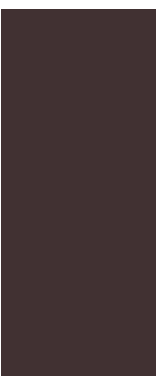




DOWNTOWN 2032 - THE PATH FORWARD

GREELEY, COLORADO DOWNTOWN PLAN UPDATE

ADOPTED JANUARY 2023



ACKNOWLEDGEMENTS

*It is with gratitude that we express thanks to the **over 1,250** individuals, groups, institutions, organizations, and City staff who helped inform the development of the Greeley Downtown Plan Update. The Plan was created through a partnership between the City of Greeley and Greeley Downtown Development Authority (DDA).*



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PLAN SUMMARY

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PLAN OVERVIEW

In early 2022, the City of Greeley and the Greeley Downtown Development Authority (DDA) initiated Downtown 2032 – The Path Forward, to help guide growth, investments, and improvements in Downtown Greeley over the next decade. **Downtown 2032 – The Path Forward** provides a roadmap for citywide decision-making and strengthening Downtown’s role as the heart of the region. It also educates the general public about Downtown’s importance to the larger Greeley community and Northern Colorado.

In order to create the roadmap that will guide Downtown investments and improvements for the next decade, the P.U.M.A. Team, City of Greeley, and DDA staff worked collaboratively to chart and complete a Downtown planning process that included an analysis of existing conditions, community outreach, and development of a physical framework and detailed action plan.

EXISTING CONDITIONS

In order to evaluate existing conditions, the P.U.M.A. Team conducted a review of past plans and studies, an analysis of market conditions, and an assessment of physical conditions, including an evaluation of capital improvements and urban quality characteristics. Together, the market, capital improvement, and urban quality assessments serve as the analytical foundation for physical framework and action plan recommendations.

The **Market Assessment** provides an overview of four market segments - Live (residential), Work (office, manufacturing, and other primary employment), Shop & Dine (retail and restaurants) and Visit & Stay (hospitality and tourism). This Market Assessment is intended to provide baseline data for Downtown Greeley, before and after the beginning of the COVID disruption, when possible, which will inform the community as it continues to transition past the pandemic. The Market Assessment also explores strengths and vulnerabilities in each market segment to ensure subsequent plan recommendations are grounded in economic reality.

The **Capital Improvement Assessment** is a physical evaluation of the existing streets, plazas, and parks located within the study area boundary. The purpose of the Capital Improvement Assessment is to evaluate the current conditions of the public realm between the curb and edge of the right-of-way, which includes most of the streetscape, to identify gaps and opportunities that can inform public realm and placemaking recommendations in the Downtown 2032 – The Path Forward Plan.

The **Urban Quality Assessment** is intended to establish a foundation for a high-quality public realm environment by evaluating current conditions in four key areas: existing public spaces, forms of movement, existing street hierarchy, and safety. The Urban Quality Assessment combined with the Capital Improvement Assessment provides a foundation for developing the public realm recommendations found in the physical framework and action plan.



EXISTING CONDITIONS KEY FINDINGS



MARKET ASSESSMENT KEY FINDINGS

- » The housing market and demand for additional housing remains robust, and will remain a key economic driver in Downtown Greeley moving forward.
- » The industrial sector, including manufacturing, and agriculture serve as enduring economic anchors in Downtown. The legacy and continued strength of these sectors offers the potential to define a differential advantage from other downtowns and attract additional anchor employers in these industries.
- » Downtown's office market is likely to remain niche over the next market cycle, though there could be opportunities for small businesses, incubation, and co-working in existing or renovated spaces. The low cost of office space in Downtown offers a lower barrier to entry for entrepreneurs and new businesses compared to peer downtowns.
- » Retail continues to strengthen in Downtown. The retail sector could be further bolstered by continuing to build housing and tapping into primary market opportunities like younger and Latinx households and UNC students.
- » Connections to UNC remain an underutilized market opportunity.



CAPITAL IMPROVEMENT ASSESSMENT KEY FINDINGS

- » Areas on the eastern edge of Downtown have the lowest quality public realm, as the majority were ranked as poor and many locations lack basic sidewalks.
- » Areas around the Downtown core have a higher ranked capital improvement quality due to additional investment that has occurred on 8th Street, 9th Street, Lincoln Park, 8th Avenue, and surrounding streets.
- » The residential areas south of the Downtown core generally have a higher quality public realm with mature trees, lawns, and generous sidewalks.
- » 8th Avenue and 9th Avenue have distinctly different but complementary characters and they generally provide good north to south connectivity through Downtown. These corridors are also supported by 10th Avenue and 11th Avenue that run north-south on the west edge of Downtown.
- » In most cases, non-residential areas are fair to poor quality with significant stretches lacking basic sidewalks.



URBAN QUALITY ASSESSMENT KEY FINDINGS

- » There is a lack of a distinct public space network and unequal distribution of public spaces throughout the study area geography.
- » For an urban core, Downtown has a disproportionate amount of land area dedicated to vehicles, including surface parking lots, wide roads, high volume traffic streets, and on-street parking.
- » There is a bicycle infrastructure foundation in Greeley that can be built upon, but that needs to be completed and fully connected to increase bicycling in Downtown moving forward.
- » There are pockets of adequate lighting near the core of Downtown, but lighting is lacking in other parts of Downtown.

COMMUNITY OUTREACH

Inclusive and broad community engagement was vital for the creation of the Downtown 2032 – The Path Forward plan. Throughout the planning process consultant team, City, and DDA were able to gather **over 1,250 inputs** to identify priorities and inform Plan recommendations. Outreach methods used throughout the Downtown Plan Update process included:

- » Downtown Plan Advisory Committee
- » Technical Working Group
- » DDA Board Engagement
- » Topic-Based Focus Group Meetings
- » Community Open House
- » Focused Outreach to Historically Marginalized Populations



▲ *Topic-Based Focus Group Meeting at the Downtown Greeley Recreation Center*



▲ *Community Open House at the Downtown Greeley Recreation Center*

From the online survey responses, the highest rated **service and program priorities** for Downtown Greeley were:

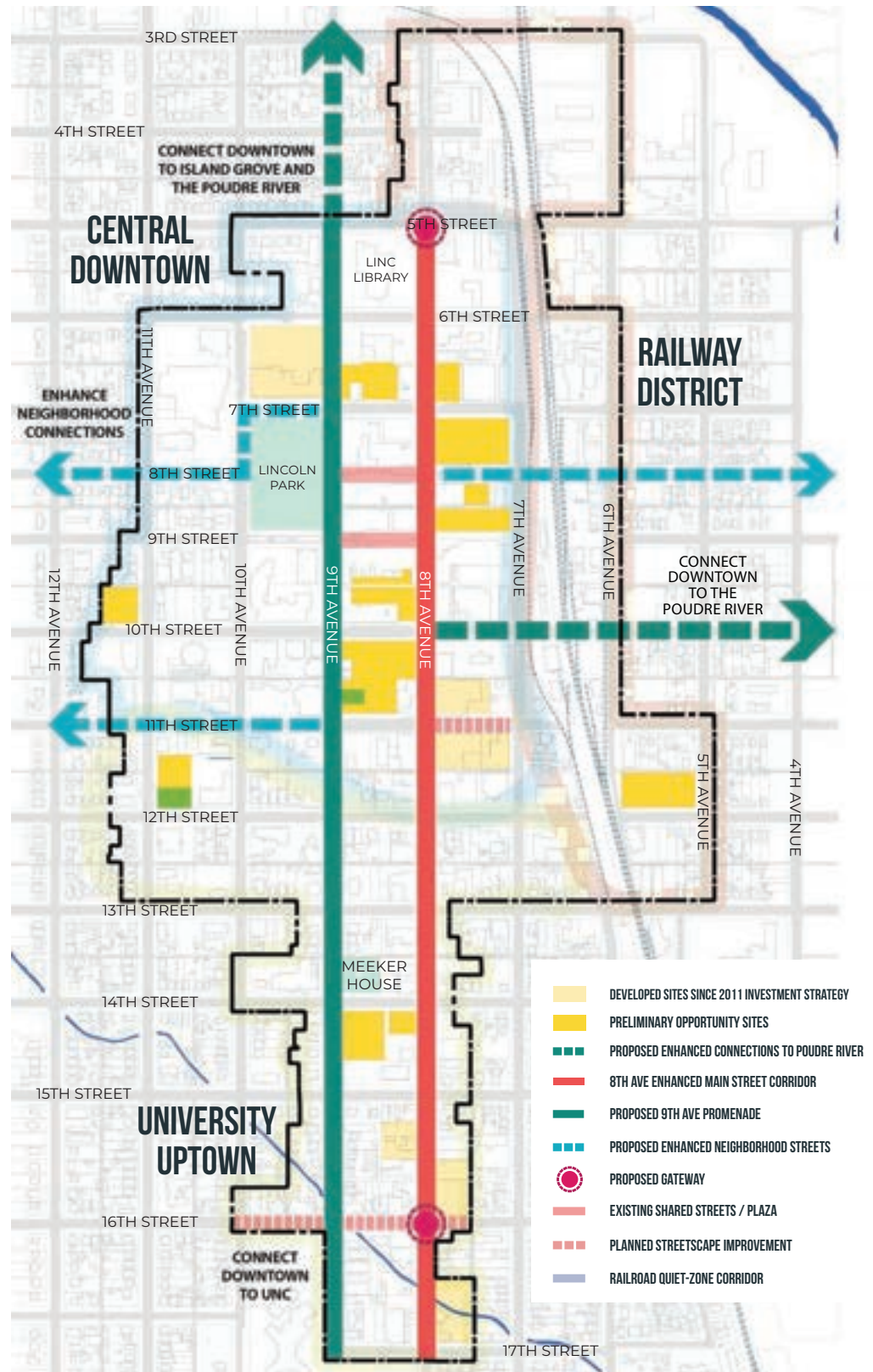
- #1** More retail and restaurants - 24%
- #2** Enhance public safety - 15%
- #3** Provide more services to address the unhoused population - 11%

Respondents were asked for three words that best describe their long-term vision for Downtown Greeley. The word cloud below shows words that were most frequently used – the larger the word, the more times it was listed.



PHYSICAL FRAMEWORK

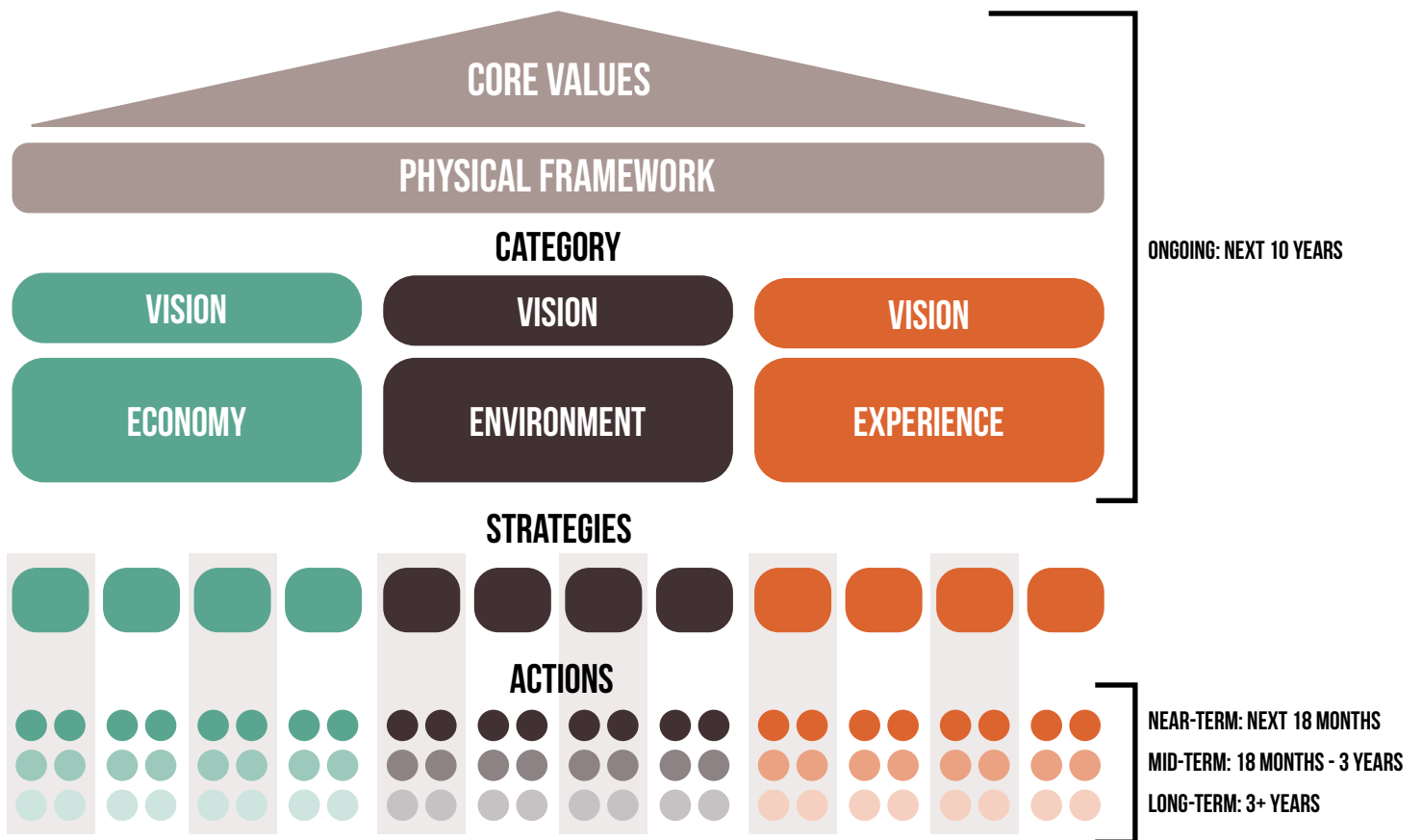
Drawing on the above inputs, the consultant team developed a physical planning framework to guide investments in the public realm that support and enhance market opportunities in Downtown and deliver a Downtown environment that is in sync with community values. The framework maps and descriptions that can be found in **Chapter 4: Physical Framework** are a key component of this Plan. The Physical Framework includes revised and redefined sub-areas within Downtown, the identification of opportunity sites for future infill development or redevelopment, and transformative projects that can be catalysts for investment and are recommended for priority funding and implementation over the next five to ten years.



ACTION PLAN

Created using the Market, Capital Improvement, and Urban Quality Assessments, and priorities identified through community engagement as building blocks, the Action Plan is intended to provide an implementation roadmap for Downtown Greeley over the next ten years. The Action Plan is guided by the overarching physical framework and core values, and is sorted into three topic areas – Economy, Environment, and Experience – with supporting vision and strategy statements.

The Action Plan is structured by strategies within each topic area, while specific actions can be found in Chapter 5 of the full Plan. The project team developed immediate, short- and mid-term actions for Downtown improvements and investments to guide the City of Greeley, the DDA, the development community, and downtown stakeholders for the next ten-year investment cycle. Responsible parties and illustrative cost are also identified to provide implementation guidance on each of the actions in the full plan.



CORE VALUES AND VISION

CORE VALUES

The Core Values identified below provide an overarching foundation for the Action Plan and are interwoven into all three topic area sections, with each action encompassing one or more of these Core Values:

WELCOMING AND INCLUSIVE
PROSPEROUS AND VIBRANT
A COMPLETE NEIGHBORHOOD
ACCESSIBLE AND CONNECTED

VISION

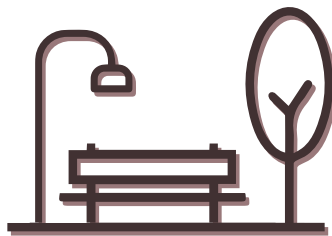
The consultant team worked closely with the City of Greeley, the DDA, and the Advisory Committee to synthesize the following vision that forms the basis for the Action Plan recommendations described and illustrated throughout this document.

In 2032..

Downtown Greeley's **ECONOMY** will be robust and diverse, offering residents, employees, students, patrons, and visitors a range of options for jobs, housing, shopping, and dining.

The Downtown physical **ENVIRONMENT** and public realm will be inviting and accessible for people walking or using mobility devices, biking, riding transit, or driving.

The Downtown **EXPERIENCE** will be vibrant, fun, welcoming, and inclusive.



STRATEGIES

ECONOMY

- EC.1** Continue to stimulate infill development and redevelopment of underutilized sites.
- EC.2** Encourage diverse, vibrant storefront uses throughout Downtown.
- EC.3** Continue to diversify the housing base in Downtown.
- EC.4** Sustain and attract more primary employers and jobs.
- EC.5** Cultivate a Downtown economy that is relevant and welcoming to an array of community stakeholders and visitors.



ENVIRONMENT

- EN.1** Enhance connections to the Poudre River north and east of Downtown.
- EN.2** Improve connections to the UNC campus.
- EN.3** Create new public spaces focused on families, residents, visitors, and the everyday use of inviting and comfortable outdoor spaces, ensuring that each sub-area has an identifiable and destination public space.
- EN.4** Unify Downtown's public realm with standards that provide consistency and improve the overall quality.
- EN.5** Enhance the quality of the connections to the adjacent neighborhoods around Downtown.



EXPERIENCE

- EX.1** Promote local arts and creative experiences in Downtown.
- EX.2** Ensure Downtown is clean, safe, and welcoming.
- EX.3** Celebrate historic character, charm, and distinctive environment in Downtown.
- EX.4** Continue to activate Downtown through programming and events that are relevant and inclusive to Greeley's diverse population.
- EX.5** Market existing Downtown assets and amenities to both locals and visitors.





01

BACKGROUND

PLAN PURPOSE

ACCOMPLISHMENTS SINCE THE 2011 INVESTMENT STRATEGY

HISTORICAL CONTEXT

STUDY AREA

PROCESS

REVIEW OF PAST PLANS AND STUDIES

PLAN PURPOSE

In early 2022, the City of Greeley and the Greeley Downtown Development Authority (DDA) initiated the Greeley Downtown Plan Update, entitled Downtown 2032 – The Path Forward, to help guide the growth and development of Downtown Greeley for the next decade.

After a competitive bid and selection process, the City of Greeley engaged a Denver-based consulting team that included Progressive Urban Management Associates (P.U.M.A.), a firm specializing in downtown organizational and strategic planning and Livable Cities Studio, an urban design and landscape architecture studio focused on improving public spaces and connections to the natural environment.

P.U.M.A. was also contracted by the DDA in 2011 to complete the 2011 Downtown Greeley Investment Strategy, a process that evaluated market conditions and trends, engaged Downtown stakeholders, developed a framework for Downtown that included four sub-areas, and provided an organizational and financing strategy for the DDA to guide investments. This Downtown Plan Update is intended to build on the 2011 Investment Strategy, while identifying new initiatives and priorities looking forward to the next ten years.

HOW TO USE THIS PLAN

Both public agencies and private sector stakeholders will use Downtown 2032 – The Path Forward to guide decisions and actions that affect the form and function of Downtown. The Plan provides a basis for citywide decision-making and strengthening Downtown's role as the heart of the region. It also educates the general public about Downtown's importance to the larger Greeley community and the region.

The plan includes an analysis of existing conditions through market, capital improvement and urban quality assessments. More than 1,250 Downtown and Greeley community members provided opinions that shaped plan priorities. The findings from the assessments and community engagement process informed the subsequent structure of the plan, including recommendations for Downtown's future physical framework, vision, core values, strategies and detailed actions. The Plan's various sections are outlined in sequence, below:

In order to evaluate **existing conditions**, the P.U.M.A. Team conducted an assessment of market conditions and an assessment of physical conditions, including an evaluation of capital improvements and urban quality characteristics.

- » The **Market Assessment** includes a wide range of data inputs, including primary and secondary sources, that offers a snapshot of existing market conditions Greeley, a Primary Market Area, and Downtown, as well as comparisons between Downtown and downtowns in peer cities. The market assessment provides an overview of four market segments, including Live (residential), Work (office, manufacturing and other primary employment), Shop & Dine (retail and restaurants) and Visit & Stay (hospitality and tourism). This Market Assessment is intended to provide baseline data for Downtown Greeley, before and after the beginning of the COVID disruption when possible, which will inform the community as it continues to transition past the pandemic.
- » The **Capital Improvement Assessment** is a physical evaluation of the existing streets, plazas, and parks located within the study area boundary. The purpose of the Capital Improvement Assessment is to evaluate the current conditions of the public realm between the curb and edge of the right-of-way, which consists most of the streetscape, to identify gaps and opportunities that can be inform public realm and placemaking recommendations in the Downtown 2032 – The Path Forward Plan.

- » The **Urban Quality Assessment** is intended to establish a foundation for a high-quality public realm environment by evaluating current conditions in four key areas: existing public spaces, forms of movement, existing street hierarchy, and safety. The Urban Quality Assessment combined with the Capital Improvement Assessment provides a foundation for developing a public realm improvements plan to encourage Downtown Greeley to continue to grow and thrive for years to come.

A summary of the Market Assessment, Capital Improvement Assessment, and Urban Quality Assessment are included in this plan in **Chapter 2: Existing Conditions**, while the full documents are in Appendices A, B, and C.

