

East Mulberry

Plan Update

DRAFT



Note to Readers:

This is a working draft document that is open for public review. We welcome your feedback and comments on how to make this document more accessible and reflective of our community's vision for the East Mulberry Plan Area.

This release includes Section 3 and Section 4 of the draft East Mulberry Plan. Additional graphics and a formal document layout of these sections is forthcoming.

Section 1 and Section 2 are also available for review on the project website at the link below. This draft plan includes some components that are still under review, with notes to indicate where this is the case.

To provide your comments, please submit a comment form available on our project website:

<https://www.fcgov.com/planning/east-mulberry-plan>

You can learn more about the community engagement conducted as part of this plan update and history of the planning process on our project website. You can also sign up to receive our project newsletter which will inform subscribers of future draft plan releases and other project information and updates.

<https://www.fcgov.com/planning/east-mulberry-plan>

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Section 2: Goals & Strategies

Sections 1 and 2 are available here:
<https://www.fcgov.com/planning/east-mulberry-plan>

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Section 3: Implementation

Section 3 has been divided into two sections. Section 3 now focuses on Character Areas and Section 4 focuses on Implementation

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Appendices: Coming
Soon/Under
Construction

Appendices

The background of the slide features a stylized illustration. In the foreground, there is a dense field of bright yellow sunflowers with dark brown centers. A paved road curves from the bottom right towards the center of the image. In the distance, there are green hills and a few small, light-colored buildings under a pale blue sky.

3

Character Areas

Section 3: Character Areas

Introduction

As was explored in Section 2 of the Plan, many aspects of the goals and implementation action items recommended through the Plan are dependent on annexation to be fully realized. Accompanying each strategy is a statement on fulfillment of that strategy, along with any measures that can be achieved prior to annexation. The City will continue to partner with Larimer County on the management of the East Mulberry Plan Area, but investments of City resources and jurisdiction over this area will not occur until areas are brought into City Limits over time through threshold annexations. The Plan strives to be realistic and transparent with setting expectations, but also proactively putting in place a framework so that when areas do annex into the City, the goals and actions recommended in the Plan can be implemented expeditiously.

Section 3 of the Plan is intended to balance flexibility for the long-term realization of annexation thresholds, but also offer sufficient structure such that residents and business owners within the East Mulberry Plan Area can understand what to expect upon annexation and what priorities apply to their neighborhood. This section of the East Mulberry Plan offers character area-specific descriptions and implementation action items by character area.

Character Areas

At the mention of East Mulberry, several locations or landmarks may come to mind. Some may picture Mulberry Street itself, or possibly the interchange at Mulberry and I-25 and its function as a gateway into Fort Collins. Just beyond the commercial borders of Mulberry Street itself are many more districts and neighborhoods that have their own varied and complex character. For example, there are several areas made up predominantly of industrial businesses that have unique characteristics and needs distinct from those within the residential neighborhoods. Even the characteristics of the residential neighborhoods north of Mulberry Street are quite different from those located south of Mulberry Street. This diversity of land uses is one of the components that makes the East Mulberry Plan Area special, but this diversity also poses challenges for how to plan in such a way that respects the unique context of each area. To incorporate this complexity and plan comprehensively for the entire East Mulberry Plan Area, six character areas were identified.

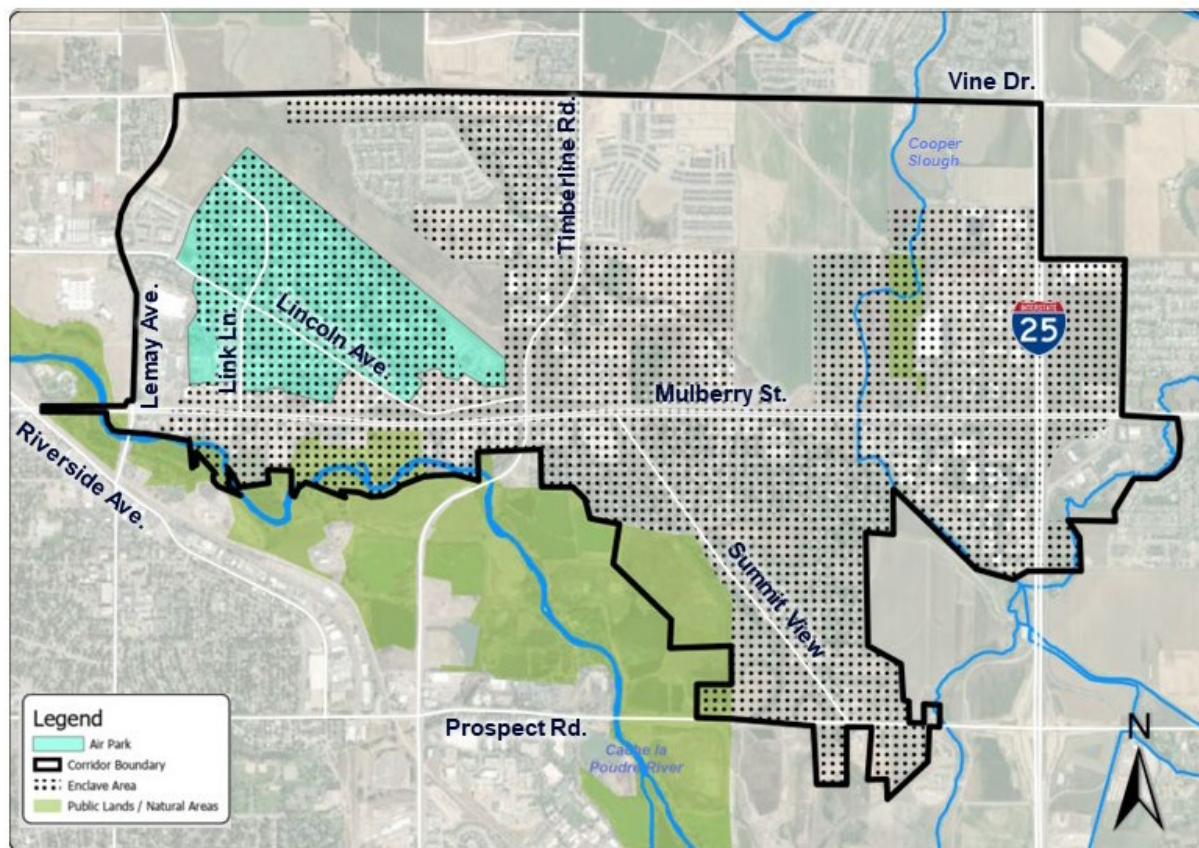
Considerations for defining character area boundaries included land uses, the built form, transportation system factors, and other defining aspects within each area. Staff formulated character area boundaries with the help and review of the Community Advisory Group as well as other residents and business owners within the plan area. These defining characteristics influence planning for what is important to preserve, where and what kinds of change and development should be supported, and what kinds of public improvements and maintenance should be prioritized as each area continues to change and grow.

