East Memorial Neighborhood
Greeley, Colorado
February 25–March 2, 2018
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Promoting Health and Equity in East Greeley
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THE URBAN LAND INSTITUTE is a global, member-driven organization comprising more than 40,000 real estate and urban development professionals dedicated to advancing the Institute’s mission of providing leadership in the responsible use of land and in creating and sustaining thriving communities worldwide.

ULI’s interdisciplinary membership represents all aspects of the industry, including developers, property owners, investors, architects, urban planners, public officials, real estate brokers, appraisers, attorneys, engineers, financiers, and academics. Established in 1936, the Institute has a presence in the Americas, Europe, and the Asia Pacific region, with members in 80 countries.

ULI’s extraordinary impact on land use decision making is based on its members’ sharing expertise on a variety of factors affecting the built environment, including urbanization, demographic and population changes, new economic drivers, technology advancements, and environmental concerns.

Peer-to-peer learning is achieved through the knowledge shared by members at thousands of convenings each year that reinforce ULI’s position as a global authority on land use and real estate. In 2017 alone, more than 1,900 events were held in about 290 cities around the world.

Drawing on the work of its members, the Institute recognizes and shares best practices in urban design and development for the benefit of communities around the globe.

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Colorado Health Foundation’s Healthy Places Initiative

THE COLORADO HEALTH FOUNDATION is bringing health in reach for all Coloradans by engaging closely with communities across the state through investing, policy advocacy, learning, and capacity building. For more information, please visit www.coloradohealth.org.

Healthy Places is a four-year, $5.3 million initiative to inspire and support the development of healthy communities in Colorado. Through a community-led approach, Healthy Places helps Colorado communities become healthier by creating opportunities to increase physical activity. The initiative aims to transform the places where we live, work, and play—to make our cities, towns, and neighborhoods safer and more appealing to walking, bicycling, and other daily activities that encourage movement, connection, and fun. The Foundation originally launched the initiative in 2012, in three communities—the Westwood neighborhood of Denver, the suburban city of Arvada, and the rural city of Lamar—with the goal to increase opportunities for safe physical activities through improvements to the built environment of the community.

The current iteration of Healthy Places is focused on four additional Colorado communities—the East Memorial neighborhood of the city of Greeley, the south side of Commerce City, the Montbello neighborhood of Denver, and Southeast Colorado Springs. Much has changed since 2012. Most significant, Healthy Places has evolved to better address the Foundation’s efforts to advance health equity in all Colorado communities. This evolution reflects not only the Foundation’s values, belief, and vision, but more important, direct feedback from the three prior Healthy Places communities regarding obstacles and challenges their residents face that extend beyond needed physical improvements. Healthy Places supports community-identified solutions to increasing physical activity by targeting health where it matters most, with the individual and the community in which he or she lives.

The ULI Advisory Services program is partnering with the Colorado Health Foundation to conduct panels in each of the selected Colorado cities. Following each panel visit, the panel’s recommendations will be reviewed by the communities and, working with a consultant, the communities will apply for up to $1 million from the Colorado Health Foundation for implementation funding.
THE GOAL OF THE ULI ADVISORY SERVICES program is to bring the finest expertise in the real estate field to bear on complex land use planning and development projects, programs, and policies. Since 1947, this program has assembled well over 600 ULI-member teams to help sponsors find creative, practical solutions for issues such as downtown redevelopment, land management strategies, evaluation of development potential, growth management, community revitalization, brownfield redevelopment, military base reuse, provision of low-cost and affordable housing, and asset management strategies, among other matters. A wide variety of public, private, and nonprofit organizations have contracted for ULI’s advisory services.

Each panel team is composed of highly qualified professionals who volunteer their time to ULI. They are chosen for their knowledge of the panel topic and are screened to ensure their objectivity. ULI’s interdisciplinary panel teams provide a holistic look at development problems. A respected ULI member who has previous panel experience chairs each panel.

The agenda for a five-day panel assignment is intensive. It includes an in-depth briefing day composed of a tour of the site and meetings with sponsor representatives, a day of hour-long interviews of typically 50 to 100 key community representatives, and two days of formulating recommendations. Long nights of discussion precede the panel’s conclusions. On the final day on site, the panel makes an oral presentation of its findings and conclusions to the sponsor. A written report is prepared and published.

Because the sponsoring entities are responsible for significant preparation before the panel’s visit, including sending extensive briefing materials to each member and arranging for the panel to meet with key local community members and stakeholders in the project under consideration, participants in ULI’s five-day panel assignments are able to make accurate assessments of a sponsor’s issues and to provide recommendations in a compressed amount of time.

A major strength of the program is ULI’s unique ability to draw on the knowledge and expertise of its members, including land developers and owners, public officials, academics, representatives of financial institutions, and others. In fulfillment of the mission of the Urban Land Institute, this Advisory Services panel report is intended to provide objective advice that will promote the responsible use of land to enhance the environment.

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A special thank you to the organizations whose input through the panel’s tours and interviews helped inform the panel’s recommendations: Boys and Girls Club of Weld County, city of Greeley, Salida Del Sol, and the Weld County Department of Public Health and Environment. And special thanks to Council member Brett Payton, Assistant City Manager Becky Safarik, and City Manager Roy Otto.

The panel also wishes to thank the Colorado Health Foundation for sponsoring this series of panels focusing on designing healthy and equitable communities, especially Rose Green and Chris Smith. The panel also thanks Progressive Urban Management Associates (P.U.M.A.), especially J.J. Folsom, Erin Lyng, and Bree Davis, for helping the city of Greeley prepare and coordinating so closely with ULI and the host cities for this very important work.

Finally, the panel thanks the more than 102 individuals who were interviewed. Representing city and county agencies, the business community, community activists, students, and residents, these stakeholders provided valuable information and perspectives through their passion and understanding of the issues, greatly aiding the panel in its analysis.
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Background and the Panel’s Assignment

HORACE GREELEY CONCEIVED of the American West as an “ideal place for people willing to work hard for the opportunity to succeed.” He is credited with popularizing the phrase “Go west, young man and grow up with the country.” Since its founding, the city of Greeley, Colorado has exhibited that spirit of hard work and opportunity, and the results are evident. Today, Greeley is a fascinating combination of residential neighborhoods, smaller, local shops, large businesses serving national markets, caring schools and higher education, a rich agricultural heritage, and an increasing diversity of cultures and traditions. A unique and multifaceted character has emerged through Greeley’s many waves of growth and change.

But with growth and change can also come challenges and the impacts of modern life—stress, lack of exercise, poor nutrition choices, and disconnection from community—that too often lead to adverse health impacts, including obesity, diabetes, and heart disease. Of concern, these effects are seen in young people and children, and the cost to the Greeley community is high and growing higher. Without adequate course correction, the trend is more than just troubling.

Throughout the week, the panel examined how to build stronger, healthier communities through an equity lens. Social equity teaches that all community members should have equal opportunity for success, that communities should not have evident disparities in access to food, jobs, and public services. If all Greeley residents should have the opportunity to reach their full potential, changes need to be made. A thoughtful strategy, sufficient resources, and multiple actors pulling together will be necessary to make meaningful and sincere change and to achieve an equitable outcome.

Bringing Greeley’s GPA up further means focusing on the areas where the challenges are the most profound.

Unfortunately, East Memorial is literally defined by its barriers. These barriers are not only physical but also include socioeconomic, cultural, environmental, and jurisdictional impediments. Only a few were created by nature, and the constructed barriers have had a much more profoundly adverse effect. East Memorial residents lack access to a significant number of services and amenities, and they are isolated from the rest of the city by large roadways, a lack of sidewalks and pathways, and land use patterns. If you live in East Greeley, your life is qualitatively different from life in other parts of the city.

With this panel effort, Greeley and the Colorado Health Foundation are undertaking a process to help make a city neighborhood a healthier, better connected, and more equitable place. The residents of East Memorial face these health challenges today, and the panel applauds the city of Greeley for recognizing this opportunity. It is a sign of strength to take on community challenges, target areas where the city is not meeting its goals, and leverage city assets to make the city work well for all its residents. The health of residents in the East Memorial study area is an indication of overall community strength and success. And as in a school report card, the city’s overall grade-point average is affected by both its highest and lowest grades.
The panel saw ample evidence of local voices who could become effective champions of change. The panel was especially impressed with the residents of the East Memorial neighborhood, who made time to contribute their voices, experience, expertise, and insights to help the panel’s understanding of the challenges and opportunities in their neighborhood. These are the future community champions that can help ensure that Greeley residents and businesses exercise their bodies and exercise their voices, and create a healthier and more vibrant community in East Memorial and the entire city.

In the mid-1800s, Horace Greeley said, “Go west.” Now in 2018, the rallying cry needs to be “Go east.”

The Panel’s Assignment

The city of Greeley has asked the ULI Advisory Services panel to develop a set of strategic recommendations to help develop a vision for activating health in East Greeley. Specifically, the panel was asked to examine the following items:

- **Community engagement**: What communication strategies would be most effective to address outreach, education, cultural diversity, and youth engagement in the study area located in eastern Greeley?

- **Legacy building**: How can the city of Greeley and partnering agencies effectively engage, grow, and support community champions and neighborhood leaders, including youth? How can we characterize and communicate the value of the east Greeley neighborhoods to the greater fabric of the city of Greeley?

- **Neighborhood connectivity**: What public and private challenges exist, and what are recommended solutions to address the following:
  - Safe routes to schools and other amenities;
  - Development and access to parks, natural areas, rivers, and trail connections;
  - Bicycle, pedestrian, and transit infrastructure, including access and programming that will encourage its use; and
  - Connectivity to education, food, shopping, entertainment, recreation, government, and social and educational services located outside the neighborhood?

- **Infrastructure**: What public and private constraints exist, and what are recommended potential solutions to address the following:
  - Substandard public utilities, complete streets, stormwater, park, infrastructure, and trails; and
  - Lack of private food (e.g., groceries and restaurants), religious and community gathering spaces, and housing options?

- **Activating places**: What are key recommendations to create educational programs that encourage and promote healthy lifestyles? What recommendations would be effective in activating sites in the study area through use diversification and affordable programming? What are recommended funding and financing approaches?

- **Measuring success**: Identify recommended benchmarks and indicators that the city of Greeley and partnering agencies should use to begin measuring the effectiveness of the panel’s implemented strategies and communicate progress and celebrate community success. What are recommended approaches to measure and communicate impact and outcomes, including behavioral, health, economic, and policy changes?

