



DOWNTOWN 2032 — THE PATH FORWARD

GREELEY DOWNTOWN PLAN UPDATE

Draft - December 2022

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DRAFT

PLAN SUMMARY

PLAN OVERVIEW

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

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

EXISTING CONDITIONS

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

MARKET ASSESSMENT

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



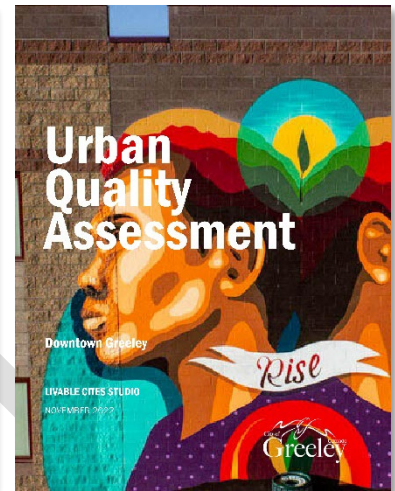
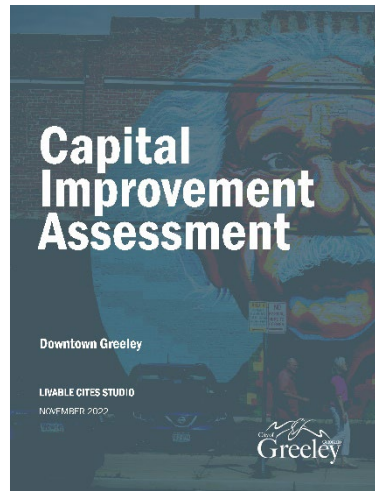
MARKET ASSESSMENT KEY FINDINGS

- The housing market and demand for additional housing remains robust, and will remain a key economic driver in Downtown Greeley moving forward.
- The industrial sector, including manufacturing, and agriculture serve as enduring economic anchors in Downtown. The legacy and continued strength of these sectors offers the potential to define a differential advantage from other downtowns and attract additional anchor employers in these industries.
- Downtown’s office market is likely to remain niche over the next market cycle, though there could be opportunities for small businesses, incubation, and co-working in existing or renovated spaces. The low cost of office space in Downtown offers a lower barrier to entry for entrepreneurs and new businesses compared to peer downtowns.

- Retail continues to strengthen in Downtown. The retail sector could be further bolstered by continuing to build housing and tapping into primary market opportunities like younger and Latinx households and UNC students.
- Connections to UNC remain an underutilized market opportunity.

CAPITAL IMPROVEMENT AND URBAN QUALITY ASSESSMENT

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



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

CAPITAL IMPROVEMENT ASSESSMENT KEY FINDINGS

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

URBAN QUALITY ASSESSMENT KEY FINDINGS

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

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

From the online survey responses, the highest rated **physical improvement priorities** for Downtown Greeley were:

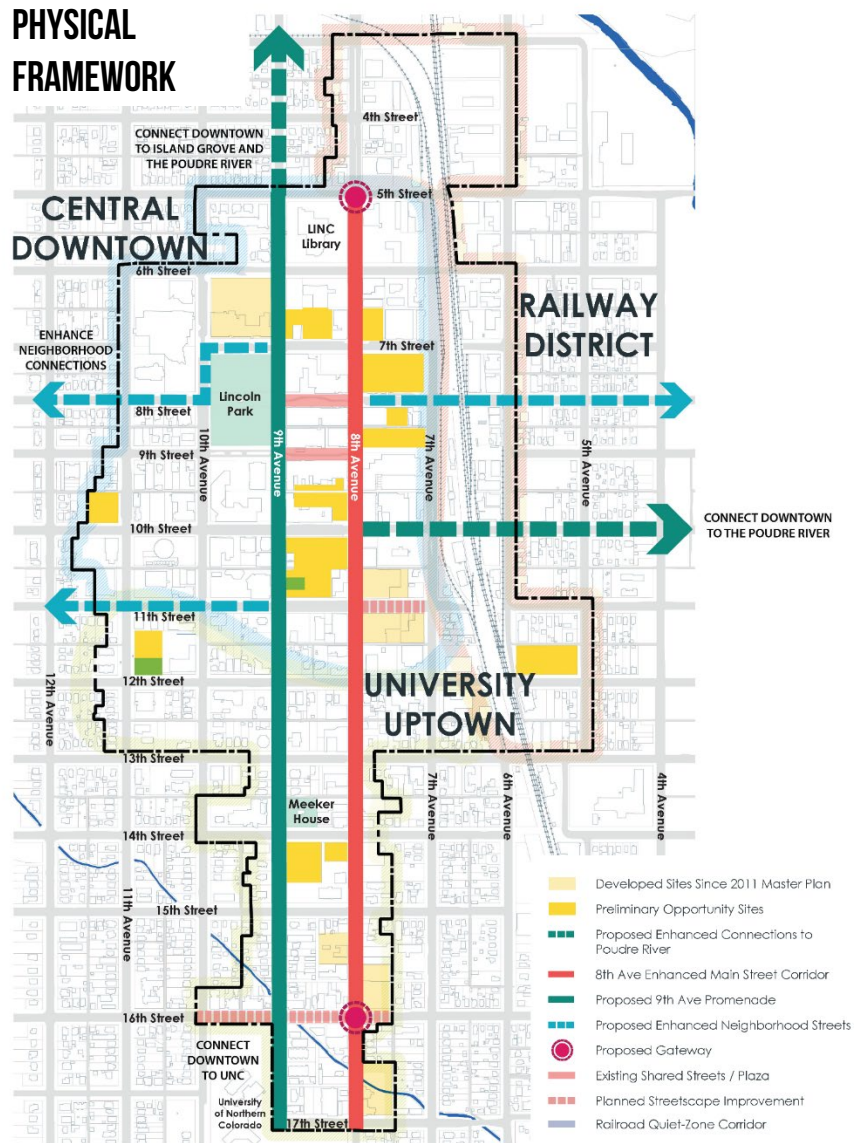
- From the online survey responses, the highest rated **service and program priorities** for Downtown Greeley were:

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



PHYSICAL FRAMEWORK

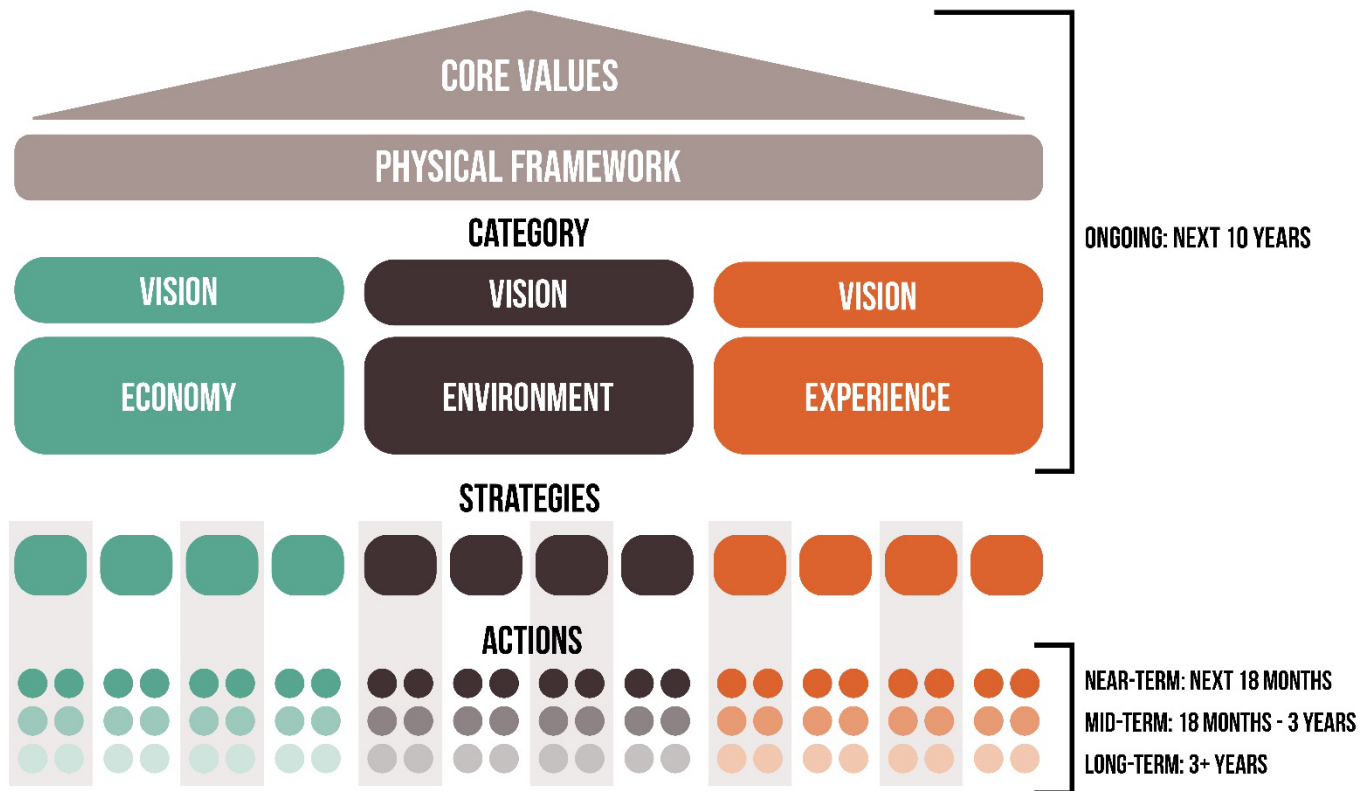
Drawing on the above inputs, the consultant team developed a physical planning framework to guide investments in the public realm that support and enhance market opportunities in Downtown and deliver a Downtown environment that is in sync with community values. The framework maps and descriptions that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



ACTION PLAN

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

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



CORE VALUES AND VISION

CORE VALUES

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

- Welcoming & Inclusive
- Prosperous & Vibrant
- A Complete Neighborhood
- Accessible & Connected

VISION

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

In 2032..

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

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

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

STRATEGIES

ECONOMY

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

ENVIRONMENT

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

EXPERIENCE

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

CHAPTER 1: BACKGROUND

PLAN PURPOSE

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

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

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

HOW TO USE THIS PLAN

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

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

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

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

the streetscape, to identify gaps and opportunities that can be inform public realm and placemaking recommendations in the Downtown 2032 – The Path Forward Plan.

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

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

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

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

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

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

ACCOMPLISHMENTS SINCE THE 2011 INVESTMENT STRATEGY

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

- 16th Street Streetscape and Intersection Improvement Plan
- New 55+ Resort Apartments & Austin’s American Grill
- 8th Avenue Corridor Streetscape Improvements
- 8th Street Complete Street Improvements
- Lincoln Park Improvements
- Greeley Recreation Center Upgrade
- Expanded Public Art Program
- New Syntax Distillery Development
- Parking Management System Implementation

- Establishment of the Greeley Creative District
- New Signature Events Initiated (e.g. Friday Fest, Monster Day, Youth Arts Month, Trick or Treat Street, Oktobrewfest, St. Patrick's Day Parade, etc.)
- Installation of New Downtown Entryway Signage
- New Development of Apartments at Maddie
- New City Center South Municipal Complex
- City Hall Renovation and City Center North Phase 2 Improvements
- New DoubleTree Hotel and Conference Center Development
- New Dutch Bros Coffee Company
- New Fire Station #1
- Firestone Retail
- Rehab of Immaculata Plaza 1 Apartments/Condominiums and Breaking Ground on Immaculata Plaza II New Affordable Housing Development
- Library Innovation Center (LINC) Redevelopment
- New Natural Grocers Grocery Store
- Creation of a Railway Quiet Zone through Downtown Greeley
- The 609 Studio Apartment Building Renovation
- WeldWerks Brewing Co. Adaptive Reuse, Taproom, and Restaurant

HISTORICAL CONTEXT

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

In 1851, the Treaty of Fort Laramie was established between the U.S. government and several local tribes as part of the government's attempt to protect the growing number of settlers moving west and to launch a military presence in the region. Per the treaty, each Native American tribe consented to sovereignty over a bounded territory in exchange for allowing free passage of white migrants as well as the construction of roadways and forts on their land. However, the Colorado Gold Rush of 1858-59 made the treaty obsolete, as settlers moved into the land that was supposedly protected. Renegotiations took place and the Treaty of Fort Wise was signed in 1861, which relegated the tribes to a much smaller tract of land (about one thirteenth the size) in eastern Colorado where they lived under government supervision¹.

Present-day Greeley began as the Union Colony of Colorado, which was established in 1869 by Nathan C. Meeker, an agricultural reporter for the *New York Tribune*, as an experimental utopian farming community "based on temperance, religion, agriculture, education and family values;" it also had the backing of the *Tribune's* editor Horace Greeley, who popularized the phrase "Go West, young man." A committee that included Meeker and former Civil War general Robert Alexander Cameron travelled to Colorado to find a suitable site and purchased 12,000 acres at the confluence of the Cache la Poudre and South Platte Rivers. The site, formerly known as the "Island Grove Ranch," included the area of Latham, an Overland Trail station, and was halfway between Cheyenne, Wyoming, and Denver, Colorado along the tracks of the Denver Pacific Railroad². The name Union

¹ (Treaty of Fort Laramie, 2022)

² (Union Colony of Colorado, 2021)

Colony was later changed to Greeley in honor of Horace Greeley, who had settled in Colorado during the 1859 Pike's Peak Gold Rush³.

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

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

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

DOWNTOWN'S HISTORY

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

Greeley's Downtown Development Authority (DDA) was created in 1998. In 2000, the DDA nominated Downtown Greeley as one of Colorado's Most Endangered Places due to threats brought about as a result of economic deterioration, urban growth to the west, businesses' flight to the suburbs, and the high vacancy rate of its downtown buildings. The Downtown Greeley of 1998 stood in stark contrast to that of the mid-1970s, when it was recognized as a thriving urban center that was even made internationally famous by the novel, *Centennial*.

Once Downtown Greeley was added to the Endangered Places list, the Downtown Development Authority, along with the support of the Greeley Historic Preservation Commission, began building a strong support network of business professionals through the Main Street Board. It initially focused on plaza redevelopment, opening them to automobile traffic, as well as removing some of the newer facades to reveal historic storefronts, which in turn began attracting businesses back to the district. Momentum of the preservation of Downtown grew when Greeley became part of Colorado's Main Street program in 2001. Private LLCs purchased and rehabilitated key properties in the Downtown district, which served as a catalyst to demonstrate the potential of older properties and underscore the economic power of historic preservation⁴.

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

³ (Virtual Tour, n.d.)

⁴ (Downtown Greeley, 2022)

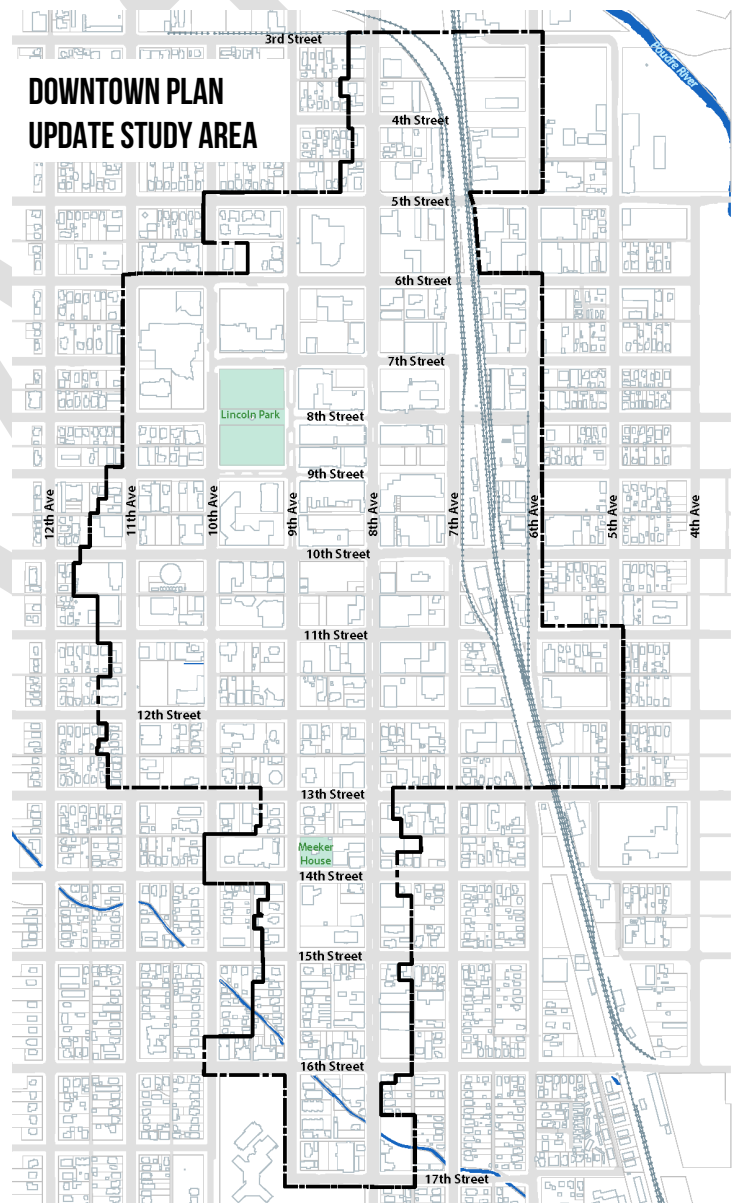
UNIVERSITY OF NORTHERN COLORADO (UNC)

UNC is a public university located in Greeley, adjacent to the southern boundary of Downtown. The university was founded in 1889 as the State Normal School of Colorado and has a long history in teacher education. The institution has officially changed its name four times, but has had its current name since May 1, 1970 reflecting its status as a fully accredited university. Nearly 10,000 students are enrolled at UNC in six colleges, with extended campus locations in Loveland, Denver/Aurora, and Colorado Springs⁵. UNC is currently in the process of becoming a U.S. Department of Education-certified Hispanic Serving Institution (HSI), as 25% of the full-time undergraduate student body is Hispanic, Latino, or Latinx-identifying, in line with the Advancing Educational Equity, Excellence, and Economic Opportunity for Hispanics initiative requirements.

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

STUDY AREA

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

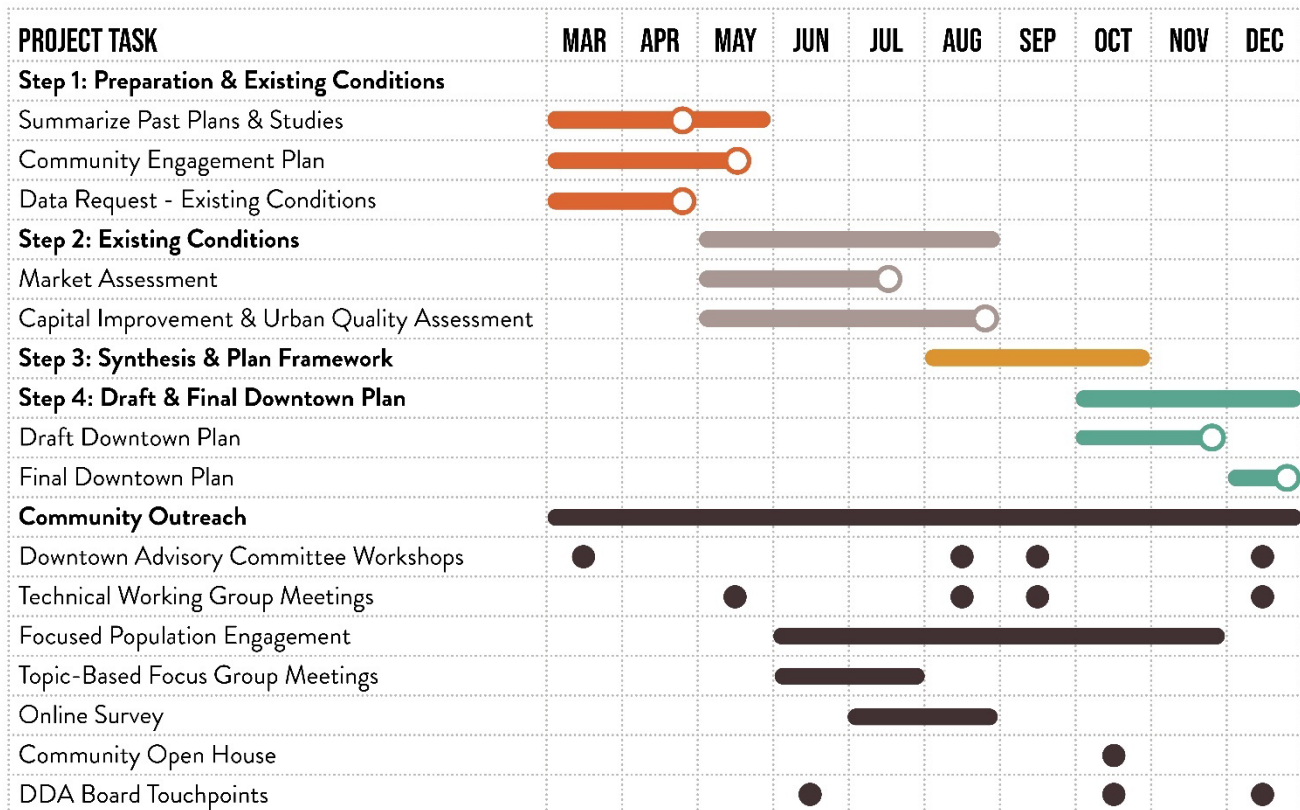


⁵ (University of Northern Colorado, 2022)

PROCESS

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

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



○ DELIVERABLE

REVIEW OF PAST PLANS AND STUDIES

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

- Imagine Greeley Comprehensive Plan, February 2018
- Downtown Greeley Investment Strategy, July 2011
- Downtown Greeley Accomplishments, August 2021
- 2022 Annual Growth & Development Projections Report, February 2022

- Greeley Downtown Development Authority 2020 Annual Snapshot, 2020
- City of Greeley Energy Action Plan, 2019
- Master Transportation Impact Study: 8th Avenue Redevelopment, March 2018
- City of Greeley Strategic Housing Plan, 2018
- Market Study & Recommendations: Downtown Apartment Market, April 2017
- Greeley Parks, Trails, and Open Lands Master Plan, May 2016
- Landscape Policy Plan for Water Efficiency, December 2015
- Bicycle Master Plan, May 2015

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

DRAFT

CHAPTER 2: EXISTING CONDITIONS

KEY TAKEAWAYS: EXISTING CONDITIONS ANALYSIS

MARKET ASSESSMENT

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

CAPITAL IMPROVEMENT ASSESSMENT

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

URBAN QUALITY ASSESSMENT

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

MARKET ASSESSMENT SUMMARY

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

It is important to note that the Market Assessment was conducted more than two years into the COVID-19 public health and economic disruption. Given the lag time in data gathering and/or funding to update some databases (typically done on an annual basis), some of the information that follows presents conditions pre-pandemic. This Market Assessment is intended to provide baseline data for Downtown Greeley, before and after the beginning of COVID when possible, which will inform the community as it continues to transition to a new normal.

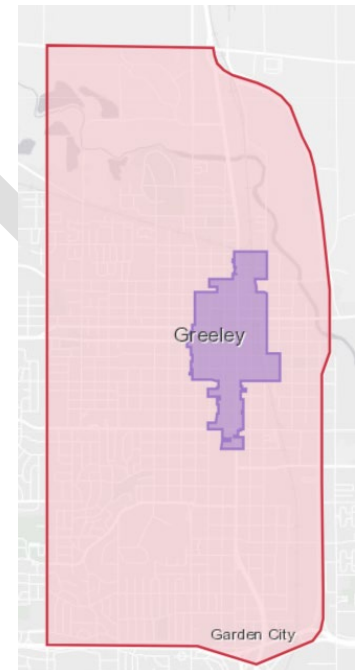
The following summary of the Market Assessment provides an overview of key findings by sector - Live (residential), Work (office, manufacturing, and other primary employment), Shop & Dine (retail and restaurants) and Visit & Stay (hospitality and tourism). The full Market Assessment can be found in **Appendix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

MARKET AREAS

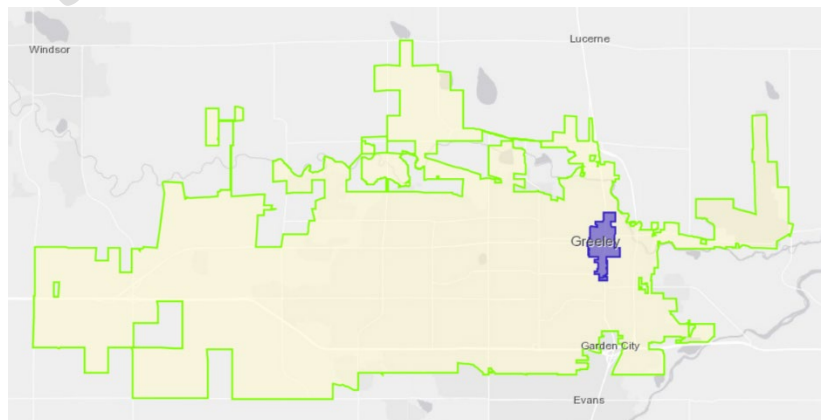
Data was collected, when available, for Downtown Greeley, a Primary Market Area, and the City of Greeley. The Downtown study area is tied to the Downtown Development Authority boundary area shown in the maps below.

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

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



**PRIMARY MARKET AREA
AND DOWNTOWN**



DOWNTOWN WITHIN THE CITY OF GREELEY

PEER CITIES

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

DOWNTOWN'S IMPACT ON GREELEY

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

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

Summary of Impact

0.48 square miles	→	1% of the city
<i>Meanwhile, Downtown has...</i>		
1,637 residents	→	3% of the city's
7,112 employees	→	14% of the city's
107 restaurants, bars & retailers	→	15% of the city's
\$71.9M in assessed value*	→	3% of the city's

*includes exempt properties

Assessed Value Per Acre, 2021

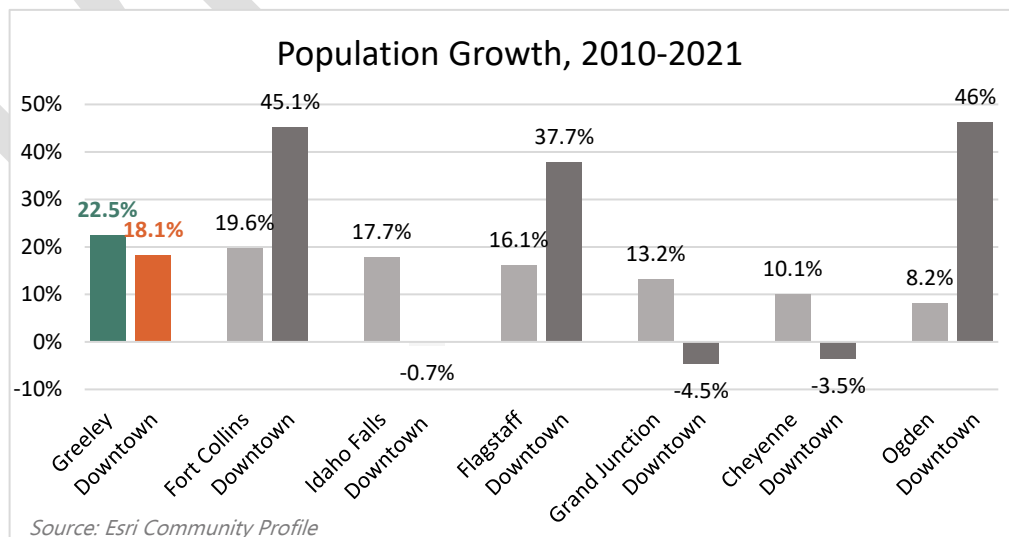
	Acres	Assessed Value	Per Acre Value
Downtown	314	\$71.9 million	\$229.4 thousand
Greeley	31,872	\$2.1 billion	\$64.5 thousand

Source: Weld County Assessor's Office

LIVE

DEMOGRAPHICS

- While Greeley's citywide population grew more than any of its peer cities during the most recent decade, the population growth of Downtown, as well as the Primary Market Area, has lagged behind the City's.
- Compared to the Primary Market Area and City of Greeley, in Downtown:



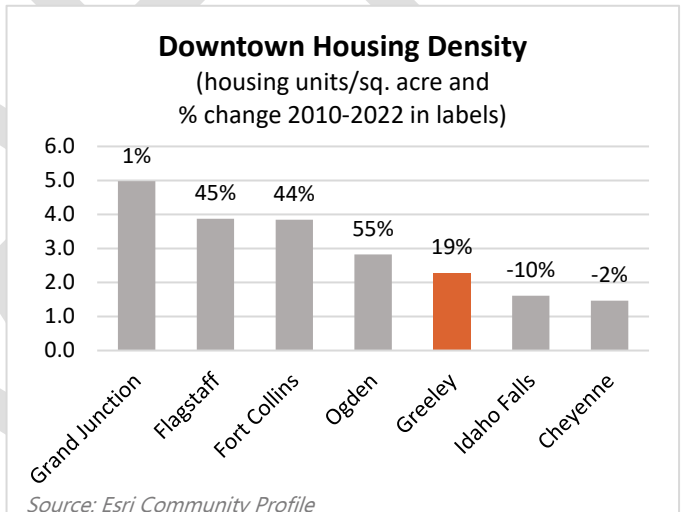
- Households have fewer people than the primary market or City of Greeley, especially children, and many are non-family households containing just one person, which is similar to peer downtowns.
 - There is greater diversity, with high proportions of residents identifying as Hispanic.
 - Median household income and educational attainment are lower, which is true for peer downtowns and partially explains why Downtown Greeley has historically been associated with higher levels of poverty.
 - The white-collar proportion of occupations decreases, while the proportion of blue-collar and services occupations increases; a pattern that is true for about half of peer downtowns in terms of white- and blue-collar workers; all peers examined had higher percentages of service workers living in their downtowns.
- Downtown Greeley is on the low end of population density when compared to its peers.
 - Downtown could stand to attract young professional and student residents, especially considering that its university is directly adjacent to Downtown. Greeley's peer cities with universities have much greater proportions of student populations to reside in and/or patronize their downtowns.

Percent of Population that are College Students, 2021

Flagstaff	37%
Fort Collins, CO	37%
Ogden, UT	33%
Grand Junction, CO	12%
Greeley, CO	7%

HOUSING MARKET

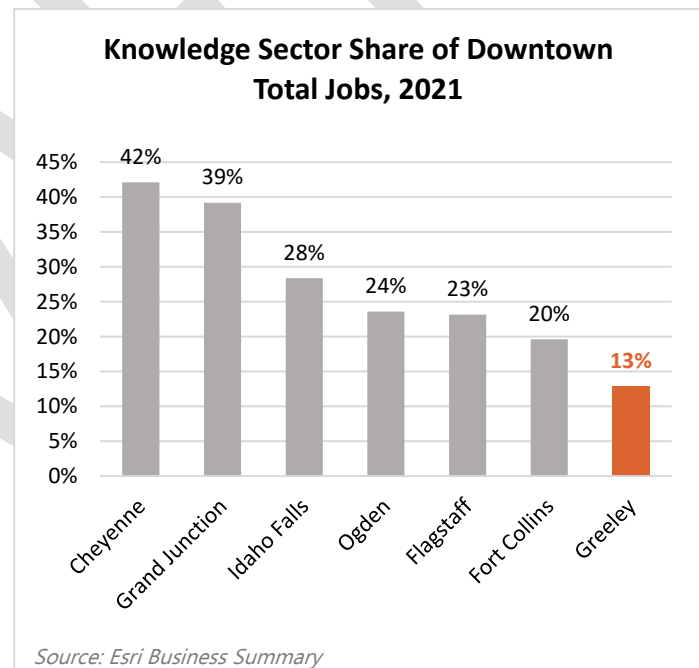
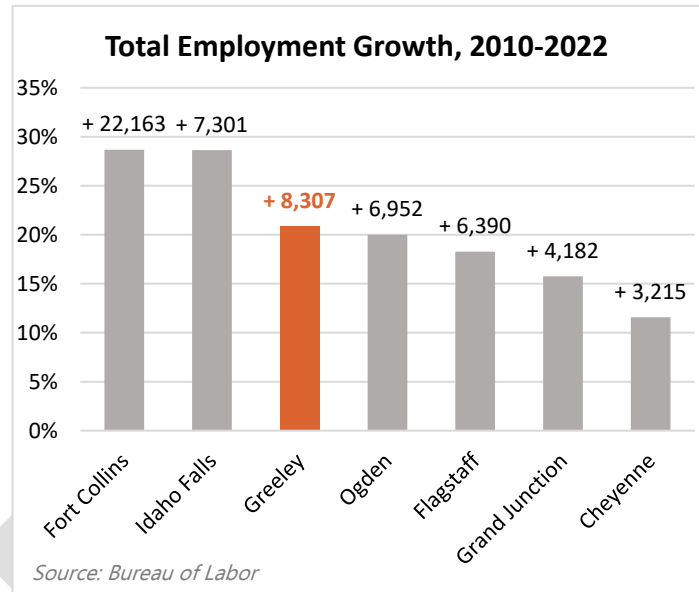
- While Greeley is a desirable place to live, there is little inventory, as making Downtown a residential neighborhood has only recently become a focus.
- Housing is a strong market for Downtown moving forward, and there is healthy demand for more units at all price points.
- Downtown's strongest age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



WORK

- Healthcare, manufacturing, education, retail, restaurants, and government are the foundations of the Greeley economy. Downtown employment is anchored by manufacturing and government, which together provide over 60% of Downtown jobs.
- Greeley's growing economy gets a lot of recognition by the press, which garners the attention of prospective employers.

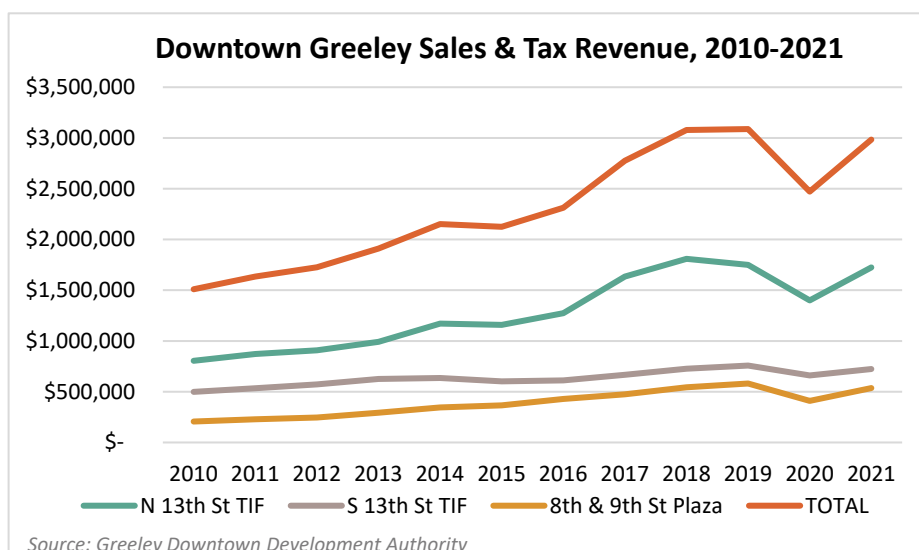
- About 24% of the City's workers are employed in Downtown. Downtown lacks major private sector employers, which contributes to its below-average number of workers and as well as employees per acre compared to its peers.
- Downtown's industrial buildings, situated along the railroad tracks, are home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



SHOP & DINE

- Downtown has a strong mix of street level businesses and services (numbering 331), with 31% dedicated to dining and shopping.
- Since 2016, Downtown's sales and use tax revenues have increased 29%. The pandemic hit Downtown harder than the rest of the city, causing a decrease of 20% in revenues between 2019 and 2020, but Downtown has made a full and rapid recovery, increasing 21% between 2020 and 2021.
- Downtown businesses are primarily local, independent, and specialty; some, such as the growing number of distilleries and breweries, even build on its manufacturing heritage. This helps to cultivate a distinct character and sense of place, in contrast to many downtowns that have lost some of their local vibe in recent years. Much like the office sector, the low rent structure allows local entrepreneurs to enter the market with unique concepts that further shape the Downtown experience.

- Nationally, food and beverage has been expanding while retail has contracted in most downtown markets. Downtown Greeley is consistent with these trends, having a strong food and beverage market that is on its way to becoming the sector's anchor.
- Greeley (as well as Downtown, the Primary Market Area and neighboring Evans) has a high concentration of Hispanic residents. Downtown can



- evolve to better welcome and serve this community, both as business-owners, employees, visitors, and cultural contributors.
- Downtown does not have a critical mass of workers or residents to support the addition of substantial amounts of retail currently.
- Despite a low vacancy rate, the high cost of construction and low rents will continue to inhibit the feasibility of building new retail space or rehabbing existing space that is aging and in need of substantial and expensive upgrades.
- The perception that there is insufficient parking that is convenient for accessing Downtown's restaurants and retailers might deter prospective customers, especially as employee and resident populations grow.

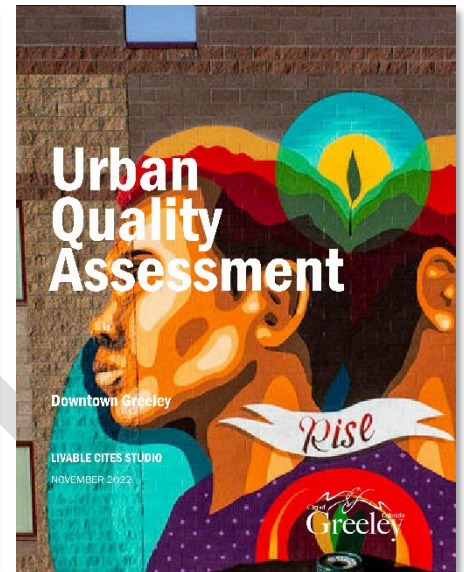
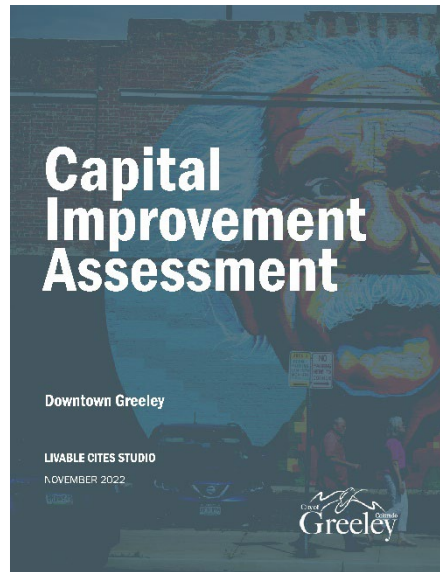
VISIT & STAY

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

CAPITAL IMPROVEMENT AND URBAN QUALITY ASSESSMENT

SUMMARY

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



CAPITAL IMPROVEMENT ASSESSMENT

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

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

METHODOLOGY

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

STATE OF DOWNTOWN GREELEY PUBLIC REALM

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

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

KEY FINDINGS

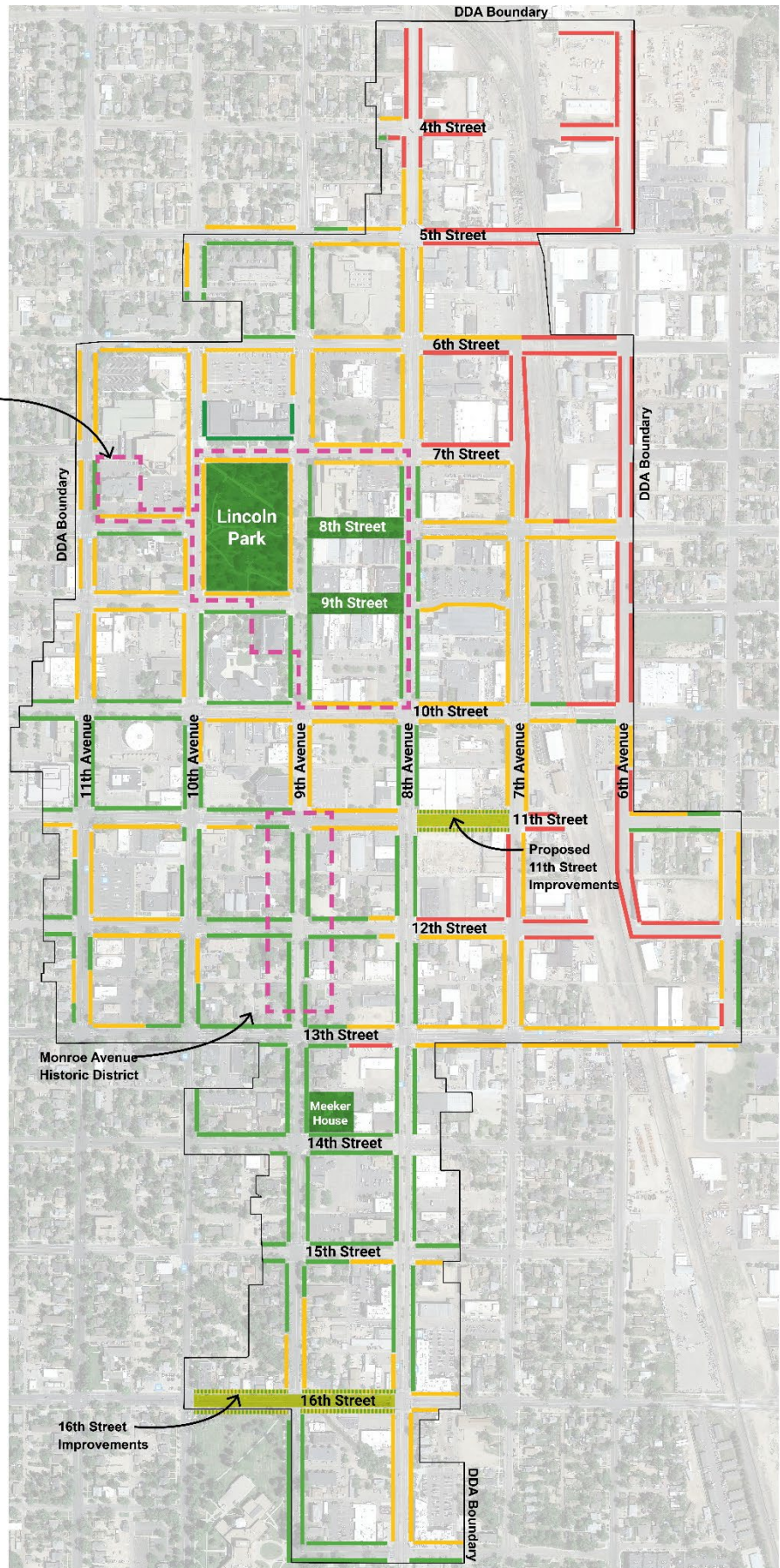
- Areas on the eastern edge of Downtown have the lowest quality public realm, as the majority were ranked as poor and many locations lack basic sidewalks.
- Areas around the Downtown core have a higher ranked capital improvement quality due to additional investment that has occurred on 8th Street, 9th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

OVERALL CAPITAL IMPROVEMENT ASSESSMENT FINDINGS

Legend

- Good
- Poor
- Fair
- Park/Plaza
- Planned or Proposed Improvement
- Historic Districts
- DDA Boundary

Downtown
Greeley Historic
District



URBAN QUALITY ASSESSMENT

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

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

METHODOLOGY

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

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

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

The thinking behind these three categories is as follows:

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

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

FINDINGS BY AREA:

SUB-AREAS

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

PUBLIC SPACES

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

FORMS OF MOVEMENT

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

STREET HIERARCHY

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

SAFETY

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

CHAPTER 3: COMMUNITY OUTREACH

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

KEY TAKEAWAYS: THE COMMUNITY'S TOP PRIORITIES

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

WELCOMING AND INCLUSIVE

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

PROGRAMMING AND ACTIVATION

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

STOREFRONT ECONOMY AND CHARACTER

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

LIVABILITY

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

INFRASTRUCTURE AND INFILL DEVELOPMENT

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

CONNECTIVITY

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

STAKEHOLDER OUTREACH METHODS

TECHNICAL WORKING GROUP

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

ADVISORY COMMITTEE

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

TOPIC-BASED FOCUS GROUPS

Early in the process, Topic-Based Focus Group meetings made up of approximately 30 local Greeley leaders and experts in their fields were held that were organized by topics that supported development of the Plan. The intent

of the Focus Groups was to contemplate the variety of issues that are relevant to Downtown, engage a broad cross-section of Greeley's civic leadership, plus offer insight into downtown Greeley's challenges, opportunities, and priorities. Group topics included: 1) Public Realm and Infrastructure, 2) Events and Activation, 3) Economy and Housing, and 4) Real Estate and Development.

DDA BOARD

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

POP-UP AT FRIDAY FEST

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

FOCUSED OUTREACH

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

OPEN HOUSE

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

ONLINE SURVEY

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

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

SUMMARY OF FINDINGS

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

- When asked to provide three words that best capture their vision for Downtown Greeley in the year 2032, the top responses, were **safe, food (& restaurants), clean, and fun**.
- The *physical improvement* answer choices given the most ratings of 'important' or 'very important' to implement in order to achieve respondents' vision for Downtown Greeley were: **redevelop and repurpose underutilized surface parking lots and vacant buildings (92%), more beautification (88%), and increase lighting in the public realm throughout Downtown (83%)**.

- [illegible]

- The *services* responses considered most highly desired (i.e., those given the most ratings of ‘important’ or ‘very important’) to implement in order to achieve their vision for Downtown Greeley were: **more retail and restaurants** (90%), **enhance public safety** (87%), and **improve property maintenance** (83%).
 - When asked to select the most important of those programs and services listed, respondents’ top choices were: **more retail and restaurants** (23%), **enhance public safety** (15%), and **more services to address the unhoused population** (11%).

- When asked if they would consider living downtown, 69% indicated they would consider living in Downtown Greeley, and the following were the top housing choices: townhouse (ownership), condominium building unit (ownership), and single-family residence with 29%, 28%, and 26% of responses, respectively.
- When asked to select which amenities would make Downtown Greeley a more attractive neighborhood to live in, the top responses were: full-service grocery store (50%), improved sidewalks and bike routes (35%), and more art and cultural options, such as museums and theaters (35%).
- Respondents were asked if they would consider starting or relocating a business to downtown. 26% of respondents answered “yes.”

DRAFT

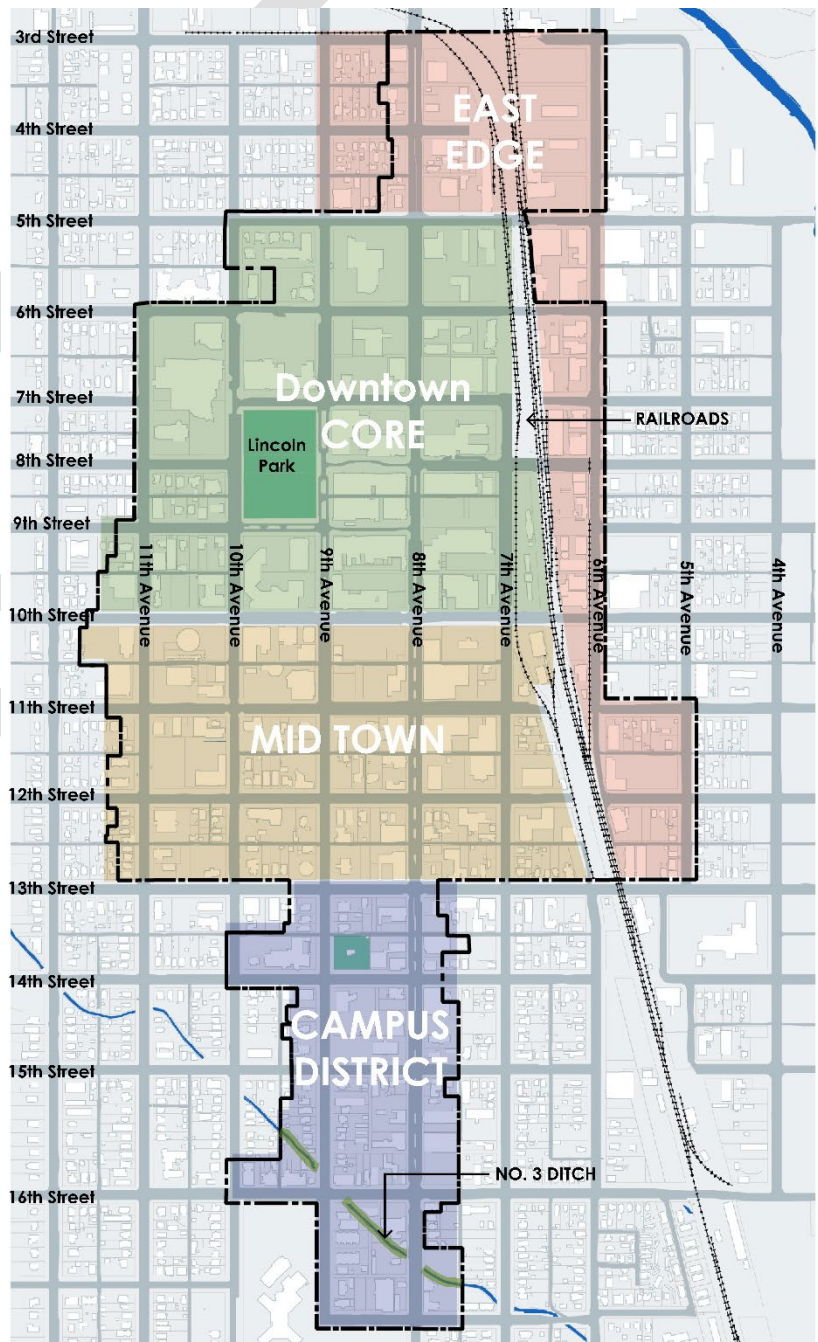
CHAPTER 4: PHYSICAL FRAMEWORK

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

SUB-AREAS

OVERVIEW OF SUB-AREAS FROM 2011 INVESTMENT STRATEGY

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

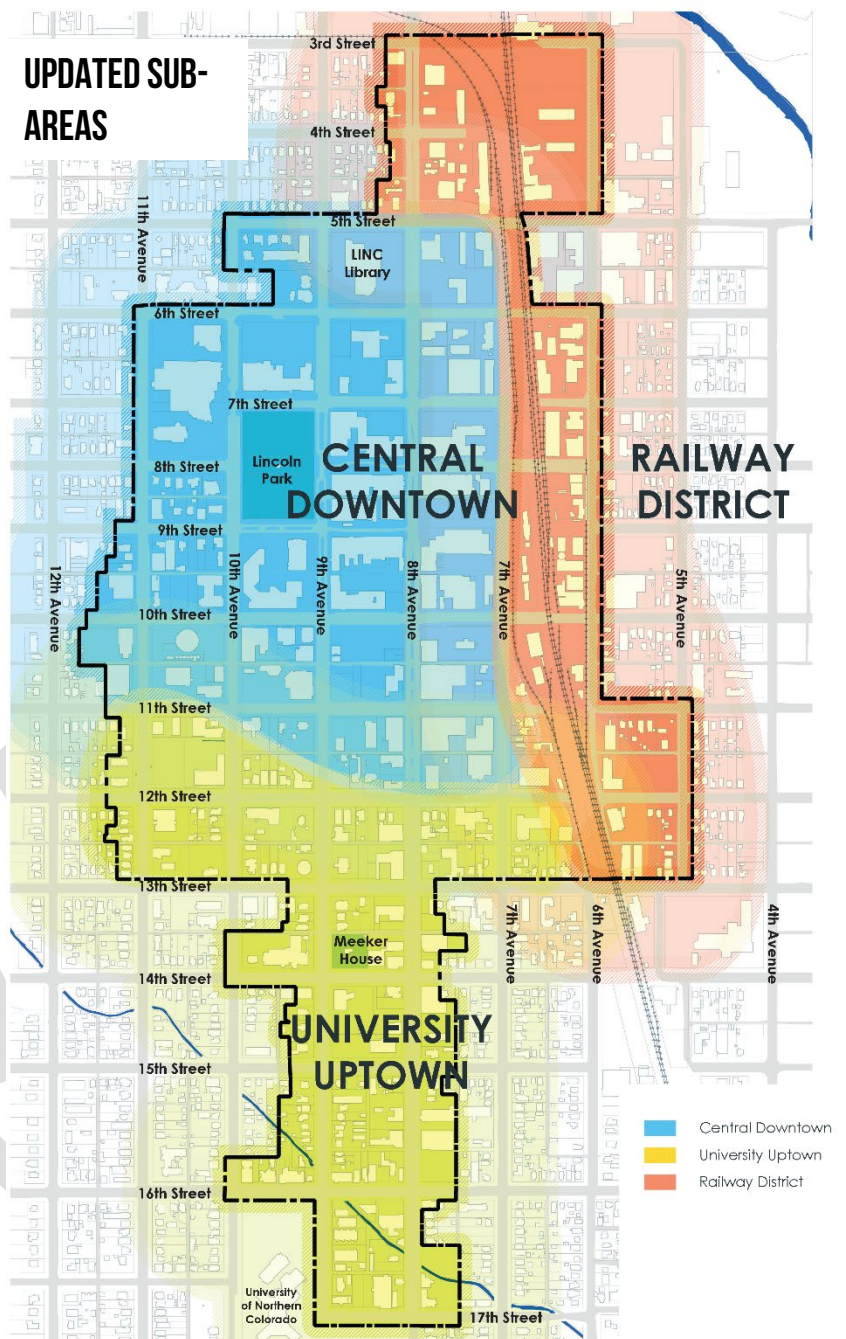


UPDATED SUB-AREAS

Through the consultant team’s analysis and outreach with Downtown stakeholders, it became clear that the four sub-areas included in the 2011 Investment Strategy have evolved with new development and investment, and no longer resonate with community members who regularly interact with Downtown Greeley. The Urban Quality Assessment also revealed that there is currently not a distinct sense of place or identity in each sub-area, as users still perceive Downtown as one larger area, and that each of the sub-areas does not have a distinguishing change in character or hard edge that delineates it from the neighboring sub-area, or from adjacent neighborhoods. Although the sub-areas are differentiated due to a change in current land uses, some architectural character, and/or historic land uses, they lack a distinct sense of place and individuality from the other districts that comprise Downtown. Looking forward, there is an opportunity to better define and leverage strengths of each sub-area, and to create a distinct sense of place within each.

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

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



CENTRAL DOWNTOWN

BOUNDARIES

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

Insert version of the sub-area map zoomed into Central Downtown

EXISTING CHARACTER

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

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

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

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

MARKET & AMENITY OPPORTUNITIES

Sub-Area	Live	Work	Shop & Dine	Visit & Stay	Amenities
Central Downtown	Higher Density housing: infill development apartments (rent), condominiums (own), mixed-use	Office employers, retail, arts and culture, entertainment	Restaurants, boutique retail	Entertainment (music & private event venues, theaters), community events, recreation (Ice Haus), museums, hotels/convention center, public art	Enhanced bike/pedestrian connections to the Poudre River, dog park, activation of existing parks/public realm, adaptive reuse of historic buildings to retain character, activated alleys, small plazas, or courtyards

RAILWAY DISTRICT

BOUNDARIES

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

Insert version of the sub-area map zoomed into Railway District

EXISTING CHARACTER

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

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

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

MARKET & AMENITY OPPORTUNITIES

Sub-Area	Live	Work	Shop & Dine	Visit & Stay	Amenities
Railway District	Mixed density housing: live/work, affordable multi-family	Primary employers in light industrial or agriculture, maker businesses	Agriculture, bulk, experiential, maker products	Museums, events, public art, destination/experiential businesses, public art	Enhanced bike/ped connections to adjacent neighborhoods to the east, flexible/adaptive streets and plazas, adaptive reuse of agriculture/industrial buildings to retain character

UNIVERSITY UPTOWN

BOUNDARIES

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

Insert version of the sub-area map zoomed into University Uptown

EXISTING CHARACTER

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

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

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

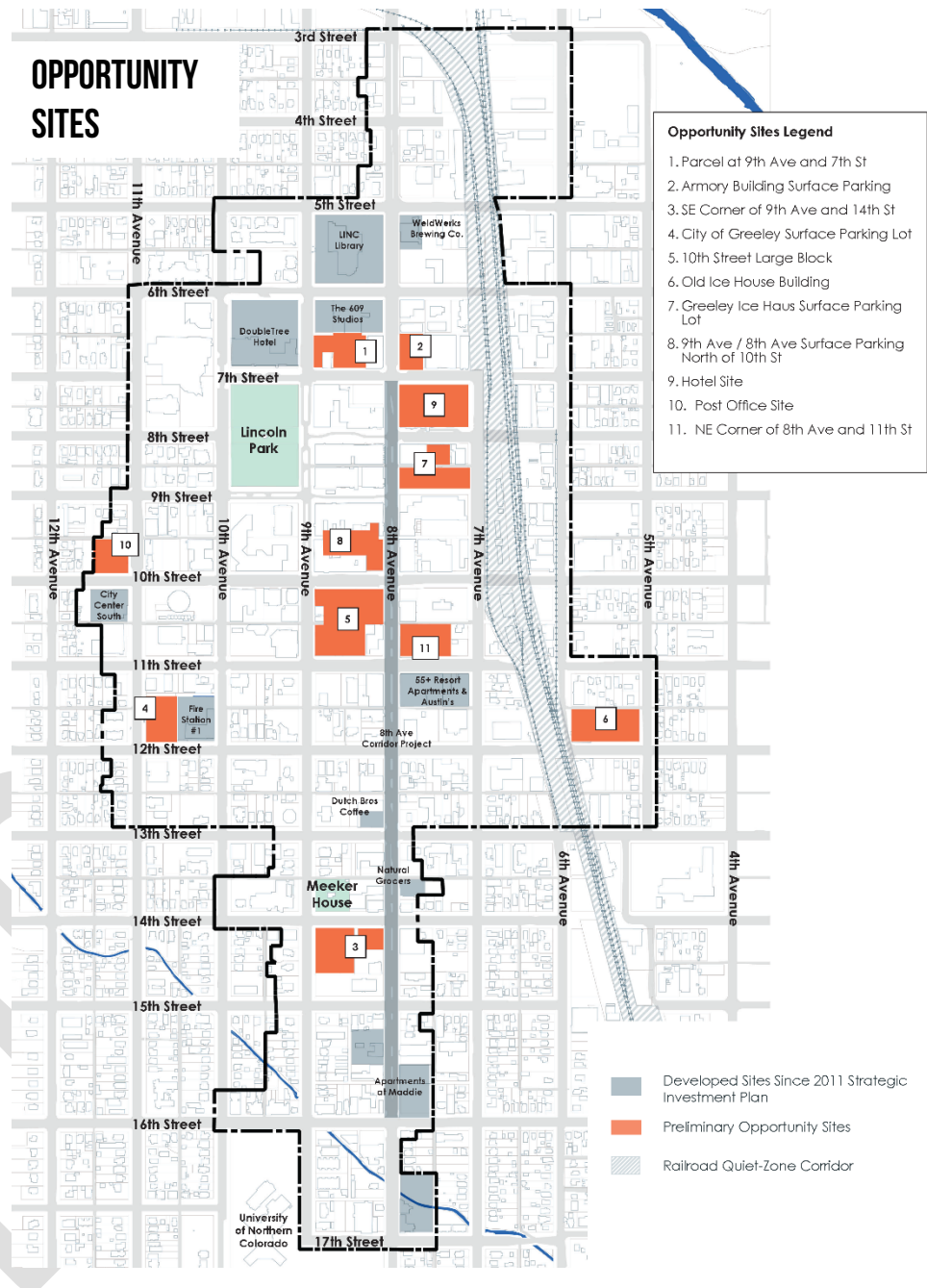
MARKET & AMENITY OPPORTUNITIES

Sub-Area	Live	Work	Shop & Dine	Visit & Stay	Amenities
University Uptown	Enhance existing housing and missing middle housing: townhomes, condos, thoughtful infill with gentle density	Convenience retail, services	Grocery, service- and convenience-oriented retail, restaurants	Public art, museums, synergy with UNC, Bed & Breakfasts	Enhanced bike/pedestrian connections to adjacent neighborhoods and UNC, improved lighting, more green space for daily use of students and families

OPPORTUNITY SITES

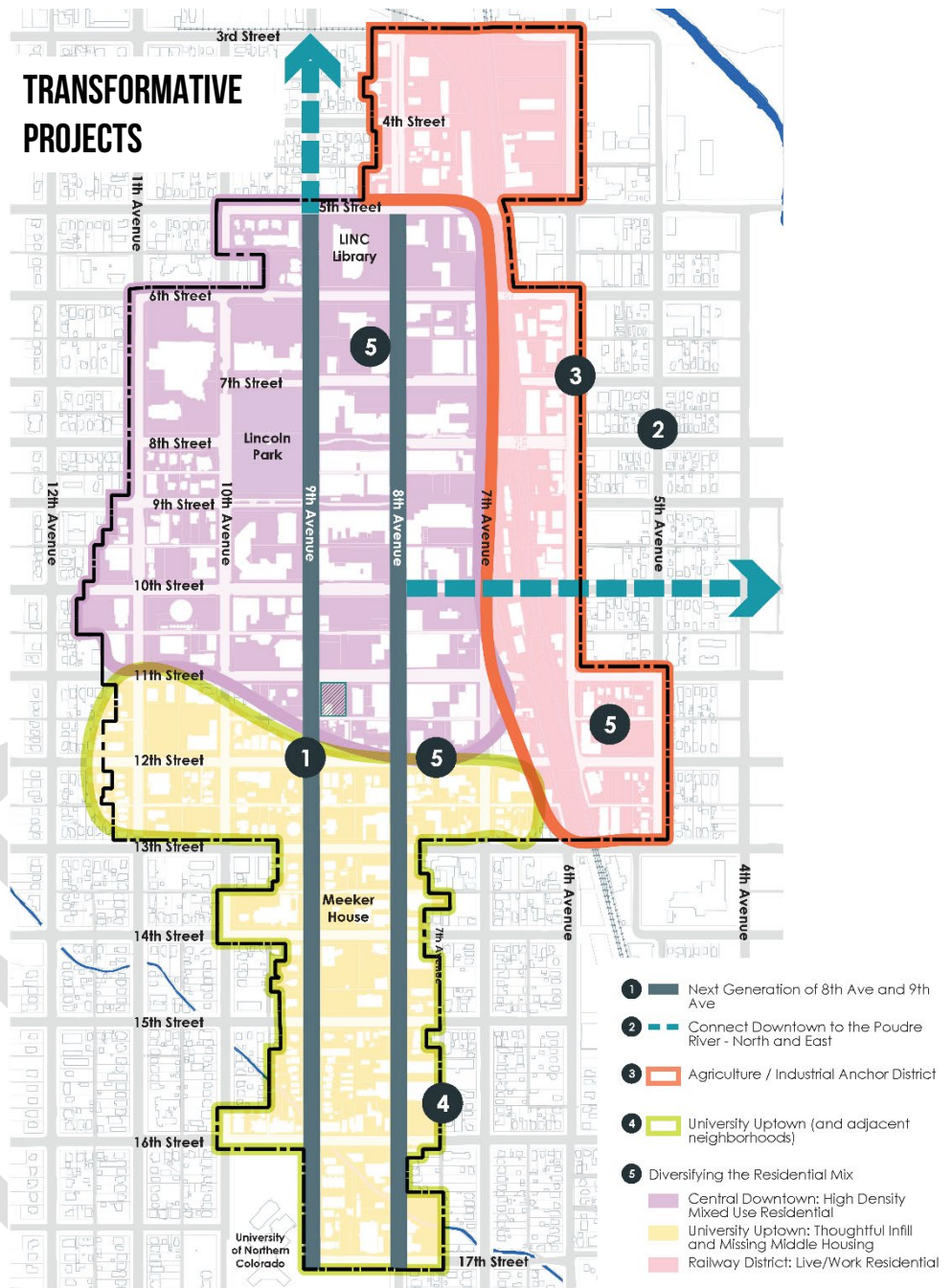
Opportunity sites are areas where redevelopment or new development may occur during the 10-year life cycle of this Downtown Plan Update. A set of three criteria were developed to identify opportunity sites:

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



TRANSFORMATIVE PROJECTS

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



NEXT GENERATION OF 8TH AVENUE AND 9TH AVENUE

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

8TH AVENUE

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

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

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

Add precedent images/case studies of commercial streets with nice design/mix of businesses/etc.

9TH AVENUE

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

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

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

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

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



Add images/case studies of a 'next gen' promenade street

CONNECTING DOWNTOWN TO THE POUDRE RIVER

The Cache la Poudre River jogs around Downtown Greeley to the north and east before eventually draining into the South Platte River several miles east of Greeley. Currently, there are primarily commercial and industrial uses

abutting the River where it runs closest to Downtown, while several stretches of the Poudre River outside of Downtown and in neighboring communities have been converted into parks and open space amenities. Island Grove Regional Park is one of those stretches of the River, and is located within the City of Greeley northwest of Downtown. Island Grove Park is located roughly a mile from the northern edge of the Downtown Plan area boundary, and is comprised of 145 acres that embrace the Poudre River adjacency and offer numerous amenities, including pavilions, an events center, play equipment, a trail head for the Poudre River Trail, and many more public facilities.

The Poudre River Trail runs from River Bluff Open Space, located on the east edge of the Town of Windsor, to Island Grove Park in Greeley. The Poudre River Trail extends a total of 21 miles and primarily runs through natural areas and parks along the way. There are plans to extend the Poudre River Trail west to the City of Fort Collins, with the possibility of extension southeast of Greeley to the South Platte River in the future as well.

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

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

Add images/case studies of river wayfinding/connections

AGRICULTURE AND MANUFACTURING ANCHOR DISTRICT

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

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

Looking forward, the Railway District can serve as an agriculture and manufacturing anchor district that bridges Greeley's past with its future. This area offers the opportunity to attract primary and knowledge-sector employers that require large-format spaces in industries such as biotechnology. While redevelopment could make sense on

several parcels in the Railway District, the existing building stock offers opportunities for adaptive reuse, expanding on the energy being brought to the area by WeldWerks Brewing Co., the Greeley Farmers' Market, and others. Existing buildings could accommodate uses like breweries, wineries, coffee roasting, a commissary or shared kitchen, chocolate making, live/work spaces, light manufacturing, galleries, or an indoor Mercado or Latino Vendor Market or makers' market. Additionally, many of these uses could include a storefront component that would help in improving street-level activation in the Railway District. There is also an opportunity to embrace the agriculture and manufacturing district identity in the public realm through branded wayfinding, banners, crosswalks and intersection stamps, gateways, themed lighting, and public art.

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



Add images/case studies of successful ag/industrial anchor districts

UNIVERSITY UPTOWN AND ADJACENT NEIGHBORHOODS

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

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

ownership in Greeley's Redevelopment District and around the University of Northern Colorado campus to UNC students.

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

16TH STREET ENHANCEMENTS

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

Add images/case studies of enhanced wayfinding in university-adjacent neighborhoods

DIVERSIFYING THE RESIDENTIAL MIX

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

A description of what housing types are recommended for each sub-area moving forward is provided below.

69% of online survey respondents would consider living in Downtown Greeley.