These character areas are not intended to create hard edges and boundaries. They are intended to generally define and strengthen their unique or distinct qualities, while simultaneously weaving them into the broader character of the East Mulberry Plan Area and the community of Fort Collins.

Airpark Park Character Area

The Airpark Character Area is on the western side of the East Mulberry Plan Area, located around the intersection of Link Lane and Lincoln Avenue. This area includes the runways that were formerly part of the Fort Collins Downtown Airport. The Airpark Character Area has maintained its industrial character for decades and is home to numerous small, local businesses. This area is generally considered “back of house” where industrial businesses operate efficiently. However, there are also several small residential areas, including the Nueva Vida Mobile Home Park. Since this area functions as an industrial hub, existing infrastructure is primarily vehicular. This area generally lacks dedicated infrastructure for bicycles, pedestrians, and stormwater management. In the last decade, this character area has seen an increase in service businesses such as breweries and health clubs that attract a new and different clientele to this area. This clientele may be more likely to use different modes of transportation to visit these businesses.

Lincoln Avenue, which runs through this character area from east to west, connects directly to Downtown. The Route 14 Transfort Bus runs along Lincoln Avenue. Link Lane runs through this character area from north to south and poses many redevelopment challenges. Along Link Lane, there is generally no distinction in grade between parking areas surrounding buildings and the nearby street. To someday introduce a curb and gutter with stormwater drainage infrastructure and limited right-of-way would be very difficult to implement in a piecemeal way as individual properties develop or redevelop.



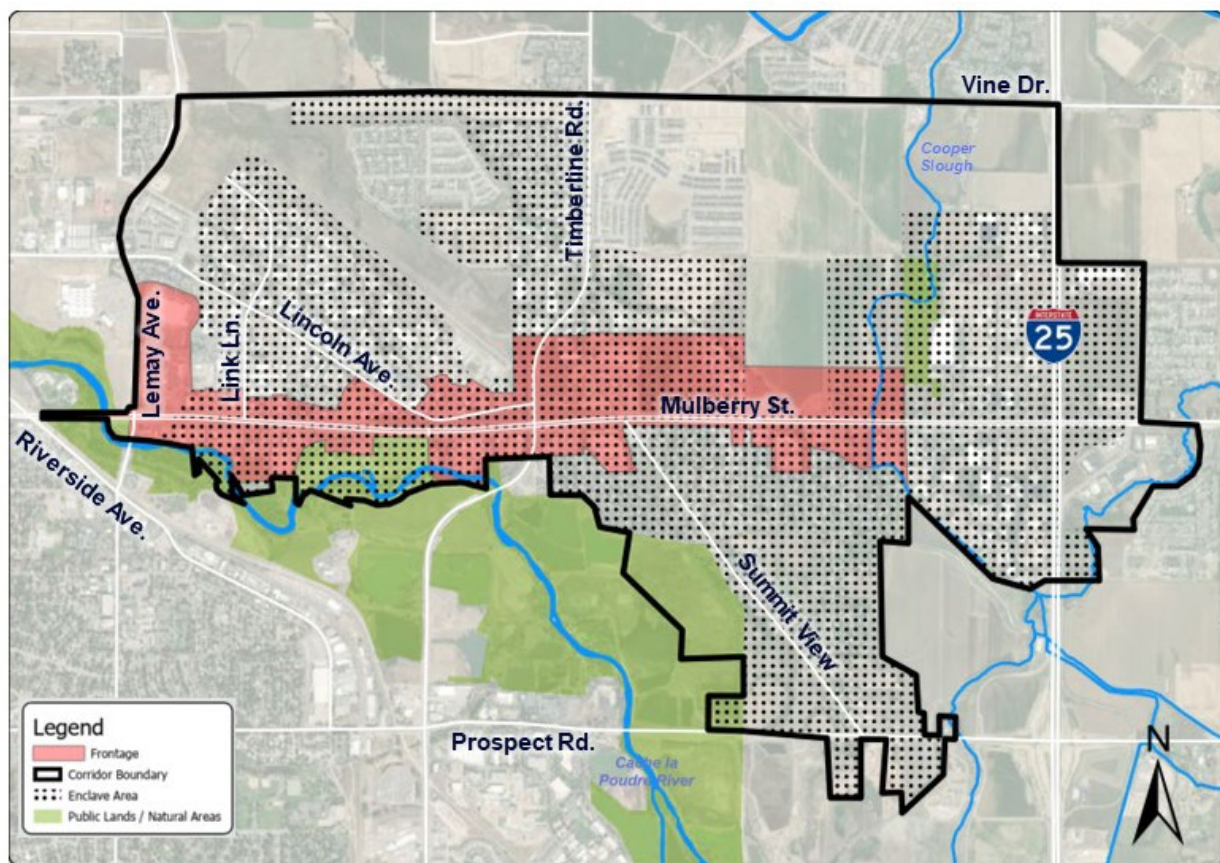
Priorities and Implementation Action Items by Character Area:

1. Land Use and Business Priorities:
 - a. Preserve existing businesses and protect industrial functions and uses.
 - b. Maintain current land designations.
2. Stormwater Infrastructure Priorities:
 - a. Implement improvements outlined in the Dry Creek Master Plan to reduce flooding in the industrial park.
 - b. Address the lack of stormwater infrastructure available for redevelopment by conducting an inventory, adding it to the maintenance schedule, and planning improvements based on the Citywide prioritization list.
3. Transportation Priorities:
 - a. Plan for safe pedestrian and bicycle infrastructure in an area that continues to cater to industrial and commercial vehicles.
 - b. Connect the Airpark Character Area with the rest of the community by prioritizing capital improvements on Lincoln Avenue, following the design model of Lincoln Avenue east of Lemay Avenue.
 - c. Evaluate and amend the Master Street Plan to prioritize connections within the character area and to surrounding areas.
4. Amenities & Services Priorities:
 - a. Maintain the diversity of businesses and services along Link Lane to continue serving as an activity center.
 - b. Address and mitigate the burden of flooding on individual property owners.
5. Housing Priorities:
 - a. Support the existing Nueva Vida mobile home community in pursuing necessary upgrades and services.
6. Historic, Cultural, Natural Features Priorities:
 - a. Incorporate naturalized stormwater features that align with the spirit of protecting natural habitats as specified in the Land Use Code.
 - b. Promote nature-based solutions at the neighborhood level, including along parkways, trail systems, and common areas.
 - c. Celebrate and enhance the history of the Airpark and its significance in the development of Northern Colorado by recognizing and preserving remaining historic resources.
7. Design & Aesthetic Priorities:
 - a. Prioritize pedestrian-friendly infrastructure, such as landscaping, trees, and sidewalks, along Link Lane and Lincoln Avenue.
 - b. Support and incentivize urban design elements that create a cohesive character identity based on the history of the Airpark area.

**Additional Character
Area Graphics and
Images Forthcoming**

Mulberry Frontage Character Area

The Mulberry Frontage character area generally hugs the path of Mulberry Street, beginning at Lemay Avenue on the west side and continuing east until between Sherry Drive and Canal Drive. Originally, this area was primarily rural, with farms and open lands stretching along the road. Over the years as Fort Collins has grown, East Mulberry Street gradually transformed into a bustling commercial corridor. Today, it is lined with a diverse array of businesses, including restaurants, retail stores, and service providers. The street reflects a mix of architectural styles, with some older buildings dating back several decades. Most properties are configured with surface parking lots facing or visible from Mulberry Street. The Mulberry Street corridor serves as a vital hub for both residents and businesses owners, offering a range of services and business types that contribute to the overall vibrancy of Fort Collins. In the future, this character area is likely to remain commercial in nature. As most of this area was developed decades ago, the infrastructure is car dominated and lacks safe travel routes for pedestrians and bicyclists. The intersection of East Mulberry and Timberline Road/Summit View Drive is configured in such a way that creates challenging vehicular movements and lacks safe pedestrian and bicycle infrastructure. Access to and from the Frontage Roads can also be dangerous because of their proximity to East Mulberry Street, making traffic movement tricky with sharp turns and unpredictable movement.



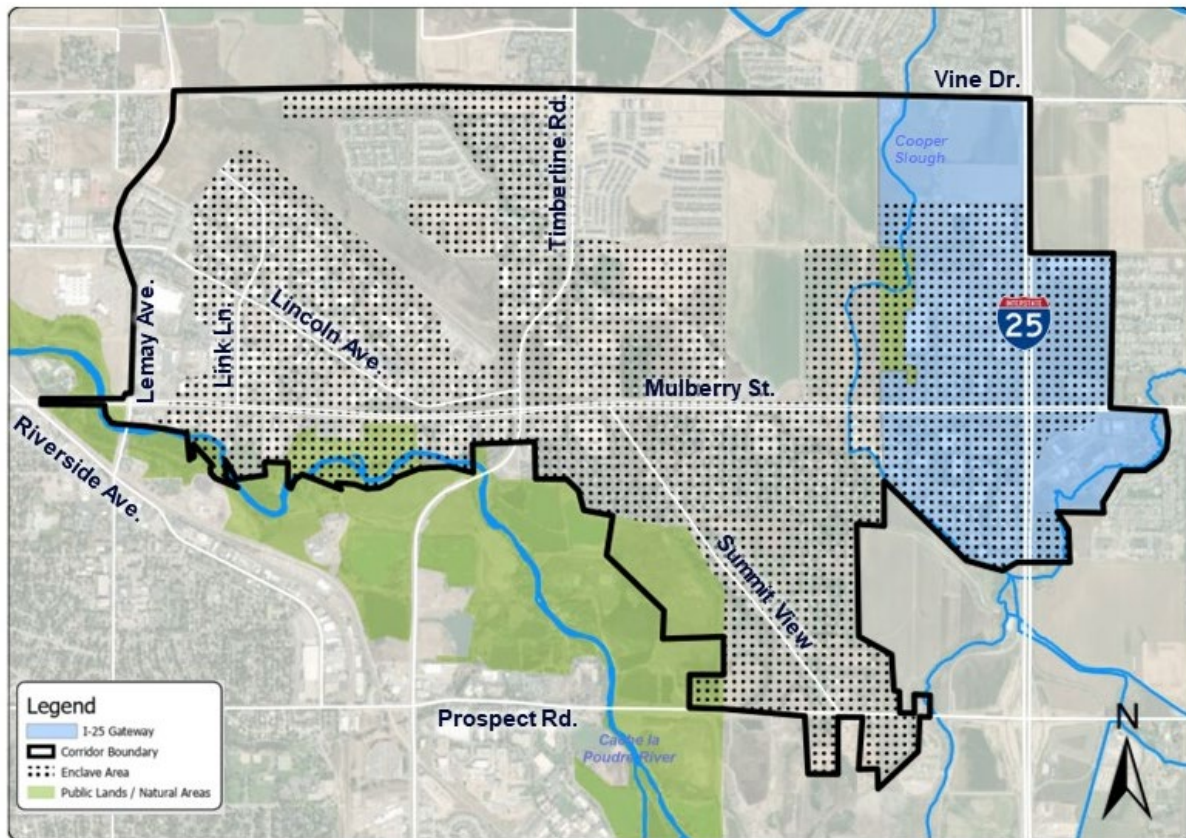
Priorities and Implementation Action Items by Character Area:

1. Land Use and Business Priorities:
 - a. Maintain accessibility for vehicles and large trucks to support businesses.
 - b. Preserve existing businesses and protect commercial functions.
2. Stormwater Infrastructure Priorities:
 - a. Coordinate with CDOT to improve and maintain stormwater infrastructure between Mulberry Street and the frontage roads.
 - b. Reduce flooding along Mulberry Street through improvements outlined in the Dry Creek and Cooper Slough Master Plans.
3. Transportation Priorities:
 - a. Identify opportunities to enhance Mulberry Street and its frontage roads for safe bicycle and pedestrian infrastructure.
 - b. Plan for future enhanced transit service in the corridor, including potential bus-only lanes for Bus Rapid Transit (BRT) service.
4. Amenities & Services Priorities:
 - a. Encourage grocery stores or other neighborhood-serving retail to locate in the East Mulberry Plan Area.
 - b. Consider implementing principles of 15-minute cities along this corridor.
5. Housing Priorities:
 - a. Not applicable.
6. Historic, Cultural, Natural Features Priorities:
 - a. Enhance the urban tree canopy and establish tree buffer zones along I-25 to mitigate noise and improve aesthetics.
 - b. Promote the use of green infrastructure approaches, such as bioswales, rain gardens, and urban forests, in public and private development projects.
 - c. Integrate nature-based solutions within neighborhoods to promote ecosystem health, improve microclimates, and enhance environmental quality.
 - d. Preserve recognizable historic buildings, site features, and signage of legacy businesses that have contributed to the corridor's commercial success.
7. Design & Aesthetic Priorities:
 - a. Create and establish a healthy tree canopy and improve other landscaping.
 - b. Consider providing incentives for the removal of billboards on private property.
 - c. To achieve goals related to aesthetic improvements for the Mulberry Street frontage, consider enhanced screening for uses that involve outdoor storage.
 - d. Implement wayfinding to improve navigation.

**Additional Character
Area Graphics and
Images Forthcoming**

I-25 Gateway Character Area

As the name suggests, the I-25 Gateway character area is focused around the I-25 and Mulberry Interchange. This character area is a significant regional commercial hub with a focus on industrial-, lodging-, and agriculture service-related businesses and it is anticipated to remain focused on these uses. This area has a number of deteriorating facilities with non-compliant large pole signs which do not meet City standards. The lack of sidewalks along the highway poses a significant danger for pedestrians, bicyclists, and all modes of transportation. A comprehensive redesign, potentially through a capital project, is essential to address the entire Mulberry frontage and transform it into a visually inviting gateway to Fort Collins from the interstate.



Priorities and Implementation Action Items by Character Area:

1. Land Use and Business Priorities:
 - a. Preserve agricultural and industrial businesses through changes in zoning and land use regulations.
2. Stormwater Infrastructure Priorities:
 - a. Accommodate improvements outlined in the Cooper Slough Master Plan in new developments in the area.
 - b. Construct future improvements to reduce flooding along Cooper Slough.
3. Transportation Priorities:
 - a. Collaborate with CDOT to redesign and reconstruct the I-25 & Mulberry interchange, incorporating design enhancements that align with Fort Collins' character.
 - b. Improve safety, multimodal options, and efficiency for accessing and crossing I-25.
 - c. Establish a Park & Ride / Mobility Hub for regional services at the I-25 & Mulberry interchange.
4. Amenities & Services Priorities:
 - a. Increase availability of specialized and general police services to enhance safety, improve response times, and provide proactive and community-based law enforcement services.
5. Housing Priorities:
 - a. Not applicable.
6. Historic, Cultural, Natural Features Priorities:
 - a. Maintain the existing 300-foot Natural Habitat Buffer Zone (NHBZ) along Cooper Slough.
 - b. Consider aligning future Urban Area Zones and stormwater master plans with the Natural Areas department.
 - c. Enhance the urban tree canopy and establish tree buffer zones to reduce noise and enhance aesthetic features.
 - d. Promote nature-based solutions at the neighborhood level along parkways, trail systems, and common areas.
 - e. Use interpretive signage to recognize the agricultural, industrial, and commercial history of the corridor as travelers enter from the highway.
7. Design & Aesthetic Priorities:
 - a. Improve wayfinding, signage, and landscaping to indicate the entrance to Fort Collins.
 - b. Remove pole signs.
 - c. Enhance the safety, aesthetics, and functionality of the I-25 interchange.
 - d. Create a healthy tree canopy and improve other landscaping.
 - e. Provide incentives for the removal of billboards on private property.
 - f. To achieve goals related to aesthetic improvements for the I-25 Gateway, consider enhanced screening for uses that involve outdoor storage.