Summary of the Panel’s Recommendations

Following a week of briefings, review of past plans and studies, study tours, and community stakeholder interviews, the panel developed myriad small to large-scale recommendations for the city of Greeley. The major strategic recommendations are summarized as follows:

- **Enhance healthy parks and encourage healthy food**: Increase the use of current parks with low-cost or
no-cost measures including creating visually inviting park entrances, finding partnerships to support free admission for East Greeley families to the Discovery Bay Water Park, temporarily lining or marking the soccer fields to allow simultaneous access for adults and youth games, and incorporating a coffee cart, small concession stands, or healthy snack venue in parks. Many of the panel’s recommendations build off the city of Greeley’s exceptional work to date on its conceptual plan for the East Memorial Natural Area.

Other longer-term recommendations include developing the East Memorial Natural Area, adding children’s play equipment to Memorial Park, expanding the park’s hours by providing carefully designed lightening systems, using a community planning process to help design and place new park furniture, and adding free wi-fi to all public gathering spaces, including all parks. In addition, the panel suggests future investment in new amenities, including developing an open venue, restoring the bike path to the city of Evans, and providing park access to Riverside residents.

- **Incorporate best practices:** For long-term success in creating a thriving community, ULI’s Ten Principles for Building Healthy Places should be incorporated and used as a resource for future planning and development in East Greeley.

- **Foster community engagement and empowerment:** Perceptions of the East Memorial community have largely been defined by barriers. An opportunity exists to work directly with East Memorial residents to move beyond the deficit-based perceptions of the neighborhood and define their community vision to show what is great, beautiful, and special about the community as well as a vision of what is possible in East Memorial’s future. The panel’s recommendations include engaging residents as partners to develop an East Memorial vision statement that reflects their own story; provide seed funding to a resident stakeholder group to select community signage, art, and the language that will be used to identify the gateways to the area. Additional projects the panel recommends are to designate East Memorial as an official “family zone” modeled after the Harlem Children’s Zone and to seed a microgrant program working with neighborhood community groups to invest in beautification, public art, lighting, and more. The panel believes an opportunity exists to build on the city of Greeley’s engagement efforts with the following strategy: (a) go where people are; (b) leverage each opportunity; (c) communicate using multiple methods; (d) make it worth people’s time; and (e) measure success.

- **Build a vision for urban design:** The panel’s design vision for East Memorial strengthens the community by providing a design framework that reinforces healthy and active living, proposes an economic catalyst, develops a regional and local identity for the community, and provides destinations for the community to gather and places where the community can feel pride and ownership. The proposed vision is framed around six key urban themes:
  - Design a framework focusing on a healthy, active community experience;
  - Develop a “there” there with a regional or local-scaled key destination;
  - Elevate the identity of the neighborhood;
  - Develop a gateway commercial center that incorporates local amenities;
- Enhance connectivity through streetscape improvements, a vibrant park, and an open-space framework; and

- Create active, diverse, and multigenerational park programming.

**Involves the private sector and nonprofit partners:** The private and nonprofit sectors play a major role in building the places that affect equitable community health. Recommended partnerships are highlighted below:

- Use an experienced urban retail expert to create a detailed market analysis to establish the opportunity for a grocery store and other retailers along 22nd Street and First Avenue.

- Explore potential partnerships with health care providers to place primary care clinics within walking distance of East Greeley residents. Also work with them to create active living facilities, healthy food systems, and educational efforts around healthy eating and living.

- Engage existing entrepreneurs and small business owners who live or work in East Greeley to become part of the healthy living approach as potential business tenants, event and program sponsors and participants (e.g., food trucks), political advocates, developers, and in-kind donors for public space improvements, among other things.

- Work with major employers, including the University of Northern Colorado (UNC) and North Colorado Medical Center, to celebrate the diversity and walkability of East Greeley as part of their talent recruitment and retention efforts.

- Expand the Greeley Home Ownership Program for Employees (G-HOPE) to include East Greeley.

- Review land development regulations to identify any needed adjustments to require or incentivize healthy living improvements, such as mixed land use, sidewalks, higher-quality lighting, public art, and more.

This effort may also include adjustments to the city’s responsibilities for street lighting and other improvements to adjacent public spaces.

- Work with Xcel Energy to implement a pilot program upgrading lighting on one or two key pathways identified by community members as particularly troubling.

**Make better connections:** The panel developed several recommendations about how to use biking, walking, and transit connections to create opportunities to improve access, connectivity, mobility, and overall neighborhood health. These include a program to create a transit ambassador program with Greeley-Evans Transit (GET) staff to establish a “train the trainer” program with Boys and Girls Club youth members, Scouts, and others in GET services and apps to share within their community. Incorporate a bicycle motocross (BMX) bike course in an unused space as a new activity option at one of East Greeley’s parks. The panel also believes that many opportunities exist to improve major intersections along U.S. 85 by extending sidewalks to slow vehicle turning speeds and to reduce the width of road crossings; extending road medians to reduce the speed of turning cars; adding marked crosswalks, which can incorporate some of the recommended creative tactical urbanism strategies; adding well-defined bike lanes; adding street trees to provide shade and shelter; bringing building faces closer to roadways; adding bike and pedestrian wayfinding signs; and enhancing lighting to improve visibility for pedestrians and cyclists. Moreover, the panel strongly believes the city of Greeley should take advantage of existing plans, such as the 2014 Greeley Bike and Pedestrian Plan, install wayfinding signage, establish a U.S. 85 gateway to Greeley, test ideas with temporary designs, add projects to regular state Department of Transportation (DOT) funding programs, and link projects to railroad quiet zones.
ONE OF COLORADO’S NORTHERNMOST CITIES on the Front Range, the city of Greeley is located an hour north of Denver and about 30 minutes from the foothills of the Rocky Mountains. Greeley is about 48 square miles and lies near the confluence of the Cache la Poudre and South Platte rivers. With a population over 100,000 people, Greeley is the 12th-most-populous city in Colorado.

The panel was asked to examine the East Memorial neighborhood of Greeley (the study area), which is home to nearly 7,200 people, 37 percent of whom are under the age of 18, a percentage of youth that is higher than that of the greater Greeley area. East Memorial is generally defined as the area east of U.S. Highway 85 and north of U.S. Highway 34. Although parts of East Greeley are rural in character, the East Memorial neighborhood is more densely populated. Historically, East Greeley is home to the city’s immigrant populations, with nearly 70 percent of the study area’s population identifying as Hispanic. Dominating the study area are younger families with children or single-parent households with multiple generations under one roof. The estimated poverty level in East Greely is 32.8 percent with an average median household income of $38,078, a figure well below the state median.

The study area is in Greeley School District 6 and is home to three schools—Bella Romero K–3, Bella Romero 4–8, and Salida del Sol—serving 1,876 students. Many of the students are of Hispanic origin (88.5 percent) with nearly 87 percent receiving free or reduced meals. The study area is served by four parks and the East Memorial Natural Area:

- Delta Park, a park with walking paths, picnic areas, and a basketball court;
- East Memorial Park, a park with large turf areas, basketball courts, a ball field, picnic pavilions, walking paths, and a new playground;
- Balsam Sports Complex, a 15-acre park that provides soccer and football fields;
■ Discovery Bay Water Park, a waterpark that includes a pool, slide, splash pad, lazy river, and zero-depth area; and

■ East Memorial Natural Area, owned and maintained by the city of Greeley, this area was recently acquired and designated as a nature area but has not yet been planned for public recreation. This area has a conceptual design, courtesy of the GOCO Inspire initiative.
ACCORDING TO A 2013 WELD COUNTY Community Health Survey, parks and trails provide appealing venues for physical activity and contribute to reducing health disparities, stress, and depression, while promoting mental health, social cohesion, and general well-being. The need for these natural outlets was confirmed in a recent survey in which 73 percent of Greeley residents expressed a desire for access to natural lands.

With its 2016 Greeley Parks, Trails and Open Lands Master Plan, the city committed to meeting the demands of its current and future population. The panel in this section takes this plan into consideration and builds from its suggestions to recommend both immediate actions and longer-term efforts.

Successful places put people first by investing in walking and bicycling, fresh food access, health care, high-quality

Principles for Building Healthy Places

- **Put People First**: Individuals are more likely to be active in a community designed around their needs.
- **Make It Active**: Urban design can be used to create an active community.


- **Recognize the Economic Value**: Healthy places can create enhanced economic value for both the private and public sectors.

- **Empower Champions for Health**: Community engagement is a powerful vehicle for bringing about changes that improve the health of a community and its residents.

- **Energize Shared Spaces**: Public gathering places have a direct, positive impact on human health.

- **Make Healthy Choices Easy**: Health is about individual choices. To overcome inertia—after all, human nature is to do what is easy and what one knows—communities must make the healthy option the easy option.

- **Ensure Equitable Access**: Many segments of the population would benefit from better access to services, amenities, and opportunities.

- **Mix It Up**: A variety of land uses, building types, and public spaces can be used to improve physical and social activity.

- **Embrace Unique Character**: Places that are different, unusual, or unique can be helpful in promoting physical activity.

- **Promote Access to Healthy Food**: Because diet affects human health, access to healthy food should be a considered as part of any development proposal.
affordable housing, and places for people to gather and celebrate community around health, well-being, and family. The panel’s recommendations, which are described below, have been developed with this in mind and with the goal to ensure multigenerational, year-round individual, community, and social health and well-being.

The panel applauds the city of Greeley’s recent and successful efforts related to health and parks, which include the following:

■ Adoption of a no-smoking rule in city parks effective May 2018;

■ Purchase of the First Avenue Pond Natural Area land parcel along the river just south of the Riverside residential community, which will be developed with access from that community; and

■ Identification of the Poudre River Trail East extension project as a short-term priority. The trail will roughly follow the Cache la Poudre River extending east from 11th Avenue and provide a recreational connection to East Greeley residents.

The recommendations described in the following sections ensure that the city of Greeley can begin efforts immediately while also planning for the long term.

Increase Usability of Current Parks

The following low- or no-cost measures can provide short-term results for visible impact:

■ Sign onto ULI’s 10-Minute Walk Campaign, which is promoting the bold idea that all Americans should live within a ten-minute walk to a high-quality park. The campaign, in partnership with the National Recreation and Park Association, offers best practices, technical assistance, and funding opportunities for participating cities. Focus areas of the campaign include active infrastructure, resilience, equity, and displacement. The city of Greeley can tap into many other programs, including Connecting Children to Nature Network and Safe Routes to Parks. Following the panel, the city of Greeley has begun the process to become a part of this campaign.

■ Design visually inviting park entrances to create a welcoming sense of place. For example, the city could begin with the removal of uninviting fences where they are not necessary at East Memorial Park.