The top 3 desired housing types are:

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

CENTRAL DOWNTOWN

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

Add photo examples of different housing types

RAILWAY DISTRICT

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

Add photo examples of different housing types

UNIVERSITY UPTOWN

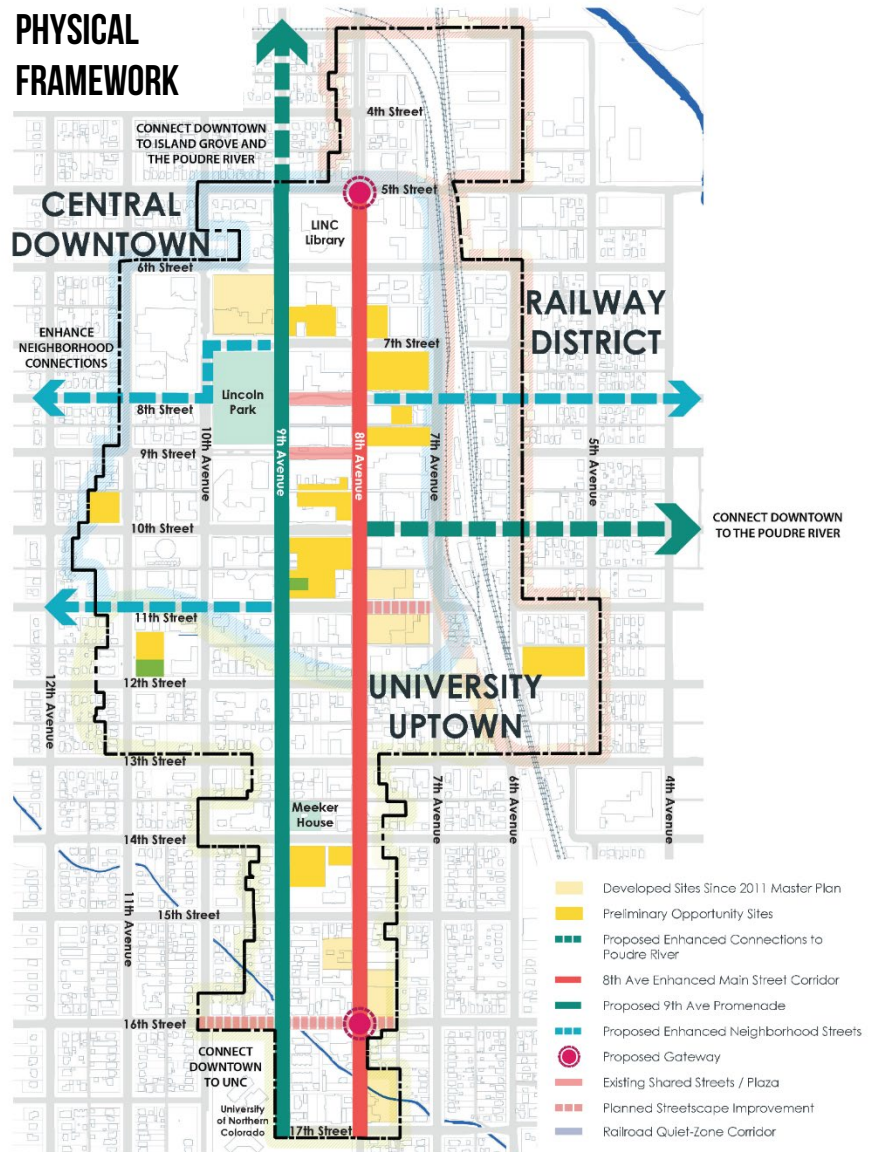
The University Uptown area is already primarily residential, with the exception of commercial uses along segments of 8th Avenue and 16th Street. The housing stock in University Uptown is dominated by single-family units, though there are a number of single-family structures that have been converted to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

Add photo examples of different housing types

OVERALL DOWNTOWN PHYSICAL FRAMEWORK

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

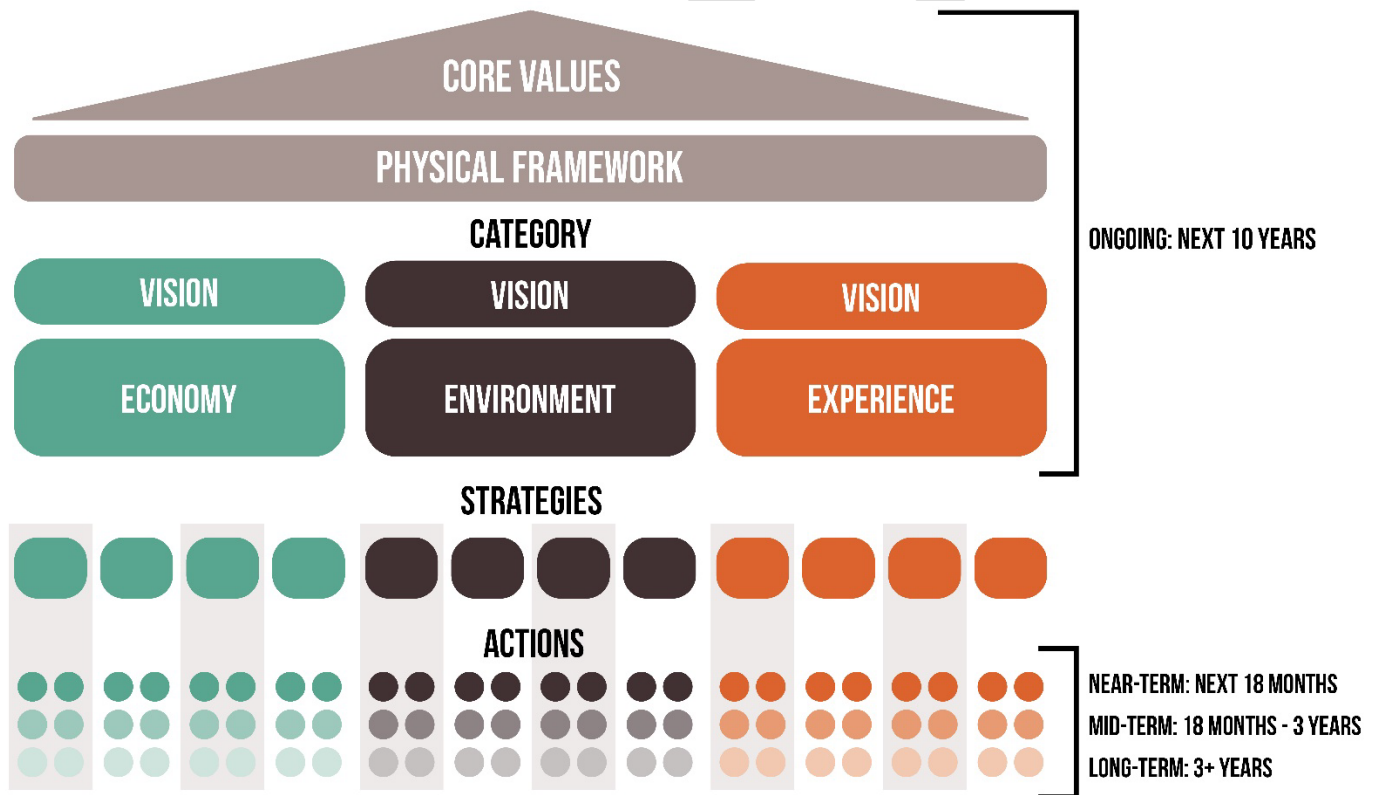
- **Strengthen the north-south spines of 8th Avenue and 9th Avenue**, leveraging the Opportunity Sites and Transformative Projects to create a dual redevelopment corridor connecting amenities within Downtown, and Downtown to UNC and adjacent neighborhoods.
- **Improve key east-west connections through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



CHAPTER 5: ACTION PLAN

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

The Action Plan is guided by a vision statement, written by topic area, and an overarching set of core values that is interwoven throughout the actions found in all three topic sections. The Action Plan also contains strategies and set of tactics organized into three topic areas; Economy, Environment, and Experience. This Action Plan provides downtown physical improvements and policies to guide the DDA and City of Greeley, the development community, and downtown stakeholders for the next ten-year investment cycle. For actions and tactics within each of these categories, timelines (short-, mid-, long-term), responsible parties, and illustrative costs are also identified to aid in implementation.



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

CORE VALUES & VISION

CORE VALUES

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

WELCOMING AND INCLUSIVE

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

PROSPEROUS AND VIBRANT

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

A COMPLETE NEIGHBORHOOD

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

ACCESSIBLE AND CONNECTED

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

VISION

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

VISION FOR THE FUTURE: ECONOMY

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

VISION FOR THE FUTURE: ENVIRONMENT

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

VISION FOR THE FUTURE: EXPERIENCE

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

ECONOMY

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

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

Strategy	No.	Action	Conceptual Cost	Responsibility	Sequencing
**Strategy 1: Continue to stimulate infill development and redevelopment of underutilized sites.	EC.1.1	Prioritize development and redevelopment of opportunity sites identified through the Downtown Plan process. Explore opportunities to issue RFPs for the development or of redevelopment these opportunity sites.	\$	Lead: City of Greeley Support: DDA	Short- to Mid-term
	EC.1.2	Review Downtown policies and programs such as TIF, STIP, Opportunity Zones, and Enterprise Zones, to incentivize investment to specific areas (i.e. Railway District) and types of uses (i.e. attainable/affordable housing, small business incubation and ownership, etc.) that require gap financing.	\$	Lead: City of Greeley Support: DDA	Short- to Mid-term
	EC.1.3	Continue to offer potential investors and developers information, resources, grant opportunities, and contacts at City departments for development and redevelopment opportunities.	\$	Lead: City of Greeley	Short-term
	EC.1.4	Explore resources to demolish, remediate, and redevelop properties that have environmental hazards or other impediments to redevelopment, such as Brownfields.	\$\$\$	Lead: DDA Support: City of Greeley	Mid- to Long-term

Strategy	No.	Action	Conceptual Cost	Responsibility	Sequencing
	EC.1.5	Facilitate mixed-use – in new and existing buildings – with adaptable ground floor spaces that can accommodate a range of tenant types. Identify appropriate locations for ground floor office or small-scale manufacturing use (i.e., non-retail). Explore overlay or other land use tools to support this goal.	\$	Lead: City of Greeley Support: DDA	Mid- to Long-term
	EC.1.6	Explore resetting the Sales Tax TIF base during the DDA renewal process to further stimulate area economic development.	\$	Lead: DDA Support: City of Greeley	Short-term
Strategy 2: Encourage diverse, vibrant storefront uses throughout Downtown.	EC.2.1	Continue to offer technical assistance to entrepreneurs and current and prospective business owners, such as business planning, location assistance, marketing, pathways to property ownership, and assistance in navigating permitting processes.	\$	Lead: City of Greeley Support: DDA, SBDC	Short-term
	EC.2.2	Explore opportunities to bolster UNC's Entrepreneurial Challenge, or E-Challenge , to attract UNC student or graduate businesses to Downtown, such as creating local investment fund financed by Downtown businesses, or exploring angel investor opportunities.	\$\$	Lead: City of Greeley Support: DDA, UNC, SBDC	Short- to Mid-term
	EC.2.3	Proactively tailor business recruitment strategies to each of the sub-areas in Downtown based on needs and character: <ul style="list-style-type: none"> Central Downtown: restaurants, boutique retail, entertainment, hotel/convention center Railway District: maker, destination, manufacturing, and experiential businesses, museums and galleries 	\$\$	Lead: City of Greeley Support: DDA, SBDC	Short- to Mid-term

Strategy	No.	Action	Conceptual Cost	Responsibility	Sequencing
		<ul style="list-style-type: none"> University Uptown: small-format grocery and pharmacy, daily services, neighborhood-serving restaurants, bed and breakfasts 			
	EC.2.4	Nurture and recruit desirable independent businesses to ensure that Downtown continues to be a regional hub for locally-owned enterprises, particularly businesses that reflect the cultural diversity in Greeley.	\$	Lead: City of Greeley Support: DDA, Greeley Creative District	Short- to Mid-term
	EC.2.5	Review and update the Redevelopment Resource Guide for high-value businesses that meet the goals of this plan that includes information on receiving pre-approvals for permitting, expedited development review, flexible standards on outdoor seating, flexible approaches to retrofitting compound water taps, etc.	\$	Lead: City of Greeley	Short-term
	EC.2.6	Continue to maintain an inventory of available Downtown commercial spaces to market available properties and match businesses with the appropriate sub-area.	\$	Lead: DDA, Support: City of Greeley	Short-term
	EC.2.7	Explore creating a virtual help desk to invite new and existing businesses to access specialized support.	\$	Lead: City of Greeley	Short-term
Strategy 3: Continue to diversify the housing base in Downtown.	EC.3.1	Facilitate a diversity of housing types in Downtown Greeley that provide options for a range of incomes and lifestyle preferences and proactively tailor housing strategies to each of the sub-areas in Downtown based on needs and character: <ul style="list-style-type: none"> Central Downtown: higher density housing, infill development of apartments (rent), 	\$	Lead: City of Greeley	Mid- to Long-term

Strategy	No.	Action	Conceptual Cost	Responsibility	Sequencing
		condominiums (own), mixed-use <ul style="list-style-type: none"> Railway District: mixed density housing, live/work, affordable multi-family University Uptown: enhance existing housing and missing middle housing, including ownership opportunities: townhomes, condominiums, single-family, du/tri/quadplexes; thoughtful infill with gentle density 			
	EC.3.2	To reduce the impacts from homelessness, support and encourage intervention, treatment, and outreach services to direct individuals experiencing homelessness and mental health challenges to permanent supportive and/or transitional housing and appropriate services.	\$\$	Lead: City of Greeley Support: DDA, United Way, Weld Trust, Weld County, North Range Behavioral Health	Short- to Mid-term
	EC.3.3	Recognize the opportunity for the City development code to allow housing types that support artists and makers, such as live-work units, particularly in the Railway District.	\$	Lead: City of Greeley Support: Greeley Creative District	Mid-term
	EC.3.4	Facilitate Accessory Dwelling Units (ADUs) in the University Uptown District and adjacent neighborhoods to encourage gentle density and missing middle housing as appropriate and desired.	\$	Lead: City of Greeley	Short-term
	EC.3.5	Invest in amenities and encourage land uses that increase the desirability of Downtown as a neighborhood to live, work, and play in.	\$\$	Lead: City of Greeley Support: DDA	Mid- to long-term

Strategy	No.	Action	Conceptual Cost	Responsibility	Sequencing
	EC.3.6	Explore expanding the G-HOPE pilot program to offer UNC seniors or recent UNC graduates homebuyer down payment assistance to try and entice young professionals in and around Downtown.	\$\$	Lead: City of Greeley Support: UNC	Short-term
	EC.3.7	Explore the feasibility of an overlay district that encourages multifamily homes to meet a minimum maintenance requirement through performance-based zoning.	\$	Lead: City of Greeley	Short-term
Strategy 4: Sustain and attract more primary employers and jobs.	EC.4.1	Work with major regional employers in growing industries, including knowledge sector jobs, to identify new opportunities for establishing a presence in Downtown to continue diversifying the economy.	\$	Lead: City of Greeley Support: DDA, Upstate Colorado	Mid- to Long-term
	EC.4.2	Identify new primary job sectors to attract to the Downtown that build on Greeley's strengths, such as agriculture technology and light industrial, in the Railway District.	\$	Lead: City of Greeley	Mid- to Long-term
	EC.4.3	Incubate and attract small-scale (and creative) craft manufacturers to Downtown Greeley, particularly in the Railway District.	\$\$	Lead: City of Greeley Support: DDA	Mid-term
	EC.4.4	Encourage strong and appealing economic connections between UNC and Downtown. Identify appropriate UNC programming/innovations, such as UNC's E-Challenge, that can be in Downtown, occupy office space, and help spur new jobs, including fostering graduate entrepreneurship.	\$\$	Lead: City of Greeley Support: DDA, UNC	Short-term
	EC.4.5	Enhance the "Bear Biz" program that fosters special promotions by local businesses to the UNC community.	\$	Lead: City of Greeley Support: DDA, UNC	Short-term
	EC.4.6	Facilitate the development of more office and mixed-use space in the Downtown area to	\$\$\$	Lead: City of Greeley Support: DDA	Mid- to Long-term

Strategy	No.	Action	Conceptual Cost	Responsibility	Sequencing
		accommodate a range of tenant types, including flexible co-working space or small-format offices, to meeting existing demand and to invite and accommodate entrepreneurship and diverse economic activity.			
Strategy 5: Cultivate a Downtown economy that is relevant and welcoming to an array of community stakeholders and visitors.	EC.5.1	Continue to build on the Greeley Farmers' Market and recruit businesses that offer household goods and services that are culturally relevant to Greeley's diverse populations to make Downtown a more complete residential neighborhood, such as small-format grocery stores or markets offering a variety of fresh and culturally relevant food options.	\$\$	Lead: City of Greeley Support: DDA	Mid-term
	EC.5.2	Strengthen the relationship between UNC and Downtown Greeley leadership to help ensure that Downtown is relevant, welcoming, and safe to students. This could include creating a professional, part-time, or student internship liaison position at the City of Greeley.	\$	Lead: City of Greeley Support: DDA, UNC	Short-term
	EC.5.3	Proactively engage existing and prospective business owners from Greeley's diverse populations to further promote multicultural entrepreneurship, including exploring a contract with IRC NOCO to provide business resources and services in multiple languages, or creating a bi-lingual business coordinator position at the City of Greeley.	\$\$	Lead: City of Greeley Support: DDA, Immigrant and Refugee Center of Northern Colorado (IRC NOCO)	Short-term
	EC.5.4	Explore opportunities to establish a regular location for a Multi-cultural Vendor Market or Mercado in or near Downtown to serve the Hispanic/Latinx community in Greeley.	\$	Lead: City of Greeley Support: DDA	Short- to Mid-term

Strategy	No.	Action	Conceptual Cost	Responsibility	Sequencing
	EC.5.5	Explore programs and resources to create pathways to property ownership (residential and commercial) to prevent involuntary displacement and gentrification.	\$	Lead: DDA Support: City of Greeley	Short-term

ENVIRONMENT

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

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

Strategy	No.	Action	Conceptual Cost	Responsibility	Sequencing
Strategy 1: Enhance connections to the Poudre River north and east of Downtown.	EN.1.1	Invest in streetscape improvements along 10 th Street (east of 8 th Avenue) and 9 th Avenue (north of 7 th Street), that focus on improved pedestrian experience, bicycle facilities, and signage connecting Downtown to the river. Streetscape improvements would entail: <ol style="list-style-type: none"> 1. Corridor Studies 2. Conceptual Design 3. Final Design and Phasing 4. Phased Implementation 	\$\$	Lead: City of Greeley Support: Poudre River Trail Corridor, Inc.	Can be phased to distribute cost.
	EN.1.2	Form a partnership between DDA, City, and Poudre Trail Corridor Board to improve branding, advertising, and physical signage promoting the connection between Downtown and the river.	\$	Lead: City of Greeley Support: DDA, Poudre River Trail Corridor, Inc.	Short-term
	EN.1.3	Consider adding amenities along the Poudre River south of Island Grove as the Poudre River Trail	\$\$\$	Lead: City of Greeley	Long-term

<i>Strategy</i>	<i>No.</i>	<i>Action</i>	<i>Conceptual Cost</i>	<i>Responsibility</i>	<i>Sequencing</i>
		is extended and connections to the river are enhanced.			
Strategy 2: Improve connections to the UNC campus.	EN.2.1	Invest in 9 th Avenue improvements to create an enhanced bicycle and pedestrian experience by repurposing portions of the roadway to non-vehicular uses.	\$\$\$	Lead: City of Greeley Support: DDA, UNC	Mid-term
	EN.2.2	Improve transit/shuttle service from residential housing on campus to key Downtown destinations.	\$\$	Lead: City of Greeley Support: DDA, UNC	Mid-term
	EN.2.3	Create a joint UNC/City/DDA committee to discuss and determine what types of destinations and uses can be added to Downtown to attract students on a daily and weekly basis.	\$	Lead: City of Greeley Support: DDA, UNC	Short-term
	EN.2.4	In cooperation with the Greeley Art Commission, create visual connections throughout the core and to UNC by placing public art displays strategically to guide pedestrians through Downtown.	\$\$	Lead: DDA Support: UNC, City of Greeley, Greeley Art Commission, Greeley Creative District	Mid-term
	EN.2.5	Recognize 10 th Avenue as a direct connector between Downtown and the UNC campus through physical improvements such as enhanced lighting or wayfinding signage.	\$\$	Lead: City of Greeley Support: DDA, UNC	Short-term
**Strategy 3: Create new public spaces focused on families, residents, visitors, and the everyday use of inviting and comfortable outdoor spaces, ensuring that each sub-area has an identifiable and	EN.3.1	Create more kid-friendly activities and amenities in Downtown neighborhoods by adding a collection of small playgrounds, a potential water feature/splash pad, and play elements that appeal to all ages.	\$\$	Lead: City of Greeley Support: DDA	Mid- to Long-term
	EN.3.2	Ensure that resources, including amenities and public realm investments, are equally distributed throughout Downtown and adjacent neighborhoods.	\$\$	Lead: City of Greeley	Long-term
	EN.3.3	Continue to improve alleys in Central Downtown where possible, working with adjacent	\$\$	Lead: City of Greeley Support: DDA	Mid- to Long-term

<i>Strategy</i>	<i>No.</i>	<i>Action</i>	<i>Conceptual Cost</i>	<i>Responsibility</i>	<i>Sequencing</i>
destination public space.		private property owners and businesses on improvements such as adding paving, managing trash disposal, improving lighting, enhancing maintenance, and exploring undergrounding utilities.			
	EN.3.4	Explore vacating additional alleys in Downtown to reinvent as activated public space, similar to 9 th Street.	\$\$	Lead: City of Greeley Support: DDA	Long-term
	EN.3.5	Identify locations and amenities for destination public spaces in the University Uptown and Railway District subareas. Consider opportunity sites identified through this process for these public spaces.	\$	Lead: City of Greeley Support: DDA	Mid-term
	EN.3.6	Plan, design, and implement two new destination public spaces in the University Uptown and Railway District subareas.	\$\$\$	Lead: City of Greeley Support: DDA	Long-term
	EN.3.7	Explore feasibility of creating a 9 th Avenue Promenade that serves as an open space amenity running through Downtown to and from UNC.	\$\$\$	Lead: City of Greeley Support: DDA, UNC	Mid-term
	EN.3.8	Explore physical infrastructure upgrades in the Railway District to encourage a greater diversity of uses, enhance pedestrian and bicycle connections, and promote infill development and adaptive reuse of existing structures.	\$\$\$	Lead: City of Greeley Support: DDA	Long-term
	EN.3.9	Identify small infill sites for Downtown dog park facilities.	\$	Lead: City of Greeley Support: DDA	Mid-term
Strategy 4: Unify Downtown's public realm with standards that provide consistency and improve the overall quality.	EN.4.1	Create new design standards and guidelines for Downtown that focus on a consistent treatment to the public realm, streetscape, building frontages, and character.	\$	Lead: City of Greeley Support: DDA	Short-term
	EN.4.2	Revise Public Works roadway standards for Downtown for consistency with new design standards and guidelines.	\$	Lead: City of Greeley	Short-term

<i>Strategy</i>	<i>No.</i>	<i>Action</i>	<i>Conceptual Cost</i>	<i>Responsibility</i>	<i>Sequencing</i>
	EN.4.3	Increase right-of-way inspections in Downtown to monitor compliance with city standards.	\$	Lead: City of Greeley	Short-term
	EN.4.4	Conduct a comprehensive underground utility study to understand stormwater, power, internet, and other utility capacity to understand future capacity for redevelopment and to understand the feasibility of undergrounding utilities.	\$\$	Lead: City of Greeley Support: Xcel, Allo	Short- to Mid-term
	EN.4.5	Conduct an American with Disabilities Act (ADA) accessibility study to evaluate Downtown's current ability to meet ADA standards and identify needed infrastructure improvements needed for compliance.	\$\$	Lead: City of Greeley	Short- to Mid-term
	EN.4.6	Continue enhancing lighting throughout Downtown, particularly along 8 th and 9 th Streets and 8 th and 9 th Avenues.	\$\$	Lead: City of Greeley Support: DDA	Mid-term
	EN.4.7	Conduct a Complete Streets Analysis of 8th Avenue to determine strategies to allow for multi-modal movement along the street, including exploring crossings of 8 th Avenue to improve east/west non-vehicular connections.	\$	Lead: City of Greeley	Short- to Mid-term
	EN.4.8	Work with the City to establish agreed upon standards for Downtown-focused maintenance and support that standard with adequate resources	\$\$	Lead: City of Greeley	Short-term
	EN.4.9	Explore options for a special trash overlay district in the Downtown managed by the City to create a more efficient, effective, consistent and pleasant public realm experience.	\$\$	Lead: City of Greeley Support: DDA	Short-term
	EN.5.1	Improve pedestrian and bicycle connections across the Union	\$\$	Lead: City of Greeley	Mid-term
Strategy 5: Enhance the					

<i>Strategy</i>	<i>No.</i>	<i>Action</i>	<i>Conceptual Cost</i>	<i>Responsibility</i>	<i>Sequencing</i>
quality of the connections to the adjacent neighborhoods around Downtown.		Pacific railroad tracks at 5 th and 6 th Street.			
	EN.5.2	Explore 8 th Street Improvements, including: <ul style="list-style-type: none"> Complete the north sidewalk railroad crossing on 8th Street to enhance pedestrian connections. Conduct an 8th Street Enhanced Corridor Study to determine improvements required to enhance connections to adjacent neighborhoods east and west. 	\$\$	Lead: City of Greeley Support: DDA	Long-term
	EN.5.3	Conduct a 9 th Street or 11 th Street enhanced corridor study to determine improvements required to enhance east-west connections to adjacent neighborhoods.	\$\$	Lead: City of Greeley	Mid-term
	EN.5.4	Pursue streetscape improvements on 11 th Street, 8 th Avenue, and 7 th Avenue	\$	Lead: City of Greeley Support: DDA	Short- to Mid-term
	EN.5.5	Complete the planned and designed 16 th Street improvements between 8 th and 10 th Avenues.	\$\$	Lead: City of Greeley	Short-term
	EN.5.6	Utilize public art or other distinct streetscape features to create a sense of arrival at key gateway points, including 5 th Street on the north end of Downtown and 16 th Street at the southern end of Downtown.	\$\$	Lead: City of Greeley Support: DDA, Greeley Creative District	Short- to Mid-term
	EN.5.7	Connect existing bike lanes on 8 th Street and 9 th Avenue by filling in gaps along 10 th Avenue and 7 th Street around Lincoln Park to form a contiguous bicycle network through the center of Downtown.	\$\$	Lead: City of Greeley	Long-term
	EN.5.8	Continue adding wayfinding signs, bicycle signs, light pole banners, and other place enhancements that highlight	\$\$	Lead: City of Greeley Support: DDA	Short- to Mid-term

<i>Strategy</i>	<i>No.</i>	<i>Action</i>	<i>Conceptual Cost</i>	<i>Responsibility</i>	<i>Sequencing</i>
		and direct people to Downtown amenities.			
	EN.5.9	Explore the feasibility of adding branded signage and public art to new Railroad Quiet Zone fencing in the Railway District.	\$	Lead: City of Greeley Support: Colorado Model Railroad Museum, DDA, Greeley Creative District	Short-term

EXPERIENCE

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

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

<i>Strategy</i>	<i>No.</i>	<i>Action</i>	<i>Conceptual Cost</i>	<i>Responsibility</i>	<i>Sequencing</i>
Strategy 1: Promote local arts and creative experiences in Downtown.	EX.1.1	Preserve existing and develop or redevelop buildings and spaces that are affordable to artists and creative professionals.	\$\$	Lead: DDA Support: Greeley Creative District	Mid-term
	EX.1.2	Support and consider more widespread promotion of events related to arts and creative experiences in Downtown.	\$	Lead: DDA Support: City of Greeley, Greeley Creative District	Short-term
	EX.1.3	Continue to incorporate art wherever possible throughout Downtown, including permanent and temporary installations.	\$\$	Lead: DDA Support: City of Greeley, Greeley Creative District	Short-term
	EX.1.4	Work with property owners to offer vacant storefronts in the short-term, at low/no costs to local artists as studio and gallery space.	\$	Lead: DDA Support: Greeley Creative District	Short- to Mid-term
	EX.1.5	Work with the Creative District and other local arts partners to continue integrating arts and creative experiences throughout Downtown Greeley.	\$	Lead: DDA Support: Greeley Creative District	Short- to Mid-term
**Strategy 2: Ensure	EX.2.1	Continue to maintain enhanced maintenance standards and	\$\$	Lead: DDA	Short- to Mid-term

<i>Strategy</i>	<i>No.</i>	<i>Action</i>	<i>Conceptual Cost</i>	<i>Responsibility</i>	<i>Sequencing</i>
Downtown is clean, safe, and welcoming.		beautification efforts in the Downtown public realm.		Support: City of Greeley	
	EX.2.2	Support and adopt a holistic approach to addressing real and perceived Downtown safety concerns.	\$	Lead: DDA Support: City of Greeley, Greeley Police Department	Short- to Mid-term
	EX.2.3	Explore hiring a consultant to provide training and strategic planning to City and DDA staff and leadership around diversity, equity, and inclusion issues with the goal of making Downtown welcoming to all.	\$	Lead: City of Greeley Support: DDA	Short-term
	EX.2.4	Connect people experiencing homelessness with resources, and mental health, employment training, and other supportive services.	\$\$	Lead: City of Greeley Support: DDA, Greeley Police Department, North Range Behavioral Services, Frontier House, Lutheran Family Services	Short-term
	EX.2.5	Continue to encourage partnerships, collaboration, and coalition building around Downtown initiatives that represent diverse interests.	\$	Lead: City of Greeley Support: DDA, UNC DEI Leadership, Greeley Creative District, IRC NOCO, Hispanic Women of Weld County	Short-term
	EX.2.6	Designate the City lead department responsible for developing a work program to manage and support the execution of this Plan.	\$	Lead: City of Greeley	Short-term
Strategy 3: Celebrate historic character, charm, and distinctive environment in Downtown.	EX.3.1	Continue to support historic preservation of designated properties in Downtown Greeley by identifying available resources and incentives, and helping property owners obtain grants, tax credits, and other financial tools.	\$\$	Lead: City of Greeley Support: DDA, Historic Preservation Commission	Mid- to Long-term
	EX.3.2	Facilitate adaptive reuse in Downtown that is not limited	\$\$\$	Lead: City of Greeley	Mid- to Long-term

Strategy	No.	Action	Conceptual Cost	Responsibility	Sequencing
		only to districts or structures that meet historic designation criteria, by providing incentives such as historic preservation grants or tax credits, infrastructure investment, regulatory relief, façade grants, or other incentives as appropriate.		Support: DDA, Historic Preservation Commission	
	EX.3.3	Continue to promote events and programs that celebrate Greeley's history, including walking tours, history brown bags, and Historic Preservation Month.	\$	Lead: City of Greeley Support: DDA, Historic Preservation Commission	Short-term
	EX.3.4	Ensure that the portrayal of Greeley's history accurately represents and reflects City's diverse population and storied past.	\$	Lead: City of Greeley Support: DDA, Historic Preservation Commission	Short-term
Strategy 4: Continue to activate Downtown through programming and events that are relevant and inclusive to Greeley's diverse population.	EX.4.1	Encourage events that celebrate the different cultures that exist within Greeley. Work closely with leaders of the Hispanic/Latinx and other communities to help create and plan events that are historically accurate and welcoming.	\$	Lead: DDA Support: City of Greeley, Greeley Creative District, UNC	Short-term
	EX.4.2	Increase the frequency and variety of live music events and festivals, and partner with local institutions and organizations to increase diversity of offerings.	\$	Lead: DDA Support: City of Greeley	Short-term
	EX.4.3	Continue working with UNC to develop events that appeal to college students such as runs, bike rides, music, and UNC celebrations for sports or other activities. These should be offered during times of the week that accommodate UNC student schedules and encourage students to stay in Greeley on the weekends.	\$	Lead: DDA Support: City of Greeley, UNC	Short-term
	EX.4.4	Continue to work with UNC's creative communities, including arts, music, and theatre, to	\$	Lead: DDA Support: City of Greeley, UNC	Short- to Mid-term

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

APPENDIX A: MARKET ASSESSMENT



DOWNTOWN GREELEY 2022 MARKET ASSESSMENT

Prepared by: Progressive Urban Management Associates
A component of the *Downtown 2032 – The Path Forward* plan

JULY 2022

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1. MARKET SUMMARY

The following Market Assessment was completed in Q2 2022 to help inform the “Downtown 2032 – The Path Forward” planning effort. Data was compiled using primary and secondary sources, including the City of Greeley, Weld County, Esri Business Analyst, the U.S. Census Bureau, real estate research, interviews with local real estate experts and Downtown stakeholders, and other available sources.

It’s important to note that this Market Assessment was conducted more than two years into the COVID-19 public health and economic crisis. Given the lag time in data gathering and/or a disruption in funding to update some databases (typically done on an annual basis), some of the information that follows presents conditions pre-crisis. This Market Assessment is intended to provide baseline data for Downtown Greeley, before and after the beginning of COVID when possible, which will inform the community as it continues to transition to a new normal.

What follows in this document?

The Market Assessment is organized into two main sections:

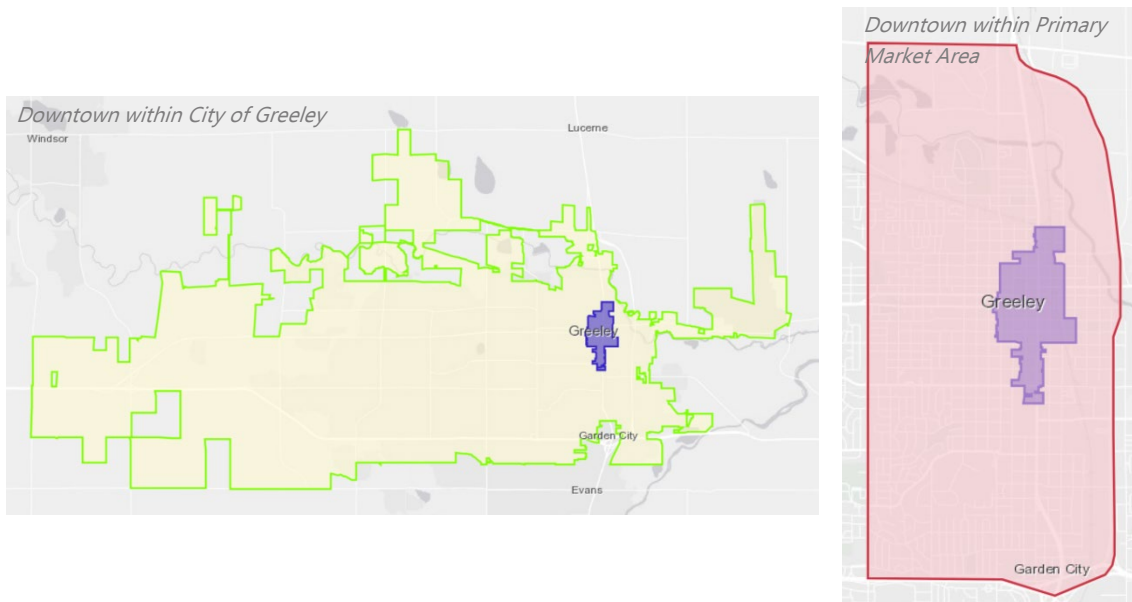
1. The following *Market Summary* provides an overview of key findings by sector. It provides a snapshot of existing conditions – in both Greeley and Downtown – and then an assessment of the relevant real estate sector’s conditions, strengths, and vulnerabilities (i.e., housing, office, industrial, retail, lodging).
2. Detailed supporting research is then provided in four subsequent sections. The *Live* section is an assessment of demographics, psychographics, and housing within Downtown and citywide. The *Work* section is an assessment of the regional economy, the Downtown economy, and the Downtown office market. The *Shop & Dine* section is an assessment of Downtown’s storefront economy. The *Visit & Stay* section is an assessment of Downtown and the region’s visitor attractions, arts and culture, and the lodging sector. When applicable, Downtown Greeley is compared to peer cities throughout these sections to offer new considerations for benchmarking.

Market Areas

Data was collected, when available, for Downtown Greeley, a Primary Market Area, and the City of Greeley. The Downtown study area is tied to the Downtown Development Authority boundary – a 0.5 square mile (approximately 55 blocks) area shown in the maps below. Portions of both U.S. Routes 85 (a.k.a. 8th Ave.) and 34 (a.k.a. 10th St.) run through it, with the greatest extents of the DDA boundary stretching roughly to 3rd Street to the north, 5th Avenue to the east (just beyond the Union Pacific Railroad tracks), 17th Street to the south (excluding the University of Northern Colorado campus), and to 12th Avenue to the west.

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

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



Peer Cities

Peer cities and their downtowns are used as comparisons throughout the Market Assessment. They include Cheyenne, WY; Flagstaff, AZ; Grand Junction, CO; Fort Collins, CO; Idaho Falls, ID; and Ogden, UT. They were selected by Greeley's Department of Economic Health and Housing due to their downtowns being similar in size and other characteristics (i.e., most have universities). On the whole, these peer cities share many of the same market dynamics that exist in Greeley today.

Boundaries for peer downtowns were set based on Improvement District boundaries or downtown cores as defined in their downtown plans if an improvement district was not present.

Peer Cities & Downtowns					
City	2021 Population	University	2021 Univ. Enrollment	Tourism/Recreational Draw	Downtown Size
Ogden, UT	89,694	Weber State University	29,774	Wasatch Mountains	0.79 sq. mi.
Flagstaff, AZ	76,917	Northern Arizona University	28,718	Grand Canyon National Park, Coconino National Forest	0.28 sq. mi.
Fort Collins, CO	173,035	Colorado State University	27,919	Colorado Rocky Mountains, Cache la Poudre River	0.49 sq. mi.
Grand Junction, CO	67,323	Colorado Mesa University	7,824	Colorado Rocky & San Juan Mountains; Colorado National Monument	0.58 sq. mi.
Greeley, CO	112,816	University of Northern Colorado	7,535	Colorado Rocky Mountains, Greeley Stampede	0.49 sq. mi.
Idaho Falls, ID	67,322	n/a - satellite campus or community college only	n/a	Snake River	0.26 sq. mi.
Cheyenne, WY	89,694	n/a - no university	n/a	Colorado Rocky Mountains; Cheyenne Frontier Days	0.37 sq. mi.

Historical Context

NATIVE AMERICAN TRIBES

Long before the terms “Native American”, “Indian”, or “Alaska Native” were created, tribes across the Americas operated as self-governing, independent political communities with varying cultural identities and practices. Tribal sovereignty persists today. Contemporary nations enhance health, safety, and welfare for tribal citizens within tribal territory. There are 574 federally recognized Indian Nations (variously called tribes, nations, bands, pueblos, communities and native villages) in the United States¹. Approximately 229 of these ethnically, culturally, and linguistically diverse nations are located in Alaska: the other federally recognized tribes are located in 35 other states. Additionally, there are state recognized tribes located throughout the United State recognized by their respective state governments.

Many of the original inhabitants of the area we now call Colorado were far-ranging people. They traveled the southwestern deserts and northern plains, moving with the seasons for the best hunting, gathering, and harvesting. In the late 1800s, treaties were used a means to obtain more land for White Settlers. Colorado is just one of the many ancestral lands where the following tribes grew their culture for thousands of years:

- The Ute Nation, or Núchíú which means “the people” lived in Colorado, Utah, New Mexico, and Nevada². Most Ute people still live in these areas today. There are three different Ute tribes today and each tribe lives on its own reservation, which is land that belongs to them and is under their governance. Most Ute people speak English and more than a thousand, speak their native Ute language. The homepages of the [Southern Ute Tribe](#)³, [Ute Mountain Ute Tribe](#), and [White Mesa Community](#)⁴ can be visited by clicking on the hyperlinks.
- The Apache are natives of the Southwest deserts particularly Arizona, New Mexico, Texas, Northern Mexico, and Colorado⁵. The word Apache means “enemy” in the language of their Zuni neighbors. The Apaches’ own name for themselves is *Nde* or *Ndee*, meaning “the people” but they also use Apache. There are thirteen different Apache tribes in the Unites State today: five in Arizona, five in New Mexico, and three in Oklahoma. Each Arizona and New Mexico Apache tribe lives on its own reservation. The Oklahoma Apache’s live on trust land. Almost all Apache speak English today, but many also speak their native Apache language, which is closely related to Navajo. The homepages of the [Jicarilla Apache Nation](#)⁶ and [White Mountain Apache Tribe](#)⁷ provide information about the Apache people from ancient times until today and can be visited by clicking the on hyperlinks.
- The Arapahos call themselves *Hinono-eino* or *Ununa-ina*, which means “our people” but they also use the word Arapahoe⁸. When the Europeans met them, they were living on the Great Plains of Colorado, Wyoming, Nebraska, and Kansas. Eventually the U.S. government deported the Southern Arapaho tribe to Oklahoma where they joined with the Cheyenne. There are two Arapaho tribes today. The Northern Arapahos live on a reservation that they share with the Shoshone⁹. The Southern Arapahos live on trust land together with the Southern Cheyenne tribe.

¹ (Native Languages of the Americas, 2020)

² (Native Languages of the Americas, 2020)

³ (Southern Ute Indian Tribe, 2022)

⁴ (Ute Mountain Ute Tribe, 2020)

⁵ (Native Languages of the Americas, 2020)

⁶ (Jicarilla Apache Nation, 2022)

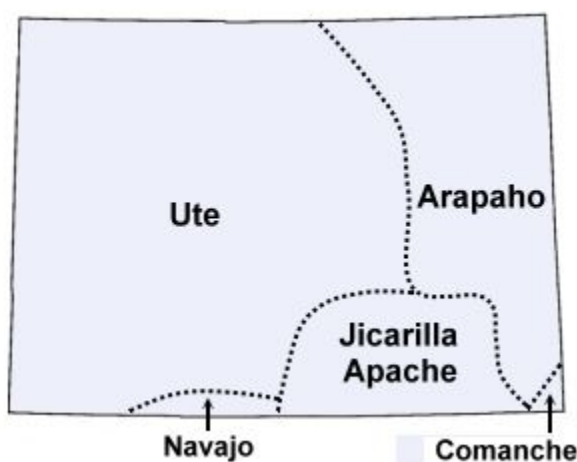
⁷ (White Mountain Apache Tribe, 2022)

⁸ (Native Languages of the Americas, 2020)

⁹ (Native Languages of the Americas, 2020)

- The Cheyenne call themselves Tsitsistas “the people”¹⁰. The Cheyenne people dominated the Great Plains including South Dakota, Wyoming, Nebraska, Colorado, and Kansas. The U.S. government forced the Cheyenne to move to Oklahoma during the 1800s (known as the [Trail of Tears](#)), but some escaped and fled north into Montana¹¹. Today there are two tribes: the Northern Cheyenne tribe of Montana as well as the Southern Cheyenne and Arapaho that live on trust lands in Oklahoma.

Although the nations described above consider themselves kinfolk, each group is politically distinct, they do not all speak the same language, and customs and beliefs vary from band to band. Each political tribal entity has its own government, laws, police, and services, just like a small country. Tribal members are citizens of three sovereigns: their tribe, the United States, and the state in which they reside. Many enrolled tribal members also live in cities and urban settings.



Source: [NativeLanguages.org](#)

In 1851, the Treaty of Fort Laramie was established between the U.S. government and several local tribes as part of the government’s attempt to protect the growing number of settlers moving west and to launch a military presence in the region. Per the treaty, each Native American tribe consented to sovereignty over a bounded territory in exchange for allowing free passage of white migrants as well as the construction of roadways and forts on their land. However, the Colorado Gold Rush of 1858-59 made the treaty obsolete, as settlers moved into the land that was supposedly protected. Renegotiations took place and the Treaty of Fort Wise was signed in 1861, which relegated the tribes to a much smaller tract of land (about one thirteenth the size) in eastern Colorado where they lived under government supervision¹².

UNION COLONY

Greeley began as the Union Colony of Colorado, which was founded in 1869 by Nathan C. Meeker, an agricultural reporter for the *New York Tribune*, as an experimental utopian farming community "based on temperance, religion, agriculture, education and family values;" it also had the backing of the *Tribune's* editor Horace Greeley, who popularized the phrase "Go West, young man." A committee that included Meeker and former Civil War

¹⁰ (Native Languages of the Americas, 2020)

¹¹ (Pauls, n.d.)

¹² (Treaty of Fort Laramie, 2022)

general Robert Alexander Cameron traveled to Colorado to find a suitable site and purchased 12,000 acres at the confluence of the Cache la Poudre and South Platte Rivers. The site, formerly known as the "Island Grove Ranch," included the area of Latham, an Overland Trail station, and was halfway between Cheyenne, Wyoming, and Denver, Colorado along the tracks of the Denver Pacific Railroad¹³.

By May of the same year, 500 people had arrived to take up residence in the new colony displacing large groups of Arapahoe and Cheyenne Native American Tribes¹⁴. The name Union Colony was later changed to Greeley in honor of Horace Greeley, who had settled in Colorado during the 1859 Pike's Peak Gold Rush¹⁵.

EARLY HISTORY

Greeley was incorporated as a city on April 6, 1886¹⁶. Greeley was built on farming and agriculture and kept up with most modern technologies as they evolved. Telephones were in town by 1883 and electric lights were Downtown by 1886¹. Automobiles were on the roads alongside horse-drawn buggies by 1910¹. A local Women's Citizens League was established to support female suffrage¹⁷.

In 1922, KFKA became one of the first radio stations to broadcast in the US, and the Greeley Municipal Airport was built in 1928³.

Early residents of Greeley also established Colorado's first teaching college, now called the University of Northern Colorado. It has trained, and continues to train, more educators than any other school in the state¹⁸.

Greeley housed two POW camps in 1943, during World War II³. One was for German POWs and the other was for Italian POWs.

A vote to allow the sale of alcohol passed by a mere 477 votes in 1969, thus ending temperance in the city³.

The Greeley Philharmonic Orchestra was started in 1911³. In 1958, Greeley became the first city to have a Department of Culture³.

WATER LAW

In the dry summer of 1874, when the Cache la Poudre River did not have enough water to supply the irrigators in Greeley and more recent arrivals in upstream Fort Collins, members of local ditch companies began discussions that would lead to the establishment of formal water law in Colorado. By 1888 the colonists had built three major ditches capable of irrigating 90,000 acres of land¹⁹.

AGRICULTURE

Local beef barons pioneered business concepts in Greeley that have influenced meat production worldwide, and the agricultural industries in and around Greeley continue to serve as a magnet for immigrant and refugee workers from as far away as Latin America, East Africa, and Southeast Asia.

ENERGY DEVELOPMENT

In 1870 Greeley's founders very purposefully located their new community near one highly important resource:

¹³ (Union Colony of Colorado, 2021)

¹⁴ (Native American Tribes in Greeley, 2022)

¹⁵ (Virtual Tour, n.d.)

¹⁶ (Brooks, n.d.)

¹⁷ (House of Representatives Committee on the Judiciary, 1934)

¹⁸ (Kroepsch, n.d.)

¹⁹ (Hobbs, n.d.)

water. What they could not have known was that they accidentally placed their community atop another set of resources crucial to the future: oil and natural gas. The area around Greeley, known by energy producers as the Wattenberg Field, is Colorado's most prolific region of hydrocarbon production. More than 20,000 oil and natural gas wells have been drilled in the area since the 1970s.

THE UNIVERSITY OF NORTHERN COLORADO (UNC)

UNC is a public university in Greeley, Colorado. The university was founded in 1889 as the State Normal School of Colorado and has a long history in teacher education. The institution has officially changed its name four times. It was originally known as the State Normal School beginning on April 1, 1889, then the name was changed to Colorado State Teachers College on June 5, 1911, then to Colorado State College of Education at Greeley on February 16, 1935 and then to Colorado State College on February 11, 1957; it's had its current name since May 1, 1970. Nearly 10,000 students are enrolled in six colleges, with extended campus locations in Loveland, Denver/Aurora, and Colorado Springs²⁰.

HISPANIC POPULATION IN GREELEY²¹

Greeley's agricultural industries have been powered by immigrant labor since their inception. The boom in sugar beets at the turn of the twentieth century spurred the construction of large sugar plants in Greeley and surrounding communities, which in turn boosted local beet production as well as demand for laborers in the beet fields. The Great Western Sugar Company recruited German workers from Russia and Japanese workers from the Pacific Coast. Some of these migrant workers saved their earnings and purchased their own farmland in the area. By the 1920s, workers from Mexico and Latin America provided another important source of labor for sugar beet production⁶.

The Great Western Sugar Company, Weld County's largest sugar manufacturer, built colonies where Mexican and Spanish-American workers could live year-round. Anglos thought the Hispanic population would be better off outside city limits. They settled into colonies and neighborhoods that to this day don't feel like the rest of Weld County. People still call those places "Little Mexico"²².

Because of a shortage of workers during World War II, companies recruited more Hispanic people to work American farm fields. Between 1941-1945, Mexico sent 220,000 "braceros" (a word derived from "brazo," the Spanish word for arm) to work on U.S. farms⁷.

Weld County's marginalized Hispanic community began to find solace in the Chicano Movement that swept the nation in the 1970's. In many ways, though, the Chicano Movement's battles still continue.

DOWNTOWN'S HISTORY

The first downtown area in Greeley was located on 8th Street between 8th and 9th Avenues. The buildings were adobe, wood frame, or brick structures. By 1879 the area had grown, bounded by the railroad tracks and 9th Avenue on the east and west, and by 7th Street and 9th Street on the north and south. Most of the original commercial buildings have been replaced, mainly with brick buildings. There were several reasons for the use of

²⁰ (University of Northern Colorado, 2022)

²¹ Hispanic is the term the Census currently uses

²² (Cumming, 2020)

brick, including that several brick factories operated in Greeley, and that an 1880 fire destroyed a wood frame hotel known as the Greeley House²³.

Greeley's Downtown Development Authority was created in 1998. In 2000, the DDA nominated Downtown Greeley as one of Colorado's Most Endangered Places due to threats brought about as a result of economic deterioration, urban growth to the west, businesses' flight to the suburbs, and the high vacancy rate of its downtown buildings. The Downtown Greeley of 1998 stood in stark contrast to that of the mid-1970s, when it was recognized as a thriving urban center that was even made internationally famous by the novel, *Centennial*.

Once Downtown Greeley was added to the Endangered Places list, the Downtown Development Authority, along with the support of the Greeley Historic Preservation Commission, began building a strong support network of business professionals through the Main Street Board. It initially focused on plaza redevelopment, opening them to automobile traffic, as well as removing some of the newer facades to reveal historic storefronts, which in turn began attracting businesses back to the district. Momentum of the preservation of Downtown grew when Greeley became part of Colorado's Main Street program in 2001. Private LLC's purchased and rehabilitated key properties in the Downtown district, which served as a catalyst to demonstrate the potential of older properties and underscore the economic power of historic preservation²⁴.

In 2011, Downtown Greeley became the first in the state of Colorado to take advantage of the Common Consumption legislation. Downtown regularly sees thousands of people at its First Friday Fests held throughout the summer months as well as its many other successful events throughout the year. Today, the DDA is very active, employing four champions for Downtown, which is enjoying extremely low vacancy rates, strong business growth, new development, and a positive reputation not only in Greeley but outside of it as well²⁵.

²³ (Virtual Tour, n.d.)

²⁴ (Downtown Greeley, 2022)

²⁵ (Conversations with the Inspiring Bianca Fisher, 2019)

Downtown's Impact on Greeley

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

Summary of Impact			
0.48 square miles		1% of the city	
Meanwhile, Downtown has...			
1,637 residents		→	3% of the city's
7,112 employees		→	14% of the city's
107 restaurants, bars & retailers		→	15% of the city's
\$71.9M in assessed value*		→	3% of the city's

*includes exempt properties

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

Assessed Value Per Acre, 2021			
	Acres	Assessed Value	Per Acre Value
Downtown	314	\$71.9 million	\$229.4 thousand
Greeley	31,872	\$2.1 billion	\$64.5 thousand

Source: Weld County Assessor's Office

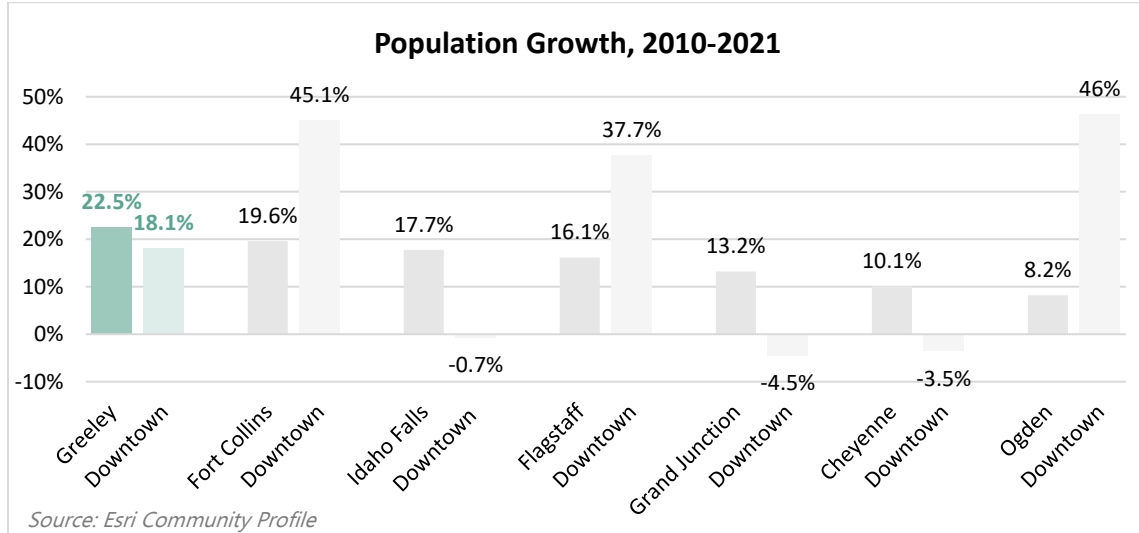
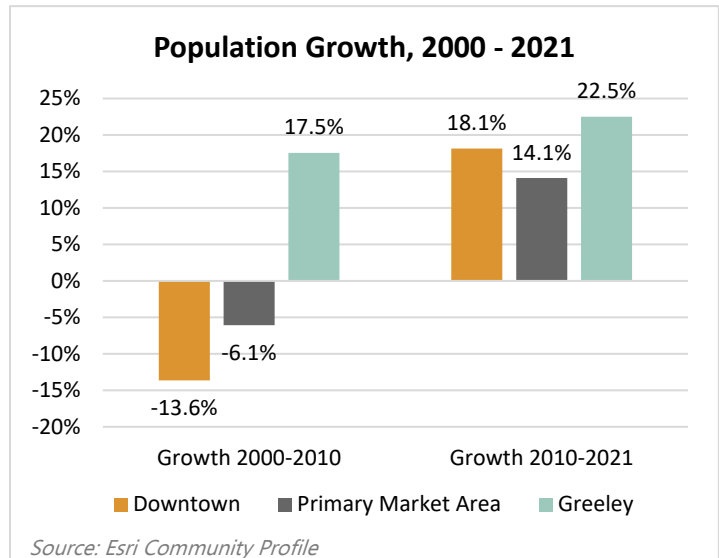
Market Profile Summaries

The following summary provides an overview of key findings for each of the Market Assessment's four main topic areas. It provides a snapshot of existing conditions within each market area and then an assessment of the relevant real estate sector's conditions, strengths, and vulnerabilities. Pre- and post-COVID conditions are discussed when available, and then brief insights are offered into what the future may hold for various segments.

POPULATION GROWTH

As noted in many recent news articles and reports, the City's resident **population has boomed over the last two decades, growing 30%** between 2000 and 2021, making it one of the fastest growing cities in Colorado and the country (see "Population Growth, 2000-2021 chart). Considerable growth occurred during both decades, with the most recent decade outpacing the first; Greeley's citywide **population also grew more than any of its peer cities** during the most recent decade (see "Population Growth, 2010-2021" chart).

The **population growth of Downtown**, as well as the Primary Market Area, **has lagged behind the City's**. Populations for these two areas **substantially decreased in the first decade but then rebounded in the most recent decade**, albeit at lower rates than the City's (see "Population Growth, 2000-2010). Downtowns across the nation, including a few of Greeley's peers, have tended to outpace their cities' rate of growth, which contrasts with what has occurred in Greeley, wherein **most of the growth has been funneled into low density areas outside of Downtown's boundaries** (see "Population Growth, 2010-2021" chart).



RESIDENT CHARACTERISTICS

The "Demographics Snapshot" table below shows that as the universe of analyzed data contracts, starting with the City boundary, then moving down to the Primary Market Area boundary and then finally to the Downtown boundary, the following trends emerge:

- Households have fewer people, especially children, and many are non-family households containing just one person, which is similar to peer downtowns.

- Diversity increases with high proportions of residents identifying as Hispanic, highlighting the importance of this community in Downtown Greeley.
- Median household income decreases, along with educational attainment, which is true for peer downtowns and partially explains why Downtown Greeley has historically been associated with higher levels of poverty.
- The white-collar proportion of occupations decreases, while the proportion of blue-collar and services occupations increases; a pattern that is true for about half of peer downtowns in terms of white- and blue-collar workers; all peers examined had higher percentages of service workers living in their downtowns.

Demographic Snapshot, 2021²⁶

	Downtown	Primary Market	Greeley
Population	1,309	34,106	114,039 ²⁷
Residents per acre	4.2	6.9	3.6
Households	719	11,438	40,799
Avg. Household Size	1.76	2.52	2.66 ²⁸
One-Person Households*	48.2%	29.8%	26.1%
Median Age	31.1	25.4	32.0
Children (17 & Younger)	17.9%	20.2%	24.1%
Households with Children*	24.1%	32.1%	35.6%
Gender:			
Female	47%	49%	51%
Male	53%	51%	49%
Race/Ethnicity:			
White Alone	61.9%	69.0%	76.3%
American Indian	2.4%	1.6%	1.2%
Some Other Race	22.7%	19.4%	14.4%
Two or More Races	4.8%	4.5%	3.8%
Black	7.1%	3.9%	2.5%
Asian	1.1%	1.5%	1.9%
Hispanic Origin	50.6%	48.4%	38.7%
Income & Education			
Median Household Income	\$23,760	\$41,430	\$59,358
Bachelor's Degree or Higher	15.7%	19.7%	26.7%
Unemployment Rate	10.3%	14.5%	10.0%
Employed Pop. By Occupation:			
White Collar	46.2%	47.5%	56.1%
Blue Collar	31.0%	31.0%	28.5%
Services	22.5%	21.6%	15.4%

*2015-2019 Estimates

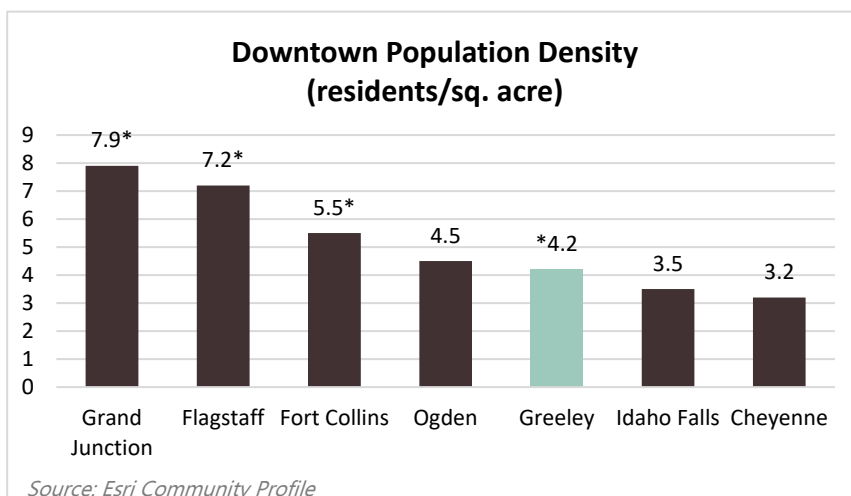
Source: Esri, Community Profile & Population Summary; P.U.M.A.

²⁶ Esri data represents estimates as of July 1, 2021

²⁷ City of Greeley Planning Department based on 2020 Census data states 112,816 as population of Greeley

²⁸ City of Greeley Planning Department based on 2020 Census data states 2.74 as Greeley average household size

All three market areas have **few residents per acre**, with Downtown being only slightly more dense than Greeley as a whole. Typically, downtowns have significantly more residents per acre than their respective cities, but this is only true for half of Greeley's peers (see "Downtown Population Density" chart; asterisk indicates that the downtown has more residents per square acre than citywide). **Downtown Greeley is on the low end of population density** when compared to its peers.



All three areas have residents that are **fairly young on average**, but Downtown could stand to attract more young professional and student residents, especially considering that its university is directly adjacent to Downtown. Greeley's peer cities with universities have much greater proportions of student populations to reside in and/or patronize their downtowns. **UNC's enrollment has diminished 33% in the last decade**, the bulk of which (29%) has occurred since 2019 due to COVID. Despite this trend, students will be **increasingly interested in living Downtown** as safety improves and more student housing options become available.

Percent of Population that are Students, 2021

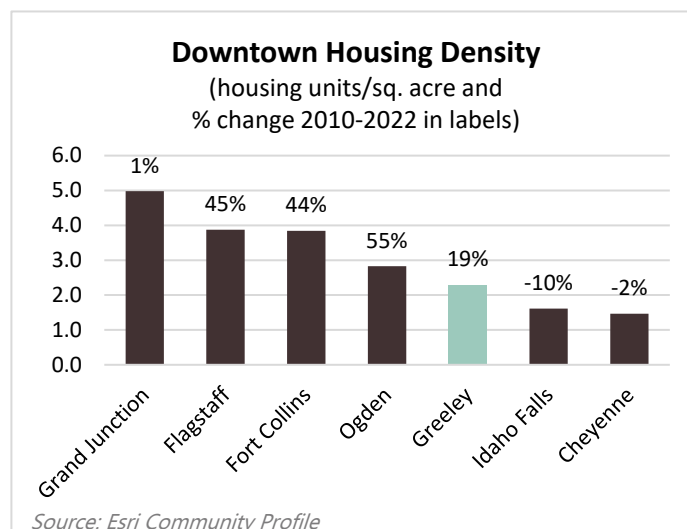
Flagstaff	37%
Fort Collins, CO	37%
Ogden, UT	33%
Grand Junction, CO	12%
Greeley, CO	7%

HOUSING MARKET

Despite historically having one of the most affordable housing stocks in Colorado, **housing prices have risen to record highs**, and, in turn, the City is now faced with an **affordability crisis** much like the rest of the fastest growing cities in the state and the nation. In mid-2022, Greeley's median home value was \$451,591 (Zillow), which has increased 24.2% in the last year, and its average rent was \$1,260, which has increased ~13.5% in the last year.

There are several dynamics contributing to the City's affordability woes, including rising construction and labor costs, working-class wages that have not kept pace with the climbing cost of housing, low density development patterns, and the demand for housing far exceeding the supply. These are dynamics that were in play before the pandemic but have been magnified since and show few signs of easing up in the near future.

Many cities, including peers, have been **increasing residential housing density in their downtowns over the last decade to alleviate strains on the market—a trend that was somewhat delayed in Downtown Greeley** (see "Downtown Housing Density" chart). The Downtown rental market has been making great strides in the last couple of years,



increasing its multifamily unit count by ~40% since 2020. While Downtown's vacancy rate is a healthy 5.5% and its market rents are increasing, they are 16% less than the City's on average. Downtown should meet or exceed the City's rents as more newly constructed or renovated units hit the market, as they are fetching rents that are ~50% more than that of the much older, prior-existing units.

With the help of incentives, local real estate developers and investors expect to continue to focus the majority of their downtown activities on the multifamily market sector for the foreseeable future, building and rehabbing units that appeal mostly to younger singles and couples.

STRENGTHS

Greeley is a desirable place to live, and people clearly want to keep moving to Greeley. As the housing options diversify through the construction of new units or updates to existing units that are offered at various price points, more people are wanting to move Downtown.

Housing is a strong market for Downtown moving forward. There is healthy demand for more units at all price points, but especially those on the higher end that will attract more residents with greater incomes that can better support retail as well as begin to dilute the **high concentration of poverty** in Downtown.

Downtown's strongest age segment is 15-34 (~40% of the population) – the "young professional," Millennial, and student bracket that downtowns and walkable neighborhoods with plentiful amenities are well-positioned to continue to attract.

VULNERABILITIES

There is little inventory. Only recently has there been a focus on making Downtown into more of a residential neighborhood. Despite a recent uptick in new unit construction, inventory is still low, and much of it is **old and in need of considerable and expensive upgrades.**

Downtown has a high concentration of poverty. Its low rents have historically attracted residents with low incomes and education levels to live Downtown. As Downtown's prosperity grows, it both increases opportunities for residents to rise above their disadvantaged roots and creates the threat of displacement as property values and rent prices increase.

Downtown (and the City) is challenged when introducing density. Downtown Greeley is among the peer cities with the lowest density of housing units and residents. While Greeley has been experiencing explosive growth in the last two decades, most of the additional residents have failed to flock to Downtown, largely due to the lack of appealing and varying inventory.

Pandemic Impact and Global Trends Affecting Downtowns

Since 2007, P.U.M.A. has conducted research on trends impacting downtowns across the country. In July 2020, a pandemic update to this research was released that attempted to predict the longer-term impact of the pandemic on downtowns. The purple boxes found throughout this executive summary offer insights from Global Trends research that are pertinent to Greeley.

HOUSING SECTOR

Younger demographics will continue to fuel demand for downtown living, although affordability will be more important than ever, as younger generations predisposed to urban living were greatly impacted by the pandemic's economic disruption. Alternative ownership and rental types may be taking root, including group living options, cooperatives, and live-work formats. Real estate segments that have experienced a more permanent impact and closures, such as the office sector, will fuel the need to increase residential populations Downtown, as daytime employee populations are less stable.

WORK

GREELEY OVERVIEW

As the **county seat**, Greeley provides many support and processing services for Weld County, which is rich in **agriculture** as well as **oil and gas**. **Healthcare, manufacturing, education, retail, restaurants, and government** are the foundations of the Greeley economy. Greeley's employment sector is somewhat top-heavy, or **dependent on the continued success of its ten largest employers that provide over a third of its total jobs**.

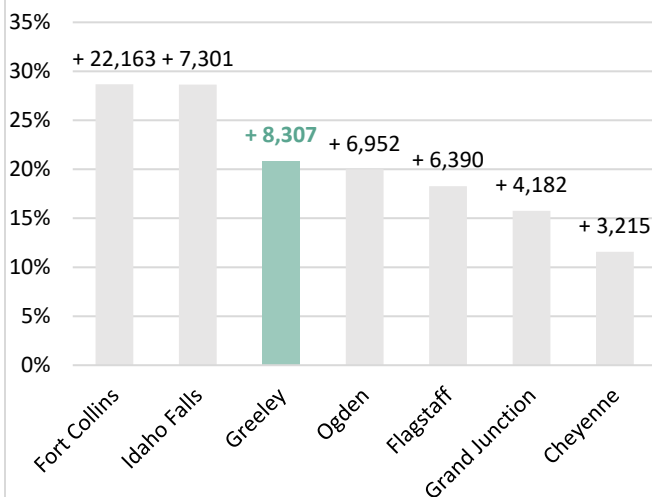
Since 2010, it has **increased its total employment by 20%**, which is third-highest among its peers (see "Total Employment Growth" chart). Its smaller industries, with wages higher than the Greeley average, are experiencing the most growth, indicating that **its economy is diversifying** and that **affluence is on the rise**.

Greeley's workforce is not as well educated as some (including most of its peers), which presents a challenge to attracting and retaining employers looking for talent (see "Percent of Pop. with Bachelor's Degree or Higher" chart).

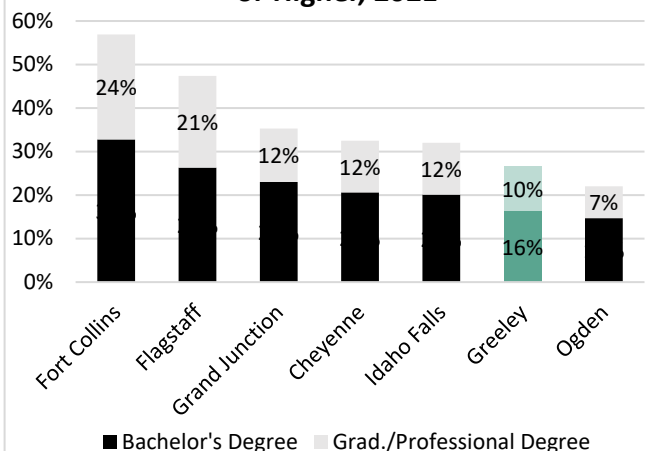
Pandemic Impact and Global Trends Affecting Downtowns: OFFICE SECTOR

The nature of work was already methodically changing before the pandemic completely disrupted it. COVID-19's long term impact on conventional office and coworking formats is still being revealed. The trend toward more flexibility in the workplace has accelerated and five-day office work weeks have become less common; however, conventional office formats continue to be an essential part of the equation. Downtowns like Greeley, with institutional anchors such as government, hospitals, and universities within (and adjacent to) their districts will continue to house businesses that service them. The conventional office sector is still in the process of reacting and evolving, however. Fixed and rigid workplaces are becoming less common, as companies are seeking spaces that can more seamlessly host ranging numbers of employees. In the long-term, there may be a rise in demand for a shared/coworking model that offers workers maximum flexibility in their workplace. There is an increased demand for good ventilation and access to the outdoors. Working in commercial real estate's favor, there are still varying degrees of comfort with COVID, and many workers may continue to demand greater square footage per employee to maintain some level of social distancing when new variants arise. This could help smooth out any hit to demand due to the spike in remote work. Greeley should have an ability to adapt to new demands more swiftly, simply because this sector is largely untapped in downtown, and there isn't an abundance of conventional office space that many other downtowns may be concerned about keeping occupied.

Total Employment Growth, 2010-2022



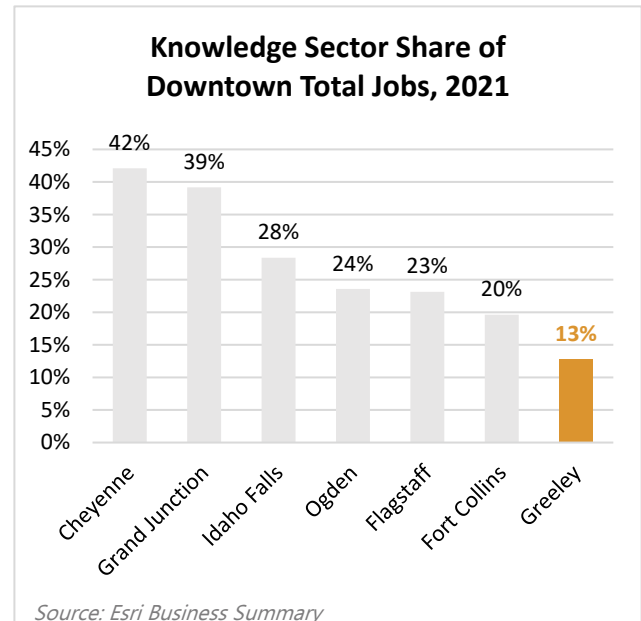
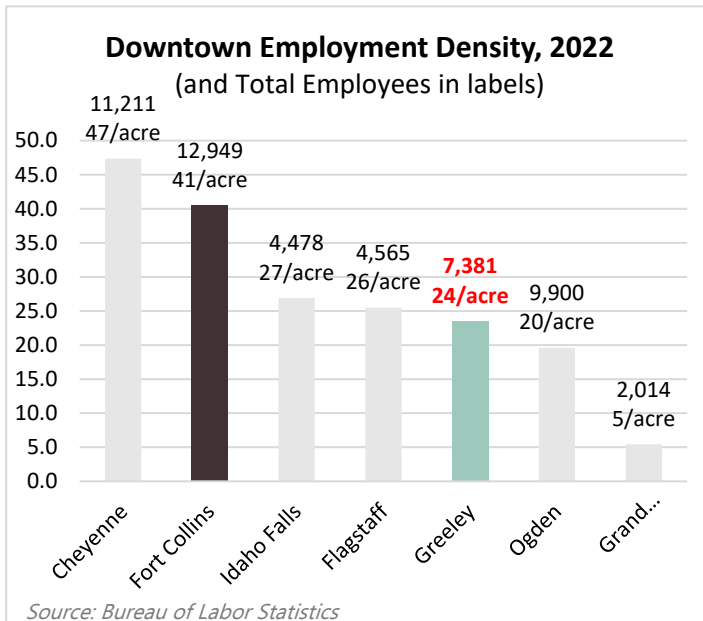
Percent of Pop. with Bachelor's Degree or Higher, 2021



DOWNTOWN

About **24% of the City's workers are employed in Downtown**. Downtown **lacks major private sector employers**, which contributes to its **below-average number of workers** and as well as **employees per acre** compared to its peers (see "Downtown Employment Density" chart).

