Planning Commission
Remote Meeting Instructions for April 13, 2021 Meeting

In order to comply with all health orders and State guidelines to stop the spread of the COVID-19 Coronavirus, **no physical location, including the City Council Chambers, will be set up for viewing or participating in this meeting**.

Citizen Participation During Hearing

Click the link below to join the virtual meeting. During the public hearing portion, use the Q&A or raised hand features at the bottom of the screen and you will be called upon to speak at the appropriate time.

https://greeleygov.zoom.us/j/84918209826

Video Replay on YouTube:

Citizens may also view a video replay of the hearing on the City of Greeley's YouTube Channel https://www.youtube.com/CityofGreeley.

Other options for sharing public comments:

E-mail – Submit to cd_admin_team@greeleygov.com
All comments submitted by e-mail will be read into the record at the appropriate points during the meeting in real time. Comments can be submitted up to and throughout the meeting.

Traditional Mail – Planning Commission, 1100 10th Street, Greeley, CO 80631
All written comments must be received no later than the day of the meeting. Written comments received by mail will also be read into the record in real time.

Visit the Planning Commission web page at https://greeleygov.com/government/b-c/boards-and-commissions/planning to view and download the contents of the agenda packet. You are also welcome to call the Planning office at 970-350-9780 if you have any other questions or require special accommodations to attend a virtual hearing.

PLANNING COMMISSION
Agenda

April 13, 2021
1:15 p.m.

I. Call to Order

II. Roll Call

III. Approval of minutes for meeting held on March 23, 2021

IV. Approval of minutes for special meeting held on March 30, 2021

V. A public hearing to consider a recommendation to City Council to amend Title 24 of the 2021 Greeley Municipal Code to accept revisions to Chapter 1 – General Provisions – to be included as part of the overall code update to be formally adopted by ordinance at a future date regulations

Project Name:	Title 24 – Chapter 1 – Development Code Update
Case No.:	CU2021-0002
Applicant:	City of Greeley, Community Development Department
Presenter:	Carol Kuhn, Chief Planner

VI. Worksession: Growth & Development Projections Report

Presenter: Marian Duran, Planner II

VII. Staff Report

VIII. Adjournment

PLANNING COMMISSION MEETING DATES:

Meetings are held on the 2nd and 4th Tuesdays of the month at 1:15 p.m. Agendas are posted at http://greeleygov.com/government/b-c/boards-and-commissions/planning.

April 27, 2021
May 11, 2021
May 25, 2021
June 8, 2021
June 22, 2021
July 13, 2021
July 27, 2021

PLANNING COMMISSION
Proceedings

March 23, 2021
1:15 p.m.

(Zoom Webinar and viewable on City of Greeley YouTube)

I. Call to Order

Chair Yeater called the meeting to order at 1:15 p.m.

II. Roll Call

Chair Yeater, Commissioners Andersen, Briscoe, Franzen, Modlin, Romulo and Schulte were present.

Chair Yeater informed those attending that Item V on the agenda, public hearing regarding household occupancy standards, would be continued to April 27, 2021 and requested a motion.

Commissioner Andersen moved that the Planning Commission continue Item V for consideration of a code update regarding household occupancy standards, case Number CU2021-0001, to the regular Planning Commission meeting on April 27, 2021. Commissioner Schulte seconded. The motion carried 7-0.

III. Approval of March 9, 2021 Minutes

Commissioner Andersen moved to approve the minutes dated March 9, 2021. Commissioner Romulo seconded. The motion carried 7-0.

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IV. A public hearing to consider a request to rezone approximately 12.98 acres from R-E (Residential Estate) and H-A (Holding Agriculture) zoning districts to C-H (Commercial High Intensity) zoning district with a DCMP (Development Concept Master Plan) restricting certain land uses from the site

Project Name:	7001 28th Street Rezone
Case No.:	ZON2020-0010
Applicant:	Faith Tabernacle Church Inc.
Location:	7001 28th Street
Presenter:	Caleb Jackson, Planner II

Caleb Jackson addressed the Commission and introduced the rezone request. He presented a map showing the location of the site as well as photographs of the site and surrounding area. Mr. Jackson provided a brief history of the site, including development of the church in Weld County in 2001, annexation to Greeley in 2002 with concurrent rezoning to Residential Estate. He explained that the request before the Commission today is to rezone approximately 12.98 acres to Commercial High Intensity with a Development Concept Master Plan (DCMP) that restricts certain uses from the site.

Mr. Jackson advised that the proposed rezone would include the site and an adjacent right-of-way that is currently zoned Holding Agriculture. He added that the DCMP would serve to restrict uses except for a church, school, child care, telecommunications, utility, or oil and gas. Any other uses would require revising the DCMP and bringing the matter before the Commission

Mr. Jackson briefly explained the overall recodification process and rationale for changing the section numbers associated with a rezone. He described the rezone criteria, adding that staff determined the request meets applicable criteria. Mr. Jackson reported that notices were mailed to property owners within 500 feet, signs were posted on the site, and notice was placed in the newspaper with no inquiries being received. He added that all comments had been addressed and that staff recommended approval.

Rick Baldwin from Faith Tabernacle addressed the Commission and stated that the new zoning would align with surrounding zoning.

Chair Yeater opened the public hearing at 1:24 p.m. There being no communication by U.S. mail, email or Zoom Chat or Q&A, the public hearing was closed at 1:24 p.m.

Commissioner Andersen moved that, based on the application received and the project summary and accompanying analysis, the Planning Commission finds that the proposed rezone from R-E (Residential Estate) and H-A (Holding Agriculture) to C-H (Commercial High Intensity) with a Development Concept Master Plan (DCMP) meets the applicable Development Code criteria, Section 18.30.050(c)(3) a, b, f, g and h [to be re-codified as Section 24-625(c)(3) a, b, f, g and h]; and, therefore, recommends approval of the rezone to the City Council. Commissioner Schulte seconded.

Commissioner Andersen expressed favor of adding a DCMP to restrict uses on the site. The motion carried 7-0.

V. Worksession: Development Code Update – Chapters 1 and 2 Discussion

Presenter: Carol Kuhn, Chief Planner

Carol Kuhn addressed the Commission and briefly reviewed the topical discussions held to date as well as discussions for upcoming worksessions and presented a schedule of upcoming Planning Commission and City Council worksessions and public hearings.

Ms. Kuhn presented a section map and described its purpose. She highlighted the key elements of Chapter 1, including tying it to the Comprehensive Plan as well as promoting the physical, social and economic well-being of residents and businesses. Ms. Kuhn explained that various resources, guides and industry standards were being considered to help address the Code changes.

After briefly summarizing Chapter 1, Ms. Kuhn invited the Commissioners to respond with any thoughts or questions. Commissioner Briscoe suggested that a redline might be helpful to track changes and put them into context. Ms. Kuhn explained that Chapter 1 is mostly new material and it would be difficult to create a redline. She added that most of the other chapters would also contain new information that is pulled from various parts of the Code. Ms. Kuhn stressed the importance and usefulness of the section map.

Commissioner Romulo commented that it was helpful to hear actual examples of issues in various neighborhoods. She asked Ms. Kuhn to provide an example of a benign non-conformity and where it may have been identified in Greeley. Ms. Kuhn explained that in the Sunrise neighborhood, many properties are zoned light industrial, but are single-family homes with residential uses. She added that while this was previously allowed, it was changed in the 1980s and residential uses are no longer allowed in light industrial zone districts. Ms. Kuhn advised that this has created a situation where owners must seek a variance or rezone in order to make changes such as adding a bedroom or a garage. She explained that the intent of the benign non-conformity provision is to allow owners to make minor changes without the necessity of going to a hearing.

Referring to language in Section D (Nonconforming Site Conditions), paragraph 4, regarding "any investment greater than 50%," Chair Yeater asked for clarification as to what is being required by this provision and how the value would be derived. Ms. Kuhn advised that if an owner wanted to do something on a property, they would not be required to bring the entire site into conformance.

Commissioner Andersen identified Section F (Transition Provisions), paragraph 4 (Plats) and the requirement that a new preliminary plat would be required for several reasons including if a final plat proposes a substantial change to the preliminary plat. She asked whether "substantial change" had been defined or would be left up to staff to determine. Ms. Kuhn thanked Commissioner Andersen, agreed that a definition would be appropriate, and made a note to discuss with the consultant. Community Development Director, Brad Mueller, added that defining criteria exist in the current Code under the "subdivision" section.

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Commissioner Andersen expressed appreciation for direction being taken with regard to building design as she felt a focus on style-neutral form would encourage more creativity.

Ms. Kuhn transitioned to an overview of Chapter 2 and described the process and dates for worksessions and public hearings before Planning Commission and City Council. She presented a procedures summary table that will clearly spell out the required procedures, making it simpler for applicants to become familiar with the process and requirements. Ms. Kuhn added that Chapter 2 also addresses concurrent applications, when a project requires approvals under more than one type of application. Other proposed changes include providing notice of hearings on the website instead of in the newspaper, creating more visible informational signs to be posted on sites, and revising the mailed notice requirements for specific types of projects.

Ms. Kuhn advised that the subdivision process was being clarified to clearly define minor subdivisions and the criteria for preliminary and final plats. She noted one major change is to separate platting from the planned unit development (PUD) process and consider PUDs in the same manner as other zone districts. The minor amendment and major amendment processes will also be clarified.

Staff is also looking at alternative compliance and the benefits to the community, including aesthetic considerations and improved environmental performance. With regard to variance requests, Ms. Kuhn acknowledged previous concerns expressed by Commissioners and explained that variances will be reviewed and approved by the Zoning Board of Appeals (ZBA) only if specific criteria are met and the ZBA has adequate information to make a decision and recommendation.

Ms. Kuhn reported that a special meeting will be held on March 30 for a worksession on Placemaking and Urban Design, with a public hearing on Chapter 1 and a worksession on Chapter 2 to take place on April 13.

Chair Yeater expressed that it was commendable to move away from advertising in the newspaper and move toward the website. Commissioner Franzen agreed that it was a good idea, adding that staff might consider a phased approach to allow a smooth transition for citizens. Ms. Kuhn added that the revised signage will also be helpful in providing direction for citizens to locate notices. Commissioner Briscoe shared Ms. Kuhn's excitement about the revisions to the PUD process. Upon question by Commissioner Modlin, Ms. Kuhn advised that the proposed revisions do not include any additional administrative items for staff review and she hoped the table would be helpful to applicants.

Ms. Kuhn invited Commissioners to view the web page created for the Code update – developmentcodeupdate@greeleygov.com – and presented a couple of short videos about the "Missing Middle" and "Placemaking & Urban Design" that may be viewed from the web page.

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VI. Staff Report

Mr. Mueller thanked the Commissioners for time spent working with staff on the Code update and invited members to reach out to staff at any time with comments or questions.

VII. Adjournment

The meeting adjourned at 2:12 p.m.

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Justin Yeater, Chair

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Brad Mueller, Secretary

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PLANNING COMMISSION
Special Meeting
Proceedings

March 30, 2021
1:15 p.m.

(Zoom Webinar and viewable on City of Greeley YouTube)

I. Call to Order

Chair Yeater called the meeting to order at 1:15 p.m.

II. Roll Call

Chair Yeater, Commissioners Andersen, Franzen, Modlin and Schulte were present. (Commissioners Briscoe and Romulo were absent.)

III. Worksession: Household Occupancy Standards

Presenter: Caleb Jackson, Planner II

Caleb Jackson addressed the Commission, stating that the item was being brought back for further discussion. Mr. Jackson briefly reviewed the rationale for reevaluating the current occupancy standard as well as the review and vetting process to date. He summarized the feedback received with concerns about parking and traffic, property maintenance, overcrowding, increased noise, trash, crime and reduced property values. Citizens in support have cited increased flexibility, privacy, affordability, changing demographics, housing stability and economic development.

Mr. Jackson presented a draft definition of "family" and asked for feedback from the Commission. Using the family definition, Mr. Jackson presented several scenarios using various zone districts as examples. Further, Mr. Jackson reminded Commissioners of the "U+" notation in the draft referring to the number of unrelated adults, with "U" being yourself and "+[number]" being the number of unrelated adults. He described the next steps of the process including today's worksession and direction, a possible follow-up worksession with City Council and public hearings before Planning Commission and City Council.

Chair Yeater opened the floor for any questions or comments by Commissioners.

Commissioner Andersen recalled that during a previous worksession, the idea of phasing in the number of unrelated adults and increasing the allowance over a period of time was discussed. She asked whether that approach was addressed in the current draft. Mr. Jackson advised that after discussions with staff and management, a phased-in approach was not being recommended.

Upon question by Chair Yeater, Mr. Jackson confirmed that a cap was set at four bedrooms to avoid owners adding on more bedrooms and otherwise changing the character of a neighborhood. Chair Yeater also asked about any desire to change the code with respect to accessory dwelling units (ADUs) and whether those dwellings would be included in the calculation of unrelated adults. Mr. Jackson advised that staff has not yet gotten deep into ADUs as part of the code update, adding that they are currently only allowed in residential high density zone districts. He noted that ADUs would likely have a separate allowance for occupancy. Mr. Jackson reported that ADUs are typically smaller units such as a studio or one bedroom and are not typically designed to be occupied by a family. Upon further question by Chair Yeater, Mr. Jackson stated that some jurisdictions require occupants of ADUs to be members of the same family as the main house.

Commissioner Modlin asked whether there was a sense of how many households would benefit from the zoning change. Mr. Jackson stated that it was easy to fall into a "worst case scenario" mindset where every homeowner will rent out a bedroom. He noted that this will be a solution for some people and provide additional options, but most individuals will likely continue living as they always have.

Commissioner Franzen asked about enforceability and how staff proposed to enforce any code violations. Mr. Jackson reported that in discussions with the manager for Code Compliance, it was felt that increasing the allowance is enforceable since it is largely complaint based and does not require a lot of additional staff time. He added that sometimes simply having a standard can help set the community expectation.

Commissioner Andersen observed that most of the concerns seem to be about noise, traffic/parking and trash. She added that those are already enforceable issues and it seems to add one more tool to engage Code Compliance to address offenses. Mr. Jackson agreed and added that complaints can be addressed by Code Compliance for trash, Parking Services for on-street parking issues and Greeley Police for noise concerns.

Chair Yeater opened the meeting at 1:35 p.m. to receive comment by members of the public.

The clerk read six emails into the record from citizens, including one from Tannis Bator, two from Carol Burham, two from Michael Harrington and one from Barbara Hampton. Copies of the emails are attached to the Minutes. The clerk also identified a communication in the Zoom Chat from Brad Inholsen, "If there is any change, I'd like to see U+2 but not the bedroom numbers. The R-L people are wanting to keep the property R-L and that is why they are living in the R-L areas and not the R-M or R-H." Lori Williams added to the Q&A, "So Greeley no longer desires to have single family home districts."

Chair Yeater turned the discussion back over to the Commission at 1:47 p.m.

Commissioner Franzen indicated that he was originally in favor of the bedroom count, but at this time favors the U+2 scenario in R-L (residential low) areas to preserve those neighborhoods. Chair Yeater agreed and expressed that a challenge remained about how to handle occupancy limits in homes with four or more bedrooms. He understood that this might not be something that every homeowner will consider, but was hesitant to use the bedroom count to measure as it could create a scenario where an owner plus three unrelated adults occupy a four-bedroom home. Chair Yeater expressed that this could be problematic and was in favor of capping the number of unrelated adults in a residential district at U+2.

Commissioner Schulte asked whether Chair Yeater was referring only to R-L areas. Chair Yeater stated that he was including R-E (residential estate) and R-MH (mobile homes), adding that in R-M (residential medium), there is already a different expectation as to the number of unrelated adults. Commissioner Schulte observed that this seemed to mostly impact older parts of Greeley that do not have restrictive covenants as well as some newer neighborhoods that may not have a homeowner's association or covenants. Chair Yeater agreed. Commissioner Andersen pointed out that limiting the standard to U+2 in R-L zones would help protect older neighborhoods and prevent the temptation to purchase a house near the university and rent out every room. She agreed with limiting to U+2 in R-L. Commissioner Modlin asked whether U+2 would work for R-MH zoning as well and asked whether that might make sense. Commissioner Franzen agreed that parking could be an issue in an R-MH zone.

Chair Yeater asked whether there might be some sort of compromise or middle ground with regard to the number of bedrooms and wondered whether there could be a situation where a 2-bedroom home could be U+2. Chair Yeater suggested scenarios where a 2-bedroom home might be U+1 or, alternatively, go with U+2 across the board for all residential. He asked for feedback to get a sense of where the Commission might want to go. Commissioner Franzen observed that it could create confusion to have different standards in the same district based upon the number of bedrooms and gave an example of two houses across the street from each other, one smaller with a U+1 standard and the other larger with U+2. He added that enforcement would become an issue. Commissioner Schulte observed that there are already stricter controls in place than what is being proposed, adding that the enforcement problem already exists regardless of the number of bedrooms. He understood that having two sets of limits that work with each other, one based on bedrooms and one based on an absolute maximum, was to prevent the kind of overcrowding that could result if you just had U+3 regardless of the number of bedrooms. Commissioner Andersen noted that City Council had expressed this as a concern and that having bedrooms somehow related would control more of the overcrowding, especially with mobile homes.

Chair Yeater appreciated the idea of basing occupancy on the size of a house, which should be proportional to the amount of parking and accessibility that was originally intended. However, he was not in favor of moving to U+3. He liked the idea of creating a number of bedrooms and defining a maximum that is one less number than what is currently being proposed in the R-L, R-MH and R-E zones. Mr. Jackson clarified that Chair Yeater proposed reducing each residential category by one unrelated adult. Chair Yeater stated that regardless of a 4-bedroom, he proposed that the standard would still be U+2.

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Mr. Jackson asked if he was also recommending to change the last piece of the chart to three or more bedrooms and Chair Yeater confirmed that was his proposal. Upon question by Commissioner Schulte as to whether this would be limited to R-L, Chair Yeater advised that he felt R-E and R-MH would also fall within that standard.

Chair Yeater recognized the clerk who advised that Lori Williams, who had previously provided input in the Q&A, had requested permission to speak to the Commission. Chair Yeater asked that the Commission be allowed to finish the current discussion and then she would be invited to speak for three minutes.

Commissioner Andersen agreed that R-E, R-L and R-MH should be similarly grouped and counted as they were established to be single-family according to the definition of "family" as proposed. Commissioner Schulte asked whether it meant leaving R-M in the proposal, but reducing limits in the section that describes R-E, R-L and R-MH. Chair Yeater confirmed that was the proposal he was bringing forward. Referring to the current Code, Commissioner Schulte asked whether that changed from U+1 to U+2. Chair Yeater stated that it changed the way "family" was defined. Mr. Jackson summarized that the proposal would keep R-E, R-L and R-MH in one regimen, change "3-bedroom" to "3 or more" and strike "4-bedroom," adding that a smaller home (2-bedroom or less) would allow U+1 and 3-bedroom or larger home would allow U+2. Commissioners Andersen and Franzen supported the revision.

Referring to an earlier question by Commissioner Schulte, Mr. Jackson asked whether the Commission was comfortable with R-M (residential medium) as it is currently being proposed. Commissioner Andersen noted that from earlier citizen comments, R-M is different since there is an expectation that there would be more than one family living together. She added that it makes sense to place limitations on R-E, R-L and R-MH. Commissioner Schulte indicated that with respect to R-E, R-L and R-MH, he was personally comfortable with a higher allowance, but was also comfortable with the scaled back version being proposed today.

Chair Yeater invited Lori Williams to speak to the Commission.

Lori Williams, 508 56th Avenue, Greeley stated that she is a long-time resident of Greeley. She expressed concern that every time someone builds or purchases a home, they should be aware that the City might change zoning after the fact. Ms. Williams added that she had spent her lifetime planning carefully to purchase a home in a secure and safe community and made sure that surrounding homes were similar. She felt like the rug was ripped from underneath and she has no choice. Ms. Williams pointed out that there is a lot of available multi-family housing for unrelated adults to live in the dwelling and that changing the code was not necessary and was unfair to homeowners.

Chair Yeater asked Commissioners for any had additional comments. Commissioner Andersen observed that the Commission has refined what has been discussed in previous meetings and taken into account different opinions and expectations of those who have purchased homes in R-L and R-E zones. She noted her own experience living near the university with homes that have four or five bedrooms and liked the idea of dialing the allowance back. Commissioner Andersen stated that Ms. Bator's letter was well thought through and that many investors purchase homes in an area with the intent of receiving

increased rent. She felt that the revisions proposed provide a nice balance, noting that enforcement of issues such as traffic, trash and noise are already addressed in the code.

