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Highway 402 Corridor Plan



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Prepared for the City of Loveland, CO

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Section 1

Introduction

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Introduction

“The Highway 402 corridor represents a promising area given the large amount of undeveloped land and proximity to regional roadways...The corridor is an alternative entry point to the increasingly congested US 34/I-25 interchange and traffic counts along Highway 402.” (Create Loveland Comprehensive Plan, 2016)

The Loveland City Council highly prioritized the preparation of a corridor plan for Highway 402. The Create Loveland Comprehensive Plan supports this priority, given the corridor’s future role as a primary community gateway, development pressures, safety concerns, and increased traffic flows.

A corridor plan examines a roadway holistically, considering multiple forms of transportation, nearby land uses, existing infrastructure, and proximate natural features. This wide array of topics that interact with the corridor necessitated diverse public engagement, sparking unique dialogue that resulted in innovative and community-driven solutions that will better the corridor. This type of planning process results in an integrative plan that is sensitive to community desires, the natural environment, transportation and mobility needs, infrastructure and utility requirements, and future development patterns. This document retells this planning process, but also provides great detail describing a timely, illustrative, visionary, and policy-focused plan for Highway 402.

Section Overview

The Introduction sets the scene for the Plan, detailing the Highway 402 corridor’s local setting and history of related future and past plans, projects, and studies. The Introduction answers why this Plan was necessary and how the Plan will be used, and it describes the complete planning process.

Finally, the Introduction lays out the vision for the Highway 402 corridor and discusses the guiding principles that are integrated into the Plan’s recommendations.





Background and Purpose

This document presents the Highway 402 Corridor Plan (Plan) for the City of Loveland, Colorado. The Plan outlines the city's plans for improvement, beautification, and overall revitalization of the corridor. The Plan includes (1) an analysis of the corridor's existing physical, regulatory, demographic, and economic conditions and planning influences and (2) recommendations regarding land use, development and redevelopment, transportation, utilities, and aesthetic and quality of life enhancements. The Plan addresses the corridor's immediate needs and current issues, but it also provides recommendations for future improvements and redevelopments over the next 10 to 20 years. Overall, the Plan seeks to preserve and protect important existing features and resources in the corridor and coordinate new growth and development, given the importance of the corridor as a community gateway.

The Plan was developed over several months with substantial community input and participation from the Highway 402 Advisory Committee and Highway 402 Technical Committee, made up of city residents, county representatives, elected officials, city staff members, and stakeholders from the local business community and adjacent neighborhoods.

What is a Corridor Plan?

A corridor plan is a type of long-range plan that is developed for a specific geographic area within a community; it provides a blueprint for the future of that area. This geographic area is typically focused on a major roadway, such as a highway. In general, a corridor plan is consistent with a community's comprehensive plan, but it provides a higher level of detail in the analysis of existing conditions and recommendations.

The corridor planning process results in a set of policies that direct future growth within the corridor in question. These policies often lay the groundwork for future zoning regulations. Corridor plans can also lead to potential strategies that will guide city leaders in making substantive and appropriate investments in the corridor.

Why was this Plan developed?

Recognizing the safety, mobility, and congestion concerns along Highway 402 and the heightening development pressures, the city undertook this planning project. The Loveland City Council felt that it would be prudent to take a more in-depth look at the future of Highway 402. This comprehensive study of Highway 402 allows the entire community to have a say in the future of all aspects of Highway 402: land use, development, redevelopment, transportation, utilities, aesthetics, and quality of life.

Without a plan in place, development can be haphazard and possibly limit the potential of what Highway 402 can become.





Planning Process and Timeline

The Highway 402 Corridor Plan creation process used a six-step program that included assessing existing conditions in and directly surrounding the corridor, identifying issues and opportunities facing the corridor, formulating a clear vision for the future of the corridor, establishing guiding principles, developing and evaluating alternative plans, and preparing the final corridor plan recommendations and implementation plan in the form of this document.

The graphic to the right demonstrates this planning process. While it is shown generally as a linear process, it is important to note that public engagement plays a role in each planning phase. This planning process values public opinion; this is a stakeholder- and public-driven plan. Stakeholder and public opinion was gathered both in-person and online. The full public engagement process is detailed in *Section 4 - Public Engagement Summary* and *Appendix A*.

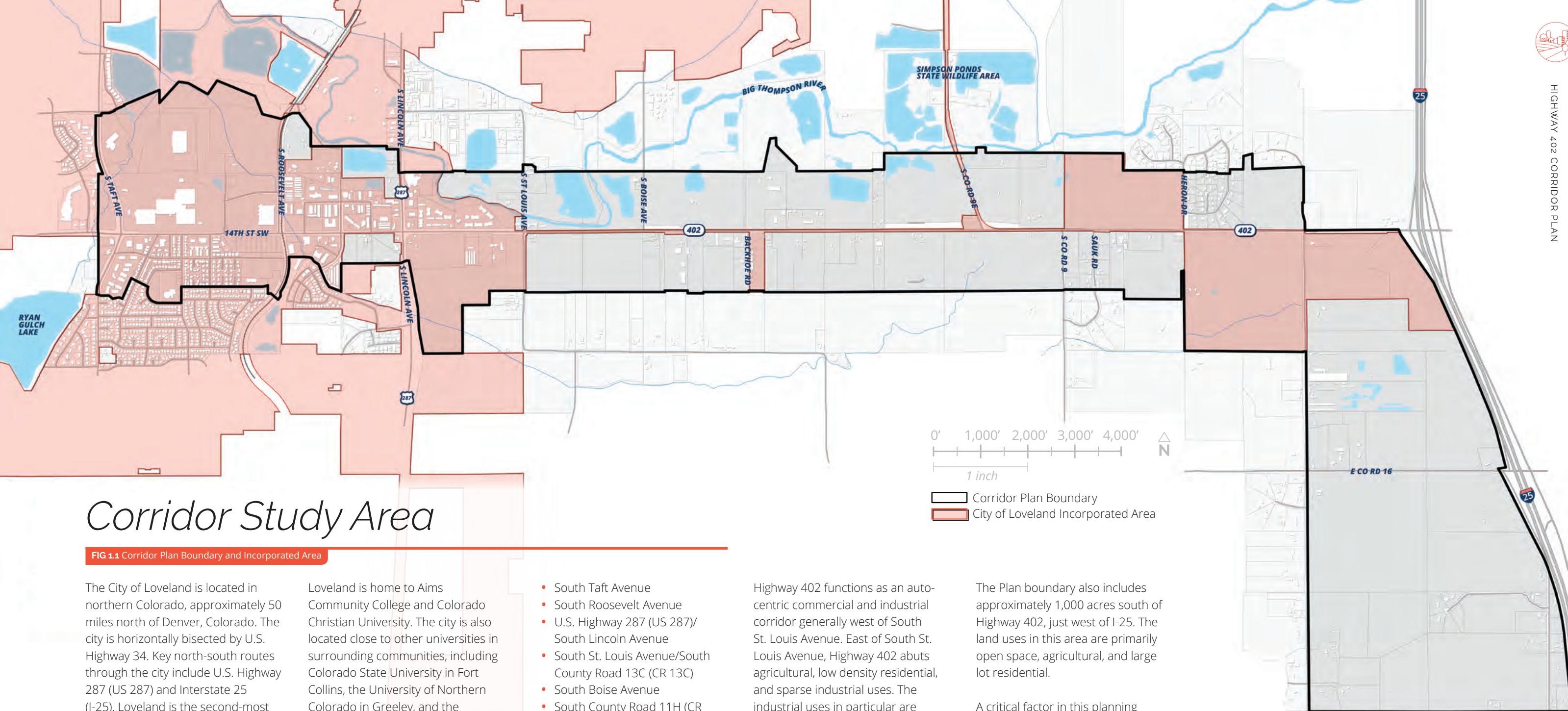


Using and Maintaining the Plan

The Highway 402 Corridor Plan is not a static document. While it was compiled as a reflection of current conditions and context and the public's and stakeholders' interests in the corridor at the time, the Plan will have important implications for future public and private reinvestment along the corridor over the next several years, and even decades.

As attitudes or economic and demographic conditions continue to adapt and change, the Plan must be revisited to ensure its continued applicability, usability, and progress. By reviewing the Plan, and the context in which it was written, the corridor's development and redevelopment will continue to align with current aspirations.

The public must be educated about the Plan's recommendations. This effort can be simplified by posting the Plan online or making it available in a public gathering space. Contact information should be available to assist readers in understanding the Plan. This organic public review process, complemented by formal and incremental review by city staff members, will create a living document that is proactive and relevant.



Corridor Study Area

FIG 1.1 Corridor Plan Boundary and Incorporated Area

The City of Loveland is located in northern Colorado, approximately 50 miles north of Denver, Colorado. The city is horizontally bisected by U.S. Highway 34. Key north-south routes through the city include U.S. Highway 287 (US 287) and Interstate 25 (I-25). Loveland is the second-most populous city in Larimer County. The population of Loveland is 74,125, per the U.S. Census Bureau's 2017 Annual Estimate of Resident Population.

Loveland is located just south of Fort Collins, its larger neighbor and county seat. The cities have slowly grown towards each other over past decades and are considered a single metropolitan area.

Loveland is home to Aims Community College and Colorado Christian University. The city is also located close to other universities in surrounding communities, including Colorado State University in Fort Collins, the University of Northern Colorado in Greeley, and the University of Colorado at Boulder in Boulder.

Highway 402 is a 4.2-mile long state highway. The Highway 402 Corridor Plan boundary, as shown in Figure 1.1 above, includes all of Highway 402, but also extends to just west of South Taft Avenue. The boundary generally follows Highway 402, but also includes private property as shown in Figure 1.1. Prominent intersections along the corridor include:

- South Taft Avenue
- South Roosevelt Avenue
- U.S. Highway 287 (US 287)/ South Lincoln Avenue
- South St. Louis Avenue/South County Road 13C (CR 13C)
- South Boise Avenue
- South County Road 11H (CR 11H)
- South County Road 9E (CR 9E)/ South County Road 9 (CR 9)
- Heron Drive/Olsen Drive
- South County Road 7 (CR 7)
- Interstate 25 (I-25)

More information on the vehicular network is provided in *Section 2 - Current Conditions*.

Highway 402 functions as an auto-centric commercial and industrial corridor generally west of South St. Louis Avenue. East of South St. Louis Avenue, Highway 402 abuts agricultural, low density residential, and sparse industrial uses. The industrial uses in particular are befitting given the corridor's proximity to I-25.

A railroad runs north-south across the corridor, generally following South Roosevelt Avenue. This railroad causes little to no delay for vehicular traffic traveling along 14th Street Southwest.

The Plan boundary also includes approximately 1,000 acres south of Highway 402, just west of I-25. The land uses in this area are primarily open space, agricultural, and large lot residential.

A critical factor in this planning process is the fact that much of the corridor is unincorporated, part of Larimer County. A discussion of annexation potential is provided in *Section 5 - Corridor Plan*.

Data Sources: City of Loveland, Larimer County, and Ochsner Hare & Hare, the Olsson Studio



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Existing Plans, Studies, and Projects

The City of Loveland and other agencies have conducted multiple planning and environmental studies on and around Highway 402. To more fully understand the planning context in which this Plan will work, the following corridor-related plans, studies, and projects were reviewed so that this Plan can complement existing documents and projects. Each document is outlined with a focus on recommendations, goals, and findings specifically related to the corridor.



Create Loveland Comprehensive Plan (2016)

Create Loveland, referred to equally as an economic development plan, focuses on increasing economic opportunity, resiliency, and fiscal health citywide. As the city experiences growth due to its desirability, changes to its demographics, amount and location of private investment, and post-recession economic realities have been inevitable. Create Loveland addresses these changes, defining the city's new vision as, "a vibrant community surrounded by natural beauty where you belong." This vision is addressed through three sections, including Centers and Corridors; Health, Environment, and Mobility; and Neighborhoods and Community Assets.

Create Loveland acknowledges the value and potential of the Highway 402 corridor given its large amount of undeveloped land, proximity to regional roadways, increasing traffic counts, and role as an entryway into the city. Create Loveland lists the corridor's strengths and weaknesses alongside the corridor's development opportunities. These opportunities are detailed as follows:

- Develop a mixed use/commercial node at the intersection of Highway 402 and CR 9
- Improve infrastructure at and secure financing for the Highway 402 and I-25 interchange to support new highway-focused regional retail development
- Develop residential uses around the intersections of Highway 402 and South Taft Avenue, as well as Highway 402 and US 287
- Develop a full-service grocery store along Highway 402 close to the intersection of Highway 402 and US 287
- Develop a multi-use, high-quality, campus-type employment district along the south side of Highway 402
- Reserve industrial lands for future primary jobs along Highway 402
- Support the redevelopment of the Rocky Mountain Center for Innovation & Technology

Colorado Hazard Mapping Program (CHAMP) Draft Floodplain Mapping (2018)

Following devastating damage from the 2013 flood event and the changes along waterways throughout Larimer County and in other areas of the state, the State of Colorado is taking steps to bolster long-term planning and resiliency efforts. The state is accomplishing this through its funding of the CHAMP that will update local hazard information, including regulatory floodplain maps for the most affected waterways.

Draft floodplain maps along the Big Thompson River, which runs east/west along Highway 402, were released in October 2018. The floodplain expanded significantly, thus impacting the recommendations of this Plan. Although still in draft form, the updated floodplain maps from the CHAMP will be incorporated into this Plan to ensure proper consideration is given to this expanding natural feature of the corridor. The draft floodplain is illustrated in Figure 2.18 and in *Appendix C Draft Floodplain Maps*.



Existing Plans, Studies, and Projects



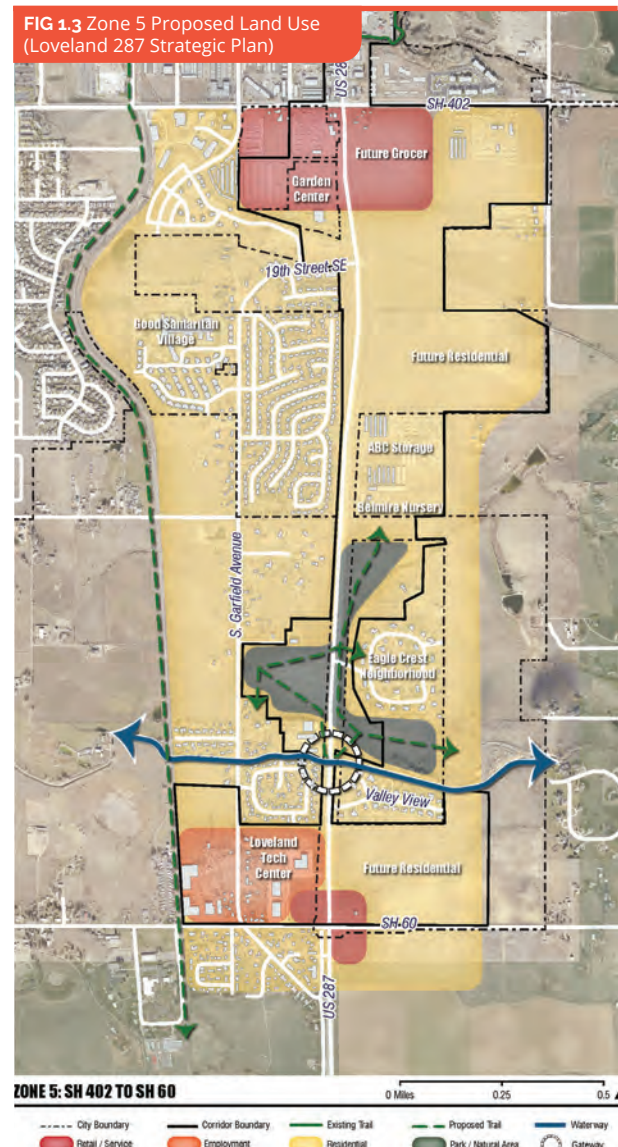
Loveland 287 Strategic Plan (2015)

This community-based initiative to develop a strategic plan for US 287 began in January 2012 to guide this important roadway's development and improve adjacent business opportunities. This highway is the main north-south route through the city and is one of the main corridors into downtown. The US 287 corridor is considered a gateway to Loveland that has great potential for redevelopment, making the importance of the Loveland 287 Strategic Plan critical to ensure proper land use, design, and development decisions.

Recommendations that specifically relate to Highway 402 corridor include the following:

- (1) promote a node of mixed use and higher density residential land uses south of the intersection of US 287 and Highway 402;
- (2) create a southern gateway into Loveland; and
- (3) plan for all necessary utilities south to Highway 402 to promote development.

As seen in Figures 1.2 and 1.3, the Loveland 287 Strategic Plan outlined the desired uses to the north and south of the intersection of US 287 and Highway 402. To the north (Zone 4, Figure 1.2), uses are recommended to be oriented toward the Big Thompson River, capitalizing on this natural feature and Fairgrounds Park. In addition, the revitalization of existing industrial and commercial space at this node was indicated as a future need. The identified opportunities to the south of the intersection of US 287 and Highway 402 (Zone 5, Figure 1.3) include matching land uses with market demand, creating a southern gateway to Loveland, and concentrating future commercial and employment development, as well as all levels of residential density to the south. Note that the Highway 402 Corridor Plan will reflect the specific and overall recommendations that are in the Loveland 287 Strategic Plan, including the desired land uses at the intersection of US 287 and Highway 402.



Existing Plans, Studies, and Projects



CDOT SH402 Environmental Assessment: Finding of No Significant Impact and Final Section 4(f) Evaluation (2008)

The Environmental Assessment (EA) evaluated mobility and safety improvements along the entire four-mile length of Highway 402, including current travel conditions and projections for 2030 to identify and address existing and future travel demands. At the time of this EA, Highway 402 from South St. Louis Avenue to I-25 included no turn lanes, narrow shoulders, and poor sight distances, resulting in mobility and safety concerns. However, these roadway improvements have since been incorporated into this stretch of Highway 402. This EA also indicated that traffic congestion is an issue during peak periods, which were to be addressed by the “Meander Alternative.” This was the preferred option due to its improvement of roadway mobility, safety, and travel demand, while minimizing impacts to the surrounding human and natural environments; this is further explained as follows:

- **Mobility:** Meets the Level of Service (LOS) design goals for 2030 with LOS D from US 287 to South St. Louis Avenue and LOS C from South St. Louis Avenue to I-25
- **Safety:** Improves travel conditions by providing intersection design improvements, sight distance improvements, a left turn lane in the median, and consistent shoulders, resulting in reduced crash rates
- **Travel Demand:** Capacity increases provided by the expansion of Highway 402 from two lanes to four lanes, along with the left turn lane in the median, meets the 2030 travel demand

This alternative proposed a shift to the existing alignment of Highway 402 to the north and south depending on several factors, including the proximity of the Big Thompson River, sight distances, and avoidance of historic properties. Additional detail on this alignment shift included:

- Intersection improvements at the western terminus of the Highway 402 and US 287, including turn lanes
- East of South St. Louis Avenue, the alignment shifts to the south, away from the Big Thompson River
- West of South Boise Avenue, the alignment shifts back to the north, until reaching Heron Drive/Olson Drive
- At CR 9E, the intersection straightens to improve sight distances
- The road shifts slightly south again at Heron Drive/Olson Drive and then gradually returns to the existing alignment before reaching the eastern terminus (I-25 interchange)



Big Thompson River Corridor Master Plan (2017)

This document provides direction on the Big Thompson River Corridor from the Morey Wildlife Reserve on the west to the gravel pit ponds east of CR 9E. Public input revealed the desire to preserve natural areas along the river corridor for floodplain, ecological, recreational, and other community benefits. The Big Thompson River Corridor Master Plan sets conceptual-level guidance for improvements along the nine-mile corridor and the following recommendations:

- Creation of a resilient river corridor that is a treasured asset of the city
- Improvement of flood conveyance for north-south passage during floods
- Preservation and maintenance of remaining natural areas along the river
- Support of an urban fishery within the river
- Acquisition of land along the river corridor including floodway and floodplain areas
- Increase river access in existing city parks and natural areas, with improved access for active water-based recreational uses along reaches with publicly owned river frontage
- Complete a continuous regional bike/pedestrian trail from Rossum Drive on the west to CR 9E on the east (and eventually to I-25)
- Maintain open land for wildlife where elk, deer, small mammals and many species of birds may find habitat
- Provide access to city-owned natural areas and trails for newly developing areas
- Develop a comprehensive maintenance and management plan and program
- Increase community involvement with the river corridor through additional programs and events



Existing Plans, Studies, and Projects

CDOT Highway 66 to Highway 402 Project

This CDOT project aims to improve the following roadways, with various benefits including safer corridors, the replacement of aging and obsolete infrastructure, a new reliable travel lane, reductions in travel time, and more. Construction is scheduled to begin in Spring of 2019. An overview of the improvements is as follows:

1. Improve I-25 mainline

- Two general-purpose lanes and one tolled express lane in each direction
- Accommodations for three general-purpose lanes and one tolled Express Lane in each direction in the future for the ultimate condition
- Modern design to meet current standards
- 20 new bridges
- Incorporation of Intelligent Transportation Systems (ITS)
- Rural template with 32-foot center median
- Priority section is approximately ½ mile south of the Highway 56 interchange north up to the Highway 402 interchange

2. Improve Highway 60 interchange

3. Improve Larimer County Road 16 interchange

4. Improve Highway 56 interchange

- Straighten mainline I-25
- Address substandard acceleration lanes
- Construct Park-n-Ride location for an express rapid bus platform for Bustang
- Improve Weld County Road (WCR 34) interchange

5. Improve frontage roads

- Relocate frontage road intersections at WCR 32, WCR 34, WCR 38, CO 56/WCR 44, CO 66, and LCR 16

CDOT North I-25 Express Lanes: Johnstown to Fort Collins Project

This CDOT project aims to increase the capacity of I-25 by adding an express lane in both directions, replacing four aging bridges and widening four additional bridges. These express lanes will improve multimodal access to regional transit – promoting a mode shift – and improve bus service performance, reducing each total trip time by 15 minutes. This reduction will be achieved by adding new bus slip ramps from I-25 to the new Park-n-Ride at Kendall Parkway.

Pedestrian and bike improvements are also included in this project. A new pedestrian and bike access way will be added under I-25 at Kendall Parkway. The Cache la Poudre River Regional Trail will be routed under I-25, connecting the trail to a network of 100 miles of trail. This project brings a multitude of benefits to the environment, economy, and quality of life, including:

- Improvement of safety
- Reduction of accidents and fatalities
- Reduction of travel time
- Increase in trip reliability
- Reduction in emissions
- Improvement of freight efficiency
- Increase in number of travel choices
- Reconstruction of aging and obsolete infrastructure
- Improvement of bike, pedestrian, and transit connectivity
- Employment of congestion management and safety technology

This project will include the reconstruction of the I-25 interchange at Highway 402 (as described in the next project summary) – routing Highway 402 up and over I-25 – as well as the proximate Park-n-Ride. Construction will take place from the fall of 2018 to the summer of 2019.

City of Loveland 2035 Transportation Plan

This document guides long-term transportation decision making within Loveland for all modes - bike, pedestrian, transit, and automobile. The plan establishes guidance, sets transportation policies, identifies improvement projects for city staff members and elected officials to use. The plan also recognizes the relationship between land use and transportation and includes policies that promote a long-term efficient and multimodal transportation system that properly serves future land uses. Importantly, the plan supports the notion of creating vibrant corridors and providing convenient infrastructure and transportation networks that support multiple modes of travel. Multiple improvements are planned for Highway 402, including widening to four lanes at specific locations along the corridor and intersection improvements.



Existing Plans, Studies, and Projects

CDOT Highway 402/I-25 Interchange Reconstruction

The new I-25 interchange is part of a larger \$302 million CDOT effort to widen I-25 North from Johnstown to Fort Collins by 2022. In order to support the economic growth caused by the rapidly expanding communities along the I-25 North corridor, CDOT is constructing the I-25 North express lanes and other associated improvements. This project will not only include an express lane in each direction, but also inside and outside shoulders in both directions, the rehabilitation and reconstruction of existing general purpose lanes, and improvements in transit and pedestrian/bike access. As part of this project, the CDOT Highway 402/I-25 interchange will soon become a diamond interchange with additional ramp lanes. The reconstructed interchange will also reverse the grade separation so Highway 402 passes over I-25, thus improving the vertical alignment and safety of I-25. In addition, Frontage Road improvements will be made and a relocation and widening of the west side Park-n-Ride to approximately 290 spaces. It is important to note that the existing Park-N-Ride currently is and will continue to be used for carpooling in the near future; the Park-N-Ride is not served by bus service.

Highway 402 Access Control Plan

CDOT and the City of Loveland identified the 4.2-mile Highway 402 corridor from US 287 to I-25 as a candidate for an Access Control Plan. The Highway 402 Access Control Plan (ACP) is still under development to evaluate allowed access points along the identified corridor. This plan will produce a methodology defining assumptions and principles to develop access configurations and conditions. The level of access will be noted on each of the identified access points or proposed shared or relocated driveways. Additional site elements such as sight distance, profile grade, and horizontal curvature will also be evaluated. Following a public outreach phase, a final access control plan will be developed. As the Highway 402 Corridor Plan is finalized, the ACP should consider appropriate elements of this Plan as the ACP is further developed.



*Looking north from the southeast I-25 frontage road between Highway 402 and Johnson's Corner
(Jenny Sparks, Loveland Reporter-Herald)*



The Vision

Based on input gathered from stakeholders and members of the public during the public engagement process on the issues, concerns, and opportunities along the corridor, and their needs, wants, and desires for the corridor moving forward, a vision narrative was crafted for the corridor. The vision narrative is an expression of future aspirations and paints a picture of what is hoped for along the corridor. Identifying the vision is critical to the planning process, as it can be referred to as a guide for recommendations that will define the Plan. Each recommendation put forth in the Plan aims to achieve the vision, at least in part. The ability to articulate and visualize the possible future state of the corridor is a critical step to ensure the corridor redevelops and develops in a manner that is efficient, functional, achievable in current and future market conditions, and aesthetically pleasing. The vision for the corridor is outlined to the right.



Capitalizing on its abundance of open space and proximate natural features, its role as a thoroughfare in and out of Loveland, and opportunities for development and redevelopment, the corridor aspires to:

- 1 ...be an **aesthetically pleasing gateway** to Loveland that is inviting to visitors and representative of the beautiful city it leads to
- 2 ...provide a healthy mixture of **market-supported, complementary land uses** that serve local businesses and residents and attract visitors and private development
- 3 ...incorporate principles of **environmental harmony** by **protecting** the proximal **natural resources** while providing better access to the goods and services of the city
- 4 ...be a **connected, safe, and accessible** roadway that provides infrastructure for bicyclists, pedestrians, motor vehicle drivers, commercial truck drivers, transit users, and other emerging mode users
- 5 ...and support itself financially by **maximizing infill and redevelopment** opportunities to ensure infrastructure investment matches market trends.

Guiding Principles

Achieving this vision is a complex process that requires a multi-layered approach. Multiple interests must be balanced and addressed, but establishing a common ground is one of the first steps to move forward. To guide this process and establish the common ground, the following guiding principles were developed:



Connectivity, Accessibility, and Safety

All modes of transportation, including bicyclists, pedestrians, motor vehicle users, commercial truck drivers, transit users, and other emerging mode users require safe and efficient transportation within the City of Loveland and to the greater region. Multimodal infrastructure should be integrated into Highway 402 and build upon the city's existing transportation and infrastructure network to enhance accessibility and connectivity to jobs, recreation, housing, and goods and services, all while addressing existing public safety concerns and ultimately improving the community's access to health-promoting transportation options. As Highway 402 is redesigned to improve traffic flow and accessibility for all users of the transportation network, much consideration must be given to the key nodes along the corridor ensuring any new connections and/or realignments lead in the right direction.



Fiscal Health

Encouraging market-supported future land uses and development and redevelopment projects that maintain and strengthen the city's economic status and opportunities is key to a healthy corridor and elevating Highway 402's potential. Identification of parts of the corridor that are not at their highest and best use are key considerations as the future of Highway 402 is established.



Aesthetics, Identity, and Quality of Life

Capitalizing on the inherent beauty that exists along Highway 402 reinforces the culture, quality of life, and authenticity that is unique to Loveland. This distinctive environment should be enhanced through an improved streetscape, higher building architecture and site development standards, and the integration of branding elements. The natural setting of the corridor, Big Thompson River, existing trail network, and open space each offer unique opportunities to enhance health and quality of life along the corridor.



Environmental Harmony

The corridor is rich in natural features that must be responsibly managed and incorporated throughout every recommendation of this Plan. A balance of preservation and environmentally-focused retrofitting and redevelopment, eco-conscious site development techniques, and forward-thinking public infrastructure should be struck to ensure harmony between nature and growth.





Section 2

Current Conditions

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Introduction

“Every particular in nature, a leaf, a drop, a crystal, a moment of time, is related to the whole, and partakes of the perfection of the whole.” (Ralph Waldo Emerson)

All strategic and long range planning efforts must be founded on an understanding of the present. *Section 2 - Current Conditions* presents a summary of the analysis of the current state of the corridor. This section acknowledges the importance of well-informed recommendations and strategies that properly respond to the existing realities of the corridor. Without knowing the existing state of the corridor, how can its future best be determined?

This section provides an overview of the current population demographics, land use, zoning, building and site characteristics, transportation network, utility infrastructure, and the natural environment of the corridor. Collectively, this information paints a picture of the Highway 402 corridor and the influences that, in part, shaped the development of the Plan.

Data sources for these findings are included on the figures or in the accompanying text.

Section Overview

A study of the corridor's current conditions is invaluable. To begin to plan for a corridor such as Highway 402, it must be understood *who* and *what* makes up the corridor. Without acknowledging these realities, preconceived ideas of the current state of the corridor may misinform the planning process and the ultimate plan.

Section 2 - Current Conditions highlights the factual findings along the corridor and begins to analyze what these findings might mean for the future of the corridor.





Corridor Profile

An analysis of the corridor was conducted to inform future planning discussions and establish the necessary background information to develop market-viable recommendations. This subsection presents and assesses current trends to serve as a base for market implications, which are discussed further in *Section 3 - Market Positioning Strategy Summary*.

The corridor profile was created using data from the 2000 U.S. Census and the 2012-2016 American Community Survey (ACS). The 2012-2016 ACS data reflect a five-year estimated average based on surveys conducted by the U.S. Census Bureau during that time. Throughout the Plan, the 2012-2016 ACS data are labeled as 2016 to not confuse the “2012-2016” with a data trend over time.

Demographic characteristics were compiled from seven U.S. Census block groups to classify the corridor, which are located in six U.S. Census tracts. The block groups that contain the corridor were restructured from the 2000 Census to the 2010 Census; however, the area the block groups covered ultimately remained the same. The block groups identified below represent the 2010 structure.

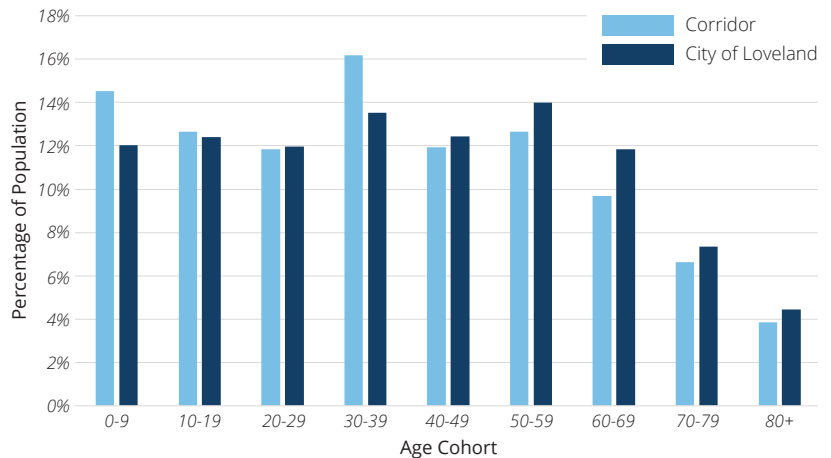
- Block Group 3 of Tract 20.11
- Block Group 1 of Tract 20.05
- Block Group 3 of Tract 20.07
- Block Group 1 and 2 of Tract 20.08
- Block Group 1 of Tract 17.09
- Block Group 3 of Tract 17.04

These block groups encompass the entire corridor, as well as additional land in all directions covering approximately 47 additional square miles. The block groups thus represent an area slightly larger than just the corridor itself but share many of its defining characteristics. In addition to these block groups, U.S. Census Bureau data for the City of Loveland was analyzed to form a fuller picture of the demographics along and around the corridor.

GENERAL DEMOGRAPHICS

The following section details basic demographic characteristics like population, age, and race.

FIG 2.1 Corridor and City of Loveland Population by Age (2016)



The corridor population has grown since the 2000 Census. The corridor's population grew 70.0 percent compared to a 45.0 percent increase citywide. In this same timeframe, the median age increased from 38.0 to 45.3 (19.2 percent change) within the corridor, nearly 8.0 percent more than the City of Loveland experienced. Although the median age is trending upward, this overall population growth will demand additional housing, entertainment, and eating and drinking establishments, especially for the millennial sector of the population. The shift in median age to 45.3 represents an upsurge of adults in peak spending years who have varying priorities from younger populations, especially for housing, home furnishings, and home improvements.

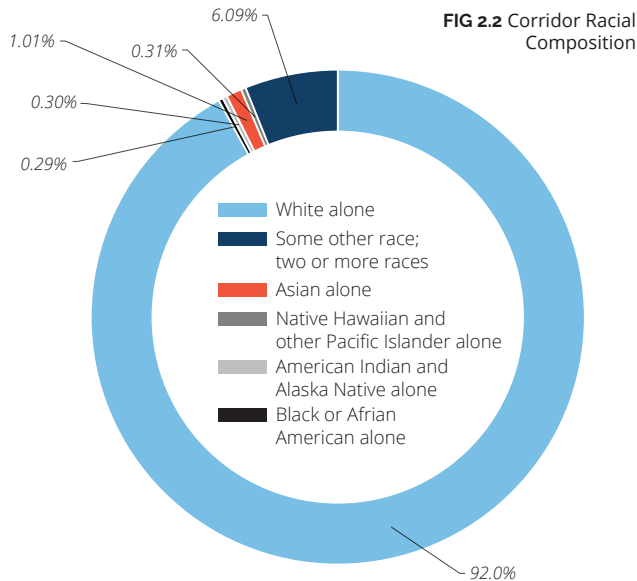
The corridor is well educated, exceeding national standards. Over 70 percent of the corridor population has received a high school diploma (20.6 percent), some college (19.5 percent), an associate's degree (10.7 percent), or bachelor's degree (19.6 percent). Comparatively, the City of Loveland sees the following educational attainment breakdown: high school diploma (21.1 percent), some college (16.8 percent), an associate's degree (9.9 percent), or bachelor's degree (23.3 percent).

These above average educational attainment levels – both within the corridor and citywide – represent opportunity to generate higher incomes, which translates to higher retail sales, greater demand for housing, and more need for professional occupations. These trends directly translate to demand for professional office and commercial space.



Corridor Profile

GENERAL DEMOGRAPHICS



The corridor is racially homogeneous, mirroring the racial makeup of the city. Ninety-two percent of the corridor population identifies as White alone, which is mirrored in the City of Loveland (92.1 percent White alone). The second largest population segment, comprising 3.6 percent of the corridor and 3.2 percent of the City of Loveland, is two or more races (not Hispanic or Latino) which represents any person who identifies with more than one of the following five races (White, Black or African American, American Indian and Alaska Native, Asian, or Native Hawaiian and other Pacific Islander). The third most common demographic, both in the corridor and citywide, identify as some other race, meaning not represented by the five races indicated above. In the corridor, 2.5 percent of people identify as some other race, which is very similar to the City of Loveland (2.7

The corridor experiences slightly less economic hardship compared to the City of Loveland. The corridor population has less households living below the poverty level, 7.8 percent in the corridor compared to 8.7 percent in the City of Loveland. Less hardship in the corridor is especially evident when compared to the percentages of impoverished households in the United States (14.2 percent) and State of Colorado (11.5 percent).

HOUSEHOLD CHARACTERISTICS

The following section describes the households along the corridor. Although relatively unpopulated in many parts of the corridor, especially in the central part from South St. Louis Avenue to south of I-25, household characteristics are important to consider as the future of Highway 402 is planned.

Growth of non-family households is outpacing the growth of family households, shifting household size.

Family households (i.e., related people living in the same residence) have decreased 27.9 percent compared to a 79.4 percent increase in non-family households since 2000. During this same timeframe, the average household size decreased from 2.58 persons (2000) to 2.44 persons (2016) in the corridor (5.2 percent decrease). The City of Loveland faces a similar shift, with average household size declining 5.5 percent during this period, as well. This downward trend in household size, coupled with the growth of non-family households, represents a growing desire to live in a smaller household, increasingly often with unrelated individuals.

The corridor's median household income is declining.

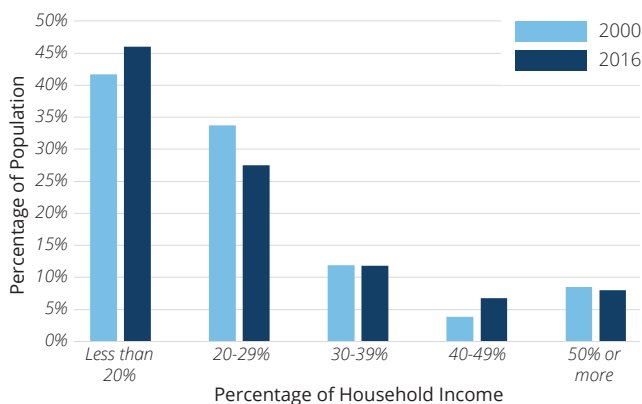
The median household income for the corridor decreased from \$74,339 in 2000 to \$67,944 in 2016. The City of Loveland has also experienced a decrease in median household income, shifting from \$67,944 to 59,353 during this same timeframe. (Note that 2000 median household income values are adjusted for 2016 inflation). With the growth of non-family households, and the indication that renters experience a housing cost burden, this decrease is reflective of other household characteristics and trends.



Corridor Profile

HOUSEHOLD CHARACTERISTICS

FIG 2.3 Corridor Monthly Owner Costs as Percentage of Household Income (2000 versus 2016)



Generally, home owners do not experience a housing cost burden, especially when compared to renters.

Using more than 30 percent of one's income on housing costs is typically how a housing cost burden is defined, which is why renters are considered to experience a burden greater than homeowners.

Most home owners within the corridor are paying less than 30 percent of their monthly household income on monthly home ownership costs, including mortgage and select costs, with the average mortgage ranging from \$1,000 to \$1,999. Housing and rental costs can include mortgage and rent payments; condominium and other fees; real estate taxes; and premiums for home owner's insurance. For mobile homes, installment loan payments, site rent, license and registration fees, and personal property taxes can also apply.

For the rental population in the corridor, just over 50 percent is paying greater than 30 percent of income on monthly rent, which can represent economic hardship. This trend is closely matched by renters citywide, who are paying 49.1 percent of monthly income on rent.

HOUSING CHARACTERISTICS

The following section describes the housing along the corridor.

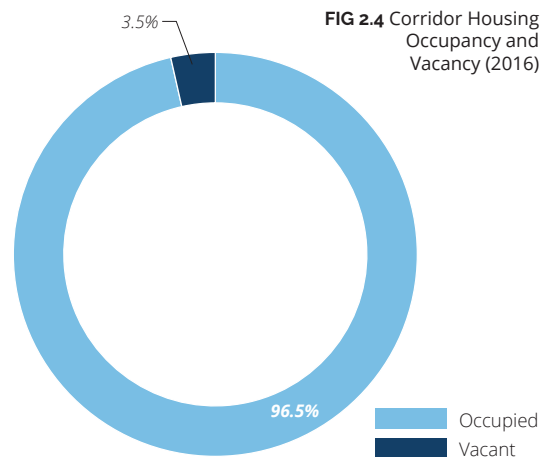


FIG 2.4 Corridor Housing Occupancy and Vacancy (2016)

Since 2000, the vacancy rate in the corridor has increased.

The vacancy rate along the corridor increased from 2.4 percent in 2000 to 3.5 percent in 2016, outpacing vacancy citywide. The current vacancy (2016) along the corridor of 3.5 percent, compared to 12.2 percent national vacancy rate in 2016, is healthy. This statistic is something to monitor given its increase but may represent an opportunity for infill and redevelopment.

The corridor has seen a significant increase in the number of housing units constructed since 2000.

The number of housing units along the corridor increased 78.7 percent from 2000; however, nearly 50 percent of this increase occurred from 2000 to 2010. This means the corridor was not immune from the housing crisis and recession felt across the United States, yet still grew 20 percent from 2010 to 2016, indicating a fair amount of private investment following this economic downturn.

Greater than 50 percent of the existing housing stock in both the City of Loveland and the corridor is valued between \$200,000 and \$499,999.

Home values like these are possible because of the changing family structures, as people are increasingly needing to live with non-family members to afford housing. With half of the housing stock pricing many people out of homes that are available for purchase, an opportunity for more diverse housing types, like duplexes or multi-family units, coupled with increased rental opportunities, could serve the corridor well.

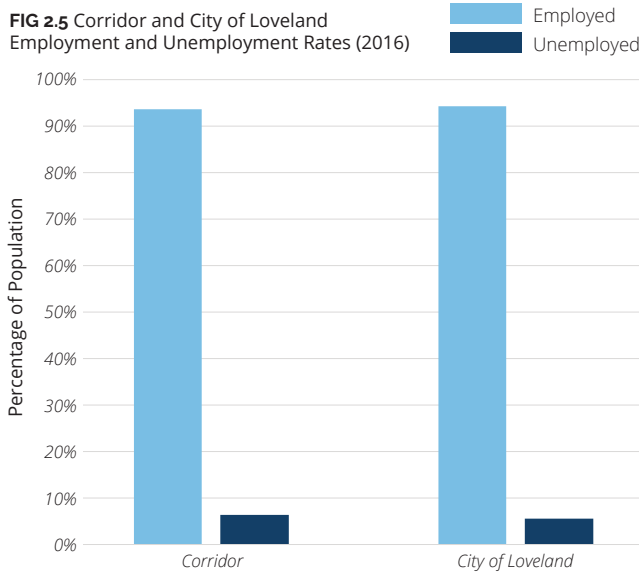


Corridor Profile

EMPLOYMENT CHARACTERISTICS

The following section describes the corridor's working population.

FIG 2.5 Corridor and City of Loveland Employment and Unemployment Rates (2016)

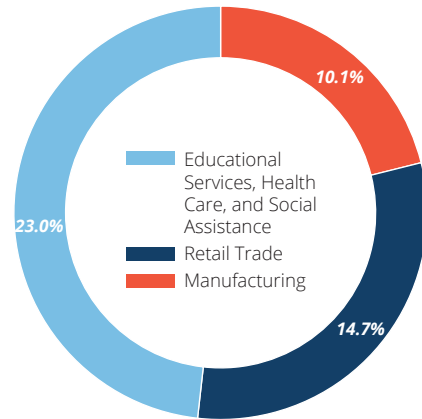


The corridor experiences a slightly higher unemployment rate than the City of Loveland. The corridor's population has an unemployment rate of 6.3 percent compared to a 5.6 percent unemployment rate in the city as a whole.

The leading occupation for corridor residents is in management, business, and science (34.6 percent).

The second most common occupation for the corridor population is in the service industry, which includes healthcare and law enforcement (19.0 percent). Where the population of men and women in the workforce diverges is in the third most populous field, which is natural resources, construction, and maintenance work for males (11.6 percent), and sales and office occupations for females (19.8 percent).

FIG 2.6 Corridor Residents Top Three Employment Industries (2016)



The top three industries are nearly identical along the corridor as they are citywide, a majority of which are in the private sector. Nearly 80 percent of those who work in the corridor are in the private sector, compared to approximately 75 percent citywide. The top three industries in the corridor include:

- Educational services, health care, and social assistance (23.0 percent);
- Retail trade (14.7 percent); and,
- Manufacturing (10.1 percent)

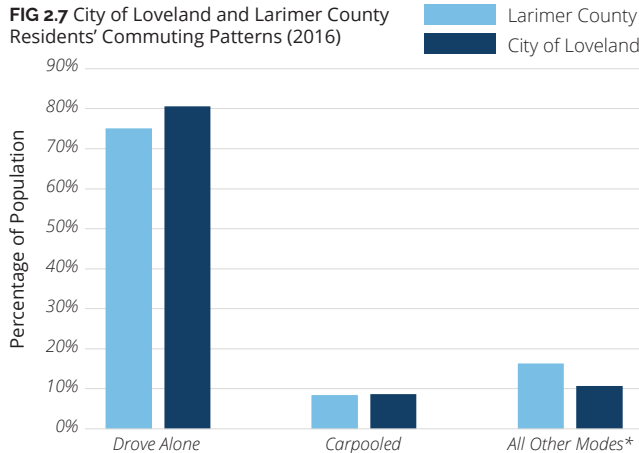
In the City of Loveland, the top two industries – educational services, health care, and social assistance (21.2 percent) and retail trade (12.8 percent) – align with the corridor. However, citywide, the third most populous industry is in the professional, scientific, and management, and administrative and waste management services (11.9 percent). This overlap is another indicator of the shared economy the City of Loveland and corridor experience.

Corridor Profile

COMMUTING/MOBILITY CHARACTERISTICS

The following section describes how corridor, Loveland, and Larimer County residents travel to work and their mobility patterns.

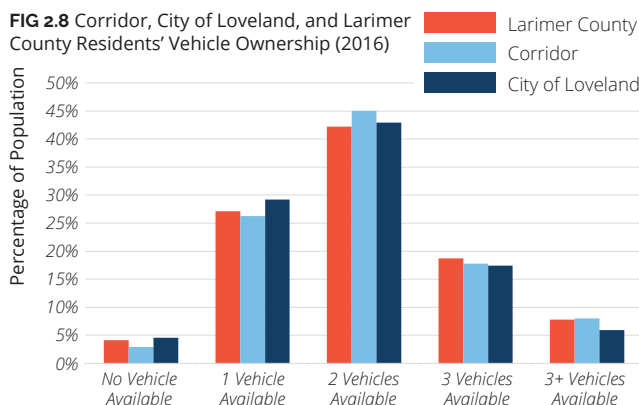
FIG 2.7 City of Loveland and Larimer County Residents' Commuting Patterns (2016)



*"All Other Modes" refers to public transportation, motorcycle, bike, walk, other means, worked at home, and all other modes.

More Loveland workers drive alone to work, and experience longer travel times than Larimer County as a whole. For those living along the corridor, commuting patterns have not changed significantly since 2000, with 81 percent of commuters driving alone. Carpooling decreased slightly from 2000, while those using non-vehicular options (walking and bicycling) both increased. Across the city, county, and corridor, over half of workers have commutes less than 30-minutes long. However, there is a higher rate of commuters living along the corridor with commutes longer than 30-minutes.

FIG 2.8 Corridor, City of Loveland, and Larimer County Residents' Vehicle Ownership (2016)



Vehicle ownership is comparable across the City of Loveland, Larimer County, and the corridor. Over two-thirds of households in the city, county, and corridor own two or more vehicles, which is reflected in the predominant commuting pattern - drive alone.

ANALYSIS

The corridor's population is growing and aging faster than the city as a whole. Nearly 80 percent of the corridor consists of undeveloped/open space, agricultural uses, and single family residences, which are typically not development patterns that draw in younger populations. Home values are also higher along the corridor than citywide, potentially pricing out younger buyers. This may indicate a need for more diverse housing types to attract millennial populations and increase affordability.

There are indicators of economic hardship, including increasing vacancy and unemployment rates. Economic hardship makes way for the opportunity to rethink development, including infill and redevelopment of vacant units, possibly with affordable rental housing and/or new businesses. Alongside these trends, a desire for more use of less expensive and more flexible transportation modes may be arising. While vehicle ownership is still prevalent in the corridor, it is important to consider the households without a vehicle who are forced to rely on alternative ways to access their daily needs.

Mobility is constrained for all users of the transportation network, especially east of South Lincoln Avenue. Rising traffic volumes, due to expected corridor development, will further exacerbate existing safety concerns. Without subsequent transportation investments, there is a need to prioritize multimodal accessibility within the corridor to connect adjacent uses and provide opportunities to connect to the expansive system of local and regional trails, bikeways, and transit services. These improvements will be necessary to ensure Highway 402 can accommodate the anticipated increase in traffic. Shifting the focus of the corridor to a multimodal passageway means reframing vehicle usage to ensure the roadway is designed to function alongside non-motorized users.

Overall, the corridor and City of Loveland have a shared economy, with similarity in housing characteristics, demographics, and employment trends that influence the way Highway 402 can and should be developed.



Land Use and Zoning

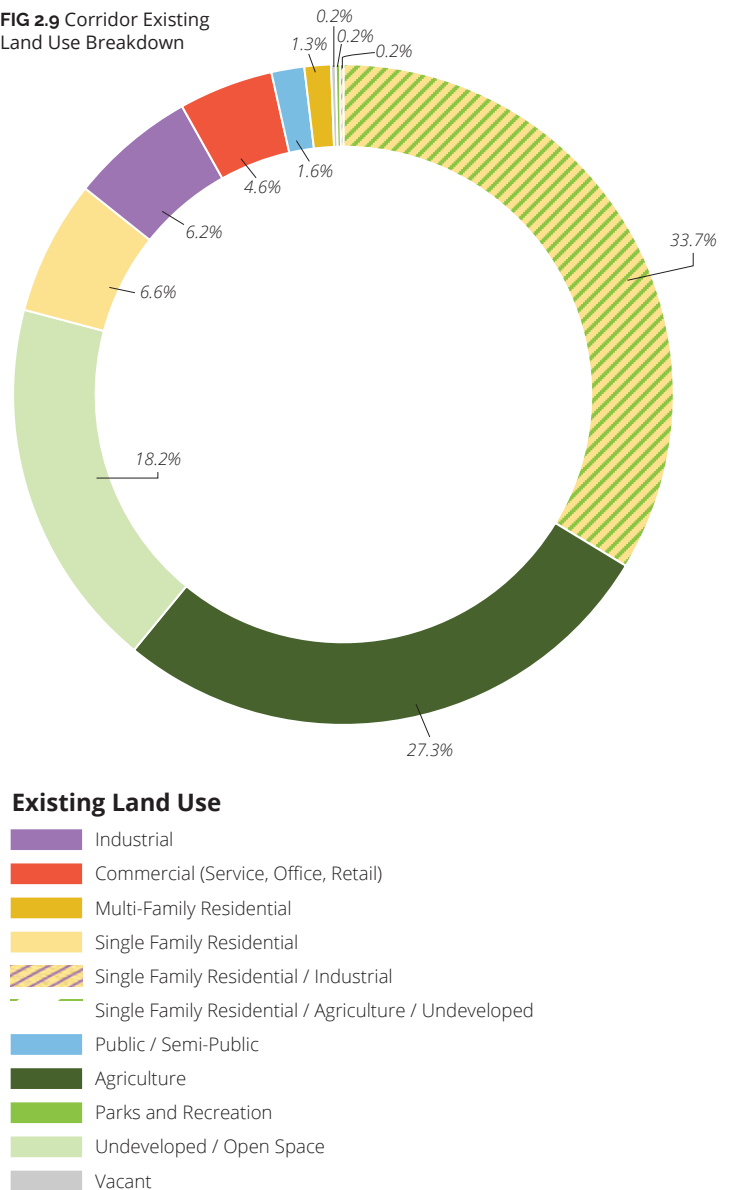
The corridor is made up of a wide variety of land uses and zoning districts; the character of these uses and districts change as one moves along the corridor. Understanding the differences between these types of uses and districts is an important aspect of analyzing a corridor.

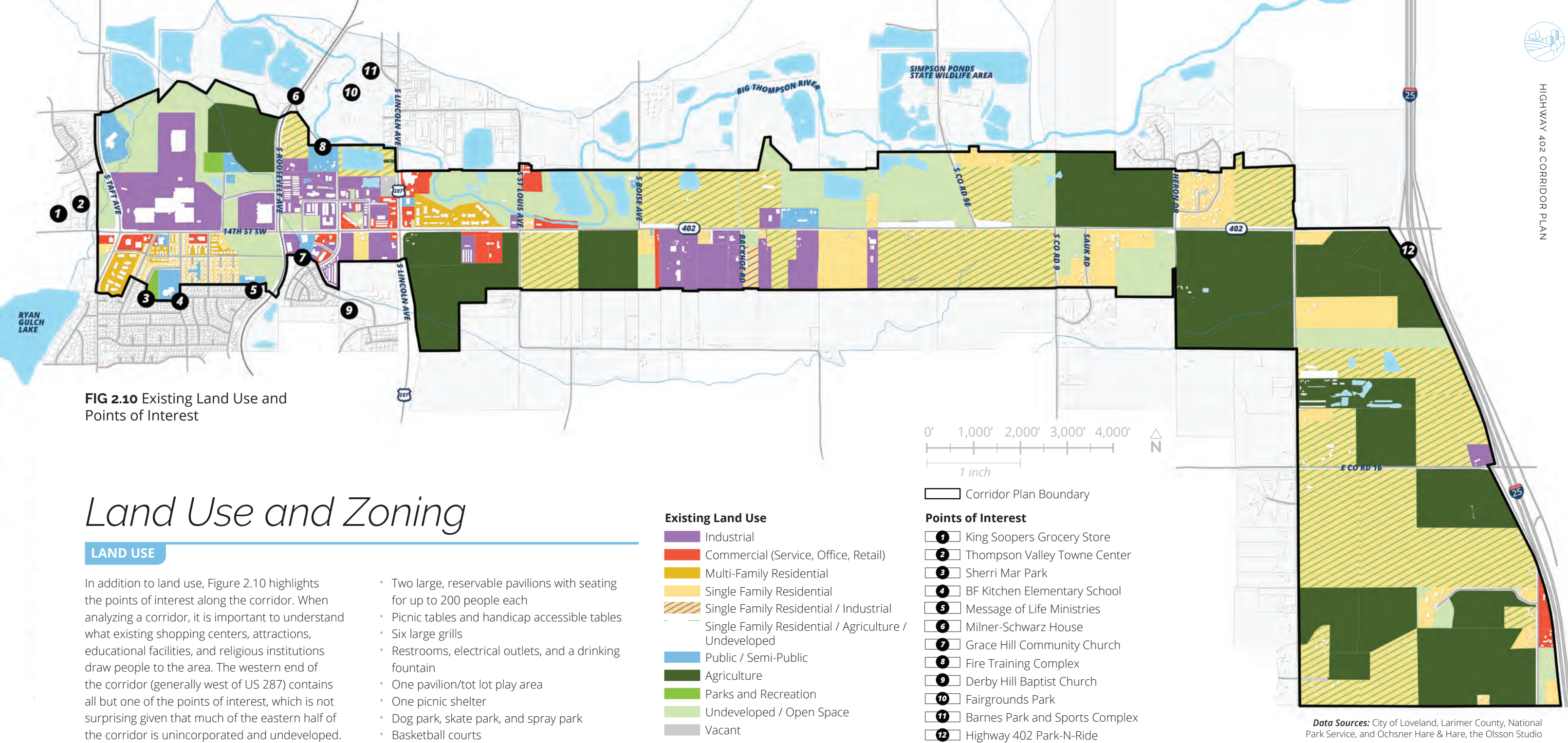
LAND USE

Land use discussions are a precursor to updating and aligning city and county development regulations, capital improvements, services, and investments along a corridor. To understand the variance, prevalence, and influence of different land uses along the corridor, Figure 2.9 was developed. Additionally, each land use within the corridor was calculated by its total percentage of the area within the corridor. This breakdown is represented in Figure 2.9. A definition of each of these land uses is provided as follows:

- **Industrial:** Manufacturing, processing, fabrication, packaging, assembly of goods, and/or storage or movement of goods.
- **Commercial (Service, Office, Retail):** Service, retail, and office uses.
- **Multi-Family Residential:** Multi-family homes, such as apartments or townhomes.
- **Single Family Residential:** Single family homes.
- **Single Family Residential/Industrial:** A mixture of single family homes and industrial uses (see definition of "Industrial" above) on the same parcel.
- **Single Family Residential/Agriculture/Undeveloped:** A mixture of single family homes, agricultural uses, and undeveloped land with few to no structures on the same parcel.
- **Public/Semi-Public:** Governmental, utilities, religious assemblies, and educational uses.
- **Agriculture:** Farming and forestry.
- **Parks and Recreation:** Parks of all sizes and recreational facilities.
- **Undeveloped/Open Space:** Undeveloped land with few to no structures, often abutting the Big Thompson River.
- **Vacant:** Unoccupied land with few to no structures and without a primary use.

FIG 2.9 Corridor Existing Land Use Breakdown





Land Use and Zoning

LAND USE

In addition to land use, Figure 2.10 highlights the points of interest along the corridor. When analyzing a corridor, it is important to understand what existing shopping centers, attractions, educational facilities, and religious institutions draw people to the area. The western end of the corridor (generally west of US 287) contains all but one of the points of interest, which is not surprising given that much of the eastern half of the corridor is unincorporated and undeveloped.

Two recreational facilities are located within or adjacent to the corridor, including Sherri Mar Park and Fairgrounds Park (that includes Barnes Park and Sports Complex). Sherri Mar Park's amenities include athletic fields with soccer goals, a playground, and picnic tables. Fairgrounds Park, an award-winning park, includes a wider variety of amenities, including:

- Two large, reservable pavilions with seating for up to 200 people each
- Picnic tables and handicap accessible tables
- Six large grills
- Restrooms, electrical outlets, and a drinking fountain
- One pavilion/tot lot play area
- One picnic shelter
- Dog park, skate park, and spray park
- Basketball courts
- Two playgrounds
- Big Thompson River fishing access
- River Plaza
- Recreation trail/trailheads
- Sculptures and historical buildings (Milner-Schwarz House) and bridges
- Concessions and vending
- Batting cages (Barnes Park and Sports Complex)
- Baseball/softball fields (Barnes Park and Sports Complex)



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Land Use and Zoning

LAND USE

BF Kitchen Elementary School is the only school within the corridor. The school is located within the single family residential neighborhoods on the south side and west end of the corridor. This school serves a younger demographic, primarily families with young children. It must be noted that schools often function as a community-wide or, at a minimum, neighborhood-wide space for events. Thus, the user demographic of the school can be much wider.

A community shopping center—Thompson Valley Towne Center—lies just outside of the western edge of the corridor along the west side of South Taft Avenue. This community shopping center has 126,558 square feet of gross leasable area and was constructed in 1999. The center's major tenant is King Soopers grocery store, with other national tenants such as the UPS Store, Domino's Pizza, Starbucks, and Cost Cutters.

When reviewing Figure 2.10, the following observations can be made:

- A wide variety of land uses exist along the corridor, though the most prominent land uses are Single Family Residential/Agriculture/Undeveloped (33.7%), Agriculture (26.6%), and Undeveloped/Open Space (18.2%). All other land uses cover less than 10 percent of the corridor.
- The majority of the Undeveloped/Open Space lies just south of the Big Thompson River, north of Highway 402. Much of this land is within the floodplain, which begins to explain why the land has remained undeveloped.
- Commercial (Service, Office, Retail) (4.6%) and Multi-Family Residential (1.3%) uses are concentrated in the western end of the corridor, within the city limits.
- Based on land uses and character, the corridor can generally be viewed as three, slightly overlapping zones: (1) the developed portion of the corridor west of South St. Louis Avenue that contains a variety of land uses; (2) the largely undeveloped portion of the corridor with swaths of agriculture and pockets of residential and industrial; and (3) the stretch of the corridor south of Highway 402 along I-25 that is largely undeveloped and agriculture-focused. These zones are illustrated in *Section 4 - Public Engagement Summary*.
- Much the middle and eastern zones of the corridor are within unincorporated Larimer County.





Land Use and Zoning

ZONING

The City of Loveland maintains an official zoning ordinance that regulates how land can be used, the intensity of those uses, and the relationships between various land uses. The city's zoning ordinance is presented in Title 18 of the Loveland Municipal Code. The corridor is also controlled, in part, by Larimer County's zoning regulations. The county's zoning regulations are set forth in Section 4 – Zoning in the Larimer County Land Use Code.

The overarching purpose of zoning is to regulate development to protect the health, safety, prosperity, and general welfare of Loveland and Larimer County residents. Zoning regulates items such as lot sizes, setbacks, and building heights.

For clarity purposes, some similar zoning districts were grouped together on Table 2.1 to simplify understanding, such as the I Developing Industrial district and I-FF Developing Industrial in Flood Fringe district. Though, all zoning districts within the corridor are described in the following text. City and county zoning districts were not combined. The following zoning districts, as described in the Loveland Municipal Code and Larimer County Land Use Code, lie within the corridor:

TABLE 2.1 Zoning Districts

Map Label	Name and Abbreviation	Description
City of Loveland Zoning Districts		
Industrial	Developing Industrial (I)	<i>The I district provides a location for a variety of manufacturing, warehousing, distribution, commercial, and higher intensity industrial operations. This district also accommodates complementary and supporting uses such as convenience shopping centers and appropriately located accessory commercial day care centers.</i>
Industrial	Developing Industrial in Flood Fringe (I-FF)	<i>The I-FF district provides for the same uses as the I district, but historically set specific site planning requirements for industrial uses in the flood zone. This district is not applied anymore but remains as a zoning district along the corridor until the time that the applicable parcel (3.76 acres) is rezoned.</i>
Commercial	Developing Business (B)	<i>The B district provides a location for auto-oriented and auto-dependent uses, primarily along established commercial corridors, such as the sale of retail goods and services.</i>
Mixed Use	Mixed Use Activity Center (MAC)	<i>The MAC district applies to locations that provide a wide variety of retail, commercial, residential, and office uses. The residential and office uses are located adjacent to the mixed use activity center's core or above ground floor retail. Alongside vehicles, mixed use activity centers should provide convenient access for pedestrians and bicyclists.</i>
Mixed Use	Employment Center (E)	<i>The E district is mixed use by nature and provides locations for a variety of workplaces and commercial uses, including light industrial, research and development, offices, institutions, commercial services, and housing. This district is intended to develop quality planned office and business parks.</i>
Planned Unit Development	Planned Unit Development (PUD)	<i>The PUD district provides procedures by which land can be uniquely zoned and developed to encourage flexibility and innovative design of residential, commercial, and industrial developments. These procedures provide an alternative to conventional zoning and subdivision regulations. There are seven planned unit developments along the corridor: Waterford Place; Thompson Valley Addition; South Village; Sierra Valley; Rocky Mountain Plaza; Mineral Addition; and High Country Farm Addition.</i>
Multi-Family Residential	Developing Two-Family Residential (R2)	<i>The R2 district provides for the development of low-density residential uses and two-family dwellings as a gradual transition from single family residential to multiple family or commercial uses.</i>



Land Use and Zoning

TABLE 2.1 Zoning Districts (Continued)

Map Label	Name and Abbreviation	Description
City of Loveland Zoning Districts (Continued)		
Multi-Family Residential	Developing High-Density Residential, Unit Development (R2-UD)	The R2-UD district provides for the same uses as the R2 district, but historically included special development review processes. This district is not applied anymore but remains as a zoning district along the corridor until the time that the applicable parcel (1.25 acres) is rezoned.
Multi-Family Residential	Developing High-Density Residential (R3)	The R3 district provides space for mixed density residential neighborhoods, including a wide range of housing opportunities and complementary non-residential uses, such as professional offices.
Multi-Family Residential	Established High-Density Residential (R3e)	The R3e district preserves mixed housing types, including multi-family dwellings with up to four units and complementary low-intensity commercial uses predominantly located in established neighborhoods.
Single Family Residential	Developing Low-Density Residential (R1)	The R1 district provides for low-density residential neighborhoods that include single family detached dwellings and complementary uses, such as recreational areas.
Single Family Residential	Established Low-Density Residential (R1e)	The R3e district preserves mixed housing types, including multi-family dwellings with up to four units and complementary low-intensity commercial uses predominantly located in established neighborhoods.
Developing Resource	Developing Resource District (DR)	The DR district is used when a property is being annexed into the city, for which there are no specific or imminent plans for development and when the owner is deferring water rights.
Larimer County Zoning Districts		
Heavy Industrial	Heavy Industrial (I-1)	The I-1 district provides land for a variety of manufacturing, warehousing, distribution, commercial, and higher intensity industrial operations. This district also accommodates agricultural uses, and some commercial, institutional, and utilities (such as a radio and television transmitter) uses.
Industrial	Industrial (I)	The I district provides land for a variety of lighter industrial uses such as the secondary manufacture, assembly, or packaging of products from previously prepared materials. This district also accommodates agricultural, a variety of commercial and transportation uses, and some institutional, accommodation, and utilities uses.
Commercial	Commercial (C)	The C district provides for a variety of commercial uses such as retail, office, services, and dining. This district also accommodates institutional uses, transportation uses, accommodation uses, and minimal industrial, agricultural, and utilities uses.
Commercial	Business (B)	The B district similarly provides for a wide range of uses, including commercial, agricultural, institutional, accommodation, and recreational. This district also provides for minimal utilities, transportation, and industrial uses.
Planned Unit Development	Planned Development (PD)	The PD district provides the flexibility in zoning and development regulations needed to accommodate urban level development. This district encourages innovative design of residential, commercial, and industrial developments.



Land Use and Zoning

TABLE 2.1 Zoning Districts (Continued)

Map Label Name and Abbreviation Description

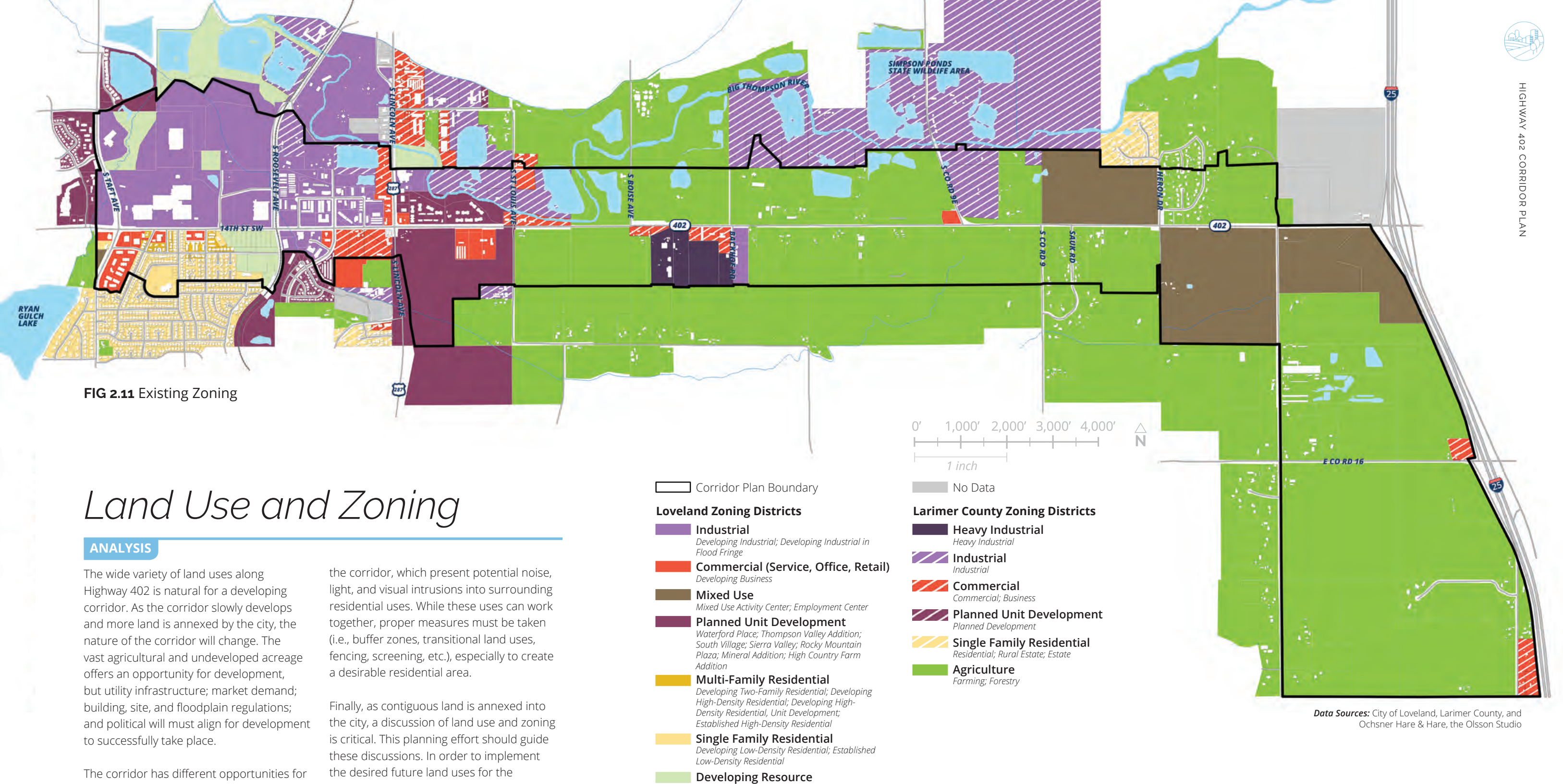
Larimer County Zoning Districts (Continued)

Single Family Residential	Residential (R)	<i>The R district provides space for single family dwellings and group homes, but also permits minimal agricultural, institutional, accommodation, utilities, and industrial uses.</i>
Single Family Residential	Rural Estate (RE)	<i>The RE district provides space for single family dwellings, group homes, and cabins, but also minimal institutional, accommodation, utilities, recreational, industrial uses. Agricultural uses are more widely permitted in this district.</i>
Single Family Residential	Estate (E-1)	<i>The E-1 district provides space for single family dwellings, group homes, and cabins, but also minimal agricultural, institutional, utilities, and industrial uses.</i>
Agriculture	Farming (FA)	<i>The FA district provides space for a variety of uses (residential, institutional, recreational, accommodation, industrial, and utilities), but primarily permits agricultural uses. This district focuses on the cultivation of agricultural crops, the facilities and storage necessary for the managing of commercial farming operations, the raising of fish, bees, plants, or animals, or the raising of livestock.</i>
Agriculture	Forestry (FO)	<i>The FO district provides space for a variety of uses (residential, institutional, recreational, accommodation, industrial, and utilities), but primarily permits agricultural uses. This district focuses on the raising and harvesting of trees for wood products.</i>



When reviewing Figure 2.11, the following observations can be made:

- A wide variety of zoning districts exist along the corridor, though the most prominent districts are agricultural in nature (57.2%), industrial (15.2%), and mixed use (11.8%). These three zoning district groups make up 84.2 percent of the corridor's total area.
- The corridor is dominated by agricultural zoning districts from South St. Louis Avenue to I-25.
- Commercial and industrial zoning districts largely abut Highway 402 from South Taft Avenue to South St. Louis Avenue.
- In general, the commercial zoning districts are concentrated around major intersections, including Highway 402 and US 287 and, at a lesser level, Highway 402 and South Taft Avenue.
- County mixed use development is permitted near the I-25 interchange.
- Much of the single family residential zoning districts are south of Highway 402, between South Taft Avenue and South Roosevelt Avenue, with the exception of the single family residential neighborhoods near the intersection of Highway 402 and Sauk Road.



Land Use and Zoning

ANALYSIS

The wide variety of land uses along Highway 402 is natural for a developing corridor. As the corridor slowly develops and more land is annexed by the city, the nature of the corridor will change. The vast agricultural and undeveloped acreage offers an opportunity for development, but utility infrastructure; market demand; building, site, and floodplain regulations; and political will must align for development to successfully take place.

The corridor has different opportunities for development, including diverse residential formats, employment of all types, recreational resources and access, and supporting commercial development. Each of these opportunities must be balanced properly in a corridor of this size. For example, industrial uses are prevalent along

the corridor, which present potential noise, light, and visual intrusions into surrounding residential uses. While these uses can work together, proper measures must be taken (i.e., buffer zones, transitional land uses, fencing, screening, etc.), especially to create a desirable residential area.

Finally, as contiguous land is annexed into the city, a discussion of land use and zoning is critical. This planning effort should guide these discussions. In order to implement the desired future land uses for the corridor, zoning must align (and be changed in certain circumstances) to best match the future vision for the corridor.



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Sites and Buildings

As part of the corridor site assessment that was conducted, the condition of each developed property was rated. The ratings were broken down into two categories: (1) site condition and (2) building condition. A score was given for each category, based on a predetermined grading scale. The scale for both categories ranged from 1 (good) to 4 (dilapidated). The criteria for each score are provided the subsections that follow.

SITE CONDITIONS AND CHARACTER

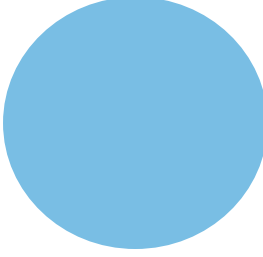
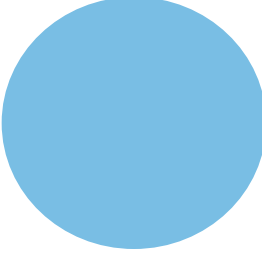
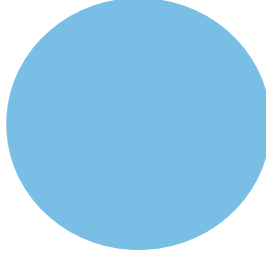
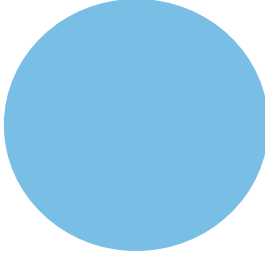
Most of the developed sites within the corridor are in good or fair condition. More specifically, 73.2 percent of the rated sites are in good condition, while 20.9 percent are in fair condition. Only 5.9 percent of the rated sites are in repair condition. Note that only developed land was rated; agricultural land and open space was not rated. The sites in repair condition (a 3 rating) are primarily found south of Highway 402 from US 287 to CR 9. The criteria for each rating are provided as follows:

- **Good Condition (1):** Site is in good condition with no significant deficiencies.
- **Fair Condition (2):** Site is in fair or sound condition but has minor deficiencies that could be resolved with limited investment by the owner. Deficiencies may include small potholes in the asphalt, cracked or damaged sidewalks, overgrown or poorly maintained landscaping, damaged site signage, non-functioning site lighting, deteriorating retaining walls, and insufficient ADA accessibility.
- **Repair Condition (3):** Site needs repair and requires significant rehabilitation. Deficiencies may include major deterioration or damage to asphalt paving, sidewalks, site lighting, landscaping, retaining walls, site signage, or general disrepair from inadequate site maintenance. Additionally, the extensive use of gravel paving instead of asphalt or concrete could contribute to this rating.

A development detail that often defines primary corridors in a community are setbacks. The term setback refers to the distance between a street's public right-of-way and the building structures that front it. Commercial properties with large building setbacks often use this space for parking. During the corridor site assessment, properties' front yard setback was estimated and grouped into three categories: small, medium, and large. While a precise measurement was not taken from the road to structure, a quick visual assessment was conducted. Of the sites with structures, over 97.0 percent feature a mid- to large setback (approximately 20+ feet).

Landscaping internal to properties also is a defining feature of a corridor's character. Landscaping softens the built environment and can incorporate seasonal variety and color. Site landscaping for developed properties along Highway 402 is predominantly concentrated at the western end of the corridor, west of US 287. Trees along the roadway are quite prevalent west of US 287. East of US 287, the common case along Highway 402 is grass, asphalt, or gravel, with the exception of Waterford Place, the single family residences near Sauk Road, and the Paradise Acres neighborhood.