Downtown employment is **anchored by manufacturing** (somewhat unique to Downtown Greeley) and **government**, which together provide over 60% of Downtown's jobs. Given this, **Downtown's share of knowledge sector jobs**, which come from industries that are predominately private sector-based, fast-growing, well-paying, and a magnet for talented and well-educated workers, **is the lowest among its peers** (see "Knowledge Sector Share of Downtown Total Jobs" chart).



OFFICE MARKET

The conventional office sector is relatively untapped in Downtown. A majority of Downtown's workforce is employed in jobs that are not office-based, and furthermore, a majority of the employment that is office-based is made up of City and County workers.

Downtown office space has a vacancy rate of roughly 2%, and fetches the lowest rents in town (\$17.48). Available space is nearly non-existent, which makes it difficult to attract new office tenants, and most space is Class C (or old and requiring major renovations), which is generally not attractive to primary employers but is more affordable for small businesses and entrepreneurs looking to enter the market.

INDUSTRIAL MARKET

Downtown's industrial buildings, situated along the railroad tracks, are home to its **high concentration of manufacturing jobs and are a welcome fixture in the Downtown ecosystem**. This market is very tight in Downtown as illustrated by its 1.2% vacancy rate, and rents are nearly as high as in the other two market areas.

STRENGTHS

Greeley's growing economy gets a lot of recognition by the press, which garners the attention of prospective employers. **Knowledge-sector jobs (which gravitate toward locating in downtown commercial office spaces) are also on the rise.** If Downtown can find ways to capitalize on this burgeoning interest and growth by accommodating with suitable office space, it should benefit from the densification of knowledge-sector and other office-based jobs. The resulting increase in daytime activity would also pave the way for additional restaurant and retail offerings.

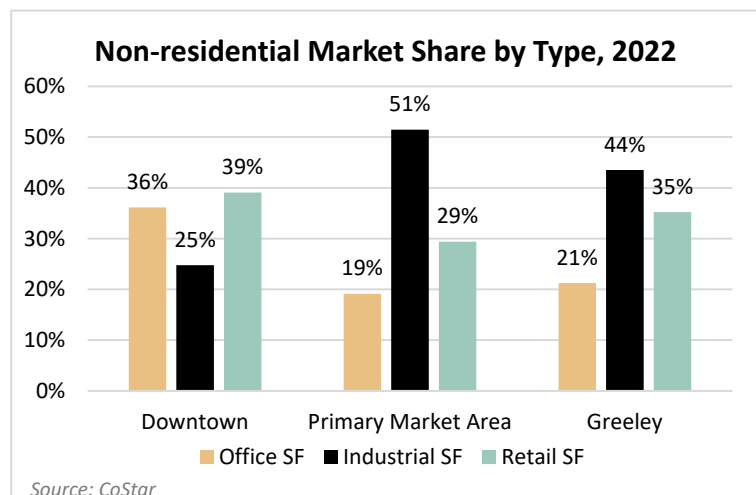
Downtown is surrounded by the Primary Market Area, which contains most of the City's primary employers, which in turn gives Downtown the ability to build on these adjacencies by providing those employers with the supportive professional services they require, as well as by providing workers with restaurant and retail offerings to frequent before, during, and after working hours.

While Downtown's existing office space might not be particularly appealing to primary employers, **its low rents make entry into the market more accessible to Greeley's small business owners and entrepreneurs** (although the problem remains that space is seldom available in such a tight office market).

The government sector, with school district, City, and County presence, **is highly concentrated in Downtown and tends to offer quality jobs that are less vulnerable during tumultuous economic times** (as demonstrated by this industry's 0% rate of change in Greeley between 2016 and 2021).

Another indicator of Downtown enjoying some level of economic resiliency is that it is the **most balanced of all the market areas** when it comes to each non-residential market sector's share of known square footage (see "Non-residential Market Share by Type" chart).

Downtown's **industrial space is perceived as an asset** that positively contributes to the **unique character of Downtown and should be preserved.** Nationally, this market sector has consistently flourished for years, which both helps to ensure the economic stability of its industrial sector and points to the **potential to develop more industrial square footage** along the railroad tracks.



VULNERABILITIES

Downtown Greeley has **little primary employment and few knowledge-based workers**, which both trend toward concentrating in downtowns and have high growth potential. Additionally, Greeley's **resident populations are not as well-educated as some**, which presents a challenge in attracting both primary and knowledge-based employers.

There is **nearly no (or suitable) office or industrial space available for new or expanding businesses to locate in Downtown.** Vacancy rates are very low, meaning that the existing space can't accommodate prospective tenants that want to locate Downtown, and many of the spaces need substantial and expensive upgrades due to

their age. **Employee parking and electrical power infrastructure are greatly lacking** – two elements that are important to prospective primary employers looking to locate in Downtown.

There is a high degree of competition from Greeley's other market areas, as a substantial amount of vacant (and newer) office space needs to be absorbed in the close-by Primary Market Area as well as in west Greeley.

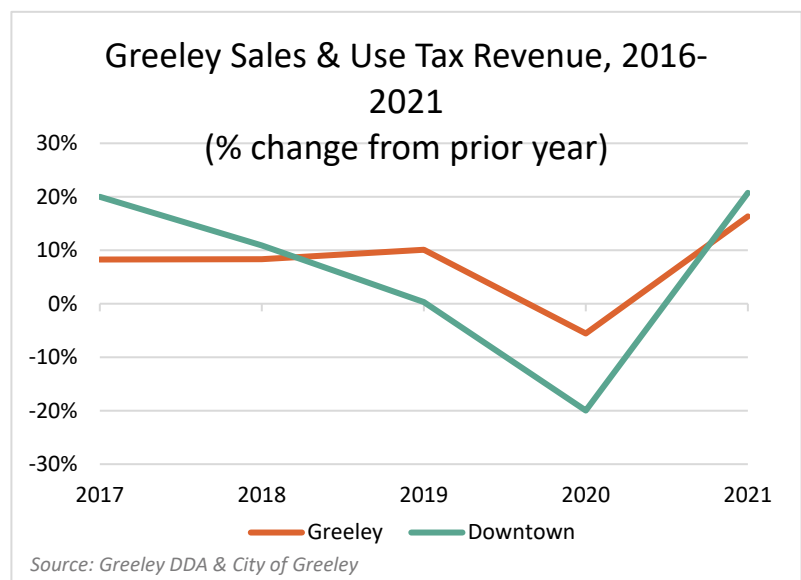
Nationally, the office sector continues to struggle due to uncertainty around the course of COVID, a potential recession, and the increasing popularity of working from home, **which poses complications for a downtown such as Greeley's that is looking to further develop its employment base and bolster its daytime activities.**

SHOP & DINE

GREELEY OVERVIEW

The **retail, food and beverage sectors** are among Greeley's top **five largest industries** in terms of employment. Together, these industries employ over 10,500 workers at approximately 713 businesses throughout the City. The City has **growing resident, employee, and tourist bases to pull from** as potential customers.

Sales and use tax revenues have **increased 42% since 2016** (see "Greeley Sales & Use Tax Revenue" chart). The first pandemic year (2020) was the only year that saw a decline in revenue, and the hit was fairly minimal (~6%). The City made a **full and rapid recovery**, increasing 16% between 2020 and 2021.



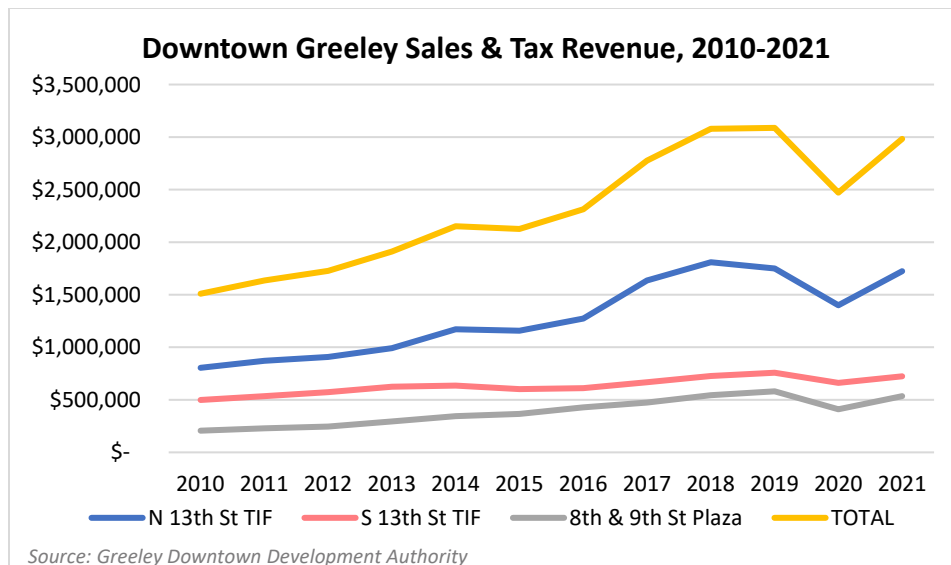
DOWNTOWN

Downtown's storefront economy is critical to its success, driving foot traffic, attracting visitors, and helping maintain vibrancy throughout the day and into the night.

Downtown has a strong mix of street level businesses and services (numbering 331), with **31% dedicated to dining and shopping.**

Downtown's restaurant/bar and retail mix has shifted since the last report was done in 2011, wherein retail establishments greatly outnumbered restaurants. In the last ten years, downtowns have been evolving to trend towards fewer storefront retailers and more restaurants, breweries, cideries, as well as food & wine shops. **Today, while the number of restaurant/bar and retail establishments are equal, Downtown Greeley is beginning to move in the same direction as downtowns nationally**, currently having 46% more eating & drinking establishments and 16% fewer retail sales establishments than there were in 2011.

Since 2016, Downtown's **sales and use tax revenues have increased 29%** (lagging behind the City's 42% growth during the same period; see "Greeley Sales & Use Tax Revenue" chart). The increase is much more dramatic **when looking at the entirety of the last decade, wherein total revenues doubled.** The pandemic **hit Downtown harder** than the rest of the city, causing **a decrease of 20% in revenues** between 2019 and 2020, but **Downtown has made a full and rapid recovery**, increasing 21% between 2020 and 2021. Revenues haven't quite returned to pre-pandemic levels but are just shy of 2019's revenues by a little over \$100K.



RETAIL MARKET

The **retail market** (which includes food and beverage space) **accounts for the most privately held square footage** amongst the three primary non-residential real estate sectors (commercial office and industrial being the other two; see "Non-residential Market Share by Type" chart on page 16).

Downtown has historically had the **highest vacancy rates of the three market areas**, but always within the healthy 10% range. The pandemic caused a spike in the vacancy rate; while vacancy rates have come down again, they have not receded to pre-pandemic levels yet.

Contrary to national trends, Downtown retail space rents are below citywide averages. The average rate in Downtown is approximately \$13 per square foot, which is nearly 30% below the City's average.

STRENGTHS

While most developers are not currently focusing on developing new retail space in Downtown, their recent **residential mixed-use developments have included ground-floor retail space**, which incrementally adds modest amounts of retail square footage to Downtown and is likely to continue for the foreseeable future.

Downtown businesses are primarily local, independent and specialty; some, such as the growing number of distilleries and breweries, even **build on its manufacturing heritage**. This helps to cultivate a distinct character and sense of place, in contrast to many downtowns that have lost some of their local vibe in recent years. Much like the office sector, **the low rent structure allows local entrepreneurs to enter the market with unique concepts that further shape the Downtown experience.**

Nationally, **food and beverage has been expanding while retail has contracted in most downtown markets.** Downtown Greeley is consistent with these trends, having a **strong food and beverage market** that is on its way to becoming the sector's anchor.

Greeley (as well as Downtown, the Primary Market Area and neighboring Evans) has a **high concentration of Hispanic residents. Downtown can evolve to better welcome and serve this community, both as business-owners, employees, visitors and cultural contributors.** This is one way the City can strengthen its relationship with this historically marginalized and important community, as well as to offer opportunities for mutual prosperity and enjoyment. Similar efforts should be made to **better welcome and serve UNC students.**

VULNERABILITIES

Downtown does not have a critical mass of workers or residents to support the addition of substantial amounts of retail at this time. Developers are primarily focusing on residential projects in hopes of bolstering existing (and future) retail. **Meanwhile the relatively small number of Downtown residents have the lowest incomes in the City,** which creates the need to pull patrons in from further away areas (a laborious effort).

Despite a low vacancy rate, **the high cost of construction and low rents will continue to inhibit the feasibility of building new retail space or rehabbing existing space** that is aging and in need of substantial and expensive upgrades.

The perception (and/or reality) that there is **insufficient parking** that is convenient for accessing Downtown's restaurants and retailers **might deter prospective customers**, especially as employee and resident populations grow. Additionally, while shopping and dining offerings currently inhabit 31% of storefronts, **they could be more numerous and diverse to attract more patrons.**

VISIT & STAY

GREELEY OVERVIEW

In the last decade, tourism has become much more of an **economic driver** for Greeley. Annually, it sees up to **half a million visitors** who spend nearly **\$30 million.**

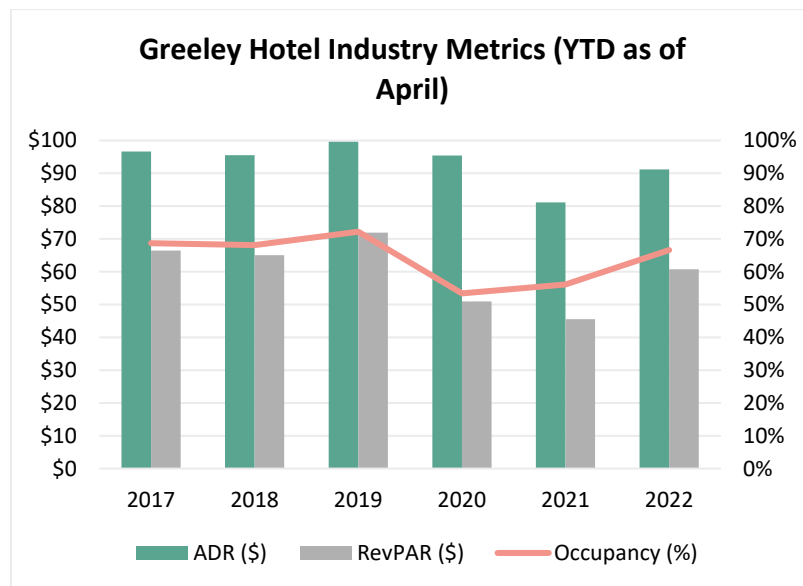
In 2012, Greeley launched the **Greeley Unexpected campaign** (later renamed to **My Greeley**) to rebrand the City from its "cow town" reputation to one that residents could be proud of. As a result, there has been a growing focus on tourism in Greeley. Part of this effort included marketing Greeley as a **"hub and spoke community,"** where visitors can stay in Greeley, but travel to other parts of the Front Range, such as Cheyenne, Fort Collins, Estes Park, and Denver, for day trips.

The City is home to many popular arts and cultural venues including the **Centennial Village Museum**, the **Linn Grove Cemetery**, the **Atlas Theater**, and UNC's **College of Performing and Visual Arts.**

Pandemic Impact and Global Trends Affecting Downtowns: RETAIL SECTOR

Retail has always been one of the most disruptive and fastest evolving real estate sectors. COVID-19 has magnified this dynamic and has hit this sector harder than any other. The pandemic euthanized outdated retail formats that were already declining, including indoor malls, department stores, and several legacy brands. The trend toward online sales has accelerated, although it only accounted for less than 10% of total sales pre-pandemic. Relative to the rest of the sector, downtowns are better positioned for recovery. Local independents and experiential retail will once again distinguish downtowns. Community-driven retail is a growing niche, with a newfound desire to connect with neighbors, demonstrate social impact and influence change amongst retail businesses and entrepreneurs. Downtown Greeley has been driven by specialty retail and local independents that will always benefit from any increase in resident, employee, student, or visitor foot traffic. Its retail sector will struggle to expand until there is a critical mass of residents and employees in Downtown. Business ownership should continue to diversify, particularly to better appeal to Greeley's large Hispanic population.

Much of Greeley's hotel business is **fueled by the oil and gas** activities in town and is somewhat dependent on the state of the energy market, as indicated by coinciding demand changes. The **lodging market in Greeley peaked in 2019** and then slumped as a result of the pandemic; all metrics have been improving since, but none are back to pre-pandemic levels yet (see "Greeley Hotel Industry Metrics" chart).



DOWNTOWN

Downtown Greeley is home to several art galleries, as well as **three museums** and **ten event venues**, including the **Union Colony Civic Center**, the **Moxi Theater**, and the **Greeley Ice Haus**. Since 2014, Downtown has benefited from its state-certified **Greeley Creative District**, which has been credited with gains in creative industry jobs and earnings, new businesses and galleries, as well as new events and increases in visitation.

Many events take place in and near Downtown throughout the year; those that generate the highest number of attendees include its summer **Friday Fest** events, **OktoBrewfest**, the **Greeley Arts Picnic**, the **July 4th Parade**.

320 hotel rooms, about a third of Greeley's total rooms, are located throughout four hotels in Downtown. The **DoubleTree by Hilton** opened in 2017 and was the first national hotel brand to locate in Downtown and offer more sophisticated conference and large event amenities.

STRENGTHS

Tourism has undoubtedly become an important part of Greeley's economy, especially in the last ten years. Its **location proximate to other destinations** along the Front Range and its comparatively **low room prices** make it an attractive place to visit. A lot of work has been done to shift any lingering negative perceptions that might have been deterring visitors. Downtown Greeley has become a destination in its own right, with its **high concentration of attractions** and **increasingly popular events** that draw residents of Greeley, nearby communities, and out-of-town visitors to Downtown.

The City recognizes the importance of its **burgeoning art and culture scene** and has thus accelerated its cooperative efforts to highlight and grow it in recent years. The successful **My Greeley** campaign encourages locals to take pride in and celebrate all that the City has to offer, and the **Greeley Creative District** has become a hub of resources and events to engage creative industries, organizations, businesses, artists, and patrons.

Despite the pandemic setback, its historically limited **lodging sector has been maturing over the last decade and has even largely rebounded from its COVID slump in the last year**. The recent addition of the DoubleTree hotel, with its modern amenities, has put Downtown on the map as a **venue to hold state and regional conferences and events and could pave the way for more national brands to develop hotels in Downtown**. Greeley enjoys **hotel occupancy rates that are typically higher** than the national average as well as that of other communities throughout Northern Colorado, which is another metric of interest to hotel developers.

VULNERABILITIES

While Greeley has been concertedly rebranding to distance itself from its longstanding **cow town image**, it's still overcoming the fact that it **hasn't traditionally been a popular tourist destination**. Its **lodging market is still recovering from the pandemic**, and it has been **fairly reliant on the fluctuating oil and gas industry**. Ideally, its lodging market's visitor profile would become more balanced; a rise in UNC enrollment or a more robust Hispanic scene could drive additional visitors to Downtown, for example.

So far, Greeley is somewhat unique in that its **short-term rental market hasn't yet posed much of a threat** to its traditional lodging market but should be closely monitored to determine when the timing is right to enact **additional regulations**.

Other Front Range communities such as Fort Collins, Boulder and Denver still generate **a lot of competition** for visitors as well as highly-sought after performers and other entertainment draws. Downtown hotels compete with those outside its boundary—primarily corporate brands along the highways that capture travelers passing through.

Pandemic Impact and Global Trends Affecting Downtowns: VISITOR MARKET

For its first few months, the pandemic put a halt to the tourism economy worldwide. Communities that rely on this sector were some of the hardest hit by the economic shutdown. This sector is steadily recovering, but it may continue to fluctuate as new variants emerge. To improve resiliency, Downtowns have been more focused on their local communities and constituents; on way of doing this has been to offer safe, smaller-scale, and culturally-relevant events, some of which are designed for local segments that may not have come downtown as frequently in the past. Downtown environments have also been evolving to become more appealing and inviting to everyone, despite their comfort level with COVID, by converting public spaces to accommodate more outdoor dining and safe gathering spaces. The arts and cultural segment is bring creativity and vibrancy into the reinvention of public spaces and to showcase local heritage, context, and artistic talent.

2. LIVE

Residents

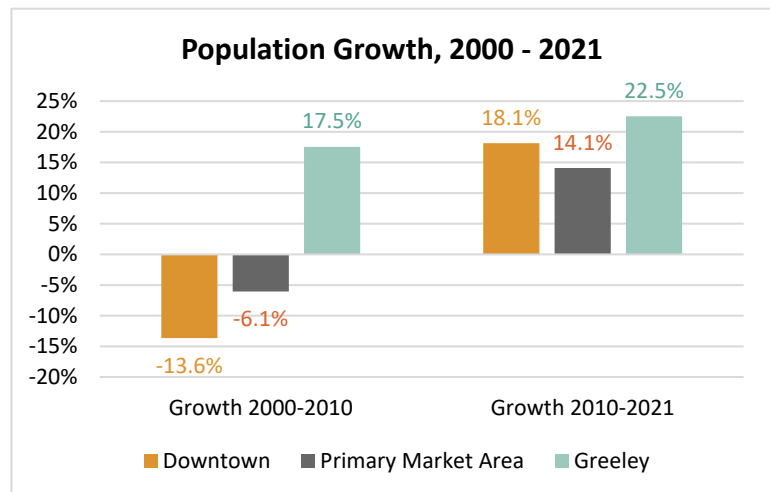
POPULATION GROWTH

- Greeley has added nearly 35,000 residents since 2000 and currently has 112,816 residents³¹. It ranks amongst the fastest growing cities in both Colorado and the country, as many recent news articles and reports have noted. Its population growth since 2010 exceeds Colorado's (15.5%) as well as all of its peer cities, with Fort Collins not far behind (see "Population Growth, 2010-2021")³².
- As of 2021, Downtown contains ~1,300 residents, which is about 1% of Greeley's total. Greeley is on par with its peers in this regard (1% - Cheyenne, Fort Collins and Idaho Falls; 2% - Flagstaff; 3% - Ogden City; 4% - Grand Junction). The Primary Market Area contains about 30% of all Greeley residents.
- The "Population Estimates" table and Greeley "Population Growth" chart indicate that both the Downtown and Primary Market Area lost residents (a 14% and 6% decrease respectively) between 2000 and 2010; the trend reversed in the last decade and both areas gained residents instead (a 18% and 14% increase respectively). As of 2021, resident numbers are slightly greater than they were twenty years ago – there are 2% (which equates to only about 25) more residents in Downtown and 7% more in the Primary Market Area than there were in 2000.
- The City's population growth rate has greatly outpaced that of Downtown and the Primary Market Area over the last twenty years, showing a 44% increase between 2000 and 2021. The growth rate over both decades was strong, with the last decade showing a growth rate 5% higher than the first decade (22.5% and 17.5% respectively). For the City's population growth to outpace Downtown's is somewhat contrary to what has occurred nationally, as well as for several of Greeley's peers (see "Population Growth, 2010-2021"). This is an indicator that most of the growth has been funneled into low density areas outside of Downtown's boundaries. That being said, there is evidence that the most densely populated portion of the population has shifted closer to Downtown in the last decade, which is momentum that can be built upon.

Population Estimates²⁹

	2000	2010	2021
Downtown	1,283	1,108	1,309
Primary Market Area	31,819	29,891	34,106
Greeley	79,192	93,086	114,039 ³⁰

Source: Esri Community Profile

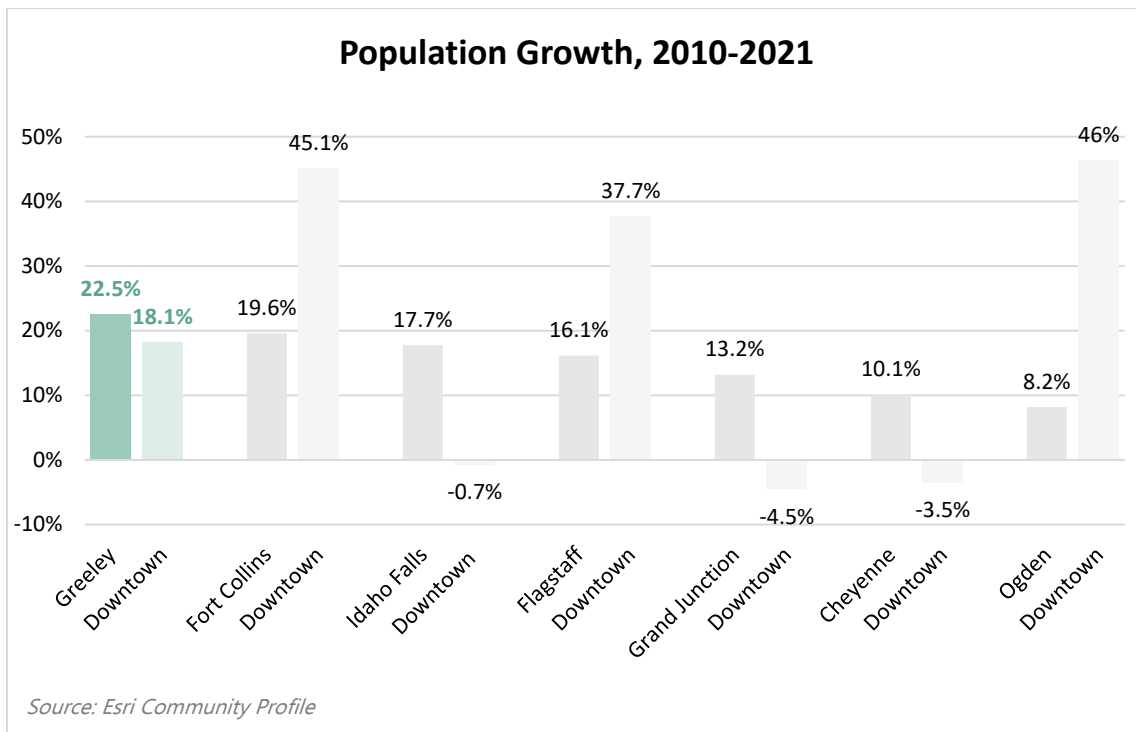


²⁹ Esri data represents estimates as of July 1, 2021

³⁰ City of Greeley Planning Department based on 2020 Census data indicates the population is 112,816

³¹ City of Greeley Planning Department based on 2020 Census data

³² (Suneson, 2021)



DEMOGRAPHICS

- The "Demographics Snapshot" table below shows that as the universe of analyzed data contracts, starting with the City boundary, then moving down to the Primary Market Area boundary and then finally to the Downtown boundary, the following trends emerge:
 - Average household size decreases
 - One person households increase
 - Population of children decreases
 - Households with children decreases
 - Diversity increases (lower percentages of residents identify as "White Alone" and higher percentages of residents identify as "Hispanic," "Some Other Race," "Black," "American Indian," and "Two or More Races")
 - Median household income decreases
 - Educational attainment decreases
 - Percentage of those employed in white collar occupations decreases
 - Percentages of those employed in blue collar and services occupations increase

Demographic Snapshot, 2021³³

	Downtown	Primary Market	Greeley
Population	1,309	34,106	114,039 ³⁴
Residents per acre	4.2	6.9	3.6
Households	719	11,438	40,799
Avg. Household Size	1.76	2.52	2.66 ³⁵
One-Person Households*	48.2%	29.8%	26.1%
Median Age	31.1	25.4	32.0
Children (17 & Younger)	17.9%	20.2%	24.1%
Households with Children*	24.1%	32.1%	35.6%
Gender:			
Female	47%	49%	51%
Male	53%	51%	49%
Race/Ethnicity:			
White Alone	61.9%	69.0%	76.3%
American Indian	2.4%	1.6%	1.2%
Some Other Race	22.7%	19.4%	14.4%
Two or More Races	4.8%	4.5%	3.8%
Black	7.1%	3.9%	2.5%
Asian	1.1%	1.5%	1.9%
Hispanic Origin	50.6%	48.4%	38.7%
Income & Education			
Median Household Income	\$23,760	\$41,430	\$59,358
Bachelor's Degree or Higher	15.7%	19.7%	26.7%
Unemployment Rate	10.3%	14.5%	10.0%
Employed Pop. By Occupation:			
White Collar	46.2%	47.5%	56.1%
Blue Collar	31.0%	31.0%	28.5%
Services	22.5%	21.6%	15.4%

*2015-2019 Estimates

Source: Esri, Community Profile & Population Summary; P.U.M.A.

- Compared to the other two areas, Greeley has the fewest residents per acre (3.6), the largest households on average (2.66 people), the fewest one-person households (26%), the most households with children (24%), the highest median age (32), the highest median income (\$59,358), the highest level of residents holding a Bachelor's Degree or higher (27%), the most white-collar workers (56%), and is the least diverse (24% of residents do not identify as "white alone," and 39% are of Hispanic origin).
- The Primary Market Area has the most residents per acre (6.9), the youngest median age (25.4) and the highest unemployment rate (15%) compared to the other two areas.
- Compared to the other two areas, Downtown has the smallest households on average (1.8 people), the most one-person households (48%), the fewest households with children (18%), the lowest median income (\$23,760), the lowest level of residents holding a Bachelor's Degree or higher (16%), the most blue

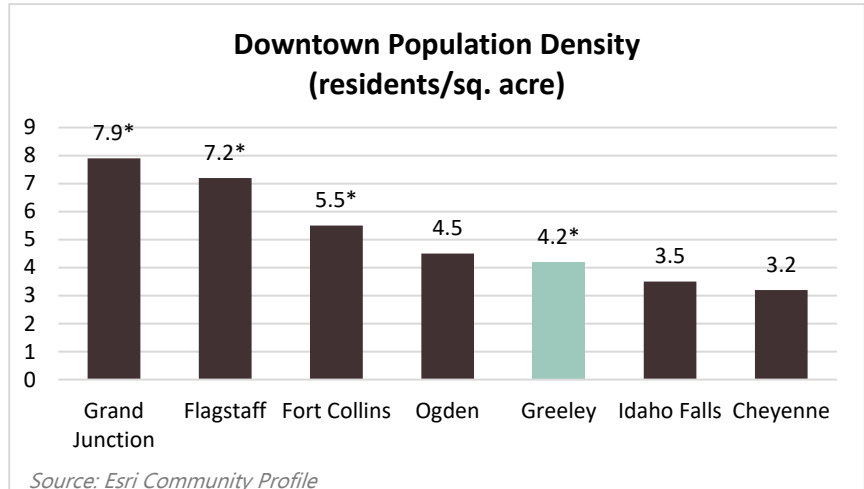
³³ Esri data represents estimates as of July 1, 2021

³⁴ City of Greeley Planning Department based on 2020 Census data states 112,816 as population of Greeley

³⁵ City of Greeley Planning Department based on 2020 Census data states 2.74 as Greeley average household size

collar and service workers (31% and 23% respectively), and is the most diverse (38% of residents do not identify as “white alone” and 51% are of Hispanic origin).

- All three market areas have few residents per acre, with Downtown being only slightly more dense than Greeley as a whole. Typically, downtowns have more residents per acre than their respective cities, but this is true for only half of Greeley’s peers (see “Downtown Population Density” chart; asterisk indicates that the downtown has more residents per square acre than citywide). Regardless, Downtown Greeley is on the low end of population density when compared to its peers.



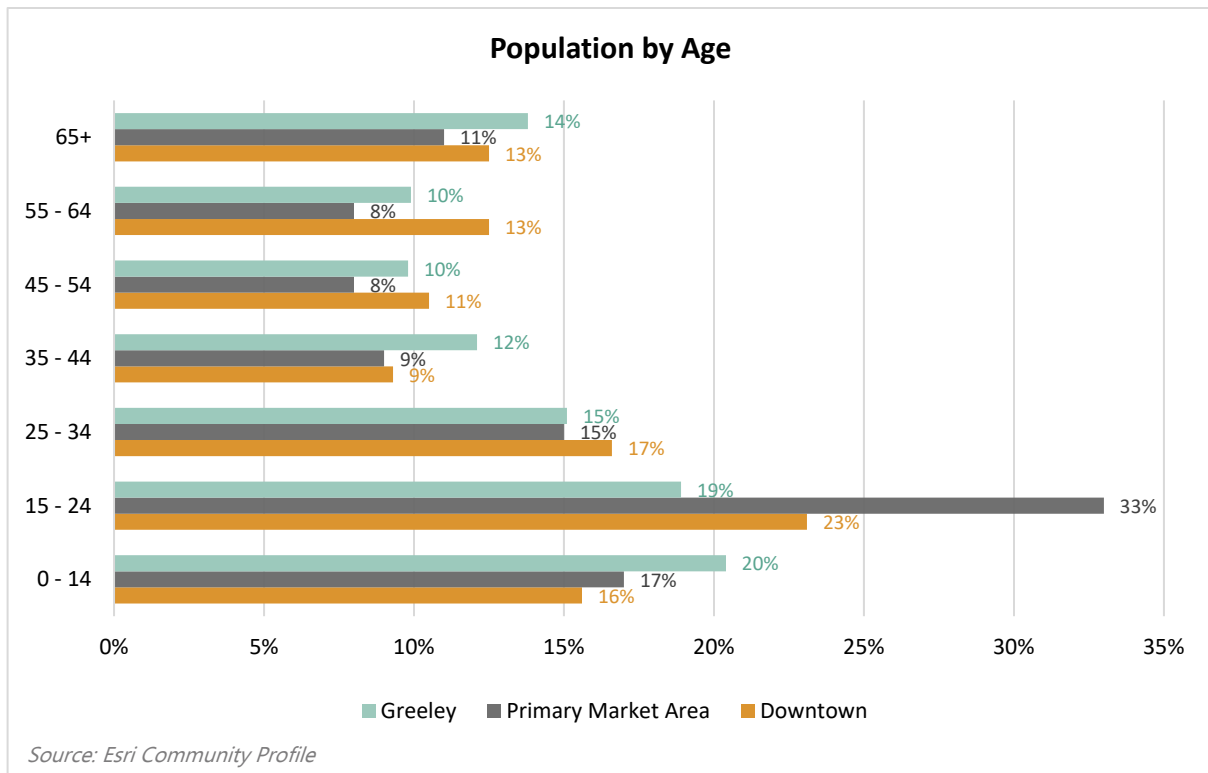
- The median age for all three areas is quite low (25.4 to 32 years), which can be partially explained by the University of Northern Colorado’s presence. As the “Median Age” table indicates, university presence has the same effect in Greeley’s peer cities – of those that have a university, three out of four (Flagstaff, Ogden and Fort Collins) have the lowest median ages (Grand Junction being the one exception). The low median age is also impacted by Greeley’s proximity to major transportation and employment corridors, its easy access to popular recreational areas, its small-town feel and larger-city amenities, as well as its relative affordability compared to many other cities in Colorado.

Median Age		
	2010	2021
Flagstaff	26.8	28.1
Ogden	29.6	31.7
Greeley	29.8	32.0
Fort Collins	29.6	32.0
Idaho Falls	32.5	34.4
Cheyenne	36.6	38.8
Grand Junction	36.8	39.3

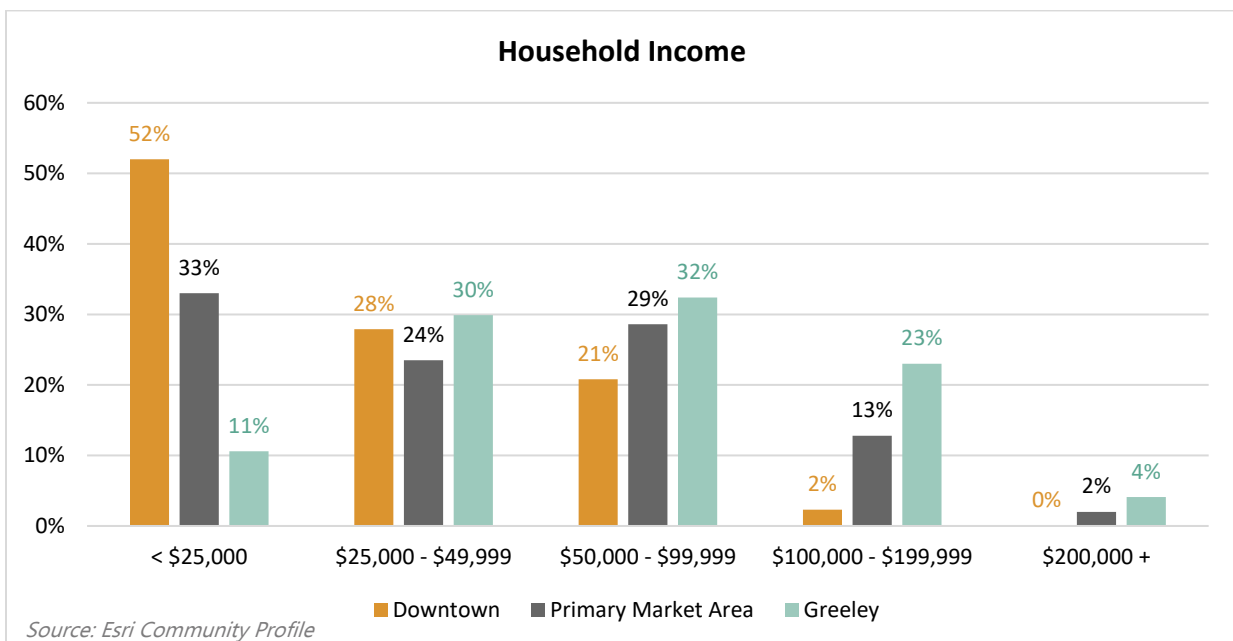
Source: Esri, Community Profile

- The “Population by Age” chart below shows a detailed breakdown of age groups, and compares Greeley, the Primary Market Area and Downtown residents. UNC’s presence drives the fact that the highest percentage of the population for Downtown and the Primary Market Area falls into the 15-24 age bracket (23% and 33% respectively). Approximately 40% of Downtown Greeley residents are aged 15-34—the “young professional,” Millennial, and student populations—which is in line with national trends. This age group tends to seek neighborhoods that are marked by diversity, creativity, culture, walkable areas, transit options, and lots of places to socialize—all elements of a typical downtown³⁶. Downtowns have also been increasingly attracting retirees and empty nesters for similar reasons, and Downtown Greeley appears to be no exception—its 55+ group is the highest out of the three market areas (26%).

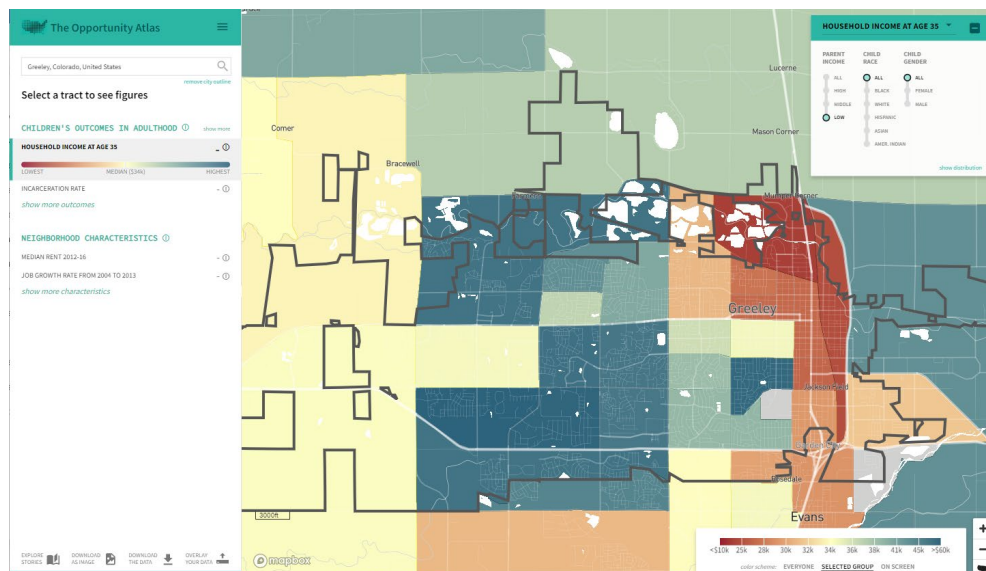
³⁶ (The International Downtown Association, 2019)



- The “Household Income” chart below shows a breakdown comparison between residents of all three areas. Students attending the University of Northern Colorado as well as its relatively high proportions of blue-collar and service workers can partially explain why most households in Downtown (80%) and the Primary Market Area (57%) earn less than \$50K annually. Median household income for peer downtowns together average ~\$36.6K, which is about 54% higher than that of Downtown Greeley (~\$23.8K). This can partially explain why Downtown Greeley has historically been associated with higher levels of poverty.



- The Harvard Opportunity Atlas provides an indicator of how Greeley's market areas have historically fared in terms of their ability to provide opportunities for upward social mobility in adulthood based on where someone grew up, regardless of whether they still live there³⁷. The map below displays neighborhoods where kids went on to earn lower average incomes at age 35 in red while places where kids grew up to earn more are in blue. The majority of the Primary Market Area and the entirety of the Downtown area are shaded in red, which contrasts with the rest of Greeley that is shaded in yellow or blue. Thus, those who grew up in Downtown and the Primary Market Area have not been as successful in emerging from poverty than those who grew up in other parts of Greeley.



UNC IMPACT ON POPULATION

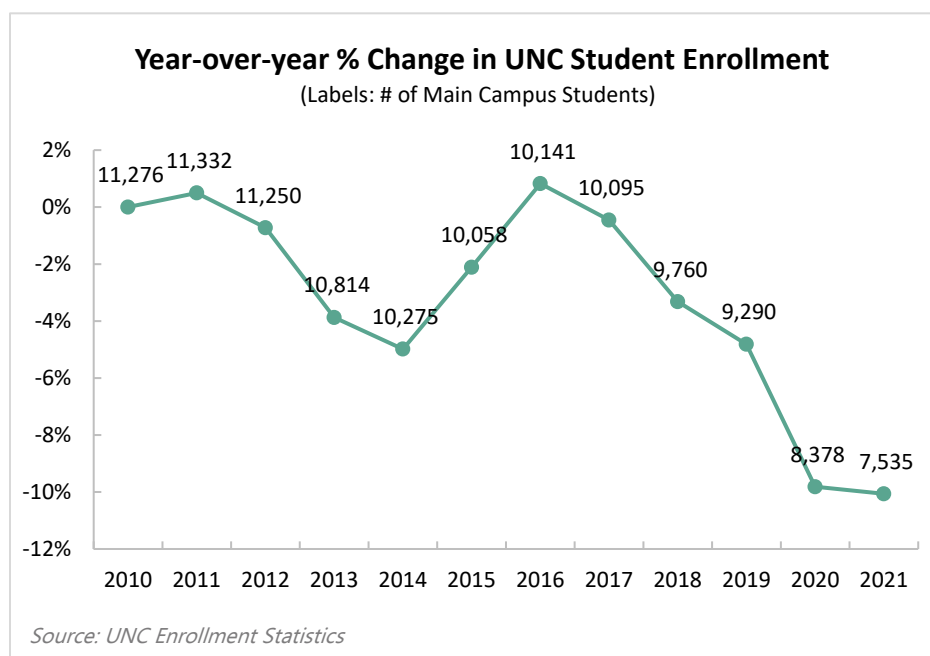
- The University of Northern Colorado (as well as Aims Community College, but Greeley campus-specific data could not be found) impacts the City's population, as well as market conditions in the other two areas. Per the "Percent of Population that are Students" table, about 7% of Greeley's population is made up of UNC students, which is lowest proportion among its peers that also have universities. Students attending universities account for upwards of 30% of some peer city populations, but less than 10% for Greeley.
- UNC's enrollment was 7,535 as of Fall 2021; 6,416 of these students were undergraduates. The "Peer Cities & Downtowns" table on page 3 shows its enrollment is the lowest of all its peer cities that also have universities.

Percent of Population that are Students, 2021

Flagstaff	37%
Fort Collins, CO	37%
Ogden, UT	33%
Grand Junction, CO	12%
Greeley, CO	7%

³⁷ (Harvard Opportunity Atlas, n.d.)

- As the “Year-over-year % Change in UNC Student Enrollment” chart shows, enrollment numbers have decreased a striking 33% since 2010, the bulk of which (29%) has occurred since 2019 (the last pre-pandemic year). National higher education enrollment has experienced similar conditions, although to a lesser extent; university enrollment nationally has been



declining every year since 2011. The National Student Clearinghouse Research Center estimates show that enrollment has declined ~21% since 2010; the highest rate of decline occurred as a result of the pandemic, showing a 7% loss in student enrollment since the last pre-pandemic semester of Spring 2020, which is the largest two-year decrease in more than 50 years³⁸. While COVID accelerated the trend, other issues have contributed to the prolonged decline, including a decrease in the number of births since the last recession, the currently favorable labor market, greater public skepticism of the need for higher education, and rising tuition costs³⁹.

- Downtown stakeholder interviews revealed a desire for Greeley to become more of a “college town” versus a “town with a college” through efforts that include growing enrollment numbers and improving upon connections between UNC and Downtown much like Fort Collins has done. One potential way to do this that is being strongly considered and that stakeholders are encouraging is to locate UNC’s future osteopathic medical school Downtown⁴⁰.

PSYCHOGRAPHICS (i.e., LIFESTYLE SEGMENTS)

- While the demographic data discussed above evaluates the characteristics of residents from a more quantitative perspective (i.e., population change, age, income, education), psychographic data focuses on more qualitative aspects by considering lifestyle, behavior, interests, aspirations, and cultural influences of different segments of the population. To better understand this market’s psychographics, Esri’s Tapestry Segmentation system was used, which categorizes all households into over 67 distinct “Tapestry” (or lifestyle) segments (see “Psychographic Segments” table on the next page).
- The *Social Security Set* and *College Towns* segments combined account for 94% of Downtown residents (as a point of comparison, about 1% of U.S. households fall into each of these lifestyle categories).
- The *Forging Opportunity* segment is the most common for both the Primary Market Area and City.

³⁸ (Nadworny, 2022)

³⁹ (Marcus, 2022)

⁴⁰ (Wood & Stahla, 2022)

- *Social Security Set*: this is an older market, with one-fourth of householders aged 65 or older and dependent on low, fixed incomes, primarily Social Security. Many who would have retired early were unable to in the aftermath of the Great Recession, so almost half still earn wages and salary income. Residents are price-sensitive, have limited resources, and live alone in low-rent, high-rise buildings, located in or close to business districts that attract heavy daytime traffic. They choose to live in the heart of the city with its hustle and bustle, with the added benefit of access to hospitals, community centers, and public transportation.
- *College Towns*: about half of these residents are enrolled in college, while the rest work for a college or the services that support it. Most of these residents live in nonfamily households, with many students either living alone or with several roommates. More than three-quarters of these residents rent their housing. This market is bike and pedestrian friendly. On the whole, it has limited income resulting in limited purchasing power, and instead places more value on new experiences, social outlets, and adventure in their lives.
- *Set to Impress*: this group tends to live in multi-unit apartment buildings with lower than average rents. Forty percent are single-person households. Many work in food service while they are attending college and have lower income levels. These consumers value fashion, trends and personal image, but are also price sensitive. They are always looking for a deal and will stock up when the price is right due to a sale. These residents are into the local music scene.
- *Dorms to Diplomas*: this is the youngest market with half of the population aged 20–24. They live alone or with roommates in a mix of dorms, on-campus and off-campus housing that cater to young renters. This market prefers biking and public transportation to get around. They experiment with purchasing various brands and products, having yet to establish preferences. Although school and part-time work take up many hours of the day, the remainder is usually filled with socializing, having fun with friends around town and recreationally, and plugging into the online world.
- *Forging Opportunity*: family is central to this market, which is largely comprised of younger families with children or single-parent households with multiple generations living under the same roof. One in four households is below the poverty level and the rest are very budget-conscious, mostly limiting their spending to necessities bought from discount department stores and the occasional dinner out. Nearly 60% of workers have a high school diploma and are employed in skilled positions across the manufacturing, construction, or retail trade sectors.
- *Bright Young Professionals*: this market is made up of young (median age 33), educated, working professionals living on the urban outskirts. Largely made up of couples, they rent more often than own, and over a third live in multiunit apartment buildings or rowhomes. Median household income, median home value, and average rent are close to the US values. Most have white-collar occupations. Residents of this segment are physically active, keep up on the latest technology, and their purchasing decisions are impacted by their concern for the environment.
- *Metro Fusion*: this is a young, diverse market, with many that do not speak English fluently. They are highly mobile and most live in midsize apartment buildings. Many have young children and a quarter are single-parent families. This is a hardworking market with residents that are dedicated to climbing the

Psychographic Segments	
Downtown	
1. Social Security Set	68%
2. College Towns	26%
3. Set to Impress	2%
Primary Market Area	
1. Forging Opportunity	16%
2. Dorms to Diplomas	14%
3. College Towns	14%
Greeley	
1. Forging Opportunity	9%
2. Bright Young Professionals	7%
3. Metro Fusion	6%

Source: Esri, Tapestry Segmentation Profile

ladders of their professional and social lives. They readily spend money on the latest fashion and electronics, unless they are saving for something specific.

Housing Market

GREELEY MARKET

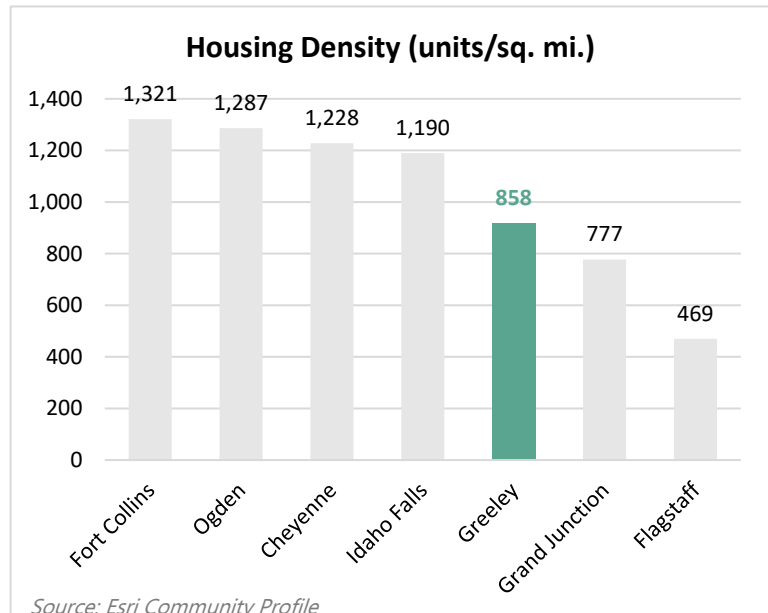
- Housing has become Greeley's strongest real estate sector. It has seen housing prices rise to record highs over the last several years. In turn, the City is now faced with housing affordability challenges like the rest of the fastest growing cities in Colorado and the nation.
- Greeley has approximately 43,000 housing units according to Esri estimates (see the "Housing Snapshot" table). Compared to the other two areas, Greeley has the highest percentage of owner-occupied units (38%), the lowest vacancy rates (5%), the highest median home value (\$359,264), the most detached housing units (58%), and the fewest multifamily housing units (47%). There are nearly 20% more owner-occupied housing units than renter-occupied units.
- Compared to its peers, Greeley is on the low end of housing density according to the "Housing Density (units/sq. mi.)" chart. While it's the third largest in area, it is fifth in terms of housing density, illustrating that it has fairly low-density development patterns. Only two peer cities (Grand Junction and Flagstaff) are lower in housing density than Greeley.

Housing Snapshot, 2021

	Downtown	Primary Market Area	Greeley
Inventory (Units)	825	12,630	42,751
Percent of City's Total	1.9%	30%	
Renter-occupied	76%	56%	57%
Owner-occupied	12%	34%	38%
Vacant	13%	9%	5%
Median Rent*	\$673	\$776	\$908
Median Home Value	\$212,500	\$284,812	\$359,264
Detached*	21%	47%	58%
Multifamily*	79%	53%	47%

* 2015-2019 Estimates

Source: Esri, Community Profile



Source: Esri Community Profile

Housing Costs

- There are various tools available to help estimate up-to-date housing costs. For this report, Esri, Zillow, and CoStar were used to reveal trends.

- According to Zillow's up-to-date estimates as shown in the "Home Values" table (sorted in descending order of 1-year percent change), Greeley's median home value is approximately \$451,500, which is the third highest among its peer cities, yet 22% less than Colorado's. Greeley's housing prices were still under \$300K until as recently as May 2018, which was also true for four of its peer cities (Ogden, Idaho Falls, Grand Junction & Cheyenne).

- Zillow data also reveals that while Greeley's median home value is the lowest among Colorado's major front range cities (7%-60% lower), it has increased by a

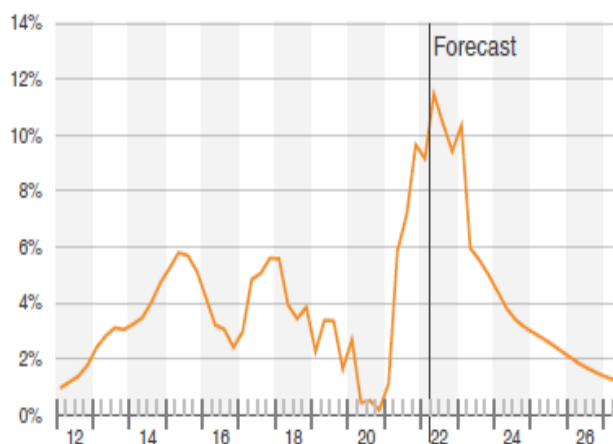
Home Values			
	Esri: Median Home Value, 2021	Zillow: Home Value Index, 2022	Zillow: Home Value Index 1-year % Change, 2022
Flagstaff	\$375,796	\$646,561	35.3%
Ogden	\$239,355	\$399,116	34.2%
Idaho Falls	\$232,337	\$392,215	26.4%
Greeley	\$359,264	\$451,591	24.2%
Fort Collins	\$433,783	\$578,655	23.6%
Grand Junction	\$315,411	\$374,498	22.6%
Cheyenne	\$245,645	\$359,394	15.6%

staggering 24.2% in the last year, which is more than some and less than other peer cities, but exactly in line with Colorado's increase of 24.1%. This has made Greeley (and all Colorado) homes increasingly hard to purchase for first-time buyers and workers (whose wages have risen at a rate that is a fraction of the rate of climbing housing costs⁴¹).

- All of the peer cities analyzed are similarly challenged with escalating for-sale housing costs at varying degrees. According to Zillow, Greeley home values and one-year percent change in values haven't risen as much as they have in some peer markets, but more than in others (Greeley is 3rd highest and 4th highest respectively).
- Greeley rental prices can be compared to its peers by using Esri's 2015-2019 and Rent Café's 2022 estimates as shown in the "Rental Values" table. Similar to home values, Greeley's rental prices were third highest (behind Flagstaff and Fort Collins) according to both data sources.
- According to CoStar, Greeley's 2022 average market rent is \$1,260 and has grown over 30% since 2012 (see "Greeley Market Rent Growth (YOY)" chart). Between 2012 and 2019 (pre-COVID), Greeley's year-over-year market rent increased roughly 3% on average and was trending downward. Rents virtually froze early in the pandemic, but since then, rents have increased at rates much higher than pre-pandemic times (6% in 2021 and ~7.5% so far this year on average, or ~13.5% total).

Rental Values		
	Esri: Median Rent, 2015-2019	Rent Café: Average Rent, 2022
Flagstaff	\$1,173	\$1,901
Fort Collins	\$1,273	\$1,755
Greeley	\$908	\$1,374
Ogden	\$749	\$1,148
Cheyenne	\$767	\$934
Idaho Falls	\$648	n/a
Grand Junction	\$802	n/a

Greeley Market Rent Growth (YOY)



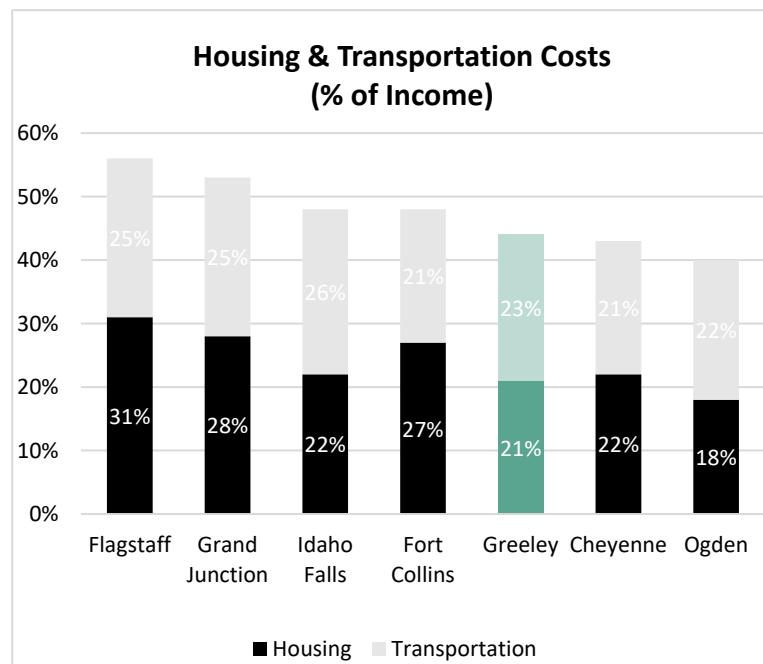
⁴¹ (City of Greeley, 2019)

- The “Pandemic Peer County Rent Growth Rates” table allows a comparison among Greeley’s peers at the county level. A similar high rent growth rate trend since the beginning of the pandemic is apparent; only two of Greeley’s peers have seen rent growth rates that outpace its own⁴².
- One of the reasons for such drastic increases in rent prices is the increase in demand – Greeley was 77 on the list of 100 of the top U.S. cities for renter net migration, gaining 1.6 new renters from elsewhere per renter that moved out in 2021⁴³. Another report puts Greeley as the 4th most popular City among all the nationwide options for people migrating from Denver to Greeley between 2015 and 2019 (netting 3,919 residents)⁴⁴.
- The Housing and Transportation (H+T®) Affordability Index is another tool that can provide a glimpse into a community’s affordability and how cost burdened its households are by measuring local housing and transportation costs as a percentage of income. Compared to its peer cities, Greeley’s households, which spend 44% of income on housing and transportation on average, are more cost-burdened than only two (or 1/3) of its peer cities (Cheyenne and Ogden) and less cost-burdened than four (or 2/3) (Flagstaff, Grand Junction, and Idaho Falls and Fort Collins). Only Greeley, Cheyenne, and Ogden meet the definition of affordable, which requires that no more than 45% of income be utilized for both housing and transportation costs⁴⁵.

Pandemic Peer County Rent Growth Rates

	Change during pandemic (Q1 2020 through Q1 2022)
Weber (Ogden)	22%
Bonneville (Idaho Falls)	13%
Weld (Greeley)	12%
Coconino (Flagstaff)	12%
Laramie (Cheyenne)	8%
Larimer (Fort Collins)	7%
Grand Junction (Mesa)	6%

Source: Washington Post article Apr 22, 2022 citing CoStar data



Market Dynamics

- All of the aforementioned data points are congruent with national trends, with housing costs at an all-time high for a number of reasons, including:
 1. *Demand exceeding supply of new builds* – Greeley has seen explosive population growth (as noted above), but residential construction has not kept pace.

⁴² (Bhattarai, Alcantara, & Van Dam, 2022)

⁴³ (Chantree, 2022)

⁴⁴ (Where people in Denver are moving to most, 2022)

⁴⁵ (1000 Friends of Wisconsin, n.d.)

2. *Rising construction costs* – Construction has become much more expensive in the last decade and especially since COVID. The chief driver of this condition has been increasing material costs due to supply chain issues and increasing labor costs due to a shortage of skilled labor.
 3. *A lower density development pattern* – Peer city research shows that Greeley is on the low end of housing density. Low-density cities, such as Greeley, tend to be ripe for a high cost per unit structure as their population increases.
 4. *Lack of inventory available* – Mortgage interest rates hit record lows to protect the economy during the pandemic, which inspired many to pursue the purchase of a home, creating a great deal of competition over for-sale housing inventory. This rapidly drove home values up, pricing out many would-be home buyers and keeping them in the rental market. This, in turn, caused demand for rental units to rise and turnover to wane, resulting in very low vacancy rates and high market rents. Greeley has not been immune to these dynamics and is quickly becoming an unattainable market to rent in or buy into for households at or below the average income level. While the pace of rent-growth is predicted to ease a bit, it's likely to continue at a rate greater than pre-pandemic levels, which means that housing affordability will continue to be a big challenge⁴⁶.
 5. *Escalating cost of raw water* – The cost per acre foot of municipal water supplied by the Colorado Big Thompson Project has at least tripled in recent years, with most of it currently going toward landscape irrigation⁴⁷.
 6. *Missing homes not built during the Great Recession and Greeley residential downturn* – Financing for any real estate or construction activity was difficult to obtain during the Great Recession. Greeley also experienced a residential downturn from 2016 to 2017. Thus, while Greeley's population was rapidly increasing, few units were built to house them during these times, resulting in a shortage of well over 1,000 units required to keep pace with population growth and setting the stage for this problem to be further exacerbated in subsequent years⁴⁸.
- Greeley is attempting to address this challenge, having completed a strategic housing plan in 2019 that aims to build 5,557 housing units by 2024 at prices all along the spectrum⁴⁹. Greeley issued 2,135 residential permits between 2019 and 2021; if all of those units are built, Greeley will have met 38% of its goal⁵⁰. The plan also outlines the following strategies to alleviate the pressure on housing affordability:
 1. Amend the Development Code
 2. Minimize Infrastructure Costs
 3. Engage Alternative Housing Providers
 4. Improve the Housing Product Mix
 5. Address the Impact of Raw Water Cost on Housing Affordability
 6. Complete Subarea & Neighborhood Plans
 7. Encourage Ownership, Move-up & Executive Housing Options
 8. Encourage Vocational Training & Apprentice Programs
 9. Facilitate Development of Manufactured Home Communities

⁴⁶ (Apartment List Research Team, 2022)

⁴⁷ (City of Greeley, 2019)

⁴⁸ (City of Greeley, 2019)

⁴⁹ (City of Greeley, 2019)

⁵⁰ (McCready, 2022)

Student Housing

- As previously noted, approximately 7,500 students are enrolled in UNC. It's estimated that around 67% (or ~5,000) of undergraduate and graduate students originate from outside the region, most of whom need housing on or close to the Downtown-adjacent UNC campus⁵¹. According to CoStar, UNC offers about 3,500 dormitory beds, meeting the needs for about 70% of these relocated and retained students, and leaving approximately 1,500 students in need of off-campus housing.
- Monthly costs for dormitories are \$589. Rents for properties that market themselves as student housing range from \$464 to \$796 per month per bed, with \$588 being the median. As with other types of housing, student housing rents have steadily increased over the last decade (58% since 2010), even while occupancy rates have declined to 84.4% since the beginning of the pandemic. Three of the properties, providing 232 beds, are within the Downtown boundary and another 6 properties, providing 430 beds, are within a quarter mile of Downtown. All told, 662 beds are provided by off-campus student housing properties.
- UNC's contribution to Greeley's housing affordability problem has apparently been fairly minimal compared to its peers with universities. For now, its enrollment has slowed and dormitory as well as off-campus beds serve the majority of the student housing needs. However, students are still attracted to the prospect of living Downtown, and there is ample opportunity to welcome them as Downtown residents, especially as safety improves and more student housing options become available.

Greeley Student Housing, 2022

	Beds
2006 9th Ave	5
2007 8th Ave	5
1931 11 th Ave	70
1750 6 th Ave	260
815-919 16th St*	5
724 16th St*	6
2115 8th Ave	6
1424 11 th Ave	84
1640, 1540 & 1521 8th Ave* **	221

*property within Downtown boundary

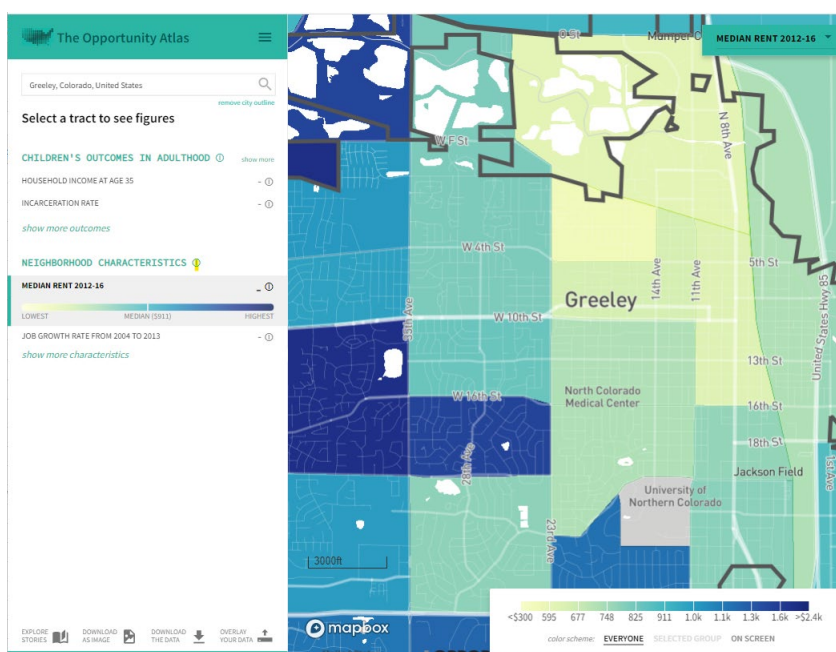
**property is 18% students

Source: CoStar University Report

DOWNTOWN MARKET

- According to Esri estimates shown in the "Housing Snapshot" table on page 30, Downtown contains 825 housing units, or under 2% of Greeley's housing inventory (note: these are based on Census estimates and aren't necessarily reflective of individual developments that have come online recently, such as the Apartments at Maddie).
- Compared to the other two areas (Primary Market Area and Greeley as a whole), Downtown has the highest percentage of renter-occupied units (76%), the lowest percentage of owner-occupied units (12%), the highest vacancy rates (13%), the lowest median home value (\$212,500), the most multifamily housing units (79%), and the fewest detached housing units (21%).
- The median value of Downtown homes is 41% less than that of Greeley and 25% less than that of the Primary Market Area. The same is true for median rent prices, but to a lesser extent, with Downtown rents being 26% less than that of Greeley and 13% less than that of the Primary Market Area. According to Harvard's Opportunity Atlas (see map below), this has been the case with rent prices for quite some time, which contributes to Downtown's stigma as having a much higher concentration of poverty than the rest of Greeley:

⁵¹ (University of Northern Colorado, 2022)



- While Downtown residents have had many barriers to increasing their social mobility, Downtown housing prices have been relatively attainable for households at or below median income levels, including many of those that work in blue-collar and hospitality/service-based jobs that make up large portions of Downtown’s employment base. As Downtown’s prosperity grows, it both increases opportunities for residents to rise above their disadvantaged roots and creates the threat of displacement as property values and rent prices increase.
- Multifamily units greatly outpace detached units in Downtown (79% vs. 21%), while the opposite is true for Greeley as a whole.
- Most of its households (76%) are renter-occupied, which is true across the other two Greeley markets, but to a lesser extent.
- Downtown’s residential vacancy rate of 13% is more than double Greeley’s (5%).
- CoStar drills down to the multifamily rental market and provides an up-to-date picture of conditions, as shown in the “Multifamily Rental Market” table. According to this data, Downtown’s average market rents for multifamily units are ~6% lower than the Primary Market Area’s ~16% lower than the City’s.

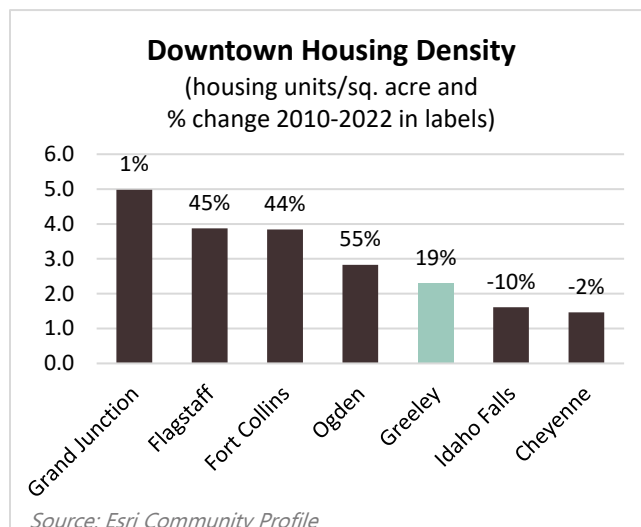
Multifamily Rental Market, 2022

	Downtown	Primary Market Area	Greeley
Inventory (Units)	884	3,196	11,020
Vacant Units	49	144	875
Vacancy Rate	5.5%	4.5%	7.9%
Avg. Market Rent per Unit	\$1,089	\$1,023	\$1,260
Studio	\$1,000	\$995	\$986
1 Bedroom	\$1,063	\$1,025	\$1,160
2 Bedroom	\$1,264	\$1,037	\$1,316
3 Bedroom	\$1,010	\$991	\$1,543

Source: CoStar

- Downtown has 884 multifamily units, or 8% of the City's total.
- Many cities, including peers, have been increasing residential housing density in their downtowns over the last decade to alleviate strains on the market—a trend that was somewhat delayed in Downtown Greeley (see “Downtown Housing Density” chart)⁵². The Downtown rental market has been making great strides in the last couple of years.