Commissioner Franzen agreed and stated that dialing back to U+2 is a nice common ground and supported U+2 for R-E, R-L and R-MH. Commissioner Schulte felt that a phased-in approach might still allow for long-term planning, but recognized the complexity and was also in favor of simplicity. Commissioner Modlin stated that going to U+2 for R-E, R-L and R-MH seemed to resolve the dilemma over the number of bedrooms.

Referring to a previous worksession about small format housing and infill strategy, Chair Yeater asked whether today's discussion supports that intent and wanted to make sure that both efforts coincide. Carol Kuhn, Chief Planner, addressed the Commission and advised that the intent is to look at any ADUs as an independent unit so U+2 would carry over to secondary units as well. Mr. Jackson added that most ADUs are smaller and probably would not exceed U+2, and in an R-L zone would likely be U+1. Upon question by Chair Yeater, Ms. Kuhn advised that both primary and secondary (accessory) dwelling units could be occupied by separate families. Mr. Jackson added that staff would be looking into additional parking requirements for ADUs in R-L areas. In response to a question by Commission Andersen, Ms. Kuhn stated that in the case of an ADU, two units (primary and secondary) would be allowed on a single lot; the lot would not be subdivided.

Mr. Jackson thanked the Commission for their discussion and feedback.

IV. Worksession: Code Update – Downtown Placemaking & Urban Design

Presenters: Carol Kuhn, Chief Planner and Chris Brewster, Gould Evans

Carol Kuhn addressed the Commission and introduced Chris Brewster from Gould Evans who described Placemaking and Urban Design and their relationship to the update of the development code. Mr. Brewster noted that placemaking policies include creating unique destinations, walkability, mixed use, and village development patterns. He pointed out areas on the Land Use Guidance Map where placemaking strategies are most applicable.

Mr. Brewster stated that some of the options and expectations in the development code are not clear and that, while staff has the discretion to provide options, there is not a lot of consistency and clarity to those approaches at the current time. He described the code chapters that are being reviewed and proposed for revisions and summarized the approach considered to improve the language. Mr. Brewster advised that many of the approaches are taken from a book, *City Comforts: How to Build an Urban Village* by David Sucher, that suggests things such as building to the sidewalk, making a building front "permeable," and prohibiting parking in front of a building. He provide illustrations and photo examples of a well-designed public realm, adding that it only requires one or two blocks of this treatment to create a valuable place in a community.

Mr. Brewster described the placemaking rules on the private and public sides that become the framework for regulation. The public side includes 1) connect and design for people (small block sizes, generous sidewalks, shade and enclosure), 2) reasons to linger (includes

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formal social spaces and informal gathering places), and 3) slow traffic (maximizes on-street parking, buffers pedestrian from moving traffic and allows more efficient site design). The private side includes 1) build to the sidewalk (building placement, extent of front building line), 2) create "permeable" facades (frequent windows, doors, details that break down building; interesting things to see; activity; make streetscape lively space), and 3) hide/minimize the parking (employ strategies to hide or minimize parking). According to Mr. Brewster, the goal is to recalibrate the standards to the private and public placemaking rules to reach a desired outcome that will add more nuance and context to the things that are currently regulated by the development code.

Mr. Brewster described a Downtown Conditions Assessment that was performed to analyze which downtown blocks or streets meet these attributes and presented a map with the results. He highlighted some of the areas that might be considered for improvement and described an approach to improve the current code. Some items to consider are whether this approach is valid for form and urban design, how to better coordinate with zoning districts, the context of place and a particular street or block, how to apply the standards to the downtown area and block, how to apply to the downtown area and Greeley Improvement District, and whether the provisions should be advisory or regulatory.

Upon question by Chair Yeater as to whether the current code hinders development or just needs to be more concise and cleaned up, Mr. Brewster responded that it was a bit of both. He stated that all placemaking strategies could be accomplished with current code, but one goal is to create clear and consistent standards. Chair Yeater asked whether implementation of some of the placement strategies would be somewhat regulatory. Mr. Brewster advised that the criteria will improve what is currently being done in Commercial Low Intensity (C-L) and Commercial High Intensity (C-H), but would not necessarily become regulatory and described various development strategies. Chair Yeater asked how a city might incentivize or find developers interested in creating these types of spaces and whether it would increase development costs. Mr. Brewster agreed that many cities are wrestling with this issue and that these types of places cannot be regulated into existence, adding that there is still a place for them. He advised that the code should make it as easy as possible to build these types of areas, adding that they could possibly be required in areas that the city wants to protect or expand upon what is already in place, or if a developer has already invested and the desire is to maintain it to a certain degree. Mr. Brewster stated development costs are not necessarily always increased by employing some placemaking strategies.

Commissioner Schulte commented that some of the places on the map identified as targets for this type of approach are already developed and asked about a plan moving forward. Mr. Brewster advised that if an area is zoned C-L or C-H now, the current criteria could be refined toward this type of approach, recognizing that there are gradients of more pedestrian quality the closer building is to street. He added that it might allow more options beyond the current performance options.

Using the example of the Centerplace shopping area, Commissioner Andersen stated that it is already completely developed and remains a "new" development in the eyes of many citizens. She asked how one might encourage changes in that regard. Mr. Brewster agreed that every community has similar areas and it would not be wise to require placemaking.

He added that because there is a market for placemaking and a commercial benefit to have places to hang out and walk, there is no prohibition from shopping centers internalizing some of these concepts.

Chair Yeater referenced the St. Michael's development that embodies many of the characteristics described, but was somewhat troubled from the start. He asked what Greeley could learn to do better in the future. Mr. Brewster provided a few examples of potential problems, including the location and whether the property was right for that area or whether the density was not there at the beginning. He suggested one thing to try to do better in the future is to coordinate an interface between major streets and residential and commercial areas. Chair Yeater asked whether this was something measureable that should be included in the code.

Commissioner Andersen commented that she would prefer to see more mixed use development going forward rather than a lot of C-H and C-L with planned unit developments or development concept master plans. Ms. Kuhn agreed and said that updating the code should help. Commissioner Andersen was also in favor of more language in the code to "allow" rather than "require" as it increased creativity and allowed staff to work with applicants on project design.

Commissioner Schulte described some nice neighborhoods in Denver and stated that he always thought they came about organically based upon the histories of the community. He expressed a concern that if the city tries to make something happen, developers might find their own shortcuts with the result being a less than desirable development that technically complies with the code. He asked about the long-term thinking as far as updating the development code. Mr. Brewster suggested that the areas described might have been done organically due to the public realm context in which they were built. He noted that a good local example is Rigden Farms in Fort Collins that is connected well to the neighborhood and is dictated by street and block patterns and the relationship to surrounding residential areas. Upon question by Chair Yeater as to whether Rigden Farm was a planned community or whether it occurred organically, Mr. Brewster stated that he believed it was planned. Chair Yeater asked whether the plan was brought to the city by a developer or whether city staff made suggestions to enhance a developer's plan. Ms. Kuhn advised that the Fort Collins code is strong on some of the elements described by Mr. Brewster and it took staff working with a developer to reach the final plan. She added that with regard to planned unit developments, the hope is to help developers look at underlying zone districts and suggest options.

Mr. Brewster summarized some of the proposed recommendations. Commissioner Andersen expressed that she was excited to see the encouragement of mixed use, especially in infill areas, and was excited to provide more opportunities for development. She also appreciated the map showing areas that were good targets of this type of development and felt it would be helpful for developers.

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V. Adjournment

The meeting adjourned at 3:35 p.m.

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Justin Yeater, Chair

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Mike Garrott, Acting Secretary

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From: Tannis <tanbat@comcast.net>
Sent: Thursday, March 25, 2021 8:34 PM
To: Caleb Jackson <Caleb.Jackson@Greeleygov.com>
Subject: [EXTERNAL] Household Occupancy Standards

Dear members of the Planning Commission,

It has come to my attention that you may feel that a solution to the affordable housing problem is to relax the regulation of how many unrelated persons may rent a house.

I realize this is an attempt to help alleviate Greeley's housing crisis. Since there doesn't seem to be a cap on the amount of rent charged, or the price of a house, this will still be difficult. I recognize that this is the beginning of a long process.

However, I am against a total relaxation of the you + one regulation for the following reasons. (I am using a family of four and four unrelated adults as an example and am often using the complaints raised by having **rentals owned by absentee landlords**.)

Families need affordable housing for their children to thrive emotionally and physically. A house in well maintained condition is much better for a family than an apartment. If such a regulation is relaxed too much, families will go to the bottom of the list since it will be more profitable for investors and landlords to rent to four unrelated people rather than a family of four. I recently read a Saturday, March 20 article, regarding a new Habitat for Humanity homeowner. The new owner, Franky Rodriguez is quoted as saying: "We're going to have our own space. Our kids are going to have their own yard and safety."

Those looking to buy a starter home are priced out by those eager to invest in real estate, and this would make it even more difficult.

Four unrelated people would no doubt have four vehicles. Therefore, parking in the neighborhood becomes more difficult, particularly if each of these four decide to invite others over. We live near the University of Northern Colorado which would be prime real estate for investors/landlords to make money from college students who are not too mindful of neighbors and not interested in keeping up the house and yard.

There is less of an incentive for four unrelated people to continue living together. One or two might lose their jobs or move on, and then what?

I know it is difficult to monitor those who are not keeping to the current regulation of two unrelated persons in a house, but this seems just an easy way not to have to deal with that problem. There are houses now where there are more people than are legal,(usually owned by absentee landlords as an investment) but, unless the neighbors complain, and even if they do, not much is done.

Neighborhoods that have a mix of owned and rented homes under the current set of regulations have a much better record of maintaining the appearance and the ethos of the neighborhood. A

neighborhood with completely relaxed restrictions makes it more unlikely that neighbors will know and care about each other. **However, I could see how "You + two" could work in certain, more controlled situations.**

I have spoken to those whose neighborhoods have changed drastically by houses rented by absentee landlords. This seems to be the root of the problem. On the other hand, if a person owns the home, resides there, and then wants to rent to others to share expenses and keep company, that is a different situation. Perhaps three educators are looking to rent together and a local landlord is careful with their selection. These situations are almost a case-by-case basis. **But restrictions should be placed on absentee landlords who take no care of their rentals and spend no time monitoring the safety and well-being of the neighborhood.**

If you are truly concerned about affordable housing, perhaps you should also investigate tiny home neighborhoods, sliding scales for rent, more property for Habitat for Humanity, and see how other cities are working on their challenge of affordable housing, an example being intentional coliving communities. Architectural plans should also include allowances for disabled people with wider entrances for wheelchair use.

A total relaxation of regulations concerning the number of unrelated persons residing in a rental home would just be a band-aid on a larger problem, make it easier for the City of Greeley to look the other way and be a boon for investors/landlords. I'm not sure how such a decision would "maintain and improve Greeley's quality of life" or "thoughtfully manage its human and natural resources in a manner that creates and sustains a safe, unique, vibrant and rewarding community in which to live, work and play." (quoted from the City of Greeley Comprehensive Plan)

I know updating the zoning ordinances will be arduous work and I appreciate the opportunity to air my concerns.

Sincerely,
Mrs. Tannis Bator
1920 12th Ave
Greeley, CO 80631

From: Hampton, Barbara <barbara.hampton@medtronic.com>
Sent: Monday, March 29, 2021 4:10 PM
To: CD Admin Team <CD_Admin_Team@Greeleygov.com>
Subject: [EXTERNAL] Household Occupancy Standards | March 30 Planning Commission Worksession

I just wanted to submit my thoughts for your meeting tomorrow –

I understand why there are limits and household occupancy standards. However, in Greeley the laws seem old and antiquated. Surrounding communities allow one non-related person per bedroom in a rental home. It is very reasonable to allow unrelated adults in a home, one per bedroom. There are so many young professional people now, waiting to get married later in life. Comradely is important and so is reasonably priced housing in nice neighborhoods. Many are moving out of Greeley because of affordability.

Some may also argue the current code is racist and discriminatory. I don't even want to begin that discussion. If not that, it's just rather "snooty." Not at all what Greeley wants to be about.

Frankly, I don't even understand why this needs to be debated again and again. It's really a "no brainer" to change the housing occupancy law.

Thank you for letting send in my comments. I hope the code is changed.

Best,
Barbara Hampton

From: Carol <cjburham@msn.com>
Sent: Saturday, March 27, 2021 9:37 AM
To: Caleb Jackson <Caleb.Jackson@Greeleygov.com>
Subject: [EXTERNAL] Household occupancy

I cannot attend this meeting. But I need to plead the case for leaving our neighborhoods alone. One non relative is more then generous. You keep your neighborhood family orientated. B&Bs and extra non related people do not belong in the family orientated neighborhoods. They do not care about where they park. Loud mufflers, party's and keeping the yards nice. They just are not family oriented and do not care about being neighborly. This would be a very bad move for Greeley.
I am a Farr Park resident of 45 years. I have seen a lot. You need to enforce current laws and let well enough alone. Thank you for your time to read this. Carol J. Burham

From: Carol <cjburham@msn.com>
Sent: Tuesday, March 30, 2021 8:06 AM
To: Caleb Jackson <Caleb.Jackson@Greeleygov.com>
Subject: [EXTERNAL] Re: Household Occupancy Standards | March 30 Planning Commission Worksession

Please leave the ordinance alone to keep family neighborhoods just that. The city has a hard enough time enforcing present codes. It will be a free fall if you let it turn into more unrelated people living together. I have turned in code violators with the current codes and it takes months to correct and some never. The code officers say it is hard to prove so it takes so long. Please keep them family orientated neighborhoods just that!We have children at risk and many problems to avoid. Thank you Carol J Burham

From: Michael Harrington <harringtonmichaelv@gmail.com>
Sent: Monday, March 29, 2021 10:42 AM
To: CD Admin Team <CD_Admin_Team@Greeleygov.com>
Subject: [EXTERNAL] Housing Occupancy Standards

Good morning,

My name is Michael Harrington and I would like to give input on the occupancy standards. I believe its great that the city is finally addressing this code update since it has not been updated in decades. The housing pricing has gotten so expensive and current demographics of young professionals have dramatically changed since that time. Young professionals are having a hard time affording housing in Greeley and are even not getting married until way later in life. That being said there are many people that cannot afford a house and it helps many individuals afford a place to live with room mates. I know most people renting are having to spend upwards of 60% on their housing leaving little money to go out to restaurants, leisure, etc. They also even have a hard time getting the needed groceries they need. The concerns of having multiple people in a home have city ordinances in place to address loud music, trash, etc. I hope council is well educated on why most all of the surrounding areas have increased their housing capacity as they have also given much thought to this as well. It would be a great burden put off of many people and would stimulate the economy of Greeley. It would also keep great people in Greeley and attract more people as well. I know many people move to Windsor or Loveland so they can live together as Greeley doesn't allow it. Let me know if you have questions. Thank you for your time.

Michael Harrington

From: Michael Harrington <harringtonmichaelv@gmail.com>
Sent: Monday, March 29, 2021 10:49 AM
To: CD Admin Team <CD_Admin_Team@Greeleygov.com>
Subject: [EXTERNAL] Re: Housing Occupancy Standards

In addition to the thoughts above, I do believe the solution of allowing however many bedrooms in a home, would allow how many unrelated individuals. I think that suits the need and creates a simple solution.

PLANNING COMMISSION SUMMARY

ITEM: Amending Title 24 of the 2021 Greeley Municipal Code to Accept Revisions to Chapter 1 – General Provisions to be Included as Part of the Overall Code Update to be Formally Adopted by Ordinance at a Future Date

PROJECT: Title 24 – Chapter 1 - Development Code Update

FILE NO: CU2021-0002

LOCATION: (not applicable)

APPLICANT: City of Greeley, Community Development Department

CASE PLANNER: Carol Kuhn, AICP, Chief Planner

PLANNING COMMISSION HEARING DATE: April 13, 2021

PLANNING COMMISSION FUNCTION:
The Planning Commission shall consider the staff report, along with testimony and comments made by the staff and the public, and shall then make recommendations to the City Council regarding the proposed amendment to the Development Code.

PROJECT OVERVIEW AND BACKGROUND:
The Community Development Department is undertaking a multi-year project to update the Development Code, with an anticipated final adoption in September of 2021. The last major update to the Development Code was in 1998. The consulting firm of Gouldevans is assisting with this project as well as subcontractor Ayres Associates, Inc. Gouldevans has prepared a Plan Conformance Report as a guide and staff has reviewed this report with the citizen Advisory Committee, Planning Commission, and City Council.

The current Development Code, Title 18 of the City's Municipal Code, is being recodified into Title 24. Title 18 does not have a formal Chapter 1 – General Provisions. However, the new Title 24 has been revised through the recodification process to include a Chapter 1. This recodification process included relocating various sections contained in the existing code related to provisions to create Chapter 1. Gouldevans has written a more substantial Chapter 1 which sets general provisions for use and interpretation of the Development Code. Chapter 1 discusses the relationship of the Development Code to the City's Comprehensive Plan and other plans and studies, methodology to interpreting the Development Code, the overall administration and enforcement of the code, as well as methods for handling non-conforming uses, structures, and lots.

On March 23, 2021, Staff conducted a worksession with the Planning Commission regarding the proposed revisions for Chapter 1 and has presented Planning Commission with draft code language during the worksession.

Staff has prepared a resolution for the approval of Chapter 1. Staff will be conducting similar public hearings with Planning Commission and meetings with City Council to bring forward other chapters for review and acceptance. Once all of the chapters have been accepted through a series of resolutions, a draft ordinance to formally adopt Chapter 1 as part of the entire update to Title 24 – Development Code will be brought to Planning Commission at a future hearing date later this year. This draft ordinance will formally repeal and replace the entirety of Title 24 – Development Code.

The development code update project has been broken into three tracks:

Track I	**Chapter 1 – General Provisions** Chapter 2 - Procedures	Non-substantive changes for organization and improved usability.
Track II	Chapter 7 – Access and Parking Standards Chapter 8 – Landscape Standards Chapter 9 – Sign Standards Chapter 10 – Special Areas and Districts Chapter 11 – Supplemental Standards Chapter 12 - Definitions	Non-policy technical changes and coordination with other City policies and documents.
Track III	Chapter 3 – Subdivision Standards Chapter 4 – Zoning Districts & Uses Chapter 5 – Residential Development & Design Standards Chapter 6 – Non-residential Development & Design Standards	Substantive changes called for in the Comprehensive Plan, Strategic Housing Plan, and Council's 3-Year Priorities that need broader input and direction from the Advisory Committee, Planning Commission, and City Council.

Worksessions and discussions for Track III changes have been conducted. The table below outlines the key topics of the Track III discussions:

Advisory Committee	**Planning Commission**	**City Council**
✓ December 14, 2020 (Missing Middle)	✓ December 15, 2020 (Housing Options)	✓ January 12, 2021 (Housing Options)
✓ February 24, 2021 (Recap & Small-Format)	✓ March 9, 2021 (Project Status & Infill Strategies)	✓ February 23, 2021 (Small-format Housing)
✓ March 10, 2021 (Infill Strategies)	✓ March 23, 2021 (Chapters 1 & 2) (Track I)	✓ March 9, 2021 (Infill Strategies)

Advisory Committee	Planning Commission	City Council
✓ April 1, 2021 & April 7, 2021 (Placemaking)	✓ March 30, 2021 (Placemaking)	April 13, 2021 (Placemaking)

The proposed schedule for the adoption of Tracks I, II, and III is outlined below.

Chapter(s)	PC Worksession	CC Worksession	PC Hearing	CC Public Comment/Hearings
Ch 1 – General Provisions	March 23, 2021	April 13, 2021	April 13, 2021	May 18, 2021 (Public Comment) Resolution to approve
Ch 2 - Procedures	April 27, 2021	April 13, 2021	May 11, 2021	June 15, 2021 (Public Comment) Resolution to approve
Ch 7 – Access & Parking Ch 8 – Landscape & Site Design Standards Ch 9 – Signs Ch 10 – Special Purpose Districts & Areas Ch 11 – Supplemental Standards	May 11, 2021	May 11, 2021	June 8, 2021	July 20, 2021 (Public Comment) Resolution to approve
Ch 3 – Subdivision Standards Ch 4 – Zoning Districts & Uses Ch 5 – Neighborhood Development & Design Standards Ch 6 – Non-residential Development Standards Ch 12 – Definitions	June 22, 2021	June 22, 2021	July 27, 2021	August 17, 2021 (Public Comment) Resolution to approve
Draft ordinance to adopt Chapters 1-12 of Title 24 - includes any cleanup of			August 10, 2021	September 7, 2021 (1st Reading – Ordinance for adoption)

Chapter(s)	PC Worksession	CC Worksession	PC Hearing	CC Public Comment/Hearings
Tracks I & II previously approved through resolutions				September 21, 2021 (2nd Reading – Ordinance for adoption)

KEY ISSUES / STAFF ANALYSIS:
As part of the Track I changes, Planning Staff is working with the consulting team to draft code language. The attached draft of Chapter 1 – General Provisions includes updates to the interpretation, administration, and enforcement portions of the Development Code and includes the following sections:

Chapter 1 – Provisions
- Section 1.01 Overview
- Section 1.02 Interpretation
- Section 1.03 Administration
- Section 1.04 Enforcement
- Section 1.05 Nonconformities

Staff has provided a section map (Attachment B) which outlines the various sections in the existing Title 18 (to be recodified as Title 24) compiled to create the new Chapter 1. If accepted through the resolution, the proposed Title 24, Chapters 1-12, would be adopted by ordinance at a future date and would formally repeal and replace the entirety of Title 24.

