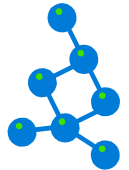
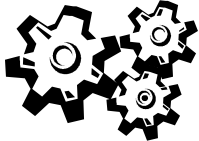


East 8th Street Corridor



Conditions Survey and Urban Renewal Plan



Fall 2010

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Executive Summary

By designating deteriorating areas of communities as “blighted,” local government agencies can employ financial tools to facilitate redevelopment and new growth. The State of Colorado requires local governments to evaluate such areas against certain criteria and make specific findings before declaring them “blighted.” Once an area is declared blighted, a plan must be developed for addressing factors of blight identified in the study. The plan presented in this document fulfills this requirement.

In 2009, the Greeley Urban Renewal Authority initiated a study of the general area of East 8th Street between US Highway 85 and the Greeley/Weld Airport for its eligibility as a “blighted” area and possible redevelopment, in part to capitalize on the successful new location of Leprino Foods in the area. A Blight Study was conducted during the spring of 2010 with onsite investigations of individual parcels in an approximately 295-acre area. Staff analyzed the data according to the appropriate guidelines and concluded that conditions appear meet appropriate State criteria warranting a formal “blight” designation by Greeley City Council.

The eight conditions of blight (of eleven possible) found in the study area include: deteriorating structures, defective street and lot layout, unsafe conditions, site deterioration, inadequate public improvements, danger to life/property and site underutilization. In accordance with State law, this redevelopment plan is created to address the issues raised in the study. The plan proposes a range of strategies designed to provide more options for the community and encourage new growth including establishing the area as a Tax Increment Finance District.

SECTION I

STUDY OVERVIEW

PURPOSE AND INTRODUCTION

The City established revitalization as an important goal when it created the Greeley Urban Renewal Authority (GURA) in 1969. GURA helps preserve the City's overall public health, safety and welfare by working to revitalize older parts of town that have begun to show signs of physical, economic and social decline. One way GURA accomplishes its goals is by closely studying such areas and developing detailed plans designed to address factors of decline.

GURA and City staff commenced such a study in 2010 for the East 8th Street Corridor, a broad area along East 8th Street between US Highway 85 and Cherry Avenue just west of the Greeley/Weld Airport. The *East 8th Street Corridor Conditions Survey* ("Survey") analyzed conditions on all parcels located within the study area to identify "blight factors" as defined by State law. By designating the East 8th Street Corridor as blighted, the City of Greeley, through GURA, can use tools such as tax increment financing ("TIF") for redevelopment activities within the area.

This study represents a step towards achieving goals set out in the *City of Greeley 2060 Comprehensive Plan*. An important component of future redevelopment in the area will be identification of development programs which effectively leverage public investment, as well as funding mechanisms to complete the necessary infrastructure improvements.

REPORT FORMAT

The survey is presented in four sections. The remainder of Section I defines the term "blight" and outlines the study methodology. Section II presents a description of the Study Area and an overview of existing conditions. Section III defines the primary categories of blight and documents conditions which are present within each category. Section IV summarizes the findings from the research. The appendix includes maps of parcels exhibiting conditions contributing to blight, as well as a parcel-by-parcel synthesis of qualifying conditions found during the field survey.

DEFINITION OF BLIGHT

The determination of blight is a cumulative conclusion attributable to the presence of several physical, environmental, and social factors. Blight can be attributable to a number of conditions which, in combination, can accelerate the deterioration of an area. For purposes of

the study, the definition of a blighted area is articulated in the Colorado Urban Renewal Law¹, as follows:

“Blighted area” means an area that, in its present condition and use and, by reason of the presence of at least four of the following factors, substantially impairs or arrests the sound growth of the municipality, retards the provision of housing accommodations, or constitutes an economic or social liability, and is a menace to the public health, safety, morals, or welfare:

- (a) Slum, deteriorated, or deteriorating structures;*
- (b) Predominance of defective or inadequate street layout;*
- (c) Faulty lot layout in relation to size, adequacy, accessibility, or usefulness;*
- (d) Unsanitary or unsafe conditions;*
- (e) Deterioration of site or other improvements;*
- (f) Unusual topography or inadequate public improvements or utilities;*
- (g) Defective or unusual conditions of title rendering the title non-marketable;*
- (h) The existence of conditions that endanger life or property by fire or other causes;*
- (i) Buildings that are unsafe or unhealthy for persons to live or work in because of building code violations, dilapidations, deterioration, defective design, physical construction, or faulty or inadequate facilities;*
- (j) Environmental contamination of buildings or property;*
- (k.5) The existence of health, safety, or welfare factors requiring high levels of municipal services or substantial physical underutilization or vacancy of sites, buildings, or other improvements;*
- (l) If there is no objection of such property owner or owners and the tenant or tenants of such owner or owners, if an, to the inclusion of such property in an urban renewal area, “blighted area” also means an area that, in its present condition and use and, by reason of the presence of any one of the factors specified in paragraphs (a) to (k.5) of this subsection (2), substantially impairs or arrests the sound growth of the municipality, retards the provision of housing accommodations, or constitutes an economic or social liability, and is a menace to the public health, safety, morals or welfare. For purposes of this paragraph (1), the fact that an owner of an interest in such property does not object to the inclusion of such property in the urban renewal area does not mean that the owner has waived any rights of such owner in connection with laws governing condemnation.*

According to state law, it is unnecessary for every condition of blight to be present to be designated as blighted. An area can qualify when as few as four or more conditions are present (or five conditions, in cases requiring the use of eminent domain). The conditions need not be present in each parcel, but must be found in the study area as a whole.

The “Study Area Conditions” section of the survey below discusses the physical conditions documented in the study area that resulted in determinations of blight in each individual category as outlined in the statute excerpts above. The “Summary of Findings” draws conclusions regarding the presence of blight in the overall study proposed urban renewal area, which will be final upon determination and adoption by the City Council.

¹ Source: Colorado Revised Statute § 31-25-103(2).

STUDY METHODOLOGY

Before conducting the survey, GURA and the City held a public meeting on February 4, 2010 to gauge support of landowners in the area. The meeting was attended by approximately 20 people, none of which objected to the study or the possibility of establishing a TIF district in the area. Most in attendance displayed vocal support for the effort, so GURA and the City proceeded with a survey of the area to identify blight conditions.

The survey includes a detailed analysis of site, building and public improvement deterioration as well as dangers from environmental contamination, crime, flood and fire. Qualifying blight conditions throughout the study area were identified and analyzed on a parcel-by-parcel basis to produce maps showing blight conditions present. The survey involved the following elements:

- A. Field verification of property and building conditions to update existing available survey information;
- B. Analysis of infrastructure need in the subject area relative to its current function and adaptability to future land uses;
- C. Analysis of public safety data;
- D. Generation of study area maps depicting blight conditions.

Colorado State Law requires that an urban renewal plan be developed to address elements of blight identified in the conditions survey. To assist in developing the plan, project staff conducted a charrette on April 6, 2010 at the City Hall Annex building (1100 10th Street). The charrette was attended by City staff (Community Development Department staff and Economic Development Manager) and representatives from Weld County government and the Greeley/Weld Airport.