■ Find partnerships to support free admission to the Discovery Bay Water Park for East Greeley families, and charge all other visitors. The popularity of the water park reaches across neighborhood lines and is a source of great community pride. The city of Greeley should identify a health care partner to help expand Discovery Bay’s hours. The District of Columbia’s Department of Parks and Recreation successfully leveraged a sponsorship from a national health insurance provider to offer free access to District residents to outdoor pools in the summer. Sponsorship resources can help expand daily hours or offer “free” community nights for East Greeley residents.

■ Expand availability of the fields at the Balsam Sports Complex with a focus on youth games. The emphasis should be on including more free and spontaneous free play rather than only scheduled league or club play. The panel recommends keeping a few soccer nets at the fields to encourage use and encourages the city to consider new signage. These fields can also be used for other games or recreation programs such as flag
Guthrie Green in Tulsa, Oklahoma, was one of five finalists in the 2014 ULI Urban Open Space Award competition. The park has become the area’s leading destination since its 2012 opening, drawing 3,000 people every week to daily park activities and sparking $150 million of investment in a variety of public, commercial, and residential projects within the emerging 19-block Brady Arts District of downtown Tulsa. Shown here are local food vendors lining the park perimeter.

football for boys and girls, Girls on the Run, Frisbee, and more.

- Consider temporary lining or marking the soccer fields to allow simultaneous access for not only adults but youth games as well. In addition, consideration should be given to a venue for Futsal, which is a variant of soccer that can be played on a smaller court.

- Incorporate a coffee cart, small concession stands, or healthy snack venue, ideally from local food entrepreneurs from within the East Memorial community. During the panel’s meetings with the community, local entrepreneurs were very interested in this type of opportunity. Examples of this type of concession could be a food truck, a small tent structure, or part of an expanded entry booth to the Discovery Bay Water Park.

- Expand the current hours of Discovery Bay Water Park (noon to 6 p.m.) to much earlier and later hours. The current approach views city parks as revenue centers and because of cost of staffing the pool, limits opening times. Measuring success by the number of people served is a recommended method. A potential partnering opportunity to staff the pool could include UNC students as well as a training program for local teenagers.

A simple technology solution of a wireless hotspot and tablet can also make fee and data collection viable.

- Consider programs that include parents and children. This would strengthen family ties as well as instill parents’ confidence in other programs the city might offer for children in the community.

Long-Term Investment for Existing Parks

The panel recommends the following long-term investments to help strengthen and activate existing parks:

- **Encourage use of Delta Park.** This park and its recently refurbished basketball courts are a hidden gem, which, once activated, will revitalize a previously underused area of East Greeley. Activation could include improving routes to the park and ensuring they are safe, well marked, and well lit. Delta Park’s wide, open space could be enhanced by planting trees or other greenery, adding boulders or tree stumps or simply sand. This natural terrain will support play by youth of varying ages, and colorful ground markings can be used to inspire more active play among children. A small playground could be incorporated, consisting of equipment that includes movable parts and imaginative playscapes that provide opportunities for children of all ages.

- **Develop the East Memorial Natural Area.** The panel applauds the city of Greeley’s work to date on its conceptual plan for the East Memorial Natural Area, which includes features such as a wellness loop, among other elements. All the panel’s recommendations are envisioned as building off this great work and momentum, and the panel strongly recommends the city move forward with the suggested conceptual plan. Many elements of this plan were also identified by the stakeholder interviews of local youth at the Weld County Boys and Girls Club. Funds previously identified as the match requirement for the city’s application for Quality of Life fund resources should be dedicated for investment in the nature area.
Add children’s play equipment in Memorial Park. A recent observational audit determined that park use is largely limited to adult men with mostly sedentary activity. Schoolchildren are passing through the park after school; however, they do not stay or linger to play because there is nothing for them to do. Although two playgrounds serve children ages five to 12 and two to five, respectively, the panel believes other opportunities are available to build on existing infrastructure and include more features for schoolchildren.

Expand hours of park availability by providing carefully designed lighting systems that encourage activity up to an appropriate hour, detect activity after hours, and sometimes become part of the play. Careful attention to lighting intensity, color, and consistency are essential. This lighting can be done with motion sensors, color-changing LEDs, timers, and photocells. These additions will encourage parents and their kids to enjoy parks after work and even during cooler-weather months when many are discouraged from pursuing outdoor activities.

Use a community planning process to place and position new benches and other park furniture in parks. When designed well, benches facilitate informal meeting places and foster interactions among multiple generations.

Install drinking fountains to encourage water consumption and support longer play.

Consider providing water features, such as splash pads with fountains, nozzles, and spray pipes on no-slip surfaces, to help children and families stay cool while being active even on the hottest days of summer.

Add free wi-fi to public gathering places, including all parks. The city of Greeley has recently hired a new information technology director who could be tasked with establishing a citywide wi-fi network. This effort will require infrastructure and might need to be developed in

Tiny WPA’s mission is to “grow and empower an army of talented community-design leaders—Building Heroes—that will make Philadelphia the national model for how to engage people of all ages in the design of their cities and help lay the foundation of an incomparable future for community-generated civic innovation.” A similar program could be developed in East Greeley to encourage community involvement with public space investments.
phases; however, the panel recommends beginning the rollout in East Greeley. As part of the same initiative, the water park’s admission system should be hooked up to a central tracking system to measure use and provide data for future possible expansion.

Future Investment: New Amenities

The panel recommends investing in the following new amenities:

- Develop an open venue for new uses, such as music performances, dances, community gatherings, or arts and crafts fairs. This could be a simple open structure like a natural amphitheater, a covered or partially enclosed tensile structure, or another flexible structure. The goal is to support the cultural tendency of people to gather year-round.

- Provide park access to Riverside residents. This neighborhood was previously identified for a potential park location through the park service gap analysis. Current access is only possible by car crossing Highway 34 to go to Delta Park or East Memorial Park.

- Consider programs that engage and include parents and children. This would strengthen family ties as well as instill parents’ confidence in other programs the city might offer for children in the community.

- Restore the bike path to the city of Evans, which was damaged by the 2013 flood, to allow East Greeley residents to easily visit the library.
PERCEPTIONS OF THE EAST MEMORIAL community have largely been defined by barriers. The study area’s site is in an area that is physically isolated, literally located on the other side of the tracks, a place divided socially from the rest of Greeley. Negative perceptions of the area, including lack of safety, warn people not from the east side to stay away and tell people who live there they are not part of the larger Greeley community.

The population is diverse, largely Hispanic, comprising recent and second-generation immigrants, Somali refugees, and other marginal groups. Immigration is in the national spotlight, and locally U.S. Immigration and Customs Enforcement raids have directly affected families from the East Memorial neighborhood. Some residents are wary of government because of lived experiences in their countries of origin. Within the community, perceptions about safety are varied, influenced by a lack of sidewalks near schools and colored by crime in the past. Even the name East Memorial alludes to a bus tragedy in which children’s lives were lost.

After speaking with families and stakeholders from across organizations working in the area, the panel is quite clear that crime and tragedy is not today’s story. Social and physical isolation affect health outcomes, and many people spoke about the influence of negative stigmas and the assets that are missing in the study area, such as major grocery stores with access to healthy food. But from the conversations that were held throughout the week, one thing that became very clear is that East Memorial has no lack of assets when it comes to people and partners.

Points of pride that were clear from community stakeholders include the following:

- Cultural and language diversity;
- Strong relationships between the community and schools, including teachers and caregivers;
- Great appreciation for the dual language program at Salida del Sol;
- Discovery Bay Park brimming with kids walking to splash around in the summer;
- Boys and Girls Club staff, food bank, and city, county, and District 6 school staff working together to provide excellent opportunities for kids;
- Excitement around community gardens, and the ability to give life to plants and vegetables, reconnecting with the land; and
- Epic soccer games at the Balsam Sports Complex.

East Memorial is a community that reflects a key core value adopted in the Greeley 2060 Comprehensive Plan, developed with citywide feedback: a community rich in diversity of people, customs, and ideas. So, it is time to flip the script on East Memorial. It is a place poised to be celebrated! The opportunity exists to work directly with East Memorial residents to move beyond the deficit-based perceptions of the neighborhood and define their community vision to further describe what is great, beautiful, and special about the community and look toward the future East Memorial and all that is possible.

Residents as Partners

The panel’s recommendations to engage residents as partners include inviting a stakeholder residents group to contribute as follows:

- Develop an East Memorial vision statement that reflects the group’s own story, one based on assets and aspirations.
With seed funding, invite this group to:

- Select community signage, art, and the language that will be used to identify the area at multiple entranceways to the community to share with visitors and community members alike—the message that you are here and welcome in a special place with a unique identity! Great examples include the Historic West End signage and branding community-led process in Charlotte, North Carolina (see appendix).

- Look at how existing places, such as fields, pavilions, and the names of community events, can reflect the culture and spirit of the area.

As partners, the city of Greeley and Weld County can make the following deliberate commitments:

- Include the selected design and language in city and county documents and look for more opportunities to celebrate images from East Memorial neighborhood when displaying all that Greeley and Weld County offer.

- Use the new vision statement that the residents develop, describing a healthy, vibrant East Memorial, to support attracting new amenities to the area.

**Capacity Building**

In addition to supporting an East Memorial resident leadership group, look for other community capacity-building efforts that tie to the health and vibrancy of the area. Where possible, support a bottom-up and collaborative approach. Those efforts could include the following:

- Designate East Memorial as an official “family zone” modeled after the Harlem Children’s Zone that began as a six-block-focused effort in New York City to support youth. The framework rests on the principle that all children and youth growing up in the designated area have access to strong systems of family and community support as well as education that will prepare them to attain excellence. Such support systems include healthy food, activity, and enrichment. Fantastic partnerships are already in place between the food bank, District 6 nutrition and science coordinators, Boys and Girls Club of Weld County, Weld County Department of Public Health and Environment, and the city, among other partners.

One way to strengthen these relationships through the official designation of the area as a “family zone” is to select one key coordinating entity that convenes the stakeholder group to meet on a regular basis to ensure efforts and opportunities are coordinated, cross-marketed, and aligned for maximal impact. In convening this group, the opportunity also exists to identify gaps and strengthen existing relationships with the University of Northern Colorado and other stakeholders.

Because the family zone is a proven concept and model, opportunities are available for grant funding to support stakeholder identification efforts.

- Seed a microgrant program working with neighborhood and East Memorial community groups. Unlike traditional grants, microgrants are typically small, cash award grants given to community groups and others to help kick-start short-term community projects. Microgrant projects are designed and implemented by community groups, rather than sponsoring organizations, to create a bottom-up process. Neighborhood groups apply for grants through a designated process that allows residents to self-determine improvement priorities. These types of grants typically provide resources to reinvest in low-and-moderate-income neighborhoods and support
opportunities for neighborhood beautification, cultural celebrations, safety improvements, encouraging economic development, and generally addressing neighborhood needs and aspirations. Grants can support public art, tree plantings, and lighting, as a few examples.