NOTICE AND COMMENTS:
Notice has been published in the Greeley Tribune on April 7, 2021 and on April 9, 2021, pursuant to the City's notification requirements for revisions to the Development Code.

The draft of Chapter 1 was posted on the City's website. No comments on Chapter 1 were received.

PLANNING STAFF RECOMMENDATION: Approval

PLANNING COMMISSION RECOMMENDED MOTION:
Based on the project summary and attached draft of Chapter 1, the Planning Commission finds that the proposed revisions to Chapter 1 are consistent with the City's Comprehensive Plan and are necessary and appropriate in meeting the intent of the Comprehensive Plan and to clarify administration of the Development Code. Planning Commission recommends that the City Council approve the revisions to Chapter 1 of Title 24 as shown in Attachment A and such revisions be included as part of the overall code update to be formally adopted by ordinance at a future date.

ATTACHMENTS:
Attachment A – Draft - Chapter 1
Attachment B – Section Map for Chapter 1

DRAFT

Chapter 1. General Provisions

Section 1.01 Overview
Section 1.02 Interpretation
Section 1.03 Administration
Section 1.04 Enforcement
Section 1.05 Nonconformities

Section 1.01 Overview

A. **Title.** This Title 18 is known as the Greeley Development Code. References to "this code," "the development code," or "these regulations" shall be considered a reference to the Greeley Development Code.

B. **Authority.** The development code is enacted pursuant to the purposes and authority granted by Article XX of the Colorado Constitution and the Greeley Charter, independent of and in addition to the Colorado Revised Statutes, Title 31, Article 23 Planning and Zoning. This Title also supersedes any state legislative enactments which are, by their terms, subject to being superseded by adopted home rule city charters or ordinances.

C. **Jurisdiction.** The Greeley Development Code applies to all structures and land within the incorporated area of the City of Greeley, as depicted on the official zoning map, and other maps accompanying the City's plans and policies. It shall be unlawful to conduct any development or use of land until all specified development review processes have been followed, all applicable standards have been fulfilled, and all required approvals, permits or other authorizations have been issued.

D. **Purposes.** This development code is adopted to promote the public safety, health, and general welfare for the City of Greeley and its citizens and businesses. Specifically, the regulations have the following purposes:

1. Implement the Comprehensive Plan, and other plans and programs authorized under the guidance of the Comprehensive Plan.

2. Promote the physical, social, and economic well-being of residents and businesses, the long-term value and viability of public investments, and individual property values by balancing the co-equal rights of property owners.

3. Invest public funds effectively and efficiently, and in a manner that creates lasting value for the community.

4. Promote planning and urban design that emphasizes distinct places and unique elements of community character throughout Greeley.

5. Provide parks, trails, and civic spaces that help organize development around systems of connected open spaces and emphasize significant natural landscapes

6. Secure proper arrangement and design of streets to shape efficient development patterns, coordinate with existing and planned streets, create multi-modal networks, improve access and circulation, and support abutting land uses.

7. Divide the city into zones and districts that promote the character and development patterns of distinct places identified in the Comprehensive Plan.

8. Regulate and restrict the development and use of buildings and land within each zoning district to create a compatible scale and range of building types within districts, and to promote the appropriate transitions to adjacent property and to supporting districts.

9. Provide a variety of housing opportunities for all residents and citizens.

10. Secure adequate provisions for transportation, water, drainage, sanitary sewer facilities, utilities, and other public improvements in coordination with development.

11. Protect the natural environment and conserve environmentally sensitive lands by directing new development into areas with few natural or environmental constraints and mitigating adverse impacts when developing in sensitive areas.

12. Allow for the removal of minerals prior to development.

13. Ensure fair consideration of development applications through clear and consistent procedures.

14. Provide for coordinated development of Greeley consistent with established policies of the City.

E. **Severability.**

1. If any court of competent and final jurisdiction declares any part of this development code to be invalid, that ruling shall not affect any other provisions of this development code not specifically included in that ruling.

2. If any court of competent and final jurisdiction declares that the application of this development code to a particular property or structure is invalid, that ruling shall not affect the application of the regulations to any other property or structure, or to development with different circumstances.

3. No provision of this code shall enable any circumstance that is unlawful under superseding federal or state law. If any section, subsection, sentence, clause, phrase, or portion of this code is now or in the future superseded or preempted by state or federal law, or found by a court of competent jurisdiction to be unauthorized, such provision shall be interpreted and applied as required by law.

F. **Transition Provisions.** This section shall be used to guide the transition from previously existing regulations. Unless specifically stated otherwise in this code, the following rules shall apply:

1. ***Generally.*** All standards in this code shall apply after the effective date of the ordinance adopting these standards, and all subsequent amendments shall become effective in the same manner.

2. ***Applications.*** Any official application submitted prior to the effective date of the ordinance adopting these standards, and determined a complete application by the Director, shall be reviewed and processed according to the prior standards and procedures. An application submitted prior to the effective date, but determined

incomplete, shall be resubmitted and processed according to the regulations in effect at the time of submittal of a complete application.

3. ***Prior Approvals.*** All permits, site plans, or other approvals issued under an administrative capacity prior to the effective date of this code shall remain effective for the duration specified with that approval or under the prior code as it existed on [effective date.]. If no date is specified, the duration of the most applicable approval under this code shall be used. Any changes or amendments to a prior approval requested after the effective date of this code shall be subject to all provisions of this code.

4. ***Plats.*** Any approved preliminary plat may continue to advance to final plat according to the standards, procedures and time limits of the prior code. Each subsequent approval of a final plat for a phased project may renew the validity of that preliminary plat for the duration specified in Section 2.02. However, a new preliminary plat shall be required subject to all provisions if:
   a. The preliminary plat expires under the conditions of the prior approval or the duration specified for preliminary plats in Section 2.02, whichever is sooner.
   b. A major amendment is proposed to the preliminary plat.
   c. Any final plat proposes a substantial change to the preliminary plat.

   Final plats submitted after the effective date of this code shall meet all provisions of this code, to the extent it is consistent with the approved preliminary plat.

5. ***Continuation of Enforcement***. Any violations of a previously valid regulation that continues after adoption of this code may be enforced as provided by this code. The City may, in its discretion enforce either the previous regulation or the standards of this Code.

Section 1.02 Interpretation

A. **Rules of Construction.** The following rules shall apply to the application and interpretation of these regulations, unless the context clearly indicates otherwise:

1. All words shall have the customary dictionary meaning, unless specifically defined in these regulations.
2. The present tense includes the future tense and the future tense includes the present tense.
3. The singular includes the plural and the plural includes the singular.
4. Lists of examples prefaced by “including the following,” “such as,” or other similar clauses shall not be construed as exclusive or exhaustive, and shall not preclude an interpretation of the list to include other similar and non-mentioned examples.
5. The conjunctive “and” in a list means that all apply; the conjunctives “or” and “and/or” mean the provisions may apply singly or in any combination; and the conjunctive “either...or” means the provisions apply singly but not in combinations.
6. When calculations to determine a requirement results in fraction of physical elements that cannot be divided (i.e. parking space, trees, dwelling units), it shall be rounded up to the nearest whole number if the standard is expressed as a minimum requirement and rounded down to the nearest whole number if the standard is expressed as a maximum allowance.
7. “Shall,” “will,” or “must” is mandatory; “should” or “may” is permissive but recommended as a way to best meet the standard or achieve the intent of the standard.
8 A reference to an administrative official shall refer to that official, or his or her designee, and all references to specific city officials may also include any other designee of the City Manager.

9. Any reference to other official local, state, or federal government rules or regulations shall include the current versions of those regulations, provided they remain binding on the City, or where not binding, provided they remain consistent with the purposes, intent, and objectives included in these regulations.
10. References to a person shall include individual, partnership, association, agency, corporation or other legal entity and the owners, tenants, occupants, principals, partners, officers, employees, agents and representatives of any legal entity.

B. **Conflicts.** All provisions of this code shall be considered the minimum requirements to promote the public health, safety, and welfare. In case of a conflict between these regulations and any other adopted rule, regulation, or code, the higher and more restrictive standard shall apply. In making a determination of which standard is higher and more restrictive, the official may consider which is more specific; which is more recent; which is more consistent with the Comprehensive Plan; which is more consistent with the purposes, intent, and objectives of these regulations; and which best promotes the public health, safety, and welfare.

C. **Computations of Time.** The following rules apply to any computation of time, unless a specific section of these regulations indicates otherwise:

1. The day of the act that commences a time period shall not be counted; for notice requirements the day of the hearing shall not be counted.
2. The last day of the time period shall be included, unless it is a Saturday, Sunday or legal city holiday, in which case the next working day shall end the time period. In all other cases Saturday, Sunday or legal city holidays count in the time period.
3. Whenever any time period is expressed for a formal submittal to the City, the time period shall end at midnight on the last day of that time period.
4. Any time period expressed in years shall include a full calendar year from the act that commences the time period.

D. **Interpretation of Zoning Map.** Where uncertainty exists with respect to any boundary on the zoning district map, the following rules shall apply:

1. Boundaries approximately following streets or other rights of way or rivers or streams - the centerlines or extension of these centerlines shall be the boundaries.
2. Boundaries indicated as approximately following property lines - the platted or other official legal line of that property shall be the boundaries, unless the property boundaries on the map have been substantially altered.
3. Boundaries approximately following city limits shall be interpreted as following the actual city limits.
4. Boundaries that split any platted lots - the lot shall be interpreted in the district designated to the majority of the lot. In the case of an equal split, the Director shall determine the appropriate zoning based on consideration of the Comprehensive Plan, the context, the surrounding existing uses, and the likelihood of change in context or existing uses in the future.
5. Boundaries that split any unplatted property - any future platting of property may generally follow the zoning boundary and then each resulting property may assume the zoning applicable to the majority of the resulting lot actual platted boundary, or where any resulting lots have significant discrepancies with zoning boundaries, rezoning may be required.
6. Boundaries following a shoreline shall be interpreted to follow the shorelines and in the event of change in the shoreline, shall move with the actual shoreline.

E. **Non-regulatory Provisions.** Intent statements, design objectives, graphics, and commentary such as captions to graphics or notes in tables, are an aid to interpretation of the standards and

criteria. In the event of any conflict between the intent statements, design objectives, graphics or commentary and a specific standard, the specific standard shall control.

F. **Resources, Guides and Industry Standards.** Resources, guides ,and industry standards that are recognized as a reputable authority in the planning, development, and urban design professions, may be used to supplement interpretation of this code. The Director shall make a determination on the applicability of a resource, guide or industry standard to a particular circumstance. These guides shall only be used to the extent that it clarifies or is more specific than the standards, and is consistent with the purposes, intent, and design objectives expressed in these regulations. These guides shall not be used to otherwise change or conflict with any specific standard in these regulations.

G. **Official Interpretations.** In cases where there is uncertainty how this code applies to potentially recurring situations, the Director may make Official Interpretations.

1. ***Filing.*** Official Interpretations shall be documented and kept on file with the Community Development Department, or otherwise made accessible to applicants facing similar circumstances.

2 **Criteria.** In making an Official Interpretation, the Director shall use the following criteria:
   a. Sound professional planning and urban design principles.
   b. The Comprehensive Plan and any specific plans or policies created under the Comprehensive Plan.
   c. The purposes, intent, or design objectives applicable to this code and the specific chapter or sections related to the interpretation.
   d. Any resources, guides, or industry standards applicable to the specific situation.
   e. Based on the context of the street, block, site, or building, the interpretation is at least one reasonable way the standards could be applied.
   f. Whether the same interpretation could be applied to all similarly situated property or circumstances, and meet these criteria; or whether any conditions or limitations are necessary to ensure it meets the criteria.

3. ***Effect of Decision.*** An approved Official Interpretation shall be effective upon approval by the Director and may apply to all similar situations unless:
   a. It is overruled or modified by a different Official Interpretation.
   b. It is overruled by appeal as provided in these regulations.
   c. It is amended or overruled by a text amendment to the section addressed by the statement.

Section 1.03 Administration

A. **Staff.** The following city staff positions are responsible for administering specific aspects of this code.

1. ***Community Development Director.*** The Community Development Director (Director) is responsible for administration of the development code, and is the principal interpretation and enforcement official of these regulations. The Director may consult with any other department or relevant outside agencies in order to coordinate any plans, policies, and programs that impact the Comprehensive Plan. The Director shall specifically:
   a. Prepare and provide development application forms and administer the requirements and review of submittals;
   b. Oversee the application, review, and administration processes and prepare presentations and reports for review bodies;

c. Issue official interpretations and approve the use of other resources, guides, and industry standards used in administering this code.
d. Make all final interpretations and any final administrative decision referred to the Director under the procedures and standards of these regulations.

2. ***City Manager and Other Staff.*** The City Manager is the chief executive and administrative officer for the City and may make any decision delegated to any city staff member under this code. All other department heads and staff may serve in an advisory role to the Community Development Director under this code, as designated by the City Manager.

B. **Planning Commission.** The Planning Commission is the appointed body of the City responsible for all long-range and comprehensive planning, as well as review, recommendations and decisions on implementation of the Comprehensive Plan. The Planning Commission is established according to Section 19-1 of the Greeley City Charter. In addition to all other general planning authority granted by the Charter, statutes, local ordinances, the Planning Commission shall have the specific review responsibilities and final administrative decisions referred to the Planning Commission under the procedures and standards of these regulations.

C. **City Council.** The City Council is the elected and governing body of the City responsible for all legislative decisions that affect implementation of the Comprehensive Plan. In addition to other general authority granted by law, the City Council shall have the appeal authority and final decision authority referred to the City Council under the procedures and standards of these regulations.

D. **Zoning Board of Appeals.** In accordance with Article XIX of the City Charter, the City Council appoints the Planning Commission as the Zoning Board of Appeals. The Zoning Board of Appeals shall act in accordance with same rules and procedures as the Planning Commission but have the following specific authority under this code:
1. Grant variances to the strict application of the standards in this code;
2. Hear and decide appeals when an error is alleged in any final order or determination made by an administrative official in the interpretation or enforcement of this code;
3. Consider any other matters referred to it under this code; and
4. Otherwise act as the City's board of adjustments under the authority of C.R.S. 31-23-307.

E. **Historic Preservation Commission.** The Historic Preservation Commission is established to have principal responsibility for matters of historic preservation, as specifically outlined in Section 10.03.

1. ***Membership.*** The City Council may appoint the Historic Preservation Commission. The commission shall consist of 7 members. The make-up of the Commission shall be:
a. One architect, landscape architect, design professional and/or licensed contractor or building tradesperson;
b. One historian, archeologist and/or architectural historian;
c. One licensed real estate broker; and
d Four citizens at-large.

2. ***Powers and Duties***. The Historic Preservation Commission shall have the following powers and duties:

a. Recommend criteria and procedures for historic designation, recommend designation, or removal of specific properties or districts, and review proposals that impact designated properties as provided in Section 10.03

b. Oversee surveys that document structures and assess conditions of potential historic properties and areas, and inform landowners of properties that may meet criteria for designation.
c. Review and make a decision on any application for altering, moving, or demolishing any designated properties.
d. Advise and assist owners of historic properties on physical and financial aspects of preservation, renovation, rehabilitation, and reuse, including nomination to the National Register of Historic Places.
e. Develop and assist in public education programs, such as walking tours, brochures, and a marker program for historic properties, lectures, and conferences.
f. Advise the City Council on matters related to preserving the historic character of the city.
g. Assist in pursuing financial assistance for preservation-related programs.
h. Advise appropriate city departments on violations, enforcement and administration of Section 10.03, Historic Preservation.

Section 1.04 Enforcement

A. **Violations.** It shall be unlawful for any building, structure, site element or use of land to be constructed, altered, maintained, or otherwise initiated in violation of these regulations. It shall be unlawful for any person to do or cause:
1. Any act or thing prohibited by these regulations;
2. Omit any act or thing required by these regulations; and
3. Interfere in any manner with persons in performance of a right or duty granted or imposed by these regulations, maintained, or otherwise initiated in violation of these regulations.

B. **Enforcement.** The City may investigate and initiate proper actions or proceedings to prevent or terminate any activity or condition that is in violation of these regulations, including withholding any permits or licenses, revoking or suspending any permits or licenses previously granted, issuing stop work orders, preventing the sale or lease of property, correcting or abating the nuisance, withholding any public improvements, or penalizing and initiating legal proceedings to prevent the continuance of unlawful actions or conditions.

C. **Penalty.** Any and all violations of the provisions of this code shall be a code infraction and shall be subject to the sanctions for code infractions contained in Chapter 1.33 of the Greeley Municipal Code, and any other sanctions permitted under law. The City may seek and obtain remedies provided by law, including civil and administrative sanctions, temporary or permanent injunctive relief, and any other relief set forth in Chapter 1.33 of the Greeley Municipal Code.

Section 1.05 Nonconformities

A. **Intent.** The general policy of the City is to allow uses, buildings and lots that were created legally and in conformance with then-applicable requirements, but that do not conform to the current applicable requirements of these regulations, to continue to be put to productive use. However, it is the City's intent to bring as many aspects of these nonconformities into compliance with current regulations as is reasonably practical. The intent of this section is to balance the interests of property owners in past investments, discourage investment that expands or reinforces non-conforming situations, and promote investment consistent with the Comprehensive Plan and these regulations.

B. **Nonconforming Uses.** Uses that were legally initiated prior to the adoption or amendment of this code, but which could not be established under the current terms of this code, may continue to exist subject to the following:

1. The use shall not be expanded beyond any specific area of the site or lot where it was legally established, beyond any existing building or structure, or within any building or structure where any structural changes expand the exterior footprint of the building or structure. The Director may consider an exception based on the following findings:
   a. The enlargement of the structure or buildings is only to facilitate a conforming uses or activities, and does not otherwise allow, encourage or promote expansion or increase impacts of the nonconforming use;
   b. The enlargement of the structure or buildings shall not result in conversion of the nonconforming use from a seasonal to a year-round operation or otherwise expand the time of operations; and
   c. The enlargement of the structure or buildings complies will all applicable development standards.

2. If the use is reduced in intensity or abandoned for a period of twelve consecutive months, the property may not be used except at that lower intensity or as a conforming use.

3. Any change of use shall be to a conforming use, and at this time the nonconforming use shall be abandoned. The Director may authorize a change to a lesser non-conforming use considering the extent, intensity, or operations of the use, provided it lessens impacts on adjacent property and it does not otherwise include investments that extend the period that the property is not conforming to this code.

4. Any structure in which a non-conforming use is carried on that is damaged to the extent of more than 50% of the replacement value shall not be restored to support the non-conforming use.

5. Any new activity that triggers specific site design standards shall require full compliance with that site design standard in order for the nonconforming use to continue, and the presence of a non-conforming use shall not be used to justify noncompliance with other applicable standards.

6. A detached house used as a single-family dwelling in any district that does not permit single-family dwellings, may be enlarged, as long as the lot and building comply with all other base standards applicable to a similar building type.

C. **Nonconforming Structures.** Structures that were legally constructed prior to the adoption or amendment of this code, but which could not be constructed under the current terms of this code, may continue to exist subject to the following standards. This Section shall not apply to signs, which shall address non-conforming situations as provided in Chapter 9.

1. Rehabilitation or expansion of the structure that increases the degree of nonconformity is prohibited. Other rehabilitation or expansions may occur provided that they comply with all other requirements of this code; are not detrimental to the purposes, intent and objectives of the standards; and do not negatively impact development in conformance with this code on adjacent property. In general, no repairs or alterations that cost more than 50% of the replacement value of the structure shall be permitted. The burden shall be on the applicant to produce evidence that the cost of the repair or alteration is less than 50 percent of the replacement value.