Draft findings of the survey and results of the urban renewal plan were shared in an open-house-style format on April 22, 2010 at the Greeley Wastewater Treatment Plant (300 E. 8th Street), with invitations mailed to each property owner and known tenants in the area.

As a result of public comment received during this process in mid June, 2010, GURA and the City considered adding to the proposed urban renewal area the parcel at the northeast corner of East 8th Street and Balsam Avenue, currently owned by 2025 Investments, LLC (Mr. Michael Fiore). Mr. Fiore was contacted regarding the matter on June 14, 2010 via faxed letter and phone, and during a subsequent conversation did not object to the inclusion of his property in the proposed TIF district, so that property was included in the study area.

SECTION II:

STUDY AREA DESCRIPTION

STUDY AREA BOUNDARIES

The shape of the approximately 295-acre, 69-parcel study area is highly irregular, does not always follow major roadways, and is difficult to describe in conventional terms. The western boundary of the study area begins at 5th Street and follows 4th Avenue south before turning east on 9th Street and south again briefly on 3rd Avenue before zigzagging east across parcel lines into the floodplain of the Cache la Poudre River and south along 2nd Avenue to 12th Street.

The southern study boundary turns east briefly on 12th Street and then north along US Highway 85 before turning east and following the northern boundary of the Leprino Foods site, south and then east of the Greeley Water Pollution Control Facility (“WPCF”) at 300 East 8th Street to Ash Avenue. The boundary then turns south to the Cache la Poudre River, which it follows east all the way to the eastern boundary of the Andersen Salvage property at 1490 East 8th Street.

The eastern boundary extends north from the river briefly before turning west on East 8th Street for less than a mile and then north again along the eastern boundary of parcel 69, owned by 2025 Investments, LLC (see index map page 11). The northern boundary extends west across Balsam Avenue and across parcel lines before crossing US Highway 85 and following 5th Street until intersecting with 4th Avenue.

PROPOSED URBAN RENEWAL AREA

While the study area outlined above was evaluated for the presence of blight conditions, only the 54 properties within Greeley city limits are proposed for inclusion within an urban renewal area at this time. Options for the future inclusion of the 14 properties currently in Weld County could occur following annexation and a subsequent public process. Also, in an effort to preserve agricultural land, properties assessed for agricultural use any time within the last five years were excluded from the proposed urban renewal area. The darker shaded parcels within Greeley city limits on the map below represent the area proposed for inclusion in an urban renewal district at this time, and will be referred to as the “proposed urban renewal area” throughout the remainder of this report.

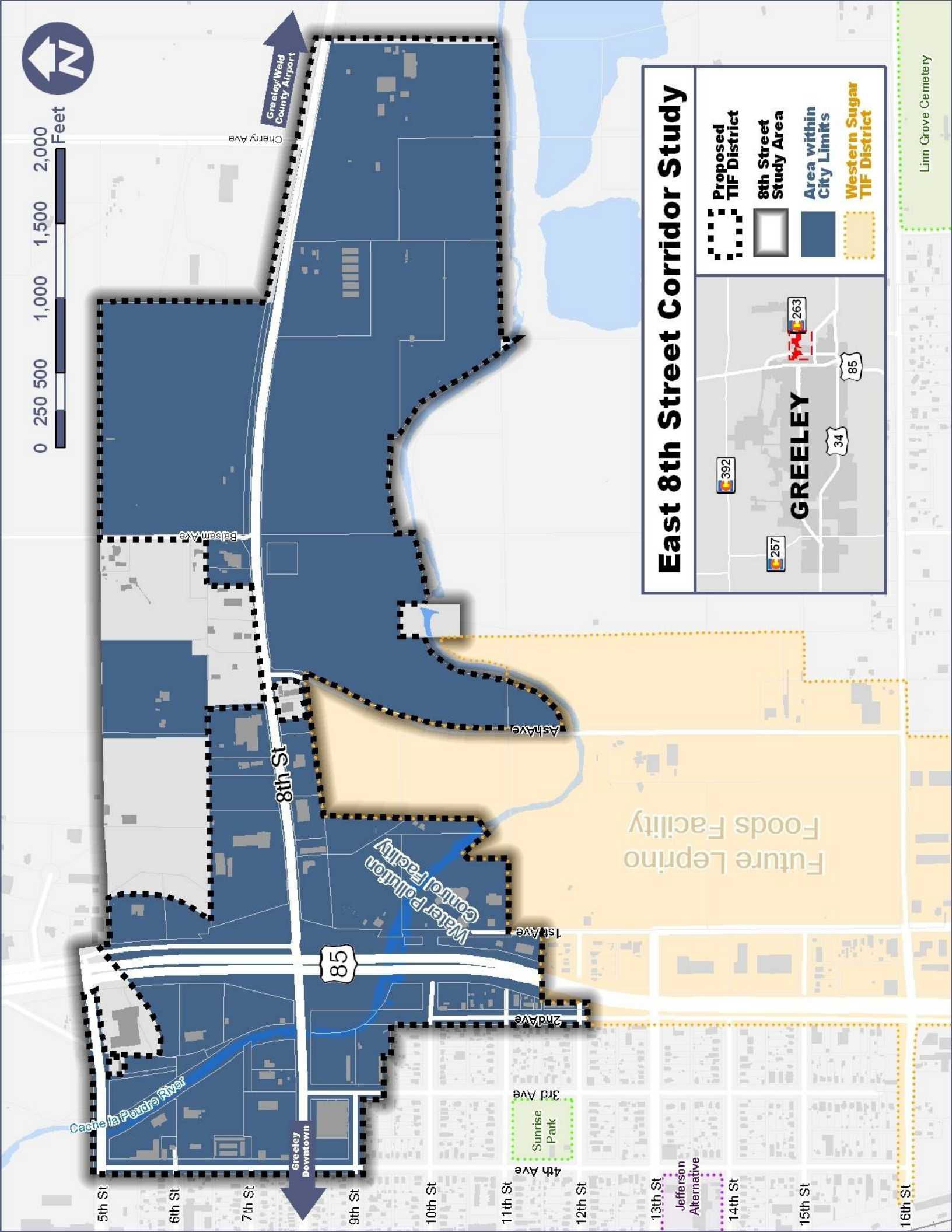


East 8th Street Corridor Study

	Proposed TIF District
	8th Street Study Area
	Area within City Limits
	Western Sugar TIF District



Linn Grove Cemetery



STUDY AREA CONTEXT

The southern portion of the Pleasant Valley area east of Greeley is located between US Highway 85 Bypass and Crow Creek, and includes a portion of the area within the East 8th Street study area. Pleasant Valley has been a historically productive farming district, with particular respect to sugar beets, and contains the Ogilvy Ditch, established in 1881, also known as the Baker & Ogilvy Irrigating Canal. The Ditch, which runs partially parallel to East 8th Street, is still operating as of 2010.