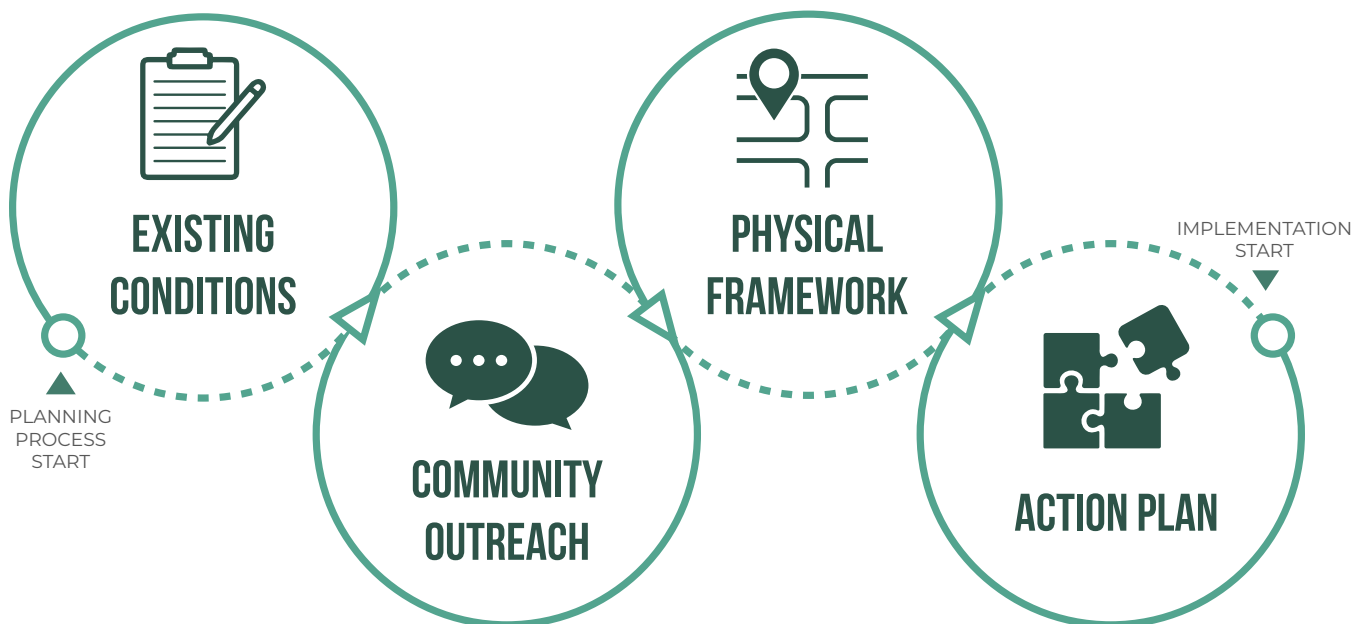
The Downtown 2032 – The Path Forward planning process included a significant community outreach effort that was undertaken by the City of Greeley, the DDA, and the P.U.M.A. team to identify priorities and craft plan recommendations. Additional detail on the methods used to engage the community, key themes from stakeholder engagement, and findings from the online survey can be found in **Chapter 3: Community Outreach**.

Informed by community outreach and an in-depth analysis of existing conditions, the **Physical Framework** section provides an overarching guide for future development, investment, and public realm improvements for Downtown. This section includes an analysis of and recommendations for sub-areas within Downtown, identifies opportunity sites for potential infill development or new public realm amenities, and describes transformative projects that can have a catalytic impact on continuing Downtown's vitality moving forward. The Physical Framework, including descriptions of its various components, can be found in **Chapter 4: Physical Framework**.

The final section, the **Action Plan**, provides detailed policy and physical improvement recommendations organized into three topic areas; Economy, Environment, and Experience. The Action Plan also provides responsibility centers, illustrative cost, and sequencing for each action. The full Action Plan can be found in **Chapter 5: Action Plan**.

At the back of this document, **Appendices** are included that provide the full assessment of market conditions, the full capital improvement and urban quality assessments, detailed online survey results, and the full summary of past plans and studies.

PLAN DOCUMENT SEQUENCING



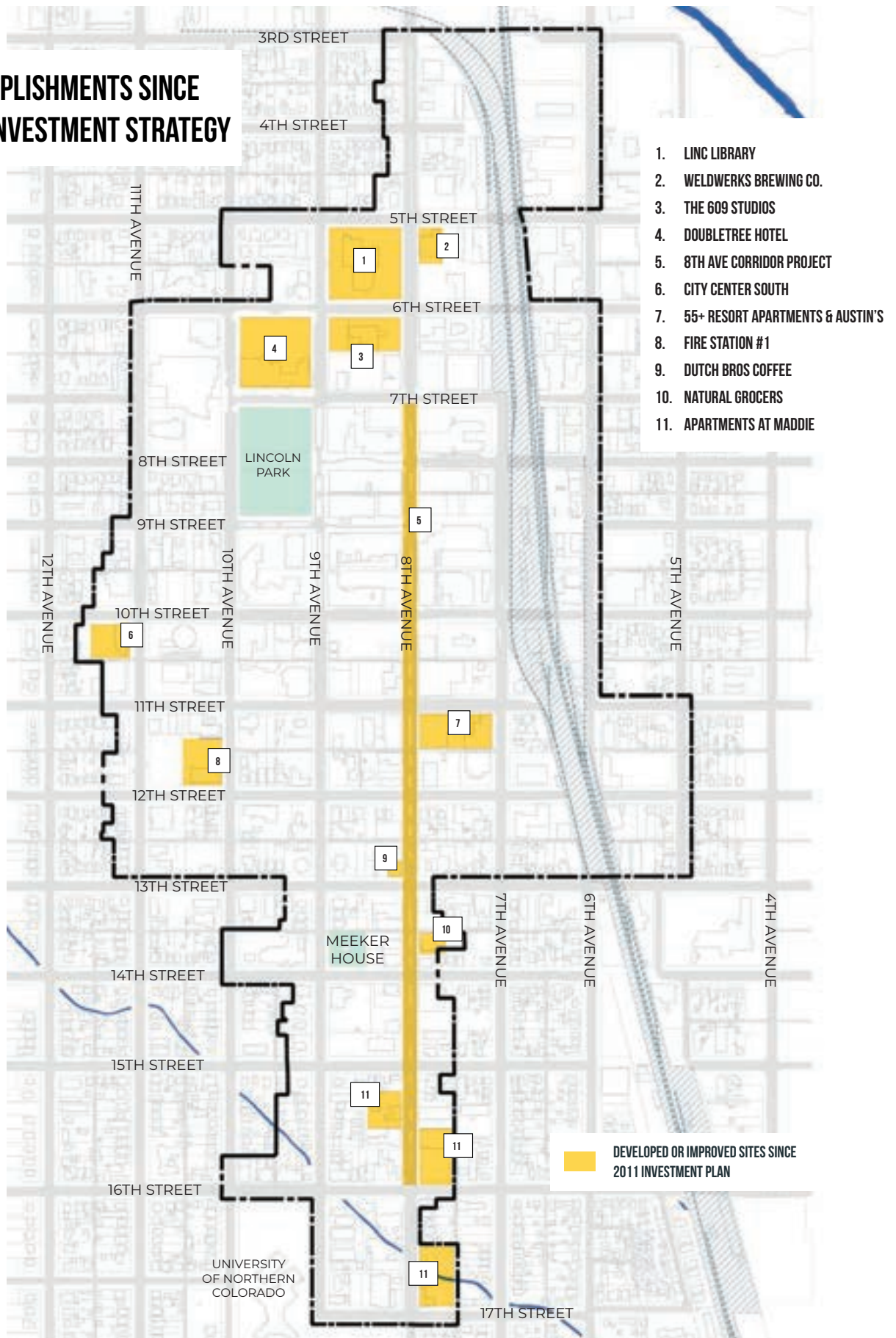
ACCOMPLISHMENTS SINCE THE 2011 INVESTMENT STRATEGY

Since the 2011 Downtown Greeley Investment Strategy, both the City of Greeley and the Greeley Metropolitan Statistical Area (MSA) have experienced significant growth and development, and the City of Greeley and DDA have accomplished many of the actions recommended in the Investment Strategy. The City and DDA's role in implementing the Downtown Investment Strategy has continued to strengthen Downtown Greeley's role as a regional economic and civic anchor. Since 2011, key accomplishments include:

- » 16th Street Streetscape and Intersection Improvement Plan
- » New 55+ Resort Apartments & Austin's American Grill
- » 8th Avenue Corridor Streetscape Improvements
- » 8th Street Complete Street Improvements
- » Lincoln Park Improvements
- » Greeley Recreation Center Upgrade
- » Expanded Public Art Program
- » New Syntax Distillery Development
- » Parking Management System Implementation
- » Establishment of the Greeley Creative District
- » New Signature Events Initiated (e.g. Friday Fest, Monster Day, Youth Arts Month, Trick or Treat Street, Oktobrewfest, St. Patrick's Day Parade, etc.)
- » Installation of New Downtown Entryway Signage
- » New Development of Apartments at Maddie
- » New City Center South Municipal Complex
- » City Hall Renovation and City Center North Phase 2 Improvements
- » New DoubleTree Hotel and Conference Center Development
- » New Dutch Bros Coffee Company
- » New Fire Station #1
- » Firestone Retail
- » Rehab of Immaculata Plaza 1 Apartments/Condominiums and Breaking Ground on Immaculata Plaza II New Affordable Housing Development
- » Library Innovation Center (LINC) Redevelopment
- » New Natural Grocers Grocery Store
- » Creation of a Railway Quiet Zone through Downtown Greeley
- » The 609 Studio Apartment Building Renovation
- » WeldWerks Brewing Co. Adaptive Reuse, Taproom, and Restaurant

A map highlighting key improvements and development since the 2011 Investment Strategy can be found on the following page.

KEY ACCOMPLISHMENTS SINCE THE 2011 INVESTMENT STRATEGY



HISTORICAL CONTEXT

Beginning more than 12,000 years ago, many of the original inhabitants of the area we now call Colorado were far-ranging people who traveled the southwestern deserts and northern plains, moving with the seasons for the best hunting, gathering, and harvesting. Colorado is just one of the many ancestral lands where the Ute Nation, Apache, Arapaho, Cheyenne, and Comanche grew their culture for thousands of years.

In 1851, the Treaty of Fort Laramie was established between the U.S. government and several local tribes as part of the government's attempt to protect the growing number of settlers moving west and to launch a military presence in the region. Per the treaty, each Native American tribe consented to sovereignty over a bounded territory in exchange for allowing free passage of white migrants as well as the construction of roadways and forts on their land. However, the Colorado Gold Rush of 1858-59 made the treaty obsolete, as settlers moved into the land that was supposedly protected. Renegotiations took place and the Treaty of Fort Wise was signed in 1861, which relegated the tribes to a much smaller tract of land (about one thirteenth the size) in eastern Colorado where they lived under government supervision.¹

¹ (Treaty of Fort Laramie, 2022)

Present-day Greeley began as the Union Colony of Colorado, which was established in 1869 by Nathan C. Meeker, an agricultural reporter for the New York Tribune, as an experimental Utopian farming community "based on temperance, religion, agriculture, education and family values;" it also had the backing of the Tribune's editor Horace Greeley, who popularized the phrase "Go West, young man." A committee that included Meeker and former Civil War general Robert Alexander Cameron traveled to Colorado to find a suitable site and purchased 12,000 acres at the confluence of the Cache la Poudre and South Platte Rivers. The site, formerly known as the "Island Grove Ranch," included the area of Latham, an Overland Trail station, and was halfway between Cheyenne, Wyoming, and Denver, Colorado along the tracks of the Denver Pacific Railroad.² The name Union Colony was later changed to Greeley in honor of Horace Greeley, who had settled in Colorado during the 1859 Pike's Peak Gold Rush.³

² (Union Colony of Colorado, 2021)

³ (Virtual Tour, n.d.)



▲ Maple Street (Now 7th Street) in Downtown Greeley in the 1870's. Photo from Denver Public Library

Meeker had foreseen Greeley's future as an agricultural hub and future generations would come to find great success in the creation of irrigated farmland for the growth of sugar beet, carrot, alfalfa, potato, onion, and corn. With railroad access and its position at the confluence of two rivers, Greeley was set to flourish. At the turn of the 20th century, the economic boon of agriculture attracted labor-ready immigrants of European, Asian, and eventually Hispanic/Latinx descent, culturally diversifying the Front Range town.

In the late 1930s, as the area's water rights were over-appropriated, the Colorado-Big Thompson River Project was created to provide farming irrigation, diverting water from multiple sources on the east side of the Rockies. Today, the project provides water for 33 cities and towns in the state.

Cattle ranching has always been a part of Greeley's story – but had a global impact starting in the 1930s when Monfort Colorado, Inc., a local family-owned company, modernized the beef industry. The company first introduced the feedlot, changing cattle diet from grass to grain, and later combined feeding, slaughter, meatpacking, sales, and distribution under one roof, revolutionizing the process.

DOWNTOWN'S HISTORY

The first downtown area in Greeley was located on 8th Street between 8th and 9th Avenues. The buildings were adobe, wood frame, or brick structures. By 1879 the area had grown, bounded by the railroad tracks and 9th Avenue on the east and west, and by 7th Street and 9th Street on the north and south. Most of the original commercial buildings have been replaced, mainly with brick buildings. There were several reasons for the use of brick, including that several brick factories operated in Greeley, and that an 1880 fire destroyed a wood frame hotel known as the Greeley House. Greeley's Downtown Development Authority (DDA) was created in 1998. In 2000, the DDA nominated

Downtown Greeley as one of Colorado's Most Endangered Places due to threats brought about as a result of economic deterioration, urban growth to the west, businesses' flight to the suburbs, and the high vacancy rate of its downtown buildings. The Downtown Greeley of 1998 stood in stark contrast to that of the mid-1970s, when it was recognized as a thriving urban center that was even made internationally famous by the novel, *Centennial*.

Once Downtown Greeley was added to the Endangered Places list, the Downtown Development Authority, along with the support of the Greeley Historic Preservation Commission, began building a strong support network of business professionals through the Main Street Board. It initially focused on plaza redevelopment, opening them to automobile traffic, as well as removing some of the newer facades to reveal historic storefronts, which in turn began attracting businesses back to the district. Momentum of the preservation of Downtown grew when Greeley became part of Colorado's Main Street program in 2001. Private LLCs purchased and rehabilitated key properties in the Downtown district, which served as a catalyst to demonstrate the potential of older properties and underscore the economic power of historic preservation.⁴

In 2011, Downtown Greeley became the first in the state of Colorado to take advantage of the Common Consumption legislation. Downtown regularly sees thousands of people at its First Friday Fests held throughout the summer months as well as its many other successful events throughout the year. Today, the DDA is very active, employing four champions for Downtown, which is enjoying extremely low vacancy rates, strong business growth, new development, and a positive reputation not only in Greeley but regionally as well.

⁴ (Downtown Greeley, 2022)

UNIVERSITY OF NORTHERN COLORADO (UNC)

UNC is a public university located in Greeley, adjacent to the southern boundary of Downtown. The university was founded in 1889 as the State Normal School of Colorado and has a long history in teacher education. The institution has officially changed its name four times, but has had its current name since May 1, 1970 reflecting its status as a fully accredited university. Nearly 10,000 students are enrolled at UNC in six colleges, with extended campus locations in Loveland, Denver/Aurora, and Colorado Springs.⁵ UNC is currently in the process of becoming a U.S. Department of Education-certified Hispanic Serving Institution (HSI), as 25% of the full-time undergraduate student body is Hispanic, Latino, or Latinx-identifying, in line with the Advancing Educational Equity, Excellence, and Economic Opportunity for Hispanics initiative requirements.

Additional information on Greeley's history can be found in **Appendix A: Market Assessment**.

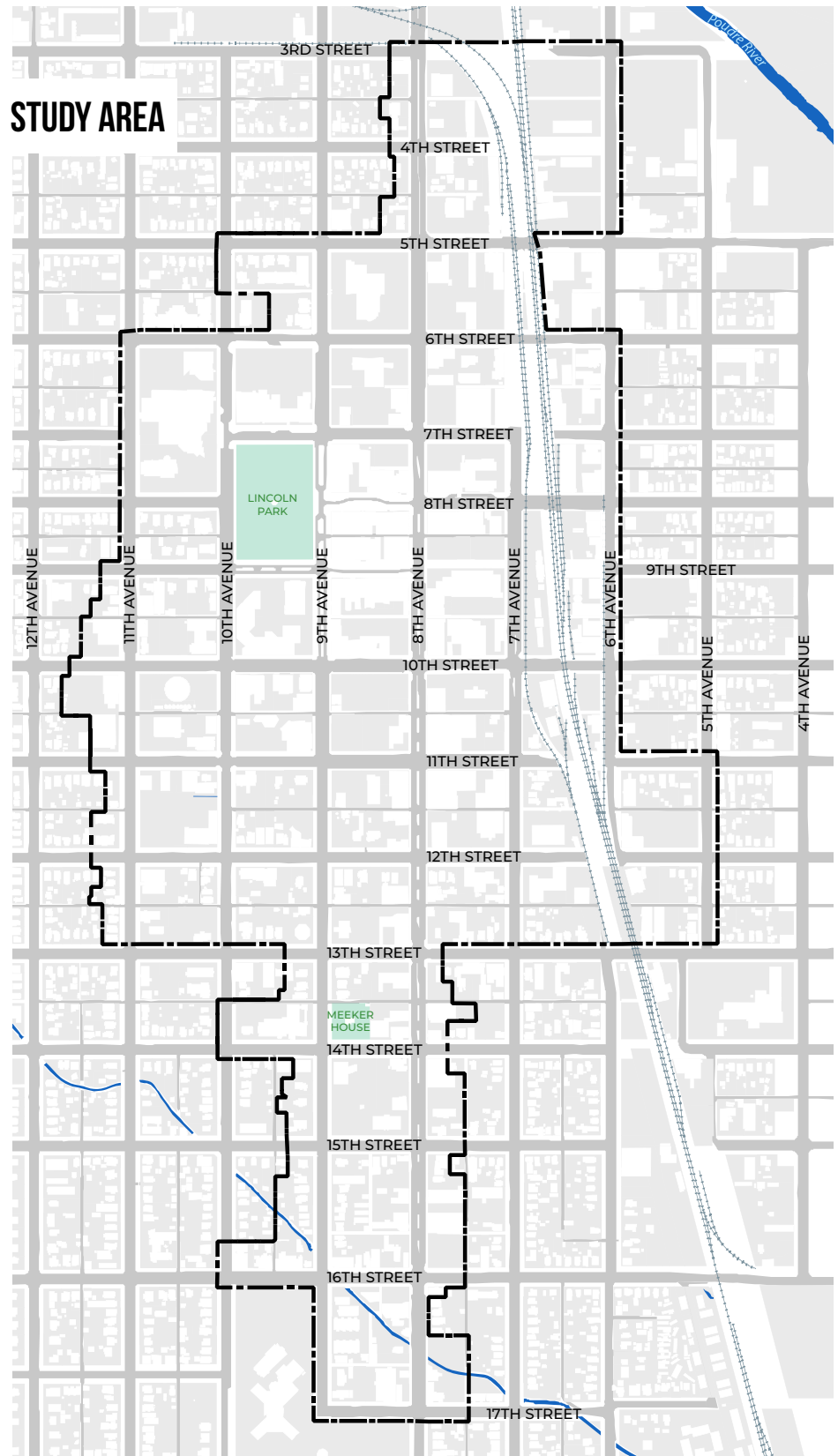
5 (University of Northern Colorado, 2022)



▲ University of Northern Colorado (UNC) Campus. Photo from UNC.

STUDY AREA

For the purpose of the Downtown 2032 – The Path Forward planning process, 'Downtown' is defined as the area encompassed by the DDA Boundary. The study area as illustrated to the right is roughly bound by 3rd Street to the north, 5th Avenue to the east, 17th Street to the south, and between 11th and 12th Streets to the west. The study area and its context and relationship with adjacent neighborhoods is also acknowledged with this plan.

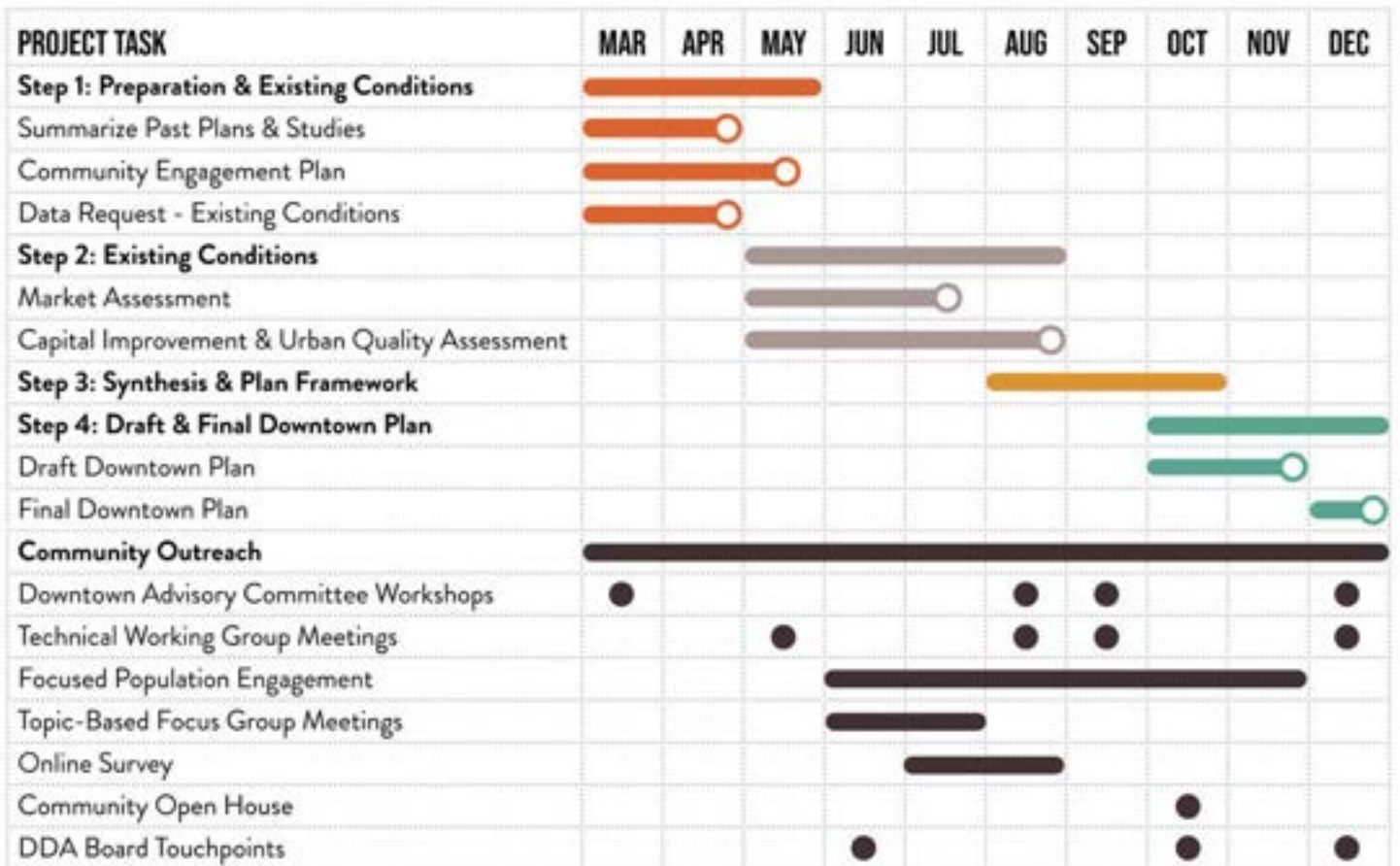


PLANNING PROCESS

The P.U.M.A. Team, City of Greeley, and DDA staff worked collaboratively to chart and complete a downtown planning process with the following major components:

- » **Review and analysis of prior plans and studies** conducted in Downtown Greeley over the past 10 years;
- » The completion of several foundational assessments of existing conditions for Downtown 2032 – The Path Forward, including **comprehensive market, capital improvement, and urban design evaluations**;
- » Extensive **community engagement with Downtown stakeholders**, civic partners such as the City and UNC, DDA board members and the community-at-large that included **over 1,250 inputs**;
- » Based upon the preceding data and analysis, the plan includes a **physical framework** and **detailed action plan** to guide Downtown Greeley's evolution the next ten years.

