

## 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 one-way couplet ends between 5th Street SE and 8th Street SE, and south of this point US 287 returns to a single 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, 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 with newer development, thus creating an inconsistent streetscape. There are numerous utility poles and transmission lines and an abundance of signage along this section of the Corridor.

Zone 4 includes the Big Thompson River and abuts Fairgrounds Park, yet the Corridor could better 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. Uses north of the Big Thompson River include auto sales and storage that orient toward the highway. If uses in this area were oriented toward the Big Thompson River it would activate the river's edge. A redesign of the existing bridge over the Big Thompson River could 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 and is in need of revitalization. Reinvestment in some of the existing industrial and commercial sites could provide building space for new businesses. 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 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*



## CHALLENGES

- Existing land uses in the vicinity of the Big Thompson River are not taking full advantage of the opportunity to celebrate the river as a community asset.
- Uncertainty about flood hazards associated with the river has limited reinvestment opportunities for certain properties.
- Existing industrial uses to the east have deterred the development of new commercial development along the Corridor.
- The number of existing drive access points creates the potential for conflicts between autos and bicyclists and pedestrians.



*Big Thompson River Bridge*



*Multiple drive access points interrupt the sidewalk*



*Buildings located within the floodplain*





*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*

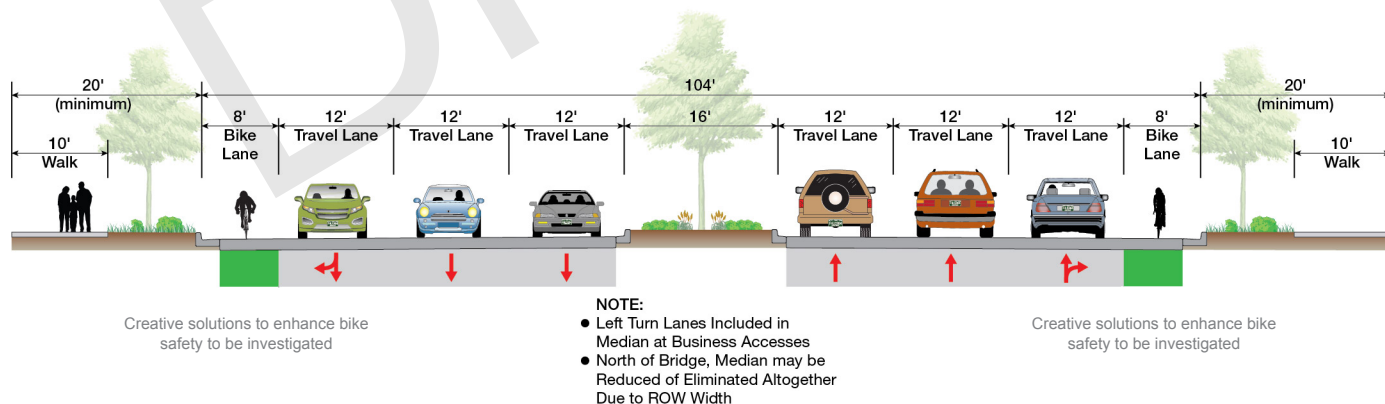
## OPPORTUNITIES

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

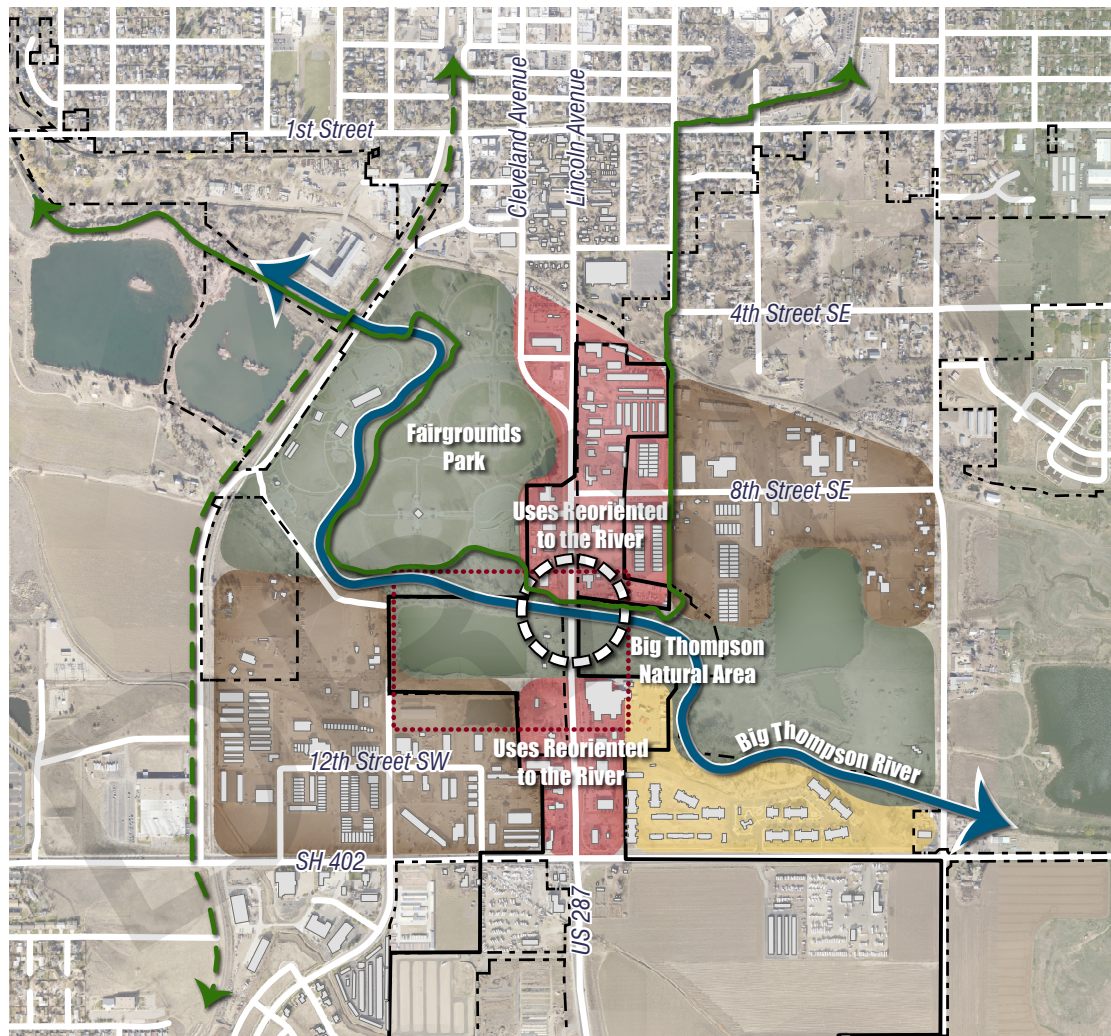
Create an enhanced Big Thompson River corridor, first and foremost through flood mitigation and protection, and subsequently, through the development of public spaces and amenities to make existing properties more attractive. Create riverfront sites that will attract new commercial development and improved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



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







**ZONE 4: 1ST STREET TO SH 402**

0 Miles 0.25 0.5

- |                      |                         |                      |                           |                            |               |
|----------------------|-------------------------|----------------------|---------------------------|----------------------------|---------------|
| ----- City Boundary  | ----- Corridor Boundary | ----- Existing Trail | ----- Proposed Trail      | ----- Waterway             | ----- Gateway |
| Red Retail / Service | Brown Light Industrial  | Yellow Residential   | Green Park / Natural Area | Red dashed circle Catalyst |               |

## 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.



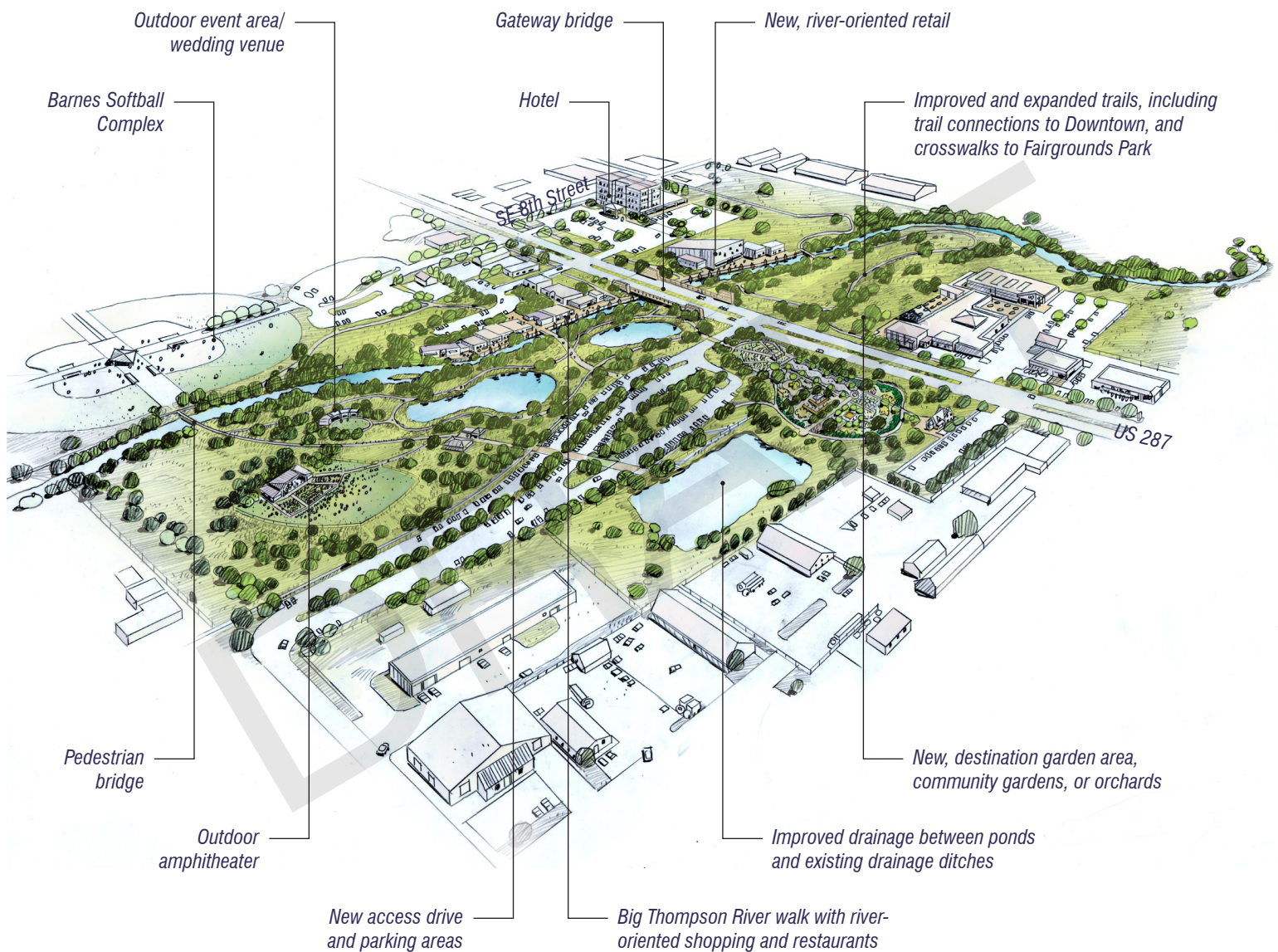
*Outdoor amphitheater*



*Example 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, as shown in the quadrant diagram at right.

### ACTIONS

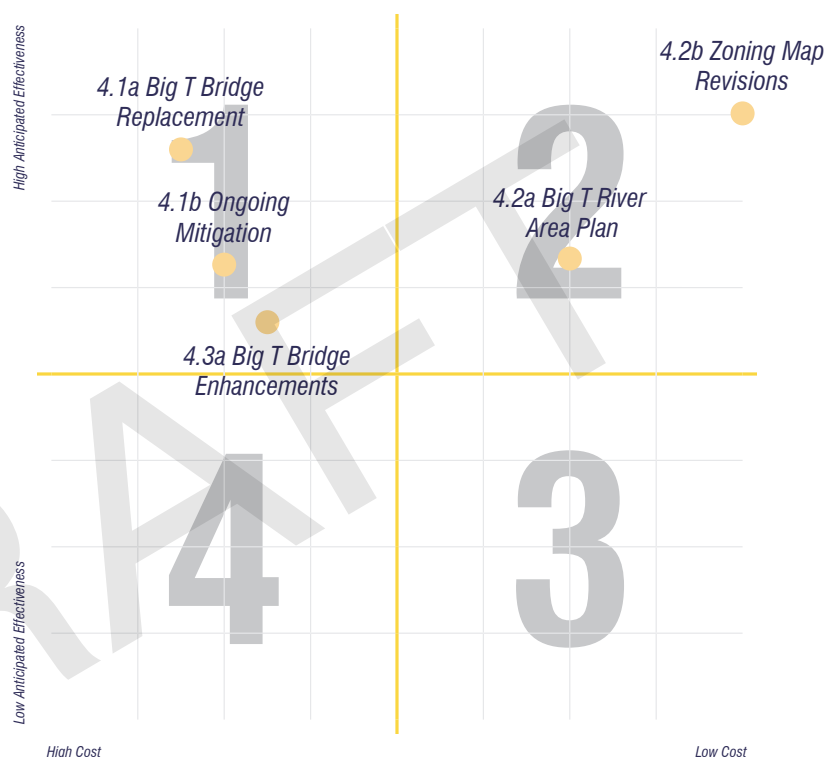
**4.1 Mitigate Flood Hazard.** Mitigate the flood hazard and reduce the possibility of future damage from flood events.

**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

DRAFT

# 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. The extension of City infrastructure, including water service, is necessary to support further development. Sidewalk facilities need to be constructed, except in the immediate vicinity of SH 402. Several pockets of county lands have frontage on 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. Based on these forecast demands, development of such a park is unlikely within the foreseeable future. If commercial zoning remains along the Corridor in this area, a scattered amount of commercial development may occur but will likely struggle to be successful and may preclude other opportunities. Zoning options for land uses other than commercial need to be provided 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*

## CHALLENGES

- The Zone is sparsely developed and includes several large vacant areas.
- There needs to be more households in the Zone to support new commercial uses.
- There needs to be a better east-west street network to improve connectivity.
- City infrastructure, including water and sewer, needs to be extended to facilitate development of approved projects.
- County enclaves need to be annexed into the City to facilitate the development of a cohesive land use pattern.



*Low-density housing*



*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*

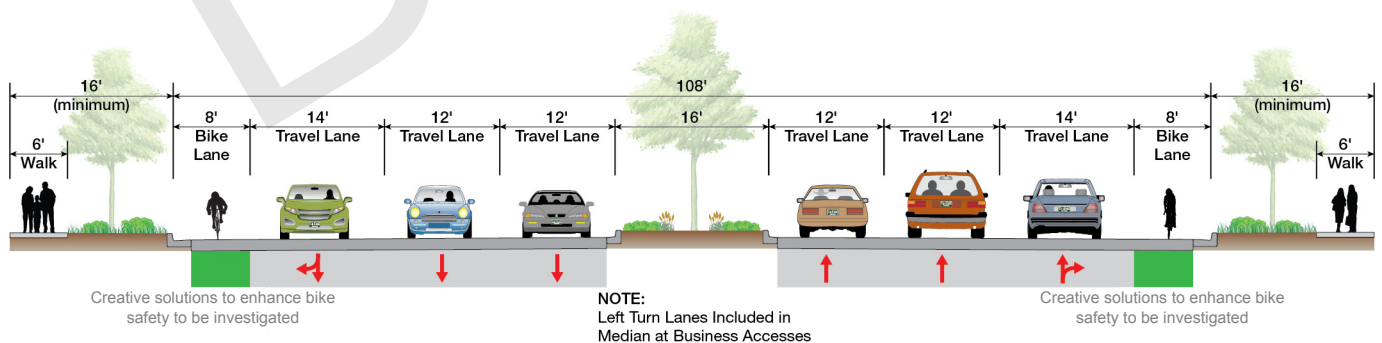
## OPPORTUNITIES

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

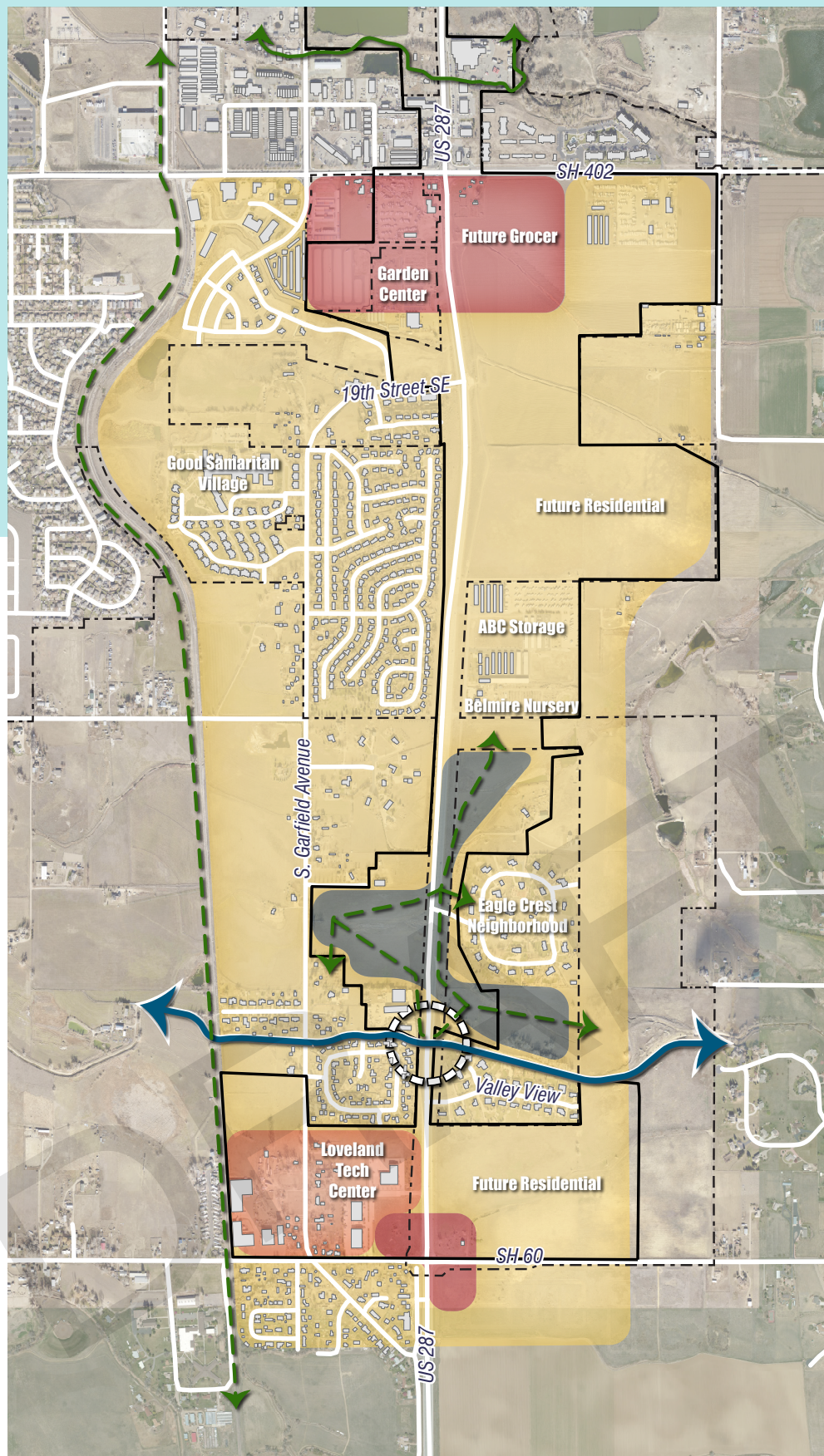
Concentrate future commercial and employment development and high-density residential development at SH 402 while maintaining and expanding low- and medium-density residential uses to the south.



*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 |
| ● Retail / Service | ● Employment        | ● Residential    | ● 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

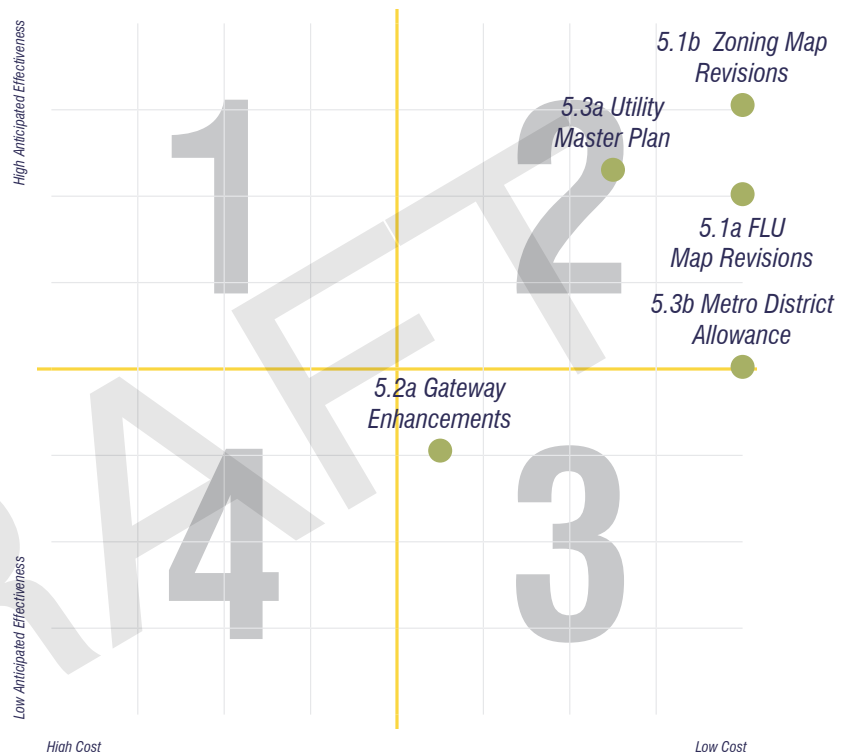
**5.1 Modify Future Land Use & Zoning.** Update the land use and zoning maps to encourage mixed use and residential development to support retail districts to the north and south.

**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. Large bodies of water constrain east-west mobility, resulting in Eisenhower Boulevard and SH 402 functioning as the primary east/west corridors. 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 service regional needs and are not well-connected to the neighborhoods that abut the Corridor. 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 and business performance.

Existing zoning regulations promote the pattern of wide setbacks between the street and buildings, with parking in front of buildings. The distance between buildings on either side of the street, combined with the majority of the buildings being single story, creates a scale that discourages pedestrian activity. A lack of sidewalks requires pedestrians to walk on or near the road, which is unsafe. The lack of bicycle facilities deters people from biking within the Corridor. Improving the existing transit service by reducing headways and expanding hours and days of service could reduce dependency on the automobile and therefore overall traffic congestion.

Consolidating curb cuts and removing obstacles like bus benches and utility poles from within the pedestrian pathway would improve multimodal accessibility and contribute to a more consistent streetscape character. Undergrounding utility poles and improving signage would reduce visual clutter in the streetscape. 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. The addition of street furnishings, like pedestrian lighting and banners, benches, and trash receptacles would make the Corridor a more pleasant, safe and convenient experience. Despite Glen Arbor Park and the "Winning the Iron Shirt" sculpture in the median at the southern edge of the Loveland Burial Park, more amenities celebrating Loveland's arts community would add visual interest to the streetscape.



