

I-25 Subarea Plan

August 2003





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I-25 Subarea Plan

August 19, 2003

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Preface

In March 1997, the Fort Collins City Council adopted *City Plan*, as the new comprehensive plan for the community. The City of Fort Collins *Structure Plan*, a map showing the distribution of future land uses and transportation systems, was also adopted as a component of *City Plan*. This map identified the need for additional planning in the I-25 corridor and designated this area as the “I-25 Special Study Corridor.” In addition, *City Plan*’s chapter on Principles and Policies contained the following:

PRINCIPLE LU-4: More specific subarea planning efforts will follow adoption of these *City Plan* Principles and Policies which tailor *City Plan*’s citywide perspective to individual neighborhoods, districts, corridors, and edges.

Policy LU-4.5 Priority Subareas. The following areas have been identified as priority for future subarea planning:

- I-25 Corridor
- Mountain Vista Subarea
- East Mulberry Corridor
- Fossil Creek Reservoir Area

The *Fossil Creek Reservoir Area Plan* was adopted by the City Council on March 17, 1998, the *Mountain Vista Subarea Plan* was adopted on March 16, 1999, and the *East Mulberry Corridor Plan* was adopted on September 17, 2002. These three plans, along with the *Harmony Corridor Plan* (1995), established policies and land uses for areas west of I-25, thus, the *I-25 Subarea Plan*’s focus is primarily directed to areas east of I-25.

TWO I-25 CORRIDOR PLANS

Concurrent with the development of the *I-25 Subarea Plan*, (referred to as the “subarea plan” throughout this document), there was also a multi-jurisdictional cooperative planning effort to develop the *Northern Colorado Regional Communities I-25 Corridor Plan* (referred to as the “regional plan” throughout this document). The planning boundaries of these two efforts overlap. The regional plan studied the I-25 corridor from County Road 52 on the north to an area south of the Town of Berthoud, while the subarea plan studied the area from County Road 52 to County Road 32. The most significant difference between the two plans is the subarea plan deals with land uses in a more detailed manner than the regional plan because the regional plan is based on existing land use plans of the participating jurisdictions. The regional plan, limited in scope in dealing with land uses, focused on developing a set of design standards, a transportation element, and open lands/natural areas policies. The subarea plan includes the regional plan’s efforts, and then adds more details. The *Northern Colorado Regional Communities I-25 Corridor Plan* was adopted by the City of Fort Collins on November 20, 2001.

EXECUTIVE SUMMARY

Listed below are the key points, conclusions, and policies of the *I-25 Subarea Plan*:

- Due to the recent adoption of the *Mountain Vista Subarea Plan*, *Fossil Creek Reservoir Area Plan*, and *East Mulberry Corridor Plan*, along with the *Harmony Corridor Plan* (1995), the *I-25 Subarea*

Plan mainly deals with the area located east of I-25 from around the Prospect Road interchange on the south, to County Road 52 on the north, and County Road 5 on the east.

- No change to the City's Growth Management Area (GMA) boundary is proposed as a result of this plan.
- Two activity centers are identified for the subarea, one at the I-25/Mulberry Street interchange and the other at the I-25/Prospect Road interchange. The northeast quadrant of the I-25/Mulberry Street interchange is also planned for the potential location of a regional/community shopping center.
- Adjacent to I-25, employment and industrial districts are to be designed in such a manner as to maintain a perception of openness through the corridor. This will be achieved through the use of design standards, including setback requirements, maximum building frontage allowances, minimizing building heights, and proper management of floodplain areas.
- Secondary uses (retail and highway-oriented commercial uses typically permitted in industrial and employment districts) will be required to be set back at least 1/4 mile from I-25 in order to avoid the development of a "commercial strip" appearance along I-25.
- Low-density, detached single-family residential development is to be prohibited within 1/4-mile of I-25 through various means, including zoning patterns and land use restrictions. Development that creates new detached single-family lots in urban estate areas located between 1/4 and 1/2-mile from the I-25 right-of-way (ROW) shall utilize a clustering technique to concentrate housing away from the I-25 ROW, and to maximize views, preserve landscape features or open space, and provide a buffer to any adjacent industrial uses.
- Low-density, mixed-use neighborhoods are to be concentrated within 1/2-mile on either side of East Mulberry Street, east of I-25 (with the exception of the 80 acres located southwest of the Mulberry Street/County Road 5 intersection which are to be urban estate areas). The low-density, mixed-use neighborhoods could have densities as high as 8 dwelling units per acre, with affordable housing projects obtaining a density of 12 dwelling units per acre.
- The balance of the areas planned for residential uses are to be urban estate developments with a maximum density of 2 dwelling units per acre.
- The City's Resource Recovery Farm is to be preserved as open lands.
- The subarea is planned to eventually be served with multi-modal transportation options, including mass transit, bicycle, and pedestrian connections. A supplemental street system (sometimes referred to as a parallel street system) is recommended to facilitate movement within the subarea, thus, diminishing the need to utilize I-25 for short trips. Adjacent to I-25, the employment and industrial districts will be designed in such a manner to eventually obtain access from the supplemental street system, thus, minimizing the need to use the frontage roads.
- As required by the *Larimer County and City of Fort Collins Intergovernmental Agreement for the Fort Collins Growth Management Area (1980)*, most of the undeveloped land within the GMA is expected to annex prior to development. Thus when development does occur, such development will be subject to all of the provisions of the City's *Land Use Code* as well as the payment of the City's development impact fees.

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Chapter 1 – Introduction

1.1 PLANNING AREA

The *I-25 Subarea Plan*'s planning area includes approximately 4,860 acres (about 7.6 square miles) of land within the Fort Collins Growth Management Area (GMA) boundary. Approximately 2,128 (3.3 square miles), or about 43% of the 7.6 square miles of the planning area is currently annexed into the City. Eventually, all of the planning area is expected to annex to the City. The vision goals, principles and policies contained within this plan apply only to the 7.6 square mile planning area (see Vicinity Map on page 3).

1.2 PURPOSE AND CONTEXT OF THIS PLAN

City Plan establishes the foundation for the *I-25 Subarea Plan*. Specific *City Plan* Principles and Policies (LU-4 and LU-4.5) name the I-25 corridor as a priority for subarea planning efforts. This subarea plan is intended to help implement *City Plan* by tailoring general, citywide policies to this distinct, unique area along the city's eastern edge, therefore the *I-25 Subarea Plan* is subordinate to *City Plan*.

The regional plan (2001), also establishes a framework for the more detailed concepts addressed in this subarea plan. The regional plan establishes a vision of a unified quality of development, a framework supportive of a future multi-modal transportation network, and protection of significant natural areas and open lands within the corridor. This subarea plan builds on that vision, and establishes a framework for land use, transportation, and open lands decisions and investments for the future.

This subarea plan, as adopted, will be an element of *City Plan*. It was developed within the context of other existing City-authored plans, most notably the *Master Street Plan*, *Fossil Creek Reservoir Area Plan*, *Mountain Vista Subarea Plan*, *East Mulberry Corridor Plan*, and *Harmony Corridor Plan*. (See the Planning Subarea & Corridor Plans Map on page 4.)

1.3 PLANNING PROCESS

Technical Planning Team (TPT)

City staff, along with a planning consulting team (Clarion Associates and LSA Associates) formed a Technical Planning Team (TPT), aided by a Citizen Task Force (CTF). These groups together, aided

by public review and oversight from the Planning and Zoning Board and City Council, developed the *I-25 Subarea Plan*.

Citizen Task Force (CTF)

A Citizen Task Force helped with the development of this subarea plan by providing comments to the project's TPT on the various plan aspects and components. In order to avoid potential conflicts of interest, the CTF did not function as a recommending body to either City or County advisory boards and/or elected officials. Thus, during CTF meetings, no official votes were taken regarding any issues related to this plan, and therefore, there was no "consensus" opinion of the CTF members. Individual members expressed their own personal opinions at public meetings.

Citizen Participation

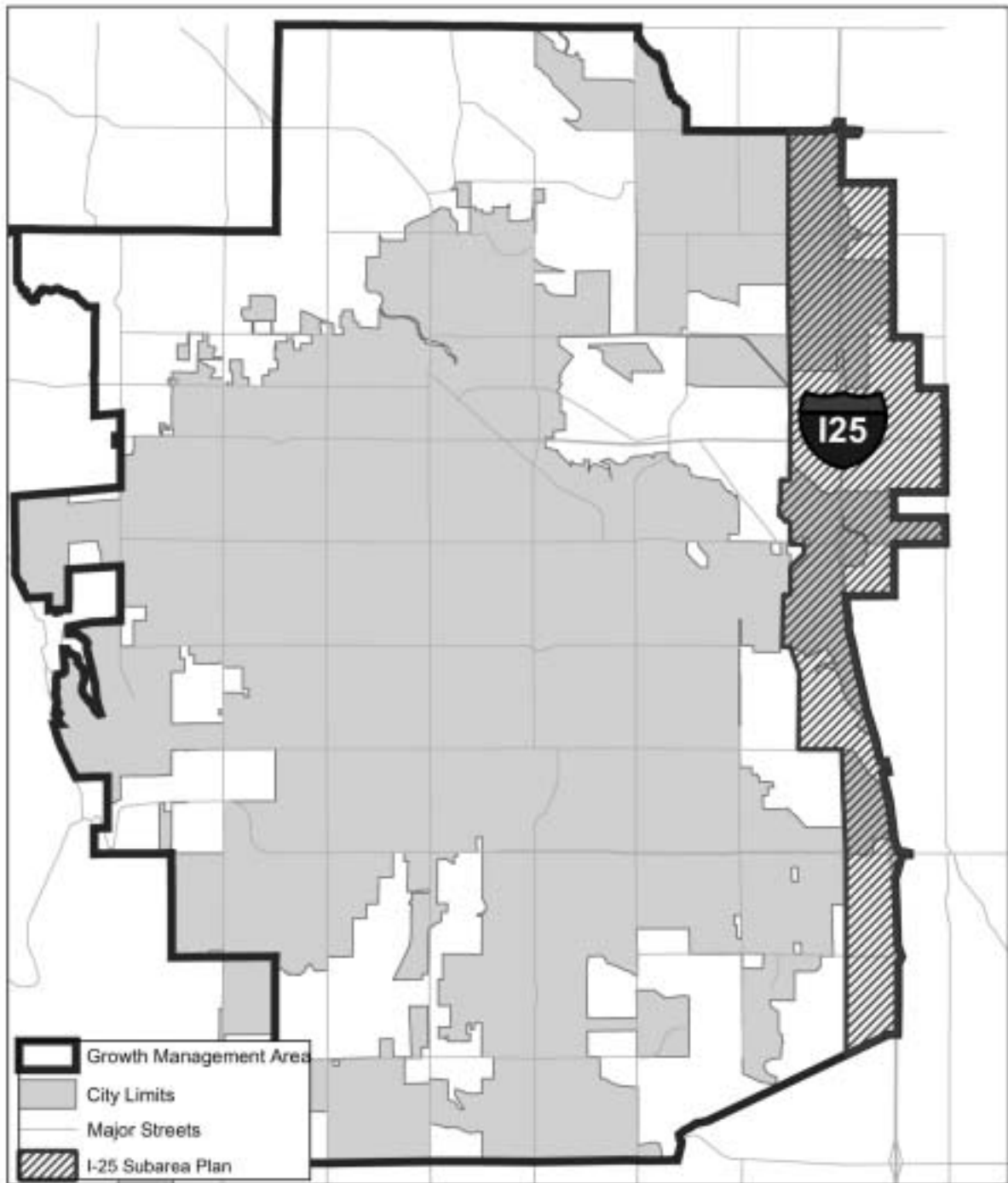
The City of Fort Collins is committed to a participatory planning process. Citizens were invaluable in contributing to the success of this plan. Many people made suggestions, provided critique and comments on various plan alternatives, and raised concerns that significantly changed each component of this plan.

The public involvement process was designed to be comprehensive and interactive. A variety of communications techniques were used to maintain dialogue with stakeholders throughout the process, including meetings with the general public and City and County boards and commissions.