In 2007 the City conducted an urban renewal study in the area with special attention to the former Western Sugar plant, which was vacant after over 100 years of operation. It was determined that the area met the State urban renewal criteria and was established as a Tax Increment Financing District (TIF) to help induce redevelopment. The new TIF district was a key incentive that helped attract Leprino Foods, the world's largest mozzarella cheese manufacturer, to the former Western Sugar plant site at 1st Avenue and 13th Street. Leprino will bring up to 500 new jobs to the area, injecting some \$325 million into Greeley's economy over the next 20 years, and nearly \$5 billion into that of Weld County.

Through a public and transparent process in 2009 that included input from a wide cross-section of stakeholders, the City updated its Comprehensive Plan to include a "land use guidance" map that designates areas of the city as either "employment" or "industrial" areas, based on individual suitability for each land use. The east and northeast portions of the city containing the Leprino Foods site and the East 8th Street Corridor were designated as industrial areas.

In April 2009, the City was also awarded a New Energy Economic Development (NEED) grant from the governor's Energy Office to conduct a Phase 1 Engineering and Business Feasibility study to determine the economic feasibility of operating a bio-digester capable of converting waste to energy. The study focused on the East 8th Street Corridor between US Highway 85 and the Greeley-Weld Airport because of the presence of the WPCF, JBS Swift, the future Leprino Foods cheese factory, proximity to transportation modes, and the general agricultural/industrial character of the area.

With the recent success in attracting Leprino Foods to the former Western Sugar site, specific designation as an industrial area in the City's 2060 Comprehensive Plan, and interest in the potential to establish a renewable energy facility and possible clean energy park in this same area, the Urban Renewal Authority and the City of Greeley decided to explore the possibility of redevelopment incentives and support for other properties along the East 8th Street Corridor.

EXISTING LAND USE AND ZONING DISTRICTS

Land uses throughout the approximately 245-acre proposed urban renewal area include public uses, such as the City's wastewater treatment plant, floodplain of the Cache la Poudre River, salvage operations, manufacturing and other industry, agricultural uses, some retail and limited residential uses. The Greeley/Weld County Airport is not actually in the proposed urban

renewal area, but is a major public transportation hub with significant economic impacts (jobs, revenue) that will have great influence on the development of the area and the region.

City zoning districts in the area include Conservation District (C-D), Industrial Medium-Intensity (I-M) and Industrial High-Intensity (I-H). Some parcels are assigned more than one zoning category. The table below lists the zoning districts in the study area by acreage:

Acres	Zoning
108	Conservation District
37.8	High Intensity Industrial
99.9	Medium Intensity Industrial
245.7	<i>Total</i>
NOTE: There are a total of 54 parcels within the proposed urban renewal area; 50 parcels are completely within Greeley limits. Portions of the remaining four parcels are in Weld County. The portions of these parcels in Weld County are not being considered for inclusion in the proposed urban renewal area.	

COMPREHENSIVE PLAN GUIDANCE

The Greeley 2060 Comprehensive Plan offers the following general guidance on economic development and land use related to the study area. Also, an excerpt from the Land Use Guidance Map below shows the study area as part of a designated industrial area. More than 20 additional policies related to the area may also be found in the appendices of this report.

Economy (Introduction): ... 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...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.

Policy EC1 (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.

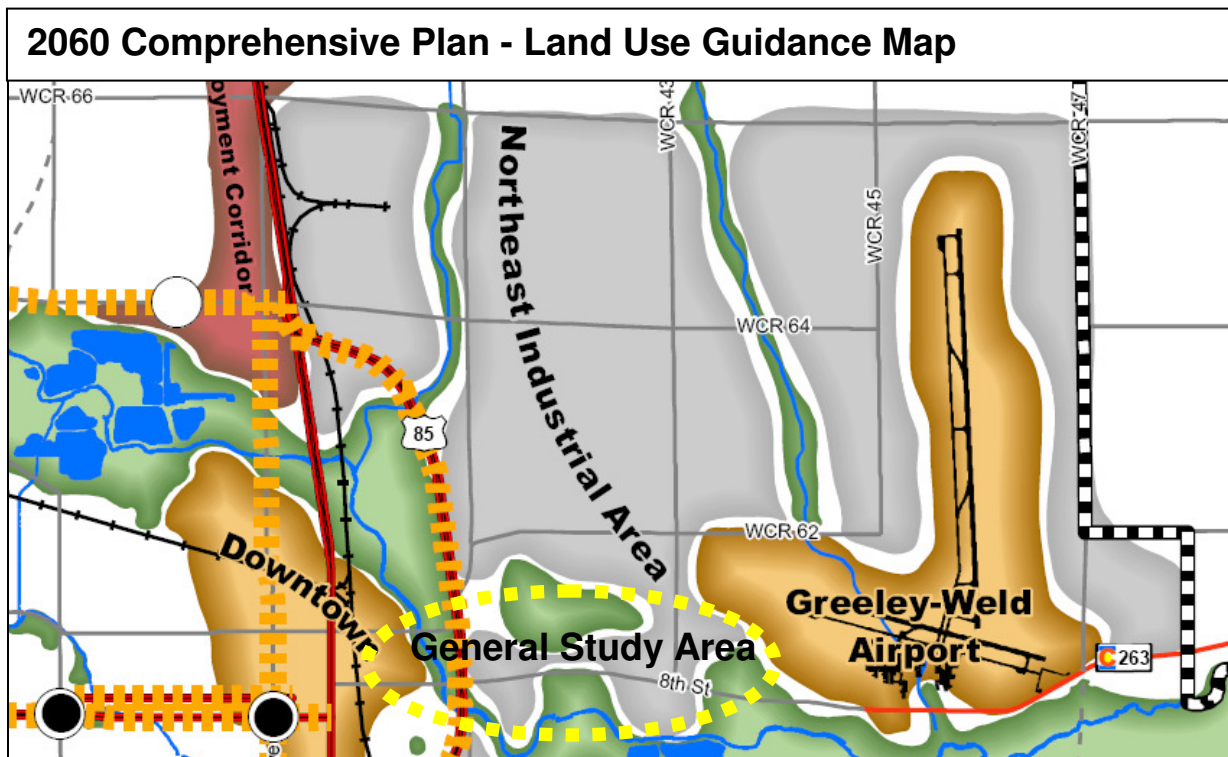
Policy EC2 (A): Attract and maintain an employed work force which fully utilizes and expands the skill base of residents to accommodate economic growth.

Policy EC3 (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.

Policy EC4 (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.

Land Use (Introduction): 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.

Policy LU4(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.