PLANNING PROCESS TIMELINE



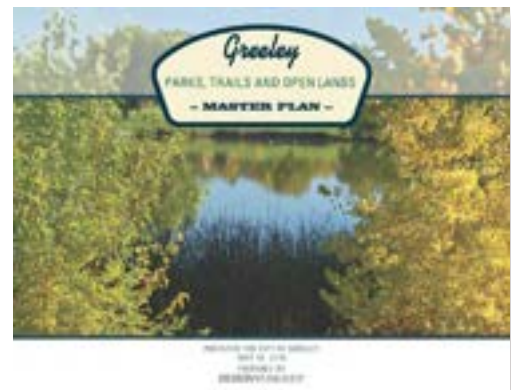
○ DELIVERABLE

REVIEW OF PAST PLANS AND STUDIES

The City of Greeley and DDA provided the consultant team with all prior and evolving planning efforts that impact Downtown Greeley. The consultant team reviewed all the plans made available in order to ensure that this process would build upon such efforts. Summaries of past plans are included in **Appendix E**. Plans reviewed include:

- » Imagine Greeley Comprehensive Plan, February 2018
- » Downtown Greeley Investment Strategy, July 2011
- » Downtown Greeley Accomplishments, August 2021
- » 2022 Annual Growth & Development Projections Report, February 2022
- » Greeley Downtown Development Authority 2020 Annual Snapshot, 2020
- » City of Greeley Energy Action Plan, 2019
- » Master Transportation Impact Study: 8th Avenue Redevelopment, March 2018
- » City of Greeley Strategic Housing Plan, 2018
- » Market Study & Recommendations: Downtown Apartment Market, April 2017
- » Greeley Parks, Trails, and Open Lands Master Plan, May 2016
- » Landscape Policy Plan for Water Efficiency, December 2015
- » Bicycle Master Plan, May 2015

Greeley citywide plans, particularly the Imagine Greeley Comprehensive Plan, offer a high-level framework to guide and influence decisions that affect the future of the city. They are used as a foundation for the more specific vision, strategies, and actions contained in the Downtown Plan Update. Any future updates to citywide plans should incorporate and refine recommendations from this Downtown Plan.





02

EXISTING CONDITIONS

KEY TAKEAWAYS: EXISTING CONDITIONS ANALYSIS

MARKET ASSESSMENT SUMMARY

**CAPITAL IMPROVEMENT AND URBAN QUALITY
ASSESSMENT SUMMARY**

KEY TAKEAWAYS: EXISTING CONDITIONS ANALYSIS

MARKET ASSESSMENT KEY FINDINGS

- » The housing market and demand for additional housing remains robust, and will remain a key economic driver in Downtown Greeley moving forward.
- » The industrial sector, including manufacturing, and agriculture serve as enduring economic anchors in Downtown. The legacy and continued strength of these sectors offers the potential to define a differential advantage from other downtowns and attract additional anchor employers in these industries.
- » Downtown's office market is likely to remain niche over the next market cycle, though there could be opportunities for small businesses, incubation, and co-working in existing or renovated spaces. The low cost of office space in Downtown offers a lower barrier to entry for entrepreneurs and new businesses compared to peer downtowns.
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- » 8th Avenue and 9th Avenue have distinctly different but complementary characters and they generally provide good north to south connectivity through Downtown. These corridors are also supported by 10th Avenue and 11th Avenue that run north-south on the west edge of Downtown.
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- » There is a lack of a distinct public space network and unequal distribution of public spaces throughout the study area geography.
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- » There is a bicycle infrastructure foundation in Greeley that can be built upon, but that needs to be completed and fully connected to increase bicycling in Downtown moving forward.
- » There are pockets of adequate lighting near the core of Downtown, but lighting is lacking in other parts of Downtown.



MARKET ASSESSMENT SUMMARY

A comprehensive Market Assessment was completed in the second quarter of 2022 to help inform the Downtown 2032 – The Path Forward planning effort. Data was compiled using primary and secondary sources, including the City of Greeley, Weld County, Esri Business Analyst, the U.S. Census Bureau, real estate research, interviews with local real estate experts and Downtown stakeholders, and other available sources.

It is important to note that the Market Assessment was conducted more than two years into the COVID-19 public health and economic disruption. Given the lag time in data gathering and/or funding to update some databases (typically done on an

annual basis), some of the information that follows presents conditions pre-pandemic. This Market Assessment is intended to provide baseline data for Downtown Greeley, before and after the beginning of COVID when possible, which will inform the community as it continues to transition to a new normal.

The following summary of the Market Assessment provides an overview of key findings by sector - Live (residential), Work (office, manufacturing, and other primary employment), Shop & Dine (retail and restaurants) and Visit & Stay (hospitality and tourism). The full Market Assessment can be found in **Appendix A**.

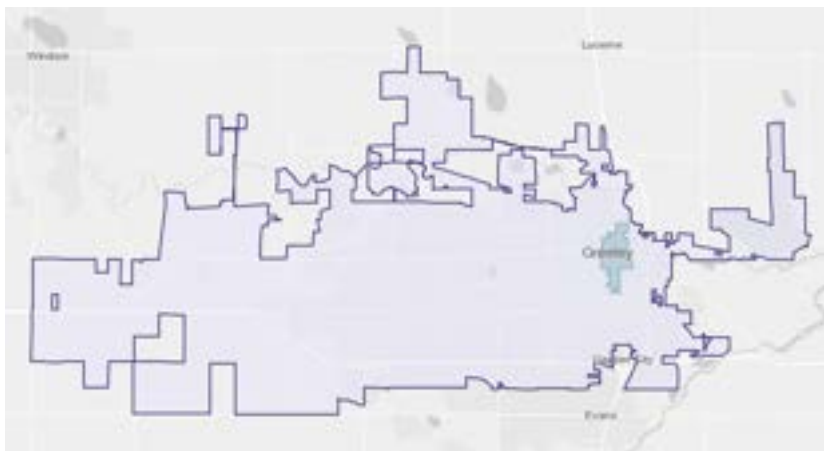
MARKET AREAS

Data was collected, when available, for Downtown Greeley, a Primary Market Area, and the City of Greeley. The Downtown study area is tied to the Downtown Development Authority boundary area shown in the maps below.

The 7.7 square mile Primary Market Area, also pictured below, was defined by the City of Greeley and was also used in P.U.M.A.'s 2011 Downtown Greeley Investment Strategy report. This broader area is used to better understand market opportunities and demand for offerings from within the Downtown boundaries. The Primary Market Area boundary incorporates the Downtown area, as well as adjacent neighborhoods where residents are readily able to access (i.e., with a maximum ten-minute walk or bike ride) and support establishments within Downtown. It is bounded by County Road 64 to the north, U.S. Highway 85 (8th Avenue/Business Rt.) to the east, U.S. Highway 34 to the south, and 23rd Avenue to the west.

The City of Greeley is approximately 49.8 square miles, also shown below, and is a key market and point of comparison for Downtown data. It also offers a wider array of data than the customized, Downtown boundary.

DOWNTOWN AND CITY OF GREELEY



DOWNTOWN AND PRIMARY MARKET AREA ▼



PEER CITIES

Peer cities and their downtowns are used as comparisons throughout the Market Assessment. They include Cheyenne, WY; Flagstaff, AZ; Grand Junction, CO; Fort Collins, CO; Idaho Falls, ID; and Ogden, UT. They were selected by Greeley's Department of Economic Health and Housing Department and verified by P.U.M.A. due to their downtowns being similar in size and other characteristics (i.e., most have universities). Overall, these peer cities share many of the same market dynamics that exist in Greeley today. Boundaries for peer downtowns were set based on Improvement District boundaries or downtown cores as defined in their downtown plans if an improvement district was not present.

DOWNTOWN'S IMPACT ON GREELEY

The "Summary of Impact" callout to the right demonstrates that while its land area is small (~1% of the City), Downtown is one of the most productive and valuable neighborhoods of the community. It contains a modest proportion of Greeley's residents (3%), but more substantial portions of the City's workers as well as dining, drinking and shopping options (~15% each).

About 3% of the City's assessed value lies in Downtown land, with each Downtown acre generating about three times more value than citywide land in 2021 (see "Assessed Value Per Acre" callout below).

ASSESSED VALUE PER ACRE, 2021

	ACRES	ASSESSED VALUE	PER ACRE VALUE
DOWNTOWN	314	\$71.9 million	\$229.4 thousand
GREELEY	31,872	\$2.1 billion	\$64.5 thousand

Source: Weld County Assessor's Office

SUMMARY OF DOWNTOWN'S IMPACT IN THE CITY OF GREELEY

0.48 SQUARE MILES	➔	1% OF CITY TOTAL
1,637 RESIDENTS	➔	3% OF CITY TOTAL
7,112 EMPLOYEES	➔	14% OF CITY TOTAL
107 RESTAURANTS, BARS, RETAILERS	➔	15% OF CITY TOTAL
\$71.9M IN ASSESSED VALUE*	➔	3% OF CITY TOTAL

**includes exempt properties*

LIVE

DEMOGRAPHICS

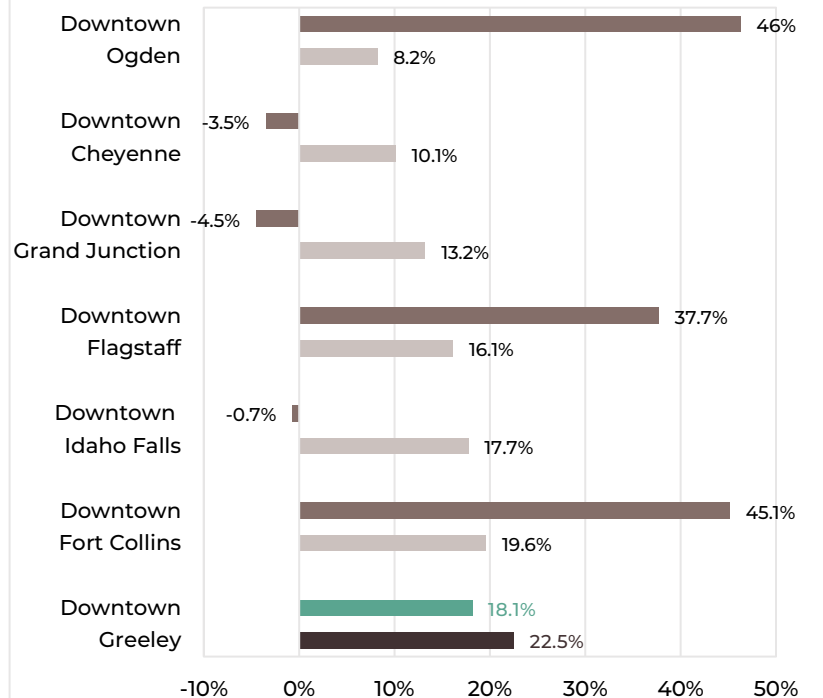
- » Compared to the Primary Market Area and City of Greeley, in Downtown:
 - › Households have fewer people than the primary market or City of Greeley, especially children, and many are non-family households containing just one person, which is similar to peer downtowns.
 - › There is greater diversity, with high proportions of residents identifying as Hispanic.
 - › Median household income and educational attainment are lower, which is true for peer downtowns and partially explains why Downtown Greeley has historically been associated with higher levels of poverty.

- » The white-collar proportion of occupations decreases, while the proportion of blue-collar and services occupations increases; a pattern that is true for about half of peer downtowns in terms of white- and blue-collar workers; all peers examined had higher percentages of service workers living in their downtowns.
- » While Greeley's citywide population grew more than any of its peer cities during the most recent decade, the population growth of Downtown, as well as the Primary Market Area, has lagged behind the City's.
- » Downtown Greeley is on the low end of population density when compared to its peers.
- » Downtown could stand to attract young professional and student residents, especially considering that its university is directly adjacent to Downtown. Greeley's peer cities with universities have much greater proportions of student populations to reside in and/or patronize their downtowns.

HOUSING MARKET

- » While Greeley is a desirable place to live, there is little inventory, as making Downtown a residential neighborhood has only recently become a focus.
- » Housing is a strong market for Downtown moving forward, and there is healthy demand for more units at all price points.
- » Downtown's strongest age segment is 15-34 (~40% of the population) – the "young professional," Millennial, and student bracket that downtowns and walkable neighborhoods with plentiful amenities are well-positioned to continue to attract.
- » Downtown has a high concentration of poverty, as its low rents have historically attracted residents with low incomes and education levels to live Downtown.
- » Downtown (and the City) is challenged when introducing density.

POPULATION GROWTH, 2010-2021

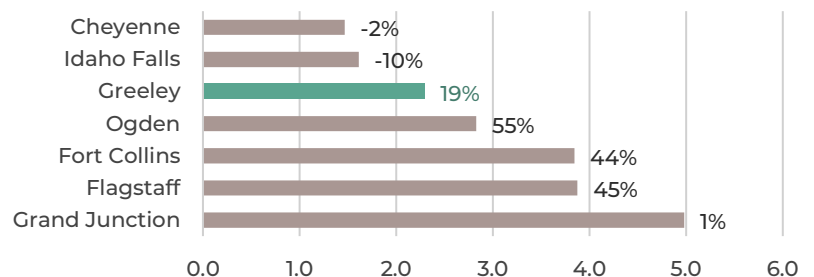


PERCENT OF POPULATION THAT ARE COLLEGE STUDENTS, 2021

FLAGSTAFF	37%
FORT COLLINS, CO	37%
OGDEN, UT	33%
GRAND JUNCTION, CO	12%
GREELEY, CO	7%

DOWNTOWN HOUSING DENSITY

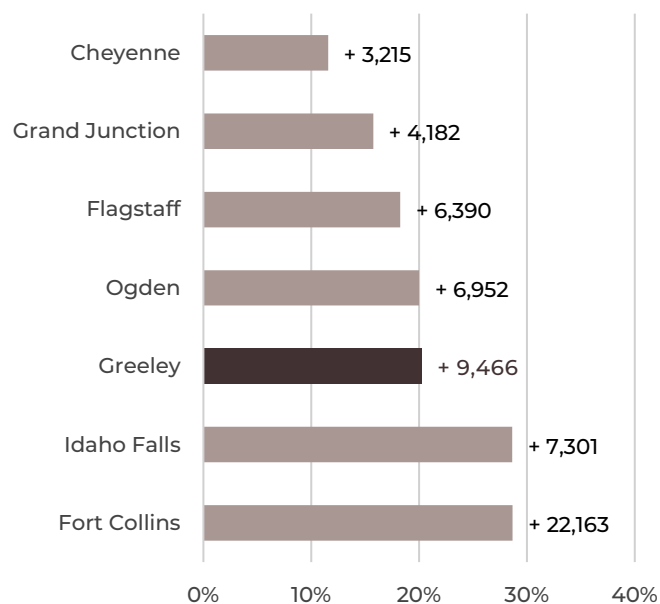
(housing units/sq. acre and % change 2010-2022 in labels)



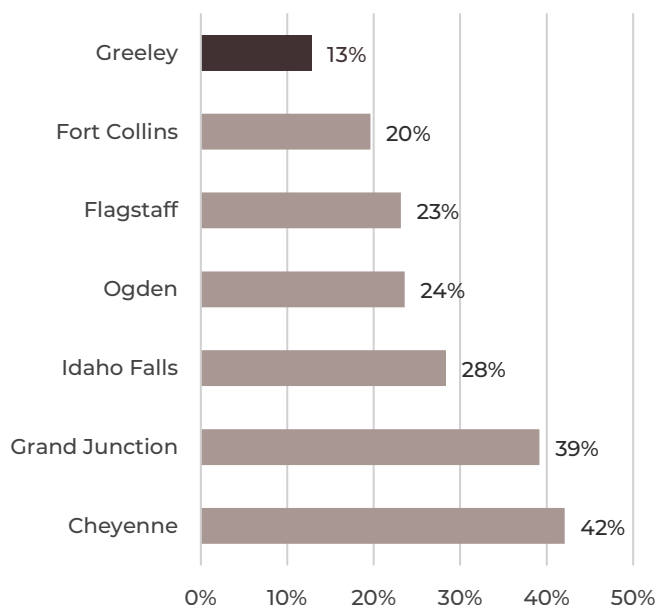
WORK

- » Healthcare, manufacturing, education, retail, restaurants, and government are the foundations of the Greeley economy. Downtown employment is anchored by manufacturing and government, which together provide over 60% of Downtown jobs.
- » Greeley's growing economy gets a lot of recognition by the press, which garners the attention of prospective employers.
- » About 24% of the City's workers are employed in Downtown. Downtown lacks major private sector employers, which contributes to its below-average number of workers and as well as employees per acre compared to its peers.
- » Downtown's industrial buildings, situated along the railroad tracks, are home to its high concentration of manufacturing jobs, are a welcome fixture and are perceived as an asset that positively contributes to the unique character of Downtown, and should be preserved.
- » While Downtown's existing office space might not be particularly appealing to primary employers, its low rents make entry into the market more accessible to Greeley's small business owners and entrepreneurs. However, there is nearly no (or suitable) office or industrial space available for new or expanding businesses to locate in Downtown.
- » Downtown Greeley has little primary employment and few knowledge-based workers, which both trend toward concentrating in downtowns and have high growth potential.
- » Greeley's resident populations are not as well-educated as some, which presents a challenge in attracting both primary and knowledge-based employers.
- » There is a high degree of competition from Greeley's other market areas.
- » Nationally, the office sector continues to struggle due to uncertainty around the course of COVID, a potential recession, and the increasing popularity of working from home, which poses complications for a downtown such as Greeley's that is looking to further develop its employment base and bolster its daytime activities.

TOTAL EMPLOYMENT GROWTH, 2010-2022

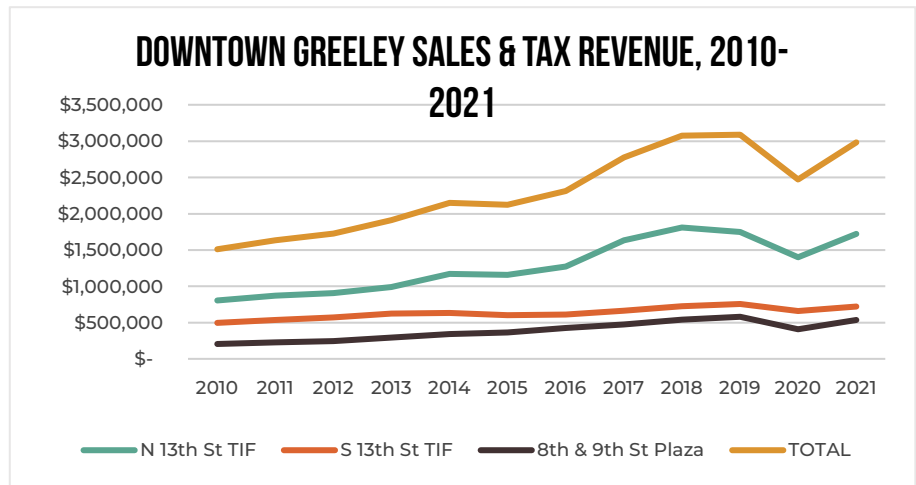


KNOWLEDGE SECTOR SHARE OF DOWNTOWN TOTAL JOBS, 2021



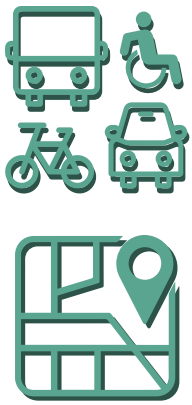
SHOP & DINE

- » Downtown has a strong mix of street level businesses and services (numbering 331), with 31% dedicated to dining and shopping.
- » Since 2016, Downtown's sales and use tax revenues have increased 29%. The pandemic hit Downtown harder than the rest of the city, causing a decrease of 20% in revenues between 2019 and 2020, but Downtown has made a full and rapid recovery, increasing 21% between 2020 and 2021.
- » Downtown businesses are primarily local, independent, and specialty; some, such as the growing number of distilleries and breweries, even build on its manufacturing heritage. This helps to cultivate a distinct character and sense of place, in contrast to many downtowns that have lost some of their local vibe in recent years. Much like the office sector, the low rent structure allows local entrepreneurs to enter the market with unique concepts that further shape the Downtown experience.
- » Nationally, food and beverage has been expanding while retail has contracted in most downtown markets. Downtown Greeley is consistent with these trends, having a strong food and beverage market that is on its way to becoming the sector's anchor.
- » Greeley (as well as Downtown, the Primary Market Area and neighboring Evans) has a high concentration of Hispanic residents. Downtown can evolve to better welcome and serve this community, both as business-owners, employees, visitors, and cultural contributors.
- » Downtown does not have a critical mass of workers or residents to support the addition of substantial amounts of retail currently.
- » Despite a low vacancy rate, the high cost of construction and low rents will continue to inhibit the feasibility of building new retail space or rehabbing existing space that is aging and in need of substantial and expensive upgrades.
- » The perception that there is insufficient parking that is convenient for accessing Downtown's restaurants and retailers might deter prospective customers, especially as employee and resident populations grow.



VISIT & STAY

- » Tourism has undoubtedly become an important part of Greeley's economy, especially in the last ten years. Its location proximate to other destinations along the Front Range and its comparatively low room prices make it an attractive place to visit. Downtown Greeley has become a destination, with its high concentration of attractions and increasingly popular events that draw residents and visitors alike.
- » The City recognizes the importance of its burgeoning art and culture scene and has thus accelerated its cooperative efforts to highlight and grow it in recent years.
- » Despite the pandemic setback, its historically limited lodging sector has been maturing over the last decade and has even largely rebounded from its COVID slump in the last year. The recent addition of the DoubleTree hotel, with its modern amenities, has put Downtown on the map as a venue to hold state and regional conferences and events and could pave the way for more national brands to develop hotels in Downtown. Greeley enjoys hotel occupancy rates that are typically higher than the national average as well as that of other communities throughout Northern Colorado, which is another metric of interest to hotel developers.
- » So far, Greeley is somewhat unique in that its short-term rental market has not yet posed much of a threat to its traditional lodging market.
- » Other Front Range communities such as Fort Collins, Boulder, and Denver still generate a lot of competition for visitors as well as highly-sought after performers and other entertainment draws.



