

## PLANNING COMMISSION STAFF MEMORANDUM

ITEM NO:

PLANNING COMMISSION MEETING: October 12, 6:30 pm

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

**STAFF CONTACT:** Greg George, Development Services Director

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

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**A. ATTACHMENTS**

1. Text of the Plan showing redlines revisions
2. Excerpts of the drawings and pictures in the Plan showing revisions
3. Approved minutes from August 24, 2015 Planning Commission meeting

**B. BACKGROUND:** The Planning Commission has reviewed the Loveland 287 Strategic Plan four times starting back in March 2015. Your review has provided valuable insight on revisions that are making the plan more “right” for Loveland. At the last public hearing on August 24<sup>th</sup>, the Planning Commission requested several additional changes to the Plan. The following is a list of those changes:

1. Remove reference that certain businesses, specifically auto oriented, are bad for the corridor.
2. Address the safety issues at the curve for south bound vehicles on Highway 287 at the one-way split.
3. Identify the features of each of the five streets selected under the “Great Streets” criteria that stakeholders thought were appropriate for the Highway 287 corridor.
4. Keep the language neutral when discussing the round-a-bout couplet and conventional intersection at Highway 34 and Highway 287.
5. Remove company references on photos showing bad examples of existing development.
6. Include copies of the reference documents in the appendices.
7. Indicate that the pictures of the Big Thompson River Walk are conceptual.
8. Edit the entire Plan document to eliminate the overall negative tone.

**C. RECOMMENDED REVISIONS:** Changes to the text of the Plan to achieve the revisions requested by Planning Commission are shown in **Attachment 1**. Changes to the pictures and drawings in

the Plan to achieve the revisions requested by Planning Commission are shown in **Attachment 2**. A clean copy of the Plan, containing all the revisions shown in Attachment 1 and Attachment 2 and the Appendix, is included as Exhibit A to the Planning Commission resolution recommending adoption of the Plan by City Council.

There had to be numerous changes to the Plan to make the revisions requested by the Planning Commission. To thoroughly understand the extent and nature of those changes, please review the entire redline changes to the text in **Attachment 1** and the changes to the pictures and drawings in **Attachment 2**. If you discover any changes discussed at the August 24<sup>th</sup> meeting that aren't included in Attachment 1 or Attachment 2, please let me know as soon as possible so I can either send additional material out to the Planning Commission before the October 12<sup>th</sup> meeting or be prepared to address any further changes at the meeting. The following summary identifies examples of changes made throughout the Plan to make the revisions requested by the Planning Commission.

#### **D. SUMMARY OF CHANGES:**

- 1. Remove reference that certain businesses, specifically auto oriented, are bad for the corridor:** All references to auto oriented business, and other specific business types, as being undesirable within the corridor have been deleted. Examples are in **Attachment 1** on Page 24 in the first bullet under "Challenges" and in **Attachment 2** in the caption for the picture at the top of Page 3. Similar changes have been made throughout the Plan.
- 2. Address the safety issues at the sharp curve for south bound vehicles at the one-way split on Highway 287:** In **Attachment 1**, language has been added on Page 9 under "Challenges", on Page 10 under "Actions", on Page 25 under "Challenges" and on Page 26 under "Actions" for Zone 3.
- 3. Identify the features of each of the five streets selected under the "Great Streets" criteria that stakeholders thought were appropriate for the Highway 287 corridor:** In **Attachment 1**, a table has been included on Page 7 to identify the key features selected as appropriate for Highway 287 from each of the five "Great Streets".
- 4. Keep the language neutral when discussing the round-a-bout couplet and conventional intersection at Highway 34 and Highway 287:** In **Attachment 2**, on Page 1 the artist drawing of the round-a-bout couplet has been removed. In **Attachment 1**, changes have been made on Page 25 in the third paragraph under "Catalytic Projects" to present a more neutral discussion of the two options for future improvements to the intersection.
- 5. Remove company references on photos showing bad examples of existing development:** In **Attachment 2**, on Page 6 the photograph of O'Reilly Auto Parts has been removed.
- 6. Include copies of the reference documents in the appendix:** Copies of the reference documents in the appendix are included in the clean copy of the Plan, Exhibit A to the Planning Commission resolution.
- 7. Indicate that the pictures of the Big Thompson river walk are conceptual:** In **Attachment 2**, language has been added to the pictures on Page 9 to make this change.
- 8. Edit the entire plan document to eliminate the overall negative tone:** Numerous revisions were required throughout the Plan document to change its overall tone. Examples are the changes made to the captions under the pictures throughout the Plan (**Attachment 2**) and in

**Attachment 1** the revisions starting on Page 5, changing the discussion from “Needs” to “Opportunities”. The only way to appreciate the extent of revisions made to change the overall tone of the Plan is to read through the entire redline version of the Plan text (**Attachment 1**).

**E. APPENDIX:** The Appendix to the Plan is included in Exhibit A to the Planning Commission resolution.

The Appendix includes:

1. Public Outreach
2. Existing Conditions and Economic Analysis
3. Analysis Maps
4. ULI Workshop

**F. RECOMMENDATION:** City staff recommends that Planning Commission approve the resolution recommending that City Council adopt the Highway 287 Strategic Plan, as revised by the Planning Commission.

# LOVELAND

# 287

# STRATEGIC PLAN

## REDLINE CHANGES TO PLAN TEXT

PLANNING COMMISSION  
October 12, 2015

PLANNING COMMISSION DRAFT  
24 August 2015

1.

Attachment 1

# ACKNOWLEDGMENTS

## **Loveland City Council**

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

## **Loveland Planning Commission**

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

## **US 287 Advisory Committee**

Rhys Christensen, RPC Properties, Loveland Marketplace  
Bruce Croissant, Transportation Advisory Board  
Michele Forrest, Planning Commission  
Norm Jorgensen, South Side Investments  
Nathan Klein, Loveland Commercial  
Mindy McCloughan, Loveland Chamber of Commerce  
Stephanie Napoleon, First Bank

Kristin Owens, Manor Ridge Estates

Adam Prior, Planning Commission  
Don Roy, Blue Ribbon Auto  
Dave Schneider, Uncle Sneedley's Toy Shop/Goodies Auto/  
Loveland Utility Commission  
Rayno Seaser, The Egg & I  
Matt Weakland, Loveland Garden Center  
Jennifer Wheelock, Manor Ridge Estates  
David Young, Manor Ridge Estates

## **US 287 Study Team**

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Sean Kellar, Civil Engineer for Transportation Development  
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# CHAPTER 1. INTRODUCTION

## PRIMARY PLAN GOALS

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

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## Purpose

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

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

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

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

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

## Opportunities

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

### City tax revenue

A market analysis, completed as part of this Strategic Plan, has emphasized the City budget's reliance on its retail and commercial base, including the businesses along US 287. The analysis determined that as much as 25% of the City's sales and jobs are located along and adjacent to this Corridor. The current condition of this area therefore has significant implications for the City's overall financial health.

### Improvements in the performance of retail activity

In order for the Corridor to redevelop and realize its full potential, the Corridor must better serve the surrounding neighborhoods that comprise its primary customer base and attract higher quality retailers, mixed use developments, and entertainment venues. An increase in consumer base could provide a stimulus for improving the overall appearance of the Corridor and the repositioning of some properties.

### Regional competition

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

### Increase utilization of existing retail and supporting housing stock

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

### North and south gateway enhancements

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

### Improvements in transportation facilities to support the Corridor's mobility and economic goals

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US 287 is a major north/south corridor that acts as Main Street in the City of Loveland, and serves local, regional and inter-regional automobile, transit, bicycles, pedestrians, and freight. The Colorado Department of Transportation (CDOT) retains ownership of this roadway and is considered a partner in transportation with the City of Loveland. ~~Reducing vehicular congestion could improve the visitor experience, and improving access control along the Corridor could improve traffic flow. A transit system is present; however, strategies need to be explored to continually advance this system. Bike access north-south is secondary and discontinuous. Improving pedestrian access, especially within existing commercial centers, could increase length of stay and improve overall shopper experience. Capacity, overall mobility, and quality of experience of US 287 could be increased with improvements in transportation facilities.~~

### Economic development within each zone.

The Corridor changes in character and opportunities within each Zone. ~~The provision of City utilities in Zones at the south end could increase the opportunity for new development. Several zones are challenged by risks and benefits associated with natural resources, including the Big Thompson River. The five Zones within the Corridor are described below.~~

### Vision

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

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

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

Street	Desirable Elements
• North College Avenue, <i>Fort Collins, Colorado</i>	<u>Landscape and hardscape / street scale</u>
• Euclid Avenue, <i>Cleveland, Ohio</i>	<u>Transit services and facilities / theming and amenities</u>
• 2100 South (Sugarhouse District), <i>Salt Lake City, Utah</i>	<u>Street scale / theming and amenities / landscape and hardscape</u>
• Quebec Street, <i>Commerce City, Colorado</i>	<u>Bicyclist experience / landscape and hardscape</u>

- Kingshighway Boulevard, St. Louis, Missouri

[Landscape and hardscape / vehicular convenience and access](#)

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

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

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

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

- Creating an environment that promotes the growth and diversification of employment opportunities.
- Preserving desirable land uses and accommodate new uses that improve the character and economic position of the corridor.
- Developing improved multimodal connectivity while balancing vehicular mobility, to provide safe and pleasant access to adjacent businesses.
- Protecting and capitalizing on the parks, cultural resources, historical heritage, and natural resources.
- Emphasizing the enduring nature of materials, architectural character, and site design that supports Loveland's identity.

## Process

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

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

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

## Challenges, Opportunities, Economic Strategies, Actions

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

### CHALLENGES + OPPORTUNITIES

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

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### ECONOMIC STRATEGIES

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

### ACTIONS + SUB-ACTIONS

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

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

### Challenges

A large number of vacant commercial properties along US 287 from 37th to 65th create gaps in destinations, and the strength of the Longview/Midway employment node could be better, leveraged to generate additional growth.

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### Economic Strategy

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

### Actions

1.1 *Encourage Mixed Use*. Apply zoning to encourage mixed use and residential development in order to support retail districts to the north and south.

1.2 *Include Multimodal Amenities*. Improve the overall street section and east-west connections to incorporate multimodal travel.

1.3 *Attract Business*. Leverage the existing employment concentration to strengthen employment base and attract additional business.

### Sub-Actions

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

## ZONE 2: 37TH STREET TO CEMETERY

### Challenges

The 29th to 33rd Street commercial area is the most viable commercial node in the Corridor, but improvements in internal circulation and access could improve its overall performance. Current zoning and development regulations promote incremental, piecemeal improvements that tend to discourage reinvestment.

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### Economic Strategy

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

### Actions

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

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

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

### Sub-Actions

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

## ZONE 3: CEMETERY TO 8TH STREET

### Challenges

An abundance of vacant sites with narrow frontages, shallow lots, and inadequate access for commercial redevelopment is effecting the performance of existing businesses. These small lots under separate ownership cause complications in redevelopment options. The provision of pedestrian access and appropriate separation from auto traffic could create a safer and more pleasant environment. The sharp curve for south bound vehicles where US 287 splits into one-way segments (the "Curve") creates a safety hazard for motorists, pedestrian and residents living in the adjacent residential neighborhoods.

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### Economic Strategy

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

### Actions

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

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

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

*3.4 Safety Improvements at the Curve; Create a plan for and implement safety improvements for south bound vehicles, pedestrians and the adjacent neighborhood where US 287 splits into one-way segments.*

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### Sub-Actions

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

## ZONE 4: 1ST STREET TO SH 402

### Challenges

In general, the area consists of commercial and industrial uses on relatively small lots. Commercial frontage development potentials are compromised by adjacent industrial uses to the east. The flood hazard limits reinvestment opportunities for certain properties and development could capitalize more on the Big Thompson River as an amenity.

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### Economic Strategy

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

### Actions

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

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

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

### Sub-Actions

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

## ZONE 5: SH 402 TO SH 60

### Challenges

The area is sparsely developed and contains several large vacant properties. Improvements could be made to the existing street network to promote connectivity. City infrastructure needs to be extended south to serve the area, and more residential development needs to be located along the Corridor to support new commercial uses. A cohesive land use plan and annexation plan needs to be developed for the County enclaves within the area.

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### Economic Strategy

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

### Actions

5.1 *Modify Future Land Use & Zoning.*

5.2 *Create Gateway.* Create a southern gateway into Loveland.

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

#### Sub-Actions

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

### ALL ZONES

#### Actions

- 6.1 *Improve Corridor-Wide Aesthetics.*
- 6.2 *Improve Mobility.* Improve transit service, as well as bike and pedestrian safety and access.
- 6.3 *Identify Future Annexation Areas.* Identify those parcels within the study area that will be annexed, and determine timeframes.

#### Sub-Actions

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

### Corridor-Wide Action Plan

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

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

### PRIORITIZATION

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

Effectiveness: *impact* - the ability to improve the economic position of the Corridor; and *influence* - the geographic scale of change and the ability to improve all five zones.

Cost: the potential cost vs. revenue generated.

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

### PRIORITY WORK PROGRAM

This initial work program focuses on:

those priority projects that should result in transformative change within the first two to five years of implementation;

quick fixes that set underlying policy structures or funding mechanisms in place for future change;

projects that enhance public safety; and

projects that have been heard as a high priority from public outreach.

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

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

## LONG-TERM WORK PROGRAM

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

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

These corrective actions will ensure the desired end result is achieved. Resources required to implement the strategy will be considered, along with parties responsible for implementing the project and the timeframe for implementing the strategy. Moreover, as strategies are completed and/or new best practices, technology, and information become available, the work program may include projects not listed in this document. However, each project or action should be relevant to an Economic Strategy within this Plan and measured by effectiveness and cost.

## Priority Work Program

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

Applicable Zone	Sub-Action	Value Added	City Role	Estimated Cost to	Citizen Concern
Zone 1	1.1a. Zoning Code Updates: Update the zoning code, including new overlay zones, to promote mixed use and residential development to support retail districts to the north and south. Create an overlay zone that reflects intent of the Complete Neighborhood category of the Future Land Use Plan. Update Shared Parking standards to provide reduced parking requirements for mixed-use areas as a whole, and not just mixed-use buildings.	Removes barriers to redevelopment Facilitates business reinvestment Brings retail customers into walking and biking distance	Lead	Approx. \$20,000 In house and funds appropriated for code consultant	Medium

## QUICK WINS – HIGH RETURN, LOW RISK ITEMS

Applicable Zone	Sub-Action	Value Added	City Role	Estimated Cost to	Citizen Concern
	1.2a. Bike and Pedestrian Amenities & East/ West Connections: Require pedestrian and cyclist amenities as new development occurs along US 287 and from adjacent neighborhoods. Require that new development provide connections and future right-of-way for east/west street connections from retail districts to adjacent neighborhoods. Look at revising the purpose of the B zoning designation to include the encouragement of walking and biking access to and from adjacent neighborhoods, and add a subsection outlining circulation, safety, and access standards for vehicles, bicycles, and pedestrians, such as stated in 18.29.040B.	Improves public safety Increases business activity by providing easy access from adjacent residential neighborhoods Promotes business reinvestment	Lead, with CDOT coordination	No cost, unless provided by City as incentive	High
	1.2b. Gateway Enhancements: Create a northern gateway into Loveland.	Promotes City recognition Builds sense of City pride	Lead	Approx. \$250,000	Medium
Zone 2	2.2a ULI Building Healthy Places Workshop: Utilize the outcomes of the spring workshop to inform additional changes or amenities within the area.	Promotes citizen awareness regarding the built environment and healthy living opportunities	Lead	No cost, awarded through grant	High
	2.3a. Dry Creek Culvert Enhancements: Improve pedestrian access and connectivity across Dry Creek with the construction of sidewalks on the culvert.	Improves public safety	Lead, with CDOT coordination	Over \$500,000	Medium
Zone 3	3.1a DAC Expansion: Expand the DAC land use designation to allow mixed use through the couplet area, and align with the new DDA Boundary.	Facilitates Downtown's continued revitalization	Lead	No cost, in house	Low
	3.1b. Zoning District Map Revisions: Expand the B-E zoning designation to allow mixed use through the couplet area, and align with the new DDA Boundary.	Promotes mixed use within the DDA Provides more land use options to facilitate redevelopment	Lead	No cost, in house	Medium
	3.3a. US 34/ US 287 Area Plan: Create a redevelopment plan for the US 34/ US 287 intersection as a key gateway into Downtown.	Improves transportation flow through the intersection Catalyzes business reinvestment or new development Promotes City recognition Builds sense of City pride	Lead	Approx. \$200,000	High

## QUICK WINS – HIGH RETURN, LOW RISK ITEMS

Applicable Zone	Sub-Action	Value Added	City Role	Estimated Cost to	Citizen Concern
Zone 4	4.2a. Create Big Thompson River District Redevelopment Plan: Capitalize on flood mitigation efforts and establish a Big Thompson River District for the US 287/ Big Thompson River crossing.	Uses outside funding source to capitalize on flood mitigation efforts  Catalyzes business reinvestment or new development	Lead	Approx. \$200,000	High
Zone 5	5.1b. Zoning District Map Revisions: Promote a node of mixed use and higher density residential at SH 402. Investigate the rezoning of parcels at the intersection of SH 402 from B to MAC designation.	Concentrates living units in closer proximity to community commercial uses  Reduces vehicle miles traveled  Utilizes a more efficient provision of public infrastructure	Lead	No cost - in house	Medium
	5.2a Gateway Enhancements: Create a southern gateway into Loveland.	Promotes City recognition Builds sense of City pride	Lead	Approx. \$250,000	Medium
	5.3a. Utility Master Plan: Plan for all utilities south to SH 402 and what the city and/or county will fund vs. private development	Allows new development a funding option for extension of sewer services	Lead	Approx. \$150,000	Low
All Zones	6.1a. Construct Missing Sidewalk Segments: Build missing sections of sidewalks along the length of the Corridor. Continue to enforce curb, gutter, and sidewalk construction and maintenance, utilizing the ultimate roadway cross sections.	Improves public safety Strengthens mobility Increases length of stay/visitor experience	Lead	Over \$500,000	High
	6.1b. Underground Utility Lines: Continue to bury utility lines as ongoing capital improvement projects, utility service upgrades, and new development or redevelopment. Continue to coordinate with other service providers to do the same.	Improves reliability of electric service and visual impacts on Corridor  Promotes business reinvestment	Partner with utility suppliers and private entities	Approx. \$1 million per mile/ \$300,000 per block	Low
	6.3a. Annexation Study: Complete an in-depth analysis and study of those lands that still need to be annexed into the City, along with improvement costs, phasing, and funding recommendations.	Allows for sense of surety for new development  Promotes private development	Lead, with County coordination	Approx. \$150,000	Low

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Attachment 1

# CHAPTER 2. ZONE 1

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

### Context

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

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South of 57th Street to 37th Street, small- to mid-scale retail, service, and civic uses abut US 287, while residential neighborhoods are typically located at least 300 feet from the highway with vacant land in between. East-west connectivity should be improved between residential development and highway-oriented uses. A higher concentration of destinations, or activity centers could improve overall business performance within this Zone. North-south mobility along the highway itself is great for vehicular traffic, but improvements in pedestrian, bicycle, and transit facilities are needed to make it easier to travel short distances without a car.

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### Challenges

- A large number of vacant commercial properties along US 287 from 37th to 65th streets create gaps in destinations.
- The strength of the Longview/Midway Commercial Center on the north end could be leveraged more to generate new growth.
- The transportation network should be improved to facilitate a higher level of east-west mobility.
- The pedestrian and bicycle infrastructure should be upgraded to encourage multimodal access along the highway.

### Opportunities

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

- Right-size the amount of commercially zoned land, encourage it where it is working, and increase the range of allowable uses.

- Focus economic activity in key areas.
- Let the market continue current momentum.
- Provide more east-west connections.
- Allow mixed use or high-density residential areas through zoning overlays.

## 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.

## Action Plan

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

### ACTIONS

1.1 Encourage Mixed Use. Apply zoning to encourage mixed use and residential development in order to support retail districts to the north and south.

1.2 Include Multimodal Amenities. Improve the overall street section and east-west connections to incorporate multimodal travel.

1.3 Attract Business. Leverage the existing employment concentration to strengthen employment base and attract additional business.