Different models exist. Local governments run some microgrant programs, whereas others are run and funded by foundations or nonprofit partners, such as the United Way. Some require matching volunteer time by residents that can be done in community gardens or through neighborhood cleanups.

Engagement

One recurring theme the panel heard is the challenges to community engagement. When thinking about reaching the East Greeley community, the limited capacity of residents who juggle multiple responsibilities must be recognized and respected; however, at the same time, tap into the energy and passion that do exist.

The city of Greeley has shown its commitment to engagement through hiring an engagement specialist to focus on connecting with diverse communities and in particular the Hispanic community. In addition, the effort and avenues used to connect this advisory services panel with residents during the panel’s weeklong visit has been done deliberately and with great care. The city of Greeley’s panel planning team worked with community advocates who act as engagement liaisons, opening up even more opportunities in trusted spaces, such as Salida del Sol and the Boys and Girls Club of Weld County, to best connect the panel with residents.

The panel strongly believes an opportunity exists to build on this engagement by taking the following steps:

1. Go where people are.
2. Leverage each opportunity.
3. Communicate using multiple methods.
4. Make it worth people’s time.
5. Measure success.

Breaking Down Barriers to Engagement: Keys to Equitable Engagement

- Meet people where they are.
- Work with community advocates (as engagement liaisons).
- Make it worth their time.
- Measure success.
- Leverage each opportunity to cultivate champions.
- Communicate using multiple methods.
- Send a diverse team.
- Focus on shared decision making, co-creation, and seeding of community-driven efforts.
- Engage in less planning and talking, more implementation and action.
- Understand that trust takes time.

Source: ULI panel.
Go Where People Are
Seek opportunities to collect feedback where people already are, rather than expecting residents to come to a stand-alone meeting. For example, in Charlotte, North Carolina, through the city’s Partner for Place Equity grant, city staff met residents in their community at a local three-kilometer race and at local church meetings to share information when working to engage. Moreover, the more often you spend time in a community, listening, building relationships, and supporting the community at their own events, the more likely you are to build trust.

Leverage Each Opportunity
Look at engagement across departments and agencies. Can any efforts be combined? Could information about public health opportunities be shared during food bank drops or at summer feeding program meals? The panel recommends that the city of Greeley leverage every occasion to build its neighborhood contact list with more contact information and that the contact lists be shared among agencies. In addition, do not forget about local businesses as contacts. The panel recommends that the city think of itself as an organizer. Make sure a sign-up sheet is placed at every engagement event to collect email, phone, and address information where appropriate.

Assume every single person who came out to provide feedback is a current or emerging community leader. For example, the residents who showed up over the panel week cared enough to represent their community and give feedback. That is powerful. Follow up with them quickly and use their participation as a catalyst for what can be done together next.

Communicate Using Multiple Methods
People are different, and as such they like to be communicated with differently. Best practices from other communities include the following:

- Send postcards or inserts inside water bills that are sure to reach the widest audience to share information, share opportunities, and invite feedback.
- Ensure communication is in the languages most reflected in the area, for example, in this area, Spanish.
- Use Facebook, text blasts, and NextDoor, if applicable.
- Because this work is labor intensive, tap into partners to share the load. For example, could UNC students volunteer, or could residents be paid to go door to door?

Make it Worth People’s Time
The most effective engagement strategies understand that engagement has to be worth people’s time. To that end, the panel recommends the following approaches:

- Consider providing food at any community events or meeting. If you are asking residents to come out at dinnertime after work or to experience an event or opportunity for the first time, it makes sense to provide a meal.
- Consider gift cards or stipends to compensate people for their input. The city of Greeley effectively used this technique as part of the panel week to ensure input from local residents.
- Provide child care in a separate room in the facility to reduce barriers for caregivers to attend.
- Set clear expectations and communicate back successes, so residents understand how their input or information is being used and so they know their results materialized and made a difference.
Fun! As we heard from a leader at the Boys and Girls Club, do not forget about the fun. This includes weaving in games, music, and time for fellowship.

Get to know the people in the community as people. Always look for reasons to share decision-making power. A naming competition for a field or plaza could be an immediate action step to create ownership in a public space and ensure it truly represents the community.

One great resource for equitable engagement is the Government Alliance on Race and Equity, or GARE, and its racial equity toolkit (see appendix).

Measure Success
Through an equity lens, what matters is not if everyone had the same opportunity to participate; what matters is whether they actually do. It matters whether or not agencies are receiving input from a representative portion of the population. Therefore, one way to measure success is to measure the demographics of people the city is hearing from or who are showing up for a service or event. This can be done in multiple ways without creating links from names and addresses to race or ethnicity, which may be important so people feel comfortable sharing sensitive information. Success can also be measured by looking at the gaps between opportunities and resources that are available and the number of people served.

Pilot Projects and Catalyst Opportunities
Excellent examples of catalytic projects in process can be seen. The community kitchen and garden at Bella Romero can bring people together to support healthy eating and to build new skills. In addition, a variety of actions could have a big impact and catalyze larger health efforts while creating opportunities for community pride and demonstrating action. As one stakeholder noted, this community needs some quick and visible wins.

Tactical urbanism, a concept typically used to describe low-cost, temporary changes to the built environment, usually in cities, intended to improve local neighborhoods and city gathering places, making a small part of a city more lively or enjoyable, presents a variety of opportunities for co-creation and tangible projects. For example, hold a Cyclovia, which originated in Bogotá, Colombia, also known as an Open Streets event, where a stretch of streets is shut down to cars and open to people to bike, run, play, dance, and showcase and celebrate connecting neighborhoods. It helps people begin to imagine biking and walking to places they might not otherwise travel to on foot or visit, like the park.

Temporary art and placemaking can be combined with pedestrian efforts to create beautiful spaces and invite people to explore their area on foot in the East Memorial neighborhood. More examples include the following:

- Paint crosswalks or speed humps using vibrant colors as a community project, matching the road with the vibrancy of the homes in some of the neighborhoods.
- Wrap a utility box and turn a boring government asset into a space for a mural, as the panel has seen in parts of downtown Greeley.
- Yarn-wrap trees as an activity for young girls and boys to learn or showcase knitting skills and decorate their favorite trees.
- Drop temporary movable chairs and other movable furniture to support more use of the park at low cost.
Locate vibrant seating near sports fields so that families can gather round and watch the games unfold.

- Identify locations for participatory murals, such as the Boys and Girls Club of Weld County and other neighborhood recreational amenities, and work with local arts organizations and artists to engage the community (adults, teenagers, kids) to create a mural.

- Insert temporary footprints that can be sealed to the sidewalk and lead people from one neighborhood to the next, inviting and encouraging children and adults to explore.

- Create five- and ten-minute walk signs to direct visitors and residents, within the neighborhood and across the highway, to locations that are within walking distance.

- Use trees and planters to create temporary bike lanes and walking paths to create a buffer between families and cars.

- Build little free libraries in public spaces to support reading and walking to your local “little” library to get or share a book.

- Use low-cost programming to enhance the imagination and activate spaces, inviting people out of their homes to get active. For example, a pavilion could be used as a makeshift stage for performances and music. Invite a local musician in East Memorial to get out there and play, and invite neighbors to dance.

These types of tactical urbanism projects can be funded in a variety of ways, including by foundations and private sector partners. Some cities use capital funds to test a concept before permanent infrastructure is designed, to build support, understand if adjustments need to be made, and ultimately address community needs.

In addition, connecting East Memorial to health resources is important, and the panel thinks an opportunity exists to create a mobile center for these resources in the center of the community during popular times of day, such as weekends at Discovery Bay, to address health inequities and act as a catalyst for permanent efforts and more permanent locations on the east side. Because several mobile units are already underway, related to food distribution, if a mobile health clinic could coordinate efforts, it could be an opportunity to make a holistic community-wide impact.
Vision and Design Strategies

THROUGH ITS STUDY OF EXISTING documentation, geographic information system mapping, and other materials provided by the city of Greeley together with on-site research and community stakeholder engagement, the panel mapped its observations to better understand the design opportunities and constraints. The panel has also reviewed the city’s current plans to enhance East Memorial, and the recommendations in this section build on those efforts. These observations have provided the panel with an insight on urban challenges that require both short- and long-term design strategies. These contextual urban challenges have a tremendous impact on the future growth of the East Memorial neighborhood, but through a variety of urban interventions, the panel’s recommendations can help transform the community into a vibrant, diverse, active, and connected community.

Currently, the urban fabric surrounding the East Memorial neighborhood provides many challenges: disconnected neighborhoods and park spaces, configurations of major streets, highway and rail infrastructure that prevent safe pedestrian and bicycle circulation, poor street and park lighting, lack of sidewalks, and lack of trees and shade all lead to major community safety issues. The opportunities and constraints diagrams (below and on facing page) summarize areas with potential for an urban design response and an opportunity to reevaluate the constraints and transform them into future opportunities.

Through ground-up community collaboration design efforts, the city of Greeley can implement resilient urban strategies that respond to the needs of the community and provide an opportunity to strengthen the regional identity.
The panel then mapped a number of existing challenges—physical barriers such as U.S. 34 and U.S. 85, the Union Pacific railroad tracks, and industrial uses—and opportunities for improved connectivity and gateways that celebrate the identity of the East Greeley community.
The panel’s proposed vision for East Memorial Park encourages healthy living, creates additional community destinations, and enhances neighborhood identity through various design elements.

One-way road with extra parking for events
More park pavilions
Fruit trees as decorative planting
More playgrounds for children of all ages
Rocket viewing platform
Pollination path
Vending gazebo
Boardwalk over water
More fruit trees
Pedestrian connection to school
Pavilion/Community Casa
Amphitheater
Paving to slow traffic

of this neighborhood as well as the sense of community identity in the people who live and work here.

The panel’s vision for East Memorial strengthens the community by providing a design framework that reinforces healthy active living, proposes an economic catalyst, and provides a regional and local identity for the community, but most important, it provides destinations for the community to gather and places where the community can take ownership and feel proud.

The proposed vision is framed around six key urban themes:

- Providing a framework with a healthy active community experience;
- Creating a “there” there with a regional or local-scaled key destination;
- Elevating the identity of the neighborhood;
- Designing a local amenity as the gateway commercial center;
- Enhancing connectivity through streetscape improvements and a vibrant park and open-space framework; and
Programming active and diverse multigenerational park activities.