DRAFT

2. If damaged by 50% or less of its total replacement cost, the structure may be restored to its original condition if work obtains a permit and work is commenced within 180 days, and work is completed prior to expiration of the permit.

3. If the structure is determined obsolete or substandard by virtue of any applicable code beyond this chapter, and the applicant fails in their burden of proof that the cost of improvement or restoration is less than 50% of the replacement value, then the right to maintain the nonconformity shall terminate.

4. Structures granted variances from the dimensional standards are not considered nonconforming and are not subject to the limitations of this section, provided that the there are no changes beyond the limits, conditions, or extent of the approved variance.

D. **Nonconforming Site Conditions.** Any site condition associated with a conforming use or structure (such as parking, landscape, open space, or other non-building site characteristic) in existence prior to these regulations, but which are not compliant with the standards of these regulations, may continue to exist subject to the following:

1. Any change of use or expansion of use shall require compliance with the new site standards up to the maximum extent practical, considering the extent of area being impacted by work to support the new or expanded use.

2. Any site development activity on a portion of a site shall require compliance with the new standards on that portion of the site or proportionate to area that is subject to the development activity. For example, a site that is not compliant with the landscape standards must meet the landscape standards prorated to the portion of the site where development activity occurs, but the remainder of the site may remain nonconforming. If more than more than 50% of the entire site area is impacted by development activity, the entire site shall be brought into compliance

3. Any change of use, building, or site design element that triggers a screening requirement shall require 100% compliance with all screening standards applicable to the site.

4. Where any application for construction is greater than 50% of the replacement value of a component of the site, that component or the entire site shall be brought into compliance.

5. The Director may accommodate any other scenarios that meet the intent of this Section and bring the site into greater compliance relative to the level of investment associated with the permitted activity.

E. **Nonconforming Lots.** Any lot platted legally prior to the adoption or amendment of this code, or any parcel established legally prior to the adoption of subdivision regulations in Greeley, but which could not be platted under the current requirements of this code, may continue to exist provided it complies with the following standards. The size and shape of any nonconforming lot shall not be altered in any way, except to increase the conformity with these regulations.

1. In any district that allows detached houses, a detached house and customary accessory buildings may be erected on any nonconforming lot, provided all standards other than lot dimensions standards are met.

2. In any district that does not allow detached houses, the nonconforming lot may be used for the smallest-scale building type permitted in the district by these regulations, provided all standards other than lot dimension standards are met.

3. Where any non-conforming lot is under the same ownership as an abutting lot, the City may require administrative plat procedures with regard to any development activity or use of the non-conforming lot. The administrative plat procedures, including lot line adjustments or lot consolidations, shall be used to create the greatest degree of conformity possible.

4. Any difficulties in meeting the standards of this subsection, or other applicable standards of the development code, which are attributable to the nonconformity of the lot may be used as criteria for other relief from the standards authorized by this code.

F. **Burden of Proof.** The burden shall be on the applicant to establish that the nonconformity was established lawfully and the entitlement to continuation of nonconforming situations or completion of nonconforming projects according to this section. Owners of nonconformities may request a "certificate of legal nonconforming status" by filing an application with the Director, and once issued the owner may record the certificate with the Weld County Clerk and Recorder..

G. **Specific Non-conforming Situations.** At the time of any rezoning, in association with annexation, or associated with any other planning effort for a particular geographic area, the City may create rules for specific nonconforming situations. These rules shall be incorporated into the ordinance establishing a new zoning designation or creating the nonconforming situation, according to the applicable procedures of Section 2.03 or 2.04. In these situations, the Director or Planning Commission may recommend, and the City Council may approve the following:

1. ***Benign Nonconformities*.** A determination may be made that the nonconformity has no negative effects on the long-term development within the district, and is compatible with the intent and design objectives for future development in the immediate surroundings. In this circumstance, a benign nonconformity may be permitted with the specifically stated additional rights, beyond the standard nonconforming rights of this section.

2. ***Removal of Non-conformity.*** A determination may be made that the nonconformity poses significant negative effects on the long-term development within the district, or is incompatible with the intent and design objectives for future development in the immediate surroundings. In this circumstance, a nonconformity may be phased out over time to reduce the rights of the nonconforming situation to less than permitted by this section. Any phased removal of the non-conformity shall be based upon:
   a. Identified risks to long-term investments in the surrounding area, and risks that could not otherwise be protected by a different zoning determination for the properties involved;
   b. Consideration of reasonable investments in the property up to the time the zoning established the non-conforming situation, and what is an appropriate time to allow a return on those past investments; and
   c. Coordinating with the anticipated rate of change in the area and how the presence of the nonconformity affects that change, including other opportunities available for the nonconforming property.

CHAPTER 1 GENERAL PROVISIONS: SECTION MAP		
Current Standards	***Reorganized***	***Comment***
18.04.010 Purpose and intent 18.10.020 Purpose and intent	1.01.D Overview; Purposes (entire code)	Generalized some for applicability to entire code, and to better link statutory authority to comp plan policies. (other topics from here will appear in the Intent sections of specific chapters and sections) Emphasized some of the "big picture" urban design aspects of subdivision regulations and zoning – street networks, open and civic space system, block and lot structure – beyond just uses and districts. Begin to establish the hierarchy of guiding and advisory language to be used throughout the entire code: • Purposes – broad policy, entire code • Intent – general principles, specific sections and topics • Design Objectives – desired outcomes, specific techniques
18.04.110 Definitions 18.12.030 Definitions	Chapter 12 Definitions	
18.04.120 Application and jurisdiction of regulations 18.10.030 Application 18.22.030 Jurisdiction (variances)	1.01.C. Jurisdiction	
18.04.130 Variances	2.09 Variances	Moved to procedures chapter [Note: need to be aware of the difference in criteria between a "statutory variance" (applicable to zoning only by statute), and other exceptions or deviations that may apply and/or deviations for non-zoning standards like subdivisions.)
18.04.1310 Violations and penalties 18.14.040 Violations, sanctions and remedies 18.36.120 Fines and penalties	1.04 Enforcement	This section should cover entire code and not be repeated in individual chapters, sections or sub-sections.
18,04.1400 Severability 18.36.170 Severability clause	1.01.E. Overview; Severability	
18.10.010 Shor title	1.01.A. Overview; Title	
18.10.040 Fees	2.01.A.1 General – All Applications; Fees	Moved to Chapter 2 with procedures.
18.12.020 Interpretations	1.02 Interpretation	Broadened to cover a range of interpretation issues and used to set up a "plain language" drafting style; many elements of "legalese" and qualifying language can be eliminated from the rest of the code due to this section.
18.14.020 General provisions	deleted or generally addressed in 1.01 Overview and 1.02 Interpretation	
18.14.030 Review authorities 18.22.020 General provisions (variance chapter) 18.35.040 Historic Preservation Commission; establishment and duties	1.03 Administration	Organized the establishment of all review bodies to one section (ZBA and HPC moved here)
18.58.010 Purpose and intent	1.05.A. Nonconformance's, Intent	
18.58.020 Application	n/a	ineffective statement, incorporated into other substantive standards)
18.58.030 Definitions	Chapter 12 Definitions	
18.58.040 Nonconforming uses	1.05.B Nonconformities, Nonconforming Uses	

CHAPTER 1 GENERAL PROVISIONS: SECTION MAP		
Current Standards	***Reorganized***	***Comment***
18.58.050 Nonconforming sites, buildings, and structures	1.05.C. Nonconformities, Nonconforming Structures; 1.05.D Nonconformities, Nonconforming Site Conditions; 1.05.E. Nonconformities, Nonconforming Lots	
18.58.055 Nonconforming uses in nonconforming sites, buildings and structures	1.05.B. Nonconformities, Nonconforming Uses	
18.58.060 Variances	n/a; addressed in 2.08	
18.58.070 Abandonment or reduction of use	1.05.B. Nonconformities, Nonconforming Uses	
18.58.080 Restoration	1.05.C. Nonconformities, Nonconforming Structure	
18.58.090 Certificates of nonconforming use	n/a but 1.05.F. Nonconformities; Burden of Proof	Removed section because not the current practice; but did not the CDD will issue permits if requested as part of applicants / owners burden of proof to establish legal non-conforming situation.
18.58.100 District changes	n/a;	ineffective section
18.58.110 Procedural nonconformity	n/a;	distinct issue from legal non-conformities
18.58.120 Annexation of nonconforming uses, buildings and structures	1,05.G Nonconformities; Specific Nonconforming Situations	See comment below. (Related section in 2.04 regarding rezoning procedures and conditions associated with rezoning)
18.58.130 Amortization of nonconforming animal confinement uses	1,05.G Nonconformities; Specific Nonconforming Situations	Generalized to address other situations, including criteria and the ability to amortize things beyond feed lots; as well as the ability to grandfather" existing used beyond protections given in Nonconformities section (typically occurs with annexations)

Worksession Agenda Summary

April 13, 2021

Agenda Item Number

Marian Duran, Long Range Planner, 970-350-9824

Title:

2021 Annual Growth & Development Projections Report

Background:

The Community Development Department has historically develops an Annual Growth & Development Projections Report (Report), which reflects prior year development of residential units and forecasting the current year, along with the next 5 years of growth. The report also assist City departments with their development of the City's Capital Improvement Plans (CIP) for large projects and purchases.

The Report includes information on population projections, characteristics, demographics, and employment data obtained from the Census, 2020 building-permit construction activity reports, Department of Local Affairs and the Bureau of Labor Statistics, and other relevant data sources.

The projections provided in the Report are neither targets nor goals, but best estimations of likely trends anticipated in the next five years determined by the most current available and historical trends.

Projections to the report are updated quarterly and provided to various City departments. These updates serve as a tool to adjust the growth and development projections and offer an insight on any adjustments needed as it relates to development impact revenues.

Review:

The primary goals of the 2021 Annual Growth & Development Projections Report are to show the following:

1. Housing Growth - examines historical changes to Greeley's housing stock and residential permit trends.
2. Population Growth - examines historical changes to Greeley's population.
3. Employment Growth - examines historical and current conditions of Greeley's employment industries.
4. Regional Growth - explores regional trends that may affect Greeley's future growth.
5. Growth Scenarios - provides population and housing projections for a 5-year horizon until 2026.

Next Steps:

None

Decision Options:
No decisions are required.

Attachments:
Attachment A - 2021 Annual Growth & Development Projections Report

Growth & Development Projections Report

2021

February 24, 2021

Annual Report

Acknowledgments

Authors

Marian Duran, MUP, Long Range Planner, Planning, Community Development Department

Philip McCready, Ph.D., Economic Development Manager, Economic, Health, and Housing Development

Executive Summary

The City of Greeley is projected to increase in population throughout 2021 by 0.70%, resulting in the total projected population of 109,661 at the end of 2021. The current number of new housing units at the end of 2020 was 272. Community Development staff is projecting that 160 new housing units (total of single-family and multi-family) will be built in 2021, for the projected total of 40,739 units by the end of 2021. The growth rate declined by 0.30% in 2020 from what was projected at the beginning of 2020. This was due to two reasons; the decline of new residential housing units and a reduction in the number of registered students at the University of Northern Colorado, which caused a decline in students living on campus. The number of new residential housing units declined by 71% from the 2020 projections due to tighter mortgage regulations, low inventory levels, rising home prices, and other adverse economic conditions resulting from the pandemic.

Vacancy rates are gradually increasing for multi-family housing, despite an increase in multi-family units. Approximately 76% of the newly-permitted residential housing units were multi-family. The average multi-family vacancy rate was 3.95%, as reported by the Department of Local Affairs. Single-family vacancy rates had a slight decline of 2.1% change from 2019 to 2020, based on the zero consumption billing data that the Water & Sewer Department collects monthly. The average vacancy rate for single-family units is 2.50%.

Greeley's median household income continued to increase by 5.90% ($61,492) in 2019, a difference of $3,425 from 2018, notwithstanding the increase in the unemployment rate to 7.4% and loss of jobs by 6.6%. Despite these variable changes, Greeley still leads in employment, on average, by 15% over Boulder, Colorado Springs, Denver-Aurora, Fort Collins-Loveland, Grand Junction, Pueblo, and the State.

The median home-sale price in Greeley is $332,019, which continues to be lower than other municipalities in the Northern Colorado Region (average $419,145 of other municipalities, not including Greeley or Evans) in 2020.

On average, Greeley is $77,446 less or 18.9% less (percent change) than the median home-sale price of other municipalities in the Northern Colorado Region. Greeley also has a higher existing home-sale inventory than, say Berthoud, Severance, or Wellington; this factor skews the median home sale price in Greeley. New homes in Greeley are typically higher in price than the existing stock, starting at around $400,000. This is mainly due to the increase in land values, construction of materials, water dedication fees increasing, and regional pricing pressures that affect the home's overall sales price. Moreover, because Greeley has had a low number of single-family residential units permitted, the median home sales prices are relatively low. If more and newer residential units are constructed in Greeley, the median home-sales price may also increase in the upcoming year.

Despite the pandemic and struggling economy, Greeley's housing market will continue to grow after 2021, which will provide the necessary housing for the projected population. Additionally, Greeley's housing starts are anticipated to increase on average 47% each year after 2021, after the pandemic has been under control and the economy begins to improve.

About this report

The report presents the results and methodology of the 2021 Annual Growth and Development Projections (GDPR) for Greeley. The analysis generated in this report is used to help City departments develop their Capital Improvements Plan (CIP). The CIP is a tool that helps these departments make sound budgeting decisions for large projects and purchases based on goals and resources, outlining their associated project timelines and funding options.

Photo: Swans at Linn Grove

The GDPR includes historical trends of median home sale prices, housing units, employment, and regional growth in Northern Colorado and the Northern Colorado Metropolitan Statistical Areas (MSA). The information contained herein uses the detailed population characteristics, demographics, and employment data obtained from (2014-2020) vintage intercensal population estimates by the U.S. Census Bureau and American Community Survey (ACS), 2020 building-permit construction-activity reports, 2020 Bureau of Labor Statistics, and JobsEQ, and IRES MLS/Sear Real Estate.

Additionally, the GDPR provides residential growth estimates that start at the beginning of each year using the symptomatic method used in previous years. Other methods used were the exponential-logarithmic model and the arithmetical increase method. The use of exponential functions to model phenomena is used in many contexts. In this instance, however, the model uses an exponential function adjusted by adding and multiplying constants to determine population growth using decennial Census Data from the past five decades (1980-2020). These estimates were tested for accuracy by comparing an arithmetical increase method model using the same five decades to determine the decennial population increase. These two tests' results were promising but not conclusive and were only used to compare the results with the symptomatic method. Past efforts to compute post consensus population estimates with the symptomatic method are limiting because they rely on housing units, vacancy rates, and the University of Northern Colorado on-campus student population. While the models were used to estimate population growth in Greeley, it is to be emphasized that the three models mentioned did not include natural increases such as births, deaths, and school enrollment to obtain analytical regression.

These projections provided by Greeley's Long Range Planning Division are neither targets nor goals. However, they are the best estimations of likely trends in important population and economic variables based on currently available information. These projections' accuracy highly depends on how historical trends guide the future, changing internal conditions, infrastructure capacity, and other supply constraints not incorporated into the data analysis.

Contents

Growth Scenarios 06

Housing Growth 10

Population Growth 19

Regional Growth 26

Employment Growth 32

Bibliography 40

Glossary 42

1

GROWTH SCENARIOS

Photo: Greeley Stampede Carnival, 2015

GREELEY *at a* GLANCE

2,103 new single-family units by 2026

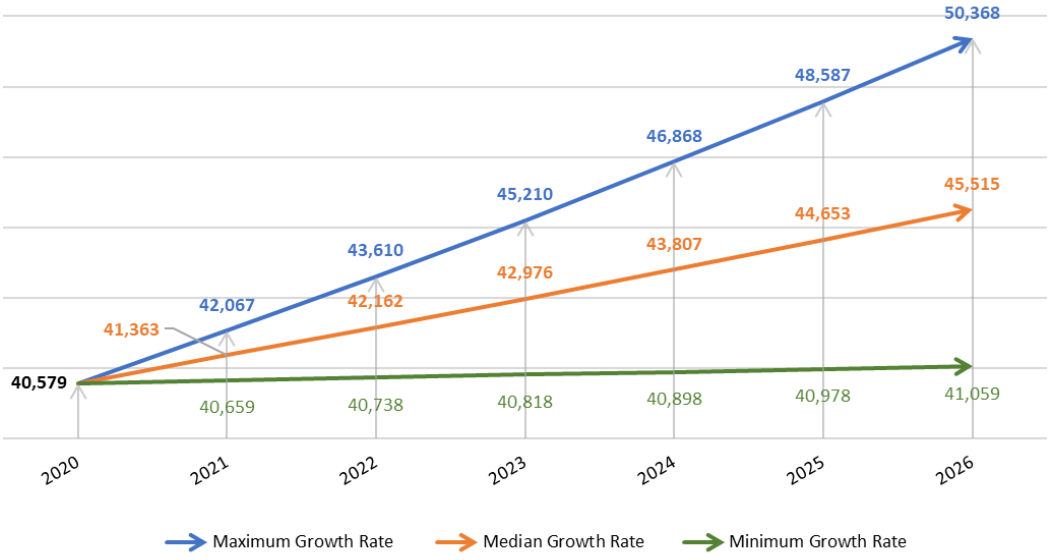
1,889 new multi-family units by 2026

125,974 people living in Greeley by 2026

Growth Scenarios

Forecast Methodology

Figure 1.1: Linear Housing Growth Scenarios, Greeley, CO 2020 - 2026

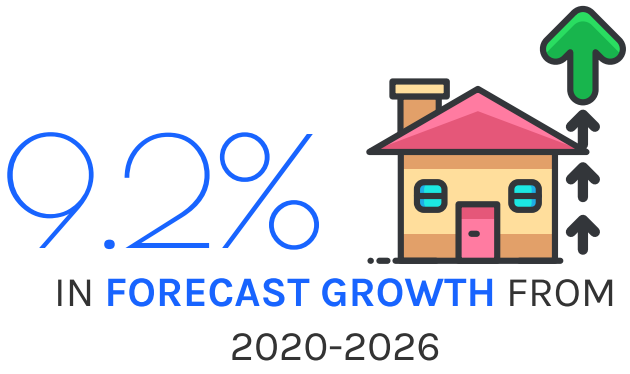


The variable rate of housing growth year-over-year is determined by the number of housing units constructed over the years. In 2020, the number of new housing units declined but assuming that no new significant economic or housing impacts occur, the housing permits issued in the next couple of years are likely to rise as they did in 2019. Acceleration of the new housing construction starts typically lag a bit each year due to the period in which development entitlement is processed. Additionally, as more employees are forced to work from home due to safety protocols, the likelihood that teleworking will continue in the future is apparent. The Census determined that one-quarter of the United States Population teleworked in August 2020.

It is hypothesized that more workers prefer to stay in their current homes as fewer new homes are being constructed and move-up opportunities are limited in the region due to the market prices hitting record highs.

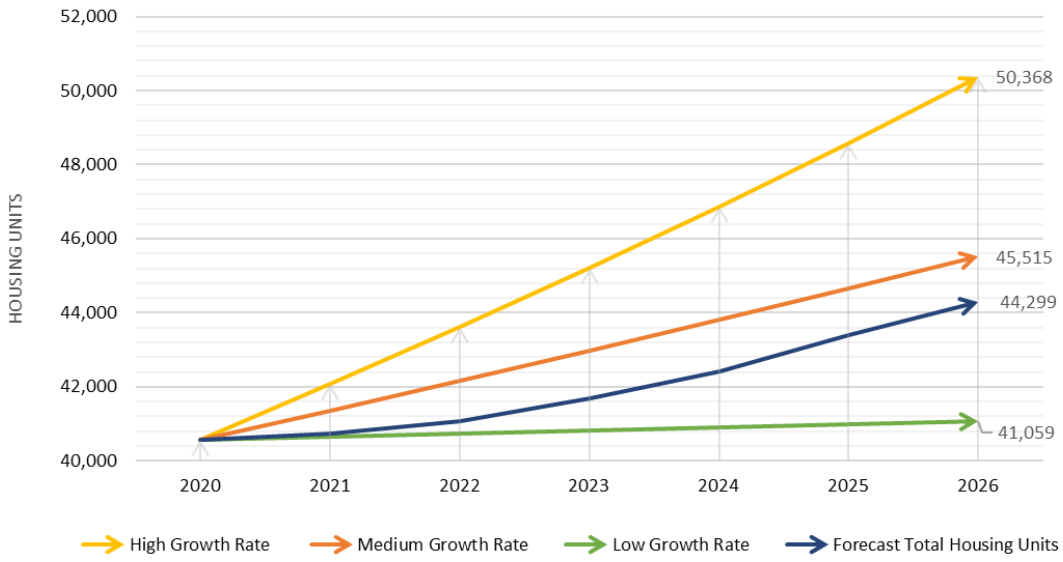
The City's adopted *Strategic Housing Plan* calls for 5,000 plus new housing units between 2019 to 2025. At the current rate, Greeley may not reach this goal. To achieve it, Greeley will need to find creative ways to attract new residents, supporting new housing development, and increasing the availability of jobs.

