



## **LOVELAND PLANNING COMMISSION MEETING AGENDA**

**Monday, August 24, 2015  
500 E. 3<sup>rd</sup> Street – Council Chambers  
Loveland, CO 80537**

THE CITY OF LOVELAND DOES NOT DISCRIMINATE ON THE BASIS OF DISABILITY, RACE, CREED, COLOR, GENDER, SEXUAL ORIENTATION, RELIGION, AGE, NATIONAL ORIGIN OR ANCESTRY IN THE PROVISION OF SERVICES. FOR DISABLED PERSONS NEEDING REASONABLE ACCOMODATIONS TO ATTEND OR PARTICIPATE IN A CITY SERVICE OR PROGRAM, CALL 962-2523 OR TDD 962-2620 AS FAR IN ADVANCE AS POSSIBLE.

### **I. CALL TO ORDER**

### **II. PLEDGE OF ALLEGIANCE**

### **III. REPORTS:**

#### **a. Citizen Reports**

This is time for citizens to address the Commission on matters not on the published agenda.

#### **b. Staff Matters**

- Loveland Classical School – Kiowa Drive update
- September 14<sup>th</sup> Agenda Preview:
  - Create Loveland Study Session

#### **c. Committee Reports**

#### **d. Commission Comments**

### **IV. APPROVAL OF MINUTES**

#### **Review and approval of the August 10, 2015 Meeting minutes**

### **V. CONSENT AGENDA:**

The consent agenda includes items for which no discussion is anticipated. However, any Commissioner, staff member or citizen may request removal of an item from the consent agenda for discussion. Items removed from the consent agenda will be heard at the beginning of the regular agenda.

Public hearings remaining on the Consent Agenda are considered to have been opened and closed, with the information furnished in connection with these items considered as the only evidence presented. Adoption of the items remaining on the Consent Agenda is considered as adoption by the Planning Commission and acceptance by the Applicant of the staff recommendation for those items.

**1. Great Western 3<sup>rd</sup> Rezone**

This is a public hearing to consider a rezoning for a portion of Lot 1, Block 1, Great Western 3<sup>rd</sup> Subdivision from B-Developing Business District to I-Developing Industrial District. The lot currently has two zoning designations within its boundaries: Industrial and Business zoning. The rezoning would zone the entire lot I-Developing Industrial. Rezoning requests are considered quasi-judicial actions. Planning Commission must evaluate whether the application meets the appropriate criteria/findings and formulate a recommendation to the City Council. The City Council is scheduled to hold a public hearing for a final determination on October 6, 2015.

**VI. REGULAR AGENDA:**

**1. Urban Land Institute – Building Healthy Places Presentation (*40 minutes*)**

On April 2<sup>nd</sup>, 2015 expert members from the Colorado Chapter of the Urban Land Institute (ULI) visited Loveland and held a one-day workshop to evaluate and offer insight concerning the area along US Highway 287 between 29<sup>th</sup> Street and 37<sup>th</sup> Street. The area of focus, surrounded by an underserved, underrepresented population, has long been challenging for residents with limited mobility. Looking for solutions, the ULI panel studied background information, toured the focus area, and worked with local officials and residents to develop key recommendations and next steps. This presentation will focus on these recommendations and next steps from the Final Report produced by ULI and seek input from the Planning Commission on moving forward.

**2. 287 Strategic Plan (*40 minutes*)**

This is public hearing on a legislative action. The 287 Strategic Plan is complete and staff and the consulting team will be presenting the final draft to the Planning Commission. The 287 Strategic Plan identifies strategies and actions to guide development and help improve business opportunities along US Highway 287. Staff is seeking a recommendation from the Planning Commission to City Council that the Plan be adopted.

**VII. ADJOURNMENT**

**CITY OF LOVELAND**  
**PLANNING COMMISSION MINUTES**  
**August 10, 2015**

---

A meeting of the City of Loveland Planning Commission was held in the City Council Chambers on August 10, 2015 at 6:30 p.m. Members present: Chairman Crescibene; and Commissioners Middleton, Meyers, Molloy, and Dowding,. Members absent: Commissioners Forrest, Ray, Jersvig, and McFall. City Staff present: Bob Paulsen, Current Planning Manager; Moses Garcia, Assistant City Attorney.

*These minutes are a general summary of the meeting. For more detailed information, audio and videotapes of the meeting are available for review in the Development Services office.*

**CITIZEN REPORTS**

There were no citizen reports.

**STAFF MATTERS**

1. **Mr. Paulsen, Current Planning Manager**, provided an update on the Loveland Classical School Faith Church site. **Mr. Paulsen** proposed allowing the school to operate for one month in order to identify any traffic flow and queuing problems. After one month, the Transportation and Planning offices, along with Loveland Classical School, will provide an update to the Planning Commission and evaluate any necessary changes.
  - a. **Commissioner Molloy** noted that it was unnecessary for him to recuse himself at the July 27<sup>th</sup> meeting as the Planning Commission was not voting on the issue. **Commissioner Molloy** provided comments regarding his prior experience with Loveland Classical School and felt that the school will work with the community to adjust the traffic circulation to correct any problems.
  - b. **Commissioner Meyers** asked when the city planned to fix the site distance issue at Kiowa Drive. **Mr. Paulsen** stated that he is anticipating the city will fix the issue within the month and **Mr. Paulsen** will give the commissioners an update at the next meeting.
2. **Mr. Paulsen** provided an overview of the agenda for the August 24<sup>th</sup> Planning Commission meeting.

**COMMITTEE REPORTS**

- **Commissioner Molloy** reported that the next Title 18 meeting is on August 13<sup>th</sup>.

**COMMISSIONER COMMENTS**

- **Commissioner Middleton** motioned to adjust the agenda, moving Regular Agenda Item 1 (Lee Farms 1<sup>st</sup> Subdivision: Preliminary Plat Extension for one-year) and Regular Agenda Item 2 (Anderson 1<sup>st</sup> Subdivision: Preliminary Plat Extension for one-year) to the Consent Agenda. Upon a second from **Commissioner Meyers**, the motion was unanimously approved.

- **Chair Crescibene** noted that he has received questions from citizens pertaining to the number of consultants the city has hired. **Chair Crescibene** asked if Mr. Paulsen would provide more information regarding the city's use of consultants and how much the consultants have been paid. **Mr. Paulsen** agreed to research this matter and provide an update at a future meeting.

## **APPROVAL OF THE MINUTES**

**Commissioner Dowding** provided **Jenell Cheever, Planning Commission Secretary**, with a correction and asked that the minutes be amended.

*Commissioner Middleton made a motion to approve the July 27, 2015 minutes as amended; upon a second from Commissioner Meyers, the minutes were approved with four ayes and one abstention.*

## **CONSENT AGENDA**

### **1. Lee Farms 1<sup>st</sup> Subdivision: Preliminary Plat Extension**

**Project Description:** This request requires quasi-judicial review by the Planning Commission to consider extension of the Lee Farm 1<sup>st</sup> Subdivision Preliminary Plat. The site was annexed and zoned in February 2006. The Preliminary Plat and PUD Preliminary Development Plan were approved by the Planning Commission in July 2010. Two extensions have been granted by the Planning Commission: August 8, 2011 and October 14, 2013. The property includes 247 acres located along the west side of N. Wilson Ave about a 1/4 mile south of W. 43rd Street. Approvals allow development of 882 dwellings units for a gross density of 3.57 dwelling units per acre. Planning Commission has final authority on this matter.

### **2. Anderson 1<sup>st</sup> Subdivision: Preliminary Plat Extension**

**Project Description:** This request requires quasi-judicial review by the Planning Commission to consider extension of the Preliminary Plat for Anderson 1<sup>st</sup> Subdivision for an additional one-year period. The preliminary plat and PUD Preliminary Development Plan were approved by the City in January 2009. Extensions have been granted by the City since that time to keep the plat and plans valid. The property is located at the northeast corner of South Lincoln Avenue and South 42<sup>nd</sup>. The western portion of the property, consisting of approximately 34 acres, is zoned E-Employment and is controlled by a Concept Master Plan. The eastern portion of the property, consisting of 89.35 acres, is zoned "Ridge at Thompson Valley PUD" allowing a maximum of 152 dwelling units, and a gross density of 1.7 dwelling units per acre. Planning Commission has final authority on this matter.

*Commissioner Meyers made a motion to approve the Consent Agenda as amended on the record; upon a second from Commissioner Middleton the motion was unanimously approved.*

## **ADJOURNMENT**

**Commissioner Meyers**, made a motion to adjourn. Upon a second by **Commissioner Middleton**, the motion was unanimously adopted.

**Chair Crescibene** adjourned the meeting at 6:44 p.m.

Following the adjournment of the Regular Meeting, the Commission opened the Study Session on Create Loveland, the updated draft Comprehensive Plan.

Approved by: \_\_\_\_\_  
John Crescibene, Planning Commission Chair

---

Jenell Cheever, Planning Commission Secretary



## Planning Commission Staff Report

August 24, 2015

**Agenda #:** Consent Agenda - #1

**Title:** Great Western 3<sup>rd</sup> Subdivision

**Applicant:** Walsh Construction

**Request:** Rezoning

**Location:** Along the north side of East 11<sup>th</sup> Street, between Gorom Avenue and Redwood Drive

**Existing Zoning:** B - Developing Business District and I-Developing Industrial District

**Proposed Zoning:** I - Developing Industrial District

**Staff Planner:** Brian Burson

**Staff Recommendation:**

Subject to additional evidence presented at the public hearing, City staff recommends the following motion:

**Recommended Motion:**

*"Move to make the findings listed in Section VI. of this report dated August 24, 2015; and, based on those findings, recommend approval of the rezoning of a portion of Lot 1, Block 1, Great Western 3<sup>rd</sup> Subdivision, as described in Attachment # 2 of this report, from B-Developing Business District to I-Developing Industrial District."*

**Summary of Analysis:**

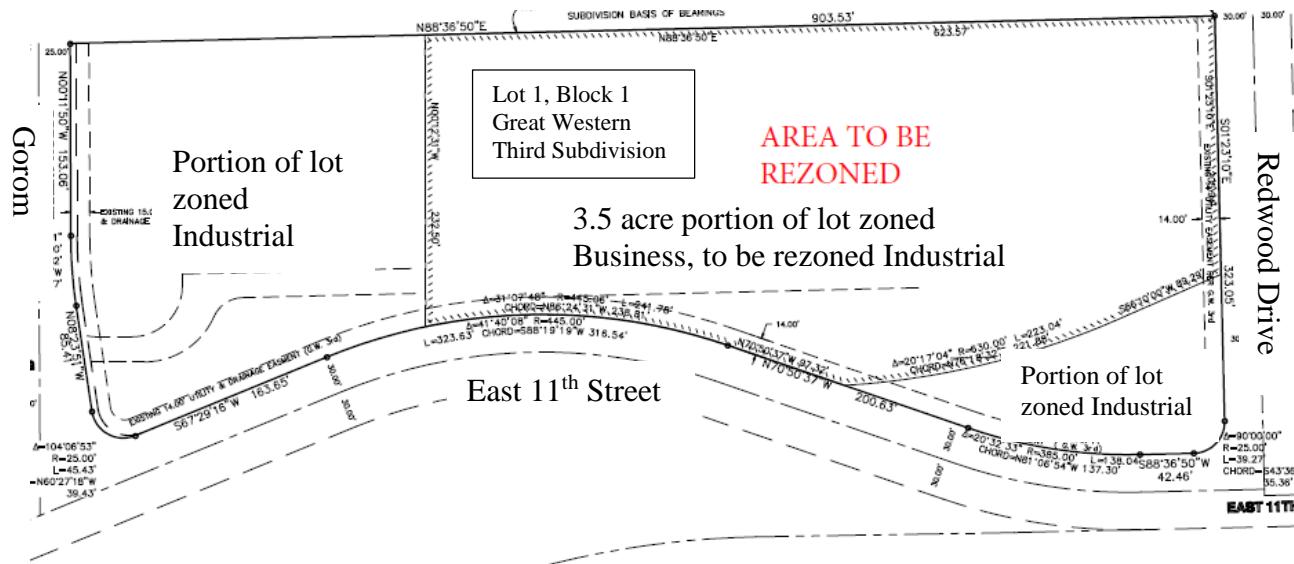
This is a public hearing to consider a rezoning for a portion of Lot 1, Block 1, Great Western 3<sup>rd</sup> Subdivision from B-Developing Business District to I-Developing Industrial District. The lot currently has two zoning designations within its boundaries; Industrial and Business zoning. The rezoning is to rectify this situation and zone the entire lot to I-Developing Industrial. Currently 3.5 acres of this lot are zoned B-Developing Business District and 2.3 acres are zoned I-Developing Industrial District. It appears that the current zoning line followed a past lot configuration, but when those lots were later replatted, the zoning boundaries were not adjusted to match the new lot lines. The rezoning would give the entire lot the same zoning of I-Developing Industrial for pending development of a mixed-use development of uses allowed in the I zone. Other properties adjacent and in the area are also zoned I-Developing Industrial District.

Rezoning requests are considered quasi-judicial actions. Planning Commission's consideration is to be made on the basis of adopted policies, codes and standards as they apply to this property; the specific information submitted by the staff and Applicant and/or presented at the hearing; and public testimony offered at the public hearing. The appropriate criteria/findings, along with staff analysis, are provided in Section VI. of this staff report. Planning Commission must evaluate whether the application meets the appropriate criteria/findings and formulate a recommendation to the City Council. The City Council is scheduled to hold a public hearing for a final determination on October 6, 2015.

## I. SUMMARY:

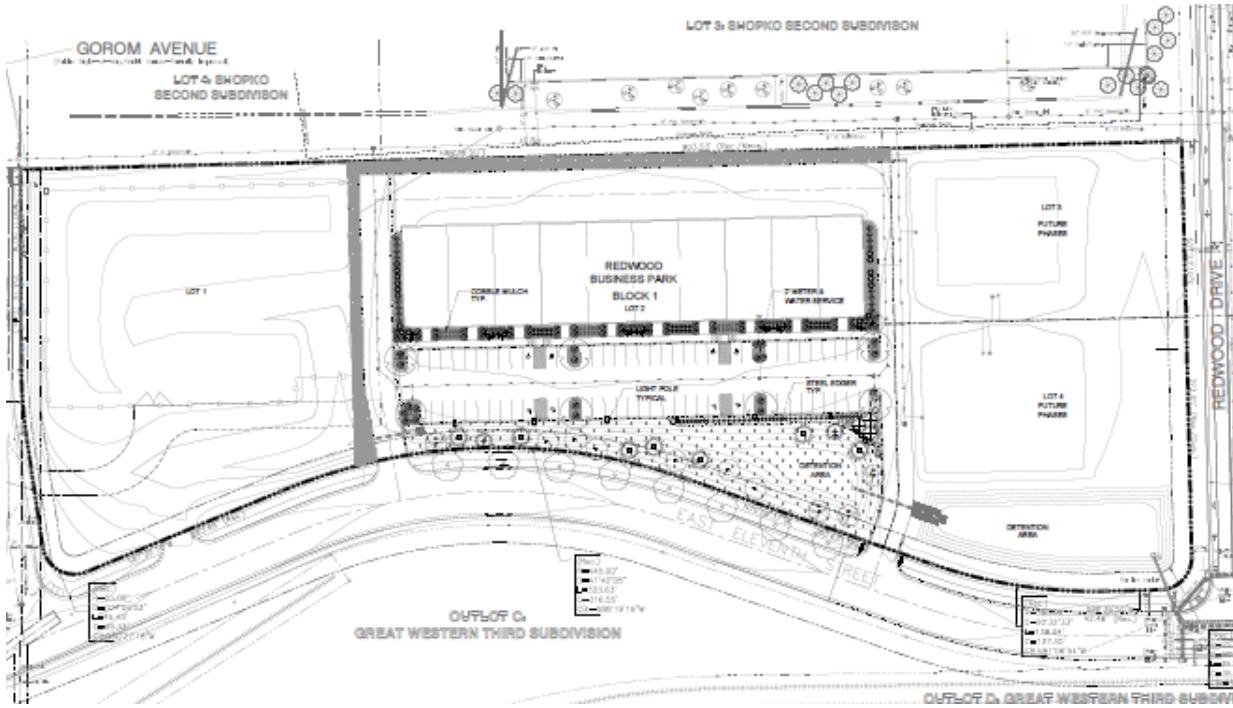
Walsh Construction is proposing to rezone a 3.5 acre portion of Lot 1, Block 1 in the Great Western 3<sup>rd</sup> Subdivision from B-Developing Business to I-Developing Industrial. The lot is located along the north side of East 11<sup>th</sup> Street (which is not currently constructed), lying between Gorom Avenue and Redwood Drive; directly south of JAX and Gold's Gym and southwest of Home Depot (see vicinity map in **Attachment 1**). The lot, which is approximately 5.8 acres, has portions of both Industrial and Business zoning within its boundaries. The western and southeastern portions of the lot, totaling 2.2 acres, are zoned I-Developing Industrial, while the central 3.5 acre portion of the lot is zoned B-Developing Business. Based on staff research, it appears that the current zoning boundaries originally matched a past subdivision lot configuration. When the lots were later replatted, the zoning boundaries were not adjusted to match the new lot lines.

**Figure 1. Existing Zoning Boundaries**



The site has been vacant since annexation. The City has recently approved a Site Development Plan for a one-year temporary outdoor storage use on the west end of the property, on the portion of the lot zoned Industrial. The City is currently reviewing a site development plan and subdivision plat for permanent mixed use development on the lot. Phase 1 of that development is located in the center of the overall property. This development proposal prompted the need to rezone that portion of the lot to Industrial so that the entire lot had consistent zoning.

**Figure 2: Proposed Site Development Plan and Subdivision Configuration for Phase 1 of the Development**



## **II. ATTACHMENTS:**

1. Vicinity map
2. Rezoning legal description
3. Applicant's Rezoning Assessment Report
4. Rezoning map
5. Draft Site Plan for Phase 1 development of the property (for information purposes only)
6. Portion of Great Western 3<sup>rd</sup> Subdivision (for information purposes only)

### III. SITE DATA:

ACREAGE OF SITE (NET ACRES).....	5.8429 ACRES
ACREAGE TO BE REZONED (NET ACRES).....	3.587 ACRES
EXISTING COMP PLAN DESIGNATION .....	EMPLOYMENT (E)
EXISTING ZONING .....	B- DEVELOPING BUSINESS & I- DEVELOPING INDUSTRIAL
PROPOSED ZONING.....	I-DEVELOPING INDUSTRIAL
EXISTING USE .....	VACANT
PROPOSED USE.....	MIXED-USE INDUSTRIAL & COMMERCIAL
NUMBER OF DWELLING UNITS PROPOSED .....	NA
GROSS DENSITY (DU/A) .....	NA
NET DENSITY (DU/A) .....	NA
EXISTING ADJACENT ZONING AND USE - NORTH.....	B- DEVELOPING BUSINESS; COMMERCIAL
EXISTING ADJACENT ZONING AND USE - EAST .....	B- DEVELOPING BUSINESS; COMMERCIAL
EXISTING ADJACENT ZONING AND USE - SOUTH .....	I-DEVELOPING INDUSTRIAL; RAILROAD AND INDUSTRIAL
EXISTING ADJACENT ZONING AND USE - WEST .....	I-DEVELOPING INDUSTRIAL; VACANT, OUTDOOR STORAGE
UTILITY SERVICE PROVIDER - SEWER .....	CITY OF LOVELAND
UTILITY SERVICE PROVIDER - ELECTRIC.....	CITY OF LOVELAND
UTILITY SERVICE PROVIDER - WATER.....	CITY OF LOVELAND

### IV. KEY ISSUES:

No key issues have been identified by City staff for the application. Staff supports the application since it is consistent with the Comprehensive Plan, the zoning and land uses in the neighborhood, and the City's Master Plans for infrastructure.

### V. STAFF, APPLICANT, AND NEIGHBORHOOD INTERACTION:

- A. **Notification:** An affidavit was received from Jim Doyle of TB Group certifying that notice of the hearing was mailed on August 6, 2015 to all owners of property within 600 feet of the site, and that notices were posted in prominent locations on the perimeter of the project site at least 15 days prior to the date of the Planning Commission hearing. A notice was also published in the Reporter Herald on August 8, 2015. All notices stated that a public hearing would be held by the Planning Commission on August 24, 2015 at 6:30 pm.
- B. **Neighborhood Response:** A noticed neighborhood meeting was held at 6:30 pm on August 6, 2015 in the Gertrude Scott Meeting Room of the Loveland Public Library. One person attended the meeting, along with City staff and the applicants' representatives. The only questions expressed by the attendee were as follows:

1. Will adjacent streets be improved with the mixed-use project?

Staff response: Phase 1 will prompt construction of the east segment of East 11<sup>th</sup> Street from Redwood Drive to the east access drive of the site. All other improvements will occur with future phases.

2. Will other nearby land uses be allowed to continue?

Staff response: This rezoning will have no effect on zoning and uses on other properties.

## **VI. FINDINGS AND ANALYSIS**

The chapters and sections cited below are from the Loveland Municipal Code as it relates to rezoning. The Planning Commission must evaluate the application on the basis of these findings.

***Finding 1.*** *Development of the subject property pursuant to any of the uses permitted by right under the zoning district being requested would result in development that is consistent with relevant policies contained in Section 4.0 of the 2005 Loveland Comprehensive Plan, as amended.*

**Current Planning:** Based on the uses allowed in the I zone, the following Comprehensive Plan policies are pertinent to this rezoning.

**a. Commercial and Office Land Use, Section 4.2**

**Commercial CLU2.A and B:** *Whether the intensity of commercial development allowed by the zoning is in scale with the neighborhood context and architectural and site planning standards have been incorporated into the plan to blend with the surrounding context and to require: the dispersal of parking into small, heavily landscaped lots, located to not dominate the public image of the site along main roads leading to it; and safe and convenient pedestrian connections between residential and commercial centers that integrate the connections into an attractive public environment, as opposed to merely designing pathways past service areas or parking lots.*

**Commercial and Industrial Land Use CLU1 and ILU2:** *Whether the commercial or industrial development is located where proper sizing of facilities such as water, sewer, electric, communications and transportation has occurred or can be properly planned and implemented.*

**Commercial CLU4 and 7:** *Whether the zoning discourages strip commercial development, prevents traffic congestion and encroachment into residential neighborhoods and incorporates transitional land uses, such as linear greenbelts or other urban design elements, between residential and commercial areas.*

**Current Planning:** Staff believes that this finding can be met based on the following information:

All development on the property will be governed by applicable City codes and standards. These standards will assure appropriate design and scale for the neighborhood. Parking lots will have appropriate landscape and screening. Pedestrian connections will be made from the public

sidewalks to the buildings. Building heights will be compatible with the scale of the neighborhood. Architecture will be appropriate for the uses, zoning and character of the neighborhood. The site is located away from major streets. It is bounded on three sides by public streets, however vehicular access will be limited to locations that prevent multiple conflicting movements. No traffic from the site is likely to create impacts to any residential neighborhood. All providers of infrastructure have reviewed the application and have indicated no concern for providing necessary services in a manner that is consistent with applicable master plans.

**b. Land Use Plan:** *Whether the rezoning is consistent with the Loveland Comprehensive Plan Land Use Plan, or a "major plan amendment" request is being processed concurrently with the application.*

**Current Planning:** Staff believes that this finding can be met based on the following information:

Section 4.7 of the adopted 2005 Comprehensive Plan, and the Land Use Map included therein, recommends that the area along the E. Eisenhower corridor between N. Monroe Ave to N. Madison Ave. be developed for Corridor Commercial (CC) uses, including the retail abutting Eisenhower and including Sam's Warehouse and Home Depot. The remainder of this area southward to the Great Western railroad tracks, including the Great Western 3<sup>rd</sup> Subdivision, is recommended for development of E-Employment uses. Table LU-1 of the Comprehensive Plan indicates that the appropriate zoning choices for development of Employment areas are E-Employment, I-Developing Industrial, B-Developing Business, and PUD.

Most of this area is already zoned B-Developing Business and I- Developing Industrial, and developed for a combination of uses allowed in all of these zone districts. The site proposed for this rezoning is already partially zoned I- Developing Industrial, and there is no opportunity for rezoning the larger area as E-Employment with a Concept Master Plan for the entire area. Staff believes that the mix of uses allowed in the I zone district, and application of normal codes and standards, will result in development that is reasonably consistent with the intent of the Comp Plan recommendation for this site.

**Finding 2.** *The purposes set forth in Section 18.04.010 of the Loveland Municipal Code would be met if any use permitted by right in the zone district being requested was developed on the subject property.*

**Current Planning:** Staff believes this finding can be made, based on the following information:

The purposes of the zoning code include:

- Lessen congestion on the streets
- secure from fire and panic
- promote the health and general welfare
- provide adequate light and air
- prevent the overcrowding of land

- avoid undue concentration of population
- facilitate adequate provision of transportation, water, sewage, schools parks and other public requirements
- conserve the value of buildings
- encourage the most appropriate use of land

Development will be governed by all applicable City codes and standards. Application by the City of these codes and standards to proposed development on this property will assure that all of these purposes will be met. Development of uses by right on this property also further the policy of providing a transitions of impacts from more intense uses to less intense uses.

***Finding 3. Development of the subject property pursuant to any of the uses permitted by right under the zoning district would result in development that is compatible with existing land uses adjacent to and in close enough proximity to the subject property to be effected by development of it.***

**Current Planning:** Staff believes that this finding can be met based on the following information:

The zoning code for the I-Developing Industrial District allows a variety of light industrial and commercial uses. The development proposed for this site could allow many of those same uses to occur on this property. Other properties in this neighborhood also have a variety of uses, including wholesale, lumber yard, vehicle rental and leasing, indoor recreation, manufacturing, outdoor storage, auto sales and retail. The potential uses allowed by right on this property would be compatible with these existing uses.

***Finding 4. Development of the subject property pursuant to any of the uses permitted by right under the zoning district would result in impacts on City infrastructure and services that are consistent with current infrastructure and services master plans.***

**PW-Transportation:** Staff believes that this finding can be met based on the following information:

Rezoning a parcel or property does not warrant compliance with the City's Adequate Community Facilities (ACF) ordinance. All future development or land application within this property shall be in compliance with the City of Loveland Transportation Plan, the Larimer County Urban Area Street Standards and any updates to either in effect at the time of development application. Moreover, as identified in the City Municipal Code Title 16, a Traffic Impact Study shall be required with all future development or other land use applications. The property will also be required to dedicate, free and clear, all applicable right-of-way to the City, at no cost to the City, at the time of development.

**Fire:** Staff believes that this finding can be met based on the following information:

- The rezoning of a portion of Redwood Business Park from B-Developing Business to I-Developing Industrial will not affect the response distance requirements from the first

due Engine Company.

- The rezoning of a portion of Redwood Business Park from B-Developing Business to I-Developing Industrial will not negatively impact fire protection for the subject development or surrounding properties.

**Water/Wastewater: Staff believes that this finding can be met based on the following information:**

This development is situated within the City's current service area for both water and wastewater. The site does not currently have water or wastewater service. Development of the subject property pursuant to any of the uses permitted by right under the proposed zoning district will not negatively impact City water and wastewater infrastructure and services that are consistent with current infrastructure and services master plans.

**PW-Stormwater: Staff believes that this finding can be met based on the following information:**

Development of the subject property pursuant to any of the uses permitted by right under the zoning district would result in impacts on City infrastructure and services that are consistent with current infrastructure and service master plans.

**Power: Staff believes that this finding can be met based on the following information:**

Three phase overhead power is located along the east side of Gorom Avenue. Underground three phase power will be installed along the north side of East 11th Street when this area develops. The uses allowed are consistent with the Power Division's existing infrastructure and system master plan.

***Finding 5. Development of the subject property pursuant to any of the uses permitted by right under the zoning district being requested would result in development that would not be detrimental to the health, safety, or welfare of the neighborhood or general public.***

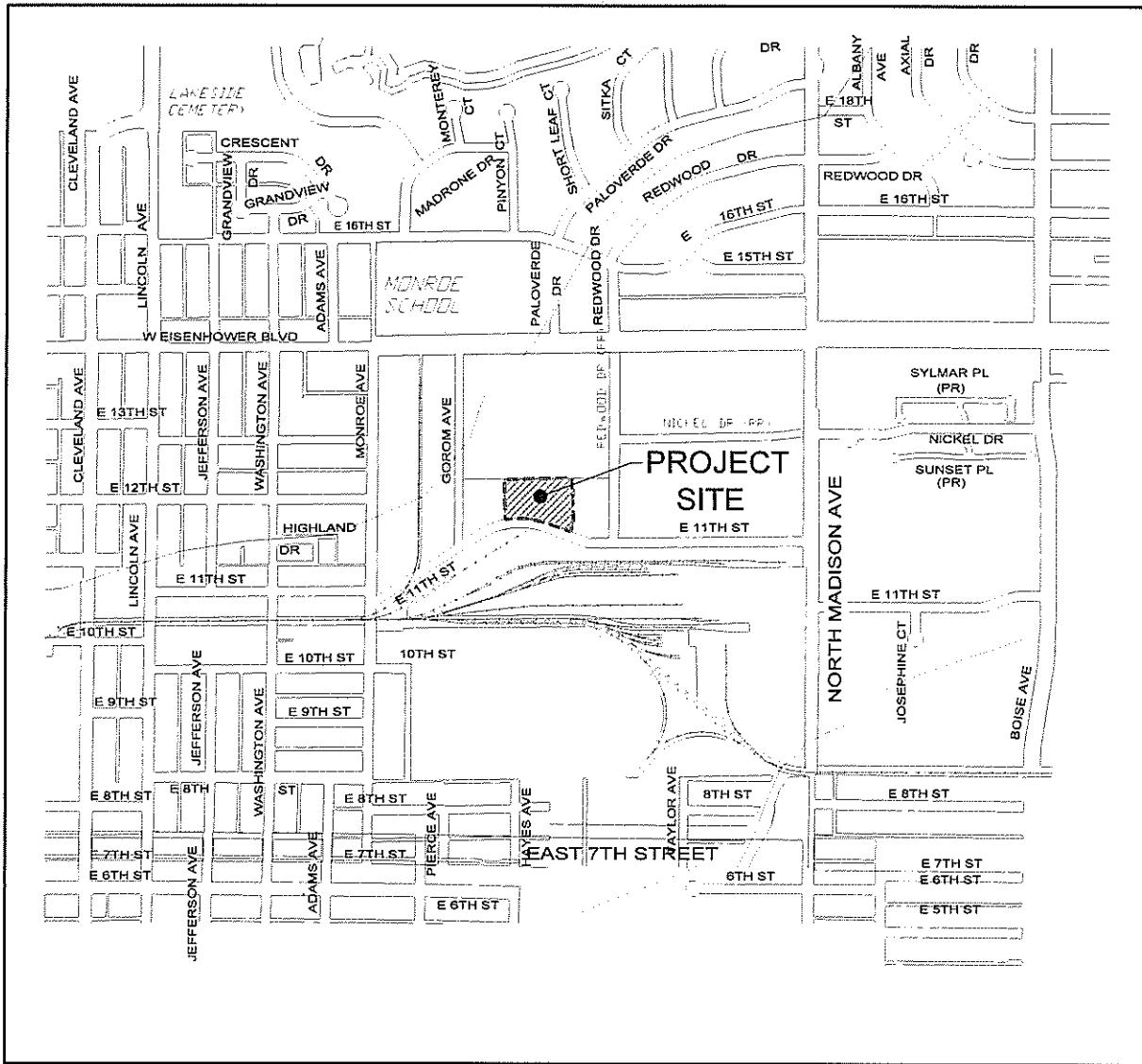
**Current Planning: Staff believes that this finding can be met based on the following information:**

All development on the property will be governed by all applicable City codes and standards. Application by the City of these codes and standards to any proposed development on this property will assure that approved uses will not be detrimental to the health, safety, or welfare of the neighborhood or general public.

**VIII. RECOMMENDED CONDITIONS:**

There are no staff recommended conditions for this rezoning application.

# Vicinity Map:



## Great Western 3rd Subdivision Rezoning

NOT TO SCALE



**TB GROUP**  
landscape architecture | planning | illustration

444 Mountain Ave. | TEL 970.532.5891  
Berthoud, CO 80513 | web TBGroup.us

**PC ATTACHMENT 1**

REZONING LEGAL DESCRIPTION  
FOR A PORTION OF LOT 1 BLOCK 1 OF GREAT WESTERN THIRD SUBDIVISION

Being a portion of Lot 1 Block 1 of Great Western Third Subdivision as recorded September 7, 2001 at reception number 20010080064 of Larimer County, Colorado records, and situated in the Northeast Quarter of Section 13, Township 5 North, Range 69 West of the Sixth Principal Meridian, City of Loveland, County of Larimer, State of Colorado More particularly described as follows:

Assuming the North line of Lot 1 Block 1 of said Great Western Third Subdivision as Bearing North 88°36'50" East according to the Final Recorded Plat thereof, with all bearings contained herein relative thereto:

Beginning at the Northeast corner of Lot 1 Block 1 of Great Western Third Subdivision; thence South 01°23'10" East, along the Western right-of-way of Redwood Drive, a distance of 205.94 feet;

thence departing said Westerly right-of-way line, South 66°10'00" West a distance of 89.29 feet; thence along the arc of a tangent curve to the right having a radius of 630.00 feet, and a central angle of 20°17'04", an arc length of 223.04 feet, the chord of said curve bears South 76°18'32" West a distance of 221.88 feet, to a point on the Northern right-of-way line of East 11th Street; thence North 70°50'37" West, along said Northerly right-of-way line, a distance of 97.32 feet; thence continuing along said Northerly right-of-way, along the arc of a tangent curve to the left having a radius of 445.00 feet, and a central angle of 31°07'48", an arc length of 241.78 feet, the chord of said curve bears North 86°24'48" West a distance of 232.50 feet;

thence departing said right-of-way line, North 00°12'31" West a distance of 232.50 feet to a point in the North line of Lot 1 Block 1 of said Great Western Third, Subdivision; thence North 88°36'50" East, along said North line, a distance of 623.57 feet to the Point of Beginning,

containing an area of 156,251 square feet, 3.587 acres

As revised May 18, 2015  
Michael J. DeDecker PLS

**REZONING ASSESSMENT**  
**REDWOOD BUSINESS PARK**  
**6/24/15**

(i) The purposes set forth in Section 18.04.010 of the Loveland Municipal Code would be met if any use permitted by in the zone district being requested was developed on the subject property.

The Redwood Business Park a.k.a. the Walsh Property is currently zoned I-Developing Industrial on the west side of the property, B-Developing Business on the central and east side. The southeast corner is zoned I-Developing Industrial. The rezone application seeks to rezone the B-Developing Business portion of approximately 3.587 acres to I-Developing Industrial.

The proposed uses envisioned for the property are similar to the existing Anasazi Park development in Loveland. Possible uses permitted by right may include, general contracting, light industrial and manufacturing uses, retail and wholesale sales, manufacturing, experimental and testing laboratories, administrative, insurance and research facilities. This Redwood Business Park will be reviewed through the City's Site Development Plan review process to ensure that health, safety and welfare concerns are met. More intensive uses such as a crematorium or outdoor firing range are not envisioned as possible uses for the Redwood Business Park. However, if more intense uses such as these are proposed then the City's Development Code would require that a more discretionary review process be required.

The following criteria outlined in the development code section 18.04.010. will be followed with the Redwood Business Park. Following are

- **“Lessen congestion in the streets, facilitate the adequate provision of transportation”**  
A traffic report will be conducted to ensure that appropriate planning and engineering standards are followed to provide safe circulation and access to proposed businesses in the Redwood business park. Roadway improvements are also proposed for 11th Street which will provide site access and actually improve the flow of traffic in the area.
- **Promote safety, fire prevention, health and general welfare of the public.**  
Through Site Development Plan review process, the City of Loveland Engineering and Fire Department will evaluate and review the development proposal to ensure that safe vehicular circulation, access points and adequate fire prevention measures are put in place. Pedestrian walks will also be constructed to provide safe and efficient connections throughout the Redwood Business Park and to nearby businesses.

- **Compatibility with the neighborhood**

The Architecture proposed for this property is envisioned to add character and value to the area by providing attractive and functional buildings that are utilize materials and colors that are compatible with existing businesses in the area.

In summary the Redwood Business Park rezone will be compatible with the character of the existing zoning in the neighborhood and will be consistent with the purposes set forth in Section 18.04.010 of the Loveland Development Code to promote, health, safety, and welfare.

- (ii) **Development of the subject property pursuant to any of the uses permitted by right under the zoning district being requested would result in development that is compatible with existing land uses adjacent to and in close proximity to the subject property to be effected by development of it.**

The Redwood Business Park is adjacent I-Industrial zoned properties on its western and southern boundaries. To the North is the Jax department store which utilizes their south boundary for the storage of materials and equipment. To the East is the Home Depot Store that caters to the general public as well as the industrial and building trades. Many of the same types of businesses that are expected to be tenants of the Redwood Business Park.

Permitted uses by right may include, general contracting, light industrial and manufacturing uses, retail and wholesale sales, manufacturing, experimental and testing laboratories, administrative, insurance and research facilities. The proposed architecture and landscaping of the Loveland Business Park will consist of high quality materials and will meet or exceed City of Loveland Development Code standards.

- (iii) **Development of the subject property pursuant to any of the uses permitted by right under the zoning district being requested would result in impacts on City infrastructure and services that are consistent with current infrastructure and services master plans.**

Possible uses for the Redwood Business Park as permitted by right may include, industrial and manufacturing uses, retail and wholesale sales, manufacturing, experimental and testing laboratories, administrative, insurance and research facilities. More intensive uses "worst case" uses such as a crematorium or outdoor firing range are allowed under permitted uses, however these are not the types of businesses that are planned for the Redwood Business Park. More intensive uses of this type would be subject to a stricter development review and specific conditions could be put in place to ameliorate the impacts to surrounding businesses and neighbors in the area.

As part of the development process a traffic report will be required to assess the future traffic impacts for the property and surrounding roadway infrastructure. The aforementioned typical uses and intensive uses will be taken into account during the traffic study to arrive at a plan that is the most effective in identifying and addressing traffic impacts.

Vehicular access to the Redwood Business Park is via Gorom Avenue to the west, Redwood Drive to the East and 11th Street to the south of the property. Ultimate build out for the project will require the full construction of 11th Street from Redwood to Gorom Avenue. This connection will serve the proposed businesses in the Redwood business park and provide vehicular circulation routes to the west and east, therefore helping to alleviate vehicular impacts to the roadway system and improving overall traffic flows in the area.

Water and sewer is located adjacent to the northern property line and is available via an existing 8" City of Loveland waterline and an 8" City of Loveland sanitary sewer line. Electricity is available from an existing City of Loveland overhead power line located at the northwest corner of the property.

- (iv) Development of the subject property pursuant to any of the uses permitted by right under the zoning district being requested would result in development that is consistent with the policies contained in section 4 of the Loveland Comprehensive Master Plan.

The policies for the Industrial land use areas in Section 4 of the Loveland Comprehensive Master Plan are addressed below.

**ILU1:** Industrial land uses are encouraged to locate near transportation facilities that offer the required access to the industry and will not create demands which exceed the desired capacity of the existing and future transportation network of the City

The project site is easily accessible from the existing network of streets surrounding the property. At full build out improvements will be made to extend 11<sup>th</sup> Street from Redwood Drive to Gorom Avenue providing an important road connection to improve traffic flows in the area. Additionally, a traffic analysis has been completed for the proposed build out of the Redwood Business Park site. The report took into account the various uses that are permitted by and the results indicated that key intersections in the area will operate at acceptable levels of service during both the morning and afternoon peak hours in the short range (2019) and future.

**ILU2:** Industrial development should locate within the City where the proper sizing of facilities such as water, sewer, electric, communication and transportation has occurred or can be properly planned and implemented.

Existing water, sewer, electric, communication and transportation are located in the vicinity of the proposed Redwood Business Park site. Future typical permitted uses would be able to access an existing 8" City of Loveland waterline and an 8" City of Loveland sanitary sewer line located adjacent to the northern property line. Electricity is available from an existing City of Loveland overhead power line located at the northwest corner of the property.

**ILU3:** Applicable elements of the U.S. 34 Corridor Plan should be considered when evaluating industrial development proposals that lie within the area of the U.S. 34 Corridor Plan.

The City of Loveland Comprehensive plan refers to the land uses in the vicinity of the proposed Redwood Business Park as being a variety of mixed land use categories that "provide flexibility consistent with the need to encourage development and redevelopment." The development of the Redwood Business Park creates an attractive quality development on an infill parcel of land within the City and also serving as a catalyst for future development in the area.

The City's Comprehensive Land Use Plan designates the Redwood Business Park Site as E-Employment. The E-Employment land use encourages an overall "campus-type of development compatible with the existing and developing character of the neighborhood". Given the proximity to neighboring industrial zoned properties and the location of the Great Western Railway near the southern boundary the I-Industrial zone is more compatible with the developing character of the neighborhood. Additionally, Campus-type developments are typically part of a much larger parcel of land, that allow for a larger variety of uses and amenities. The Redwood Business Park is only 5.8 acres in size. Given its smaller size a more efficient site plan is required to make the project financially viable.

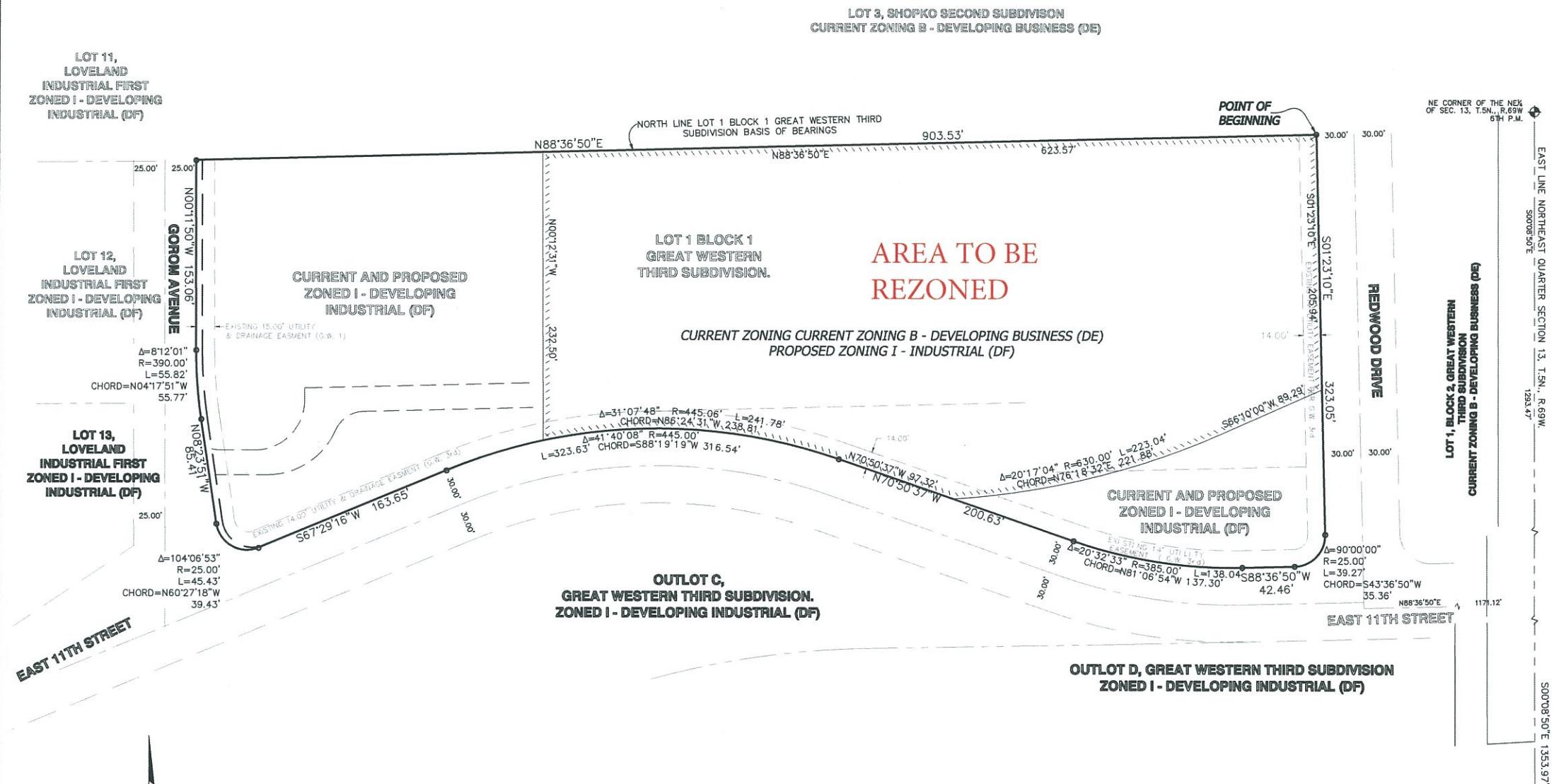
Additionally a variety of permitted uses in the E-Employment zone are also permitted uses in the I-Industrial zone. The Redwood Business Park will also provide jobs and businesses that will contribute to the City's tax base.

- (v) Development of the subject property pursuant to any of the uses permitted by right under the zoning district being requested would result in development that is not detrimental to the health, safety, or welfare of the neighborhood or general public.

Possible uses as permitted by right may include, general contracting, light industrial and manufacturing uses, retail and wholesale sales, manufacturing, experimental and testing laboratories, administrative, insurance and research facilities and are not detrimental to the health, safety, or welfare of the general public. More intensive uses such as a crematorium or outdoor firing range are allowed under permitted uses, but are not envisioned for the Redwood Business Park. These types of uses would also be required to undergo a more stringent development review process to ensure that land uses do not pose a health safety welfare issue to the public.

## REZONING MAP

BEING A PROTION OF LOT 1, BLOCK 1, GREAT WESTERN THIRD SUBDIVISION  
SITUATED IN THE NORTHEAST QUARTER OF SECTION 13,  
TOWNSHIP 5 NORTH, RANGE 69 WEST OF THE 6th PRINCIPAL MERIDIAN,  
CITY OF LOVELAND, LARIMER COUNTY, COLORADO



REZONING LEGAL DESCRIPTION  
FOR A PORTION OF LOT 1 BLOCK 1 OF GREAT WESTERN THIRD SUBDIVISION  
Being a portion of Lot 1 Block 1 of Great Western Third Subdivision as recorded September 7, 2001 at reception number 20010000064 of Larimer County, Colorado records, and situated in the Northeast Quarter of Section 13, Township 5 North, Range 69 West of the Sixth Principal Meridian, City of Loveland, County of Larimer, State of Colorado More particularly described as follows:  
Assuming the North line of Lot 1 Block 1 of said Great Western Third Subdivision as Bearing North 88°36'50" East according to the Final Recorded Plat thereof, with all bearings contained herein relative thereto:  
Beginning at the Northeast corner of Lot 1 Block 1 of Great Western Third Subdivision; thence South 01°23'10" East, along the Western right-of-way of Redwood Drive, a distance of 205.94 feet; thence along the arc of a tangent curve to the right having a radius of 630.00 feet, and a central angle of 201°7'04", an arc length of 223.04 feet, the chord of said curve bears South 76°18'32" West a distance of 221.88 feet, to a point on the Northern right-of-way line of East 11th Street; thence North 70°30'37" West, along said Northern right-of-way line, a distance of 97.32 feet; thence continuing along said Northern right-of-way, along the arc of a tangent curve to the left having a radius of 445.00 feet, and a central angle of 310°7'48", an arc length of 241.78 feet, the chord of said curve bears North 86°24'31" West a distance of 232.50 feet; thence continuing along said right-of-way line, North 86°24'31" West a distance of 232.50 feet to a point in the North line of Lot 1 Block 1 of said Great Western Third Subdivision; thence North 88°36'50" East, along said North line, a distance of 623.57 feet to the Point of Beginning, containing an area of 156,251 square feet, 3.587 acres

Basis of bearing assuming the North line of Lot 1, Block 1 of the Great Western Third Subdivision as bearing North 88°36'50" East, according to the recorded plat of Great Western Third Subdivision, with all bearings contained herein relative thereto.

PREPARED APRIL 22, 2015 BY CDS  
ENGINEERING CORP.,  
BASED UPON EXISTING RECORDED PLATS

DATE	RECORD OF ISSUE	BY
04-24-15	INITIAL ISSUE	MJD
05-18-15	ADDRESSED COMMENTS	MJD



Engineering  
Corporation

165 2nd St. S.W., Loveland, Colorado 80537 Tele: (970) 667-8010  
"Consulting Engineers and Professional Construction Managers"  
CIVIL / STRUCTURAL ENGINEERING, GEOTECHNICAL AND FOUNDATION ENGINEERS,  
DAMS AND RESERVOIRS, LAND AND MUNICIPAL PLANNING, LAND AND CONSTRUCTION SURVEYS  
SOILS / CONCRETE / ASPHALT TESTING AND FIELD INSPECTION

CLIENT:  
WALSH CONSTRUCTION INC.

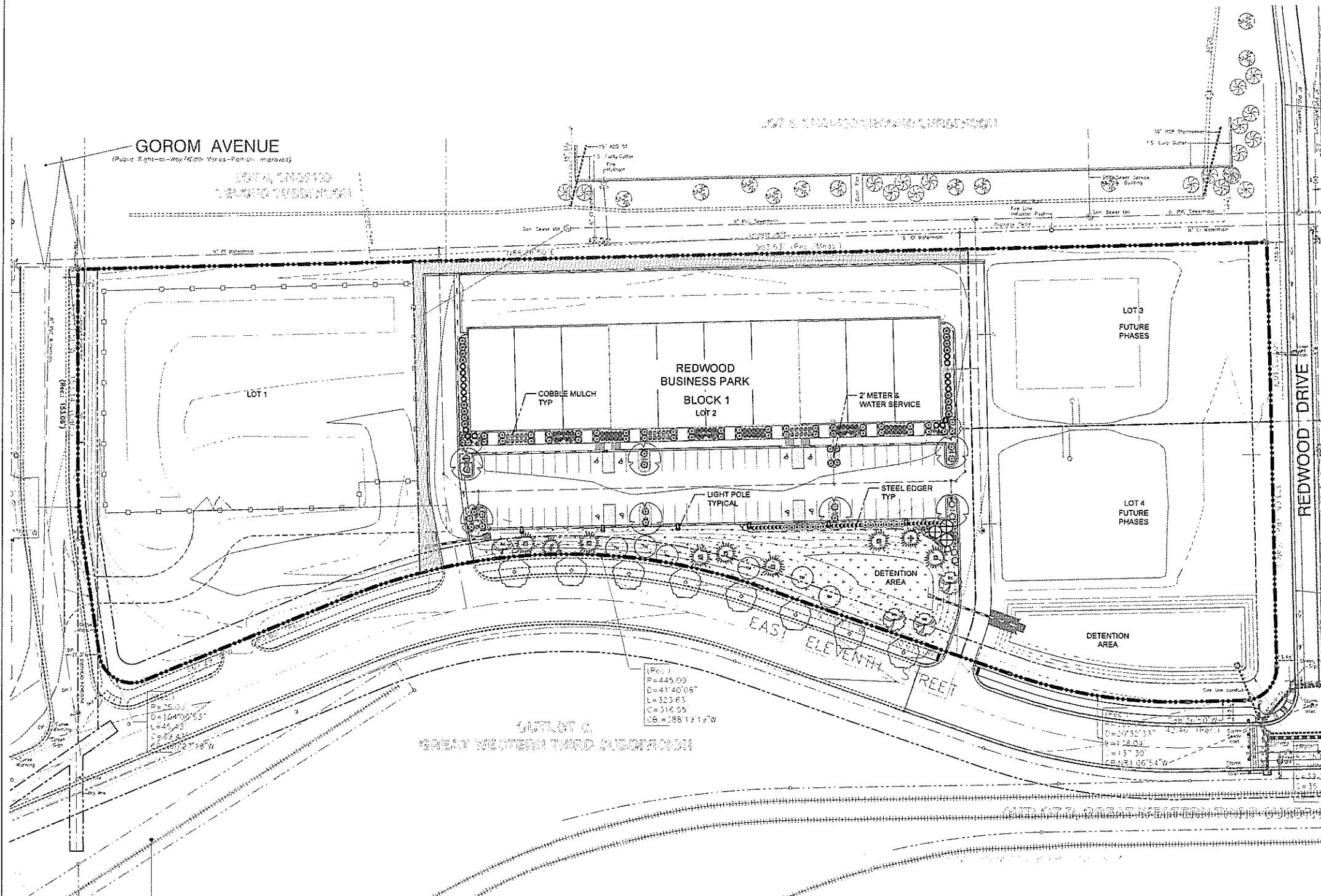
PROJECT TITLE:  
LOT 1 BLK 1 GREAT WESTERN  
THIRD SUBDIVISION

SHEET TITLE:  
REZONING MAP

PROJECT NO.  
14-7116  
DRAWING NO.  
REVISION NO.  
SHEET  
1 OF 1

# REDWOOD BUSINESS PARK

LOT 1, BLOCK 1, GREAT WESTERN THIRD SUBDIVISION, SITUATE IN THE NORTHEAST QUARTER OF SECTION 13, TOWNSHIP 5 NORTH, RANGE 69  
WEST OF THE 6TH P.M., TO THE CITY OF LOVELAND, COUNTY OF LARIMER, STATE OF COLORADO

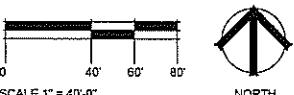


## PLANT LIST

KEY	QTY	RATIO	COMMON NAME	BOTANICAL NAME
<b>SHADE/CANOPY TREES - 15</b>				
●	8	16.0%	HONEY LOCUST	Gleditsia triacanthos 'Kramerii', 'Shademaster'
●	7	19.4%	LINDEN, 'GREENSPRE'	Tilia cordata, 'Greenspre'
<b>EVERGREEN TREES - 9</b>				
●	2	5.6%	BAKERI SPRUCE	abies 'Bakeri'
●	7	19.4%	COLORADO SPRUCE	Picea pungens (Green)
<b>ORNAMENTAL TREES - 12</b>				
●	4	11.1%	CRABAPPLE, RADIANT	Malus, 'Radiant'
●	6	16.7%	MAPLE, HOT WINGS	Acer tataricum, 'Hot Wings'
●	2	9.4%	SPRING SNOW CRABAPPLE	Malus 'Spring Snow Crabapple'
<b>EVERGREEN SHRUBS - 71</b>				
○	65	-	JUNIPER, BLUE CHIP	Juniperus horizontalis 'Blue Chip'
○	6	-	JUNIPER, SCANDIA	Juniperus sabina 'Scandia'
<b>DECIDUOUS SHRUBS - 16</b>				
○	3	-	AUTUMN BRILLIANCE, SERVICEBERRY	Amerobothrus grandiflorus 'Autumn Brilliance'
○	16	-	DOGWOOD, ISANTI	Cornus stolonifera 'Isanti'
○	17	-	DIYARTE BURNING BUSH	Euonymus alatus 'Compactus'
○	16	-	JUDY VIBURNUM	Viburnum x juddii
○	24	-	MISS KIM DIYARTE LILAC	Glycine clandestina, 'Miss Kim'
○	20	-	RUSSIAN SAGE	Peregrinae asperifolia
<b>PERENNIALS/GRASSES - 111</b>				
+	27	-	DAIRY FOUNTAIN GRASS	Pennisetum alopecuroides 'Hameln'
○	45	-	FEATHER REED GRASS	Calamagrostis 'Karl Foerster'
○	30	-	MICANTHUS GRASS, PURPURASCENS	Micanthus 'Purpurascens'
○	9	-	SUNSET HYSSOP	Agastache 'Sunset'

## LANDSCAPE LEGEND

■	IRRIGATED TURF
■	DURA-TURF FESCUE BLEND - SOD/SEED
■	2'-4' RIVER COBBLE
■	NATIVE SEED - NOIRRIGATED
- - -	STEEL EDGER, ROUNDED TOP



## REDWOOD BUSINESS PARK

855 E. 11TH STREET  
Loveland, Colorado

WALSH  
CONSTRUCTION  
INC.

PH: 970.622.8227

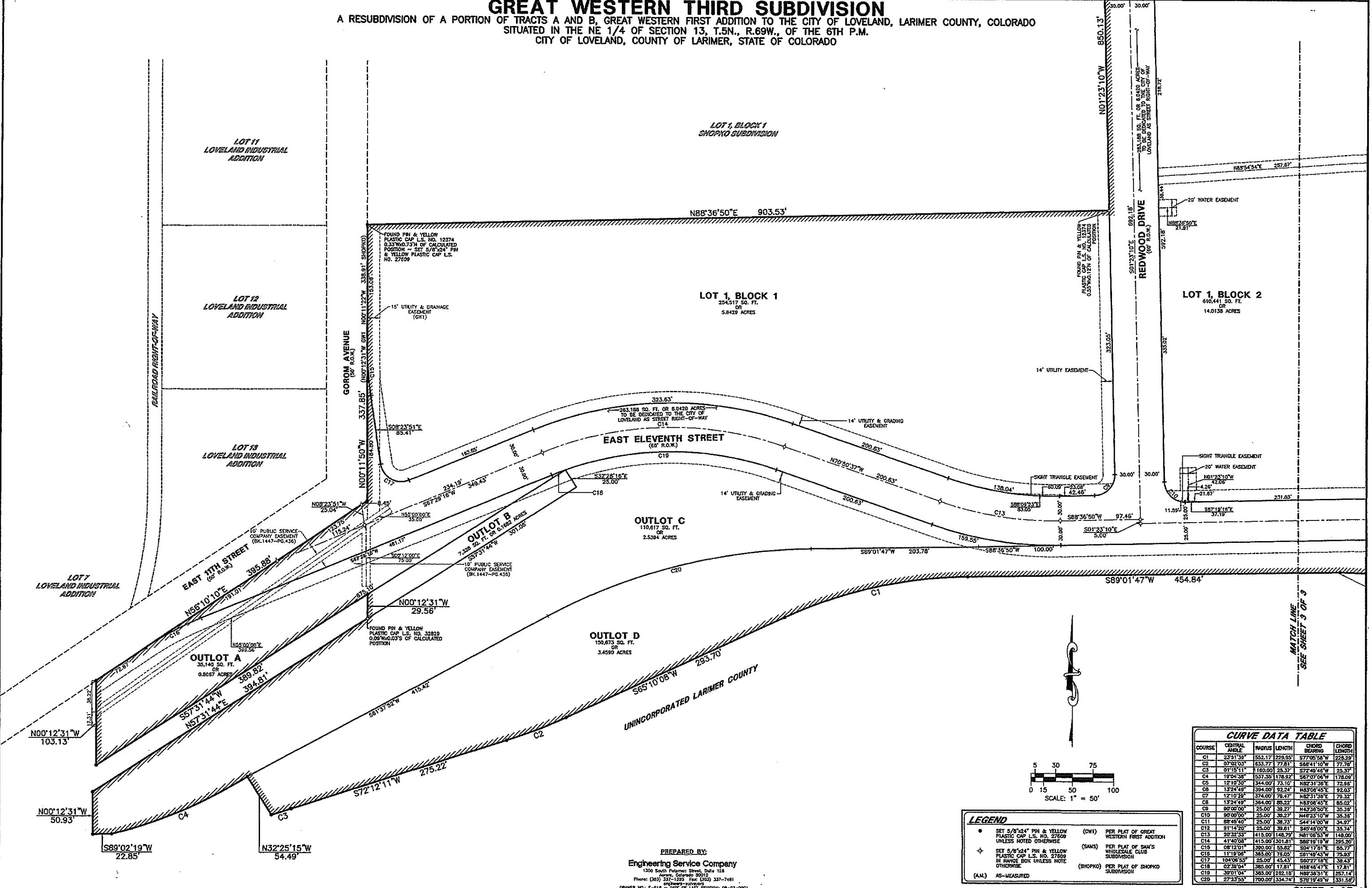
Date: 5/27/15

Landscape Plan

Sheet Number: 1

of: 2

**GREAT WESTERN THIRD SUBDIVISION**  
 A RESUBDIVISION OF A PORTION OF TRACTS A AND B, GREAT WESTERN FIRST ADDITION TO THE CITY OF LOVELAND, LARIMER COUNTY, COLORADO  
 SITUATED IN THE NE 1/4 OF SECTION 13, T.5N., R.69W., OF THE 6TH P.M.  
 CITY OF LOVELAND, COUNTY OF LARIMER, STATE OF COLORADO





## Community & Strategic Planning

500 East Third Street, Suite 310 • Loveland, CO 80537

(970) 962-2745 • Fax (970) 962-2945 • TDD (970) 962-2620

[www.cityofloveland.org](http://www.cityofloveland.org)

### PLANNING COMMISSION STAFF MEMORANDUM

**ITEM NO:** 1

**PLANNING COMMISSION MEETING:** AUGUST 24, 2015, 6:30 pm

---

**TITLE:** Presentation by Urban Land Institute on Building Healthy Places, Workshop #3; Highway 287 Corridor

**STAFF CONTACT:** Greg George

**ACTION:** Informational item

---

#### ATTACHMENTS

1. Building Healthy Places – Workshop #3: Highway 287 Corridor - Final Report
2. Slide presentation

#### BACKGROUND

In 2012, the Colorado Health Foundation and the Urban Land Institute launched the Building Healthy Places Initiative. The initiative links alarming health factors – particularly obesity and related diseases – to the physical design of communities that discourage active lifestyles, while limiting access to healthy food. On April 2, 2015, members from the Urban Land Institute conducted a one day workshop to assess a section of the Highway 287 Corridor with respect to the goals of the Building Healthy Places Initiative.

Michael Leccese will be presenting the ULI Final Report to the Planning Commission.

# Building Healthy Places

*Workshops on healthy solutions  
for the built environment.*

---

**Workshop #3: Highway 287 Corridor  
Loveland, Colorado**

**April 2, 2015**



- I) Overview
- II) What's the problem with 287?
- III) Findings: Challenges and Opportunities
- IV) Recommendations
- V) What's Next?
- VI) Appendix: Panel bios, Stakeholders, and Acknowledgments



## I. Overview



In 2012, the Colorado Health Foundation and the Urban Land Institute, a 501-c-3 nonprofit membership organization dedicated to best practices in land use, launched the Building Healthy Places Initiative. The initiative links alarming health factors – particularly obesity and related diseases – to the physical design of communities that discourages active lifestyles, while limiting access to healthy food. This is especially a problem in lower-income areas where residents may not be able to afford health clubs, youth sports leagues, or shopping at Whole Foods. Active living, healthy food, access to nature, and a strong sense of community are not a luxury and must be embedded in or near their neighborhoods.

### The initiative seeks to make an impact in specific areas including:

- Active living: Buildings and community design that encourages walking, cycling, play and other physical activity as part of everyday life
- Access to healthy food. Many communities lack a local market that sells fresh food, farmers market, or community gardens. High-calorie, low-cost fast food is a cheaper alternative
- Healthy buildings that are energy efficient, have good indoor air quality, and invite access to natural light and fresh air
- Access to parks and natural areas
- A safe public environment essential for active living, community gardens, playgrounds, and other outdoor activities
- A strong sense of community to foster social and mental health

In 2013, ULI and CHF studied three Colorado communities – Arvada, Lamar and the Westwood neighborhood of Denver—to recommend physical improvements. Later that year, ULI Colorado—the 1,100-member District Council of the international ULI—received a \$10,000 grant from the ULI Foundation to work with another two Colorado communities in a new program of Building Healthy Places Workshops. This resulted in studies of Lake Creek Village in Edwards, Colorado, and the 40th and Colorado FasTracks station area in Denver (reports available on request).



In 2014, the Colorado Health Foundation awarded a grant to ULI Colorado to study two more communities. Through a competitive application process, a selection committee chose applications from Loveland and Pueblo for BHP workshops taking place in Spring 2015.



730 17th Street #750  
Denver, CO 80202

P: (303)893-1760  
E: Colorado@uli.org  
<http://colorado.uli.org>

*Katie Guthrie holds a new ULI publication, "Building Healthy Places." Photo taken during the panelists tour of Highway 287.*

## II. What's the problem with 287 from 29th to 37th?

3

*"We started calling Loveland the City of Gardens and Art. This should be celebrated in everything you do. We think art should be a big part of the improvements on 287. This defines the city and really separates Loveland from any other city."* – Chris Dunn, ULI panel chair



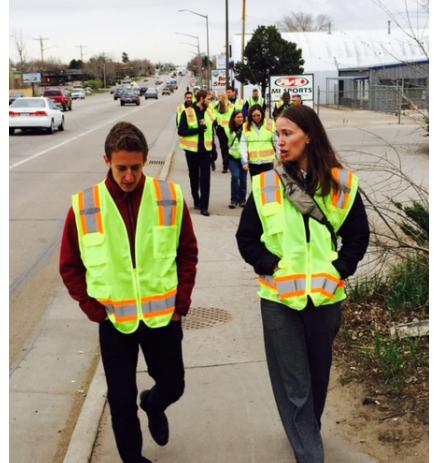
Artworks from Loveland's Benson Sculpture Park. The panel discussed using art to brand 287 as a gateway.

A tour of this section of arterial road neatly summarized the issue. Simply to stroll down this stretch, ULI volunteers and stakeholders had to don bright reflective safety vests while walking on a highway shoulder as vehicles sped by. They walked past a mixed-bag of fairly active retail, vacant lots, used-car lots, and fraying signs.

Katie Guthrie of CanDo said that when she takes schoolchildren on this tour, they often ask, "Who made this place this way?" The answer is no one did intentionally. The corridor evolved haphazardly with little thought to pedestrians, cyclists or transit riders. The corridor also includes low-income residences, the elderly and nonprofits providing social services—two populations who tend not to drive.