### SUB-ACTIONS

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

ACTION PLAN				
Action / Sub-Action	Value Added	Timeframe	Estimated Cost to City	Citizen Concern
<b>1.1 Encourage Mixed Use. Apply zoning to encourage mixed use and residential development in order to support retail districts to the north and south.</b>				
1.1a. Zoning District Map Revisions & Code Updates: Update the zoning code, including new overlay zones, to promote mixed use and residential development to support retail districts to the north and south. Create an overlay zone that reflects intent of the Complete Neighborhood category of the Future Land Use Plan.	Removes barriers to redevelopment Facilitates business reinvestment Brings retail customers into walking and biking distance Supports transit	Immediate	In house and funds are appropriated for code consultant	Medium

## ACTION PLAN

Action / Sub-Action	Value Added	Timeframe	Estimated Cost to City	Citizen Concern
Update Shared Parking standards to provide reduced parking requirements for mixed-use areas as a whole, and not just mixed-use buildings. Implement a flexible code within the undeveloped area between 64th and 71st Streets to allow for flexibility in development. Encourage rental and ownership high-density housing on the Corridor.	Allows developers to create cohesive projects better suited to specific sites Encourages residential and mixed use development to support commercial uses			
<b>1.2 Include Multimodal Amenities. Improve the overall street section and east-west connections to incorporate multimodal travel.</b>				
1.2a. Bike and Pedestrian Amenities: Require pedestrian and cyclist amenities as new development occurs along US 287 and from adjacent neighborhoods. Require that new development provide connections and future right-of-way for east/west street connections from retail districts to adjacent neighborhoods. Look at revising the purpose of the B zoning designation to include the encouragement of walking and biking access to and from adjacent neighborhoods, and add a subsection outlining circulation, safety, and access standards for vehicles, bicycles, and pedestrians, such as stated in 18.29.040B.	Improves public safety Increases business activity by providing easy access from adjacent residential neighborhoods Promotes business reinvestment	Immediate	No cost, unless provided by City	High
1.2b. Gateway Enhancements: Create a northern gateway into Loveland.	Promotes City recognition Builds sense of City pride	Immediate	Approx. \$250,000	Medium
1.2c. Bike Lanes Study: Undertake a study specifically for the US 287 Corridor to investigate the feasibility of a formal, dedicated bike lane for the length of US 287. Investigate opportunities for creative, alternative solutions to enhance bicyclist safety, such as painted, textured lanes, buffered lanes, or grade-separated lanes. Look at alternative parallel options through sections of reduced right-of-way widths. Coordinate with the Bicycle and Pedestrian Education Coalition (BPEC) to increase knowledge and awareness about how to safely share roads.	Further City plans to provide bike lanes on US 287 Promotes multi-modal accessibility Encourages active transportation Creates a finer-grained transportation network and higher visibility with more development opportunities	0 - 5 years	Approx. \$200,000	High
1.2d. East/ West Connections: Investigate opportunities for new development to provide connections and future right-of-way for east/west street	Increases east-west mobility and improves access between residential and commercial uses	0 - 5 years	No cost, in house	High

## ACTION PLAN

Action / Sub-Action	Value Added	Timeframe	Estimated Cost to City	Citizen Concern
connections from retail districts to adjacent neighborhoods.	Provides more cohesive organization of land uses			
1.2e. Grant Avenue: Study the feasibility of connecting Grant Avenue between 52nd Street and the Peakview Industrial Park to allow for an additional north/ south connection.	Improves north/ south mobility Reduces traffic congestion on US 287	5 - 10 years	Approx. \$50,000 for initial feasibility study	Medium
<b>1.3 Attract Business. Leverage the existing employment concentration to strengthen employment base and attract additional business.</b>				
1.3a Longview/ Midway Industrial Park and Peakview Commercial Park Expansion: Capitalize on the recent growth and development within the industrial park, and promote its access to FLEX bus transit. Work with existing businesses to determine what linkages and partnerships would benefit from additional development.	Increases the viability of this employment center Provides additional job opportunities Encourages transit ridership	0 - 5 years	No cost, in house	Medium

# CHAPTER 3. ZONE 2

## ZONE 2: 37TH STREET TO CEMETERY

### Context

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

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

~~Improved site design in the Orchards Shopping Center could increase its potential to be a major community gathering point serving northern Loveland residents. An improved circulation and access pattern would enhance the attractiveness of retail spaces to shoppers and businesses and open up new retail locations, allowing underutilized parking areas to be transformed into public amenities and gathering points.~~

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### Challenges

- The commercial area between 29th and 33rd streets is the most viable activity center in the Corridor ~~and could be strengthened with a better mix of retail stores.~~
- ~~Reinvestment in the three shopping centers in this area could improve retail performance within the entire Zone.~~
- The shopping experience ~~should be expanded beyond primarily neighborhood retail and service uses.~~
- Current ~~land use and site development standards should be revised to facilitate cohesive reinvestment.~~
- The circulation and access among the shopping centers ~~should be improved to avoid confusion and encourage pedestrian activity.~~

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## **The bike and pedestrian systems should be upgraded to improve public safety and convenience. Opportunities**

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

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

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## **Economic Strategy**

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

## **Catalytic Project**

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

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

## **Action Plan**

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

### **ACTIONS**

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

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

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

### **SUB-ACTIONS**

## ACTION PLAN

Action / Sub-Action	Value Added	Timeframe	Estimated Cost to	Citizen Concern
<b>2.1 Revitalize the 29th Street Commercial Area: Develop a commercial district revitalization plan.</b>				
2.1a Orchards, Loveland Market Place, and Palmer Gardens Area Plan: Initiate a consolidated area plan to garner interest in redevelopment within the area and inform the design of a revitalized commercial area.  Detail the inclusion and design of an improved and expanded transit transfer station. Include options for a 29th Street Commuter Rail Station. Add community gathering and event spaces to increase outdoor events and incorporate options for more formal space for the Loveland Farmers' Market, and other events. Investigate additional vehicular, pedestrian, and cyclist connections within the center and into surrounding neighborhoods. Develop site design standards that promote pedestrian-oriented development and a "Main Street" atmosphere. Identify the consolidation of parcels, or those areas that should be dedicated as formal rights-of-way. Investigate options to help fund area improvements, such as a TIF district, sales tax share-back agreements, etc. Commission a marketing/ branding study to rebrand and revitalize the area, including looking at signage and landscape design guidelines that would define this area as a primary node and destination within the City. Conduct a targeted businesses study to investigate attracting entertainment and destination retail uses that could serve as an anchor and catalyze additional mixed use development. .	Attracts development opportunities Improves multimodal access and circulation Encourages pedestrian activity Modernizes the shopping environment Enhances the area's image Increases business diversity Increases sales tax revenue Becomes a regional draw and amenity	0 - 5 Years	Approx. \$150,000	High
<b>2.2 Simplify Connections. Reorganize the street network and walk and trail connections for improved vehicle, pedestrian, and bicycle access, safety, and connectivity.</b>				
2.2a ULI Building Healthy Places Workshop: Utilize the outcomes of the spring workshop to inform additional changes or amenities within the area. (refer to Appendix 4, for final report)	Promotes citizen awareness regarding the built environment and healthy living opportunities	Immediate	No cost, awarded through grant	High

## ACTION PLAN

Action / Sub-Action	Value Added	Timeframe	Estimated Cost to	Citizen Concern
2.2b Garfield Avenue Bike Mobility Study: Investigate the incorporation of creative and alternative solutions for bike lanes on parallel north-south streets, such as Garfield Avenue, as an alternative to bike lanes on unsafe or constricted portions of US 287. Additionally, include safe, east-west connections across US 287 and into adjacent neighborhoods.	Facilitates safe, low-stress bicycling	5 - 10 years	Approx. \$150,000, for initial feasibility study	Medium
<b>2.3 Improve Dry Creek Culvert. Improve pedestrian crossings at Dry Creek.</b>				
2.3a Dry Creek Culvert Pedestrian Safety Enhancements: Improve pedestrian safety, access and connectivity across Dry Creek with the construction of sidewalks on the culvert.	Improves public safety	Immediate	Approx. \$250,000	Medium
2.3b Dry Creek Culvert Overall Enhancements: Continue to enhance pedestrian connectivity across US 287 by constructing a pedestrian underpass and trail connections along Dry Creek.	Improves public safety Promotes recreational activity	5 - 10 years	\$5 – \$10 million	Medium
2.3c 37th Street Completion: Complete the connection of 37th Street across Dry Creek.	Improves city-wide connectivity	5 - 10 years	Over \$10 million	High

# CHAPTER 4. ZONE 3

## ZONE 3: CEMETERY TO 8TH STREET

### Context

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

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

Attached sidewalks exist on Lincoln Avenue, while detached sidewalks prevail along Cleveland Avenue. Many of the parcels in this Zone are smaller than other areas along the Corridor with narrower frontages and a finer-grained ownership. Although the block pattern is more urban in Zone 3 with a higher level of east-west connectivity conducive to walking compared to the other zones, the frequency of curb cuts interrupts the pedestrian environment, especially along Lincoln Avenue. Multiple driveway curb cuts and the absence of sidewalks create multiple points of conflict between automobile traffic and pedestrians. On-street parking is allowed throughout portions of this zone but is scarcely used.

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

### Challenges

- Reinvestment in some existing businesses and enhancements in site amenities, such as landscaping, could improve the appearance of this area and recognize its importance as a gateway to Downtown, from the north.
- Many vacant lots zoned for commercial uses are too small and lack adequate access to be suitable for commercial development.
- Small, narrow frontages in separate ownership create numerous drive access points.

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- Improvements for safe pedestrian and bike access would encourage multimodal activity, which in turn would benefit existing businesses with additional passerby traffic.
- The intersection of US 287 and US 34/ Eisenhower Boulevard could include identity and amenity features to recognize its significance as the gateway to Downtown and the Rockies.
- The sharp curve on south bound Highway 287 at the one-way split creates safety issues for residents and businesses in the vicinity and for motorists.

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## Opportunities

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

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

## Economic Strategy

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

## Catalytic Projects

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

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

Two optional intersection designs, as diagrammatically illustrated at right, were proposed in a study prepared in 1997. However, as the 1997 East/West Mobility Study is now nearing 20 years old, other optional intersection designs should be investigated to clearly assess potential impacts on existing properties. Furthermore, any intersection improvements should focus on the purpose of the Plan, which is to catalyze business reinvestment or facilitate new development, promote City recognition, and build a sense of City pride through gateway features.

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## Catalytic Projects

This second catalyst project would reorganize and redevelop the area between the two one way streets, Lincoln Avenue and Cleveland Avenue. The goal for the project would be to encourage a mix of commercial and residential uses that activate the cross streets and encourage synergy among various destinations. The key tenets of these catalysts are described below and illustrated in conceptual site plans that represent two of many potential design approaches that could achieve these tenets:

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

## Action Plan

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

### ACTIONS

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

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

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

[3.4 Initiate a study to assess options for improving safety at the sharp curve for south bound vehicles at the one-way split on Highway 287:](#)

### SUB-ACTIONS

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

ACTION PLAN					
Action / Sub-Action	Value Added	Timeframe	Estimated Cost to	Citizen Concern	
3.1 Allow Mixed Use. Expand the Downtown Activity Center (DAC) land use designation and the B-E zoning designation to allow mixed use through the couplet area, and align with the new DDA boundary.					

## ACTION PLAN

Action / Sub-Action	Value Added	Timeframe	Estimated Cost to	Citizen Concern
3.1a DAC Expansion: Expand the DAC land use designation to allow mixed use through the couplet area, and align with the new DDA Boundary.	Facilitates Downtown's continued revitalization	Immediate	In house	Low
3.1b Zoning District Map Revisions: Expand the B-E zoning designation to allow mixed use through the couplet area, and align with the new DDA Boundary.	Promotes mixed use within the DDA Provides more land use options to facilitate redevelopment	Immediate	In house	Medium
3.1c Couplet Area Plan: In association with the extension of East/West streets in Sub-Action 3.2a, smaller blocks should be reclaimed as pocket parks, and larger blocks should be redeveloped in order to accommodate mixed use and residential development, with those land uses fronting the east/west streets, and limiting driveway access onto US 287.	Promotes mixed use Promotes more activity adjacent to Downtown Allows more flexibility in redevelopment options	5 - 10 Years	\$150,000	Medium
<b>3.2 Improve Multimodal Amenities. Improve the pedestrian environment and add bike lanes, through creative, alternative solutions, allowing for safe travel and access.</b>				
3.2a Couplet Mobility & Streetscape Improvements: Reclaim exterior travel lanes via pavement re-striping to reduce the number of travel lanes from three to two for northbound and southbound through lanes. Two through-lanes match the roadway footprint to the north and south of Downtown, and it provides an opportunity to include bike lanes in the street cross-section while likely slowing vehicular speeds by some extent at a relatively low cost. Auxiliary lanes should still be provided on the approaches to US 34/Eisenhower Boulevard. Bike lanes shall be incorporated in a safe way, and should utilize creative and alternative solutions to enhance safety of the bicyclist.  Enhancements should be prioritized by 3 - 4 block segments and include: sidewalk widening and extension; additional street trees landscaping; safety improvements to high-volume pedestrian and bicycle crossings; street furniture at high volume pedestrian areas, and transit stops; enhanced street and pedestrian lighting; gateway features and landscaping, especially at the north end of the couplet; and utility burial.	Facilitates safe, low-stress bicycling; provides continuity of driver expectancy Calms traffic Improves connectivity Encourages pedestrian activity Improves the area's image Creates a sense of identity Attracts business investment Increases sales tax revenue	5 - 10 Years	Approx. \$1 million per mile	Medium
3.2b 5th – 7th Street / Railroad Avenue Station Area Plan: Conduct a Station Area Plan for the railroad property Commuter Rail Station.	Facilitates transit oriented development	5 - 10 Years	Approx. \$350,000	Low

## ACTION PLAN

Action / Sub-Action	Value Added	Timeframe	Estimated Cost to	Citizen Concern
3.3 Initiate a Redevelopment Plan: Create a redevelopment plan for the US 34 & US 287 intersection as a key gateway into Downtown.				
3.3a. US 34/ US 287 Area Plan: Create a redevelopment plan for the US 34/US 287 intersection as a key gateway.	Catalyzes business reinvestment or new development Promotes City recognition Builds sense of City pride	Immediate	Approx. \$200,000	High

# CHAPTER 5. ZONE 4

## 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 the 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.

### 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.

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## 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.

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## 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.

## 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.

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## 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	Citizen Concern
<b>4.1 Mitigate Flood Hazard: Mitigate the flood hazard and reduce the possibility of future damage from flood events.</b>				
4.1a Big Thompson Bridge Replacement: 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.	Increases flood flow capacity Reduces flood hazard Opens up more land for development	5 - 10 Years	Over \$10 million	High
4.1b Ongoing Mitigation and Enhancements: 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.	Facilitates river-oriented development Creates recreational opportunities Activates the Big Thompson River's edge	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>				
4.2a. Create a Big Thompson River District Area Plan: Capitalize on flood mitigation efforts and establish a Big Thompson River District for the US 287/ River crossing. 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.	Uses outside funding source to capitalize on flood mitigation efforts Catalyzes business reinvestment or new development	Immediate	Approx. \$200,000	High

## ACTION PLAN

Action / Sub-Action	Value Added	Timeframe	Estimated Cost to	Citizen Concern
4.2b Zoning District Map Revisions: 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.	Primes the area for desired land uses Increases development predictability		\$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>				
4.3a. Big Thompson River Bridge Enhancements: 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.	Celebrates the Big Thompson River Improves the area's image Promotes the City's identity as an arts community Attracts business investment	5 - 10 Years	Over \$5 million	Medium

# CHAPTER 6. ZONE 5

## ZONE 5: SH 402 TO SH 60

### Context

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

Although this Zone is more than 4 miles west of Interstate 25, the fact that there is no interchange from SH 60 to Interstate 25 means the southern portion in particular is unlikely to experience substantial growth in the long term. In addition, there are no major cities south of this Zone. The unincorporated community of Campion, with a population of approximately 1,800, is located east of the US 287 and SH 402 intersection and the Town of Berthoud, with about 5,100 residents, is 3 miles south. ~~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.

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### 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.~~

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### 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.

## 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	Citizen Concern
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.				
5.1a Future Land Use Map Revisions: 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 <u>update</u> .	Creates a more economically sustainable structure for the community Concentrates living units in closer proximity to community commercial uses		No cost, in house	Medium
5.1b Zoning District Map Revisions: Promote a node of mixed use and higher density residential at SH 402.	Concentrates living units in closer proximity to community commercial uses Reduces vehicle miles traveled Utilizes a more efficient provision of public infrastructure	Immediate	No cost, in house	Medium

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ACTION PLAN				
Action / Sub-Action	Value Added	Timeframe	Estimated Cost to	Citizen Concern
<b>5.2 Create Gateway: Create a southern gateway into Loveland.</b>				
5.2a Gateway Enhancements: Create a southern gateway into Loveland. Incorporate public art in order to reinforce Loveland's identity as an arts community.	Promotes City recognition Builds sense of City pride Supports community art projects	Immediate	Approx. \$250,000	Medium
<b>5.3 Develop Master-Planned Residential Communities: Promote the development of contiguous, master-planned neighborhoods.</b>				
5.3a. Utility Master Plan: Plan for all utilities south to SH 402 and what the city and/or county will fund vs. private development	Allows new development a funding option for extension of sewer services	Immediate	Approx. \$150,000	Low
5.3b Metro Districts Allowance: 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.	Allows additional funding options	5 - 10 Years	No cost, in house	Low

# CHAPTER 7. ALL ZONES

## 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 store, 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 improvement 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.

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## 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.

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## 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.