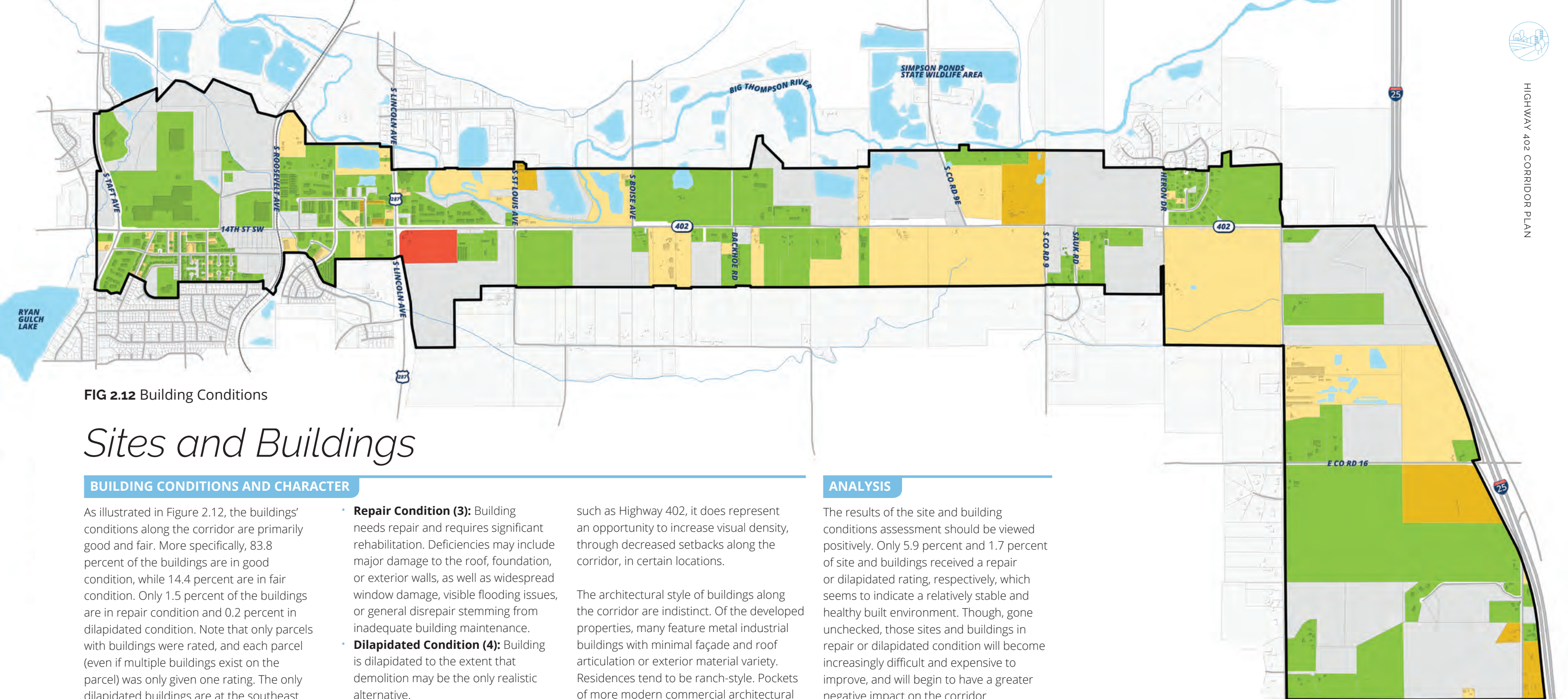


FIG 2.12 Building Conditions

Sites and Buildings

BUILDING CONDITIONS AND CHARACTER

As illustrated in Figure 2.12, the buildings' conditions along the corridor are primarily good and fair. More specifically, 83.8 percent of the buildings are in good condition, while 14.4 percent are in fair condition. Only 1.5 percent of the buildings are in repair condition and 0.2 percent in dilapidated condition. Note that only parcels with buildings were rated, and each parcel (even if multiple buildings exist on the parcel) was only given one rating. The only dilapidated buildings are at the southeast corner of the intersection of US 287 and Highway 402. The criteria for each rating are provided as follows:

- **Good Condition (1):** Building is in good condition with no significant exterior deficiencies.
- **Fair Condition (2):** Building is in fair or sound condition but has minor deficiencies that could be resolved with limited investment by the owner. Deficiencies may include chipped paint, damaged exterior walls, cracked or broken windows, minor roof damage, and nonfunctioning façade lighting and signage.

- **Repair Condition (3):** Building needs repair and requires significant rehabilitation. Deficiencies may include major damage to the roof, foundation, or exterior walls, as well as widespread window damage, visible flooding issues, or general disrepair stemming from inadequate building maintenance.
- **Dilapidated Condition (4):** Building is dilapidated to the extent that demolition may be the only realistic alternative.

Note that only the exterior portion of each building was evaluated for the purposes of this document. Additionally, this evaluation is solely based on the visual condition of the building. There has been no attempt to evaluate the architectural style or aesthetic of each building.

Of the properties with buildings, 69.9 percent are single story, while 29.7 percent have two stories. Only 0.4 percent of the buildings along the corridor have three or more stories. While this is not surprising for an only partly developed corridor

such as Highway 402, it does represent an opportunity to increase visual density, through decreased setbacks along the corridor, in certain locations.

The architectural style of buildings along the corridor are indistinct. Of the developed properties, many feature metal industrial buildings with minimal façade and roof articulation or exterior material variety. Residences tend to be ranch-style. Pockets of more modern commercial architectural styles exist west of US 287. While these pockets feature newer developments, the style of architecture is still quite suburban in nature.

A selection of images of buildings is provided on the previous page to display the variety of architectural condition and character along the corridor.

ANALYSIS

The results of the site and building conditions assessment should be viewed positively. Only 5.9 percent and 1.7 percent of site and buildings received a repair or dilapidated rating, respectively, which seems to indicate a relatively stable and healthy built environment. Though, gone unchecked, those sites and buildings in repair or dilapidated condition will become increasingly difficult and expensive to improve, and will begin to have a greater negative impact on the corridor.

The character of the sites and buildings along the corridor may be a more important issue to address. The corridor's lack of architectural and landscape definition presents a critical opportunity to define a desirable, forward-thinking, and unique standard and aesthetic for upcoming development, redevelopment, and infill projects.

Corridor Plan Boundary

Good Condition

Building is in good condition with no significant exterior deficiencies.

Fair Condition

Building is in fair or sound condition, but has minor deficiencies that could be resolved with limited investment by the owner. Deficiencies may include chipped paint, damaged exterior walls, cracked or broken windows, minor roof damage, and nonfunctioning façade lighting and signage.

Data Sources: City of Loveland, Larimer County, and Ochsner Hare & Hare, the Olsson Studio



Repair Condition

Building needs repair and requires significant rehabilitation. Deficiencies may include major damage to the roof, foundation, or exterior walls, as well as widespread window damage, visible flooding issues, or general disrepair stemming from inadequate building maintenance.

Dilapidated Condition

Building is dilapidated to the extent that demolition may be the only realistic alternative.

No Building on Site



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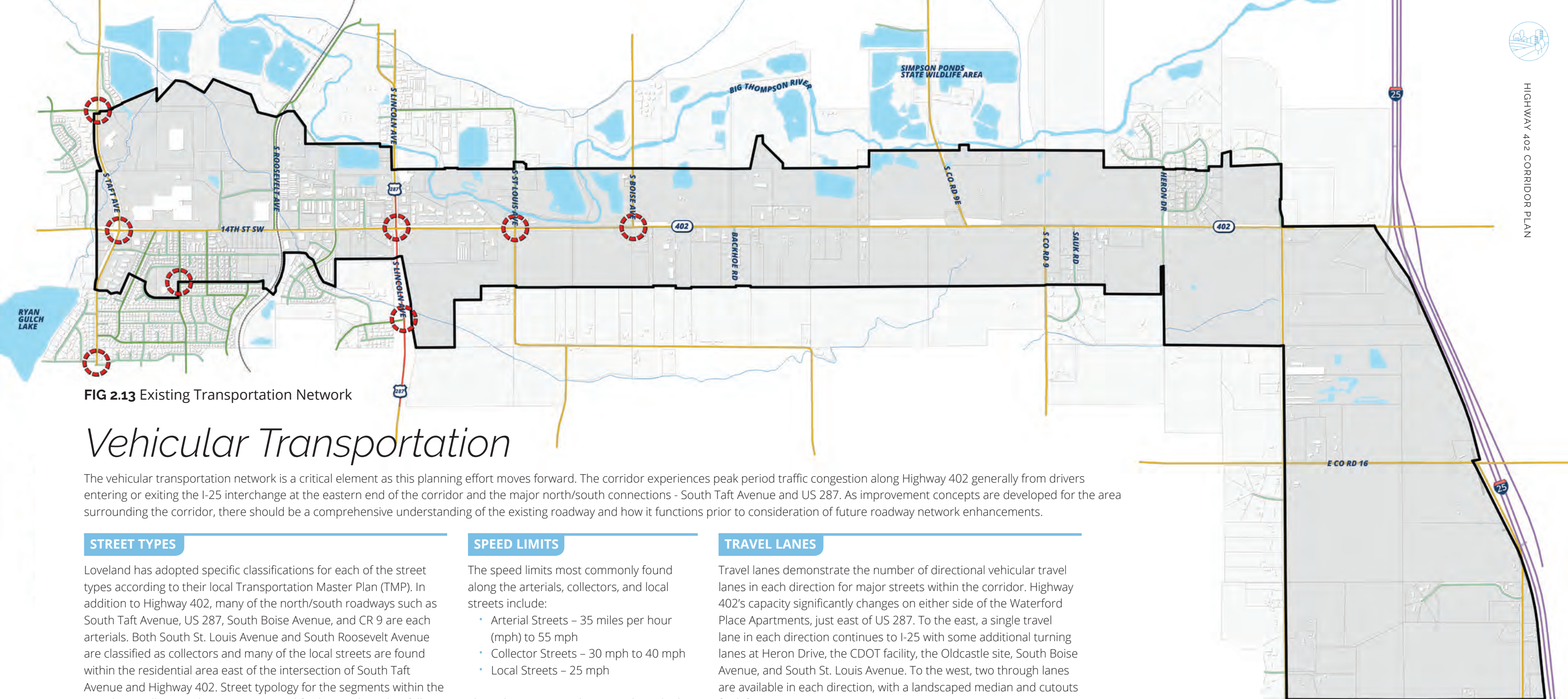


FIG 2.13 Existing Transportation Network

Vehicular Transportation

The vehicular transportation network is a critical element as this planning effort moves forward. The corridor experiences peak period traffic congestion along Highway 402 generally from drivers entering or exiting the I-25 interchange at the eastern end of the corridor and the major north/south connections - South Taft Avenue and US 287. As improvement concepts are developed for the area surrounding the corridor, there should be a comprehensive understanding of the existing roadway and how it functions prior to consideration of future roadway network enhancements.

STREET TYPES

Loveland has adopted specific classifications for each of the street types according to their local Transportation Master Plan (TMP). In addition to Highway 402, many of the north/south roadways such as South Taft Avenue, US 287, South Boise Avenue, and CR 9 are each arterials. Both South St. Louis Avenue and South Roosevelt Avenue are classified as collectors and many of the local streets are found within the residential area east of the intersection of South Taft Avenue and Highway 402. Street typology for the segments within the corridor are illustrated in Figure 2.13 and further explained as follows:

- **Arterial Street:** Arterials carry traffic between major activity and population centers. Traffic signals and roundabouts are often used to regulate the flow of traffic at major intersections. Access is managed, although movement to and from adjacent property is allowed at times.
- **Collector Street:** Collector streets provide a safe and convenient way to move from a neighborhood to the arterial street network. They are intended to "collect" traffic from residential or other destinations and move it to higher order streets. Direct access is more liberally granted compared to arterials.
- **Local Street:** Local streets provide the greatest level of access. These streets provide limited opportunities for through traffic. Their primary function is to provide access to adjacent properties.

SPEED LIMITS

The speed limits most commonly found along the arterials, collectors, and local streets include:

- Arterial Streets – 35 miles per hour (mph) to 55 mph
- Collector Streets – 30 mph to 40 mph
- Local Streets – 25 mph

The only segment in the network marked above 45 mph is along Highway 402 from South St. Louis Avenue to I-25. This same area corresponds with a transition to more agricultural development and lower density residential uses. Speed limits continue to lower from 55 mph to 40 mph as the corridor continues west from South St. Louis Avenue where businesses become more densely concentrated and residential areas are more densely populated.

TRAVEL LANES

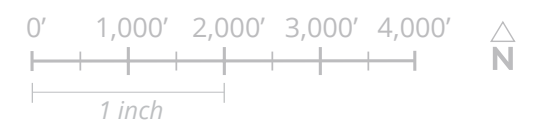
Travel lanes demonstrate the number of directional vehicular travel lanes in each direction for major streets within the corridor. Highway 402's capacity significantly changes on either side of the Waterford Place Apartments, just east of US 287. To the east, a single travel lane in each direction continues to I-25 with some additional turning lanes at Heron Drive, the CDOT facility, the Oldcastle site, South Boise Avenue, and South St. Louis Avenue. To the west, two through lanes are available in each direction, with a landscaped median and cutouts for left turn access.

South Taft Avenue is similar in nature to Highway 402 with two through lanes in each direction. North of Highway 402, South Taft Avenue includes a raised median with cutouts for left turns. South of Highway 402, South Taft Avenue has a painted two-way left turn lane.

US 287 has two lanes in each direction with a middle left turn lane. This road not only connects people north to downtown Loveland but is also the main southern connection to Longmont from Loveland. As the road continues south, shoulders are available in both directions.

The remaining north/south segments of South Roosevelt Avenue, South St. Louis Avenue, South Boise Avenue, CR 9E, and CR 16 all have one lane in each direction.

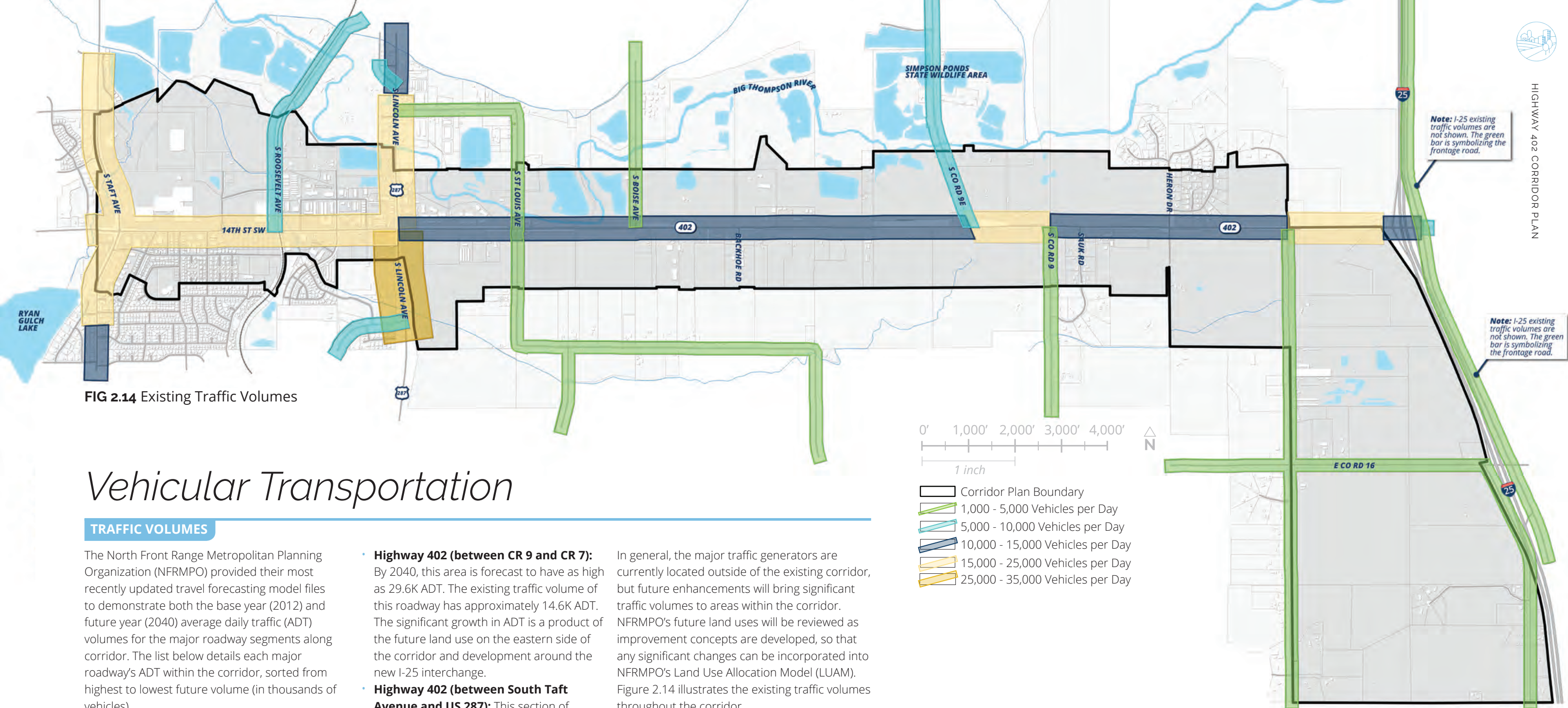
Data Sources: City of Loveland, Larimer County, and Ochsner Hare & Hare, the Olsson Studio



- Corridor Plan Boundary
- Interstate
- Highway/Freeway
- Arterial
- Collector
- Local
- Ramp
- Signalized Intersection



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Data Sources: City of Loveland, Larimer County, North Front Range MPO, and Ochsner Hare & Hare, the Olsson Studio

Vehicular Transportation

TRAFFIC VOLUMES

The North Front Range Metropolitan Planning Organization (NFRMPO) provided their most recently updated travel forecasting model files to demonstrate both the base year (2012) and future year (2040) average daily traffic (ADT) volumes for the major roadway segments along corridor. The list below details each major roadway's ADT within the corridor, sorted from highest to lowest future volume (in thousands of vehicles).

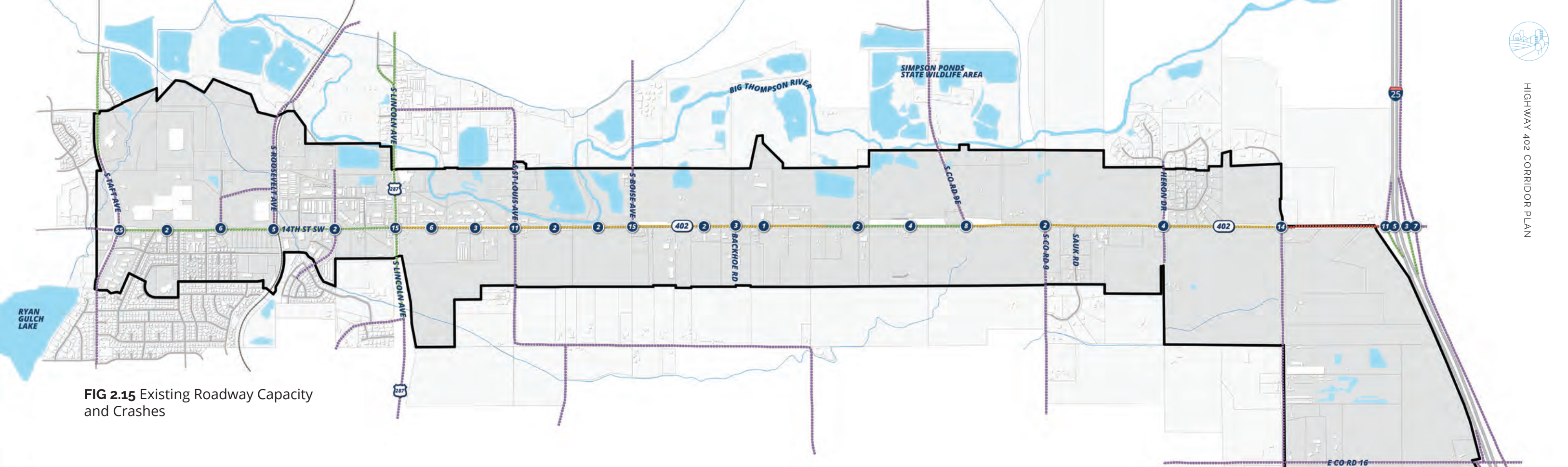
- **Highway 402 (west of I-25):** By 2040, this segment of Highway 402 is forecast to overtake US 287 as the highest traveled part of the corridor with 35.9K ADT. This same segment's existing traffic volume is approximately 17.5K ADT.
- **US 287:** This north/south roadway has the highest existing traffic volume in the corridor with 25.2K ADT, south of Highway 402. The roadway is used as a main connector to downtown Loveland and those traveling south toward Longmont and Boulder. The 2040 model forecasts this road to increase to 35.6K ADT.

- **Highway 402 (between CR 9 and CR 7):** By 2040, this area is forecast to have as high as 29.6K ADT. The existing traffic volume of this roadway has approximately 14.6K ADT. The significant growth in ADT is a product of the future land use on the eastern side of the corridor and development around the new I-25 interchange.
- **Highway 402 (between South Taft Avenue and US 287):** This section of Highway 402 is currently more developed than the rest of the corridor to the east with 19.4K ADT. By 2040, this section of Highway 402 will increase to 27.7K ADT, but will no longer have a higher traffic volume than the eastern side of the corridor.
- **South Taft Avenue:** By 2040, this north/south roadway is forecast to have as much as 27.1K ADT north of 10th Street and approximately 23.1K ADT adjacent to the intersection at Highway 402. Existing traffic volume is approximately 21.2K ADT north of 10th Street and 15.2K ADT north of Highway 402.

In general, the major traffic generators are currently located outside of the existing corridor, but future enhancements will bring significant traffic volumes to areas within the corridor. NFRMPO's future land uses will be reviewed as improvement concepts are developed, so that any significant changes can be incorporated into NFRMPO's Land Use Allocation Model (LUAM). Figure 2.14 illustrates the existing traffic volumes throughout the corridor.



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Vehicular Transportation

INTERSECTION LANE CONFIGURATIONS AND TRAFFIC CONTROL

Signalized intersections located within the corridor include one signalized intersection just north of the corridor, four along Highway 402, and three just south of the corridor. Each major intersection's cross streets are as follows:

- South Taft Avenue and Carlisle Drive (north of the corridor)
- South Taft Avenue and Highway 402
- US 287 and Highway 402
- South St. Louis Avenue and Highway 402
- South Boise Avenue and Highway 402
- South Taft Avenue and 23rd Street Southwest (south of the corridor)
- BF Kitchen Elementary School Zone at South Douglas Avenue (south of the corridor)
- US 287 and 19th Street Southeast (south of the corridor)

In addition to the existing signalized intersections, the City of Loveland 2035 Transportation Plan recommends additional intersection signalization at the following intersections:

- CR 9E and Highway 402
- Future Boyd Lake Connection and Highway 402
- CR 7 and Highway 402

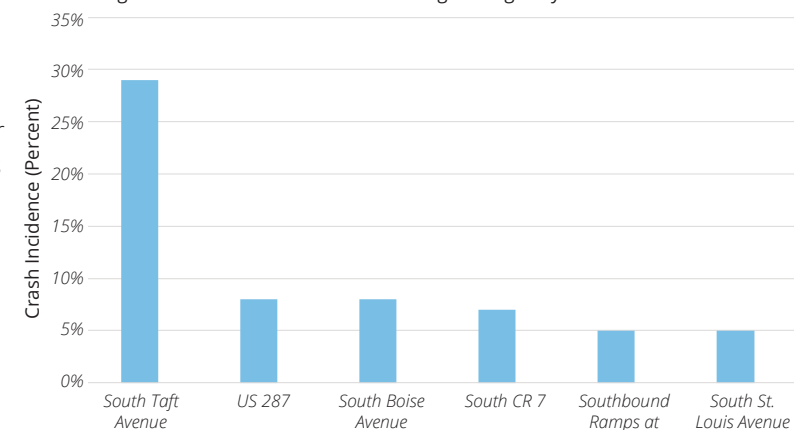
CRASH RATE BY INTERSECTION

According to the crash data made available by CDOT and the City of Loveland, there were 190 crashes along the corridor from 2014 to 2016. Over 55 percent of those crashes occurred between South Taft Avenue and South St. Louis Avenue. The intersection at South Taft Avenue and Highway 402 recorded 55 crashes, or over a quarter of all crashes within the corridor for those three years. The five intersections with the most recorded crashes are illustrated in Figure 2.16.

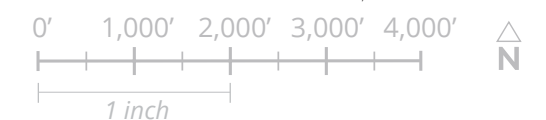
Overall, the crash data included minimal fatalities over the course of the three years. From the details made available, crashes at South Taft Avenue most commonly had northbound vehicles turning left and into oncoming southbound traffic. Forty mph traffic traveling southbound, coupled with poor sight lines for northbound traffic turning left, creates potential for these crash types to occur more frequently.

The details observed from both CR 7 and South Boise Avenue experienced higher rates of injury-related crashes than other intersections in the corridor. South Boise Avenue's topography is generally flat, but the intersection could benefit from updated signals and general upgrades to make the node more prominent to oncoming drivers. CR 7 has elevation challenges where westbound traffic is not as visible to vehicles turning west onto Highway 402, creating opportunities for more rear-end collisions. Refer to Figure 2.15 where each intersection's crash information is illustrated from 2014 to 2016, along with existing traffic congestion for major roadways.

FIG 2.16 Highest Intersection Crash Counts along the Highway 402 Corridor



Data Sources: City of Loveland, Larimer County, North Front Range MPO, Colorado Department of Transportation, and Ochsner Hare & Hare, the Olsson Studio



- Corridor Plan Boundary
- Less than 50% of Capacity
- 50% - 70% of Capacity
- 71% - 90% of Capacity
- Greater than 90% of Capacity
- Number of Crashes (2014 - 2016)



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Vehicular Transportation

ANALYSIS

The corridor's current vehicular network infrastructure is far more developed west of South St. Louis Avenue than it is to the east. As the corridor begins to further develop toward the I-25 interchange, it is important to understand how the vehicular network functions before future enhancements are considered.

Except for South Taft Avenue and US 287, many of the roads feeding into Highway 402 are two-lane roadways, or less capacity roadways. Necessary access and intersection improvements should follow the pattern of development along the corridor. Assuming traffic volumes grow to the levels forecast for 2040, roadways should be designed to absorb additional volumes, or level of service will suffer greater than what is observed today. Traffic volumes will not only grow across the corridor, but especially to the east where existing development is far less dense.

Vehicular crash records illustrated a few key intersections experiencing significantly high crash rates compared to the rest of the corridor. These locations often couple high vehicle speeds with poor sight lines. As the eastern half of the corridor begins to enhance its roadway network, efforts should be made to avoid the safety issues of today's network and consider design features to improve safety for all users. Initial public perception considered the corridor to have an even more pronounced safety problem than what the data reported from 2014 to 2016. Prior to implementation of network enhancements, crash records should be re-addressed to capture any potential changes to the observed crash patterns in this section.





Multimodal Transportation

Multimodal transportation includes all forms of mobility, except for personal automobiles. This subsection examines the existing transit network, the bike and pedestrian network, and the nearby railway line. Access for bicyclists and pedestrians is significantly limited from South St. Louis Avenue to the I-25 interchange. Even with the absence of facilities, bicyclists and pedestrians can be found along the corridor where any substantial accommodations are unavailable.

Loveland has also recently embarked on a 12-month long project, Connect Loveland, to update the Transportation, Transit, and Bike and Pedestrian Plans to be completed by the end of 2019. This coordinated plan will consider these three main transportation user groups and bring in both a local and regional context to future network enhancements. As the Connect Loveland plan is developed, it will be important for the study team to consider the recommendations coming out of this Plan to ensure compatibility.

BIKES AND PEDESTRIAN NETWORK

The predominant facilities for bicyclists and pedestrians within the corridor are concentrated mostly west of US 287, similar to where transit is made available. In this area, roadways accommodating bike lanes include Eagle Drive, South Taft Avenue, South Roosevelt Avenue, Valency Drive, and Highway 402. The only recreational trail within the corridor is a segment of the city's trail loop network located in the Fairgrounds Park area. Planned bike improvements identified within the NFRMPO Regional Bike Plan include recreational trails along the railroad corridor adjacent to Roosevelt Avenue (24-mile long segment from Berthoud to Fort Collins) and along the Big Thompson River (35-mile segment from Evans to unincorporated Larimer County).

Both trails have some initial existing segments, with several miles yet to be completed. Significant preliminary planning was completed as part of the Big Thompson River Corridor Master Plan. The master plan's nine-mile study area stretched from the western city limits near Morey Wildlife Reserve to just east of CR 9E, near the gravel pit ponds. Not only will future enhancements reduce flooding hazards in the area, but will also provide a critical east/west connection for bicyclists and pedestrians interested in commuting or for recreational opportunities. Additional details of the master plan are described further in the Natural Features subsection.

While the neighborhood east of South Taft Avenue generally incorporates sidewalks on both sides of the roadway, major gaps exist in the pedestrian network along major roadways, including locations such as:

- Highway 402, from US 287 to I-25
- US 287, south of Highway 402
- South St. Louis Avenue and 8th Street SE
- South Roosevelt Avenue
- CR 9E, north of Highway 402

Specific sidewalk gaps were also prioritized within the City of Loveland 2035 Transportation Plan. The locations within the corridor were considered either low-priorities, South Roosevelt Avenue, or held developers responsible for implementing, US 287 and South St. Louis Avenue. The plan also recommended bike lanes along US 287.

Refer to Figure 2.17 where the existing bike and pedestrian network are illustrated, along with sidewalk gaps.



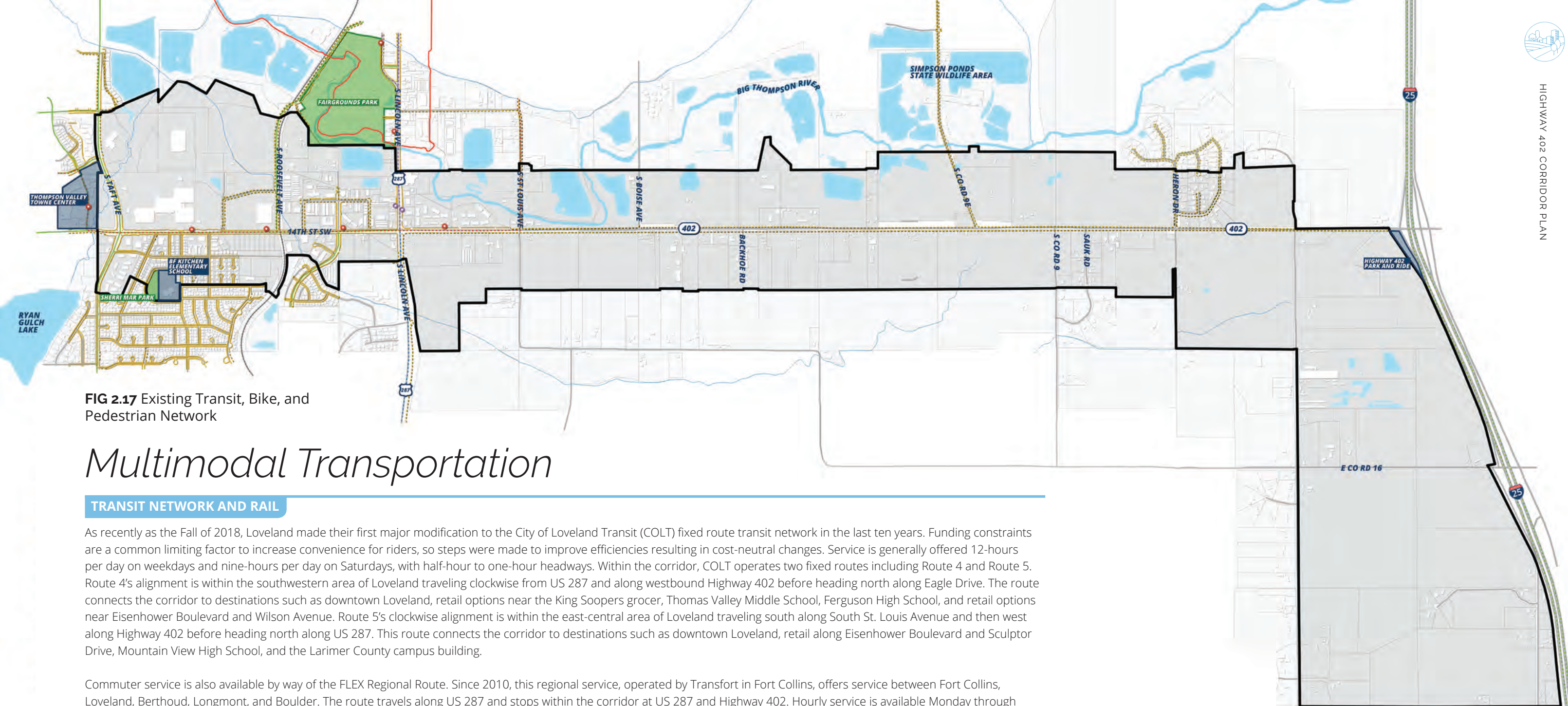


FIG 2.17 Existing Transit, Bike, and Pedestrian Network

Multimodal Transportation

TRANSIT NETWORK AND RAIL

As recently as the Fall of 2018, Loveland made their first major modification to the City of Loveland Transit (COLT) fixed route transit network in the last ten years. Funding constraints are a common limiting factor to increase convenience for riders, so steps were made to improve efficiencies resulting in cost-neutral changes. Service is generally offered 12-hours per day on weekdays and nine-hours per day on Saturdays, with half-hour to one-hour headways. Within the corridor, COLT operates two fixed routes including Route 4 and Route 5. Route 4's alignment is within the southwestern area of Loveland traveling clockwise from US 287 and along westbound Highway 402 before heading north along Eagle Drive. The route connects the corridor to destinations such as downtown Loveland, retail options near the King Soopers grocer, Thomas Valley Middle School, Ferguson High School, and retail options near Eisenhower Boulevard and Wilson Avenue. Route 5's clockwise alignment is within the east-central area of Loveland traveling south along South St. Louis Avenue and then west along Highway 402 before heading north along US 287. This route connects the corridor to destinations such as downtown Loveland, retail along Eisenhower Boulevard and Sculptor Drive, Mountain View High School, and the Larimer County campus building.

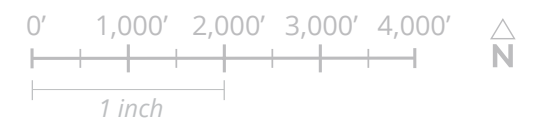
Commuter service is also available by way of the FLEX Regional Route. Since 2010, this regional service, operated by Transfort in Fort Collins, offers service between Fort Collins, Loveland, Berthoud, Longmont, and Boulder. The route travels along US 287 and stops within the corridor at US 287 and Highway 402. Hourly service is available Monday through Saturday from approximately 7 a.m. to 7 p.m., with some additional trips offered during weekdays only. Another commuter service operating near the corridor is the CDOT Bustang service. While the coach bus operates along I-25, it currently does not stop at the Highway 402 interchange and only offers six daily trips in each direction. This interregional express bus service connects commuters between Fort Collins, at the US 34 CDOT Park-N-Ride in Loveland and downtown Denver. Service is primarily offered southbound during the morning peak and northbound during the evening peak.

In addition to the US 34 Park-N-Ride, there is also a CDOT Park-N-Ride adjacent to Highway 402, just west of the I-25 interchange. This lot will be expanded along with the reconstruction of the nearby I-25 interchange. While commuter service does not stop at that location, several carpools and vanpools take advantage of the lot. Unless one has their own personal vehicle, access to the Park-N-Ride is limited with no adjacent sidewalks along Highway 402 and no transit connection to the rest of the local network. Route alignments and bus stops for the services described in this section are illustrated in Figure 2.17.

Located adjacent to South Roosevelt Avenue is a Class I Railroad operating on a main line rail, owned by BNSF. An at-grade crossing can be found on Highway 402 at the South Roosevelt Avenue intersection, where, as of 2016, six trains traveled along the line per day. The railway line travels both north and south of the corridor, aligned parallel to US 287, connecting Loveland with Fort Collins and Longmont. The BNSF Railway line continues further south towards Boulder, which could connect with RTD's North Metro Rail Line and continue to Denver Union Station. NFRMPO's 2040 Regional Transportation Plan calls for both a rails-with-trails facility parallel with the BNSF Railway line and a commuter rail line between Fort Collins and Longmont. Future investments in the corridor should consider the long-term plans of the rail line, and its ability to bring people to and from the corridor.

Data Sources: City of Loveland, Larimer County, and Ochsner Hare & Hare, the Olsson Studio

Notes: COLT (City of Loveland Transit)



- Corridor Plan Boundary
- On-Street, Unprotected Bike Lane
- Trail
- Sidewalk
- Sidewalk Gap
- COLT Bus Route
- COLT Bus Stop
- FLEX Bus Route
- FLEX/COLT Bus Stop
- FLEX/COLT Bus Route
- Bustang Express Bus Route
- Park
- Place of Interest



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Multimodal Transportation

ANALYSIS

Currently, there are multiple opportunities to use transit to connect to areas outside Loveland, but local transit networks are limited in ways that negatively affect the rider's experience. Existing local transit coverage is primarily outside of the corridor, with some connections in the western portion of the corridor. Limitations of frequency and unidirectional alignments make the services available today even less convenient for users. Use of the Highway 402 Park-N-Ride often nears capacity, and will be expanded along with the I-25 interchange improvements. Future plans may not include eastern transit extensions at this time, but development around the railway line and the interchange will warrant additional transit access.

As is the case for transit, bike and pedestrian facilities are not available within the eastern portion of the corridor. As the corridor is developed, safety of all transportation network users will be a crucial element. Even though significant areas of the corridor may not include sidewalks or bike facilities at this time, bicyclists and pedestrians are still traveling throughout the corridor. Closing the gaps in the sidewalk network and bike network will help to improve safety for both motorists and users of multimodal transportation. Once residents feel comfortable moving through the corridor for transportation and engaging in health-promoting recreational activities in the area, it is more likely activity and development follows.



Along South Roosevelt Avenue, the Great Western Railway of Colorado operates more than 80 miles of train tracks and interchanges in partnership with the BNSF Railway and Union Pacific Railroad. This railroad plays a key role in Northern Colorado's transportation network as it runs through Fort Collins, Longmont, Windsor, Loveland, and Greeley.



Local transit networks are limited, negatively affecting ridership as the primarily unidirectional alignments restrict accessibility. Without the ability to travel in all directions, access to jobs, retail, entertainment, and housing are lessened. This lack of connectivity creates a dependency on cars as a primary mode of transportation to access these uses within the broader region.



The Highway 402 Park-N-Ride facility is utilized, representing a desire amongst corridor users to participate in carpooling or vanpooling. An expansion of the facility is planned as it nears capacity most days.



Bike and pedestrian facilities are inconsistently available east of US 287, inherently discouraging these modes of transportation. Despite the sidewalk gaps and lack of bike lanes, there are still users who bike and walk along Highway 402, where safe and feasible. This showcases a prime opportunity to decrease vehicular congestion as there are already motivated individuals who bike and walk the corridor, despite the lack of infrastructure. Providing more means than driving that corridor users could reach the Park-N-Ride facility would create a truly connected and accessible corridor.



Natural Features

The natural features present along the corridor are illustrated in Figure 2.18, most of which are concentrated along the northern boundary of the corridor. The following subsections detail the current state of each of these features and how they interact with and influence the corridor.

BIG THOMPSON RIVER

The Big Thompson River flows west to east along the entire northern limit of the corridor. Its presence is a major factor in the future development of the corridor, especially with its history of flooding, discussed in detail in the next subsection. The Big Thompson River is envisioned to be a community greenway that connects residents and visitors with the river and its surrounding nature, while providing a balance of passive and active recreation that complements surrounding land uses, is sensitive to wildlife, and preserves the river's aesthetic nature. The Big Thompson River is home to fish and macroinvertebrates, and a plethora of wildlife, including white-tailed and mule deer, coyotes, mink, wild turkeys, red-tailed hawks, western meadowlarks, killdeer, red-winged blackbirds, song sparrows, chorus frogs, and many others. There are also areas of dense riparian vegetation and shrub cover along the banks of the river.

The Big Thompson River Corridor Master Plan studied and rated the resiliency of the river along various segments, or reaches, as they are referred to in the Master Plan. There are five reaches within the Highway 402 corridor, which are outlined below, along with their defining traits. Within these reaches, there is an existing network of recreation trails and parks, ponds, and wetlands that support diverse species, and irrigation ditches that store water. All parts of the Big Thompson River along the corridor are considered impaired, except for the river segment starting around South Boise Avenue to downstream of CR 9E.

Reach 33 (South Taft Avenue to US 287): *This part of the river, which begins at the South Taft Avenue bridge, is natural, consisting almost entirely of parks and natural areas, including Centennial Park, Jayhawker Ponds, and the River's Edge Natural Area. Many extensive soft recreation trails exist around the ponds in the River's Edge Natural Area. The west end of this reach borders Centennial Park to the south and private land to the north. Gravel pit ponds to the south of the Big Thompson River are located in this reach, including River's Edge Natural Area.*

Reach 34 (US 287): *This part of the Big Thompson River starts at the Railroad Avenue bridge. This part of the river is also bordered by gravel pit ponds, with much of the surrounding area consisting of public lands. This part of the Big Thompson River sees high levels of activity because of Fairgrounds Park, which lends itself to irrigated turf in the park area. The feel of the river corridor is more natural on the southeastern portion of this reach, with a buffer provided between trails and the river that creates habitat benefits.*

Reach 35 (US 287 to South St. Louis Avenue): *This segment of the Big Thompson begins at US 287, bordered by commercial entities to the north and King's Crossing Natural Area to the south. Just west of South St. Louis Avenue, the area along the river becomes increasingly rural. A conservation easement that limits development is in place around this part of the river corridor, which is a positive measure considering the area immediately surrounding the Lincoln Avenue bridge is in a high-risk flood zone.*

Reach 36 (South St. Louis Avenue to South Boise Avenue): *Beginning at South St. Louis Avenue, this part of the Big Thompson River is within a rural part of Larimer County. From this point to South Boise Avenue, there is limited development, with the land uses primarily agricultural in nature. This reach features existing trails within the Old St. Louis Natural Area and a privately-owned pond/gravel pit on the west side of the river.*

Reach 37 (South Boise Avenue to CR 9E): *From South Boise Avenue to CR 9E, there are no existing recreation trails, except for some soft trails in the Willow Bend Park and Natural Area, as well as the Simpson Ponds State Wildlife Area. The City of Loveland Wastewater Treatment Plant returns flows to the river downstream of South Boise Avenue. The land uses in this reach mimic those in Reach 36, with mostly large lot residences and open space/farmlands. These land use trends continue along the Big Thompson River downstream of CR 9E.*



(Maeve Conran, 91.5 KRCC)



Natural Features

FLOODPLAIN

The corridor is greatly impacted by the 100- and 500-year floodplains along the Big Thompson River, especially with the release of updated Federal Emergency Management Agency (FEMA) draft floodplain maps that show both floodplains expanding significantly to the south. The floodplain is depicted on Figure 2.18. **(Note: the floodplain maps in reference have not been formally adopted by FEMA or officially incorporated into the City of Loveland Municipal Code at the time of this Plan writing. This official action is anticipated in 2020).**

Two major flood events occurred along the Big Thompson River in the last 40 years that caused devastating damage to several properties adjacent or proximate to Highway 402. These floods occurred in 1976 and 2013, with the 2013 flood event creating record breaking peak flows in the Loveland area. The 2013 flood damage resulted mostly from erosion due to the duration of the rain, with floodwater leaving the river and flowing through gravel pits, eroding embankments, and overtopping roads.

The Big Thompson Corridor Master Plan proposes a series of improvements to the river reaches within the Highway 402 corridor. Although many improvements are proposed to reduce the impacts of flood events, the most effective flood hazard reduction tool is the preservation of natural areas along the Big Thompson River Corridor, which is a recommendation that will be incorporated into this Plan. Additionally, the Big Thompson River Corridor Master Plan notes that the City of Loveland developed conceptual plans for road and gravel pit improvements along Highway 402 to improve embankment stability and overtopping during rain events.

Additional goals were identified as necessary to enhance the natural functions and benefits of the Big Thompson River, while improving life safety and emergency access to reduce impacts and economic hardships to residents and businesses as much as possible during a flood. In summary, these goals include the following:

- Reduce the number of structures, properties, and critical infrastructure in the floodplain, and where not possible to relocate these items, to make them more resilient to withstand future flood impacts
- Construct at least one road crossing of the river that would be passable in a 100-year flood event
- Improve opportunities for property and business redevelopment by removing them from the floodplain where feasible

The enhancement of natural features, balanced with public safety improvements, aligns with the objectives of this Plan. With the growth of the floodplain, as presented in the draft floodplain maps released in October of 2018, much of the corridor is more challenging to develop. Constructing within a floodplain has additional insurance requirements, building standards, and necessary permits. While many may see this limited development potential as a negative, it is a restraint that can be capitalized on. Potential opportunities to capitalize on the floodplain's expansion, all while providing for a healthy river and riparian ecosystem and reducing flood hazards, are further discussed in *Section 5 - Corridor Plan*.

1% 100-Year Floodplain

The 100-year floodplain is the land area covered by the floodwaters of the 100-year flood. The 100-year flood has a one percent chance of occurrence at any time and is the standard for requiring the purchase of flood insurance and regulating development in flood prone areas.

0.2% 500-Year Floodplain

The 500-year floodplain is the land area covered by the floodwaters of the 500-year flood. The 500-year flood has a 0.2 percent chance of occurrence at any time, which is considered an area of minimal flood hazard. The 500-year floodplain is not regulated by floodplain regulations.





Natural Features

ADDITIONAL WATER BODIES AND NATURAL AREAS

The corridor is lush with wildlife-rich nodes, including ponds, lakes, and reservoirs, which all lend themselves to the creation of natural areas. These nodes are concentrated along the northern boundary of the corridor. Prominent natural features are discussed below and are shown on Figure 2.18.

The River's Edge Natural Area, just north of the corridor along its western edge, is east of South Taft Avenue and south of West 1st Street. This natural area consists of five ponds, including the North Jayhawker Pond, South Jayhawker Pond, Dragonfly Pond, Sandpiper Pond, and Bass Pond. Situated on 163 acres, there are short, soft surface trails (one mile or less) winding around each of the five ponds. Numerous fishing access points and opportunities to belly boat exist. Amenities also include picnic shelters and an amphitheater. The land that makes up the River's Edge Natural Area was purchased by the city in 2011 as part of the former HP/Agilent property acquisition; the site was designated exclusively to open space uses.

The Simpson Ponds State Wildlife Area, a public area located upstream of CR 9E, is comprised of individual ponds that collectively provide habitat for warmwater fish, doves, and waterfowl. Adjacent to Willow Bend Natural Area, this area of the corridor is ripe for outdoor recreation. The Willow Bend Natural Area consists of 79 acres, which was purchased by the City of Loveland in 2016 strictly for open land and park purposes. This natural area interfaces not only with the Simpson Ponds State Wildlife Area, but also the Big Thompson River frontage.

The Willow Bend Natural Area provides a buffer to the nearby urban development along Highway 402, as well as a water-absorption area during times of flood. As the city plans and develops the Big Thompson River Trail, the Willow Bend Natural Area provides a key connection from existing recreation trails at King's Crossing Natural Area. In addition, this natural area is a catalyst site for Project Outdoors, a City of Loveland initiative aimed at getting youth and families to connect with the outdoors.

King's Crossing Natural Area is a small open space just east of South Lincoln Avenue. It features a 0.3-mile soft surface trail, as well as a bike path that connects to Fairgrounds Park to the west. The Big Thompson River runs through this area, offering fishing access and wildlife viewing. The Old St. Louis Natural Area is north of Highway 402 between CR 13C and South Boise Avenue. It offers soft surface walking trails that culminate at the Big Thompson River, allowing for prime wildlife viewing. In addition to these natural areas, two parks (one of which includes a recreational complex) are located within or adjacent to the corridor: Sherri Mar Park, Fairgrounds Park, and Barnes Park and Sports Complex.



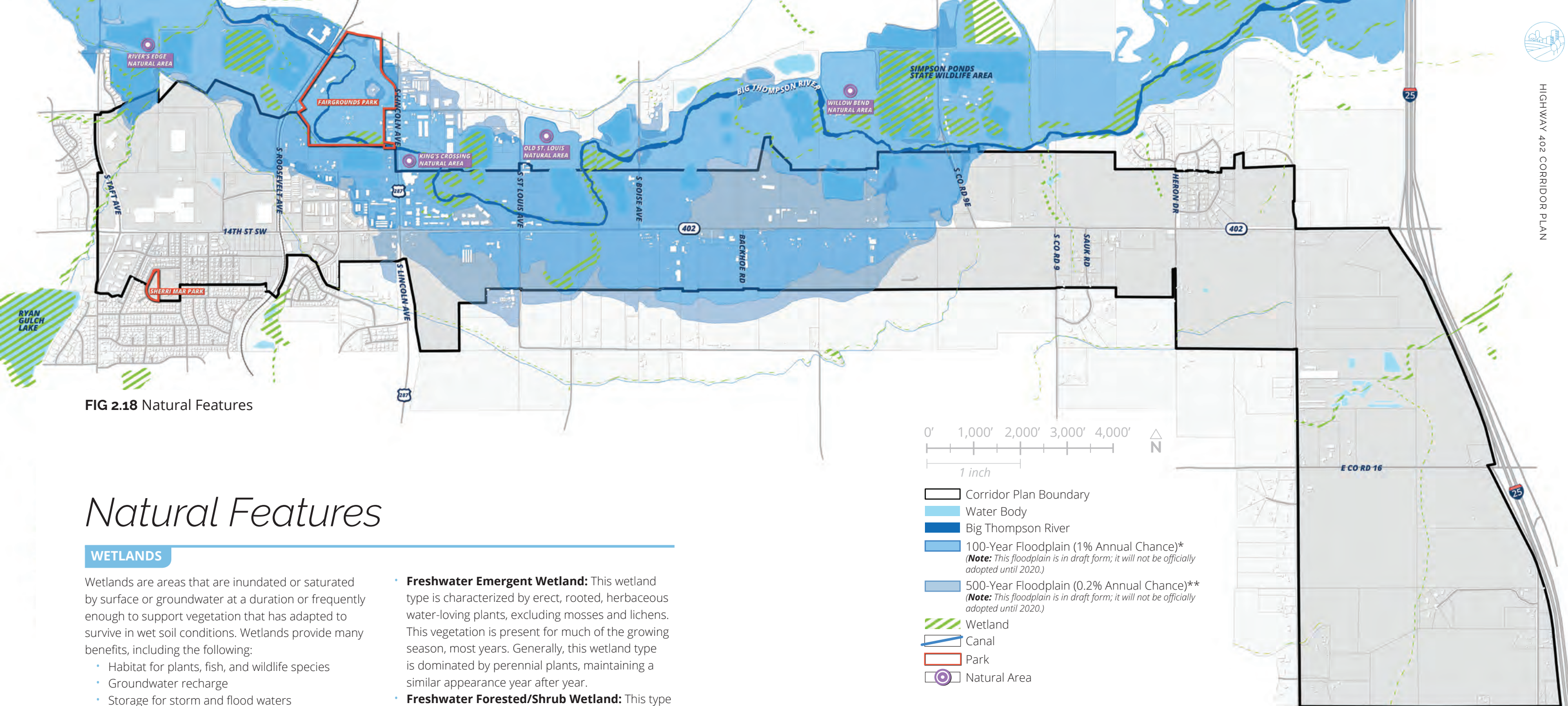


FIG 2.18 Natural Features

Natural Features

WETLANDS

Wetlands are areas that are inundated or saturated by surface or groundwater at a duration or frequently enough to support vegetation that has adapted to survive in wet soil conditions. Wetlands provide many benefits, including the following:

- Habitat for plants, fish, and wildlife species
- Groundwater recharge
- Storage for storm and flood waters
- Natural stormwater and runoff filtration
- Mitigation of storm damage and erosion caused by flooding or other natural events

Along the corridor, there are two wetland types dispersed throughout, including freshwater emergent wetlands and freshwater forested/shrub wetlands. Both wetland types are described as follows:

- **Freshwater Emergent Wetland:** This wetland type is characterized by erect, rooted, herbaceous water-loving plants, excluding mosses and lichens. This vegetation is present for much of the growing season, most years. Generally, this wetland type is dominated by perennial plants, maintaining a similar appearance year after year.
- **Freshwater Forested/Shrub Wetland:** This type of wetland is characterized as a forested swamp. Considered a woody wetland, surface water is present only for brief periods during the growing season.

These wetlands provide habitat for a variety of plant species, including plains cottonwood, coyote willow, and common cattail. Additionally, the combination of ponds, wetlands, and Big Thompson River provide ideal conditions for songbirds, mammals, and reptiles/amphibians. Along the corridor, these wetland features are concentrated along the Big Thompson River and its associated floodplain. Wetlands also exist all along the southern edge of the corridor that follows the Big Thompson Ditch.

Data Sources: City of Loveland, Larimer County, U.S. Fish and Wildlife Service, and Ochsner Hare & Hare, the Olsson Studio

Notes:

*Also known as Zone AE, which is a FEMA-defined Special Flood Hazard Area

**Also known as Zone X, which can also include 1% annual chance flood hazard areas with an average depth of less than one foot or with drainage areas of less than one square mile



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Natural Features

ANALYSIS

The corridor is rich with natural features, particularly along the northern and central parts of the corridor. These features have unique challenges but offer great opportunity to orient new uses in a way that promotes health-promoting activities and enhances the visibility and connectivity of the surrounding environment. Although development is allowed within floodplains and where wetlands or other water features exist, avoiding building in these areas is advisable as the type and number of permits required can significantly increase construction timelines. Further, the City of Loveland is extremely flood prone and mitigating this risk in the development and redevelopment components of this Plan is critical to eliminating or reducing the severity of flood events in the future.

The presence of the Big Thompson River and its associated wetlands and floodplain offer an opportunity to focus uses along the corridor that incorporate natural preservation, ecological diversity, and outdoor recreation. Capitalizing on the connectivity the Big Thompson River provides across the various natural areas along the northern part of the corridor offers a way to soften the impacts of the heavily-traveled Highway 402. Major thoroughfares can often restrict wildlife populations by reducing safe crossing options and polluting nearby water bodies with contaminated runoff. By investing in an expansive recreation area along the northern part of the corridor, as well as the central area from US 287 to South CR 9E, birds, mammals, and aquatic species would thrive, with the advantage of giving residents and visitors more ways to engage with the great outdoors that Loveland offers.

The U.S. Army Corps of Engineers regulates the discharge of dredged and/or fill materials into waters of the United States, including wetlands, under Section 404 of the Clean Water Act. Prior to implementing any projects, coordination with the U.S. Army Corps of Engineers may be necessary to determine if any Section 404 Clean Water Act permits are required for placing fill in wetland areas along the corridor.

Floodplain Regulation

The City of Loveland has a dedicated Floodplain Building Code (Title 15, Chapter 15.14) within its municipal code, the purpose of which is to promote the public health, safety and general welfare, and to minimize public and private losses due to flood conditions. Specifically, this means a floodplain development permit must be obtained prior to construction or development within any area of special flood hazard. An application for a development permit must be requested on official forms obtained from the Stormwater Division of the Public Works Department.





Utility Infrastructure

To ensure the proper infrastructure for future development or redevelopment, it is necessary to review the existing utility infrastructure within and surrounding the corridor, as shown on Figure 2.19. Existing utility infrastructure is concentrated west of US 287, leaving much of the central and eastern parts of the corridor disconnected.

Power, water, wastewater treatment, and high-speed municipal fiber services are provided by the Loveland Water and Power Department, a municipally-owned utility. Loveland Water and Power's mission is to add value serving the community's utility needs for today and tomorrow by providing quality customer service and reliable service; planning for the future; being environmentally sensitive; offering safe and secure utilities at competitive rates; and being fiscally responsible.

Through a 2008 annexation agreement made between the City of Loveland and a large property owner in the eastern portion of the corridor, wastewater infrastructure must be provided to those certain parcels within a specified time frame once complete development plans are submitted. Additional discussion on this topic can be found in *Section 5 – Corridor Plan*.

POWER

As shown on Figure 2.19, the electrical service area is concentrated on the east and west ends of the corridor, with a small area of coverage in the central part of the corridor along Backhoe Road, south of Highway 402. Loveland Water and Power's service area encompasses 74 square miles, serving over 36,500 electric customers in 2017.

Platte River Power Authority (PRPA) is the wholesale electricity generation and transmission provider that brings energy services to Loveland Water and Power, who then delivers it to its customers. The City of Loveland co-owns the PRPA with the cities of Fort Collins, Longmont, and the Town of Estes Park. PRPA employs a broad portfolio of generation sources to meet its capacity requirements to Loveland and the other municipal owners. The energy sources include coal, natural gas, hydropower, wind, and solar.

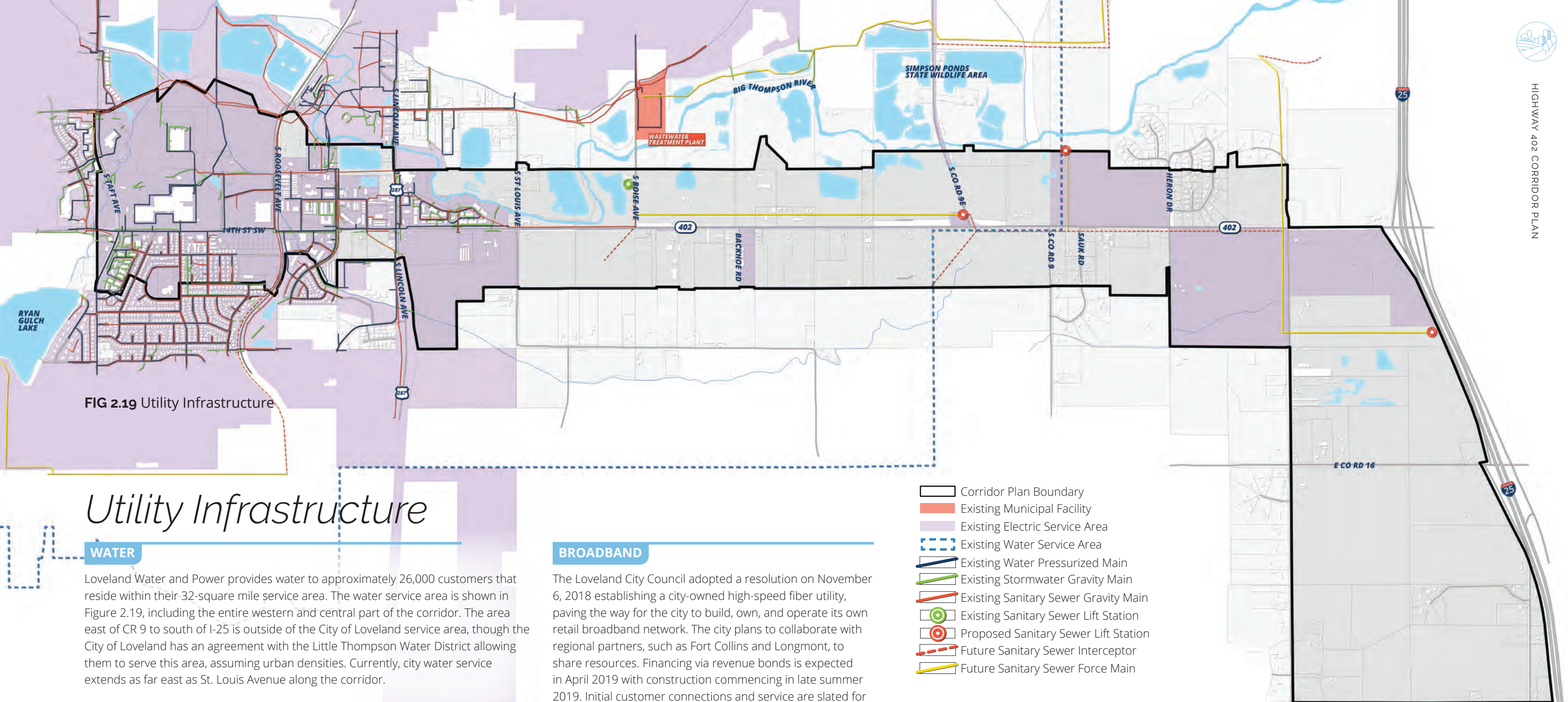


Loveland Wastewater Treatment Plan (City of Loveland)

WASTEWATER

The entire corridor is within the City of Loveland wastewater service territory, which encompasses 29 square miles. The Loveland Wastewater Treatment Plant, located at 920 South Boise Avenue, provided service to nearly 35,000 customers in 2017. The plant has a peak capacity of 12 million of gallons per day (MGD) and just over 250 miles of sewer lines to handle this flow. Sewage flows fluctuate depending on the time of year. During the summer months (April to September) the wastewater treatment plant handles an average 6.5 MDG, compared to the winter season (October to March) when it treats an average 5.8 MGD. Within the entire wastewater system, there are 16 lift stations (13 public and three private). As labeled on Figure 2.19, three new lift stations are proposed within the corridor.

Loveland Water and Power partnered with Garney Construction to expand the wastewater treatment plant. The goals and reasoning behind the expansion center include adhering to new State of Colorado permit limits; providing additional capacity to meet population growth; and to replace aging infrastructure. Once the expansion is complete, the plant will be re-rated from its existing 9.6 MGD to 12 MGD, allowing for an additional 10 to 15 years of growth to serve Loveland customers from the nearest available sewer line. The expansion is set for completion in September of 2019.



Utility Infrastructure

WATER

Loveland Water and Power provides water to approximately 26,000 customers that reside within their 32-square mile service area. The water service area is shown in Figure 2.19, including the entire western and central part of the corridor. The area east of CR 9 to south of I-25 is outside of the City of Loveland service area, though the City of Loveland has an agreement with the Little Thompson Water District allowing them to serve this area, assuming urban densities. Currently, city water service extends as far east as St. Louis Avenue along the corridor.

Loveland receives raw water from the Colorado River and Big Thompson River Basins, which include the Colorado-Big Thompson Project and Windy Gap Project. Much of this water is fed from melting snow in the upper Colorado River basin west of the Continental Divide. The Loveland Water and Power water system connects with two neighboring water systems, the Little Thompson Water District and Fort Collins Loveland Water District, providing a redundant supply in case of emergency or maintenance shut downs.

The Water Treatment Plant has 20.3 million gallons of treated water distribution capacity, with an overall treated water capacity of 38 MGD. Water treatment averages vary greatly from summer to winter, with summer averages nearing 19 MGD, compared to 6.4 MGD in the winter months.

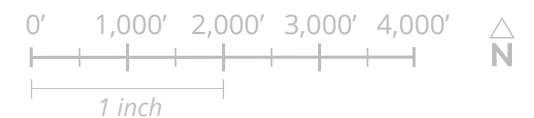
The water that Loveland Water and Power provides to its customers meets or exceeds established state and federal water quality standards.

BROADBAND

The Loveland City Council adopted a resolution on November 6, 2018 establishing a city-owned high-speed fiber utility, paving the way for the city to build, own, and operate its own retail broadband network. The city plans to collaborate with regional partners, such as Fort Collins and Longmont, to share resources. Financing via revenue bonds is expected in April 2019 with construction commencing in late summer 2019. Initial customer connections and service are slated for the first quarter of 2020.

Data Sources: City of Loveland, Larimer County, and Ochsner Hare & Hare, the Olsson Studio

Notes: Loveland's sewer service area covers the entirety of the corridor.





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Utility Infrastructure

STORMWATER

Stormwater is managed and overseen by the Stormwater Utility Division within the City of Loveland. This department protects the public and structures from flooding by assisting emergency response through the Flood Warning System, developing master plans for drainage basins throughout Loveland, and managing floodplain regulations. The Stormwater Utility Division also protects and maintains the quality of streams, rivers, and other vital water resources as the City's stormwater drainage system connects directly to the Big Thompson River and many irrigation canals.

Again, the stormwater mains are concentrated at the west end of the corridor, primarily west of South St. Louis Avenue. The central and eastern portions of the corridor are largely devoid of any stormwater mains. There are, however, many stormwater outfalls along the Big Thompson River. These outfalls are constructed of concrete, thus making erosion an insignificant issue. The image below shows a stormwater outfall along the Big Thompson River.

ANALYSIS

As described in this subsection and illustrated on Figure 2.19, utilities are concentrated at one end of the corridor. Where utilities exist, the systems in place are well established and functioning properly, making development and redevelopment feasible and secure to consider. However, the unincorporated parts of the corridor (refer to Figure 2.19) are lacking in utility connections, making much of the central and eastern areas more difficult to spark development.

As Highway 402 accessibility and connectivity is considered, there may be opportunity to implement infrastructure for utilities in the areas where it is currently absent. Given the amount of area needing utility connections, getting the unincorporated parts of the corridor connected would come at a significant cost. To justify the initial investment and ongoing maintenance, development would have to be planned to offset these costs over time. As noted previously, should the owners of the two large parcels in the eastern portion of the corridor come to fruition, waterwater infrastructure would have to be provided to service those parcels.



*Denver Avenue stormwater outfall, reconstructed in November of 2013
(Big Thompson River Corridor Master Plan, 2017)*





Section 3

Marketing Positioning Strategy Summary

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60	<i>Opportunities</i>
61	<i>Constraints</i>
62	<i>Forecast Absorption</i>
62	<i>Recommended Land Use Patterns</i>



Introduction

A critical piece to the Highway 402 planning puzzle is understanding the market trends at play. As such, a marketing positioning strategy study of Loveland and the surrounding region in which it interacts economically was analyzed to create a fuller picture of the existing market to better evaluate the corridor's development opportunities. The study was three-pronged, analyzing the market overall, the employment market, and the residential housing market to best inform recommendations of development types and key locations.

This section will summarize the following information:

- Opportunities and constraints impacting future land use patterns within the corridor;
- Prospective development sites and appropriate mix of land uses that could take advantage of the corridor's location, physical characteristics, and market demand; and
- Quantities for reasonably achievable absorption rates for new development given the current, directly competitive market trends.

Through stakeholder interviews and other primary research, development opportunities and constraints along the corridor were identified. ***While the following pages outline the conclusions of the Market Positioning Strategy, the final Plan recommendations are in Section 5 - Corridor Plan.***

What is a Market Positioning Strategy?

Canyon Research Southwest prepared the Economic and Market Analysis report for the corridor. The Market Positioning Strategy Summary is a synthesis of the complete Economic and Market Analysis Report found in *Appendix B*.

The report focuses on economic and demographic indicators, as well as the current retail, employment, and residential competitive status and future potential within the corridor. The purpose of this section is to provide guidance on economic growth opportunities.

The information presented is to assist in formulating a market positioning strategy designed to offer market-supported solutions that strategically develop key nodes of the corridor.

Opportunities



Highway 402 is a **critical transportation thoroughfare**, offering I-25 and rail access, as well as proximity to two airports.



The last remaining **east-west transportation corridor**, Highway 402 is equipped to support large-scale urban planning and development.



Public-private partnerships could finance necessary infrastructure improvements.



Land within the floodplain can be open space and recreational area, creating a **regional draw** and **establishing Loveland's identity**.

The corridor is ripe for transportation improvements that would naturally drive development along key nodes, paving the way for future employment and recreational activity. Opportunities like these are summarized below.

- East-west transportation corridors in Loveland are constrained by the presence of lakes and the airport, which limits primary transportation corridors to Highways 34 and 402.
- It is a priority to design a flexible, evolving land use policy capable of adapting to a changing economy, demographics, and real estate market.
- Financing options for the necessary infrastructure improvements to the corridor could include public-private partnerships, improvement districts, and Metropolitan (Metro) Districts, which are a type of special district that can be formed to provide certain services, including street improvements and transportation facilities and services.
- The status of Highway 402 as a major transportation route linking to I-25 improves the potential for the corridor to support commercial, office, industrial, and multi-family residential housing.
- The corridor can enhance Loveland's long-term economic and fiscal health by supporting employment-related development.
- Existing large lot residential must be incorporated into the corridor's land use design to help preserve the rural character.
- Completion of improvements to the Highway 402 and I-25 interchange will assist in stimulating development pressures within the corridor.
- The corridor occupies a large inventory of land area capable of supporting mixed-use development and creating a sense of place.
- Neighborhood retail is viable within the corridor given the trade area demographics and future housing.
- A growing technology industry in Northern Colorado provides opportunities for the construction of flexible (flex) office-industrial space.
- Loveland has a well-educated workforce and high quality of life.
- Most large infill parcels in Loveland have been developed, forcing future development to the fringe of the city.
- Tourism contributes significantly to the Loveland economy.
- Northern Colorado's regional economy is a strength and will afford the opportunity for the corridor to benefit from future economic and population growth.
- A technology corridor targeting high-growth sectors, such as advanced and light manufacturing, technology, logistics, bioscience, design services, high-technology services, and telecommunications.
- City Council is supportive of the long-term vision of the corridor.
- The corridor has a healthy industrial market with near-term potential to support the construction of flex space.



Constraints

Facing south toward Highway 402 from South Boise Avenue



Just as there are opportunities along the corridor, certain realities must be considered. The following list summarizes constraints facing the corridor.

- The absence of infrastructure in the eastern half of the corridor required to support urban development.
- The Big Thompson River corridor should be protected and lands acquired for public use.
- There is a mix of county and state-owned property in the corridor with government uses in place.
- Presence of oil and gas wells may reduce buildable area within the corridor.
- Housing affordability and lack of housing product diversity is a growing issue in Loveland.
- The development community has a perception that the city's development impact fees are high. While this is not accurate - compared to other communities in the North Front Range - this perception exists.
- Possible land use conflicts could occur with the corridor's existing low-density residential and agriculture uses.
- Presence of many longstanding property owners within the corridor will require considerable neighborhood outreach.
- Loveland is a commuter city with approximately 40 percent of all jobs imported.
- Loveland's retail, office, and apartment markets are currently overbuilt.
- Very little spec office space is built in Loveland, development is largely user driven.
- Achievable office rents are currently too low to support feasible new office construction.
- Most office tenants in Loveland are small with few large corporate tenants.
- Limited north-south roadway connections between Highways 34 and 402.

Opportunity v. Constraint

The Market Positioning Strategy identifies areas the corridor has room to grow or improve upon, which represents an opportunity. Conversely, aspects of the corridor where improvement is more difficult or perhaps not possible, are considered constraints to development and growth.

Opportunities and constraints are identified to ensure aspects of the corridor with the most development and growth potential are where efforts are concentrated.



Forecast Absorption

Based on site and location characteristics while assuming completion of necessary infrastructure improvements through 2040, the corridor is forecast to absorb an estimated 935,000 to 1.9 million square feet (sqft.) of commercial and industrial space, as well as 1,260 to 1,890 housing units.

Assuming an average floor-area-ratio (FAR) of 0.2 to 0.4 for the retail, office, and industrial space, and an average density of 4.0 dwelling units per acre through 2040, the corridor is estimated to support the development of approximately 385 to 610 acres of land. *Table 3.1* shows the 2018 through 2040 retail, professional office, light industrial, and residential use scenarios, both moderately, and optimistically.

Table 3.1 Corridor Forecast Absorption (2018-2040)

	Moderate Scenario	Optimistic Scenario
Retail	256,000 sqft.	384,000 sqft.
Professional Office	127,000 sqft.	272,000 sqft.
Light Industrial	552,000 sqft.	1,285,000 sqft.
Residential	1,260 units	1,890 units

Recommended Land Use Patterns

The corridor's large land area, natural resources, and transportation system afford opportunity to create a unique urban environment that honors the agricultural past while providing the template for Loveland to adapt to future trends in land use, economics, demographics, housing, and transportation. The goal is to create a modern urban corridor featuring the optimal mix of complimentary land uses, transportation network, infrastructure, economic activity, housing, and land use flexibility. Land use patterns recommended for the corridor focus both on place-based planning and economic viability. Key themes are listed below, with additional information on each item on pages 63-64. **Note again that this section outlines the conclusions of the Market Positioning Strategy, but the final Plan development and redevelopment recommendations, which incorporated the public's priorities, are in Section 5 - Corridor Plan.**

- 1 Design buildings to support places.
- 2 Plan for improved transportation connections.
- 3 Utilize parks and open space as multi-use destinations.
- 4 Create employment opportunities within the corridor.
- 5 Coalesce development around major activity nodes to anchor each end of the corridor.
- 6 Support a variety of retail development formats.
- 7 Incorporate diverse housing types and price ranges.



Recommended Land Use Patterns

- 1 Design buildings to support places.** Establish high quality building design and sign standards specific to the corridor with emphasis on establishing a sense of place and cultivating an identity through pedestrian connectivity, view corridors, public art, public space, innovative employment centers, mixed-use development, and open space. To facilitate future commercial and residential development, Highway 402 must be improved as an urban-scale, major arterial with underground utilities including power, water, wastewater, natural gas, telephone, and high-speed cable.
- 2 Plan for improved transportation connections, incorporating roads, bike lanes, walking paths, public transit, and so on, between the corridor and the balance of Loveland.** Establish more north-south arterial roadways connecting Highways 34 and 402. Of importance would be an alternative route that directly links the corridor's eastern employment center with Centerra and the retail along Highway 34. A prospective north-south link is the current Rocky Mountain Avenue alignment extended south of Highway 34 to CR 7. Incorporate wide setbacks along Highway 402 frontage to preserve view corridors and honor the area's agricultural past.
- 3 Utilize parks and open space as multi-use destinations.** To complement wide setbacks along Highway 402 frontage, designate the floodplain area on the north side of Highway 402 and west of CR 9 as open space, trails, and recreational uses. Some complimentary commercial uses could be incorporated, including food service, water sports equipment and bike rentals, and public restrooms. The river and open space network would create a desirable recreational amenity and serve as a major draw to the corridor, as well as assist in establishing an identity and sense of place.

The intersection of Highway 402 and I-25 will serve as a major gateway into Loveland and should feature an attractive mix of land uses, well-designed open space, and architectural and/or artistic elements that display the history and character of the corridor and Loveland.

- 4 Create employment opportunities within the corridor designed to ensure Loveland's long-term economic and fiscal health.** This Plan should serve as a template for creating a technology corridor, targeting high-growth sectors in the Fort Collins–Loveland Metropolitan Statistical Area (MSA), such as healthcare, advanced and light manufacturing, technology, logistics, bioscience, design services, high-tech services, and telecom.
- 5 Coalesce development around major activity nodes, anchoring each end of the corridor.** These nodes should be places to coordinate public investment and concentrate private development, support higher intensity mixed-use development, craft unique identities, improve the employment and retail opportunities along the corridor, and enhance the built environment.

Recommended activity nodes include the following:

- The approximately 1,100 acres at the southwest corner of I-25, where it intersects with Highway 402, should anchor the eastern boundary of the corridor. This node is suitable for a wide mix of land uses including office, flex space, light manufacturing, warehouse, retail, hotels, and single and multi-family housing. This activity node would be designed to support advanced manufacturing, logistics, bio-tech, high-tech services, design services, and office-using jobs.
- The 177-acre Rocky Mountain Center for Innovation & Technology campus should anchor the western boundary. This area is ideal for mixed-use redevelopment, such as light industrial, office, and residential uses.
- The intersection of Highway 402 and South Boise Avenue is a secondary activity node supporting a less intensive employment center featuring business park and light industrial uses.



Recommended Land Use Patterns

6

The corridor can support a variety of retail development formats. The site at the southwest corner of Highway 402 and I-25 offers the potential to support development of a power center, housing major and junior anchor retailers. The northeast and northwest corners of Highway 402 and CR 9E are best suited for strip center and/or neighborhood center development. The sites at the southeast and southwest corners of Highway 402 and Lincoln Avenue are also best suited for strip center and/or neighborhood center development.

7

Incorporate into the Plan a variety of for-sale and rental housing options and price ranges, including detached single family homes, patio homes, townhomes, apartments, and housing as part of a mixed-use building. High-density rental housing is best located within the two proposed employment centers, one at the intersection of CR 9E and Highway 402, and the other at the intersection of Roosevelt Avenue and Highway 402.

The balance of the corridor is best suited for a mix of low- to medium-density residential that is compatible with the existing low-density housing stock. Suitable locations for detached single family housing include:

- North side on Highway 402 at CR 7
- South side of Highway 402 at CR 9E
- North side of Highway 402 between US 287 and South St. Louis Avenue
- Northeast corner of CR 7 and CO 60

The City of Loveland owns approximately 98 acres of land at the southwest corner of Highway 402 and I-25 with mixed use zoning in place. This parcel is at the gateway into the designated eastern employment corridor and thus is a very valuable property. It is recommended that the city retain ownership of the property to preserve this gateway location, attract employers, and avoid near-term low-intensity and incompatible land uses.

In summary, Loveland is located within a growing urban center experiencing strong employment and population growth in recent years. In response, the real estate market continued construction and absorption activity for commercial and industrial space, for-sale housing, and rental apartments. Over the next five years and beyond, continued economic growth is forecast to create development opportunities within the commercial, industrial, and residential real estate sectors.