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

- A more varied mix of land uses along the Corridor and consistent street character are needed to attract high quality development.
- More land is commercially zoned than can be supported by the market. Land use options, other than commercial, would facilitate reinvestment in developed properties and reduce leap frog development.
- Improvements are needed to pedestrian and bicycle infrastructure to provide for safe multimodal access along the highway.
- Annexing county parcels is necessary to facilitate cohesive land use planning.



*Auto-oriented uses along the Corridor*





*Commercial building with parking in front*



*Underutilized parking in commercial center*



*Missing sidewalks*



*Farmland along the highway*

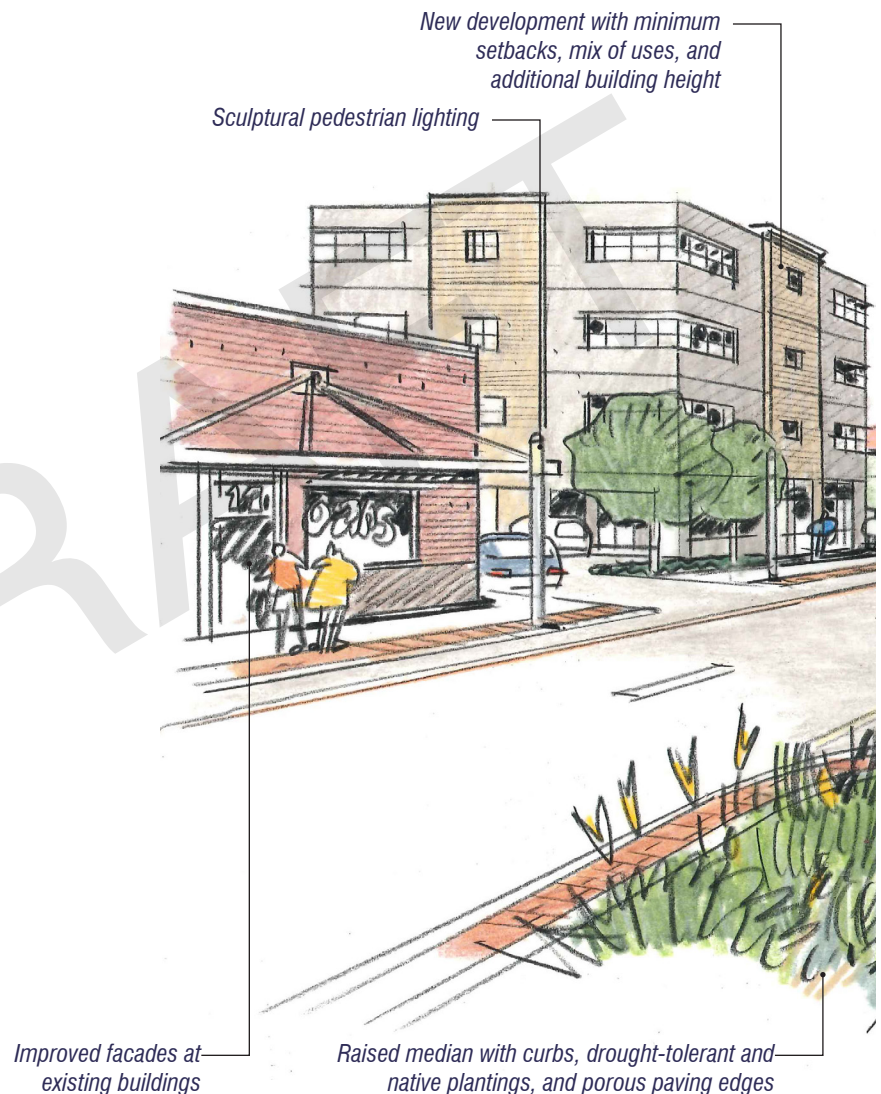
## OPPORTUNITIES

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

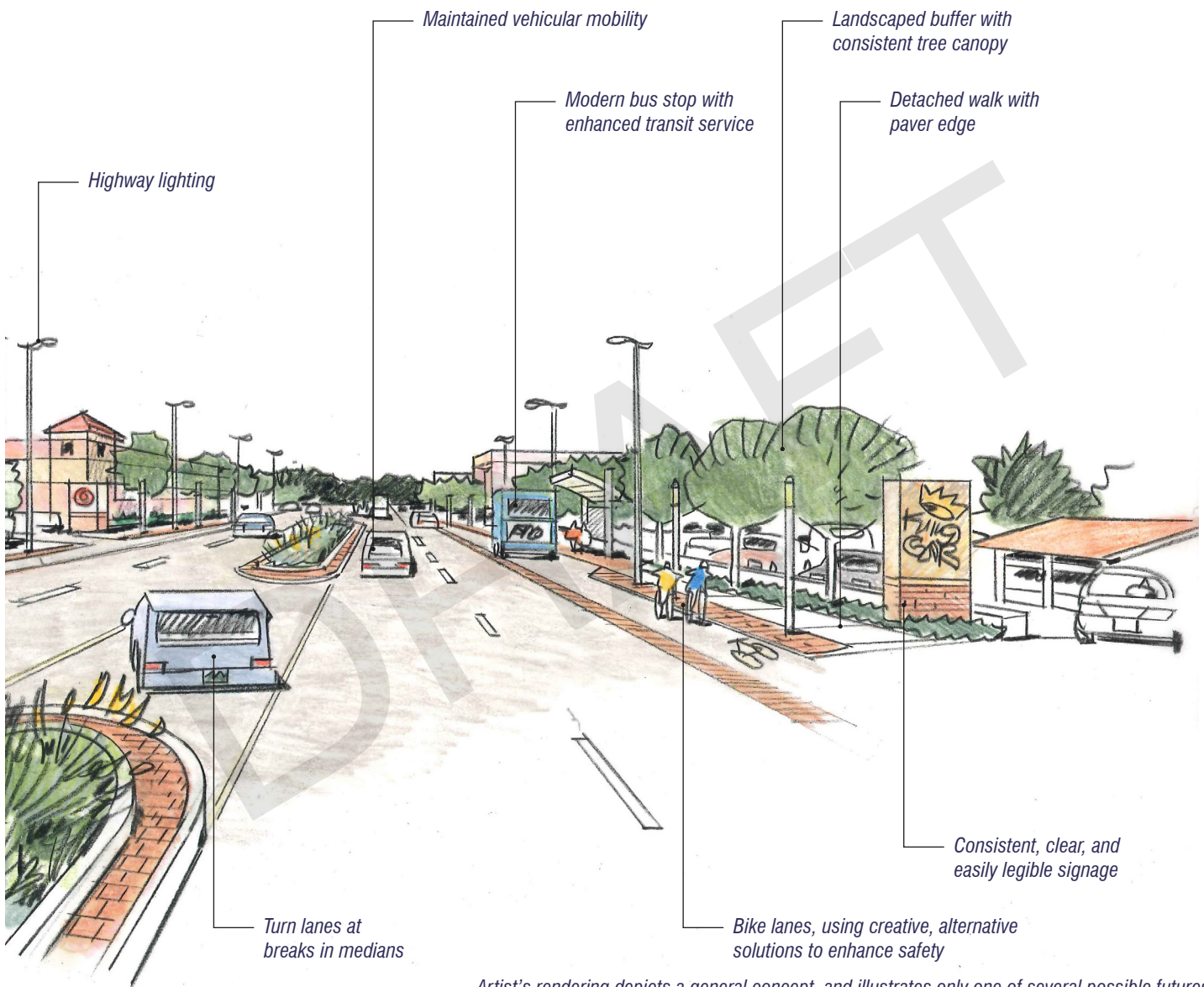
- Enhance the quality of the streetscape and buildings along the highway to improve the Corridor's image.
- Connect surrounding neighborhoods to the Corridor and create new mixed-use neighborhoods.
- Concentrate commercial uses in distinct nodes.

## 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

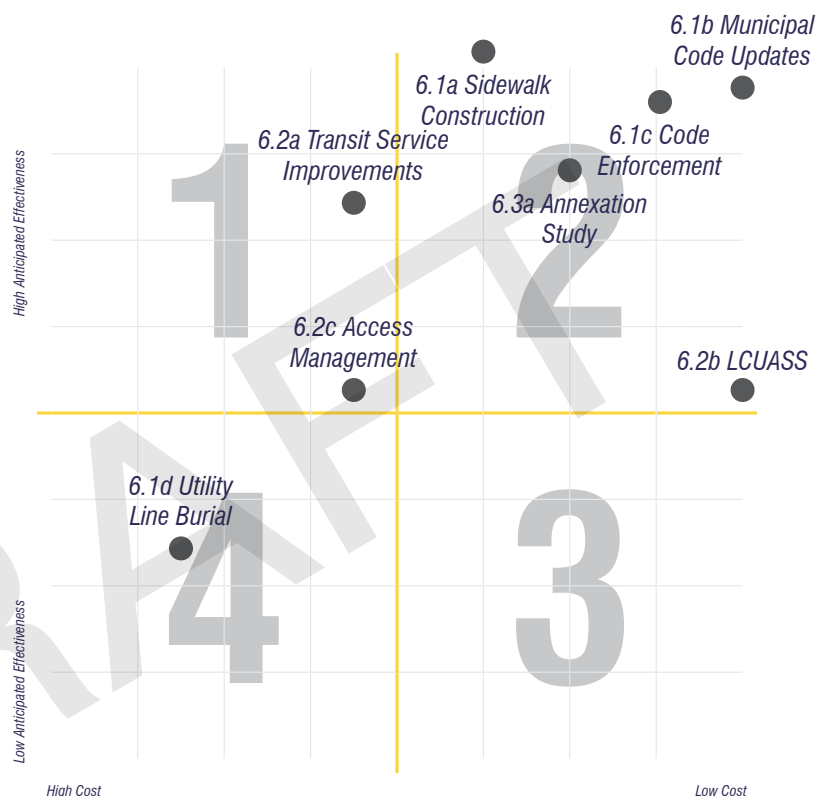
6.1 Improve Corridor-Wide Aesthetics.

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>	<ul style="list-style-type: none"> <li>• Improves the area's image</li> <li>• Facilitates a more consistent streetscape character</li> <li>• Encourages higher-intensity uses</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
<p><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.</p> <p>Coordinate with the in-progress underground conversion strategic plan and its expected completion next summer. Investigate the development of a comprehensive Downtown underground conversion strategic plan, which would include specific recommendations, timeframes, and phasing for utility burials, beginning with the planned redevelopments already underway, and extending through the Downtown area, primarily north of 15th Street. Coordinate with potential streetscape improvements, and vehicular travel lane reclamations as options for utility easement areas.</p>	<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.				
<p><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.</p> <p>Other improvements could include:</p> <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>	<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	<p>\$20,000 Real-time next bus information</p> <p>\$30,000 Smart Phone App</p> <p>\$20,000 Kiosks</p>	Medium
<p><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.</p>	<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>  Implement access management spacing standards per current City, County and CDOT access study standards. <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 rear access 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



# APPENDIX A. PUBLIC OUTREACH

## PUBLIC MEETING #1

26 February 2014, 7:00 - 9:00 AM, 11:00 - 1:00 PM, 4:00 - 6:00 PM; Loveland Public Library, Gertrude Scott Room

### OVERVIEW

On Wednesday, February 26<sup>th</sup>, 2014, the City of Loveland held its first set of public meetings for the Highway 287 Strategic Plan. To encourage public participation, the City sent email invites to City staff and committees; mailed over 800 postcards to property and business owners; posted flyers around town; and held three workshops, one in the morning, one during lunch, and one in the early evening to accommodate varying schedules. An article in the *Loveland Reporter-Herald* also provided meeting details. Over 40 people attended at least one of the three advertised workshops and over the subsequent two weeks, an additional 72 people visited the website, [www.287strategicplan.com](http://www.287strategicplan.com), and took the online survey.



### WHAT IS YOUR VISION FOR THE HIGHWAY 287 CORRIDOR?

Explore great streets from across Colorado, the nation, and the world. Discuss what makes these places memorable and how we can apply new ideas to the Highway 287 Corridor. Join us at one of our interactive sessions or participate online.

**WEDNESDAY, FEBRUARY 26, 2014**  
**LOVELAND LIBRARY - GERTRUDE SCOTT ROOM**  
**300 NORTH ADAMS AVENUE**

Choose from the following interactive sessions:

- 7:00 AM - 9:00 AM
- 11:00 AM - 1:00 PM
- 4:00 PM - 6:00 PM

Light refreshments will be served.

**[WWW.287STRATEGICPLAN.COM](http://WWW.287STRATEGICPLAN.COM)**

- Learn more about the project
- Take the streets survey
- Sign up for email updates
- View presentations

For more information, contact  
Bethany Clark at 970-962-2745 or  
[bethany.clark@cityofloveland.org](mailto:bethany.clark@cityofloveland.org).



Case Study Example - Kingshighway Boulevard, St. Louis, MO

During each of the two-hour workshops, attendees were encouraged to review a corridor map and several boards, including the project overview; process and schedule; project goals and objectives; and comments that have been heard so far. The main exercise at each workshop was a presentation, and instant polling of five great streets: North College Avenue: Fort Collins, CO; Euclid Avenue: Cleveland, OH; Quebec Street: Commerce City, CO; Kingshighway Boulevard: St. Louis, MO; and 2100 South/ Sugarhouse District: Salt Lake City, UT. Subsequent discussion of each corridor focused on what makes these places memorable, what characteristics enhance business opportunities, and how these new ideas can be applied to the Highway 287 Corridor.

## 287 STRATEGIC PLAN



### PUBLIC WORKSHOP #1

26 FEBRUARY 2014



[www.287strategicplan.com](http://www.287strategicplan.com)



### WORKSHOP PURPOSE

Explore great streets from across Colorado, the nation, and the world. Discuss what makes these places memorable, what of their characteristics enhance business opportunities, and how we can apply new ideas to the Highway 287 Corridor.

### WORKSHOP AGENDA

#### 1. Sign In

#### 1. Review Displayed Boards

#### 1. Participate in the Polling Presentations:

- Morning Event: 7:30 am
- Midday Event: 11:30 am
- Evening Event: 4:30 pm

### AFTER THE EVENT

#### Stay Updated:

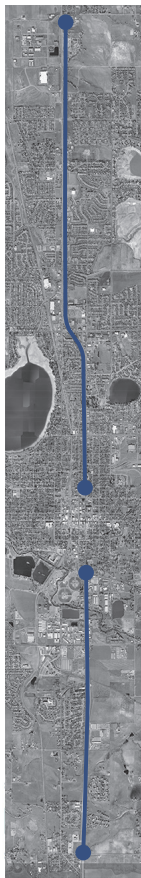
- [www.287strategicplan.com](http://www.287strategicplan.com)
- <http://www.facebook.com/>

#### Contact Us:

- [bethany.clark@cityofloveland.org](mailto:bethany.clark@cityofloveland.org)







## PROJECT OVERVIEW

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 Highway 287 Business Development Corridor 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 in July 2013 when the project was funded.

As one of the main corridors into Loveland’s downtown, the Highway 287 Corridor will serve as an important future growth area and has great potential for redevelopment and becoming a gateway to Downtown Loveland. The plan will serve as a guide for residents, property and business owners, developers, City staff, and elected officials in making good land use, design, and development decisions in the Corridor.

A key outcome of the plan will be an understanding of the Corridor’s competitive business position, and identifying the types and combination of supportable retail, office, and industrial space that can be retained and attracted to the corridor. The plan will also identify impediments associated with development and create strategies to facilitate redevelopment, attract private investment, and create a positive image through well designed streetscapes and high-quality development.

## PROCESS + SCHEDULE

The project began in November 2013 and is anticipated to finish in early summer 2014 with a City Council adoption hearing. Ongoing outreach to residents, businesses, employers, commuters and others will take place throughout the process to gain input and feedback.



### Get involved... and stay involved!

In addition to meetings and events, there will be many opportunities for you to offer thoughts, ideas, concerns, and other input throughout the process. At every step of the way there will be online activities and questionnaires to get your feedback on the vision for the 287 Corridor, alternative options, and opportunities to create the vision.

Please check the project website regularly for the latest updates, and be sure to attend our public open houses!

[www.287strategicplan.com](http://www.287strategicplan.com)



## PROJECT GOALS + OBJECTIVES

The Plan will primarily focus on strategies to spur additional economic development within and adjacent to the Corridor, and associated redevelopment opportunities.

The primary goals of the Strategic Plan are to:

- encourage and facilitate redevelopment;
- enhance business opportunities;
- 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; and
- create an identity for the City of Loveland and establish gateways to the City.



## WHAT WE'VE HEARD SO FAR

### Economic Development

Promote the economic health of the community through the maintenance, creation and diversification of business and employment opportunities that increase the area's standard of living.

- Focus on attracting businesses that operate within the Fort Collins and Loveland service areas.
- Capitalize on the Corridor's assets for light industrial and other businesses, such as accessibility, and high traffic volumes.
- Create new economic connections east-west to attract new businesses.

### Transportation

Provide multimodal connectivity along north-south and east-west routes while balancing vehicular mobility with enhanced opportunities for walking, bicycling, and taking transit.

- Enhance routes from adjacent neighborhoods to nodes.
- Create comfortable and aesthetically-pleasing streetscapes.
- Provide commuter bicycle routes that connect to east-west recreational paths and commercial areas on 287.
- Support existing plans to ultimately incorporate bike lanes within 287 ROW.

### Land Use

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

Assess existing zoning regulations to remove unnecessary obstacles to redevelopment and new business opportunities



## WHAT WE'VE HEARD SO FAR

### Community Design

Emphasize the enduring nature of high quality materials, architectural character, and site design that enhances Loveland's identity and increases the attractiveness of the Corridor.

- Create consistent code and design standards for the City and County that promote desired development.
- Capitalize on the Corridor's assets including rivers, parks, and mountain views.
- Identify ways to incorporate incremental changes along the Corridor.

### Natural Resources

Protect and capitalize on the parks and natural resources.

- Reclaim the Big Thompson floodplain.

### Cultural Resources

Preserve and increase the community's cultural resources, including its historical heritage.

- Consider repurposing historic resources for active uses.
- Incorporate public art.

### Plazas, Parks & Open Spaces

Include community gathering spaces and opportunities for passive and active recreation.

- Strengthen linkages among existing and future parks and open spaces.

### Public Safety

Minimize conflicts among transportation modes and maintain Highway 287's capacity as an efficient route for emergency responders.



## WHAT WE'VE HEARD SO FAR

### Public Engagement

Engage residents, business owners, and public officials in decision-making to ensure the City maintains its commitment to the long-term vision.

- Encourage input on development proposals.
- Solidify the City's commitment to change, as evidenced by Council's initiation of this Plan.
- Foster community pride.

### Regional Coordination

Coordinate implementation among City and County staff and elected officials, as well as economic development agencies and transportation organizations.

- Develop a 287 Working Group that will oversee plan implementation in the long-term.
- Abide by the inter-governmental agreement with Larimer County to annex, as appropriate, areas adjacent to the 287 Corridor.

### Community Health

Accommodate healthy eating and active living via opportunities for urban agriculture, farmers' markets, human-powered transportation, and recreational amenities.

### Funding

Establish ongoing funding for Corridor improvements and maintenance.

- Identify funding mechanisms to pay for public infrastructure.
- Purchase and consolidate parcels.
- Establish BID.
- Offer grants to businesses for façade improvements.





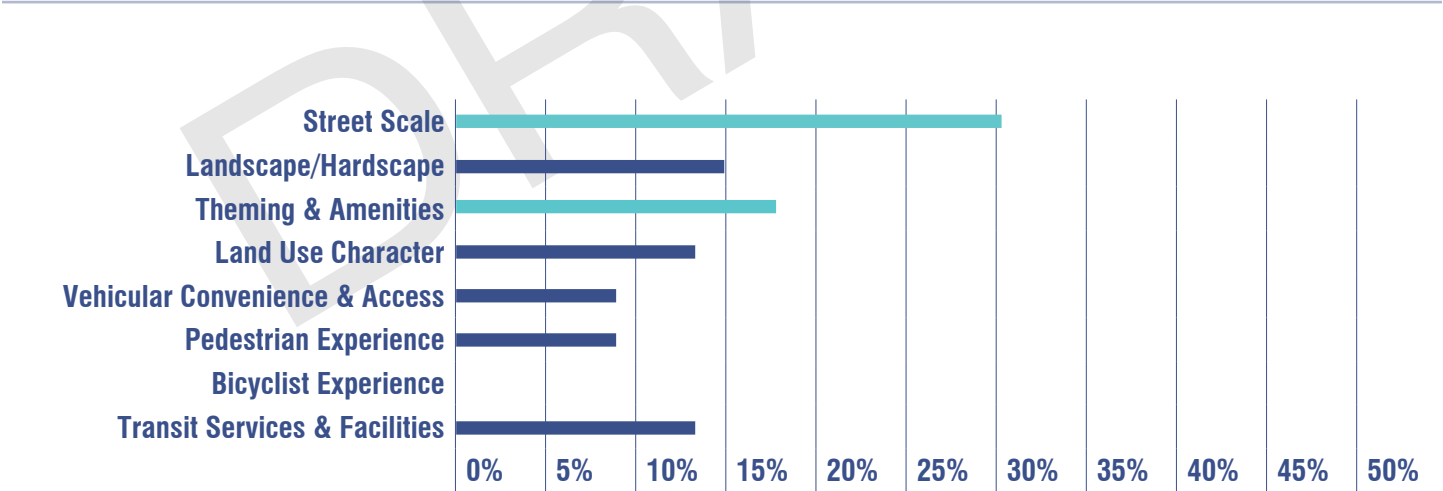
After learning about each street, meeting attendees voted on their favorite one, and then chose which two characteristics, from the list below, made them prefer that particular street.

1. Street Scale
2. Landscape / Hardscape
3. Theming & Amenities
4. Land Use Character
5. Vehicular Convenience & Access
6. Pedestrian Experience
7. Bicyclist Experience
8. Transit Service & Facilities

Among all respondents, 2100 South was the crowd favorite, followed closely by North College Avenue. Euclid Avenue and Kingshighway Boulevard tied for third place. Attendees selected 2100 South for its pedestrian street scale and its theming and amenities. The landscape / hardscape was the most attractive feature of North College Avenue and Kingshighway Boulevard, while Euclid Avenue was popular for its transit services and facilities. Results charts are provided on the following pages. The results from the polling and discussion formed the basis for the overall vision and initial economic strategies for the Corridor.