## 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.

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### 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	Citizen Concern
<b>6.1 Improve Corridor-Wide Aesthetics.</b>				
6.1a Sidewalk Construction: Build missing sections of sidewalks along the length of the Corridor.	Improves public safety Strengthens mobility Increases length of stay/visitor experience	Immediate	Over \$500,000	High
6.1b Municipal Code Updates: 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:  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. Shorten the minimum distance for front yards in the B zoning designation to 15 feet, to allow buildings to come closer to the road. Provide height bonuses for properties on or near US 287 Specify additional sign guidelines for the US 287 corridor within Section 18.50, similar to special guidelines for I-25 and US 34 Expand the Downtown Sign District to encompass the DDA boundary Add clause for consolidated monument signage for B and MAC Zoning District, or for parcels that have more than one business. Require permits for temporary flying banners	Improves the area's image Facilitates a more consistent streetscape character Encourages higher-intensity uses	0 - 5 Years	\$15,000	Medium
6.1c Code Enforcement Coordination: Work with Larimer County on the enforcement and abatement of code violations such as weed control, illegal signs, landscape and building maintenance, etc.	Improves the area's image Encourages compliance	0 - 5 Years	No cost	High

## ACTION PLAN

Action / Sub-Action	Value Added	Timeframe	Estimated Cost to	Citizen Concern
<p>6.1d Overhead Utility Line Burial: 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>	<p>Improves reliability of electric service and visual impacts on Corridor</p> <p>Promotes business reinvestment</p>	Immediate	<p>Approx. \$1 million per mile/ \$300,000 per block</p>	Low
<p><b>6.2 Improve Mobility.</b> Improve transit service, as well as bike and pedestrian safety and access.</p>				
<p>6.2a Transit Service Improvements: 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> <p>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.</p> <p>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.</p>	<p>Makes transit more convenient</p> <p>Allows those who can't drive to remain mobile</p> <p>Increases transit ridership</p> <p>Increases capacity to move people along the Corridor</p> <p>Reduces vehicle miles traveled</p> <p>Encourages transit oriented development</p> <p>Promotes sustainability</p>	5 - 10 Years	<p>\$20,000</p> <p>Real-time next bus information</p> <p>\$30,000</p> <p>Smart Phone App</p> <p>\$20,000</p> <p>Kiosks</p>	Medium

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## ACTION PLAN

Action / Sub-Action	Value Added	Timeframe	Estimated Cost to	Citizen Concern
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.				
6.2b Larimer County Urban Area Street Standards: 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.	Emphasizes pedestrian and bicyclist mobility Requires developers to provide multimodal facilities Encourages transportation demand management Supports access management	0 - 5 Years	No cost	Medium
6.2c Access Management  Implement access management spacing standards per current City, County and CDOT access study standards.  Implement median closures in strategic areas to improve safety and mobility, and in conjunction with transportation, landscape, or catalyst projects.  Implement access driveway closures in conjunction with transportation, landscape, or catalyst projects. Where alternative access is not available through frontage or rear <u>access</u> , roads, access improvements should be predicated on land assemblage to accomplish this goal.  Work with CDOT to sequence closures with landscape improvements or redevelopment.  Implement an Access Management Educational Program for existing businesses and concerned residents.  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.	Improves traffic flow 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 Creates a more consistent streetscape character	0 - 5 Years	\$250,000 Plan; <\$1 million/ mile	High
<b>6.3 Identify Future Annexation Areas.</b> Identify those parcels within the study area that will be annexed, and determine timeframes.				
6.3a. Annexation Study: Complete an in-depth analysis and study of those lands that still need to be annexed into the City, along with improvements costs, phasing, and funding	Allows for sense of surety for new development Promotes private development	Immediate	Over \$150,000	Low

**Deleted:** age

## ACTION PLAN

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

## Loveland 287 Strategic Plan

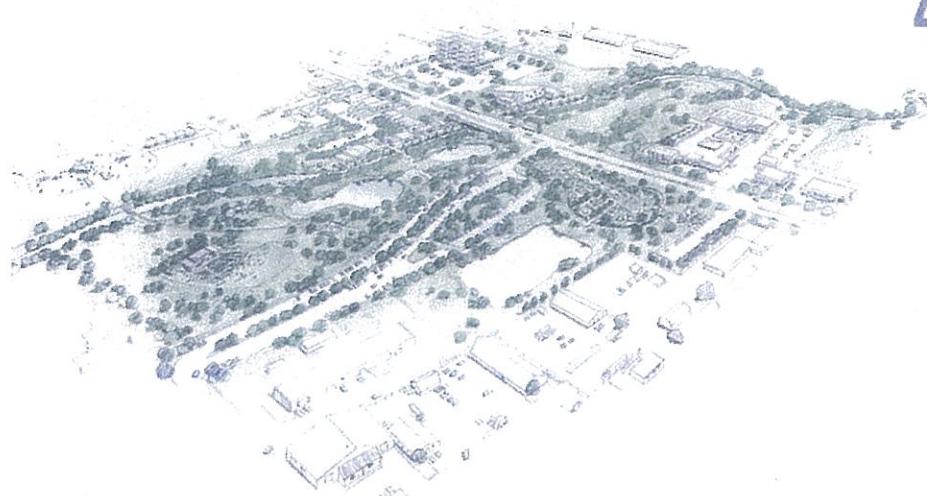
### Changes to Illustrations and Pictures

Planning Commission  
October 12, 2015



replace this  
illustration

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



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



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

## CHALLENGES

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

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



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



*29th Street commercial areas neglect pedestrian needs*



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

*↳ commercial*



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

*↳ Existing*

## CHALLENGES

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

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

example of



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

that



Low value hotel on Lincoln Avenue



Small, narrow frontages are common



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



## CATALYTIC PROJECTS

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

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

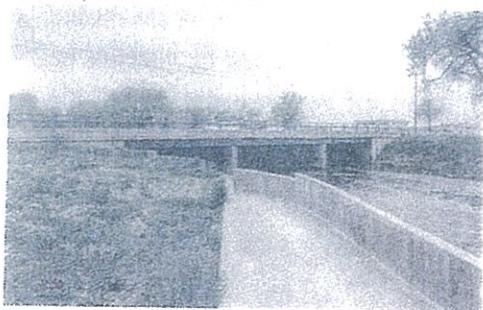
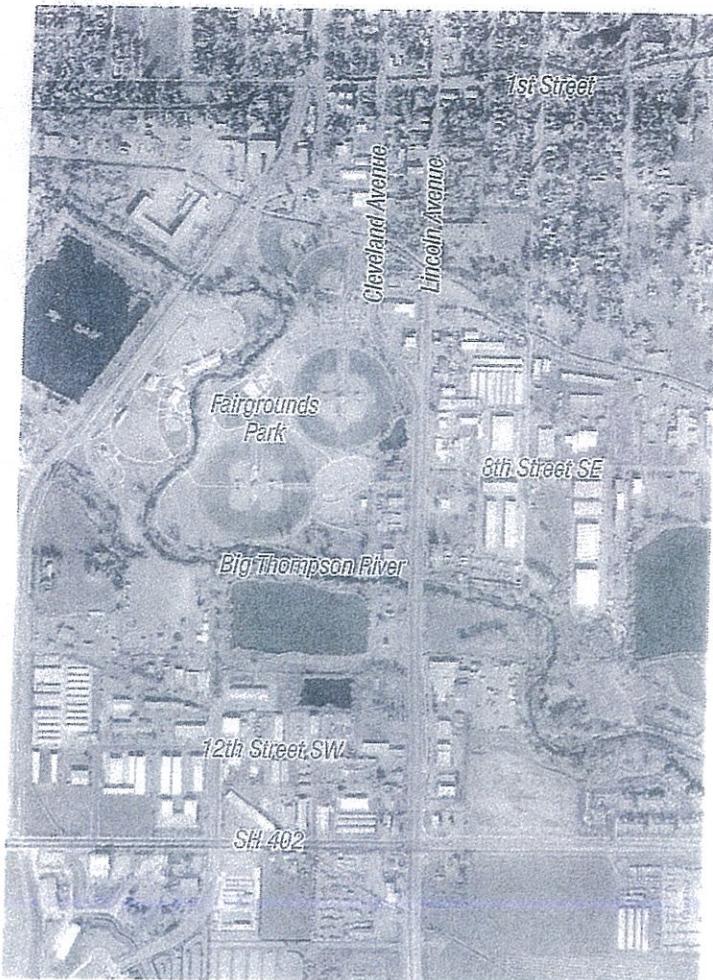
One option for the intersection improvements, as diagrammatically illustrated at right, is a roundabout couplet, originally proposed as an option in 1997. However, as the East/West Mobility Study is now nearing 20 years old, all possible options for the intersection should be investigated to identify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



Enhanced landscape and amenities



Restaurants with outdoor seating



## CHALLENGES

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

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

Replace this picture



*Big Thompson River Bridge lacks significance*



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



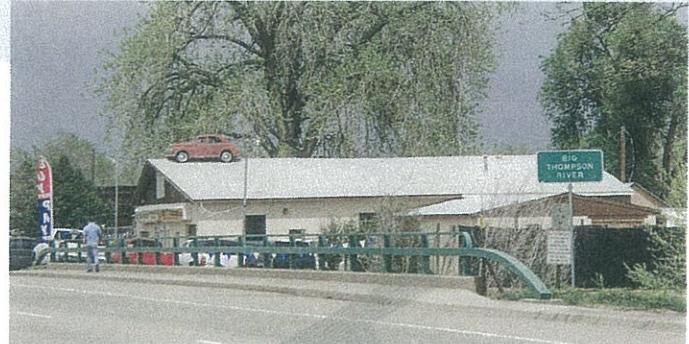
*Multiple drive access points interrupt the sidewalk*



*Buildings are still located within the floodway and floodplains*

## 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 floodway and floodplains*



- 8 -

## CATALYTIC PROJECT

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

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



Outdoor amphitheater



Big Thompson River walk with shopping and restaurants - pictures

conceptual



-10-

## CHALLENGES

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

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



Auto-oriented uses dominate the Corridor

along

## CHALLENGES

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

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



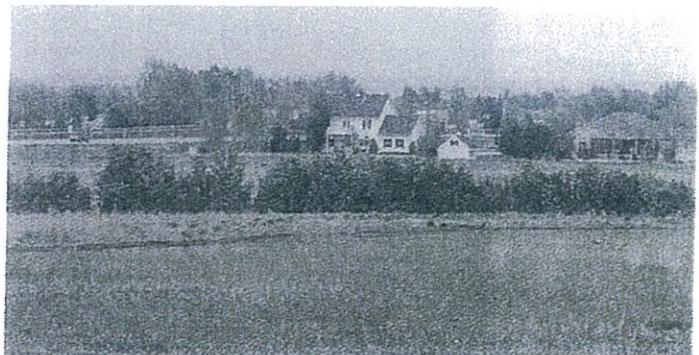
*County lands inhibit land use planning*



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



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



*Zone 5 is sparsely developed*





Commercial building with parking in front



Underutilized parking in Orchards Shopping Center

→ commercial center



single sidewalks



Farmland along the highway



**CITY OF LOVELAND**  
**PLANNING COMMISSION MINUTES**  
**August 24, 2015**

---

A meeting of the City of Loveland Planning Commission was held in the City Council Chambers on August 24, 2015 at 6:30 p.m. Members present: Chairman Crescibene; and Commissioners Middleton, Meyers, Molloy, Dowding, Forrest, Ray, Jersvig, and McFall. Members absent: None. City Staff present: Bob Paulsen, Current Planning Manager; Moses Garcia, Assistant City Attorney.

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

**CITIZEN REPORTS**

There were no citizen reports.

**STAFF MATTERS**

1. **Bob Paulsen**, Current Planning Manager, informed the commissioners that he is working with Public Works to get the improvements scheduled at the intersection of Kiowa Drive and Wilson Ave prior to the first day of school for Loveland Classical School on September 1, 2015.
2. **Mr. Paulsen** informed the commissioners that the study session for the Create Loveland Comprehensive Plan will be held at the next Planning Commission meeting on September 14<sup>th</sup>. **Mr. Paulsen** confirmed that he received the comments emailed to him by **Commissioner Meyers**.
3. **Mr. Paulsen** noted that due to concerns with some of the 16.40 adjustments, the code amendments were not ready to bring to City Council. Therefore, the study session scheduled for the August 25<sup>th</sup> City Council was postponed until November 10th. Per the request of **Commissioner Meyers**, **Mr. Paulsen** agreed to email the commissioners the 16.40 information pulled from the study session.
4. **Mr. Paulsen** updated the commissioners regarding their request for information pertaining to the use of consultants by the City of Loveland. **Mr. Paulsen** noted that he would be working with the Finance Office to obtain this information and would provide an update at the next meeting.

**COMMITTEE REPORTS**

1. **Commissioner Meyers** noted that Title 18 met this month and discussed changes to oil and gas, the sign code and the permitting of temporary uses.

## **COMMISSIONER COMMENTS**

1. **Commissioner Forrest** asked the commissioners to update their contact information and have Jenell Cheever, Planning Commission Secretary, distribute the updated information to the commissioners.
2. **Chair Crescibene** thought the Pro-Cycle Challenge held over the weekend was a successful event.

## **APPROVAL OF THE MINUTES**

*Commissioner Ray made a motion to approve the August 10, 2015 minutes; upon a second from Commissioner Dowding the minutes were approved with 6 ayes and 3 abstentions.*

## **CONSENT AGENDA**

### **1. Great Western 3rd Rezone**

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

*Commissioner Meyers made a motion to approve the Consent Agenda as published on the public record; upon a second from Commissioner Molloy, the motion was unanimously approved.*

## **REGULAR AGENDA**

### **1. Urban Land Institute – Building Healthy Places Presentation**

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

**Greg George**, Director of Development Services, introduced **Katie Guthrie**, Health Planner with CanDo Loveland. **Ms. Guthrie** outlined the project area, Orchard North, which extends from 29<sup>th</sup> Street to 37<sup>th</sup> Street. She explained how this corridor needs improvements to make it safer for pedestrian and bicycle travel.

Ms. Guthrie introduced **Michael Leccese**, Urban Land Institute Executive Director. **Mr. Leccese** discussed several key elements to designing a healthy community and the recommendations for addressing problems along the Highway 287 corridor. **Mr. Leccese** also discussed funding opportunities and how a pilot project could be utilized to show progress and gain momentum.

#### **COMMISSIONER QUESTIONS AND COMMENTS:**

- Several commissioners expressed concerns with language used in the overview of the Building Healthy Places Final Report. Specifically, comments relating to obesity and poor access to healthy foods. **Chair Crescibene** noted that healthy food is obtainable at King Soopers and a Whole Foods isn't needed in order to accomplish access to healthy food. **Commissioner Jersvig** commented that a Farmer's Market is held in the parking lot of Hobby Lobby, providing access to healthy food.
- **Commissioner Molloy** commented that sidewalks are needed on this section of Highway 287 and **Commissioner Meyers** recommended interim sidewalks be installed as a temporary solution to address immediate safety concerns.
- **Commissioner Meyers** asked if the snow plow pattern had been addressed to prevent burying the sidewalks in the winter. Additionally, he asked how road de-icing chemicals would be utilized as these chemicals are often detrimental to landscaping. **Mr. Leccese** noted that this level of detail is not addressed in the plan.
- **Commissioners Jersvig** and **Commissioner McFall** noted concerns with the speed limit and that slower speeds were necessary. **Mr. Leccese** stated the plan does not recommend lowering the speed limit but recommends encouraging drivers to abide by the posted speed limit.
- **Commissioner Forrest** recommended that ULI try to personalize the program by incorporating a "Story of the Day" to explain the process used to evaluate the corridor. Additionally, she asked **Mr. Leccese** to review the final report to ensure spelling was accurate.
- **Commissioner Ray** noted that he likes the overall concept found in the Building Healthy Places report but is concerned with how these concepts will work. He also expressed concerns with using paint to create a bike zone as this doesn't provide any real safety advantage to bicyclists.
- **Mr. George** noted that area business owners identified restrictive regulations applied to business as a factor limiting the development of this corridor. **Mr. George** acknowledged that a zoning overlay may be considered to create additional business possibilities.
- **Mr. George** clarified that the Building Healthy Places report is an appendix to the Highway 287 Strategic Plan and has been used in developing the Plan. He clarified that some of the recommendations from the report have been incorporated into the

Highway 287 Plan. He noted that ULI was brought in to help with the urban design and to support healthy living in communities.

- **Chair Crescibene** asked if so many people agree that this area is so bad, why hasn't anything been done to improve this corridor. **Mr. Greg** noted that City Council has many projects to fund; however, with greater awareness of the issue, more program directors are committing funds.
- **Commissioner Molloy** noted the lack of a Business Park in this area and asked if this has been considered. **Mr. Greg** commented that the zoning could be evaluated to encourage this.

#### **CITIZEN COMMENTS:**

- **Dan Smith** asked how residents will be affected by the 287 Strategic Plan. Specifically, he noted that residents are experiencing property damage and is concerned with safety issues where Highway 287 splits into the one-ways. He wants to ensure that these residents are safe and that the 287 Strategic Plan addresses the problems in this area. He would like something done about the speeding traffic by the cemetery and recommended not taking out homes in order to widen the road near the cemetery.
  - **Commissioner Molloy** commented that the idea is to improve safety and make this section more of a community versus a highway pass through.
- **Melanie Crandall**, neighbor to Dan Smith, also expressed concerns with the transition area between Zone 2 and Zone 3 where the one-way merges back together near the cemetery. She noted that many drivers exceed the speed limit creating a safety concern for residents. She stated she had been in contact with city police and state patrol; however, nothing has been done to address her concerns. Additionally, she noted she would support the Downtown Development Authority (DDA) only if they planned to fix these problems; however, she didn't want to have increased taxes if the DDA was not going to improve this section of Highway 287.

#### **COMMISSIONER COMMENTS:**

- Several commissioners asked for clarification as to what action the Planning Commission is expected to take regarding the Building Healthy Places report. **Mr. Greg** clarified that this presentation was for informational purposes only and no recommendation to City Council was needed.
- **Commissioner Meyers** requested a copy of Appendix A, B, and C be provided to the commissioners prior to starting Agenda Item 2: 287 Strategic Plan.

**Chair Crescibene called for a recess at 8:05 p.m.**

**Chair Crescibene called the meeting to order at 8:25 p.m.**

## 2. 287 Strategic Plan

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

**Mr. George** provided an introduction and addressed **Commissioner Meyer**'s request for a copy of Appendix A, B, and C of the Highway 287 Strategic Plan and noted that these appendixes were provided in the 6-22-15 Agenda Packet. **Mr. George** recommended the commissioners continue the item to another meeting if they needed additional time to review the appendices.

**Mr. George** reviewed the changes made to the Highway 287 Strategic Plan based on the commissioners' recommendations from the June 22<sup>nd</sup> Planning Commission Meeting. A summary of these changes were provided in the Staff Memorandum included in the 8/24/15 Planning Commission Agenda Packet.

### COMMISSIONER QUESTIONS AND COMMENTS:

- **Commissioner Forrest** commented that it would be beneficial to add the specific elements of the corridors that were evaluated and used to model the Highway 287 Strategic Plan. **Mr. George** noted that the specific features identified by the focus groups as desirable attributes for the Highway 287 corridor can be added to the Plan.
- **Commissioner Meyers** asked that the Strategic Plan address the safety concerns with the transition area between Zone 2 and Zone 3. **Mr. George** stated that this Plan isn't designed to get into specific detail but could add an action item noting the need to perform additional studies in order to determine a solution. **Commissioner Molloy** asked if any evaluations of this area have been completed. **Dave Klockeman**, City Engineer, noted that no studies have been performed. Several commissioners requested that this area be designated as node.
- Several commissioners expressed concerns with the artist renderings either not showing particular businesses as part of the Plan or depicting that some businesses may not be compatible with the Big Thompson River. **Mr. George** stated that disclaimers have been added; however, it was possible that the disclaimers on artist renderings are not sufficient. **Commissioner Dowding** asked if we had permission to use businesses' names in the Plan. **Bruce Meighan**, Logan Simpson consultant, stated that it is standard practice to put in pictures of the study area. **Mr. George** noted that they will evaluate all of the pictures to determine if they are appropriate.
- **Commissioner Meyers** asked that the language be changed on page 4-8 to include a disclosure that the river walk picture is conceptual.
- **Commissioner Jersvig** noted that the plan treats auto oriented businesses negatively and questioned where these types of businesses would be better situated. He expressed concern that the language used in the Plan creates a bias and discourages auto oriented businesses in this area. Several commissioners agreed that the tone needs to be changed

to avoid the negative connotations. **Mr. George** noted that the wording could be evaluated to prevent a negative tone towards auto oriented businesses. **Commissioner Molloy** disagreed that the wording creates a negative bias and that the Plan actually supports the current businesses. However, he felt the intention of the Plan is to restrict adding more businesses like this in order to create the river walk atmosphere.

**Chair Crescibene opened the public hearing at 9:35 p.m.**

- **Phyllis Hamen**, 1600 Cleveland, noted that her house was struck by a car in 1993. Large boulders were placed in her front yard to protect her home; however, on May 23, 2014 a car struck the boulders so hard it moved the boulders 2-3 feet. The speed of traffic, careless driving, and noise needs to be addressed. However, she hopes that the solution the city decides on doesn't force her to lose her house.
- **Melanie Crandall** expressed concerns with the opening of the new Sprouts grocery increasing traffic flow around the curve at Taco John's. She asked that a solution be identified sooner rather than later.
- **Dan Smith** asked the Planning Commission to consider the safety of the corner by the cemetery when making a recommendation on this Plan. He expressed very strong concerns with the safety and preservation of homes in this area.

**Chair Crescibene closed the public hearing at 9:42 p.m.**

**COMMISSIONER COMMENTS:**

- **Commissioner Meyers** asked that city staff get the email addresses from citizens who made comments tonight and asked that they are emailed when the next public hearing date is set.
- **Commissioner Middleton** requested the Planning Commission recommend the police and sheriff's department perform a speed and traffic volume study at the curve by Taco Johns. **Commissioner Meyers** noted that traffic studies are performed by the City of Loveland.
- **Chair Crescibene** asked if a police representative could come to a future meeting and address these concerns. **Dave Klockeman** agreed to evaluate traffic counts and perform a speed study. He will also coordinate with the police department to determine the best way to move forward. **Commissioner Dowding** asked **Mr. Klockeman** to present options that could be implemented immediately. She recommended using flashing signs that show your speed as a possible option.

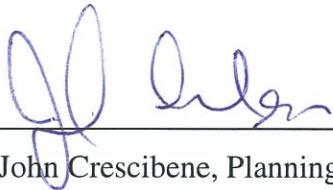
*Commissioner Meyers motioned to postpone this item to a date in the future defined by the Director of Development Services. Upon a second from **Commissioner Middleton**, the motion was unanimously approved.*

## ADJOURNMENT

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

Chair Crescibene adjourned the meeting at 9:50 p.m.