Growth Scenarios



Forecast Methodology

Figure 1.2: Comparison of Housing Growth Scenarios, Greeley, CO 2020 - 2026



Four outputs on the chart show high, medium, low, and total housing units forecasted to help inform stakeholders of potential growth scenarios. The figure growth rate trends for various periods have also been averaged with more weight given to permit activity in the last 29 years. For instance, assuming a steady but low growth rate of 0.19%, Greeley's housing stock could have a conservative increase of 480 new housing units or a total of 41,059 housing units by 2026. The medium growth scenario shows that Greeley could have an additional 4,936 units, a total housing stock of 45,515 by 2026. The high growth scenario shows that Greeley could have an additional 9,789 units, a total housing stock of 50,368 by 2026.

The projected increase based on the forecasted number of housing units shown on Figure 1.3, on page 9, between 2020 to 2026, shows that Greeley could have 44,299 units or 3,720 additional units, a 9.2% growth rate. These rates helped inform staff's projections and provide perspective to recent development concerning high and low growth periods during the current volatile market.

However, since Greeley has a moderate number of manufacturing jobs, health and social assistance, and public administration and educational services, to name a few, these jobs may help Greeley stay on track with the strategic housing goals in future years.

Forecast Scenarios

Housing Mix

Figure 1.3: Projected New Residential Permits, Greeley, CO 2020-2026

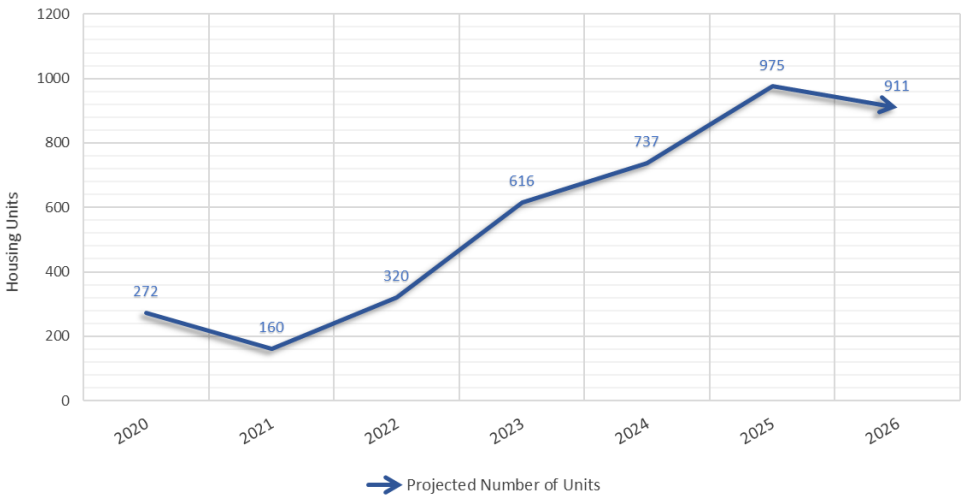
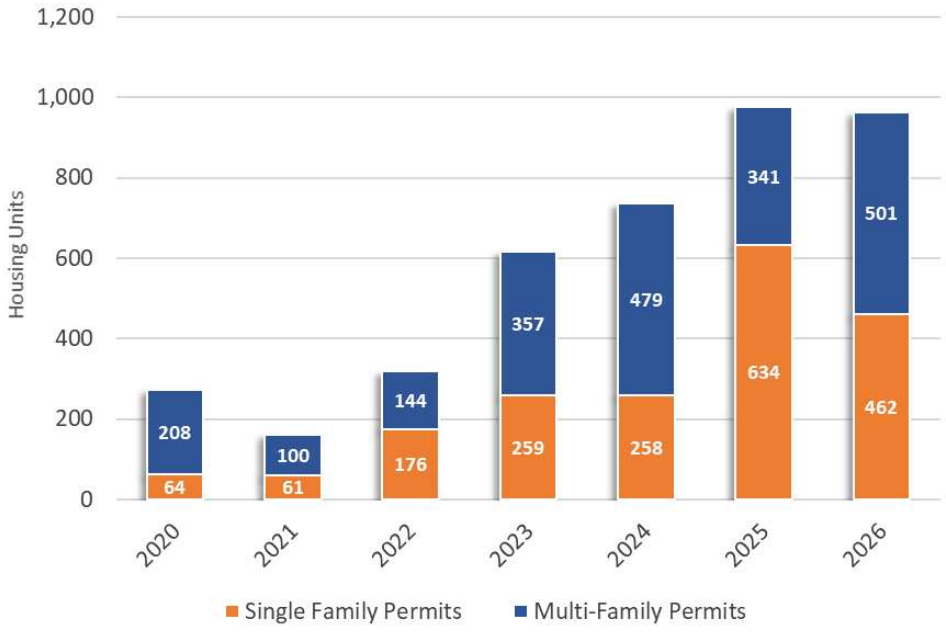


Figure 1.4: Projected Housing Mix, Greeley, CO 2020-2025



Due to the pandemic, the number of residential units projected may be significantly lower in 2021. Historically, the number of residential units permitted recorded from 1991 to present illustrate a pattern that for every decrease in units permitted, there was an additional, on average, 70% decrease in residential units permitted the following year. It is therefore anticipated that in 2021 only 160 units may be built. Each year thereafter, Greeley may then have a variable increase of units.

Given the recent trend of multi-family units surpassing single-family units constructed, it is safe to assume that multi-family housing construction may continue to rise for the next two years. The projected housing mix may be different from 2023 through 2026. There are a large number of single-family subdivisions in the design and approved stages that would open the doors to new single- family housing construction and continue to support steady growth.

HOUSING GROWTH

2

Photo: Neighborhoods Are Important

GREELEY *at a* GLANCE

272 new housing units in 2020

40,568 total housing units in 2020

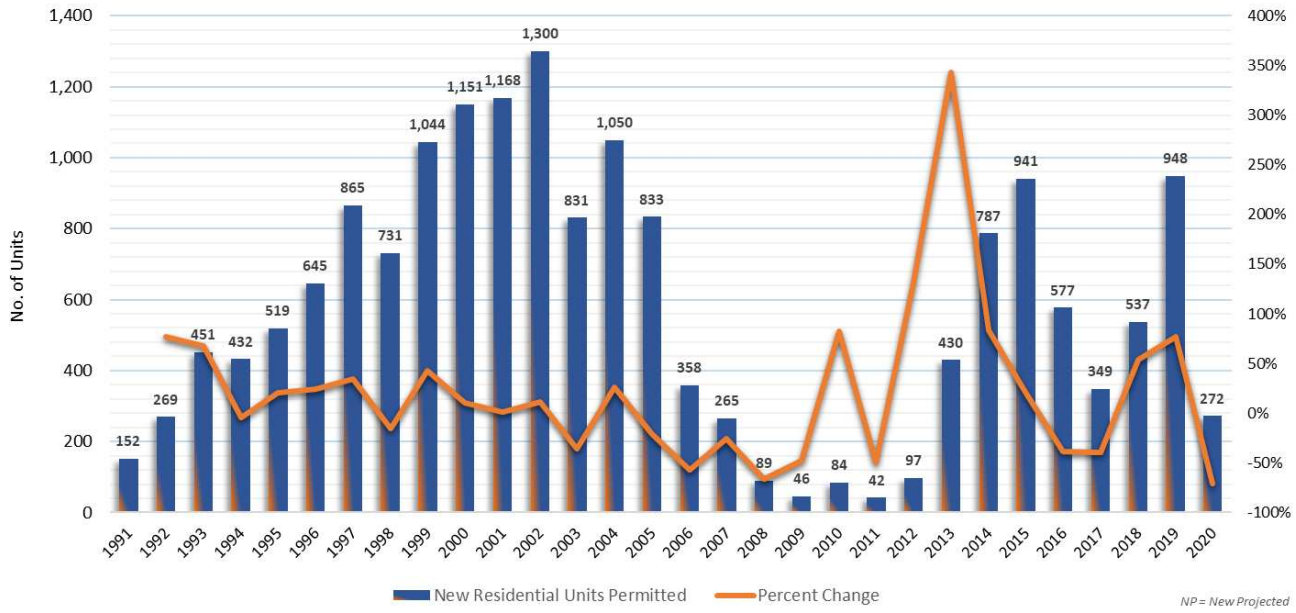
71.3% decline in units permitted from 2019

Housing Growth

...housing units dropped...

Historical Growth

Figure 2.1: New Residential Units Permitted, Greeley, CO, 1991-2020



Over two decades, the community has experienced the ebb and flow of housing growth. The scale, timing, and intensity varied each year, throughout the region. The highest number of housing units ever recorded in Greeley was in 2002, when 1,300 new housing units were constructed. Since the Great Recession of 2008, Greeley's housing unit construction was at its highest in in 2019, the second-highest in the region at the time, as market conditions continued to flourish.

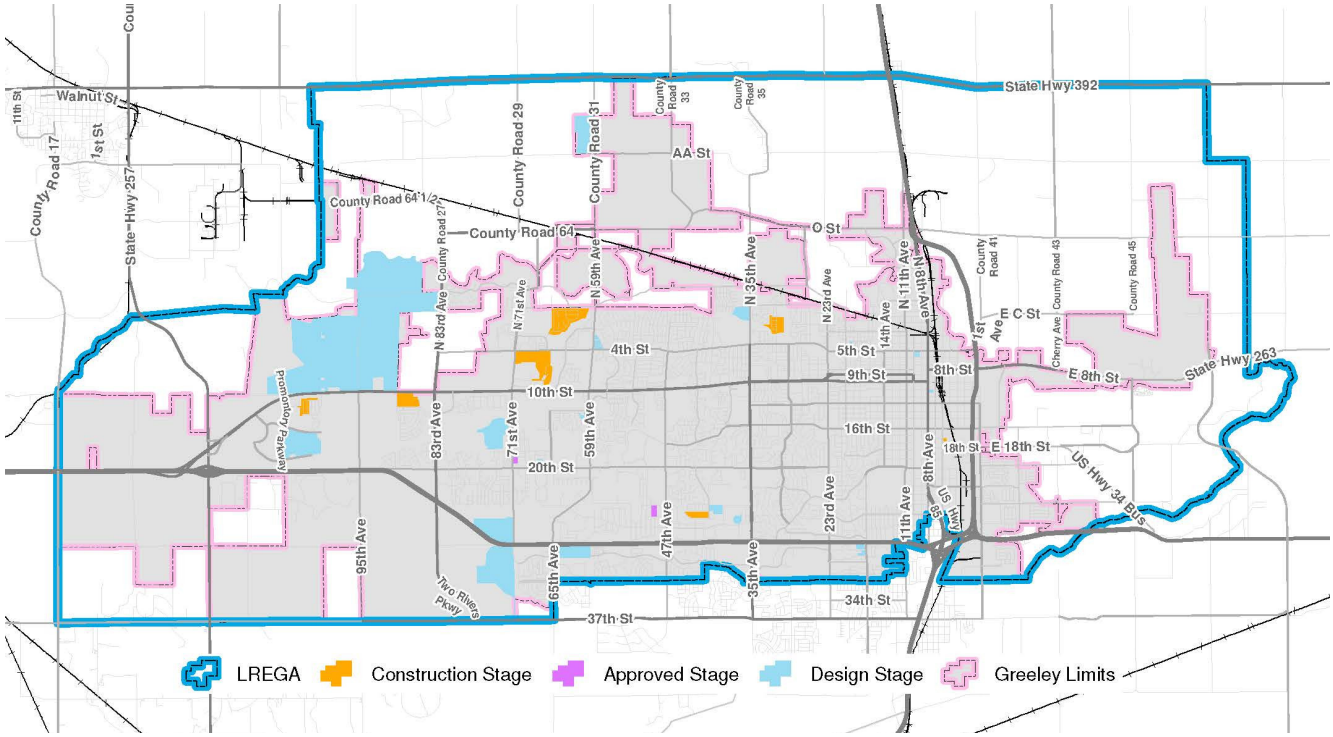
In looking at the historical trends of the housing unit permitted noted in Figure 2.1 and the subsequent economic pressures due to the COVID-19 pandemic, it is probable that by the end of 2021, there may be fewer housing units permitted in 2021 than there were in 2020 as noted in Figure 1.3, on page 9.

Last year's projections estimated about 1,000 new housing units by the end of 2020, with a gradual decline starting in 2021. Yet, a recession came sooner than was anticipated, and certainly no one anticipated a pandemic. From 2019 to 2020, the new housing units dropped from 948 to 272, a 71.3% change.

Housing Growth

Geographical Areas

Map 2.1: New Development in Three Stages



Map 2.1 shows the areas where new development is found that is currently being reviewed or has been reviewed by the Community Development Department. The three stages of a development process are shown on the map: the design stage in blue, the approved stage in hot pink, and the construction stage in orange.

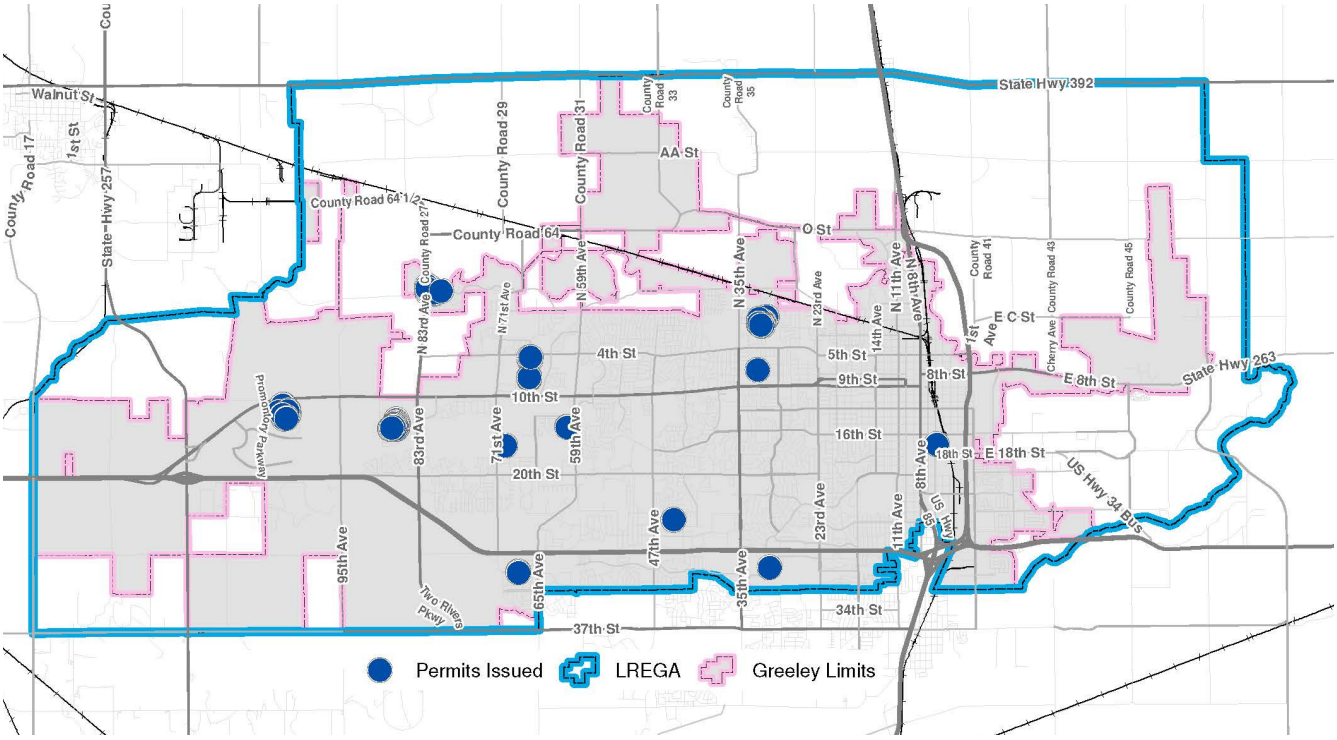
Once the land-use proposals meet the required criteria, they typically move to the approved stage. Generally, developers' may choose to submit grading and building permits for review. Once the permits are approved they can start construction, which then moves the project to the construction stage.

The design stage means that the Community Development Department and all respective and pertinent agencies, for instance the Colorado Department of Transportation (CDOT) or the Colorado Fish and Wildlife Division are currently reviewing a residential subdivision to ensure the land-use proposal meets design and policy criteria.

Housing Growth

Geographical Areas

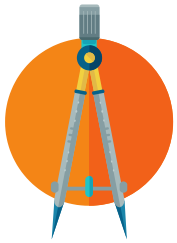
Map 2.2: Building Permits Issued



Map 2.2 shows new residential building permits in blue dots that were issued in 2020. Most of the building permits issued were on the west-side of Greeley, beyond 59th Avenue. However, there were a few north of 4th Street and a few east of 8th Avenue.

These dots do not represent the total 272 units issued, but rather the map references building permits issued. Each building permit may have a different set of units. For instance, an apartment building may have over 20 units, but only one building permit was issued for the permit.

Housing Growth



Geographic Areas - Design Stage

Table 2.1: Projects Currently in the Design Stage

SFR = Single Family Residential; MFR = Multi-Family

Project Name	Type	Units Approved	Units Built YTD
29th Street Multifamily development	MFR	732	0
232 14th Street 6-plex	MFR	6	0
1131 8th Street - 5-plex	MFR	5	0
Cardinal Acres Final Plat	SFR	16	0
Clark Subdivison Filing No. 2 Final Plat	SFR	29	0
Cobblestone	MFR	2	0
Copper Platte Apartment - USR	MFR	240	0
Cottages at Kelly Farm	SFR	31	0
Family of Christ Prebyterian Church, 1st Replat	SFR	3	0
Fox Run Apartments	MFR	118	0
Greeley West Multifamily	MFR	298	0
Westgate Filing No. 1 Final PUD	MFR	303	0
Westgate Filing #2	SFR	191	0
The Cache (Preliminary)	MIX	3,000 (Approximate)	0
Triple Creek	SFR	93	0
Stoneybrook Lot 4 - Final PUD	SFR	142	0
Shreve Subdivision	SFR	3	0
Immaculata II Apartment - USR	MFR	30	0
Promontory Imagine School 4th Filing	SFR	360	0
Rockies Apartments Multifamily Development	MFR	50	0
Total		**5,652**	**0**

The Community Development Department is currently reviewing the projects listed in the table above. All of these projects are still under review and have not been approved to date. Although final numbers for some are in flux, these projects could add 5,652 residential units to the existing housing stock. Construction could start within the next 5 to 20 years for smaller projects or up to 30 years for larger, more complex projects such as The Cache.

Housing Growth

Geographic Areas - Approved Stage

Table 2.2: Projects approved

SFR = Single Family Residential; MFR = Multi-Family

Project Name	Type	Units Approved	Units Built YTD
1100 8th Avenue - 55 Resort	SFR	85	0
Grace Point Independent Living	MFR	68	0
Grapevine Final Plat - Townhome	MFR	64	0
Lake Bluff (Preliminary)	MIX	1,200 (Approximate)	0
Svetlov Subdivision, 1st Replat	SFR	5	0
Westpoint , 7th Filing	SFR	31	0
Total		**1,415**	**0**

The table above shows a total of 1,415 units from land-use projects that are in the approved stage. Large projects such as these require a series of reviews due to the proposal's complexity and its effects on the surrounding environment. They can take up to 1.5 to 3 years - to date, there have not been any units built or building permits submitted, but construction on many of these could start as early as 2021.

The Community Development Department reviews applications for compliance with Greeley's Development Code Standards, the Imagine Greeley Comprehensive Plan, the 2035 Transportation Plan, Parks, Trails, and Open Space Plan (PTOL). The Department also works alongside other internal and external agencies, such as the City of Greeley Public Works, Greeley's Water and Sewer Department, Colorado Department of Transportation, and adjacent Municipalities – ensuring intergovernmental or extraterritorial policies are met.

