

# 2060 COMPREHENSIVE PLAN



*Greeley promotes a healthy, diverse economy and high quality of life responsive to all its residents and neighborhoods, thoughtfully managing its human and natural resources in a manner that creates and sustains a safe, unique, vibrant and rewarding community in which to live, work and play.*

# 2060 COMPREHENSIVE PLAN ACKNOWLEDGEMENTS

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# CITY OF GREELEY

## 2060 COMPREHENSIVE PLAN

### Table of Contents

**Executive Summary**  
**Vision Statement**  
**Plan Overview**

#### **2060 Comprehensive Plan Chapters**

Community Design  
Culture  
Economy  
Education  
Environment  
Growth  
Health, Housing & Human Services  
Land Use  
Parks & Recreation  
Public Safety  
Redevelopment  
Transportation

**Appendix**  
Maps  
Resource Material  
Summaries  
Glossary

**Community Outreach & Comments**

# CITY OF GREELEY

## 2060 COMPREHENSIVE PLAN

### List of Tables

CU-1: Greeley Racial and Ethnic Composition, 1990 – 2007 .....	Culture page 7
EC-1: Weld County Largest Employers .....	Economy page 5
ED-1: Enrollment, Graduation and Drop-Out Rates, 2007 .....	Education page 6
ED-2: Greeley Educational Achievement Levels, 1990-2000 .....	Education page 7
ED-3: University of Northern Colorado fall Semester Enrollment 2003-2007 .....	Education page 8
ED-4: Aims Community College Annual Enrollment (all campuses) 2003/04 to 2007/08 .....	Education page 9
GR-1: Historic Population Growth 1950-2008 .....	Growth page 5
GR-2: Community Population Growth, 1948-2060 .....	Growth page 6
GR-3: Age Structure in Greeley, 1990-2006 .....	Growth page 7
GR-4: Projected Population Growth .....	Growth page 9
HS-1: Housing Unit Growth and Ownership Patterns in Greeley, 2000-2008 .....	Health, Housing & Human Services page 8
HS-2: Foreclosures Processed in Weld County, 2000-2008 .....	Health, Housing & Human Services page 9
HS-3: Greeley/Evans Average Sales Price 2000-2007 .....	Health, Housing & Human Services page 9
HS-4: Incidence of Cost Burden by Income -2000 .....	Health, Housing & Human Services page 10
LU-1: Zoning Classifications by acreage 2000-2007 .....	Land Use page 5
PR-1: Greeley Parks Inventory .....	Parks & Recreation page 6
PR-2: Natural Areas Inventory .....	Parks & Recreation page 9
PS-1: City of Greeley Major Crimes, 2006-2007 .....	Public Safety page 4
PS-2: City of Greeley Police Calls, 2003-2007 .....	Public Safety page 5
PS-3: City of Greeley Traffic Accidents, 2003-2007 .....	Public Safety page 5
PS-4: City of Greeley Criminal Arrests, 2003-2007 .....	Public Safety page 5
PS-5: University of Northern Colorado Major Crime Statistics, 2003-2007 .....	Public Safety page 6
PS-6: UCFRA Response Activity, 2003-2007 .....	Public Safety page 7
RE-1: Code Enforcement – Reported Violations, 2003-2007 .....	Redevelopment page 7
TR-1: The Bus/GET Operating History, 2000-2007 .....	Transportation page 11



# CITY OF GREELEY

## 2060 COMPREHENSIVE PLAN

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# CITY OF GREELEY

## 2060 COMPREHENSIVE PLAN

### Executive Summary

Founded on the principles of “temperance, religion, education, agriculture, irrigation, cooperation, and family values,” the original Union Colonists envisioned a “utopian” community on the high plains of northern Colorado. One hundred-forty years later, contemporary residents again imagine a remarkable future for Greeley, articulated in this 50-year planning document.

This City of Greeley 2060 Comprehensive Plan becomes the fourth master plan formally adopted by the City Council beyond the original settlement of the community. It was crafted with help of the Citizen Planning Advisory Committee (CPAC) - a broad cross-section of citizen volunteers, which logged well over 2,500 hours in its nine-month Plan development and community review. Using the framework of the Comprehensive Plan adopted in 2000 as its foundation, six questions stimulated the review and recommendations:

- Who are we?
- What aspects of the community have developed or changed over time?
- How do we perceive our community?
- What areas of our community need attention?
- How do we envision our very best future?
- How do we get there?

Based upon this community self-assessment, this 2060 Comprehensive Plan is formed around a Community Vision Statement, supported by nine Community Values and Guiding Principles. These goals are interwoven throughout the Plan and form the basis for policies and implementation strategies. The Plan recognizes the dynamic nature of a changing world, and the ability to succeed that will come from deliberate actions to move the community toward its desired future self by recognizing the opportunities that occur with this investment in planning.

This Plan is purposeful and mindful of the course it charts to help Greeley, and its residents of today and tomorrow, achieve a remarkable future.





# CITY OF GREELEY

## 2060 COMPREHENSIVE PLAN

### Vision Statement

Greeley promotes a healthy, diverse economy and high quality of life responsive to all its residents and neighborhoods, thoughtfully managing its human and natural resources in a manner that creates and sustains a safe, unique, vibrant and rewarding community in which to live, work, and play.

...

## CORE VALUES & GUIDING PRINCIPLES

**Excellence** in actions, attitude, leadership and focus

**Progressive and Appealing Industrial Development**

A **Safe, Prepared, Secure and Harmonious** community environment

**Sustainable Community Development** through healthy behaviors, sensitive environmental stewardship, varied and compact community design and a complete, effective & forward-thinking transportation system

A Community **Rich in Diversity** of People, Customs, and Ideas

**Every Neighborhood Thrives** reflecting the spirit of community

Center of a comprehensive **Premier Educational System**

**‘Better Together’** leadership mode of intergovernmental & public/private cooperation to achieve exceptional community benefits

A **Regional Leader** and Northern Colorado destination



# CITY OF GREELEY

## 2060 COMPREHENSIVE PLAN

### **Plan Overview & Administration**

This Plan is a policy guide that directs public and private growth and development decisions for the City of Greeley through the year 2060. It is both a statement of the community's vision, as well as a set of strategies to help realize the goals and objectives of the Plan. The vision associated with the Plan represents a significant investment with an expected long-term benefit to the community.

The Plan does not imagine a static set of conditions from which to assume Greeley's future but, rather, assumes change will be constant and it is a mechanism to manage and channel those changes to create the desired future quality of life for current and future citizens of Greeley.

### **Purpose of the Plan**

Successful communities are those that have charted a course for the future development of their community. This course is established by planning for the future of the community. In Colorado, the legal authority to plan is found in the Colorado Revised Statutes (CRS 29-20-102) which state "...in order to provide for planned and orderly development within Colorado and a balancing of basic human needs of a changing population with legitimate environmental concerns, the policy of this state is to clarify and provide broad authority to local governments to plan for and regulate the use of land within their respective jurisdictions." Seven general powers are granted to local governments to plan for and regulate the use of land. Those powers allow local government to:

- regulate development and activities in hazardous areas;
- protect lands from activities which would cause immediate or foreseeable material danger to significant wildlife habitat and would endanger a wildlife species;
- preserve areas of historical and archaeological importance;
- regulate the location of activities and developments which may result in significant change in population density;
- provide for phased development of services and facilities;
- regulate the use of land on the basis of the impact thereof on the community or surrounding areas; and,
- otherwise plan for and regulate the use of land so as to provide planned and orderly use of land and protection of the environment in a manner consistent with constitutional rights (CRS 29-20-104).

Also described in **state statutes**, a community master plan “shall be made with the general purpose of guiding and accomplishing a coordinated, adjusted and harmonious development of the municipality and its environs which will, in accordance with present and future needs, best promote health, safety, morals, order, convenience, prosperity, and general welfare, as well as efficiency and economy in the process of development, including among other things, adequate provision for light and air, the promotion of healthful and convenient distribution of population, the promotion of good civic design and arrangement, wise conservation, and the adequate provision of public utilities and other public requirements “ (CRS 1973 31-23-207, revised 1977).

Once a master plan is adopted, state statutes note that “no street, square, park or other public way, ground or open space, public building or structure, or publicly owned public utility” may be built without review and approval by the Planning Commission (CRS 1973 31-23-209).

The **local authority** for a community master plan is found in the Greeley City Charter which addresses city planning activities by noting that, “Consistent with all federal and state law with respect to land use and development and in conformance with all applicable articles in its Charter, the City Council shall:

- A. Designate a City department or other agency to carry out the planning, zoning and housing functions as set forth in ordinances;
- B. Maintain a Planning Commission of seven (7) members appointed to terms of five (5) years to advise the City Council on land use planning and to make decisions on land use matters as they may be set forth by ordinance;
- C. Adopt a Comprehensive Plan as a guide to land use and development;
- D. Adopt all development codes;
- E. Establish a process for handling variance applications and appeals of land use decisions or actions. (Article XIX, Section 19-1).

The **geographic area** subject to the policies and guidance of the Greeley 2060 Comprehensive Plan includes:

- jurisdictional limits including municipal boundaries, a three-mile area of influence, and other jurisdictional boundaries; and,
- expected growth patterns due to requests for annexation, availability of land for development or conservation, and other natural influences; and,
- adopted policies by the City of Greeley for long-range development.

## How to Use this Plan

As noted in the Executive Summary, the first step in the development of this Plan involved the collection of data on a broad range of community conditions. The majority of the data collected was “best available.” In some cases, available data was several years old. Other data was only available for Weld County as a whole, rather than specific to the City of Greeley.

The data that was collected became a community “baseline” from which to compare recent progress of the community, as well as achievements and conditions against other communities, state averages, and even national standards. This information served as a starting point for identifying community strengths, as well as areas where change is desired. The information collected covered the twelve subject areas of the Plan and a series of goals and objectives were developed to direct future outcomes.

In the following chapters, the twelve subject areas contain a general historical overview, followed by demographic information and key trends, progress made since the last adopted Comprehensive Plan in 2000, and then specific goals, policies, and action steps or strategies to achieve the desired vision. The comprehensive nature of this document requires coordination between issues of overlapping interest among the subject areas. As such, there are many references at the end of the policy and action steps referring to other policies and actions in the Plan. The abbreviated form for the various subject areas follows:

CD	Community Design	HS	Health, Human Services, & Housing
CU	Culture	LU	Land Use
EC	Economy	PR	Parks & Recreation
ED	Education	PS	Public Safety
EN	Environment	RE	Redevelopment
GR	Growth	TR	Transportation

A summary of implementation or work program measures for each subject area are found in the Appendix to this document as is a glossary of terms used in the Plan. In addition, various map references, acronyms, as well as a full listing of various approved community master plans which are being re-adopted and incorporated by reference are also found there.

## Amendments to the Plan

The credibility and success of the Plan is as good as the City's reliance upon it as a decision-making tool. However, it is also recognized that changing conditions may necessitate amendments to the Plan to continue its relevance as a viable planning tool and to adapt to evolving community needs.

Amendments to the Plan should be considered, but not limited to, any of the following conditions:

- Changing circumstances in a general area or the community at large prevent the successful implementation of a Plan strategy or policy;
- New areas of community growth, otherwise consistent with the goals of the Plan, are proposed outside of identified map designated areas;
- Implementation of Plan strategies has significantly altered the ability of another policy or action to be realized;
- Additional study has resulted in a modification to policies contained within other master plans adopted by reference in this Plan;
- The amendment is in accordance with expected changes, such as the establishment of the Long-Range Expected Growth Area; and/or,
- Strict adherence to the Plan would result in a situation not intended, nor in keeping with other key elements and policies of the Plan.

Before allowing a development or action that is in conflict with, or would represent an addition to the adopted Comprehensive Plan, such as with the adoption of a sub-area or neighborhood plan, the following steps should occur:

1. Public notice is provided of the proposed amendment;
2. The Planning Commission shall conduct a public hearing on the proposed amendment and provide a recommendation to City Council; and,
3. City Council shall also conduct a public hearing on the proposed amendment and, considering the recommendation of the Planning Commission and the public testimony provided, take action on the suggested amendment to the Comprehensive Plan.

As noted in the Executive Summary recommendations, review of the implementation strategies of the Plan should occur with a review of the Plan at approximate five-year intervals.





# 2060 Comprehensive Plan

## Community Design

*In the city, time  
becomes invisible.*

– Lewis Mumford

Nowhere are a community's self concept, values, quality of life, and culture more clearly evidenced than in its design. The perception of a community is formed by the way buildings are situated and arranged, their design and compatibility with adjacent land use, the use of landscaping, signage, public art and neighborhood and community focal points. Most often, the image of a community is initially formed by the traveling public along its major roadways which also typically comprise the single largest uses of land in a city.

Upon exiting her relocated farmhouse in Oz, an astonished Dorothy tells her dog, Toto, that “something tells me we’re not in Kansas anymore.” In recent years, more communities are searching to identify and strengthen their individual “sense of place”; the features which distinguish them from all others. While acceptable from a purely market viewpoint, franchise architecture competes heavily in areas where community identity elements and standards are weak, helping to create commercial strips often referred to as “**Generica.**”

A strong development foundation formed by attractive and functional design standards of local importance will raise a setting from generic design to a memorable city with unique style, values, and priorities which conveys the feeling that “There’s no place like home.”



**GENERICA** – a reference to the tendency for communities to look alike, primarily as a result of corporate architecture used on national restaurant and retail chains.

I.  
COMMUNITY DESIGN CHAPTER  
INTRODUCTION & PERSPECTIVE  
TABLE OF CONTENTS

Past.....	3
Present.....	4
- Community Image.....	4
- Community Sense of Place.....	4
- Development Design Standards .....	5
- Smart Growth.....	5
- Design Recognition .....	5
- Special Districts.....	6
Patterns.....	6
Progress.....	7
Potential.....	8
Promise.....	8

Thoughtful design  
ECLECTIC  
GREEN/SUSTAINABLE

## Introduction & Perspective

### Past

The original design for the layout of Greeley was inspired by Painesville, Ohio and Northampton, Massachusetts. These communities were laid out around the traditional central village green. In the case of Greeley, the village green was Lincoln Park, which was surrounded by a street network and commercial and residential buildings. Nathan Meeker encouraged use of adobe in building construction in the absence of milled lumber and due to the high price of importing it. A number of the first residential structures were built of adobe bricks, which were less expensive building materials than lumber. Unfortunately, the “desert-like” climate was rainier than the original settlers expected and resulted in erosion of the adobe bricks. The Meeker House was the only adobe brick structure to survive, as the rest had to be rebuilt with either brick or wood. By 1882, Benjamin Harrison Eaton, Colorado’s 4<sup>th</sup> Governor, became the first resident in Greeley to install gas lights at his home. The community became even more modernized when the downtown was “electrified” in 1886 and telephones were installed in 1893.

Greeley’s first female architect, Bessie Smith, designed two known commercial buildings, including the Coronado Building, and many residential dwellings in the first decade of the 1900s. Between 100 and 200 homes were built each year during this time. In the second decade, there were five Neo-Classical buildings constructed in Greeley: the 1910-1911 Sterling Hotel and Theater, 1911 Elks Lodge, 1912 High School, 1914 Post Office, and 1917 Weld County Courthouse. During this same time span, two schools and six buildings at the University were also built and numerous clubs and cultural activities were available for residents. As a result of these new buildings, as well as the educational, intellectual, and cultural activities in the community, Greeley became known as “The Athens of the West.”

As the community grew westward, changes in development and building design occurred over time; nowhere is this more apparent than in the 10<sup>th</sup> Street corridor. The area along 9<sup>th</sup> and 10<sup>th</sup> Streets, between 11<sup>th</sup> and 14<sup>th</sup> Avenues, was part of the original Union Colony. Commercial and residential development followed a grid street pattern in this area, west to 23<sup>rd</sup> Avenue. Development in this corridor west of 14<sup>th</sup> Avenue began during the 1940s and 1950s and development west of 23<sup>rd</sup> Avenue occurred in the 1960s. Residential street patterns began to change to curvilinear streets and cul-de-sacs became common in the 1960s and 1970s. The Glenmere area was the first planned subdivision to use a curvilinear street system in Greeley. It was designed by a landscape architect from Boulder. In the 1970s, detached sidewalks and tree lined streets were eliminated for the

*“It’s expensive to be mediocre,” says the man who wanted a better life for all.*

– J. Irwin Miller



more efficient rollover curb and sidewalk, which was less expensive to construct and maintain.

## **Present**

### ***Community Image***

As Greeley has grown, design has become an even more important factor in how the community is viewed by its residents and visitors. Those who reside in the community often don't notice its design because they see it every day. Visitors see its appearance as representing what the community values and thinks of itself. Large parking areas without landscaping, vacant store fronts, and garish signs, and building colors convey a very different image than do well-landscaped streets and parking lots, and designs compatible with existing neighborhoods.

One area where design (or lack of) is very apparent is along major transportation corridors, which are key entryways into the community. Where these corridors are adjacent to residential areas, the backs of lots and houses are oriented along the corridor where, typically, a six foot high fence has been installed. There is often limited landscaping between the fence and the sidewalk and, if there is, maintenance of these areas are inconsistent. The use of detached sidewalks and tree lawns between the curb and sidewalk, particularly along arterial and collector streets, results in a more aesthetically pleasing streetscape; however, maintenance of these areas is critical so that the effect of the streetscape is not diminished.

### ***Community Sense of Place***

Design is critical to a community so that it can develop its own unique "sense of place" and identity and does not become "Generica" – looking just like every other city its size. The trend of corporate architecture began in the 1960s with every fast food restaurant of a particular chain looking alike, no matter what city they were in. While a strong product marketing tool, the dominance of "franchise architecture" resulted in a sense that every suburban community in the country was mass-produced, revealing few features of local distinction. As communities resisted this sameness of features, it became apparent that there really were other designs available; if communities insisted, local standards and materials and a higher level of design could be accommodated. This phenomenon has become apparent with big box retail development, where large retail centers have generally evolved with design better tailored to a community's specific standards.

The Community Separators Study, completed in 1998, recommended that some physical separation between the Northern Colorado communities be maintained so that individual community identity could be better retained. This study was never formally adopted and, with the extensive annexation by communities in Northern Colorado over the past five years, there are few areas remaining that can provide

**BIG BOX** – a retail or commercial use or combination of retail or commercial uses in a structure that exceeds forty thousand (40,000) square feet of gross floor area.

**RESILIENT** **Clean Air**  
**Diverse but unified**

a significant physical and visual separation. The desired community separation or distinction can still occur through open space and the use of special design provisions that regulate the location, nature and density or intensity of future development in these key areas. The bluffs, located between US Hwy 34 and the Cache la Poudre River, east of State Hwy 257 is one such opportunity.

### ***Development Design Standards***

Since the adoption of the 2020 Comprehensive Plan, design standards have been added to the Development Code for residential and non-residential land uses. There are areas in the community where the full effect of these standards is very visible. One such area is in the residential developments located east of US Hwy 85. The first developments built in this area in the late 1990s were pre-design standards and look very different from those that were built using the residential design standards several years later. The differences between the areas are subtle in many instances, yet the visual appearance of perception and quality is distinct and the improved level of design does not typically increase costs.

With an interest in encouraging densities that are high enough to support efficient transit services, design will become even more important for residential and mixed-use developments. Design is the key to ensuring that buildings and sites are compatible or blend in with their surroundings. The City's infill standards require that new or existing structures with additions be designed to be compatible with the existing area where a prevailing and preferred design standard exists. In newly developing areas, there may not be a character or design already established, so the new development may set the stage for future character and design of other developments in the area. In addition, structures built over the next several years have the potential to become "historic" by the year 2060 – the planning horizon for this Comprehensive Plan – since one threshold for determining whether a structure is historic is based on a 50-year minimum age.

### ***Smart Growth***

A new approach to designing neighborhoods and developments is known as "**smart growth**." This approach focuses on such things as mixed-use development, "green" and **sustainable design** creating **walkable** neighborhoods, compact development and creating a sense of place. Another key component is using connectivity to create a system for pedestrians and vehicular traffic as a way of reducing transportation costs and improving community design. While some of these elements already exist in the City's Development Code, other elements have not been required. As other new design ideas emerge, they may offer useful design solutions to use in Greeley.

### ***Design Recognition***

There are many outstanding examples of attractive architecture and site design throughout Greeley. Since 2004, to acknowledge and celebrate such contributions to Greeley's community design and

**SMART GROWTH** – an urban planning and transportation approach that concentrates growth in the center of a city to reduce urban sprawl and advocates compact development that is transit-oriented, walkable, and bicycle-friendly with a mix of land uses and a wide range of housing choices.

### **SUSTAINABLE DESIGN**

– the art of designing and producing places, products, and services in a way that reduces the use of non-renewable resources, also known as "green design", "eco-design" or "design for the environment".

**WALKABLE** – the ability of a community to be accessible by walking, often measured by such things as land use mix, street connectivity, residential density, and orientation and proximity of homes and buildings to "watch over" the street.



appearance, the City has given Excellence in Community Design Awards in an annual competition of development projects. These awards have been given for the best designed buildings in commercial, institutional (governmental and institutional), and non-governmental categories. A community panel selects the winners and honorable mention winners. Design professionals in the area consider it a high honor to have a building of their design win one of these awards and Greeley is one of very few Colorado communities to offer this form of recognition. Programs such as Art in Public Places, Sculpture on Loan, and One Percent for Art have also been very successful, providing opportunities and access throughout the community for art appreciation. In addition to novel ways to share artwork with community residents, these programs also offer an outlet for local artists to showcase their varied work. These programs also convey the community support for the arts and its interest in improving community design and are a well recognized aspect of showcasing Greeley's unique elements and appeal to economic development interests.

### ***Special Districts***

The City's Development Code also provides for the creation of Character Overlay Districts. A district can be identified and created on the basis of the design characteristics of a particular area that either exist or are proposed. For example, specific styles of signage, landscape materials, paint colors or materials, or other design elements could be used to create or emphasize the cohesiveness of a character overlay district. The City of Greeley established voluntary design guidelines known as the Mercado District Design Guidelines in late 2000 to aid in revitalizing the area between the railroad tracks and the Cache la Poudre River, and between North 8<sup>th</sup> Avenue and North 11<sup>th</sup> Avenue. These guidelines were intended to encourage the establishment of restaurants, retailers and other businesses in a cohesive and distinctly identifiable environment. While they were not established as a Character Overlay District, the guidelines were intended to accomplish a similar outcome for this North Greeley area.

### **Patterns**

The following key trends that relate to Community Design have been identified:

- Increased attention is being paid to the appearance and design of structures and development, including a greater emphasis on "green" and sustainable design and construction

- Flexibility in design standards is important to encourage creativity and variation in design
- There is increased interest in creating a more aesthetically pleasing streetscape, using detached sidewalks and tree lawns and cohesive travel corridor design
- Using development techniques such as connectivity of pedestrian and street systems, building design standards, and mixed-use development can help create an improved design and appearance of the community

## Progress

Since the adoption of the 2020 Comprehensive Master Plan in 2000, many of the **action steps** from that Plan have been accomplished, or are in process. The following “report card” summarizes some of the key accomplishments. The full Community Design Report Card can be found in the Appendix of this document.

- New architectural design standards were adopted by Greeley in 2002
- The City formed an Architectural Review Advisory Committee to troubleshoot design issues with development
- Greeley has had an awards program for architectural excellence since 2004
- Specific corridors within the City’s Entryway Master Plan were funded with improvements made to areas on 8th Avenue, 11th Avenue, 16th Street and US Highway 34. These improvements have reinforced Greeley’s unique “sense of place.”
- Modifications to the Development Code have been made to include such things as building designs standards, reduced street widths, and the design of detention ponds
- The “Development Guidebook for Mixed-Use & Non-Residential Development” was created to provide users a quick reference to address Development Code design standards

*And the first lesson we have to learn is that a city exists, not for the constant passage of motor cars, but for the care and culture of men.*

– Lewis Mumford



**ACTION STEP/  
STRATEGY** – specific activities or strategies intended to accomplish the goals of the Comprehensive Plan.

## Potential

The following Community Design themes were identified to create a vision of a 2060 Greeley as:

- A most attractive city
- Eclectic
- Green/Sustainable
- Diverse but unified
- Recapture Reputation as “Athens of the West”
- Clean Air
- Culturally rich
- Blended community – people, customs, buildings, old/new
- Sensibility of Place
- “Complete Community” – balance of jobs/housing/amenities
- Exactly where you want to live
- Progressive
- Eco-based
- Resilient
- Adaptable
- Unique, distinguished
- Thoughtful design
- Amazing
- Think tank
- Quality
- Creative – Independent & Free thinking
- Urban yet homey
- Self-confident

## Promise

Well-designed, distinctive, and appealing community development

*The automobile needs accommodation. But so do people's other needs. At present the form of the city reflects only one, and excludes the other.*

– Serge Chermayeff  
& Christopher Alexander





## II.

### COMMUNITY DESIGN CHAPTER

#### GOALS, POLICIES, OBJECTIVES & ACTIONS

#### TABLE OF CONTENTS

<b>GOAL .....</b>	<b>10</b>
<b>OBJECTIVES .....</b>	<b>10</b>
<b>CD1 COMMUNITY IMAGE AND DESIGN .....</b>	<b>10</b>
A Reflect the community’s distinctive context in the built environment through deliberate and attractive design, public art, landscaping, and related features .....	10
B Honor prevalent and historic architecture.....	12
C Foster creativity in design excellence .....	12
D Achieve an urban form that uses land efficiently and enhances the natural environment .....	13
<b>CD2 APPEARANCE STANDARDS .....</b>	<b>14</b>
A Establish and maintain building appearance standards that promote quality community form and design.....	14
B Promote design standards and practices that improve design connectivity and enhance neighborhood characteristics .....	15
C Blend form and function to achieve an attractive and sustainable built environment .....	15
<b>CD3 INFRASTRUCTURE DESIGN .....</b>	<b>16</b>
A Promote connectivity of the City’s street system and corridors that also meet environmental, safety and transportation objectives of adopted community aesthetic themes .....	16
B Incorporate deliberate and attractive design, maintenance, and multi-functionality of drainage and detention areas, open space, and natural areas, pedestrian, and other travel corridors .....	17
C Provide distinctive design of public buildings and structures which represent the city’s leadership and commitment to design excellence.....	18

## ◆ COMMUNITY DESIGN ◆

**GOAL:** Promote a well-designed community that attracts and retains progressive development which is dynamic, interesting, and visually pleasing, thereby increasing property values and improving the community reputation, livability, and appeal

### OBJECTIVES

#### CD1 COMMUNITY IMAGE AND DESIGN

**A Reflect the community's distinctive context in the built environment through deliberate and attractive design, public art, landscaping, and related features**

- 1 Identify and promote the city's unique assets to reinforce Greeley's individual **sense of place** in northern Colorado
  - a Review the City's building and site design standards to assure that they reflect contemporary, progressive and **sustainable** building design trends consistent with the goals of this 2060 **Comprehensive Plan**
- 2 Identify areas in Greeley's planned growth area that could function as "**community separators**" to distinguish **development** in Greeley from surrounding jurisdictions and contribute to a distinct community identity for the city (see also EN7C, EN7C1b, LU7B1 and PR2B2d)
  - a Develop standards that establish an open space or transitional land use buffer between Greeley and adjacent communities to distinguish the communities from one another. Work with adjacent communities to identify and develop such transitional areas to mutual benefit
- 3 Promote and expand the City's One Percent for Art and Sculpture on Loan programs to enhance the appearance and function of the City's **infrastructure** and public places through thoughtful and imaginative design, making the built **environment** more interesting, enjoyable, special, and distinctive (see also CU4B5)
  - a Work with business, development and neighborhoods to partner in the installation of artwork in a variety of locations for enjoyment by the public
- 4 Encourage and sponsor programs that promote the beautification and preservation of distinctive neighborhoods and the city

**COMMUNITY SEPARATOR**  
– an area that serves as a physical and/or visual separation between communities.

**COMPREHENSIVE PLAN**  
– a long-range plan intended to guide the growth and development of a community or region.

**DEVELOPMENT** – any construction or activity which changes the basic character or use of land on which construction or activity occurs, including but not limited to any non-natural change to improved or unimproved real estate, substantial improvements to buildings or other structures, mining, dredging, filling, grading, paving, extraction, or drilling operations.

**ENVIRONMENT** – all external conditions and influences affecting the life, development and survival of an organism.

**GOAL** – a broad statement of the community's desired future.

**INFRASTRUCTURE** – facilities and services needed to sustain residential, commercial, industrial and all other land use activities including utility lines, streets and roadways, communication systems and public facilities such as fire stations, parks, schools and police stations.

**SENSE OF PLACE** – the characteristics of a location that make it readily recognizable as being unique and different from its surroundings.

**SUSTAINABLE** – meeting the needs of the present without sacrificing the ability for future generations to meet their own needs.

- a Review policies to support more cooperative ventures which improve the appearance and function of public and common areas, such as with improvement and maintenance districts, expansion of the **“Shared Concrete”** and **“Share the Shade”** programs, Neighborhood Improvement Grants, memorial plantings and donations, and similar mechanisms (see also EN6C2, LU7B1 and RE3A2)
  - b Establish programs to support beautification and building rehabilitation, especially in designated Redevelopment Districts and established areas of the community
- 5 Retain and update the City’s standards that require new development to offer unique physical elements of area character and identity such as distinct site elements or architecture; historic or cultural resources; amenities such as view, open space, water courses, or varied topography; an area focal point for residents within the neighborhood or project area which offers a distinctive feature or gathering place for that area. Examples of such features may include, among many things, park and open space, public art, neighborhood school recreational feature, unique natural form, or plaza areas (see also CU1B2 and RE1B1)
  - a At least every three years, inventory these features that have been incorporated into projects since adoption of the standard. Develop and update guides to such community amenities as part of the **Neighborhood Building Blocks** program and as a guide for new and redeveloping areas
- 6 Support and strengthen new and **redevelopment** residential neighborhoods through appropriate building scale and compatible character, mixed uses, and public facilities, including sensitive design and sizing of rights-of-way (see also RE1A2)
- 7 Update the City’s Sign Code to reflect contemporary design elements and construction options and promote the attractive appearance of commercial corridors through functional and appealing property and business identification that is well- integrated into other site improvements

#### **NEIGHBORHOOD BUILDING BLOCKS (NB2)**

– a specialized team of City representatives responsible for providing a strategic and coordinated response to a variety of community issues, particularly geared to improving neighborhood conditions.

**REDEVELOPMENT** – development activities intended to enhance the existing social, economic, physical and environmental nature of a community and which may include restoration or re-use of existing buildings and structures, as well as construction of new buildings and structures in developed areas.

**SHARED CONCRETE PROGRAM** – a program of the City of Greeley where property owners pay one-half of the costs to repair adjacent sidewalk, curb and gutter in the public right-of-way.

**SHARE THE SHADE PROGRAM** – a program of the City of Greeley where property owners pay one-half of the costs to purchase and install street trees in front of residents’ homes and residents are responsible for maintenance of the trees.

## **B Honor prevalent and historic architecture**

- 1 Reinforce the value and importance of historic aspects of the community's development by promoting the preservation of historic structures (see also CU1A3a, CU1C5, LU2A9, RE2A1 and RE3D1)
- 2 Make reasonable efforts to protect existing trees and groups of trees which carry historical, environmental, horticultural, and/or **aesthetic** value (see also EN4A7)
  - a Catalogue the trees and plantings which carry such significance and share such information with land owners and the public to enhance the protection and appreciation of such natural elements
- 3 Promote the character and quality of established residential neighborhoods through sensitive design of adjacent commercial uses and incorporation of mixed uses

## **C Foster creativity in design excellence**

- 1 Encourage, recognize and reward outstanding building design by continuing and/or expanding the **Excellence in Community Design Awards** program (see also LU2A14c)
- 2 Foster awareness and use of desired community design standards
  - a Sponsor educational clinics to provide technical assistance and support in the application of design standards
  - b Assure that community design expectations and outcomes are understood and effectively incorporated into a wide variety of projects through community education and guides
- 3 Promote commercial and industrial areas that are functional, well-defined and designed, which complement adjacent residential neighborhoods and provide a positive visual image of the community
- 4 The City should lead by example in meeting or exceeding Development Code design standards in the construction of all public facilities including parking lots, public buildings, landscaped areas and parks, buffer yards, and related projects. The accomplishment of this standard may be realized through planned, phased construction

**AESTHETIC** – the perception of artistic elements or elements in the natural or built environment that are pleasing to the eye.

### **EXCELLENCE IN COMMUNITY DESIGN AWARDS**

– annual award program which recognizes outstanding building design and construction achievement in a variety of building categories.

**Exactly where you  
want to live**

- a Encourage other public entities to reach community design excellence through compliance with City development standards (see also ED1A7)

**D Achieve an urban form that uses land efficiently and enhances the natural environment**

- 1 Promote overall moderate-density development as a means to create **mixed-use** areas with complementary design for strategic preservation of open space and natural areas
  - a Review Development Code **amendments** that would support the development of complementary mixed-uses as a means to increase **density**, reach transportation and environmental objectives of this 2060 Comprehensive Plan, to achieve a vibrant and attractive community design (see also LU5B2)
- 2 Reinforce the community's image as a "**Tree City**" by promoting the establishment and maintenance of tree-lined travel corridors throughout the community, taking into consideration water use, **conservation** strategies, and the natural environment (see also EN4A2)
  - a Provide support for the effective maintenance of the community's **urban forest** through proper tree care and planting
  - b Continue tree planting and replacement **incentive** programs accompanied by educational materials to support a successful establishment of the new installations
  - c When reviewing landscape plans, consider the entire context of the surrounding area to ensure it is appropriate and well-integrated into and a complement to any prevailing themes or patterns
  - d **Alternative Compliance** should be encouraged to achieve the intent of attractive and interesting streetscapes and cohesive travel corridors where appropriate
- 3 Encourage the "**infill**" and redevelopment of the community to achieve a compact, efficient, pedestrian friendly and attractive community form (see also GR3A1bv, PS1A4a, RE2B2, RE2C3, TR1A3 and TR1B2)
  - a Develop standards that discourage non-contiguous, scattered, or leapfrog development except where a compelling community objective of this 2060 Comprehensive Plan is achieved

**ALTERNATIVE COMPLIANCE** – a method of using equivalent design solutions for building or zoning code compliance, when it is otherwise impractical or impossible to meet standards, or where maximum achievement can only be obtained through the use of alternatives.

**AMENDMENT** – a change to the adopted Comprehensive Plan, which must be approved by the City Council and be processed in the same manner as the original adoption of the plan.

**CONSERVATION** – management of a natural resource to prevent exploitation or destruction.

**DENSITY** – the number of dwelling units per acre of land area.

**INCENTIVE** – a way to encourage a particular action that is considered desirable or beneficial.

**INFILL** - a lot or grouping of lots or tracts of land with the majority of their perimeter boundary adjacent to existing development.

**MIXED-USE** – a building or structure that contains two (2) or more different uses.

**TREE CITY** – a program sponsored by the Arbor Day Foundation, USDA Forest Service and the National Association of State Foresters, to provide direction, technical assistance, public attention, and national recognition for communities with forestry programs.

**URBAN FOREST** – the trees growing within an urbanized community.

- 4 Design land uses to encourage self-contained neighborhoods which project a distinctive sense of place, and which have a focal point as a sense of identification of the area, but which also are interconnected with the overall community design and well-integrated into the transportation system
- 5 Require the design of public trail, open space, and wetland areas to respect the environmentally sensitive nature of the area (see also CD1D5, EN1A2, LU8A7 and PR2B13)
  - a Continue support for the full development and enhancement of the Poudre River Trail, and recreational areas as defined in City-adopted plans
- 6 Develop standards that promote well-designed open space areas in neighborhoods which provide opportunities for informal gathering and/or points of interest (see also CU4A2 and PS2A8)

## **CD2 APPEARANCE STANDARDS**

### **A Establish and maintain building appearance standards that promote quality community form and design**

- 1 Maintain the role of the citizen **Architectural Review Advisory Committee** which acts as a technical and community resource to City staff and applicants, in evaluating and trouble-shooting specific project design issues, as requested
- 2 Aggressively enforce property maintenance codes to convey community pride, preserve and promote stable property values through the maintenance of a quality **urban** environment and **streetscape** free from unsightly materials such as trash and refuse; inoperable vehicles; display or storage of material and/or vehicles in parkways, landscaped areas or front yards; weeds; temporary signage or uses inappropriate for the area (see also HS5B3, LU2A11, LU2A5cii, PS4B2 and RE1C3)
- 3 Encourage revitalization and redevelopment of areas showing signs of decline or disinvestment (see also EC4B2, RE3C1a)
- 4 Identify and protect significant public view corridors and sites
  - a Inventory and designate areas which carry important views and establish special design treatments to protect and complement these areas

### **ARCHITECTURAL REVIEW ADVISORY COMMITTEE**

– a citizen design review committee responsible for resolving architecture and design issues on development proposals.

**STREETSCAPE** – the overall character and appearance of a street that is formed by elements and features that frame the street, such as building façades, street trees and plants, lighting, furniture, or paving.

**URBAN** – a highly developed area that includes a central city or place and contains a variety of residential, commercial, industrial, recreational and cultural uses.



- 5 Promote the development of the city as a pedestrian friendly community through neighborhood and commercial design with easy and safe access to **neighborhood centers**, community facilities, transit stops, shared public spaces, and amenities (see also PS2A11, PS2A12, TR1A3 and TR1B2)
- 6 Promote the development of subdivisions which offer a variety of external building facades and which avoid repetitious building design without an off-setting common feature or **amenity**. Discourage the design of subdivisions which are tedious in pattern and offer little imagination or variation in lot layout

**B Promote design standards and practices that improve design connectivity and enhance neighborhood characteristics**

- 1 Review and update as appropriate the requirement for perimeter landscape treatment plans for new subdivisions
  - a Incorporate neighborhood perimeter treatment plans into adopted entryway corridor design plans
  - b Develop an accepted range of strategies that can be used to link neighborhoods via complementary perimeter treatment schemes
- 2 Preserve, protect, and improve the appearance of existing low-income neighborhoods, especially in established areas of the community (see also HS5A5)
- 3 Periodically review and revise the City's codes as appropriate to enable the use of site design standards to assure **compatibility** between land uses of different intensity rather than relying solely on the graduation of land use types to achieve compatibility

**C Blend form and function to achieve an attractive and sustainable built environment**

- 1 Review the Subdivision Regulations and Development Code to assure aesthetics are well-integrated in public places, roadways, adjacent uses, and natural land forms is well integrated
- 2 Incorporate and promote the use of environmentally sensitive, sustainable, and efficient design through the flexible application of code standards (see also EN3D1 and EN5B1e, TR2D7)

**AMENITY** – a natural or built feature that enhances the aesthetic quality, visual appeal, or makes more attractive or satisfying a particular property, place, or area.

**COMPATIBILITY** – having harmony in design, appearance, use and/or function of the characteristics of a building or structure, a neighborhood, or an area.

**CONNECTIVITY OR INTERCONNECTIVITY**

– the ability to be linked, such as through transportation systems, between areas.

**NEIGHBORHOOD CENTER**

– a grocery-based commercial area of 5-20 acres in size, located at the intersection of arterial/arterial roads or major collector/arterial roads and which has a typical trade area of 1.5 – 3 miles.

- 3 Take reasonable steps to ensure that new construction and redevelopment is designed and constructed in a manner which is sensitive to social and physical needs such as accessibility; facilities are available for multi-modal transportation users; sites provide functional landscaping and open space; and that development scale and massing of building relate to the context of a neighborhood

### CD3 INFRASTRUCTURE DESIGN

#### A Promote connectivity of the City's street system and corridors that also meet environmental, safety, and transportation objectives of adopted community aesthetic themes (see also TR4D3)

- 1 Improve the appearance and function of the city's major corridors and entryways
  - a Update the City's Entryway Master Plan, which establishes guidelines and design standards for the treatment of major roadway entrances to the city, to improve the major arrival zone of the city with attractive, interesting and distinctive features (see also EC4A5a, EN7C, PR2B8- and TR4A2)
  - b Develop specific corridor design plans to provide complementary and cohesive design characteristics along key arterial roadways, prioritized as follows:
    - I – Immediate priority
      - 11<sup>th</sup> Avenue from US Hwy 34 to "O" Street
      - 8<sup>th</sup> Avenue from 22<sup>nd</sup> Street to the US 85 Bypass
      - US 85 Bypass from the City of Evans to "O" Street
      - US 34 Bypass from 8<sup>th</sup> Avenue to WCR 17
    - II – Mid-range priority
      - 10<sup>th</sup> Street from 11<sup>th</sup> Avenue to 101<sup>st</sup> Avenue
      - 8<sup>th</sup> Street from 8<sup>th</sup> Avenue to the Greeley/Weld County Airport
      - 83<sup>rd</sup> Avenue (**Two Rivers Parkway**) from "O" Street to 37<sup>th</sup> Street
    - III – Long-range priority
      - "O" Street from 8<sup>th</sup> Avenue to 83<sup>rd</sup> Avenue
      - SH 257 from the Town of Windsor to WCR 54
      - SH 392 between WCR 23 and 8<sup>th</sup> Avenue
  - c Cooperate with adjacent jurisdictions, CDOT, and other governmental entities to create a favorable and complementary travel corridor along key Greeley entryways

**ENTRYWAY MASTER PLAN** – see Greeley Entryway Master Plan.

**TWO RIVERS PARKWAY** – a planned arterial road along the 83<sup>rd</sup> Avenue alignment in Greeley, to connect U.S. Highway 85 between Gilcrest and Platteville with Windsor.



- d Develop a specific strategy to address pedestrian, bicycle, and mass transit design elements that enhance the safety, appeal, and use of these travel corridors. Incorporate specific elements into the City's Subdivision and Development Code standards
- 2 Evaluate and update the City's Street Design Standards related to roadway width, pedestrian amenities, landscaping, public art, and related elements to assure that the design of these significant improvements maintain safety and efficiency while being designed to be a positive visual asset to the community and adjacent properties (see also PS2A12 and TR4D5)
  - a Reconsider current street design standards relative to the ultimate use of the site, including street widths, utility placement, drainage, and access points
- 3 Promote the delivery of emergency services through effective project design (see also PS1C1)
- 4 Develop a design plan for roadway overpass and underpass areas which is consistent with the City's Entryway Plan to improve the attractiveness of these properties to the traveling public (see also TR4A2)
- 5 Incorporate traffic-calming techniques into street and subdivision design with initial construction and in redevelopment projects that is attractive, effective and complementary to adjacent land uses (see also PS2A11 and TR4E1)
- 6 Develop a comprehensive **way-finding** signage plan to direct travelers to key community destinations which is attractive, distinctive and reinforces the City's entryway and community design themes
- B Incorporate deliberate and attractive design, maintenance, and multi-functionality into drainage and detention areas, open space, natural areas, pedestrian and other travel corridors**
  - 1 Complete a basin-wide study to set out a plan for drainage infrastructure to be accommodated through larger shared facilities that facilitate more effective efficient and aesthetic development (see also EN2B7, GR2A2, LU6B1 and PR2B1a)

**WAY-FINDING** – the way in which people orient themselves in physical space and navigate from place to place, including signage.

**Culturally rich**  
**AMAZING**  
**Blended community**

- a Review the Parks and Recreation Master Plan to coordinate key locations for new area drainage facilities that also offer complementary uses for parks and open space facilities
- b Consider alternatives to on-site drainage within the Redevelopment District in order to promote infill projects, such as a means to pay a cash-in-lieu fee to address area-wide drainage needs (see also RE1B1)

**C Provide distinctive design of public buildings and structures which represent the City's leadership and commitment to design excellence**

- 1 Establish and implement standards for public improvements and street furniture, such as: traffic mast arms, bus benches and shelters and related infrastructure which is attractive and contributes to the overall community design elements (see also PS2A12 and TR4D3)
  - a Adapt the thematic schemes of the established city-wide standards into the design elements of individual corridor plans to provide complementary linkages between areas of the travel corridor
- 2 Continue the City standard to require all utility service lines to be placed underground with new construction and major redevelopment in accordance with City and utility policies
  - a Renew and utilize funds from the designated electric franchise agreement and budget to relocate existing lines along key community roadways to underground locations (see also EN7B1a)
  - b Develop a Utility Master Plan which prioritizes the use of designated franchise fees to place underground electric utility lines, with a priority of use within the Redevelopment District
  - c Consider the merits of “utilidors” which encompass multiple utility needs; evaluate the benefits and constraints in moving utility placement to the back of lots in certain applications, such as where alleys or other access corridors are available to allow more flexible use and design of the public rights-of-way
- 3 Work with utility companies to locate service boxes in locations and in a manner in which their appearance has minimal impact on the surrounding properties, outside of clear vision areas, and in consideration of utility safety operations (see also EN7A1 and PS2A15)

**UTILIDOR** – a corridor above or underground, for utility and communication lines.

# Independent Creative & Free thinking

# 2060 Comprehensive Plan

## Culture

“What is a city but the people,” penned William Shakespeare.

Indeed, if not for the residents of a community and their cultural distinctions, there would often not be much to differentiate one city from another. The cultural identity of “place” is reflected in the ideas, skills, arts, heritage and way of life in an area and bridges the origin of a community to its present social form. Physical features cherished, honored, or protected as well as community events and festivals are all reflections of cultural significance unique to a city.

When communities grow and change, cultural values and places are often impacted. Just as the early settlers influenced changes to an area, new immigrants bring another set of customs as well. As important as it is to transmit knowledge and heritage from previous generations, new opportunities exist to celebrate an evolving community culture.

By exploring the customs and cultures of other groups, people learn how they can better relate to all members of the community and region. Such understanding can promote better civil behavior and tolerance of others and makes it possible for people from different backgrounds to live together and share a collective and unique sense of community.

*A civilization is only a way of life. A culture is the way of making that way of life beautiful.*

– Frank Lloyd Wright



I.  
CULTURE CHAPTER  
INTRODUCTION & PERSPECTIVE  
TABLE OF CONTENTS

Past.....	3
Present.....	4
- Historic Preservation.....	4
- Museums.....	5
- Cultural Festivals & Events .....	5
- Public Art .....	5
- Downtown Arts & Entertainment.....	6
- Population Diversity .....	6
- Table CU1 – Greeley Racial and Ethnic Composition, 1990 – 2007.....	7
Patterns.....	8
Progress.....	8
Potential.....	9
Promise.....	9

**EXCEPTIONAL CIVIC LIFE**  
**History Cultural Offerings**

## Introduction & Perspective

### Past

Culture was important to Greeley from its earliest stages. One of the first issues of the Greeley Tribune in 1870 called for colonists to “collect natural specimens, artifacts and documents for posterity.” By 1900, a group of civic-minded women formed the Meeker Memorial Association to gather and preserve history and materials relative to the community’s culture and its pioneers. Between 1910 and 1919, Greeley saw an era of prosperity that resulted in many new buildings being constructed, including new schools and buildings for classrooms on the college campus. There were clubs organized for intellectual development, a library was built, the symphony orchestra was formed, artists resided in the community during the season, an opera house was built, and the summer Chautauqua was held. The Philharmonic Orchestra, formed in 1911, is the oldest continually performing orchestra between St. Louis and San Francisco; the 2010 – 2011 season will mark the centennial of this organization. During this time, Greeley became known as the “Athens of the West” because of its many cultural and intellectual activities, its expanding college, and many beautifully designed buildings. By 1922, over 50 social clubs offered activities year round. Also that year, Greeley’s first radio concert was aired on KFKA radio, one of Colorado’s first radio stations, which still broadcasts from Downtown Greeley.

Early settlers in Greeley were predominantly Anglo-Saxons, but as the colony and its reliance on agriculture grew, its labor force became much more diverse. People came from many parts of the world to work and live in Greeley. Scandinavians came to the area as laborers in the late 1800s. They were followed by Germans who had been living in Russia and who settled in “Little Russia,” on the east side of town. By 1910, laborers from Mexico migrated to the community. The Spanish Colony was established by Great Western Sugar Company in 1924 as one of 13 such colonies in Northeastern Colorado, offering housing as an incentive to attract laborers back to the area each year.

By 1958, Greeley was reorganized under a home rule charter and became the first city in the United States to create a Department of Culture to coordinate activities of the museum, library, and recreational and educational programs for its residents. In 1988, the Union Colony Civic Center (UCCC) opened, offering two performance halls and a gallery. Nearly one-half of the UCCC’s \$9.2 million price tag was raised through private donations and is testament to the community’s support for the arts, which continues today.

*To plan we must  
know what has gone  
on in the past and  
feel what is coming  
in the future. To  
plan cities one must  
believe in life.*

– Sigfried Giedion



## Present

Culture in Greeley includes its historic resources and museums, performing and visual arts, celebration of important community festivals and events, and recognition of the community's racial and ethnic diversity. In addition to City facilities and events, there are many cultural activities offered at the University of Northern Colorado for students and residents.

### **Historic Preservation**

Greeley has a number of historic buildings, structures and neighborhoods. The City's Historic Register contains two districts, the Monroe Avenue Historic District and the **Downtown Historic District**, and 75 designated structures. Local register designations began in 1996 and several properties are typically added each year. These landmarks include individual buildings, houses, churches, schools, parks, the Greeley No. 3 Ditch, an artesian well, and a garden. The original sign from Weld County Garage was also added to the local Historic Register. The Historic Preservation Commission is a citizen board appointed by City Council that is responsible for designating historic landmarks.

There are 14 historic structures and one historic district in Greeley which are also on the **National Register of Historic Places**. The National Register considers historic designation for structures, objects, and districts that are at least 50 years of age. Most of the landmarks on the **National Register in Greeley** are also on the local Historic Register, although the Downtown District on the National Register is somewhat smaller than the local Historic Register district boundaries. The City's Historic Preservation Ordinance provides for a review of buildings 40 years of age or older which are proposed for significant exterior remodeling or demolition. This review can provide an opportunity to explore alternatives to demolition, such as adaptive reuse, as well as consider whether landmark designation is appropriate.

The conversion of the former Greeley Tribune building into the **Greeley History Museum** is an excellent example of adaptive reuse of an older structure. Another recent adaptive reuse of a Downtown historic structure has been the renovation of the Kress building, originally a department store, into the Kress Cinema and Lounge. The buildings and structures completed during the 1950s and 1960s are now becoming eligible for consideration as historic landmarks; however, most do not contain the level of design quality and character that has been associated with historic landmarks over the past 50 years. With the 50-year planning horizon of this Comprehensive Plan, the buildings and structures being designed and built today and in the next decade will also have the potential to become historic landmarks of the future. It is important to consider the level of design attention and quality given to these buildings today so they create a legacy in which community residents can have pride.

**DOWNTOWN GREELEY HISTORIC DISTRICT** – locally designated historic district located between 7<sup>th</sup> – 10<sup>th</sup> Streets, between 8<sup>th</sup> and 9<sup>th</sup> Avenues, which is the area around which Greeley developed.

**GREELEY HISTORY MUSEUM** – museum of the history of Greeley, from the earliest inhabitants, to recent history, located in the former Greeley Tribune newspaper offices.

**GREELEY NATIONAL REGISTER** – the City of Greeley's listing of locally designated historic landmarks, as designated by the Historic Preservation Commission and City Council.

**HISTORIC PRESERVATION PLAN** – the City of Greeley's plan for historic landmarks and landmark districts, adopted in 1996 and subsequently amended.

**NATIONAL REGISTER OF HISTORIC PLACES** – the US government's official list of districts, sites, buildings, structures, and objects deemed worthy of preservation.



### **Museums**

The Greeley Museums consist of four different facilities: Centennial Village; the Greeley History Museum, located in the former Greeley Tribune building; the **Meeker Home**; and the Plumb Farm Learning Center. Centennial Village illustrates what life was like in Greeley and Weld County between 1860 and 1920 through this outdoor “living history” museum, which includes a representative sample of older buildings organized in a small village layout. Each building contains artifacts associated with the period of the building’s original use and many of the structures are used for classes, meetings, and a retail museum store; the Village is a favorite place for weddings and special celebrations. The Greeley History Museum occupies an award-winning **renovated** landmark and offers both permanent and temporary displays. The 1870 Meeker Home is the original adobe structure of Greeley founder Nathan Meeker. The Plumb Farm Learning Center is an agricultural learning center left to the City of Greeley by C. O. Plumb, whose family settled in the area in 1870 and farmed on lands located east of Greeley, as well as the Learning Center site in west Greeley.

### **Cultural Festivals & Events**

Greeley has a variety of festivals and activities that are held to observe important events. Key festivals and events include Cinco de Mayo/Semana Latina, the Arts Picnic, Potato Day, the Independence Stampede, Blues Fest, the Jazz Festival, and the Festival of Trees. These festivals and events celebrate the community and its diverse cultural interests. Many of the key cultural resources in the community are held in and around the Downtown in venues such as the Union Colony Civic Center, the museums, the Jesus Rodarte Cultural Center, the Ice Haus, the Greeley Recreation Center and the Island Grove Event Center.

### **Public Art**

The City’s Art in Public Places program has nearly 30 pieces of art on display throughout the community. These pieces have come about through the One Percent for Art program, the Sculpture on Loan program, and through donations. The One Percent for Art program began in 1998 and requires that any capital improvement project of \$250,000 or more allocate one percent of the project cost to public art. The Greeley Art Commission, working with citizens, artists and the funding department recommend how this money will be spent. The Sculpture on Loan program began in 1995, when the Greeley Art Commission placed three pieces of sculpture in the downtown area. The selected artist receives an honorarium for the loan of their sculpture for one year. As of 2009, there are eleven pieces on display throughout the city, one of which will be purchased for permanent display to add to the other works of art already owned by the City.

*There is nowhere you  
can go and only be  
with people who are  
like you. Give it up.*

– Bernice Johnson  
Regan



**MEEKER HOME MUSEUM**  
– the 1870 home of  
Nathan Meeker, one of the  
original settlers of Greeley,  
now used as a museum  
illustrating life during the  
Meeker family time.

**RENOVATE** – to restore  
a building, structure, or  
object to a previous or  
better condition.

### ***Downtown Arts & Entertainment***

The Downtown Development Authority has initiated the creation of an **Arts and Entertainment District** in Downtown as a way of helping to revitalize the area. With the Union Colony Civic Center (UCCC) and other cultural, religious, recreational, and educational facilities located in proximity to Downtown, this area is a natural for an arts and entertainment district. The UCCC brings in renowned entertainers to perform in this state-of-the art facility. The Greeley History Museum plays a key role in Downtown. Many events and festivals are centered in Downtown and include the Greeley Arts Picnic, Colorado Jazz Festival, Art Train, Greeley Lights the Nights, Tointon Gallery (showcasing local artists as well as UNC and School District works), and the Farmers' Market, held at the historic Union Pacific Depot.

### ***Population Diversity***

The population of Greeley has been increasing in diversity over the past decades and an increased level of awareness and understanding of cultural differences will be needed to create a stronger, more unified community. In the 2000 Census, the Hispanic or Latino population accounted for 29.5% of Greeley's population. The 2007 American Community Survey did not provide an estimate for the Hispanic or Latino population, although it is estimated to have increased since 2000. The 2010 decennial Census will provide detailed data on race and ethnic origin and will be released within a year or longer after the Census is completed. The percentages of Asian and Native American populations in Greeley increased between 2000 and 2007, while the percentages of Caucasian and Other/Mixed Races declined. More recently, approximately 400 Somali refugees have settled in Greeley assisted by their sponsoring agency, Lutheran Family Services. This group is expected to grow, as other political refugees seek communities in which to settle. Data from the 2007 American Community Survey on ancestry notes that the ancestors of residents of Greeley came primarily from the European countries of Germany, England, Ireland, Scotland, Italy, Norway and Sweden. Ancestry for persons of Hispanic origin is predominantly from Latin American nations. Table CU1 reviews Greeley's ethnic and racial composition from 1990 – 2007.

**ARTS & ENTERTAINMENT DISTRICT** – a district proposed by the Downtown Development Authority's Plan of Development that emphasizes Downtown Greeley as an area for activities and events related to arts and entertainment.



<b>Table CU1 – Greeley Racial and Ethnic Composition, 1990 - 2007</b>					
	<b>1990 Population</b>	<b>2000 Population</b>	<b>% of Population 2000</b>	<b>2007 Population Estimate</b>	<b>% of Population 2007</b>
<b>Hispanic Origin (all races)</b>	12,327	22,683	29.5%	(no data available)	--
<b>African American (Black)</b>	408	672	0.80%	1,000	1.0%
<b>Asian</b>	607	885	1.0%	2,108	2.3%
<b>Caucasian (white)</b>	53,936	61,853	80.2%	73,207	79.2%
<b>Native American</b>	366	639	0.50%	1,727	1.9%
<b>Native Hawaiian, Pacific Islander</b>	(no data available)	106	1.0%	(no data available)	--
<b>Other Race, Mixed Race</b>	5,219	12,775	16.5%	14,405	15.6%
<b>Total: Not of Hispanic origin</b>	<b>60,536</b>	<b>76,930</b>	<b>100.0%</b>	<b>92,447</b>	<b>100.0%</b>

Source: U. S. Census Bureau, 1990, 2000; 2007 American Community Survey

In addition to increasing racial and ethnic diversity, the community population is aging and the number of persons with disabilities has also been increasing in past years. The median age in 2007 was estimated to be 30.1 years, up from 28.5 years in 2000. Persons with disabilities in 2000 accounted for 18.7 % of the population over the age of five. In the 2007 American Community Survey, this estimate dropped to 12.5% of the population. The American Community Survey is an estimate based on a fairly small sample, and as a result, data from the survey may have a higher than normal margin of error. The population with disabilities would be expected to increase, rather than decrease, so the 2010 decennial Census will be able to offer a more accurate analysis. The nature of disabilities is fairly broad and may include disabilities that are physical, sensory, and mental which may affect self-care, mobility and/or employment options.

Household and family makeup has also been changing. In 2000, 64.0% of all households were “family” households. By 2007, the estimates were that family households had dropped slightly to 63.6% of all households. Within family households, married-couple families accounted for the largest percentage, at 50.1%, followed by female-headed households, at 10.1% in the 2007 estimates of the American Community Survey. Average household size has been increasing, from 2.63 persons per household in 2000, to 2.67 persons in 2007.

Average family size remained the same, at 3.19 persons per family. The number of single parent households has generally been increasing in recent years and a new category relative to family make up was first tracked in the 2000 Census: grandparents as primary caregivers for their grandchildren. In these “skipped generation” households, neither parent of the grandchild was present. Their absence could be due to such things as death, incarceration, drug abuse, illness, and/or military duty. The 2010 Census will provide additional data on this topic, to determine if there is a trend emerging.

## Patterns

The following key trends related to culture have been identified:

- Greeley has a significant number of historic resources and places a high value on the preservation of these resources
- As of 2009, there are 75 designated local landmarks and two historic districts on the Greeley Historic Register. There will continue to be a supply of potential historic landmarks and buildings
- Structures being built today have the potential to be landmarks near the end of the 50-year planning horizon of this Comprehensive Plan
- The community enjoys a variety of cultural resources in the form of public and private performing and visual arts, museums, organizations, and cultural centers
- The population in Greeley is continuing to become more racially and ethnically diverse, with persons of Hispanic or Latino origin estimated to account for nearly one-third of the total population
- The overall population is aging, the number of persons with disabilities is expected to increase, and family composition is also shifting away from the traditional concept of “family”

## Progress

Since the adoption of the 2020 Comprehensive Plan, many of the action steps from that Plan have been accomplished or are in process. The following “report card” summarizes some of the key accomplishments. The full Culture Report card can be found in the appendix of this document.

- The City’s Monroe Avenue Historic District and Downtown Historic District have been placed on the Greeley Historic Register and a variety of preservation-related programs and activities are offered by the City’s Historic Preservation Office
- The “One Percent for Art” program continues to be a successful way of introducing art into the community in unique and creative ways
- The former Greeley Tribune Building was **rehabilitated** and is now the home of the Greeley History Museum
- Special events such as Arts Picnic, Cinco de Mayo, Oktoberfest, the Independence Stampede, various festivals and other dynamic performances at the Union Colony Civic Center attract hundreds of thousands of people to the Downtown area annually

**REHABILITATE** – the upgrading of an area which is in a dilapidated or substandard condition for human habitation or use.



- Neighborhood Nights has been extended to park venues throughout the community in summer months, bringing entertainment to “backyards”

## **Potential**

The following Culture themes were identified to create a vision of a 2060 Greeley:

- Exceptional civic life
- Appreciation of cultural riches
- Celebrating local traditions
- Build today with care – It is tomorrow’s history
- Cultural offerings
- Build green
- Sense of place
- Community arts
- Protect cultural resources
- Where history is alive
- Image & identity
- Community engagement in arts
- Embrace differences
- Support neighborhoods
- Variety
- Community pride & ownership of Greeley’s unique place
- Educational tradition – Rebirth
- Arts & entertainment

## **Promise**

Support and celebration of Greeley’s unique population and heritage



## II.

### CULTURE CHAPTER

#### GOALS, POLICIES, OBJECTIVES & ACTIONS

#### TABLE OF CONTENTS

<b>GOAL</b>	12
<b>OBJECTIVES</b>	12
<b>CU1 HISTORIC PRESERVATION</b>	12
A Provide a context for the community's development by encouraging sensitive and complementary redevelopment in established neighborhoods.....	12
B Promote local heritage with identification of structures, facilities and areas which carry historical, cultural, architectural or geographical significance .....	13
C Preserve important structures, facilities and areas in the community for perpetual appreciation and historic reference and to contribute to the community's unique character .....	14
<b>CU2 CELEBRATING COMMUNITY THROUGH EVENTS AND FESTIVALS</b> .....	15
A Observe important events and provide opportunities for individuals to experience the rich diversity of the community .....	15
B Provide emotional renewal and relief from normal routines through art, entertainment and activities that add to the community's quality of life .....	15
C Promote the community as a unique destination for visitors, travelers and conferences that expose newcomers to the city's vitality and diversity, thereby enhancing its image and economic development appeal.....	16
D Plan, promote and stage a variety of community events and festivals to enhance a sense of the community culture and facilitate understanding and appreciation of customs, beliefs, and behaviors of different social groups and cultures .....	16
E Increase appreciation and understanding of important local events and features through community education.....	16

<b>CU3</b>	<b>UNDERSTANDING DIVERSITY</b> .....	16
A	Foster understanding between people from varied backgrounds and promote conditions which enable different people to live together without conflict and with mutual respect .....	16
B	Provide venues for the healthy and harmonious discussion of dissimilar orientations, opinions and values .....	17
<b>CU4</b>	<b>CULTURAL RESOURCES</b> .....	18
A	Promote opportunities for residents to experience their community and world in an expansive manner while appreciating unique local offerings.....	18
B	Strengthen, promote and expand the cultural resources within the community.....	18

# Build Green    Sense of Place Community Arts

## ◆ CULTURE ◆

**GOAL:** Support and celebrate the rich diversity of human experience within the community, foster understanding and cooperation among its residents, and establish unique community distinction

### OBJECTIVES

#### CU1 HISTORIC PRESERVATION

**A Provide a context for the community's development by encouraging sensitive and complementary redevelopment in established neighborhoods**

- 1 Without compromise to essential safety and land use considerations, support amendments that add flexibility to local **municipal codes** to support **adaptive reuse** and preservation of historic structures (see also RE1B1)
  - a Utilize the **Existing Building Code** as adopted as part of the Greeley Municipal Code to provide reasonable flexibility in the application of building and fire code standards to older, established properties
- 2 Through recognition and financial and related incentives, reduce barriers to preservation support and induce land owners to protect, improve and designate historically significant structures (see also RE2A1 and TR7B1)
  - a Continue and expand the City's historic preservation loan program for façade renovation of significant structures
  - b Facilitate the availability of private loans at attractive rates and terms through local lenders for landowners seeking financial support in the renovation, rehabilitation, or restoration of an historic structure
  - c Explore other financial sources of support for historic preservation activities, including state, federal and private foundation sources which will bring new funds to community preservation endeavors
- 3 When considering land use applications, weigh the potential impact to any structures or areas of historic or potential historic merit

**ADAPTIVE REUSE** – the development of a new use for an older building or for a building originally designed for a specific or special purpose.