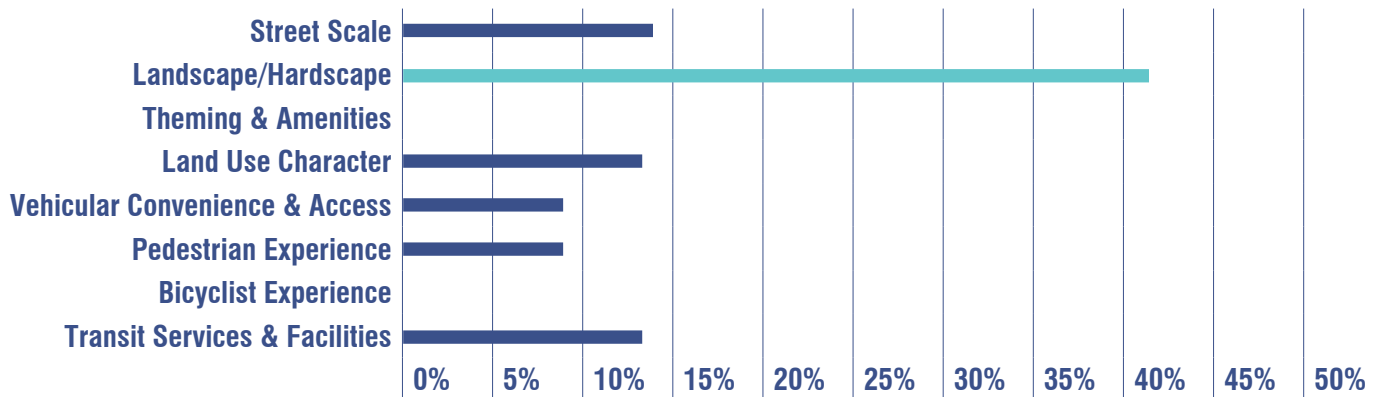
Favorite Street



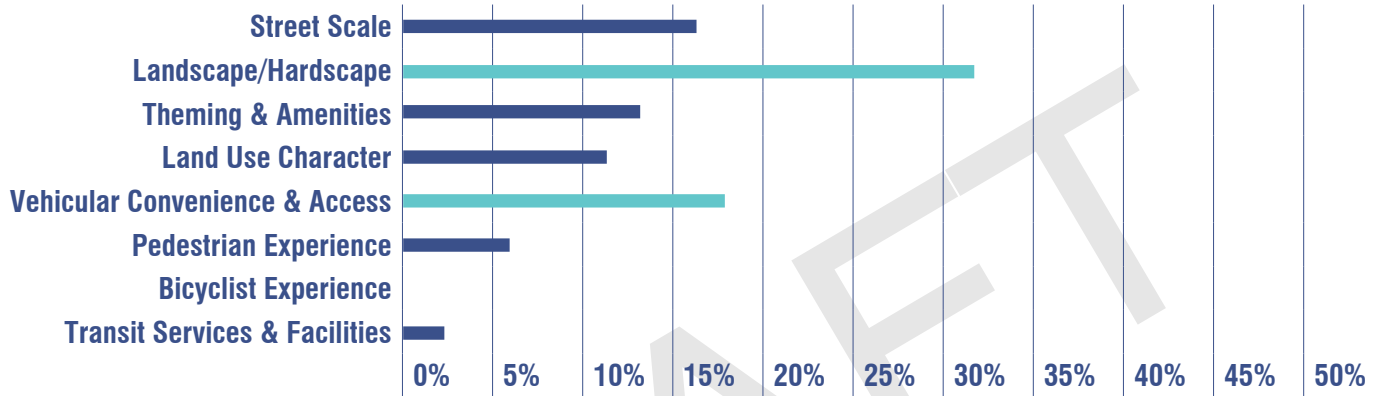
2100 South (Sugarhouse District)



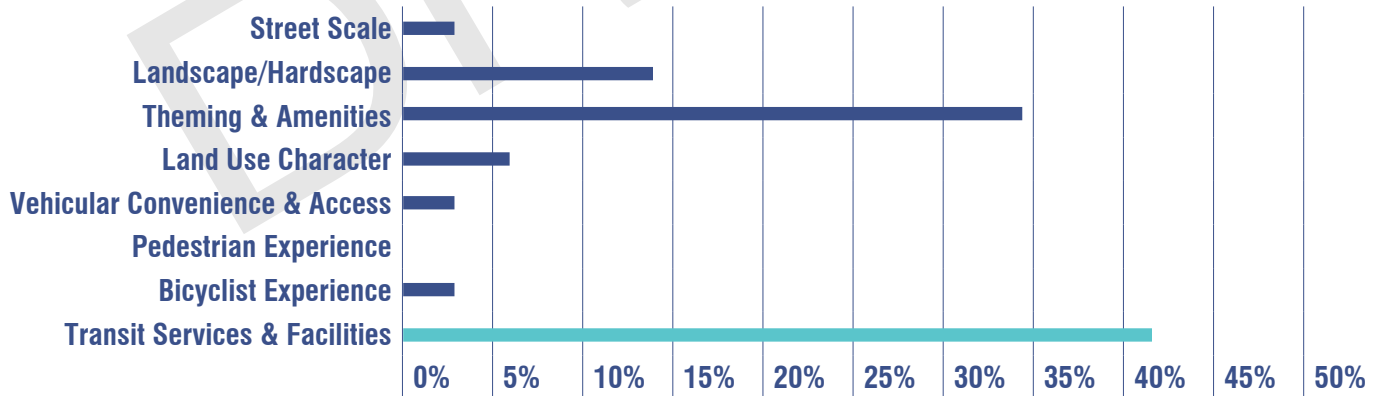




North College Avenue



Kingshighway Boulevard



Euclid Avenue

# INDIVIDUAL PROPERTY OWNER MEETINGS

## OVERVIEW

Over the summer of 2014, City staff and consultants met with individual property owners to discuss both the Orchards and the Big Thompson catalyst sites. Over the course of the summer, 15 property and business owners attended these meetings with positive reaction to improvements along the Corridor.

A second set of individual property owner meetings were held just prior to each of the last set of public meetings on Wednesday, May 27<sup>th</sup> and Thursday, May 28<sup>th</sup>. In general, property owners were very supportive of the concepts and actions presented, including redeveloping the 29th Street commercial node, creating a river district, and improving multimodal accessibility.

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# PUBLIC MEETING #2

## OVERVIEW

On Sunday, September 28th, the City of Loveland initiated the second set of public meetings in association with the Loveland Farmers' Market. This workshop was followed up with a second opportunity for comment at the Police Institute on Tuesday, October 7<sup>th</sup>. To encourage public participation, the City sent email invites to City staff, committees and the 287 email notification list; and mailed over 800 postcards to property and business owners. Over 100 people attended at least one of the two advertised workshops.

During each of the workshops, attendees were encouraged to review both opportunity maps for each zones of the Corridor, as well as economic strategies, action and sub-actions. Comments from these workshops helped to refine each of the sub-actions, and assisted the consultant team in the first prioritization exercise which defined the immediate action plan.





# ZONE 1



## PROBLEMS

- Large number of vacant businesses along 287 from 37th to 65th create gaps in destinations.
- Strength of Longview/Midway employment node on north end is not being adequately leveraged to generate more growth.

## ECONOMIC STRATEGY

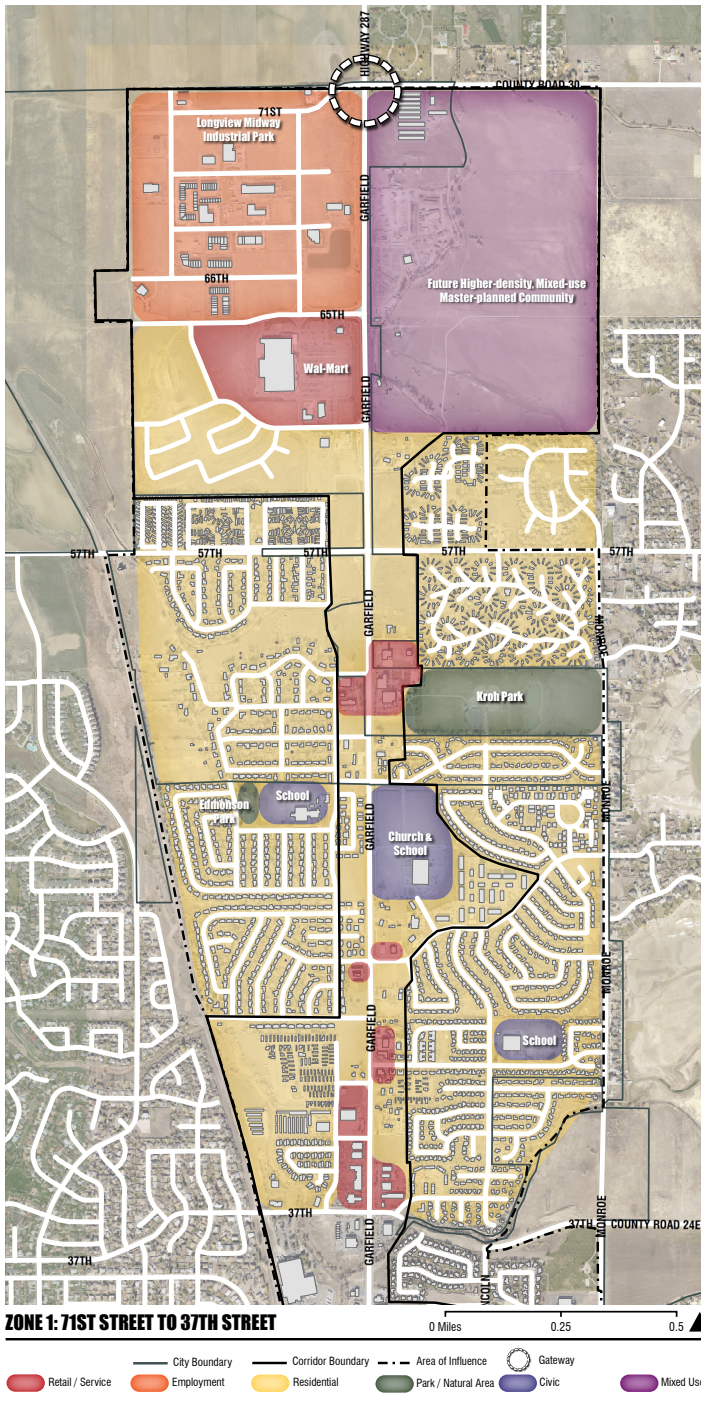
*Concentrate future commercial uses at 65th Street, and employment uses in Longview/Midway. Transition remaining corridor to community-oriented services and higher-density residential uses to create more coherent and better planned commercial nodes, and open vacant parcels to alternative development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

## ACTIONS

1.1 Update zoning code to encourage mixed use and residential development to support retail districts to the north and south.

1.2 Improve street section for multi-modal use.

1.3 Continue to leverage the existing employment concentration to attract more business.





## ZONE 2



### PROBLEMS

- 29th to 33rd area is the most viable commercial node in the corridor but the quality of the retail store mix is declining.
- One dimensional shopping experience consisting primarily of neighborhood retail and service uses.
- Shopping centers are aging and in need of reinvestment.
- Current regulations promote incremental, piecemeal improvements and are discouraging reinvestment.
- Confusing circulation and access between district shopping centers.

### ECONOMIC STRATEGY

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

### ACTIONS

- 2.1 Develop a commercial district revitalization plan to assist key underperforming businesses.
- 2.2 Formalize the street network at Orchards Center and Loveland Marketplace to create more commercial development sites, improve multi-modal access, and create a new entry.
- 2.3 Improve Dry Creek Bridge crossing to enhance pedestrian and bike access and increase flood capacity.



## ZONE 2



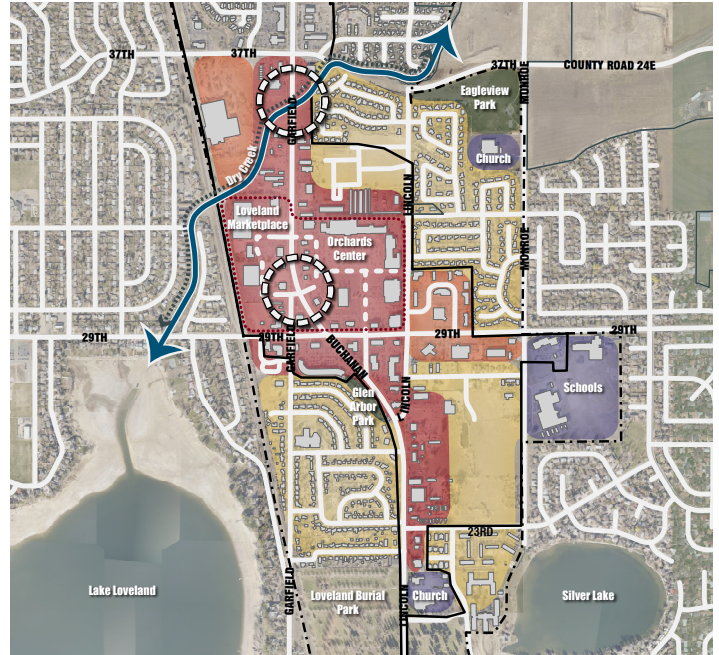
### ORCHARDS CATALYST CONCEPT



Drawing is conceptual and illustrates one of many possible futures.

### ACTIONS

- 2.4 Expand and diversify the mix of uses to create a mixed use activity center.
- 2.5 Commission a marketing study and plan to create a new brand for the area.
- 2.6 Develop site design standards that promote pedestrian-oriented development.



ZONE 2: 37TH STREET TO CEMETERY



## ZONE 3



### PROBLEMS

- An abundance of low value and underperforming auto-oriented uses.
- Numerous vacant businesses with substandard site dimensions and access for commercial uses.
- Poor pedestrian environment.
- Small, narrow frontages in separate ownership create too many drive access points.

### ECONOMIC STRATEGY

*Improve the couplet right of way to create more functional commercial sites and attract higher quality uses oriented to downtown and residents of surrounding neighborhoods.*

### ACTIONS

3.1 Improve the pedestrian environment and add bike lanes.

3.2 Update the zoning code and design standards to allow mixed use and residential development.

3.3 Create a redevelopment plan for Hwy 34 & Hwy 287 intersection as a key gateway into downtown, with intuitive wayfinding, and architecture and landscape enhancements.



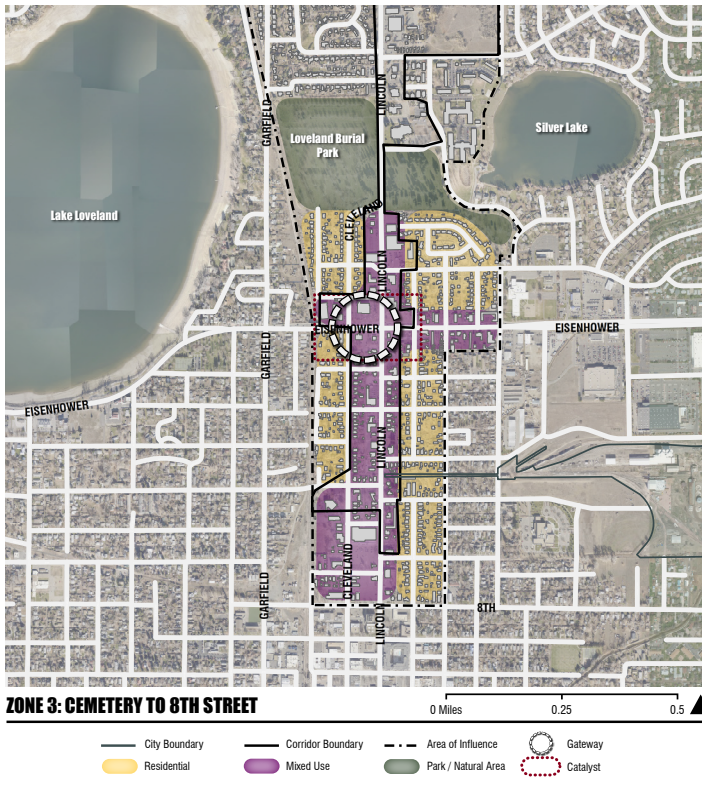
## ZONE 3



### HIGHWAY 34 (EISENHOWER) CATALYST CONCEPT



Drawing is conceptual and illustrates one of many possible futures.





## ZONE 4



### PROBLEMS

- Underutilized and low value commercial & industrial uses.
- Flood hazard has limited reinvestment opportunities for certain properties.
- Too many drive access points.
- Higher value commercial frontage development potentials are compromised by county industrial uses to the east.
- Area development does not capitalize on proximity to the river.

### ECONOMIC STRATEGY

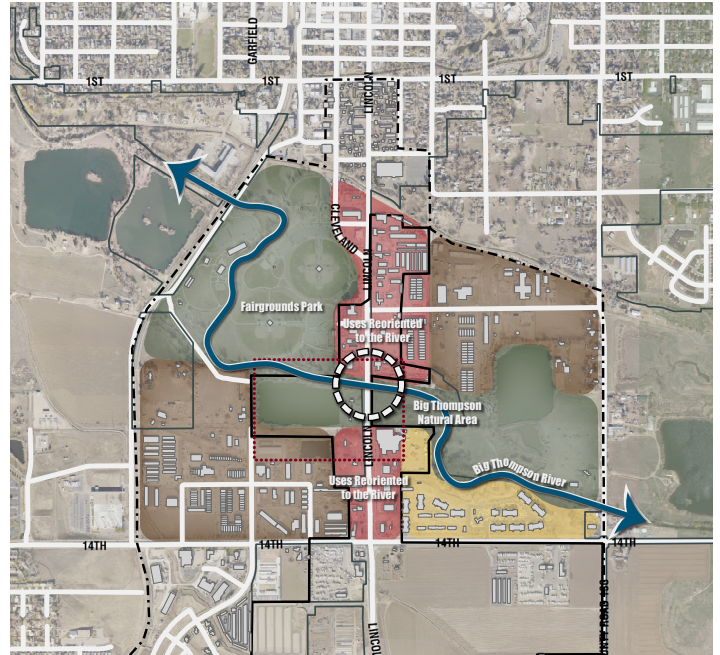
*Create an enhanced river corridor with public spaces and amenities that will attract new commercial development and make existing properties more attractive.*

### ACTIONS

4.1 Mitigate the flood hazard.

4.2 Create an urban renewal plan to capitalize on flood mitigation and convert Hwy 287 river crossing into a river district (i.e. Estes Park, Pueblo, Golden).

4.3 Improve bridge across Big Thompson River to help mitigate flooding and create a southern gateway to downtown.



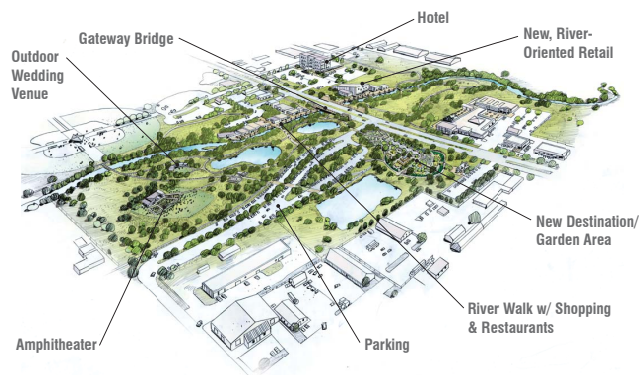
**ZONE 4: 1ST STREET TO 14TH STREET (SH 402)**



## ZONE 4



### BIG THOMPSON CATALYST CONCEPT



Drawing is conceptual and illustrates one of many possible futures.

## ZONE 5



### PROBLEMS

- Sparsely developed with large vacant areas.
- Insufficient households to support new commercial uses currently.
- Lack of coherent land use plan.
- Lack of street network – no connectivity.
- County enclaves that disrupt land use pattern.
- Lack of infrastructure – utility constraints.

### ECONOMIC STRATEGY

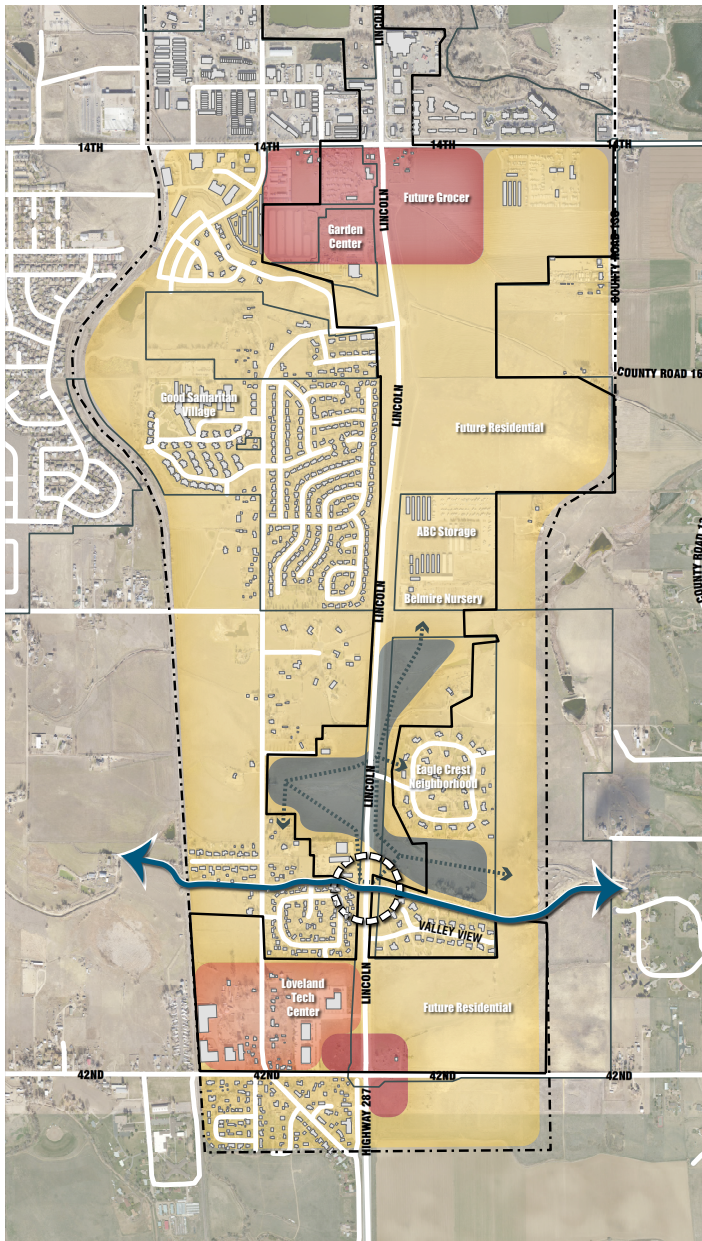
*Concentrate future commercial and employment opportunities and high density residential development at 14th Street/Hwy 402 while maintaining and expanding low and medium density residential uses to the south.*

### ACTIONS

5.1 Modify future land use map and zoning to focus on low/medium density residential development.

5.2 Create southern gateway into Loveland.

5.3 Promote development of larger master planned neighborhoods.



ZONE 5: 14TH STREET (SH 402) TO 42ND STREET

0 Miles 0.25 0.5

- |                  |                   |                   |                     |         |
|------------------|-------------------|-------------------|---------------------|---------|
| City Boundary    | Corridor Boundary | Area of Influence | Waterway            | Trails  |
| Retail / Service | Employment        | Residential       | Park / Natural Area | Gateway |

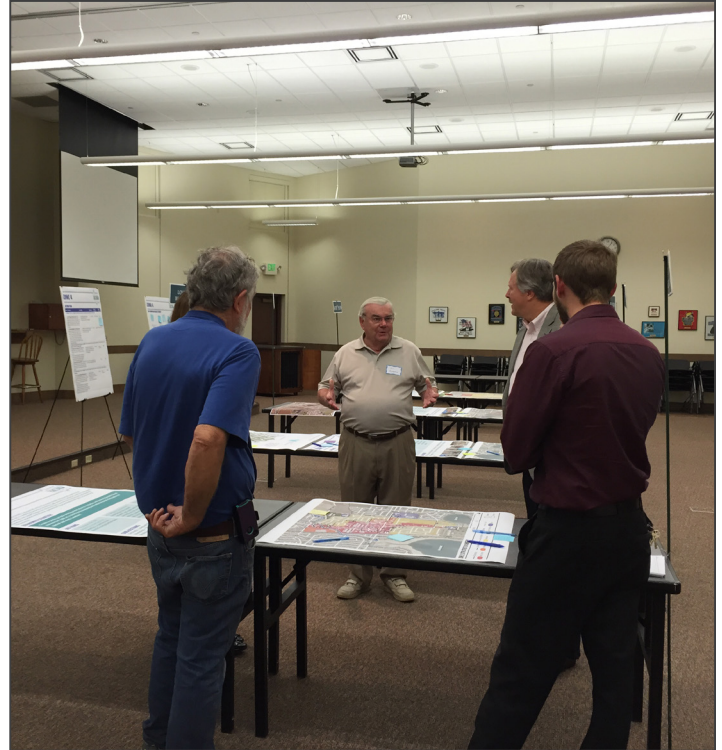


# PUBLIC MEETING #3

## OVERVIEW

On Wednesday, May 27<sup>th</sup> and Thursday, May 28<sup>th</sup>, the City of Loveland initiated the last set of public meetings at the Loveland Library and the Police Institute. To encourage public participation, the City sent email invites to City staff, committees and the 287 email notification list; and mailed over 800 postcards to property and business owners. Meetings with property owners preceded each of the workshops, and altogether, approximately 40 people attended.