Organization of this Plan

The *I-25 Subarea Plan* is organized to provide an overview of the plan and highlight key plan components. Plan chapters are:

- Chapter 2 - Existing Conditions Analysis
- Chapter 3 - Issues Identification
- Chapter 4 - Vision and Goals
- Chapter 5 - Land Use Plan
- Chapter 6 - Transportation
- Chapter 7 - Principles and Policies
- Chapter 8 - Implementation Recommendations



I-25 Subarea Plan

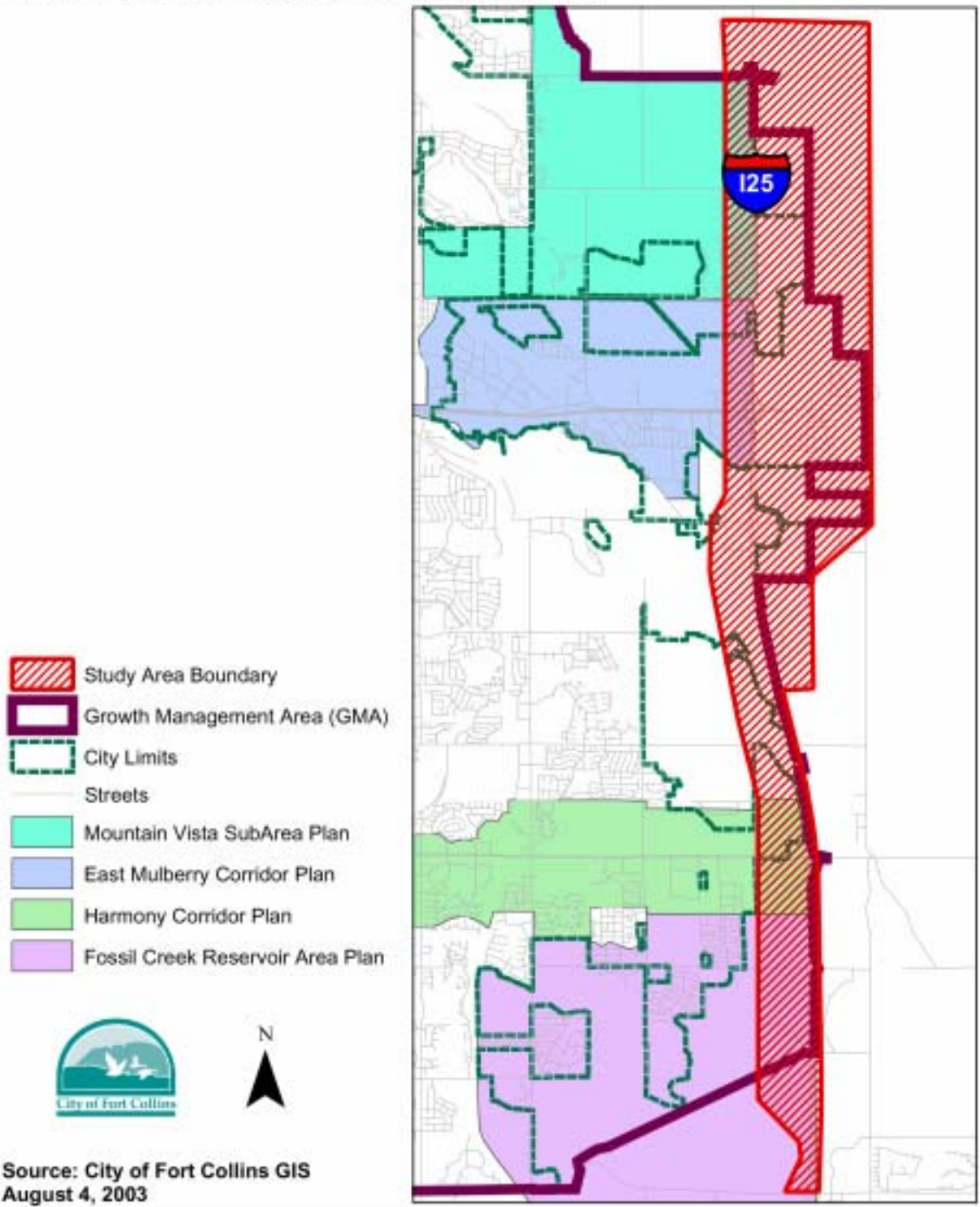
Vicinity Map

April 15, 2003



Fort Collins I-25 Subarea Plan

Planning Subarea & Corridor Plans Map





Chapter 2 – Existing Conditions Analysis

2.1 INTRODUCTION

This chapter provides a summary of the factors affecting development within the subarea, including existing conditions, facilities, services, and other relevant factors. These include existing land use patterns, existing zoning, infrastructure and services, and environmental conditions.

2.2 EXISTING LAND USE PATTERNS

The *I-25 Subarea Plan's* study area contains a varied land use mix, ranging from open space and agricultural lands to urban-level residential, commercial, and industrial development. The primary clusters of non-residential urban development include a mix of commercial and industrial uses at the I-25/Mulberry Street interchange, some limited commercial uses along the frontage road at the I-25/Prospect Road interchange, and urban residential development at Waterglen, located north of Vine Drive adjacent to I-25, and along Mulberry Street east of I-25. The Anheuser Busch brewery is located north of Mountain Vista Drive in the northwest portion of the subarea. The rural, agricultural character of the subarea has been retained to its northeastern portions. Existing land uses are illustrated on the Existing Land Use Map, page 8. Table 2-1, Existing Land Uses, provides a summary of the total amount of each land use in the subarea.

Table 2-1
Existing Land Uses

Land Use	Acres	Percent of Planning Area
Agriculture/Vacant	3,140	65%
Residential	520	11%
Commercial	260	5%
Industrial	350	7%
Public/Open Space	590	12%
Total	4,860	100%

2.3 EXISTING STRUCTURE PLAN AND ZONING PATTERNS

Existing Structure Plan

According to the City's Structure Plan Map on page 9, this subarea is envisioned as a series of areas of activity along the I-25 corridor. These areas of activity include the Harmony Road employment corridor, major employment and commercial uses at Prospect Road, existing commercial and industrial uses at I-25/Mulberry Street, and a major employment/industrial district with supporting commercial uses at Mountain Vista Drive. The *Structure Plan Map* incorporates several existing subarea plans, including the *Mountain Vista Subarea Plan* for the area north of Vine Drive and west of I-25, the *East Mulberry Corridor Plan* for the area south of Vine Drive to south of East Mulberry Street, and the *Fossil Creek Reservoir Area Plan* for the area south of County Road 36 and west of I-25 (See the Subarea & Corridor Plans Map, page 4). For the balance of the subarea, the 1997 version of the *Structure Plan Map* did not provide sufficient guidance for future land use decision-making. In fact, the entire corridor, including the areas of activity just discussed, were identified to be included in the area to be reviewed and planned in greater detail as a result of this subarea planning effort.

Existing Zoning

The subarea's current zoning pattern is shown on the Existing Zoning Plan Map on page 10. Most of the land area, located in unincorporated Larimer County, is zoned for agricultural and large-lot residential uses, (primarily in the southern and northern portions of the subarea). While properties near I-25, are zoned for commercial, employment, and industrial uses. Lands within city limits are zoned for a variety of urban uses, including commercial, industrial, employment, and urban density residential. The existing zoning pattern helps set an expectation among property owners and residents as to future land uses within the subarea. While existing zoning did not dictate future land uses, it was an important consideration in the development of the land use plan presented later in this document.

2.4 INFRASTRUCTURE AND SERVICES

Water Utilities

The East Larimer County Water District (ELCO) will likely serve the majority of the I-25 subarea. The ELCO service area is generally located north of County Road 40, and extends on both sides of I-25. Existing ELCO water lines are located throughout the subarea, with major facilities located along Mountain Vista Drive. Areas south of County Road 40 are within the Fort Collins-Loveland Water District service area. The City of Fort Collins Water Utility (FCWU) currently serves the Anheuser-Busch brewery via a 30-inch water line. At this time, no other development taps into this line. FCWU will likely serve the remaining Anheuser-Busch property, and possibly other areas in proximity to the 30-inch line. Since the majority of this subarea will be provided water service from ELCO, the costs of providing water service will conform to the policies and fees established by ELCO.

Sanitary Sewer

The majority of this subarea is under the jurisdiction of the Boxelder Sanitation District (BSD). BSD operates a wastewater treatment facility at the confluence of Boxelder Creek and the Poudre River, just south of Prospect Road. Since the majority of this subarea will be provided sewer service from BSD, the costs of providing sewer service will conform to the policies and fees established by BSD.

Stormwater Drainage

The majority of the subarea's land is north of the Poudre River, and is located in two drainage basins: Cooper Slough and Boxelder Creek. The Boxelder Creek and Cooper Slough drainage basins share a border and cover approximately 260 square miles. These two basins are interconnected. Floodwaters

from the Boxelder Creek basin can spill into the Cooper Slough basin upstream of Vine Drive, and continues draining from Cooper Slough into Boxelder Creek at Prospect Road, near the downstream end of the basins.

Generally rural with mostly agricultural uses, these basins are beginning to be subject to increasing development pressures both within this subarea and beyond the City's current GMA boundary. Early in 2002, City and County jointly mapped a new floodplain for this area as part of a comprehensive update of the *Stormwater Master Plan*. The new floodplain mapping reflects the higher rainfall standard that was adopted by City Council in 1999.

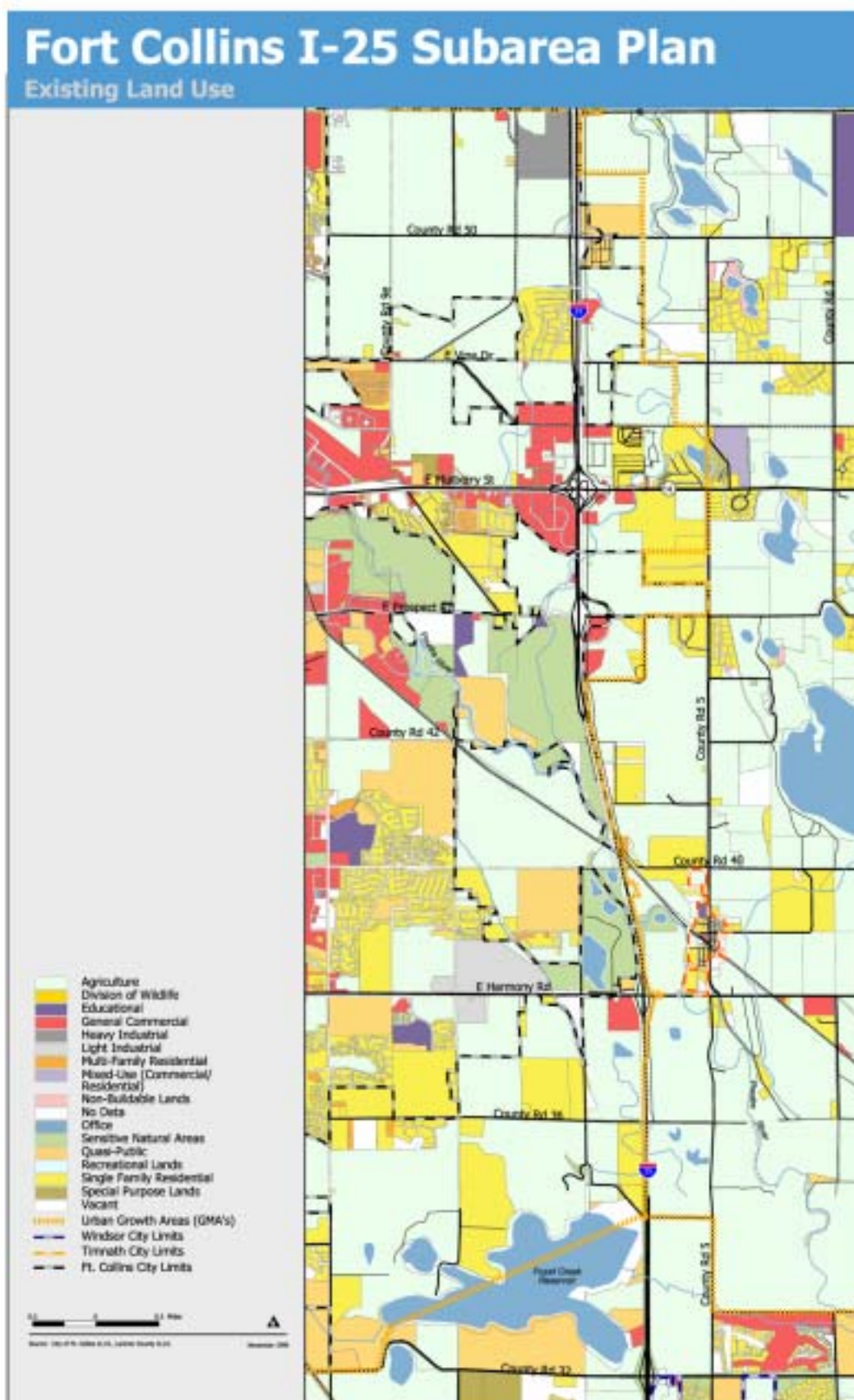
Boxelder Creek and Cooper Slough are both FEMA-designated floodplains and are subject to City floodplain regulations. The 1999 floodplain map, however, includes areas beyond the FEMA floodplain and these areas are considered to be in a City-designated floodplain. New development and critical facilities in these newly mapped areas are also governed by City floodplain regulations. As the citywide *Stormwater Master Plan* is being developed during 2003, the City is also reviewing the regulations governing floodplains.

Poudre School District

All of this subarea is within the Poudre School District (PSD). PSD owns a 110-acre site within the subarea at the northwest corner of Prospect Road and County Road 5. This parcel is a potential site for a school or a school district related use (e.g., athletic fields). PSD also owns two other sites in close proximity to, but outside of, the subarea. One site is located on County Road 5 approximately one mile south of Prospect Road, while the other is located about 1-1/2 miles west of I-25 on Mountain Vista Drive.

2.5 ENVIRONMENTAL CONDITIONS

The ecological setting for this subarea has been significantly altered by human activity, and is characterized by flat croplands, channelized watercourses, and nodes of existing commercial, industrial, and residential development. Two major watercourses bisect the subarea: the Poudre River and Boxelder Creek. Both contain areas of 100-year floodplain, as well as wetlands that have been identified as medium to high importance. The City has acquired significant lands along the Poudre River corridor for protection as natural areas. Other resources along the Poudre and Boxelder corridors will need to be protected as future development occurs. These areas will primarily be protected by the standards contained in the City's *Land Use Code*, specifically Division 3.4 which contains environmental, natural area, recreation, and cultural resource protection standards, including buffer zone standards for natural habitats and features. See the Environmental Conditions Map on page 11.