SECTION III

STUDY AREA CONDITIONS

This section summarizes the on-site investigations of deterioration within the proposed urban renewal area. These findings are based on field investigations and analysis conducted in spring 2010. Parcels, buildings and public improvements were evaluated and deficiencies noted. The blight categories analyzed as required by State law include:

Building Conditions:

(a) Slum, deteriorated or deteriorating structures

Site Conditions:

(b) Faulty street layout

(c) Faulty lot layout

(d) Unsanitary or unsafe conditions

(e) Deteriorating site or other improvements

(f) Unusual topography or inadequate public improvements,

(g) Endangerment from fire or other causes

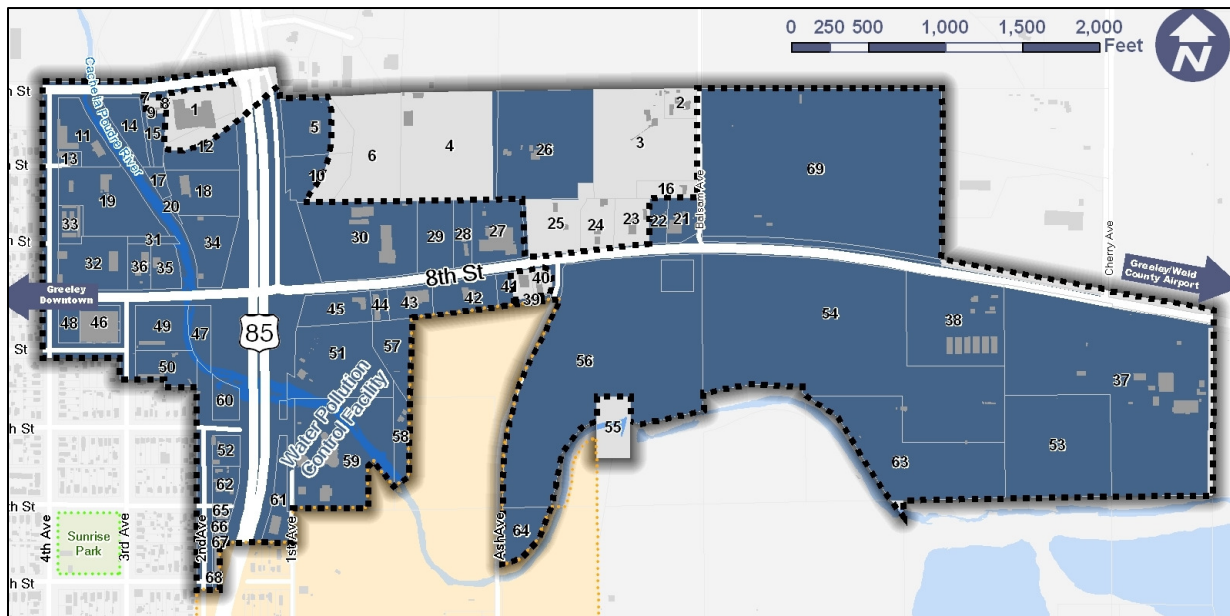
(h) Unsafe/unhealthy work/live conditions,

(i) Environmental contamination, and

(j) High municipal requirements or site underutilization.

(k.5) Health, safety, welfare factors requiring high levels of municipal response

To keep track of blight data and other parcel information, staff created an indexing system and assigned each parcel an identification number as indicated on the map below. Identification numbers correspond with blight data logged in the master spreadsheet (appendix C), and in tables found in the individual criteria discussions that follow.



BUILDING CONDITIONS

Factor (a): Slum, Deteriorated and Deteriorating Structures

Deterioration was identified through observation of exterior physical conditions among parcels and buildings within the survey area. No interior or roof inspections were conducted. State statutes recognize there does not have to be total deterioration of the building for blight to be present. Also, instances of non-conformity with current City code in the form of outmoded or obsolete structures or structure features are considered to meet blight criteria.² Building elements evaluated included the following:

1. Roof (no flat roof inspections)
2. Walls, fascia, soffits
3. Foundation
4. Gutters/downspouts
5. Exterior Finishes
6. Windows and Doors
7. Stairways/Fire Escapes
8. Mechanical Equipment
9. Loading Areas
10. Fences/Walls/Gates
11. Other Structures

Analysis:

Evidence of deteriorating structures was found in 52 % of parcels. The most common examples were poorly maintained exterior finishes, fascia, walls, and soffits. There were fewer examples of deteriorating fences, stairways, balconies/railing, windows and doors. Many parcels contained structures that are legal but do not conform to the current City Development Code. Because of the non-conformities, these properties are considered out-moded or obsolete. The most common non-conformity was metal siding. Some specific examples are summarized below:

ID	Issues
11	Non-conforming building features (metal siding)
46	Non-conforming building features (metal siding)
52	Structure deterioration (fence)

The Appendix section of this report includes photographs of representative examples of deteriorating structures found in the Study Area, a map of parcels exhibiting this condition, and parcel-by-parcel documentation of qualifying conditions found during the field survey.

Conclusion: Fifty-two percent of the parcels in the proposed urban renewal area show evidence of structural deterioration and many do not conform to City development standards. As a result, the area meets blight criteria (a) *Slum, deteriorated, or deteriorating structures*, as defined by Colorado state law.

² Legal non-conforming is defined in the Greeley Development Code (Code) as: Any building, structure, or use that does not conform to the regulations of this Code, but which was lawfully constructed, established and/or occupied under the regulations in force at the time of construction or initial operation. Section 18.58.050 of the Code states that non-conforming structures are allowed to continue as long as: 1) The structure is not enlarged, moved, or altered in a way that increases its non-conformity and if the structure were destroyed by more than 50% (area or value) it could not be rebuilt as it exists; and 2) If a non-conforming building/structure (or portion of) is destroyed by more than 50% of replacement value, it must be rebuilt in conformity with the Code.

SITE CONDITIONS

The evaluation of site conditions is divided into four categories:

- 1) defective or inadequate street layout;
- 2) faulty lot layout;
- 3) unsafe or unsanitary conditions; and
- 4) deterioration of site or other improvements.

Representative conditions among each category of site deterioration are described as follows:

Factor (b): Defective or Inadequate Street Layout

This section summarizes the on-site investigations of street layout within the study area. This factor includes such conditions as inadequate street widths; dead ends; poor conditions of existing streets; poor provisions or unsafe conditions for the flow of traffic; including pedestrian and bicycle; traffic congestion; inadequate emergency vehicular access; obsolete and impractical street layout; or inadequate facilities for traffic flow or movement through the area. Street layout was evaluated according to the following basic criteria:

1. Vehicular Access
2. Internal circulation
3. Driveway definition/curb cuts
4. Parking layout substandard
5. Traffic accident history

Analysis:

Evidence of faulty street layout was found on 67% of parcels in the proposed urban renewal area as determined by current City access design standards. The most common examples involve poor vehicular access and internal circulation. Poorly defined driveways were also common. Some specific examples are summarized below:

Study ID	Issues
17,18, 20	Vehicular access issues, substandard parking layout, dead end, obsolete and impractical layout
10	Vehicular access issues, driveway definition/curb cuts
39	Vehicular access issues, obsolete and impractical layout

Traffic accident records for the study area were compiled from data provided by the City of Greeley Police Department. However, the small number of accidents (6) in the largely rural study area did not necessitate a comparative analysis to similar areas in the city, nor a finding of blight.

Conclusion: Sixty-seven percent of parcels in the proposed urban renewal area show evidence of faulty street layout. As a result, the area meets blight criteria (*b*)

Predominance of defective or inadequate street layout, as defined by Colorado state law.