### The community identified four major areas of concern:

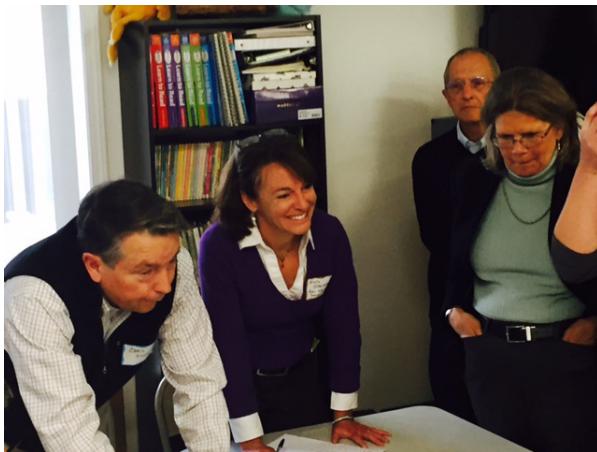
1. Walkable/bikeable access to goods and services (especially for vulnerable populations)
2. Public safety
3. Connectivity between neighborhoods, commercial areas, schools, parks, and transit
4. Safe access to play spaces



Panelists Max Gibson and Angela Loder touring corridor.



Looking for solutions, the ULI panel studied an advance packet of background information, toured 287 and worked with local officials and residents for a daylong workshop at Orchards North on Thursday, April 2. The volunteer panel included experts in real estate development, transportation planning, traffic engineering, landscape architecture, urban planning, and public health.



ULI Colorado Panelists hard at work! Left: Chris Dunn and Emily Gloeckner; right: Max Gibson.

The guest ULI panel identified the following general barriers to addressing these issues:

1. Design of adjacent suburban neighborhoods where streets and paths do not connect to destinations except by car travel
2. Little incentive for new private investment in commercial areas that could transform them from “auto-oriented” to “pedestrian-friendly”
3. Adjacent right-of-way may not be wide enough to add detached sidewalks and paths
4. Not enough public funding to “fix” all this infrastructure at once

***“Touchstone has two offices for family services but there is nowhere for families to go along 287. Most of our families are in or near poverty; also a lot of veterans. Most get here by bus walk bike, usually from the transit center.”— Chris Fine, Development Specialist, Touchstone Health Partners***



Panelist Greg Dorolek's overlay sketch.

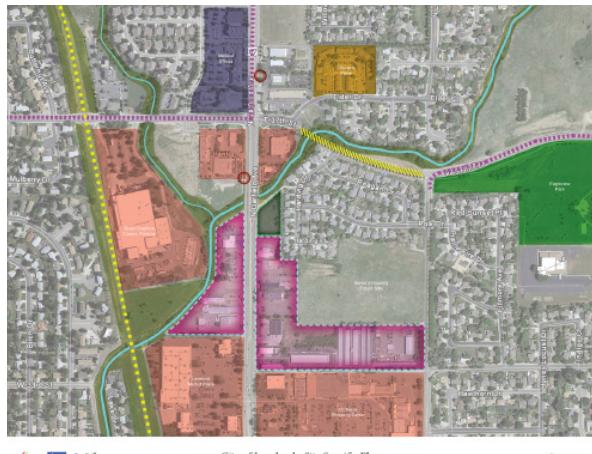
### III. Findings: Challenges and Opportunities

5

*"I see gaps that are technical but not daunting. Our panel could supply a vision but you have to figure out how to fund it. You've got \$13 million of need and \$100,000 a year to spend ... Are there stormwater funds, CDOT, ditch funds that can be applied?"—Greg Dorolek, ULI panelist*

#### Challenges:

- Corridor has “retail fatigue”—too much commercial zoning for the amount of vitality that local residents and drive-by can support
- There is low demand for new development or redevelopment in the corridor
- Most residents leave Loveland to go to work, which reduces local retail opportunities
- This will intensify with major retail developments underway in Fort Collins and Longmont
- The corridor lacks both an identity and sense of place
- There is little safe, appealing connectivity to adjacent neighborhoods. Kids can't walk or bike to school and residents can't reach the nearby supermarket and other services without car



*Current land use plan shows little connectivity between neighborhoods and 287.*

- As a result, local populations (low-income and children for example) are “vulnerable” to more health issues without access to fresh food and active living
- The border of the 287 right of way lacks room to add full tree lawns and detached sidewalks that are continuous
- There is no obvious funding for a project to improve 287

#### Opportunities:

*“Start looking at idea of Lincoln as having a more pedestrian character. It would still have autos on it but would be prioritized for pedestrians and bikes. As it connects with 287, it creates an opportunity for a monumental gateway featuring sculpture.”*

—Christopher A. Smith, Colorado Health Foundation



*“You can add room for pedestrians and bicycles while maintaining four lanes of vehicle travel on 287.”*

—Emily Gloeckner

- Loveland has a great identity based on its geography, foundries, public art, galleries and art festivals

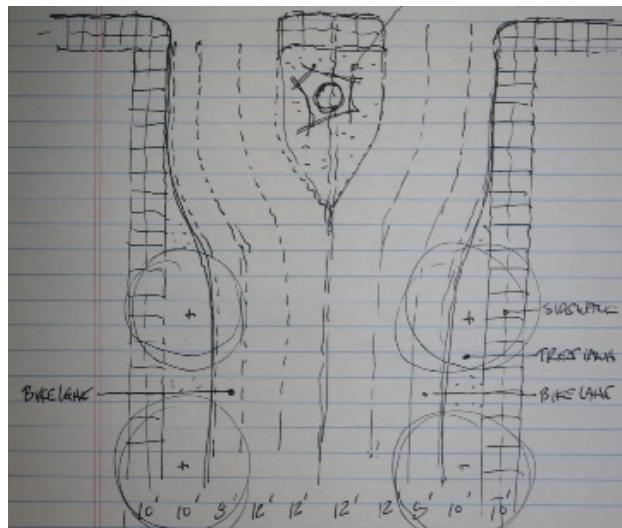


- This “brand” can be extended to other parts of the city including the 287 study area
- Benson Sculpture Park is essentially “full” and the city continues to purchase 3-5 new sculptures a year
- The corridor is well-positioned as a “gateway” to Loveland’s historic downtown and to the Big Thompson corridor
- Adjacent streets can be upgraded as pedestrian-bikeways that connect residential neighborhoods to retail services
- Highway 287 itself has the capacity to be redesigned with public art, dedicated bike/ped-ways, and landscaped medians
- Strategic rezoning (particularly at 37th Street) and new streetscapes may encourage new residential “infill” development

**"29th Street at 287 is primed to be a gateway. The two-block space as a dead zone is really a disservice to the city."**  
—Max Gibson, ULI panelist

A) General recommendations:

1. Plan a north-south, east-west ped-bike network linking specific destinations. The panel identified five schools, six parks, lower-income communities, the transit center, bus stops, retail and medical amenities, the Benson Sculpture Park, and open space.
2. Open discussions with CDOT on improving this section of 287. Using the panel's schematic designs and precedents from other communities, advocate for pedestrian and bicycle improvements that maintain level of service and traffic flow. This can be achieved, for example, without reducing the number of auto traffic lanes.

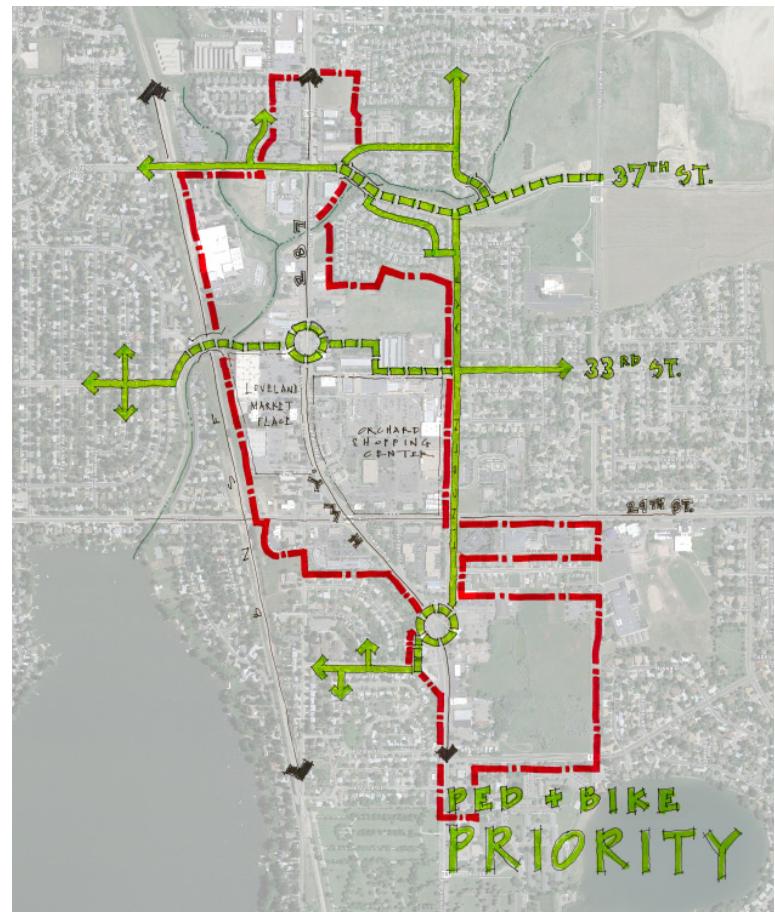


Pictured above and right are traffic and streetscape schematics, provided by panelist Emily Gloeckner. These show an alternative road that provides ped and bike routes without compromising the number of lanes.

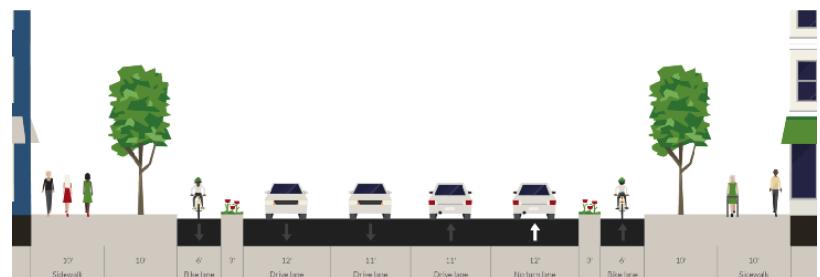
3. Begin exploring funding partnerships including Federal grants, DOLA, Colorado Health Foundation, LiveWell, Mile High Connects.

4. Begin exploring such public funding alternatives such as Tax-Increment Finance, Enterprise Zones, CDOT funding (examples in Boulder and Fort Collins), public art funding.

5. Begin negotiating for potential rights-of-way (along ditches and rail tracks, for example), to create important links for non-vehicular travel.



The panel's schematic design for new connections for bikes and pedestrians.



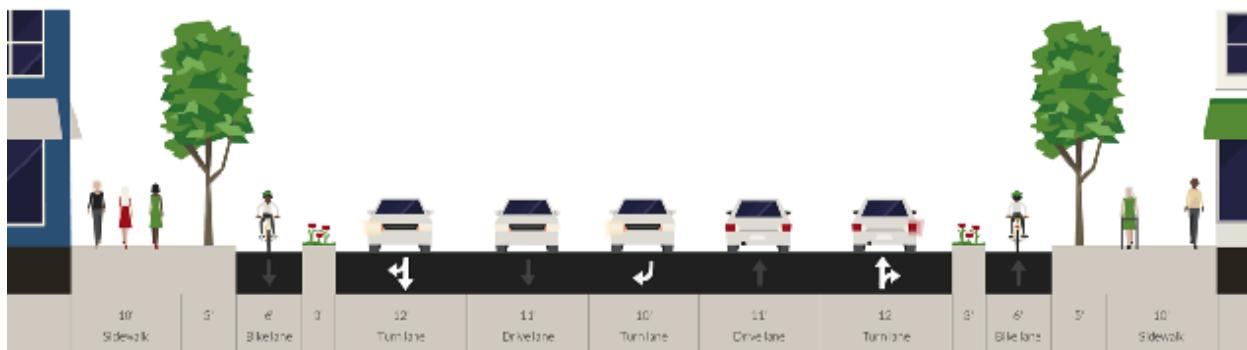
## B) Specific recommendations for the Redesign of 287:

***“When you slow cars down, the value of adjacent land goes up. All the places in the world where the traffic slows down have the highest land value. Highway 287 today is designed to help people in Loveland to leave and go shopping in Fort Collins.”*** – Jeff Bedard, ULI panelist

***“Make a distinction between recreational and commuter paths. I don’t know many women who would go down a dark path at night to go the grocery store.”*** – Angela Loder, ULI panelist

***“We surveyed kids and they would rather be on a separate path on a busy road rather than a separate, out-of-site path.”*** – Shelley Aschenbrenner, Staff Engineer, City of Loveland

1. “Brand” the corridor using strategically placed public art purchased through an existing city program.
2. Use public art and landscaping to create gateways to the corridor and other Loveland destinations.
3. Repurpose the overly wide shoulders and acceleration/deceleration lanes as dedicated and safe sidewalks and bike trails, including landscapes “tree lawn” buffers from the main roadway (see diagram below left).



4. Reduce the length of left-turn “suicide” lanes to make room for landscaped medians (see upper diagram).
5. Create dedicated “bicycle boulevards” (also for peds) bike-pedestrian ways along 33rd, 37th to link residents to the Orchard Shopping Center, Loveland Marketplace and other amenities.
6. Explore the possibility of using part of the BNSF right of way as a bike-ped path (provides a North-South link).
7. Explore the possibility of a trail, connections and open space with the private owners of the Dry Creek canal that crosses 287 near Orchards North housing.

***“Some streets that cross 287 can become what we call Bicycle Boulevards. You combine these streets with traffic calming elements. Vehicles might not be able to get through at every intersection but families can.”***

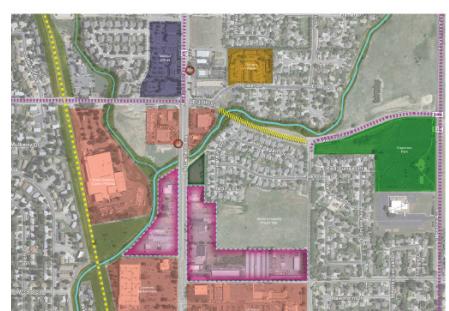
—Emily Gloeckner, ULI panelist

### Specific land use recommendations:

***“Some of these deeper lots along 287 could be ideal for multifamily, which would bring more people to live near the shopping and services.”***

—Loveland stakeholder

1. Rezone the odd-shaped parcel just north of Loveland Marketplace to encourage private investment, potentially in residential development.
2. Rededicate the vacant land bordered by Dry Creek, Harding Drive and auto-oriented stores as a public open space and sculpture garden.



*Pictured above right is the existing zoning. Below is the recommendation for the area, north of Loveland Market Place to be re-zoned.*

It is important that the Loveland leadership and community act on the momentum of this initiative and workshop. Achieving a long-term vision is hard, but getting started is fairly easy.

### Sample first steps:

- Find a champion (elected official, property owner or neighborhood resident) to advocate for change
- Appoint a citizen task force to study the recommendations and take them to the next level of detail and action
- Schedule a City Council presentation to present the Workshop findings and recommendations
- Begin thinking about a Pilot Project: What strategic redevelopment or streetscape improvement in the corridor would point the way toward a positive transformation of the entire corridor? How might this be funded?
- Pick a project that is fundable and will produce attractive, dramatic and highly visible results, even on a small scale

***"We've been here for six hours, but you can take the next step; for example, start identifying what these improvements will cost."***

—Emily Gloeckner, ULI panelist



Christopher Smith of Colorado Health Foundation works with panelists Angela Loder and Emily Gloeckner.

## Vi. Appendix

### Stakeholder Interviews:

#### *City of Loveland*

**Alison Hade**, Administrator, Community Partnership Office

**Karl Barton**, Planner, Community & Strategic Planning

**Mike Jacobsen**, Civil Engineer/Bicycle and Pedestrian Coordinator, Public Works

**Shelley Aschenbrenner**, Civil Engineer/Safe Routes to School Coordinator, Public Works

**Christopher Barnes**, Interim Transit Manager, Public Works

#### *Elected and Appointed Officials*

**Michele Fenwick-Forrest**, Planning Commission

**Joan Schaffer**, Ward II Loveland City Councilor and 287 Coalition Member

#### *Others*

**Sam Betters**, Executive Director, Loveland Housing Authority

**Kelly Burwell**, Obesity Prevention Coordinator, CanDo Loveland

**Bruce Croissant**, Citizen Advocate

**Edgar Dominquez**, Equity Coordinator, Vida Sana/CanDo Loveland

**Chris Fine**, Development Specialist, Touchstone Health Partners

**Megan Moore**, 287 Strategic Plan Project Manager, Logan Simpson Design

**Kelly Robenhagen**, Advisor, Project Self-Sufficiency

**Dixie Schmatz**, Citizen Advocate

**Jake Schuch**, EIT II, Colorado Department of Transportation

## Panelist Bios:



### **Jeff Bedard** **Founder, New Providence Company**

Jeff heads a mixed-use builder developer of residential, retail and office projects in high-density urban locations. He currently works with the National Renewable Energy Laboratory to help create sustainable, net-zero energy communities. Previously Jeff was a partner with Continuum Partners responsible for land acquisition, entitlements, permitting, project management, design, construction, sales and financing for over \$300 million of development.



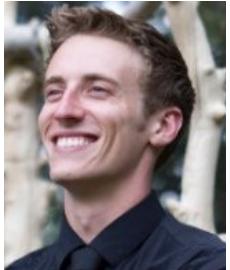
### **Greg Dorolek** **Principal & Project Manager, Wenk Associates**

Greg is a talented designer with experience in the planning and design of urban redevelopment including stormwater gardens, streetscapes, parks, trails and green infrastructure. He has a Bachelor of landscape Architecture from the University of Georgia and completed his Master of Landscape Architecture at Harvard's Graduate School of Design.



### **Chris Dunn (panel chair)** **Principal, Dunn & Kiley Landscape Architects**

Chris is a Colorado landscape architect and urban designer with experience in master planning and detailed design for resort, civic, retail and residential environments worldwide. His 35 years of professional practice have culminated in enduring solutions for complex and environmentally challenged development projects in Colorado, North America, Asia and the Middle East.



### **Max Gibson** **Jefferson County Public Health**

Max has eight years of experience in improving health outcomes of fringe communities as both a medical worker and a field guide. His specialties include stakeholder engagement, land use policy analysis, and community resilience development. Mr. Gibson's dual master's degrees in Public Health and Urban & Regional Planning address today's most important health issues: healthy eating, active living, and hazard mitigation.



### **Emily Gloeckner** **Civil Engineer, Fehr & Peers**

Emily's professional experience incorporates multi-modal analysis in all the work that she does, including the analysis of pedestrians, bicycles, transit and traffic on roadway systems. She has extensive experience with the design and layout of bicycle, pedestrian connections and routes, roadway design, signing and striping, signal systems, traffic operational analysis, and traffic forecasting.



### **Angela Loder** **Strategic Planner, Jefferson County Health**

Angela is a researcher and strategic planner whose work looks at sustainable urban form, health, and nature. She looks at how healthy buildings can be integrated with ecological city and planning objectives; how building design and access to nature impacts stress, concentration, and creativity; and what kind of interdisciplinary collaboration is needed to move health in buildings forward.



**Christopher Smith**  
**Colorado Health Foundation**

As a member of the foundation's Healthy Living outcome team, Christopher works closely with the Portfolio Director of Healthy Living and other members of the philanthropy and evaluation teams achieve the Foundation's mission. Responsibilities include program management, implementation and leadership of strategic initiatives. Chris holds master's degrees in architecture and public administration from the University of California at Los Angeles.

**Acknowledgements:**

*ULI Colorado is grateful to its sponsors, hosts, panelists and volunteers...*

Colorado Health Foundation, Christopher Smith, program officer

ULI Colorado Building Healthy Places committee chaired by:

**Susan Powers**, Urban Ventures LLC

**Josh Radoff**, YR&G

*Special thanks to the Loveland Working Group:*

**Bethany Clark**, Planner, Community & Strategic Planning, City of Loveland

**Katie Guthrie**, Health Planner, CanDo Loveland

**Greg George**, Director of Development Services, City of Loveland

**Leah Browder**, Director of Public Works, City of Loveland

**Ralph Trenary**, Ward IV Loveland City Councilor

*This Building Healthy Places Workshop was made possible by the partnership of...*



*Generously supported by: Colorado Health Foundation*



730 17th Street #750  
Denver, CO 80202

P: (303)893-1760  
E: Colorado@uli.org

<http://colorado.ulি.org>

# ULI Colorado Building Healthy Places Workshop

Loveland, CO

Thursday, April 2, 2015

# Building Healthy Places Initiative

Around the world, communities face pressing health challenges related to the built environment. For many years, ULI and its members have been active players in discussions and projects that make the link between human health and development; we know that health is a core component of thriving communities.

The ULI Building Healthy Places Initiative will build on that work with a multifaceted program—including research and publications, convening's, and advisory activities—to leverage the power of the Institute's global networks to shape projects and places in ways that improve the health of people and communities.

Through the two-year Building Healthy Places Initiative, which launched in July 2013, ULI is working to promote health across the globe.

# Building Healthy Places Overview

## What Is a Healthy Place?

Healthy Places are designed, built, and programmed to support the physical, mental, and social well-being of the people who live, work, learn, and visit there.

- they offer healthy and affordable housing options, and a variety of transportation choices
- they provide access to healthy foods, the natural environment, and other amenities that allow people to reach their full potential.
- they are designed thoughtfully, with an eye to making the healthy choice the easy choice, and are built using health-promoting materials.
- they address unique community issues with innovative and sustainable solutions.

# CITY OF GARDENS + ART



# CITY OF GARDENS + ART



# BACKGROUND

- ULI Colorado was asked by the City of Loveland to conduct a Building Healthy Places Workshop
- Panel members included architects, planners, engineers, developers, health professionals, and researchers
- Panel interviewed numerous stakeholders including residents, health providers, elected officials, transit and housing experts, employers and city staff

## Problem Statement:

The City of Loveland is generally a low-density community designed around the automobile, which is reflected in the auto-oriented land use and circulation patterns in Loveland. The Orchards North Project Area is no exception. The Project Area includes a section of US Highway 287, a linear commercial corridor, which is virtually devoid of sidewalks, forcing bicyclists and pedestrians to use the actual roadway or forgo the trip. Within and adjacent to the Orchards North Project Area, an under-served, under-represented population exists in mixed-density, mixed income neighborhoods.

The Building Healthy Places Workshop, when combined with all of the planning efforts the City has made, can serve to set the stage for clear, actionable steps towards an improved built environment.

# SITE PHOTOS



# SITE PHOTOS



# SITE PHOTOS



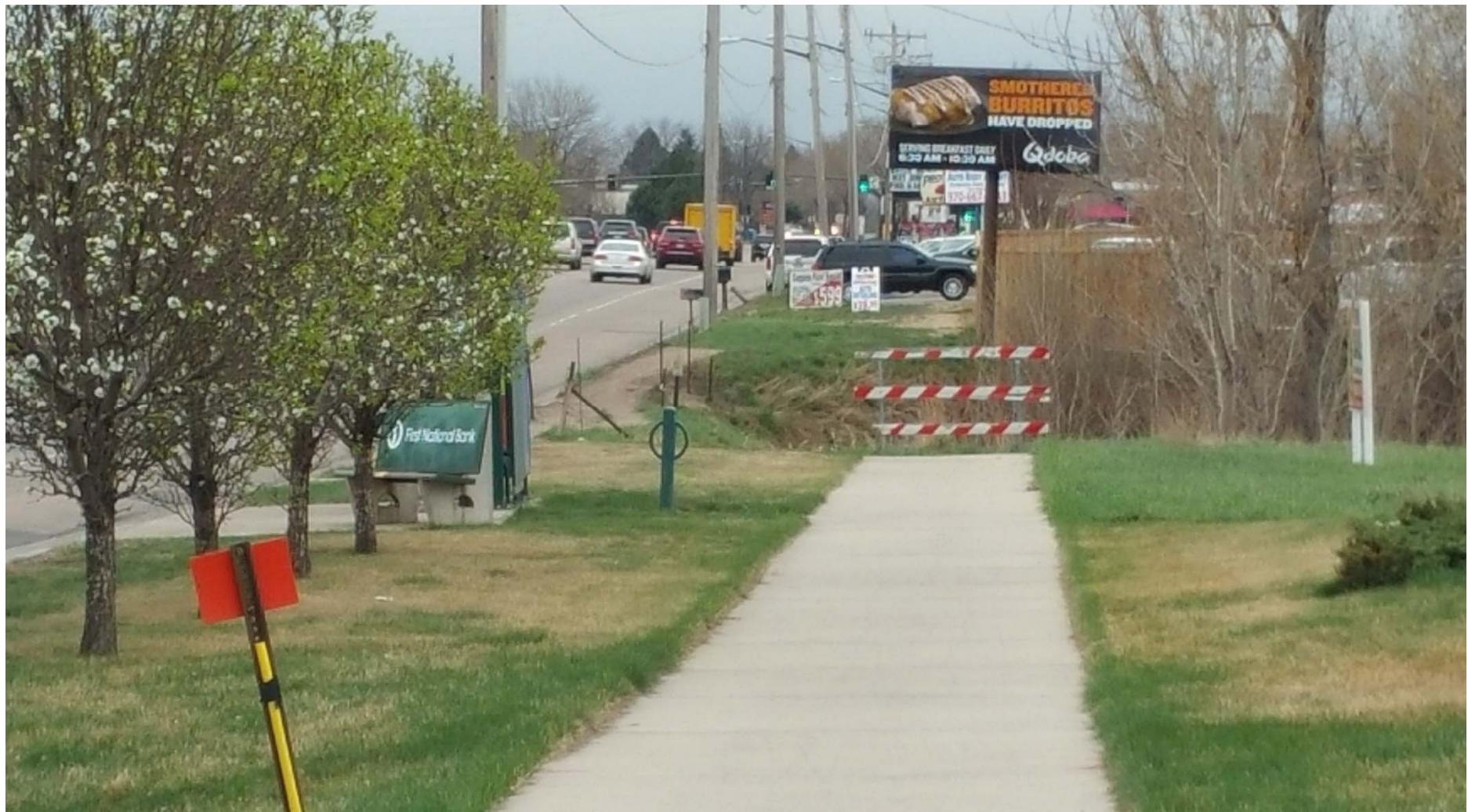
# SITE PHOTOS



# SITE PHOTOS



# SITE PHOTOS



# SITE PHOTOS



## Things We've Heard:

1. Lack of connectivity to retail, schools, natural areas, amenities, neighborhoods
2. Last mile connections- bike & pedestrian
3. Safety- traffic safety
4. Pedestrian & Bicycle comfort is low
5. Lack of community identity and branding
6. Retail fatigue
7. Need for creative funding
8. Vulnerable populations- low ses and health issues

---

---

## Major Goals:

1. Improved connectivity and safety
2. Improved economic vitality
3. Improved identity and branding

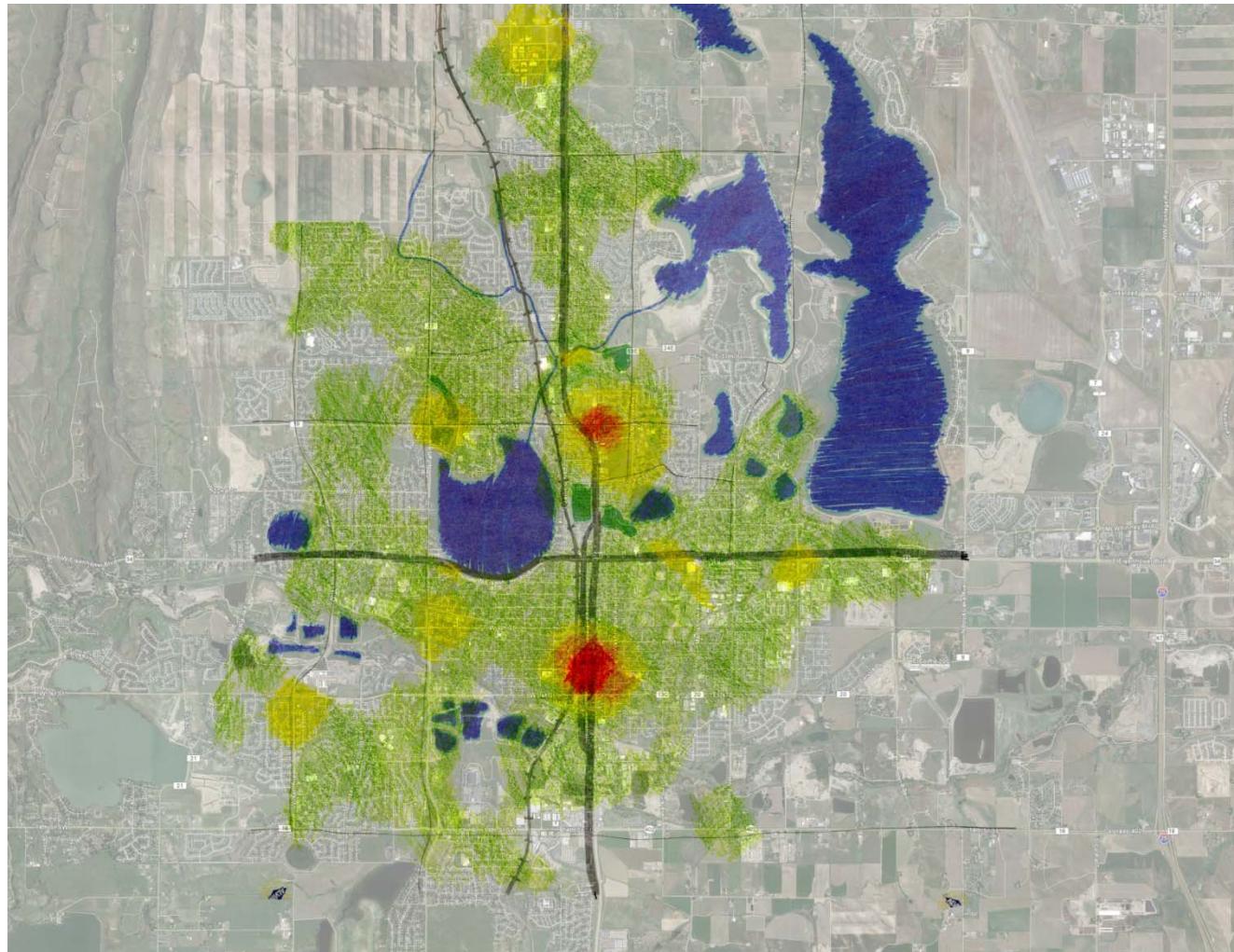
# PLANNING SESSION



# PLANNING SESSION



# PLANNING SESSION

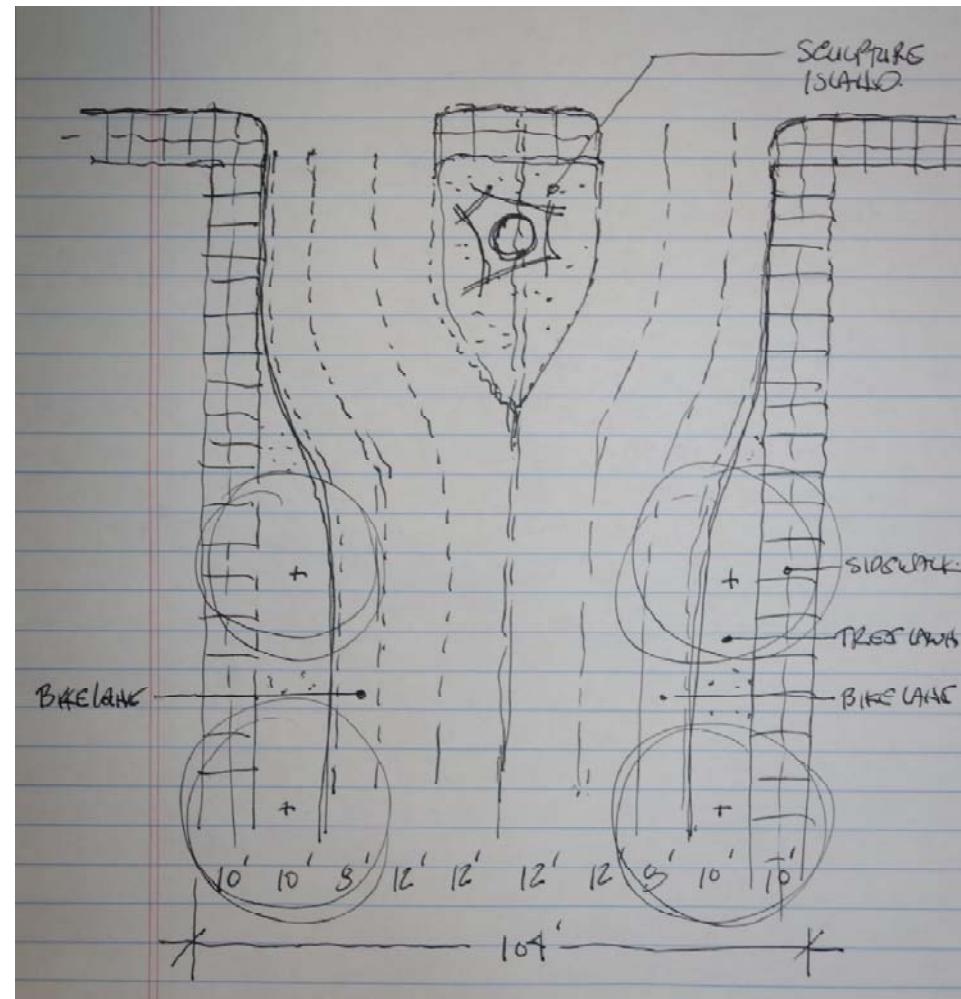


## Loveland Destinations

Heat Map of:

- Hospitals
- Housing Authorities
- Parks + Recreation
- Bus Stops
- Commercial Centers
- Large Employers
- Schools
- Senior Living Facilities

# PLANNING SESSION



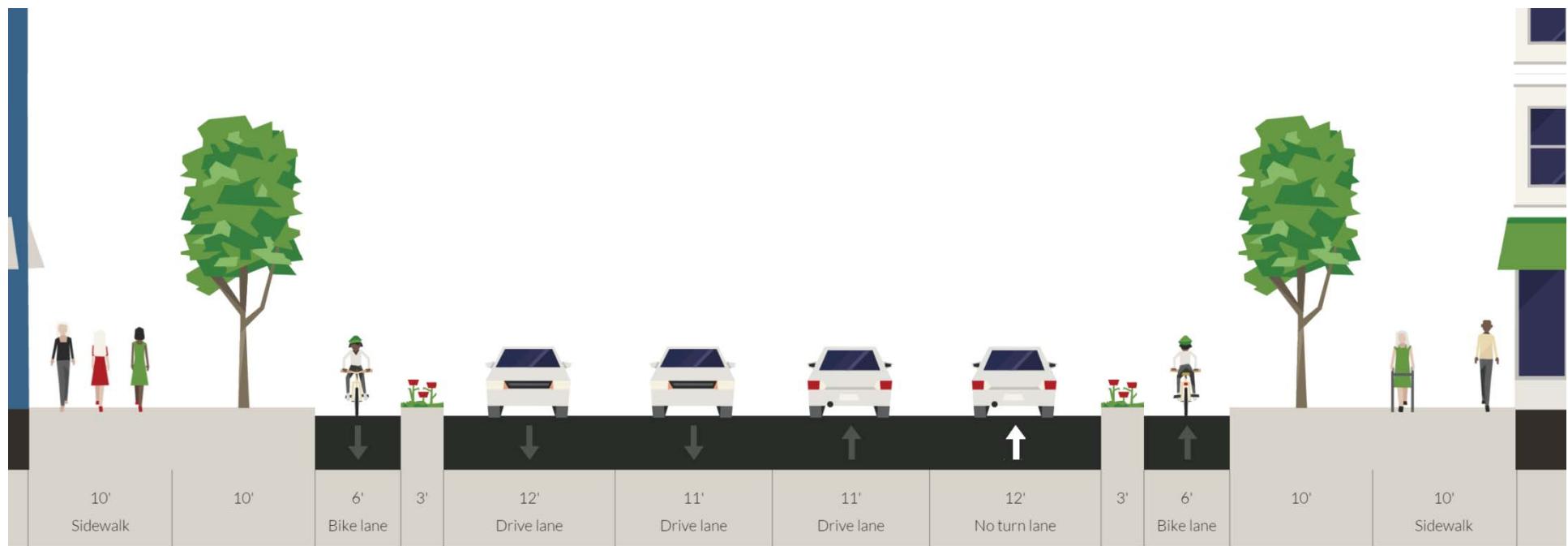
# PLANNING SESSION



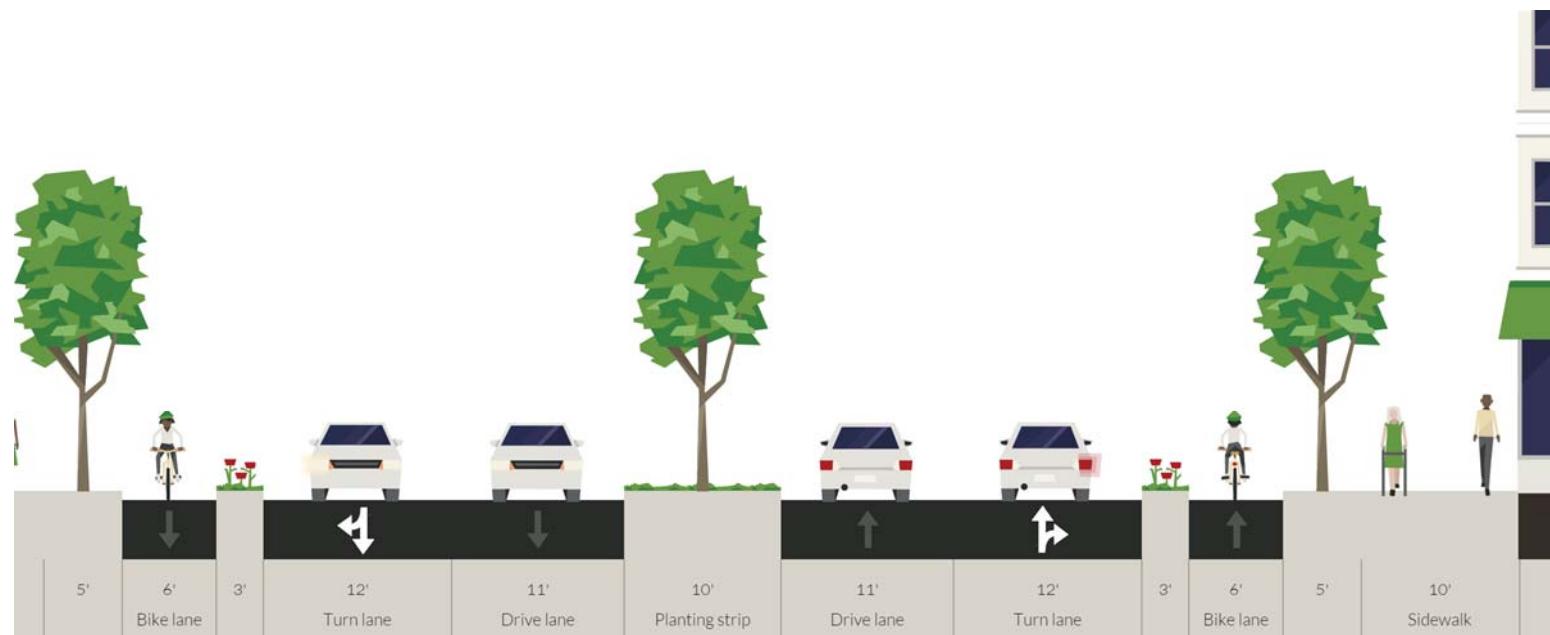
# PLANNING SESSION



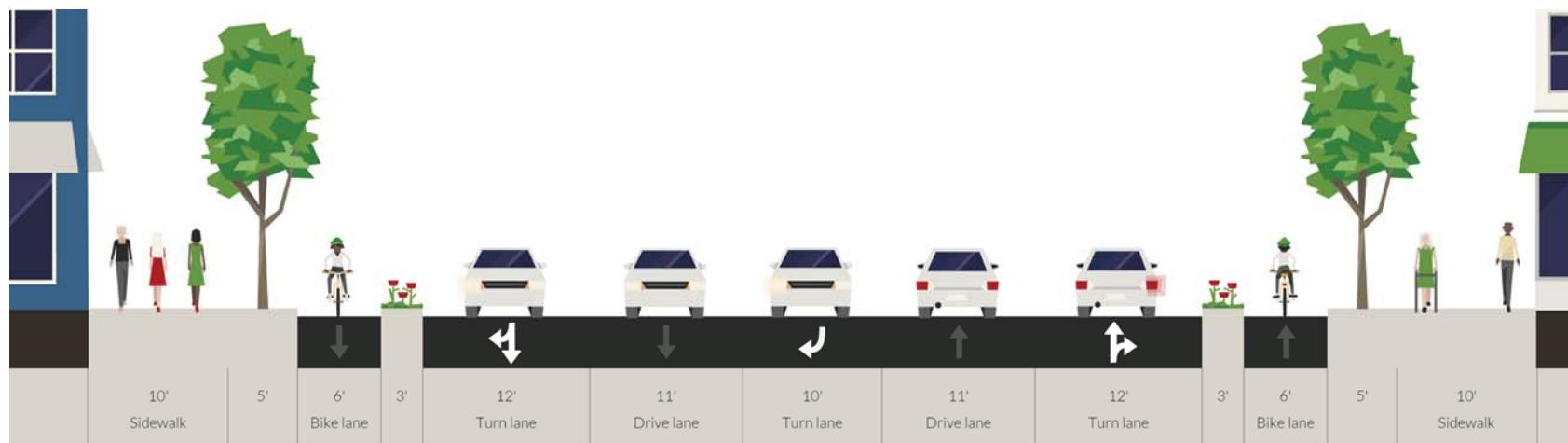
# HWY 287

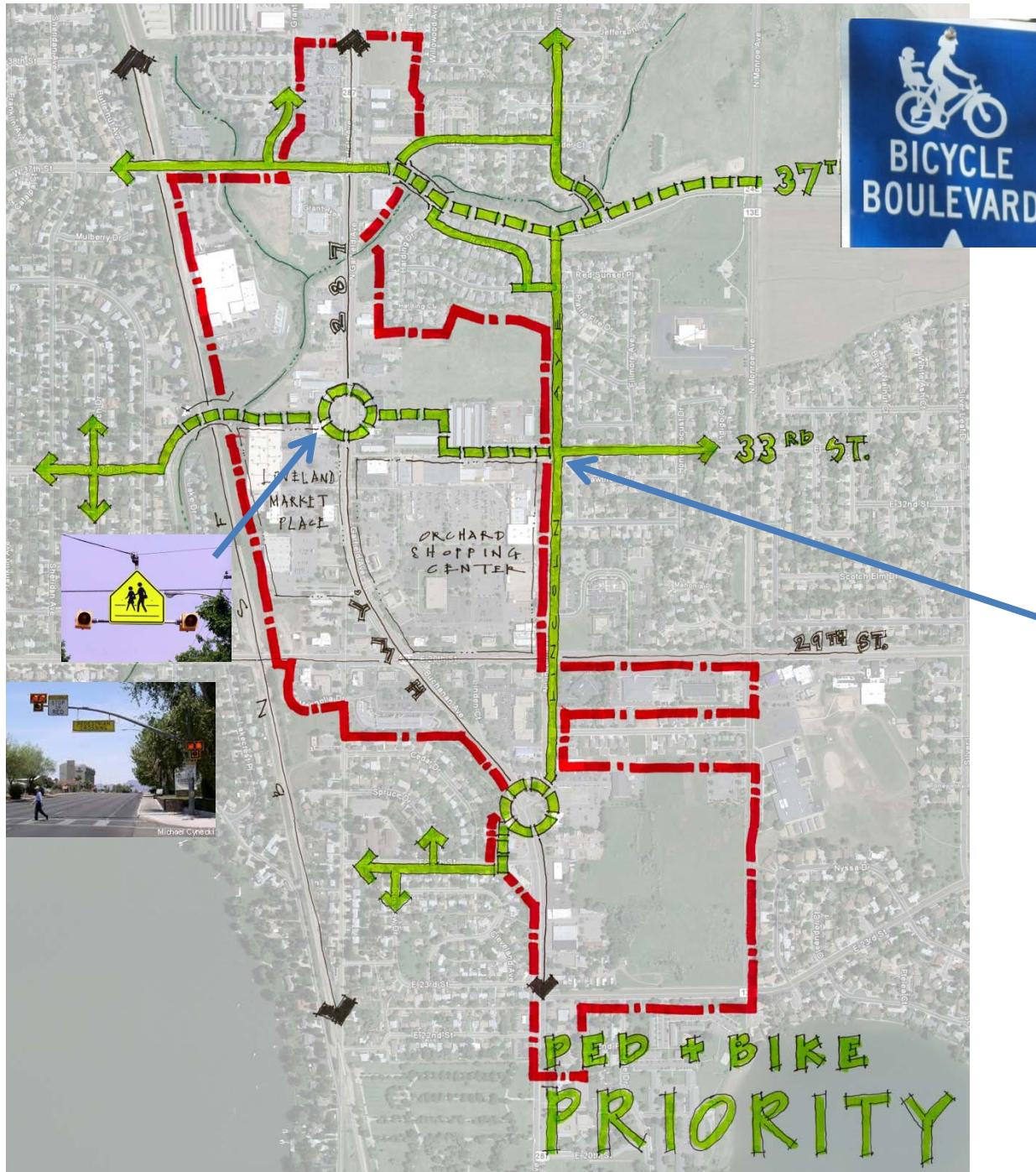


# Pedestrian Crossing

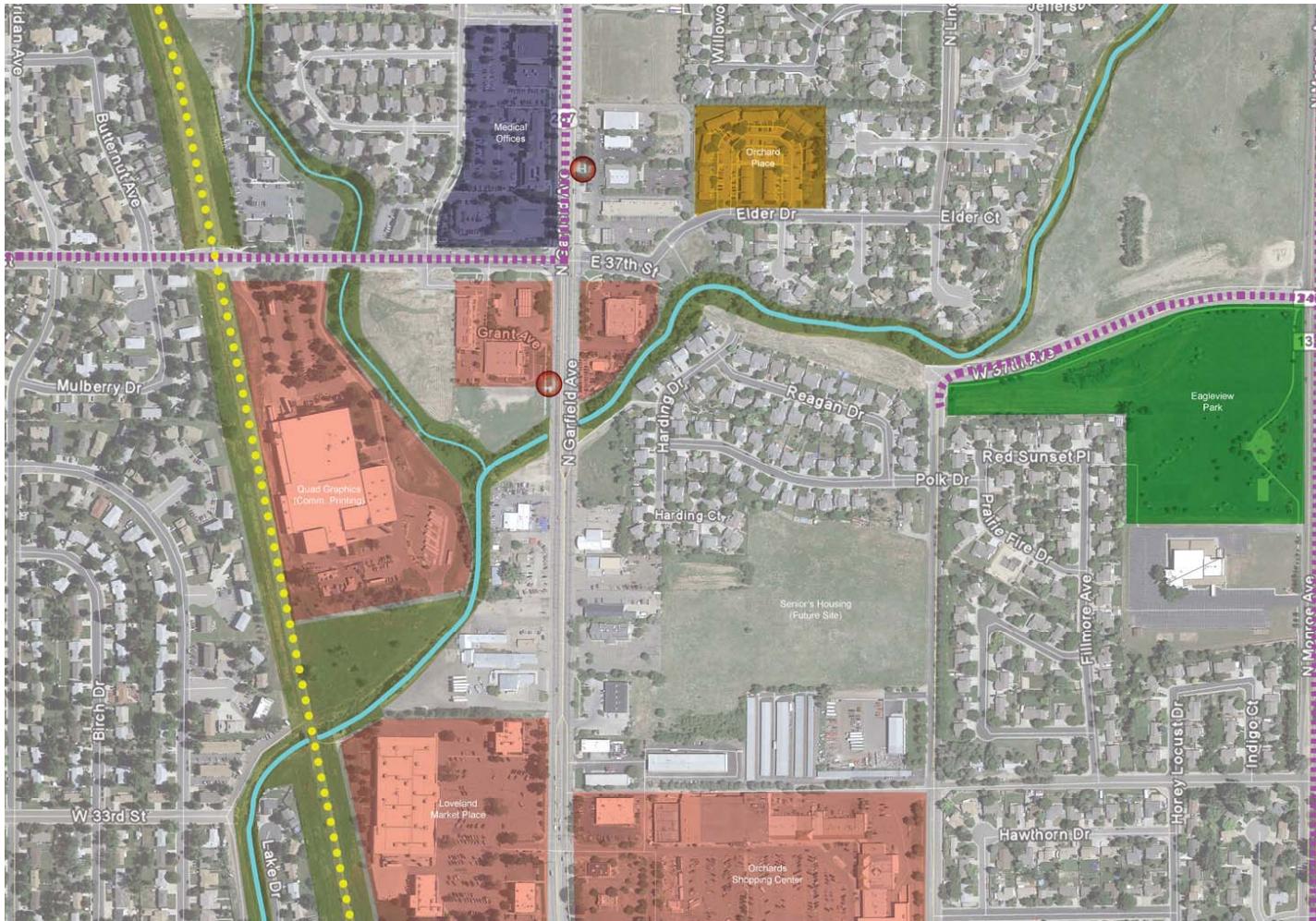


# Intersection



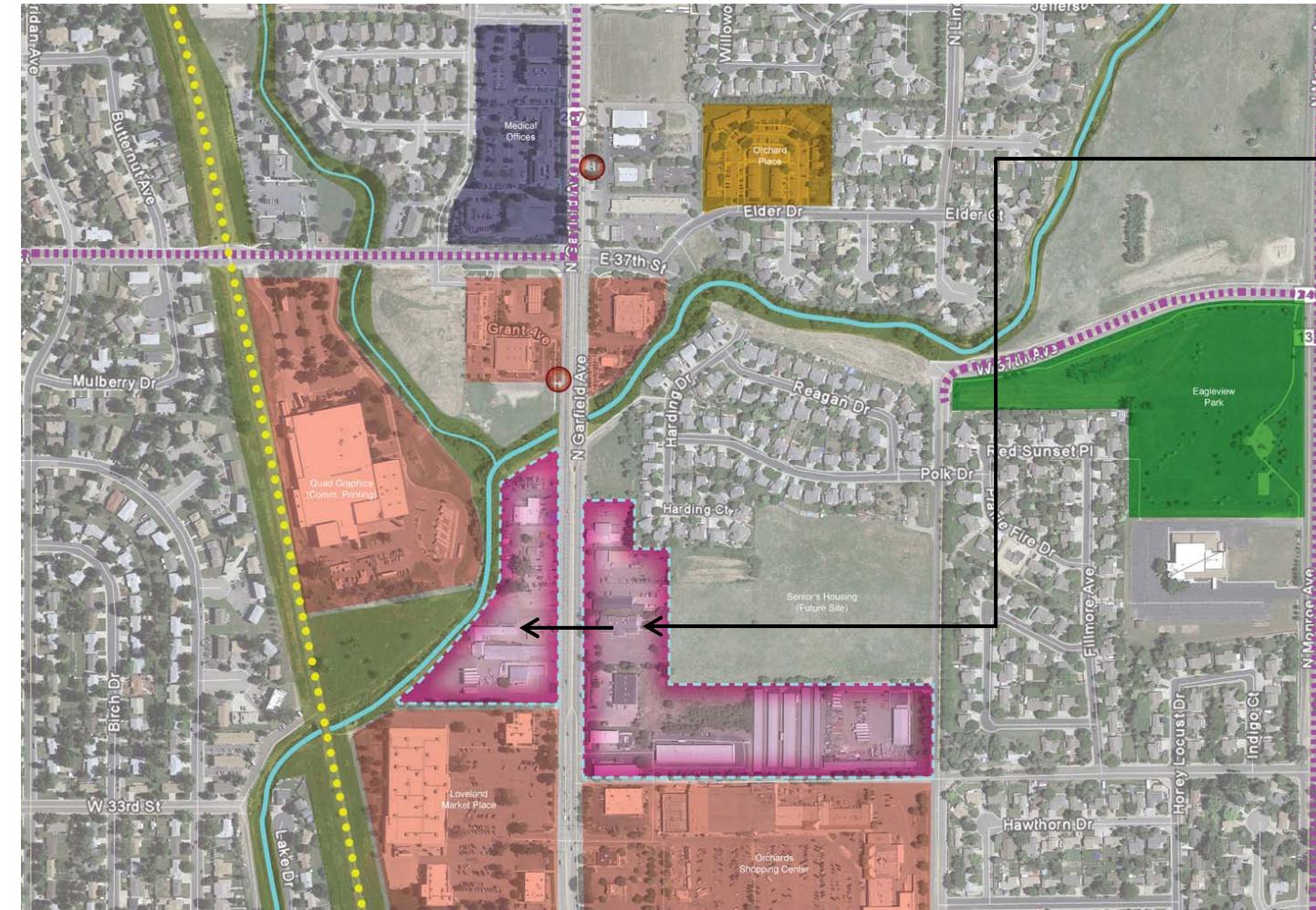


# PLANING SESSION



## Site Specific Considerations

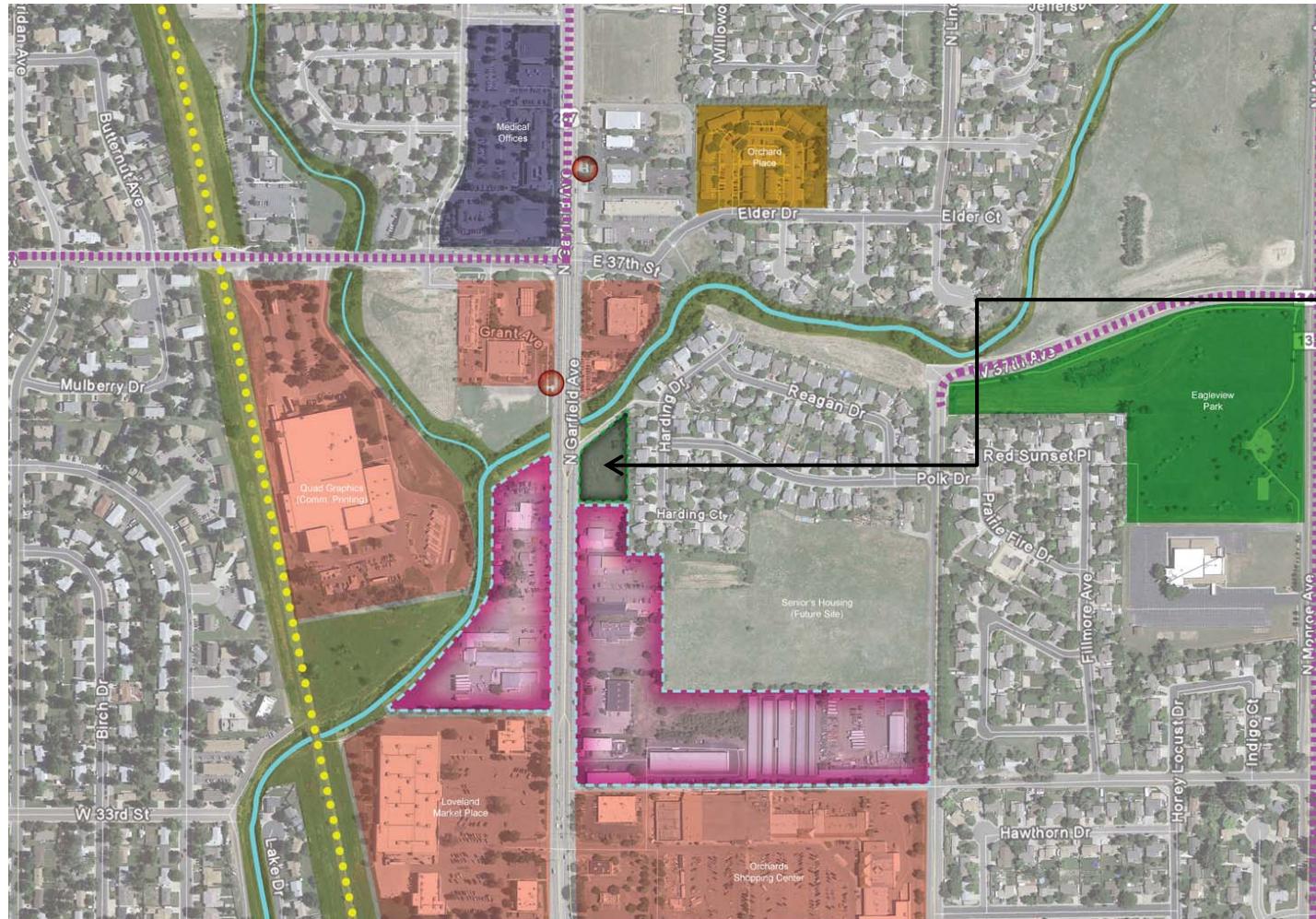
# PLANNING SESSION



## Site Specific Considerations

Re-zone to Encourage  
Re-Development &  
Re-Investment

# PLANNING SESSION

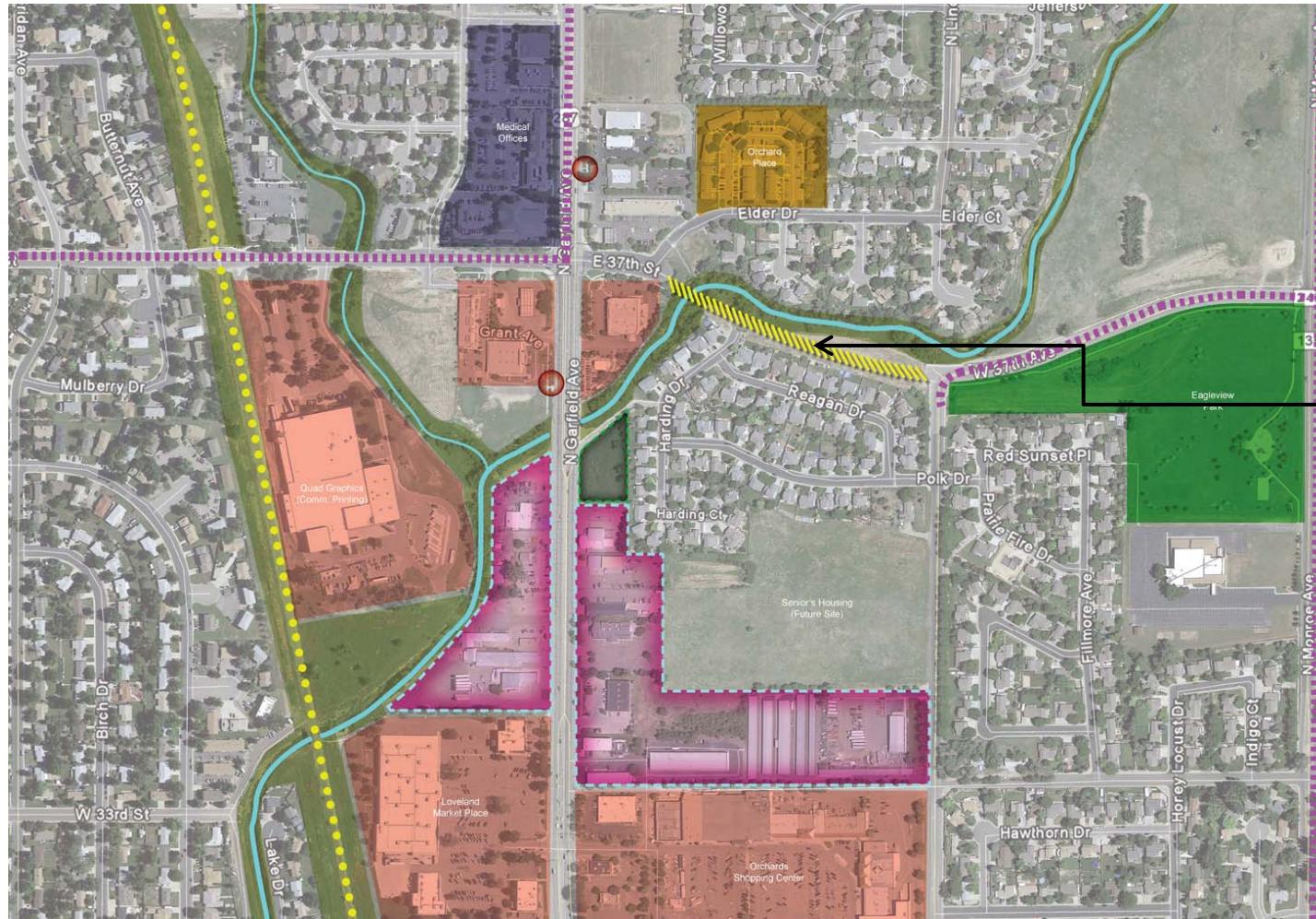


## Site Specific Considerations

Re-zone to Encourage  
Re-Development &  
Re-Investment

Re-Use as Open Space &  
Sculpture Park

# PLANNING SESSION



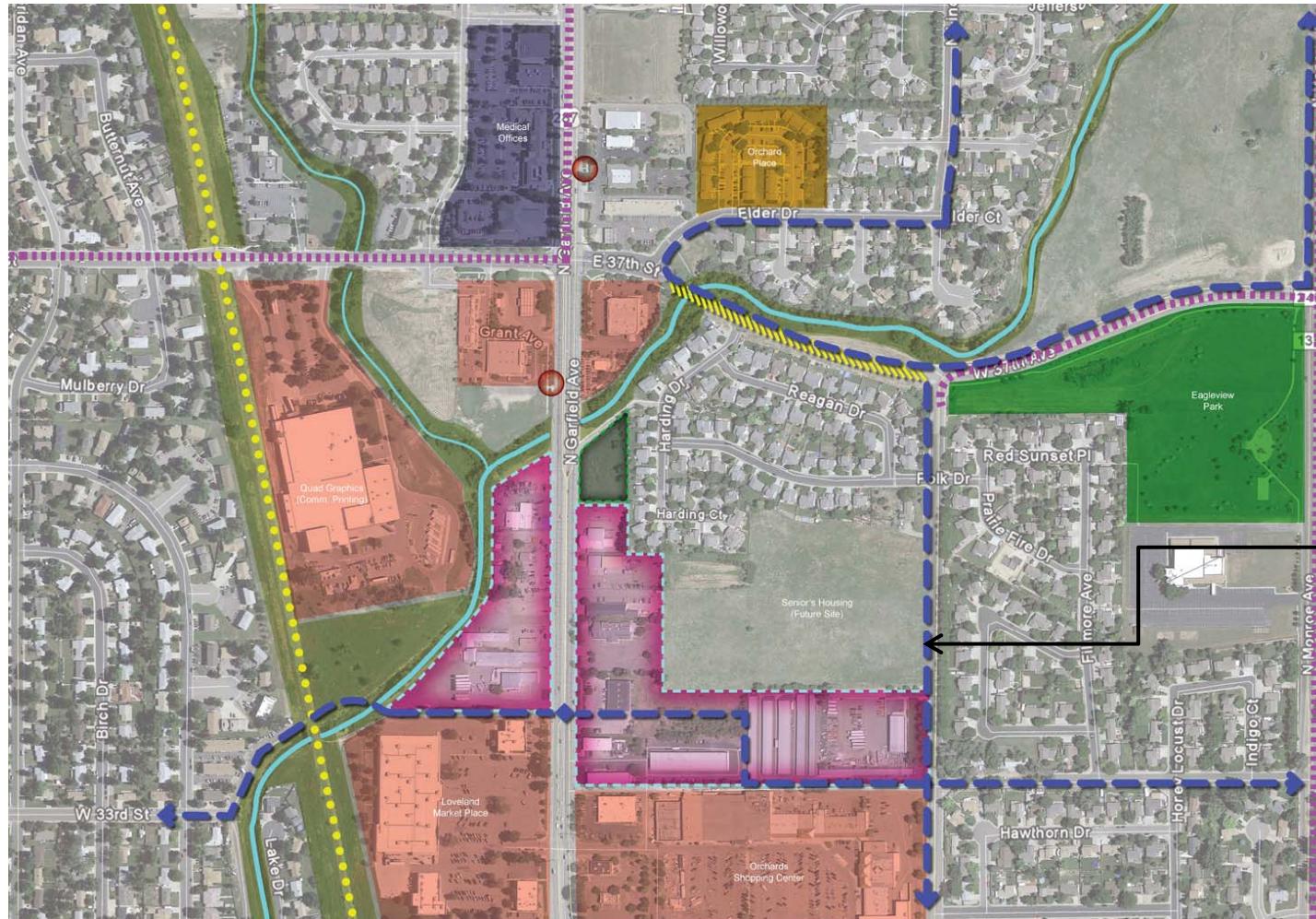
## Site Specific Considerations

Re-zone to Encourage  
Re-Development &  
Re-Investment

Re-Use as Open Space &  
Sculpture Park

Complete Street to  
Promote better  
Connectivity

# PLANNING SESSION



## Site Specific Considerations

Re-zone to Encourage  
Re-Development &  
Re-Investment

Re-Use as Open Space &  
Sculpture Park

Complete Street to  
Promote better  
Connectivity

Add to existing Bike  
Trail system to improve  
Connectivity

## Recommendations:

### 1. Pedestrian/ bike path

Major benefits include:

- Links to 5 different schools
- Links to 6 parks
- Low SES communities
- Retail/ medical amenities
- East/ West & North/ South connectivity
- Links to natural/ cultural amenities (sculpture park)

### Partnerships and Funding Advocacy

Major potentials include:

- Active transportation branding
- Safe routes to schools
- Health/ obesity
- Seniors
- Organizations include: Livewell, Colorado Health Foundation, other groups

## Recommendations:

### 2. 287 Streetscaping

What we're doing:

- Widened and detach sidewalk
- Generous tree lawn
- Protective bike lanes on both sides
- Four travel lanes
- Branding/ sculpture gateways (2): 2 bike/ped crossing islands

How?