**EXISTING BUILDING CODE** – One of several building codes adopted by the City of Greeley, and administered through its Building Inspection Division, which allows the alteration of an existing building to consider and follow the code standards in place when the building was constructed under certain conditions.

**CULTURE** – elements relating to customary beliefs, social forms, physical structures and related traits of racial, religious or social groups, and, aspects of intellectual or artistic taste.

**HISTORIC PRESERVATION** – the protection, rehabilitation, and restoration of districts, sites, buildings, structures, objects, and artifacts that are significant in history, architecture, archaeology, or culture.

**MUNICIPAL CODE** – the adopted code of the City of Greeley.

- a Review **Development Code** standards to assure standards provide complementary site and building design within established areas in order to maintain the character of an area (see also CD1B1 and RE1A2)
  - b Ensure that infrastructure installed in established areas matches prevailing layouts to achieve neighborhood compatibility when the existing conditions have design merit. Sidewalk location and design, street lighting and curb types are examples of the type of infrastructure which should be reviewed for complementary design
  - c Acquaint the community with the option to propose a “**character overlay district**” to support neighborhood driven **covenants** or design characteristics to protect the distinctiveness of an area
- 4 Explore the development of landscape standards for established areas of town which support reforestation and a range of complementary design options to help maintain the character of an area while supporting water conservation objectives (see also policies (EN4B2 and RE3A3)

**B Promote local heritage with identification of structures, facilities, and areas which carry historical, cultural, architectural, or geographical significance**

- 1 Through this 2060 Plan readopt the 1996 Preservation Plan, as amended and managed by the Greeley Historic Preservation Commission
  - a Conduct a comprehensive review and update of the **Preservation Plan** to assure its continued relevance in application
  - b Promote awareness and application of the Preservation Plan’s objectives
- 2 Continue the identification of historically significant elements of the built environment associated with important people and events (see also policies CD1A5 and RE3D1)
- 3 Encourage community education that facilitates a deeper understanding and appreciation for local historic resources through activities which could include, but not be limited to, the following:
  - a Produce materials which describe and illustrate elements associated with historic structures, architectural styles and related topics

**CHARACTER OVERLAY DISTRICT** – an overlay district established for the purpose of maintaining and preserving the attributes which make up the character of a particular and definable area within the city.

**COVENANTS** – a set of restrictions and conditions that are intended to maintain neighborhood or character and prevent improper use of land and which are administered by a homeowners’ or property owners’ association.

**DEVELOPMENT CODE**  
– the City of Greeley’s Zoning and Subdivision regulations, adopted in 1998 and amended in 1999.

**PRESERVATION PLAN** – (see Historic Preservation Plan)



- b Continue to program events and extend opportunities which assist residents to experience history and preservation appreciation in a dynamic and hands-on manner, such as through “living history” settings (**Centennial Village, Plumb Farm Learning Center**)
    - c Produce self-guided tour maps and listings of historic resources to encourage resident awareness of local resources of historic significance
    - d Seek grants and other resources to provide markers, plaques, and other identification, as appropriate, at sites of historic significance
    - e Explore technological opportunities to expose the public to historic preservation programs and resources
  - 4 Display leadership in the care, promotion, and use of City-owned facilities which are of historic significance and encourage other public entities to offer like stewardship
    - a Work with Weld County government, local school districts, the University of Northern Colorado, area library districts and other government entities to honor and protect historic resources
    - b Explore the option of an intergovernmental agreement to provide historic preservation support within the Long Range Expected Growth Area (LREGA)
  - 5 Protect and expand the City’s museum archives as a resource for documentation of the human experience in Greeley
    - a Promote partnerships among cultural heritage organizations in the community to develop interpretative and educational programming about Greeley’s heritage, such as with the “**Windows of Time**” series
    - b Encourage public participation in the documentation of Greeley’s history through such means as acquisition of oral histories for the elderly or their family members
- C **Preserve important structures, facilities, and areas in the community for perpetual appreciation and historic reference and to contribute to the community’s unique character**
  - 1 Promote the designation of historically significant buildings and districts to the local register

**CENTENNIAL VILLAGE** – a “living history” museum campus which provides interpretation and hands-on experience of the early history of Greeley and Weld County.

**LIVING HISTORY** – an activity that incorporates historical tools, activities and dress into an interactive presentation that gives observers and participants a sense of stepping back in time.

**PLUMB FARM MUSEUM** – an agricultural learning center providing educational resources about Greeley’s agricultural heritage.

**WINDOWS OF TIME** – a production of the Greeley Historic Preservation Commission about historic preservation and local history in Greeley.

**Embrace  
differences**



- 2 Seek funding and tax credits to support the maintenance and improvement of locally significant structures
- 3 Educate the public about the available resources to support rehabilitation of historic structures
- 4 Provide technical assistance and resources to the community and landowners wishing to explore designation of a structure as historically significant
- 5 Work with neighborhood residents and business owners, as requested, to evaluate the potential for area designation as an historic district (see also CD1B1 and LU2A9)

**CU2 CELEBRATING COMMUNITY THROUGH EVENTS AND FESTIVALS**

**A Observe important events and provide opportunities for individuals to experience the rich diversity of the community**

- 1 Encourage and support the celebration, preservation and transmission of traditions through cultural activities, the arts, education, literature and public events (see also RE2C1)
- 2 Develop and expand resources, exhibits, and programs through the museums, libraries and other public venues which educate residents in a thoughtful manner about the diverse cultures within the community

**B Provide emotional renewal and relief from normal routines through art, entertainment and activities that add to the community's *quality of life***

- 1 Provide programs and events that offer residents the opportunity to experience art and entertainment within the community
  - a Continue to offer such City events as Neighborhood Nights, Arts Picnic, Oktoberfest, Friday Fest, Historic Preservation Month, Festival of Trees; University of Northern Colorado programs such as the Gala, Jazz Festival, and concerts; along with the many other similar and regular community entertainment events such as the Blues Festival and the Fiesta

**QUALITY OF LIFE** – is the degree of well-being felt by an individual or group of people, consisting of physical and psychological.

**Build Today with Care –  
it is Tomorrow's History**

- b Support the Downtown Development initiative to create an Arts and Entertainment District identity (see also RE2C5)

**C Promote the community as a unique destination for visitors, travelers and conferences that expose newcomers to the city's vitality and diversity, thereby enhancing its image and economic development appeal**

- 1 Work with the Convention and Visitors Bureau to promote conferences and events that showcase Greeley's many offerings to visitors
  - a Continue to promote **Operation Safe Stay** to hospitality providers to increase the safety and well being of travelers and guests in Greeley hotel accommodations (see also PS4A8)
- 2 Support community branding programs that reinforce and promote Greeley's assets

**D Plan, promote, and stage a variety of community events and festivals to enhance a sense of the community culture and facilitate understanding and appreciation of customs, beliefs, and behaviors of different social groups and cultures**

- 1 Involve neighborhood residents in area-specific art and cultural events

**E Increase appreciation and understanding of important local events and features through community education**

- 1 Promote and expand celebrations such as Potato Day and Homesteaders' Holidays to provide an opportunity to learn about and experience events of local and historical significance

**CU3 UNDERSTANDING DIVERSITY**

**A Foster understanding between people from varied backgrounds and promote conditions which enable different people to live together without conflict and with mutual respect**

- 1 Demonstrate cultural sensitivity and encourage the participation of diverse populations in municipal and community services
  - a To the extent feasible, anticipate and provide language support and interpretation to assist with program access
  - b Use international and universal symbols to guide visitors to important local destinations

**OPERATION SAFE STAY**  
 – a program coordinated by the City's Community Development and Police Department for hotel operators/landlords providing crime prevention strategies and marketing support.

**WHERE HISTORY IS  
ALIVE**

- 2 Support reciprocal international understanding and goodwill through such activities as exchange programs and related means
- 3 Use cultural events to promote cross-cultural awareness in order to foster healthy interactions with one another and minimize conditions that contribute to isolation and segregation
- 4 Support safe and appropriate opportunities to explore differing points of view in order to address issues and conditions that may divide neighborhoods so that actions can be taken to address and overcome obstacles to community harmony (see also PS3C1)
- 5 Support the work of such groups as **“Realizing Our Community”** and the **Human Relations Commission** which exist to foster healthy and successful relationships and living situations for all members of the community
- 6 Solicit citizen participation on City boards and commissions which represent a broad geographic, cultural, gender, age and ability cross-section of the community
  - a Continue efforts to achieve a city work force which is a reflection of the cultural and demographic population of the community

**B Provide venues for the healthy and harmonious discussion of dissimilar orientations, opinions and values**

- 1 Promote opportunities to increase the involvement of diverse groups of residents in community issues and in City-sponsored events
- 2 Continue support for the City **Mediation** program to help residents and businesses work through differences (see also PS3C1)
- 3 Explore venues to expand knowledge, understanding and appreciation of differences between people in order to diminish stereotypes and reduce intolerance and disparities between various community populations

**HUMAN RELATIONS COMMISSION** – an 11-member Council-appointed citizen commission responsible for fostering mutual respect and understanding among all members of the community.

**MEDIATION** – a form of dispute resolution intended to assist two or more parties to reach agreement.

**REALIZING OUR COMMUNITY (ROC)** - a collaborative initiative formed to support the Immigrant and Refugee Families program of The Colorado Trust, with the goals of working together on education, language and community relations.

#### CU4 CULTURAL RESOURCES

##### A Promote opportunities for residents to experience their community and world in an expansive manner while appreciating unique local offerings

- 1 Promote a full array of cultural facilities, including libraries, schools, parks, performing arts and art exhibition facilities, museums, and community centers throughout the community
  - a Locate those facilities which attract large attendance in urban centers that also function as major commercial, business or governmental gathering places and that have regional identity and good transportation access
  - b Locate small cultural facilities in neighborhoods with a scale and design compatible with the character of the surrounding area
- 2 Foster public interaction throughout the city by providing open spaces that are well-integrated into the neighborhood areas they serve and which may also function as informal gathering areas (see also CD1D6 and PS2A8)
- 3 Promote community use and access to the local library system
  - a Explore, expand, and integrate awareness of the library system in partnership with other community events to introduce library resources to the broadest community audience possible

##### B Strengthen, promote and expand the cultural resources within the community

- 1 Catalogue and promote places in the community which have special significance to the development of the area, such as the Cache la Poudre River, the **Union Pacific Railroad** Department, irrigation ditches and improvements, and similar features which provide an important context of community identity
- 2 Encourage informal opportunities for learning and enjoyment of the arts through creative ways of presenting cultural resources to the public such as via mass transit, the treatment of publications and flyers about public events, at public gatherings, billing statements, library resources, and programming

**UNION PACIFIC RAILROAD**  
– the largest railroad in the United States, serving much of the central and western areas of the county, headquartered in Omaha, Nebraska.

# Celebrating Local Traditions

- 3 Work with community artists, arts organizations, ethnic, cultural, entertainment and community associations to foster life- long cultural exploration for all city residents
- 4 Encourage cultural programs and public art projects that involve youth in the participation of their design and **implementation**
- 5 Promote the City's **One Percent for Art** Program which incorporates artistic design and art works installation as
  - a component of its capital construction projects, thereby enriching both the interest, quality and relevance of public improvements and the community areas in which they are located (see also policy CD1A3)
- 6 Continue and expand programming of performances and events in non-traditional settings, such as neighborhood parks, schools, transit areas and public areas within private developments, to reach new audiences and increase access for people who might not otherwise attend such events
- 7 Promote and expand local museum facilities and/or programming to provide a context for residents to understand those who preceded them in the development of the community, as well as to provide a mechanism to document key events, people and community features to help bring history alive for area residents and visitors
  - a Promote events throughout the region to add to Greeley's image as a culturally-rich and diverse community (see also CD1A5)
  - b Continue neighborhood history walking tours and character enactments, such as at the cemetery, to help residents appreciate the local context of settlement, development and local events in history
- 8 Integrate cultural and art elements as an integral part of the City's capital improvements program
- 9 Retool the City's art program to expand community awareness, experience and involvement through hands-on demonstrations and outreach
  - a Provide a 'mobile gallery' that brings artwork to various parts of the community
  - b Expand community exposure to the arts through an "art-mobile" type of venue that brings art to community residents in a variety of neighborhoods, facilities and settings

**IMPLEMENTATION** – carrying out or fulfilling plans and proposals.

**ONE PERCENT FOR ART** – a City program that requires capital improvement projects of \$250,000 or more to allocate one percent of the total project cost for public art.

# COMMUNITY ENGAGEMENT IN ARTS



# 2060 Comprehensive Plan

## Economy

Though “company towns” are less common, the identity of a community is frequently linked to one of its major companies, products, or services. So much so, that other affiliate business may seek locations near such primary employers. On the other hand, the reputation of a community which is tied to a company that creates negative environmental or other impacts can be a detriment to the attraction of high quality businesses and their workers.

Today, business growth in the service and technology industry make community location decisions by businesses increasingly competitive. In order to gain access to an educated and reliable work force, and appeal to the “creative class” of younger professionals, companies weigh a variety of factors when determining a new business location. Increasingly, a community’s quality of life assets influence new company locations as businesses evaluate their ability to attract and retain quality employees. In fact, community resources, such as recreational and open space amenities, high school graduation rates, level of local crime, and access to artistic, cultural, and entertainment resources may outweigh many financial incentives offered by a community to attract new business and industry.

Conversely, a community’s ability to provide a full range of employment opportunities and quality of life amenities for its residents is reliant upon the types of businesses it can attract and retain. A moderate-wage community is challenged in its ability to draw and keep a good mix of strong businesses without desirable community assets. Community improvement can be difficult to support without a strong tax base which results from a healthy mix of industrial and commercial employers, which produce higher wages and greater community investment. Higher wages not only provide greater ability for residents to purchase goods and services, but can help reduce crime rates and limit the impact to social service agencies which must respond to a host of community needs created by limited income. A healthy local economy is essential to sustain attractive and functional community development.



*Successful communities depend upon progressive improvement and the appreciation of land values. This can only be achieved by sound, long range, and comprehensive planning.*

- Joseph P. Taravella



I.  
ECONOMY CHAPTER  
INTRODUCTION & PERSPECTIVE  
TABLE OF CONTENTS

Past.....	3
Present .....	4
- Agriculture .....	4
- Manufacturing .....	4
- Labor Force .....	4
- Energy .....	5
- Employers .....	5
- Table EC1 – Weld County Largest Employers – 2007 .....	5
- Income & Wages .....	6
- Trends .....	6
- Economic Development .....	7
Patterns .....	8
Progress .....	9
Potential .....	10
Promise .....	10

Clean

RESILIENT

LEADERSHIP

## Introduction and Perspective

### Past

Greeley's agricultural economy had its roots in the original Union Colony. Nathan Meeker envisioned the colony as a community with an agricultural base, supported by its location near the confluence of the Cache la Poudre and the South Platte rivers. Its original settlers dug irrigation ditches to channel water from the rivers to irrigate the first crop in the semi-arid climate, which was potatoes. Despite four locust plagues in the first decade of the colony, agriculture and the colonists survived. Scandinavian immigrants arrived in the 1880s to work as field laborers. The early part of the 20<sup>th</sup> century saw the beginning of the sugar beet industry, with a Great Western Sugar factory built in 1902, followed by a starch factory and the Kuner-Empson Canning Company. Germans who had been living in Russia and Mexican Nationals arrived to provide much of the sugar beet field labor. Great Western Sugar established the Spanish Colony in 1924, near O Street and 25<sup>th</sup> Avenue, to house many of its workers. It was one of 13 such colonies established in Northeastern Colorado and offered housing as an incentive for the migrant workers to return to Greeley each year.

Sugar beets became the number one crop and by 1920, Colorado produced 25% of the sugar in the U. S. The beet tops and other by-products of sugar processing were fed to cattle and sheep and by the 1930s, controlled feeding of cattle in feed lots was done to provide a supply of high quality beef for the market. By the 1960s, Greeley was known as the "Steak Capital of Colorado," with the opening of Greeley-Capitol Pack, Inc., which was owned by the Monfort family. This facility was very advanced for its time, processing nearly 900 cattle and lambs daily and employing about 300. By 1966, the company paid the highest hourly wages in Greeley. Feedlots developed around the Greeley area and as a result, odor from these sites became a problem. The first Odor and Air Pollution Committee was formed in 1964 to address this issue and odor continued to affect the local quality of life for over 30 years.

Other industries took hold in the first decades of the 20<sup>th</sup> century, with the construction of several hotels, hospitals, and an expansion of the downtown commercial area. The "Motor Row" area along 8<sup>th</sup> Avenue was home to a number of auto dealerships and continued into the 1990s. The growth of the University of Northern Colorado aided the local economy, as the increase in student population resulted in a construction boom on-campus in the 1960s. Significant commercial and residential growth took place in the 1970s as the community grew westward. By the 1980s, a new sector in the local economy took root, when Hewlett-Packard began construction on a computer manufacturing plant on the west side of Greeley. Hewlett-Packard, along with ConAgra, (which acquired Monfort of Colorado), meant that Greeley had two employers in the top 50 on the Fortune 500 list.



## Present

### Agriculture

Agriculture still plays an important economic role in Greeley today. Weld County is the fifth largest agricultural-producing county in the United States. In addition to its local economy, it has a well-educated work force, wealth of natural resources, and access to good transportation systems. The original packing plant is now owned by JBS Swift & Company and is the largest employer in Weld County, with over 3,500 employees. Odor from feedlots has become less of an issue, as the City's Development Code created an amortization schedule for the closure of these uses within the city limits. The 70-acre Meyer Feedlot, located east of the former Western Sugar factory site on 8<sup>th</sup> Street, was purchased by the **Greeley Urban Renewal Authority (GURA)** in 1998, closed and the site cleaned up. The City's Greencycle Center now operates on a portion of this site.

In June of 2008, the announcement was given that the former Western Sugar factory site on 1<sup>st</sup> Avenue would become the home of a new Leprino Foods cheese factory. Leprino Foods is the world's largest mozzarella and pizza cheese manufacturer and also manufactures and exports whey products. Leprino's new \$143 million manufacturing plant will employ 260 people when the first phase of construction is completed in early 2012 and at full build-out, is expected to employ 500. Another \$122 million will be invested in equipment. The economic impact to the area is tremendous, with over \$325 million in economic benefit expected for Greeley and over \$14 billion for Weld County over the next 20 years.

### Manufacturing

The economy suffered a significant downturn between 2000 and 2004 and the manufacturing sector was severely affected. In 2000, the Greeley branch of Hewlett-Packard closed, consolidating operations in Larimer County. The Northern Colorado region suffered the loss of over 7,000 manufacturing positions (about 26% of all manufacturing positions) during this period and many were higher paying positions with companies such as Hewlett-Packard, Agilent Technologies, and Celestica, Inc. The jobs that were lost have been replaced with jobs in other sectors that pay lower wages. As the cost of living has continued to increase, wages have not kept pace. Projections for job creation in Northern Colorado for 2009 and 2010 show the largest number of new jobs expected in the professional/scientific/technical/business services sector; the **natural resources**/mining/construction sector; and leisure sector. The transportation/utilities sector; manufacturing sector; and information sector are expected to see the smallest job growth.

### Labor Force

The Weld County/Greeley area had a labor force of 119,057 persons in 2007. Of this total, 113,544 or over 95.0% were employed and 4.63% were unemployed. An unemployment rate of 3-4.0% is considered to be a full employment economy, with minor seasonal fluctuations.

**GREELEY URBAN RENEWAL AUTHORITY (GURA)** – a political subdivision of the state, formed by and with members appointed by local government to carry out a variety of urban renewal activities on behalf of the City and in accordance with state and often federal grant requirements.

**NATURAL RESOURCES** – natural elements relating to land, water, air, plant and animal life of an area or community and the interrelationship of these elements.

Sector employment for Weld County has remained fairly stable because of the diversity of employment in the agriculture, energy, business services, and government sectors. Having the local major employers across multiple sectors of the economy promotes a more stable community over time and if an employer cuts jobs, or closes down, the impact may then be less significant. Between 2006 and 2007, the mining sector in Weld County saw the largest increase in employment, with a 33.84% increase in the number of mining jobs. This sector includes the oil and gas industry, which has seen a boom over the past two years, as oil costs have escalated worldwide. The administrative and waste services sector saw an increase of 9.96% in the number of jobs, while the arts/entertainment/recreation, and finance/insurance sectors saw the greatest losses of 2.98% and 1.18% respectively.

### Energy

Northern Colorado has the potential to become a leader in the growing market for clean and renewable energy technology. The area has a skilled work force, is already home to energy firms and businesses and research universities, and there is policy support at the state and local level for a clean and renewable energy economy. A clean and renewable energy “**industry cluster**” appears to be forming in Northern Colorado, where common technologies and skills are already being put to use in area businesses and research facilities.

### Employers

The largest employers in the Greeley/Weld County area in 2007 were JBS Swift & Company, North Colorado Medical Center, Greeley-Evans School District 6, Weld County, and the U. S. Government. The table below lists the ten largest employers based on 2007 employee counts. Of the 62 largest employers of Weld County, 25 have locations in Greeley.

Table EC1 – Weld County Largest Employers – 2007		
Company	Job	Location
JBS Swift & Company	3,650	Greeley
North Colorado Medical Center	2,700	Greeley
Greeley/Evans District 6	2,307	Greeley/Evans
Weld County	1,490	Weld
U. S. Government	1,400	Weld
State Farm Insurance Companies	1,322	Greeley
City of Greeley	1,306	Greeley
State of Colorado (includes UNC)	1,159	Greeley
StarTek, Inc.	906	Greeley
Wal-Mart Supercenter #980	856	Weld

Source: Demographic Profile, Upstate Colorado

**INDUSTRY CLUSTER** – a geographic concentration of interconnected businesses, suppliers, and associated institutions in a particular field or industry.

### **Income & Wages**

Per capita income for Weld County has continued to grow since 2000, when it was \$18,949. By 2006, per capita income had climbed to \$25,528 – an increase of nearly 35.0% over this six year period. In contrast, the Larimer County per capita income in 2000 was \$23,689 and by 2006, per capita income had risen to \$35,812 – a 51.0% increase. Median household income for Weld County in 2006 was \$52,543 while Greeley's median household income was \$40,140. Larimer County's median household income was \$53,745 in 2006, the most recent year available.

By 2007, average wages in Weld County increased by 6.63% over the 2006 average wage, to \$35,984. The information sector saw the largest average wage increase of 46.17% and the wholesale trade sector rose by 30.82%, while the educational services sector saw a loss of .49% in average wages. While the average wage increased by over six percent, the cost of living also continued to increase by an even faster pace. In 2007, the Consumer Price Index (CPI), excluding energy and food costs, rose by 4.1%. During this same time, energy costs rose by 17.4% and food rose by 4.9%.

### **Trends**

Two trends in the American workforce are apparent and will have a significant effect on the future. These trends are the aging of the workforce and the emergence of the “creative class.” The American workforce is showing signs of aging as the first wave of “baby boomers” reach the age of retirement. In 2006, about 25.0% of the American workforce was over the age of 55. Estimates are that by 2016, about 37.0% of the workforce will be over the age of 55. Many of these individuals have years of experience and knowledge that will be difficult to replace when they retire. Less experienced employees will need additional training to step into their positions. In some cases, retired boomers are coming out of retirement to contract with their former employers to provide assistance until the void is filled, or to supplement their retirement. As larger numbers of boomers reach retirement, this could have a significant effect on how highly skilled positions are filled in the future.

The “creative class” is made up of individuals who typically work as lawyers, physicians, architects, educators, researchers and scientists, artists, designers, as well as those who work in technology-related fields. They are problem-solvers and have a high degree of formal education. Nearly one-third of the American workforce identify with the creative class. Over the past several decades, they have become concentrated in some areas of the country, such as Silicon Valley in California, or The Research Triangle in North Carolina. A community's ability to attract and retain them is seen as a potential economic development boon for the community.





## Economic Development

Economic development activities and programs are promoted by several area organizations, including the Greeley Chamber of Commerce, Upstate Colorado Economic Development (formerly the Greeley/Weld Economic Development Partnership), and the City's Economic Development Office. The Chamber has played a significant role in the continued growth and development of the local business community. The organization works to create a strong local economy, promote the community through the Visitor's Bureau and tourism, provide networking opportunities, and represent the interests of business with government. The Chamber joined forces with the chambers of Fort Collins and Loveland, and the Northern Colorado Economic Development Corporation to create the Northern Colorado Legislative Alliance, to lead and advocate for state and federal policy and to create and maintain a positive economic and business environment in the region.

Upstate Colorado Economic Development is active in encouraging and promoting industry and business to locate in Greeley and Weld County. Upstate also coordinates the local Enterprise Zone, the Revolving Loan Fund, the Greeley Community Development Fund, the Infrastructure Grant Program, and works with the City and County to provide incentive packages for new or expanding businesses. Upstate issues the Weld County Demographic Profile annually, which is used by prospective businesses and area researchers for its extensive data about Weld County.

The City's Economic Development Office offers economic tools for new and expanding businesses and works with Upstate Colorado to recruit and support primary employers. Some of the tools that are available to assist businesses include business incentives, demographics and statistics, site selection assistance, and partnerships and collaborative agreements. The Economic Development Office also has an Economic Gardening Program for nurturing existing businesses. This program can provide detailed marketing and customer mapping, strategy development, and customized business research.

The Greeley Downtown Development Authority (DDA) was created in 1998 and is responsible for maintaining and improving the economic viability of the area within the 55-block DDA boundaries. DDA works in partnership with the Greeley Town Center Business Association (GTCBA), which is an association of businesses, property owners and Downtown supporters. The association focuses on marketing and promoting Downtown.

Business assistance is also provided by the Colorado Small Business Development Center, to give small businesses information on financing, marketing and business planning and the Northern Colorado Latino Chamber of Commerce has also provided business development. The Chamber supported the establishment of the Mercado District in North Greeley in 2000. This project involved the development of a unique neighborhood market intended to highlight



traditional Mexican architecture and design and enhance the North Greeley area.

While a number of factors are taken into consideration in the decision to locate a business in a community, none may be more important than the availability of an appropriate site and the quality of life of the community. The large industrial user needs a large, industrially-zoned site that has good transportation access and visibility. Industrial land accounted for 14.45% of all zoned land in the city limits in 2007. This includes the North Poudre Annexation that was annexed in anticipation of Anheuser-Busch seeking a brewery site in Greeley in the mid-1980s. Since the North Poudre Annexation was completed, some of this area has been rezoned to other zoning districts, including residential zones. The 900-acre increase between 2005 and 2006 in industrial zoned land was the result of annexing the Greeley/Weld County Airport. Since that time, there has been no industrial land added to the inventory and a portion of the former Hewlett-Packard site has since been rezoned for other uses. The redevelopment of the Western Sugar factory site by Leprino Foods will provide additional industrial land in the vicinity of this site for future development. Other areas for industrial development include the remainder of the North Poudre Annexation, the airport area, Weld County Business Park, and the Promontory area.

“Quality of life” of a community takes into account such factors as educational achievement, crime rate, availability of recreational and cultural activities, availability and quality of health care facilities, and the image and visual appearance of the community. These are important factors for a business seeking a new or expanded location because they are important for attracting and retaining prospective employees. The City’s Development Code raised the level of standards for landscaping and building design. Recent entryway and streetscape improvements, programs that provide artwork throughout the community (One Percent for Art, Sculpture on Loan), and parks and trail improvements have greatly improved the appearance and image of the community, and as a result, its quality of life.

## Patterns

The following key trends that relate to the economy have been identified:

- Greeley continues to retain the image of a “working class” community and, as a result, may find it more difficult to compete with other communities in attracting businesses and industries that pay higher wages. This image has also led to the tendency for top executives of companies and institutions in Greeley to live in other nearby Northern Colorado communities
- Continued cooperative efforts among local economic development and business organizations are necessary to replace the primary employment positions lost during the economic downturn of 2000 – 2004. Much of the job growth that has





occurred since has been in the lower-paying sectors of the economy

- The cost of living has continued to increase, particularly in energy and food costs, and wages have not kept pace
- The City's ability to develop and use innovative incentives such as Tax Increment Financing Districts, fast-track permitting, sales and use tax rebates, and the **Industrial Water Bank** are expected to help with securing new industry and jobs for the community
- The community's agricultural base is expanding and evolving into new areas of specialized agriculture, including areas such as clean and renewable energy and agri-tech
- The local work force is well-educated, but with the trend toward greater diversification and evolution of the economy, as well as the aging workforce and impending retirements, additional education and training in more specialized and highly skilled areas may be needed
- The ability to attract and retain a diverse and creative workforce (the "creative class") has the potential to be a driving force for economic development
- The community has been challenged with performance in its K- 12 schools and with public safety perceptions related to gang activity; these fundamental areas are pivotal to address to support desired economic growth

## Progress

Since the adoption of the 2020 Comprehensive Master Plan in 2000, many of the action steps of the 2020 Plan have been accomplished, or are in process. The following "report card" summarizes some of the key accomplishments. The full Economy Report Card can be found in the Appendix of this document.

- The City funded and hired an Economic Development Manager to work on economic development programs and issues.
- Four Tax Increment Financing Districts have been created to provide financial incentives for development and redevelopment within these districts.
- A community branding program, "Greeley. Great. From the Ground Up", has been completed and implemented.
- An Intergovernmental Agreement with the Town of Windsor was established to determine the sharing of infrastructure costs for the U. S. Hwy 34 Strategic Employment Development Corridor.



**INDUSTRIAL WATER BANK** – a quantity of low-cost water rights owned by the City, which can be offered by City Council as an economic incentive to encourage industrial development.

## Potential

The following Economy Themes were identified to create a vision of a 2060 Greeley:

- Resilient
- Clean
- Leadership
- Incubate success
- Vibrant
- Exceptional educational resources & opportunity
- Nurturing
- Agri-tech
- Diversified
- Become somewhere special
- Progressive
- Stable
- Innovative
- Healthy
- Able to execute
- Innovative
- Adaptive
- A+ community – Develop a local job base with well-above **state average wages**
- Dynamic
- Interactive

## Promise

Healthy, competitive economic growth and development



**STATE-AVERAGE WAGE**  
– the average wage as reported by the State of Colorado.

## II.

### ECONOMY CHAPTER

#### GOALS, POLICIES, OBJECTIVES & ACTIONS

#### TABLE OF CONTENTS

<b>GOAL.....</b>	<b>13</b>
<b>OBJECTIVES .....</b>	<b>13</b>
<b>EC1 ECONOMIC PROFILE .....</b>	<b>13</b>
A Achieve a full and balanced spectrum of goods, services, and products for the community, for export, and that attracts a customer base to Greeley from outside the area .....	13
B Provide a dependable tax base that supports the well being of the community with essential governmental services and a quality of life that leads the Northern Colorado region.....	14
C Attract and retain business and industry that promote a positive community profile as a result of conscientious environmental, worker, and consumer standards and practices.....	16
<b>EC2 EMPLOYMENT BASE/WORK FORCE.....</b>	<b>17</b>
A Attract and maintain an employed work force which fully utilizes and expands the skill base of residents to accommodate economic growth .....	17
B Achieve an average household income level that represents per capita wage earnings and benefits that are at or above the state levels .....	19
C Promote an employer profile which increases the presence of desired economic sectors.....	19

<b>EC3 COMMUNITY &amp; BUSINESS ENVIRONMENT.....</b>	<b>20</b>
A Achieve, maintain, and promote community assets and amenities in an environment which attracts desired business and industry .....	20
B Provide responsive governmental services, facilities, regulations, and business practices that promote a healthy economic climate with adequate and attractive infrastructure, demographic, and informational resources and thoughtful and responsible community planning .....	21
C Maintain a climate conducive to new ideas and innovations that will evolve and progress the community with a sustainable and diversified economy that presents stability and a long-term return on investment to the advantage of the entire community.....	21
D Facilitate intergovernmental and public/private partnerships which foster successful economic development that is consistent with other community development goals.....	22
<b>EC4 BUSINESS AND INDUSTRIAL LOCATION AND DEVELOPMENT .....</b>	<b>22</b>
A Identify strategic locations for business and industry to accomplish economic and community development objectives and work with property owners to assure sufficient land is available for that purpose.....	22
B Regularly assess and reinforce the economic health of all community centers and neighborhoods to assure the comprehensive goods and services are available throughout the city .....	23
C Facilitate resolution of competing land use objectives that may deter successful or efficient land use and economic development .....	24

## ◆ ECONOMY ◆

**GOAL:** Promote a healthy, progressive, and competitive local economy that supports community vitality and appeal within the region, state, nation, and internationally

### OBJECTIVES

#### EC1 ECONOMIC PROFILE

**A Achieve a full and balanced spectrum of goods, services and products for the community, for export, and that attracts a customer base to Greeley from outside the area**

- 1 Adopt through this 2060 Comprehensive Plan the Greeley **Economic Development Strategic Plan** (EDSP) to outline a deliberate approach, policies, and fee structure to attract and retain desired business (see also EC2C1, HS4A1, RE1B4, and TR2C1)
- 2 Identify segments of the Greeley market which appear limited in terms of availability as evidenced by sales tax leakage to other communities
  - a Periodically conduct a market analysis of the Greeley trade area to ascertain products and/or services that are sought by consumers outside the local trade area
  - b Analyze market or other local conditions to identify impediments to the attraction of desired goods and services to the area
- 3 Research market opportunities related to existing sectors of the economy, particularly in areas such as **agri-tech** associated with added value products, crop production and services, energy, education, medical, aviation and convention and visitor activity
  - a Work with local resources to explore emerging economic development fields in the target interest areas and develop business profiles to facilitate a local climate conducive to growth and expansion of such businesses
- 4 Support programs and actions which foster economic opportunities related to the export of goods and services on the regional, national and international market level
  - a Actively cultivate area rail as a viable product distribution service to attract industry and commerce to the city

**AGRI-TECH** – businesses and industry related to agriculture and the production of food.

#### ECONOMIC

#### DEVELOPMENT

**STRATEGIC PLAN** – a specific plan developed by the City to guide and support specific types of desired economic development.

**STRATEGIC PLAN** – a plan that lets an organization know where they are currently and where they want to be some time in the future, as well as the actions needed to get there.

- 5 Establish and maintain a business environment that encourages the retention, growth, and prosperity of existing businesses where consistent with the overall objectives of this 2060 Comprehensive Plan
    - a Continue to partner with other local business advocacy groups to conduct “business retention visits” to facilitate communication and resource sharing to support local business expansion
  - 6 Support tourism in its advancement of state, national and international trade to the area and support of the community’s retail core
    - a Promote Greeley’s unique attractions and attributes which appeal to visitors without compromising the community’s quality of life
    - b In cooperation with UNC, Aims, and the Convention and Visitors Bureau, promote expansion of quality local convention space to attract events and visitors to Greeley’s abundant community offerings
- B Provide a dependable tax base that supports the well being of the community with essential governmental services and a quality of life that leads the Northern Colorado region**
- 1 Recruit business development that:
    - brings new capital into the local economy, providing multiplier effects in addition to higher wages
    - has promising growth prospects
    - involves a cluster of commerce engaging in complementary activities
  - 2 Support a balanced tax base in geographic areas with overlapping jurisdictional interests
    - a Where mutually beneficial, craft intergovernmental agreements to address areas where joint governance and revenue sharing may be advantageous to the area
    - b Periodically assess the effects of City policies regarding taxes, fees, services, and economic development tools, considering financial health of the city and impact on overlapping jurisdictions as well as other policies of this Plan
    - c Continue support of organizations and community efforts which promote retention and expansion of desired area businesses

- 3 Diversify the area employment base to assure stability in times of changing markets
  - a In partnership with the Greeley Chamber of Commerce, assess the ongoing needs of the Greeley workforce and cultivate training programs to upgrade and retool workers to competitively respond to the needs of commerce
- 4 Encourage the start-up and growth of small businesses through actions which may include the following
  - a Work with area financial institutions, the **Small Business Development Center**, the business community, UNC and Aims Community College to support the following (see also ED3F1):
    - special financing programs to increase access to capital;
    - research and develop referral systems;
    - training and support programs
    - the availability of suitable business facilities and/or sites
    - development of appropriate initiatives and innovative programs
    - home occupations and/or,
    - provide business incubation support
  - b Develop information guides to available resources, municipal codes and incentive programs as well as a checklist of things to consider when starting or expanding a business in Greeley and a “Frequently Asked Question” guide
  - c Streamline the City process involved with acquiring the necessary business permits
  - d Develop a protocol that provides City follow-up to new and expanding businesses to offer support and a personal contact for questions in the early stages of business development
- 5 Streamline local regulations or processes affecting primary business or industrial development, particularly as it relates to the development of land, without compromising the welfare of the public
- 6 Adjust incentive programs and priorities to attain identified employment and community income objectives
  - a Regularly analyze and report available economic information to assess the status of the local economic base and the regional economy

**SMALL BUSINESS DEVELOPMENT CENTER (SBDC)** – a state-supported organization providing free business counseling, access to resources and classes for new and existing businesses to enhance start-up, expansion, and development efforts in Greeley and Weld County.



**C Attract and retain business and industry that promote a positive community profile as a result of conscientious environmental, worker, and consumer standards and practices**

- 1 Seek economic growth in business sectors which maintain quality environmental practices which improve the area's image and appeal (see also EC2C1a and EN5G3)
- 2 Develop strategies to disallow, discourage and/or mitigate impacts from businesses unsuitable for an urban environment, or which produce a product or service which significantly detracts from the local image or quality of life and deters community investment (see also LU1C2)
  - a Work with industrial interests, economic development agencies and community leaders to identify the economic profile which matches desired growth in commerce.
  - b Consider amendment of ordinances, as necessary, to permit discretion with economic incentives to reinforce desired business growth
- 3 Direct financial incentives only to those primary jobs or businesses whose establishment and/or expansion in the community will result in meeting the objectives as set forth in this Chapter and Plan and which represent a reasonable return on the incentive investment
  - a Actively pursue all available federal, state, or other economic development programs to facilitate capital investment for business location or expansion
- 4 Encourage Greeley's major public institutions which significantly contribute to a diversified economy to strive to improve Greeley's business climate by:
  - providing above-average wages
  - bringing new activity and capital into the economy
  - developing and promoting advanced technology
  - providing public benefits and needed services to area residents
  - a Work with UNC and Aims to support efforts through legislative and all other means to promote the competitiveness of Greeley's business climate

- 5 Support regulatory reform which would decrease the financial impacts of regulation on businesses and developers without reducing the safeguards in place for environmental protection, worker or consumer safety
- 6 Promote Greeley as a desirable community for active retirees
  - a Encourage local institutions and businesses to promote goods and services for this demographic
  - b Consider avenues to harvest the talents and skills of retirees to enrich the community's employment and intellectual resources

**EC2 EMPLOYMENT BASE/WORK FORCE**

**A Attract and maintain an employed work force which fully utilizes and expands the skill base of residents to accommodate economic growth**

- 1 Work with local school districts to maintain and improve the quality of public education in order to increase the likelihood of high school equivalency achievement and the basic competency needed to continue in career or work force paths (see also ED2B1)
- 2 Reinforce the efforts of local business, labor and educational institutions to develop competency-based education and training programs for community members which are targeted to the needs of business. Such programs may include, but not be limited to (see also HS4A3):
  - a Career Technical Education
  - b Continuing education
  - c Entrepreneurial skills training
  - d Customized on- and off-site training
  - e "Re-tooling" workers with new skills for an evolving marketplace
- 3 Promote community-wide and regional approaches to better-link individuals in distressed neighborhoods or from special populations with job resources and livable-wage job opportunities in growth employment sectors (see also HS2A1)
  - a Promote access to job opportunities through such events as job fairs that help match those seeking employment with employer needs

- 4 Encourage the development of ongoing training programs, such as through the Northern Colorado Workforce Initiative program, for people currently employed in order that they may improve and expand their skills in present or new employment areas
  - a With local industry, develop and maintain an inventory of emerging employment needs, skills necessary to successfully perform such jobs, and training available to prepare for area employment opportunities
- 5 Support programs and services for dislocated workers to assist in successful transition to new jobs
- 6 Encourage educational and training institutions and private vendors to provide curricula and training modules which enable people to better function in the international marketplace, such as with ISO (**International Standards Organization**) certification
- 7 Support increased access for those in need of assistance overcoming literacy and language barriers to employability (see also ED2B1b and HS2A5)
  - a Identify and support local businesses which incorporate reading and communication training for their employees to increase their productivity and personal growth
- 8 Support efforts in all **employment sectors** to offer internships, apprenticeship and other workplace learning and support opportunities as an extension of the educational and training process (see also ED3B2 & 3)
  - a Promote employee association networks that foster interest, growth, and satisfaction related to business activities, such as with the Young Professionals group
- 9 Promote Greeley's attractiveness as an educational and training center for specialized employment and continuing education including, but not limited to the following (see also TR6A5):
  - Pilot and Air Traffic Control education (Aims)
  - Teacher preparation (UNC)
  - Music and the Arts (UNC)
  - Business Education (UNC)
  - Customized training (Aims)
  - Nursing (UNC) and Health Sciences (Aims)
  - Special Education and Rehabilitation Services (UNC)
  - Applied Technology (UNC, Aims)
  - Emergency Medical Services (Aims)
  - Entrepreneurship Program (UNC)

#### **EMPLOYMENT SECTOR**

– one of the major groupings of jobs by nature of work, including agriculture/fisheries/forestry; professional/scientific/technical/business services; natural resources/mining/construction; leisure; transportation/utilities; manufacturing; and information.

#### **INTERNATIONAL STANDARDS**

**ORGANIZATION (ISO)** – an international organization that sets standards for industrial and commercial applications.

- 10 Encourage businesses to provide employee support services, such as child care, health clinics, education and access to other community resources to promote employee self-sufficiency (see also HS3A5)
- 11 Work with area employers to identify employee housing needs in order to facilitate the provision of adequate and attractive housing for the local workforce (see also HS5A2a)
- 12 Promote area assets, facilities, and attractions to draw top professionals and skilled workers to Greeley (See also HS4A2)
  - a Foster job promotion that attracts the “**creative class**” segment of the population
  - b Promote employment opportunities for “green collar workers” in the emerging energy and eco-economic field

**B Achieve an average household income level that represents per capita wage earnings and benefits that is at or above the state levels**

- 1 Monitor community-wide employee workplace services and amenities, such as childcare, in order to proactively address gaps in facilities and/or services needed to attract and support a diversified work force
- 2 Support efforts by local business organizations to provide affordable and competitive employee benefit options

**C Promote an employer profile which increases the presence of desired economic sectors**

- 1 Implement the Economic Development Strategic Plan, which should be reviewed and updated at least every other year, to accomplish the following:
  - a Identification of key industry and business sectors that should be cultivated for location or expansion that meet the objectives of this Plan including wage rates, expansion potential, complementary fit to other area industry and emerging markets, meet local standards for design and environmental compatibility, and which will contribute to a positive reputation for Greeley
  - b Establishes a range of business incentives, resources, and processes that promote attraction and retention of desired industry and commerce to the area

**CREATIVE CLASS –** individuals who work as lawyers, physicians, architects, educators, researchers and scientists, artists, designers, and in technology-related fields who tend to be problem-solvers, with a high level of formal education.

- c Coordinate community growth and development policies of this 2060 Comprehensive Plan to ensure that adequate infrastructure is available to attract, retain and grow business within Greeley
- d Measure progress in meeting Strategic Plan objectives on an ongoing basis
- e Seek coordination and partnership with other jurisdiction, economic development and business support agencies in the community and region to achieve the objectives of the Strategic Plan

## **EC3 COMMUNITY & BUSINESS ENVIRONMENT**

### **A Achieve, maintain, and promote community assets and amenities in an environment which attracts desired business and industry**

- 1 Work with area economic development interests to identify community assets and characteristics deemed a priority for business and industry and which match the employer profile under this 2060 Comprehensive Plan
  - a Develop a strategy to cultivate, as appropriate and practical, those assets and amenities which will foster Greeley's appeal as a community in which to establish and grow industry and business, consistent with the goals of this 2060 Plan (see also EC3A1b)
    - i Through the annual Capital Improvements Plan process, consider the provision of improvements that would enhance and support business development
    - ii Develop intergovernmental agreements, where needed and possible, to address community and area asset development
    - iii Promote school achievement as an essential component to attract desired economic development to the area
  - b Promote community assets as identified under this 2060 Comprehensive Plan (policy EC3A1a) to enhance desired business recruitment and retention
    - i Continue to support organizations and community efforts which convey and promote an overall positive image to firms considering a business location in Greeley
- 2 Promote the development of virtual communication systems, such as Wi-Fi and wiki systems, to provide business and the community access to information in progressive and competitive formats

**B Provide responsive governmental services, facilities, regulations, and business practices that promote a healthy economic climate with adequate and attractive infrastructure, demographic and informational resources, and thoughtful and responsible community planning**

- 1 Regularly review and report the City's performance in its service delivery by meeting with and/or surveying business consumers as to their customer satisfaction level
  - a Partner with the Greeley Chamber of Commerce to evaluate such feedback and respond to customer concerns and suggestions
- 2 Make demographic and related City information readily available to those seeking such information for use in the management of their businesses and organizations
- 3 Maintain the City's infrastructure and appeal as a progressive and "complete" community consistent with the goals and objectives throughout this 2060 Comprehensive Plan to attract economic growth and development

**C Maintain a climate conducive to new ideas and innovations that will evolve and progress the community with a sustainable and diversified economy that presents stability and a long-term return on investment to the advantage of the entire community**

- 1 Regularly research and explore emerging markets and services that provide growth and development opportunities that can be complemented with supportive municipal infrastructure
- 2 Incorporate planning for new industry needs by proactively reviewing the City's ability to respond to business interests and needs
- 3 The City should lead by example in the incorporation of "Best Management Practices" to demonstrate its leading edge orientation to its delivery of municipal services and interface with the changes in business and industry

**develop a local job base with  
well-above state average wages**

**D Facilitate intergovernmental and public/private partnerships which foster successful economic development that is consistent with other community development goals**

- 1 Explore opportunities with UNC, Aims, and the school districts to expand their roles in providing research, professional, and technical assistance to industrial and economic development projects, including programs which involve the implementation of technology transfer programs (see also ED2G)
- 2 Promote educational achievement and performance to attract economic development (see also ED2F)

**EC4 BUSINESS AND INDUSTRIAL LOCATION AND DEVELOPMENT**

**A Identify strategic locations for business and industry to accomplish economic and community development objectives and work with property owners to assure sufficient land is available for that purpose (see also LU4B4)**

- 1 Promote **primary employment** opportunities, where appropriate to the business and neighborhood, within **Regional Activity Centers** and **Employment Corridors** where the greatest concentration of jobs and job growth are planned and supported (see also TR6A4)
- 2 Encourage appropriate support of retail development in established **Regional Activity Centers** and **Employment Corridors** to provide a wide range of goods and services to residents and businesses in these areas
- 3 Support proposals to cluster related primary-wage businesses and industry in order to facilitate collaboration among business interests and to market such areas as magnets for capital, research talent and high-skill manufacturing jobs
- 4 Promote related technology-oriented businesses to locate in close proximity to one another within the city and near major research institutions to facilitate the attractiveness of a technology campus environment
- 5 Incorporate high-quality, practical design standards into building and site layout for industrial development to ensure that such uses contribute a positive image to Greeley

**EMPLOYMENT**

**CORRIDORS** – a land use corridor typically located along a major community arterial/entryway which is primarily intended for employment and major employers.

**PRIMARY EMPLOYMENT**

– business that is usually industrial in nature, which generates revenue from outside the community and does not include support or service type businesses.

**REGIONAL ACTIVITY**

**CENTER** – a commercial area intended to serve a population of 50,000 – 75,000 and which is located on major arterial roads. Regional activity centers are found in Downtown, Greeley Mall/Gallery Green/Elk Lakes PUD/Gateway PUD area and the Promontory PUD area.



- a Develop corridor plans along major entryways that reinforce a desirable industrial and business image along with community appeal (see also CD3A1a)
- 6 Coordinate the timing of City utility extensions and related infrastructure with the private sector as it improves business and industrial sites
- 7 Encourage business and industrial parks to include appropriate employee amenities such as recreational areas, child care, health centers or other similar support facilities or services
- 8 Facilitate the development of intergovernmental agreements where business/industrial development is promoted through joint efforts to attract and retain industry to the area which supports other Comprehensive Plan objectives and goals as described in this Chapter

**B Regularly assess and reinforce the economic health of all community centers and neighborhoods to assure the comprehensive goods and services are available throughout the city**

- 1 Support the economic health and importance of Downtown and adjacent areas as a key economic center within the city and region
- 2 Encourage reinvestment in and improvement of older industrial areas to maintain and improve their economic vitality, appearance and performance (see also CD2A3 and RE3C1a)
- 3 Reinvest in and improve public infrastructure in older industrial areas in order to retain these existing sites as viable industrial centers
  - a To the degree that such areas have become obsolete or neglected, explore the potential to designate these areas as “blighted” and then eligible for tax increment financing to support their development
  - b Employ the use of **Enterprise Zone** incentives and other similar tools to encourage business use and development in established areas
- 4 Promote Neighborhood Markets that serve the convenience needs of adjacent residential areas, keeping such areas viable and lessening transportation impacts

**ENTERPRISE ZONE –** areas where development and reinvestment is encouraged through the use of state tax credits and related support for starting or expanding businesses within the zone.

- 5 Promote linkages between key community attractions and adjacent business centers to foster beneficial relationships, such as with the Downtown/Mercado/Poudre River (see also EN1A2c and RE2C4)

**C Facilitate resolution of competing land use objectives that may deter successful or efficient land use and economic development**

- 1 Evaluate the amount of land and desirable location of such property to further the City's economic development objectives
  - a Use the City's annexation policies, land use authority, and capital improvements construction to provide an adequate supply of finished sites and raw land suitable for industrial/economic development to attract and accommodate desired business development
  - b Provide business and industrial park development in locations which proportionally balance tax base considerations for other governmental districts, such as school (see also ED1A4, GR3B1a, LU1A4 and PS1A4a)
  - c Promote business park, industrial development and employment corridors in the following areas:
    - i Downtown
    - ii Airport Corridor
    - iii Weld County Business Park
    - iv City Center West (former Hewlett-Packard campus)
    - v Commerce Center
    - vi Promontory
    - vii High Point
    - viii North Poudre Annexation Area
    - ix Two Rivers Parkway Corridor
    - x Identified Strategic Employment Corridors
- 2 Where practical and feasible, promote the development of industrial/business parks, using site and building design standards to ensure that industrial uses are self-contained on the site with minimal impacts on adjacent properties
- 3 Incorporate site and building design techniques so that business and industrial development sites are compatible with area residential or retail business
  - a Review Greeley Development Code standards and strategies to ascertain and consider Alternative Compliance options and strategies

- 4 Where conflicts exist between industrial and other area use, seek ways to reduce impacts through redesign, relocation, or other site improvements
- 5 Periodically evaluate and revise City regulations, where appropriate and prudent to facilitate development or rehabilitation of properties to meet contemporary needs of business and industry while meeting other goals and objectives of this 2060 Comprehensive Plan
- 6 Locate industrial/economic development land uses in appropriate areas, considering their potential use, impact, and expansion in light of adjacent land uses and in conformance with the standards called out in the Land Use Chapter of this 2060 Comprehensive Plan

# **Incubate success**

# **VIBRANT**

# **Exceptional education**



# 2060 Comprehensive Plan

## Education

As go schools, so goes the community. Often taken for granted in their primary function, schools have become a lightning rod indicator of a community's success, overall social health, and appeal as a place to live, work, and raise a family.

Parents expect children to receive a quality education in a safe and progressive setting that offers their children competitive skills. Education readies them for the challenges ahead, and to do so as economically as possible. Few institutions carry the weight of social responsibility as profoundly as schools. Schools are challenged to educate youth with everything from their ABCs to skills in human interaction, problem-solving and teamwork; fine arts and self-expression; geography and the internet; scientific method and sex education; career and work force preparation; and the workings of the universe.

Neighborhood schools can provide a bridge from the family to the community and the world. Schools offer residential communities with a focal point where families interact with one another as children grow and prepare for independence. Community colleges take the educational baton to extend learning proficiency with high school equivalency degrees, vocational/technical training, para-professional skills, trades, and college prep coursework. Finally, universities extend the learning continuum to four-year and advanced degrees for professional occupations. Collectively, schools also represent a substantial portion of the taxes paid by residents and businesses. Little wonder, then, that the success of schools in delivering educational achievement is an important community commodity that evokes strong expectations in the form of emotional, financial and social response.

While schools can play a key role in defining a neighborhood, school district boundaries are commonly identified with a primary community, however, school district boundaries are not determined by or coterminous with a city's boundaries but are set independently by state statute. As such, it is not unusual for a city to encompass multiple school districts as it annexes more territory or, conversely, for a school district to lie within several adjacent cities. Depending upon the size and disposition of different school boards, there may be a need to consider multiple strategies in the location, design, and coordination of schools and public infrastructure. Petitioning the state to redistrict school boundaries is complex and requires the support of the involved school districts and voters and, as a result, is seldom pursued. Intergovernmental agreements may offer the best opportunity to foster cooperative ventures and make the best use of taxpayer resources.



*The object of teaching a child is to enable him to get along without a teacher.*

– Elbert Hubbard

Grade schools have historically also served a similar source of neighborhood identification, however, with the increasing number of charter and private schools in the last decade, many youngsters no longer attend the closest public school and must be driven, or drive themselves, to their school, resulting in different neighborhood and community impacts. In addition to education, in many ways, schools function as mini-cities, providing food service, transportation, entertainment, recreation, employment, discipline, child care and other related collateral services. A school district's mill levy typically represents the largest portion of a homeowner's property tax assessment. Joint utilization of school and civic facilities helps stretch limited tax resources to support community programs and services.

Educational facilities, at every level, also have become one of the most influential reflections of a community's well-being and have become a significant "bargaining chip" to attract higher wage industry and commerce. As employers seek business locations which will attract a high caliber work force, the success and reputation of local schools related to safety, performance, and a competitive advantage for its students is a major consideration. Schools also benefit directly from a tax base which contains strong industrial and business uses. A community college offers life-long learning opportunities as well as job training for specific employer needs. Institutions of higher learning provide an additional means to achieve advanced degrees and continuing education, and also produce a well-trained pool of potential employees. A university attracts new visitors to the community through its student population base as well as through special workshops and seminars, academic research resources, and a host of entertainment venues. Student interns often use the community as a "laboratory" for learning new skills and enhancing local social support programs.

Opportunities for city/school district cooperative projects are abundant. Conversely, there is also great expense to a community when schools are poorly sited, designed, or operated. A poor choice of school location near major arterial roads or in an area where no sidewalks are planned can have a negative impact on the neighborhood or even overall community. Challenges with school locations and design may result in the diversion of funds to perpetually address the shortcomings of the site, such as with the need for school crossing guards.

Greeley is well-positioned with a public school system, a community college, and university all of which have accumulated regional, state, national, and even international recognition. Attaining a successful city/school district interface and fostering continued academic excellence and achievement will advance Greeley's potential reputation as the "Educational Capital of Colorado."

Expect Success

SAFE  
Comprehensive

**I.**  
**EDUCATION CHAPTER**  
**INTRODUCTION & PERSPECTIVE**  
**TABLE OF CONTENTS**

Past.....	4
Present .....	4
- Table ED-1 – Enrollment, Graduation and Drop-Out Rates, 2007 .....	6
- Table ED-2 – Greeley Educational Achievement Levels, 1990–2000 .....	7
- Table ED-3 – University of Northern Colorado fall Semester Enrollment – 2003 – 2007 .....	8
- Table ED-4 – Aims Community College Annual Enrollment – 2003/04 – 2007/08 .....	9
Patterns.....	9
Progress .....	10
Potential .....	11
Promise .....	11

**Caring/nurturing**  
**Progressive, forward thinking**



## Introduction & Perspective

### Past

Education has always played a key role in Greeley, beginning with the Union Colony, which was founded on the principles of “temperance, religion, education, agriculture, irrigation, cooperation, and family values.” Colonists were encouraged to be “literate and temperance individuals with high moral standards...” Few children were in Greeley until houses were built, so a school was not needed until the following year after the colony was established. Greeley’s first school was the Meeker School, built in 1873 for grades one through twelve. Free night school classes were offered starting in 1875 and 60 men and women enrolled in bookkeeping, reading, writing, penmanship, and other classes. A new high school was built in 1895 to alleviate overcrowding in the Meeker School. By the 1880s, schools were built as “ward” or neighborhood schools, intended to serve the surrounding areas. As the community grew, additional schools were built and the Meeker School was eventually torn down in 1922. The 1960s saw six new schools constructed, using uniquely-shaped buildings that were round or hexagonal rather than the more traditional school building design.

Higher education was also important to the community and the State Normal School was founded in 1889, with Cranford Hall, the first building on campus, completed by 1903. By 1911, the university was known as the Colorado State Teachers College and the Colorado State College of Education by 1935. There were no dormitories on campus until 1921. In the 1960s, new high-rise dormitories and buildings housing classrooms were built during a growth boom. The University of Northern Colorado (UNC) became its official name in 1970; in 1972, Cranford Hall was razed to make way for a building boom on campus. The newer West Campus dormitory, opened in Fall 2008, addresses a transition between the architecture of the past, with the high-tech needs of today’s college students that rivals any multi-family development. Aims Community College opened in 1967 with 949 students enrolled, attending classes in the Lincoln Elementary School. It moved to its current 175-acre West Greeley site in the Fall of 1971 and continued a building expansion plan as student enrollment grew.

### Present

Today, education continues to play a significant role in the community and in particular, in its real or perceived quality of life. One of the first things evaluated by families or businesses considering a move to a community is the quality of education offered at all levels. For businesses, this is a key factor in attracting and retaining employees that have children. For families, there is perhaps nothing more important than the quality of education their children can receive.

The majority of Greeley lies within the boundaries of the Greeley-Evans Weld County School District No. 6, which had an enrollment of 18,859 students as of the 2007/2008 school year (including home-schooled and pre-kindergarten students). The district offers elementary (K-



*You see things as  
they are; and you ask  
“Why?” But I dream  
things that never  
were; and I ask “Why  
not?”*

– George Bernard  
Shaw

5), middle (grades 6-8), and high schools (grades 9-12). In 2000, the district revised the grade ranges for its middle schools and high schools and, as a result, no longer has junior high schools. The district has 15 elementary schools, five middle schools and five high schools (two of which are alternative high schools). There are also two K-8 schools (Winograd and Chappelow Arts & Literacy **Magnet Schools**). Charter schools include Frontier Academy (K-6 and 7-12), Union Colony Preparatory School (grades 8-12), and University Schools (grades K-12). The district also offers other programs, such as the School-to-Work Program (SWAP), Deaf and Hard of Hearing Program (DHHP), and the Poudre Learning Center. The Poudre Learning Center offers an interdisciplinary learning experience focusing on history, science, economics, stewardship and aesthetics of the Cache la Poudre River. The number of home-schooled students has been increasing over the past five years and reached an all time high of 229 students for the 2007-2008 school year.

Other school districts that serve areas within the Greeley city limits are the Windsor, Eaton, and Johnstown/Milliken districts. The Windsor District has three elementary, one primary (preschool- second grade), one middle, and one high school. The Windsor Charter Academy serves K-8 grades in the district's only charter school. Total enrollment in the district was 3,866 students in Fall of 2007 and a new middle school is under construction, scheduled to open in Fall of 2009. The Eaton District had a fall 2007 enrollment of about 1,700 students in three elementary, one middle, and one high school. One of the elementary schools is in Galeton, which is east of Eaton. The Johnstown/Milliken District has three elementary, one middle, and one high school as well as one charter school, the Knowledge Quest Academy. Fall 2007 enrollment was 2,757 students.

All of the area school districts experienced increasing student enrollment over the past five years, as a result of new residential development. There has also been an increasing diversity in student populations. In September of 2008, District 6 had 4,207 English Language Learner (ELL) students in the district, or 22.3% of its total student enrollment. ELL students represent 33 different countries and speak 18 different languages. Over 30% of ELL students speak Spanish as their native language, while 1.16% speak English as their native language. Ethnic diversity in District 6 has been increasing, as over 50.0% of the student population is of Hispanic or Latino origin. This diversity corresponds to an increasing diversity in the community population, where estimates place the Hispanic or Latino population of Greeley to be over 33.0%.

Graduation rates in District 6 have been declining in recent years. Table ED-1 shows total 2007 enrollment for each of the four Greeley-area school districts, as well as graduation rates and dropout rates. District 6's graduation rate has been dropping, since reaching 77.10% with 2004 graduates. Conversely District 6's drop out rates have improved since 2008. The other local districts have had graduation

**MAGNET SCHOOL** – schools with specialized courses and curricula that draw students from throughout a school district.

# Interconnected with community Premier

rates above 80% for the past five years, with the exception of the Johnstown/Milliken District, which had rates of 74.8% and 79.1% during this time period. The Windsor District reached 92.1% for 2004 graduates, but has since seen graduation rates dropping into the lower 80% range.

<b>Table ED-1 – Enrollment, Graduation and Drop-Out Rates, 2007</b>			
<b>District</b>	<b>Total Enrollment</b>	<b>Graduation Rates</b>	<b>Drop-Out Rates*</b>
<b>Greeley-Evans District 6</b>	18,859	69.70%	3.0%
<b>Windsor RE-4</b>	3,866	83.50%	2.3%
<b>Eaton RE-2</b>	1,700	82.20%	2.7%
<b>Johnstown/Milliken RE 5J</b>	2,757	81.80%	3.2%
<b>State of Colorado</b>			
- including Alt. Schools	409,704	75%	4.4%
- excluding Alt. Schools	390,219		3.4%

Source: District Annual Reports; Colorado Department of Education Website

\* Drop-out rates include students at alternative schools

Educational achievement levels in Greeley have generally remained high for the population over 25 years of age, with an increase in the percentage of persons that have some college coursework, or have achieved a college degree. In 2000, one-third of the population that was over 25 years had a college degree. This equates to 70 Associate degrees and 164 Bachelor degrees per 1,000 Greeley residents over the age of 25. Between 1990 and 2000, all categories of educational achievement improved, if only slightly. The Table ED-2 below illustrates achievement for all educational levels and the data used is from the decennial Census. The next available update will be after the 2010 Census is released. Another measure of educational achievement that is well-known in the Greeley area is that outside of Arapahoe, Denver, Jefferson, and El Paso Counties, Weld County has had the highest number of students awarded Boettcher Scholarships. Between 1952 and 2007, during the Boettcher Foundation's 55 years of awarding this prestigious scholarship, 151 students from Weld County have been the recipients of full funding for four years of college, representing 58% of the state total. Of the Weld County total, 36% of these scholars are students of Greeley Central High School. This is particularly significant since Weld County has a much lower population than any of these other counties.