However, even after approval, some projects could stagnate until the developer can start the project. Construction does not always happen right away due to funding or other external factors. These numbers could change if a developer decides to pull from a project, expand, or decrease units or lots on a subdivision. In some cases, if the application has expired, such as a Preliminary Planned Unit Development Plan, its time limit for validity is 3-years. This would require a developer or applicant to start the review cycle again to ensure the design meets current Development Code standards and all other internal policies.

Housing Growth

Geographic Areas - Construction Stage

Table 2.3: Projects approved and are currently in the construction stage

SFR = Single Family Residential; MFR = Multi-Family

Project Name	Type	Units Approved	Units Built YTD
Centerplace North, Filing No. 4 - Homestead	MFR	119	20
City Center West Residential, 2nd Filing - Single Family Lots	SFR	130	6
City Center West Residential 2nd Filing - Townhome	MFR	146	6
Clover Meadows, 2nd Replat	SFR	25	17
Northridge Estates	SFR	230	0
Poudre Trails Multi-Family	MFR	296	296
Promontory Residential- Phases 2 & 3	SFR	500	131
Trails at Sheep Draw Multi-family	MFR	546	210
University Flats-Phase II	MFR	42	14
Total		**2,034**	**700**

The chart above shows projects currently in the construction stage and the total number of new units (2,034) that could be built and completed. In the next year or so, the number of new housing units could be about 160, but may have an increase by 2022. Some of these projects continued construction during the pandemic, while others have slowed down and are close to being complete. As noted later in this report, housing prices have increased significantly, and the demand for single-family housing has been slower in Greeley. Therefore, more multi-family or apartment rental construction occurred in 2020. Regionally, however, the demand for new single-family housing is high, which has caused the median home sale price in Northern Colorado to spike.

Housing Growth

Housing Mix

Table 2.4: 5-Year Housing Characteristics, Greeley, CO

	2016	2017	2018	2019	2020*	2021**	% Change
Total Housing Units Start	**38,351**	**38,912**	**39,359**	**40,307**	**40,579**	**40,734**	**8.5%**
Single-Family Units	24,670	24,910	25,021	25,189	25,253	25,318	4.3%
Multi-Family Units	13,681	14,002	14,338	15,118	15,326	15,432	16.2%
% Single-Family Units	64.33%	64.02%	63.57%	62.49%	62.23%	62.14%	-2.51%
% Multi-Family Units	35.67%	35.98%	36.43%	37.51%	37.77%	37.87%	2.51%
Vacancy Rates* **							
Occupied Units	37,154	37,981	38,242	39,098	39,362	--	--
Vacancy Units	1,197	931	1,117	1,209	1,217	--	--
Homeowner Rate (SFR)	2.8%	2.5%	2.4%	2.5%	3.0%	--	0.10%
Renter Vacancy Rate (MFR)	3.7%	1.4%	3.6%	3.5%	2.5%	--	-1.15%

** Projected EOY 2021 total, based on beginning of year estimates.*
*** Total Housing Permits Issued are representing the beginning of year estimates.*
***New Vacancy Rates are based on updated American Community Survey (ACS) 5-Year Housing Characteristic Survey Data, combined with updated units permitted.*

Table 2.4 shows Greeley's housing characteristics. In 2020, the total housing stock was 40,579, including demolished residential buildings. In 2021, it is projected that 160 new housing units will be constructed. The overall single-family housing stock continues to exceed the number of multi-family units proportionally. However, a noticeable shift in the housing stock where multi-family units increased to 37.87% in 2021, compared to 35.67% in 2016, a 16.2% increase (percent change). Still, the City has experienced a year-over-year trend of multi-family units exceeding the single-family unit construction in large percentages, as shown in Figure 2.2 on page 18.

The overall housing stock is not projected to switch from a majority percentage of single-family to multi-family. Yet, there is a possibility that the housing stock may switch from majority single-family to multi-family if the multi-family trend continues year-over-year over for a period of 20 years.

Despite the impacts from COVID, Greeley experienced small but positive increases in ownership. There was a 0.10% increase in year-in homeowner rates from 2016 and a 0.50% increase from 2019.

Housing Growth

Housing Mix

Figure 2.2: Percent Single and Multi-Family Units Permitted , Greeley, CO 2012-2020

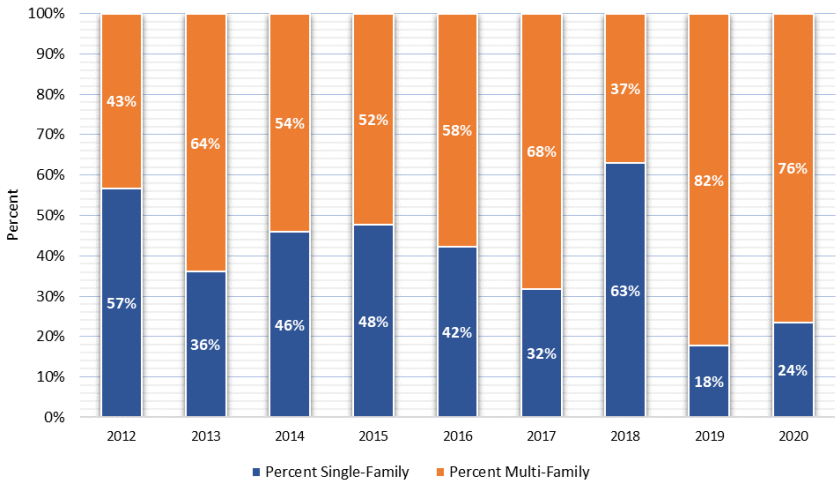


Figure 2.2 shows the percent of housing mix from 2012 to 2020. Greeley has had a large number of new multi-family units permitted, on average greater than 57%, with a couple of years having the majority of new single-family units greater than 50%.

Figure 2.3: Vacancy Rates, Greeley, CO 2010-2020

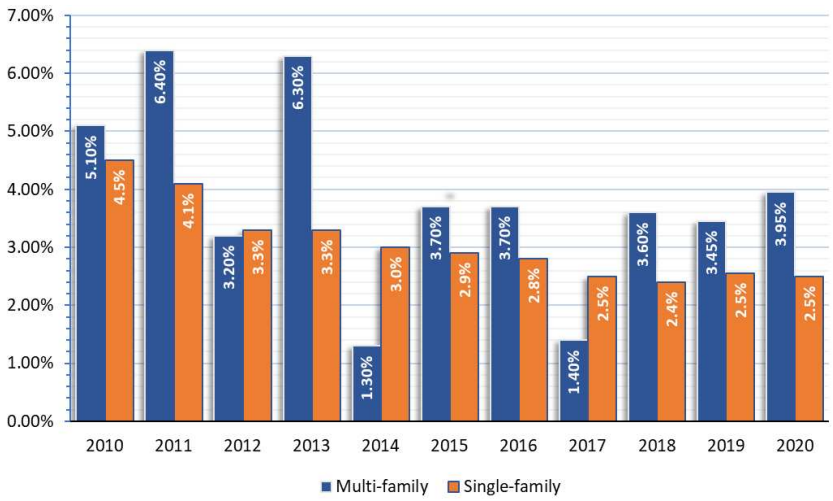


Figure 2.3 references the average vacancy rate for the year. Multi-family averaged 3.8% since 2010, while single-family averaged 3.1% overall. Economists believe that the healthy housing stock for multi-family housing is between 5% and 8%. However, with the current rate, rental units are becoming more expensive than in past years because there are not many available.

Even though Greeley has experienced more demand for multi-family construction over single-family, the supply remains low. The same happens with single-family housing; if the housing stock is low, the market rate increases. Ideally, balancing the housing market would level out some of the price increases. There have only been two incidents in the past decade where multi-family vacancy rates exceeded the 6% rate, which occurred when the nation experienced the Great Recession.

POPULATION GROWTH

3

Photo: MLK Day March, Greeley, CO, 2016

GREELEY *at a* GLANCE

109,690 estimated population in 2021

$61,492 average household income

27.20% of the population is between the ages of 15 and 29 year-olds

Population Growth

Historical Growth

Figure 3.1: Census Population Estimates, Greeley, CO, 1960-2020-2030

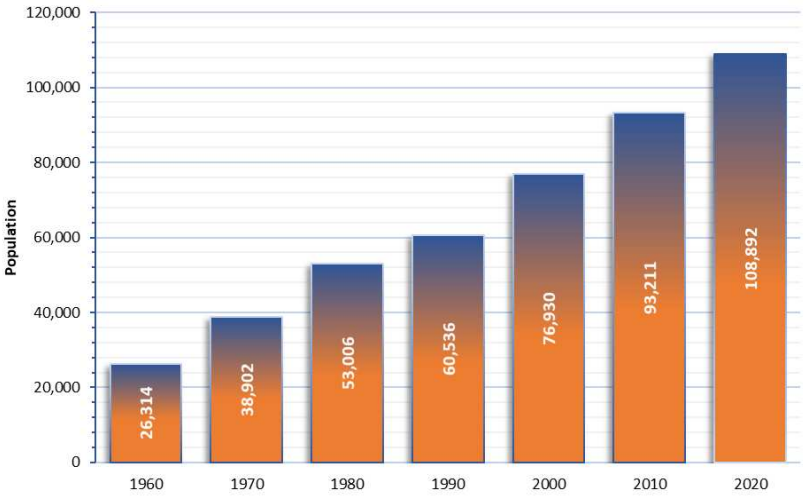
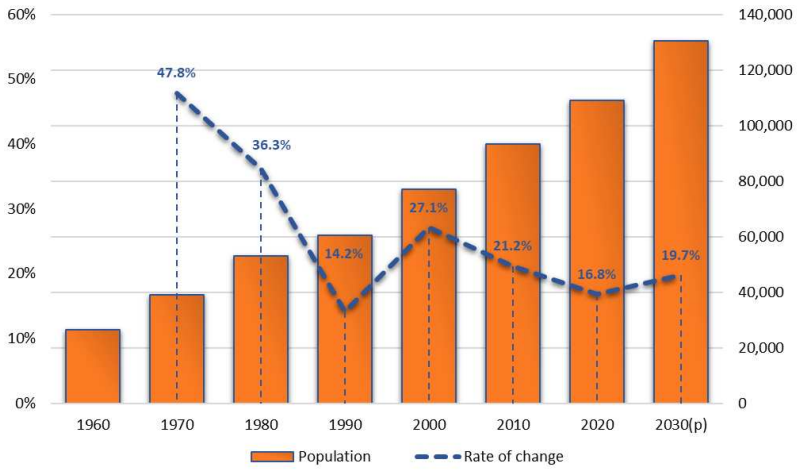


Figure 3.2: Estimated Population and Rate of Change, Greeley, CO 1960-2030



p = projected population

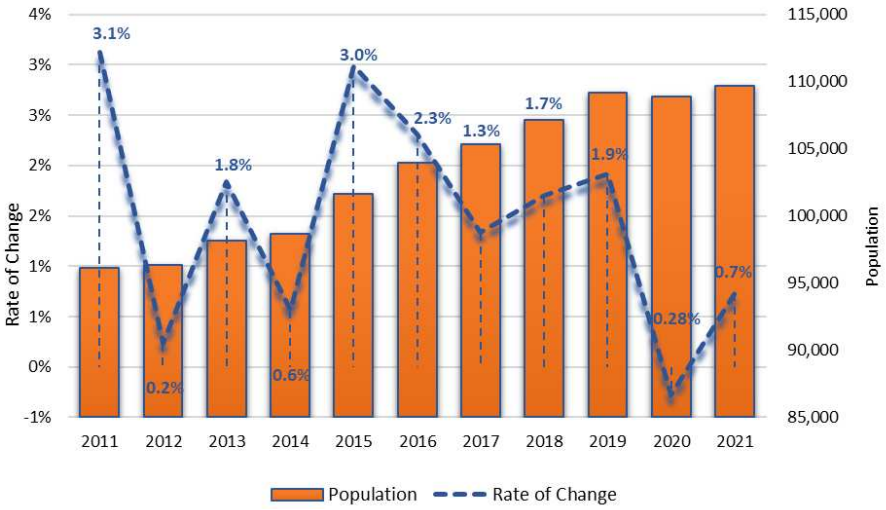
Understanding population's growth, composition, and distribution and how these three factors interrelate with the development of land help the City plan for a better future for the residents by ensuring that the necessary resources are available to the public. Examples of land development or land improvements are schools, fire stations, libraries, and other infrastructure needs such as water and sewer, road extensions, and maintenance.

According to the 2020 Growth and Development Projections Report, Greeley was projected to have approximately 111,748 persons by the end of 2020. However, likely due to the pandemic, the student population and the number of residential housing units permitted declined. Population estimates dropped as a result to 108,892, a 0.28% change from 2020 projections. The highest rate of change in population estimates was from 1960 to 1970, which showed a 47.8% decennial increase. From 1970 to 1990, that average decennial growth rate decreased to 32.8%. From 2000 to 2020, the average decennial growth rate declined even further to 21.7%. Greeley is also forecasted to grow beyond 125,000 people to a growth rate of 19.7% from 2020 to 2030.

Population Growth

Recent Growth

Figure 3.3: Estimated Population and Rate of Change, Greeley, CO, 2011-2021



Figures 3.3 and 3.4 on page 22, show the annual estimated population growth between 2011 and 2020. As noted in the 2020 Growth and Development Projections Report, Greeley's population has grown by 254% between 1960 and 2000, resulting in an average decennial growth rate of 30%.

Population growth from 2019 to 2020 was expected to increase by 2,184 persons, but likely due to the pandemic and other underlying factors, the City experienced a population decline. Figure 3.3 shows that Greeley may have an estimated 397 more persons in 2021, a 0.70% increase.

Population Growth

Recent Growth

Table 3.1: Population Estimates, Greeley, CO 2010-2021

Year	Single Family Units	Single Family Occupancy	Multi Family Units	Multi Family Occupancy	Average Household Size	** Students Living On Campus	Population
2021 (p)	25,318	0.969	15,421	0.961	2.71	3,000	109,661
* 2020	25,253	0.975	15,315	0.961	2.71	2,272	108,861
2019	25,189	0.975	15,118	0.966	2.71	3,122	109,200
2018	25,021	0.976	14,338	0.964	2.71	3,033	107,146
2017	24,910	0.975	14,002	0.978	2.71	3,196	105,353
2016	24,670	0.972	13,681	0.963	2.71	3,347	103,968
2015	24,221	0.971	13,189	0.963	2.71	2,671	101,618
2014	23,976	0.970	12,856	0.987	2.71	3,196	98,672
2013	23,743	0.967	12,581	0.937	2.71	2,900	98,124
2012	23,688	0.967	12,539	0.968	2.71	2,980	96,348
2011	23,646	0.959	12,539	0.936	2.70	3,027	96,127
2010	23,570	0.955	12,539	0.949	2.70	3,090	93,211

** Demolished units were accounted for in 2020.*
*** Student data is obtained from UNC GIS Department and identified as Fall-Spring 2020 school year.*
(P) Preliminary data

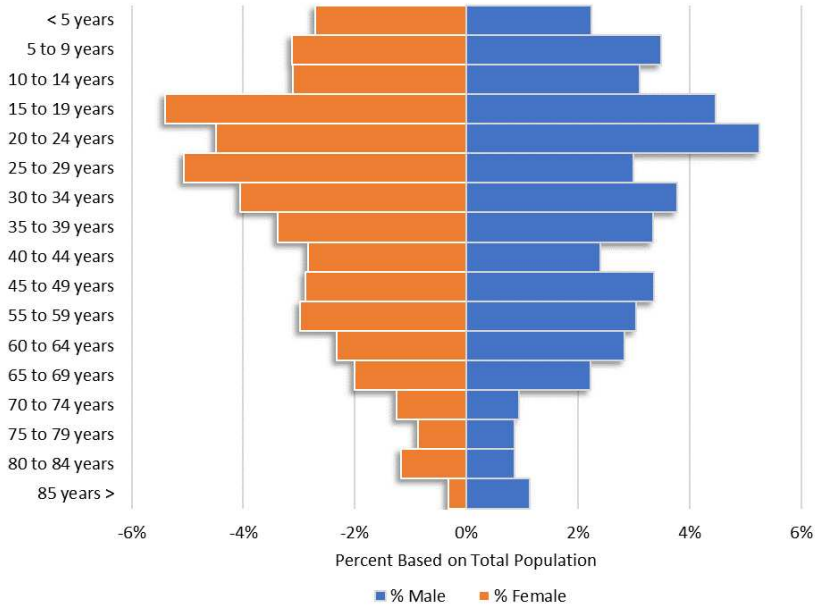
*Note: The formula used for this model is ((B5*C5)+(D5*E5))*F5+G5; population estimates from 2018 and earlier were not adjusted with this formula because the estimates were shown in past reports as presented in Table 3.1*

Based on recent data provided by the University of Northern Colorado's GIS Department, it appears that the on-campus student population living in Greeley has declined to 2,272, the lowest since 2010, a 33% change from the previous school year (likely due to the pandemic). This disrupts the population growth in that the model shows a decline rather than an increase in population statistics for 2020.

Population Growth

Population Characteristics

Figure 3.5: Population Pyramid, Greeley, CO, 1991-2020 (5-Year ACS Estimates)



According to American Community Survey (ACS), in 2019, the largest gain in net migration is in the age range of 15 to 29 year old's, with 27.20% increase in population. Although Greeley's population has a moderately high fertility rate, ACS noted that children from birth to 5 years of age had 42.8% (percent change) fewer net migration rates from 2018 to 2019. And on average, children from cohorts birth to 14 years of age also had fewer net migration gains from 2018 to 2019, a percent change of 21.9%.

Not surprisingly, deaths are an important element in shaping the age structure at the bottom of the pyramid, as is noted in the elderly population, where mortality rates are high. Greeley shows a population average of 1.85% for the elderly cohorts from 70 to 85 and greater. However, cohorts greater than 100 plus are lumped with the 85 plus cohort, as it would likely be too small to represent that population on a graph.

Population Pyramids display the distribution of a population with a back-to-back histogram, as shown in Figure 3.5. They detect fluctuations in population patterns, age groups, and sexes, which in this case, there is a noticeable fluctuation from the previous 5-year estimates provided by the ACS. A pyramid with a wide base (85-year-old and older) and a narrow top (birth to 5-year-old) suggests that the community's population has a high fertility and death rate. In contrast, a pyramid with an extensive base and a narrower top suggests an aging population with low fertility rates, which is not the case for Greeley.

Population Growth

Household Characteristics

Figure 3.6: Median Household Income, Greeley, CO 2010-2019 (ACS 1-Yr Estimates)

Other important data to analyze is the population's economic health and prosperity that compare residents' living conditions in Greeley. Note that both figures represent pre-pandemic era data and do not entirely reflect current conditions. Figure 3.6 shows the median household income in Greeley, showing that it has steadily increased since 2016. The average household income rose to 20% from 2016 to 2019, up to $61,492. This data suggest that the economy is strong and wages have not declined. The ACS 2020 data is not available for further analysis.

Figure 3.7: Distribution of Family Households and Median Household Income, Greeley, CO 2015-2019 (ACS 5-Yr Estimates)

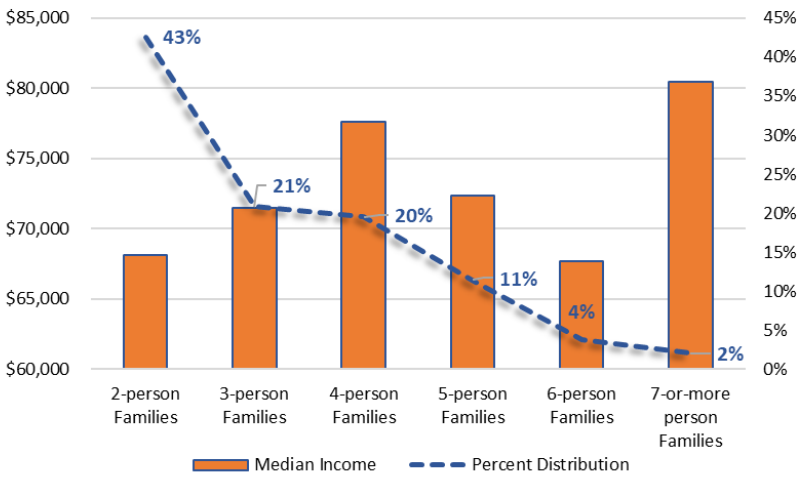


Figure 3.7 shows 2019 Census Data showing two variables starting from 2-person families (according to the Census, one individual is not considered a family): household income and the number of persons living in the household. The rates and numbers have not fluctuated very much, but this data also correlates with the vacancy rates and the notion that family members, friends, and students may be sharing housing. The largest distribution rate is the 2-person household, while the lowest distribution rate is the 7-or-more persons per family. The top household income, also the lowest distribution, is typical of the "economic squeeze," that is, children or other family members living with parents longer than typically is normal in the U.S. society due to the lack of affordable housing.