- Another 84 units (or 12.3% of all of Greeley's under construction units according to CoStar) will come online soon when Greeley's first 4-star rated property (The 55+ Resort Apartments) is completed. When those units are available, ~395 new units (as much as 40% of Downtown's total multifamily rental units) will have come online since 2020, which indicates a recent, and strong, focus on this market sector (see “Recent Downtown Multifamily Residential Development Activity” table). This was echoed by various area real estate professionals, who report putting the majority of their resources, thanks in part to



incentives, into developing and/or renovating multifamily units Downtown, especially of the more upscale variety along the 8th Avenue corridor. According to CoStar data, rents are approximately 50% higher on average for these new units than those that existed prior and had an average year-built date of 1935. Local real estate developers anecdotally supported this data by reporting that their newer, higher end products are fetching the highest rents in town at an average of \$2.25 per square foot.

Recent Downtown Multifamily Residential Development Activity

	Address	Units	Completion
55+ Resort Apartments	1100 8th Ave	84 new	TBD
Apartments at Maddie	1640, 1540 & 1521 8th Ave	221 new	Sep-20
Immaculata Plaza Phase II (affordable; renovation & new)	530 10th Ave	25 reno 29 new	TBD
The 609 Studios (renovation & new)	609 8th Ave	50 reno 61 new	Mar-20

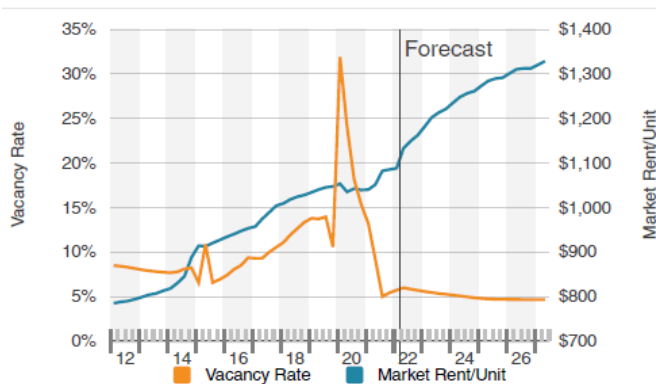
Source: Greeley Downtown Development Authority

- The feeling among local real estate experts is that ~2,000 units are needed (many of which need to serve higher income-earning residents) to reach a critical mass that will meaningfully support a shift to a focus on commercial retail developments.
- As shown in the “MF Vacancy & Market Rent/Unit” charts below, Downtown has historically had higher vacancy rates than the Primary Market Area or City, but they’re trending lower and becoming more in line with the Primary Market Area’s. Today, 5.5% of Downtown’s units are vacant, which is the lowest vacancy rate it’s had in the last decade, save for one slightly lower rate in 2021.
- Compared to the Primary Market Area and the City, Downtown was less stable at the onset of the pandemic; vacancy rates shot up to over 30% in 2020, while the other two area’s rates did not go above 13% during this time. Downtown has proved its resiliency since then, having come back from the highest vacancy rate in Greeley and doing so very rapidly.

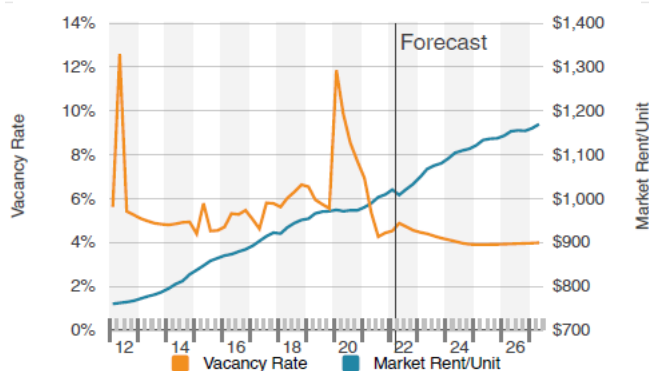
⁵² (The International Downtown Association, 2019)

- National vacancy rates have been trending downward since before the pandemic but have eased since, hitting a low of 4.1% in fall 2021, which indicates yet another force that has contributed to the rise in rental housing costs. National vacancy rates are currently at about 5%, which are in-line with Downtown and Primary Market Area rates, but nearly 3% lower than Greeley's⁵³.
- Trends show that even when the area's vacancy rates remained stable and/or increased over the past decade, market rents continued to increase at substantial rates—a trend that is likely here to stay. Rents have grown somewhere between ~15% and 30% for all the areas examined since 2012, with Downtown experiencing the highest growth rate and the City experiencing the lowest.

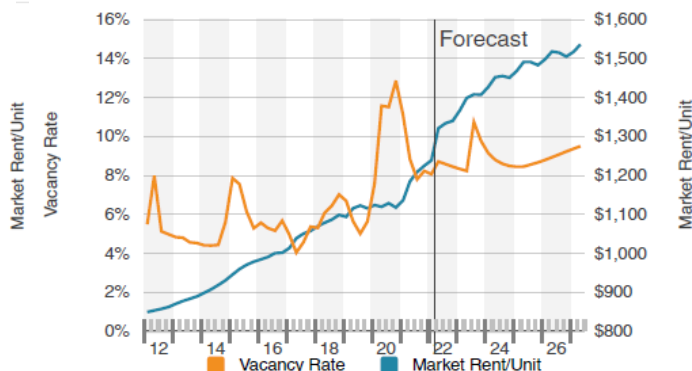
Downtown MF Vacancy & Market Rent/Unit



Primary Market Area MF Vacancy & Market Rent/Unit



Greeley MF Vacancy & Market Rent/Unit



- All told, housing appears to be a strong market for Downtown moving forward. There is healthy demand for more units at all price points, but especially those on the higher end to attract more residents with greater incomes that can better support retail as well as begin to dilute the high concentration of poverty in Downtown. Downtown's housing is also likely to be increasingly attractive to varied users, including UNC students, retirees, and young professionals employed nearby. While Downtown can't solve the City's affordability crisis, it can play an important role in diversifying Greeley's housing stock and adding new units to a strained market.

⁵³ (Apartment List Research Team, 2022)

3. WORK

The Greeley Economy

- Greeley is the support and processing hub for fruitful Weld County, which is the top agricultural producing county in the nation outside of California, as well as home to the largest number of active wells in any county in the United States⁵⁴. Its education sector is 24% more concentrated than the national average and both employs a large percentage of Greeley’s workers and offers many post-secondary education programs that turn out skilled talent, especially for two of its key industry sectors—healthcare and construction⁵⁵. Its retail and accommodation & food service industries also employ a robust number of employees.
- According to the Census, Greeley’s five largest employment sectors, organized into the standard NAICS codes, are: (1) Health Care & Social Assistance, (2) Manufacturing, (3) Educational Services, (4) Retail, and (5) Accommodation & Food Services (see “Greeley Jobs by Industry” chart on page 42). Together, these five industries account for over half of all jobs in Greeley.
- The ten largest employers in Greeley are shown in the “Largest Greeley Employers” table. Greeley heavily relies on food manufacturing (JBS Swift & Company & Colorado Premium Foods), medical centers (Banner/North Colorado Medical Center & University of Colorado Health Systems), higher education institutions (University of Northern Colorado & Aims Community College), and the public sector (School District, County, and City) to supply its jobs. These employers alone provide over one third of Greeley’s total jobs, indicating a strong reliance on their continued success.
- UNC and Aims Community College are not only two of the City’s largest employers, but an anchor of the local economy, with a solid population of students supporting businesses around town, some of which work part-time as well, and a regular infusion of talent in to the local economy through its graduates, which are often coming from programs that compliment some of Greeley’s key industry sectors.
- Greeley’s key industry sectors (shown in “Greeley’s Key Industry Sectors” table), identified by Greeley’s Department of Economic Health and Housing, are

Largest Greeley Employers, 2021

Employer	Employees
1. JBS Swift & Company	4,341
2. Banner/North Colorado Medical Center	3,710
3. Greeley/Evans School District 6	2,200
4. University of Northern Colorado	1,717
5. Weld County	1,615
6. City of Greeley	1,100
7. University of Colorado Health Systems (All Weld)	1,030
8. State Farm Insurance Companies	948
9. Aims Community College	797
10. Colorado Premium Foods (K2D, LLC)	550

Source: Greeley’s Department of Economic Health & Housing

Greeley’s Key Industry Sectors, 2021

Energy & Power
Agriculture & Food
Construction Products & Services
Education
Health Services
Professional Services

Source: Greeley’s Department of Economic Health & Housing

⁵⁴ (Site Selection: Key Industry Sectors, 2022)

⁵⁵ (Greeley Economic Development: Industries, 2022)

backed by an analysis below of top employers, location quotients, wages, local post-secondary education programs, jobs and job growth by industry.

- **Energy & power** jobs are classified within the Mining and Oil & Gas Extraction NAICS code, which held Greeley's highest location quotient of 7.63 in 2021 according to Emsi, indicating a very high concentration of employment in Greeley compared to the national average. Census data also indicates that this industry in Greeley has grown more than any of its peers since 2010. While there are no energy & power companies in Greeley's top ten employers list, there are over 2,000 people employed within this sector according to the Census, making it Greeley's 8th largest industry. These jobs provide ~72% higher average wages than the Greeley average according to Emsi. While low oil prices and COVID initially caused the industry to contract with Greeley losing about 20% of these jobs since 2016, it is showing strong signs of recovery. Greeley is the epicenter of Weld County, which is currently responsible for 84% of the state's oil production and 50% of its gas production⁵⁶. While the future of the oil & gas industry is in flux, it's likely that Greeley will continue to be one of the major locations for oil and gas production for the foreseeable future. Greeley is also looking to diversify within this sector, expecting an increase in jobs related to the solar and wind industries⁵⁷.
- Greeley's **Agriculture & Food** jobs mostly involve manufacturing and processing. Manufacturing is Greeley's second-highest employment-generating industry, supplying 12% (~6,000) of all jobs according to the Census. These jobs are largely supplied by two of Greeley's top employers, numbering nearly 5,500 food manufacturing jobs. Manufacturing overall has increased 7% since 2016 according to Emsi, with Cheese Manufacturing (24%), Animal (except Poultry) Slaughtering (8%), and Breweries (101%) showing the strongest gains. Its location quotient of 1.76 also indicates that Greeley has nearly twice the concentration of these jobs compared to the national average.
- While there are no **Construction** products & services employers in the top ten list, and the number of jobs in this category do not make Greeley's top five, they still make up 5% (~2,300) of Greeley's total jobs according to the Census, making Construction Greeley's 7th largest industry. It's also Greeley's sixth-fastest growing industry since 2016 according to Emsi, showing an 18% gain. It's sixth in terms of proportion of Greeley establishments (~7%) according to Esri. The industry has the added benefit of being able to pull local talent from the ten post-secondary education programs offered at Greeley's higher education institutions⁵⁸.
- **Education** is one of the most obvious of Greeley's key industry sectors, as three of its top ten employers fall into this category and it is the third largest industry, supplying 11% (~4,500) of all jobs according to the Census.
- **Healthcare** is another obvious differentiator for Greeley, with two major hospital systems making the top ten employers list, and Health Care & Social Assistance being the top industry, supplying 16% of all jobs according to the Census. Additionally, Esri data suggests that businesses classified in this category (14%) make up the greatest proportion of Greeley businesses. This sector also enjoys the benefits of being able to pull local talent from the ten post-secondary education programs in the area⁵⁹.
- The **Professional Services** sector is necessary to support most of the other sectors, and is the NAICS category that has experienced the second-highest job growth since 2016 of 30% (Emsi).

⁵⁶ (Oil and Gas Energy: June 2022 Production Report, 2022)

⁵⁷ (Fernandez, Greeley's diversifying economy is more than just beef and oil, 2020)

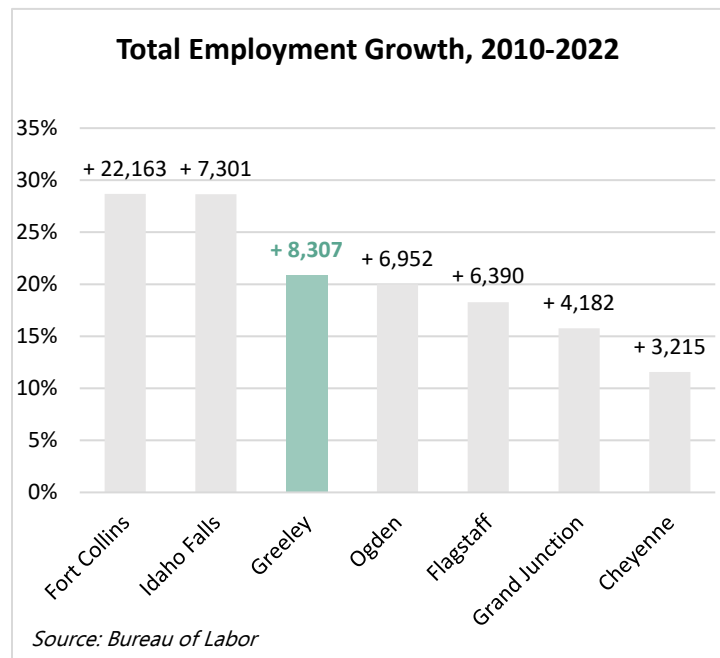
⁵⁸ (Greeley Economic Development: Industries, 2022)

⁵⁹ (Greeley Economic Development: Industries, 2022)

These jobs offer wages ~33% higher than Greeley's average wage. Professional Services businesses also account for 8.3% (or 290) of Greeley businesses, which is the fourth highest number per Esri.

EMPLOYMENT GROWTH

- The Bureau of Labor Statistics indicates that Greeley employs ~49,500 people.
- Greeley has seen strong employment growth over the last decade, adding ~8,300 jobs, which equates to ~20% increase in total employment since 2010.
- Greeley's employment growth is among the fastest of its peers. The "Total Employment Growth" chart shows that Fort Collins and Idaho Falls are the two fastest-growing economies relative to their size, with Greeley being the third-fastest, trailing by about 7% in growth. Greeley has experienced the second-largest increase in actual employment numbers since 2010, with Fort Collins adding over twice as many jobs in the same time period.
- As far as types of jobs, Greeley has grown its Mining and Oil & Gas Extraction and Management of Companies industries more than any of its peers since 2010 (see "Peer Jobs Per Industry" table on the next page). It's also experienced the second-highest growth in its Accommodation & Food Services and Public Administration industries, right behind Idaho Falls for both. Greeley has lost more jobs than any of its peers in the Manufacturing, Finance & Insurance, and Administrative & Support industries.



Peer Jobs Per Industry, % Change 2010-2019

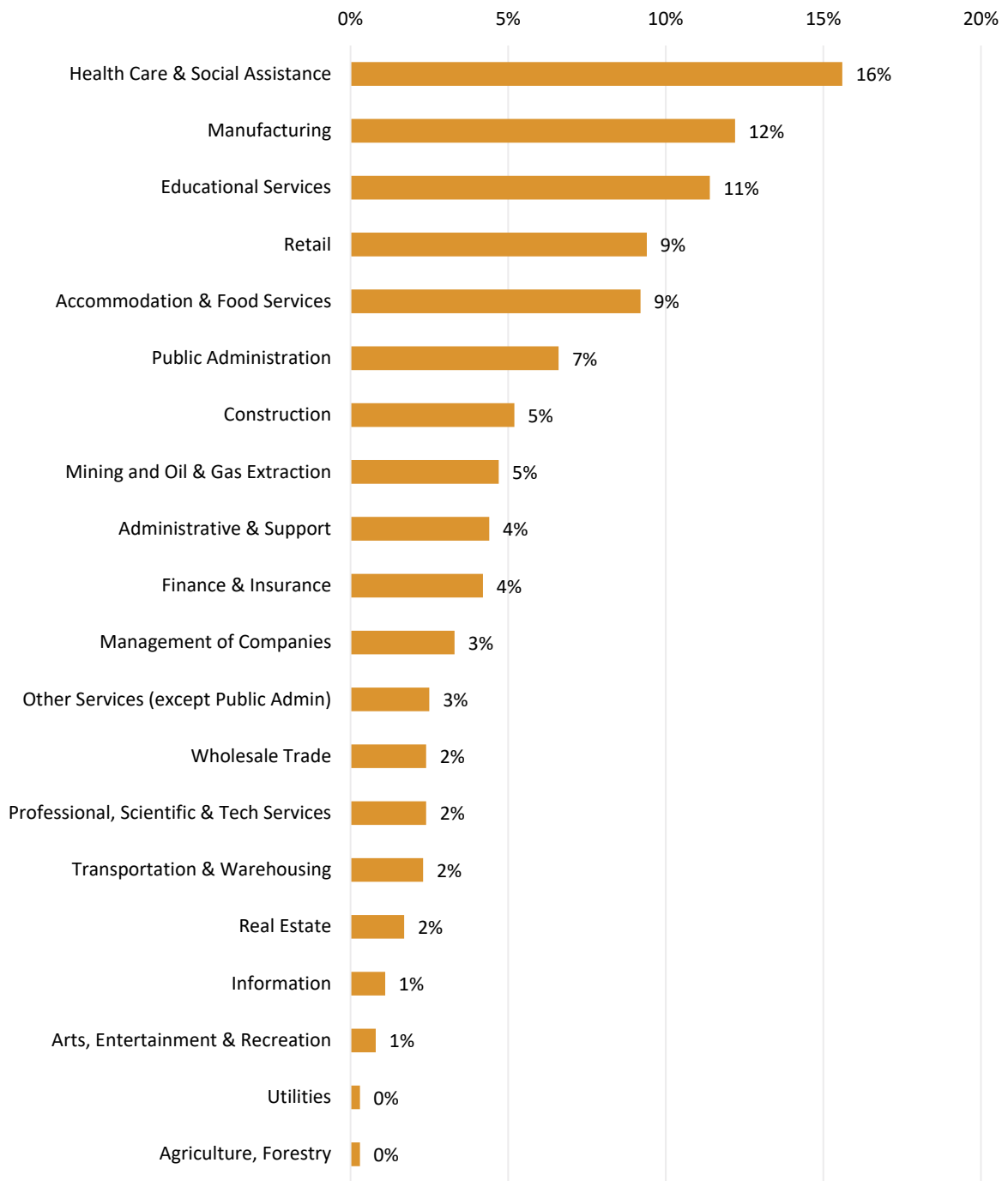
	Greeley	Fort Collins	Cheyenne	Grand Junction	Idaho Falls	Ogden	Flagstaff
Health Care & Social Assistance	4.4%	6.1%	1.2%	6.2%	4.6%	-9.8%	9.3%
Mining and Oil & Gas Extraction	3.9%	0.2%	0.4%	-1.2%	0.0%	0.0%	0.0%
Management of Companies	2.0%	0.3%	-0.1%	-0.2%	0.2%	-0.2%	0.4%
Accommodation & Food Services	1.5%	0.3%	0.2%	0.6%	1.7%	0.1%	-1.5%
Construction	1.2%	0.8%	1.4%	1.6%	0.2%	2.3%	1.2%
Public Administration	0.7%	-1.0%	-2.0%	-2.8%	1.9%	0.0%	0.0%
Real Estate	0.3%	-0.1%	-0.2%	-0.2%	0.1%	-0.2%	0.3%
Transportation & Warehousing	0.1%	0.0%	2.0%	-0.4%	0.0%	0.5%	-1.4%
Utilities	-0.1%	-0.4%	0.0%	-0.2%	0.0%	-0.1%	0.2%
Other Services (except Public Admin)	-0.2%	0.2%	0.0%	0.1%	-0.1%	-0.8%	-0.1%
Arts, Entertainment & Recreation	-0.2%	0.1%	0.4%	0.5%	0.2%	0.6%	-1.1%
Professional, Scientific & Tech Services	-0.3%	-1.9%	0.6%	-0.5%	-1.5%	0.3%	-0.8%
Information	-0.3%	0.5%	-0.4%	-0.9%	-1.5%	-0.4%	-0.2%
Agriculture, Forestry	-0.3%	0.0%	0.0%	0.0%	0.0%	0.4%	0.0%
Administrative & Support	-1.3%	0.7%	0.0%	-0.2%	1.1%	4.8%	-0.4%
Wholesale Trade	-1.6%	0.4%	0.1%	-0.5%	-2.4%	-0.5%	0.4%
Retail	-1.6%	-1.4%	-2.1%	-3.5%	-1.0%	0.5%	-7.0%
Educational Services	-2.0%	-6.0%	-0.9%	1.1%	-0.3%	-0.1%	0.6%
Manufacturing	-3.1%	1.5%	-0.7%	1.2%	0.3%	2.7%	0.7%
Finance & Insurance	-3.1%	-0.5%	-0.1%	-0.7%	0.0%	-0.2%	-0.5%

Source: U.S. Census LEHD; 2019 data (latest available)

TOP INDUSTRIES

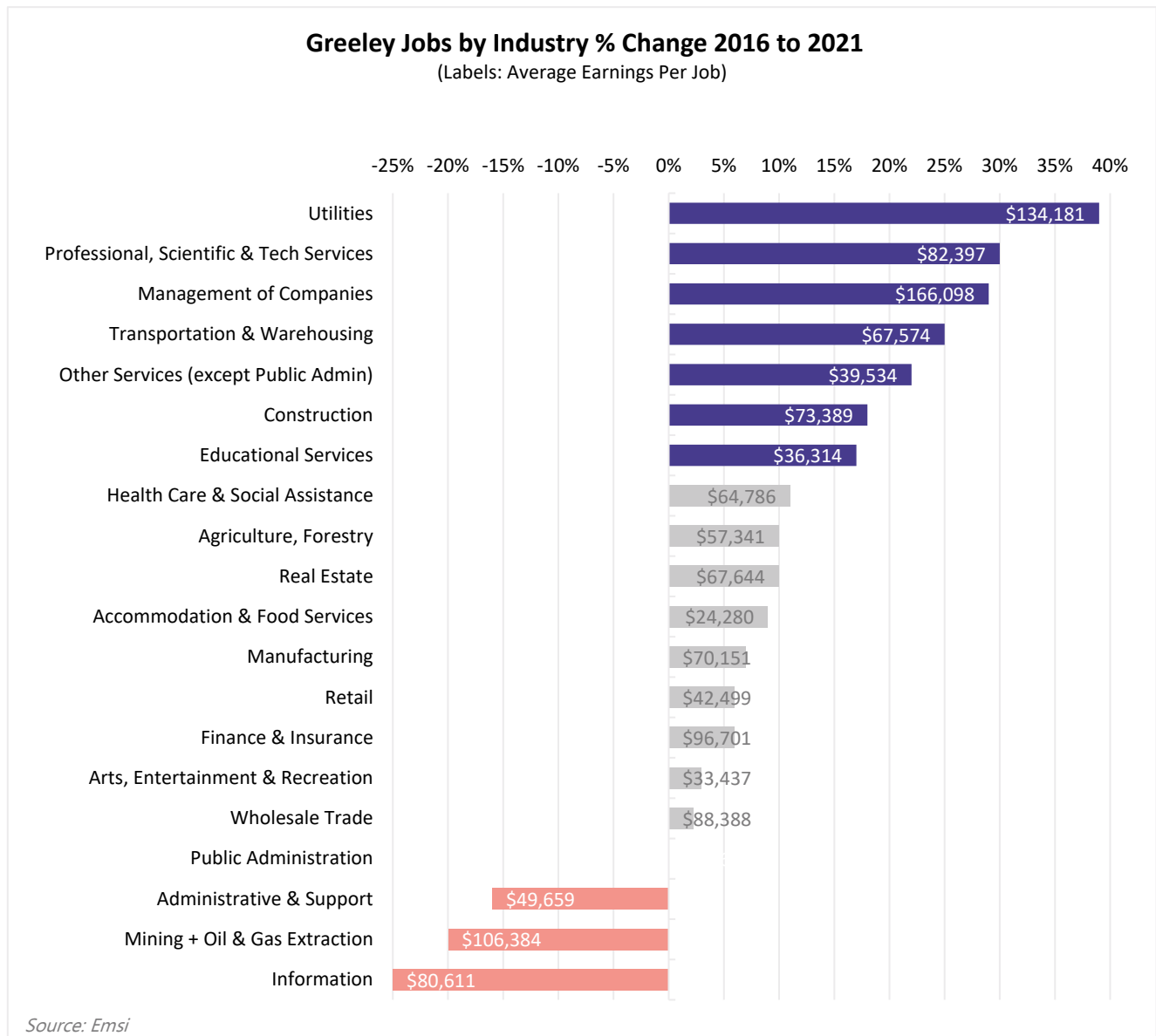
- Jobs by industry data was gathered from the Census' Longitudinal Employer-Household Dynamics (LEHD) program and then sorted by federal NAICS codes to determine Greeley's top industries.
- The "Greeley Jobs by Industry" chart on the next page indicates that Greeley's top employment-generating private-sector industries, accounting for over half of jobs, are Health Care & Social Assistance (15.6%), Manufacturing (12.2%), Educational Services (11.4%), Retail (9.4%), and Accommodation & Food Services (9.2%).

Greeley Jobs by Industry, 2019



Source: U.S. Census LEHD; 2019 data (latest available)

- Emsi data allowed for an examination of recent citywide job gains and losses as well as average earnings. The “Jobs by Industry % Change (Emsi)” chart indicates that all of its major industries, aside from government, have experienced growth since 2016 and that nearly two-thirds of those industries have wages that exceed Greeley’s average earnings per job of \$61,981 in 2021.
- Greeley’s high-growth industries, or those that have expanded more than 20% since 2016, are historically smaller industries for Greeley and include Utilities (39%, which accounts for just 122 additional jobs), Professional Scientific & Tech Services (30%/2,130 jobs), Management of Companies (29%/1,443 jobs), Transportation & Warehousing (25%/1,320 jobs), and Other Services (22%/2,900 jobs). Four of these five have salaries well above Greeley’s average.

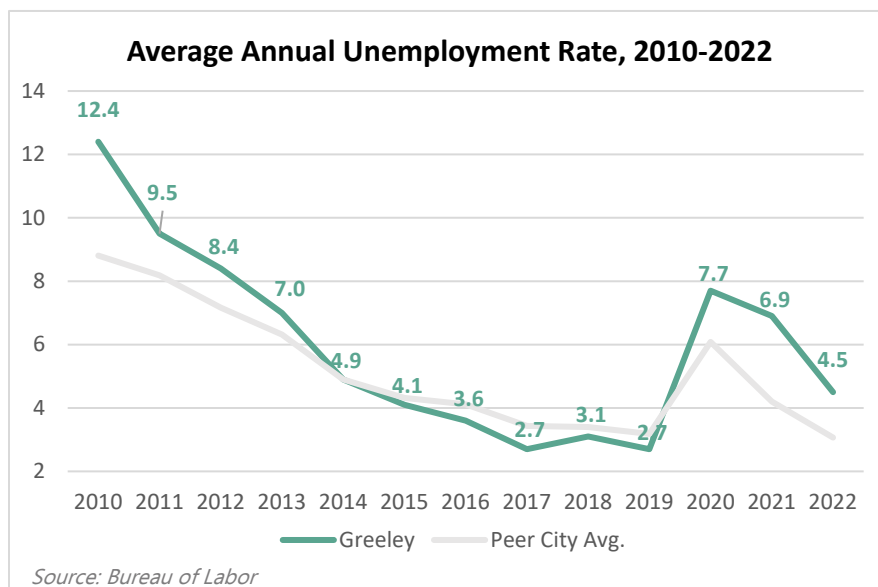


- Two of Greeley’s top employment-generating industries (Health Care & Social Assistance as well as Manufacturing) have experienced growth at a more moderate rate since 2016 (11%/6,703 jobs and 7%/7,492 jobs respectively); these two also have wages above Greeley’s average.

- Only two of the three industries that have contracted between 2016 and 2021 have average earnings above the Citywide average (Information and Mining Oil & Gas Extraction), and neither one is among Greeley's top ten industries.
- Overall, trends indicate that Greeley's portfolio of employment-generating industries is diversifying; growth and wage trends also point to a rising level of affluence in the community.

UNEMPLOYMENT

- The "Average Unemployment Rate" chart shows unemployment trends for Greeley and its peer cities since 2010.
- Greeley's peak rates of unemployment were in 2011 in the wake of the Great Recession, reaching 13.2%, and then in June 2020 due to COVID, reaching 12.1%. Many economists consider a 3% to 5% unemployment rate to be full employment⁶⁰; Greeley's unemployment rate fell to 5% in May of 2014, and then consistently held low rates of unemployment



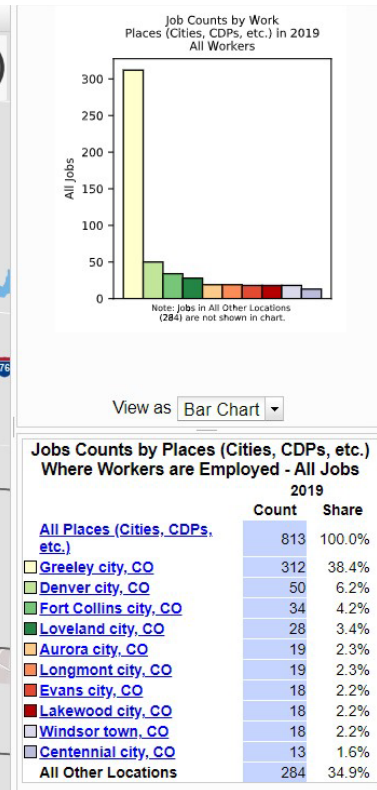
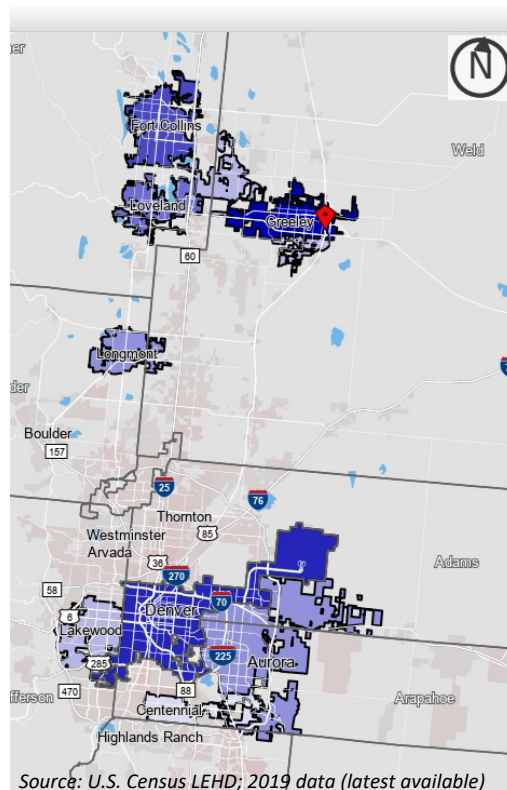
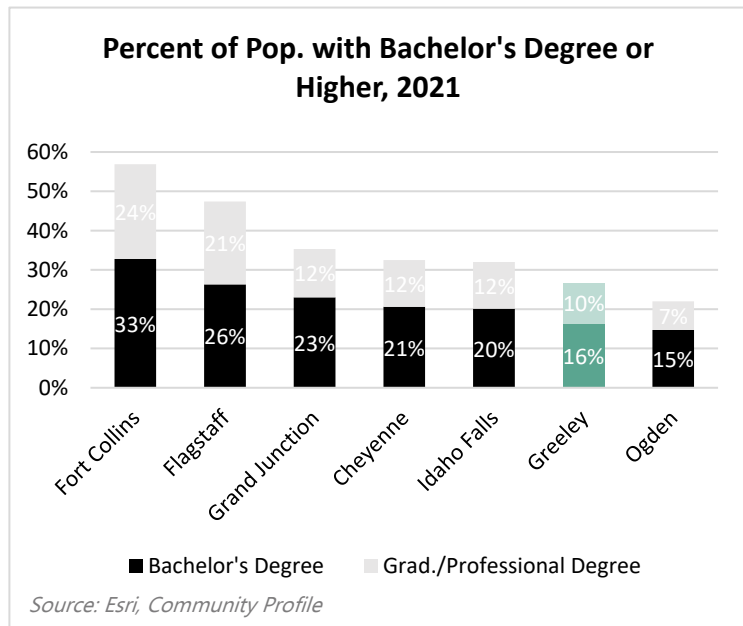
averaging around 3.4% right up to the beginning of COVID in February 2020 when they rapidly rose.

- Before 2014, Greeley's average annual unemployment rates were higher than its peers, then Greeley enjoyed lower average rates leading up to COVID. Since then, rates have been an average of about 2% higher than its peers.
- Like many of its peers, Greeley's unemployment rate has recovered fairly quickly, showing rates lower than 5% again by November 2021. It's currently sitting at 3.7%, which is about 1% higher than pre-pandemic levels, but closely aligned with the state and national rate of 3.6% and Weld County rate of 3.4%.

⁶⁰ (Kagan, 2021)

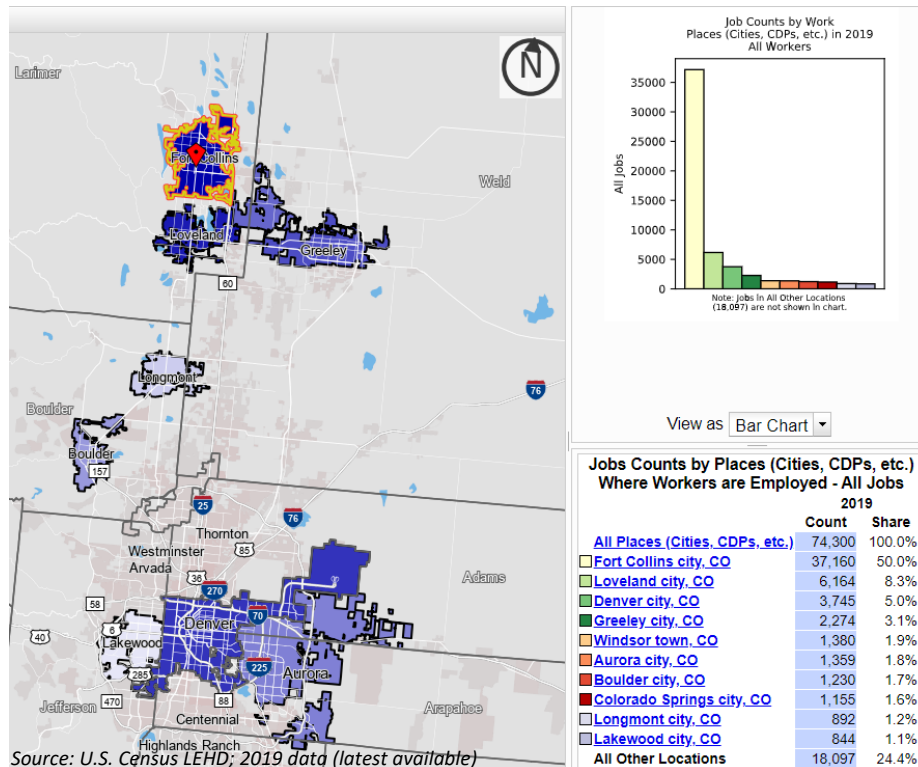
WORKFORCE TALENT & EDUCATIONAL ATTAINMENT

- In today's economy, jobs and companies follow talent, or resident workforces that are typically highly skilled and educated. Several recent studies have concluded that educational attainment is one of the best predictors of economic success for both individuals and communities. As one study put it, "Talent is the world's most precious resource" (William Kerr, Brookings Institution).
- Greeley's residents are not as well educated as all but one of its peers according to Esri, with about 27% of its residents holding a bachelor degree or higher (see "Percent of Pop. With Bachelor's Degree or Higher" chart). For comparison, its peer cities have between 32% and 57% of its population being highly-educated (with nearby Fort Collins leading by a large margin).
- While UNC has a business school that is recognized as being among the top programs for business administration and accounting, as well as offers many post-secondary programs that generate talent for several of its burgeoning industry sectors, these relatively low higher-education degree numbers suggest that Greeley likely struggles to retain UNC graduates.
- Greeley may struggle to attract and retain employers looking for highly educated talent. This sentiment was echoed by Greeley stakeholders, who indicated that Greeley experiences a lot of brain drain, losing many higher-tech and higher-wage jobs to I-25 corridor cities such as Denver, Fort Collins, and Loveland. Moreover, pre-pandemic data showed that only 38% of Greeley's residents worked in Greeley, suggesting that it is somewhat of a bedroom community, housing workers that are employed in other nearby cities to a large



extent. It's also highly likely that it's the more educated Greeley residents that are commuting to other areas, including Denver (6.2% of Greeley's workers), Fort Collins (4.2% of Greeley's workers), and Loveland (3.4% of Greeley's workers) for the most suitable jobs (see map below)⁶¹.

- For comparison, Greeley's nearby peer city of Fort Collins maintained about 50% of its residents (12% more than Greeley) as daytime workers in 2019. Other cities that attracted Fort Collins' workers were Loveland (8.3%), Denver (5%), and Greeley (3.1%).



The Downtown Economy

- According to Esri, there are approximately 7,381 employees in Downtown Greeley (see "Employment Snapshot" table). Outside of government employers, none of the top primary employers are within the Downtown boundary.
- Using Esri estimates, Downtown holds 25% of the City's businesses and 24% of its workers, while only making up 1% of the City's land area.
- Downtown's economic productivity, relative to the city, is also illustrated in the per-acre figures shown in the "Employment Snapshot" table. There 1.4 businesses and over 23 employees per acre in Downtown, compared to 0.1 businesses and one employee per acre citywide.

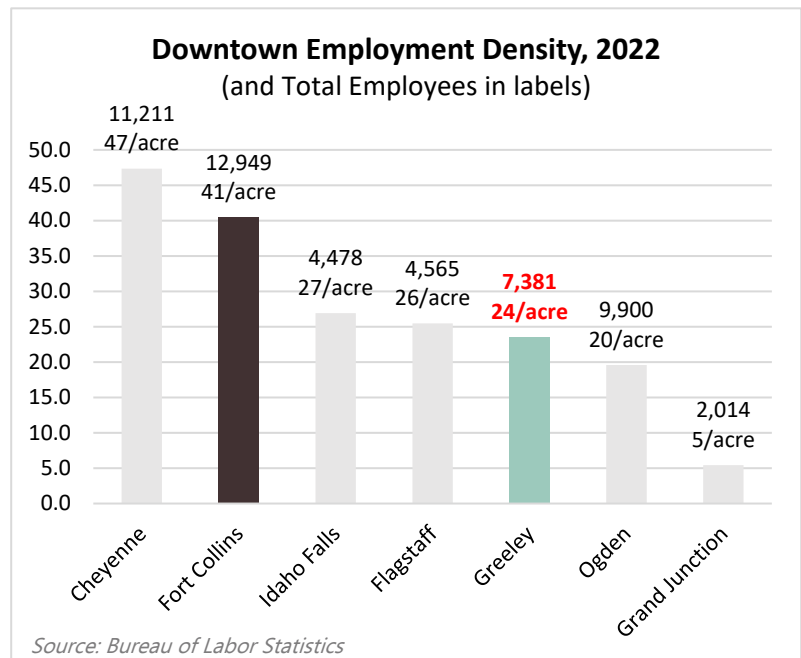
Employment Snapshot, 2021

	Downtown	Primary Market Area	Greeley
# of Businesses	448	1,828	1,828
# of Employees	7,381	30,561	30,561
Businesses per Acre	1.4	0.4	0.1
Employees per Acre	23.5	6.2	1.0

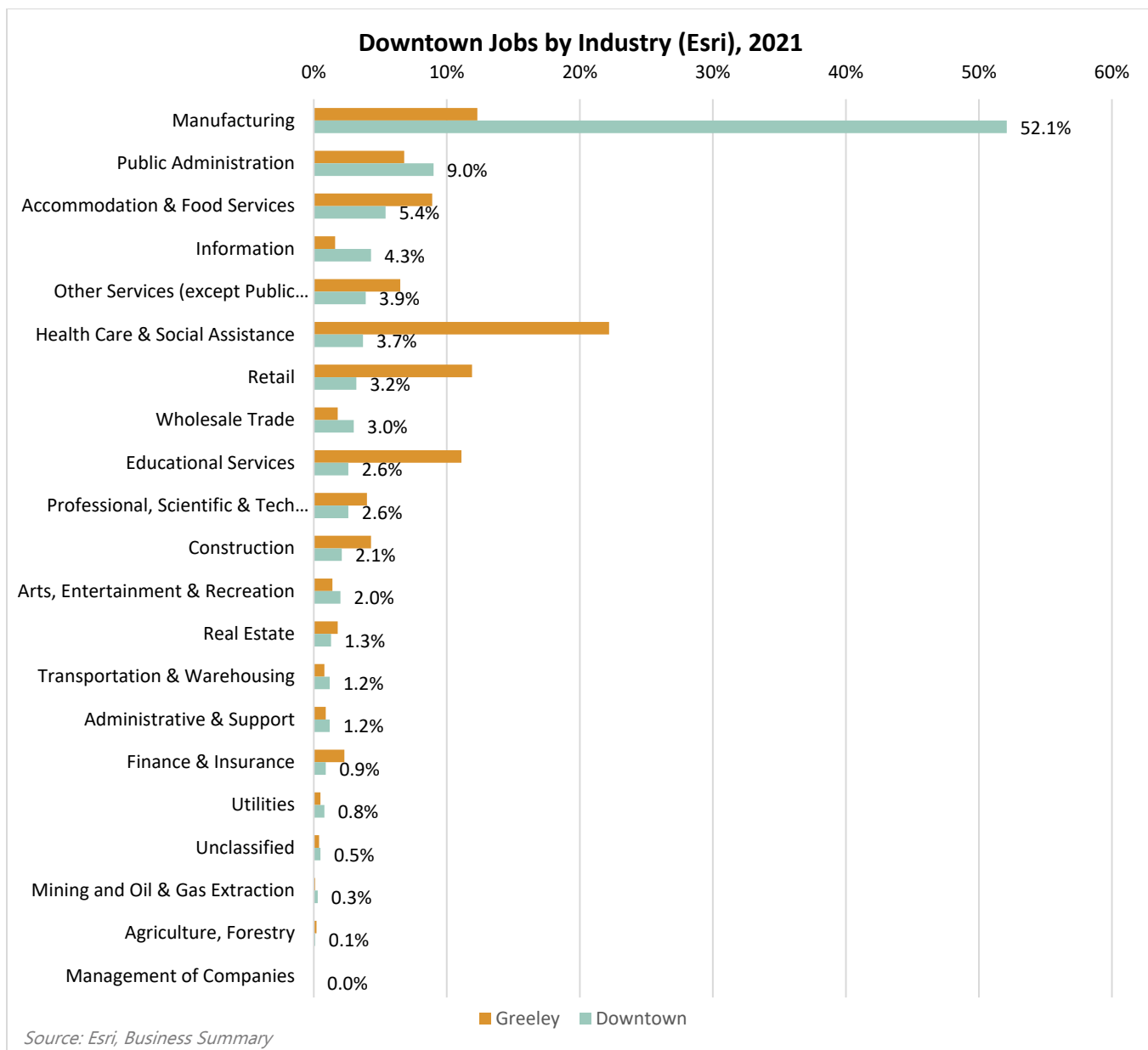
Source: Esri, Business Summary

⁶¹ (On The Map, n.d.)

- As the “Downtown Employment Density, 2022” chart illustrates, Downtown Greeley’s total employment is middle-of-the-road when compared to its peer downtowns. It has the third lowest employment density (i.e., 24 workers per acre), while Cheyenne has the highest concentration of employees with approximately double the number per acre, which indicates an opportunity for Downtown Greeley to become a greater employment engine for the local economy.



- Only Esri data allows an examination of Downtown’s industries. As illustrated in the “Downtown Jobs by Industry” chart, Downtown’s economy is largely anchored by Manufacturing (52.1% of Downtown jobs). These jobs are highly concentrated in Downtown, with 60% of the City’s Manufacturing jobs located there. They appear to pay fairly well—around \$71K according to Emsi—which could partially explain why more than half of Downtown’s workers earn good wages as shown in the “Employee Characteristics” table on page 50.
- Public Administration is its second-largest industry (9% of Downtown jobs) and is also heavily concentrated in Downtown, with 19% of the City’s Public Administration jobs located there.
- Downtown also has higher concentrations of the City’s jobs in Information (37%), Wholesale Trade (23%), Utilities (21%), Transportation & Warehousing (21%), Arts Entertainment & Recreation (20%), and Administrative & Support (20%).



KNOWLEDGE-BASED ECONOMY

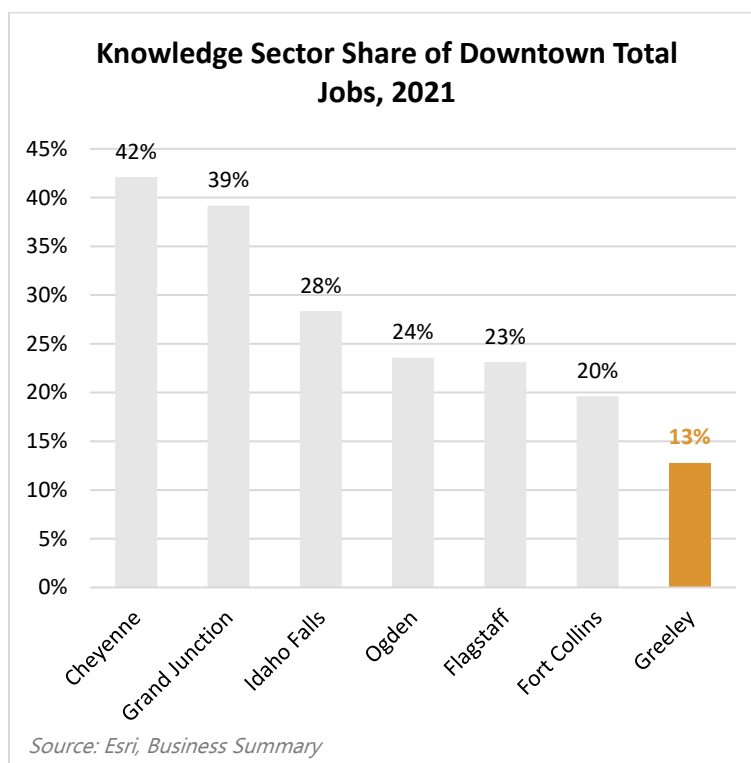
- We live in an increasingly knowledge-based economy. Knowledge sector jobs are a key figure for measuring economic health and growth potential. These industries (listed in the “Knowledge Sector Employment” table) are private sector-based, fast-growing, offer well-paying careers, attract educated talent, and tend to concentrate in downtowns. They also account for a majority of startup businesses and jobs.
- Downtown has an estimated 945 knowledge sector workers, representing ~13% of all Downtown jobs.
- Downtown accounts for only 6% of Greeley’s knowledge sector jobs. This is due in part to the clustering of health care jobs, which make up the greatest proportion of its knowledge sector jobs, outside of the Downtown boundary at its UCHHealth and Banner Health medical centers.

- The “Knowledge Sector Share of Downtown Total Jobs” chart shows that, compared to its peers, Downtown Greeley rates the lowest when it comes to knowledge-based economy presence, indicating that there is considerable opportunity to cultivate a larger knowledge-based economy in Downtown—one that is more aligned with peers or at least the City’s.

Knowledge Sector Employment, 2021

	Downtown		Greeley	
	#	Share of Total	#	Share of Total
Professional, Scientific & Tech Services	191	2.6%	2,112	4.0%
Health Care & Social Assistance	273	3.7%	11,591	22.2%
FIRE (Finance, Insurance, and Real Estate)	166	2.2%	2,115	4.1%
Management of Companies	0	0.0%	3	0.0%
Information	315	4.3%	847	1.6%
TOTAL	945	12.8%	16,668	31.9%

Source: Esri, Business Summary



- One indicator of a place’s ability to attract knowledge-sector jobs is how well-educated its resident workforce is. As mentioned earlier, Greeley residents are not as well educated as its peers. Downtown is even less educated, having the lowest proportion of residents with bachelor’s degree or higher (15.7%) out of the three study areas. Downtown Greeley contrasts with the average downtown in this way; typically, there is a much higher concentration of highly educated residents (especially for downtowns near university campuses) due to their quality of place as well as their proximity to lots of amenities and suitable jobs⁶².

⁶² (The International Downtown Association, 2019)

- While a highly educated workforce is not yet one of Greeley's most prominent qualities, there are indicators that its knowledge sector is growing. Per Emsi, four of the five industries that make up the knowledge-sector have experienced growth since 2016, with two in the high growth range (i.e., Professional, Scientific & Tech Services at and Management of Companies at ~30% each). Health Care and Professional Services are also two of Greeley's key industry sectors as defined by *Greeley's Department of Economic Health and Housing* and detailed earlier in this chapter, which means Greeley is making a concerted effort to further differentiate itself by cultivating these to become major industries.
- Moreover, Greeley receives a lot of press for its presence on nationwide top-ten rankings and via regional and national awards measuring economic performance. One of the most recent came in 2019, when The Walton Family Foundation awarded Greeley eighth in their "Most Dynamic Metropolitans" ranking, a study that strives to show that a knowledge-based economy sparks economic growth and recognizes cities that have made substantial investments in technology, education, entrepreneurship and commercialization⁶³. These rankings are the result of job growth, per capita income, pay growth, employment ratio and gross domestic product statistics compiled from Census and economic/labor data.
- Greeley will continue to capitalize on this burgeoning interest and growth and Downtown will hopefully be the place for new knowledge sector jobs to locate in the future.

DOWNTOWN EMPLOYEE CHARACTERISTICS

- Downtown employee characteristics are summarized and compared to citywide data in the "Employee Characteristics" table. Downtown's employees, compared to the City's overall, are slightly: older, less diverse, more educated, more likely to be female, as well as have higher annual earnings.

Employee Characteristics, 2019

Age	Downtown	Greeley	Educational Attainment	Downtown	Greeley
29 or younger	21%	25%	Less than H.S.	10%	12%
30 to 54	55%	53%	H.S. or equivalent	21%	20%
55 or older	24%	22%	Some college/Associate degree	26%	24%
Gender	Downtown	Greeley	Bachelor's/Advanced degree	21%	18%
Female	54%	49%	Annual Earnings	Downtown	Greeley
Male	46%	51%	\$15,000 or less	16%	20%
Race & Ethnicity	Downtown	Greeley	\$15,000 to \$40,000	29%	33%
White	94%	91%	More than \$40,000	55%	47%
American Indian	1%	1%	<i>Source: U.S. Census LEHD; 2019 data (latest available)</i>		
Two or More	2%	2%			
Black or African American	1%	3%			
Asian	1%	3%			
Hispanic/Latino	25%	27%			

⁶³ (Fernandez, Greeley's 'dynamic' performance as an economy and community on the rise has city officials beaming, 2019)

Office Market

- The highest percentage of Downtown's office-based employment is made up of City and County workers (9% per Esri estimates) occupying publicly-owned buildings.

Downtown also has privately-held, commercial real estate occupied by office-based private-sector businesses.

Office Real Estate Market, 2022

	Downtown	Primary Market Area	Greeley
Building Inventory (sf)	782 thousand sf	1.3 million sf	4.1 million sf
Vacancy (sf)	15.2 thousand sf	104 thousand sf	341 thousand sf
Vacancy Rate	1.9%	8.2%	8.3%
Market Rent	\$17.48/sf	\$17.96/sf	\$20.82/sf

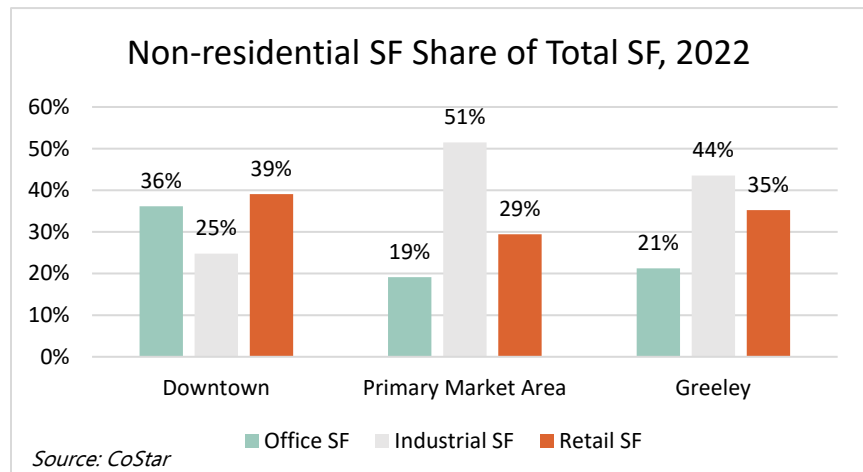
Source: CoStar

- The "Office Real Estate Market" table contains CoStar data on Downtown and the Primary Market Area's commercial office market compared to the City as a whole. Downtown has ~782K SF of space, which is about 19% of Greeley's total office square footage, that is primarily occupied by that City, County and school district.
- None of Downtown's office space is categorized as Class A and about 75% of it is Class C with an average year built of 1938, indicating that much of it needs substantial and expensive upgrades. It remains to be seen the extent to which this negatively affects Downtown's office market, as experts expect a "flight to quality" from tenants, trading up to newer buildings with better ventilations systems, flexible floor plans, and modern (including green) amenities⁶⁴. Interviews with local real estate brokers revealed that some clients have been interested in locating Downtown, but could not find spaces that were updated and did not need a ton of work; even with large budgets of \$130 - \$140 a square foot, tenants cannot make the improvements financially feasible.

- The "Non-residential SF Portion of Total SF" chart uses known non-retail square footage from CoStar to roughly estimate each market type's proportion of total square footage for each area (there are other

types of non-residential space, such as hotel, museum and government) that are not included in the analysis). Office square footage takes up over a third of Downtown's total known non-residential space and is the area's second-most prevalent market type (not far behind retail). This is

contrary to what is common in many downtown cores nationally, where office is by far the majority of real estate square footage; downtowns were working to better diversify the use of their square footage before the pandemic to become more resilient and will likely accelerate this work due to the deep uncertainty of the office market, in part due to its continuing to lose favor with real estate investors and developers⁶⁵.

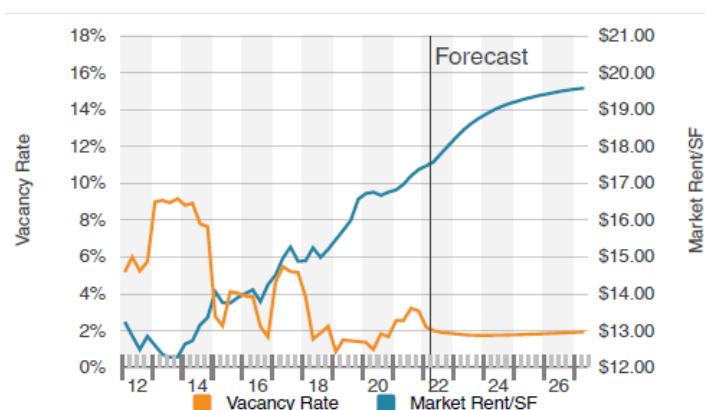


⁶⁴ (PwC and the Urban Land Institute, 2022) and (The International Downtown Association, 2019)

⁶⁵ (Badger, 2021) and (PwC and the Urban Land Institute, 2022)

- The Primary Market Area contains about 32% of the City's inventory of office space; the smallest portion of both the Primary Market Area's and Greeley's total non-residential square footage is allotted to office space at 19% and 21% respectively.
- The vacancy rate is significantly (over 6%) lower in Downtown than it is in the Primary Market Area or the City. An ideal vacancy rate in the commercial market is often considered to be near 10% to allow for movement in the market and the ability to house new office tenants in various locations or types of spaces, so both the Primary Market Area and City markets are positioned fairly well to attract new office tenants. Vacancy is nearly nonexistent in Downtown, which likely prevents companies from expanding or relocating there, while there is ample space available outside of its boundaries.
- In Q1 2022, the office sector's national average vacancy rate was 17.5%⁶⁶. All of the Greeley market areas examined are well below the national average.
- Market rents are approximately \$3 (or 19%) lower in Downtown and the Primary Market Area than they are City-wide, which helps to explain why Downtown has the lowest vacancy rates of all three areas; it can also indicate that there isn't strong demand for office space in Downtown. Nationally, downtowns tend to have higher rents and lower vacancy rates than their cities, suggesting that businesses will typically pay a premium to be downtown⁶⁷. Low rents also make it hard to financially justify the considerable investment needed to build new space or for landlords to adequately update existing space.
- As shown in the "Office Vacancy & Market Rent/SF" charts below, Downtown's office vacancy rates were around 9% in 2013 and then were generally on a steady decline, reaching very low rates (around 1%) before COVID. Since then, rates have remained fairly stable, albeit slightly higher. For the other two areas, vacancy rates have been less stable, but have also declined since 2013, reaching rates in the 2-3% range leading up to the pandemic. Primary Market Area and City rates shot up to about 9% in pandemic-ridden 2021 and unlike Downtown, have had a hard time recovering.
- Despite any of the prior-mentioned trends in vacancy rates, office market rents per square foot have steadily increased over time, even since the pandemic. The City has experienced the greatest growth rate in price per square foot at about 33% since 2012, while Downtown and the Primary Market Area's rate of growth has been approximately 10% less than the City's. All of the market areas have rents per square foot that are less than half the national average of \$36.5 in Q1 2022⁶⁸.

Downtown Office Vacancy & Market Rent/SF

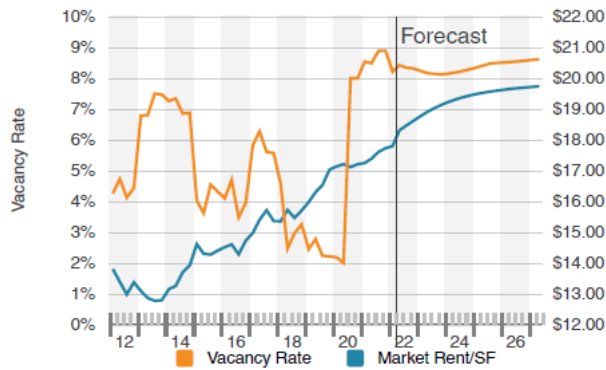


⁶⁶ (Cushman & Wakefield, 2022)

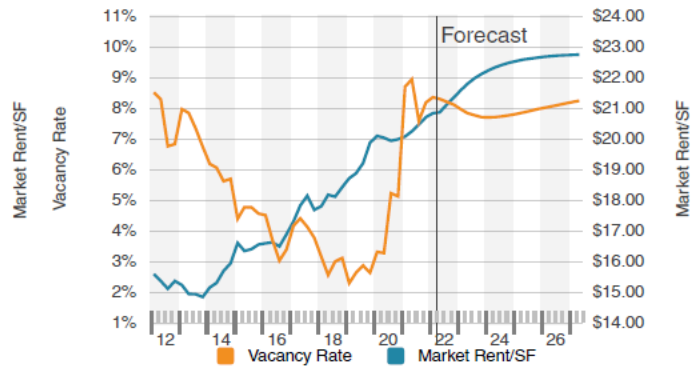
⁶⁷ (The International Downtown Association, 2019)

⁶⁸ (Cushman & Wakefield, 2022)

Primary Market Area Office Vacancy & Market Rent/SF



Greeley Office Vacancy & Market Rent/SF



- According to CoStar, none of the areas have any office square footage under construction. There's a lot of square footage in Greeley (~\$340K) that is vacant, about a third of which is located just outside the Downtown in the Primary Market Area. A lot of the rest was recently built in west Greeley.
- The fact that a lot of office space still needs to be absorbed outside of Downtown, combined with the high cost of construction and low market rent conditions, will likely prevent the development of new office space in Downtown anytime soon. Anecdotal evidence also supports this. Local real estate experts have stated that more private-sector primary employers would have to be recruited to Downtown to warrant any new development, especially of the Class A variety (which would most likely be limited to build-to-suit projects); any recent interest by this caliber of employer has been further thwarted by the lack of ample employee parking and electrical power infrastructure needed to serve such an enterprise. Before the pandemic, there was some interest in developing speculative office space Downtown (most of which would have been Class A), but plans have been on hold ever since COVID and will likely continue to be for the foreseeable future while the market focuses primarily on building residential rooftops in Downtown.
- While Downtown's existing office space might not be particularly appealing to primary employers, its low rents make entry into the market more accessible to Greeley's entrepreneurs (although the problem remains that space is seldom available in such a tight office market). Downtown should support entrepreneurs and small business owners in rehabbing existing spaces in any way possible; incentives (over and above façade improvement grants) to make upgrades more affordable could be one way. Perhaps Downtown can also partner with UNC to help some recent graduates streamline and/or incentivize their entrepreneurial ventures that would be a good fit for Downtown office (or coworking) space.

Industrial Market

- Greeley's industrial real estate market is summarized in the "Industrial Real Estate Market" table, as well as the "Non-residential SF Share of Total SF" chart.

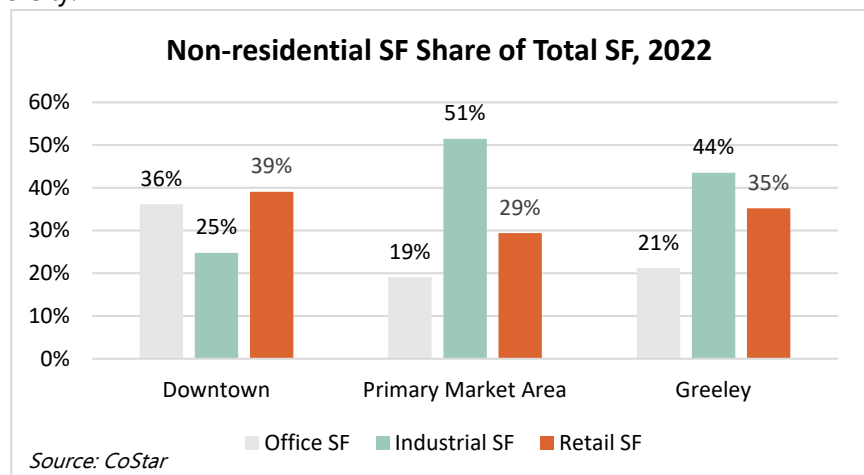
- According to CoStar, Downtown only contains about 6% of Greeley's total industrial space, mostly located along the railroad tracks on

Industrial Real Estate Market, 2022			
	Downtown	Primary Market Area	Greeley
Building Inventory (sf)	536 thousand sf	3.5 million sf	8.4 million sf
Vacancy (sf)	189 thousand sf	189 thousand sf	380 thousand sf
Vacancy Rate	1.2%	5.5%	4.5%
Market Rent	\$10.75/sf	\$11.20/sf	\$11.41/sf

Source: CoStar

the east side of Downtown, and makes up roughly a quarter of Downtown's known non-residential market square footage.

- A much higher percentage of Greeley's industrial square footage (42%) resides in the Primary Market Area; the industrial category holds the greatest non-residential market share in the Primary Market Area (51%), as well as the most out of all three areas analyzed. Industrial is also the greatest proportion of non-residential square footage in the City.
- The industrial market is very tight in Greeley, with the highest vacancy rate being 5.5% in the Primary Market Area and the lowest being 1.2% in Downtown.
- The "Industrial Vacancy & Market Rent" charts on the next page show that industrial vacancy rates have generally declined for Downtown and the City since 2012, with the City's



declining at the highest rate (about an 8% decline from its peak of over 12% in 2012). The Primary Market Area is the only market that has seen an increase in vacancy rates since 2012, the worst of which have occurred since the start of the pandemic. Downtown's rates have been the most volatile since 2012, oscillating between the range of nearly 7% and 0%; its vacancy rate came down quickly from nearly 5% at the start of the pandemic to 1.2%, which is among the lowest rates it's enjoyed since 2012. The Primary Market Area and City's rates are above the national average of 3.1%, while Downtown's is well below it⁶⁹.

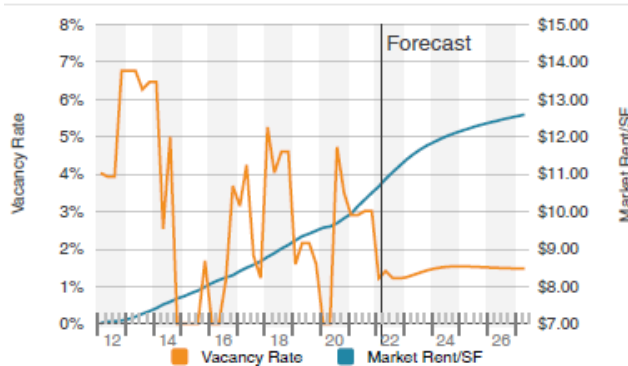
- Regardless of annual average vacancy rates since 2012, industrial rents have steadily risen, with all the market areas experiencing increases of over 50%. Additionally, all of Greeley's market area rents per square foot are well above the national average of \$8.36⁷⁰.
- Despite robust demand, as indicated by high rents and low vacancy rates, the City is the only market area that is currently constructing additional industrial space – it will add 25.3K square feet in the near future.

⁶⁹ (Cushman & Wakefield, 2022)

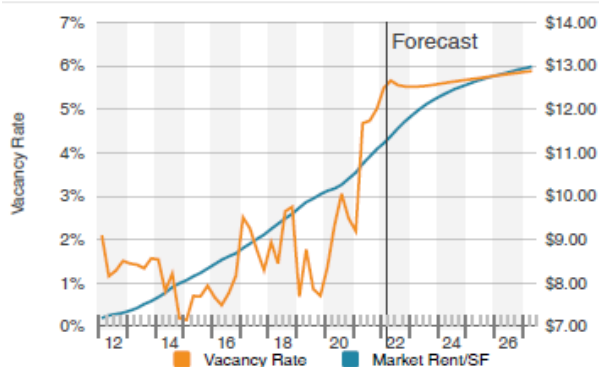
⁷⁰ (Cushman & Wakefield, 2022)

- The future of U.S. industrial/distribution in the near-term looks very promising; as with multifamily, this sector has been flourishing since 2014, showing even more gains during the pandemic and maintaining strong momentum through the recovery, while other sectors have suffered ⁷¹.
- Downtown stakeholders see Downtown's existing industrial space as an asset and would like to see it preserved, insisting that it positively contributes to its distinct character and serves as a reminder of its heritage; the structures have the appearance of being professional and classy, and the large daytime employment base they accommodate is highly valued, especially for its Downtown restaurant and retail patronage.

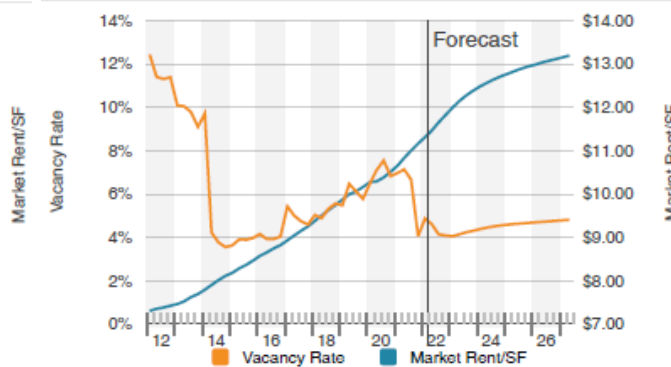
Downtown Industrial Vacancy & Market



Primary Market Area Industrial Vacancy & Market Rent/SF



Greeley Industrial Vacancy & Market Rent/SF



⁷¹ (PwC and the Urban Land Institute, 2022)

4. SHOP & DINE

Downtown Street Level Economy

- The table on the right shows the mix of Downtown's street level inventory.
- Downtown's street level (i.e., storefront) economy is critical to its success, driving foot traffic, attracting visitors, and helping maintain vibrancy. The inventory to the right provides a breakdown of all street level businesses by category.
- Downtown has a strong mix of street level businesses and services that draw their patronage from growing residential, daytime employee, and tourist populations.
- In total, there are 331 street level businesses within the Downtown Development Authority boundary.

RETAIL, FOOD AND BEVERAGE

- As with many downtowns, Downtown Greeley's street level economy is driven by dining and shopping. There are an equal number of storefronts (51) housing eating and drinking establishments (restaurants, bars, cafes, and breweries) as there are for shopping.

Together, they account for 30.8% of total storefronts, or 102 establishments. These categories are shown highlighted in purple in the "Downtown Street Level Inventory" table.

- According to the National Main Street Center, downtowns have been evolving over the last ten years, trending toward fewer storefront retailers and more restaurants, breweries, cideries as well as food & wine shops⁷². Greeley's ground floor storefronts appear to be filled with equal numbers of retailers and restaurants. However, the "Downtown Restaurant/Bar & Retail Mix" table shows how the mix has shifted since the last study of Downtown was done in 2011; it indicates that Greeley is beginning to move in the

Downtown Street Level Inventory

Type	Establishments	Share of Total
Restaurant/Bar	51	15.4%
Retail	51	15.4%
Entertainment & Recreation	24	7.3%
Automotive	22	6.6%
Construction/Home Improvement	19	5.7%
Health	19	5.7%
Legal Services	18	5.4%
Government	17	5.1%
Media & Visual Arts	13	3.9%
Church/Religious Center	13	3.9%
Banking/Financial Services	12	3.6%
Real Estate Mgmt	11	3.3%
Salons/Spas/Tattoos	11	3.3%
Nonprofit	11	3.3%
Moving & Storage	7	2.1%
Education & Employment	6	1.8%
Energy & Agriculture	6	1.8%
Hotel/Inn	4	1.2%
Insurance	4	1.2%
Manufacturing	4	1.2%
Event Center	3	0.9%
Mail & Print Services	2	0.6%
Funeral	2	0.6%
Dry Cleaners & Laundromats	1	0.3%
TOTAL	331	

Source: Greeley DDA; P.U.M.A.