Factor (c): Faulty Lot Layout

This section summarizes the on-site investigations of lot layout within the proposed urban renewal area. Included here are such problems as long and narrow or irregularly sized properties; obsolete and impractical lot layout; and configurations resulting in stagnant and unproductive conditions of the land by misuse or nonuse. Specific criteria used in the field survey include:

1. Faulty lot shape or layout
2. Vehicular access
3. Lot size

Analysis:

Fifty-six percent of the parcels in the proposed urban renewal area show evidence of faulty lot layout. The most common occurrences were lot shapes and access issues that would not likely be created under current standards. Instances indicating faulty lot layout include properties with no clear legal access to the nearest public roadway, lot-lines that have structures built on them, lots that are less usable because of odd shapes (often due to topography), and lots that are generally too small to develop. Specific survey results are outlined below:

Study ID	Issues
20	Land-locked parcel; too small; oddly shaped
31	Land-locked parcel; too small; oddly shaped
53	Land-locked parcel

Conclusion: Fifty-six percent of the parcels in the proposed urban renewal area show evidence of faulty lot layout. As a result, the area meets blight criteria (c) *Faulty lot layout in relation to size, adequacy, accessibility, or usefulness*, as defined by Colorado state law.

Factor (d): Unsanitary or Unsafe Conditions

This section summarizes the on-site investigations of safety and sanitation within the study area. Conditions associated with this factor relate directly to the health and safety of those who use the site. Concerns in this section not only include direct hazards such as crime but issues such as poor lighting that may create dangerous situations and issues such as graffiti that may be an indicator of a potential safety issue. Specific criterion used in the field survey includes:

1. Poorly lit or unlit areas
2. Cracked or uneven sidewalks
3. Environmental contaminants
4. Poor drainage
5. Floodplain/Flood hazard
6. Grading/steep slopes
7. Unscreened trash mechanical
8. Abandoned vehicles
9. High crime incidence
10. Vagrants/vandalism/graffiti

Analysis:

One-hundred percent of study area parcels show evidence of unsafe conditions. Because the entire study area is in the FEMA 100-year floodplain, the most common factors are floodplain and poor drainage. Because this blight factor is so pervasive and uniform throughout the study area individual instances are not listed for discussion.

Crime statistics are tracked by calls to specific cross streets as opposed to specific parcels or locations. As a result, staff used crime statistics for major intersections in/around the study area to determine conditions of crime incidence. As expected, the majority of calls for police service occurred in portions of the study area with higher population density, primarily west of Highway. 85 and south/southwest of the Poudre River.

While crime is not particularly high when compared to areas of the city with higher population density, crime statistics for the proposed urban renewal area are about double those in the Greeley Tech Center, a comparable industrial area in east Greeley located in southeast Greeley near the US Hwy 85 intersection with Hwy 34. While theft was the highest occurring type of crime call, assault and burglary were also significant, as seen in the table below:

	<i>Rape</i>	<i>Assault</i>	<i>Burglary</i>	<i>Theft /Larceny</i>	<i>Vandalism</i>	<i>Total</i>
Greeley Tech Center	1	2	3	6	4	16
East 8th Street	1	4	7	17	2	31

**No murder or robbery data available for either site.*

Because of the pervasive nature of the floodplain as a condition of blight, no specific parcels are pointed out in this section as examples.

Conclusion: Many of the parcels surveyed exhibited evidence of unsanitary or unsafe conditions, including high crime occurrence and poor lighting; however, all of the parcels in the study area had the potential for flooding and drainage problems because of close proximity to the Poudre River and subsequent presence in the FEMA 100-year flood plain. As a result, the area is thought to meet blight criteria (d) *Unsanitary or Unsafe Conditions*.

Factor (e): Deteriorating Site or Other Improvements

This section summarizes the on-site investigations of site or improvement deterioration within the proposed urban renewal area. Elements of this factor relate solely to the conditions of the site itself and any improvements made to it regardless of the condition of the structures on it. Specific criteria used to evaluate the site include:

1. Presence of billboards
2. Signage problems
3. Neglect/maintenance
4. Trash/debris/weeds
5. Parking surface
6. Lack of landscaping

Analysis:

Seventy-two percent of parcels in the study area showed evidence of site deterioration. The most predominant examples were inadequate landscaping and parking surface issues. Specific survey results are outlined below:

Study ID	Issues
65	Deteriorating driveway
41	Debris, lack of landscaping, dirt parking surface, etc.
69	lack of landscaping, dirt parking surface

Almost every parcel evaluated lacked the degree of landscaping and/or open space that would be required by current standards. There was also a fairly common occurrence of deteriorating parking surfaces that required resurfacing. Some parcels exhibited general maintenance and neglect issues involving trash and weeds.

Conclusion: Seventy-two percent of parcels in the proposed urban renewal area showed evidence of site deterioration. As a result, the area meets blight criteria (*e*) *Deterioration of site or other improvements*, as it is defined in by Colorado state law.

Factor (f): Unusual Topography or Inadequate Public Improvements

This section summarizes the on-site investigations of topography and public improvements within the proposed urban renewal area. This factor evaluates the site in terms of topography that could make it difficult to development. This factor also evaluates the status of public improvements in order to identify deficiencies. Specific criteria used to evaluate the site included:

1. Slopes or unusual terrain
2. Street pavement
3. Curb and gutter
4. Street lighting
5. Overhead utilities
6. Lack of sidewalks
7. Water/sewer service
8. Storm sewer/drainage

Analysis:

One-hundred percent of parcels in the proposed urban renewal area exhibited examples of unusual topography and inadequate public improvements. The area is marked by a general lack in adequate public infrastructure, particularly in the east. Unusual terrain around the Poudre River was common throughout the study area as were the presence of overhead utilities and lack of sidewalks, curb and gutter. Specific survey results are outlined below:

Study ID	Issues
69	Overhead power lines, no sidewalks, curb, gutter, street lights
21	No sidewalks, curb, gutter, street lights, drainage, etc.
30	No sidewalks, curb, gutter, street lights, drainage, etc.

Conclusion: One-hundred percent of the parcels in the proposed urban renewal area exhibit examples of unusual topography and/or inadequate public improvements therefore the area is thought to meet blight criteria (f) *Unusual topography or inadequate public improvements or utilities*, as defined by state law.

Factor (g): Conditions of Defective or Unusual Title

Factors in this category include irregularities that would render the property non-marketable or otherwise create problems selling the property. Qualifying conditions that are discernable without doing a complete title search for each parcel include instances where a property lacks clear legal access to a public roadway, or contains a structure that is built over a lot line.

Conclusion: While 20% percent of parcels surveyed exhibited factors of blight as described above, staff did not complete title searches for every parcel in the proposed urban renewal area, therefore the area is not considered to meet blight criteria (g) *conditions of defective or unusual title*.