CAPITAL IMPROVEMENT AND URBAN QUALITY ASSESSMENT SUMMARY

The following summary of the Capital Improvement Assessment and Urban Quality Assessment provides an overview of each report, focusing on key findings from an in-depth analysis of existing conditions in Downtown Greeley's public realm. The full Capital Improvement Assessment and Urban Quality Assessment can be found in **Appendices B** and **C**, respectively.

CAPITAL IMPROVEMENT ASSESSMENT

The Capital Improvement Assessment is a physical evaluation of the existing streets, plazas, and parks located within the Downtown 2032 – The Path Forward plan area boundary. The existing assets, mostly included in the right-of-way or on City of Greeley owned property, comprise a majority of the occupiable public realm in the plan area boundary, which is intended to create a walkable, safe, attractive, and welcoming user experience within the Downtown area. Capital improvements assist in helping the City of Greeley and DDA pursue their mission to create, support, and promote meaningful Downtown experiences, business growth, and private development in Downtown Greeley. While the DDA has other tools to encourage and support business growth and private development, the Downtown user experience is directly impacted by the various capital improvements that shape the built environment of Downtown. From streets and avenues to alleys, plazas, and parks, the interwoven public realm creates the physical environment that users experience Downtown.

The purpose of the Capital Improvement Assessment is to evaluate the current conditions of the public realm between the curb and edge of the right-of-way, which includes the majority of the streetscape, to identify gaps and opportunities that can be used to inform public realm and placemaking recommendations in the Downtown 2032 - The Path Forward Plan.

METHODOLOGY

The methodology used for the Capital Improvement Assessment includes an evaluation of the physical condition using a combination of site visits and web-based analysis. Three categories of assets were created for this evaluation: streets, plazas, and parks. Each street, plaza, and park was then ranked using a scoring system of Good, Fair, or Poor conditions. This ranking system assesses the quality of each asset holistically, and then provides some additional notes on each specific streetscape component, including paving, trees/landscape, site furnishings, etc.

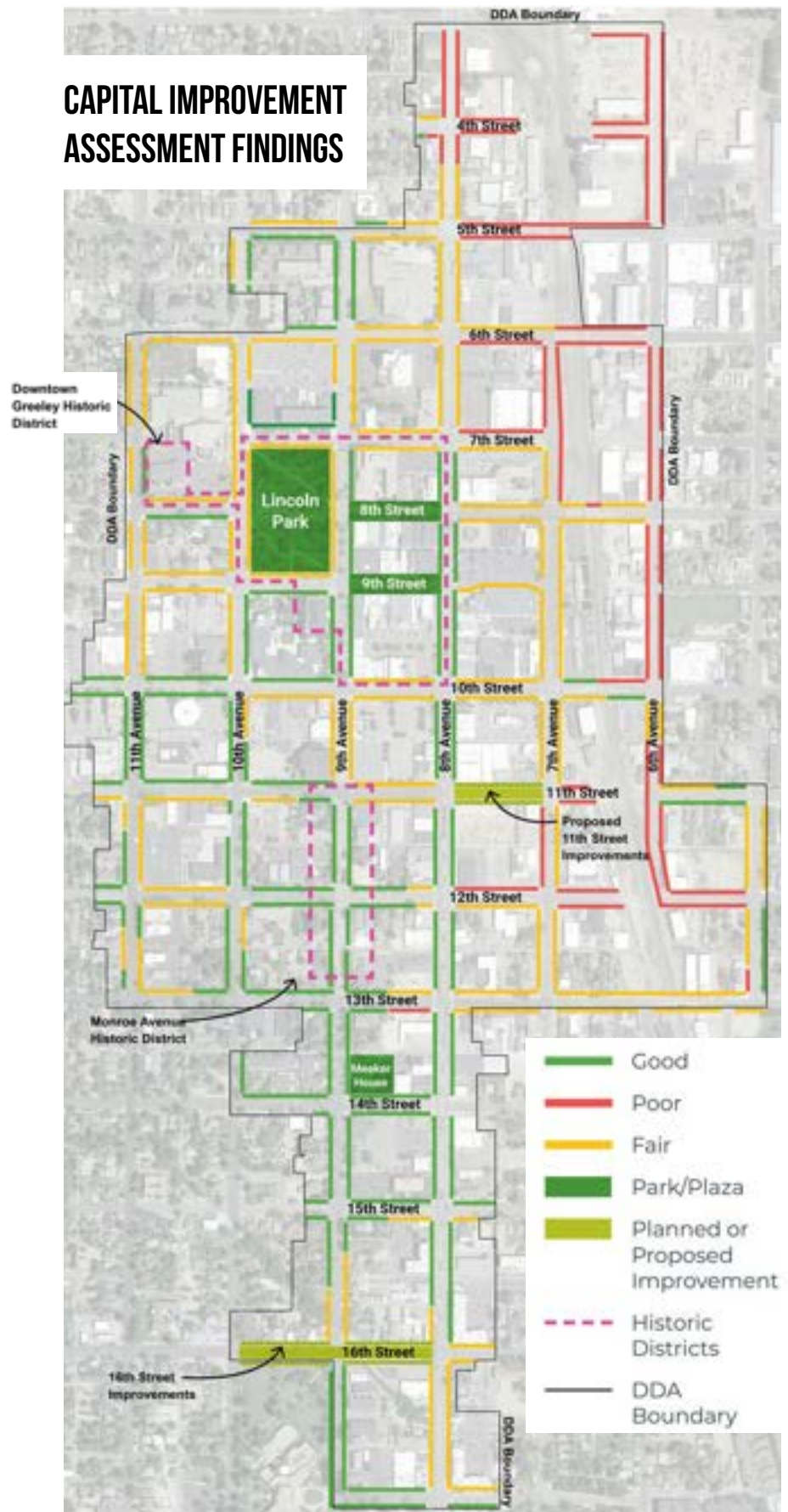
STATE OF DOWNTOWN GREELEY PUBLIC REALM

The Capital Improvement Assessment reveals that Downtown Greeley has an average foundation of basic infrastructure and a few areas where the pedestrian has been prioritized, such as 8th Street and 9th Street. However, the evaluation described above indicates there is an overall lack of public realm infrastructure oriented toward the pedestrian and an absence of consistent high-quality public realm experiences throughout Downtown.

The public realm assessment map to the right illustrates the outcome of the overall ranking of Downtown streets, parks, and public spaces at the time of this study. The findings indicate that apart from a few key streets and areas around the Downtown core near Lincoln Park, a majority of the public realm is of fair or poor quality. This indicates that basic assets comprising the public realm need additional improvements, maintenance, or increased inspections to create a public realm that attracts more residents, visitors, and employees.

KEY FINDINGS

- » Areas on the eastern edge of Downtown have the lowest quality public realm, as the majority were ranked as poor and many locations lack basic sidewalks.
- » Areas around the Downtown core have a higher ranked capital improvement quality due to additional investment that has occurred on 8th Street, 9th Street, Lincoln Park, 8th Avenue, and surrounding streets.
- » The residential areas south of the Downtown core generally have a higher quality public realm with mature trees, lawns, and generous sidewalks.
- » 8th Avenue and 9th Avenue have distinctly different but complementary characters and they generally provide good north to south connectivity through Downtown. These corridors are also supported by 10th Avenue and 11th Avenue that run north-south on the west edge of Downtown.
- » In most cases, non-residential areas are fair to poor quality with significant stretches lacking basic sidewalks.



URBAN QUALITY ASSESSMENT

The Capital Improvement Assessment is a physical evaluation of the existing streets, plazas, and parks located within the Downtown 2032 – The Path Forward plan area boundary. The existing assets, mostly included in the right-of-way or on City of Greeley owned property, comprise a majority of the occupiable public realm in the plan area boundary, which is intended to create a walkable, safe, attractive, and welcoming user experience within the Downtown area. Capital improvements assist in helping the City of Greeley and DDA pursue their mission to create, support, and promote meaningful Downtown experiences, business growth, and private development in Downtown Greeley. While the DDA has other tools to encourage and support business growth and private development, the Downtown user experience is directly impacted by the various capital improvements that shape the built environment of Downtown. From streets and avenues to alleys, plazas, and parks, the interwoven public realm creates the physical environment that users experience Downtown.

The purpose of the Capital Improvement Assessment is to evaluate the current conditions of the public realm between the curb and edge of the right-of-way, which includes the majority of the streetscape, to identify gaps and opportunities that can be used to inform public realm and placemaking recommendations in the Downtown 2032 - The Path Forward Plan.

The Urban Quality Assessment is intended to evaluate the public realm beyond just the public right-of-way. The City of Greeley is fortunate to have a vibrant, successful, and celebrated Downtown that serves as the core of the Greeley community. For decades, Downtown has provided its residents and visitors with businesses, shops, stores, civic buildings, parks, and history that make Greeley the unique place it is today. More recently, new public realm improvements, redevelopment activities, the formation of the Greeley Creative District, and the public art program have brought new life and energy to Downtown. Despite recent improvements, Greeley's streets and public spaces do not do Downtown justice to its lively community. Over time, the balance of streets and public space design has swung too far in favor of cars and functional infrastructure, often at the expense of residents, placemaking, and the environment.

Although the Downtown community and City of Greeley have done a tremendous job addressing this imbalance through previous projects and initiatives, there is still much work to be done. The Urban Quality Assessment aims to address this imbalance by establishing a foundation for a high-quality public realm. By building within the human scale, physical improvements can accommodate the needs of all people and continue to build on previous Downtown place enhancement successes.

METHODOLOGY

The consultant team performed two types of analysis to assess the urban quality. The first type of analysis focused on the core Downtown area near Lincoln Park to evaluate how the public space is experienced by users. The second type of analysis included a comprehensive evaluation of the entire Downtown and focused on sub-areas, forms of movement, street hierarchy, and safety.

To evaluate how the public space is experienced by users, the consultant team visited several locations throughout Downtown and evaluated the quality of each space. The public realm quality rating is based on what fosters successful public spaces, provides protection, offers comfort, and creates interesting experiences for people.

The consultant team evaluated the public realm using the Twelve Quality Criteria method, which is a tool developed by Gehl Architects for researching how public spaces are experienced by their users. More specifically, it is used to evaluate whether different features of a public space are protective, comfortable, and enjoyable for people spending time there.



▲ *Public Realm in Downtown Greeley*

The thinking behind these three categories is as follows:

1. Without basic protection from cars, noise, rain, and wind, people will generally avoid spending time in a space.
2. Without elements that make walking, using a wheelchair, standing, sitting, seeing, and conversing comfortable, a place won't invite people to stay.
3. Great public spaces tend to offer positive aesthetic and sensory experiences, take advantage of local climate, and provide human-scale elements so visitors don't feel lost in their surroundings.

The comprehensive analysis of Downtown evaluates key areas for future recommendations: sub-areas within Downtown, existing public spaces, forms of movement, existing street hierarchy, and safety. The two forms of analysis conducted for the Urban Quality Assessment combined with the Capital Improvement Assessment provides a foundation for developing a public realm improvements plan to encourage Greeley to continue to grow and thrive for years to come.

FINDINGS BY AREA:

SUB-AREAS

- » There is a lack of clearly defined sub-areas within Downtown Greeley.
- » There is a lack of a sense of place within subareas, as they have no clear edges, destinations, or distinct places.

PUBLIC SPACES

- » There is a lack of a legible public space network and unequal distribution of public spaces throughout the study area geography.
- » The sub-areas lack recognizable character and identifiable public space.
- » Other than the 8th Avenue corridor streetscape improvements over the last ten years extending south, there are no other public spaces south of 9th Street in the Downtown plan study area.
- » The eastern portion of Downtown lacks any type of park or public space.

FORMS OF MOVEMENT

- » For an urban core, Downtown has a disproportionate amount of land area dedicated to vehicles, including surface parking lots, wide roads, high volume traffic streets, and on-street parking.
- » Generally, Downtown Greeley is designed for cars and not people.
- » There is a bicycle infrastructure foundation in Greeley that can be built upon, but that needs to be completed and fully connected to increase bicycling in Downtown moving forward.
- » There is a complete lack of bicycle connectivity to the eastern portion of Downtown and adjacent neighborhoods to the east in particular.

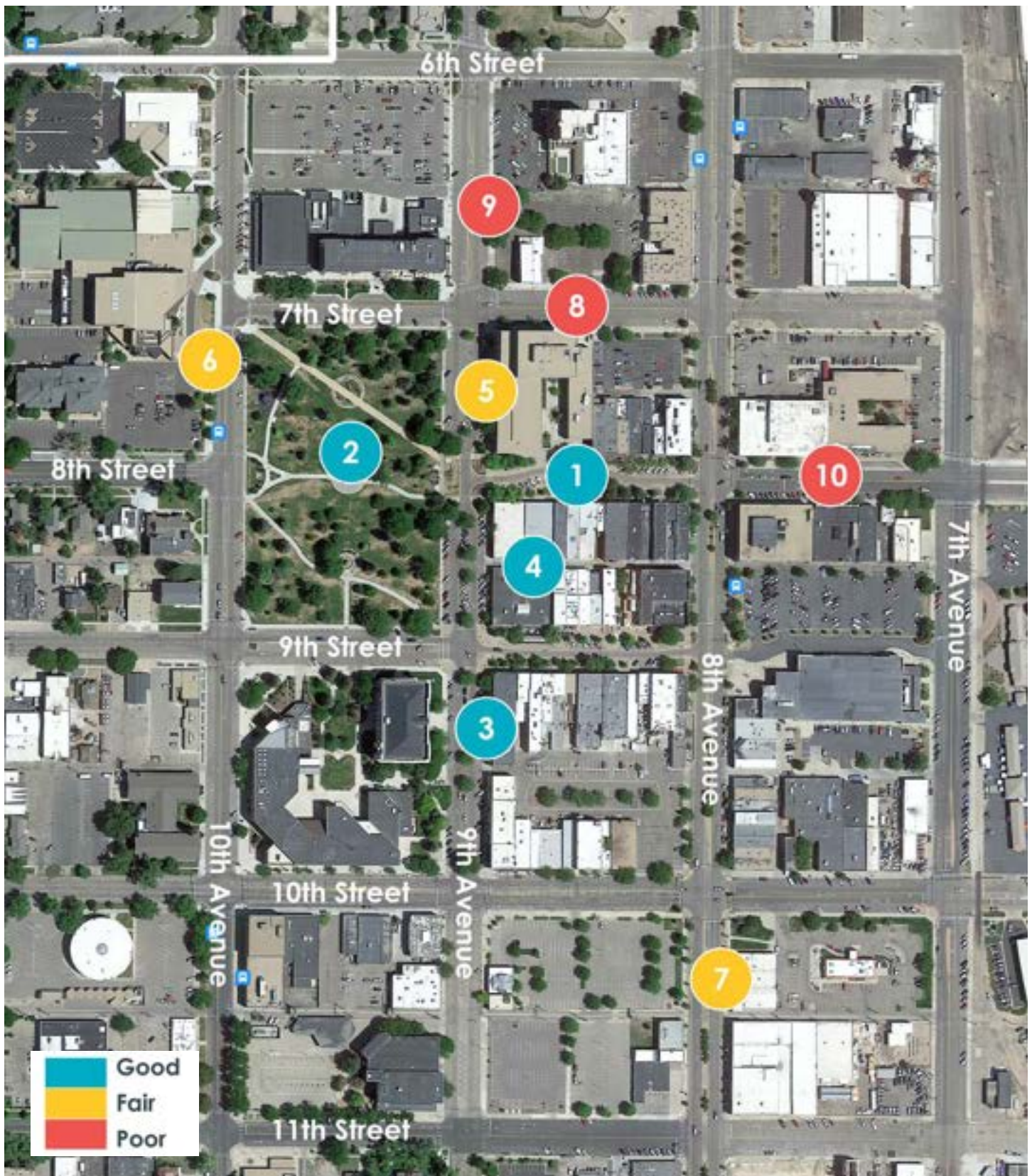
STREET HIERARCHY

- » There is an extensive network of high traffic volume streets in Downtown that are designed for moving cars, making the Downtown environment uncomfortable for pedestrians in many places.
- » Major Arterials and Major Collectors create physical barriers in Downtown Greeley, including: 8th Avenue as major vehicle arterial, which may allow 9th Avenue to take on different role looking to the future.

SAFETY

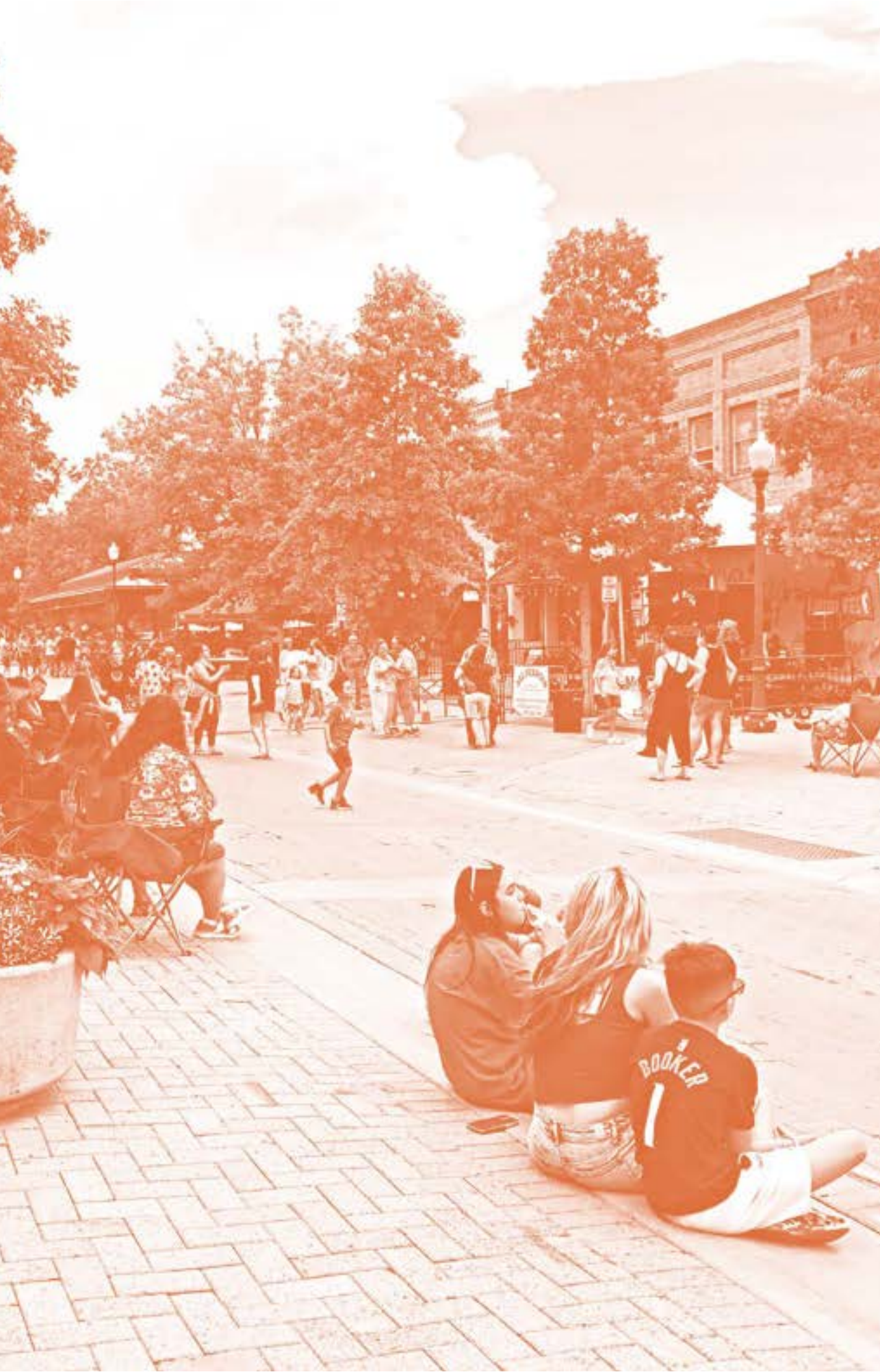
- » There are pockets of adequate lighting near the core of Downtown, but lighting is lacking in other parts of Downtown.
- » According to available crash data between 2015 and 2019, pedestrian and bicyclist crashes happened mainly on Major Arterial streets without dedicated bike lanes or protections.
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URBAN QUALITY ASSESSMENT FINDINGS BY LOCATION



URBAN QUALITY ASSESSMENT FINDINGS BY LOCATION

		1	2	3	4	5	6	7	8	9	10	OVERALL SCORE
Protection	Protection against traffic accidents Do people of all ages and abilities safely experience the public realm? Can you safely bike and walk without fear of being hit by a car?	3	3	3	3	2	2	2	2	2	2	24 / 30
	Protection against harm by others Is it perceived to be safe day and night? Is there adequate visibility, activity, and lighting?	3	2	3	2	2	2	2	1	1	2	20 / 30
	Protection from unpleasant sensory experience Is there noise, dust, odor or other pollution? Is there protection from wind, rain & sun?	3	3	3	1	2	1	1	1	1	2	18 / 30
Comfort	Options for Mobility Is the space accessible to all? Are there elements that enhance or limit mobility?	3	3	2	3	2	2	2	1	1	1	20 / 30
	Options to stand and linger Does the space have features to stay and lean on, or facades that invite people to stay?	3	2	3	2	1	1	2	1	1	1	17 / 30
	Options for sitting Are there good public seating options, such as benches, seating walls, or other forms of seating?	2	2	2	1	1	1	1	1	1	1	13 / 30
	Options for seeing Are seating options placed so there are interesting things to look at?	3	2	2	3	1	2	1	2	2	1	19 / 30
	Options for talking & hearing Is it possible to have a conversation here?	3	2	2	3	1	2	1	2	2	1	19 / 30
	Options for play, exercise, and activities Are there options to be active at multiple times of the day, every season, or throughout the year?	1	2	1	1	1	1	1	1	1	1	12 / 30
Experience	Scale Are the public spaces and surrounding buildings at a human scale? If people are at the edges of the space, can they still relate to them as people, or are they lost in the surroundings?	3	1	2	3	1	1	1	1	1	1	15 / 30
	Opportunities to enjoy the climate Are there spaces to enjoy the sun in the winter, shade in summer	3	3	3	1	2	1	1	1	1	1	17 / 30
	Experience of aesthetic qualities and positive sensory experiences Is the space beautiful and appealing? Is it clear that there is good design evident in terms of how the spaces are shaped, detailed, and maintained?	3	2	2	2	2	1	2	1	1	1	17 / 30
TOTAL SCORE		33 / 36	28 / 36	28 / 36	25 / 36	18 / 36	17 / 36	17 / 36	15 / 36	15 / 36	15 / 36	



03

COMMUNITY OUTREACH

KEY TAKEAWAYS: THE COMMUNITY'S TOP PRIORITIES

STAKEHOLDER OUTREACH METHODS

KEY TAKEAWAYS: THE COMMUNITY'S TOP PRIORITIES

Inclusive and effective community engagement was vital for the creation of the Downtown Plan Update for the City of Greeley. Early in the process, the consultant team, in partnership with the City and DDA, developed a **Community Engagement Plan (CEP)** to guide outreach efforts throughout the planning process. The CEP laid out the purpose and goals for community engagement during the Downtown Plan Update process, the methods that were used to achieve those goals at each stage of the process, and how input received through this process was be incorporated into the final Plan. Through the Downtown 2032 – The Path Forward process, the consultant team, City, and DDA were able to gather **over 1,250 inputs**. This section summarizes key findings from engagement with the community and the methods of outreach that were used throughout the process.