Approved by:



John Crescibene, Planning Commission Chair



Jenell Cheever, Planning Commission Secretary

**RESOLUTION NO. 15-04**

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

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

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

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

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

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

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

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

**WHEREAS**, on June 22, 2015, July 13, 2015, August 24, 2015 and October 26, 2015 the Planning Commission held public hearings to consider a recommendation to City Council to adopt the Plan; and

**WHEREAS**, at said hearings the Planning Commission considered information presented by City staff and all testimony provided by the public.

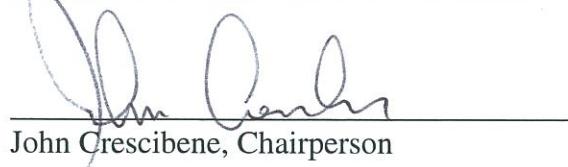
**NOW, THEREFORE, BE IT RESOLVED BY THE PLANNING COMMISSION FOR THE CITY OF LOVELAND, COLORADO:**

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

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

ADOPTED this 26<sup>th</sup> day of October, 2015.

LOVELAND PLANNING COMMISSION:



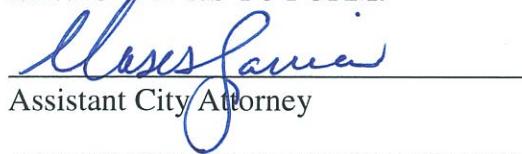
John Crescibene, Chairperson

ATTEST:



Genell Cheever  
Planning Commission Secretary

APPROVED AS TO FORM:



James James  
Assistant City Attorney

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

EXHIBIT B

**CITY OF LOVELAND**  
**PLANNING COMMISSION MINUTES**  
**October 26, 2015**

---

A meeting of the City of Loveland Planning Commission was held in the City Council Chambers on October 26, 2015 at 6:30 p.m. Members present: Chairman Crescibene; and Commissioners Molloy, Dowding, Ray, Jersvig, and McFall. Members absent: Commissioner Middleton, Meyers, and Forrest. City Staff present: Bob Paulsen, Current Planning Manager; Moses Garcia, Assistant City Attorney.

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

**CITIZEN REPORTS**

There were no citizen reports.

**STAFF MATTERS**

1. **Bob Paulsen**, Current Planning Manager, noted that Bethany Clark, Community and Strategic Planner, has resigned and will be working for a local consulting firm.
2. **Mr. Paulsen** updated the commissioners regarding their request for information pertaining the use of consultants by the City of Loveland. **Mr. Paulsen** noted that city staff is gathering information and he will report back to the commissioners once complete.
3. **Mr. Paulsen** discussed the November 9<sup>th</sup> Planning Commission agenda. **Mr. Paulsen** asked the commissioners if they felt that a presentation by the Colorado Brick Council would be a valuable presentation. Several commissioners noted that the presentation would be beneficial if it could incorporate utilization of brick in the downtown area along with new design standards.
4. **Moses Garcia**, Assistant City Attorney, noted that there was no information to report.

**COMMITTEE REPORTS**

Commissioner Dowding informed the commissioners that there will be a ZBA Hearing on November 16, 2015.

**COMMISSIONER COMMENTS**

- **Commissioner Ray** cited the brochure received with the agenda packet and asked for more information on the upcoming Land Use Law Conference. **Mr. Paulsen** stated that any commissioner interested in attending can discuss the opportunity with him after the meeting.

- **Commissioner Molloy** noted that the Planning Commission meeting minutes were becoming very detailed and asked for direction from other commissioners regarding their preferences. Consensus of the Commission was that minutes should only be a summary of events. Comments provided throughout the meeting do not need to be addressed; however, commissioner comments prior to finalizing a decision should be included. Commissioners can request additional information or comments be added to the minutes if they feel the information was pertinent to their decision. Specific citizen comments do not need to be addressed; however, minutes should include the citizen's name, address (if provided), if the citizen spoke in favor or against the project, and the general nature of their comments.
- **Commissioner McFall** noted that he will not attend the November 9<sup>th</sup> Planning Commission meeting.

## **APPROVAL OF THE MINUTES**

*Commissioner Dowding made a motion to approve the October 12, 2015 minutes as amended on the record; upon a second from Commissioner McFall the minutes were approved with 5 ayes and 1 abstention (Commissioner Ray).*

## **CONSENT AGENDA**

### **1. Silver Shores Drive – Vacation of Right of Way**

**Project Description:** This is a public hearing item requesting the vacation of unused public street right-of-way located in the Silver Glen 1<sup>st</sup> Subdivision. The location is adjacent to Mugho Place at the NW side of Silver Lake. The right-of-way is not needed for access and City staff supports this request. The Planning Commission's role is to provide a recommendation to the City Council for final action.

*Commissioner Molloy motioned to approve the Consent Agenda. Upon a second from Commissioner Ray, the motion was unanimously approved.*

## **REGULAR AGENDA**

### **2. Humane Society Site Development Plan**

**Project Description:** This is a request for review of Larimer County/Larimer Humane Society's site plan for a new 40,000 sf animal shelter and veterinary hospital to be located on a 27-acre property the south side of 71<sup>st</sup> Street directly north of the Fort Collins/Loveland Airport. Because this project is being developed by Larimer County (another governmental entity), the role of the Planning Commission is to provide review and comment as specified by State Statutes. This is similar to the process that the Commission follows when reviewing public school site plans. City staff and the Fort Collins-Loveland Water and Sanitation District have reviewed the plans and have determined that the proposal provides adequate access and infrastructure to support for this development.

**Troy Bliss**, Senior City Planner, provided a summary of the Larimer Humane Society site plan. **Moses Garcia**, Assistant City Attorney, noted that this is a location, character and extent review as specified in State Statutes. Larimer County Commissioners can overrule any decision the Planning Commissioner forwards them by a two-thirds majority vote.

**Mr. Bliss** introduced **Keith Meyer** with Ditesco. **Mr. Meyer** provided a review of the Humane Society's site plan and answered commissioners' questions. **Mr. Meyer** indicated that coordination regarding access and water service has occurred with Scion Industries and that HOA representatives from the neighboring Eagle Ranch been made aware of the plans of the Humane Society. Mr. Meyer also indicated that all other Humane Society facilities would be closed when the new facility opens and that the new facility would not have a crematorium.

**Mr. Meyer** noted that E. 71<sup>st</sup> Street will be widened to include a left hand turn lane into the site. **Randy Maizland**, Transportation and Development Review, commented that this road will be widened to arterial standards in the future but this is an interim plan to immediately provide a left hand turn lane.

**Judy Calhoun**, Larimer Humane Society, discussed challenges of noise and lighting associated with an animal shelter and how the architects have resolved these issues. She further indicated that the noise from aircraft takeoffs and landings has not been shown to be detrimental to animals.

**Mr. Meyer** discussed how the Larimer Humane Society would coordinate the development of joint infrastructure with adjacent parcels, specifically water looping.

**Commissioner Crescibene** and **Commissioner McFall** noted support for the new center.

*Commissioner Molloy moved to communicate to the Larimer County Commissioner's that the City of Loveland Planning Commission has reviewed the site development plans of the proposed location for the Larimer County/Larimer Humane Society to develop an animal shelter and associated veterinary hospital as depicted and described on said plans and in compliance with City standards for infrastructure and public utilities related thereto. Upon a second from Commissioner Dowding, the motion was unanimously approved.*

### **3. Thompson School District Master Plan Presentation**

**Project Description:** School District Chief Operations Officer **Dr. Dan Maas** will present topics related to the District's Master Plan Committee, including the Thompson Reinvented Concept. This is an informational item designed to facilitate continued communication and

cooperation between the School District and the City of Loveland. This discussion requires no formal action by the Commission.

**Dr. Maas** provided an overview of the Facility Performance Scorecards created for each school. Score cards can be accessed through an interactive webpage on the Thompson School District website. Each school has been evaluated to determine total repair costs, utilization level, energy efficiency, and overall system health rating. **Dr. Maas** introduced **Kurt Berg**, Master Plan Committee chairman.

**Dr. Maas** discussed the Thompson Reinvented concept and how it addresses issues with under-enrolled elementary schools and overcrowded secondary schools. **Dr. Maas** noted that building a new high school and repurposing the old building as a K-8 school could help Loveland handle the next 20 years of growth.

Several commissioners thanked **Dr. Maas** for his presentation and noted their appreciation for all of his efforts.

**Chair Crescibene called for a recess at 8:03 p.m.**

**Chair Crescibene called the meeting to order at 8:15 p.m.**

#### **4. 287 Strategic Plan**

**Project Description:** This is public hearing on a legislative matter that was continued from the October 12, 2015 Planning Commission meeting. The 287 Strategic Plan is complete and staff and the consulting team will present the final draft to the Planning Commission for consideration. The 287 Strategic Plan identifies strategies and actions to guide development and help improve business opportunities along US Highway 287. Staff is seeking to have the Planning Commission forward a recommendation of approval to City Council.

**Greg George**, Director of Development Services, stated that since the last discussion with the Planning Commission city staff has worked to remove the negative tone throughout the document and outlined the 8 major amendments as described in the staff report. **Mr. George** noted that no additional comments were received outside of the prior Planning Commission meeting.

#### **COMMISSIONER COMMENTS:**

- Several commissioners noted their support of the plan and appreciated the much more positive and constructive tone of the plan.
- **Commissioner Jersvig** and **Chair Crescibene** supported the changes made to the 287 Strategic Plan but recommended removing Appendix D (Urban Land Institute report) due to the negative tone of the document. **Mr. George** recommended that Appendix D remain as it was used as a reference in the planning process and emphasized that as an appendix,

it is not a policy document. All action items are contained within the 287 Strategic Plan. **Mr. George** recommended adding language to the plan stating that not all of the ULI recommendations were incorporated into the plan. **Commissioner Molloy** disagreed that Appendix D should be removed and stated that the plan should remain as is. Discussion ensued.

- Commissioners directed **Mr. George** to include within the 287 Strategic Plan a statement that the Planning Commission approved the recommendation of the resolution to City Council with the following reservations by several commissioners: the ULI report should be removed due to the negative tone of the document and that the report did not provide beneficial information not already considered by city staff and Logan Simpson.
- **Mr. George** stated that the commissioners' concerns pertaining to the ULI report will also be brought to City Council's attention in the Cover Memo.

**Chair Crescibene opened the Public Hearing at 8:52 p.m.**

There were no citizen comments.

**Chair Crescibene closed the Public Hearing at 8:52 p.m.**

*Commissioner Dowding moved to approve the resolution recommending that City Council adopt the Highway 287 Strategic Plan, as revised on the record by the Planning Commission. Upon a second by Commissioner Jersvig, the motion was approved with 5 ayes (Chairman Crescibene, Commissioners Dowding, Ray, Jersvig, and McFall) and 1 nay (Commissioner Molloy).*

#### **ADJOURNMENT**

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

**Chair Crescibene adjourned the meeting at 8:53 p.m.**

Approved by:

*Richard Middleton - Vice Chair*

*John Crescibene, Planning Commission Chair* **VICE-CHAIR**  
*Richard Middleton*

*Jenell Cheever*

**Jenell Cheever, Planning Commission Secretary**



LOVELAND  
**287**  
Strategic Plan

CITY COUNCIL DRAFT  
1 December 2015

## **PLANNING COMMISSION REVIEW AND RECOMMENDATION OF APPROVAL**

On October 12, 2015, the Loveland Planning Commission considered the Loveland 287 Strategic Plan at a fully noticed public hearing and approved a resolution recommending that City Council adopt the Plan. The hearing in October was the fifth time, since March 2015, that the Planning Commission considered the Plan and made recommendations for revisions. The comments provided by the Planning Commission provided valuable insight on revisions that have made the Plan more "right" for Loveland.

The Planning Commission recommended adoption of the Plan to City Council with the following reservation by several Commissioners:

The ULI report, Appendix D, should be removed from the Loveland 287 Strategic Plan due to the negative tone of the document and because the report does not provide beneficial information not already considered by City staff and Logan Simpson.

# ACKNOWLEDGMENTS

## **Loveland City Council**

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

## **Loveland Planning Commission**

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

## **US 287 Advisory Committee**

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

## **US 287 Study Team**

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

## **Consultant Team**

Logan Simpson  
 Economic Planning Systems  
 Felsburg, Holt & Ullevig

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CHAPTER 1.

# INTRODUCTION

DRAFT



## PRIMARY PLAN GOALS

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

## PURPOSE

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

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

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

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

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

# OPPORTUNITIES

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

## **City tax revenue.**

A market analysis, completed as part of this Strategic Plan, has emphasized the City budget's reliance on its retail and commercial base, including the businesses along US 287. The analysis determined that as much as 25% of the City's sales and jobs are located along and adjacent to this Corridor. The current condition of this area therefore has significant implications for the City's overall financial health.

## **Improvements in the performance of retail activity.**

In order for the Corridor to redevelop and realize its full potential, the Corridor must better serve the surrounding neighborhoods that comprise its primary customer base and attract higher quality retailers, mixed use developments, and entertainment venues. An increase in consumer base could provide a stimulus for improving the overall appearance of the Corridor and the repositioning of some properties.

## **Regional competition.**

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

## **Increase utilization of existing retail and supporting housing stock.**

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

## **North and south gateway enhancements.**

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

## **Improvements in transportation facilities to support the Corridor's mobility and economic goals.**

US 287 is a major north/south corridor that acts as Main Street in the City of Loveland, and serves local, regional and inter-regional automobile, transit, bicycles, pedestrians, and freight. The Colorado Department of Transportation (CDOT) retains ownership of this roadway and is considered a partner in transportation with the City of Loveland. Reducing vehicular congestion could improve the visitor experience and improving access control along the Corridor could improve traffic flow. A transit system is present; however strategies need to be explored to continually advance this system. Bike access north-south is secondary and discontinuous. Improving pedestrian access, especially within existing commercial centers, could increase length of stay and improve overall shopper experience. Capacity, overall mobility, and quality of experience of US 287 could be increased with improvements in transportation facilities.

## **Economic development within each Zone.**

The Corridor changes in character and opportunities within each Zone. The provision of City utilities in Zones at the south end could increase the opportunity for new development. Several Zones are challenged by risks and benefits associated with natural resources, including the Big Thompson River. The five Zones within the Corridor are described below.

# PROJECT ZONES

**Zone 1:**

Between 71st Street & 37th Street

**Zone 2:**

Between 37th Street & the Cemetery

**Zone 3:**

Between the Cemetery & 8th Street

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

**Zone 4:**

Between 1st Street & SH 402

**Zone 5:**

Between SH 402 & SH 60





## VISION

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

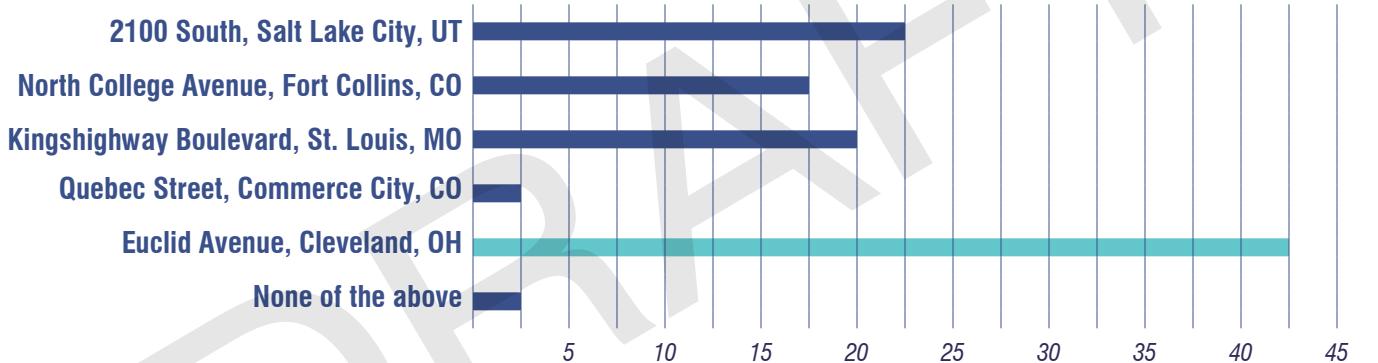
- facilitate private business investment;
- encourage mutually supportive land uses;
- reduce impediments to development and redevelopment;
- enhance visual appeal;
- illustrate individual identities; and
- provide integrated public transportation options.

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

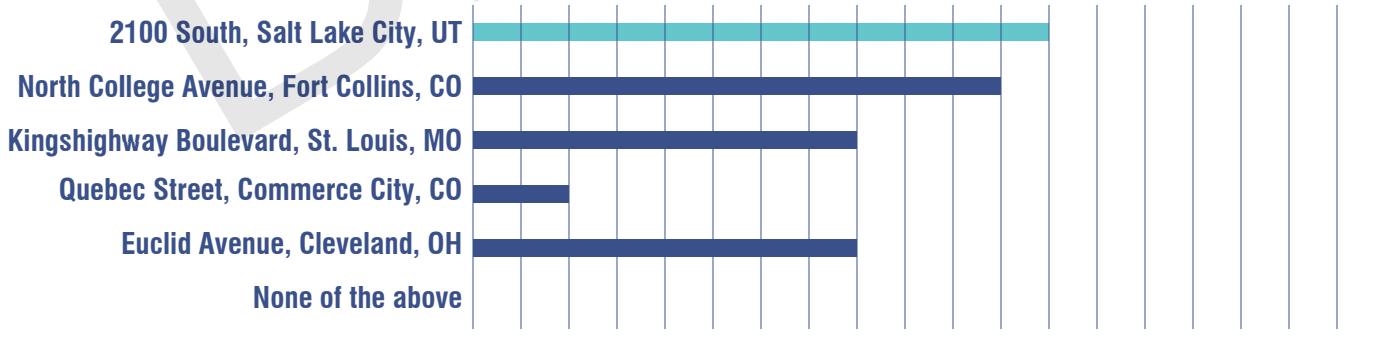
Street	Desirable Elements
• North College Avenue, <i>Fort Collins, Colorado</i>	Landscape and hardscape / street scale
• Euclid Avenue, <i>Cleveland, Ohio</i>	Transit services and facilities / theming and amenities
• 2100 South (Sugarhouse District), <i>Salt Lake City, Utah</i>	Street scale / theming and amenities / landscape and hardscape
• Quebec Street, <i>Commerce City, Colorado</i>	Bicyclist experience / landscape and hardscape
• Kingshighway Boulevard, <i>St. Louis, Missouri</i>	Landscape and hardscape / vehicular convenience and access

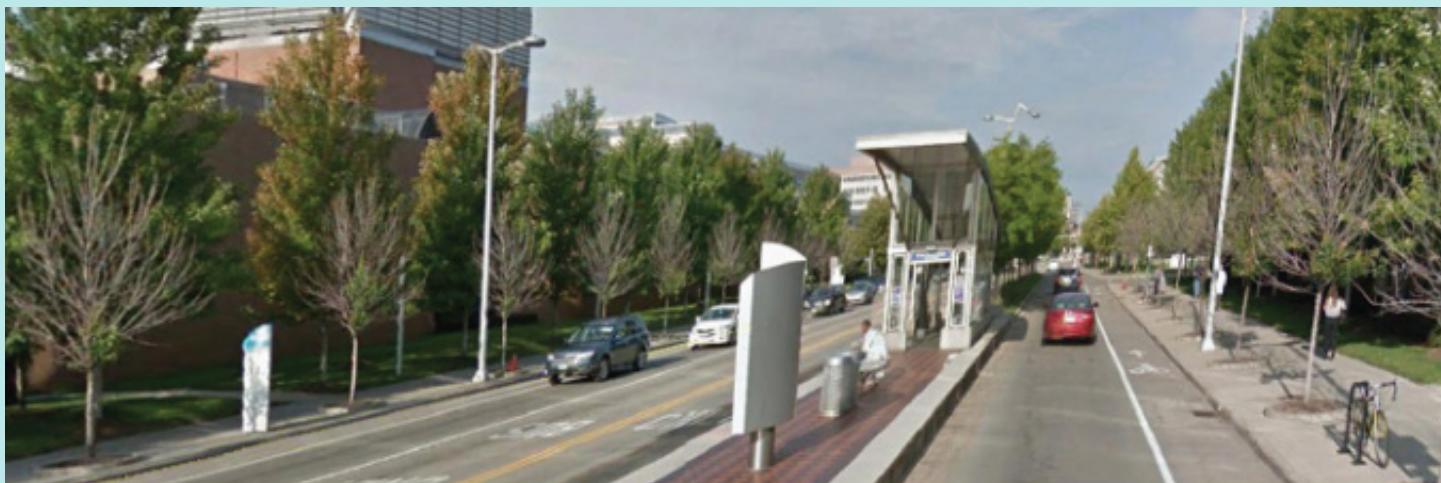
After learning about each corridor, meeting attendees participated in an electronic polling activity. Participants were asked to select which corridor they found the most memorable. Key discussions focused on which qualities make a great street and, more importantly, a great economic corridor, as well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