Table ED-2 – Greeley Educational Achievement Levels, 1990 – 2000				
Level	1990	Population %	2000	Population %
Persons over 25 years of age	34,405		42,310	
Less than 9 <sup>th</sup> grade	4,079	11.9%	4,580	10.8%
9 <sup>th</sup> – 12 <sup>th</sup> grade, no diploma	3,977	11.6%	4,185	9.9%
High school graduate	7,764	22.6%	9,604	22.7%
Some college, no degree	7,561	22.0%	9,786	23.1%
College degree	11,024	32.0%	14,155	33.5%
Associate	2,396		2,968	
Bachelor	5,383		6,928	
Graduate/professional	3,245		4,259	

Source: U. S. Census

School funding per student is lower in District 6 than in other Northern Colorado school districts. In addition to per capita funding provided by the State of Colorado, all but two school districts have passed mill levy overrides (MLO) to provide supplemental funding. District 6 has never attempted such an override and, as a result, has no additional funding beyond what is provided by the state to support educational services. Other area districts which have passed a MLO range from an additional \$185 per student in the Johnstown/Milliken district, to a high of \$1,157 additional funding per student in the Fort Lupton district. Windsor and Eaton have both increased funding per student through mill levy overrides and net \$716 and \$719/student, respectively. This additional funding can provide needed equipment and supplies for increased access to technology, as well as for traditional teaching methods and materials.

The student/teacher ratio in the Greeley-Evans District 6 has been dropping since the 1999/2000 school year, when it was nearly 19 students per teacher. During the 2005/06 school year, the ratio had dropped to just over 17 students per teacher. This drop in the ratio shows that the district has been keeping up with the growth in student population. Between 1995 and 2005, District 6's student enrollment grew by 36.0% while the overall city population grew by 31.0%. Maintaining class sizes and the student/teacher ratio is a well-recognized benefit to the quality of education.

Because portions of Greeley are within different school districts, intergovernmental cooperation among the districts, as well as the communities in which they are located is very important. The location of new school sites is important to plan as far into the future as possible. The 2020 Comprehensive Plan's Education element included goals and objectives for the coordination with other school districts, as well as the identification of future school sites. The City staff, working with area school superintendents and officials from Greeley-Evans, Windsor and Eaton used 2020 Plan recommendations to develop

school location and design standards to select and evaluate future school sites. These standards focus on a number of site, use and design standards and are voluntary.

A recent trend is to site elementary schools as the center of a neighborhood or community so that the schools can become true community centers again – much as they were at the turn of the century in Greeley, which had its “ward” schools to serve each area of the community. These centrally-located schools serve more than an educational function: they can become the hub of an area helping to create a “sense of place,” can offer community meeting space, and opportunities for life-long and intergenerational learning. In older neighborhoods, community schools have been used to revitalize or reinvigorate the surrounding area. **New urbanist or neo-traditional** projects are often designed with a school at the center of the neighborhood to serve as the heart of the community; at the higher densities of these types of developments, schools can be walk-in schools, without the need for bus transportation.

The University of Northern Colorado (UNC) and Aims Community College provide post secondary educational opportunities for the community. UNC is recognized for its nursing, teacher preparation, business, music, and arts programs, and offers undergraduate and graduate degrees in over 100 programs. UNC enrollment levels have been declining, since reaching a peak of 12,121 students in the Fall of 2005, as shown in Table ED-3. This drop may be influenced by the recent economic downturn. A factor appealing to some UNC students is the university’s competitive tuition and fees; for students where this is an influential factor, a shift in economics may be just the difference in being able to attend a four-year institution or not. University officials are examining this drop and exploring recruitment and retention strategies to reverse this trend.

**NEW URBANISM/ NEO-TRADITIONAL DEVELOPMENT** – a form of development which is characterized by the integration of housing, shops, work places, parks and civic facilities into communities that are walkable, served by transit and area designed around a central public place such as a school, park, church, meeting hall or other civic use.

Table ED-3 – University of Northern Colorado fall Semester Enrollment – 2003 - 2007							
		Full-time		Part-time		Non-Degree	
	Total fall	Graduate	Undergrad	Graduate	Undergrad	Full-time	Part-time
2003	11,380	876	8,962	835	631	50	26
2004	11,901	786	9,355	910	789	31	30
2005	12,121	798	9,597	968	710	34	14
2006	12,065	681	9,678	829	877	28	14
2007	11,349	710	9,045	785	739	47	23

Source: University of Northern Colorado

Aims Community College offers over 130 associate degree and certificate programs at campuses in Greeley, Fort Lupton, and Loveland and is recognized for its programs on pilot education and industrial and business support and training. Enrollment at Aims



has also decreased since reaching a high of 13,556 in the 2003-2004 school year. Since then, full-time enrollment has declined, while part-time enrollment has generally increased, although both saw fairly significant drops in the 2007-08 school year. Fall 2008 enrollment figures show an increase of 3.0% in the number of total full-time students over the Fall 2007 full-time enrollment. The declining enrollment may be the result of a downturn in the economy in recent years, as well as the potential of competition from other community colleges, such as Front Range Community College.

<b>Table ED-4 – Aims Community College Annual Enrollment (all campuses) – 2003/04 to 2007/08</b>			
<b>Year</b>	<b>Total Annual Enrollment</b>	<b>Full-time</b>	<b>Part-time</b>
<b>2003 – 04</b>	13,556	5,440	8,116
<b>2004 – 05</b>	11,832	3,154	8,678
<b>2005 – 06</b>	11,250	2,978	8,272
<b>2006 – 07</b>	11,334	3,029	8,305
<b>2007 – 08*</b>	9,552	2,682	6,870

Source: Aims Community College

\*Spring

Both UNC and Aims provide opportunities for life-long learning. In particular, Aims offers training and education that is specifically geared to providing a better trained and prepared workforce. Having a trained workforce is becoming even more important as communities compete for new employers that often require highly-trained and specialized job skills from the local workforce. Aims recently launched an energy-based job training program with Employment Services of Weld County to offer training for persons interested in the various energy industries, including the electric, oil and gas, solar, wind and geo-thermal industries.

### **Patterns**

The following key trends related to education have been identified.

- Like the community, there has been an increase in the racial and ethnic diversity of students in District 6 and this increase is expected to continue. This means there will be an increased need to provide educational services for students for whom English is not their native language
- District 6 experienced a decline in graduation rates in recent years, but also a decline in drop-out rates. It was also placed on the state's "academic watch" list for its student test performance in 2005-06. The District's innovative "Reaching for Excellence" Strategic Plan has begun to produce positive results, including removal from the academic watch list and is expected to help improve proficiency and test scores, as well as improve the overall quality of education
- District 6 has been the recipient of a number of prestigious state educational awards, including the 2008 Title I Principal of the Year;

2008 ELA Teacher of the Year; 2008 Athletic Director of the Year; and the 2008 School Board of the Year for the Board's strategic plan and for being removed from the "academic watch" list for underperforming districts

- Per capita funding spent in the Greeley-Evans District 6 is the lowest of nine Northern Colorado school districts, with no mill levy override in place for District 6. This lack of funding for students may have detrimental effects as the funding gap compared to other districts widens
- Educational achievement levels for persons over 25 years of age are increasing and in 2000, one-third of this population had a college degree; however, the declining enrollments at UNC and Aims may result in a reduction in educational achievement levels by the 2010 Census
- As the municipal area has expanded into multiple school districts, there will continue to be an increased need for intergovernmental cooperation among the communities and among their school districts
- Enrollment at UNC and Aims Community College has been declining in recent years and may be related to an economic downturn, as well as competition from other educational institutions. This decline, particularly in technical areas, may result in a shortage in these areas of the workforce

### Progress

Since the adoption of the 2020 Comprehensive Master Plan, the following actions have occurred:

A set of guidelines called "School Site Selection and Design Criteria" was developed with the City and area school representatives to evaluate proposed school locations and opportunities



*Learning is not  
attained by chance,  
it must be sought  
for with ardor and  
attended to with  
diligence.*

– Abigail Adams



## Potential

The following Education Themes were identified to create a vision of a 2060 Greeley as a community with the following characteristics:

- Expect success
- Comprehensive
- Safe
- Caring/nurturing
- Progressive, forward thinking
- Premier
- Value at all levels
- Interconnected with community
- Life-long learning opportunities
- Leadership & leader in educational excellence
- Education research & development center
- Education as a commodity - Economic development
- 100% graduation rates
- Year-round education
- All day schools
- Wrap around services
- Continuity
- Education capital of Colorado
- Workforce education
- Well situated for ease of access, safe school routes
- Integrated learning continuum
- Accountability
- Well-equipped
- Non-traditional
- Schools as neighborhood facilities
- Greeley “gold standard” (olympics of education)
- Best instructors in the state
- Community tool
- Cost effective ~ Funded for achievement
- Healthy
- Amazing
- Pride of Greeley
- Premier
- UNC
- Aims Community College school districts – Greeley-Evans, Windsor, Eaton, Johnstown, Milliken, Kersey

## Promise

Exceptional educational performance which supports student and community achievement



*Education is not  
filling a bucket but  
lighting a fire.*

– William B Yeats

## II.

### EDUCATION CHAPTER

#### GOALS, POLICIES, OBJECTIVES & ACTIONS

#### TABLE OF CONTENTS

<b>GOAL .....</b>	<b>15</b>
<b>OBJECTIVES .....</b>	<b>15</b>
<b>ED1 SCHOOL LOCATION, DESIGN, AND OPERATION .....</b>	<b>15</b>
A Locate schools at sites appropriate to the attendees; maximize the use of public funds for school site development; and, create a positive focal point for the neighborhood in which the school is located .....	15
B Pursue intergovernmental cooperation and joint use opportunities between public entities and educational facilities to maximize taxpayer investment with public institutions .....	17
C Limit land use and operational conflicts between school sites and adjacent uses and assure the public infrastructure is available to support the safe, efficient and productive use of the school site .....	17
D Retain the vitality of neighborhoods in proximity to educational facilities .....	18
E Promote the health, safety and well-being of students in their journey to and from school as well as within the school setting .....	18
<b>ED2 SCHOOL ACHIEVEMENT AND PERFORMANCE .....</b>	<b>19</b>
A Promote student achievement in translating academic skills into successful employment, the ability to live independently and contribute to the community and society .....	19
B Recognize and support educational opportunities for learners who may need non-traditional educational support .....	19

# Best Instructors in the State 100% Graduation rates

C	Promote youth leadership skills and opportunities to experience areas of increasing responsibility and community representation .....	19
D	Support school districts endeavors to standardize and monitor measurement indicators which assess a broad range of student proficiency including academic performance, behavior traits, social skills, problem-solving capability, psychological adjustment, and sense of community .....	20
E	Engage all sectors of the community to support and promote the success of area educational institutions.....	20
F	Maintain a climate conducive to new ideas and innovations that will evolve and advance educational performance and achievement and further Greeley's reputation as an educational leader regionally and nationally .....	21
G	Facilitate intergovernmental and public/private partnerships that foster successful educational achievement consistent with other community development goals .....	21
<b>ED3</b>	<b>WORK FORCE EDUCATION .....</b>	<b>21</b>
A	Promote a dynamic community climate for career enhancement and work productivity .....	21
B	Assess employer expectations and needs in local industry and business to foster the development of a trained, motivated, and productive work force.....	21
C	Support preparation of students to achieve workforce expectations and maximize job satisfaction via appropriate job placement .....	22
D	Achieve, maintain, and promote community educational assets in an environment which attracts desired business and industry.....	22
E	Promote a seamless transition between school and workforce entry .....	22
F	Promote workforce education to support small business start up .....	22

<b>ED4</b>	<b>COMMUNITY AND LIFE-LONG LEARNING.....</b>	<b>23</b>
A	Enhance Greeley’s image as a place to live, learn, and work through meaningful and abundant community educational offerings.....	23
B	Enhance enjoyment of the community and promote personal growth and development through the extension of life-long learning opportunities .....	23
<b>ED5</b>	<b>INTERGOVERNMENTAL COOPERTATION .....</b>	<b>24</b>
A	Build cooperation and maximize taxpayer return on investment in educational facilities and operations.....	24
B	Ensure quality and quantity of public facilities which integrate City and school objectives and produce an atmosphere of cooperation and success in achievement.....	24

# Education Capital of Colorado Workforce Education

## ◆ EDUCATION ◆

**GOAL:** Promote a full continuum of outstanding, progressive educational institutions that achieve academic excellence, produce a competitive and dedicated work force, stimulate effective community partnerships, and facilitate the development of imaginative and productive members of the community and society

### OBJECTIVES

#### **ED1 SCHOOL LOCATION, DESIGN, AND OPERATION**

- A Locate schools at sites appropriate to the attendees; maximize the use of public funds for school site development; and, create a positive focal point for the neighborhood in which the school is located (see also LU8A5)**
- 1 Include area school districts in the review of proposed new residential development to assess and prepare for its expected impact on area schools
    - a Identify and reinforce the design and construction of safe school walking routes as part of the new residential growth
  - 2 Based upon expected community development patterns, work with area school districts to formulate a school location master plan for all levels and types of public schools
    - a Use the plan to guide developers on reservation of appropriate locations for schools to serve the area
  - 3 In general, use the following standards to locate school facilities:
    - a Elementary Schools: should be located in areas which are principally residential in nature and served by local streets
    - b Middle and High Schools: should be located in areas which are principally residential in nature, but may also include office and professional services and light industry and served by collector or arterial streets
    - c Retail, restaurants, and entertainment facilities are generally discouraged adjacent to school sites and equally, schools are discouraged from locating adjacent to such commercial uses (see also ED1A5, HS4A6. LU6C1 and LU3A4bviii)

**Value at all levels  
Amazing Pride of Greeley**

- 4 When contemplating land use zoning requests, consider the proportion of residential and non-residential zoned and development land within each school district and strive to provide a balanced tax base to adequately support area schools (see also EC4C1b, GR3B1a, LU1A4, LU3A4cviii and PS2A1)
- 5 Formalize school location criteria with area school districts which anticipate needs and address the following criteria, differentiated by grade level:
  - a minimum and maximum physical size
  - b location relative to adjacent roadway classifications and proximity to types of land uses (see also ED1A3c)
  - c attendance areas to be served by the school and maximum travel distance
  - d school population size
  - e separation from potential land use hazards or “attractive nuisances”
  - f beneficial co-location opportunities with other public or quasi-public entities, such as parks (see also LU6C1 and PR1C1)
  - g transportation considerations and opportunities, including routes which link home and school destinations in the safest manner (see also TR1A5)
- 6 Continue on-going review cooperation with the University of Northern Colorado and Aims Community College to coordinate campus master planning objectives to assure that students and faculty are well-served with infrastructure, housing, transportation, and related services in a manner that is safe to the college population and a complement to adjacent neighborhoods and areas
  - a Multi-family housing should be encouraged and favorably considered proximate to institutions of higher learning
  - b Service and retail commercial should be present within a reasonable distance from college campus facilities
  - c Pedestrian access, public transportation, and bicycle routes and other non-motorized travel should effectively serve and connect campus areas with other community destinations (see also TR2B7)
- 7 Continue to provide review comments relative to the development of academic facilities in such areas as site design, architectural elements and related improvements in order to complement neighborhood

**ATTRACTIVE NUISANCE** – something hazardous that is attractive and enticing, especially to children, and as a result, is a hazardous situation.

# Accountability

# Well-equipped

# Continuity

features and meet the 2060 Comprehensive Plan objectives relative to community design (see also CD1C4)

**B Pursue intergovernmental cooperation and joint use opportunities between public entities and educational facilities to maximize taxpayer investment with public institutions**

- 1 Coordinate the elementary school location sites, where possible, to be situated adjacent to City parks to take advantage of opportunities for shared use and capital improvements
- 2 Explore the options to coordinate or share educational facilities with different districts as well as the City or other entities or agencies in order to best serve area residents within their neighborhoods, such as with health services or recreational programs
  - a When planning new facilities consider the merits of shared bond issues or other financial mechanisms to construct facilities that could serve a multitude of public purposes
- 3 Support a land dedication or ‘**cash-in-lieu**’ fee as may be requested by area school districts to support land acquisition for school sites commensurate with new residential growth to the degree that the application of such a fee is universally applied with adjacent jurisdictions and with all districts serving Greeley residents
- 4 Work with the school districts, community college and university, as well as private schools, area libraries, cultural centers and community organizations to link services into a seamless system which helps students maximize school achievement and self fulfillment
  - a Encourage co-location and joint use of facilities to optimize the variety of services and resources available to students and instructors

**C Limit land use and operational conflicts between school sites and adjacent uses and assure the public infrastructure is available to support the safe, efficient and productive use of the school site**

**CASH-IN-LIEU** – money collected instead of providing a land dedication for purposes such as for schools, or parks.

# Education Research & Development Center



- 1 Discourage rezoning or land uses near schools which will negatively impact the safety of school children related to travel to and from the school
  - a Evaluate proposed land use proposals against the City's level of service standards for pedestrian access, public transportation, bicycle routes and other non-motorized travel with particular attention to the age and movement of school children (see also TR8A1)
- 2 Avoid the location of grade schools near land uses which would be considered an “attractive nuisance” for students or, conversely, where the impacts from large numbers of students could negatively impact business or sensitive land uses

**D Retain the vitality of neighborhoods in proximity to educational facilities**

- 1 Discourage rezoning or development which diminishes residential population in areas which are served by a neighborhood school
- 2 When considering land use proposals, support projects which expand the diversity of housing types and population which could be served by area schools, including housing to support community college, and university student populations

**E Promote the health, safety and well-being of students in their journey to and from school as well as within the school setting**

- 1 Coordinate and jointly support ways to safely navigate students to and from school along well-planned and improved routes and, as necessary and possible, with the support of school crossing guards
  - a Work with school districts to develop a volunteer supported crossing guard program
- 2 Continue to support school safety and appropriate behaviors by students with the use of **School Resource Officers** (SROs) in area high schools (see also PS3C2)
- 3 In recognition of the impact good nutrition and exercise has on academic performance, work with area health providers and school districts to promote healthy habits associated with diet and fitness activities (see also PR3A2)

**SCHOOL RESOURCE OFFICER** – a law enforcement officer stationed at a high school and occasionally middle school during the school year to provide education and enforcement strategies for students.

# Premier Healthy Community Tool

- 4 Support programs which facilitate constructive conflict resolution such as peer counseling and mediation programs
- 5 Work with school personnel to provide training to students, parents and faculty to promote personal safety related to behaviors, preparedness, prevention, and response to emergency situations

## **ED2 SCHOOL ACHIEVEMENT AND PERFORMANCE**

### **A Promote student achievement in translating academic skills into successful employment, the ability to live independently, and contribute to the community and society**

- 1 Support efforts by local school districts to meet or exceed statewide averages for student performance as mandated by state testing standards
- 2 Strive for a world class education that will enable all students to be players on that stage

### **B Recognize and support educational opportunities for learners who may need non-traditional educational support**

- 1 Support programs which increase literacy and that prepare individuals to achieve high school equivalency degrees, such as General Equivalency Degree (see also EC2A1 and HS4A3)
  - a Provide support for shared space such as through City facilities to increase access to literacy programs
  - b Promote training to assist those with language barriers to gain needed communication skills, such as through English as a Second Language program (ESL) (see also HS2A5)
  - c Work with community partners to facilitate assimilation and civility skills to help individuals in need of such social support to successfully acclimate into the learning environment and community

### **C Promote youth leadership skills and opportunities to experience areas of increasing responsibility and community representation**

#### **SISTER CITY PROGRAM**

– towns or cities in geographically and politically distinct areas are paired, with the goal of fostering human contact and cultural links between the communities.

#### **YOUTH COMMISSION**

– a 14-member Council-appointed commission of youth, ages 11-18, responsible for promoting understanding of youth concerns and contributions and encouraging youth participating in the community.

- 1 Promote youth leadership opportunities through such avenues as City appointments and recognition by the **Youth Commission, Sister City Exchange Program**, internships, and mentoring opportunities
- D Support the efforts of school districts to develop and monitor measurement indicators which assess a broad range of student proficiency including academic performance, behavior traits, social skills, problem-solving capability, psychological adjustment, and sense of community**
- E Engage all sectors of the community to support and promote the success of area educational institutions**
- 1 Promote community-wide participation to support student success through such activities as:
    - a Parent and volunteer assistance in the classroom to improve teacher/student ratios and enrich special learning activities
    - b Expansion of school resources, such as equipment, supplies, books, and related materials
    - c Support of school co-curricular activities and events
    - d Access to 'loaned' professionals and leaders who may act as mentors, problem-solvers, and resources for students and academic staff
    - e Promoting businesses and civic groups to participate in an "adopt-a-school" program to provide support services
  - 2 Support schools in their efforts to encourage families to access parenting classes and early childhood development activities and programs to support child preparation and readiness to learn as they begin school
    - a Support service delivery to families and their children through school-linked programs and services such as after school and tutorial assistance available through City **Leisure Services** programming
  - 3 Consider the value of charter and private schools in contribution to choice and variety in the range of educational opportunities and settings in the

#### LEISURE SERVICES

– a City department responsible for providing recreational and cultural programs.

# Integrated learning continuum

community

- a Include charter and private schools in appropriate intergovernmental dialogue relative to the goals of this 2060 Comprehensive Plan

**F Maintain a climate conducive to new ideas and innovations that will evolve and advance educational performance and achievement and further Greeley's reputation as an educational leader (see also EC3D2)**

- 1 Seek opportunities to utilize academic professionals and students in community projects and problem-solving
- 2 Utilize student classes and talent in supporting community businesses and other organizations, such as with marketing ideas, volunteer endeavors, and similar measures which provide "real life" experiences
- 3 Support the efforts of all educational institutions to recruit, retain, reward, and develop exceptional instructors in Greeley
  - a Promote instructional excellence by encouraging the University of Northern Colorado and Aims Community College to take an active role with initiatives to support the academic excellence and achievement of Greeley students

**G Facilitate intergovernmental and public/private partnerships that foster successful educational achievement consistent with other community development goals (see also EC3D1)**

**ED3 WORK FORCE EDUCATION**

**A Promote a dynamic community climate for career enhancement and work productivity**

- 1 Join with other area educational and economic interests to facilitate assessment tools and training to adapt workforce readiness with employer needs
- 2 Cultivate an interactive climate among the key employers and educational facilities to identify and promote talent within their organizations to supply workforce demands as needed

**B Assess employer expectations and needs in local industry and business to foster the development of a trained, motivated and productive work force**

**Well situated for ease  
of access, safe school routes**

- 1 Work with area employers to determine skill, education, experience, and work ethic expectations which prepare and enhance individuals to be considered attractive candidates for employment
  - 2 Explore opportunities to enhance “school to work” career tracks for students at all educational levels (see also EC2A8)
  - 3 Offer mentor opportunities or internships with local businesses to enhance career placement and job satisfaction (see also EC2A8)
- C Support preparation of students to achieve workforce expectations and maximize job satisfaction via appropriate job placement**
- 1 Work closely with schools, other educational institutions, and community organizations to develop strong linkages between educational resources and training programs
  - 2 Work with those services which promote employability to reduce unemployment, under-employment and dependence upon social and human service agencies (see also HS2A4)
- D Achieve, maintain, and promote community educational assets in an environment which attracts desired business and industry (see also HS4A1)**
- 1 Work with other agencies to evaluate opportunities for local institutions of higher learning to support research and technical assistance to economic development interests
- E Promote a seamless transition between school and workforce entry**
- 1 Encourage classrooms to be technologically advanced to mirror conditions and opportunities found in the workplace
- F Promote workforce education to support small business start-ups**

# Life-long learning opportunities

- 1 Support the work of such entities as the Small Business Development Center to provide assistance via training to assist smaller businesses with business management needs (see also EC1B4)

#### **ED4 COMMUNITY AND LIFE-LONG LEARNING**

##### **A Enhance Greeley's image as a place to live, learn, and work through meaningful and abundant community educational offerings**

- 1 Develop and strengthen museum and library resources, including technological support, in order to promote access to community information, educational resources, and cultural appreciation
- 2 Provide civic education to area residents through such opportunities as the Greeley Government Academy, **Citizen Policy Academy** and **Citizen Fire Academy** offerings
  - a Explore other opportunities to expand these academies to expose the public to a wide range of career and work professions

##### **B Enhance enjoyment of the community and promote personal growth and development through the extension of life-long learning opportunities**

- 1 Work with community organizations to improve and enhance educational opportunities for Greeley residents of all ages and abilities
  - a Explore opportunities for non-traditional learning environments in the everyday aspects of municipal service delivery
  - b Expand volunteer opportunities and resources within the community as a means of learning new skills and enhancing organizational strength from citizen participation (see also HS2A2)
  - c Encourage adult education providers to offer a diverse variety of classes, of both academic and non-academic content, provided in flexible environments and times to promote life-long education as both an academic goal and source of personal enrichment
  - d Explore opportunities to "send families to school" by encouraging parental involvement and role modeling by such means as family discounts or other incentives

**CITIZEN ACADEMIES** – an educational activity for citizens with the goal of creating better understanding and communication between citizens and local governmental agencies, such as with Police Departments.

# Education as a commodity Economic Development

- i Provide after school learning opportunities for parents and other adult learners
  - ii Partner with other academic institutions or other community partners to reinforce schools as resources for life-long learning and self improvement
- e Promote the expanded use of communication technologies for off-site educational and community information access
- f Research the development and use of “**virtual classrooms**” to access exceptional instructors, speakers and other experts
  - i Use creative technology, such as **holographic** imaging, satellite links, and emerging communication tools, to expand the opportunities to learn from the world stage of educators and experts
  - ii Facilitate community sponsors and partnerships to expose and support the benefit realized from access to leading authorities and to make such information available to a broad school and community audience
- g Stimulate opportunities for access to educational resources for all age groups, ranging from early childhood development programs to “**Elder-garden**” settings (see also HS3A6)

**ELDER-GARDEN** – a non-profit organization which provides a day care facility for elderly individuals who, due to health limitations, may not live independently and typically reside with family members, who need respite as care-givers.

**HOLOGRAPHIC** – a technique that allows the light scattered from an object to be recorded and reconstructed so that it appears as if the object is in the same position relative to the recording medium as it was when recorded. The image changes as the position and orientation of the viewing system changes in exactly the same way as if the object was still present, making the recorded image (hologram) appear three dimensional.

**VIRTUAL CLASSROOMS** – instruction in a learning environment where instructor and student are separated by time and/or space.

## **ED5 INTERGOVERNMENTAL COOPERATION**

### **A Build cooperation and maximize taxpayer return on investment in educational facilities and operations**

- 1 Develop intergovernmental agreements with area educational institutions which define a coordinated approach to such matters as school location and construction, facility maintenance and joint use objectives (see also PR3A3)

### **B Ensure the quality and quantity of public facilities which integrate City and school objectives and produce an atmosphere of cooperation and success in achievement**

- 1 Undertake cooperative relationships with educational, economic and community organizations to elevate the performance and distinction of Greeley as an educational leader in the state of Colorado and the nation



# 2060 Comprehensive Plan

## Environment

“Don’t it always seem as though, you don’t know what you’ve got ‘til it’s gone. They’ve paved paradise and they put up a parking lot.” So goes the sentiment of a 1970s ballad recently made popular once again.

Probably nowhere is the cost of growth more profoundly exacted than from environmental resources. As communities expand to serve a growing population, areas which have been home to a variety of native vegetation and wildlife habitats shrink or are eliminated. Ironically, new developments often select names which reflect the species they may be displacing - Coyote Ridge, Hawk Hollow, Fox Glen.

Often, the features which make an area attractive for development are those which support abundant wildlife and natural resources as well. Water, vegetation, gentle terrain, clean air, pleasant views, and fair weather all offer important features to sustain a community of people and of wildlife. Growth and development do not have to displace or destroy natural areas, resources and/or wildlife if thoughtful and deliberate planning is assertively employed. In fact, the ability for development to complement and enhance the natural environment assures a critical quality of life standard is retained and will add value to development, the community and the ecosystems within the region.



*Caring for the land  
goes hand in hand  
with caring for  
community, and  
being of service  
to a larger world  
holds both great  
promises and great  
heartaches.*

– Peter Forbes

I.  
ENVIRONMENT CHAPTER  
INTRODUCTION & PERSPECTIVE  
TABLE OF CONTENTS

Past .....	3
Present .....	4
- Environmental Issues .....	4
- Community Separators & Vistas .....	5
- Water.....	6
- Air Quality .....	7
- Noise & Lighting.....	8
- Urban Forest.....	8
- Recycling and Renewable and Alternative Energy Resources.....	8
- Land Use/Transportation Link.....	9
- Energy Efficiency & Conservation .....	10
- Mineral Resources & Development.....	10
- Community Gardens.....	10
Patterns .....	11
Progress.....	11
Potential.....	12
Promise.....	12

**Blended – integrated  
with development**

## Introduction & Perspective

### Past

The emphasis on agriculture and tree planting along city streets gave Greeley the nickname of “The Garden Spot of the West.” Early residents received a railcar of shade and fruit trees to plant shortly after arriving at the colony, but many of the trees did not survive since irrigation water was not yet available. Water was delivered to the colony by ditches dug from the Cache la Poudre River to the community. The original cost for these ditches was estimated to be \$20,000, so that amount was allocated in the colony’s budget. The Number Two and Number Three ditches were built at a considerably higher cost than was expected by the colonists and, after several expansions, construction costs totaled nearly \$90,000.

Between 1884 and 1886, eight artesian wells were drilled in Greeley due to impure surface water, which made residents ill. The first artesian well, located in Lincoln Park, was completed in 1884 and struck water at 1200 feet. Greeley doctors and citizens believed the water, which had carbonate and bi-carbonate of soda, had medicinal qualities. The August 27, 1884 Greeley Tribune compared Greeley’s artesian well water with a well in France, where people went for healing from various ailments. After all eight wells were completed, they stopped overflowing and had to be pumped. Several of the wells stopped producing water by the early 1900s. In 1903, City residents voted to fund a project bringing water from the mountains, in part because of a city water shortage. It is likely that the wells were not used as frequently once the water was piped from the mountains.

Colorado Agricultural College (now Colorado State University) professor and Experiment Station researcher Ralph Parshall was a civil and irrigation engineer who developed a flume to accurately measure water flow in irrigation ditches. His flume strongly impacted irrigation on the Poudre, in Greeley and around the world. It improved efficiency, ensured farmers got their allotment of water, but no extra, and it fit into canals and laterals of all sizes. It was easy to operate and maintain, and it is still used today around the world.

In 1904, the City of Greeley bought a farm near Bellvue, at the mouth of the Cache la Poudre River. This farm included senior water rights and a treatment plant was built on the site. This water system used 2.5 acres of slow sand filters, and a wooden water transmission main 36 miles long delivered pure mountain water to residents. By the 1930s, a drought and the Dust Bowl led to great concerns over water to support this growing area. In 1937, the Colorado-Big Thompson Project (C-BT) was approved and construction began the next year, lasting until 1957, when the project was completed. The C-BT Project provides supplemental water to 30 cities and towns. The water is used to help irrigate approximately 693,000 acres of farmland in Northeastern Colorado. The system consists of 12 reservoirs, 35 miles of tunnels, 95 miles of canals and 700 miles of transmission lines to collect and



distribute water. The system covers about 150 miles east-west and 65 miles north-south. As Greeley continued to grow, city leaders looking to the future purchased high mountain reservoirs, built new treatment facilities, and acquired more units of water.

## **Present**

### ***Environmental issues***

The environment represents a common thread with all facets of our daily life. Since the adoption of the 2020 Comprehensive Plan, environmental issues have become even more in the forefront of everyday life. Concerns about global warming began to be voiced in 1998 and 1999, although the concept that adding carbon dioxide to the atmosphere could warm the earth was first suggested in 1896. The warmest year on record to date was 1998, and the ten warmest years on record have all occurred since 1990. There is still much debate on global warming. Many believe it is caused by fossil fuel combustion, while others believe that human influences have been minimal compared to solar activity or oceanic circulation. Either way, global warming and the resulting climate change will continue to impact our environment and the way we live.

There are unique and environmentally sensitive natural areas in and around Greeley that should be protected and preserved for future generations. These areas include flood plains and drainage areas, as well as areas with steep slopes and areas prone to erosion. In 1998, the Greeley **City Council** acknowledged the importance of these areas when they adopted the Areas of Ecological Significance map. This map identifies high impact areas, or areas typically found in and along the 100-year flood plain and which would be severely impacted by development or human activities. Also, these areas are prone to flooding and if development occurred, they would likely be affected during periods of high water. Moderate impact areas are those areas where the ecological character would be moderately impacted by development or human activity. The City's Development Code includes standards for allowing development to occur within these areas as long as special attention is given to minimizing the impacts of development on the environment. Many of the areas identified on the Areas of Ecological Significance are within the City's Conservation Zoning District, which includes commercial mineral deposits, the flood way, farming, parks, and permanent open space. Erosion control plans and storm drainage reports and plans are required for all new development in Greeley. These reports and plans ensure that development can occur in such a way that it does not impact other properties and that it is safe from and is not impacted by these natural hazards.

Chief among the natural resources of the area is the Cache la Poudre River, which meanders through 22 miles of Weld County, from its point of origin in the Rocky Mountains of adjacent Larimer County, to its confluence with the South Platte River east of Greeley. A cooperative

**CITY COUNCIL** - the City Council of the City of Greeley, Colorado.

# Deliberate – Judicious Connectivity

effort among Greeley, Windsor, and Weld County has resulted in nearly 20 miles of trail being constructed along the river, between Windsor and Greeley. This river corridor is also home to the Poudre Learning Center, which is an interdisciplinary environmental learning center that focuses on history, science, economics, stewardship and aesthetics, primarily for school audiences. The Learning Center came about as a result of intergovernmental cooperation and agreements and the primary structure on the site was financed largely by a fundraising project undertaken by Greeley and Windsor Rotary Clubs. The school districts of Windsor, Eaton, Johnstown/Milliken, and Greeley/Evans as well as UNC, CSU, the City of Greeley and other area entities and organizations have supported the establishment and continuation of this valuable center set along the Cache la Poudre River. Here, students have a “hands-on” opportunity to learn in an outdoor setting and are exposed to nature.

Richard Louv, author of “Last Child in the Woods” identifies what he calls “nature-deficit disorder” in his book. He believes that direct exposure to nature is necessary for the physical and emotional well-being of both children and adults; however, in recent years, many children have spent much of their free time indoors. If they spend time outdoors, it is not typically in a “natural” environment. As a result, their exposure to nature has been reduced. Many of today’s parks are manicured, designed specifically for certain sports and activities and do not offer a true natural experience. Nature can provide a welcome refuge from the stresses of modern urban life, yet nature is getting farther away from where we live and recreate. Too often, development alters the land to design and build parks and open spaces that require substantial amounts of water for irrigation and plant trees in linear formations that do not occur in nature. The early settlers of Greeley learned the hard way of the challenges related to planting non-native plant species that do not thrive in Greeley’s semi-arid climatic conditions.

### **Community Separators & Vistas**

In 1998, the Northern Colorado Separator Study was done as a joint effort between the governments of Berthoud, Fort Collins, Greeley, Larimer County, Loveland, and Milliken. The municipalities of Johnstown and Windsor, and also Weld County, participated indirectly in the study at that time. This study was intended to identify key areas that should remain in open space, or see only limited development to retain a physical and visual separation between these communities. The study also identified areas that had scenic vistas and view corridors. A number of concepts for keeping areas open and preserved were studied and included cluster development, acquisition of property, and the purchase of **development rights**. Although this study was not formally adopted by Greeley, it provided valuable information and served to highlight the need for action at some point in the future, before these scenic vistas and panoramas are lost.

The important view sheds identified around Greeley to protect included: US Hwy 34 corridor west toward I-25; north of the US Hwy 34 corridor toward Windsor; and, to the southwest, toward Johnstown and

*Conservation is  
humanity caring for  
the future.*

– Nancy Newhall



### **DEVELOPMENT RIGHTS**

- the right to develop  
property.



Milliken. Other important corridors that were identified included the Poudre River Trail corridor, Sheep Draw, and the bluffs near “O” Street, on the north side of Greeley. Greater consideration for the placement of buildings and structures, the use of design that is more compatible with the surroundings, and attention to height, mass, materials and color are techniques that can be used to enhance a vista or view shed.

### **Water**

Water has continued to be a valuable key resource, as cycles of drought years alternate with wet years. Greeley averages 12-14 inches of rain annually. The cost of water has increased considerably in recent years as demand increased to support the development occurring in Northern Colorado. Colorado Big Thompson (C-BT) water was approximately \$22 per unit in the late 1950’s when the C-BT project was completed and water was first available and rose, to approximately \$9,000 per unit in 2008 (note: one unit is equivalent to .75 acre feet). Since then, the market value of C-BT water has fluctuated dramatically, depending on demand.

The City of Greeley Water Department uses the ten-year average water use for water resources planning purposes and its Water Master Plan is based on a 50-year planning horizon. Over the past ten years (1999 – 2008), the system wide per capita use of water averaged about 221 gallons of water per day. This system wide average includes commercial consumption as well as the consumption of other municipal customers in Milliken, Evans, and Windsor. The per capita use of water for residential properties only averaged 140 gallons of water per day. During this same ten-year period, drought years occurred between 2000 and 2004 and water restrictions were put into place. After the drought, usage dropped down, as residents became more accustomed to water restrictions. Based on the population projections used by the Water Department, demand for Greeley’s water will exceed supply within 20 years. This projection assumes that all proposed 2003 Water Master Plan projects are successfully completed. If they are not, then supply will exceed demand even sooner. The City treats and distributes over 9 billion gallons of water to over 118,000 residents each year. Treating and distributing this water requires two water treatment plants, a reclamation plant, three treated water reservoirs, and 2.70 million miles of pipeline.

In order to receive water service for new development, the City requires raw water dedication at the time of development. Raw water dedication for residential development is typically three acre-feet of raw water per acre of land. A cash-in-lieu rate per **acre-foot** of water is allowed for raw water obligations of less than six acre-feet, or to supplement raw water dedications by up to six acre-feet. Cash in-lieu rates vary, depending on the actual price of C-BT water, and are set quarterly by the City’s Water and Sewer Board. Greeley accepts raw water from the Greeley-Loveland System, the Greeley Irrigation Company, or C-BT water. The City of Greeley has an Industrial Water Bank program that provides raw water credits for industrial users. This program is used as an incentive for locating new industry in Greeley, or to expand existing industry and encourage them to remain in the community.

**ACRE-FOOT** – the volume of water one-foot deep covering an acre of land.

# Environmental Education as a way of life

Water conservation also plays an important role in water usage in Greeley. In 1995, the Water and Sewer Board adopted its first water conservation plan to address future water needs. The plan suggested techniques for reducing water consumption inside the home, as well as for lawns and gardens, and included the use of low-water plant materials and proper planting techniques as water conservation methods. The use of non-potable water systems is another way of conserving water and has been allowed for several years. These systems use ditch water to irrigate City parks and open spaces. This water has not been treated, so it is not safe to drink. The City has adopted design criteria for non-potable irrigation systems and it is possible to use such a system for irrigation of areas controlled by homeowners or commercial property owner associations. The City's Development Code was also amended shortly after the adoption of the 2020 Comprehensive Plan to support xeric planting options and require soil amendments to reduce irrigation water demands.

### **Air Quality**

Air quality in Northern Colorado has been improving in recent years, as emission standards for automobiles and industrial standards have increased. Carbon monoxide and particulate levels have been improving; however, Weld County, Larimer County, and seven other Denver metro area counties were recently found to no longer comply with EPA's National Ambient Air Quality Standards for ozone. EPA recently lowered its ozone standard to .075 ppm (parts per million). Ozone comes from such things as auto emissions, industrial plants, lawn mowers, and oil and gas drilling and storage operations. Climatic conditions (hot summers) can increase ozone levels. Carbon monoxide and ozone has been measured in Greeley since 1982, while particulate matter has been monitored since 1986. As a result of the recent ozone levels, a number of different testing solutions are being considered, including tail pipe evaluations and the use of on-board computers of cars that are 1996 models or newer. There are existing programs that serve the Greeley area that are intended to help reduce pollution levels. These programs include the use of The Bus (mass transit), VanGo (van pooling), and carpooling matches set up through SmartTrips, which is operated by the North Front Range Metropolitan Planning Organization.

Odor has been an air quality issue in Greeley since 1964, when an Odor and Air Quality Pollution Committee was created to deal with the odor coming from the feedlots and other agri-business uses in the area. In 1996, the City created an odor hotline to field odor-related complaints. The acquisition and closure of the Meyer feedlot several years later resulted in a significant drop in the number of calls as one of the significant odor sources was gone. In 2000, there were about five odor complaints per 1,000 residents and by 2006, the number of complaints had dropped to about one per 1,000 residents. Odor is a key component in a community's quality of life and even with the significant reduction in the number of odor complaints, there is still a perception in the state and region that associates Greeley with odor.

*The United States  
has six percent  
of the world's  
population and uses  
sixty percent of the  
world's resources.*

*– John McPhee*





### **Noise & Lighting**

Other factors related to air quality include noise and lighting. The City's Noise Ordinance sets maximum decibel levels permitted by zoning district and by time of day and is enforced by the Greeley Police Department. Noise is created by airport traffic, the railroad lines that cut through the community, and car and truck traffic on city streets and highways, in addition to other human activity, such as construction activities or loud music. Lighting levels are regulated by the City's Development Code for land uses and specific locations. The intent of regulating lighting levels is to ensure that outdoor lighting is not excessive and does not "spill" off of the site, creating impacts on adjacent or other area properties. Some communities have adopted "dark sky" ordinances, which are intended to regulate the use of outdoor lighting. The Dark-Sky Association is developing a model ordinance to address this topic for communities who want to minimize the impacts of outdoor lighting.

### **Urban Forest**

The urban forest is one of the community's greatest resources, particularly for a plains community like Greeley. In addition to the aesthetic qualities of trees, they also provide shade and give protection from wind, give off oxygen and use up carbon dioxide, and offer food and shelter for animals. Management of the urban forest includes the need for tree maintenance, as well as replacing trees that have been removed, or are dead or dying. The City's Forestry Division maintains all of the trees and shrubs in City parks and public grounds, monitors tree trimming and pesticide application services by contractors, manages the urban forest, and offers valuable information on diseases, insects, and environmental conditions. The Division also manages the Memorial Tree program, which allows people to have a tree planted to commemorate a loved one and the Tree Donation program, where trees can be donated for the parks system through relocation to a park. Over 300 new trees are planted each year by the Forestry Division to enhance and maintain the urban forest. Trees and shrubs are a key component in the landscape plans that are created and installed on new development and redevelopment sites. In some instances, the number of trees required by code would not "fit" a site, or would result in a less than desirable design or give the trees adequate room to grow. The Wal-Mart site on West 10<sup>th</sup> Street is an example of this, where cash-in-lieu provided for those trees that could not be accommodated on site for use in tree installation elsewhere in the community.

### **Recycling & Renewable and Alternative Energy Resources**

There has been an increasing emphasis on the management of natural resources over the past several decades, particularly for non-renewable resources. The recent volatility in oil and gas prices has renewed interest in conserving energy and in particular, conserving non-renewable energy sources. Research and exploration is now focused on developing alternative energy sources that are renewable or are considered "clean" fuels and include such things as biodiesel,

**SUSTAINABLE**

**Well-"TreeD"**  
**Walkable**

bioalcohol, electricity, hydrogen, methane, natural gas, and biomass (hemp, corn, algae oil). Solar, wind, and geo thermal power are being used to power homes and businesses in Colorado. Recycling has come into the forefront of everyday life, with single-stream recycling, which no longer requires recyclables to be sorted before being set out at the curb. The City of Greeley and other area agencies have sponsored programs including a lawn mower exchange, toilet recycling, and pumpkin recycling. A recycling program to collect used vegetable oil was offered in November 2008 in Greeley for the first time and may be continued year-round. This oil is used to produce biodiesel fuel, which is a clean burning alternative fuel that has lower emissions than petroleum diesel or fossil fuels.

The City of Greeley operates the “Greeley Greencycle Center” on a portion of a former feedlot site, which is owned by the Greeley Urban Renewal Authority. This recycling center offers an environmentally-friendly alternative for green waste recycling and accepts only organic materials, including grass, leaves, sawdust, clean and mixed wood, tree limbs, top soil, and manure. There is a small fee for dropping off materials. The City is also sponsoring a new community recycling center near Downtown that will accept non-organic materials and is scheduled to begin operating in early 2009. The Weld County Household Hazardous Waste facilities and programs began operation in 1994 and since that time, have helped divert over 1.1 million pounds of household hazardous waste from being put into area landfills. Sites are located on North 17<sup>th</sup> Avenue in Greeley and a South Weld County location is near Dacono.

#### **Land Use/Transportation Link**

The rising cost of transportation has led to a greater awareness of the link between land use patterns and transportation. Greeley developed with a fairly low density and as a result, there are areas where driving distances to school, employment, or shopping are higher. These distances require additional drive time, increased traffic and congestion on streets, increased air pollution, and increased costs for operating a motor vehicle. A more dense and compact form of development typically includes a mix of land uses, which means that residents can walk or have a shorter commute to work, school, shopping, or entertainment. Developments that use the new urbanist or neo-traditional form of development typically include services within walking distance of homes, as well as provide for connectivity between areas. This means that residents can walk, bicycle, or take the bus and do not have to use their car for trips that are of short distances. Compact development is a key principle of smart growth and ideally results in a mix of land uses, variety of housing types, and services close to residential areas rather than the traditional suburban form of development that essentially requires an automobile to go anywhere. The residential area of the Promontory development, on the west side of Greeley, is an example of an area that developed with no services for at least three miles and the nearest grocery at least five miles away.

*Can our wealth,  
our technology and  
our political ability  
produce a livable  
urban environment,  
or are we damned  
to live in the waste  
of our mistakes?  
This question may  
well be one of the  
crucial tests of our  
civilization.*

– Lawrence S.  
Rockefeller



## ***Energy Efficiency & Conservation***

In 2007, the Greeley City Council adopted a resolution for broad City support of energy efficiency and conservation in its municipal activities and programs. This resolution addresses the management of municipal operations, which includes products and purchasing; City fleet and fuels; traffic management; recycling; City capital improvement projects; and community education and support. Community partnerships to jointly address transportation, energy efficiency and conservation, and economic development were also addressed in the resolution. As a result of this resolution, the Community Development Department became the first City department to use hybrid vehicles for its Code Enforcement and Building Inspectors.

The first annual Environmental Stewardship Awards were given out in 2008 by the City and its Air Quality and Natural Resources Commission. The award is to recognize businesses and individuals that made outstanding efforts using strategies that protect the local environment. Awards were given for residential, commercial, industrial, and governmental/non-profit categories.

## ***Mineral Resources & Development***

Weld County and the Greeley area have an abundance of oil and gas resources and as a result, there are numerous oil and gas wells and tank batteries. The City's Development Code has established setbacks and spacing requirements for oil and gas wells and related tank batteries to keep them from residential and other types of development. These setbacks and requirements are based on safety concerns, particularly where higher density land uses such as schools or churches are located. There are also screening and design standards to ensure that these more intense land uses blend-in better with the natural environment. Greeley currently has about 400 wells within the community and there are about 15,000 throughout Weld County. Commercial grade sand and gravel deposits are also located along the Cache la Poudre and South Platte rivers. Many of these areas have been mined over the years and the end result has been reclamation and creation of a system of ponds and lakes. These areas offer a tremendous potential for future educational purposes, as well as recreation, because of their proximity to the rivers.

## ***Community Gardens***

A new program was started recently by the Neighborhood Resources Office for creating community garden plots. Residents can rent garden plots and use them to grow vegetables and flowers. There has been great interest in this program and it is expected to expand in future seasons. Programs such as the community gardens and farmer's markets contribute to the local economy by providing a greater source of locally grown foods for local consumption, serving the local "food shed". These sources reduce the amount of energy needed to transport goods to markets and reducing transportation costs also results in reduced food costs. With Greeley and Weld County's agricultural base, there is a significant amount of food produced in the immediate area.

### Patterns

The following key trends that relate to the environment have been identified:

- As development continues to the west side of Greeley, the significant views and view corridors along U. S. Hwy 34 and S. H. 257 offer unique areas that should be retained
- The ecologically sensitive areas throughout the community have been identified and efforts to protect and enhance these areas are being undertaken
- Greeley has an adequate supply of water for the community at current growth rates through the year 2025, assuming that all currently proposed water projects are achieved. If not, demand for water will outpace supply by that time
- While air quality has been improving in recent years, Weld County is one of nine counties in Colorado that is in violation of EPA standards for ozone levels
- Greeley’s urban forest is a tremendous natural resource for the community and efforts to enhance and maintain it should continue
- Greater use of and interest in renewable resources, sustainable building and development practices, alternative energy sources, and creative programs designed to provide educational opportunities about the environment are expected to continue

### Progress

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

- The annual Environmental Stewardship Award was created and awarded for the first time in 2008
- Over 20 contiguous miles of the Poudre River Trail have been completed
- City Council adopted a resolution to address energy efficiency and conservation in municipal facilities, programs, and activities.
- An east Greeley former feedlot site was acquired and cleared and the Greeley Greencycle Center now operates on a portion of that site

## **Potential**

The following Environment Themes were identified to create a vision of a 2060 Greeley as:

- Sustainable
- Blended – Integrated with development
- Walkable
- Deliberate – Judicious
- Connectivity
- Strategic planting for local climate
- Honor nature as it exists here
- Leadership
- Environmental education as a way of life
- Community gardens
- Healthy
- Protect view sheds
- Places to explore
- Environmental/energy economic development exploration
- “Maintain food sheds”
- Smart growth
- Habitat friendly development
- Creative management of natural resources
- Diversity of parks & open spaces & places
- Renewable energy
- Thoughtful public spaces
- Clean air & water
- Well-“TreeD”
- Xeric wise
- Community stewardship of its environment
- Green built
- Intergovernmental cooperation

## **Promise**

Sustainable and environmentally sensitive community development



## II.

### ENVIRONMENT CHAPTER

#### GOALS, POLICIES, OBJECTIVES & ACTIONS

#### TABLE OF CONTENTS

<b>GOAL</b> .....	16
<b>OBJECTIVES</b>	
<b>EN1 RESOURCE PROTECTION</b> .....	16
A Protect wildlife and natural habitats through attentive identification, mapping and regulation of such sensitive areas in concert with new and infill development projects .....	16
B Encourage a growth pattern for the city that preserves unique and sensitive natural resources and areas .....	17
C Minimize impacts and hazards associated with flood plains and drainage ways.....	17
<b>EN2 WATER RESOURCES</b> .....	18
A Protect, conserve, maintain, and improve the quality and quantity of water available to Greeley residents and commerce .....	18
B Manage the system of groundwater, surface water, and storm water in planning for future community needs that foster other complementary natural resource opportunities .....	19
<b>EN3 AIR &amp; ENVIRONMENTAL QUALITY</b> .....	21
A Improve local air quality to have a minimum of pollutants and offensive odors .....	21
B Promote acceptable noise levels throughout the community .....	23
C Employ strategies for the judicious use of outdoor lighting .....	24
D Promote effective development which minimizes negative effects to temperature levels, such as through the reduction of	



	“urban heat islands” .....	25
<b>EN4</b>	<b>URBAN FOREST &amp; VEGETATION .....</b>	<b>25</b>
A	Protect and expand the urban forest within and around the city through appropriate species diversification .....	25
B	Enhance the beauty and comfort of the community through protection and incorporation of its natural and urban wildlife habitats .....	26
C	Promote the use of landscaping with indigenous and other species appropriate to the local climate conditions through proper implementation of xeric plantings landscaping principles .....	27
D	Protect natural areas and wildlife habitats through comprehensive noxious and invasive weed management programs .....	27
<b>EN5</b>	<b>DEVELOPMENT &amp; RESOURCE CONSIDERATIONS .....</b>	<b>27</b>
A	Incorporate short- and long-term resource benefits to support sustainable community planning decisions and construction activity .....	27
B	Maximize the efficiency of resource use and promote incorporation of renewable resources throughout the community.....	28
C	Support the reasonable coexistence of human and natural environments through measures that educate, support and incorporate complementary accommodation.....	29
D	Adopt development standards which minimize impacts to natural areas and promote the health and safety of the developing urban community .....	30
E	Enhance the community through the development of manufactured features that provide new habitats and amenities as part of the built environment .....	31
F	Promote the efficient and appropriate disposal and/or recycling of waste products .....	31
G	Expand opportunities to capture waste energy to supply local utility needs and drive the local economic	

# Diversity of parks & open spaces & Places



	development engine .....	33
<b>EN6</b>	<b>COMMUNITY ENVIRONMENTAL EDUCATION .....</b>	<b>33</b>
A	Promote education of the public about issues of local and regional environmental concern.....	33
B	Engage all citizens in the process of supporting the protection and improvement of the quality of the natural and built environment .....	34
C	Recognize and celebrate environmental stewardship in all aspects of community life.....	34
<b>EN7</b>	<b>VIEW SHED &amp; IMPORTANT CORRIDORS .....</b>	<b>35</b>
A	Promote community development in such a way as to protect key view sheds and travel corridors.....	35
B	Reflect a sensitivity to areas of ecological significance in the built environment.....	35
C	Protect open lands in strategic areas within and around the community in order to provide visual relief from the urban landscape, preserve “food sheds” and important vistas, and/or retain separation from other communities .....	36

# Renewable Energy

## Thoughtful public spaces

## ◆ ENVIRONMENT ◆

**GOAL:** Demonstrate stewardship of natural resources to create a high quality of life and attractive community design which incorporates sustainability, preservation, and protection of important native wildlife and habitats

### OBJECTIVES

#### EN1 RESOURCE PROTECTION

**A Protect wildlife and natural habitats through attentive identification, mapping and regulation of such sensitive areas in concert with new and infill development projects**

- 1 The City's **Areas of Ecological Significance Map (AESM)** is hereby re-adopted and incorporated by reference into this 2060 Comprehensive Plan
  - a The Map should be reviewed and updated in conjunction with the Annual Growth and Population Projections conducted in support of capital improvements and **Adequate Public Facilities Area (APFA)** map updates. The AESM may be adjusted more often if new data is available in conjunction with pending development to refine location and treatment of sensitive natural resources (see also LU7A1 and PR2A3)
- 2 Maintain and enhance the Poudre River Trail and Corridor for natural resource and **habitat** preservation as well as for educational use and enjoyment by the public in an appropriate manner (see also CD1D5, LU8A7, and PR2B13)
  - a Complete the study of the easterly extension of the Poudre River Trail to its confluence with the South Platte River as a tool to assist in the further protection and use of this important local river corridor
  - b Enhance the use and access to the Poudre River Trail by developing linkages to other trail corridors, such as Sheep Draw, and area irrigation ditches
  - c Increase the appreciation of Downtown and the North Greeley Island Grove and Mercado District through the development of linkages and more urban level river walk activities in those areas of the Poudre River Trail that intersect with urban areas of the community (see also EC4B5 and RE2C4)

**ADEQUATE PUBLIC FACILITIES AREA (APFA)**  
– that area within which a full complement of City infrastructure is available to support growth and development.

**AREAS OF ECOLOGICAL SIGNIFICANCE** – areas which have significant environmental features and attributes, including critical wildlife habitat and populations, native and unique plant communities and valuable natural features.

**HABITAT** – areas that contain adequate food, water and cover to enable one (1) or more species of wildlife to live in or use the area for part of all of the year and which typically consists of natural or planted vegetation, along with one (1) or more sources of water available in the area or adjacent areas.

- 3 Consider **wildlife movement corridors** in the location, design and development of urban uses in sensitive environmental areas to assure that native species can access habitats with minimal human interference
  - a Design development in these areas to maximize successful habitat accommodation (e.g. limit fences that restrict movement of animals)
- 4 Manage and control **non-native** vegetation to prevent **invasive displacement** of **native species** of plants and animals (see also EN4)
  - a Continue active code enforcement to control the spread of noxious vegetation as identified by the state and through local ordinances
    - i Expand educational and information guides to the public to assist in understanding the impact and control of problematic vegetation
    - ii Work with area nurseries and outlets for plant materials to solicit their help in providing guidance to consumers relative to appropriate plant materials (see also EN4)

**B Encourage a growth pattern for the city that preserves unique and sensitive natural resources and areas**

- 1 Cooperate with other area jurisdictions to develop programs for the preservation of areas of environmental importance such as river corridors, gravel mining reclamation sites, scenic views, open space and community separator areas of mutual influence and significance
  - a Initiate discussions with adjacent jurisdictions to actively identify and protect these important areas prior to development
  - b Produce intergovernmental agreements and related joint management tools to memorialize and commit to a shared level of attention and vigilance for these important areas

**C Minimize impacts and hazards associated with flood plains and drainage ways**

- 1 Fully enforce flood plain regulations to permit acceptable development in these hazard prone areas

**WILDLIFE MOVEMENT CORRIDOR** – a belt, band, or stringer of vegetation or topography that provides a completely or partially suitable habitat for animals to follow during daily, periodic, or seasonal movements.

**INVASIVE DISPLACEMENT** – the replacement or eradication of native species of plants by the spreading of non-native plants.

**NATIVE SPECIES** – plants or animals that are naturally found within an area.

**NON-NATIVE VEGETATION** – vegetation that is not naturally found within an area.

## EN2 WATER RESOURCES

### A Protect, conserve, maintain, and improve the quality and quantity of water available to Greeley residents and commerce

- 1 Protect the drinking water supply available to city residents by designating domestic use of the City's **water rights** as superior to any other use
- 2 Secure the economic vitality of the community in its ability to attract and grow desired business and industry and accommodate future residential development by purchasing **raw water** commensurate with the expected pace of community growth tempered with expected conservation actions
  - a Aggressively develop intergovernmental agreements or service agreements with other water districts to secure a reliable water source or service in areas of projected growth as defined by the Long Range Expected Growth Area defined in this 2060 Comprehensive Plan in a timely manner and in advance of development
  - b Support timely and effective support for development in the Long Range Expected Growth Area as it relates to **208 Wastewater planning** and treatment. Where possible and practical, look for opportunities to share and/or coordinate such capital improvements with other jurisdictions to efficiently use consumer resources
- 3 Protect the quality of water sources by meeting or exceeding all **Colorado Primary Drinking Water Standards** and assure the integrity of its drinking water supplies through timely testing and quality management practices
- 4 Promote the most efficient use of water through conservation and related practices.
  - a Regularly review building and fire codes to assure standards include "**best management practices**" concerning energy efficiency installations related to plumbing fixtures and conservation measures
  - b Review and revise land use development codes, as appropriate, to encourage:
    - drought-resistant and **xeric** plantings in landscape installations
    - proper installation of landscape materials to conserve plantings at water, such as with soil amendments
    - planting at optimal seasons to minimize water use and plant stress

**BEST MANAGEMENT PRACTICE** – state-of-the-art technology as applied to a specific problem.

**COLORADO PRIMARY DRINKING WATER STANDARDS** – those standards used for treating drinking water in Colorado.

**RAW WATER** – the water rights a developer must dedicate to the City of Greeley in return for water service.

**208 WASTE WATER PLAN** – a plan developed pursuant to Section 208 of the Federal Clean Water Act for the treatment and quality of waste water.

**WATER RIGHTS** – a decreed right to use, in accordance with its priority, a portion of the waters of the state by reason of the appropriation and use of the water.

**XERIC** – a form of landscaping intended to conserve water.

- an appropriate ratio of required landscape and permeable area to site improvements consistent with the other objectives of this 2060 Comprehensive Plan
  - c Audit water use associated with City facilities and review options to convert to xeric landscape treatments or strategically redesign sites for water conservation
  - d Develop incentive programs which induce water conservation installations and practices, including irrigation systems
  - e Develop a water rate structure that provides incentives for the efficient use of water and reflects actual cost of service
  - f Provide extensive education of the public in efficient and cost effective water conservation practices, including access to water audits for developed sites to measure actual water use patterns
- 5 Assertively promote the use of non-potable water for irrigation as a viable and efficient alternative to treated water for landscapes (see also PR2B12)
- a Develop incentives to encourage use of non-potable water in landscape and other appropriate applications
  - b Consider the extension of water lines to serve larger groups of users and along primary roadways to provide non-potable water to landscaped medians and parkways
- 6 Review Development Code standards to assure that they encourage the sensitive, effective and desirable incorporation of water elements into site design in such a way as to protect water interests and create more natural and appealing development design and function
- 7 Cooperate with regional partners in the effective and efficient management of water interests in planning for future area growth (see also GR2A1)
- B Manage the system of *ground water*, surface water, and storm water in planning for future community needs that foster other complementary natural resource opportunities**
- 1 Evaluate **aquifers, ground water recharge areas**, and sources of ground water pollution within Greeley watersheds and formulate appropriate protection programs

**AQUIFER** – a geologic formation that contains a usable supply of water.

**GROUND WATER** – the supply of freshwater under the surface in an aquifer or geological formation that forms the natural reservoir for potable water.