The corridor's availability of land and proximity to I-25 provide the opportunity to design a cohesive, mixed-use urban environment that supports commercial, industrial, residential, recreational, and open space land uses. The principal challenges in accommodating future urban growth within the corridor include the adverse impact of floodplain lands on the loss of developable land and lower intensity development; lack of infrastructure on the eastern half; presence of multiple land owners; and the need to effectively merge the existing lower-density residential uses with future development.







Section 4

Public Engagement Summary

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73	<i>Visioning Workshop</i>
75	<i>Charrette</i>
81	<i>Public Open House #1</i>
82	<i>Public Open House #2</i>



Introduction

"In great cities, spaces as well as places are designed and built: walking, witnessing, being in public, are as much part of the design and purpose as is being inside to eat, sleep, make shoes... Or music. The word citizen has to do with cities, and the ideal city is organized around citizenship - around participation in public life." (Rebecca Solnit)

Visioning and engagement are the true lifeblood of the planning process. Without this piece, the resultant ideas may not reflect the needs, wants, and desires of those directly impacted by the final plan, making this a critical component of this Plan's creation. At its most basic level, engagement is a conversation between one group of people that has the technical knowledge to help problem solve and another group of people that has the on-the-ground, real world knowledge of a place. The conversation must be collaborative in nature, engaging, personal, and involve much listening. In the end, a strong plan is developed **with** the community, not just for it.

As a blueprint for Highway 402, it was critical that as many corridor residents and users were involved in the development of the Plan as possible. Through multi-phased engagement efforts, involved collaboration with the community took place to discuss the ideas and priorities that became the recommendations put forth in this Plan. The following section summarizes both that process and its outcomes.

Each engagement activity provided attendees with the opportunity to share their desires for the future of the corridor. After each activity, comments and conversations that took place were documented and analyzed for incorporation into concepts. This information then shaped and reshaped priorities and recommendations. The entire public engagement process is described in *Appendix A*.

Section Overview

This section describes the various engagement activities in which stakeholders, city and county staff members, as well as members of the public participated. Multiple venues and strategies were utilized, including online engagement, public open houses, the Visioning Workshop, the Charrette, and the final Plan presentation, all of which are described. These activities worked in unison to establish common themes and key priorities for the final plan, which guided the recommendations outlined in *Section 5 - Corridor Plan*.



Online Engagement

To receive valuable input from **all members of the community**, it is critical to ask for information from all angles.

Asking for feedback in an online format allows those who are unable to attend in-person meetings to still provide information on the project at hand. Online engagement also allows for increased **transparency** throughout the planning process as updates are posted to a dedicated project website and social media outlets regularly, allowing for public comment and dissemination of upcoming event information.

This section summarizes the online engagement strategies utilized in the Highway 402 planning process, which included a project website, social media content, a public survey, and e-blasts.

Website

A website (www.Highway402.com) was created to provide a landing page for anyone interested in learning about the project.

The website provides information on a variety of topics related to the Plan, including:

- A project overview, which details the purpose of the study and the primary goals of the planning process;
- A project timeline that shares everything from the planning kick-off meeting to the final plan review and adoption phase;
- A map showing the plan boundaries to clarify the study area;
- Photos of the corridor in its existing condition;
- Information on upcoming events to give people the opportunity to get involved, as well as summaries of past engagement efforts for those who could not attend in person;
- Relevant planning studies to download, as well as this plan's sections or presentations available for public review; and
- An opportunity to ask questions or provide comments to the city.

Social Media

Through coordination with the City of Loveland's Public Information Officer, events were posted on the City of Loveland Events Calendar (<http://www.cityofloveland.org/about/events-calendar>), as well as city social media sites, including Facebook (@CityofLovelandCO). The City of Loveland generated and managed social media outreach for the duration of the project.

E-blasts

In addition to direct mail postcards to advertise the Public Open House #1, an e-blast was sent to those who opted in to email notifications about the project. An e-blast was used after the charrette to deliver the Charrette Summary document, as well.

Public Survey

A 30-question survey was created and distributed to the public via the City of Loveland's Open City Hall platform, broken out as follows:

- Six questions pertaining to project priorities, issues and opportunities, desired improvements, and modes of interaction with the corridor;
- Six questions per zone, with three zones total – A, B, and C. These zones were utilized to differentiate responses for the unique parts of the corridor as they all have different land use and transportation components. Figure 4.1 illustrates these zones; and
- Five questions asking about demographics to understand who participated in the survey.

The survey was available for response from September 13, 2018 to October 10, 2018. A total of 299 responses were received, providing another avenue from which information was received and incorporated into the Plan. This information was used to generate emerging trends, desired goals, and project outcomes. Paper surveys were available upon request.

Each question is outlined and summarized on the subsequent pages.



Public Survey

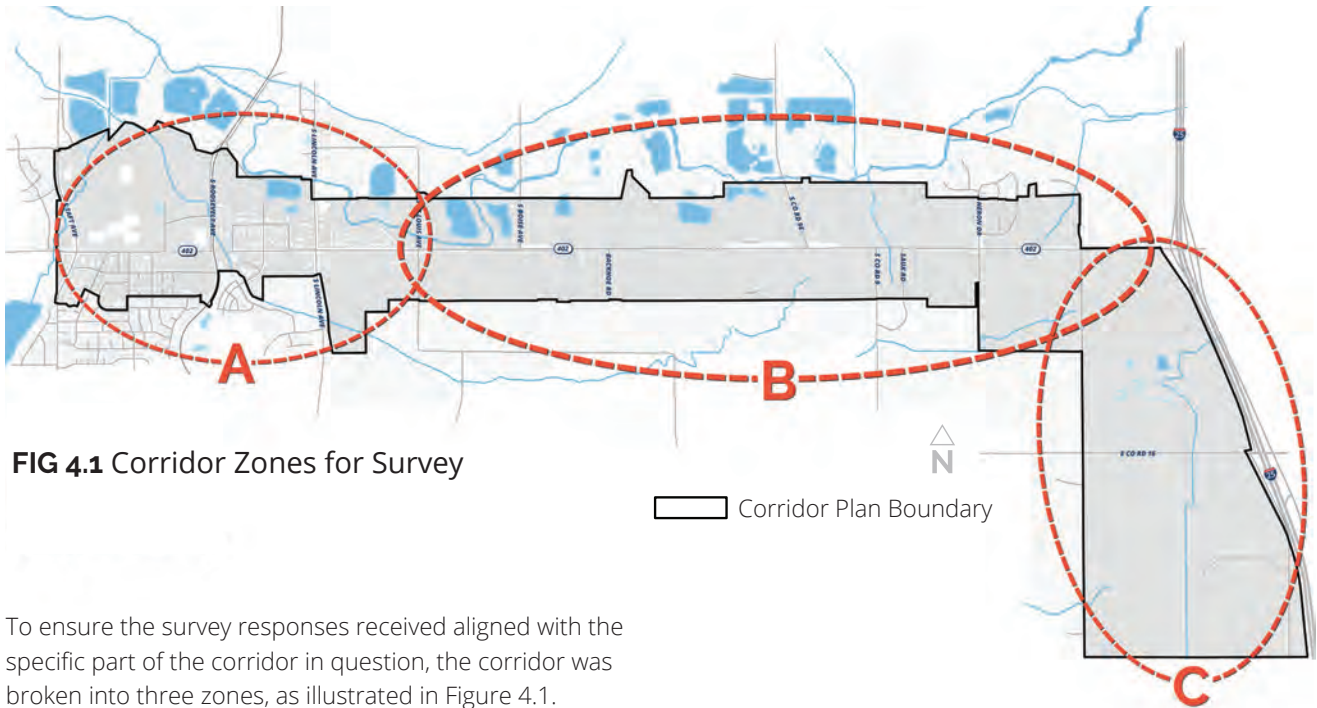


FIG 4.1 Corridor Zones for Survey

To ensure the survey responses received aligned with the specific part of the corridor in question, the corridor was broken into three zones, as illustrated in Figure 4.1.

The purpose of these zones was to gather feedback on a variety of topics for different sections of the corridor. These zones were generally defined and overlap slightly.

For purposes of the public survey, the zones were defined as follows:

- **Zone A** refers to the developed and eastern most portion of the corridor.
- **Zone B** is largely undeveloped with swaths of agriculture and pockets of residential.
- **Zone C** stretches south of Highway 402 along I-25 and is largely undeveloped and agriculture-focused.

To maintain consistency, the same six questions were asked for each zone of the corridor, including:

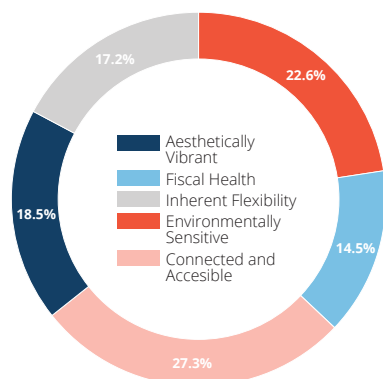
1. What type of land uses should be prioritized in this zone of the corridor?
2. How should development/redevelopment and open space/natural area conservation be balanced in this zone of the corridor?
3. What businesses and/or services are needed in this zone of the corridor?
4. What type of housing is needed in this zone of the corridor?
5. How often does traffic congestion in this zone of the corridor impact your quality of life?
6. How much aesthetic improvement does this zone of the corridor need?

In addition to these questions for Zones A, B, and C, general questions were asked to understand the demographic of those who took the survey, as well as questions that were applicable corridor-wide. Each question asked is outlined on the following pages alongside a graphic and summary of what the analysis of the question indicated.



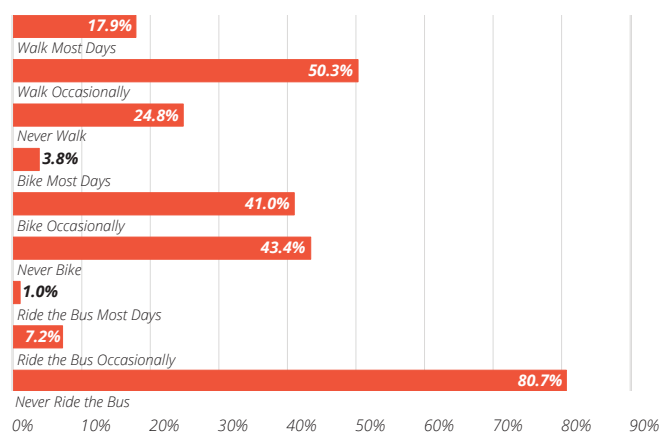


Public Survey



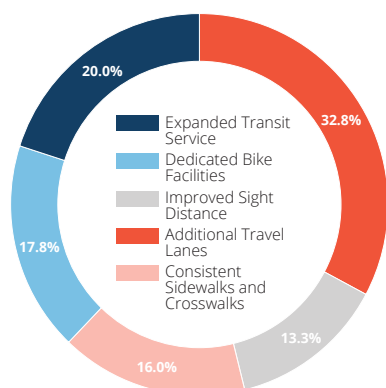
Which of the following descriptions most closely aligns with your vision for the corridor?

To survey respondents, the corridor should be connected and accessible, first and foremost. The comfort and safety for users of all ages and abilities should be considered in the planning recommendations. Closely behind, the corridor should be environmentally sensitive and aesthetically vibrant given the nearby natural resources that merit protection. Last but not least, fiscal health and being flexible for the future are also important as the corridor plans for the future.



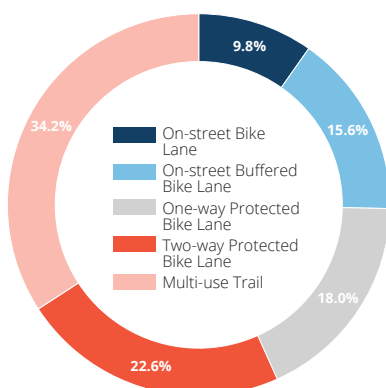
How often do you walk, bike, or ride public transportation to destinations in Loveland?

Most people walk and bike occasionally, but never ride the bus. The amount of time people bike or walk occasionally indicates that these modes are used more for recreation or leisure purposes, rather than a daily commute. The transit system along Highway 402 seems underutilized, inferring most people are driving cars along the corridor.



What improvements are most important to consider throughout development of the corridor?

Over one-quarter of respondents indicated that additional travel lanes and/or widening the roadway are the most important improvement along Highway 402. Given the congestion and traffic concerns, the public wants this prioritized. Expanding transit service and dedicated bike facilities were the second and third most important improvements.



Which bike facility would you prefer to use along the corridor?

Most respondents would like multi-use trails along Highway 402 that allow for non-vehicular use. On-street options were least favored, likely given safety concerns due to high traffic speeds along the corridor. In another question, respondents were asked how often they walk, bike, or use public transportation. Overwhelming, most people walk and bike occasionally, but never ride the bus, which explains the strong preference for multi-use trails.



Public Survey

ZONE A

- **Land Use:** The most preferred land use is parks and recreation/open space, second to mixed use, and followed by maintaining existing land uses. Land uses ranked sixth or less included all types of residential. In this zone, closest to Loveland, industrial and manufacturing uses are not desired.
- **Aesthetic Improvement:** Nearly half of responses said some aesthetic improvement is needed in Zone A (48.1 percent), with others saying Zone A requires much aesthetic improvement (30.2 percent). In general, respondents believe the aesthetics need to be improved, but not completely overhauled.
- **Development v. Open Space:** Most people indicated 50% to 75% development/redevelopment balanced by 25% to 50% open space/natural area conservation is preferred. As the most developed zone of the corridor, this response indicates continued development is desired, but natural areas should be incorporated.
- **Housing Types:** The strongest preference is for single family homes (43.0 percent), which would maintain the status quo as this is currently the most prominent housing type. Adding diversity to the housing stock was also an expressed need with many advocating for duplexes and townhomes (38.3 percent).
- **Traffic Congestion:** Of all the zones, traffic impacts travelers along Highway 402 the least in Zone A, with only 10.7 percent indicating traffic always impacts quality of life. The majority of people said that traffic sometimes and frequently impacts their quality of life in Zone A (45.0 percent and 27.8 percent, respectively).

ZONE B

- **Land Use:** Parks and recreation/open space is the most desired land use, followed by agriculture. These two uses are what primarily make up this section of the corridor, making “maintain existing land uses” the obvious third choice. Some residential is wanted; however, office and light industrial/manufacturing uses are not desired.
- **Aesthetic Improvement:** Most people (44.8 percent) do not believe any aesthetic improvement is needed. Despite the stronger preference for no aesthetic improvement, many still indicated some improvements should be completed.
- **Development v. Open Space:** The desire to not develop is stronger than in Zone A with most wanting 25% development/redevelopment and 75% open space/natural area conservation, contrasting the preferences in Zone A.
- **Housing Types:** Over half of survey respondents said single family homes should be prioritized (51.9 percent). Interestingly, the second highest response - 38.9 percent - said that no residential is needed.
- **Traffic Congestion:** Similar to Zone A, most responses fell in the sometimes to frequently impacted range, capturing over half of the responses (59.4 percent).

ZONE C

- **Land Use:** Preferences differ in Zone C as it is the most eastern portion of the corridor and less developed. The number one priority is large lot residential (14.0 percent), followed by parks and recreation/open space (11.1 percent). Regional commercial and light industrial/manufacturing in the top five land use priorities indicate a desire to take advantage of the I-25/Highway 402 interchange.
- **Aesthetic Improvement:** Respondents indicating no aesthetic improvement is needed was nearly identical to Zone B (22.4 percent); however, Zone C had the highest preference for complete aesthetic overhaul (10.7 percent).
- **Development v. Open Space:** One-third (31.5 percent) of respondents said 75% development/redevelopment is preferred. Conversely, Zone C had the highest preference for no development/redevelopment of all zones.
- **Housing Types:** Most people said no residential is needed (63.8 percent). All other housing types - single family homes, duplexes/townhomes, apartments, and mixed use buildings with residential on upper levels - all received nearly equal votes. In Zone C, there is not a strong desire for additional housing development or diversity.
- **Traffic Congestion:** This part of the corridor experiences the worst traffic, with almost one-quarter of survey respondents saying their quality of lives are always impacted by traffic congestion (20.8 percent). Two-thirds of the responses said they experienced traffic sometimes and frequently, which aligns with the responses from Zones A and B. This show that much of the time, traffic is an issue along Highway 402 to some degree.



Public Survey

WORD CLOUDS



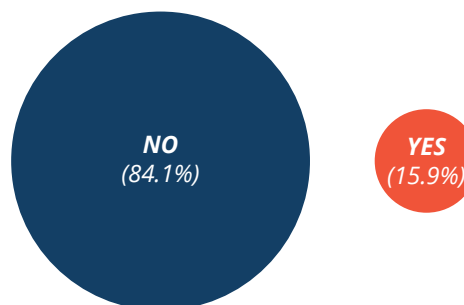
What are the top three opportunities facing the corridor? Using open ended responses, the survey asked for the top three opportunities facing the corridor. This question brought to light common threads amongst respondents' views on the most promising aspects of the corridor. The largest words in the image represent the concepts that were mentioned most. By deliberately asking this question open ended, it allowed those taking the survey to critically think about what he/she believes to be the opportunities of the corridor instead of being led to an answer. Asking for feedback in this way produces more organic responses.



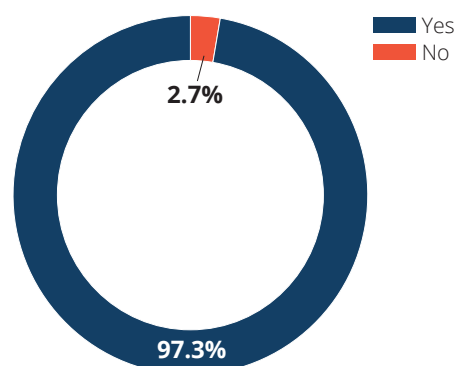
What are the top three issues facing the corridor? Using the same open ended style as the question above, this question asked for respondents to provide the top three issues they believe to face the corridor. Many of the opportunities mentioned are also seen as issues, representing a unique perspective of the corridor. For instance, the traffic and congestion are perceived issues; however, simultaneously emerged as opportunities to improve the corridor.

RESPONDENT INFORMATION

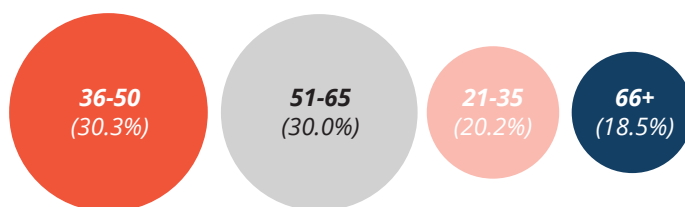
Do you work along the corridor?



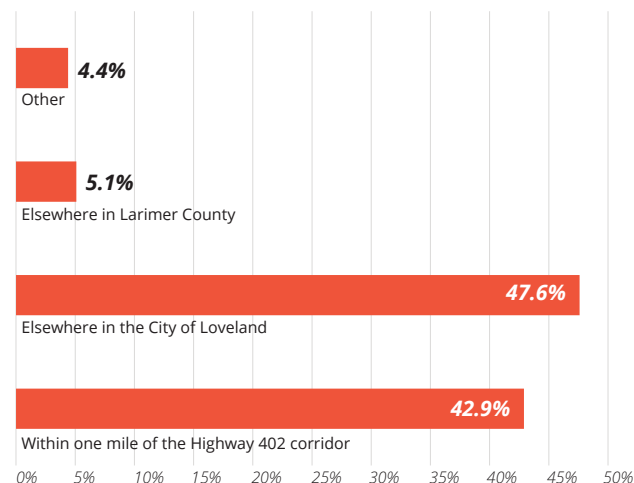
Do you own a business along the corridor?



What is your age?



Where do you live?





Visioning Workshop

Purpose and Overview

The first in-person engagement event was the visioning workshop, a half-day event for the consultant team and Advisory Committee to set the tone and direction for the planning process. The goal of this workshop was to determine the issues and opportunities facing the corridor, the needs, wants, and desires of the Advisory Committee as they relate to the corridor, and to better understand what a successful and supportable Plan should include.

In preparation for the visioning workshop, the consultant team prepared select maps to provide a preliminary glance into the current conditions of the corridor, as well as an overview of the demographics and market factors at play.

These matters were presented to the Advisory Committee, allowing them the opportunity to provide input and ask questions about these initial findings. This presentation allowed everyone to work from the same base understanding of the current conditions of the corridor.

After presenting this information, the consultant team led a series of exercises. The feedback and summarized outcomes of these exercises are described and illustrated on the following pages. A full summary of the visioning workshop process is available in *Appendix A*.

Process

Many of the exercises at the visioning workshop were intentionally repetitive such that common threads could emerge.

Similar questions were asked in different ways to achieve the end goal of determining the true needs of a corridor plan, the desired outcomes, as well as the things standing in the way of success. Through open dialogue and small group conversations, healthy discussions were facilitated, allowing the consultant team to listen intently, gather intel, and analyze feedback to present the outcomes.

Outcomes

The product of the information gleaned from the visioning workshop was summarized into prioritized lists that were presented to the Advisory Committee on Day 1 of the charrette. These prioritized lists are presented on the following pages.

PRIORITIZED NEEDS, WANTS, AND DESIRES

Needs <i>"We need to address this critical issue."</i>		Wants <i>"If we had the choice, we would choose to have this..."</i>		Desires <i>"Wouldn't it be nice if... but if we don't get it it's okay."</i>	
Listed?	Item	Listed?	Item	Listed?	Item
3 times	Improved safety for all modes of transportation	3 times	Maintained open space; greenways along Highway 402	3 times	Increased bike and pedestrian connections throughout Highway 402 corridor and to Big Thompson River
3 times	Widened Highway 402 to four lanes	2 times	Diverse employment opportunities with high paying jobs	2 times	Less traffic
3 times	Supporting infrastructure (water, sewer, and roads) installed to accommodate new development	2 times	Properly placed land uses	2 times	Viewshed protection
2 times	More and balanced funding	1 time	No roundabouts	1 time	Modern, water sensitive landscaping
2 times	Coordinated development; balance of agriculture, residential, and commercial land uses	1 time	Pedestrian bridges/underpasses	1 time	More public art/sculptures
1 time	Multimodal transportation systems	1 time	Limited access points to improve the efficiency of Highway 402	1 time	More parks and open space by Big Thompson River
1 time	Development design standards for Highway 402 corridor	1 time	Enhanced road connectivity	1 time	Aesthetically pleasing buildings
		1 time	Increased Highway 402 aesthetic appeal; a City entry point	1 time	LEED certified buildings
		1 time	Clear direction for Highway 402; community buy in	1 time	Merge or yield lanes for right turns along Highway 402
		1 time	Integration with Highway 402 Corridor Plan with Big Thompson River Master Plan	1 time	Finish project quickly



Visioning Workshop

PRIORITIZED "THE MENAGERIE"

Albatrosses

Something that causes persistent deep concern or anxiety, or something that greatly hinders accomplishment

Listed?	Item
8 times	Funding
5 times	Lack of infrastructure (roadway and utilities)
4 times	Slow, hazardous travel along Highway 402
2 times	Floodplain expansion and requirements
2 times	Land owners that will not cooperate or participate
1 time	Not keeping up with growth
1 time	A majority of the land is in the County
1 time	How was acceleration lane by S. CO Rd. 9e overlooked?
1 time	Who is paying for the extended utilities?

White Elephants

A possession that is useless or troublesome, especially one that is expensive to maintain or difficult to dispose of

Listed?	Item
3 times	Heavy industrial land uses; blighted properties
2 times	River bridges are all too narrow
2 times	Floodplain expansion
1 time	Site distance/blind hills
1 time	Big Thompson River
1 time	Agricultural property in the corridor and adjacent to Highway 402
1 time	State should be paying for road improvements, not the City
1 time	Ownership of Highway 402 and associated access rules/requirements/limitations
1 time	Two lane highway with no shoulders
1 time	The junkyard along Highway 402 at S. CO Rd. 9e
1 time	H.P. buildings and site
1 time	Sewer lines
1 time	Population growth

Sacred Cows

Something that is often unreasonably immune from criticism or opposition

Listed?	Item
3 times	Rural nature; farming/agricultural land preservation
1 time	Resistance to tax and fees to build improvements
1 time	Abandoned red brick building at Highway 402/ Highway 287
1 time	Existing industrial businesses
1 time	Dilapidated private property adjacent to Highway 402
1 time	Property rights of existing property owners
1 time	Relationship of existing County (rural uses) versus future City (urban uses)
1 time	Junk on property north of S. CO Rd. 9e
1 time	Political boundaries conflicting with land use interests
1 time	Widening Highway 402 (Widening roads never solves problems. More lanes = more traffic = congestion like before.)

PRIORITIZED "WHAT'S WORKING?" "WHAT'S NOT WORKING" AND "ONE THING"

What's Working?

Listed?	Item
7 times	Agricultural uses and open space; rural feel
4 times	Recent turn lane improvements
3 times	Highway 402 as an alternative east/west route
3 times	Business properties' prime location
2 times	View of the mountains
2 times	Planning for the future; residents coming together
2 times	Highway 402 is reasonably maintained
2 times	Rebuild of Highway 402/I-25 intersection
2 times	Good neighbors that watch out for each other; minimal crime
1 time	Mixed private uses and relative independence of property usage
1 time	Cooperation between City and County
1 time	Olsen parcels to be developed with proper zoning
1 time	Rural housing small acreages
1 time	Traffic flow along Highway 402

What's Not Working?

Listed?	Item
7 times	Heavy traffic; poor traffic flow causing backups (i.e., at I-25, S. Boise Ave., and S. St. Louis Ave.)
6 times	Left turn without turn lanes; right turns without acceleration lanes
6 times	Safety and line of sight concerns
4 times	Lack of residential and commercial building and maintenance standards
3 times	Intergovernmental coordination
3 times	Lack of water and sewer infrastructure for developers
2 times	Lack of multimodal mobility
2 times	North/south connections from Highway 402
2 times	Blending City and County desires
2 times	Highway 402/I-25 interchange
1 time	Need City police or sheriff
1 time	Lacking new floodplain delineation
1 time	Need more/better school choices along Highway 402 corridor
1 time	Access to nature; river recreation
1 time	Local and City identity
1 time	Efficient alternative routes to Highway 402
1 time	Not truck traffic friendly
1 time	Speed limit

One Thing

Listed?	Item
7 times	Safe and efficient traffic flow along Highway 402 and access from side roads
4 times	Wider Highway 402; more travel lanes
2 times	Fully funded infrastructure extension/ expansion
1 time	Future friendly (plan must be realistic in terms of how the world is changing; sustainability needs)
1 time	Attractive Highway 402 corridor that accommodates future development and transportation needs
1 time	Economic balance throughout the Highway 402
1 time	A significant national, iconic job generating commercial use
1 time	A comprehensive plan that is used in land use decisions for many decades
1 time	Coordinated, consistent, compatible, and attractive vertical mixed use development



Charrette

While the visioning workshop sets the stage for what should be considered and potentially incorporated into the Plan, the charrette takes a deeper dive into the existing conditions, including a demographic and market analysis, as well as active drawing and conversations about those hand drawn concepts to flush out a consensus-built conceptual plan.

The charrette takes the information from the visioning workshop, public survey, and existing conditions analysis to further advance the planning process by narrowing in on preferred transportation, land use, development, and redevelopment concepts as determined by the stakeholders and the public. Over this three-day period, November 13-15, 2018, the consultant team met multiple times with the Advisory Committee, technical advisors (city and county staff members and involved agencies), and with the public to gain insight into their vision for the corridor, the issues and opportunities facing the corridor, programming preferences, and critical aspects to the Plan.

The consultant team prepared maps of and evaluated the corridor's natural and built environment, conducted and analyzed the public survey, summarized demographic and economic data and trends, held interviews with key stakeholders, and performed a two-day in-person assessment of the corridor. This information provided the necessary context for the consultant team to ask the right questions during the charrette to unveil the consensus-driven vision for the corridor.

Between each session with the Advisory Committee, the public, City of Loveland and Larimer County staff members, the consultant team was able to digest the information, summarize the feedback, and/or alter the concepts according to input received. A summary of concepts explored and the narrowed concept plan that came from this iterative process is illustrated and summarized on the following pages.

What is the Purpose of a Charrette?

1 ASSEMBLE

Assemble decision makers, such as city staff members, elected officials, business owners, developers, neighborhood associations, etc.

2 COLLABORATE

Collaborate with the decision makers in information sharing about the corridor, iterative improvement concepts, and feedback and revisions.

3 FINE TUNE

Fine tune the corridor plan concept through strategic conversations with stakeholders, the public, the city, and involved agencies.

4 CREATE

Create a community-driven, realistic plan, grounded in market and economic reality.

Charrette Events Snapshot

DAY 1 November 13, 2018

The consultant team set the table by presenting existing conditions, a recap of findings from the visioning workshop, and the public survey results. A group exercise and subsequent group download followed to understand issues and opportunities discussed. After closed studio time, the consultant team met with technical advisors ahead of hosting an open studio for any interested members of the public.

DAY 2 November 14, 2018

The second day began with open studio time for the consultant team to continue creating initial concepts, which led to a lunch-hour visit with the Advisory Committee to discuss preliminary ideas. The afternoon included critical closed studio time to incorporate feedback from the Advisory Committee prior to the Public Open House #1 that occurred in the evening.

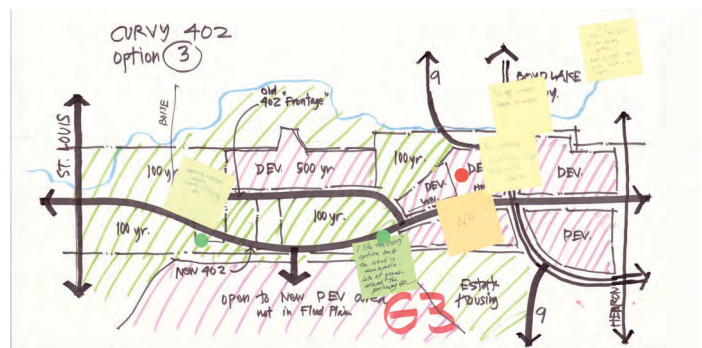
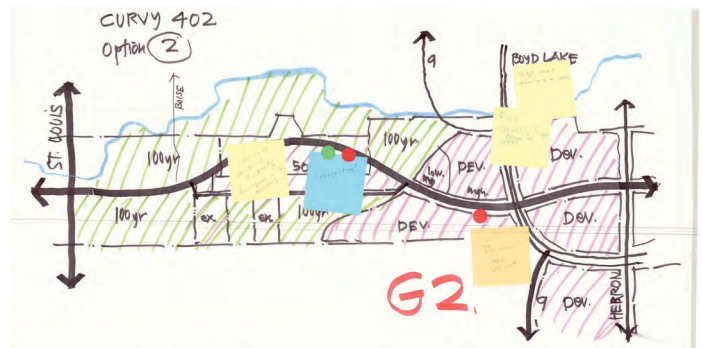
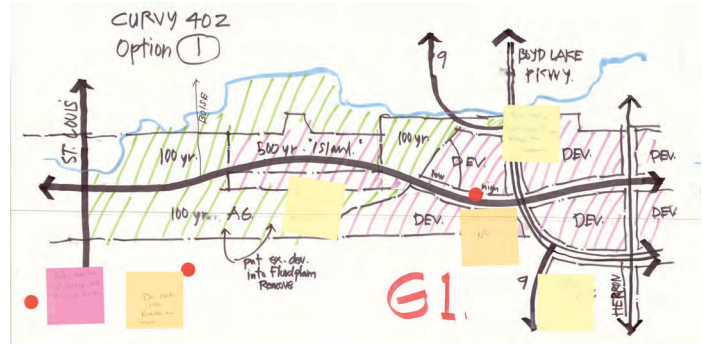
DAY 3 November 15, 2018

The last day began with a Public Open House #1 download, an informal conversation about what everyone heard. This was followed by closed studio time so the consultant team could incorporate input from members of the public and the Advisory Committee prior to a final review and narrowing session in the afternoon with the Advisory Committee and technical advisors.

A hand-drawn sketch of a city block layout. The sketch shows a grid of streets with various colored areas representing different zones or buildings. Key labels include:

- BOYD AVE DRIVE** (top left, with an arrow pointing up)
- MOVED USE** (top left, in a pink area)
- SP** (top center, in a yellow area)
- RESID** (middle left, in a blue area)
- BUS PARK** (center, in a yellow area)
- MIX OFFICE** (center right, in a pink area)
- PKWY.** (bottom center, in a yellow area)
- Estate** (bottom center, in a green area)
- MIX OFFICE** (bottom right, in a pink area)

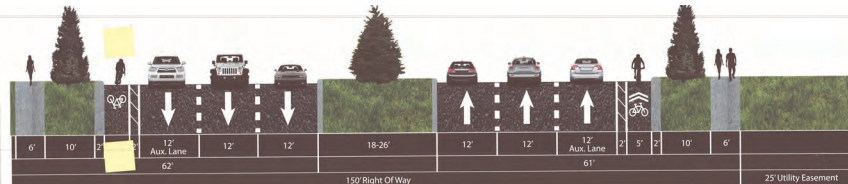
There are also several red dots and arrows indicating specific points or directions. A large red 'F' is written at the bottom left.





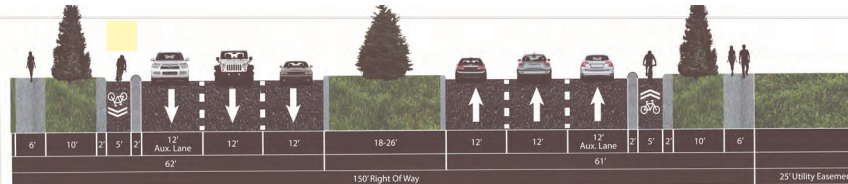
Charrette

Various multimodal transportation options for Highway 402 were also explored. Using various typical sections to show roadway layouts, Advisory Committee members and public open house attendees saw what Highway 402 could look like, as illustrated below. All options incorporate an 18 to 26-foot center landscaped median, 10-foot landscaped sidewalk buffer, three-way vehicular traffic on both sides of Highway 402, and six-foot sidewalks on both sides of the corridor, except for the Multi-Use Path concept, which features a 12-foot path on one side in lieu of a traditional sidewalk.



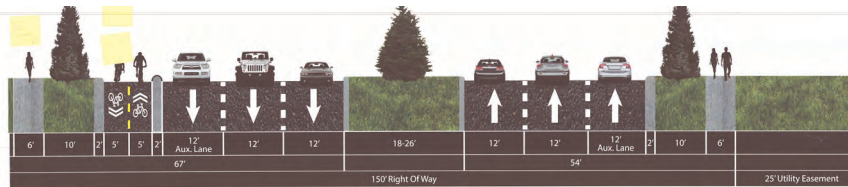
BUFFERED BIKE LANE

- Single bike lanes on both sides
- Pavement markings separate bike lanes from vehicular traffic



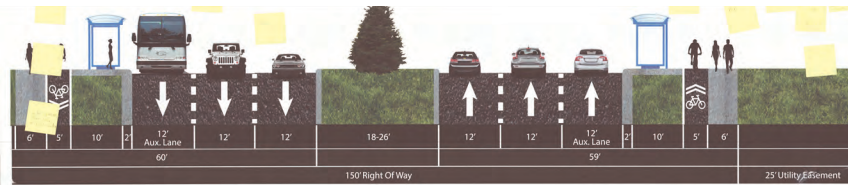
ONE-WAY CYCLE TRACK

- Single bike lanes on both sides
- Raised concrete buffers between bike lanes and roadway



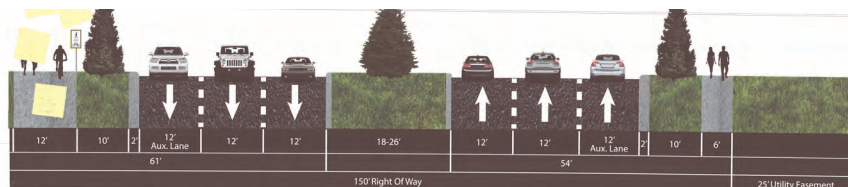
TWO-WAY CYCLE TRACK

- Two-way bike lanes on one side
- Raised concrete buffers between bike lanes and roadway



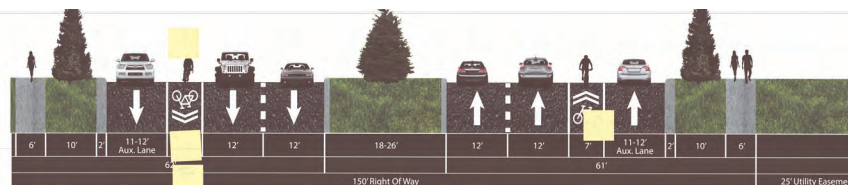
BIKE LANE WITH BUS STOP

- Single bike lanes on both sides adjacent to sidewalk
- 10-foot bus stop with shelter between bike lanes and roadway



MULTI-USE PATH

- 12-foot multi-use path on one side for bicyclists and pedestrians
- Traditional sidewalk on one side



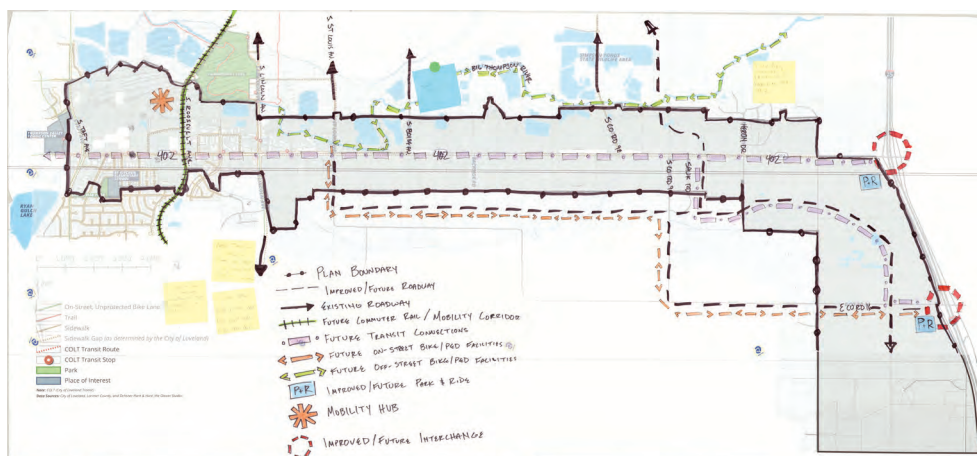
CDOT ENVIRONMENTAL ASSESSMENT / FINDING OF NO SIGNIFICANT IMPACT

- Bike lanes on both sides between vehicular traffic
- Pavement markings separate bike lanes from vehicular traffic



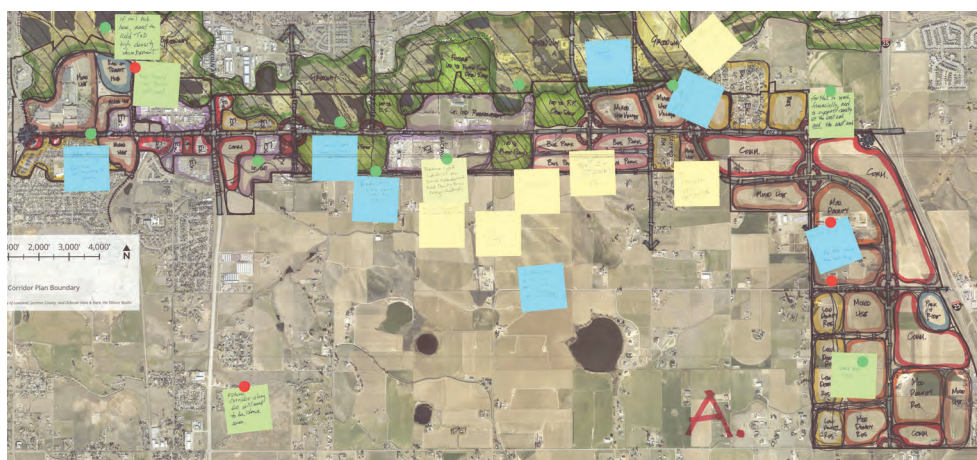
Charrette

The feedback on the six concepts shown on pages 78-79 collectively led to the creation of a narrowed concept plan (Figure 4.2) that considered all information gathered during the charrette, as well as the all-encompassing engagement efforts, including the public survey results, public open house input, and visioning workshop themes.



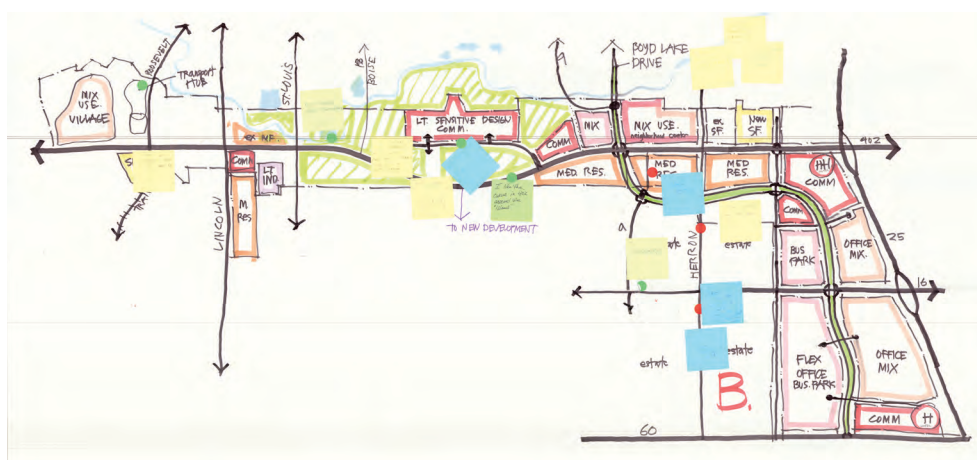
The mobility concept focused on improved incorporation of on- and off-street bike and pedestrian facilities. Future transit stops and access points are also featured, potentially with an improved/expanded Park-N-Ride along I-25, and a mobility hub in the northwest corner of the corridor.

CONCEPTUAL FUTURE MOBILITY CONNECTIONS



Concept A takes advantage of the land covered by the floodplain, preserving it as greenway and open space area. Uses in the western part of the corridor would stay similar to the existing condition, with the addition of a business park in the central corridor area, and development all along I-25 to the east.

CONCEPTUAL CORRIDOR PLAN A

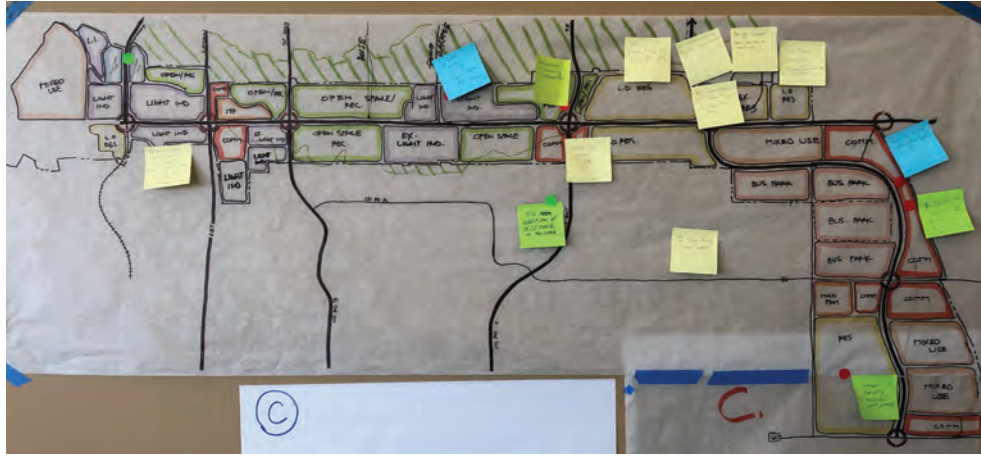


The greenway is not as expansive in Concept B, as more sensitive uses are recommended to still develop within the floodplain. A mixed use village is proposed in the western end of the corridor, with much development proposed east of Heron Drive, including residential, commercial, business parks, and office.

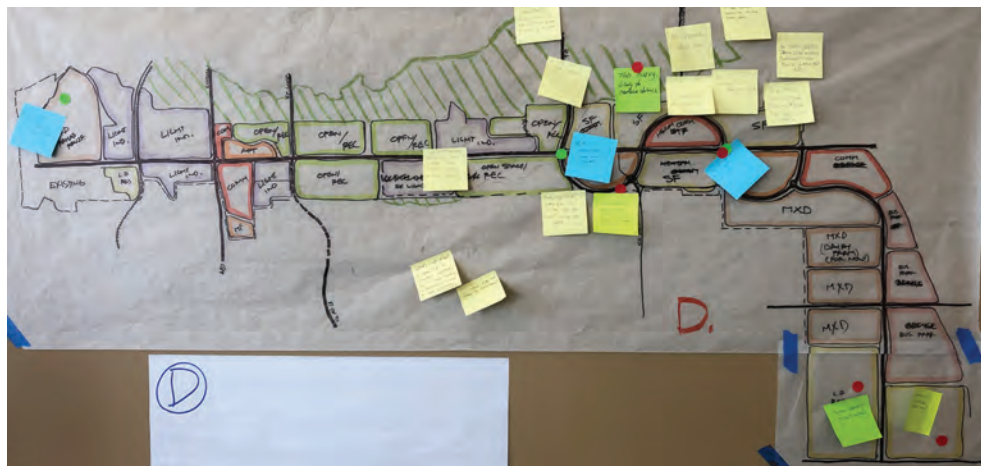
CONCEPTUAL CORRIDOR PLAN B



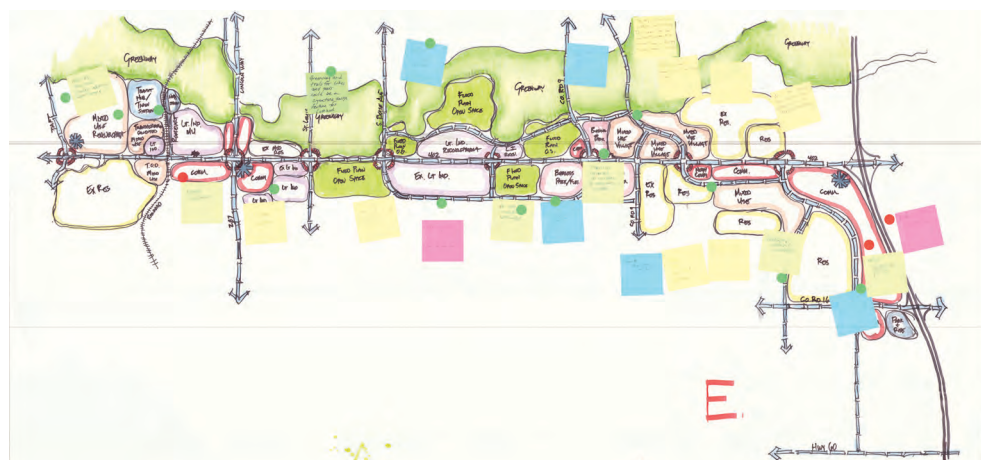
Charrette

**CONCEPTUAL CORRIDOR PLAN C**

Mixed use is planned in the west end of the corridor, similar to Concept B, with more light industrial proposed adjacent to the railroad. Open space and recreational uses are recommended in the central core, with a heavier emphasis placed on residential uses to the east along I-25.

**CONCEPTUAL CORRIDOR PLAN D**

Concept D is very similar to Concept C in the western and central parts of the corridor. The differentiating aspect to this concept is the recommendation of mostly mixed use along I-25 alongside business parks and some low density residential.

**CONCEPTUAL CORRIDOR PLAN E**

The greenway in Concept E is similar to Concepts C and D, as well as the recommended land uses in the western and central parts of the corridor. To the east along I-25, less intense development is considered, with commercial only at the key intersection of Highway 402 and I-25, and CR 16 and I-25 adjacent to a proposed Park-N-Ride.



Charrette

HIGHWAY 402 NARROWED CONCEPT PLAN

With a highly productive three-day period, the charrette resulted in one narrowed concept that was consensus-built. With input from open house attendees, technical committee members, key stakeholders, and the economic and market analysis findings, all feasible options were compiled into one narrowed concept for the Highway 402 corridor. ***It is important to note that this is not the final concept plan, but rather the narrowed concept plan resulting from the charrette.***

As the planning process continues, any necessary changes or updates will be incorporated into the Plan. Existing related plans, such as the Loveland 287 Strategic Plan, will be incorporated, where appropriate, to ensure consistency across planning efforts. Existing plans are summarized in *Section 1 - Existing Conditions*.

A complete record of the Advisory Committee, public survey, and public engagement events, as well as sign in sheets, are available in *Appendix A*.



FIG 4.2 Charrette Narrowed Concept Plan



Public Open House #1

Public feedback was plentiful. While topics of interest and conversation were mixed, the need to improve traffic flow to increase safety and relieve congestion, establish a multi-modal network that serves non-vehicular traffic, and provide recreational opportunities along the floodplain were common themes heard throughout the event.

Purpose and Overview

The first public open house was held on the second day of the charrette on November 14, 2018 at the Rocky Mountain Center for Innovation & Technology (RMCIT). It was advertised to the public through direct mail postcards that were sent to 265 members of the community, including residents, property owners, and occupants. An e-blast was also used to distribute information to the community. Over 100 people attended the open house, providing invaluable local knowledge and comments at the various stations.

Each member of the public was greeted by a member of the consultant team, asked to sign in, and provided direction. As the event was informal, members of the consultant team were stationed around the room to clarify information, answer questions, and gather additional input through written comments and one-on-one or group conversations. Several Advisory Committee members and city officials were in attendance, as well, to provide additional explanations about the stations and project information.

Outcomes

Many comments were gathered from the public during the open house through both informal conversations between the consultant team and participants, as well as feedback provided on sticky notes on the various posters stationed throughout the room. Several themes emerged, including the desire from residents in certain neighborhoods to not connect residential roads directly to Highway 402, fearing increased traffic. Another emergent theme was the need for a buffer between vehicular traffic and bicyclists and pedestrians given the high traffic speeds on Highway 402. In addition to buffers between transportation modes, the public indicated that off-street trails, sidewalks, and bike paths along the northern part of the corridor by the Big Thompson River would be an asset to the corridor.

Public Open House #1 Stations

The public open house was set up in a linear fashion, allowing attendees to start on one side of the RMCIT and work their way down a hallway before circling back to the doors for the final stations. Six stations were included in the public open house; a representative from the consultant team was stationed at each area to answer questions and engage with attendees. The stations included:

- 1 **What is the Project?**
- 2 **Existing Conditions**
- 3 **Survey Results**
- 4 **Issues and Opportunities**
- 5 **Concept Sketches**
- 6 **What did we miss?**



Public Open House #2

Purpose and Overview

The second public open house was held on May 16, 2019 at the Rocky Mountain Center for Innovation & Technology (RMCIT). The purpose of this open house was to inform the public of the draft recommendations, asking for input one final time. The open house was advertised to the public through direct mail postcards that were sent to members of the community, including residents, property owners, and occupants. An e-blast was also used to distribute information to the community. Approximately 65 people attended the open house.

Each member of the public was greeted by a member of the consultant team, asked to sign in, and provided direction. Similar to the first open house, public open house #2 was informal. The consultant team was stationed around the room, available to clarify information on the posters, answer questions, and gather additional input through written comments and one-on-one or group conversations. Several Advisory Committee members and city officials were in attendance, as well, to provide additional explanations about the stations and project information.

Outcomes

Multiple comments were gathered from the public during the open house through both informal conversations and on sticky notes on the various posters stationed throughout the room. One common theme was the desire for preservation of ample agricultural/open space land throughout the corridor, as well as adequate sound/light barriers/buffers between more intense uses and residential uses. The draft recommendations' focus on increased off-street pedestrian and bicycle infrastructure was widely appreciated.

Public Open House #2 Stations

The public open house was set up in a circular fashion, allowing attendees to start on one side of the RMCIT and work their way around the room, circling back to the entry door. Five stations were included in the public open house; a representative from the consultant team was stationed by each area to answer questions and engage with attendees. The stations included:

- 1 **Sign-in**
- 2 **Where have we been?**
- 3 **Where are we at now?**
- 4 **What is next?**
- 5 **What did we miss?**







Section 5

Corridor Plan

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119	<i>Aesthetics and Quality of Life</i>



Introduction

“Planning is bringing the future into the present so that you can do something about it now.” (Alan Lakein)

Using the information gleaned from the existing conditions, market analysis, public engagement - both in-person and online - the vision and guiding principles were created, which are reflected in the recommendations in *Section 5 - Corridor Plan*. Integrating this information, varying viewpoints, and priorities, comprehensive strategies for the corridor’s future development and redevelopment, aesthetic elevation, and enhanced mobility and connectivity are presented in this section.

The recommendations are organized into five interrelated categories that are distinct but also overlap as they are inherently and intentionally connected. Each category provides a general recommendation that tackles current issues. The methodology applied includes an overarching recommendation statement, followed by strategies that provide specific input on how to achieve the recommendations. Strategies can apply to more than one recommendation, which is noted. Images and graphics are used to supplement the text to provide further understanding of how to accomplish these goals for the corridor.

Environmental harmony was not included as a dedicated section. Rather, it is woven into each section as environmental resiliency within the corridor is critical to address holistically, not as a standalone recommendation. Among the different sections there is distinction, but simultaneously there is overlap, demonstrating the interconnectivity of the issues at hand. All sections should be considered as one cohesive plan for the corridor for the vision to be realized.

Section Overview

This section of the Plan brings together all the information presented in Sections 1 through 4 to create recommendations for the corridor that are rooted in the public’s needs, wants, and desires, as well as balanced with the corridor’s strengths, weaknesses, issues, and opportunities.

The recommendations, read together, present a comprehensive strategy for the corridor’s revitalization, redevelopment, growth, and enhancement. Select maps, graphics, and concept plans are included to further illustrate and clarify the recommendations.





Land Use

A variety of tools can be used by municipalities to guide the type and density of growth within their jurisdictional boundaries, such as land use designations and zoning. Within a corridor such as Highway 402, designating future land uses is a critical step toward realizing the highest and best uses along the corridor. These land use designations should be based on market forces at play, community members' preferences, and the natural environment, all while striking a balance with the existing, healthy land uses.

As such, the future land use framework for the corridor was developed to capitalize on the following factors:

- The corridor's existing land use patterns within current city limits and the county;
- The corridor's and I-25's traffic levels and accompanying visibility that is beneficial to commercial and industrial uses;
- The public's and stakeholders' desire to safeguard the rural and agricultural nature; and
- The notion to respect and build upon the natural functions and recreational appeal of the Big Thompson River.

The future land uses identified on the following pages inform all other recommendation sections and play a vital role in guiding public investment, creating a unique, yet vibrant entryway to Loveland, and ensuring that employment centers, housing, and amenities within and surrounding the corridor are integrated and connected.

RECOMMENDATIONS

- 1 Develop and adopt a future land use plan for the Highway 402 corridor that is flexible to market trends, guides future development, redevelopment, and infill projects, and appropriately balances a mixture of uses.
- 2 Align the Highway 402 corridor's zoning with the proposed future land use plan (Figure 5.1) to make possible the vision for the corridor.
- 3 Coalesce development around major activity nodes to anchor each end of the corridor, and provide for higher density employment, retail, and residential development at key locations along the corridor.
- 4 Permit and promote a variety of owner- and renter-occupied housing types (in the proper locations) to meet the needs of current and future Highway 402 residents, both in housing affordability and format.
- 5 Capitalize on the proximity of and provide convenient access to the water bodies, open space, and trails to encourage healthy and active lifestyles for residents and visitors of the corridor.
- 6 Utilize certain land uses as transition zones to buffer mid- to low density residential uses from commercial and industrial areas to preserve, in part, the rural and agricultural nature of the corridor.
- 7 Develop and implement high quality building, site, and sign standards specific to the corridor that establish a sense of place, coordinate with the future land use plan, and encourage environmentally friendly and modern development patterns and elements.
- 8 Capitalize on the floodplain's expansion as an opportunity to increase and maintain the rural and agricultural nature of the corridor by developing a future land use plan that appropriately locates land uses.
- 9 Coordinate with Larimer County on the annexation of some or most of the corridor into the city, so to effectively oversee future land uses.



Land Use

STRATEGIES

Establish a Future Land Use Plan *(Addresses Recommendations 1, 3, 4, 5, 6, and 8)*

Creating a future land use plan is an essential first step in a corridor planning process as it provides the framework for future development, redevelopment, reuse, and infill projects. Figure 5.1 Future Land Use Framework ensures that future development along the corridor is compatible and complementary and is the basis for achieving the vision. Without a future land use plan, development decision making will be haphazard at best, or maintain the status quo.

Highway 402 is one of the last remaining, major opportunities to develop a healthy commercial and employment corridor in Loveland. Commercial uses should be considered as the first-tier development option, physically closest to Highway 402, with second-tier development focused on housing options that do not need to be directly adjacent to the roadway. It is imperative that the corridor provide excellent access to feed the businesses that invest in the corridor, while shielding the corridor residents by placing housing – and specifically single family housing – a greater distance from Highway 402.

To ensure implementation, Figure 5.1 should be adopted as the future land use plan for the corridor and incorporated into the Create Loveland Comprehensive Plan. Each of the following eight future land use designations are described and illustrated in detail as follows:



Light Industrial: *Uses within this designation include light industrial uses such as warehouses and light manufacturing spaces, though also office, retail, service, and business/industrial parks. Uses such as these must be buffered from the surrounding residences. Mini-storage and outdoor storage facilities and heavy industrial uses, such as large factories producing varying levels of truck traffic and pollution, are not suggested for this category. Additionally, heavy industrial uses typically are more difficult to screen from other noncompatible, adjacent uses. It is important that building design, parking, lighting, and landscaping are compatible with adjacent uses.*



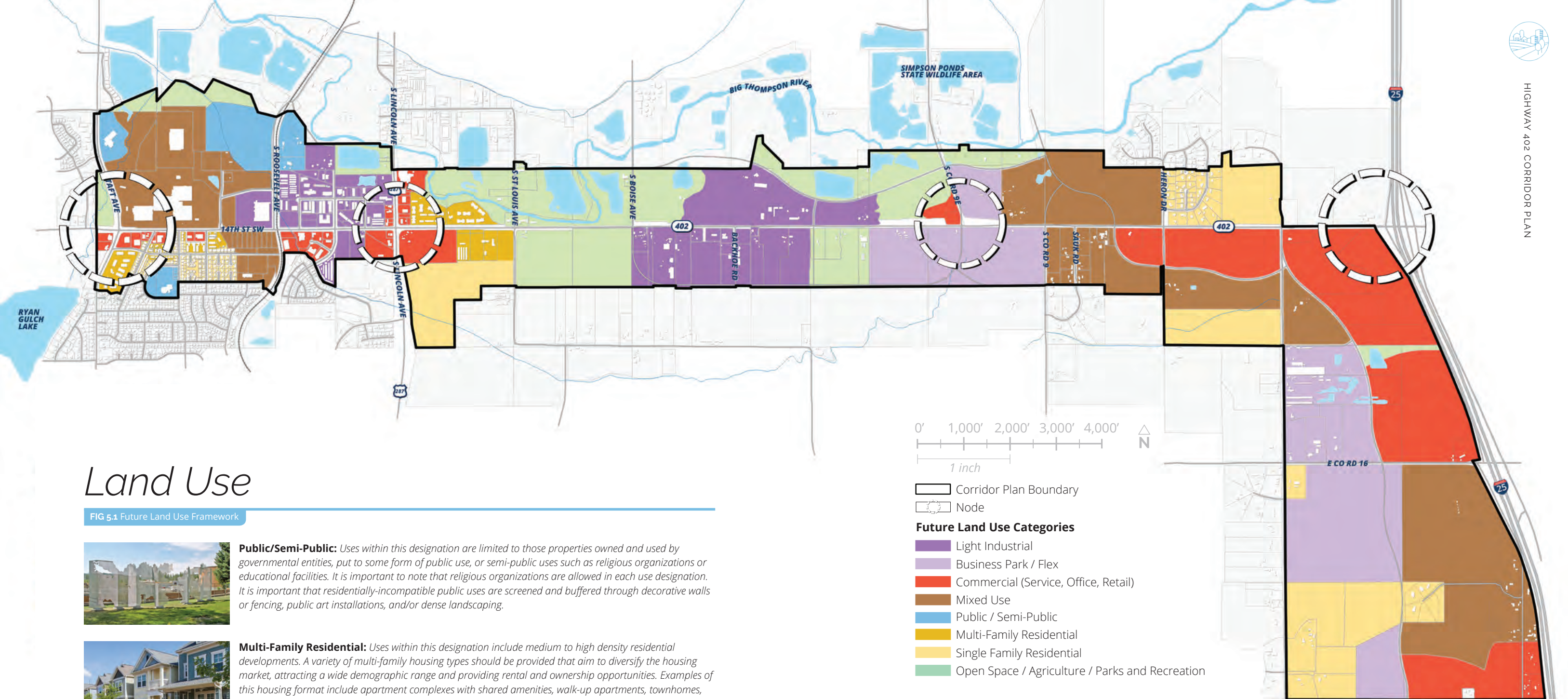
Business Park/Flex: *This category is inherently flexible, allowing for a variety of uses. A business park is a mixed use district that includes office, service, flex, technology, and light industrial uses. It aims for maximum development potential by planning for roads, infrastructure, and lots as a cohesive market offering that is flexible to market needs and conditions. Often, mixed lot sizes are “shovel ready” to market to potential users. Office tenants are typically the associated front of house office for service, flex, technology, and light industrial uses. It is important that building design, materials, parking, lighting, and connectivity to shared amenities are part of the master planned business/flex park. Buildings can range from one story to three stories. The city should remain flexible in these areas to not discourage potential development that might be appropriate.*



Commercial (Service, Office, Retail): *Uses within this designation include retail, service, and office to serve corridor residents, visitors, and businesses. Uses could include casual and drive through restaurants, gas stations, multi-tenant shopping centers, and offices, but do not include truck stops. These uses should primarily be concentrated along Highway 402 where properties have direct access to and/or visibility from the highway. As this land use abuts the principal roadway, it is important that building design, parking, lighting, and landscaping are representative of the desired aesthetic and character for Highway 402.*



Mixed Use: *Uses within this designation are mixed, and may include a combination of retail, service, office, entertainment, flex space, and residential. Daily goods and services should be provided to surrounding neighborhoods primarily, but also to the greater corridor within this designation. Buildings of different scales, stories, and densities should be encouraged, mixing uses within a single development. Due to changing retail trends, the ground floor of mixed use developments should not be limited to retail, encouraging and promoting the inherent diversity of this land use and allowing for flexibility in uses so as to not limit economic development potential. This land use designation provides a critical opportunity to establish developments with a sense of place and identity through pedestrian connectivity, view corridors, public art, public spaces, innovative employment centers, a mixture of uses, and integrated open space. Building design, parking, lighting, and landscaping are representative of the desired aesthetic and character for Highway 402.*



Data Sources: City of Loveland, Larimer County, and Ochsner Hare & Hare, the Olsson Studio

Land Use

FIG 5.1 Future Land Use Framework



Public/Semi-Public: Uses within this designation are limited to those properties owned and used by governmental entities, put to some form of public use, or semi-public uses such as religious organizations or educational facilities. It is important to note that religious organizations are allowed in each use designation. It is important that residentially-incompatible public uses are screened and buffered through decorative walls or fencing, public art installations, and/or dense landscaping.



Multi-Family Residential: Uses within this designation include medium to high density residential developments. A variety of multi-family housing types should be provided that aim to diversify the housing market, attracting a wide demographic range and providing rental and ownership opportunities. Examples of this housing format include apartment complexes with shared amenities, walk-up apartments, townhomes, senior housing, and condominiums. Of utmost importance is the construction of affordable housing units.



Single Family Residential: Uses within this designation refer to single family housing, with a wide range of densities. This designation is meant to serve the longstanding single family residences in the eastern portion of the corridor, but also provide for slightly higher density single family residential development in the more western sections of the corridor. It is critical that this land use be screened or buffered through transitional land uses, physical buffers, or natural buffers.



Open Space/Agriculture/Parks and Recreation: Uses within this designation include natural features – such as wooded areas, greenways, open fields, and water bodies – and agricultural lands. This land use exists to preserve existing environmental assets, provide green connections throughout the corridor, and ensure adequate flood storage. This designation is not meant to take away developable land, but to ensure environmental and rural character and functionality is retained. This designation also includes parks to allow people to gather - formally or informally - and enjoy the scenic beauty, recreate, or relax. Specific park uses include trail networks, athletic fields, playgrounds, community gardens, farmers' markets, or nature preserves open to the public.



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Land Use

Rezone the Corridor *(Addresses Recommendation 2)*

As previously mentioned, zoning is a critical tool that municipalities use to guide development within their communities. As such, zoning districts and their related regulations must be regularly evaluated by a community to ensure that (1) their desired style of development is possible and that (2) the community's needs are met through the current regulations. While rezoning (changing the zoning district) may not be necessary throughout the entire corridor, some of the future land uses will be best served and implemented by certain zoning districts. It is recommended that as development and redevelopment take place along the corridor that city staff members work with applicants to determine the zoning district that best fits the applicant's needs, but does not decrease Figure 5.1's ability to be implemented. Additionally, properties can be rezoned outside of a development proposal. If a full-scale rezoning of the corridor is pursued, existing land uses can be "legal non-conforming" uses that are grandfathered in until such a time that a major improvement proposal comes forward for that property. This discourages reinvestment in uses that do not implement the future land use plan.

Prioritize and Encourage Nodal Development *(Addresses Recommendation 3)*

One of the key strategies in the corridor's development is the prioritization of nodal development. For the purposes of this Plan, a node is considered a compact area, usually at a high-traffic intersection, that serves as a hub of activity for the corridor residents, employees, or visitors. The benefits of nodal development are vast, including (1) the ability to maintain the rural character of the corridor by concentrating development at identified locations; (2) fostering modern development practices, such as pedestrian-oriented and higher density development formats; and (3) creating a sense of place within each node by coordinating and integrating public areas, public services, site development, and architectural quality. In fact, nodes can often generate private reinvestment in the surrounding areas that might not have otherwise occurred, as they prove the quality of nearby land uses.

In order to maximize the impact of these activity hubs, factors such as land use, density, multimodal access and connectivity, aesthetics, identity, user experience, and more must be coordinated with one another. Such coordination will help to encourage the kind of atmosphere described in the vision for the corridor. Nodal development is less about the differentiation of uses, but more so the intensity of a mixture of uses and their ability to draw added traffic. Initially, this higher density development may be unfamiliar and possibly threatening to corridor residents and businesses, but this type of planning solidifies the foundation for regulations that focus on quality of place.

Along the corridor, two types of nodes are proposed: primary and secondary. While both types of nodes are important to the corridor's successful development, primary nodes will typically offer a wider variety of land uses and be spatially larger. Considering existing and future land use patterns, nodal development should be concentrated at the following intersections:

Primary Nodes:

- Southwest corner of Highway 402 and I-25
- Northeast corner of Highway 402 and Taft Avenue (RMCIT)

Secondary Nodes:

- Intersection of Highway 402 and CR 9E
- Intersection of Highway 402 and US 287

The envisioned development at each node is detailed in Development and Redevelopment. Note that market trends, combined with the physical realities of each node, will dictate how they are used both now and in the future.

Central Park Station, a mixed use development in Denver, Colorado, integrates offices, multi-family residential, retail, and public green space into one cohesive development.





Land Use

Properly Align Environmentally-Sensitive Land Uses with the Built Environment *(Addresses Recommendations 5, 6, and 8)*

It is no secret that the corridor contains precious environmental resources, including the Big Thompson River, designated natural areas, wetlands, trails, and wildlife. The riparian areas within the corridor offer ecosystem services that provide natural flood storage during heavy rain events and snowmelt season. Open space areas and wetlands allow for additional water absorption, slowing the erosive forces of moving water, while serving as natural water purification systems and wildlife habitat. It is therefore recommended that these environmentally sensitive areas are considered in line with the recommended land use development patterns. Many tools and methods are available to promote the peaceful coexistence of natural resources and the built environment, including the following recommendations:

Wetland Buffers: As seen on Figure 2.18, wetlands within the corridor are concentrated to the north, primarily along the Big Thompson River. The Future Land Use Framework protects most all wetland areas within and near the corridor, as only open space uses are proposed where wetlands are present. The exception to this is the area west of I-25 and south of Highway 402 where industrial and commercial land uses are proposed in an area that contains wetlands. When development is proposed in this part of the corridor, proper steps should be taken to mitigate the impact.

Responsible Floodplain Development: Any development proposed within the regulatory floodplain must adhere to the Municipal Code floodplain development requirements, as described in *Section 2 - Current Conditions*. The public and stakeholders indicated that open space and agricultural land preservation is a high priority. As such, the areas within the 100-year floodplain are generally designated for open space, agriculture, and parks and recreation. These low intensity uses can absorb water during flood events, enhancing the corridor's resiliency by protecting developments.

Development Incentives: Particularly for larger developments at nodes along the corridor, special density credits or bonuses could be used when green space is prioritized, wetlands are preserved (where applicable), less hardscapes are used, and so on. Other opportunities could include transfer of development rights or conservation easements with tax incentives.

Proactive Zoning: Zoning is a tool municipalities use to ensure development is orderly and upholds the community's values. In terms of protection of environmental resources, ensuring that the zoning map reflects the areas intended for preservation of open space, agriculture, and parks is critical.

It is important to note that the designation of open space, agriculture, and parks and recreation uses in the central part of the corridor is not just a result of the presence of the floodplain. These land use designations represent, in part, the repeated affinity of the public and stakeholders that the corridor should preserve its rural and agricultural heritage, especially in the central portion.

"One Water" Concept

It is imperative that sensitive resources within the corridor, especially water features like the Big Thompson River, are considered in relation to the built environment. The American Planning Association brought forth a concept called "One Water", which emphasizes "integrated, regional water planning and partnerships between water resource managers and land use planners." The concept emphasizes the importance of considering the impact of development on the environment, especially sensitive and important water resources. With the Big Thompson River's distance from Highway 402, it runs the risk of being ignored during development decisions. However, all facets of the corridor must be viewed holistically to ensure a balance is struck between the environment and buildings.



Riparian buffers offer a variety of benefits to the ecosystem (e.g., the stabilization of water banks, erosion reduction, and reduction of flooding impacts).

Land Use

Address Housing Affordability by Promoting a Healthy Mix of Housing Options

(Addresses Recommendation 4)

Given the housing affordability gap, especially for renters, the corridor has an opportunity to create future communities that provide housing options for all existing and future residents. Communities function best when there are a variety of housing options that support a wide range of income levels, promoting diversity. As discussed in *Section 2 - Current Conditions*, the corridor's median household income is declining, resulting in a housing cost burden, particularly for renters. Further, the Market Analysis (summarized in *Section 3 - Market Analysis*; full report in Appendix B) identified that housing affordability and a lack of housing product diversity is a growing issue in Loveland.

The predominant housing type within the corridor is low density, single family homes, more than 50 percent of which are valued between \$200,000 and \$499,999. Adding diversity both in affordability, style, and density will make the corridor a residential option to those who are currently priced out. Incorporation of a variety of for-sale and rental housing options and ranges are critical to the future health of a mixed housing supply. Varying residential types should include a combination of the following:

- Detached, single family homes
- Patio homes
- Townhomes
- Apartments
- Housing integrated in mixed use buildings

By 2045, Loveland's population is forecast to add an additional 38,000 residents. This volume of growth fuels additional demand for residential housing units, and it is desirable that these future residents have choices when it comes to style, density, and affordability of housing.

Develop Design Guidelines for Highway 402 and Establish a Corridor Overlay District

(Addresses Recommendation 7)

Design guidelines and overlay districts are development tools that can be used collectively to address aesthetics, building architecture, site design, multimodal connectivity, and more. When properly enforced, these mechanisms can – over time – have a dramatic impact on the form, appearance, and character of the corridor. The design guidelines and overlay district should work in concert to guide the architectural character, site design, and signage for private properties within the overlay.

Design guidelines for Highway 402 would aid in the transformation of the roadway and broader corridor area into what the community desires. Design guidelines that accurately reflect the vision for the corridor should be developed, approved, and implemented without delay for properties along Highway 402 from South Taft Avenue to the I-25 interchange. The design guidelines could be enforced through an overlay district, which would ensure that all future improvements required to go through the development review process would be reviewed through the lens of the guidelines. The overlay district should be clear enough that there is no question as to what should be implemented in a new development or redevelopment, but also flexible enough to allow for the needs of an ever-changing market.

In conjunction with design guidelines, a corridor overlay district could be instituted to serve as another means of fine tuning development quality while not rezoning the entire corridor. For clarity's sake, the overlay district should be well-defined, which is best done at the parcel level. An overlay district will require additional development review procedures focused on proper form, feel, connectivity, and aesthetic of the development, versus the land use category. It is thus important to set clear procedures for application and standards for review and approval for any development or redevelopment taking place within the overlay district.

In concert, the design guidelines and corridor overlay district will put in place actual tools to create a consistent look and feel corridor-wide regardless of the land use.



Land Use

Creatively Use Future Land Use Designations as a Driver for Placemaking *(Addresses Recommendation 7)*

As the future of the corridor is put in place, it is timely for partners from all entities – public, private, nonprofit, neighborhoods, and community sectors – to unite and strategically shape the physical and social character of the area. Placemaking is an interdisciplinary concept that brings together the public, cultural activities, streetscape enhancements, pedestrian and transit connectivity, and more to create energizing and inclusive gathering places.

Establishing a sense of place along the corridor is a strategy also found in the Aesthetics and Quality of Life subsection. However, placemaking can be thought of through multiple lenses, including aesthetics, quality of life, and, in this case, land use. Predominant land uses proposed in the key nodes include a mix of open space, commercial, light industrial, and residential, as well as mixed use developments. Although there are certain places in the corridor where some uses are recommended and desired more than others (e.g., open space in the central corridor area), it is important that the distinct land uses be viewed as a network for establishing a sense of community, continuity, and vibrancy across the corridor.

Considerations of what to incorporate into areas designated for certain land uses should be creatively, yet carefully considered. For instance, parcels assigned as open space must include more than just green, organic areas. These, and other land uses, will not become public gathering areas if nothing about the use draws in people. All land uses must consider what makes a destination, including, but not limited to:

- Simple, scenic viewing areas
- Trails that connect to the broader pedestrian and transit system
- Water fountains, trash and recycling receptacles, and restrooms
- Shelters or pavilions that host regular events
- A variety of activity offerings, such as a farmers' market, local concert, or craft show
- Places to eat and drink
- Free public Wi-Fi
- Seating areas
- Interactive art

Perhaps most importantly to the idea of placemaking, especially in a commuter and employment corridor like Highway 402, is ensuring there is activity outside of business hours. This must not be overthought - something as simple as a food or beverage cart at a park is a simple, yet impactful way to make people want to go for a walk over lunch, after work, or on the weekend. For the corridor to be traveled by day and night, entertainment/recreational options must be integrated throughout the corridor.



Common green spaces integrated into developments allow people to casually gather.



Shelters and ample seating provide space for a variety of public events, such as concerts or markets.



Outdoor interactive public art adds a liveliness and visual interest to a public space.



Land Use

Think and Act Beyond Political Boundaries

(Addresses Recommendation 9)

The corridor is made up of both incorporated and unincorporated land. Continuing the long-standing relationship between Loveland and Larimer County is critical to this Plan's success. Working across political boundaries is not synonymous with loss of local control or culture, but rather a partnership in which mutually beneficial actions can be moved forward as a cohesive effort.

One such cohesive effort is the city's and county's adoption of this Plan, demonstrating the importance of the corridor's future to both political parties, while ensuring the Plan's holistic implementation across municipal boundaries. From a land use perspective, it is important that all entities are on the same page such that the vision of the corridor can be fully realized.

The co-adoption of this Plan paves the way for a larger conversation to occur. Annexation was mentioned multiple times by the public and stakeholders throughout the engagement process, and it was carefully considered as a recommendation for this Plan. Note that select neighborhoods, including Paradise Acres and the residences along Sauk Road, are not planned to be annexed at the time of this document's creation.

As noted previously, the corridor's population is anticipated to grow. This means fringe areas of the city will likely develop, increasingly blurring the lines between urban and rural, city and county. This urbanization process can shed light on disparity in services, simply due to political boundaries. With the proposed commercialization of the corridor into an employment-rich area with diverse housing options, it is anticipated that the areas surrounding Highway 402 will urbanize. However, this urbanization will and must be balanced against the desire for open space and maintenance of agricultural areas as these uses are equally important to the fiscal health of the corridor, as well as the community's values.