⁷² (Accordino, 2022)

same direction as what is trending nationally. In the Downtown area, there are roughly 46% more eating & drinking establishments and 16% fewer retail sales establishments today than there were in 2011.

Downtown Restaurant/Bar & Retail Mix

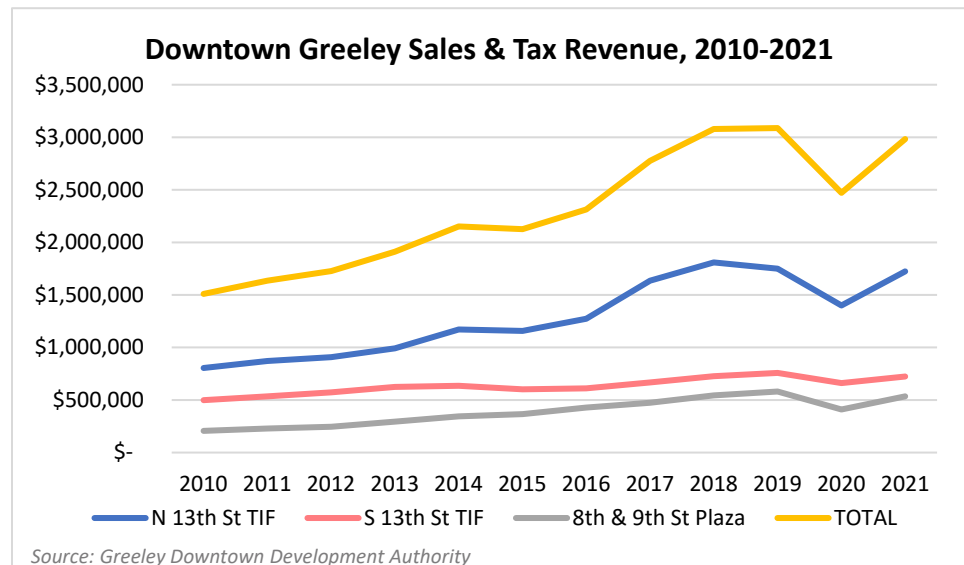
	2011	2022	% Change
Eating & Drinking Establishments	35	51	46%
Retail Sales	67	56	-16%

Source: Greeley DDA, 2011 Downtown Greeley Investment Strategy, PUMA

SALES & USE TAX TRENDS

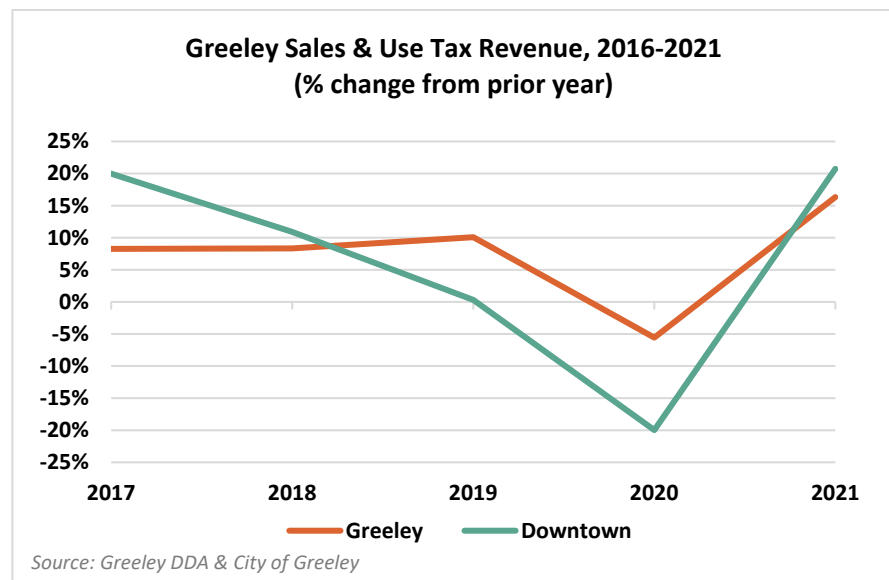
- The “Downtown Sales & Use Tax Revenue” chart shows revenues since 2010 for the whole of the DDA as well as by three geographic subsections:

- the area north of 13th Street, excluding the 8th and 9th Street plazas;
- the area south of 13th Avenue, nearest to the UNC campus; and
- the 8th and 9th Street plazas.



- Since 2010, Downtown’s sales and use tax revenue has doubled. Though voters passed the Keep Greeley Moving Tax in 2016 increasing the tax rate from 3.46% to 4.11%, it can only account for a small portion of this growth.
- Since 2010, all of Downtown’s geographic subsections have experienced tons of growth in sales and use tax revenues, with the most significant increase occurring in the Downtown plaza area (159%), followed by the area north of 13th Street (114%) and the area south of 13th Street (45%). Before the pandemic, revenues experienced positive year-over-year growth, except for 2015 when it decreased by 1.2% for unknown reasons. Growth was particularly strong in 2010 (23%) and 2017 (20%).
- COVID caused a decrease of 20% in Downtown sales and use tax revenues between 2019 and 2020, but Downtown has made a rapid recovery, increasing 21% between 2020 and 2021. Revenues haven’t quite returned to pre-pandemic levels but are just shy of 2019’s revenues by a little over \$100K.
- The City’s sales and use tax revenues were not affected to the same extent by COVID, only decreasing 6% between 2019 and 2020. The City made a full recovery in 2021, increasing 16% between 2020 and 2021 and even growing nearly \$5 million beyond 2019’s pre-pandemic revenues.

- Sales and use tax data for the City is available since 2016. Since then, Downtown has brought in annual sales and use tax revenues ranging between 5% and 7% of the City's total, or an average of 6% a year. From 2016 to 2021, the City's sales and use tax revenue growth of 42% outpaced that of Downtown's (29%; see "Greeley Sales & Use Tax Revenue chart).



Hispanic Community

- Greeley has been putting more emphasis on determining ways to better-include and welcome the Hispanic population in Downtown, both as visitors and business-owners. As mentioned earlier, Hispanics have been a big part of Greeley's history but haven't always received the level of recognition or welcome they deserve. In the U.S., 19% of citizens identify as Hispanic or Latino⁷³; this population is highly concentrated in Greeley, accounting for 39% of the City's residents, 49% of the Primary Market Area's, and 51% of Downtown's. The City of Evans, about a mile south of Downtown and lacking its own central business district, is approximately 43% Hispanic or Latino – a population that could also be served by Downtown Greeley⁷⁴.
- There are opportunities for Downtown Greeley to better include and serve this community in the future, which could even become a differentiator compared to other downtowns that aren't doing a good job of this. Downtown-adjacent UNC is setting a good precedent with its current efforts to become a school of choice for Hispanic students by pursuing a U.S. Department of Education designation as a Hispanic Service Institution (HSI). This designation would mean that 25% or more of the total full-time undergraduate students identify as Hispanic, Latino or Latinx and that infrastructure is in place (all the way down to dining hall selections) that specifically serves and fosters the inclusion of these students, some of whom might be the first in their family to pursue higher education⁷⁵. Anecdotally, UNC staff report that Hispanic students feel that Downtown only values their transactional potential and would like to see a more concerted effort to build a relationship with them, perhaps through creating more multicultural events, recruiting entrepreneurs to establish additional Hispanic-focused restaurants and retail (there are currently less than ten in Downtown), and formally inviting the robust Hispanic food truck scene to the area. These strategies would likely appeal to non-student Hispanic as well.

⁷³ (United States Quick Facts, 2021)

⁷⁴ (Evans city, Colorado Quick Facts, 2021)

⁷⁵ (Delaney, 2021)

Retail Real Estate Market

- Retail (which includes food and beverage) has the most square footage allotted to it out of the three non-residential market sectors (office and industrial being the other two).
- The “Retail Real Estate Market” table contains data on Downtown’s retail market compared to the City as a whole; there is 845K square feet of retail square footage in Downtown that comprises 12% of the City’s total. The Primary Market Area contains well over twice that of Downtown and comprises 29% of the City’s total. None of the areas have any retail square footage under construction.

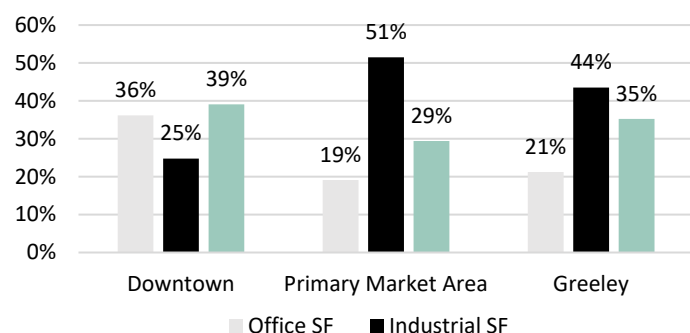
Retail Real Estate Market, 2022

	Downtown	Primary Market Area	Greeley
Building Inventory (sf)	845 thousand sf	2 million sf	6.8 million sf
Vacancy (sf)	35.2 thousand sf	62.4 thousand sf	309 thousand sf
Vacancy Rate	4.2%	3.1%	4.5%
Market Rent	\$12.91/sf	\$13.5/sf	\$16.41/sf

Source: CoStar

- Downtown’s and the Primary Market Area’s market rents per square foot are substantially lower (around \$3) than the City’s (27% and 22% lower respectively), which is counter to national trends that indicate retailers often pay premium rates to locate in downtown⁷⁶. National retail rent per square foot averaged \$22.09 in Q1 2022, which ranges from \$5 to \$10 more per square foot than the Greeley markets⁷⁷.
- The lowest vacancy rates can be found in the Primary Market Area (3.1%). Downtown and the City’s rates are more closely aligned (4.2% and 4.5% respectively). These rates are well below the national average vacancy rate of 6.3% in Q1 2022⁷⁸.
- As shown in the “Retail Vacancy & Market Rent/SF” charts, the vacancy rates over time trends for all the areas examined closely mirror each other. All of the areas currently have low/healthy vacancy rates (i.e. below 10%). Downtown has historically had the highest vacancy rates; they started close to 11% in 2013 and have declined since, reaching below 2% just before the start of the pandemic. Downtown experienced the biggest spike in COVID vacancy rates, reaching about 7% in 2020; rates have come down almost 3%, but are still almost 3% higher than they were just before the pandemic. The worst of the City’s spike was delayed a year, reaching above 5% (an increase over 3%) in 2021 from rates below 2% in 2019. The Primary Market Area has historically had the lowest vacancy rates and have remained below 4% since 2017, even during the pandemic.
- As with Greeley’s other market types (i.e., multifamily, office and industrial), rents have steadily increased despite what was

Non-residential Market Share by Type, 2022



Source: CoStar

⁷⁶ (The International Downtown Association, 2019)

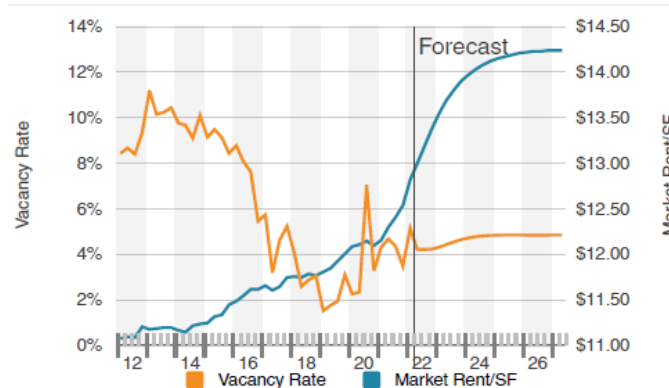
⁷⁷ (Cushman & Wakefield, 2022)

⁷⁸ (Cushman & Wakefield, 2022)

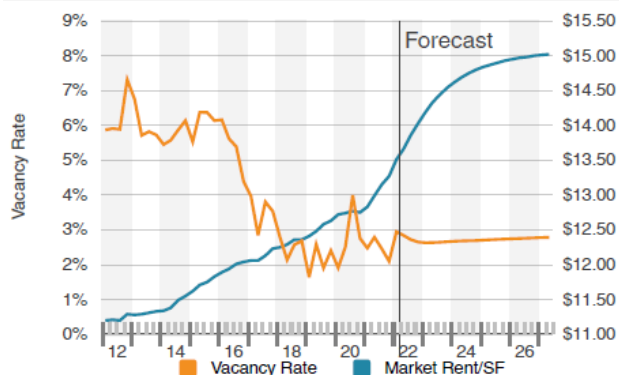
happening with vacancy rates, although the City has enjoyed the greatest rent increase since 2012 (~21%), followed by the Primary Market Area (~17%), and lastly Downtown (~14%).

- As the “Non-residential Market Share by Type” table below indicates, retail is the highest proportion (39%) of non-residential square footage in Downtown. Downtown also has the highest percentage of retail square footage compared to the other two areas, followed by the Primary Market Area (51%) and Greeley (44%).

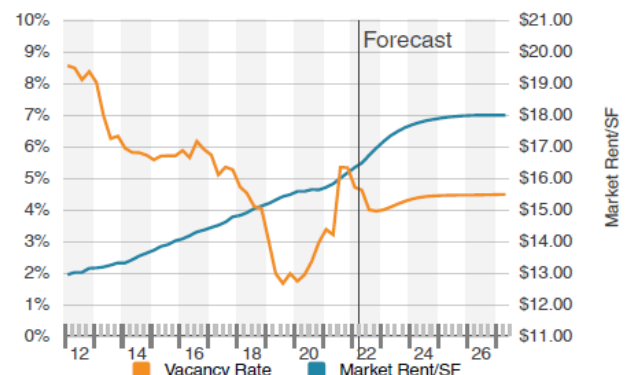
Downtown Retail Vacancy & Market Rent/SF



Primary Market Area Retail Vacancy & Market Rent/SF



Greeley Retail Vacancy & Market Rent/SF



- According to CoStar, none of the areas currently have any retail space under construction and the average year built for existing inventory is 1939. That being said, the “Recent Downtown Retail Development Activity” table on the next page shows that, according to DDA records, nearly 16K square feet of retail space has been added to Downtown since September 2020 with at least 14K coming online soon.
- Similar to what is trending nationally, retail development and investment in Downtown is likely to lag in the near future despite stakeholders’ desire for additional offerings. Local real estate developers report that in the near term, they plan to concentrate on projects in Downtown that are primarily residential until rent prices increase, tenant improvement costs moderate, parking improves, and they feel a critical mass of residents and/or daytime employees has been reached that can support the addition of a substantial amount of retail space of different quality levels to the area. In the meantime, however, any new projects are likely to be mixed-use with ground floor commercial spaces and the low rate structure allows entrepreneurs to pioneer their own retail spaces, which should continue to add modest amounts of retail square footage to Downtown. When the market is ripe for more retail, stakeholders are most interested in

adding more fast-casual restaurants as well as a food hall or other culinary incubator space to build on its rich cultural and burgeoning food truck scene.

Recent Downtown Retail Development Activity

	Address	SF	Completion
Dutch Brothers	1227 8th Ave	919	Nov-21
Firestone Redevelopment (bank + 1-2 retailers or restaurants)	1130 8th Ave	10,431	TBD
Natural Grocers	1320 8th Ave	12,946	Dec-21
Austin's American Grill	1100 8th Ave	4,000	TBD
Apartments at Maddie	1640, 1540 & 1521 8th Ave	2,000	Sep-20

Source: Greeley Downtown Development Authority

5. VISIT & STAY

Greeley Tourism

- Though tourism is not Greeley's biggest industry, hospitality and retail trade are within the top five employment sectors per Census data cited on page 42. Arts, entertainment, and recreation is also an important part of Greeley's identity, despite being one of Greeley's smallest industries in terms of jobs.
- Greeley traditionally hasn't been a popular tourist destination, but the City recognizes its economic importance and has thus been focusing more on tourism in the past decade.
- Part of this focus included marketing Greeley as a "hub and spoke community," where visitors can stay in Greeley, but travel to other parts of the Front Range, such as Cheyenne, Fort Collins, Estes Park, and Denver for day trips⁷⁹. This is complimented by the lower hotel room rates in Greeley than other parts of Northern Colorado.
- Efforts to rebrand Greeley from a "cow town" to a place of pride for residents began in 2012 with the Greeley Unexpected campaign, later renamed My Greeley.
- In 2018, Greeley hosted 436,964 visitors, not including those who attended the Greeley Stampede in late June and early July, who spent nearly \$30 million⁸⁰. This is double the revenue earned from tourism just three years prior and a six-fold increase since 2007⁸¹.

Arts and Culture

- Greeley prides itself on the arts and cultural activities it has, both in and out of downtown. Downtown is home to the **Greeley Creative District**, a hub of resources and events that "exists to highlight the community's distinctive creative identity and increase its economic vitality by uplifting, encouraging, incubating, promoting, and developing the arts and creative businesses in the Greeley Community"⁸². It was fully certified by Colorado Creative Industries in 2014, which qualified it to receive support from the

⁷⁹ (Weaver, Greeley or bust: Greeley is attracting more tourists than ever before, 2016)

⁸⁰ (Otto, 2019)

⁸¹ (Weaver, Greeley or bust: Greeley is attracting more tourists than ever before, 2016)

⁸² (Greeley Creative District, 2020)

state in the form of grant money, resources for technical assistance, as well as prominent placement as a tourist and business destination on state websites⁸³. As an economic driver, it has been credited with gains in creative industry jobs and earnings, new businesses, as well as new events and increases in visitation.

- There are **350** pieces of rotating indoor art and **160** pieces of outdoor art within the Greeley Creative District boundaries, partially funded by its 1% for Arts program, which is a differentiator in that there is a much higher concentration in Downtown Greeley than there is in the average downtown. The district also contains the UCCC and UNC College of Performing and Visual Arts, as well as the Greeley Philharmonic, the Greeley Chamber Orchestra, and the Greeley Chorale.
- The **Centennial Village Museum** includes 35 historical buildings, costumed period actors, and farm animals and offers an opportunity to experience what life was like for the early settlers and Indigenous peoples of the area. The museum hosts its own special events and can also be rented out for private events.
- **Linn Grove Cemetery** was established in 1874, making it one of the oldest cemeteries in Colorado. The 65 acres allow visitors to walk, bike, or drive through the property and the cemetery also provides historical and educational tours about Greeley and Weld County.
- The **Atlas Theater** is an event space for up to 200 people. In addition to hosting weddings, it provides space for theater, dance, and music performances, as well as art shows in the gallery.
- UNC is home to more than 15 Division I sports teams that compete in facilities adjacent to Downtown and draw many visitors (often as alumni) to the area. Additionally, its **College of Performing and Visual Arts** presents dance, music, and theater performances throughout the year both at the Campus Common Performance Hall and at other venues in the community in addition to hosting visiting artists.
- Greeley is a launching point to a multitude of **outdoor recreation** opportunities. 21 miles of the **Poudre Trail** span from Island Grove Regional Park in Greeley to Highway 392 near Windsor. **Pawnee National Grassland** is just 25 miles northeast of Greeley and the **Wild Animal Sanctuary** is 35 miles southeast. **Rocky Mountain National Park** is an easy day trip, accessible with a short hour and a half drive. Greeley is also home to numerous **farm and agritourism** options.

DOWNTOWN VENUES AND MUSEUMS

- Greeley's downtown has three museums and ten event venues (counting event centers as well as theaters and movie venues), four of which have opened since the last report was done in 2011, including: the **State Armory Events Center** - 2014; the **DoubleTree by Hilton Conference Center** -2017; the **Millennium Event Center** - 2018; and the **Moxi Theater** - 2013.
- Annual visitation numbers for a selection of venues and events are summarized in the "Annual Visitation Numbers at Select Greeley Venues" table on the next page (note that COVID likely affected 2021 visitation).

⁸³ (Greeley's creative district draws attention from the state, 2014)

Annual Visitation Numbers at Select Greeley Venues & Events

Venue/Event	Location	Annual Visitation 2011	Annual Visitation 2021	% Change 2011-2021
Recreation Center	Downtown	293,500	n/a	n/a
Library	Downtown	275,000	n/a	n/a
Union Colony Civic Center*	Downtown	137,700	151,130	10%
Senior Center	Downtown	88,900	17,842	n/a
Weld County Courthouse**	Downtown	25,800	42,051	63%
Ice Haus***	Downtown	25,000	115,900	364%
Train Museum	Downtown	10,500	11,726	12%
Greeley History Museum	Downtown	6,600	1,603	-76%
Greeley Arts Picnic	Downtown	30,000	30,000	0%
OktoBrewfest	Downtown	10,000	8,000	-20%
Greeley Blues Jam	Downtown	2,000	2,578	29%
Subtotal within DDA boundary		905,000	380,830	
Island Grove - Stampede	County			
	Complex	234,000	253,802	8%
Island Grove - all other*	County			
	Complex	330,000	n/a	n/a
Centennial Village Museum	County			
	Complex	19,500	3,583	-82%
Subtotal for County Complex		583,500	257,385	
Total for DDA and nearby venues		1,488,500	537,744	

* Includes Jazz Festival and Blues Jam performances at named venue.

** Jurors only. Does not include litigants, attorneys, etc.

*** Does not include parties and group rentals

Source: Visit Greeley

- **Union Colony Civic Center** (UCCC) is Greeley's (and Northern Colorado's) premier indoor performing arts facility. It holds over 100 events per year including Broadway musical shows, plays, concerts, comedy shows, and local dance and school performances. Some of the organizations that the UCCC hosts include the Greeley Philharmonic Orchestra, the Stampede Troupe, The Dance Factory, and District 6 Schools. The facility includes the 1,686-seat Monfort Concert Hall, the 214-seat Hensel Phelps Theatre, and the free Tointon Gallery with ten art exhibits each year.
- The **Moxi Theater** is another one of Downtown Greeley's live music venues, with a capacity of 425 people.
- The **Greeley Ice Haus** is an indoor ice rink that is open year-round and hosts many activities including public skate events, skating lessons, youth and adult hockey leagues and other ice sports like curling and broomball. The **Northern Colorado Eagles**, a semi-pro hockey team, also play their home games there.
- Downtown contains the following museums: the **Colorado Model Railroad Museum**, the **Greeley History Museum**, and the **Meeker Home Museum**, Greeley's first museum which showcases the founding family's house.

DOWNTOWN EVENTS

- Downtown is home to a variety of events annually, several of which are hosted by the DDA. A majority of events take place in the summer, many in downtown or nearby at Island Grove Regional Park. Details are provided in the tables that follow, sorted by size (attendance).

Greeley Annual Event Visitation Numbers, 2021

Events	Total Attendance	Downtown?	Reoccurring?
OktoBrewfest	8,000	✓	
Greeley Arts Picnic	15,000	✓	
July 4th Parade	10,000	✓	
Monster Day	5,000	✓	
Blarney on the Block & Parade	3,000	✓	
Cinco de Mayo	3,000	✓	
MayPlay Fest	3,000	✓	
Trick or Treat Street	3,000	✓	
Greeley Lights the Night Parade	3,000	✓	
Friday Fest	1,500-3,000	✓	weekly June - September
Broncos Carne Asada	1,500	✓	
Holiday Open House		✓	
Greeley Blues Jam		✓	
Weld County Fair			
Potato Day			
Independence Stampede			
Jazz Festival			
Festival of Trees			

Source: Greeley DDA and Visit Greeley

- The tables also include events that take place outside Downtown. Several of these occur nearby, such as at Island Grove Regional Park or the Greeley Stampede Grandstand, and therefore still have a positive impact on downtown businesses. There is an opportunity to attract more of these non-Downtown events into the district more formally as well.
- Downtown's largest, core events include Friday Fest, OktoBrewfest, the Greeley Arts Picnic, the July 4th Parade, and Monster Day.
- Downtown and its surroundings are also home to a variety of medium and smaller events throughout the year, listed in the table above. While they may be smaller in attendance numbers, many are held on a regular basis, providing a popular and consistent stream of visitors into downtown.

Lodging Market

- There are approximately 11 hotels and motels outside the downtown boundary, most of which are national brands that are located by the highways, offering budget options to those driving by car.
- Greeley's hotel business has largely been fueled by the oil and gas industry business in town. During the oil and gas boom of 2013-2014, the industry pushed demand up, accounting for approximately 30% of

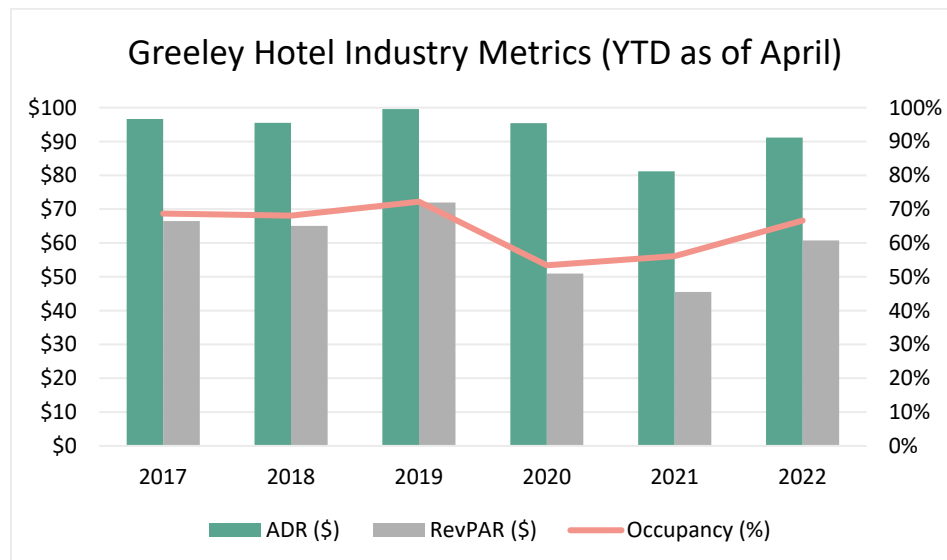
the hotel demand⁸⁴. This dipped between 2015 and 2016 with the end of the boom, but then made a comeback again in 2017 when rig counts doubled from the previous year⁸⁵.

- The Candlewood Suites opened in Greeley in September 2017 to meet oil and gas industry demand. In addition to energy industry and corporate business, the hotel saw occupancy rates of 95% or higher in September and October 2013 due to housing displaced flood victims in Northern Colorado⁸⁶.
- Only city-wide metrics are available. According to Visit Greeley, the average occupancy rate is 67%, which equates to 624 rooms occupied on any given day.
- The “Greeley Hotel Industry Metrics” table and graph below show occupancy rate, average daily rate (ADR), and revenue per available room (RevPAR) for Greeley’s hotels yearly averages as of April each year (YTD) since 2017. All three measures peaked in 2019 at approximately 72%, \$100, and \$72, respectively. Since the onset of COVID in 2020, the market has shown improvement in occupancy rate and RevPAR, though neither are back to pre-pandemic levels. ADR’s trough was in 2021 and has improved since, but is still falling short of pre-pandemic levels.

Greeley Hotel Industry Metrics (YTD as of April)

	2017	2018	2019	2020	2021	2022	% Change (17-19)	% Change (19-20)	% Change (17-22)
Occupancy (%)	69%	68%	72%	53%	56%	67%	5%	-26%	-3%
ADR (\$)	\$97	\$96	\$100	\$95	\$81	\$91	3%	-4%	-6%
RevPAR (\$)	\$66	\$65	\$72	\$51	\$46	\$61	8%	-29%	-9%

Source: CHLA Rocky Mountain Lodging Reports April 2018-2022



- The “U.S. Annual Hotel Industry Metrics” table and charts provided below compare Greeley’s hotel industry metrics to those of the U.S. as a whole. Greeley has a much lower ADR than the country, with the largest pre-pandemic difference of \$34 occurring in 2018. During 2020, the gap shrank to only \$8, but it increased again in 2021. RevPAR follows a similar trend with large gaps before and after 2020, but a narrower margin in 2020. However, Greeley boasts a higher occupancy rate every year since 2017 except

⁸⁴ (Weaver, Greeley hotel occupancy slips with oil and gas industry, 2016)

⁸⁵ (Valzquez, 2017)

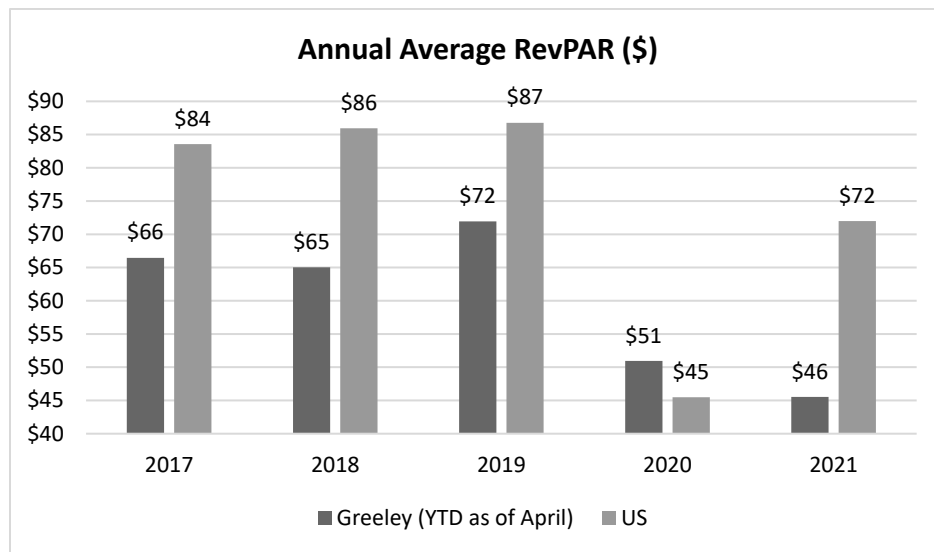
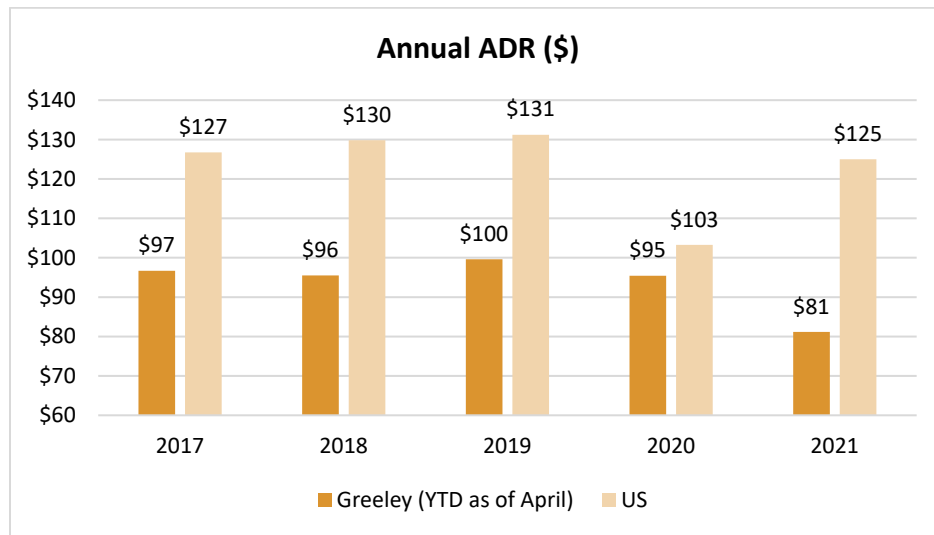
⁸⁶ (Valazquez, 2013)

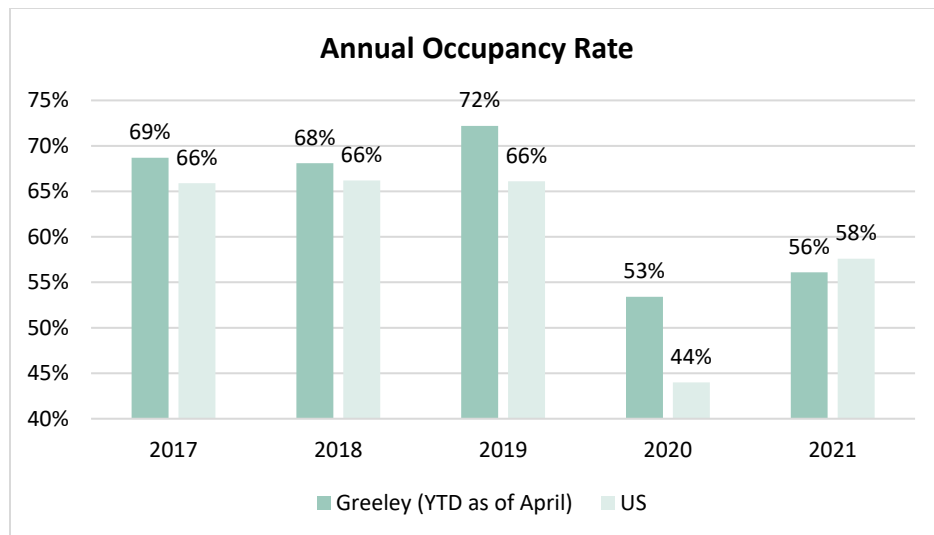
for 2021. This includes the largest gap of nine percentage points in 2020, when both geographies had their lowest occupancy rate.

U.S. Annual Hotel Industry Metrics

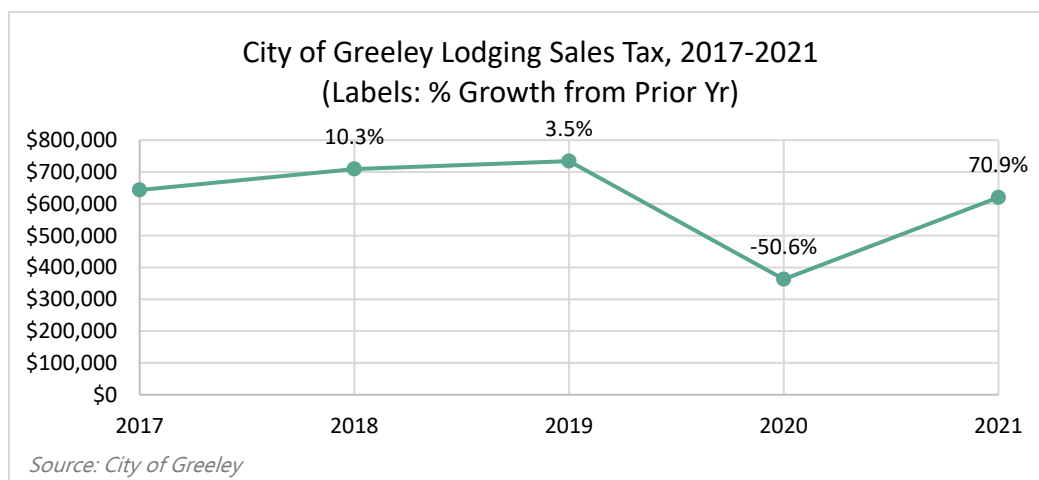
	2017	2018	2019	2020	2021	% Change (17-19)	% Change (19-20)	% Change (17-21)
Occupancy (%)	66%	66%	66%	44%	58%	0%	-33%	-13%
ADR (\$)	\$127	\$130	\$131	\$103	\$125	4%	-21%	-1%
RevPAR (\$)	\$84	\$86	\$87	\$45	\$72	4%	-48%	-14%

Source: STR Global, Hospitality Net via Statista





- The "City of Greeley Lodging Sales Tax" chart below shows trends at the city level. Before the pandemic, growth was steady, increasing 14% in the two-year period between 2017 and 2019. While 2020 showed a huge drop in sales tax revenues, decreasing 50.6%, revenues rebounded strongly in 2021, increasing 70.9%. 2021 revenues are ~\$115K shy of pre-pandemic revenues, representing a net loss of about 15.5% since 2019.



DOWNTOWN LODGING

- Downtown offers four hotels (~27% of the City's), which are listed in the "Downtown Lodging" table. Three are 3-star hotels and one is a two-star hotel. Completed in September 2017, the

Downtown Lodging		
	Rating	Rooms
DoubleTree by Hilton Greeley at Lincoln Park	3-star	147
Clarion Hotel and Conference Center Greeley Downtown	3-star	148
Currier Inn Hotel	3-star	10
Greeley University Inn	2-star	15

DoubleTree by Hilton is the newest offering, with 147 rooms, a conference center with seven meeting rooms, and nearly 15,000 square feet of event space.

- Downtown has 320 rooms, or 34% of Greeley's 932 rooms (not including campgrounds or short-term rentals).

SHORT-TERM RENTAL MARKET

- Short-term rental companies, led by Airbnb, have seen explosive growth in recent years. While these rental units play an important role in housing a portion of the visitor market, they also erode the hotel visitor base and chip away at the permanent housing stock in an already strained residential market; currently, Greeley's short-term rental market isn't posing a large threat to either.
- Per AirDNA data, Greeley's short-term rental market is a mix of entire units and private rooms, with slightly more entire unit listings (see "Greeley Short-Term Rental Market" table; note that properties listed are from Airbnb and Vrbo only). Average rental rates are higher than that of local hotels – \$135 per night – and occupancy appears strong as well (71% on average).

Greeley Short-Term Rental Market

Total Listed Rentals	106
Avg. Daily Rate	\$135
Occupancy Rate	71%
Bedrooms	2.4
Guests	5.8
Listing Type	
Entire unit	54%
Private Room	46%

Source: AirDNA; last-twelve-months data as of June 2022; Airbnb and Vrbo only

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APPENDIX B: CAPITAL IMPROVEMENT ASSESSMENT



Capital Improvement Assessment

Downtown Greeley

LIVABLE CITES STUDIO

NOVEMBER 2022

City of
Greeley
Colorado

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Overview & Purpose

Overview

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

Purpose

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

Methodology

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

State of Downtown Greeley Public Realm

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

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



Image of the existing sidewalk near 9th Avenue

Key Findings

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

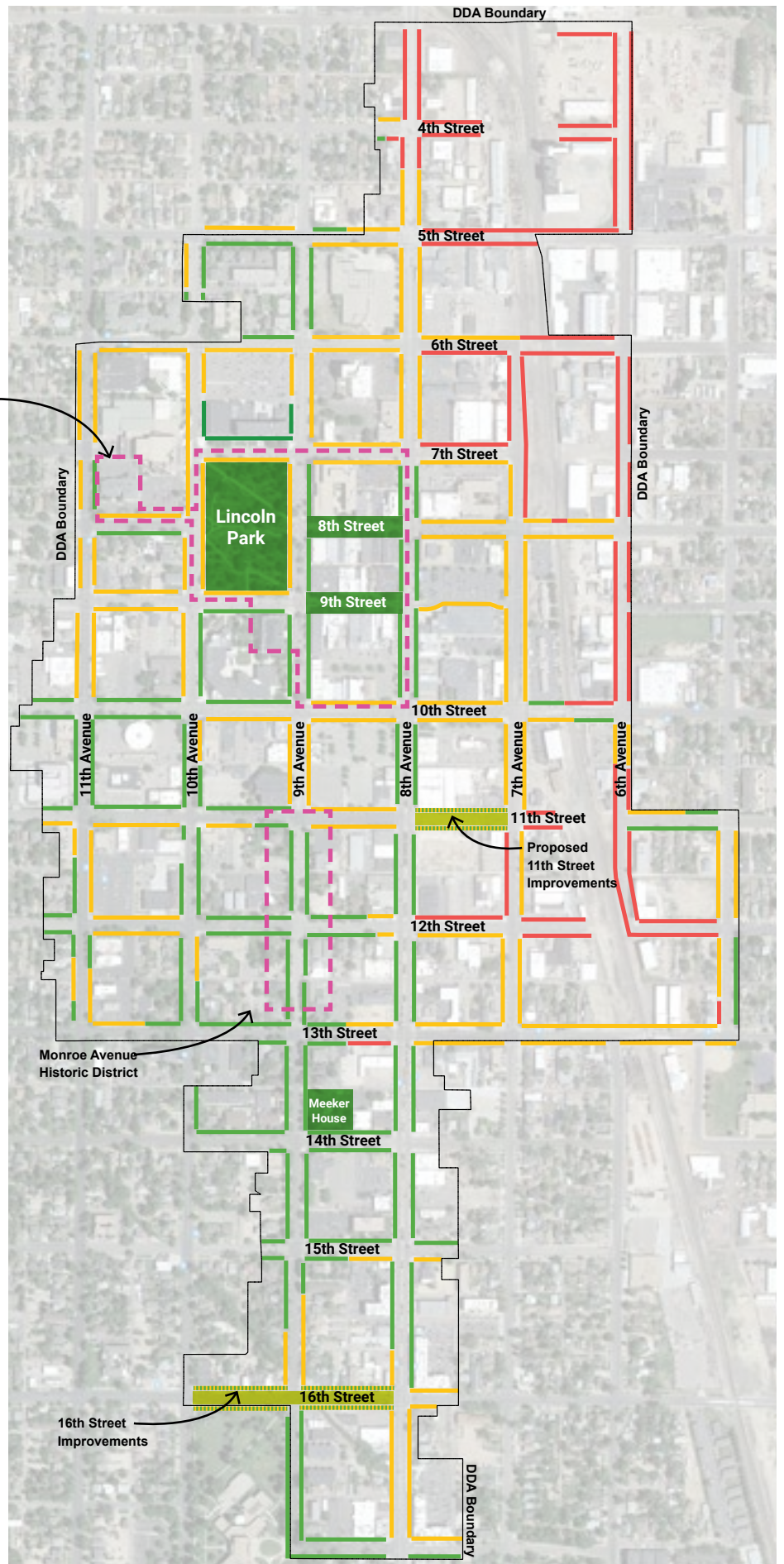


Image of the streetscape and cafe seating on 9th Street

Legend

- Good
- Poor
- Fair
- Park/Plaza
- Planned or Proposed Improvement
- Historic Districts
- DDA Boundary

Downtown
Greeley Historic
District



Analysis of Capital Improvements

Public Realm Assets Study



Image of the existing sidewalk along 9th Avenue

Public Realm and Capital Investments for People

As most cities have excellent statistics on traffic flows and parking patterns, issues relating to traffic and parking are generally well represented in planning and capital budgeting processes. Very few cities, however, have information on the quality of the public realm and the areas where capital investments and annual budgeting is required to create and maintain a walkable and rollable Downtown that supports an active business and mixed use environment.

This study assesses the quality of Downtown Greeley's streets and public realm from a pedestrian perspective to provide insight into how Downtown's public spaces function today and the types of improvements required to create a more attractive and comfortable Downtown experience.

Underground Utilities

The focus of the Capital Improvement Assessment is to evaluate the condition of the surface improvements within the public realm. Therefore, an assessment of underground utilities, including water, fiber optic lines, and electrical is not a part of this study. Some addition work, beyond the scope of this assessment, will be conducted to determine the condition and capacity of underground utilities. The stormwater system has been evaluated by the City and is undergoing regular improvements to increase capacity, including the 12th Street Stormwater Outfall project. For additional information, contact the City of Greeley Public Works at 970-350-9881.

Americans with Disabilities Act (ADA) and the Public Realm

This study does not include information related to an ADA evaluation of Downtown's streets and sidewalks. Some information is available through Public Works and a separate analysis may be conducted to further evaluate ADA compliance and accessibility needs in Downtown. For additional information, contact the City of Greeley Public Works at 970-350-9881.

Avenues & Streets

The avenues and streets comprise a vast majority of the Downtown public realm assets. In total, the study area includes over 17 different streets forming an interconnected Downtown grid. The grid includes five north-south avenues between 7th and 11th Avenues, and twelve east-west streets between 5th Street to the north and 16th Street to the south. 16th Street also serves as the boundary between the DDA and the University of Northern Colorado (UNC).

The vast grid of streets includes a variety of physical conditions, with some segments in very good condition and others without any improvements besides basic asphalt. Due to the length of the streets, the assessment demonstrates that physical conditions are inconsistent on each street and can often range from poor to very good within a few blocks.



Image of the existing sidewalk, tree lawn, and mature trees

Downtown Wayfinding & Signage



Image of the new wayfinding signage in Downtown

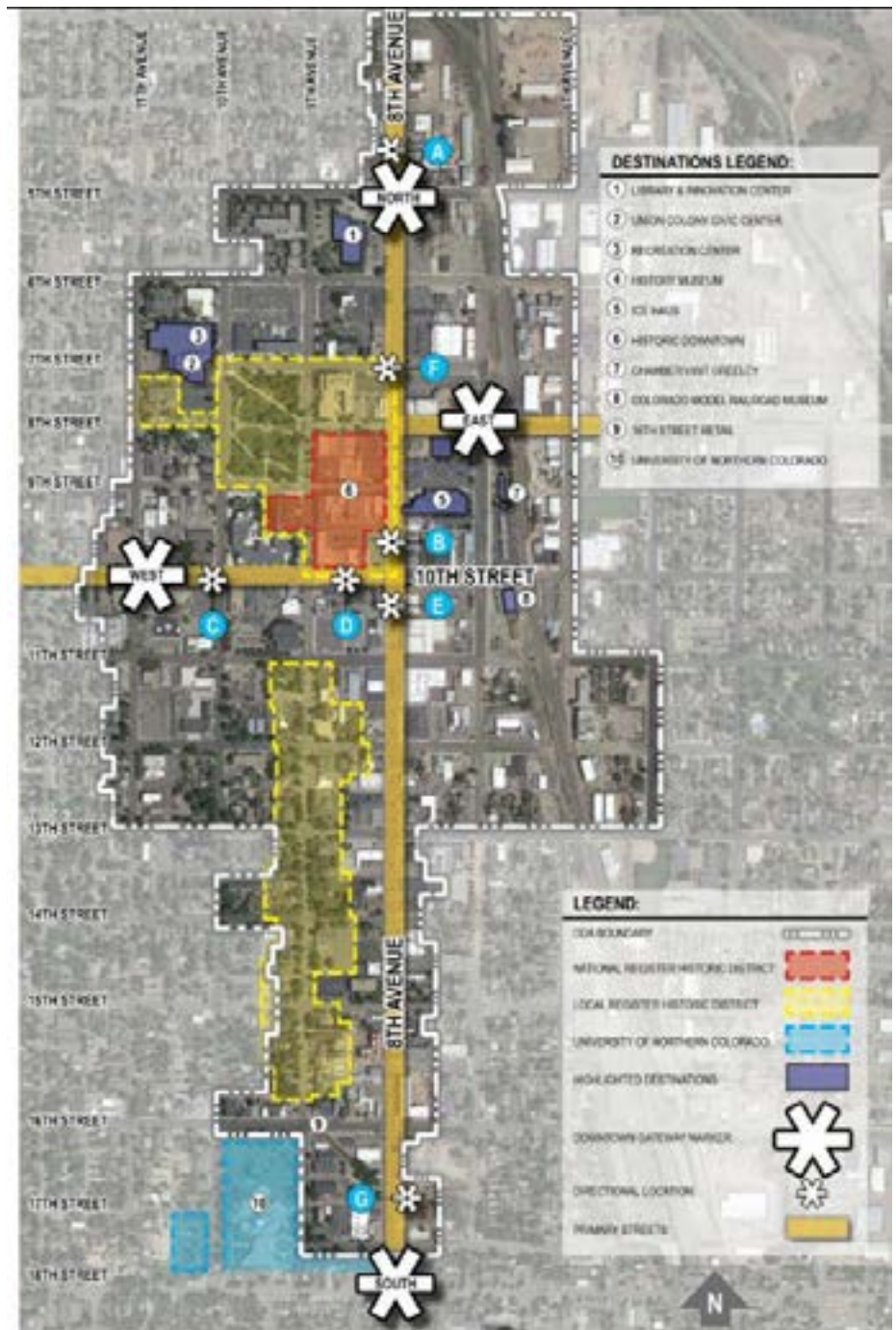
Improving Wayfinding and Visitor Experience

The DDA recently completed Signage Guidelines (2021) for Downtown, which provide an overall plan and design guidance for various types of signage, including entry monument signs and wayfinding signs. The plan, to be implemented in phases over time, identifies locations for signage throughout Downtown and seeks to improve the visitor and user experience by identifying important destinations and attractions, as well as gateway markers at key entry points. Major gateways have been identified along 8th Avenue at 5th Street and 16th Street, as well as key points east and west on 8th and 10th Streets.

The Wayfinding Signage Content & Location Map on the next page from the Signage Guideline document captures the proposed locations and destinations. The full document can be accessed on the DDA's website.

Wayfinding Signage Content & Location Map

- A Southbound directional:**
 - ↑ Historic Downtown
 - ↑ Ice Haus
 - ↑ History Museum
- B Southbound directional:**
 - ← Colorado Model Railroad Museum
 - ← Chamber/Visit Greeley
 - ↑ University of Northern Colorado
- C Eastbound directional:**
 - ← Historic Downtown
 - ← Union Colony Civic Center
 - ← Recreation Center
- D Eastbound directional:**
 - ↑ Colorado Model Rail Road Museum
 - ← Ice Haus
 - ← History Museum
- E Northbound directional:**
 - Colorado Model Railroad Museum
 - Chamber/Visit Greeley
 - ↑ Library & Innovation Center
- F Southbound directional:**
 - ↑ Historic Downtown
 - ← Union Colony Civic Center
 - Library & Innovation Center
- G Northbound directional:**
 - ← 16th Street Retail
 - ↑ Historic Downtown
 - ↑ Library & Innovation Center



Wayfinding Signage and Location Map (by others)

Avenues & Streets

7th Avenue

OVERVIEW

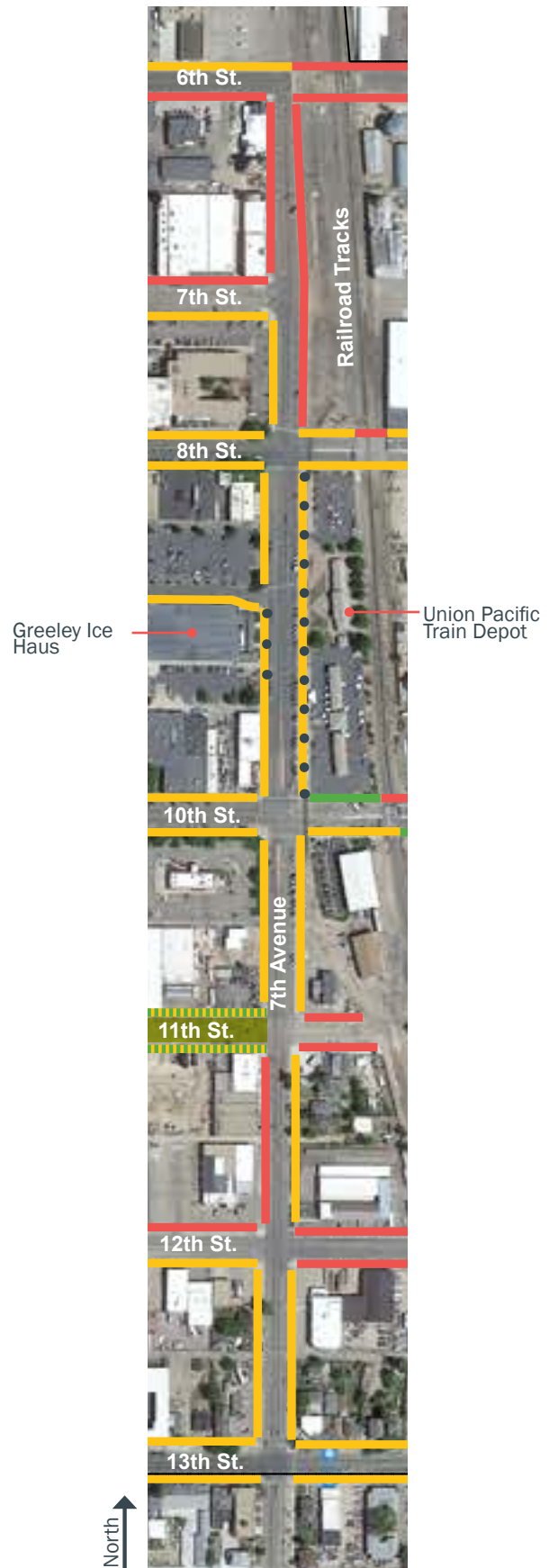
Located near the eastern edge of Downtown, 7th Avenue straddles one side of the railroad tracks and functions as a transition between the core Downtown area and the industrial uses and businesses located near the rail lines. Other than some improved areas in front of the Train Depot, the historic industrial and commercial uses have created a public realm that lacks many of the basic elements such as sidewalks, trees, and amenity spaces that would make it attractive to pedestrians and bicyclists.

7th Avenue Snapshot

- » Majority fair condition
- » Approximately 25% poor condition
- » Bicycle lanes included south of 8th Street

Legend

- Good
- Fair
- Poor
- Pedestrian Lights



AMENITY AREA

Consistent amenity area treatments between the property line and curb are uncommon. As indicated by the small areas of lawn near the corners of 7th and 10th Streets, when amenity areas are included, they are not very useful or effective. Although there are some improved areas in front of the Train Depot, including improved sidewalks and pedestrian lighting, they lack other amenities such as trees, landscape planting, benches, etc.

EXISTING AMENITIES:

Pedestrian Lighting

- » Only in front of Train Depot and along Ice House frontage

Bus Stops

- » None

Public Art/Murals

- » None

Benches

- » None

Landscape Planters

- » None



Image of the existing sidewalk along 7th Avenue

SIDEWALKS

The inconsistent public realm condition is revealed where there is no sidewalk due to the historic industrial and commercial uses. When sidewalks are present, they are typically an attached condition without any amenity zone or buffer from vehicular traffic.

BUILDING ACTIVATION / FRONTAGE

In most cases, building frontages are oriented to the automobile or service entries, creating an unwelcoming and disconnected public realm environment for people. However, the Train Depot frontage is a wonderful contribution through its detailed architecture, scale, and the location of its building entries.

TREES

The street includes very few street trees located in the right-of-way. With fewer than 10 street trees, they offer very little shading, cooling, or pedestrian comfort.



Image of the existing sidewalk along 7th Avenue

8th Avenue

OVERVIEW

8th Avenue is the primary north-south commercial corridor in Downtown and one of the major destination streets with a variety of restaurants, businesses, and new mixed-use development. Despite it being a CDOT road, it has seen considerable public and private improvements over the years resulting in a pleasant public realm experience between 7th Street and 16th Street, including landscape medians, public art, seating, street trees, amenity areas, and enhanced crosswalks. Although the character still feels vehicular due to the overall width of the roadway and volume of cars, the public realm improvements have created a pleasant place where pedestrians feel safer and more comfortable, and businesses see increased foot traffic and patrons.

8th Avenue Snapshot

- » Over 50% are good condition
- » Northern blocks require the most improvements

Legend

- Good
- Fair
- Poor
- • • • Pedestrian Lights



North Segment
(4th St. - 11th St.)



South Segment
(11th St. to 16th St.)

Proposed
11th Street
Project

AMENITY AREA

The amenity area along 8th Avenue varies, but the segments south of 8th Street include a variety of public art, historic pedestrian lighting, themes, benches, furnishings, street trees, and landscape.

EXISTING AMENITIES:

Pedestrian Lighting

- » Included along majority of the corridor

Bus Stops

- » Seven total bus stops for northbound and southbound bus service

Public Art/Murals

- » Numerous locations of public art

Benches

- » Consistent throughout

Landscape Planters

- » Median landscape treatments
- » Landscaped corners
- » Several potted plants and flowers

SIDEWALKS

A majority of the blocks have nice sidewalks and adequate space for comfortable pedestrian movement. However, the blocks north of 7th Street lack the same character and are fair to poor condition.

BUILDING ACTIVATION / FRONTAGE

Many of the buildings are oriented to create an active building frontage and reinforce the street edge, creating street presence and providing a more inviting sense of place. This is also supported by the elimination of surface parking between the buildings and the public realm, allowing people to window shop and easily enter restaurants and businesses when walking along the street.

TREES

Trees and landscape, often in the form of planted medians and regularly spaced tree wells, help create a consistent feel and character along the street. The public realm improvements are visibly apparent and much more widespread as you travel south from 7th Street towards 16th Street.



Image of a public art piece along 8th Avenue



Image of the streetscape improvements along 8th Avenue

9th Avenue

OVERVIEW

9th Avenue is the second major north-south street running through the center of Downtown, connecting major destinations such as Lincoln Park, 8th Street, the new LINC Library, and UNC.

Unlike the commercial feel of 8th Avenue, 9th Avenue has a predominantly residential character in the southern sections before transitioning to commercial, civic, and mixed-use to the north. The mature tree canopy, generous sidewalks, and tree lawns make it one of the more pleasant, comfortable, and memorable streets in Downtown.

Although there is a need for typical sidewalk repair, replacement, and maintenance, 9th Avenue is one of the most pleasant and enjoyable streets Downtown with great potential to create an enhanced connection between UNC and the center of Downtown.

9th Avenue Snapshot

- » Approximately 70% are good condition
- » No poor conditions
- » Bicycle lanes included south of 11th Street

Legend

- Good
- Fair
- Poor
- • • • Pedestrian Lights



AMENITY AREA

9th Avenue includes one of the more consistent amenity areas in all of Downtown with mature trees, wide tree lawns, and mixed hardscape streetscape improvements north of 9th Street.

EXISTING AMENITIES:

Pedestrian Lighting

- » Only included between 10th and 7th Streets

Bus Stops

- » None

Public Art/Murals

- » None

Benches

- » Consistent between 10th and 7th Streets

Landscape Planters

- » Landscape planters between 10th and 7th Streets
- » Nice tree lawns along majority of the street

SIDEWALKS

Continuous sidewalks along both sides of the street run the entire length and create a very comfortable and safe walking environment for residents, students, and visitors to stroll throughout the corridor. The sidewalk condition is in good shape with typical wear and tear needing maintenance or occasional replacement.

BUILDING ACTIVATION / FRONTAGE

Due to the adjacent uses, building activation and street frontage vary along the street. The southern end, south of 12th Street, is much more residential with numerous historic buildings and older residential buildings with wider setbacks, generous front yards, and maintained landscapes. Moving north closer to 11th Street, 9th Avenue transitions to commercial uses, which changes building frontage characteristics and sometimes creates unfriendly adjacencies with blank facades and surface parking lots. The core Downtown blocks include some of the most active and attractive facades with well-crafted architecture, windows, and storefronts.

TREES

Mature street trees are in abundance along 9th Avenue running along both sides of the street for most of its length with the exception of a few blocks near the Downtown core.



Image of the streetscape in front of retail space on 9th Avenue



Image of a historic residential home along 9th Avenue



Image of a blank building facade along 9th Avenue

10th Avenue

OVERVIEW

10th Avenue is one of the two major north-south streets on the western edge of Downtown running from 13th Street to 6th Street and forming the western edge to Lincoln Park, and the front door to City Hall. Although it is similar in character to 9th Avenue, it lacks the same level of quality due to the inconsistent tree canopy, amenity zone, and sidewalk treatment. The inconsistent character of the streetscape and public realm combined with the higher percentage of non-residential uses near the Downtown Core creates a fragmented character and feel.

10th Avenue Snapshot

- » Almost equal division between fair and poor conditions
- » No poor conditions
- » Bicycle lanes included south of 11th Street

Legend

- Good
- Fair
- Poor
- • • • Pedestrian Lights



AMENITY AREA

Besides vehicular street lighting, amenities on 10th Avenue are scattered and very infrequent, with an occasional bike rack, as shown in the image to the right.

EXISTING AMENITIES:

Pedestrian Lighting

- » Only included between 6th and 7th Streets

Bus Stops

- » Five bus stops serving Routes 1 and 5

Public Art/Murals

- » Crosswalk murals at 7th Street in front of Civic Center/Rec Center

Benches

- » Only at bus stops

Landscape Planters

- » Enhanced landscape and planters located adjacent to new DoubleTree Hotel

SIDEWALKS

Sidewalks line both sides of 10th Avenue but placement (attached or detached) and quality vary widely depending on the block.

BUILDING ACTIVATION / FRONTAGE

Building uses along 10th Avenue is varied, ranging from major civic buildings to churches and residential properties. The building frontages are inconsistent and range from large blank facades to some areas with more ornate or interesting architecture. In most areas, the street lacks building fronts that activate the street and make it a pleasant area to stroll and linger.

TREES

The street trees are vary in size, placement, and consistent application with some blocks having a healthy and mature tree canopy and others having recently planted trees or missing trees.



Image of the piano crosswalk on 10th Avenue near Lincoln Park



Image of the bicycle lane and varied landscape treatment along 10th Avenue

11th Avenue

OVERVIEW

As the westernmost street, 11th Avenue functions as a transitional street between the commercial and civic/public uses in Downtown to the residential neighborhoods to the west. In many cases, the street functions like a back door or secondary street servicing Downtown and lacking any identifiable character or amenities.

11th Avenue Snapshot

- » Generally fair conditions due to basic sidewalks
- » Lacks many other attributes of higher quality streetscapes

Legend

- Good
- Fair
- Poor
- • • • Pedestrian Lights



AMENITY AREA

11th Avenue is lacking in streetscape amenities, with only one bike rack identified, no benches, trash or other street furnishings.

EXISTING AMENITIES:

Pedestrian Lighting

» None

Bus Stops

» None

Public Art/Murals

» None

Benches

» None

Landscape Planters

» None

SIDEWALKS

The existing sidewalks provide basic pedestrian infrastructure and are well maintained, with a few exceptions near 12th and 13th Streets.

BUILDING ACTIVATION / FRONTAGE

This street features mixed-use, residential, and commercial building frontages. Most residential properties are offset from sidewalks and have private front yards, which ranges in upkeep and maintenance. The commercial and civic properties typically feature surface parking along the street creating an unpleasant pedestrian experiences.

TREES

This street has a variety of tree species, offering some sidewalk character and shading for pedestrians. Some blocks south of 9th Street do not have any trees which creates large gaps and unpleasant walking experience for pedestrians.



Image of a well maintained sidewalk and amenity area on 11th Avenue



Image of a poorly maintained frontage along 11th Avenue



Image of blocks where the amenity area has been removed to allow for additional travel lanes and parking

4th Street

OVERVIEW

4th Street is the northern most street in the DDA, including a small segment of road on either side of 8th Avenue. The segments within the DDA boundary are mostly unimproved due to its proximity to the railroad tracks and nearby industrial and commercial uses. However, the street does begin to improve as it moves west towards residential blocks.

AMENITY AREA

Other than vehicular street lights, there are no streetscape amenities for pedestrians or bicyclists. Only one small segment includes residential tree lawns west of 8th Avenue.

EXISTING AMENITIES:

Pedestrian Lighting

» None

Bus Stops

» None

Public Art/Murals

» None

Benches

» None

Landscape Planters

» None

SIDEWALKS

Most of the sidewalks are substandard due to the high number of commercial properties where asphalt and parking areas extend to the curb or there is no sidewalk at all. Areas west of 8th Avenue include narrow sidewalks adjacent to residential properties.



Image of dilapidated sidewalk condition on 4th Street

4th Street Snapshot



» Generally very poor conditions



Legend

- Good
- Fair
- Poor
- Pedestrian Lights

BUILDING ACTIVATION / FRONTAGE

Due to the commercial and industrial uses, many buildings along 4th Street create an unfriendly frontage and do not create any non-vehicular street activation. However, the frontage improves in the residential area to the west due to the character and architecture of the smaller-scaled residential buildings.

TREES

There are no standard street trees in this segment of 4th Street other than one single tree at the southeast corner of 8th Avenue.

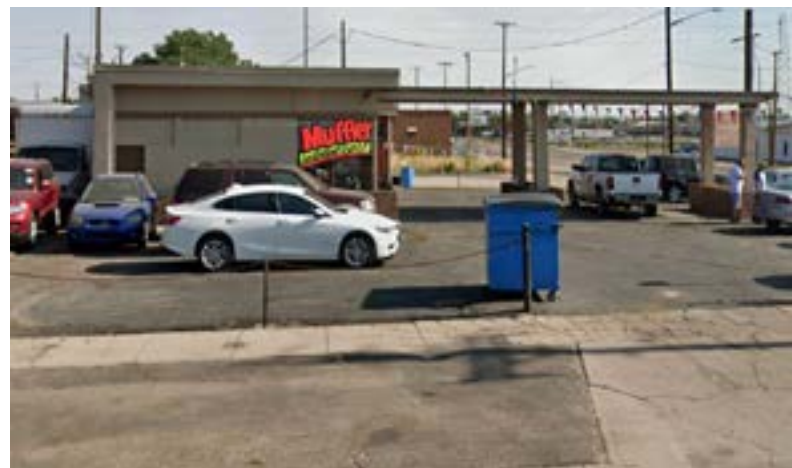


Image of an asphalt covered amenity area and commercial frontage



Image of the sidewalk and amenity area in front of residential properties

5th Street

OVERVIEW

This segment of 5th Street is near the northern edge of the study boundary and functions as a transitional street with a combination of major commercial, civic, industrial, and residential uses. The varied uses and inconsistent building frontages create an extremely undefined and disconnected public realm. Apart from the improved residential frontage along Meeker Commons, there have been minimal streetscape improvements in recent years. Unimproved conditions are a physical barrier for pedestrians trying to visit the adjacent destinations, including the new LINC Library and WeldWerks Brewing.

AMENITY AREA

Other than vehicular street lights at 5th Street and 8th Avenue, there are no streetscape amenities for pedestrians or bikers. Most of the amenity areas near commercial properties are treated as a functional space with expanded concrete, asphalt, and rock much. Moving west, 5th Street transitions to residential properties and the amenity area begins to include landscaped areas and trees.

EXISTING AMENITIES:

Pedestrian Lighting

» None

Bus Stops

» None

Public Art/Murals

» None

Benches

» None

Landscape Planters

» None

5th Street Snapshot

- » Generally very poor conditions, especially near the railroad tracks
- » Bicycle lanes included west of 8th Avenue



Image of the intersection at 5th Street and 8th Avenue



Image of an undefined sidewalk and amenity area



*Note: The railroad crossing is included as a part of the City of Greeley Railroad Quiet-Zone improvement project along the city's eastern railroad corridor.

Legend

- Good
- Fair
- Poor
- • • • Pedestrian Lights

SIDEWALKS

5th Street has a majority of fair sidewalks, however where 5th Street meets the railroad towards the east, the sidewalks cut off and the area becomes industrial with no sidewalks and undefined areas for pedestrians to walk.

RAILROAD CROSSING

The railroad crossing at 5th Street is unimproved without any sidewalks or formal crossing for pedestrians, including the crossing and approach on both sides. Both sides require basic pedestrian improvements to create a safer and more welcoming crossing from areas to the east.

BUILDING ACTIVATION / FRONTAGE

Other than Meeker Commons, there are significant setbacks that form an unattractive and uncomfortable streetscape. In many cases, service uses, surface parking, or access points line the street edge deterring pedestrians and cyclists from the area.

TREES

The different sides of 5th Street have unbalanced and inconsistent greenery and tree plantings, with very few trees and planting areas on the eastern side.



Image of the sidewalk and amenity area without trees and planting



Image of a well maintained sidewalk and amenity area

6th Street

OVERVIEW

6th Street begins a full transition to the larger commercial uses in the blocks on the northern edge of Downtown making it an uncomfortable area for pedestrians with a lack of consistent streetscape treatments. The varied frontages, street treatments, and setbacks reflect the diverse commercial uses and create an inconsistent feel and character. The street has a large amount of diagonal parking and inconsistent sidewalk treatments, reinforcing its role as primarily a commercial-serving street.

AMENITY AREA

The amenity area along 6th Street is inconsistent and varies from block to block and property to property. There are numerous areas where there are attached sidewalks and no amenity zone, and various amenity zone widths dependent on the layout of diagonal parking and detached sidewalks. The overall character is lacking any consistency and comfort for pedestrians.

EXISTING AMENITIES:

Pedestrian Lighting

- » Between 8th and 9th Avenue on the north side of the street

Bus Stops

- » None

Public Art/Murals

- » None

Benches

- » None

Landscape Planters

- » None

SIDEWALKS

6th Street has basic sidewalks throughout, but varying layout and treatment based on adjacent uses and diagonal parking. 6th Street features detached and attached sidewalks, with neighboring conditions ranging from surface parking to private lawns. Overall sidewalk condition is good, but pedestrian comfort varies.

6th Street Snapshot



- » Generally fair conditions due to basic sidewalks
- » Lacks attributes of higher quality streetscapes

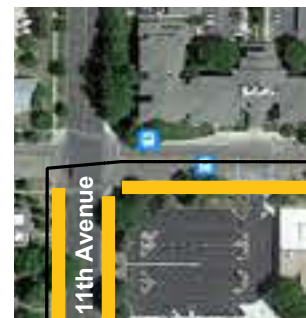


Image of the sidewalk and native landscape next to a repurposed industrial building



Image of an attached sidewalk without an amenity area



*Note: The railroad crossing is included as a part of the City of Greeley Railroad Quiet-Zone improvement project along the city's eastern railroad corridor.

Legend

- Good
- Fair
- Poor
- • • • Pedestrian Lights

RAILROAD CROSSING

Like 5th Street, the 6th Street railroad crossing is also unimproved without any sidewalks or formal crossing for pedestrians. The adjacent industrial uses also have little or no sidewalk improvements. The crossing requires basic improvements to create safer pedestrian connections from areas to the east.

BUILDING ACTIVATION / FRONTAGE

The street lacks any clear building definition and active frontages due to a broad range of commercial uses and large setbacks. Along many blocks, large surface parking lots or building service areas are often located next to the sidewalk, creating a very uncomfortable experience for pedestrians. However, the Housing Authority building at the northwest corner of 9th Avenue does a very nice job creating a welcoming and comfortable frontage.