- Acel/decel lanes
- Take away suicide lane (intersection left hand turn remains)

Benefits:

- Safety & connectivity
- Branding & placemaking
- Economic vitality
- Health

Collaboration/ funding partnerships

- CDOT (Longmont Fort Collins & Boulder precedent)
- 287 strategic plan
- TIF/ URA Enterprise zone
- Urban renewal master plan
- Health/ last mile connection/ active transportation

---



## Community & Strategic Planning

500 East Third Street, Suite 310 • Loveland, CO 80537

(970) 962-2745 • Fax (970) 962-2945 • TDD (970) 962-2620

[www.cityofloveland.org](http://www.cityofloveland.org)

### PLANNING COMMISSION STAFF MEMORANDUM

**ITEM NO:** 2

**PLANNING COMMISSION MEETING:** AUGUST 24, 2015, 6:30 pm

**TITLE:** Resolution to City Council recommending adoption of the Highway 287 Strategic Plan

**STAFF CONTACT:** Greg George

**ACTION:** Motion to approve a resolution recommending that City Council adopt the Highway 287 Strategic Plan, as revised by the Planning Commission

#### A. ATTACHMENTS

1. Loveland 287 Strategic Plan (Draft) showing revisions highlighted in yellow
2. Approved minutes from July 13, 2015 Planning Commission meeting

#### B. BACKGROUND

At a public hearing on June 22, 2015, City staff presented the 287 Strategic Plan to the Loveland Planning Commission, along with a resolution recommending that the Plan be adopted by City Council. At that meeting, several Planning Commission members identified changes or clarifications they thought should be made to the Plan before recommending the Plan for adoption. At a public hearing on July 13, 2015, City staff presented a memorandum to the Planning Commission identifying proposed revisions to the Plan to address each of the changes and clarifications requested by the Planning Commission at their meeting in June. The staff memorandum identified seven items that would require revisions or clarifications to incorporate the changes requested by the Planning Commission. At the July 13<sup>th</sup> meeting the Planning Commission adopted a motion to approve the changes to the Plan as presented in the staff memorandum, as amended on the record. The following two amendments were recommended on the record:

1. Replace the artist rendering of the U.S. Highway 34 and U.S. Highway 287 intersection with the two engineering drawings included in the 1997 East/West Mobility Study; and
2. Add language stating that a study is necessary to determine the best plan for bicycle and pedestrian facilities in the study area.

### **C. PURPOSE OF THE PLAN**

The Plan is meant to serve as a guide for residents, property and business owners, developers, City staff, and elected and appointed officials in making informed land use, design, and development decisions to enhance the Corridor.

The overall purpose of the 287 Strategic Plan is to identify strategies and projects that will enhance the area's appeal to businesses and leverage new public and private investments to spur additional economic opportunity within and adjacent to the Corridor. The primary goals of the Plan are to:

- Encourage and facilitate redevelopment of declining areas;
- Enhance business opportunities;
- Increase jobs and generate new tax revenue through new development and redevelopment;
- Generate private investment;
- Create a pleasant, safe, and inviting streetscape;
- Maintain and enhance multimodal mobility;
- Improve public safety and infrastructure;
- Enhance and promote parks and trails as community amenities;
- Foster community support through extensive outreach to property and business owners;
- Create a positive image and an identity through well designed, high-quality development;
- Establish gateways to the City and Downtown Loveland; and
- Define an implementation strategy and provide specific recommendations for City Council

### **D. PLAN REVISIONS REQUESTED BY PLANNING COMMISSION**

Attachment 1 is a copy of the Plan showing areas highlighted in yellow that have been revised to include the changes requested by Planning Commission. Exhibit A to the resolution recommending adoption of the Plan by City Council is a clean copy of Attachment 1.

### **E. SUMMARY OF REVISIONS**

The following identifies where in Attachment 1 you will find each revision (highlighted in yellow) to the Plan to address the changes requested by Planning Commission.

#### **1. US Highway 287/US Highway 34 Roundabout Couple**

- a. The illustration on Page 3-9 has been replaced with the two engineering drawings showing the potential options for the U.S. Highway 34 and U.S. Highway 287 intersection included in the 1997 East/West Mobility Study.
- b. Language has been added to the illustrations on Pages 2-9, 3-11, 4-9, 5-6 and 6-7 to clarify that they depict only a general concept, one of several possibilities.
- c. The description of the U.S. Highway 34 and U.S. Highway 287 intersection as a Catalytic Projects on Page 3-8 has been rewritten.

#### **2. Bicycle and Pedestrian Infrastructure**

Changes have been made on the following pages to include a recommendation that a study be prepared to determine the best plan for bicycle and pedestrian facilities within the study area

and that safety should be a high priority when considering pedestrian and bicycle access and connectivity;

- 1) The illustration on Page 13;
- 2) Action Item 2.2 on Page 19;
- 3) Action Item 3.2 on Page 20;
- 4) Action Item 6.2 on Page 23;
- 5) Priority Work Plan Action Item 1.2(a) on Page 26
- 6) The street cross section on page 1-6;
- 7) Action Item 1.2(a) on Page 1-9;
- 8) Action Item 1.2(c) on Page 1-10;
- 9) The street cross section on Page 2-6;
- 10) Action Item 2.2 on Page 2-10;
- 11) Action Items 2.2 and 2.2(b) on Page 2-12
- 12) The street cross section on Page 3-6
- 13) Action Item 3.2 on Page 3-12;
- 14) Action Items 3.2, 3.2(a) and 3.3(a) on Page 3-14;
- 15) The street cross section on Page 4-6;
- 16) Action Item 6.2 on Page 6-8; and
- 17) Action Items 6.2 and 6.2(b) on Page 6-11

### **3. Bicycle and Pedestrian Education**

Language has been added to Action Plan 1.2(c) on Page 1-10 to recognize the importance of bicycle and pedestrian safety education and the important work done by the Bicycle and Pedestrian Education Coalition in Northern Colorado.

### **4. Big Thompson River Catalyst**

The language on Pages 4-6 and 4-8 and in Action Item 4.2(a) on Page 4-11 has been revised to make it clear that the priority for the Big Thompson River catalyst project should be flood mitigation and protection of property.

### **5. Public Restrooms in Downtown**

Action Item 4.2(a) on Page 4-11 has been revised to propose that additional public amenities be included in redevelopment plans for the Big Thompson River catalyst project.

### **6. Immediate Action Plan**

The term “Immediate Action Plan” has been changed to “Priority Work Program” on Pages 24 and 26 and additional language changes made for consistency.

### **7. Case Studies**

Language has been added on Page 7 to explain the process for selecting the five case studies for the Highway 287 corridor in Loveland.

### **8. Draft Watermark**

The draft water mark will remain on each page of the Plan until it is officially adopted by City Council. The only changes that made to the Plan recommended to City Council by Planning Commission would be those directed by City Council.



LOVELAND  
**287**  
STRATEGIC PLAN

PLANNING COMMISSION DRAFT  
24 August 2015

# ACKNOWLEDGMENTS

## **Loveland City Council**

Mayor Cecil Gutierrez  
Chauncey Taylor, Ward I  
Troy Krenning, Ward I  
Joan Shaffer, Ward II  
Phil Farley, Ward II  
Hugh McKean, Ward III  
John H. Fogle, Ward III  
Ralph Trenary, Ward IV  
Dave Clark, Ward IV

## **Loveland Planning Commission**

John Crescibene, Chairman  
Carol Dowding, ZBA Hearing Officer  
Michele Forrest, ZBA Hearing Officer  
Alternate  
Jeremy Jersvig  
Patrick McFall  
Rich Middleton, Vice-Chairman  
Buddy Meyers  
Rob Molloy  
Mike Ray

## **US 287 Advisory Committee**

Rhys Christensen, RPC Properties,  
Loveland Marketplace  
Bruce Croissant, Transportation  
Advisory Board  
Michele Forrest, Planning Commission  
Norm Jorgensen, South Side  
Investments  
Nathan Klein, Loveland Commercial  
Mindy McCloughan, Loveland  
Chamber of Commerce  
Stephanie Napoleon, First Bank  
Kristin Owens, Manor Ridge Estates  
Adam Prior, Planning Commission  
Don Roy, Blue Ribbon Auto  
Dave Schneider, Uncle Sneedley's Toy  
Shop/Goodies Auto/ Loveland Utility  
Commission  
Rayno Seaser, The Egg & I  
Matt Weakland, Loveland Garden  
Center  
Jennifer Wheelock, Manor Ridge  
Estates  
David Young, Manor Ridge Estates

## **US 287 Study Team**

Greg George, Director of Development  
Services  
Bethany Clark, Community & Strategic  
Planning  
Karl Barton, Community & Strategic  
Planning  
Kevin Aggers, Recreation Division  
Manager  
Kevin Gingery, Senior Civil Engineer  
for Stormwater  
Sean Kellar, Civil Engineer for  
Transportation Development Review  
Alan Krcmarik, Executive Fiscal  
Advisor  
Melissa Morin, Civil Engineer for  
Water Resources  
Brieana Reed-Harmel, Senior Electrical  
Engineer  
Mike Scholl, Economic Development  
Manager  
Julie Trombley, GIS Support

## **Consultant Team**

Logan Simpson  
Economic Planning Systems  
Felsburg, Holt & Ullevig

# TABLE OF CONTENTS

## CHAPTER 1. INTRODUCTION

Purpose .....	3
Need .....	4
Project Zones .....	6
Vision .....	7
Process .....	16
Challenges, Opportunities, Economic Strategies, Actions .....	17
Corridor-Wide Action Plan .....	23
Priority Work Program .....	26

## CHAPTER 2. ZONE 1 (71ST STREET TO 37TH STREET)

Context .....	1-2
Challenges .....	1-4
Opportunities .....	1-5
Economic Strategy .....	1-6
Action Plan .....	1-8

## CHAPTER 3. ZONE 2 (37TH STREET TO CEMETERY)

Context .....	2-2
Challenges .....	2-4
Opportunities .....	2-5
Economic Strategy .....	2-6
Catalytic Project .....	2-8
Action Plan .....	2-10

## CHAPTER 4. ZONE 3 (CEMETERY TO 8TH STREET)

Context .....	3-2
Challenges .....	3-4
Opportunities .....	3-5
Economic Strategy .....	3-6
Catalytic Projects .....	3-8
Action Plan .....	3-12

## CHAPTER 5. ZONE 4 (1ST STREET TO SH 402)

Context .....	4-2
Challenges .....	4-4
Opportunities .....	4-5
Economic Strategy .....	4-6
Catalytic Project .....	4-8
Action Plan .....	4-10

## CHAPTER 6. ZONE 5 (SH 402 TO SH 60)

Context .....	5-2
Challenges .....	5-4
Opportunities .....	5-5
Economic Strategy .....	5-6
Action Plan .....	5-8

## CHAPTER 7. ALL ZONES (71ST ST. TO SH 60)

Context .....	6-2
Challenges .....	6-4
Opportunities .....	6-6
Economic Strategy .....	6-6
Action Plan .....	6-8

## APPENDIX A. PUBLIC OUTREACH

## APPENDIX B: EXISTING CONDITIONS AND ECONOMIC ANALYSIS

## APPENDIX C. ANALYSIS MAPS

## APPENDIX D. ULI WORKSHOP

CHAPTER 1.

# INTRODUCTION

DRAFT



## PRIMARY PLAN GOALS

- Encourage and facilitate redevelopment of declining areas;
- Enhance business opportunities;
- Increase jobs and generate new tax revenue through new development and redevelopment;
- Generate private investment;
- Create a pleasant, safe, and inviting streetscape;
- Maintain and enhance multimodal mobility;
- Improve public safety and infrastructure;
- Enhance and promote parks and trails as community amenities;
- Foster community support through extensive outreach to property and business owners;
- Create a positive image and an identity through well designed, high-quality development;
- Establish gateways to the City and Downtown Loveland; and
- Define an implementation strategy and provide specific recommendations for City Council.

# PURPOSE

In January of 2012, the Loveland City Council held their annual Council Advance to set the priorities for the year. One of the goals the Council set as a priority was to develop a US 287 Strategic Plan to guide its development and improve business opportunities along the Corridor. This goal was again adopted as a priority by City Council in 2013 and their commitment was reaffirmed with the subsequent funding for the project.

As the main north-south route through Loveland, and one of the main corridors into Downtown, the US 287 Corridor will serve as an important future growth area and has great potential for redevelopment and becoming an enhanced gateway for Loveland. This Plan serves as a guide for residents, property and business owners, developers, City staff, and elected officials in making good land use, design, and development decisions within the Corridor.

A key outcome of this Plan is an understanding of, and strategies that address, the Corridor's competitive business position, and the type and combination of supportable retail, office, residential, and industrial space that can be retained and attracted to the Corridor. The Plan also identifies impediments associated with development and creates strategies to facilitate redevelopment, attract private investment, and create a positive image through well designed streetscapes and high-quality development.

The purpose and overall goal of this Strategic Plan is to identify strategies and projects that will enhance the area's appeal to businesses and leverage new public and private investments to **spur additional economic opportunity within and adjacent to the Corridor, as well as associated redevelopment opportunities.** This Plan outlines new initiatives consistent with City Council's guidance to redevelop, improve, and sustain this area, which has long been associated with primarily highway-oriented commercial uses. These initiatives focus on the best means of upgrading, improving, repositioning, and attracting new investment, including catalytic projects that could transform the Corridor into a regional destination. One of these projects encompasses redeveloping the commercial node surrounding 29th Street into a pedestrian-oriented, mixed-use shopping and entertainment district. Another project focuses on enhancing the Big Thompson River where it crosses US 287, creating new opportunities for river-oriented shops, restaurants and recreation.

The planning effort was designed as a community-based initiative, and focuses on those actions that best strengthen the Corridor's economic position, ultimately offering an overall vision and associated action items. The Purpose, Need, Vision, Economic Strategies, Actions, and Sub-Actions have been developed and refined through a 12-month public participation process.

## NEED

The US 287 Corridor presents an opportunity to reinvest and reinvigorate commercial development along the Corridor. Disinvestment along the Corridor has resulted in a declining appearance and declining performance along some segments. However, some quick fix opportunities exist to improve the public safety and overall appearance of the Corridor by constructing a complete system of pedestrian and bike connections, streamlining and offering more flexibility for development and redevelopment options, and facilitating a more consistent streetscape. To achieve the full potential of the Corridor, there is a need for additional diversity in businesses to cater to large segments of residents in the region. As shown in the market study, there is also a need for new development of mixed use neighborhoods, neighborhood and community-serving retailers, hotels, and new entertainment venues adjacent to the Corridor. These signs of declined investment represent a problem that was most likely magnified with the recession, and exacerbated by increasing competition from other communities. Seven statements of overall need are addressed below:

### **The Corridor accounts for a large portion of the city's tax revenue and key areas show decline.**

A market analysis, completed as part of this Strategic Plan, has emphasized the City budget's reliance on its retail and commercial base, including the businesses along US 287. The analysis determined that as much as 25% of the City's sales and jobs are located along and adjacent to this Corridor. The decline or failure of this area therefore has much broader implications than just the success or failure of individual properties along the Corridor; the entire City has a vested interest in the area's vibrancy.

### **The Corridor provides primarily underperforming retail.**

In order for the Corridor to redevelop and realize its full potential, the Corridor must better serve the surrounding neighborhoods that comprise its primary customer base and attract higher quality retailers, mixed use developments, and entertainment venues. The absence of a larger consumer base has resulted in disinvestment in key areas and, in turn, a declining appearance. This decline in prosperity of key areas along the Corridor indicates that some areas need to be repositioned.

### **US 287 is experiencing increased competition.**

US 287 competes against newer retail centers further north and south on the Corridor as well as other corridors such as US 34 and Harmony Road in Fort Collins. The redevelopment of Fort Collins' Foothills Mall and the development of new retail centers within Centerra along I-25 have resulted in increased competition on the Corridor.

### **There is underutilized retail and a lack of supporting housing stock.**

There is a shortage of quality, market-rate, multifamily housing within the US 287 study area. Many local retailers do not have sufficient local housing to support their business and rely to a great degree on drive-by traffic. Many existing housing developments built adjacent to the Corridor do not have easy access to local commercial areas. Areas within walking distance of retailers, which could be occupied by housing, are often occupied by a continuous strip of commercial retail. This pattern does not break up the existing commercial or create strong nodes of commercial activity.

### **The north and south gateways to the City of Loveland need enhancement.**

US 287 is Loveland's gateway from Fort Collins to the north and from Berthoud/Longmont to the south, and yet it does not have an identity unique to Loveland. While recent wayfinding signage has improved this, there is no unique character or unifying theme for the Corridor. In some cases, these characteristics can deter additional private sector reinvestment.

### **Current transportation facilities do not support the Corridor's mobility and economic goals.**

US 287 is a major north/south corridor that acts as Main Street in the City of Loveland, and serves local, regional and inter-regional automobile, transit, bicycles, pedestrians, and freight. The Colorado Department of Transportation (CDOT) retains ownership of this roadway and is considered a partner in transportation with the City of Loveland. At certain areas, current vehicular congestion detracts from the visitor experience, and the Corridor lacks access control in key locations and other improvements which could improve traffic flow. A transit system is present; however the strategies to continually advance this system have not yet been outlined. Bike access north-south is secondary and discontinuous. Pedestrian access, especially within existing commercial centers, is not prevalent, reducing length of stay and overall shopper experience. Capacity, overall mobility, and quality of experience of US 287 will continue to be reduced without improvements.

### **The area suffers from unique impediments to economic development within each zone.**

The Corridor changes in character, issues, and opportunities within each Zone. Zones at the south end lack utilities, reducing the opportunity for new development. In many segments, older properties are in need of repositioning. Several zones are challenged by risks and benefits associated with natural resources, including the Big Thompson River. The Corridor's five Zones are described below. Challenges specific to each Zone are described in subsequent sections, and further detailed in subsequent Volumes, specific to each Zone.

# PROJECT ZONES

**Zone 1:**  
Between 71st Street & 37th Street

**Zone 2:**  
Between 37th Street & the Cemetery

**Zone 3:**  
Between the Cemetery & 8th Street

*This Plan does not include the Downtown, as the Downtown Strategic Plan and Implementation Study addresses this area*

**Zone 4:**  
Between 1st Street & SH 402

**Zone 5:**  
Between SH 402 & SH 60





## VISION

The success of the US 287 Strategic Plan hinges on revitalizing and redefining the economic resiliency of the Corridor and its five Zones. By repositioning each Zone with projects that support a vibrant economy, the prosperity of the Corridor will improve. Subsequently, each Zone will:

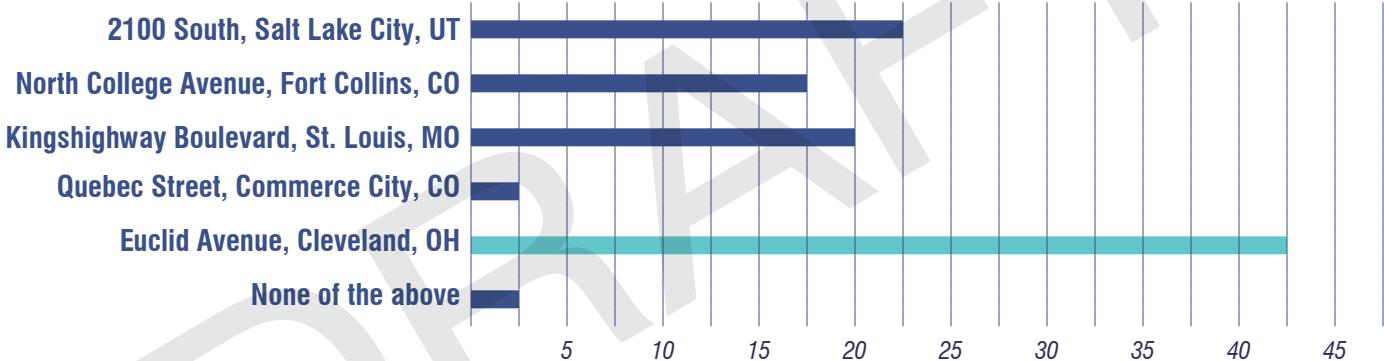
- facilitate private business investment;
- encourage mutually supportive uses;
- reduce impediments to development and redevelopment;
- enhance visual appeal;
- illustrate individual identities; and
- provide integrated public transportation options.

Creating a forward-looking vision for US 287 relied on input from residents, business owners, City staff, elected officials, agencies, and the broader Loveland community. The vision was derived from individual conversations with business and property owners, corridor walks, public meetings, comments from Study Team and Advisory Committee, elected officials, and community surveys. Three public workshops and an online survey were used to gather input on values and vision. Prior to the public workshop, the consultant identified over 40 memorable streets across the nation, and reviewed and evaluated them against the qualities of a great street, as called out on page 11. Subsequently, the Study Team and Advisory Committee were asked to review and evaluate these same corridors based on which contained elements that would be appropriate in a redesign of the US 287 Corridor. Through conversations and online surveys to both groups, responses were tallied, and the corridors were narrowed down to the five highest-ranked corridors. At the visioning public events, participants examined and discussed the five corridors below in greater detail:

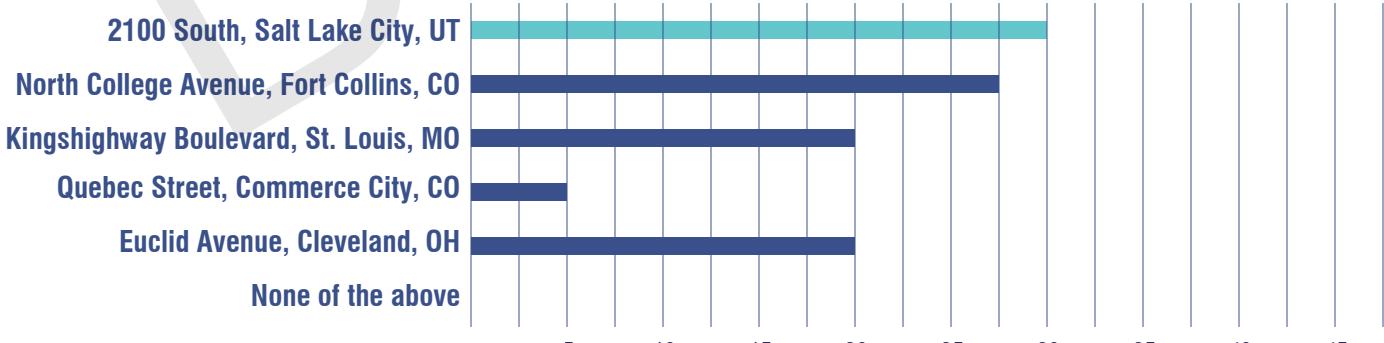
1. North College Avenue, *Fort Collins, Colorado*
2. Euclid Avenue, *Cleveland, Ohio*
3. 2100 South (Sugarhouse District), *Salt Lake City, Utah*
4. Quebec Street, *Commerce City, Colorado*
5. Kingshighway Boulevard, *St. Louis, Missouri*

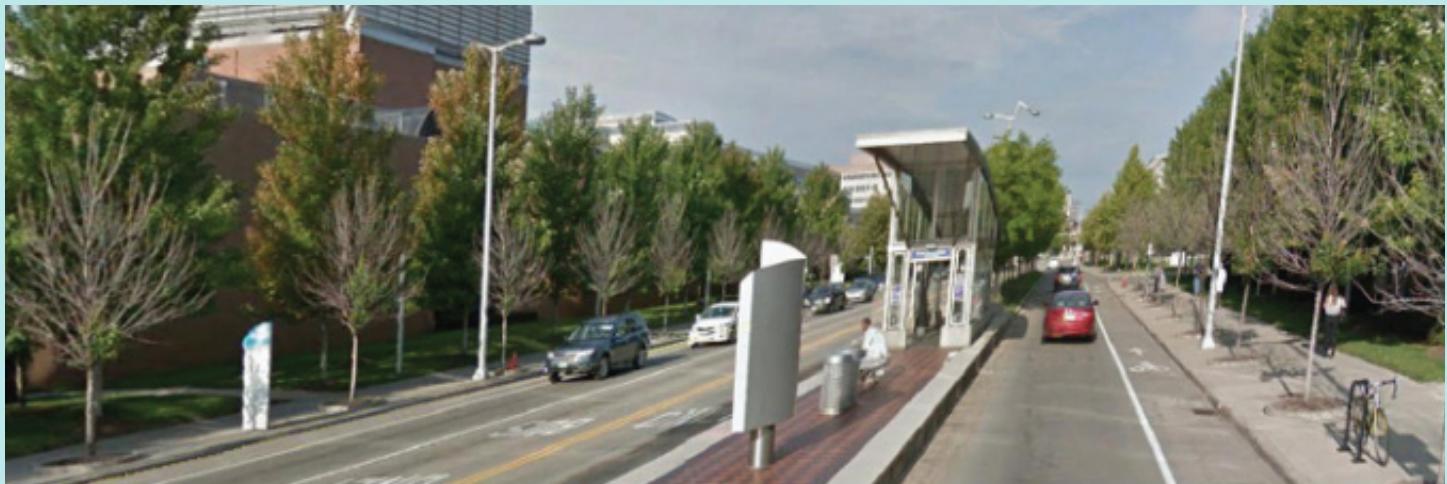
After learning about each corridor, meeting attendees participated in an electronic polling activity. Participants were asked to select which corridor they found the most memorable. Key discussions focused on which qualities make a great street and, more importantly, a great economic corridor, as well as those attributes that could be applicable to US 287. Results varied from one session to another, but, overall Cleveland's Euclid Avenue and Salt Lake City's 2100 South (Sugarhouse District), were ranked the highest in workshops and online surveys. The following charts show the reasons survey participants made their selected choices. Building design and scale and a modern unique streetscape look with an integrated multimodal transportation system were some of the largest factors.

#### Public Workshop Polling Results



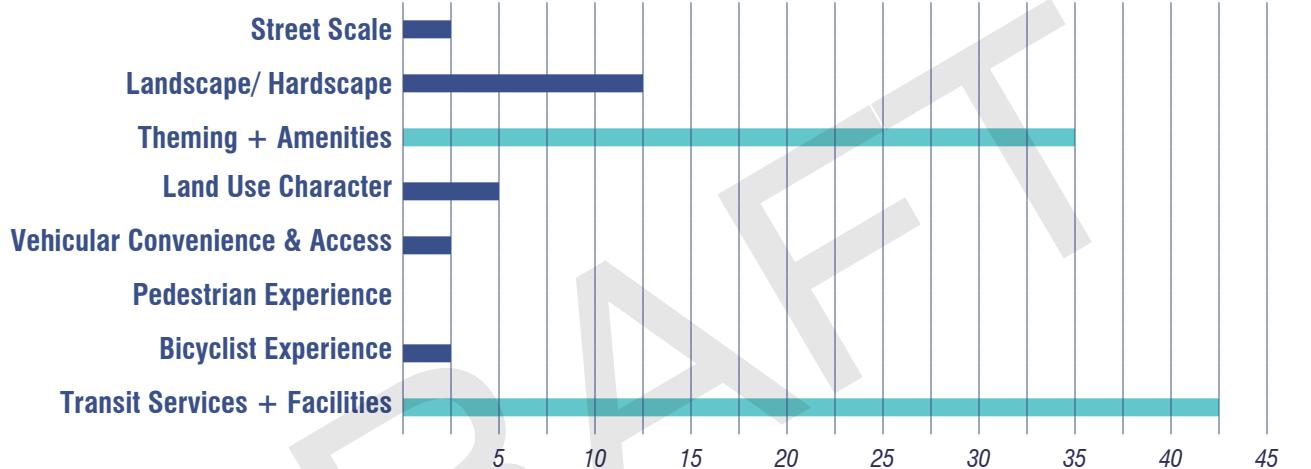
#### Online Survey Polling Results



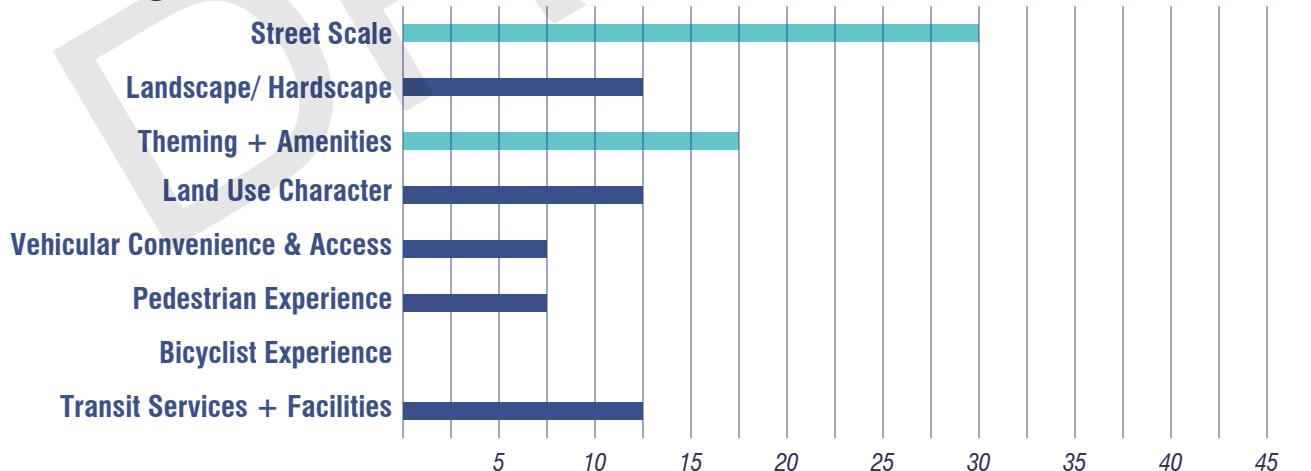


Overall, Euclid Avenue and 2100 South/ Sugarhouse District were ranked the highest in workshops and online surveys.

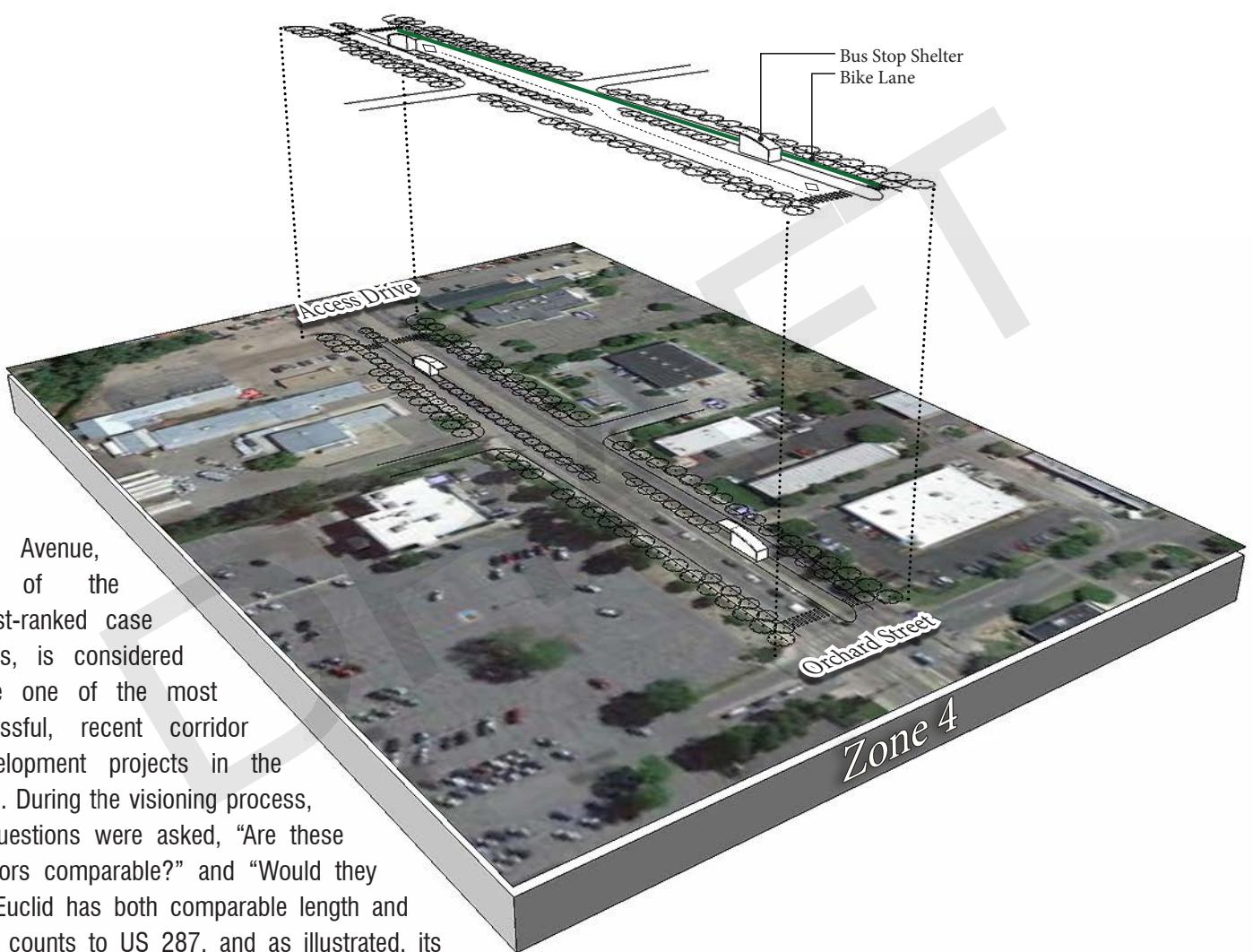
### Euclid Avenue Desired Elements



### 2100 South/ Sugarhouse Desired Elements



Euclid Avenue, one of the highest-ranked case studies, is considered to be one of the most successful, recent corridor redevelopment projects in the nation. During the visioning process, the questions were asked, "Are these corridors comparable?" and "Would they fit?" Euclid has both comparable length and traffic counts to US 287, and as illustrated, its cross section easily fits into US 287.



## GREAT STREETS

Allan Jacobs, the author of Great Streets, has observed and measured scores of famous urban streets and boulevards, in order to explore what makes great public streets. His book provides a tool to analyze and quantify the initial reaction when confronted with these streets. Criteria include:

### A Defined Street

- Is the street an extension of a downtown?
- What is the overall width and number of travel lanes?
- Does it have a beginning and/or end?
- Is it contained with building enclosure?

### Places for People to Walk and Bike with Some Leisure

- Does the right-of-way include sidewalks?
- Is the area pedestrian-oriented?
- Does the right-of-way include bicycle lanes?
- Does the area contain connections to off-street trails and greenways?
- Could the street be considered bike-dominant?
- Does the street include high-efficiency transit facilities?

### Physical Comfort

- Does the right-of-way include on-street parking?
- Does the right-of-way include pleasant, interesting, and well-maintained landscaping?
- Is it safe?

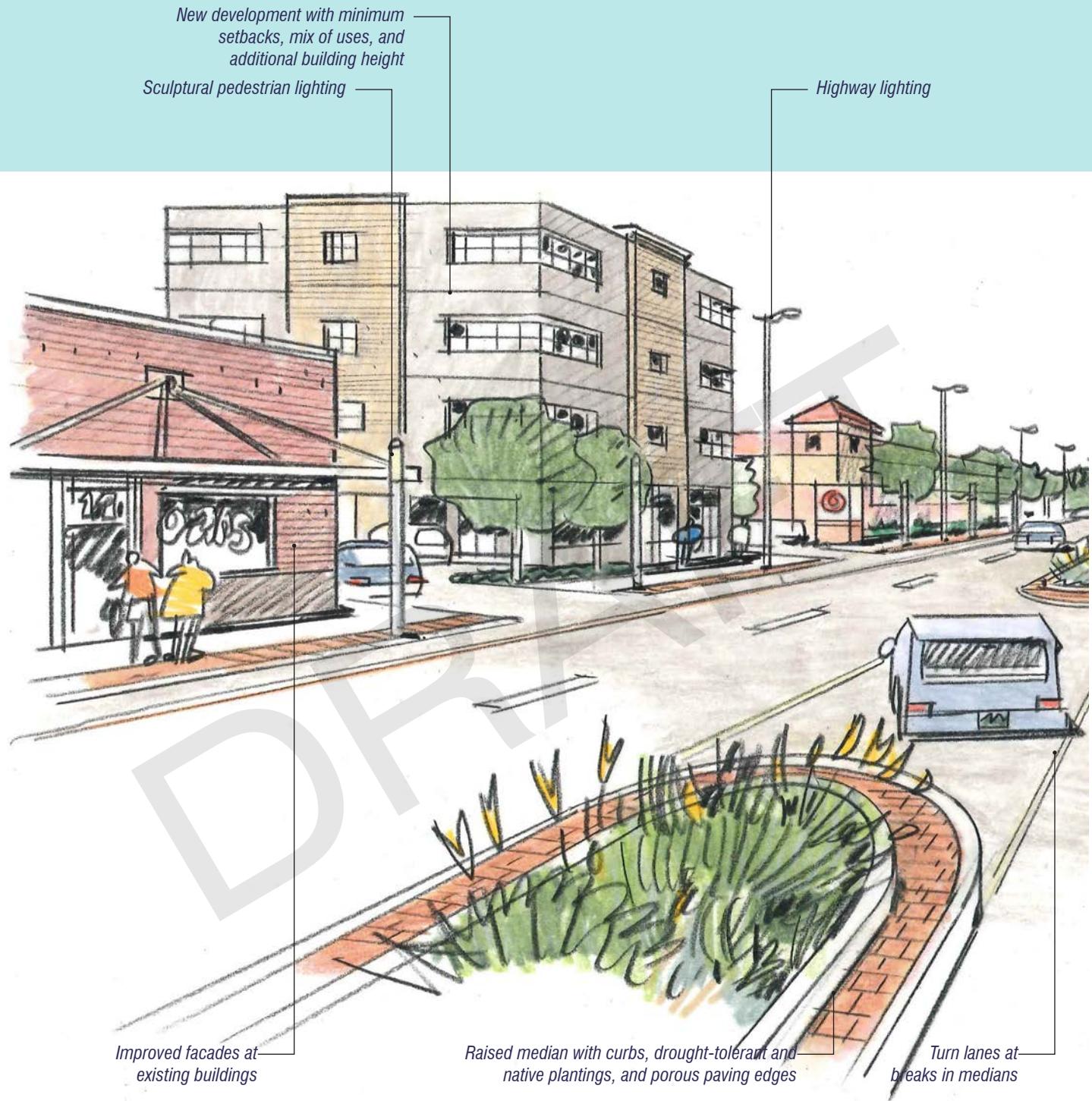
### Qualities that Engage the Eye

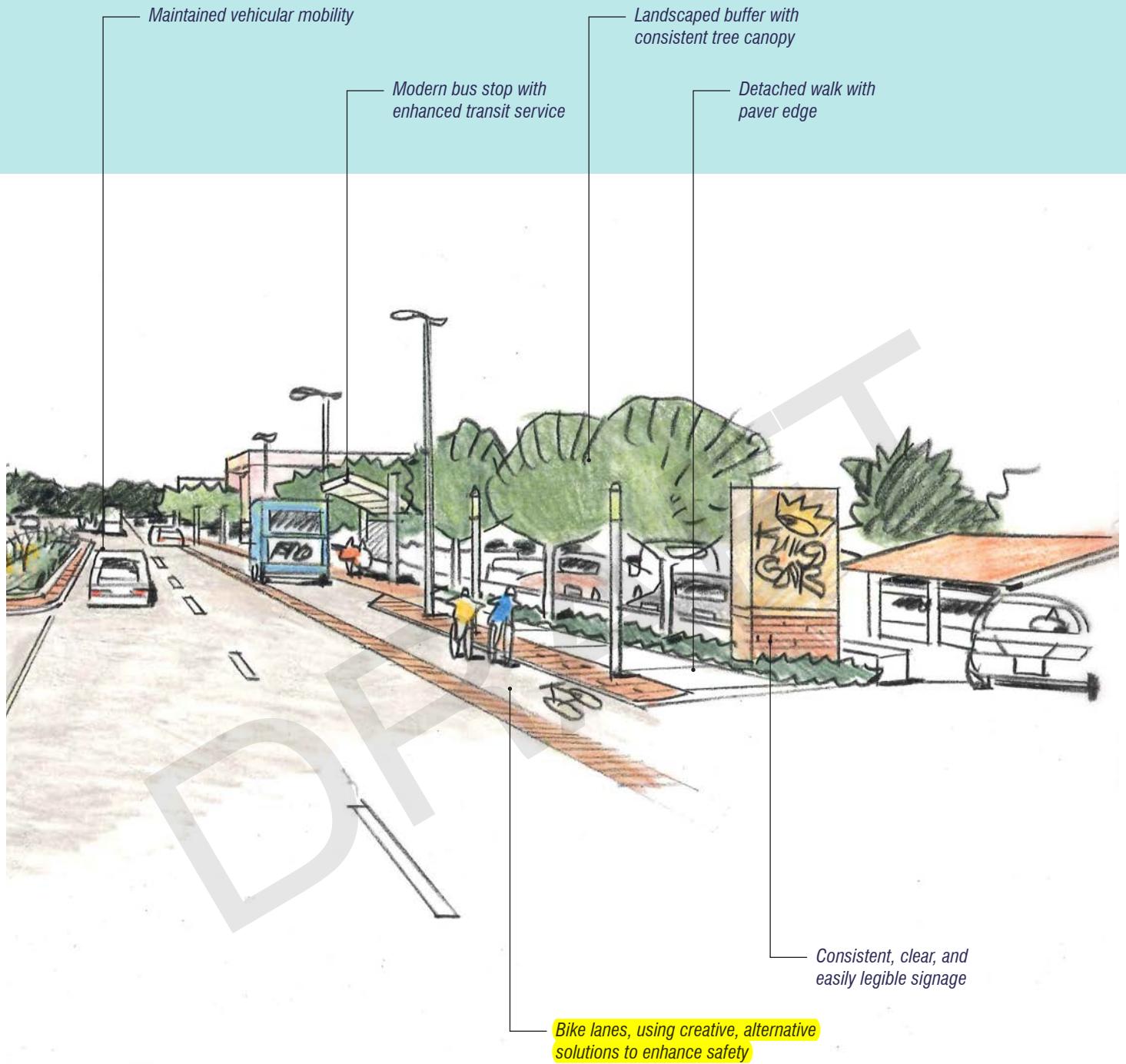
- Does the area include unique theming and/or design features?
- Does the right-of-way highlight the area's arts and culture?
- Are there pedestrian plazas and places adjacent to the corridor?

### Unique Character

- Does the corridor boast an eclectic mix of land uses?
- Do the style of the street features and elements reflect the local values and culture?

Through this analysis of great streets coupled with public feedback on each case study, an overall vision for corridor improvements was illustrated. While this depiction illustrates one of many possible options for implementation, the separate components were all identified as important factors to consider and include in the enhancement of the corridor. Such improvements intend to maintain the vehicular mobility of the corridor, but allow for the flexibility and promotion of redevelopment and economic improvement of the corridor in its entirety.





Artist's rendering depicts a general concept, and illustrates only one of several possible futures, and actual development and redevelopment options will vary.

## LOVELAND'S US 287 CORRIDOR WILL BECOME A THRIVING ECONOMIC CORRIDOR BY:



1 Creating an environment that promotes the growth and diversification of employment opportunities.



2 Preserving desirable land uses and accommodate new uses that improve the character and economic position of the corridor.



3 Developing improved multimodal connectivity while balancing vehicular mobility, to provide safe and pleasant access to adjacent businesses.



4 Protecting and capitalizing on the parks, cultural resources, historical heritage, and natural resources.



5 Emphasizing the enduring nature of materials, architectural character, and site design that supports Loveland's identity.

# PROCESS

The US 287 Study Team and Advisory Committee were established in late 2013. Committee membership was structured around City staff, agencies, and stakeholder organizations to provide an efficient and productive means for ensuring meaningful participation from the Corridor's business and property owners. The Study Team met seven times, and the Advisory Committee met five times over the past year. Their key recommendations formed the basis for the development of this plan.

US 287 business owners, property owners, and residents, and the larger Loveland community played a significant role in the development of this Plan. In total, a dozen meetings were held with individual property owners, and strengthened with a corridor business walk, a business forum, study session with Planning Commission, study session with City Council, input from the Loveland Downtown Partnership, and three public workshops series, consisting of multiple meetings. These public events were held during the visioning, strategy, and recommendation stages of the Plan. An online virtual event was held on the web following each public event, and additional input was provided through multiple *Create Loveland*, the City's Comprehensive Plan Update, public events.

Subsequent presentations were made to both Planning Commission and City Council in March. A final set of property owner meetings and public open houses will be held at the end of May to review the Draft Plan, and public hearing and adoption are expected in June and July of 2015.

## PHASE 1: INITIATION

## PHASE 2: ANALYSIS

## PHASE 3: VISION + ALTERNATIVES

## PHASE 4: DRAFT + FINAL PLAN

# CHALLENGES, OPPORTUNITIES, ECONOMIC STRATEGIES, ACTIONS

This plan is organized by Zone and covers the challenges, opportunities, economic strategies, actions and subactions of each.

## CHALLENGES + OPPORTUNITIES

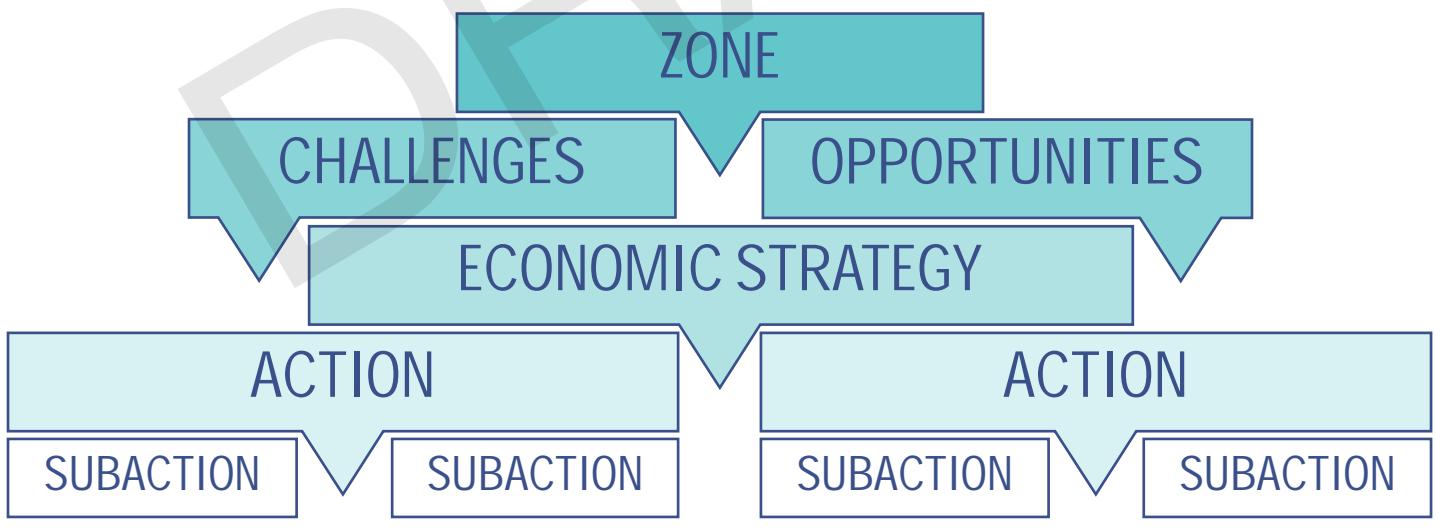
The five sets of Challenges identify the general issues that each Zone of the Corridor is facing. While many of the issues are common to multiple Zones, some issues exist only in specific areas. Each Zone also has opportunities that can be capitalized upon to effect positive change along the Corridor.

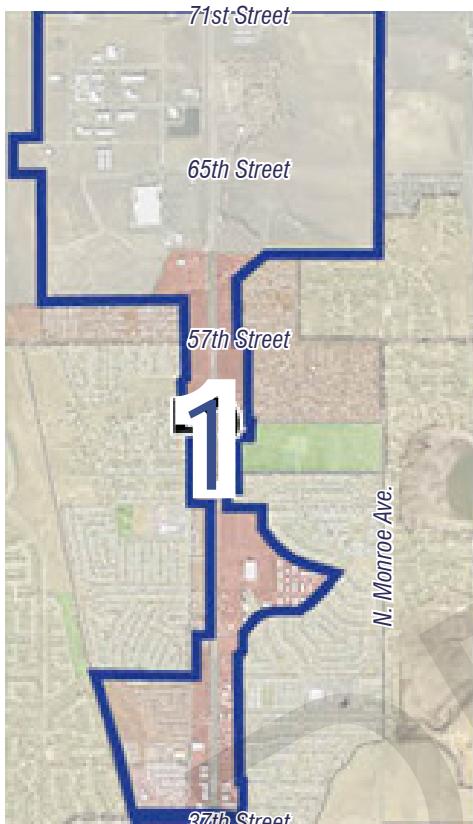
## ECONOMIC STRATEGIES

The five Economic Strategies are the overall approach to investments within each Zone, based on the purpose of the Plan and each Zone's particular Challenges and Opportunities. Strategies will be annually monitored in order to adjust and prioritize.

## ACTIONS + SUB-ACTIONS

The 18 Actions have been drafted in order to provide a targeted solution to improve the economic position of each Zone. Thirty-seven Sub-Actions have been categorized into study, policy, and project actions, and are further detailed by anticipated cost and anticipated effectiveness in influencing change. Actions and Sub-Actions should be annually monitored in order to adjust and re-prioritize if necessary. Each of these Actions and Sub-Actions are described in further detail in the five subsequent Volumes.





## ZONE 1: 71ST STREET TO 37TH STREET

### Challenges

A large number of vacant commercial properties along US 287 from 37th to 65th create gaps in destinations, and the strength of the Longview/Midway employment node is not being leveraged to generate additional growth.

### Economic Strategy

Concentrate future commercial uses at 65th Street, and employment uses in Longview/Midway. Transition remaining corridor to community-oriented services and higher-density residential uses to create more coherent and better planned commercial nodes, and open vacant parcels to alternative development opportunities.

### Actions

- 1.1 *Encourage Mixed Use.* Apply zoning to encourage mixed use and residential development in order to support retail districts to the north and south.
- 1.2 *Include Multimodal Amenities.* Improve the overall street section and east-west connections to incorporate multimodal travel.
- 1.3 *Attract Business.* Leverage the existing employment concentration to strengthen employment base and attract additional business.

### Sub-Actions

Zoning District Map Revisions & Code Updates • Bike & Pedestrian Amenities & East/West Connections • Gateway Enhancements • Longview/ Midway Industrial Park and the Peakview Commercial Park Expansion

## ZONE 2: 37TH STREET TO CEMETERY

### Challenges

The 29th to 33rd Street commercial area is the most viable commercial node in the Corridor and yet is underperforming, circulation and access is confusing, and the shopping center overall has opportunities for improvement. Current city zoning and development regulations promote incremental, piecemeal improvements that tend to discourage reinvestment.

### Economic Strategy

Create a public/private development plan to revitalize and expand the 29th Street commercial node as a community shopping and entertainment destination for central and north Loveland.

### Actions

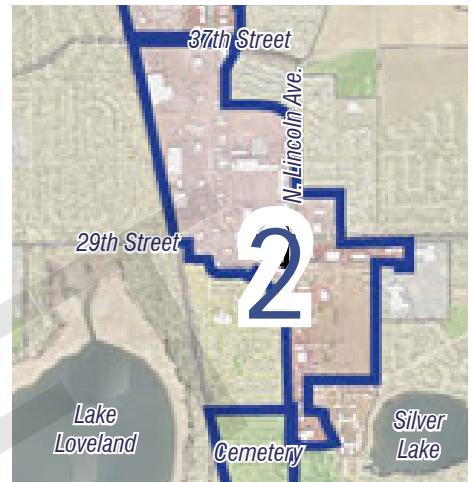
2.1 *Revitalize the 29th Street Commercial Area.* Develop a commercial district revitalization plan.

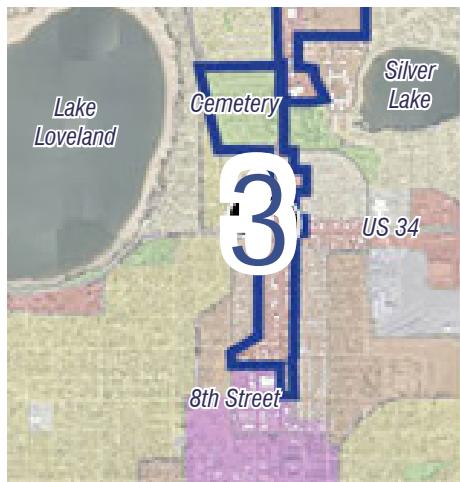
2.2 *Simplify Connections.* Reorganize the street network and walk and trail connections for improved vehicle, pedestrian, and bicycle access, safety, and connectivity.

2.3 *Improve Dry Creek Culvert.* Improve culvert and pedestrian crossings at Dry Creek.

### Sub-Actions

Orchards, Loveland Market Place and Palmer Gardens Area Plan • ULI Healthy Places Workshop • Reorganization of Roadways & Connections at 29<sup>th</sup> • Garfield Avenue Bike Boulevard Study • Dry Creek Culvert Enhancements • 37th Street Completion





## ZONE 3: CEMETERY TO 8TH STREET

### Challenges

Many existing properties are underperforming, with an abundance of vacant sites of narrow frontages, shallow lots, and inadequate access for commercial redevelopment. These small lots under separate ownership cause complications in redevelopment options. A lack of pedestrian access and appropriate separation from auto traffic creates an unsafe and unpleasant environment.

### Economic Strategy

Improve the couplet right of way to create more functional commercial sites and attract higher quality uses oriented to Downtown as well as the surrounding residential neighborhoods.

### Actions

*3.1 Allow Mixed Use.* Expand the Downtown Activity Center (DAC) land use designation and the B-E zoning designation to allow mixed use through the couplet area, and align with the new DDA boundary.

*3.2 Improve Multimodal Amenities.* Improve the pedestrian environment and add bike lanes, through creative, alternative solutions, allowing for safe travel and access.

*3.3 Initiate the US 34/US 287 Redevelopment Plan.* Create a redevelopment plan for the US 34 & US 287 intersection as a key gateway into Downtown.

### Sub-Actions

DAC & B-E Designation Expansion • Couplet Area Plan • Couplet Mobility & Streetscape Improvements • 5<sup>th</sup> – 7<sup>th</sup> Street/ Railroad Avenue Station Area Plan • US 34/ US 287 Area Plan.

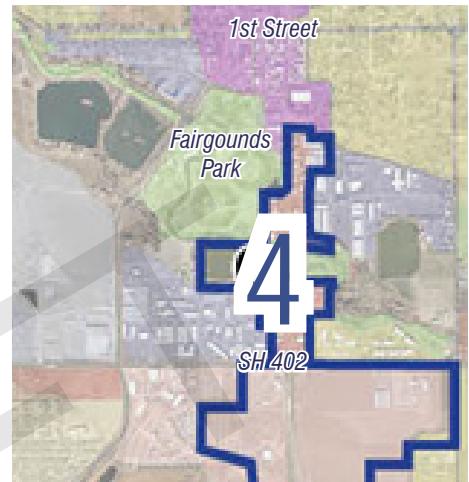
## ZONE 4: 1ST STREET TO SH 402

### Challenges

In general, the area consists of small lot, underperforming commercial and industrial uses. Commercial frontage development potentials are compromised by adjacent industrial uses to the east. The flood hazard limits reinvestment opportunities for certain properties, while the area's development does not capitalize on the Big Thompson River as an amenity.

### Economic Strategy

Create an enhanced Big Thompson River corridor with public spaces and amenities to make existing properties more attractive, and riverfront sites that will attract new commercial development.



### Actions

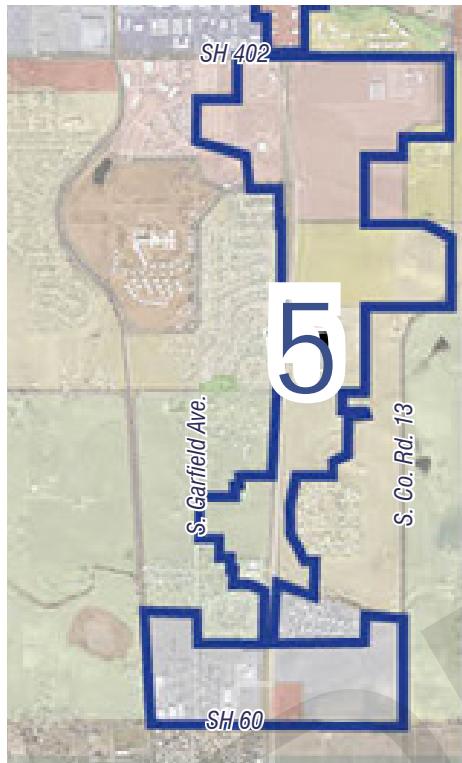
*4.1 Mitigate Flood Hazard.* Mitigate the flood hazard and reduce the possibility of future damage from flood events.

*4.2 Create an Area Plan.* Create a plan to capitalize on flood mitigation efforts and convert the US 287/ Big Thompson River crossing into a Big Thompson River District (i.e. Estes Park, Pueblo, or Golden).

*4.3 Create Gateway.* Replace the bridge across the Big Thompson River to help mitigate flooding and create a southern gateway to Downtown.

### Sub-Actions

Big Thompson River Bridge Replacement • Ongoing Mitigation and Enhancements • Big Thompson River District Area Plan • Zoning District Map Revisions • Big Thompson River Bridge Enhancements



## ZONE 5: SH 402 TO SH 60

### Challenges

The area is sparsely developed with large vacant areas, a lack of connected street network, a lack of extended infrastructure to serve the area, and a lack of households to support new commercial uses. The area also lacks a cohesive land use plan and annexation plan for the multiple County enclaves within the area.

### Economic Strategy

Concentrate future commercial and employment development and high-density residential development at SH 402 while maintaining and expanding low- and medium-density residential uses to the south.

### Actions

- 5.1 *Modify Future Land Use & Zoning.*
- 5.2 *Create Gateway.* Create a southern gateway into Loveland.
- 5.3 *Develop Master-Planned Residential Communities.* Promote the development of contiguous, master-planned neighborhoods.

### Sub-Actions

Future Land Use Map Revisions • Zoning District Map Revisions • Gateway Enhancements • Utility Master Plan • Metro Districts Allowance

## CORRIDOR-WIDE ACTION PLAN

### ALL ZONES

#### Actions

6.1 *Improve Corridor-Wide Aesthetics.*

6.2 *Improve Mobility.* Improve transit service, as well as bike and pedestrian safety and access.

6.3 *Identify Future Annexation Areas.* Identify those parcels within the study area that will be annexed, and determine timeframes.

#### Sub-Actions

Municipal Code Updates • Code Enforcement Coordination • Overhead Utility Line Burial • Transit Service Improvements • Access Management • Sidewalk Construction • Annexation Study

A detailed Action Plan, developed and prioritized by the community, stakeholders, and advisory committees, is summarized here and fully outlined within each subsequent Volume. A total of **5 Economic Strategies, 18 Actions, and 37 Sub-Actions** have been identified for the 8-mile Corridor.

Together, these Strategies work to provide a coordinated approach to spur additional economic development within and adjacent to the Corridor. Each Strategy's corresponding Sub-Actions have been individually ranked based on their ability to address the specific issues related to each Zone. In order to classify the project packages, the Sub-Actions have been divided into three project types: **policies, studies, and projects.**

### PRIORITIZATION

A comprehensive analysis of priority projects was identified by determining each Sub-Action's overall effectiveness vs. anticipated cost:

- Effectiveness: **impact** - the ability to improve the economic position of the Corridor; and **influence** - the geographic scale of change and the ability to improve all five zones.
- Cost: the potential cost vs. revenue generated.

Please refer to the quadrant diagram on the following page for the results on this analysis.

## PRIORITY WORK PROGRAM

This initial work program focuses on:

- those priority projects that should result in transformative change within the first two to five years of implementation;
- quick fixes that set underlying policy structures or funding mechanisms in place for future change;
- projects that enhance public safety; and
- projects that have been heard as a high priority from public outreach.

The initial work program predominantly targets those Sub-Actions found in Quadrants 1 and 2, as shown on the following page. Quadrant 1 includes those projects that are considered to be transformative in nature with a higher cost; while Quadrant 2 projects are those that are a little less costly, but still have the capability for incremental positive change over time.

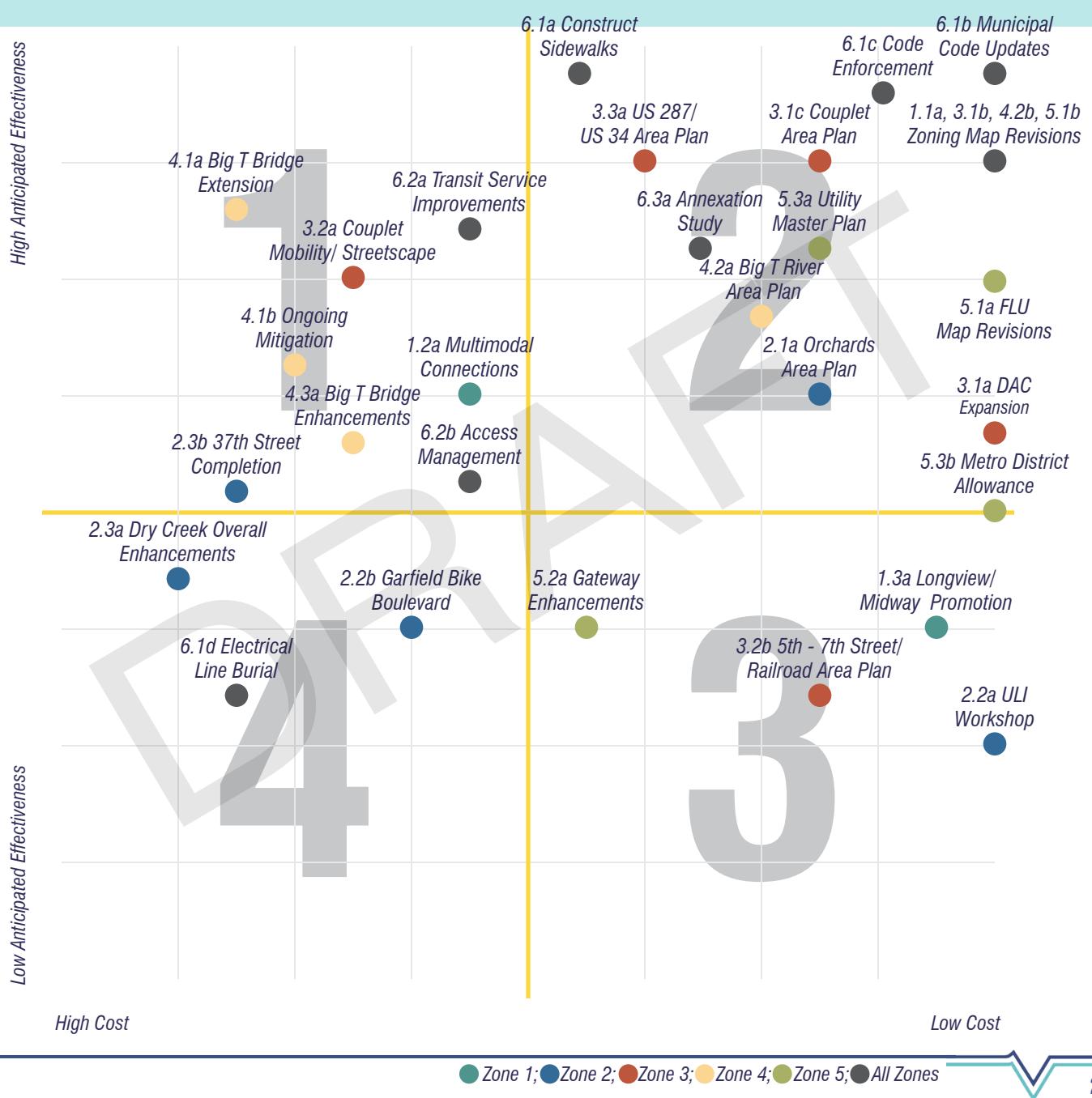
The remaining Quadrant 1 and 2 projects, as well as those Quadrant 3 and 4 projects should be pursued as part of the long-term work program and evaluated annually. The items within the Priority Work Program must be considered by City Council along with many other priorities. Many of these projects would also require additional funding sources, including special assessments, or funding from state and federal agencies.

## LONG-TERM WORK PROGRAM

Optimally, all Sub-Actions should be anticipated to be implemented within a 20- to 25-year timeframe. As the Strategic Plan is designed to be flexible in order to be adaptive, responsible, and decisive in implementing these projects, these Sub-Actions should be continuously monitored to evaluate the course of the Corridor and ensure its desired economic position is realized.

A work program for implementing the Strategic Plan should be created and reviewed annually by City Council and City staff. The initial work program should be created immediately following City Council's adoption of this Plan, and should be revisited each year as part of the budgeting process. In setting the work program, City Council should evaluate which projects are most needed by reviewing work completed over the past year, available funding, and strategies based on how well the Corridor is adapting to the vision. The work program process may also result in the reprioritization of projects if expected results are not realized.