**GROUND WATER RECHARGE AREAS** – those areas in which the replenishment of underground water supplies takes place.

- a Consider the effects of **non-point source pollution** such as from chemicals and practices associated with agricultural activity, and landscape maintenance and seasonal roadway treatments (e.g. pest control, fertilizers, de-icing applications) to storm sewer drainage and return water flow quality. Develop appropriate management strategies to address these areas of potential concern (see also PR2C1a, TR1B3 and TR3A1)
  - b Consider and provide comment on area land use applications which may include potential ground and surface water pollution from such development, such as from mining and mineral extraction activities, which may also impact area economies and community reputation
- 2 In conjunction with the annual review and update to the Areas of Ecological Significance Map, review and revise area wetland resources to assure accuracy in identification of these natural resources
- 3 Develop programs to protect and enhance area wetlands as a component of open space and natural habitat corridor preservation (see also CD1D5 and PR2B10)
- 4 Discourage the destruction of wetlands by requiring appropriate mitigation measures in conjunction with site work or development activity
- 5 Undertake a study to evaluate the merits of establishing a program to aid the development of new wetland areas to **restore** natural habitats and to improve water quality. Consider the merits of the development of a “wetlands bank” as part of this evaluation
- 6 Develop minimum standards which must be achieved as a condition of accepting wetland areas which have been impacted or re-created in conjunction with development. Consider a requirement to install native vegetation as part of such standards (see also PR2A4aiii)

**NON-POINT SOURCE POLLUTION** – air pollution from a non-definable source.

**RESTORE** – the repair or reconstruction of a building or structure’s original architectural features.

# Community stewardship of its environment

- 7 Complete a storm drainage study of area basins to identify sites to acquire and develop as larger area storm drainage detention facilities in order to accomplish more effective, attractive, and useful improvements within the community and provide a means for smaller sites to pay a fee-in-lieu of providing on-site detention thus gaining more flexibility for site development (see also CD3B1, LU6B1, PR2A3, PR2B6 and PR2B9)
  - a Develop options to provide more natural-appearing storm drainage and water storage facilities such as with swales and with the use of slope and shape of detention areas
- 8 Regularly and proactively update floodplain data and, as necessary, modify designated boundaries and classifications to minimize potential for property damage
  - a Encourage the use of such areas, as well as major drainage facilities, for recreation, open space, and other appropriate uses that would preserve the natural environment and limit the potential for damage due to flooding (see also EN5D5, PR2B11 and PS2A2)
- 9 Ensure that water delivery from ditches is sustained through active maintenance
- 10 Evaluate the feasibility and advisability of establishing and maintaining minimum stream flows

### EN3 AIR & ENVIRONMENTAL QUALITY

#### A Improve local air quality to have a minimum of pollutants and offensive odors

- 1 Maintain full compliance with regional, state and federal air quality standards and work to reduce stationary and **mobile source emissions** of pollutants with special emphasis on the reduction of pollutants that cause adverse health effects and impair visibility (see also TR1B4)
  - a Evaluate the impacts as part of employing best practices related to road sanding and other snow/ice treatments, wood burning fireplace installations, and agricultural and ditch burning practices
  - b Work with the local Extension Agent, Farm Bureau, or other appropriate agencies and organizations to identify and encourage crop management practices that limit air quality impacts

**MOBILE SOURCE EMISSIONS** – air quality emissions that come from mobile or moving sources, such as automobiles.

# Strategic planting for local climate



- 2 Integrate air quality considerations into the transportation planning and traffic management processes, encouraging alternatives to **single occupant vehicle** travel. Initiate and provide community education to describe how the following actions, among others, could help achieve this objective (see also TR3B1):
  - a Prioritize pedestrian travel in the city's transportation system
  - b Support bicycle travel as an integral component of the transportation network
  - c Enhance mass transportation forms of travel
  - d Promote car maintenance practices which increase efficiency in use and operation thereby reducing pollutants
  - e Enumerate the costs of travel choices and viable alternatives, including telecommuting, commuter trip reduction, and a variety of transportation demand management (TDM) strategies (see also TR1B1)
- 3 Explore, recognize and reward the use of environmentally friendly fuels and sources of energy, as available, energy-efficient modes of travel, and other ecologically-sound technologies (see also TR3B1d)
  - a The City should lead by example in converting its fleet of vehicles to sustainable, low emissions and cost-effective fuels and to down-size where possible and practical to reduce the environmental impact of vehicle use and maintenance
- 4 Incorporate air quality objectives into the land use planning and development process by encouraging land use patterns and transportation systems which reduce travel and air emissions
  - a Evaluate all zoning and land use requests for their impact on air quality and, when feasible and practical, encourage redesign, relocation, or project adjustments where such adjustments can be incorporated to make a positive impact on air quality (see also LU1C3)
  - b Discourage developments which do not prioritize or protect pedestrian movements within the project or neglect interconnectivity to adjacent developments or projects, such as with parking lot access (see also TR1A9)
  - c Seek relationships and/or agreements with adjacent jurisdictions to adopt similar standards which would allow a complementary interface

**SINGLE OCCUPANT VEHICLE (SOV)** – a motor vehicle occupied by only one (1) person.

# Smart Growth Habitat Friendly Development

- d Examine alternative street designs and traffic control tools, such as “coving”, roundabouts, and right-on-red turning movements, to reduce vehicle idling
    - e Explore the impacts and benefits of adoption of anti-idling regulations to limit the excessive emission of pollutants from vehicles that are temporarily parked or stopped
  - 5 Maintain an aggressive posture in the identification, tracking, management, and reduction of offensive outdoor odors through efforts which shall include, but not be limited to the following activities:
    - a Disallow the establishment of any new animal confinement facilities within the city
    - b Maintain an odor hotline to report offensive odors that are then investigated and reported through code enforcement actions
    - c Retain local ordinances which carry consequences to odor generating businesses or activities that negatively impact the quality of life for community residents
  - 6 Maintain air quality standards related to odor and other emissions that are adhered to by new and expanding businesses or industry
    - a In conjunction with affected business and industry, seek methods to reduce odors generated from existing operations
    - b Disallow the establishment of any new business or industry which is not able to contain offensive outdoor odors generated from its operation
  - 7 Work with other governmental entities to formulate and employ strategies to eliminate or minimize offensive odors from land uses in and around urban populations, and particularly within expected urban growth boundaries by encouraging best management practices associated with those operations
- B Promote acceptable noise levels throughout the community**
- 1 Minimize the exposure to excessive and disturbing noise through the enforcement of daytime and nighttime noise ordinances, as well as through assertive traffic enforcement actions (see also PS4A9)
    - a In particular, attend to noise from air conditioning units, loud parties and gatherings, barking dogs, loud vehicle noise, and vehicles that emit excessive noise from radios

- b Review the practices related to the use of sirens by emergency response vehicles to balance alerting motorists of the imminent presence of such vehicle movements with excessive and disruptive use of sirens
  - c Work with the airport on a regular basis to ensure that flight patterns are minimal over occupied portions of the community (see also TR3A2d)
  - d Explore the use of “Quiet Zones” to lessen impacts from rail train movements and warning whistles (see also TR3A2)
- 2 Minimize noise conflicts through improved land use relationships, with special attention afforded the impact of transportation and industrial facilities and proper acoustical design (see also LU1C5 and T3A2)
  - a Evaluate the need for sound barrier walls and landscape treatment adjacent to major arterial roads and, if warranted, pursue funding to install such noise buffers
  - b Require the proposed land use which will generate noise to prepare an analysis of where the noise will be heard in order to consider appropriate mitigation measures
  - c Disallow land use requests that will result in conflicts between operations of disparate land uses relative to noise generation unless substantial **bufferyard** or building treatments by the applicant can be demonstrated to adequately **mitigate** the impacts from anticipated noise
  - d Encourage the consistent courtesy and enforcement of air traffic patterns to reduce impacts to residential areas, such as is generated by emergency medical and airport air traffic (see also PS1C3d and TR6C2)
  - e Explore and employ all available and practical options to reduce noise generated from rail traffic (see also RE2C3d, TR3A2 and TR7B4)

**C Employ strategies for the judicious use of outdoor lighting**

- 1 Through land use development standards, encourage the efficient use of outdoor lighting to reduce light pollution and conserve energy without compromising public safety
  - a Review proposed lighting levels with each type of development proposed for conformance with City codes and to limit the impacts from errant light to adjacent properties or to the public rights-of-way

**BUFFERYARD** – a landscaped area used to physically separate or screen one use or property from another.

**MITIGATE** – mechanism for addressing undesirable impacts on the natural environment, alleviating or lessening the impact of development.

- b Enforce adopted standards for illumination levels for various types of development
  - c Minimize glare and the halo effect from lighted areas through standards which require shielding techniques to direct light away from reflective surfaces, rights-of-way and adjacent land uses
  - d Promote the use of energy-efficient lights in municipal applications and throughout the city through new installations and upgrades to existing facilities and devices
- 2 Promote the appropriate disposal of lights that may contain hazardous substances

**D Promote effective development which minimizes negative effects to temperature levels, such as through the reduction of “urban heat islands”**

- 1 Reduce ambient air temperature produced from “urban heat islands” created from large areas comprised of asphalt or dark materials such as roads, parking lots, and roof tops (see also CD2C2 and TR2D7)
  - a Collect and evaluate data from national studies dealing with alternatives to the use of dark materials on rooftops, roads, and in parking areas or in other large surfaces
  - b Actively explore the merits of adopting local design standards for future construction and major redevelopment to effect a reduction in heat from such sources (see also TR4D1C). Consider standards related landscape and traffic median applications

**EN4 URBAN FOREST & VEGETATION**

**A Protect and expand the urban forest within and around the city through appropriate species diversification**

- 1 Actively manage the tree population within area parks, recreational facilities, open spaces, and rights-of-way as a primary objective
- 2 Facilitate the strategic planting of large vegetation and trees along major transportation corridors and **view sheds** to preserve and improve important vistas (see also CD1D2)
- 3 Protect selected trees by utilizing proper pruning and tree care to achieve compatibility with other urban needs and support of a diverse ecosystem which is more resilient to insect disease and climate changes

**URBAN HEAT**

**ISLAND-** – a dome or bubble of increased air temperature that forms over a city or community that results in increased day and night temperatures; impacts and enhances the production of harmful ground level ozone layers (smog); causes greater stress on humans and machinery; increases financial expenses; creates a community’s own weather system. Urban heat islands are created when vegetation is removed and replaced by large areas of dark material, usually asphalt on roads, parking lots, and roofs.

**VIEW SHED** – the surface areas from which a viewpoint is seen.

**MONOCULTURE** – the planting of only one species of tree.

- a Limit the **monoculture** planting of trees and vegetation, except in limited applications, to reduce the potential for extensive loss of the landscape due to insect or disease infestations or other conditions which impact a specific species
  - 4 Weigh the value of trees when resolving infrastructure conflicts; select and plant appropriate tree species on public rights-of-way which maximize benefits from the plantings while protecting the safety of area residents
  - 5 In land development applications, where appropriate, give recognition and credit for maintaining existing tree and vegetation cover and consider tree replacement when removal is unavoidable
  - 6 Work with neighborhoods to define the character of their areas by the types and locations of trees and major vegetation present. Where appropriate and desirable, provide guidance and incentives for replacing in-kind when such trees and vegetation must be removed
    - a Identify the tree species and their locations on the University of Northern Colorado campus and provide a self-guided tour publication to educate the public as to the unusual and varied trees found there
    - b Encourage other community facilities and institutions to provide visitors with identification of trees and vegetation and the reasons for their selection (e.g. drought tolerance, local significance; attraction to wildlife)
  - 7 Protect and retain trees and groups of trees with significant historical, cultural, horticultural, habitat, environmental, and aesthetic value (see also CD1B2, CU1A4, LU7B2 and RE3A3). Replace such trees and vegetation when their removal is not avoidable
- B Enhance the beauty and comfort of the community through protection and incorporation of its natural and urban wildlife habitats**
- 1 Promote, reward and advocate stewardship practices associated with management of the urban forest among community residents and businesses through education, training, and volunteer participation in community programs which address care of the environmental infrastructure

# Community Gardens

# Healthy Protect View Sheds

- a Develop educational materials, clinics and related means of providing a framework within which to stimulate community stewardship
- 2 Reinforce the City's designation as a "Tree City" through support of tree plantings, re-plantings, and maintenance, especially in public areas including street rights-of-way (see also policy CD1D2)
- 3 Promote the City's **Backyard and Natural Areas Certification Program** to foster greater appreciation and stewardship of such areas for urban wildlife

**C Promote the use of landscaping with species appropriate to the local climate conditions through proper implementation of xeric landscaping principles**

- 1 Plant species which provide sustainable landscapes relative to drought and pest tolerance and which add interest, variety, appeal and beauty to the community
- 2 Encourage the planting and maintenance of native species of trees, shrubs, and other vegetation to encourage native wildlife and minimize water demand to support a healthy landscape
  - a Provide educational materials, clinics and incentives to promote the community's understanding and use of native plants in landscape applications

**D Protect natural areas and wildlife habitats through comprehensive noxious and invasive weed management programs**

- 1 Provide on-going education to the public, area plant nurseries, and landscape businesses about noxious weeds, their threat to local habitats and wildlife, and regulatory provisions and fines related to the presence of such weeds on property

**BACKYARD AND NATURAL AREAS CERTIFICATION PROGRAM** – a program administered through the City of Greeley which provides special designation for landowners who accommodate natural areas, vegetation, habitat, and other specified features that support native animal and plant communities.

**EN5 DEVELOPMENT & RESOURCE CONSIDERATIONS**

**A Incorporate short- and long-term resource benefits to support sustainable community planning decisions and building activity**

- 1 Promote the conservation and efficient use of natural resources and energy through a review and revision of building codes, as warranted, to require the incorporation of up-to-date conservation measures in new construction and redevelopment (see also RE1B1)



- a Provide the public and the building community with information about the short- and long-term return on investment (monetarily and environmentally) with the use of energy-wise products
  - b Encourage agencies which develop housing for lower income residents to maximize energy efficient installations to help reduce housing costs as it relates to energy consumption
  - c Examine Development Code standards related to site requirements, such as parking, to limit the “footprint” of development to the degree it can be done and meet the overall objectives of this 2060 Plan
- 2 Provide community leadership by example in maximizing energy efficiency in all City operations, programs and equipment
- a Upgrade the energy efficiency of existing municipal buildings through the use of renewable resources, such as solar, wind, and similar technologies and energy reduction strategies
  - b Assure energy efficiency in new construction and redevelopment of City facilities
  - c Maintain an audit of City facilities and operations to reflect and report on the City’s success in achieving energy efficiencies

**B Maximize the efficiency of resource use and promote incorporation of renewable resources throughout the community**

- 1 Through land use development, encourage the conservation of energy through policies and regulations governing placement, orientation, and clustering of development such as:
- a Density and efficiency of land use patterns
  - b Cluster housing units to make effective use of sensitive open lands and developed areas (see also LU5B1a)
  - c Mixed and multiple use developments which reduce the need for automobile traffic
  - d Development of mass transportation corridors which interface into planned **development nodes** within residential and commercial centers of development (see also LU8A10)
  - e Solar and wind collection opportunities through building orientation and site design (see also CD2C2)
  - f Preserve established housing stock of historic significance by encouraging owners of such residences to apply for local designation (see also RE3D1)

**DEVELOPMENT NODE**

– an area where urban development is concentrated and which may consist of a variety of land uses.

**C Support the reasonable coexistence of human and natural environments through measures that educate, support, and incorporate complementary accommodation**

- 1 Delineate deposits of subsurface resources, such as aggregate material and oil and gas, and encourage the extraction of such materials in advance of surface development in accordance with state law (see also GR2A4)
  - a Develop incentives to minimize surface use conflicts through the co-location of oil storage tanks and directional drilling
  - b Maintain minimum setback and site design standards from oil and gas wells and storage tanks which protect the public's interest through attention to safety and compatibility issues relative to adjacent properties and uses (see also PS2A3)
  - c Encourage the thoughtful reclamation of land which has been mined for sand and gravel to provide sites which will complement and enhance the community and adjacent development. Work with the property owner early in the aggregate mining land use permitting process to establish expectations for reclamation of the site upon completion
    - i Incorporate these standards into the initial land use permitting process
    - ii Undertake a study of the Poudre River sand and gravel mining corridor to establish a comprehensive design scheme for this important reclaimed mining area and identify means by which to ensure its accomplishment (see also LU7E2)
- 2 Review and revise as appropriate, local regulations related to the extraction of subsurface aggregate material which mitigates impacts to the natural environment, surrounding neighborhoods and properties and which provides for the review of reclamation plans
  - a Develop minimum standards expected with the reclamation of sites used to extract minerals
- 3 Cooperate with other jurisdictions to address concerns relating to mineral extraction activity, proposed mining sites, and reclamation plans
  - a Seek reclamation which facilitates the re-establishment of the disturbed, natural environment and minimizes loss of other resources, such as water

- b Promote site development standards which accomplish the re-establishment of wildlife habitat through creative reclamation design
    - c Carefully balance economic benefits from mining activities with the social costs, such as health and safety, related to the impacted environment
  - 4 Through this 2060 Plan, re-adopt the **Greeley Natural Resources and Wildlife Master Plan**, which provides guidance for protection of urban and area wildlife and habitats
    - a Update this Wildlife Master Plan within two years to assure relevance and best management practices are incorporated into this guide
  - 5 Support the development of programs which foster greater understanding and accommodation of area wildlife needs, such as through the Natural Areas Certification Program
- D Adopt development standards which minimize impacts to natural areas and promote the health and safety of the developing urban community (see also GR3B2a)**
  - 1 Support **green construction** practices to assure energy efficiency in new development and redevelopment. Promote sensitive location of improvements to take advantage of renewable energy opportunities and the use of recycled and alternative building materials
  - 2 Maintain development standards which define the appropriate design and level of construction in areas where slopes and hillsides are prevalent (see also PS2A5)
    - a Require development on hillsides to adhere to engineering standards of slope stability and safety
    - b Continue to enforce standards to minimize aesthetic concerns with the placement of structures along slope ridges to avoid a dominant ridgeline profile; use of sensitive color palettes to blend features into the hillside area; and minimizing artificial structures which would be necessary to limit drainage and erosion concerns
  - 3 Adopt and vigorously enforce sediment erosion control standards to manage construction activity and limit impacts to adjacent properties from silting and fugitive dust

**GREELEY NATURAL RESOURCES AND WILDLIFE MASTER PLAN** – a plan that provides a philosophy and recommendations toward natural resources management as wildlife and environmentally sensitive areas may be impacted by development, adopted in 1993.

**GREEN CONSTRUCTION** – methods used for construction of buildings that are earth and people-friendly, protecting human health and having little impact on the environment.

- a Require construction and developed sites to reduce movement of mud and weed seeds off-site
- 4 Preserve and enhance the functional and aesthetic qualities of drainage courses and waterways by using, in general, a non-structural approach to flood control which emphasizes a natural appearance. Where structural solutions are used, they should be consistent with the adopted master plans for the neighborhood or area
- 5 Prevent new development in floodway areas and retain such areas in their natural state whenever possible (see also EN2B8, PR2B11 and PS2A2)
- 6 Limit new development in flood fringe and flood plain areas and employ construction standards which minimize hazards to persons and property consistent with best practices and with rules set by the **Federal Emergency Management Administration (FEMA)** and **Army Corps of Engineers (ACOE)**
  - a Evaluate the impacts of prohibiting or severely limiting new development in such areas and consider the possibility of dedicating flood plains as a wetlands “bank” to replace such areas needing to mitigate loss of wetland due to development (see also PR2B11)
- 7 Require a comprehensive environmental inventory and assessment as a component of the annexation, zoning and development process. Incorporate consideration of special environmental features into the planning and development of property (see also GR2B1)
- E Enhance the community through the development of features that provide new habitats and amenities as part of the built environment**
  - 1 In conjunction with the Division of Wildlife, consider development in proximity to natural areas to assure sensitivity in the location and design of urban features in key wildlife and related habitat areas
- F Promote the efficient and appropriate disposal and/or recycling of waste products**
  - 1 Reduce **solid waste** through measures which emphasize **precycling**, **recycling**, reuse, and proper disposal

**ARMY CORPS OF ENGINEERS (ACOE)**

– a federal agency responsible for the design and construction management of public works and flood-related projects.

**FEDERAL EMERGENCY MANAGEMENT ADMINISTRATION (FEMA)**

– the federal agency responsible for the management of natural disasters.

**RECYCLING/PRE-**

**CYCLING** – the process by which waste products are collected, separated, stored and reduced to raw materials and transformed into new and often different products.

**SOLID WASTE –**

unwanted or discarded material, including waste material with insufficient liquid content to be free flowing.

- a Encourage productive reuse of yard waste through composting and mulching which does not create or result in offensive outdoor odors
  - b Pursue programs which encourage the creative treatment of wastewater and composted wastewater sludge
  - c Encourage programs which provide precycling and source separation recycling programs, such as curbside recycling for households and businesses, additional community recycling centers, and recycling centers at multi-family residences and institutional uses
    - i Promote the use of energy conscious products when such alternatives exist
  - d Encourage a shift from land fill disposal to alternatives that more effectively conserve energy and natural resources, including diverting organic material to the City's Greencycle site for composting
    - i Encourage recycling of construction and demolition waste
  - e Continue partnerships with other governmental entities and private operations to reduce solid waste and emphasize precycling, recycling and reuse through incentive programs and waste disposal fee structures
  - f Explore options to limit the number of waste haulers servicing a single neighborhood area to reduce the impact of large trucks in local streets and limit the amount of curbside trash that is present at a time
    - i Facilitate the option by homeowners associations and similar neighborhood organizations to voluntarily contract for one trash hauling company to serve the neighborhood
- 2 Minimize the public's exposure to hazardous waste, and prevent hazardous waste contamination through the facilitation of proper use and disposal
- a Cooperate with the County's **Household Hazardous Waste** Program in providing educational support to increase public awareness and to encourage proper disposal of household hazardous material
  - b Work with other governments and community organizations to acquaint the public with non-toxic alternatives, pollution prevention, and responsible use and disposal of hazardous waste

**HOUSEHOLD  
HAZARDOUS WASTE**  
– common household chemicals and substances which have the potential to be hazardous due to ignitability, corrosivity, reactivity, or toxicity.

- c Encourage public and private efforts to reduce the use of chemical herbicides, pesticides, and fungicides. Through this 2060 Plan, commit the City to the use of integrated pest management, emphasizing the selection of the most environmentally sound approach with the intention of reducing or eliminating dependence on chemical pest control strategies
- d Update the hazardous material truck routing plan to assure the safe and predictable transport of hazardous materials to and through the city (see also HS4B2, PS2A4a, TR2B4b and TR4B2)

- 3 Work with community partners to assess the effects of household hazards in the form of lead-based paint, radon, asbestos, carbon monoxide, mold, and other potential indoor hazards; and support continued efforts to educate residents on the identification and management of such household hazards (see also HS4B2, PS2A4b & c, and RE1B2)

**G Expand opportunities to capture waste energy to supply local utility needs and drive the local economic development engine**

- 1 Aggressively pursue energy development activity to tap and convert unused energy sources for potential use in the municipal and franchise utility systems
- 2 Identify all community energy applications and their potential to be converted to renewable energy; create an environment where research and support for alternative energy is an automatic endeavor
- 3 Promote development of “green jobs” to further expand the community’s movement toward renewable energy resources (see also EC1C1 and EC2A12b)

**EN6 COMMUNITY ENVIRONMENTAL EDUCATION**

**A Promote education of the public about issues of local and regional environmental concern**

- 1 Work with school district educators, Aims Community College and the University of the Northern Colorado to develop curricula and learning opportunities which provide hands-on exposure and promotion of environmental awareness and stewardship, as well as opportunities to shape policies and procedures
  - a Retain a youth representative member on the City’s Air Quality and Natural Resource Commission

**GREEN JOBS** – jobs found in the environmental or agricultural sectors of the economy which are intended to focus on improving conservation and sustainability.

**WASTE ENERGY** – new energy that is captured as a by-product from the decomposition or new generation of waste products.



- b Explore opportunities for student internships, field trips, and research projects to further the understanding, appreciation and protection of the natural environment
- c Utilize educational opportunities presented through the Poudre Learning Center and through the Poudre River Trail

**B Engage all citizens in the process of supporting the protection and improvement of the quality of the natural and built environment**

- 1 Collaborate with other community partners to pursue all possible avenues to expand public awareness and stewardship of the community's natural and environmental assets, including:
  - written publications
  - electronic media
  - cable and telecommunications
  - field excursions and demonstration sites
- a Develop an annual report to the community that provides an inventory of environmental amenities, use considerations and emerging areas of stewardship
- b Cultivate citizen stewardship and responsibility for the care and protection of special natural areas in the community through Adopt-a-Trail and related programs

**C Recognize and celebrate environmental stewardship in all aspects of community life**

- 1 Involve citizens in a wide range of volunteer opportunities to expose them to local environmental assets, needs, and experiences
- 2 Consider inducements to community residents and businesses to promote good ecological practices and conservation of natural resources (see also CD1A4a)
  - a Identify areas where natural resource conservation will have financial benefit to the City, such as water conservation, and assess how incentives can be offered to reward desired behaviors or improvements

**EN7 VIEW SHED & IMPORTANT CORRIDOR**

**A Promote community development in such a way as to protect key view sheds and travel corridors**

- 1 Identify important corridors that carry environmental significance and/or visual appeal related to its natural features and establish special design treatments and protections in such areas (see also CD3C3)
- 2 Consider the special designation of these view shed areas to elevate their prominence, appreciation and significance
  - a Within two years of the adoption of this 2060 Plan develop a list of criteria of features which relate to visual significance;
  - b Applying such criteria to area features, research and identify potential area for view shed protection. Evaluate the merits of the following areas for inclusion for special attention:
    - i Bluff area
    - ii Sheep Draw
    - iii Ashcroft Draw
    - iv Confluence of the Cache la Poudre and South Platte Rivers
    - v "O" Street Corridor
    - vi SH 392 Corridor
    - vii US Hwy 34 Corridor (Business & Bypass routes)
    - viii Cache la Poudre Corridor
    - ix 4<sup>th</sup> Street west of 35<sup>th</sup> Avenue
    - x 20<sup>th</sup> Street west of 23<sup>rd</sup> Avenue
    - xi 59<sup>th</sup> Avenue from 4<sup>th</sup> Street to US Hwy 34 Bypass
  - c Work with land owners in special corridors to develop land use protections and development design to facilitate this objective

**B Reflect a sensitivity to areas of ecological significance in the built environment**

- 1 Review, update, and maintain regulations which blend built structures into the natural environment in a sympathetic manner. Such efforts should include, at a minimum:
  - a Camouflage of cell towers (see also CD3C2a)
  - b Low profile buildings in significant view corridors
  - c Non reflective building materials and subtle and complementary color use
  - d Undergrounding of utilities and co-location of sites (see also CD3C2a)
  - e Complementary land forms and landscape

**Honor nature as it exists here  
LEADERSHIP**

- f Low profile oil tanks and accessory structures
- g Fencing that is wildlife-friendly

**C Protect open lands in strategic areas within and around the community in order to provide visual relief from the urban landscape, preserve “food sheds” and important vistas, and/or retain separation from other communities (see also CD1A2, CD3A1a, LU 7B1, PR2B2d, PR2B8 and TR4D)**

- 1 Consider opportunities to retain agricultural cropland in acknowledgment of the community’s heritage to help meet this strategy
  - a Pursue agricultural/conservation easements that offer value for forgone surface development as a tool to conserve cropland as an open land area
  - b Catalogue those farms purchased as part of the City’s Water Department “dry up” farmland acquisitions for possible use in the open lands inventory to meet this objective (see also CD1A2a and LU7D1)

**FOOD SHED** – the system that describes the flow of food used to feed a particular area, starting with the origins of the food, its destination, and transportation to the destination.

# 2060 Comprehensive Plan

## Growth

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

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

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

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

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

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

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

– Albert Einstein



I.  
GROWTH CHAPTER  
INTRODUCTION & PERSPECTIVE  
TABLE OF CONTENTS

Past.....	3
Present.....	4
- Table GR1 – Historic Population Growth 1950 – 2008 .....	5
- Table GR2 – Community & Population Growth, 1948 – 2050 .....	6
- Table GR3 – Age Structure in Greeley , 1990 – 2006 .....	7
- Table GR4 – Projected Population Growth.....	9
Patterns.....	11
Progress .....	11
Potential .....	11
Promise.....	11

**SMART**  
**Thoughtful**  
**Economically viable**

## Introduction & Perspective

### Past

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

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

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

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

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

– Mark Twain



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



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

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

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

### **Present**

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

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

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

Source: Greeley Demographic Profile, 2008

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

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

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

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

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

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

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

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

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

Source: 1990, 2000 Census; 2006 American Community Survey

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

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

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

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

– George  
Bernard  
Shaw

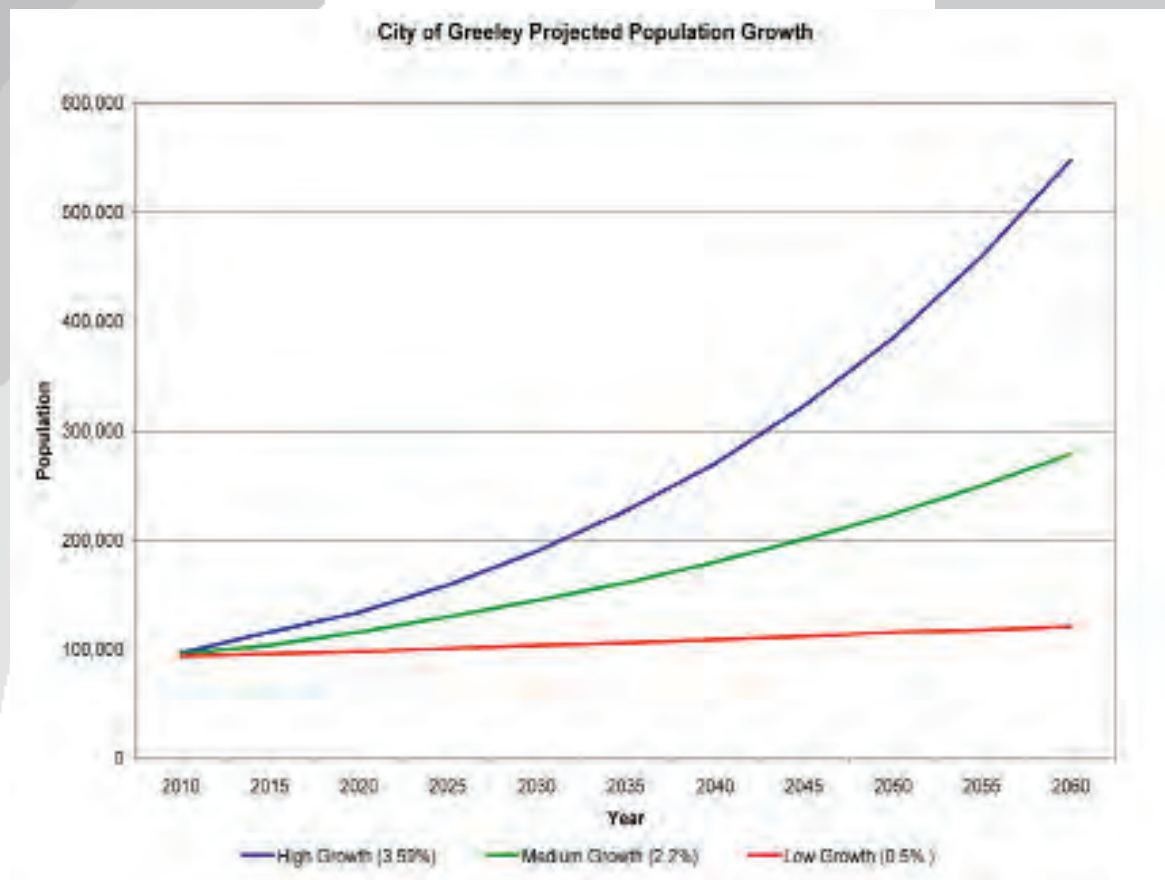
capital improvements for the following five-year period. The underlying premise of the CIP is to maintain the existing level of services and ensure that future development has this same level of services. Service areas included in the CIP include Water and Sewer, Public Works, Parks and Recreation, Police,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

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

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

# Promotes a complete community Sustainable





**Table GR4 – Projected Population Growth**

Source: City of Greeley Planning Department, 2008

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



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

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

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

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

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

– Napoleon Hill



## Patterns

The following key trends related to growth have been identified:

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

## Progress

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

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

## Potential

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

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

## Promise

Sustainable and strategic community growth

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

– John Kotter



## II.

### GROWTH CHAPTER

#### GOALS, POLICIES, OBJECTIVES & ACTIONS

#### TABLE OF CONTENTS

GOAL.....	14
OBJECTIVES .....	14
GR1 POPULATION AND DEMOGRAPHICS.....	14
A Anticipate needs for infrastructure development and growth demands in a foresightful manner.....	14
B Calculate trends which measure the community progress in areas of greatest concern.....	14
C Maintain attention to demographic statistics, trends and forecasts in order to act on important changes and opportunities affecting community development.....	14
D Identify and stimulate development in areas of desired growth .....	15
GR2 NATURAL RESOURCES AND GROWTH .....	15
A Direct growth in a manner which creates the least impact on the natural indigenous environment .....	15
B Manage resources to assure that, as development occurs, important natural features are protected or enhanced through effective stewardship .....	16
C Secure and protect meaningful public open space areas within and proximate to the city .....	16
GR3 GROWTH BOUNDARIES AND COMMUNITY FORM .....	17
A Plan, guide and accommodate growth that promotes the most efficient use of resources and maintains or improves the quality of life standards for its residents .....	17
B Establish clear standards under which a property may be annexed and/or developed .....	20

Balance natural resources  
with growth demands

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

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

Accommodation

Explore density options

## ◆ GROWTH ◆

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

### OBJECTIVES

#### GR1 POPULATION AND DEMOGRAPHICS

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

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

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

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

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

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

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

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

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

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

**GR2 NATURAL RESOURCES & GROWTH**

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

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



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

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

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

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

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

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

**COMPREHENSIVE DRAINAGE MASTER PLAN**

– the storm drainage plan for the City of Greeley, adopted in 1998, revised in 1999.

**LONG-RANGE EXPECTED GROWTH AREA (LREGA)**

– the area within which community growth is expected for the next 20 plus years and which encompasses all other growth and service area boundaries for the City.

**POUDRE RIVER TRAIL MASTER PLAN**

– a plan for future improvements and access along the Poudre River Trail Corridor adopted in 1995.

### GR3 GROWTH BOUNDARIES AND COMMUNITY FORM

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

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

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

#### **STRATEGIC EMPLOYMENT DEVELOPMENT**

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

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

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

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

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

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

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

# Intergovernmental cooperation      Conservation

# Community Separators

## Regional cooperation

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



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

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

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

# 2060 Comprehensive Plan

## Health, Housing and Human Services

The greatness of a community can be measured by the attention and effort devoted to meeting its human service needs. It is not possible for a community to reach its full potential without also helping each of its residents to realize their own best.

A compassionate community carries a level of awareness and responsibility for its members. Beyond meeting the very basic needs of its residents, the development of progressive health, housing and human services offer the opportunity for the community to achieve an exceptional reputation as a "complete community".

To be fully successful, a community must continually consider how each of its residents are served by housing choices, access to needed health services, and the manner in which other human services are provided. Transportation, housing, recreation, health care, accessibility to services, employment and school success are examples of areas where those with special needs may particularly struggle. If new development is not inclusive of a wide range of community residents, there will be a tendency for the lower income, transportation-dependent, and special needs groups to be concentrated in older areas of the community where aging or missing infrastructure, shopping, medical, or employment opportunities and other support services, such as child care, are limited. For those residents in newer, more homogeneous and "self-contained" areas, the awareness of other community needs may seem remote and, as a result, less likely to be addressed.

While local non-profit organizations provide essential, caring, and professional support in tackling the issues associated with a host of social concerns, a comprehensive, integrated and committed level of community leadership is needed to successfully address these issues. A coordinated and collective approach to community development which includes consideration of human service elements assures a higher quality of life for its residents and a reputation which encourages a greater level of attraction for new industry and community investment.



I.  
HEALTH, HOUSING & HUMAN SERVICES CHAPTER  
INTRODUCTION & PERSPECTIVE  
TABLE OF CONTENTS

Past .....	3
Present .....	5
- Health and Human Services .....	5
- Housing .....	7
- Table HS1-Housing Unit Growth & Ownership Patterns in Greeley, 2000 – 2008 .....	8
- Table HS2 – Foreclosures Processed in Weld County, 2000 – 2008 .....	9
- Table HS3- Greeley/Evans Average Sales Price 2000 – 2007 .....	9
- Table HS4 - Incidence of Cost Burden by Income – 2000 .....	10
Patterns .....	12
Progress .....	12
Potential .....	13
Promise .....	13

CARING COMMUNITY

Self –sufficiency a value

## Introduction & Perspective

### Past

#### **Health & Human Services**

The early settlers of Greeley were people concerned about the health and well-being of its residents. Greeley's first hospital opened in 1902 at Island Grove Park. It cared for the county's indigent and isolated those with contagious diseases and was known as a "poor house." In 1903, construction started on a "for pay" hospital at the corner of 11<sup>th</sup> Avenue and 16<sup>th</sup> Street. This new hospital had 30 beds and the most up-to-date equipment available at the time. While it was initially known as the Greeley Hospital, a name change in 1906 to the Weld County Hospital allowed it to care for indigent patients. Greeley had its first City Health office in 1905, led by Dr. Ella Mead, who focused on child welfare issues. The Mother's Congress was formed by 40 Greeley civic-minded women and by 1910, they had improved sanitary conditions and secured more parks and playgrounds for school children. By the 1920s, Dr. Mead was instrumental in introducing health screenings for children in the local public schools.

In 1947 ground was broken for a new hospital and in 1952 the new Weld County Public Hospital opened with 220 beds. This facility, now known as the North Colorado Medical Center (NCMC), is located at the corner of 16<sup>th</sup> Avenue and 16<sup>th</sup> Street. The 11<sup>th</sup> Avenue hospital became known as the Weld County Nursing Home and the original facility in Island Grove Park was used for office space and an alcohol treatment facility until it was razed in 1998, after being abandoned for a number of years. When NCMC became associated with Banner Health in 2002, a number of major expansions over subsequent years led to its current size of 398 beds. NCMC offers state-of-the art health care technology and its cardiac program was recently recognized as one of the top 100 such programs in the country.

#### **Housing**

When the Union Colonists first settled Greeley in 1870, they lived in tents and by June of that year, 150 houses were under construction. Interior lots sold for \$25, while corner lots were \$50 each. During the first decade of the 20<sup>th</sup> century, between 100 and 200 houses were built each year.

As noted in City Museum records, "By 1924, transportation costs accounted for 90 percent of the expenses incurred by the Great Western Sugar Company to provide seasonal labor. To reduce these costs, keep good laborers year round, and set an example for farmers to improve housing for migrant laborers, the manager of the Fort Morgan factory established the first "adobe Mexican beet workers' colony in the U.S." Field supervisors from the various growing districts recommended prospective colonists based on their "character and ability." The company purchased land near its factories or beet dump

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

– Napoleon Hill



stations and approved colonists could purchase 50-ft x 200-ft lots on which to build a two-room adobe house from plans provided by the company.

By September 1924, 24 adobe houses were being built in what would become known as the Spanish Colony at “O” Street and 25th Avenue (platted as Espanola Subdivision in 1929). In 1926, legal actions were taken to try and prevent the “Mexicans” from settling here. As usual, they were recruited and desperately needed as laborers, but not wanted as citizens. The “colonias” created not assimilation into the existing culture, but rather segregation from it.

Architectural styles of the early 20<sup>th</sup> century included Italianate, Queen Anne, and Victorian Vernacular and examples of all could be found in Greeley. Styles during the 1920s and early 30s included Craftsman and Bungalow designs, followed by the Colonial and English Revival styles. Housing construction in Greeley slowed during the Depression, but picked up again after 1937 until WWII. After WWII, lots in Alles Acres, a large lot, **rural** subdivision close to the community on 17<sup>th</sup> Avenue and Reservoir Road, sold for \$600 and allowed livestock to be kept on the lots

Residential subdivisions sprang up throughout the community from the 1950s through the 1970s, as the westward expansion of the community continued. Architectural styles tended toward more modern and utilitarian approaches to design and as a result, houses built during this time had little of the character seen in earlier home construction. The first three-story apartment building, Royal Gardens, was built in the 1960s on 22<sup>nd</sup> Avenue, near 21<sup>st</sup> Street. Residence halls on the UNC campus were built during the 60s to house students and included the first high-rise dormitories on campus.

The development trends of the 1990s and into 2000 were for larger houses to be built on smaller lots. These houses became known as “**McMansions**,” as their construction occurred in rapid fashion similar to the assembly line approach of the fast food industry. Their lack of distinctive architecture and similarity to other houses in their development also contributed to their sense of blandness. With the recent wave of foreclosures leading to abandoned houses, a new phenomenon known as “slumburbs” or “slumburbia” is being predicted. “**Slumburbs**” are areas where large-lot development (development of lots of 7,300 square feet and larger) with equally large homes occurred in suburban areas and some of these homes are now being abandoned to foreclosure. Some national estimates suggest that up to 40.0% of these large-lot homes will be vacant by 2025. These homes were built for baby boomer families with children and many of these boomers are now interested in “down-sizing” and in urban living. These homes may become the apartments of the future, housing lower-income families who are fleeing the urban areas – a reverse migration pattern of the middle and upper income families’ flight from urban areas to the suburbs in past decades.

**MCMANSION** – a type of housing that appears to be constructed in assembly-line fashion reminiscent of food production at a fast food restaurant and which is typically a large home on a smaller lot of an indistinct architectural style.

**RURAL** - a sparsely populated area, where the land is primarily used for agricultural purposes.

**SLUMBURBS** – suburban areas losing residents to urban areas or to rural areas as a result of such things as foreclosure or high transportation costs.

## Present

### **Health & Human Services**

Human services are those services needed in order to maintain and sustain a person's basic quality of life. These services include medical and mental health care, food, housing and shelter, and access to these services. While such services are basic to human survival, they are also indicative of the nature of a community's health and quality of life, as well as how it is perceived outside the community.

There are over 70 human service agencies in the Greeley-Weld County area, many of which receive funding from the United Way of Weld County. These agencies provide services for children, youth and families; "safety net" services, such as crisis counseling and shelter; early childhood programs; programs and services to strengthen families and adults; and programs to encourage positive youth success. Most have seen an increased demand for their services in recent years, yet funding has become even more difficult to obtain, as charitable giving has been dropping across the country. In 2000, giving to the United Way of Weld County was at \$14.45 per person and by 2005, had dropped to \$12.53 per person. A slight increase, to \$13.00 per person, returned in 2006. With the increasing costs of food and transportation, as well as the current economic downturn, charitable giving may again be decreasing, yet these agencies are often the first line of defense in maintaining and improving the quality of life of residents.

Greeley has a long tradition and culture of volunteerism, caring and problem-solving. Whether for prevention or intervention, there are a multitude of collaborative efforts to improve and coordinate delivery of human services to the community. Examples include:

- Monfort Children's Clinic
- Promises for Children
- Juvenile Assessment Center
- Housing Emergency Services Network
- North Colorado Health Alliance
- United Way of Weld County

Many of the area human service agencies serve special populations such as children and youth, seniors, persons with disabilities, low-income persons and families, the homeless, and migrant workers. Children and youth under the age of 19 account for 30.0% of the total population in Greeley. A number of human service agencies offer services and programs for children and youth, including A Kid's Place, the Boys and Girls Club of Weld County, and the Early Childhood University. The City's **Youth Initiative** was created to "encourage positive youth development and create preventative efforts through innovative community partnerships." This program sponsors Youth Net, a coalition of over 70 youth service providers in the area, who work to coordinate area youth services and address youth-related issues. The City has a Youth Commission of members aged 11 – 18, which is staffed by the Leisure Services Department to provide input on children and youth in the community and encourage greater

**YOUTH INITIATIVE** – a program within City government intended to encourage positive youth development and create preventative efforts through innovative community partnerships.

# Ease of access Community of Excellence



participation on community matters. Juvenile arrests have been increasing in the past several years, since hitting a low in 2005 of 921. By 2007, juvenile arrests totaled 1,142 and accounted for 16.0% of all arrests in Greeley. While the overall number of juvenile arrests has increased, they make up a smaller percentage proportionately of the total number of arrests in Greeley.

A lack of health care insurance, or being underinsured, is a serious issue for many individuals and families in Greeley. In 1995, the North Colorado Medical Center Foundation responded to the overwhelming need for primary health care among children from Weld County's low-income families and opened a medical clinic. The clinic was designed to provide complete medical care for children who are Medicaid eligible or uninsured.

Named the Monfort Children's Clinic in honor of the Monfort Family Foundation's lead gift, the Clinic occupies a modern, 15,000-square-foot building on north 11th Avenue in Greeley built specifically to house a pediatric clinic. In addition to the Monfort Family Foundation's generous contribution of \$1 million, donors in the community contributed nearly \$4.5 million to support this important community program. The clinic is owned and supported by the NCMC Foundation and operated by Sunrise Community Health.

The Sunrise Family Clinic recently moved into a larger facility in Evans and has seen the number of new patients and patient visits increase significantly. Between July of 2007 and July of 2008, there were 1,500 new patients seen and 10,500 total patient visits. These numbers are expected to continue to grow, as more families and individuals either do not have health insurance or are underinsured. Clinic staff tracks where patients live and recently explained in a newspaper interview that the clinic's patients live in all areas of the community. Patients pay for services at the clinic on an income-based sliding scale. The clinic is operated by Sunrise Community Health, Inc. who operates six other clinics in the region.

Greeley's population is aging, with the median age estimated to be 30.1 years of age in the 2007 American Community Survey. By 2011, the median age is expected to rise to 31.5 years. Seniors age 65 years and older account for 9.0% of the population. As baby boomers continue to age, they will affect the need for housing and services geared for them in their senior years. As people grow older, they naturally tend to develop more disabilities and those who had disabilities at an earlier age may need even greater levels of assistance and accommodation. The estimate in the 2007 American Community Survey showed that persons over the age of five with disabilities accounted for 12.5% of the total population in Greeley, or about 10,185 persons. The 2000 Census had persons with disabilities over the age of five accounting for 18.7% (or 13,075 persons). It is unclear why there is such a significant drop in reported disabilities, although the community's effort to improve health care through prevention, reduction in accidents and better health care could

conceivably have had such a positive impact. This percentage is lower than the U.S. average, but is still considered fairly high and may be attributed to the overall aging of the population, changes made in the Census definition of what constitutes a disability, and returning war veterans. Many Iraqi war veterans are returning home with disabling injuries and represent a growing younger population with disabilities. Of persons 65 years and older, 45.7% had a disability in 2000. The 2007 estimate was that 38.3% of the population over the age of 65 had a disability. The age group with the smallest percentage of disabilities was the 5-20 year old group, of which 9.0% had some type of disability.

The results of the Weld County Community Health Survey were released in August of 2008. This survey measured resident's opinions on such things as quality of life, access to health care and insurance, children's health and health care coverage, environmental issues, and community concerns. The survey results were tabulated by region within Weld County and the Greeley/Evans area was one such region. Greeley/Evans residents generally think Weld County is a very good place to live and raise a family, but not as good a place to work or go to school. Residents of the Greeley/Evans area rated neighborhood safety as their top community health concern and noted more concerns about bike and pedestrian safety than did other regions within the county. They also rated quality of life in Weld County lower than did residents of other regions in the county.

Prevention of health care problems offers important physical and economic benefits to the community. One dramatic example is found in the Smoke Free Greeley ordinance that was put in place by the Greeley City Council in late 2004. This initiative was ground-breaking in limiting the impacts of second-hand smoke in public places. A 3- year follow-up study after Greeley's enactment of smoke-free legislation and prior to the adoption of the Colorado Clean Indoor Air Act (adopted July 2006) reported preliminary findings of a 17% reduction of heart disease in the community. The Colorado Center for Disease Control noted that as much as a 30% reduction in heart disease has occurred in Greeley during this period.

Many of the local human service agencies are located in and around Downtown and North Greeley. These areas are generally accessible by GET (Greely Evans Transit) and para-transit service, but as the community continues to grow, the access to and location of agencies are critical to being able to serve their client base.

### **Housing**

Greeley has 35,987 housing units as of early 2008. About 60.0% of these housing units are owner-occupied, while the remaining 40% are rental units. Since 1990, there has been a steady increase in the number of owner-occupied homes, as the push for home ownership was fairly successful locally, as well as nationally. This increase may be part of the reason for the foreclosure phenomenon now being experienced throughout the United States, as many first time



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

– John Kotter

home buyers were enticed into homeownership by lenders offering mortgages with little or very low down payments, many of which, also included adjustable interest rates. Table HS1 below shows housing unit growth rates and ownership patterns in Greeley over the past nine years. An important point to note is that about 56.0% of all housing units in Greeley were built prior to 1980, which means that much of the housing stock may be in need of routine repair and rehabilitation that accompanies an aging residence.

Table HS1- Housing Unit Growth and Ownership Patterns in Greeley, 2000 - 2008				
Housing Units Year	Total Housing Units (yr end estimate)	Growth Rate (%)	Owner Occupied (% of total)	Renter Occupied (% of total)
2000	30,250	3.96	58.4	41.6
2001	31,418	3.86		
2002	32,718	4.14		
2003	33,549	2.53		
2004	34,587	3.19		
2005	35,399	2.35		
2006	35,743	.097	59.6*	40.4*
2007	35,987	0.68		
2008	36,074	0.24		
Source: Greeley Demographic Profile, 2008 * Estimates from American Community Survey				
As home ownership rates have increased, foreclosures have also				

increased. Table HS2 shows foreclosures processed in Weld County in recent years. By the end of 2007, there were 2,869 foreclosures that had been processed in Weld County - an all-time high compared to 1978, when only 48 foreclosures were processed. This does not mean that all of these homes were foreclosed; some homes may have been redeemed by their owners, while others may have been sold by their owners prior to foreclosure occurring. Nonetheless, this represents a high number of properties that are or may be at risk of being foreclosed upon. Particularly hard hit have been the neighborhoods east of US Hwy 85. Here, block after block of homes show the signs of abandonment. Other areas throughout the community have also been hit and homes in foreclosure are at all price ranges – from homes under \$100,000 to those over \$500,000.

Table HS2 – Foreclosures Processed in Weld County, 2000 - 2008	
Year	Number of Foreclosures Processed
2008	2,824
2007	2,869
2006	2,073
2005	1,500
2004	1,155
2003	822
2002	628
2001	476
2000	345

Source: Weld County Public Trustee's Office

The average sales price of housing units for the Greeley/Evans area has started to decline somewhat, after a number of years of increasing. Table HS3 shows average sales prices for all types of housing units in the Greeley/Evans area. The data indicate a sharp decline in average sales prices over the past two years. This decline is expected to continue for some time, particularly as foreclosed homes sold at reduced prices will have the effect of lowering the area average home sales prices.

Year	Average Sales Price	Percent of Change
2000	\$143,109	+7.0%
2001	\$154,820	+8.0%
2002	\$164,229	+6.0%
2003	\$172,137	+5.0%
2004	\$177,132	+3.0%
2005	\$183,058	+3.0%
2006	\$174,859	-5.0%
2007	\$165,223	-6.0%

Source: The GROUP, Inc.

From 2000 through 2007, the City of Greeley issued 4,341 building permits for single-family dwellings and permits for 1,941 multi-family units, for a total of 6,282 new housing units. This is an average of 785 new housing units per year. Residential construction slowed significantly in 2007 with 152 permits for single-family dwellings and permits for 16 multi-family units, for a total of 168 new housing units. Through the end of December 2008, permits

were issued for only 61 single-family units and 25 new multi-family units.

Although there is a larger supply of more affordable housing units in Greeley than in other areas of Northern Colorado, households with limited incomes still have difficulty acquiring housing in Greeley due to low-income and wage levels. Table HS4 illustrates the incidence of cost burden for renters and home owners. Housing costs over 30.0% of household income is considered to be an excessive cost burden, while costs above 50.0% are considered to be a severe cost burden. This table shows that those that are at or below 50.0% of median family income are especially having a difficult time finding and maintaining affordable housing and that the majority of these individuals and/or families are renters.

Table HS4 - Incidence of Cost Burden by Income - 2000		
Percent of Median Family Income (MFI)	Renter	Owner
0-30% MFI	71.1%	73.5%
cost burden > 30%	55.7%	55.2%
cost burden > 50%		
31-50% MFI	70.1%	59.4%
cost burden > 30%	24.4%	35.3%
cost burden > 50%		
51-80% MFI	29.7%	44.1%
cost burden > 30%	3.5%	11.6%
cost burden > 50%		
81-95%	2.5%	13.0%
cost burden > 30%	.1%	.7%
cost burden > 50%		

Source: Census 2000

The poverty guidelines for 2008, released by the U. S. Department of Health & Human Services, show a household income of \$10,400 for a single person family or household living in the 48 contiguous states or in Washington, D.C., and \$21,200 for a four-person family or household in these areas is living below the poverty level. Poverty guidelines are provided for families or households of all sizes and those living in Alaska and Hawaii have higher levels, due to the higher costs of living in these two states. Estimates in the 2007 American Community Survey showed 14.3% of all families living in Greeley were living below the poverty level, while 39.7% of families headed by a single female were living below poverty levels.

Many of the low- and moderate-income households in Greeley are located in neighborhoods in North Greeley, East Greeley (east of U.S.

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

– Albert Einstein





# Continuum of Care Healthy Living a Priority

Hwy 85) and in proximity to Downtown. This has occurred primarily due to the historical growth and development of the community. Much of the newer residential development occurring west of 59<sup>th</sup> Avenue tends to be higher priced housing, while the newer areas east of the US Hwy 85 Bypass tend to be more affordable. These areas east of the bypass have also been some of the hardest hit in terms of the number of foreclosures. Habitat for Humanity is building affordable housing units in its subdivision, Habitat North, and averages about ten new homes each year. The Greeley Urban Renewal Authority (GURA) has acquired homes that otherwise would be demolished and moved them to sites in small local subdivisions for rehabilitation and sale to low- and moderate-income households. GURA also operates a housing rehabilitation program that has provided repairs and energy conservation improvements on nearly 800 housing units since the program's inception in 1976. A new program undertaken by GURA is to acquire homes in foreclosure, rehabilitate them, and then sell them to low- and moderate-income households. The first home has been acquired under this program and others are expected to be acquired in the future. Programs such as these can help stabilize neighborhoods that are undergoing stress from a high number of foreclosures, as well as from residents that are in transition.

The Colorado Blue Ribbon Panel on Housing worked in 2004 and 2005 to identify tools and strategies to provide long-term housing affordability for Colorado citizens of all income levels. The panel held roundtable discussions around the state and a key point from these discussions was the concept of “drive till you qualify” (a willingness to live where homes are affordable, in exchange for a longer commute to work) as the solution that led many working families to become home owners. With the recent volatile gas prices, households that purchased homes in locations that required a longer commute to work may now be regretting their purchase. Another significant point stressed in the panel's final report, issued in 2006, was the relationship of workforce housing to Colorado's long-term economic stability. Housing the state's workforce in safe, decent, and affordable housing is vital to its economic health and stability. A discussion about the importance of the balance and location of jobs in the community and region, relative to housing, is included in the Economy Chapter of this document.

While there are no detailed counts on the number of persons homeless in Greeley, estimates are that about one percent (or about 900) of the population is homeless in Greeley in any given night. The Guadalupe Center, operated by Catholic Charities Northern, is a shelter for homeless families and individuals and provides shelter for many of the area's transient homeless. A new site for a larger shelter was selected near 11<sup>th</sup> Avenue and “O” Street in North Greeley for its new Guadalupe Homeless Shelter, but construction has stalled due to a lack of project funding. In addition to the shelter, 56-units of transitional housing was planned by Catholic Charities, also now on hold. The shelter's current site is located on 25<sup>th</sup> Avenue Court, near 15<sup>th</sup> Street. Other shelters in the Greeley area include Room at the Inn (families and individuals stay at a rotation of local churches),



A Woman's Place (for domestic violence victims), and the Disabled American Veteran's shelter (veterans and their families). Catholic Charities Northern also operates migrant or farm worker housing at Plaza del Sol and Plaza del Milagro. Transitional housing, for those who are moving from homelessness toward housing self-sufficiency, is provided by the Greeley Transitional House.

### Patterns

The following key trends that relate to Health, Housing & Human Services have been identified:

- In step with regional and national economic trends, foreclosures processed continue to increase in Greeley and Weld County
- Vacancy rates of multi-family rental units have reached a plateau at 9.0% in 2007 and 2008, after hitting a 15-year high of 12.0% in 2004; a vacancy rate of 4-5.0% is generally considered reasonable. Rents have stabilized somewhat over recent years, but are expected to increase as vacancy rates continue to decrease
- Average home sales prices have dropped in 2006 and 2007 and are expected to continue to drop. Home values have also dropped and are expected to continue to do so. These market adjustments are also expected to be reflected in a lowered general reappraisal of real property by 2010
- The aging housing stock in established areas of Greeley is, in many cases, in need of rehabilitation and repairs in order to provide safe and decent housing
- As the population ages, and with returning war veterans, there is expected to be an increasing demand for homes that provide accessibility to persons with various disabilities
- An increasing demand is expected for the use of sustainable or "green" residential construction and for housing products that reflect the needs of a changing population, including such things as "live/work" units; housing that is close to employment, services, and recreation; and housing in neighborhoods that are "walkable"

### Progress

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

- The Realizing Our Community (ROC) group was created as a collaborative community initiative to focus on community issues of communication, respect, and understanding diversity. Members of ROC include the City of Greeley, UNC, Chamber of Commerce, and the Downtown Development Authority, among others
- The City established the Commission on Disabilities to address the special needs of persons with disabilities in the community
- An Affordable Housing Study was done to analyze housing in the community, as well as whether incentives were needed to encourage housing production
- The Greeley Urban Renewal Authority created the Greeley Rental Housing Guide for landlords and tenants and a major update to the guide was done in 2005

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

– George  
Bernard Shaw



-The Development Code was amended to include appearance standards for all types of housing units

### **Potential**

The following themes were identified to project Housing, Health, and Human Services for a 2060 Greeley:

- Caring community
- Self-sufficiency a value
- Ease of access
- Community of excellence
- Advocacy
- Safe places to live
- Continuum of care
- Progressive, state of the art approach
- Healthy living a priority
- Community-based
- Comprehensive
- Housing choices
- Inclusive
- Personal progress & responsibility rewarded
- Affordable
- Higher education link
- Remove barriers
- Collaborative
- Volunteerism
- Active lifestyle
- Professional
- Pro-active
- Fully integrated health care system
- Regional center for health care professionals
- "Mayo clinic" of Colorado
- Complete community
- Resist victim mentality

### **Promise**

Support self-sufficiency, collaborative community problem-solving and compassionate service delivery

# Community-based Comprehensive

## II.

### HEALTH, HOUSING & HUMAN SERVICES CHAPTER GOALS, POLICIES, OBJECTIVES & ACTIONS

#### TABLE OF CONTENTS

<b>GOAL .....</b>	<b>16</b>
<b>OBJECTIVES .....</b>	<b>16</b>
<b>HS1    BASIC COMMUNITY SERVICES .....</b>	<b>16</b>
A    Integrate human services into overall community planning and development .....	16
B    Assure that each resident has ample awareness of and access to those services and facilities which are intended to respond to the basic needs of the city's residents .....	16
<b>HS2    SPECIAL POPULATIONS AND SERVICES .....</b>	<b>17</b>
A    Provide opportunities to all residents to fully participate in their community .....	17
B    Participate in the assessment of the needs of special populations within the general community and employ strategies that enable independence and productive lifestyles .....	18
<b>HS3    INFRASTRUCTURE AND COMMUNITY RESOURCES .....</b>	<b>19</b>
A    Identify optimal locations and systems for land uses and access to human services that may have a bearing on the ability of residents to fully participate in their community .....	19
B    Incorporate human service delivery consideration into neighborhood and sub area plans.....	20

C	Maintain communication systems that allow independence and connectivity to resources .....	20
<b>HS4</b>	<b>HEALTH SERVICES .....</b>	<b>20</b>
A	Promote community excellence related to a fully-integrated health care system .....	20
B	Integrate healthy living into community planning and development .....	21
<b>HS5</b>	<b>HOUSING .....</b>	<b>22</b>
A	Meet the basic human need of safe and decent shelter for those residents whose income or special needs may restrict their ability to locate and afford reasonable housing.....	22
B	Promote a comprehensive continuum of housing options and services in the community that supports the needs of all residents.....	24

# Rewarded Affordable Higher Education

## ◆ HEALTH, HOUSING & HUMAN SERVICES ◆

**GOAL:** Reinforce Greeley's image as a caring community by promoting access to health, housing, and human services as an integral element of the community's growth and development

### OBJECTIVES

#### HS1 BASIC COMMUNITY SERVICES

##### A Integrate human services into overall community planning and development

- 1 Work with community partners to maintain an inventory of human service programs which are available to area residents
- 2 Work in cooperation with local service providers to offer a coordinated information system which describes the availability of services in the community, making use of available and new technologies to improve access to services and information
  - a Support opportunities to combine resource information and referral opportunities concerning services to enable one-stop service for those in need of assistance, to the degree possible
  - b Regularly update the City's contact and program information on directory resources, such as the United Way 211 Information and Referral Line, to facilitate the effective referral of service request questions to appropriate City departments
  - c Explore the feasibility of establishing a 311 line to provide ready access to residents needing to access government services

##### B Assure that each resident has ample awareness of and access to those services and facilities which are intended to respond to the basic needs of the city's residents

- 1 Collaborate with community organizations and other governmental entities to advocate for effective health and human service system including those for which the City does not carry a primary responsibility
- 2 Promote effective ways to measure human service program performance and results, balancing accountability and efficiency with innovation in service delivery

- 3 Participate fully in the decennial census population count to assure the City gets a representational sample of the population from which to assess a variety of local characteristics and to assure the City receives its fair share of funding that is calculated and provided on the basis of population size

## **HS2 SPECIAL POPULATIONS AND SERVICES**

### **A Provide opportunities to all residents to fully participate in their community**

- 1 Prioritize and direct resources to those programs which help provide a seamless continuum of services to assist residents with basic survival support to early intervention and prevention that address human conditions or issues before they develop into significant individual, family and/or community issues (see also EC2A3)
- 2 Identify areas for potential improvement in efficiency and which fill service gaps, such as encouraging volunteerism, eliminating service duplication, and reducing administrative overhead (see also ED4B1b)
  - a Promote resident involvement in the City's "Neighbor Labor" program which works with United Way to match volunteers with special needs residents to address property care issues that may limit quality of life and impact neighborhood well-being
  - b Assess special population and service needs and opportunities to coordinate response through the City's Neighborhood Building Blocks program
- 3 Foster a customer-focused approach to service delivery with feedback and involvement from consumers in identifying opportunities to strengthen and improve such service
  - a Employ a variety of customer satisfaction assessment tools to evaluate the adequacy of the service provided and avenues to improve response
  - b Use City and community boards and commissions to provide regular feedback and advice on the adequacy of service delivery
- 4 Support programs which build the strengths and abilities of an individual or family to reach self-



reliance and minimize dependence on the human service delivery systems (see also ED3C2)

- a Encourage and participate in cooperative planning, decision-making and appropriate funding partnerships for health and human service delivery throughout the city, county and region in order to establish and maintain a stable and adequate funding base for services that support safe and healthy communities
- b Promote effective, efficient, and integrated community-based services using a combination of public, private, community and personal resources
- c Continue to regularly convene meetings of the **Urgent Responders Coalition** of area emergency, human service and related service providers to share information, service challenges and strategies to optimize service response and encourage self-sufficiency of community members
- d Structure assistance and services in a manner that expects and rewards self-sufficiency and responsibility

- 5 Work with community partners to provide services and programs which are accessible to residents and which reflect respect and dignity to the diversity of people served

- a Provide bi-lingual materials and interpretation whenever possible to communicate with those who have limited English language skills (see also EC2A7 and ED2B1)
- b Provide City and community resource and referral information in as many outlets and forms as reasonably possible to offer multiple avenues to share such material with its intended audience. Cooperate with the community partners and organizations to share access to and outlets for such information

**B Participate in the assessment of the needs of special populations within the general community and employ strategies that enable independence and productive lifestyles**

- 1 Cooperate with local agencies and organizations to regularly assess the adequacy of resources and delivery of basic services to meet the needs of special needs populations, with particular attention to the elderly, disabled, children and youth, low-income and those with language barriers

**URGENT RESPONDERS COOPERATIVE** – an informal consortium of urgent responder professionals, such as enforcement, emergency response, and health and human services, from a range of public agencies that meet monthly to coordinate their service delivery to the community.