#### Public Workshop Polling Results



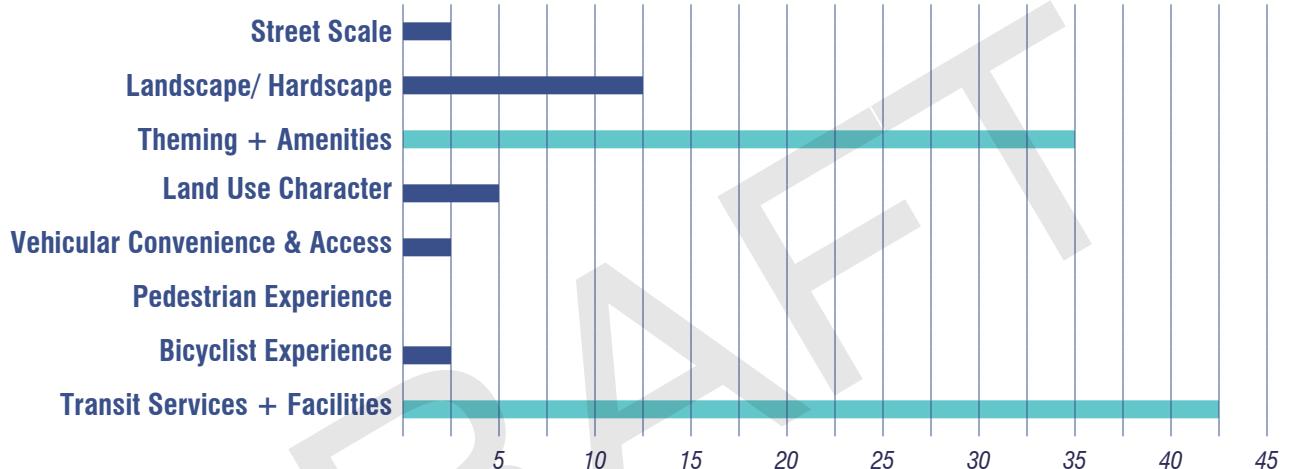
#### Online Survey Polling Results



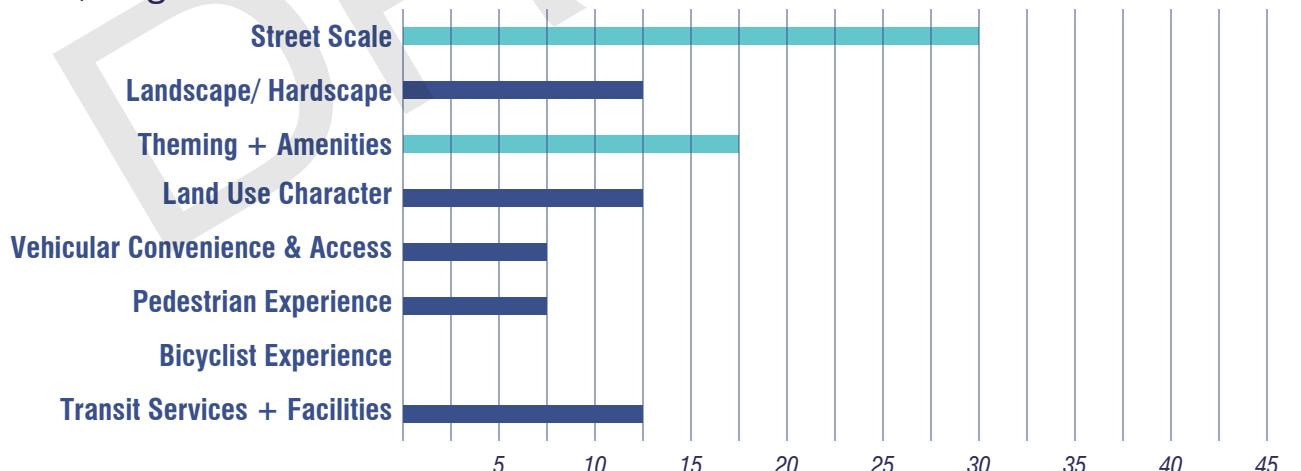


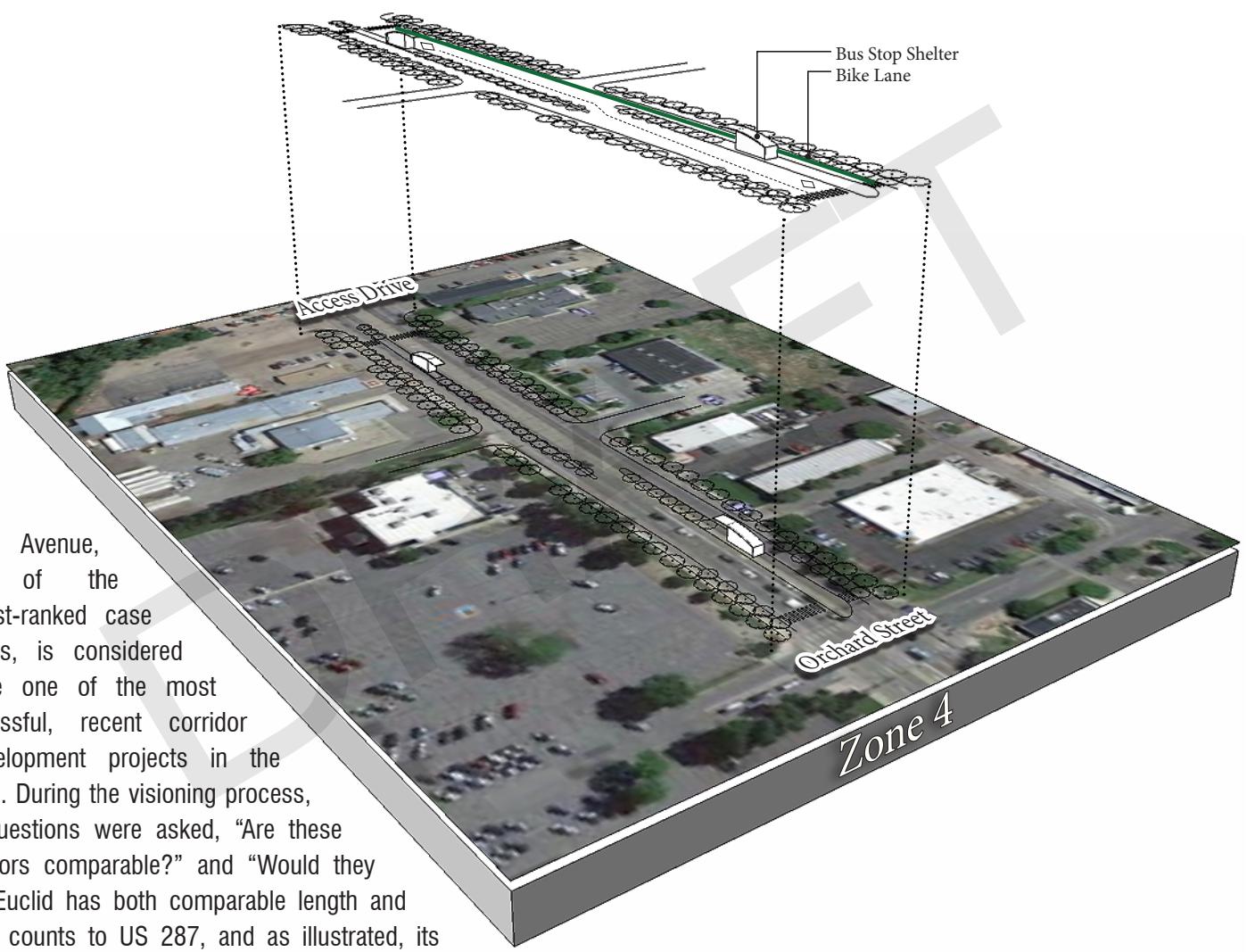
Overall, Euclid Avenue and 2100 South/ Sugarhouse District were ranked the highest in workshops and online surveys.

#### Euclid Avenue Desired Elements



#### 2100 South/ Sugarhouse Desired Elements





## GREAT STREETS

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

### A Defined Street

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

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

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

### Physical Comfort

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

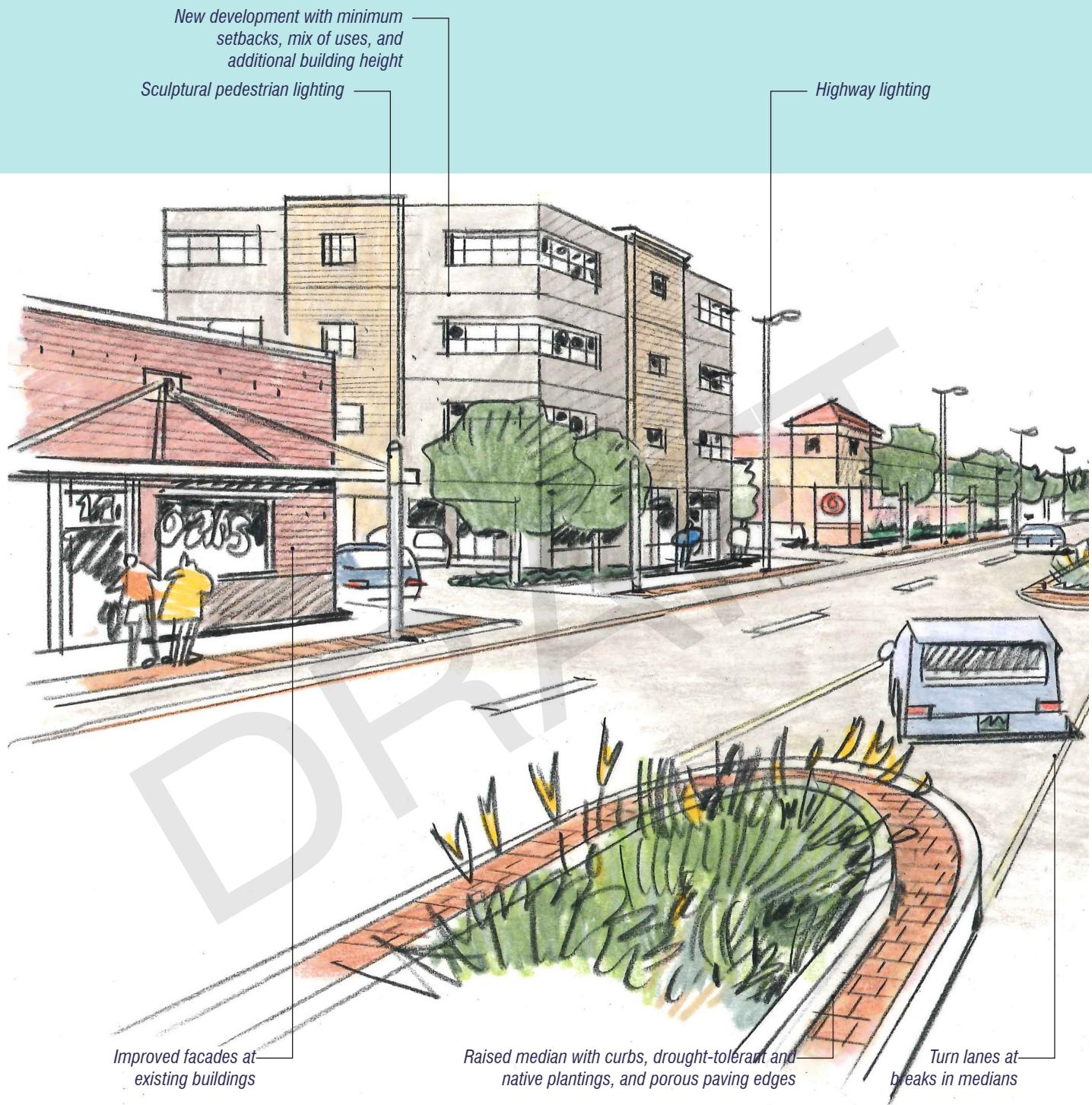
### Qualities that Engage the Eye

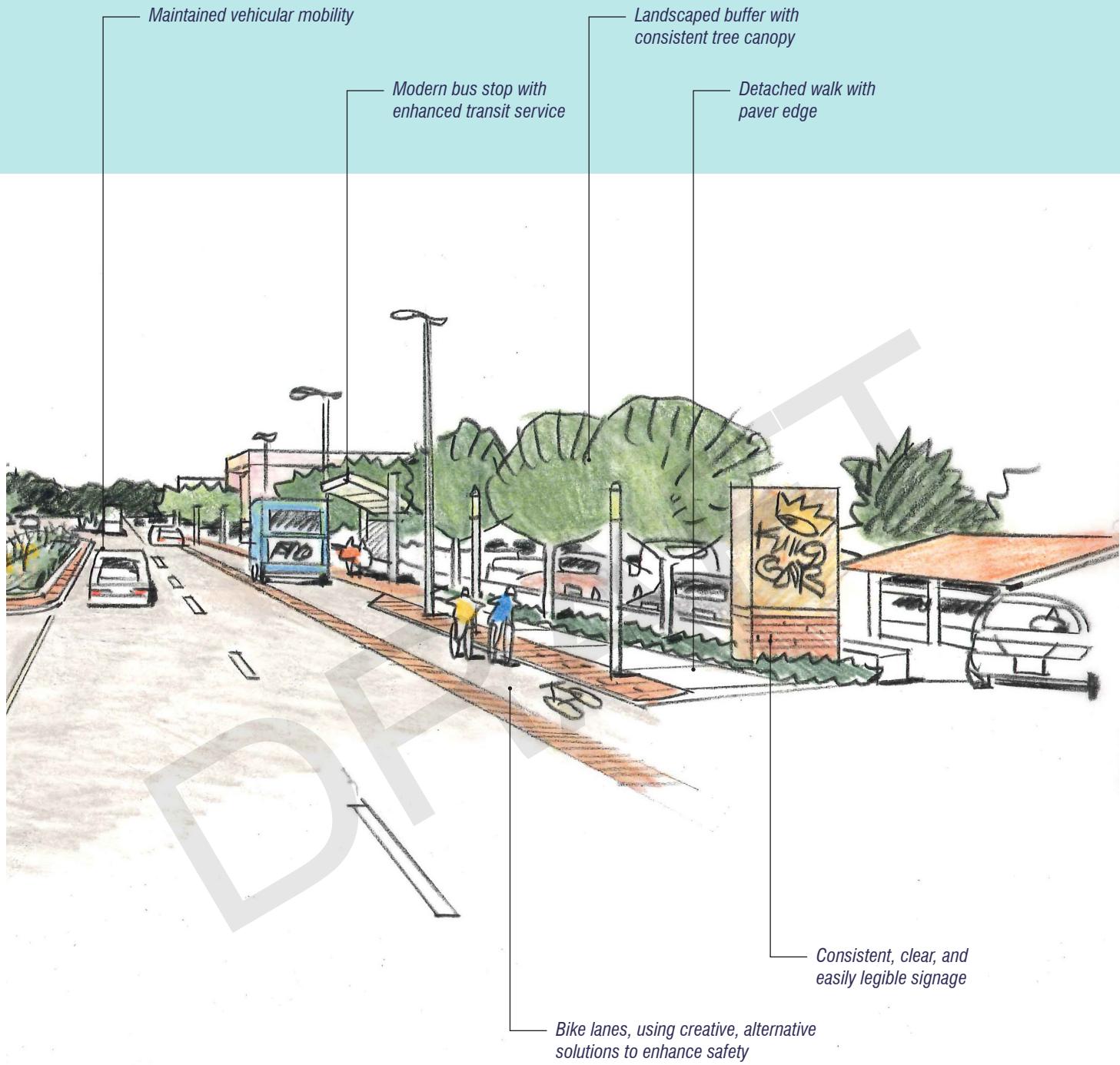
- Does the area include unique theming and/or design features?
- Does the right-of-way highlight the area's arts and culture?
- Are there pedestrian plazas and places adjacent to the corridor?

### Unique Character

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

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





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

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



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



**2** Preserving desirable land uses and accommodating new uses that improve the character and economic position of the corridor, while emphasizing the enduring nature of materials, architectural character, and site design that support Loveland's identity.



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



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

# PROCESS

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

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

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

## PHASE 1: INITIATION

## PHASE 2: ANALYSIS

## PHASE 3: VISION + ALTERNATIVES

## PHASE 4: DRAFT + FINAL PLAN

# CHALLENGES, OPPORTUNITIES, ECONOMIC STRATEGIES, ACTIONS

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

## CHALLENGES + OPPORTUNITIES

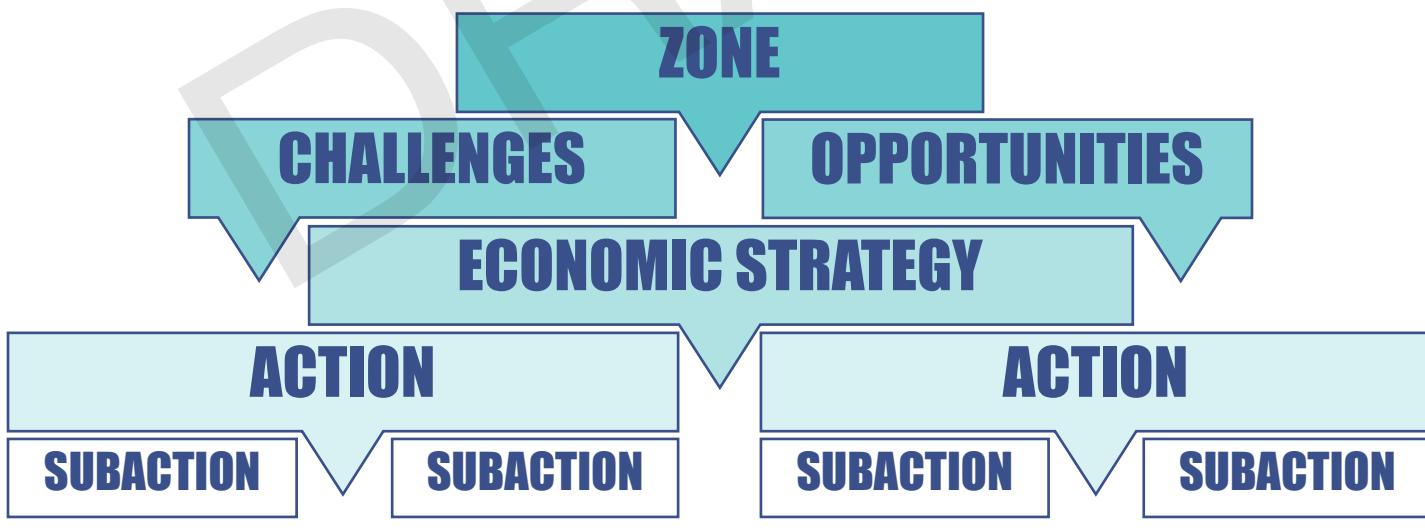
The five sets of Challenges identify opportunities for positive change within each Zone of the Corridor. While many of the challenges are common to multiple Zones, some apply only in specific areas. Each Zone also has opportunities that can be capitalized upon to effect positive change along the Corridor.