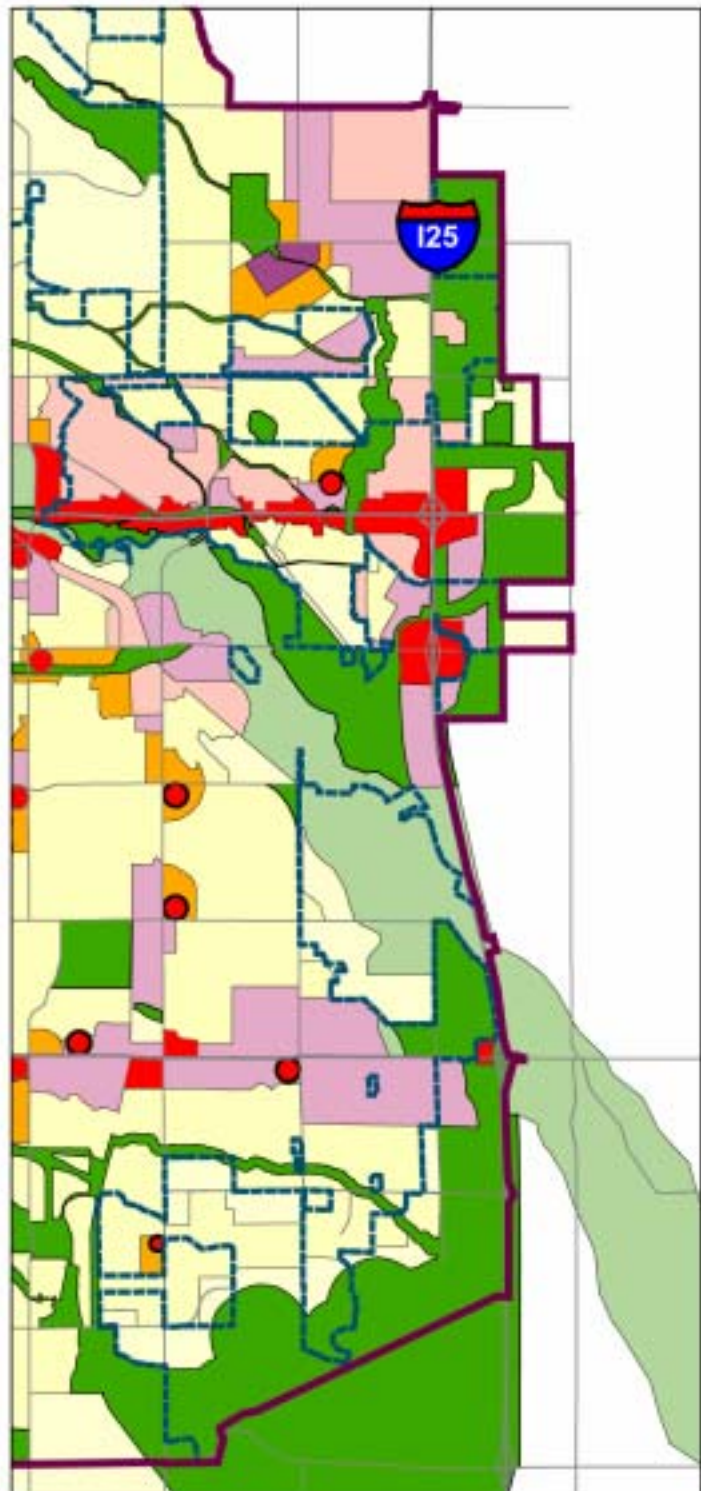
Fort Collins I-25 Subarea Plan

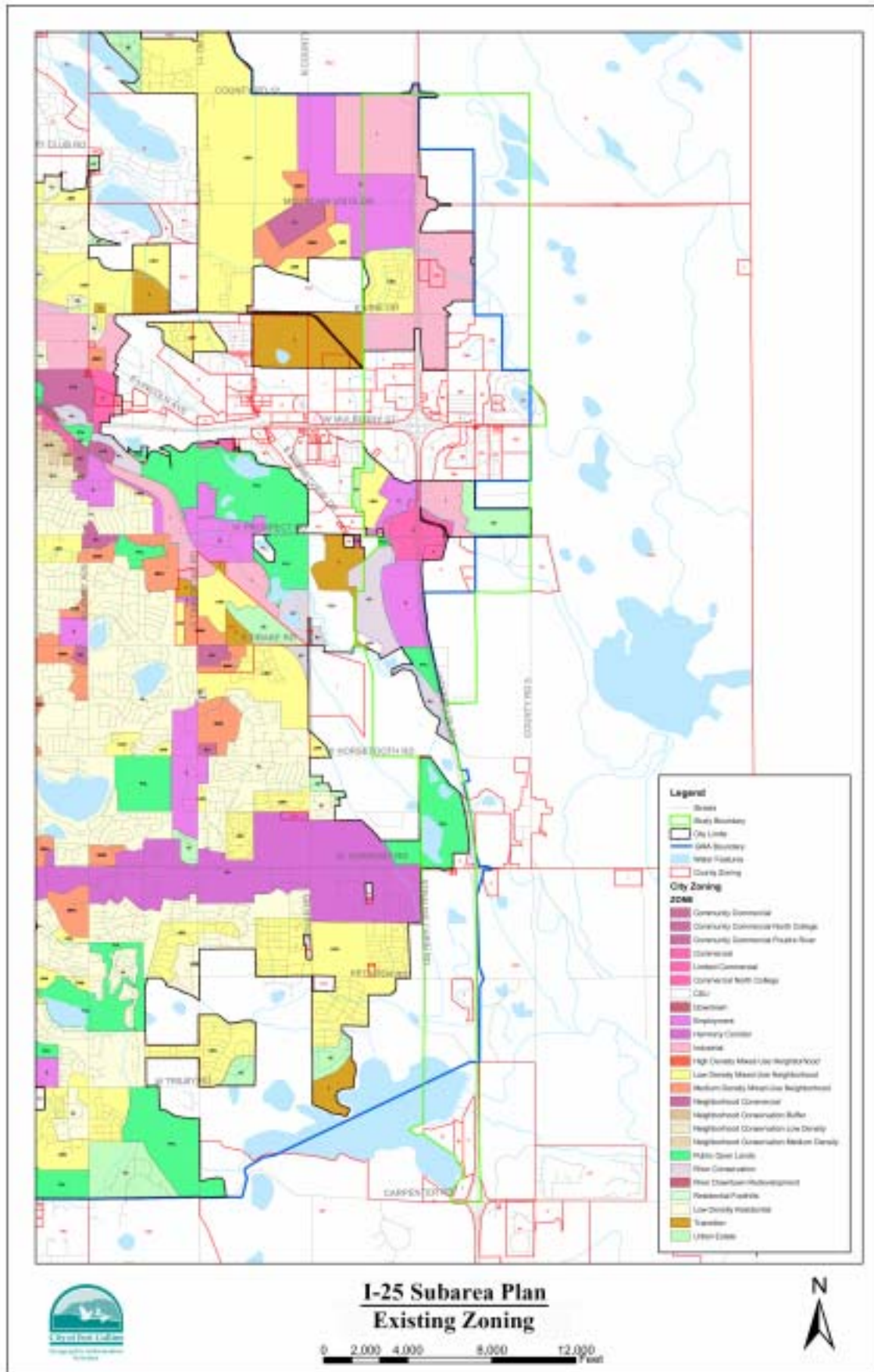
Structure Plan

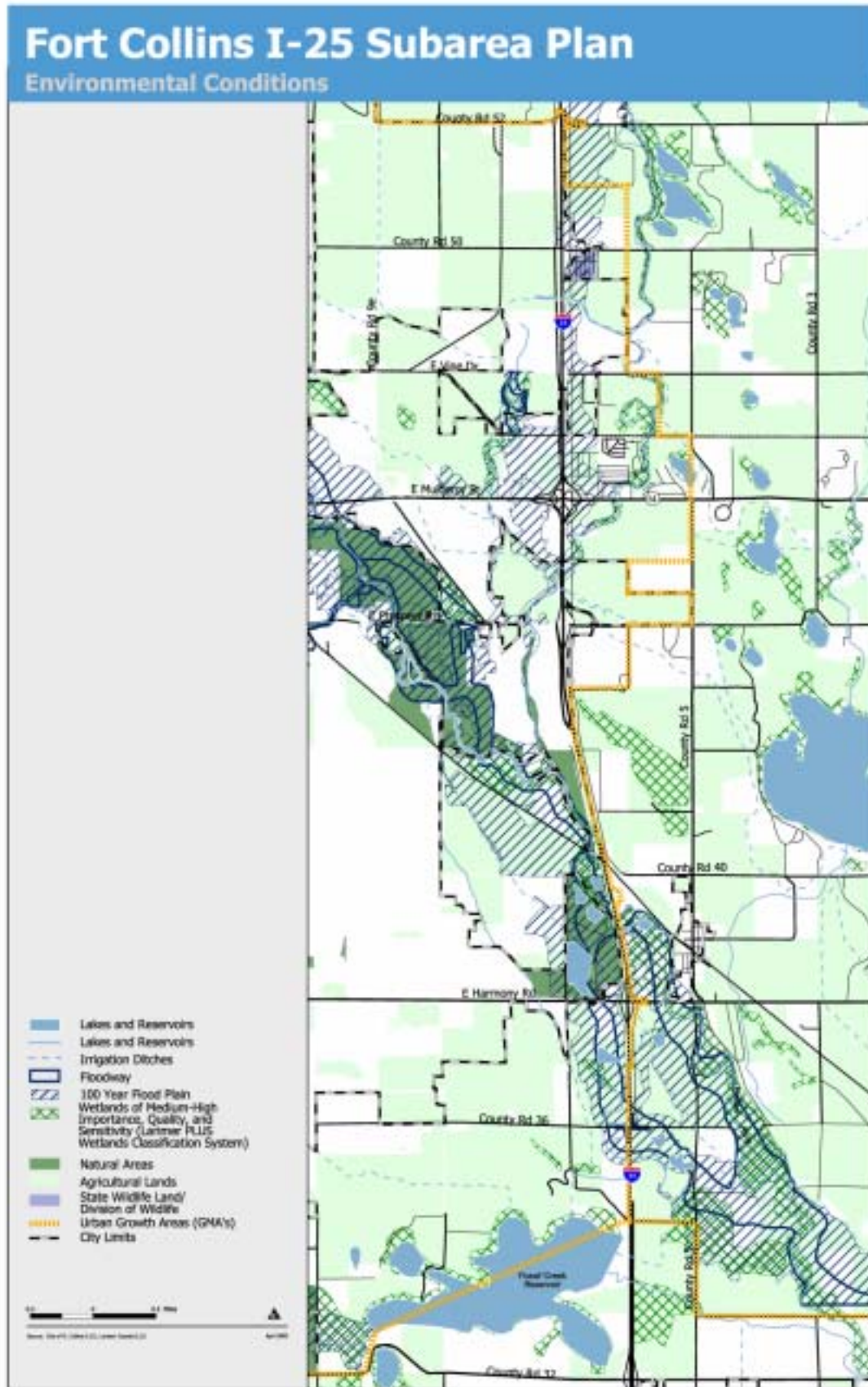
-  Growth Management Area (GMA)
-  City Limits
-  Major Streets
-  Commercial Corridor District
-  Campus District
-  Neighborhood Commercial Center
-  Downtown District
-  Existing Neighborhood Commercial Center
-  Employment District
-  Industrial District
-  Low-Density Mixed-Use Residential
-  Medium-Density Mixed-Use Residential
-  Community Commercial District
-  Poudre River Corridor
-  Rural/Open Lands and Stream Corridors
-  Urban Estate



Source: City of Fort Collins GIS
August 4, 2003









Chapter 3 - Issues Identification

3.1 INTRODUCTION

Planning presented a number of opportunities and challenges requiring creativity in order to develop and implement a shared vision for this subarea's future pattern of development. An important step in the planning process was to define the issues. Clear definition of the issues accomplishes two primary objectives. First, clearly-defined issues will ensure the community generally agrees on the problems needing to be addressed, and what values are shared or conflicting for the subarea. Second, the issues will define the basis for evaluating solutions developed during the process. The following discussion of issues defines the key questions addressed during the development and evaluation of alternatives.

3.2 LAND USE

Pattern of New Development

With the exceptions of Anheuser Busch brewery, commercial and industrial development around the I-25/Mulberry Street interchange, and pockets of residential development located within the city limits and in unincorporated areas, little development activity has occurred within the subarea to date. One of the key issues addressed during the planning process was to determine the locations where new development should be promoted or restricted, with particular emphasis on the role of residential development in the subarea. The *Northern Colorado Regional Communities I-25 Corridor Plan* promoted both the concept of "activity centers" to be the focal points for intense mixed-use development and use of alternative modes of transportation. The decision of specific locations of these activity centers falls to this plan.

Existing Land Uses

As noted above, the subarea contains pockets of existing development in unincorporated areas. Some these areas include commercial and industrial uses, particularly those located along Mulberry Street. Residential uses are located in other areas, particularly east of I-25 along Mulberry Street, and west of I-25 in the Waterglen development on Vine Drive. The type and location of new land uses in the subarea will have to take existing land uses into consideration, particularly in those areas where existing uses may potentially limit or be affected by new development.

Land Use Conflicts

Because of the subarea's diversity of both existing and future land use patterns, the potential exists for conflicts between industrial/employment/commercial corridor development, residential development, rural land uses, and open land preservation. This plan and its policies will need to consider mechanisms for avoiding or minimizing these conflicts wherever possible.

Employment Centers

The subarea is adjacent to several existing major employment districts (Mulberry, Prospect, and Harmony corridors) as well as areas previously slated for new major employment opportunities. This plan must consider how new employment centers will fit into the subarea's overall land use pattern.