### **HS3 INFRASTRUCTURE AND COMMUNITY RESOURCES**

#### **A Identify optimal locations and systems for land uses and access to human services that may have a bearing on the ability of residents to fully participate in their community**

- 1 With each new development proposal, evaluate impacts such development may have on the community's ability to access City facilities and human services
  - a Consider access to transit and other transportation services and systems, such as pedestrian and bicycle access, as a part of the proposed development (see also LU1C4,TR8A1 and TR2B2)
  - b Evaluate the diversity of land uses serving an area to assure a full range of uses are or will be in place to serve area residents without traveling distances of over one mile, on average, to obtain basic goods or services
  - c Continue to explore the development of all City facilities with the needs of special populations in mind, such as sensory parks for disabled children, accessibility for wheelchairs and other physical limitations, and use of international symbols to communicate directions and permissions (see also PR1A2d)
- 2 When considering development proposals, work to ensure the distribution of facilities in ways that promote access and efficient use of community resources
  - a Distribute services, residential uses and related facilities throughout the community in order to offer varied consumer choices, maximize consumer access to services and neighborhood levels and avoid the concentration of special needs populations in limited geographic areas
  - b Encourage the use of existing facilities and co-location of services, including joint use of schools, City and community facilities, to make services more available at neighborhood levels
- 3 Provide access to dispersed human service programs through effective and efficient transportation service (see alsoTR8A1a)
- 4 Consider the special needs of service-dependent populations in planning and designing community facilities and programs and directly seek their

# **Fully Integrated Health Care System Housing Choices**

input in the development of program to maximize effectiveness in addressing important community issues

- 5 Encourage incentive programs for businesses that provide human services to their employees, such as child area and health care benefits as well as educational resources to foster greater self-sufficiency (see also EC2A10)
- 6 Promote access to educational resources for all age groups to promote life-long learning (see also ED4B1g)

**B Incorporate human service delivery consideration into neighborhood and sub area plans**

- 1 In the development of **neighborhood plans**, address a broad range of human service issues in the context of both strengths and needs in the area and identify solutions to address service shortcomings

**C Maintain communication systems that allow independence and connectivity to resources**

- 1 Increase awareness of programs and activities available to special needs populations through the broadest means possible

**HS4 HEALTH SERVICES**

**A Promote community excellence related to a fully-integrated health care system**

- 1 Capitalize upon the health sciences educational offerings at medical facilities and higher educational institutions to propel Greeley's image as the nucleus of state of the art health education training in Colorado (see also ED3D and EC1A2)
- 2 Promote the exceptional medical services such as are provided by North Colorado Medical Center and its affiliate service providers as a magnet to attract top health care professionals to Greeley (see also EC2A12)
- 3 Support and promote the continuum of health care services, clinics, and facilities ranging from school-based and neighborhood clinics, emergency response and urgent care facilities to fully- equipped and staffed hospital care as a measure of the local quality of life and attractions of Greeley

**NEIGHBORHOOD**

**PLAN** – a plan for the future development or redevelopment of a land area which includes lots or areas which are adjacent to one another and have a community of shared interest.

- 4 Promote school-based programs which provide school-to-work internships, mentoring and career opportunities (see also EC2A2and ED2B1)
- 5 Consider programs and promotions which provide basic safety and first-aid training to foster a well-informed community that minimizes risks and can support the efforts of emergency personnel to provide appropriate support until professional support is available, such as with basic first aid, life guard training and other related programs ( see also PS1B and PS1B1c)
- 6 Pursue economic development opportunities related to the medical field to foster continued and progressive advances in such fields and excellence in local health services delivery (see also ED1A3)

**B Integrate healthy living into community planning and development**

- 1 Cooperate with community partners to create a healthy environment where residents are able to practice healthy living, are well-nourished, and have access to affordable health care
- 2 Reduce environmental threats and hazards to health through enforcement of City building and fire codes to minimize exposure to such dangers as lead-based paint, hazardous waste, carbon monoxide and radon (see also EN5F3, PS2A4a and RE1B2)
- 3 Work with community health agencies and partners to reduce health risks and behaviors leading to chronic and infectious diseases and infant mortality, with particular emphasis on populations most affected or vulnerable to these conditions
- 4 Encourage community efforts that support nutritional services to meet the needs of vulnerable populations
- 5 Encourage residents to adopt healthy lifestyles to improve their general health and well-being, and promote opportunities to participate in fitness and recreation activities (see also PR3A)
  - a Provide transportation systems and services which effectively link residents with community recreational outlets and essential health services
  - b Through Neighborhood Building Blocks and related City programs address neighborhood

safety where it is perceived as a barrier to an active lifestyle

- c Foster consumer choice in food options by encouraging the expansion of local health foodmarkets and organic foods store
  - i Promote community access to locally grown produce and foods
  - ii Promote healthy diet through the continuation of the Greeley Farmers' Market and use of debit cards and food vouchers to purchase food products
- d Support and expand the availability of community garden plots throughout the City
- e Lead by example in the food products and choices offered in public facilities through vendors and vending machines, with a priority and emphasis on healthy food and drink choices (see also PR3A2)
- f Continue the City's employee wellness program to support a healthy employee population

- 6 Promote land use decisions that provide a means for all neighborhoods to have access to basic neighborhood markets, such as grocery outlets as well as medical and personal services. Support access to goods and services that support health and wellness in all neighborhood sectors

## HS5 HOUSING

### A Meet the basic human need of safe and decent shelter for those residents whose income or special needs may restrict their ability to locate and afford reasonable housing

- 1 Work with community service and housing agencies to identify the scope of the community's need for housing for **low and moderate income** households
  - a Inventory existing housing available through the public and private sectors
  - b Index the affordability of housing as it relates to community labor and wage scales
  - c Establish goals for new housing development based on the expected needs for low- and moderate income households as a percentage of the total household inventory
- 2 Develop a comprehensive strategy to facilitate the availability of housing to meet the capabilities of low-to moderate income persons

**LOW-INCOME** – income levels at 0 – 50.0% of area median income.

**MODERATE-INCOME** – incomes at 50.0 – 80.0% of area median income.

- a Work with areas employers to provide housing support packages to help area workers to have access to reasonable housing choices, thus helping to stabilize the local employment base (see also EC2A11)
  - b Explore all governmental programs and resources to meet the needs of the community's low income population
  - c Consider the use of incentives and regulations to encourage construction of **affordable housing**
  - d In supporting low-income housing, expect development to be well-designed, practical, sustainable and to complement the full range of community development objectives in this Plan
  - e Support programs which provide homebuyer education and support of successful, sustained homeownership which increases the value of the living unit as well as the neighborhood in which it is situated
- 3 Evaluate the proportion of permanently subsidized or affordable housing as a percentage of the total housing stock and establish a baseline goal to monitor and maintain to continue to meet the needs of this sector of the community
- 4 In cooperation with community agencies, facilitate the dispersal of housing options throughout the community for low-income families (see also LU2A5a)
  - a When considering land use requests, support proposals which disperse housing opportunities for low-income households throughout the community
  - b When public resources support a low-income housing project, restrict funding where there are high concentrations of assisted low-income housing and promote funding for assisted rental housing in areas where such developments are in limited supply
- 5 Take special measures to preserve, protect and improve the condition and appearance of existing low-income housing, especially in established areas of the community (see also CD2B2 and RE1B1)
  - a Encourage acquisition of housing by nonprofit organizations, land trusts or tenants, to protect

**AFFORDABLE HOUSING**  
 – housing costs that do not exceed 30% of a household's income.

# “Mayo clinic” of Colorado Complete



- housing from upward pressure on prices and rents
  - b Encourage the application for low interest rate loans to improve the condition of older, established housing
- 6 Encourage development of housing for special needs populations including facilities for the elderly, the disabled and other populations requiring group homes as a result of age, physical or mental limitations
  - a When considering land use proposals for such housing, evidence should be provided demonstrating that the proposed facilities will be in close proximity to shopping, medical services, entertainment, and public transportation before approval is granted. Every effort should be made to avoid concentration of these homes in one area of the community (see also LU2A62)
- 7 In conjunction with other community organizations, pursue a comprehensive approach to foster a decrease in homelessness, stop recurring homelessness and promote long-term self-sufficiency
- 8 Coordinate housing support services with other community organizations which include such areas as:
  - a Emergency housing needs
  - b Educational services
  - c Landlord/tenant mediation
- B Promote a comprehensive continuum of housing options and services in the community that supports the needs and desires of all residents**
  - 1 In conjunction with other community agencies and partners, develop a strategy to maintain and improve the city's home ownership rate to match statewide averages
    - a Encourage home ownership through such services as first-time home buyer's assistance programs
    - b Provide new and prospective home buyers with information concerning property maintenance, budgeting, community resources and related areas to support a successful transition from renting to ownership

- c Focus incentive programs in established neighborhoods to achieve a balanced and even ratio of owner-occupied and rental units
- 2 Foster the development of attractive, safe and well-maintained rental properties for those who do not qualify for or desire to own property
  - a Continue to conduct an annual **multi-family vacancy study** to evaluate the location, rental rates, vacancy levels and other related information about rental units to be aware of trends that may impact the viability of new apartment construction
  - b Encourage landlords to enroll in the City's Operation Safe Stay program to foster safe, attractive and well-functioning multi-family units that contribute to the neighborhood quality of life
- 3 Address the impacts to neighborhoods from **foreclosures** by attending to the neglect that may accompany vacant structures or nuisance conditions through pro-active code enforcement (see also CD2A2, LU2A11, PS4B2 and RE1C3)
  - a Continue to work with other community partners on the **Weld Foreclosure Coalition** to provide counseling and support to homeowners struggling to maintain their homes
  - b Explore options with banks and lenders holding title to foreclosed homes to provide property maintenance at a level that protects neighborhood investments and minimizes the problems associated with a vacant property (see also LU2A5cii)
- 4 Promote the stability of established neighborhoods through infill and redevelopment opportunities to maintain the viability of these areas and provide new housing options (see also RE1B1)
  - a Pay particular attention to the housing in neighborhoods in proximity to UNC as to its viability, maintenance, appeal and impression it represents by association to the university and the City
    - i Continue to work with the university on education of students concerning how to be a tenant and make a good decision about a rental property and "good neighbor conduct"
    - ii Work with the university, "**Greek-life**," and affiliated off-campus student organizations to be sure such residences are well-maintained and compatible with surrounding properties

**FORECLOSURE** – the process where a mortgagee or lien holder obtains a court order to terminate the mortgagor or homeowner's interest in the property.

**GREEK-LIFE** – the activities, traditions, and rituals associated with fraternities and sororities on a college campus.

**MULTIFAMILY HOUSING VACANCY STUDY** – an annual study commissioned by the City of Greeley to determine vacancy and rent rates for existing multi-family housing units in the city.

**WELD FORECLOSURE COALITION** – a group of representatives from real estate, lending, City staff, Greeley Area Habitat for Humanity, Colorado Foreclosure Hotline, Consumer Credit Counseling, and United Way working on strategies to address foreclosures in Greeley and Weld County.



# 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.



**I.  
LAND USE CHAPTER  
INTRODUCTION & PERSPECTIVE  
TABLE OF CONTENTS**

Past .....	3
Present .....	4
- Table LU1 Zoning Classifications by acreage 2000 – 2007.....	5
- Residential Land Use Characteristics.....	5
- Commercial Land Use Characteristics .....	7
- Industrial Land Use Characteristics .....	8
- Mixed-Use Characteristics .....	8
- Public Land Use Characteristics.....	10
- Agricultural, Open Space and Natural Area Land Use Characteristics .....	10
- Special Uses and Areas .....	11
- Future Land Use and the Land Use Guidance Map.....	11
Patterns.....	12
Progress.....	13
Potential.....	13
Promise.....	14

**COMPATIBLE**  
**Inspiring**  
**Complementary**

## 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 14<sup>th</sup> 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 14<sup>th</sup> 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	<b>9,379.70</b>	38.83	<b>31.58</b>
Two-family residential	826.70	<b>977.00</b>	4.17	<b>3.29</b>
Multi-family residential	1,461.10	<b>1,947.90</b>	7.37	<b>6.56</b>
Mobile home	324.70	<b>315.20</b>	1.64	<b>1.06</b>
Planned Unit Development (PUD)	3,099.80	<b>2,994.30</b>	15.62	<b>10.08</b>
Commercial	1,736.70	<b>2,042.70</b>	8.75	<b>6.88</b>
Industrial	3,882.90	<b>4,293.20</b>	19.57	<b>14.45</b>
Holding Agriculture	331.90	<b>6,907.20</b>	1.67	<b>23.25</b>
Conservation	471.40	<b>848.90</b>	2.38	<b>2.85</b>
TOTAL	19,838.80	<b>29,706.10</b>	100.00%	<b>100.00%</b>

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 10<sup>th</sup> Street, 23<sup>rd</sup> Avenue/U S Hwy 34 Bypass, 35<sup>th</sup> Avenue, 47<sup>th</sup> Avenue, and 59<sup>th</sup> Avenue. Future commercial areas are also anticipated along 71<sup>st</sup> Avenue, 83<sup>rd</sup> 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 10<sup>th</sup> Street corridor between 35<sup>th</sup> and 71<sup>st</sup> Avenues, and along the US Hwy 34 corridor, between 23<sup>rd</sup> and 65<sup>th</sup> 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 / 65<sup>th</sup> 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 10<sup>th</sup> 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 8<sup>th</sup> 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 71<sup>st</sup> 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



## II.

### LAND USE CHAPTER

#### GOALS, POLICIES, OBJECTIVES & ACTIONS

#### TABLE OF CONTENTS

GOAL .....	18
OBJECTIVES .....	18
<b>LU1 LAND USE CHARACTERISTICS - GENERAL .....</b>	<b>18</b>
A Provide an appropriate and desired development pattern consistent with the goals of this Plan .....	18
B Define the parameters within which various types of land uses of differing intensity may be located .....	22
C Promote the health, safety and welfare of the public through land use development .....	23
<b>LU2 LAND USE CHARACTERISTICS - RESIDENTIAL.....</b>	<b>24</b>
A Promote the location of residential uses in a way as that reinforces the goals and policies of this Plan related to environmental compatibility, safety, and community appeal .....	24
B Encourage a broad diversity of residential products proportionate to the needs and desires of community residents.....	30
<b>LU3 LAND USE CHARACTERISTICS - COMMERCIAL.....</b>	<b>31</b>
A Adopt commercial land use standards related to type, size, location and design which support neighborhoods and the community's broader needs.....	31

Many Points of Interest –  
not Monochrome



	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
<b>LU4</b>		<b>LAND USE CHARACTERISTICS – INDUSTRIAL.....</b>	<b>37</b>
	A	Adopt specific location, size and design standards for industrial land uses which achieve the economic and community development objectives as stated in this Plan .....	37
	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 .....	39
<b>LU5</b>		<b>LAND USE CHARACTERISTICS – MIXED USE .....</b>	<b>40</b>
	A	Promote mixed land use development that assures compatibility between different land uses through sensitive design .....	40
	B	Utilize land efficiently, reduce the need to travel by automobile to obtain neighborhood conveniences, produce “complete” neighborhoods which offer better public safety and interest, and add to the sense of community vitality goods and services.....	41



<b>LU6</b>	<b>LAND USE CHARACTERISTICS – PUBLIC LAND USES .....</b>	<b>42</b>
A	Preserve important areas recognized as environmentally significant .....	42
B	Maximize the recreational and open space value of those areas reserved from development due to flood plain or storm drainage limitations .....	42
C	Devise a deliberate strategy to secure and/or develop sensitive or important lands for their intended public purpose.....	42
<b>LU7</b>	<b>LAND USE CHARACTERISTICS – AGRICULTURAL, OPEN SPACE, NATURAL AREAS, &amp; NATURAL RESOURCES .....</b>	<b>43</b>
A	Promote the harmonious co-existence with the natural environment and agricultural uses .....	43
B	Preserve important vistas and locally significant natural areas .....	43
C	Provide relief from the urban form .....	44
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.....	44
E	Provide for the extraction of sand, gravel, oil and gas resources in a way that also promotes compatible, efficient and attractive surface development .....	44
F	Consider opportunities to incorporate renewable energy into land use design and development, such as wind, solar, and other emerging technology.....	46
<b>LU8</b>	<b>LAND USE CHARACTERISTICS – SPECIAL USES AND AREAS .....</b>	<b>46</b>
A	Accommodate unique uses which, by their nature, carry significant impacts in the form of traffic, noise, appearance or performance .....	46
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.....	49

## ◆ 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 11<sup>th</sup> 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.**



# 2060 Comprehensive Plan

## Parks & Recreation

What is “quality of life”? It may be answered, in part, with how community residents would choose to spend their spare time.

The quality of a community is perhaps most often measured in the area it has set aside for the enjoyment of its residents, most often associated with its parks and recreation areas and services. Parks and leisure outlets are where people in a city gain respite from urban pressures: they relax, join with friends or enjoy their solitude; they play, compete, picnic, reflect, appreciate art, observe wildlife and nature, are entertained, exercise and come together to celebrate community events. Public places for leisure activity can also provide an important focal point and identity for a neighborhood, offering something for persons of every age, ability, and culture.

Parks are one of the most visible quality of life aspects associated with a community. It is no wonder that residents have the collective expectation that parks should be provided in every neighborhood; however, without a deliberate plan to reserve and develop park sites, areas ideal for recreational use may instead become developed for another purpose, compounding the lack of open space within walking distance convenient for neighborhood residents to use for leisure. In addition to new parks, older parks require care and maintenance to retain their function and appeal as landscaping and vegetation matures and other improvements become worn or need replacement.

Not all neighborhoods have similar characteristics. Some may be more suited to populations where active play areas are not as desirable as areas with more passive features. Residents in a more urban neighborhood may also seek passive elements such as plaza areas, sculpture, and more formal and intense landscaping and lighting instead of lawn and play areas. Subdivisions with starter homes will attract younger families who tend to seek out active parks with playgrounds, basketball courts, backstops for ball play and plenty of “romping around” space. Still other neighborhoods are located where open space exists as a natural area where existing wildlife and habitats are sustained and human interaction minimal.

There are as many ways to recreate as there are community residents and a varied menu of community offerings provides for a balanced, vibrant and interesting community. Besides parks, there are indoor organized and informal sports, classes, and exercise facilities. Cultural appreciation occurs with performing and visual art venues, museums, libraries, classes, and a host of clubs and associations.

*Art is a deliberate recreation of a new and special reality that grows from your response to life. It cannot be copied; it must be created.*

– anonymous





Parks and places to enjoy leisure pursuits help define a community as much for its residents as much as those who make Greeley a special and deliberate destination in which to spend their spare time and treasure. In this light, parks and recreation form a lasting impression and investment in the community quality of life standard by which Greeley will be known.

# **Quality of life      Accessible Eco-friendly**

# I.

## PARKS AND RECREATION CHAPTER

### INTRODUCTION & PERSPECTIVE

#### TABLE OF CONTENTS

Past.....	4
Present.....	4
- Table PR1 – Greeley Parks Inventory .....	6
- Neighborhood Parks.....	6
- Community Parks.....	7
- Regional Parks.....	7
- Mini Parks .....	7
- Special Use Parks.....	8
- Table PR2 – Natural Areas Inventory .....	9
- Public Recreational Facilities .....	9
- Poudre Trail.....	10
- Fishing.....	10
- Open Space .....	10
Patterns.....	11
Progress.....	11
Potential.....	12
Promise.....	12

*If you watch a game,  
it's fun. If you play it,  
it's recreation. If you  
work at it, it's golf.*

– Bob Hope



## Introduction & Perspective

### Past

The early residents of Greeley knew the importance of having parks and recreational activities, as the original plat of Greeley included Lincoln Park, Washington Park, and Island Grove Park. Lincoln Park had two lakes when it was first constructed: Lake Luna and Lake Auricular. Washington Park was vacated in the 1880s to accommodate the railroad line through this area. In 1906, East Side Park, now known as Sunrise Park, was created to serve residents of the east side of the community. Island Grove Park became home to the Greeley Spud Rodeo in 1922, which was the forerunner to the Independence Stampede, the world's largest July 4<sup>th</sup> rodeo. The Stampede held its 86<sup>th</sup> annual event in 2008 and planning is already underway for the 2009 event. Motorcycle races took place at Island Grove in the 1920s and 1930s and Warnoco, the indoor roller skating rink, opened in the 1920s and included an outdoor swimming pool for the community. Well-known bands of the Big Band era played at Warnoco after entertaining at Denver's Elitch Gardens.

When the City created its Department of Culture in 1958 to coordinate the activities of the museum, library, and recreational programs, it was the first city in the nation to do so.

In 1963, the City Manager's Comprehensive Plan Report included a parks plan and resulted in its first park fee of \$25 for each residential building permit. The Plan envisioned parkland in each of four neighborhoods of the community and 35<sup>th</sup> Avenue was the western edge of the community at that time. A five acre park in conjunction with a school was planned for the area between 4<sup>th</sup> and 17<sup>th</sup> Avenues and 20<sup>th</sup> and 28<sup>th</sup> Streets. Farr Park, six acres in size, is located within this area. Fifty acres of parkland were planned for the area between 23<sup>rd</sup> and 35<sup>th</sup> Avenues and 20<sup>th</sup> and 28<sup>th</sup> Streets. Four parks (Brentwood, Centennial, Leavy, and Sanborn) are within this area, totaling 69 acres in size. Ten to fifteen acres of park were slated for the area today between 23<sup>rd</sup> and 35<sup>th</sup> Avenues and 10<sup>th</sup> and 16<sup>th</sup> Streets. Cottonwood, Sherwood, and Woodbriar Parks total 21 acres within this area. Between 20 and 25 acres of parkland were planned for the area between 23<sup>rd</sup> and 35<sup>th</sup> Avenues and the railroad and 10<sup>th</sup> Street. In this area are Broadview, Franklin, Jimmy's, and Ramsier Farm Park which total over 29 acres. Ramsier Farm Park is scheduled to open in the Spring of 2009.

### Present

Parks and recreational facilities and activities play a key role in the quality of life of a community. They provide activities and programs for every age, ability, and culture or "something for everyone". Recreational activities have long been known as important for

*Leave all the  
afternoon for  
exercise and  
recreation, which  
are as necessary as  
reading. I will rather  
say more necessary  
because health is  
worth more than  
learning. – Thomas  
Jefferson*



maintaining health and a sense of well-being; however, a recent book “Last Child in the Woods,” by Richard Louv, discusses a fairly new phenomenon known as “nature-deficit disorder.” This phenomenon is the disconnection between children and nature, as a result of children spending much of their time indoors in recent years. This book makes the case for the importance of children and adults having direct exposure to nature and the out-of-doors. Parks, natural areas, and facilities such as the Poudre Learning Center offer opportunities for children and adults to have this access and to experience nature and all it has to offer, including education, as well as physical, and emotional health benefits.

Today, the City of Greeley has over 700 acres of developed parkland in 40 parks that are administered and maintained by the City’s Parks Department. Table PR1 shows the parks by type, as well as their location and size. The majority of these are neighborhood parks, while six are community parks. Island Grove is the only regional park. Parks range in size from Swanson/Kiwanis Park, which was recently renovated, to the 140-acre Island Grove Regional Park.

## VARIETY

# Conservation

# Enrichment

Table PR1 – Greeley Parks Inventory		
Neighborhood Parks	Location	Size (acres)
Allen	49 <sup>th</sup> Ave./9 <sup>th</sup> St.	5
Anna Gimmetstad	19 <sup>th</sup> Ave./31 <sup>st</sup> St.	5
Brentwood	25 <sup>th</sup> Ave./26 <sup>th</sup> St.	6
Broadview	28 <sup>th</sup> Ave./6 <sup>th</sup> St.	10
Cottonwood	26 <sup>th</sup> Ave./19 <sup>th</sup> St.	10
Coyote Run	50 <sup>th</sup> Ave. Ct./A St.	5
Delta	1 <sup>st</sup> Ave./24 <sup>th</sup> St.	6
East Memorial	2100 Balsam Ave.	6
Epple	43 <sup>rd</sup> Ave./4 <sup>th</sup> St.	7
Farr	15 <sup>th</sup> Ave./26 <sup>th</sup> St.	6
Franklin	31 <sup>st</sup> Ave./6 <sup>th</sup> St.	4
Glenmere	14 <sup>th</sup> Ave./19 <sup>th</sup> St.	14
Jimmy's Park	338 23 <sup>rd</sup> Ave.	Under 1 acre
Leavy	33 <sup>rd</sup> Ave./22 <sup>nd</sup> St.	5
Lincoln	10 <sup>th</sup> Ave./9 <sup>th</sup> St.	5
Luther	21 <sup>st</sup> Ave./10 <sup>th</sup> St.	10
Peakview	56 <sup>th</sup> Ave./13 <sup>th</sup> St. Rd.	11
Pheasant Run	47 <sup>th</sup> Ave./4 <sup>th</sup> St.	8
Ramsier (opening Spring 2009)	2828 C St.	15
Rodarte	910 A St.	5
Rover Run Dog Park	5207 F St.	3
Sherwood	29 <sup>th</sup> Ave./13 <sup>th</sup> St.	8
Sunrise	4 <sup>th</sup> Ave./11 <sup>th</sup> St.	5
Swanson/ Kiwanis	14 <sup>th</sup> Ave./6 <sup>th</sup> & 7 <sup>th</sup> St.	Under 1 acre
Westmoor	39 <sup>th</sup> Ave./6 <sup>th</sup> St.	3
Woodbriar	29 <sup>th</sup> Ave./19 <sup>th</sup> St.	3
Community Parks & Facilities	Location	Size (acres)
Balsam Sports Complex	Balsam/E. 24 <sup>th</sup> St.	15
Bittersweet	35 <sup>th</sup> Ave./13 <sup>th</sup> St.	60
Centennial	23 <sup>rd</sup> Ave./22 <sup>nd</sup> St.	18
Forbes Field	23 <sup>rd</sup> Ave./8 <sup>th</sup> St.	6
Greeley West Park & Field	35 <sup>th</sup> Ave./24 <sup>th</sup> St.	39
Josephine Jones*	2631 52 <sup>nd</sup> Ave. Ct.	37
Monfort*	47 <sup>th</sup> Ave./24 <sup>th</sup> St.	37
Promontory *	1630 Promontory Cir.	32
Sanborn*	28 <sup>th</sup> Ave./20 <sup>th</sup> St.	40
Twin Rivers*	65 <sup>th</sup> Ave./16 <sup>th</sup> St.	43
Youth Sports Complex	63 <sup>rd</sup> Ave./20 <sup>th</sup> St.	79
Regional Park	Location	Size (acres)
Island Grove Regional Park	14 <sup>th</sup> Ave./A St.	140

Source: Greeley Parks Department

\* Parks which may also include neighborhood park improvements

**Neighborhood parks** are intended to serve one or more surrounding neighborhoods and are ideally 10 – 34 acres in size. Walking distance from the neighborhoods served by such a park should be no more than one-half mile. The City's neighborhood parks range in size from less than one acre, to the largest neighborhood park, Twin Rivers Park, which is 43 acres in size. The City's policy regarding neighborhood

parks is to provide 2.5 acres of parkland for every 1,000 persons. Based on the population of 93,543 in 2008, this means 234 acres of developed neighborhood park land would be needed. With 356 acres of neighborhood parks, the City has 3.8 acres for every 1,000 persons, well in excess of the current policy. The new parks developed since adoption of the 2020 Comprehensive Plan are dispersed throughout the community, offering additional recreational opportunities to north, east, and west Greeley. Neighborhood parks work well being located adjacent to elementary schools and when sited in this manner, can offer benefits to the public, as well as the school district. Most residents with school-age children would prefer to live near a park and school, so this can provide a tremendous marketing advantage for developers of residential areas if they provide sites within their development for a school and/or park and both may become focal points for a neighborhood.

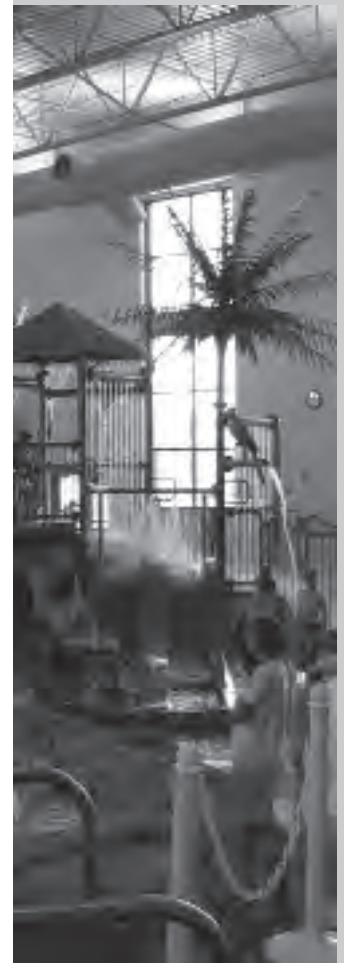
**Community parks** typically serve the entire community and range from 34 – 100 acres in size. There are six community parks in Greeley, totaling over 200 acres. These parks and facilities include the Balsam Sports Complex, Youth Sports Complex, Bittersweet Park, Centennial Park, Forbes Field, Twin Rivers and the Greeley West Park and Field. The City's community park policy is to provide five acres of developed parkland for every 1,000 persons. Based on the population of 93,543 in 2008, this means 468 acres of developed community park land would be needed. There is currently a total of 217 acres of developed community park, so there is a deficit of about 250 acres. Future community parks are envisioned to serve a one-to-two mile radius area and due to their size, scale, and activities, are best sited on or near arterial streets.

**Regional parks** are typically over 100 acres in size and are intended to serve a regional area, beyond the community. Island Grove Park is the only regional park that exists in Greeley and the 2020 Comprehensive Plan called for the creation of at least one additional regional park. Island Grove is a multi-use park that includes six buildings, four arenas, and a grandstand. Parks of this scale typically include a wide variety of facilities and activities such as outdoor arenas, exhibition halls, institutional or professional sports associations, lit and unlit fields, equestrian activities, and related activities. Due to their scale and magnitude, they are best located away from residential areas, with access taken from arterial or major collector streets.

**Mini-parks** are small areas ranging from one-half acre to five acres in size and are intended to serve residents or businesses with passive use areas such as walking paths, plazas, and small outdoor seating areas. Pocket parks are ideally located on internal, local streets and have pedestrian access. Such areas are typically owned and maintained by a home owners' or property owners' association.

*People who  
cannot find time  
for recreation are  
obliged sooner or  
later to find time for  
illness.*

– John Wanamaker





**Special Use Parks** are those areas which are set aside for more of a single-purpose and unique activity, such as for demonstration gardens or “dog parks”. These areas need to be carefully located to accommodate the special use function of the activity.

The City does not require parkland dedication with development, but does collect a park fee with building permits. With continued population growth, a deficit in community park acreage may also continue to grow, and creative ways of bridging this deficit may be needed.

Master plans have been adopted for a number of Greeley’s parks and recreational facilities and have been used to guide the development of these areas. Adopted plans include those for Island Grove Regional Park, Lincoln Park, Josephine Jones, and the Jesus Rodarte Cultural Center. With the exception of Lincoln Park, which is currently undergoing plan revisions, these other adopted plans have been implemented and completed. The **Parks and Recreation Master Plan**, first adopted in 1991 and then amended in 1995 to include Parks, Trails, Open Space and Recreational Facilities, continues to guide the location and development of existing and future facilities. In 2001, a comprehensive leisure assessment was performed and forms the framework for an \$180 million successful “Quality of Life” bond issue which is still being implemented in a series of scheduled fixed community improvements.

In addition to developed parks, Greeley has eleven natural areas, totaling over 300 acres. Most of these areas are located west of 35<sup>th</sup> Avenue. They are in proximity to the Cache la Poudre River, as well as Sheep Draw, which is a major drainage area on the west side of the community. Other potential natural areas are along the Cache la Poudre River, and the South Platte River east of Greeley, and the bluffs that are between Northwest Greeley and Windsor. The table below shows the location and size of these natural areas. These natural areas are usually left in their natural state and offer an alternative to the manicured design of today’s parks.

*Keep your love of  
nature, for that  
is the true way to  
understand art more  
and more.*

– Vincent Van Gogh



**PARKS AND  
RECREATION MASTER  
PLAN** – the City of  
Greeley’s plan for parks  
and recreation facilities,  
adopted in 1991 and  
amended in 1995.

Table PR2 – Natural Areas Inventory		
Natural Area	Location	Size (acres)
Country Club West	50 <sup>th</sup> Ave./12 <sup>th</sup> St.	12
Glenmere Wildlife Sanctuary	Lakeside Drive/17 <sup>th</sup> Ave	4
Greeley West	42 <sup>nd</sup> Ave/23 <sup>rd</sup> St.	27
Homestead Park	30 <sup>th</sup> St./39 <sup>th</sup> Ave	17
Hunter's Cove West	4 <sup>th</sup> St./Sheep Draw	22
Josephine Jones Natural Area	2631 52nd /Ave . Ct	22
Mountain Vista	7400 block 20 <sup>th</sup> St	18
Poudre River Ranch	71 <sup>st</sup> Ave./Poudre River	86
Pumpkin Ridge	10 <sup>th</sup> St./Sheep Draw	37
Sheep Draw/McClosky Natural Area	71 <sup>st</sup> Ave./Sheep Draw	53
Triple Creek	20 <sup>th</sup> St./76 <sup>th</sup> Ave	18

Source: Greeley Parks Department

**Public recreational facilities** are available in Greeley Downtown at the Recreation Center, Senior Activity Center, Ice Haus and, just north at the Jesus Rodarte Cultural Center which also houses the **Youth Enrichment** Program. West Greeley is served by the new Greeley Family FunPlex. Recreation facilities include the following amenities:

- The Recreation Center includes a swimming pool, rock climbing wall, gymnasiums, cardio-weight center, racquetball courts, aerobic fitness rooms, dance rooms, a rifle and archery range, meeting rooms, child care center, and a full kitchen
- Community members over 50 years enjoy the use of the Senior Activity Center which offers special events and programming including travel, sports and tournaments, classes, games, and a computer lab
- The Family FunPlex includes an indoor aquatic venue, miniature golf, fitness center, aerobic and meeting rooms, a catering kitchen, field house, arcade, food court, and a variety of activities at the adjacent Twin Rivers Park
- An NHL indoor sheet of ice provides the focus of the Ice Haus which supports ice skating and hockey. The UNC Hockey Club team and the Greeley Youth Hockey Association both claim home ice advantage at this center and the facility provides lockers and also supports a variety of other special activities, including special events, and birthday parties. Food service and a pro shop are also available at the skating center, as are community meeting rooms
- The Jesus Rodarte Cultural Center offers after school activities, recreation classes and activities, an art gallery, gymnasium, boxing ring, and multi-use room for youth and adults. The Youth Enrichment Program offers recreational and enrichment activities for youth in neighborhoods around the community, as well as school programming at John Evans Middle School and three elementary schools: Billie Martinez, East Memorial, and Jefferson. Outreach sites are located at

**Northern Colorado Community Separator Study** – a study to identify locations and methods for maintaining physical and/or visual separation between communities in Northern Colorado, completed in 1998.

#### **YOUTH ENRICHMENT**

– a program of the Greeley Parks and Recreation and Police Department to promote a positive presence in the community and reduce criminal activities by providing recreational, educational, and cultural programs for youth.

Anna Gimmestad Park, and the Dominic Apartments on 1<sup>st</sup> Avenue, near 24<sup>th</sup> Street. Staffing for the Youth Enrichment Program is at the Rodarte Center

- The City of Greeley also owns and operates two golf courses through the City Parks Department. These courses are Boomerang Links and the Highland Hills Country Club. Both courses offer 18 holes, driving ranges, putting and chipping greens and pro shops. The Parks Department also operates the Linn Grove Cemetery, which opened in 1874 and is the burial site of many of Greeley's early settlers.

### ***Poudre Trail***

In addition to the parks, natural areas, and recreational facilities in Greeley, a significant recreational opportunity is found in the Poudre River Trail. This trail has just over 20 miles completed along the Cache la Poudre River for bicycling, walking, and in-line skating. Larimer County and the Town of Windsor plan to continue the trail under State Hwy 392 near the river and extend it approximately one mile north and eventually connect with the Larimer County section of trail.

The City of Greeley is also working on a master plan for extending the trail east of Island Grove Park toward its confluence with the South Platte River. A trail along the South Platte would then extend south to connect to an existing trail in the City of Evans.

### ***Fishing***

A new recreational opportunity has received funding for its design and construction drawing phase and is known as the Poudre Ponds Fishing is Fun project. This project proposes to develop an 80-acre site for public fishing access. The site is located at 35<sup>th</sup> Avenue and the Cache la Poudre River and is a cooperative effort between the Parks and Water Departments. Additional funding will be needed to complete the project, but to date, funding has been received from the Northern Colorado Society of Civil Engineers and the Colorado Division of Wildlife. There will be a trailhead developed at the site funded through the City's Quality of Life proceeds.

### ***Open Space***

The **Northern Colorado Community Separators Study** was completed in 1998 and identified areas that should remain in open space, or see only limited development. These were key areas for maintaining the physical and visual separation between the communities of Northern Colorado. Without such separators, the pattern of development was expected to allow the communities to grow together. The areas identified as separators between Greeley and its surrounding communities were the area between Windsor and U S Hwy 34; the area north of the U S Hwy 34 Corridor; and the area between Johnstown and Milliken, to the southwest. The Separators Study was not formally adopted by Greeley; however, some of these key separator areas remain undeveloped, or have had only limited development and may still be able to provide valuable physical and visual separation, particularly if left as open space.

**Northern Colorado Community Separator Study** – a study to identify locations and methods for maintaining physical and/or visual separation between communities in Northern Colorado, completed in 1998.

Optimize cooperative  
ventures  
Open Space

## Patterns

The following key trends that relate to Parks and Recreation have been identified:

- An increased demand is expected on the parks and natural areas of Greeley and on the Poudre River Trail as the community continues to grow
- In addition to parks and recreational facilities, natural areas play a key role in creating and maintaining community separation, as well as in the community's quality of life
- A continued emphasis on recreational activities for all ages and interests offered at a reasonable cost is expected as the community grows and

## Progress

Since the adoption of the 2020 Comprehensive Plan, many of the action steps of the Plan have been accomplished, or are in process. The following report card summarizes some of the key accomplishments. The full Parks & Recreation Report Card can be found in the appendix of this document:

- An additional eleven miles of trail have been constructed for the Poudre River Trail, making it 20 miles in length and planning is underway for future extensions of the trail east of Island Grove Park
- Seven new parks have been completed, adding about 130 acres to the City's parks system
- The Family FunPlex and Ice Haus have been completed, adding two key facilities to the City's recreational facilities, as well as expanding the Rodarte Center
- Youth programming and activities have been expanded in the community, under the Youth Enrichment Division of the City's Leisure Services Department
- Three miles of the planned 6.2 mile Sheep Draw Trail has been completed
- The City received national recognition for its youth sports program philosophy from the National Youth Sports Alliance
- Sports Illustrated magazine bestowed its "Excellence in Youth Sports" recognition on Greeley's youth recreation programs
- Greeley continues to host the Rocky Mountain Senior Games and has been recognized for its premier programming and support of this event which averages 600 participants from 12 states

*Joy in looking and  
comprehending  
is nature's most  
beautiful gift.*

– Albert Einstein



### **Potential**

The following Parks & Recreation Themes were identified to create a vision of a 2060 Greeley as a community described as one with:

- Quality of life
- Accessible
- Eco-friendly
- Variety
- Conservation
- Enrichment
- Northern Colorado destination
- Thoughtful interface with environment
- Habitat rich
- Optimize cooperative ventures
- Open space
- Non-potable water resources
- Safe places to play
- Trails & greenways
- Intergovernmental associations
- Enhance wetlands, drainage ways floodplains
- Thoughtful, creative park design
- Connect the trails

### **Promise**

Enhanced quality of life through a complete system of parks and leisure opportunities.

# **Northern Colorado destination**

# **Habitat rich**



## II.

### PARKS AND RECREATION CHAPTER GOALS, POLICIES, OBJECTIVES & ACTIONS

#### TABLE OF CONTENTS

GOAL .....	15
OBJECTIVES .....	15
PR1 <b>PARK LAND LOCATION AND DEVELOPMENT</b> .....	15
A    Provide ample places for people to interact with others, relax, and recreate in both passive and active forms .....	15
B    Improve the city’s visual appeal and economic attractiveness and enhance the community quality of life through planning and development of parkland and open space areas .....	19
C    Coordinate the location of parks to coincide with, and complement other beneficial uses.....	19
PR2 <b>GREENWAYS, OPEN SPACE AND ENVIRONMENTAL STEWARDSHIP</b> .....	19
A    Develop greenways as linear corridors that permit public access and community connectivity .....	19
B    Identify and secure open space areas as part of a comprehensive strategy to protect, preserve, and enhance natural areas and environmentally sensitive portions of the community.....	20
C    Promote responsible stewardship of the community’s environmentally sensitive areas.....	23





<b>PR3</b>	<b>RECREATIONAL FACILITIES AND ACTIVITIES.....</b>	<b>23</b>
A	Promote healthy lifestyles of residents through a continuum of leisure life skills .....	23
B	Promote the constructive use of free time and increase the community's appeal .....	24
C	Development recreational facilities and programs that meet the organized and unstructured leisure interests of its residents and visitors.....	24

# Non-potable water resources floodplains

## ◆ PARKS AND RECREATION ◆

**GOAL:** Enhance the community quality of life through an integrated parks and recreation system that offers a full range of leisure opportunities for community residents and visitors

### OBJECTIVES

#### PR1 PARK LAND LOCATION AND DEVELOPMENT

##### A Provide ample places for people to interact with others, relax, and recreate in both passive and active forms

- 1 Adopt by reference through this Plan the following City parks and recreation plans and use these guides when considering the appropriateness of proposals for zoning, land use and redevelopment projects that are proposed in the vicinity of these public improvements:
  - a 2002 Parks and Trails Master Plan
  - b 2002 Conceptual Trails Plan
  - c 1992 **Island Grove Regional Park Master Plan**
  - d 1993 **Josephine Jones Park Master Plan**
  - e 1992 **Jesus Rodarte Cultural Center 10-year Master Plan**
- 2 Within the parks system, plan for the needs of residents through the development of the following categories of parks:
  - a **Neighborhood or Mini-parks:** using the following criteria, develop a neighborhood park to serve residents closest to where they live. Neighborhood parks should serve residents with facilities such as playgrounds, picnic and gathering areas, and walking paths. Neighborhood parks may have area devoted to active play space, but it is not the primary use of the park area
    - i Provide neighborhood parks at a rate of 2 ½ acres per 1,000 population
    - ii Size each Neighborhood Park to a range of 10 – 12 acres of developed area, depending upon the physical attributes of the site, the facilities to be provided, the configuration of any adjacent play area (such as with a school site) and the density of residents within the target service area. Additional land available should be left in a naturalized condition consistent with the City's Open Space system

**ISLAND GROVE REGIONAL PARK MASTER PLAN** – the plan for the future development and improvements for Island Grove Regional Park, adopted in 1992.

**JESUS RODARTE CULTURAL CENTER 10 YEAR MASTER PLAN** – the plan for the fixture development and improvements for Jesus Rodarte Cultural Center in North Greeley, adopted in 1992.

**JOSEPHINE JONES PARK MASTER PLAN** – the plan for the future development and improvements at Josephine Jones Park, adopted in 1993.

**MINI-PARK** – a park that range in size from 0.5 – 5.0 acres in size, intended to serve the immediate residential or commercial area.

**NEIGHBORHOOD PARK** – a park intended to serve a smaller portion of the community, or a neighborhood, ranging in size from 1 to 34 acres.

**OPEN SPACE** – any parcel of land or water which is essentially unimproved and which may include crop land, areas of ecological significance or other natural features.

- iii Locate each park to have a service radius of one to two miles, with an ideal walking distance for most residents of approximately  $\frac{1}{2}$  mile to the park
- iv Locate parks on local or minor collector streets and adjacent to and in conjunction with area drainage facilities and/or elementary schools, whenever possible
- v Parking for the neighborhood park may be accommodated on-street for the most part, if adequate area is reserved for handicap parking and access to facilities. If active play area is included, which is used for organized events that will accommodate or attract users from outside the neighborhood, off-street parking should be provided to minimize the impact to adjacent residential uses. If the site is adjacent to a school or other facility with parking available, efforts should be made to make joint use of such facilities
- vi Sidewalks should be provided at an ample width to generously and safely accommodate a multitude of users. Sidewalks may be adjacent to local streets but should be detached if adjacent to streets carrying higher traffic levels. Whenever possible, sidewalks should be designed to meander through and around the park to add interest, safety and appeal for users
- vii **Mini-parks** may be developed in areas which serve area residents or businesses with passive open area including walking paths, plaza areas and small seating areas. The design of such areas should be sympathetic to the character and use of the immediate surroundings and designed to City standards and consistent with Consumer Product Safety codes. Mini-parks may be sized between  $\frac{1}{2}$  acre to 5 acres in size with a service radius of the immediately surrounding subdivision or commercial/business area accessed from walking paths and sidewalks. Contingent upon design and function, Mini-parks should count as credit toward a required neighborhood park development fees within a well-defined subdivision or development when the park is developed and perpetually maintained by the subdivision or business area. Residents could also request the City establish a maintenance district to support the park, funded by assessments to adjacent

landowners. Mini-parks should be encouraged in Redevelopment Districts as Alternative Compliance to meeting standard open space requirements

- b **Community Parks:** using the following criteria, develop a Community Park to serve residents with such amenities as indoor recreation facilities, athletic complexes or programmed play fields, water sports or other facilities the City cannot practically provide within neighborhood parks due to size or impact to adjacent residential areas
  - i Provide community parkland at a rate of 5 acres per 1,000 population
  - ii Locate each community park to have a service radius of 1 to 2 miles
  - iii Size each park between 30–100 acres depending on the physical attributes of the site, its function and the facilities provided
  - iv Locate community parks on or near arterial or collector roads either in non-residential areas or on the edge of residential areas with the intent of minimizing the impact of organized recreational activities on such areas
  - v Parking for the Community Park may be accommodated with a combination of on-street and off-street parking. Where active play area is included for organized events, off-street parking should be provided at levels to minimize the impact to adjacent residential uses. If the site is adjacent to a school or other facility with parking available, efforts should be made to make joint use of such facilities
  - vi Sidewalks should be provided at an ample width to generously and safely accommodate a multitude of users. Sidewalks may be adjacent to local streets but should be detached if adjacent to streets carrying higher traffic levels. Whenever possible, sidewalks should be designed to meander through and around the park to add interest, safety and appeal for users
- c **Regional parks:** using the following criteria, develop regional parks in a way that allows for their logical and practical distribution. Regional parks are those which serve the community and region with facilities such as outdoor arena space, exhibition facilities, institutional or professional sports associations, lit or unlit fields, moto cross or auto-related events,

**COMMUNITY PARK** – a park intended to serve the entire community, ranging in size from 34 to 100 acres.

**REGIONAL PARK** – a park in excess of 100 acres, intended to serve the community, as well as areas beyond.

equestrian activities, fishing, water sports, and related events which by their nature produce off-site impacts which require sensitive placement, development and use.

- i Develop each park or facility in such a way that it includes sufficient area in which to locate support facilities so that they are compatible with adjoining land uses, including natural features, wildlife or other qualities that contribute to the parks' function; and,
  - ii Configure regional parks or facilities to provide access from arterial or major collector streets
  - iii A Regional Park would typically exceed 100 acres depending on the physical attributes of the site, its function, and the facilities provided
  - iv Locate a Regional Park on or near arterial or collector roads either in non-residential areas or on the edge of residential areas with the intent of minimizing the impact of organized recreational activities on such areas
  - v Parking for the Regional Park should be accommodated with a sufficient amount of off-street parking and provided at levels to minimize the impact to adjacent residential uses. If the site is adjacent to a school or other facility with parking available, efforts should be made to make joint-use of such facilities
  - vi Sidewalks should be provided at an ample width to generously and safely accommodate a multitude of users. Sidewalks may be adjacent to local streets but should be detached if adjacent to streets carrying higher traffic levels. Whenever possible, sidewalks should be designed to meander through and around the park to add interest, safety and appeal for users
- d **Special Use Parks and Facilities:** these park areas are reserved for distinct populations that may be better served by separate facilities and include golf courses, **dog parks**, butterfly gardens, agri-tourism sites, wildlife sanctuaries, **sensory parks**, demonstration gardens with a xeric focus, community gardens and medical healing gardens, and other similar special use areas. Such distinct park and open space areas add interest and appeal to the community when they can be appropriately designed, located and managed (see also HS3A1c)

**DOG PARK** – a park or area within a park specifically designed for the use of dogs and their owners.

**SENSORY PARK** – a park designed to stimulate all five senses (smell, see, hear, touch, taste).

**GREEN WAYS** – a linear open space or natural area or corridor typically used by pedestrians and bicyclists.

- i Undertake an independent study or in conjunction with the Parks and Trails Master Plan update that considers the specific aspects of the development of these special parks within the community.
- ii Include users associated with Special Use Park Facilities in their location, design, development and maintenance

**B Improve the city's visual appeal and economic attractiveness and enhance the community quality of life through planning and development of parkland and open space areas**

- 1 Commensurate with community growth, the City should update plans to assure relevance to expected or planned development and population changes
  - a By 2010 initiate a comprehensive update to the Parks and Trails Master Plan, including a companion component to the link with the Open Space Plan
  - b Review the Annual Growth and Population Projections to determine optimal quantity and locations to serve the community based upon density of development anticipated
  - c Review the growth projections and development plans with other entities which may have facilities with a beneficial and companion relationship to the location of parks, such as drainage systems and school development

**C Coordinate the location of parks to coincide with and complement other beneficial uses**

- 1 Pursue a coordinated effort with area school districts for the joint siting, development and maintenance of schools and parks wherever possible and practical (see also ED1A5f, LU6C1 and LU8A5)

**PR2 GREENWAYS, OPEN SPACE AND ENVIRONMENTAL STEWARDSHIP**

**A Develop greenways as linear corridors that permit public access and community connectivity**

- 1 Explore the use of abandoned rail lines and rights-of-way for linear trail corridors (see also TR1A10 and TR7B3)
- 2 Promote the extension of the Poudre River Trail Corridor to its confluence with the South Platte River



- a Establish linkages with the Poudre River Trail from other area linear trail corridors, such as Sheep Draw
- 3 Review drainage basin master plans and identify opportunities for complementary open space uses as described in this 2060 Comprehensive Plan (see also EN2B7, GR2A2, LU6B1, LU7A1, PR2A3, P2B9 and TR1A10)
  - a Develop a greenway network of undeveloped linear corridors that optimizes multiple uses of drainage ways, assists in their effective maintenance, accommodates trail-oriented recreation, and connects residential areas to the bikeway network and with community activity areas
    - i Formally designate primary greenways along ditches and draws that carry urban storm drainage when those areas can be integrated with the bikeway system and provide i nterconnectivity between neighborhood and community activity areas
    - ii Evaluate area ditches that carry urban storm drainage to determine those that would meet the functions of the greenway system
    - iii Locate improvements within the greenway system in a way as to minimize negative impacts on wildlife habitats and desirable vegetation (see also EN2B6)
- B Identify and secure open space areas as part of a comprehensive strategy to protect, preserve, and enhance natural areas and environmentally sensitive portions of the community**
  - 1 During the subdivision review process identify, locate, and develop secondary greenways as narrow corridors sufficient for bikeways use to provide direct, short links to primary greenways, parks and schools from and through residential developments
  - 2 Preserve area open space and undeveloped areas in accordance with master plan objectives and priorities and which include areas with any of the following attributes:
    - a Contains significant natural features and resources
    - b Provides visual separation from adjacent communities, helping to retain Greeley's distinct identity
    - c Offers outdoor recreation opportunities
    - d Are associated with community entryways (see also CD1A2, EN7C and TR4D)

# Safe places to play Trails & Greenways

- 3 Maintain an inventory of important natural areas for open space acquisition or designation and protection which include, but are not limited to, areas with important wildlife habitat and areas with a high quality of native vegetation and water resources (see also EN1A1, EN2B8, and LU7A1)
- 4 Preserve designated open space in developing areas through site design, development incentives, and related measures and considerations consistent with available zoning and financing tools
- 5 Designate and create open space community buffers in strategic locations to promote Greeley's unique identity
  - a Develop intergovernmental agreements or similar arrangements with other jurisdictions and conservation organizations to acquire open space areas
- 6 Consider options to conserve important area farmland used for crops, such as through agricultural easements, as one option to securing public open space (see also GR2C1b and LU7D)
- 7 Preserve locally significant, high quality natural resource-based recreational areas through designation and acquisition as community or regional parks
- 8 Enhance scenic corridors and designated community entryways through special designations, improvements, and design standards (see also CD3A1a, EN7C, TR4A2 and TR4D)
  - a Cooperate with other jurisdictions in designation, design and installation of entryway improvements
- 9 Complete and implement a basin-wide study that addresses drainage improvements through larger, shared, facilities which could also achieves an attractive, functional community or regional park use (see also CD3B1, EN2B7 and PR2A3)
- 10 Develop minimum standards for acceptance of wetland areas for public open space, greenways, or parks. Consider a requirement for installation of native vegetation for such areas (see also EN2B3)
- 11 Retain floodway and flood plain areas in their natural state whenever possible to augment the park, open space, and greenway system (see also EN5D5&6a and PS2A2)

# Intergovernmental associations park design

**NON-POTABLE WATER** – water that is not suitable for drinking or cooking purposes.

- 12 Promote the use of **non-potable water** for irrigation of park land and open space areas when it is available as a viable alternative to treated water (see also EN2A5)
  - a Design non-potable facilities to complement the surrounding area through sensitive attention to the location, configuration, selection of materials and use of landscaping to blend the facility into the setting in an attractive and appropriate manner
- 13 Support the continued use and development of the Poudre River Trail Corridor for community recreational and open space purposes (see also CD1D5, EN1A2, and LU8A7)
  - a Explore opportunities to expand the trail with open space areas to further protect sensitive natural areas along this corridor
  - b Where the Trail is in proximity to urban areas and uses, promote development with complementary land uses, such as a river walk loop trail near retail uses, to provide another way for residents to enjoy the river corridor
- 14 Actively pursue opportunities for open space development in conjunction with gravel mining operations as part of the mining reclamation process
  - a Make contact with potential gravel mining areas early in the mining review and permitting process to optimize use of the completed gravel site for complementary open space uses as part of the overall Opens Space & Parks & Trails Master Plan and system
- 15 Establish a multi-departmental Open Space Team, including representation by companion citizen boards and community at large members to provide comprehensive interface and coordinated attention to oversee open space planning and management
  - a Explore ways to increase the community's financial means to secure meaningful and perpetual funding to support open space and natural areas acquisition, protection, and development
- 16 Update the Open Space Master Plan to identify areas within the Long Range Expected Growth Area that provide key areas that should be preserved as part of a public open space system

- a Identify a range of funding and other alternatives that will enable implementation of the Open Space program in a way that balances individual property interests while securing important visual and natural areas for public enjoyment
- b Optimize open space opportunities by coordinating land use management with other City functions that may offer complementary objectives (e.g. drainage areas, water acquisitions, Poudre Trail, parks, and trail systems)

**C Provide responsible stewardship of one of the community's environmentally sensitive areas**

- 1 Promote the well-documented economic benefits of parks and open space such as its appeal in attraction of quality businesses and residents, stimulation of redevelopment and revitalization, contribution of tourism dollars, protection of farm economies, method of flood control and support of local natural habitats and areas, and general quality of life appeal
  - a Review practices associated with parks and open space management that may affect area water quality (e.g. use of fertilizers) and modify to minimize harmful consequences of such use (see also EN2B1a and TR1B3)

**PR3 RECREATIONAL FACILITIES AND ACTIVITIES**

**A Promote healthy lifestyles of residents through a continuum of leisure life skills**

- 1 Provide opportunities for residents to learn, develop and participate in fitness and recreational activities to encourage an improved state of health and well-being (see also HS4B5)
- 2 Help address obesity among residents and attempt to lead by example by offering healthy food and refreshment choices as an option in all City-owned facilities (see also ED1E3 and H4B5e-)
- 3 Continue to develop, maintain and expand joint use agreements with school districts, Aims Community College and the University of Northern Colorado to co-locate and maintain recreational facilities in order to maximize taxpayer funds and avoid duplication or lack of facility use or program development (see also ED5A1)

- 4 Enhance the range of recreational options available by continuing the City support offered through its Leisure Services Department to enable community sporting activities and events the ability to grow and expand to levels otherwise not possible if they had to supply the facility and programming infrastructure independently
- 5 Incorporate ADA accessibility standards and services into the design of all recreational facilities and parks to assure that all residents may access such public programs

**B Promote the constructive use of free time and increase the community's appeal**

- 1 Expose the community to the available and varied recreational opportunities through extensive, cooperative and coordinated promotional and education efforts
  - a Consider joint advertising efforts and promotion with other City departments and programs
  - b Continue to work with area employers, organizations and businesses to offer employee benefit activities and services associated with City recreational activities
    - i Consider program or service incentives for employers or agencies who commit support as youth coaches or other program support
    - ii Explore the use of organizational newsletters, publications, and other outlets to promote recreation programs
  - c Explore non-traditional forms of promotion to engage the community in healthy behaviors and the use of community recreational facilities and programs
    - i Consider “celebrity” teams or challenges
    - ii Consider a City “mascot” that may appeal to and engage younger audiences
    - iii Continue to engage local college and high school athletes and sports leaders to act as role models and spokespersons for an “Active Greeley”
  - d Continue to work with the University of Northern Colorado to strengthen leisure and recreational programs, services and participation between the community and college

**C Develop recreational facilities and programs that meet the organized and unstructured leisure interests of its residents and visitors**

**AMERICANS WITH DISABILITIES ACT (ADA)**  
 – adopted in 1990, a civil rights law that prohibits discrimination on the basis of disability.

# Enhance wetlands, drainage ways

- 1 Formulate a **Leisure Services and Facilities Master Plan** to guide the provision and priority of service delivery, capital improvements planning, assess user trends and satisfaction levels, and identify opportunities to enter into intergovernmental agreements and community organizations or private vendors to meet the needs of residents. The Plan should minimally include an assessment of the following components:
  - a An inventory of existing facilities and services
  - b User information (e.g. age, gender, residence, length of time in City programs, and/or similar information)
  - c Participation levels by program or service offered
  - d Cost of recreational services by type of activity
  - e Intergovernmental opportunities for shared facilities
  - f Vendor activity (e.g. concessions, equipment)
  - g User surveys that measure activity and service trends
  - h Forecasts of emerging recreational opportunities and trends
- 2 Identify funding resources, opportunities, and strategies to meet the objectives of the Leisure Services and Facilities Master Plan regarding facilities as well as programming
  - a Continue to conduct assessments among parks and recreational facilities in the region to ascertain costs charged for similar services when setting a fee schedule. Balance the local economic profile of residents, competitive charges for similar programming, and the cost of service delivery when setting fees
- 3 Support recreational activities for youth which teach leisure life skills and provide construction opportunities for free time, in both organized and unstructured activities
  - a Continue to solicit volunteers to coach youth sports programs to promote positive role models for youth
  - b Continue to support **Girls of Tomorrow** programs that provide young girls with exposure to life choices and support good decision making skills
  - c For all youth, provide after-school tutoring and recreational programs that offer active play and constructive outlets for youth support and academic achievement

#### **GIRLS OF TOMORROW**

– a recreation program that promotes self-confidence, leadership, community responsibility, and accountability for young women.

#### **LEISURE SERVICES AND FACILITIES MASTER**

**PLAN** – a proposed master plan to prioritize and guide the use of the City's leisure facilities.



- 4 Utilize recreational programming to facilitate youth leadership, support prevention of juvenile concerns and encourage parental involvement, and promote youth advocacy through community partnerships
  - a Regularly review existing programs and opportunities to provide after school, weekend, and special recreational and social programs for youth
    - i Specifically focus on programming to address gaps in organized youth activity for school age youth that exist between school and City recreational programs
    - ii Seek ways to accomplish a continuum of youth support activities to maintain a supportive environment that promotes continued personal development and achievement
    - iii Support collaborative efforts between the City, School Districts and other community organizations to support youth development
  - b Fully support outdoor leadership development for all ages of participants and particularly for at-risk youth
    - i Continue collaborative programming with groups such as the Rocky Mountain Nature Association
    - ii Continue arts and music collaboration with UNC, School District No. 6 and other private partners in support of after-school programs for youth

**Thoughtful, creative  
Connect the trails**

# 2060 Comprehensive Plan

## Public Safety

“Quick, call a cop!” as the movie quip goes is a fairly accurate reflection of the level of responsiveness expected by community members relative to public safety.

Government exists to serve and protect the “health, safety, and welfare” of its citizens. Rules and regulations are crafted to describe how land can be developed, where and how structures can be built, and how community members must behave in order to maintain order and a civilized society.

Much has dramatically changed America’s attitude and priorities in the last decade related to public safety: 9/11, Hurricane Katrina, Rhode Island nightclub fires, domestic terrorism, and, closer to home, a tornado and record-breaking snow storms. In such catastrophic events, community members rely on local government to respond by providing basic safety and protection. The continuity of governmental services during difficult times offers reassurance that essential services are in place to respond to basic community concerns and needs.

Even in less raucous times, residents continue to look to government to address “broken windows” and other types of nuisance conditions which if, left unchecked, can unravel neighborhoods and lead to more difficult community safety situations.

The ability to anticipate, prevent and manage crime; minimize threats to property; and minimize damage from environmental hazards all contribute to the perception of public safety.

In addition to promoting the security and well-being of its residents, the perception of a safe community carries a powerful economic impact in the form of a community’s image to those outside the area considering new business locations or a community in which to live.

*I’m convinced that every boy, in his heart, would rather steal second base than an automobile.*

– Tom Clark



**I.**  
**PUBLIC SAFETY CHAPTER**  
**INTRODUCTION & PERSPECTIVE**  
**TABLE OF CONTENTS**

Past.....	3
- Law Enforcement.....	3
- Fire Rescue .....	3
- Hazards .....	3
Present.....	4
- Law Enforcement.....	4
- Table PS1- City of Greeley Major Crimes, 2006 .....	4
- Table PS2 - City of Greeley Police Calls, 2003.....	5
- Table PS3- City of Greeley Traffic Accidents, 2003 .....	5
- Table PS4 - City of Greeley Criminal Arrests, 2003 - 2007 .....	5
- Table PS5 University of Northern Colorado Major Crime Statistics, 2003.....	6
- Fire & Rescue .....	7
- Table PS6- UCFRA Response Activity, 2003 - 2007 .....	7
- Hazards .....	7
Patterns.....	8
Progress .....	8
Potential.....	9
Promise.....	9

**SENSE OF WELL-BEING**  
**Emergency Response**

## Introduction & Perspective

### Past

#### **Law Enforcement**

Greeley had its first law enforcement officer in Constable Samuel. B. Wright, who served from 1871 – 1873. It was under his term in 1871 that a wire fence was installed around the community. The fence consisted of 50 miles of smooth wire and cost \$12,000 to build. It was intended to keep open range cattle out of town, but area farmers and ranchers liked to think that the fence kept the “saints” inside the community and the “sinners” out, since Greeley was one of only three temperance communities in the United States at that time. A gate and keeper controlled access into town on the south side, but after nearly 20 years, most farmers and ranchers had installed fences around their own holdings, so the original fence, which had fallen into disrepair, was removed.

#### **Fire & Rescue**

The City of Greeley hired its first professional fire fighters and created the Fire Department in 1913, after relying on volunteer hose companies before that time. The push to create the department came from Henry T. West, one of Greeley’s original colonists who had come from Chicago. West knew about the devastating fire of 1871 that destroyed downtown Chicago and he saw the need for fire protection in Greeley. The fire station at this time was located at the rear of City Hall, at the corner of 7<sup>th</sup> Street and 9<sup>th</sup> Avenue. “Modern” fire fighting equipment, which included a fire truck, was in use at that time. The first three-story apartment building and multi-story dorms on the UNC campus, were constructed in the 1960s. By 1968, the Fire Station and City Hall were demolished so a new Civic Center could be built on the site. In 1997, the Union Colony Fire Rescue Authority (UCFRA) was created through an Intergovernmental Agreement that merged the City of Greeley Fire Department and the Western Hills Fire Protection District. Today, seven fire stations are distributed throughout the community.