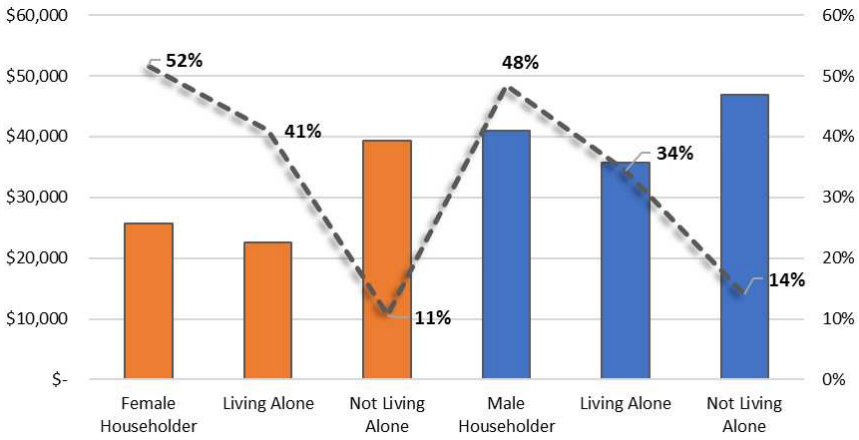
Population Growth

Household Characteristics *(cont'd)*

Figure 3.8: Distribution of Non-Family Households and Median Household Income
Greeley, CO 2015 -2019 (ACS 2019- 5-Yr Estimates)

Living arrangements are always difficult to ascertain in the American Community Survey (ACS) data, but what it does show is the distribution of non-family median household income in Greeley. The orange bars represent the female population, while the blue bars represent the male population.

Wage disparities between men and women are not uncommon throughout the nation. When comparing average incomes of men to those of women, the data indicates that women make only 59% of men's wages in Greeley, a wage gap that is even larger when accounting for color or race. These disparities heighten financial stress and retirement savings when needed. The unequal pay between men and women is theorized to affect an individual woman's well-being and potentially drag down the economy. Studies indicate that the overall percentage of a woman's wage significantly contributes to the nation's economic health but her own families' economic security.



However, the data clearly suggests a higher distribution rate of female householders and females living alone. Figure 2.5 on page 17 also shows that there are more females in Greeley. Men still earn much more than females do and are often the breadwinners. The male householder earned $15,190 more per year than their female counterparts and earned $13,224 more than females when living alone and $7,581 more when they do not live alone.

REGIONAL GROWTH

4

Photo: Winter Facing West, 2006

GREELEY *at a* GLANCE

62% of new residential permits are multi-family since 2015

median residential home sale price is **$332,019**

71.3% decline in new residential permits from 2019

Regional Growth

New Residential Permits

Figure 4.1 New Residential Units Permitted, Regional Northern, CO 2020

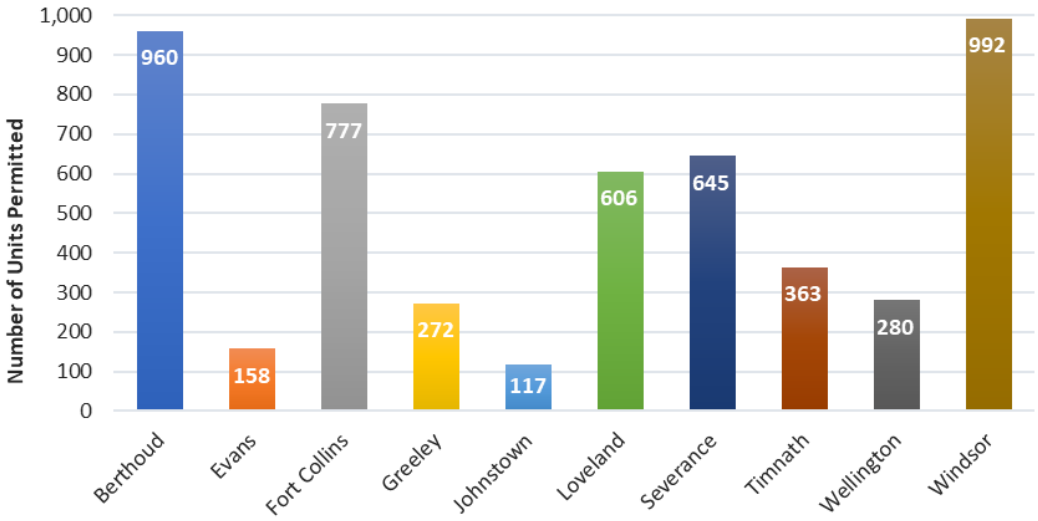


Figure 4.1 gives insight into how our neighboring Cities are doing. This year, Greeley issued 272 residential housing units, falling under the 300 mark, Timnath for example, surpassed Greeley. The highest last year was Fort Collins, but Fort Collins units permitted were down 18% from 2019. At the same time, Greeley had the greatest drop in numbers at 71% from 2019. Other cities that dropped in residential housing units were Johnstown and Evans because they lack available lots.

Timnath only fell by 2 units, which is not significant. At the same time, Loveland and Severance housing number units rose an average of 89%. Windsor, Berthoud, and Fort Collins had the highest growing residential construction than any other Northern Colorado city. The 2020 end-of-year comparisons of residential units permitted now include Berthoud and Wellington, Evans, Fort Collins, Greeley, Johnstown, Loveland, Severance, Timnath, and Windsor.

Regional Growth

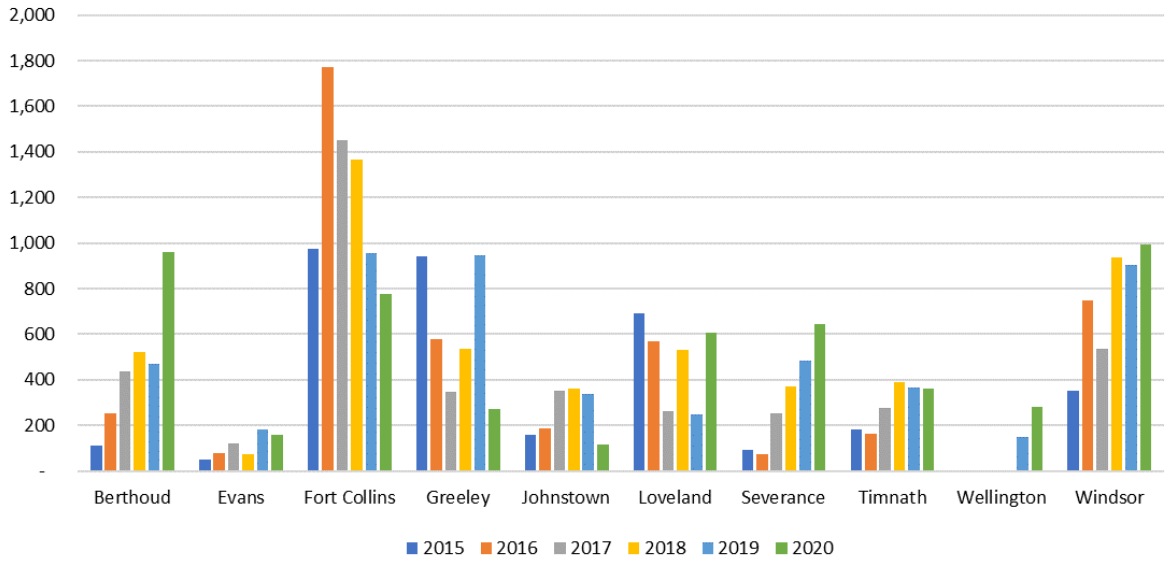
Housing Mix

-71%

change in permits

from 2019

Figure 4.2 New Residential Units Permitted, Regional Northern, CO 2020



**New City that was added: Wellington missing data from 2015 - 2018.*

Figure 4.2 above provides a glimpse of all the housing units approved in the Northern Colorado region between 2015 to 2021. Fort Collins has led in the number of new residential housing units since 2015, but has declined like many larger cities in 2020. Fort Collins had its highest number of new residential units permitted in 2016 at 1,774, compared to 777 new residential units permitted in 2020; their total has dropped 56%. Berthoud and Windsor have had their share of ebb and tides. Still, they came out on top, having over 950 new residential permitted in 2020, which is also the highest number they have had since 2015.

During this period, Greeley had a high number of new residential units permitted in 2015 at 941, following a decline for three years with another high in 2019 at 948. In 2020, Greeley had among the lowest units permitted, at 272, a 71% change from 2019.

Greeley's new residential housing units are expected to continue growing on the west side of the City, where vacant land is available for residential housing. Also, there are possible future annexation opportunities within the City's Long Range Expected Growth Area (LREGA), approximately 3-miles of the unincorporated area beyond the City's municipal boundary. This area is generally located north of 10th and 4th Street south of Highway 392, east and north near the Greeley Airport (*see Map 1.1 for details*).

Population Growth

Historical Growth

Figure 4.3: New Residential Permits Percent Housing Mix, Northern CO 2015-2020 (Regional Building Permit Reports)

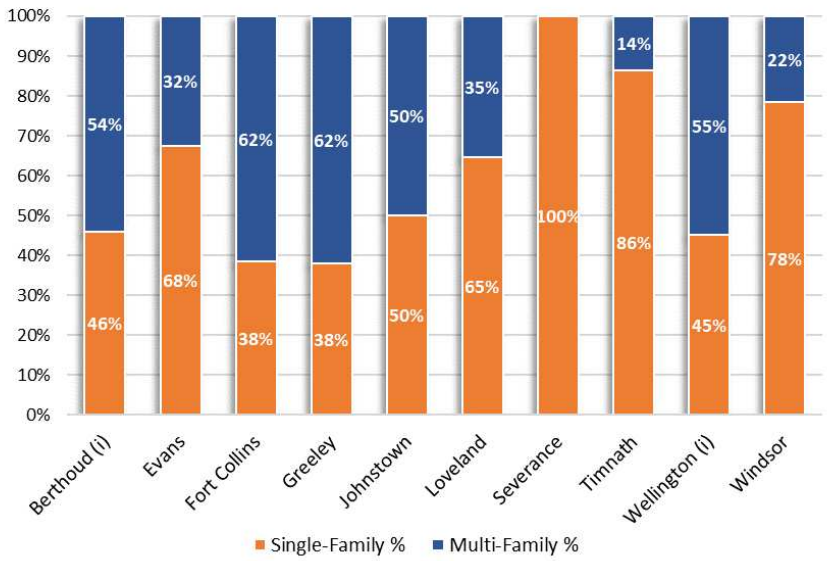
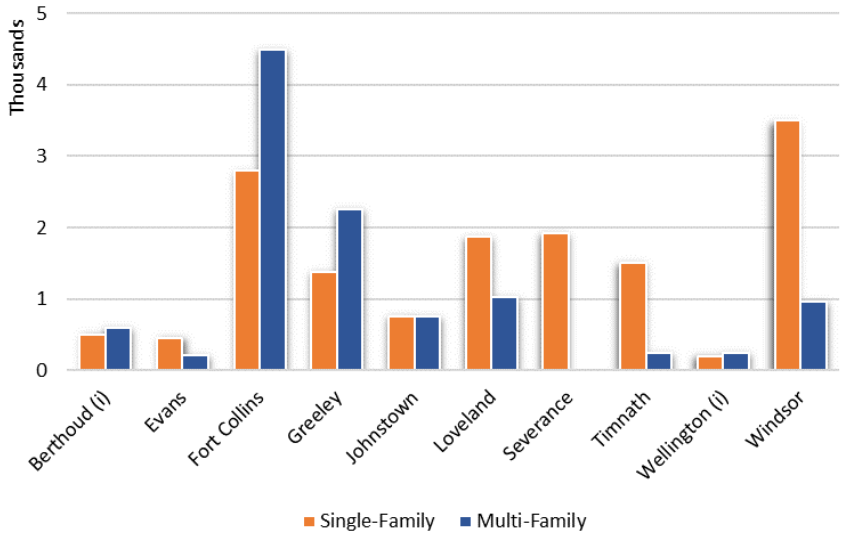


Figure 4.3 shows the housing mix percentage in the region. Berthoud, Fort Collins, Greeley, Johnstown, and Wellington had all greater than 50% in multi-family permits issued, except for Severance.

Developers may not be building many single-family, since amenities are out of reach for many residents, so they construct what may yield a higher return in their investments and what the majority of the population can afford.

Figure 4.4: New Residential Permits Housing Mix, Northern CO 2015-2020



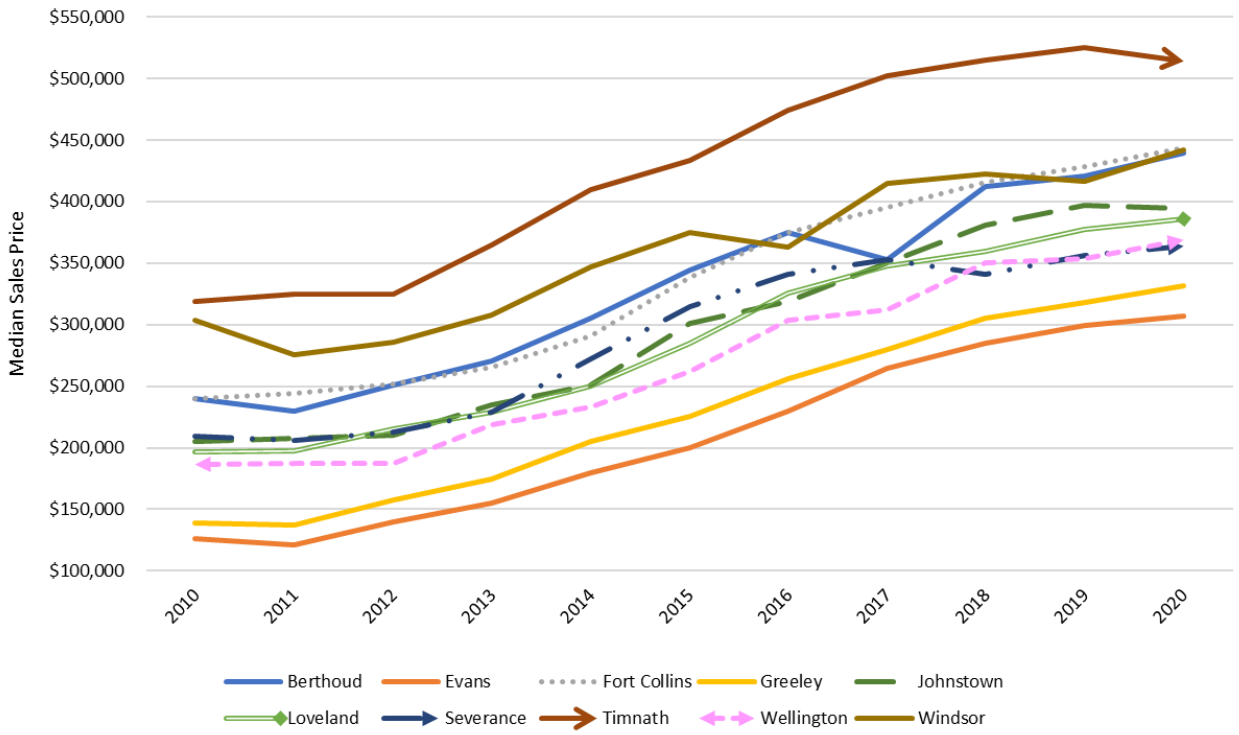
(i) = Incomplete data from Berthoud and Wellington. Data begins in 2019.

Figure 4.4 shows the housing mix split in the thousands. For the past five years, smaller communities under 80,000 in population, such as Evans, Timnath, and Wellington, have also increased their multi-family housing stock, but not as aggressively as the larger cities, as noted in the chart. The graph also shows that Fort Collins has had the highest multi-family construction followed by Greeley. Windsor had the highest single family construction overall.

Regional Growth

Housing Cost

Figure 4.5: Median Residential Home Sales Price, Northern CO 2010 - 2020 (IRES MLS/Sears Real Estate)



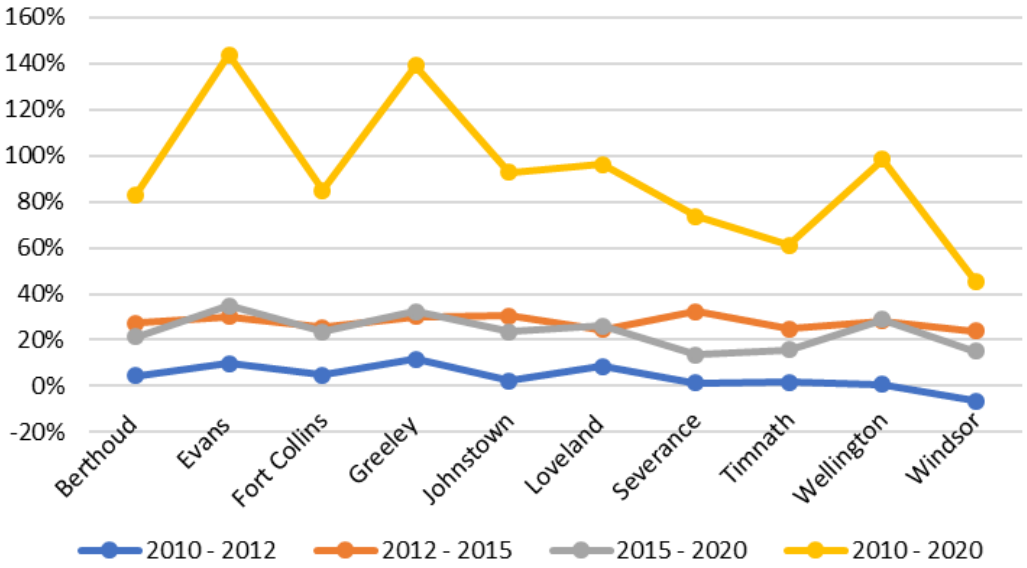
The chart above shows the year-over-year seasonally adjusted median home sale price from 2010 to 2020 in the Northern Colorado Region. Greeley and Evans continue to have the lowest median home sale price and a more affordable price range for some residents. A house worth $332,019, up 4% from 2019, could potentially be out of reach for families earning below the national median household income. Greeley's current Housing Affordability Index is determined to be 124, still a healthy range. However, it still means that the average spent on the mortgage and basic living essentials at $8,505, on average 20.6% of income towards the mortgage.

Timnath's median home sale prices hit an all-time high in 2019 at $525,000, but in 2020, there is a noticeable 2% decrease. Johnstown also shows a decline in median home sale prices. The decrease in median home sale prices is likely due to the pandemic, or due to a decrease in demand for new housing in these municipalities. Regardless, these prices are pushing the limits for the household earning below the median income. Moreover, if residents cannot afford a single-family home, the home may sit vacant for a while, forcing the market sales to continue declining.

Regional Growth

Housing Cost

Figure 4.6: Median Residential Home Sales Rate of Change Patterns, Northern CO 2010 - 2020 (IRES MLS/Sears Real Estate)



The breaks in Figure 4.6 do not follow particular events but patterns of growth after the Great Recession.

The percent change of home sales for Northern Colorado cities did not fluctuate significantly from 2012-2015, an average 28% increase from the previous year groupings. Interestingly, Evans had the highest rate of change from 2010 to 2020 (144%), while Windsor's median home sales prices have the lowest average rate of change since 2010 (20%).

Greeley had moderate changes from 2012 to 2020, but the median home sale priced ballooned to 139% from 2010.