These corrective actions will ensure the desired end result is achieved. Resources required to implement the strategy will be considered, along with parties responsible for implementing the project and the timeframe for implementing the strategy. Moreover, as strategies are completed and/or new best practices, technology, and information become available, the work program may



include projects not listed in this document. **However, each project or action should be relevant to an Economic Strategy within this Plan and measured by effectiveness and cost.**

## PRIORITY WORK PROGRAM

### QUICK WINS – HIGH RETURN, LOW RISK ITEMS

Applicable Zone	Sub-Action	Value Added	City Role	Estimated Cost to City	Citizen Concern
Zone 1	<b>1.1a. Zoning Code Updates:</b> Update the zoning code, including new overlay zones, to promote mixed use and residential development to support retail districts to the north and south. Create an overlay zone that reflects intent of the Complete Neighborhood category of the Future Land Use Plan. Update Shared Parking standards to provide reduced parking requirements for mixed-use areas as a whole, and not just mixed-use buildings.	<ul style="list-style-type: none"> <li>Removes barriers to redevelopment</li> <li>Facilitates business reinvestment</li> <li>Brings retail customers into walking and biking distance</li> </ul>	Lead   In house and funds appropriated for code consultant	Approx. \$20,000	Medium
	<b>1.2a. Bike and Pedestrian Amenities &amp; East/West Connections:</b> Require pedestrian and cyclist amenities as new development occurs along US 287 and from adjacent neighborhoods. Require that new development provide connections and future right-of-way for east/west street connections from retail districts to adjacent neighborhoods. Look at revising the purpose of the B zoning designation to include the encouragement of walking and biking access to and from adjacent neighborhoods, and add a subsection outlining circulation, safety, and access standards for vehicles, bicycles, and pedestrians, such as stated in 18.29.040B.	<ul style="list-style-type: none"> <li>Improves public safety</li> <li>Increases business activity by providing easy access from adjacent residential neighborhoods</li> <li>Promotes business reinvestment</li> </ul>		No cost, unless provided by City as incentive	High
	<b>1.2b. Gateway Enhancements:</b> Create a northern gateway into Loveland.	<ul style="list-style-type: none"> <li>Promotes City recognition</li> <li>Builds sense of City pride</li> </ul>		Approx. \$250,000	Medium
Zone 2	<b>2.2a ULI Building Healthy Places Workshop:</b> Utilize the outcomes of the spring workshop to inform additional changes or amenities within the area.	<ul style="list-style-type: none"> <li>Promotes citizen awareness regarding the built environment and healthy living opportunities</li> </ul>	Lead	No cost, awarded through grant	High
	<b>2.3a. Dry Creek Culvert Enhancements:</b> Improve pedestrian access and connectivity across Dry Creek with the construction of sidewalks on the culvert.	<ul style="list-style-type: none"> <li>Improves public safety</li> </ul>	Lead, with CDOT coordination	Over \$500,000	Medium

## QUICK WINS – HIGH RETURN, LOW RISK ITEMS

Applicable Zone	Sub-Action	Value Added	City Role	Estimated Cost to City	Citizen Concern
Zone 3	<b>3.1a DAC Expansion:</b> Expand the DAC land use designation to allow mixed use through the couplet area, and align with the new DDA Boundary.	<ul style="list-style-type: none"> <li>Facilitates Downtown's continued revitalization</li> </ul>	Lead	No cost, in house	Low
	<b>3.1b. Zoning District Map Revisions:</b> Expand the B-E zoning designation to allow mixed use through the couplet area, and align with the new DDA Boundary.	<ul style="list-style-type: none"> <li>Promotes mixed use within the DDA</li> <li>Provides more land use options to facilitate redevelopment</li> </ul>	Lead	No cost, in house	Medium
	<b>3.3a. US 34/ US 287 Area Plan:</b> Create a redevelopment plan for the US 34/ US 287 intersection as a key gateway into Downtown.	<ul style="list-style-type: none"> <li>Improves transportation flow through the intersection</li> <li>Catalyzes business reinvestment or new development</li> <li>Promotes City recognition</li> <li>Builds sense of City pride</li> </ul>	Lead	Approx. \$200,000	High
Zone 4	<b>4.2a. Create Big Thompson River District Redevelopment Plan:</b> Capitalize on flood mitigation efforts and establish a Big Thompson River District for the US 287/ Big Thompson River crossing.	<ul style="list-style-type: none"> <li>Uses outside funding source to capitalize on flood mitigation efforts</li> <li>Catalyzes business reinvestment or new development</li> </ul>	Lead	Approx. \$200,000	High

## QUICK WINS – HIGH RETURN, LOW RISK ITEMS

Applicable Zone	Sub-Action	Value Added	City Role	Estimated Cost to City	Citizen Concern
Zone 5	<b>5.1b. Zoning District Map Revisions:</b> Promote a node of mixed use and higher density residential at SH 402. Investigate the rezoning of parcels at the intersection of SH 402 from B to MAC designation.	<ul style="list-style-type: none"> <li>• Concentrates living units in closer proximity to community commercial uses</li> <li>• Reduces vehicle miles traveled</li> <li>• Utilizes a more efficient provision of public infrastructure</li> </ul>	Lead	No cost - in house	Medium
	<b>5.2a Gateway Enhancements:</b> Create a southern gateway into Loveland.	<ul style="list-style-type: none"> <li>• Promotes City recognition</li> <li>• Builds sense of City pride</li> </ul>	Lead	Approx. \$250,000	Medium
	<b>5.3a. Utility Master Plan:</b> Plan for all utilities south to SH 402 and what the city and/or county will fund vs. private development	<ul style="list-style-type: none"> <li>• Allows new development a funding option for extension of sewer services</li> </ul>	Lead	Approx. \$150,000	Low
AII Zones	<b>6.1a. Construct Missing Sidewalk Segments:</b> Build missing sections of sidewalks along the length of the Corridor. Continue to enforce curb, gutter, and sidewalk construction and maintenance, utilizing the ultimate roadway cross sections.	<ul style="list-style-type: none"> <li>• Improves public safety</li> <li>• Strengthens mobility</li> <li>• Increases length of stay/ visitor experience</li> </ul>	Lead	Over \$500,000	High
	<b>6.1b. Underground Utility Lines:</b> Continue to bury utility lines as ongoing capital improvement projects, utility service upgrades, and new development or redevelopment. Continue to coordinate with other service providers to do the same.	<ul style="list-style-type: none"> <li>• Improves reliability of electric service and visual impacts on Corridor</li> <li>• Promotes business reinvestment</li> </ul>	Partner with utility suppliers and private entities	Approx. \$1 million per mile/ \$300,000 per block	Low
	<b>6.3a. Annexation Study:</b> Complete an in-depth analysis and study of those lands that still need to be annexed into the City, along with improvement costs, phasing, and funding recommendations.	<ul style="list-style-type: none"> <li>• Allows for sense of surety for new development</li> <li>• Promotes private development</li> </ul>	Lead, with County co-ordination	Approx. \$150,000	Low

## CHAPTER 2.

**ZONE 1**

DRAFT

# ZONE 1: 71ST STREET TO 37TH STREET

## CONTEXT

Zone 1 of the Corridor begins at 71st Street near the northern boundary of Loveland and stretches almost 2.5 miles south to 37th Street. The Longview / Midway business park, Wal-Mart Supercenter, and Crystal Landscape Supplies represent the northern gateway of US 287 into Loveland, but the area lacks a sense of arrival. The Longview / Midway business park contains a significant amount of industrial and flex space and the City would like the area to attract additional tenants. The 200,000-square-foot Wal-Mart anchors a commercial node at 65th Street, known as Wintergreen Village, which includes fast food and health care services. Wintergreen Village was built in 2007 prior to the economic recession and was likely planned to serve new residents of northern Loveland and southern Fort Collins, yet much of the surrounding area remains undeveloped. Today, the area represents one of the Corridor's four major employment nodes with approximately 1,300 workers.

South of 57th Street to 37th Street, small- to mid-scale retail, service, and civic uses abut US 287, while residential neighborhoods are typically located at least 300 feet from the highway with vacant land in between. The area suffers from a lack of east-west connectivity between residential development and highway-oriented uses and a lack of concentrated destinations, or activity centers. North-south mobility along the highway itself is great for vehicular traffic, but a lack of pedestrian, bicycle, and transit amenities make it difficult to travel even short distances without a car.

There is too much commercial land planned within this Zone, and there are several vacant, commercially zoned parcels north of 37th Street that should be given new options through zoning to allow for other uses. The focus of commercial and industrial development should be around the 65th Street intersection and planned developments there. Recent development activity is a positive sign and the City should explore ways to continue to foster this activity. Changes to US 287 should support future traffic and circulation needs of the area.



*The northern limits of Loveland*



*Shops at Wintergreen Village*



*Immanuel Lutheran Church & School*



*Newer development at Longview / Midway*



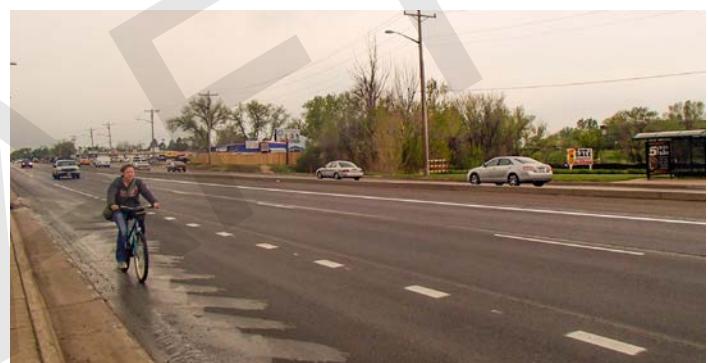
*Two-story building with parking in front*



*Multiple vacant parcels exist with no sidewalks, and bus stops exist with no sidewalks to serve them*



*East/west streets are few and far between*



*The Corridor lacks adequate and safe bicycle facilities*



*Vehicles at auto sales lots encroach the sidewalk, limiting pedestrian mobility*

## CHALLENGES

A couple of key challenges exist in Zone 1 that are hindering economic development:

- A large number of vacant commercial properties along US 287 from 37th to 65th streets create gaps in destinations.
- The strength of the Longview/Midway Commercial Center on the north end is not being leveraged to generate more growth.
- The transportation network suffers from a low level of east-west mobility.
- A lack of pedestrian and bicycle infrastructure impedes multimodal access along the highway.



## OPPORTUNITIES

Economic development opportunities in Zone 1 should focus on the following:

- Right-size the amount of commercially zoned land, encourage it where it is working, and increase the range of allowable uses.
- Focus economic activity in key areas.
- Let the market continue current momentum.
- Provide more east-west connections.
- Allow mixed use or high-density residential areas through zoning overlays.

*High quality office design and landscaping attract employers*



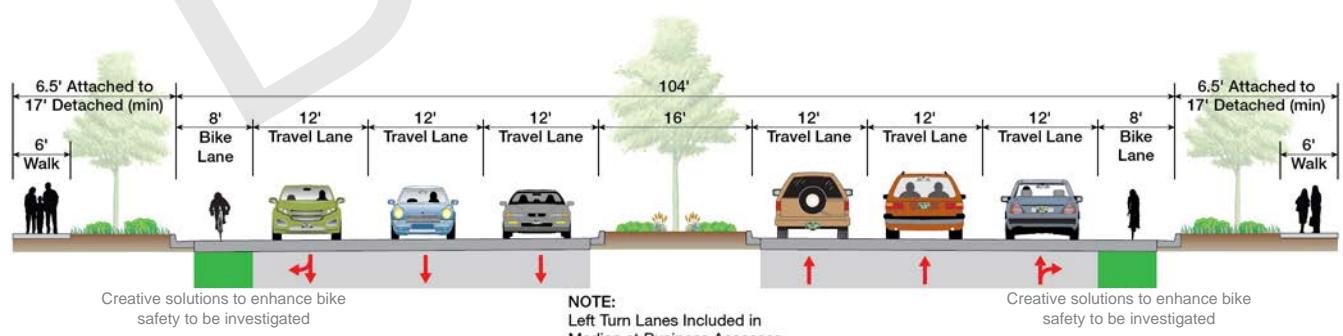
*High-density housing increases demand for Corridor businesses*

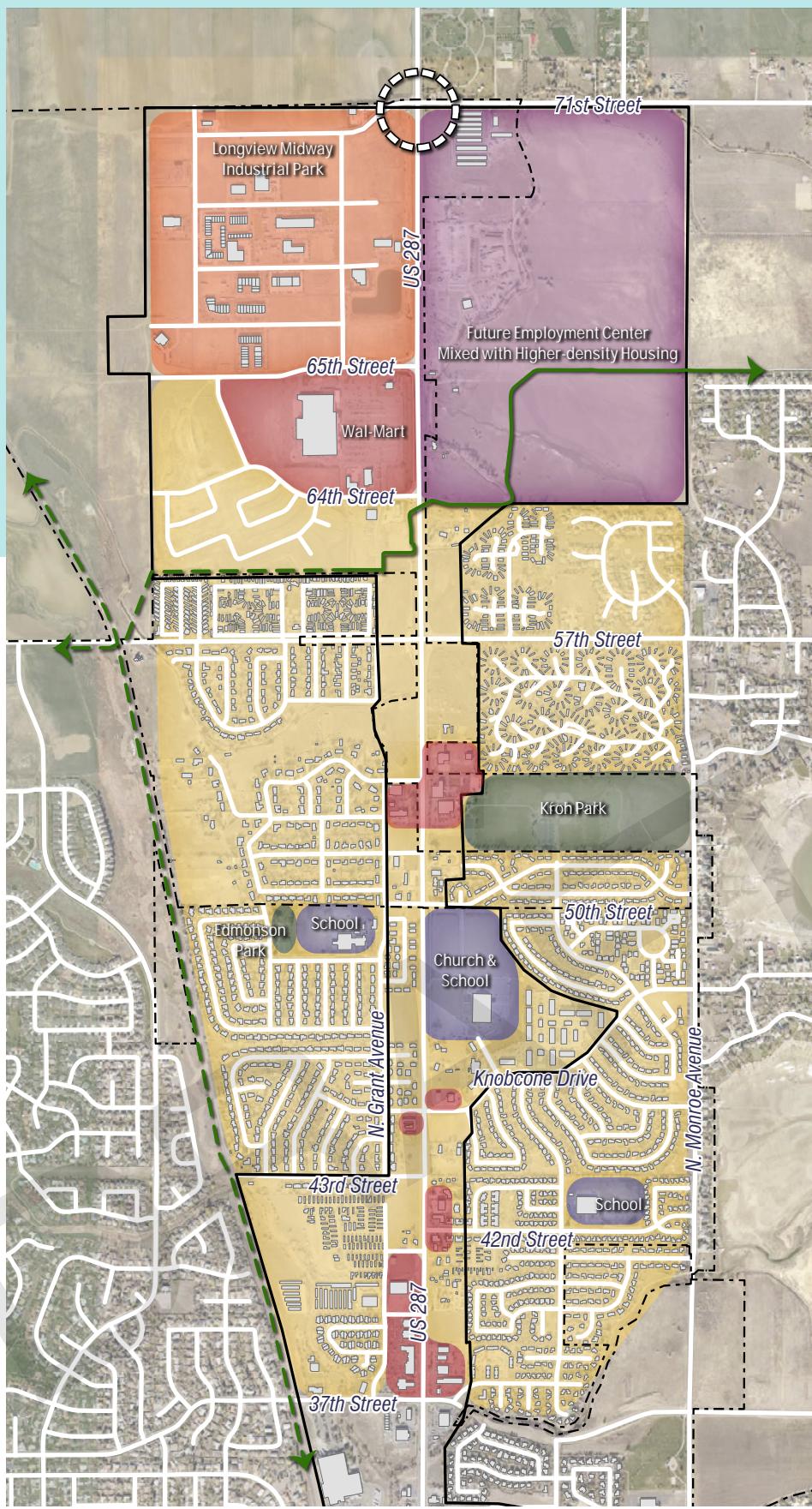


*Detached sidewalks, landscaping & public art improve the Corridor*

## ECONOMIC STRATEGY

Concentrate future commercial uses at 65th Street, and employment uses in Longview/Midway. Transition remaining corridor to community-oriented services and higher-density residential uses to create more coherent and better planned commercial nodes, and open vacant parcels to alternative development opportunities.





ZONE 1: 71ST STREET TO 37TH STREET

0 Miles

0.25

0.5

- City Boundary
- Corridor Boundary
- Existing Trail
- Proposed Trail
- Retail / Service
- Employment
- Residential
- Park / Natural Area
- Civic
- Mixed Use

# ACTION PLAN

The detailed Zone 1 Action Plan consists of three Actions and seven Sub-Actions, as listed in the following table. All Sub-Actions have been individually ranked based on their ability to address the specific issues related to Zone 1, depending on each Sub-Action's overall effectiveness vs. anticipated cost, as shown in the quadrant diagram at right.

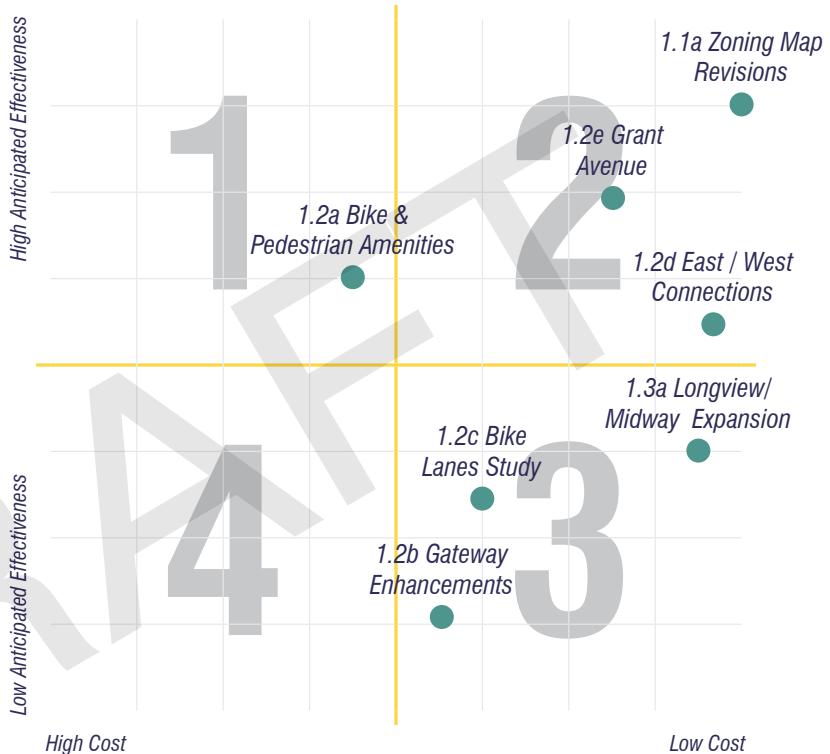
## ACTIONS

- 1.1 Encourage Mixed Use. Apply zoning to encourage mixed use and residential development in order to support retail districts to the north and south.
- 1.2 Include Multimodal Amenities. Improve the overall street section and east-west connections to incorporate multimodal travel.
- 1.3 Attract Business. Leverage the existing employment concentration to strengthen employment base and attract additional business.

## SUB-ACTIONS

Zoning District Map Revisions • Flexible Code

- Bike & Pedestrian Amenities & East/ West Connections
- Gateway Enhancements
- Longview/ Midway Industrial Park and the Peakview Commercial Park Expansion



## ACTION PLAN

Action / Sub-Action	Value Added	Timeframe	Estimated Cost to City	Citizen Concern
<b>1.1 Encourage Mixed Use. Apply zoning to encourage mixed use and residential development in order to support retail districts to the north and south.</b>				
<b>1.1a. Zoning District Map Revisions &amp; Code Updates:</b> Update the zoning code, including new overlay zones, to promote mixed use and residential development to support retail districts to the north and south. Create an overlay zone that reflects intent of the Complete Neighborhood category of the Future Land Use Plan. Update Shared Parking standards to provide reduced parking requirements for mixed-use areas as a whole, and not just mixed-use buildings. Implement a flexible code within the undeveloped area between 64th and 71st Streets to allow for flexibility in development. Encourage rental and ownership high-density housing on the Corridor.	<ul style="list-style-type: none"> <li>• Removes barriers to redevelopment</li> <li>• Facilitates business reinvestment</li> <li>• Brings retail customers into walking and biking distance</li> <li>• Supports transit</li> <li>• Allows developers to create cohesive projects better suited to specific sites</li> <li>• Encourages residential and mixed use development to support commercial uses</li> </ul>	Immediate	In house and funds are appropriated for code consultant	Medium
<b>1.2 Include Multimodal Amenities. Improve the overall street section and east-west connections to incorporate multimodal travel.</b>				
<b>1.2a. Bike and Pedestrian Amenities:</b> Require pedestrian and cyclist amenities as new development occurs along US 287 and from adjacent neighborhoods. Require that new development provide connections and future right-of-way for east/west street connections from retail districts to adjacent neighborhoods. Look at revising the purpose of the B zoning designation to include the encouragement of walking and biking access to and from adjacent neighborhoods, and add a subsection outlining circulation, safety, and access standards for vehicles, bicycles, and pedestrians, such as stated in 18.29.040B.	<ul style="list-style-type: none"> <li>• Improves public safety</li> <li>• Increases business activity by providing easy access from adjacent residential neighborhoods</li> <li>• Promotes business reinvestment</li> </ul>	Immediate	No cost, unless provided by City	High
<b>1.2b. Gateway Enhancements:</b> Create a northern gateway into Loveland.	<ul style="list-style-type: none"> <li>• Promotes City recognition</li> <li>• Builds sense of City pride</li> </ul>	Immediate	Approx. \$250,000	Medium

## ACTION PLAN

Action / Sub-Action	Value Added	Timeframe	Estimated Cost to City	Citizen Concern
<b>1.2c. Bike Lanes Study:</b> Undertake a study specifically for the US 287 Corridor to investigate the feasibility of a formal, dedicated bike lane for the length of US 287. Investigate opportunities for creative, alternative solutions to enhance bicyclist safety, such as painted, textured lanes, buffered lanes, or grade-separated lanes. Look at alternative parallel options through sections of reduced right-of-way widths. Coordinate with the Bicycle and Pedestrian Education Coalition (BPEC) to increase knowledge and awareness about how to safely share roads.	<ul style="list-style-type: none"> <li>• Furthers City plans to provide bike lanes on US 287</li> <li>• Promotes multi-modal accessibility</li> <li>• Encourages active transportation</li> <li>• Creates a finer-grained transportation network and higher visibility with more development opportunities</li> </ul>	0 - 5 years	Approx. \$200,000	High
<b>1.2d. East/ West Connections:</b> Investigate opportunities for new development to provide connections and future right-of-way for east/west street connections from retail districts to adjacent neighborhoods.	<ul style="list-style-type: none"> <li>• Increases east-west mobility and improves access between residential and commercial uses</li> <li>• Provides more cohesive organization of land uses</li> </ul>	0 - 5 years	No cost, in house	High
<b>1.2e. Grant Avenue:</b> Study the feasibility of connecting Grant Avenue between 52nd Street and the Peakview Industrial Park to allow for an additional north/ south connection.	<ul style="list-style-type: none"> <li>• Improves north/ south mobility</li> <li>• Reduces traffic congestion on US 287</li> </ul>	5 - 10 years	Approx. \$50,000 for initial feasibility study	Medium
<b>1.3 Attract Business. Leverage the existing employment concentration to strengthen employment base and attract additional business.</b>				
<b>1.3a Longview/ Midway Industrial Park and Peakview Commercial Park Expansion:</b> Capitalize on the recent growth and development within the industrial park, and promote its access to FLEX bus transit. Work with existing businesses to determine what linkages and partnerships would benefit from additional development.	<ul style="list-style-type: none"> <li>• Increases the viability of this employment center</li> <li>• Provides additional job opportunities</li> <li>• Encourages transit ridership</li> </ul>	0 - 5 years	No cost, in house	Medium

## CHAPTER 3.

ZONE 2

DRAFT

# ZONE 2: 37TH STREET TO CEMETERY

## CONTEXT

Zone 2 begins at 37th Street on the north and terminates at the Loveland Burial Park on the south, covering just over one mile with the highest concentration of commercial uses and employees outside of Downtown. The commercial node centered at 29th Street, stretching up to 37th Street, is the main neighborhood serving activity center on US 287. This node is anchored by Loveland Marketplace, including Hobby Lobby; the Orchards Shopping Center, which includes King Soopers, Office Depot, and Ace Hardware; and Palmer Gardens. King Soopers was recently expanded, which will absorb some unmet demand for a grocery store in the northern segment of the Corridor. The area employs almost as many people as Downtown with 2,300 employees between 37th and 29th streets.

All of this activity generates a lot of traffic. At 28,000 vehicles per day, traffic volumes are higher in this area than anywhere else along the Corridor. A transit station is conveniently located in the Orchards Shopping Center parking lot, serving City of Loveland Transit (COLT) and FLEX bus riders. The COLT provides local and paratransit service within city boundaries and the FLEX is an intercity north/south regional bus route that connects Loveland to Fort Collins, Longmont, and Denver. Unfortunately, pedestrian pathways within the shopping centers, along US 287, and to the transit center are limited and users must walk through parking lots to reach the station and other area destinations.

This area has the potential to be a major community gathering point serving northern Loveland residents; however, it is hampered by poor site design. An improved circulation and access pattern would enhance the attractiveness of retail spaces to shoppers and businesses and open up new retail locations, allowing underutilized parking areas to be transformed into public amenities and gathering points.





Roadway connecting Orchards Shopping Center & Loveland Marketplace lacks sidewalks



Loveland Marketplace



King Soopers in Orchards Shopping Center



Bus transfer station in Orchards Shopping Center



Office buildings in Orchards Shopping Center



Restaurant south of 29th Street with parking in front



*Circulation and access within the centers and across US 287 are confusing*

## CHALLENGES

Several key challenges exist in Zone 2 that are hindering economic development:

- The commercial area between 29th and 33rd streets is the most viable activity center in the Corridor but the quality of the retail store mix is declining.
- The three shopping centers in this area are aging and in need of reinvestment.
- The shopping experience is one dimensional, consisting primarily of neighborhood retail and service uses.
- Current regulations promote incremental, piecemeal improvements and are discouraging reinvestment.
- The circulation and access among the shopping centers is confusing and discourages pedestrian activity.
- The area lacks complete and continuous bike and pedestrian systems, reducing public safety and convenience.



*29th Street commercial areas neglect pedestrian needs*



*Vacant businesses reflect the declining quality of the retail store mix*



*The shopping centers are aging and the mix of shops lack diversity*



*Farmers' markets enliven the public realm*



*High quality landscaping adds value to the community*



*Entertainment uses add diversity to the shopping experience*



*Taller buildings near the street create pedestrian-friendly places*

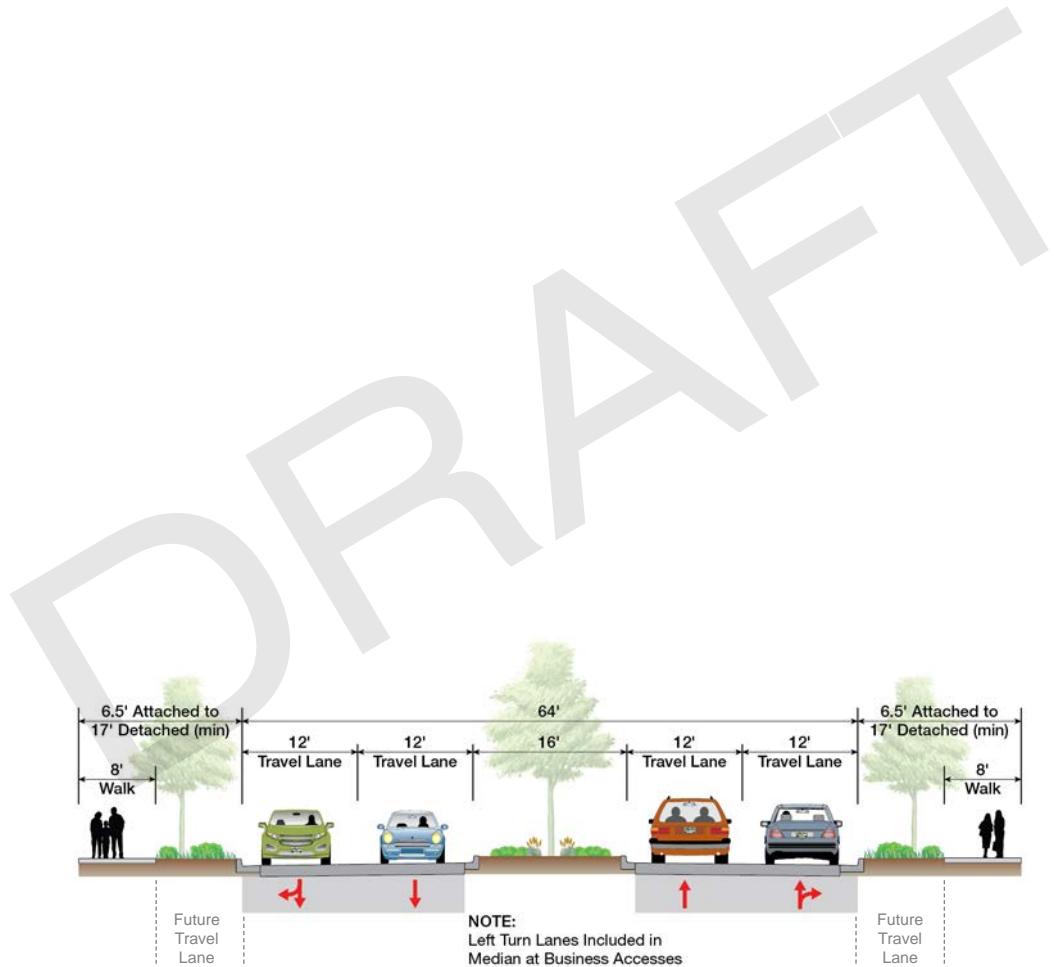
## OPPORTUNITIES

Economic development opportunities in Zone 2 should focus on the following:

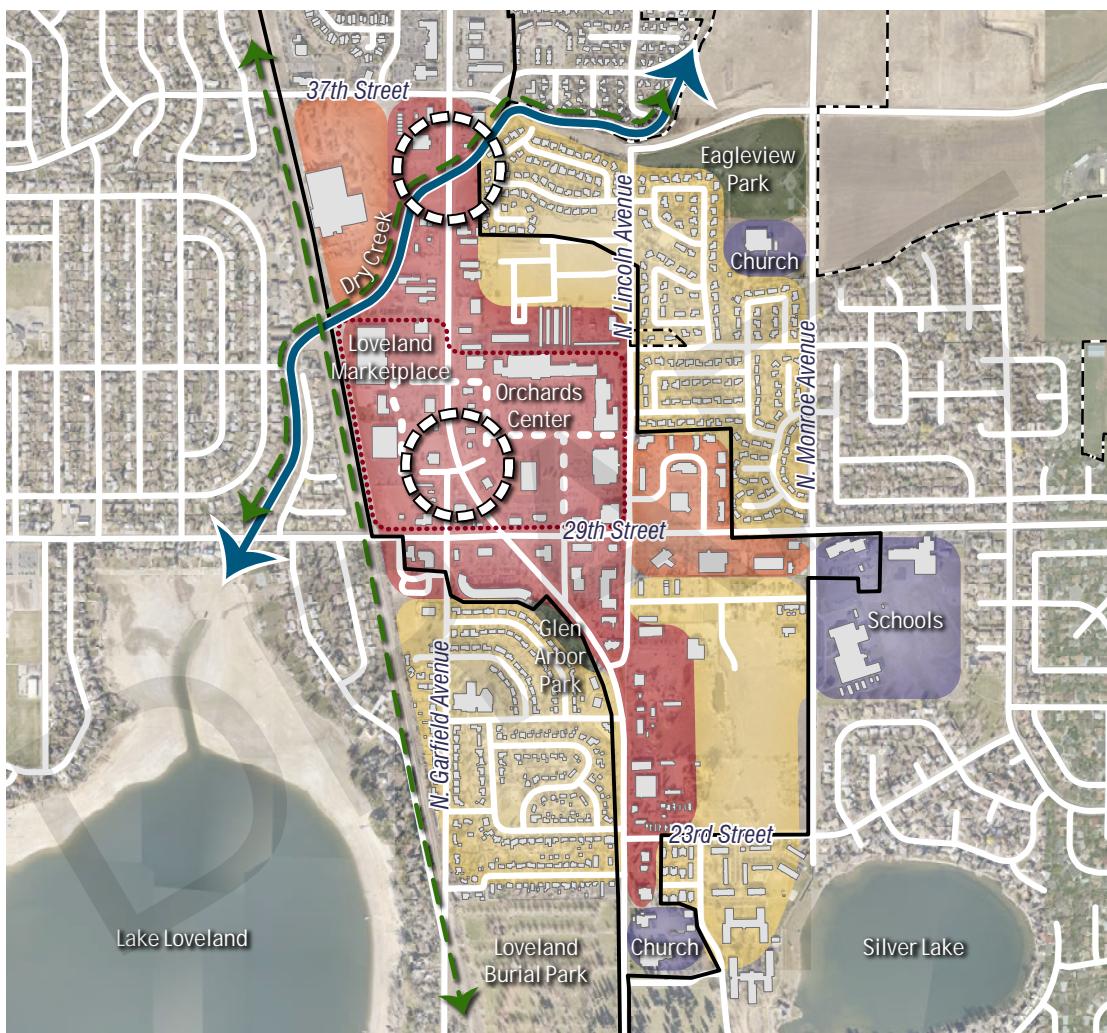
- Revitalize underperforming retail by making the area a destination for surrounding residents.
- Utilize unused areas and parking to create public amenities and gathering points.
- Improve circulation and access to allow retail to perform better and facilitate multimodal access.

## ECONOMIC STRATEGY

Create a public/private development plan to revitalize and expand the 29th Street commercial node as a community shopping and entertainment destination for central and north Loveland.



*Rendering depicts a general concept, and illustrates only one of several possible futures. Actual construction will vary.*



----- City Boundary    — Corridor Boundary    - - - Proposed Trail    — Waterway    ○ Gateway  
 ■ Retail / Service    ■ Employment    ■ Residential    ■ Park / Natural Area    ■ Civic  
 ■ Catalyst

## CATALYTIC PROJECT

With input from the City, advisory committees, the public, and private property owners, the consultant team identified a catalytic project that could facilitate the revitalization of the Orchards Shopping Center, the Loveland Marketplace, and Palmer Gardens into a regional destination and mixed-use commercial district that includes retail, office, and entertainment uses. The key tenets of this catalyst are described below and illustrated in a conceptual site plan that represents one of many potential design approaches that could achieve these tenets:

- Create a finer grained pedestrian-scaled street network to improve pedestrian, bicyclist, and vehicular circulation, create new development opportunities, and create a fresh image for the shopping centers.
- Increase connectivity with existing neighborhoods to provide more walkable access.
- Improve the Dry Creek Culvert crossing with bike and pedestrian connections and create a sense of arrival into the commercial area.
- Provide a central median throughout this Zone for improved image and access control.
- Partner with existing property and businesses owners on opportunities to maintain and improve sites throughout the area.



*Main street concept with surrounding shopping and amenities*



*Improved mixed use retail and office uses*



*Artist's rendering depicts a general concept, and illustrates only one of several possible futures, and actual development and redevelopment options will vary.*

# ACTION PLAN

The detailed Zone 2 Action Plan consists of three Actions and six Sub-Actions, as listed in the following table. All Sub-Actions have been individually ranked based on their ability to address the specific issues related to Zone 2, depending on each Sub-Action's overall effectiveness vs. anticipated cost, as shown in the quadrant diagram at right.

## ACTIONS

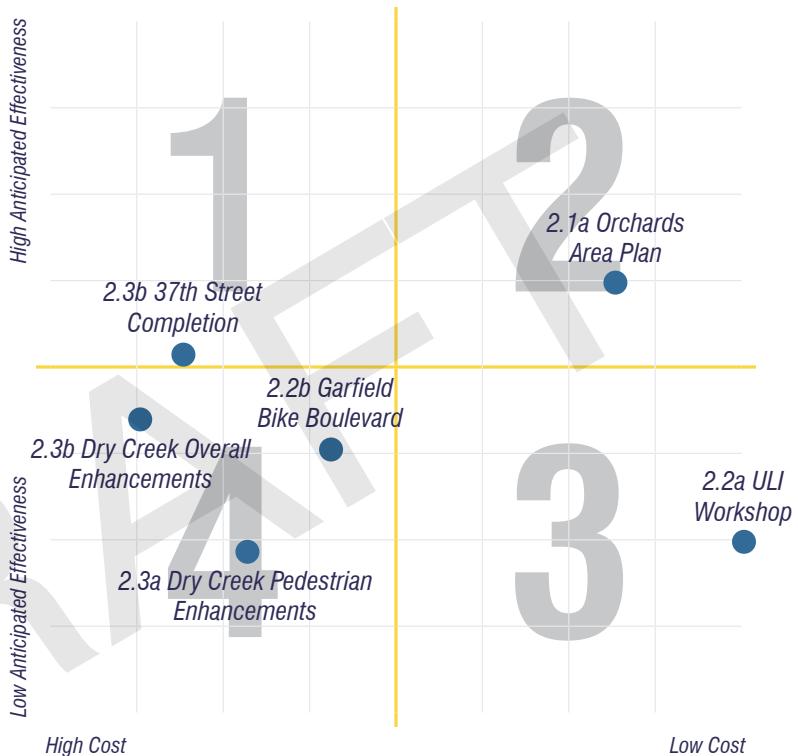
2.1 Revitalize the 29th Street Commercial Area. Develop a commercial district revitalization plan.

2.2 Simplify Connections. Reorganize the street network and walk and trail connections for improved vehicle, pedestrian, and bicycle access, safety, and connectivity.

2.3 Improve Dry Creek Culvert. Improve pedestrian crossings at Dry Creek.

## SUB-ACTIONS

Orchards, Loveland Market Place, and Palmer Gardens Area Plan • ULI Building Healthy Places Workshop • Garfield Avenue Bike Mobility Study • Dry Creek Culvert Pedestrian Safety Enhancements • Dry Creek Culvert Overall Enhancements • 37th Street Completion



## ACTION PLAN

Action / Sub-Action	Value Added	Timeframe	Estimated Cost to City	Citizen Concern
<b>2.1 Revitalize the 29th Street Commercial Area: Develop a commercial district revitalization plan.</b>				
<b>2.1a Orchards, Loveland Market Place, and Palmer Gardens Area Plan:</b> Initiate a consolidated area plan to garner interest in redevelopment within the area and inform the design of a revitalized commercial area.	<ul style="list-style-type: none"> <li>• Attracts development opportunities</li> <li>• Improves multimodal access and circulation</li> <li>• Encourages pedestrian activity</li> <li>• Modernizes the shopping environment</li> <li>• Enhances the area's image</li> <li>• Increases business diversity</li> <li>• Increases sales tax revenue</li> <li>• Becomes a regional draw and amenity</li> </ul>	0 - 5 Years	Approx. \$150,000	High

## ACTION PLAN

Action / Sub-Action	Value Added	Timeframe	Estimated Cost to City	Citizen Concern
<b>2.2 Simplify Connections. Reorganize the street network and walk and trail connections for improved vehicle, pedestrian, and bicycle access, safety, and connectivity.</b>				
<b>2.2a ULI Building Healthy Places Workshop:</b> Utilize the outcomes of the spring workshop to inform additional changes or amenities within the area. (refer to Appendix 4, for final report)	<ul style="list-style-type: none"> <li>Promotes citizen awareness regarding the built environment and healthy living opportunities</li> </ul>	Immediate	No cost, awarded through grant	High
<b>2.2b Garfield Avenue Bike Mobility Study:</b> Investigate the incorporation of creative and alternative solutions for bike lanes on parallel north-south streets, such as Garfield Avenue, as an alternative to bike lanes on unsafe or constricted portions of US 287. Additionally, include safe, east-west connections across US 287 and into adjacent neighborhoods.	<ul style="list-style-type: none"> <li>Facilitates safe, low-stress bicycling</li> </ul>	5 - 10 years	Approx. \$150,000, for initial feasibility study	Medium
<b>2.3 Improve Dry Creek Culvert. Improve pedestrian crossings at Dry Creek.</b>				
<b>2.3a Dry Creek Culvert Pedestrian Safety Enhancements:</b> Improve pedestrian safety, access and connectivity across Dry Creek with the construction of sidewalks on the culvert.	<ul style="list-style-type: none"> <li>Improves public safety</li> </ul>	Immediate	Approx. \$250,000	Medium
<b>2.3b Dry Creek Culvert Overall Enhancements:</b> Continue to enhance pedestrian connectivity across US 287 by constructing a pedestrian underpass and trail connections along Dry Creek.	<ul style="list-style-type: none"> <li>Improves public safety</li> <li>Promotes recreational activity</li> </ul>	5 - 10 years	\$5 – \$10 million	Medium
<b>2.3c 37th Street Completion:</b> Complete the connection of 37th Street across Dry Creek.	<ul style="list-style-type: none"> <li>Improves city-wide connectivity</li> </ul>	5 - 10 years	Over \$10 million	High

## CHAPTER 4.

**ZONE 3**

# ZONE 3: CEMETERY TO 8TH STREET

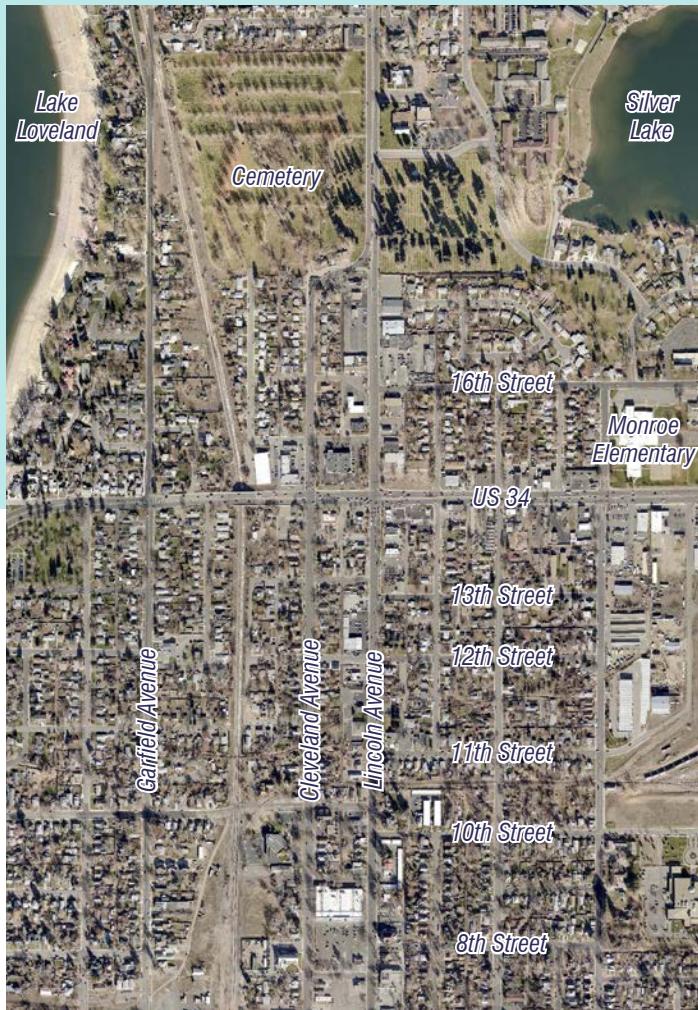
## CONTEXT

Zone 3 extends south along the Loveland Burial Park approximately one mile to 8th Street, ending just north of Downtown, which has 2,400 employees – the largest employment concentration along the Corridor. In this stretch, US 287 transitions from a two-way street to a one-way couplet consisting of southbound Cleveland Avenue and northbound Lincoln Avenue. A large Indian sculpture in the median marks the point of transition. Whereas the two-way includes four travel lanes and one turn lane, the couplet features three travel lanes in each direction and no turn lanes except at the intersection of Eisenhower Boulevard, also known as the Gateway to the Rockies.

One- and two-story shops, restaurants, and offices line Lincoln Avenue, as do single-family homes, many of which have been converted to business establishments. On Cleveland Avenue, single-family homes and converted residences predominate with a cluster of commercial buildings at Eisenhower Boulevard. Many of the buildings in Zone 3 are older and some are in poor condition, presenting opportunities for redevelopment.

Attached sidewalks exist on Lincoln Avenue, while detached sidewalks prevail along Cleveland Avenue. Many of the parcels in this Zone are smaller than other areas along the Corridor with narrower frontages and a finer-grained ownership. Although the block pattern is more urban in Zone 3 with a higher level of east-west connectivity conducive to walking compared to the other zones, the frequency of curb cuts significantly interrupts the pedestrian environment, especially along Lincoln Avenue. Many businesses have multiple driveways causing the frequency of access points to exceed the number of establishments. Often, these access points are excessively wide curb cuts, leading to surface parking lots in front of buildings with no sidewalk, creating multiple points of conflict between automobile traffic and pedestrians. On-street parking is allowed throughout portions of this zone but is scarcely used.

The roadway needs to shift from serving as a way to allow people to travel through Downtown quickly to a roadway that leads people to Downtown and allows people in all modes to circulate within Downtown safely. The spaces between the couplet should be explored as a way to spur economic activity and connect east to west. Slower traffic and improved street edges will serve to enhance commercial viability for Downtown businesses and commercial properties. Reducing the number of lanes from three to two through the couplet should be seriously evaluated. Furthermore, freight train tracks that parallel Railroad Avenue one block west of Cleveland Avenue could host a future commuter rail station at 5th Street, if funding allows, and a station area plan should be created to facilitate transit-oriented development in the area.



*Loveland Burial Park*



*Home on Cleveland Ave.*



*Home converted to business on Cleveland Ave.*



*Commercial center at Cleveland Ave. & Eisenhower Blvd.*



*Auto-oriented businesses*



*East/west street between the couplet*



*Safeway in the middle of the couplet*



*Roadway lacks bicycle facilities and pedestrian amenities, and auto-oriented uses don't transition well into Downtown*

## CHALLENGES

Several key challenges exist in Zone 3 that are hindering economic development:

- Low value and underperforming auto-oriented uses negate the importance of this Zone as a gateway to Downtown, from the north.
- Numerous vacant sites with substandard site dimensions and access for commercial uses inhibit development.
- Small, narrow frontages in separate ownership create too many drive access points.
- A lack of pedestrian and bike access and separation from auto traffic impedes multimodal activity, and from an economic standpoint, fails to capitalize on additional passerby.
- The intersection of US 287 and US 34/Eisenhower Boulevard lacks the sense of significance it deserves as the gateway to Downtown and the Rockies.



*Low-value hotel on Lincoln Avenue*



*Small, narrow frontages are common*



*The intersection of US 287 & US 34 lacks a sense of arrival*

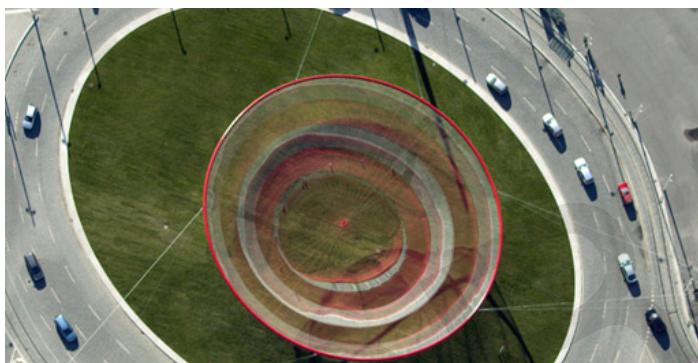
## OPPORTUNITIES

Economic development opportunities in Zone 3 should focus on the following:

- Treat the roadway as a way to bring people to instead of through Downtown.
- Increase the vitality and attractiveness of commercial development in Downtown.
- Leverage spaces between the Couplet to spur economic activity.
- Slow traffic and improve the streetscape to enhance commercial viability.
- Capitalize on the presence of sites appropriate for redevelopment.



*New stores encourage people to stop, shop, and eat*



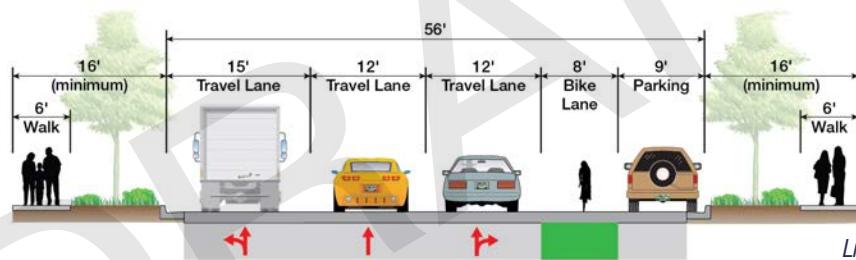
*Iconic gateway art enhances the City's image as an arts community*



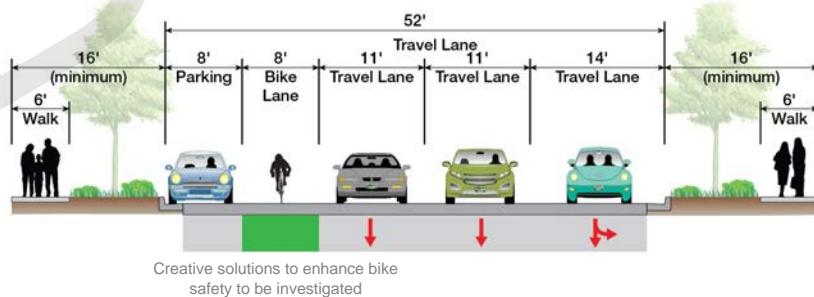
*Lively outdoor spaces activate the street*

## ECONOMIC STRATEGY

Improve the couplet right of way to create more functional commercial sites and attract higher quality uses oriented to Downtown as well as the surrounding residential neighborhoods.

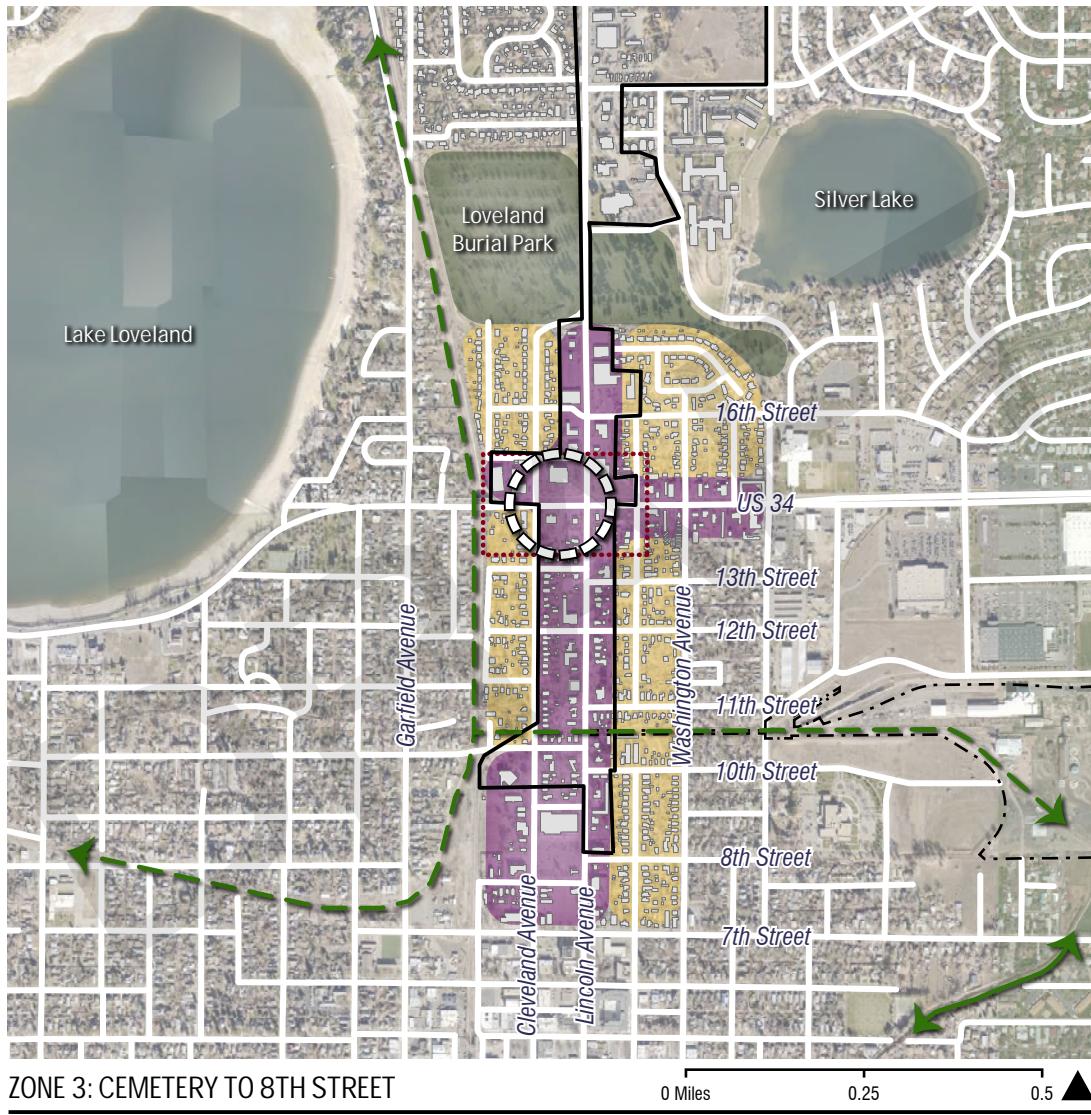


Lincoln Avenue, Northbound



Cleveland Avenue, Southbound

*Rendering depicts a general concept, and illustrates only one of several possible futures. Actual construction will vary.*



## CATALYTIC PROJECTS

With input from the City, advisory committees, the public, and area stakeholders, the consultant team identified two catalytic projects that could facilitate the revitalization of Zone 3 to provide a better transition toward Downtown. The first catalyst entails further study investigating possible improvements to the US 287 and US 34/ Eisenhower Boulevard intersection.

These improvements would focus on the redesign of the relationship of land use and structures to the street, the creation of a gateway intersection, and the improvement of pedestrian safety at crossings.

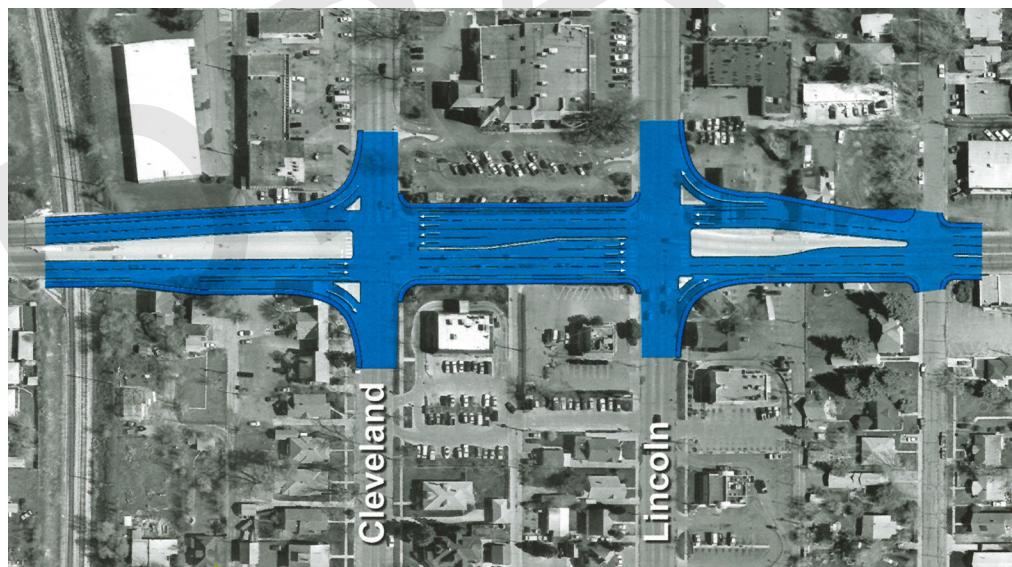
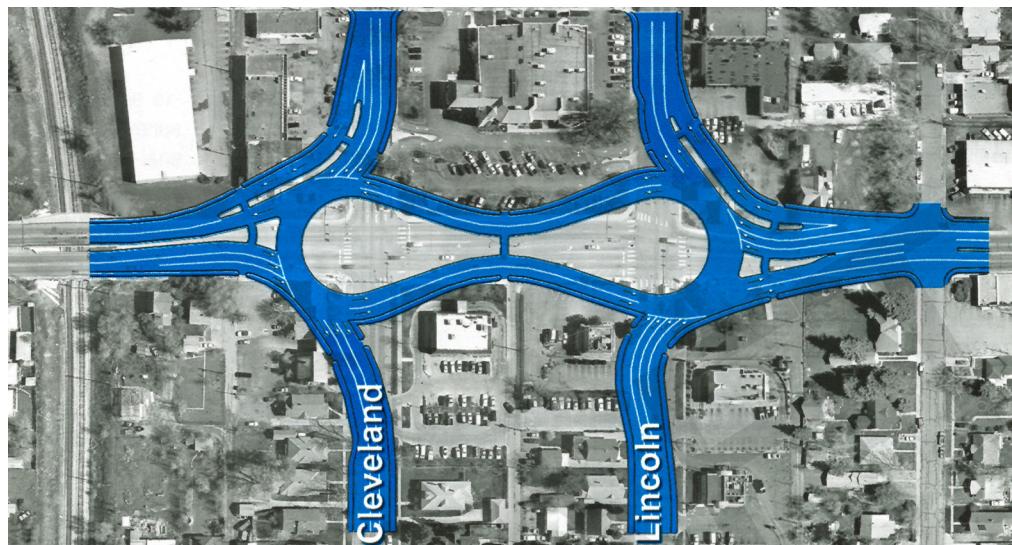
One option for the intersection improvements, as diagrammatically illustrated at right, is a roundabout couplet, originally proposed as an option in 1997. However, as the East/West Mobility Study is now nearing 20 years old, all possible options for the intersection should be investigated to identify impacts on existing properties and provide the best solution to accommodate anticipated increases in traffic. Furthermore, any intersection improvements should focus on the purpose of the Plan, which is to catalyze business reinvestment or new development, promote City recognition, and build a sense of City pride through gateway features.



Enhanced landscape and amenities



Restaurants with outdoor seating



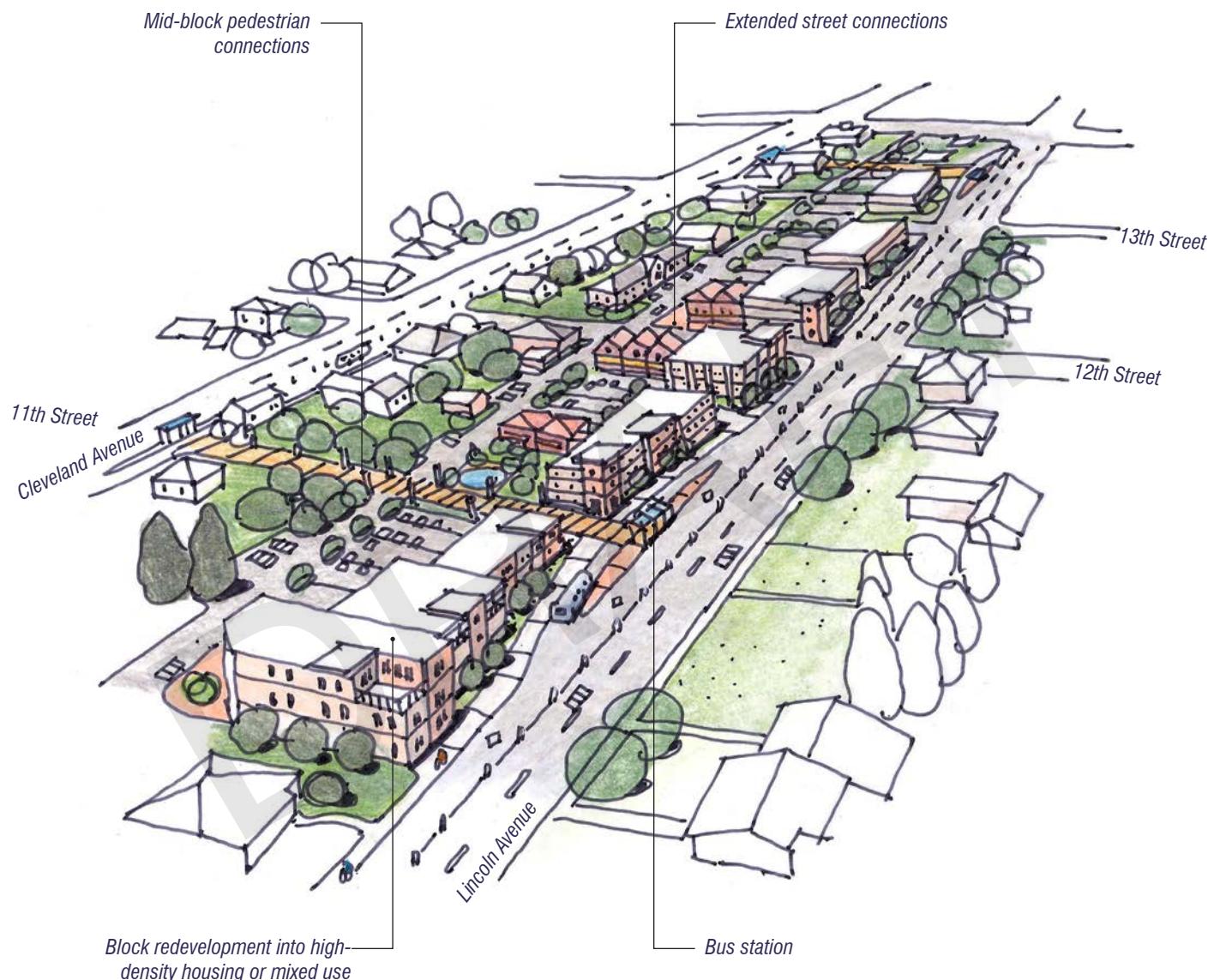
*Alternatives included in the 1997 East-West Mobility Study, at top the hourglass roundabout; at bottom the back-up traditional design*

## CATALYTIC PROJECTS

This second catalyst includes reorganizing and redeveloping the spaces between the two one way streets of Lincoln Avenue and Cleveland Avenue, in order to encourage a mix of commercial and residential uses that activate the cross streets and encourage synergy among various destinations. The key tenets of these catalysts are described below and illustrated in conceptual site plans that represent two of many potential design approaches that could achieve these tenets:

- Capitalize on the advantages of the area, including proximity to downtown, high traffic counts, and available redevelopment sites.
- Improve the northern and southern gateways of the couplet.
- Reduce the number of vehicular travel lanes to create space for wider sidewalks and bike lanes.
- Consolidate access at car sales lots, set back parking lots, add sidewalks and tree lawns to improve image and safety and provide multimodal access.
- Allow mixed use and residential development.
- Create a more connected street grid through extending streets and/or pedestrian walkways between Lincoln and Cleveland.
- Consolidate smaller parcels to allow more flexibility in redevelopment options.





# ACTION PLAN

The detailed Zone 3 Action Plan consists of three Actions and six Sub-Actions, as listed in the following table. All Sub-Actions have been individually ranked based on their ability to address the specific issues related to Zone 3, depending on each Sub-Action's overall effectiveness vs. anticipated cost, as shown in the quadrant diagram at right.

## ACTIONS

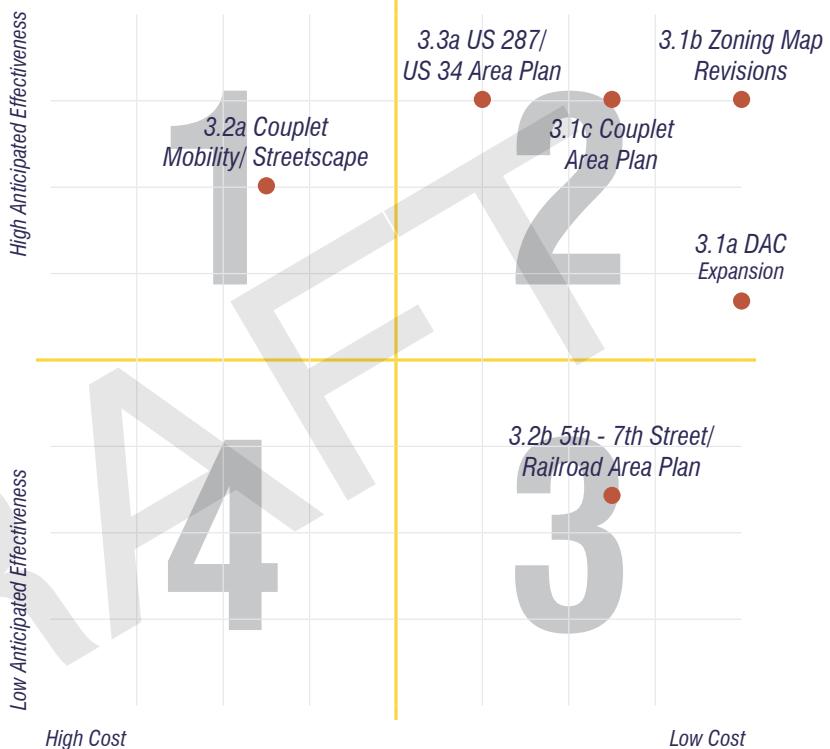
3.1 Allow Mixed Use. Expand the Downtown Activity Center (DAC) land use designation and the B-E zoning designation to allow mixed use through the couplet area, and align with the new DDA boundary.

3.2 Improve Multimodal Amenities. Improve the pedestrian environment and add bike lanes, through creative, alternative solutions, allowing for safe travel and access.