#### **Hazards**

On May 21, 1904, the “big flood” of the Cache la Poudre River hit Greeley. A bridge across 8<sup>th</sup> Street was washed out, as were the railroad tracks in town. Crops suffered extensive damage as water flowed through town reaching one foot in depth. Estimated losses from this flood were \$1 - \$3million – the approximate equivalent in today’s money of \$150 - \$450 million. Other major floods occurred in 1905, 1922 and 1965. The flood of 1965 lasted from early June through late July, as rains continued throughout the months of June and July. Spring of 1983 saw another flood of the river, which started at the end of May and continued to nearly the end of June.



*Your own safety is  
at stake when your  
neighbor’s house is  
ablaze.*

– Horace

## Present Law Enforcement

Today, the Greeley Police Department has grown to nearly 300 sworn and non-sworn positions. The department is made up of three divisions: Patrol, Support Services, and Information Management. The Patrol Division includes traffic enforcement and accident investigation; parking enforcement; special operations (bomb disposal, hostage negotiation, hazardous devices disposal, SWAT); neighborhood action; special programs; and animal control. The Support Services Division is primarily a non-uniformed division and includes criminal investigations, Weld County Drug Task Force, property/fiscal management, personnel training, and evidence functions. The Information Management Division manages records for Greeley and other area law enforcement agencies (Weld County Sheriff, Ault, Johnstown, Kersey, and Milliken Police Departments), as well as managing the Weld County Regional Communications Center, which handles nearly 500,000 emergency telephone calls annually. The City's new Police Station was built on the former K-Mart site on West 10<sup>th</sup> Street and was the recipient of a 2008 Community Design Award for its innovative and attractive design.

Table PS1 compares crime statistics for 2006 and 2007 for major crimes in Greeley. Other crime statistics are available on-line from the **National Incident Based Reporting System (NIBRS)**. Some categories on the table below have been consolidated from the data available on NIBRS. Overall, major crimes have been trending downward over the past several years.

Table PS1– City of Greeley Major Crimes, 2006 - 2007		
Crimes	2006 Total Cases	2007 Total Cases
Homicide	3	6
Rape	54	50
Robbery	50	48
Aggravated Assault	364	324
Burglary	851	718
Larceny/Theft	3,175	2,619
Motor Vehicle Theft	319	255
Arson	30	17
Vandalism	1,845	1,478
<b>TOTAL</b>	<b>6,691</b>	<b>5,515</b>

Source: Greeley Police Department

The number of calls to the Police Department has been trending downward, after a fairly large increase in the number of calls between 2003 and 2004. Even though the population has been increasing, the combined effect of a reduced number of calls has resulted in a lower number of calls per 1,000 residents. This means that the Police Department response has kept pace with community growth.

**NIBRS – NATIONAL INCIDENT BASED REPORTING SYSTEM**  
– an incident-based reporting system, created by the FBI, used by law enforcement agencies in the United States for collecting and reporting data on crimes.

Table PS2 – City of Greeley Police Calls, 2003 – 2007					
	2003	2004	2005	2006	2007
<b>Number of Calls</b>	54,253	58,123	58,593	58,302	57,885
<b>Calls per 1,000 residents</b>	653.7	678.5	666.0	647.5	619.8
<b>Population</b>	<b>83,130</b>	<b>85,661</b>	<b>88,108</b>	<b>90,041</b>	<b>93,386</b>

Source: Greeley Police Department

The number of traffic accidents in Greeley has been declining, as have the number of injuries and fatalities. As commuting patterns have increased over the past several years, with greater numbers of people driving among the communities of Northern Colorado an increase in accidents would be expected; however, increased traffic enforcement by Greeley police officers has actually reduced the number of serious accidents

Table PS3– City of Greeley Traffic Accidents, 2003 - 2007					
	2003	2004	2005	2006	2007
<b>Total Accidents</b>	3,510	3,512	3,360	2,930	2,814
<b>Total Accidents with Injuries</b>	435	427	405	229	114
<b>Total Number of People Injured</b>	641	618	557	303	155
<b>Total Accidents with Fatalities</b>	4	14	5	2	3
<b>Total Number of Fatalities</b>	4	16	5	2	3

Source: Greeley Police Department – statistics include all traffic accidents

Total criminal arrests for all crimes in Greeley were lower in 2005, but took a fairly significant increase in 2006 and again in 2007. Increased aggressive enforcement contributed to an increased arrest total.

Table PS4 – City of Greeley Criminal Arrests, 2003 - 2007					
	2003	2004	2005	2006	2007
<b>Adults</b>	5,350	5,227	4,723	5,744	5,994
<b>Juveniles</b>	1,317	1,129	920	984	1,142
<b>TOTAL</b>	<b>6,667</b>	<b>6,356</b>	<b>5,643</b>	<b>6,728</b>	<b>7,136</b>

Source: Greeley Police Department

The University of Northern Colorado, founded in 1889, has its own Police Department – UNCPD - which employs 14 full-time, sworn officers who are responsible for law enforcement on the UNC Campus. Mutual aid agreements with the City of Greeley and City of Evans extend their jurisdiction off-campus. Crime prevention is emphasized through a comprehensive crime prevention program based on



eliminating or minimizing criminal opportunities, while encouraging those on campus to be responsible for their own security, as well as the security of others. UNC and Greeley officers work closely together on specific safety and enforcement projects.

UNC major crime statistics, listed on Table PS5 , show a spike in the number of burglaries in 2006, and decreases in motor vehicle thefts and in the number of sex offenses since 2004 and 2005. Other crime data from the UNC Uniform Crime Report is available on-line. Notable declines in theft, vandalism, traffic accidents, harassment, and disturbances have occurred over the past five years, while simple assault, drug offenses and liquor law violations have increased during this same time period.

	<b>2003</b>	<b>2004</b>	<b>2005</b>	<b>2006</b>	<b>2007</b>
<b>Homicide</b>	0	0	0	0	0
<b>Robbery</b>	1	0	0	1	1
<b>Aggravated Assault</b>	1	1	0	1	0
<b>Burglary</b>	16	21	20	48	23
<b>Motor Vehicle Theft</b>	4	3	6	8	6
<b>Sex Offenses (all types combined)</b>	5	11	10	6	4

Source: UNCPD website

Aims Community College contracts with the Weld County Sheriff's Office to provide two officers to cover the Greeley and Downtown Greeley Campus, as well as the Flight Training Center at the Greeley-Weld County Airport and campuses in Loveland and Fort Lupton. Between Fall Semester of 2004 and the end of Spring Semester of 2007, two burglaries and one motor vehicle theft were the only crimes reported at any Aims Campus and these were at the Greeley Campus. Crime statistics for Aims are prepared annually in the Uniform Campus Crime report.

The City created the Neighborhood Resources Office (NRO) in 2002. The staff of the NRO offers a number of programs and events to assist neighborhoods, including Community Mediation; Council of Neighborhoods; Community Gardening; Neighbor Labor; and Block/Clean-Up Party Kits. In 2007, the NRO staff worked with 31,274 residents – or about one-third – of Greeley's population in some type of neighborhood association. The Neighborhood Building Blocks program (NB2), created in 2002, helps neighborhoods develop a future vision, empowers them to work pro-actively, and provides a coordinated City response to complex issues. The NB2 Team is made up of representatives of 12 City departments that work together to solve neighborhood problems. Programs offered by the NB2 team include Action Alert (City response within 48 hours to address property maintenance, alleged crime, traffic and neighbor disputes); Operation

Safe Stay (crime prevention program for local hotels and motels and apartment complexes); and the Great Neighborhoods Program, which pairs the “eyes and ears” approach of crime watch with the structure of neighborhood or property owner organizations to address crime, code enforcement, traffic and other neighborhood concerns. The Police Department’s Neighborhood Action Team officers have made major contributions to NB2 efforts.

### **Fire & Rescue**

The UCFRA has 111 employees and is responsible for an area nearly 50 square miles in size. The Authority has four divisions: Administration, Emergency Preparedness, Community Services (construction and inspections, code enforcement, public education and information), and Operations (emergency medical response, fire emergency response, hazardous materials response, technical rescue response, water rescue response). In recent years, the UCFRA has seen a surge in the number of medical and “other” calls, while the number of fire calls has declined, as noted in the table below. “Other” calls include calls made for assistance in moving or transporting individuals; vehicular fires; smoke, odor or spilled fluid investigations; and other miscellaneous activity. The UCFRA conducted 2,858 site inspections in 2007 and had public education contacts with nearly 5,800 residents.

Table PS6– UCFRA Response Activity, 2003 - 2007						
	2003	2004	2005	2006	2007	TOTAL
Medical	5,160	5,026	5,205	5,554	5,973	26,918
Fire	341	311	296	360	305	1,613
Other	1,578	2,064	2,318	2,634	2,637	11,231
<b>TOTAL</b>	<b>7,079</b>	<b>7,401</b>	<b>7,819</b>	<b>8,548</b>	<b>8,915</b>	<b>39,762</b>
% Increase	12.3%	4.5%	5.6%	9.3%	4.3%	7.2% (average)

Source: UCFRA 2007 Annual Report

### **Hazards**

As a result of the flooding that has occurred in Greeley along the Cache la Poudre River, the City has done a significant amount of flood plain mapping and planning to try to avoid some of these disasters of the past. Drainage basins in the community have also been studied and mapped to better plan for development in proximity to these areas.

Emergency and disaster preparedness is coordinated between the City of Greeley and Weld County in a variety of ways, including the joint housing of offices, shared “table-top” training exercises with local officials and a host of related services. This proved its value with the 2008 tornado that impacted west Greeley and the Town of Windsor. Dispatching emergency response and support quickly aided in minimizing further catastrophe and facilitating the recovery process. In addition to weather events, emergency preparation also considers the potential for health emergencies, such as would occur with a

*Don't learn safety  
rules simply by  
accident.*

– anonymous



pandemic event, as well as terrorism and matters related to Homeland Security.

### **Patterns**

- Emergency response services continue to be delivered in an efficient and collaborative manner, but as Greeley continues to grow, close attention to how this growth occurs must be paid to ensure that service delivery levels are maintained
- The number of calls placed to emergency service providers for non-emergencies is increasing. Improved education can lead to a lower numbers of calls for events and activities that are not an emergency
- Citizen conduct and an unwillingness to take personal responsibility have resulted in the need for creative programs to address these problems. Combined with support and prevention programs, positive results can be seen in deterring and preventing criminal behavior
- The number of traffic violations continues to increase with growth
- Many foreclosed homes are vacant and offer a target for graffiti and other property damage. This creates a negative perception of neighborhoods, as well as the community
- The programs of the Neighborhood Resources Office and NB2 are reaching an increasing number of residents and have a positive effect on neighborhoods

### **Progress**

Since the adoption of the 2020 Comprehensive Master Plan in 2000, many of the action steps of the 2020 Plan have been accomplished, or are in process. The following “Report Card” summarizes some of the key accomplishments. The full Public Safety report card can be found in the Appendix of this document.

- Upgrade of 911 service to E-911 which permits emergency dispatchers to more quickly send needed help to the correct location
- Mutual Aid and Intergovernmental Agreements with area municipalities and agencies have been established for the delivery of emergency services and training
- Creation of City’s Neighborhood Building Blocks Program (NB2), including an expanded Neighborhood Watch program
- Construction of Fire Station #7, relocation of Fire Station #3, upgrade to Fire Station #1
- Construction of new Police Station
- Greater transparency in data, much of which, is now available on-line
- Additional personnel added to the Greeley Police Department

# **Community partnerships Free from Fear**

## **Potential**

The following Public Safety Themes were identified to create a vision of a 2060 Greeley to include:

- Sense of Well-being
- Emergency response
- Protection
- Education & awareness
- Preparedness
- Prevention
- Sense of security
- Community partnerships
- Free from fear
- Environmental hazard protection
- Safe buildings
- Safe property
- Well integrated systems
- Effective communication
- Comfortable
- Community ownership
- Continuum of services
- Safeguards
- Mediation
- Healthy expectations
- Consequences

## **Promise**

A safe community which attends to and minimizes risks

*Don't ever take down  
a fence until you  
know why it was put  
up.*

– Robert Frost



## II.

### PUBLIC SAFETY CHAPTER

#### GOALS, POLICIES, OBJECTIVES & ACTIONS

#### TABLE OF CONTENTS

GOAL .....	12
OBJECTIVES .....	12
<b>PS1    EMERGENCY RESPONSE.....</b>	<b>12</b>
A    Provide emergency services in the form of police, fire and medical aid in a comprehensive, coordinated and responsive fashion commensurate with community growth and development.....	12
B    Minimize loss of life and property from accidents, hazardous incidents, crime, and other threats to well-being.....	14
C    Respond to emergencies in such a manner that maintains competitive rates for insurance and sustains a community-valued quality of life standard.....	15
D    Protect citizens and businesses from dangerous situations.....	17
<b>PS2    COMMUNITY DESIGN, DEVELOPMENT,           AND CRIME PREVENTION .....</b>	<b>17</b>
A    Develop the built environment in such a way that is safe, aesthetically pleasing, and livable.....	17
B    Increase a positive public perception of Greeley as a safe place to live, work, and play and deter opportunities for criminal and undesirable actions .....	20
<b>PS3    CITIZEN CONDUCT .....</b>	<b>21</b>
A    Promote activities and programs which reinforce citizen responsibility for community and personal well-being.....	21
B    Address behaviors that disregard public safety of others or property .....	22

	C	Support efforts to engage residents and businesses in resolving conflicts in a pro-active and sustained manner .....	22
<b>PS4</b>		<b>SUPPORT, ENFORCEMENT, AND PREVENTION.....</b>	<b>23</b>
	A	Focus on and support actions which support constructive behaviors and deter undesirable activity .....	23
	B	Take actions to minimize more serious conditions or level of response needed to address threats which impede community and individual safety.....	24

# Safe property Effective WELL INTEGRATED SYSTEMS



## ◆ PUBLIC SAFETY ◆

**GOAL:** Achieve and sustain the reputation as a safe, vibrant, and healthy community which minimizes risks to its residents and commerce through coordinated, assertive, and practical means with a strong emphasis on hazard and crime prevention

### OBJECTIVES

#### PS1 EMERGENCY RESPONSE

- A Provide emergency services in the form of police, fire and medical aid in a comprehensive, coordinated and responsive fashion commensurate with community growth and development**
- 1 Emergency services should continue to be dispatched from a single, coordinated point to provide residents and businesses with the easiest, most effective and efficient response to calls for assistance
  - 2 Foster continued relationships with adjacent jurisdictions and other governmental entities, such as the University of Northern Colorado, Aims Community College, and School District No. Six, to provide coordinated response to emergencies, as well as mutual aid response to high impact events
    - a Expand communication to the Windsor, Eaton, Kersey and Milliken School Districts which are either within Greeley's existing corporate or Long Range Expected Growth Area
    - b Continue and expand community disaster preparedness training to encompass a large-scale exercise that includes all community partners who have a role in providing continuity of services during such occurrences
  - 3 Continue the prompt and systematic method of transferring jurisdictional responsibility for emergency service provision upon annexation of property to Greeley to avoid duplication by response agencies as well as taxation of land owners for such services
    - a Review the process by which Emergency Dispatch Services are made aware of annexation and changed jurisdictional responsibility
    - b Provide a consistent means to advise landowners of changed contacts for emergency and other public safety matters as well as the process by which that adjustment is formally accommodated through annexation

- 4 Continue to provide complete annexation impact reports that describe service capabilities, timing and cost for emergency services in evaluation of the annexation of new land into the City. Notwithstanding the conditions under which the Strategic Employment Development Corridor and other defined industrial primary employment and other business parks are developed, the City should:
  - a Promote the development of land in a contiguous, reasonably dense manner to allow for cost effective and responsive emergency services (see also CD1D3, LU1A6, and RE2B2)
  - b Prioritize and incentivize infill and redevelopment over new growth in order to achieve an effective return on the community investment in capital facilities.
- 5 Where cost effective and mutually beneficial for all parties, pursue intergovernmental agreements and contracts for services with other jurisdictions and governmental entities where duplication in emergency response service, capital improvements or equipment can be avoided and/or where the unique capabilities of the service or equipment needed is more effectively provided through a coordinated source. Examples of such services could include, but not be limited to: crime laboratory services, hazardous material equipment, firearms range, fire training facility, search and rescue, and water rescue and recovery
  - a Audit the costs and benefits accrued from standing cooperative agreements with other agencies on an on-going basis
  - b Regularly review auto-aid and mutual aid agreements to assure that they remain reciprocal and practical given community growth, demographics and available resources
- 6 To the extent practical and cost advantageous, establish cross- training of emergency service personnel in order to maximize opportunity to protect life and property in crisis situations
- 7 Promote a well-informed public related to local and regional emergency response protocol and services
  - a Publish and distribute an annual Emergency Response Community Guide to inform residents and businesses of emergency protocol in the event of an area emergency. Such a guide should also describe actions community members should be prepared for and take in such circumstances to facilitate effective emergency response and better protect their own well-being

- b Expand current home and safety guides to include community emergency preparedness and work with community entities and partners to promote good access to such information by all residents and businesses

**B Minimize loss of life and property from accidents, hazardous incidents, crime, and other threats to well-being (see also HS4A5)**

- 1 Provide regular education and training to citizens and businesses to enable educated lay parties to initiate appropriate emergency and medical response until professional response is on scene
  - a Use available communication and media resources, such as local newspapers, radio, municipal and linked websites, local television and other recorded means to provide citizen emergency response tips
  - b Expand the training offered to Neighborhood Watch Block Captains and HOA representatives to include emergency preparedness
  - c Continue to recognize the efforts and contribution of citizens who respond appropriately and effectively to crisis situations thereby making the community as a safe and more caring place in which to live (see also HS4A5)
  - d Continue to utilize Emergency Medical Dispatch to provide guidance and support to callers to enable them to render aid until emergency personnel can arrive on scene
- 2 Commensurate with population growth, and/or the city's geographic expansion, continue to work closely with other City departments to identify locations and other capital improvements needed to provide emergency response throughout the community in an effective and responsive manner. Such efforts should include, but not be limited to:
  - a Strategic location of and timing of new fire station construction, equipment and staffing
  - b Assure adequate fire flow and infrastructure is in place to respond to fire emergencies throughout the community
  - c Clear addressing of properties and street sign maintenance to assure effective dispatch and response to calls for service
  - d Regular evaluation of police patrol beats and staffing based upon density of development and calls for service

- e Review the effectiveness of communication equipment and systems to respond to community emergencies

**C Respond to emergencies in such a manner that maintains competitive rates for insurance and sustains a community-valued quality of life standard**

- 1 Continue to work closely with the development review process to identify areas or project design which could hinder emergency response in the form of access, traffic flow, building design or use, or site layout (see also CD3A3)
- 2 Regularly review and maintain building and fire codes that address fire and structural safety consistent with insurance rating standards
- 3 Maintain the following standards for emergency response:
  - a Fire Response: locate fire stations to service a nine square mile area or in such a way to achieve emergency response within five minutes or less from the time of dispatch, with the area served dependent upon the density of land use or fire hazard potential
    - i Strike an appropriate balance between fire station location, apparatus and personnel protection with built-in automatic fire systems. The Municipal Code emphasizes private sector self-protection through building and site design and construction, including the use of sprinklers in industrial, commercial, multi-family and other limited residential applications. Industry standards are expected to expand sprinkler requirements to include most residential applications in the near future
    - ii Cross-train personnel to assure an effective response to a wide array of emergencies in the most cost-effective manner. Training expectations include fire-fighting, emergency medical training, hazardous material response, rescue training for vehicles, and ice and water emergencies; and,
    - iii In addition to fire suppression, prevention and rescue services, fire personnel also provide Basic and Advanced Life Support services as initial responders to emergency situations

- b Police Services: maintain a system which prioritizes calls for service in terms of threat and imminent danger or harm and sets a goals for response time based upon such priority
  - i When considering the most effective delivery of police services to the community, consider variables that impact law enforcement response such as: demographic features including population density, characteristics of the population, and economic influences, crime patterns/trends, expectations of the community, business and industry and also educational institutions, and type of policing and special programs that can be offered
  - ii Sustain the most visible element of police protection as the mobile delivery of service through patrol officers and beats. Develop measurable thresholds that project when additional resources will be needed to sustain the community's expected level of service
  - iii Continue to engage community residents and businesses in crime prevention and outreach partnerships through "**community-oriented policing**" initiatives, such as Neighborhood Watch, Neighborhood Building Blocks, youth recreational and educational clinics, and related programs
- c Emergency Medical Response: continue to provide a seamless continuum of Basic and Advanced Life Support services commencing with initial fire-fighter support response at the scene of an incident, and transfer them and being managed at the paramedic level, including transport to a hospital for further treatment, as needed. The multi-tiered emergency medical services allows patient care to be provided effectively and efficiently with progressive degrees of life support and medical response by the most appropriate responders in a timely way and to the maximum benefit of the consumer
- d To the degree practical, explore options to minimize excessive noise from air and rail traffic warning whistles and to use sirens judiciously in responding to emergency calls (see also EN3B2a)

**COMMUNITY-ORIENTED POLICING** – a policing strategy and philosophy based on the concept that community interaction and support can help control crime.

**D Protect citizens and businesses from dangerous situations**

- 1 Through this 2060 Comprehensive Plan adopt the **Emergency Operations Plan**, as administered through **Union Colony Fire Rescue Authority**, which describes governmental and community response roles related to natural and community-wide disasters and incidents
  - a Regularly review the types of incidents (e.g. Acts of Nature, Pandemic events, Terrorism, etc.) and appropriate response levels to each type of occurrence to assure strategic preparation, deployment and efficient use of public resources
  - b Train and maintain the City's workforce emergency preparedness level through accepted standards such as the **National Incident Management System (NIMS)** and practice preparedness on a regular basis to maximize response effectiveness
  - c Maintain the level of training and preparedness as recommended by the federal Homeland Security Office to provide community safety at levels deemed to be "best practices" and to qualify the City to access to emergency preparedness and response funding grants and services
  - d Focus preparedness on the goal of "continuity of government operations" to allow the basic services required by residents to be available in times of emergency
  - e Continue to convene informal service provider networks, such as the Urgent Responders Cooperative, to complement coordination of communication related to common community response needs
  - f Regularly communicate with residents about disaster preparedness, particularly with seasonal awareness of potential incidents

**PS2 COMMUNITY DESIGN, DEVELOPMENT, AND CRIME PREVENTION**

**A Develop the built environment in such a way that is safe, aesthetically pleasing and livable**

- 1 Mixed land uses should be promoted in community development in order to integrate a variety of housing, commercial, employment, and recreational uses which may lessen the time residents spend away from their neighborhoods and, as a result, reduce opportunities for crime to occur (see also CD1D3, LU5B2, and RE2B3)

**EMERGENCY OPERATIONS PLAN** – an officially adopted set of procedures to follow in the event of a local emergency condition, such as from a significant weather event or transportation disaster.

**NATIONAL INCIDENT MANAGEMENT SYSTEM (NIMS)** – a system used in the United States, through its Homeland Security Department, to coordinate emergency preparedness and incident management among various federal, state, and local agencies.

**UNION COLONY FIRE RESCUE AUTHORITY (UCFRA)** – the fire and rescue agency serving Greeley and the surrounding area.



- 2 Minimize the potential for property damage and risk to life by disallowing development with **floodways** and limiting development within **flood plains**, except uses which are compatible with the natural tendencies of these areas such as open space and recreation (see also EN2B8, EN5D5 and PR2B11)
- 3 Maintain adequate building and land use setbacks and site design standards relative to oil and gas development to limit public exposure and property improvements from risk in the case of explosion or fire (see also EN5C1b and GR3D1)
  - a Allow for Alternative Compliance, such as the construction of blast walls or other engineering solutions, which allow the equivalent level of safety as provided by the designated setback standards to allow more productive or attractive surface area development
- 4 Minimize citizen exposure to hazardous materials
  - a Update and thereafter regularly maintain a Hazardous Materials Route which directs the movement of trucks and vehicles transporting hazardous materials to and thorough the community in a safe and appropriate manner (see also EN5F2&3, HS4B2, TR2B4b, and TR4B2)
    - i Provide adequate street signage that identifies the designated route
  - b Promote the proper handling and disposal of household hazardous wastes (see also EN5F3)
  - c Work with other community agencies to alert residents to common household hazards such as lead-based paint, radon, carbon monoxide and asbestos (see also EN5F3 and RE1B2)
    - i Coordinate with such agencies to provide community education on proper response to such hazards
    - ii Provide responsive contacts to which residents and businesses can report the improper or illegal disposal of hazardous materials
  - d Provide community information on the personal and property hazards associated with the use of methamphetamine, including regulatory requirements for its abatement in a structure, once discovered

**FLOOD PLAIN** – an area which is adjacent to a stream or watercourse and which is subject to flooding as a result of the occurrence of an intermediate regional flood and which is so adverse to past, current or foreseeable construction or land use as to constitute a significant hazard to public health and safety or to property. This term includes but is not limited to, mainstream flood plains, debris fan flood plains and dry wash channels and flood plains.

**FLOOD WAY** – the channel of a river or other watercourse and the adjacent land areas that shall be reserved in order to discharge the base flood without cumulatively increasing the water surface elevation more than one (1) foot.

- 5 Maintain development standards which define construction parameters in areas with slopes and hillsides in order to assure soil and structure stability and safety (see also EN5D2)
- 6 Use site design techniques to provide clear indication of places which are restricted from public access to prevent use of areas in manners which are inappropriate or unsafe
- 7 Enhance public safety through the use of signage, information kiosks, lighting and other means to inform and direct the public to destinations in a straightforward and efficient manner (see also TR4D2c)
  - a Enforce requirements to post property addresses in a clear manner to aid emergency response
  - b Develop a system of common, integrated and well- designed way-finding signage to major public or quasi-public community destinations
  - c Inspect street signage and lighting on a regular basis to assure maintenance is adequate, that signs remain legible and lights operable
    - i Familiarize residents with the method to report problem signs and lights to facilitate their proper maintenance
- 8 Support development patterns which encourage constructive interactions with others to promote the opportunity for neighbors and businesses to mutually support common neighborhood interests such as hazard and crime prevention (see also CD1D6, CU2C1a and CU4A2)
- 9 Through the annual Capital Improvements Plan, identify City infrastructure needs for funding and development related to safety in order to maintain and keep pace with growth and redevelopment. Improvements could include such items as new fire station construction, drainage and flood plain improvements, and sidewalk and traffic management
  - a Periodically review fees to assure they keep pace with the actual cost of development
  - b Consider Alternative Compliance for public infrastructure installation by private development where mutual benefit is realized with new construction or redevelopment
- 10 Maintain City standards and procedures related to the effective method of roadway, rail and air traffic management related to emergency and weather conditions (see also TR2B5)

# Healthy expectations Consequences

- a Continue a strong community awareness program of emergency snow routes and associated parking restrictions, regulations related to snow shoveling of sidewalks and volunteer programs to assist those unable to reasonably manage such requirements
- 11 Support traffic calming methods through street design, by narrowing streets and providing visual references to help slow traffic, such as with medians and street trees, to prevent accidents (see also CD2A5 and TR4E)
- 12 Design public improvements and furniture, such as bus shelters, parking lots, and bike storage areas with attention to security through such means as visibility, lighting, and related measures to encourage use and minimize opportunities for criminal behavior (see also CD2A5, CD3A2, CD3C1, and TR5B2)
  - a Encourage businesses and home owners to attend to security issues through thoughtful site design and improvements
- 13 Provide ample and safe sidewalks within and interconnected between developments to direct walkers and limit vehicle/pedestrian conflicts (see also TR1A3)
- 14 In the development of property, prevent conflicts which could arise with mature landscaping and design such installations to avoid obstruction in the future, while maintaining appropriate site plantings to meet the objectives of this 2060 Plan
- 15 Work with utility companies to place service boxes in locations which do not compromise clear line-of-sight for pedestrians and motorists while considering safe utility service and maintenance operations (see also CD3C3)
- B Increase a positive public perception of Greeley as a safe place to live, work and play and deter opportunities for minimal and undesirable actions**
  - 1 Identify top areas of concern by residents and businesses within Greeley and throughout the region related to Greeley's safety and behaviors of its residents related to criminal or unsafe activity.
    - a Assess the actual rate of occurrence of such activities

- i Communicate and, where applicable, correct misperceptions to educate residents and businesses
    - ii Provide a realistic basis for the level of safety present in the community
  - b Use this **social norming** framework to properly reflect community and environmental conditions and reinforce desired behaviors
  - c Using law enforcement and emergency response data and community perceptions, employ a strategic response to address areas of greatest concern and threat
- 2 Utilize a wide variety of community data and police response activity to understand and analyze crime trends and patterns to strategically and effectively deploy resources to curtail criminal activity and its victims
  - 3 Use a wide range of strategies to thwart undesirable activities including a well-informed community population that reduces its risk to be a victim of crime by prudent protection of property and personal behaviors (see also PS3)

### PS3 CITIZEN CONDUCT

#### A Promote activities and programs which reinforce citizen responsibility for community and personal well-being

- 1 Support and promote the continued operation of programs related to “**restorative justice**” which provide a venue through which victims of crime may meet with perpetrator(s) to confront and resolve unaddressed impacts experienced from the crime
  - a Utilize the City’s existing mediation program to explore the concept of Neighborhood Councils to facilitate restorative justice when the crime involves a group of individuals in a neighborhood, such as with graffiti or vandalism
- 2 Continue to work with the University of Northern Colorado, Aims Community College and local school districts and other educational facilities related to expected behaviors associated with a “**code of conduct**” to be adhered to by students
  - a Work with area school districts to promote opportunities to access driver’s education through that setting to encourage well-informed, educated and courteous drivers
  - b Continue to explore options to retain middle and high school students on campus during

**CODE OF CONDUCT** – a set of rules outlining the responsibilities or proper practices of an individual or organization.

**RESTORATIVE JUSTICE** – a program in which crime victims can meet with their perpetrators in an effort to resolve the impacts experienced from the crime.

**SOCIAL NORMING** – the rules used to determine or set appropriate and inappropriate values, beliefs, attitudes and behaviors.

lunch hours to lessen excessive traffic activity and violations attributable to this age group and disruption to businesses and neighborhoods while students are not in class during the school day

- c Continue and expand the “Good Conduct” class option for violators of the City’s noise ordinance to promote more conscientious behaviors by students and other residents who have interfered with the quiet enjoyment of neighborhoods through disruptive noise

- 3 Increase accessibility to driver’s education to new drivers, immigrants and visitors from other countries, as well as those with repeat offenses, or when the changing health status and response time of the driver suggests a review of continued driving ability is in order

**B Address behaviors that disregard public safety of others or property**

- 1 Address chronic violators of the Municipal Code in a way that graduates attention and punitive actions to their behaviors which repeatedly and negatively impact others and consume a disproportionate share of code and law enforcement attention
  - a Consider adoption of a “**public nuisance**” ordinance that addresses chronic offenders through enhanced tracking of offenses and escalating consequences
  - b Continue the devices to restrict the freedoms of those who pose a risk to themselves and others as a result of their continued behaviors (such as ankle monitors for alcohol abuse)
  - c Continue aggressive law enforcement interdiction of criminal behavior by gang members

**C Support efforts to engage residents and businesses in resolving conflicts in a pro-active and sustained manner**

- 1 Develop safe and appropriate opportunities through which residents can express differing points of view or resolve conflicts (see also CU3A4, CU3B2 and ED1E2)
  - a Promote the continued use and, to the degree feasible, expansion of the City’s Mediation Program to deal with neighborhood and resident conflict resolution

**PUBLIC NUISANCE**  
– a nuisance that unreasonably interferes with a right that is common to the general public.

- 2 Support community and school programs which offer peer counseling services to promote appropriate resolution of or referral for personal conflicts and issues that may avert more serious problems or actions

**PS4 SUPPORT, ENFORCEMENT, AND PREVENTION**

**A Focus on and support actions which support constructive behaviors and deter undesirable activity**

- 1 Support redevelopment activities in Downtown and other existing areas to reduce the presence of vacant buildings, minimize conditions which contribute to blight, including area disinvestment and criminal activity (see also RE3C1)
  - a Develop a target “Redevelopment District” within which to focus redevelopment support
- 2 Continue cooperative efforts with other entities to foster a better understanding of consequences of disagreeable behaviors, such as noise from loud parties, public intoxication, sales of alcohol to minors, and related activities through the use of “**Party Patrol**” which circulates law enforcement through areas that typically have the highest rate of such incidents
  - a Promote awareness of expected behaviors and minimize victim potential through the use of “party packs” and other educational material that supports responsible drinking and related activities through pro-active efforts
- 3 Continue the effectiveness of community policing through the deployment of **Neighborhood Action Team** officers that develop a working relationship with neighborhoods
  - a Continue efforts to grow the Neighborhood Watch and related neighborhood leadership programs to foster pro-active and supportive collaboration in safety and crime prevention
- 4 Support recreational and leadership programs and services, particularly for youth and their families, which promote constructive use of leisure time
- 5 Work with school officials, parents and others to create safe learning environments before, during, and after school and during special events
- 6 Continue to offer Citizen Fire and Police Academies to provide an overview of these public safety operations and the citizen’s role in their support

**NEIGHBORHOOD ACTION TEAM (N.A.T.)** – a specific division of the Greeley Police Department that provides specialized service to the City’s neighborhoods.

**PARTY PATROL** – concentrated law enforcement patrol activities through areas that are typically known as “party areas”, often found near college campuses, and which are intended to prevent criminal and nuisance behaviors.



- 7 Continue to convene meetings of the **UniverCity Coalition** of communities and universities in northern Colorado to discuss common safety and response matters related to the management of college populations and their interface with the communities in which they exist
- 8 Promote Operation Safe Stay to increase safety of local hotel facilities and multi-family developments (see also CU2C1a)
- 9 Minimize the exposure to excessive and disturbing noise through active traffic, building and Municipal Code enforcement (see also EN3B1)

**B Take actions to minimize more serious conditions or level of response needed to address threats which impede community and individual safety**

- 1 Undertake evaluations of areas which appear to be “at risk” as shown by the condition of buildings, presence of blight or crime, disinvestment and status of public improvements and formulate strategies to address such conditions (see also LU2A13 and RE3C1a)
- 2 Maintain an aggressive code enforcement program which focuses on property and building maintenance at a level which contributes to the neighborhood and the area (see also CD2A2, LU2A11, HS5B3, and RE1C3)
  - a Attend promptly to evidence of “**broken window**” situations and vacant and untended properties that, left unaddressed, have the probability of attracting more serious nuisance activities and negative impact to adjacent properties
- 3 Graffiti and other property destruction should be vigilantly monitored and removed to maintain a positive community appearance and discourage further vandalism

**UNIVERCITY COALITION**  
 – an informal association of representatives from Greeley, Ft. Collins, and Boulder, and also the University of Northern Colorado, Colorado State University and Colorado University, who meet periodically to network on the particular civic issues that confront college communities.

**BROKEN WINDOW THEORY** – a theory that fixing problems when they are small (ie. broken windows) will prevent or minimize future vandalism and criminal activity.

# 2060 Comprehensive Plan

## Redevelopment

As a community ages, it evolves in response to different community needs, choices, markets and resources. Originally downtown areas, adjacent neighborhoods and industrial districts were located where there was access to transportation corridors, especially railroads, major travel routes and rivers. It was not uncommon to find mixed-use buildings in which shop owners lived over or behind their businesses. Originally, community growth was moderate, commensurate with resources available to manage construction and the movement of goods and services.

As automobile transportation progressed post World War II, community design assumptions altered dramatically, allowing residents more freedom to move further from the town center. Community design and infrastructure shifted to support heavier vehicular demands, parking lots emerged, and commercial uses began to follow residential rooftops in more dispersed areas.

Older areas of a community share an established infrastructure; elements of historic significance and design; and, the characteristics which reflect the priorities of the original community settlers. Often, older areas also contain a worn or non-existent set of public improvements in relationship to contemporary standards. Older building code construction is evident and may require expensive retrofit to meet modern needs. In many cases, these older buildings and properties also show signs of deferred maintenance. Unchecked, or unsupported, such conditions worsen to the point where the area becomes unattractive in appearance and performance, businesses and residents depart, and the area becomes a challenge to maintain as a viable neighborhood or center of commerce. Deteriorating building conditions, opportunities for crime, and falling property values make older areas more risky investments, which lead to further decline. Without incentives, or a policy which balances community growth with preservation of older areas, efforts to improve established commercial and residential areas seem like trying to catch an elephant with a butterfly net. Newer building and development code standards may further complicate the ability of an older area to be redeveloped to attract new users.

Successful redevelopment recognizes that transitional codes, financial incentives, and a clear sense of value and purpose are necessary to transform established areas in a way that complements its origin, but also adapts to contemporary trends.

*No stream rises  
higher than its  
source. Whatever  
man might build  
could never express  
or reflect more than  
he was. He could  
record neither more  
nor less than he had  
learned of life when  
the buildings were  
built.*

– Frank Lloyd  
Wright



I.  
REDEVELOPMENT CHAPTER  
INTRODUCTION & PERSPECTIVE  
TABLE OF CONTENTS

Past.....	3
Present.....	4
- Table RE1: Code Enforcement – Reported Violations, 2003 – 2007 .....	7
Patterns.....	8
Progress.....	9
Potential.....	9
Promise.....	9

**Regionally connected**  
**Adaptive re-use “Smart”**

## Introduction & Perspective

### Past

In June of 1870, shortly after the first settlers arrived in Greeley, the community had 30 tents, 150 homes under construction, a population of about 500 people, and 30 miles of irrigation ditch. The commercial area was 8<sup>th</sup> Street, between Lincoln Park and the railroad. In later years, the commercial and industrial center of the community was found between 5<sup>th</sup> and 16<sup>th</sup> Streets and 6<sup>th</sup> and 8<sup>th</sup> Avenues. “Inside” or interior residential lots sold for \$25, while the larger corner lots sold for \$50. By the 1880s, the community had grown west of 14<sup>th</sup> Avenue into an area known as the Gardenside District and, by 1900, city population had grown to 3,023.

Early redevelopment efforts began when the first town hall, built in 1879 at 7<sup>th</sup> Street and 9<sup>th</sup> Avenue, was replaced with a larger building at the same location in 1907. The first courthouse, built in 1883-84, was torn down to accommodate the present-day courthouse, which was completed in 1917. The Meeker School, built in 1873 for children in grades 1<sup>st</sup> – 12<sup>th</sup>, was razed in 1922, as newer schools were built and it was no longer needed. These changes in the community were viewed as “progress,” as older buildings were torn down to make way for new, modern buildings that were usually larger than their predecessors. Into the latter half of the 20<sup>th</sup> century, the demolition of older, outdated structures was common and it wasn’t until the historic preservation movement gained momentum in the United States that the adaptive reuse of older structures became an alternative to demolition. With today’s emphasis on recycling and “green” construction practices, reuse of an existing older structure may be the ultimate in recycling. A good example of adaptive reuse is the Greeley History Museum, which was redeveloped for use from its original construction as The Greeley Tribune building.

Annexation of land into Greeley over the past decades was primarily to the west and resulted in what is known as “**greenfield**” development – development that takes place on previously undeveloped land. These areas were often open fields prior to development – hence the term “greenfield.” This type of development has fewer constraints, although infrastructure needed to support the development, such as roads and utilities, usually does not exist at the site. As development occurred to the west, older commercial areas, such as Downtown and the 10<sup>th</sup> Street corridor have declined, as have many older residential neighborhoods. The recent number of foreclosures has resulted in many abandoned structures in these older neighborhoods which are apparent by the boarded up windows and doors. Vandalism at abandoned structures has increased and the City’s Water Department estimates that about five percent of residential units in Greeley are unoccupied, without water service. As a result, many of these neighborhoods may become at risk for further decline. With over 50 years as the planning horizon for this Comprehensive Plan, buildings constructed now and in the next several years have the

*We shape our  
buildings; thereafter,  
they shape us.*

– Winston Churchill



**GREENFIELD  
DEVELOPMENT** –  
development on property  
that has not been  
previously developed.

potential to become “historic” by the year 2060. The current national threshold for defining “historic” is structures that are 50 years or older; the City requires all buildings 40 years or older to be reviewed prior to removal or extensive remodeling, in order to identify any potentially significant buildings at risk, but also to afford an opportunity to document existing building conditions and work with landowners on options to preserve essential features of the structure, if appropriate. Many of the older residential structures were built using distinctive architectural styles and offer their own unique “sense of place” in neighborhoods that have a variety of housing, mature landscaping, and a blend of socio-economic backgrounds. The Greeley Historic Register currently has 74 structures designated as landmarks in older neighborhoods in the community and two designated historic districts.

### **Present**

Today, redevelopment can mean “scraping” or removing structures from a site and replacing them with new construction; or it can mean finding a new or different use for an existing structure and making modifications to the structure. Either way, redevelopment is becoming more appealing, as construction and infrastructure costs have increased. Sites that have infrastructure existing are becoming increasingly valuable. Redevelopment can take place on “brownfield” locations that were formerly used for industrial uses, on “grey field” or economically obsolescent retail or commercial areas, or in declining residential areas.

A key “**brownfield**” site that is now undergoing redevelopment is the Western Sugar site, located in the oldest part of Greeley at US Hwy 85 and 13<sup>th</sup> Street. A Tax Increment Financing (TIF) district was created in late 2007 to create a specific urban renewal area to promote revitalization and redevelopment of the area. Under state law, a TIF district is allowed to dedicate the new sales tax revenues and additional property tax revenues generated from improvements in the TIF to make eligible improvements to properties within the district. This redevelopment tool has a 25-year life (30 years within Downtown areas) and functions to stimulate reinvestment, new economic development, and jobs, thereby reducing “blight” in older areas and increasing the health and viability of the area. The Western Sugar TIF , which is limited to property tax, was instrumental in attracting Leprino Foods to this site, where a \$143m cheese manufacturing plant will be constructed. Leprino is expected to create 260 new jobs initially, with 500 at full build-out. Other “brownfield” areas exist in the community, particularly along the US Hwy 85 corridor, in north and central Greeley, and east toward the Greeley-Weld County Airport.

“**Greyfield**” areas typically have outdated buildings, large parking areas often without landscaping, and lower tax revenues. Buildings can be razed and redevelopment can occur, or a reworking of the existing structures can be done, with façade and site improvements offering a

**BROWNFIELD DEVELOPMENT** – development on property that was formerly used for industrial purposes.

**Unique  
VIBRANT  
VALUE**



facelift to the site. The Downtown is one of several “grey field” areas where under-utilization of existing buildings and land has been the trend in recent years. The Downtown Development Authority (DDA), created in 1998, is responsible for the economic viability of an area over 55 blocks in size. The DDA adopted its “Plan of Development” in 2002, after Colorado Preservation, Inc., a statewide preservation organization, named Downtown Greeley as an “endangered place” as a result of “years of business flight to the outskirts of the community.” A Special Improvement District (SID) was created in 2002 and led to opening the 8<sup>th</sup> and 9<sup>th</sup> Street Plazas to one-way vehicular traffic and rebuilt utility infrastructure. The area was designated a local historic district and design guidelines were adopted to guide exterior alterations and future development. A **Tax Increment Financing (TIF) District** was also created for the DDA, providing funding for revitalization of properties within its boundaries. A 2008 update to the DDA’s Plan of Development focuses on the areas of transportation and circulation, housing, historic preservation, community entryways, and revitalizing the Downtown as an “arts and entertainment” district. Since the 2002 DDA plan, a number of rehabilitation projects have been completed in the area, adaptively reusing many of the historic structures. A new “sense of place” is being created in the downtown, as the majority of these older buildings offer a unique architectural design and history not found elsewhere in the community and serve as the heart of the community. The most recent downtown renovation and reuse is the Kress Cinema and Lounge Movie Theater in the original Kress Department Store.

Other key “grey field” areas in Greeley include the Greeley Mall area and 10<sup>th</sup> Street corridor. An **urban renewal area** and TIF district were created in late 2007 for the Mall area. This TIF is expected to help spur redevelopment of land in and around the Mall, which has seen a number of tenants relocate to newer centers, or close, in recent years. An urban renewal area and TIF district were created in 2005 for 10<sup>th</sup> Street, between 22<sup>nd</sup> and 35<sup>th</sup> Avenues and a corridor study has been completed. Improvements needed for the corridor are outlined in the corridor study and of particular note, is the completion of the City’s new Police headquarters at the former site of the long-vacant K-Mart Store.

The Neighborhood Resources Office (NRO) was created in 2002 to provide assistance to neighborhoods throughout the community. The staff of this office encourages neighbors to work together to identify and strengthen the unique qualities of their neighborhood. Programs offered by the NRO help bring neighbors together to work on issues and projects of common interest, such as noise complaints, student-neighbor conflicts, property maintenance, or parking problems. These are issues that often occur in the older, established neighborhoods of the community and can have a negative effect on the stability of a neighborhood. Mediation services offered by the NRO have proven to be a successful approach to resolving these kinds of issues. The City’s Neighborhood Building Blocks, or NB2 program, is designed to ensure that neighborhoods are attractive and vibrant – keys to being

**GREYFIELD DEVELOPMENT** – development on property formerly used for retail or commercial use.

**TAX INCREMENT DISTRICT** – a state-defined special district for redevelopment and community improvement projects which are financed through the growth of tax revenue resulting from the redevelopment of a distressed area.

**URBAN RENEWAL** – the clearing, rebuilding and/or redevelopment of declining urban areas.

**URBAN RENEWAL AREA** – an area defined and approved for urban renewal activities.



desirable and safe places to live. NB2 operates through a team of staff members from all City departments offering programs such as Action Alert, Operation Safe Stay, and Great Neighborhoods. These programs contribute to the livability and stability of city neighborhoods, regardless of the age of the neighborhood.

Code enforcement activities have expanded since 2001, with the City taking a more proactive approach to identifying and solving enforcement issues. Enforcement can ensure that safe, healthy, and attractive neighborhoods are maintained throughout the city. Table RE1 on the next page shows total violations, as well as sanitation and zoning-related violations reported separately over the past five years. The top three types of violations are related to sanitation (weed control and refuse accumulation) and zoning (landscaping) – all of which play a significant role in the visual appearance and image of neighborhoods and the community. All reported violations do not become formal court cases, as many homeowners agree to comply, while other complaints are unfounded. The number of reported violations and cases handled by Code Enforcement staff has continued to increase over time, particularly for sanitation violations. With the increasing number of homes in foreclosure, many of these issues are expected to increase, as homes are left vacant with little or no maintenance provided. Some areas are already feeling the affects of multiple foreclosures on the appearance, value, and safety of their neighborhood.

In recognition of the opportunities to discourage criminal behavior as early as possible, the Greeley Police Department has a special unit of officers called the “Neighborhood Action Team (N.A.T). This unit is integral to the NB2 team and works hand in hand with Code Enforcement and Neighborhood Resources to address “broken window” situations before nuisance problems grow into neighborhood problems. This type of community policing has helped **Neighborhood Watch** organizations grow and has been a strong support for a variety of other neighborhood activities.

**NEIGHBORHOOD WATCH** – a voluntary program where neighbors work together with City representatives to address crime, property maintenance, traffic and noise issues in their neighborhood.

Table RE1: Code Enforcement – Reported Violations, 2003 – 2007			
Year	Sanitation	Zoning	Total Violations
2003	1,747	1,285	3,032
2004	2,002	1,189	3,191
2005	1,372	1,303	2,675
2006	1,971	1,614	3,585
2007	2,348	1,594	3,942
2008	3,184	2,429	5,613

\*Source: Greeley Code Enforcement

City Planning staff has completed neighborhood plans and studies for the area around UNC, the John Evans Neighborhood, 10<sup>th</sup> Street Corridor, Northeast Neighborhood, and the Sunrise Neighborhood. A joint study with Weld County is now underway for the areas lying east of US Hwy 85, known as the East Greeley Comprehensive Plan.

The Greeley Urban Renewal Authority (GURA) has played a significant role in redevelopment in the older neighborhoods of Greeley since 1969, when it was established. GURA boundaries take in North Greeley, Downtown and North Downtown, and the areas around Sunrise Park, 14<sup>th</sup> Avenue, 10<sup>th</sup> Street, 5<sup>th</sup> Street, John Evans, and UNC. A housing rehabilitation program is operated by GURA and has provided improvements to nearly 800 housing units since 1976. GURA has facilitated the development of a number of affordable housing developments through property acquisition and resale and has funded a variety of neighborhood improvements. GURA has also acquired land for development and has moved 24 homes onto these sites – homes that would otherwise have been demolished - and rehabilitated them prior to sale as affordable units. The acquisition of foreclosed homes for resale for qualified low and moderate-income buyers is a new program receiving HUD funding and GURA anticipates participation in this program as a way to put abandoned housing units back into use and stabilize neighborhoods.

The City’s Development Code was written primarily for “greenfield” development and as a result, has been difficult to use for redevelopment projects. While some code changes were made to better identify and support compatible infill construction, redevelopment is not a “one size fits all” form of development, as each site or project has its own unique characteristics, opportunities, and constraints. There are often issues that exist for a site that may be difficult to overcome and may include building or site configuration, access, and/or parking issues that may serve as disincentives for redevelopment to occur.

The Planning staff has recently completed a draft Redevelopment Study, after working with representatives of the development community to identify the factors that influence redevelopment, as

Healthy

Flexible

BALANCED

well as strategies to support and facilitate redevelopment. A series of points dealing with socio-economic factors, the Development Review process, and site and policy factors were presented at roundtable discussions with developers and from these points, recommendations for addressing the issues were identified. Of the issues identified by developers, some of the key ones relate to site drainage and the overall need for flexibility in City design and development standards.

### **Patterns**

The following key trends related to redevelopment have been identified:

- The Downtown continues to require focused efforts to attract new users and compete favorably with other commercial areas of the community, though there are encouraging signs with the addition of several new community facilities (Ice Haus, Museum) and numerous private investments since the last Comprehensive Plan update. Improving the stability and vitality of this area will take continued creative and cooperative efforts from the City of Greeley, DDA, and property and business owners and groups
- Many residential neighborhoods are experiencing distress as a result of the high number of foreclosures in the community. Programs that help stabilize and strengthen these neighborhoods are extremely important, especially in older, established areas
- Structures being designed and built today and in the next several years have the potential to be considered historic during the planning horizon of this Comprehensive Plan, so consideration should be given to creating potential landmarks for the future
- There is increasing interest in mixed-use redevelopment projects, combining housing with other land uses, since infrastructure typically exists in redevelopment areas. These sites are often in areas where population densities are higher and as a result, make good locations for higher density housing, with access to public transportation.
- While there has been effort to accommodate infill development through municipal codes, there are still some zoning, building, and fire code provisions that may impede adaptive reuse of existing older structures, making it difficult to encourage and promote their reuse. Many code provisions would require more suburban 'greenfield' standards that are not consistent with the prevailing character of some of the established areas

*Every great architect  
is – necessarily – a  
great poet. He must  
be a great original  
interpreter of his  
time, his day, his  
age.*

– Frank Lloyd  
Wright



# DOWNTOWN – Heart of Greeley Progressive

## **Progress**

Since the adoption of the 2020 Comprehensive Master Plan in 2000, many of the action steps of the 2020 Plan have been accomplished, or are in process. The following “Report Card” summarizes some of the key accomplishments. The full Redevelopment Report Card can be found in the Appendix of this document.

- Creation of Neighborhood Resources Office, providing assistance to neighborhoods
- Expansion of Code Enforcement program, resulting in a more proactive stance on bringing properties into compliance with City Code
- Completion of draft Redevelopment Study and identification of potential code amendments to facilitate redevelopment
- Creation of new Tax Increment Financing (TIF) Districts for the Greeley Mall area, Western Sugar area, and 10<sup>th</sup> Street corridor
- Completion of neighborhood plans and studies for UNC, John Evans, 10<sup>th</sup> Street, Northeast, and Sunrise neighborhoods
- The DDA adopted a 2002 Plan of Development to guide and facilitate redevelopment in the Downtown; a successful mill levy election within the Downtown District provides another key incentive to support revitalization of this area

## **Potential**

The following Redevelopment themes were identified to create a 2060 Greeley:

- Vibrant
- Unique
- Value
- Flexible
- Healthy
- Balanced
- Downtown – Heart of Greeley
- Educational hub
- Amenities
- Purposeful
- Progressive
- Appreciates in value
- Preservation...conservation
- Regionally connected
- Ultimate example of green building
- Adaptive re-use
- “Smart”
- Character of place
- Compact/efficient
- Destination
- Safe place
- Special

## **Promise**

Viable, vibrant and enriched established areas of the community

## II.

### REDEVELOPMENT CHAPTER

#### GOALS, POLICIES, OBJECTIVES & ACTIONS

#### TABLE OF CONTENTS

<b>GOAL</b>	<b>11</b>
<b>OBJECTIVES</b>	<b>11</b>
<b>RE1 REDEVELOPMENT AND INFILL STANDARDS</b>	<b>11</b>
A Sustain and promote complementary neighborhood design	11
B Encourage stability and reinvestment in established areas	11
C Retain distinct neighborhoods	12
<b>RE2 DOWNTOWN</b>	<b>13</b>
A Maintain the historic genesis of the community as an essential “town center” and focal point	13
B Maximize the utilization of the existing public infrastructure in the area by stimulating reinvestment in Downtown and adjacent neighborhoods	13
C Facilitate the rebirth of Downtown as a regional multi-use activity area while preserving and promoting the cultural aspects of the area	14
<b>RE3 ESTABLISHED NEIGHBORHOODS</b>	<b>16</b>
A Maintain and protect the character of established neighborhoods	16
B Enhance the viability of such areas with a full complement of housing, neighborhood commercial, recreational, school and related activities	16
C Address conditions which contribute to distress, disinvestment and blight in established areas of the community	17
D Preserve and protect cultural, architectural and geographic structures and features of historic importance	17

## ◆ REDEVELOPMENT ◆

**GOAL:** Prioritize support to established areas of the community to maximize the taxpayer return on existing infrastructure investment, promote the viability and value of such areas, and enhance the community image, reputation and inclination for community investment in these areas.

### OBJECTIVES

#### RE1 REDEVELOPMENT AND INFILL STANDARDS

##### A Sustain and promote complementary neighborhood design

- 1 Identify the boundaries and unique qualities of each established neighborhood that defines its “sense of place” in the community. Take measures to maintain and promote those attributes in design elements, infill projects and related development activities
  - a Undertake Neighborhood Sub-area plans in the Redevelopment Area of the community to define cohesive neighborhood boundary areas and physical characteristics and attributes that distinguish the neighborhood
  - b Review and strengthen as warranted those Development Code regulations related to infill design and redevelopment to protect the existing neighborhood areas
- 2 Require redevelopment or infill projects to utilize site design and building architecture which is sympathetic to the surrounding area in order to enhance the desirable character and form of the neighborhood to reinforce or improve its condition (see also CD1A6 and CU1A3a)
  - a Review the Development Code regulations to assure this standard is adequately addressed

##### B Encourage stability and reinvestment in established areas

- 1 Investigate amendment of municipal, building, and fire codes to encourage the rehabilitation and re-use of older structures (see also CD1A5, CD3B1b, CU1A1, EN5A1, GR3B1d, HS5A5, HS5B4, and RE1B4)
  - a Adopt a Redevelopment Code and thereafter review the code at least every three years to assure it is relevant and complementary to redevelopment objectives of this 2060 Comprehensive Plan

Appreciates in value  
Preservation...conservation



- b Establish a financial resource whereby existing buildings may be improved to comply with or meet the intent of building and fire code standards through low interest-rate loans or similar incentives
- 2 Identify areas of concern or hazard for older structures and neighborhoods such as the presence of lead-based paint, asbestos, and other toxic materials (see also policies EN5F3, HS4B2, and PS2A4c)
  - a Educate the public about identification and effects of such hazards and appropriate mitigation or treatment options
  - b Establish, cultivate, and communicate financial resources available to assist with such mitigation
- 3 When considering requests for annexation and zoning for development in suburban areas, weigh the potential impacts to established commercial areas (see also LU1B2)
  - a Consider an amendment to the Development Code that specifically adds this as a land use zoning criteria
- 4 Review the City fee structures to provide incentives for reinvestment in older, existing areas of the community through infill and redevelopment activity (see EC1A1, RE 1B1a and TR2C1)

#### **C Retain distinct neighborhoods**

- 1 Discourage “**scrape-offs**” and demolition of structures older than 40 years without careful evaluation in order to maintain desirable and positive neighborhood identity and to conserve existing resources
  - a Identify older structures which may be vulnerable to demolition due to deteriorated condition or economic obsolescence
  - b Work with land owners to assess viable alternatives to demolition
  - c Investigate the development of financial resources and technical assistance to support landowner’s ability to retain older buildings
- 2 Recognize the need for established neighborhoods to evolve to meet contemporary markets
  - a Seek methods to encourage redevelopment within a context of change that balances existing development with adaptive reuse and renewal needs (RE1B1a)

**SCRAPE-OFF** – the removal of all structures, buildings, and objects from a site.

# Character of Place Special Destination

- 3 Engage in active code enforcement to protect area improvements and residents and address signs of neglect (see also policies CD2A2, HS5B3, LU2A5cii, LU2A11, and PS4B2) aExplore maintenance options for abandoned and foreclosed properties to reduce impact and to prevent distressed conditions from spreading throughout the neighborhood

## RE2 DOWNTOWN

### A Maintain the historic genesis of the community as an essential “town center” and focal point

- 1 Encourage historic preservation downtown through the use of financial, building, and related incentives for rehabilitation and restoration of landmark structures and facilities (see also CD1B1 and CU1A2)
  - a Work with the **Downtown Development Authority** and Historic Preservation Commission to update the menu of incentives available to Downtown landowners and provide information about such resources in broad formats and in a timely manner
- 2 Adhere to the adopted Downtown architectural and design standards to guide redevelopment efforts in the rehabilitation, replacement, and reuse of existing structures to assure compatibility with the existing character of the urban center
  - a Review the standards every five years to assure relevancy and efficacy of application
- 3 Expand and improve Lincoln Park as a community open space for special events, leisure activity and as a gathering place as intended and provided for with the original settlement of the community

### B Maximize the utilization of the existing public infrastructure in the area by stimulating reinvestment in Downtown and adjacent neighborhoods

- 1 Identify the major obstacles to the rehabilitation, reuse, and reinvestment in Downtown buildings and develop strategies to address such limitations (see also RE1B1a)
  - a Identify and promote incentives available to Downtown development such as Enterprise Zone, Tax Increment Financing and other such inducements

**DOWNTOWN DEVELOPMENT AUTHORITY (DDA)** – The organization responsible for maintaining and improving the economical viability of a 55-block area around downtown Greeley.

**HISTORIC** – the public and private resources in the City, including buildings, homes, replicas, structures, objects, properties, parks and sites that have importance in the history, architecture, archeology or culture of the City, State or Nation, as determined by the Historic Preservation Commission.

- b Through this 2060 Plan, reaffirm the 2002 Downtown Development Authority Plan of Development, as updated, to guide development decisions in the established **Downtown Development District**
- 2 Aggressively pursue new mixed use opportunities in Downtown to reduce vacancy rates, achieve an effective return on the City infrastructure investment and establish the area as a vibrant, stimulating and essential component of the City (see also CD1D3 and PS1A4a)
- 3 Support the versatility and appeal of Downtown by promoting unique mixed-use land use opportunities, such as residential lofts above stores, adaptive reuse of existing structures, and education, art, and entertainment venues (see also LU5B2 and PS2A1)
- 4 Support the viability of adjacent neighborhoods by promoting housing rehabilitation, infill and neighborhood improvement projects, particularly those which increase home ownership in the area
  - a Expand and investigate the development of programs to increase housing, and particularly ownership, for Downtown workers, such as with the **Urban Homesteader program**
- 5 Increase the stability of Downtown by increasing the overall density in this urban neighborhood with a measured blend of home ownership and multi-family uses and commensurate commercial uses to support the area
  - a Assess the commercial area to ascertain how the neighborhood marketplace uses and services could be enhanced and/or expanded to reinforce the attractiveness of the area for housing
- C Facilitate the rebirth of Downtown as a regional multi-use activity area while preserving and promoting the cultural aspects of the area**
  - 1 Reinforce the use of Downtown as the gathering place for the celebration of important community events such as, but not limited to Arts Picnic, Cinco de Mayo, Farmers' Market, First Fridays, Independence Day Parade, Greeley Lights the Nights, Friday Fest, Das Greeley Oktoberfest, and the Blues and Jazz Festivals (see also CU2A1)

**DOWNTOWN DEVELOPMENT DISTRICT**

– the boundaries of the Downtown Development Authority, within which a range of land uses and special districts exist to support the vitality and preservation of Downtown.

**URBAN HOMESTEAD PROGRAM**

– a program of the Greeley Urban Renewal Authority which stabilizes declining areas by providing low-interest loans to support turning rental housing back into owner-occupied housing.

- 2 Reinforce Downtown as a “public service campus” with a full range of governmental, entertainment, educational, public safety, recreational, library and civic services through enhanced pedestrian linkages
- 3 Promote a Downtown transportation system which provides complementary, unique, pedestrian-friendly area while meeting the mobility and transportation needs of the **Central Business District** and the community (see also CD1D3)
  - a Explore regulatory amendments to the Model Traffic Code which would allow for multiple, alternative and special forms of transportation to be allowed in a defined Downtown area, such as seg-ways, Smart cars, horse drawn carriages, trolley, and other similar devices
  - b Retain and promote development of the Downtown as a key transportation hub for the community and the region; consider linking services with inter-City bus service to the Downtown
  - c Emphasize pedestrian importance and safety, linkages and comfort in the downtown transportation system
  - d Explore the improvement of the rail corridor with the use of “Quiet Zones” to minimize disturbances to adjacent land use from train whistles (see also EN3B2e)
- 4 Reinforce linkages between Downtown and other nearby key community activity through such means as design, transportation shuttle services and land uses (see also EC4B5 and EN1A2c)
  - a Examples of key activity center connectors include:
    - i University of Northern Colorado
    - ii Island Grove Regional Park
    - iii North Colorado Medical Center
    - iv North Greeley/**Mercado District**
    - v E. 8<sup>th</sup> Street/Greeley-Weld Airport
    - vi Poudre River Trail
    - vii Weld County Business Park
- 5 Support the Downtown initiative to create an Arts and Entertainment District identity (see also CU2B1b)

**CENTRAL BUSINESS DISTRICT** – the centrally-located business area within a community which is often referred to as the “downtown”.

**MERCADO DISTRICT** – a neighborhood market place that focuses on the sale of specialty products of native Mexico and the cultural aspects of design through the use of native architecture, materials and mixed land uses.