The design framework promotes a healthy active environment by optimizing the streets and open spaces so they can accommodate bikes, areas for extended walking, and places to gather. The open spaces are conceived as a network of green spaces that have diverse and flexible park programming for multiple generations. These programs are all connected by trails and crossings and integrate well with their surrounding urban development. These new parks and open spaces complement the neighborhood by providing opportunities for an active lifestyle.

Through the creation of a multipurpose destination pavilion (the Casa) at the center of the East Memorial neighborhood parks district, this new heart of the neighborhood creates a nexus at the east end of 22nd Street where two open-space systems intersect. The synergy that is created by the activation of the open space at the Casa has endless opportunities and becomes the new social center where communities can gather, play, work, and learn.

The Casa has an opportunity to become a community beacon that provides a regional and neighborhood identity. It will function as a covered, protected space where it can be programmed daily, weekly, or monthly as a weekend or nightly market, for site-specific community events, sports use, healthy youth activities, unique healthy food and cultural experiences, and outdoor music and movie venues. The opportunities for programming under the roof are endless and can adapt to seasonal changes.

To the east, the Casa is connected along 22nd Street to a commercial and convenience retail center at First Avenue, which operates on the urban scale as a portal and gateway to and from the East Memorial neighborhood. This connection between the Casa and the retail center is a critical step to reinforce neighborhood connectivity while responding to the issue of how to stitch this neighborhood with its context and transform a peripheral environment into a central and integrated urban fabric.

The revitalization of the intersection at First Avenue and 22nd Street plays an important role in providing a safe crossing, traffic calming, and integration to its surrounding context. Improving the street configuration (right-of-way) to reduce the vehicle travel lanes and provide protected bike lanes and street trees improves the street experience and provides a safe, integrated environment where parents can feel more confident their children will be better protected from vehicles while they bike in the protected dedicated bike lane or walk on the sidewalk.

The characteristics of the street configuration of First Avenue will take on similar characteristics with 22nd Street, but at a scale that is appropriate to the capacity of the street. Residential streets within the neighborhoods will be improved with a similar intent of pedestrian safety through providing or improving sidewalks and bike lanes where needed and reducing vehicular lanes while implementing traffic-calming strategies.

The park and open-space framework is conceived as an integral aspect for a healthy lifestyle and for community identity. The design of the parks provides visibility for increased safety and creates a sense of welcome, including additional lights for adequate safety. To encourage the use of the parks, each park is programmed with different
activities, both passive and active, that are accessible to diverse generations.

Balsam Park is currently primarily for soccer, but its flexibility allows the opportunity for other field sports. Soccer fields can be reconfigured to provide game time for both youths and adults, and lights can extend the hours for extended active play.

East Memorial Park is programmed with multiple playgrounds for all ages, basketball, a rocket observation tower (as requested by local elementary school students the panel met at the Boys and Girls Club of Weld County), fruit trees, a pollinator garden, a boardwalk across the stormwater detention basin, a baseball field, pavilions, bathrooms and drinking fountains, multiple benches, a gazebo (which could host concessions such as coffee and a store selling fresh fruits and vegetables), and a pavilion. With all these new programs, a new one-way road with parallel parking at the western periphery of the park provides much needed parking.

A new amphitheater is introduced north of the existing Waggin’ Tail dog park and Discovery Bay Splash Park. The amphitheater stage creates a focal point by using an apple grove and herb garden as a backdrop. This amphitheater can be transformed into a sledding hill during the winter months because of its natural topography. The amphitheater is connected to the East Memorial Natural Area, which will connect through the other parks with a natural trail system to the South Poudre River.
The Role of the Private Sector

THE PRIVATE SECTOR PLAYS A MAJOR ROLE in building the places that affect equitable community health. This includes creating the mixture of land uses, walkability on and adjacent to sites, recruitment of healthy food providers and other employers, safe pathways and housing developments, sponsorship of nonprofit recreation and health programs, and much more. Private sector leaders frequently become champions for progressive change, often in partnership with the public sector, including development partnerships.

Existing private developments and land use patterns in East Greeley have some good features to support walkability, access to primary health care, and healthy food availability, but significant room exists for improvement. Lighting, needed business services, additional housing types, and businesses providing healthier food choices are just a few ways the private sector can add more value.

However, private sector perceptions of East Greeley seem to be a major barrier to further investment by many developers and businesses. Such perceptions are likely based on anecdotal evidence, past problems with safety and crime, limited understanding of investment opportunities in denser urban settings, and a lack of developers with more urban development experience, including different housing types, mixed-use developments (and financing), and place brand repositioning strategies.

The panel’s conversations clearly indicated that significant retail spending leakage comes from East Greeley. The recent closing of the closest full-service grocery store was a common concern expressed by a variety of stakeholders, and although a downtown grocery study was recently completed, the focus area did not include East Greeley and the catchment area analysis did not include all the East Greeley study area households. Using a more urban market analysis of the spending power of this more densely populated area, along with a shift of the study and trade areas to the south to include all households in East Greeley and around UNC, would likely demonstrate sufficient market support for one of the newer specialty grocers such as Aldi, Lucky’s, or Lidl as they continue to expand nationally.

Health care providers are another private sector business with an interest in community health in East Greeley. Preventive measures and care are well established as much more cost-effective ways to reduce health disparities, subsidized care at emergency rooms and preventable hospital stays, and both treatments and drug costs associated with chronic diseases like diabetes, asthma, and coronary disease.
The panel’s conversations uncovered a number of potential partnerships with health care providers related to placement of primary care clinics within walking distance of East Greeley residents. At the same time, the panel did not uncover investments by health care partners in active living facilities, healthy food systems, or highly engaged educational efforts about healthy eating and living.

Finally, entrepreneurs and small business owners already exist in East Greeley, including some residents. These private sector investors can also become part of the healthy living approach as potential business tenants, event and program sponsors or participants (e.g., food trucks), political advocates, developers, and in-kind donors for public space improvements, among other things.

Several types of private sector investments could be catalytic for East Greeley and the health of its residents, such as the following:

- Real estate development and construction, including multifamily housing and mixed-use development along 22nd Street and First Avenue to create a “strolling district” for East Greeley. This can also support the comprehensive housing strategy identified in the city’s new Comprehensive Plan.
- A new small-format grocery store at 22nd Street and U.S. Highway 85 to serve both UNC/Downtown and East Greeley. Combined with some improvements to make crossing U.S. Highway 85 more comfortable, this more southern location takes full advantage of the concentrated purchasing power of all the existing residents in East Greeley and near UNC.
- Anchor institution sponsorships of healthy pathways, parks, and exercise facilities.
- Similar sponsorships from major local employers in the food and oil/gas industries.
- Hospital clinics as medical services tenants in new mixed-use developments to help with financing.
- Fresh food booths at area markets and on food trucks.
- Business district tax self-assessments for improved street and sidewalk lighting.
- Healthy food vendor small business opportunities at key points along pedestrian pathways, during events, and at open spaces. This should include opportunities for youth and youth organizations as part of entrepreneur training efforts at area schools and clubs.
- Opportunities for families who garden to sell their excess at regular market events to generate extra income.
- Existing businesses who want to expand in ways that have healthy living impacts. This might include an existing small store who adds more healthy foods, a business that expands and adds sidewalks and lighting, or similar improvements.
- New businesses that grow fresh foods during the winter as well as summer. An expansion site of the GrowHaus on First Avenue near 22nd Street should be actively explored.

### Strategy Adjustments

To help attract these kinds of private sector investments, the city, county, and other partners will need to adjust or expand some of their current recruitment or incentive strategies. The panel suggests starting with the following:

- Use a more detailed market analysis by an urban retail expert to help establish the opportunity for the grocery store and other retailers along 22nd Street and First Avenue.
- Use a more detailed market analysis by an urban housing expert to help establish the opportunity for the development of multifamily housing along 22nd Street and First Avenue.
- Work with major employers, including UNC and North Colorado Medical Center, to celebrate the diversity and walkability of East Greeley as part of their talent recruitment and retention efforts. This should include
expanding the Greeley Home Ownership Program for Employees (G-HOPE) program to include East Greeley.

- Review land development regulations to identify any needed adjustments to require or incentivize healthy living improvements such as mixed land use, sidewalks, higher-quality lighting, public art, and more. This may also include adjustments to the city’s responsibilities for street lighting and other improvements to adjacent public spaces.

Quick Wins

Creating early successes and communicating them will be essential to building broader community support in East Greeley and the rest of Weld County. They can also help overcome the perception barriers of private sector developers and businesses. The East Greeley community, the city, and the county should work together to identify private sector projects and initiatives that can be accomplished in the next three to six months, and the panel suggests considering the following:

- Expand healthy food vendors at community events and in public spaces.
- Hold broker/developer events to discuss business opportunities in East Greeley, with business speakers and resident attendees. If the timing works, also discuss any proposed changes to the land development regulations.
- Recruit a business leader from the Hispanic community to help convene further discussions about First Avenue, 22nd Street, and park improvements—and to help push implementation forward.
- Engage the Hispanic student leaders at UNC and ask them to initiate additional service partnerships to help improve health in East Greeley, including small business assistance.
- Work with Xcel Energy to implement a pilot program upgrading lighting on one or two key pathways identified by community members as particularly troubling. This might include easily installed solar lights.

Measuring Success

To ensure that new private sector investment has desired effects on active living and healthy eating in East Greeley, measuring more than just the amounts of capital invested is important. The panel suggests several additional metrics, including the following:

- Pedestrian counts at or near new or expanded businesses;
- Increases in sales of fresh produce and fruit;
- Amount of private investment for exterior lighting, public art, bike racks, and landscaping;
- Amount of private investment in collective clean and safe programs; and
- Increases in the number of vendors selling healthy foods at events.

Finally, the city, the county, and other partners should work with the Chamber of Commerce and others to regularly convene a conversation about additional ways the private sector can achieve business goals while simultaneously improving equitable health for the East Greeley community.
OBSTACLES LIMITING BIKE, WALK, AND TRANSIT
connections from East Greeley to surrounding areas contribute to the sense of isolation that East Greeley residents report experiencing. These obstacles reduce opportunities for East Greeley residents to move around their community independently and to incorporate physical activity naturally into their daily routines.

This section describes selected opportunities to overcome these obstacles and to improve the equity of health outcomes in Greeley.

Transit Ambassadors
Well-used transit is an important part of healthy communities. Using transit encourages walking and biking at both ends of transit trips. In truly successful communities, transit service also allows strengthening biking and walking infrastructure by reducing pressure to use public space for cars.

Mobility after Dark
A disproportionate number of crashes involving pedestrians and cyclists occur after dark. In addition, walking after dark presents broader personal safety risks for youth in general and for women of all ages.