The following list is a compilation of the feedback from all community and stakeholder engagement efforts. Understanding community priorities can help the City of Greeley and DDA align their efforts and select actions that fit both the community-wide values and the City's capacity. These themes and priorities form the basis for the Downtown Plan Update and the subsequent opportunities described and illustrated in the following chapter. The common themes and highest rated priorities for improving Downtown Greeley are outlined on the following pages.



WELCOMING AND INCLUSIVE

- » Ensure that Downtown is reliably safe and welcoming for all residents, students, and visitors.
- » Celebrate and support Greeley's diverse communities through holding culturally relevant events, offering a wide variety restaurant and grocery options, and strengthening partnerships between the City, the DDA, and organizations serving diverse populations.
- » Improve the marketing and storytelling of Downtown, replacing historic stigma with community pride.



PROGRAMMING AND ACTIVATION

- » Consider adding a permanent stage or amphitheater to an existing or new Downtown green space.
- » Incorporate family- and child-friendly amenities into the Downtown environment.
- » Continue to enhance and activate the public realm, including parks, streetscape, alleys, etc.
- » Improve the programmatic synergy with UNC to draw students Downtown.
- » Continue to hold events that showcase Greeley's diversity, celebrate Greeley's food scene, and highlight locally-owned small businesses.



STOREFRONT ECONOMY AND CHARACTER

- » Fill vacant storefronts, encouraging adaptive reuse of existing buildings where possible.
- » Continue attracting a variety of restaurant and retail options, including both affordable and higher-end options, to attract people to Downtown both from within Greeley, and from neighboring communities.
- » Continue creating pathways and offering resources to encourage entrepreneurs to enter the Downtown market in an affordable way.
- » Encourage small businesses to coordinate and extend hours.
- » Retain the historic character that makes Downtown Greeley unique.
- » Explore opportunities to diversify restaurant and retail offerings by encouraging multicultural businesses to locate in Downtown.



LIVABILITY

- » Diversify the housing stock in Downtown and the neighborhoods adjacent to Downtown.
- » Encourage upkeep and maintenance of properties (residential and commercial) in and adjacent to Downtown.
- » Work to attract an affordable, full-service grocery store in or adjacent to Downtown.
- » Attract more primary employment opportunities so that people who live in Greeley can also work in Greeley, including UNC graduates.
- » Improve coordination of services for the unhoused population.
- » Work to attract affordable grocery options that are relevant to a wide variety of cultures in Downtown.



INFRASTRUCTURE AND INFILL DEVELOPMENT

- » Encourage infill development and redevelopment on underutilized sites in Downtown, such as surface parking lots.
- » Improve drainage and stormwater management.
- » Optimize the parking experience in Downtown.
- » Improve utility capacity and encourage undergrounding utilities in Downtown where possible, particularly as infill development continues.
- » Address lack of infrastructure and investment in the eastern portion of Downtown and in the adjacent neighborhoods to the east.



CONNECTIVITY

- » Improve physical connections between Downtown and UNC, including creating a more pedestrian- and bicycle-friendly environment, adding more wayfinding signage, and increasing pedestrian lighting to improve feelings of safety.
- » Enhance multi-modal connections both within Downtown and to and from the neighborhoods adjacent to Downtown.
- » Improve physical connectivity between Downtown and the Poudre River and Poudre River Trail.

STAKEHOLDER OUTREACH METHODS

TECHNICAL WORKING GROUP

A Technical Working Group, comprised of representatives from various City of Greeley departments, was convened to meet with the consultant team at key milestones during the planning process to provide a “sense of reality” into the process and draft plan recommendations.

ADVISORY COMMITTEE

To advise the consultant team, and to develop alignment and consensus among a diverse array of Downtown stakeholders, a Downtown Plan Advisory Committee was created. This Advisory Committee consisted of people representing various facets of downtown Greeley, including key influencers, representatives from the DDA board, other civic partners, residents, property and business owners, and emerging leaders in downtown. The Advisory Committee met throughout the process in a series of meetings and creative workshops to provide creative input and eventual ownership of the Greeley Downtown Plan Update.

TOPIC-BASED FOCUS GROUPS

Early in the process, Topic-Based Focus Group meetings made up of approximately 30 local Greeley leaders and experts in their fields were held that were organized by topics that supported development of the Plan. The intent of the Focus Groups was to contemplate the variety of issues that are relevant to Downtown, engage a broad cross-section of Greeley’s civic leadership, plus offer insight into downtown Greeley’s challenges, opportunities, and priorities. Group topics included: 1) Public Realm and Infrastructure, 2) Events and Activation, 3) Economy and Housing, and 4) Real Estate and Development.

DDA BOARD

The P.U.M.A. team met with the Downtown Development Authority Board several times during the Downtown 2032 – The Path Forward planning process. The DDA Board provided input during the initial phase of the plan on strengths, challenges, and priorities for Downtown Greeley moving forward, was consulted as draft plan recommendations formed to provide feedback, and provided an endorsement for Plan adoption to City Council.



▲ Topic-Based Focus Group Meeting at the Downtown Greeley Recreation Center

POP-UP AT FRIDAY FEST

In order to meet people where they are, the consultant team attended and hosted a pop-up booth at a Friday Fest event in July 2022. This pop-up allowed the consultant team an opportunity to interface with and gather input from community members attending Friday Fest, and to observe Downtown Greeley during a community event.

FOCUSED OUTREACH

Focused population engagement was tailored to understand the needs of underserved or underrepresented groups throughout during the Greeley Downtown Plan Update process. The purpose of focused population engagement was to identify the interests of these historically underserved populations who contribute to economic vitality, staff influential industries, access services, and recreate in Downtown Greeley. Over 20 community leaders were interviewed as part of the process to integrate the perspective of historically marginalized populations into the Downtown 2032 – The Path Forward process.

OPEN HOUSE

During the latter part of the Downtown Plan Update process, an open house was held at the Greeley Recreation Center that gathered nearly 40 community members. This open house served as touchpoint with the broader Greeley community and provided an opportunity to invite individuals who participated in earlier stages of Plan outreach to review and comment on draft plan concepts and recommendations. The workshop was widely advertised through the City's online platforms and social media, sandwich board flyers at key locations in City facilities, and was sent to City and DDA listservs.



▲ Pop-up at Friday Fest



▲ Community Open House at the Downtown Greeley Recreation Center

ONLINE SURVEY

An online survey was prepared by Progressive Urban Management Associates (P.U.M.A.) as part of the Greeley Downtown Plan Update, Downtown 2032 – The Path Forward. This survey was open to the public with the goal of gathering information from a broad audience about their experience and desires for Downtown Greeley for the future. The survey, which was available in both English and Spanish, ran from June 28th to August 15th, 2022. It collected 1,100 responses.

Demographics: Survey participants represented a cross-section of community stakeholders. Respondents represented a wide variety of age groups (with highest response from 25-44 years old at forty-four percent), were heavily white (87%), and female (63%), and represented a range of household incomes (with 37% of respondent households reporting \$100,000 to \$200,000 in annual income, 35% in the \$50,000 to \$100,000 range). Eleven percent of respondents are Downtown residents and 62% of respondents live outside of Downtown but in Greeley. Fifty percent of respondent live in the 80634 zip code and 35% in 80631.

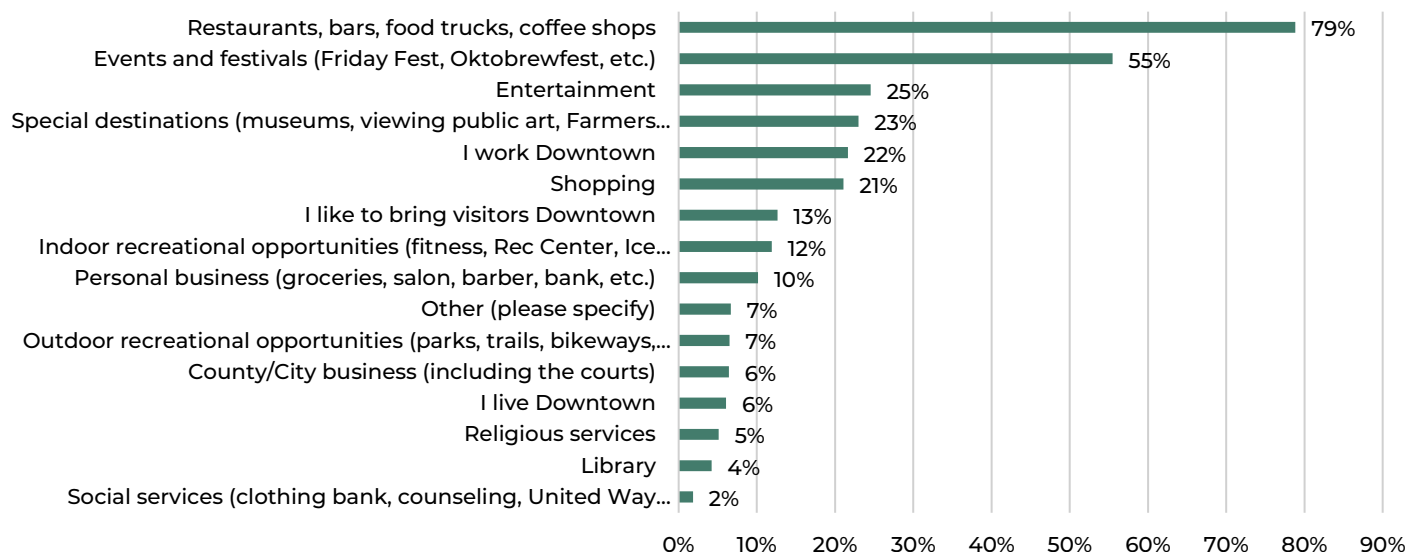
Cross-tabulations: Key survey questions were also cross-tabulated by demographics including interest in Downtown Greeley, age, household income, and race and ethnicity. Key findings from cross-tabulations can be found in Appendix D: Online Community Survey Results.

SUMMARY OF FINDINGS

DOWNTOWN GREELEY TODAY

- » Sixty-five percent of respondents come to Downtown Greeley at least once per week, with 23% of respondents visiting downtown on a daily basis.
- » Food/beverage and entertainment are significant draws: 79% of respondents cited restaurants, bars, food trucks, and coffee shops as key reasons they come Downtown. The second most significant amenity that draws people downtown are events and festivals, such as Friday Fest and Oktobrewfest (55%). The third highest answer was entertainment more generally, with 25% of respondents selecting this option.
- » While many respondents indicated support for greater bike, pedestrian, and non-vehicle transportation options, the majority of respondents (90%) typically drive to get Downtown.

WHAT BRINGS YOU TO DOWNTOWN GREELEY?



- Respondents were asked for three words that best describe their long-term vision for Downtown Greeley. This word cloud shows words that were most frequently used – the larger the word, the more times it was listed.*





04

PHYSICAL FRAMEWORK

PHYSICAL FRAMEWORK OVERVIEW

SUB-AREAS

OPPORTUNITY SITES

TRANSFORMATIVE PROJECTS

OVERALL DOWNTOWN PHYSICAL FRAMEWORK

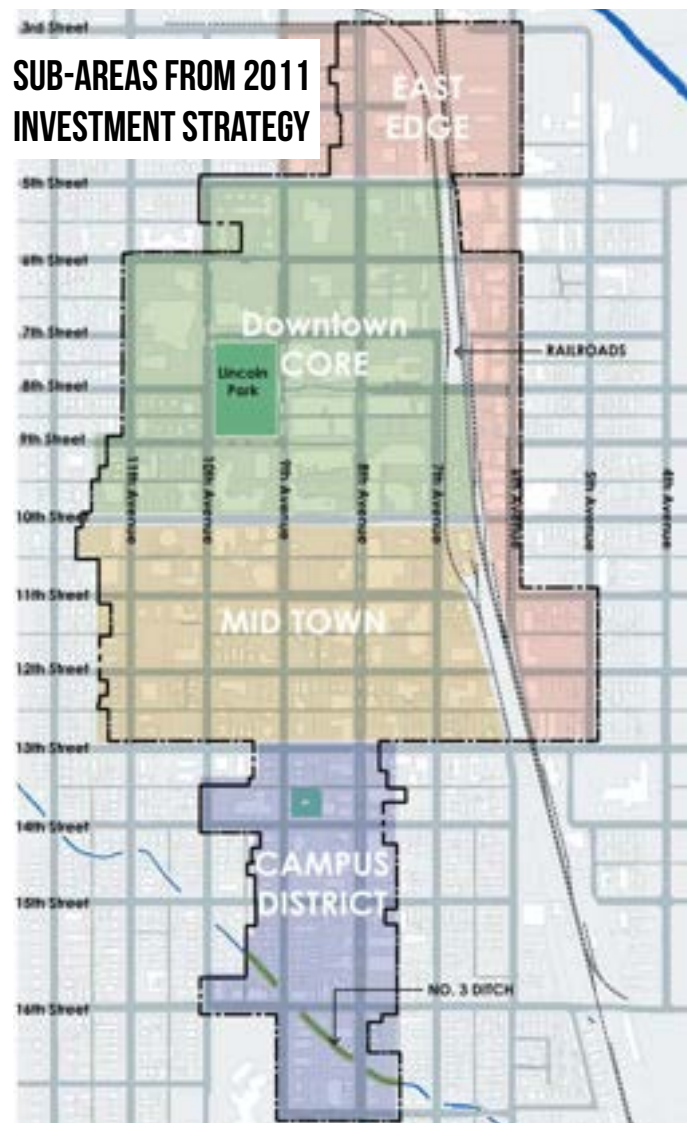
PHYSICAL FRAMEWORK OVERVIEW

Building on the key takeaways from the analysis of existing conditions and engagement with the community, the Physical Framework is intended to provide an overall foundation for Downtown Plan Update recommendations. The Framework, consisting of sub-areas, opportunity sites, and transformative projects, lays out a roadmap to guide physical improvements and redevelopment in Downtown Greeley for the next ten years, and provides a basis for the Action Plan found in Chapter 6 of this document.

SUB-AREAS

OVERVIEW OF SUB-AREAS FROM 2011 INVESTMENT STRATEGY

The 2011 Downtown Greeley Investment Strategy identified four sub-areas within Downtown, pictured in the map to the right; Downtown Core (shown in green), East Edge (shown in red), Midtown (shown in yellow), and Campus (shown in blue). The 2011 plan was organized around creating strategies to strengthen each of the four subareas, as well as some collective strategies for the entire Downtown area.



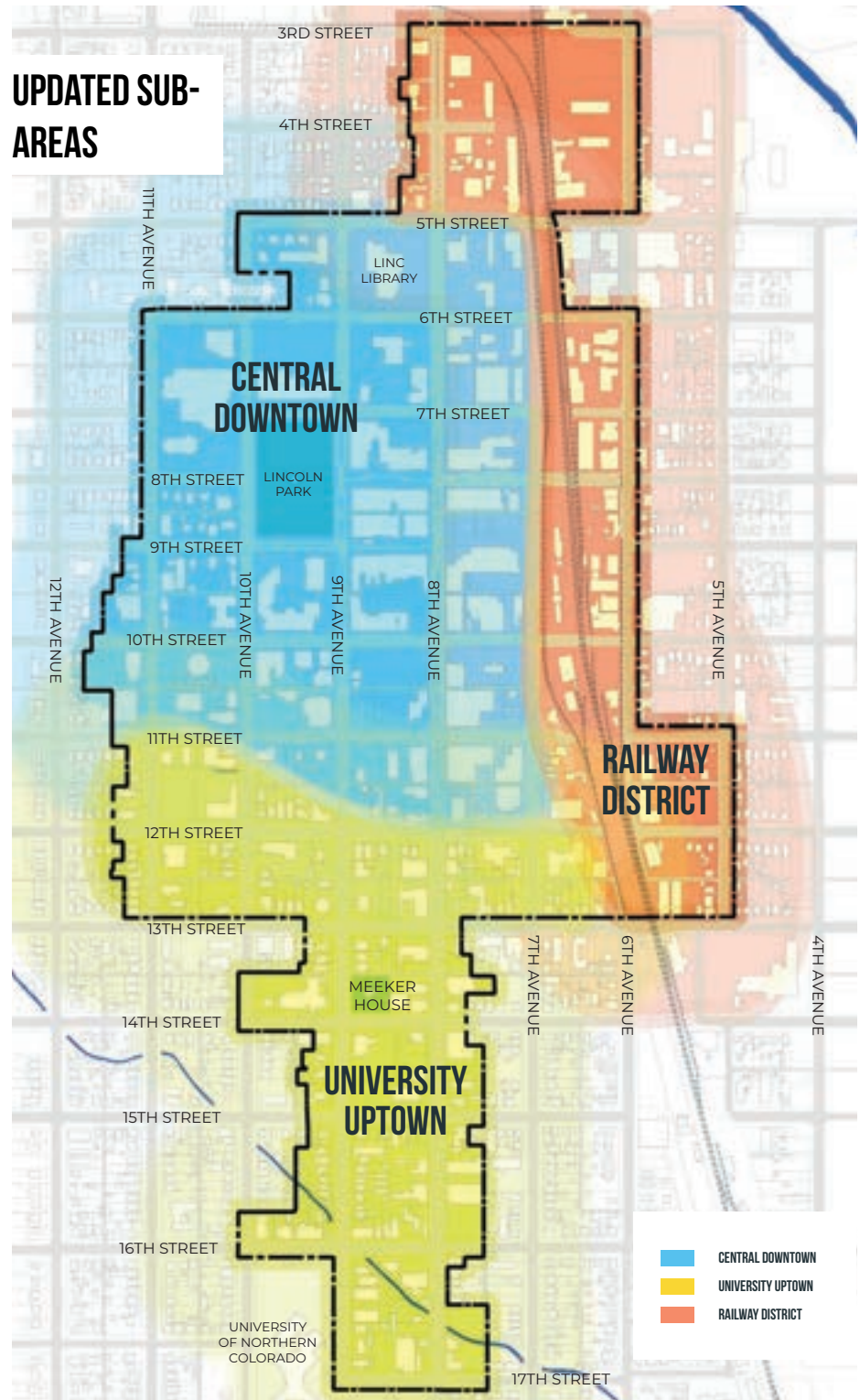
UPDATED SUB-AREAS

Through the consultant team's analysis and outreach with Downtown stakeholders, it became clear that the four sub-areas included in the 2011 Investment Strategy have evolved with new development and investment, and no longer resonate with community members who regularly interact with Downtown Greeley. The Urban Quality Assessment also revealed that there is currently not a distinct sense of place or identity in each sub-area, as users still perceive Downtown as one larger area, and that each of the sub-

areas does not have a distinguishing change in character or hard edge that delineates it from the neighboring sub-area, or from adjacent neighborhoods. Although the sub-areas are differentiated due to a change in current land uses, some architectural character, and/or historic land uses, they lack a distinct sense of place and individuality from the other districts that comprise Downtown. Looking forward, there is an opportunity to better define and leverage strengths of each sub-area, and to create a distinct sense of place within each.

This iteration of the Downtown Plan streamlines sub-areas to three distinct districts within Downtown, eliminating the 'Mid-Town' sub-area that was identified in the previous plan, and adjusting the boundaries of the sub-areas to better reflect on-the-ground conditions. The sub-area names have also been adjusted from 'Downtown Core' to 'Central Downtown,' from 'East Edge' to 'Railway District,' and from 'Campus District' to 'University Uptown.'

The following sections include a description of existing conditions in each of the sub-areas that was informed by the Urban Quality and Capital Improvement Assessments, the Market Assessment, and engagement with the community, as well as opportunities that exist for each area. Opportunities are sorted by the categories provided in the Market Assessment (Live, Work, Shop and Dine, Visit and Stay), and amenities. These recommendations are carried forward in Chapter 6: Action Plan as more detailed implementation steps, including sequencing, responsibility centers, timing, and illustrative cost.



CENTRAL DOWNTOWN

BOUNDARIES

Central Downtown is the area roughly bounded by 5th Street to the north, between 11th Street and 12th Street to the south, between 11th Avenue and 12th Avenue to the west, and 7th Avenue to the east.

EXISTING CHARACTER

Central Downtown is rich in amenities and destination attractions. Together, the amenities abutting or adjacent to Lincoln Park including the DoubleTree Hotel and conference center, Union Colony Civic Center, the Greeley Recreation Center, the Weld County Courthouse, the Greeley Ice Haus, numerous entertainment and event venues, and the Greeley Active Adult Center generate substantial local and regional visitor activity. Lincoln Park itself also serves as a draw, particularly during events and other activations that occur in the park, as do additional events and activities held in other Central Downtown public spaces. Central Downtown is home to a number of locally-owned restaurants and shops that create a vibrant storefront economy, particularly along 9th Avenue, 8th Avenue, 8th Street, and 9th Street. Upon completion, the LINC Library will serve as an additional draw for locals and visitors alike.

Central Downtown also serves as the historic heart of Greeley and has a largely in-tact historical building stock and character. The Downtown Greeley Historic District encompasses Lincoln Park, the old courthouse building, the old Greeley High School, and the blocks between 7th Street and 10th Street and 8th Avenue and 9th Avenue.