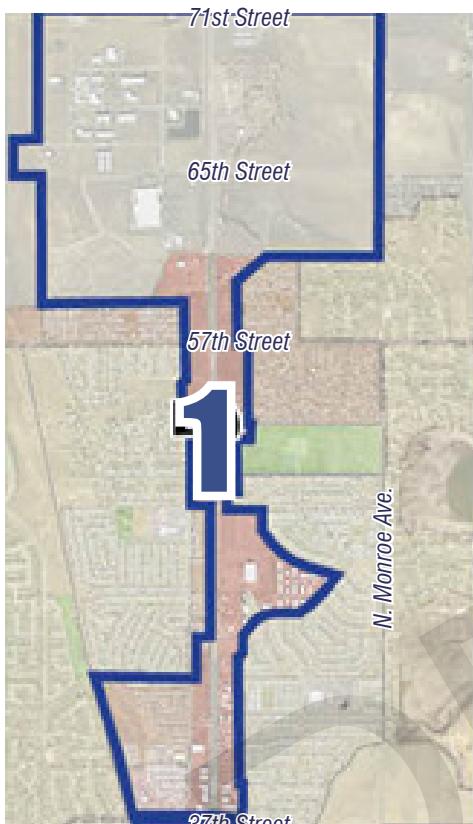
## ECONOMIC STRATEGIES

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

## ACTIONS + SUB-ACTIONS

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





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

### Challenges

A large number of vacant commercial properties along US 287 from 37th to 65th create gaps in destinations, and the strength of the Longview/Midway employment node could be better leveraged to generate additional growth.

### Economic Strategy

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

### Actions

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

### Sub-Actions

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

## ZONE 2: 37TH STREET TO CEMETERY

### Challenges

The 29th to 33rd Street commercial area is the most viable commercial node in the Corridor, but improvements in internal circulation and access could improve its overall performance. Current zoning and development regulations promote incremental, piecemeal improvements that tend to discourage reinvestment.

### Economic Strategy

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

### Actions

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

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

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

### Sub-Actions

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





## ZONE 3: CEMETERY TO 8TH STREET

### Challenges

An abundance of vacant sites with narrow frontages, shallow lots, and inadequate access for commercial redevelopment is negatively affecting the performance of existing businesses. These small lots under separate ownership complicate redevelopment options. The provision of pedestrian access and appropriate separation from auto traffic could create a safer and more pleasant environment. The sharp curve for southbound vehicles where US 287 splits into one-way segments (the “Curve”) creates a safety hazard for motorists, pedestrians and residents living in the adjacent neighborhoods.

### Economic Strategy

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

### Actions

- 3.1 *Allow Mixed Use.* Expand the Downtown Activity Center (DAC) land use designation and the B-E zoning designation to allow mixed use through the couplet area, and align with the new DDA boundary.
- 3.2 *Improve Multimodal Amenities.* Improve the pedestrian environment and add bike lanes, through creative, alternative solutions, allowing for safe travel and access.
- 3.3 *Initiate the US 34/US 287 Redevelopment Plan.* Create a redevelopment plan for the US 34 & US 287 intersection as a key gateway into Downtown.
- 3.4 *Safety Improvements at the Curve.* Create a plan for and implement safety improvements for south bound vehicles, pedestrians and the adjacent neighborhood where US 287 splits into one-way segments.

### Sub-Actions

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

## ZONE 4: 1ST STREET TO SH 402

### Challenges

In general, the area consists of commercial and industrial uses on relatively small lots. Commercial frontage development potentials are compromised by adjacent industrial uses to the east. The flood hazard limits reinvestment opportunities for certain properties and development could capitalize more on the Big Thompson River as an amenity.

### Economic Strategy

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

### Actions

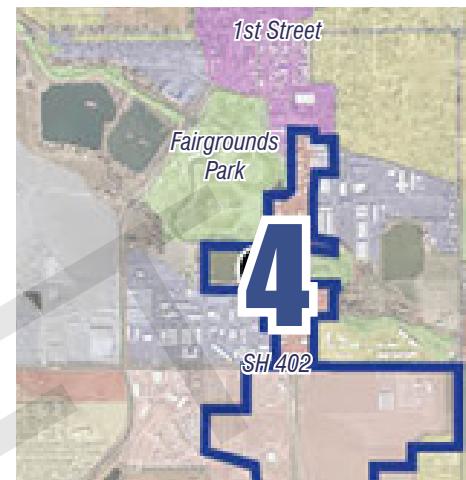
*4.1 Mitigate Flood Hazard.* Mitigate the flood hazard and reduce the possibility of future damage from flood events.

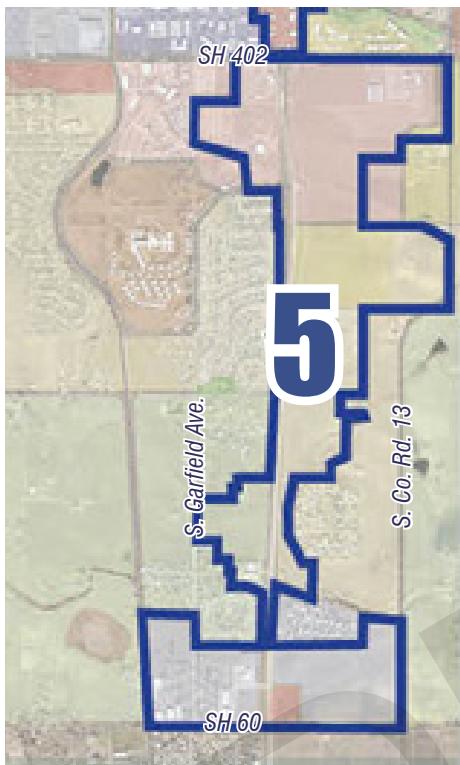
*4.2 Create an Area Plan.* Create a plan to capitalize on flood mitigation efforts and convert the US 287/ Big Thompson River crossing into a Big Thompson River District (i.e. Estes Park, Pueblo, or Golden).

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

### Sub-Actions

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





## ZONE 5: SH 402 TO SH 60

### Challenges

The area is sparsely developed and contains several large vacant properties. Improvements could be made to the existing street network to promote connectivity. City infrastructure needs to be extended south to serve the area and more residential development needs to be located along the Corridor to support new commercial uses. A cohesive land use plan and annexation plan needs to be developed for the County enclaves within the area.

### Economic Strategy

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

### Actions

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

### Sub-Actions

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

## CORRIDOR-WIDE ACTION PLAN

### ALL ZONES

#### Actions

6.1 *Improve Corridor-Wide Aesthetics.*

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

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

#### Sub-Actions

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

A detailed Action Plan, developed and prioritized by the community, stakeholders, and advisory committees, is summarized here and fully outlined within each subsequent Volume. A total of **5 Economic Strategies, 19 Actions, and 38 Sub-Actions** have been identified for the 8-mile Corridor.

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

### PRIORITIZATION

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

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

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

## PRIORITY WORK PROGRAM

This initial work program focuses on:

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

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

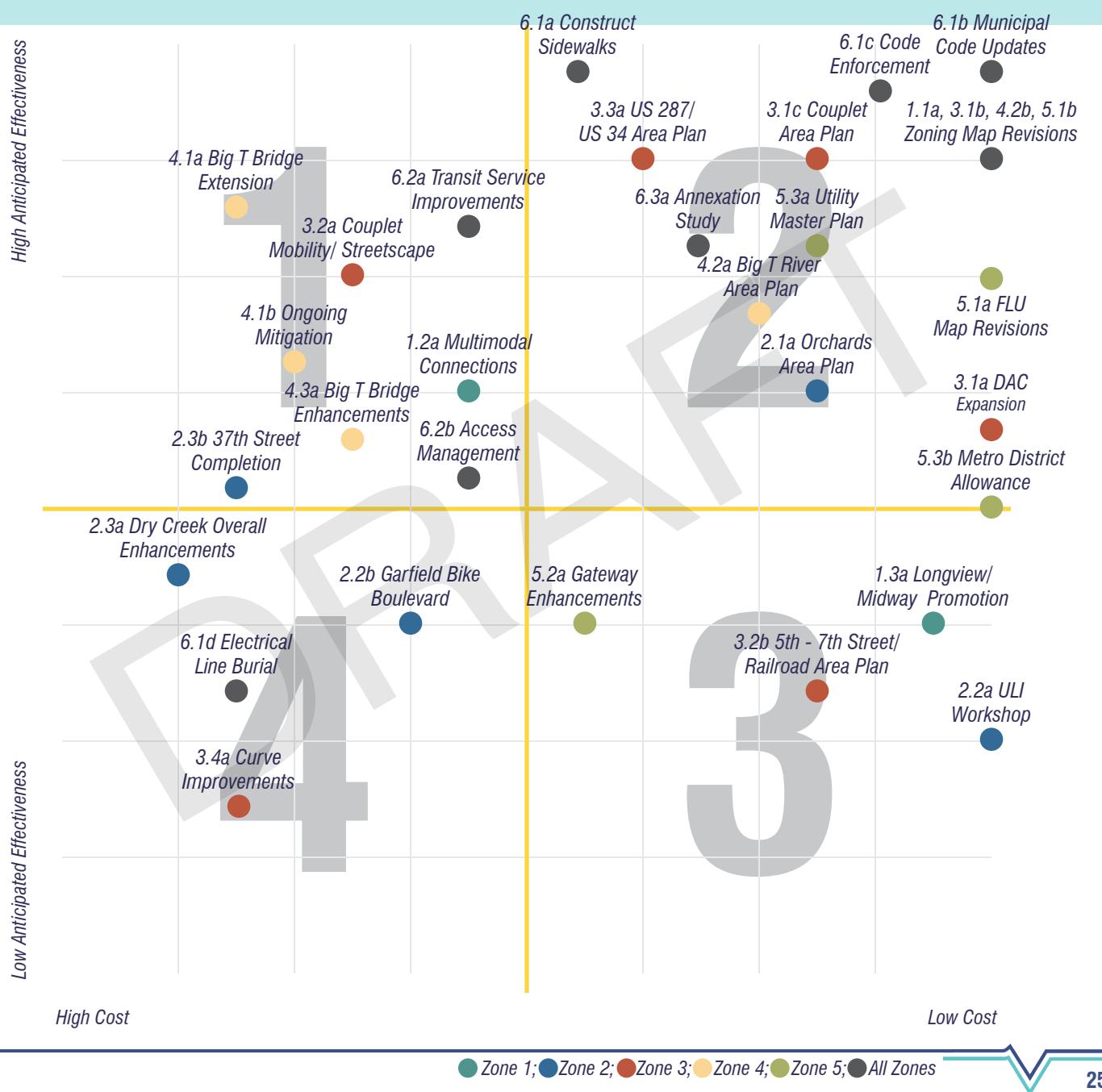
The remaining Quadrant 1 and 2 projects, as well as those Quadrant 3 and 4 projects should be pursued as part of the long-term work program and evaluated annually. The items within the Priority Work Program must be considered by City Council along with many other priorities. Many of these projects would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

## LONG-TERM WORK PROGRAM

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

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

These corrective actions will ensure the desired end result is achieved. Resources required to implement the strategy will be considered, along with parties responsible for implementing the project and the timeframe for implementing the strategy. Moreover, as strategies are completed and/or new best practices, technology, and information become available, the work program may include projects not listed in this document. **However, each project or action should be relevant to an Economic Strategy within this Plan and be measured by effectiveness and cost.**



# PRIORITY WORK PROGRAM

## QUICK WINS – HIGH RETURN, LOW RISK ITEMS

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

## QUICK WINS – HIGH RETURN, LOW RISK ITEMS

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

## QUICK WINS – HIGH RETURN, LOW RISK ITEMS

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

**CHAPTER 2.**

**ZONE 1**

**DRAFT**

# ZONE 1: 71ST STREET TO 37TH STREET

## CONTEXT

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

South of 57th Street to 37th Street, small- to mid-scale retail, service, and civic uses abut US 287, while residential neighborhoods are typically located at least 300 feet from the highway with vacant land in between. East-west connectivity should be improved between residential development and highway-oriented uses. A higher concentration of destinations, or activity centers could improve overall business performance within this Zone. North-south mobility along the highway itself is great for vehicular traffic, but improvements in pedestrian, bicycle, and transit facilities are needed to make it easier to travel short distances without a car.

Zoning needs to provide opportunities for a mix of land uses other than solely commercial, particularly on the several vacant, commercially zoned parcels north of 37th Street. The focus of commercial and industrial development should be around the 65th Street intersection and planned developments there. Recent development activity is a positive sign and the City should explore ways to continue to foster this activity. Changes to US 287 should support future traffic and circulation needs of the area.



*The northern limits of Loveland*



*Shops at Wintergreen Village*



*Immanuel Lutheran Church & School*



*Newer development at Longview / Midway*



*Two-story building with parking in front*



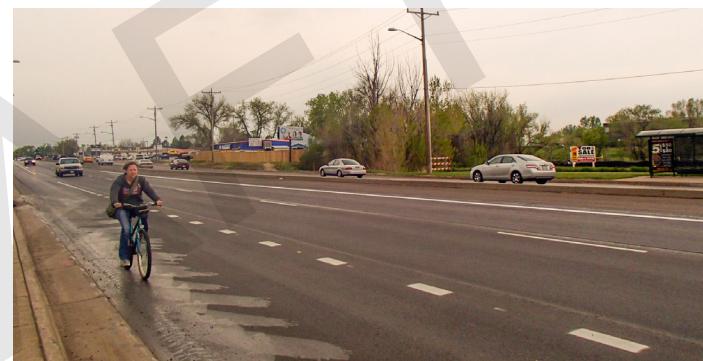
*Multiple vacant parcels exist with no sidewalks, and bus stops exist with no sidewalks to serve them*

## CHALLENGES

- A large number of vacant commercial properties along US 287 from 37th to 65th streets create gaps in destinations.
- The strength of the Longview/Midway Commercial Center on the north end could be leveraged more to generate new growth.
- The transportation network should be improved to facilitate a higher level of east-west mobility.
- The pedestrian and bicycle infrastructure should be upgraded to encourage multimodal access along the highway.



*East/west streets are few and far between*



*The Corridor lacks adequate and safe bicycle facilities*



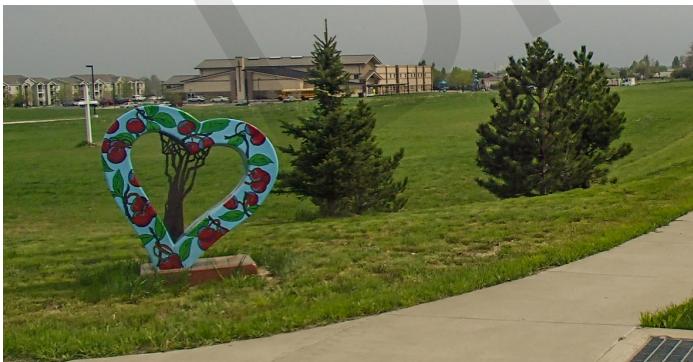
*Vehicles at auto sales lots encroach the sidewalk, limiting pedestrian mobility*



*High quality office design and landscaping attract employers*



*High-density housing increases demand for Corridor businesses*



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

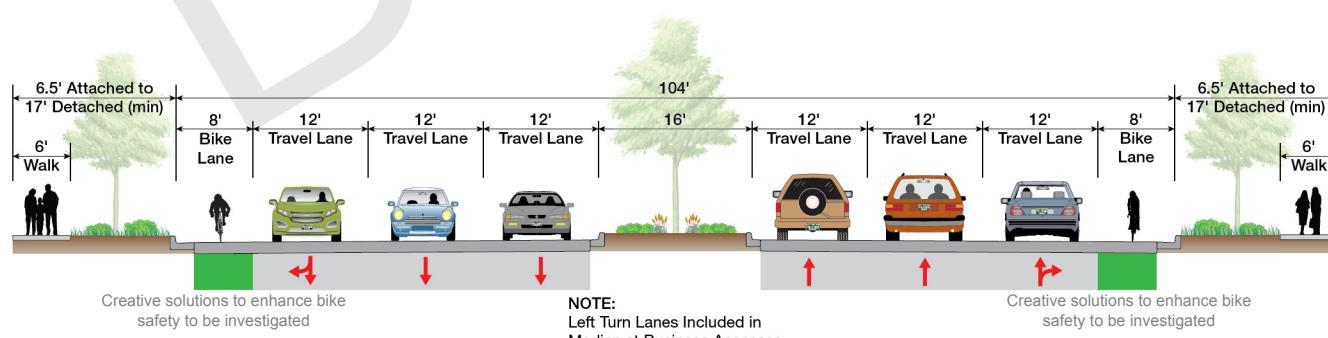
## OPPORTUNITIES

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

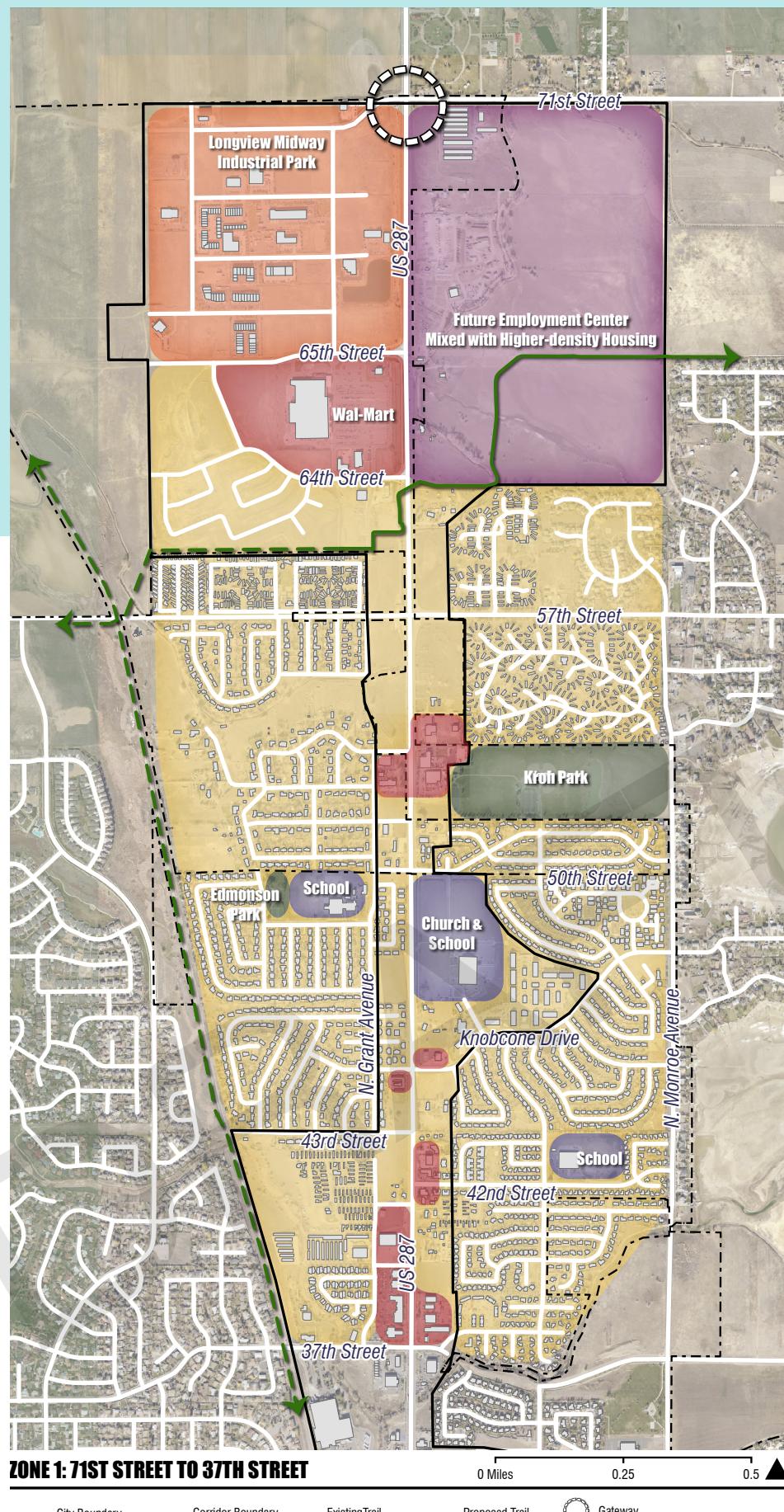
- Right-size the amount of commercially zoned land, encourage it where it is working, and increase the range of allowable uses.
- Focus economic activity in key areas.
- Let the market continue current momentum.
- Provide more east-west connections.
- Allow mixed use or high-density residential areas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

## ECONOMIC STRATEGY

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



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



# ACTION PLAN

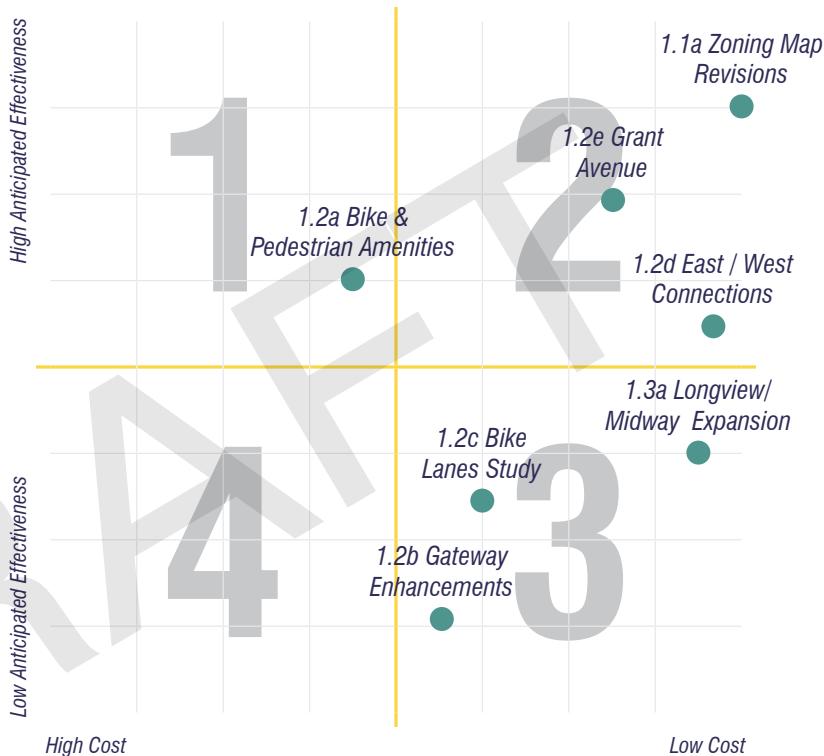
The detailed Zone 1 Action Plan consists of three Actions and seven Sub-Actions, as listed in the following table. All Sub-Actions have been individually ranked based on their ability to address the specific issues related to Zone 1, depending on each Sub-Action's overall effectiveness vs. anticipated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

## ACTIONS

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

## SUB-ACTIONS

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



## ACTION PLAN

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

## ACTION PLAN

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

**CHAPTER 3.**

**ZONE 2**

**DRAFT**

# ZONE 2: 37TH STREET TO CEMETERY

## CONTEXT

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

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

Improved site design in the Orchards Shopping Center could increase its potential to be a major community gathering point serving northern Loveland residents. An improved circulation and access pattern would enhance the attractiveness of retail spaces to shoppers and businesses and open up new retail locations, allowing underutilized parking areas to be transformed into public amenities and gathering points.