3.3 Initiate the US 287/ US 34 Redevelopment Plan. Create a redevelopment plan for the US 287/ US 34 intersection as a key gateway into Downtown.

## SUB-ACTIONS

DAC Expansion • Zoning District Map Revisions • Couplet Area Plan • Couplet Mobility & Streetscape Improvements • 5th – 7th Street/ Railroad Avenue Station Area Plan • US 287/ US 34 Area Plan.



## ACTION PLAN

Action / Sub-Action	Value Added	Timeframe	Estimated Cost to City	Citizen Concern
<b>3.1 Allow Mixed Use. Expand the Downtown Activity Center (DAC) land use designation and the B-E zoning designation to allow mixed use through the couplet area, and align with the new DDA boundary.</b>				
<b>3.1a DAC Expansion:</b> Expand the DAC land use designation to allow mixed use through the couplet area, and align with the new DDA Boundary.	<ul style="list-style-type: none"> <li>Facilitates Downtown's continued revitalization</li> </ul>	Immediate	In house	Low
<b>3.1b Zoning District Map Revisions:</b> Expand the B-E zoning designation to allow mixed use through the couplet area, and align with the new DDA Boundary.	<ul style="list-style-type: none"> <li>Promotes mixed use within the DDA</li> <li>Provides more land use options to facilitate redevelopment</li> </ul>	Immediate	In house	Medium
<b>3.1c Couplet Area Plan:</b> In association with the extension of East/West streets in Sub-Action 3.2a, smaller blocks should be reclaimed as pocket parks, and larger blocks should be redeveloped in order to accommodate mixed use and residential development, with those land uses fronting the east/west streets, and limiting driveway access onto US 287.	<ul style="list-style-type: none"> <li>Promotes mixed use</li> <li>Promotes more activity adjacent to Downtown</li> <li>Allows more flexibility in redevelopment options</li> </ul>	5 - 10 Years	\$150,000	Medium

## ACTION PLAN

Action / Sub-Action	Value Added	Timeframe	Estimated Cost to City	Citizen Concern
<b>3.2 Improve Multimodal Amenities. Improve the pedestrian environment and add bike lanes, through creative, alternative solutions, allowing for safe travel and access.</b>				
<b>3.2a Couplet Mobility &amp; Streetscape Improvements:</b> Reclaim exterior travel lanes via pavement re-striping to reduce the number of travel lanes from three to two for northbound and southbound through lanes. Two through-lanes match the roadway footprint to the north and south of Downtown, and it provides an opportunity to include bike lanes in the street cross-section while likely slowing vehicular speeds by some extent at a relatively low cost. Auxiliary lanes should still be provided on the approaches to US 34/Eisenhower Boulevard. Bike lanes shall be incorporated in a safe way, and should utilize creative and alternative solutions to enhance safety of the bicyclist.  Enhancements should be prioritized by 3 - 4 block segments and include: sidewalk widening and extension; additional street trees landscaping; safety improvements to high-volume pedestrian and bicycle crossings; street furniture at high volume pedestrian areas, and transit stops; enhanced street and pedestrian lighting; gateway features and landscaping, especially at the north end of the couplet; and utility burial.	<ul style="list-style-type: none"> <li>Facilitates safe, low-stress bicycling; provides continuity of driver expectancy</li> <li>Calms traffic</li> <li>Improves connectivity</li> <li>Encourages pedestrian activity</li> <li>Improves the area's image</li> <li>Creates a sense of identity</li> <li>Attracts business investment</li> <li>Increases sales tax revenue</li> </ul>	5 - 10 Years	Approx. \$1 million per mile	Medium
<b>3.2b 5th – 7th Street / Railroad Avenue Station Area Plan:</b> Conduct a Station Area Plan for the railroad property Commuter Rail Station.				
<b>3.3 Initiate a Redevelopment Plan: Create a redevelopment plan for the US 34 &amp; US 287 intersection as a key gateway into Downtown.</b>				
<b>3.3a. US 34/ US 287 Area Plan:</b> Create a redevelopment plan for the US 34/US 287 intersection as a key gateway.	<ul style="list-style-type: none"> <li>Catalyzes business reinvestment or new development</li> <li>Promotes City recognition</li> <li>Builds sense of City pride</li> </ul>	Immediate	Approx. \$200,000	High

## CHAPTER 5.

ZONE 4

DRAFT

# ZONE 4: 1ST STREET TO SH 402

## CONTEXT

Zone 4 begins at 1st Street south of Downtown and ends at SH 402, covering approximately 1 mile. The couplet ends between 5th Street SE and 8th Street SE, and south of this point US 287 returns to a consolidated roadway with two travel lanes in each direction and a center turn lane. Much of the land adjacent to the highway is in Larimer County. Light industrial buildings, storage, and auto-oriented uses prevail, including car sales, auto parts and services, gas stations, and fast food. However, a couple remnants of agrarian architecture remain, including the Hershman farmhouse, which is being renovated into a gallery and event center.

Many businesses are located on small lots with narrow frontages, particularly northeast of 8th Street SE where multiple drive access points and excessively wide curb cuts interrupt the sidewalk. Although attached sidewalks are the norm, some detached sidewalks with landscaping have been built incrementally as development occurs, thus creating an inconsistent streetscape. The visual appearance of the Corridor is generally cluttered with utility poles, transmission lines, and an abundance of signage. Overall, this lack of cohesion impedes a strong sense of identity throughout this zone.

Zone 4 includes the Big Thompson River and abuts Fairgrounds Park, yet the Corridor fails to capitalize on these amenities. A recreational trail runs east-west along the Big Thompson River with an underpass at US 287, and a large parcel of open space occupies the southeast corner of the highway and Big Thompson River. Buildings north of the Big Thompson River include auto sales and storage, which are oriented to the highway and do nothing to activate the Big Thompson River's edge. The utilitarian design of the bridge over the Big Thompson River misses the opportunity to celebrate the significance of the Big Thompson River in Loveland, especially as a transition or gateway to Downtown. In September 2013, the area experienced a significant flood event that damaged several properties. Restoration has been ongoing and the City continues to identify ways to mitigate the flood hazard.

The commercial and industrial area north of SH 402 through the Big Thompson River floodplain is the entryway to Downtown is in need of revitalization. The existing industrial and commercial space may be an asset in providing low cost space to new businesses but needs significant reinvestment to do so. The City should consider annexing remnant county properties and developing a strategic approach to revitalization of this area. The recent flood and the changes necessary to mitigate future flooding presents an opportunity to better leverage the appeal of the Big Thompson River, parks, and open space to generate demand for recreation and retail.





Auto shop between the couplet



Barn representing agricultural history



Roadway conditions in Zone 4



Auto-oriented uses prevail in Zone 4



Trail underpass along the river at US 287



Two-story light industrial building south of the river



Gas station northeast of US 287 and SH 402



*Big Thompson River Bridge lacks significance*

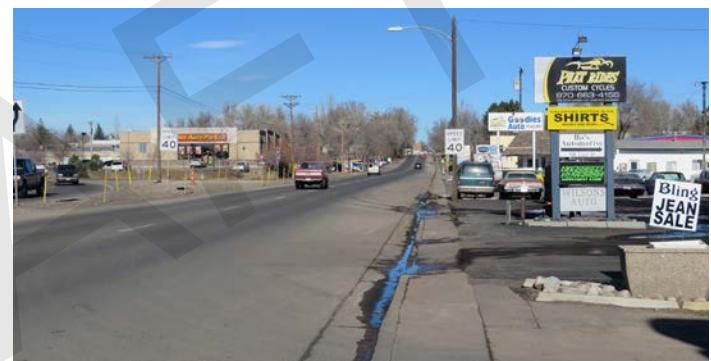
## CHALLENGES

Several key challenges exist in Zone 4 that are hindering economic development:

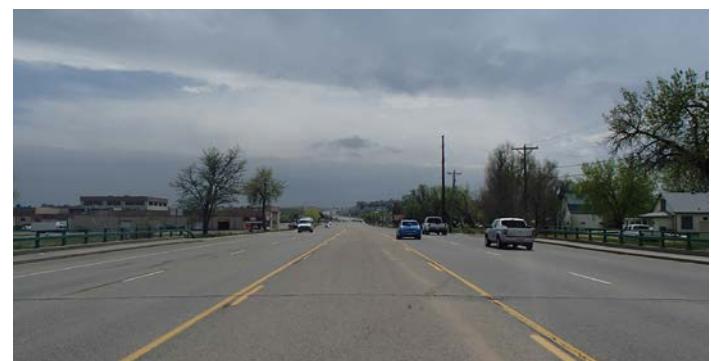
- Small-lot, underutilized and low value commercial and industrial uses neglect the Big Thompson River as an asset and inhibit river-oriented uses.
- The flood hazard has limited reinvestment opportunities for certain properties.
- Higher value commercial frontage development potentials are compromised by county industrial uses to the east.
- There are too many drive access points, creating the potential for conflicts between autos and bicyclists and pedestrians.



*Auto-oriented uses and industrial uses don't connect and aren't compatible with the Big Thompson River*



*Multiple drive access points interrupt the sidewalk*



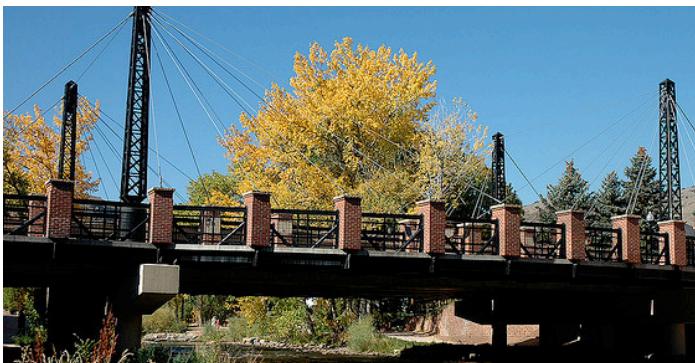
*Buildings are still located within the floodway and floodplains*



*Recreational opportunities add value to the community*



*The Big Thompson River is a significant natural asset*



*A high quality bridge celebrates the river it crosses*



*The Hershman farmhouse is being renovated as a gallery and event space*

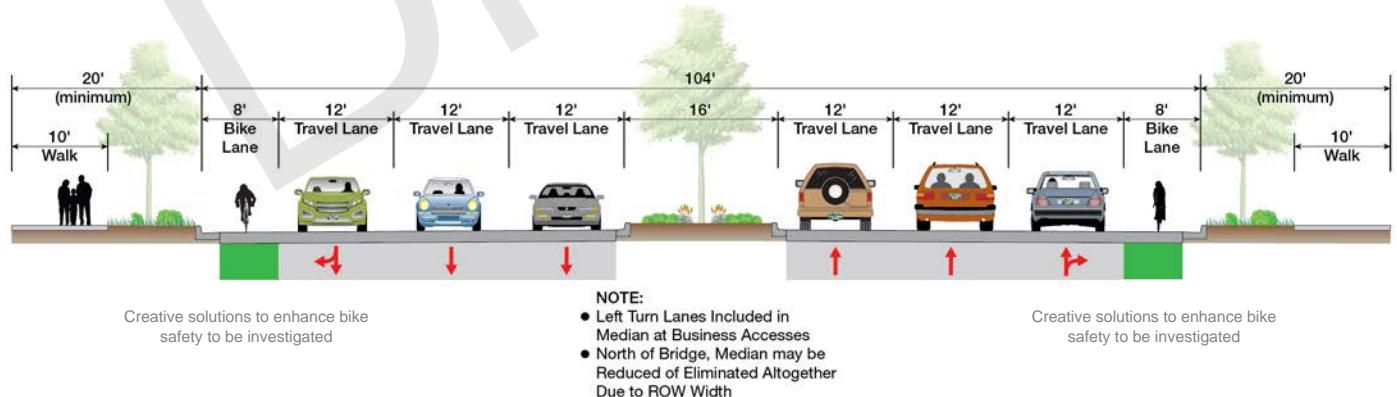
## OPPORTUNITIES

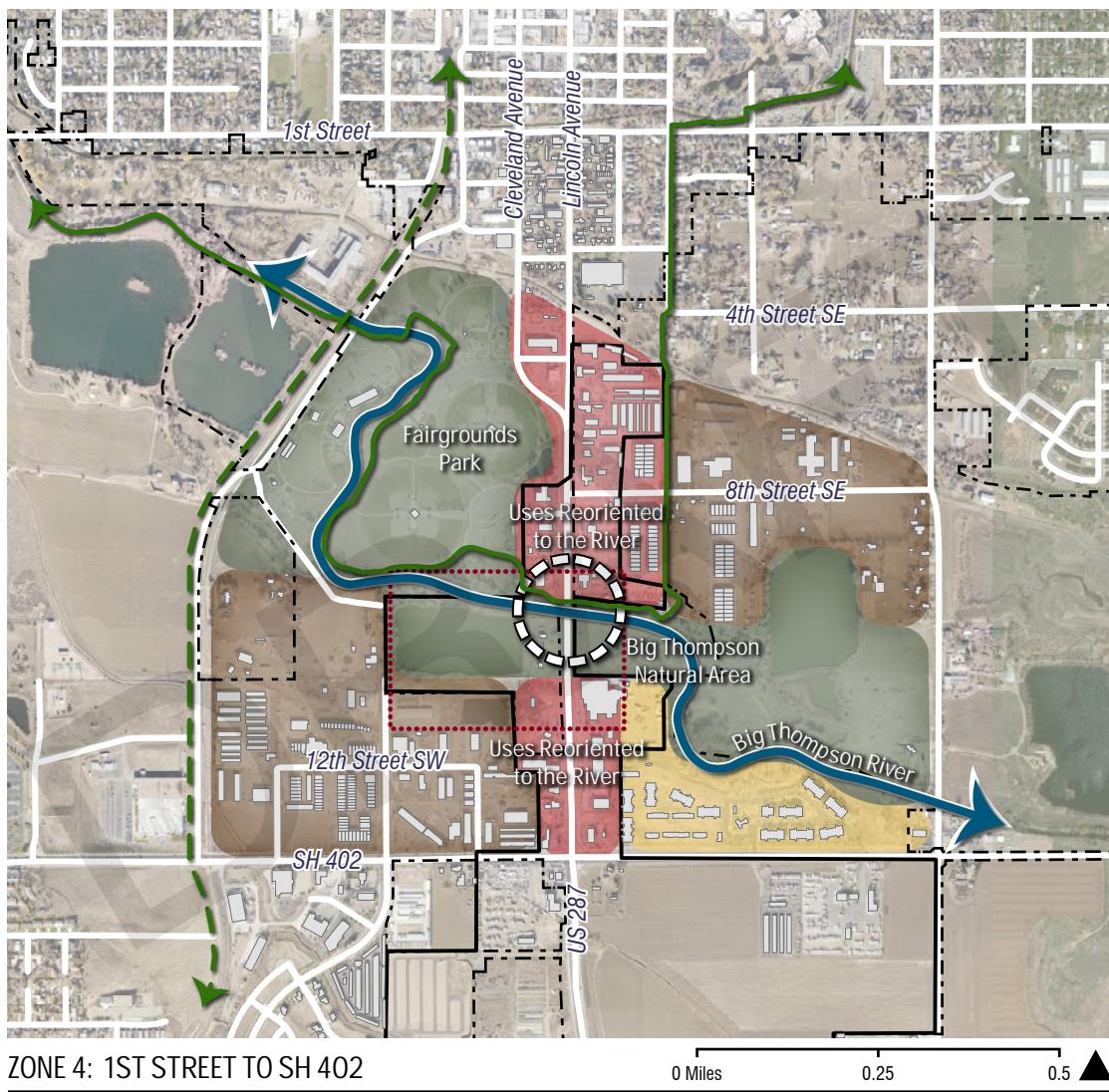
Economic development opportunities in Zone 4 should focus on the following:

- Revitalize existing industrial and commercial space to match with future demand
- Leverage appeal of Big Thompson River, parks, and open space to generate demand for recreation and retail
- Mitigate the flood hazard to create opportunities for additional investment and development.

## ECONOMIC STRATEGY

Create an enhanced Big Thompson River corridor, first and foremost through flood mitigation and protection, and subsequently, through the development of public spaces and amenities to make existing properties more attractive, and riverfront sites that will attract new commercial development; and through improved River access to increase opportunities for recreation.





## CATALYTIC PROJECT

With input from the City, advisory committees, the public, and private property owners, the consultant team identified one catalytic project that could facilitate the revitalization of Zone 4 to create a recreation-oriented area adjacent to Fairgrounds Park and the Big Thompson River with complementary retail uses. The key tenets of this catalyst are described below and illustrated by a conceptual site plan that represents one of many potential design approaches that could achieve these tenets:

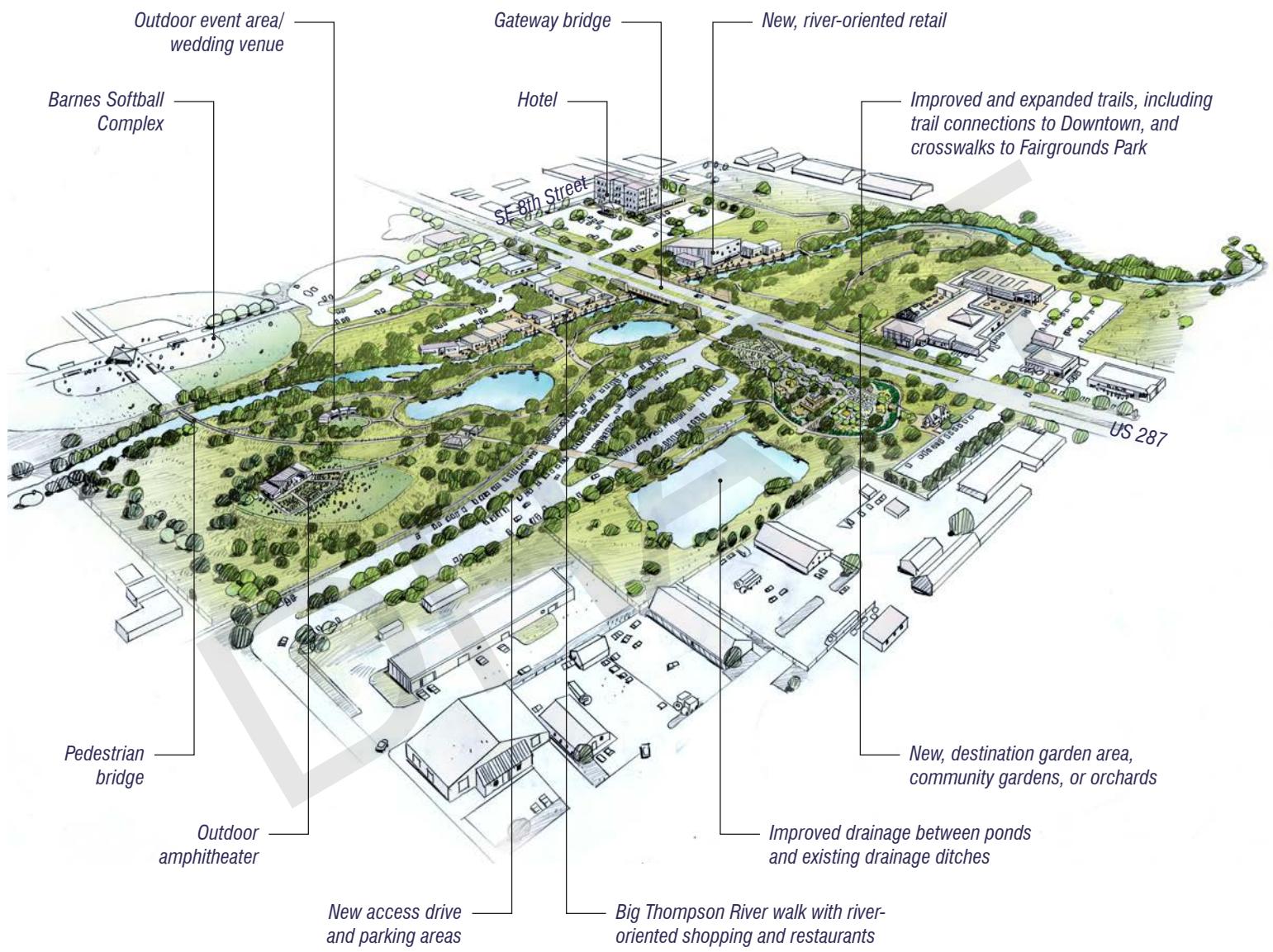
- Support and continue in-progress flood mitigation and protection.
- Replace the bridge across the Big Thompson River to help mitigate flooding, and create a southern gateway to Downtown.
- Expand and improve natural areas with trails that connect safely across US 287, to Fairgrounds Park, and Downtown.
- Encourage redeveloped properties impacted by the flood to provide recreation-oriented uses to take advantage of trail and park users. This may include restaurants, outdoor equipment stores, bicycle sales, rental, and repair, climbing walls, breweries, etc.
- Formalize the Big Thompson River edge.
- Consolidate access with sidewalks / multi-use pathways and landscape enhancements, while maintaining access to existing businesses.
- Foster development that celebrates the Big Thompson River and creates a center of regional importance for entertainment, recreation, and business.



Outdoor amphitheater



Big Thompson River walk with shopping and restaurants



Artist's rendering depicts a general concept, and illustrates only one of several possible futures, and actual development and redevelopment options will vary.

# ACTION PLAN

The detailed Zone 4 Action Plan consists of three Actions and five Sub-Actions, as listed in the following table. All Sub-Actions have been individually ranked based on their ability to address the specific issues related to Zone 4, depending on each Sub-Action's overall effectiveness vs. anticipated cost, and as shown in the quadrant diagram at right.

## ACTIONS

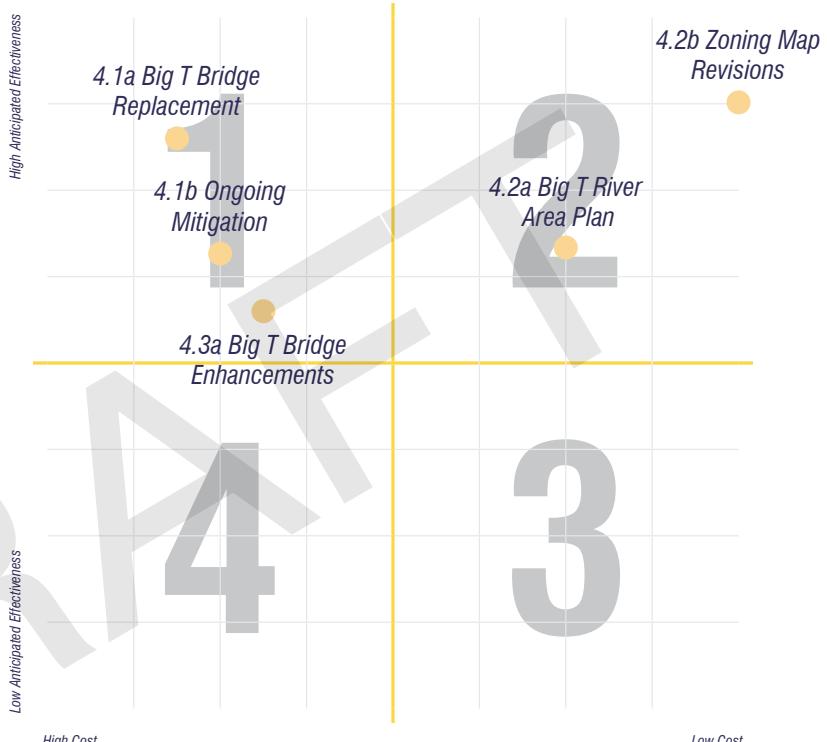
4.1 Mitigate Flood Hazard. Mitigate the flood hazard and reduce the possibility of future damage from flood events.

4.2 Create an Area Plan. Create a plan to capitalize on flood mitigation efforts and convert the US 287/ Big Thompson River crossing into a River District (i.e. Estes Park, Pueblo, or Golden).

4.3 Create Gateway. Replace the bridge across the Big Thompson River to help mitigate flooding and create a southern gateway to Downtown.

## SUB-ACTIONS

Big Thompson River Bridge Replacement • Ongoing Mitigation and Enhancements • Big Thompson River District Area Plan • Zoning District Map Revisions • Big Thompson River Bridge Enhancements



## ACTION PLAN

Action / Sub-Action	Value Added	Timeframe	Estimated Cost to City	Citizen Concern
<b>4.1 Mitigate Flood Hazard: Mitigate the flood hazard and reduce the possibility of future damage from flood events.</b>				
<b>4.1a Big Thompson Bridge Replacement:</b> Replace the Big Thompson River Bridge to reduce the flood boundaries and constriction at the headwalls of the bridge structure, allowing more capacity under the bridge, and reducing the amount of floodway and floodplain on the western side of the US 287 bridge crossing.	<ul style="list-style-type: none"> <li>Increases flood flow capacity</li> <li>Reduces flood hazard</li> <li>Opens up more land for development</li> </ul>	5 - 10 Years	Over \$10 million	High
<b>4.1b Ongoing Mitigation and Enhancements:</b> Mitigate any additional flood hazards with the creation of detention ponds. Mitigate in order to allow for future properties to develop along the Big Thompson River Frontage, without lying within the floodway. Expand and improve natural area with trails that connect with US 287 and Fairgrounds Park. Annex and buy existing County properties to expand the existing natural area.	<ul style="list-style-type: none"> <li>Facilitates river-oriented development</li> <li>Creates recreational opportunities</li> <li>Activates the Big Thompson River's edge</li> </ul>	0 - 5 Years	Approx. \$15 million	High
<b>4.2 Create an Area Plan: Create an area plan to capitalize on flood mitigation efforts and convert the US 287/ Big Thompson River crossing into a Big Thompson River District (i.e. Estes Park, Pueblo, Golden).</b>				
<b>4.2a. Create a Big Thompson River District Area Plan:</b> Capitalize on flood mitigation efforts and establish a Big Thompson River District for the US 287/ River crossing.	<ul style="list-style-type: none"> <li>Uses outside funding source to capitalize on flood mitigation efforts</li> <li>Catalyzes business reinvestment or new development</li> </ul>	Immediate	Approx. \$200,000	High
Through an area plan, investigate acquisition of select properties, and leverage any public and/or private investment to incentivize additional public amenities and commercial redevelopment and along the Big Thompson River.				

## ACTION PLAN

Action / Sub-Action	Value Added	Timeframe	Estimated Cost to City	Citizen Concern
<b>4.2b Zoning District Map Revisions:</b> Update zoning and coordinate with Larimer County on enclaves to create a consistent zoning for the area in order to allow flexibility for redevelopment/ development options.	<ul style="list-style-type: none"> <li>Primes the area for desired land uses</li> <li>Increases development predictability</li> </ul>		\$2,500	High
<b>4.3 Create Gateway: Replace the bridge across the Big Thompson River to help mitigate flooding and create a southern gateway to Downtown.</b>				
<b>4.3a. Big Thompson River Bridge Enhancements:</b> As part of the bridge replacement, improvements and reconstruction identified in Sub-Action 4-1a, design enhancements should be put in place including signature rails, enhanced pedestrian sidewalks, landscaping, etc.  Highlight the Big Thompson River as a local asset and destination on nearby wayfinding signs. Install artwork at the Big Thompson River bridge and throughout the Big Thompson River District that reflects the revitalization of the area around the natural feature of the Big Thompson River.	<ul style="list-style-type: none"> <li>Celebrates the Big Thompson River</li> <li>Improves the area's image</li> <li>Promotes the City's identity as an arts community</li> <li>Attracts business investment</li> </ul>	5 - 10 Years	Over \$5 million	Medium

CHAPTER 6.

ZONE 5

# ZONE 5: SH 402 TO SH 60

## CONTEXT

Zone 5 extends approximately 2 miles from SH 402 to SH 60. It is the least developed Zone and semi-rural in character with a few residential subdivisions set back from the highway, farmland, and limited commercial development near the intersections of SH 402 and SH 60. The commercial node around SH 402 represents the Corridor's fourth major employment center with 500 employees.

Although this Zone is more than 4 miles west of Interstate 25, the fact that there is no interchange from SH 60 to Interstate 25 means the southern portion in particular is unlikely to experience substantial growth in the long term. In addition, there are no major cities south of this Zone. The unincorporated community of Campion, with a population of approximately 1,800, is located east of the US 287 and SH 402 intersection and the Town of Berthoud, with about 5,100 residents, is 3 miles south. A lack of infrastructure, including water service, further impedes development. Sidewalks are nonexistent except in the immediate vicinity of SH 402. Finally, several pockets of county lands abut the Corridor, making it difficult for the City of Loveland to implement a cohesive vision for the area.

The forecast demand for additional commercial and industrial development south of SH 402 is limited. There is a large area zoned for a business park near SH 60, but this area will likely never attract the development planned for. If commercial zoning remains along the Corridor in this area, a scattered amount of development may occur but will likely struggle and may preclude other opportunities. The land uses along this segment of the Corridor need to be refined to focus commercial development further north at the intersection of SH 402.



Estate home



Two-story office building near the City's southern limits



Light industrial uses along the highway



Large-lot residential subdivision



Loveland Tech Center northwest of US 287 & SH 60



*County lands inhibit land use planning*

## CHALLENGES

Several key challenges exist in Zone 5 that are hindering economic development:

- The Zone is sparsely developed with large vacant areas.
- There are currently an insufficient number of households to support new commercial uses.
- The street network lacks connectivity, particularly east-west.
- A lack of infrastructure, including utility constraints, impedes development.
- County enclaves inhibit a cohesive land use pattern.



*Low-density housing doesn't support commercial uses*



*Few roads connect to US 287 from the east or west*



*Zone 5 is sparsely developed*



*New homes provide increased housing options*



*Trails are an important recreational amenity*



*Wide open spaces offer mountain vistas*



*Playgrounds attract families and encourage social gathering*

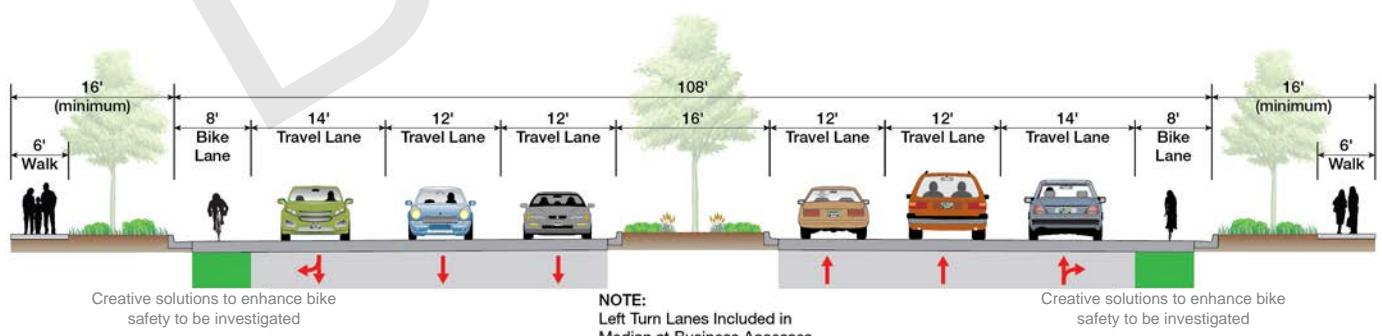
## OPPORTUNITIES

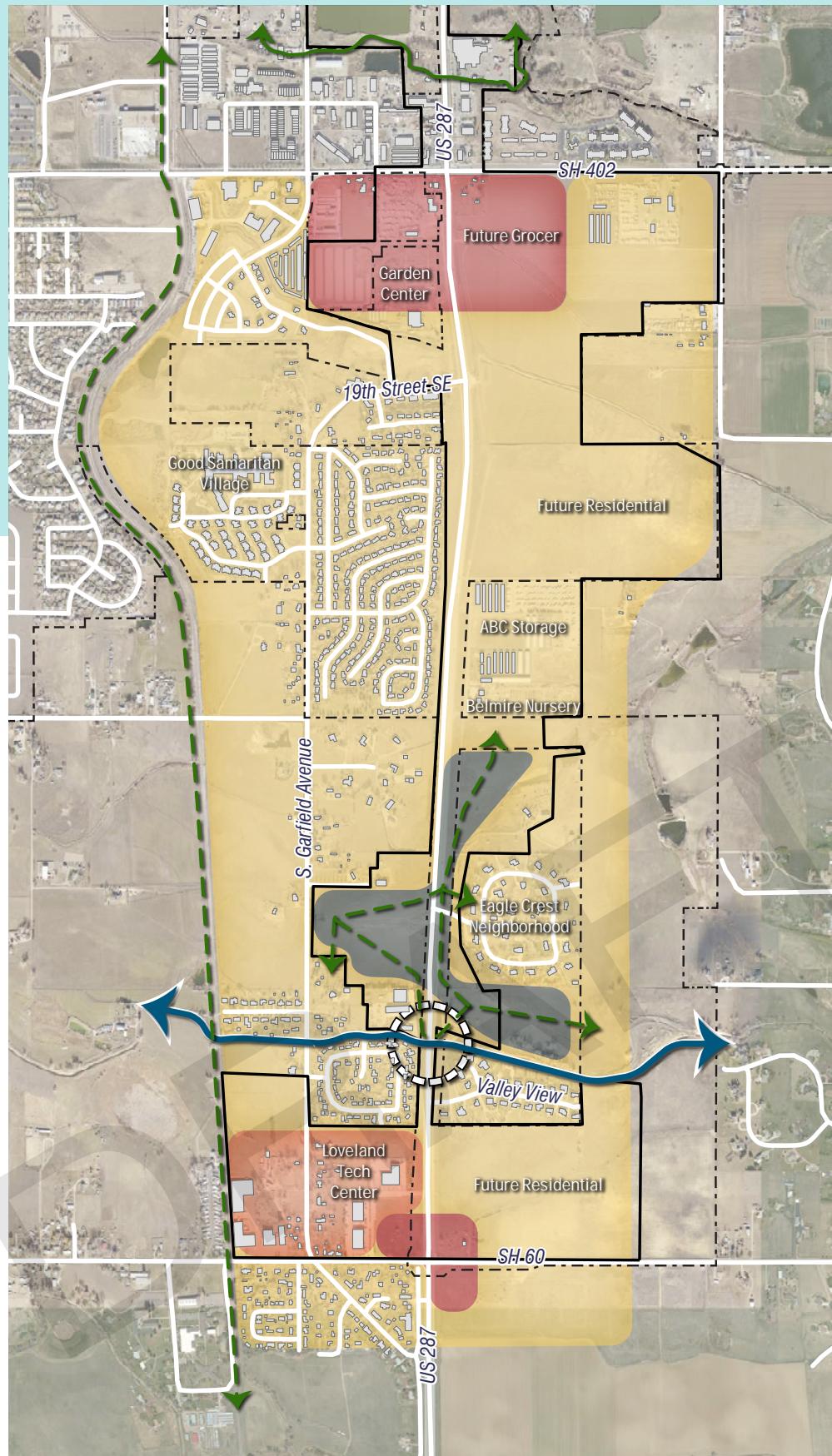
Economic development opportunities in Zone 5 should focus on the following:

- Ensure land uses match with market demand.
- Direct vision for future growth.
- Create a southern gateway to Loveland.

## ECONOMIC STRATEGY

Concentrate future commercial and employment development and high-density residential development at SH 402 while maintaining and expanding low- and medium-density residential uses to the south.





ZONE 5: SH 402 TO SH 60

0 Miles 0.25 0.5

- City Boundary
- Corridor Boundary
- Existing Trail
- Proposed Trail
- Waterway
- Park / Natural Area
- Gateway

# ACTION PLAN

The detailed Zone 5 Action Plan consists of three Actions and five Sub-Actions, as listed in the following table. All Sub-Actions have been individually ranked based on their ability to address the specific issues related to Zone 5, depending on each Sub-Action's overall effectiveness vs. anticipated cost, as shown in the quadrant diagram at right.

## ACTIONS

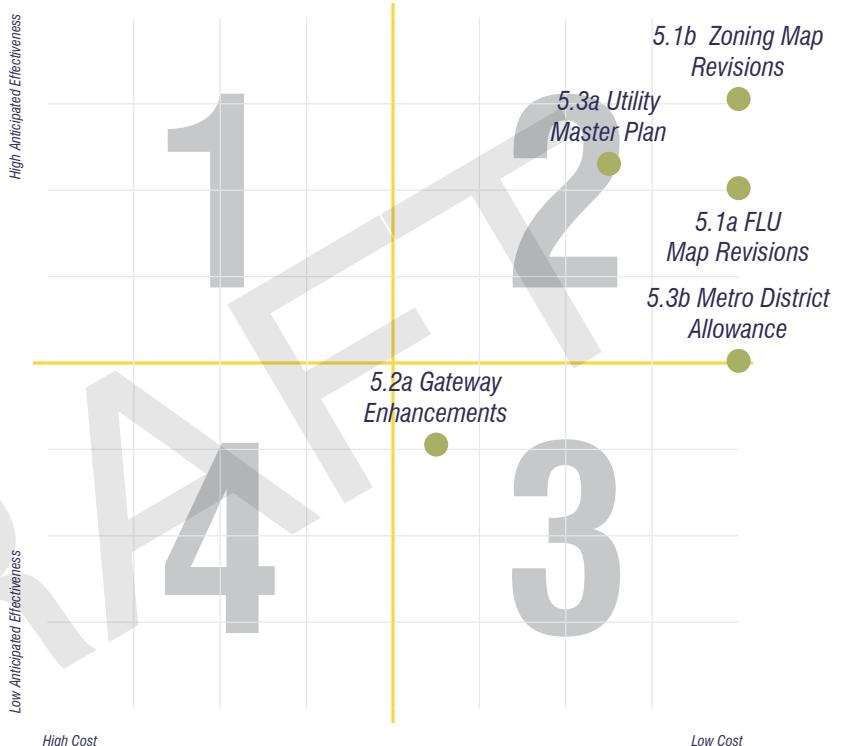
5.1 Modify Future Land Use & Zoning. Update the land use and zoning maps to encourage mixed use and residential development to support retail districts to the north and south.

5.2 Create Gateway. Create a southern gateway into Loveland.

5.3 Develop Master-Planned Residential Communities. Promote the development of contiguous, master-planned neighborhoods.

## SUB-ACTIONS

Future Land Use Map Revisions • Zoning District Map Revisions • Gateway Enhancements • Utility Master Plan • Metro Districts Allowance



## ACTION PLAN

Action / Sub-Action	Value Added	Timeframe	Estimated Cost to City	Citizen Concern
<b>5.1 Modify Future Land Use &amp; Zoning: Update the land use and zoning maps to encourage mixed use and residential development to support retail districts to the north and south.</b>				
<b>5.1a Future Land Use Map Revisions:</b> Modify the future land use map to strategically locate commercial areas, and surround commercial with supportive residential areas. Coordinate these land use changes with the Comprehensive Plan Update.	<ul style="list-style-type: none"> <li>Creates a more economically sustainable structure for the community</li> <li>Concentrates living units in closer proximity to community commercial uses</li> </ul>		No cost, in house	Medium
<b>5.1b Zoning District Map Revisions:</b> Promote a node of mixed use and higher density residential at SH 402.	<ul style="list-style-type: none"> <li>Concentrates living units in closer proximity to community commercial uses</li> <li>Reduces vehicle miles traveled</li> <li>Utilizes a more efficient provision of public infrastructure</li> </ul>	Immediate	No cost, in house	Medium
<b>5.2 Create Gateway: Create a southern gateway into Loveland.</b>				
<b>5.2a Gateway Enhancements:</b> Create a southern gateway into Loveland. Incorporate public art in order to reinforce Loveland's identity as an arts community.	<ul style="list-style-type: none"> <li>Promotes City recognition</li> <li>Builds sense of City pride</li> <li>Supports community art projects</li> </ul>	Immediate	Approx. \$250,000	Medium

## ACTION PLAN

Action / Sub-Action	Value Added	Timeframe	Estimated Cost to City	Citizen Concern
<b>5.3 Develop Master-Planned Residential Communities: Promote the development of contiguous, master-planned neighborhoods.</b>				
<b>5.3a. Utility Master Plan:</b> Plan for all utilities south to SH 402 and what the city and/or county will fund vs. private development	<ul style="list-style-type: none"> <li>Allows new development a funding option for extension of sewer services</li> </ul>	Immediate	Approx. \$150,000	Low
<b>5.3b Metro Districts Allowance:</b> Allow for developer-initiated metro districts to build needed infrastructure, and require participation in regional improvements such as oversizing trunk utilities to serve existing and future uses to the south.	<ul style="list-style-type: none"> <li>Allows additional funding options</li> </ul>	5 - 10 Years	No cost, in house	Low

CHAPTER 7.

ALL ZONES

DRAFT

# ALL ZONES: 71ST ST. TO SH 60

## CONTEXT

US 287 covers approximately 8 miles within Loveland's city limits, from 71st Street to SH 60. This Strategic Plan focuses on US 287 north and south of Downtown, as Downtown itself has been the focus of several other plans. US 287 and Taft Avenue accommodate the majority of north/south traffic through Loveland. Other north/south routes are hampered by geography and existing land uses and ownership. Meanwhile, lakes constrain east-west mobility forcing Eisenhower Boulevard and SH 402 to carry the majority of east/west traffic. US 287 has traditionally been the primary business corridor in Loveland, anchored by Downtown. In recent decades, however, development and economic activity has migrated east to Interstate 25 and along Eisenhower Boulevard. Today, the US 287 Corridor primarily serves the everyday retail, service and entertainment needs of the majority of Loveland residents.

The distribution of commercial uses along US 287 affords adjacent residential neighborhoods the convenience of proximate goods and services. However, many of these uses are auto-oriented toward traffic along US 287 and are not well-connected to the neighborhoods that abut them. Furthermore, many of the homes are located on cul-de-sacs with fences running along their backyards, creating an additional barrier to easily accessing the highway. Encouraging permeability between existing and future residences and businesses could stimulate redevelopment of underutilized parcels.

Unfortunately, existing zoning regulations encourage continuing the pattern of auto-oriented uses with wide setbacks between the street and buildings with parking in between. The distance between buildings on either side of the street, combined with the majority of the buildings' short stature, creates an inhuman scale that discourages pedestrian activity. Additionally, a lack of sidewalks requires pedestrians to walk on or near the road, which is unsafe. Similarly, the lack of bicycle facilities deters people from biking as bicyclists now must ride in or directly adjacent to a vehicular travel lane. Non-vehicular travel is further hampered by existing transit service that has long headways, cuts off in the early evening, and isn't offered on Sundays, which limits its viability as an alternative to driving.

Frequent curb cuts to businesses and other obstacles like bus benches and utility poles in the pedestrian pathway further limit multimodal accessibility and contribute to an inconsistent streetscape character. The utility poles also, along with abundant signage, create visual clutter in the streetscape. However, newer developments have provided incremental improvements, with detached sidewalks buffered by tree lawns, or attached sidewalks with landscaping between the sidewalk and adjacent parking lot. The City has also begun adding wayfinding signage to the Corridor. Yet street furnishings, like pedestrian lighting and banners, benches, and trash receptacles, are still lacking. Despite Glen Arbor Park and the Indian sculpture in the median at the southern edge of the Loveland Burial Park, the Corridor lacks focal points that add visual interest to the streetscape and facilitate public gathering spaces.



The abundance of land within Larimer County's jurisdiction also hinders revitalization of the Corridor as the type and character of future development in unincorporated areas is unknown and out of City control. The City should pursue annexation of these lands to ensure their development complies with the City's desired future land use plan.



*Palmer Gardens*



*Housing near the Corridor*



*New wayfinding signage*



*Detached sidewalk with landscaping*



*The southern limits of Loveland*

## CHALLENGES

Several key challenges exist along the entire Corridor that are hindering economic development:

- Auto-oriented uses and an inconsistent street character aren't attracting high quality development.
- More land is commercially zoned than can be supported by the market, resulting in under investment in developed properties and leap frog development.
- A lack of pedestrian and bicycle infrastructure impedes multimodal access along the highway.
- County lands impede cohesive land use planning.



*Auto-oriented uses dominate the Corridor*



Commercial building with parking in front



Underutilized parking in Orchards Shopping Center



Missing sidewalks



Farmland along the highway

# OPPORTUNITIES

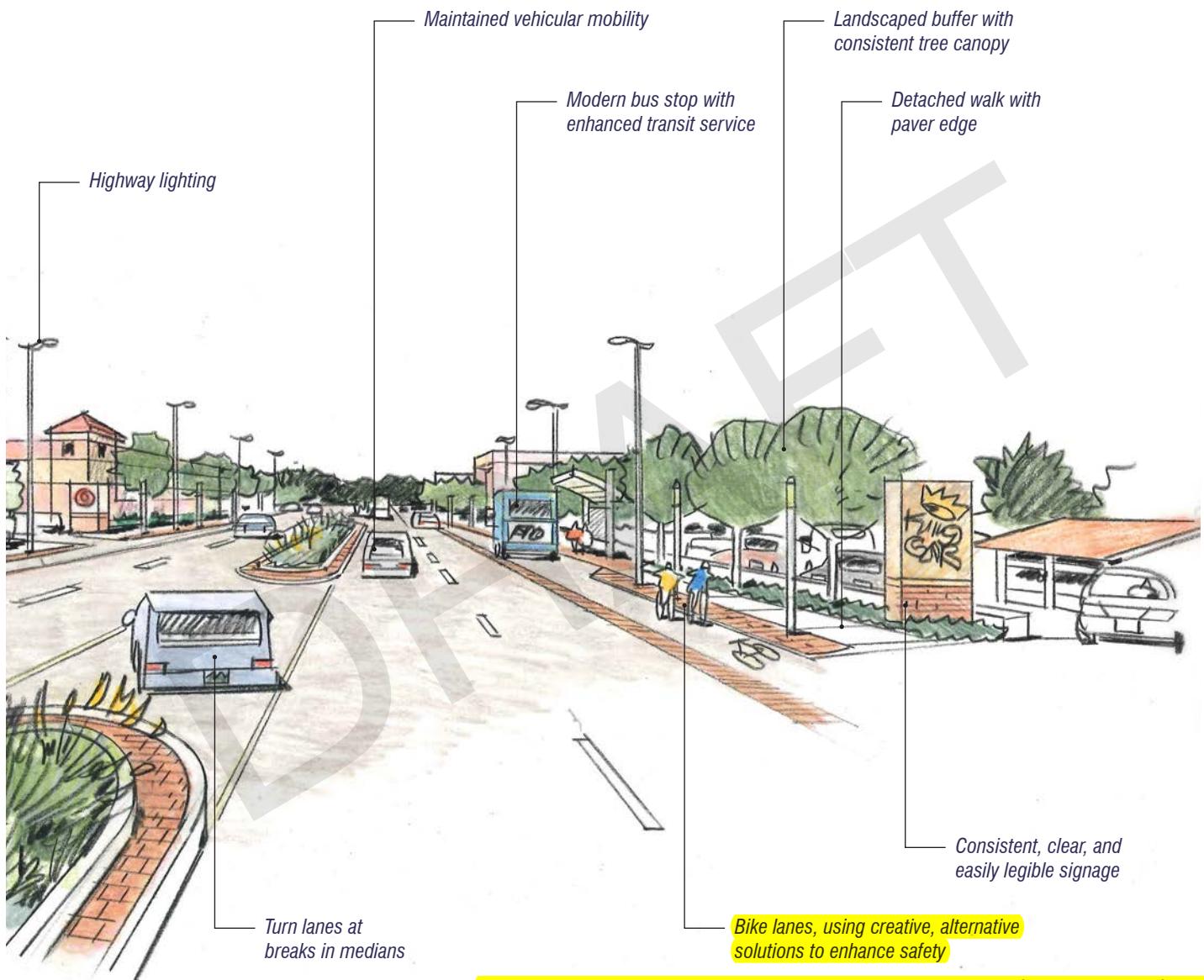
Economic development opportunities within the Corridor should focus on the following:

- Enhance the quality of the streetscape and buildings along the highway to improve the Corridor's image.
- Connect surrounding neighborhoods to the Corridor and create new mixed-use neighborhoods.
- Concentrate commercial uses in distinct nodes.

# ECONOMIC STRATEGY

Enhance the public realm along US 287 to retain and attract businesses, strengthen connections among residential and commercial uses, improve multi-modal accessibility, annex County lands, and create a regulatory environment that rewards high quality development.





*Artist's rendering depicts a general concept, and illustrates only one of several possible futures, and actual development and redevelopment options will vary.*

# ACTION PLAN

The detailed All Zones Action Plan consists of three Actions and eight Sub-Actions, as listed in the following table. All Sub-Actions have been individually ranked based on their ability to address corridor-wide issues, depending on each Sub-Action's overall effectiveness vs. anticipated cost, as shown in the quadrant diagram at right.

## ACTIONS

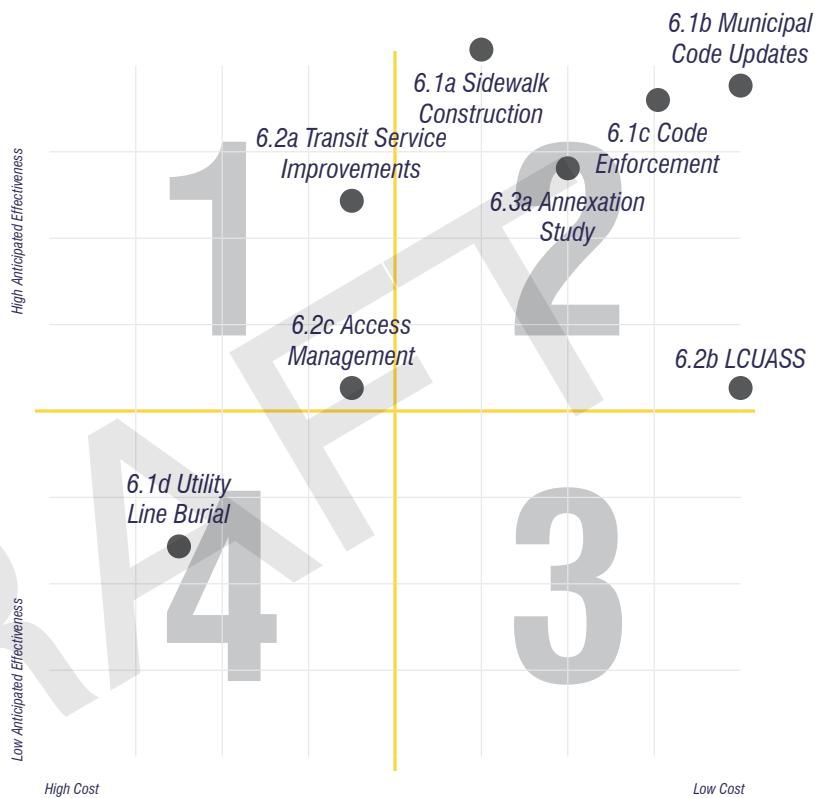
6.1 Improve Corridor-Wide Aesthetics.

6.2 Improve Mobility. Improve transit service, as well as bike and pedestrian safety and access.

6.3 Identify Future Annexation Areas. Identify those parcels within the study area that should be annexed, and determine timeframes.

## SUB-ACTIONS

Sidewalk Construction • Municipal Code Updates  
• Code Enforcement Coordination • Overhead Utility Line Burial • Transit Service Improvements  
• Larimer County Urban Area Street Standards • Access Management • Annexation Study



## ACTION PLAN

Action / Sub-Action	Value Added	Timeframe	Estimated Cost to City	Citizen Concern
<b>6.1 Improve Corridor-Wide Aesthetics.</b>				
<b>6.1a Sidewalk Construction:</b> Build missing sections of sidewalks along the length of the Corridor.	<ul style="list-style-type: none"> <li>• Improves public safety</li> <li>• Strengthens mobility</li> <li>• Increases length of stay/visitor experience</li> </ul>	Immediate	Over \$500,000	High
<b>6.1b Municipal Code Updates:</b> Updates to look at building heights and setbacks for the Corridor, as well as developer-required landscape and pedestrian amenity improvements. Revise existing sign ordinance to reflect the vision for the Corridor, provide consolidated signage at mixed use nodes, provide consistent signage size, spacing, and character within the catalysts sites along the Corridor (i.e. Big Thompson River District, Downtown, 29th Street Commercial District, etc.) Among other changes, the following should be addressed: <ul style="list-style-type: none"> <li>• Update Section 18.13.110 (North Cleveland Sub-Area Regulations to reflect higher density and extension of downtown as indicated in the 2015 Comprehensive Plan.</li> <li>• Shorten the minimum distance for front yards in the B zoning designation to 15 feet, to allow buildings to come closer to the road.</li> <li>• Provide height bonuses for properties on or near US 287</li> <li>• Specify additional sign guidelines for the US 287 corridor within Section 18.50, similar to special guidelines for I-25 and US 34</li> <li>• Expand the Downtown Sign District to encompass the DDA boundary</li> <li>• Add clause for consolidated monument signage for B and MAC Zoning District, or for parcels that have more than one business.</li> <li>• Require permits for temporary flying banners</li> </ul>	0 - 5 Years	\$15,000	Medium	

## ACTION PLAN

Action / Sub-Action	Value Added	Timeframe	Estimated Cost to City	Citizen Concern
<b>6.1c Code Enforcement Coordination:</b> Work with Larimer County on the enforcement and abatement of code violations such as weed control, illegal signs, landscape and building maintenance, etc.	<ul style="list-style-type: none"> <li>Improves the area's image</li> <li>Encourages compliance</li> </ul>	0 - 5 Years	No cost	High
<b>6.1d Overhead Utility Line Burial:</b> Continue to bury utility lines as ongoing capital improvement projects, utility service upgrades, annexations, and new development or redevelopment. Continue to coordinate with other service providers (i.e. Excel, Poudre Valley REA; Comcast, Century Link) on requests for burial as part of ongoing city projects, and investigate standing agreements and/or cost sharing to underground other providers' lines. As part of the Big Thompson River Bridge replacement, add conduit underneath or within the bridge structure to be able to encapsulate and extend service lines across the Big Thompson River.	<ul style="list-style-type: none"> <li>Improves reliability of electric service and visual impacts on Corridor</li> <li>Promotes business reinvestment</li> </ul>	Immediate	Approx. \$1 million per mile/ \$300,000 per block	Low

## ACTION PLAN

Action / Sub-Action	Value Added	Timeframe	Estimated Cost to City	Citizen Concern
<b>6.2 Improve Mobility.</b> Improve transit service, as well as bike and pedestrian safety and access.				
<b>6.2a Transit Service Improvements:</b> The transit system should be designed to accommodate residents, employees, and visitors. The system should build upon and complement existing transit services by capitalizing on planned hubs, such as the Railroad Site Commuter Rail stop, the 29th Street Commuter Rail Stop, the Orchards transfer station and FLEX connections to Max service north in Fort Collins.	<ul style="list-style-type: none"> <li>Makes transit more convenient</li> <li>Allows those who can't drive to remain mobile</li> <li>Increases transit ridership</li> <li>Increases capacity to move people along the Corridor</li> <li>Reduces vehicle miles traveled</li> <li>Encourages transit oriented development</li> <li>Promotes sustainability</li> </ul>	5 - 10 Years	\$20,000 Real-time next bus information  \$30,000 Smart Phone App  \$20,000 Kiosks	Medium
Other improvements could include: <ul style="list-style-type: none"> <li>Addition of improved transit stops that could include electronic bus timing signs with real time arrival/ departure for buses and their destination, as well as associated smart phone apps for tracking buses.</li> <li>Addition of managed lanes and/or queue jumps, and the creation of a ROW preservation plan for a future dedicated BRT system, with TOD overlays at key centers.</li> <li>Addition of a dedicated-lane BRT system with custom buses and new stops in conjunction with obtaining FTA Small Starts or other Federal or State matching funds.</li> </ul>				
<b>6.2b Larimer County Urban Area Street Standards:</b> Work with Larimer County, Fort Collins, and CDOT to identify potential modifications to the Larimer County Urban Area Street Standards (LCUASS). Focus on standards that prioritize pedestrian and bicycle improvements, including safe access requirements for all modes, and allow landscaping consistent with the US 287 vision. Consider best practices from peer communities, and explore alternative creative solutions, such as buffered bike lanes, to allow for safe and comfortable bicycle and pedestrian travel.	<ul style="list-style-type: none"> <li>Emphasizes pedestrian and bicyclist mobility</li> <li>Requires developers to provide multimodal facilities</li> <li>Encourages transportation demand management</li> <li>Supports access management</li> </ul>	0 - 5 Years	No cost	Medium

## ACTION PLAN

Action / Sub-Action	Value Added	Timeframe	Estimated Cost to City	Citizen Concern
<b>6.2c Access Management</b> <p>Implement access management spacing standards per current City, County and CDOT access study standards.</p> <ul style="list-style-type: none"> <li>• Implement median closures in strategic areas to improve safety and mobility, and in conjunction with transportation, landscape, or catalyst projects.</li> <li>• Implement access driveway closures in conjunction with transportation, landscape, or catalyst projects. Where alternative access is not available through frontage or rearage roads, access improvements should be predicated on land assemblage to accomplish this goal.</li> <li>• Work with CDOT to sequence closures with landscape improvements or redevelopment.</li> <li>• Implement an Access Management Educational Program for existing businesses and concerned residents.</li> <li>• Develop an Access Management Plan for US 287 south of 29th Street similar to the Access Control Plan CDOT developed north of 29th Street. Partner with CDOT and Larimer County to develop a formalized Intergovernmental Agreement for access modifications.</li> </ul>	<ul style="list-style-type: none"> <li>• Improves traffic flow</li> <li>• Improves motorist, bicyclist and pedestrian safety by reducing the number of vehicle-vehicle conflict points as well as reducing conflicts between vehicular and non-vehicular traffic</li> <li>• Creates a more consistent streetscape character</li> </ul>	0 - 5 Years	\$250,000 Plan; <\$1 million/mile	High

## ACTION PLAN

Action / Sub-Action	Value Added	Timeframe	Estimated Cost to City	Citizen Concern
---------------------	-------------	-----------	------------------------	-----------------

**6.3 Identify Future Annexation Areas.** Identify those parcels within the study area that will be annexed, and determine timeframes.

**6.3a. Annexation Study:** Complete an in-depth analysis and study of those lands that still need to be annexed into the City, along with improvements costs, phasing, and funding recommendations. Identify those parcels that have exhausted their time limits for annexation, and create specific annexation plans for those properties. Coordinate utility burials and streetscape improvements with any annexations plans.

- Allows for sense of surety for new development
- Promotes private development

Immediate

Over  
\$150,000

Low

DRAFT



**CITY OF LOVELAND**  
**PLANNING COMMISSION MINUTES**  
**July 13, 2015**

---

A meeting of the City of Loveland Planning Commission was held in the City Council Chambers on July 13, 2015 at 6:30 p.m. Members present: Chairman Crescibene; and Commissioners Middleton, Meyers, Molloy, Dowding, Forrest, Ray, and Jersvig. Members absent: Commissioner McFall. City Staff present: Bob Paulsen, Current Planning Manager; Tree Ablao, Assistant City Attorney.

*These minutes are a general summary of the meeting. For more detailed information, audio and videotapes of the meeting are available for review in the Development Services office.*

### **CITIZEN REPORTS**

There were no citizen reports.

### **STAFF MATTERS**

1. **Bob Paulsen, Current Planning Manager**, informed the commissioners that the next Planning Commission meeting will be held on July 27, 2015.
2. **Mr. Paulsen** noted that **Troy Bliss, Senior Planner**, distributed a memo to the commissioners providing updates on both the ArtSpace multi-family development and the Feed and Grain building. **Mr. Paulsen** invited the commissioners to attend the gathering on Monday, July 27<sup>th</sup> with the Governor and the Boettcher Foundation.

### **COMMITTEE REPORTS**

1. **Commissioner Dowding** reported on the ZBA hearing held on July 13, 2015, regarding the building setback variances request for the proposed Sprouts grocery store. **Commissioner Dowding** noted that both the north and eastern setback variances were approved.
2. **Commissioner Meyers** reported that the July Title 18 committee meeting was canceled.

### **COMMISSIONER COMMENTS**

1. **Commissioner Forrest** highlighted her presentation to the Construction Advisory Board (CAB).
  - **Commissioner Meyers** informed the commissioners that the Planning Commission recommendation for site plan review services for schools was tabled by the City Council at their July 7<sup>th</sup> meeting. **Commissioner Meyers** invited **Greg George, Development Services Director**, to give a summary of the meeting.
  - **Mr. George** noted that City Council did not take a formal motion but gave direction to **Bill Cahill, City Manager**, to work with the school district to develop an agreement.

- **Commissioner Ray** thanked **Commissioner Forrest** and **Commissioner Meyers** for their efforts on this issue.

2. **Commissioner Middleton** introduced **Assistant City Attorney, Tree Ablao**, who was acting legal counsel in the absence of **Moses Garcia, Assistant City Attorney**.

## **APPROVAL OF THE MINUTES**

**Commissioner Meyers** provided **Jenell Cheever, Planning Commission Secretary**, with a name correction and a spelling correction to the June 22, 2015 minutes and asked that the minutes be amended.

*Commissioner Middleton made a motion to approve the amended June 22, 2015 minutes; upon a second from Commissioner Ray, the minutes were unanimously approved.*

## **REGULAR AGENDA**

1. **Continuance: Giuliano 4th Subdivision - Preliminary Development Plan, Preliminary Subdivision Plat, and Vacation of Rights-of-Way**

**Project Description:** This public hearing item was continued from the June 22nd Planning Commission meeting.

**Mr. Paulsen** explained that **Mr. Giuliano** indicated to staff that he would not be moving forward with the project at this time. **Mr. Paulsen** recommended that the Planning Commission table the matter until **Mr. Giuliano** is ready to move forward.

### **Commissioner Questions and Comments:**

- **Commissioner Middleton** asked why **Mr. Giuliano** was requesting a continuance. **Mr. Paulsen** clarified that **Mr. Giuliano** is not asking for a continuance and therefore **Mr. Paulsen** is recommending the issue be tabled. **Mr. Paulsen** explained that by tabling the matter, the continuance would expire. Once the applicant is ready to move forward, the applicant will not have to reapply; however, the applicant would need to reschedule a hearing date, re-notify the neighbors, and the public hearing notice would need to be reposted. **Mr. Giuliano/Hartford Homes** would then need to present the project to the Planning Commission in a public hearing.
- **Chair Crescibene** and **Commissioner Ray** asked questions pertaining to **Mr. Giuliano's** ability to satisfy the affordable housing requirements. **Mr. Paulsen** noted that the city is in active negotiations with **Mr. Giuliano** regarding the provision of affordable housing units within the broader Giuliano Addition, but an agreement has not been reached. Until affordable housing negotiations with **Mr. Giuliano** are complete, the applicant, **Hartford Homes**, will be unable to move forward with the Giuliano 4th Subdivision - Preliminary Development Plan, Preliminary Subdivision Plat, and Vacation of Rights-of-Way.

**Commissioner Meyers** made a motion regarding the Giuliano 4th Subdivision, including the Preliminary Development Plan, the Preliminary Subdivision Plat, and the Vacation of Rights-of-Way as follows: that the continuance be closed and the matter be tabled to a future date when the applicant brings this matter to this commission. Upon a second from **Commissioner Dowding**, the motion was unanimously approved.

## 2. Downtown Urban Renewal Plan

**Project Description:** This is a public hearing for the consideration of a resolution with a recommendation to City Council regarding the proposed termination of the URA Plan. It is anticipated that a plan of development (the “DDA Plan of Development”) will be proposed by the DDA for consideration by the Council and that the DDA will propose that an election be held on November 3, 2015. If the DDA Plan of Development is approved by Council and if the Ballot Questions are approved by the qualified electors, it would be appropriate to terminate the URA Plan. Termination of the URA Plan is contingent upon approval of a DDA Plan of Development and passage of the Ballot Questions on November 3, 2015.

**Betsey Hale, Economic Development** explained that the termination of the Urban Renewal Plan (URA) would be necessary if the DDA Plan of Development is approved by City Council and if the ballot questions are approved by the voters on November 3rd. City Council has requested the termination of the Downtown URA Plan of Development in the event the DDA Plan of Development is approved. Council has referred this action to the Planning Commission. If the Planning Commission approves the resolution, then the recommendation will return to City Council.

### Commissioner Questions and Comments:

- Several commissioners asked questions regarding the funding for downtown projects. **Ms. Hale and Mr. Alan Krcmarik, Executive Fiscal Advisor**, explained how the two DDA funding streams operate.
- **Commissioner Molloy** asked why it was necessary to switch from the URA to the DDA and **Ms. Hale** explained that the DDA allows for a longer operation period.
- **Commissioner Middleton** asked several questions pertaining the operation of the DDA and the termination of the URA. **Ms. Hale** explained that if approved, the URA would be terminated in January 2016. Currently, **Ms. Betsy Hale** oversees the director of both the LDP and DDA; however, all expenditures must be approved by City Council.

**Chair Crescibene** opened the Public Hearing at 7:45 p.m.

- There were no public comments.

**Chair Crescibene** closed the Public Hearing at 7:45 p.m.

*Commissioner Middleton motioned to have a resolution of the Loveland Planning Commission of the City of Loveland, Colorado, recommending to City Council adoption of the modification of the City of Loveland Urban Renewal Plan as being in conformity with the City's Master Plan, subject to certain conditions. Upon a second from **Commission Dowding**, the motion was unanimously approved.*

### **3. 287 Strategic Plan**

**Project Description:** This is public hearing on a legislative action. The 287 Strategic Plan identifies strategies and actions to guide development and help improve business opportunities along US Highway 287. Staff will provide a summary of revision requests received from the Planning Commissioners on June 22nd along with adjustments to the Plan that respond to the Commission's comments. The project team is seeking direction from the Commission to move forward with adjustments so that a final document can be brought forward to the Planning Commission in an upcoming meeting.