Due to investment made by the City of Greeley, the DDA, property owners, the Creative District, and other partners, the public realm in Central Downtown has improved substantially over the last ten years. Streetscape improvements along 8th Avenue, investment in public art throughout Central Downtown, and other key public realm enhancements have created a pleasant pedestrian environment on many key Downtown corridors. Eighth Avenue and 9th Avenue serve as major north-south routes that connect Central Downtown to the UNC Campus and adjacent commercial and residential areas. Fifth Street and 10th Street are major east-west travel routes that serve as gateways and connect Downtown to adjacent neighborhoods.

There is substantial opportunity to build on the energy that already exists in Central Downtown. Market and amenity opportunities for Central Downtown are highlighted in the table to the right.



▲ Existing Character in Central Downtown

MARKET AND AMENITY OPPORTUNITIES

LIVE	Higher Density housing: infill development apartments (rent), condominiums (own), mixed-use
WORK	Office employers, retail, arts and culture, entertainment
SHOP AND DINE	Restaurants, boutique retail
VISIT AND STAY	Entertainment (music & private event venues, theaters), community events, recreation (Ice Haus), museums, hotels/convention center, public art
AMENITIES	Enhanced bike/pedestrian connections to the Poudre River, dog park, activation of existing parks/public realm, adaptive reuse of historic buildings to retain character, activated alleys, small plazas, or courtyards

RAILWAY DISTRICT

BOUNDARIES

The Railway District is the area roughly bounded by 3rd Street to the north, 13th Street to the south, 7th Avenue to the west, and 6th Avenue and 5th Avenue to the east.

EXISTING CHARACTER

Characterized by grain silos, brick warehouses, wide streets, and the railroad tracks, the Railway District has a distinctive feel to it that pays homage to Greeley's manufacturing and agricultural heritage. The Railway District has several facilities that embrace this history, including the Colorado Model Railroad Museum, WeldWorks Brewing, Co., the Greeley Chamber of Commerce, and the Greeley Farmers' Market. Additionally, the under-construction LINC Library is located just outside of the Railway District, and will provide resources, space, and equipment to foster innovation and making, including a woodshop and 3-D printers.

Currently, there is a lack of multi-modal connectivity in the Railway District. Street connections, basic sidewalk and other pedestrian infrastructure, and bicycle infrastructure are missing in many locations throughout this sub-area. Overall, the rail tracks serve as a substantial mental and physical barrier between Downtown Greeley and the area east of the railroad. Additionally, 100-year floodplain has been mapped in the northernmost portions of the Railway District and addressing these physical challenges substantially increases the cost of redevelopment on affected parcels.

The Railway District has the potential to be an even more unique and interesting sub-area where adaptive reuse of the agricultural and railroad buildings should be encouraged. There is also ample opportunity to enhance physical connections to the neighborhoods east of the Railway District to spread needed investment and resources to that area. Opportunities to build on the Railway District's manufacturing and industrial past can be found in the table below.



▲ Existing Character in the Railway District

MARKET AND AMENITY OPPORTUNITIES	
LIVE	Mixed density housing: live/work, affordable multi-family
WORK	Primary employers in light industrial or agriculture, maker businesses
SHOP AND DINE	Agriculture, bulk, experiential, maker products
VISIT AND STAY	Museums, events, public art, destination/experiential businesses, public art
AMENITIES	Enhanced bike/ped connections to adjacent neighborhoods to the east, flexible/adaptive streets and plazas, adaptive reuse of agriculture/industrial buildings to retain character

UNIVERSITY UPTOWN

BOUNDARIES

University Uptown is the area roughly bounded by 11th Street and 12th Street to the north, 17th Street to the south, 9th Avenue and 10th Avenue to the west, and 8th Avenue to the east.

EXISTING CHARACTER

Central Downtown is rich in amenities and destination aUniversity Uptown serves as the connector between Central Downtown and the University of Northern Colorado campus. North of 13th Street is primarily residential with intermittent commercial activity concentrated primarily along 8th Avenue and 13th Street. 8th Avenue serves as the major vehicular route that connects the UNC to Central Downtown, while the residential Monroe Street Historic District includes a mix of single family and student housing that encompasses 9th Avenue from approximately 16th Street to 11th Street. The University Uptown sub-area overlaps with a portion of the University District that was established in 2009 as a partnership between the UNC and the City of Greeley.

The southern portion of University Uptown along 16th Street is currently a mix of student-focused retail shops and quick-serve restaurants. As this Downtown Plan Update is underway, the City of Greeley Public Works Department is working on the 16th Street Enhancement Project. Improvements being considered through this Enhancement Project will aim to slow vehicular speeds, improve safety, create a walkable environment, revitalize the corridor, maintain as much parking as possible, and increase the connection between UNC and Downtown. The project is working through the design phases with plans to initiate the improvements within the year. Other area redevelopment aspirations in this “Canal Shops” area suggest more public realm and adaptive reuse possibilities.

New development that has occurred along 8th Avenue, such as the Maddie Apartments and Natural Grocers, have worked to spread energy south of Central Downtown into University Uptown. However, there is additional opportunity to continue revitalization and public realm improvements along the 8th Avenue corridor to further enhance connectivity between Central Downtown and the UNC campus. Small parcels and disparate ownership throughout this sub-area present a significant challenge to larger-scale redevelopment, so thoughtful commercial and residential infill may be more appropriate throughout where parcel consolidation is not feasible.



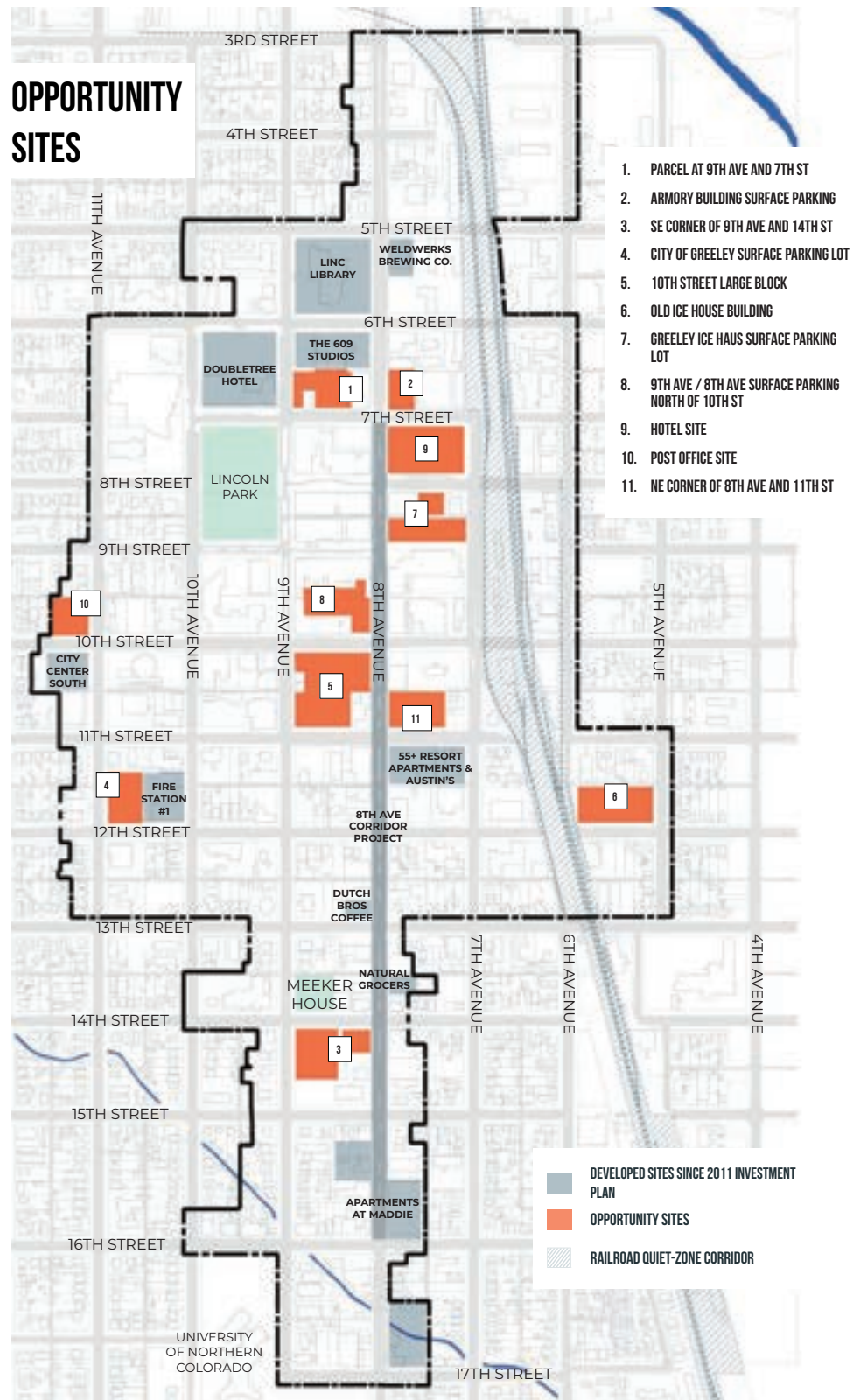
▲ Existing Character in University Uptown

MARKET AND AMENITY OPPORTUNITIES	
LIVE	Enhance existing housing and missing middle housing: townhomes, condos, thoughtful infill with gentle density
WORK	Convenience retail, services
SHOP AND DINE	Grocery, service- and convenience- oriented retail, restaurants
VISIT AND STAY	Public art, museums, synergy with UNC, Bed & Breakfasts
AMENITIES	Enhanced bike/pedestrian connections to adjacent neighborhoods and UNC, improved lighting, more green space for daily use of students and families

OPPORTUNITY SITES

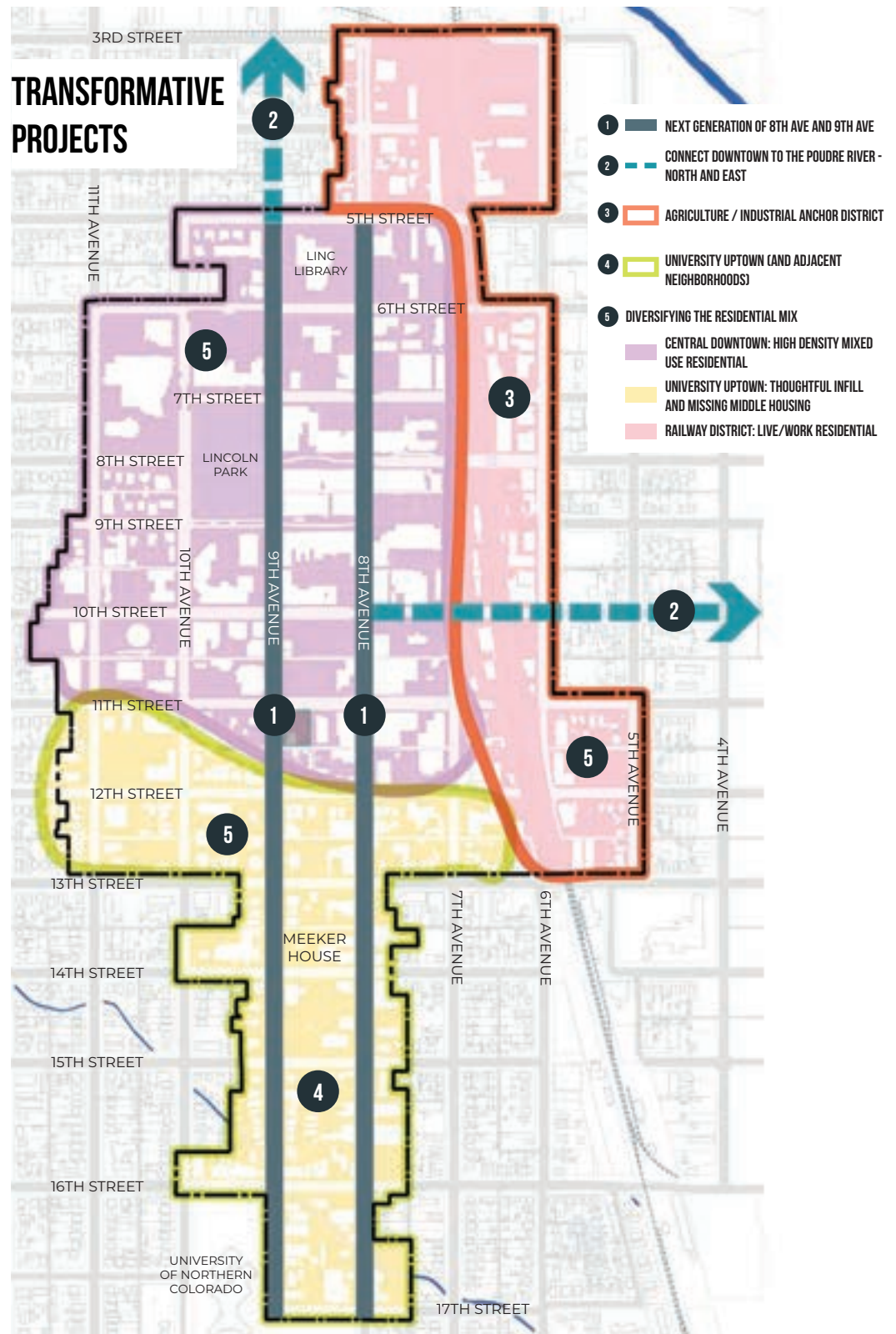
Opportunity sites are areas where redevelopment or new development may occur during the 10-year life cycle of this Downtown Plan Update. A set of three criteria were developed to identify opportunity sites:

- » Sites that are currently underutilized, including surface parking lots, at key locations within Downtown that if developed or redeveloped, have the potential to make a positive impact on the overall vitality of Downtown.
- » Sites identified in the 2011 Downtown Greeley Investment Strategy and have yet to be developed or redeveloped.
- » Sites identified through outreach to Downtown stakeholders and through the community-wide online survey administered during this planning process.



TRANSFORMATIVE PROJECTS

A transformative project is one that has the potential to have lasting positive impacts on Downtown and encourage improvements around it. Most of Downtown property is owned by private entities and improvements are dependent on multiple factors, such as one's willingness and financial means to redevelop, access to capital, partnerships, existing leases, and more. However, there is publicly owned land downtown as well – some parcels are owned by the City of Greeley or Weld County, and streets, sidewalks, and parks may also offer transformative opportunities. Based on the assessment of Downtown land, property ownership, and property conditions conducted in the previous section on Opportunity Sites and engagement with Downtown citizens and stakeholders described in Chapters 2 through 4 in this Plan, a list of transformative projects was developed. This list, along with ideas and recommendations, should serve as preliminary guidance to get conversations started and hopefully generate excitement about possibilities for the future.



1 NEXT GENERATION OF 8TH AVENUE AND 9TH AVENUE

8th Avenue and 9th Avenue serve as the primary north-south corridors running through Downtown Greeley, and thus act as gateways in and out of Downtown. These two corridors each have a very different character and feel – 8th Avenue, or CDOT Hwy 85, serves as the primary north-south vehicular route through Downtown and is primarily commercial, while 9th Avenue is generally less auto-centric, and has a mix of residential and civic uses with some commercial interspersed throughout. Looking forward to the next ten years, there is opportunity to embrace and enhance the character that currently exists on each street, while simultaneously strengthening north-south connections between Downtown Greeley and UNC and improving gateways in and out of Downtown.

8TH AVENUE

8th Avenue has historically served as the primary auto-centric commercial corridor connecting Downtown Greeley and UNC, with little cohesion of land uses or appeal to pedestrians, cyclists, or those passing through in a vehicle. In recent years, there has been significant investment in streetscape upgrades to improve the pedestrian experience and overall cohesion along 8th Avenue between 10th Street and 17th Street. Improvements have included the addition of public art, wayfinding signage, medians with trees and plants, widened sidewalks, benches, trash receptacles, and upgraded lamp posts. These investments into the public realm are intended to improve the pedestrian experience between Downtown Greeley and UNC, and to boost the user experience moving into, out of, and through Downtown. The City is continuing to explore ways to provide greater influence on the design and function of the public improvements along this CDOT corridor.

There has also been significant private investment along the 8th Avenue corridor since 2011, including redevelopment and infill development projects like the WeldWerks Brewing Co., Maddie Apartments, Natural Grocers, Dutch Bros coffee shop, the 609 Studio Apartments, and the 55+ Resort Apartments and Austin's American Grill that opened in November 2022.

Looking to the next ten years, it is envisioned that 8th Avenue will continue to serve as the primary north-south commercial corridor in Downtown, building on both the public and private investment that has already been made along the corridor. Although there have been several large-scale development projects along the corridor over the last ten years, the small parcels and disparate ownership of land along 8th Avenue present a challenge to larger-scale development, as consolidation would be required. However, there are ample opportunities for smaller infill residential or commercial projects to continue filling in the frontage along the corridor, or for façade or building improvements to existing structures that would improve the overall look and feel of the corridor. Continued investment in the public right-of-way, particularly in pedestrian infrastructure or other mobility options, will further improve the experience along 8th Avenue.



▲ Example of Improved Streetscape Along a Commercial Corridor in Fort Collins, Colorado



▲ Example of Commercial Adaptive Reuse along a Commercial Corridor in Denver, Colorado

9TH AVENUE

9th Avenue is the second major north-south street running through the center of Downtown Greeley, connecting major destinations such as Lincoln Park, 8th Street, the new LINC Library, and UNC. Unlike the commercial feel of 8th Avenue, 9th Avenue has a predominantly residential character in the southern sections before transitioning to commercial, civic, and mixed-use to the north of 11th Street. The mature tree canopy, generous sidewalks, and tree lawns make it one of the more pleasant, comfortable, and memorable streets in Downtown. The Monroe Avenue Historic District is also located along 9th Avenue from 12th Street to 16th Street, and contains numerous historically significant structures that contribute to the look and feel of the corridor.

Moving forward, 9th Avenue is envisioned as a community amenity that has enhanced facilities that prioritize pedestrians and bicyclists over vehicles. Ninth Avenue does have consistent sidewalks along the length of the corridor that could be extended farther into the right-of-way to offer patio seating for existing and new businesses, or to incorporate other streetscape amenities like benches, additional pedestrian-oriented lighting, or landscaping.



▲ Example of Enhanced Pedestrian Facilities in Grand Junction, Colorado



▲ Example of Patio Seating Replacing Parking in Wheat Ridge, Colorado



▲ Example of a Designated Bikeway and Landscaped Median in Lincoln, Nebraska

Currently, 9th Avenue does have an on-street bike lane beginning south of 11th Street and north of 6th Street, but these facilities could be upgraded to a protected bike lane or bikeway to make the bicycle experience safer and more accessible, and to better connect Downtown to UNC. There is also an opportunity to extend bike infrastructure (current or enhanced) along 9th Avenue through Downtown between 11th Street and 6th Street to connect the existing bike lanes south of 11th Street and north of 6th Street. There is also an opportunity to highlight bicycle connections and enhance bike infrastructure north of Downtown leading to the Poudre River Trail at Island Grove Regional Park.

In addition to creating an overall environment that prioritizes people over vehicles along 9th Avenue, the feasibility of removing a vehicle travel lane and replacing it with additional public realm amenities, such as a parklet, a dog park, play features for children, or permanent outdoor patios, should be evaluated where possible. There is also an opportunity to better incorporate public art into the physical environment along the entire 9th Avenue corridor, as it is currently lacking south of 9th Street.

The image below provides an illustrative example of what improvements to the 9th Avenue corridor could look like moving forward.



▲ Illustrative Example of 9th Avenue Improvements

2 CONNECTING DOWNTOWN TO THE POUDDRE RIVER

The Cache la Poudre River jogs around Downtown Greeley to the north and east before eventually draining into the South Platte River several miles east of Greeley. Currently, there are primarily commercial and industrial uses abutting the River where it runs closest to Downtown, while several stretches of the Poudre River outside of Downtown and in neighboring communities have been converted into parks and open space amenities. Island Grove Regional Park is one of those stretches of the River, and is located within the City of Greeley northwest of Downtown. Island Grove Park is located roughly a mile from the northern edge of the Downtown Plan area boundary, and is comprised of 145 acres that embrace the Poudre River adjacency and offer numerous amenities, including pavilions, an events center, play equipment, a trail head for the Poudre River Trail, and many more public facilities.

The Poudre River Trail runs from River Bluff Open Space, located on the east edge of the Town of Windsor, to Island Grove Park in Greeley. The

Poudre River Trail extends a total of 21 miles and primarily runs through natural areas and parks along the way. There are plans to extend the Poudre River Trail west to the City of Fort Collins, with the possibility of extension southeast of Greeley to the South Platte River in the future as well.

As the City of Greeley continues to embrace the Poudre River, there are opportunities to better connect Downtown to the Poudre River moving forward, which emerged as a community priority during this Downtown Plan Update process. Downtown is already physically connected to the Poudre River by way of the dedicated bike lanes beginning along 9th Avenue north of 6th Street that connect to Island Grove Park. This connection could be further enhanced through additional signage, improved infrastructure like protected bike lanes, or by eventually creating an off-street path or trail for bicyclists and pedestrians.

If the Poudre Trail extension southeast to the Platte River does come to fruition, there are also opportunities to provide connections to the Poudre River and proposed trail by way of 10th Street east of 8th Avenue. It is approximately a mile from Lincoln Park in Downtown Greeley to where the Poudre River and 10th St meet. Enhanced bicycle and pedestrian infrastructure and clear signage would provide users the opportunity to connect Downtown to not only the river, but a regional trail network as well.



▲ Example of a River Trail Wayfinding Signage in Pueblo, Colorado



▲ Example of Detailed River Trail Wayfinding Signage In Salt Lake City, Utah. Photo From Cycling Utah

3

AGRICULTURE AND MANUFACTURING ANCHOR DISTRICT

Greeley's primary industries have always been closely tied to the railroad tracks that through the heart of the community and bisect Downtown, as freight rail was and is the primary means of importing and exporting goods to and from Downtown and the larger Greeley community. Traditionally, uses along the railway have been primarily industrial and agricultural, as these sectors anchor the City's economy and employment base. While Greeley's economy has been diversifying in recent years, it still is and will likely remain reliant on agriculture and manufacturing as key industries looking forward.



▲ Example of Infill Development in a Rail-Oriented District in Santa Fe, New Mexico

The Railway District sub-area is located along the eastern edge of the Downtown Plan study area, and encompasses the railroad tracks that run through Downtown. This sub-area reflects Greeley's agricultural and manufacturing past and present, and offers the opportunity to embrace and celebrate this history while diversifying the types of manufacturing and agricultural activities that happen in areas adjacent to Downtown. While the railroad tracks are often cited as a physical and mental barrier that separates Downtown from the neighborhoods to the east, there is an opportunity to reimagine how the Railway District, and broader Downtown area by extension, interact with the rail tracks. There are already several amenities that celebrate the past and future of what the Railway District is and can be including the Colorado Model Railroad Museum, WeldWorks Brewing, Co., the Greeley Chamber of Commerce, and the Greeley Farmers' Market.