Loveland Marketplace



King Soopers in Orchards Shopping Center



Bus transfer station in Orchards Shopping Center



Office buildings in Orchards Shopping Center



Roadway connecting Orchards Shopping Center & Loveland Marketplace lacks sidewalks



Restaurant south of 29th Street with parking in front



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

## CHALLENGES

- The commercial area between 29th and 33rd streets is the most viable activity center in the Corridor and could be strengthened with a better mix of retail stores.
- Reinvestment in the three shopping centers in this area could improve retail performance within the entire Zone.
- The shopping experience should be expanded beyond primarily neighborhood retail and service uses.
- Current land use and site development standards should be revised to facilitate cohesive reinvestment.
- The circulation and access among the shopping centers should be improved to avoid confusion and encourage pedestrian activity.
- The bike and pedestrian systems should be upgraded to improve public safety and convenience.



*29th Street commercial areas neglect pedestrian needs*



*Vacant commercial business*



*Existing shopping center*



*Farmers' markets enliven the public realm*



*High quality landscaping adds value to the community*



*Entertainment uses add diversity to the shopping experience*



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

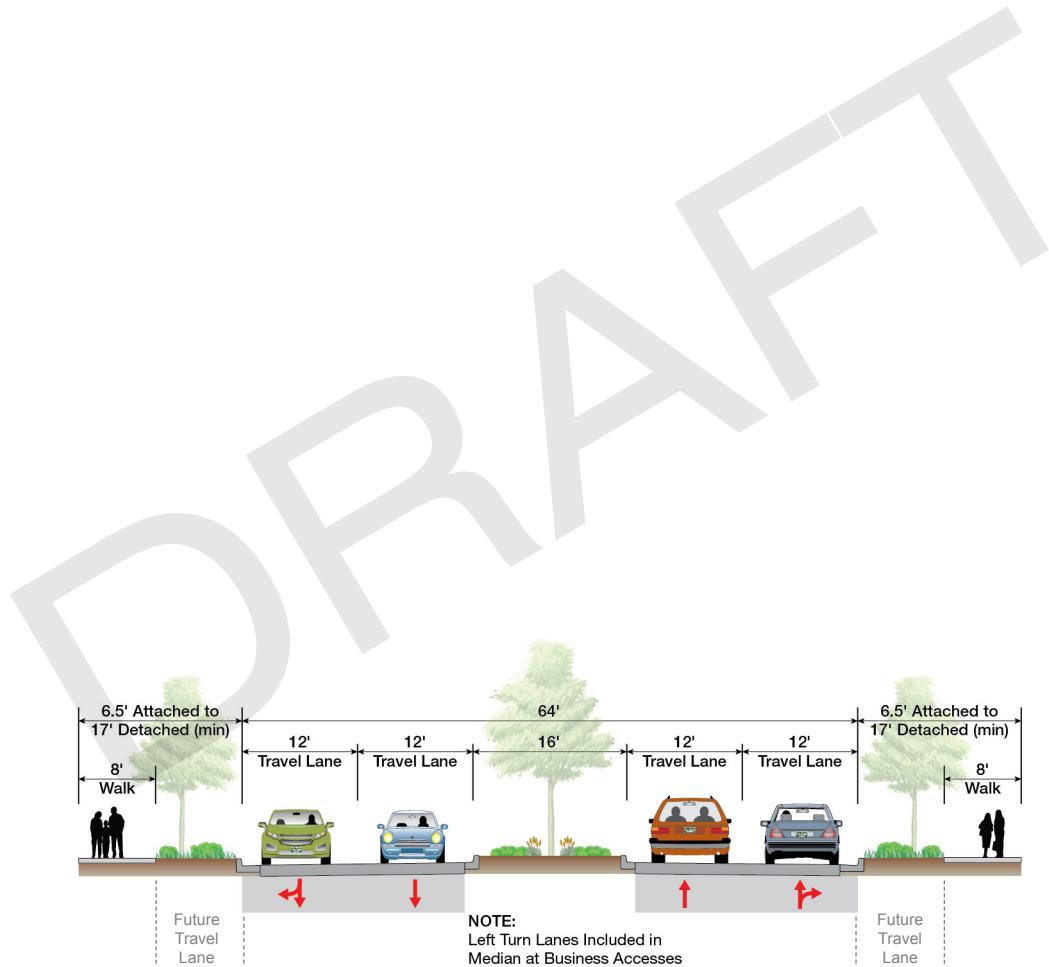
## OPPORTUNITIES

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

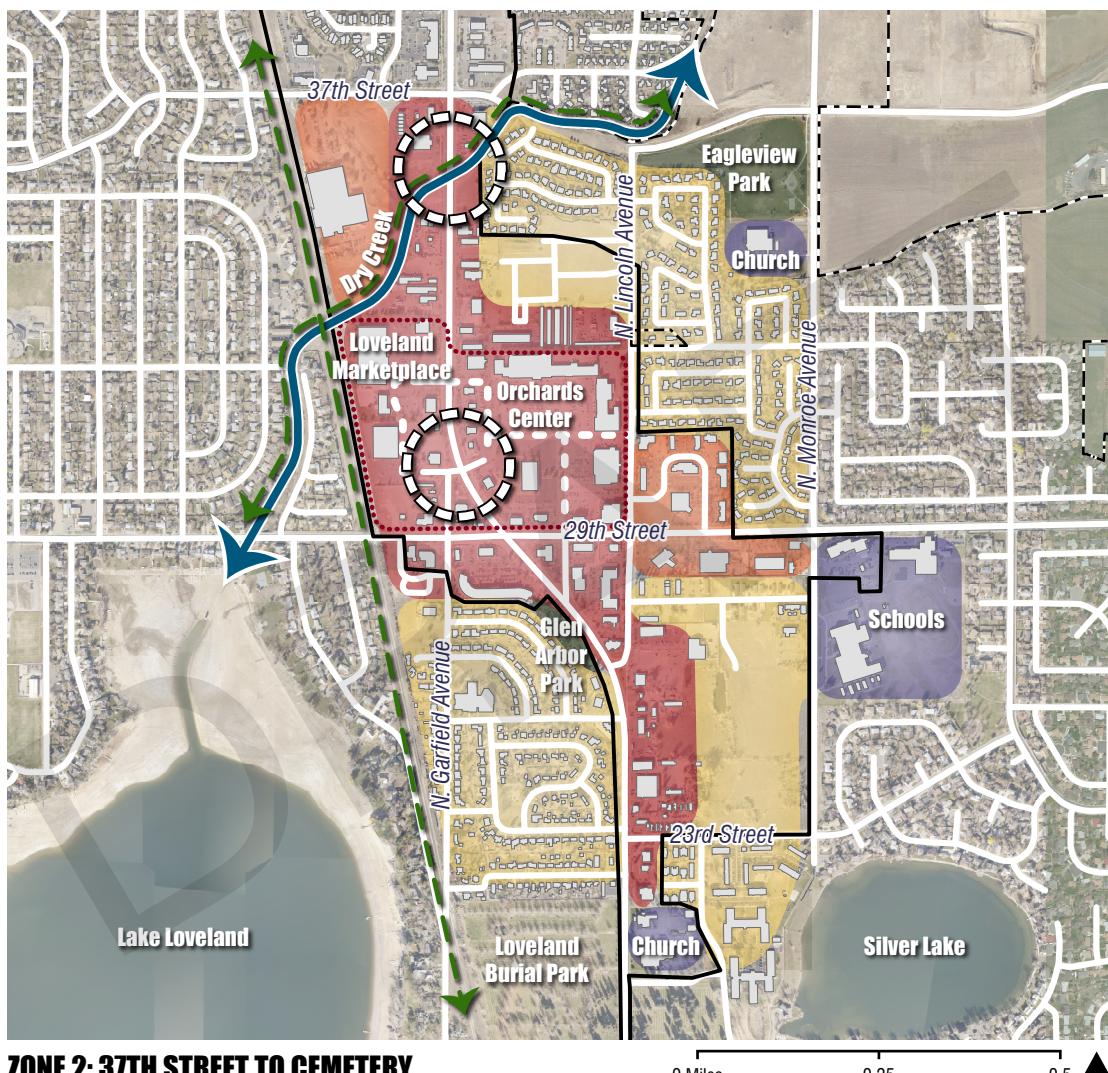
- Revitalize underperforming retail by making the area a destination for surrounding residents.
- Utilize unused areas and parking to create public amenities and gathering points.
- Improve circulation and access to allow retail to perform better and facilitate multimodal access.

## ECONOMIC STRATEGY

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



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



## CATALYTIC PROJECT

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

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



*Main street concept with surrounding shopping and amenities*



*Improved mixed use retail and office uses*



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

# ACTION PLAN

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

## ACTIONS

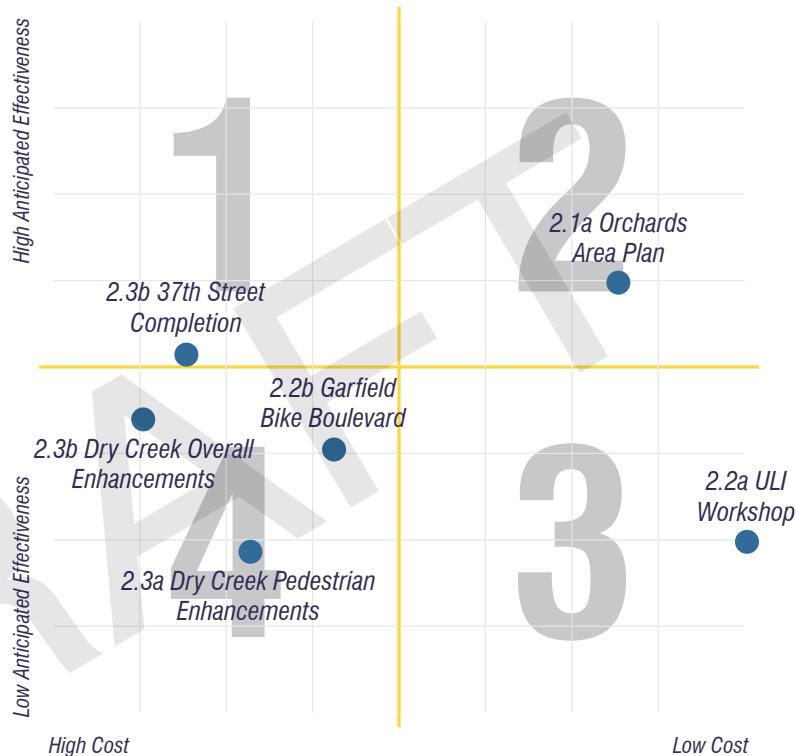
2.1 Revitalize the 29th Street Commercial Area. Develop a commercial district revitalization plan.

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

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

## SUB-ACTIONS

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



## ACTION PLAN

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

## ACTION PLAN

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

CHAPTER 4.

**ZONE 3**

DRAFT

# ZONE 3: CEMETERY TO 8TH STREET

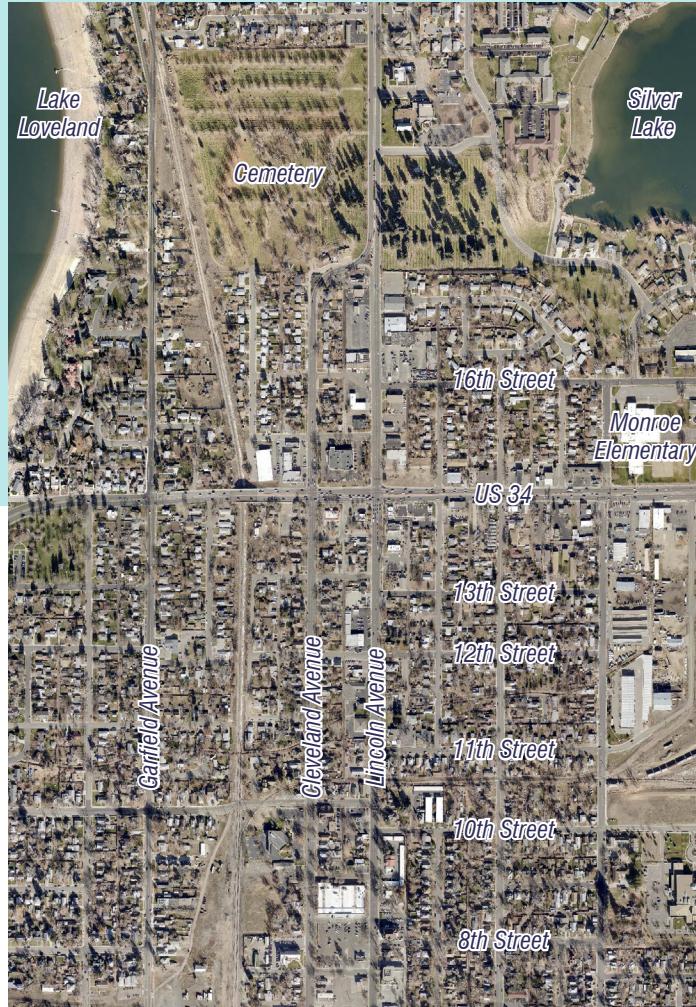
## CONTEXT

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

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

Attached sidewalks exist on Lincoln Avenue, while detached sidewalks prevail along Cleveland Avenue. Many of the parcels in this Zone are smaller than other areas along the Corridor with narrower frontages and a finer-grained ownership. Although the block pattern is more urban in Zone 3 with a higher level of east-west connectivity conducive to walking compared to the other zones, the frequency of curb cuts interrupts the pedestrian environment, especially along Lincoln Avenue. Multiple driveway curb cuts and the absence of sidewalks create multiple points of conflict between automobile traffic and pedestrians. On-street parking is allowed throughout portions of this zone but is scarcely used.

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



Home converted to business on Cleveland Ave.



Commercial center at Cleveland Ave. & Eisenhower Blvd.



Auto-oriented businesses



East/west street between the couplet



Safeway in the middle of the couplet



*Roadway lacks bicycle facilities and pedestrian amenities, and example of uses that don't transition well into Downtown*

## CHALLENGES

- Reinvestment in some existing businesses and enhancements in site amenities, such as landscaping, could improve the appearance of this area and recognize its importance as a gateway to Downtown, from the north.
- Many vacant lots zoned for commercial uses are too small and lack adequate access to be suitable for commercial development.
- Small, narrow frontages in separate ownership create numerous drive access points.
- Improvements for safe pedestrian and bike access would encourage multimodal activity, which in turn would benefit existing businesses with additional passerby traffic.
- The intersection of US 287 and US 34/ Eisenhower Boulevard could include identity and amenity features to recognize its significance as the gateway to Downtown and the Rockies.
- The sharp curve on southbound US 287 at the one-way split creates safety issues for residents and businesses in the vicinity as well as for motorists.