**RE3 ESTABLISHED NEIGHBORHOODS**

**A Maintain, enhance and protect the character of established neighborhoods**

- 1 Educate and support neighborhoods in the development of Character Overlay District designation as well as locally designated historic districts to support the preservation of important physical features and land uses unique or characteristic of the area
- 2 Work in partnership with community organizations, property owners and businesses to develop a defined character that includes cohesive and complementary design features and land use standards to support renovation, reinvestment and reuse of those transitional areas (see also CD1A4a)
  - a Develop and/or enhance corridor plans for the following existing areas, with the intent to provide a thematic linkage between the entirety of the corridor:
    - North Greeley Mercado District
    - 9<sup>th</sup> Street (14<sup>th</sup> to 23<sup>rd</sup> Ave) Corridor
    - 11<sup>th</sup> Avenue from US Hwy 34 Bypass to “O” Street
    - 8<sup>th</sup> Avenue
    - 10<sup>th</sup> Street between 14<sup>th</sup> Ave to 35<sup>th</sup> Ave
    - E. 8<sup>th</sup> Street from Downtown to the Airport
    - US Hwy 85 Bypass
    - 23<sup>rd</sup> Avenue /10<sup>th</sup> Street power station and road median
    - 9<sup>th</sup> Avenue/Monroe Avenue Historic District
- 3 Protect and retain trees with important historical, cultural, horticultural, habitat or environmental value
  - a Replace trees in established neighborhoods to retain the character of area habitats (see also CD1A4a, CD1B2, CU1A4, EN4A7, and LU7B2)

**B Enhance the viability of such areas with a full complement of housing, neighborhood commercial, recreational, school and related activities**

- 1 Stabilize older neighborhoods by increasing the overall density in these areas with a measured blend of home ownership and multi-family uses and commensurate commercial, recreational and related uses to support the area’s residents
- 2 Create neighborhood associations to promote, advocate and provide leadership and liaison to the City to support the area’s success

# Ultimate Example of Green Building SAFE place

**C Address conditions which contribute to distress, disinvestment and blight in older areas of the community**

- 1 Identify conditions, when present in a neighborhood, that evidence distress or deterioration. Such conditions could include, but not be limited to, age and condition of structures, lack of or poor condition of neighborhood infrastructure, condition of property, economic status of the area, vacancy of commercial and multi-family structures, crime activity and related indicators (see also EC4B2, LU2A13 and PS4A1)
  - a Identify community areas and specific neighborhoods which should be reviewed for the presence of at-risk conditions. Complete sub-area plans in these vulnerable neighborhood areas to review distress conditions and work with landowners to craft a strategy to address the concerns (see also CD2A3, LU2A13, and PS4B1)
  - b Where appropriate and constructive, nominate neighborhoods to be placed on the **Colorado Endangered Places list** to add focus to the concern and garner financial resources to address the issues of concern
  - c Make measured progress in providing infrastructure such as sidewalks, curb and gutter, lighting, fire hydrants, and parks in order to maintain and enhance established neighborhoods and provide them with equivalent improvements as newer areas of the community receive (see also LU2A12)
- 2 Encourage the establishment of neighborhood organizations to increase safety and attention to area conditions, but also celebrate the essence of neighborhood relationships and living thereby increasing the quality of life and appeal of established neighborhoods

**D Preserve and protect cultural, architectural and geographic structures and features of historic importance**

- 1 Promote opportunities to support the placement of homes, structures or neighborhood areas on the local Register of Historic Places where appropriate and consistent with the City's Preservation Plan standards (see also CD1B1, CU1B2, EN5B1f, and LU2A9)

**COLORADO  
ENDANGERED PLACES  
LIST** – the most threatened historic places in Colorado as identified by Colorado Preservation, Inc.





# 2060 Comprehensive Plan

## Transportation

Can you get there from here? No other community feature influences land use decisions, city design, and function more than its transportation system. With as much as twenty-five percent of the City's land area devoted to the roadway system, it also represents both a significant community investment, expense, and design opportunity.

There are multiple factors to consider with a transportation system: is it functional in moving people, goods and services efficiently to, from and through the city? Is the system "complete", that is, do the streets accommodate all modes of travel: pedestrians, bicyclists and transit? Is the system comprehensive and continuous, providing good interconnectivity between neighborhoods, key destinations, and other forms of travel, such as rail, air and interstate systems? How well does the system interface with other area and regional transportation? Does it serve all residents, especially those who are transportation dependent such as youth, the elderly, and those persons with disabilities? Is it expedient without promoting speeding and, alternatively, effective at calming traffic without frustrating drivers? Is it futuristic in contemplation and accommodation of alternative travel options? Finally, but not the least of the considerations, is it attractively designed promoting a positive community image and pleasant travel experience?

Roadways serve multiple functions with safe movement ranking as a primary objective. With so much of the community's land area devoted to transportation, streets need to be functional and attractive. Entryways welcome visitors and convey community values and priorities. Major corridors advertise not only adjacent businesses and housing developments, but also the community's self-concept and quality of life standards. The creative design of a city's corridors, medians, traffic lights, street signage, intersections, bicycle lanes, and sidewalks is a powerful way to add significantly to a positive community image.

*There's a thought  
for keeping if I could.  
It's got to be the  
going, not getting  
there,  
that's good.*

– Harry Chapin



I.  
TRANSPORTATION CHAPTER  
INTRODUCTION & PERSPECTIVE  
TABLE OF CONTENTS

Past.....	3
Present.....	4
- Travel Behavior and Modes .....	4
- Transportation System.....	5
- Transportation, Parking, and Environmental Stewardship.....	7
- Roadway Design .....	8
- Level of Service .....	9
- Mass Transit .....	10
- Table TR1 – The Bus/GET Operating History, 2000 – 2007 .....	11
- Air Transportation .....	12
- Rail Transportation .....	12
Patterns.....	13
Progress .....	13
Potential.....	14
Promise.....	14

## Introduction & Perspective

### Past

The community's early growth was heavily dependent upon rail transportation. Railroads offered a form of inexpensive travel and transportation for produce, livestock, and other materials and goods needed for living in this remote area. The first railroad line, built by the Denver Pacific Railway and Telegraph Company, was privately financed in 1868 by Gov. John Evans and several Denver businessmen. This line was built to encourage a resurgence of Denver and linked Cheyenne and Denver, with a stop in Greeley en route. The first train arrived in Denver in 1870. The automobile, or "skunk wagon" as it was called by Greeley residents, numbered 336 in Greeley in 1910. Greeley's first female doctor, Ella Mead, drove a 1906 two-cylinder Maxwell, the first electrically lighted car in Weld County. She used hair pins and tape to make repairs. By 1915, the hitching posts were gone from Downtown Greeley, as the automobile took the place of travel by horseback or horse-drawn wagon. The blacksmith shops and stables that were close to Downtown Greeley along 8<sup>th</sup> Avenue became auto dealerships and service stations and the area was known as "Motor Row".

The Denver and Greeley Railroad (DGR) began operation in 1910 as the only electric mass transit system, or street car system, in the community. A car barn fire in 1917 and the rise of automobiles led the DGR to close by 1922, making Greeley the last city in Colorado to get street cars and the first to abandon them. By 1926, there were seven private bus companies operating in town. The City's transit system, known as The Bus (now "G.E.T." – Greeley-Evans Transit) began operation on January 1, 1960 using buses bought from the private bus companies.

Aviation traffic was first accommodated at the Greeley Municipal Airport, which opened in 1928 and was located at 8<sup>th</sup> Avenue and 25<sup>th</sup> Street. The second airport location, Crosier Field, was named for Clarence F. "Red" Crosier, who was instrumental in establishing the airport. He was killed during a D-Day invasion raid and the airport was renamed in 1944 in his honor, when it opened. The airport, now known as the Greeley-Weld County Airport, is on East 8<sup>th</sup> Street, east of U S Hwy 85.

The City's 1963 Comprehensive Plan report included an off-street parking plan. This plan was intended "to keep the crowded, nerve jangling metropolitan atmosphere to a minimum" by providing ample parking spaces "available for both shoppers and employees." The Plan also included a Street and Highway Plan and a Traffic Engineering Plan. In 1996, the Greeley **Comprehensive Transportation Plan** was adopted to address transportation needs out to 2015. In 2002, the City adopted the 2020 Greeley Comprehensive Transportation Plan. This Plan included an overview of the existing transportation systems and proposed improvements, as well as transportation planning criteria and policies.

*The circulation routes of the city, whatever the city's size, become its functional urban structure. If that structure breaks down, the city as a functioning whole ceases to exist.*

– David Lewis



**COMPREHENSIVE TRANSPORTATION PLAN** - a long-range transportation plan for the City of Greeley to the year 2015, adopted in 1996.

**G.E.T.** – the Greeley-Evans Transit system.

## **Present**

Transportation systems are necessary in order to move people, goods, and materials to and from and throughout the community. These systems include bicycle and pedestrian trails and pathways; a network of streets and roadways; rail and air systems; and mass transportation or transit systems. The level of traffic congestion, as well as the appearance and design of transportation systems, significantly affects community image. As these systems become more congested, the level of air pollution and driver frustration also increases and tends to result in an increased number of traffic accidents. Providing a variety of modes of travel reduces congestion. Walking, bicycling, car pooling, and mass transit, all are alternatives to driving.

## ***Travel Behavior and Modes***

The continued reliance on **automobiles** in Greeley and Northern Colorado has resulted in a related increase in the number of **vehicle miles traveled (VMT)**. The most recent Community Indicators Report notes that the Weld County per capita private vehicle use was 60.0% greater than in Adams, Boulder, and Larimer counties. Some of this increase is due to the urban growth patterns in southwest Weld County, as well as the rural communities of eastern Weld County, but it is also indicative of the increasing amount of commuting that is taking place in northern Colorado. The majority of trips being made in and around Greeley are in single occupancy vehicles (SOVs). Efforts have been made by the City of Greeley to manage transportation demand by using strategies such as ride sharing or car pooling, use of the bus system, use of flexible work schedules, **telecommuting**, and encouraging land use patterns such as transit-oriented development (TOD) and more dense development. These strategies are intended to help reduce congestion on the roadway system and also help reduce air pollution. While these kinds of transportation demand management (TDM) techniques rely heavily on educating and engaging the public, the volatile price of gasoline has probably done more to affect driver behavior than most TDM techniques combined.

The 2020 Transportation Plan included a Pedestrian and Pedestrian Facilities Plan. These plans focused on pedestrian districts, such as the Downtown and UNC; activity centers, such as shopping centers; school walking routes and parks; and transit corridors, or areas within ¼ mile of future and existing bus routes. A key point identified in these plans was the lack of continuity of sidewalks and pedestrian routes in the community. A new element of the Plan was a suggested “Level of Service” standard to address such things as accessibility, connectivity, safety and appeal of the pedestrian facilities.

**Bicycling**, once viewed as a recreational activity, is now moving to the forefront as an alternative mode of transportation for commuting to work or school, or for doing errands. Greeley’s first Bicycle Plan was adopted in 1979 and the plan addressed bicycle access, safety, security, and environmental quality. An update to the plan was done in 1992 and also looked at creating a bicycle corridor between the Downtown and the campus of UNC. While these plans had great

**TELECOMMUTING OR TELEWORKING** – a work arrangement for performing work electronically, where employees work at a location other than the primary work location, such as at home or in a subordinate office.

**VEHICLE MILES TRAVELED (VMT)** - the total distance traveled by all motor vehicles.

vision for the future of bicycling, the implementation needed did not always follow. As a result, many of the bicycle routes and trails are located along arterial roadways, which tends to diminish the quality of the biking experience and many routes and trails are not connected throughout the community.

The 1996 Comprehensive Transportation Plan included a Bicycle Plan, as did the most recently adopted 2020 Transportation Plan. Adopted in 2002, the 2020 Transportation Plan included a Bicycle Plan that identified the location of needed facilities and included new shared use paths and bicycle lanes; amenities to enhance connections to other travel modes, such as bus stops and pedestrian pathways; and striping standards, to increase driver awareness of cyclists at intersections.

### ***Transportation System***

There is a strong linkage between successful land use and transportation planning and access. The type of access allowed is determined by the road classification which controls the number of access points (driveways and street intersections) their spacing and turn lane design for a particular site will drive the feasibility of different land uses for that location. As traffic increases, particularly on arterial streets, access becomes even more limited to maintain traffic flows and safety levels. When development was proposed in the past, the emphasis on access and circulation was typically placed on the automobile and pedestrian while bicycle access and circulation were not given much consideration. In recent years, the importance of designing for pedestrians and bicyclists has become more of a priority, as increased numbers of residents look for alternative transportation.

Two major highways, US Hwy 34 and US Hwy 85, intersect at Greeley. They offer important routes to and through the community and have had a major affect on how the community has grown over time. Other key roadways in the area are SH 392 north of Greeley and SH 257 west of Greeley. Greeley is part of the regional transportation planning efforts of the **North Front Range Metropolitan Planning Organization (NFRMPO)**. This region includes 15 local governments that are working together to improve regional transportation and air quality. The 2035 Regional Transportation Plan identifies and prioritizes future roadway improvements needed to serve the region. A key goal of the NFRMPO has been to achieve a shift away from the use of single occupancy vehicles to other modes of transportation. Programs designed to achieve this shift include **SMARTTrips**, park and ride locations, and various roadway improvement programs. SMARTTrips provides educational information, as well as carpool and vanpool matching, employer transportation programs, and regional transit planning. Park and ride locations have been added along I-25 in several locations, including at US Hwy 34. Roadway improvements in the Greeley area that have or will be funded, in part, through the NFRMPO include improvements to US Hwy 34 and US Hwy 85, sidewalks on key City streets, and operating expenses and vehicle replacements for the transit system. These improvements, as

**North Front Range Metropolitan Planning Organization (NFRMPO)**  
- The North Front Range Metropolitan Planning Organization (NFRMPO) is an association of 15 local governments working together to improve regional transportation and air quality.

**SMARTTrips** - a program for developing travel demand management information and educational programs about transportation alternatives in Northern Colorado.



well as future transportation planning efforts, must continue to rely on intergovernmental cooperation and coordination, in order to be successful. Another method of funding transportation improvements was recently proposed. The Regional Transportation Authority (RTA) involving Larimer and Weld Counties, as well as a number of Northern Colorado communities, was intended to address regional and local transportation issues and fund needed improvements. The RTA would have taxing powers to collect sales tax to use for roadway and transit improvements; however, broad support for the creation of an RTA did not exist.

Future street extensions and alignments have been identified on the 2020 Greeley Transportation Plan and include:

- Two Rivers Parkway, a key north/south roadway along the 83<sup>rd</sup> Avenue alignment, which would eventually tie into SR 392 in Windsor;
- “O” Street is extending westward, to eventually tie into Crossroads Boulevard in Windsor. This corridor would make an east/west connection between I-25 and US Hwy 85;
- An extension of 4<sup>th</sup> Street to intersect with SH 257 south of Windsor;
- An extension of 35<sup>th</sup> Avenue south across the Platte River and down US Hwy 85;
- An extension of 23<sup>rd</sup> Avenue north, using the 25<sup>th</sup> Avenue alignment north of the railroad tracks, through the area along the Cache la Poudre River, swinging back to the 23<sup>rd</sup> Avenue alignment at “O” Street;
- The extension of 16<sup>th</sup> Street west of 83<sup>rd</sup> Avenue to connect with 16<sup>th</sup> Street in Promontory.

In the past, right-of-way for future transportation corridors has not always been reserved. As a result, property acquisition costs are higher and in some cases, the land area for such a corridor has been developed and is no longer available. The preferred roadway alignments for these future corridors are shown on the **Land Use Guidance Map**, located in the Appendix of this document.

Another future transportation corridor that may impact Greeley is known as the “Super Slab Highway” (or Prairie Falcon Parkway Express). This highway is proposed as a high speed, private toll road 210 miles in length. The proposed route would intersect with I-25 north of Wellington, then head east of Nunn, where it would then turn southward. Its southward path would put it east of Eaton, Greeley, Kersey, the Denver metro area, Colorado Springs, and Pueblo. The toll road would intersect again with I-25 south of Pueblo. This route would include interchanges with I-76 and I-70 and the corridor is also proposed to include utility and rail lines. At the present time, its future remains uncertain, as state legislation, funding, land acquisition, and design are necessary in order for the toll road to be constructed and there is a fairly significant amount of opposition to its construction.

**LAND USE GUIDANCE MAP** – a map used to guide future land use planning decisions in Greeley, and including such things as employment and industrial uses; parklands and open space; commercial nodes; special uses; and multi-modal corridors.

The Greeley Comprehensive Transportation Plan projected that by 2020, nearly 400,000 daily trips would take residents out of the community to and from work, school, shopping, or for recreational and leisure activities. The largest number of these trips would be to Loveland, followed by Fort Collins and Windsor. Another 510,000 daily trips would be made by residents traveling within the community. These projections were based on travel demand modeling from the North Front Range Travel Demand Model. While the numbers may seem high, the average single-family home generates about ten trips daily to and from each home.

#### **Transportation, Parking, and Environmental Stewardship**

Most transportation-related activities have a direct effect on air quality. The level of air pollutants increases with idling motor vehicles and many drivers have longer trips to make to work, shopping, school and recreational activities. As a result, the effect on local environmental quality has not been positive. Weld County, along with Larimer County and seven other Denver metro area counties do not comply with EPA's **National Ambient Air Quality Standards** for ozone. Ozone comes from auto emissions, as well as from industrial plants, lawn mowers, and oil and gas drilling and storage operations. Noise levels from traffic also increase as traffic increases. Noise from trains and aircraft also add to the level of environmental impacts affecting the community.

Advancements are being made in the use of alternative forms of transportation, as well as alternative fuels. Automobiles are now available that use bio-diesel for fuel and electric vehicles are also in use, with new models forthcoming. Research is focused on other forms of fuel, including the use of hydrogen, natural gas, and ethanol. These fuels create less environmental impacts than fossil fuels; those that are renewable sources of energy also offer greater economic independence. Greater access to vehicles that use these and other alternative fuels as well as other sources of energy is expected over the next few years, as more models are produced and prices reduce over time.

Providing parking for automobiles is of even greater concern now. Providing "adequate" parking is important, but if too much convenient parking is available, it may serve as a disincentive for using other forms of transportation. The City's Development Code allows for parking reductions and shared parking for some land uses. The Code also limits non-residential parking areas to no more than 125% of the required amount of parking, but does allow this percentage to be exceeded with additional landscaping provided to offset the additional amount of hard-surfacing. A common example of areas with excess parking is with retail uses, where parking for the holiday shopping season is used as the basis for determining the number of spaces needed. During other times of the year, this parking often remains unused.

*For my part, I travel  
not to go anywhere,  
but to go. I travel for  
travel's sake. The  
great affair is to  
move.*

– Robert Lewis  
Stevenson



**NATIONAL AMBIENT AIR  
QUALITY STANDARDS** –  
standards administered  
by the Federal  
Environmental Protection  
Agency (EPA) for specified  
air pollutants, including  
carbon monoxide,  
ozone and suspended  
particulates.

### **Roadway Design**

In 2007, there were 388 miles of City streets and roadways and 39.1 miles of highways in Greeley. These areas account for nearly 25% of the land mass within the community and while streets and roadways are necessary to move people and goods from place to place and tie the city together, they also require substantial resources for maintenance. The roadway system also plays a significant role in the image of a community. The older areas of Greeley have a grid street system, which provides connections from one neighborhood to another – whether on foot or in an automobile. As the community grew westward and development trends changed, the grid street system was generally abandoned for a curvilinear street system with dead-end streets and cul-de-sacs. This type of street system makes it very difficult to travel from one neighborhood to another without driving. As a result, greater reliance has been placed on the automobile and the lack of a connected street system has tended to discourage biking and walking.

Street design has typically emphasized efficiency and safety and as a result, the visual appearance of streets has often not been given much consideration. Wide streets promote efficiency and safety, but also encourage driving at higher speeds. Design alternatives, such as reducing street widths, creating the perception of a narrower road using trees or detached sidewalks, or adding medians or boulevards all serve as traffic calming devices. In addition to slowing traffic down, these designs result in much more attractive streets that provide an improved level of comfort and safety for pedestrians. Traffic calming has been used with increasing frequency near schools and other areas where there are higher levels of pedestrian traffic. In addition to narrower streets, traffic calming can be accomplished through the use of speed humps or speed tables, **roundabouts**, “**necking down**” streets near intersections, or using **chicanes**, where the street alignments are offset from one another. The reopening of the Downtown malls on 8<sup>th</sup> and 9<sup>th</sup> Streets to vehicular traffic was done by narrowing or necking down the one-way street through these areas and designing in a slight offset in the alignment. Parking remains in some areas along the street, but the resulting effect has been to slow traffic through this area. While roundabouts have been used on a limited basis in Greeley to date, they are being used in other Northern Colorado communities and the results have generally been positive, once drivers have gained experience driving through them.

The number of traffic accidents in Greeley has been dropping since 2002, when a high of 3,917 accidents occurred. Of these accidents, 477 resulted in injuries – a high over the prior 18 years. By 2007, the total number of accidents had dropped to 2,808 and 157 resulted in injuries. The average number of fatalities has remained at about five per year since 1990 and 2007 saw three traffic-related deaths. In the past year, there has been a noticeable increase in the number of motorized scooters and bicycles on local streets and roadways in northern Colorado and the number of accidents involving these modes of travel is also increasing.

**CHICANE** – a traffic-calming technique where street or road alignments are offset from one another.

**ROUNDABOUT** – a road intersection where traffic enters a one-way flow around a central island, often known as a “modern roundabout”, to distinguish it from older, larger types known as traffic circles.

**NECKING DOWN** – the narrowing of a street or roadway typically done to reduce traffic speed.

**MULTI-MODAL CORRIDOR** – a transportation corridor that offers different types or modes of transportation.

City street design standards include standards for local, collector, and arterial streets. All collector and arterial streets are designed to have on-street bike lanes. Local streets are used in residential and commercial/industrial areas. There is also a local low-volume and a major local street classification. Collector street designations are for minor and major collectors. Arterial streets include minor and major arterials, as well as parkway arterials. The parkway arterial is a **multi-modal corridor**, intended to offer more than one form of transportation. The City's Development Code includes performance design options for local streets, which allows a reduction in width in exchange for the construction and maintenance of detached sidewalks and trees adjacent to the street, or for a boulevard or median in the street. There has been support from the development industry for this design option. Similar design options don't yet exist for collector or arterial streets and as a result, these streets tend to have broader expanses of pavement, particularly at the intersection of two arterial streets.

Entryways into the community and major roadways to key community destinations are highly visible areas that play a key role in establishing the image of the community for the traveling public. The 1994 Greeley Entryway Master Plan identified a number of key interchanges and entryways and recommended design treatments for several of these areas. The City's citizen Entryway Committee further refined the areas deserving particular attention. Many of these important entryways have been improved over the past decade, adding greatly to Greeley's unique "sense of place" and attractiveness with design features such as landscaping, signage, and street furniture. The concept of entryways has also been used for establishing neighborhood identity in areas such as the Arlington neighborhood near the UNC campus, and is expected to be used elsewhere throughout the community. The University has also undertaken substantial improvements to enhance the approaches to the campus, further enhancing the image of the travel corridors in the area.

#### **Level of Service**

The level of service (LOS) of a street is a measurement of the quality of the traffic flow on that street. Like a grade card, LOS "A" is the highest measure of free-flowing traffic, while LOS "F" means the traffic flow has broken down and is failing. The City's 1996 Transportation Plan formally established level "C" as acceptable for transportation planning during peak hour travel and this performance level was continued with the 2020 Transportation Plan. At off-peak times, streets and roadways are expected to operate at higher levels of service. Traffic impact studies are required with most development applications. These studies are based on vehicular traffic and in the past, have not taken into account pedestrian and bicycle activity. They are used to determine if the street system can handle the additional traffic that would come with a proposed development and if there are improvements needed as a result of the development.

The 2020 Transportation Plan also proposed that an **Adequate Public Facilities Plan (APFP)** be developed. An APFP is intended to address the timing of new development and the ability of the existing infrastructure to handle this development. Such a plan would mean that if development impacts exceeded the available capacity of the existing infrastructure, then the development would not be approved until either the needed improvements were made, or a plan for funding the improvements was in place.

### **Mass Transit**

Greeley's bus system, GET (Greeley-Evans Transit), has been in operation since 1960, although it was originally named The Bus. There are six fixed-routes which provide connections to schools, shopping centers, the Greeley Mall, Downtown, recreation and senior centers, medical centers, and major employers. Transfer points are located in Downtown and at the South Greeley Transfer Center, which is at the Greeley Mall. There is also the Boomerang Route, which is a shuttle serving the UNC campus during the fall and spring semesters, Monday - Friday. Bus service generally runs from 5:30 a.m. – 7:30 p.m. depending on the route and day of the week. There is no service on Sundays or national holidays; only a demand response service is offered in the evenings and on Sundays. The new 34-Xpress route links Greeley to Loveland, along US Hwy 34. All buses are equipped with bicycle racks for transporting bicycles at no extra charge.

Para-transit service is also available as an origin-to-destination service for persons with disabilities, and for persons over the age of 60. Riders must qualify for this service by completing an application and having a disability as defined by the Americans with Disabilities Act (ADA). Riders can travel with service animals or with a personal care attendant if unable to travel alone.

Ridership has been increasing steadily in recent years, as shown in Table TR1 below. Para-transit has been increasing each year, with the exception of a drop in ridership in 2006 and again in 2008. Historical fixed-route ridership over the past 25 years showed that peak ridership of 560,875 persons occurred in 1983. The peak usage of para-transit over the past 25 years was in 2005 and this number is generally expected to grow, as the number of persons with disabilities and an aging population also increases.

**ADEQUATE PUBLIC FACILITIES** – the public facilities and services needed to maintain the adopted level of service standards.



Table TR1 – The Bus/GET Operating History, 2000 - 2007		
Year	Fixed Route Total Passengers	Para-transit Total Passengers
2000	393,769	23,103
2001	471,921	26,247
2002	398,841	27,931
2003	410,299	28,657
2004	411,898	31,192
2005	435,014	33,483
2006	453,699	32,077
2007	471,156	33,331
2008	520,921	28,403

Source: City of Greeley Public Works Department

The 2020 Transportation Plan identified steps to take to increase ridership on what was known then as The Bus (now G.E.T). These steps included such things as increasing the frequency and hours of operation on key routes (16<sup>th</sup> Street, 28<sup>th</sup> Avenue, 10<sup>th</sup> Street, and 4<sup>th</sup> Street); acquiring more buses; integrating transit with other transportation modes; and increasing the transit system coverage. Para-transit improvements included improving the coordination between the various providers, and implementing a vehicle locator system.

Transit systems typically need a residential net density of between eight and nine units per acre, or about 15,000 persons per square mile, to run a system efficiently. In the case of transit, “efficiency” means that routes operate on frequencies of one-half hour or less. GET is currently operated on one-hour frequencies or “headways”. While transit can operate at this frequency, it is not very efficient for riders who may not be willing or able to wait an hour for the next bus. The average gross developed density city-wide in Greeley is at 5.8 dwelling units per acre. If the undeveloped areas are factored in, gross density city-wide drops to 2.4 dwelling units per acre.

In addition to having efficient bus service, the design of developments with residential, commercial and employment uses also must be oriented to transit to encourage, rather than discourage its use. Transit-oriented development (TOD) is a mixed-use residential or commercial area that is designed to maximize access to public transportation. This form of development incorporates features to encourage transit ridership and typically has a center with a bus or rail station, surrounded by fairly high-density development. The density spreading outward from the development is usually lower, farther away from the center. Greeley does not currently have any transit-oriented development, but with transportation costs increasing, as well as interest in higher density development, it is a logical form of development to promote and encourage.



### ***Air Transportation***

Air service is provided for the Greeley area by the Greeley-Weld County Airport, which is located east of Downtown Greeley, with access from East 8<sup>th</sup> Street (SH 263). It is owned and operated by the Greeley-Weld County Airport Authority, which includes members of the Greeley City Council and the Weld County Board of Commissioners in its membership. Future plans are to widen 8<sup>th</sup> Street/SH 263 to four lanes, which will provide better access to the airport. The airport is expected to have increased air traffic and to play an important role locally as a major employer. The airport has a 10,000 foot runway which is capable of handling jet traffic from the FAA's Group III Airplane Design, which includes 727 and 737 jets. A new terminal and the 10,000 foot runway, which was the second runway at the airport, were opened in 2000. There is also a military installation at the southwest corner of the airport.

The airport has adopted an Airport Master Plan that details additional facilities and improvements planner for the airport. The first Master Plan was completed in 1978 and has since been updated in 1984 and in 1993. The airport property was annexed into Greeley in 2005 and zoned I-M (Industrial Medium Intensity). There is land area available at the airport for the additional development of hangars and an additional 40 acres of land to the east is expected to be available for aeronautical development in the near future. The City of Greeley has also adopted the Airport Master Plan.

### ***Rail Transportation***

The Union Pacific Railroad and the Great Western Railroad operate freight trains through Greeley. Union Pacific ended passenger rail service in the late 1990s. The Union Pacific Train Depot was renovated in 1994 and now serves as the office for the Greeley Chamber of Commerce/Visitors Bureau. In the summertime, the parking area around the depot is home to the Farmers' Market.

Abandoned railroad lines provide good locations for future bicycle and pedestrian trails. The Rails-to-Trails program has been used in many communities to convert abandoned rail lines to use as bike and pedestrian trails. Commuter rail service throughout Northern Colorado and connecting to the Denver area would provide a valuable alternative mode of transportation for many commuters. The Union Pacific line roughly parallels US Hwy 85 into the Denver area and could offer a viable route for commuter rail. The Great Western Railroad is an industrial use rail and runs between Loveland, Fort Collins, Windsor and Greeley. Currently, Great Western averages one train weekly into Greeley, but this is likely to increase as a result of adjacent new industrial growth near the Greeley/Windsor growth boundary. This line runs diagonally into Greeley, intersecting with the Union Pacific main line near 3<sup>rd</sup> Street and 8<sup>th</sup> Avenue.

The City and Weld County are jointly working on the North Greeley Industrial Rail Corridor Sub-Area Study. This study is intended to identify the status of a number of conditions in the area, including transportation, demographic, physical, structural, site, land use, social, and economic conditions. This information will then be used to develop future plans for the coordination of infrastructure and land use in such a way that will promote the economic development of the area. This study relies on the continued intergovernmental cooperation that has been established between the City of Greeley and Weld County.

### **Patterns**

The following key trends have been identified relative to transportation:

- Reliance on the single-occupancy vehicle is still significant and if continued, will lead to increased congestion and increased levels of air pollution
- Connectivity does not occur in bicycle and pedestrian routes in many areas of the community
- Greeley will continue to play a key role in regional transportation issues and solutions and has an opportunity to place greater emphasis on alternative modes of transportation and transportation demand management strategies
- Current street design standards focus on safety and function, with less consideration given to bicyclists and pedestrians, or to the aesthetic appearance of streets
- As the community has grown at fairly low density levels, the resulting residential densities have not been high enough to support an efficient transit system
- Establishing east/west arterial connection to regional destinations will continue

### **Progress**

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

- Amendments have been made to the City’s Development Code in parking requirements, allowing flexibility through such methods as shared parking and limiting the amount of parking provided for non-residential uses
- The Development Code encourages and promotes mixed-use development as a way of reducing vehicle miles traveled
- The City’s 2020 Transportation Plan was adopted in 2002 and addresses the full range of transportation systems: streets and roadways, transit, bicycles, pedestrians, rail and air transportation
- The Greeley-Weld County Airport was annexed and a new terminal facility constructed

**COMPLETE STREETS**  
**ATTRACTIVE**  
**Well-designed**

## Potential

The following themes describe transportation characteristics as part of a desired 2060 Greeley:

- Intreconnectivity
- Cutting Edge
- Safe
- Eco-friendly
- Fully accessible
- Progressive
- Complete streets
- Attractive
- Well-designed
- Easy to get around
- Affordable mass transit
- Prioritize pedestrians
- Multi-modal
- Smart
- Transportation testing site for air travel
- Well maintained
- Continuum of transportation systems & options
- Progressive
- Attractive
- Regional interface
- Be the destination
- Pleasant travel experience
- Trains, planes & everything in between
- Travel reinvented

## Promise

An effective, attractive, complete and interconnected community transportation system

*The only way to solve the traffic problems of the country is to pass a law that only paid-for cars are allowed to be on the highway. That would make traffic so scarce, we could use the boulevards for children's playgrounds.*

– Will Rogers



## II.

### TRANSPORTATION CHAPTER

#### GOALS, POLICIES, OBJECTIVES & ACTIONS

#### TABLE OF CONTENTS

<b>GOAL .....</b>	<b>18</b>
<b>OBJECTIVES</b>	
<b>TR1 TRAVEL BEHAVIOR AND MODES .....</b>	<b>18</b>
A Provide a transportation system that is safe, efficient and integrated .....	18
B Create a transportation network that is compatible with the natural, social, and economic environment .....	21
C Design and operate a transportation system that optimizes choices and connections between all modes of travel .....	21
D Research, anticipate, and integrate emerging and futuristic forms of travel and transportation technologies.....	22
<b>TR2 TRANSPORTATION AND LAND USE .....</b>	<b>22</b>
A Ensure that land use and transportation decisions, strategies and investments are balanced, coordinated, and complementary in achieving overall community development goals .....	22
B Create a transportation system that supports planned land uses and facilitates the movement of people, goods and services in an effective and desirable manner .....	22
C Develop a sustainable transportation system .....	25
D Establish comprehensive parking standards and systems that are functional and complement environmental and design objectives of this 2060 Comprehensive Plan .....	25

**Easy to Get Around**

**Affordable mass transit**

<b>TR3</b>	<b>TRANSPORTATION AND ENVIRONMENTAL STEWARDSHIP .....</b>	<b>27</b>
A	Promote transportation practices and improvements that achieve a high quality of life through sensitive environmental compatibility .....	27
B	Incorporate energy efficiency into transportation systems and facilities .....	28
<b>TR4</b>	<b>ROADWAY DESIGN .....</b>	<b>28</b>
A	Design roads and other transportation facilities to contribute to a safe, positive, and attractive visual image and community character .....	28
B	Accommodate transportation needs associated with emergency response and the movement of hazardous materials .....	29
C	Incorporate accommodations within the entire transportation system for persons with disabilities .....	29
D	Enhance community appeal by providing safe, pleasing, and efficient travel corridors.....	30
E	Minimize tendencies for errant traffic behaviors through effective transportation design.....	31
F	Provide a comprehensive and interconnected transportation system that supports community environmental objectives and includes all affected parties in its location and design.....	32
<b>TR5</b>	<b>TRANSIT.....</b>	<b>32</b>
A	Promote an efficient, effective, and comprehensive transit system for public use .....	32
B	Provide mobility and access to community services, employment, educational opportunities, shopping, medical, recreational, and other destinations .....	33
C	Improve environmental quality through the reduction of single-occupant vehicles on the road and related traffic congestion.....	34



	D	Provide all residents with transportation choices and support to be as self-reliant as possible .....	34
	E	Foster regional transit through intergovernmental agreements.....	34
<b>TR6</b>		<b>AIR TRANSPORTATION .....</b>	<b>35</b>
	A	Support the ability of the Greeley-Weld County Airport to reach its full potential in providing competitive air transportation services to the area.....	35
	B	Support the effective interface of air travel with other transportation systems to assure all movement to and from the community is safe, well- understood, easily accessed, efficient, and effective .....	36
	C	Promote land use compatibility in sensitive airport runway approaches .....	37
<b>TR7</b>		<b>RAIL TRANSPORTATION .....</b>	<b>37</b>
	A	Promote the use of existing and planned area rail corridors to meet the safe and effective movement of freight as well as future passenger rail travel.....	37
	B	Carefully plan land uses adjacent to rail corridors to minimize conflicts between other land uses and transportation movements .....	38
<b>TR8</b>		<b>LEVEL OF SERVICE.....</b>	<b>39</b>
	A	Adopt and implement target level-of-service standards for all components of the transportation system, such as pedestrian movement .....	39
	B	Incorporate level-of-service standard expectations and performance into the development review process .....	40
<b>TR9</b>		<b>INTERGOVERNMENTAL COOPERATION .....</b>	<b>40</b>
	A	Maximize the public benefit from a coordinated transportation system through pedestrian, bicycle, and vehicle cooperative public and private initiatives .....	40

# Prioritize pedestrians

SMART

Multi-modal



## ◆ TRANSPORTATION ◆

**GOAL:** Optimize the safe, efficient, and pleasing movement of people, goods and services into and throughout the community through a comprehensive, attractively designed transportation system that is locally and regionally interconnected

### OBJECTIVES

#### TR1 TRAVEL BEHAVIOR AND MODES

##### A Provide a transportation system that is safe, efficient and integrated

- 1 Periodically update the adopted **Transportation Master Plan** to incorporate the goals and objectives of this 2060 Comprehensive Plan
- 2 Design, construct, and maintain a transportation system which includes all modes of travel which:
  - Meets the unique needs of each mode of travel
  - Integrates all modes of travel into a comprehensive transportation system
  - Ensures that the system provides efficient links between each mode of travel
  - Provides networks for pedestrians and bicyclists which are equal in priority, design and construction to the system provided to motorists
  - Anticipates future modes of travel by:
    - Researching trends and emerging forms of travel and related support facilities
    - Anticipating how emerging transportation systems might be accommodated such as with the reservation of rights-of-way
- 3 Prioritize pedestrian movements in the design and construction of all public and private development projects (see also CD1D3, CD2A5, and PS2A13)
  - a Install detached sidewalks on both sides of arterial and collector streets to comfortably separate pedestrians from motorists, lessen street noise and the potential for threats or impacts to walkers from vehicles traveling close by at higher speeds. Sidewalks in these areas should be ample in width to support a mix of user types
  - b Consider how best to accommodate pedestrians with disabilities, with care given to remove obstacles and barriers to aid their safe and efficient movement

**TRANSPORTATION MASTER PLAN** – a long-range transportation plan for the City of Greeley to the year 2015, adopted in 1996.

Be the destination  
Pleasant travel experience

- c Retain standards that promote the installation of detached sidewalks in residential areas to induce walking and add safety and ease of movement on sidewalks of a width ample to support a mix of user types
  - d Within industrial settings assure that safe and sufficient pedestrian access is provided via sidewalks where employees are likely to access an area or to provide a link between other logical destinations
  - e Provide sidewalks in areas leading up to and across railroad tracks
  - f Design sidewalks to provide convenient and logical connections to and through a development as well as to the **perimeter public sidewalk**
  - g Pay particular attention to the design of sidewalks in high traffic commercial areas with large parking areas to assure that pedestrians have designated and, where possible and logical, separated access to reach the business areas
- 4 Establish sidewalk design standards which provide safe, attractive and effective pedestrian corridor travel to include, but not be limited to, the following design features (see also CD1D3, CD2A5, PS2A11, and TR4D):
- Detached sidewalks adjacent to arterial and collector streets
  - Adequate width for side-by-side pedestrian travel and opposing pedestrian traffic
  - Special pedestrian identification at intersections and crosswalks, including within parking lots
  - Adequate lighting for safe travel
  - Rest points or refuge islands in street **medians** to allow phased crossing of collector and arterial streets
  - Street crossing sequences and pedestrian signals associated with traffic lights timed to encourage safe pedestrian crossing
  - Amenities for pedestrians, such as benches, kiosks, call boxes, wayfinding signage, and similar public furniture installed where appropriate and practical to promote walking
  - Shortcuts and alternatives for pedestrians to avoid travel immediately next to high-volume streets
- 5 Promote pedestrian and bicycle travel in school routing plans (see also ED1A5g)

**MEDIAN** – the central area between travel lanes of streets and highways, which may be covered with landscape materials, hard-surfaced, or a combination of materials.

**PERIMETER SIDEWALKS**  
– sidewalks around the edge of an area.

- a Work with area schools to provide parents and students with safe and appealing school routes
  - b Work with community partners to explore design features or incentives to induce greater use of pedestrian or bicycle travel to school
- 6 Consistently enforce traffic regulations which favor and protect pedestrians and bicyclists by addressing driver behaviors which threaten the safety of those traveling on foot or bicycle
- 7 Provide detached **bicycle paths** on major collectors and all arterial streets to separate non-commuter bicyclists from high-speed, high-volume traffic wherever possible
- 8 Encourage bicycle travel and an effective bikeway system using standards for on-street bike lane widths which incorporate practical use and multi-modal expectations. Develop the standards with input from local commuter bicyclists and other users
- 9 Promote street design configurations which foster **interconnectivity** between subdivisions and commercial development in order to move all modes of traffic in direct routes and limit extraneous travel on collector and arterial streets (see also EN3A4b)
  - a Require proposed residential developments to demonstrate the ability of residents to get to and from their subdivision via at least three different arterial and major collector roadways either directly or by access through other adjacent subdivisions or developments
  - b Discourage the use of dead-end streets and consider alternatives to the extensive use of cul-de-sacs in development of residential areas
    - i Explore the use of a “**coving**” design to limit intersections and promote safe travel within subdivisions
    - ii Consider the utilization of roundabouts (traffic circles) to manage traffic flow and speed
- 10 Explore the use of abandoned railroad rights-of-way, drainage ways and canals for opportunities to serve **alternative modes** of transportation (see also PR2A1, PR2A3 and TR7B3)

**ALTERNATIVE MODE** – a different method or type of transportation than is typically used.

**BIKE LANE** – an area on a street that is striped and identified as an area for bicyclists, which is generally located between the travel lane and curb.

**BIKE PATH** – a path for bicyclists that is separated from or located off-street.

**COVING** – subdivision design characterized by non-uniform lot shapes and home placement, and when combined with winding roads, results in increased lot area, fewer intersections, and decreased road area.

**INTERCONNECTIVITY OR CONNECTIVITY** – the ability to be linked, such as through transportation systems, between areas.

**B Create a transportation network that is compatible with the natural, social, and economic environment**

- 1 Endeavor to fully implement a **Transportation Demand Management (TDM)** program that provides incentives which encourage alternatives to single-occupancy vehicle trips (see also ED3A2e and TR3Aii). Establish and promote TDM programs at:
  - Employment centers;
  - Educational facilities;
  - Recreational facilities;
  - Large residential complexes or dense residential communities; and,
  - Large retail and community commercial centers
- 2 Ensure that all proposed development projects demonstrate the ability to incorporate pedestrian, public transportation, and bicycling travel into site planning and development (see also CD1D3 and CD2A5)
- 3 Employ best practices to improve programs and management strategies to prevent and reduce contamination of street runoff and storm water (see also EN2B1a, PR2C1a, and TR3A1)
- 4 Coordinate with county, regional, state, and federal agencies concerning air quality maintenance programs and compliance with established and desired standards (see also EN3A1)
- 5 Work with county, regional, and state agencies to identify and employ methods to minimize and mitigate noise impacts that generate from adjacent existing and planned traffic corridors and transit operations and capital improvements (see also EN3B)
  - a Monitor traffic-related noise levels throughout the community to establish baseline standards
  - b Evaluate noise 'hot spots' to ascertain mitigation or management alternatives to address noise pollution from transportation activity

**C Design and operate a transportation system that optimizes choices and connections between all modes of travel**

- 1 Require all new development and redevelopment to incorporate transit-oriented design into projects (see also TR5A5)



**TRANSPORTATION DEMAND MANAGEMENT (TDM)** – strategies aimed at reducing the number of vehicular trips, shortening trip lengths and changing the timing trips from peak hours.

- a Develop a users' manual of locally-approved practices which guide development in transit-oriented design
- b Explore development incentives for those projects which promote transportation efficiency and transit opportunity through density and design elements (see also LU1C3 and TR5A3)

**D Research, anticipate and integrate emerging and futuristic forms of travel and transportation technologies**

**TR2 TRANSPORTATION AND LAND USE**

**A Ensure that land use and transportation decisions, strategies and investments are balanced, coordinated and complementary in achieving overall community development goals**

- 1 Support land use proposals which balance and distribute transportation impacts to maintain and improve current levels of mobility
  - a Encourage a mix of complementary neighborhood businesses, services, and residential uses to foster short trips easily made by walking or bicycling and to spread traffic demand times (see also LU1C3)

**B Create a transportation system that supports planned land uses and facilitates the movement of people, goods and services in an effective and desirable manner**

- 1 Develop a transportation system which supports planned land uses (see also LU1C3)
  - a Monitor vehicle trips by land use types on a periodic basis in order to measure the accuracy of transportation demand expectations (e.g. daily and peak hour activity)
  - b Revise, as appropriate, traffic design standards to match actual experience with various land use types
- 2 Develop a strategy to achieve and enhance the transportation system to effectively serve people with disabilities (see also HS3A1a)
- 3 Maintain a traffic system that encourages the use of arterial streets for cross-town and regional traffic, the use of collector streets to channel traffic from the neighborhoods to arterial streets, and discourages the use of local streets for through traffic

- a Continue the pattern of locating arterial streets on or near section lines to the degree that area topographical and environmental impacts can also be successfully accommodated
  - b Continue the pattern of locating collector streets at the approximate mid point between arterial roads to move traffic internal to the area out to arterial roads. Collector streets should not be designed as long, wide, straight streets, but developed in such a way to add interest for the traveler, safety for multiple user types, and discourage speed and pass-through traffic
  - c Develop standards which control volume and speed on local streets through pro-active **traffic calming** strategies
  - d Develop and enforce an **Access Control Plan** which supports efficient travel on major roadways through a combination of access management and the number and spacing of driveways and intersections. Such an access control plan should support the efficient, functional and attractive development of land through compatible design measures
  - e Reduce the number of closely-spaced driveways along arterials through shared access and re-location where feasible
- 4 Promote the orderly movement of goods and services throughout the community in order to support economic vitality and efficiency
- a Establish and enforce appropriate truck routes to and through the city
  - b Develop and enforce a route to and through the city for transport of **hazardous materials** (see also EN5F2, PS2A4a and TR4B2)
  - c Undertake a study to develop a Rail Master Plan which evaluates the safe, compatible and effective use of rail to, from and through the City
    - i Relate the rail objectives to the goals of the adopted Master Transportation Plan
    - d Support the development of the **Greeley-Weld County Airport** for air freight transportation (see also TR6)
  - e Support and expand ongoing programs related to street maintenance
    - i Actively explore the development of a specifically dedicated source of funding to provide a consistent and equitable means of supporting essential street maintenance throughout the community

#### **ACCESS CONTROL PLAN**

– a plan that identifies the location and type of access for properties along a state or federal highway.

#### **GREELEY-WELD COUNTY**

**AIRPORT** – the airport serving the Greeley and Weld County area, owned and operated by the Greeley-Weld County Airport Authority.

#### **HAZARDOUS MATERIALS/WASTE**

– shall mean any substance or materials that by reason of their toxic, caustic, corrosive, abrasive, or otherwise injurious properties may be detrimental or deleterious to the health of any person handling or otherwise coming into contact with such material or substance, or which may be detrimental to the natural environment and/or wildlife inhabiting the natural environment.

**TRAFFIC CALMING** – methods and techniques used to slow or “calm” traffic on streets and roadways.



- 5 Review and update City standards for emergency response times and routes related to roadway, air and rail traffic management (see also PS2A10)
  - a Provide regular communication to the community concerning emergency snow removal practices and standards, including active and consistent enforcement
  - b Review and update the City's emergency preparedness standards as they relate to surface and air transportation during other crisis periods
- 6 Work with other transportation agencies to develop and/or update area specific plans with unique traffic patterns and impacts, such as:
  - Downtown
  - UNC
  - Aims
  - US Hwy 85 business and bypass routes
  - S. 23rd Avenue corridor
  - 16th Street hospital corridor
  - US 34 bypass and business routes
  - E.8th Street Corridor (SH 263)
  - Major employment centers
  - Promote unique linkages to key activity centers and other areas of the community and which should be promoted, such as (see also ED1A6c):
    - Aims & UNC
    - Area high school travel to Aims
    - Large employers and high density residential areas
    - Major medical facilities and institutional or senior residential facilities
    - UNC & Downtown
- 7 Forecast locations for emerging major roadways to serve the community and regional destinations; study route alternatives, roadway design, non-vehicular access and movement
  - a Commence negotiations with landowners to reserve adequate rights-of-way to assure that orderly and effective development of the roadways is achieved. Immediate attention needs to be focused on the following roadways:
    - Two rivers Parkway (83<sup>rd</sup> Avenue)
    - North City east/west bypass routes (SH392 and also "O" Street
    - 4<sup>th</sup> Street extension from 83<sup>rd</sup> Avenue to SH 257



- 8 Coordinate with the public and private sectors on roadway construction and maintenance
  - a Review and revise, as appropriate, subdivision regulations relative to roadway development responsibilities
    - i Consider an adjustment to street development standards to require all developers to construct the equivalent of a local street to serve their site and adjust street development fees to pay for the expansion of collector and arterial streets to their ultimate design size
    - ii Evaluate the merits of further developing a fee that charges a development with a surcharge commensurate with the impact their development would have on the arterial and collector street system

**C Develop a sustainable transportation system**

- 1 Evaluate options related to street development standards and fees that credit and encourage greater infill development, thus promoting more efficient transportation system usage (see also EC1Ai and RE1B4)
- 2 In development of all street systems and networks, balance the size and location of the roadway and its ability to sustain growth with the objective of 'right-sizing' roads to promote non-motorized forms of travel and to eliminate unnecessary roadway width construction, perpetual maintenance and impact upon the environment from storm run-off, snow removal management, and air quality impacts

**D Establish comprehensive parking standards and systems that are functional and complement environmental and design objectives of this 2060 Comprehensive Plan**

- 1 Review Development Code standards to evaluate and update parking ratios for various land uses to ensure that excessive parking areas are not created (see also LU1B1)
- 2 Promote shared parking arrangements and co-location of complementary land uses that can effectively share parking facilities (see also LU5B3)

- 3 Consider Alternative Compliance in the Redevelopment District that would provide credit for on-street parking spaces to meet land use needs
- 4 Make effective use of on-street space for overflow and guest parking while avoiding impacts to neighborhood congestion from such use of streets
- 5 Formulate Alternative Compliance credits for parking where practical and realistic pedestrian, transit, bicycle and other alternative travel can be incorporated into the design and function of a development to reduce on-site parking needs
- 6 Consider the use of parking garages to make more effective use of land and to reduce the parking “footprint” of a site for land uses associated with large activity areas, such as Downtown, the hospital, campus parking or other similar activity nodes
- 7 Reduce ambient air temperature caused by the quantity of asphalt used in street and parking lot design in order to limit environmental impacts from urban heat islands (see also CD2C2 and EN3D1)
  - a Collect data from national studies; analyze and employ this information to develop pro-active standards to minimize urban heat island effects
  - b Adopt standards and methods of replacing traditional asphalt for streets with proven alternatives such as concrete or **hybrid** materials to reduce thermal impact
  - c Retain standards which require effective and attractive parking lot design with tree plantings to break up hot spots and discourage speeding and erratic driving behaviors
- 8 Develop parking criteria which require adequate parking accommodation for patrons to maintain the economic viability of a business while discouraging the use of single-occupant vehicles
- 9 Establish minimum short- and long-term off-street parking requirements for new development which incorporates special vehicles and purposes including areas for those with disabilities, car pools, van pools, and bicycles

**HYBRID** - the combination of two or more different things, aimed at achieving a particular objective, and in the case of an automobile, a mixture of power or fuel sources.

- 10 Initiate studies where chronic parking issues exist to review options to accommodate visitors in balance with adjacent land uses

### TR3 TRANSPORTATION AND ENVIRONMENTAL STEWARDSHIP

#### A Promote transportation practices and improvements that achieve a high quality of life through sensitive environmental compatibility

- 1 Minimize the use of non-biodegradable chemicals for snow removal in order to lessen the impact to storm water drainage systems (see also EN2B1a and TR2B3)
- 2 Reduce transportation noise and related impacts (see also EN3B1d and EN3B2c)
  - a Rail noise
    - i Fund improvements at railroad/street crossings, such as extended safety barrier arms used to prevent traffic from maneuvering around track barriers
    - ii Work with rail companies to establish “Quiet Zones” along in-city rail lines to allow a reduction in train whistle warnings (see also TR7B4b)
  - b Road noise
    - i Consider options in residential areas for sound wall attenuation to limit adjacent highway noise
    - ii Prohibit the use of **jake brakes** on roads adjacent to predominately residential areas
    - iii Work with the Colorado Department of Transportation to minimize road noise through the use of roadway materials, scoring of drainage cuts, use of landscaping and related measures
    - iv Work with site design of residential areas to configure subdivisions and housing to create buffers from adjacent street noise and commercial uses
  - c Commercial areas
    - i Work with commercial centers to limit routine parking lot sweeping and trash removal to times when it is in least conflict with adjacent residential uses
    - ii Utilize site design standards to minimize and buffer residential areas from delivery noises, such as is related to loading dock areas
  - d Disallow residential uses in the **Airport Overlay Zone** in which sound contours suggest noise impacts (see also EN3B1c)

**AIRPORT ZONING OVERLAY DISTRICT** – those lands depicted within the airport development area as contained within the Greeley-Weld County Airport Master Plan.

**JAKE BRAKES** – a device for slowing or stopping heavy vehicles, usually trucks, manufactured by Jacobs Vehicle Systems, Inc., which creates a distinctive noise as it slows the vehicle.

- 3 When transportation facilities are located in areas of ecological significance, develop over- or underpass opportunities for the uninterrupted and safe movement of wildlife, as well as to minimize the hazards of vehicle/wildlife collisions

**B Incorporate energy efficiency into transportation systems and facilities**

- 1 Minimize air pollution related to transportation activities by the following measures (see also EN3A2):
  - Promote the use of alternative transportation modes
  - Reduce automobile traffic
    - Support TDM practices (see TR1B)
    - Maintain acceptable traffic flow
    - Review and adjust traffic light synchronization on a regular basis to reduce idling time at traffic lights
  - Promote the use of alternative fuels and energy efficient vehicles (see also EN3A3)
  - Promote car maintenance programs
  - Increase citizen awareness through community education related of the benefits of reduced vehicular use
  - Support the efforts of community groups which provide transportation choices
  - Investigate alternative designs of drive-in and drive-through facilities that minimize the time cars idle
  - Improve all streets, alleys and parking lots to reduce **fugitive dust** associated with automobile use
  - Join with northern Colorado communities and the North Front Range **Metropolitan Planning Organization (MPO)** to reduce the number of single-occupant vehicles in the region to reduce congestion and improve air quality to conform to federal standards
    - Design and implement commuter programs
    - Promote viable alternative transportation options

**TR4 ROADWAY DESIGN**

**A Design roads and other transportation facilities to contribute to a safe, positive, and attractive visual image and community character**

- 1 Invite adjacent land owners to participate in the design of major street and transportation improvements, such as roadway expansion or redesign, bridge replacement, traffic calming or similar features to assure the improvements reflect

**FUGITIVE DUST** – dust particles suspended in the air by wind action and human activities.

**METROPOLITAN PLANNING**

**ORGANIZATION (MPO)** – a regional transportation planning group consisting of the municipal areas within Larimer and Weld counties.

important neighborhood considerations

- 2 Use the adopted **Entryway Master Plan** to provide guidance and design themes for the treatment of major entryways and travel corridors to and throughout the city. Establish a strategy for the realistic phasing of defined improvements and, where necessary immediately secure intergovernmental agreements to reserve the use of the right-of-way areas of such development (see also CD3A1a, CD3A4, EC4A5a, and PR2B8)
  - a Update the Entryway Master Plan as soon as practical to provide additional guidance, visual appeal, and consistency in treatment of the community entryways and major street corridors
    - i As appropriate, undertake specific corridor studies to address the needs and opportunities associated with particular areas; incorporate those studies by reference into the Entryway Master Plan
- 3 Locate commercial driveways to promote safe movement of vehicles and reduce congestion and accidents

**B Accommodate transportation needs associated with emergency response and the movement of hazardous materials throughout the community**

- 1 Consider the movements of emergency vehicles with the design of new subdivisions, commercial and industrial areas
  - a Include emergency responders when considering traffic calming installations, traffic circles and roundabouts, and requests for Alternative Compliance in street and parking designs
- 2 When considering recreational, commercial and industrial land uses, evaluate the routes that will be necessary to move hazardous materials to and from such sites (see also EN5F2d, PS2A4a and TR2B4b)

**C Incorporate accommodations within the entire transportation system for persons with disabilities**

- 1 Include members from the disabled community to advise and critique transportation improvements and systems to assure their mobility needs are

**GREELEY ENTRYWAY MASTER PLAN** – a plan for improving the appearance of key entryways into Greeley, including landscaping, signage and street furniture design features, adopted in 1994.



reasonably accommodated

**D Enhance community appeal by providing safe, pleasing, and efficient travel corridors (see also CD3A1a, EN7C, PR2B8, PR2B2d, and TR4A2)**

- 1 Review and update the City's Street Median Design Standards, including a financial feasibility analysis to further enhance roadway attractiveness; provide visual relief to the traveling public; and, improve safety, traffic progression, and capacity
  - a Median treatments should be incorporated into initial street design and development to facilitate driver patterns, safety, control access to development close to major intersections and increase roadway capacity
  - b Add pedestrian refuge areas to medians on major collectors and arterial roadways to allow the safe crossing of wide, heavily traveled streets (see also TR1A4)
  - c Pursue alternatives to traditional dark material and asphalt roads and streets to reduce the effects from "urban heat islands" (see also EN3D1)
  - d Median treatment should be appropriate for the land uses to which they are adjacent but, in all cases, include xeric landscape which utilizes plant material that is indigenous or appropriate to this locale and which anticipates maintenance aspects relative to landscape growth
  - e A variety of trees species should be used in medians to add visual interest and minimize loss of plant material as a result of **monoculture blight** due to pests
  - f Where possible and appropriate to the setting, install public art in medians to add interest and area identification
- 2 Review, modify, and maintain a street signage program which provides adequate but not excessive, signage for public, civic, and community points of interest and traffic regulation
  - a Promote a standard for consistent public signage on all streets
  - b Develop a specific wayfinding signage set of criteria and standards to promote the effective direction to local points of interest
  - c Establish a vigorous maintenance program to keep signs legible and in good condition (see also PS2A7)
- 3 Update and implement community-wide standards

**MONOCULTURE BLIGHT** – disease and/or pests that affect the same species of plant materials.

**WELL maintained**  
**Continuum of transportation**

for street furniture, mast arms and traffic signals, trash containers, bus benches and shelters, signs, street lights and related infrastructure which is attractive and contributes to overall community design elements (see also CD3A and CE3C1)

- a Where consistent with overall City design standards, allow new and established neighborhoods to set forth individual character elements in the design of street improvements
  - b Integrate overall City design elements into the entryway and special corridor plans and improvements
- 4 Install and maintain landscape edges along rights-of-way for which the City has control and responsibility, such as adjacent to drainage areas, ditches, bridges, parks and other public facilities
- a Utilize a bio-swale concept where practical to accommodate storm drainage as a functional component of the landscape
- 5 Re-evaluate City standards related to minimum street width. Narrow motor vehicle width on streets as much as possible without compromise to public safety to reduce impervious cover and environmental impact, lessen initial construction and long-term maintenance costs, and slow traffic in order to limit accidents and pass through traffic (see also CD3A2)
- a Revenue saved from reducing street width should be devoted to bicycle lanes, if they do not already exist, as well as median improvement and another aesthetic enhancements
- 6 Review and revise, as feasible, design standards for intersections in a manner which prioritizes pedestrian and bicycle comfort and safety and alerts motorists to travelers on foot and bicyclists
- 7 Work with adjacent jurisdictions in the design and construction of streets to assure a logical and smooth connection occurs for travelers between communities
- E Minimize tendencies for errant traffic behaviors through effective transportation design (see also PS2A11)**
- 1 Develop a menu of pre-approved traffic calming improvements which must be installed with the initial construction of a subdivision or development to direct traffic movements appropriately and pattern driver behavior as early as possible (see also CD3A5)

# Transportation testing site for Air travel

- 2 Design new street alignments leading to major roads in a way that deters cut-through traffic, such as with street off-sets and circuitous routes

**F Provide a comprehensive and interconnected transportation system that supports community environmental objectives and includes all affected parties in its location and design**

- 1 Include a full complement of users in the development of standards, transportation linkages, and routes when developing the Transportation Master Plan and its attendant elements
  - a Consider the impacts to existing land owners adjacent to proposed transportation systems and work with such parties early in the development process to consider alternatives, trade—offs and treatments to accommodate existing conditions and uses

**TR5 TRANSIT**

**A Promote an efficient, effective and comprehensive transit system for public use**

- 1 Regularly review and periodically update the **Strategic Transit Master Plan** to assure it is as efficient and responsive as possible to meet user needs
  - a Engage users, non-users, employers and special destination representatives in this assessment and update
    - i Specifically include the transportation dependent population in this evaluation
  - b Explore transit options to serve the Greeley-Weld County Airport
- 2 Analyze and designate the transit priority network that optimizes bus routes for greatest efficiency and service
  - a Monitor bus **headways** and operation along the network routes on a regular basis
  - b Evaluate options to improve bus headways and reliability
  - c Coordinate the Transit Plan's land use objectives for access, density and mobility with the transit network
  - d Evaluate the ability to incorporate transit stops and services in a meaningful way into all land use decisions, provide allowances to credit transit as a form of Alternative Compliance to meet neighborhood amenity requirements or to lessen parking standards, where appropriate and

**HEADWAY** – the time between two vehicles passing the same point traveling in the same direction on a given route, used for public transit and rail transportation.

**TRANSIT STRATEGIC MASTER PLAN** – a plan for the Greeley Evans Transit System.

realistic

- 3 Encourage private and institutional participation in mass transit and car pool systems (see also TR1C1b)
  - a Analyze options to contract with other area transit providers to expand the transit options available to special populations, such as with Assisted Living Centers and Child Care providers that provide transportation services to their clients
  - b Review options with the local schools to cost share or provide single administration of the larger bus service system
    - i Investigate ways to expand the UNC shuttle bus service to accommodate a Downtown route, as well as to other shopping and activity areas
- 4 Actively market and inform residents about transit, including the use of incentives and promotions to acquaint residents with its function and applicability to their mobility throughout the community
- 5 Promote **Transit Oriented Design (TOD)** along major transportation corridors to foster the success of those corridors in sustaining transit use (see also TR1C1)
  - a Identify TOD corridors in City maps and through the Development Code to alert developers and landowners to the desired intensity of development in these areas

**B Provide mobility and access to community services, employment, educational opportunities, shopping, medical, recreational, and other destinations**

- 1 Explore steps to provide high-capacity transit service links in Regional Activity Centers and districts within the community and the region
- 2 Provide features essential to encourage transit use, such as lighting and weather protection at bus stops, security, pedestrian amenities, and similar improvements (see also CD3A2, CD3C1, and PS2A12)
  - a Work with community partners, adjacent businesses and housing complexes to help provide amenities to promote transit use
  - b Integrate transit stops, stations, and hubs into existing and new neighborhoods and business districts to add to the convenience of using

**TRANSIT-ORIENTED**

**DESIGN** – design intended to encourage and facilitate the use of public transit and which may include a mix of land uses, as well as such things as the spacing of collector streets, location and nature of sidewalks and pedestrian paths, and transit stop location and design.

transit

- c Minimize negative impacts of bus stops and facilities on adjacent areas

**C Improve environmental quality through the reduction of single-occupant vehicles on the road and related traffic congestion**

- 1 Utilize a wide variety of public service messages to encourage the use of transit, carpooling and the other forms of travel as identified in this 2060 Comprehensive Plan as an alternative to single-occupant travel
- 2 Include information concerning Greeley's status relative to air quality and emissions to encourage prudent use of vehicle trips

**D Provide all residents with transportation choices and support to be as self-reliant as possible**

- 1 Especially consider those residents who are transportation dependent when devising and/or amending transit routes and services. Poll that client population to stay current on trends, patterns, and services and their significance to this population
- 2 Work with area employers to establish a bus-to-work shuttle or routes to help facilitate employee use of the bus system

**E Foster regional transit through intergovernmental agreements**

- 1 Facilitate development and expansion of an integrated, **multi-modal**, regional transportation system that includes pedestrian, commuter rail, buses, taxis, car pools, vanpool, bicycles, and support facilities
  - a Design and operate the facilities and services to make inter-modal transfers easy and convenient
- 2 Continue to explore the development of a progressive regional transit system
  - a Work with Weld County and communities adjacent to US Hwy 85 to promote the development of comprehensive, effective, efficient and attractive travel along this transportation and entryway corridor
  - b Foster relationships with other northern Colorado communities in Weld and Larimer Counties to explore interconnectivity and cost

**MULTI-MODAL** – offering a number of different types or modes of transportation.

effective and equitable funding options to support an effective system of travel throughout northern Colorado

**TR6 AIR TRANSPORTATION**

**A Support the ability of the Greeley-Weld County Airport to reach its full potential in providing competitive air transportation services to the area**

- 1 Through this Plan, re-adopt the **Greeley-Weld County Airport Master Plan** to guide design, orientation and construction of runways, air traffic control and related support facilities
  - a Promote adoption of the Airport Master Plan by other area jurisdictions, such as Weld County, to unify the vision for the development of the airport and to direct area development to avoid land use conflicts with other adjacent properties
- 2 Promote the Airport as an integral component of the Greeley area transportation system (see also LU8A)
- 3 Coordinate with the **Airport Authority** in the implementation of an Airport Infrastructure Plan to install capital improvements needed to realize the full development of the airport as a regional air transportation facility
- 4 Promote the development of ancillary airport property as a related business and industrial park to complement area economic development programs and opportunities (see also EC4A1)
  - a Promote a range of complementary land uses and services at the airport, such as restaurant, aircraft sale and service and other support functions
- 5 Promote the existing and expanding programs for pilot, air traffic control and other related air transportation fields available through the Airport and area educational institutions, to support the community's image as a leader and resource in such education and training programs (see also EC2A9)
- 6 Consider support for corporate or personal travel services that complement the range of flight choices available at the airport and offer viable shorter range trips
  - a Promote such alternate air transportation systems as a unique, viable option and attraction for Greeley travelers

**AIRPORT AUTHORITY**  
– the governing body of the Greeley-Weld County Airport.

**AIR TRANSPORTATION**  
– the transportation of passengers and freight using aircraft such as airplanes and helicopters.