**Additional Character
Area Graphics and
Images Forthcoming**

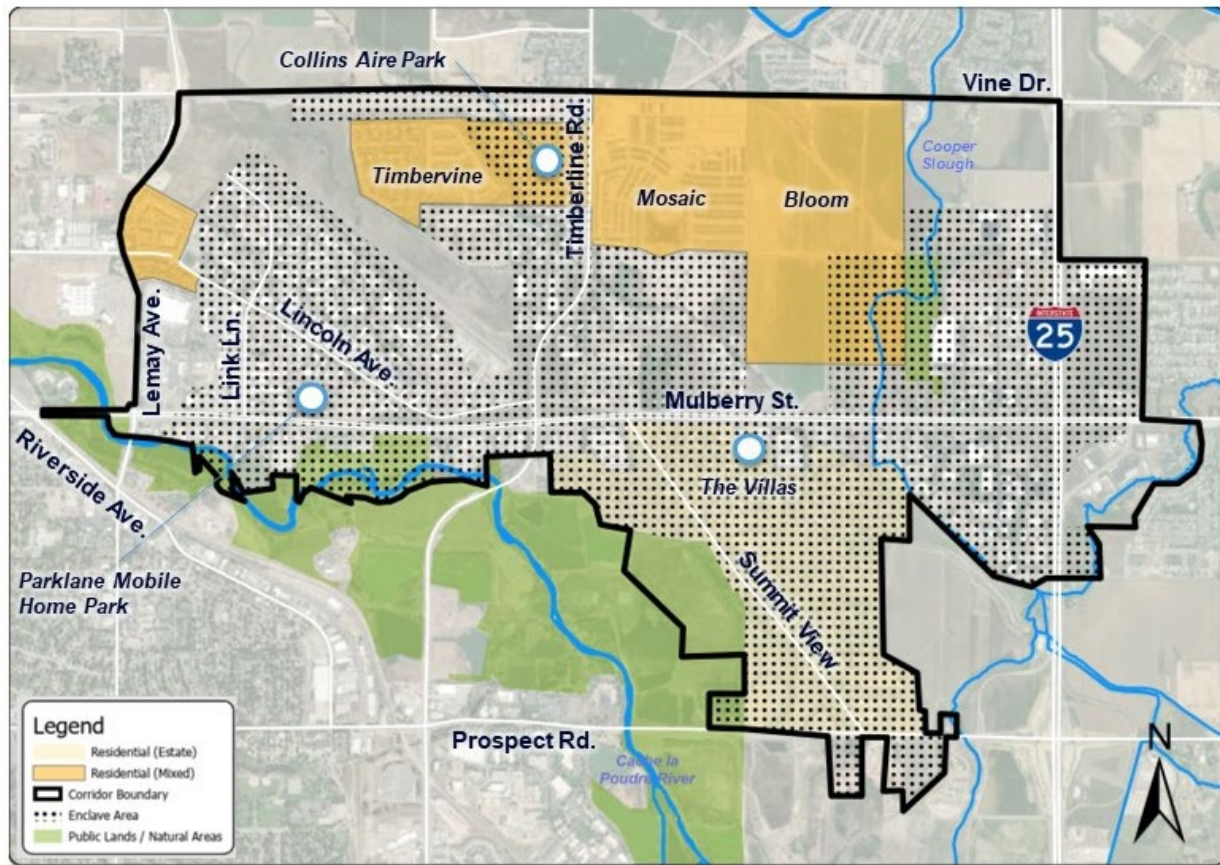
Gateway Design Priorities

One of the largest opportunities for the I-25 Gateway will be the future reconstruction of the Mulberry & I-25 interchange. Similar to other major gateways into the community, the City should participate alongside CDOT and other corridor stakeholders to enhance the design of the transportation infrastructure and surrounding streetscapes and landscapes. Based on 2019 community workshops on gateways, the future gateway design elements should consider the following characteristics:

- Naturalized grading – Community members expressed a strong preference to prioritize naturalistic qualities over more structural components, e.g., berming versus retaining walls. Where structural elements are required, they should use natural materials such as stone.
- Landscaping – The gateway design and surrounding streetscapes should rely primarily on landscaping elements to create a positive impression. Native landscaping and green edges of the right-of-way with the potential for more formal plantings near interchange and street infrastructure, reminiscent of the planters and flowers installed at the Mulberry Street bridge over the Poudre River.
- Welcome Signage – Community members voiced a preference for muted welcome signage similar to what was constructed at the I-25/CO392 interchange that complements rather than competes with other landscaping and design elements.
- Artwork & Sculpture – Artwork, patterns, and sculpture all received positive mentions by community members as appropriate localized features within a gateway design.
- Themes – Additional outreach should be completed at the time the future interchange design is underway. While naturalistic qualities are desired on a community-wide basis, there may be additional opportunities to reflect Mulberry's unique cultural and economic history as a center for industry, aviation, agriculture, or the gateway to the Poudre Canyon as a scenic byway.

Residential (Estate) Character Areas

The southern residential character area is expected to remain primarily unchanged in the near future. The neighborhoods located south of Mulberry Street exhibit a more rural character, are older in nature, and generally lack sidewalks and bicycle lanes. The housing in this character area primarily consists of single-family homes, duplexes and mobile homes, with a number of small businesses along the edges of the character area. Maintaining housing affordability and preserving the mobile home parks were among the priorities of the community members in this area. Neighborhoods in this character area are likely to be among the last to undergo annexation. Community members in these neighborhoods expressed a desire for infrastructure improvements to address flooding concerns as a number of roads in this area are deteriorating and experience flooding issues.



Priorities and Implementation Action Items by Character Area:

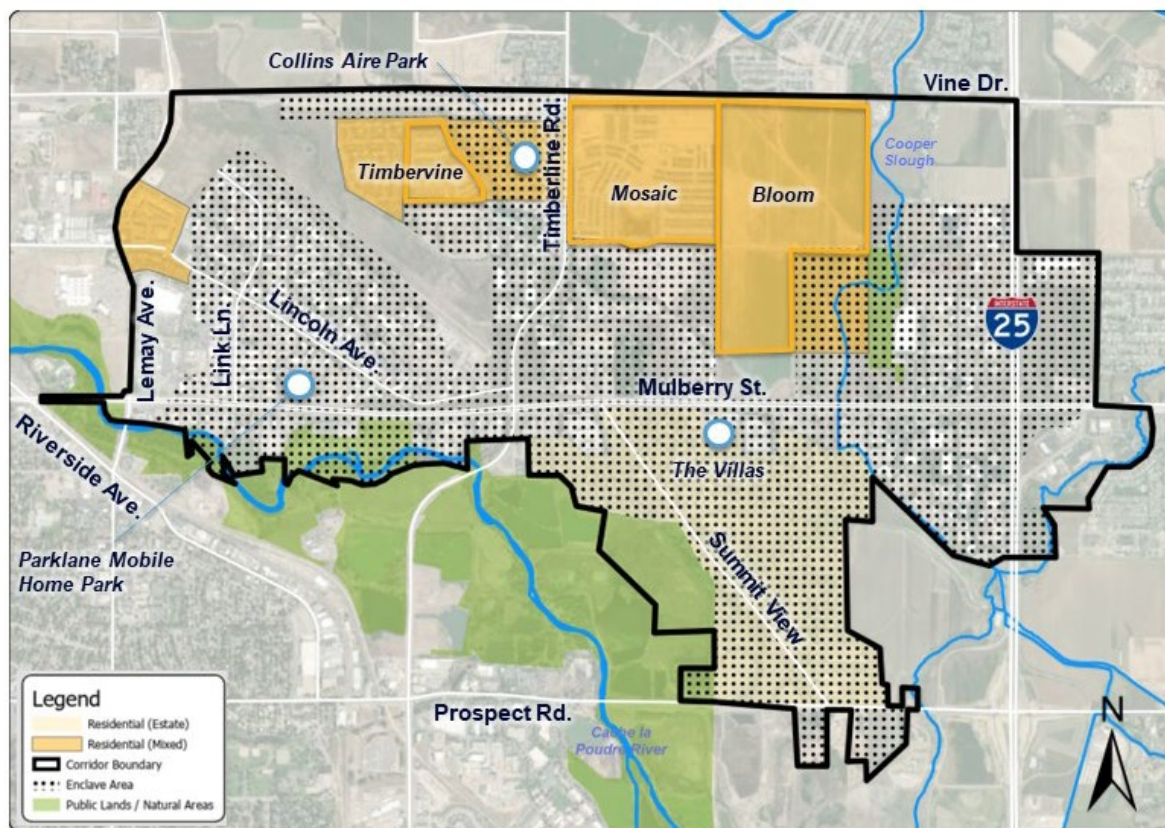
1. Land Use and Business Priorities:
 - a. Preserve these existing neighborhoods as lower intensity residential zones.
2. Stormwater Infrastructure Priorities:
 - a. Implement improvements as directed in the Cooper Slough Master Plan to mitigate flooding in the area.
 - b. Prioritize the study of localized drainage issues caused by the lack of stormwater infrastructure and incorporate them into the City's overall project prioritization list.
 - c. Add existing stormwater infrastructure to the maintenance schedule.
3. Transportation Priorities:
 - a. Ensure safe and convenient connections for pedestrians, cyclists, and other modes of transportation between residential areas, commercial areas, and natural areas.
 - b. Enhance or expand multimodal options along Summit View Drive.
 - a. c. Evaluate and work with neighborhoods on desired frontage improvements (sidewalks, curb & gutter) along rural residential streets.
4. Amenities & Services Priorities:
 - a. Improve the quality of services over time, including street infrastructure, utilities, and broadband availability.
 - b. Provide education on Code Compliance and City incentive programs to the community.
 - c. Increase access to natural areas, trails, schools, and other nearby amenities.