TREES

This section of 6th Street has little to no trees, severely impacting the streetscape quality. Where trees occur, it is difficult to determine if they are located on private property or if they are within the right-of-way.



Image of the amenity area and sidewalk with pedestrian lights

7th Street

7th Street Snapshot



- » Better conditions near Lincoln Park
- » Lower quality moving east

OVERVIEW

7th Street begins to shape the main core of Downtown with new improvements at the DoubleTree Hotel, transitioning into Lincoln Park across the street. However, the street begins to quickly lose this sense of a place as it enters the industrial areas east of 8th Avenue.

AMENITY AREA

The amenity area on the main blocks near Lincoln Park and one block east are in good condition with mature trees, landscape areas, occasional bicycle racks, benches, and trash receptacles. Some treatments can be updated but the amenity area shows promise with continued upkeep and maintenance. East of 8th Avenue features poorer conditions due to significantly fewer trees and amenity spaces, attached sidewalks, large road widths, and on-street parking.

EXISTING AMENITIES:

Pedestrian Lighting

- » Only in front of the recently completed DoubleTree Hotel

Bus Stops

- » None

Public Art/Murals

- » None

Benches

- » In front of DoubleTree Hotel
- » Near 8th Avenue

Landscape Planters

- » Pleasant landscape planters near DoubleTree Hotel



Image of a sidewalk and commercial frontage



Image of street furnishings, including a bench and trash receptacle



Legend

- Good
- Fair
- Poor
- • • • Pedestrian Lights

SIDEWALKS

7th Street has continuous sidewalks along each block, but the condition and location vary from block to block, dependent on adjacent uses, parking, and development. Blocks closer to Lincoln Park are of higher quality, while blocks east of 8th Avenue feature increased commercial properties with service access, negatively impacting overall street quality.

BUILDING ACTIVATION / FRONTAGE

Building facades and uses vary on 7th Street from smaller shops to large hotels. Most building frontages are occupied by on-street parking, creating an uncomfortable pedestrian environment. However, there are a few pockets of pedestrian-friendly building frontages and urban murals.

TREES

7th Street includes a large variety of healthy trees near Lincoln park, which decreases as the blocks move east. Blocks east of 8th Avenue have very few trees due to the vehicular-focused commercial and industrial character. Tree sizes and health also vary depending on the tree's planting area, location, and growing conditions.



Image of a blank facade and dilapidated sidewalk east of 8th Avenue



Image of the streetscape in front of the DoubleTree Hotel

8th Street

OVERVIEW

Due to Lincoln Park, 8th Street is the only discontinuous street in Downtown. The interruption influences different character and quality on each side. The west side is characterized by a blend of residential and civic buildings, while the east side is characterized by commercial and industrial buildings. The public realm character and quality ranges from intimate, residential streetscapes to functional, commercial streetscapes.

AMENITY AREA

The amenity area varies from block to block dependent on property use and configuration of on-street parking. The residential blocks include typical tree lawns, while the commercial and civic blocks often replace or alter the amenity zone to create room for diagonal parking, building access, or increased hardscape.

EXISTING AMENITIES:

Pedestrian Lighting

» None

Bus Stops

» None

Public Art/Murals

» One public art piece/mural on Greeley History Museum facade

Benches

» Benches and bike racks on 8th Street Plaza

Landscape Planters

» None

SIDEWALKS

Sidewalks are continuous throughout the street. However, their location and configuration change and vary dependent on adjacent uses. The sidewalks in front of the hotel, at the railroad crossing, and the blocks east of the railroad tracks have inconsistent layout and need repair or reconstruction to create a clear sidewalk connection.

8th Street Snapshot

- » Generally fair conditions
- » High block to block variation
- » Bicycle lanes included west of 10th Avenue



Image of an attached sidewalk with diagonal parking



Image of a mature tree and wide tree lawn west of Lincoln Park



*Note: The railroad crossing is included as a part of the City of Greeley Railroad Quiet-Zone improvement project along the city's eastern railroad corridor.

Legend

- Good
- Fair
- Poor
- • • • Pedestrian Lights

RAILROAD CROSSING

As a major east-west roadway, the 8th Street railroad crossing is somewhat up-to-date. The south side of the road features ADA-compliant sidewalks throughout the railroad crossing, but the north sidewalk's western approach terminates just before reaching the crossing, which could be completed to create a second connection on the north side of the street.

BUILDING ACTIVATION / FRONTAGE

8th Street features several uses, including small-scale residential properties, surface parking, and large commercial properties. These contrasting uses and treatments along the street do not provide any consistent building edges that activate the street or establish defined edges.

TREES

Trees where included are healthy and provide a pleasant shade canopy and pedestrian comfort. However, the trees are piece-mealed along the blocks in response to specific constraints and needs of adjacent properties, creating an inconsistent and fragmented feel.



Image of the mural on the Greeley History Museum building



Image of the guest drop off area in front of the Clarion Hotel

9th Street

OVERVIEW

9th Street is located south of Lincoln Park and fronts major landmark destinations, including the Weld County Courthouse and Greeley Ice Haus. The street has a high volume of vehicular traffic and plays an important role by providing parking and access to nearby major destinations.

Its role of providing access greatly impacts its overall character. 9th street features various uses, so the public realm changes from block to block. There are also many areas that offer substantial on-street parking, which impacts amenity areas and sidewalk configuration.

AMENITY AREA

The amenity area varies from block to block depending on use and configuration of on-street parking. Similar to 8th Street, the residential blocks include typical tree lawns of standard size before transitioning to an attached sidewalk without an amenity area in front of the courthouse. The block east of 8th Avenue in front of the Greeley Ice Haus is more convoluted; the road and sidewalks are organized to primarily serve the needs of the building.

EXISTING AMENITIES:

Pedestrian Lighting

- » A few in front of the Greeley Ice Haus

Bus Stops

- » None

Public Art/Murals

- » None

Benches

- » None

Landscape Planters

- » None

9th Street Snapshot

- » Generally fair conditions
- » High block to block variation



Image of the residential frontages west of Lincoln Park



Image of the attached sidewalk and parking south of Lincoln Park



Legend

- Good
- Fair
- Poor
- • • • Pedestrian Lights

SIDEWALKS

Sidewalks are continuous along the entire street. Similar to 8th Street, their location and configuration change and vary depending on the block and the adjacent uses. The sidewalks on the western block are in moderate condition and separated by a typical tree lawn before transitioning to wider attached sidewalks in front of the park and courthouse. The sidewalks adjacent to Greeley Ice Haus are only located next to the building with a protective railing, creating a tight and slightly uncomfortable feeling for pedestrians.

BUILDING ACTIVATION / FRONTAGE

Similar to 8th Street, varied use impacts the building activation and frontage. 9th Street features a mix of buildings along the western segment from civic uses in front of the park and courthouse to large single-use found at the Ice Haus. All blocks can be improved by providing more visual interest and street activation through facade and edge enhancements.

TREES

Trees where included are healthy and provide a pleasant shade canopy and pedestrian comfort. However, trees are inconsistently placed in response to adjacent property needs, creating an overall inconsistent and fragmented feeling.



Image of the attached sidewalk and protective railing at the Greeley Ice House

10th Street

OVERVIEW

10th Street serves as a major corridor for commercial vehicles and a primary route traveling to and through Downtown. Heavy vehicular function and automobile-focused design greatly impacts the public realm, feel, and character. Unlike 8th Avenue which has benefited from streetscape investments, 10th Street remains to have fragmented streetscapes based on adjacent properties and features significant space allocated towards drive lanes and parking.

AMENITY AREA

The amenity area along 10th Street varies from block to block. Most areas are basic without any amenities. The blocks on the north side of the street near 9th and 8th Avenues feature trees, bike racks, planter pots, and trash receptacles.

EXISTING AMENITIES:

Pedestrian Lighting

» None

Bus Stops

» None

Public Art/Murals

» None

Benches

» None

Landscape Planters

» Annual flowers in planter pots on the north side of the street near 9th and 8th Avenues

SIDEWALKS

10th Street has continuous sidewalks throughout, but the condition and location vary from block to block, depending on the adjacent uses. Conditions and widths vary from wider conditions near 9th Avenue to narrower areas with attached sidewalks on other blocks. The overall sidewalk quality is good with typical maintenance required. 10th Street has a gap in sidewalk connectivity along the north side of the road at the railroad tracks.

10th Street Snapshot

- » Generally fair conditions
- » Lacks many attributes found in high-quality streetscapes



Image of the new public art piece east of the railroad tracks



Image of an existing mature tree near 11th Avenue



*Note: The railroad crossing is included as a part of the City of Greeley Railroad Quiet-Zone improvement project along the city's eastern railroad corridor.

Legend

- Good
- Fair
- Poor
- Pedestrian Lights

RAILROAD CROSSING

The 10th Street railroad crossing is one of the most complete and comfortable crossings in Downtown with well-established sidewalk improvements along the south side of the street, which features public art at the southeast corner. The north side of the street has an improved sidewalk connection from the west, but it currently terminates at the tracks, creating a gap. The northern segment should be completed to connect the northern crossing.

BUILDING ACTIVATION / FRONTAGE

The building activation and frontage treatments vary dramatically from block to block. Some areas near 9th Avenue have exceptional frontages with active storefronts and window displays. Other areas, however, have surface parking lots or completely blank facades, which detract from the pedestrian experience.

TREES

Tree planting and canopy are fragmented and inconsistent along 10th Street. Some blocks maintain existing trees and replace lost trees, but majority of the blocks have no trees due to an attached sidewalk condition.



Image of the sidewalk and mature trees in front of City Hall



Image of the building frontage and streetscape near 9th Avenue

11th Street

OVERVIEW

11th Street is a nondescript street lacking any clear identity or foundation of standards as it moves through Downtown. Uses are mostly commercial, which creates varying degrees of building frontages, amenities, and streetscape treatments. However, the lack of identity and consistency may be improved with the 11th Street improvement project proposed on the eastern edge just past 8th Avenue.

AMENITY AREA

The amenity area is mostly treated as a functional area with few pedestrian street amenities. The image to the right shows the one bike rack near 9th Avenue. There are a few blocks with wider amenity areas, but the treatments are limited to mulch. Other blocks do not have any amenity areas due to an attached sidewalk condition and configuration of on-street parking.

EXISTING AMENITIES:

Pedestrian Lighting

» None

Bus Stops

» None

Public Art/Murals

» None

Benches

» None

Landscape Planters

» None

SIDEWALKS

Although there are continuous sidewalks along the street, the location and width vary depending on the adjacent uses and on-street parking configuration. The sidewalk condition deteriorates on eastern blocks due to the transition to commercial and industrial uses with service access and driveway cuts.

40



11th Street Snapshot



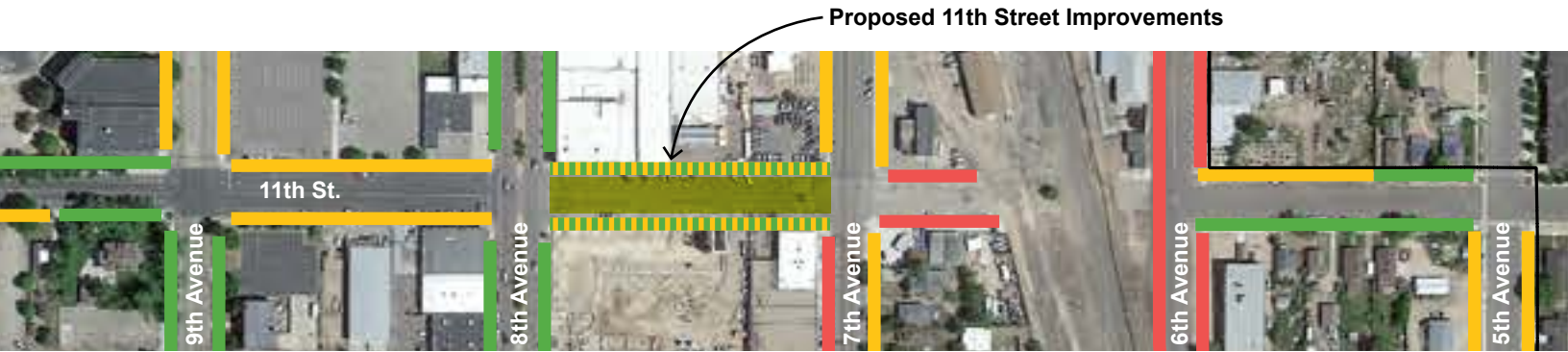
- » Varying conditions, with better conditions to the west
- » Bicycle lanes included west of 9th Avenue



Image of a commercial frontage with street trees



Image of a narrow attached sidewalk



Legend

- Good
- Fair
- Poor
- Pedestrian Lights

BUILDING ACTIVATION / FRONTAGE

Several building facades are disconnected from the adjacent streetscape, lacking a comfortable and pedestrian-friendly street frontage. Poor sidewalk conditions and deep setbacks also create confusion and an unwelcoming environment.

TREES

11th Street has a decent tree canopy in the central blocks, with some beautiful trees near the historic properties. Moving east from the intersection of 8th Avenue and 11th Street, tree frequency declines and there is little to no canopy or shade. The barren feeling of the public realm discourages pedestrians from walking the street or exploring this part of Downtown.



Image of a wide amenity area and healthy street trees



Image of an attached sidewalk next to diagonal parking

12th Street

OVERVIEW

12th Street, like 11th Street, is a basic street serving Downtown with nicer conditions to the west and very poor conditions on the east. The level of the improvements in the public realm, in most cases, directly reflects the adjacent uses, where the older residential and historic properties have nice trees with mature canopies and sidewalks, and the larger commercial and industrial parcels lack adequate improvements or have dilapidated conditions.

AMENITY AREA

The street amenity options on 12th street are lacking with no benches, bike racks, trash or recycling receptacles, planters, or pedestrian lights. However, blocks near 9th Avenue and the historic district have generous tree lawns with large mature trees.

EXISTING AMENITIES:

Pedestrian Lighting

» None

Bus Stops

» None

Public Art/Murals

» None

Benches

» None

Landscape Planters

» None

SIDEWALKS

Sidewalks are older, very basic, and cracking along 12th street, which will require some repair, upkeep, or replacement in the coming years. Sidewalks are continuous between 11th and 8th Avenues, but then disappear or become very fragmented due to the adjacent commercial uses, parking, and service area needs of industrial buildings.



12th Street Snapshot



- » Better conditions west of 8th Avenue
- » Majority very poor conditions to the east



Image of a block with well maintained trees and landscape



Image of a residential frontage and sidewalk area



Legend

- Good
- Fair
- Poor
- • • • Pedestrian Lights

BUILDING ACTIVATION / FRONTAGE

12th Street has a mix of residential, commercial, and industrial uses, which creates a wide variety of frontages. This mix could lead to an interesting and vibrant streetscape. However, due to a lack of amenities, consistent building setbacks, attractive facades, and architectural character, 12th Street currently has poor street activation.

TREES

A large mature tree canopy exists in the core area between 9th and 10th Avenue, which should be protected and preserved. However, east of 8th Avenue there are no trees, creating a barren and uninviting experience for anyone walking, biking, or rolling.



Image of an attached sidewalk next to a surface parking lot



Image of the sidewalk and amenity area next to multifamily residential

13th Street

OVERVIEW

13th Street is another basic east-west street in Downtown, transitioning from residential on the west to commercial in the center and industrial on the east. The character of the public realm reflects this transition by changing from better conditions on the west to more challenging conditions to the east. The areas in good or fair condition mostly include basic public realm infrastructure such as sidewalks, mature street trees, and tree lawns, but overall, the street lacks any consistency or distinct character. Some nicer and more recent improvements are located at the intersection of 8th Avenue, which is consistent with the public amenities along a large portion of 8th Avenue.

AMENITY AREA

At 8th Avenue and 13th Street, the intersection amenities for pedestrians are adequate with trash cans, benches, shade, and street planters. This is the only section with higher quality and amenities on 13th Street. The street also includes some very wide tree lawn areas near the historic district closer to 9th Avenue.

EXISTING AMENITIES:

Pedestrian Lighting

» None

Bus Stops

» None

Public Art/Murals

» None

Benches

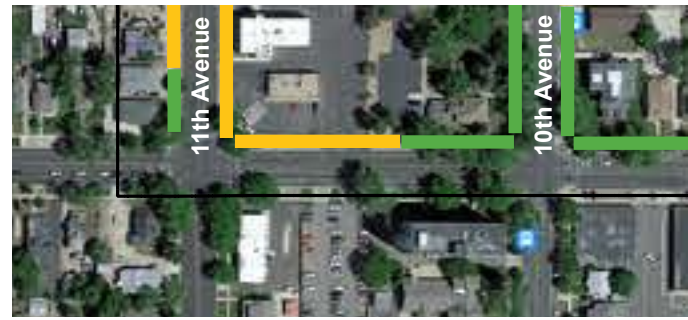
» Only at 8th Avenue intersection

Landscape Planters

» None

SIDEWALKS

Sidewalk quality varies on 13th Street, ranging from very nice buffered sidewalks between 11th and 9th Avenues to fragmented and inconsistent sidewalk treatments east of 8th Avenue. Sidewalks are consistent, but the location, width, and condition vary between blocks.



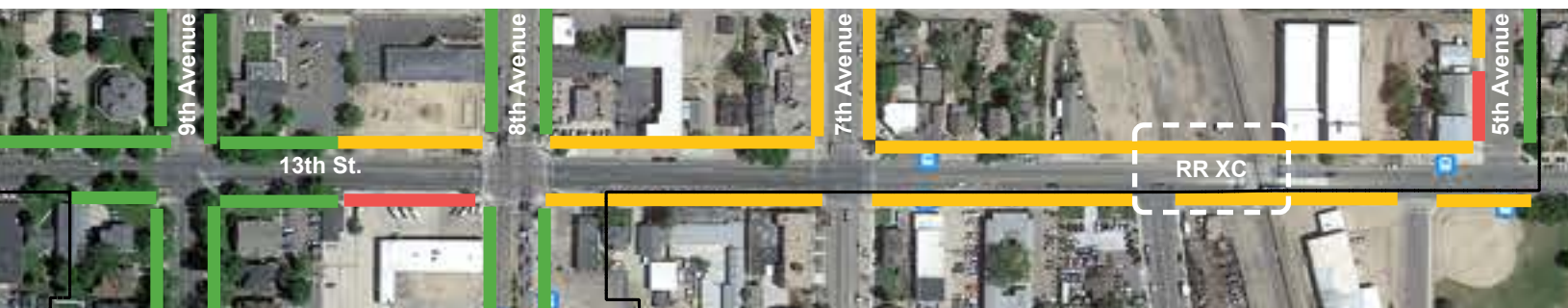
13th Street Snapshot



- » Generally fair to good
- » Lacks many high quality streetscape attributes
- » Bicycle lanes included



Image of the streetscape improvements and furnishings at the corner of 8th Avenue



*Note: The railroad crossing is included as a part of the City of Greeley Railroad Quiet-Zone improvement project along the city's eastern railroad corridor.

Legend

- Good
- Fair
- Poor
- • • • Pedestrian Lights

RAILROAD CROSSING

The 13th Street has the only complete rail crossing in Downtown with existing sidewalk with ADA compliant truncated domes on both sides. The crossing appears to be regularly maintained.

BUILDING ACTIVATION / FRONTAGE

12th Street has a mix of residential, commercial, and industrial uses, which creates a wide variety of frontages. Frontages near 9th Avenue, including the historic and residential properties, create a nice street edge and add character to the street. However, the commercial and industrial buildings often have blank facades or service access along the street creating unattractive street edges.

TREES

The residential west side of 13th Street features lush trees that help create a very comfortable pedestrian environment, however, moving eastward the tree canopy becomes sparse.



Image of the sidewalk and amenity area next to a commercial frontage

14th Street

OVERVIEW

Although it is a very small segment within the study area boundary, 14th Street has the most successful public realm, featuring mature tree canopy, sidewalks, adequate tree lawns, and building frontages supporting a comfortable public realm.

Other than the Resource Center along the south side, the street has adjacent uses and frontages that create a very comfortable feel and character, making it a pleasant and welcoming section of the street to stroll and enjoy.

AMENITY AREA

14th Street fronts the Meeker House Museum, which is an important historic site and public amenity for residents and visitors. The large and comfortable tree lawns along 14th provide a comforting amenity space that supports the large trees and overall feel of the street.

EXISTING AMENITIES:

Pedestrian Lighting

» None

Bus Stops

» None

Public Art/Murals

» None

Benches

» None

Landscape Planters

» None

SIDEWALKS

Sidewalks are continuous, consistent, and well maintained, providing consistency and setting a standard for all Downtown streets. However, the attached sidewalk condition on the south side of the street just east of 9th Avenue is a noticeable deviation in quality that creates an uncomfortable walking experience.



Image of a generous amenity area without trees and adjacent sidewalk



Image of the sidewalk and tree lawn near 9th Avenue

14th Street Snapshot

- » All good condition
- » Most successful street in Downtown



Legend

- Good
- Fair
- Poor
- • • • Pedestrian Lights

BUILDING ACTIVATION / FRONTAGE

Although a number of the buildings are older, the landscaping connects the facades to the street, providing a comfortable and visually interesting pedestrian experience.

TREES

Trees populate both sides of 14th Street, establishing greenery, shade, and a sense of enclosure.



Image of an area with a well-maintained sidewalk and mature trees

15th Street

OVERVIEW

Another small segment within the study area boundary, 15th Street continues the character and basic quality of 14th with a mature canopy, sidewalks, adequate tree lawns, and some building frontages supporting a comfortable public realm.

Although it has more adjacent surface parking lots than 14th Street, the street has sufficient sidewalks and tree lawns for most of its length. In some areas, the tree canopy is missing which makes sections of the street less comfortable and inviting than others.

AMENITY AREA

The large tree lawns provide a nice buffer from the street and edge to the sidewalk. The amenity zone also benefits from the improvements at the intersection of 8th Avenue, where some amenities contribute to the character of 15th Street, including public art, and elongated/protected crosswalk medians. However, outside the 8th Avenue intersection, there are no other street accessories or amenities.

EXISTING AMENITIES:

Pedestrian Lighting

» None

Bus Stops

» None

Public Art/Murals

» Two public art sculptures at the intersection of 8th Avenue

Benches

» None

Landscape Planters

» None

SIDEWALKS

Sidewalks are in very good condition with well-maintained landscape and tree lawn areas.



Image of the architectural character fronting 15th Street near 8th Avenue



Image of a sidewalk and tree lawn next to an existing surface parking lot

15th Street Snapshot

- » Majority good condition
- » Bicycle lanes included



Legend

- Good
- Fair
- Poor
- • • • Pedestrian Lights

BUILDING ACTIVATION / FRONTAGE

Building frontages range from standard residential homes with modest facades and front yard treatments to commercial buildings and surface parking lots. The residential buildings provide a pleasant street frontage due to their front porches, scale, and architectural detail. However, the commercial buildings and surface parking lots do not contribute to building activation.

TREES

Trees populate both sides of 15th Street, which offers shading and pedestrian comfort while contributing to neighborhood character.



Image of landscape planting in front of some residential properties



Image of recently planted trees and residential frontage

16th Street

OVERVIEW

The 16th Street Streetscape and Intersection Improvement is currently an active project being led by the City of Greeley Public Works Department. The planned improvements aim to slow vehicular speeds, improve safety, create a walkable environment, revitalize the corridor, maintain as much parking as possible, and increase the connection between UNC and Downtown. The project is working through the design phases with plans to initiate the improvements in 2023.

The plans and images included here were prepared by the City's consultant design team and represent the latest design plans. An overall assessment of the existing conditions along 16th Street were not conducted due to the anticipated major improvements and changes.



Conceptual illustration of the proposed improvements prepared by the City's design consultant team



Illustrative plan rendering of the proposed improvements prepared by the City's design consultant team



Conceptual illustration of the proposed improvements prepared by the City's design consultant team

Plazas

8th Street Plaza

OVERVIEW

8th Street is one of the two premier public spaces in Downtown oriented toward pedestrians, promoting events, and creating an active retail and restaurant area. The design of the space as a woonerf or shared street creates an overall curb-less and plaza-like atmosphere that prioritizes pedestrians, sitting, and lingering, but also allows vehicles to pass through and park in the space. This blending of uses allows flexibility for the street to be modified for special events, such as Friday Fest, concerts, and festivals.

The transformation of 8th Street from a typical roadway to a pedestrian-oriented shared street and plaza has been a successful example for Greeley and others. It demonstrates the positive response residents and businesses have when the public realm is designed as a place for pedestrians to linger, enjoy public life, and spend time Downtown with fellow community members and visitors.

PAVERS & HARDSCAPE

The pavers and hardscape materials used in the plaza include precast pavers, truncated domes, concrete planters, lower concrete edgers, drainage pans, and grates.

PAVERS

Two primary types of precast pavers cover the surface of the street: 1) Smaller standard pavers in an interlocking pattern in the drive lane and parking spaces, and 2) Larger square and rectangular pavers in the pedestrian areas.

The pavers are generally in good condition but require ongoing resetting, replacement, and repair, especially in higher vehicular traffic areas. This is common with unit pavers; a larger replacement project should be anticipated in about 10-20 years dependent on use and conditions. The larger pedestrian pavers also appear to be in good condition. At the time of a full replacement, there may be a desire to consider smaller interlocking pavers to prevent cracking and chipping of the larger pieces.

CONCRETE

The concrete areas used to frame the pavers and create edges or frames do have some cracks and chipping, which is to be expected. Full replacement of concrete areas may be required in areas with an abundance of cracks, such as corners and areas susceptible to Colorado's freeze-thaw cycles and unique weather and drainage conditions.



Image of existing unit pavers and colored concrete area on 8th Street needing repair and maintenance



Image of unit pavers in vehicular area, concrete flow line with drain inlets, and streetscape along 8th Street



Aerial image of 8th Street showing the curved roadway, parking, and streetscape

PLANTING & TREES

The landscape includes small lawn areas, landscape planters, trees, and areas for annual plantings in smaller pots or planters.

Trees and planting areas are in very good condition and well maintained. However, a few areas of recently planted trees indicate some loss of species. Maintenance should include periodic removal and replacement, as needed, as well as regular assessment of tree health to determine if more extensive tree replacement is needed.

PLAZA FURNISHINGS

The plaza furnishings include metal benches, bike racks, pedestrian lighting, and movable seating provided by the restaurants and cafes.

The plaza benches, bike racks, and trash receptacles are in good condition with some common maintenance issues associated with regular wear and tear. Most are standard products that can be easily replaced or repaired as needed.

The pedestrian light fixtures are also in good condition and appear well maintained. Unless damaged by a vehicle, light fixtures should only require typical repairs such as bulb replacement and occasional pole touch-ups.



Image of an existing planter pot, trash receptacle, and bench along 8th Street



Image of a colorful and artistic bicycle rack along 8th Street

9th Street Plaza

OVERVIEW

As the sibling to 8th Street, 9th Street is the second of the two premier public spaces in Downtown oriented toward pedestrians, promoting events, and creating an active retail and restaurant area. Therefore, the design is consistent with the placemaking, physical characteristics, and materiality of 8th Street.

The second of the two streets is also constructed using higher quality materials and finishes not seen throughout Downtown. As with 8th Street, the 9th Street Plaza requires a greater amount of regular maintenance.

PAVERS & HARDSCAPE

The pavers and hardscape materials match 8th Street and include precast pavers, truncated domes, concrete planters and, lower concrete edgers, drainage pans, and grates.

PAVERS

Similar to 8th Street, the plaza includes two primary types of precast pavers to cover the surface of the street. The pavers are also in good condition but appear to have some areas where pavers have been damaged and replaced. This includes areas where slight heaving or lifting may occur due to ongoing freeze-thaw cycles or a transition between paving patterns at the edges. Addressing this may include additional analysis to determine if an alternate paver subsurface base may be utilized.

CONCRETE

The concrete areas used to frame the pavers and create edges have some cracks and chipping, which is to be expected. Replacement of damaged areas with asphalt has occurred in select spots. These areas should be evaluated for long-term solutions to avoid the regular asphalt patching.

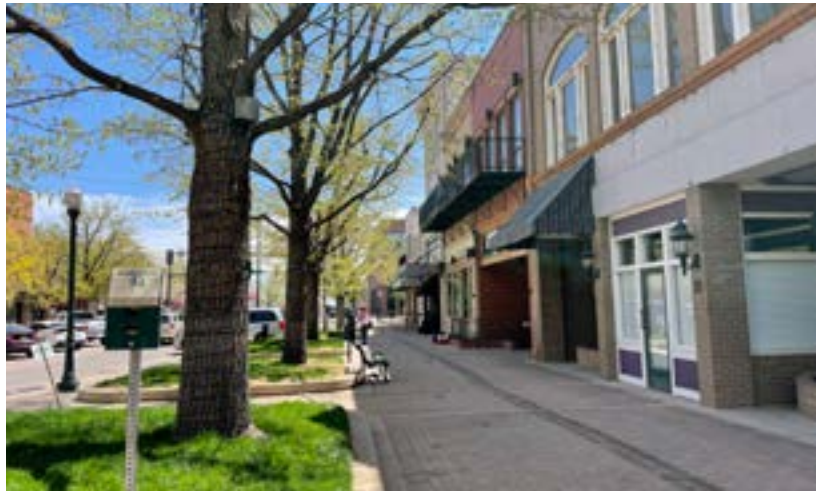


Image of large planters, trees, and sidewalk in front of existing businesses fronting 9th Street



Image of a large linear planter with trees separating the sidewalk and vehicular area on 9th Street



Aerial image of 9th Street showing the curved roadway, parking, and streetscape

PLANTING & TREES

The landscape matches the landscape material and character of 8th Street.

Trees and planting areas are also in good condition and will require the same maintenance recommendations as 8th Street.

PLAZA FURNISHINGS

The plaza furnishings also match the collection of benches, trash receptacles, lights, and bike racks of 8th Street. They are in good condition and there were no areas of major concern. The 8th Street Plaza maintenance recommendations also apply to 9th Street Plaza.



Image of the existing large planter and furnishings near the corner of 9th Street and 8th Avenue



Image of the wide sidewalk area, furnishings, and large planter with trees fronting commercial buildings on 9th Street

Parks

Lincoln Park

OVERVIEW

Lincoln Park is the largest and most significant park in Downtown Greeley. The historic park is approximately 10 acres and roughly the size of two city blocks.

As the largest Downtown park, it has great historical significance and serves as the center of the community. Lincoln Park offers amenities such as Pioneer Fountain, Greeley's first drinking fountain, a gazebo, a small playground, planting beds, mature trees, benches, and paths for strolling. The park also hosts a variety of events such as the Arts Picnic and holiday events.

EXISTING CONDITIONS

The park is well cared for and maintained, with ongoing regular maintenance, improvements, and enhancements. Over the years, various improvements have been added, which retains the historic character and beauty while offering thoughtful new amenities. Continuing to strike a balance between retaining historic character and updating for current and future needs will continue to be a consideration for Lincoln Park as Greeley continues to grow and change.



Image of the existing gazebo in Lincoln Park



Aerial image Lincoln Park and the surrounding blocks in Downtown

PLANTING & TREES

The planting and trees include a combination of deciduous and evergreen trees with perennial and annual planting beds set within the lawn area. Due to ongoing maintenance and upkeep, the plantings are all in good condition.

EDGES AND ENTRIES

Although the edges and entries to the park are well maintained, the surrounding streets lack an amenity zone and buffer between the sidewalk and parking, making it an uncomfortable transition into the park. This is exacerbated by the large road widths surrounding the park and uncomfortable crossings to the west on 8th Street.

The key gateways along the western edge and major corners help create identifiable entries, but the lack of entries at the northeast and southwest corners limit points of access and does not successfully connect the park to those areas.



Image of the existing gazebo in Lincoln Park



Image of the central garden and gathering space



Image of the existing playground

Glossary of Terms

Definitons

AMENITY AREA. A designated area with desirable or useful features typically located between the curb and sidewalk.

BUILDING ACTIVATION/ FRONTAGE. The exterior of buildings in the context of their scale or connection to the street, curbs, sidewalks, and pedestrians.

CAPITAL IMPROVEMENT ASSESSMENT. A physical qualitative evaluation of the existing streets, plazas, and parks as revitalizing assets located within the Downtown Development Authority (DDA) boundary, which is the study area for this Downtown Plan Update.

DOWNTOWN GRID. The typical uniform layout and crossings of Downtown Greeley's streets. The streets meet at right angles in a dense pattern which encourage walkability and create rectangular blocks.

FRAGMENTED. Meaning a break in functioning pattern, quality, or appearance, resulting in a inconsistent layout in the Downtown area.

GATEWAY. A significant point of entry, denoted by signs and purposeful markers.

HARDSCAPE. Any non-living treatments or elements in a designed landscape or streetscape area. Often this is referring to paving surfaces such as concrete, bricks, pavement materials, stone, or wood.

PLACEMAKING. An approach to create distinctive qualities and gathering spaces that form the heart and identity of a community. This shapes people's user experience, perception, and level of enjoyment while interacting within the community or Downtown area.

PUBLIC REALM. Publicly-owned and publicly accessible streets, lanes, plazas, parks, courtyards, and other areas with different scales or purposes. These types of public spaces are enhanced to create distinctive and unique places that invite and encourage activity.

RIGHT-OF-WAY. The area designated for use as a street, including the travel portion of the street, the shoulders, curbs, gutters, sidewalks, utilities, drainage facilities, traffic signs and any other improvements.

SETBACK(S). Referring to the distance between a residential or commercial structure or building to the property line or sidewalk. This is typically a design code that a structure must be in compliance with as defined by zoning or other adopted regulatory standards.

STREETSCAPE. The collective appearance of visuals and interactive elements such as trees, building facades, landscaping, art, sidewalk, street furnishings, and signage on a given street that comprise its character and use.

TRUNCATED DOME. Is ground surface, physically altered pavement, specially placed to indicate street crossing or platform changes for people with low vision or blindness.

WAYFINDING. All of the ways in which people orient themselves in physical space and navigate from place to place. Wayfinding typically consists of signs and markers to help people navigate from one place to another.

WOONERF. A street design that minimizes the separation of space between vehicles, pedestrians, bicyclists through speed reduction, traffic calming treatments with less or flexibility of the curb space.

APPENDIX C: URBAN QUALITY ASSESSMENT



Urban Quality Assessment

Downtown Greeley

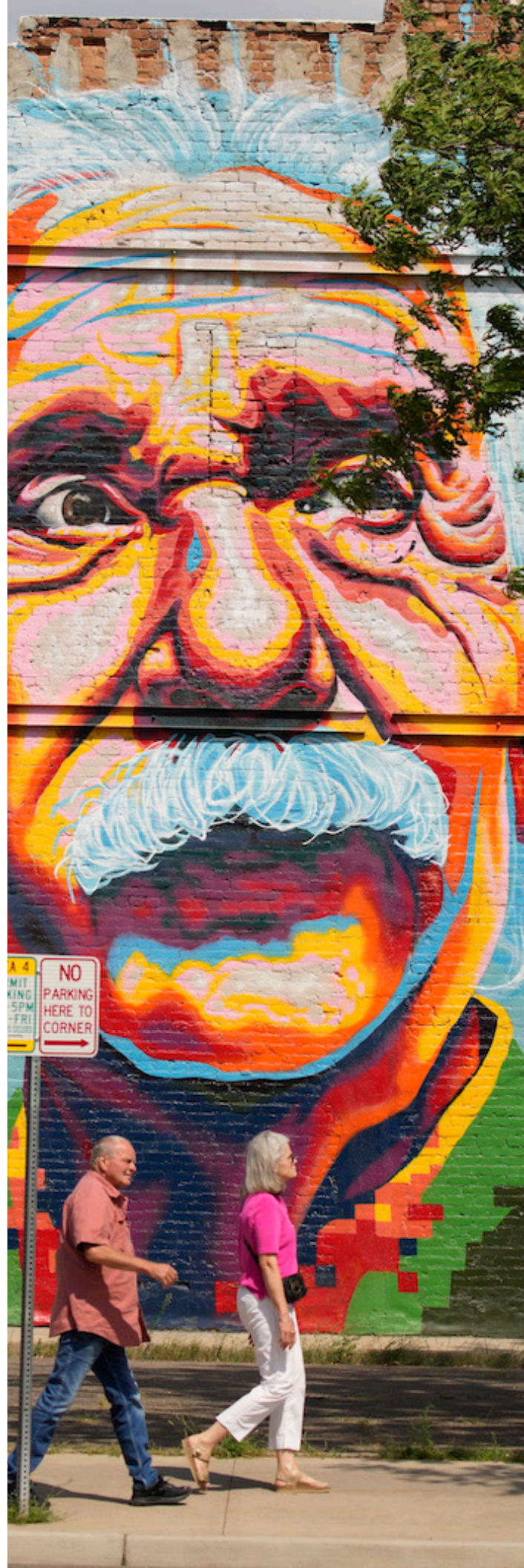
LIVABLE CITES STUDIO

NOVEMBER 2022



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INTRODUCTION

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

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



Image of people gathering Downtown for Friday Fest



Image of existing streetscape along 10th Street

URBAN QUALITY ASSESSMENT

DOWNTOWN CORE AREA SITE VISIT AND EVALUATION

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

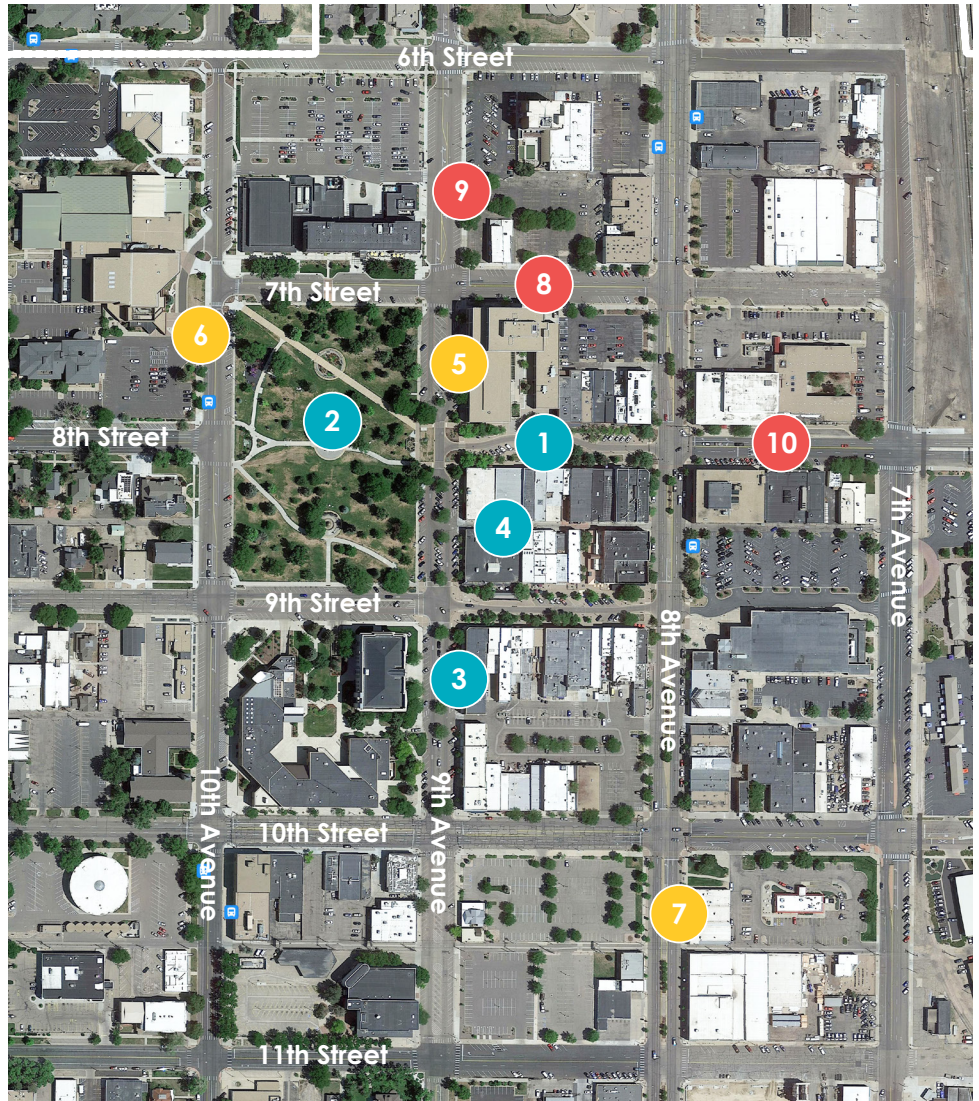
To evaluate how the public space is experienced by users, the consultant team visited the locations indicated on the map to the right and evaluated the quality of each space. The public realm quality rating is based on what fosters successful public spaces, provides protection, offers comfort, and creates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

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

The thinking behind these three categories is as follows:

Without basic protection from cars, noise, rain, and wind, people will generally avoid spending time in a space

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



Site visit assessment reference map and locations



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

Site visit evaluation matrix

SUBAREAS/ DISTRICTS

ANALYSIS OF THE 2011 SUB-AREAS

The 2011 *Downtown Greeley Investment Strategy* identified four sub-areas within the Downtown Plan Update study area boundary. An analysis of the sub-areas was conducted to evaluate how successful they are in establishing a sense of place and identity in the various areas of Downtown.

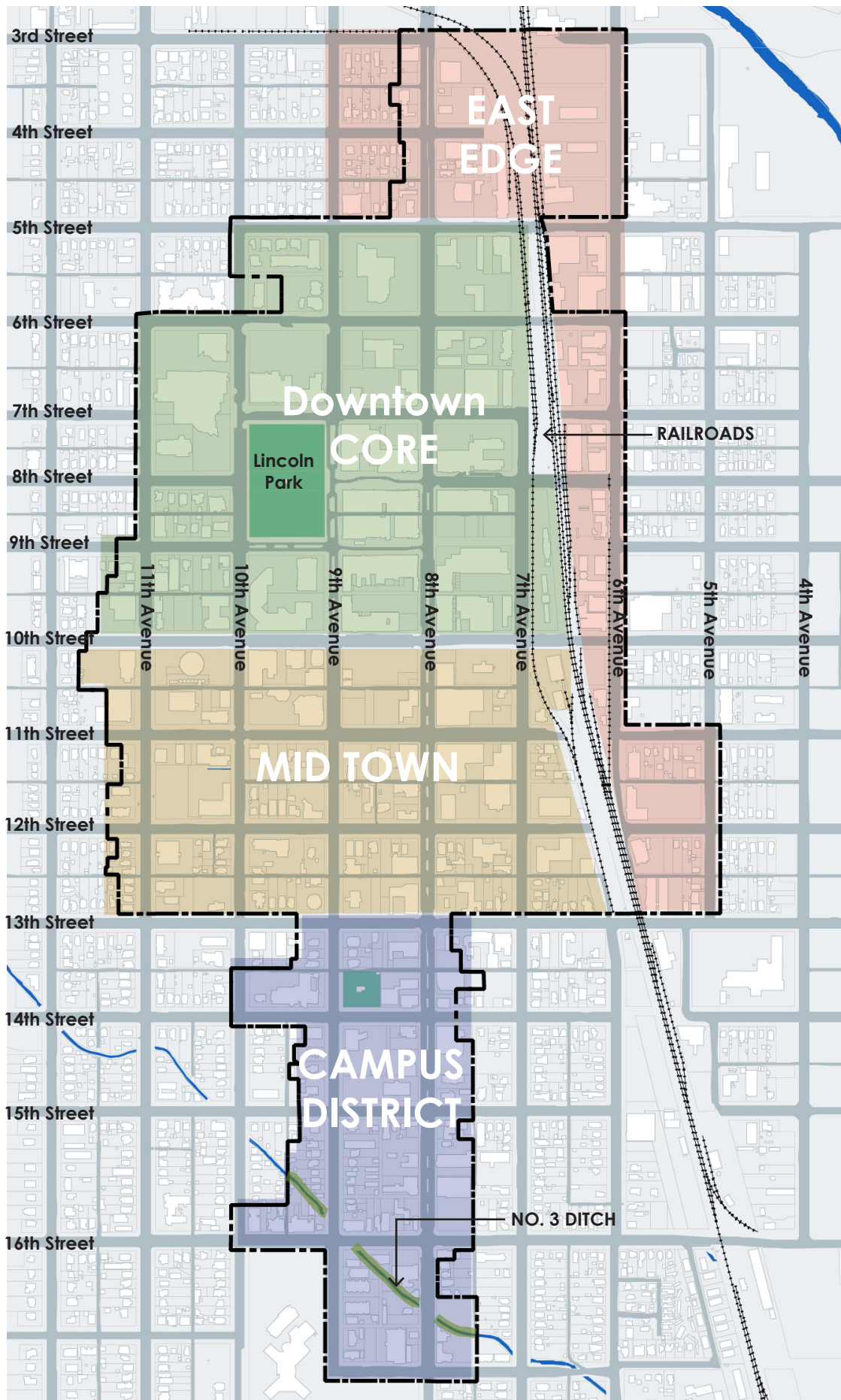
LACK OF CLEAR SUB-AREAS

Within the Downtown sub-areas identified in the 2011 strategic plan, the sense of place and identity of each area is not clear. Users still perceive Downtown as one larger area and tend to not identify with these sub-areas. There appears to be a general understanding between the northern Downtown core and the southern area near the University of Northern Colorado (UNC). The map to the right illustrates the sub-areas, as defined in *Downtown Greeley Investment Strategy*.

LACKING A SENSE OF PLACE WITHIN SUB-AREAS

Although the sub-areas are differentiated due to a change in current land uses, architectural character, or historical land uses, they lack a distinct sense of place and individuality from the other districts. This overall lack of definition and legibility¹ in the public realm is an opportunity to create a network of public space experiences that improve overall legibility while establishing a distinct sense of place within each sub-area.

1. Lack of definition and legibility refers to the lack of a consistent treatment of the physical features of the built environment, including building architecture, materials, and style, building use, and streetscape elements such as furnishings, hardscape, and landscape.



Map of the Downtown sub-areas from the 2011 Downtown Greeley Investment Strategy

PUBLIC SPACES

EVALUATION OF THE DISTRIBUTION OF PUBLIC SPACES

SUB-AREAS / DISTRICTS LACK CLEAR DEFINITION OR PUBLIC SPACE

Although the sub-areas have some identity through similar building uses or architectural character, they lack a distinct sense of place, edges¹, and an identifiable public space² to differentiate between each of them.

The map to the right illustrates the sub-areas identified in the *Downtown Greeley Investment Strategy*. This map shows existing and proposed public spaces to demonstrate unequal distribution in Downtown.

LACK OF LEGIBLE PUBLIC SPACE NETWORK

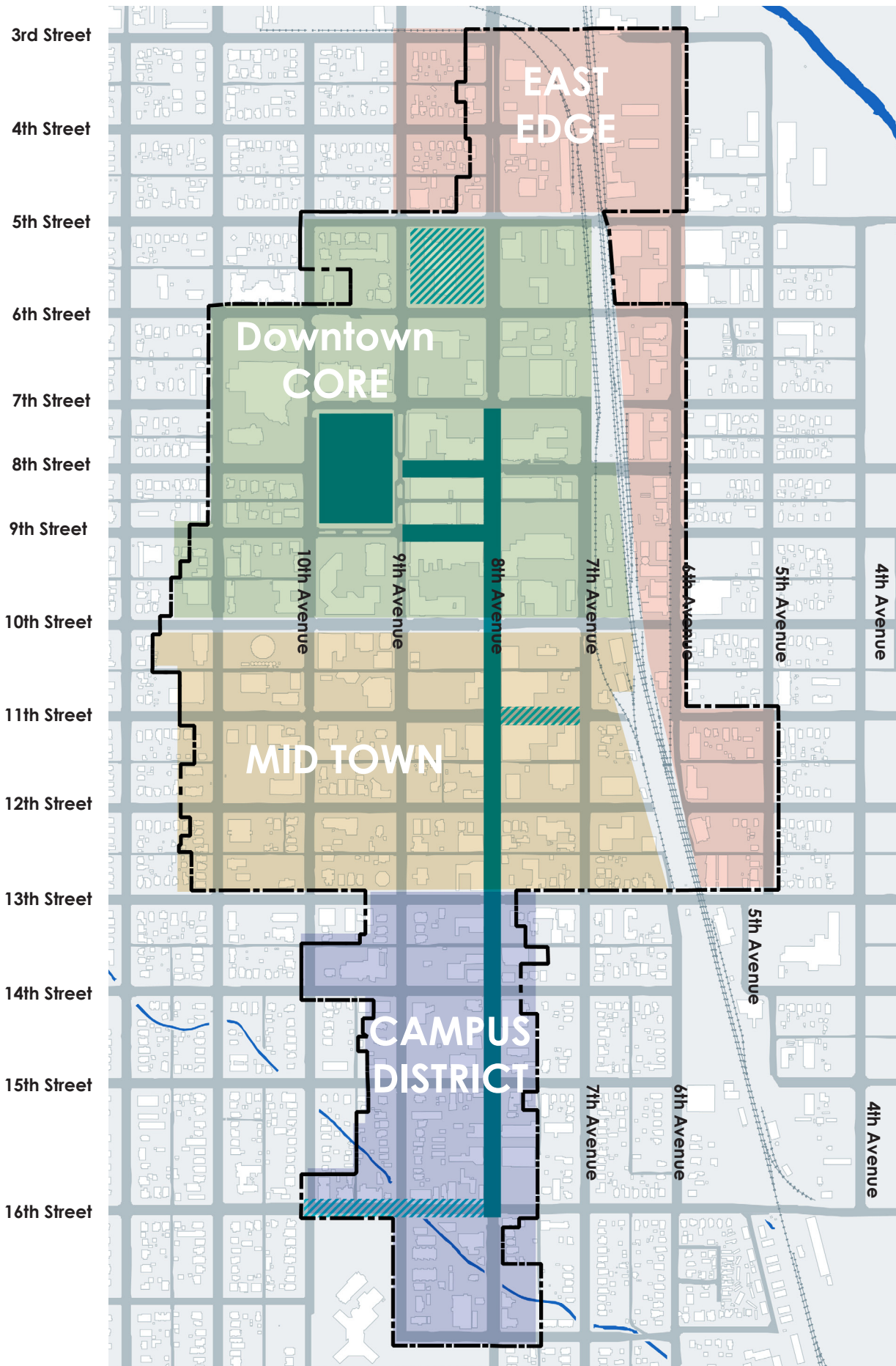
The locations of the public spaces reveal an unequal distribution and lack of legibility in the Downtown public space network. People often navigate cities from a mental map of known public spaces that are attractive, inviting, and comfortable to travel from one place to another. Downtown Greeley has an opportunity to improve upon its existing parks and plazas to create a more cohesive network of public spaces, reinforce the character of each sub-area, and enhance the overall Downtown experience.

1. Edges in urban districts or neighborhoods are typically defined by a physical feature or character change that informs users they are crossing from one area to another. This can include gateway features, a change in streetscape character/landscape, building architecture, etc.

2. Identifiable public spaces are destination plazas, parks, streets, or recognizable public landmarks where people frequently congregate, socialize, and gather.

LEGEND

-  Existing Public Space
-  Future Public Space



Map of the Downtown sub-areas from 2011 and existing public spaces

MOVEMENT

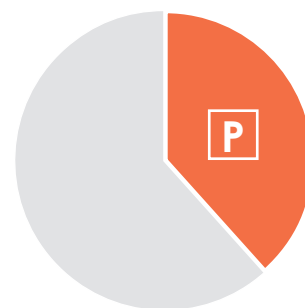
ANALYSIS OF AUTOMOBILES + PARKING

HIGH AMOUNT OF AREA DEDICATED TO VEHICLES AND PARKING

A significant portion of the Downtown area is allocated to automobiles in the form of wide roads, public right-of-way, and expansive surface parking lots. This unequal distribution and orientation towards automobile has resulted in an auto-centric Downtown experience that has limited areas for pedestrians and bicycle facilities. Although some areas feature higher-quality streetscapes, the overall character is inconsistent and lacks a clear focus on pedestrian experience and comfort.

DESIGNED FOR CARS AND NOT PEOPLE

Downtown Greeley's public realm has been historically designed for vehicles to provide easy access and plentiful parking throughout Downtown. The existing public realm prioritized motorists' needs with the exception of key pedestrian-oriented areas such as the 8th and 9th Street Plazas. In most areas, pedestrians often have to navigate uncomfortable sidewalk conditions with incomplete streetscapes. Many areas are missing amenities such as trees, landscape, and street furnishings. The result is a public realm that is fragmented and lacks a consistent treatment focused on pedestrian comfort and experience.



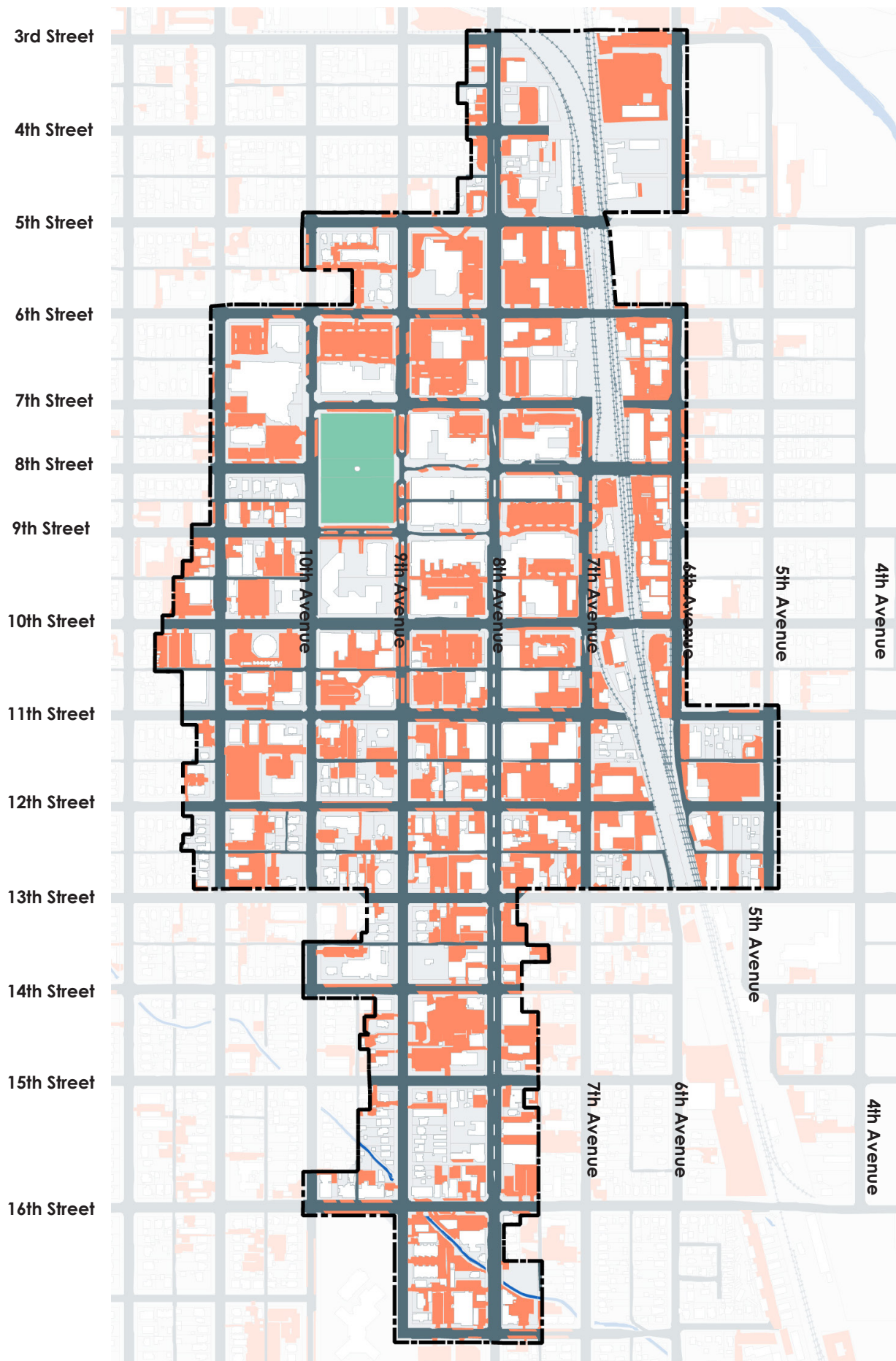
38.83%

of the total area
outside the street
right-of-way is
surface parking

LEGEND

 Surface Parking

 Vehicular Roads



Map of the existing surface parking lots outside the public right-of-way and vehicular roads

MOVEMENT

A REVIEW OF THE BICYCLE ENVIRONMENT

GREAT POTENTIAL TO INCREASE BICYCLING

Downtown Greeley is home to a growing bicycling community where students and residents bike Downtown as a part of their daily commute or to visit commercial and civic destinations. Despite Greeley's growing bike community, the existing bicycle network remains incomplete. As the diagram to the right shows, the bicycle network is still fragmented with gaps in the major north-south and east-west streets. While cyclists can move comfortably in some parts of Downtown, other areas are perceived as uncomfortable to bicyclists, especially among young children and families.

IMPROVE FACILITIES FOR BICYCLISTS

Bicycling in Downtown is also complicated by a lack of consistent bicycle facilities (E.g. striped bicycle lanes, buffered lanes, protected lanes cycle tracks, etc.), navigational signage, and protection from vehicles. In many cases, cyclists are sharing the road with vehicles and lack protective buffers, signaling devices to indicate that cyclists are present to drivers, or any other indicators that bicyclists belong in these travel corridors. Recent changes have had a positive impact on the bicycling environment and the available right-of-way in Downtown provides an opportunity for more substantial changes to make bicycling here safe and inviting.



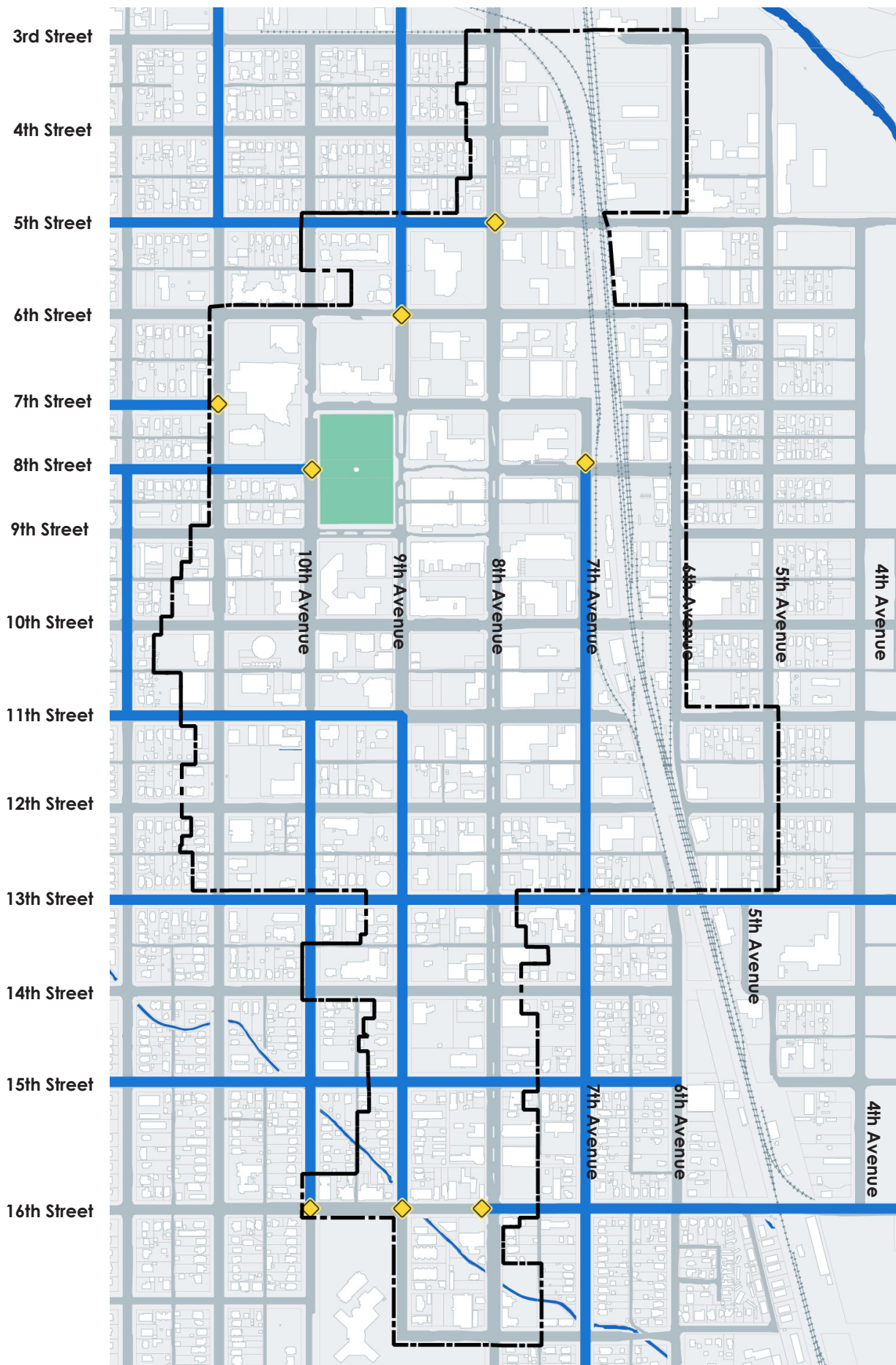
8

locations where bike lanes end without a transition to the connecting streets

LEGEND

 Bike Lanes

 Bike Lanes Ends



Map of the existing bike lanes and locations where the bike lanes terminate

STREET HIERARCHY

ROLE AND DESIGN OF THE STREETS

NETWORK OF HIGH TRAFFIC VOLUME STREETS

Downtown Greeley is impacted by network of arterial and collector streets that are designed to carry high traffic volumes. It is important to consider designing streets for slower modes of transportation, such as pedestrians, bikes, and other micromobility vehicles to make Downtown more inclusive and safe for all modes of transportation.

The information below is a summary of the major street classifications and design criteria.

Major Arterial: streets designed to carry traffic volumes greater than 20,000 vehicles per day.

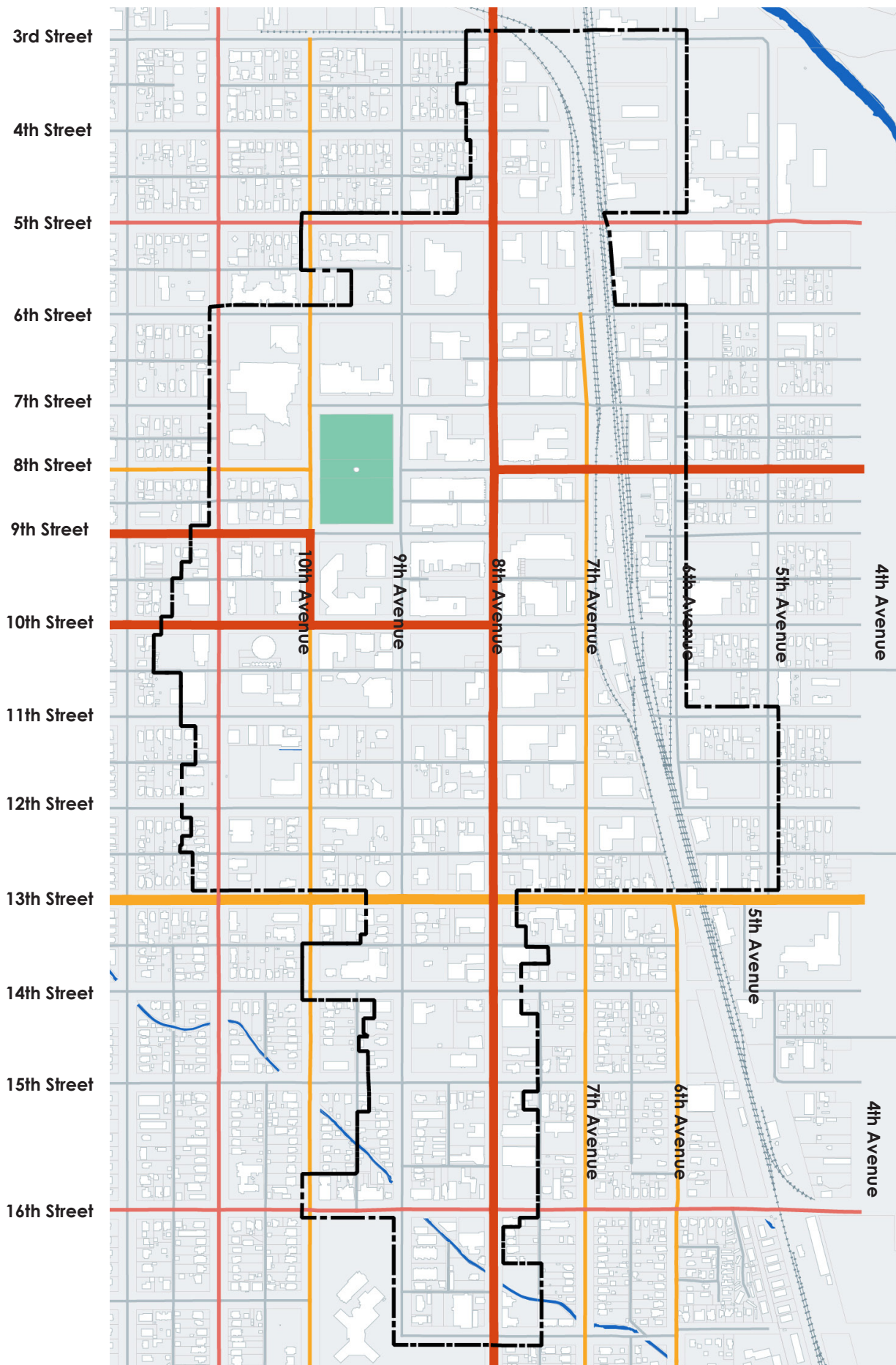
Minor Arterial: streets designed to carry traffic volumes greater than 15,000 vehicles per day.

Major Collector: streets designed to carry traffic volumes greater than 10,000 vehicles per day.

Minor Collector: streets designed to carry traffic volumes greater than 3,500 vehicles per day.

LEGEND

-  Major Arterial
-  Minor Arterial
-  Major Collector
-  Minor Collector



Map of the existing streets and their roadway classifications

SAFETY

AN EVALUATION OF PEDESTRIAN LIGHTING

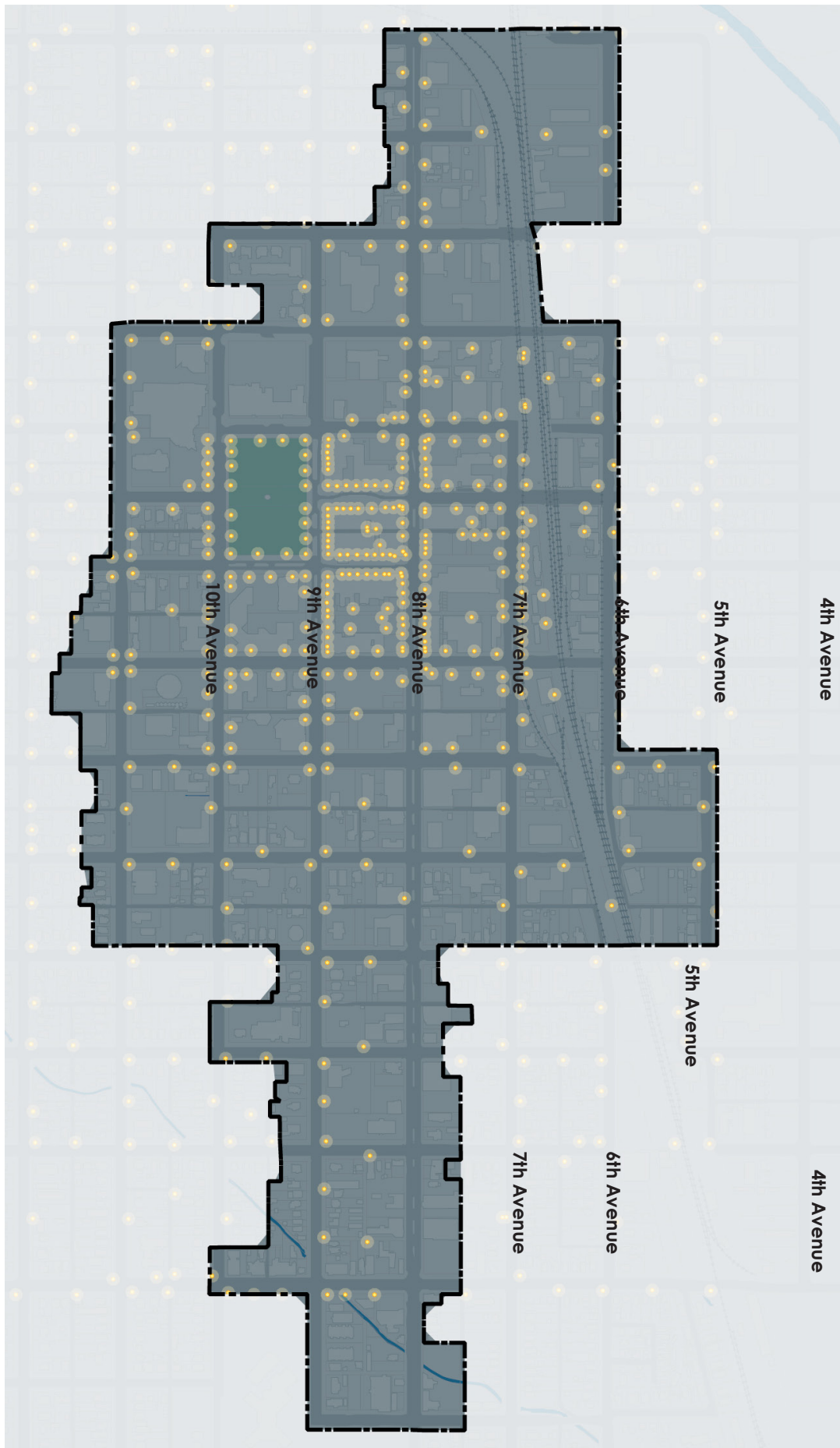
POCKETS OF ADEQUATE LIGHTING

Adequate lighting during the evening hours creates the perception of a safe environment and attracts visitors and residents. The diagram to the right indicates Downtown Greeley has pockets where a greater density of lighting is provided, creating a greater sense of comfort and safety. Outside of the well-lit pockets near 8th and 9th Streets, limited street lighting is evident, which creates an inconsistent feeling of safety throughout. This is especially the case in the southern end of Downtown near the University of Northern Colorado.