Advance annexation planning and policy formulation is an important first step in the process of land annexation to ensure the legal change in municipal boundaries is as seamless as possible, both for legislators and residents alike. The maintenance of local culture must remain a part of this conversation to ensure community members' values are upheld. The notion that land annexation and working across municipal boundaries is ultimately to provide better service, ensure consistency in land use form, aesthetics, and quality of both the built and natural environment must be consistently communicated.

The Annexation Process - Simplified

- 1 Take an inventory of the existing extent and quality of urban services and facilities in the proposed annexation areas.
- 2 Understand the quantity of services and facilities necessary to be supplied post-annexation.
- 3 Calculate the costs associated with providing the needed services and facilities.
- 4 Project the revenue potential from annexation areas and associated sources.
- 5 Balance the cost of annexation versus the revenue potential, while ensuring quality of life for residents is considered.



Development and Redevelopment

The identification and realization of development projects is critical to the success of this planning effort due to the vast amount of undeveloped land and upcoming prominence of Highway 402 as a gateway corridor into the city. Redevelopment projects, especially in the western portion of the corridor, will also play an important role in making the vision for the corridor a reality. Done properly, with the appropriate guidelines in place, development and redevelopment projects can transform the perception and economic viability of the corridor in a way that capital improvements cannot achieve on their own. Though development and redevelopment recommendations should be targeted and focused in location and use, they should also be adaptable to the ever-changing dynamics of the market.

Multiple development and redevelopment projects exist along the corridor, providing ample targeted opportunities to catalyze further private investment. Given the length of this corridor, it is not surprising that an array of development and redevelopment strategies are appropriate. As was described in *Section 4 - Public Engagement Summary*, the corridor is best understood by splitting it into three sections: west, central, and east. The idea that redevelopment projects are fitting in the western section, development projects in the eastern section, and a balance of development and natural area conservation in the central section will be apparent throughout the following recommendations and strategies. Land Use identified the general nature of the development and redevelopment opportunities, but the following subsection narrows in on some of their characteristics.

RECOMMENDATIONS

- 1 Promote and incentivize the development of the activity nodes along the Highway 402 corridor that align with transportation improvements and investments.
- 2 Develop large-scale developments at key locations along the Highway 402 corridor that incorporate place-based, environmentally friendly, and modern site development and building techniques.
- 3 Balance the clustered development of vacant or underutilized parcels with the preservation of natural open spaces, scenic land, and agricultural land uses that function as flood storage.
- 4 Permit and promote a variety of owner- and renter-occupied housing types to meet the needs of current and future Highway 402 residents, both in housing price and housing format.
- 5 Preserve, appropriately expand, and minimize intrusion into existing stable residential neighborhoods.
- 6 Capitalize on the corridor's strengths of open land, recreational resources, linkage and upcoming improvements to I-25 and its interchange with Highway 402, and the city's well-educated workforce to increase the corridor's economic development potential.
- 7 Develop and implement high quality building, site, and sign standards specific to the Highway 402 corridor that establish a sense of place, coordinate with the future land use plan, and encourage environmentally friendly and modern development patterns and elements.

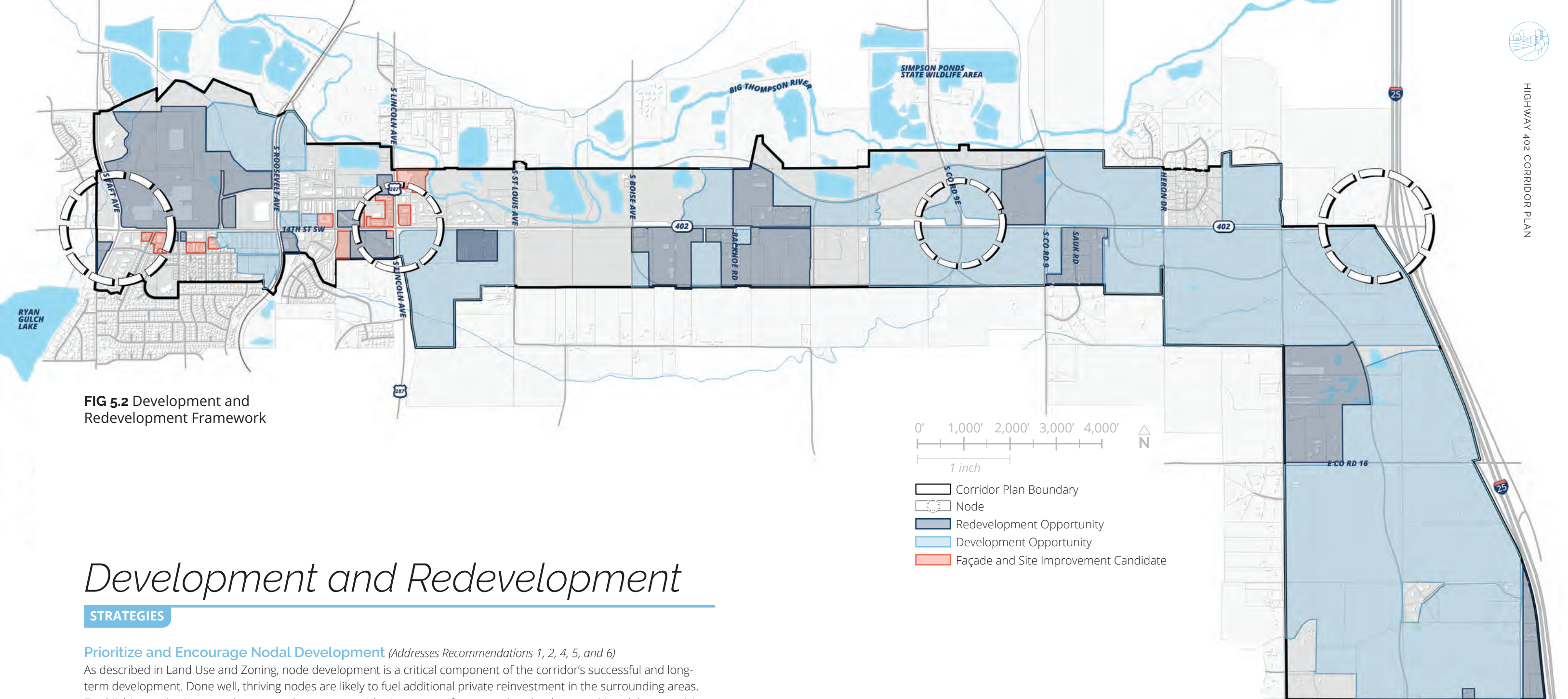


FIG 5.2 Development and Redevelopment Framework

Development and Redevelopment

STRATEGIES

Prioritize and Encourage Nodal Development *(Addresses Recommendations 1, 2, 4, 5, and 6)*

As described in Land Use and Zoning, node development is a critical component of the corridor's successful and long-term development. Done well, thriving nodes are likely to fuel additional private reinvestment in the surrounding areas. Establishing nodes is a complex matter that must consider interwoven factors such as land use, multimodal connectivity and access, aesthetics, identity, user experience, and more.

Four nodes should be developed along the corridor: two primary nodes and two secondary nodes. The primary nodes should be developed at (1) the southeast corner of Highway 402 and Taft Avenue (RMCIT) and (2) the southwest corner of the Highway 402 and I-25 interchange. The secondary nodes should be developed at (1) the intersection of Highway 402 and CR 9E and (2) the intersection of Highway 402 and US 287. What follows is an overview of the proposed development and/or redevelopment recommendations for each proposed node.

Data Sources: City of Loveland, Larimer County, and Ochsner Hare & Hare, the Olsson Studio



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Development and Redevelopment

Primary Nodes

1. Southwest Corner of Highway 402 and I-25

The development of this large, mixed use employment center, made up of approximately 1,100 acres, will likely be the largest development play along the corridor, and will be spurred on by the improvements to the Highway 402 and I-25 interchange. Major transportation-related improvements often attract higher traffic levels and private development; these improvements provide the corridor with a critical opportunity to anchor its eastern boundary and set the stage for new development and redevelopment along the corridor.

This intersection will serve as a major gateway into Loveland and should feature an attractive mixture of land uses, well designed open space, and architectural and/or artistic elements that display the history and character of the corridor, city, and county. Land uses within this node should include retail, office, flex space, light industrial/manufacturing, warehouse, hotels, and single and multi-family housing. The City of Loveland owns approximately 98 acres of land at the southwest corner of Highway 402 and I-25. It is recommended that the city retain ownership of the property to preserve this gateway location, attract developers and tenants, and avoid near-term low intensity incompatible land uses.

Within the commercial areas of this node, retail, office, and service uses are appropriate. Retail uses should include a power center housing major and junior anchor retailers. Despite the presence of a variety of national retailers nearby Highway 34, several national major anchors, junior anchors, and restaurants do not operate stores within the Highway 34 corridor and are candidates for tenancy within shopping centers to be developed in this node. The parcels at the southwest corner of Highway 402 and I-25 offer the necessary size, visibility, accessibility, exposure, presence within a commercial corridor, and township section-line corner location to support development of a power center housing major and junior anchor retailers. Smaller development sites, including those for uses such as gas stations, restaurants, and hotels should be planned as pad sites closest to I-25 (eastern and northern boundaries of the site).

Class A office space should be developed in proximity to the retail offerings; this sort of development does not require the same visibility levels that retail power centers demand, and therefore should be located off of the Highway 402 and I-25 frontage. The architectural style of the office buildings should complement the power center's architectural style.

The Business Park/Flex land use areas of this node are located south and west of the proposed retail and office developments. This area is envisioned to provide a variety of employment-related uses, including medical, research, technology, education, flex space, advanced manufacturing, logistics, bio-tech, high-tech services, and design services. The development of this business park should be treated with utmost care and design review, all to create a high quality, modern, amenity-rich campus environment. This development should be master planned, emphasizing modern building design, materials, parking, and lighting. Interconnectivity to shared amenities is also necessary in a development of this nature and quality. Natural and structural buffers should be used to maintain the stability and serenity of the adjacent residential uses. The business park's access to main roadways and I-25 will benefit this use as an employment center with a regional business and employee draw.

The Mixed Use land use areas of this node will act as a natural transition zone between high traffic and intensity commercial areas to the proposed and existing single family housing. Like its name suggests, the mixed use areas should include a wide variety of uses, such as retail, office, services, restaurants, and multi-family residential. Development should be in vertical, mixed use form when possible (residential and/or office on upper stories and office, retail, restaurant, or flex space on ground levels). This development format will increase the density of this area and foot traffic during all times of day. It is envisioned that the development will be "town center"- like, pedestrian-focused, and utilize shared parking (including parking structures).

Definitions

Class A Office Space:

The Building Owners and Managers Association classifies office space into three categories: Class A, Class B, and Class C. Class A office buildings have the "most prestigious buildings competing for premier office users with rents above average for the area". Class A facilities have "high quality standard finishes, state of the art systems, exceptional accessibility, and a definite market presence."

Junior and Major Anchor Retailers:

Anchor stores of a shopping center are the largest tenants in retail assets and typically draw the majority of the traffic to the center. Square footage of these stores can vary significantly. A Walmart Supercenter, for example, is a major anchor, normally 200,000 square feet. Junior anchors, on the other hand, typically vary between 15,000 and 30,000 square feet. Examples of such anchors are pet stores or office supply stores.



Development and Redevelopment

Primary Nodes (Continued)

1. Southwest Corner of Highway 402 and I-25 (Continued)

The Single Family Residential land use areas are purposely located and buffered from I-25 and the higher intensity commercial uses. It is important that single family housing not be located adjacent to Highway 402, but rather farther south and west, saving the land adjacent to the corridor for commercial-focused uses that require the high visibility and traffic levels that Highway 402 provides. Any new, single family residential development should blend with the existing single family residences within the corridor.

Finally, **this entire node should be master planned** so that green space, parks, trails, natural areas, and view corridors can be properly incorporated, and to guard against near-term incompatible uses or designs. Such amenities create an attractive environment for employees and residents. Given the size of this area, the creation of node-specific design guidelines is recommended to ensure an elevated building aesthetic, modern site amenities, a unique personality, and cultural features, such as public art. Ultimately, these high quality development features will work to create a sense of place and cultivate an identity for the node. Creating a master plan will also give foresight for utility infrastructure capacity/sizing planning. The current lack of utility infrastructure in the eastern end of the corridor will be a limiting factor for this nodal development.

Additionally, this node should also include environmentally friendly development practices, including the following techniques:

- Water efficient irrigation
- Habitat restoration
- Innovative stormwater management
- Local materials and suppliers
- Low-impact building materials
- Native and adapted plants
- Cool, reflective hardscape surfaces
- Increased tree and vegetative cover
- Energy efficient building design

2. Northeast Corner of Highway 402 and Taft Avenue (RMCIT)

The 177-acre RMCIT, while largely vacant, is a strong candidate for redevelopment with a mixture of employment (light industrial and office) and residential uses. Like the node at the interchange of Highway 402 and I-25, the RMCIT node will act as the western corridor anchor. The current campus consists of four buildings with a total of 811,757 square feet of office and manufacturing space. The former Aligent Technologies facility has garnered considerable tenant interest but remains largely vacant.

This campus' redevelopment will allow a unique identity to be crafted and to further modernize the western portion of the corridor – especially as this part of the corridor will consist primarily of new development. This node is envisioned to provide ample employment opportunities with proximate (and affordable) employee housing.

All land within this node is recommended as Mixed Use on Figure 5.1. Specific recommended land uses include high density multi-family housing, office space, and light industrial. Higher development densities are expected throughout this node, as well as buildings of different scales. Oftentimes mixed use developments feature residential on upper stories and retail space on the ground floor. But, due to changing retail trends, the bottom level of buildings within this node should not be limited to retail. Various uses must be considered, including office space, coworking space, studios, restaurants, gyms, and more. It must also be noted that townhomes or walk-up apartments – alongside apartments and condominiums – are also appropriate within this node, preferably within the northern portion.

All buildings and sites within the node must represent an elevated aesthetic, so that the developments are in concert. Connectivity (for vehicles and pedestrians) should be clear, with development taking a “park once” approach that allows visitors to walk between destinations within the node, rather than driving.

Due to the proximity of water bodies and natural areas, this node should be developed with a keen eye toward green space, active and passive recreation, and trail system connectivity. Site design should take advantage of water views. Opportunity exists for this node to be a prime example of environmentally friendly building methods and low impact development.

Given the current utilization of the existing buildings, it is recommended that this nodal development is phased to take advantage of the current leases, but also to prepare future, envisioned uses.



Development and Redevelopment

Secondary Nodes

1. Intersection of Highway 402 and US 287

The growth of this secondary node will provide more redevelopment opportunities, compared to the proposed secondary node at the intersection of Highway 402 and CR 9E, given the amount of existing development. This secondary node falls into the western portion of the corridor, and benefits from the existence of utility infrastructure. It should also be noted that the proposed land use patterns within this node closely align with the Loveland 287 Strategic Plan (2015).

The northwest corner of this intersection should include a mixture of commercial and light industrial uses. Due to the vehicular traffic volume along US 287, it is important that the property fronting US 287 remain as, and/or be redeveloped as, commercial uses. Commercial uses require the daily visibility that major roadways provide. South of Highway 402, US 287 normally has an average daily traffic count of nearly 22,000 vehicles, which equates to one of the most heavily traversed north/south connections along the corridor.

The northeast corner of this intersection should include a mixture of commercial and multi-family residential uses. The newer Waterford Place Apartments complex is a prime example of the building and site quality desired along the corridor. Opportunity exists to consolidate the commercial parcels fronting US 287, west of the apartment complex, to permit a larger neighborhood center/strip center development. Neighborhood centers typically range from 30,000 to 125,000 square feet and five to 20 stores, conveniently providing shopping and services for the surrounding neighborhood. Parking should be located behind the buildings and cross access should be provided to serve adjacent properties, and specifically the existing apartment complex to the east. The commercial developments should also meet high building and site quality standards, integrating visually appealing site landscaping and modern signage, and utilizing cross property access.

The southwest corner of this intersection also features some existing auto-related development. To achieve the highest and best use of this property, it is recommended that this corner be redeveloped into a neighborhood center/strip center development. This site's proximity to existing development and location on a "hard" corner of two heavily traveled roadways creates a key opportunity for commercial development. Like the northeast corner, keen attention must be given to building, site, and signage design to ensure the property's elevated aesthetic.

Finally, the southeast corner offers a large development opportunity – dissimilar from the other corners of this node. It is envisioned that a smaller community commercial center is developed. Community commercial centers typically range from 125,000 to 400,000 square feet and include anchor stores such as supermarkets, discount stores, or drug stores. This development will likely function as one of the last larger scale developments for travelers headed south along US 287 until reaching a more rural atmosphere. Multi-family residential development is envisioned east of this proposed commercial development, but still fronting Highway 402. This higher density residential development will act as a natural transition zone to the more rural and agricultural center portion of the corridor. Potential residential development formats include apartments, townhomes, and duplexes.

Single family residential is recommended south of the proposed commercial and multi-family residential uses. Residential development of this sort will add variety to the available housing unit types and costs along the corridor and will help coalesce a critical mass of patrons to support the recommended employment-related development. Such single family residential developments should be master planned in order to create an amenity-rich and desirable environment.

2. Intersection of Highway 402 and CR 9E

As a more central development opportunity, the intersection of Highway 402 and CR 9E should be developed as a neighborhood commercial and employment center. The northwest corner should feature commercial uses, such as a modern strip center development. Due to the floodplain's expansion, commercial development on this corner will be limited; as such, it should be limited to uses such as a small strip center or standalone restaurants and/or gas stations.

On the other hand, the northeast, southeast, and southwest corners should be developed as Business Park/Flex uses. These corners are envisioned to provide a variety of employment-related uses, including medical, research, technology, flex space, and light and advanced manufacturing. The development of this business park/flex should be treated with utmost care and design review, all to create a high quality, modern buildings and sites. Building design, materials, parking, and lighting should be held to a high standard. Lighting, in particular, should be "dark sky" compliant, which refers to lighting fixtures that minimize glare while reducing light trespass and skyglow, in the central portion of the corridor. The northeast corner will abut a mixture of uses to the east, which may include multi-family residences. Natural and structural buffers should be used to maintain the stability and serenity of the residential area.

Like the southwest corner of Highway 402 and I-25, this secondary node will require additional utility infrastructure to make development possible.



Development and Redevelopment

Strategically Assemble Property *(Addresses Recommendations 1 and 2)*

The consolidation of properties will be a critical step toward realizing some of the recommended development and redevelopment projects. Establishing larger areas of developable or redevelopable land will provide the added flexibility needed by private developers to develop profitable projects. The project and parcel size must meet the minimum size and area requirements of the zoning district in which the parcels are located.

For example, the proposed mixed use parcels on the southwest corner of Highway 402 and South Roosevelt Avenue may be more easily developed if combined into a single parcel. The burden of acquiring and combining each parcel may limit one's ability to develop the site, based on time and economic constraints. This strategy should be used sparingly by the city and should be prioritized for nodal development.

Redevelop Low-performing and/or Dated Properties *(Addresses Recommendations 1 and 2)*

The redevelopment of existing properties will largely be concentrated in the western and central portions of the corridor, given the dated style and, in some situations, low-performing nature of properties adjacent and in proximity to Highway 402. Redevelopment candidates (outside of the primary and secondary nodes) have been identified given their potential ability to affect change along the corridor and spur reinvestment because of their proximity to prominent, heavily traversed intersections, their widespread impact, and/or their ability to set the standard for development along the corridor. These candidates are identified on Figure 5.2.

Redevelopment projects must be required to fulfill the proposed Highway 402 Design Guidelines to ensure development best practices are being utilized. These best practices include, but are not limited to the following:

Modern and Environmentally Friendly Site Design Practices

- Reuse existing buildings where possible;
- Locate new buildings in a manner that minimizes impacts on nearby property;
- Use native plants;
- Incorporate rain gardens, bioswales, and pervious pavement;
- Use "dark sky" compliant exterior site lights where possible;
- Provide pedestrian and bicyclist site furnishings;
- Screen utility equipment;
- Limit the number of access drives per development and utilize cross access between properties;
- Incorporate landscaping along the right-of-way, within parking lots, and along the buildings' base; and
- Locate parking at the side or back of buildings where possible.

Modern and Environmentally Friendly Exterior Building Design Practices

- Provide roof overhangs for shading;
- Incorporate site-level, green energy infrastructure where appropriate;
- Limit building setbacks, except where view corridor would be encroached upon;
- Orient buildings toward the main roadway;
- Articulate building façades and roofs with interesting materials and textures;
- Maintain high levels of building transparency where appropriate;
- Clearly define building entries; and
- Screen roof equipment.

One redevelopment project of note is the light industrial redevelopment area between South Boise Avenue and CR 9E. Many industrial-focused businesses exist, but given the amount of land and dated nature of these properties, this area presents a key opportunity to achieve the highest and best uses in this area. North of Highway 402, this light industrial development is proposed within the 500-year floodplain, which is developable by right without additional floodplain-related regulations.

Development and Redevelopment

Develop Vacant Properties per the Future Land Use Framework

(Addresses Recommendations 3, 4, 5, and 6)

The corridor includes much undeveloped land. As such, development is a key growth strategy for the corridor. While vacant land presents great development opportunity, this must be balanced with the necessity to develop in line with market demand and forecast absorption rates. *Section 3 - Market Positioning Strategy Summary* outlines the corridor's forecast absorption through 2040 per development type. Healthy vacancy rates must be maintained within the city for each type of development.

The corridor's open/agricultural space is concentrated east of South St. Louis Avenue, with the exception of pockets of established single family residential neighborhoods. Much of the undeveloped land in the central portion of the corridor falls into the floodplain, which is a limiting factor to development. See *Appendix C Draft Floodplain Maps*. It must be noted that land within the floodplain can be developed; the property is simply subject to the floodplain development regulations in the Loveland Municipal Code. Acknowledging the limiting factor that the floodplain presents, as well as the public's (1) desire to maintain the rural and agricultural quality of the corridor and (2) affinity for the Big Thompson River and associated recreational opportunities, a significant amount of open space, agricultural, and parks and recreation land is proposed in the central portion of the corridor. On the north side of Highway 402, this land use designation predominantly follows the Big Thompson River and adjacent water bodies, creating an opportunity for recreational opportunities.

Recreational opportunities may include new parks, trails, water access, and complimentary commercial uses such as healthy food services, bike rentals, or public restrooms. While the Open Space, Agriculture, and Parks and Recreation land use category may be perceived as a hindrance to traditional economic development practices, it presents a unique economic development opportunity to capitalize on natural resources and the outdoor-focused culture that Loveland strives to provide.

Other notable development opportunities outside of the nodal developments previously discussed include a mixed use development between CR 9E and Heron Drive and additional single family residential development just east of the Paradise Acres neighborhood. The mixed use development should include a wide variety of uses, such as retail, office, services, restaurants, and multi-family residential. Development should be in vertical, mixed use form when possible (residential and/or office on upper stories and office, retail, restaurant, or flex space on ground levels). This development format will increase the density of this area and foot traffic during all times of day. It is envisioned that the development will be village-like and pedestrian-focused.

Additional single family residential development east of the Paradise Acres neighborhood will increase the number, variety, and cost of housing units along the corridor. These units will also help generate the critical mass of residents/employees to support the nearby employment-related development. This single family residential development should be master planned in order to create an amenity-rich and desirable environment.



Development and Redevelopment

Pursue Removal of the South Side of Highway 402 from the 100-Year Floodplain

(Addresses Recommendation 3)

The Big Thompson River 100-year floodplain maps – see *Appendix C Draft Floodplain Maps* – are in draft form and have been reviewed by FEMA. The floodplain maps will not be formally adopted by FEMA until 2020, though this Plan assumes that this formal adoption by both FEMA and the City of Loveland will take place.

Simply raising Highway 402 to remove the roadway (and the property to the south of Highway 402) from the 100-year floodplain is not possible due to various legal consequences placed on the property owners north of Highway 402 and would require substantial environmental permitting and mitigation requirements. As such, a feasibility study is required to determine what improvements would be necessary between US 287 and CR 9E to remove the floodplain from the south side of Highway 402. Various improvements should be explored, including raising or lowering roadways (South St. Louis Avenue, South Boise Avenue, CR 9E, and/or Highway 402), enlarging bridges (along South St. Louis Avenue, South Boise Avenue, or CR 9E), widening the Big Thompson River channel corridor, or various combinations thereto. Each option must be modeled to hydraulically prove that the solution is valid within FEMA regulations. Such a study would be costly and require much coordination between city departments.

Following a feasibility study, and to actually remove the south side of Highway 402 from the floodplain, a large-scale design and construction project must be planned, funded, and constructed. Preliminary estimates of this project's cost range from \$60 to \$80 million. The project must be completed prior to applying to FEMA to remove the floodplain from the south side of Highway 402.

It must be noted that existing development along the south side of Highway 402 is “grandfathered” in as is and not subject to the 100-year floodplain development regulations, until such time that the property is leveled, redeveloped, or existing buildings are expanded. Additionally, the light industrial uses proposed south of Highway 402 within the floodplain can still be constructed so long as they are designed and constructed in accordance with the floodplain development regulations and one of the following two requirements is accomplished: (1) raise up the ground so that the lowest opening elevation of any new structure, plus the area within 15-feet of the new structure, is 1.5-feet above the 100-year water surface elevation of the Big Thompson River; or (2) flood proof any new structure to a point 1.5-feet above the 100-year water surface elevation of the Big Thompson River.



Development and Redevelopment

Use the Economic Incentive Fund to Encourage Corridor Development

(Addresses Recommendations 1, 2, 3, and 6)

The Loveland City Council created an Economic Incentive Fund that is part of the City of Loveland Incentive Policy, adopted in October 2017. The fund has an annual budget of \$250,000 that can be used – on a case-by-case basis – to provide incentives to companies when an extraordinary circumstance warrants it and/or when a public purpose has been identified. An incentive can be considered prior to a business making a location decision if there is proof the location would make an economic contribution to the community. Note that, at the time of this document's creation, the Economic Incentive Fund currently includes approximately \$350,000.

The city can provide development incentives to entities that encourage investment, including expedited permit review and sales tax rebate, as well as additional incentives determined on an individual basis. Such incentives are explained below.

Given the City Council's priority to cast vision for the Highway 402 corridor, incentives from the Economic Incentive Fund should be prioritized for the corridor, especially for nodal developments that can concentrate necessary public investments (such as utility infrastructure). By doing this, the development community's perception that the city has high development impact fees can be mitigated. The City of Loveland's impact fees are no higher than the average levied across the North Front Range region, but perception holds much weight. This perception creates a barrier for construction, which is a critical constraint facing the corridor.



Expedited Permit Review:

The City of Loveland will offer a "Rapid Response Team" and an expedited review process to facilitate the efficient review of the proposed project for qualified businesses.



Sales Tax Rebate:

The city will consider on a case-by-case basis a rebate of a portion of the city sales tax collected by the retailer. Redevelopment sites and/or sites identified in an approved plan (e.g., Loveland 287 Strategic Plan) may receive additional consideration.



Additional Incentives:

The Loveland City Council will consider additional types of requests from primary employers or retail operations on a case-by-case basis. The City Council may alter this policy at any time. Applicants are encouraged to contact the Economic Development Director for more information and a copy of the current policy at the time of application.



Development and Redevelopment

Promote Façade and Site Enhancements

(Addresses Recommendation 7)

Façade and site enhancements - rather than complete development or redevelopment - can have a dramatic effect on the aesthetic and economic value of a building. Repairs and replacements are necessary for many corridor structures. The façades and sites in need of aesthetic enhancements are shown in Figure 5.2 Development and Redevelopment Framework, as they should be understood alongside development and redevelopment projects. Examples of repairs and replacements needed for corridor properties include the following improvements:

- Exterior painting, re-siding, or professional cleaning
- Restoration of exterior finishes and materials
- Removal of architecturally outdated or incompatible exterior finishes and materials and the introduction of modern finishes and materials
- Repair or replacement of windows and doors
- Installation or repair of canopy or awning
- Installation or repair of exterior building and freestanding signage
- Removal of pole signs and introduction of shorter, monument signs with decorative bases
- Exterior lighting improvements to the building and paths leading to the building
- ADA accessibility improvements on site and to the building
- Addition of building landscaping, including base plantings
- Addition of site landscaping, including parking lot screening and parking islands
- Reduction of impervious paving and vehicular access points
- Introduction of site furnishings and amenities

While individual façade and site enhancements can be beneficial, they are most effective when a coordinated effort is undertaken to improve the condition of a larger area. A coordinated effort is more likely to increase and sustain property values, increase visitor traffic and sales, protect investments, and stabilize the affected area.

Develop Design Guidelines for the Highway 402 Corridor

(Addresses Recommendation 7)

Once more, it is important to discuss the value of the proposed Highway 402 Corridor Design Guidelines, which could be implemented through an overlay district. The design guidelines should go above and beyond what typical development standards require.

While a streetscape enhancement plan should be developed for Highway 402, the proposed Highway 402 Design Guidelines should focus on private property, which currently is negatively affecting the aesthetic of the corridor.

With proper guidance on architectural character, site design, and signage, the corridor is poised to become a modern, urban thoroughfare and hub of activity within the City of Loveland.



Design guidelines for private property along the corridor will ensure that building design and materials are of a high quality, and that sites cater to all users. Design guidelines do not need to be prescriptive; it is important to infuse flexibility into the guidelines.



Transportation

To maintain the long-term viability of the corridor, development and redevelopment will play a key role in defining the character of the area while, supporting demand of improved access for all transportation users. Residents have expressed concerns with the existing transportation network regarding traffic congestion and the safety implications of all users. These concerns will only increase as the corridor is further developed, unless necessary enhancements are made.

Due to the presence of several lakes and the area's regional airport, there are limited opportunities for consistently and unconstrained movement throughout the city. Specifically, the Big Thompson River and surrounding floodplain present a similar obstacle to connecting and developing the corridor. As the I-25 interchange nears completion, development pressures will follow, making north-south and east-west connections more critical. In order to efficiently connect new development to the existing urbanized area, investments should be concentrated around the identified activity nodes.

Loveland's proximity to plentiful outdoor activities makes the community an attractive location for tourists and locals, both of which expect access to high quality recreation. Maintenance of these expectations must be considered as the corridor develops east to I-25. Given the amount of developable land, future construction must be done mindfully to ensure the expectation of regional access to transit connections, recreation, housing, and employment are not just maintained, but enhanced. When done properly, the corridor's improvement would increase the value of the areas adjacent to the corridor while becoming an important resource and destination for the entire Loveland community.

NOTE: This is a planning-level document and the dimensions shown within this section are for illustrative purposes only. Final decisions on lane widths, median widths, sidewalk locations, turn lanes, and other roadway details will be made during design.

RECOMMENDATIONS

- 1 Construct the locally preferred roadway alternative for Highway 402 in collaboration with the updated I-25 interchange.
- 2 Accommodate for projected 2040 horizon year traffic volume increases and future additions to the roadway network within the corridor.
- 3 Enhance the transit network throughout the corridor as development progresses and pedestrian movement and volumes follows.
- 4 Develop a wayfinding system to support the movement of all users within the built and natural environment to attractions, amenities, and businesses throughout the corridor.
- 5 Maintain, enhance, and grow the existing bike and pedestrian network throughout the corridor.
- 6 Evaluate existing utility infrastructure along roadway improvement corridors and areas recommended for development and redevelopment.



Transportation

STRATEGIES

Provide Additional Access within the Corridor via North-South Roadways, Internal Circulator Roads, and Future Technologies

(Addresses Recommendations 1 and 2)

One of the primary requirements before the corridor can be successfully developed is to provide adequate connectivity citywide, as well as within the corridor itself to ensure residents, employees, and tourists can move about freely to access daily needs. With the Boyd Lake extension northward through the anticipated developments adjacent to the interstate and across Highway 402, residents to the north are no longer limited to I-25 or US 287 to access the central part of the corridor. The addition of the central area circulator roads provides alternatives for those not wanting to use Highway 402 for every trip made within the corridor. The circulator to the north of Highway 402 also provides an opportunity to experience the natural viewsheds of the Big Thompson River along the proposed scenic byway.

As technology progresses, integration of new modes, such as connected vehicles (meaning vehicles that communicate with nearby vehicles and infrastructure) and automated vehicles (meaning vehicles that operate with varying degrees of autonomy with varying degrees of driver dependence) should be considered as connections are facilitated. Specifically, the circulator roads are potential opportunities for autonomous vehicles. These roads could have more constraints and focus less on moving a larger number of cars through the corridor than what is expected for Highway 402.

Prior to the spread of autonomous vehicles, ridesharing services provided by transportation network companies, such as Uber, make it critical to accommodate expanded curb space for the increase in passenger pick-ups and drop-offs.

Improve Access Management Along the Corridor

(Addresses Recommendations 1 and 2)

Excessive numbers of access drives and public streets can create vehicular safety issues, increase congestion, limit pedestrian walkability, and discourage cross-access drives between properties. Access management standards are intended to benefit all users by improving safety, setting a high standard of design, and encouraging a more functional and physically connected corridor. The following statements should be considered to properly manage access as Highway 402 is improved east toward I-25.

- Set separation guidelines between access drives and public streets
- Encourage side street access and shared access drives between properties
- Encourage cross-access between properties and eliminating unnecessary access points

As stated in *Section 1 - Introduction*, CDOT and the City of Loveland are in the process of conducting the Highway 402 Access Control Plan (ACP), which is expected to be completed by the end of 2019. The ACP will produce a methodology defining assumptions and principles to develop access configurations and conditions. The level of access will be noted on each of the identified access point or proposed shared or relocated driveways. Figure 5.3 begins to illustrate the potential location for signalized and unsignalized intersections along the improved Highway 402 and the Boyd Lake extension. Signalized intersections would be considered approximately every half-mile and unsignalized, full access intersections on a quarter-mile basis. Eventually, as the ACP considers appropriate signalization strategies and intersection locations, the recommendations of this Plan should be considered and feature coordinated solutions, as appropriate.

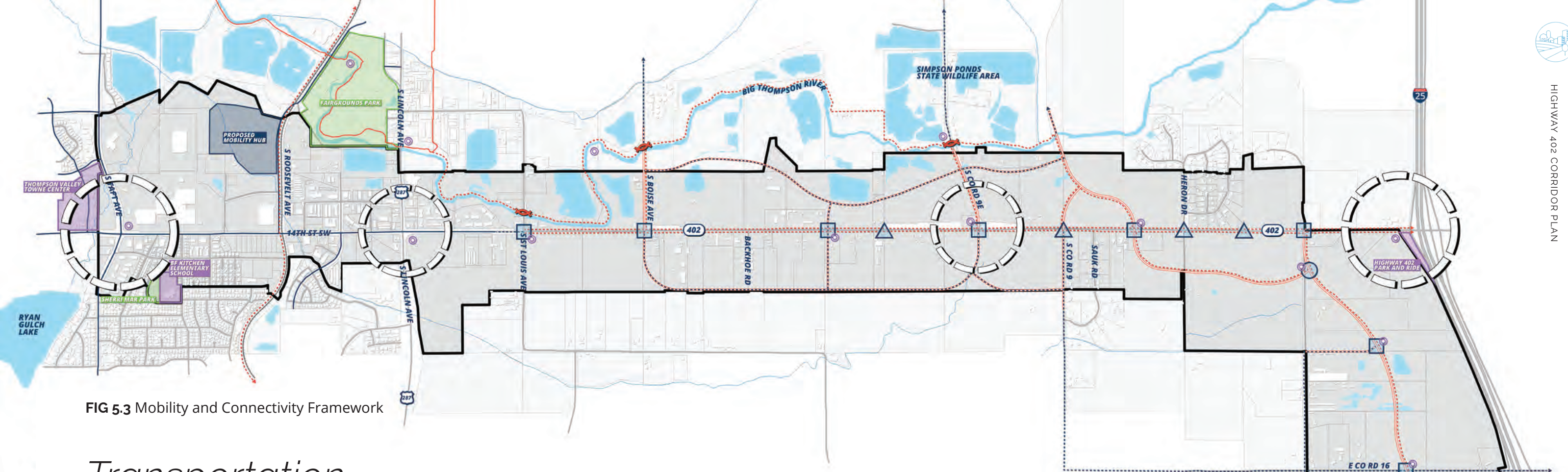


FIG 5.3 Mobility and Connectivity Framework

Transportation

Widen Highway 402 Alongside Utility Improvements *(Addresses Recommendations 1, 2, 3, 5, and 6)*

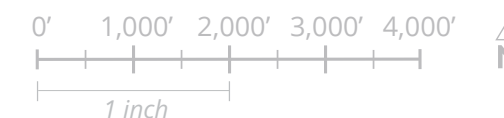
While there is consensus Highway 402 should be modernized and widened to accommodate for anticipated growth in traffic volumes, how the highway is widened is still undecided. This topic is further complicated by the anticipated change in ownership of Highway 402 from CDOT to the City of Loveland. Currently, CDOT owns the right-of-way along Highway 402 from US 287 to the I-25 interchange. However, the city controls the roadway within the western portion of the corridor from US 287 to South Taft Avenue. Discussions are still ongoing to determine if, when, and how much it will cost for Loveland to take control of the rural portion of Highway 402. As negotiations continue between the two parties, efforts were made to improve the preferred roadway alignment defined in the Environmental Assessment (EA) (see discussion on this in *Section 1 - Introduction*).

In Figure 5.4, existing and proposed roadway sections are illustrated. Compared to the recent EA, several modifications have been made to accommodate for additional users, while expanding utility easements. The general layout proposes an urban roadway with curb and gutters to handle stormwater. The maximum right-of-way of 150 feet includes 60 additional feet dedicated for utility easements. Two thru-lanes are proposed in each direction with a landscaped median and cutouts for left turn access at intersections. The sections include expanded buffers between motorized and non-motorized users to safely accommodate all users of the transportation network. Dedicated, multi-use paths are proposed on both sides of Highway 402.

Finally, a 35-foot water and wastewater easement is expected to the south of the right-of-way, and a 20-foot general utility easement to north. Water and sewer are restricted to only the south side of the corridor. In the event Loveland takes control of the remaining eastern section of the corridor, utilities could be included in the city's right-of-way. If circumstances stay as is, the City should begin procuring easements outside the right-of-way prior to installing any new utilities.

- Corridor Plan Boundary
- Proposed Features**
 - Node
 - Potential New Roadway
 - Potential New / Improved Signalized Intersection
 - Potential Unsignalized Full Access Intersection
 - Potential Limited Access Intersection
 - Proposed Bike Lane
 - Proposed Multi-Use Path
 - Potential Trail Underpass
 - Proposed Pedestrian Wayfinding
 - Proposed Mobility Hub
- Existing Features**
 - Existing On-Street, Unprotected Bike Lane
 - Existing Trail
 - Existing Park
 - Existing Place of Interest

Data Sources: City of Loveland, Larimer County, and Ochsner Hare & Hare, the Olsson Studio





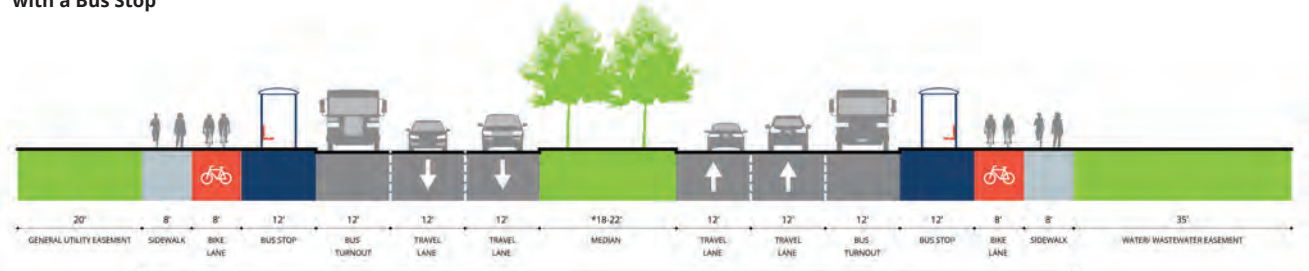
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Transportation

FIG 5.4 HIGHWAY 402 ROADWAY SECTIONS

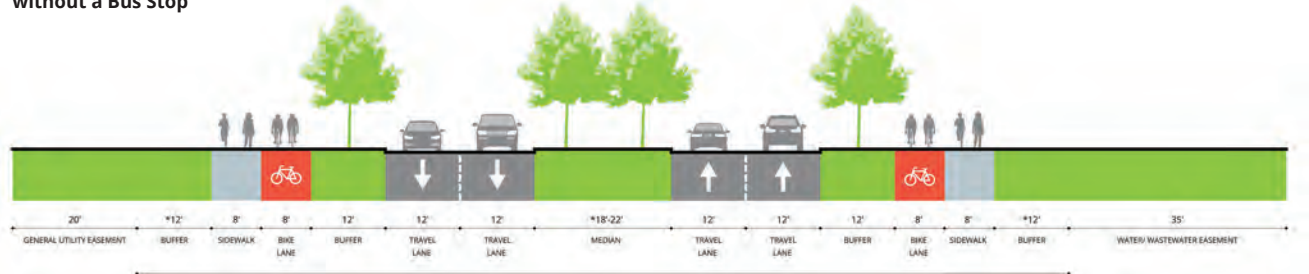
Proposed Highway 402 Section with a Bus Stop



***150' RIGHT-OF-WAY**

*Minimum, can vary

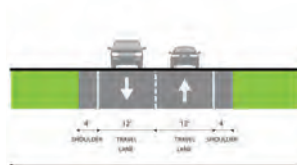
Proposed Highway 402 Section without a Bus Stop



***150' RIGHT-OF-WAY**

*Minimum, can vary

Existing Highway 402 Section



60' RIGHT-OF-WAY

Opportunities to coordinate bike and pedestrian facilities with enhanced bus stop amenities can improve user experience by incorporating an additional buffer from vehicular traffic.





Transportation

Expand Transit Options and Plan for the Regional Mobility/Transit Hub

(Addresses Recommendation 3)

As the corridor develops closer to the I-25 interchange and throughout the entire corridor, the opportunity to expand transit increases in viability. By considering transit in the early stages of planning, it can be implemented as a coordinated effort alongside proposed developments, redevelopments, land use considerations, and aesthetic enhancements. While this Plan does not make specific recommendations on new bus stop locations, alignment alternatives, and operation plans, guidelines are provided for these matters that should be considered as the corridor develops. Currently, the only multimodal transportation option in the eastern area of the corridor is the CDOT Park-N-Ride lot. Most days, the lot nears capacity, resulting in a larger planned lot alongside the construction of the redesigned Highway 402 interchange. There will also be a new interchange constructed at CR 16, meaning future development patterns may force the existing Park-N-Ride lot to the south. Whenever the Park-N-Ride lot is located long-term, ensuring it is highly accessible to riders and fixed route services is critical. Additional amenities at the expanded lot will be increasingly important once fixed route service reaches the area. In the meantime, accommodations such as shelters, benches, trash receptacles, bike parking, Wi-Fi connection, surveillance, and lighting would make the site more welcoming to users and lessen any deterrents to using the Park-N-Ride lot.

While current transit options emphasize coverage over frequency, opportunities exist within the corridor's service delivery area to enhance passenger experience. Fixed routes operating in Loveland are currently unidirectional. By offering a bidirectional route, riders would have a more intuitive route alignment to allow for quicker travel times.

Bus stop infrastructure is also included in the updated Highway 402 roadway section (Figure 5.4). Although specific locations for stops have yet to be determined, it is expected that bus turnouts would be made available along the improved Highway 402 approximately every half-mile or where deemed necessary. The placement of bus stops can impact both riders and drivers. By locating stops on the far side of the intersection, past the intersection signal, there is additional right-turning capacity at the intersection, reducing travel time by avoiding red lights and encouraging riders to use crosswalks, versus a mid-block stop. Enhanced bus stop amenities would then be concentrated at the proposed activity nodes along Highway 402. In addition to integrating the adjacent multi-use paths with the bus stop infrastructure, features such as real-time arrivals, expanded shelters and benches, trash receptacles, bike storage or bike share should be explored to further increase the convenience of corridor transit riders.

Finally, the longer-term vision of the corridor also considers a mobility hub west of South Roosevelt Avenue and the adjacent railroad. A mobility hub is a transit center that places greater emphasis on integration and convenience for users. The mobility hub would provide numerous transportation connections to local transit routes, proposed bike and pedestrian trails, and potential commuter rail route. Other alternative services may include rideshare, e-scooters, bike share, car share, and bike parking. The mobility hub should be considered alongside other proposed land uses, including office, residential, and retail to ensure it adds to the vibrancy and interconnectivity of the corridor.

What is a Mobility Hub?

A mobility hub is a scalable concept and place where numerous modes of transportation come together and interact with a live, work, and play type environment. Mobility hubs provide opportunities connections between jobs and promote economic investment by attracting additional residents, offices, and retail space. Along with concentrating these uses, mobility hubs can provide amenities to allow for optimum walkability. Accommodating for a sense of place with public spaces such as area parks, amphitheaters, farmers' markets, and art installations is also critical to making the mobility hub a regional attraction for people and boost the overall user experience. By integrating regional transportation options with dense mixed use development, the immediate area surrounding the mobility hub becomes a gathering place for the community and supports modern development practices.

Transportation

Enhance the Walkability of the Corridor

(Addresses Recommendation 5)

Much like the existing bike pathway network, the sidewalk network is lacking infrastructure east of South St. Louis Avenue. According to the Larimer County Urban Area Street Standards, sidewalks should be included on both sides of the street, except for rural roads or qualified affordable housing projects in Loveland. Sidewalk width is set at six feet for roads classified as major collectors or greater, and five feet for minor collectors and local roads.

Sidewalk gaps are illustrated in Figure 2.17. Major gaps in the sidewalk system are considered at the following intersections:

- Highway 402, from US 287 to I-25
- US 287, south of Highway 402
- South St. Louis Avenue and 8th Street SE
- South Roosevelt Avenue
- CR 9E, north of Highway 402

As Highway 402 and its associated connectors are redesigned, pedestrian access should be accommodated on each side of the roadway section. Proper pedestrian crossing infrastructure should also be implemented with each new and/or improved crossing recommended in this Plan. Having visible pavement markings, fully ADA-accessible paths, and sufficient pedestrian-level lighting will make it easier for motorists to see pedestrians and allow pedestrians of all abilities (including those who use a wheelchair and/or a mobility assistance device) to safely navigate the corridor.

Increasing walkability throughout the corridor can also be achieved through responsible land development. The previous recommendations, once implemented, will improve the safety of pedestrians moving within the corridor. However, additional efforts must be made to ensure the newly developed spaces are areas pedestrians enjoy walking through. Building an identity for the corridor where high quality design standards are enforced and where public art, open space, and a variety of uses are never far away will incentivize people to walk versus driving. It is critical that developments provide access to adjacent sidewalks to provide convenient access. Having these multimodal transportation choices available to residents will positively contribute to both the health and well-being of the area's residents and the long-term viability of the corridor.

Implement an Integrated Wayfinding System

(Addresses Recommendation 4)

Figure 5.3 establishes potential locations for pedestrian wayfinding, based upon recommendations from this section, as well Aesthetics and Quality of Life. Providing guidance and directions to access recreational areas could be an initial goal of the wayfinding system. As the corridor continues to develop along Highway 402 and I-25, additional wayfinding locations could be installed as new destinations are created. The Big Thompson River Corridor Master Plan proposed trailhead locations along the river that are considered wayfinding and could be incorporated into a corridor-wide wayfinding system. Locations outside of the Big Thompson River corridor should be located near concentrations of pedestrians and bicyclists, such as future parks and recreation areas or mixed use establishments near the proposed nodes.

The potential wayfinding locations are described as follows:

Proposed Big Thompson River Trailheads:

- Near Fairgrounds Park
- Near US 287
- West of South Boise Avenue
- Near CR 9

Proposed Highway 402 Pedestrian Wayfinding:

- South Taft Avenue (near the primary node)
- US 287 (near the secondary node)
- Open space near South St. Louis Avenue
- Open space west of CR 9
- CR 9 (near the secondary node)
- Near the future Boyd Lake extension
- I-25 Park-N-Ride lot (near the primary node)

Proposed Boyd Lake Extension Wayfinding:

Several opportunities along the expected first phase of commercial development.

While these initial areas for wayfinding outline general locations, a comprehensive wayfinding study should be performed prior to implementation to ensure the ultimate locations are best serving the public. The ultimate wayfinding system should address communications at both the pedestrian and vehicular levels.



Transportation

Enhance the Bike and Pedestrian Pathway Network within the Corridor

(Addresses Recommendation 5)

Proposed enhancements to the bike and pedestrian pathway network reflect the community's desire to access recreational facilities and improve safety along heavily traveled corridors. Recommended paths are illustrated on Figure 5.3. The existing multi-use soft surface trails along the railroad and the Big Thompson River are a foundation of the enhanced bike and pedestrian network, enhancing existing connections while providing new linkages to the proposed mobility hub and Big Thompson River corridor.

These soft surface trails exhibit a natural look and feel, with lower construction costs than a concrete or asphalt trail. The purpose of these trails would be primarily for recreational users, whereas the Highway 402 multi-use paths would be more conducive for commuters and access to locations along the corridor. Due to the proximity to vehicular traffic and density of development, bicyclists and pedestrians along Highway 402 have dedicated lanes. In addition to a substantial buffer from the vehicular travel lanes, the roadway sections, described on page 110, have identified an eight-foot wide space for pedestrians and eight-foot wide space for bicyclists on both the north and south sides of the Highway 402 section. Micro-transit users could also use the designated bike lanes.

By using pavement markings, such as colored treatments and signage, pedestrians and bicyclists can share space without fear of incursion. The marked paths also serve as a visual indicator to vehicular traffic to be aware of non-motorists using the corridor.

While these three major multi-use path segments along the railroad alignment, Highway 402, and the Boyd Lake extension will offer a consistent bike and pedestrian pathway network throughout the corridor, additional north-south multi-use path connections are recommended along South Boise Avenue, CR 9, and the Boyd Lake extension. Providing consistent connections in all directions of the corridor maintains consistency for users while increasing access.

The only proposed areas with on-street facilities are the circulator roads and the northern scenic byway in the central area of the corridor, as well as the collector roads feeding into the proposed development along I-25. These roads are expected to experience less traffic volumes when compared to the predicted growth in traffic for Highway 402. These on-street bike lanes would better connect the various land uses within the corridor, but also connect to the recreational areas along the Big Thompson River. Proper transition areas would be necessary to connect with pedestrian underpasses proposed for the soft surface trails along the Big Thompson River.

Expanding bike and pedestrian facilities in the corridor continually enhances and maintains the high quality of life residents enjoy. These types of transportation options help to maintain the talented workforce living in Loveland currently, but also attracts new residents and supports the growing tourism economy. Bike and pedestrian enhancements, alongside development at key nodes, makes traveling within the corridor without a car much more realistic for all user types.



Colored pavement materials are useful in separating bicyclists from pedestrians in a shared space.



Adequate pavement markings and tactile surfaces help in identifying space for all users.



Along some stretches of Highway 402, existing sidewalks are given generous buffer space and street trees between pedestrians and vehicular traffic.

Utilities

The Highway 402 corridor must be adequately serviced with utilities for development and redevelopment to occur. Without the necessary utility infrastructure in place, the central and eastern portions of the corridor will struggle to achieve the vision laid out in this Plan. As described in *Section 2 - Current Conditions* and illustrated on Figure 2.19, utility infrastructure is concentrated in the western portion of the corridor with a lack of infrastructure in the eastern portion primarily from South St. Louis Avenue to the interchange of Highway 402 and I-25, and south along I-25 to Highway 60. This utility limitation places constraints on development in the areas without power, wastewater services, water, or broadband. Significant development opportunities exist in the areas not currently served by city utilities, which with proper utility infrastructure in place, will provide balance with those areas preserved for open space, agriculture, and parks, where the level of utility demand is reduced.

Although construction of utilities can happen incrementally as development traverses from developed areas into undeveloped areas, challenges along the corridor may require larger upfront capital investments. Such challenges include:

- portions of the corridor's future wastewater service cannot be gravity fed and require the use of a lift station and force main to provide service;
- the floodplain may restrict development in the central portion of the corridor;
- the presence of agreements between the city and property owners near the east end of the corridor to provide wastewater service; and
- the higher market demands adjacent to the new Highway 402 and I-25 interchange when construction is complete.

Although the floodplain influences development decisions in unique ways, the ability to implement underground utilities will not be impacted by the floodplain and thus is not a consideration for where future utilities could be located within the corridor. The exception to this is the proposed wastewater pump station that will be located near the northwest corner of Highway 402 and CR 9E. Any aboveground portion of this station would require protection from the base flood elevation to ensure the equipment would not be submerged during a flood event.

The largest implication on corridor utilities is the 2008 agreement between the city and the owner of two large properties in the eastern portion of the corridor. The agreement focuses on the provision of wastewater infrastructure to service the parcels, but no development plans for these parcels have been submitted as of the writing of this document.

The cost to provide the wastewater infrastructure to these properties only is approximately \$7 million, compared to the total estimated cost of \$17 million to provide service along the entire corridor (2018 value). The timeframe to provide wastewater service, as set forth in the agreement, is aggressive, leading to potential financial and construction difficulties. In fact, it may be impossible to obtain funding, procure easements, design, permit, and construct the requisite infrastructure in the allotted time period. If CDOT were to permit wastewater utility infrastructure within the existing Highway 402 right-of-way, the agreement's likelihood of success would increase. Historically, CDOT does not prefer this approach.

In addition to wastewater, to supply the east end of the corridor with sufficient water service would cost an estimated \$8 million dollars. There could be some phasing for the water utility to alleviate costs by using existing Little Thompson Water District infrastructure with interconnects and master meters between the systems. However, this would be an interim solution only until long-term infrastructure could be constructed, which would require funding streams beyond what Loveland Water and Power can provide, such as a corridor improvement/financing district or other citywide funding streams.

Lastly, a large portion of the corridor does not have electrical service provided by the City of Loveland's Water and Power utility, and instead relies on the rural service provider. As this corridor develops from west to east, a significant investment in electrical service will also need to occur to bring these properties under the city's utility. It is assumed that the electrical service will be converted from the existing overhead power to underground service.



Utilities

RECOMMENDATIONS

- 1 Align utility infrastructure with the proposed roadway network and cross section to (1) ensure appropriate space within the right-of-way for utility infrastructure, and (2) provide adequately sized utility services to support proposed developments' density along the entire corridor. **Right-of-way or easement acquisition should occur with the utmost urgency** to ensure investments in utilities can be made to ultimately serve the entire corridor and are not forced into existing right-of-way that will have to be relocated in the future at additional expense.
- 2 Facilitate future commercial, residential, industrial, business park, and mixed-use development, especially at proposed major development sites such as the southwest corner of Highway 402 and I-25, by improving the corridor as an urban-scale major arterial with underground utilities including power, water, wastewater, natural gas, telephone, and high-speed cable.
- 3 As development is proposed, require developer-financed utility installation to minimize financial impacts to the city. Given the scope of construction required, this may be a financial burden to many developers that, without significant density and size, would struggle to have an acceptable return on investment.
- 4 Explore opportunities for renewable energy infrastructure and green infrastructure within the corridor to illustrate Loveland's commitment to the environment, decrease the city's reliability on gray infrastructure and fossil fuels, provide a visual reference of the community's values, and economically support increased incorporation of renewables into the Loveland Water and Power energy portfolio.

STRATEGIES

Expand and Complete Utility Connections in Line with Proposed Roadway Alignments and Improvements *(Addresses Recommendation 1)*

Note: Should the large property owner come forward to request wastewater infrastructure, the city would be required to respond, thus not being able to wait for right-of-way to be purchased nor Highway 402 to be redesigned (including the funding to be acquired for the redesign and the actual construction work). This strategy focuses on the most cost effective and least disruptive way to install utilities along the corridor, but it must be acknowledged that the agreement with the large property owner could supersede this strategy due to the previous time commitments made.

When possible, new or expanded utilities should be constructed in their ultimate locations along the corridor and sized adequately to serve future demands. Where utility infrastructure currently exists, the condition and capacity of the existing utilities should be evaluated to ensure the network can adequately service the redevelopment projects within the incorporated area of the corridor. Where utility infrastructure does not exist, appropriately sized utility corridors should be allocated adjacent to proposed right-of-way prior to any roadway (Highway 402 or north/south connectors) improvements, or within right-of-way when appropriate, to ensure utility infrastructure is appropriately sized to service proposed development. Along Highway 402, it would be ideal to allocate a 35-foot water/wastewater easement on one side of the roadway and a 20-foot general utility easement, serving power, communications, and gas, along the other side.

Utility improvements on private land would require conversations with private utility providers to identify potential conflicts and with private property owners to coordinate utility easements. Further, collaboration between the City of Loveland and Larimer County is critical as the corridor is a mix of incorporated and unincorporated areas. Fostering this open dialogue between the city and county will allow all departments to identify gaps in service, prioritize capital improvements, and advocate for and seek necessary funding.

Utilities

Support Key Nodal Development Areas through Properly-Placed and Prioritized Utility Connections

(Addresses Recommendations 2 and 3)

Four nodes are recommended along the corridor:

- Southwest corner of Highway 402 and I-25
- Northeast corner of Highway 402 and Taft Avenue (RMCIT)
- Intersection of Highway 402 and CR 9E
- Intersection of Highway 402 and US 287

Although connecting the entire corridor with utility infrastructure is desirable, utility infrastructure supporting the nodes is critical. *Section 3 - Market Analysis* states that these nodes have the greatest potential for development given their site characteristics and location. Nodal development is also preferred, per the public engagement findings. The importance of these nodes necessitates the public investment in utility infrastructure. While the proposed node at the RMCIT is already well-served, the most critical utility connection is the proposed node at the southwest corner of I-25 and Highway 402.

The capacity of the utilities necessary for nodal and other development along the corridor depends on the density and type of development being proposed. However, wastewater infrastructure to I-25 has been preliminary costed out to understand the investment necessary to provide utility connections, as previously described, and the cost for water is based on sufficient pipe sizes for ultimate corridor demand including the fire flow necessary for commercial buildings. The costs associated with wastewater infrastructure consider the following:

- Engineering and support during construction
- Permanent easement acquisition
- Deep wastewater pipelines
- Dewatering for the applicable length of pipeline (due to the depth of pipes needed)
- New lift station

Once the development type and density are decided, the necessary utility capacity to accommodate the site would then be determined as those factors would influence the cost of installation. Although utility infrastructure would be an upfront cost at the nodes, the presence of utilities at these catalyst sites in the central and eastern ends of the corridor would stimulate additional private investment into the areas between and surrounding the key nodes, creating a positive ripple effect throughout the corridor.

Facilitate the West to East Connection and Continuity of Development along the Corridor by Installing Utilities at a Central Location along Highway 402

(Addresses Recommendation 2)

Section 3 - Market Analysis highlights three key areas to focus development, one of which is in the central part of the corridor at the intersection of Highway 402 and South Boise Avenue. This area is identified as being ideal for a less intensive employment center featuring business park and light industrial uses. Although the development sites at the east and west ends of the corridor are higher priority than the central sites, a centrally located development could spark development across the corridor to start bridging the gap in development from South St. Louis Avenue to I-25.

By having three key development drivers located in all parts of the corridor – west, central, and east – the cost of providing utilities per development will lessen as development fills in the gaps currently seen east of South St. Louis Avenue and west of I-25. The eastern and western developments will anchor and define the corridor, but the central area must still be prioritized to ensure the lack of utility infrastructure does not remain such a barrier to development if development at I-25 and Highway 402 is slow to occur. However, if development occurs first at I-25, then the central part of the corridor would receive utility connections as they would pass through this area to reach the I-25 development.

The ultimate goal is for developers and development projects to work cohesively to facilitate the desired construction along Highway 402. Ensuring development occurs at the central part of the corridor is important, and it should not be ignored. However, the reality is that any development near I-25 would result in utility infrastructure within the central part of the corridor. This would eliminate a large development barrier presently facing the entirety of the corridor, and naturally spark development centrally.



Utilities

Continue the Practice of Development Agreements, Annexation Agreements, and Impact Fees to Reduce the City's Financial Responsibility

(Addresses Recommendation 3)

Development and annexation agreements are contracts between a prospective or existing property owner, or a developer, and a municipality that provides the property owner or developer with the right to develop a site based on a series of obligations being met by either party. Specific to Highway 402, an agreement that outlines a property owner or developer's obligations for the construction of infrastructure on, along, or to a site would alleviate some financial responsibility of the city/county. The agreement could require a variety of infrastructure improvements beyond utilities, such as street and sidewalk improvements. However, utility improvements should be a primary focus for developing within the corridor, including sanitary sewer, water infrastructure, electricity, gas, and telecommunications. Additionally, consideration should be given to properly managing stormwater and developing within the floodplain, if applicable.

Impact fees (which are required by Loveland Municipal Code) are another tool the city or county could employ to decrease their financial liability in providing utilities to new developments or redevelopments. An impact fee is a payment that a local government can require for construction projects to provide new or expanded utilities (and other public facilities) to serve the building or facility. Impact fees are determined by several factors, including the type and size of development, with the express purpose of ensuring there is adequate infrastructure to accommodate the growth and increased system demands anticipated because of the development. This is something that the City of Loveland currently institutes, and it is recommended to continue this practice.

Continuing the existing practice of placing the responsibility of utility hookups or extensions on the developer alleviates pressure on the city and/or county to find funding for this type of infrastructure every time a proposal is brought forth. This requirement should be clearly communicated to the development community, specifically at the identified activity nodes, which is prime for development and an ideal place for retail, commercial, light industrial, and single and multi-family housing unit development. With this Plan in place and the proven ability of the local and regional market to support Highway 402 as an employment corridor, it is an ideal time to develop at the recommended activity nodes.

Utilities

Incorporate Green Infrastructure in the Public Right-of-Way and Private Development Sites

(Addresses Recommendation 4)

Green infrastructure is an alternative way to manage stormwater when compared to traditional methods, which are designed to move stormwater away from the built environment. Instead, green infrastructure reduces and treats stormwater runoff near the source to reduce downstream impacts.

When rain or other water runoff falls in open space or natural areas, it is absorbed into the earth and filtered by soil and plant matter before reentering the water cycle. When rain or other water runoff falls on impervious surfaces, like roofs, streets, and parking lots, the water is not absorbed, and is directed into storm drains.

Rather than directing stormwater away from the corridor, green infrastructure could be incorporated into the stormwater management system along Highway 402 as it is redesigned to the proposed roadway network and cross section. The primary goal of this type of stormwater management is restoring the natural flow of water to allow for groundwater recharge. In addition to the preservation and restoration of natural areas, examples of green infrastructure could include the examples shown to the right.

Green infrastructure is meant to better mimic the natural process of water absorption, providing both economic and environmental benefits. This infrastructure can, however, require special or additional maintenance and any decisions for green infrastructure should be made with clear understandings on the budgetary as well as maintenance and operational requirements.

In addition to the outlined green infrastructure options, potential exists for a system of separate irrigation pipes that would use non-potable water sources (i.e., “purple pipe”). This would be installed in conjunction with other wet utilities and appropriately spaced. Such a system could be accessed by individual properties along the corridor.



Green roofs can improve stormwater management by reducing runoff and improving water quality.



Curb cuts help capture and beneficially use stormwater runoff from the streets and sidewalks.



Stream buffers intercept sediment, nutrients, pesticides, and other materials in stormwater runoff.



Pervious pavement reduces hardscapes, providing more opportunities for groundwater infiltration to lessen stormwater runoff.



Rain gardens are ideal for smaller or residential systems to slow the movement of stormwater while collecting water to naturally water plants and vegetation.



Bioswales work by slowing and filtering stormwater, especially from large, impervious areas, like parking lots or roadways.



Aesthetics and Quality of Life

The aesthetic of a major corridor like Highway 402 can have a lasting impact on how the public perceives the health, quality of life, character, and desirability of the corridor and surrounding area. To invite and retain residents and visitors, corridors must be high-quality and cohesive in their aesthetic. Building architecture and materials, site design, streetscape landscaping, site furnishings, lighting, gateways, signage, wayfinding, and branding all must be carefully considered. Collectively, these elements should work together to reflect the desired vision for the corridor while serving as a physical representation of the desired lifestyle for residents.

Acting as a primary gateway to Loveland, this roadway is critical in making a first impression on visitors, while appealing to and instilling pride in those who traverse it on a regular basis. Although Loveland residents already experience a high quality of life, opportunities exist to provide additional amenities. Combining the elements of community branding with an intentional lifestyle marries aesthetic value with quality of life. Although a focus on physical elements is not always desired in the preservation of natural areas, when done mindfully, it enhances the existing quality of the environment such that it can be better appreciated and accessed by all who desire interaction.

The public survey, summarized in *Section 4 - Public Engagement Summary*, revealed preferences regarding the aesthetics and quality of life along the corridor. Nearly 20 percent of survey respondents indicated that making the corridor aesthetically vibrant was critical. Just slightly surpassing this, 22.6 percent of respondents said the corridor should be environmentally sensitive. Together, nearly half of respondents desire the corridor to be aesthetically pleasing, while respecting the natural environment.

RECOMMENDATIONS

- 1 Enhance the connectivity of existing soft trails and bike amenities along the Big Thompson River to foster increased interaction between the public and the wildlife that thrive in this part of the corridor, encouraging healthy lifestyles through improved outdoor recreational opportunities while promoting development that is mindful of the floodplain.
- 2 Create a cohesive wayfinding system that connects to all modes, while tailoring size and display settings such that signage is pedestrian-oriented on sidewalks and trails but highly visible and illuminated along Highway 402 for vehicular traffic.
- 3 Design and construct streetscape enhancements to heighten the aesthetic value, user experience, and quality of life along Highway 402, while establishing a unique brand that distinguished Highway 402 from the rest of the city.
- 4 Fluidly integrate parks, plazas, and open spaces into the entire corridor, especially in private developments.
- 5 Develop and implement public and private design guidelines that promote cohesive buildings façades, as well as site and signage improvements that represent the desired look and feel for Highway 402, while driving private investment due to the enhanced aesthetic.
- 6 Preserve scenic viewsheds and vistas along the corridor to create a desirable place to locate business and retail operations, contributing to Highway 402's future as an employment corridor while still appealing to those who work, play, or travel by its inherent beauty.

Aesthetics and Quality of Life

Develop and Implement a Corridor Brand and Promotional Campaign

(Addresses Recommendations 3 and 5)

Community branding is a promise a place makes with people. Different areas within a community, such as a major corridor, can establish brands unique to themselves. Branding assures consistency in quality of service, natural and built environment aesthetics, and overall appearance. It is a driving factor in altering public perception of an area as branding is an actionable means to establish a wayfinding system, gateways, consistent messaging, and additional marketing that attracts both local and out-of-town visitors and developers.

Corridor branding and promotion must be a coordinated effort among existing tenants, property owners, and city leaders, combining physical improvements with promotional strategies, including:

- Wayfinding that identifies businesses, destinations, natural areas, trails, and more within the corridor
- Gateway monuments and landscape enhancements that welcome visitors at corridor entrance points/primary nodes, as well intersection enhancements at identified secondary nodes
- Integration of corridor branding (logo and theming) into both physical improvements and promotional efforts
- Maintenance of brochures, maps, flyers, and other marketing materials for the corridor
- Development and maintenance of a website and/or social media platforms that promote corridor businesses, special events, and attractions
- Special events and promotions coordinated with existing tenant advertising
- Survey research to monitor the public perception and satisfaction with the corridor's retail market

The promotional campaign and its associated marketing strategies should aim to attract both local and out-of-town visitors. Just as important, it should improve business and property owner confidence in the long-term success and viability of the corridor as an employment district. Simultaneously, it is a tool to recruit new businesses and investors.

Alongside this effort, the corridor must establish and commit to a dedicated brand used by all businesses to create a streamlined look that gains recognition within the city and county, as well as the broader region. The branding and promotional efforts are important because appearances matter, especially in their infancy. Further, consistency throughout the entirety of the corridor is critical to let the public know what they can always expect to find when they visit the area.

Implement Proposed Highway 402 Design Guidelines

(Addresses Recommendation 5)

Again, the value of the proposed Highway 402 Corridor Design Guidelines cannot be stated enough. Design guidelines are one of the best development tools that can be used to ensure a standard in aesthetic along a corridor. Streetscape enhancements discussed in other strategies are crucial for public right-of-way, however the design guidelines would direct private property improvements.

Design guidelines coordinate guidance on architectural character, site design, and signage, providing a resource for the City to control the type of development along the corridor. Design guidelines gives the city real tools that will aid in the transformation of the corridor into a modern, urban thoroughfare that is flourishing with activity.



Aesthetics and Quality of Life

Undertake a Corridor Placemaking Initiative

(Addresses Recommendations 2, 3, and 5)

Establishing a cohesive look and feel for the corridor creates a sense of place for those interacting with it, regardless of the land use. This can be accomplished through several means, including:

- High quality building design
- Sign standards specific to the corridor
- Design guidelines for new and existing tenants
- Pedestrian connectivity
- View corridors
- Public art
- Public space
- Innovative employment centers
- Mixed-use development
- Open space

When used in concert with one another, these mechanisms support placemaking to organically draw people to the corridor for work, housing, and entertainment. Placemaking is intended to enhance existing community characteristics such that the spaces more accurately reflect their innate value. Creating a sense of place is the act of bringing all of these elements together to build connections between people and places that facilitate collaboration and visualization of the future.

Placemaking activates spaces within an area, creating opportunity zones for community-tailored development that integrates public art, open space, and connectivity to the broader area. Establishing a sense of place that has the entire community in mind paves the way for innovative partnerships amongst private establishments and public spaces because both have the goal of working together in a way that invites in the public. To accomplish this, diverse stakeholders must be involved early on to make certain the place is representative of the entire community.

For instance, the Loveland Arts and Culture Department operates a program called “Art in Public Places,” that facilitates the incorporation of art on city property, as well as its maintenance. A coordinated partnership with a program like this facilitates placemaking with the critical local component. Placemaking in Loveland will not and should not be the same as its regional neighbors. The importance of this coordinated look and feel is to elevate existing areas of the corridor to places that reflect local values and diversity, creating a natural gathering place.

It is recommended that the city establish a Highway 402 Placemaking Committee that guides this process. This committee should speak into the initial corridor branding effort, streetscape and intersection enhancements, public art installations, and work with existing and future property owners and businesses to ensure such efforts continue to align with the vision.

What is a Placemaking?

The American Planning Association states, “Creative placemaking is a process where community member, artists, arts and culture organizations, community developers, and other stakeholders use **arts and cultural strategies** to implement **community-led change**. This approach aims to increase **vibrancy**, improve economic conditions, and build capacity among residents to **take ownership** of their communities.”



Farmers' markets are just one example of way to increase the vibrancy of the corridor, and especially speak to the agricultural nature of the corridor.

Aesthetics and Quality of Life

Link the Existing Northern Soft Trails along the Big Thompson River and Connect to Proposed Trails *(Addresses Recommendations 1 and 6)*

Dedicated and complete bike and pedestrian infrastructure is a key consideration of this Plan as it is desired by the community for recreational purposes and necessary for additional commuting options, as discovered during the public engagement process. Providing safe alternatives to traverse the corridor in all directions – north to south and east to west – should be incorporated to increase the non-vehicular connectivity of Highway 402.

As discussed in *Section 2 - Current Conditions*, an existing network of soft trails exists within the natural areas along the Big Thompson River in the northern part of the corridor. Alongside these embedded soft trail loops within the natural areas, there is a trail network along the Big Thompson River, but gaps in this network limit the full connectivity of the northern part of the corridor for non-motorists.

As illustrated in Figure 2.17, on-street, unprotected bike lanes terminate east of US 287. North to south connections within the corridor are also limited, with options only along South Taft Avenue and South Roosevelt Avenue. These two north/south connections are linked with existing soft trails from west to east, providing great connectivity from the River's Edge Natural Area to Fairgrounds Park and King's Crossing Natural Area.

However, east, north, and south of King's Crossing Natural Area, bike and pedestrian infrastructure is lacking, reducing public opportunities to interact with the natural scenery within the corridor in a safe and organized manner. As illustrated on Figure 5.3, dedicated on- and off-street bike and pedestrian facilities are proposed on the north and south sides of Highway 402 to offer safe alternatives to traveling the corridor, addressing expressed safety concerns, while increasing mobility options. The addition of multi-use paths along Highway 402, as well as enhanced connections along the Big Thompson River will provide residents and visitors with much-desired options – both for recreation and practicality.

Implement a Wayfinding System for Motorists and Non-Motorists Alike *(Addresses Recommendation 2)*

Wayfinding provides pedestrians and motorists with navigation tips to understand where they are at and how they can get to their desired location. Wayfinding enhances a person's understanding and overall experience of an area and the area to which they are traveling. In addition to providing orientation and navigation, wayfinding enhances the user experience by providing information on what attractions and services a place has to offer. To benefit all users, wayfinding signage should be tailored to the type of user, as well as the land use in which it is situated.

For motorists, vehicular wayfinding should address local attractions, amenities, and places of significance. For pedestrians, wayfinding should focus on walkable or bikeable attractions and businesses along the corridor, specifically within the nodal developments. Pedestrian-level kiosks or directories along trails, sidewalks, and transit shelters, are both useful and encourage people to walk and bike from one destination to another instead of driving. Wayfinding enhances the sense of place at any point in the corridor because it is a consistent feature throughout, regardless of the type of development or land use.

Wayfinding should cater to the different modes with pedestrian amenities being smaller and lower to the ground, versus larger scale objects for vehicles. Wayfinding can also be displayed in a variety of ways, including simple and directional, embedded in the walkway, on transit shelters, kiosks, and even smart phone applications, all of which serve a unique purpose.



Wayfinding can be integrated into unique spaces, such as this more temporary wayfinding installation on a bike rack.



Aesthetics and Quality of Life

Mindfully Develop to Preserve Natural Features and View Corridors

(Addresses Recommendations 4 and 6)

By only partly developing the central part of Highway 402, great opportunity exists for expansive recreational and natural areas, introducing additional trails and trail connections, a scenic byway, parks, and other outdoor facilities along and around the Big Thompson River and its associated floodplain. These uses provide desired natural recreation features that appeal to the public while providing for a healthy river and riparian ecosystems, all while reducing flood hazards.

The corridor offers a unique opportunity to develop with the environment front and center. With a strong public affinity for the Big Thompson River and the local culture of spending time outdoors, proposed developments should give much consideration to how buildings will interact with the natural environment. Achieving harmony between the built environment and the natural environment can be achieved through several means, including the following:

- **Site Selection and Utilization:** The decision of where to place a new development should be carefully considered, especially when it concerns environmental health. Avoiding the areas implicated by the floodplain, wetlands, and other areas known to be seasonally or regularly wet, will limit additional stress on already fragile systems. Further, instead of utilizing all the available green space on a site, a focus can be placed on preserving the site's green areas to reduce hardscapes, providing benefits for those interacting with the building, as well as the surrounding natural areas. It must be noted that land within the floodplain can be developed; the property is simply subject to the floodplain development regulations in the Loveland Municipal Code.
- **Building Orientation:** Orienting a building to maximize daylight, which reduces the amount of energy required to operate the building, will demand less resources for day-to-day operations. Emphasizing building design that is oriented toward nature, such as the Big Thompson River or the many natural areas along the north side of the corridor, provides indoor viewsheds for those working or residing within the development, fostering an enhanced appreciation of the natural world.
- **Building Height and Density:** The concept of building up instead of out is a development pattern that leaves more land to greenery, allowing desired and beneficial space available for agriculture, open space, natural systems, and rural lifestyles. Focusing on density preserves undeveloped areas, while not hindering the fiscal opportunities the corridor has to offer from a development standpoint. To protect viewsheds and the character of the corridor, though, building height must be carefully considered. A balance must be struck between preservation of open space and preservation of views.
- **Native Landscaping:** Planting trees, grasses, shrubs, and flowering plants that are meant to thrive in the environment in which they are planted is a way to reduce maintenance and watering needs. Landscaping is also another aesthetically pleasing and environmentally friendly way to reduce the coverage of impervious surfaces.
- **Green Infrastructure:** Green infrastructure offers an alternative approach to traditional stormwater management. Meant to mimic water's natural process from the moment it leaves the sky and lands on a surface, green infrastructure is a mechanism to reuse rainwater and associated runoff.
- **Green Building Principles and/or Certifications:** Designing buildings with green building guidelines in mind will result in developments that (1) are connected to sidewalks, trails, and the existing transit network; (2) feature better space utilization; and (3) generally reduce the impact the built environment has on the surrounding natural areas, which are omnipresent within the corridor.