5. Housing Priorities:
 - a. Maintain the existing rural look and character of neighborhoods.
 - b. Preserve the Villas mobile home park.
6. Historic, Cultural, Natural Features Priorities:
 - a. Ensure equitable access to natural areas in the western extent/panhandle of the character area.
 - b. Continue to protect and buffer the remaining pockets of habitat features along the Cooper Slough.
 - c. Enhance the tree canopy in this area.
7. Design & Aesthetic Priorities:
 - a. Not applicable.

**Additional Character
Area Graphics and
Images Forthcoming**

Residential (Mixed) Character Areas

The northern residential character area has experienced more change in recent years and is continuing to be developed. Most of the neighborhoods north of Mulberry Street were constructed according to City standards, and any new development would be required to adhere to these standards. A significant number of neighborhoods to the north have already been annexed into the City, with additional residential developments being developed currently. Community members in these neighborhoods expressed a desire for undergrounded utilities, access to broadband internet, improved trail connectivity, and infrastructure improvements to address flooding concerns. Maintaining housing affordability and preserving the mobile home parks were also priorities of the community members in this area.



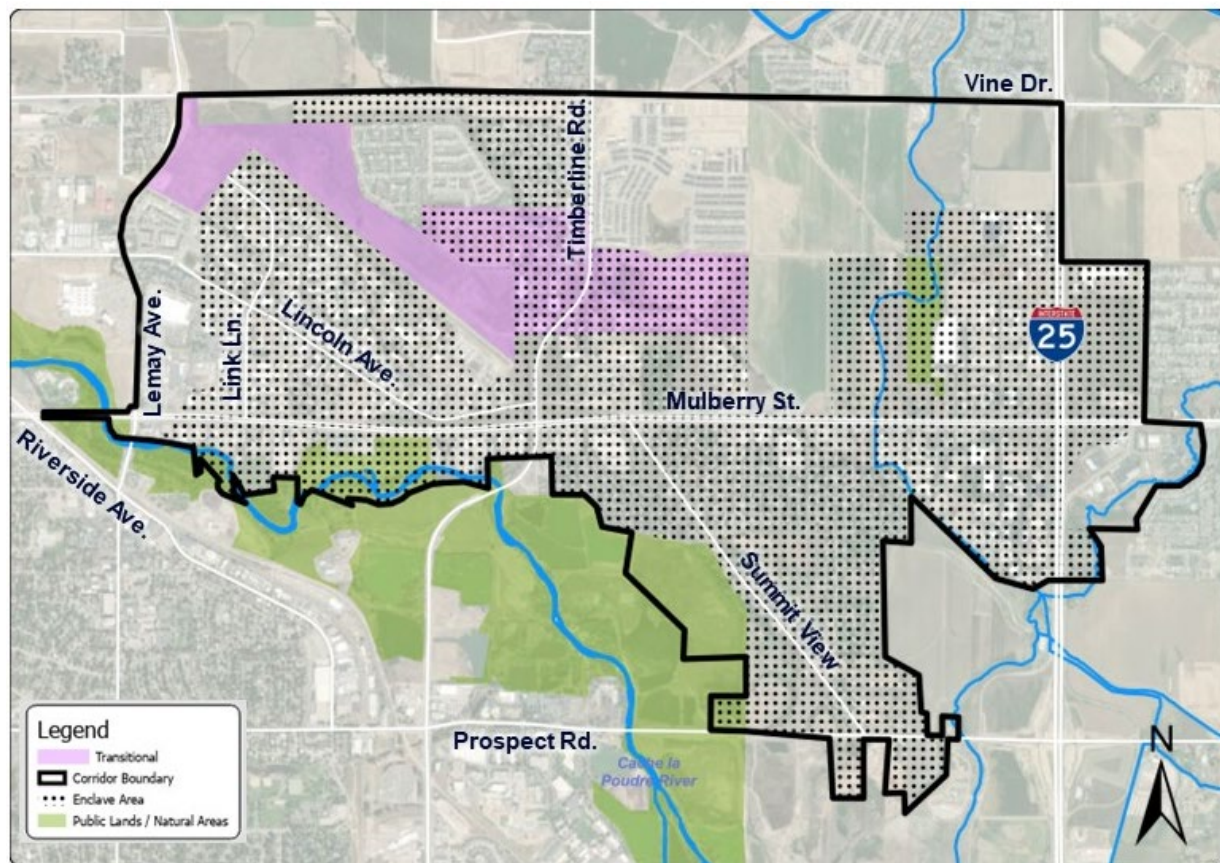
Priorities and Implementation Action Items by Character Area:

1. Land Use and Business Priorities:
 - a. Incorporate neighborhood amenities like parks and neighborhood centers in new or developing neighborhoods.
2. Stormwater Infrastructure Priorities:
 - a. Ensure new residential areas have sufficient stormwater infrastructure. Coordinate with the County to determine when maintenance of public infrastructure should be transferred.
 - b. Implement improvements outlined in the Cooper Slough Master Plan to mitigate flooding in the area.
3. Transportation Priorities:
 - a. Ensure safe, comfortable, and convenient multimodal connections between residential areas, commercial areas, and natural areas.
 - b. Establish a trail corridor along Dry Creek or Lake Canal to Vine Drive and continuing north, in alignment with the future Strategic Trails Plan in 2024.
4. Amenities & Services Priorities:
 - a. Improve the quality of services over time, including streets, utilities, and broadband availability.
 - b. Provide education and resources to neighborhoods about Code Compliance and City incentive programs.
 - c. Increase access to natural areas, trails, schools, and other surrounding amenities.
5. Housing Priorities:
 - a. Preserve the “missing middle” housing that already exists in this area and encourage inclusion of diverse housing types in new developments.
 - b. Preserve the existing Collins Aire mobile home park.
6. Historic, Cultural, Natural Features Priorities:
 - a. Continue to buffer and enhance Natural Habitat Buffer Zones.
 - b. Promote nature-based solutions at the neighborhood level, such as along parkways, trail systems, and common areas.
 - c. Ensure equitable access to natural areas along Cooper Slough.
7. Design & Aesthetic Priorities:
 - a. Not applicable.