Agricultural Activities

The subarea contains significant areas of existing agricultural activity, particularly to the north. Throughout this planning process, consideration will be given to relating existing agricultural activity to the vision for this subarea. Working with the Larimer County Agricultural Advisory Board, the planning process will prioritize the preservation of continued agricultural uses and how and where it is to be preserved.

Transitional Areas

The subarea contains several regions best characterized as "transitional areas". Planning for these areas should consider how the transition between developing urban areas and existing rural areas should be handled. Should the transition be handled as a "hard edge", with distinct contrasts between urban and rural land use patterns, or should it be a "soft edge", with a feathering of densities and development intensity between areas?

3.3 TRANSPORTATION

Local Roadway Network

This plan must determine what local roadway network improvements will be necessary to serve the subarea in the future, and how frontage roads and parallel roadways will affect the local roadway network. In particular, this plan must determine what changes to the *Master Street Plan* to recommend supporting the subarea's vision, and what the right-of-way (ROW) requirements are needed for future expansion. Future streets will conform to the City's *Master Street Plan* and other transportation related policies, standards, and fees of the City and/or County implemented through intergovernmental agreements or mutually adopted documents, such as the *Larimer County Urban Areas Street Standards*.

Travel Modes

This plan must take into consideration the modes of travel to be accommodated within the subarea, and the development and design requirements for these modes. Consideration must be given to connections with existing and planned transit, pedestrian and bicycle networks, and incorporation of planned Park-n-Ride facilities at County Road 32, and other possible locations, and the existing intermodal transit facility at Harmony Road and I-25.

3.4 ENVIRONMENT

Preservation of Natural Resources

This planning process must determine what opportunities exist to expand natural areas and to contribute to regional linkages. The specific questions to be considered include where, how much, and how should natural resources be preserved. As a secondary aspect of this planning process, consideration must be given to how City-owned lands will fit into natural resource preservation objectives for the subarea.

Drainages, Wetlands and Water Courses

This subarea includes portions of the Poudre River corridor, as well as other watercourses, drainage areas, and wetlands. This plan must consider how this vision for the I-25 corridor relates to the vision for the Poudre River corridor. Other considerations include how drainages, wetlands, floodplains, flood fringes, and watercourses should be preserved, and how they will be integrated into new development.

3.5 COMMUNITY IMAGE AND DESIGN

Urban Design/Built Character

This plan should consider what the subarea's ultimate design and built character should be. In order to achieve the desired character, this plan should consider what design guidelines or standards should apply to the subarea's new development and redevelopment.

Interchange Area Development

The subarea includes all of the major gateways and corridors into Fort Collins via I-25. Consideration should be given to how the character and design of commercial areas, especially at Prospect Road and Mulberry Street, relate to community entranceways. Also, consideration of which interchanges are appropriate to become the location of activity centers, the focal points for intense mixed-use development and alternative modes of transportation is highly important.

3.6 COORDINATION AND IMPLEMENTATION

Approved Development and Zoning

This subarea includes, or is adjacent to, a number of jurisdictions, including Larimer County, Timnath, and Windsor. This planning process should identify any conflicts between this plan's goals and the approved or pending development and local zoning in these jurisdictions, and then determine how these conflicts can be resolved.

Land Use Policies

This subarea overlaps with several existing City plans and policies, including *City Plan*, *Fossil Creek Reservoir Area Plan*, *East Mulberry Corridor Plan*, *Mountain Vista Subarea Plan*, and *Harmony Corridor Plan* (see the Planning Subarea & Corridor Plans Map, on page 4). This planning process will need to consider how to deal with policies and regulations conflicting with this plan's goals.

I-25 Subarea versus I-25 Regional Goals

The regional plan, completed in May 2001, was adopted by City Council as an element of *City Plan*. The subarea plan will need to consider how its goals should be balanced with the regional plan's goals.

Funding and Financial Realities

This subarea's development is expected to generate significant needs for infrastructure facilities and services. This plan must take these needs into consideration, and recognize most actions will need funding. The primary objective is to determine if the vision and goals are realistic and financially possible.



Chapter 4 - Vision and Goals

4.1 CITY PLAN VISION

City Plan's vision focuses on what the community will be like over the next twenty years, based on the belief that properly-managed growth and change can expand the opportunities for us and for future generations, without negatively impacting the desirable attributes of the city and its surroundings. As envisioned by *City Plan*, our community will have a compact land use pattern, consisting of a primary, vital downtown and other supporting districts that serve as focal points and centers of activity, and a variety of pleasant residential neighborhoods and places, linked by inviting streetscapes, walkways, and open lands.

4.2 I-25 SUBAREA PLAN VISION

This plan's vision and goals reinforce and demonstrate the intent of *City Plan* while addressing more area-specific issues associated with the I-25 subarea.

The vision describes the subarea's general overall land use scenario at build out.

This subarea will have a well-planned and well-designed mixed-use corridor along I-25. The subarea will be recognized for its open spaces, Poudre River corridor, and green belt buffers along I-25, and well-preserved views of the western mountains. This subarea will be a place where commercial businesses thrive and residential uses are well integrated.

This subarea will be unique to Fort Collins, combining a mix of uses including residential and commercial development, and open lands in a way that is not seen elsewhere in the city. Care will also be given to incorporating land use patterns in the subarea into the larger Fort Collins community. The development pattern will be clearly thought out, allowing for a compatible mix of uses, both existing and planned, while avoiding the wall-to-wall commercial development commonly seen elsewhere along interstate corridors. Walkways, streetscapes, and public areas will be inviting due to their attractiveness and their pedestrian orientation and scale.

This subarea's commercial uses will combine a variety of business types and sizes, allowing for a range of commercial activity and job opportunities. This subarea will have planned commercial and employment centers, as well as areas for smaller business operations. Residential neighborhoods will provide a variety of housing types and price ranges, and will be mixed-use in nature, allowing residents to meet daily needs within the subarea. Most new residential development will be of an urban estate density (maximum 2 units per acre) to provide a land use

transition from the edge of the GMA to rural uses outside the GMA. Areas outside the GMA will remain under the control of County land use planning and zoning regulations.

This subarea's transportation network will be well-balanced and safe, providing direct connections between various uses within the subarea as well as to I-25 and other local and regional areas. Walkways, bike paths, and efficient transit systems, with stops at focal points, will provide alternative transportation choices for visitors as well as subarea employees and residents.

The subarea's significant views and other natural resources will be preserved. Where appropriate, open lands will be incorporated into the subarea, this includes substantial greenbelts along I-25, helping to preserve the existing rural character.

4.3 I-25 SUBAREA PLAN GOALS

The goals set a direction for future planning decisions about particular aspects or parts of the vision. Similar to *City Plan's* format, these goals lead to the next step in realizing this plan – developing more specific principles and policies, which form the foundation a plan's implementation.

The *I-25 Subarea Plan's* goals, listed below, either 1) establish concepts not previously addressed in *City Plan*, or 2) reinforce *City Plan* concepts if useful or helpful. Those subarea-related goals sufficiently addressed in the Community Goals section of *City Plan*, are not repeated in this plan. For a full understanding of this subarea's goals, please also refer to *City Plan*.

The community goals for this subarea are organized into six categories:

- Land Use
- Transportation
- Community Image and Design
- Economy
- Housing
- Environment
- Open Lands
- Growth Management

These categories are organized to make it easier to translate the goals into specific strategies over time. Most of the goals have implications that overlap into other categories.

Land Use

- | | |
|----------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Goal LU1 | This subarea will have a sensible land use pattern that promotes a compatible mix of uses. |
| Goal LU2 | The land use characteristics of areas within this subarea will be determined by the availability of public facilities and services, adequately meeting the needs of the type of land use. |
| Goal LU3 | Existing and new development within this subarea will be effectively integrated with each other. |

- Goal LU4 This subarea will have well-integrated, residential neighborhoods, providing a variety of housing types and price ranges.
- Goal LU5 This subarea's land use plan will clearly define areas that are appropriate for rural land uses, and those areas that are appropriate for urban land uses.

Transportation

- Goal T1 This subarea will have an interconnected transportation network, not dependent on I-25 for local and sub-regional travel destinations.
- Goal T2 The transportation network will incorporate options for both north-south and east-west travel corridors to accommodate new development without unduly burdening existing roadways.
- Goal T3 Employment, residential, and business areas will be designed to encourage transit, pedestrian, and bicycles modes of travel, as well as providing for safe and efficient vehicular circulation.
- Goal T4 The location and funding for subarea interchange improvements will be incorporated into state and federal funding programs for critical nodes along I-25.
- Goal T5 The subarea's transportation system will include east-west connections independent of I-25 interchange locations, to provide for good interconnections between areas east and west of I-25.

Community Image and Design

- Goal CD1 This subarea's developed areas will have attractive, high quality design, and will avoid the appearance of the pattern of strip commercial development from I-25 and other major roadways.
- Goal CD2 This subarea's design and development shall establish a distinct identity, reflecting the role of this area as a gateway to Fort Collins and to the Northern Colorado region from the north.
- Goal CD3 This subarea will have gateways providing a distinctive identity at highway entryways into Fort Collins.

Economy

- Goal E1 Planned commercial and employment centers, creating economic development opportunities, will be an integral part of this subarea, providing a broad range of employment opportunities for its residents.

Housing

- Goal H1 This subarea will include some areas planned for developments utilizing the City's Urban Estate Neighborhood classification. This limits density to a maximum of 2 units per acre, to provide a transition between areas of urban development and adjoining, unincorporated rural areas.

Environment

- Goal ENV1 Significant natural features will be preserved and development will be successfully integrated with the subarea's natural features.

Open Lands

- Goal OL1 This subarea's important view corridors and vistas will be protected and enhanced by incorporating greenbelts along I-25, serving as a buffer and helping preserve the character of natural areas and vistas.

Growth Management

- Goal GM1 This plan's goals will be coordinated with the goals of other communities in the subarea region, including Larimer County, Timnath, and Windsor.
- Goal GM2 This plan will be consistent with the *Northern Colorado Regional Communities I-25 Corridor Plan*.
- Goal GM3 New subarea development will only be allowed where adequate public facilities and services are available or are planned and funded, including transportation, storm drainage, water and wastewater utilities, police, fire, and emergency services.
- Goal GM4 The provision of subarea infrastructure will be coordinated between the City of Fort Collins and the districts providing these services.
- Goal GM5 This plan will coordinate with Poudre School District regarding proposed school sites and projected needs of the community.



Chapter 5 – Land Use Plan

5.1 INTRODUCTION

The *I-25 Subarea Plan* Proposed Land Use Plan, shown on page 26, represents an integrated pattern of existing and future land uses, a transportation system, and a network of open lands establishing a pattern for growth in this part of the city. This plan will be incorporated directly into the overall *Structure Plan* map, which is part of *City Plan*.

Key elements of the subarea's Land Use Plan include employment and industrial districts, new and existing residential neighborhoods, and commercial areas. These elements will be linked by a system of transportation corridors designed to provide a high level of connectivity without relying on the adjacent I-25 for local and intercity travel. Industrial and employment districts will be located primarily within 1/4-mile of I-25, and will provide locations for primary and services-related jobs. A set of specific design standards, for development for the industrial and employment districts, will require appropriate setbacks, buffering, and other design features ensuring development is high quality and is mitigated from I-25. Secondary uses, typically permitted in industrial and employment districts, will require a setback of at least 1/4-mile from I-25, in order to avoid the development of a "commercial strip" appearance. Also, detached single-family residential uses will need to be set back at least 1/4-mile from I-25.

5.2 LAND USE PLAN OBJECTIVES

- **Build on *City Plan* and the *Northern Colorado Regional Communities I-25 Corridor Plan* as a Foundation for Planning.** The *I-25 Subarea Plan* is intended to provide a clear direction and level of detail for the vision contained in *City Plan* to be implemented in this area of the city. The regional plan was adopted by the City as an element of *City Plan*, and sets a framework for development patterns and quality, transportation networks, and open lands for the entire I-25 corridor, which includes this subarea.
- **Designation of Activity Centers.** This plan designates activity centers along I-25 at the Prospect Road and Mulberry Street interchanges. These centers are intended to evolve into concentrated areas of mixed-use development with high visibility, increased levels of activity, and more integrated appearances. In addition, the northeastern quadrant of the I-25/Mulberry interchange is planned as a potential location for a regional/community shopping center.
- **Balanced Transportation System.** This plan incorporates a balanced transportation system encompassing automobile, transit, bicycle, and pedestrian needs. This subarea will eventually be served by a north/south roadway system, set back a distance of 1/4 to 1/2-mile from the I-25 ROW, providing continuous, efficient north/south movement for local traffic between

activity centers, employment areas, and residential neighborhoods. Due to the existing development and geological/natural areas limitations, this network is primarily located on the eastern side of I-25.

- **Integrated Open Space.** This plan incorporates a network of open lands, trails, and watercourses into future land use areas.
- **Major Employment Centers.** The subarea's northern portion, anchored by Anheuser Busch brewery, concurs with the *Mountain Vista Subarea Plan*, and will serve as a major center of employment, supported by nearby residential neighborhoods and commercial areas. Other important areas include existing employment and commercial areas located to the north and south of Mulberry Street.

5.3 LAND USE CLASSIFICATIONS

Table 5-1 estimates the acreage and potential development occurring under each land use category, based on assumptions regarding likely densities and other factors.