▲ Example of Art and Signage in a Rail District in Frisco, Texas. Image from Frisco Rail District Merchants

Looking forward, the Railway District can serve as an agriculture and manufacturing anchor district that bridges Greeley's past with its future. This area offers the opportunity to attract primary and knowledge-sector employers that require large-format spaces in industries such as biotechnology. While redevelopment could make sense on several parcels in the Railway District, the existing building stock offers opportunities for adaptive reuse, expanding on the energy being brought to the area by WeldWerks Brewing Co., the Greeley Farmers' Market, and others. Existing buildings could accommodate uses like breweries, wineries, coffee roasting, a commissary or shared kitchen, chocolate making, live/work spaces, light manufacturing,

galleries, or an indoor Mercado or Latino Vendor Market or makers' market. Additionally, many of these uses could include a storefront component that would help in improving street-level activation in the Railway District. There is also an opportunity to embrace the agriculture and manufacturing district identity in the public realm through branded wayfinding, banners, crosswalks and intersection stamps, gateways, themed lighting, and public art.

The image below provides an illustrative example of what improvements to the Railway District could look like moving forward.



▲ Illustrative Example of Railway District Improvements

4 UNIVERSITY UPTOWN AND ADJACENT NEIGHBORHOODS

While both the UNC campus and Central Downtown have distinct identities and senses of place, the area between these two destinations currently lacks a distinct identity. Many participants in the Downtown Plan Update process cited the lack of connectivity between Central Downtown and UNC as a challenge, and identified strengthening physical and programmatic connections between the two places as a key priority.

Over time, the City of Greeley and UNC have been working together to improve connectivity between Downtown and the UNC campus. In 2009, this effort was formalized through the creation of the University District, which intersects with the plan study area between 13th Street to the north, 17th Street to the south, the railroad tracks to the east, and between 9th Avenue and 10th Avenue to the west. The University District has not only reinforced connections between UNC and the City through physical improvements like signage with shared branding, but resulted in the creation of the pilot Home Ownership Program for Employees (G-HOPE) to promote more home ownership in Greeley's

Redevelopment District and around the University of Northern Colorado campus to UNC students.

There is an opportunity to build on the synergy between the City of Greeley and UNC resulting from the creation of the University District by establishing the University Uptown identity for the area between Central Downtown and the UNC campus, and adjacent neighborhoods. Creating this brand is a key step in fortifying both physical and psychological connections between these two destinations. The University Uptown brand can be utilized in City and UNC marketing and communications, and can also be incorporated into physical improvements in the public realm in the University Uptown area and adjacent neighborhoods. Branded public realm amenities that can reinforce University Uptown as a distinct, unique district include banners, crosswalks and intersection stamps, more signage and wayfinding, and improved lighting. Lighting is particularly key along 9th Avenue and 8th Avenue, as these corridors serve as key north-south connections between Central Downtown and UNC.

16TH STREET ENHANCEMENTS

The 16th Street Enhancement Project is an active project that is currently being led by the City of Greeley Public Works Department. The planned improvements, which encompass 16th Street from 7th Avenue to 11th Avenue, aim to slow vehicular speeds, improve safety, improve and expand the walkable environment, revitalize the corridor, foster the public realm experience with art and amenities, maintain as much parking as possible, and increase the connection between UNC and Downtown. The project is working through the design phases with plans to initiate the improvements in 2023.



▲ Example of Side-by-Side University and City Banners in Fort Collins, Colorado



▲ Rendering from the 16th Street Enhancement Project

5 DIVERSIFYING THE RESIDENTIAL MIX

In order to continue cultivating Downtown as a mixed-use neighborhood, additional residential development is needed. The Market Assessment revealed that Downtown Greeley has lower housing density than many of its peer cities, and that residential remains a robust market opportunity for Downtown moving forward. It is recommended that thoughtful residential development continue over the next ten years to strengthen Downtown's identity as a place where people can live, work, and play. Encouraging a diverse mix of housing throughout Downtown, including both to-own and to-rent options, will continue to build a residential base that accommodates a range of tastes and price points. Each Downtown sub-area has its own distinct character and feel, and thus currently has different types of residential development as well. It is recommended that development of new housing fit the physical look and character of the existing sub-areas where possible, while simultaneously adding to Downtown's housing stock. A description of what housing types are recommended for each sub-area moving forward is provided below.

69%
OF ONLINE SURVEY RESPONDENTS
WOULD CONSIDER LIVING IN
DOWNTOWN GREELEY.

The top 3 desired housing types are:

- » **Townhouse (ownership) (29%)**
- » **Condominium building (28%)**
- » **Single-family residence (26%)**

CENTRAL DOWNTOWN

As the traditional core of the City of Greeley and area that already accommodates density, Central Downtown is a logical place for additional higher density housing types, such as to-own condominiums, to-rent apartment buildings, and mixed-use development with commercial uses on the ground floor and housing above.



▲ Example of Mixed-Use Development That Includes Housing, Office, and Retail in Missoula, Montana



▲ Example of Higher Density Infill Housing Development in Arvada, Colorado

RAILWAY DISTRICT

While the Railway District has historically been comprised of commercial and industrial uses, looking to the next ten years, this area could accommodate housing as well. Housing types that would fit with the existing character of the Railway District include live/work and affordable multi-family housing, either as to-own or rental units.



▲ Example of Live/Work Housing in Denver, Colorado



▲ Example of Affordable Housing in Missoula, Montana

UNIVERSITY UPTOWN

The University Uptown area is already primarily residential, with the exception of commercial uses along segments of 8th Avenue and 16th Street. The housing stock in University Uptown is dominated by single-family units, though there are a number of single-family structures that have been converted to multi-family units. There are also new apartment buildings along 8th Avenue and smaller scale apartment buildings interspersed throughout the sub-area. Moving forward, it is recommended that the existing housing stock be enhanced where possible, either by providing incentives for building improvements, or by enforcing the City's existing building code. Major thoroughfares in University Uptown like 8th Avenue, 9th Avenue, 16th Street, and 13th Street, could accommodate higher density infill mixed-use development, apartments, or condominiums. Along quieter neighborhood streets, it is recommended that thoughtful infill be considered in the form of single-family homes or "missing middle" housing types like townhomes, row houses, multi-plexes, accessory dwelling units, and small-scale apartment or condominium buildings where appropriate. New housing should be encouraged to fit in with the context of the surrounding neighborhood respectful of historic design elements, and should create ownership opportunities when possible.

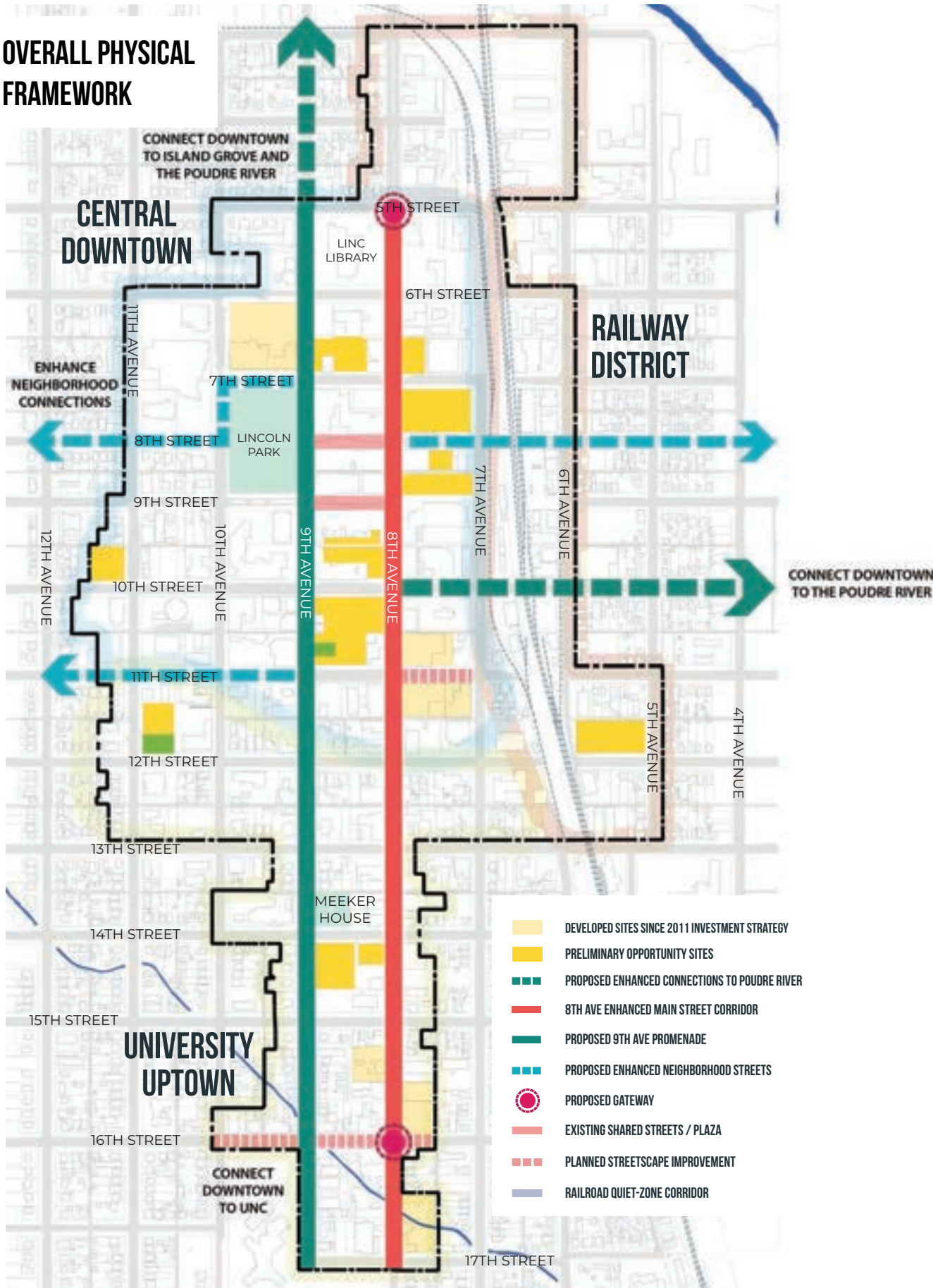


▲ Example of 4-Plex Infill Housing Development in Denver, Colorado

OVERALL DOWNTOWN PHYSICAL FRAMEWORK

Combining all the above pieces (Sub-areas, Opportunity Sites, Transformative Projects) together creates a comprehensive physical framework for Downtown Greeley looking to the future, illustrated in the map on the following page. This framework works to build on the energy and work that has been done to improve Downtown over the last 10 years by encouraging additional infill development and public realm enhancements at key locations. This framework also illustrates opportunities for improved east-west and north-south connections both within Downtown and to and from adjacent neighborhoods to address that community priority. This overall physical framework also creates the opportunity to:

- » **Strengthen the north-south spines of 8th Avenue and 9th Avenue**, leveraging the Opportunity Sites and Transformative Projects to create a dual redevelopment corridor connecting amenities within Downtown, and Downtown to UNC and adjacent neighborhoods.
- » **Improve key east-west connections through Downtown by enhancing the neighborhood streets** of 11th Street west of 9th Avenue, 7th/8th Street jogging around Lincoln Park west of 9th Avenue, and 8th Street east of 8th Avenue.
- » **Create enhanced gateways along 8th Avenue at 5th Street** to the north and **16th Street** to the south to welcome people into Downtown. Enhancements could include additional gateway signage, enhanced wayfinding signage, landscaping, public art, and other physical improvements.
- » **Continue infill development and redevelopment of Opportunity Sites** throughout Downtown to fill in the urban fabric and improve the pedestrian experience.
- » **Create distinct, unique sub-areas** that together form an exciting Downtown experience.
- » **Incorporate public space amenities wherever possible** to address the unequal distribution of parks and open space throughout the three sub-areas comprising Downtown.





05

ACTION PLAN

ACTION PLAN OVERVIEW

CORE VALUES AND VISION

ECONOMY

ENVIRONMENT

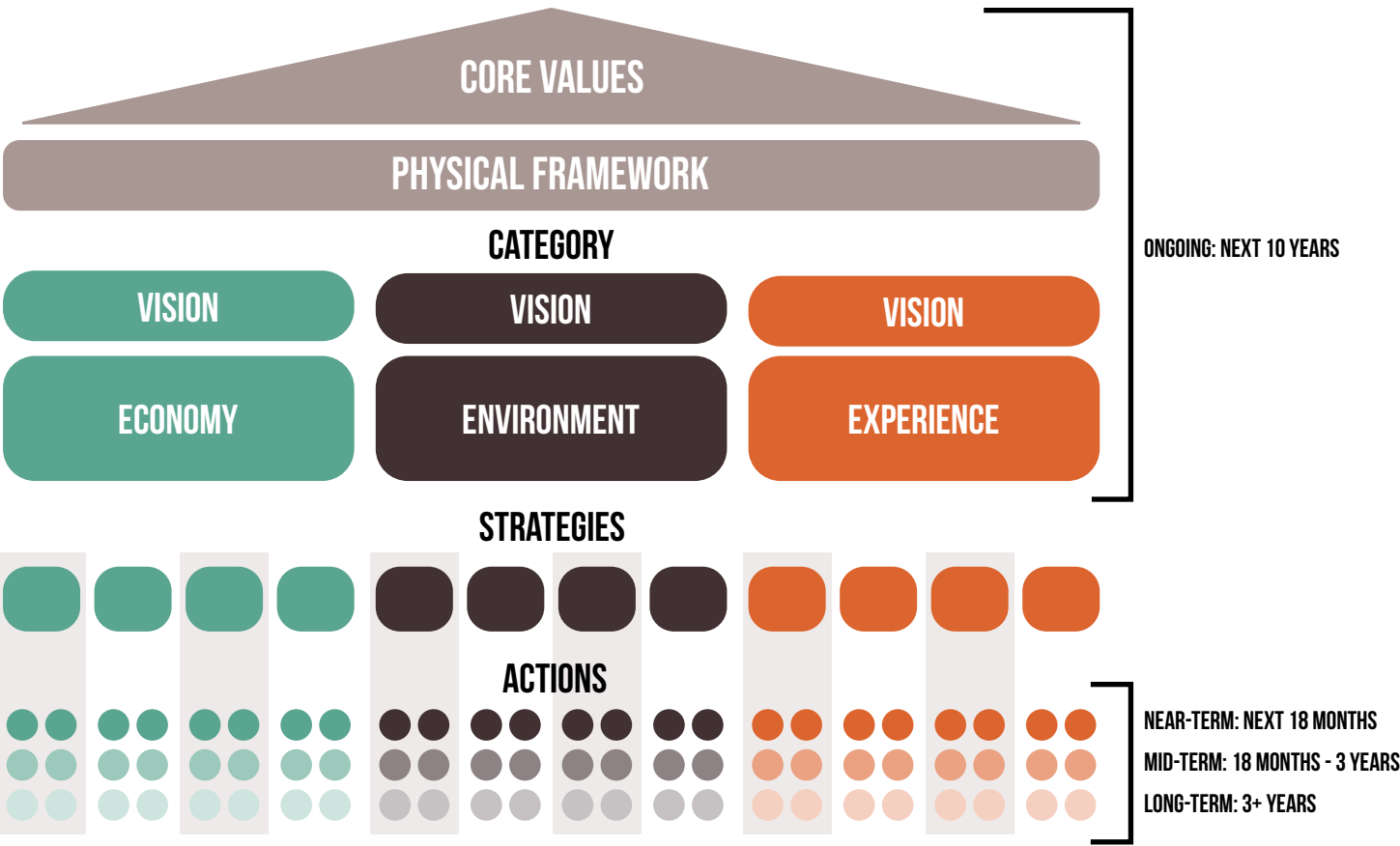
EXPERIENCE

ACTION PLAN OVERVIEW

The Market Assessment, Capital Improvement Assessment, Urban Quality Assessment, extensive community outreach conducted throughout this process, and Physical Framework all serve as building blocks for this Action Plan that will guide investment in Downtown Greeley for the next ten years.

The Action Plan is guided by a vision statement, written by topic area, and an overarching set of core values that is interwoven throughout the actions found in all three topic sections. The Action Plan

also contains strategies and set of tactics organized into three topic areas; Economy, Environment, and Experience. This Action Plan provides downtown physical improvements and policies to guide the DDA and City of Greeley, the development community, and downtown stakeholders for the next ten-year investment cycle. For actions and tactics within each of these categories, timelines (short-, mid-, long-term), responsible parties, and illustrative costs are also identified to aid in implementation.



Upon Plan adoption, it is recommended that a **Downtown Plan Implementation Committee** be formed to provide oversight and track implementation of the Downtown 2032 – The Path Forward Plan. The Downtown Plan Implementation Committee should be comprised of representatives from various City of Greeley departments, the DDA, the Creative District, and other key civic partners. It is recommended this group meet quarterly to check-in on Plan implementation progress.

CORE VALUES AND VISION

CORE VALUES

The Core Values identified below provide an overarching foundation for the Action Plan and are interwoven into all three topic area sections, with each action encompassing one or more of these Core Values.

WELCOMING AND INCLUSIVE

Downtown Greeley should celebrate its diversity of cultures, building upon this strength to create a place where everyone feels safe and welcome.

PROSPEROUS AND VIBRANT

Downtown's economy should be diversified, robust, and relevant to an array of stakeholders.

A COMPLETE NEIGHBORHOOD

Downtown should not only be a destination where people can work, play, or visit, but a place that offers a range of housing types that meet the needs of diverse age groups, lifestyles, and incomes as well.

ACCESSIBLE AND CONNECTED

Downtown Greeley should continue to be a place that is easy for people of all ages to move around whether by foot or mobility device, bicycle, transit, or car.

VISION

The 1,250 inputs that were gathered from the community throughout this planning process were synthesized into the vision for Downtown Greeley, provided below and organized into the three guiding topic areas of the Action Plan. These vision statements were also vetted through the Advisory Committee and through the broader Greeley community at the Open House. Each of the three vision elements below is interwoven into its subsequent section of the Action Plan.



VISION FOR THE FUTURE: ECONOMY

Downtown Greeley's **ECONOMY** will be robust and diverse, offering residents, employees, students, patrons, and visitors a range of options for jobs, housing, shopping, and dining. Storefronts will be active and offer a variety of restaurant, retail, and creative business options, highlighting the strong local business community. Historic building character will be retained where appropriate, and strategic infill development and redevelopment will continue to diversify residential and commercial options Downtown.



VISION FOR THE FUTURE: ENVIRONMENT

The Downtown physical **ENVIRONMENT** and public realm will be inviting and accessible for all people. There will be multi-modal connections both to destinations within Downtown and to adjacent neighborhoods. Public spaces in Downtown such as parks, plazas, alleys, and sidewalks will be enhanced and activated wherever possible, creating places and opportunities for people to gather.



VISION FOR THE FUTURE: EXPERIENCE

The **Downtown EXPERIENCE** will be vibrant, fun, welcoming, and inclusive. Downtown Greeley will continue to expand on its entertainment, events, and multicultural offerings, and will serve as a regional artistic and cultural hub for a range of creative and unique social offerings that are reflective of the diversity that exists within Greeley. Public art will continue to play an integral role in enhancing the Downtown experience and celebrating the community's assets. Downtown will be clean, safe, and well-maintained, creating an inviting atmosphere for all.