Factor (h): Danger to Life, Property

This section summarizes the on-site investigations of safety within the proposed urban renewal area. Factors such as buildings or property not in compliance with current fire codes, building codes or environmental regulations (asbestos or soil contamination) may be applicable here. Specific criteria used in the field survey are as follows:

1. Fire Safety Problems
2. Environmental Contaminants
3. High Crime Incidence
4. Floodplain

Analysis:

All parcels in the proposed urban renewal area are impacted to some degree by the floodplain. See discussion under blight criteria (d) *Unsanitary or Unsafe Conditions* for more details. Also,

a fire service response time analysis was performed using actual response times for all calls in the city. Seven parcels in the eastern portion of the study area were subject to reduced fire response time and subsequently deemed to have fire safety problems. (See fire service analysis map in appendix) Finally, while crime is not particularly high when compared to areas of the city with higher population density, crime statistics for the area are about double those in the Greeley Tech Center, a comparable industrial area in east Greeley. See discussion under blight criteria (d) *Unsanitary or Unsafe Conditions* for more details.

Conclusion: One-hundred percent of the parcels in the proposed urban renewal area are impacted by the FEMA 100 year floodplain. Reduced fire response time and elevated crime rates relative to a similar industrial area are also contributors. As a result, the area meets blight criteria (h) *The existence of conditions that endanger life or property by fire or other causes*, as it is defined in by Colorado state law.

Factor (i): Unsafe, Unhealthy for Live-Work

This section summarizes the on-site investigation of health and safety within the proposed urban renewal area. Factors such as buildings or property not in compliance with fire codes, building codes or environmental regulations (asbestos or soil contamination) may be applicable here.

1. Environmental contaminants
2. Fire safety problems
3. Building/facilities unsafe

Analysis:

Eleven percent of properties in the proposed urban renewal area demonstrated factors of blight including environmental contamination and reduced fire service response times. See discussion under *blight factor (h): Danger to Life, Property* above for additional details. While structures were not inspected on the inside or the roof, City building officials knew of no safety issues with structures in the study area.

Conclusion: The study area does not meet blight factor (i): Unsafe, Unhealthy for Live-Work.

Factor (j): Environmental Contamination

Conclusion: Few parcels exhibited signs of environmental contamination therefore blight factor (j) was not met.

Factor (k.5): High service demands or site underutilization

This section summarizes the on-site investigations of service demands and site utilization within the proposed urban renewal area. This category considers two different conditions that can impact the welfare of an area. Parcels exhibiting “health, safety, or welfare factors requiring high levels of municipal services” may include areas of high crime or repeated fire code violations. Areas characterized by “substantial physical underutilization or vacancy of sites, buildings, or

other improvements” may include vacant lots, parcels with vacant structures, or parcels for which the value of improvement is disproportionately small in relation to the land value.

Analysis:

Seventy-four percent of parcels in the survey area were thought to be underutilized. As a transitional zone between Greeley’s densest urban area (downtown) and its most sparsely populated rural outskirts, the study area contains many properties that have not been developed to the potential allowable in the Development Code. Also, crime statistics for the area are about double those in the Greeley Tech Center, a comparable industrial area in Greeley. See discussion under blight criteria *(d) Unsanitary or Unsafe Conditions* for more details. Specific survey results are outlined below:

Study ID	Issues
34	Site underutilization
69	Site underutilization
49	Site underutilization; high crime incidence

Conclusion: Seventy-four percent of the parcels in the study area were considered to be underutilized. Crime statistics for the area are about double those in the Greeley Tech Center, the other comparable industrial area in Greeley. As a result, the area meets blight criteria *(k.5) the existence of health, safety, or welfare factors requiring high levels of municipal services or substantial physical underutilization or vacancy of sites, buildings, or other improvements*, as it is defined in by Colorado State Law.

SECTION IV

SUMMARY OF FINDINGS

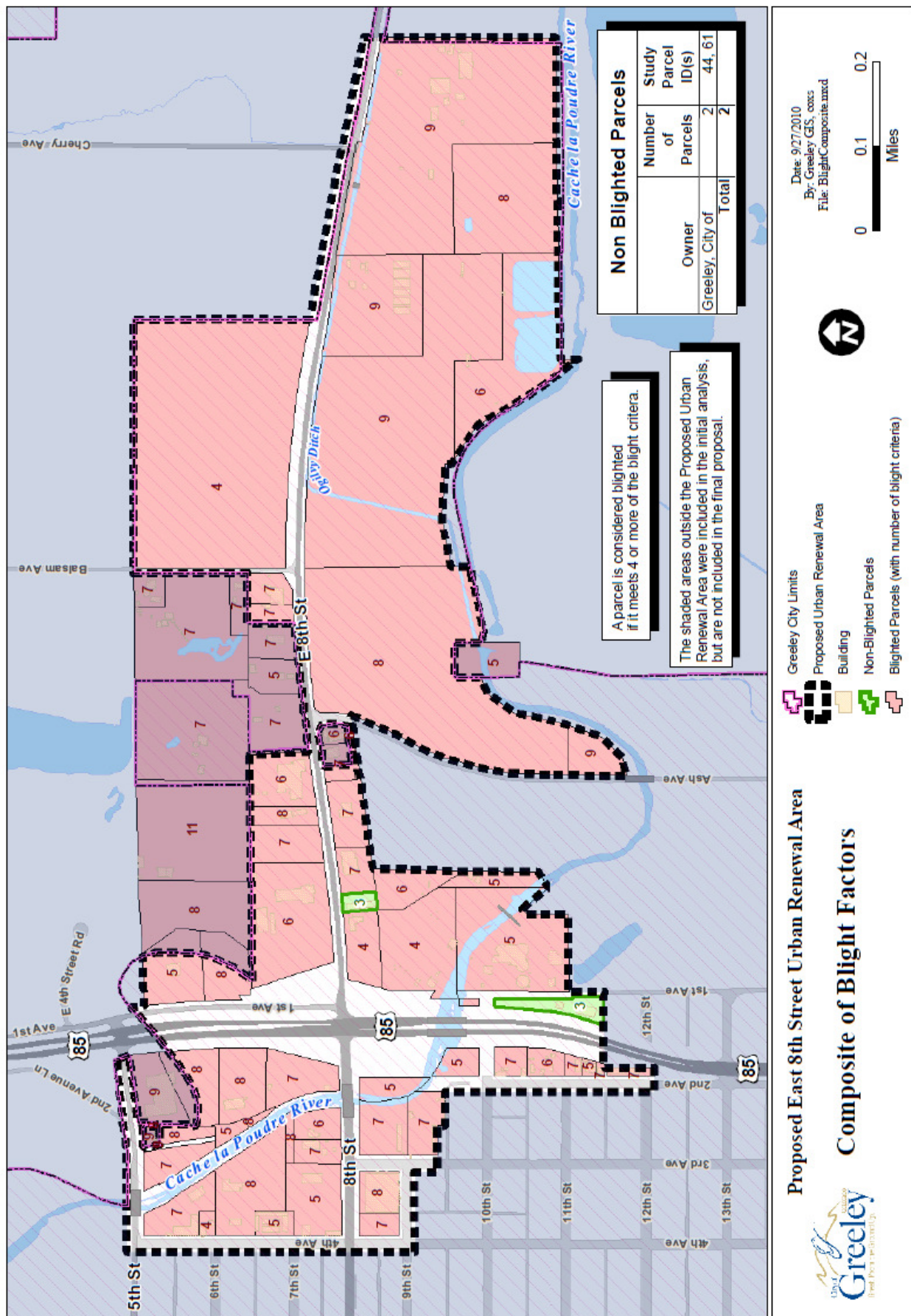
The presence of blight “...*substantially impairs or arrests the sound growth of the municipality, retards the provision of housing accommodations, or constitutes an economic or social liability, and is a menace to the public health, safety, morals, or welfare...*” [Colorado Revised Statute 31-25-103(2)]

It is the conclusion of this survey that within the proposed urban renewal area there is a presence of adverse physical conditions sufficient to meet criteria established in the state statute. Although some portions of the study area are in adequate or sound condition, there exist deteriorated and substandard conditions throughout the study area as a whole, which could lead the legislative body to a finding that this area is blighted.