Aesthetics and Quality of Life

Create, Fund, and Implement a Streetscape Enhancements Plan, including Maintenance Strategies *(Addresses Recommendations 2, 3, and 4)*

Streetscape enhancements can have a dramatic effect on the way land uses and transportation corridors are viewed by increasing aesthetic appeal and encouraging private investment. Streetscape elements should be implemented in the public right-of-way in proximity to high activity centers, such as the proposed nodal developments. Varying levels of enhancements can be used to be mindful of limited public investment while concentrating the largest investments within the nodes. Streetscape improvements should include the following:



Median Landscaping and Street Trees: *Landscaping is an essential component to incorporate in streetscape enhancements, adding both visual appeal and ecosystem services. Landscaped medians add color and texture while reducing the amount of hardscape coverage, providing environmental benefits such as runoff reduction and natural stormwater filtration. The corridor is mostly devoid of landscaped medians, street trees, and other such enhancements. Although the corridor is natural in its aesthetic, given its agricultural lands and mountainous backdrop, adding simple streetscape improvements would elevate the overall look and work to encourage private investment.*



Pedestrian and Bicyclist Amenities: *Highway 402 is viewed predominantly as a transportation route intended for cars and trucks, often traveling at high speeds. To restructure the way the roadway is used, incorporating elements like site amenities is critical to changing the public perception about its intended use. Incorporating site furnishings, such as benches or other forms of seating, trash and recycling receptacles, bike racks, transit shelters, information directories or kiosks, and accent lighting at strategic places along the corridor and its intersection roadways, gathering spaces and resting areas for pedestrians will be created.*



Lighting: *Proper lighting not only improves the aesthetic of a corridor by reinforcing a brand through its color or texture, but also enhances the feeling of safety for those traveling along a roadway, particularly early in the morning and later at night. Consistent lighting is another way to brand the corridor to make it clear to users that they are on a dedicated path to Loveland and the broader region, as well as provided another element of texture. Given the desire to maintain the agricultural feel of the corridor, lighting should be “dark sky” compliant.*



Fencing and Screening: *For land uses along the corridor that are not as aesthetically pleasing as others, using screening mechanisms, like attractive fencing, retaining walls, or dense landscaping, is a way to meet the desired aesthetic while still welcoming all types of land uses. Fencing and screening should be considered as a site design tool for the existing and proposed light industrial areas.*



Gateways and Monuments: *Gateways intersection enhancements (such as landscaping and structural elements) and monuments are especially important along corridors to break up the long and linear stretch of roadway into different zones. Such tools serve not only as ways to highlight key intersections, but also to brand the corridor such that, over time, it becomes recognized as the “Gateway to Loveland.” Alongside other elements, gateways intersection enhancements monuments can establish a brand or identity, building pride amongst residents while welcoming visitors.*



Public Art: *The City of Loveland has embraced the incorporation of public with the “Art in Public Places” movement to enhance the community. The corridor, however, is largely devoid of public art, representing an opportunity to strategically place both temporary and permanent art installations, preferably at key intersections, including the Highway 402/I-25 interchange, and South Taft Avenue. Interactive art features should be encouraged.*



Wayfinding: *Wayfinding is a type of information kiosk that provides valuable directions and guidance to close destinations and events, alerting people to a range of features and facilities in proximity to their location. Wayfinding can be used for both pedestrians and motorists to assist with navigation, while being done in such a way that enhances the aesthetic of a corridor. By utilizing wayfinding signage and kiosks that mimic the desired look and feel for the area, the aesthetic and brand will be reinforced.*



Aesthetics and Quality of Life

The recommended Highway 402 Streetscape Enhancements Plan should dictate the design and location of the previously mentioned streetscape enhancements. The different elements should be designed as a family to ensure a cohesive aesthetic, especially as it relates to materials and colors. For example, gateway monumentation should be developed at one time – creating a hierarchy of monuments that are appropriate for both the primary node and secondary node contexts.

Additionally, streetscape enhancements are a poor investment without a proper maintenance plan and associated funding in place. It is recommended that an appropriate maintenance plan be developed, funded, and executed to ensure the public improvements provide long-term funding benefits and to maintain and secure investor and developer confidence in the surrounding private properties. The plan should provide targeted and manageable strategies for the following:

- Irrigation, using drip irrigation systems with rain sensors, and maintenance of street trees and understory, drought-tolerant landscape material;
- Regularly scheduled cleaning of gateways and public plazas;
- Regular rotation and replacement of streetlight banners (if installed);
- Repair or restoration of all public art sculptures, sculpture bases, murals, screens, or other installations;
- Repair or replacement of damaged site furnishings and amenities;
- Repair or replacement of damaged sidewalks;
- Emptying of trash and recycling receptacles;
- Clearing of outdated marketing materials from informational kiosks or other posting areas;
- Collection of other trash and debris; and
- Removal of graffiti.

The role that ongoing maintenance will play in the long-term success of the corridor should not be undervalued, or a second thought. No matter how impressive the public improvements may initially be, their impact will fade without the benefit of a comprehensive approach to maintenance.





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Section 6

Implementation

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Introduction

"It's not enough to be busy, so are the ants. The question is, what are we busy about?" (Henry David Thoreau)

The vision for Highway 402 has been cast. To realize this vision, policies, projects, and people must align and work in concert. Complete implementation of the Highway 402 Corridor Plan (Plan) requires a high level of trust, cooperation, and focused attention between residents, elected officials, city staff members, corridor businesses, the private sector, and community organizations - all whom must advance the Plan together.

Integral to each implementation step are the following overarching strategies:

- **Day-to-Day Use** – The Plan should be used daily, as the official policy guide for land use, development, reuse, and reinvestment along the corridor.
- **Cooperation and Coordination** – Current connections between involved organizations, businesses, and individuals must be maintained throughout the implementation process. Communication with those invested persons is necessary for the proactive execution of the Plan.
- **Start with Policy** – Establishing policy creates the essential framework for future implementation of the Plan. Oftentimes, policy changes can be made quickly and for a minimal cost.
- **Be Bold and Visible** – Early “wins” and visible projects help garner the endorsement of the public. Market the early successes to gain support and momentum for long-term ventures.
- **Identify Plan Champions** – Those persons involved in the planning process must continue to champion the Plan over time to maximize success.

Section Overview

This section of the Plan sets forth an action plan to move the Plan's recommendations forward. Minute implementation details are not provided; rather, a brief look at short- and long-term implementation tasks are explored.

Next steps (in the form of policies, programs, and projects) and potential financing mechanisms are discussed.



Next Steps

Four general steps should be taken, and started immediately, to achieve visible gains and create a strong, progressive atmosphere capable of improvements, redevelopment, and development as opportunities and funding arise. The steps are listed below.



Align Policies, Regulations, and Administrative Processes



Advance the Plan Proactively



Prepare Additional Documents



Complete Priority Projects

This section utilizes a series of implementation matrices to clearly lay out the next steps that will move the Plan forward. One implementation matrix is provided for each of the four steps listed above. Each matrix lists a series of strategies to achieve each step of the implementation plan. A general time frame and cost impact is provided for each strategy.

TIME FRAME

Generally, low-cost strategies with simple implementation steps are planned for the immediate future. The time frames are detailed as follows:

- **Immediately:** (0-1 year) Low cost, ease of implementation, directly advances other strategies, or addresses critical issues
- **Continuous:** (Ongoing over Plan lifetime) Varying costs, but necessary tasks to sustain the Plan
- **Short-Term:** (1-5 years) Fairly significant cost, but with planning can be implemented within this time frame
- **Long-Term:** (5+ years) Significant cost, requires implementation of other strategies first

COST IMPACT

Cost impact designations only refer to implementation costs incurred by the city and/or county, and do not account for private investment costs.

- **Low:** Strategies that require policy changes or partnerships with limited outside funding requirements
- **Medium:** Strategies that require relatively affordable consulting services and/or infrastructure improvements
- **High:** Strategies that require high levels of planning, engineering, and/or design and infrastructure improvements



Next Steps

The following summarized policy, regulatory, and administrative implementation strategies should be considered by city and county staff members, within the proposed time frames. Generally, policy, regulatory, and administrative changes can be completed in a short time frame and require little to no funding.



TABLE 6.1 Align Policies, Regulations, and Administrative Processes Implementation Matrix

Task Description	Time Frame	Cost Impact
Adopt Highway 402 Corridor Plan		
<i>The Plan should be adopted by the Loveland City Council and Larimer County Commission as the official policy guide for land use, development, and capital improvements along Highway 402. It is essential that the Plan be used when reviewing and evaluating all proposals for improvement along the corridor.</i>	Immediately	Low
Amend relevant ordinances and plans		
<i>Once the Plan has been adopted, the city and county should amend affected ordinances and plans so that they may be aligned with the vision and recommendations of this Plan. One such document to be amended is the Create Loveland Comprehensive Plan.</i>	Immediately	Low
Communicate the Plan		
<i>As implementation of the Plan will rely heavily on private sector reinvestment, the Plan's recommendations must be communicated to those persons with a current (or future) stake in the corridor's vitality. To this end, city and county staff members should meet with property owners and potential redevelopers, including major businesses capable of large redevelopment or enhancement projects. Additionally, other public agencies, utility companies, and various neighborhood groups should be provided a copy of the Plan. The Plan should be posted on the city's and county's websites.</i>	Immediately	Low
Review the Plan periodically		
<i>This Plan contains recommendations based upon current conditions, market analysis, and public input at the time of its creation. While there are strong recommendations in the Plan for achieving the vision, the needs and desires of the corridor may shift over time. The Plan should be nimble, able to react to those shifts and be revised to fit the community's needs over time. However, significant changes should only be made after careful consideration. As issues arise, city and county staff members should maintain a list of future amendments or needs which may be added, revised, or removed from the Plan.</i>	Continuous	Low
<i>On an annual basis, a cursory progress report should be created by city staff members for review. Additionally, the Plan should be reviewed in its entirety every three to five years for progress and relevance. At that time, should that review indicate that conditions, needs, or new opportunities warrant further study, that study should be conducted and the Plan document revised as necessary.</i>		



Next Steps

Complete realization of the vision will be a lengthy process, constrained by available funding and resources. Either a reactive or proactive approach may be taken following city and county adoption of the Plan. The reactive approach sits ready for and reviews development projects as they arise. Comparatively, the proactive approach goes out, explores the market, and actively communicates the Plan to the development community. The proactive approach is an aggressive tactic for advancing the Plan. It manages, directs, and guides change. While the reactive position is a realistic approach to moving the Plan forward, it is not proactive in seeking change.

Therefore, it is recommended that a proactive approach to implementation is taken along Highway 402 by the city and county. Proactive implementation strategies are detailed in Table 6.2 below.



TABLE 6.2 Advance the Plan Proactively Implementation Matrix

Task Description	Time Frame	Cost Impact
Educate elected officials and the community		
<i>This planning process has facilitated a considerable amount of public and stakeholder outreach through in-person events and a website, keeping community members involved and informed of the Plan's development. Building on these efforts and to ensure that community members understand the Plan's recommendations and the future vision for the corridor, the Plan should be made available online. Additionally, major milestones should be covered in the media. Equally important is the education of newly elected officials. A full review and explanation of the Plan and its current stage of implementation should be provided to each newly elected official.</i>	Continuous	Low
Develop and implement a corridor brand and promotional campaign		
<i>As described in Section 5 - Corridor Plan, branding assures consistency in quality of service, natural and built environment aesthetics, and overall appearance. Corridor branding and promotion must be a coordinated effort among existing tenants, property owners, and city and county leaders, combining physical improvements with promotional strategies, including those items listed on page 120. The promotional campaign and its associated marketing strategies should aim to attract both local and out-of-town visitors, but should also improve business and property owner confidence in the long-term viability of the corridor. Alongside this effort, the corridor must establish and commit to a dedicated brand used by all businesses to create a streamlined look that gains recognition within the city and county, as well as the broader region.</i>	Short-term	Medium
Develop and implement a strategic business recruitment plan		
<i>In order to effectively attract the desired mix of businesses along the corridor, it is critical to first develop a Strategic Business Recruitment Plan. The plan should identify the wants and needs of the corridor from a business market perspective, and then develop strategies for recruitment. Strategies should leverage promotional campaign efforts, as well as any financial incentives permitted by the city.</i>	Short-term	Low



Next Steps

The following plans, studies, and guidelines listed in Table 6.3 should be developed to further the recommendations of the Plan. Many of the plans, studies, and guidelines will reference the overarching Highway 402 Corridor Plan and should be implemented in concert.



TABLE 6.3 Prepare Additional Documents Implementation Matrix

Task Description	Time Frame	Cost Impact
Develop a comprehensive implementation plan		
Implementation of the Plan requires cost estimates, phasing plans, and set funding sources. Those persons charged with implementing the Plan should have both short-term and long-term decision-making abilities, an understanding of the potential value of such decisions, and the ability and willingness to capitalize on opportunities as they make themselves available. A comprehensive implementation plan should prioritize expenditures for further engineering and planning documents, work with city and county staff members on available funding sources and grants, develop specific funding plans for specific projects, and gather commitments for resources to develop a 10-year implementation budget for the Plan. A strategy should be developed with the City Council for incorporating the Plan recommendations for transportation, utilities, and infrastructure improvements in the Capital Improvement Program. This support is critical to fueling early and long-term efforts for change along the corridor, as well as leveraging those available public dollars for private investment.	Immediately	Low
Prepare the engineering design of Highway 402 (including streetscape enhancements)		
Preliminary design and engineering plans should be created for the proposed highway road section, based on Figure 5.4. Utility infrastructure improvements should be coordinated with this large-scale project. Also coordinated with the final design and engineering plans for Highway 402 should be a streetscape enhancement and maintenance plan. This should include a planning phase for design concepts, cost estimates, and potential phasing solutions to address the following items: Transportation Items: • Transit stop enhancements • Sidewalk infill • Crosswalk enhancements • Node enhancements • Future traffic signals • Future pedestrian traffic signals • Lighted street signs • Landscaped medians Aesthetics Items: • Gateway enhancement designs • Wayfinding (pedestrian and vehicular) • Branding elements, such as streetlight banners • Public art Access Management Items: • Drive consolidation • Drive sharing • Drive narrowing • Coordination with Highway 402 Access Control Plan Following the planning phase, final design and engineering plans should then be created for the proposed streetscape improvements. A phased approach for improvements may be necessary, depending on planned fund allocation. Local, state, and federal funding should be explored to offset the cost of large-scale projects.	Short-Term	Medium
Develop a utility infrastructure improvement plan (with phasing)		
Utility improvements, while costly, dramatically alter the functionality and physical characteristics of a corridor. The lack of utility infrastructure in the central and eastern portions of the corridor is arguably the largest constraint facing corridor development potential. A strategic utility infrastructure improvement plan should be created in order to guide improvements and ensure adequate and appropriate utility improvements and upgrades as the corridor develops. The plan should be based on additional utilities analysis and design and be used to prioritize utility-related capital improvements. This plan should be highly coordinated with the comprehensive implementation plan and existing utility reports. All utility improvement efforts must be coordinated with development, redevelopment, and capital improvement opportunities as they are undertaken, like any roadway or streetscape improvements, to limit disturbances.	Immediately	Medium

Next Steps



TABLE 6.3 Prepare Additional Documents Implementation Matrix (Continued)

Task Description	Time Frame	Cost Impact
Prepare an annexation strategy and phasing plan		
<i>An annexation strategy should be prepared by the city and county for unincorporated land along the corridor. It should be a reference document and road map to facilitate decisions regarding annexation. It is to be used by city and county staff members, utility and other service providers, City Council, and the County Commission to gain a thorough understanding of the implications of annexation. The strategy should establish priorities for annexation commensurate with the city's ability to provide the full range of urban facilities and services. To this end, the strategy development must include an analysis of each geographic area along the unincorporated corridor to identify the capital facility needs in each of the areas. A financial impact analysis should be completed for the multiple annexation scenarios. From there, annexation phasing can be determined, in consultation with the public. This plan should fully reference the Highway 402 Corridor Plan.</i>	Long-term	Low
Develop a strategic business recruitment plan		
<i>In order to effectively attract the desired mix of businesses along the corridor, it is critical to first develop a Strategic Business Recruitment Plan. The plan should identify the wants and needs of the corridor from a business market perspective, and then develop strategies for recruitment. Strategies should leverage promotional campaign efforts, as well as any financial incentives permitted by the city.</i>	Short-term	Low
Develop nodal development incentive plans		
<i>As a partnership between the Development Services, Economic Development, Public Works, and Water and Power Departments, as well as the Planning Commission and City Council, an incentive and assistance package should be developed for the primary and secondary nodes along the corridor. Different, yet fair, incentive levels should be available for master developers compared to individual business owners, largely based on the businesses' economic contribution to Loveland. Various creative incentives should be explored, such as parcel consolidation, preliminary site plan concepts, and those permitted under the Economic Incentive Fund (e.g., expedited permit review and sales tax rebates). These packages can be advertised as a Request for Proposal, sent out to inform and entice potential developers.</i>	Short-term	Medium
Prepare Highway 402 Design Guidelines and an overlay district		
<i>Design guidelines should guide the architectural character, site design, and signage for private properties along the Highway 402 corridor. Such guidelines that accurately reflect the vision for the corridor should be developed, approved, and implemented for properties along Highway 402 from South Taft Avenue to the I-25 interchange. The design guidelines could be enforced through an overlay district, which would ensure that all future improvements required to go through the development review process would be reviewed through the lens of the guidelines. The overlay district should be defined at the parcel level and will require additional development review procedures focused on proper form, feel, connectivity, and aesthetic of the development, versus the land use category. It is thus important to set clear procedures for application and standards for review and approval for any development or redevelopment taking place within the overlay district.</i>	Immediately	Low



Next Steps

**TABLE 6.3** Prepare Additional Documents Implementation Matrix (*Continued*)

Task Description	Time Frame	Cost Impact
Develop a south Highway 402 floodplain removal feasibility study		
A feasibility study is required to determine what improvements would be necessary between US 287 and CR 9E to remove the floodplain from the south side of Highway 402. Various improvements should be explored, including raising or lowering roadways (South St. Louis Avenue, South Boise Avenue, CR 9E, and/or Highway 402), enlarging bridges (along South St. Louis Avenue, South Boise Avenue, or CR 9E), widening the Big Thompson River channel corridor, or various combinations thereto. Each option must be modeled to hydraulically prove that the solution is valid within FEMA regulations. Following a feasibility study, and to actually remove the south side of Highway 402 from the floodplain, a large-scale design and construction project must be planned, funded, and constructed. Preliminary estimates of this project's cost range from \$60 to \$80 million. The project must be completed prior to applying to FEMA to remove the floodplain from the south side of Highway 402.	Short-Term	High

Next Steps

The following projects are recommended as priority projects for two reasons: they are critical to the future development potential of the corridor and/or are highly visible. Each project is well poised to build momentum and spur additional private reinvestment. In short, the projects listed below are designated as a priority due to the parties likely to be involved in their completion and their high visibility, not necessarily because funding has been secured or their inexpensiveness.

The projects are split into two categories: priority #1 and priority #2. Priority #1 projects are those that are critical to the successful growth of the corridor, managing concerns such as traffic congestion and adequate provision of utilities. Priority #2 projects are those that will also be highly visible, but are focused on either aesthetic enhancements or additional connectivity to increase the corridor's function. Time frames and cost impacts are also provided for the listed projects.



TABLE 6.4 Complete Priority Projects Implementation Matrix

Task	Task Description	Time Frame	Cost Impact
Priority #1 Projects			
Devolution of Highway 402 (transfer of ownership from CDOT to City of Loveland)	<i>To ease the design and construction processes of the proposed improvements to Highway 402 in this Plan, the city should pursue devolution of the ownership of Highway 402 from CDOT. Highway 402, starting at the I-25 interchange, is an entryway to the city and must function as such. Access management is also an important consideration for a developing employment corridor such as Highway 402. Permitting necessary access for businesses will be more streamlined following devolution.</i>	Immediately	High
Design and construction of widened Highway 402 and streetscape enhancements	<i>As previously stated, preliminary design and engineering plans should be created for the proposed highway road section, based on Figure 5.4. Preliminary design and engineering plans for Highway 402 streetscape enhancements should also be coordinated with this effort. Construction of such improvements should be phased and organized to promote minimal traffic, business, and residential disruption.</i>	Immediately	High
Completion of and coordination with Highway 402 Access Control Plan	<i>The Highway 402 Access Control Plan (ACP) is under development and will produce a methodology defining assumptions and principles to develop access configurations and conditions. The ACP should consider appropriate elements of this Plan as the ACP is further developed so to align efforts and allow for effective implementation of this Plan.</i>	Underway	Low
Procurement of utility easements along Highway 402	<i>Where utility infrastructure does not exist, appropriately sized utility corridors (see Figure 5.4) should be allocated adjacent to proposed right-of-way prior to any roadway (Highway 402 or north/south connectors) improvements, or within right-of-way when appropriate. Utility improvements on private land would require conversations with private utility providers to identify potential conflicts and with private property owners to coordinate utility easements. Such easements should be acquired as soon as possible so as to not delay construction of the new roadway.</i>	Immediately	High
Utility improvements along Highway 402	<i>Following necessary easement acquisition, new or expanded utilities should be constructed in their ultimate locations along the corridor and sized adequately to serve future demands. Where utility infrastructure currently exists, the condition and capacity of the existing utilities should be evaluated to ensure the network can adequately service future proposed development. Such a project will require extensive design and engineering.</i>	Immediately	High



Next Steps



TABLE 6.4 Complete Priority Projects Implementation Matrix (Continued)

Task	Task Description	Time Frame	Cost Impact
Priority #2 Projects			
Boyd Lake Avenue extension	<i>The city should further explore, and then advance into final design, engineering, and construction of the proposed Boyd Lake Avenue extension/ connection to Highway 402. This roadway would open more developable land and provide a valuable connection to the corridor from the north.</i>	Long-term	High
I-25/Highway 402 gateway enhancements	<i>As an identified primary gateway, the intersection of Highway 402 and I-25 will serve as a major gateway into Loveland and should be aesthetically elevated with gateway intersection enhancements, such as landscaping, monumentation, and other artistic structural elements.</i>	Short-term	Medium
Mid-corridor loop road construction	<i>The city should further explore, and then advance into final design, engineering, and construction of the proposed mid-corridor loop road, as shown in Figure 5.3, linking South Boise Avenue with South CR 9E. This roadway would open more developable land to the north and south of Highway 402, provide traffic congestion relief, and feature slower travel speeds to safely permit adjacent bicycle and pedestrian infrastructure.</i>	Long-term	High
South Taft Avenue/I-25 gateway enhancements	<i>As an identified primary gateway, the intersection of Highway 402 and South Taft Avenue will serve as a major Highway 402 entry point and should be aesthetically elevated with gateway intersection enhancements, such as landscaping, monumentation, and other artistic structural elements.</i>	Short-term	Medium
Green infrastructure demonstration projects	<i>Green infrastructure (see page 118 for additional description and examples) should be integrated into the public right-of-way where feasible, likely as part of landscaped median enhancements.</i>	Short-term	Low

Available Funding Mechanisms

While there are many funding tools available for use to implement the Highway 402 Corridor Plan (Plan), they come in several different forms: regulatory, taxing, districts, bonds, and grants. Such tools are listed in Table 6.5 Available Funding Mechanisms. It is important to note the objective of securing funding is to pay for improvements that otherwise would not have a source of funding, and to provide seed monies for the encouragement of private investment to occur. There will never be enough public funding to complete the recommendations in the Plan. For this reason, the investment and leverage of private dollars is crucial to the success of the Plan. Each economic development tool has advantages and disadvantages, but real change can be realized when the tools are used in combination with each other.

Unless another entity or organization is clearly charged with recognition, application, and acquisition of funding resources for the implementation of the Plan recommendations, the city should analyze the appropriateness, cost benefits and best application of these tools as necessary to implement the Plan's recommendations.

TABLE 6.5 Available Funding Mechanisms

<i>Mechanism</i>	<i>Description</i>
Regulatory	
Impact Fees	<i>The development applicant pays a fee as a condition of the City's approval of the development.</i>
Taxes	
Excise Tax	<i>Excise taxes can be levied on a particular activity, measured by the amount of business done or income received.</i>
Capital Improvements Tax	<i>Capital improvement taxes can be levied on all retail sales for the purpose of funding capital improvements.</i>
Transportation Sales Tax	<i>Transportation sales tax can be levied on all retail sales to generate revenues for transportation purposes.</i>
Stormwater Control and Local Parks Sales Tax	<i>Stormwater control and local parks sales taxes can be levied on all retail sales in order to provide funds specifically for storm water control or parks, or both.</i>
Districts	
Special Improvement District (SID) / Local Improvement District (LID)	<i>SIDs or LIDs, which are not separate political subdivisions, permit the collection of special assessments applied to individual properties in the amount of "special benefit" conferred on such property by the improvements. Allowed improvements include any type of public improvement a municipality can provide (e.g., roads, sidewalks, water lines, and sewer lines).</i>
General Improvement District (GID) / Public Improvement District (PID)	<i>GIDs or PIDs are separate political subdivisions that are permitted to levy a property tax, special assessments on benefited property within the district, or impose fees, tolls, or charges for revenue-producing services or facilities. GIDs are created by municipalities, whereas PIDs are created by counties.</i>
Business Improvement District (BID)	<i>BIDs, which are separate political subdivisions, are designed for public improvements, economic development, and business-related services, such as marketing. BIDs' boundaries may only include commercial property, but may have a service area broader than its boundaries. BIDs may levy ad valorem taxes, issue general obligation bonds, levy special assessments on benefited property, issue special assessment bonds, or impose rates, fees, and charges and issue revenue bonds. Allowed improvements include a broad base of public improvements.</i>
Metropolitan (Metro) District	<i>Metro districts are designed to enhance the quality of a development and provide a funding source for several public benefits, including critical infrastructure or public spaces. Such districts are separate political subdivisions, governed by a board of directors, and can issue bonds or special assessments to finance their facilities. Metro districts are typically initiated by private developers.</i>



Available Funding Mechanisms

Bonds

General Obligation Bonds	<i>General obligation bonds are issued with the city's full faith and credit that are paid by a dedicated amount of property tax.</i>
Revenue Bonds	<i>Revenue bonds are issued to finance facilities with a definable user or revenue base. Revenue bonds differ from general obligation bonds as they are backed by a specific revenue stream.</i>

Grants with Local Match (administered by the North Front Range Metropolitan Planning Organization)

Congestion Mitigation and Air Quality (CMAQ) Program	<i>The CMAQ is a federally-funded program for transportation projects designed to reduce traffic congestion and improve air quality (and thus contribute to the attainment of maintenance of a national ambient air quality standard). Examples of eligible projects include transit amenity improvements, bicycle and pedestrian facilities and improvements, intersection improvements, and more.</i>
Surface Transportation Block Grant Program (STBG)	<i>The STBG is a flexible funding program, intended to fund a wide variety of projects that address multiple modes of transportation. Examples of eligible projects include the construction of highways, bridges, tunnels, recreational trails, and more.</i>
Transportation Alternatives (TA)	<i>The TA program is intended to create safe, accessible, and environmentally-sensitive communities by providing funding for a variety of active transportation projects, including pedestrian and bicycle transportation improvements, historic/scenic transportation activities, and environmental mitigation. Examples of eligible projects include the construction of pedestrian and bicyclist transportation facilities, construction of viewing areas, vegetation management practices, and more.</i>



Leveraging Public Dollars

The role of the private sector in the development of the Highway 402 is critical. The private sector must be invited into and engaged in the planning process, aware of the vision for the corridor (by reading this Plan), and attentive to available incentives and supportable redevelopment and development sites. Therefore, a high visibility public relations campaign announcing the Plan, advertising key redevelopment and development opportunities, and encouraging cooperation with the city and public agencies is necessary to receive active participation and interest by the private sector.

As evidenced by the listed priority projects, investment by the public sector in infrastructure, aesthetic enhancements, and incentives can guide private investment along the corridor. Such public investment can express to the private sector that investment in the area of interest is welcomed and supported. Given that there will never be enough public dollars to support all public needs, public dollars must be leveraged to encourage subsequent private investment, which will hopefully exceed the public dollar investment by several multiples.

Wise public investments in the infrastructure, services, and people living in an area can foster a more development-friendly atmosphere. Public, incentive, and grant dollars must be used on projects that turn the corridor into the place it is envisioned to be. With the proper guiding documents and regulations in place (e.g., Highway 402 Corridor Plan and Highway 402 Design Guidelines), the community can rest assured that future development will improve the offerings and appeal of the corridor.

Throughout the development of the Highway 402 Corridor Plan one thing has remained consistent: the residents of Loveland love their community and want to see responsible and forward-thinking solutions for the issues they face. Residents were engaged and passionate about the planning process, and the ideas and discussions during that process ultimately led to the recommendations of this Plan.

It is clear that Highway 402 has much potential and presents critical opportunities to the City of Loveland and Larimer County. As Loveland's southern gateway, the highway represents a major access point into Loveland and Larimer County. Furthermore, significant development potential exists along Highway 402 and the adjacent I-25 frontage and high quality natural amenities run parallel to the highway. But, issues such as future ownership of the roadway, updated road design and access, utility infrastructure, the enlarged floodplain, and the cost and timing of addressing each issue will need to be addressed to realize the vision of this Plan.

It is certain that with the combination of the knowledge and quality of professionals at the City of Loveland and Larimer County, the passion and energy of the community, and - now - a road map (this Plan) in hand...

...the future of Highway 402 is bright.







Appendix A

Charrette Summary (Full Report)



JANUARY 2019

Highway 402 Corridor Plan

Charrette Summary



City of Loveland

**ochsner
hare + hare**
the **olsson** studio

Prepared for the City of Loveland, CO

Prepared by Ochsner Hare & Hare,
the Olsson Studio



The **Charrette Summary** describes the events of the Highway 402 charrette that took place from November 13 to 15th, 2018, at the Rocky Mountain Center for Innovation & Technology (RMCIT) in Loveland, Colorado. The charrette is one part of a year-long planning process conducted by the City of Loveland for an approximate four-mile stretch of Highway 402. This highly engaging process included several meetings with the Highway 402 Advisory Committee and Highway 402 Technical Committee and a public open house for members of the community to voice their input. After synthesizing all comments received over the course of this three-day planning effort, the planning team developed a preliminary land use plan for Highway 402.



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Section 1

Background

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- 3 What is a Corridor Plan?
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Introduction

This document details the happenings and findings from the charrette for the Highway 402 Corridor Plan (Plan). The charrette is the most critical piece of stakeholder and public engagement that takes place during the corridor planning process. It provides three days of in-person events to take a “deep dive” into the issues and opportunities along the corridor and work to build consensus around a multifaceted solution.

The purpose of the charrette was to gather city and county staff members, technical experts, the Highway 402 Advisory Committee, and the general public to begin developing preliminary plans for the Highway 402 corridor. Those persons involved were then able to quickly provide input on the preliminary plans, allowing the planning team to react and respond to the input by making changes in line with stakeholder and public opinion.

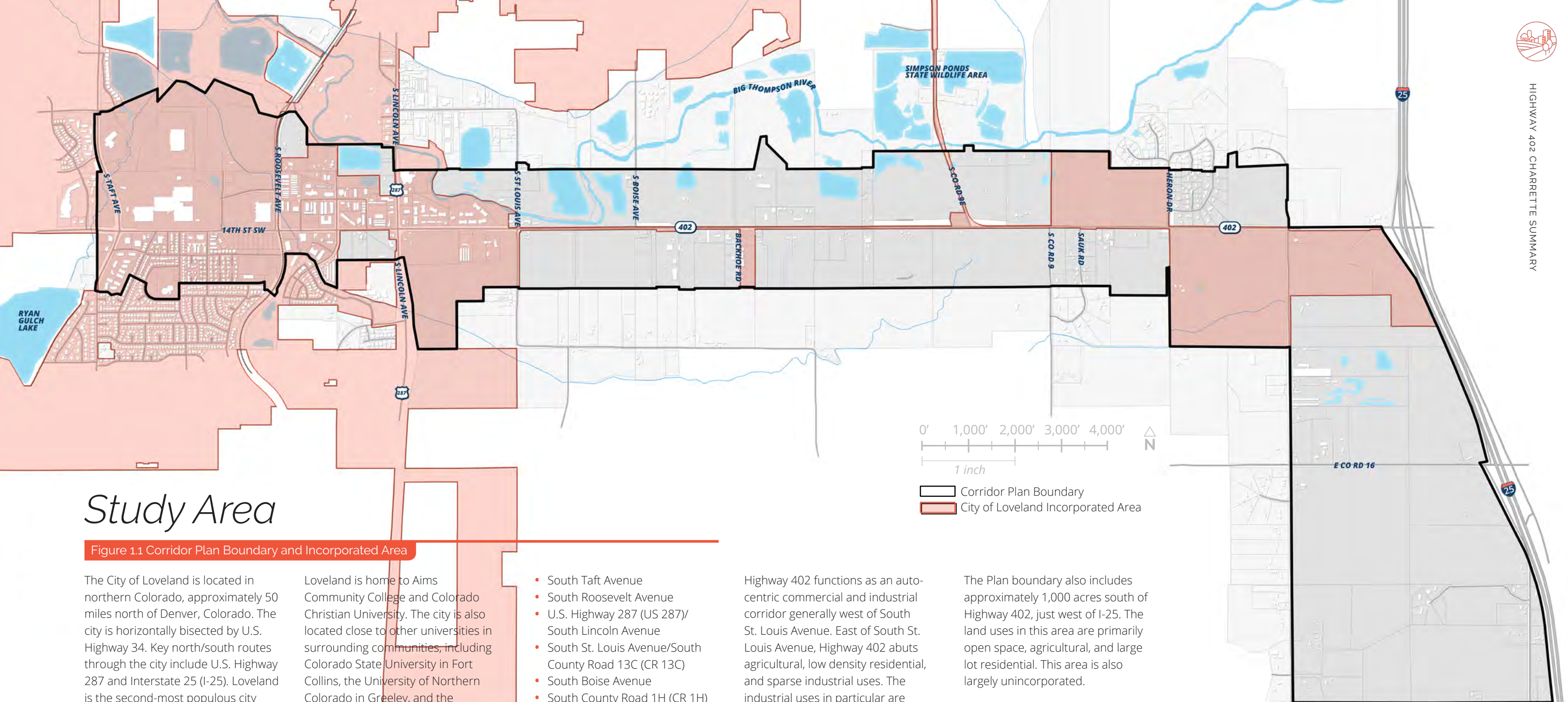
Over the years, safety concerns, mobility issues, and development pressures have arisen along the corridor, leading the City of Loveland to conduct a study of the Highway 402 corridor. To address these issues, the Plan will include an analysis of the corridor’s existing physical, regulatory, demographic, and economic conditions and planning influences, as well as recommendations regarding land use, development and redevelopment, transportation and utility infrastructure, connectivity, natural features, and aesthetics. An in-depth market study was also conducted to create informed development decisions that complement the needs of the corridor, City of Loveland, and broader region. The Plan will address the immediate needs along the corridor, while providing recommendations for improvements and redevelopment in the long-term. At the time of this document’s creation, the Plan is under development. The final plan is to be completed by summer 2019.

What is a Corridor Plan?

A corridor plan examines a roadway holistically, considering multiple forms of transportation, nearby land uses, existing infrastructure, and proximate natural features. A focus on such a wide array of topics that interact with the corridor encourages diverse public engagement, sparking unique dialogue that results in

innovative and community-driven solutions. Corridor planning also helps transportation departments at all levels of government prepare for the existing and future financial needs of a roadway.

This type of planning process results in an integrative plan that is sensitive to community desires, the natural environment, transportation and mobility needs, infrastructure and utility requirements, and future development patterns.



Study Area

Figure 1.1 Corridor Plan Boundary and Incorporated Area

The City of Loveland is located in northern Colorado, approximately 50 miles north of Denver, Colorado. The city is horizontally bisected by U.S. Highway 34. Key north/south routes through the city include U.S. Highway 287 and Interstate 25 (I-25). Loveland is the second-most populous city in Larimer County. The population of Loveland is 74,125, per the U.S. Census Bureau's 2017 Annual Estimate of Resident Population.

Loveland is located just south of Fort Collins, its larger neighbor and county seat. The cities have slowly grown towards each other over past decades and are considered as a single metropolitan area.

Loveland is home to Aims Community College and Colorado Christian University. The city is also located close to other universities in surrounding communities, including Colorado State University in Fort Collins, the University of Northern Colorado in Greeley, and the University of Colorado at Boulder in Boulder.

Highway 402 is a 4.2 mile long state highway. The Highway 402 Corridor Plan boundary, as shown in Figure 1.1 above, includes all of Highway 402, but also extends west to just west of South Taft Avenue. The boundary generally follows Highway 402, but also includes private property as seen in Figure 1.1. Prominent intersections along the corridor include:

- South Taft Avenue
- South Roosevelt Avenue
- U.S. Highway 287 (US 287)/ South Lincoln Avenue
- South St. Louis Avenue/South County Road 13C (CR 13C)
- South Boise Avenue
- South County Road 1H (CR 1H)
- South County Road 9E (CR 9E)/ South County Road 9 (CR 9)
- Heron Drive/Olsen Drive
- South County Road 7 (CR 7)
- Interstate 25 (I-25)

Highway 402 functions as an auto-centric commercial and industrial corridor generally west of South St. Louis Avenue. East of South St. Louis Avenue, Highway 402 abuts agricultural, low density residential, and sparse industrial uses. The industrial uses in particular are befitting given the corridor's proximity to I-25.

A railroad runs north-south across the corridor, generally following South Roosevelt Avenue. This railroad causes little to no delay for vehicular traffic traveling along 14th Street Southwest.

The Plan boundary also includes approximately 1,000 acres south of Highway 402, just west of I-25. The land uses in this area are primarily open space, agricultural, and large lot residential. This area is also largely unincorporated.

Data Sources: City of Loveland, Larimer County, and Ochsner Hare & Hare, the Olsson Studio



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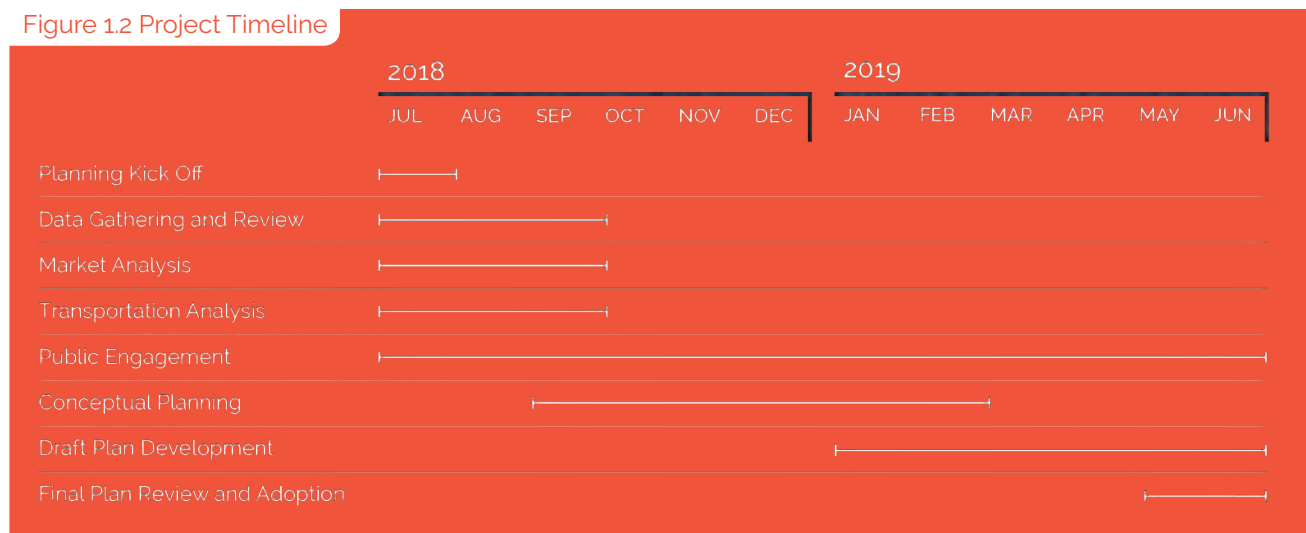
Project Timeline and Goals

The corridor planning process began in July of 2018. The beginning planning phases included data gathering and review, an in-depth market and economic study, and transportation analysis. Also prior to the charrette, the planning team conducted a visioning workshop in Loveland, which brought together city representatives and the Highway 402 Advisory Committee to begin discussing generally what is working and what is not working along the corridor. One month after the visioning workshop, the planning team came back to Loveland for the charrette, which is detailed in this document. Using the concepts generated and feedback gathered during the charrette, the Plan will begin to formalize until it is ready for adoption in the summer of 2019.

Throughout the planning process and into the final planning stages, the project outcomes and goals will be considered and incorporated. These overarching goals, in conjunction with feedback received, will, in part, guide the Plan. The primary goals of the planning process include the following:

1. Provide for orderly, thoughtful, and high quality development that is consistent with the community's goals for the corridor.
2. Generate private investment and facilitate redevelopment of deteriorated areas.
3. Increase jobs and generate new tax revenue through new development.
4. Create a gateway employment corridor to Loveland.
5. Understand and identify public infrastructure required to support development.
6. Generate community buy-in through an interactive public engagement process, both online and in-person.
7. Create an infrastructure plan and improvement timeline that is coordinated with other city department and public agency initiatives for Highway 402.
8. Define a short-term and long-term implementation strategy and public, private, and public-private financing options to advance the Highway 402 Corridor Plan.

Figure 1.2 Project Timeline







Section 2

Visioning and Charrette Process

9	Introduction
10	Visioning Workshop
14	Charrette



Introduction

Before a corridor plan's vision and ultimate plan can be crafted, it is important to meet with stakeholders and members of the public to (1) ensure a clear understanding of their desires for the future of the corridor; (2) to gather local knowledge related to the issues and opportunities along Highway 402; and (3) to build consensus around a multifaceted solution. As integral steps in the corridor planning process, a visioning workshop and charrette were held by the planning team.

The visioning workshop was held on October 11, 2018 at the City of Loveland Development Center (410 East 5th Street). The charrette occurred November 13-15, 2018 at the Rocky Mountain Center for Innovation and Technology (RMCIT) (815 14th Street Southwest), which was also the location for the public open house that took place on November 14, 2018. The following sections will provide additional details on the visioning workshop and charrette. These two engagement efforts led to the charrette findings that are provided in Section 3.

Members of the Highway 402 Advisory Committee completing an exercise during the October 11, 2018 visioning workshop



Visioning Workshop

The first in-person engagement event was the visioning workshop, which set the tone and direction for the planning process. On October 11, 2018, the planning team met with the Advisory Committee for a half-day visioning workshop. The goal of this workshop was to determine the issues and opportunities facing the corridor, the needs, wants, and desires of the Advisory Committee as they relate to the corridor, and to better understand what a successful and supportable corridor plan should include.

The visioning workshop is an important time for the planning team to listen intently to what the community hopes to achieve from the project. This dialogue was facilitated through a variety of exercises that helped the Advisory Committee put their ideas into words.

In preparation for the visioning workshop, the planning team prepared select maps to illustrate the existing conditions along the corridor, studied and analyzed the corridor's demographic and market conditions, created a project website, conducted a public survey, and visited the corridor multiple times. These matters were presented to the Advisory Committee at the visioning workshop, allowing the Advisory Committee the opportunity to provide input on and ask questions about these initial findings. This presentation allowed everyone to work from the same base understanding of the current conditions of the corridor. After presenting this information, the planning team led a series of exercises. These exercises are described and illustrated in the following subsections.



Highway 402 Advisory Committee

The Highway 402 Advisory Committee is made up of area property owners, business owners, and other key stakeholders who have a vested interest in the future of Highway 402. Multiple persons were contacted and asked to serve as a member of the Advisory Committee. Those that accepted the position volunteered their time over multiple months and have had the opportunity to play a guiding role in the Highway 402 Corridor Plan. As a sounding board for the planning team throughout the planning process, these members are to serve as advocates for the Plan, sharing their knowledge and support for the Plan with fellow community members and elected officials. Their insight, discussions with each other and the planning team during in-person engagement events, and guidance is invaluable and appreciated.

The image to the left shows the Member Responsibilities sheet for the Highway 402 Advisory Committee members. It specifically asks members to commit to the following:

- Be honest in your comments and suggestions, keeping the larger area and community in mind.
- Keep an open mind, especially during public open houses and discussions. Be mindful and respectful of other members' thoughts and values when they differ from your own.
- Participate fully in discussions, activities, and community open houses during the entire planning period to help develop the corridor plan. It is then desired to retain the continuity of the committee for future project phases during future phases and development of the area.
- Respond to information requests and meeting invitations in a timely fashion.
- Advocate for the best community solution/plan, and serve as an advocate of the project. Encourage community members to attend the community open houses.



11

Visioning Workshop

THE MENAGERIE EXERCISE: The third exercise - "The Menagerie" - uncovers the issues and untouchable aspects of the corridor to get a handle on the road blocks that may present themselves during the planning process. The Menagerie is broken out into three categories:

- **Albatrosses:** Something that causes persistent deep concern or anxiety, or something that greatly hinders accomplishment.
- **White Elephants:** A possession that is useless or troublesome, especially one that is expensive to maintain to difficult to dispose of.
- **Sacred Cows:** Something that is often unreasonably immune from criticism or opposition.

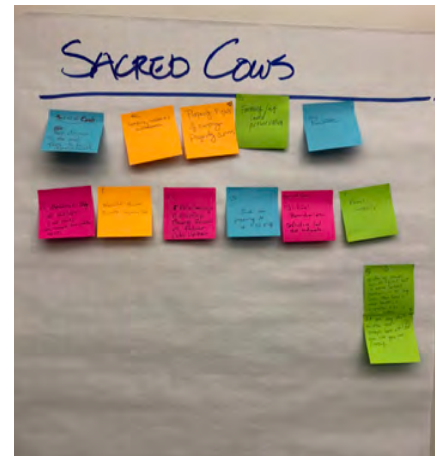
Section 3 - Visioning and Charrette Findings provides a summary of the listed albatrosses, white elephants, and sacred cows shown in the images below.



"Albatrosses" Sticky Notes



"White Elephants" Sticky Notes

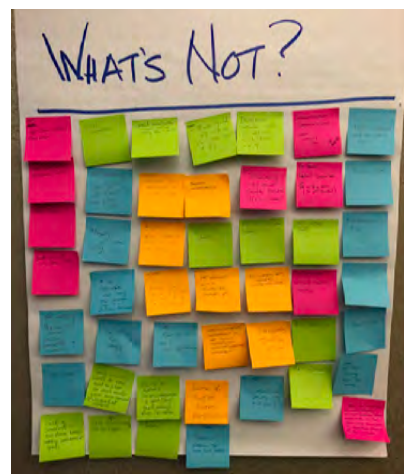


"Sacred Cows" Sticky Notes

WHAT IS WORKING AND WHAT IS NOT WORKING EXERCISE: The next exercise was straightforward and asked Advisory Committee members to tell the planning team what is working and what is not working along the corridor. This helped the planning team understand the corridor's assets, issues, and opportunities. The images to the right show the sticky note responses to these questions; Section 3 - Visioning and Charrette Findings provides a more in-depth overview of the findings.



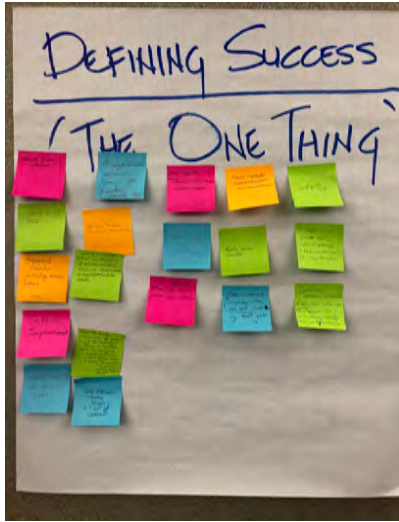
"What's Working?" Sticky Notes



"What's Not Working?" Sticky Notes



Visioning Workshop



"One Thing" Sticky Notes

ONE THING EXERCISE: The final exercise asked the Advisory Committee to answer, "What is the one thing that must be in the corridor plan for you to say this planning process was successful and that you will support the plan?" This exercise provided the planning team with an overarching idea to carry forward in the charrette to have a firm understanding of the critical items to be addressed throughout the planning process and in the final plan.

The image to the left shows the sticky note responses to this question. Section 3 - Visioning and Charrette Findings provides a more in-depth overview of the responses.

Members of the Highway 402 Advisory Committee completing an exercise during the October 11, 2018 visioning workshop





Charrette

While the visioning workshop sets the stage for what should be considered and potentially incorporated into the Plan, the charrette takes a deeper dive into the existing conditions, including a demographic and market analysis, and active drawing and conversations about those hand drawn concepts to flush out a consensus-built conceptual plan.

The charrette takes the information from the visioning workshop, public survey, and existing conditions analysis to further advance the planning process by narrowing in on preferred transportation, land use, development, and redevelopment concepts as determined by the stakeholders and the public. Over this three-day period, November 13-15, 2018, the planning team met multiple times with stakeholders (Advisory Committee), technical advisors (city and county staff members and involved agencies), and with the public to gain insight into their vision for the corridor, the issues and opportunities facing the corridor, programming preferences, and critical aspects to the corridor plan.

In preparation for the charrette, the planning team prepared maps of and evaluated the corridor's natural and built environment, created a project website, conducted and analyzed a public survey, summarized demographic and economic data and trends, conducted interviews with key stakeholders, and performed a two-day in-person assessment of the corridor. This information provided the necessary context for the planning team to ask the right questions during the charrette to unveil the consensus-driven vision for the corridor.

Between each session with the Advisory Committee, the public, and the City of Loveland staff members, the planning team was able to digest the information, summarize the feedback, and/or alter the concepts according to input received. The schedule of events is outlined below.

What's the Purpose of a Charrette?

1 ASSEMBLE

Assemble decision makers, such as city staff members, elected officials, business owners, developers, neighborhood associations, etc.

2 COLLABORATE

Collaborate with the decision makers in information sharing about the corridor, iterative improvement concepts, and feedback and revisions.

3 FINETUNE

Finetune the corridor plan concept through strategic conversations with stakeholders, the public, the city, and involved agencies.

4 CREATE

Create a community-driven, realistic plan, grounded in market and economic reality.

Charrette Events Snapshot

DAY 1 November 13, 2018

The planning team set the table by presenting existing conditions, a recap of findings from the visioning workshop, and the public survey results. A group exercise and subsequent group download followed to understand issues and opportunities discussed. After closed studio time, the planning team met with the Technical Committee before hosting an open studio for any interested member of the public.

DAY 2 November 14, 2018

The second day began with open studio time for the planning team to continue creating initial concepts, which led to a lunch-hour visit with the Advisory Committee to discuss preliminary ideas. The afternoon included critical closed studio time to incorporate feedback from the Advisory Committee ahead of the public open house that occurred in the evening.

DAY 3 November 15, 2018

The last day began with a public open house download, an informal conversation about what everyone heard. This was followed by closed studio time so that planning team could incorporate input from members of the public and the Advisory Committee prior to a final review and narrowing session in the afternoon with the Advisory Committee and Technical Committee.



Charrette

DAY ONE

The charrette started with a presentation detailing the charrette's purpose and process, the corridor's existing conditions, a breakdown and summary of the corridor's demographics, economic condition and market forces at play, and the public survey analysis. This information will be provided in detail in the Highway 402 Corridor Plan.

From there, the Advisory Committee completed a series of exercises generally focused on identifying the opportunities and constraints along the corridor. The discussions were divided into six topics, including:

- Land Use
- Aesthetics and Quality of Life
- Natural Features
- Economic Development and Redevelopment
- Mobility and Connectivity
- Transportation and Infrastructure

The planning team split the Advisory Committee into three groups and asked them to cycle through each station, answering specific questions related to each topic. Their responses were recorded on large post-it sheets for everyone to see. This way, each person could visibly see the thought process, a critical element of a charrette.

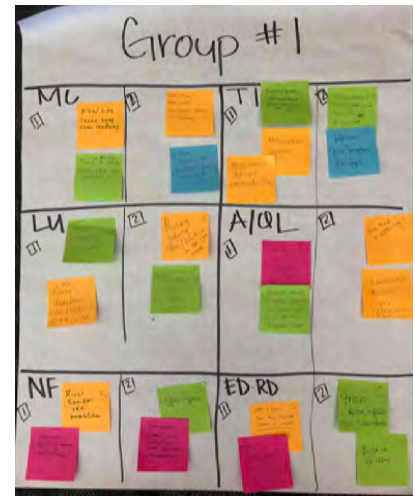
Once the initial responses were gathered, the groups completed a prioritization exercise. Each group cycled through each station once more and decided - as a group - which note was most important to the success of the project.

By requiring each group to pick one specific response under each category, the group made value judgments and began the narrowing process. This exercise began to demonstrate the need to clearly define priorities in a project of this scale and how trade-offs are necessary at times.

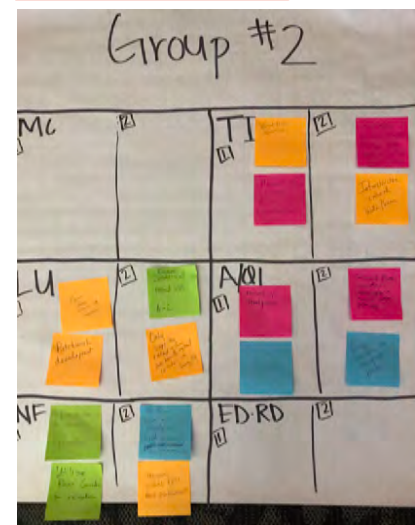
The groups then appointed a spokesperson who presented to the entire Advisory Committee about their narrowed choices. These priorities were documented by the planning team into a poster format so that the information could be referenced throughout the rest of the charrette, as shown to the right.

During the afternoon of day one, the Technical Committee met at 2:00 p.m., which provided a time for technical experts to gather, discuss, and provide background for the corridor area. This meeting provided great value to the planning team, as a multitude of agencies were represented in a singular location. The meeting allowed the planning team to ask technical questions, prior to concept generation. The discussion focused on the transportation network, connectivity needs, safety concerns, and concurrent planning efforts that impact Highway 402.

To wrap up the first day, the planning team held an open studio, meaning the planning team was drawing preliminary concepts based on the input received throughout the day while anyone was welcome to casually come by for casual small group conversations.



Group #1 Sticky Notes



Group #2 Sticky Notes



Group #3 Sticky Notes

Charrette

DAY TWO

Day two began with several hours of open studio time, providing the planning team additional time to sketch ideas ahead of the Advisory Committee's preliminary concept review session and first public open house that evening. During the lunch hour, the Advisory Committee reviewed all generated concepts and provided feedback on what they liked and did not like. The planning team used the feedback to further refine the concepts during the afternoon's closed design studio in preparation for the public open house.

To finish the day, members of the community were invited to the RMCIT (same location as the charrette) for the first public open house. The open house was advertised through the project website, City of Loveland Facebook page, direct mail postcard to 265 members of the community (recipients were residents, property owners, and occupants), and an e-blast for those who had opted into email notifications about the project. Over 100 community members attended the open house, providing invaluable local knowledge and comments at the various stations.

Each member of the public was greeted by a member of the planning team, asked to sign in, and provided direction. As the event was informal, members of the planning team were stationed around the room to clarify information, answer questions, and gather additional input through written comments and one-on-one or group conversations. Several Advisory Committee members and city officials were in attendance, as well, to provide additional explanations about the stations and project information.

Public feedback was plentiful. While topics of interest and conversation were mixed, the need to improve traffic flow to increase safety and relieve congestion, establish a multi-modal network that serves non-vehicular traffic, and provide recreation opportunities along the floodplain were common themes heard throughout the event.

Public Open House Stations

The public open house was setup in a linear fashion, allowing attendees to start on one side of the room and work their way down a hallway before circling back to the doors for the final stations. Six stations were included in the public open house; a representative from the planning team was stationed at each area to answer questions and engage with attendees. The stations included:

- 1 *What is the Project?*
- 2 *Existing Conditions*
- 3 *Survey Results*
- 4 *Issues and Opportunities*
- 5 *Concept Sketches*
- 6 *What Did We Miss?*



E-blast and print invitation sent to members of the public to invite them to engage in the planning process by attending the public open house



Images from the public open house



Charrette

DAY THREE

The last day of the charrette began with a review of the public open house findings with the Advisory Committee. No formal presentation was given; rather, it was a group discussion so that everyone in the room understood public sentiment toward the project.

Following the download with the Advisory Committee, the planning team had several hours of open and closed studio time to fully develop a narrowed concept that integrated the preferred features generated at the various engagement activities throughout the earlier sessions.

The final session of the charrette provided time for the Advisory Committee to review the final narrowed concept and provide final comments and direction. Feedback was very positive, indicating that the narrowed plan addressed all the major concerns while adding elements (transportation alignments, land uses, etc.) that would enhance the corridor.

Nov. 15, 2018

Recap of Public Meeting

1. What did we hear?

- a. Change is hard.
- b. Package roads are nice - could work.
- c. Paradise acres people liked more residential by them.
- d. This is a land use map. Not a zoning map. People were nervous about getting zoned.
- e. Land use locations on corridor seemed appropriate. Zones work well.
- f. People with property along river want to protect their "frontage"
- g. Train/Pail - should this remain on grade? - Practical?
- h. People excited that entire corridor being looked at all at once. Connections are important N, S, E, W.
- i. Boyd Lake Drive corridor - city feels like they have been buying and doing right things up to now on the north side. Trails, road, etc.
- j. Timing of project. Long term plan. - Gives city a policy "teeth"
- k. Is county going along with this plan. - Is a continuation of their work. On board. They will adopt it.
- l. How will road be built? City usually depends on developers doing it. Can other funding mechanisms be put in place.
- m. Same issue with infrastructure implementation./timing.
- n. Need to find a way to build entire road. Not piecemeal.

Handwritten notes by the planning team during the meeting to recap the public meeting





Section 3

Visioning and Charrette Findings

21	Visioning Summary and Analysis
23	Concept Exploration
25	Conceptual Roadway Options
28	Concept Refinement
34	Narrowed Concept Plan and Next Steps



Visioning Summary and Analysis

As mentioned, day one of the charrette began with a recap of the visioning workshop. Detailed below are the prioritized lists from each of the exercises completed during the visioning workshop, including Needs, Wants, and Desires; What's Working and What's Not Working; The Menagerie; and One Thing. Combined, these prioritized responses created a program for the planning team to work from during concept generation. Many responses overlapped throughout the various exercises; this was intentional. The repetition allowed the planning team to confirm the top priorities and generate the concepts to follow. Refer to Section 2 - Visioning and Charrette Process for a complete description of each exercise summarized below and on the following page.

Prioritized Needs, Wants, and Desires from Visioning Workshop

Needs <i>"We need to address this critical issue."</i>		Wants <i>"If we had the choice, we would choose to have this..."</i>		Desires <i>"Wouldn't it be nice if..., but if we don't get it it's okay."</i>	
Listed?	Item	Listed?	Item	Listed?	Item
3 times	Improved safety for all modes of transportation	3 times	Maintained open space; greenways along Highway 402	3 times	Increased bike and pedestrian connections throughout Highway 402 corridor and to Big Thompson River
3 times	Widened Highway 402 to four lanes	2 times	Diverse employment opportunities with high paying jobs	2 times	Less traffic
3 times	Supporting infrastructure (water, sewer, and roads) installed to accommodate new development	2 times	Properly placed land uses	2 times	Viewshed protection
2 times	More and balanced funding	1 time	No roundabouts	1 time	Modern, water sensitive landscaping
2 times	Coordinated development; balance of agriculture, residential, and commercial land uses	1 time	Pedestrian bridges/underpasses	1 time	More public art/sculptures
1 time	Multimodal transportation systems	1 time	Limited access points to improve the efficiency of Highway 402	1 time	More parks and open space by Big Thompson River
1 time	Development design standards for Highway 402 corridor	1 time	Enhanced road connectivity	1 time	Aesthetically pleasing buildings
		1 time	Increased Highway 402 aesthetic appeal; a City entry point	1 time	LEED certified buildings
		1 time	Clear direction for Highway 402; community buy in	1 time	Merge or yield lanes for right turns along Highway 402
		1 time	Integration with Highway 402 Corridor Plan with Big Thompson River Master Plan	1 time	Finish project quickly



Visioning Summary and Analysis

Prioritized "The Menagerie" from Visioning Workshop

Albatrosses

Something that causes persistent deep concern or anxiety, or something that greatly hinders accomplishment

Listed?	Item
8 times	Funding
5 times	Lack of infrastructure (roadway and utilities)
4 times	Slow, hazardous travel along Highway 402
2 times	Floodplain expansion and requirements
2 times	Land owners that will not cooperate or participate
1 time	Not keeping up with growth
1 time	A majority of the land is in the County
1 time	How was acceleration lane by S. CO Rd. 9e overlooked?
1 time	Who is paying for the extended utilities?

White Elephants

A possession that is useless or troublesome, especially one that is expensive to maintain or difficult to dispose of

Listed?	Item
3 times	Heavy industrial land uses; blighted properties
2 times	River bridges are all too narrow
2 times	Floodplain expansion
1 time	Site distance/blind hills
1 time	Big Thompson River
1 time	Agricultural property in the corridor and adjacent to Highway 402
1 time	State should be paying for road improvements, not the City
1 time	Ownership of Highway 402 and associated access rules/requirements/limitations
1 time	Two lane highway with no shoulders
1 time	The junkyard along Highway 402 at S. CO Rd. 9e
1 time	H.P. buildings and site
1 time	Sewer lines
1 time	Population growth

Sacred Cows

Something that is often unreasonably immune from criticism or opposition

Listed?	Item
3 times	Rural nature; farming/agricultural land preservation
1 time	Resistance to tax and fees to build improvements
1 time	Abandoned red brick building at Highway 402/ Highway 287
1 time	Existing industrial businesses
1 time	Dilapidated private property adjacent to Highway 402
1 time	Property rights of existing property owners
1 time	Relationship of existing County (rural uses) versus future City (urban uses)
1 time	Junk on property north of S. CO Rd. 9e
1 time	Political boundaries conflicting with land use interests
1 time	Widening Highway 402 (Widening roads never solves problems. More lanes = more traffic = congestion like before.)

Prioritized "What's Working?" "What's Not Working?" and "One Thing" from Visioning Workshop

What's Working?

Listed?	Item
7 times	Agricultural uses and open space; rural feel
4 times	Recent turn lane improvements
3 times	Highway 402 as an alternative east/west route
3 times	Business properties' prime location
2 times	View of the mountains
2 times	Planning for the future; residents coming together
2 times	Highway 402 is reasonably maintained
2 times	Rebuild of Highway 402/I-25 intersection
2 times	Good neighbors that watch out for each other; minimal crime
1 time	Mixed private uses and relative independence of property usage
1 time	Cooperation between City and County
1 time	Olsen parcels to be developed with proper zoning
1 time	Rural housing small acreages
1 time	Traffic flow along Highway 402

What's Not Working?

Listed?	Item
7 times	Heavy traffic; poor traffic flow causing backups (i.e., at I-25, S. Boise Ave., and S. St. Louis Ave.)
6 times	Left turn without turn lanes; right turns without acceleration lanes
6 times	Safety and line of sight concerns
4 times	Lack of residential and commercial building and maintenance standards
3 times	Intergovernmental coordination
3 times	Lack of water and sewer infrastructure for developers
2 times	Lack of multimodal mobility
2 times	North/south connections from Highway 402
2 times	Blending City and County desires
2 times	Highway 402/I-25 interchange
1 time	Need City police or sheriff
1 time	Lacking new floodplain delineation
1 time	Need more/better school choices along Highway 402 corridor
1 time	Access to nature; river recreation
1 time	Local and City identity
1 time	Efficient alternative routes to Highway 402
1 time	Not truck traffic friendly
1 time	Speed limit

One Thing

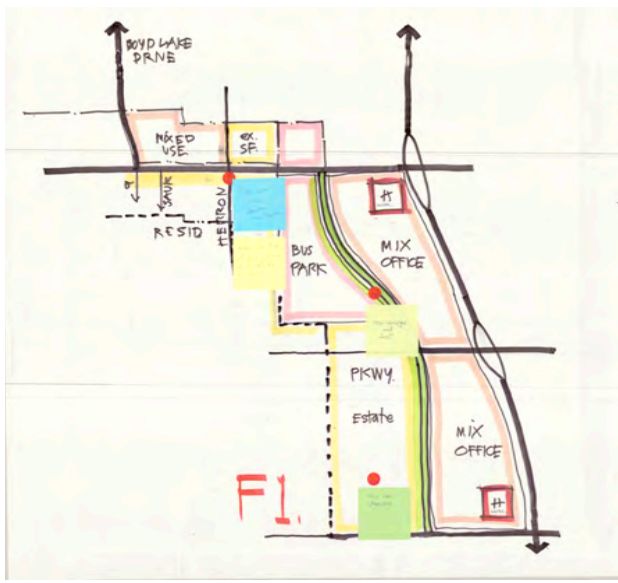
Listed?	Item
7 times	Safe and efficient traffic flow along Highway 402 and access from side roads
4 times	Wider Highway 402; more travel lanes
2 times	Fully funded infrastructure extension/ expansion
1 time	Future friendly (plan must be realistic in terms of how the world is changing; sustainability needs)
1 time	Attractive Highway 402 corridor that accommodates future development and transportation needs
1 time	Economic balance throughout the Highway 402
1 time	A significant national, iconic job generating commercial use
1 time	A comprehensive plan that is used in land use decisions for many decades
1 time	Coordinated, consistent, compatible, and attractive vertical mixed use development



Concept Exploration

Day two of the charrette focused on initial concept development and exploration ahead of the public open house. During the open studio time, the planning team developed several initial corridor plan sketch concepts. The Advisory Committee provided feedback on the initial sketch concepts over the lunch hour, allowing the planning team to further refine them before the public open house. The refined sketches were shown during the public open house such that additional feedback could be provided.

Several sketches narrowed in on certain portions of the corridor to provide more detail. These focused concept areas were then tweaked based on feedback before getting incorporated into the overall concept plans for the corridor. All concepts presented are illustrated with summarized comments. If a comment was reported multiple times, the number of times is indicated beside the comment.



Option F1

ADVISORY COMMITTEE (+)

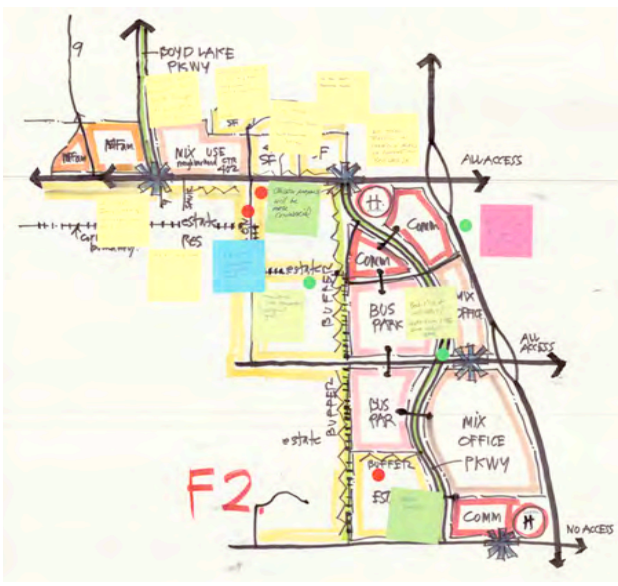
- No comments

ADVISORY COMMITTEE (-)

- Mixed residential
- Too straight and fast
- Do not like Heron Drive to south

PUBLIC COMMENTS

- Heron Drive stop at 402. Olson private road on south.



Option F2

ADVISORY COMMITTEE (+)

- Connections into residential / additional grid
- Best mix of land uses in depth from I-25
- Olson property will be more commercial
- Appropriate business park location - be careful about too much commercial

ADVISORY COMMITTEE (-)

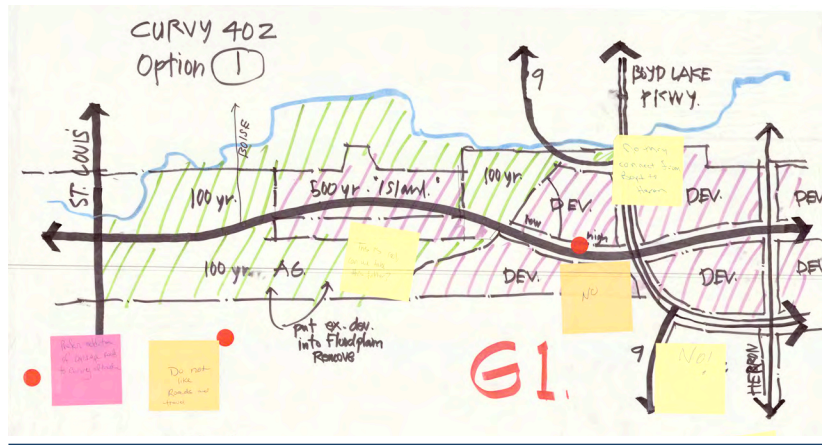
- Do not think this would ever work
- Higher density

PUBLIC COMMENTS

- I like Boyd Road intersecting 402
- We would not want to see any roads expanded in current subdivisions
- This will not work!
- Boyd Lake should connect to 402 directly through the junk yard, not to Heron Drive
- No thru traffic in Paradise Acres (3 times)



Concept Exploration



Option G1

ADVISORY COMMITTEE (+)

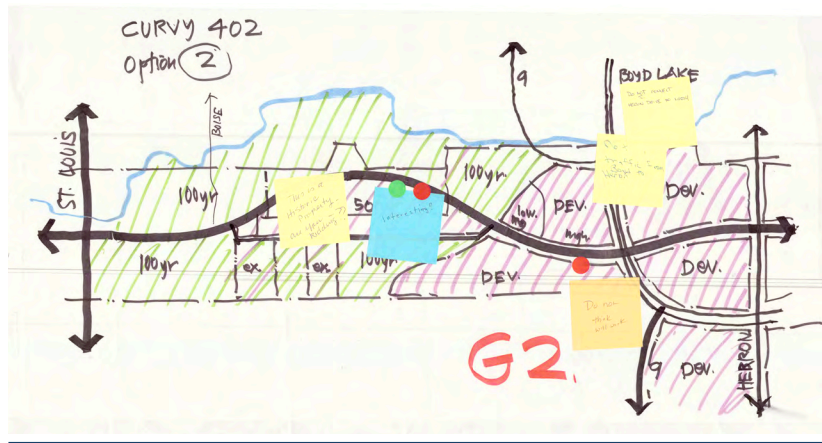
- No comments

ADVISORY COMMITTEE (-)

- Prefer addition of backage ponds to curvy alternative
- Do not like roads and travel
- No!

PUBLIC COMMENTS

- This is cool, can we take this [500-year island] further?
- No!
- No thru connect from Boyd to Heron



Option G2

ADVISORY COMMITTEE (+)

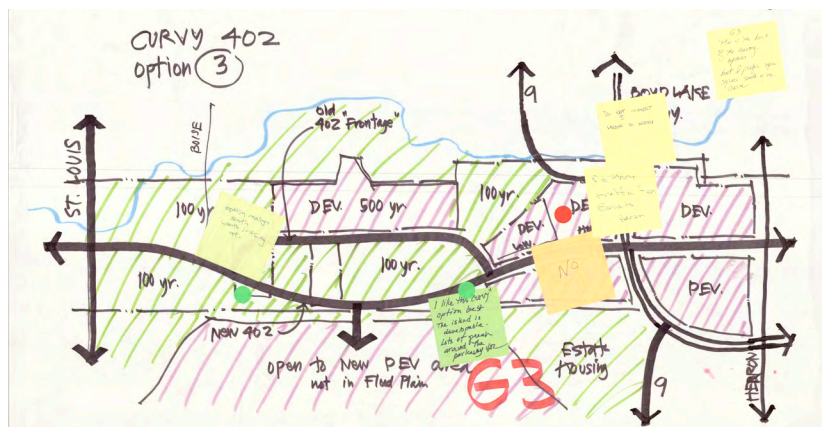
- Interesting?

ADVISORY COMMITTEE (-)

- Do not think will work

PUBLIC COMMENTS

- This is a historic property - are you kidding me?
- No thru traffic from Boyd to Heron
- Do not connect Heron Drive to north



Option G3

ADVISORY COMMITTEE (+)

- Realign south (402) worth looking at
- I like this curvy option best. The island is developable. Lots of green around the 402.
- This is the best of the curvy options. But I prefer open space south of the curve.

ADVISORY COMMITTEE (-)

- No (near high density development)

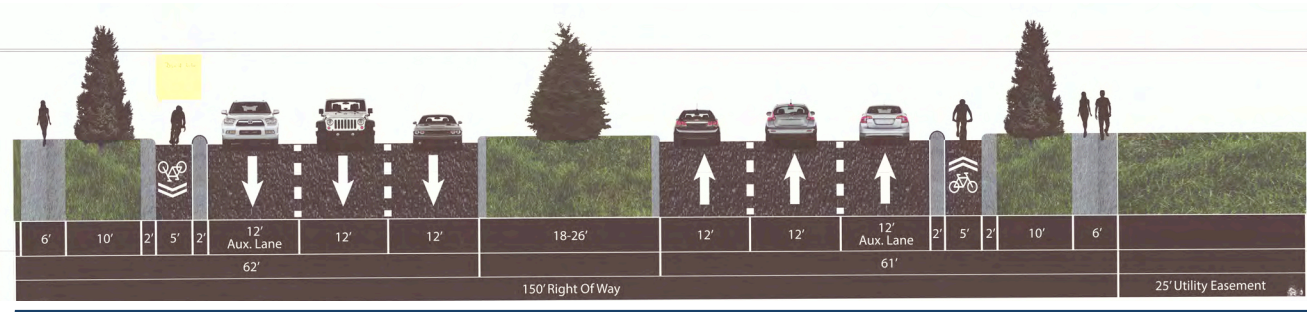
PUBLIC COMMENTS

- Do not connect Heron to north
- No thru traffic from Boyd to Heron



Conceptual Roadway Options

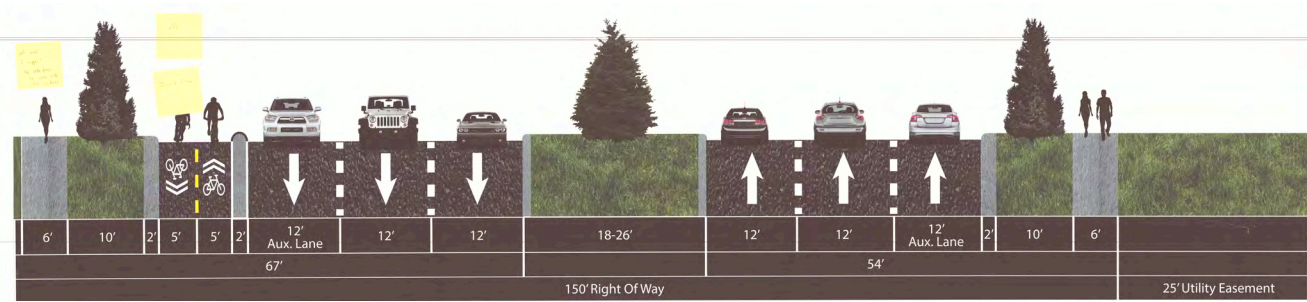
Various multimodal transportation options for Highway 402 were also explored. Using various typical sections to show roadway layouts, Advisory Committee members and public open house attendees could see what Highway 402 could look like, as illustrated on the following pages. All posted comments received on roadway sections came from the public open house. Advisory Committee members provided their comments verbally only.