Table 5-1
I-25 Subarea Plan Land Use Area and Estimated Population

Land Use	Gross Acres ₁	Residential Acres ₂	DU/Acre ₃	Dwelling Units ₄	Total Population ₅
Residential					
Rural/Open Lands	740	444	0.45	200	490
Existing Rural Subdivisions	70	70	Varies	24	59
Vacant Urban Estate	455	273	2.0	546	1,376
Existing Low Density Mixed-Use Neighborhoods	190	114	5.0	570	1,397
Subtotals	1,905	1,422		2,727	6,134
Non-Residential					
Commercial Corridor	545				
Employment	530				
Industrial	715				
Subtotal	1,790				
Public/Other					
River and Stream Corridors	540				
City-Owned Natural Areas	625				
Subtotal	1,165				
Total Gross Acres	4,860				

Assumptions

¹ **Gross Acres** is the total amount of land on the map in each land use classification. Note that this includes lands within the 7.6 square mile I-25 Subarea Plan planning area boundary.

² **Residential Acres** is an adjusted amount of land assumed to be available for residential development. This represents the amount of land in gross acres adjusted to account for land that will be used for neighborhood parks, schools, houses of worship, neighborhood centers, drainage ways, and other non-residential uses that are typically a part of neighborhoods. An adjustment factor of 0.6 (60%) was used for residential areas shown on this subarea plan.

Except for the amount of land located in Existing Rural Subdivisions and Existing Low Density Mixed use neighborhoods, the "Residential Acres" figure is multiplied by the density number shown in the 4th column of this table to forecast the number of dwelling units.

³ **DU/Acre** is the number of dwelling units that is permitted by the City's *Land Use Code*. For areas designated a Low Density Mixed-Use Neighborhood, this figure is a minimum average of 5 dwellings per acre; for Urban Estate, this figure is a maximum of 2 dwelling units per acre. Areas that are designated as Rural/Open Lands are calculated at a maximum of 2.29 acres per dwelling, which is equivalent to the density that is permitted by Larimer County's *Land Development Code*.

⁴ **Dwelling Units** are calculated by multiplying net acres by DU/acre for each land use category.

⁵ **Population** is calculated by multiplying the number of dwelling units by the average number of persons per household, which is estimated at 2.45 persons in Fort Collins.

In Chapter 2, Table 2-1 Existing Land Uses, indicated that there were 3,140 acres in agricultural use or were otherwise vacant. Table 5-1 shows the distribution of land uses in various categories, according to the Land Use Plan. Table 5-2 presents the distribution of the 3,140 existing acres of agriculture/vacant land according to the Land Use Plan.

Table 5-2
Distribution of Existing Agricultural/Vacant Land

Land Use	Acres
Residential (all types)	1,385
Commercial	285
Industrial/Employment	895
Public/Open Space	575
Total	3,140

Rural Subdivisions (Existing)

The Rural Subdivisions classification includes areas of existing rural density residential development, with houses typically located on 2 1/2-acre or larger lots. No changes to the existing character of existing rural subdivisions will be initiated as a result of this plan. The purpose of their inclusion in this plan is to acknowledge their presence as part of the community and an existing characteristic of the subarea.

Urban Estate Neighborhoods

The Urban Estate classification is intended to allow for choices of very low density and large-lot housing in the community, and to provide a physical transition between urban development and rural/open lands. Most of the undeveloped areas, designated for residential development in this plan, are classified as Urban Estate areas, having a maximum allowable gross density of 2 dwelling units per acre (a cluster development plan could allow a development density of 5 units per acre, providing at minimum of 50% of the parcel remains as open space). These areas provide for a transition between the higher intensity commercial and industrial uses, located adjacent to I-25, and the larger lot residential developments east of County Road 5.

Low Density Mixed-Use Neighborhoods

The Low Density Mixed-Use Neighborhood classification represents, for the most part, existing residential neighborhoods developed in the County, and located within 1/2-mile both north and south of East Mulberry Street, which includes some manufactured housing developments. The Mulberry Street corridor is more urban than other portions within the subarea, and the proposed densities of 5 to 8 units per acre in the Low Density Mixed-Use Neighborhood classification are in keeping with existing development. Two undeveloped properties, east of I-25, are included in the low density neighborhood classification; one (35 acres) is located north of East Mulberry Street immediately east of the Cloverleaf Mobile Home Park, and the other (45 acres) is located within a 1/2-mile south of East Mulberry Street, with its western border adjacent to Boxelder Creek.

Commercial Corridors

The Commercial Corridors classification is intended to provide for a wide range of community and regional retail uses, as well as offices, business and personal services. The majority of Commercial Corridor areas, near the I-25/Mulberry Street interchange, are fully-developed, whereas areas near the I-25/Prospect Road interchange are, for the most part, undeveloped. While this classification is typically the location for highway business and auto-related uses, it also presents opportunities over time to transform existing developed areas into mixed-use (including residential), multi-modal centers, concurring with the overall community vision for Fort Collins.

Employment/Industrial Districts

Located in the vicinity of Mulberry Street, industrial and business users, along with Anheuser Busch brewery, establish the core of future industrial and employment uses in the subarea. All planned employment/industrial areas east of I-25 are located within 1/2-mile of I-25, with most being located within 1/4-mile of I-25.

River and Stream Corridors

Protection of this subarea's riparian areas, including those found along Cooper Slough, Boxelder Creek, and the Poudre River, are an important element of this plan. This plan urges these areas remain in their natural state as river and stream corridors.

City-Owned Natural Areas

The City has land holdings in the southern portion of the subarea, along Boxelder Creek and the Poudre River. These will help form a system of open lands, an integral part of this plan.

Proposed Open Space

The Proposed Open Space classification includes an area, of approximately 150-acres, currently owned by the City Utilities Department, known as the Resource Recovery Farm. This plan recommends protecting it as open space. Preservation of a portion of this property would add to adjacent, open space areas already owned by the City.

5.4 ZONING PLAN

The zoning plan sets the stage for implementation of the Land Use Plan by indicating how properties should be zoned upon annexation to the City, or providing guidance for the rezoning of properties already inside city limits. Presented below is a brief description of the zoning districts shown on the Proposed Zoning Plan Map, page 27.

UE – Urban Estate:

A large lot, residential zone allowing a maximum density of 2 dwelling units per acre.

RL – Low Density Residential:

A district for single-family, residential subdivisions where the minimum lot size is greater than 6,000 square feet in size.

LMN – Low Density Mixed-Use Neighborhood:

A predominantly low density, residential zone allowing complementary and supporting non-residential land uses that serve a neighborhood. A variety of housing types are allowed, including single-family, multi-family, and manufactured housing, at density ranges between 5 and 8 dwelling units per acre.

Supporting uses can include child care centers, convenience retail stores, personal and business service shops.

POL – Public Open Lands:

A zone applied to City-purchased parcels for natural resource protection or open lands purposes.

RC – River Conservation:

A zone for the conservation and protection of the predominantly undeveloped land in the Poudre River corridor. Residential development is permitted on parcels greater than 40 acres.

C – Commercial:

A district for the location of community and regional retail uses, offices, and personal and business services. This zone also permits creative forms of housing.

HC – Harmony Corridor:

A zone specifically established to implement the land use vision and design concepts of the *Harmony Corridor Plan*, predominantly a location for major employment uses with limited supporting commercial/retail and residential supporting uses.

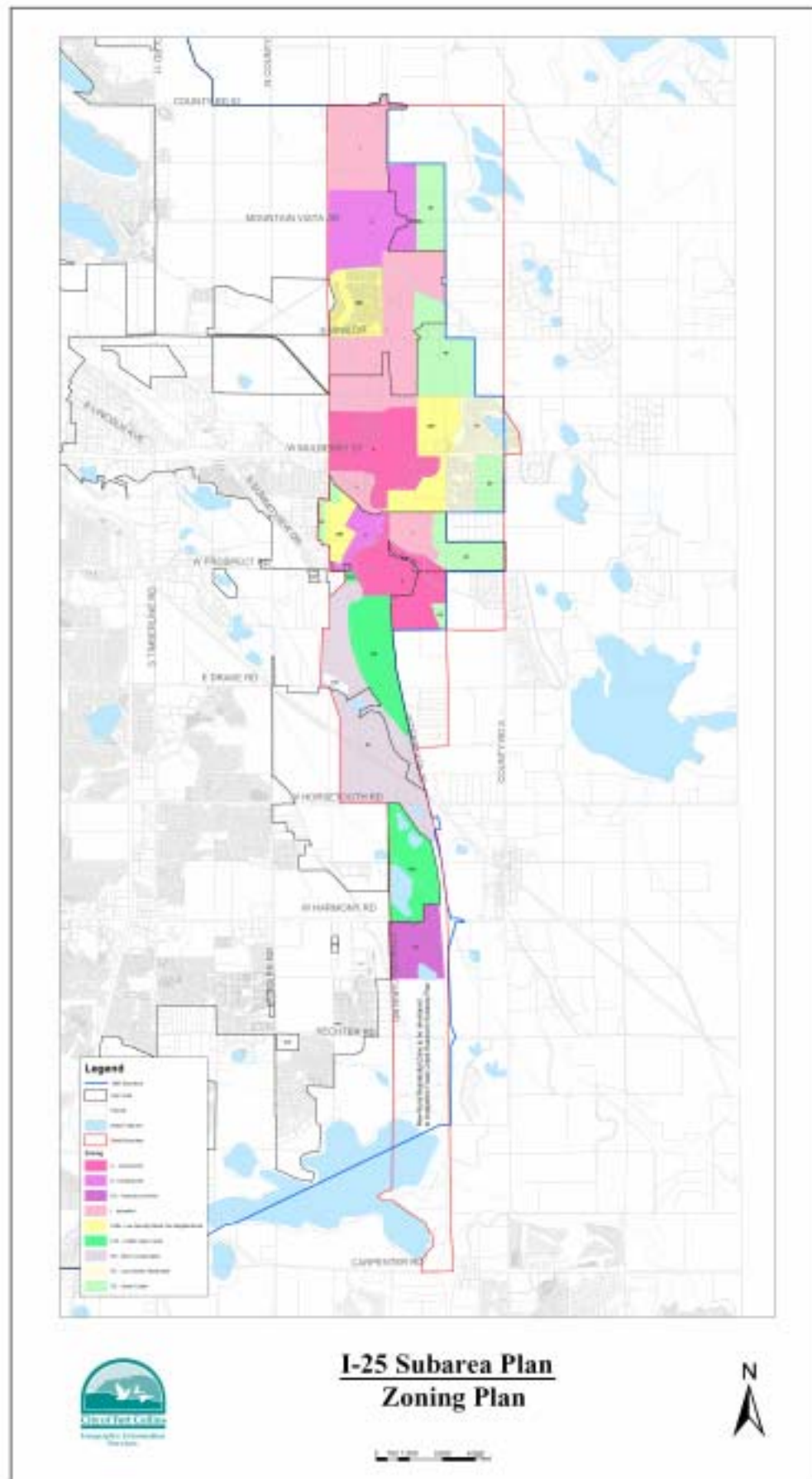
E – Employment:

A district for the location of light industrial, research activities, offices and institutions. Supporting uses, such as hotels, restaurants, convenience shopping, child care and housing, are also permitted. Supporting uses will not be allowed within 1/4-mile of I-25.

I - Industrial:

A zone for the location of manufacturing, warehousing and distribution, indoor and outdoor storage, and a wide range of commercial and industrial operations. Supporting uses such as convenience shopping, child care and housing are also permitted. Supporting uses will not be allowed within 1/4-mile of I-25.







Chapter 6 – Transportation Plan

This subarea's future transportation needs are directly affected not only by land use intensity, but by city, county, and regional transportation systems (existing and planned). As land use intensifies within this subarea, demands for a wider range of transportation system improvements will also increase. The subarea's transportation system analysis was prepared in close coordination with the Land Use Plan, as land use and transportation are inextricably linked.

The analysis was based on the City's *Master Transportation Plan* and the *North Front Range Regional Transportation Plan*, which includes forecasts for future travel patterns and volumes for the region. These plans help form the basis of the City's *Master Street Plan* (MSP). The MSP represents the ultimate roadway infrastructure needs for the GMA. The transportation analysis also incorporated several concepts identified and recommended as part of the regional I-25 plan.

The proposed transportation system improvements described in this chapter are generally consistent with the MSP. This plan, however, recommends some modifications to the MSP based on land use intensification and concurrence with transportation concepts contained in the regional I-25 plan.

6.1 EXISTING TRANSPORTATION SYSTEM

This subarea is currently served by a network of roadways, primarily providing access to Fort Collins via I-25 as well as developed and undeveloped areas of Larimer County. West of I-25, this subarea is served by several urban arterials, including Mulberry Street, Prospect Road, and Harmony Road. Timberline Road is a north-south urban arterial, running parallel to I-25, approximately two miles to the west. County Road 52, Mountain Vista Drive, Vine Drive, and Carpenter Road are currently two-lane paved rural roads. Currently most of this subarea's roadways, east of I-25, are two-lane paved rural roads. A portion of County Road 32, just east of I-25, is designed and operated more as an urban arterial entry into Windsor and northeastern portions of Loveland. County Road 5 is a north-south two-lane paved rural road. Currently north-south travel is largely restricted to frontage roads along both sides of I-25, with the exception of County Road 5, running along the east boundary of this subarea.

Presently the subarea is serviced by 5 interchanges along I-25, including Carpenter Road, Harmony Road, Prospect Road, Mulberry Street, and Mountain Vista Drive. The Harmony Road interchange was improved and upgraded in 1999.