**Bethany Clark, Strategic Planning**, explained the recommended revisions and corrections outlined in the Planning Commission Staff Memorandum.

**Chair Crescibene** opened the Public Hearing at 8:25 p.m.

- **Trey Beard**, owner of Rocky Mountain Quick Lube, expressed concerns regarding access to several business along South Highway 287, including his auto related business and Sonic. **Mr. Beard** expressed support for the 287 Strategic Plan but would like the plan to maintain a full-access intersection. Additionally, **Mr. Beard** stated that the renderings in the 287 Strategic Plan do not show his businesses as part of the overall plan. **Mr. Beard** stated that if the plan intends to eliminate his businesses he would like to be informed so he can make alternative plans.

**Chair Crescibene** closed the Public Hearing at 8:26 p.m.

#### **Commissioner Questions and Comments:**

- **Commissioner Meyers** asked city staff to address **Mr. Beard's** concerns. **Greg George, Development Services Director**, explained that the renderings included in the plan are not detailed enough to show all businesses. In order to implement the plan in this area, future studies are needed to determine feasibility. Additionally, the plan is visionary and no site specific actions would be taken without approval from Planning Commission and City Council at a later date.

- **Commissioner Molloy** asked when the feasibility study would be completed and if there is an immediate need for a new bridge on South Highway 287. **Dave Klockeman, City Engineer**, explained that the city has already received a grant which has gone through one reading with City Council. The overall process would take approximately one-year. **Mr. Klockeman** stated that due to potential flooding there is an immediate need to complete a new bridge.
- **Commissioner Forrest** expressed concerns regarding outreach and communication with local businesses. **Mr. Beard** stated that he received notices regarding the public meetings and has attended several meetings regarding the plan.
- **Commissioner Meyers** thanked **Mr. Beard** for attending and expressing his concerns with the conceptual drawings. **Commissioner Middleton** recommended that **Mr. Beard** attend the next Planning Commission meeting where the Planning Commission will make a recommendation to City Council regarding the adoption of the 287 Plan.
- **Commissioner Ray** asked that a statement be added to the 287 Strategic Plan regarding the need for additional studies to determine the best plan for bicycle and pedestrian traffic on Highway 287, including the evaluation of an alternative corridor for bicycle traffic.
- **Commissioner Forrest** asked if any other drawings could be included to show alternatives to the round-about. **Ms. Clark** stated that the round-about was the determined preferred alternative from the 1997 study and therefore the only rendering completed. **Mr. Klockeman** stated that the 1997 study includes two engineered drawings of the intersection that could be added to the plan. **Mr. Ray** expressed concerns with including the rendering and recommended only using the engineered drawings from the 1997 study. **Mr. George** also agreed that the rendering should be removed and replaced with the engineered drawings.
- **Commissioner Meyers** asked that the term “Couplet” be defined to avoid confusion. **Mr. George** clarified that the couplet refers to the two one-way areas and not just the round-about.
- **Commissioner Meyers** made the following recommendations: remove the artist rendering and add the two engineered drawings from the 1997 study; adding wording that a study is necessary to determine the best plan for bicycle and pedestrian traffic. These changes were unanimously approved.

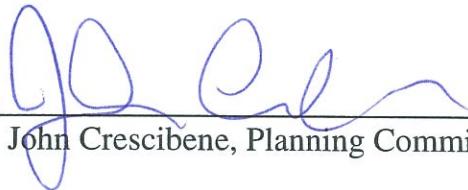
***Commissioner Meyers motioned to approve the recommended revisions outlined below to the Highway 287 Strategic Plan as amended upon the record. Upon a second from Commission Middleton, the motion was unanimously approved.***

## ADJOURNMENT

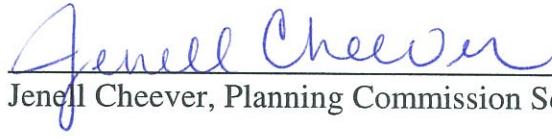
**Commissioner Cescibene**, made a motion to adjourn. Upon a second by **Commissioner Forrest**, the motion was unanimously adopted.

Chair Cescibene adjourned the meeting at 9:00 p.m.

Approved by:



John Cescibene, Planning Commission Chair



Jenell Cheever, Planning Commission Secretary

**RESOLUTION NO. \_\_\_\_\_**

**A RESOLUTION OF THE LOVELAND PLANNING COMMISSION RECOMMENDING  
ADOPTION OF THE U.S. 287 STRATEGIC PLAN**

**WHEREAS**, in January of 2012, the Loveland City Council (“City Council”) held its annual Council Advance and set as a priority the development of a strategic plan to guide development and improve business opportunities along the US 287 corridor; and

**WHEREAS**, the purpose and overall goal of such a plan is to identify strategies and projects that will enhance the US 287 corridor’s appeal to businesses and attract new investment and reinvestment to spur additional economic development within and adjacent to such corridor; and

**WHEREAS**, in January of 2013, City Council set the development of such a plan as a high priority goal for 2013; and

**WHEREAS**, in August of 2013, City Council reaffirmed its commitment to preparation of such a plan with an appropriation to hire a consultant to assist in its development; and

**WHEREAS**, the US 287 Strategic Plan (“the Plan”) attached hereto as Exhibit “A” and incorporated by reference, has been developed through a collaborative planning process including participation by the 287 Advisory Committee, 287 Technical Study Team, Planning Commission, City Council, and other citizens of Loveland, to meet the purpose and overall goal set forth above; and

**WHEREAS**, the Plan serves as a guide for residents, property and business owners, developers, City staff, and elected and appointed officials to make informed decisions regarding land use, land development and capital planning within the corridor; and

**WHEREAS**, the Plan identifies five zones within the US 287 corridor and recommends specific strategies and actions to enhance the US 287 corridor and promote investment; and

**WHEREAS**, on June 22, 2015, July 13, 2015, and August 24, 2015 the Planning Commission held public hearings to consider a recommendation to City Council to adopt the Plan; and

**WHEREAS**, at said hearings the Planning Commission considered information presented by City staff and all testimony provided by the public, and, at the July 13, 2013 meeting, approved Plan revisions identified in the City Staff memorandum dated July 13, 2015, and Commissioner revisions concerning (i) Plan illustrations of the future intersection at U.S. Highway 34 and U.S. Highway 287 future and (ii) study of bicycle and pedestrian facilities along the corridor.

**NOW, THEREFORE, BE IT RESOLVED BY THE PLANNING COMMISSION FOR THE CITY OF LOVELAND, COLORADO:**

**Section 1.** That the Loveland Planning Commission finds that the Plan serves the public purpose and overall goal set forth above and hereby recommends that City Council adopt such Plan, as amended on the record.

**Section 2.** That this Resolution shall be effective as of the date of its adoption.

ADOPTED this 24<sup>nd</sup> day of August, 2015.

LOVELAND PLANNING COMMISSION:

---

John Crescibene, Chairperson

ATTEST:

---

Planning Commission Secretary

APPROVED AS TO FORM:

---

Assistant City Attorney

A RESOLUTION OF THE LOVELAND PLANNING COMMISSION RECOMMENDING ADOPTION OF THE 287 STRATEGIC PLAN



LOVELAND  
**287**  
STRATEGIC PLAN

PLANNING COMMISSION DRAFT  
24 August 2015

# ACKNOWLEDGMENTS

## **Loveland City Council**

Mayor Cecil Gutierrez  
Chauncey Taylor, Ward I  
Troy Krenning, Ward I  
Joan Shaffer, Ward II  
Phil Farley, Ward II  
Hugh McKean, Ward III  
John H. Fogle, Ward III  
Ralph Trenary, Ward IV  
Dave Clark, Ward IV

## **Loveland Planning Commission**

John Crescibene, Chairman  
Carol Dowding, ZBA Hearing Officer  
Michele Forrest, ZBA Hearing Officer  
Alternate  
Jeremy Jersvig  
Patrick McFall  
Rich Middleton, Vice-Chairman  
Buddy Meyers  
Rob Molloy  
Mike Ray

## **US 287 Advisory Committee**

Rhys Christensen, RPC Properties,  
Loveland Marketplace  
Bruce Croissant, Transportation  
Advisory Board  
Michele Forrest, Planning Commission  
Norm Jorgensen, South Side  
Investments  
Nathan Klein, Loveland Commercial  
Mindy McCoughan, Loveland  
Chamber of Commerce  
Stephanie Napoleon, First Bank  
Kristin Owens, Manor Ridge Estates  
Adam Prior, Planning Commission  
Don Roy, Blue Ribbon Auto  
Dave Schneider, Uncle Sneedley's Toy  
Shop/Goodies Auto/ Loveland Utility  
Commission  
Rayno Seaser, The Egg & I  
Matt Weakland, Loveland Garden  
Center  
Jennifer Wheelock, Manor Ridge  
Estates  
David Young, Manor Ridge Estates

## **US 287 Study Team**

Greg George, Director of Development  
Services  
Bethany Clark, Community & Strategic  
Planning  
Karl Barton, Community & Strategic  
Planning  
Kevin Aggers, Recreation Division  
Manager  
Kevin Gingery, Senior Civil Engineer  
for Stormwater  
Sean Kellar, Civil Engineer for  
Transportation Development Review  
Alan Krcmarik, Executive Fiscal  
Advisor  
Melissa Morin, Civil Engineer for  
Water Resources  
Brieana Reed-Harmel, Senior Electrical  
Engineer  
Mike Scholl, Economic Development  
Manager  
Julie Trombley, GIS Support

## **Consultant Team**

Logan Simpson  
Economic Planning Systems  
Felsburg, Holt & Ullevig

# TABLE OF CONTENTS

## CHAPTER 1. INTRODUCTION

Purpose .....	3
Need .....	4
Project Zones .....	6
Vision .....	7
Process .....	16
Challenges, Opportunities, Economic Strategies, Actions .....	17
Corridor-Wide Action Plan .....	23
Priority Work Program .....	26

## CHAPTER 2. ZONE 1 (71ST STREET TO 37TH STREET)

Context .....	1-2
Challenges .....	1-4
Opportunities .....	1-5
Economic Strategy .....	1-6
Action Plan .....	1-8

## CHAPTER 3. ZONE 2 (37TH STREET TO CEMETERY)

Context .....	2-2
Challenges .....	2-4
Opportunities .....	2-5
Economic Strategy .....	2-6
Catalytic Project .....	2-8
Action Plan .....	2-10

## CHAPTER 4. ZONE 3 (CEMETERY TO 8TH STREET)

Context .....	3-2
Challenges .....	3-4
Opportunities .....	3-5
Economic Strategy .....	3-6
Catalytic Projects .....	3-8
Action Plan .....	3-12

## **CHAPTER 5. ZONE 4 (1ST STREET TO SH 402)**

Context .....	4-2
Challenges .....	4-4
Opportunities .....	4-5
Economic Strategy .....	4-6
Catalytic Project .....	4-8
Action Plan .....	4-10

## **CHAPTER 6. ZONE 5 (SH 402 TO SH 60)**

Context .....	5-2
Challenges .....	5-4
Opportunities .....	5-5
Economic Strategy .....	5-6
Action Plan .....	5-8

## **CHAPTER 7. ALL ZONES (71ST ST. TO SH 60)**

Context .....	6-2
Challenges .....	6-4
Opportunities .....	6-6
Economic Strategy .....	6-6
Action Plan .....	6-8

## **APPENDIX A. PUBLIC OUTREACH**

## **APPENDIX B: EXISTING CONDITIONS AND ECONOMIC ANALYSIS**

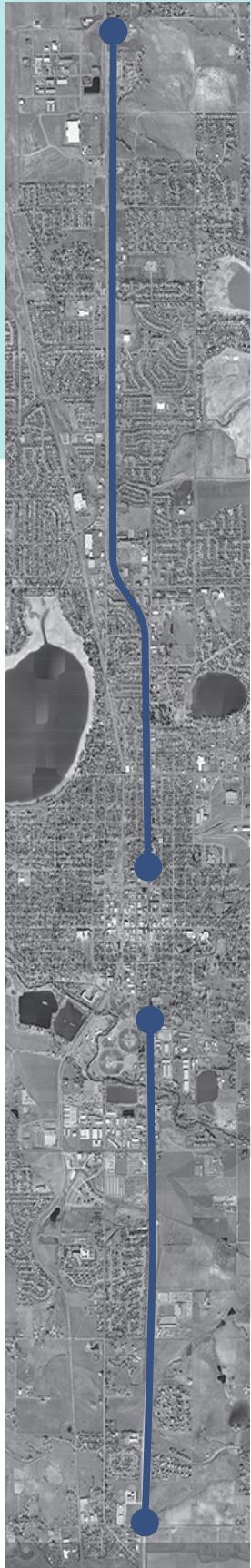
## **APPENDIX C. ANALYSIS MAPS**

## **APPENDIX D. ULI WORKSHOP**

CHAPTER 1.

# INTRODUCTION

DRAFT



## PRIMARY PLAN GOALS

- Encourage and facilitate redevelopment of declining areas;
- Enhance business opportunities;
- Increase jobs and generate new tax revenue through new development and redevelopment;
- Generate private investment;
- Create a pleasant, safe, and inviting streetscape;
- Maintain and enhance multimodal mobility;
- Improve public safety and infrastructure;
- Enhance and promote parks and trails as community amenities;
- Foster community support through extensive outreach to property and business owners;
- Create a positive image and an identity through well designed, high-quality development;
- Establish gateways to the City and Downtown Loveland; and
- Define an implementation strategy and provide specific recommendations for City Council.

# PURPOSE

In January of 2012, the Loveland City Council held their annual Council Advance to set the priorities for the year. One of the goals the Council set as a priority was to develop a US 287 Strategic Plan to guide its development and improve business opportunities along the Corridor. This goal was again adopted as a priority by City Council in 2013 and their commitment was reaffirmed with the subsequent funding for the project.

As the main north-south route through Loveland, and one of the main corridors into Downtown, the US 287 Corridor will serve as an important future growth area and has great potential for redevelopment and becoming an enhanced gateway for Loveland. This Plan serves as a guide for residents, property and business owners, developers, City staff, and elected officials in making good land use, design, and development decisions within the Corridor.

A key outcome of this Plan is an understanding of, and strategies that address, the Corridor's competitive business position, and the type and combination of supportable retail, office, residential, and industrial space that can be retained and attracted to the Corridor. The Plan also identifies impediments associated with development and creates strategies to facilitate redevelopment, attract private investment, and create a positive image through well designed streetscapes and high-quality development.

The purpose and overall goal of this Strategic Plan is to identify strategies and projects that will enhance the area's appeal to businesses and leverage new public and private investments to **spur additional economic opportunity within and adjacent to the Corridor, as well as associated redevelopment opportunities.** This Plan outlines new initiatives consistent with City Council's guidance to redevelop, improve, and sustain this area, which has long been associated with primarily highway-oriented commercial uses. These initiatives focus on the best means of upgrading, improving, repositioning, and attracting new investment, including catalytic projects that could transform the Corridor into a regional destination. One of these projects encompasses redeveloping the commercial node surrounding 29th Street into a pedestrian-oriented, mixed-use shopping and entertainment district. Another project focuses on enhancing the Big Thompson River where it crosses US 287, creating new opportunities for river-oriented shops, restaurants and recreation.

The planning effort was designed as a community-based initiative, and focuses on those actions that best strengthen the Corridor's economic position, ultimately offering an overall vision and associated action items. The Purpose, Need, Vision, Economic Strategies, Actions, and Sub-Actions have been developed and refined through a 12-month public participation process.

## NEED

The US 287 Corridor presents an opportunity to reinvest and reinvigorate commercial development along the Corridor. Disinvestment along the Corridor has resulted in a declining appearance and declining performance along some segments. However, some quick fix opportunities exist to improve the public safety and overall appearance of the Corridor by constructing a complete system of pedestrian and bike connections, streamlining and offering more flexibility for development and redevelopment options, and facilitating a more consistent streetscape. To achieve the full potential of the Corridor, there is a need for additional diversity in businesses to cater to large segments of residents in the region. As shown in the market study, there is also a need for new development of mixed use neighborhoods, neighborhood and community-serving retailers, hotels, and new entertainment venues adjacent to the Corridor. These signs of declined investment represent a problem that was most likely magnified with the recession, and exacerbated by increasing competition from other communities. Seven statements of overall need are addressed below:

### **The Corridor accounts for a large portion of the city's tax revenue and key areas show decline.**

A market analysis, completed as part of this Strategic Plan, has emphasized the City budget's reliance on its retail and commercial base, including the businesses along US 287. The analysis determined that as much as 25% of the City's sales and jobs are located along and adjacent to this Corridor. The decline or failure of this area therefore has much broader implications than just the success or failure of individual properties along the Corridor; the entire City has a vested interest in the area's vibrancy.

### **The Corridor provides primarily underperforming retail.**

In order for the Corridor to redevelop and realize its full potential, the Corridor must better serve the surrounding neighborhoods that comprise its primary customer base and attract higher quality retailers, mixed use developments, and entertainment venues. The absence of a larger consumer base has resulted in disinvestment in key areas and, in turn, a declining appearance. This decline in prosperity of key areas along the Corridor indicates that some areas need to be repositioned.

### **US 287 is experiencing increased competition.**

US 287 competes against newer retail centers further north and south on the Corridor as well as other corridors such as US 34 and Harmony Road in Fort Collins. The redevelopment of Fort Collins' Foothills Mall and the development of new retail centers within Centerra along I-25 have resulted in increased competition on the Corridor.

### **There is underutilized retail and a lack of supporting housing stock.**

There is a shortage of quality, market-rate, multifamily housing within the US 287 study area. Many local retailers do not have sufficient local housing to support their business and rely to a great degree on drive-by traffic. Many existing housing developments built adjacent to the Corridor do not have easy access to local commercial areas. Areas within walking distance of retailers, which could be occupied by housing, are often occupied by a continuous strip of commercial retail. This pattern does not break up the existing commercial or create strong nodes of commercial activity.

### **The north and south gateways to the City of Loveland need enhancement.**

US 287 is Loveland's gateway from Fort Collins to the north and from Berthoud/Longmont to the south, and yet it does not have an identity unique to Loveland. While recent wayfinding signage has improved this, there is no unique character or unifying theme for the Corridor. In some cases, these characteristics can deter additional private sector reinvestment.

### **Current transportation facilities do not support the Corridor's mobility and economic goals.**

US 287 is a major north/south corridor that acts as Main Street in the City of Loveland, and serves local, regional and inter-regional automobile, transit, bicycles, pedestrians, and freight. The Colorado Department of Transportation (CDOT) retains ownership of this roadway and is considered a partner in transportation with the City of Loveland. At certain areas, current vehicular congestion detracts from the visitor experience, and the Corridor lacks access control in key locations and other improvements which could improve traffic flow. A transit system is present; however the strategies to continually advance this system have not yet been outlined. Bike access north-south is secondary and discontinuous. Pedestrian access, especially within existing commercial centers, is not prevalent, reducing length of stay and overall shopper experience. Capacity, overall mobility, and quality of experience of US 287 will continue to be reduced without improvements.

### **The area suffers from unique impediments to economic development within each zone.**

The Corridor changes in character, issues, and opportunities within each Zone. Zones at the south end lack utilities, reducing the opportunity for new development. In many segments, older properties are in need of repositioning. Several zones are challenged by risks and benefits associated with natural resources, including the Big Thompson River. The Corridor's five Zones are described below. Challenges specific to each Zone are described in subsequent sections, and further detailed in subsequent Volumes, specific to each Zone.

# PROJECT ZONES

**Zone 1:**  
Between 71st Street & 37th Street

**Zone 2:**  
Between 37th Street & the Cemetery

**Zone 3:**  
Between the Cemetery & 8th Street

*This Plan does not include the Downtown, as the Downtown Strategic Plan and Implementation Study addresses this area*

**Zone 4:**  
Between 1st Street & SH 402

**Zone 5:**  
Between SH 402 & SH 60





## VISION

The success of the US 287 Strategic Plan hinges on revitalizing and redefining the economic resiliency of the Corridor and its five Zones. By repositioning each Zone with projects that support a vibrant economy, the prosperity of the Corridor will improve. Subsequently, each Zone will:

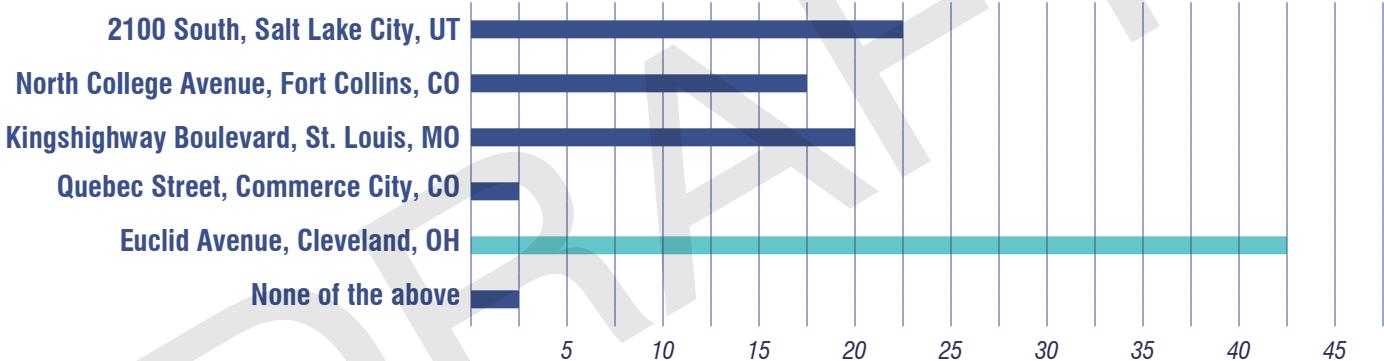
- facilitate private business investment;
- encourage mutually supportive uses;
- reduce impediments to development and redevelopment;
- enhance visual appeal;
- illustrate individual identities; and
- provide integrated public transportation options.

Creating a forward-looking vision for US 287 relied on input from residents, business owners, City staff, elected officials, agencies, and the broader Loveland community. The vision was derived from individual conversations with business and property owners, corridor walks, public meetings, comments from Study Team and Advisory Committee, elected officials, and community surveys. Three public workshops and an online survey were used to gather input on values and vision. Prior to the public workshop, the consultant identified over 40 memorable streets across the nation, and reviewed and evaluated them against the qualities of a great street, as called out on page 11. Subsequently, the Study Team and Advisory Committee were asked to review and evaluate these same corridors based on which contained elements that would be appropriate in a redesign of the US 287 Corridor. Through conversations and online surveys to both groups, responses were tallied, and the corridors were narrowed down to the five highest-ranked corridors. At the visioning public events, participants examined and discussed the five corridors below in greater detail:

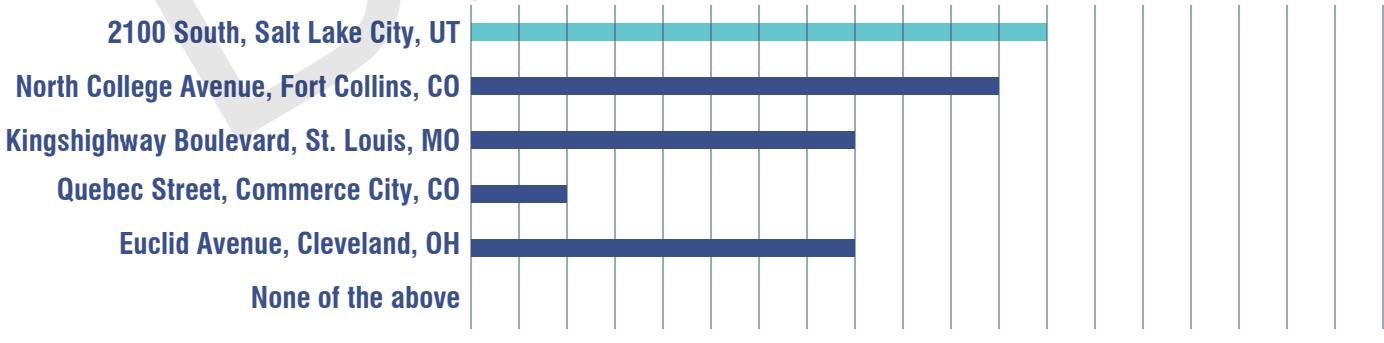
1. North College Avenue, *Fort Collins, Colorado*
2. Euclid Avenue, *Cleveland, Ohio*
3. 2100 South (Sugarhouse District), *Salt Lake City, Utah*
4. Quebec Street, *Commerce City, Colorado*
5. Kingshighway Boulevard, *St. Louis, Missouri*

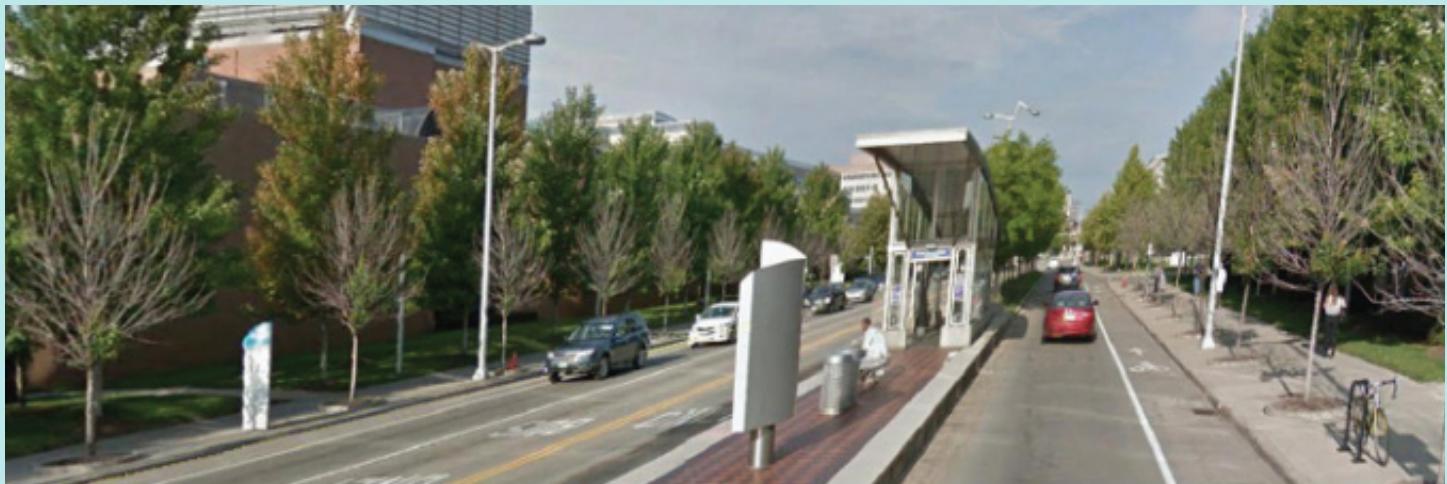
After learning about each corridor, meeting attendees participated in an electronic polling activity. Participants were asked to select which corridor they found the most memorable. Key discussions focused on which qualities make a great street and, more importantly, a great economic corridor, as well as those attributes that could be applicable to US 287. Results varied from one session to another, but, overall Cleveland's Euclid Avenue and Salt Lake City's 2100 South (Sugarhouse District), were ranked the highest in workshops and online surveys. The following charts show the reasons survey participants made their selected choices. Building design and scale and a modern unique streetscape look with an integrated multimodal transportation system were some of the largest factors.

#### Public Workshop Polling Results



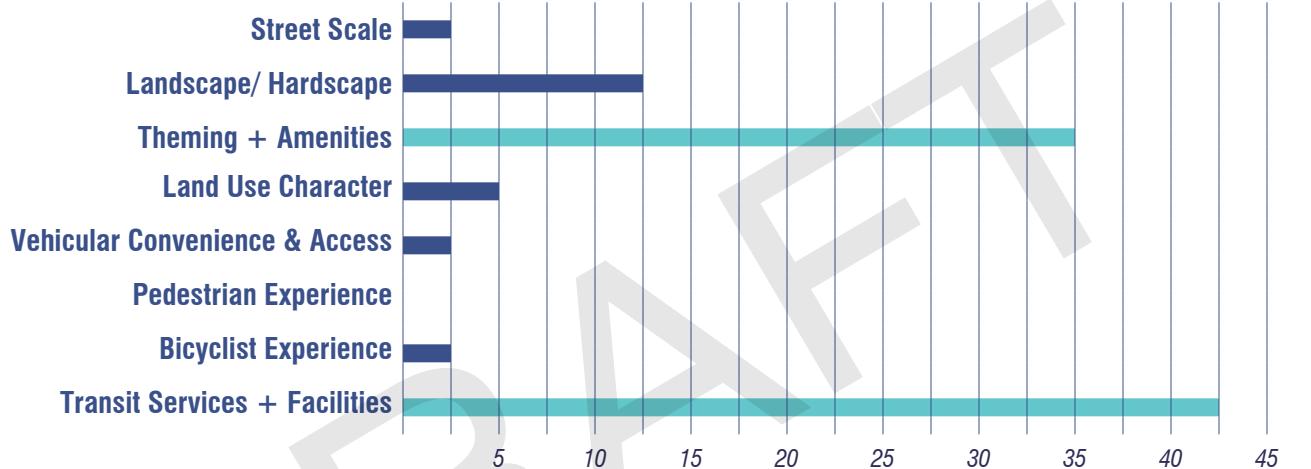
#### Online Survey Polling Results



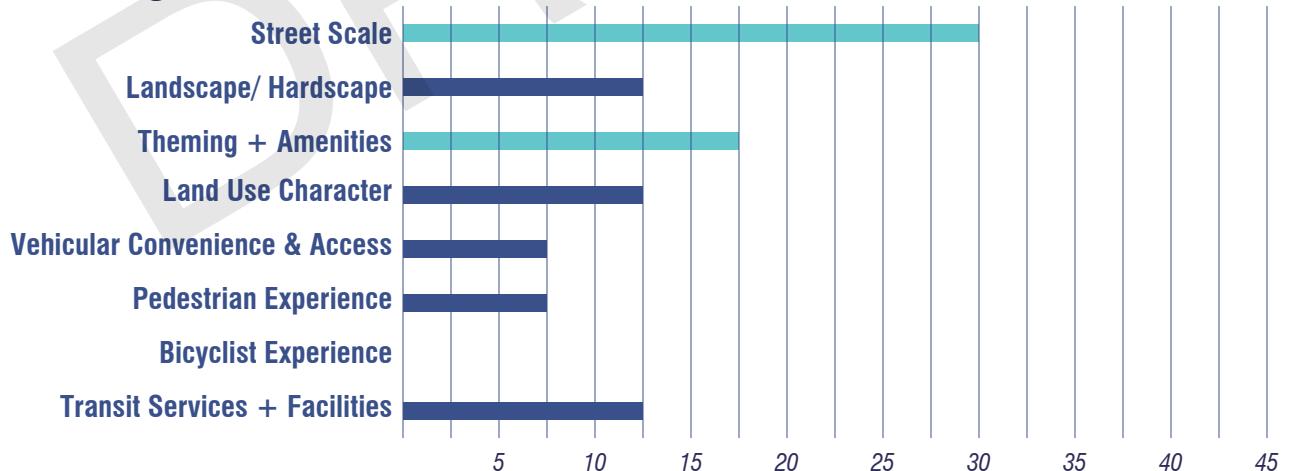


Overall, Euclid Avenue and 2100 South/ Sugarhouse District were ranked the highest in workshops and online surveys.

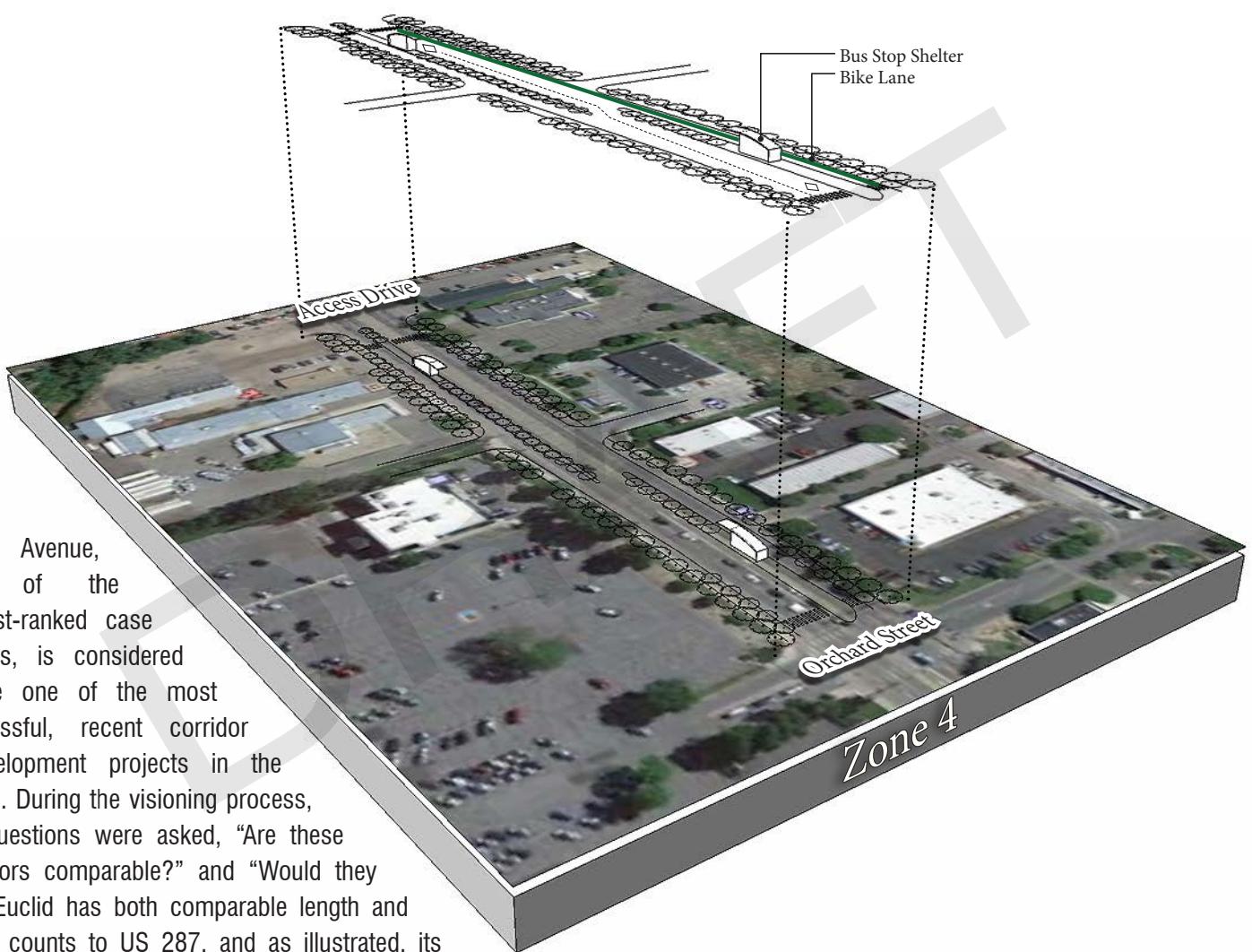
### Euclid Avenue Desired Elements



### 2100 South/ Sugarhouse Desired Elements



Euclid Avenue, one of the highest-ranked case studies, is considered to be one of the most successful, recent corridor redevelopment projects in the nation. During the visioning process, the questions were asked, "Are these corridors comparable?" and "Would they fit?" Euclid has both comparable length and traffic counts to US 287, and as illustrated, its cross section easily fits into US 287.



## GREAT STREETS

Allan Jacobs, the author of Great Streets, has observed and measured scores of famous urban streets and boulevards, in order to explore what makes great public streets. His book provides a tool to analyze and quantify the initial reaction when confronted with these streets. Criteria include:

### A Defined Street

- Is the street an extension of a downtown?
- What is the overall width and number of travel lanes?
- Does it have a beginning and/or end?
- Is it contained with building enclosure?

### Places for People to Walk and Bike with Some Leisure

- Does the right-of-way include sidewalks?
- Is the area pedestrian-oriented?
- Does the right-of-way include bicycle lanes?
- Does the area contain connections to off-street trails and greenways?
- Could the street be considered bike-dominant?
- Does the street include high-efficiency transit facilities?

### Physical Comfort

- Does the right-of-way include on-street parking?
- Does the right-of-way include pleasant, interesting, and well-maintained landscaping?
- Is it safe?

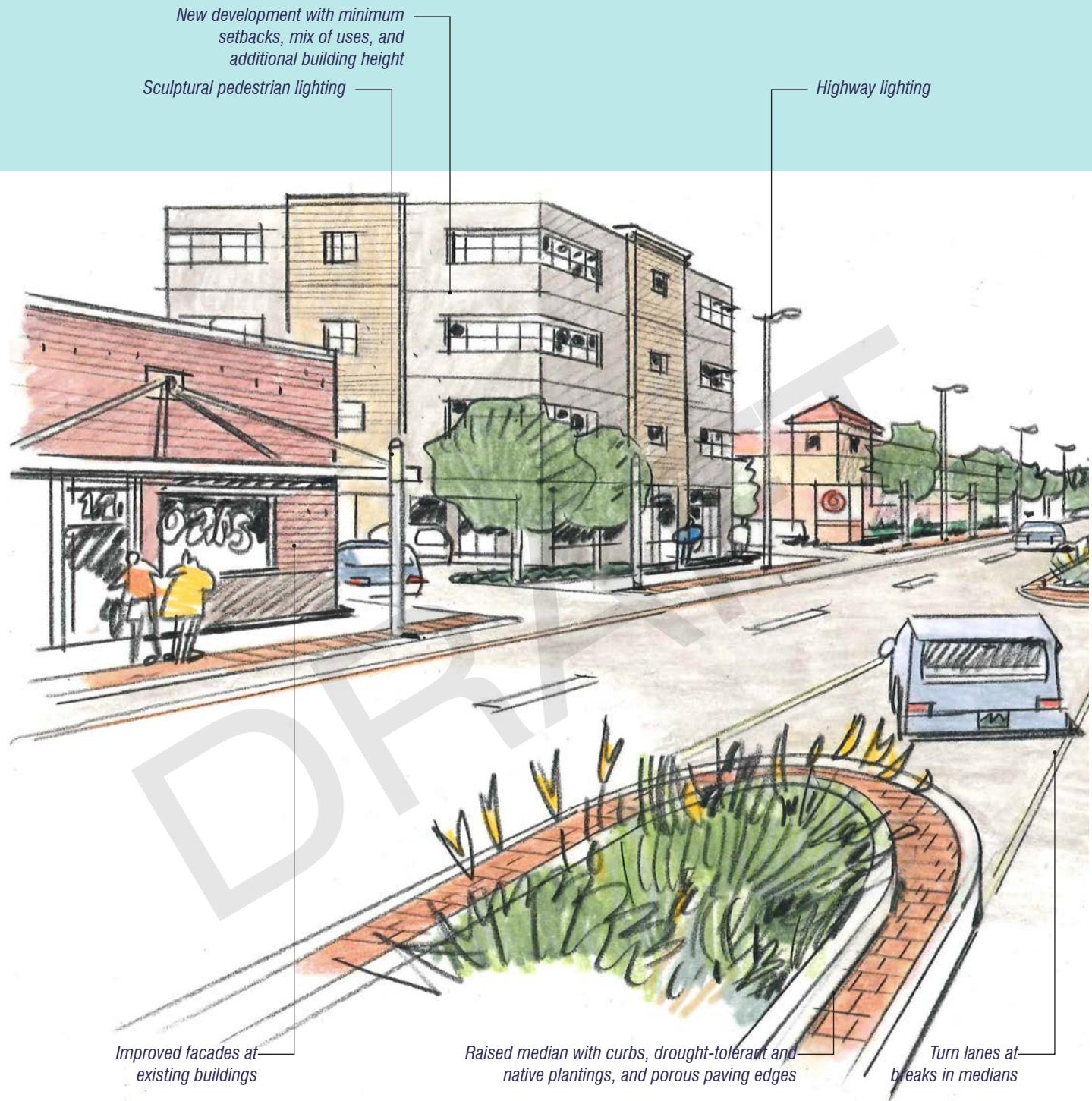
### Qualities that Engage the Eye

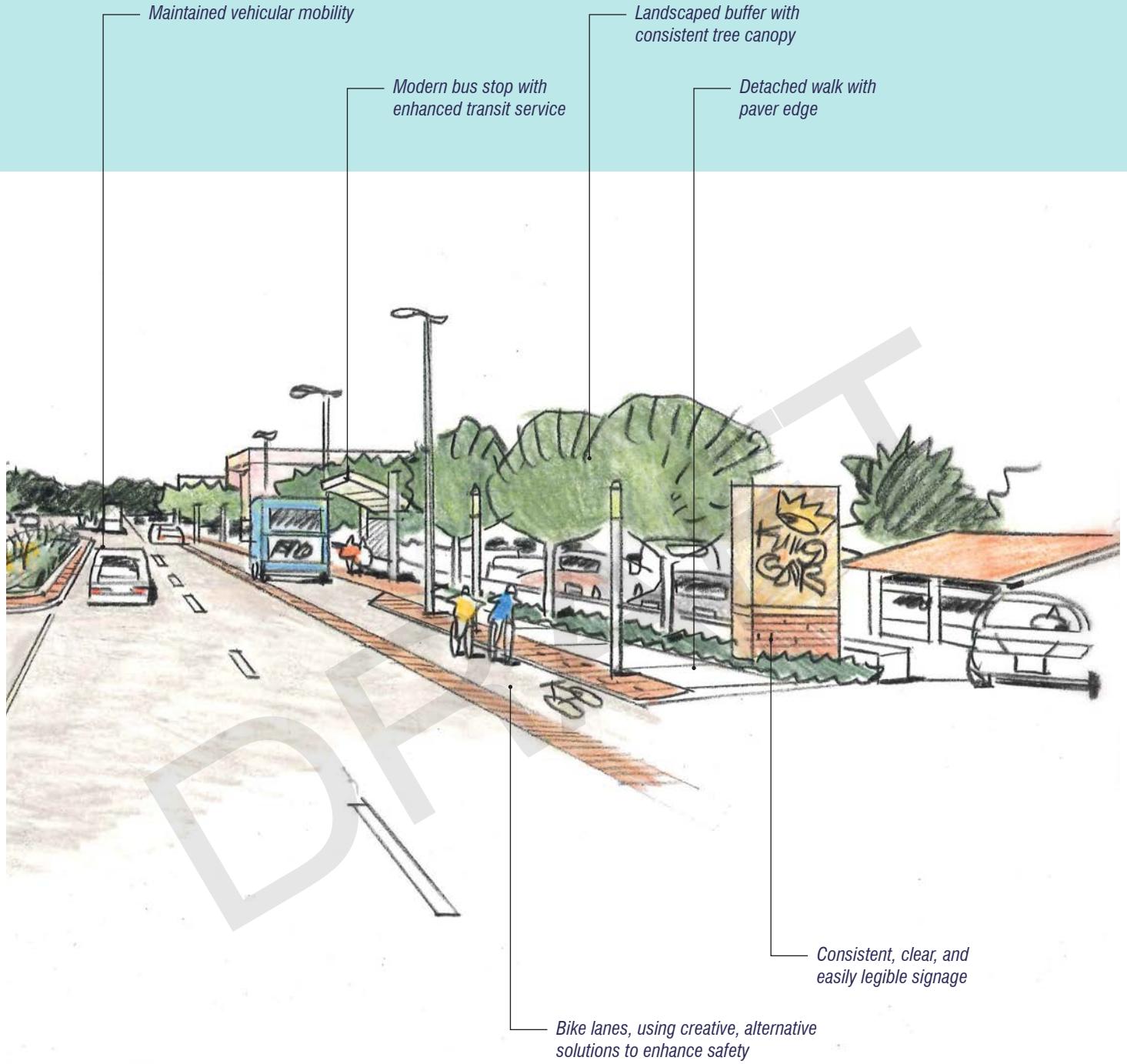
- Does the area include unique theming and/or design features?
- Does the right-of-way highlight the area's arts and culture?
- Are there pedestrian plazas and places adjacent to the corridor?

### Unique Character

- Does the corridor boast an eclectic mix of land uses?
- Do the style of the street features and elements reflect the local values and culture?

Through this analysis of great streets coupled with public feedback on each case study, an overall vision for corridor improvements was illustrated. While this depiction illustrates one of many possible options for implementation, the separate components were all identified as important factors to consider and include in the enhancement of the corridor. Such improvements intend to maintain the vehicular mobility of the corridor, but allow for the flexibility and promotion of redevelopment and economic improvement of the corridor in its entirety.





Artist's rendering depicts a general concept, and illustrates only one of several possible futures, and actual development and redevelopment options will vary.

## LOVELAND'S US 287 CORRIDOR WILL BECOME A THRIVING ECONOMIC CORRIDOR BY:



1 Creating an environment that promotes the growth and diversification of employment opportunities.



2 Preserving desirable land uses and accommodate new uses that improve the character and economic position of the corridor.



3 Developing improved multimodal connectivity while balancing vehicular mobility, to provide safe and pleasant access to adjacent businesses.



4 Protecting and capitalizing on the parks, cultural resources, historical heritage, and natural resources.



5 Emphasizing the enduring nature of materials, architectural character, and site design that supports Loveland's identity.

# PROCESS

The US 287 Study Team and Advisory Committee were established in late 2013. Committee membership was structured around City staff, agencies, and stakeholder organizations to provide an efficient and productive means for ensuring meaningful participation from the Corridor's business and property owners. The Study Team met seven times, and the Advisory Committee met five times over the past year. Their key recommendations formed the basis for the development of this plan.

US 287 business owners, property owners, and residents, and the larger Loveland community played a significant role in the development of this Plan. In total, a dozen meetings were held with individual property owners, and strengthened with a corridor business walk, a business forum, study session with Planning Commission, study session with City Council, input from the Loveland Downtown Partnership, and three public workshops series, consisting of multiple meetings. These public events were held during the visioning, strategy, and recommendation stages of the Plan. An online virtual event was held on the web following each public event, and additional input was provided through multiple *Create Loveland*, the City's Comprehensive Plan Update, public events.

Subsequent presentations were made to both Planning Commission and City Council in March. A final set of property owner meetings and public open houses will be held at the end of May to review the Draft Plan, and public hearing and adoption are expected in June and July of 2015.

## PHASE 1: INITIATION

## PHASE 2: ANALYSIS

## PHASE 3: VISION + ALTERNATIVES

## PHASE 4: DRAFT + FINAL PLAN

# CHALLENGES, OPPORTUNITIES, ECONOMIC STRATEGIES, ACTIONS

This plan is organized by Zone and covers the challenges, opportunities, economic strategies, actions and subactions of each.

## CHALLENGES + OPPORTUNITIES

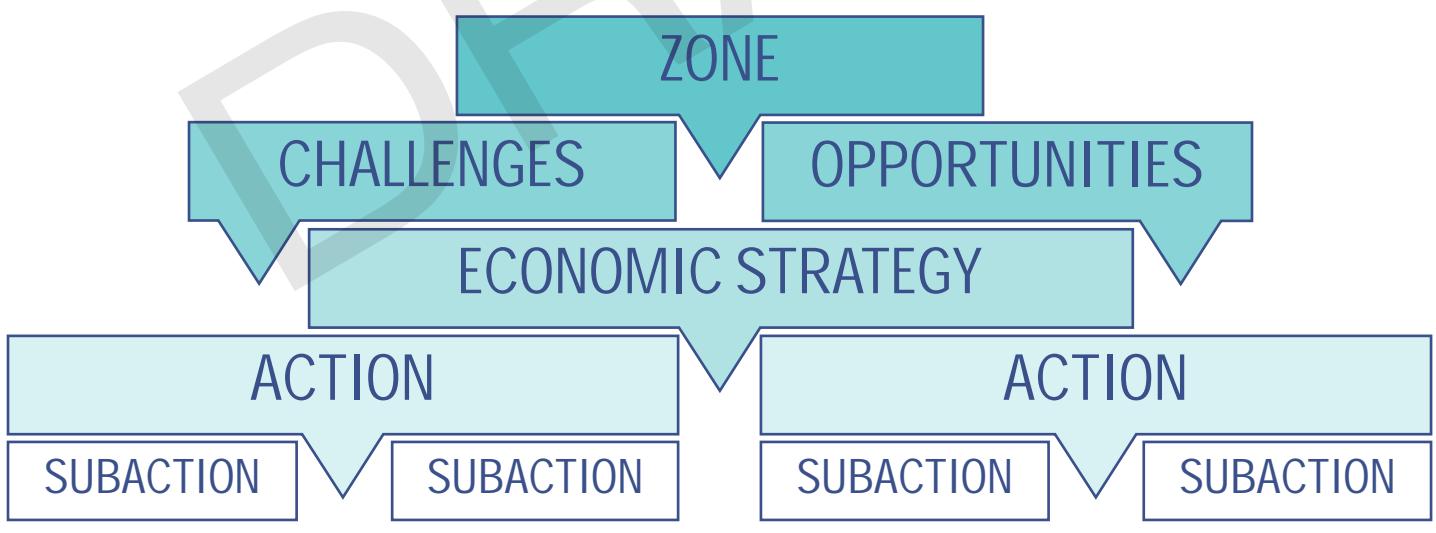
The five sets of Challenges identify the general issues that each Zone of the Corridor is facing. While many of the issues are common to multiple Zones, some issues exist only in specific areas. Each Zone also has opportunities that can be capitalized upon to effect positive change along the Corridor.

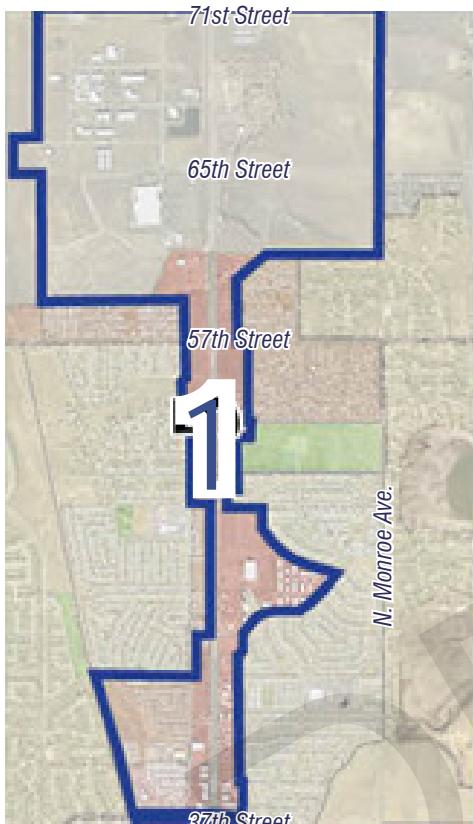
## ECONOMIC STRATEGIES

The five Economic Strategies are the overall approach to investments within each Zone, based on the purpose of the Plan and each Zone's particular Challenges and Opportunities. Strategies will be annually monitored in order to adjust and prioritize.

## ACTIONS + SUB-ACTIONS

The 18 Actions have been drafted in order to provide a targeted solution to improve the economic position of each Zone. Thirty-seven Sub-Actions have been categorized into study, policy, and project actions, and are further detailed by anticipated cost and anticipated effectiveness in influencing change. Actions and Sub-Actions should be annually monitored in order to adjust and re-prioritize if necessary. Each of these Actions and Sub-Actions are described in further detail in the five subsequent Volumes.





## ZONE 1: 71ST STREET TO 37TH STREET

### Challenges

A large number of vacant commercial properties along US 287 from 37th to 65th create gaps in destinations, and the strength of the Longview/Midway employment node is not being leveraged to generate additional growth.

### Economic Strategy

Concentrate future commercial uses at 65th Street, and employment uses in Longview/Midway. Transition remaining corridor to community-oriented services and higher-density residential uses to create more coherent and better planned commercial nodes, and open vacant parcels to alternative development opportunities.

### Actions

- 1.1 *Encourage Mixed Use.* Apply zoning to encourage mixed use and residential development in order to support retail districts to the north and south.
- 1.2 *Include Multimodal Amenities.* Improve the overall street section and east-west connections to incorporate multimodal travel.
- 1.3 *Attract Business.* Leverage the existing employment concentration to strengthen employment base and attract additional business.

### Sub-Actions

Zoning District Map Revisions & Code Updates • Bike & Pedestrian Amenities & East/West Connections • Gateway Enhancements • Longview/ Midway Industrial Park and the Peakview Commercial Park Expansion

## ZONE 2: 37TH STREET TO CEMETERY

### Challenges

The 29th to 33rd Street commercial area is the most viable commercial node in the Corridor and yet is underperforming, circulation and access is confusing, and the shopping center overall has opportunities for improvement. Current city zoning and development regulations promote incremental, piecemeal improvements that tend to discourage reinvestment.

### Economic Strategy

Create a public/private development plan to revitalize and expand the 29th Street commercial node as a community shopping and entertainment destination for central and north Loveland.

### Actions

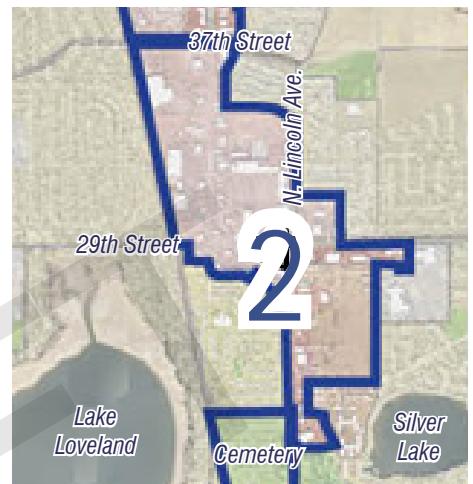
2.1 *Revitalize the 29th Street Commercial Area.* Develop a commercial district revitalization plan.

2.2 *Simplify Connections.* Reorganize the street network and walk and trail connections for improved vehicle, pedestrian, and bicycle access, safety, and connectivity.

2.3 *Improve Dry Creek Culvert.* Improve culvert and pedestrian crossings at Dry Creek.

### Sub-Actions

Orchards, Loveland Market Place and Palmer Gardens Area Plan • ULI Healthy Places Workshop • Reorganization of Roadways & Connections at 29<sup>th</sup> • Garfield Avenue Bike Boulevard Study • Dry Creek Culvert Enhancements • 37th Street Completion





## ZONE 3: CEMETERY TO 8TH STREET

### Challenges

Many existing properties are underperforming, with an abundance of vacant sites of narrow frontages, shallow lots, and inadequate access for commercial redevelopment. These small lots under separate ownership cause complications in redevelopment options. A lack of pedestrian access and appropriate separation from auto traffic creates an unsafe and unpleasant environment.

### Economic Strategy

Improve the couplet right of way to create more functional commercial sites and attract higher quality uses oriented to Downtown as well as the surrounding residential neighborhoods.

### Actions

*3.1 Allow Mixed Use.* Expand the Downtown Activity Center (DAC) land use designation and the B-E zoning designation to allow mixed use through the couplet area, and align with the new DDA boundary.

*3.2 Improve Multimodal Amenities.* Improve the pedestrian environment and add bike lanes, through creative, alternative solutions, allowing for safe travel and access.

*3.3 Initiate the US 34/US 287 Redevelopment Plan.* Create a redevelopment plan for the US 34 & US 287 intersection as a key gateway into Downtown.

### Sub-Actions

DAC & B-E Designation Expansion • Couplet Area Plan • Couplet Mobility & Streetscape Improvements • 5<sup>th</sup> – 7<sup>th</sup> Street/ Railroad Avenue Station Area Plan • US 34/ US 287 Area Plan.

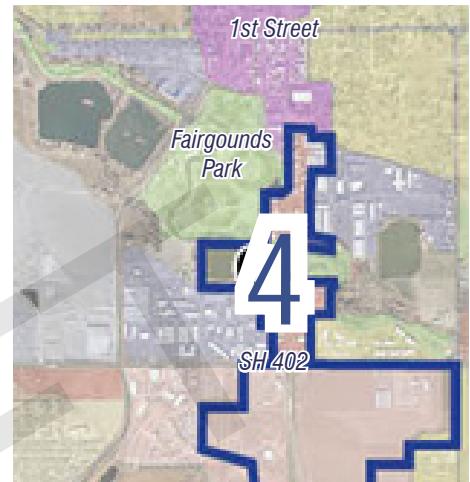
## ZONE 4: 1ST STREET TO SH 402

### Challenges

In general, the area consists of small lot, underperforming commercial and industrial uses. Commercial frontage development potentials are compromised by adjacent industrial uses to the east. The flood hazard limits reinvestment opportunities for certain properties, while the area's development does not capitalize on the Big Thompson River as an amenity.

### Economic Strategy

Create an enhanced Big Thompson River corridor with public spaces and amenities to make existing properties more attractive, and riverfront sites that will attract new commercial development.



### Actions

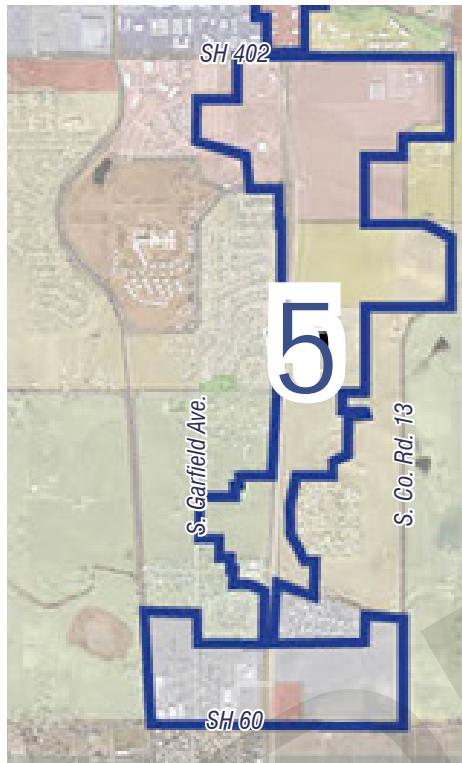
*4.1 Mitigate Flood Hazard.* Mitigate the flood hazard and reduce the possibility of future damage from flood events.

*4.2 Create an Area Plan.* Create a plan to capitalize on flood mitigation efforts and convert the US 287/ Big Thompson River crossing into a Big Thompson River District (i.e. Estes Park, Pueblo, or Golden).

*4.3 Create Gateway.* Replace the bridge across the Big Thompson River to help mitigate flooding and create a southern gateway to Downtown.

### Sub-Actions

Big Thompson River Bridge Replacement • Ongoing Mitigation and Enhancements • Big Thompson River District Area Plan • Zoning District Map Revisions • Big Thompson River Bridge Enhancements



## ZONE 5: SH 402 TO SH 60

### Challenges

The area is sparsely developed with large vacant areas, a lack of connected street network, a lack of extended infrastructure to serve the area, and a lack of households to support new commercial uses. The area also lacks a cohesive land use plan and annexation plan for the multiple County enclaves within the area.

### Economic Strategy

Concentrate future commercial and employment development and high-density residential development at SH 402 while maintaining and expanding low- and medium-density residential uses to the south.

### Actions

- 5.1 *Modify Future Land Use & Zoning.*
- 5.2 *Create Gateway.* Create a southern gateway into Loveland.
- 5.3 *Develop Master-Planned Residential Communities.* Promote the development of contiguous, master-planned neighborhoods.

### Sub-Actions

Future Land Use Map Revisions • Zoning District Map Revisions • Gateway Enhancements • Utility Master Plan • Metro Districts Allowance

## CORRIDOR-WIDE ACTION PLAN

### ALL ZONES

#### Actions

*6.1 Improve Corridor-Wide Aesthetics.*

*6.2 Improve Mobility.* Improve transit service, as well as bike and pedestrian safety and access.

*6.3 Identify Future Annexation Areas.* Identify those parcels within the study area that will be annexed, and determine timeframes.

#### Sub-Actions

Municipal Code Updates • Code Enforcement Coordination • Overhead Utility Line Burial • Transit Service Improvements • Access Management • Sidewalk Construction • Annexation Study

A detailed Action Plan, developed and prioritized by the community, stakeholders, and advisory committees, is summarized here and fully outlined within each subsequent Volume. A total of **5 Economic Strategies, 18 Actions, and 37 Sub-Actions** have been identified for the 8-mile Corridor.

Together, these Strategies work to provide a coordinated approach to spur additional economic development within and adjacent to the Corridor. Each Strategy's corresponding Sub-Actions have been individually ranked based on their ability to address the specific issues related to each Zone. In order to classify the project packages, the Sub-Actions have been divided into three project types: **policies, studies, and projects**.

### PRIORITIZATION

A comprehensive analysis of priority projects was identified by determining each Sub-Action's overall effectiveness vs. anticipated cost:

- Effectiveness: **impact** - the ability to improve the economic position of the Corridor; and **influence** - the geographic scale of change and the ability to improve all five zones.
- Cost: the potential cost vs. revenue generated.

Please refer to the quadrant diagram on the following page for the results on this analysis.

## PRIORITY WORK PROGRAM

This initial work program focuses on:

- those priority projects that should result in transformative change within the first two to five years of implementation;
- quick fixes that set underlying policy structures or funding mechanisms in place for future change;
- projects that enhance public safety; and
- projects that have been heard as a high priority from public outreach.

The initial work program predominantly targets those Sub-Actions found in Quadrants 1 and 2, as shown on the following page. Quadrant 1 includes those projects that are considered to be transformative in nature with a higher cost; while Quadrant 2 projects are those that are a little less costly, but still have the capability for incremental positive change over time.

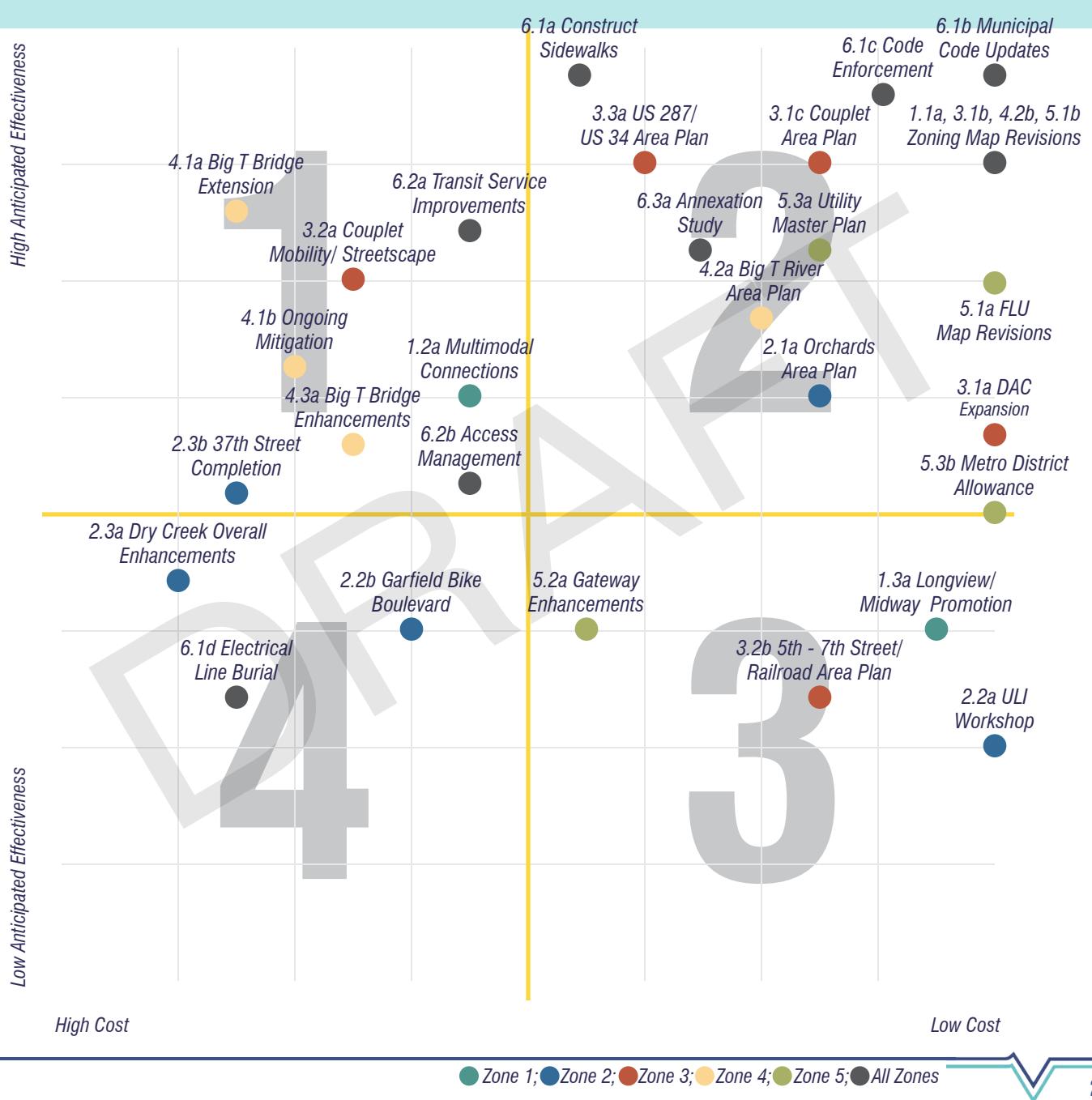
The remaining Quadrant 1 and 2 projects, as well as those Quadrant 3 and 4 projects should be pursued as part of the long-term work program and evaluated annually. The items within the Priority Work Program must be considered by City Council along with many other priorities. Many of these projects would also require additional funding sources, including special assessments, or funding from state and federal agencies.

## LONG-TERM WORK PROGRAM

Optimally, all Sub-Actions should be anticipated to be implemented within a 20- to 25-year timeframe. As the Strategic Plan is designed to be flexible in order to be adaptive, responsible, and decisive in implementing these projects, these Sub-Actions should be continuously monitored to evaluate the course of the Corridor and ensure its desired economic position is realized.