**GREELEY-WELD COUNTY AIRPORT MASTER PLAN**  
-- a plan for future development of the Greeley Weld County Airport, adopted in 1978 with subsequent amendments in 1984 and 1993, and 2004.



- 7 Support the capability of the Airport to support the existing and expanded use of the facility for complementary military purposes
  - 8 Support the Airport's capabilities to support promising advances in alternative and new air transportation means
    - a Foster research and development of air transportation alternatives in such areas as transport, fuel efficiency, weather and climate devices, air traffic control, maintenance and service components, flight communication and safety program, medical and emergency air transportation services and related fields
    - b Reinforce Greeley's work toward leadership in education as it relates to air transportation
      - i Offer training and promotional linkages with area schools to promote science and math careers
      - ii Promote airport/business associations with hospitality accommodations, communication, and special programming
      - iii Facilitate the airport environment as an air transportation "laboratory" to provide learning opportunities for the community on this valuable community service and asset
- B Support the effective interface of air travel with other transportation systems to assure all movements to and from the community are safe, well-understood, easily accessed, efficient, and effective**
- 1 Work with the Airport Authority, the Colorado Department of Highways, and Weld County government to assure that surface transportation to and around the airport is effective, adequate and maintained
  - 2 Enhance the main travel corridors used to reach and travel from the airport as key community entryways with special attention to way-finding signage, well-defined and complete roadway systems, and attractive landscaping, public art or other distinctive community features
    - a Particular attention should be paid to the improvement, appearance and function of the following road corridors:
      - State Hwy 263 (E. 8<sup>th</sup> Street), which should also be considered for expansion to meet the diverse and growing number of industrial users in the area
      - US Hwy 85

# Trains, planes & everything in between

- 8<sup>th</sup> Street from US Hwy 85 to Downtown
- b Consider carefully the types of land uses in these corridors and promote those which provide compatible and complementary uses to the airport
- 3 To the degree practical provide a trailhead or loop trail from the Poudre Trail Corridor to the airport
- C Promote land use compatibility in sensitive airport runway approach zones (see also LU2A7eii)**
  - 1 When considering land uses in the vicinity of the Airport, use the Airport Master Plan to guide and promote the establishment of compatible development in areas prone to noise and air traffic impacts
    - a Disallow uses which carry obvious incompatible uses to the airport such as residential
    - b Amend the City's Development Code to incorporate structure height limitations in restricted **Airport Influence Areas** as may be necessary
  - 2 Continue to promote the Airport's "Fly Friendly" program which promotes pilots to follow air traffic patterns that minimize noise in populated areas of the community (see also EN3B2d)
  - 3 Facilitate airport safety through development of the site with appropriate cautions related to fuel storage, design of vehicular patterns to and through the airport, effective air traffic, weather and emergency communications, and attention to homeland security matters
    - a Consider options to locate a fire station on the Airport property to serve the surrounding area of the community with fire and rescue services, in addition to the airport itself



**AIRPORT INFLUENCE AREA** – the area affected by noise and/or safety considerations, as identified on the airport layout plan drawings as contained in the Greeley/Weld County Airport Master Plan.

## **TR7 RAIL TRANSPORTATION**

- A Promote the use of existing and planned area rail corridors to meet the safe and effective movement of freight as well as future passenger rail travel**
  - 1 Work with area rail services to provide compatible freight and, optimally, passenger services to and through the community which are effective and work in conjunction with area surface transportation systems

- 2 Work with rail users to minimize delays for other travelers at railroad crossings
  - a Work with emergency responders to identify alternate routes when roads are blocked due to rail use
  - b Install adequate safety arms and railroad crossings to limit conflicts with pedestrian, bike and vehicular trafficcPeriodically assess the roads with railroad crossings to eliminate crossings whenever practical
- 3 At high-use rail and street crossings utilize “best management practices”, such as through the use of concrete or rubberized railroad crossings to move traffic effectively and comfortably over rail lines
  - a Extend pedestrian crossings over railroad tracks in the safest manner possible
- 4 Position the City to be an integral part of any northern Colorado commuter rail study or service. Pursue commuter rail possibilities as an integrated part of the of the overall transportation system
- 5 Anticipate the needs of passenger rail as a form of travel
  - a Review the logistical requirements associated with providing passenger rail options, such routes, transfers, and whether existing rail or expressway corridors can be adapted for such use
    - i Where possible and complementary to planned area land use, secure defined passenger rail rights-of-way concurrent with area development in anticipation of providing this transportation system in the future

**B Carefully plan land uses adjacent to rail corridors to minimize conflicts with other land uses, and transportation movements**

- 1 Continue support of the Union Pacific Train Depot as a structure of local historic significance, relating the role of rail transportation in the settlement of the area (see also CU1A2)
  - a Promote the Greeley Freight Station as an educational, historic and interactive amenity
  - b Createattractive and safe pedestrian points across adjacent rail and major roadways
  - c Improve the quality of the private development on both sides of the railroad tracks, especially near

- Downtown
        - d Identify a Downtown site for use as a multi-modal transportation hub station
- 2 Minimize the risk to the public as to rail use and related hazards; provide on-going education, signage and related communications on this subject to the public
- 3 Where rail lines have been abandoned, explore the potential for reuse of the rail right-of-way for another public transportation purpose, such as with the Rails-to-Trails program (see also PS DR2A1&3 and TR1A10)
  - a Retain rights-of-way to accommodate potential future transportation corridors, such as light rail capacity
- 4 When establishing land uses adjacent to railroad tracks, consideration should be given to safety issues, particularly as it relates to noise and attractive nuisance concerns with small children and special needs populations (see also EN3B2e)
  - a Establish minimum design standards for land use adjacent to rail lines to assure compatibility between uses
  - b Pursue the installation of “**Quiet Zones**” in sensitive rail corridors where the train whistles are incompatible with and disruptive to adjacent uses (see also TR3A2a)

## TR8 LEVEL OF SERVICE

- A Adopt and implement target level-of-service standards for all components of the transportation system, such as pedestrian, bicycle, and vehicle movement
  - 1 Establish, adopt and implement a ranking system for level of service standards to judge performance of the transportation system (see also ED1C1a, HS3A1a, and LU1C4)
    - a Identify minimally acceptable conditions for pedestrians and vehicular movements on all roads and for transit service (see also HS3A3)
      - i Strive for a Service Level of ‘B’ for pedestrian and bicycle movements throughout the city
      - ii Design and maintain vehicular movement on roads to attain a minimum of a Service Level of ‘C’, and strive for a higher service level in key corridors, such as near adjacent to major

## LEVEL OF SERVICE

**(LOS)** – an indicator of the extent or degree of service provided by, or proposed to be provided by a facility based on and related to the operational characteristics of the facility.

**QUIET ZONES** – areas established under federal rules where the use of railroad locomotive horns at crossings will be discontinued or minimized to reduce noise levels.

- shopping, medical and large industrial and public developments
  - b Measure performance against standards over which the City has some influence and control
- 2 Identify areas of the community which do not accomplish level-of-service objectives and formulate a strategy of land use considerations and transportation improvements which could be undertaken to improve such conditions
- 3 Accommodate mobility for the disabled, such as through transit services, continuous sidewalks and ramps, which facilitate the independence for this community population

**B Incorporate level-of-service standard expectations and performance into the development review process**

- 1 Evaluate the impact of zoning and land use actions on desired level-of-service operations for adjacent roadways. Disallow zoning amendments or land uses which would negatively impact desired level-of-service standards to unacceptable levels unless addressed or mitigated by the development with related improvements

**TR9 INTERGOVERNMENTAL COOPERATION**

**A Maximize the public benefit from a coordinated transportation system through cooperative public and private initiatives**

- 1 Pursue development of intergovernmental and agency agreements to maximize public funding invested in transportation infrastructure and delivery including, but not limited to:
  - a Construction and maintenance of roads
  - b Annexation and jurisdictional responsibilities to assure transparency in system safety, continuity, and performance
  - c Street naming conventions
  - d Transit
  - e Access control
  - f Traffic control
  - g Air transportation
  - h Rail services
- 2 Incorporate private carriers into the overall transportation delivery system to promote a comprehensive network that is available to serve the public. Such system would consider the following:
  - a Taxi service

**GLOBAL POSITIONING SYSTEM (GPS)** – a global navigation satellite system developed by the U. S. Department of Defense, to transmit precise signals for navigation purposes.

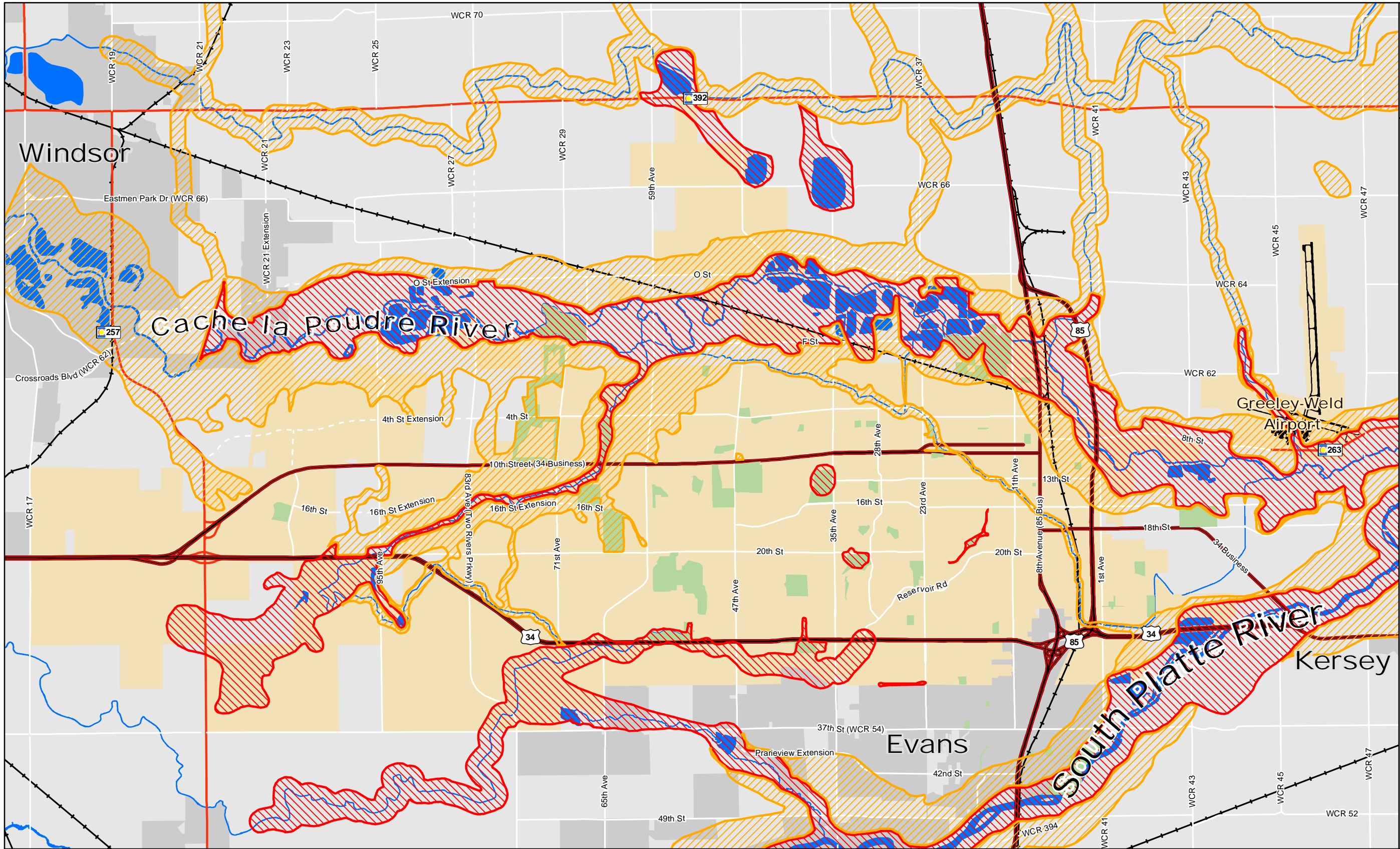
**PERSONAL RAPID TRANSIT (PRT)** – a public transportation concept offering on-demand, non-stop transportation, using small vehicles on a network of specially-built guide way, also called personal automated transport (PAT) or podcar.

- b Park-and-ride facilities
  - c Shuttles (e.g. Assisted Living Center transport, volunteer vans & services)
  - d Private buses
- 3 Seek opportunities to accommodate and employ futuristic transportation modes which might include:
- a Robotic vehicles
  - b Highway sensors
  - c Global Positioning Systems (GPS)
  - d Seg-ways
  - e Hybrid fleet options
  - f Personal Rapid Transit (PRT)
  - g Electric and solar vehicles
  - h Commuter-rail





# Areas of Ecological Significance



LEGEND

## Ecological Significance\*



### High

Areas which contain significant natural features which would be severely and negatively compromised by development.



### Moderate

areas which contain significant natural features which would be moderately and negatively compromised by development.



### Parklands

Existing Regional, Community, and Neighborhood parks as well as open space and golf courses.



Greeley



Other  
City Limits



Water Features



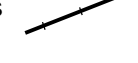
U.S. Highway



State Highway



Major Road



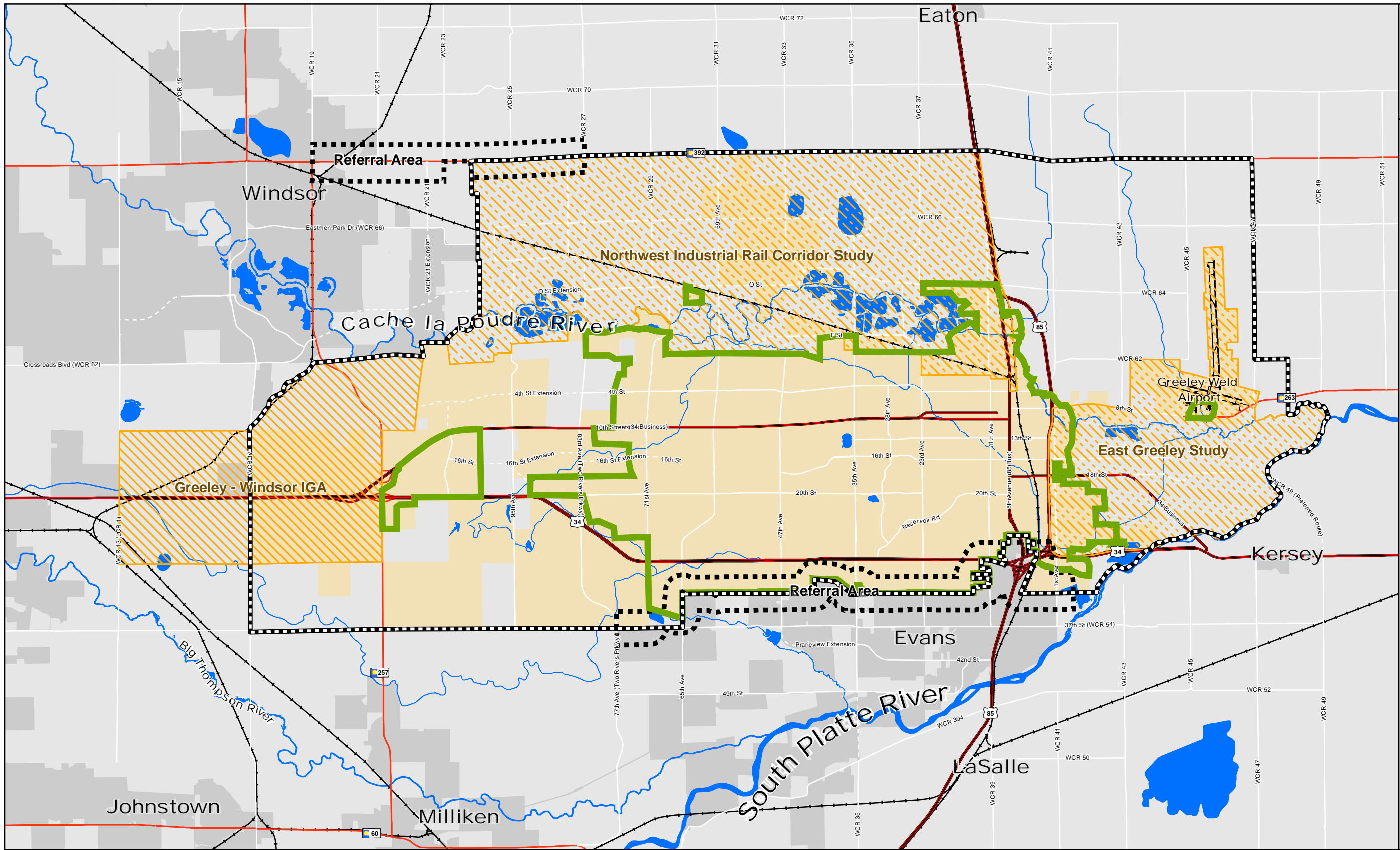
Railroad

\* Areas shown have been designated on the basis of mapping and research done by the Colorado Division of Wildlife and the City of Greeley.

All planimetric data was digitized from aerial photographs dated May, 2005. Updates are continual and data representations will change over time. This product is not necessarily accurate to engineering or surveying standards but does meet National Mapping Accuracy Standards (NMAS). The information contained within this document is not intended to be used for the preparation of construction documents.

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# Growth & Service Area Map



**LONG RANGE EXPECTED GROWTH AREA (LREGA)**

Area within which the community expects to grow within the next 20+ years. Subject to Cooperative Planning Areas and IGA's.

*Updated via annual Capital Improvement Project (CIP) Assessments.*

**PROPOSED ADEQUATE PUBLIC FACILITIES AREA (APFA)**

Area within which the community has prior commitments to provide services and development is prioritized.

## Cooperative Planning Areas (CPA)

 Existing IGA
 




*Intergovernmental Agreements which may have additional notice, development, and/or service provisions beyond annexation areas.*





 Proposed IGA
 

*Currently proposed Intergovernmental Agreement areas, the East Greeley Study, and the Northwest Industrial Rail Corridor Study.*

 Referral Areas
 

*Specific Referral Areas, additionally Weld County issues referrals to any municipality within 3 miles of a development proposal.*

 Greeley
  Other City Limits
  Water Features

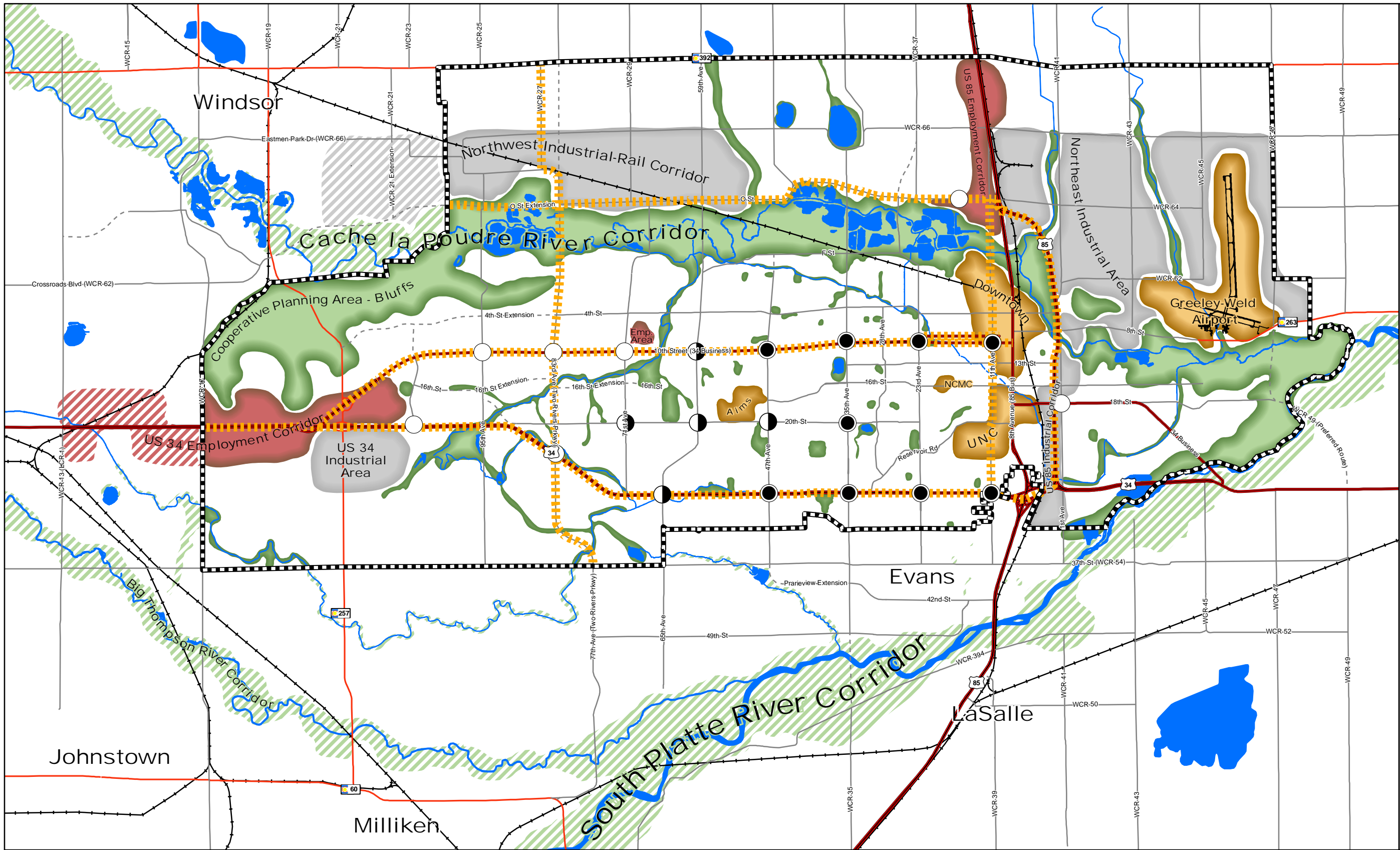
 U.S. Highway
  State Highway
  Major Road
  Railroad

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# Land Use Guidance Map



## LEGEND

- Outside LREGA
- Within LREGA
- Employment Uses  
Business Parks, Major Employers
- Industrial Uses  
Industrial Parks, Major Employers
- Natural Uses  
Parklands, Open Space

## LAND USE GUIDANCE AREAS\*

\*Land use areas generated from an analysis of Topography Data, Transportation Features (Rail, Highway, Airport Access), Areas of Ecological Significance, Commercial Gravel Deposits, Floodway & Floodplain Information, Hydrography (Canals, Ditches, Draws etc), Regional Features, visibility, and existing Regional Uses.

- Developed
- Developing
- Undeveloped
- Commercial Nodes
- Special Uses  
UNC, Aims, NCMC, Downtown
- Multimodal Corridors  
Planned transit corridors

## LONG RANGE EXPECTED GROWTH AREA (LREGA)

Area within which the community expects to grow within the next 20+ years. Subject to Cooperative Planning Areas and IGA's.

Updated via annual Capital Improvement Project (CIP) Assessments.

## TRANSPORTATION

- U.S. Highway
- State Highway
- Major Road
- Railroad

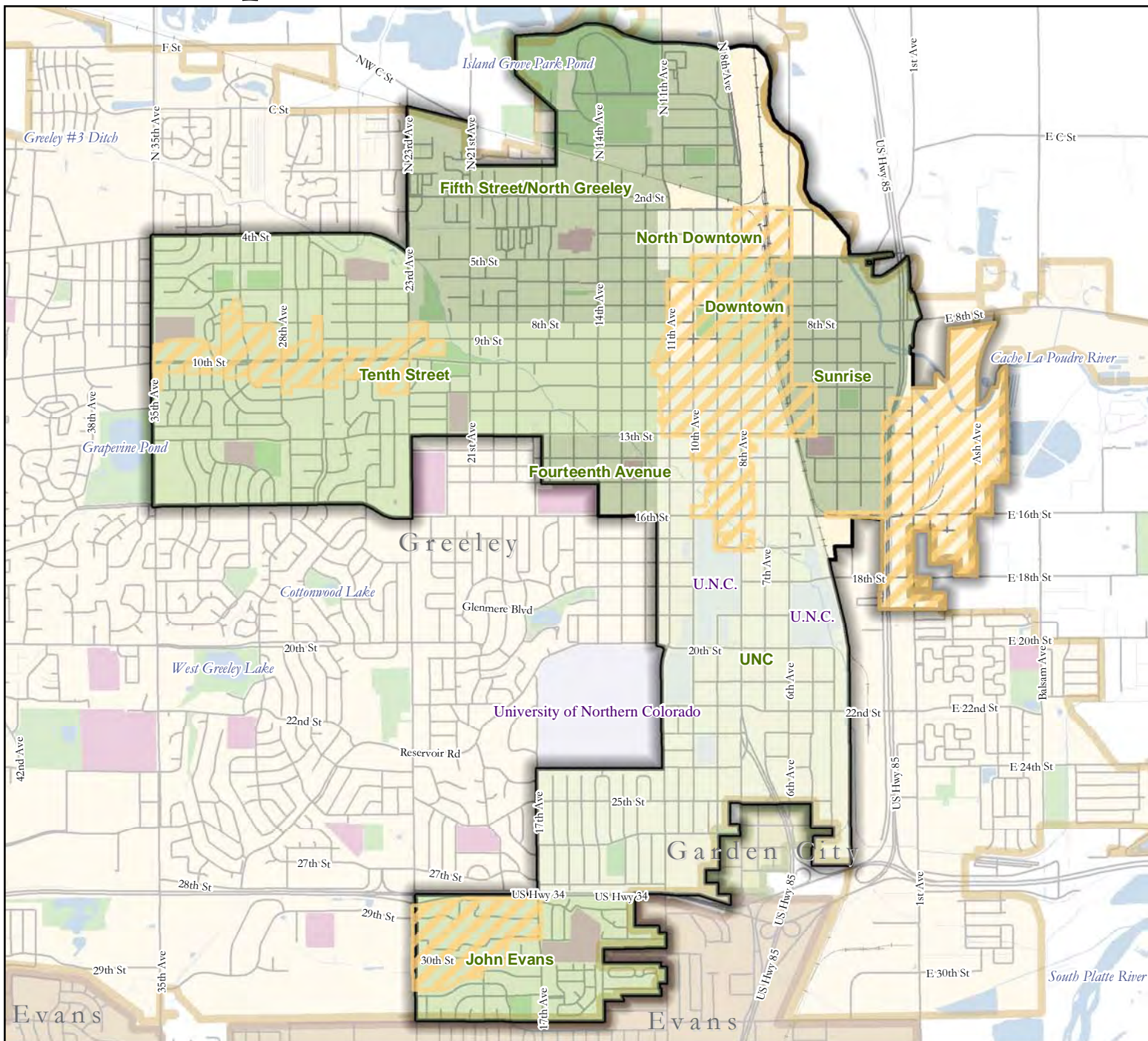
Water Features

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# Redevelopment District



Created: March 4th 2009  
By: Planning, GIS

## Legend



Redevelopment District



Railroad



Waterbodies



**GURA Areas**

*Downtown*  
*Fifth Street/North Greeley*  
*Fourteenth Avenue*  
*North Downtown*



Public Schools



Universities



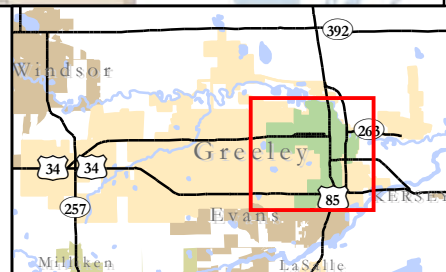
Parklands



**TIF Districts**

*Downtown*  
*10th Street*  
*Western Sugar*  
*Greeley Mall*

*John Evans*  
*Tenth Street*  
*UNC*  
*Sunrise*



### Notes:

All planimetric data was digitized from aerial photographs dated 1987, 1992, 1995, 2000, and 2005. Updates are continual and data representations will change over time. This product is not necessarily accurate to engineering or surveying standards but does meet National Mapping Accuracy Standards (NMAS). The information contained within this document is not intended to be used for the preparation of construction documents.

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## Glossary - Appendix A

### A

**Access Control Plan** – a plan that identifies the location and type of access for properties along a state or federal highway.

**Acre-foot** – the volume of water one-foot deep covering an acre of land.

**Action step/strategy** – specific activities or strategies intended to accomplish the goals of the Comprehensive Plan.

**Adaptive reuse** – the development of a new use for an older building or for a building originally designed for a specific or special purpose.

**Adequate public facilities** – the public facilities and services needed to maintain the adopted level or service standards.

**Adequate Public Facilities Area (APFA)** – that area within which a full complement of City infrastructure is available to support growth and development.

**Aesthetic** – the perception of artistic elements or elements in the natural or built environment that are pleasing to the eye.

**Affordable housing** – housing costs that do not exceed 30% of a household's income.

**Agri-tech** – businesses and industry related to agriculture and the production of food.

**Airport Authority** – the governing body of the Greeley-Weld County Airport.

**Airport Influence Area** – the area affected by noise and/or safety considerations, as identified on the airport layout plan drawings as contained in the Greeley/Weld County Airport Master Plan.

**Airport Zoning Overlay District** – those lands depicted within the airport development area as contained within the Greeley-Weld County Airport Master Plan.

**Air transportation** – the transportation of passengers and freight using aircraft such as airplanes and helicopters.

**Alternative Compliance** – a method of using equivalent design solutions for building or zoning code compliance, when it is otherwise impractical or impossible to meet standards, or where maximum achievement can only be obtained through the use of alternatives.



**Alternative mode** – a different method or type of transportation than is typically used.

**Amendment** – a change to the adopted Comprehensive Plan, which must be approved by the City Council and be processed in the same manner as the original adoption of the plan.

**Amenity** – a natural or built feature that enhances the aesthetic quality, visual appeal, or makes more attractive or satisfying a particular property, place, or area.

**Americans with Disabilities Act (ADA)** – adopted in 1990, a civil rights law that prohibits discrimination on the basis of disability.

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

**Annual Growth and Population Projections** – projections prepared annually by the Greeley Planning Office to estimate future population growth in Greeley.

**Aquifer** – a geologic formation that contains a usable supply of water.

**Architectural Review Advisory Committee** – a citizen design review committee responsible for resolving architecture and design issues on development proposals.

**Army Corps of Engineers (ACOE)** – a federal agency responsible for the design and construction management of public works and flood-related projects.

**Areas of ecological significance** – areas which have significant environmental features and attributes, including critical wildlife habitat and populations, native and unique plant communities and valuable natural features.

**Arts & Entertainment District** – a district proposed by the Downtown Development Authority's Plan of Development that emphasizes Downtown Greeley as an area for activities and events related to arts and entertainment.

**Attractive nuisance** – something hazardous that is attractive and enticing, especially to children, and as a result, is a hazardous situation.

## B

**Backyard and Natural Areas Certification Program** – a program administered through the City of Greeley which provides special designation for landowners who accommodate natural areas, vegetation, habitat, and other specified features that support native animal and plant communities.

**Best management practice** - state-of-the art technology as applied to a specific problem.

**Big box** - a retail or commercial use or combination of retail or commercial uses in a structure that exceeds forty thousand (40,000) square feet of gross floor area.

**Bike lane** - an area on a street that is striped and identified as an area for bicyclists, which is generally located between the travel lane and curb.

**Bike path** - a path for bicyclists that is separated from or located off-street.

**Bike route** - a route on area streets that is identified as a route for bicyclists to use.

**Broken window theory** – a theory that fixing problems when they are small (ie. broken windows) will prevent or minimize future vandalism and criminal activity.

**Brownfield development** – development on property that was formerly used for industrial purposes.

**Buffer yard** – a landscaped area used to physically separate or screen one use or property from another.

**Existing Building Code** – One of several building codes adopted by the City of Greeley, and administered through its Building Inspection Division, which allows the alteration of an existing building to consider and follow the code standards in place when the building was constructed under certain conditions.

**Bureau of the Census** – federal agency responsible for gathering demographic and economic data for the United States.

**Business incubator** – a program designed to accelerate the development of entrepreneurial companies through business support and resources.

## C

**Poudre River Trail Master Plan** – a plan for future improvements and access along the Poudre River Trail Corridor adopted in 1995.

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

**Cash-in-lieu** – money collected instead of providing a land dedication for purposes such as for schools, or parks.

**Centennial Village** – a “living history” museum campus which provides interpretation and hands-on experience of the early history of Greeley and Weld County.

**Central Business District** - the centrally—located business area within a community which is often referred to as the “downtown”.

**Character Overlay District** - an overlay district established for the purpose of maintaining and preserving the attributes which make up the character of a particular and definable area within the city.

**Chicane** - a traffic-calming technique where street or road alignments are offset from one another.

**Citizen academies** – an educational activity for citizens with the goal of creating better understanding and communication between citizens and local governmental agencies, such as with Police Departments.

**City Council** - the City Council of the City of Greeley, Colorado.

**Citizen Transportation Advisory Board (CTAB)** - an appointed board of citizens that provides advice to the Greeley Public Works Department on transportation-related matters.

**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.

**Code of conduct** – a set of rules outlining the responsibilities or proper practices of an individual or organization.

**Colorado Endangered Places List** – the most threatened historic places in Colorado as identified by Colorado Preservation, Inc.

**Colorado Primary Drinking Water Standards** - those standards used for treating drinking water in Colorado.

**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.

**Community-Oriented Policing** - a policing strategy and philosophy based on the concept that community interaction and support can help control crime.

**Community Outreach Programs (COP)** - an approach to customizing police services to neighborhood or community settings.

**Community park** - a park intended to serve the entire community, ranging in size from 34 to 100 acres.

**Community separator** - an area that serves as a physical and/or visual separation between communities.

**Compatibility** - having harmony in design, appearance, use and/or function of the characteristics of a building or structure, a neighborhood, or an area.

**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.

**Complete streets** – roadways designed and operated to enable safe, comfortable, and attractive access and travel for all users.

**Comprehensive Plan** - a long-range plan intended to guide the growth and development of a community or region.

**Comprehensive Drainage Master Plan** - the storm drainage plan for the City of Greeley, adopted in 1998, revised in 1999.

**Comprehensive Transportation Plan** - a long-range transportation plan for the City of Greeley to the year 2015, adopted in 1996.

**Concurrency** - the requirement for the provision of adequate public facilities and/or services at the time the demand for those facilities or services is created.

**Connectivity or interconnectivity** - the ability to be linked, such as through transportation systems, between areas.

**Conservation** - management of a natural resource to prevent exploitation or destruction.

**Cooperative Planning Area (CPA)** - areas of mutual development interest between Greeley and its adjacent communities for which it has formal agreements.

**Covenants** – a set of restrictions and conditions that are intended to maintain neighborhood or character and prevent improper use of land and which are administered by a homeowners' or property owners' association.

**Coving** – subdivision design characterized by non-uniform lot shapes and home placement, and when combined with winding roads, results in increased lot area, fewer intersections, and decreased road area.

**Creative class** - individuals who work as lawyers, physicians, architects, educators, researchers and scientists, artists, designers, and in technology-related fields who tend to be problem-solvers, with a high level of formal education.

**Culture** - elements relating to customary beliefs, social forms, physical structures and related traits of racial, religious or social groups, and, aspects of intellectual or artistic taste.

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

## **D**

**Density** - the number of dwelling units per acre of land area.

**Design review** - a process for reviewing development proposals within a Neighborhood Development District.

**Development** - any construction or activity which changes the basic character or use of land on which construction or activity occurs, including but not limited to any non-natural change to improved or unimproved real estate, substantial improvements to buildings or other structures, mining, dredging, filling, grading, paving, extraction, or drilling operations.

**Development Code** - the City of Greeley's Zoning and Subdivision regulations, adopted in 1998 and amended in 1999.

**Development node** – an area where urban development is concentrated and which may consist of a variety of land uses.

**Development rights** - the right to develop property.

**Dog park** – a park or area within a park specifically designed for the use of dogs and their owners.

**Downtown Development Authority (DDA)** - The organization responsible for maintaining and improving the economical viability of a 55-block area around downtown Greeley.

**Downtown Development District** – the boundaries of the Downtown Development Authority, within which a range of land uses and special districts exist to support the vitality and preservation of Downtown.

**Downtown Greeley Historic District** – locally designated historic district located between 7<sup>th</sup> – 10<sup>th</sup> Streets, between 8<sup>th</sup> and 9<sup>th</sup> Avenues, which is the area around which Greeley developed.

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

## **E**

**Economic Development Strategic Plan** – a specific plan developed by the City to guide and support specific types of desired economic development.

**Eldergarden** – a non-profit organization which provides a day care facility for elderly individuals who, due to health limitations, may not live independently and typically reside with family members, who need respite as care-givers.

**Emergency Operations Plan** - an officially adopted set of procedures to follow in the event of a local emergency condition, such as from a significant weather event or transportation disaster.

**Employment corridors** – a land use corridor typically located along a major community arterial/entryway which is primarily intended for employment and major employers.

**Employment sector** – one of the major groupings of jobs by nature of work, including agriculture/fisheries/forestry; professional/scientific/technical/business services; natural resources/mining/construction; leisure; transportation/utilities; manufacturing; and information.

**Enterprise Zone** – areas where development and reinvestment is encouraged through the use of state tax credits and related support for starting or expanding businesses within the zone.

**Entryway Master Plan** – see Greeley Entryway Master Plan.

**Environment** - all external conditions and influences affecting the life, development and survival of an organism.



**Environmental design** - the process of planning for the built environment so that it is integrated with and does not negatively impact the natural environment.

**Excellence in Community Design Awards** – annual award program which recognizes outstanding building design and construction achievement in a variety of building categories.

## F

**Federal Emergency Management Administration (FEMA)** - the federal agency responsible for the management of natural disasters.

**Flood plain** - an area which is adjacent to a stream or watercourse and which is subject to flooding as a result of the occurrence of an intermediate regional flood and which is so adverse to past, current or foreseeable construction or land use as to constitute a significant hazard to public health and safety or to property. This term includes but is not limited to, mainstream flood plains, debris fan flood plains and dry wash channels and flood plains.

**Flood way** - the channel of a river or other watercourse and the adjacent land areas that shall be reserved in order to discharge the base flood without cumulatively increasing the water surface elevation more than one (1) foot.

**Food shed** – the system that describes the flow of food used to feed a particular area, starting with the origins of the food, its destination, and transportation to the destination.

**Foreclosure** – the process where a mortgagee or lien holder obtains a court order to terminate the mortgagor or homeowner's interest in the property.

**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.

**Fugitive dust** – dust particles suspended in the air by wind action and human activities.

## G

**G.E.T** – the Greeley-Evans Transit system.

**Generica** – a reference to the tendency for communities to look alike, primarily as a result of corporate architecture used on national restaurant and retail chains.

**Girls of Tomorrow** – a recreation program that promotes self-confidence, leadership, community responsibility, and accountability for young women.

**Global Positioning System (GPS)** - a global navigation satellite system developed by the U. S. Department of Defense, to transmit precise signals for navigation purposes.

**Goal** - a broad statement of the community's desired future.

**Greek-life** – the activities, traditions, and rituals associated with fraternities and sororities on a college campus.

**Greeley Depot Master Plan** - a plan for the reuse of the Union Pacific Railroad Depot, adopted in 1994.

**Greeley Entryway Master Plan** - a plan for improving the appearance of key entryways into Greeley, including landscaping, signage and street furniture design features, adopted in 1994.

**Greeley History Museum** – museum of the history of Greeley, from the earliest inhabitants, to recent history, located in the former Greeley Tribune newspaper offices.

**Greeley National Register** – the City of Greeley's listing of locally designated historic landmarks, as designated by the Historic Preservation Commission and City Council.

**Greeley Natural Resources and Wildlife Master Plan** – a plan that provides a philosophy and recommendations toward natural resources management as wildlife and environmentally sensitive areas may be impacted by development, adopted in 1993.

**Greeley Urban Renewal Authority (GURA)** – a political subdivision of the state, formed by and with members appointed by local government to carry out a variety of urban renewal activities on behalf of the City and in accordance with state and often federal grant requirements.

**Greeley-Weld County Airport** – the airport serving the Greeley and Weld County area, owned and operated by the Greeley-Weld County Airport Authority.

**Greeley-Weld County Airport Master Plan** - a plan for future development of the Greeley Weld County Airport, adopted in 1978 with subsequent amendments in 1984 and 1993, and 2004.

**Green construction** - methods used for construction of buildings that are earth and people-friendly, protecting human health and having little impact on the environment.

**Green jobs** – jobs found in the environmental or agricultural sectors of the economy which are intended to focus on improving conservation and sustainability.

**Green ways** – a linear open space or natural area or corridor typically used by pedestrians and bicyclists.

**Greenfield development** – development on property that has not been previously developed.

**Greyfield development** – development on property formerly used for retail or commercial use.

**Ground water** - the supply of freshwater under the surface in an aquifer or geological formation that forms the natural reservoir for potable water.

**Ground water recharge areas** - those areas in which the replenishment of underground water supplies takes place.

## H

**Habitat** - areas that contain adequate food, water and cover to enable one (1) or more species of wildlife to live in or use the area for part of all of the year and which typically consists of natural or planted vegetation, along with one (1) or more sources of water available in the area or adjacent areas.

**Hazardous materials/waste** - shall mean any substance or materials that by reason of their toxic, caustic, corrosive, abrasive, or otherwise injurious properties may be detrimental or deleterious to the health of any person handling or otherwise coming into contact with such material or substance, or which may be detrimental to the natural environment and/or wildlife inhabiting the natural environment.

**Headway** – the time between two vehicles passing the same point traveling in the same direction on a given route, used for public transit and rail transportation.

**Historic** – the public and private resources in the City, including buildings, homes, replicas, structures, objects, properties, parks and sites that have importance in the history, architecture, archeology or culture of the City, State or Nation, as determined by the Historic Preservation Commission.

**Historic preservation** – the protection, rehabilitation, and restoration of districts, sites, buildings, structures, objects, and artifacts that are significant in history, architecture, archaeology, or culture.

**Historic Preservation Plan** - the City of Greeley's plan for historic landmarks and landmark districts, adopted in 1996 and subsequently amended.

**Holographic** – a technique that allows the light scattered from an object to be recorded and reconstructed so that it appears as if the object is in the same position relative to the recording medium as it was when recorded. The image changes as the position and orientation of the viewing system changes in exactly the same way as if the object was still present, making the recorded image (hologram) appear three dimensional.

**Household hazardous waste** – common household chemicals and substances which have the potential to be hazardous due to ignitability, corrosivity, reactivity, or toxicity.

**Human Relations Commission** – an 11-member Council-appointed citizen commission responsible for fostering mutual respect and understanding among all members of the community.

**Hybrid** - the combination of two or more different things, aimed at achieving a particular objective, and in the case of an automobile, a mixture of power or fuel sources.

## I

**Implementation** - carrying out or fulfilling plans and proposals.

**Incentive** - a way to encourage a particular action that is considered desirable or beneficial.

**Industrial Water Bank** - a quantity of low-cost water rights owned by the City, which can be offered by City Council as an economic incentive to encourage industrial development.

**Industry cluster** – a geographic concentration of interconnected businesses, suppliers, and associated institutions in a particular field or industry.

**Infill** - a lot or grouping of lots or tracts of land with the majority of their perimeter boundary adjacent to existing development.

**Infrastructure** - facilities and services needed to sustain residential, commercial, industrial and all other land use activities including utility lines, streets and roadways, communication systems and public facilities such as fire stations, parks, schools and police stations.

**Interconnectivity or connectivity** –the ability to be linked, such as through transportation systems, between areas.

**International Standards Organization (ISO)** – an international organization that sets standards for industrial and commercial applications.

**Invasive displacement** - the replacement or eradication of native species of plants by the spreading of non-native plants.

**Island Grove Regional Park Master Plan** - the plan for the future development and improvements for Island Grove Regional Park, adopted in 1992.

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

## **J**

**Jake brakes** – a device for slowing or stopping heavy vehicles, usually trucks, manufactured by Jacobs Vehicle Systems, Inc., which creates a distinctive noise as it slows the vehicle.

**Jesus Rodarte Cultural Center 10 Year Master Plan** - the plan for the fixture development and improvements for Jesus Rodarte Cultural Center in North Greeley, adopted in 1992.

**Josephine Jones Park Master Plan** - the plan for the future development and improvements at Josephine Jones Park, adopted in 1993.

**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.

## **L**

**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.

**Land use Guidance Map** – a map used to guide future land use planning decisions in Greeley, and including such things as employment and industrial uses; parklands and open space; commercial nodes; special uses; and multi-modal corridors.

**Leadership in Energy and Environmental Design (LEED) Green Building Rating System** – a set of standards for environmentally sustainable construction, developed by the U. S. Green Building Council.

**Level of Service (LOS)** – an indicator of the extent or degree of service provided by, or proposed to be provided by a facility based on and related to the operational characteristics of the facility.

**Leisure Services** – a City department responsible for providing recreational and cultural programs.

**Leisure Services and Facilities Master Plan** - a proposed master plan to prioritize and guide the use of the City's leisure facilities.

**Lincoln Park Master Plan** – the plan for the future development and improvements for Lincoln Park in Downtown.

**Living history** – an activity that incorporates historical tools, activities and dress into an interactive presentation that gives observers and participants a sense of stepping back in time.

**Long-Range Expected Growth Area (LREGA)** – the area within which community growth is expected for the next 20 plus years and which encompasses all other growth and service area boundaries for the City.

**Low-income** – income levels at 0 – 50.0% of area median income.

## M

**Magnet school** – schools with specialized courses and curricula that draw students from throughout a school district.

**McMansion** – a type of housing that appears to be constructed in assembly-line fashion reminiscent of food production at a fast food restaurant and which is typically a large home on a smaller lot of an indistinct architectural style.

**Median** – the central area between travel lanes of streets and highways, which may be covered with landscape materials, hard-surfaced, or a combination of materials.

**Mediation** – a form of dispute resolution intended to assist two or more parties to reach agreement.

**Meeker Home Museum** – the 1870 home of Nathan Meeker, one of the original settlers of Greeley, now used as a museum illustrating life during the Meeker family time.

**Mercado District** - a neighborhood market place that focuses on the sale of specialty products of native Mexico and the cultural aspects of design through the use of native architecture, materials and mixed land uses.



**Metropolitan Planning Organization (MPO)** - a regional transportation planning group consisting of the municipal areas within Larimer and Weld counties.

**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.

**Mini-park** – a park that range in size from 0.5 – 5.0 acres in size, intended to serve the immediate residential or commercial area.

**Mitigate** - mechanism for addressing undesirable impacts on the natural environment, alleviating or lessening the impact of development.

**Mixed-use** - a building or structure that contains two (2) or more different uses.

**Mobile source emissions** - air quality emissions that come from mobile or moving sources, such as automobiles.

**Mobility report card** - a report to monitor the results of travel demand management programs.

**Moderate-income** – incomes at 50.0 – 80.0% of area median income.

**Monoculture** – the planting of only one species of tree.

**Monoculture blight** - disease and/or pests that affect the same species of plant materials.

**Multifamily Housing Vacancy Study** – an annual study commissioned by the City of Greeley to determine vacancy and rent rates for existing multi-family housing units in the city.

**Multi-modal** - offering a number of different types or modes of transportation.

**Multi-modal corridor** – a transportation corridor that offers different types or modes of transportation.

**Municipal Code** –the adopted code of the City of Greeley.

**Municipal Services Suitability Area (MSSA)** - full range of municipal services is currently available in this area.

**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.

## **N**

**National Ambient Air Quality Standards** – standards administered by the Federal Environmental Protection Agency (EPA) for specified air pollutants, including carbon monoxide, ozone and suspended particulates.

**National Incident Management System (NIMS)** – a system used in the United States, through its Homeland Security Department, to coordinate emergency preparedness and incident management among various federal, state, and local agencies.

**National Register of Historic Places** – the US government’s official list of districts, sites, buildings, structures, and objects deemed worthy of preservation.

**Native species** – plants or animals that are naturally found within an area.

**Natural resources** – natural elements relating to land, water, air, plant and animal life of an area or community and the interrelationship of these elements.

**Necking down** – the narrowing of a street or roadway typically done to reduce traffic speed.

**Neighborhood Action Team (N.A.T.)** – a specific division of the Greeley Police Department that provides specialized service to the City’s neighborhoods.

**Neighborhood Building Blocks (NB2)** – a specialized team of City representatives responsible for providing a strategic and coordinated response to a variety of community issues, particularly geared to improving neighborhood conditions.

**Neighborhood center** – a grocery-based commercial area of 5-20 acres in size, located at the intersection of arterial/arterial roads or major collector/arterial roads and which has a typical trade area of 1.5 – 3 miles.

**Neighborhood park** – a park intended to serve a smaller portion of the community, or a neighborhood, ranging in size from 1 to 34 acres.

**Neighborhood plan** – a plan for the future development or redevelopment of a land area which includes lots or areas which are adjacent to one another and have a community of shared interest.

**Neighborhood Watch** – a voluntary program where neighbors work together with City representatives to address crime, property maintenance, traffic and noise issues in their neighborhood.

**New urbanism/neo-traditional development** – a form of development which is characterized by the integration of housing, shops, work places, parks and civic facilities into communities that are walkable, served by transit and area designed around a central public place such as a school, park, church, meeting hall or other civic use.

**NIBRS** – National Incident Based Reporting System – an incident-based reporting system, created by the FBI, used by law enforcement agencies in the United States for collecting and reporting data on crimes.

**Non-native vegetation** - vegetation that is not naturally found within an area.

**Non-point source pollution** - air pollution from a non-definable source.

**Non-potable water** - water that is not suitable for drinking or cooking purposes.

**North Front Range Metropolitan Planning Organization (NFRMPO)** - The North Front Range Metropolitan Planning Organization (NFRMPO) is an association of 15 local governments working together to improve regional transportation and air quality.

**North Front Range Regional Transportation Plan** - a long-range transportation plan for Greeley, Fort Collins, Loveland and the area between these communities, adopted in 1994 and updated in 1998.

**Northeast Greeley Neighborhood Plan** - a neighborhood plan for the area roughly bounded by the Cache la Poudre River, 8<sup>th</sup> Avenue, 10<sup>th</sup> Street and 23<sup>rd</sup> Avenue and adopted in 1995.

**Northern Colorado Community Separator Study** - a study to identify locations and methods for maintaining physical and/or visual separation between communities in Northern Colorado, completed in 1998.

## **O**

**One Percent for Art** – a City program that requires capital improvement projects of \$250,000 or more to allocate one percent of the total project cost for public art.

**Open space** - any parcel of land or water which is essentially unimproved and which may include crop land, areas of ecological significance or other natural features.

**Operation Safe Stay** – a program coordinated by the City’s Community Development and Police Department for hotel operators/landlords providing crime prevention strategies and marketing support.

## **P**

**Parks and Recreation Master Plan** - the City of Greeley’s plan for parks and recreation facilities, adopted in 1991 and amended in 1995.

**Party Patrol** – concentrated law enforcement patrol activities through areas that are typically known as “party areas”, often found near college campuses, and which are intended to prevent criminal and nuisance behaviors.

**Perimeter sidewalks** – sidewalks around the edge of an area.

**Personal Rapid Transit (PRT)** – a public transportation concept offering on-demand, non-stop transportation, using small vehicles on a network of specially-built guide way, also called personal automated transport (PAT) or podcar.

**Physiographic** - geographic elements dealing with the physical features of the land.

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

**Plumb Farm Museum** – an agricultural learning center providing educational resources about Greeley’s agricultural heritage.

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

**Potable water** – water that is suitable for drinking and cooking purposes.

**Preservation Plan** - (see Historic Preservation Plan)

**Primary employment** – business that is usually industrial in nature, which generates revenue from outside the community and does not include support or service type businesses.

**Public nuisance** – a nuisance that unreasonably interferes with a right that is common to the general public.

## Q

**Quality of life** – is the degree of well-being felt by an individual or group of people, consisting of physical and psychological.

**Quiet zones** – areas established under federal rules where the use of railroad locomotive horns at crossings will be discontinued or minimized to reduce noise levels.

## R

**Raw water** – the water rights a developer must dedicate to the City of Greeley in return for water service.

**Realizing Our Community (ROC)** - a collaborative initiative formed to support the Immigrant and Refugee Families program of The Colorado Trust, with the goals of working together on education, language and community relations.

**Recycling/pre-cycling** – the process by which waste products are collected, separated, stored and reduced to raw materials and transformed into new and often different products.

**Redevelopment** – development activities intended to enhance the existing social, economic, physical and environmental nature of a community and which may include restoration or re-use of existing buildings and structures, as well as construction of new buildings and structures in developed areas.

**Regional Activity Center** – a commercial area intended to serve a population of 50,000 – 75,000 and which is located on major arterial roads. Regional activity centers are found in Downtown, Greeley Mall/Gallery Green/Elk Lakes PUD/Gateway PUD area and the Promontory PUD area.

**Regional park** –a park in excess of 100 acres, intended to serve the community, as well as areas beyond.

**Rehabilitate** – the upgrading of an area which is in a dilapidated or substandard condition for human habitation or use.

**Renovate** –to restore a building, structure, or object to a previous or better condition.

**Resource management** – the management of natural resources so that such resources are protected and enhanced.

**Restorative Justice** - a program in which crime victims can meet with their perpetrators in an effort to resolve the impacts experienced from the crime.

**Restore** – the repair or reconstruction of a building or structure’s original architectural features.

**Riparian** - an area where the presence of surface and/or high subsurface water levels permits the existence of increased vegetative diversity and abundance as contrasted to surrounding areas.

**Roundabout** - a road intersection where traffic enters a one-way flow around a central island, often known as a “modern roundabout”, to distinguish it from older, larger types known as traffic circles.

**Rural** - a sparsely populated area, where the land is primarily used for agricultural purposes.

**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.

## **S**

**School Resource Officer** – a law enforcement officer stationed at a high school and occasionally middle school during the school year to provide education and enforcement strategies for students.

**Scrape-off** – the removal of all structures, buildings, and objects from a site.

**Segway PT** - a two-wheeled, self-balancing electric vehicle used for personal transportation.

**Sense of place** - the characteristics of a location that make it readily recognizable as being unique and different from its surroundings.

**Sensory park** – a park designed to stimulate all five senses (smell, see, hear, touch, taste).

**Shared Concrete Program** – a program of the City of Greeley where property owners pay one-half of the costs to repair adjacent sidewalk, curb and gutter in the public right-of-way.

**Share the Shade Program** – a program of the City of Greeley where property owners pay one-half of the costs to purchase and install street trees in front of residents’ homes and residents are responsible for maintenance of the trees.

**Single occupant vehicle (SOV)** - a motor vehicle occupied by only one (1) person.



**Sister City Program** – towns or cities in geographically and politically distinct areas are paired, with the goal of fostering human contact and cultural links between the communities.

**Slumburbs** – suburban areas losing residents to urban areas or to rural areas as a result of such things as foreclosure or high transportation costs.

**Smart growth** – an urban planning and transportation approach that concentrates growth in the center of a city to reduce urban sprawl and advocates compact development that is transit-oriented, walkable, and bicycle-friendly with a mix of land uses and a wide range of housing choices.

**SMARTTrips** - a program for developing travel demand management information and educational programs about transportation alternatives in Northern Colorado.

**Small Business Development Center (SBDC)** – a state-supported organization providing free business counseling, access to resources and classes for new and existing businesses to enhance start-up, expansion, and development efforts in Greeley and Weld County.

**Social norming** – the rules used to determine or set appropriate and inappropriate values, beliefs, attitudes and behaviors.

**Solid waste** - unwanted or discarded material, including waste material with insufficient liquid content to be free flowing.

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

**State-average wage** - the average wage as reported by the State of Colorado.

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

**Strategic plan** – a plan that lets an organization know where they are currently and where they want to be some time in the future, as well as the actions needed to get there.

**Street naming conventions** –the rules for systematically naming streets, including the formal name, direction, and category of street (eg. Street, Drive, or Court).

**Streetscape** – the overall character and appearance of a street that is formed by elements and features that frame the street, such as building façades, street trees and plants, lighting, furniture, or paving.

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

**Suitability Index** – a measure of a site or area’s suitability for development.

**Sustainable** – meeting the needs of the present without sacrificing the ability for future generations to meet their own needs.

**Sustainable design** - the art of designing and producing places, products, and services in a way that reduces the use of non-renewable resources, also known as “green design”, “eco-design” or “design for the environment”.

## **T**

**Tax increment district** – a state-defined special district for redevelopment and community improvement projects which are financed through the growth of tax revenue resulting from the redevelopment of a distressed area.

**Telecommuting or teleworking** – a work arrangement for performing work electronically, where employees work at a location other than the primary work location, such as at home or in a subordinate office.

**Three-Mile Plan** – a plan prepared for the City’s Annual Growth and Development Projections, to meet the regulations set forth in the Colorado Revised Statutes.

**Traffic calming** – methods and techniques used to slow or “calm” traffic on streets and roadways.

**Transit-Oriented Design** – design intended to encourage and facilitate the use of public transit and which may include a mix of land uses, as well as such things as the spacing of collector streets, location and nature of sidewalks and pedestrian paths, and transit stop location and design.

**Transit Strategic Master Plan** – a plan for the Greeley Evans Transit System.

**Transportation Demand Management (TDM)** – strategies aimed at reducing the number of vehicular trips, shortening trip lengths and changing the timing trips from peak hours.

**Transportation Master Plan** – a long-range transportation plan for the City of Greeley to the year 2015, adopted in 1996.

**Tree City** – a program sponsored by the Arbor Day Foundation, USDA Forest Service and the National Association of State Foresters, to provide direction, technical assistance, public attention, and national recognition for communities with forestry programs.

**Two Rivers Parkway** – a planned arterial road along the 83<sup>rd</sup> Avenue alignment in Greeley, to connect U.S. Highway 85 between Gilcrest and Platteville with Windsor.

**208 Waste Water Plan** – a plan developed pursuant to Section 208 of the Federal Clean Water Act for the treatment and quality of waste water.

## U

**Union Colony Fire Rescue Authority (UCFRA)** - the fire and rescue agency serving Greeley and the surrounding area.

**Union Pacific Railroad** – the largest railroad in the United States, serving much of the central and western areas of the county, headquartered in Omaha, Nebraska.

**UniverCity Coalition** – an informal association of representatives from Greeley, Ft. Collins, and Boulder, and also the University of Northern Colorado, Colorado State University and Colorado University, who meet periodically to network on the particular civic issues that confront college communities.

**Upper Front Range Transportation Planning Regional Plan** – a long-range regional transportation plan for Morgan County and the non-urbanized areas of Larimer and Weld Counties, adopted in 1994.

**Urban** – a highly developed area that includes a central city or place and contains a variety of residential, commercial, industrial, recreational and cultural uses.

**Urban forest** - the trees growing within an urbanized community.

**Urban Homestead Program** – a program of the Greeley Urban Renewal Authority which stabilizes declining areas by providing low-interest loans to support turning rental housing back into owner-occupied housing.

**Urban heat island** - a dome or bubble of increased air temperature that forms over a city or community that results in increased day and night temperatures; impacts and enhances the production of harmful ground level ozone layers (smog); causes greater stress on humans

and machinery; increases financial expenses; creates a community's own weather system. Urban heat islands are created when vegetation is removed and replaced by large areas of dark material, usually asphalt on roads, parking lots, and roofs.

**Urban renewal** – the clearing, rebuilding and/or redevelopment of declining urban areas.

**Urban Renewal Area** – an area defined and approved for urban renewal activities.

**Urgent Responders Cooperative** – an informal consortium of urgent responder professionals, such as enforcement, emergency response, and health and human services, from a range of public agencies that meet monthly to coordinate their service delivery to the community.

**Utilidor** – a corridor above or underground, for utility and communication lines.

## V

**Vehicle miles traveled (VMT)** - the total distance traveled by all motor vehicles.

**View shed** - the surface areas from which a viewpoint is seen.

**Virtual classrooms** – instruction in a learning environment where instructor and student are separated by time and/or space.

## W

**Walkable** – the ability of a community to be accessible by walking, often measured by such things as land use mix, street connectivity, residential density, and orientation and proximity of homes and buildings to “watch over” the street.

**Waste energy** – new energy that is captured as a by-product from the decomposition or new generation of waste products.

**Weld Foreclosure Coalition** – a group of representatives from real estate, lending, City staff, Greeley Area Habitat for Humanity, Colorado Foreclosure Hotline, Consumer Credit Counseling, and United Way working on strategies to address foreclosures in Greeley and Weld County.

**Water rights** - a decreed right to use, in accordance with its priority, a portion of the waters of the state by reason of the appropriation and use of the water.

**Way-finding** – the way in which people orient themselves in physical space and navigate from place to place, including signage.

**Wetlands mitigation** – compensation for wetlands that are lost or impacted by restoring, enhancing, or creating new wetlands.

**Wildlife movement corridor** - a belt, band, or stringer of vegetation or topography that provides a completely or partially suitable habitat for animals to follow during daily, periodic, or seasonal movements.

**Windows of Time** – a production of the Greeley Historic Preservation Commission about historic preservation and local history in Greeley.

## X

**Xeric** - a form of landscaping intended to conserve water.

## Y

**Youth Commission** – a 14-member Council-appointed commission of youth, ages 11-18, responsible for promoting understanding of youth concerns and contributions and encouraging youth participating in the community.

**Youth Enrichment** – a program of the Greeley Parks and Recreation and Police Department to promote a positive presence in the community and reduce criminal activities by providing recreational, educational, and cultural programs for youth.

**Youth Initiative** - a program within City government intended to encourage positive youth development and create preventative efforts through innovative community partnerships.