The subarea's bicycle facilities are currently very limited, with on-street lanes contained on major east-west roadways and no facilities located on north-south roadways, except for Timberline Road, west of I-25. Similarly, the subarea's pedestrian facilities are for the most part limited to areas recently

developed within the city limits. At this time, no regular transit service exists to this subarea. The nearest transit service is Transfort Route 14, servicing the Mulberry Street corridor area west of I-25.

6.2 TRANSPORTATION PLANNING PROCESS

The transportation planning process is summarized below.

Traffic Forecasting

Future subarea traffic was forecasted by combining future traffic levels (projected in the area specified in the North Front Range Regional Travel Model) with vehicle trips (estimated at build-out of this plan). Each major alternative of land use patterns, evaluated during this planning process, was modeled to provide ongoing evaluation of resulting traffic changes.

These transportation analysis zones, (part of the North Front Range Regional Travel Model) were further disaggregated in order to provide a more sensitive analysis of the land use variables of each of the developed alternative plans. Roadway system Level of Service (LOS) performance was estimated by completing a TransCAD model run for each land use alternative.

Modeling exercises for these various land use scenarios reflect a common theme of increased demand on the existing I-25 and County Road 5 roadways, as well as on major east-west arterials feeding the I-25 subarea. This reflects not only increased intensity of uses within this subarea, but also an increase in regional travel demand as a result of projected high-intensity land uses in the Windsor/Loveland Crossroads subarea, south and east of County Road 32. Within this subarea, relatively few improvements, beyond those currently identified in the *Master Street Plan*, are necessary to accommodate mobility for the preferred land use scenario. Most major recommended improvements occur east of I-25, where currently very little urban roadway infrastructure exists or is planned for improvement.

6.3 STREET NETWORK AND FUNCTIONAL CLASSIFICATIONS

The Recommended Roadway Network Map, on page 33, shows the future arterial and collector street network for this subarea. Street typologies are based on the functional classification system in the City's *Master Street Plan*.

The basic concept of the street network for this subarea includes a system of north/south roadways to serve development on either side of I-25, as well as enhanced east/west connections to I-25, as shown on the Proposed Corridor Improvements Map on page 34, recommended subarea street improvements, currently identified on the *Master Street Plan* include:

- Improve Mountain Vista Drive west of I-25 to a 4-lane arterial roadway
- Improve Mountain Vista Drive east of I-25 to County Road 5 to a 2-lane arterial roadway
- Improve Vine Drive west of I-25 to a 4-lane arterial roadway
- Improve Vine Drive east of I-25 to County Road 5 to a 2-lane arterial roadway
- Improve Mulberry west of I-25 to a 6-lane major arterial roadway
- Improve Prospect Road west of I-25 to a 4-lane arterial roadway
- Improve Harmony Road west of I-25 to a 6-lane major arterial roadway
- Improve Carpenter Road west of I-25 to County Road 5 to a 4-lane arterial roadway
- Improve Timberline Road between Vine Drive and Harmony Road to a 6-lane major arterial roadway
- Improve Timberline Road between Harmony Road and Trilby Road to a 4-lane arterial roadway
- Improve Timberline Road south of Trilby Road to a 2-lane arterial roadway

Recommended subarea street improvements **not** currently in the *Master Street Plan* include:

- Improve CR 36 east of I-25 to County Road 5 to a 2-lane arterial roadway
- Improve Mulberry east of I-25 to County Road 5 to a 4-lane arterial roadway
- Improve Prospect Road east of I-25 to a 4-lane arterial roadway
- Improve Harmony Road east of I-25 as a 4-lane arterial roadway
- Add new north-south 2-lane collector roadway between County Road 52 and Vine Drive
- Add new redirected frontage road (2-lane collector roadway) between Vine Drive and Mulberry
- Extend Carriage Parkway south from Kitchell Way to Prospect Road as a new 2-lane collector roadway
- Improve County Road 5 between Mulberry and CR 32 as a 4-lane arterial roadway including a realignment that bypasses the Town of Timnath

These improvements are recommended as a result of increased land use intensities within the I-25 corridor and subarea. As this demand is largely driven by increased land use intensities within the corridor and north Front Range region, it is anticipated that new development and re-development will pay for its proportionate impacts to the transportation infrastructure.

Several other potential future roadway improvements proximate to this subarea within the I-25 corridor have been identified as part of the regional plan. These improvements are not necessarily a financial responsibility of the City of Fort Collins. Transportation infrastructure improvements outside the GMA boundary are the financial responsibility of either Larimer or Weld Counties, or, if on the state highway system, Colorado Department of Transportation (CDOT). These potential future improvements will be examined more in-depth and systemically with the updating of the *Transportation Master Plan*, scheduled for adoption November 2003.

6.4 INTERCHANGE IMPROVEMENTS

This subarea plan assumes major improvements will be needed at most of the interchanges along I-25. Other than the 1999 improvement of the Harmony Road interchange, each of the remaining interchanges will eventually need to be replaced or improved in order to accommodate anticipated levels of traffic and maintain safe conditions. Some improvements, such as for the Mulberry interchange, have already been proposed and are programmed in the *2025 Regional Transportation Plan*. Other interchanges, including Carpenter Road, are included in the recently completed *Crossroads Boulevard Subarea Traffic Study*. Specific improvement requirements for other interchanges, including Prospect Road and Mountain Vista Drive, have not been identified. Vine Drive is shown on the *Master Street Plan* as a potential future location for an additional interchange.

Interchange improvements are the responsibility of CDOT, and must be approved as part of the Federal 1601 interchange improvement process. Improvements must meet guidelines and warrants for interchange spacing and location. Interchange improvements will likely be required as a result of general growth of the Fort Collins community and the Northern Colorado region as a whole. Subarea development pressures, however, may exacerbate the need for future improvements and as such would be required to contribute funds proportionate to their impacts.

6.5 BICYCLE ROUTES

All arterial, minor arterial, and collector streets will be designated as having on-street bicycle routes, connecting neighborhood, commercial, and employment areas to other land uses both within and outside of this subarea. A regional trail connection is also planned serving to connect several northern Colorado communities. Subarea bike facilities would connect with this future regional trail, providing

excellent connectivity throughout region. See the Recommended Bike & Transit Network Map on page 35.

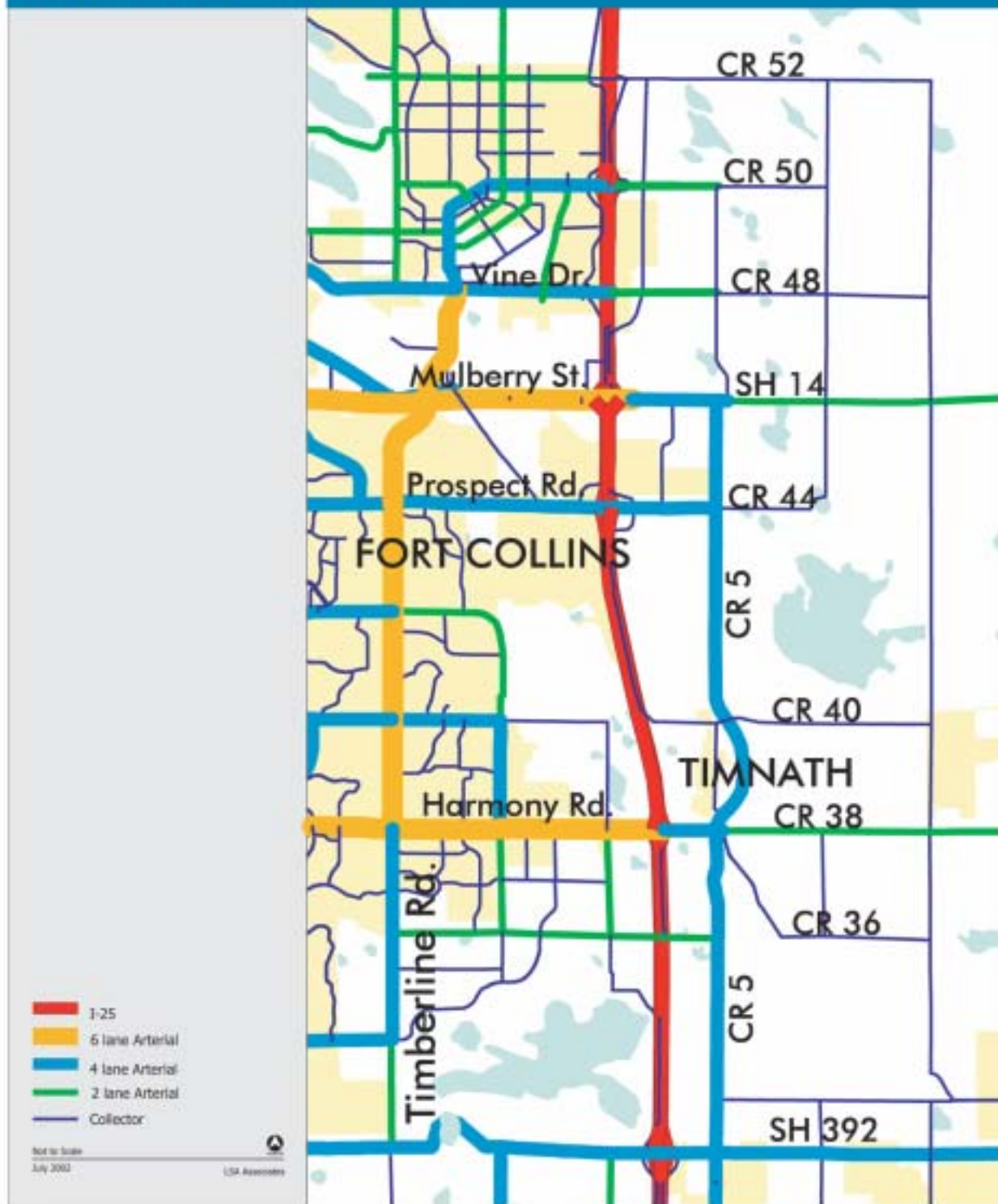
6.6 TRANSIT SERVICE

In 1999, the *North Front Range Transportation Alternatives Feasibility Study* (TAFS) was completed. This study evaluated future travel demand requirements along the I-25 corridor between Fort Collins and Denver. TAFS recommended a number of improvements including the implementation of a commuter rail system, serving regional and inter-regional and commuter travel. The system as envisioned by TAFS would initially extend along the I-25 corridor from Denver to Loveland, with an eventual continuation to downtown Fort Collins. TAFS also recommended regional and feeder bus service to provide connections to the regional rail facility.

This subarea's transportation plan embraces the findings of TAFS for commuter rail. The transportation plan is supportive of the development of an interconnected regional and local transit system and bicycle connections as essential steps. Transit services, within the subarea, will be provided consistent with the 2010 Transit Service Levels identified in the *Transfort Strategic Plan* (2002). As land use intensifies within the subarea, future analysis will determine appropriate transit service. The subarea will likely contain additional transit center/park-n-ride facilities located at or near I-25 interchanges. An existing transit center is located on Harmony Road, just west of I-25. See the Recommended Bike & Transit Network Map on page 35.

Fort Collins I-25 Subarea Plan

Recommended Roadway Network



Fort Collins I-25 Subarea Plan

Proposed Corridor Improvements

Assumptions:

- Long-term Master Street Plan Improvements
- 2020 Transit Plan service
- NFRTPS recommendations for commuter rail service*
- No additional lanes on I-25*

Proposed Master Street Plan Changes:

New Roadways

- N/S Collector from CR 52 to Vine
- N/S redirected frontage road from Vine to SH14
- N/S extension of Carriage Parkway to Prospect