A work program for implementing the Strategic Plan should be created and reviewed annually by City Council and City staff. The initial work program should be created immediately following City Council's adoption of this Plan, and should be revisited each year as part of the budgeting process. In setting the work program, City Council should evaluate which projects are most needed by reviewing work completed over the past year, available funding, and strategies based on how well the Corridor is adapting to the vision. The work program process may also result in the reprioritization of projects if expected results are not realized.

These corrective actions will ensure the desired end result is achieved. Resources required to implement the strategy will be considered, along with parties responsible for implementing the project and the timeframe for implementing the strategy. Moreover, as strategies are completed and/or new best practices, technology, and information become available, the work program may



include projects not listed in this document. **However, each project or action should be relevant to an Economic Strategy within this Plan and measured by effectiveness and cost.**

# PRIORITY WORK PROGRAM

## QUICK WINS – HIGH RETURN, LOW RISK ITEMS

Applicable Zone	Sub-Action	Value Added	City Role	Estimated Cost to City	Citizen Concern
Zone 1	<b>1.1a. Zoning Code Updates:</b> Update the zoning code, including new overlay zones, to promote mixed use and residential development to support retail districts to the north and south. Create an overlay zone that reflects intent of the Complete Neighborhood category of the Future Land Use Plan. Update Shared Parking standards to provide reduced parking requirements for mixed-use areas as a whole, and not just mixed-use buildings.	<ul style="list-style-type: none"> <li>Removes barriers to redevelopment</li> <li>Facilitates business reinvestment</li> <li>Brings retail customers into walking and biking distance</li> </ul>	Lead   Lead, with CDOT coordination	Approx. \$20,000   In house and funds appropriated for code consultant	Medium
	<b>1.2a. Bike and Pedestrian Amenities &amp; East/West Connections:</b> Require pedestrian and cyclist amenities as new development occurs along US 287 and from adjacent neighborhoods. Require that new development provide connections and future right-of-way for east/west street connections from retail districts to adjacent neighborhoods. Look at revising the purpose of the B zoning designation to include the encouragement of walking and biking access to and from adjacent neighborhoods, and add a subsection outlining circulation, safety, and access standards for vehicles, bicycles, and pedestrians, such as stated in 18.29.040B.	<ul style="list-style-type: none"> <li>Improves public safety</li> <li>Increases business activity by providing easy access from adjacent residential neighborhoods</li> <li>Promotes business reinvestment</li> </ul>			
	<b>1.2b. Gateway Enhancements:</b> Create a northern gateway into Loveland.	<ul style="list-style-type: none"> <li>Promotes City recognition</li> <li>Builds sense of City pride</li> </ul>			
Zone 2	<b>2.2a ULI Building Healthy Places Workshop:</b> Utilize the outcomes of the spring workshop to inform additional changes or amenities within the area.	<ul style="list-style-type: none"> <li>Promotes citizen awareness regarding the built environment and healthy living opportunities</li> </ul>	Lead	No cost, awarded through grant	High
	<b>2.3a. Dry Creek Culvert Enhancements:</b> Improve pedestrian access and connectivity across Dry Creek with the construction of sidewalks on the culvert.	<ul style="list-style-type: none"> <li>Improves public safety</li> </ul>	Lead, with CDOT coordination	Over \$500,000	Medium

## QUICK WINS – HIGH RETURN, LOW RISK ITEMS

Applicable Zone	Sub-Action	Value Added	City Role	Estimated Cost to City	Citizen Concern
Zone 3	<b>3.1a DAC Expansion:</b> Expand the DAC land use designation to allow mixed use through the couplet area, and align with the new DDA Boundary.	<ul style="list-style-type: none"> <li>Facilitates Downtown's continued revitalization</li> </ul>	Lead	No cost, in house	Low
	<b>3.1b. Zoning District Map Revisions:</b> Expand the B-E zoning designation to allow mixed use through the couplet area, and align with the new DDA Boundary.	<ul style="list-style-type: none"> <li>Promotes mixed use within the DDA</li> <li>Provides more land use options to facilitate redevelopment</li> </ul>	Lead	No cost, in house	Medium
	<b>3.3a. US 34/ US 287 Area Plan:</b> Create a redevelopment plan for the US 34/ US 287 intersection as a key gateway into Downtown.	<ul style="list-style-type: none"> <li>Improves transportation flow through the intersection</li> <li>Catalyzes business reinvestment or new development</li> <li>Promotes City recognition</li> <li>Builds sense of City pride</li> </ul>	Lead	Approx. \$200,000	High
Zone 4	<b>4.2a. Create Big Thompson River District Redevelopment Plan:</b> Capitalize on flood mitigation efforts and establish a Big Thompson River District for the US 287/ Big Thompson River crossing.	<ul style="list-style-type: none"> <li>Uses outside funding source to capitalize on flood mitigation efforts</li> <li>Catalyzes business reinvestment or new development</li> </ul>	Lead	Approx. \$200,000	High

## QUICK WINS – HIGH RETURN, LOW RISK ITEMS

Applicable Zone	Sub-Action	Value Added	City Role	Estimated Cost to City	Citizen Concern
Zone 5	<b>5.1b. Zoning District Map Revisions:</b> Promote a node of mixed use and higher density residential at SH 402. Investigate the rezoning of parcels at the intersection of SH 402 from B to MAC designation.	<ul style="list-style-type: none"> <li>• Concentrates living units in closer proximity to community commercial uses</li> <li>• Reduces vehicle miles traveled</li> <li>• Utilizes a more efficient provision of public infrastructure</li> </ul>	Lead	No cost - in house	Medium
	<b>5.2a Gateway Enhancements:</b> Create a southern gateway into Loveland.	<ul style="list-style-type: none"> <li>• Promotes City recognition</li> <li>• Builds sense of City pride</li> </ul>	Lead	Approx. \$250,000	Medium
	<b>5.3a. Utility Master Plan:</b> Plan for all utilities south to SH 402 and what the city and/or county will fund vs. private development	<ul style="list-style-type: none"> <li>• Allows new development a funding option for extension of sewer services</li> </ul>	Lead	Approx. \$150,000	Low
AII Zones	<b>6.1a. Construct Missing Sidewalk Segments:</b> Build missing sections of sidewalks along the length of the Corridor. Continue to enforce curb, gutter, and sidewalk construction and maintenance, utilizing the ultimate roadway cross sections.	<ul style="list-style-type: none"> <li>• Improves public safety</li> <li>• Strengthens mobility</li> <li>• Increases length of stay/ visitor experience</li> </ul>	Lead	Over \$500,000	High
	<b>6.1b. Underground Utility Lines:</b> Continue to bury utility lines as ongoing capital improvement projects, utility service upgrades, and new development or redevelopment. Continue to coordinate with other service providers to do the same.	<ul style="list-style-type: none"> <li>• Improves reliability of electric service and visual impacts on Corridor</li> <li>• Promotes business reinvestment</li> </ul>	Partner with utility suppliers and private entities	Approx. \$1 million per mile/ \$300,000 per block	Low
	<b>6.3a. Annexation Study:</b> Complete an in-depth analysis and study of those lands that still need to be annexed into the City, along with improvement costs, phasing, and funding recommendations.	<ul style="list-style-type: none"> <li>• Allows for sense of surety for new development</li> <li>• Promotes private development</li> </ul>	Lead, with County co-ordination	Approx. \$150,000	Low

## CHAPTER 2.

**ZONE 1**

**DRAFT**

# ZONE 1: 71ST STREET TO 37TH STREET

## CONTEXT

Zone 1 of the Corridor begins at 71st Street near the northern boundary of Loveland and stretches almost 2.5 miles south to 37th Street. The Longview / Midway business park, Wal-Mart Supercenter, and Crystal Landscape Supplies represent the northern gateway of US 287 into Loveland, but the area lacks a sense of arrival. The Longview / Midway business park contains a significant amount of industrial and flex space and the City would like the area to attract additional tenants. The 200,000-square-foot Wal-Mart anchors a commercial node at 65th Street, known as Wintergreen Village, which includes fast food and health care services. Wintergreen Village was built in 2007 prior to the economic recession and was likely planned to serve new residents of northern Loveland and southern Fort Collins, yet much of the surrounding area remains undeveloped. Today, the area represents one of the Corridor's four major employment nodes with approximately 1,300 workers.

South of 57th Street to 37th Street, small- to mid-scale retail, service, and civic uses abut US 287, while residential neighborhoods are typically located at least 300 feet from the highway with vacant land in between. The area suffers from a lack of east-west connectivity between residential development and highway-oriented uses and a lack of concentrated destinations, or activity centers. North-south mobility along the highway itself is great for vehicular traffic, but a lack of pedestrian, bicycle, and transit amenities make it difficult to travel even short distances without a car.

There is too much commercial land planned within this Zone, and there are several vacant, commercially zoned parcels north of 37th Street that should be given new options through zoning to allow for other uses. The focus of commercial and industrial development should be around the 65th Street intersection and planned developments there. Recent development activity is a positive sign and the City should explore ways to continue to foster this activity. Changes to US 287 should support future traffic and circulation needs of the area.



*The northern limits of Loveland*



*Shops at Wintergreen Village*



*Immanuel Lutheran Church & School*



*Newer development at Longview / Midway*



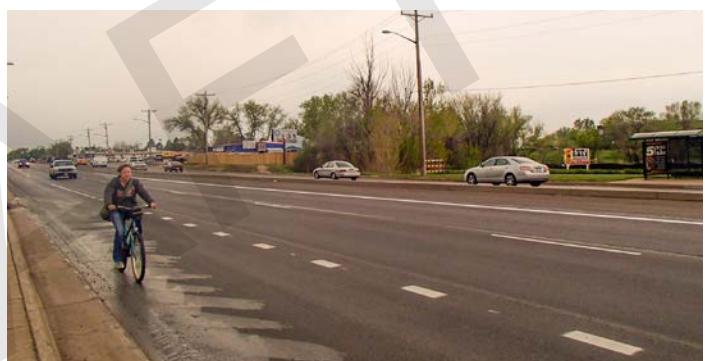
*Two-story building with parking in front*



*Multiple vacant parcels exist with no sidewalks, and bus stops exist with no sidewalks to serve them*



*East/west streets are few and far between*



*The Corridor lacks adequate and safe bicycle facilities*



*Vehicles at auto sales lots encroach the sidewalk, limiting pedestrian mobility*

## CHALLENGES

A couple of key challenges exist in Zone 1 that are hindering economic development:

- A large number of vacant commercial properties along US 287 from 37th to 65th streets create gaps in destinations.
- The strength of the Longview/Midway Commercial Center on the north end is not being leveraged to generate more growth.
- The transportation network suffers from a low level of east-west mobility.
- A lack of pedestrian and bicycle infrastructure impedes multimodal access along the highway.



*High quality office design and landscaping attract employers*



*High-density housing increases demand for Corridor businesses*



*Detached sidewalks, landscaping & public art improve the Corridor*

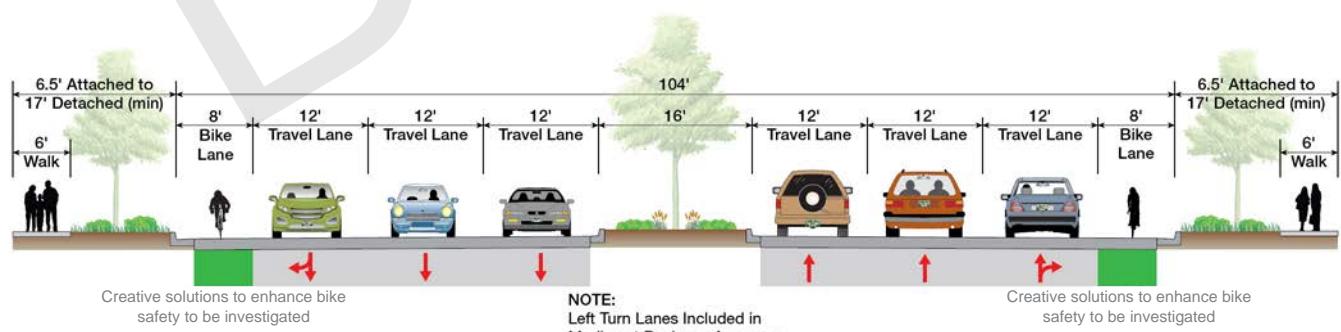
## OPPORTUNITIES

Economic development opportunities in Zone 1 should focus on the following:

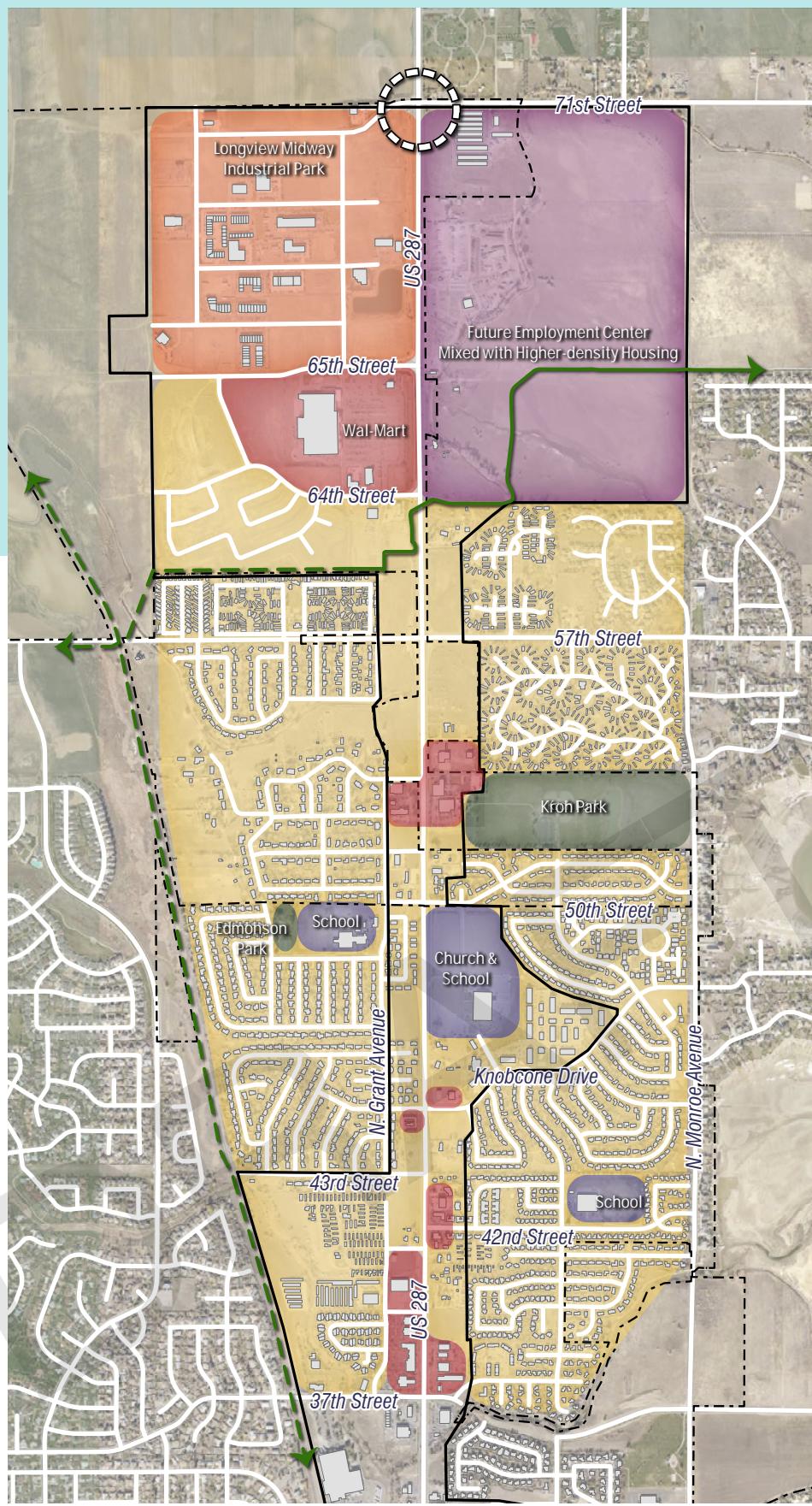
- Right-size the amount of commercially zoned land, encourage it where it is working, and increase the range of allowable uses.
- Focus economic activity in key areas.
- Let the market continue current momentum.
- Provide more east-west connections.
- Allow mixed use or high-density residential areas through zoning overlays.

## ECONOMIC STRATEGY

Concentrate future commercial uses at 65th Street, and employment uses in Longview/Midway. Transition remaining corridor to community-oriented services and higher-density residential uses to create more coherent and better planned commercial nodes, and open vacant parcels to alternative development opportunities.



Rendering depicts a general concept, and illustrates only one of several possible futures. Actual construction will vary.



ZONE 1: 71ST STREET TO 37TH STREET

0 Miles

0.25

0.5

- City Boundary
- Corridor Boundary
- Existing Trail
- Proposed Trail
- Gateway
- Retail / Service
- Employment
- Residential
- Park / Natural Area
- Civic
- Mixed Use

# ACTION PLAN

The detailed Zone 1 Action Plan consists of three Actions and seven Sub-Actions, as listed in the following table. All Sub-Actions have been individually ranked based on their ability to address the specific issues related to Zone 1, depending on each Sub-Action's overall effectiveness vs. anticipated cost, as shown in the quadrant diagram at right.

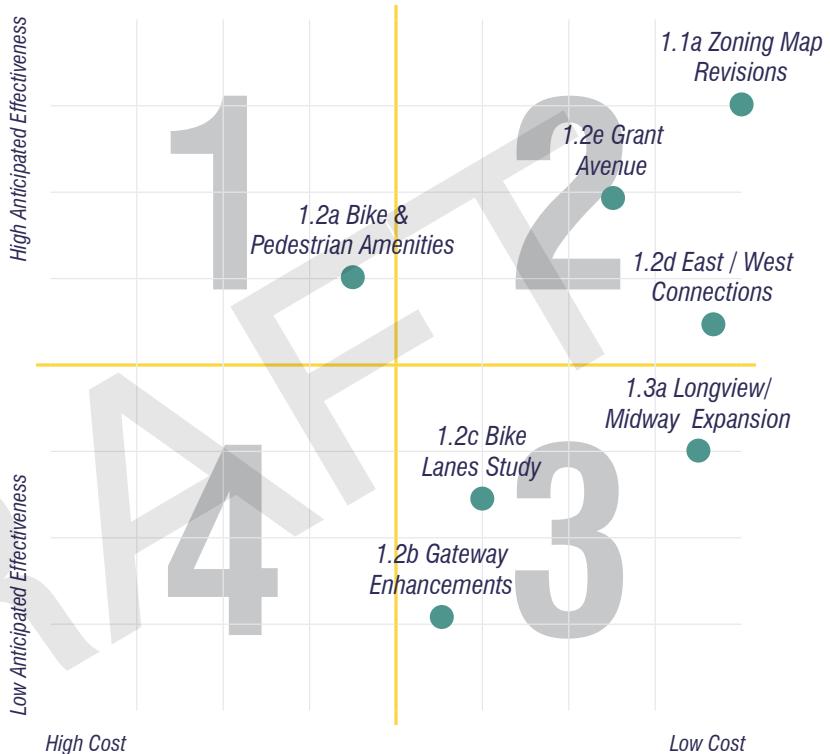
## ACTIONS

- 1.1 Encourage Mixed Use. Apply zoning to encourage mixed use and residential development in order to support retail districts to the north and south.
- 1.2 Include Multimodal Amenities. Improve the overall street section and east-west connections to incorporate multimodal travel.
- 1.3 Attract Business. Leverage the existing employment concentration to strengthen employment base and attract additional business.

## SUB-ACTIONS

Zoning District Map Revisions • Flexible Code

- Bike & Pedestrian Amenities & East/ West Connections
- Gateway Enhancements
- Longview/ Midway Industrial Park and the Peakview Commercial Park Expansion



## ACTION PLAN

Action / Sub-Action	Value Added	Timeframe	Estimated Cost to City	Citizen Concern
<b>1.1 Encourage Mixed Use. Apply zoning to encourage mixed use and residential development in order to support retail districts to the north and south.</b>				
<b>1.1a. Zoning District Map Revisions &amp; Code</b> <b>Updates:</b> Update the zoning code, including new overlay zones, to promote mixed use and residential development to support retail districts to the north and south. Create an overlay zone that reflects intent of the Complete Neighborhood category of the Future Land Use Plan. Update Shared Parking standards to provide reduced parking requirements for mixed-use areas as a whole, and not just mixed-use buildings. Implement a flexible code within the undeveloped area between 64th and 71st Streets to allow for flexibility in development. Encourage rental and ownership high-density housing on the Corridor.	<ul style="list-style-type: none"> <li>• Removes barriers to redevelopment</li> <li>• Facilitates business reinvestment</li> <li>• Brings retail customers into walking and biking distance</li> <li>• Supports transit</li> <li>• Allows developers to create cohesive projects better suited to specific sites</li> <li>• Encourages residential and mixed use development to support commercial uses</li> </ul>	Immediate	In house and funds are appropriated for code consultant	Medium
<b>1.2 Include Multimodal Amenities. Improve the overall street section and east-west connections to incorporate multimodal travel.</b>				
<b>1.2a. Bike and Pedestrian Amenities:</b> Require pedestrian and cyclist amenities as new development occurs along US 287 and from adjacent neighborhoods. Require that new development provide connections and future right-of-way for east/west street connections from retail districts to adjacent neighborhoods. Look at revising the purpose of the B zoning designation to include the encouragement of walking and biking access to and from adjacent neighborhoods, and add a subsection outlining circulation, safety, and access standards for vehicles, bicycles, and pedestrians, such as stated in 18.29.040B.	<ul style="list-style-type: none"> <li>• Improves public safety</li> <li>• Increases business activity by providing easy access from adjacent residential neighborhoods</li> <li>• Promotes business reinvestment</li> </ul>	Immediate	No cost, unless provided by City	High
<b>1.2b. Gateway Enhancements:</b> Create a northern gateway into Loveland.	<ul style="list-style-type: none"> <li>• Promotes City recognition</li> <li>• Builds sense of City pride</li> </ul>	Immediate	Approx. \$250,000	Medium

## ACTION PLAN

Action / Sub-Action	Value Added	Timeframe	Estimated Cost to City	Citizen Concern
<b>1.2c. Bike Lanes Study:</b> Undertake a study specifically for the US 287 Corridor to investigate the feasibility of a formal, dedicated bike lane for the length of US 287. Investigate opportunities for creative, alternative solutions to enhance bicyclist safety, such as painted, textured lanes, buffered lanes, or grade-separated lanes. Look at alternative parallel options through sections of reduced right-of-way widths. Coordinate with the Bicycle and Pedestrian Education Coalition (BPEC) to increase knowledge and awareness about how to safely share roads.	<ul style="list-style-type: none"> <li>• Furthers City plans to provide bike lanes on US 287</li> <li>• Promotes multi-modal accessibility</li> <li>• Encourages active transportation</li> <li>• Creates a finer-grained transportation network and higher visibility with more development opportunities</li> </ul>	0 - 5 years	Approx. \$200,000	High
<b>1.2d. East/ West Connections:</b> Investigate opportunities for new development to provide connections and future right-of-way for east/west street connections from retail districts to adjacent neighborhoods.	<ul style="list-style-type: none"> <li>• Increases east-west mobility and improves access between residential and commercial uses</li> <li>• Provides more cohesive organization of land uses</li> </ul>	0 - 5 years	No cost, in house	High
<b>1.2e. Grant Avenue:</b> Study the feasibility of connecting Grant Avenue between 52nd Street and the Peakview Industrial Park to allow for an additional north/ south connection.	<ul style="list-style-type: none"> <li>• Improves north/ south mobility</li> <li>• Reduces traffic congestion on US 287</li> </ul>	5 - 10 years	Approx. \$50,000 for initial feasibility study	Medium
<b>1.3 Attract Business. Leverage the existing employment concentration to strengthen employment base and attract additional business.</b>				
<b>1.3a Longview/ Midway Industrial Park and Peakview Commercial Park Expansion:</b> Capitalize on the recent growth and development within the industrial park, and promote its access to FLEX bus transit. Work with existing businesses to determine what linkages and partnerships would benefit from additional development.	<ul style="list-style-type: none"> <li>• Increases the viability of this employment center</li> <li>• Provides additional job opportunities</li> <li>• Encourages transit ridership</li> </ul>	0 - 5 years	No cost, in house	Medium

## CHAPTER 3.

ZONE 2

DRAFT

# ZONE 2: 37TH STREET TO CEMETERY

## CONTEXT

Zone 2 begins at 37th Street on the north and terminates at the Loveland Burial Park on the south, covering just over one mile with the highest concentration of commercial uses and employees outside of Downtown. The commercial node centered at 29th Street, stretching up to 37th Street, is the main neighborhood serving activity center on US 287. This node is anchored by Loveland Marketplace, including Hobby Lobby; the Orchards Shopping Center, which includes King Soopers, Office Depot, and Ace Hardware; and Palmer Gardens. King Soopers was recently expanded, which will absorb some unmet demand for a grocery store in the northern segment of the Corridor. The area employs almost as many people as Downtown with 2,300 employees between 37th and 29th streets.

All of this activity generates a lot of traffic. At 28,000 vehicles per day, traffic volumes are higher in this area than anywhere else along the Corridor. A transit station is conveniently located in the Orchards Shopping Center parking lot, serving City of Loveland Transit (COLT) and FLEX bus riders. The COLT provides local and paratransit service within city boundaries and the FLEX is an intercity north/south regional bus route that connects Loveland to Fort Collins, Longmont, and Denver. Unfortunately, pedestrian pathways within the shopping centers, along US 287, and to the transit center are limited and users must walk through parking lots to reach the station and other area destinations.

This area has the potential to be a major community gathering point serving northern Loveland residents; however, it is hampered by poor site design. An improved circulation and access pattern would enhance the attractiveness of retail spaces to shoppers and businesses and open up new retail locations, allowing underutilized parking areas to be transformed into public amenities and gathering points.





Roadway connecting Orchards Shopping Center & Loveland Marketplace lacks sidewalks



Loveland Marketplace



King Soopers in Orchards Shopping Center



Bus transfer station in Orchards Shopping Center



Office buildings in Orchards Shopping Center



Restaurant south of 29th Street with parking in front



*Circulation and access within the centers and across US 287 are confusing*

## CHALLENGES

Several key challenges exist in Zone 2 that are hindering economic development:

- The commercial area between 29th and 33rd streets is the most viable activity center in the Corridor but the quality of the retail store mix is declining.
- The three shopping centers in this area are aging and in need of reinvestment.
- The shopping experience is one dimensional, consisting primarily of neighborhood retail and service uses.
- Current regulations promote incremental, piecemeal improvements and are discouraging reinvestment.
- The circulation and access among the shopping centers is confusing and discourages pedestrian activity.
- The area lacks complete and continuous bike and pedestrian systems, reducing public safety and convenience.



*29th Street commercial areas neglect pedestrian needs*



*Vacant businesses reflect the declining quality of the retail store mix*



*The shopping centers are aging and the mix of shops lack diversity*



*Farmers' markets enliven the public realm*



*High quality landscaping adds value to the community*



*Entertainment uses add diversity to the shopping experience*



*Taller buildings near the street create pedestrian-friendly places*

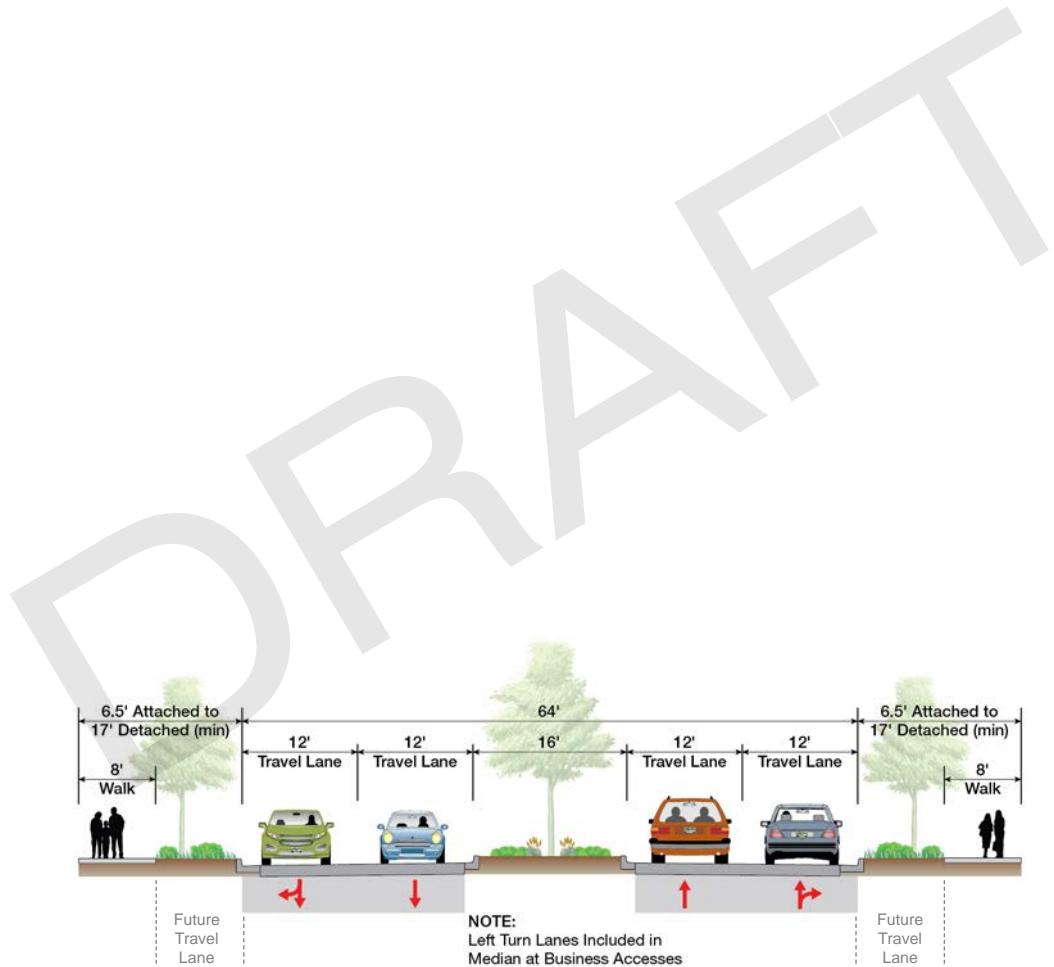
## OPPORTUNITIES

Economic development opportunities in Zone 2 should focus on the following:

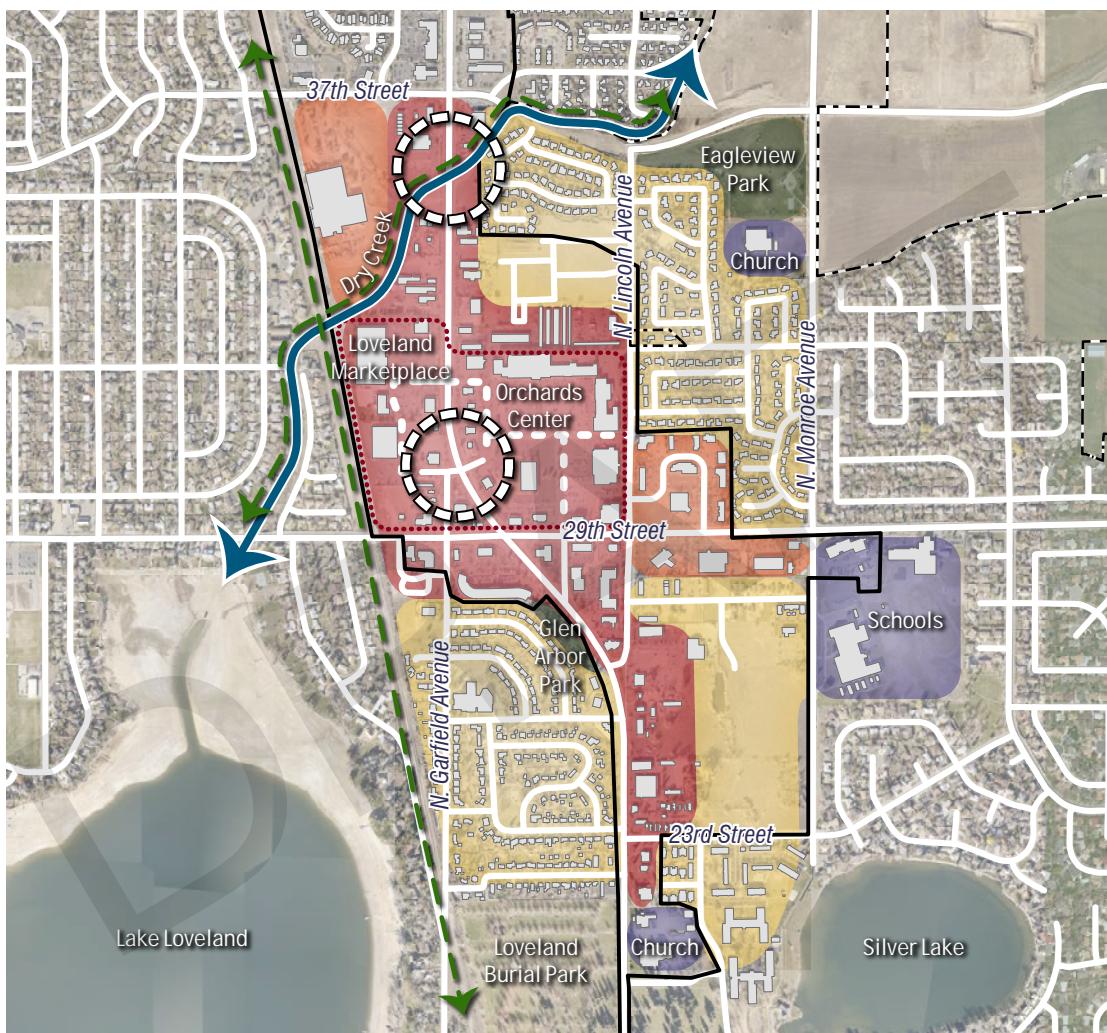
- Revitalize underperforming retail by making the area a destination for surrounding residents.
- Utilize unused areas and parking to create public amenities and gathering points.
- Improve circulation and access to allow retail to perform better and facilitate multimodal access.

## ECONOMIC STRATEGY

Create a public/private development plan to revitalize and expand the 29th Street commercial node as a community shopping and entertainment destination for central and north Loveland.



*Rendering depicts a general concept, and illustrates only one of several possible futures. Actual construction will vary.*



----- City Boundary    — Corridor Boundary    - - - Proposed Trail    — Waterway    ○ Gateway  
 ■ Retail / Service    ■ Employment    ■ Residential    ■ Park / Natural Area    ■ Civic    ■ Catalyst

## CATALYTIC PROJECT

With input from the City, advisory committees, the public, and private property owners, the consultant team identified a catalytic project that could facilitate the revitalization of the Orchards Shopping Center, the Loveland Marketplace, and Palmer Gardens into a regional destination and mixed-use commercial district that includes retail, office, and entertainment uses. The key tenets of this catalyst are described below and illustrated in a conceptual site plan that represents one of many potential design approaches that could achieve these tenets:

- Create a finer grained pedestrian-scaled street network to improve pedestrian, bicyclist, and vehicular circulation, create new development opportunities, and create a fresh image for the shopping centers.
- Increase connectivity with existing neighborhoods to provide more walkable access.
- Improve the Dry Creek Culvert crossing with bike and pedestrian connections and create a sense of arrival into the commercial area.
- Provide a central median throughout this Zone for improved image and access control.
- Partner with existing property and businesses owners on opportunities to maintain and improve sites throughout the area.



*Main street concept with surrounding shopping and amenities*



*Improved mixed use retail and office uses*



*Artist's rendering depicts a general concept, and illustrates only one of several possible futures, and actual development and redevelopment options will vary.*

# ACTION PLAN

The detailed Zone 2 Action Plan consists of three Actions and six Sub-Actions, as listed in the following table. All Sub-Actions have been individually ranked based on their ability to address the specific issues related to Zone 2, depending on each Sub-Action's overall effectiveness vs. anticipated cost, as shown in the quadrant diagram at right.

## ACTIONS

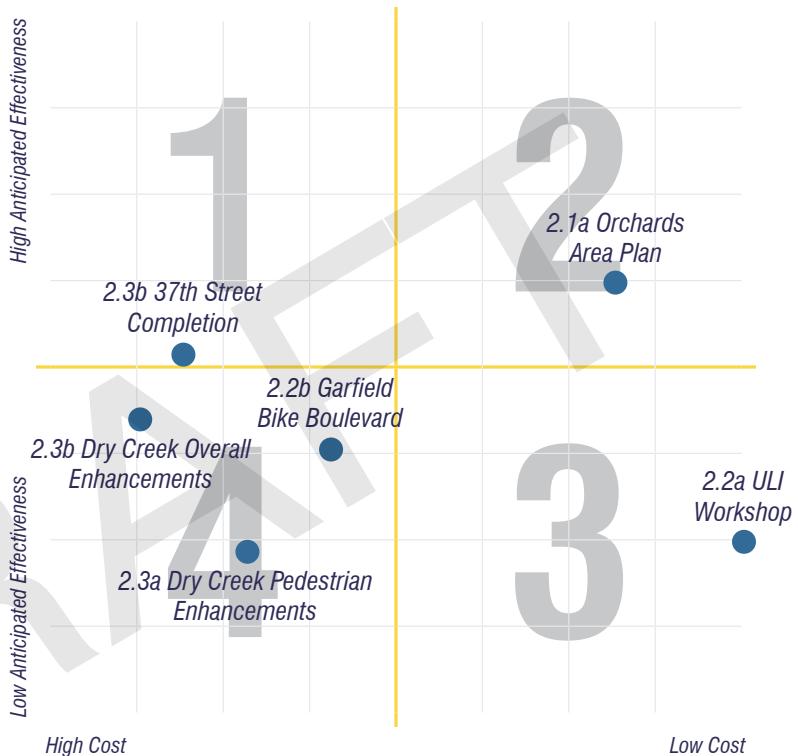
2.1 Revitalize the 29th Street Commercial Area. Develop a commercial district revitalization plan.

2.2 Simplify Connections. Reorganize the street network and walk and trail connections for improved vehicle, pedestrian, and bicycle access, safety, and connectivity.

2.3 Improve Dry Creek Culvert. Improve pedestrian crossings at Dry Creek.

## SUB-ACTIONS

Orchards, Loveland Market Place, and Palmer Gardens Area Plan • ULI Building Healthy Places Workshop • Garfield Avenue Bike Mobility Study • Dry Creek Culvert Pedestrian Safety Enhancements • Dry Creek Culvert Overall Enhancements • 37th Street Completion



## ACTION PLAN

Action / Sub-Action	Value Added	Timeframe	Estimated Cost to City	Citizen Concern
<b>2.1 Revitalize the 29th Street Commercial Area: Develop a commercial district revitalization plan.</b>				
<b>2.1a Orchards, Loveland Market Place, and Palmer Gardens Area Plan:</b> Initiate a consolidated area plan to garner interest in redevelopment within the area and inform the design of a revitalized commercial area.	<ul style="list-style-type: none"> <li>• Attracts development opportunities</li> <li>• Improves multimodal access and circulation</li> <li>• Encourages pedestrian activity</li> <li>• Modernizes the shopping environment</li> <li>• Enhances the area's image</li> <li>• Increases business diversity</li> <li>• Increases sales tax revenue</li> <li>• Becomes a regional draw and amenity</li> </ul>	0 - 5 Years	Approx. \$150,000	High

## ACTION PLAN

Action / Sub-Action	Value Added	Timeframe	Estimated Cost to City	Citizen Concern
<b>2.2 Simplify Connections. Reorganize the street network and walk and trail connections for improved vehicle, pedestrian, and bicycle access, safety, and connectivity.</b>				
<b>2.2a ULI Building Healthy Places Workshop:</b> Utilize the outcomes of the spring workshop to inform additional changes or amenities within the area. (refer to Appendix 4, for final report)	<ul style="list-style-type: none"> <li>Promotes citizen awareness regarding the built environment and healthy living opportunities</li> </ul>	Immediate	No cost, awarded through grant	High
<b>2.2b Garfield Avenue Bike Mobility Study:</b> Investigate the incorporation of creative and alternative solutions for bike lanes on parallel north-south streets, such as Garfield Avenue, as an alternative to bike lanes on unsafe or constricted portions of US 287. Additionally, include safe, east-west connections across US 287 and into adjacent neighborhoods.	<ul style="list-style-type: none"> <li>Facilitates safe, low-stress bicycling</li> </ul>	5 - 10 years	Approx. \$150,000, for initial feasibility study	Medium
<b>2.3 Improve Dry Creek Culvert. Improve pedestrian crossings at Dry Creek.</b>				
<b>2.3a Dry Creek Culvert Pedestrian Safety Enhancements:</b> Improve pedestrian safety, access and connectivity across Dry Creek with the construction of sidewalks on the culvert.	<ul style="list-style-type: none"> <li>Improves public safety</li> </ul>	Immediate	Approx. \$250,000	Medium
<b>2.3b Dry Creek Culvert Overall Enhancements:</b> Continue to enhance pedestrian connectivity across US 287 by constructing a pedestrian underpass and trail connections along Dry Creek.	<ul style="list-style-type: none"> <li>Improves public safety</li> <li>Promotes recreational activity</li> </ul>	5 - 10 years	\$5 – \$10 million	Medium
<b>2.3c 37th Street Completion:</b> Complete the connection of 37th Street across Dry Creek.	<ul style="list-style-type: none"> <li>Improves city-wide connectivity</li> </ul>	5 - 10 years	Over \$10 million	High

## CHAPTER 4.

**ZONE 3**

# ZONE 3: CEMETERY TO 8TH STREET

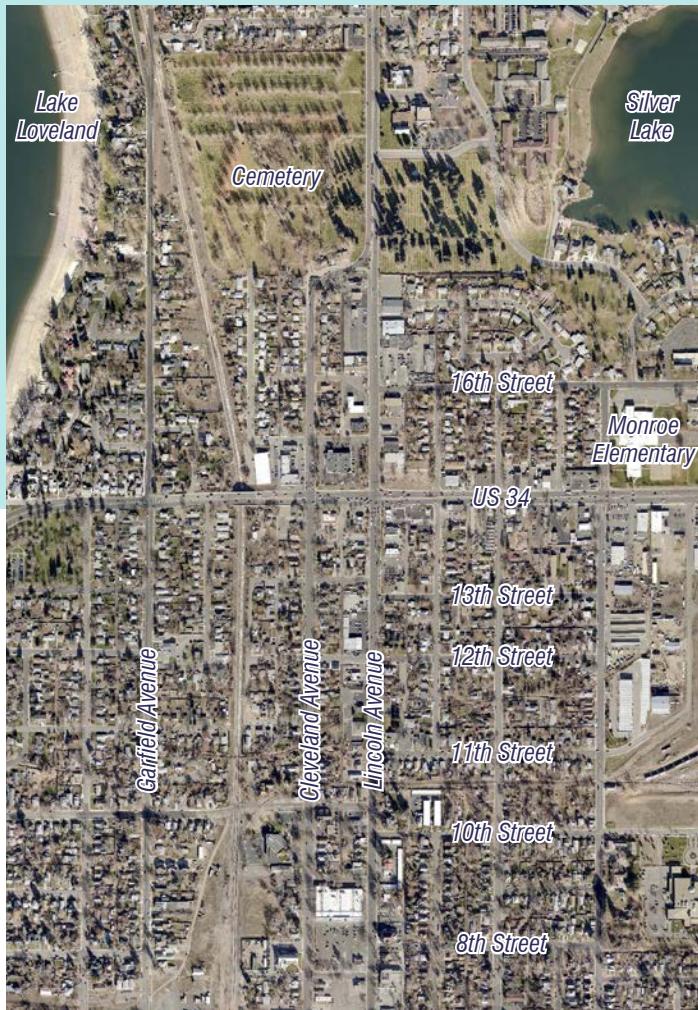
## CONTEXT

Zone 3 extends south along the Loveland Burial Park approximately one mile to 8th Street, ending just north of Downtown, which has 2,400 employees – the largest employment concentration along the Corridor. In this stretch, US 287 transitions from a two-way street to a one-way couplet consisting of southbound Cleveland Avenue and northbound Lincoln Avenue. A large Indian sculpture in the median marks the point of transition. Whereas the two-way includes four travel lanes and one turn lane, the couplet features three travel lanes in each direction and no turn lanes except at the intersection of Eisenhower Boulevard, also known as the Gateway to the Rockies.

One- and two-story shops, restaurants, and offices line Lincoln Avenue, as do single-family homes, many of which have been converted to business establishments. On Cleveland Avenue, single-family homes and converted residences predominate with a cluster of commercial buildings at Eisenhower Boulevard. Many of the buildings in Zone 3 are older and some are in poor condition, presenting opportunities for redevelopment.

Attached sidewalks exist on Lincoln Avenue, while detached sidewalks prevail along Cleveland Avenue. Many of the parcels in this Zone are smaller than other areas along the Corridor with narrower frontages and a finer-grained ownership. Although the block pattern is more urban in Zone 3 with a higher level of east-west connectivity conducive to walking compared to the other zones, the frequency of curb cuts significantly interrupts the pedestrian environment, especially along Lincoln Avenue. Many businesses have multiple driveways causing the frequency of access points to exceed the number of establishments. Often, these access points are excessively wide curb cuts, leading to surface parking lots in front of buildings with no sidewalk, creating multiple points of conflict between automobile traffic and pedestrians. On-street parking is allowed throughout portions of this zone but is scarcely used.

The roadway needs to shift from serving as a way to allow people to travel through Downtown quickly to a roadway that leads people to Downtown and allows people in all modes to circulate within Downtown safely. The spaces between the couplet should be explored as a way to spur economic activity and connect east to west. Slower traffic and improved street edges will serve to enhance commercial viability for Downtown businesses and commercial properties. Reducing the number of lanes from three to two through the couplet should be seriously evaluated. Furthermore, freight train tracks that parallel Railroad Avenue one block west of Cleveland Avenue could host a future commuter rail station at 5th Street, if funding allows, and a station area plan should be created to facilitate transit-oriented development in the area.



*Loveland Burial Park*



*Home on Cleveland Ave.*



*Home converted to business on Cleveland Ave.*



*Commercial center at Cleveland Ave. & Eisenhower Blvd.*



*Auto-oriented businesses*



*East/west street between the couplet*



*Safeway in the middle of the couplet*



*Roadway lacks bicycle facilities and pedestrian amenities, and auto-oriented uses don't transition well into Downtown*

## CHALLENGES

Several key challenges exist in Zone 3 that are hindering economic development:

- Low value and underperforming auto-oriented uses negate the importance of this Zone as a gateway to Downtown, from the north.
- Numerous vacant sites with substandard site dimensions and access for commercial uses inhibit development.
- Small, narrow frontages in separate ownership create too many drive access points.
- A lack of pedestrian and bike access and separation from auto traffic impedes multimodal activity, and from an economic standpoint, fails to capitalize on additional passerby.
- The intersection of US 287 and US 34/Eisenhower Boulevard lacks the sense of significance it deserves as the gateway to Downtown and the Rockies.



*Low-value hotel on Lincoln Avenue*



*Small, narrow frontages are common*



*The intersection of US 287 & US 34 lacks a sense of arrival*

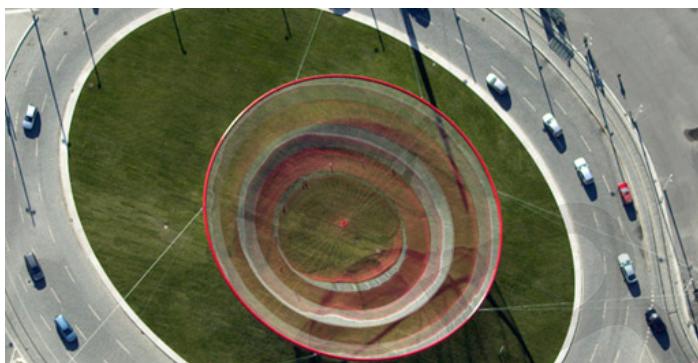
## OPPORTUNITIES

Economic development opportunities in Zone 3 should focus on the following:

- Treat the roadway as a way to bring people to instead of through Downtown.
- Increase the vitality and attractiveness of commercial development in Downtown.
- Leverage spaces between the Couplet to spur economic activity.
- Slow traffic and improve the streetscape to enhance commercial viability.
- Capitalize on the presence of sites appropriate for redevelopment.



*New stores encourage people to stop, shop, and eat*



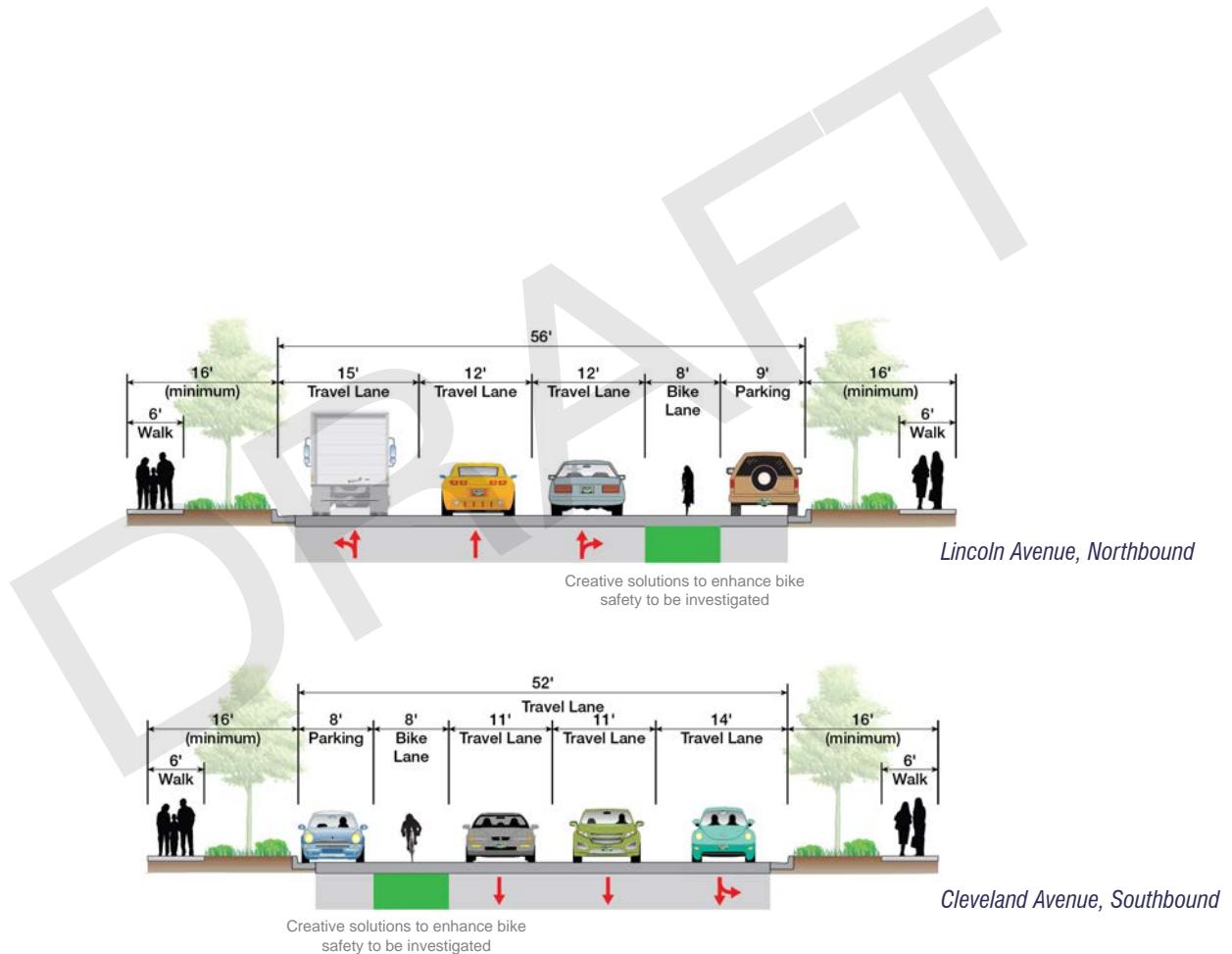
*Iconic gateway art enhances the City's image as an arts community*



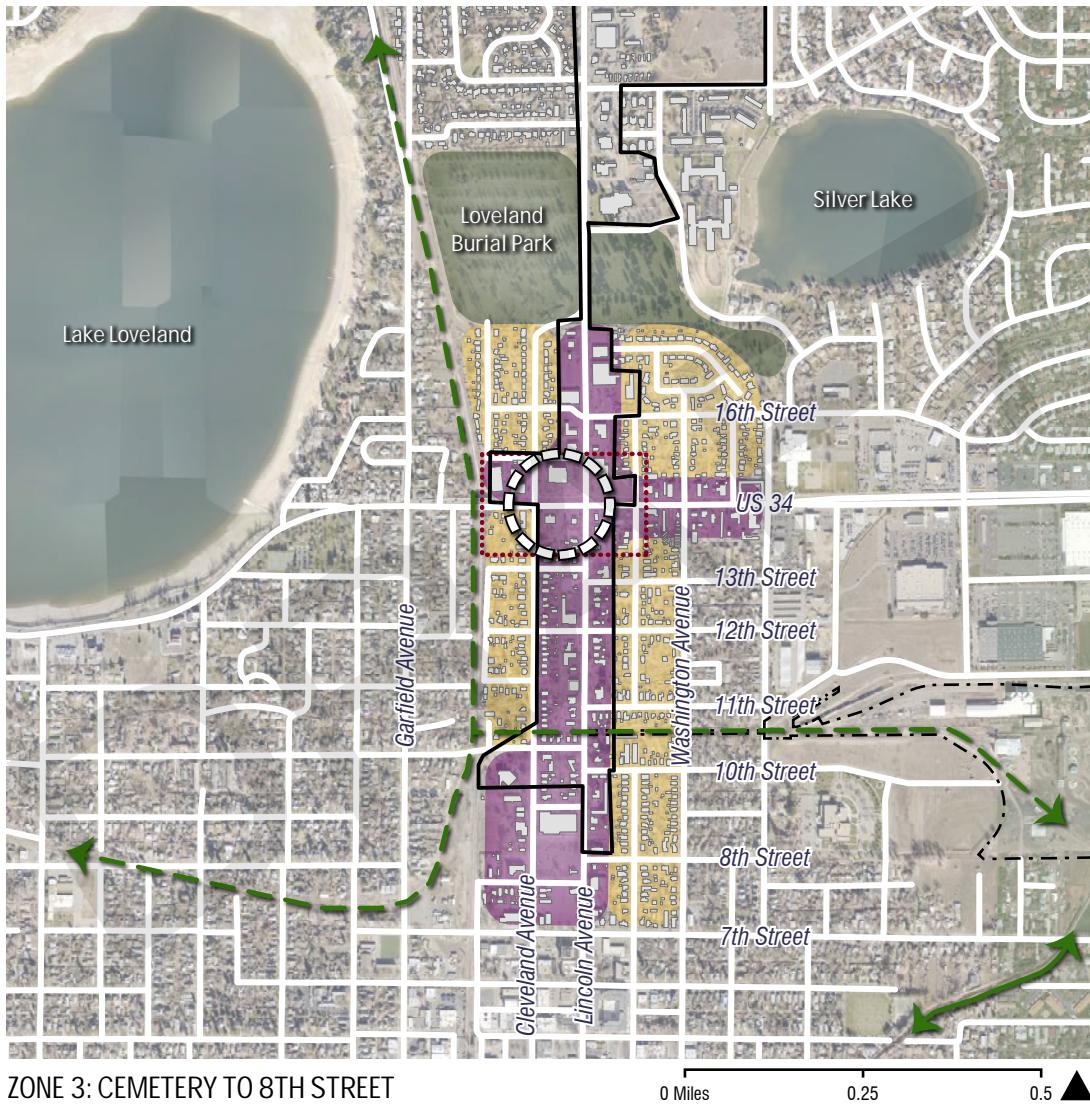
*Lively outdoor spaces activate the street*

## ECONOMIC STRATEGY

Improve the couplet right of way to create more functional commercial sites and attract higher quality uses oriented to Downtown as well as the surrounding residential neighborhoods.



Rendering depicts a general concept, and illustrates only one of several possible futures. Actual construction will vary.



## CATALYTIC PROJECTS

With input from the City, advisory committees, the public, and area stakeholders, the consultant team identified two catalytic projects that could facilitate the revitalization of Zone 3 to provide a better transition toward Downtown. The first catalyst entails further study investigating possible improvements to the US 287 and US 34/ Eisenhower Boulevard intersection.

These improvements would focus on the redesign of the relationship of land use and structures to the street, the creation of a gateway intersection, and the improvement of pedestrian safety at crossings.

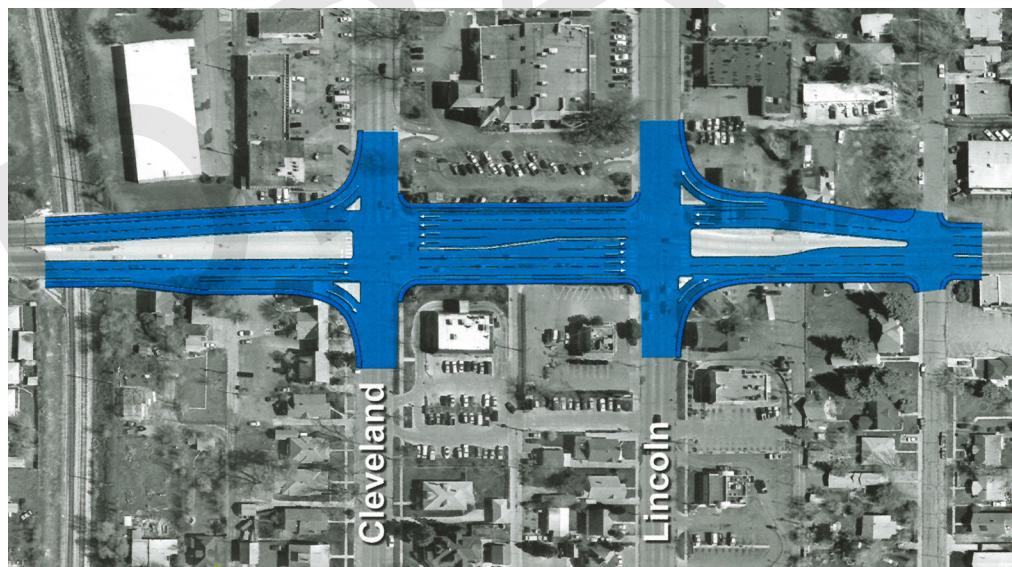
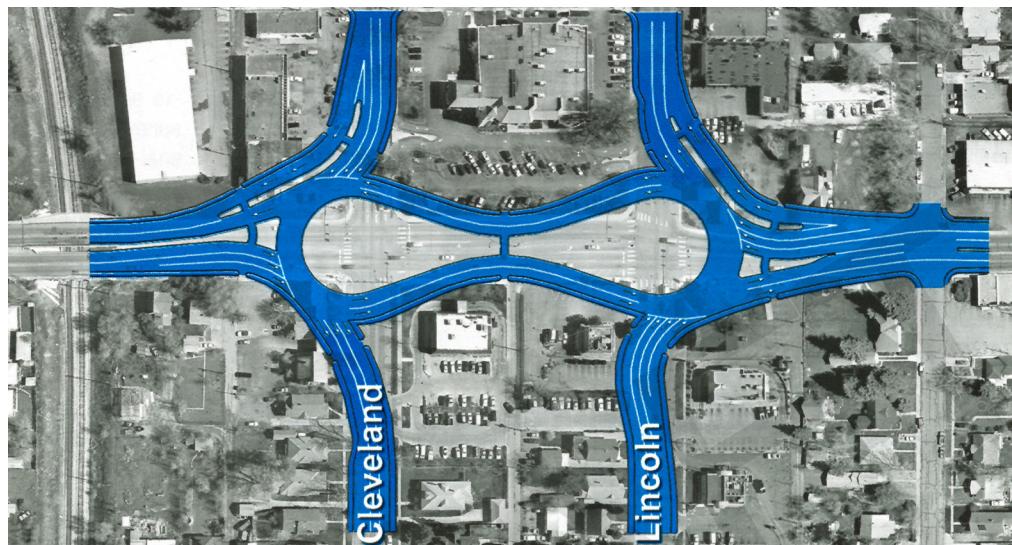
One option for the intersection improvements, as diagrammatically illustrated at right, is a roundabout couplet, originally proposed as an option in 1997. However, as the East/West Mobility Study is now nearing 20 years old, all possible options for the intersection should be investigated to identify impacts on existing properties and provide the best solution to accommodate anticipated increases in traffic. Furthermore, any intersection improvements should focus on the purpose of the Plan, which is to catalyze business reinvestment or new development, promote City recognition, and build a sense of City pride through gateway features.



*Enhanced landscape and amenities*



*Restaurants with outdoor seating*



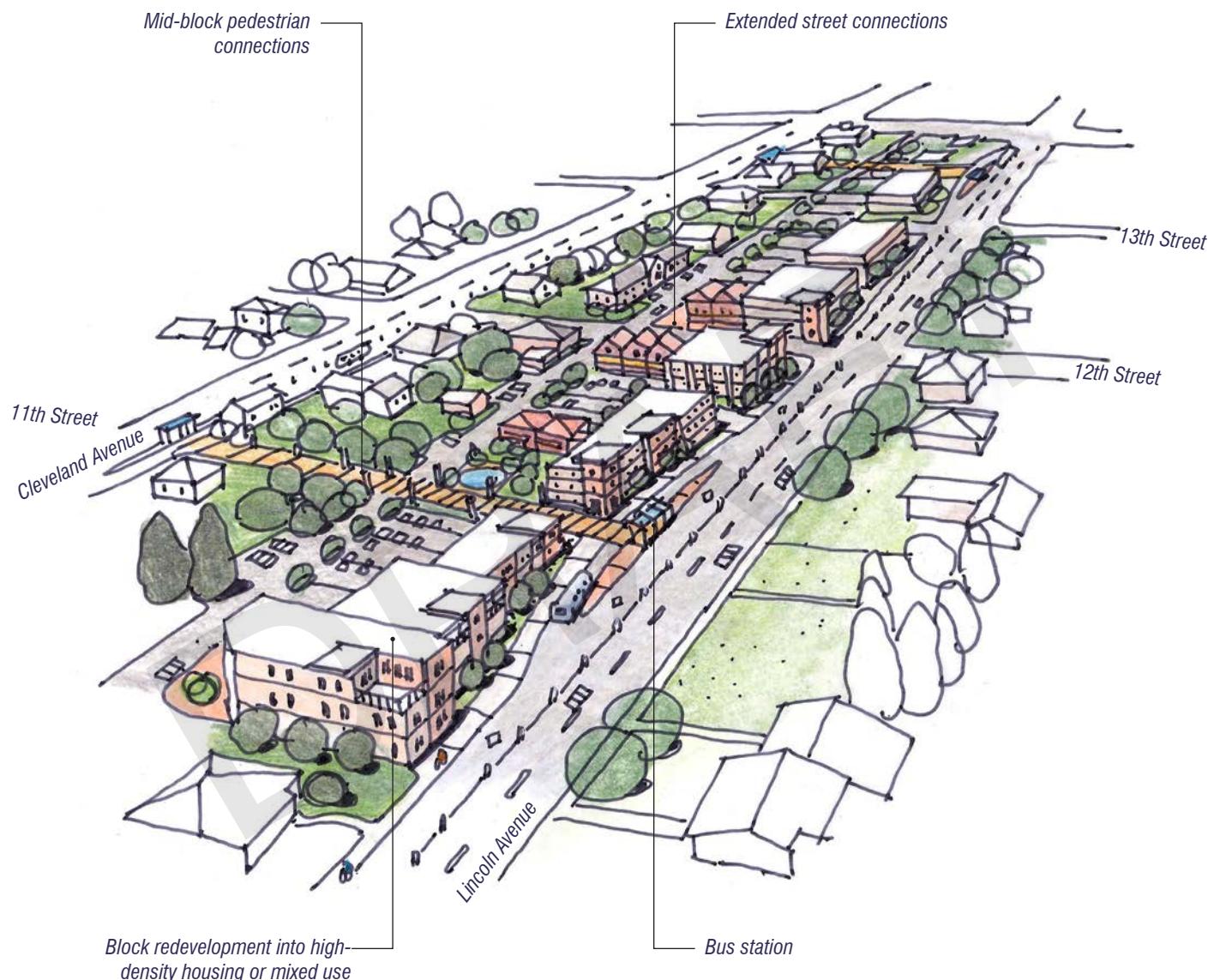
Alternatives included in the 1997 East-West Mobility Study, at top the hourglass roundabout; at bottom the back-up traditional design

## CATALYTIC PROJECTS

This second catalyst includes reorganizing and redeveloping the spaces between the two one way streets of Lincoln Avenue and Cleveland Avenue, in order to encourage a mix of commercial and residential uses that activate the cross streets and encourage synergy among various destinations. The key tenets of these catalysts are described below and illustrated in conceptual site plans that represent two of many potential design approaches that could achieve these tenets:

- Capitalize on the advantages of the area, including proximity to downtown, high traffic counts, and available redevelopment sites.
- Improve the northern and southern gateways of the couplet.
- Reduce the number of vehicular travel lanes to create space for wider sidewalks and bike lanes.
- Consolidate access at car sales lots, set back parking lots, add sidewalks and tree lawns to improve image and safety and provide multimodal access.
- Allow mixed use and residential development.
- Create a more connected street grid through extending streets and/or pedestrian walkways between Lincoln and Cleveland.
- Consolidate smaller parcels to allow more flexibility in redevelopment options.