The relationship of darkness with personal and physical safety can have a greatly depressing effect on walking and cycling, particularly during times of year with less daylight.

Throughout East Greeley, the walking and cycling network could benefit from lighting improvements. This includes all crossings of U.S. 85, the entire length of First Avenue, Balsam Avenue, and east–west streets between First Avenue and Balsam Avenue.

For children and senior citizens alike, the availability of transit increases feelings of independence and social mastery, qualities that contribute to the ability to alter embedded health and nutrition habits. A frequent obstacle to greater levels of transit use is unfamiliarity with transit services. The presence of language and cultural barriers can magnify the effect of this obstacle. Many residents of East Greeley depend on Greeley Evans Transit (GET) Route 2 service for travel to school and work. Many interviewees also report that some potential transit users are deterred by difficulties learning about and navigating the travel options available.

An opportunity to overcome this obstacle is the creation of a transit ambassador program. Organizations such as the Boys and Girls Club (BAGC), Scouts, 4H, and others have the potential to incorporate such a program into already existing civics education and certificating program elements.

The idea is for GET staff to establish a train-the-trainer program. GET staff would train BAGC youth members, Scouts, and others in GET services and GET apps. These youths would earn certificates based on their sharing of this information with members of their communities. Youth participants would also present feedback to GET staff on how this material is received, what behaviors have changed, and any recommendations they may have to offer.

The transit ambassador program would complement programs already underway at the BAGC to support increased levels of bike use among East Greeley’s young residents. It would also fit into well-established patterns in immigrant communities of elders relying on children to interpret the new world for them. Parents who experience anxiety as a function of their children being independently out in the world could be reassured by the association of independent transit and bike use with leadership accreditation by
trusted organizations like BAGC, Scouts, 4H, churches, or others.

The potential for a transit ambassador program to succeed is supported by the initiative GET has shown in recent years to increase the accessibility and benefits of the GET system. Recent programs initiated include free transit with a student ID for UNC students, free transit for Greeley schoolchildren, and real-time bus location and bus arrival time apps, such as GETTrax Real-Time Bus Tracker and RouteShout, that put GET system schedule and stop information onto Google Maps.

Rapid growth in transit ridership is powerful evidence of GET’s energy and focus. Ride-Free ridership grew from 15,000 trips annually in 2013/2014 to over 150,000 trips in 2016/2017. Total annual ridership has grown correspondingly, from 540,000 in 2012 to 751,000 in 2017.

Building Skills Close to Home: BMX and Skateboarding

BMX bike riding is a way to build familiarity with bikes and biking skills that is fun and supports physical activity without requiring youth to travel outside the bounds of a familiar neighborhood. BMX bikes are similar to skateboards in that they can be ridden in smaller parklike areas, and the attraction of these bikes—as with skateboarding—is learning and performing tricks.
The Boys and Girls Club of Loveland has recently built a BMX bike course at its club. Incorporation of a similar course in otherwise unused space could add a new physical activity option at one of East Greeley’s parks. The Boys and Girls Club of Greeley has already initiated a program to build bike riding and bike maintenance skills for East Greeley youth. These programs are reported to be successful, and there are plans to extend and expand them. Adding a BMX track to one of East Greeley’s parks could provide a beneficial complement to the programs that are already in place and underway.

Skate parks have similar characteristics to BMX parks in terms of space requirements, flexibility to use smaller spaces that are awkward to use in other functions, and support for outdoor activity. The Loveland BMX track was built in a field south of the BAGC building, adjacent to a detention pond. The BMX activity is popular, with 20 children at a time using seven club bikes to take turns riding the course. Skate parks, however, require more hardscape investment than BMX bike courses do, and the panel recommends the city of Greeley explore the development of a BMX track in East Greeley as a short-term implementation action.

Using Intersections to Connect

Clear pathways invite walking and biking. In a wood or a field, a well-defined path draws the eye forward and almost compels one to move forward. It hides enough to raise curiosity and shows enough to promise continuity. The built environment is no different. If we are to encourage people to incorporate physical activity into their daily routines, we need to give to path-building for walking and biking the same attention that has been given to path-building for cars and trucks over the past half-century.

In East Greeley, the U.S. 85 right-of-way, the Union Pacific railroad tracks, and the industrial uses on either side of those routes together interpose a cold and trackless expanse between East Greeley residents and destinations in Greater Greeley. This expanse strengthens the sense of isolation that East Greeley residents feel and is a real barrier to walking and biking. To reduce the perceived magnitude of these crossings—and to reduce the deterrent of unsafe traffic—a series of small but mutually supporting changes can establish continuous sightlines for walkers and bikers, with regular visual cues that draw them forward by defining paths and signaling invitation.

At each of the major intersections along U.S. 85 in the study area are opportunities to define paths and signal invitation in these ways. These opportunities include the following:

- Extending sidewalks to slow vehicle turning speeds and to reduce the width of road crossings;
- Extending road medians to reduce the speed of turning cars and to create safer refuges for pedestrians;
- Adding marked crosswalks, which can incorporate some of the creative strategies described earlier in this report;
- Adding well-defined bike lanes;
- Adding street trees to provide shade and shelter;
- Bringing building faces closer to roadways;
- Adding bike and pedestrian wayfinding signs; and
- Enhancing lighting to improve visibility of pedestrians and cyclists.

Opportunities for Change

This section describes longer-term and short-term actions the city of Greeley can take to improve connectivity, mobility, and overall health in the East Memorial community.
Improve Crossings on U.S. 85
Total vehicle travel along U.S. 85 through Greeley is light enough that bike and pedestrian improvements for crossings at 22nd, 18th, and 16th streets can be added without significant impact to vehicle movements.

Increase Pedestrian Safety through Increased Pedestrian Activity
Drivers focus their attention—and change their behavior—to accommodate events they expect. In places where pedestrians are rare, driver behavior will reflect that. This dynamic explains why pedestrian safety increases when pedestrian activity also increases. The more that drivers expect to see pedestrians in the roadway, the more attentive they become to pedestrian presence. This reinforces the pedestrian safety impact of investments that make the walking environment better defined and more attractive.

Take Advantage of Existing Plans
The city of Greeley has already prepared plans that address many of the issues described in this report. The 2014 Greeley Bike and Pedestrian Plan identifies and defines several investments that would reduce east–west active transportation barriers, and the panel recommends the city explore which of these investments can be undertaken immediately.

Install Wayfinding Signage
In selected areas around town, the city of Greeley has posted wayfinding signs that show the direction of high-interest local destinations, such as the North Colorado Medical Center and the University of Northern Colorado. These signs, however, tend to be more oriented toward visitors to Greeley than to residents of Greeley. To strengthen east–west connections across U.S. 85, the panel recommends developing wayfinding signs to encourage biking and walking by showing the distances of important destinations in terms of bike and pedestrian travel times. These signs would signal to drivers, cyclists, and pedestrians that active transportation is both welcomed and to be expected. The city of Evans has placed a wayfinding information sign on the west side of U.S. 85 at 37th Avenue that gives an idea of what could be done at one of the several crossings of U.S. 85 in Greeley.

Establish a U.S. 85 Gateway to Greeley
Drivers traveling north on U.S. 85 arrive having recently traversed an entirely grade-separated, expressway-like stretch of road. A recently completed report for the Colorado DOT noted higher-than-expected crash rates at the 22nd Street intersection. The report suggests that the transition from expressway to local-serving road with signaled intersections could possibly explain elevated crash rates there. The report also suggests that adding notice to drivers farther south about the intersections ahead could help increase driver awareness and increase motorist, pedestrian, and cyclist safety.

The city of Greeley should explore the potential of combining Colorado DOT’s safety interest with the city’s interest in strengthening east–west links to build a gateway entrance to Greeley for travelers from both the south and the north. Such an entrance would communicate that both sides of U.S. 85 are Greeley, that drivers are entering a community, and that a higher level of driver attention is called for.
Make Many Small Changes, and Manage Accordingly

In the transportation arena, people often conceptualize a project as single, physically contiguous, large, and expensive. Assembling the political support to prioritize such projects can take years, and success is never entirely certain.

To improve connections in urban settings, however, a project—even one with great scope and impact—may consist of many small, mutually supporting changes, rather than a single, hulking undertaking. The advantage of this concept is that progress on the project can be made incrementally and continually over time.

To pursue projects that have this “dispersed improvement” character, the city of Greeley will need to put in place a clearly defined menu of the diverse project elements that make up “the project” and assign responsibilities appropriately to departments or functions most directly related to each small element. The city will also need to identify a particular department or individual to coordinate among all the parties that will play a role in project implementation.

Test Ideas with Temporary Designs

An increasingly popular way to test the effectiveness of small-scale urban design projects is tactical urbanism, which was mentioned earlier in this report. The premise of tactical urbanism is that unfamiliar designs can be tested with temporary installations that do not commit communities to permanent investment in projects of uncertain value.

To test the pros and cons of small-scale, unfamiliar projects such as parklets, pedestrian islands, traffic circles, and bike lanes, tactical urbanism uses temporary materials such as cones, paint, planters, or other easily movable or erasable things to mark out new spaces and to see if new configurations have desirable effects.

One benefit of tactical urbanism is that stakeholders can be directly involved in the design and installation of temporary projects. Collaborative exercises to design new community features can be fun, empowering, and have powerful community- and trust-building outcomes. Another benefit is that designs can be easily modified on the fly to accommodate what is learned in practice.

The city of Greeley should consider testing out urban design and streetscape changes in the short term using tactical urbanism approaches with residents to explore the benefits of enhanced connections across U.S. 85, as well as street and park enhancements internal to the East Greeley community.

Add Projects to Regular State DOT Funding Programs

Typically, state DOTs will fund bike and pedestrian projects from funding pots that are dedicated to air quality or community enhancement, or they will dedicate a small portion of large construction projects to related bike and pedestrian project elements. Support for bike and pedestrian projects can also be found in usually less visible spot-safety capital budgets. These funds are typically targeted to places on roadways that have been found to be especially dangerous. They can also be used for bike and pedestrian improvements that increase safety.

Similarly, state DOTs spend operating money each year to resurface roads and make other regular repairs. Low-cost bike and pedestrian improvements are easiest and cheapest to do when they are included with these regular road-maintenance activities.
To gain access to spot-safety or routine maintenance funds, bike and pedestrian advocates will need to make overtures to the staff who typically oversee and program these funds. This programming is usually “below the radar” of the higher-profile capital budgets that typically capture stakeholder attention.

**Link Projects to Railroad Quiet Zones Program**

Railroad quiet zones are places where enhanced safety treatments have been added to railroad crossings. If these treatments meet Federal Railroad Administration standards, locomotive engineers can forgo use of horns in these areas, providing a real environmental enhancement. A potential opportunity to enhance bike and pedestrian safety through the study area railroad crossings exists as part of any effort that would be made to fund and construct quiet zone crossings.