LEGEND

 Lighting

3rd Street
4th Street
5th Street
6th Street
7th Street
8th Street
9th Street
10th Street
11th Street
12th Street
13th Street
14th Street
15th Street
16th Street



Map of the existing lighting

SAFETY

UNDERSTANDING PEDESTRIAN AND BICYCLE CRASHES

TRAFFIC CONFLICTS AND SAFETY BARRIERS

Data on pedestrian and bicycle related traffic incidents indicate that major arterial streets such as 8th Avenue and 10th Street remain to create unsafe areas for pedestrians and non-vehicular users. The increased number of accidents along these two corridors indicates the need for additional actions to protect pedestrians and bicyclists from vehicles along these highly used routes. Both 8th Avenue and 10th Street currently represent a safety challenge and interrupt movement by pedestrians and bicyclists between the main core of Downtown and the outlying areas.










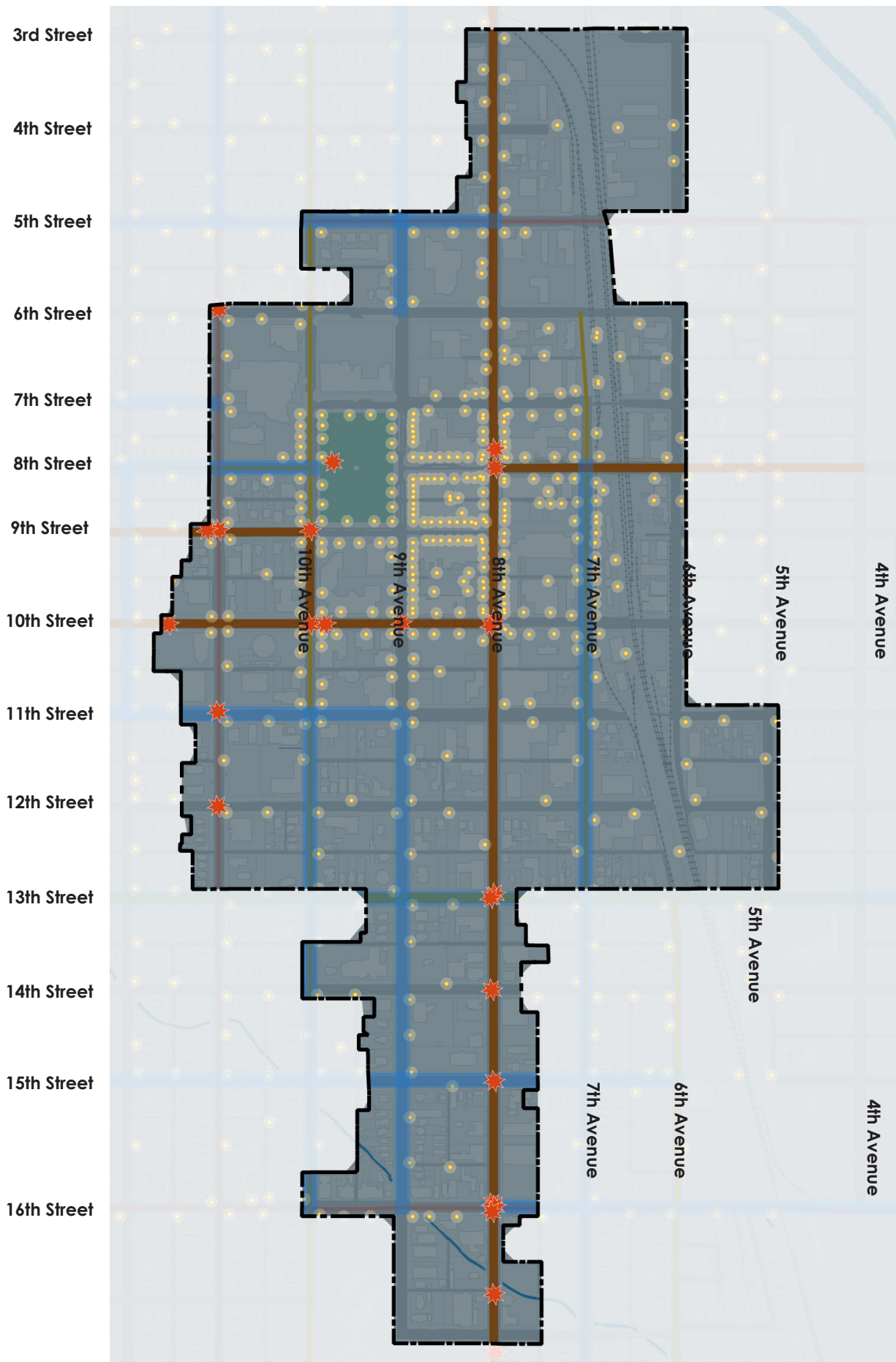
23

pedestrian and bicyclist related crashes occurred within the Downtown study area¹

¹. Crash data is from 2015-2019

LEGEND

-  Pedestrian & Bicyclist Related Traffic Crashes
-  Lighting
-  Bike Lanes
-  Major Arterial
-  Minor Arterial
-  Major Collector
-  Minor Collector



Map of the existing lighting, roadway classifications, and pedestrian and bicyclist related traffic crashes

APPENDIX D: ONLINE COMMUNITY SURVEY RESULTS

DOWNTOWN 2032 – THE PATH FORWARD

ONLINE SURVEY SUMMARY

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

Demographics: Survey participants represented a cross-section of community stakeholders. Respondents represented a wide variety of age groups (with highest response from 25-44 years old (44%)), were heavily white (87%), and female (63%), and represented a range of household incomes (with 37% of respondent households reporting \$100,000 to \$200,000 in annual income, 35% in the \$50,000 to \$100,000 range). 11% of respondents are Downtown residents and 62% of respondents live outside of Downtown but in Greeley. 50% of respondent live in the 80634 zip code and 35% in 80631. More details on respondent characteristics can be found starting on page 14.

Cross-tabulations: Key survey questions were also cross-tabulated by demographics including interest in Downtown Greeley, age, household income, and race and ethnicity. Key findings from cross-tabulations can be found beginning on page 18.

KEY FINDINGS

Downtown Greeley Today

- **65% of respondents come to Downtown Greeley at least once per week**, with **23%** of respondents visiting downtown on a **daily basis**.
- **Food/beverage and entertainment are significant draws:** 79% of respondents cited restaurants, bars, food trucks, and coffee shops as key reasons they come Downtown. The second most significant amenity that draws people downtown are events and festivals, such as Friday Fest and Oktobrewfest (55%). The third highest answer was entertainment more generally, with 25% of respondents selecting this option.
- While many respondents indicated support for greater bike, pedestrian, and non-vehicle transportation options, **the majority of respondents (90%) typically drive to get Downtown**.

Downtown Greeley in the Future

- When asked to provide three words that best capture their vision for Downtown Greeley in the year 2032, the top responses, were **safe, food (& restaurants), clean, and fun**.
- The *physical improvement* answer choices given the most ratings of 'important' or 'very important' to implement in order to achieve respondents' vision for Downtown Greeley were: **redevelop and repurpose underutilized surface parking lots and vacant buildings** (92%), **more beautification** (88%), and **increase lighting in the public realm throughout Downtown** (83%).

- When asked to select the *one most important* physical improvement, respondents' top choices were: **redevelop and repurpose underutilized surface parking lots and vacant buildings** (32%), **maintain the historic character and authenticity** (15%), and **more beautification** (13%).



[^] Word cloud representing the words respondents used to describe their vision for Downtown Greeley in the future.

The *services* responses considered most highly desired (i.e., those given the most ratings of 'important' or 'very important') to implement in order to achieve their vision for Downtown Greeley were: **more retail and restaurants** (90%), **enhance public safety** (87%), and **improve property maintenance** (83%).

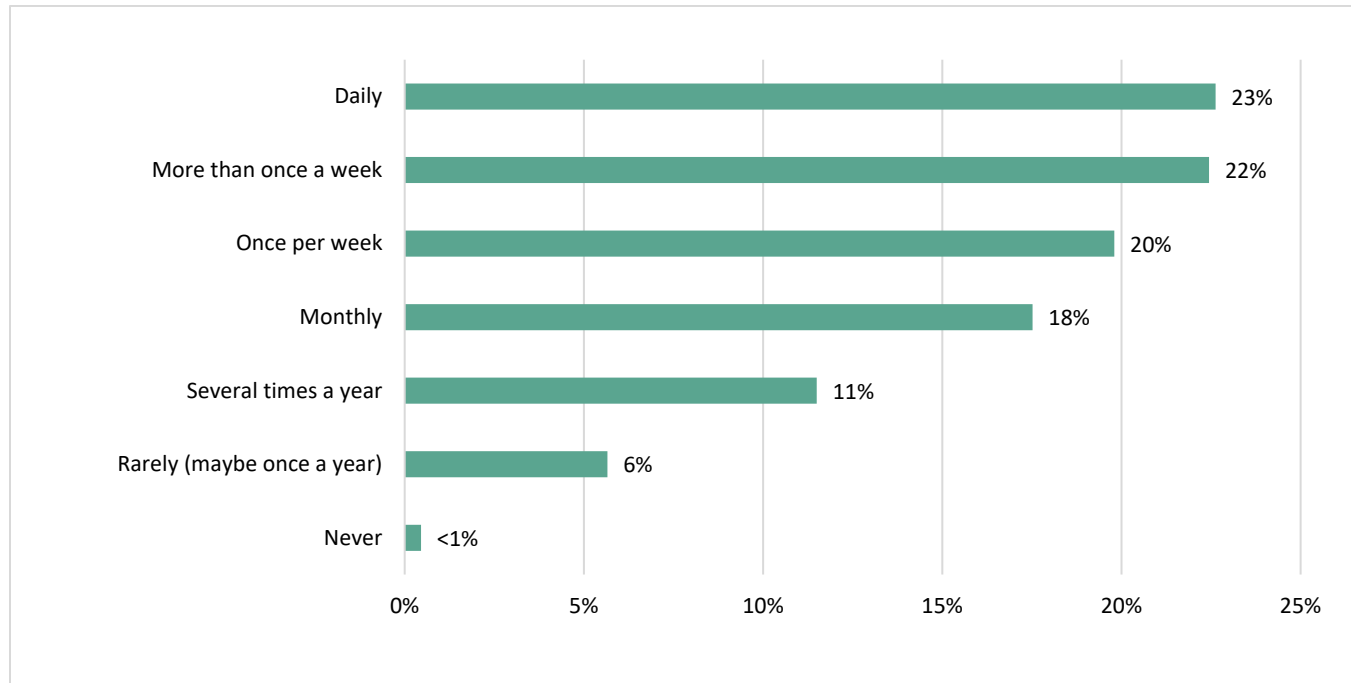
- When asked to select the most important of those programs and services listed, respondents' top choices were: **more retail and restaurants** (23%), **enhance public safety** (15%), and **more services to address the unhoused population** (11%).
- When asked if they would consider living downtown, 69% indicated they would consider living in Downtown Greeley, and the following were the top housing choices: **townhouse (ownership)**, **condominium building unit (ownership)**, and **single-family residence** with **29%**, **28%**, and **26%** of responses, respectively.
- When asked to select which amenities would make Downtown Greeley a more attractive neighborhood to live in, the top responses were: **full-service grocery store** (50%), **improved sidewalks and bike routes** (35%), and **more art and cultural options, such as museums and theaters** (35%).
- Respondents were asked if they would consider starting or relocating a business to downtown. **26%** of respondents answered "yes."

SURVEY RESULTS

Question 1: How often do you come to Downtown?

Responses: 1,096

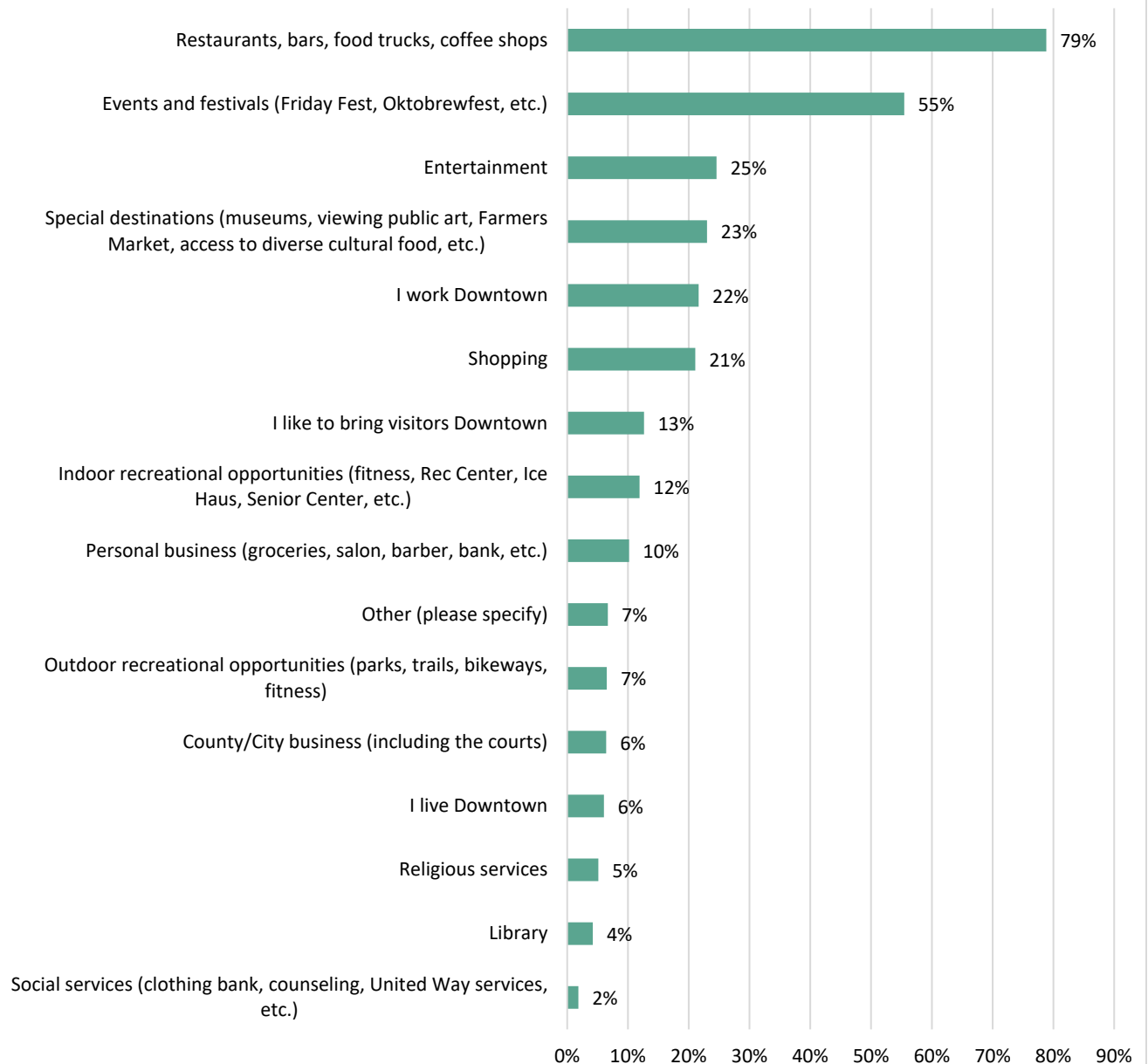
When asked to respond to how often they come to Downtown, most respondents answered that they come **daily**, with **more than once a week** or **once a week** as the next most popular answers. These three responses captured about **65%** of respondents.



Question 2: Please select the top three things that bring you to downtown Greeley.

Responses: 1,094

When asked select what brings them to downtown Greeley most often, **restaurants, bars, food trucks, coffee shops** were by far the top answer in respondents' top three with **79%** of responses. **Events and festivals** and **entertainment** were also in the top three with **55%** and **25%** of responses, respectively. *Note that respondents were allowed to select up to three answer choices, so the graph below exceeds 100%.*



When asked to specify the response of "other" (73 responses), common themes included:

- Visiting specific local businesses, including WeldWerks Brewing Co., Greeley Hatchet House, Natural Grocers
- Many people come downtown for entertainment, including The Kress Cinema & Lounge
- Social events including meetings and volunteering including through organizations including the Greeley Rotary and Chamber of Commerce
- Union Colony Civic Center concerts, art shows, and volunteering opportunities
- Several respondents noted that yoga and dance classes bring them downtown
- Others said they pass through downtown during their commute

Question 5: To achieve your vision for Downtown Greeley, how important are the following physical improvements over the next 10 years?

Responses: 852

Respondents were asked to rate a series of physical improvements as either 'very important,' 'important,' 'fairly important,' 'slightly important,' or 'not important.' The chart below is sorted according to the action's importance, with the most popular answer choice highlighted for each. All of the improvements were considered by the majority of respondents to be important, but the top three actions considered 'very important' or 'important' were: **redevelop and repurpose underutilized surface parking lots and vacant buildings** (92%), **more beautification** (88%), and **increase lighting in the public realm throughout Downtown** (83%).

	Very Important	Important	Fairly Important	Slightly Important	Not Important
Redevelop and repurpose underutilized surface parking lots and vacant buildings	65%	27%	6%	2%	1%
More beautification (continue public art, additional alleyway enhancements, landscaping and greening, etc.)	58%	30%	7%	3%	2%
Increase lighting in the public realm throughout Downtown (streets, sidewalks, parks, trails, etc.)	51%	32%	12%	3%	2%
Maintain the historic character and authenticity	52%	26%	14%	6%	2%
Enhance Lincoln Park (dog park, covered gazebos, picnic tables, etc.)	37%	32%	20%	8%	3%
Improve the pedestrian and bicyclist experience throughout downtown (east/west connections crossing 8th Avenue and rail tracks, more connected bike lanes, address missing sidewalks, etc.)	37%	30%	16%	11%	6%
Improve gateways in and out of Downtown (better signs, landscaping, lighting, etc.)	33%	32%	22%	9%	3%
Improve traffic flow into and around Downtown (signal timing, conversion of one-way streets to two-way streets, east/west connectivity, etc.)	32%	30%	21%	11%	6%
Improve connections to surrounding neighborhoods	25%	32%	23%	12%	8%
Improve stormwater and wastewater management in Downtown	23%	28%	27%	16%	5%
Increase connections to the Poudre River Trail	28%	23%	23%	16%	10%
Other (please specify below)	32%				

Responses in the 'Other' category include:

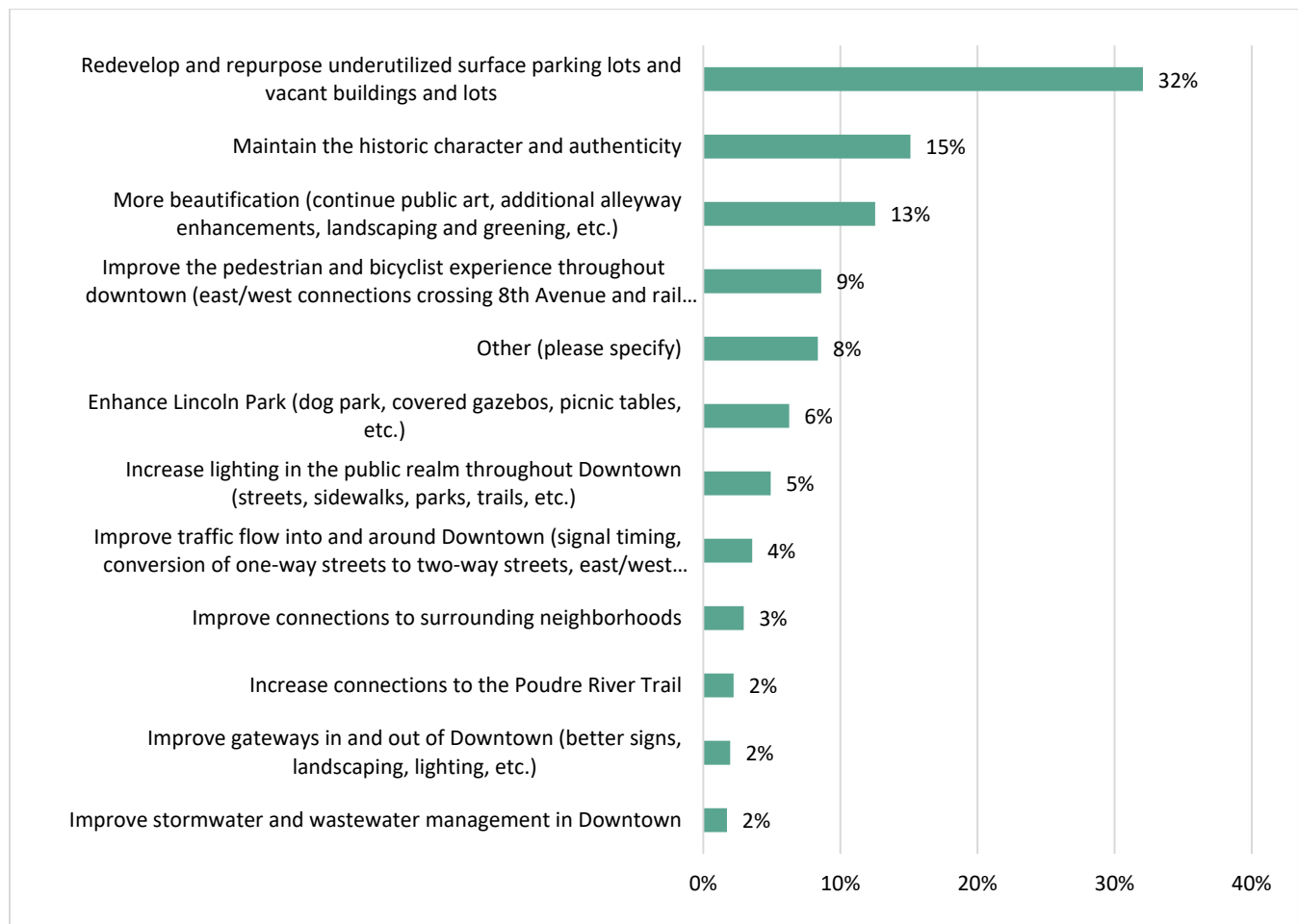
- Lighting in neighborhoods (East Greeley)
- Maintenance standards for residential rentals
- Case study to look at: David Street Station (Casper)
- Climate solutions to reduce emissions
- Interactive art like pianos
- Splash parks/pads

- Permanent space for food trucks, live music
- More mixed used development
- Physical realm should reflect western heritage
- At least 50% of 'Other' answers were about addressing the unhoused population

Question 6: Of the improvements listed in the prior question, which ONE action will be MOST important?

Responses: 816

Respondents were asked to select ONE physical improvement from the previous question's answer choices. The top responses from survey respondents were: **redevelop and repurpose underutilized surface parking lots and vacant buildings and lots** (22%), **maintain the historic character and authenticity** (15%), and **more beautification** (13%).



Question 7: To achieve your vision for Downtown Greeley, how important are the following services over the next 10 years?

Responses: 850

Respondents were asked to rate a series of services in Downtown Greeley as either 'very important,' 'important,' 'fairly important,' 'slightly important' or 'not important.' The chart below is sorted according to the action's importance, with the most popular answer choice highlighted for each. The top three actions considered 'very

important' or 'important' were: **more retail and restaurants** (90%), **enhance public safety** (87%), and **improve property maintenance** (83%).

	Very Important	Important	Fairly Important	Slightly Important	Not Important
More retail and restaurants	65%	25%	8%	2%	0%
Enhance public safety	62%	25%	9%	3%	1%
Improve property maintenance	43%	40%	12%	4%	1%
More arts and cultural facilities, events, and activities for all ages	50%	31%	13%	3%	2%
Provide more services to address the unhoused population	52%	27%	12%	5%	4%
Increase activation of public realm in Downtown (activation of alleys, Lincoln Park programming, increase outdoor dining options, etc.)	38%	37%	19%	5%	1%
Make downtown more welcoming and inclusive to people of all cultural backgrounds	49%	25%	14%	8%	5%
Improve the parking experience	38%	34%	18%	7%	2%
Strengthen surrounding neighborhoods	34%	38%	20%	7%	2%
Make Downtown more friendly to pedestrians and bicyclists	35%	35%	17%	8%	5%
Improve marketing of Downtown Greeley to local and regional markets	34%	34%	22%	8%	2%
More primary employers and job options	26%	33%	27%	9%	4%
Childcare and kid-friendly features and places	25%	33%	24%	13%	5%
More services for daily needs, such as grocery, pharmacy, daycare, doctors' offices, veterinarian, etc.	30%	28%	21%	12%	8%
Create more connections to UNC	25%	29%	23%	13%	10%
Additional hotels and hospitality services (e.g., bed and breakfast, new hotel, etc.)	17%	29%	29%	17%	9%
More housing options	16%	26%	28%	17%	13%
Other (please specify below)	11%				

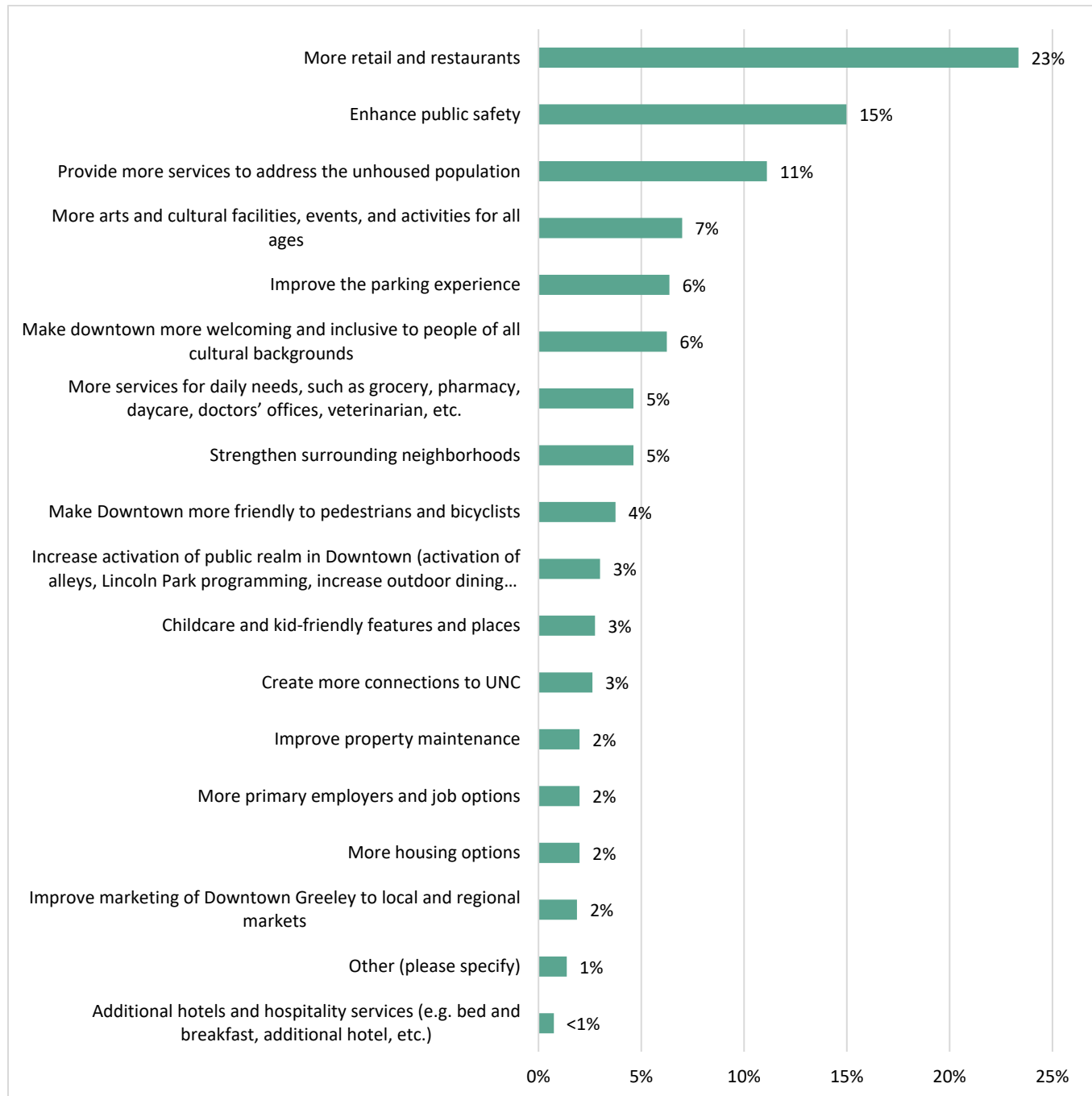
Responses in the 'Other' category include:

- Expand hours of transit service (bus), e.g., evenings and weekends
- More alcohol-free events and entertainment options
- Ensure community development represents diverse interests and cultures
- Increase outdoor dining options
- Support/subsidize small businesses, particularly ground floor retail
- Address the Clarion Hotel site
- Affordable grocery

Question 8: Of the improvements listed in the prior question, which ONE action will be MOST important?

Responses: 804

Respondents were asked to select ONE service from the previous question's answer choices. The top responses from survey respondents were: **more retail and restaurants** (23%), **enhance public safety** (15%), and **provide more services to address the unhoused population** (11%).



Question 9: If you could suggest one additional and specific improvement to enhance Downtown Greeley, not listed above, what would it be?

Responses: 388

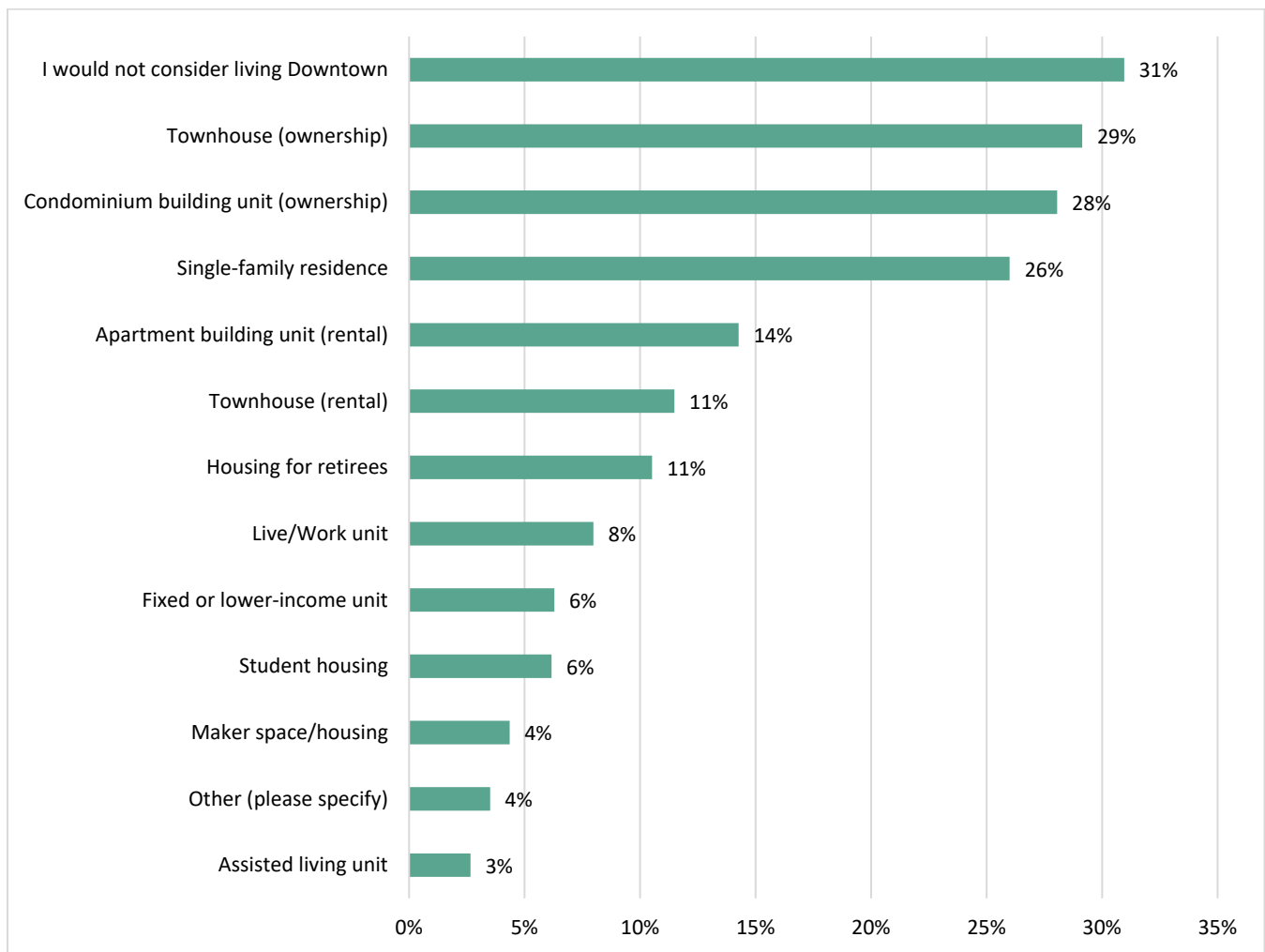
Respondents were asked to provide ideas for additional improvements to Downtown Greeley in an open-ended format. Many respondents elaborated on answer options provided in the prior questions. Specific ideas not included in previous questions include:

- "Anchor" destinations
- Facilitate more opportunities for people to start businesses, such as affordable rental studio space or a commissary kitchen
- Better integrate Lincoln Park and 9th Street (e.g., areas near the courthouse) into downtown – more retail and restaurant activity there
- Outdoor music stage and venues
- Affordable grocery store
- More and better-connected transit
- More multi-cultural events and food
- More parks, dog parks
- Consider the Clarion Hotel site for future redevelopment opportunities
- Outdoor shopping center (like Centerra)
- Ensure shops are open later hours
- More EV charging stations and bike-lock stations
- Outdoor fitness facilities
- Re-establishing the trolley
- Community gardens
- Public restrooms
- Expand the General Improvement District (GID)
- Leave Downtown as it is

Question 10: If you were to consider living Downtown, what type of housing would you most desire? (Please select up to three only)

Responses: 830

Respondents were asked to select which types of housing they would desire if they were to consider living Downtown. The top response was **I would not consider living Downtown**, which **31%** of respondents selected, which suggests that the remaining 69% of respondents would consider living Downtown. Of the housing types, the following were the top choices: **townhouse (ownership)**, **condominium building unit (ownership)**, and **single-family residence** with **29%**, **28%**, and **26%** of responses, respectively. *Note that respondents were allowed to select up to three answer choices, so the graph below exceeds 100%.*



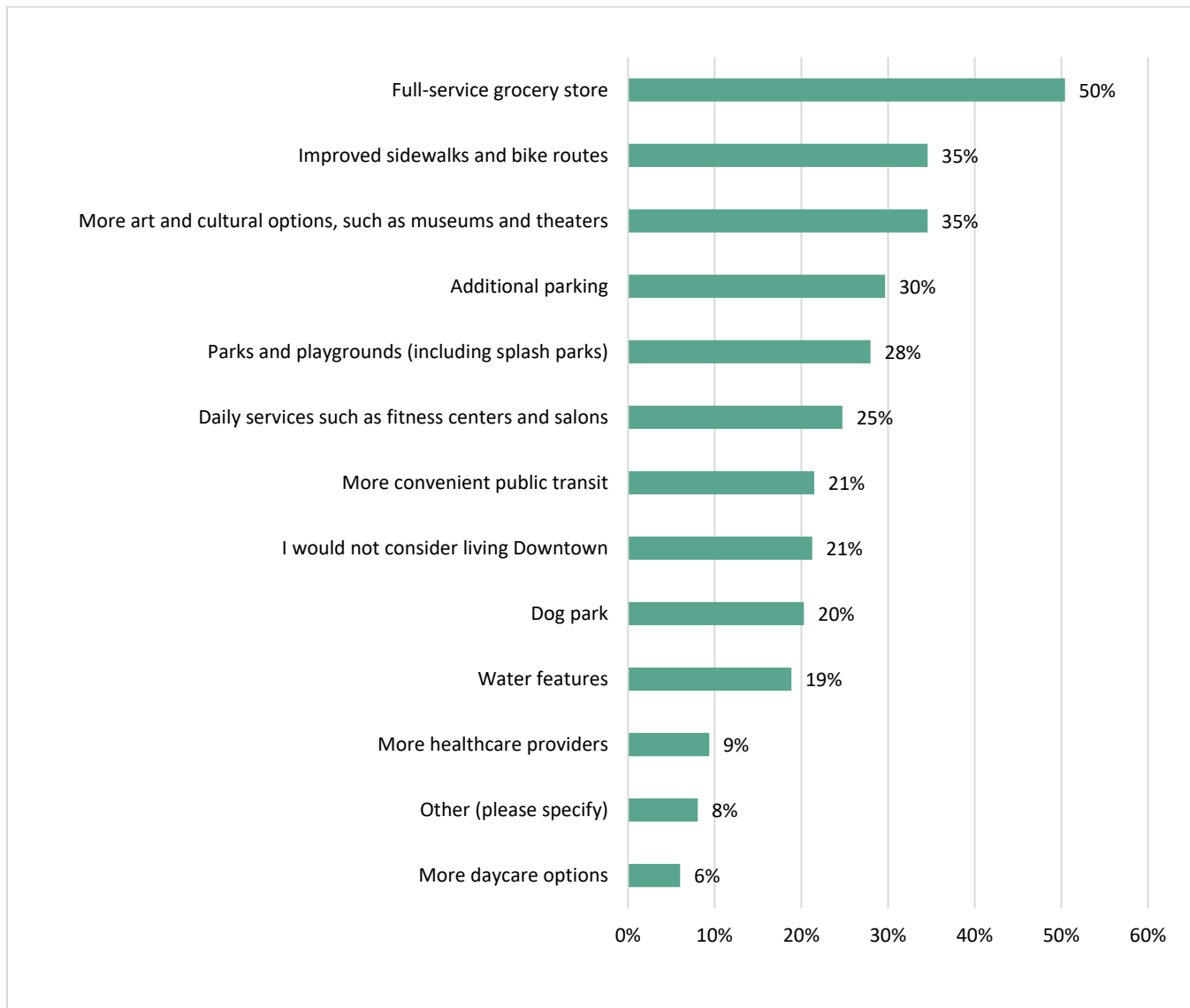
Responses in the 'Other' category include:

- Respondents who already live Downtown
- Affordable units
- Lofts

Question 11: What new amenities would make Downtown Greeley a more attractive neighborhood for you to live in?

Responses: 836

Respondents were asked to select which amenities would make Downtown Greeley a more attractive neighborhood to live in. The top responses from survey respondents were: **full-service grocery store** (50%), **improved sidewalks and bike routes** (35%), and **more art and cultural options, such as museums and theaters** (35%). *Note that respondents were allowed to select all answer choices that apply, so the graph below exceeds 100%.*



Question 12: Would you be interested in starting or relocating a business and/or investing in Downtown?

Responses: 806

Respondents were asked if they would consider starting or relocating a business to downtown. While most respondents (**74%**) answered **no**, over one-fourth of respondents selected 'yes.' Some of the ideas that these respondents shared include the following business types:

- Restaurants, including rooftop and outdoor dining, healthy food, cafes, bakery, ice cream, deli
- Boutique retail
- Wellness industry, including mental healthcare services
- Flea market
- Fitness
- Marketing and arts-related consulting, including video production
- Art studio
- Makerspace

- Pet store
- Massage and beauty
- Creative play spaces
- Art supply
- Plant nursery
- Light manufacturing
- Information technology
- Food truck



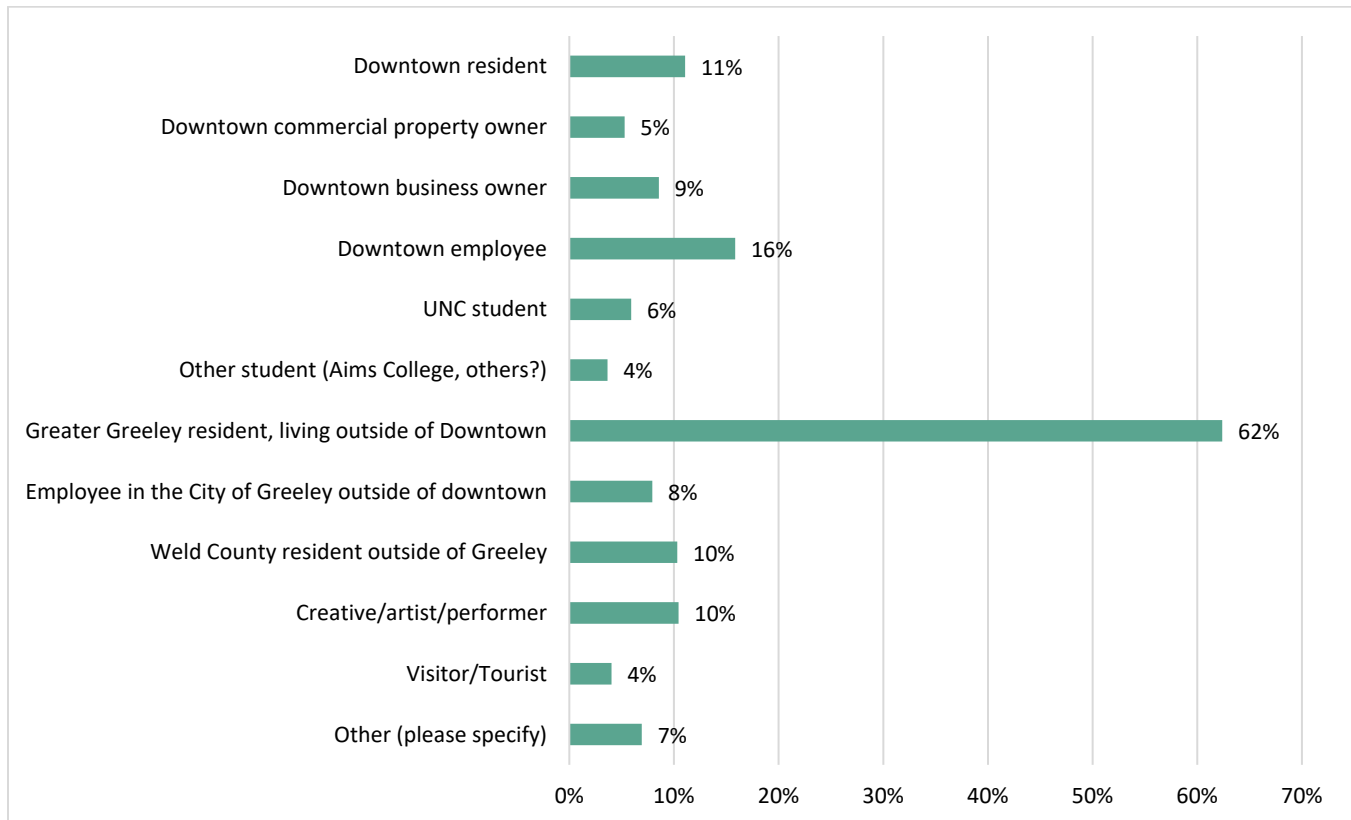
RESPONDENT CHARACTERISTICS

Respondents were asked to provide optional demographic information characterizing their interest in Downtown Greeley, age, gender, ethnicity, race, annual household income, and residential zip code. Graphs summarizing respondent demographics can be found below.

Which of the following best characterizes your primary interest(s) in Downtown Greeley? (Choose all that apply)

Note that respondents were allowed to select all answer choices that apply, so the graph below exceeds 100%.

Responses: 798

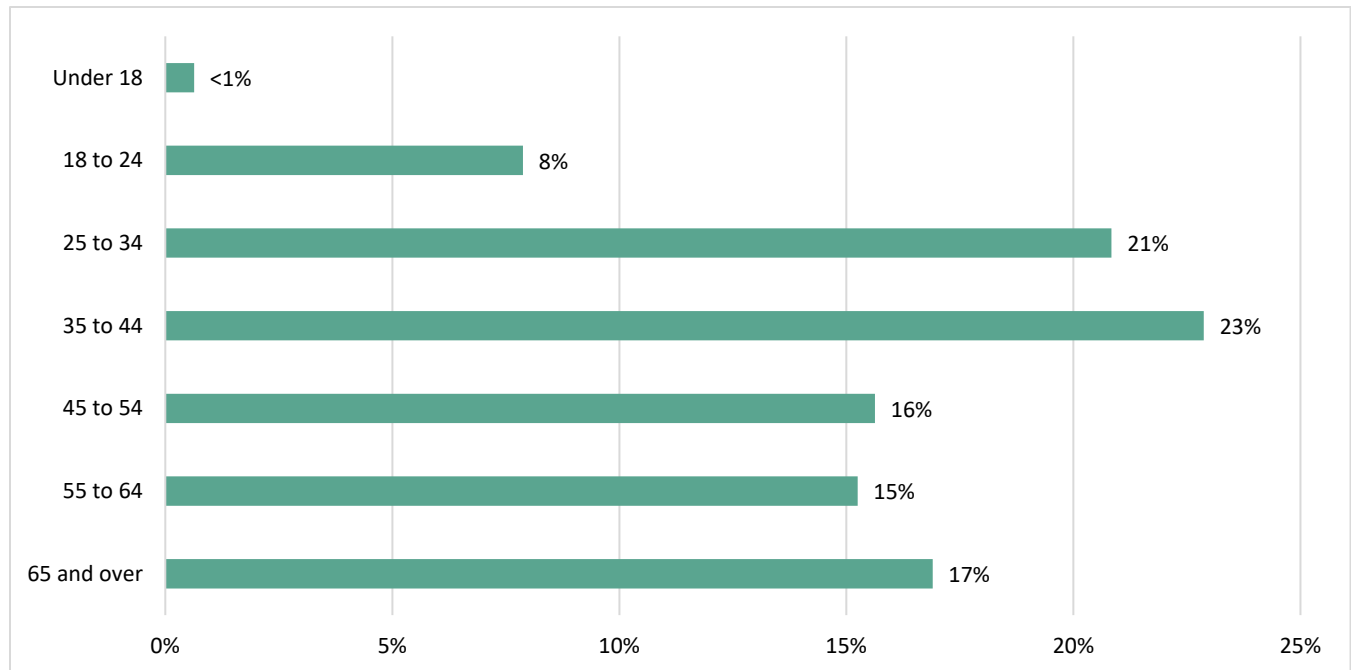


When asked to specify the response of "other", common themes included:

- UNC employees
- Former Greeley/Downtown residents
- Greeley business owners thinking about relocating downtown
- Rental property owners

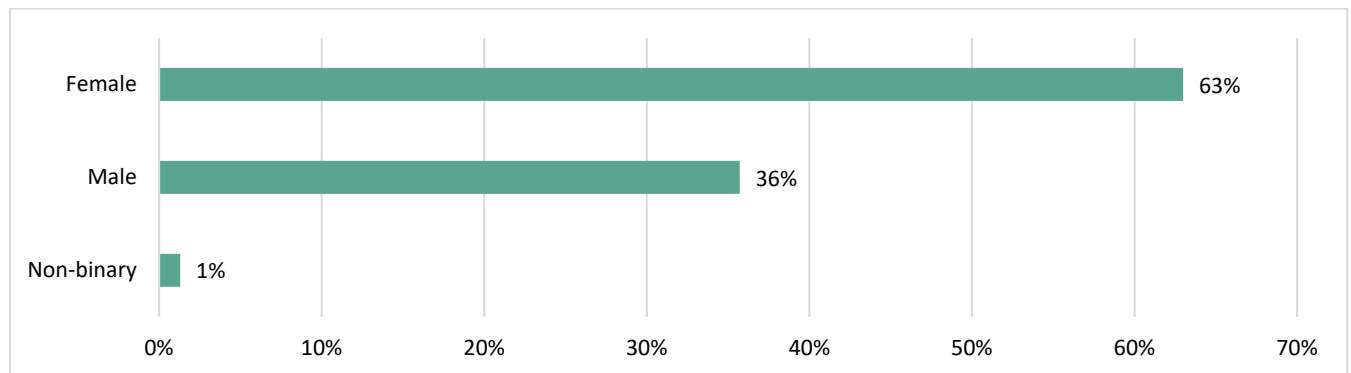
Age

Responses: 787



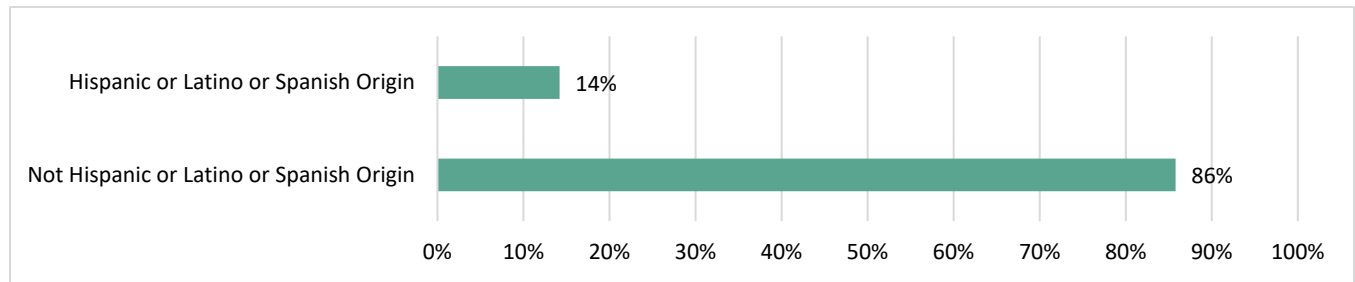
Gender

Responses: 770



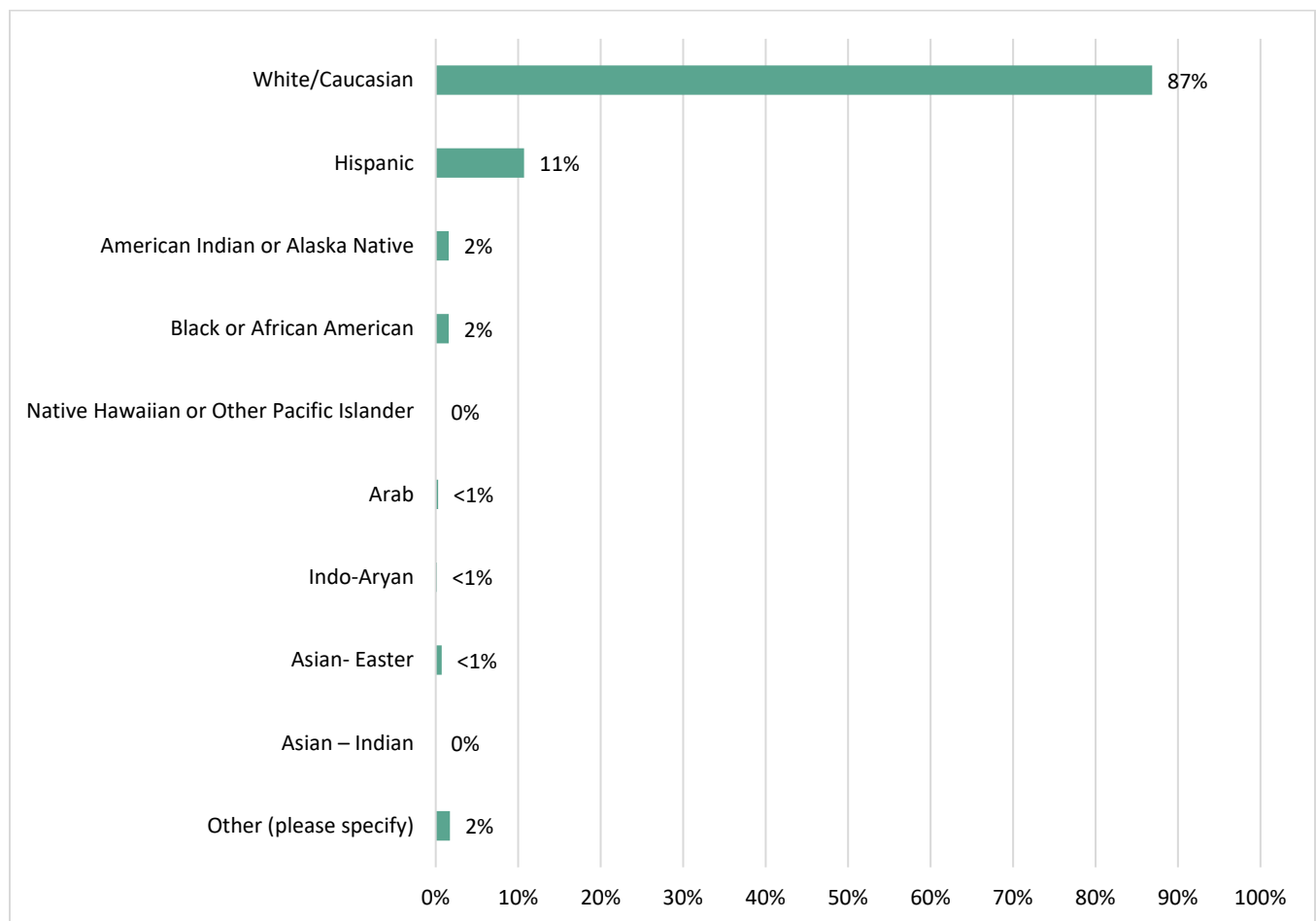
Ethnicity

Responses: 697



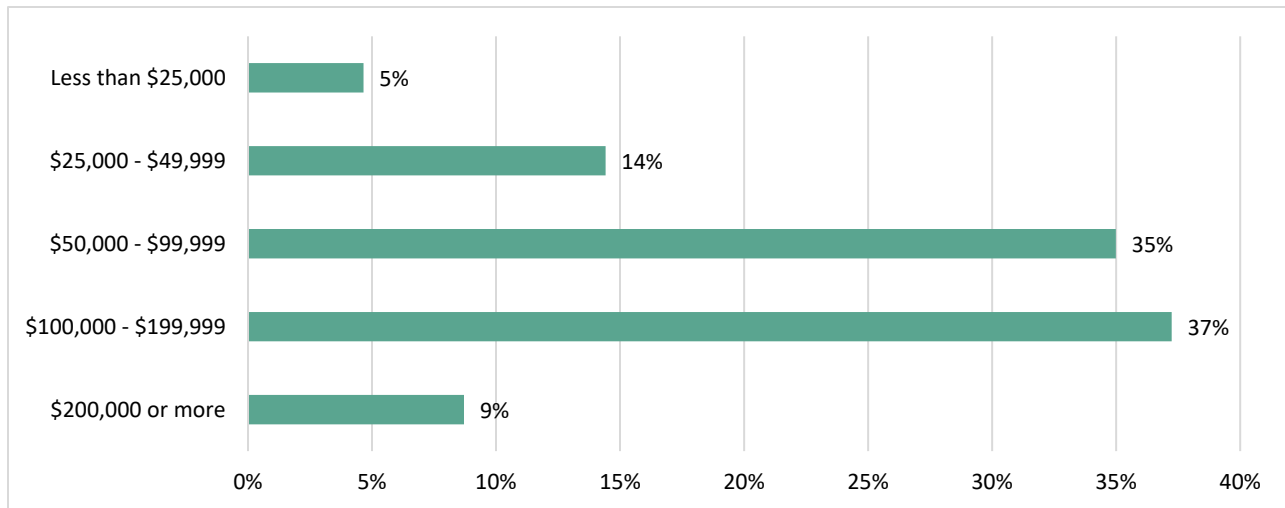
Race

Responses: 700



Annual Household Income

Responses: 666



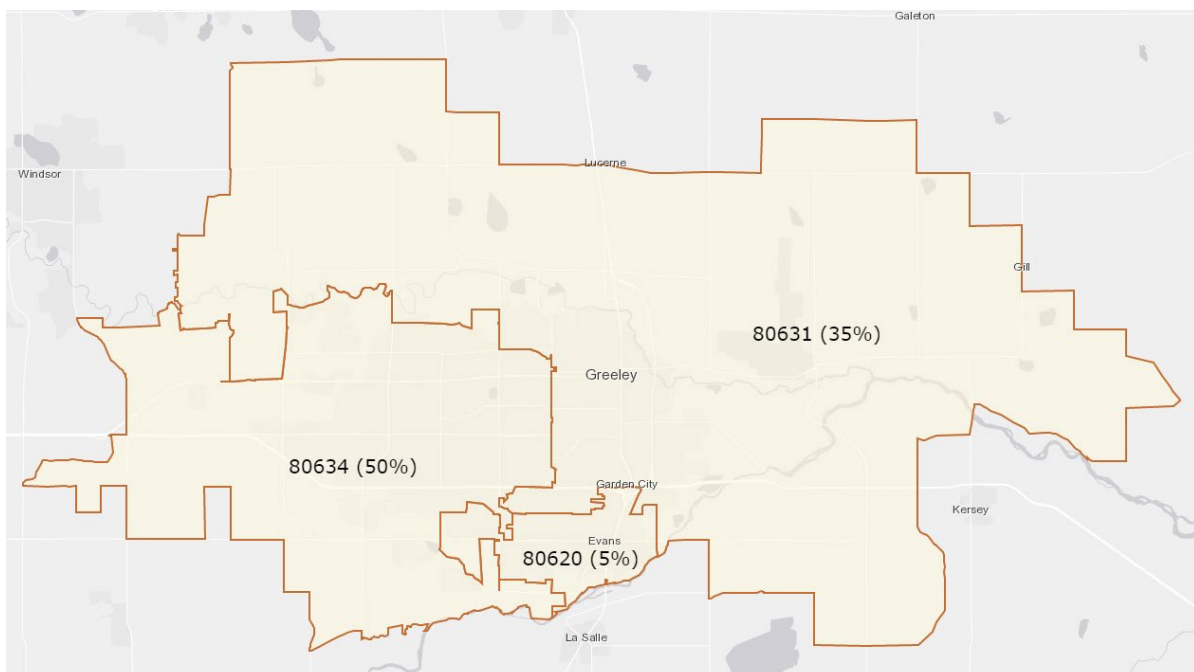
Zip Code

Responses: 559

Survey respondents provided 31 different home zip codes. The zip codes with the most representation in the survey data include (in order of frequency):

1. **80634** (281, 50%)
2. **80631** (193, 35%)
3. **80620** (26, 5%)

Together, these make up **89%** of responses. Other zip codes provided by multiple respondents include 80615 (10, 2%) and 80645 (5, 1%).



CROSS-TABULATIONS

The survey results were cross-tabulated by **interest in Downtown Greeley, age, income, and race and ethnicity**, to see if responses differed based on respondent characteristics and demographics. Survey result variations based on gender were not notably different.

Question 6: “Of physical improvements listed in question 5, which one action will be MOST important?”

Similarities and contrasts between different respondents were analyzed for the results to question 6 (“Of physical improvements listed in question 5, which one action will be MOST important?”). In the following tables, the top responses for each category are highlighted in green, helping to show similarities and differences in priority actions. The top choice for each characteristic is shown in darker green, while any other services or actions receiving 10% or more are highlighted in lighter green. Note: some answer choices are abbreviated from the original survey

Primary Interest in Downtown Greeley – Q6

The table below shows some variation in priorities for physical improvements, based on what the respondent’s relationship to Downtown Greeley is. Some key similarities and differences include:

- There is widespread consensus that redeveloping underutilized parcels should be a clear priority.
- There was less agreement about the importance of maintaining Downtown’s historic character: Students (UNC and Aims College, other) were the groups least likely to consider historic preservation a top priority, with creatives/artists/performers and visitors/tourists representing the groups most likely to rank this action as their top priority.
- More beautification was most highly ranked among students, and least likely to be a #1 priority for visitor/tourists and downtown commercial property owners.
- Students are the group most likely to prioritize the pedestrian and bicyclist experience as the most important physical improvement.
- Downtown business owners, property owners, and visitors/tourists were the groups most interested in increasing lighting in the public realm.

	DT resident	DT comm. property owner	DT business owner	DT employee	UNC student	Other student (Aims College, others)	Greater Greeley resident, living outside of DT	Employ. in the City of Greeley outside of DT	Weld County resident outside of Greeley	Creative/artist/performer	Visitor/Tourist
Redevelop and repurpose underutilized surface parking lots and vacant buildings	33%	21%	37%	37%	46%	24%	33%	32%	38%	30%	25%
Maintain the historic character and authenticity	16%	16%	11%	12%	0%	7%	17%	10%	12%	21%	19%
More beautification	8%	3%	8%	9%	22%	17%	13%	13%	11%	10%	6%
Improve the pedestrian and bicyclist experience	9%	11%	5%	8%	15%	21%	9%	13%	4%	9%	6%
Other (please specify)	11%	24%	13%	12%	7%	10%	6%	11%	11%	9%	9%
Enhance Lincoln Park	3%	8%	8%	5%	0%	7%	6%	6%	5%	7%	6%
Increase lighting in the public realm throughout Downtown	6%	13%	10%	6%	2%	7%	4%	6%	4%	4%	13%
Improve traffic flow into and around Downtown	6%	0%	5%	4%	2%	0%	2%	3%	7%	4%	9%
Improve connections to surrounding neighborhoods	5%	5%	3%	0%	2%	3%	3%	0%	1%	1%	3%
Increase connections to the Poudre River Trail	1%	0%	0%	3%	2%	0%	3%	2%	1%	1%	0%
Improve gateways in and out of Downtown	0%	0%	0%	1%	2%	0%	2%	2%	4%	1%	3%
Improve stormwater and wastewater management	1%	0%	2%	5%	0%	3%	2%	2%	3%	4%	0%

Age – Q6

Survey results were cross-tabulated based on age. Due to the small number of respondents aged 18 or under, that cohort is not included in these results. A few highlights of question 6 responses based on age:

- The answer option with the most age-based variability was ‘maintain the historic character and authenticity of Downtown.’ Nearly 30% respondents aged 65 and over selected this answer, compared to 5% of 18- to 24-year-olds, 7% of 25- to 34-year-olds, and 12% of 35- to 44-year-olds.
- There is consensus across age groups under 65 that the top priority is to redevelop and repurpose underutilized properties downtown.
- Younger responders were just as likely as older respondents to select ‘more beautification’ as their one most important improvement
- 18- to 24-year-olds and respondents 65 and over were the most likely to select ‘improve the pedestrian and bicyclist experience.’

	18 to 24	25 to 34	35 to 44	45 to 54	55 to 64	65+
Redevelop and repurpose underutilized surface parking lots and vacant buildings and lots	39%	35%	32%	41%	28%	23%
More beautification	16%	16%	12%	5%	18%	10%
Improve the pedestrian and bicyclist experience throughout downtown	11%	9%	8%	8%	4%	12%
Other	10%	5%	10%	8%	8%	6%
Maintain the historic character and authenticity	5%	7%	12%	17%	23%	29%
Enhance Lincoln Park	5%	7%	8%	3%	4%	6%
Increase lighting in the public realm throughout Downtown	5%	4%	4%	6%	6%	6%
Improve gateways in and out of Downtown	3%	2%	1%	2%	1%	3%
Improve connections to surrounding neighborhoods	2%	4%	4%	3%	2%	1%
Improve traffic flow into and around Downtown	2%	6%	3%	4%	4%	2%
Improve stormwater and wastewater management in Downtown	2%	1%	1%	3%	3%	1%
Increase connections to the Poudre River Trail	0%	4%	5%	0%	0%	1%

Annual Household Income – Q6

The income categories provided in the survey were less than \$25,000, \$25,000-\$49,999, \$50,000-\$99,999, \$100,000-\$199,999, and more than \$200,000. Key observations and variations across income groups include:

- Respondents with higher household incomes were more likely to rank 'redevelop and repurpose underutilized surface parking lots and vacant buildings and lots' as their top priority.
- 'More beautification' was the most popular physical improvement among respondents with household incomes under \$25,000.
- Respondents with household incomes under \$50,000 were the most interested in improving the pedestrian and bicyclist experience.

	Less than \$25K	\$25,000 - \$49,999	\$50,000 - \$99,999	\$100,000 - \$199,999	\$200,000 or more
Redevelop and repurpose underutilized surface parking lots and vacant buildings and lots	14%	28%	37%	35%	34%
Maintain the historic character and authenticity	7%	15%	10%	18%	14%
More beautification (continue public art, additional alleyway enhancements, landscaping and greening, etc.)	29%	10%	14%	12%	14%
Improve the pedestrian and bicyclist experience	14%	18%	7%	5%	9%
Other (please specify)	11%	8%	7%	7%	7%
Enhance Lincoln Park	0%	5%	10%	4%	2%
Increase lighting in the public realm throughout Downtown	14%	5%	4%	5%	5%
Improve traffic flow into and around Downtown	4%	4%	3%	4%	4%
Improve connections to surrounding neighborhoods	4%	2%	3%	2%	9%
Increase connections to the Poudre River Trail	0%	3%	1%	3%	0%
Improve gateways in and out of Downtown	4%	0%	2%	3%	0%
Improve stormwater and wastewater management	0%	1%	2%	3%	2%

Race/Ethnicity – Q6

The survey asked two optional questions about race and ethnicity. The first, question 16, asked respondents to indicate if 'Hispanic or Latino or Spanish Origin' or 'Not Hispanic or Latino or Spanish Origin' describes their ethnicity. 14% of respondents (or 91 individuals) who answered Question 8 identified as 'Hispanic or Latino or Spanish Origin.'

Question 17 provided ten different options for respondents to select (including, prefer not to answer) to characterize their race/ethnicity. However, the only two respondent categories with notable representation were White/Caucasian (581 respondents for Q8), and Hispanic (69 respondents). The data reveal a few results of note:

- 28% of Hispanic respondents – compared to 12% of White respondents – selected 'more beautification' as their top action.
- 17% of White respondents – compared to 8% of Hispanic respondents – selected 'maintain the historic character and authenticity' as their top action.
- Otherwise, there were not considerable differences in answers based on race/ethnicity.

Question 8: Of the improvements listed in the prior question [“To achieve your vision for Downtown Greeley, how important are the following services over the next 10 years?”], which ONE action will be MOST important?

Similarities and contrasts between different respondents were also analyzed for the results to question 8. In the following tables, the top responses for each category are highlighted in green, helping to show similarities and differences in priority actions. The top choice for each characteristic is shown in darker green, while any other services or actions receiving 10% or more are highlighted in lighter green. Note: some answer choices are abbreviated from the original survey language to better fit the table.

Primary Interest in Downtown Greeley – Q8

The table below shows some variation in priorities for physical improvements, based on what the respondent’s relationship to Downtown Greeley is. Some key similarities and differences include:

- Most groups chose ‘more retail and restaurants’ as their #1 most important action, except for Downtown commercial property owners, business owners, and visitors/tourists.
- The top action among Downtown business owners and commercial property owners was providing more services to address the unhoused population. This action was also tied for #1 among Downtown residents.
- The top action for visitors/tourists was enhancing public safety. This action was also tied for #1 among UNC students.
 - Downtown residents were among the least likely to choose ‘enhance public safety.’
- The only groups that had 10% or more selecting ‘improve the parking experience’ as their top priority were Downtown business owners and Weld County residents living outside of Greeley.
- Downtown commercial property owners had the highest proportion of respondents that chose ‘more housing options.’
- Students, creatives, and visitors had the highest proportion of respondents selecting ‘make downtown more welcoming and inclusive to people of all cultural backgrounds’ as the most important improvement.
- ‘More arts and cultural facilities, events, and activities for all ages’ was most popular (i.e., received over 10% of votes) for Weld County residents outside of Greeley, creatives/artists/performers, visitor/tourists, and employees in the City of Greeley outside of downtown.