One-Way Cycle Track

PUBLIC COMMENTS

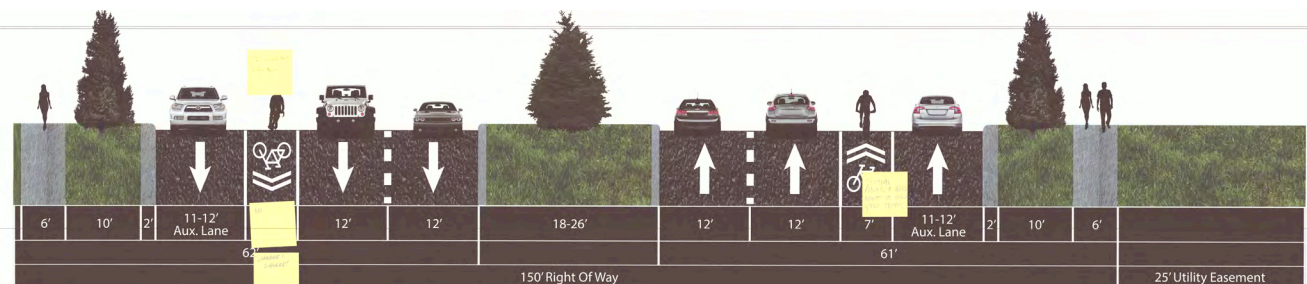
- Don't like



Two-Way Cycle Track

PUBLIC COMMENTS

- Not sure I support the bike lanes on same side and clustered
- No
- Don't like



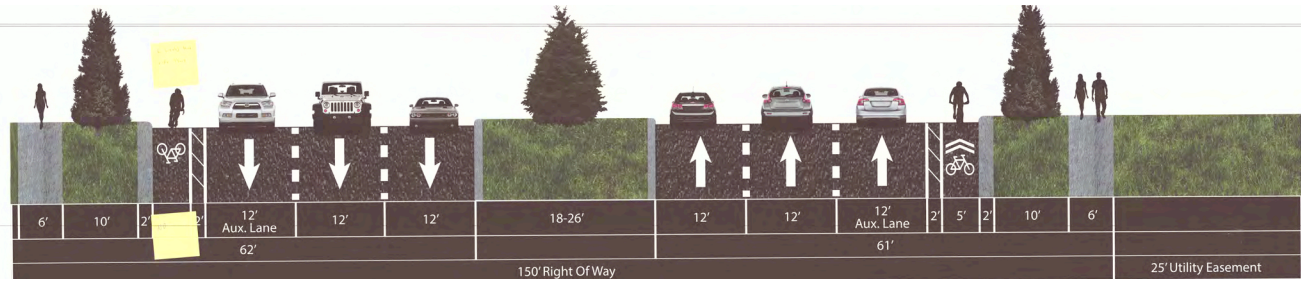
Base Section (FONSI)

PUBLIC COMMENTS

- I would not ride this
- No
- Danger! Danger!
- Suicidal riding a bike next to high speed traffic



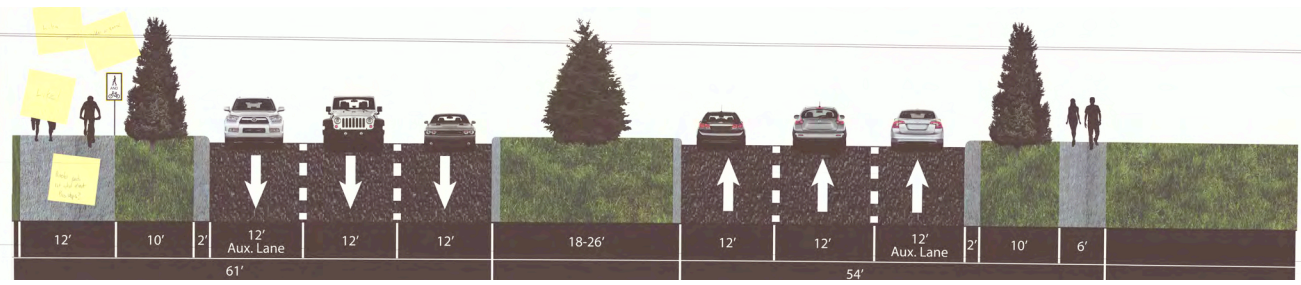
Conceptual Roadway Options



Buffered Bike Lane

PUBLIC COMMENTS

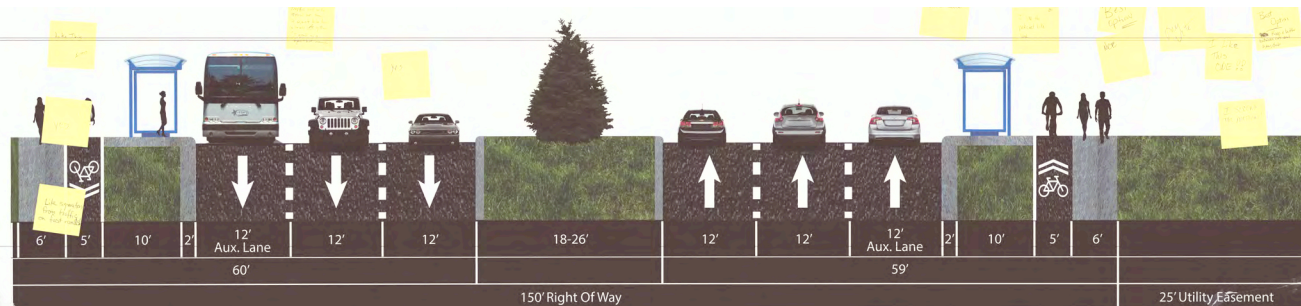
- I would not ride this
- No



Multi-Use Path

PUBLIC COMMENTS

- Like – ditto!
- This is good
- Like!
- Protected peds but what about bus stops?



Bike Lane with Bus Stop

PUBLIC COMMENTS

- Like this – ditto!
- Yes
- Like separation from traffic on fast roads!
- Traffic will only increase over time. The separate bike lane is the only safe option. (I speak as a frequent bike commuter).
- Yes
- This option makes sense
- I like the protected bike lane
- Best Option
- Nice
- My vote
- I like this one!!
- I second the motion!
- Best option. Keep a buffer between cars and bikes / peds



Conceptual Roadway Options

The transportation sections, combined with the public comments provided, resulted in an initial overall concept for the Highway 402 corridor, as illustrated in the Future Mobility Connections sketch.



Conceptual Future Mobility Connections

ADVISORY COMMITTEE (+)

- Trail systems along Big Thompson River

ADVISORY COMMITTEE (-)

- No comments

PUBLIC COMMENTS

- Need trail or sidewalks south of Highway 287 up Derby Hill / SE 19th connector
- I like the bike trails to keep bikes off 402
- I like the idea of a bike path along the river from Loveland to houses east of I-25
- I prefer main road veering east from Boyd Lake rather than CR9

Concept Refinement

In addition to the piecemeal options and transportation specific concepts, several overall options for the entirety of the Highway 402 corridor were presented to the Advisory Committee and at the public open house, as illustrated on the next four pages. The feedback on these five concepts all led to the creation of a narrowed concept plan that considered all information gathered during the charrette.



Conceptual Corridor Plan A

ADVISORY COMMITTEE (+)

- If rail hub here, need to add T&D, high density development
- Not likely w/ this railroad
- Looks good from Lincoln to Boise
- Reduces turn lane issues on 402
- For this to work financially, need to support density at the west end and the east end
- Good residential mix (Zone C)
- Like all including rail hub all the way to Lincoln
- Can these (county roads) become north / south thoroughfares?
- Good plan
- Good route north and south

ADVISORY COMMITTEE (-)

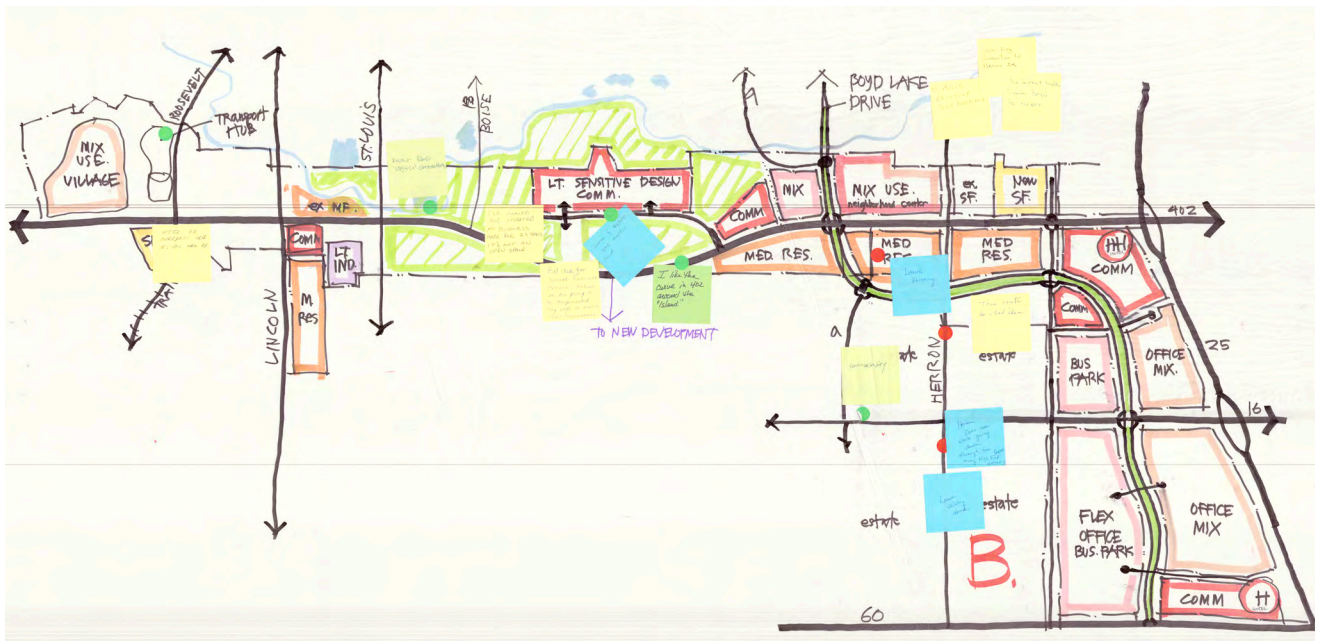
- Future corridor along 60 will need to be done soon
- Kill the dairy? Do not think these need to go.

PUBLIC COMMENTS

- We like the overall development of this plan
- My vote
- I love this
- Whose idea was this? It stinks!
- Too patchwork; more residential
- Keep from development
- Preserve light industrial for future development; need density bonus design standards



Concept Refinement



Conceptual Corridor Plan B

ADVISORY COMMITTEE (+)

- Curve and bypass – good traffic relief
- I like the curve in 402 around the “island”

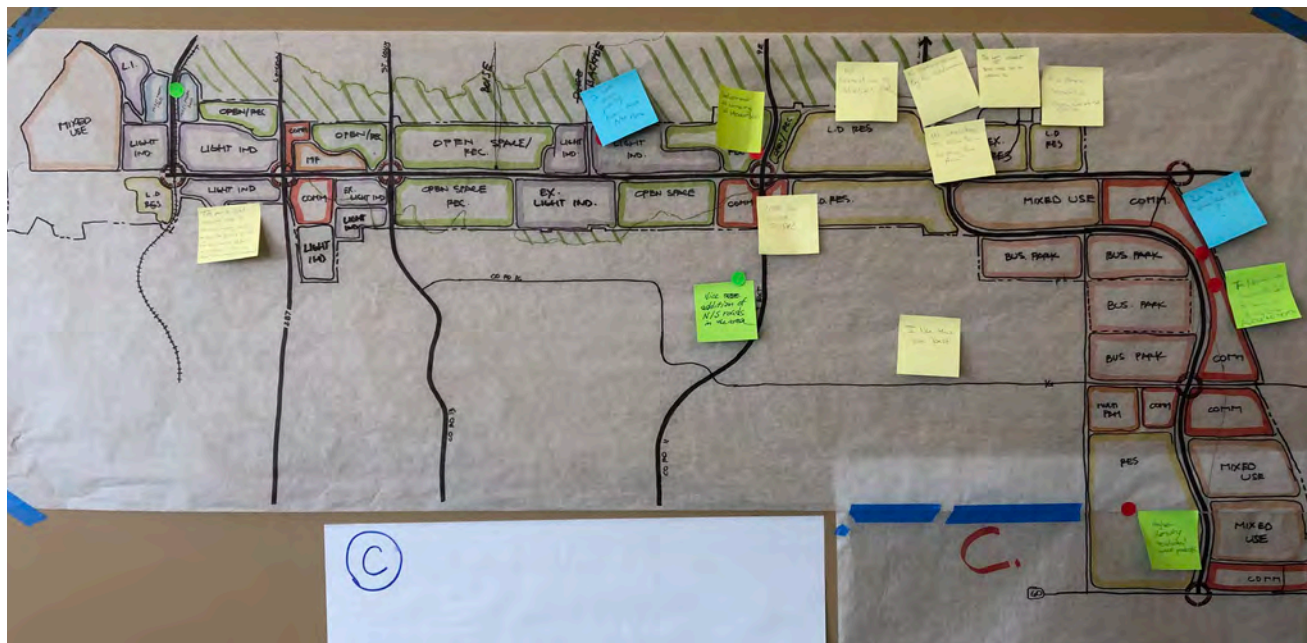
ADVISORY COMMITTEE (-)

- Leave existing
- Heron does not work going south through too many high end farm homes
- Leave existing alone

PUBLIC COMMENTS

- Need railroad overpass here (Zone A)
- Bad idea for current business owners unless we're going to be compensated very well to move our businesses
- This route is a bad idea
- River rec visual connection
- I've owned and operated my business here for 25 years. It's not an open space.
- Avoid existing subdivisions (near Boyd Lake Drive)
- Connectivity
- No direct traffic from Boyd to Heron
- Avoid connection to Heron Drive

Concept Refinement



Conceptual Corridor Plan C

ADVISORY COMMITTEE (+)

- Nice addition of north / south roads in the area

ADVISORY COMMITTEE (-)

- Too narrow
- Not Boise
- Development all connecting
- I-25?
- Higher density residential

PUBLIC COMMENTS

- Too much light industry close to existing housing (Zone A)
- Commercial too close to residential
- I like this one the best (referring to overall plan)
- No connection to Heron Drive (5 times)

[illegible]

ADVISORY COMMITTEE (+)

- ### ADVISORY COMMITTEE (-)

- ## PUBLIC COMMENTS

- 31

ADVISORY COMMITTEE (+)

- ADVISORY COMMITTEE (-)

- ## PUBLIC COMMENTS

- 32



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Highway

402
Corridor Plan

Charrette Summary



Appendix B

Market Positioning Strategy (Full Report)

CANYON RESEARCH SOUTHWEST, INC.

COMMERCIAL REAL ESTATE RESEARCH AND ANALYSIS

ECONOMIC AND MARKET ANALYSIS HIGHWAY 402 CORRIDOR PLAN LOVELAND, COLORADO

February 2019

Prepared for:

Olsson, dba Ochsner Hare & Hare, LLC
1814 Main Street
Kansas City, MO 64108

Prepared by:

Canyon Research Southwest, Inc.
475 Ellicott Street #301
Buffalo, NY 14203

PR# 19-01-02

475 ELLICOTT STREET #301 / BUFFALO, NY 14203 / (716) 551-0655

CANYON RESEARCH SOUTHWEST, INC.

COMMERCIAL REAL ESTATE RESEARCH AND ANALYSIS

February 4, 2019

Ken Boone
Olsson
1814 Main Street
Kansas City, MO 64108

RE: Economic and Market Analysis
Highway 402 Corridor Plan, Loveland, Colorado

Mr. Boone;

The City of Loveland, Colorado has retained Olsson to design the Highway 402 Corridor Plan. The Planning Area runs parallel along Highway 402 from Interstate 25 east to South Taft Avenue.

As a sub-consultant to Olsson, Canyon Research Southwest has prepared an *Economic and Market Analysis* that evaluates the Planning Area's market potential and development opportunities. Attached is a summary of study findings and recommendations for your review.

Upon review of the report, should any have questions or request additional information, contact me directly at (716) 551-0655.

Respectfully submitted,

CANYON RESEARCH SOUTHWEST, INC.

Eric S. Lander, Principal

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SUMMARY OF MAJOR FINDINGS

The City of Loveland, Colorado has retained Olsson to design the Highway 402 Corridor Plan. The Planning Area runs parallel along Highway 402 from Interstate 25 east to South Taft Avenue.

To assist in the master planning process Canyon Research Southwest has prepared an *Economic and Market Analysis* that evaluates the Planning Area's market potential and development opportunities.

Study Findings and Recommendations

The study's principal findings and recommendations include the following:

- Identify opportunities and constraints impacting future land use patterns within the Planning Area;
- Identify prospective development sites and appropriate mix of land uses that could take advantage of the Planning Area's location, physical characteristics, and market demand; and
- Quantify reasonably achievable absorption rates for new development given current directly competitive market trends.

Opportunities and Constraints

Opportunities and constraints in the future development of the Planning Area are summarized in the text below.

Opportunities

- Good transportation network - Interstate 25 and rail access as well as proximity to two airports;
- East-west transportation corridors in Loveland are constrained by the presence of lakes and the airport which limits primary transportation corridors to Highways 34 and 402;
- Highway 402 is the last remaining major east-west transportation corridor with the opportunity to support large-scale urban planning and development;
- It is a priority to design a flexible, evolving land use policy capable of adapting to a changing economy, demographics and real estate market;
- Financing options for the necessary infrastructure improvements to the Planning Area could include public-private partnerships, improvement districts and Metro Districts;
- The status of Highway 402 as a major transportation corridor linking to Interstate 25 improves the potential for the Planning Area to support commercial, office, industrial and multi-family residential housing;
- The Planning Area can enhance Loveland's long-term economic and fiscal sustainability by supporting employment-related development;

- The land within the 100-year flood plain can be utilized for open space and recreational use with the potential to create a regional draw and assist in establishing an identity and sense of place;
- Existing large lot residential must be incorporated into the Planning Area's land use design, doing so will assist in preserving the area's rural character;
- Completion of improvements to the Highway 402 and Interstate 25 interchange will assist in stimulating development pressures within the Planning Area;
- Planning Area occupies a large inventory of land area capable of supporting mixed-use development and creating a sense of place;
- Neighborhood retail is viable within the Planning Area given the trade area demographics and future housing;
- Growing tech industry in Northern Colorado providing opportunities for the construction of flex office-industrial space;
- Loveland has a well-educated workforce and high quality of life;
- Most large infill parcels in Loveland have been developed forcing future development to the fringe of the city;
- Tourism contributes significantly to the Loveland economy;
- Northern Colorado's regional economy is a strength and will afford the opportunity for the Planning Area to benefit from future economic and population growth;
- Opportunity to create a technology corridor targeting high-growth sectors such as advanced and light manufacturing, technology, logistics, bioscience, design services, high-tech services and telecom;
- City Council is supportive of long-term vision of the Planning Area; and
- Healthy industrial market with near-term potential to support the construction of flex space.

Constraints

- Absence of infrastructure in the eastern half of the Planning Area required to support urban development;
- FEMA's expanded flood plain area south of Highway 402 will require low-intensity land use in the impacted areas;
- River corridor should be protected, and lands acquired for public use;
- There is a mix of County and State-owned property in the Planning Area with government uses in place;
- Presence of oil and gas wells may reduce buildable area within the Planning Area;
- Housing affordability and lack of housing product diversity is a growing issue in Loveland;
- City of Loveland levies high development impact fees;
- Fort Collins is better positioned to attract corporate businesses, featuring quality schools, presence of Colorado State University, better demographics and lower development fees;
- Possible land use conflicts with Planning Area's existing low-density residential and agriculture uses;
- Presence of many longstanding property owners within the Planning Area will require considerable neighborhood outreach;
- Loveland is a commuter city with approximately 40 percent of all jobs imported;
- The City of Loveland is not competitive with other communities in offering economic incentives to developers and businesses;
- Loveland's retail, office and apartment markets are currently overbuilt;
- Very little spec office space is built in Loveland, development is largely user driven;

- Achievable office rents currently too low to support feasible new office construction;
- Most office tenants in Loveland are small with few large corporate tenants; and
- Limited north-south roadway connections between Highways 34 and 402.

Forecast Absorption

Based on site and location characteristics and assuming completion of necessary infrastructure improvements, through 2040, the Planning Area is forecast to absorb an estimated 935,000 to 1.9 million square feet of commercial and industrial space as well as 1,260 to 1,890 housing units.

Planning Area Forecast Absorption; 2018-2040 Commercial, Industrial and Residential Uses

	Moderate Scenario	Optimistic Scenario
Retail	256,000	384,000
Professional Office	127,000	272,000
Light Industrial	552,000	1,285,000
Residential	1,260	1,890

Assuming an average floor-area-ratio (“FAR”) of 0.2 to 0.4 for the retail, office and industrial space and an average density of 4.0 dwelling units per acre, through 2040 the Planning Area is estimated support the development of approximately 385 to 610 acres of land.

Recommended Land Use Patterns

The Planning Area’s large land area, natural resources and transportation system affordable opportunity to create a unique urban environment that both honors the agricultural past and provides the template for Loveland to adapt to future trends in land use, economics, demographics, housing, and transportation. The goal is to create a sustainable urban corridor featuring the optimal mix of complimentary land uses, transportation network, infrastructure, economic activity, housing, and land use flexibility. Land use patterns recommended for the Highway 402 Corridor focus both on place-based planning and economic sustainability and are summarized in the text below.

Design buildings to support places. Establish high quality building design and sign standards specific to the Highway 402 Corridor with emphasis on establishing a sense of place and cultivating an identity through pedestrian connectivity, view corridors, public art, public space, innovative employment centers, mixed-use development, and open space.

To facilitate future commercial and residential development Highway 402 must be improved as an urban-scale major arterial with underground utilities including power, water, wastewater, natural gas, telephone, and high-speed cable.

Plan for improved transportation connections (i.e., roads, bike lanes, walking paths, public transit, etc.) between the Highway 402 Corridor and the balance of Loveland. Establish more north-south arterial roadways connecting Highways 34 and 402. Of importance would be an alternative route that directly links the Corridor's eastern employment center with Centerra and the retail along Highway 34. A prospective north-south link is the current Rocky Mountain Avenue alignment extended south of Highway 34 to County Road 7.

Incorporate wide setbacks along Highway 402 frontage to preserve view corridors and honor the area's agricultural past.

Create parks and open space as multi-use destinations. To compliment wide setbacks along Highway 402 frontage designate flood plain area on the north side of Highway 402 west of County Road 9 as open space, trails, and recreational uses. Some complimentary commercial uses could be incorporated into the plan (i.e., food service, kayak and bike rentals, public restrooms, etc.). The river and open space network would create a desirable recreational amenity and a major draw to the Highway 402 Corridor as well as assist in establishing an identity and sense of place.

The intersection of Highway 402 and Interstate 25 will serve as a major gateway into Loveland and should feature an attractive mix of land uses, well designed open space, and architectural and/or artistic elements that display the history and character of the Highway 402 Corridor and Loveland.

Create employment opportunities within the Highway 402 Corridor designed to ensure Loveland's long-term economic and fiscal sustainability. The plan should serve as a template for creating a technology corridor targeting high-growth sectors in the Fort Collins – Loveland MSA such healthcare, advanced and light manufacturing, technology, logistics, bioscience, design services, high-tech services, and telecom.

Coalesce development around major activity nodes anchoring each end of the Highway 402 Corridor. These nodes should be places to coordinate public investment and concentrate private development, support higher intensity mixed-use development, craft unique identities, improve the employment and retail opportunities along the corridor, and enhance the built environment. Recommended activity nodes include: 1) the approximately 1,100 acres at the southwest corner of Interstate 25 will anchor the eastern boundary of the Highway 402 Corridor and 2) the 177-acre Rocky Mountain Center for Innovation & Technology campus would anchor the western boundary.

- The Corridor's eastern activity node is suitable for a wide mix of land uses including office, flex space, light manufacturing, warehouse, retail, hotels, and single family and multi-family housing. This activity node would be designed to support advanced manufacturing, logistics, bio-tech, high-tech services, design services and office-using jobs.
- The 177-acre Rocky Mountain Center for Innovation & Technology campus at the Corridor's western edge is ideal for mixed-use redevelopment including light industrial, office, and residential uses.

- The intersection of Highway 402 and Boise Avenue is a secondary activity node supporting a less intensive employment center featuring business park and light industrial uses.

The Planning Area can support a variety of retail development formats. The site at the southwest corner of Highway 402 and Interstate 25 offers the potential to support development of a power center housing major and junior anchor retailers. The northeast and northwest corners of Highway 402 and County Road 9E are best suited for strip center and/or neighborhood center development. The sites at the southeast and southwest corners of Highway 402 and Lincoln Avenue are also best suited for strip center and/or neighborhood center development.

Incorporate into the plan a variety of for-sale and rental housing options and price ranges, including detached single-family homes, patio homes, townhomes, apartments and housing as part of a mixed-use building. High-density rental housing is best located within the two employment centers, the intersection of County Road 9E, and Highway 402 and Roosevelt Avenue. The balance of the Planning Area is best suited for a mix of low to medium density residential that is compatible with the existing low-density housing stock. Suitable locations for detached single family housing include:

1. North side on Highway 402 at County Road 7;
2. South side of Highway 402 at County Road 9E;
3. North side of Highway 402 between Lincoln Avenue and St. Louis Avenue; and
4. Northeast corner of County Road 7 and State Highway 60.

The City of Loveland owns approximately 98 acres of land at the southwest corner of Highway 402 and Interstate 25 with zoning in place. This parcel is at the gateway into the designated eastern employment corridor and thus is a very valuable property. It is recommended that the City retain ownership of the property to preserve this gateway location, use to attract employers, and avoid near-term low intensity incompatible land uses.

**ECONOMIC AND MARKET ANALYSIS
HIGHWAY 402 CORRIDOR PLAN
LOVELAND, COLORADO**

February 2019

INTRODUCTION

Canyon Research Southwest has prepared an *Economic and Market Analysis* that evaluates the demographic, economic, and competitive real estate environment influencing future development of the Highway 402 Corridor in Loveland, Colorado.

Study Objective and Scope of Work

As a sub-consultant, Canyon Research Southwest, Inc. has prepared an *Economic and Market Analysis* evaluating future commercial, employment, and residential development opportunities for the Highway 402 Corridor Planning Area. The primary objective of the study is to assist in formulating a market positioning strategy for the Highway 402 Corridor Planning Area. The study evaluated the historic, current, and future demographic, economic and real estate market forces that influence the Planning Area's future urban growth patterns.

The *Demographic and Economic Analysis* section of the study assists in quantifying future demand for commercial, office and industrial space as well as residential housing units. Planning Area demographic characteristics and economic forces evaluated include population growth, household composition, age distribution, household income, educational attainment, and employment growth and composition.

The *Market Analysis* portion of the report evaluates directly competitive retail, employment, and residential market trends impacting the Planning Area. The market trends for each prospective land use were evaluated by quantifying such market forces as the current inventory of housing units and commercial space, construction activity, and development trends. The study also quantifies the market area's short- and long-term need for additional retail, office and industrial space as well as residential housing units to determine the ability of the Planning Area to support future real estate development. A site evaluation determines the Planning Area's ability to accommodate retail, office, industrial, and residential development formats as well as identifies prospective development sites.

Based on the findings of the *Economic and Market Analysis*, potential development opportunities for the Planning Area are identified. Study recommendations include the following:

- Identify opportunities and constraints impacting future land use patterns within the Planning Area;
- Identify prospective development sites and appropriate mix of land uses that could take advantage of the Planning Area's location, physical characteristics, and market demand; and
- Quantify reasonably achievable absorption rates for new development given current directly competitive market trends.

Highway 402 Corridor Planning Area

The Highway 402 Corridor Planning Area (“Planning Area”) is located within Loveland’s southern quadrant and generally parallels Highway 402 from Interstate 25 east to South Taft Avenue. The aerial on page 3 depicts the Planning Area boundaries.

Dominant land uses within the Planning Area include single family residential, agricultural, and undeveloped/open space. Large areas of undeveloped land are present in much of the Planning Area with land use density increasing from east to west. Existing zoning by acreage is predominantly agricultural (57.2%), industrial (15.2%) and mixed-use (11.8%). Agricultural is the predominant land use from Interstate 25 east to South St. Louis Avenue with commercial and industrial development present along Highway 402 from South St. Louis Avenue east to South Taft Avenue. The Planning Area’s existing land use zoning is depicted on page 4.

The Planning Area’s transportation network is anchored by State Highway 402 and complimented by a series of north-south connector roads that link residential areas to major arterials to the north. From west to east the connector roads include Taft Avenue, Roosevelt Avenue, Lincoln Avenue, St. Louis Avenue, Boise Avenue, and County Road 9E. There are no signalized interchanges along Highway 402 east of South Boise Avenue. The intersection of Highway 402 and Interstate 25 is scheduled to be improved which will enhance the employment-related development potential of adjacent lands.

Utility infrastructure is concentrated in the western portion of the Planning Area with the lack of infrastructure in the eastern portion placing constraints on urban development. The Planning Area is further impacted by the existence of a 100-year flood plain along the path of the Big Thompson River. The 100-year flood plain is located within the middle portion of the Planning Area and extends south of Highway 402. Most of the land within the 100-year flood plain is either vacant or open space.

Highway 402 Corridor Planning Area Boundaries



Highway 402 Corridor Planning Area Existing Zoning



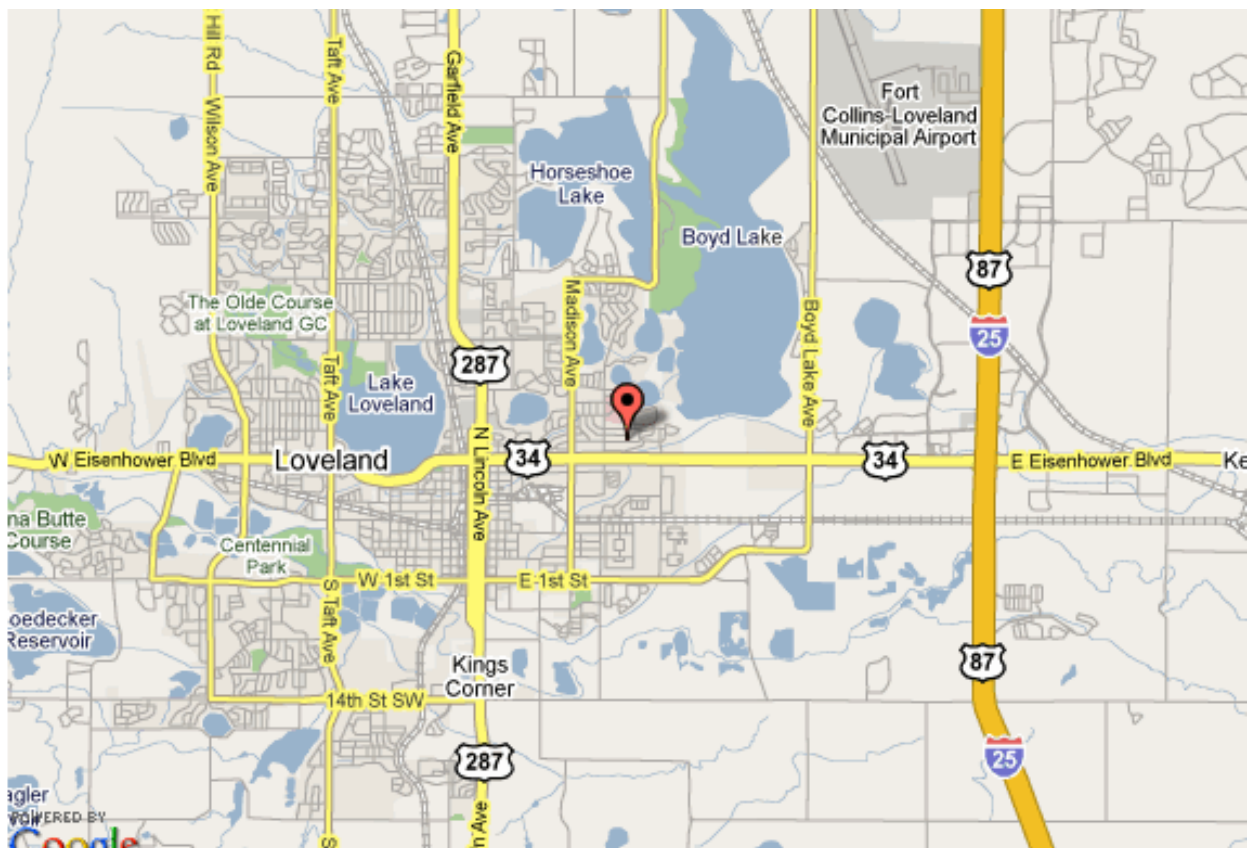
ECONOMIC AND DEMOGRAPHIC ANALYSIS

This section of the report examines the economic and demographic factors impacting real estate development trends in the Planning Area. It includes an analysis of population growth trends and projections, household composition, age distribution, household income, educational attainment, and employment trends. Current demographic trends and 5-year demographic projections were provided by the American Community Survey 2017 and Esri Business Analyst. Quantifying these economic and demographic characteristics will assist in forecasting the future demand for commercial space, industrial space, and residential housing units in the Planning Area.

Market Area Defined

To examine the Planning Area's prospective commercial, employment, and residential development opportunities an economic and demographic analysis for the relevant market area was prepared. Market areas are usually divided into three categories or zones of influence, including primary, secondary and tertiary. Demographic characteristics immediately surrounding a site have the greatest impact of supportable real estate development patterns, with the level of influence diminishing gradually as the distance increases.

To evaluate the Planning Area's real estate development potential the City of Loveland, Colorado is defined as the primary Market Area with Larimer County the secondary Market Area. Market Area demographic characteristics are summarized in the table on page 6.

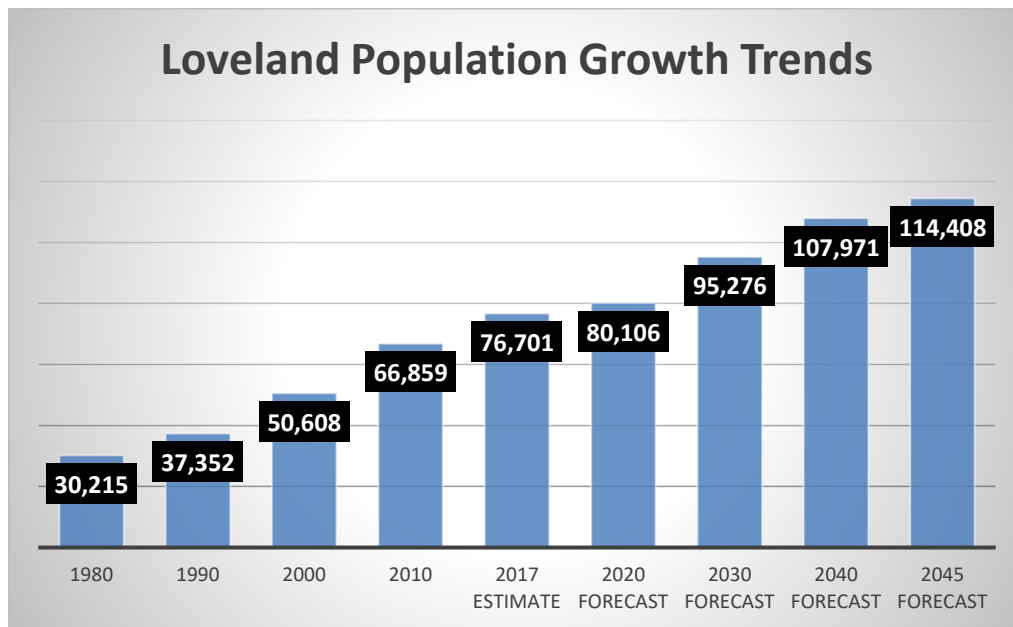


Loveland, Colorado Demographic Trends

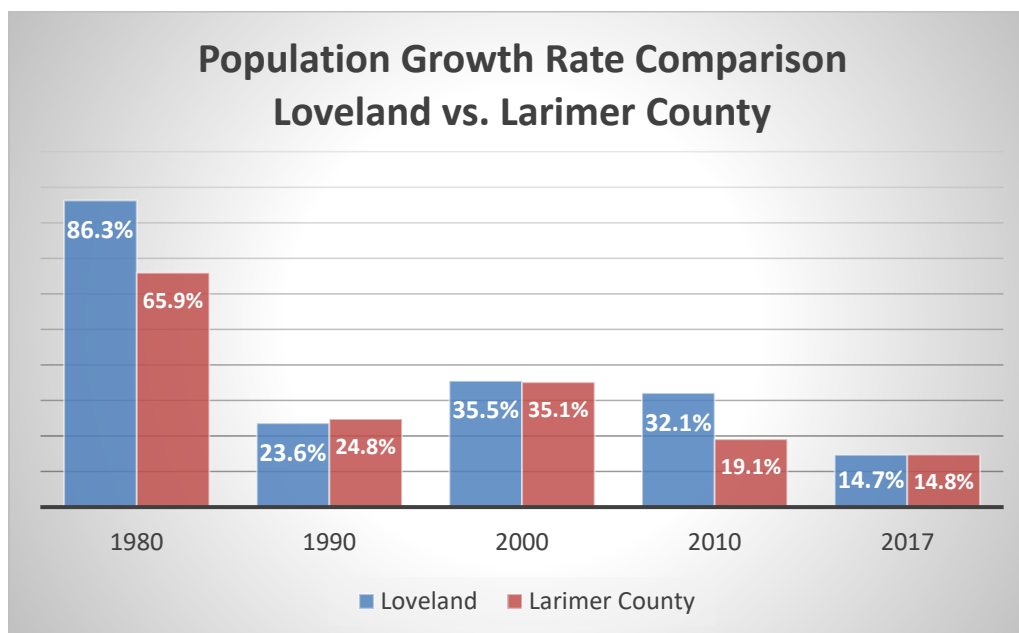
Demographic Characteristic	Demographic Characteristic
Population	
2010 Census	66,863
2018 Estimate	77,145
2023 Forecast	83,495
Households by Type (2017)	
Total Households	30,724
Family Households	64.8%
Married Couple Family	50.6%
With Own Children	17.7%
Nonfamily Households	35.2%
Householder Living Alone	27.8%
65 Years and Over	12.9%
Distribution of Population by Age (2018)	
0-14 Years	20.0%
15-24 Years	11.9%
25-34 Years	13.4%
35-44 Years	12.9%
45-64 Years	27.0%
65+ Years	14.9%
Distribution in Household Income (2018)	
Less than \$15,000	7.8%
\$15,000 - \$24,999	8.4%
\$25,000 - \$34,999	8.0%
\$35,000 - \$49,999	13.0%
\$50,000 - \$74,999	21.0%
\$75,000 - \$99,999	15.2%
\$100,000 - \$149,999	15.4%
\$150,000 - \$199,999	6.0%
\$200,000+	5.3%
Median Household Income	\$83,405
Educational Attainment for Residents 25+ Years (2018)	
Total	54,189
Less than 9th Grade	1.4%
9th - 12th Grade, No Diploma	3.4%
High School Graduate	21.3%
GED/Alternative Credential	3.8%
Some College, No Degree	23.4%
Associate Degree	10.3%
Bachelor's Degree	23.5%
Graduate/Professional Degree	12.9%

Population Growth Trends

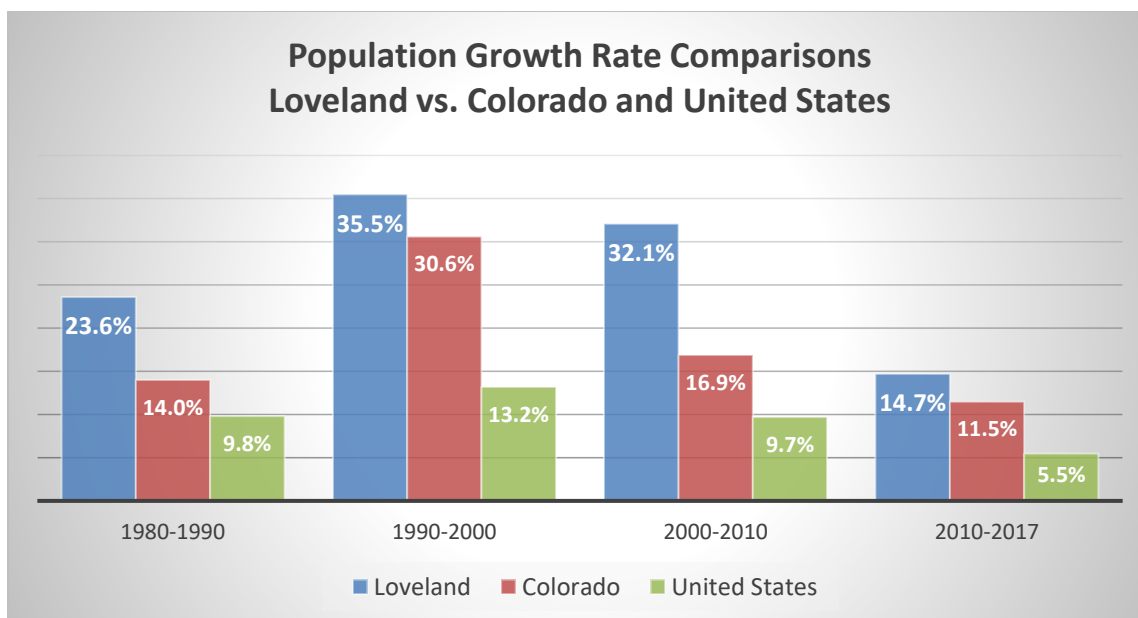
Population growth has a direct impact on retail and housing demand. From 1980 to 2017, Loveland added over 46,000 residents. By 2045, Loveland's population is forecast to add another 38,000 new residents. As of July 2017, an estimated 22.3 percent of the Larimer County population resided in the City of Loveland. This population base is sufficient to support a diverse retail market with continued population growth fueling additional demand for retail goods and services, commercial space, and new residential housing units.



Since 1980 the City of Loveland population growth has outpaced that of Larimer County as a whole, increasing by 154% compared to 131%. From 1980 through 2017, Loveland accounted for 23.9% of Larimer County's population growth.



For every decade since the 1980s the City of Loveland population growth rate has outpaced both the State of Colorado and United States. Population growth in Loveland was particularly strong during the decades of the 1990's and 2000's.



The presence of flood plains and public infrastructure has dictated urban development patterns in Loveland. While over the past several decades urban expansion in Loveland has followed a multi-directional pattern, the west and northeast regions have supported the bulk of population growth and residential construction activity. The Planning Area has supported modest commercial, industrial and residential development activity due to the presence of a 100-year flood plan and the lack of public infrastructure.

Household Composition

Household formation and the mix of household types have a direct impact on the composition of retail sales and housing types. According to the *American Community Survey 2017* published by the U.S. Census Bureau, during 2017 a reported 30,724 households resided in Loveland, Colorado with an average household size of 2.4 persons. Family households account for 64.8 percent of all households with 25.4 percent of households having children present. Married couple families accounted for 50.6 percent of all households, of which 17.7 percent had related children. The table on the following page summarizes households by type for the City of Loveland in 2017.

The Loveland population's household composition is very similar to that of Larimer County and the State of Colorado. Two notable exceptions are the below average percentage of households with children present and the above average senior population ages 65 years and over.

These market area household composition characteristics would suggest a propensity for detached single family housing and slightly below average retail expenditures for household furnishings, groceries, clothing and accessories, sporting goods, books and other family-related goods and services.

City of Loveland Households by Type – 2017

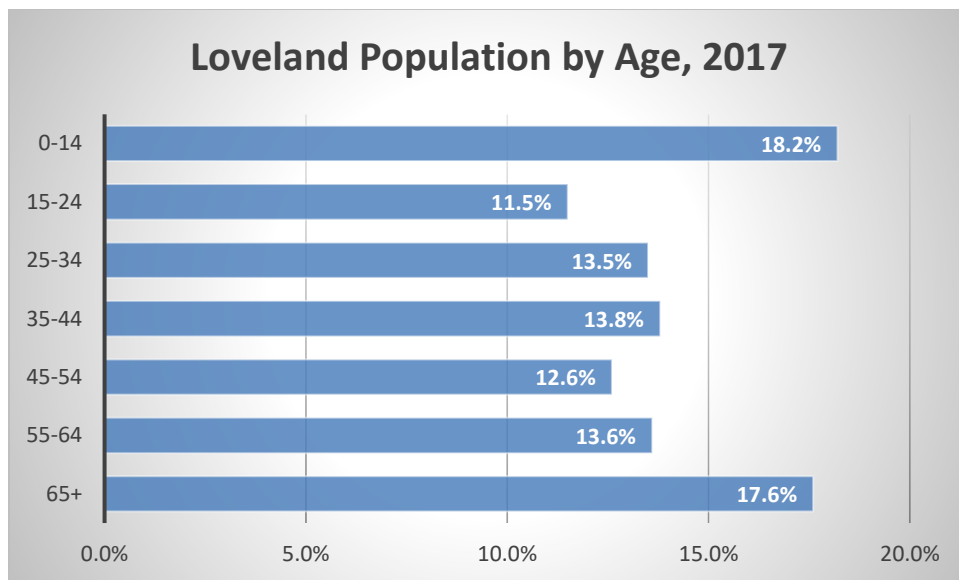
Household Type		City of Loveland	Larimer County	State of Colorado
Total Households		30,724	13,502	2,082,531
Family Households		64.8%	62.5%	64.3%
With Children Under 18 Years		25.4%	25.6%	28.8%
Married Couple		50.6%	50.8%	49.8%
With Children Under 18 Years		17.7%	19.0%	20.8%
Nonfamily Households		35.2%	37.5%	35.7%
Householder Living Alone		27.8%	24.3%	27.2%
65 Years and Older		12.9%	8.8%	9.0%
Average Household Size		2.40	2.46	2.55
Average Family Size		2.91	2.94	3.13

Source: American Community Survey, U.S. Census Bureau.

Population Age Distribution

Age is an important factor in consumer identity, since consumption patterns, housing needs, and financial situation change significantly throughout an individual's lifetime. Change in the relative proportions of age groups throughout the United States is expected to have an important impact on the retailing and housing industries.

According to the *American Community Survey 2017*, the average age of the Loveland population of 40.2 years compares to the state average of 36.5 years. Children ages 0 to 14 comprise the Loveland's largest age group with 18.2 percent of the total population, followed by seniors 65+ years at 17.6 percent, and young adults ages 35 to 44 years at 13.8 percent.



The Loveland population for 2018 and 2023 are summarized in the table below by six primary age groups, including children (0-14 years), adolescent (15-24 years), young adults (25 to 34 years), family/working adults (35-44 years); empty nesters (45-64 years) and elderly (65+ years). Each of the six age groups possesses distinctively different consumption and housing needs.

Loveland Distribution of Population by Age

Age Group	2018 Estimate	% of Total	2023 Forecast	% of Total	2018-23 Change	% Change
City of Loveland						
0-14 Years	14,349	18.6%	15,196	18.2%	847	5.9%
15-24 Years	8,640	11.2%	9,101	10.9%	461	5.3%
25-34 Years	9,798	12.7%	10,604	12.7%	806	8.2%
35-44 Years	9,489	12.3%	10,520	12.6%	1,031	10.9%
45-64 Years	20,752	26.9%	20,874	25.0%	121	0.6%
65+ Years	14,118	18.3%	17,200	20.6%	3,082	21.8%
Totals	77,146	100.0%	83,495	100.0%	6,349	8.2%

Source: U.S. Census and Esri Business Analyst.

From 2018 through 2023, the Loveland population is forecast to add approximately 6,349 new residents. Over the five-year timeframe the elderly population 65+ years of age is forecast to experience the largest gain of 3,082 people. The population of family/working adults ages 35 to 44 years is forecast to increase by 1,031 people while the populations of young adults age 25 to 34 years are expected to increase by 806 people. These shifts in the age of the market area population will impact the future demand for retail goods, personal services, and housing.

Children ages 0 to 14 years aren't generally consumers per say, but their presence within a household generates retail expenditures on such items as apparel and accessories, groceries, and consumer electronics. This age group accounts for 18.6 percent of the Loveland population and by 2023 is forecast to increase by 847 residents.

The adolescent population ages 15 to 24 is key for supporting the sales of apparel and accessories, groceries, sporting goods, music, consumer electronics, eating and drinking places, and general merchandise. By 2023, an estimated 9,101 adolescents will reside in Loveland, up 5.3 percent from the current level.

Young adults aged 25 to 34 years generally are new to the workforce. These tech savvy young adults are heavy consumers of electronics, apparel and accessories, entertainment, and rental housing. By 2023, the young adult population in Loveland is forecast to increase by 8.2 percent to 10,604 residents. Young adults will continue to be major consumers of retail goods and rental housing.

The population ages 35 to 44 are in their child raising and principal consumer years, with expenditures favoring hardware; furniture and home furnishings; home electronics; department stores; and eating and drinking places. By 2023, the population of this age group in Loveland is forecast to increase by 1,031 residents which is expected to have a positive impact on sales of home furnishings, entertainment, and entry-level, for-sale housing. By 2023, this age group will account for 12.6 percent of the Loveland population.

From 2018 to 2023 the population of empty nesters ages 45 to 64 years in Loveland is forecast to increase by just 121 residents. People aged 45+ years are generally less consumers of apparel, consumer electronics, furniture, home furnishings and entertainment than are younger consumers. This age group provides opportunities for home downsizing, restaurants and travel.

According to the U.S. Department of Labor, per capita retail expenditures by seniors 65+ years old is 18 percent lower than those under the age of 35 years and 41 percent lower than people ages 35 to 64 years. From 2018 to 2023 the population of residents 65+ years of age in Loveland is forecast to increase by 21.8 percent, adding 3,082 residents. The growing senior population will generate increased demand for medical goods and services as well as affordable housing.

Among the six major age groups, those ages 35 to 64 possess the highest incomes and per capita consumer spending levels. According to the U.S. Department of Labor, people ages 35 to 64 possess an annual income 51 percent greater than those under the age of 35 years. Adults ages 35 to 54 years account for 24.6 percent of the Loveland population and are in their peak spending years particularly for housing, home furnishings, home improvements, clothing, and entertainment.

Household Income Distribution

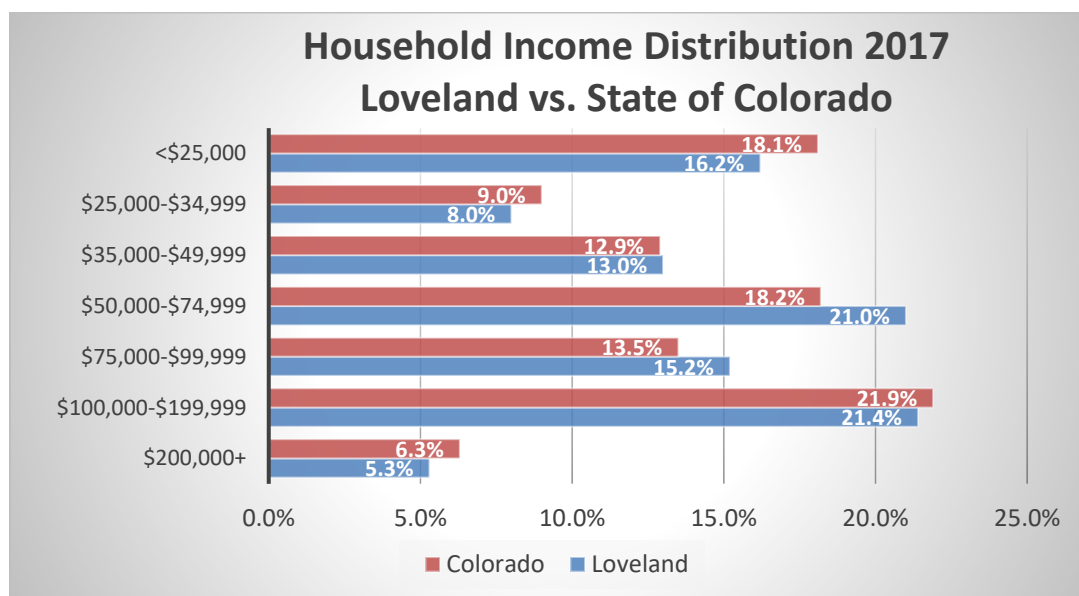
Household income levels have a direct impact on retail sales volumes, housing demand, for-sale housing values, and residential rents. The median household income and household income distribution levels for the City of Loveland closely mirror that for the state of Colorado. Loveland household income distribution estimates for 2018 and projections for 2023 published by Esri Business Analyst are outlined in the table on the following page.

Ersi Business Analyst estimated the median household income for the City of Loveland of \$62,794 exceeds the national average of \$55,775. Loveland's higher income levels may result in above average per capita retail expenditures and housing values.

Households with incomes of less than \$25,000 account for 16.2 percent of all Loveland households, suggesting a need for affordable housing. By comparison, 18.1 percent of Colorado households earn less than \$25,000 annually.

Households with annual incomes of \$75,000 to \$99,999 account for 15.2 percent of all Loveland households compared to 13.5 percent for Colorado. These households represent potential demand for for-sale housing and retail goods and services.

High-income households with incomes of \$100,000 or more account for 26.7 percent of all Loveland households compared to 28.2 percent for Colorado. These households represent potential demand for luxury housing and automobiles, retail goods and services, travel and entertainment.



From 2018 to 2023 the forecast growth in Loveland's median household income of 14.8 percent is expected to exceed that of 14.5 percent for the state of Colorado. Those households with incomes of \$75,000 and greater are projected to experience the largest gains over the coming five years. These high-income households will generate demand for housing, entertainment, travel, dining out, and retail goods and services

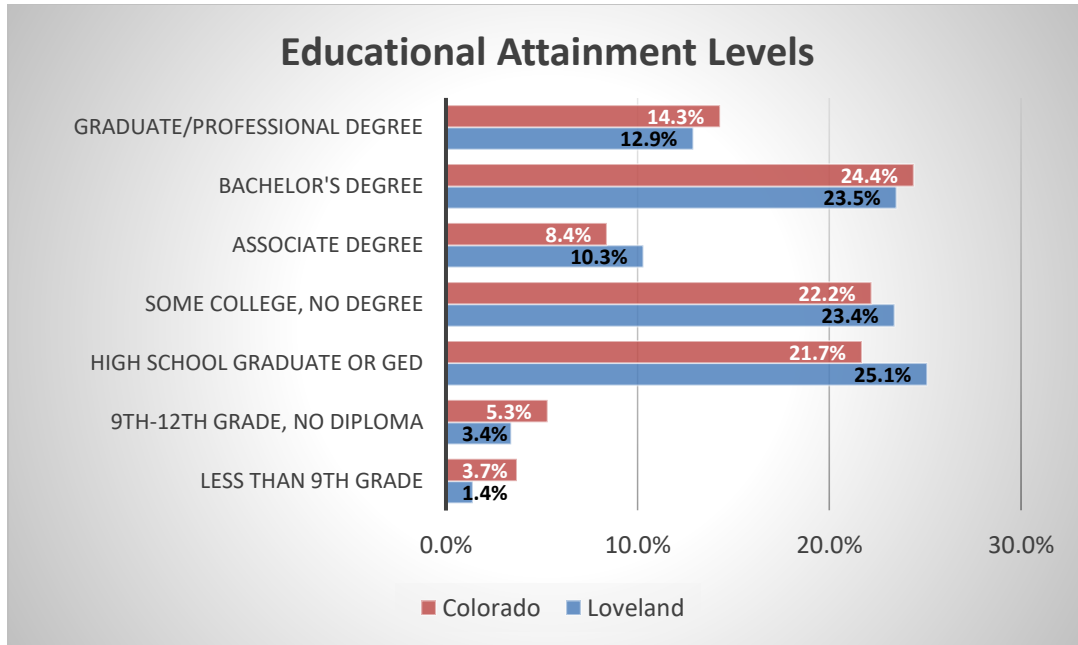
City of Loveland Household Income Distribution

Income Bracket	2018 Estimate	% of Total	2023 Projection	% of Total	% Change 2018-2023
City of Loveland					
Less than \$15,000	2,435	7.8%	2,093	6.2%	-14.01%
\$15,000 - \$24,999	2,622	8.4%	2,296	6.8%	-12.43%
\$25,000 - \$34,999	2,497	8.0%	2,195	6.5%	-12.10%
\$35,000 - \$49,999	4,058	13.0%	3,816	11.3%	-5.97%
\$50,000 - \$74,999	6,555	21.0%	7,057	20.9%	7.66%
\$75,000 - \$99,999	4,744	15.2%	5,673	16.8%	19.57%
\$100,000 - \$149,999	4,807	15.4%	6,213	18.4%	29.25%
\$150,000 - \$199,999	1,873	6.0%	2,431	7.2%	29.82%
\$200,000+	1,654	5.3%	1,958	5.8%	18.38%
Median Household Income	\$62,794		\$72,068		14.77%
Average Household Income	\$83,405		\$93,987		12.69%
Per Capita Income	\$33,561		\$37,711		12.37%

Source: Esri Business Analyst.

Educational Attainment

Education levels of a market area's labor pool are becoming increasingly important in the ability to attract and retain knowledge-based industries as well as the ability to support above average wages. The bar chart below provides a comparison of educational attainment levels between the City of Loveland and State of Colorado as provided by Esri Business Analyst.



Educational levels have a direct impact on achievable income levels, retail expenditure patterns, housing values, and the demand for commercial space. The demand for retail space increases as income and retail sales levels rise. The type of retail space is also impacted as high-income households support increased demand for higher valued goods and services. The demand for office space improves at higher educational attainment levels as more residents are more likely to be employed in professional service and medical professions.

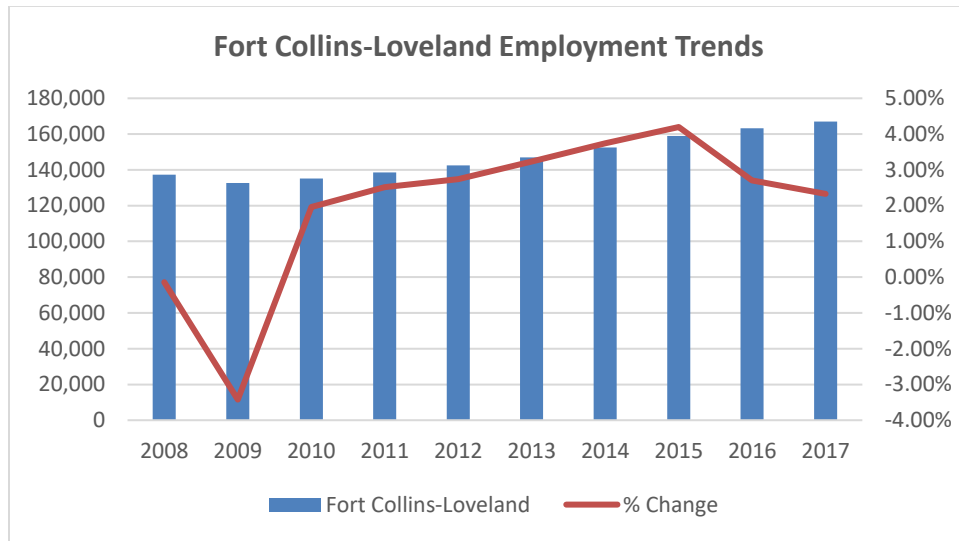
The Loveland population is well educated with 46.7 percent of the population with a graduate/professional, bachelor's or associate degree compared to 40.5 percent for the United States and 47.1 percent statewide. Conversely, 29.9 percent of Loveland residents attained a high school diploma or less compared to 30.7 percent of the statewide population.

Loveland's above average educational attainment levels translate into the potential to support above average wages, retail expenditures, and spending on such retail categories as personal services, apparel, household furnishings, entertainment, dining out, automobiles, and healthcare. The educational attainment levels may also improve Loveland's ability to meet the employment needs of the changing technology-based economy as well as increase the demand for professional office space.

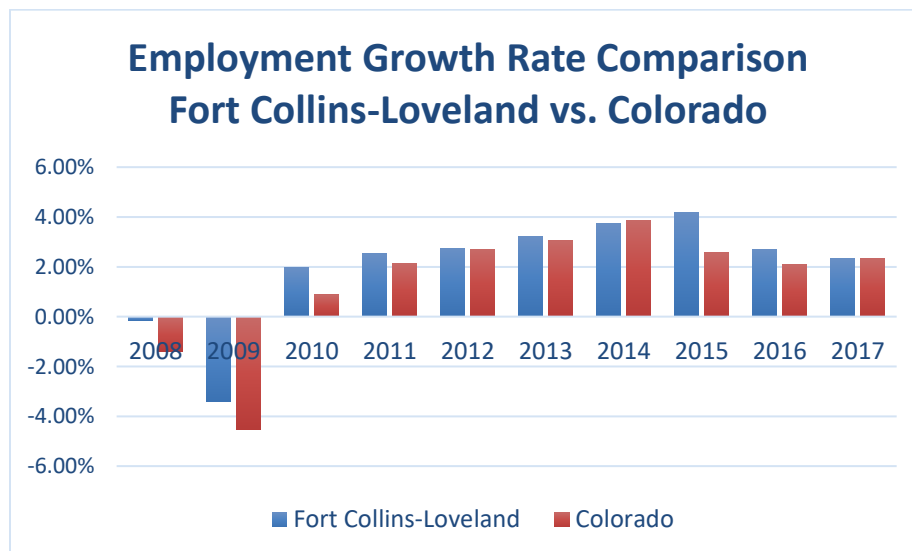
Employment Trends

Since gains in employment generally fuels growth in population, income, and retail expenditures, job growth is a reliable indicator of general economic conditions and demand for housing and commercial space. Typically, households prefer to live near work for convenience. Affordable housing costs, reduced commute times, and superior quality of life can also motivate employees to relocate from elsewhere in a metropolitan area to the community where their job exists.

From 2008 to 2017 the rate of employment growth in Fort Collins-Loveland was nearly 50 percent higher than for Colorado, increasing 21.45 percent compared to 14.32 percent. By September 2018 the Fort Collins-Loveland area supported total employment of 173,700 jobs.



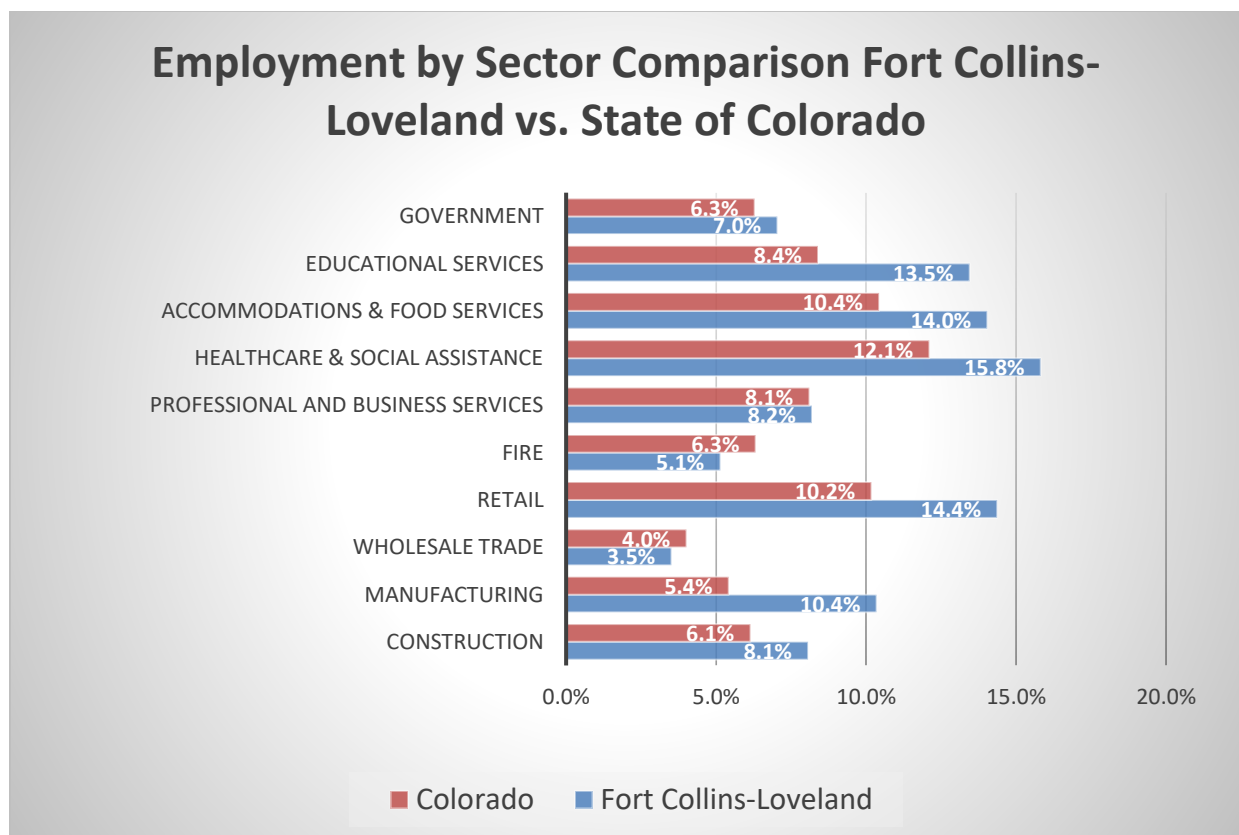
Since 2008 annual job growth rate patterns for Fort Collins-Loveland have trended consistent with the State of Colorado, reporting job losses in 2008 and 2009. Job growth for both Fort Collins-Loveland and Colorado was strongest from 2012 through 2015. During 2016 and 2017 employment growth moderated in both Fort Collins-Loveland and Colorado.



According to the Colorado Department of Labor the leading employment sectors in Fort Collins-Loveland are:

1. Healthcare
2. Retail Trade
3. Accommodations and Food Services
4. Educational Services
5. Manufacturing

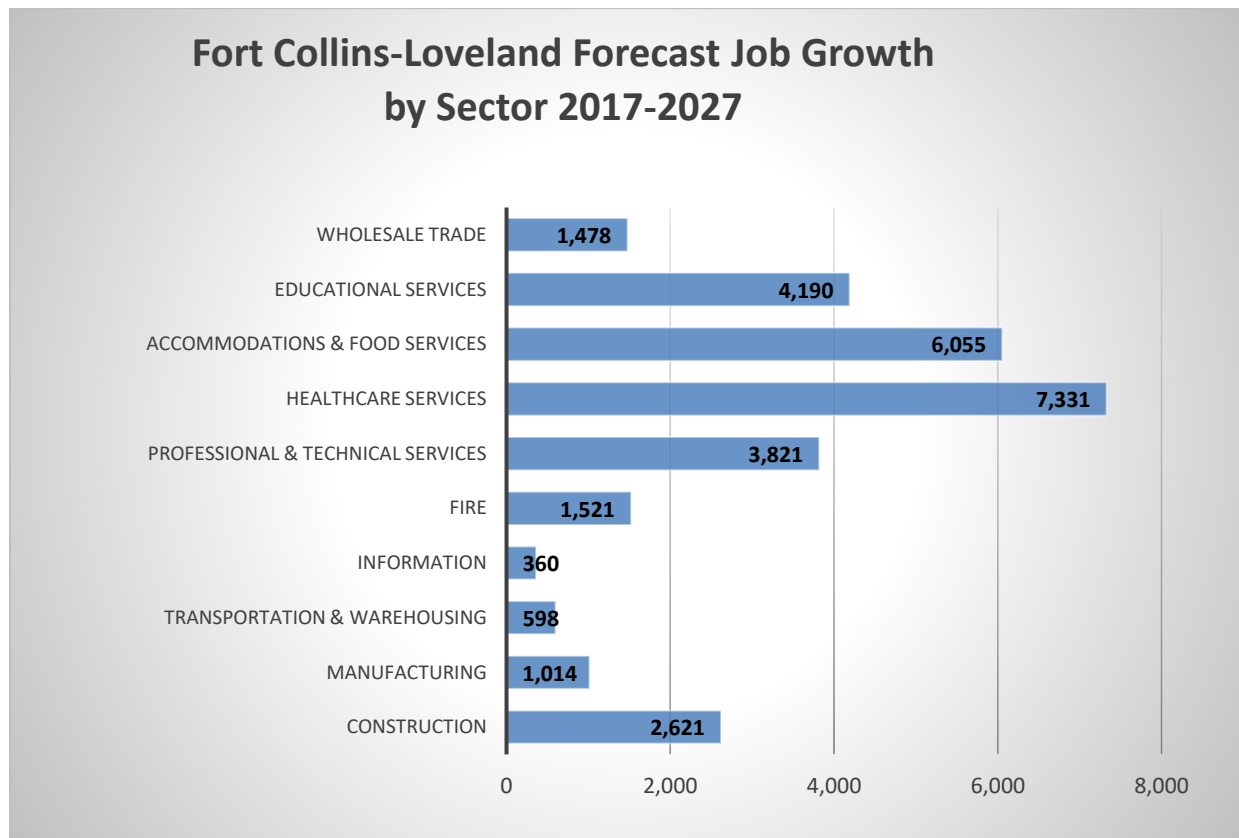
Compared to statewide averages, Fort Collins-Loveland support a higher rate of construction, manufacturing; retail trade; healthcare, accommodations and food services and government employment. Employment sectors where Fort Collins-Loveland lag include wholesale trade and finance, insurance & real estate.



According to the Colorado Department of Labor from 2017-2027 the following employment sectors are forecast to experience the largest growth in jobs within the Fort Collins-Loveland MSA:

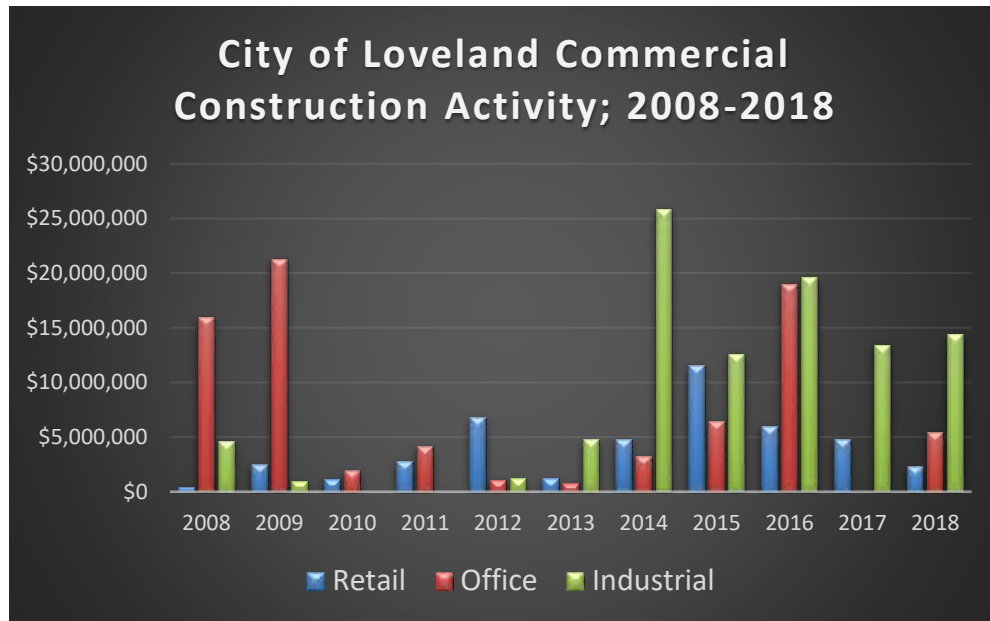
Healthcare Services - 7,331 jobs
Accommodations & Food Services – 6,055 jobs
Educational Services – 4,190 jobs
Professional & Technical Services – 3,821 jobs
Construction – 2,621
Finance, Insurance & Real Estate – 1,521

Continued growth in these employment sectors will generate future demand for commercial, office, and industrial space.

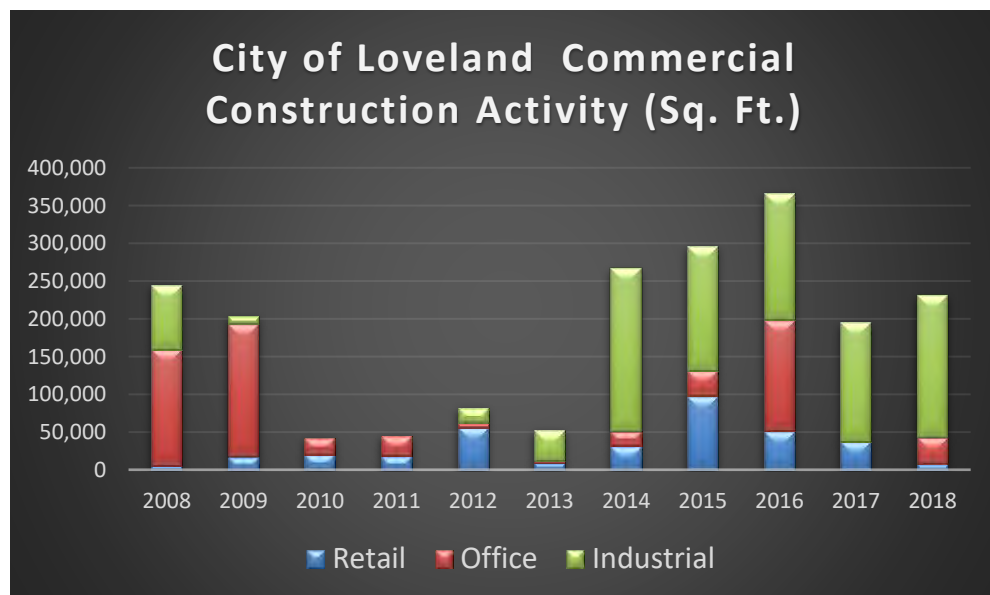


Commercial Building Permit Trends

From 2008 through October 2018, exclusive of mixed-use developments, construction of office, retail and industrial space in Loveland totaled \$221 million. Total construction was led by industrial at \$97.5 million, followed by office at \$79.3 million and retail at \$44.3 million. After peaking in 2009 at \$24.7 million, as a result of a slumping national economy from 2010 through 2013 construction activity dropped considerably. Since 2014 commercial construction activity rebounded reaching \$44.6 million in 2016. The current upswing in new construction has been led by the industrial sector accounting for 57.5 percent of total volume, or \$85.9 million.



Since 2008, new commercial construction in Loveland total over 2.0 million square feet of building area, led by industrial with 1.05 million square feet, office with 621,257 square feet and retail with 351,036 square feet.



Economic Development Factors

Interviews were conducted with several local economic development, government, real estate professionals, business owners, and residents to gain an understanding of the assets/opportunities and constraints/limitations in fostering economic development in both Loveland and the Planning Area. The bullet points below summarize the content of those interviews.

Assets / Opportunities

- Loveland benefits from a regional economy that includes the neighboring communities of Fort Collins and Greeley, each of which supports a unique market niche. The region is growing and supports a diverse economy and demographics;
- Loveland's population is well educated with an above average percentage of educated professionals;
- Loveland supports a high quality of life making employee recruitment easier;
- Loveland is serviced by interstate highways, rail and an airport;
- Loveland supports a strong existing commercial and industrial base with a large inventory of vacant land in the Interstate 25 corridor available for future development;
- Downtown Loveland is emerging as a vibrant, mixed-use urban core;
- Competitive water and utility costs;
- Limited availability of economic incentives to attract companies to Loveland;
- City Council is supportive of long-term vision of the Planning Area;
- Excellent access and availability of healthcare services;
- Loveland supports strong tourism and lodging markets;
- Loveland is attracting more tech-related companies;
- The Planning Area possess a large inventory of vacant land available for future development. The large inventory of vacant land affords the opportunity to implement create land use planning focusing on economic development, diverse housing, and connected, walkable neighborhoods;
- The presence of the Highway 402 and Interstate 25 interchange affords the opportunity to create a large, mixed-use employment center;
- The 100-year flood plain impacting the Planning Area affords the opportunity to create a unique and diverse recreational destination;

Constraints / Limitations

- Loveland's low unemployment rate places a constraint on the available workforce and the ability to attract companies;
- Loveland has historically been very conservative and adverse to additional taxation;
- Loveland lacks diverse housing stock with affordability a growing issue;
- The lack of public utilities and infrastructure have placed constraints on urban development activity within the northwest and southern portions of Loveland;
- Loveland is a commuter city with both Denver and the neighboring communities of Fort Collins and Greeley;
- Interstate 25 gets very congested, increasing commute times;
- No commercial flights out of the Northern Colorado Regional Airport;
- Loveland is currently over retail which places limitations on future development;
- The cost of development is high, including impact fees;
- Office market vacancies in Loveland area low but current rents do not support feasible new construction;
- Most large infill sites in Loveland have been developed forcing new development to the edge of the city and the need to extend infrastructure;
- Flood plain places constraints on development yield of impacted land in the Planning Area;
- The absence of infrastructure and utilities on the eastern half of the Planning Area places constraints on urban development;
- The Planning Area has a large number of property owners that may pose challenges to land use planning, infrastructure extensions and intensity of future development;
- Additional north-south transportation corridors needed to connect Planning Area with the balance of Loveland;

Loveland possesses ample advantages for attracting businesses, jobs, and development activity. The principal economic development benefit lies within being located within a regional economy encompassing Loveland, Fort Collins and Greeley whose assets include a large population, diverse economy; presence of Colorado State University in Fort Collins; convenient highway, air and rail access; well educated population; high quality of life; and large inventory of available land zoned for employment use. Challenges facing future economic development of Loveland include a low

unemployment rate that places constraints on the available labor force; limited availability of economic incentives; lack of diverse housing stock and high housing costs; and high cost to develop.