During the workshops, attendees were asked to offer comment and feedback on the final plan, focusing on the Immediate Action Plan, most recently developed. In general, workshop participants were very supportive of the concepts and actions presented, including redeveloping the 29th Street commercial node, creating a river district, and improving multimodal accessibility.



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# APPENDIX B: EXISTING CONDITIONS AND ECONOMIC ANALYSIS

## STUDY AREA & AREA OF INFLUENCE

Highway 287 covers approximately 8 miles within Loveland’s city limits. For the purposes of the Strategic Plan, the Study Area is divided into northern and southern portions and excludes Downtown Loveland. While this is the City’s first strategic plan for development along Highway 287, several other plans have been completed for Downtown including the *Downtown Strategic Plan and Implementation Strategy* and the *Downtown Streets Master Plan*. Rather than duplicate the efforts of these plans, this Strategic Plan focuses on Highway 287 north and south of Downtown.

The northern portion of the Study Area extends from 71<sup>st</sup> Street / County Road 30 to 8<sup>th</sup> Street, while the southern portion of the Study Area extends from SE 5<sup>th</sup> Street to SE 42<sup>nd</sup> Street / County Road 14. To the west and east of Highway 287, the northern and southern Study Areas capture adjacent commercial, industrial, and employment properties, as well as those areas deemed development reserves. In total, the Study Area measures 1,647 acres consisting of 1,107 parcels. An Area of Influence surrounds the Study Area and includes mostly residential properties up to ½ mile from Highway 287, which influence demand for Corridor businesses and employment opportunities and require adequate access to Corridor commerce.

## EXISTING CONDITIONS

### Mobility

#### Overview

Highway 287 is both a regional highway for intercity travel while also providing the most convenient route for north/south vehicle-trips from one end of the City of Loveland to the other. As a federal highway, its function has a higher level of importance than simply intra- and intercity connectivity – it can be used as an alternate route to I-25, connecting to Fort Collins, Denver and beyond, and it can also be used for large-scale emergency evacuation. As such, Highway 287 will always have a high-level traffic mobility need and the flow of vehicles through the City of Loveland will always be a priority.

Although the design of US 287 varies significantly over its course through Loveland, it generally features 2 travel lanes in each direction, a median, and shoulders. At the northern and southern ends of the Corridor, US 287 is rural in character with rights of way over 130’, and in places, features a meandering sidewalk on the west detached at least 35’ from the road. Near the Orchards Shopping Center, a 110’ wide right of way accommodates three southbound travel lanes and four northbound lanes including left and right turn lanes and attached sidewalks. As it traverses through the heart of town, US 287 divides into a one-way couplet – Cleveland and Lincoln – with three travel lanes and sidewalks on both sides in an 80-foot cross section or less.

Current average daily traffic volumes on Highway 287 range from a low of 14,000 vehicles on the southern portion to a high of 28,000 vehicles near the Orchards Shopping Center. The City of Loveland 2035 Transportation Plan predicts that most of US 287 will remain a 4-lane facility with traffic volume projections for the year 2035 ranging from about 38,000 vehicles per day near SE 14th Street to over 40,000 vehicles per day north of Garfield Avenue.

Transit service in and through Loveland consists of the FLEX and the City of Loveland Transit (COLT). The FLEX is an intercity north/south regional bus route, governed by seven jurisdictions, that connects Regional Transportation District service along 287 from Denver to Longmont and northward to Berthoud, Loveland, and Fort Collins. The COLT provides local and paratransit service within city boundaries. The COLT operates with 1-hour headways from 6:38am to 6:37pm Monday through Friday and on Saturdays from 8:48am to 5:37pm. The FLEX and the COLT serve two existing transit stations on US 287, including the North Transfer Station at Orchards Center at 29th Street and the South Transit Center at 8th Street. Many bus stops include benches and shelters, but several lack sidewalks connecting them to each other or nearby origins and destinations.

Pedestrian facilities along US 287 are intermittent and sometimes non-existent. Long segments of US 287, particularly between SE 42nd Street and SE 14th Street, and about ¼ mile to the north and south of the 57th Avenue intersection, lack sidewalks. Comparably, bike lanes do not exist along any segment of US 287. There is some availability for bicyclists to use an existing shoulder, but these locations are intermittent and/or the shoulder area is less than ideal, narrowing to 4' wide at times. Bicyclists now must ride in or directly adjacent to a vehicle travel lane along US 287. While this approach might be sufficient for the experienced bicyclist, casual bicyclists are likely avoiding US 287 altogether, thereby seeking alternative routes with longer distances between origin and destination points.

The *City of Loveland Bicycle and Pedestrian Plan* proposes pedestrian and bicycle facility improvements as time and budget allows. Specific to US 287, the *Bicycle and Pedestrian Plan* identifies the construction of new sidewalks to fill in existing travel gaps, and bike lanes along the entire length of US 287 through the City. East-west bicycle facilities are also planned that would cross US 287 and connect to existing or proposed recreational trails and activity centers.

## Why It Matters

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. Lakes constrain east-west mobility forcing Eisenhower Boulevard and 14th Street to carry the majority of east-west traffic. A number of streets are currently experiencing significant congestion problems, including US 287 from the north end of the one-way couplet to 71st Street and numerous sections of Eisenhower Boulevard.

Highway 287 currently is not a well-balanced, multi-modal facility. A lack of pedestrian connectivity, including sidewalk gaps, disorients the pedestrian and requires pedestrians to walk on or near the road, which is unsafe. Alternatively, pedestrians must take longer, circuitous routes that impede walking and encourage driving. Similarly, the lack of bicycle facilities deters people from biking. Existing transit service has long headways, cuts off in the early evening, and isn't offered on Sundays, which limits its viability as an alternative to driving. Unfortunately, improvements to the transit system are unlikely in the near future due to limited federal funding, a decline in the City's general fund, and the lack of a regional transit authority, according to the *2035 Transportation Plan*.

Investment in pedestrian and bicycle facilities, however, can often reap dividends. According to the *Bicycle and Pedestrian Plan*, "Investment in the bicycle and pedestrian system also improves the City's economic vitality. The study, *Estimating the Employment Impacts of Pedestrian, Bicycle, and Road Infrastructure*, examined job creation data from 2008 provided by Baltimore, Maryland and found that pedestrian and bike infrastructure projects create 11 to 14 jobs per \$1 million of spending, while road infrastructure initiatives created 7 jobs per \$1 million of spending. The linkage between retaining young





professionals between 25 and 50, who are the primary income producers in a City, have an increased propensity to stay if there is a good bicycle and pedestrian system.”

Investment in transit infrastructure can also attract residents and stimulate economic development. In Cleveland, Ohio, the City spent \$170 million redesigning Euclid Avenue with Bus Rapid Transit, bike lanes and wide sidewalks. Since its completion in 2008, the BRT and associated improvements have garnered \$4.3 billion in economic development and increased bus ridership by 54%.

## What We’ve Heard

### Vehicular Mobility

- The Corridor is good for moving cars, but not pedestrians or bicyclists.
- The Corridor suffers from a lack of grid connectivity and parallel north/south corridors should be identified.
- Incorporate a roundabout at Orchard Shopping Center and Loveland Marketplace areas.
- Consider a road diet to slow down traffic through downtown.
- Create a central median with greenspace to allow for respite and more intuitive wayfinding (due to limited possible turn movements).
- Don’t create a raised median that limits business access.
- Address the surrounding grid (or lack of) in closing access (due to the lack of traditional grid connections).
- Adequately maintain any future improvements, including medians and landscaping, and provide a place to put snow.

### Pedestrian Mobility

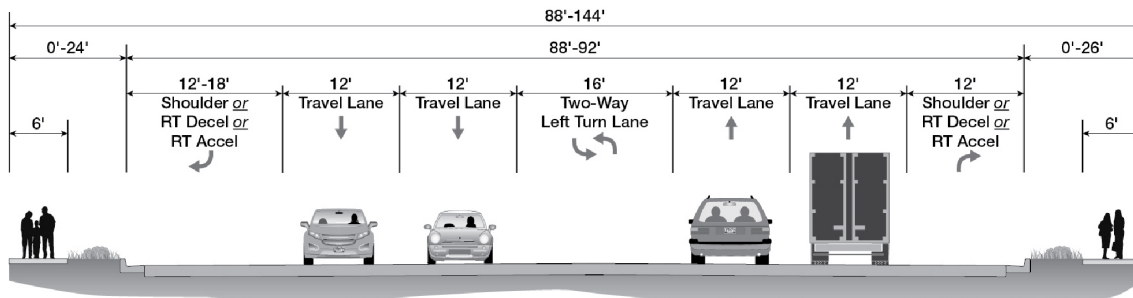
- Provide wide, detached sidewalks.
- Develop a pedestrian sidewalk / recreational trail between Big Thompson and Downtown.
- Minimize curb cuts to facilitate pedestrian mobility and lessen conflicts.
- Create a trail connecting the river to multifamily buildings north of SE 14th Street.
- Address access for people with special needs.

### Bicycle Mobility

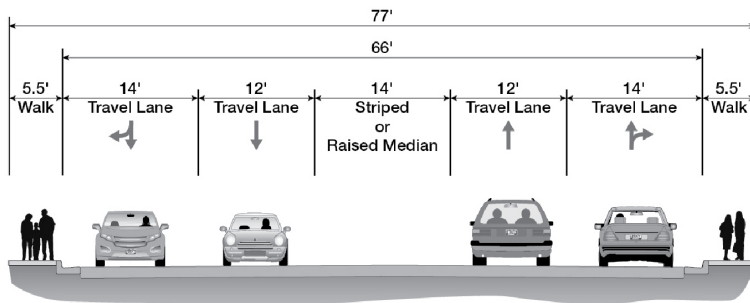
- Provide a bike lane on 287.
- Develop bike trails in the flood redevelopment area.
- Improve 402 bike accessibility to safely connect commuters to highway.

### Mobility

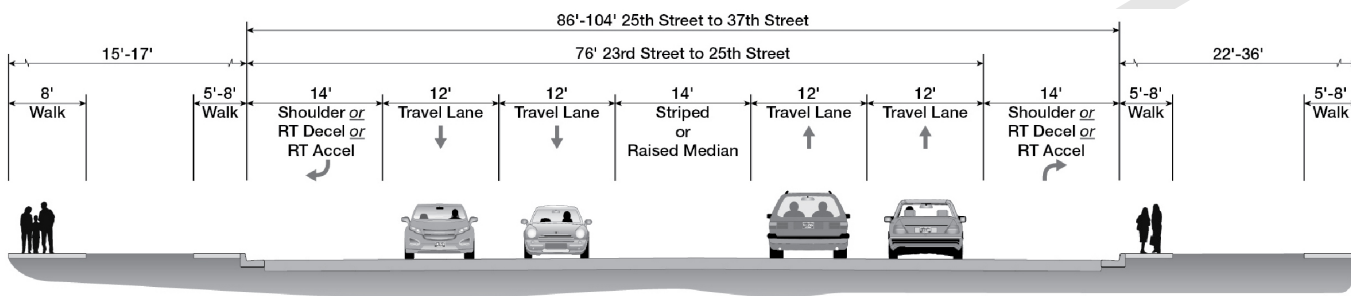
- Provide bus pulloffs to prevent queuing of cars at bus stops.
- Consider BRT on 287.
- Connect transit to the Fort Collins BRT at Harmony; an aging population will depend on transit.
- Build on changing attitudes surrounding high-frequency bus systems; build on success of flex bus from Loveland to Fort Collins; I-25.
- Integrate the long-run buses and short-run buses within the same area; more flexible than rail.
- Design bus stations to brand the area and help with wayfinding.
- Increase transit ridership.
- Make multimodal connectivity obvious, compact and efficient; focus on all aspects of multimodal.
- Include rail transit in the center of the highway, like Albuquerque to Santa Fe – use this example to connect to Broomfield future development.
- Work with non-profits & for-profits to develop alternate ways to provide point-to-point transportation



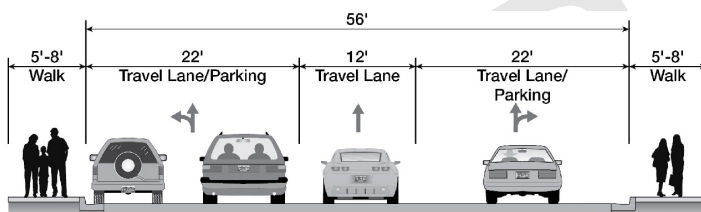
Zone 1 Existing Conditions. 37th Street to 71st Street



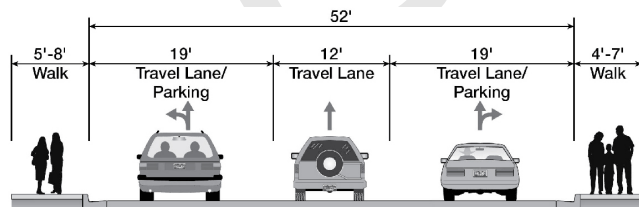
Zone 2. Cemetery to 23rd Street



Zone 2. 23rd Street to 37th Street

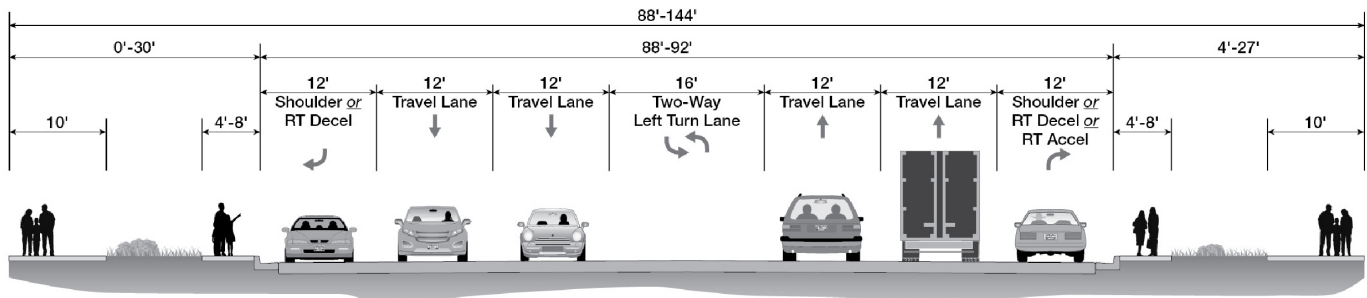


Zone 3. North of US 34

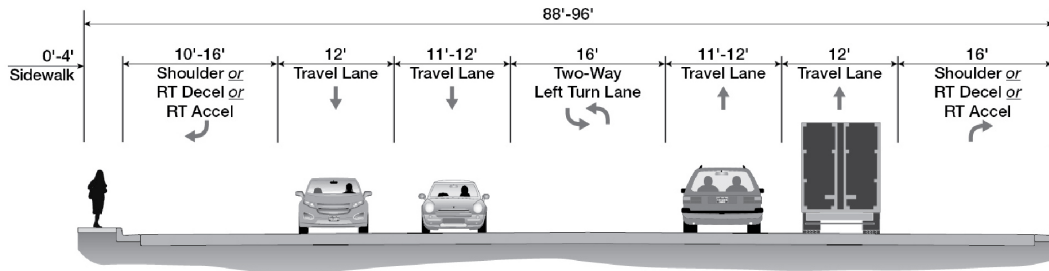


Zone 3. South of US 34





Zone 4 Existing Conditions. 14th Street (SH 402) to Cleveland Avenue



Zone 5 Existing Conditions. 42nd Street to 14th Street (SH 402)

## Highlights & Conclusions

- Due to Highway 287's role as the primary north-south transportation corridor in Loveland, the highway should accommodate pedestrians and bicyclists as conveniently as vehicular traffic.
- Pedestrian and bicyclist connectivity should extend from the Corridor into adjacent developments, including existing auto-oriented shopping centers.
- Due to safety concerns, design elements such as protected bike lanes and sidewalks with landscaped buffers should be implemented along the Corridor.
- Demand for transit between Loveland and Fort Collins is rising. To capitalize on existing transit improvements in Fort Collins, Loveland should further invest in its transit system.
- Several studies have demonstrated that multi-modal mobility contributes to economic development.

## Edge

### Overview

Edge conditions along Highway 287 vary considerably. In general, north of 57<sup>th</sup> and south of 14<sup>th</sup>, the edge is suburban to rural in character with large swaths of undeveloped land affording wide-open views, including excellent westward mountain vistas. Landscaping in these less developed areas trends toward unmanicured, semi-natural areas and farmland with a scattering of trees. The northern and southern gateways are largely undeveloped and lack a sense of arrival to Loveland.

As these ends transition toward downtown, the streetscape becomes more urbanized and enclosed by development, consisting primarily of one- and two-story strip and pad business establishments set behind parking lots; a node of big boxes outlining large parking reservoirs between 29<sup>th</sup> and 37<sup>th</sup> streets; and older homes, converted residences, and businesses abutting Lincoln and Cleveland streets north and south of Downtown. The prevalence of street trees and the Glen Arbor Park, Loveland Burial Park, Fairgrounds Park, and the Big Thompson River add green relief to central portions of the Corridor. Unfortunately, the 287 bridge over the river fails to accentuate the greenway as a character-defining recreational amenity.

As mentioned in the previous *Street* overview, the pedestrian environment suffers from inconsistent conditions throughout the Corridor. Sidewalks vary from nonexistent or one-sided in the lesser-developed ends of the Corridor to attached and detached segments in between. In the center of the Corridor where sidewalks do exist, the frequency of curb cuts significantly interrupts the pedestrian environment.

Business access density issues are especially concentrated between SE 5th Street and SE 8th Street, as well as between East 10th and East 16th streets on northbound Lincoln Ave. Within these areas, 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. On the other hand, the majority of densely clustered residential access points on southbound Cleveland Avenue between Highway 34 and East 12th Street are provided off an alley behind the residence, or through shared driveways that access Highway 287, which helps mitigate the density of access points.

Other obstacles, like bus benches and utility poles in the pedestrian pathway further limit walkability and contribute to an inconsistent streetscape character. The utility poles also, along with numerous pole-mounted and monument signs, create visual clutter in the streetscape. However, newer developments have provided incremental improvements to edge conditions, with detached sidewalks buffered by tree lawns, or attached sidewalks, and 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, with a gazebo and sculpture, and the Indian sculpture in the island at the southern edge of the cemetery, the corridor lacks focal points that add visual interest to the streetscape and / or facilitate public gathering spaces.

### Why It Matters

In general, the edge conditions along Highway 287 are not indicative of a high-quality commercial corridor that attracts businesses oriented toward multimodal streetscape activity. As regional businesses are lured toward Interstate 25, Highway 287 has the opportunity to redefine itself as a neighborhood-serving main street where people congregate not just for necessity, but because it's a great place they want to visit. Downtown will always be the cultural heart and entertainment epicenter of Loveland, but the central portion of Highway 287 could be an extension of Downtown, with an enhanced identity where daily needs are met within a convenient and attractive atmosphere.





Access control is an important component of improving edge conditions. The location and design of driveways and curb cuts impacts pedestrian and vehicular safety, streetscape activity, and the quality of adjacent development. The frequency of driveways and curb cuts allowing full-movement access along 287 slows throughput traffic while creating more opportunities for conflict. The CDOT *US287 Access Control Plan* for north of 29<sup>th</sup> Street recommends limiting the majority of full movement accesses to right-in, right-out or  $\frac{3}{4}$  access allowing left turns into a site. Consolidating driveways and constructing medians would facilitate access control and improve edge conditions, while north / south alleys or access roads from streets intersecting Highway 287 could provide alternatives to access directly off the highway. Existing businesses may be concerned that limiting access will negatively impact their sales, but subsequent enhancements to the streetscape would likely increase activity in the corridor.

In many other cities striving to revitalize aging commercial corridors, publicly-funded streetscape enhancements are often implemented as a means to attract development. Improvements to the streetscape, including vehicular access control, consistent sidewalks, gateway enhancements, street furnishings, banners, wayfinding signage, public art, outdoor seating areas and gathering spaces, and landscaping, help brand roadways as vibrant and successful. Street trees, in particular, play an important role in increasing safety, sales, and home and business values.

According to a 2006 study by Dan Burden, *22 Benefits of Urban Street Trees*, properly placed and spaced street trees have been found to increase both motorized traffic and pedestrian safety. The study also indicates that treescaped streets increase business income by 12% while business and home values command up to \$25,000 more than areas where street trees are nonexistent.

Aesthetic improvements make invested monies visible to passerby, and can subsequently affect and increase private investment. For example, Fort Collins, Colorado, spent millions enhancing edge conditions along North College Avenue, including drainage and floodplains improvements, which led to hundreds of millions in private development and redevelopment. In Pueblo, Colorado, the city revitalized the Arkansas River with an iconic bridge and riverwalk that has improved the city's image and attracted new businesses.

## What We've Heard

### Streetscape

- Create a streetscape that is attractive, calming and inviting.
- Provide energy-efficient lighting to enhance pedestrian security and reduce light pollution.
- Clean up the visual clutter along the Corridor, including signage and overhead utilities.
- Incorporate consistent building setbacks and streetscape styles where possible.

### Landscaping

- Include trees, grass and flowers to make the Corridor more attractive and memorable.
- Plant street trees to create a consistent street edge.
- Include landscaped medians.
- Utilize xeriscaping to minimize water needs.
- Remove curb cuts along the cemetery and put in a fence and pathways.

## Branding

- Extend and unify Loveland's strong character and identity throughout 287.
- Incorporate Loveland's sculptural/ art theming within medians and planting areas.
- Utilize banners and signage to create a consistent theme.
- Provide clear and readable signage.
- Implement a more formal gateway at 57<sup>th</sup> Street.

## Parking

- Improve parking access at the Orchards Shopping Center.
- Consider a frontage road along portions of 287 to provide diagonal parking near businesses and housing.
- Designate allowable street parking spaces at 1032 N. Lincoln location.

## Big Thompson River

- Provide parking, signage and maps along the Big Thompson recreational trail.
- Develop a new, enhanced bridge over the river and expand design elements along 287.

## Highlights & Conclusions

- The Big Thompson River is a significant natural amenity that should be capitalized upon to stimulate redevelopment in the southern portion of the corridor.
- Due to parking lots along the street and wide building setbacks, much of Highway 287 lacks a well-defined edge.
- Due to frequent curb cuts providing access to businesses, there are numerous potential points of conflict between motorists and pedestrians, and the city should improve access control.
- The streetscape along much of Highway 287 is cluttered with utilities and signage while lacking street furnishings and landscaping that create identity and encourage activity.
- Streetscape enhancements are often among the first steps undertaken by cities attempting to revitalize aging commercial corridors.