ECONOMY

** = Top community priority identified during the community Open House in October 2022

Sequencing: Short-term (next 18 months), Mid-term (18 months – 3 years), Long-term (More than 3 years)

STRATEGY	NO.	ACTION	CONCEPTUAL COST	RESPONSIBILITY	SEQUENCING
**STRATEGY 1: Continue to stimulate infill development and re-development of under-utilized sites.	EC.1.1	Prioritize development and redevelopment of opportunity sites identified through the Downtown Plan process. Explore opportunities to issue RFPs for the development or of redevelopment these opportunity sites.	\$\$	Lead: City of Greeley Support: DDA	Short- to Mid-term
	EC.1.2	Review Downtown policies and programs such as TIF, STIP, Opportunity Zones, and Enterprise Zones, to incentivize investment to specific areas (i.e. Railway District) and types of uses (i.e. attainable/affordable housing, small business incubation and ownership, etc.) that require gap financing.	\$	Lead: City of Greeley Support: DDA	Short- to Mid-term
	EC.1.3	Continue to offer potential investors and developers information, resources, grant opportunities, and contacts at City departments for development and redevelopment opportunities.	\$	Lead: City of Greeley	Short-term
	EC.1.4	Explore resources to demolish, remediate, and redevelop properties that have environmental hazards or other impediments to redevelopment, such as Brownfields.	\$\$\$	Lead: DDA	Mid- to Long-term
	EC.1.5	Facilitate mixed-use – in new and existing buildings – with adaptable ground floor spaces that can accommodate a range of tenant types. Identify appropriate locations for ground floor office or small-scale manufacturing use (i.e., non-retail). Explore overlay or other land use tools to support this goal.	\$	Lead: City of Greeley Support: DDA	Mid- to Long-term
	EC.1.6	Explore resetting the Sales Tax TIF base during the DDA renewal process to further stimulate area economic development.	\$	Lead: DDA Support: City of Greeley	Short-term

STRATEGY	NO.	ACTION	CONCEPTUAL COST	RESPONSIBILITY	SEQUENCING
STRATEGY 2: Encourage diverse, vibrant storefront uses throughout Downtown.	EC.2.1	Continue to offer technical assistance to entrepreneurs and current and prospective business owners, such as business planning, location assistance, marketing, pathways to property ownership, and assistance in navigating permitting processes.	\$	Lead: City of Greeley Support: DDA, SBDC	Short-term
	EC.2.2	Explore opportunities to bolster UNC's Entrepreneurial Challenge, or E-Challenge, to attract UNC student or graduate businesses to Downtown, such as creating local investment fund financed by Downtown businesses, or exploring angel investor opportunities.	\$\$	Lead: City of Greeley Support: DDA, UNC, SBDC	Short- to Mid-term
	EC.2.3	Proactively tailor business recruitment strategies to each of the sub-areas in Downtown based on needs and character: <ul style="list-style-type: none"> » Central Downtown: restaurants, boutique retail, entertainment, hotel/convention center » Railway District: maker, destination, manufacturing, and experiential businesses, museums and galleries » University Uptown: small-format grocery and pharmacy, daily services, neighborhood-serving restaurants, bed and breakfasts 	\$\$	Lead: City of Greeley Support: DDA, SBDC	Short- to Mid-term
	EC.2.4	Nurture and recruit desirable independent businesses to ensure that Downtown continues to be a regional hub for locally-owned enterprises, particularly businesses that reflect the cultural diversity in Greeley.	\$\$	Lead: City of Greeley Support: DDA, Greeley Creative District	Short- to Mid-term
	EC.2.5	Review and update the Redevelopment Resource Guide for high-value businesses that meet the goals of this plan that includes information on receiving pre-approvals for permitting, expedited development review, flexible standards on outdoor seating, flexible approaches to retrofitting compound water taps, etc.	\$	Lead: City of Greeley	Short-term
	EC.2.6	Continue to maintain an inventory of available Downtown commercial spaces to market available properties and match businesses with the appropriate sub-area.	\$	Lead: DDA Support: City of Greeley	Short-term
	EC.2.7	Explore creating a virtual help desk to invite new and existing businesses to access specialized support.	\$	Lead: City of Greeley	Short-term

STRATEGY	NO.	ACTION	CONCEPTUAL COST	RESPONSIBILITY	SEQUENCING
STRATEGY 3: Continue to diversify the housing base in Downtown.	EC.3.1	Facilitate a diversity of housing types in Downtown Greeley that provide options for a range of incomes and lifestyle preferences and proactively tailor housing strategies to each of the sub-areas in Downtown based on needs and character: <ul style="list-style-type: none"> » Central Downtown: higher density housing, infill development of apartments (rent), condominiums (own), mixed-use » Railway District: mixed density housing, live/work, affordable multi-family » University Uptown: enhance existing housing and missing middle housing, including ownership opportunities: townhomes, condominiums, single-family, du/tri/quadplexes; thoughtful infill with gentle density 	\$\$	Lead: City of Greeley	Mid- to Long-term
	EC.3.2	To reduce the impacts from homelessness, support and encourage intervention, treatment, and outreach services to direct individuals experiencing homelessness and mental health challenges to permanent supportive and/or transitional housing and appropriate services.	\$\$	Lead: City of Greeley Support: DDA, United Way, Weld Trust, Weld County, North Range Behavioral Health	Short- to Mid-term
	EC.3.3	Recognize the opportunity for the City development code to allow housing types that support artists and makers, such as live-work units, particularly in the Railway District.	\$	Lead: City of Greeley Support: Greeley Creative District	Mid-term
	EC.3.4	Facilitate Accessory Dwelling Units (ADUs) in the University Uptown District and adjacent neighborhoods to encourage gentle density and missing middle housing as appropriate and desired.	\$	Lead: City of Greeley	Short-term
	EC.3.5	Invest in amenities and encourage land uses that increase the desirability of Downtown as a neighborhood to live, work, and play in.	\$\$	Lead: City of Greeley Support: DDA	Mid- to long-term
	EC.3.6	Explore expanding the G-HOPE pilot program to offer UNC seniors or recent UNC graduates homebuyer down payment assistance to try and entice young professionals in and around Downtown.	\$\$	Lead: City of Greeley Support: UNC	Short-term
	EC.3.7	Explore the feasibility of an overlay district that encourages multifamily homes to meet a minimum maintenance requirement through performance-based zoning.	\$	Lead: City of Greeley	Short-term

STRATEGY	NO.	ACTION	CONCEPTUAL COST	RESPONSIBILITY	SEQUENCING
STRATEGY 4: Sustain and attract more primary employers and jobs.	EC.4.1	Work with major regional employers in growing industries, including knowledge sector jobs, to identify new opportunities for establishing a presence in Downtown to continue diversifying the economy.	\$	Lead: City of Greeley Support: DDA, Upstate Colorado	Mid- to Long-term
	EC.4.2	Identify new primary job sectors to attract to the Downtown that build on Greeley's strengths, such as agriculture technology and light industrial, in the Railway District.	\$	Lead: City of Greeley	Mid- to Long-term
	EC.4.3	Incubate and attract small-scale (and creative) craft manufacturers to Downtown Greeley, particularly in the Railway District.	\$\$	Lead: City of Greeley Support: DDA	Mid-term
	EC.4.4	Encourage strong and appealing economic connections between UNC and Downtown. Identify appropriate UNC programming/innovations, such as UNC's E-Challenge, that can be in Downtown, occupy office space, and help spur new jobs, including fostering graduate entrepreneurship.	\$\$	Lead: City of Greeley Support: DDA, UNC	Short-term
	EC.4.5	Enhance the "Bear Biz" program that fosters special promotions by local businesses to the UNC community.	\$	Lead: City of Greeley Support: DDA, UNC	Short-term
	EC.4.6	Facilitate the development of more office and mixed-use space in the Downtown area to accommodate a range of tenant types, including flexible co-working space or small-format offices, to meeting existing demand and to invite and accommodate entrepreneurship and diverse economic activity.	\$\$\$	Lead: City of Greeley Support: DDA	Mid- to Long-term

STRATEGY	NO.	ACTION	CONCEPTUAL COST	RESPONSIBILITY	SEQUENCING
STRATEGY 5: Cultivate a Downtown economy that is relevant and welcoming to an array of community stakeholders.	EC.5.1	Continue to build on the Greeley Farmers' Market and recruit businesses that offer household goods and services that are culturally relevant to Greeley's diverse populations to make Downtown a more complete residential neighborhood, such as small-format grocery stores or markets offering a variety of fresh and culturally relevant food options.	\$\$	Lead: City of Greeley Support: DDA	Mid-term
	EC.5.2	Strengthen the relationship between UNC and Downtown Greeley leadership to help ensure that Downtown is relevant, welcoming, and safe to students. This could include creating a professional, part-time, or student internship liaison position at the City of Greeley.	\$	Lead: City of Greeley Support: DDA, UNC	Short-term
	EC.5.3	Proactively engage existing and prospective business owners from Greeley's diverse populations to further promote multicultural entrepreneurship, including exploring a contract with IRC NOCO to provide business resources and services in multiple languages, or creating a bi-lingual business coordinator position at the City of Greeley.	\$\$	Lead: City of Greeley Support: DDA, Immigrant and Refugee Center of Northern Colorado (IRC NOCO)	Short-term
	EC.5.4	Explore opportunities to establish a regular location for a Multi-cultural Vendor Market or Mercado in or near Downtown to serve the Hispanic/Latinx community in Greeley.	\$	Lead: City of Greeley Support: DDA	Short- to Mid-term
	EC.5.5	Explore programs and resources to create pathways to property ownership (residential and commercial) to prevent involuntary displacement and gentrification.	\$	Lead: DDA Support: City of Greeley	Short-term



ENVIRONMENT

** = Top community priority identified during the community Open House in October 2022

Sequencing: Short-term (next 18 months), Mid-term (18 months – 3 years), Long-term (More than 3 years)

STRATEGY	NO.	ACTION	CONCEPTUAL COST	RESPONSIBILITY	SEQUENCING
STRATEGY 1: Enhance connections to the Poudre River north and east of Downtown.	EN.1.1	Invest in streetscape improvements along 10th Street (east of 8th Avenue) and 9th Avenue (north of 7th Street), that focus on improved pedestrian experience, bicycle facilities, and signage connecting Downtown to the river. Streetscape improvements would entail: 1. Corridor Studies 2. Conceptual Design 3. Final Design and Phasing 4. Phased Implementation	\$\$	Lead: City of Greeley Support: Poudre River Trail Corridor, Inc.	Can be phased to distribute cost.
	EN.1.2	Form a partnership between DDA, City, and Poudre Trail Corridor Board to improve branding, advertising, and physical signage promoting the connection between Downtown and the river.	\$	Lead: City of Greeley Support: DDA, Poudre River Trail Corridor, Inc.	Short-term
	EN.1.3	Consider adding amenities along the Poudre River south of Island Grove as the Poudre River Trail is extended and connections to the river are enhanced.	\$\$\$	Lead: City of Greeley	Long-term
STRATEGY 2: Improve connections to the UNC campus.	EN.2.1	Invest in 9th Avenue improvements to create an enhanced bicycle and pedestrian experience by repurposing portions of the roadway to non-vehicular uses.	\$\$\$	Lead: City of Greeley Support: DDA, UNC	Mid-term
	EN.2.2	Improve transit/shuttle service from residential housing on campus to key Downtown destinations.	\$\$	Lead: City of Greeley Support: DDA, UNC	Mid-term
	EN.2.3	Create a joint UNC/City/DDA committee to discuss and determine what types of destinations and uses can be added to Downtown to attract students on a daily and weekly basis.	\$	Lead: City of Greeley Support: DDA, UNC	Short-term
	EN.2.4	In cooperation with the Greeley Art Commission, create visual connections throughout the core and to UNC by placing public art displays strategically to guide pedestrians through Downtown.	\$\$	Lead: DDA Support: UNC, City of Greeley, Greeley Art Commission, Greeley Creative District	Mid-term
	EN.2.5	Recognize 10th Avenue as a direct connector between Downtown and the UNC campus through physical improvements such as enhanced lighting or wayfinding signage.	\$\$	Lead: City of Greeley Support: DDA, UNC	Short-term

STRATEGY	NO.	ACTION	CONCEPTUAL COST	RESPONSIBILITY	SEQUENCING
**STRATEGY 3: Create new public spaces focused on families, residents, visitors, and the everyday use of inviting and comfortable outdoor spaces, ensuring that each sub-area has an identifiable and destination public space.	EN.3.1	Create more kid-friendly activities and amenities in Downtown neighborhoods by adding a collection of small playgrounds, a potential water feature/splash pad, and play elements that appeal to all ages.	\$\$	Lead: City of Greeley Support: DDA	Mid- to Long-term
	EN.3.2	Ensure that resources, including amenities and public realm investments, are equally distributed throughout Downtown and adjacent neighborhoods.	\$\$	Lead: City of Greeley	Long-term
	EN.3.3	Continue to improve alleys in Central Downtown where possible, working with adjacent private property owners and businesses on improvements such as adding paving, managing trash disposal, improving lighting, enhancing maintenance, and exploring undergrounding utilities.	\$\$	Lead: City of Greeley Support: DDA	Mid- to Long-term
	EN.3.4	Explore vacating additional alleys in Downtown to reinvent as activated public space, similar to 9th Street.	\$\$	Lead: City of Greeley Support: DDA	Long-term
	EN.3.5	Identify locations and amenities for destination public spaces in the University Uptown and Railway District subareas. Consider opportunity sites identified through this process for these public spaces.	\$	Lead: City of Greeley Support: DDA	Mid-term
	EN.3.6	Plan, design, and implement two new destination public spaces in the University Uptown and Railway District subareas.	\$\$\$	Lead: City of Greeley Support: DDA	Long-term
	EN.3.7	Explore feasibility of creating a 9th Avenue Promenade that serves as an open space amenity running through Downtown to and from UNC.	\$\$\$	Lead: City of Greeley Support: DDA, UNC	Mid-term
	EN.3.8	Explore physical infrastructure upgrades in the Railway District to encourage a greater diversity of uses, enhance pedestrian and bicycle connections, and promote infill development and adaptive reuse of existing structures.	\$\$\$	Lead: City of Greeley Support: DDA	Long-term
	EN.3.9	Identify small infill sites for Downtown dog park facilities.	\$	Lead: City of Greeley Support: DDA	Mid-term

STRATEGY	NO.	ACTION	CONCEPTUAL COST	RESPONSIBILITY	SEQUENCING
STRATEGY 4: Unify Downtown's public realm with standards that provide consistency and improve the overall quality.	EN.4.1	Create new design standards and guidelines for Downtown that focus on a consistent treatment to the public realm, streetscape, building frontages, and character.	\$	Lead: City of Greeley Support: DDA	Short-term
	EN.4.2	Revise Public Works roadway standards for Downtown for consistency with new design standards and guidelines.	\$	Lead: City of Greeley	Short-term
	EN.4.3	Increase right-of-way inspections in Downtown to monitor compliance with city standards.	\$	Lead: City of Greeley	Short-term
	EN.4.4	Conduct a comprehensive underground utility study to understand stormwater, power, internet, and other utility capacity to understand future capacity for redevelopment and to understand the feasibility of undergrounding utilities.	\$\$	Lead: City of Greeley Support: Xcel, Allo	Short- to Mid-term
	EN.4.5	Conduct an American with Disabilities Act (ADA) accessibility study to evaluate Downtown's current ability to meet ADA standards and identify needed infrastructure improvements needed for compliance.	\$\$	Lead: City of Greeley	Short- to Mid-term
	EN.4.6	Continue enhancing lighting throughout Downtown, particularly along 8th and 9th Streets and 8th and 9th Avenues.	\$\$	Lead: City of Greeley Support: DDA	Mid-term
	EN.4.7	Conduct a Complete Streets Analysis of 8th Avenue to determine strategies to allow for multi-modal movement along the street, including exploring crossings of 8th Avenue to improve east/west non-vehicular connections.	\$	Lead: City of Greeley	Short- to Mid-term
	EN.4.8	Work with the City to establish agreed upon standards for Downtown-focused maintenance and support that standard with adequate resources	\$\$	Lead: City of Greeley	Short-term
	EN.4.9	Explore options for a special trash overlay district in the Downtown managed by the City to create a more efficient, effective, consistent and pleasant public realm experience.	\$\$	Lead: City of Greeley Support: DDA	Short-term

STRATEGY	NO.	ACTION	CONCEPTUAL COST	RESPONSIBILITY	SEQUENCING
STRATEGY 5: Enhance the quality of the connections to the adjacent neighborhoods around Downtown.	EN.5.1	Improve pedestrian and bicycle connections across the Union Pacific railroad tracks at 5th and 6th Street.	\$\$	Lead: City of Greeley	Mid-term
	EN.5.2	Explore 8th Street Improvements, including: <ul style="list-style-type: none"> » Complete the north sidewalk railroad crossing on 8th Street to enhance pedestrian connections. » Conduct an 8th Street Enhanced Corridor Study to determine improvements required to enhance connections to adjacent neighborhoods east and west. 	\$\$	Lead: City of Greeley Support: DDA	Long-term
	EN.5.3	Conduct a 9th Street or 11th Street enhanced corridor study to determine improvements required to enhance east-west connections to adjacent neighborhoods.	\$\$	Lead: City of Greeley	Mid-term
	EN.5.4	Pursue streetscape improvements on 11th Street, 8th Avenue, and 7th Avenue	\$	Lead: City of Greeley Support: DDA	Short- to Mid-term
	EN.5.5	Complete the planned and designed 16th Street improvements between 8th and 10th Avenues.	\$\$	Lead: City of Greeley	Short-term
	EN.5.6	Utilize public art or other distinct streetscape features to create a sense of arrival at key gateway points, including 5th Street on the north end of Downtown and 16th Street at the southern end of Downtown.	\$\$	Lead: City of Greeley Support: DDA, Greeley Creative District	Short- to Mid-term
	EN.5.7	Connect existing bike lanes on 8th Street and 9th Avenue by filling in gaps along 10th Avenue and 7th Street around Lincoln Park to form a contiguous bicycle network through the center of Downtown.	\$\$	Lead: City of Greeley	Long-term
	EN.5.8	Continue adding wayfinding signs, bicycle signs, light pole banners, and other place enhancements that highlight and direct people to Downtown amenities.	\$\$	Lead: City of Greeley Support: DDA	Short- to Mid-term
	EN.5.9	Explore the feasibility of adding branded signage and public art to new Railroad Quiet Zone fencing in the Railway District.	\$	Lead: City of Greeley Support: Colorado Model Railroad Museum, DDA, Greeley Creative District	Short-term



EXPERIENCE

** = Top community priority identified during the community Open House in October 2022

Sequencing: Short-term (next 18 months), Mid-term (18 months – 3 years), Long-term (More than 3 years)

STRATEGY	NO.	ACTION	CONCEPTUAL COST	RESPONSIBILITY	SEQUENCING
STRATEGY 1: Promote local arts and creative experiences in Downtown.	EX.1.1	Preserve existing and develop or redevelop buildings and spaces that are affordable to artists and creative professionals.	\$\$	Lead: DDA Support: Greeley Creative District	Mid-term
	EX.1.2	Support and consider more widespread promotion of events related to arts and creative experiences in Downtown.	\$	Lead: DDA Support: City of Greeley, Greeley Creative District	Short-term
	EX.1.3	Continue to incorporate art wherever possible throughout Downtown, including permanent and temporary installations.	\$\$	Lead: DDA Support: City of Greeley, Greeley Creative District	Short-term
	EX.1.4	Work with property owners to offer vacant storefronts in the short-term, at low/no costs to local artists as studio and gallery space.	\$	Lead: DDA Support: Greeley Creative District	Short- to Mid-term
	EX.1.5	Work with the Creative District and other local arts partners to continue integrating arts and creative experiences throughout Downtown Greeley.	\$	Lead: DDA Support: Greeley Creative District	Short- to Mid-term
**STRATEGY 2: Ensure Downtown is clean, safe, and welcoming.	EX.2.1	Continue to maintain enhanced maintenance standards and beautification efforts in the Downtown public realm.	\$\$	Lead: DDA Support: City of Greeley	Short- to Mid-term
	EX.2.2	Support and adopt a holistic approach to addressing real and perceived Downtown safety concerns.	\$	Lead: DDA Support: City of Greeley, Greeley Police Department	Short- to Mid-term
	EX.2.3	Explore hiring a consultant to provide training and strategic planning to City and DDA staff and leadership around diversity, equity, and inclusion issues with the goal of making Downtown welcoming to all.	\$	Lead: City of Greeley Support: DDA	Short-term
	EX.2.4	Connect people experiencing homelessness with resources, and mental health, employment training, and other supportive services.	\$\$	Lead: City of Greeley Support: DDA, Greeley Police Department, North Range Behavioral Services, Frontier House, Lutheran Family Services	Short-term

STRATEGY	NO.	ACTION	CONCEPTUAL COST	RESPONSIBILITY	SEQUENCING
	EX.2.5	Continue to encourage partnerships, collaboration, and coalition building around Downtown initiatives that represent diverse interests.	\$	Lead: City of Greeley Support: DDA, UNC DEI Leadership, Greeley Creative District, IRC NOCO, Hispanic Women of Weld County	Short-term
	EX.2.6	Designate the City lead department responsible for developing a work program to manage and support the execution of this Plan.	\$	Lead: City of Greeley	Short-term
STRATEGY 3: Celebrate historic character, charm, and distinctive environment in Downtown.	EX.3.1	Continue to support historic preservation of designated properties in Downtown Greeley by identifying available resources and incentives, and helping property owners obtain grants, tax credits, and other financial tools.	\$\$	Lead: City of Greeley Support: DDA, Historic Preservation Commission	Mid- to Long-term
	EX.3.2	Facilitate adaptive reuse in Downtown that is not limited only to districts or structures that meet historic designation criteria, by providing incentives such as historic preservation grants or tax credits, infrastructure investment, regulatory relief, façade grants, or other incentives as appropriate.	\$\$\$	Lead: City of Greeley Support: DDA, Historic Preservation Commission	Mid- to Long-term
	EX.3.3	Continue to promote events and programs that celebrate Greeley's history, including walking tours, history brown bags, and Historic Preservation Month.	\$	Lead: City of Greeley Support: DDA, Historic Preservation Commission	Short-term
	EX.3.4	Ensure that the portrayal of Greeley's history accurately represents and reflects City's diverse population and storied past.	\$	Lead: City of Greeley Support: DDA, Historic Preservation Commission	Short-term
STRATEGY 4: Continue to activate Downtown through programming and events that are relevant and inclusive to Greeley's diverse population.	EX.4.1	Encourage events that celebrate the different cultures that exist within Greeley. Work closely with leaders of the Hispanic/Latinx and other communities to help create and plan events that are historically accurate and welcoming.	\$	Lead: DDA Support: City of Greeley, Greeley Creative District, UNC	Short-term
	EX.4.2	Increase the frequency and variety of live music events and festivals, and partner with local institutions and organizations to increase diversity of offerings.	\$	Lead: DDA Support: City of Greeley	Short-term
	EX.4.3	Continue working with UNC to develop events that appeal to college students such as runs, bike rides, music, and UNC celebrations for sports or other activities. These should be offered during times of the week that accommodate UNC student schedules and encourage students to stay in Greeley on the weekends.	\$	Lead: DDA Support: City of Greeley, UNC	Short-term

STRATEGY	NO.	ACTION	CONCEPTUAL COST	RESPONSIBILITY	SEQUENCING
	EX.4.4	Continue to work with UNC's creative communities, including arts, music, and theatre, to showcase student talent in venues Downtown.	\$	Lead: DDA Support: City of Greeley, UNC	Short- to Mid-term
	EX.4.5	Explore ways to improve activation of Lincoln Park including creating a pedestrian-focused environment in and around the park, adding a space for performances, providing regular daily or weekly programming, and creating reasons for people to gather and spend time in Lincoln Park.	\$\$	Lead: City of Greeley Support: DDA, Historic Preservation Commission	Short- to Mid-term
STRATEGY 5: Market existing Downtown assets and amenities to both locals and visitors.	EX.5.1	Improve communication and marketing of Downtown assets to the UNC community.	\$	Lead: DDA Support: City of Greeley, UNC	Short-term
	EX.5.2	Continue to develop tailored promotions, marketing campaigns, artistic maps and directories, and outreach to institutions and employers, to attract nearby residents and residents from throughout the region, to visit Downtown shops and restaurants.	\$	Lead: DDA Support: Greeley Creative District, City of Greeley	Short-term
	EX.5.3	Build a more distinct brand identify for each of the sub-areas comprising Downtown to improve marketing and promotion of each area.	\$	Lead: DDA Support: City of Greeley	Short- to Mid-term
	EX.5.4	Use technology and QR codes to promote user orientation and awareness of Downtown destinations and amenities.	\$\$	Lead: DDA Support: City of Greeley	Short- to Mid-term
	EX.5.5	Explore ways to attract an additional hotel and/or conference and events center to accommodate larger scale conferences and gatherings.	\$\$	Lead: City of Greeley Support: DDA	Short- to Mid-term



APPENDICES

APPENDIX A: MARKET ASSESSMENT

APPENDIX B: CAPITAL IMPROVEMENT ASSESSMENT

APPENDIX C: URBAN QUALITY ASSESSMENT

APPENDIX D: ONLINE COMMUNITY SURVEY RESULTS

APPENDIX E: PAST PLANS & STUDIES SUMMARY