Assets and opportunities favoring future development of the Planning Area include the presence of a large inventory of vacant land with the ability to plan for cohesive mixed-use development; direct access to Interstate 25; presence of newer commercial and residential development along North 27th Street corridor; and the ability to support parks, trails, and mixed-use development within a master planned setting. Constraints limiting development efforts of the Planning Area include adverse impact of flood plain lands; lack of infrastructure on the east half; multiple land owners; and the need to effectively merge the existing lower-density residential uses with future development.

Conclusions

The City of Loveland is located within a growing regional economic center consisting of the communities of Loveland, Fort Collins and Greeley located approximately one hour north of the Denver MSA. Since 1980, the Larimer County population has grown by 131 percent to 343,976 residents by 2017. From 1980 to 2017, Loveland population increased by 154 percent adding over 46,000 residents. By 2045, Loveland's population is forecast to add another 38,000 new residents. Loveland's continued population growth will generate demand for housing, retail goods and services, eating and drinking establishments, and commercial and industrial space.

Loveland's household composition characteristics consisting primarily of family households would suggest a propensity for detached single family housing and slightly below average retail expenditures for household furnishings, groceries, clothing and accessories, sporting goods, books and other family-related goods and services.

The average age of the Loveland population of 34.3 years compares to the state average of 37.1 years. Children ages 0 to 14 comprise the Loveland's largest age group with 18.6 percent of the total population, followed by seniors 65+ years at 18.3 percent and adults ages 55 to 64 years at 14.0 percent. Through 2023, the Loveland population 65+ years of age is forecast to experience the largest gain in population, followed by family/working adults ages 35 to 44 years, and children ages 0 to 14 years. These shifts in the age of the market area population will impact the future demand for retail goods, personal services, and housing.

The median household income and household income distribution levels for the City of Loveland closely mirror that for the state of Colorado. Over the next five years those Loveland households with incomes of \$75,000 and greater are projected to experience the largest gains. These high-income households will generate demand for entertainment, travel, dining out, and retail goods and services. Income levels in Loveland suggest a future need for a wide variety of housing products, including affordable, entry level, and move up housing.

Loveland's above average educational attainment levels translate into the potential to support above average wages, retail expenditures, and spending on such retail categories as personal services, apparel, household furnishings, entertainment, dining out, automobiles, and healthcare. The educational attainment levels may also improve Loveland's ability to meet the employment needs of the changing technology-based economy as well as increase the demand for professional office space.

From 2008 to 2017 the rate of employment growth in Fort Collins-Loveland was nearly 50 percent higher than for Colorado, increasing 21.45 percent compared to 14.32 percent. By September 2018 the Fort Collins-Loveland area supported total employment of 173,700 jobs. Larimer County's above average retail trade employment will play favorably in the future demand for commercial space while above average levels of employment in manufacturing and wholesale trade increases the need for light manufacturing and warehouse space. Lagging information; finance, insurance and real estate; and professional, scientific and technical services sectors will reduce the need for professional office space.

Since 2008, construction of office, retail and industrial space in Loveland totaled \$221 million. Total construction was led by industrial at \$97.5 million, followed by office at \$79.3 million and retail at \$44.3 million. Since 2014 commercial construction activity has rebounded reaching \$44.6 million in 2016. The current upswing in new construction has been led by the industrial sector accounting for 57.5 percent of total volume, or \$85.9 million.

To conclude, Loveland is located within a growing urban center experiencing strong employment and population growth in recent years. The real estate market has responded with continued construction and absorption activity for commercial and industrial space, for-sale housing, and rental apartments. Over the next five years and beyond continued economic growth is forecast to create development opportunities within the commercial, industrial, and residential real estate sectors.

The Planning Area's availability of land and proximity to Interstate 25 will provide the opportunity to design a cohesive mixed-use urban environment that supports commercial, industrial, residential, recreational, open space land uses. The principal challenges in accommodating future urban growth within the Planning Area include the adverse impact of flood plain lands on the loss of developable land and lower intensity development; lack of infrastructure on the east half; presence of multiple land owners; and the need to effectively merge the existing lower-density residential uses with future development.

MARKET ANALYSIS

The *Market Analysis* portion of the study evaluated directly competitive retail, professional office, industrial, and housing market trends impacting the Planning Area. The market trends for each prospective land use were evaluated and the long-term need for additional commercial space, industrial space, and rental housing units was quantified to determine the ability of the Planning Area to support feasible real estate development. A site evaluation was conducted to determine the Planning Area's ability to accommodate retail, office, industrial, and multi-family residential development formats and identify prospective development sites.

Retail Market Analysis

The *Retail Market Analysis* portion of the report evaluates directly competitive retail market trends impacting the Planning Area, with the intent of quantifying future demand for commercial space and identifying possible development opportunities.

Competitive Retail Market Overview

According to the *Fort Collins-Loveland Retail Submarket Report* published by CoStar, by the fourth quarter 2018 the inventory of retail space in the Fort Collins-Loveland submarket totaled over 18.7 million square feet, led by general retail space totaling 7.8 million square feet and neighborhood centers with 5.2 million square feet. Highway 34 represents Loveland's principal retail corridor.

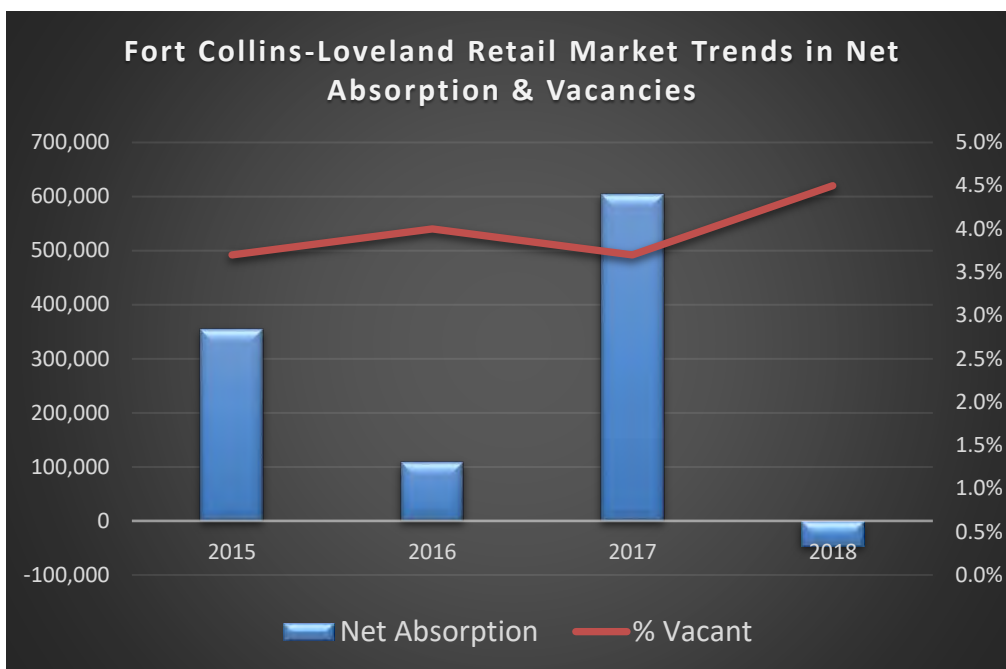
Despite negative absorption of 45,940 square feet of space during 2018 and the addition of 118,149 square feet of new space the overall vacancy rate by year-end 2018 the vacancy rate stood at a healthy 4.5 percent. Malls and power centers bode the lowest vacancy rates. With 557,000 square feet of space now under construction market conditions throughout the remainder of 2019 are forecast to remain tight with a year-end vacancy rate forecast at 4.3 percent.

Fort-Collins - Loveland Retail Market Conditions; 2018 Q4

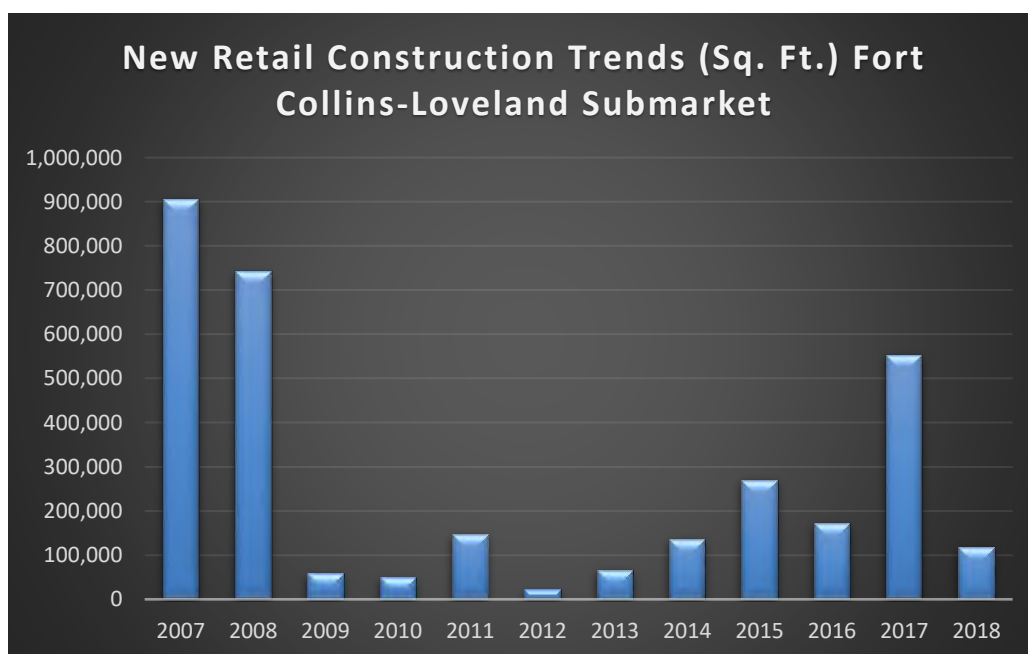
Product Type	Building Sq. Ft.	Vacancy Rate	Asking Rent	Absorption YTD	Space U/C
Malls	2,165,456	8.1%	\$23.48	-104,635	0
Power Center	2,858,741	3.4%	\$20.22	-10,145	512,000
Neighborhood Center	5,179,806	6.1%	\$18.16	25,016	0
Strip Center	766,229	2.4%	\$15.07	3,560	0
General Retail	7,796,319	3.0%	\$16.01	40,264	45,000
Other	0	0.0%		0	0
Totals	18,749,551	4.5%	\$18.11	-45,940	557,000

Source: CoStar.

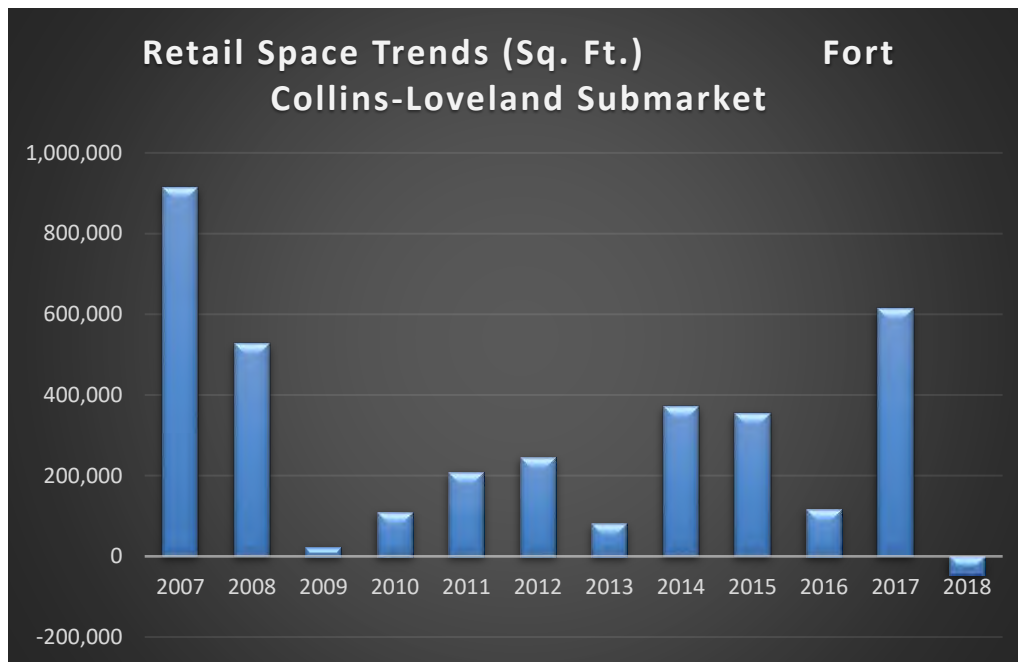
The Fort Collins-Loveland submarket's vacancy rate has historically operated well below the Denver MSA average. From 2015 to 2018 the vacancy rate ranged from a healthy 3.7 percent to 4.5 percent.



From 2007 through 2018 over 3.2 million square feet of retail space was constructed in the Fort Collins-Loveland submarket. Retail construction peaked in 2007 and 2008 with the completion of 1.65 million square feet of space. In response to the national recession retail construction declined significantly from 2009 through 2014 with the completion of just 478,310 square feet on new space. New retail construction has shown a slight upturn since 2015. The construction of new retail space in the Fort Collins-Loveland submarket was in direct response to a growing population and retail sales volumes.



Since 2007, the 3.2 million square feet of retail space constructed in the Fort Collins-Loveland Submarket was met with net space absorption totaling over 3.5 million square feet. This supply and demand balance kept the overall vacancy rate well below market equilibrium, averaging 3.6 percent to 4.5 percent annually since 2014. These healthy market conditions have resulted in escalations in the average rent since 2014, increasing at annual rates of 0.8 percent to 3.1 percent, reaching \$18.11 per square foot by year-end 2018.



The U.S. Highway 34 (Eisenhower Boulevard) corridor located approximately two miles north of the Planning Area serves as Loveland's principal retail corridor extending from Interstate 25 west to Lincoln Avenue (U.S. Highway 287). The corridor supports approximately 1.4 million square feet of retail space with the largest retail centers including the Promenade Shops at Centerra and the Marketplace at Centerra.

The Promenade at Centerra is a 680,000 square foot lifestyle center located at the northeast corner of Interstate 25 and Highway 34. Anchor tenants include Macy's, MetroLux Theaters, Dick's Sporting Goods, and Barnes & Noble. Restaurants include P.F. Chang's, Harry & David, On the Border Mexican Grill, Red Robin, Rock Bottom Brewery, BlueFin Sushi, Café Athens and Biaggi's Ristorante Italiano.

The Marketplace at Centerra is a power center located at the northwest corner of Interstate 25 and Highway 34. Anchor tenants include Target, Marshalls, and Sportman's Warehouse with junior anchors consisting of Ross, Petsmart, Bed Bath & Beyond, Jo-Ann Fabrics, Old Navy, Maurices, and Pier 1 Imports. Outparcel tenants include Wells Farfo, Old Chicago Pizza, Chick-fil-a, Buffalo Wild Wings and Chili's.

Additional retail development sites are available at Centerra, including Centerra East, High Plains Neighborhood, and parcels along U.S. Highway 34 west of Interstate 25.

Other anchor retailers along Highway 34 include Sam's Club, Kohl's, Home Depot and Lowe's.

The Brands at the Ranch is an emerging retail destination in Loveland being developed on 60 acres at the northeast corner of Crossroads Boulevard and Interstate 25 and 140 acres at the northwest corner. The mixed-use project is designed for 2.6 million square feet of retail, office, hospitality, entertainment and multi-family residential uses. The retail component is designed for approximately 600,000 square feet of building area including a lifestyle center on the east side of Interstate 25 and a power center on the west side. The land is owned by developer Martin Lind's Water Valley Land Company. In December 2016, the City of Loveland approved a 30-year, \$258 million package for The Brands at the Ranch consisting of fee waivers and rebates in sales tax.

Grand View Plaza is proposed for development at the northeast corner of U.S. Highway 34 and Denver Avenue. The project plan calls for seven outparcels designed for retail use.

Trade Area Capture

Information about a community's retail trade area can help assess the ability of local merchants to attract and capture the retail business of local residents. The trade area capture ("TAC") is an estimate of the number of people who shop in the local area during a certain period. TAC assumes that local residents will buy goods at the same rate as the state average, and that the only force that causes a variation in spending patterns is income. The formula for calculating TAC is:

$$\text{TAC} = \frac{\text{Community's Actual Retail Sales}}{\text{State Per Capita Sales} \times \text{Community's Per Capita Income} / \text{State Per Capita Income}}$$

If the TAC estimate is larger than the community's population two explanations are possible: 1) the community is attracting customers outside its boundaries or 2) residents of the community are spending more than the state average. If the estimate is smaller than the community's population: 1) the community is losing its customers to other regions for retail purchases or 2) residents of the community are spending less than the state average.

According to the U.S. Census Bureau, Loveland's 2017 population was estimated at 76,701 residents, per capita income of \$31,293, and retail sales of \$1.4 billion.

The U.S. Census estimated the July 1, 2017 population for Colorado at 5,607,154 residents, per capita income of \$34,845, and per capita retail sales of \$12,094. By comparison, Loveland's per capita retail sales are reported at \$19,952.

$$\text{Trade Area Capture} = \frac{\$1,401,107,000}{\$12,094 \times (\$31,293 / \$34,845)} = 125,007 \text{ Residents}$$

The Loveland's resident population of 76,701 and estimated TAC of 125,007 residents illustrates Loveland's well above average capture of retail sales.

Retail Pull Factor

Pull factors (“PF”) measure a community’s ability to attract shoppers, residents and non-residents alike, to make retail purchases within the community. A pull factor is a measure of the strength of a community’s retail trade, based on a comparison of local spending in relation to that of a wider geographic area (e.g. the state), with a measure of 1.0 representing a perfect balance. A pull factor greater than 1.0 indicates that the community is pulling in retail sales from beyond its boundaries and the balance of trade is favorable. Alternatively, a pull factor less than 1.0 indicates that the community is not capturing local shoppers and is experiencing retail sales leakage. Pull factors are calculated by dividing the TAC by the community’s population.

$$PF = \frac{\text{Trade Area Capture}}{\text{Community Population}}$$

Dividing the trade area capture of 125,007 residents by Loveland’s population of 76,701 yields a pull factor of 1.63, indicating that Loveland’s retail sales capture exceeds the statewide average by 63 percent.

Retail Space Demand Estimates

As of the fourth quarter 2018 the Fort Collins-Loveland submarket’s 18.7 million square feet of retail space was operating at a below market equilibrium vacancy rate of 4.5 percent, indicating a market capable of supporting additional inventory of space. This section of the study provides retail space demand estimates from 2018 to 2040 for the City of Loveland.

Supportable retail sales are a function of consumer population and income levels. A trade area’s total income is calculated by multiplying the total trade area population by the per capita personal income. Purchasing power, or total sales potential of the trade area, is then quantified by applying average retail expenditures as a percentage of total income.

According to Esri Business Analyst Loveland’s 2018 population was estimated at 77,145 residents with a per capita income of \$33,561, yielding total personal income of approximately \$2.59 billion. Based on the *U.S. Census Bureau Annual Retail Trade Survey* and Loveland’s per capita income and retail sales levels, retail goods and services sales equate to a spending rate equivalent to 36 percent of total personal income.

For 2018, supportable retail goods and services sales by Loveland residents and out-of-town visitors are estimated at \$1.52 billion, translating into the potential to support additional retail sales of \$66 million and 133,168 square feet of retail space supply. According to the City of Loveland Annual Data and Assumptions Report dated August 2018, by 2040 the city’s population is forecast at 107,971, equating to 30,826 new residents. By 2014, the City of Loveland is forecast to generate new retail goods and services sales of \$607 million, sufficient to support approximately 2.4 million square feet of new retail space. For this analysis per capita income and average retail sales per square foot remained constant.

Estimated Retail Space Demand; 2017 - 2040 City of Loveland, Colorado

Retail Sales Formula	2018	Growth 2018-40
Resident Population	77,145	30,826
Per Capita Income	\$33,561	\$33,561
Total Gross Personal Income	\$2,589,063,345	\$1,064,551,386
% Income Spent on Retail Goods & Services	0.36	0.36
Supportable Goods & Services Sales by Loveland Residents	\$932,062,804	\$372,438,499
Loveland Retail Full Factor	1.63	1.63
Supportable Retail Sales by Out-of-Town Visitors	\$587,199,567	\$234,636,254
Total Supportable Retail Goods & Services Sales	\$1,519,262,370	\$607,074,753
Less: Loveland Retail Sales (2017)	(\$1,485,970,433)	
Potential Capture of Additional Non-Automotive Retail Sales	\$33,291,937	\$607,074,753
Average Retail Sales Per Sq. Ft.	\$250	\$250
Supportable Additional Retail Space (Sq. Ft.)	133,168	2,428,299

Canyon Research Southwest, Inc.

Site Evaluation

Retail developers and major retailers evaluate potential sites based on a series of site-specific criteria. Common selection criteria when evaluating prospective development sites include parcel size, visibility and exposure, accessibility, traffic counts, and direct competition. Using these site selection criteria, the Planning Area was evaluated for the potential for support retail development.

Three primary sites along Highway 402 were considered, including: 1) southwest corner of Interstate 25; 2) intersection of County Road 9E; and 3) intersection of Lincoln Avenue.

Parcel Size

Based on retail format criteria published by the International Council of Shopping Centers the three prospective sites possess sufficient land area to accommodate development of a variety of shopping center formats, including strip center, neighborhood center, community center, and power center.

The parcel at the southwest corner of Highway 402 and Interstate 25 possesses enough land area to accommodate power center development. The north side of the Highway 402 and County Road 9E intersection is suitable for either neighborhood or strip center use. The south side of the intersection of Highway 402 and Lincoln Avenue can also accommodate either a neighborhood or strip center.

Visibility

Visibility and exposure have a significant influence on a shopping center's achievable retail sales volumes. All shopping center types should possess major arterial frontage with lifestyle and power centers preferring a freeway or highway location. National and regional big-box retailer, restaurant, convenience store and bank chains also require major arterial frontage.

All three prospective sites offer visibility sufficient to support retail development. The site at the southwest corner of Highway 402 and Interstate 25 offers the visibility required by major anchor tenants.

Accessibility

Anchored centers, strip centers and outparcels rely on an efficient local transportation network that typically includes a mix of major and minor arterial streets.

The parcel at the southwest corner of Highway 402 and Interstate 25 possesses the access needed to support power center development. All three prospective sites benefit from adequate local vehicular access via Highway 402 and a mix of major arterials and collector streets. On-site access via adjacent arterial streets is available to all three prospective sites.

Traffic Counts

The vehicular traffic counts on arterial streets that flow past the site are important when evaluating a potential retail development site. Average daily traffic counts reported by the Colorado Department of Transportation for major arterial streets running through the Planning Area are outlined in the table below.

Planning Area Traffic Count Volumes

Street	Section	Daily Counts
Highway 402	Interstate 25 to County Road 7	13,345
	County Road 7 to County Road 9E	15,518
	County Road 9E to Lincoln Avenue	18,748
Interstate 25	South of Highway 402	86,391
County Road 9E	North of Highway 402	3,496
Lincoln Avenue	South of Highway 402	21,384

Source: Colorado DOT.

Average daily traffic counts in the Planning Area are moderate on all three major arterial streets of Highway 402, County Road 9E and Lincoln Avenue and heavy on Interstate 25. Average daily traffic counts on Highway 402 range from 13,345 to 18,748 vehicles while traffic counts past the prospective retail development sites were measured at 3,496 vehicles on County Road 9E north of Highway 402 and 21,384 vehicles on Lincoln Avenue south of Highway 402. Over time, traffic volumes on these arterial streets will increase upon widening of Highway 402 and increased urbanization of the Planning Area.

Meanwhile, traffic volumes on Interstate 25 past the prospective retail development site at Highway 402 are heavy, measured at 86,391 vehicles daily. This parcel at the southwest corner of Highway 402 and Interstate 25 offers the most superior exposure with traffic volumes suitable for major and junior anchor retailers.

Competition

The U.S. Highway 34 corridor located two miles north of the Planning Area serves as Loveland's principal retail corridor. Major anchors operating along U.S. Highway 34 include Sam's Club, Home Depot, Macy's, Lowe's, Target, Kohl's, Dick's Sporting Goods, Scheels, Sportsman's Warehouse, and MetroLux Theaters. Junior anchors with stores in the U.S. Highway 34 corridor include Barnes & Noble, Burlington, Ross, PetSmart, Bed Bath & Beyond, Jo-Ann Fabrics, Old Navy, Maurices, and Pier 1 Imports. A long list of fast food and sit-down restaurants also operate along the U.S. Highway 34 corridor.

Despite the presence of these national retailers, several national major anchors, junior anchors and restaurants do not operate stores within Highway 34 corridor and are candidates for tenancy within shopping centers to be developed within the Planning Area.

Conclusions

Several prospective development sites in the Planning Area possess the necessary characteristics to support a variety of retail development formats. The site at the southwest corner of Highway 402 and Interstate 25 offers the necessary size, visibility, accessibility, exposure, presence within a commercial corridor, and section-line corner location to support development of a power center housing major and junior anchor retailers. The northeast and northwest corners of Highway 402 and County Road 9E are best suited for strip center and/or neighborhood center development. The sites at the southeast and southwest corners of Highway 402 and Lincoln Avenue are also best suited for strip center and/or neighborhood center development.

Employment Market Analysis

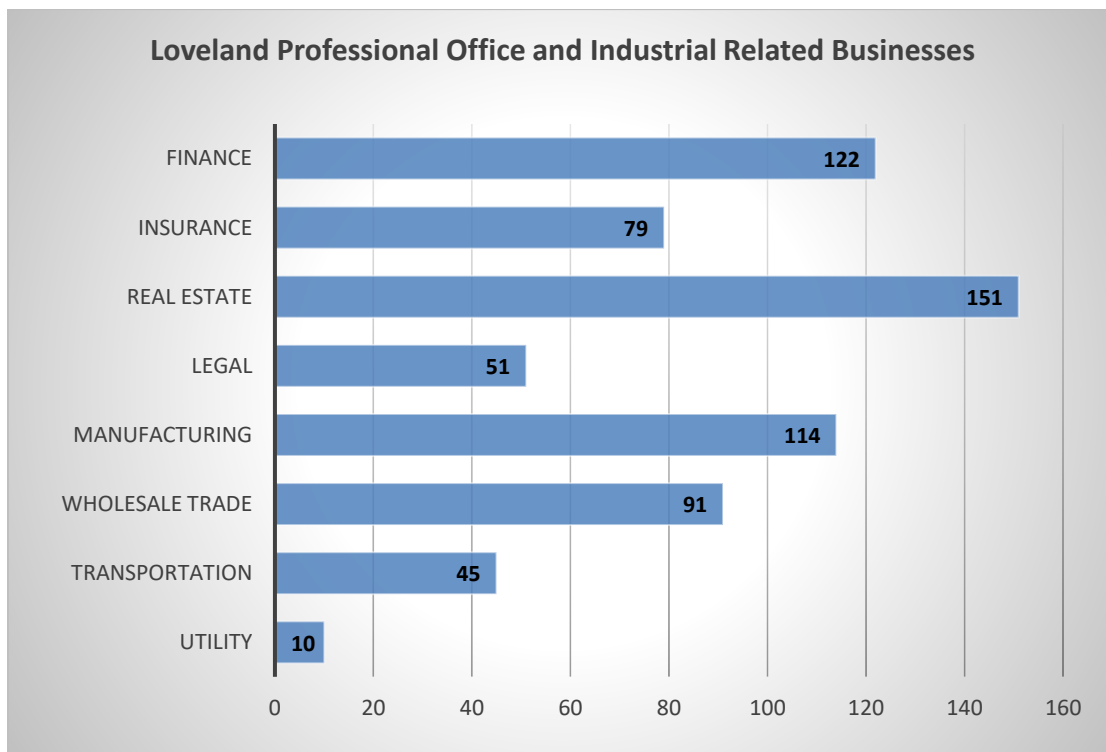
This section of the study evaluates directly competitive employment-related market conditions impacting the Planning Area by identifying the Fort Collins-Loveland office and industrial market trends; forecasting office and industrial space demand; and evaluating prospective development sites. The goal is to identify future opportunities for the Planning Area to support employment-related development.

Employment-Related Business Mix

According to *Esri Business Analyst*, a total of 3,413 businesses operate within the City of Loveland employing 41,923 workers. For this analysis employment-related businesses are defined as professional services and industrial-related businesses.

Loveland maintains 403 professional services businesses supporting 3,425 jobs and 260 industrial-based businesses totaling 7,353 jobs. Collectively, these 663 office and industrial businesses support 10,778 jobs, or 25.7 percent of Loveland's total employment.

Professional businesses in Loveland include banks and savings and loan institutions, securities brokers, insurance carriers, real estate and investment, and legal services. Industrial-based businesses include manufacturing, transportation, wholesale trade, and utilities.

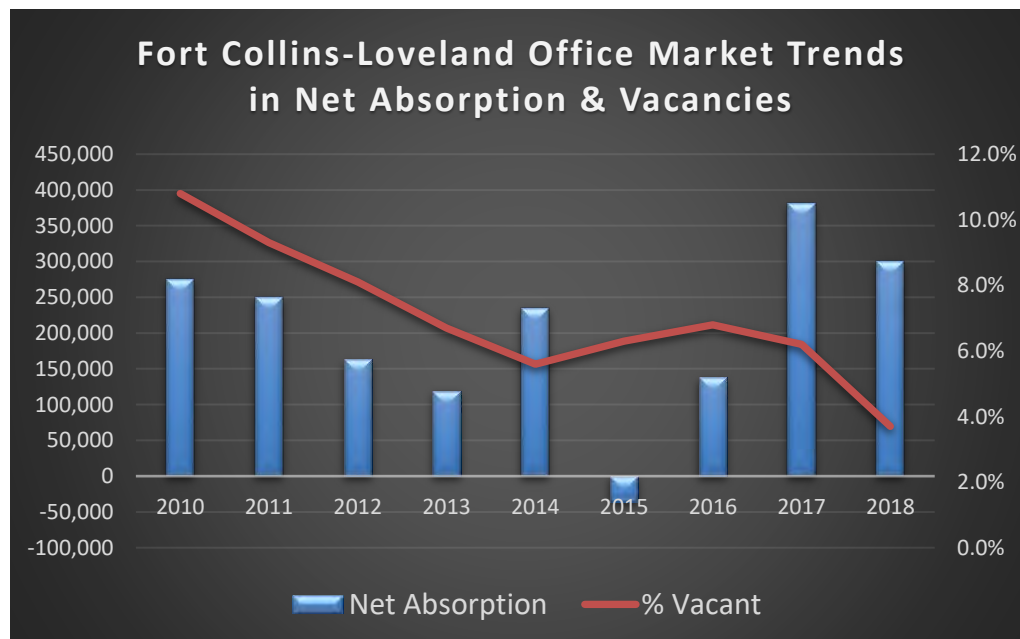


Fort Collins-Loveland Office Market Overview

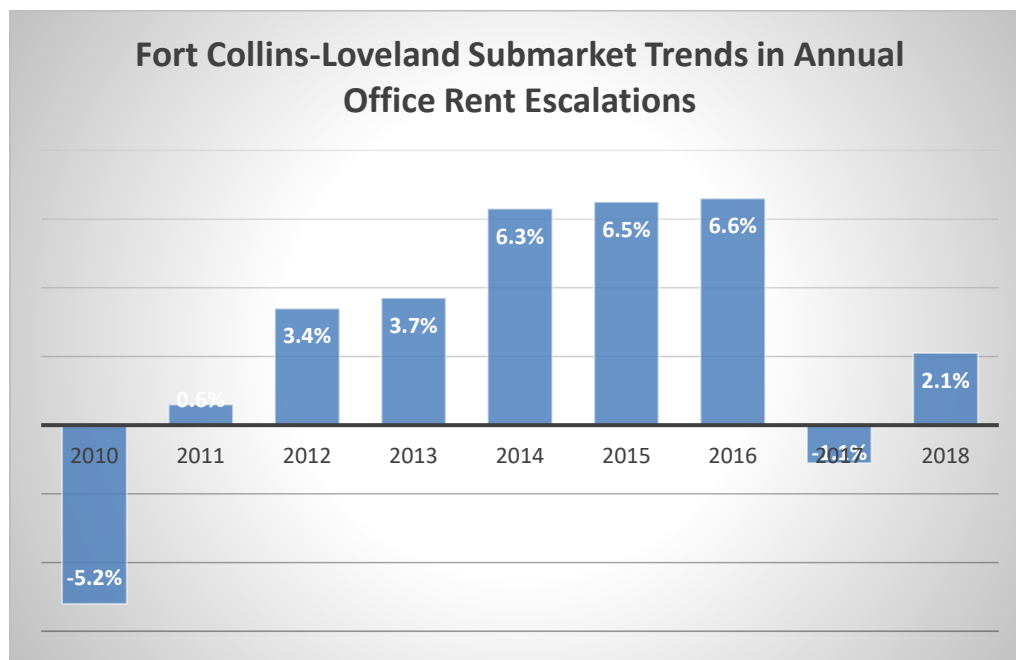
The Fort Collins-Loveland office market benefits from high educational attainment levels and the presence of Colorado State University that serves as a constant source of educated workforce and startup companies. Fort Collins benefits from a prosperous startup community, which has attracted many young, educated professionals to the area. Companies increasingly want to locate in areas in which employees can experience the conveniences of an urban setting or have access to amenities such as restaurants, bars, shops and entertainment options. Loveland supports a much smaller inventory of office space than Fort Collins with small companies under 5,000 square feet accounting for the bulk of office tenants.

According to the *Office Market Report* published by CoStar, by the fourth quarter 2018 the inventory of office space in the Fort Collins-Loveland submarket totaled over 11.1 million square feet, or 5.3 percent of the Denver MSA inventory. Class B space totals 6.7 million square feet with Class A space accounting for just 9.3 percent of all office space. In recent years the overall vacancy rate for the Fort Collins-Loveland submarket has consistently outperformed the Denver MSA average. By year-end 2018 the 3.7 percent vacancy rate compared favorably to the MSA average of 10.5 percent.

A strong economy in the Fort Collins-Loveland region has translated into steady demand for office space which has outpaced the inventory of new construction. From 2010 to 2018 the Fort Collins-Loveland submarket reported new construction totaled 1.0 million square feet and net absorption of over 1,8 million square feet. The net effect has been a steady decline in the overall vacancy rate from 10.8 percent in 2010 to just 3.7 percent by 2018. With just 115,854 square feet of office space is currently under construction within the Fort Collins-Loveland submarket vacancies are forecast to remain low over the next several years.



During the national recession the average office rent for the Fort Collins-Loveland submarket declined each year from 2008 to 2010. Since that time improving vacancy trends in the Fort Collins-Loveland submarket have produced a steady upward trend in rents, increasing from an average of \$16.44 per square foot in 2010 to \$21.60 per square foot by 2018. Rent escalations peaked from 2014 to 2016 with annual growth range from a healthy 6.3 percent to 6.6 percent. However, despite below market equilibrium vacancies the average rent dropped 1.1 percent in 2017 and grew just 2.1 percent in 2018. Local developers indicated that despite the upward trend in rents following the national recession they are not high enough to support new construction with most development driven by end-user demand. There is currently no speculative office space under construction or planned for near-term development in Loveland.



The Loveland office market consists primarily of small companies occupying Class B space. Most of the office product is older, but inventory constructed since 2000 is predominantly Class A product.

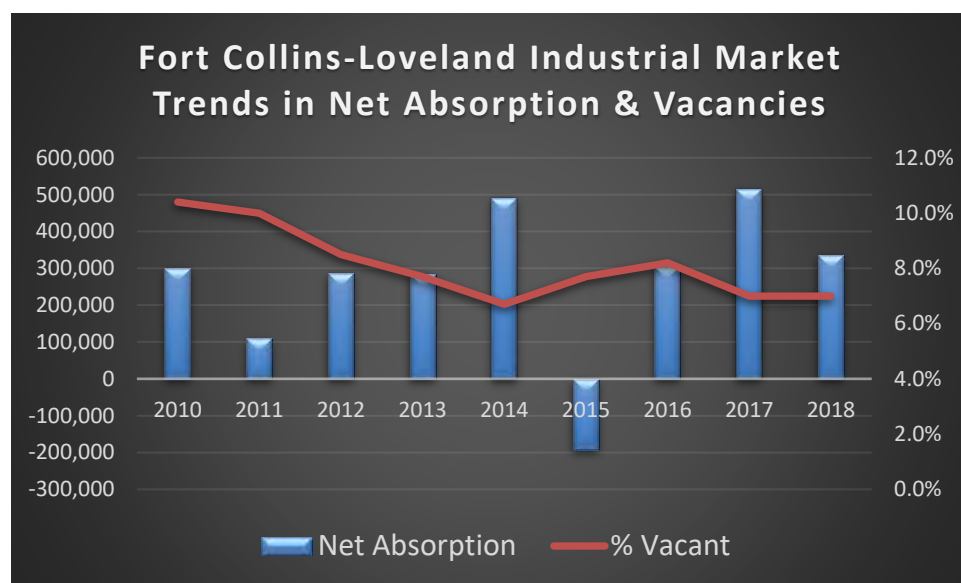
The master planned community of Centerra serves as Loveland's premier office center supporting Class A office product and an on-site workforce of approximately 8,000 jobs. Centerra as a Class A office location benefits from its mixed-use environment and sense of place. Class A office buildings in Centerra totaling approximately 512,600 square feet have space available for lease at asking rents of \$18.00 to \$25.00 per square foot. As of the date of this report the speculative office buildings were operating at a cumulative vacancy rate of approximately 35 percent. Given the large inventory of vacant space coupled with achievable rents, it is unlikely that near-term speculative office development is feasible.

Class A office product that exists at Centerra is what is envisioned within the Planning Area, particularly at the intersection of Highway 402 and Interstate 25. It will be critical for the Planning Area to create a sense of place with a mix of commercial and residential land uses to compliment the professional office component. Centerra's employment center has established a prestigious brand, so to must the Planning Area.

Fort Collins-Loveland Industrial Market Overview

The growing tech industry is fueling industrial space demand and development in the Fort Collins-Loveland submarket. According to the *Industrial Market Report* published by CoStar, by the fourth quarter 2018 Fort Collins-Loveland industrial market supported 20.2 million square feet of space consisting of 11.2 million square feet of logistics space, 6.0 million square feet of flex space and 3.0 million square feet of specialized industrial space.

From 2010 to 2018 net industrial space absorption in the Fort Collins-Loveland submarket outpaced new construction. Nearly 1.8 million square feet of new space was met with over 2.4 million square feet of net absorption, yielding a steady decline in the overall vacancy rate to 7.0 percent by 2018. With just 213,583 square feet of industrial space under construction at year-end 2018, the overall vacancy rate is forecast to drop below 7.0 percent during 2019.



Consistent with the local office market, during the national recession the average industrial rent for the Fort Collins-Loveland submarket declined in 2009 and 2010. Since that time improving vacancy trends in the Fort Collins-Loveland submarket have produced a steady upward trend in rents, increasing from an average of \$7.19 per square foot in 2010 to \$9.41 per square foot by 2018. Rent escalations peaked in 2018 registering a healthy 5.7 percent increase.

With low vacancies and increasing rents local developers believe near-term development opportunities exist in Loveland for flex office/industrial and warehouse space. The 83,890 square foot flex completed in late 2017 by McWhinney at Centerra was fully leased by early 2018, prompting the current construction of a 123,000 square foot flex building focused on the needs of warehouse and distribution users.

The growing tech industry along with light and advanced manufacturing, bio-science, clean energy and software sectors are viewed as future leading demand generators for industrial space. The Planning Area's immediate freeway access is suited for the needs of industrial users.

Forecast Space Demand

Professional office and industrial space demand projections for Loveland, Colorado through the year 2040 provide an understanding of future market conditions directly impacting the feasibility of new employment-related development supportable within the Planning Area.

Professional Office Space

The demand for professional office space is closely correlated with expansion in office space using employment sectors. Future demand for professional office space was forecast utilizing an occupational employment-driven model. This model was designed using the variables of increased employment in categories of economic activity typically associated with demand for office space and average space requirements per employee. A share of regional demand is assigned to the submarket (and specific project) on the basis of location, competition, access, project scale, etc.

The U.S. Department of Labor defines office employment as jobs in the information, financial activities, and professional and business services industries. According to the *County Business Pattern 2016* published by the U.S. Census Bureau, as of July 2016 employment in Larimer County for the office using sectors of information; finance, insurance and real estate; legal; professional, scientific and technical services; management; and administrative and support services was reported at 27,413 jobs, or 21.8 percent of total employment.

According to Esri Business Analyst Loveland's employment base totals 41,923 jobs, of which 18.8 percent, or 7,860 jobs, are within the office-related sectors of information; finance, insurance and real estate; legal; professional, scientific and technical services; management; and administrative and support services. For this study, from 2018 through 2040 job growth in Loveland is projected to increase at an average annual rate of 1.5 to 2.5 percent, yielding an estimated 16,248 to 30,250 new jobs. Office-related employment is forecast to account for 20 percent of total job growth.

Office space demand created by the future growth in office-related employment was forecast by applying standard job creation ratio published by NAIOP of 1.0 job per 225 square feet of office space. This job creation rates account for both owner-occupied and speculative office space.

Based on a per capita space requirement of 225 square feet, from 2018 through 2040 office-related job growth in Loveland is projected to support the demand for approximately 845,000 to 1.36 million square feet of both owner-occupied and speculative office space.

Forecast Professional Office Space Demand Loveland, Colorado; 2018 to 2040

		Moderate Scenario	Optimistic Scenario
Loveland, CO			
Office-Related Employment Growth		3,753	6,050
Net Office Space Demand (Sq. Ft.)		845,000	1,361,000
Average Annual Office Space Demand (Sq. Ft.)		36,739	59,174

Industrial Space

The demand for industrial space is a function of employment, investment, and technology. The U.S. Department of Labor defines industrial employment as jobs in the manufacturing, wholesale trade, and transportation and warehousing industries.

According to the *County Business Patterns 2016* published by the U.S. Census Bureau, Larimer County supported 20,896 jobs in the manufacturing, wholesale trade, and transportation and warehousing sectors accounting for 16.6 percent of total employment.

According to Esri Business Analyst Loveland's employment base totals 41,923 jobs, of which 16.8 percent, or 7,023 jobs, are within the industrial-related sectors of manufacturing, wholesale trade, and transportation and warehousing. For this study, from 2018 through 2040 job growth in Loveland is projected to increase at an average annual rate of 1.5 to 2.5 percent, yielding an estimated 16,248 to 30,250 new jobs. Industrial-related employment is forecast to account for 17 percent of total job growth.

Space demand created by the future growth in industrial-related employment was forecast by applying standard job creation ratio of 1.0 job per 1,000 square feet of light manufacturing, warehouse and flex industrial space. This job creation rates account for both owner-occupied and speculative industrial space.

From 2018 through 2040 industrial-related job growth in Loveland is projected to support the demand for approximately 2.8 million to 5.1 million square feet of both owner-occupied and speculative industrial space.

Industrial Space Demand Forecasts Loveland, Colorado; 2018 to 2040

		Moderate Scenario	Optimistic Scenario
Lancaster County			
Industrial-Based Employment Growth		2,762	5,143
Industrial Space Demand (Sq. Ft.)		2,762,100	5,142,600
Average Annual Industrial Space Demand (Sq. Ft.)		120,091	223,591

Site Evaluation

A feasible employment-related development site possesses the following characteristics: excellent location and access; appropriate parcel size and shape; availability to a large and diverse labor pool; proximity to customers; and compatibility with surrounding land uses. Suburban office development tends to gravitate to convenient freeway locations and/or mixed-use environments that provide the needed support services (i.e., restaurants, retail goods, lodging and entertainment) and prestigious business image. Industrial development also tends to concentrate along freeway corridors and rail lines. The Planning Area's vacant and underdeveloped properties have been evaluated for its potential to support professional office and industrial development.

Four vacant or underdeveloped sites within the Planning Area were considered for professional office and industrial development, including: 1) southwest corner of Highway 402 and Interstate 25; 2) intersection of Highway 402 and County Road 9E; 3) intersection of Highway 402 and Boise Avenue; and 4) Rocky Mountain Center for Innovation and Technology at the northeast corner of Highway 402 and Taft Avenue.

Location and Access

The Planning Area is in southeast Loveland with convenient access to Interstate 25. Proximity to the Centerra master planned community and presence of Colorado State University affords the opportunity to attract spin-off light manufacturing, distribution warehouse, and professional office uses.

The Highway 34 corridor is located two miles north of the Planning Area providing convenient access to shopping, and personal and business services, restaurants, and hotels. Both for-sale and rental housing is available within the immediate neighborhood with newer large-scale apartments and for-sale housing located within the Centerra master planned community.

Vehicular access to each of the prospective development sites is excellent with local access provided by the major arterial street network with regional access provided via Highways 402 and 34 and Interstate 25. The nearby Northern Colorado Regional Airport provides private air service.

Site Characteristics

As an employment-related development site all four prospective development sites benefit from a large land area capable of supporting mixed-use development within a master planned business park setting. The southwest corner of Highway 402 and Interstate 25 is zoned mixed-use and agricultural and. The intersection of Highway 402 and County Road 9E is zoned industrial on the north side of Highway 402 and agricultural to the south. The intersection of Highway 402 and Boise Avenue is zoned agricultural on the north side of Highway 402 and a mix of commercial and heavy industrial. Industrial uses currently exist on a portion of the property. The Center for Innovation and Technology is zoned for industrial use. With the exception of the Center for Innovation and Technology, each site will require rezoning to accommodate office and industrial development.

Access to Labor

Larimer County supports a population of 344,000 and a workforce of over 125,000. The current employment composition favors professional services, manufacturing, distribution, and warehousing sectors. These employment sectors generate demand for professional office, flex and warehouse space. The local population is also on average better educated than the state and national norms and the presence of Colorado State University provides a pipeline of educated graduates in a multitude of professional and technical fields.

Proximity to Customers

Loveland's convenient highway and rail access provides opportunities for transload and logistics operations. Major metropolitan areas such as Denver, Wichita, Kansas City, St. Louis, Albuquerque and Phoenix can be reached by vehicle within one business day.

Conclusions

Future employment-related development opportunities for the Planning Area include a master planned business park designed to support a mix of light manufacturing, warehouse distribution, and office uses. Benefits of the Planning Area for such employment-related development include sufficient land area to accommodate master planning, adequate transportation network, access to labor, and the ability to service a large geographic area.

The large land area at the southwest corner of Highway 402 and Interstate 25 is best suited for Class A office and flex office/industrial space. This more intensive development is supported by the immediate freeway location. To support future development of this land the extension of utilities and infrastructure is required. Both Highway 402 intersections at County Road 9E and Boise Avenue are capable of supporting concentrations of business park development focusing more on light and advanced manufacturing uses.

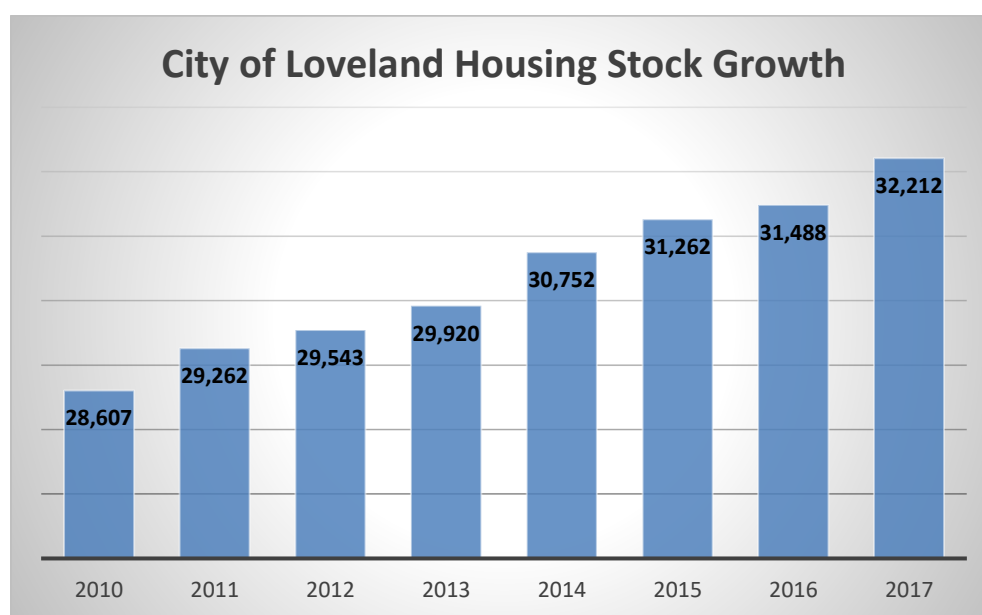
The Rocky Mountain Center for Innovation and Technology occupies approximately 177 acres with four buildings consisting of 811,757 square feet of office and manufacturing space. The former Aligent Technologies facility has garnered considerable tenant interest but remains largely vacant. The property's size and infill location make it a strong candidate for redevelopment with a mix of employment and residential uses.

Residential Housing Market Analysis

This section of the report evaluates the Loveland's existing housing stock by identifying such characteristics as total inventory of dwelling units, occupancies, age and type of the existing housing inventory as well as recent trends in new home construction activity. The goal is to identify current and future opportunities to support new housing stock in Loveland and the Planning Area.

Housing Stock Characteristics

The 2010 Census reported the Loveland housing stock at 28,607 dwelling units. According to the *American Community Survey*, from the 2010 Census through 2017 the Loveland's housing stock increased by 3,605 dwelling units.



The table on the following page compares the age of the Loveland housing stock with that of the State of Colorado as reported by the *2017 American Community Survey* published by the U.S. Census Bureau. Loveland's housing stock is relatively new with nearly half of the existing inventory built since 1990. The oldest housing built prior to 1940 accounts for just 6.5 percent of the city's total housing stock, or 2,083 dwelling units. Newer housing built since 2010 represents 5.1 percent of Loveland's total housing stock.

The age of Loveland's housing stock is newer than that of the State of Colorado. Loveland's stock of housing built prior to 1990 represents a much larger share than the statewide average and the stock of housing built prior to 1970 is much lower than the statewide average. Loveland's newer housing stock is attributed to strong population growth over the past 25 years.

Housing Stock by Year Built Loveland vs. Colorado

Year Structure Built	City of	
	Loveland	Colorado
Total Housing Units	32,212	2,319,737
Built 2014 or Later	1.9%	1.4%
Built 2010 to 2013	3.2%	2.6%
Built 2000 to 2009	24.5%	18.4%
Built 1990 to 1999	18.0%	16.8%
Built 1980 to 1989	11.6%	14.6%
Built 1970 to 1979	20.1%	18.8%
Built 1960 to 1969	7.9%	8.9%
Built 1950 to 1959	4.8%	7.8%
Built 1940 to 1949	1.7%	2.7%
Built 1939 or Earlier	6.5%	8.0%

Source: U.S. Census Bureau.

The table below identifies Loveland's housing stock by unit type as reported by the *2017 American Community Survey*. Detached single family housing is Loveland's most dominant housing product with a 65.5 percent share of the total inventory exceeds the statewide average of 63.0 percent. Meanwhile, multi-family housing with 10 or more dwelling units accounts for 11.2 percent of the Loveland housing stock compared to 16.3 percent for Colorado. Loveland's housing stock mix is influenced its suburban character whereby the demand for-sale single family housing exceeds that for attached rental housing.

Loveland Occupied Housing Stock by Type – 2017

Units in Structure	# of Units	% of Total	Colorado %
1-Unit, Detached	21,100	65.5%	63.0%
1-Unit, Attached	3,097	9.6%	7.0%
2 Units	822	2.6%	1.6%
3 or 4 Units	1,482	4.6%	3.3%
5 to 9 Units	1,668	5.2%	4.6%
10 to 19 Units	1,353	4.2%	5.8%
20 or More Units	2,239	7.0%	10.5%
Mobile Home and other Types of Housing	451	1.4%	0.1%
Totals	32,212		100.0%

Source: U.S. Census Bureau, American Community Survey 2017.

As indicated by the table below, homeowners in Loveland are more likely to occupy detached single-family housing while renters generally occupy multi-family housing. Owner-occupied housing in Loveland accounts for 63.1 percent of the entire occupied housing stock with renter-occupied accounting for the remaining 36.9 percent. By comparison, owner-occupied housing accounts for 64.7 percent of Colorado's total occupied housing stock with renter-occupied accounting for 35.3 percent.

Loveland Occupied Housing Stock by Type – 2017 **Owner-Occupied vs. Renter-Occupied Housing**

Housing Type	Total	Owner-Occupied	Renter-Occupied
Occupied Housing Units	30,724	19,391	11,333
Units in Structure			
1-Unit, Detached	68.2%	91.2%	22.2%
1-Unit, Attached	8.6%	6.2%	13.5%
2 Units	4.3%	0.6%	11.7%
3 or 4 Units	4.8%	0.8%	12.6%
5 to 9 Units	4.0%	0.0%	12.0%
10 or More Units	8.2%	0.0%	24.7%
Mobile Home and other Types of Housing	1.8%	1.1%	3.3%
Totals	100.0%	100.0%	100.0%

Source: U.S. Census Bureau, American Community Survey 2017.

For 2017, according to the U.S. Census Bureau, of Loveland's total housing stock of 32,212 dwelling units, an estimated 30,724 dwelling units were occupied, including 19,391 owner-occupied housing units and 11,333 renter-occupied housing units. Detached single family homes accounted for 91.2 percent of all occupied owner-occupied housing units. Meanwhile, renters were much less likely to occupy detached single-family homes accounting for just 22.2 percent of all occupied rental units.

Properties with 10+ rental units were the most popular attached housing product for renters accounting for 24.7 percent of all renter-occupied units. Properties with 3 to 4 dwelling units account for 12.6 percent of all renter-occupied units. Meanwhile, structures with 5 to 9 rental units accounted for 12.0 percent of all renter-occupied units.

The table of the following page segments monthly housing costs in Loveland for both homeowners and renters as provided by the *American Community Survey 2017*. The data illustrates a strong demand for affordable housing for both owner-occupied and rental housing. For owner-occupied housing units about one-third of the occupied inventory possesses a cost of just \$300 to \$799 per month. Just 8.7 percent of owner-occupied housing has a cost of \$2,000 or more per month. The average monthly cost for owner-occupied housing in Loveland is \$1,184.

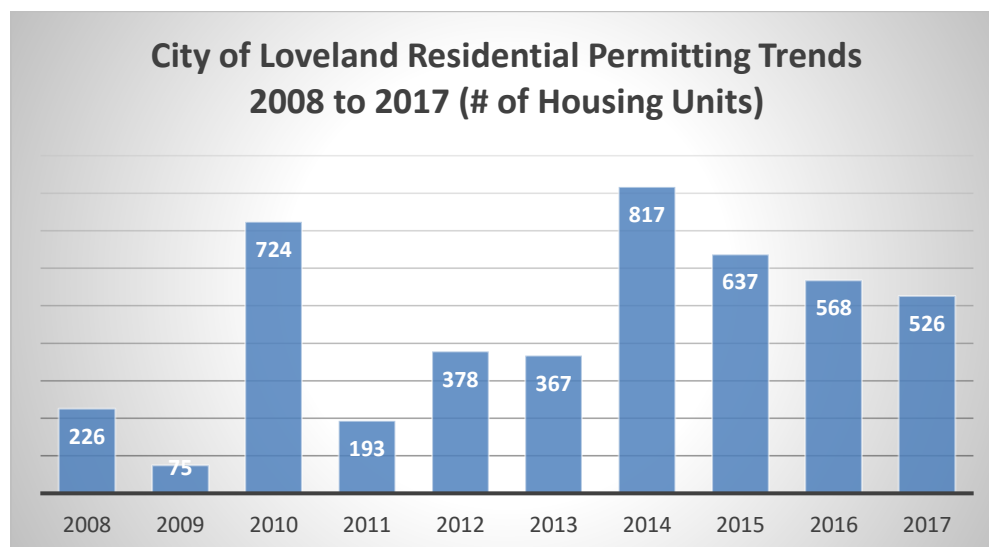
Rental housing in Loveland supports a much lower share of affordable units with just 24.4 percent with monthly housing costs of under \$800. The median renter-occupied housing cost of \$1,079 per month is just 8.9 percent lower than the median cost for owner-occupied housing.

Loveland Monthly Housing Costs – 2017 Owner-Occupied vs. Renter-Occupied Housing

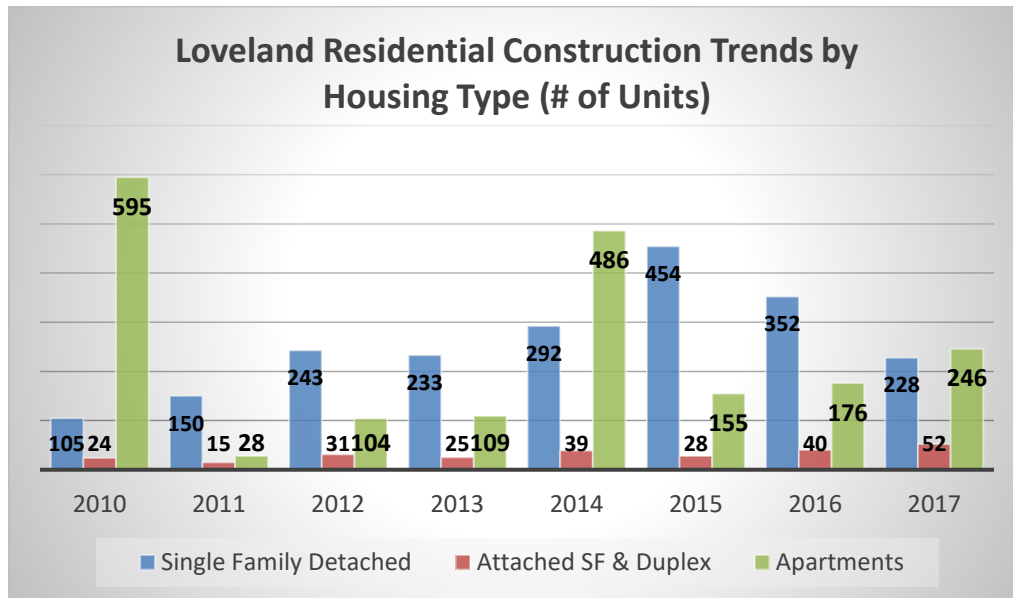
Housing Type	MSA Total	Owner- Occupied	Renter- Occupied
Occupied Housing Units	30,724	19,391	11,333
Less than \$300	6.6%	9.4%	1.7%
\$300 to \$499	12.1%	16.5%	4.5%
\$500 to \$799	11.3%	7.2%	18.2%
\$800 to \$999	11.3%	7.1%	18.4%
\$1,000 to \$1,499	29.5%	27.0%	33.3%
\$1,500 to \$1,999	19.5%	22.2%	14.8%
\$2,000 to \$2,499	5.6%	7.1%	3.2%
\$2,500 to \$2,999	1.7%	1.8%	1.5%
\$3,000 or more	1.4%	1.7%	0.9%
Median	\$1,138	\$1,184	\$1,079

Source: U.S. Census Bureau, American Community Survey 2017.

Following the national recession new housing construction in Loveland rebounded by 2010 with 724 housing units permitted, due primarily to a spike in multi-family construction. In response to a lull in multi-family construction activity, from 2011 to 2013 overall housing construction declined to near recessionary levels. Residential construction rebounded in 2014 due to improving single family and apartment markets. Since that time there has been a steady decline in new residential construction to a low of 526 housing units in 2017.



From 2010 through 2017, an average of 526 housing units per year were constructed in Loveland. New residential construction since 2010 was led by single family homes (48.9% of all housing units permitted in Loveland). Multi-family housing construction has also been active since 2010 adding 1,899 dwelling units (45.1% market share). Housing affordability is an issue in Loveland with the average home sales price in 2017 of \$381,079 representing a 47.5 percent increase over the past five years.



From 2010 through 2017 the City of Loveland issued permits for the construction of 4,213 residential housing units consisting of 2,060 detached single-family homes, 1,899 multi-family dwelling units, and 254 attached duplex units.

City of Loveland Residential Permits by Product Type

	Housing Units Permitted for Construction								Total Units
	2010	2011	2012	2013	2014	2015	2016	2017	
Single Family	105	150	243	233	292	454	352	228	4,566
Duplex	24	15	31	25	39	28	40	52	1,738
Multi-Family	595	28	104	109	486	155	176	246	68
Total Units	724	193	378	367	817	637	568	526	11,286

Source: City of Loveland.

Loveland Apartment Market

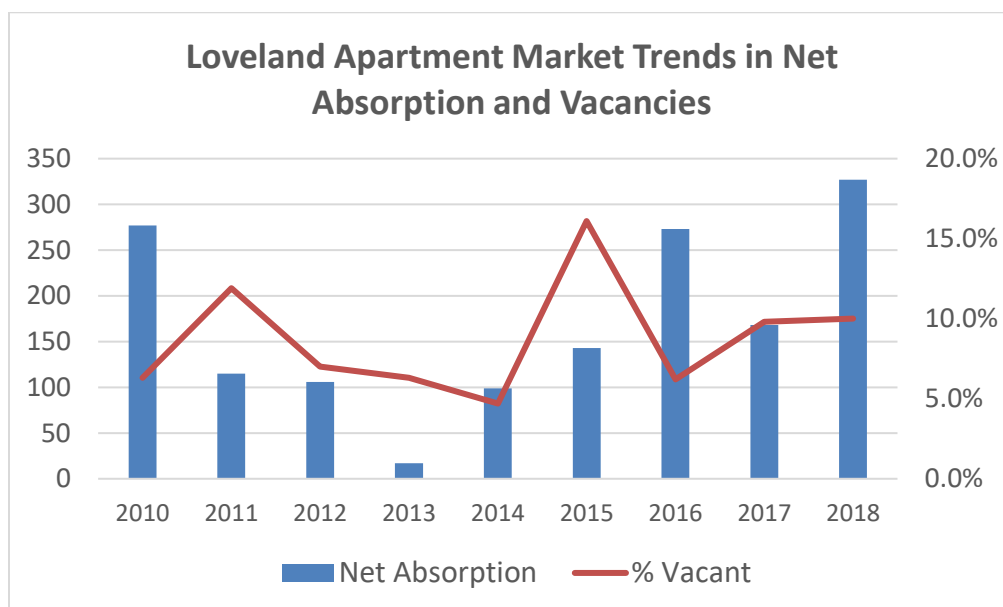
According to the Loveland Multi-Family Submarket Report 2018Q4, by year-end 2018 Loveland supported an apartment inventory of 3,407 rental units, an overall vacancy rate of 10.0 percent, and an average effective rent of \$1,338 per month. Apartment construction has accelerated over the past two years with the completion of 294 units in 2017 and 366 units in 2018. Three apartment properties totaling 652 units are currently under construction.

Loveland Apartment Market Trends

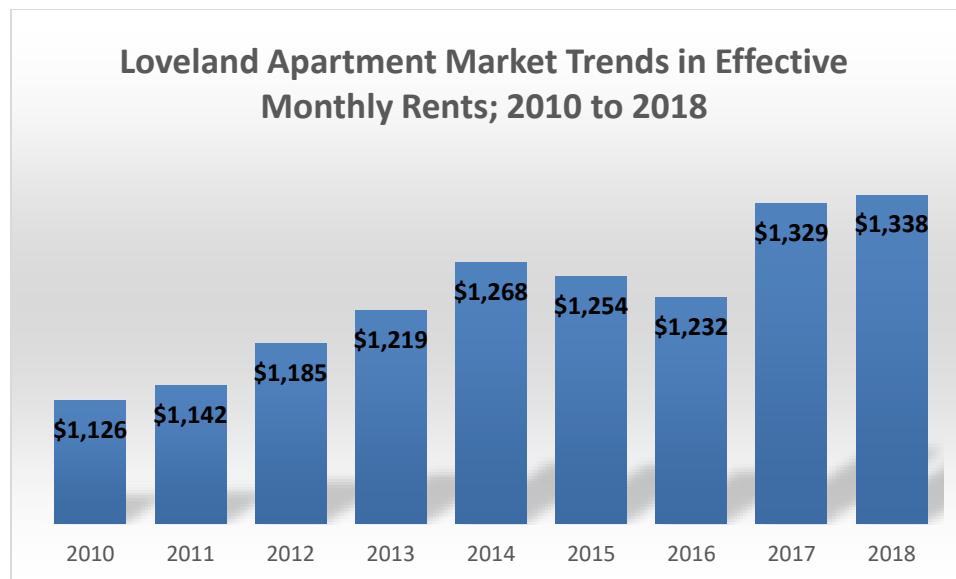
Year	# of Units	Units Built	Net Absorption	Vacancy Rate	Effective Rent
2010	1,950	303	277	6.3%	\$1,126
2011	2,207	257	115	11.9%	\$1,142
2012	2,207	0	106	7.0%	\$1,185
2013	2,207	0	17	6.3%	\$1,219
2014	2,273	66	99	4.7%	\$1,268
2015	2,747	474	143	16.1%	\$1,254
2016	2,747	0	273	6.2%	\$1,232
2017	3,041	294	168	9.8%	\$1,329
2018	3,407	366	327	10.0%	\$1,338

Source: CoStar.

Since 2010 a total of 1,760 new apartment units have been built and 1,525 units absorbed. The recent upswing in new construction has pushed the overall vacancy rate from 6.2 percent in 2016 to 10.0 percent by 2018. With a total of 652 apartment units now under construction the overall vacancy rate is forecast to exceed market equilibrium in 2019 and into 2020.



After declines in the effective rent in 2015 and 2016, over the past two years the effective apartment rent in Loveland increased by 7.9 percent in 2017 and 0.7 percent in 2018. By 2018 the effective rent was reported at \$1,338 per month.



To conclude, the Loveland apartment market has experienced a recent boom in new construction with the new inventory pushing the overall vacancy rate to 10.0 percent by year-end 2018. With an additional 652 apartment units currently under construction the Loveland apartment market is anticipated to remain overbuilt for the next couple years resulting in flat rents and limited opportunity for additional new supply.

Forecast Housing Demand

Residential housing demand estimates for Loveland through the year 2040 were forecast based on anticipated demographic and economic trends for the community. Key input to the model includes historical patterns in annual residential building permit activity and projected population and household growth, average household formation rates, households by income levels, and population by age.

Demographic characteristics and population growth projections for Loveland were provided by the U.S. Census Bureau, Esri Business Analyst, and the *City of Loveland Annual Data and Assumptions Report August 2018*. Housing characteristics for the City of Loveland were provided by the *American Community Survey 2017*.

According to the *American Community Survey 2017*, the City of Loveland maintained 32,212 residential housing units. The existing housing units were operating at an overall occupancy rate of 95.4 percent. The occupied housing stock included 19,391 owner-occupied units (63.1%) and 11,333 renter-occupied units (36.9%). A total of 1,488 vacant housing units were reported. Loveland's average household size is 2.45 persons.

According to the U.S. Census Bureau, the City of Loveland's July 1, 2017 population was estimated at 76,701 residents. Esri Business Analyst estimated Loveland's 2018 population at

77,145 residents. By 2040, Loveland's population is forecast to grow by 107,971 residents, generating demand for additional housing units.

From 2018 through 2040 the Lancaster County population is forecast to increase by 30,826 residents, equating to the demand for an estimated 12,597 new occupied housing units. Given the region's age composition, household income levels, and existing housing stock, from 2018 through 2040 the housing demand is estimated to be segmented 65 percent owner-occupied and 35 percent renter-occupied. Therefore, by 2040 the mix of housing demand is estimated at 8,188 owner-occupied units and 4,409 rental units.

By product type, from 2018 through 2040 the growth in the inventory of occupied housing units in the City of Loveland is forecast to be led by single family detached housing with 8,062 occupied housing units and multi-family housing with ten and more units with 2,519 dwelling units.

Forecast Housing Demand by Product Type Loveland, Colorado; 2018-2040

	2017 Estimate		2040 Forecast	
	# of Units	# of Total	# of Units	# of Total
Total Housing Units	32,212			
Occupied Housing Units	30,724		12,597	
Owner-Occupied	19,391	63.1%	8,188	65.0%
Renter-Occupied	11,333	36.9%	4,409	35.0%
Vacant Housing Units	1,488			
Single Family Detached	21,100	65.5%	8,062	64.0%
Single Family Attached	3,097	9.6%	756	6.0%
2 to 4 Units	2,304	7.2%	630	5.0%
5 to 9 Units	1,668	5.2%	504	4.0%
10 or More Units	3,592	11.2%	2,519	20.0%
Mobile Home or Other	451	1.4%	126	1.0%

Source: U.S. Census and Canyon Research Southwest, Inc.

Site Evaluation

The Planning Area was evaluated for the ability to facilitate development of single-family and multi-family residential housing based on the following site criteria: physical attributes of the site; visibility and exposure; access; and proximity to housing demand generators and services.

Physical Attributes

A potential large-scale single-family subdivision or apartment site should be fully serviced utilities available. A prospective single-family subdivision site should possess the size to accommodate a

minimum of 50 housing units with the presence of a natural tree cover or water features desirable in creating value. A desirable apartment community development site a rectangular shape with the capacity to facilitate a minimum of 100 dwelling units.

Visibility and Exposure

Potential large-scale apartment sites should possess visibility via a major arterial so that an adequate marketing window can be provided. High traffic counts past the site also improve the site's market exposure. Major arterial frontage for a prospective single-family development site is less critical.

Accessibility

Regional, local and on-site vehicular access is important when assessing a prospective single-family home subdivision or large-scale apartment site.

Proximity to Housing Demand Generators

Proximity to such housing demand generators as employment centers, colleges and urban cores is critical when evaluating a potential residential site.

Availability of Community Services

A prospective residential development site should afford convenient access to such community services as shopping, dining, entertainment, recreation and schools.

Conclusions

Based on the outlined site selection criteria the most appropriate locations for single family housing within the Planning Area are in proximity to existing low-density residential neighborhoods. Suitable locations for detached single family housing include:

1. North side on Highway 402 at County Road 7;
2. South side of Highway 402 at County Road 9E;
3. North side of Highway 402 between Lincoln Avenue and St. Louis Avenue; and
4. Northeast corner of County Road 7 and State Highway 60.

High-density multi-family housing development within the Planning Area is best suited within mixed-use clusters and in proximity to commercial and employment-related land uses. Prospective development sites include:

1. Southwest corner of Highway 402 and Interstate 25;
2. North side of Highway 402 at County Road 9E
3. Highway 402 and Roosevelt Avenue; and
4. Northeast corner of Highway 402 and Taft Avenue.

STUDY RECOMMENDATIONS

The primary objective of the *Economic and Market Analysis* was to evaluate future commercial, employment, and residential development opportunities for the Highway 402 Corridor Planning Area that parallels Highway 402 from Interstate 25 east to South Taft Avenue in Loveland, Colorado. Based on the study findings potential development opportunities for the Planning Area are identified. Study recommendations include the following:

- Identify opportunities and constraints impacting future land use patterns within the Planning Area;
- Identify prospective development sites and appropriate mix of land uses that could take advantage of the Highway 402 Corridor's location, physical characteristics, and market demand; and
- Quantify reasonably achievable absorption rates for new development given current directly competitive market trends.

Opportunities and Constraints

Through stakeholder interviews and other primary research opportunities and constraints in the future development of the Highway 402 Corridor were identified and summarized in the text below.

Opportunities

- Good transportation network - Interstate 25 and rail access as well as proximity to two airports;
- East-west transportation corridors in Loveland are constrained by the presence of lakes and the airport which limits primary transportation corridors to Highways 34 and 402;
- Highway 402 is the last remaining major east-west transportation corridor with the opportunity to support large-scale urban planning and development;
- It is a priority to design a flexible, evolving land use policy capable of adapting to a changing economy, demographics and real estate market;
- Financing options for the necessary infrastructure improvements to the Highway 402 Corridor could include public-private partnerships, improvement districts and Metro Districts;
- The status of Highway 402 as a major transportation corridor linking to Interstate 25 improves the potential for the Planning Area to support commercial, office, industrial and multi-family residential housing;
- The Planning Area can enhance Loveland's long-term economic and fiscal sustainability by supporting employment-related development;

- The land within the 100-year flood plain can be utilized for open space and recreational use with the potential to create a regional draw and assist in establishing an identity and sense of place;
- Existing large lot residential must be incorporated into the Highway 402 Corridor's land use design, doing so will assist in preserving the area's rural character;
- Completion of improvements to the Highway 402 and Interstate 25 interchange will assist in stimulating development pressures within the Highway 402 Corridor;
- Planning Area occupies a large inventory of land area capable of supporting mixed-use development and creating a sense of place;
- Neighborhood retail is viable within the Highway 402 Corridor given the trade area demographics and future housing;
- Growing tech industry in Northern Colorado providing opportunities for the construction of flex office-industrial space;
- Loveland has a well-educated workforce and high quality of life;
- Most large infill parcels in Loveland have been developed forcing future development to the fringe of the city;
- Tourism contributes significantly to the Loveland economy;
- Northern Colorado's regional economy is a strength and will afford the opportunity for the Highway 402 Corridor to benefit from future economic and population growth;
- Opportunity to create a technology corridor targeting high-growth sectors such as advanced and light manufacturing, technology, logistics, bioscience, design services, high-tech services and telecom;
- City Council is supportive of long-term vision of the Highway 402 Corridor; and
- Healthy industrial market with near-term potential to support the construction of flex space.

Constraints

- Absence of infrastructure in the eastern half of the Highway 402 Corridor required to support urban development;
- FEMA's expanded flood plain area south of Highway 402 will require low-intensity land use in the impacted areas;
- River corridor should be protected, and lands acquired for public use;
- There is a mix of County and State-owned property in the Highway 402 Corridor with government uses in place;
- Presence of oil and gas wells may reduce buildable area within the Highway 402 Corridor;

- Housing affordability and lack of housing product diversity is a growing issue in Loveland;
- City of Loveland levies high development impact fees;
- Fort Collins is better positioned to attract corporate businesses given the presence of Colorado State University, better demographics, and lower development fees;
- Possible land use conflicts with the Highway 402 Corridor's existing low-density residential and agriculture uses;
- Presence of many longstanding property owners within the Highway 402 Corridor will require considerable neighborhood outreach;
- Loveland is a commuter city with approximately 40 percent of all jobs imported;
- The City of Loveland is not competitive with other communities in offering economic incentives to developers and businesses;
- Loveland's retail, office and apartment markets are currently overbuilt;
- Very little spec office space is built in Loveland, development is largely user driven;
- Achievable office rents currently too low to support feasible new office construction;
- Most office tenants in Loveland are small with few large corporate tenants; and
- Limited north-south roadway connections between Highways 34 and 402.

Forecast Commercial, Industrial and Residential Demand

A long-term development time horizon for the Highway 402 Corridor is anticipated given the large inventory of vacant land and underdeveloped properties. By creating a master planned mixed-use environment that creates a sense of place the Highway 402 Corridor could garner above average market shares of office, industrial, and residential absorption.

Retail, office and industrial space and residential housing unit demand was forecast for Loveland, Colorado through the year 2040.

By 2040, Loveland's forecast growth in population is estimated to support an estimated 2.6 million square feet of new retail space. Through 2040 the Highway 402 Corridor is forecast to capture a 10 percent to 15 percent market share of Loveland's retail space demand, equating to approximately 256,000 square feet to 384,000 square feet.

From 2018 through 2040 office-related job growth in Loveland is projected to support the demand for approximately 845,000 to 1.4 million square feet of both owner-occupied and speculative office space. The Highway 402 Corridor is forecast to capture a 15 to 20 percent market share of Loveland's office space demand, equating to approximately 127,000 square feet to 272,000 square feet.