5

EMPLOYMENT GROWTH

Photo: Greeley Chamber of Commerce, 2016

GREELEY *at a* GLANCE

54,447 total jobs

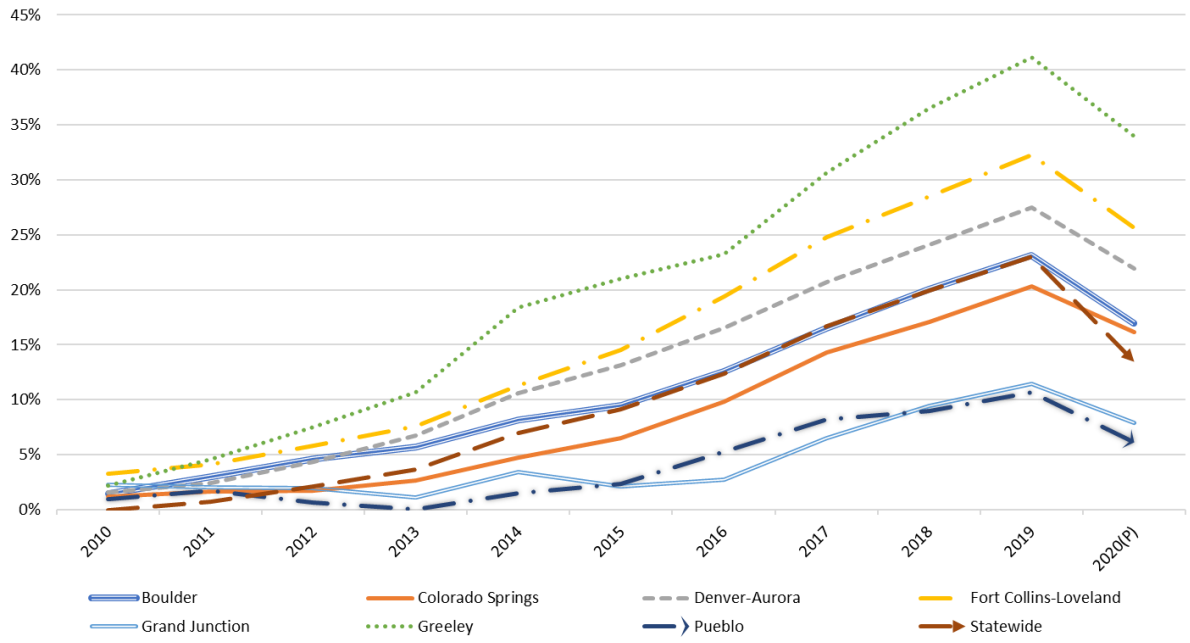
2,086 jobs lost

7.4% Unemployment

Employment Growth

Regional Job Growth

Figure 5.1: Employment in Metropolitan Statistical Areas, MSA 2010 -2020, (BLS)

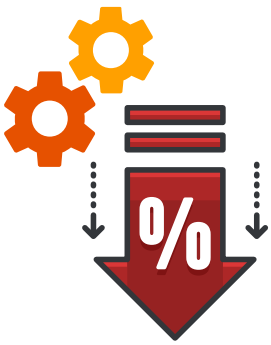


P = Provisional data

Colorado has proven to be a magnet for job opportunities in the last decade, with Northern Colorado cities topping the growth charts statewide (*see Figure 3.1*). Job growth in Greeley MSA has consistently been ahead of the other Colorado Metropolitan Statistical Areas (MSA).

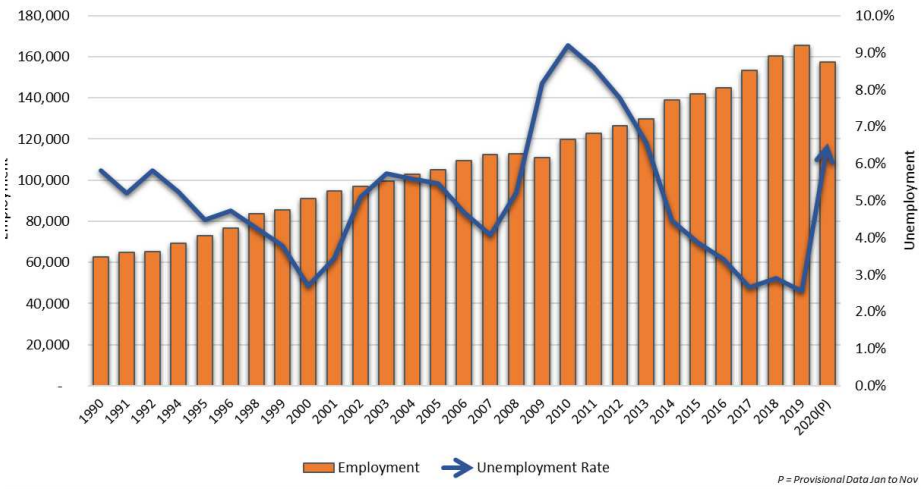
Year-over-year job growth from 2010 to 2020 (pre-COVID) in Greeley MSA averaged 4.2%, or twice the State average job growth of 2%. In 2020, the COVID-19 pandemic dramatically impacted people's livelihoods, with job losses and an unprecedented decline in job growth. Greeley MSA averaged a 5.6% decline in year-over-year job growth, compared to 6.1% in Fort Collins and 5.9% in Boulder. By comparison, the State average year-over-year job impact in 2020 was 5.1%.

Employment Growth



Job Growth

Figure 5.2: Job Growth & Unemployment Rates, Greeley MSA 1990- 2020 (BLS)

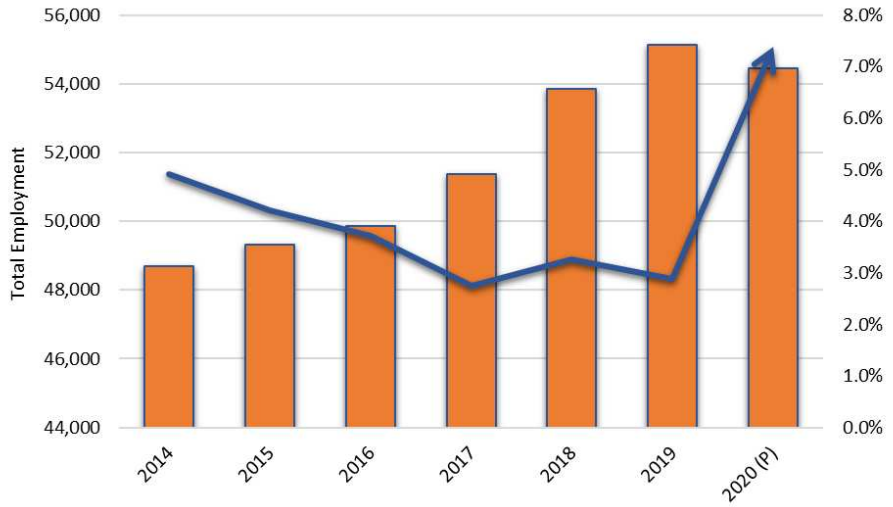


P = Provisional data

Employment data from 1990 to 2019 in Greeley MSA, which includes Weld County statistical area (*Figure 3.2*), demonstrates robust consistency in job growth over almost three decades until 2020. Unemployment rates show a general pattern of tighter labor markets of 2-5% unemployment with few peaks of over 6-9%.

Like most parts of the country, Greeley MSA shows an unprecedented drop in job numbers of 5% or 8,355 positions and a sharp rise in unemployment rates linked to the COVID crisis in 2020.

Figure 5.3: Annual Employment Total & Unemployment Rate City of Greeley, 2014 - 2020 (BLS)



P = Provisional data

Employment in the City of Greeley (non-MSA) increased by 6,800 jobs or 14.7% from 2014 to 2019 compared to 26,700 jobs or 19.2% in Weld County (MSA area). In 2020, the drop in job numbers was softer in Greeley, with the loss of 2,086 jobs or a 3.9% decline compared to 8,355 jobs lost or 5.0% for Weld County (*see Figure 5.3*).

Employment Growth

Job Growth *(Cont'd)*

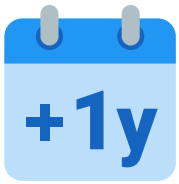
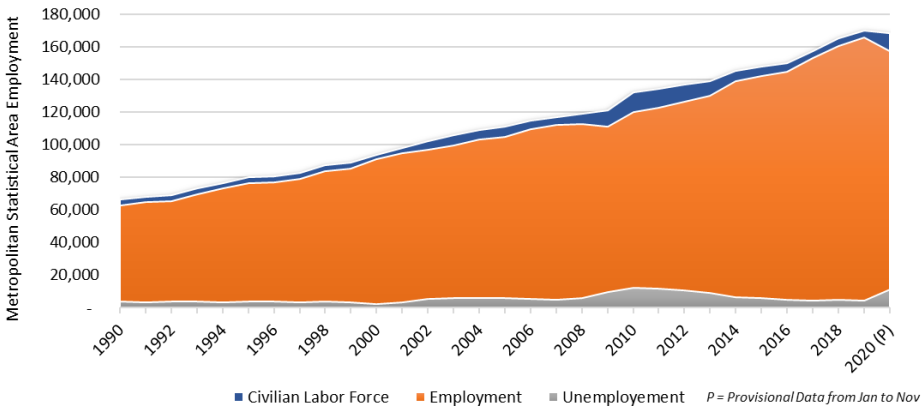


Table 5.1: Year-over-Year Workforce Comparison, Greeley MSA 2012 - 2020 (BLS)

Year	Civilian Labor Force	% Change	Employment	% Change	Unemployment Rate	% Change
2020	168,315	-1.5%	157,314	-5.7%	6.6%	---
2019	170,950	3.3%	166,800	4.4%	4.2%	57.7%
2018	165,552	3.3%	159,811	2.4%	3.5%	18.9%
2017	160,310	6.3%	156,034	6.3%	2.7%	29.6%
2016	150,860	3.0%	146,822	3.9%	2.7%	0.0%
2015	146,422	-0.3%	141,322	-0.1%	3.5%	-22.9%
2014	146,820	5.5%	141,479	7.4%	3.6%	-2.8%
2013	139,199	1.7%	131,770	3.6%	5.3%	-32.1%
2012	136,937	1.3%	127,186	2.4%	7.1%	-25.4%

From 2019 to 2020, 2,635 workers left jobs and reduced the Greeley MSA labor force (includes Weld County) by 1.5%. Although it is too soon to say, their reasons for optimism that the labor participation rate will probably recover. The 2020 COVID-related recession-hit public-facing retail, food, and consumer service workers the hardest and a vaccine-driven recovery will be critical. However, some older workers that left the labor market may never return to the labor force.

Figure 5.5: Annual Employment, Labor Force & Unemployment, Greeley MSA 1990- 2020 (BLS)



P = Provisional data

Figure 5.5 shows the relative share of the total civilian labor force compared to employment and unemployment from 1990 to 2020 in Greeley MSA. During the prior 2008-2013 recession, the recovery was relatively slow in absorbing unemployed workers. It will help track trends in the future, supporting a shift towards a broader range of employment sectors in Greeley will underpin the city's economic health and vitality.

Employment Growth

Job Housing Balance

Figure 5.5: Jobs to Housing Balance, Greeley, CO 2014 - 2020 (BLS)

** Ratio was corrected to reflect employment to housing ratio, not labor force.*
*** Preliminary data has been adjusted to include December 2019.*
(P) = Provisional data from Jan to Nov 2020.

The job housing balance is the ratio of a new residential unit built for every new job created. Primary employment centers like Greeley are expected to have a higher ratio of jobs to housing compared to bedroom communities. Figure 5.6 shows that the job housing balance ratio varies considerably by year.

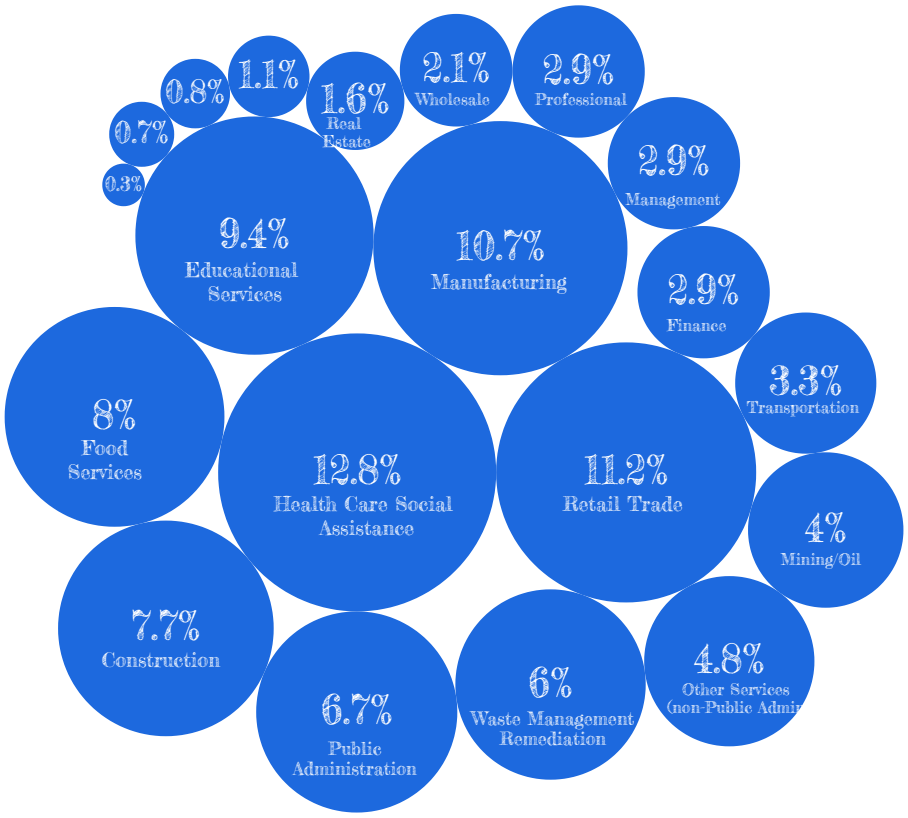
The average job to housing balance ratio in Greeley from 2014 and 2019 was 2.7, meaning that for every new residential unit built, 2.7 new jobs were created in the economy. In 2020 the impact of COVID-19 turned the job housing balance negative as jobs were lost and residential building slowed.

While the job housing balance is a useful indicator, it fails to reflect the quality of jobs created. Economic development typically prioritizes primary sector employment, consisting of high-wage paying jobs, health benefits, educational credentials or technical skills, and longer-lasting careers.

Employment Growth

Employment Industry

Figure 5.6: Employment Industry Distribution, Greeley, CO 2014 - 2019 (LAUS 2019)



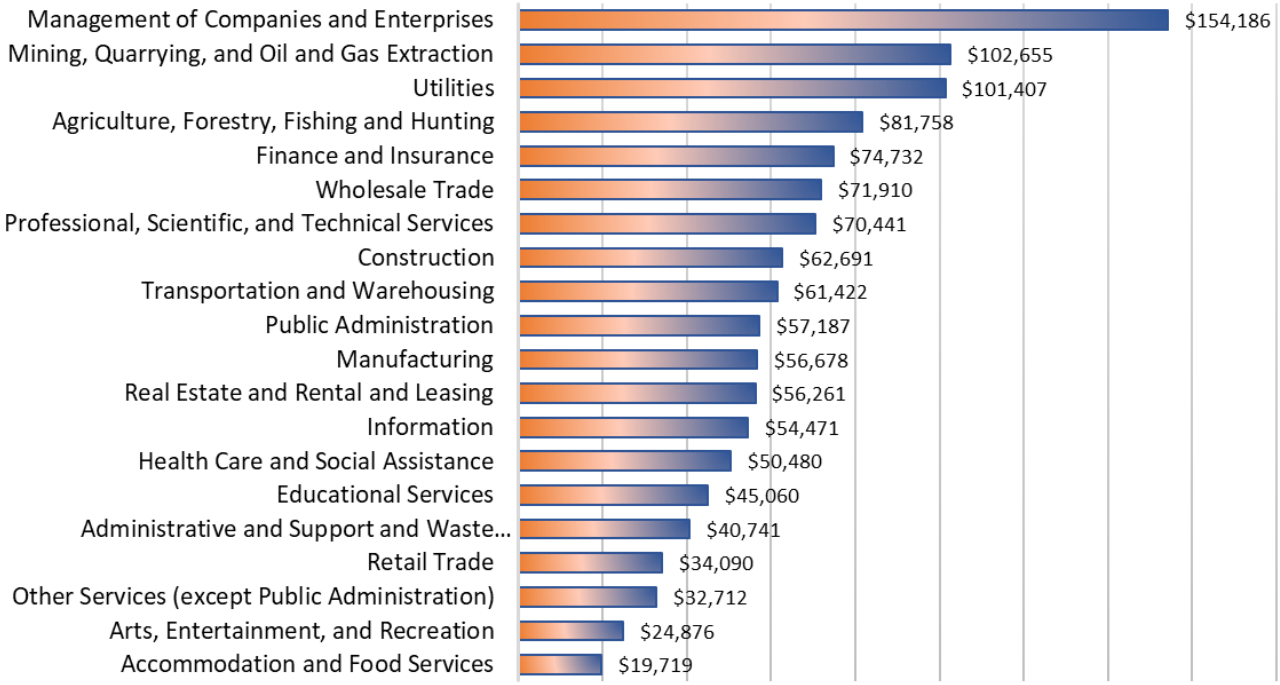
Greeley also shows an economy with employment growing fastest in white-collar service sectors such as healthcare and professional services. In contrast, the energy, agriculture, and food sectors grow at a steadier rate. Manufacturing continues to remain strong. Tech jobs in computer and IT occupations are included in the professional services and information sectors.

The top three employment sectors in 2020 were Health Care and Social Assistance at 12.8%, with Retail Trade and Manufacturing at around 11%. Industries with under 2% share of jobs include Arts, Entertainment & Recreation (1%), Agriculture, Forestry, Fishing and Hunting (1%), Information (1 %), and Utilities (.3%).

Employment Growth

Wage Growth

Figure 5.7: Average Annual Wage by Industry, Greeley, CO 2020 (Jobs EQ and BLS)



Tier 1 industries with the average wages of over $100,000 are (a) Management of Companies and Enterprises, (b) Mining and Quarrying, and Oil/Gas Extraction, and (c) Utilities. Interestingly, however, these industries have a small employment share in Greeley (*see Figure 5.7*).

Tier 2 high industries with average wages in the $70,000 to $80,000 plus range include (a) Agriculture, Forestry, Fishing and Hunting, (b) Finance and Insurance, (c) Wholesale Trade, and (d) Professional, Scientific and Technical Services.

Greeley's four-quarter average wage declined by $2,048 from 2019 to 2020. In Q4 2020, the average wage of $53,113 was down from $55,162 in Q4 2019, 3.7%.

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GLOSSARY

ArcGIS Community Analyst - is a web-based application located on a cloud-based mapping solution that provides easy-to-use and straightforward GIS capabilities to every user.

Arithmetical Increase Method - a method to calculate population statistics that have constant growth over a period of ten years. Typically they are not used for small cities, because it gives a lower value. Population forecasting is a method to calculate the future population of any city or region at the interval of "n" number of decade years.

Cohort – a group of people with a common characteristic.

Distribution – how something is shared out the amount a group or spread over an area or place. Metropolitan Statistical Area (MSA) - Metropolitan statistical area (MSA) is the formal definition of a region that consists of a city and surrounding communities linked by social and economic factors.

Economic squeeze – older individuals struggling financially and are forced to live with their parents sometimes for long periods.

Exponential function - n exponential function can describe growth or decay. The function g(x)=(12)x is an example of exponential decay. It gets rapidly smaller as x increases, as illustrated by its graph. In the exponential growth of f(x), the function doubles every time you add one to its input x.

Exponential-Logarithmic Model - Exponential and logarithmic functions are used to model population growth, cell growth, and financial growth, as well as depreciation, radioactive decay, and resource consumption, to name only a few applications.

External factors - External factors are elements that influence data results from the outside. These factors are often part of the economic, political, and social environment of the locations where the company operates.
Extraterritorial – beyond the limits of a city or country.

Great Recession, the - The Great Recession was a period of marked general decline (recession) observed in national economies globally between 2007 and 2009. The scale and timing of the recession varied from country to country.

Housing stock – the total number of houses, apartments, duplex, townhomes, etc., in an area.

Intercensal - In demographics, an means an of the population between official census dates with both of the census counts being known. Some nations produce regular intercensal estimates while others do not.

Job to housing balance ratio - refers to the distribution of employment relative to workers' distribution within a given geographic area. A community is considered balanced when these distributions are approximately equal or close to equal, but no greater than 2.7; when available, housing choices complement the available jobs' earning potential.

Projection - an estimate or forecast of a future situation or trend based on a study of present ones.

GLOSSARY

Recession - A recession is when a country's economy is doing poorly, for example, because the industry is producing less and more people are becoming unemployed.

Symptomatic Method - A method for combining sample survey data and symptomatic indicators to obtain population estimates for local areas such as building permits, deaths, births, or migration patterns.

Telecommute or telecommuting - work from home, using the Internet, email, and the telephone.

Vintage data - Each new series of data (called vintages) incorporates the latest administrative record data, geographic boundaries, and methodology. Therefore, the entire time series of estimates beginning with the most recent decennial census is revised annually, and estimates from different vintages of data may not be consistent across geography and characteristics detail. When multiple vintages of data are available, the most recent vintage is the preferred data. The vintage year (e.g., V2019) refers to the final year of the time series. The reference date for all estimates is July 1, unless otherwise specified.