Only 2 of the 54 parcels in the proposed urban renewal area did not exhibit conditions sufficient to make a blight determination. The remaining 52 parcels comprising over 96% of the parcels in the proposed urban renewal area exhibited conditions sufficient to make a blight determination. The following text and map summarize and confirm the blight determinations made in the proposed urban renewal area.

- (a): *Deteriorating or deteriorated structures* were evident within the area particularly with respect to walls and exterior finish. Also, a significant number of structures surveyed were not in conformance with City Code. **Blight condition met**
- (b): *Conditions of faulty street layout* and (c): *Conditions of faulty lot layout* existed throughout the area. The most common problems involved poor vehicular access and faulty lot layout, shape and size. **Blight conditions met**
- (d): *Unsafe or Unsanitary Conditions*; and (h): *Danger to life and property* were prevalent in every parcel in the area because of proximity to the Poudre River and subsequent presence in the FEMA 100-year flood plain. **Blight conditions met**
- (e): *Substandard site improvements* were prevalent throughout the area. Conditions included parking surface deterioration, site maintenance problems, trash/debris/weeds and lack of landscaping. **Blight condition met**
- (f): *Unusual topography* is present throughout the area largely because of proximity to the Poudre River; the co-condition of *inadequate public improvements or utilities* is also prevalent, as all properties lack appropriate access to drainage infrastructure and many lack access to other basic services including, water and sewer. **Blight condition met**
- (k.5): *High Services Demand or Site Underutilization* were prevalent in the area, largely because it is a transitional area between the city’s densest urban areas and its sparsest rural outskirts. **Blight condition met**

The map below is a composite of individual blight criteria maps. Reddish colored parcels exhibited four or more individual blight factors and were considered blighted in adherence to state law. Green parcels exhibited less than four individual blight factors and were not considered blighted. Individual blight criteria maps are located in the appendix of this report.



SECTION V

Urban Renewal Plan

According to Colorado law, in order to use urban renewal tool such as tax increment financing it is not enough to simply find that an area is blighted. The second part of the process is to develop an urban renewal plan, a range of options for addressing individual factors of blight identified in the study area. The East 8th Street Corridor Urban Renewal Plan that follows was developed primarily through a planning charrette³ held on April 6, 2010, attended by GURA and City Community and Economic Development staff, and representatives from Weld County government and the Greeley/Weld Airport.

The plan consists of the following four potential redevelopment scenarios: 1) No action alternative; 2) Incremental alternative; 3) Large-scale redevelopment alternative 1: Low to Medium-Intensity Industrial; and 4) Large-scale redevelopment alternative 2: Medium to High-Intensity Industrial. Each alternative is discussed in more detail below.

1. No Action Alternative

The first alternative represents the status quo, and discusses what could happen if no redevelopment occurred in the study area. Possible outcomes without intervention could include: 1) lost economic development opportunities for the City and Weld County; 2) continued site and structural deterioration; and 3) increases in crime.

It is unlikely that the area would realize its full economic development potential without the considerable incentive that tax-increment financing provides for large potential employers such as Leprino Foods, which would not likely have committed to locating in Greeley without such incentives, particularly given the current difficult economic climate. An under-capitalized and deteriorated area is unlikely to attract new industry and business or support expansion and growth of existing businesses and may even contribute to further deterioration.

2. Incremental Alternative

This alternative represents the possible result if businesses and property owners used a combination of private funds, tax-increment financing and other resources to address the blight factors identified in the study area over time. While smaller scale, incremental redevelopment would have the potential to address some of the blight factors identified in the study area, the broader community and economic development goals could be achieved with larger employers and redevelopment in the area.

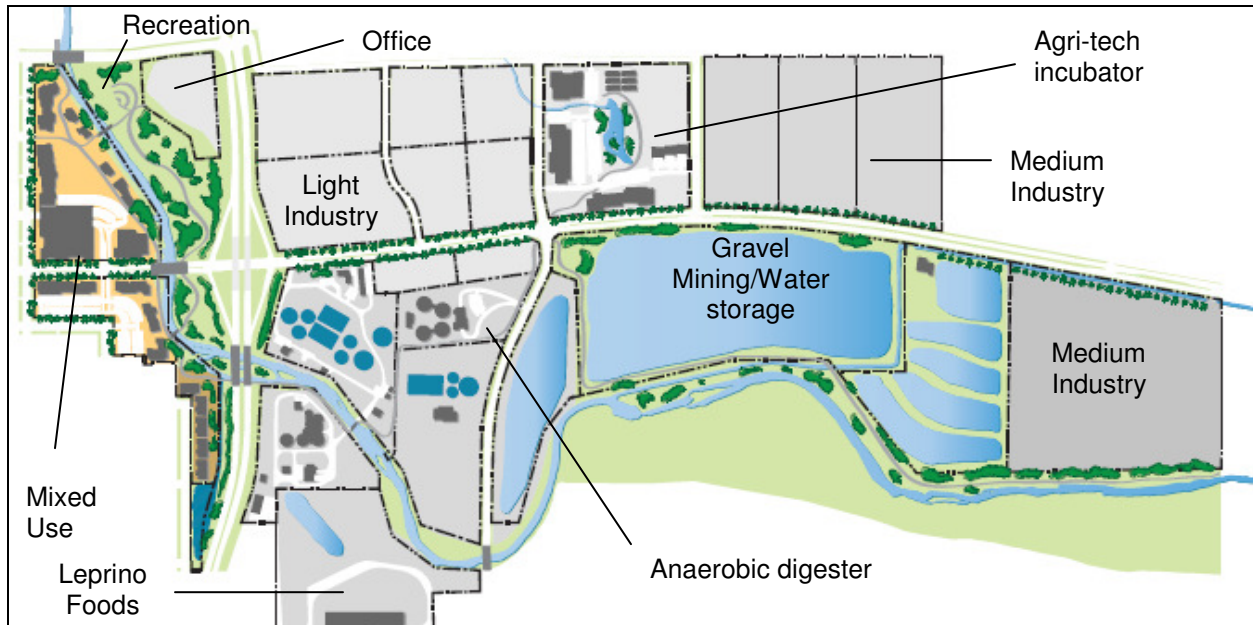
Without significant new construction/reinvestment in the area, it is difficult to increase property values, tax revenues, and subsequent tax increments by an amount sufficient to spur additional reinvestment.