## Buildings

### Overview

The Study Area is largely defined by commercial buildings, as Highway 287 has historically been oriented toward retail and service establishments serving the local and regional community. The majority of commercial buildings consist of small-scale, single-story structures, including free-standing buildings and strip centers. Several parcels have a floor area ratio less than 0.2, indicating that the lot size is at least five times the building square footage. Similarly, several parcels have a land value that exceeds the building value. Additionally, many parcels are vacant, or devoid of buildings. Outside the Study Area, in the Area of Influence, residential development predominates, consisting of mobile homes, single-family dwellings, apartments and condominiums.

Building development within the Study Area, and throughout the City, is governed by the *Loveland Zoning Code*, which prescribes a variety of land uses within several defined zone districts. The *Zoning Code* contains site planning and landscaping requirements, as well as commercial and industrial architectural standards, which are intended to enhance the quality and compatibility of development.

About one-third of land in the Study Area, approximately 360 acres, is zoned for developing business, the majority of which is in the northern portion. Per the *Zoning Code*, the developing business district "is intended to provide for auto-oriented and auto-dependent uses, primarily along established commercial corridors of the City." The district requires buildings be set back at least 25' from the street right-of-way and limits building height to 40'.

Another one-third of land is zoned for planned unit developments, particularly in the southern Study Area, and can be uniquely zoned to allow for flexible and innovative residential, commercial and industrial uses. Almost 16% of the land is zoned industrial, all of which is in the southern portion, and can accommodate jobs in manufacturing, warehousing and distribution, among other low-intensity uses. Less than 10% is zoned for residential. About 5% is zoned for developing resources, which are only permitted by special review and include such uses as gardens and garden supply centers, parks, limestone extraction, drilling, and public utilities. Less than 1% is zoned for mixed-use development.

Since each zone district allows several uses, the *Loveland Future Land Use Plan Map* identifies which land uses are most desired in the long term and covers both developed and vacant parcels, and incorporated and unincorporated areas. Future commercial land uses, including community activity centers and corridor commercial, account for 40% of the Study Area and generally overlap the developing business, planned unit development, and industrial zone districts. Future employment uses account for just over 7% of the Study Area, located at the southern end of the Corridor. Future estate residential, and low, medium, and high-density residential uses represent 18% of the Study Area.

The remaining 34% of the Study Area is designated for a future land use referred to as Fort Collins – Loveland Plan. This area extends generally north of 57th Street to 71st Street, much of which is in Larimer County. Land uses in this area are guided by *The Plan for the Region Between Fort Collins and Loveland*, which includes strategies to retain the area's rural character and preserve open space.

The vast majority of land within the Study Area is privately owned and the only city-owned properties are a volunteer fire station and a sliver of land along the Big Thompson. City properties within the Area of Influence include Fairgrounds Park, the Big Thompson greenway, the cemetery, and Kroh Park, which features soccer fields, baseball diamonds, a playground, and a pond. Several pockets of land in the Area of Influence remain unincorporated, including residential developments north and south of 57<sup>th</sup> Street, much of the land south of 14<sup>th</sup> Street, and land along the Big Thompson. The Big Thompson floodplain covers a large swath of land in the southern Study Area and includes several buildings that were damaged during flooding in September 2013.

## Why It Matters

The distribution of commercial buildings and uses along much of the length of the 287 corridor affords adjacent residential neighborhoods the convenience of proximate goods and services. However, many of these uses are auto-oriented toward traffic along 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 287. Encouraging permeability between existing residences and businesses could stimulate activity in the corridor and redevelopment of underutilized parcels.

The fact that so many parcels have low floor area ratios and low building-to-land value ratios indicates a high potential for redevelopment. Unfortunately, existing zoning regulations encourage continuing the pattern of auto-oriented uses with wide setbacks between the street and buildings. 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. While the City's commercial and industrial architectural standards seek to elevate the quality of new buildings, the lack of pedestrian-oriented site development standards, such as zero setbacks, impedes transition of the corridor toward a more human scale.

The abundance of land zoned for planned unit developments also hinders revitalization of the 287 corridor. The inherent flexibility of PUDs reduces the predictability of future land uses, some of which may benefit revitalization more than others. The type and character of future development in unincorporated areas is also unknown, and out of city control. The City should aggressively pursue annexation of these lands to ensure their development complies with the City's future land use plan, which may need to be updated. According to the future land use plan, one third of the Study Area should comply with *The Plan for the Region Between Fort Collins and Loveland*, which was originally adopted in 1995 and updated in 2005. However, in the last 10 years, it seems the goals for this area have shifted, as evidenced by the recent development of Wal-Mart and surrounding businesses.

The flood hazard along the Big Thompson is also an impediment to redevelopment of the corridor in the southern Study Area. As the City continues to repair areas damaged in the September 2013 flood, there's a huge opportunity to improve flood control, expand the river greenway, enhance the bridge over the river, and reorient uses to this important natural amenity.

## What We've Heard

### Zoning

- Identify development hurdles that are inherent within existing zoning regulations.
- Increase the flexibility of zoning regulations.

### Design Standards

- Design standards should achieve development that is more appropriate for the Corridor without being more onerous for developers.
- Encourage building forward design, which is more aesthetic than parking lots that exist on 287.
- Consider setting back some buildings because the newer apartment buildings adjacent to the sidewalk are tall and overwhelming and it's difficult to identify businesses that abut the sidewalk.
- Develop design standards for the streetscape.

### Annexation

- Annex county land consistently, not on a piecemeal basis.
- Eliminate county enclaves within city boundaries.

### Mixed Use

- Provide a mix of uses with high density residential in the areas north and southeast of Orchards that are currently designated as high density residential in the land use plan.
- Create a mixed use – residential and commercial – transit corridor.

### Big Thompson River

- Implement more flood control on the Big Thompson River.
- Fix flooding problems: raise the bridge and widen the river channel.
- Enhance the bridge over the Big Thompson River and include a sign with the river's name.
- Expand the greenway along the river.
- Provide access and parking near recreational areas and trails along the Big Thompson River.

## Highlights & Conclusions

- Although the corridor contains a healthy mix of uses, the connections among them need to be strengthened to make it more convenient for residents and employees to support corridor businesses.
- The City should update its zoning code and develop appropriate site development and streetscape standards to promote a human-scale built environment that balances various uses and modes of transportation.
- The City should annex unincorporated lands to ensure their use and development are consistent with the City's vision for the 287 Corridor.
- Flood hazard mitigation along the Big Thompson River presents an excellent opportunity to achieve multiple objectives that would contribute to corridor redevelopment.



## Economic Development

### Overview

Total employment in the City of Loveland in 2011 was 29,423 jobs. Over 20 percent of the total jobs within Loveland are located within the Study Area along Highway 287. The largest industries in Loveland are Health Care and Social Assistance, Retail Trade, Manufacturing, Accommodation and Food Services, and Professional Technical Services, as shown in Table 1. Much of the employment along the 287 Corridor falls within these industries, specifically Health Care and Social Assistance, which accounts for 18 percent of existing jobs along the corridor. Retail trade and accommodation and food service account for over 25 percent of employment within the Study Area collectively.

Table 1. City of Loveland and 287 Corridor Major Industries

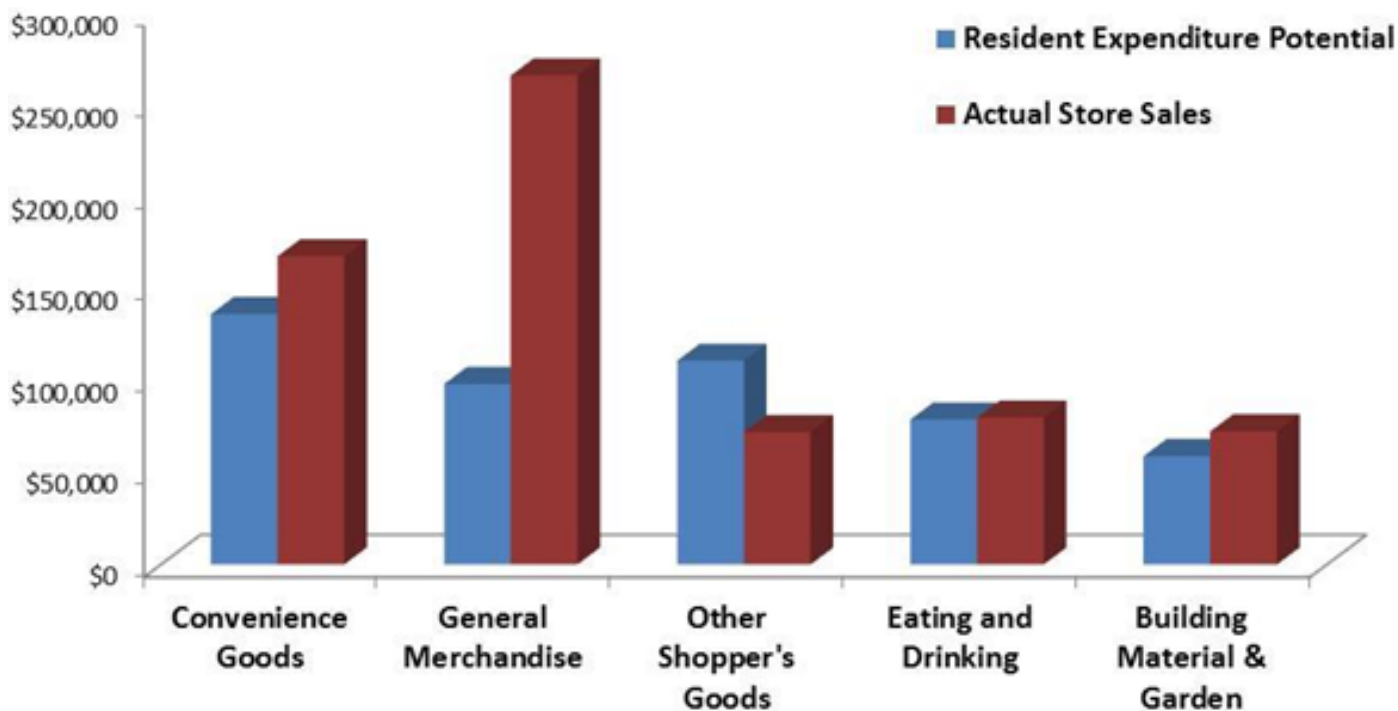
City of Loveland Industry	% of Jobs	287 Corridor Industry	% of Jobs
Health Care and Social Assistance	14.6%	Health Care and Social Assistance	18.0%
Retail Trade	12.0%	Retail Trade	15.5%
Manufacturing	10.3%	Manufacturing	12.1%
Accommodation and Food Service	9.1%	Accommodation and Food Service	10.8%
Professional, Scientific, and Technical Services	7.6%	Professional, Scientific, and Technical Services	7.4%

### Retail Development

There is approximately 1.4 million square feet of retail space within the Study Area, which is over 20 percent of the retail space in the City. The majority of the retail space is community and neighborhood retail space. Most of Loveland's regionally oriented retail uses are located along I-25.

The retail space along the 287 Corridor is mostly occupied with a vacancy rate of only 4.3 percent but leases at rates less than the City average, which may be due largely to the older age of retail space. The northern segment of the Study Area has the vast majority of the retail space centered on two major retail nodes at 29th Street and 65th Street. The 29th Street node is anchored by Loveland Marketplace, including Hobby Lobby, and the Orchards Shopping Center, which includes King Soopers, Office Depot, Jax Outdoor Gear, and Ace Hardware. The 65th Street node is anchored by a new 200,000 square foot Wal-Mart Supercenter. The 65th Street retail node was built prior to the economic recession of 2009 and 2010 and was likely planned to serve new residents of northern Loveland and southern Fort Collins. The southern segment of the Study Area has a minimal amount of retail space and no major retailers.

Retailers along the northern segment of the Study Area serve a trade area that includes the majority of residents in Loveland north of US-34 and west of Boyd Lake. The northern segment retailers account for 40 percent of sales within this trade area. For most major store categories, store sales in the trade area are higher than resident expenditure potential, which indicates that the stores attract shoppers from outside the trade area, as shown in Figure 1. There is currently unmet demand for grocery stores within the northern segment. The trade area is estimated to grow by 4,000 households in the next 10 years which will produce demand for a new grocery anchored neighborhood shopping center with size of 100,000 to 200,000 square feet. The existing King Soopers store is being expanded and will absorb some of this unmet demand. The new demand from future growth can likely be accommodated



within the two existing nodes along the northern segment either through redevelopment of older space at 29th Street or more likely through new development at the 65th Street node.

Figure 1. Northern Segment Expected Sales versus Actual Sales

The trade area for the southern segment of the Study Area has a relatively small number of households within it and only supports demand for locally serving retailers. Residents of the southern portion of Loveland are served mainly by the Thompson Valley Town Center, which is anchored by King Soopers. This center attracts sales from outside the southern portion of the City. Future demand for retail along the southern segment of the 287 Corridor is limited based on the expected population growth for the area, which is for predominately low density rural residential development and limited by large areas of open space lands. There is long term potential for a future neighborhood retail center if housing growth in this area of town is significant enough to support it. The intersection of Highway 287 and Highway 402 is planned for in the South Village PUD as a future mixed use development with 35 acres of neighborhood commercial land, which should absorb the retail demand from future growth.

## Office Development

The Study Area has 380,000 square feet of office space along it, which is mostly service office space with tenants such as banks, real estate offices, and insurance companies. The office space along the Corridor leases at an average of \$14.62 per square foot which is nearly five dollars less than the City average. Vacancy rates for office space are high with nearly 20 percent of office space currently vacant. Office demand along the corridor is limited only to service oriented office space users and there is a currently an oversupply of space. Future demand will be dependent on future demand for retail along the corridor and will occupy a small portion of the future retail space.

## Industrial Development

There is a significant amount of industrial and flex space within the Study Area, totaling 946,000 square feet. The industrial space in the Study Area rents for an average of \$7.73 per foot which is around the City average and has a relatively low vacancy rate.



On the northern end of the Highway 287 Corridor, north of 65th Street, a new business park is being developed with flex office/industrial space. This business location is optimal for business and commercial service uses serving the Loveland/Fort Collins market.

There is a collection of industrial buildings along the southern segment of 287, just south of downtown. Many of these buildings were built when they were a part of unincorporated Larimer County. The future demand for these spaces depends largely on the uses the City decides to allow south of downtown and along the Big Thompson River corridor. The majority of the existing space in the southern segment is old and outdated. The industrial space in this area could serve emerging manufacturing and industrial oriented companies in Loveland but would require reinvestment from future tenants/owners. Also, industrial space in this area may not support the activity occurring downtown and may need to be planned for uses that could be driven by downtown activity. There is demand for industrial space in Loveland and along the corridor, but the continued presence of industrial space in some portions of the corridor may not match the future vision and economic opportunities for portions of the corridor.

The future land use recommendations differ for the south and north segments of the corridor. Limited areas along the northern segment of the Study Area with industrial and flex spaces should be encouraged where industrial space is currently in demand. The industrial spaces along the southern segment may have served their useful life and should be planned for other uses.

## Why it Matters

The 287 Highway Corridor has traditionally been the business corridor in Loveland, anchored by Downtown. In recent decades, development and economic activity has migrated east to I-25 and along US 34. The majority of recent economic activity has occurred along I-25 including the development of the new Poudre Valley Hospital, Centerra development, the Larimer County Fairgrounds and Budweiser Event Center, and the expansion of the activity at the Fort Collins/Loveland Airport. These recent projects have shifted the economic role of the 287 Corridor within Loveland. The 287 Corridor, along with US-34, now primarily serves as the everyday retail, service and entertainment locations for the majority of Loveland residents.

The Corridor has the potential to function better as an everyday commercial center for the City if the corridor is better organized within defined areas, as well as, oriented and connected to the surrounding neighborhoods instead of the regional automobile traffic that has traditionally driven its growth.

Loveland has targeted economic development industries which include creative and innovation industries, arts and culture, clean energy, health care, aerospace/aviation, and bio-science. There are areas within Loveland that are well positioned to attract businesses in these industries. Understanding the 287 Corridor's strengths in context with the City's target industries and other economic opportunities is essential to guiding its future development and redevelopment. The 287 Corridor needs to position itself to serve as the service, commerce, and entertainment spine of the community anchored by the existing retail nodes along the corridor and downtown. The corridor and downtown are positioned to attract business within the City's targeted industries, specifically businesses in the creative and innovation industries, arts and culture, and health care services, as well as retail, food and beverage and entertainment uses.

## What We've Heard

### Image

- If public safety and aesthetics are improved, economic development will improve.
- Encourage activity along the corridor.
- Work with private enterprise to update and maintain commercial infrastructure.
- Identify an approach to dealing with abandoned properties.

### Mobility

- Capitalize on the traffic volume of 20,000 vehicles per day.
- Incorporate bike lanes on 287 to enhance economic development.

### Development Intensity

- Identify appropriate areas to rezone for increased density.
- Discourage development of single-family housing along the corridor while incentivizing development of high-density housing.

## Market

- Capitalize on businesses that work in Loveland and Fort Collins.
- Enhance east-west economic connections.
- Redevelop Buchanan and 29th as a commercial hub.

## Incentivizing Development

- City should initiate change along the Corridor and not wait for developers.
- Provide a streamlined development review process.
- Create an Urban Renewal Authority or Downtown Development Authority in order to promote development with tax increment financing.
- Fund infrastructure improvements through the City fund.
- Assemble properties to make sites more attractive for development as many properties are too narrow and too shallow to accommodate new development.
- Offset costs of development/redevelopment – there is interest for developing within the corridor, but the costs to bring some properties up to current standards are too high.

## Utilities

- Identify clear districts and policies for the provision of future water and sewer services.

## Highlights & Conclusions

- As regional retailers continue to be drawn to I-25, the 287 Corridor should focus on maintaining and attracting community serving retail uses, with particular emphasis on enhancing the existing commercial nodes at 29<sup>th</sup> and 65<sup>th</sup> streets.
- To make the 29<sup>th</sup> and 65<sup>th</sup> street shopping centers more accessible and successful, local connectivity should be enhanced from residential neighborhoods along the corridor.
- Due to demand for a grocer in the northern section of the Study Area, the City should identify and market opportunities within the 29<sup>th</sup> or 65<sup>th</sup> street centers.
- The prevalence of outdated industrial and flex space south of downtown is unlikely to serve the needs of new industrial users and may be incompatible with future downtown development, so the City should plan for transition in the area.





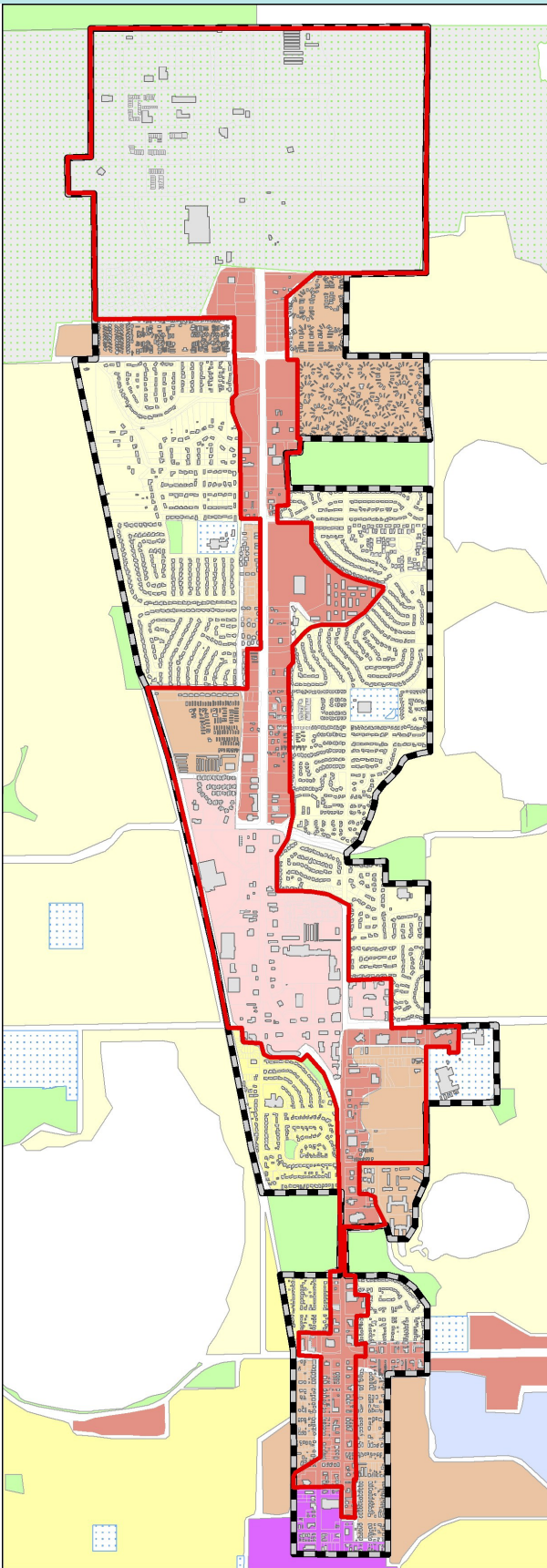
## APPENDIX C. ANALYSIS MAPS

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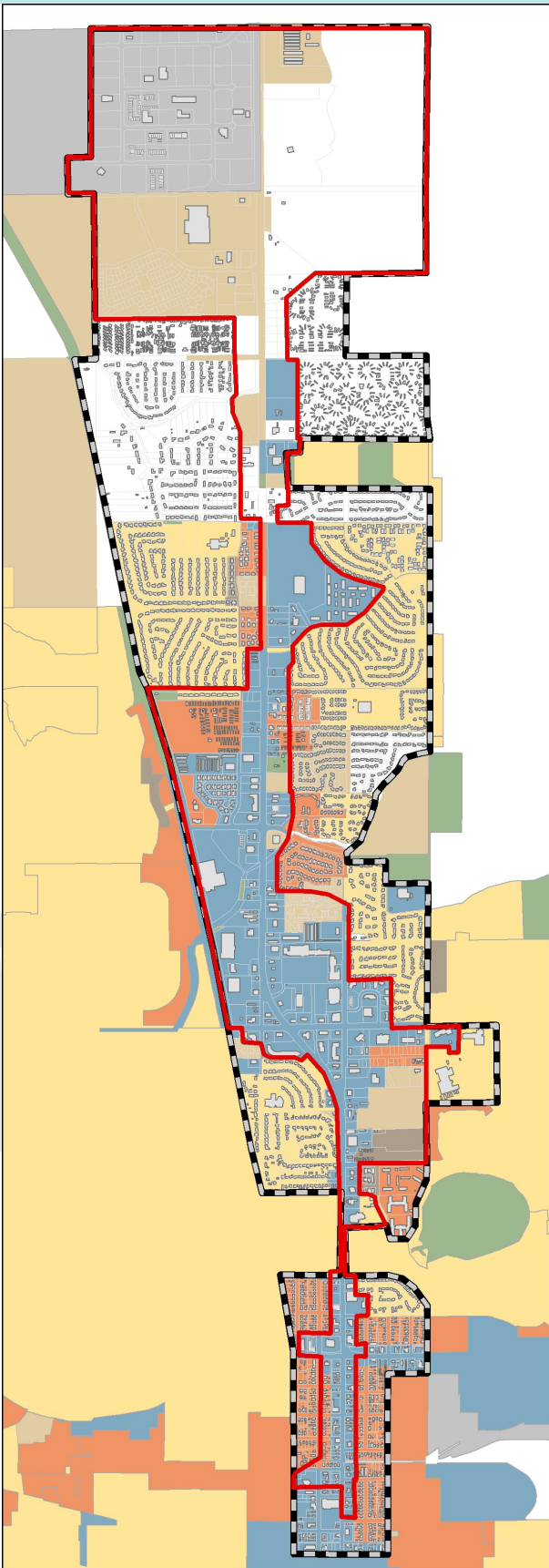
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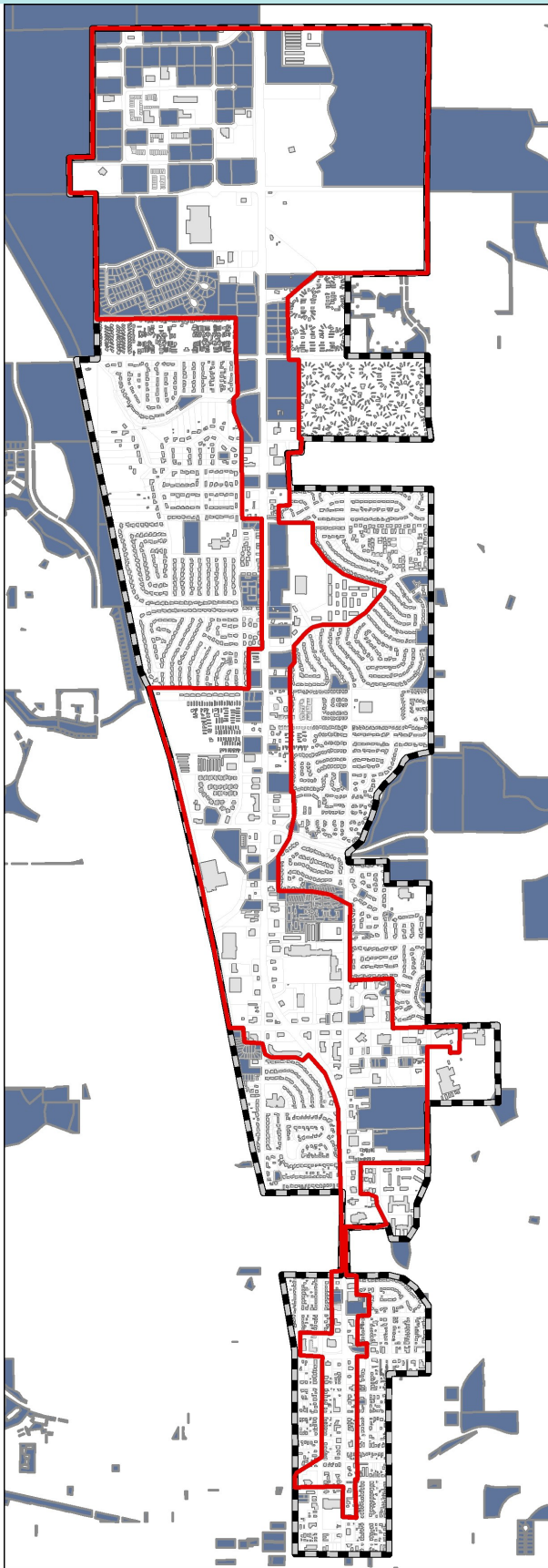