**Additional Character
Area Graphics and
Images Forthcoming**

Transitional Character Area

This character area lacks the distinct or unique attributes of the others and is largely vacant. It is likely to transform based on its surroundings unless a specific vision is developed. The primary obstacle to redevelopment in this region is its vulnerability to flooding and inadequate stormwater infrastructure. As a result, redevelopment is expected to be a lengthy process. Being one of the few remaining vacant areas, it holds the potential for a unique vision. This area could have some interesting mixed-use possibilities that feel like a transition between the residential areas and the industrial makers space feel of the airpark. Situated just north of the Airpark with its predominantly industrial businesses, the area includes the former Fort Collins airport airstrip. The section south of the Mosaic neighborhood is likely to be developed for residential purposes, while properties along Timberline Road are anticipated to transition into commercial areas in the future. Addressing the stormwater issues in this area would likely require a capital project.



Priorities and Implementation Action Items by Character Area:

1. Land Use and Business Priorities:
 - a. Maintain flexibility for future land uses that act as a buffer between industrial and residential areas.
 - b. Explore the creation of a green infrastructure corridor along Dry Creek.
2. Stormwater Infrastructure Priorities:
 - a. Implement recommendations from the Dry Creek Master Plan to reduce flooding in the industrial park.
 - b. Develop a green infrastructure corridor through the Airpark along Dry Creek that can serve partially as a flood channel corridor.
 - c. Protect and improve the Lake Canal corridor.
3. Transportation Priorities:
 - a. Extend International Boulevard to Cordova Road.
 - b. Extend Airpark Drive to International Boulevard and amend the Master Street Plan accordingly.
 - c. Establish a trail corridor along Dry Creek or Lake Canal to Vine Drive and continuing north, in alignment with the future Strategic Trails Plan in 2024.
4. Amenities & Services Priorities:
 - a. Continue community discussions about potential place types, including the possibility of event/convention spaces, based on feedback received during Staff outreach efforts.
 - b. Explore the potential for institutional services and amenities, such as trails, roadway connections, utilities, natural areas, and gathering spaces, along the Dry Creek corridor.
5. Housing Priorities:
 - a. Not applicable.
6. Historic, Cultural, Natural Features Priorities:
 - a. Incorporate nature-based solutions, such as greenways or stormwater features, with naturalized and nature-based designs. Explore the creation of a green infrastructure corridor along Dry Creek.
 - b. Consider equitable access to natural features and improve connectivity of trails.
 - c. Preserve and enhance natural habitat corridors along ditches and adjacent wetland features to promote wildlife connectivity throughout this character area.
7. Design & Aesthetic Priorities:
 - a. Not applicable.

**Additional Character
Area Graphics and
Images Forthcoming**

A large white number 4 is positioned on the left side of the page. The background is a light blue sky. In the foreground, there is a field of yellow sunflowers with dark brown centers. A grey road with a white line runs from the bottom right towards the horizon. In the distance, there are green hills and some buildings.

4

Implementation

Section 4: Implementation

The Implementation Section explores more practically how the goals, strategies, and implementation action items recommended within this plan could be accomplished. Within this section, there is a Framework Plan map that depicts future land uses, a Transportation Framework Plan map that explores a potential transportation network, a development review framework to guide future development activity in the East Mulberry Plan Area, as well as a more in-depth explanation and long-term management plan of Annexation Thresholds.