From 2018 through 2040 industrial-related job growth in Loveland is projected to support the demand approximately 2.8 million to 5.1 million square feet of both owner-occupied and speculative industrial space. The Highway 402 Corridor is forecast to capture a 20 to 25 percent market share of Loveland's industrial space demand, equating to approximately 552,000 square feet to 1.3 million square feet.

From 2018 through 2040 new housing demand in Loveland is forecast at 12,597 occupied housing units, including 8,188 owner-occupied units and 4,409 rental units. The Highway 402 Corridor is forecast to capture 10 percent to 15 percent of Loveland's housing demand through 2040, equating to absorb approximately 1,260 to 1,890 dwelling units.

Forecast Retail, Office, Industrial and Residential Demand Loveland, Colorado; 2018 to 2040

	Population Growth	New Jobs		Space Demand Sq. Ft.	Housing # of Units
Retail	30,826			2,561,000	
Office		3,753-6,050		845,000 – 1,361,000	
Industrial		2,762-5,143		2,762,100 – 5,142,600	
Housing	30,826				12,597
Owner-Occupied					8,188
Renter-Occupied					4,409

Based on site and location characteristics and assuming completion of necessary infrastructure improvements, through 2040, the Highway 402 Corridor Planning Area is forecast to absorb an estimated 935,000 to 1.9 million square feet of commercial and industrial space as well as 1,260 to 1,890 housing units.

Planning Area Forecast Absorption; 2018-2040 Commercial, Industrial and Residential Uses

	Moderate Scenario	Optimistic Scenario
Retail	256,000	384,000
Professional Office	127,000	272,000
Light Industrial	552,000	1,285,000
Residential	1,260	1,890

Assuming an average floor-area-ratio (“FAR”) of 0.2 to 0.4 for the retail, office and industrial space and an average density of 4.0 dwelling units per acre, through 2040 the Highway 402 Corridor is estimated support the development of approximately 385 to 610 acres of land.

Recommended Land Use Patterns

The Highway 402 Corridor’s large land area, natural resources and transportation system affordable opportunity to create a unique urban environment that both honors the agricultural past and provides the template for Loveland to adapt to future trends in land use, economics, demographics, housing, and transportation. The goal is to create a sustainable urban corridor featuring the optimal mix of complimentary land uses, transportation network, infrastructure, economic activity, housing, and land use flexibility. Land use patterns recommended for the Highway 402 Corridor focus both on place-based planning and economic sustainability and are summarized in the text below.

Design buildings to support places. Establish high quality building design and sign standards specific to the Highway 402 Corridor with emphasis on establishing a sense of place and cultivating an identity through pedestrian connectivity, view corridors, public art, public space, innovative employment centers, mixed-use development, and open space.

To facilitate future commercial and residential development Highway 402 must be improved as an urban-scale major arterial with underground utilities including power, water, wastewater, natural gas, telephone, and high-speed cable.

Plan for improved transportation connections (i.e., roads, bike lanes, walking paths, public transit, etc.) between the Highway 402 Corridor and the balance of Loveland. Establish more north-south arterial roadways connecting Highways 34 and 402. Of importance would be an alternative route that directly links the Corridor’s eastern employment center with Centerra and the retail along Highway 34. A prospective north-south link is the current Rocky Mountain Avenue alignment extended south of Highway 34 to County Road 7.

Incorporate wide setbacks along Highway 402 frontage to preserve view corridors and honor the area’s agricultural past.

Create parks and open space as multi-use destinations. To compliment wide setbacks along Highway 402 frontage designate flood plain area on the north side of Highway 402 west of County Road 9 as open space, trails, and recreational uses. Some complimentary commercial uses could be incorporated into the plan (i.e., food service, kayak and bike rentals, public restrooms, etc.). The river and open space network would create a desirable recreational amenity and a major draw to the Highway 402 Corridor as well as assist in establishing an identity and sense of place.

The intersection of Highway 402 and Interstate 25 is a major gateway into Loveland and should feature an attractive mix of land uses, well designed open space, and architectural and/or artistic elements that display the history and character of the Highway 402 Corridor and Loveland.

Create employment opportunities within the Highway 402 Corridor designed to ensure Loveland’s long-term economic and fiscal sustainability. The plan should serve as a template for creating a technology corridor targeting high-growth sectors in the Fort Collins – Loveland MSA such

healthcare, advanced and light manufacturing, technology, logistics, bioscience, design services, high-tech services, and telecom.

Coalesce development around major activity nodes anchoring each end of the Highway 402 Corridor. These nodes should be places to coordinate public investment and concentrate private development, support higher intensity mixed-use development, craft unique identities, improve the employment and retail opportunities along the corridor, and enhance the built environment. Recommended activity nodes include: 1) the approximately 1,100 acres at the southwest corner of Interstate 25 will anchor the eastern boundary of the Corridor and 2) the 177-acre Rocky Mountain Center for Innovation & Technology campus would anchor the western boundary.

- The Corridor's eastern activity node is suitable for a wide mix of land uses including office, flex space, light manufacturing, warehouse, retail, hotels, and single family and multi-family housing. This activity node would be designed to support advanced manufacturing, logistics, bio-tech, high-tech services, design services and office-using jobs.
- The 177-acre Rocky Mountain Center for Innovation & Technology campus at the Corridor's western edge is ideal for mixed-use redevelopment including light industrial, office, and residential uses.
- The intersection of Highway 402 and Boise Avenue is a secondary activity node supporting a less intensive employment center featuring business park and light industrial uses.

The Planning Area can support a variety of retail development formats. The site at the southwest corner of Highway 402 and Interstate 25 offers the potential to support development of a power center housing major and junior anchor retailers. The northeast and northwest corners of Highway 402 and County Road 9E are best suited for strip center and/or neighborhood center development. The sites at the southeast and southwest corners of Highway 402 and Lincoln Avenue are also best suited for strip center and/or neighborhood center development.

Incorporate into the plan a variety of for-sale and rental housing options and price ranges, including detached single-family homes, patio homes, townhomes, apartments and housing as part of a mixed-use building. High-density rental housing is best located within the two employment centers, the intersection of County Road 9E, and Highway 402 and Roosevelt Avenue. The balance of the Planning Area is best suited for a mix of low to medium density residential that is compatible with the existing low-density housing stock. Suitable locations for detached single family housing include:

5. North side on Highway 402 at County Road 7;
6. South side of Highway 402 at County Road 9E;
7. North side of Highway 402 between Lincoln Avenue and St. Louis Avenue; and
8. Northeast corner of County Road 7 and State Highway 60.

The City of Loveland owns approximately 98 acres of land at the southwest corner of Highway 402 and Interstate 25 with zoning in place. This parcel is at the gateway into the designated eastern employment corridor and thus is a very valuable property. It is recommended that the City retain ownership of the property to preserve this gateway location, use to attract employers, and avoid near-term low intensity incompatible land uses.



Appendix C

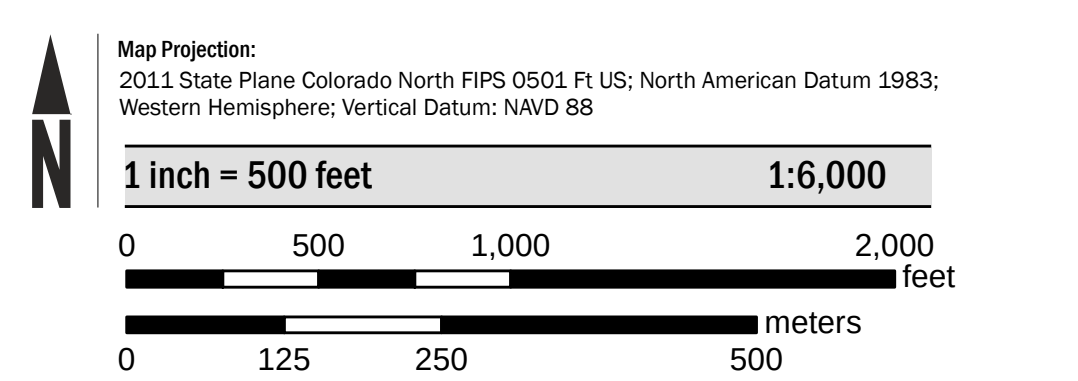
Draft Floodplain Maps



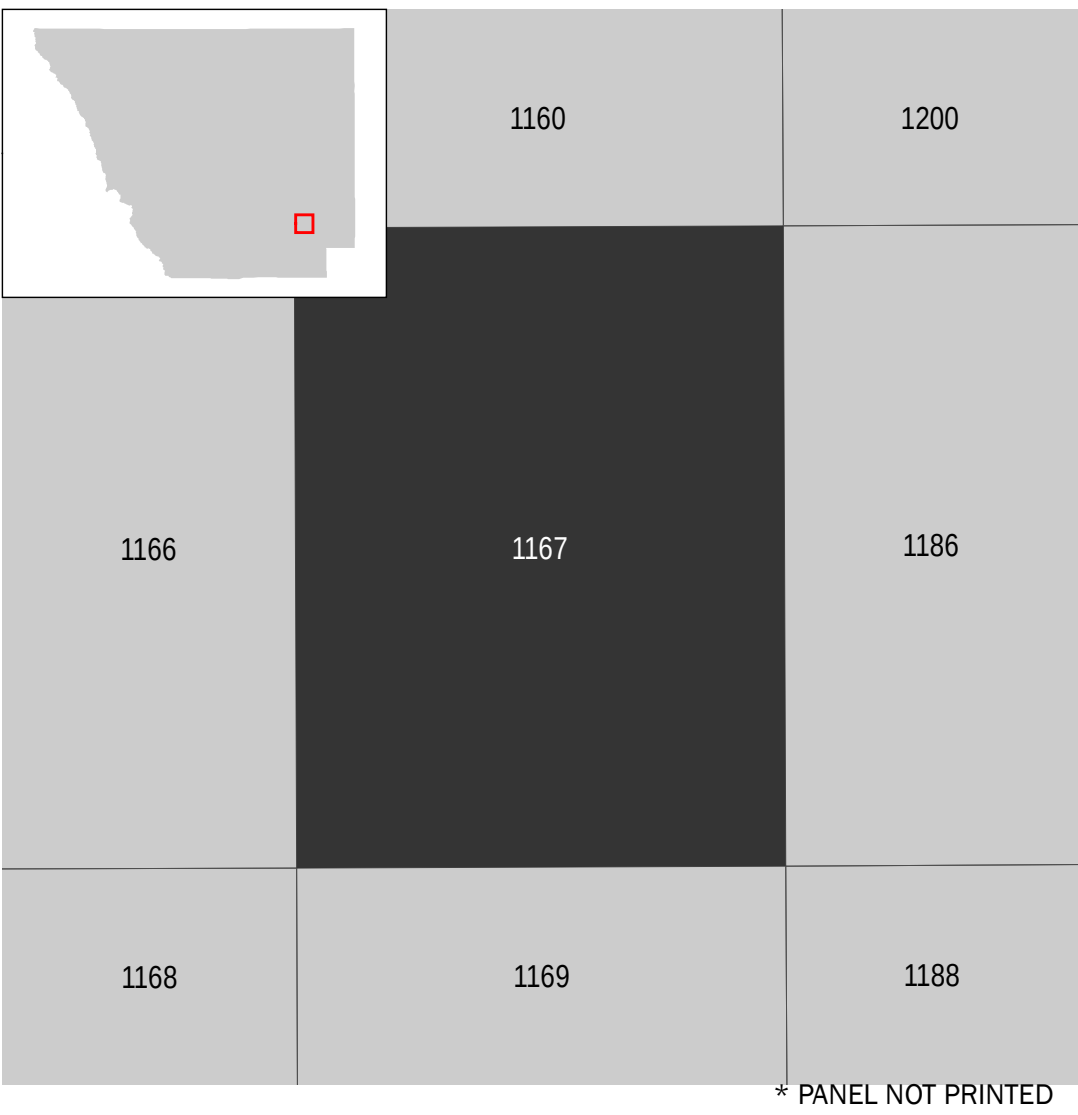
FLOOD HAZARD INFORMATION

		Effective 1% Annual Chance Flooding
SPECIAL FLOOD HAZARD AREAS		Without BFE or Depth Zone A
		With BFE or Depth Zone AE, AO, AH, VE, AR
		Regulatory Floodway
OTHER AREAS OF FLOOD HAZARD		0.2% Annual Chance Flood Hazard, Areas of 1% annual chance flood with average depth less than one foot or with drainage areas of less than one square mile Zone X
		Future Conditions 1% Annual Chance Flood Hazard Zone X
		Area with Reduced Flood Risk due to Levee See Notes. Zone X
		Area with Flood Risk due to Levee Zone D
OTHER AREAS		NO SCREEN Area of Minimal Flood Hazard Zone X
		Area of Undetermined Flood Hazard Zone D
GENERAL STRUCTURES		Channel, Culvert, or Storm Sewer
		Levee, Dike, or Floodwall
OTHER FEATURES		Cross Sections with 1% Annual Chance Water Surface Elevation
		Coastal Transect
		Coastal Transect Baseline
		Profile Baseline
		Hydrographic Feature
		Base Flood Elevation Line (BFE)
		Limit of Study
		Jurisdiction Boundary

SCALE



PANEL LOCATOR



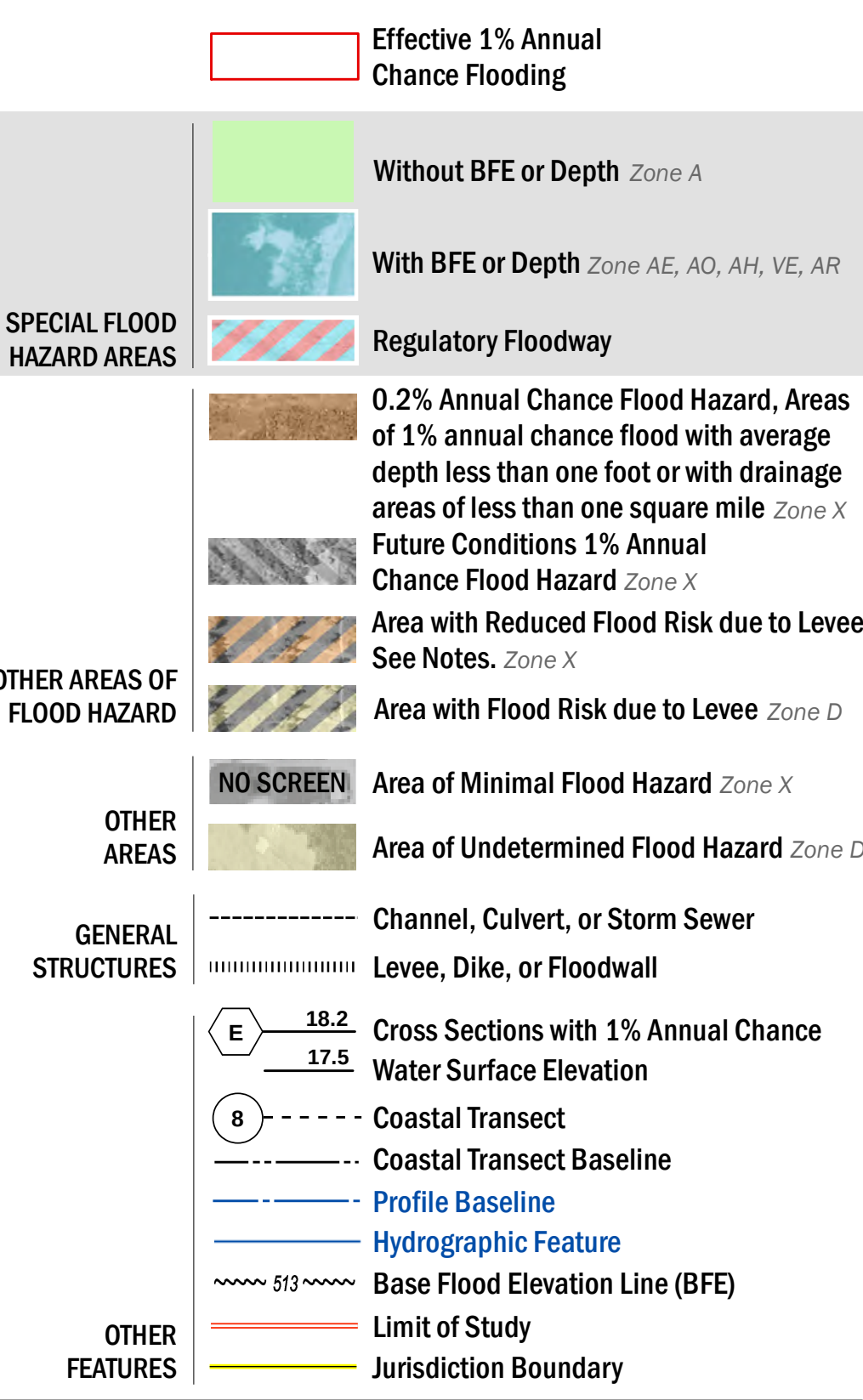
BIG THOMPSON RIVER, COLORADO

PANEL 1167 of 1420

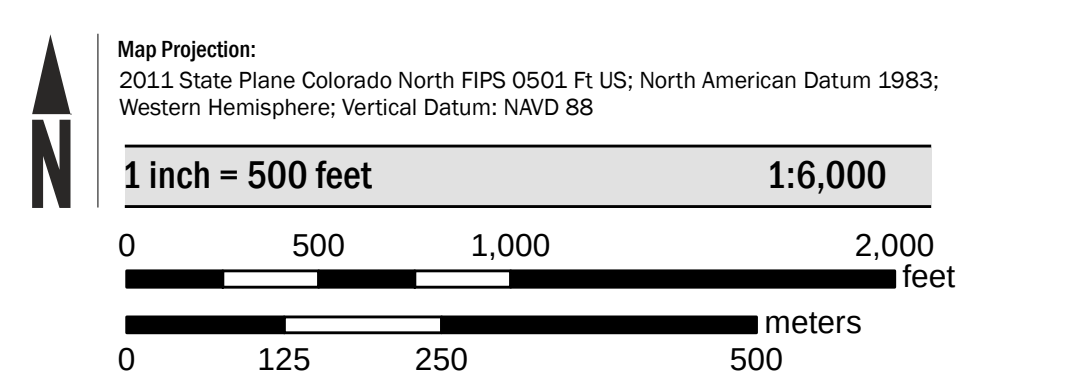
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COMMUNITY	NUMBER	PANEL	
LARIMER COUNTY UNINCORPORATED AREAS	080101	1167	
CITY OF LOVELAND	080103	1167	



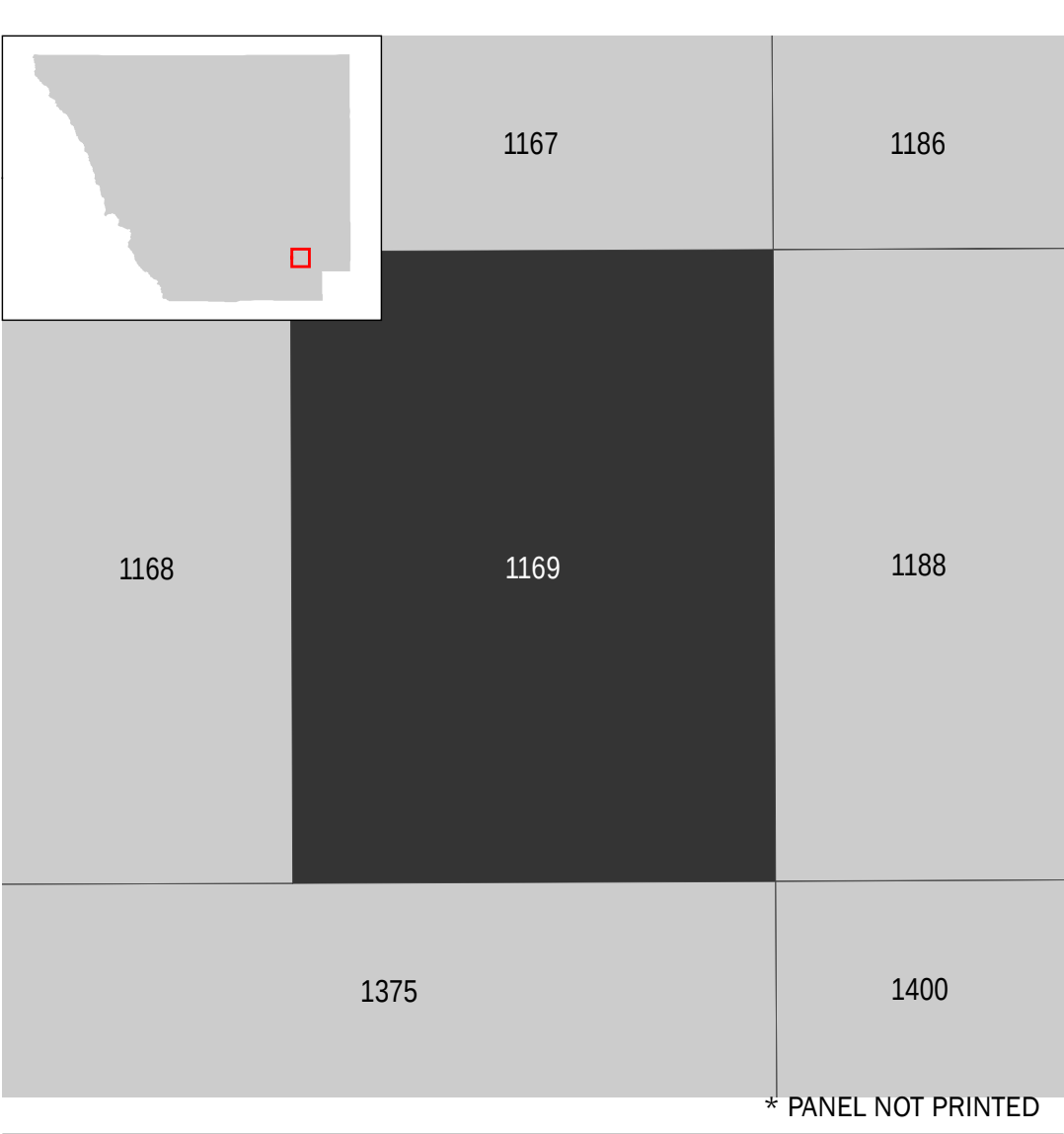
FLOOD HAZARD INFORMATION



SCALE



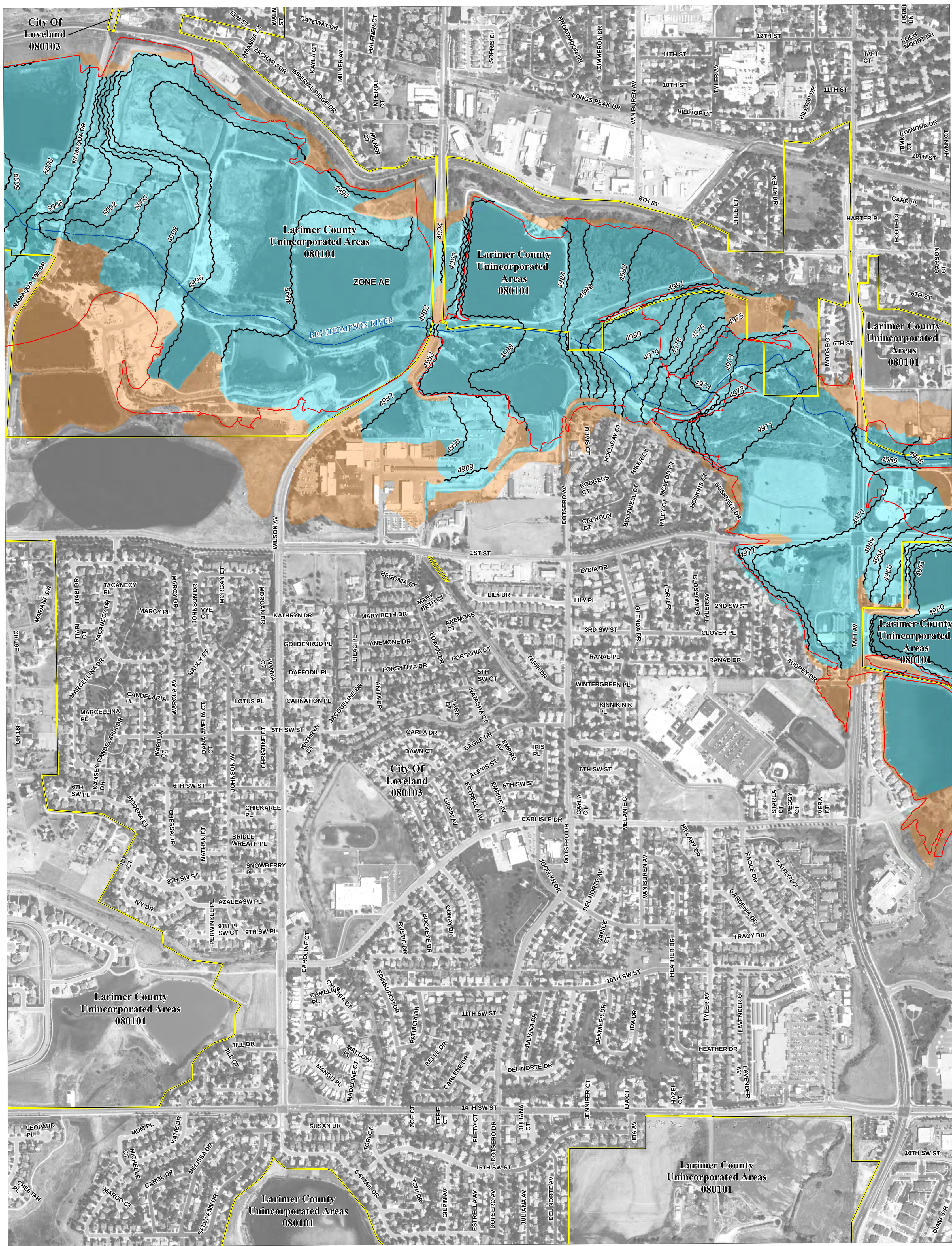
PANEL LOCATOR



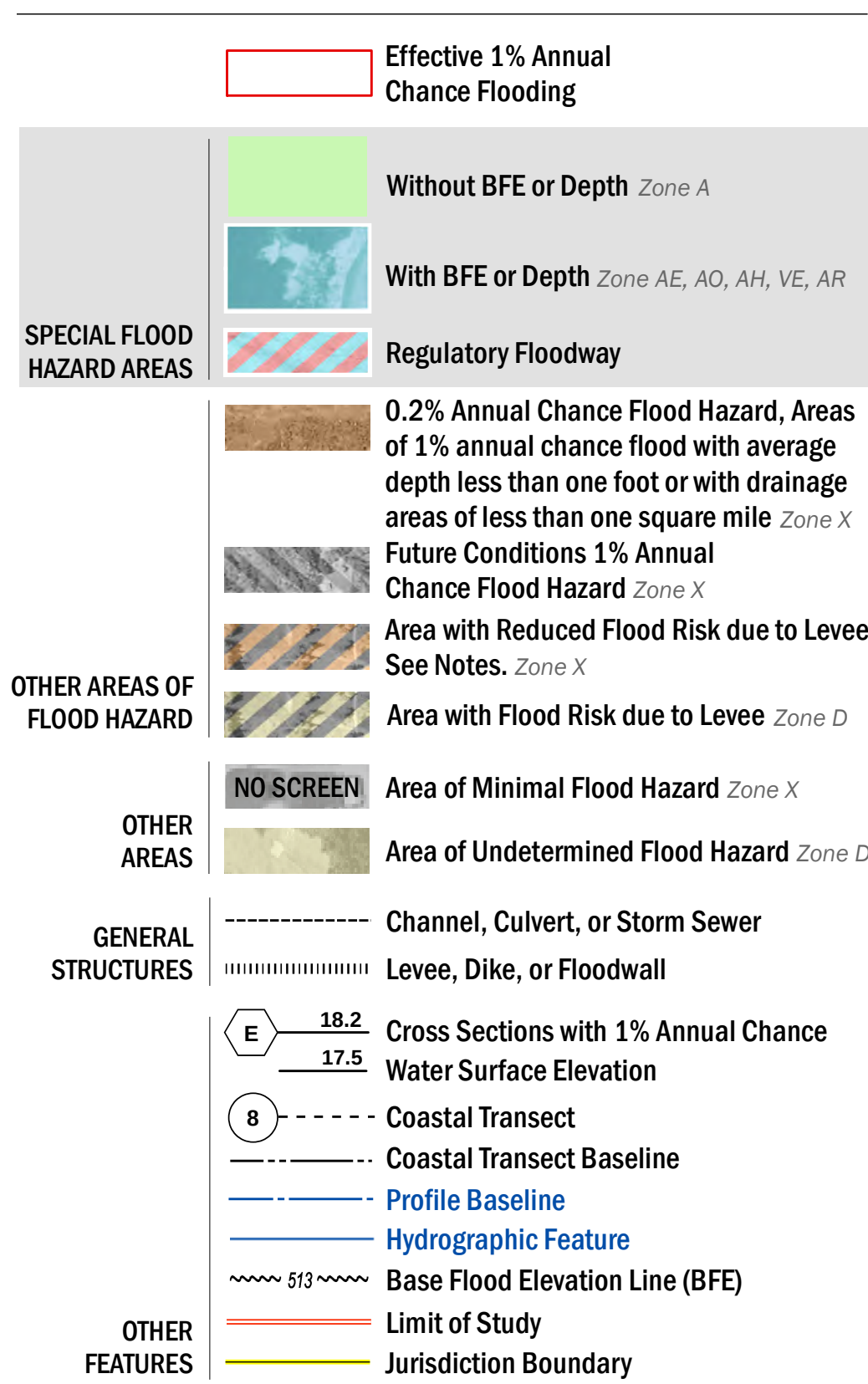
BIG THOMPSON RIVER, COLORADO

PANEL 1169 of 1420

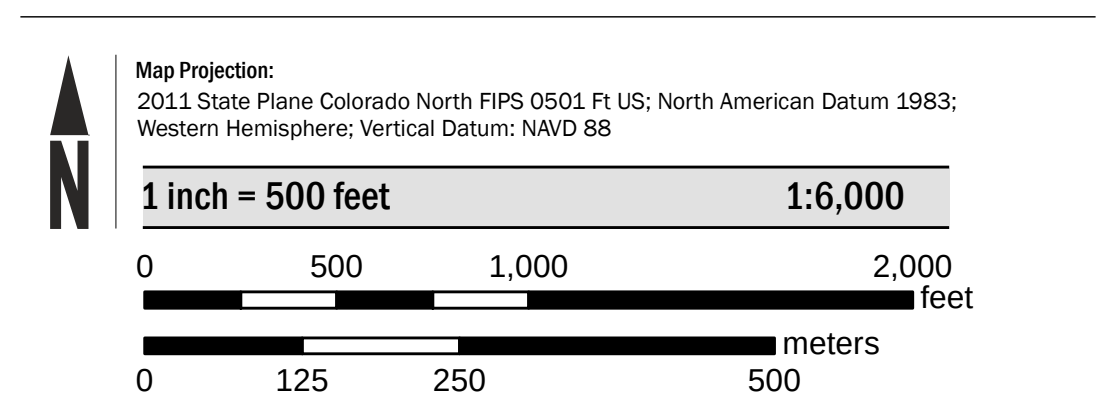
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CITY OF LOVELAND	080103	1169	



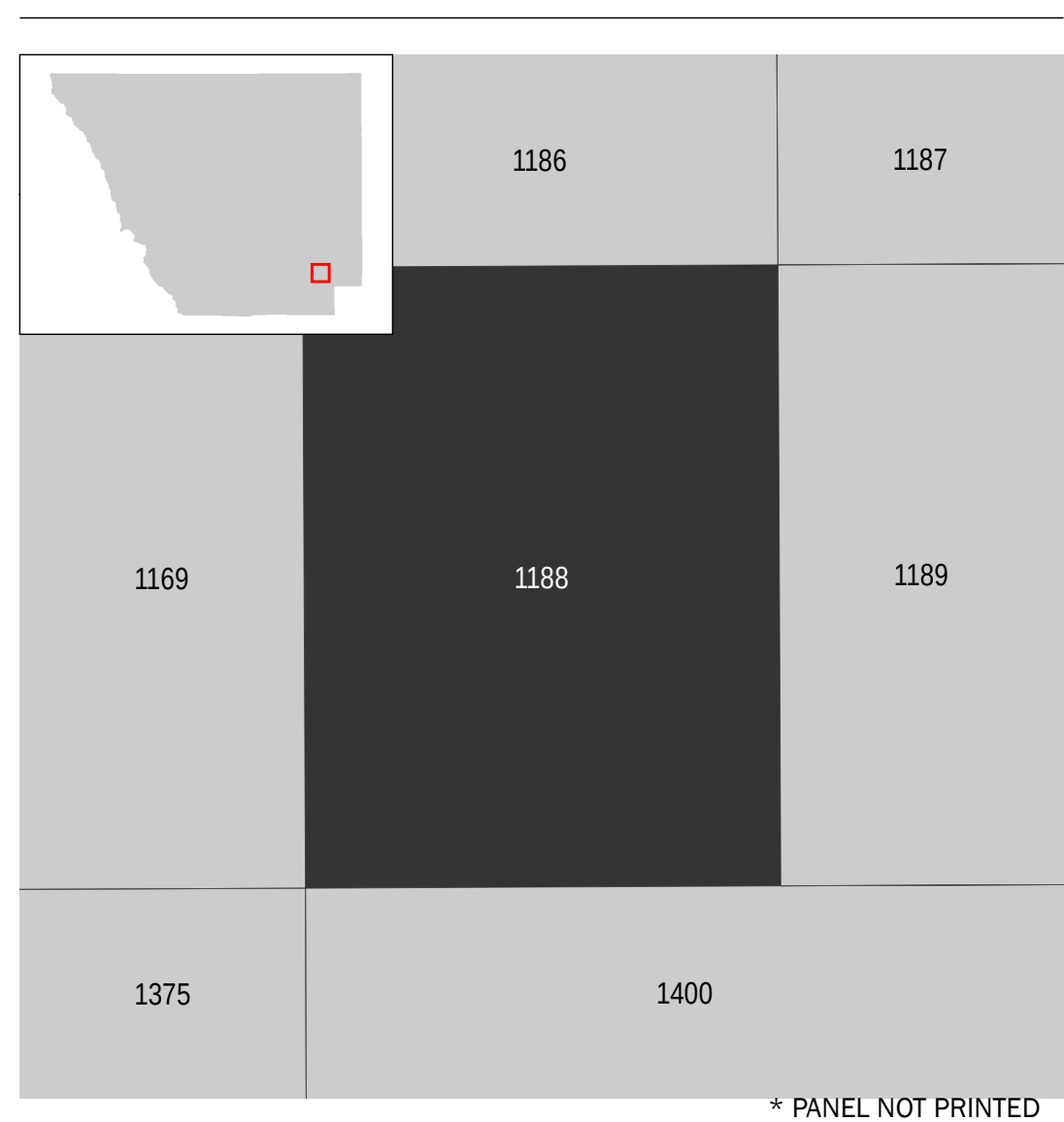
FLOOD HAZARD INFORMATION



SCALE



PANEL LOCATOR

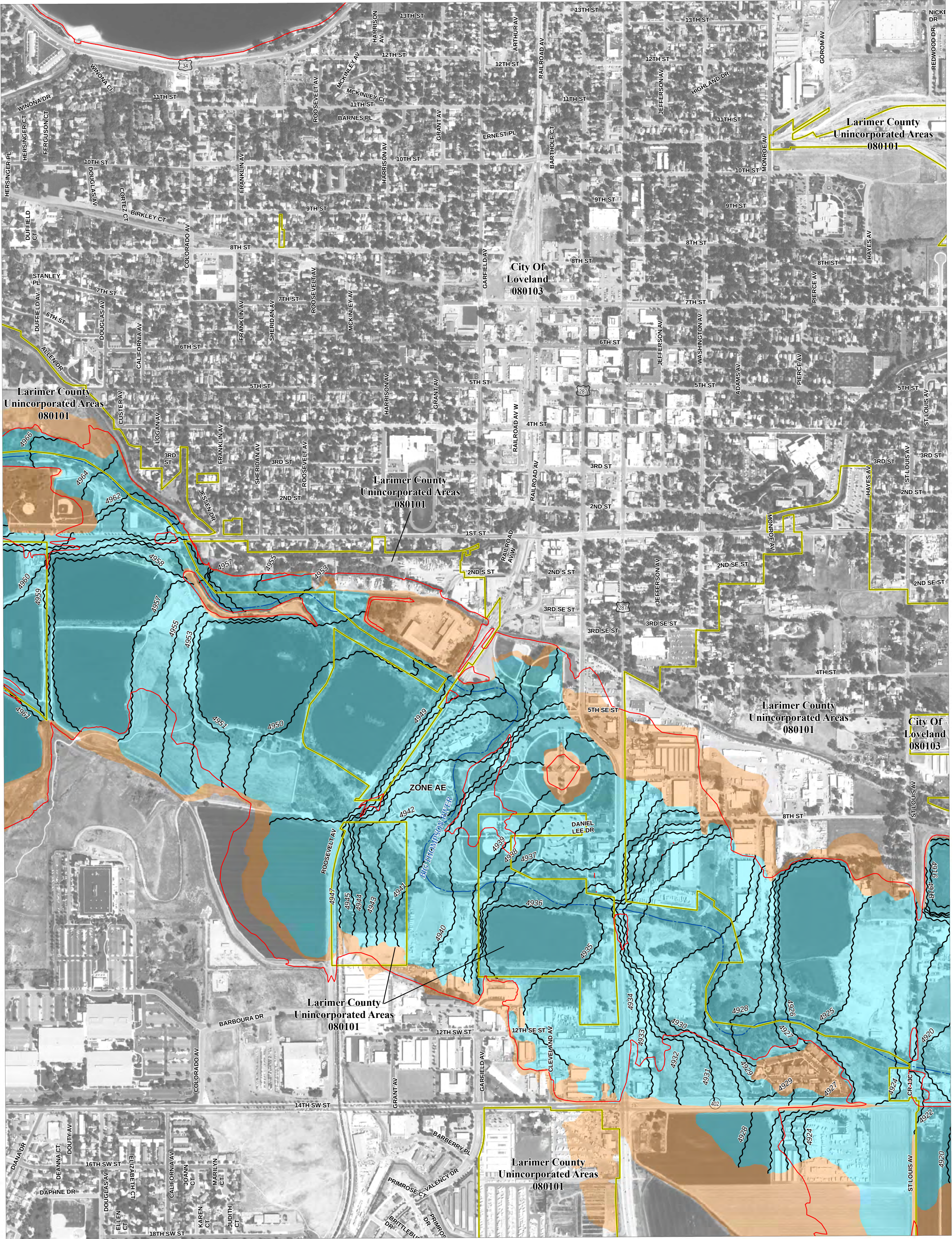


BIG THOMPSON RIVER, COLORADO

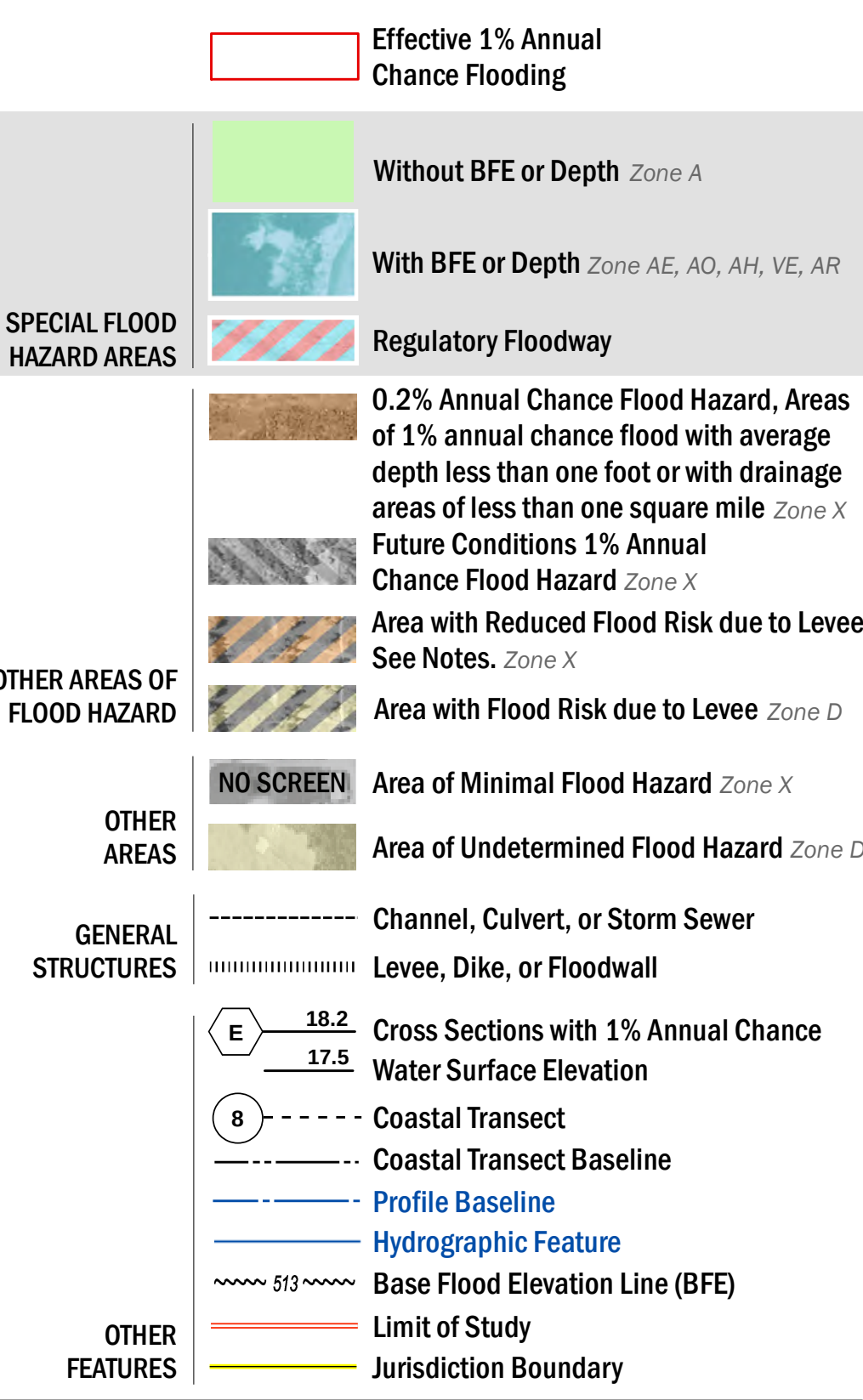
PANEL 1188 OF 1420

Panel Contains:

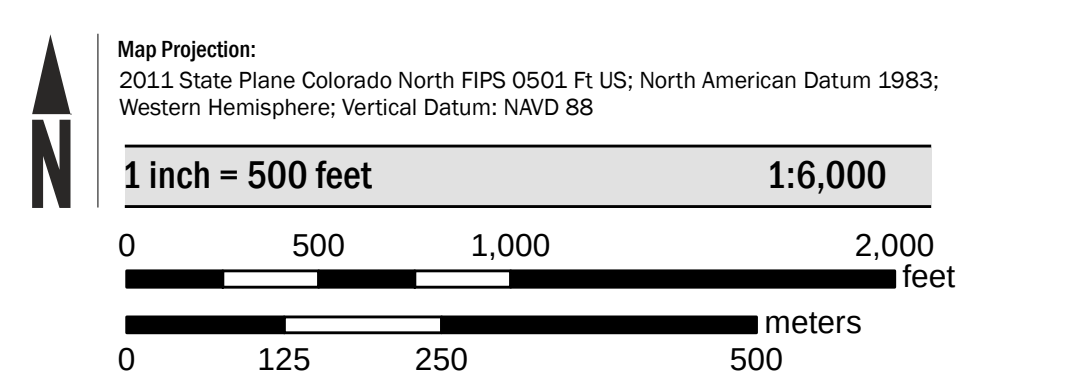
COMMUNITY	NUMBER	PAGE
LARIMER COUNTY UNINCORPORATED AREAS	080101	1188
CITY OF LOVELAND	080103	1188



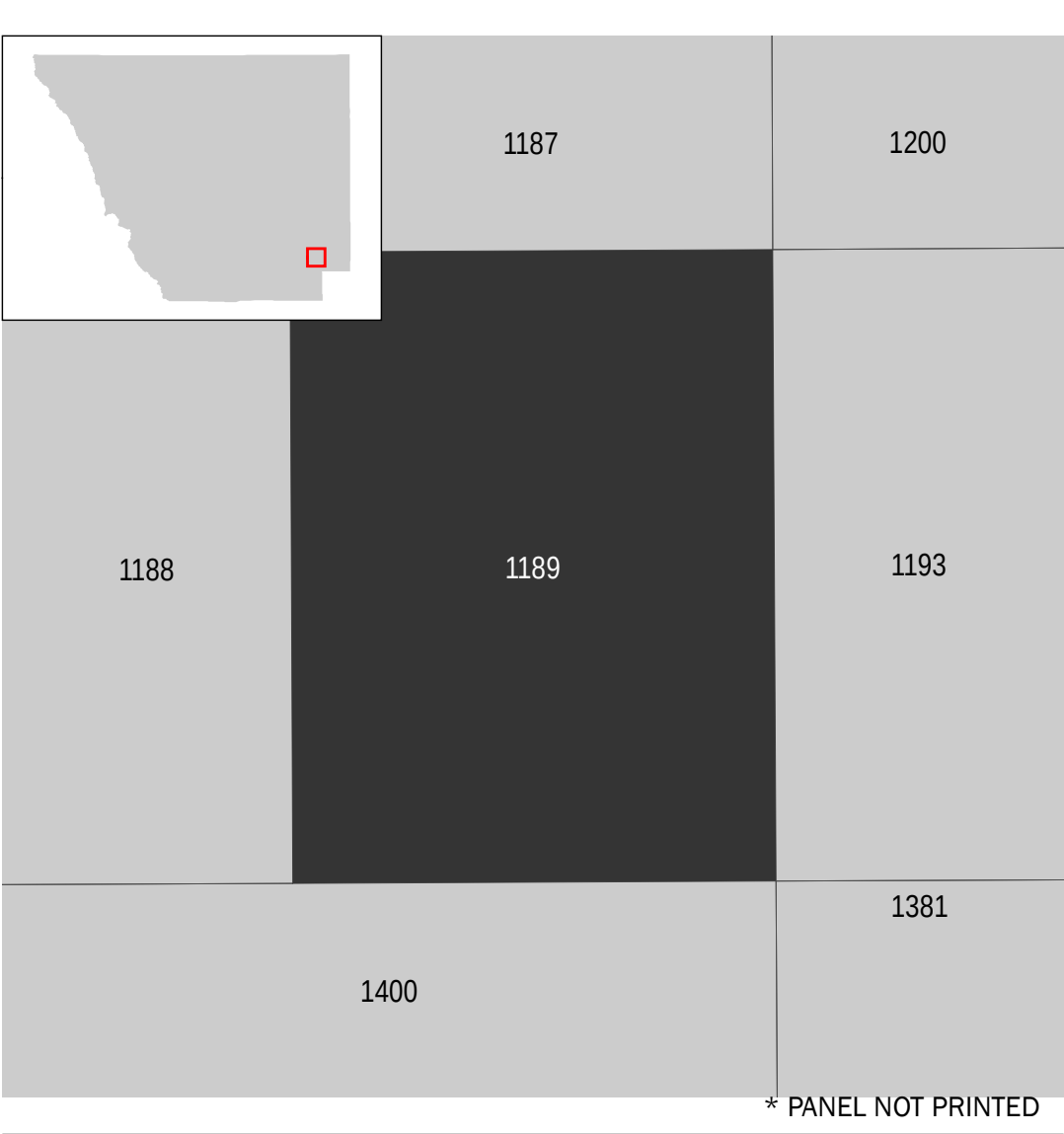
FLOOD HAZARD INFORMATION



SCALE



PANEL LOCATOR

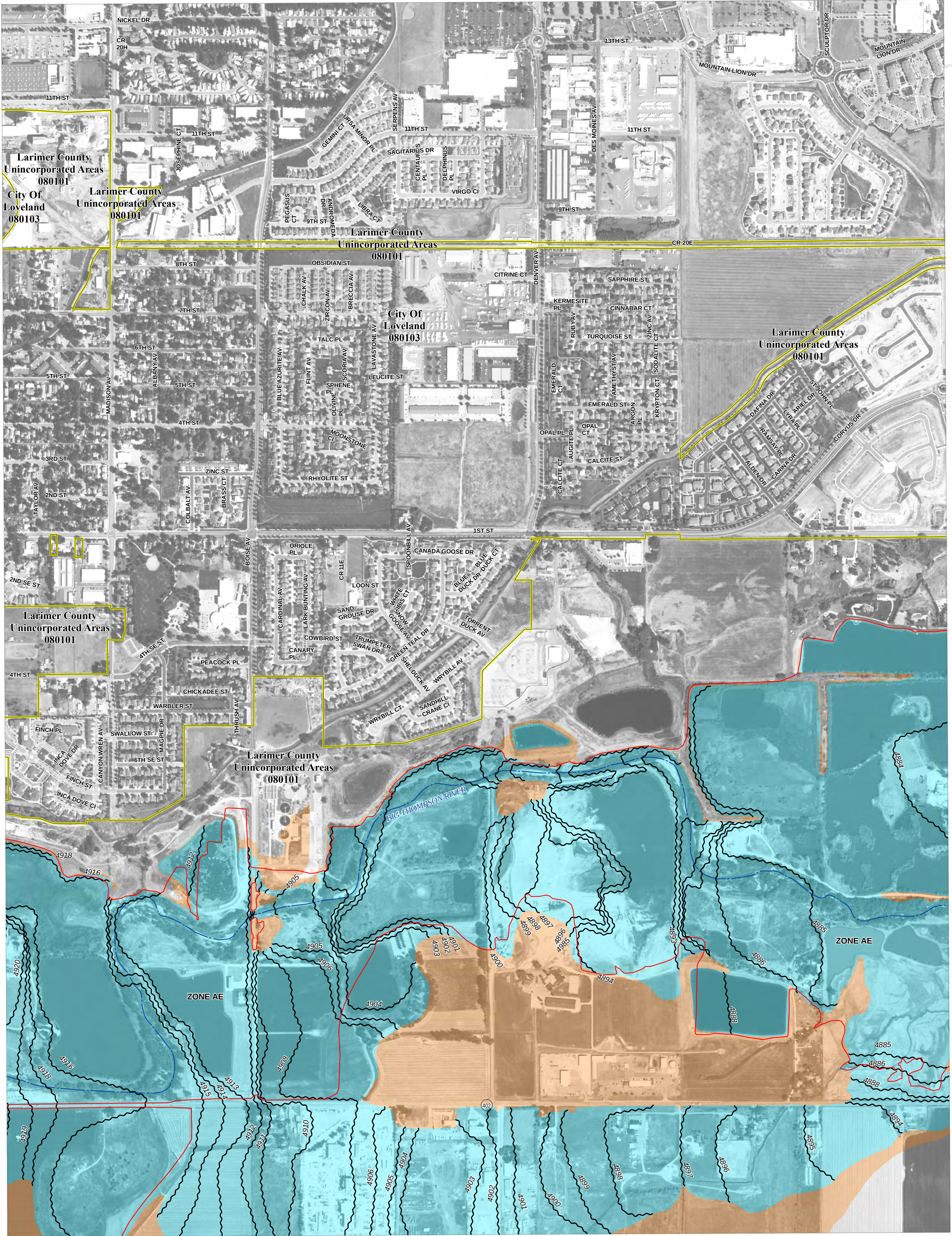


BIG THOMPSON RIVER, COLORADO

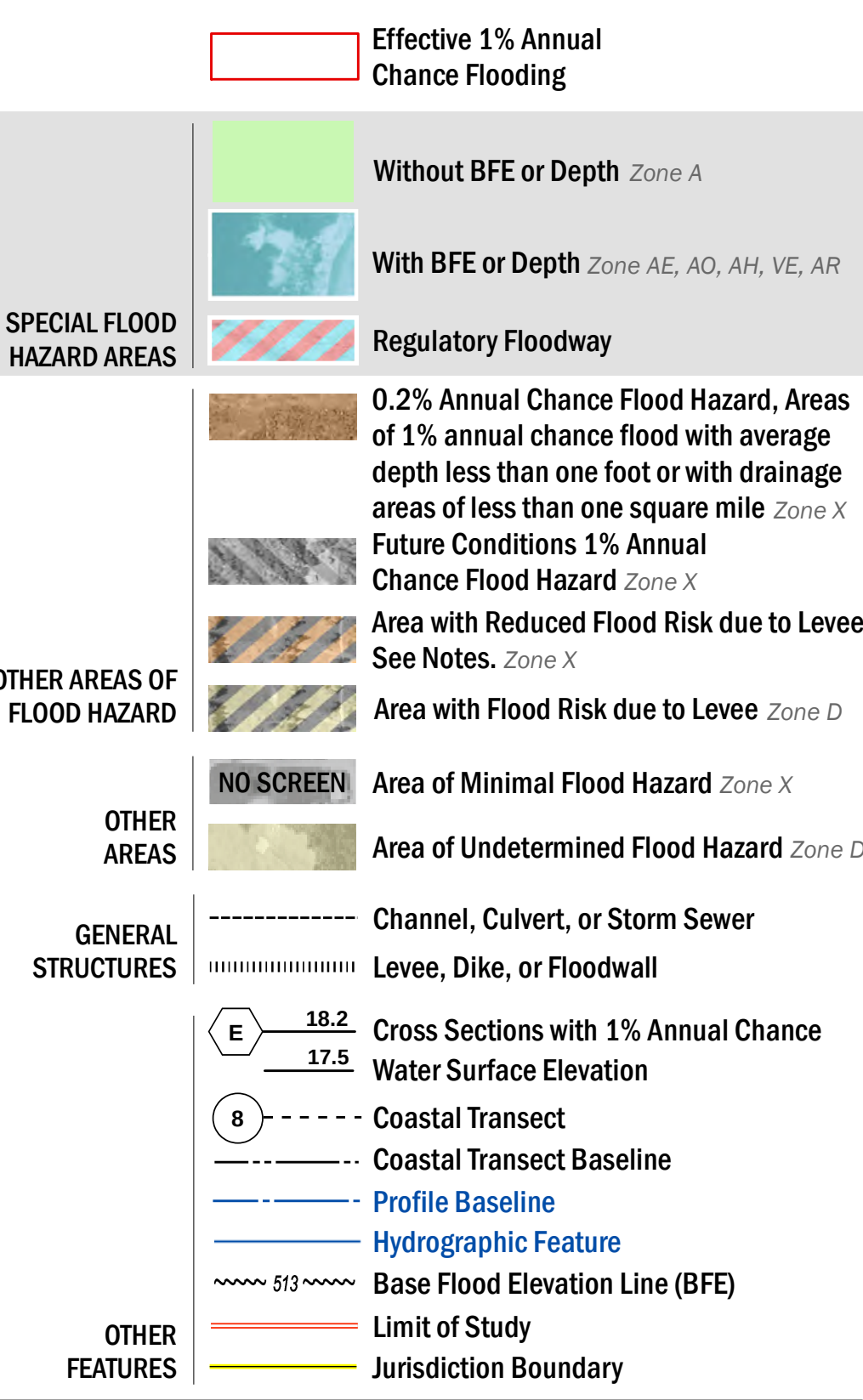
PANEL 1189 of 1420

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COMMUNITY	NUMBER
LARIMER COUNTY UNINCORPORATED AREAS	080101
CITY OF LOVELAND	080103
	PANEL
	1189
	1189

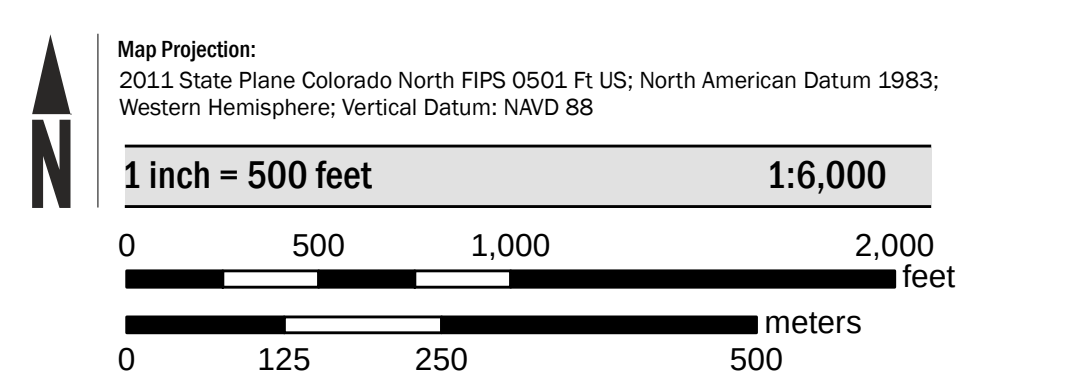
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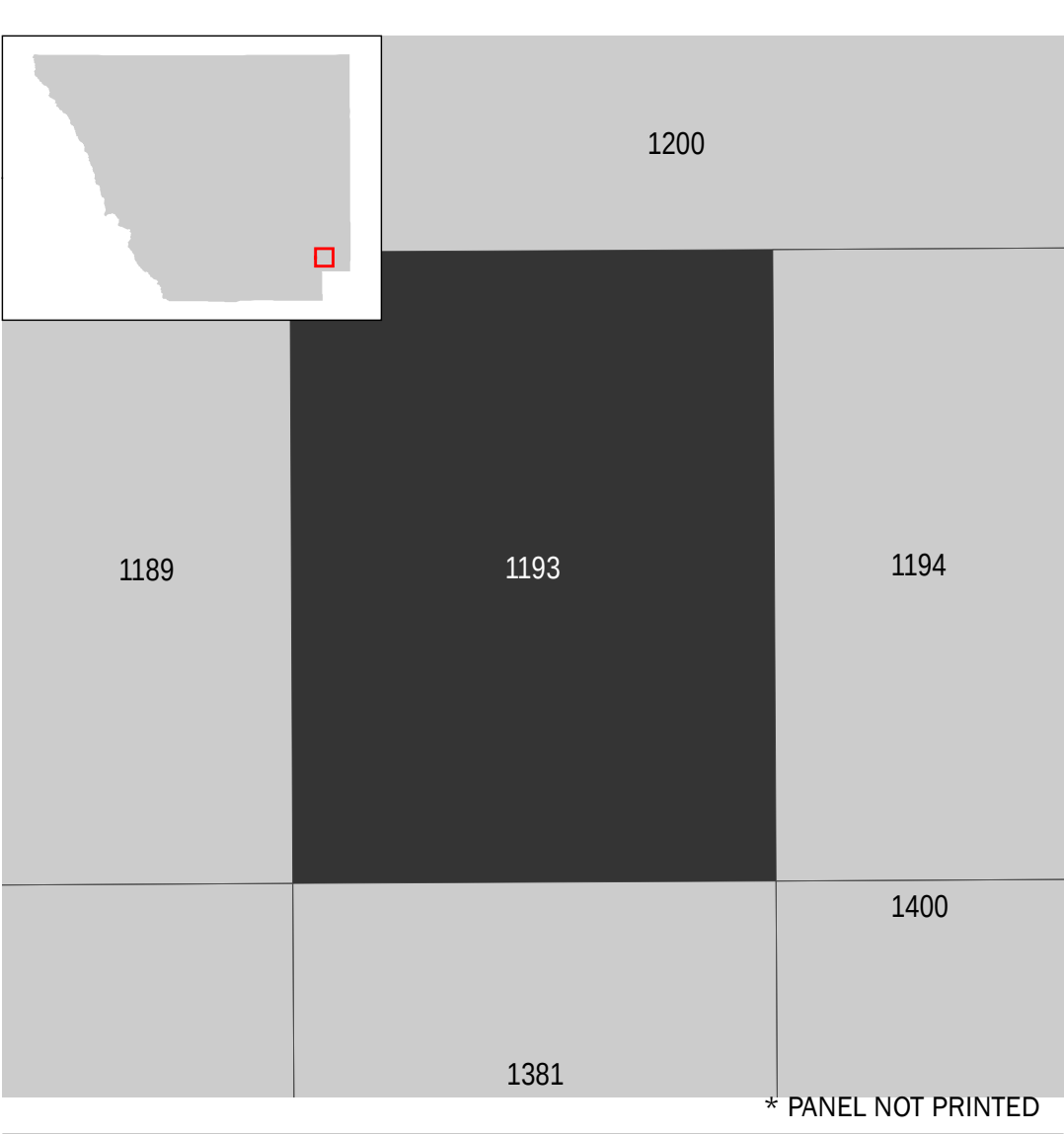
FLOOD HAZARD INFORMATION



SCALE



PANEL LOCATOR



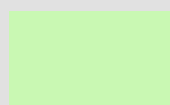
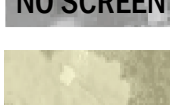
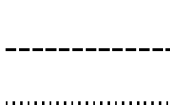
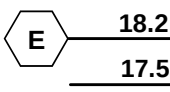
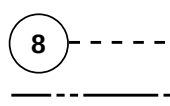
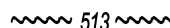
BIG THOMPSON RIVER, COLORADO

PANEL 1193 of 1420

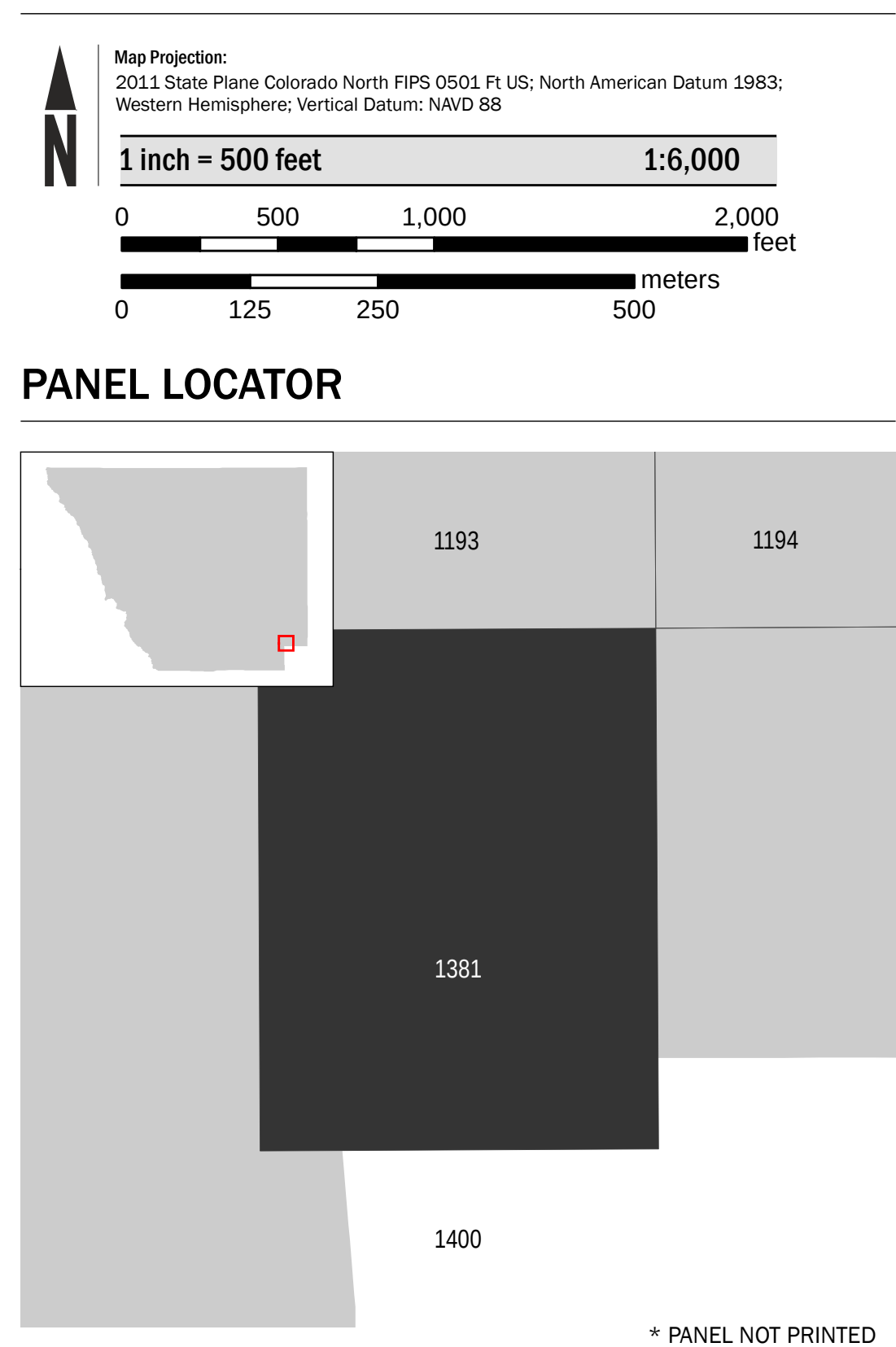
Panel Contains:	
COMMUNITY	NUMBER
LARIMER COUNTY UNINCORPORATED AREAS	080101
CITY OF LOVELAND	080103
	PANEL
	1193
	1193



FLOOD HAZARD INFORMATION

		Effective 1% Annual Chance Flooding
SPECIAL FLOOD HAZARD AREAS		Without BFE or Depth <i>Zone A</i>
		With BFE or Depth <i>Zone AE, AO, AH, VE, AR</i>
		Regulatory Floodway
		0.2% Annual Chance Flood Hazard, Areas of 1% annual chance flood with average depth less than one foot or with drainage areas of less than one square mile <i>Zone X</i>
OTHER AREAS OF FLOOD HAZARD		Future Conditions 1% Annual Chance Flood Hazard <i>Zone X</i>
		Area with Reduced Flood Risk due to Levee See Notes. <i>Zone X</i>
		Area with Flood Risk due to Levee <i>Zone D</i>
		Area of Minimal Flood Hazard <i>Zone X</i>
OTHER AREAS		Area of Undetermined Flood Hazard <i>Zone D</i>
GENERAL STRUCTURES	-----	Channel, Culvert, or Storm Sewer
	-----	Levee, Dike, or Floodwall
		Cross Sections with 1% Annual Chance Water Surface Elevation
		Coastal Transect
	-----	Coastal Transect Baseline
	-----	Profile Baseline
OTHER FEATURES	-----	Hydrographic Feature
		Base Flood Elevation Line (BFE)
	-----	Limit of Study
	-----	Jurisdiction Boundary

SCALE

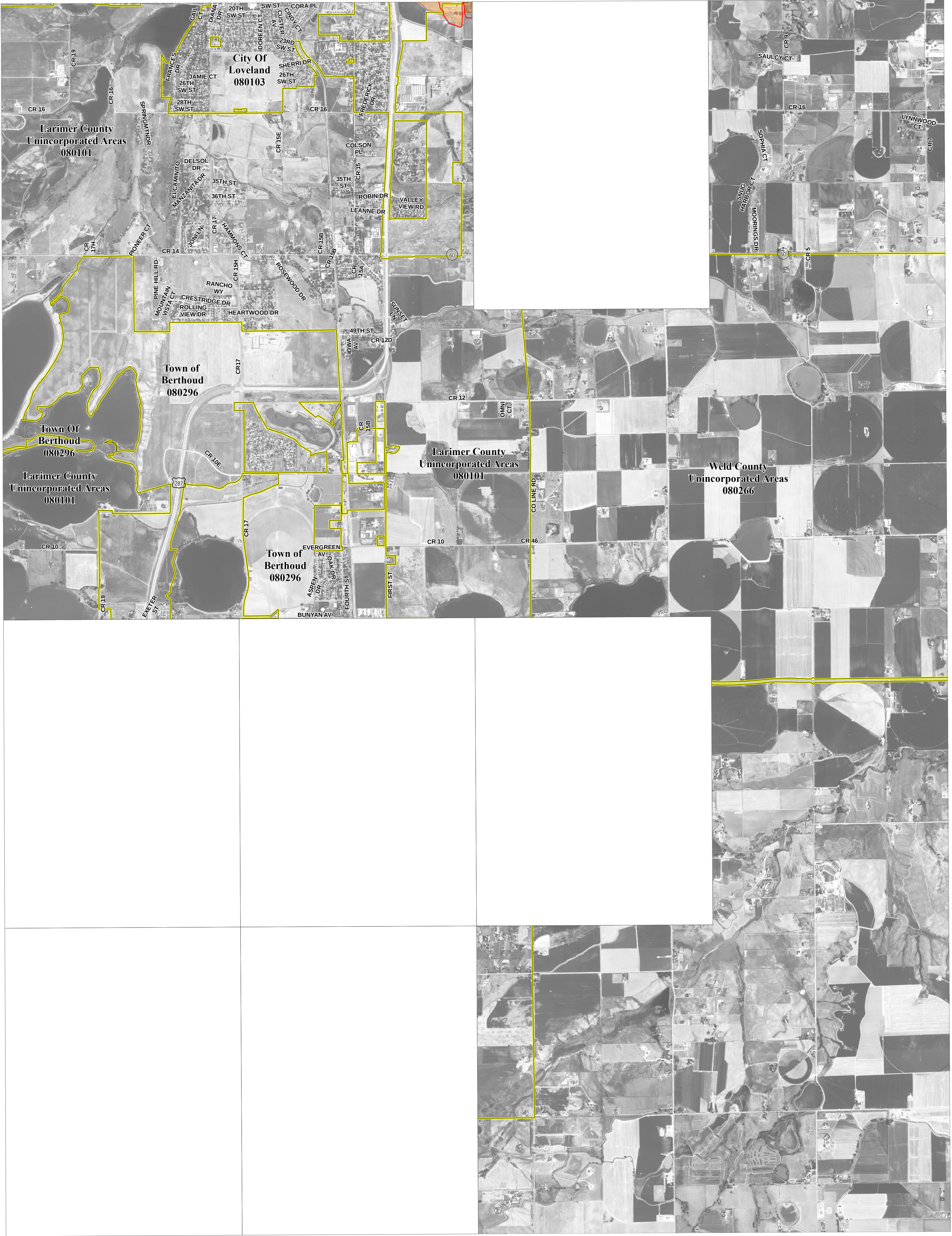


BIG THOMPSON RIVER, COLORADO

PANEL 1381 OF 1420

Panel Contains:

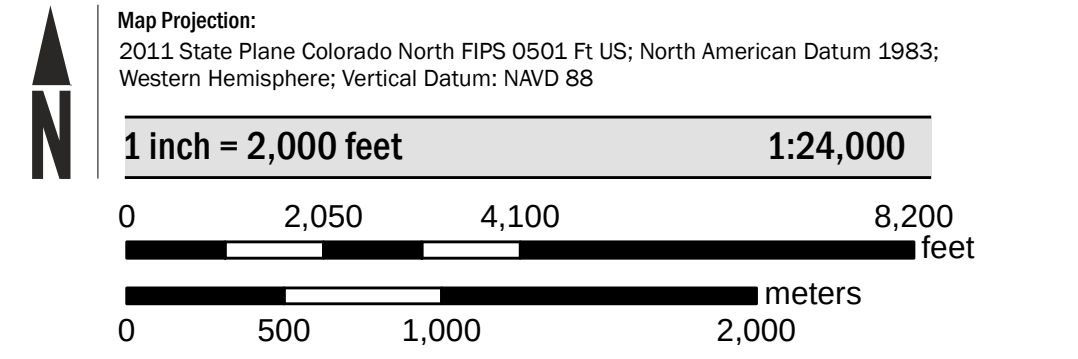
COMMUNITY	NUMBER	PANEL
WELD COUNTY UNINCORPORATED AREAS	080266	1381
LARIMER COUNTY UNINCORPORATED AREAS	080101	1381



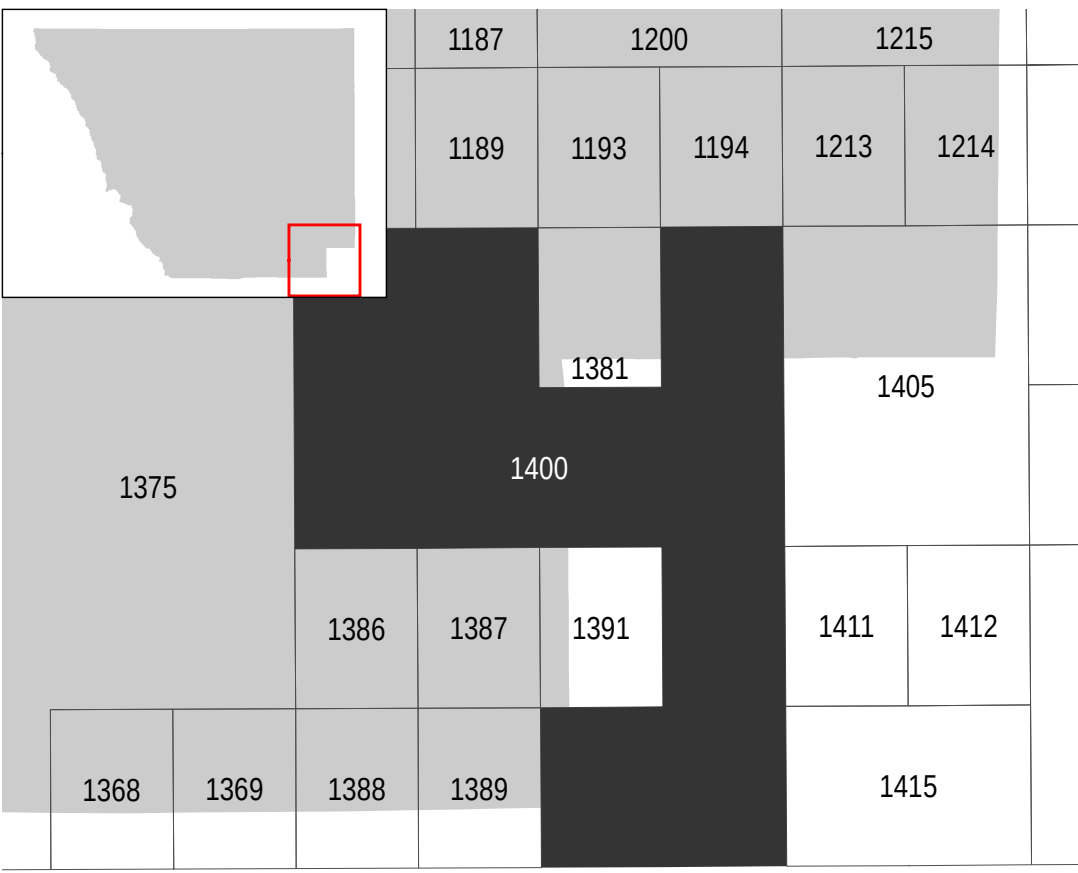
FLOOD HAZARD INFORMATION

		Effective 1% Annual Chance Flooding
SPECIAL FLOOD HAZARD AREAS		Without Base Flood Elevation (BFE) Zone A,V, A99
		Regulatory Floodway
OTHER AREAS OF FLOOD HAZARD		0.2% Annual Chance Flood Hazard, Areas of 1% annual chance flood with average depth less than one foot or with drainage areas of less than one square mile Zone X
		Future Conditions 1% Annual Chance Flood Hazard Zone X
		Area with Reduced Flood Risk due to Levee See Notes. Zone X
OTHER AREAS		Area with Flood Risk due to Levee Zone D
		NO SCREEN Area of Minimal Flood Hazard Zone X
GENERAL STRUCTURES		Channel, Culvert, or Storm Sewer
		Levee, Dike, or Floodwall
OTHER FEATURES		Cross Sections with 1% Annual Chance Water Surface Elevation
		Coastal Transect
		Coastal Transect Baseline
		Profile Baseline
		Hydrographic Feature
		Base Flood Elevation Line (BFE)
		Limit of Study
		Jurisdiction Boundary

SCALE



PANEL LOCATOR



* PANEL NOT PRINTED

BIG THOMPSON RIVER, COLORADO

PANEL 1400 of 1420

Panel Contains:	
COMMUNITY	NUMBER
LARIMER COUNTY UNINCORPORATED AREAS	080101
TOWN OF BERTHOUD	080296
WELD COUNTY UNINCORPORATED AREAS	080266
CITY OF LOVELAND	080103
	1400
	1400
	1400
	1400