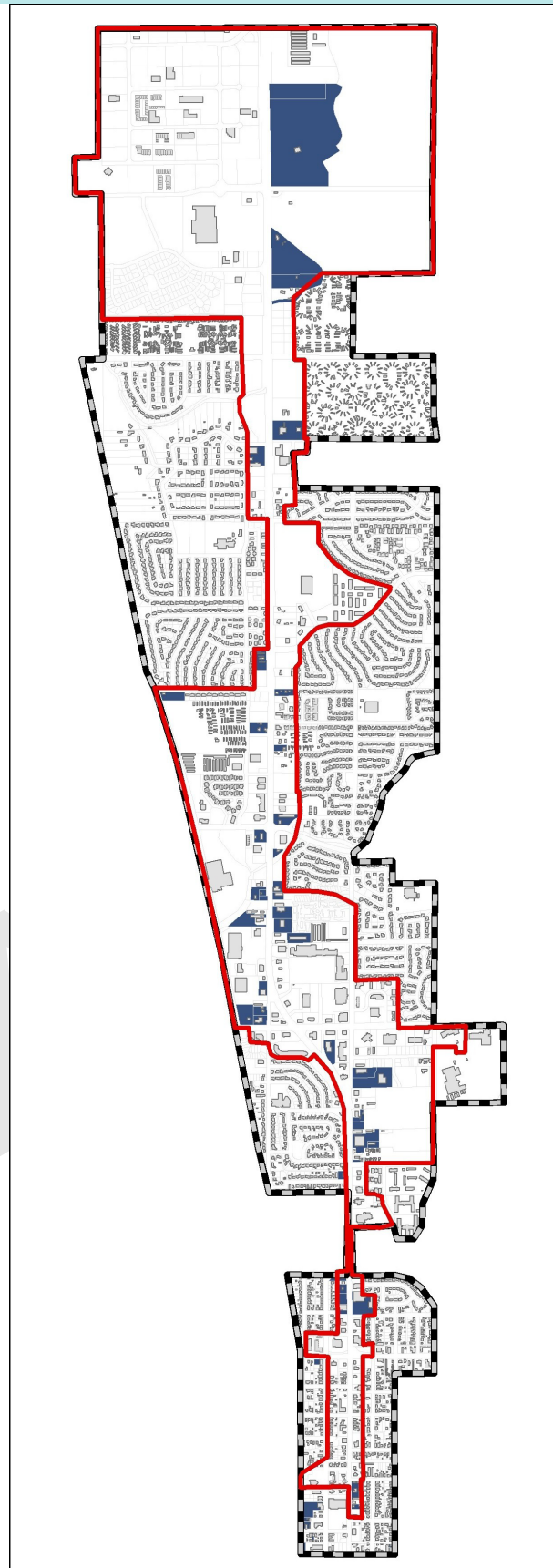
Land Use, North



Zoning, North

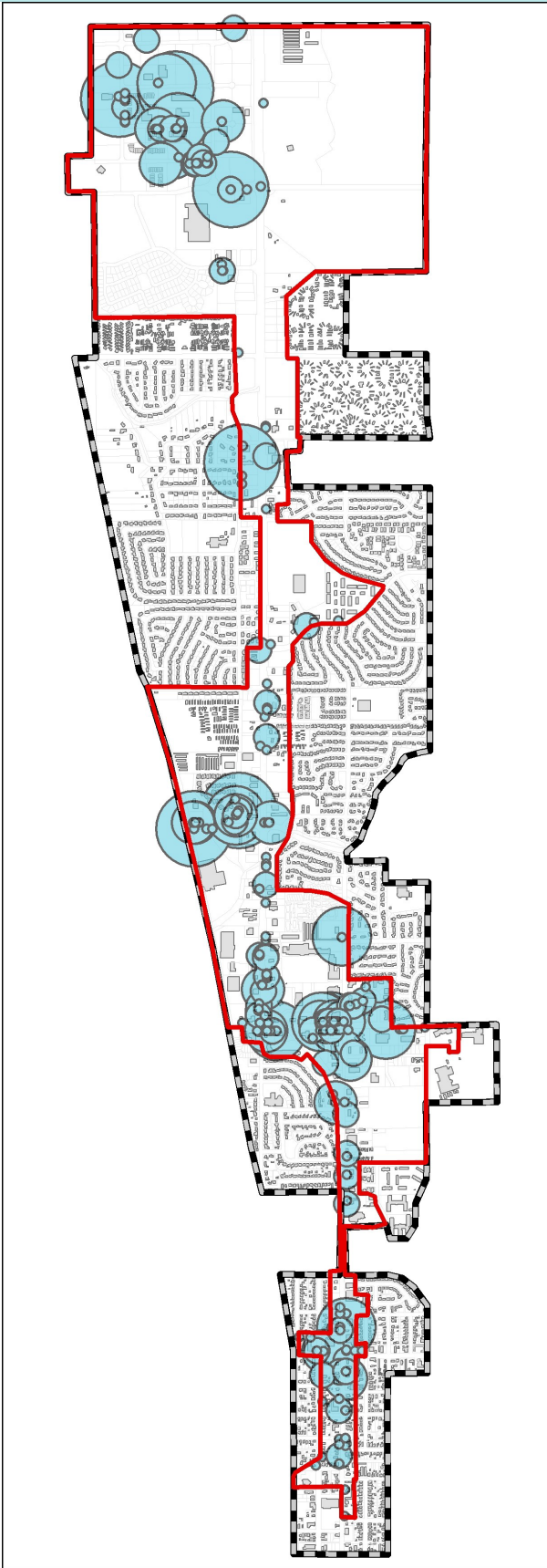


Vacant Parcels, North

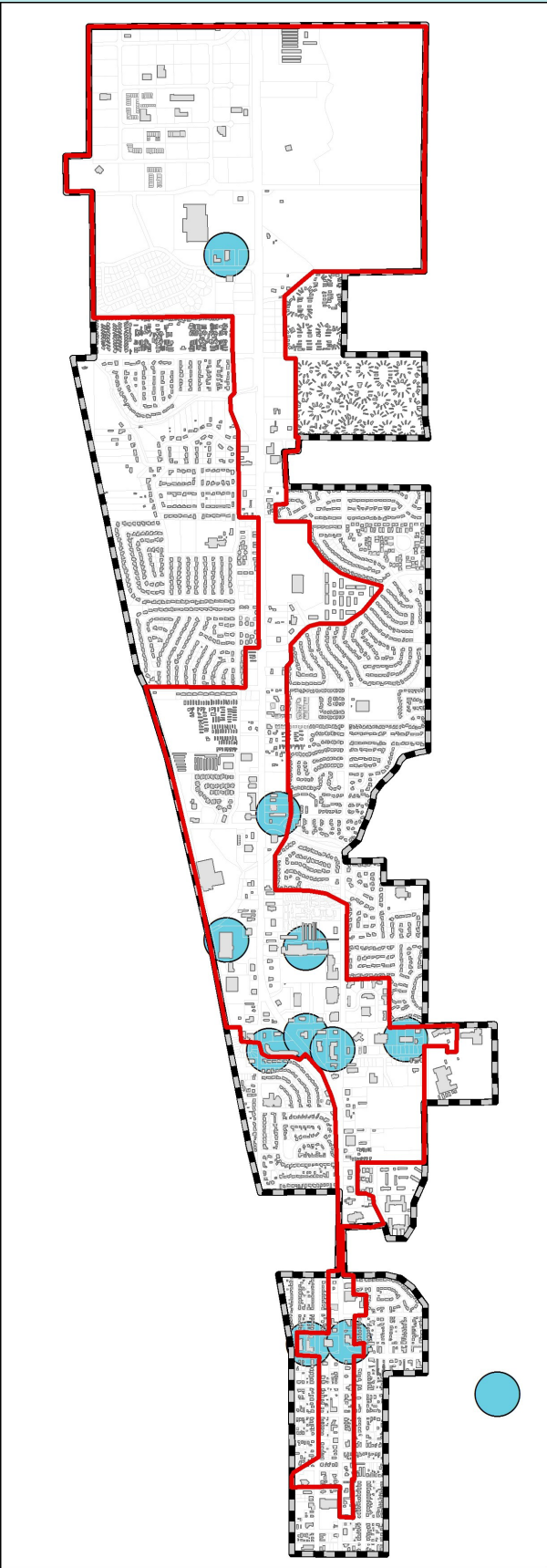


Underutilized Parcels, North

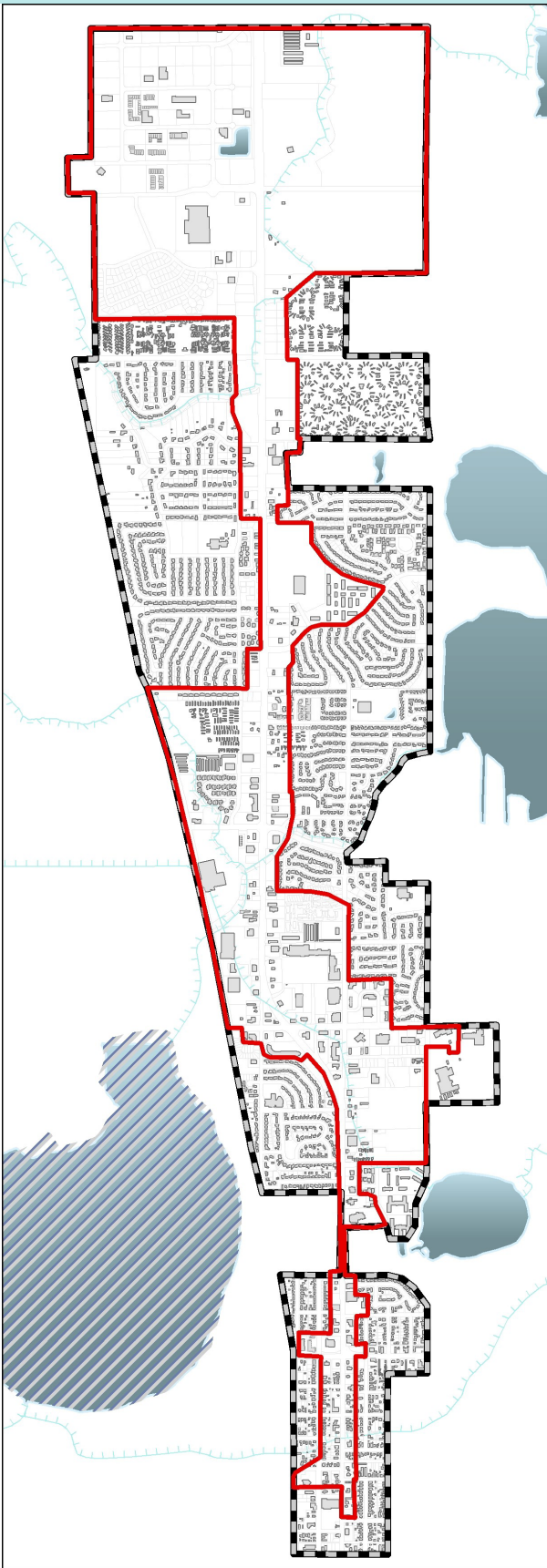




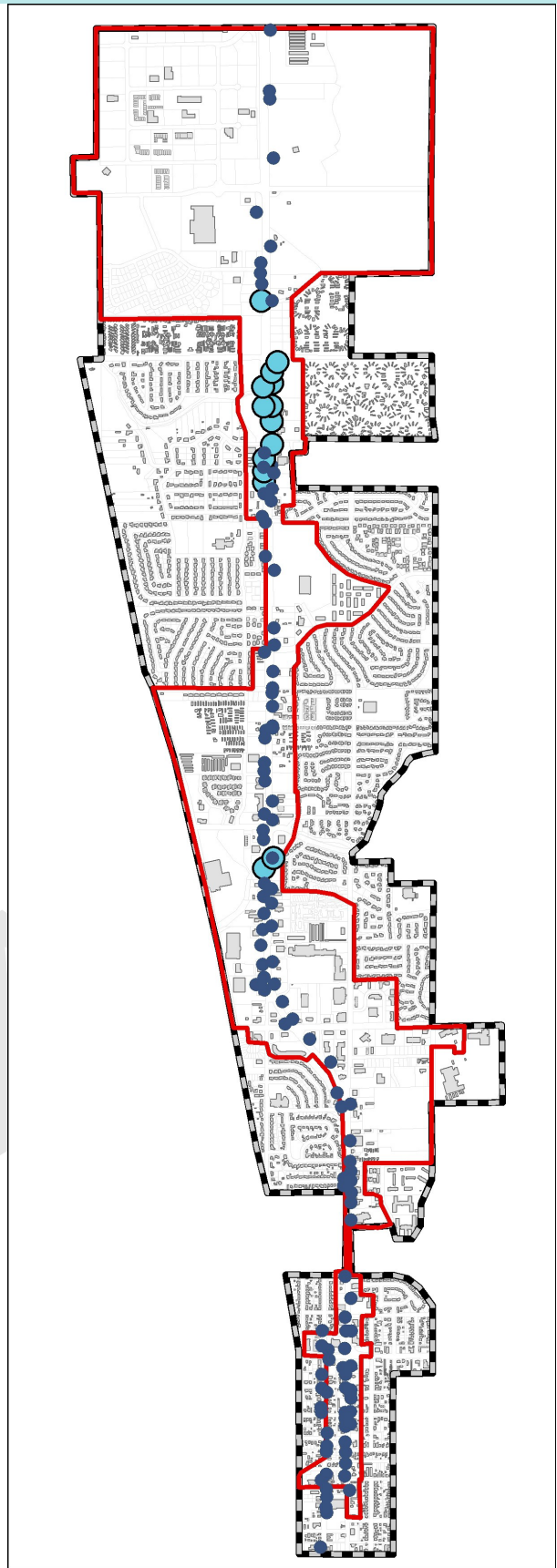
Employees, North



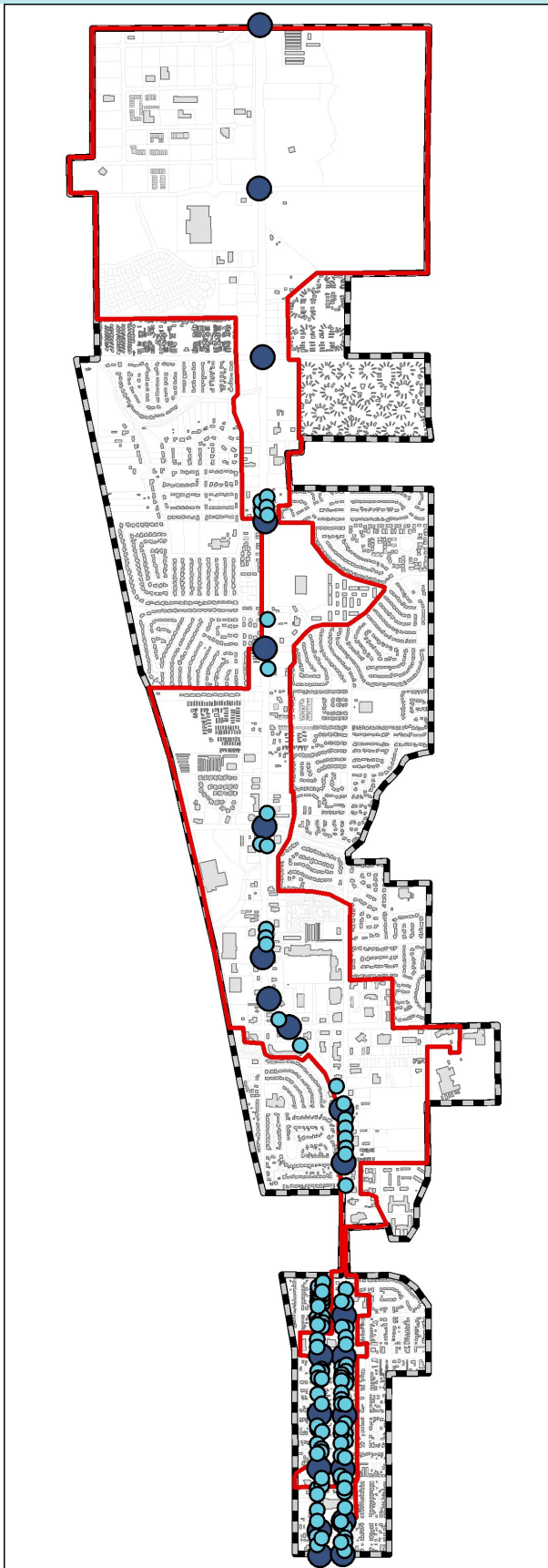
Shopping Centers, North