*Hotel on Lincoln Avenue*



*Small, narrow frontages are common*



*The intersection of US 287 & US 34*



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



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



*Lively outdoor spaces activate the street*

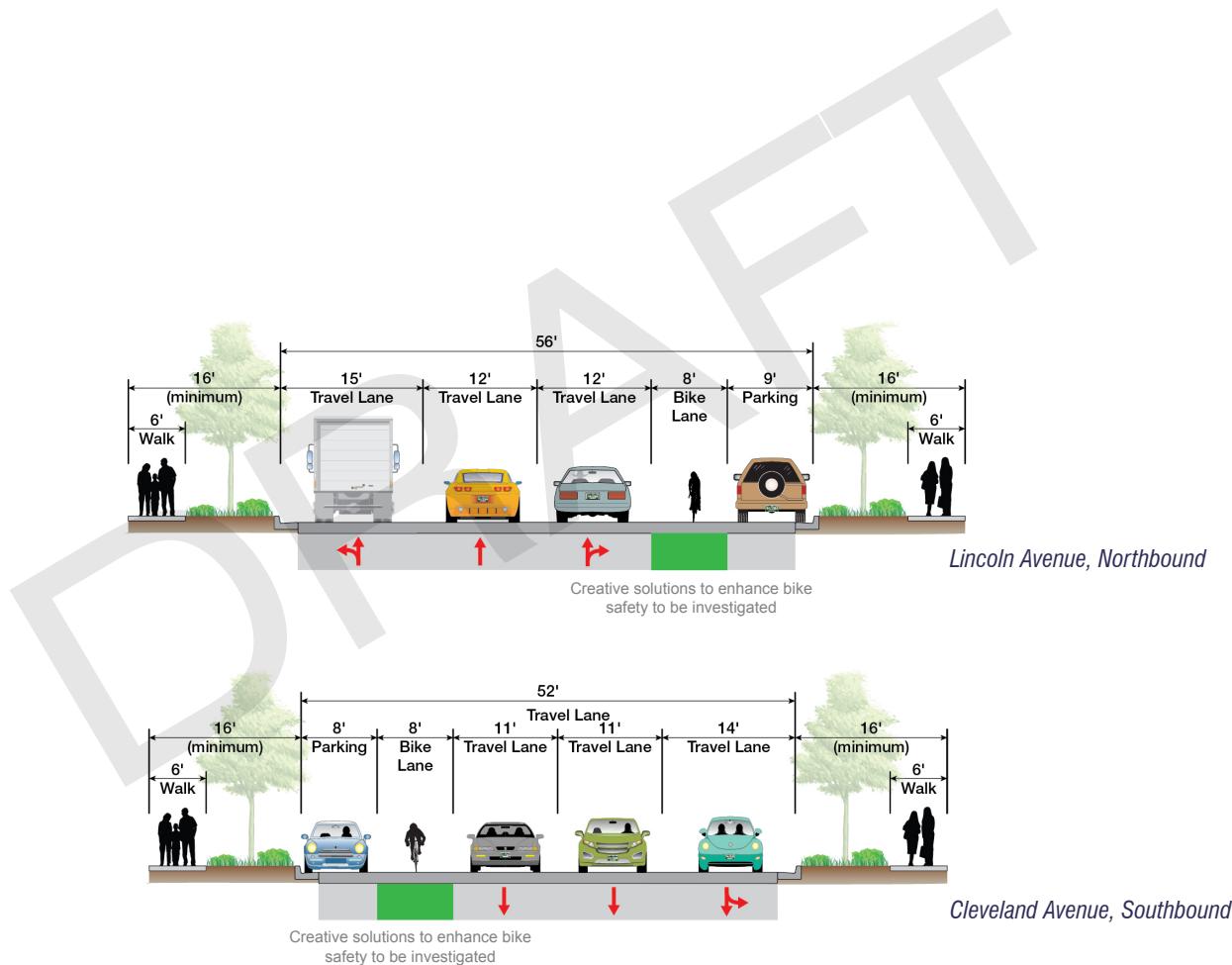
## OPPORTUNITIES

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

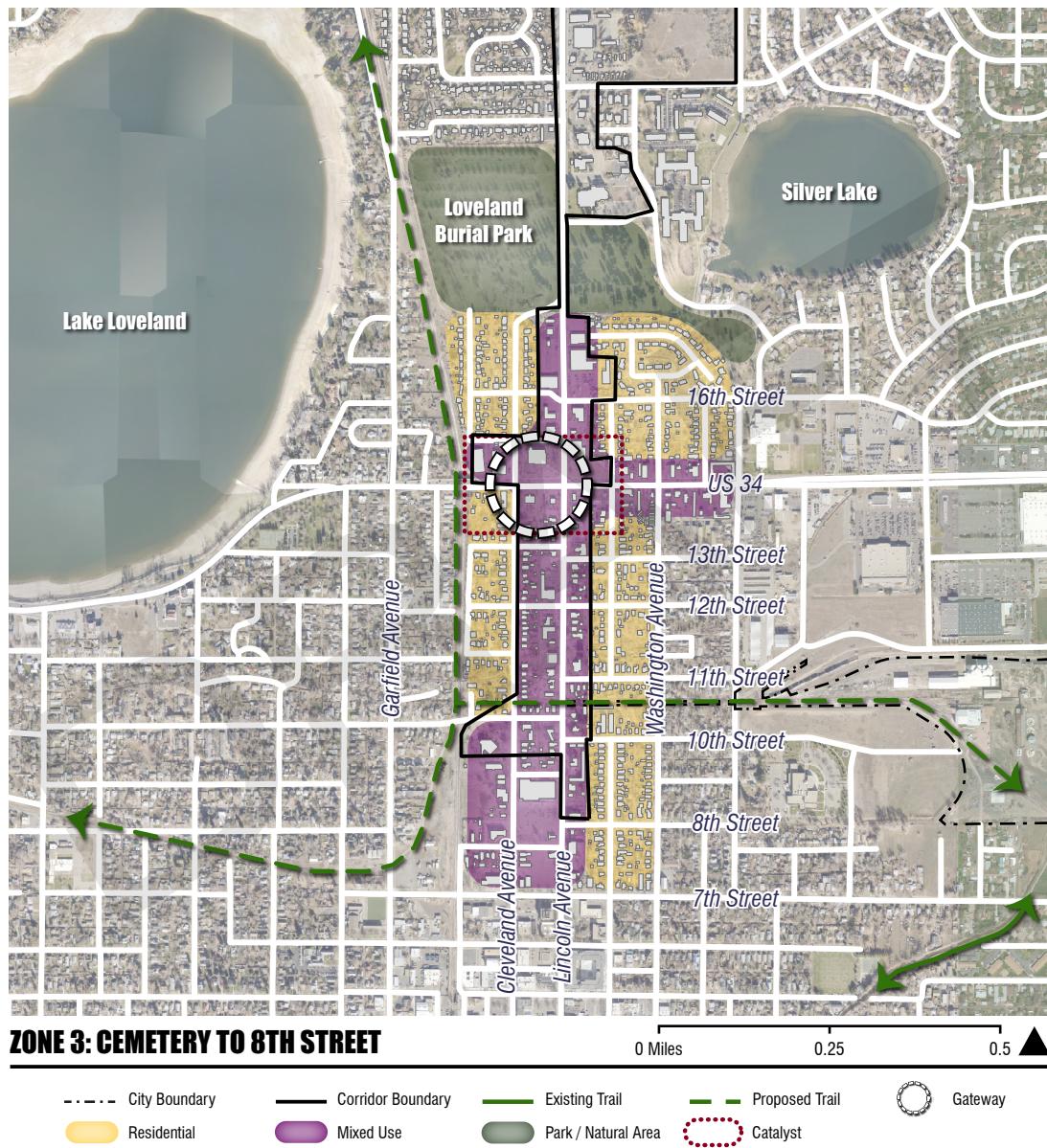
- Treat the roadway as a way to bring people to instead of through Downtown.
- Increase the vitality and attractiveness of commercial development in Downtown.
- Leverage spaces between the Couplet to spur economic activity.
- Slow traffic and improve the streetscape to enhance commercial viability.
-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

## ECONOMIC STRATEGY

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



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



## CATALYTIC PROJECTS

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

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

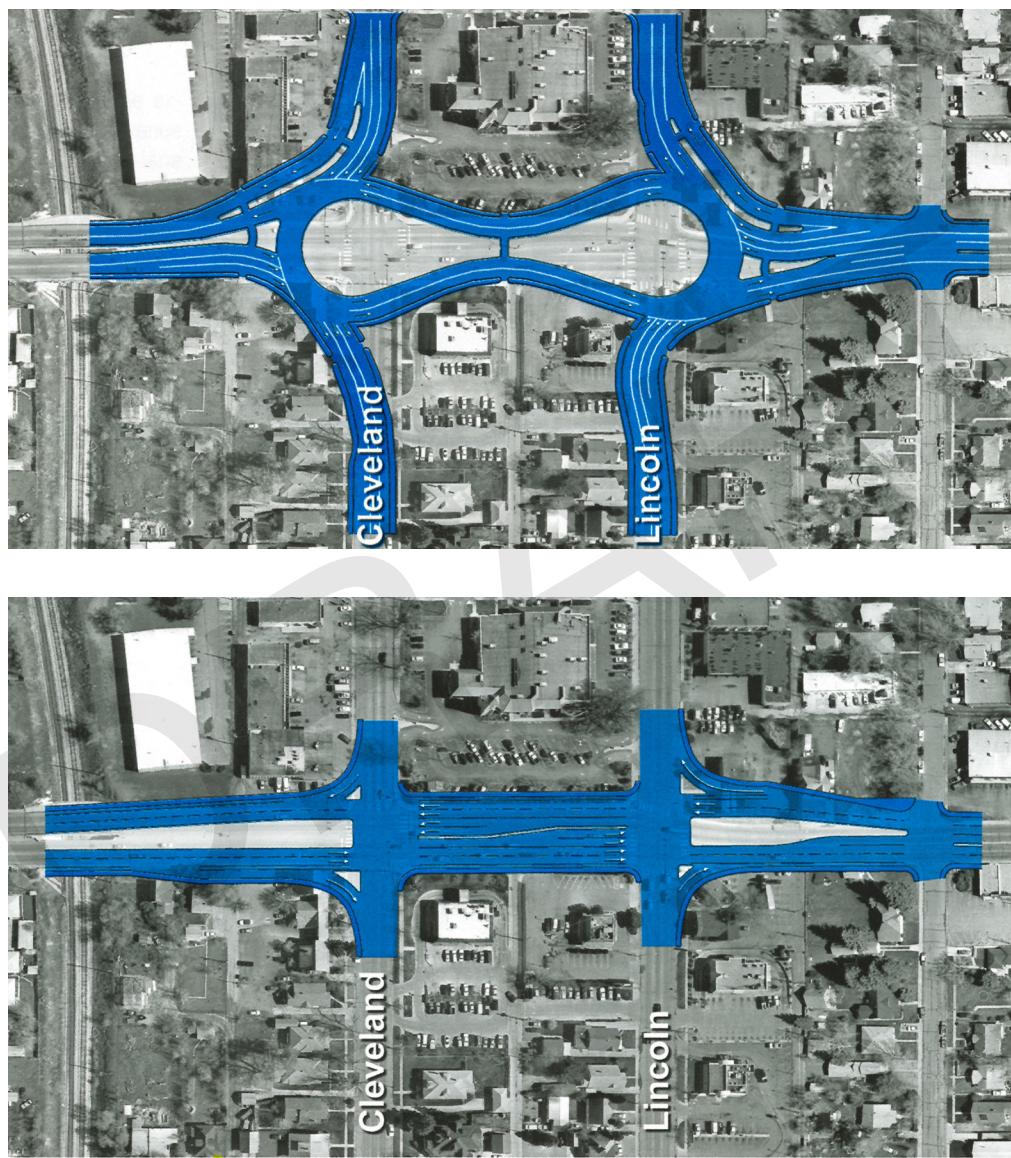
Two optional intersection designs, as diagrammatically illustrated at right, were proposed in a study prepared in 1997. However, as the 1997 East/West Mobility Study is now nearing 20 years old, other optional intersection designs should be investigated to clearly assess potential impacts on existing properties. Furthermore, any intersection improvements should focus on the purpose of the Plan, which is to catalyze business reinvestment or facilitate new development, promote City recognition, and build a sense of City pride through gateway features.



*Enhanced landscape and amenities*



*Restaurant with outdoor seating*



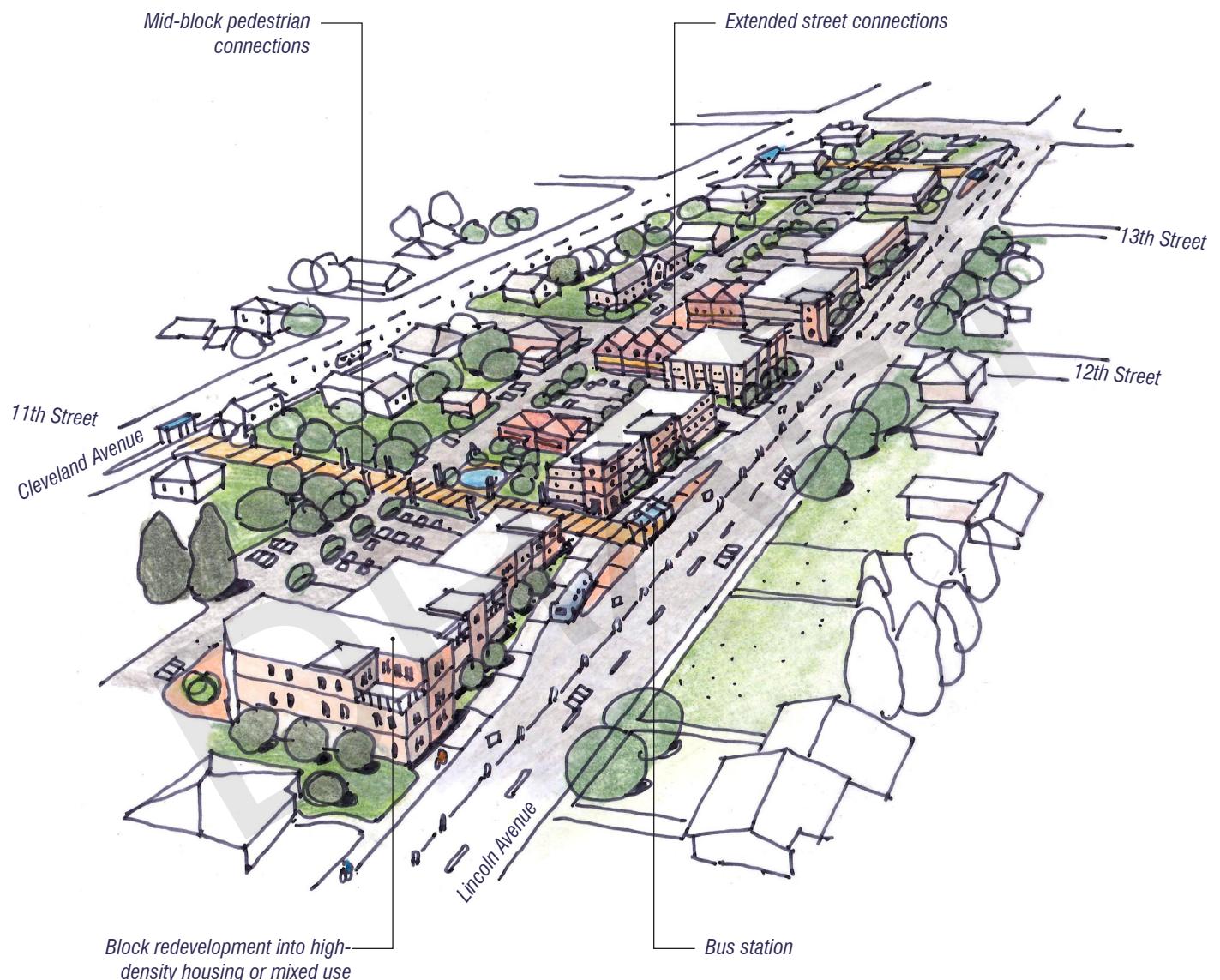
*Alternatives included in the 1997 East-West Mobility Study, at top the hourglass roundabout; at bottom the back-up traditional design*

## CATALYTIC PROJECTS

This second catalyst project would reorganize and redevelop the area between the two one-way streets, Lincoln Avenue and Cleveland Avenue. The goal for the project would be to encourage a mix of commercial and residential uses that activate the cross streets and encourage synergy among various destinations. The key tenets of these catalysts are described below and illustrated in conceptual site plans that represent two of many potential design approaches that could achieve these tenets:

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





# ACTION PLAN

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

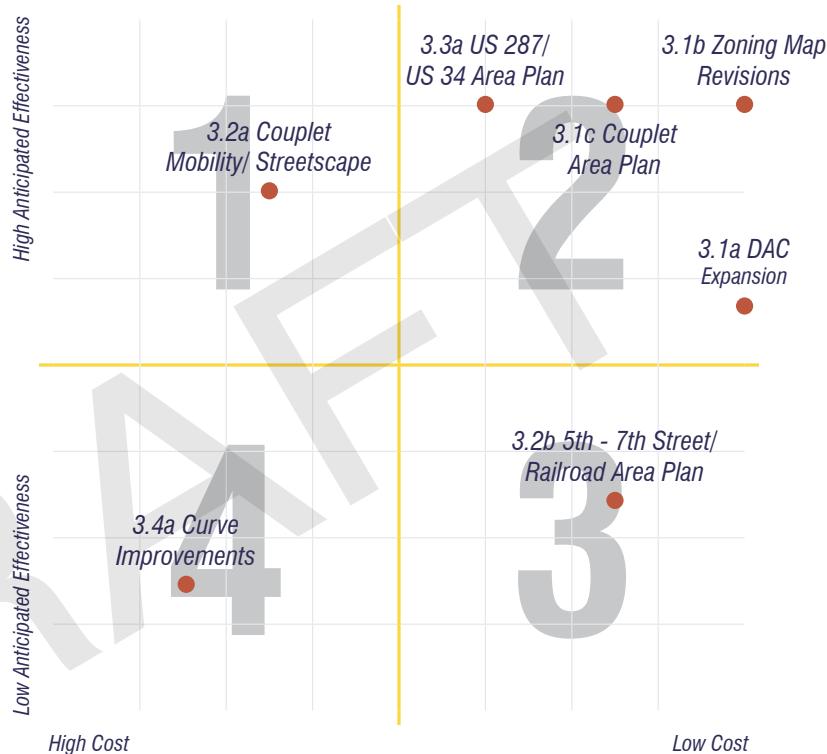
## ACTIONS

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

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

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

3.4 *Safety Improvements at the Curve*. Create a plan for and implement safety improvements for south bound vehicles, pedestrians and the adjacent neighborhood where US 287 splits into one-way segments.



## SUB-ACTIONS

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

## ACTION PLAN

Action / Sub-Action	Value Added	Timeframe	Estimated Cost to City	Citizen Concern
<b>3.1 Allow Mixed Use. Expand the Downtown Activity Center (DAC) land use designation and the B-E zoning designation to allow mixed use through the couplet area, and align with the new DDA boundary.</b>				
<b>3.1a DAC Expansion:</b> Expand the DAC land use designation to allow mixed use through the couplet area, and align with the new DDA Boundary.	<ul style="list-style-type: none"> <li>Facilitates Downtown's continued revitalization</li> </ul>	Immediate	In house	Low
<b>3.1b Zoning District Map Revisions:</b> Expand the B-E zoning designation to allow mixed use through the couplet area, and align with the new DDA Boundary.	<ul style="list-style-type: none"> <li>Promotes mixed use within the DDA</li> <li>Provides more land use options to facilitate redevelopment</li> </ul>	Immediate	In house	Medium
<b>3.1c Couplet Area Plan:</b> In association with the extension of East/West streets in Sub-Action 3.2a, smaller blocks should be reclaimed as pocket parks, and larger blocks should be redeveloped in order to accommodate mixed use and residential development, with those land uses fronting the east/west streets, and limiting driveway access onto US 287.	<ul style="list-style-type: none"> <li>Promotes mixed use</li> <li>Promotes more activity adjacent to Downtown</li> <li>Allows more flexibility in redevelopment options</li> </ul>	5 - 10 Years	\$150,000	Medium
<b>3.2 Improve Multimodal Amenities. Improve the pedestrian environment and add bike lanes, through creative, alternative solutions, allowing for safe travel and access.</b>				
<b>3.2a Couplet Mobility &amp; Streetscape Improvements:</b> Reclaim exterior travel lanes via pavement re-striping to reduce the number of travel lanes from three to two for northbound and southbound through lanes. Two through-lanes match the roadway footprint to the north and south of Downtown, and it provides an opportunity to include bike lanes in the street cross-section while likely slowing vehicular speeds by some extent at a relatively low cost. Auxiliary lanes should still be provided on the approaches to US 34/Eisenhower Boulevard. Bike lanes shall be incorporated in a safe way, and should utilize creative and alternative solutions to enhance safety of the bicyclist.	<ul style="list-style-type: none"> <li>Facilitates safe, low-stress bicycling; provides continuity of driver expectancy</li> <li>Calms traffic</li> <li>Improves connectivity</li> <li>Encourages pedestrian activity</li> <li>Improves the area's image</li> <li>Creates a sense of identity</li> <li>Attracts business investment</li> <li>Increases sales tax revenue</li> </ul>	5 - 10 Years	Approx. \$1 million per mile	Medium

## ACTION PLAN

Action / Sub-Action	Value Added	Timeframe	Estimated Cost to City	Citizen Concern
Enhancements should be prioritized by 3 - 4 block segments and include: sidewalk widening and extension; additional street trees landscaping; safety improvements to high-volume pedestrian and bicycle crossings; street furniture at high volume pedestrian areas, and transit stops; enhanced street and pedestrian lighting; gateway features and landscaping, especially at the north end of the couplet; and utility burial.				
<b>3.2b 5th – 7th Street / Railroad Avenue Station Area</b> <b>Plan:</b> Conduct a Station Area Plan for the railroad property Commuter Rail Station.	• Facilitates transit oriented development	5 - 10 Years	Approx. \$350,000	Low
<b>3.3 Initiate a Redevelopment Plan. Create a redevelopment plan for the US 34 &amp; US 287 intersection as a key gateway into Downtown.</b>				
<b>3.3a. US 34/ US 287 Area Plan:</b> Create a redevelopment plan for the US 34/US 287 intersection as a key gateway.	• Catalyzes business reinvestment or new development • Promotes City recognition • Builds sense of City pride	Immediate	Approx. \$200,000	High
<b>3.4 Safety Improvements at the Curve. Create a plan and implement safety improvements for southbound vehicles, pedestrians and the adjacent neighborhood where US 287 splits into one-way segments.</b>				
<b>3.4a. Curve Improvements:</b> Create a plan and implement safety improvements for southbound vehicles.	• Improves safety	5 - 10 Years	Over \$5 million	Low