Widened Roadways

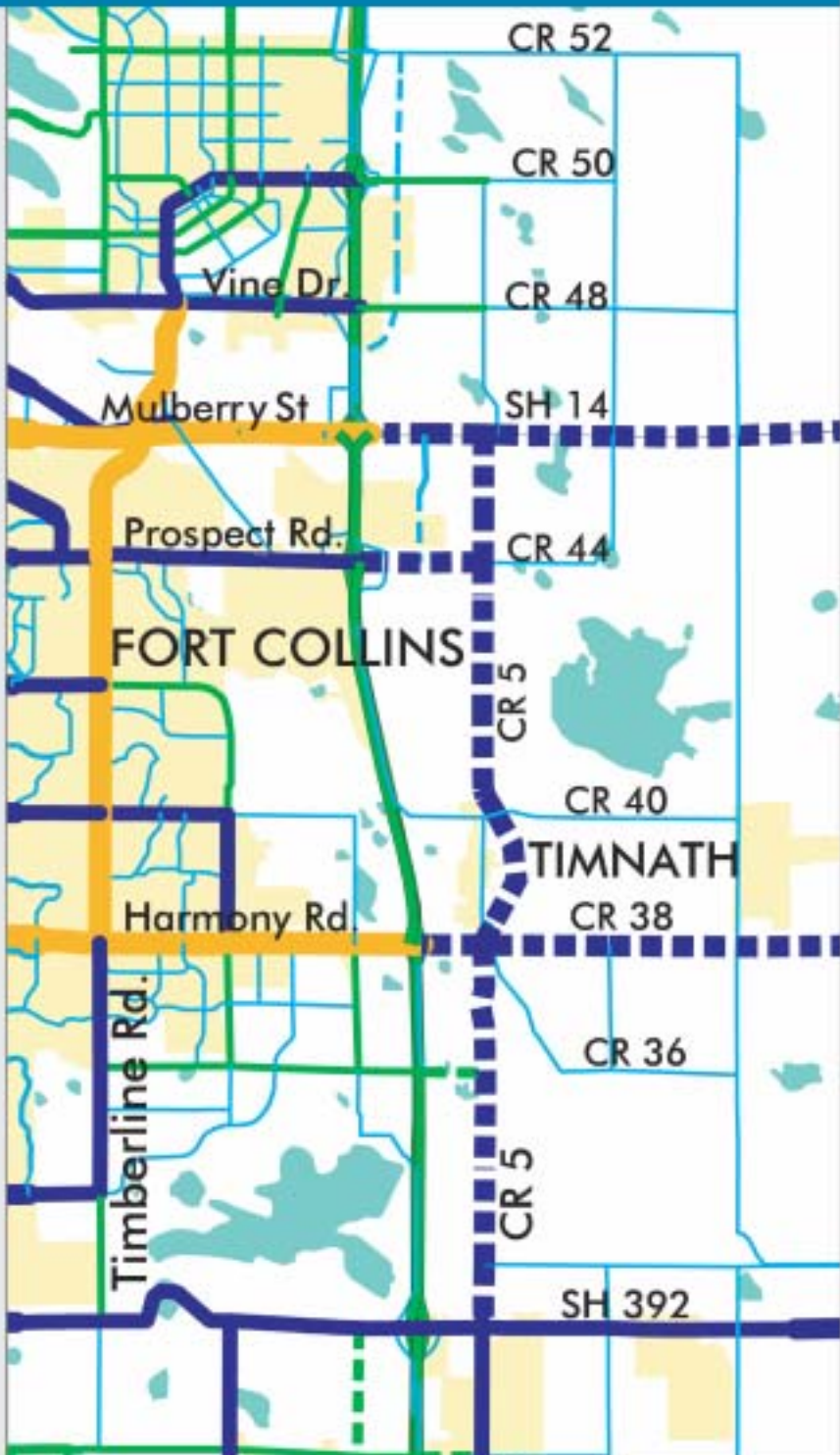
- Mulberry/SH 14 from I-25 to LCR 5-4-lane Arterial
- CR 5 from SH 14 to Crossroads-4 lane Arterial
- Prospect from I-25 to LCR 5-4 lane Arterial
- CR 36 from I-25 to LCR 5-2 lane Arterial
- Harmony from I-25 to LCR 5-4 lane Arterial

*Pending CDOT I-25 EIS, Fall 2003

- Arterial 2 lanes
- Arterial 4 lanes
- Arterial 6 lanes
- Collector
- I-25
- One-Way Arterial
- - - Prop. Collector
- - - Proposed 2In Art
- - - Proposed 4In Art
- - - Proposed 6In Art
- Other

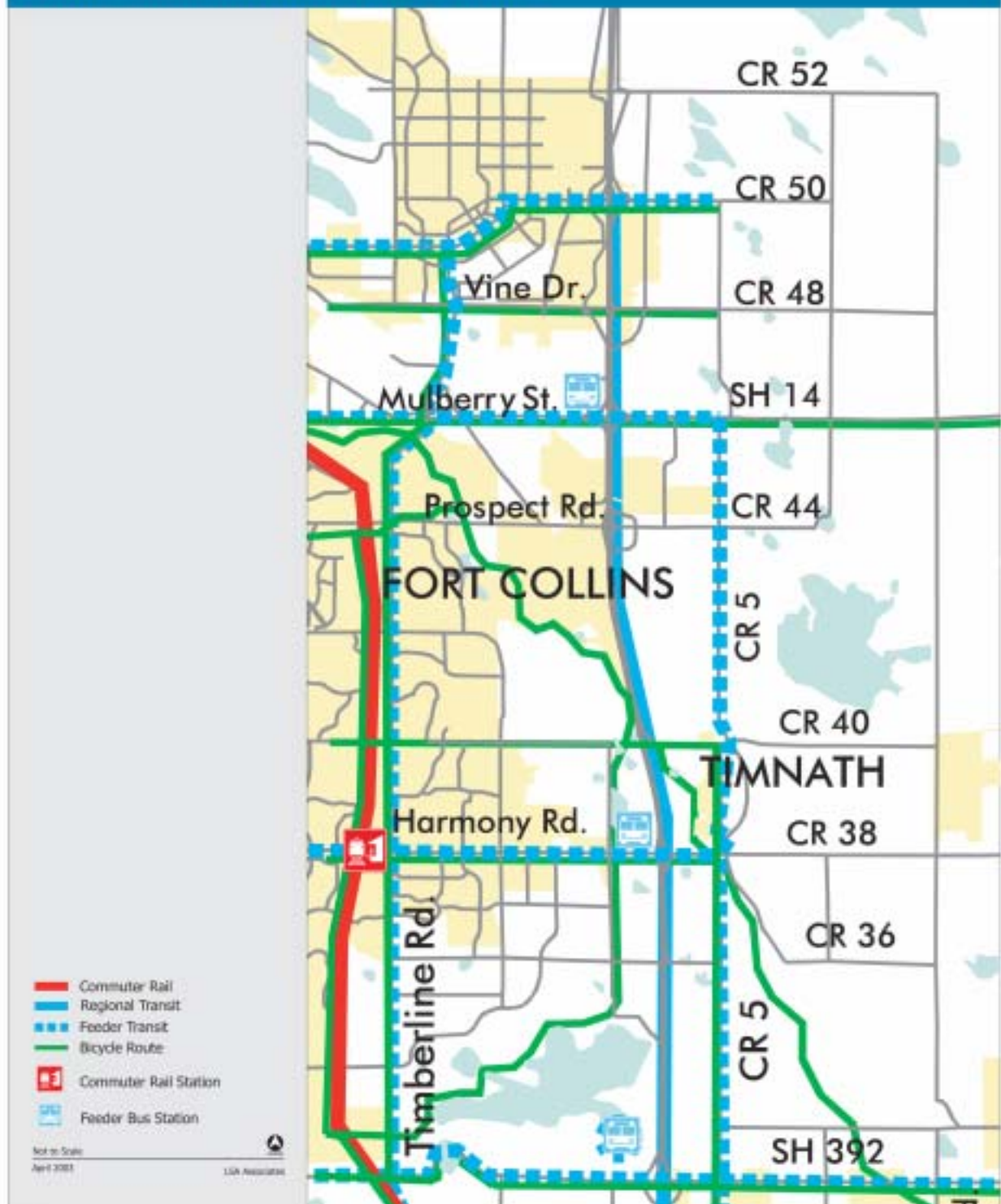
Not to Scale
April 2003

LSA Associates



Fort Collins I-25 Subarea Plan

Recommended Bike and Transit Network





Chapter 7 – Principles and Policies

7.1 INTRODUCTION

The *I-25 Subarea Plan*'s principles and policies determine how we can best achieve the values and ideals expressed in its vision and goals. A *principle* is defined as a general or fundamental rule, doctrine, or assumption; a *policy* is a definite course or methods of action selected to guide and determine present and future decisions. This plan's principles and policies define ways to make the desired future happen by forming the foundation for plan implementation.

7.2 RELATIONSHIP TO *CITY PLAN*

This subarea's specific principles and policies, listed below, are a supplement to *City Plan*'s principles and policies. *City Plan*'s principles and policies are not been listed here, but should be referenced in order to gain a complete understanding.

7.3 *I-25 SUBAREA PLAN*'S PRINCIPLES AND POLICIES

This subarea plan's principles and policies are organized into the following eight categories, consistent with *City Plan*:

- A. Land Use (LU)
- B. Transportation (T)
- C. Community Appearance and Design (CAD)
- D. Economic Sustainability and Development (ECON)
- E. Housing (HSG)
- F. Environment (ENV)
- G. Natural Areas and Open Lands (NOL)
- H. Growth Management (GM)

A. Land Use

- Principle I-25-LU-1:** **This subarea will have a balance of residential, commercial, employment, and civic land uses and facilities.**
- Policy I-25-LU-1.1 Subarea land use will focus on several activity centers surrounded by residential neighborhoods. Activity centers should be designed enabling new development to support efficient alternative modes of transportation. Activity centers should provide a mix of urban uses, including employment, commercial, and residential.
- Policy I-25-LU-2.2 Agricultural-related business uses, such as livestock auctions and stockyard activities, located west of I-25 and north of East Mulberry Street, will be allowed to continue as part of the industrial land use designation and zoning.
- Principle I-25-LU-2:** **Subarea employment and industrial districts will have a variety of business types and sizes, and will be compatible with surrounding land uses.**
- Policy I-25-LU-2.1 Subarea employment and industrial districts will provide sufficient areas to accommodate long-term employment growth, and will establish appropriate transitions between employment uses and adjacent residential areas.
- Policy I-25-LU-2.2 Subarea employment and industrial districts, located east of I-25, should be located within 1/2-mile of I-25.
- Principle I-25-LU-3** **Consistent with *City Plan* and the regional plan, this subarea's residential development will be located and designed to minimize noise and other related impacts from I-25.**
- Policy I-25-LU-3.1 Detached single-family residential uses should be set back a minimum of 1/4-mile from the I-25 ROW to minimize noise and other environmental impacts on residents. Detached single-family uses, located between 1/4 and 1/2-mile from the I-25 ROW, shall utilize a clustering technique to concentrate densities away from the I-25 ROW, maximizing views, preserving landscape features or open space, and providing a buffer to any adjacent industrial uses.
- Policy I-25-LU-3.2 Areas within 1/2-mile north and south of East Mulberry Street should be included within the Low Density Mixed-Use Neighborhood category classification, while other areas planned for residential development should be placed in the Urban Estate Neighborhood classification, including the 80 acres located southwest of the Mulberry Street/County Road 5 intersection that are within 1/2-mile of Mulberry Street.

- Policy I-25-LU-3.3 Multi-family residential uses should locate in either activity centers to benefit and help support alternative modes of transportation, or within the Low Density Mixed-Use Neighborhood area within 1/2-mile north and south of East Mulberry Street.

B. Transportation

Principle I-25-T-1: Consistent with *City Plan* and the regional plan, the subarea's transportation system will include a network of local roadways appropriate to support land use activities, and will support the findings and recommendations of the *North Front Range Transportation Alternatives Feasibility Study*.

Policy I-25-T-1.1 The subarea's transportation system will support the development of interconnected regional and local transit, bicycle connections, and an integrated pedestrian system.

Policy I-25-T-1.2 The subarea's roadway system will include (where applicable and feasible) a network of roadways parallel to I-25 designed for local trips, as needed to support subarea land use activities, discouraging dependency on I-25 for local trips.

C. Community Appearance and Design

Principle I-25-CAD-1: The subarea's community entryways via I-25 should be designed to create a sense of place and a positive experience.

Policy I-25-CAD-1.1 Development in the subarea will provide for attractive gateways to Fort Collins from its I-25 interchanges and overpasses at Harmony Road, Prospect Road, Mulberry Street, Vine Drive, Mountain Vista Drive, and Carpenter Road, and their arterial corridors leading in from I-25.

Principle I-25-CAD-2: Important view corridors for vistas of the mountains should be preserved and emphasized by the arrangement and design of development.

Policy CAD-2.1 Developers and project designers involved in I-25 subarea development will be encouraged to arrange buildings, outdoor spaces, and parking lots to protect important view corridors, including limiting building heights, where such arrangements are effective in emphasizing mountain vistas. The City shall develop and adopt design standards that will apply to this subarea's development to achieve these objectives.

D. Economic Sustainability and Development

Adequately covered by *City Plan's* principles and policies, there was no need to develop a refined set of principles and/or policies specifically for this subarea.

E. Housing

Principle I-25-HSG-1: This subarea will include a mix of new neighborhoods at different densities, to allow for transitions between urban and rural development areas, and to provide housing opportunities for a variety of income levels.

Policy I-25-HSG-1.1 This subarea will include residential neighborhoods at less than urban densities in appropriate locations, providing for a transition between unincorporated rural areas and existing and future urban areas.

Policy I-25-HSG-1.2 This subarea will provide for the development of affordable housing in activity centers and low density mixed-use neighborhoods while attempting to maintain the characteristics of the lower density residential neighborhoods outside of these areas.

F. Environment

Adequately covered by *City Plan's* principles and policies, there was no need to develop a refined set of principles and/or policies specifically for this subarea.

G. Natural Areas and Open Lands

Principle I-25-NOL-1: This subarea will provide a balanced system of recreation facilities, parks, trails, natural areas, and open lands.

Policy I-25-NOL-1.1 Within this subarea, a primary off-street “green way” will be located along Boxelder Creek establishing an important connection between neighborhoods, employment areas, and activity centers, and other areas within the subarea. This trail facility will be designed and located in accordance with both the City’s *Parks and Recreation Policy Plan* and *Natural Areas Policy Plan*.

- Policy I-25-NOL-1.2 The City will explore the possibility of converting the Resource Recovery Farm property, located at Prospect Road and I-25, for use as open space.
- Policy I-25-NOL-1.3 Storm drainage and detention ponds will be developed in compliance with the *Storm Drainage Master Plan* for both the Boxelder and Cooper Slough drainage basins, and wherever appropriate, should be designed to create permanent natural habitat areas incorporating native vegetation.

H. Growth Management

Adequately covered by *City Plan's* principles and policies, there was no need to develop a refined set of principles and/or policies specifically for this subarea.



Chapter 8 – Implementation Recommendations

8.1 INTRODUCTION

The primary purpose of this chapter is to describe how this plan is to be implemented. It recommends a variety of changes in ordinances, standards and requirements, policies, and capital improvements programs, warranting consideration to make the *I-25 Subarea Plan* a reality. The specific steps outlined for plan implementation are summarized below.