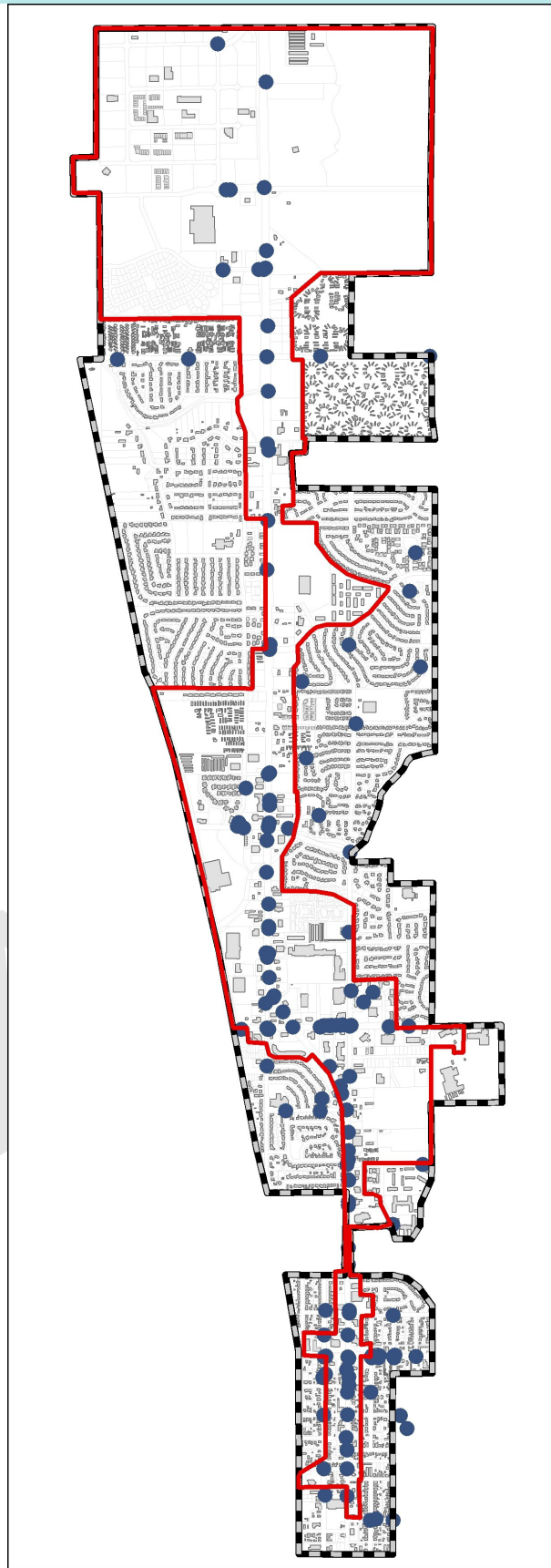
Hydrology, North



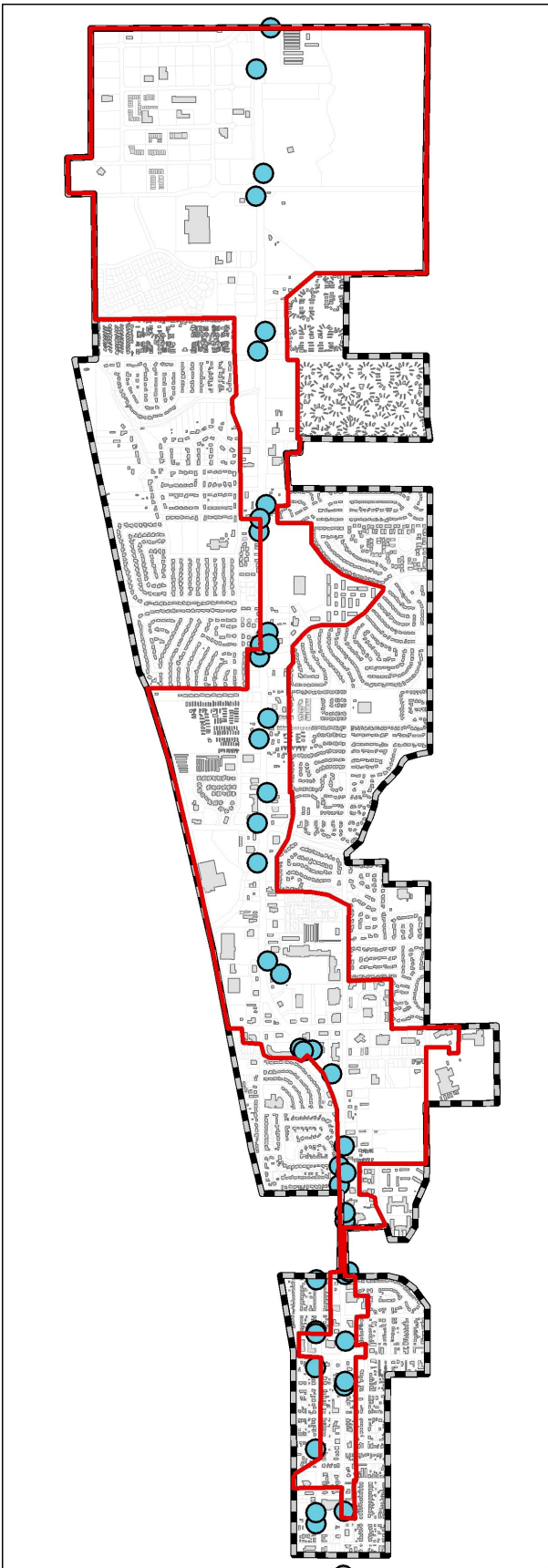
Signage, North



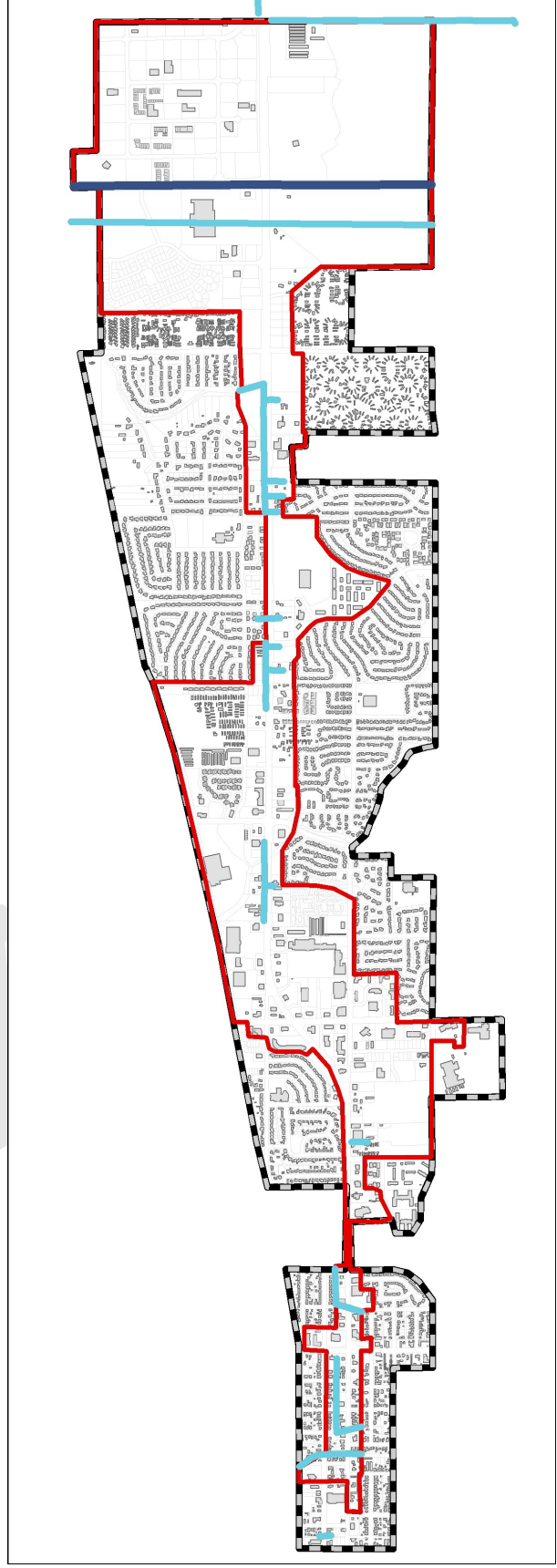
Access, North



Vehicular Accidents, North

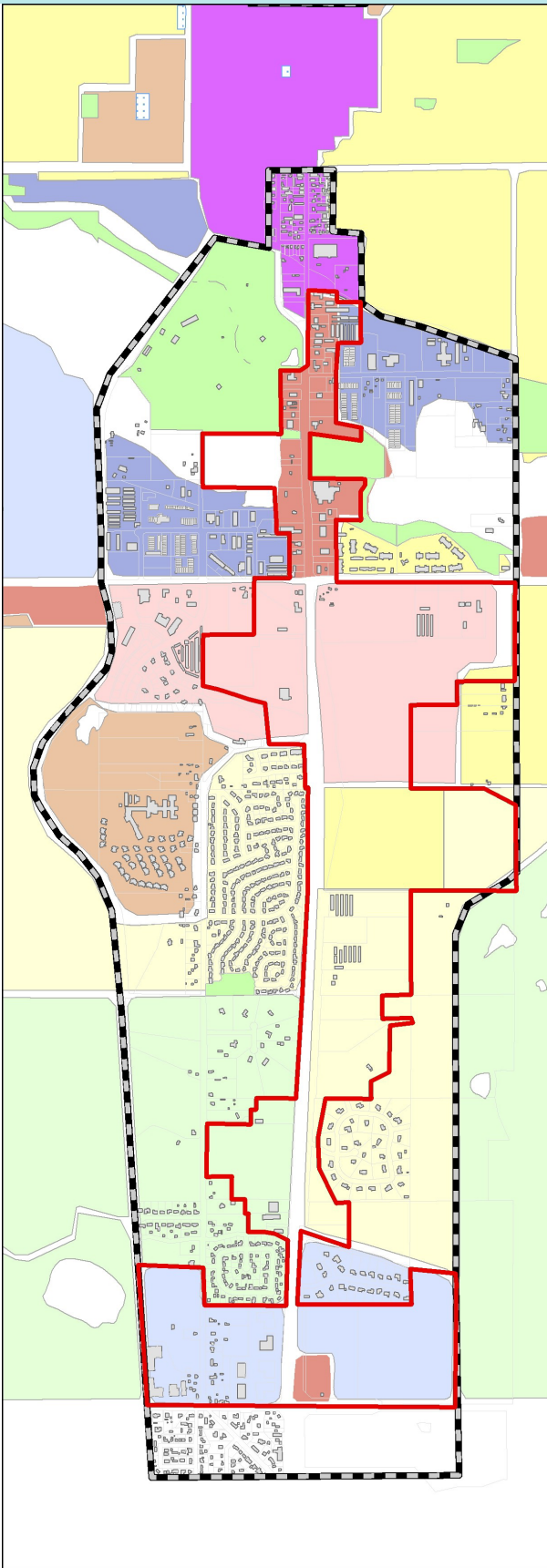


Bus Stops, North

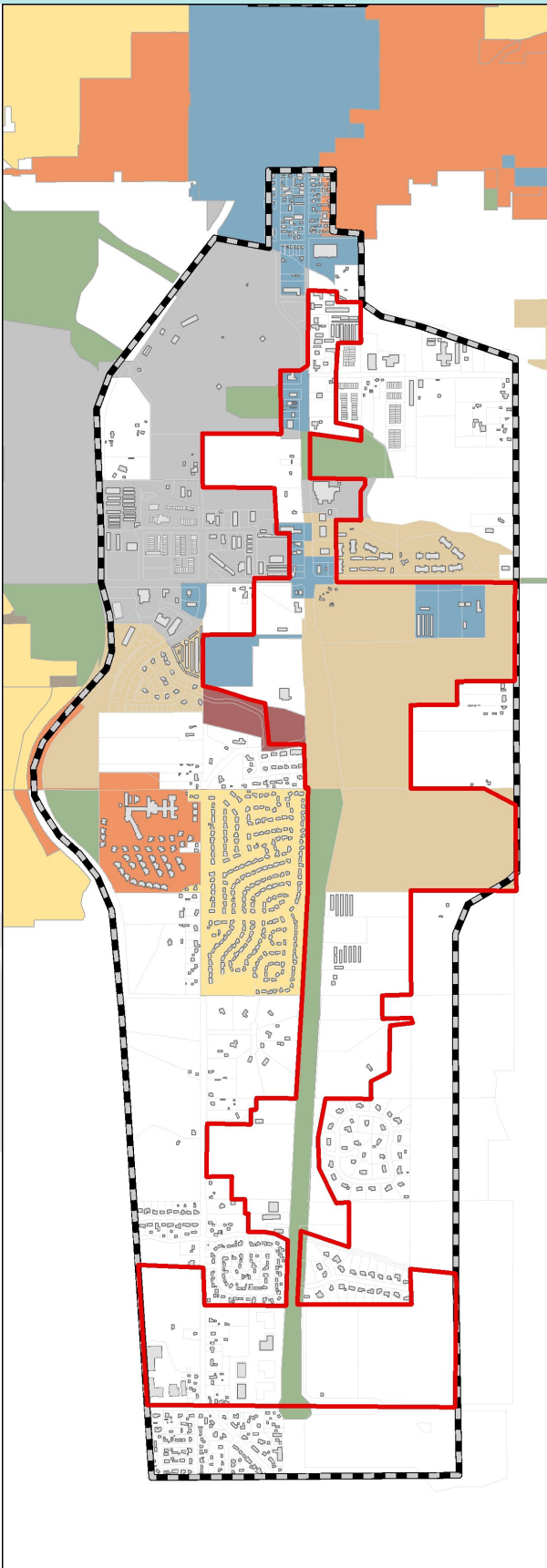


Overhead Utilities, North

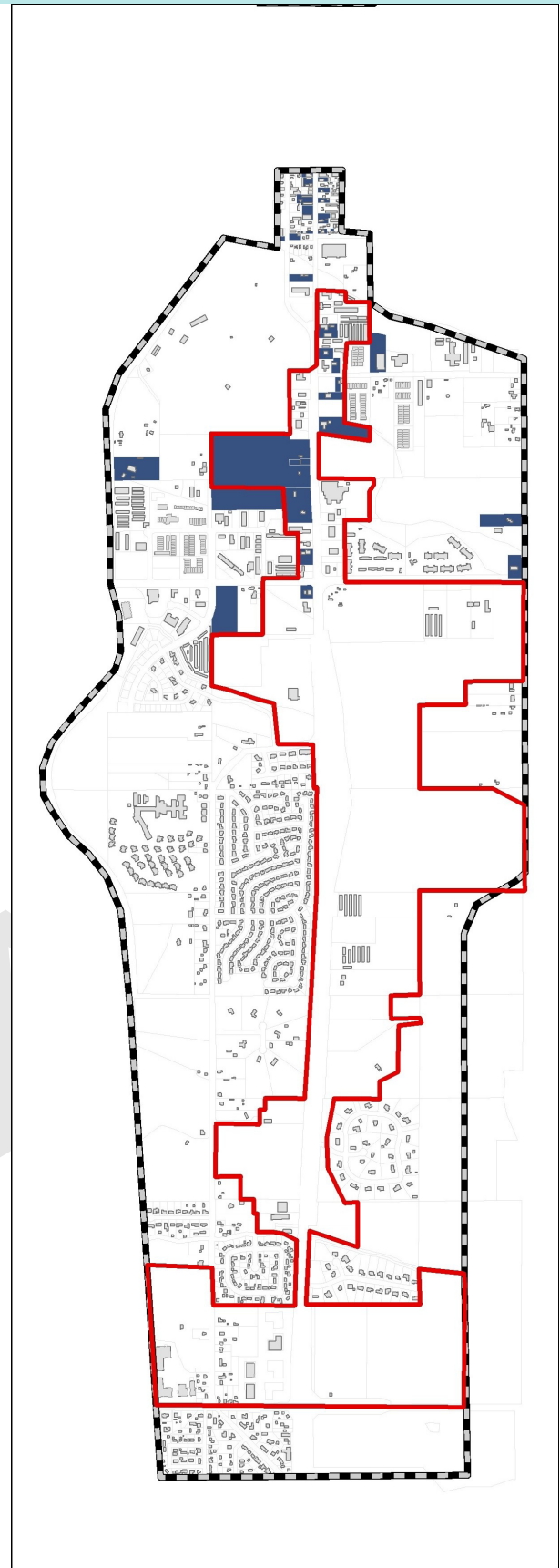
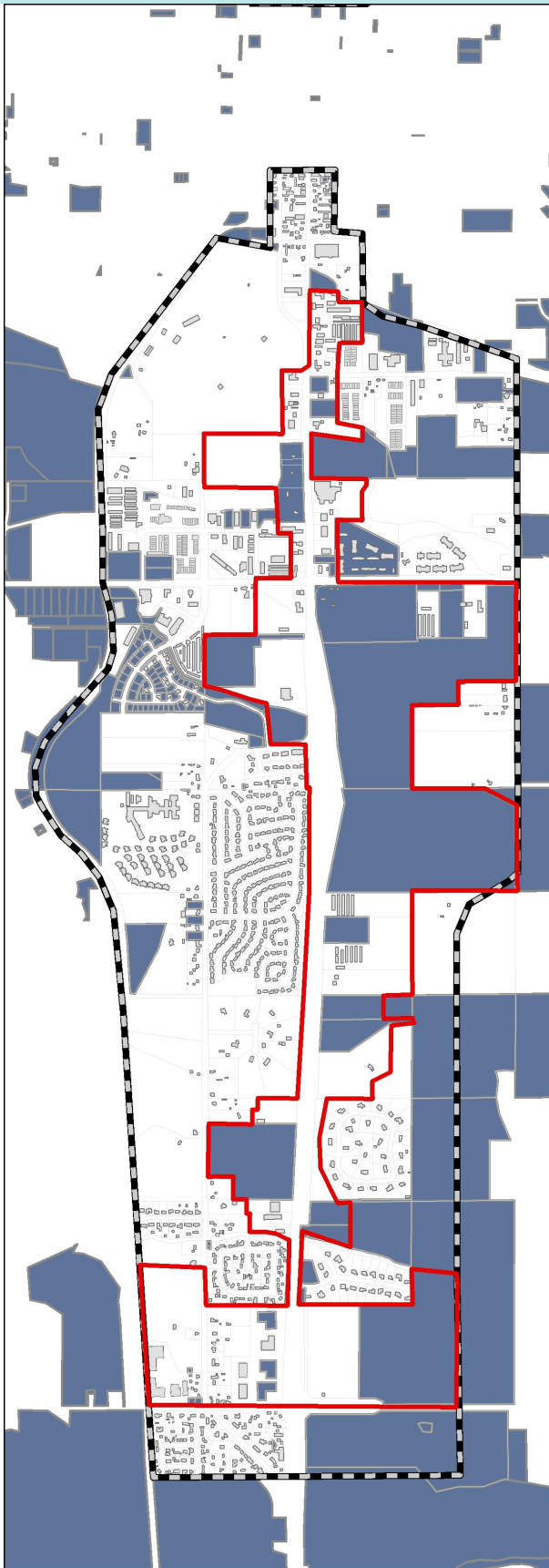