³ A charrette is a hands-on planning workshop where attendees brainstorm possibilities for an area. About ten people attended the charrette held at the City Hall Annex Building at 1100 10th Street in Greeley.

3. Large-Scale Redevelopment Alternative 1: Low to Medium Intensity Scenario

Alternative 3 is the first of two large-scale redevelopment scenarios outlined in the urban renewal plan. This alternative represents possible outcomes if the area were redeveloped with a focus on low to medium intensity industrial uses including a potential clean energy park, agri-tech business incubator and a mix of other industrial, commercial and recreational uses. Several unique, potentially game-changing opportunities for redevelopment and large-scale economic development stand out in this possible scenario.

Large-Scale Redevelopment Alternative 1: Low to Medium Intensity Scenario



First, as mentioned previously in this report, the City of Greeley with assistance from the State of Colorado has undergone significant research into the possibility of developing an anaerobic digestion facility in the area north of the Leprino Foods site. Such a facility would transform waste streams from the Leprino Foods and JBS sites into energy capable of powering 6,000 homes. Initial success could result in a cluster of similar facilities capable of meeting a portion of Greeley's energy needs into the foreseeable future.

While invaluable to the city, the development of clean energy facilities in the area would do more than just provide cheap, clean electricity for Greeley residents and businesses, it could attract clusters of complementary businesses, and result in the development of the first "clean energy park" of its kind. A development of this magnitude would be a huge boon for Greeley, Weld County and Colorado, bringing significant economic benefits, including green, blue and white-collar jobs, while putting Greeley at the cutting edge of a growing international movement toward renewable energy.

Finally, the parcels in the study area west of US Highway 85 and the Poudre River are less vulnerable to flooding than most others that border the river, making them more suitable for commercial and retail development than most. This combination of developable land in close proximity to an amenity such as the Poudre River represents potential for higher end mixed-use

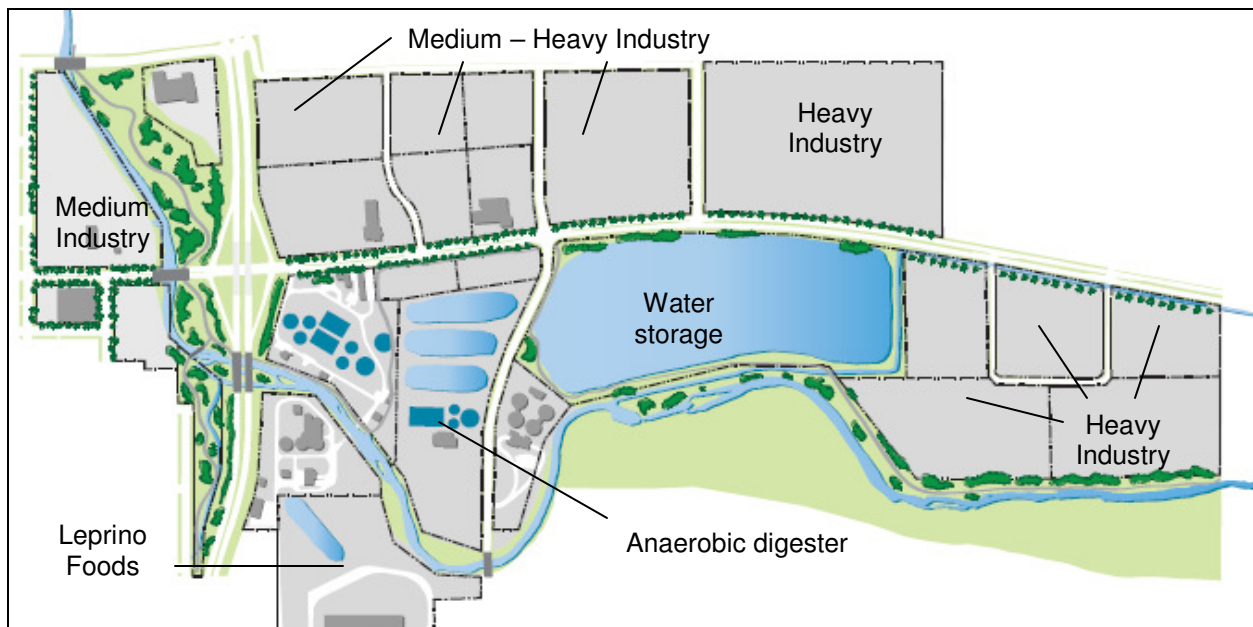
development that could include boutique retail, restaurants, entertainment and recreation associated with the river, such as an outdoor amphitheater and trails system.

4. Large-Scale Redevelopment Alternative 2: Medium to High Intensity Scenario

Alternative 4 is the second large-scale redevelopment scenario outlined in the urban renewal plan and represents possible outcomes if the area were redeveloped with a focus on higher intensity industrial uses, while still maintaining a focus on green industry, but with more opportunities for heavier manufacturing, research and testing and waste recycling.

In this alternative, the use of existing industrial waste streams to generate green energy and the broader concept of the clean energy park are still central to the vision. The primary difference from the lower intensity scenario discussed above is the greater focus on heavier uses such as manufacturing, and a shift away from mixed-use development. Alternative 4 would likely result in more blue-collar employment, with some white-collar jobs.

Large-Scale Redevelopment Alternative 2: Medium to High Intensity Scenario



Fiscal Impact Analysis

Staff conducted a fiscal impact analysis using the Medium to High-Intensity Industrial scenario outlined above assuming 50 percent build out over a 25-year lifespan of the proposed tax-increment financing district and found that the urban renewal area would generate approximately \$16,316,535 (\$709,415 average per year) in incremental property tax revenues over that time period. Weld County's share of that revenue would average approximately \$145,691 per year. The entire fiscal impact analysis is included as Appendix G at the end of this report.

SECTION VI

Conclusion

In conclusion, staff recommends the establishment of an urban renewal area and tax-increment finance district in the area outlined in this report for the following reasons:

- The proposed Urban Renewal Area is found to be “blighted” as defined by Colorado State Statute and documented in the Conditions Survey;
- The Urban Renewal Plan addresses issues of blight as defined by State Statute;
- TIF is a proven tool for economic development (see Leprino story);
- No initial capital investment is required by Weld County or City of Greeley;
- Infrastructure/services required to implement urban renewal plan would not impact Weld County;
- Weld County and City of Greeley would benefit significantly from increased revenues, area investment and employment possibly resulting from the TIF;
- The Plan furthers goals of the 2060 Comprehensive Plan related to redevelopment, economic development and land use.

As a result, staff recommends the GURA Board:

- Accept the results of the study and the subsequent determination of blight for properties in the study area; and
- Approve and facilitate the creation of a tax-increment financing district within study area boundaries as presented.