8.2 IMPLEMENTATION STRATEGIES

Land Use Code

Zoning Districts – Utilize the Zoning Plan Map as a basis for guidance on both the zoning of properties as they annex into the city, and for the rezoning of properties already inside city limits.

Land Use Code Revisions - Amend the Employment and Industrial District regulations to require all secondary uses to locate at least 1/4-mile away from the I-25 ROW, and be designed to have their eventual direct access from collector or local streets rather than arterial streets. In addition, all detached single-family residential uses shall be restricted to no closer than 1/4-mile to the I-25 ROW. Also, detached single-family uses, in estate residential areas within 1/4-mile and 1/2-mile, shall be clustered to provide the greatest amount of setback as practical from I-25.

Corridor Design Standards - Adopt subarea design standards applying to all land uses including landscaping standards, commercial building design standards, and building frontage/clustering standards, retaining view corridors and preventing a “strip commercial” development pattern. (See Draft Regulations for *I-25 Subarea Plan* Development Standards contained in Appendix A).

Larimer County

Work with Larimer County to develop mutually agreed upon Supplementary Regulations, implementing the land use and design standards of the *I-25 Subarea Plan* for those properties developing in the County prior to annexation. The Supplementary Regulations (part of the County’s *Land Use Code*) would need to be adopted by the Board of County Commissioners.

Transportation

Master Street Plan Amendments - Amend the City's *Master Street Plan* to reflect the street patterns and alignments proposed in this subarea's land use plan.

Structure Plan

Structure Plan Amendments – Amend the City's *Structure Plan* map to reflect the land use changes proposed by the Land Use Plan.

Natural Areas and Open Lands

Resource Recovery Farm Property - Pursue the acquisition of this site as City-owned open space.

Appendix A

I-25 Subarea Plan - Development Standards

Draft Regulations - New Land Use Code Section

Problem Statement

The City of Fort Collins has adopted the *Northern Colorado Regional Communities I-25 Corridor Plan*. A component of this plan is the *I-25 Subarea Plan* which addresses the segment of I-25 within city limits. Both the regional I-25 plan and the subarea plan call for design standards to address the impact of land development in this subarea.

Proposed Solution Overview

The regional I-25 plan contains baseline model Development Standards. Staff has identified those standards contained in the model Development Standards for The Regional I-25 Corridor Plan that are not already equally well-implemented by the existing standards in our *Land Use Code*. In order to implement the regional standards in the *Land Use Code*, staff proposes to create a new Division in Article 3 titled *Development Standards for the I-25 Corridor*.

Placing the new standards in a new Division allows all of the new I-25-related standards to be located in one place in the *Land Use Code*, rather than spreading these standards out in multiple revisions. It is important to emphasize that many of the regional standards are already well-covered by existing standards and are not duplicated in the new proposed section.

In addition to adding this new Division, the section 3.1.1 - *Applicability*, also needs to be revised to reference this new Division.

Locational Standards for Activity Centers and Industrial Zoning

Both the regional I-25 plan and the subarea plan call for activity centers to be located in geographic specific locations. To implement these placement standards, changes need to be made to the Employment and Commercial zone districts. Since there is also Industrial zoning within the subarea, an applicability cross-reference will be added to the zone district standards.

The proposed solution is to add standards to the Commercial and Employment districts stating any development within 1/4-mile of the I-25 ROW shall be subject to the new Development Standards for the I-25 Corridor.

Related Code Revisions

Division 3.1 General Provisions

3.1.1 Applicability

All development applications and building permit applications shall comply with the applicable standards contained in Divisions 3.1 through 3.9 inclusive, except that single-family dwellings and accessory buildings and structures and accessory uses that are permitted subject only to Building Permit review as allowed in Article 4 need to comply only with the standards contained in Article 4 for the zone district in which such uses are located and the standards contained in Division 3.8. In addition to the foregoing, this *Land Use Code* shall also apply to the use of land following

development to the extent that the provisions of this *Land Use Code* can be reasonably and logically interpreted as having such ongoing application.
(Ord. No. 59, 2000 §11, 6/6/00)

Division 3.9 Development Standards for the I-25 Corridor

3.9.1 Development Standards for I-25 Corridor

(A) Applicability. These standards apply to new development applications for development within 1-mile of the right of way of I-25 Corridor.

(B) Purpose. The intent of this section is to provide additional standards to implement the model standard outlined in the *Development Standards for the I-25 Corridor* and the *I-25 Subarea Plan*, to the extent that the other provisions of this code do not address the intent of those plans' elements.

(C) Location of Single Family Residential Lots in Relation to I-25.

1. Development of new single family residential lots within 1/4-mile (1,320 feet) of the right of way of I-25 shall be prohibited.
2. Development creating new single-family lots, located between 1/4 and 1/2-mile from the I-25 ROW, shall utilize the clustering technique (as provided for in Section 4.1(E)(2) for the Urban Estate District) to concentrate densities away from the I-25 ROW, maximizing views, and preserving landscape features or open space.

(D) Commercial Building Placement Standards

1. The placement of a commercial building adjacent to the I-25 ROW shall be restricted such that no more than 50% of the total frontage of the lot, tract or area of land, devoted to the building along I-25, is occupied by the building.
2. The placement of a commercial building, adjacent to the I-25 ROW located a minimum of 120-feet from the I-25 ROW, shall be restricted such that no more than 60% of the total frontage of the lot, tract or area of land devoted to the building along I-25, is occupied by the building.

(E) Landscaping Standards

1. **Parking Lot Perimeter Landscaping.** The perimeter of all parking areas shall be screened from adjacent streets, public rights-of-way, public open space, and adjacent uses by at least one of the following methods for 75% of the perimeter length:
 - (a) A berm 3-feet high with a maximum slope of 3:1 in combination with evergreen and deciduous trees and shrubs;
 - (b) A hedge at least 3-feet high, consisting of a double row of shrubs planted 3-feet on center in a triangular pattern, along 75% of the perimeter length.
 - (c) A decorative fence or wall between 3 and 4-feet high in combination with landscaping.
2. **Site Perimeter Landscaping Adjacent to the I-25 ROW**

- (a) Buffers adjacent to I-25. Developments, whose site perimeter is directly adjacent to I-25, shall provide a landscaped buffer of at least 80-feet between the building or parking lot edge and the I-25 ROW. Buffers shall consist of informal clusters of deciduous and evergreen trees and shrubs planted in an offset pattern and shall consist of 1 tree and 10 shrubs per 25 linear feet of frontage.
- (b) Berms. Berms greater than 3-feet high shall not be permitted directly adjacent to the I-25 ROW, blocking the long-range views of mountains and open lands of motorists on I-25.

(F) Commercial Building Design Standards

1. Roof Form

- (a) Roofs on primary structures with a building footprint of less than 10,000 square feet:
 - 1. shall be pitched with a minimum slope of at least 5:12 or provide the appearance of 5:12 pitch through the use of a modified mansard roof
 - 2. shall incorporate a 5:12 pitch by use a modified mansard roof covering a sufficient area of the roof so as to create the appearance of roof that covers the entire structure, and
 - 3. shall be incorporate at least one of the following elements into the design for each 50 linear feet of roof:
 - a. *Projecting gables;*
 - b. *Dormers or projecting hips;*
 - c. *Horizontal/vertical breaks;*
 - d. *3 or more roof planes shall be incorporated into a design.*
- (b) Roofs on structures with a footprint of greater than 10,000 square feet shall have no less than two of the following features:
 - 1. Parapet walls featuring three-dimensional cornice treatment that at no point exceed 1/3 of the height of the supporting wall.
 - 2. Overhanging eaves, extending no less than 3-feet past the supporting walls.
 - 3. Sloping roofs not exceeding the average height of the supporting walls, with an average slope greater than or equal to 1-foot of vertical rise for every 1-foot of horizontal run.
 - 4. Three or more roof slope planes.

(2) Building Form/Facade Treatment

- (a) Buildings facing public streets, adjacent to developments, or connecting pedestrian frontage shall be subdivided and proportioned along 60% of the façade using features such as windows, entrances, arcades, arbors, or awnings.
- (b) Building facades facing a primary access street shall have clearly defined, highly visible, customer entrances that feature no less than 2 of the following:
 - 1. Canopies or porticos,
 - 2. Overhangs,
 - 3. Recesses/projections (at least 3% of wall length),
 - 4. Arcades,
 - 5. Distinctive roof forms,
 - 6. Arches,
 - 7. Outdoor patios,
 - 8. Display windows,
 - 9. Planters or wing walls that incorporate landscaped areas and/or places for sitting.

(3) Materials and Colors

- (a) One or more of the following high-quality building materials shall be incorporated into a structure's design and used to provide visual interest at the sidewalk level for pedestrians:
 - 1. Stucco;
 - 2. Brick;
 - 3. Stone; or
 - 4. Tinted, textured masonry block.
- (b) Smooth-faced gray concrete block and tilt-up concrete panels are prohibited.
- (c) Metal is prohibited as a primary exterior surface material. It may be used as trim material covering no more than 10% of the façade or as a roof material.
- (d) Façade colors shall only be earth-tone colors with a low reflectance.
- (e) High-intensity primary colors are prohibited on any roof area visible from a public or private right-of-way or public open space.

(G) Service Areas, Outdoor Storage and Mechanical Equipment.

- 1. *Location.* Loading docks, outdoor storage yards, and all other service areas shall be located to the sides and/or rear of a building, except when a site abuts I-25; in which case, said areas shall be located to the sides of the building that do not face I-25.

2. Screening.

- (a) All outdoor storage yards, loading docks, service areas, and mechanical equipment or vents larger than 8-inches in diameter shall be concealed by screens at least as high as the equipment they hide, of a color and material matching or compatible with the dominant colors and materials found on the façades of the primary building. Chain link, with or without slats, shall not be used to satisfy this requirement.
- (b) Equipment that would remain visible, despite screening due to differences in topography (i.e., a site that is at a lower grade than surrounding roadways), shall be completely enclosed except for vents required for air flow; in which case such vents shall occupy no more than 25% of the enclosure façade.

(H) *Fencing and Walls.*

- 1. *Materials.* Walls and fences shall be constructed of high-quality materials such as: tinted, textured blocks, brick, stone, treated wood, or ornamental metal, and shall complement the design of an overall development and its surroundings. The use of chain link fencing or exposed cinder block walls shall be prohibited.
- 2. *Location.* Fences and walls shall be set back at least 6-feet from the back edge of an adjacent public sidewalk, and such setback area shall be landscaped with a turf, shrubs, and/or trees, using a variety of species to provide seasonal color and plant variety.
- 3. *Maximum Length.* The maximum length of continuous, unbroken, and uninterrupted fence or wall plane shall be 40 feet. Breaks shall be provided through the use of columns, landscaping pockets, transparent sections, and/or a change to different materials.

Division 4.17 Commercial District (C)

(F) *Development Design Standards for I-25 Corridor.* Development within 1/4-mile of the I-25 ROW (including frontage roads) shall be subject to the requirements of Section 3.9.

Division 4.22 Employment District (E)

(F) *Development Design Standards for I-25 Corridor.* Development within 1/4-mile of the I-25 ROW (including frontage roads) shall be subject to the requirements of Section 3.9.

Division 4.23 Industrial District (I)

(F) *Development Design Standards for I-25 Corridor.* Development within 1/4-mile of the I-25 ROW (including frontage roads) shall be subject to the requirements of Section 3.9.

Appendix B

ADOPTION RESOLUTION

A copy of City Council's resolution 2003-095, officially adopting the *I-25 Subarea Plan* as an element of *City Plan*, is presented below.

RESOLUTION 2003-095
OF THE COUNCIL OF THE CITY OF FORT COLLINS
ADOPTING THE "I-25 SUBAREA PLAN" AS AN ELEMENT OF
THE COMPREHENSIVE PLAN OF THE CITY (CITY PLAN)

WHEREAS, Principle LU-4 of the City Plan "Principles and Policies" document directs that the staff conduct subarea planning so as to tailor the City Plan City-wide perspectives into individual neighborhoods, district, corridors, and edges; and

WHEREAS, Policy LU-4.5 describes various priority subareas within the City as needing future subarea planning, among which is the I-25 corridor; and

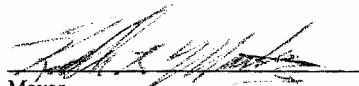
WHEREAS, in pursuance of Principle LU-4 and Policy LU-4.5, the staff has, after a lengthy public process, prepared for Council consideration the "I-25 Subarea Plan" to be adopted by the Council as an element of the Comprehensive Plan of the City; and

WHEREAS, the Council finds that City Plan is in need of the adoption of the I-25 Subarea Plan in order to fulfill the expectations established pursuant to Principle LU-4 and Policy LU-4.5 of the City Plan "Principles and Policies"; and

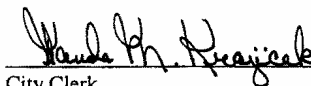
WHEREAS, the adoption of the I-25 Subarea Plan as an element of the Comprehensive Plan of the City will promote the public welfare and will be consistent with the vision, goals, principles and policies of the City's Comprehensive Plan and its various elements.

NOW, THEREFORE, BE IT RESOLVED BY THE COUNCIL OF THE CITY OF FORT COLLINS that the I-25 Subarea Plan, a copy of which is attached hereto and incorporated herein by this reference, is hereby adopted as an element of the Comprehensive Plan of the City (City Plan).

Passed and adopted at a regular meeting of the City Council held this 19th day of August, A.D. 2003.


Mayor

ATTEST:


City Clerk