In general, improvements that support railroad quiet zone implementation increase railroad crossing security by reducing opportunities for people to cross tracks while trying to “beat the train.”

- New quiet zones must be at least a half mile in length.
- All crossings within a quiet zone must have active grade crossing warning devices with flashing lights and traffic control gates.
- All approaches must post signs that clearly advise that train horns are not sounded at the crossing.

Costs for railroad quiet zone enhancements vary by place. That said, the city of Boulder has recently estimated a cost of $5 million to improve nine railroad crossings there.

The panel received updated information following its visit that a project is currently underway to implement a quiet zone along the Union Pacific line from 22nd Street to Fifth Street and another project that will install crossing arms along the Great Western line on Eighth, 11th, 14th, 59th, and 0 streets.

**Fill Gaps in Internal Sidewalks**

East Greeley’s sidewalk network includes a mix of high-quality sidewalks, both attached and detached, and numerous missing links. Missing links have a variety of conditions. Some include shoulders that are designated for pedestrians but are not well differentiated from the roadway; others include no shoulder of any sort, giving pedestrians no option but to walk in the road.

Significant missing links in the heart of the area include the following:

- Balsam Avenue between 20th Avenue and 18th Avenue;
- Cherry Avenue along its entire length; and
- 20th Street from Balsam Avenue to U.S. Business 34.

These missing sidewalk links impose a significant safety risk on children who walk, bike, or skate to school. They also create a vicious circle of traffic risk by increasing parents’ motivation to drive their children to and from school, which in turn increases risks for those remaining people on the street. Together, these hazards not only place a safety burden on East Greeley residents, but they also make active transportation and healthy living less easy and less likely.

An additional missing link is a safe connection to neighbors and park amenities across U.S. 34 for River Walk Terrace residents. The Frontage Road crossing is the most direct crossing available for River Walk Terrace residents to connect to the East Memorial Park area on foot or bike. Crossing U.S. 34, however, is an unsafe proposition, and River Walk residents must take a longer route to local parks along First Avenue.
The Public Sector and Leadership

PUBLIC AGENCIES AND DECISION MAKERS enjoy a unique responsibility to promote healthy communities. Opportunities exist at all levels, from higher-level legislative policy development to daily customer services at, say, the Park and Recreation desk. The panel defined several areas that are key to success, including the following:

- Finding new ways to effectively engage all community members, thereby enhancing trust and building lasting relationships;
- Improving community capacity and local leadership, promoting a feeling of empowerment and ownership among residents and businesses;
- Enhancing partnerships and collaboration with other public agencies, nonprofits, and the private sector that help everyone see the big picture, how their choices have beneficial effects or create new challenges;
- Building Greeley’s physical assets and addressing the deficits such as food deserts and poor transportation connections;
- Implementing a strategy to promote healthy living and active lifestyle with a special focus on youth and multi-generational opportunities;
- Better connecting to valuable natural environment resources and to the region; and
- Ensuring policy decisions are focused on long-term goals and reflect the input from all.

The panel was generally impressed with the high degree of commitment and innovation among public employees and generally easy and productive staff-to-staff connections between agencies. Such relationships across agencies are a necessary component in providing the public service levels to which individual agencies aspire. However, the panel also heard the need for more openness to new ideas, to taking risk, and to continuity of policy direction and expectations from executive leaders. Not all parts of the city or county organization appeared open to ideas, and signs of staff stress and discouragement were visible. The ability of the agency to deliver on the policy goals defined by legislative leaders is affected not only by the quality of those policies but also by the connection of those policies to the allocation of resources.

Elected public leaders have a particular responsibility to guide the city organization in implementing their policy direction, and continuity of direction helps ensure that dollars spent today will yield results tomorrow. Why is continuity important? If policy direction swings dramatically or if leaders struggle to find consensus, the performance of a public organization can deteriorate. Therefore, policy continuity and political alignment genuinely help ensure that taxpayer resources and time are spent wisely and effectively.

Aligning implementation efforts by working together with other public agency, private sector, and community partners, the city will achieve more than it can on its own. Greeley has the skills and experience to work collaboratively and to fulfill its role to lead, organize, and implement...
the efforts to create a healthier community. The panel believes that results are not just possible, but likely. Elected leaders have many demands and little time, so a focus on building relationships with other agencies and stakeholders will help the city be successful. If the council can serve its policy-making role well, the city manager and staff can better focus on implementation and administration.

Greeley has opportunities to build upon and create new partnerships. For example, the panel heard that the relationship and coordination between the city and Greeley-Evans School District 6 is strong and productive, and that there are areas where decision-making could be better. This could involve opportunities to collaboratively examine facility needs, open space and recreation programming, and transportation challenges.

The panel saw evidence of proactive approaches to addressing problems and opportunities, such as resolving the missing sidewalk on 20th Street. That project could provide an opportunity for a pilot program involving the city, county, utility provider, and school district. Success seems tantalizingly close; as of this writing those agencies have met multiple times. Yet so far success has been elusive, and children are forced to walk unsafely into travel lanes, especially in bad weather. Schools have been advising parents to drive their children instead of letting them walk, which is unfortunately exactly the opposite of a desirable result here. So, agencies recognize the problem, have devoted staff time to discussion, and yet have not found a way to even an interim solution.

The panel observes that a pilot program could involve agencies defining a set of interim options to create a safer walkway, setting limits on financial commitments, and measuring success together at a future time. They have an opportunity as well to recognize the decisions that led to the problem and perhaps create a multiagency decision-making mechanism to reduce the likelihood of recurrence. As a local example, Larimer County, city of Loveland, and city of Fort Collins have adopted the Larimer County Urban Area Street Standards. These standards apply to the design and construction of new and reconstructed streets within the two cities and within the Growth Management Areas for Fort Collins and Loveland within Larimer County. Such standards reduce the likelihood for similar challenges at the city-county boundary, can promote certainty for land developers, and achieve better results for residents.

The panel recommends that the city of Greeley identify one or more pilot efforts or new or expanded partnerships to pursue in 2018 as a metric for success. Do the research, develop the approach, negotiate and sign the agreement, and get a tangible result on the ground by year’s end.
THE CITY OF GREELEY will need creative solutions to fund investment in the East Greeley neighborhood. Currently, parks and wildlife investment is often supported by the proceeds of the Quality of Life and Great Outdoors Colorado Lottery Funds, food tax, and local capital dollars. Other financing methods could be the pursuit of grants and partnerships with and sponsorships through private businesses. The panel recommends the following funding options to help strengthen East Greeley as a healthy community:

- **Capital budget prioritization process:** A quantitative evaluation process should be used to identify future projects for use of local and partner dollars. Other cities have had success in creating a metrics or report card to score projects and prioritize for funding to align with city priorities. Factors for evaluation can focus on key demographics, health outcomes, service gaps, environmental goals, and estimated project cost. Most important, this process creates community trust and transparency by showing a clear evaluation process. Implementing a prioritization process across agencies, with collaboration of staff and city leadership also allows alignment of capital projects and ensures coordinated investment for public resources.

- **Interagency partnerships:** Recent commitments leveraged resources from two city agencies for recreation investment and stormwater solutions at Greeley’s Woodbriar Park. This creative partnership aligns capital efforts and meets multiple local goals that benefit the health of both the environment and residents.

- **Nonprofit and private sector partnerships:** The city of Greeley has been successful with private sector partners investing in park and recreation resources. Specifically, the collaboration at Avens Village at Island Grove Regional Park combined local capital dollars, tax revenue, and nonprofit and private sector investment to create a unique, inclusive play opportunity for families in Greeley and from the region. This model is another that can be leveraged for the East Greeley community. The city of Greeley should dedicate staff resources to identify and cultivate these partnerships. A few ideas include the following:
  
  - Ask a local business to sponsor expanded programs. A small contribution can add additional summer movie nights in key areas that need family programs. A large investment can expand summer hours at Discovery Bay.
  
  - Explore revenue from advertisement opportunities at popular recreation amenities, such as Discovery Bay or Balsam Sports Complex.
  
  - Leverage multiple partner contributions and resident energy for community-building projects.
  
  - Organizations like KaBOOM! offer new playgrounds, designed with the community, using small local investments with a quick turnaround time.

- **Leverage all existing resources:** Greeley should leverage existing resources, including the Quality of Life Fund, food tax, GoCo grants, and local dollars.

- **Identify new revenue resources:** Greeley should explore the following potential new revenue resources: advertisement and sponsorship at recreation facilities, tax increment financing or innovation financing, and applying for new grants or technical assistance from programs such as ULI’s 10-Minute Walk Campaign, KaBOOM!, and Connecting Children to Nature.
GREELEY WAS FOUNDED TO LEVERAGE natural assets—water, land, proximity to markets—and create a community where quality of life would be of paramount importance: in other words, to be a utopia. And for decades Greeley has been meeting challenges and overcoming barriers.

Although a thoughtful and comprehensive strategy with many partners and resources is needed to make sincere and equitable changes, the panel was impressed by the number of local voices who participated during the panel’s visit and who are poised to be effective champions of change in East Greeley. The residents of the East Memorial neighborhood, who contributed their time, voices, and ideas to help aid the panel’s grasp of the challenges and opportunities in their neighborhood are critical to the success of many of the recommendations detailed throughout this report. These are the future community champions who can help ensure that Greeley residents and businesses use their voices to create a healthier community in East Memorial and throughout the entire city.

The panel has detailed a variety of small to large-scale recommendations—focusing on healthy parks and healthy food; incorporating best practices, community engagement and empowerment, vision, and urban design; involving and engaging the private and nonprofit sectors as partners; and making better connections—that it hopes will serve as a blueprint for the city of Greeley to use moving forward.

The panel is confident Greeley can overcome its barriers to create a community where all residents are valued and feel valued, where public and private investments are prioritized equitably, and where commitments are kept.
Appendix: Additional Resources for Greeley

- ULI Building Healthy Places Initiative
  https://americas.uli.org/research/centers-initiatives/building-healthy-places-initiative

- ULI 10-Minute Walk Campaign
  https://americas.uli.org/research/centers-initiatives/10-minute-walk-campaign

- Government Alliance on Race and Equity, or GARE, racial equity toolkit

- Larimer County Urban Area Street Standards

- City of Charlotte Decorative Signs

- Can Do Signs
  http://candosigns.org/project

- City of Charlotte’s No Barriers Project
  http://nobarriersclt.com
About the Panel

Kamuron Gurol
Panel Chair
Seattle, Washington

Gurol serves as North Corridor development director for Sound Transit, a regional transit agency in the Seattle area, where he is responsible for overseeing and coordinating high-capacity transit projects, including light rail, commuter rail, and bus rapid transit. He holds a BS in geology from the University of Washington and an MPA from the Kennedy School of Government at Harvard University. Gurol has served as a chair and member for ULI Advisory Services panels in the United States and abroad.