	DT resident	DT comm. property owner	DT business owner	DT employee	UNC student	Other student (Aims college, others)	Greater Greeley resident, living outside of DT	Employ. in the City of Greeley outside of DT	Weld County resident outside of Greeley	Creative/artist/performer	Visitor/Tourist
More retail and restaurants	14%	5%	13%	23%	19%	15%	24%	21%	24%	18%	19%
Enhance public safety	12%	13%	13%	19%	19%	7%	13%	20%	12%	11%	32%
Provide more services to address the unhoused population	14%	29%	19%	7%	11%	11%	11%	7%	8%	9%	3%
More arts and cultural facilities, events, and activities for all ages	5%	0%	2%	6%	6%	7%	8%	10%	12%	14%	10%
Improve the parking experience	7%	8%	14%	8%	4%	7%	5%	3%	11%	4%	3%
Make downtown more welcoming and inclusive to people of all cultural backgrounds	7%	0%	2%	3%	13%	11%	6%	7%	5%	13%	10%
More services for daily needs, such as grocery, pharmacy, daycare, doctors' offices, veterinarian, etc.	6%	5%	6%	9%	2%	7%	5%	7%	5%	6%	0%
Strengthen surrounding neighborhoods	7%	5%	3%	3%	0%	4%	5%	3%	1%	4%	10%
Make Downtown more friendly to pedestrians and bicyclists	6%	5%	3%	3%	6%	4%	4%	2%	4%	8%	0%
Childcare and kid-friendly features and places	1%	3%	3%	1%	0%	0%	4%	2%	3%	3%	0%
Create more connections to UNC	5%	0%	0%	3%	13%	11%	3%	3%	3%	5%	0%
Increase activation of public realm in Downtown	4%	3%	5%	4%	2%	0%	2%	7%	3%	1%	6%
More housing options	7%	13%	8%	3%	2%	7%	1%	3%	1%	1%	0%
More primary employers and job options	0%	5%	2%	3%	0%	0%	2%	2%	1%	1%	0%
Improve property maintenance	1%	3%	5%	2%	0%	4%	2%	2%	3%	3%	0%
Improve marketing of Downtown Greeley to local and regional markets	1%	0%	3%	1%	2%	0%	2%	0%	3%	0%	0%
Other (please specify)	2%	3%	2%	2%	0%	0%	1%	3%	1%	0%	3%
Additional hotels and hospitality services (e.g., bed and breakfast, additional hotel, etc.)	0%	0%	0%	1%	0%	4%	1%	0%	1%	1%	3%

Age – Q8

Question 8 survey results were cross-tabulated based on age. Note: Due to the small number of respondents aged 18 or under, that age cohort is not included in these results. A few highlights of the results based on age:

- There is universal consensus across age groups that the top priority is more retail and restaurants, with at least 22% -- and up to 27% -- of each age cohort selecting this action.
- The second highest-rated action, enhance public safety, had support across age cohorts, though 23% of 45- to-55-year-olds selected this action, which is at least six percentage points higher than any other age grouping.
- There was fairly high consistency across respondents in their selection of 'provide more services to address the unhoused population' as a top-three action, with the most support from this action coming from the 18- to 24-year-olds and least support from 45-to-55-year-olds.
- 25- to 34-year-olds selected 'make downtown more welcoming and inclusive to people of all cultural backgrounds' and 'more arts and cultural facilities, events, activities for all ages' than other age groups.
- Respondents over 55 are more concerned in improving the parking experience in downtown than younger age cohorts.

	18 to 24	25 to 34	35 to 44	45 to 54	55 to 64	65+
More retail and restaurants	25%	22%	22%	27%	24%	20%
Enhance public safety	17%	13%	15%	23%	13%	11%
Provide more services to address the unhoused population	14%	10%	13%	7%	12%	12%
Make downtown more welcoming and inclusive to people of all cultural backgrounds	8%	10%	5%	3%	4%	9%
Improve the parking experience	5%	3%	5%	3%	11%	11%
Improve marketing of Downtown Greeley to local and regional markets	5%	1%	1%	3%	2%	3%
More arts and cultural facilities, events, and activities for all ages	5%	11%	7%	8%	3%	7%
Create more connections to UNC	5%	1%	3%	2%	4%	1%
Strengthen surrounding neighborhoods	3%	4%	3%	3%	7%	5%
Improve property maintenance	3%	1%	2%	4%	2%	1%
More services for daily needs, such as grocery, pharmacy, daycare, doctors' offices, veterinarian, etc.	3%	5%	4%	4%	4%	7%
Childcare and kid-friendly features and places	2%	4%	7%	3%	0%	0%
Increase activation of public realm in Downtown (activation of alleys, Lincoln Park programming, increase outdoor dining options, etc.)	2%	3%	6%	3%	4%	0%
Other (please specify)	2%	2%	1%	0%	2%	2%
Make Downtown more friendly to pedestrians and bicyclists	0%	4%	3%	6%	1%	7%
More housing options	0%	4%	1%	2%	2%	3%
More primary employers and job options	0%	2%	1%	0%	6%	2%
Additional hotels and hospitality services (e.g. bed and breakfast, additional hotel, etc.)	0%	0%	1%	1%	1%	1%

Annual Household Income– Q8

The income categories provided in the survey were less than \$25,000, \$25,000-\$49,999, \$50,000-\$99,999, \$100,000-\$199,999, and more than \$200,000. Key observations and variations across income groups include:

- Respondents with higher household incomes were more likely to rank 'more retail and restaurants' as their top priority.
- 'Enhance public safety' was the top priority among respondents with household incomes less than \$25,000 (22%).
- Higher income groups were slightly more likely to select 'provide more services to address the unhoused population' as their top priority.
- Respondents with household incomes less than \$25,000 and over \$100,000 were less likely to choose 'more arts and cultural facilities, events, and activities for all ages' for this question.
- The only income group that clearly prioritized 'improve the parking experience' was \$25,000 to \$49,000.

	Less than \$25K	\$25,000 - \$49,999	\$50,000 - \$99,999	\$100,000 - \$199,999	\$200,000 or more
More retail and restaurants	19%	19%	19%	27%	29%
Enhance public safety	22%	12%	14%	16%	18%
Provide more services to address the unhoused population	7%	12%	12%	11%	13%
More arts and cultural facilities, events, and activities for all ages	7%	10%	10%	5%	2%
Make downtown more welcoming and inclusive to people of all cultural backgrounds	7%	6%	7%	4%	7%
Improve the parking experience	7%	11%	6%	4%	2%
More services for daily needs, such as grocery, pharmacy, daycare, doctors' offices, veterinarian, etc.	7%	3%	6%	5%	4%
Strengthen surrounding neighborhoods	0%	4%	7%	3%	5%
Make Downtown more friendly to pedestrians and bicyclists	7%	7%	3%	3%	2%
Increase activation of public realm in Downtown (activation of alleys, Lincoln Park programming, increase outdoor dining options, etc.)	0%	1%	2%	5%	4%
Create more connections to UNC	4%	2%	3%	3%	2%
Childcare and kid-friendly features and places	0%	2%	3%	4%	0%
Improve property maintenance	0%	3%	1%	2%	7%
More housing options	4%	3%	2%	2%	0%
Improve marketing of Downtown Greeley to local and regional markets	4%	2%	2%	1%	4%
More primary employers and job options	0%	0%	1%	3%	2%
Additional hotels and hospitality services (e.g., bed and breakfast, additional hotel, etc.)	4%	0%	1%	1%	0%
Other (please specify)	0%	0%	2%	0%	2%

Race and Ethnicity– Q8

The survey asked two optional questions about race and ethnicity. The first, question 16, asked respondents to indicate if 'Hispanic or Latino or Spanish Origin' or 'Not Hispanic or Latino or Spanish Origin' describes their ethnicity. 14% of respondents (or 90 individuals) who answered Question 8 identified as 'Hispanic or Latino or Spanish Origin.'

Question 17 provided ten different options for respondents to select (including, prefer not to answer) to characterize their race/ethnicity. However, there were only two significant respondent categories: White/Caucasian (581 respondents for Q8), and Hispanic (69 respondents). While a full analysis was not conducted, the data reveal a few results of note:

- 13% of Hispanic respondents – compared to 5% of White respondents – selected 'make downtown more welcoming and inclusive to people of all cultural backgrounds' as their top action.
- Otherwise, there were not considerable differences in answers based on race/ethnicity.

APPENDIX E: PAST PLANS & STUDIES SUMMARY

APRIL 2022



Downtown Development Authority



In the spring of 2022, the consultant team led by P.U.M.A. reviewed all existing plans, documents and current planning efforts made available by the City of Greeley in order to ensure that this process would build upon such efforts. This document provides a brief summary of these efforts as they relate to downtown Greeley.

PLANNING, ZONING, AND URBAN DESIGN

Plans/Documents Reviewed

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

IMAGINE GREELEY COMPREHENSIVE PLAN

The Imagine Greeley Comprehensive Plan is an overarching citywide document that provides high-level goals and policies based on different high-priority topics. It was adopted in February of 2018. The plan includes the following sections: Vision Statement, Core Values, Goals, Objectives, and Actions. Below are some key takeaways, as they relate to the city as a whole and the downtown area specifically.

VISION & CORE VALUES

VISION STATEMENT – *Greeley values and respects the diversity of its people, cultures, neighborhoods, and resources in a manner that creates and sustains a safe, unique, united, vibrant, and rewarding place in which to live, work, learn, grow, and play. The community promotes a healthy and diverse economy, and a high quality of life that is responsive to all its residents, businesses and neighborhoods.*

CORE VALUES guiding the vision include:

1. Excellence in actions, attitude, and leadership
2. Proactive, progressive, and balanced economic development
3. Safe, health, and inclusive community
4. Sustainable patterns of growth and development
5. Responsible stewardship of natural resources and the environment
6. Distinctive character and outstanding recreational and cultural amenities
7. High-quality infrastructure and services
8. World-class water resources & management
9. Rich history and diversity of people, customs, culture, and ideas
10. Thriving, connected, and inclusive neighborhoods in all the city
11. Premier educational system and commitment to life-long learning
12. Public/private cooperation to achieve & maintain exceptional community benefits

GOALS & OBJECTIVES

The goals and objectives contained within this chapter provide policy guidance for how the City and community can work towards achieving the vision set forth in the previous chapter.

ECONOMIC HEALTH & DIVERSIFICATION (ED) – *This element deals with topics related to the local economy and focuses on efforts which will encourage job creation and new businesses to locate in Greeley, diversify the mix of businesses and employers, support workforce development, and support ongoing economic development efforts across the City and region.*

Within Greeley, the following industries each contain at least 10% of the total employment: health care, educational services, manufacturing, and retail trade. The energy industry has also been growing in the past 10+ years. Greeley seeks to diversify their employment base *to better cope with a decrease in activities or employment by one of these employers.*

Goals & Objectives

- **Goal ED-1:** Promote a healthy, progressive, and competitive local economy.
 - **Objective ED-1.1:** Attractive Economic Climate
 - **Objective ED-1.2:** Tax base
 - **Objective ED-1.3:** Tourism
 - **Objective ED-1.4:** Economic Diversification
 - **Objective ED-1.5:** Support for Entrepreneurs
 - **Objective ED-1.6:** Climate of Innovation
- **Goal ED-2:** Promote desired economic sectors and a diverse local economy
 - **Objective ED-2.1:** Develop and regularly update a coordinated economic development strategy that:
 - Communicates a clear vision for Greeley’s economic growth;
 - Supports development in priority employment areas (see Objective ED-2.5);
 - Identifies target industries, provides promotional data related to these industries, and creates a business attraction, retention, and creation plan for each;
 - Identifies opportunities for collaboration with state and regional organizations, neighboring local governments, existing businesses, school districts, and institutions of higher learning, and other partners;
 - Provides guidance on promotional, marketing, and other efforts to increase exposure to Greeley
 - **Objective ED-2.2:** Assets and Amenities
 - **Objective ED-2.3:** Incentives
 - **Objective ED-2.4:** Business Attraction
 - **Objective ED-2.5:** Priority Employment Areas
 - **Objective ED-2.6:** Land for Employment Uses
 - **Objective ED-2.7:** Economic Development Capacity
- **Goal ED-3:** Attract and maintain an employed, skilled, and adaptable workforce
 - **Objective ED-3.1:** Diverse Workforce
 - **Objective ED-3.2:** Competency-Based Education
 - **Objective ED-3.3:** Workforce Training
 - **Objective ED-3.4:** Connecting Workers with Employers
 - **Objective ED-3.5:** Barriers to Employment

- **Objective ED-3.6:** Internships and Apprenticeships
- **Objective ED-3.7:** Employee Support
- **Objective ED-3.8:** Promoting Greeley to Workers
- **Objective ED-3.9:** Transportation Options for Workers
- **Goal ED-4:** Facilitate intergovernmental and public/private partnerships that foster successful economic development
 - **Objective ED-4.1:** Regional Collaboration
 - **Objective ED-4.2:** Regional Economic Development
 - **Objective ED-4.3:** Collaboration with Public Institutions

EDUCATION, HEALTH, AND HUMAN SERVICES (EH) – *This element addresses topics related to the health, welfare, and education of Greeley residents, with a focus on promoting and encouraging healthy lifestyles through the use of strategic partnerships and programs, and supporting educational institutions of all levels, including non-traditional learning environments.*

The City of Greeley seeks to work with partners including the school district, the University of Northern Colorado, and Aims Community College *to foster a learning environment that will lead to the success of the students and the general community.*

Goals & Objectives

- **Goal EH-1:** Promote community excellence related to a fully-integrated health care system
 - **Objective EH-1.1:** Health Sciences Education
 - **Objective EH-1.2:** Economic Development Opportunities
 - **Objective EH-1.3:** Cooperation with Partners
 - **Objective EH-1.4:** Health Services
- **Goal EH-2:** Integrate healthy living into community planning and development
 - **Objective EH-2.1:** Community Partners
 - **Objective EH-2.2:** Nutritional Services
 - **Objective EH-2.3:** Active Living
 - **Objective EH-2.4:** Land Use
 - **Objective EH-2.5:** Walkability & Bikability
 - **Objective EH-2.6:** Built Environment
 - **Objective EH-2.7:** Local Food Production and Sales
 - **Objective EH-2.8:** Food Access
- **Goal EH-3:** Ensure that residents are aware of and have access to efficient and effective health and human services
 - **Objective EH-3.1:** Access to Services
 - **Objective EH-3.2:** Advocacy
 - **Objective EH-3.3:** Service Efficiency
 - **Objective EH-3.4:** Early Intervention
 - **Objective EH-3.5:** Customer-Focused Approach
 - **Objective EH-3.6:** Self-Sufficiency
 - **Objective EH-3.7:** Funding for Services
 - **Objective EH-3.8:** Language Barriers
 - **Objective EH-3.9:** Vulnerable Populations
 - **Objective EH-3.10:** Location of Services

- **Objective EH-3.11:** Healthy Lifestyles
- **Goal EH-4:** Support and collaborate with the city's school districts
 - **Objective EH-4.1:** Impacts of New Development
 - **Objective EH-4.2:** School Siting
 - **Objective EH-4.3:** Land Use and Zoning Changes
 - **Objective EH-4.4:** Safe Routes to School
 - **Objective EH-4.5:** School Resource Officers
 - **Objective EH-4.6:** Student Safety
 - **Objective EH-4.7:** Partnerships
- **Goal EH-5:** Be an education center of excellence
 - **Objective EH-5.1:** Education Facilities Integration
 - **Objective EH-5.2:** Charter and Private Schools
 - **Objective EH-5.3:** Non-Traditional Learners
 - **Objective EH-5.4:** Climate of Innovation
 - **Objective EH-5.5:** Institutions of Higher Education
 - **Objective EH-5.6:** University District
 - **Objective EH-5.7:** Life-Long Learning
 - **Objective EH-5.8:** Educational Strengths

GROWTH & CITY FORM (GC) – *This element deals with growth and addresses how to efficiently manage both new development and redevelopment within Greeley – creating the least impact on the natural environment and enhancing the character of the community. The element also focuses on efforts that prioritize infill development and the revitalization of Downtown Greeley, encourage mixed-use development, and protect and enhance the character of Greeley's neighborhoods.*

Recent growth in Greeley has taken the form of sprawl, with suburban areas with predominantly single-unit houses and a decrease in population density. The decrease in density has caused residents of Greeley to live farther from the services and amenities they need on a regular basis, while also limiting transportation options. Now, the city looks to promote higher density and more mixed-use development and also increase alternative transportation options.

Goals & Objectives

- **Goal GC-1:** Manage Growth Effectively
 - **Objective GC-1.1:** Growth Management
 - **Objective GC-1.2:** (Compact urban) Form of Growth
 - **Objective GC-1.3:** Adequate Public Facilities
 - **Objective GC-1.4:** Long Range Expected Growth Area
 - **Objective GC-1.5:** Annexations
 - **Objective GC-1.6:** Transitions to Parks and Open Lands
 - **Objective GC-1.7:** Regional Collaboration
 - **Objective GC-1.8:** Data and Trends
- **Goal GC-2:** Promote a balanced mix and distribution of land uses
 - **Objective GC-2.1:** Land Use Guidance Map
 - **Objective GC-2.2:** Jobs/Housing Balance
 - **Objective GC-2.3:** Pedestrian and Bicycle-Oriented Development
 - **Objective GC-2.4:** Mixed-Use and Transit-Supportive Development
 - **Objective GC-2.5:** Neighborhood Centers

- **Goal GC-3:** Promote new development, infrastructure investments, and public improvements that enhance the character of the community
 - **Objective GC-3.1:** Community Character
 - **Objective GC-3.2:** Historic Preservation & Adaptive Reuse
 - **Objective GC-3.3:** Design of Public Facilities
 - **Objective GC-3.4:** Tree City
- **Goal GC-4:** Prioritize infill and redevelopment
 - **Objective GC-4.1:** Priority Infill/Redevelopment Areas
 - This includes the downtown center and downtown neighborhoods
 - **Objective GC-4.2:** Reinvestment/Adaptive Reuse
 - **Objective GC-4.3:** Infill Compatibility
 - **Objective GC-4.4:** Sub-Area and Redevelopment Plans
- **Goal GC-5:** Facilitate the rebirth of Downtown Greeley as a regional multi-use activity area while preserving and promoting the cultural aspects of the area
 - **Objective GC-5.1:** Historic Preservation
 - **Objective GC-5.2:** Design Standards
 - **Objective GC-5.3:** Unique Opportunities
 - **Objective GC-5.4:** Residential Development
 - **Objective GC-5.5:** Community Gathering Place
 - **Objective GC-5.6:** Public Uses
 - **Objective GC-5.7:** Downtown Transportation
 - **Objective GC-5.8:** Downtown Linkages
- **Goal GC-6:** Maintain and enhance the character and interconnectivity of Greeley's neighborhoods
 - **Objective GC-6.1:** Complete Neighborhoods
 - **Objective GC-6.2:** Neighborhood Connectivity
 - **Objective GC-6.3:** Neighborhood Character
 - **Objective GC-6.4:** Historic and Character Districts
 - **Objective GC-6.5:** Neighborhood Reinvestment
 - **Objective GC-6.6:** Neighborhood Retention
 - **Objective GC-6.7:** Neighborhood Infrastructure
 - **Objective GC-6.8:** Neighborhood Plans
 - **Objective GC-6.9:** Suburban Subdivisions
 - **Objective GC-6.10:** Fiscal Impacts

HISTORIC & CULTURAL RESOURCES (HC) – *This element focuses on Greeley's local historic and cultural values with efforts to identify and preserve historically significant elements of Greeley's built environment, celebrate the rich diversity of the community and integrate arts and culture into the everyday life of residents.*

Goals & Objectives

- **Goal HC-1:** Preserve and promote local heritage
 - **Objective HC-1.1:** Identification of Historic Resources
 - **Objective HC-1.2:** Education
 - **Objective HC-1.3:** City-Owned Resources
 - **Objective HC-1.4:** Greeley Museum
 - **Objective HC-1.5:** Historic Registers
 - **Objective HC-1.6:** Preservation Tools

- **Objective HC-1.7:** Heritage and Cultural Tourism
- **Goal HC-2:** Support and celebrate the rich diversity of human experience within the community
 - **Objective HC-2.1:** Cultural Events
 - **Objective HC-2.2:** Promoting Our Diversity
 - **Objective HC-2.3:** Foster Understanding
- **Goal HC-3:** Develop and promote art and culture experiences
 - **Objective HC-3.1:** Greeley Creative District
 - **Objective HC-3.2:** Arts and Entertainment Activities
 - **Objective HC-3.3:** Cultural Resources
 - **Objective HC-3.4:** Art in Public Places
 - **Objective HC-3.5:** Music City, Colorado
 - **Objective HC-3.6:** Coordination with Other Promotional Efforts

HOUSING (HO) – *This element focuses on encouraging the development of a diversity of housing options that adequately serve the needs of all Greeley residents. This diversity includes the types of housing products available and cost of housing for both renters and homeowners.*

In the recent years in Greeley, vacancy rates have decreased while median home value and monthly rent have increased. Residents are spending more money on housing costs than in the past. This trend will need to be offset with a greater availability of housing stock, including affordable options.

Goals & Objectives

- **Goal HO-1:** Improve access to housing for all income-levels, ages, and physical abilities
 - **Objective HO-1.1:** Housing Strategy
 - **Objective HO-1.2:** Special Needs Populations
 - **Objective HO-1.3:** Homelessness
 - **Objective HO-1.4:** Coordinate Support Services
 - **Objective HO-1.5:** Homebuyer Education
 - **Objective HO-1.6:** Universal Design and Visitability
- **Goal HO-2:** Encourage a broad diversity of housing options
 - **Objective HO-2.1:** Diversity in New Development
 - **Objective HO-2.2:** Rental Housing

INFRASTRUCTURE (IN) – *This element recognizes one of the core functions of local government is to provide for a cohesive, efficient, and cost-sustainable physical infrastructure. While civic and social infrastructures are the heart of the city, the physical systems are the skeleton that supports the body politic.*

Looking forward, the city is expecting to expand infrastructure by about 50% to correspond with an estimated population growth of 50%.

Goals & Objectives

- **Goal IN-1:** Ensure developed areas in Greeley are served by adequate public facilities and services
 - **Objective IN-1.1:** Adequate Public Facility Standards
 - **Objective IN-1.2:** Determine Adequacy
 - **Objective IN-1.3:** Fire Service
 - **Objective IN-1.4:** Park Facilities

- **Objective IN-1.5:** Police Service
- **Objective IN-1.6:** Sanitary Sewer Facilities
- **Objective IN-1.7:** Water Facilities
- **Objective IN-1.8:** Storm Water Facilities
- **Objective IN-1.9:** Transportation
- **Objective IN-1.10:** Functional Master Plans
- **Objective IN-1.11:** Costs of Infrastructure Expansion
- **Objective IN-1.12:** Infrastructure Operations
- **Goal IN-2:** Ensure the design, construction, and appearance of City infrastructure and facilities contributes to the character of the community
 - **Goal IN-2.1:** Multi-Functionality
 - **Goal IN-2.2:** Distinctive Design
 - **Goal IN-2.3:** Undergrounding of Utilities

NATURAL RESOURCES & OPEN LANDS (NR) – *This element deals with topics related to the natural environment, efforts to protect and improve the quality of Greeley’s water supply and natural areas; minimizing pollutants and their impacts on the natural environment and public health; energy and resource conservation; and engaging the community in efforts to promote good stewardship of both the built and natural environment.*

Goals & Objectives

- **Goal NR-1:** Protect, conserve, maintain, and improve the quality and quantity of water available to Greeley
 - **Objective NR-1.1:** Anticipate Future Needs
 - **Objective NR-1.1:** Water Source Protection
 - **Objective NR-1.1:** Water Conservation
 - **Objective NR-1.1:** Non-Potable Water
 - **Objective NR-1.1:** Ditches
 - **Objective NR-1.1:** Regional Cooperation
- **Goal NR-2:** Manage emissions, effluents, waste, and other sources of pollution that impact our quality of life and natural environment
 - **Objective NR-2.1:** Air Pollution
 - **Objective NR-2.2:** Outdoor Odors
 - **Objective NR-2.3:** Noise Levels
 - **Objective NR-2.4:** Light Pollution
 - **Objective NR-2.5:** Urban Heat Island Effect
 - **Objective NR-2.6:** Waste Management
 - **Objective NR-2.7:** Stormwater Management
 - **Objective NR-2.8:** Agricultural Uses
 - **Objective NR-2.9:** Groundwater Quality
 - **Objective NR-2.10:** Wetlands
- **Goal NR-3:** Demonstrate stewardship of the environment
 - **Objective NR-3.1:** Protect Natural Features and Viewsheds
 - **Objective NR-3.2:** Public Open Lands
 - **Objective NR-3.3:** Use of Constrained Lands
 - **Objective NR-3.4:** Use of Sensitive Lands
 - **Objective NR-3.5:** Preservation of Natural Areas
 - **Objective NR-3.6:** Resource Extraction

- **Objective NR-3.7:** Urban Forest
- **Objective NR-3.8:** Native Habitats
- **Objective NR-3.9:** Wildlife Habitat
- **Objective NR-3.10:** Coordinated Management
- **Objective NR-3.11:** Oil and Gas Operations
- **Goal NR-4:** Use resources efficiently and sustainably
 - **Objective NR-4.1:** Lead By Example
 - **Objective NR-4.2:** Energy Efficiency
 - **Objective NR-4.3:** Landscaping and Plant Species
 - **Objective NR-4.4:** Renewable Resources
 - **Objective NR-4.5:** Energy Waste Capture
- **Goal NR-5:** Engage all members of the community in the process of supporting the stewardship of our natural and built environments
 - **Objective NR-5.1:** Education
 - **Objective NR-5.1:** Recognition

PARKS & RECREATION (PR) – *This element deals with the planning and maintenance of parks and other recreational facilities with the intended purpose of creating a more inter-connected parks, trails and recreation system that provides better access for residents, creates opportunities for healthy and active lifestyles, and supports the environmental goals of the community.*

Goals & Objectives

- **Goal PR-1:** Develop and maintain an inter-connected system of parks, trails, and recreational facilities
 - **Objective PR-1.1:** Parks & Recreation System
 - **Objective PR-1.2:** Parks, Trails, and Open Lands Master Plan
 - **Objective PR-1.3:** Levels of Service
 - **Objective PR-1.4:** Underserved Areas
 - **Objective PR-1.5:** Trail System
 - **Objective PR-1.6:** Regional Connections
 - **Objective PR-1.7:** Recreational Programs and Facilities
 - **Objective PR-1.8:** Streetscapes and Greenways
- **Goal PR-2:** Ensure the City's system of parks, trails, and recreational facilities align with and support other community goals
 - **Objective PR-2.1:** Water Conservation
 - **Objective PR-2.2:** Planting and Landscaping
 - **Objective PR-2.3:** Maintenance Practices
 - **Objective PR-2.4:** Stormwater Management
 - **Objective PR-2.5:** Education & Interpretation

PUBLIC SAFETY (PS) – *This element deals with public safety as it relates to crime, natural hazards, and the built environment with focused efforts to prevent and be well-prepared for natural hazards, improve the City's emergency response services, and create a safe and attractive community.*

Goals & Objectives

- **Goal PS-1:** Minimize loss of life and property from hazards
 - **Objective PS-1.1:** Flood Hazards

- **Objective PS-1.2:** Wildfire
- **Objective PS-1.3:** Steep Slopes
- **Objective PS-1.4:** Hazard Mitigation Planning
- **Objective PS-1.5:** Public Awareness
- **Objective PS-1.6:** Hazardous Materials
- **Objective PS-1.7:** Building and Fire Codes
- **Goal PS-2:** Maintain high-quality public safety and emergency response services
 - **Objective PS-2.1:** Fire Services
 - **Objective PS-2.2:** Police Services
 - **Objective PS-2.3:** Community Policing
 - **Objective PS-2.4:** Emergency Medical Response
 - **Objective PS-2.6:** Coordinated Responses
 - **Objective PS-2.7:** Duplication of Efforts
 - **Objective PS-2.8:** Maintaining Service with Growth
- **Goal PS-3:** Develop and maintain a safe, aesthetically pleasing, and livable community
 - **Objective PS-3.1:** Urban Design
 - **Objective PS-3.2:** Code Enforcement
 - **Objective PS-3.3:** Citizen Responsibility
 - **Objective PS-3.4:** Signage and Language
 - **Objective PS-3.5:** Safe Built Environment
 - **Objective PS-3.6:** Public Perceptions

TRANSPORTATION & MOBILITY (TM) – *This element deals with all modes of travel that make up the city’s transportation system, including automobiles, buses, bikes, pedestrians, trains, and airplanes and efforts to increase safety and efficiency; to provide access to a diversity of transportation options; to coordinate future land use patterns and decisions with those for transportation; and to promote efficient means of moving goods and services through the city and between Greeley and the region.*

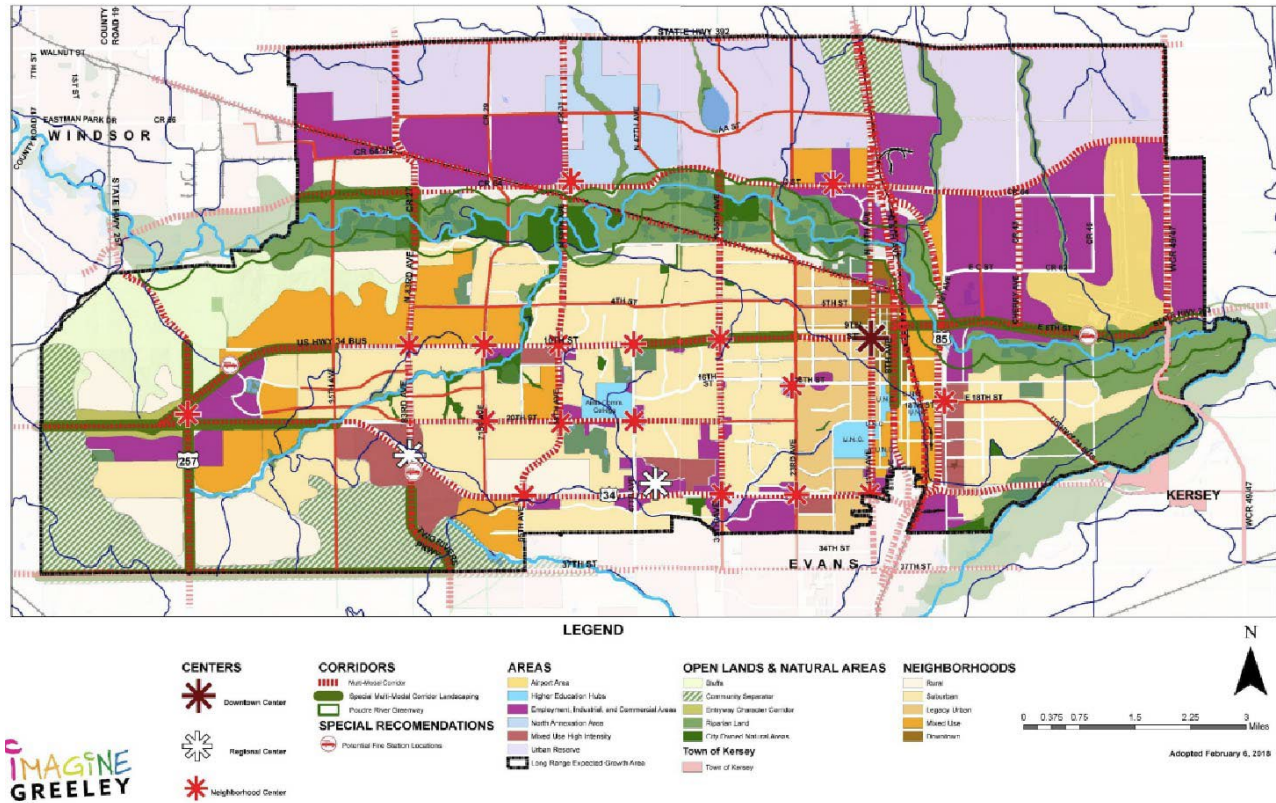
Goals & Objectives

- **Goal TM-1:** Develop and maintain an accessible, integrated, safe, and efficient transportation system
 - **Objective TM-1.1:** Multi-Modal Transportation System
 - **Objective TM-1.2:** Pedestrian Movements
 - **Objective TM-1.3:** Streetscape Design
 - **Objective TM-1.4:** Traffic Calming
 - **Objective TM-1.5:** Emergency Response
 - **Objective TM-1.6:** Transportation Demand Management
 - **Objective TM-1.7:** Parking
 - **Objective TM-1.8:** Functional Classifications
 - **Objective TM-1.9:** Level-of-Service Standards
 - **Objective TM-1.10:** Energy Efficiency
 - **Objective TM-1.11:** System Construction and Maintenance
 - **Objective TM-1.12:** Traffic Enforcement
 - **Objective TM-1.13:** Street Patterns
- **Goal TM-2:** Provide residents with a range of transportation choices and options
 - **Objective TM-2.1:** Complete Streets
 - **Objective TM-2.2:** Bikeway System

- **Objective TM-2.3:** Trail Opportunities
- **Objective TM-2.4:** Residents with Disabilities
- **Objective TM-2.5:** Public Transit
- **Objective TM-2.6:** Regional Transit
- **Objective TM-2.7:** Network Gaps and Barriers
- **Goal TM-3:** Ensure that land use and transportation decisions, strategies, and investments are coordinated and complementary
 - **Objective TM-3.1:** Transportation/Land Use Connections
 - **Objective TM-3.2:** Supportive Development
 - **Objective TM-3.3:** Transit-Oriented Development
 - **Objective TM-3.4:** Balance Impacts
- **Goal TM-4:** Promote the orderly movement of goods and services throughout the city and region
 - **Objective TM-4.1:** Truck Routes
 - **Objective TM-4.2:** Railroads
 - **Objective TM-4.3:** North Greeley Rail Corridor
 - **Objective TM-4.4:** Greeley-Weld County Airport

GROWTH FRAMEWORK

The Growth Framework of the Comprehensive Plan provides an overall vision for how the City of Greeley will grow and evolve in the future. It includes a Land Use Guidance Map, Community Building Blocks, and Annexations. Greeley is expecting to gain at least 50,000 residents in the next 20 years. The city wants to encourage compact and mixed-use development, affordable housing, adequate public facilities, environmentally-sensitive development, and access to parks and open lands.



Land Use Guidance Map

COMMUNITY BUILDING BLOCKS: NEIGHBORHOODS

Neighborhoods are those areas of Greeley where residents live, currently or in the future. The types of neighborhoods are: rural, suburban, legacy urban, mixed use, and downtown. The study area comprises mostly of mixed use and downtown neighborhoods.

Mixed Use Neighborhoods

- Density: generally 4-10 du/acre, but up to 20 du/acre
- Uses: mostly single-unit detached homes; duplexes, town/rowhomes, small-scale apartment buildings, ADUs also allowed
- Small-scale commercial, retail, and service uses allowed, mostly located in neighborhood centers
- Streets: mix of curvilinear and grid pattern with a focus on connectivity (and avoiding dead ends and cul-de-sacs)
- Walkable, blocks no longer than 600 feet long

Downtown Neighborhoods

- Density: 5-20 du/acre
- Uses: mix of housing types and densities; non-residential uses including retail, restaurants, and small-scale office; inclusion of neighborhood amenities such as schools and parks
 - Can be mixed-use or stand-alone uses
- Streets: gridded pattern with alleys, landscaped sidewalks, bike lanes where feasible

- Walkable, blocks no longer than 600 feet long

COMMUNITY BUILDING BLOCKS: AREAS

Areas are locations or districts within Greeley that are not neighborhoods (i.e., are not comprised primarily of residential uses). The types of areas are: airport, education areas, mixed-use high intensity, employment and industrial areas, urban reserve, open lands, community separators, and the north annexation area. The study area comprises mostly of employment and industrial areas.

Employment and Industrial Areas

- Uses: industrial, manufacturing, and other employment uses; commercial and support services (e.g., dining and retail) encouraged
- Streets: mix of gridded and curvilinear/disconnected from larger street network when *focused on serving individual uses or structures within a larger planned development or campus*
- Mobility: mostly concerned with mobility of goods, so access to rail, air, or high-capacity roadways is important; transit priority in areas with a high concentration of employees; encourage connectivity to existing pedestrian and bicycle trains for commuters

COMMUNITY BUILDING BLOCKS: CENTERS

Centers are concentrated nodes of activity within the City of Greeley. The types of centers are: downtown, regional, and neighborhood. The study area includes the downtown center.

Downtown Center

- Density: varies
- Uses: art, entertainment, dining, shopping, community events, civic uses; residential uses present and higher density development is encouraged; infill and redevelopment encouraged
- Streets: gridded with alleys, landscaped sidewalks, bike lanes where feasible, public art features
- Walkable, blocks no longer than 600 feet long

COMMUNITY BUILDING BLOCKS: CORRIDORS

Corridors are generally found along the city's major roadways. The types of corridors are multi-modal corridors and special multi-modal corridor landscaping, both of which are found in the study area.

Multi-Modal Corridors

- Located along major arterial corridors
- Broad mix of high density (including residential) and mixed-use development
- Utilize public transit, pedestrian and bike amenities
- Infill and higher density redevelopment encouraged, especially near transit stops
- Walkable with *an inviting and interesting public realm, wider sidewalks, and by placing parking in the rear of buildings*

Special Multi-Modal Corridor Landscaping

- Incorporate walkways, street trees, bike lanes, and lighting
- Medians, special curb and sidewalk details, sculptural elements, way-finding signage

ACTION PLAN

The Action Plan should be used by City departments in developing annual work plans for staff and to inform the development of the City's budget and Capital Improvement Plan. It should also be used as a reference for community partners who are interested in supporting the implementation of the Comprehensive Plan and wish to collaborate with the City on particular efforts.

The following Implementation Actions (IMPs) relate to Downtown Greeley specifically:

- **Goal GC-5:** Facilitate the rebirth of Downtown Greeley as a regional multi-use activity area while preserving and promoting the cultural aspects of the area.
 - **IMP GC-5.1** Explore expanding existing programs or establishing new programs which encourage the development of attainable housing, particularly “to own” housing, for Downtown workers, such as with the Urban Homesteader program.
 - **IMP GC-5.2** Update the menu of incentives available to Downtown landowners and provide information about such resources in broad formats and in a timely manner.
 - **IMP GC-5.3** Explore regulatory amendments to the Model Traffic Code which would allow for multiple, alternative and special forms of transportation to be allowed in a defined Downtown area, such as Smart cars, horse drawn carriages, trolley, and other similar devices.
- **Goal TM-1:** Develop and maintain an integrated, safe, and efficient transportation system
 - **IMP TM-1.3** Review Development Code standards to evaluate and update parking requirements for various zoning districts to ensure that excessive parking areas are not created, and attractive parking lot design is required.

DOWNTOWN GREELEY INVESTMENT STRATEGY

The Downtown Greeley Investment Strategy was completed by the Greeley Downtown Development Authority (DDA) during the first half of 2011.

OVERVIEW

OBJECTIVES

- *Identify the best ways to invest and leverage tax increment financing to stimulate private investment in Downtown Greeley;*
- *Update the 2002 development plan; and*
- *Help the DDA focus its energies more effectively*

MARKET OPPORTUNITIES

- In-Place Markets
 - ~1 million annual residents and visitors
 - UNC students, faculty, and staff
 - 33,000 residents within a ten-minute walk or bike ride
 - 4,200 employees that work downtown
 - Overnight lodgers at downtown hotels
 - 15,000-45,000 annual room nights
- Neighborhood Profile
 - Lower median income than the city-wide average

- \$33,000 vs. \$43,000
 - Higher percentage of Hispanic/Latino persons than city-wide
 - 47% vs. 36%
 - Psychographic profiles: 21% College Town, 10% NeWest, 10% Great Expectations; 10% Industrious Urban Fringe
- UNC
 - *Student spending is estimated at \$53 million per year*

COMMUNITY PRIORITIES FOR DOWNTOWN

- Lack of identity in Greeley as a whole and downtown
- Immediate economic opportunities from Leprino plant and Niobrara oil and gas
- Improve programming and connection between UNC and downtown
- More options for shopping and dining
- Addition of hotel and conference center
- Increase special events downtown
- Downtown is safer than it is perceived to be
- 8th Avenue is a barrier between Downtown and other parts of the city

Survey Results

- *Top reasons for visiting Downtown:* dining (75%), special events (57%), the UCCC (45%), nightlife and entertainment (35%), and shopping (30%)
- *Top reasons for avoiding Downtown:* lack of retail (53%) and restaurants (37%), generally unappealing environment (33%), lack of information on what exists (31%), lack of parking (31%), and safety concerns (29%)

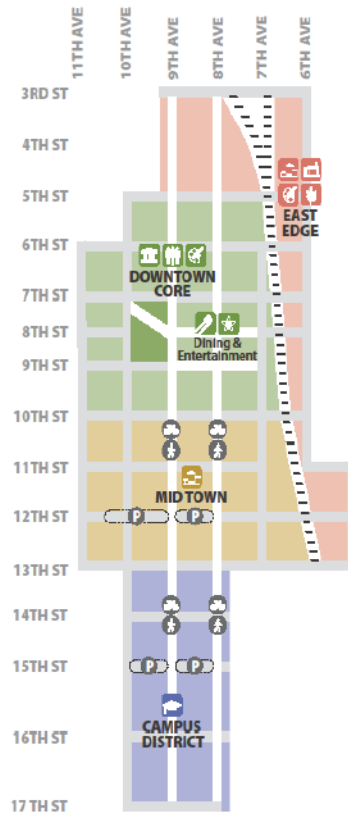
Impressions

The following impressions guide the Downtown Investment Strategy:

- *There is an opportunity to better tap “in-place” markets*
- *Dining and retail are key to the future vitality of Downtown*
- *Creating stronger connections to UNC can elevate the image and cache of Downtown*
- *Downtown can be positioned as Greeley’s authentic and historic destination*
- *There are immediate business development opportunities*
- *The next investment cycle is being led by multi-family residential development*
- *Downtown should concentrate on fortifying its core, connections and amenities*
- *There is an opportunity to create a new market identity and “brand” for Downtown*

SUB-AREA STRATEGIES

By defining four unique sub-areas in and around Downtown, making more logical connections among them, and valuing the history and diversity each has to offer, the DDA can prioritize its investments to make the whole of Downtown a stronger, more cohesive and interesting place to be. The plan recommends four sub-areas: Downtown Core, Campus, Mid Town, and East Edge.



DDA Subarea Map

DOWNTOWN CORE – Dining, Entertainment, Employment & Civic Hub

- Context: employees and residents leave a large, and mostly untapped, market opportunity; includes Downtown Greeley Historic District
- Vision: destination for dining, entertainment and employment; embraces history and culture; strong sense of place; attracting more dining and entertainment options with mixed-use development
- Desired Development: local, independent restaurants and retail; residential development; mixed-use “catalyst” development; hotel; primary employers
- Opportunity Sites: block between 6th and 7th Streets and 8th and 9th Avenues; surface parking lot south of Lincoln Park Branch Library; Armory Building on 8th Avenue and adjacent eastern lot
- Development Challenges: 8th Avenue breaks up sense of continuity and is a perceived and real barrier; 9th Avenue at Lincoln Park contains *long, continuous blank walls that detract from the overall atmosphere of the Core*
- Physical Connections: 8th and 9th Avenues are major north-south routes between Downtown Core and UNC Campus; can be enhanced to provide better accessibility and connectivity to pedestrians and cyclists

CAMPUS SUB-AREA – Mixed-Use with Student-Focused Amenities

- Context: student-focused retail and quick-serve dining; single family and student housing in Monroe Street Historic District; portion of the recently designated *University District*
- Vision: mixed-use with multi-unit housing and ground floor uses with student-serving retail and amenities; well-suited for pedestrian and bike travel

- Desired Development: residential mixed-use development sensitive to single-family homes and existing character; enhanced bike and pedestrian infrastructure
- Opportunity Sites: surface parking lots and retail lacking strong street edge along 8th Avenue and NE corner of 16th Street and 8th Avenue
- Development Challenges: more challenging and lengthy land acquisition process for small parcels that need to be assembled for mixed-use development
- Physical Connections: 8th and 9th Avenues are major north-south connections; need for increased pedestrian and bike safety and comfort to bring students into Downtown

MID TOWN – Mixed-Use Neighborhood Between Core & UNC

- Context: residential with intermittent commercial activity; connection between campus and Downtown Core
- Vision: diverse households; opportunity for new housing, mixed-use development, and increased residential diversity; primarily for-rent with some for-sale units
 - *Neighborhood-focused retail will provide essential goods and services making this a highly desirable, livable and walkable neighborhood.*
- Desired Development: single or mixed-use housing and live/work units; neighborhood-serving retail and services; enhanced bike and pedestrian infrastructure
- Opportunity Sites: Safeway grocery store at 10th Avenue and 12th Street; vacant and underutilized commercial properties both on and off 8th Avenue
- Development Challenges: inconsistent look and feel of businesses; small parcels are difficult for mixed-use and multi-unit development

EAST EDGE – Live/Work, Arts & Light Industrial

- Context: unique feel; embracing agricultural and industrial past; potential for adaptive reuse of agricultural and railroad buildings
- Vision: live/work neighborhood some light industrial manufacturing, agriculture and arts and crafts uses; celebrate history of rail
- Desired Development: live/work units with art and light industrial uses; embrace rail and agricultural history
- Opportunity Sites: existing agricultural and warehouse buildings (preserved and reused when possible); old Ice House building
- Development Challenges: railroad tracks are a physical barrier, noise from train; missing sidewalk segments and road connections; within 100-year floodplain; accessibility for businesses
- Physical Connections: *Better, safer pedestrian and bicycle connections are needed across the railroad tracks, particularly to the Downtown Core*

ACTION PLAN

The actions in this section of the plan are designed to achieve the Sub-area Strategies outlined in the preceding section of the plan. This information is organized into three categories: Economic Development, Experience, and Public Realm. The actions for each section are outlined below.

Economic Development

*Denotes that the recommendation is specifically intended for the Downtown Core.

- ED1: Business and Development Support and Attraction

- ED2: Financial Support
- ED3*: Develop a “Dining and Entertainment Incentive Zone”
- ED4*: Downtown Hotel/Convention Feasibility Study
- ED5*: Catalyst Mixed-Use Development
- ED6*: Mixed-Use Development and Housing
- ED7*: Encourage Adaptive Reuse

Experience

Each recommendation is intended for the entire DDA boundary.

- EX1: Safe & Clean
- EX2: Events
- EX3: Branding and Identity
- EX4: “In-Place” Marketing
- EX5: Embrace UNC
- EX6: Visual and Performing Arts
- EX7: Gateways, Lighting, Banners

Public Realm

*Denotes that the recommendation is specifically intended for the East Edge.

- PR1: Strengthen 8th Avenue Corridor
- PR2: Make the Critical Links
- PR3*: Upgrade Infrastructure

EXISTING BUDGET

DDA 2011 Budget Summary		
Revenue		
Tax Increment Financing	\$ 300,000	52%
Mill Levy	120,000	21%
Dues	50,000	9%
Special Events	62,000	11%
City of Greeley Grant Support	48,750	8%
TOTAL	\$ 580,750	100%
Expenses		
Personnel	\$ 147,000	25%
Marketing & Office Support	43,950	8%
Special Events Expenses	37,300	6%
Capital Improvement Fund	80,000	14%
Economic Development	70,000	12%
Investment Surplus	200,500	35%
TOTAL	\$ 578,750	100%

Program Budgeting Guidelines

- Diversify DDA Program Investments
 - Advance all three programs: economic development, experience, and public realm
- Program Goal

- Annual goal of \$500,000
- Capital Investment Goal
 - *Utilize and revolve the DDA's current TIF fund balance of about \$1 million*

Other Financial Information

This section also provides information on the following:

- Sample Implementation Budget
- Investment Filter
- Organizational Strategy

APPENDICES

The appendices of this plan include the following:

- Market Profile
 - Summary of Findings
 - DDA Statistics
 - DDA Neighborhood Market Area
 - Population, Age, and Race & Hispanic Origin
 - Income & Poverty
 - Consumer Spending
 - Education
 - Employment and Occupations
 - Housing
 - Housing Vacancies
 - Households
 - Transportation & Commuting
 - Hotel Occupancy
 - UNC Students, Faculty & Staff
- Outreach Summary
 - Methods: DDA Board of Directors, DDA Framework Plan Steering Committee, Focus Groups, Stakeholder Interviews, Community Survey
 - Themes
 - Focus Groups
 - Stakeholder Interviews
 - Online Survey Results
 - Cross-tabulations
- Focus Group Transcript Summaries
 - Tax Increment Financing Committee
 - Steering Committee
 - Greeley Downtown Alliance
- Online Survey

DOWNTOWN GREELEY ACCOMPLISHMENTS

This report summarizes the accomplishments of the strategies/goals identified in the Action Plan section of the Downtown Greeley Investment Strategy. The Investment Strategy was published in July 2011 and this report is from August 2021.

The report lists the status of each goal within the actions for the following three categories that were initially identified in the Investment Strategy: Economic Development, Experience, and Public Realm. The status report categories include: complete, ongoing/in process, needs work, needs research, not necessary/needed (at this point), determine if needed/appropriate, not pursued, alternative, and TBD. For each goal's status, please refer to the report.

2022 ANNUAL GROWTH & DEVELOPMENT PROJECTIONS REPORT

This report summarizes population, housing, income and employment/job growth and development up to and beyond 2022.

POPULATION

- 2021 population of Greeley was 110,787 and is expected to be 123,532 by 2027
 - 11.5% increase in 6 years
- Median household income was reported as \$61,492 in 2019 in Greeley
 - 5.9% increase from the year before

HOUSING

- 768 new residential units are estimated in 2022. This would bring the total number of housing units in Greeley to 46,321.
- A high growth rate of 3.66% would result in 47,181 housing units by 2027
- Greeley issued 915 residential permits in 2021 which was a 236% increase from 2020
 - This was 39.3% more units permitted than Fort Collins, but 45.7% fewer than Windsor
 - Almost two-thirds of the units were single family
- Median home sale price has risen 14.6% since 2020, to \$385,000
 - *A shortage in housing stock has continued to push up the median home sales price.*

EMPLOYMENT, UNEMPLOYMENT, & JOB GROWTH

- In 2021, Greeley had 49,927 jobs which is lower than the 2019 peak level of 51,867 jobs
 - However, unemployment fell from 8% in 2020 to 7% in 2021
- During 2021 (up to November), Greeley gained 1,205 jobs (2.5% increase)
- *Comparing employment growth in Colorado across MSA Regions, Greeley MSA (Weld County area) consistently leads the state and other metro areas.*

INFLUENCING FACTORS ON GREELEY'S GROWTH

- *The Terry Ranch Water Project puts Greeley in a position to support increased demand for residential and commercial development.*
- *The North Weld County Water District's (NWCWD) current moratorium on new tap sales could drive additional development to the City of Greeley, as other nearby cities such as Severance and Eaton impose moratoriums on new building permits in response.*

- *Continued growth in Northern Colorado could lead to increased development pressures on Greeley. Weld County had the second largest percent increase in population (30.1%) between 2010 and 2020, second only to Broomfield (32.6%)*
- *Cost of materials and supply chain issues could temper some of the growth in the City of Greeley and throughout Northern Colorado. Supply-chain issues with construction materials have caused some homebuilders to halt sales of new homes to allow time for supply chain issues to resolve. As mortgage rates continue to rise, delays could lead to higher borrowing costs.*

GREELEY DOWNTOWN DEVELOPMENT AUTHORITY 2020 ANNUAL SNAPSHOT

This report summarizes the accomplishments of the Greeley DDA in 2020 “in spite of the COVID-19 pandemic.”

- 17 new businesses opened
 - 2 restaurants, 4 retailers, 4 entertainment & fitness, and 7 service
- 23 properties sold
 - 15 commercial (\$14.8M) and 8 residential (\$8.9M)
- 3 new residential properties opened
- 2 façade grant projects completed
 - \$83,642 in private reinvestment
- 3 building improvement grant projects completed
 - \$1.4M in private reinvestment
- Promoting a Reimagined Experience
 - “The Place to Be” campaign
 - Pivoted events
 - Expanding the outdoors
 - Art exploration

CITY OF GREELEY ENERGY ACTION PLAN

This Energy Action Plan outlines tangible steps for the City of Greeley to move the community toward its development and energy efficiency goals. Xcel Energy’s Partners in Energy facilitated a series of workshops with the Energy Action Team in the spring and summer of 2019, to develop this plan.

VISION

Greeley promotes a healthy and diverse economy and a high quality of life that is responsible to all its residents, businesses, and neighborhoods. Through Xcel Energy Partners in Energy, the community will create an affordable and reliable energy future based on increased residential, commercial, and industrial energy efficiency and alternative energy opportunities to improve economic health and stimulate growth.

GOALS

- *Encourage 2,700 or more City of Greeley households implement at least one energy efficiency or renewable energy measure annually.*
- *Encourage 270 or more businesses to participate in an energy efficiency or renewable energy program through Xcel Energy each year.*
- *Develop outreach channels to students to increase awareness of and engagement in energy efficiency and renewable energy opportunities.*

- *Complete energy audits in targeted municipal facilities and implement at least one energy efficiency measure in each targeted facility, as recommended by the energy audits.*

FOCUS AREAS & STRATEGIES

- Residential: *the desired behaviors identified included making smart energy choices and improvements at home (i.e., turning off the lights when not in use, upgrading to LED lights, and investing in high efficiency equipment when making upgrades).*
 - Conduct outreach at community events and activities
 - Develop and conduct residential outreach campaigns to under-resourced families, renters, and homeowners
- Business: *the desired behaviors identified included ensuring all equipment upgrades are energy efficient and companies invest in energy efficiency upgrades that make good business sense.*
 - Host an annual Greeley business energy efficiency expo
 - Conduct sector-based small business outreach to restaurants, offices, retail, and eco-friendly companies
- Educational Institutions: *includes not only energy efficiency upgrades to the institution's facilities, but also engaging students to promote energy efficiency and renewable energy.*
 - Engage students in energy efficiency opportunities
 - Complete energy audits and efficiency improvements at targeted facilities
- Municipal: *the desired behaviors identified include ensuring upgrades as well as designs for the construction of new facilities are efficient and increasing the focus of highlighting past successes in efficiency through various media outlets.*
 - Complete energy audits and efficiency improvements at targeted facilities
 - Align processes to integrate energy efficiency and renewable energy information into new construction and development review processes

MASTER TRANSPORTATION IMPACT STUDY: 8TH AVENUE REDEVELOPMENT

In March 2018, Felsburg, Holt, & Ullevig (FHU) prepared this transportation impact study for a new project consisting of 704 residential units and 83,307 square feet of commercial space spanning nine blocks of 8th Avenue, from 10th Street to 17th Street. The following are some of the key takeaways from the report.

- An estimated 11,800 daily trips will be added due to the development, 550 during the morning peak hour and 800 during the afternoon peak hour
- This will result in a noticeable impact with a traffic increase of 14-24% depending on the location, but the existing infrastructure will be able to accommodate it
- FHU recommends a potential land addition at the intersection of 8th Avenue and 16th Street
- No additional traffic signals are recommended
- The developments are planned to have alley access and minimal curb cuts to create a more pedestrian-friendly frontage

CITY OF GREELEY STRATEGIC HOUSING PLAN

Greeley aspires to provide a range of housing to accommodate its diverse and growing population. Diversity in housing would mean both a variety of housing types and a broad range in price. Because communities are largely defined by the type, style, and cost of housing it is important for Greeley to have a clear understanding of current housing conditions with strategies to shape future growth.

KEY CONSTRAINTS TO HOUSING AFFORDABILITY

1. Escalating cost of raw water
2. Rising cost of construction and development related costs
3. Lack of financing
4. Lack of skilled labor
5. Rising costs of existing housing
6. Flat wages
7. Missing homes not built during the Great Recession and Greeley's residential downturn

STRATEGIES

1. Amend the Development Code to Promote Housing Choice
 - a. Correct zoning mismatches
 - b. Accessory dwelling units
 - c. Reduce minimum lot sizes for single family housing
 - d. Provide regulatory incentives for permanent affordable housing
 - e. Encourage complete neighborhoods
 - f. Short-term rentals
2. Minimize Development Costs for Affordable Housing
 - a. Explore new development incentives
 - b. Evaluate having the City front-end major infrastructure
 - c. Support metropolitan districts
3. Engage Alternative Housing Providers to Build Affordable Housing
 - a. Work with community land trusts
 - b. Partner with for-profit and non-profit housing providers
 - c. Work with major employers on shared housing programs
 - d. Work with Habitat for Humanity to expand their role
 - e. Explore land banks
4. Improve the Housing Product Mix
 - a. Encourage diversity in housing types
 - b. Promote housing innovation
 - c. Update the Redevelopment Guide
5. Address the Impact of Raw Water Cost on Housing Affordability
 - a. Implement water smart neighborhood and common area policies
 - b. Develop a water smart policy for individual lots
6. Complete Subarea & Neighborhood Plans
 - a. Complete plans for neighborhoods with housing opportunities
 - b. Large-scale master planning for complete neighborhoods
 - c. Identify under-utilized sites for housing
 - d. Adopt a five-year housing goal
7. Encourage Ownership, Move-up & Executive Housing Options
 - a. Encourage a range in housing choices
 - b. Work with developers to create higher-end developments
 - c. Explore cooperative housing options
 - d. Develop additional home ownership incentive programs
8. Encourage Vocational Training & Apprentice Programs

- a. Support educational institutions involved in skilled trades
9. Facilitate Development of Manufactured Home Communities
 - a. Affordable housing options
 - b. Explore alternative ownership options
 - c. Alternative technologies
 - d. Update regulations

Each of the above strategies actions are listed, along with the priority and who it will be implemented by.

MARKET STUDY & RECOMMENDATIONS: DOWNTOWN APARTMENT MARKET

In April 2017, Apartment Appraisers & Consultants, Inc. (AAC) prepared this market study and recommendations for Greeley's downtown apartment market. The following are some of the key takeaways from the report.

- Downtown Greeley has many walkable businesses and employers that can make it attractive to live there as well, in turn boosting downtown's economy
 - Though there is also a negative stigma attached to the area due to perceptions of crime, traffic, poor building conditions, etc.
- There is more projected demand for apartments than there is supply in downtown Greeley
 - There may be potential for up to 1,000 additional units "during the next several years"
 - There may be separate demand for condominium development as well
 - "An analysis of the downtown area indicates that it has significant untapped potential"
- AAC recommends that new apartment buildings are built with at least 180, but preferably 200 or more, units to provide "a full range of community amenities," such as community rooms, fitness centers, business centers, and pools/spas
- AAC estimates that the Greeley/Evans market will need to add 330 units per year to keep up with population growth and demand
- There is currently an abundance of older 2-bedroom/2-bathroom units and an undersupply for smaller units
- AAC projects a downtown rent growth of 5% in the first year, 4% in the second year, and 3% in the third year where rents will average \$1,472/month at \$1.77/square foot.

GREELEY PARKS, TRAILS AND OPEN LANDS MASTER PLAN

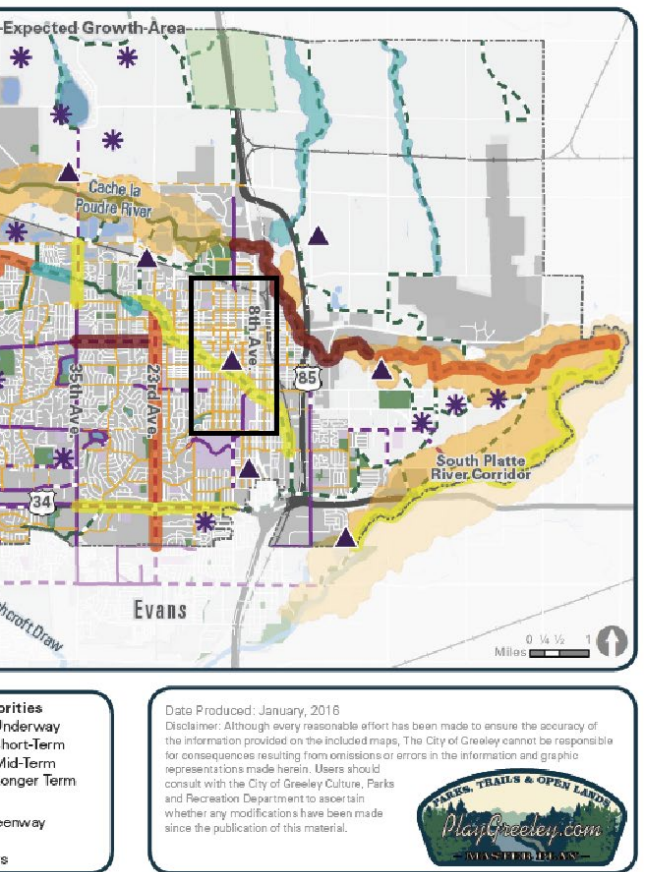
The primary goals of this master plan update are to ensure the City's parks, trails and open lands meet the needs of a growing community, enhance the quality of life for residents and visitors and add value to all of the ways that Greeley residents recreate and play. This plan update also provides recommendations for funding, policies, operations, services, programming, maintenance and improvements for short and long-term implementation.

VISION

To be a premier provider of exceptional spaces and experiences for the entire community.

MISSION

To enhance our community through exceptional service and stewardship.



ough outline of the DDA boundary in black.

, open lands, trails, facilities, and programs.

- Investments and growth.
- Specific master plans.
- Sustainability goals.
- Investments with neighborhood development

- connected system.

- ferings.

3. Implement trail classification and design standards to create continuity throughout the trail system and accommodate all user types.
4. Enhance safety and usability for trail users.

FACILITIES

1. Satisfy existing and future facility needs as parks are added to the system or renovated.
2. Provide a diversity of facilities to accommodate a variety of group sizes and an increasing number of special events within the community.
3. Provide park access for dogs and their owners.
4. Support youth athletic programs by providing adequate sports fields to accommodate current and future needs.
5. Expand indoor aquatic and outdoor water recreation offerings.
6. Pursue the development of community and neighborhood skate parks to satisfy existing demands and meet future needs.
7. Work with interest groups to establish a site and construct a new disc golf course.
8. In partnership with other entities, provide desired amenities that are not currently a robust part of Greeley's parks and recreation offerings.
9. Enhance park facilities to meet user needs for parking.
10. Create a Recreation Facilities Study.

PROGRAM

1. Continue to provide a diversity of activities in the Core Program Areas being offered (Adult Sports, Aquatics and Youth Sports).
2. Advance the development of supporting programs with high demand that are not meeting current needs and those that are important to the community.
3. Expand Core Program Areas and Supporting Program Areas in an effort to meet growing community needs and keep up with recreation trends.
4. Target youth and senior programming.

IMPLEMENTATION

The plan identifies recommendations for implementation within the following areas: operations and staffing, maintenance, safety, communications, city assets, and funding and budget.

OPERATIONS AND STAFFING

1. Enhance operations utilizing the updated Functional Organizational Structure which responds to the current division of responsibilities.
2. Provide adequate staff and resources to meet existing needs and continue to provide high quality parks, trail and open lands.

MAINTENANCE

1. Document standards for maintenance of quality parks, trails and open lands.
2. Provide adequate maintenance facilities and shops.
3. Ensure continued investment is dedicated to repairing and updating existing amenities and facilities.

SAFETY

1. Maintain minimal security concerns by continually assessing risks and community member perceptions.

COMMUNICATIONS

2. Enhance focused outreach to the following growing demographic groups in Greeley that typically require unique and targeted outreach.
3. Encourage volunteerism and stewardship of existing resources.
4. Apply for/maintain certifications to acknowledge and enhance the quality of the parks system.

CITY ASSETS

- Explore opportunities to utilize city/public assets for recreation and natural lands purposes.

FUNDING AND BUDGET

1. Update the Quality of Life Fund project list 2016-2023 to include capital projects envisioned in the Master Plan.
2. Renew the Quality of Life Tax and blend parks and recreation project funding with other City priorities.
3. Seek funding/support from a variety of sources that have provided funds for past projects (see plan for a list of sources).
4. Explore the feasibility of gaining funding from new sources and developing partnerships to accomplish trail expansion and open lands conservation.
5. Pursue grant opportunities related to Master Plan goals and recommendations.
6. Fund additional programs and departmental resources identified in this Master Plan.

LANDSCAPE POLICY PLAN FOR WATER EFFICIENCY

The purpose of this document is to provide policy direction that strikes the balance between preservation of the lifestyle values of the City of Greeley, and honoring the natural environment by adopting a landscape code that is appropriate for our region.

The City of Greeley has identified four departments to manage water conservation in landscapes: Community Development; Culture, Recreation and Parks; Public Works; and Water and Sewer.

GOALS – the plan identifies the following goals, each with policies and actions.

- **Goal 1:** Maintain Greeley's quality landscapes and urban forest.
- **Goal 2:** Provide adequate information, training, and examples of water efficient landscapes that enable the design, installation, and maintenance of quality landscapes that use landscape water efficiently.
- **Goal 3:** Revise applicable sections of the Municipal Code that address landscaping, irrigation, and soil conditioning to comply with the goals, policies, and recommendations of this Plan.
- **Goal 4:** Explore incentives for water-efficient landscapes.
- **Goal 5:** Ensure that the City of Greeley and its departments continue to lead by example by adhering to landscape practices that may improve irrigation efficiency.

BICYCLE MASTER PLAN

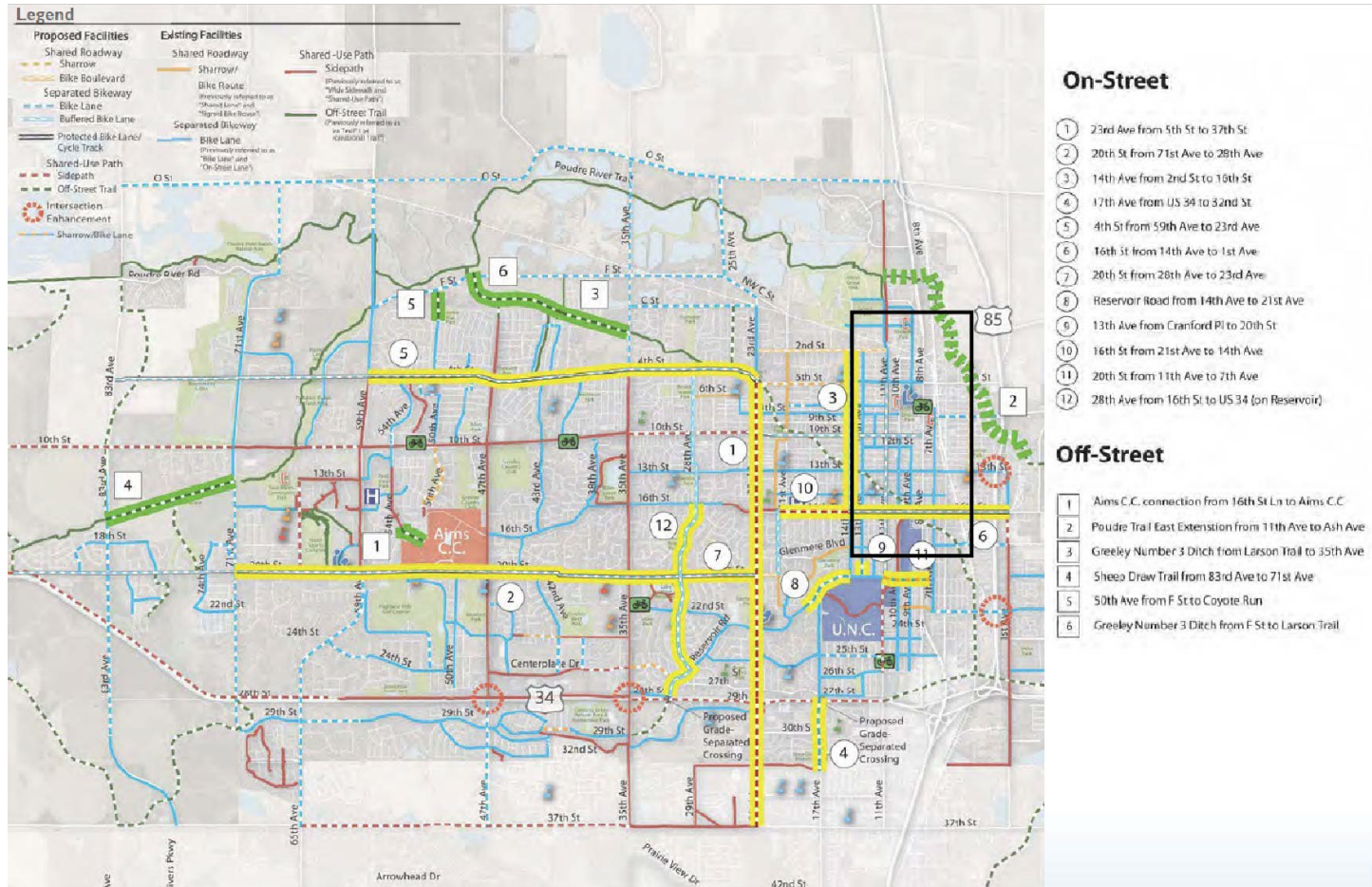
This plan was developed to *address the “Five E’s” of bicycling (Engineering, Education, Encouragement, Enforcement, and Evaluation), while providing an action-oriented plan that can quickly be moved forward into implementation.*

GOALS – the following goals were identified in the plan:

- Increase bicycle ridership in Greeley.
- Incorporate considerations for bicyclists (facilities, route designation, wayfinding, signage, access, parking, and storage) in all future improvements to the transportation system and to public space.
- Develop design, construction, and maintenance standards for bike facilities.
- Build a safe and efficient bicycling network and support facilities that serve the needs of all types of bicyclists, connecting residential Greeley to the University, recreational trails, downtown, retail centers, and local services.
- Promote bicycling as a healthy and inexpensive transportation alternative, vital to economic development and affordable living choices for Greeley residents.
- Establish a city division under public works to maintain and expand the city bicycle program.

RELEVANCE TO DOWNTOWN GREELEY AND ECONOMY – the following summarizes some of the key points in regard to Greeley’s downtown and economy.

- Downtown is one of the highest areas of bicycle demand, along with the UNC campus, AIMS campus, 10th Street corridor, and the commercial corridor along US-34.
- Bicyclists spend 24% more per month than customers who drive to shop.
- The City estimates that the current potential annual economic benefits that bicycling brings is \$2.68M.
 - The goal of the economic impact when goal bicycle mode share is met is \$8.37M
- Bike-Friendly Business Program: *Greeley’s Bike-Friendly Business Program will recognize businesses that go the extra mile to welcome bicyclists, and encourage business owners to take action to become more bike friendly. It will function as a partnership between the city and businesses where participating businesses receive additional resources from the city, such as educational training.*
- Downtown includes some of the higher, but not the highest, demand areas for bicycling
- The levels of traffic stress downtown vary and include each of the stress categories: suitable for most children, suitable for most adults, suitable for confident adults, and suitable for fearless adults
- Downtown has one of the highest concentrations of bicycle crashes, with many taking place at intersections where there is a bike lane



Priority Project Locations Map with a rough outline of the DDA boundary in black.