# ACTION PLAN

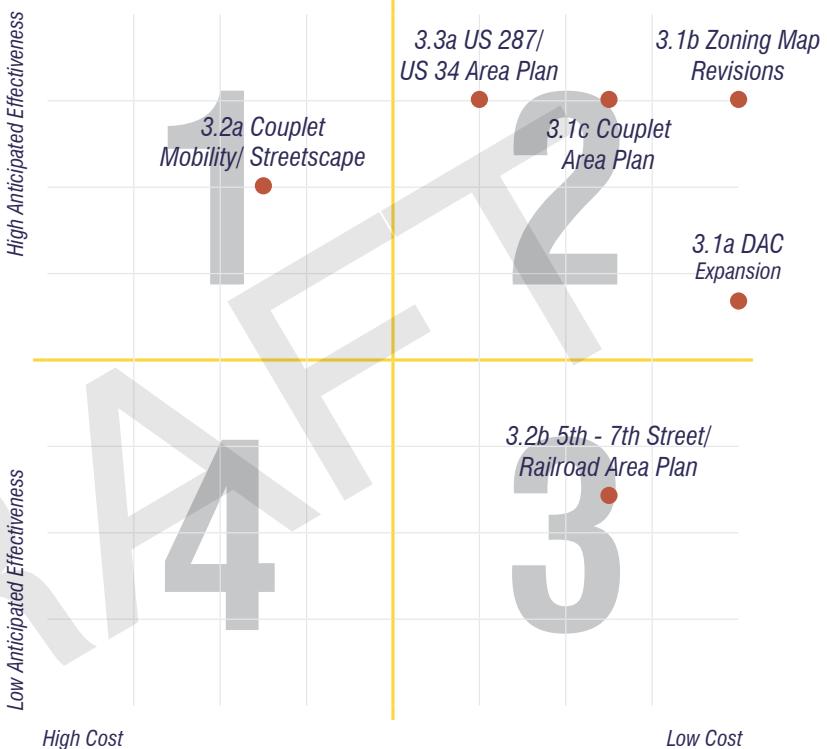
The detailed Zone 3 Action Plan consists of three Actions and six Sub-Actions, as listed in the following table. All Sub-Actions have been individually ranked based on their ability to address the specific issues related to Zone 3, depending on each Sub-Action's overall effectiveness vs. anticipated cost, as shown in the quadrant diagram at right.

## ACTIONS

3.1 Allow Mixed Use. Expand the Downtown Activity Center (DAC) land use designation and the B-E zoning designation to allow mixed use through the couplet area, and align with the new DDA boundary.

3.2 Improve Multimodal Amenities. Improve the pedestrian environment and add bike lanes, through creative, alternative solutions, allowing for safe travel and access.

3.3 Initiate the US 287/ US 34 Redevelopment Plan. Create a redevelopment plan for the US 287/ US 34 intersection as a key gateway into Downtown.



## SUB-ACTIONS

DAC Expansion • Zoning District Map Revisions • Couplet Area Plan • Couplet Mobility & Streetscape Improvements • 5th – 7th Street/ Railroad Avenue Station Area Plan • US 287/ US 34 Area Plan.

## ACTION PLAN

Action / Sub-Action	Value Added	Timeframe	Estimated Cost to City	Citizen Concern
<b>3.1 Allow Mixed Use. Expand the Downtown Activity Center (DAC) land use designation and the B-E zoning designation to allow mixed use through the couplet area, and align with the new DDA boundary.</b>				
<b>3.1a DAC Expansion:</b> Expand the DAC land use designation to allow mixed use through the couplet area, and align with the new DDA Boundary.	<ul style="list-style-type: none"> <li>Facilitates Downtown's continued revitalization</li> </ul>	Immediate	In house	Low
<b>3.1b Zoning District Map Revisions:</b> Expand the B-E zoning designation to allow mixed use through the couplet area, and align with the new DDA Boundary.	<ul style="list-style-type: none"> <li>Promotes mixed use within the DDA</li> <li>Provides more land use options to facilitate redevelopment</li> </ul>	Immediate	In house	Medium
<b>3.1c Couplet Area Plan:</b> In association with the extension of East/West streets in Sub-Action 3.2a, smaller blocks should be reclaimed as pocket parks, and larger blocks should be redeveloped in order to accommodate mixed use and residential development, with those land uses fronting the east/west streets, and limiting driveway access onto US 287.	<ul style="list-style-type: none"> <li>Promotes mixed use</li> <li>Promotes more activity adjacent to Downtown</li> <li>Allows more flexibility in redevelopment options</li> </ul>	5 - 10 Years	\$150,000	Medium

## ACTION PLAN

Action / Sub-Action	Value Added	Timeframe	Estimated Cost to City	Citizen Concern
<b>3.2 Improve Multimodal Amenities. Improve the pedestrian environment and add bike lanes, through creative, alternative solutions, allowing for safe travel and access.</b>				
<b>3.2a Couplet Mobility &amp; Streetscape Improvements:</b> Reclaim exterior travel lanes via pavement re-striping to reduce the number of travel lanes from three to two for northbound and southbound through lanes. Two through-lanes match the roadway footprint to the north and south of Downtown, and it provides an opportunity to include bike lanes in the street cross-section while likely slowing vehicular speeds by some extent at a relatively low cost. Auxiliary lanes should still be provided on the approaches to US 34/Eisenhower Boulevard. Bike lanes shall be incorporated in a safe way, and should utilize creative and alternative solutions to enhance safety of the bicyclist.  Enhancements should be prioritized by 3 - 4 block segments and include: sidewalk widening and extension; additional street trees landscaping; safety improvements to high-volume pedestrian and bicycle crossings; street furniture at high volume pedestrian areas, and transit stops; enhanced street and pedestrian lighting; gateway features and landscaping, especially at the north end of the couplet; and utility burial.	<ul style="list-style-type: none"> <li>Facilitates safe, low-stress bicycling; provides continuity of driver expectancy</li> <li>Calms traffic</li> <li>Improves connectivity</li> <li>Encourages pedestrian activity</li> <li>Improves the area's image</li> <li>Creates a sense of identity</li> <li>Attracts business investment</li> <li>Increases sales tax revenue</li> </ul>	5 - 10 Years	Approx. \$1 million per mile	Medium
<b>3.2b 5th – 7th Street / Railroad Avenue Station Area Plan:</b> Conduct a Station Area Plan for the railroad property Commuter Rail Station.				
<b>3.3 Initiate a Redevelopment Plan: Create a redevelopment plan for the US 34 &amp; US 287 intersection as a key gateway into Downtown.</b>	<ul style="list-style-type: none"> <li>Facilitates transit oriented development</li> </ul>	5 - 10 Years	Approx. \$350,000	Low
<b>3.3a. US 34/ US 287 Area Plan:</b> Create a redevelopment plan for the US 34/US 287 intersection as a key gateway.	<ul style="list-style-type: none"> <li>Catalyzes business reinvestment or new development</li> <li>Promotes City recognition</li> <li>Builds sense of City pride</li> </ul>	Immediate	Approx. \$200,000	High

## CHAPTER 5.

ZONE 4

DRAFT

# ZONE 4: 1ST STREET TO SH 402

## CONTEXT

Zone 4 begins at 1st Street south of Downtown and ends at SH 402, covering approximately 1 mile. The couplet ends between 5th Street SE and 8th Street SE, and south of this point US 287 returns to a consolidated roadway with two travel lanes in each direction and a center turn lane. Much of the land adjacent to the highway is in Larimer County. Light industrial buildings, storage, and auto-oriented uses prevail, including car sales, auto parts and services, gas stations, and fast food. However, a couple remnants of agrarian architecture remain, including the Hershman farmhouse, which is being renovated into a gallery and event center.

Many businesses are located on small lots with narrow frontages, particularly northeast of 8th Street SE where multiple drive access points and excessively wide curb cuts interrupt the sidewalk. Although attached sidewalks are the norm, some detached sidewalks with landscaping have been built incrementally as development occurs, thus creating an inconsistent streetscape. The visual appearance of the Corridor is generally cluttered with utility poles, transmission lines, and an abundance of signage. Overall, this lack of cohesion impedes a strong sense of identity throughout this zone.

Zone 4 includes the Big Thompson River and abuts Fairgrounds Park, yet the Corridor fails to capitalize on these amenities. A recreational trail runs east-west along the Big Thompson River with an underpass at US 287, and a large parcel of open space occupies the southeast corner of the highway and Big Thompson River. Buildings north of the Big Thompson River include auto sales and storage, which are oriented to the highway and do nothing to activate the Big Thompson River's edge. The utilitarian design of the bridge over the Big Thompson River misses the opportunity to celebrate the significance of the Big Thompson River in Loveland, especially as a transition or gateway to Downtown. In September 2013, the area experienced a significant flood event that damaged several properties. Restoration has been ongoing and the City continues to identify ways to mitigate the flood hazard.

The commercial and industrial area north of SH 402 through the Big Thompson River floodplain is the entryway to Downtown is in need of revitalization. The existing industrial and commercial space may be an asset in providing low cost space to new businesses but needs significant reinvestment to do so. The City should consider annexing remnant county properties and developing a strategic approach to revitalization of this area. The recent flood and the changes necessary to mitigate future flooding presents an opportunity to better leverage the appeal of the Big Thompson River, parks, and open space to generate demand for recreation and retail.





Auto shop between the couplet



Barn representing agricultural history



Roadway conditions in Zone 4



Auto-oriented uses prevail in Zone 4



Trail underpass along the river at US 287



Two-story light industrial building south of the river



Gas station northeast of US 287 and SH 402



*Big Thompson River Bridge lacks significance*

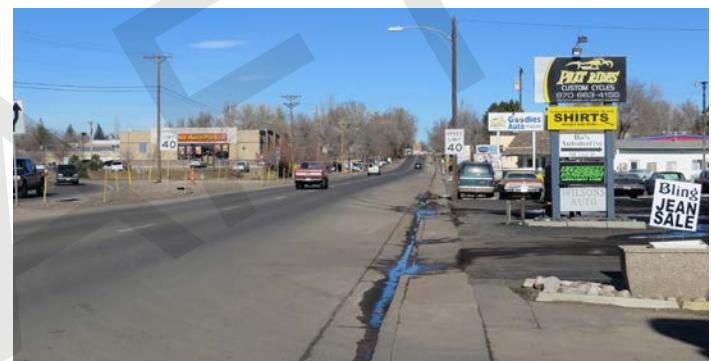
## CHALLENGES

Several key challenges exist in Zone 4 that are hindering economic development:

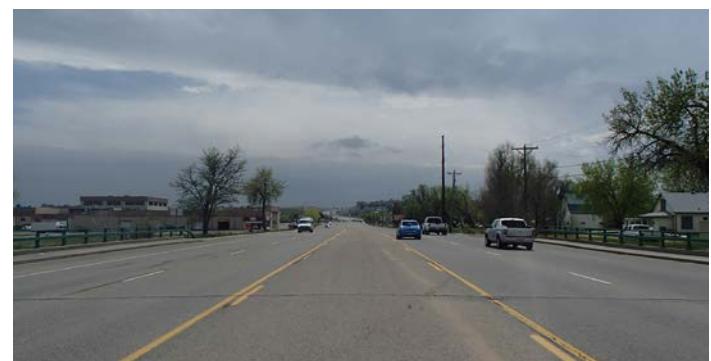
- Small-lot, underutilized and low value commercial and industrial uses neglect the Big Thompson River as an asset and inhibit river-oriented uses.
- The flood hazard has limited reinvestment opportunities for certain properties.
- Higher value commercial frontage development potentials are compromised by county industrial uses to the east.
- There are too many drive access points, creating the potential for conflicts between autos and bicyclists and pedestrians.



*Auto-oriented uses and industrial uses don't connect and aren't compatible with the Big Thompson River*



*Multiple drive access points interrupt the sidewalk*



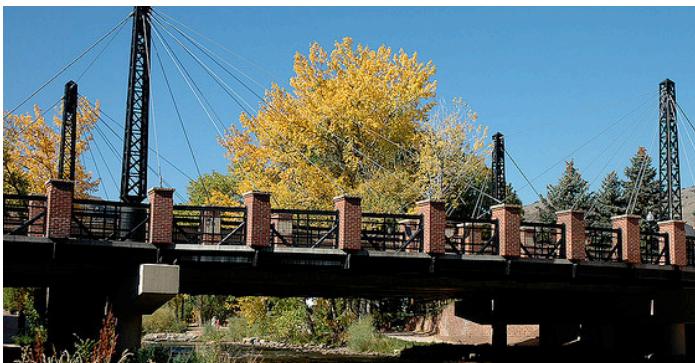
*Buildings are still located within the floodway and floodplains*



*Recreational opportunities add value to the community*



*The Big Thompson River is a significant natural asset*



*A high quality bridge celebrates the river it crosses*



*The Hershman farmhouse is being renovated as a gallery and event space*

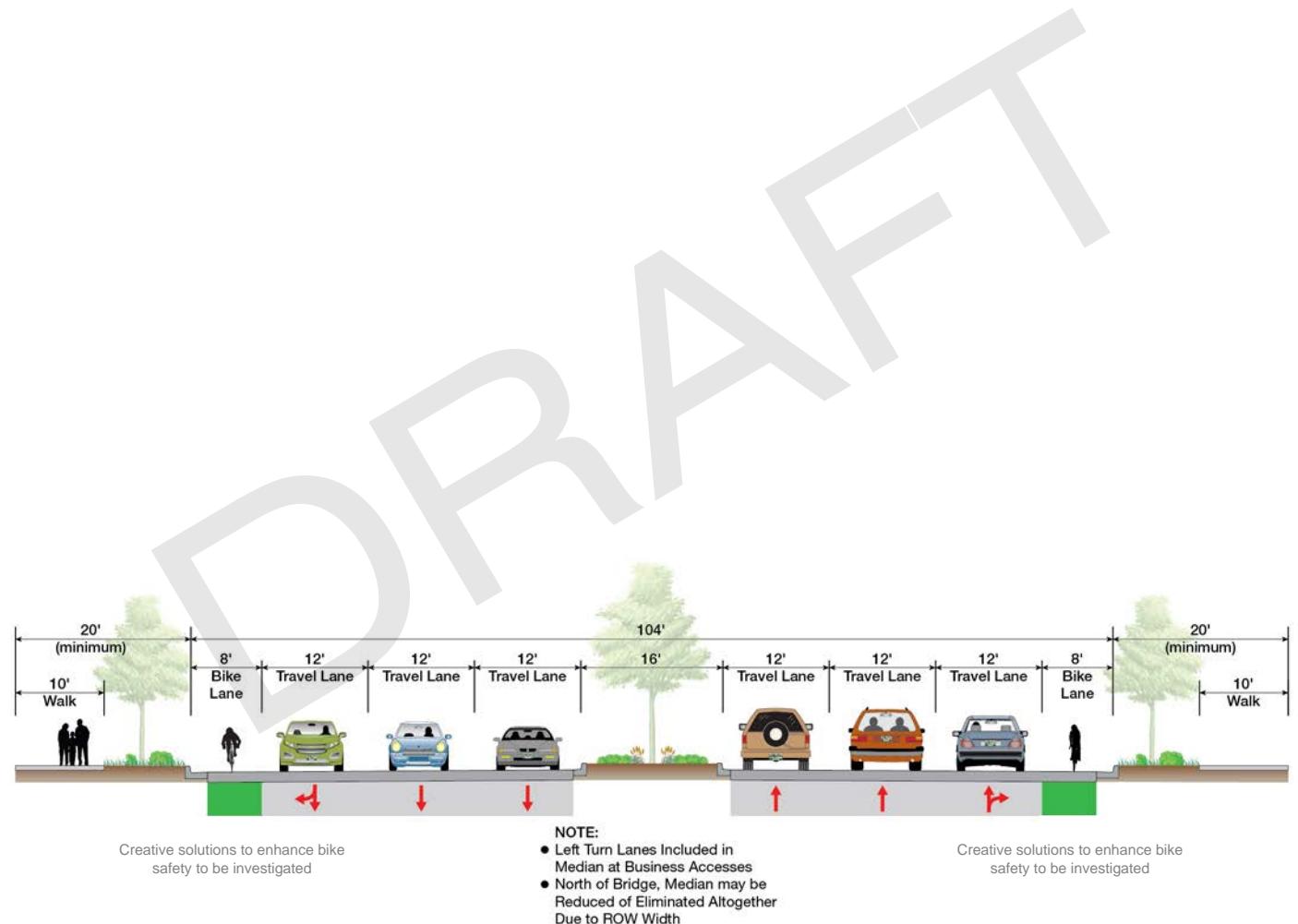
## OPPORTUNITIES

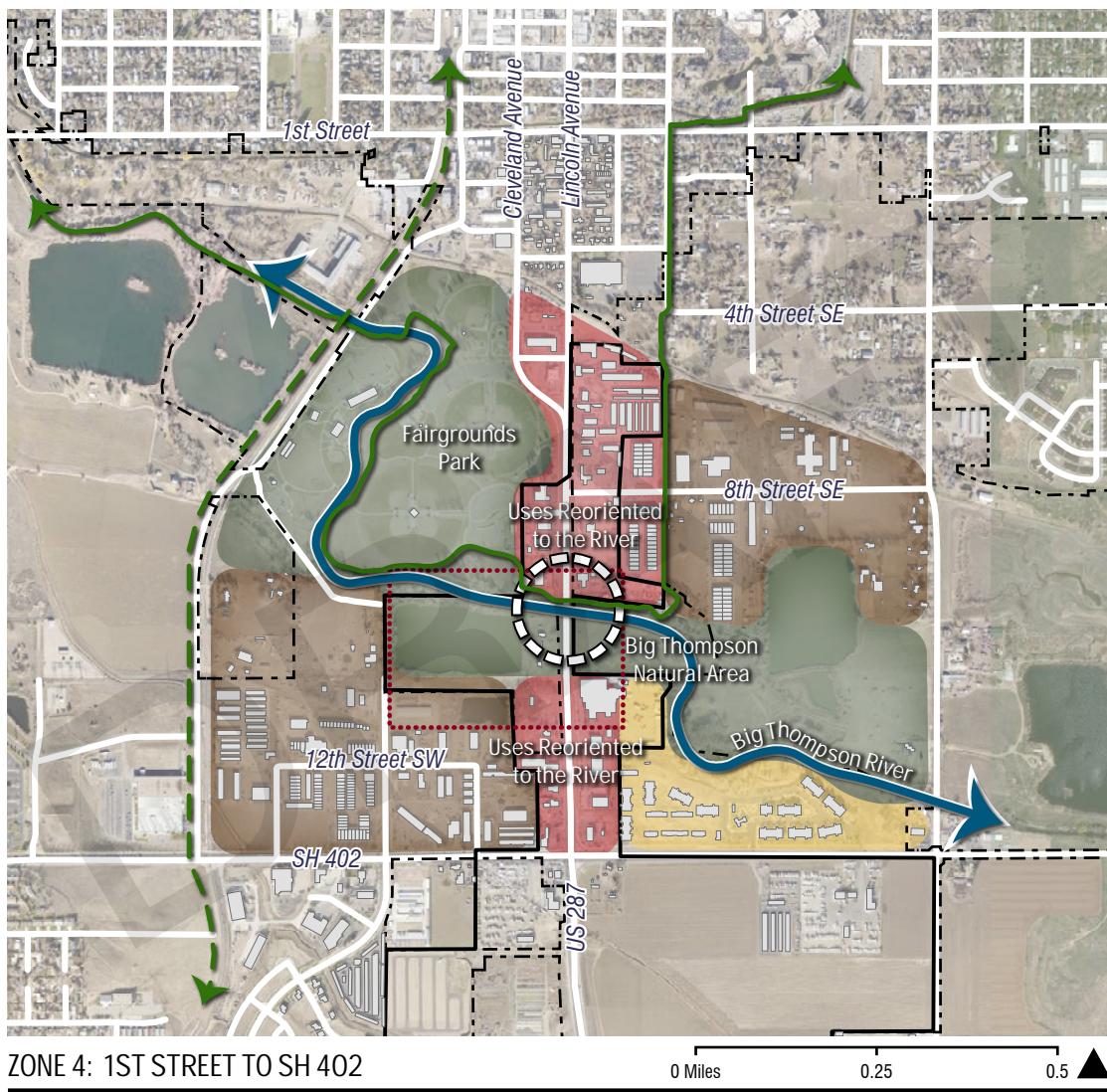
Economic development opportunities in Zone 4 should focus on the following:

- Revitalize existing industrial and commercial space to match with future demand
- Leverage appeal of Big Thompson River, parks, and open space to generate demand for recreation and retail
- Mitigate the flood hazard to create opportunities for additional investment and development.

## ECONOMIC STRATEGY

Create an enhanced Big Thompson River corridor, first and foremost through flood mitigation and protection, and subsequently, through the development of public spaces and amenities to make existing properties more attractive, and riverfront sites that will attract new commercial development; and through improved River access to increase opportunities for recreation.





## CATALYTIC PROJECT

With input from the City, advisory committees, the public, and private property owners, the consultant team identified one catalytic project that could facilitate the revitalization of Zone 4 to create a recreation-oriented area adjacent to Fairgrounds Park and the Big Thompson River with complementary retail uses. The key tenets of this catalyst are described below and illustrated by a conceptual site plan that represents one of many potential design approaches that could achieve these tenets:

- Support and continue in-progress flood mitigation and protection.
- Replace the bridge across the Big Thompson River to help mitigate flooding, and create a southern gateway to Downtown.
- Expand and improve natural areas with trails that connect safely across US 287, to Fairgrounds Park, and Downtown.
- Encourage redeveloped properties impacted by the flood to provide recreation-oriented uses to take advantage of trail and park users. This may include restaurants, outdoor equipment stores, bicycle sales, rental, and repair, climbing walls, breweries, etc.
- Formalize the Big Thompson River edge.
- Consolidate access with sidewalks / multi-use pathways and landscape enhancements, while maintaining access to existing businesses.
- Foster development that celebrates the Big Thompson River and creates a center of regional importance for entertainment, recreation, and business.

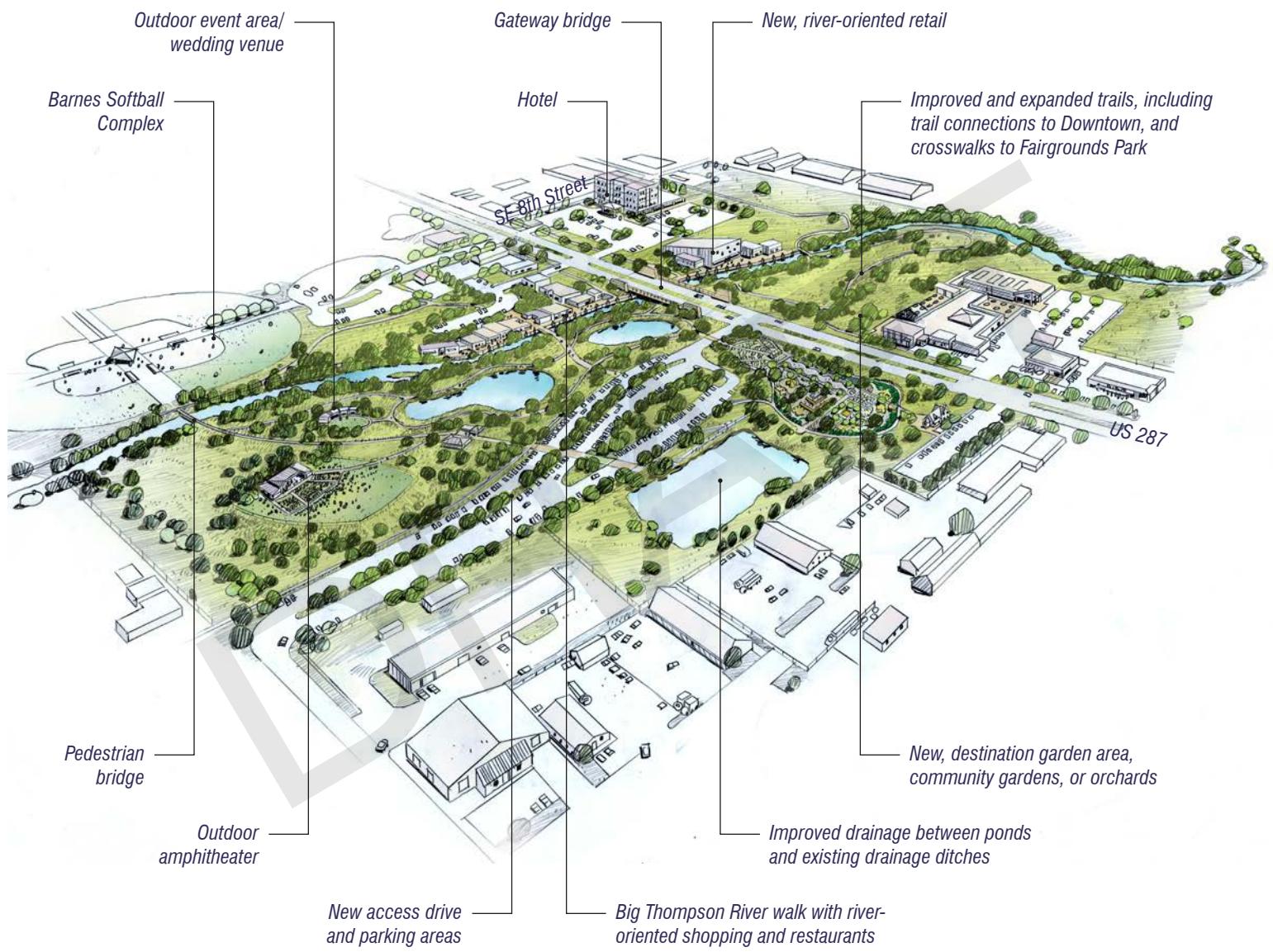


*Outdoor amphitheater*



*Big Thompson River walk with shopping and restaurants*





Artist's rendering depicts a general concept, and illustrates only one of several possible futures, and actual development and redevelopment options will vary.

# ACTION PLAN

The detailed Zone 4 Action Plan consists of three Actions and five Sub-Actions, as listed in the following table. All Sub-Actions have been individually ranked based on their ability to address the specific issues related to Zone 4, depending on each Sub-Action's overall effectiveness vs. anticipated cost, and as shown in the quadrant diagram at right.

## ACTIONS

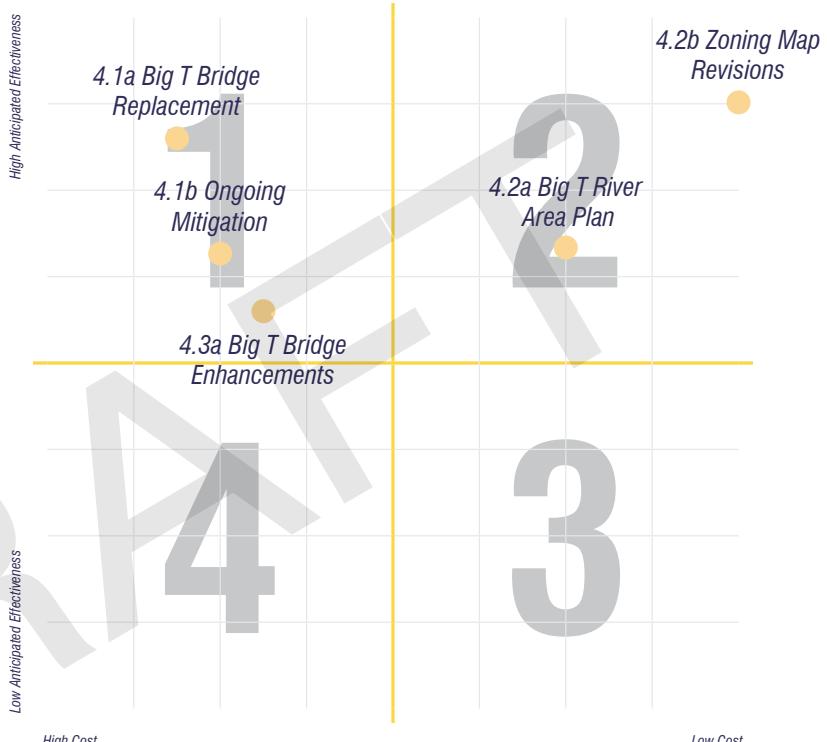
4.1 Mitigate Flood Hazard. Mitigate the flood hazard and reduce the possibility of future damage from flood events.

4.2 Create an Area Plan. Create a plan to capitalize on flood mitigation efforts and convert the US 287/ Big Thompson River crossing into a River District (i.e. Estes Park, Pueblo, or Golden).

4.3 Create Gateway. Replace the bridge across the Big Thompson River to help mitigate flooding and create a southern gateway to Downtown.

## SUB-ACTIONS

Big Thompson River Bridge Replacement • Ongoing Mitigation and Enhancements • Big Thompson River District Area Plan • Zoning District Map Revisions • Big Thompson River Bridge Enhancements



## ACTION PLAN

Action / Sub-Action	Value Added	Timeframe	Estimated Cost to City	Citizen Concern
<b>4.1 Mitigate Flood Hazard: Mitigate the flood hazard and reduce the possibility of future damage from flood events.</b>				
<b>4.1a Big Thompson Bridge Replacement:</b> Replace the Big Thompson River Bridge to reduce the flood boundaries and constriction at the headwalls of the bridge structure, allowing more capacity under the bridge, and reducing the amount of floodway and floodplain on the western side of the US 287 bridge crossing.	<ul style="list-style-type: none"> <li>Increases flood flow capacity</li> <li>Reduces flood hazard</li> <li>Opens up more land for development</li> </ul>	5 - 10 Years	Over \$10 million	High
<b>4.1b Ongoing Mitigation and Enhancements:</b> Mitigate any additional flood hazards with the creation of detention ponds. Mitigate in order to allow for future properties to develop along the Big Thompson River Frontage, without lying within the floodway. Expand and improve natural area with trails that connect with US 287 and Fairgrounds Park. Annex and buy existing County properties to expand the existing natural area.	<ul style="list-style-type: none"> <li>Facilitates river-oriented development</li> <li>Creates recreational opportunities</li> <li>Activates the Big Thompson River's edge</li> </ul>	0 - 5 Years	Approx. \$15 million	High
<b>4.2 Create an Area Plan: Create an area plan to capitalize on flood mitigation efforts and convert the US 287/ Big Thompson River crossing into a Big Thompson River District (i.e. Estes Park, Pueblo, Golden).</b>				
<b>4.2a. Create a Big Thompson River District Area Plan:</b> Capitalize on flood mitigation efforts and establish a Big Thompson River District for the US 287/ River crossing.	<ul style="list-style-type: none"> <li>Uses outside funding source to capitalize on flood mitigation efforts</li> <li>Catalyzes business reinvestment or new development</li> </ul>	Immediate	Approx. \$200,000	High
Through an area plan, investigate acquisition of select properties, and leverage any public and/or private investment to incentivize additional public amenities and commercial redevelopment and along the Big Thompson River.				

## ACTION PLAN

Action / Sub-Action	Value Added	Timeframe	Estimated Cost to City	Citizen Concern
<b>4.2b Zoning District Map Revisions:</b> Update zoning and coordinate with Larimer County on enclaves to create a consistent zoning for the area in order to allow flexibility for redevelopment/ development options.	<ul style="list-style-type: none"> <li>Primes the area for desired land uses</li> <li>Increases development predictability</li> </ul>		\$2,500	High
<b>4.3 Create Gateway: Replace the bridge across the Big Thompson River to help mitigate flooding and create a southern gateway to Downtown.</b>				
<b>4.3a. Big Thompson River Bridge Enhancements:</b> As part of the bridge replacement, improvements and reconstruction identified in Sub-Action 4-1a, design enhancements should be put in place including signature rails, enhanced pedestrian sidewalks, landscaping, etc.  Highlight the Big Thompson River as a local asset and destination on nearby wayfinding signs. Install artwork at the Big Thompson River bridge and throughout the Big Thompson River District that reflects the revitalization of the area around the natural feature of the Big Thompson River.	<ul style="list-style-type: none"> <li>Celebrates the Big Thompson River</li> <li>Improves the area's image</li> <li>Promotes the City's identity as an arts community</li> <li>Attracts business investment</li> </ul>	5 - 10 Years	Over \$5 million	Medium

CHAPTER 6.

ZONE 5

# ZONE 5: SH 402 TO SH 60

## CONTEXT

Zone 5 extends approximately 2 miles from SH 402 to SH 60. It is the least developed Zone and semi-rural in character with a few residential subdivisions set back from the highway, farmland, and limited commercial development near the intersections of SH 402 and SH 60. The commercial node around SH 402 represents the Corridor's fourth major employment center with 500 employees.

Although this Zone is more than 4 miles west of Interstate 25, the fact that there is no interchange from SH 60 to Interstate 25 means the southern portion in particular is unlikely to experience substantial growth in the long term. In addition, there are no major cities south of this Zone. The unincorporated community of Campion, with a population of approximately 1,800, is located east of the US 287 and SH 402 intersection and the Town of Berthoud, with about 5,100 residents, is 3 miles south. A lack of infrastructure, including water service, further impedes development. Sidewalks are nonexistent except in the immediate vicinity of SH 402. Finally, several pockets of county lands abut the Corridor, making it difficult for the City of Loveland to implement a cohesive vision for the area.

The forecast demand for additional commercial and industrial development south of SH 402 is limited. There is a large area zoned for a business park near SH 60, but this area will likely never attract the development planned for. If commercial zoning remains along the Corridor in this area, a scattered amount of development may occur but will likely struggle and may preclude other opportunities. The land uses along this segment of the Corridor need to be refined to focus commercial development further north at the intersection of SH 402.



Estate home



Two-story office building near the City's southern limits



Light industrial uses along the highway



Large-lot residential subdivision



Loveland Tech Center northwest of US 287 & SH 60



*County lands inhibit land use planning*

## CHALLENGES

Several key challenges exist in Zone 5 that are hindering economic development:

- The Zone is sparsely developed with large vacant areas.
- There are currently an insufficient number of households to support new commercial uses.
- The street network lacks connectivity, particularly east-west.
- A lack of infrastructure, including utility constraints, impedes development.
- County enclaves inhibit a cohesive land use pattern.



*Low-density housing doesn't support commercial uses*



*Few roads connect to US 287 from the east or west*



*Zone 5 is sparsely developed*





*New homes provide increased housing options*



*Trails are an important recreational amenity*



*Wide open spaces offer mountain vistas*



*Playgrounds attract families and encourage social gathering*

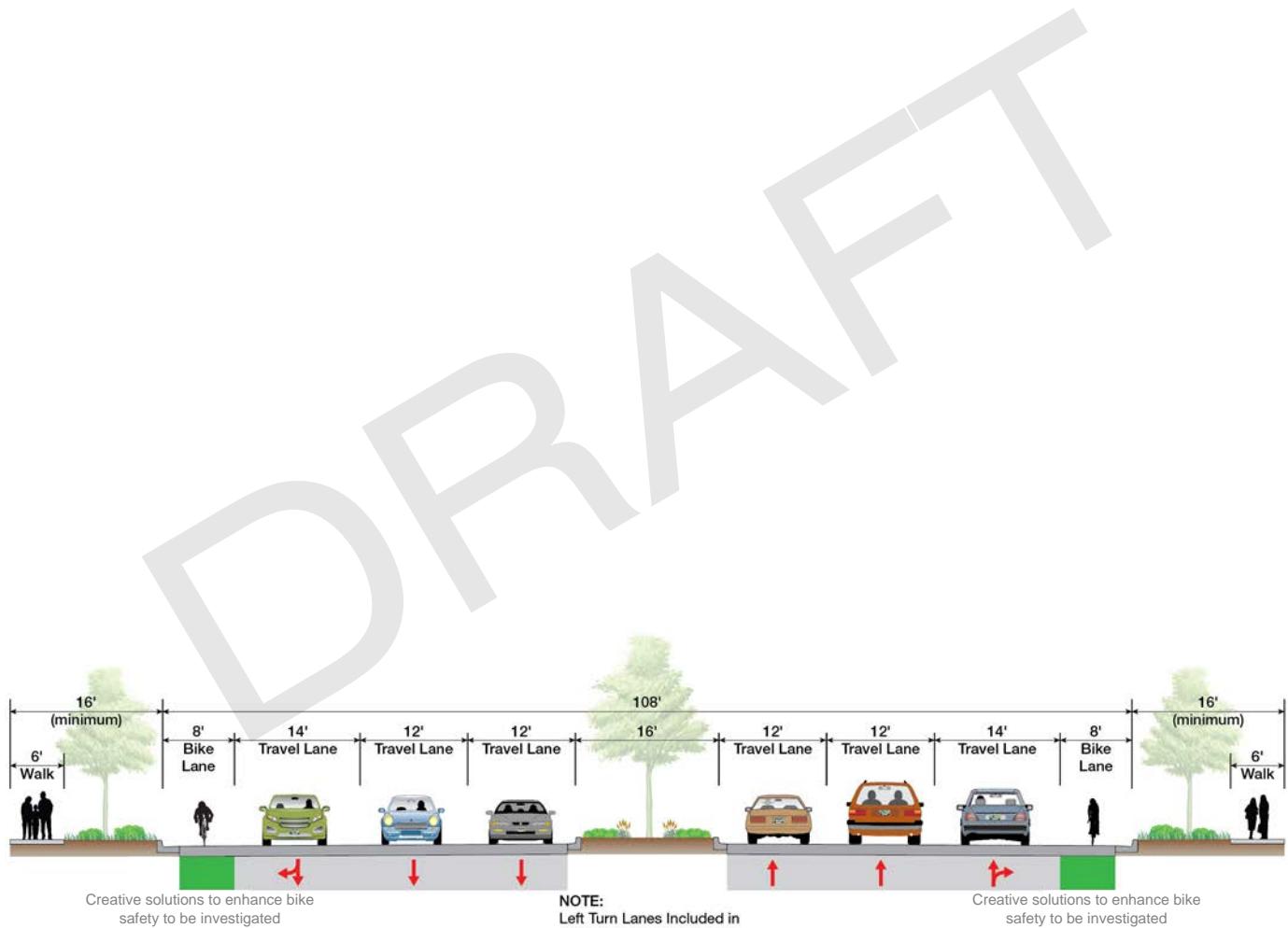
## OPPORTUNITIES

Economic development opportunities in Zone 5 should focus on the following:

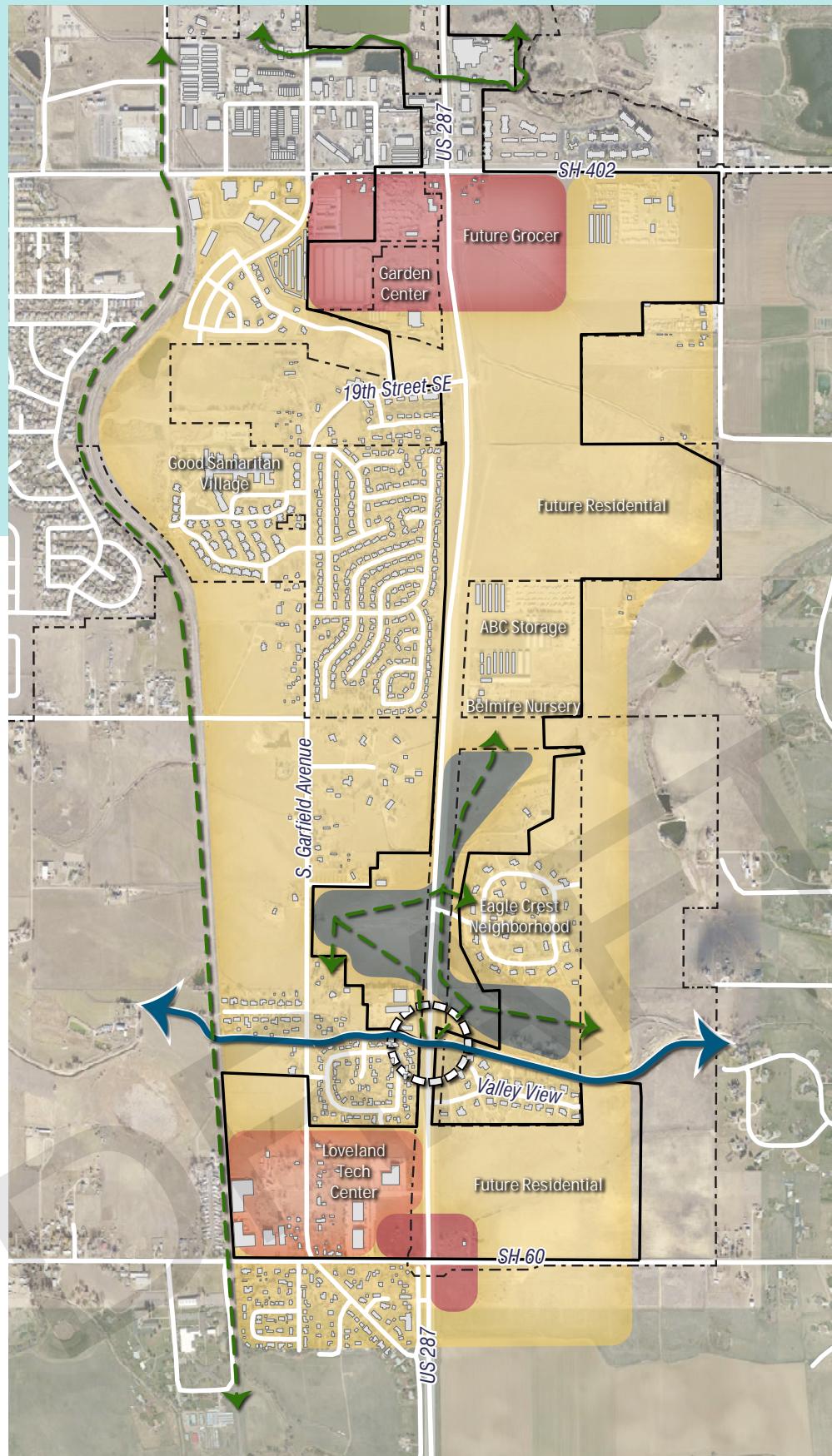
- Ensure land uses match with market demand.
- Direct vision for future growth.
- Create a southern gateway to Loveland.

## ECONOMIC STRATEGY

Concentrate future commercial and employment development and high-density residential development at SH 402 while maintaining and expanding low- and medium-density residential uses to the south.



Rendering depicts a general concept, and illustrates only one of several possible futures. Actual construction will vary.



ZONE 5: SH 402 TO SH 60

0 Miles 0.25 0.5

- City Boundary
- Corridor Boundary
- Existing Trail
- Proposed Trail
- Waterway
- Park / Natural Area
- Gateway

# ACTION PLAN

The detailed Zone 5 Action Plan consists of three Actions and five Sub-Actions, as listed in the following table. All Sub-Actions have been individually ranked based on their ability to address the specific issues related to Zone 5, depending on each Sub-Action's overall effectiveness vs. anticipated cost, as shown in the quadrant diagram at right.

## ACTIONS

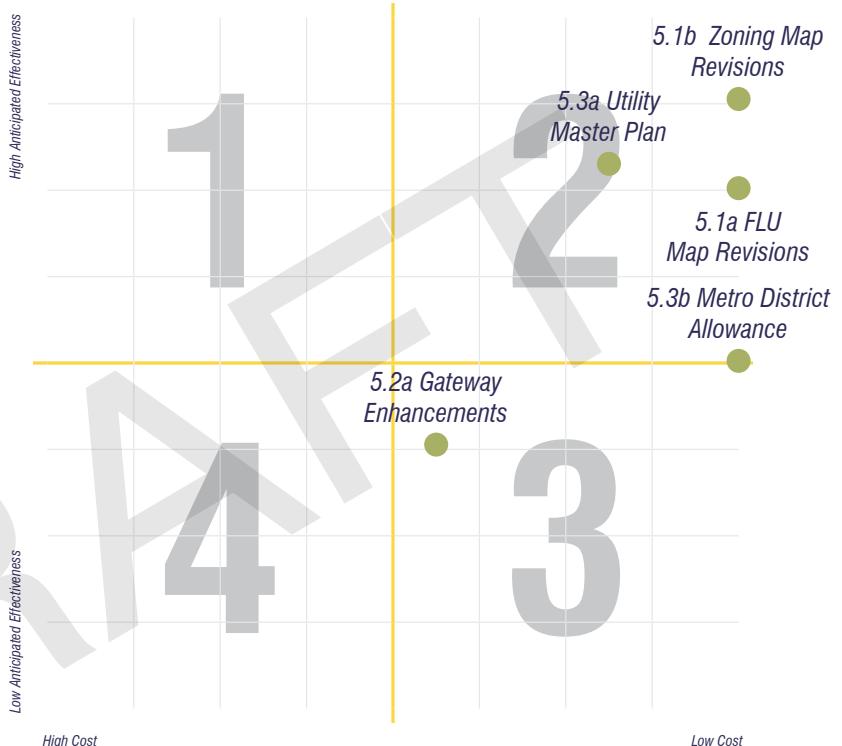
5.1 Modify Future Land Use & Zoning. Update the land use and zoning maps to encourage mixed use and residential development to support retail districts to the north and south.

5.2 Create Gateway. Create a southern gateway into Loveland.

5.3 Develop Master-Planned Residential Communities. Promote the development of contiguous, master-planned neighborhoods.

## SUB-ACTIONS

Future Land Use Map Revisions • Zoning District Map Revisions • Gateway Enhancements • Utility Master Plan • Metro Districts Allowance



## ACTION PLAN

Action / Sub-Action	Value Added	Timeframe	Estimated Cost to City	Citizen Concern
<b>5.1 Modify Future Land Use &amp; Zoning: Update the land use and zoning maps to encourage mixed use and residential development to support retail districts to the north and south.</b>				
<b>5.1a Future Land Use Map Revisions:</b> Modify the future land use map to strategically locate commercial areas, and surround commercial with supportive residential areas. Coordinate these land use changes with the Comprehensive Plan Update.	<ul style="list-style-type: none"> <li>Creates a more economically sustainable structure for the community</li> <li>Concentrates living units in closer proximity to community commercial uses</li> </ul>		No cost, in house	Medium
<b>5.1b Zoning District Map Revisions:</b> Promote a node of mixed use and higher density residential at SH 402.	<ul style="list-style-type: none"> <li>Concentrates living units in closer proximity to community commercial uses</li> <li>Reduces vehicle miles traveled</li> <li>Utilizes a more efficient provision of public infrastructure</li> </ul>	Immediate	No cost, in house	Medium
<b>5.2 Create Gateway: Create a southern gateway into Loveland.</b>				
<b>5.2a Gateway Enhancements:</b> Create a southern gateway into Loveland. Incorporate public art in order to reinforce Loveland's identity as an arts community.	<ul style="list-style-type: none"> <li>Promotes City recognition</li> <li>Builds sense of City pride</li> <li>Supports community art projects</li> </ul>	Immediate	Approx. \$250,000	Medium

## ACTION PLAN

Action / Sub-Action	Value Added	Timeframe	Estimated Cost to City	Citizen Concern
<b>5.3 Develop Master-Planned Residential Communities: Promote the development of contiguous, master-planned neighborhoods.</b>				
<b>5.3a. Utility Master Plan:</b> Plan for all utilities south to SH 402 and what the city and/or county will fund vs. private development	<ul style="list-style-type: none"> <li>Allows new development a funding option for extension of sewer services</li> </ul>	Immediate	Approx. \$150,000	Low
<b>5.3b Metro Districts Allowance:</b> Allow for developer-initiated metro districts to build needed infrastructure, and require participation in regional improvements such as oversizing trunk utilities to serve existing and future uses to the south.	<ul style="list-style-type: none"> <li>Allows additional funding options</li> </ul>	5 - 10 Years	No cost, in house	Low

CHAPTER 7.

ALL ZONES

DRAFT

# ALL ZONES: 71ST ST. TO SH 60

## CONTEXT

US 287 covers approximately 8 miles within Loveland's city limits, from 71st Street to SH 60. This Strategic Plan focuses on US 287 north and south of Downtown, as Downtown itself has been the focus of several other plans. US 287 and Taft Avenue accommodate the majority of north/south traffic through Loveland. Other north/south routes are hampered by geography and existing land uses and ownership. Meanwhile, lakes constrain east-west mobility forcing Eisenhower Boulevard and SH 402 to carry the majority of east/west traffic. US 287 has traditionally been the primary business corridor in Loveland, anchored by Downtown. In recent decades, however, development and economic activity has migrated east to Interstate 25 and along Eisenhower Boulevard. Today, the US 287 Corridor primarily serves the everyday retail, service and entertainment needs of the majority of Loveland residents.

The distribution of commercial uses along US 287 affords adjacent residential neighborhoods the convenience of proximate goods and services. However, many of these uses are auto-oriented toward traffic along US 287 and are not well-connected to the neighborhoods that abut them. Furthermore, many of the homes are located on cul-de-sacs with fences running along their backyards, creating an additional barrier to easily accessing the highway. Encouraging permeability between existing and future residences and businesses could stimulate redevelopment of underutilized parcels.

Unfortunately, existing zoning regulations encourage continuing the pattern of auto-oriented uses with wide setbacks between the street and buildings with parking in between. The distance between buildings on either side of the street, combined with the majority of the buildings' short stature, creates an inhuman scale that discourages pedestrian activity. Additionally, a lack of sidewalks requires pedestrians to walk on or near the road, which is unsafe. Similarly, the lack of bicycle facilities deters people from biking as bicyclists now must ride in or directly adjacent to a vehicular travel lane. Non-vehicular travel is further hampered by existing transit service that has long headways, cuts off in the early evening, and isn't offered on Sundays, which limits its viability as an alternative to driving.

Frequent curb cuts to businesses and other obstacles like bus benches and utility poles in the pedestrian pathway further limit multimodal accessibility and contribute to an inconsistent streetscape character. The utility poles also, along with abundant signage, create visual clutter in the streetscape. However, newer developments have provided incremental improvements, with detached sidewalks buffered by tree lawns, or attached sidewalks with landscaping between the sidewalk and adjacent parking lot. The City has also begun adding wayfinding signage to the Corridor. Yet street furnishings, like pedestrian lighting and banners, benches, and trash receptacles, are still lacking. Despite Glen Arbor Park and the Indian sculpture in the median at the southern edge of the Loveland Burial Park, the Corridor lacks focal points that add visual interest to the streetscape and facilitate public gathering spaces.



The abundance of land within Larimer County's jurisdiction also hinders revitalization of the Corridor as the type and character of future development in unincorporated areas is unknown and out of City control. The City should pursue annexation of these lands to ensure their development complies with the City's desired future land use plan.



*Palmer Gardens*



*Housing near the Corridor*



*New wayfinding signage*



*Detached sidewalk with landscaping*



*The southern limits of Loveland*

## CHALLENGES

Several key challenges exist along the entire Corridor that are hindering economic development:

- Auto-oriented uses and an inconsistent street character aren't attracting high quality development.
- More land is commercially zoned than can be supported by the market, resulting in under investment in developed properties and leap frog development.
- A lack of pedestrian and bicycle infrastructure impedes multimodal access along the highway.
- County lands impede cohesive land use planning.



*Auto-oriented uses dominate the Corridor*



Commercial building with parking in front



Underutilized parking in Orchards Shopping Center



Missing sidewalks



Farmland along the highway

# OPPORTUNITIES

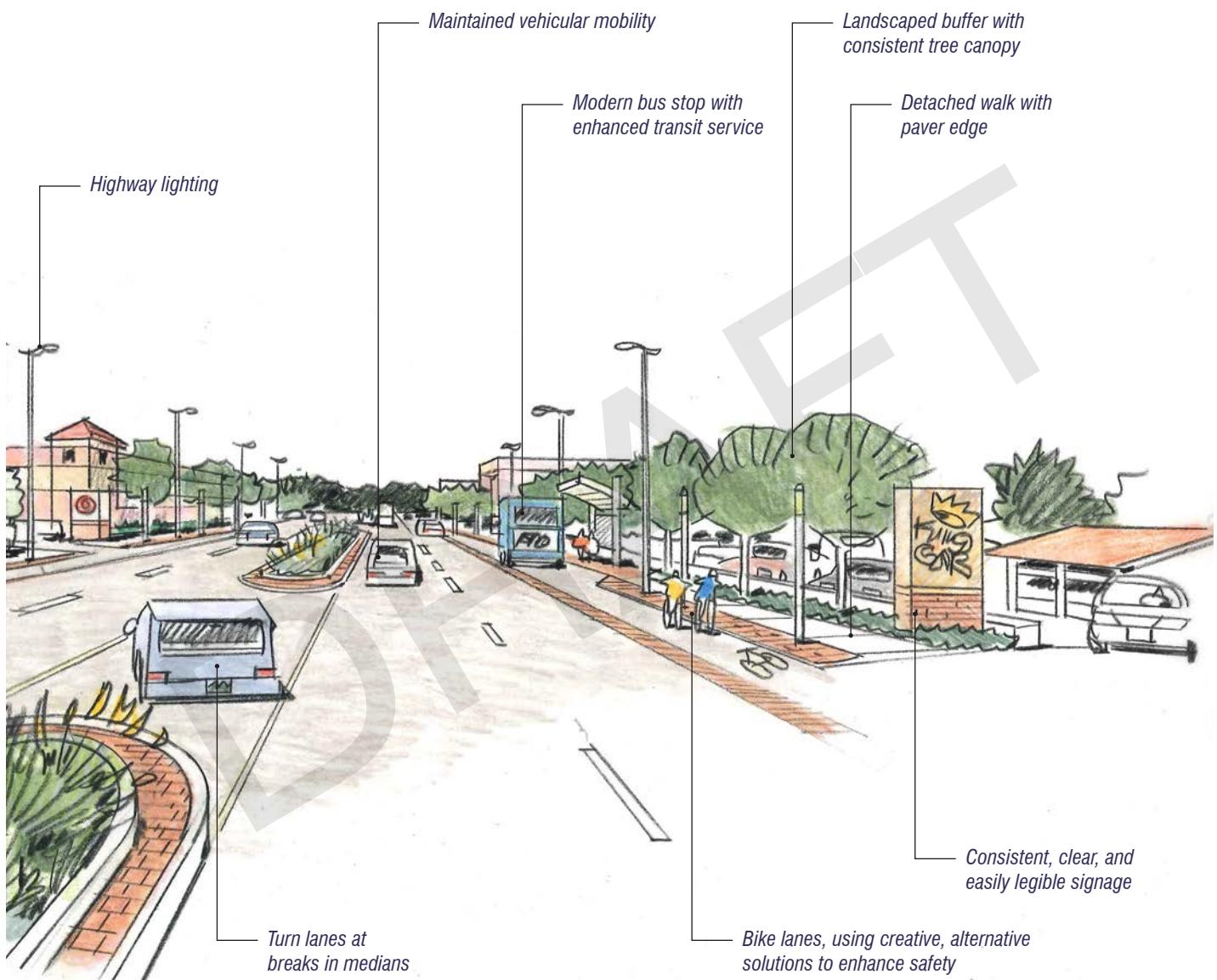
Economic development opportunities within the Corridor should focus on the following:

- Enhance the quality of the streetscape and buildings along the highway to improve the Corridor's image.
- Connect surrounding neighborhoods to the Corridor and create new mixed-use neighborhoods.
- Concentrate commercial uses in distinct nodes.

# ECONOMIC STRATEGY

Enhance the public realm along US 287 to retain and attract businesses, strengthen connections among residential and commercial uses, improve multi-modal accessibility, annex County lands, and create a regulatory environment that rewards high quality development.





*Artist's rendering depicts a general concept, and illustrates only one of several possible futures, and actual development and redevelopment options will vary.*

# ACTION PLAN

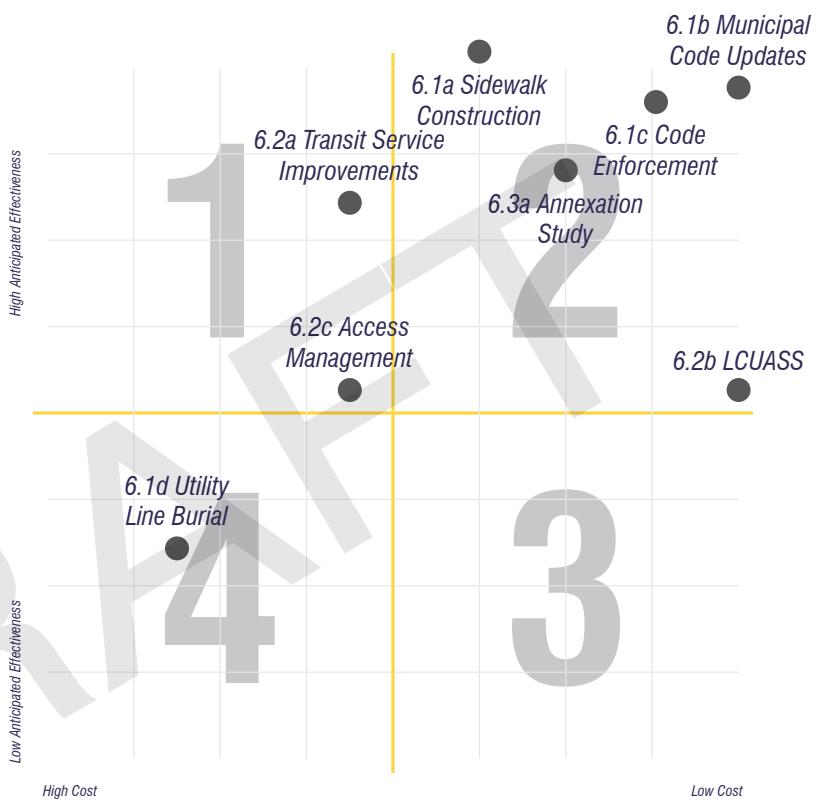
The detailed All Zones Action Plan consists of three Actions and eight Sub-Actions, as listed in the following table. All Sub-Actions have been individually ranked based on their ability to address corridor-wide issues, depending on each Sub-Action's overall effectiveness vs. anticipated cost, as shown in the quadrant diagram at right.

## ACTIONS

- 6.1 Improve Corridor-Wide Aesthetics.
- 6.2 Improve Mobility. Improve transit service, as well as bike and pedestrian safety and access.
- 6.3 Identify Future Annexation Areas. Identify those parcels within the study area that should be annexed, and determine timeframes.

## SUB-ACTIONS

- Sidewalk Construction • Municipal Code Updates
- Code Enforcement Coordination • Overhead Utility Line Burial • Transit Service Improvements
- Larimer County Urban Area Street Standards • Access Management • Annexation Study



## ACTION PLAN

Action / Sub-Action	Value Added	Timeframe	Estimated Cost to City	Citizen Concern
<b>6.1 Improve Corridor-Wide Aesthetics.</b>				
<b>6.1a Sidewalk Construction:</b> Build missing sections of sidewalks along the length of the Corridor.	<ul style="list-style-type: none"> <li>• Improves public safety</li> <li>• Strengthens mobility</li> <li>• Increases length of stay/visitor experience</li> </ul>	Immediate	Over \$500,000	High
<b>6.1b Municipal Code Updates:</b> Updates to look at building heights and setbacks for the Corridor, as well as developer-required landscape and pedestrian amenity improvements. Revise existing sign ordinance to reflect the vision for the Corridor, provide consolidated signage at mixed use nodes, provide consistent signage size, spacing, and character within the catalysts sites along the Corridor (i.e. Big Thompson River District, Downtown, 29th Street Commercial District, etc.) Among other changes, the following should be addressed: <ul style="list-style-type: none"> <li>• Update Section 18.13.110 (North Cleveland Sub-Area Regulations to reflect higher density and extension of downtown as indicated in the 2015 Comprehensive Plan.</li> <li>• Shorten the minimum distance for front yards in the B zoning designation to 15 feet, to allow buildings to come closer to the road.</li> <li>• Provide height bonuses for properties on or near US 287</li> <li>• Specify additional sign guidelines for the US 287 corridor within Section 18.50, similar to special guidelines for I-25 and US 34</li> <li>• Expand the Downtown Sign District to encompass the DDA boundary</li> <li>• Add clause for consolidated monument signage for B and MAC Zoning District, or for parcels that have more than one business.</li> <li>• Require permits for temporary flying banners</li> </ul>	0 - 5 Years	\$15,000	Medium	

## ACTION PLAN

Action / Sub-Action	Value Added	Timeframe	Estimated Cost to City	Citizen Concern
<b>6.1c Code Enforcement Coordination:</b> Work with Larimer County on the enforcement and abatement of code violations such as weed control, illegal signs, landscape and building maintenance, etc.	<ul style="list-style-type: none"> <li>Improves the area's image</li> <li>Encourages compliance</li> </ul>	0 - 5 Years	No cost	High
<b>6.1d Overhead Utility Line Burial:</b> Continue to bury utility lines as ongoing capital improvement projects, utility service upgrades, annexations, and new development or redevelopment. Continue to coordinate with other service providers (i.e. Excel, Poudre Valley REA; Comcast, Century Link) on requests for burial as part of ongoing city projects, and investigate standing agreements and/or cost sharing to underground other providers' lines. As part of the Big Thompson River Bridge replacement, add conduit underneath or within the bridge structure to be able to encapsulate and extend service lines across the Big Thompson River.	<ul style="list-style-type: none"> <li>Improves reliability of electric service and visual impacts on Corridor</li> <li>Promotes business reinvestment</li> </ul>	Immediate	Approx. \$1 million per mile/ \$300,000 per block	Low

## ACTION PLAN

Action / Sub-Action	Value Added	Timeframe	Estimated Cost to City	Citizen Concern
<b>6.2 Improve Mobility.</b> Improve transit service, as well as bike and pedestrian safety and access.				
<b>6.2a Transit Service Improvements:</b> The transit system should be designed to accommodate residents, employees, and visitors. The system should build upon and complement existing transit services by capitalizing on planned hubs, such as the Railroad Site Commuter Rail stop, the 29th Street Commuter Rail Stop, the Orchards transfer station and FLEX connections to Max service north in Fort Collins.	<ul style="list-style-type: none"> <li>Makes transit more convenient</li> <li>Allows those who can't drive to remain mobile</li> <li>Increases transit ridership</li> <li>Increases capacity to move people along the Corridor</li> <li>Reduces vehicle miles traveled</li> <li>Encourages transit oriented development</li> <li>Promotes sustainability</li> </ul>	5 - 10 Years	\$20,000 Real-time next bus information  \$30,000 Smart Phone App  \$20,000 Kiosks	Medium
Other improvements could include: <ul style="list-style-type: none"> <li>Addition of improved transit stops that could include electronic bus timing signs with real time arrival/ departure for buses and their destination, as well as associated smart phone apps for tracking buses.</li> <li>Addition of managed lanes and/or queue jumps, and the creation of a ROW preservation plan for a future dedicated BRT system, with TOD overlays at key centers.</li> <li>Addition of a dedicated-lane BRT system with custom buses and new stops in conjunction with obtaining FTA Small Starts or other Federal or State matching funds.</li> </ul>				
<b>6.2b Larimer County Urban Area Street Standards:</b> Work with Larimer County, Fort Collins, and CDOT to identify potential modifications to the Larimer County Urban Area Street Standards (LCUASS). Focus on standards that prioritize pedestrian and bicycle improvements, including safe access requirements for all modes, and allow landscaping consistent with the US 287 vision. Consider best practices from peer communities, and explore alternative creative solutions, such as buffered bike lanes, to allow for safe and comfortable bicycle and pedestrian travel.	<ul style="list-style-type: none"> <li>Emphasizes pedestrian and bicyclist mobility</li> <li>Requires developers to provide multimodal facilities</li> <li>Encourages transportation demand management</li> <li>Supports access management</li> </ul>	0 - 5 Years	No cost	Medium

## ACTION PLAN

Action / Sub-Action	Value Added	Timeframe	Estimated Cost to City	Citizen Concern
<b>6.2c Access Management</b> <p>Implement access management spacing standards per current City, County and CDOT access study standards.</p> <ul style="list-style-type: none"> <li>• Implement median closures in strategic areas to improve safety and mobility, and in conjunction with transportation, landscape, or catalyst projects.</li> <li>• Implement access driveway closures in conjunction with transportation, landscape, or catalyst projects. Where alternative access is not available through frontage or rearage roads, access improvements should be predicated on land assemblage to accomplish this goal.</li> <li>• Work with CDOT to sequence closures with landscape improvements or redevelopment.</li> <li>• Implement an Access Management Educational Program for existing businesses and concerned residents.</li> <li>• Develop an Access Management Plan for US 287 south of 29th Street similar to the Access Control Plan CDOT developed north of 29th Street. Partner with CDOT and Larimer County to develop a formalized Intergovernmental Agreement for access modifications.</li> </ul>	<ul style="list-style-type: none"> <li>• Improves traffic flow</li> <li>• Improves motorist, bicyclist and pedestrian safety by reducing the number of vehicle-vehicle conflict points as well as reducing conflicts between vehicular and non-vehicular traffic</li> <li>• Creates a more consistent streetscape character</li> </ul>	0 - 5 Years	\$250,000 Plan; <\$1 million/mile	High

## ACTION PLAN

Action / Sub-Action	Value Added	Timeframe	Estimated Cost to City	Citizen Concern
<b>6.3 Identify Future Annexation Areas.</b> Identify those parcels within the study area that will be annexed, and determine timeframes.				
<b>6.3a. Annexation Study:</b> Complete an in-depth analysis and study of those lands that still need to be annexed into the City, along with improvements costs, phasing, and funding recommendations. Identify those parcels that have exhausted their time limits for annexation, and create specific annexation plans for those properties. Coordinate utility burials and streetscape improvements with any annexations plans.	<ul style="list-style-type: none"><li>Allows for sense of surety for new development</li><li>Promotes private development</li></ul>	Immediate	Over \$150,000	Low