Land Use, South

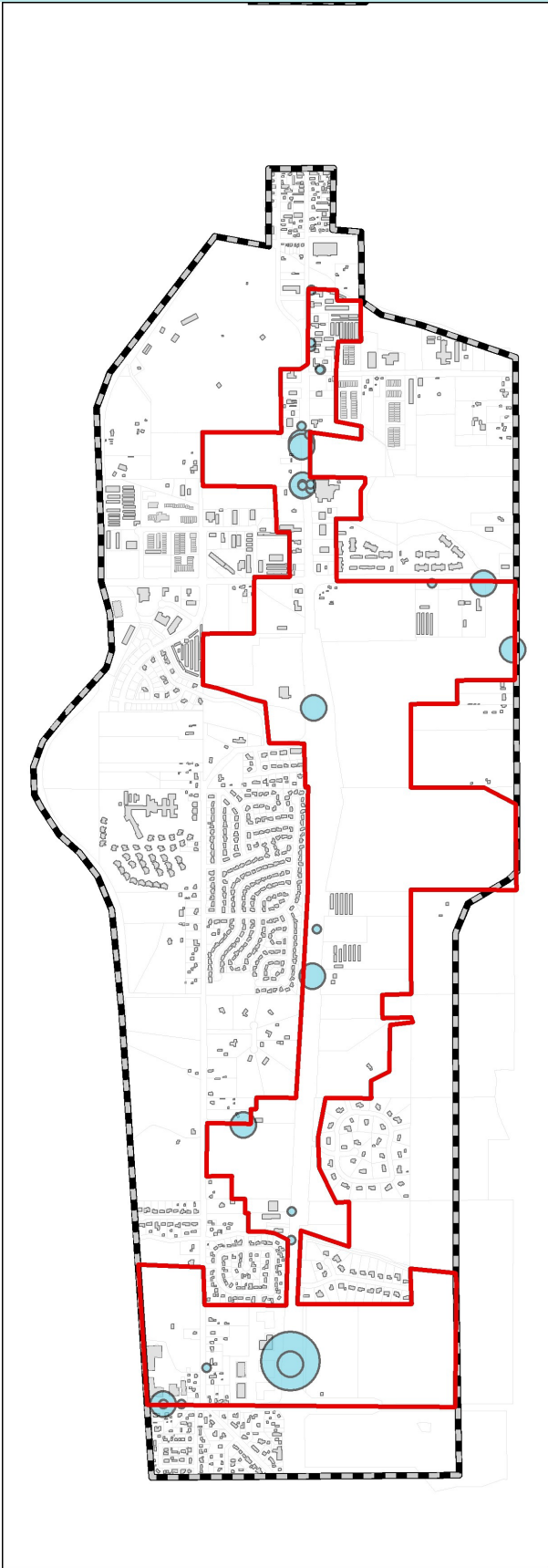


Zoning, South

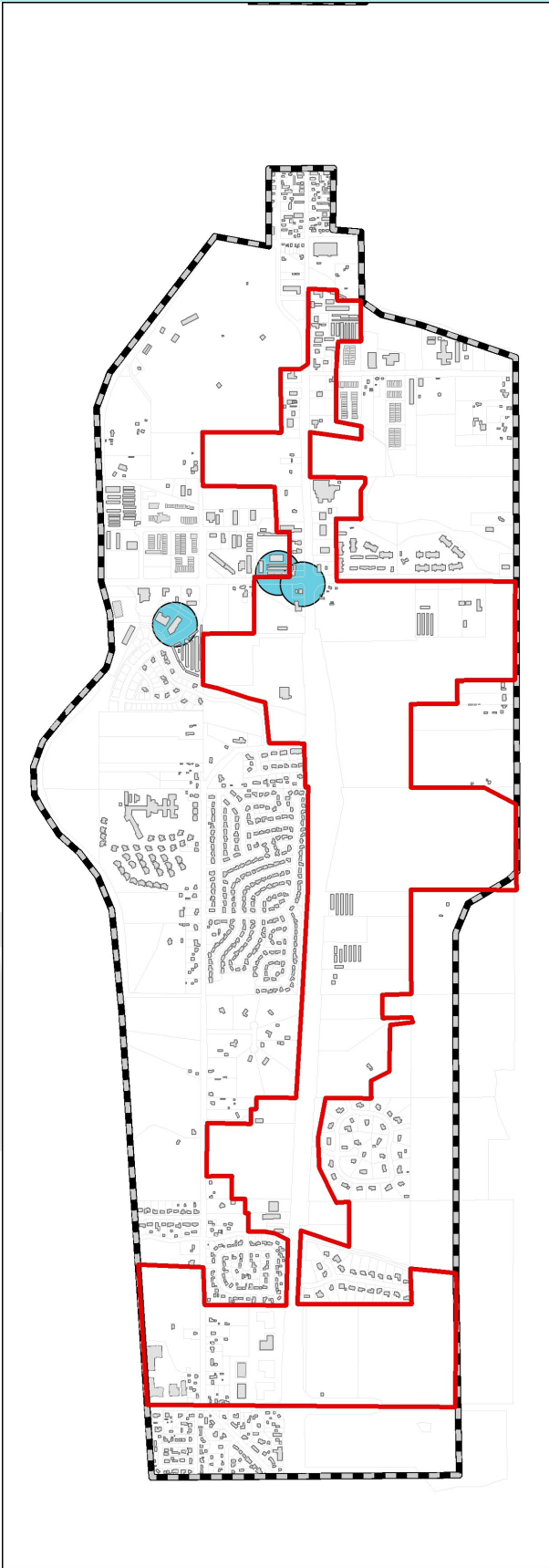


Vacant Parcels, South

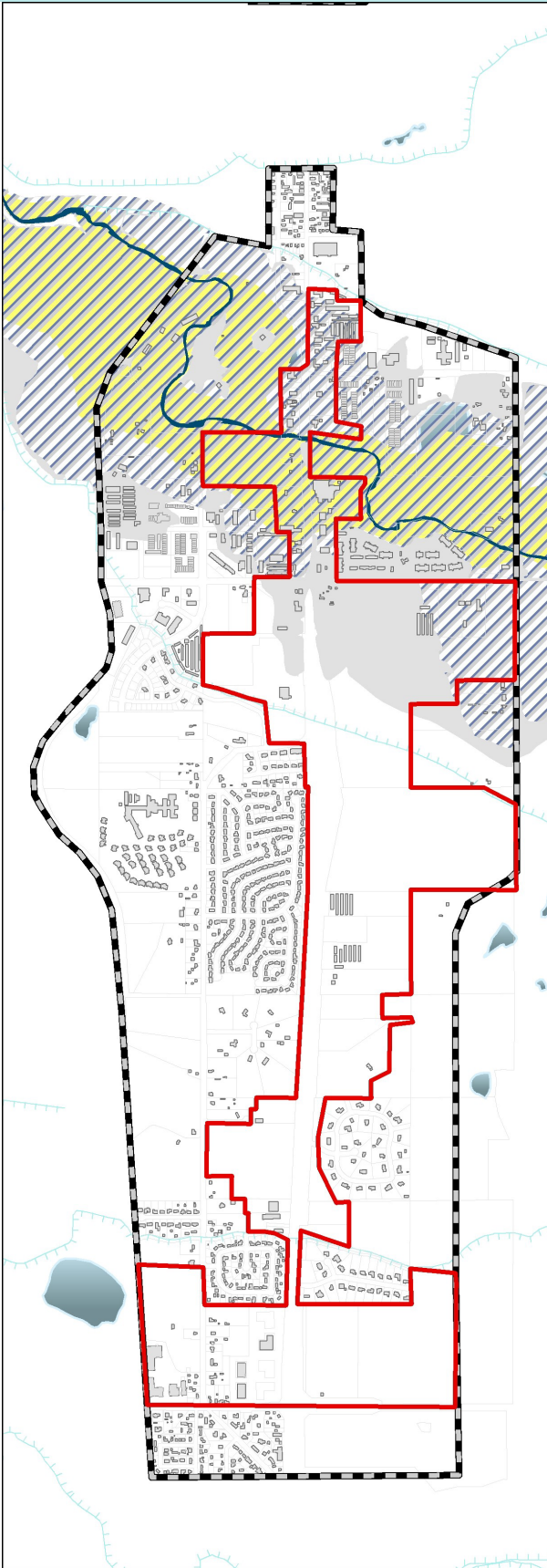
Underutilized Parcels, South



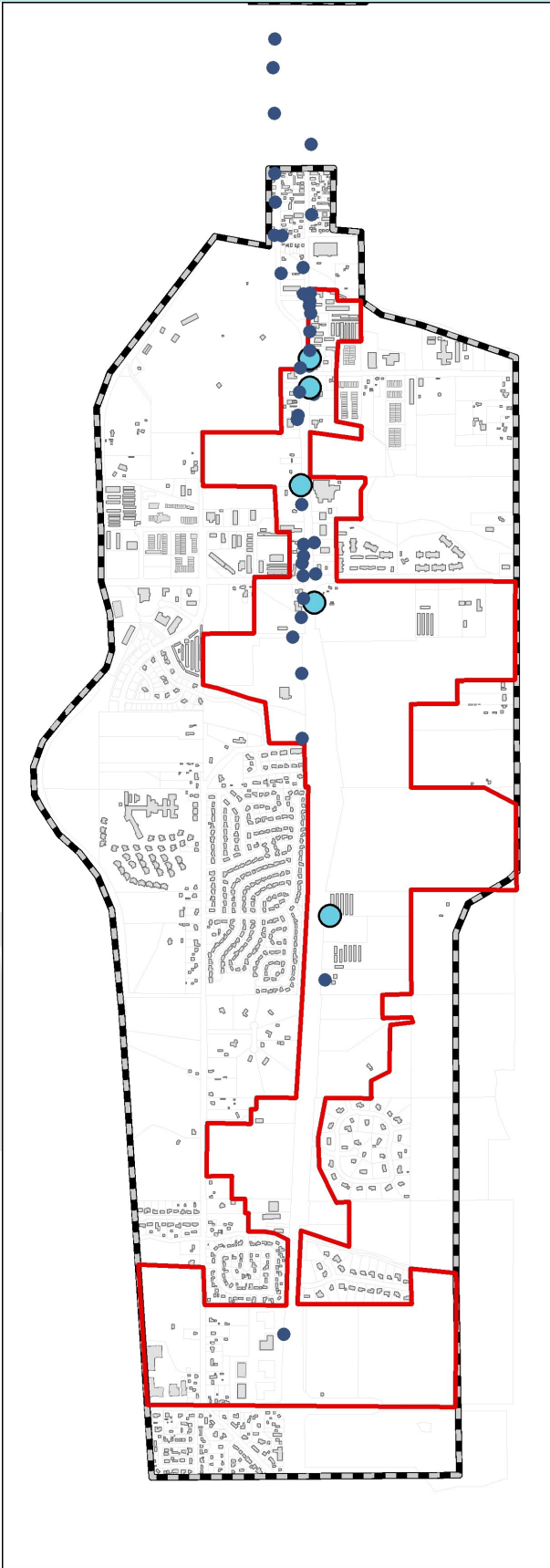
Employees per Employer, South



Shopping Centers, South



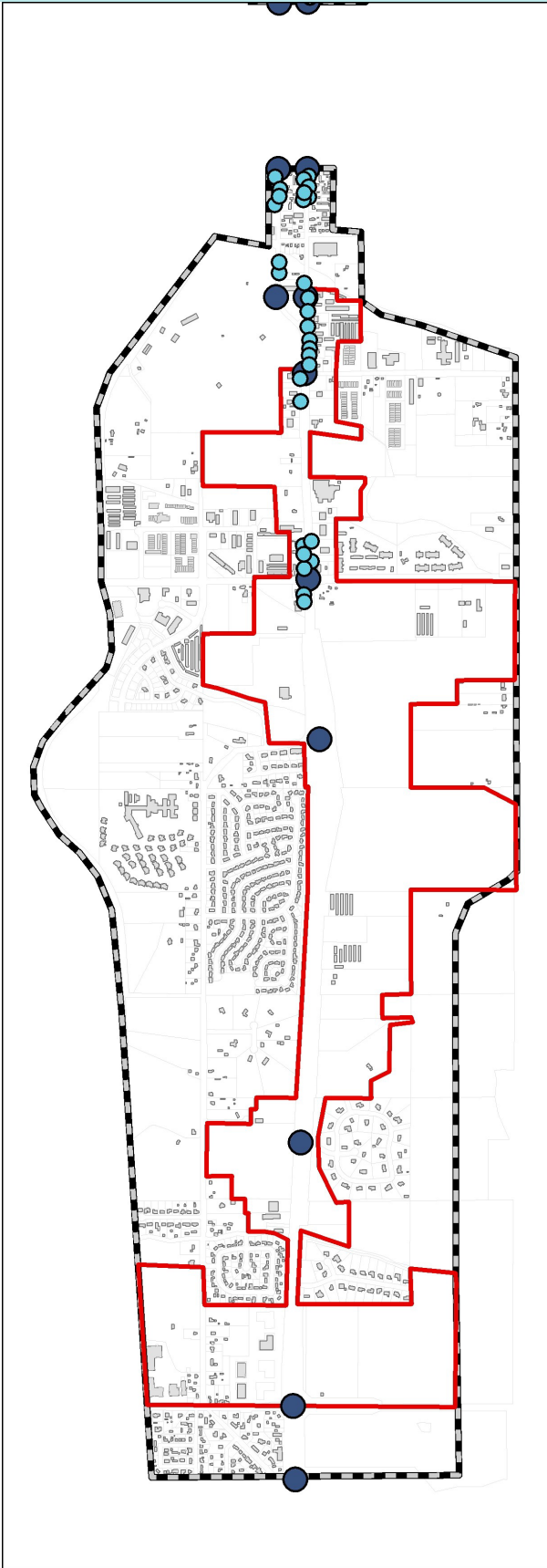
Hydrology, South



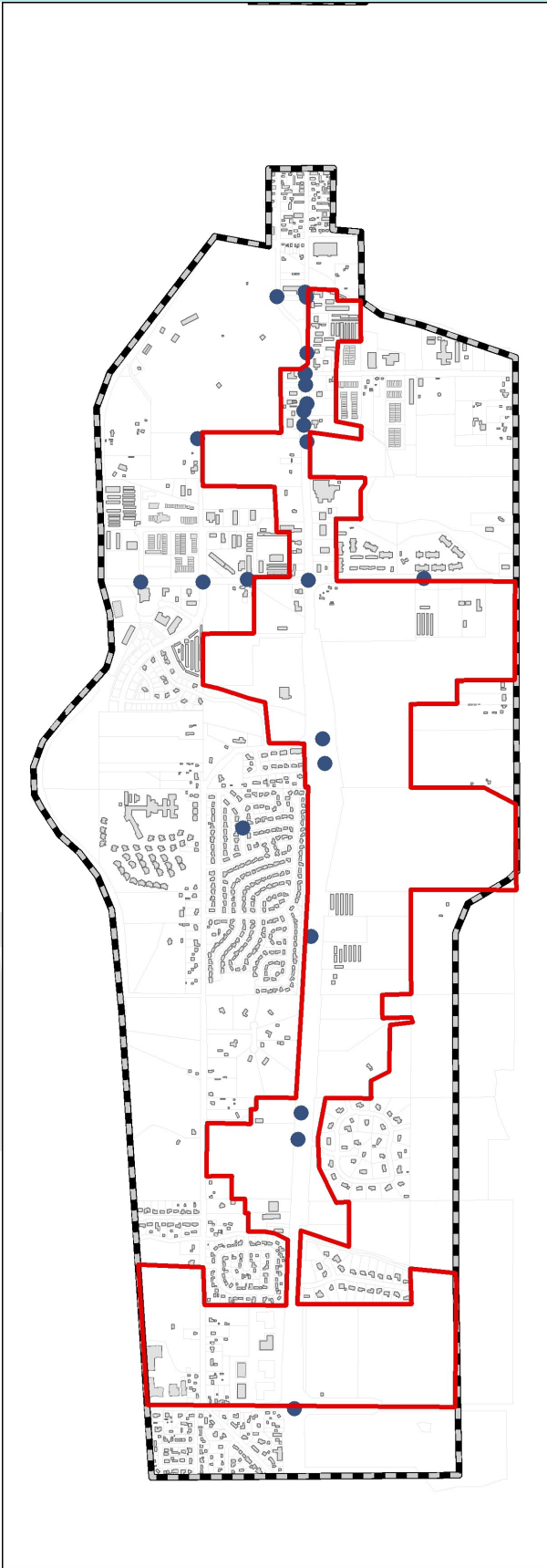
Signage, South



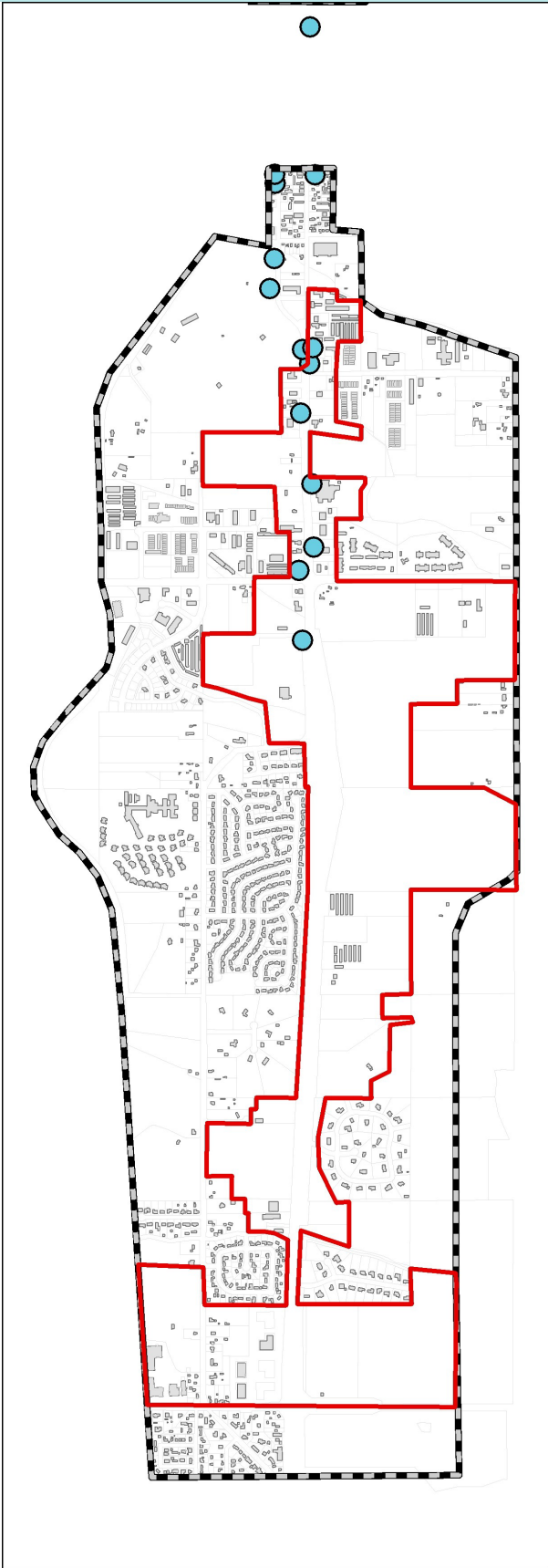




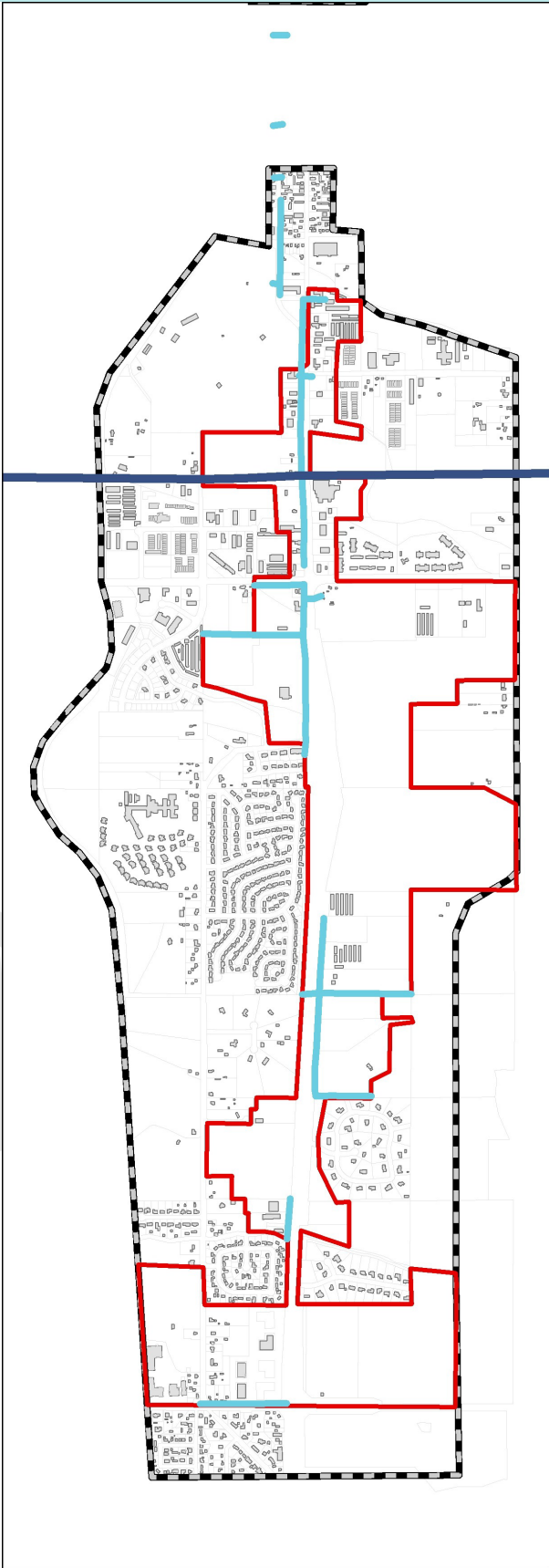
Access, South



Vehicular Accidents, South



Bus Stops, South



Overhead Utilities, South



## APPENDIX D. ULI WORKSHOP

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# Building Healthy Places

*Workshops on healthy solutions  
for the built environment.*

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**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.



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



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***“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***



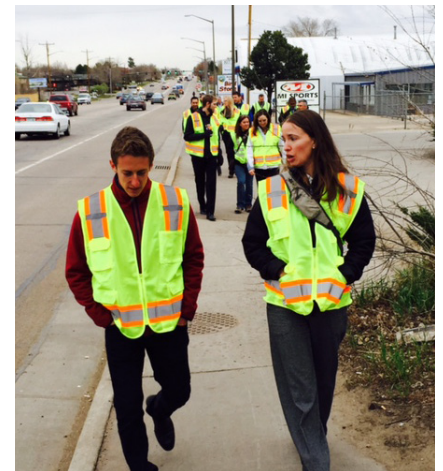
*Artworks from Loveland's Benson Sculpture Park. The panel discussed using art to brand 287 as a gateway.*

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.

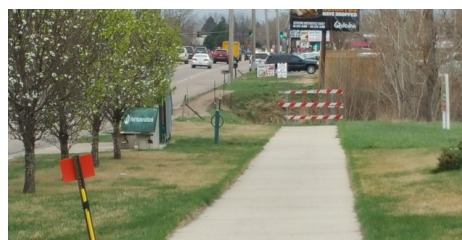
Katie Guthrie of CanDo said that when she takes schoolchildren on this tour, they often ask, “Who made this place this way?” The answer is no one did intentionally. The corridor evolved haphazardly with little thought to pedestrians, cyclists or transit riders. The corridor also includes low-income residences, 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***



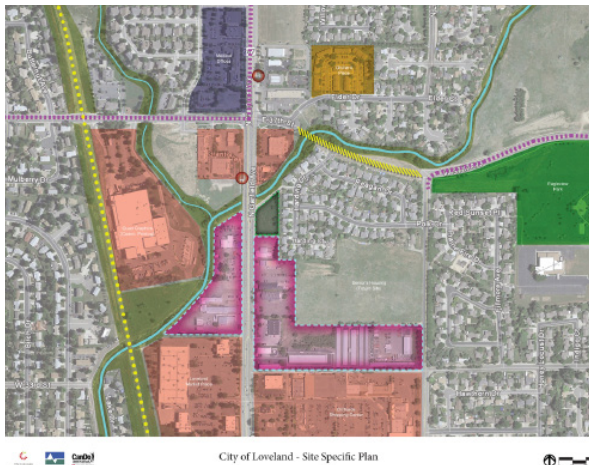
*Panelist Greg Dorolek's overlay sketch.*



***“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



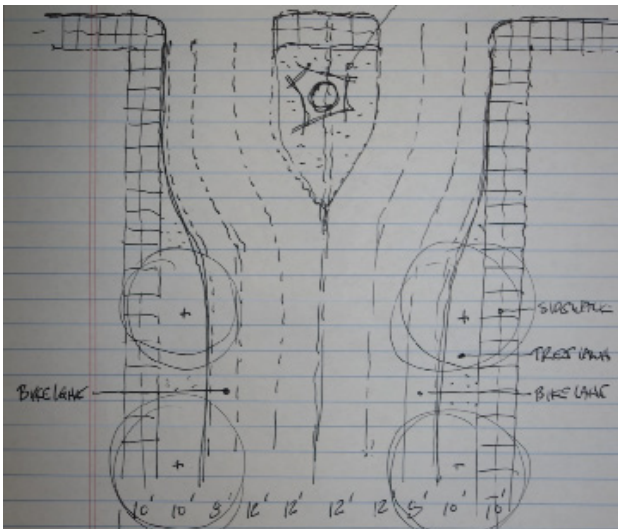
- This “brand” can be extended to other parts of the city including the 287 study area
- Benson Sculpture Park is essentially “full” and the city continues to purchase 3-5 new sculptures a year
- The corridor is well-positioned as a “gateway” to Loveland’s historic downtown and to the Big Thompson corridor
- 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

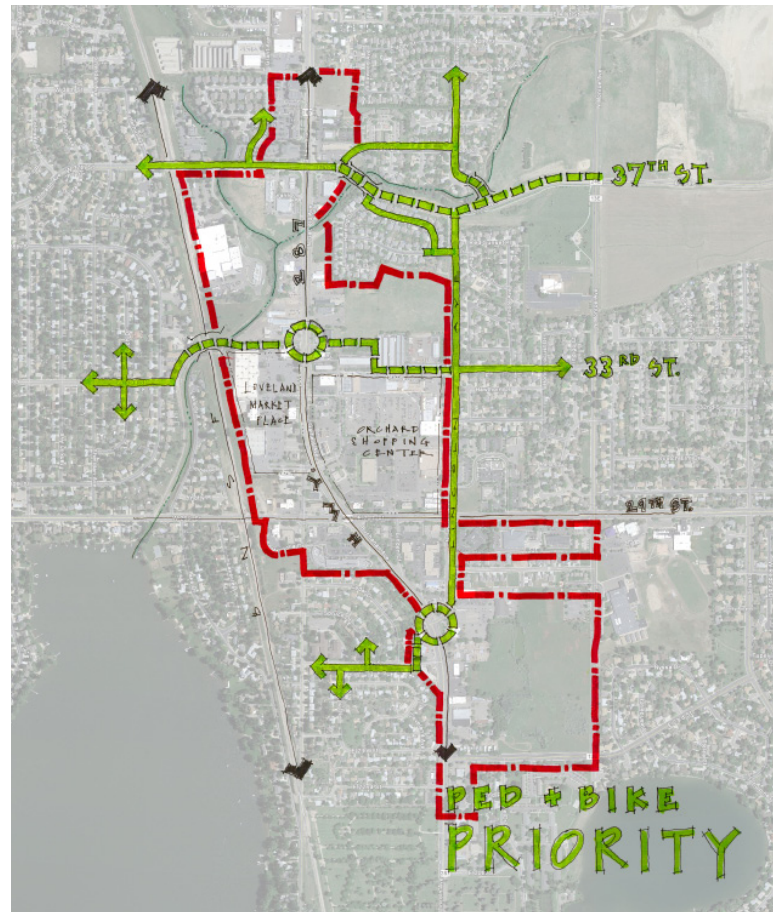
### A) General recommendations:

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.

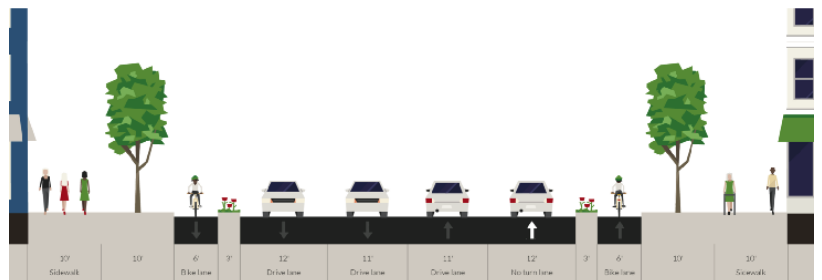


The panel's schematic design for new connections for bikes and pedestrians.

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.





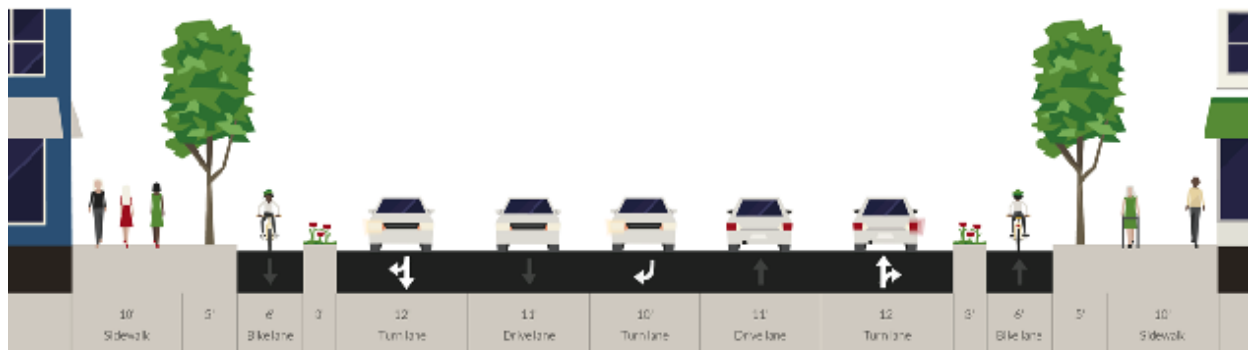
## B) Specific recommendations for the Redesign of 287:

***“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.

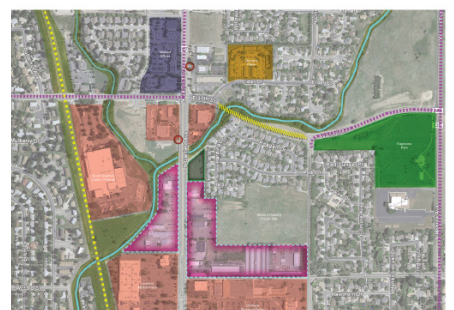
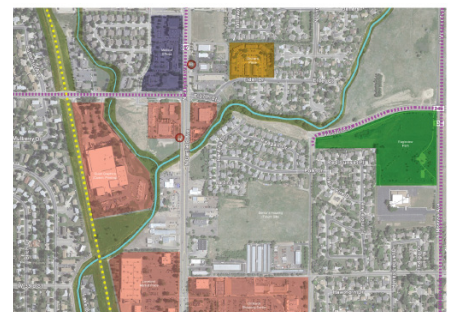
***“Some streets that cross 287 can become what we call Bicycle Boulevards. You combine these streets with traffic calming elements. Vehicles might not be able to get through at every intersection but families can.”***  
—Emily Gloeckner, ULI panelist

### 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 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.*



to

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**



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