Before Sound Transit, Gurol served as city manager for Burien, Washington, a city of 50,000 residents bounded by Puget Sound and by the Seattle-Tacoma International Airport. There he worked to leverage the city’s unique locational assets of a walkable and charming downtown and strong residential neighborhoods to promote new economic development. Before Burien, Gurol served as assistant city manager and community development director for Sammamish, Washington, where he successfully navigated adoption of an innovative town center plan. Sammamish received a 2009 Governor’s Smart Community award for its customer-focused over-the-counter permit process.

Gurol has also served as a corridor planning manager for the Washington State Department of Transportation Urban Planning Office and as director of the Kitsap County Department of Community Development. As manager of the Snohomish County Planning Division, he was responsible for the county comprehensive plan and developing regional policies with 20 cities. He began his career with King County, where he created a nationally recognized transfer of development rights program.

Nat Bottigheimer
Washington, D.C.

Bottigheimer is the D.C. region market lead for traffic and transportation planners and analysts Fehr & Peers DC. He has 24 years of experience in coordinated land use and transportation planning. His practice supports community growth and placemaking by addressing the needs of all transportation network users and by using cutting-edge analysis and the latest data source types, such as using mobile device movement data to sharpen transit and highway demand forecasts, and modeling trip generation based on direct observations from mixed-use development nationally.

Before joining Fehr & Peers DC, Bottigheimer was an assistant general manager at the Washington Metropolitan Area Transit Authority, overseeing the agency’s Planning, Real Estate, and Parking programs. His experience there and prior to that at the Maryland Department of Transportation give him expertise in transit-oriented development and station access planning, bus service planning, land use and transportation coordination, transportation performance measurement, and strategic planning.

Bottigheimer has been an active participant in the ULI DC Technical Assistance Program (TAP) panel committee, has served on numerous TAPs, and has chaired prior TAPs for the Indian Head Rail Trail and for revitalization of Annandale, Virginia. He is a regular speaker and writer on transportation planning methods and trends.
Angelo Carusi  
*Atlanta, Georgia*

Carusi has been designing with Cooper Carry’s Atlanta office for 35 years. For the last 25 years of his career, he has focused on mixed-use master planning and retail design. As a principal in the firm’s retail studio, he is currently leading the design of Capitol View, a multiphased 32-acre brownfield redevelopment project in Nashville. Over the years, Carusi’s projects have received several of the retail industry’s highest design honors, including an International Council of Shopping Centers (ICSC) Award of Merit for the Mercato in Naples, Florida.

He is a LEED Accredited Professional with the United States Green Building Council, a member of the American Institute of Architects, the Urban Land Institute, the ICSC, and the Buckhead Business Association. Carusi holds a bachelor of architecture degree from the University of Tennessee.

Carusi is currently serving as the chair of ICSC’s CenterBuild Conference Committee. He has taught several courses at ICSC University on making critical decisions for retail renovations and mixed-use design. He has also participated on numerous ICSC and ULI panels and has published articles in *Retail Traffic*, *Retail Construction*, and *Urban Land*.

Sarah Hazel  
*Charlotte, North Carolina*

Hazel is an assistant to the city manager for special projects and strategic initiatives in the Charlotte City Manager’s Office. Before her career in local government, she ran campaigns, concentrating in grassroots organizing and outreach. Because of her belief that government can make a positive difference in people’s lives, she transitioned to a career in public service. In her work with the city of Charlotte, Hazel leads projects for inclusive community engagement and focuses on using design thinking for innovation and placemaking.

Bettina Mehnert  
*Honolulu, Hawaii*

Mehnert is the president and chief executive officer of AHL, one of Hawaii’s oldest and largest architecture firms. A respected visionary and leader, she is an indomitable force in the evolution and innovation in Hawaii’s architectural sector. Her novel philosophy of practice blends information technology solutions, firm culture, client cultivation, and community service as inseparable filaments of professional leadership, keeping her 71-year-old firm firmly faced toward the future.

Taking community service beyond the annual donation and fundraiser template, Mehnert instituted a 1 percent pro bono program, by which the firm annually donates 1 percent of its billable hours to a worthy project. Each year AHL selects a nonprofit that has a building or planning project that would benefit the greater community by an increase in the number of people served or the addition of new services. This leadership has inspired the constellation of service providers surrounding AHL to chip in with their pro bono or discounted services. The results have touched the lives of countless Hawaii residents.

In recognition of her unique management style and leadership, Mehnert has been honored with numerous awards. In 2017, she was named a YWCA O‘ahu Leader Luncheon Honoree on the organization’s 40th year of honoring women who have demonstrated leadership and made a difference in the community. In 2016, she was elevated to a Fellow in the American Institute of Architects (AIA), a prestigious honor held by only 51 architects in Hawaii since 1948. Today, Mehnert is one of three women in Hawaii who hold this designation. Her other awards and recognitions include *Pacific Business News* Women Who Mean Business, *Hawaii Pacific University’s Business Distinguished Alumni*, *Hawaii Business Magazine’s 20 for*
the Next 20, Pacific Century Fellows, and *Pacific Business News* 40 under 40.

A licensed architect in her native country of Germany, in Hawaii and Guam, Mehnert is an active member of AIA Honolulu and International Chapters and the Urban Land Institute, where she serves on ULI’s National Council on Responsible Property Investment. She also serves on numerous nonprofit boards.

Mehnert holds an MBA from Hawaii Pacific University, a master’s degree in computer science from Kennedy Western University, and a diplom-ingenieur (engineering degree) in architecture from University of Trier, Germany.

**Riki Nishimura**

*San Francisco, California*

Nishimura is the director of urban strategies at Gensler, a global architecture, design, and planning firm with 46 locations and more than 5,000 professionals networked across Asia, Europe, Australia, the Middle East, and the Americas. Founded in 1965, the firm serves more than 3,500 active clients in virtually every industry. Gensler designers strive to make the places people live, work, and play more inspiring, more resilient, and more impactful.

As the director of urban strategies, Nishimura is the northwest regional practice area leader and directs the planning, landscape, and urban strategies practice area. He is a licensed architect specializing in urban design and architecture with a focus on the psychology of spaces, repairing and future-proofing cities, urban mobility futures, and solving complex intertwined issues through urban strategies. He approaches projects from an ecological, data-driven, evidence-based design perspective. These projects range from large-scale mixed-use urban regeneration districts, future cities, and next-generation waterfronts to urban cultural parks, corporate/tech campuses, university campuses, and institutional buildings. His projects seek a critical balance between visionary design and fiscally responsible economic development to achieve memorable, sustainable, and enduring places for both the public and private realms.

Committed to furthering sustainable strategies and practices, Nishimura has been active for over a decade in the Urban Land Institute. ULI recently named him as a recipient of its 2016 40 under 40 award, recognizing the best and brightest young land use professionals from around the globe. He has participated in numerous ULI Advisory Services panels; he serves on the ULI San Francisco district council executive management board; he is a co-chair of the membership experience committee and a mentor for the ULI Young Leaders Group 2016–2018. He is also a member of the San Francisco Bay Area Planning and Urban Research Association Urban Infrastructure Council.

Nishimura participates as a design review critic at Stanford, Harvard, RISD, and Northeastern University and holds an appointment at Stanford University as an adjunct lecturer. He received a bachelor of architecture from the University of Toronto and a master of architecture and urban design from the Harvard University Graduate School of Design.

**Pedro Quintanilla**

*Pittsburgh, Pennsylvania*

Quintanilla, Urban Design Studio lead for the Pittsburgh office of Michael Baker International, has extensive experience working with communities and cities around the world. The last four years, he worked at PlaceWorks in Santa Ana, California. He focused on urban design of master plans, code writing, community participation workshops, and illustrations. He worked in several design projects for cities such as Anaheim and Tustin, California, along with regeneration strategies including the pattern book for community-based regeneration in Clovis, California.

Before joining PlaceWorks, Quintanilla was the director of design, theory, and networks for the Prince’s Foundation for Building Communities in England from February 2008. This foundation is one of 14 charities of the HRH Prince of
Wales. Quintanilla’s duties involved working with different communities throughout England to create holistic and sustainable designs for cities and towns using the Prince’s “Enquiry by Design” process.

After a couple of years working throughout the United Kingdom, Quintanilla began working on international projects, heading teams of designers and engineers to work in Rosetown, Jamaica, and Beijing, Anji, and Tangshan, China, among other locations. During this time, he also led the design workshop and construction of Courtyard 24, a new museum celebrating the history of ShiJia Hutong east of the Forbidden City in Beijing. Also as a representative of the Prince of Wales, Quintanilla initiated the Foundation’s reconstruction efforts of Port-au-Prince, Haiti, after the earthquake of 2010.

Quintanilla also established the Prince’s Foundation Galapagos Initiative in Ecuador. This new initiative worked with town, regional, and national governments to help the pristine Galapagos Island. Focused on urban and architecture codes, a large component was the aged and failing infrastructure polluting the island’s virgin ecosystem.

Before joining the Prince’s Foundation, Quintanilla worked for the new urbanist firm of Duany Plater-Zyberk in Miami, Washington, and Berlin for almost nine years. Using the charrette methodology, he worked on several projects in the United States and internationally.

Ken Stapleton

Miami, Florida

With over 30 years of urban revitalization and economic development experience, Stapleton provides program strategy and project management services related to university-community partnerships, innovative urban safety programs, public health initiatives, urban mobility projects, and urban redevelopment to a variety of public and private clients.

Stapleton is also the president and CEO of the award-winning Safedesign Institute, an organization providing innovative design services, communications strategies, training, program evaluation, and organizational development guidance related to real and perceived safety in urban environments. He speaks regularly at national and international conferences about the topic.

A University of Miami Fellow of the Knight Program in Community Building, Stapleton previously served as senior economic development adviser and executive director of the award-winning University Park Alliance for the University of Akron; as senior vice president of planning, safety and design for the Downtown Cleveland Partnership; and as a redevelopment expert in several south Florida communities.

Stapleton holds a master’s degree in urban and regional planning from the University of Illinois. He is a full member of the Urban Land Institute, where he serves as a board member and co-chairs both the Building Healthy Places Committee and the Technical Assistance Program for Southeast Florida. Stapleton is also an active member of the International Downtown Association, City Parks Alliance, Florida Redevelopment Association, and the International CPTED Association.