Land Use and Transportation Framework Plans

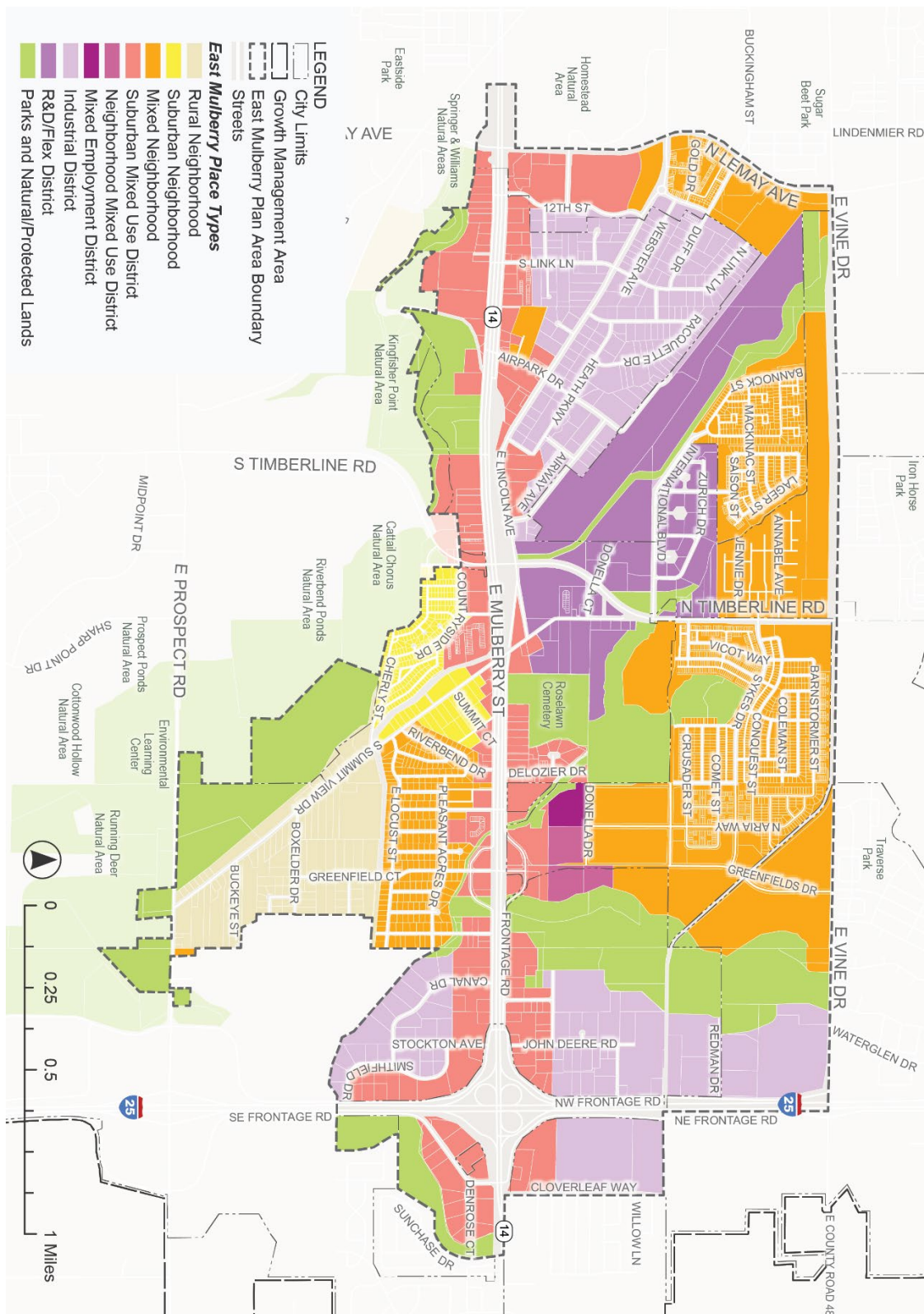
Land Use Framework Plan

The Land Use Framework Plan (Framework Plan) will help guide land use and development/redevelopment activity within the East Mulberry Plan Area. The Framework Plan depicts place types for the entire plan area. Place types are land use categories that are designated in City Plan, Fort Collins' comprehensive plan, and appear on the Structure Plan map. These place types provide a framework for the ultimate buildout of Fort Collins and help guide future land use decisions, such as initial zoning when areas of the East Mulberry Enclave are annexed. Place types are not zoning districts but instead broader categories that focus on the types of land uses and development intensities to encourage.

The 2002 EMCP includes a Framework Plan that is based primarily on zone districts that exist under City zoning. Though this map has served well in guiding land use decisions for the plan area, place type designations can offer additional flexibility with an annexation thresholds strategy where the timing of annexation is unknown. In most cases, place types closely align with existing land uses and, in some cases, may better align with existing uses. When areas are annexed in the future, upon annexation they will be assigned one of the City's zoning district designations. Staff will consider both the underlying Larimer County zoning designation as well as the place type guidance to apply a City zoning designation.

In general, the key land use philosophies for the East Mulberry Plan Area remain largely the same as they are both in the 2002 EMCP as well as the 2019 City Plan. This includes retaining the Mulberry commercial frontage, preserving areas of industrial use, and highlighting buffers that protect natural resources.

The Framework Plan appears on the following page.



Recommended Place Type Changes from City Plan

The East Mulberry Plan is recommending several changes to place type designations within the plan area that will require updates to the City Plan Structure Plan map. A recommended action item emerging from the adoption of this plan is to update the Structure Plan map in City Plan to be consistent with these changes.

Most recommended changes to place types are minor and reflect changes such as:

- Project-specific rezonings or annexations occurring since the last Structure Plan Map update in 2019.
- City-purchased properties for future natural areas

Other minor changes to place type designations include the following:

- Increase in commercial designations fronting the I-25 Interchange to better reflect existing uses in place. It is recommended that these areas change from the Industrial place type designation to Suburban Mixed-Use District place type designation.
- Reassign the areas north of the Kingfisher Point Natural Area bordering Mulberry Street from Suburban Mixed-Use District to Parks; Natural/Protected Lands.
- Assign the Nueva Vida Mobile Home Park to the Mixed Neighborhood place type (change from Suburban Mixed-Use District).
- Reassign the Pleasant Acres and Boxelder Estates Neighborhoods from Suburban Neighborhood place type to Rural Neighborhood place type to better reflect the establish large lot residential character of these neighborhoods.

The most substantial change recommended as part of this plan update is to reassign a large portion of the area surrounding the Airpark from the Industrial place type to the Research and Development/Flex District place type. This is discussed further in the subsequent section, Place Types in the East Mulberry Plan Area.

Place Types in the East Mulberry Plan Area

This section describes the recommended composition of place types throughout the East Mulberry Plan Area.

Overall, the plan area is comprised of many place types, again reflecting the diversity of land uses found within this area. The residential neighborhoods north of Mulberry, including Mosaic, Dry Creek, Buffalo Run, and others are designated as Mixed Neighborhood. Mixed Neighborhoods have principal land uses of single-family homes, duplexes, triplexes, and townhomes in a compact neighborhood setting. The three existing Mobile Home Parks within the plan area (Nueva Vida, Collins Aire, and the Villas) are included under the Mixed Neighborhoods place type. Note that it is a recommendation of this plan to designate Nueva Vida as the Mixed Neighborhoods place type, as previously stated.

The majority of the neighborhoods south of Mulberry Street are designated as either Suburban Neighborhood or Rural Neighborhood place types. The Pleasant Acres and Boxelder Estates neighborhoods fall within the Rural Neighborhoods place type. Note that it is a recommendation of this plan to reassign Pleasant Acres and Boxelder Estates to the Rural Neighborhoods place type. Rural

Neighborhoods have a principal land use of single-family homes and agricultural uses. This place type supports opportunities for rural lifestyles and connectivity to open spaces. Use of this place type supports and aligns with feedback collected from residents within these neighborhoods who shared that they most value the existing rural character of their communities. The Suburban place type also has a principal land use of single-family homes but supports suburban intensity levels as well as additional amenities such as parks, recreational facilities and schools.

Preservation of the commercial frontage along Mulberry Street is another key element of the Framework Plan. On the Framework Plan map, the areas along and immediately surrounding Mulberry Street are designated as the Suburban Mixed-Use place type. This place type primarily supports retail, restaurants, and commercial services. The Suburban Mixed-Use place type can include lower-intensity, auto-oriented uses, which is the case for much of Mulberry Street frontage. However, as infill/redevelopment occurs in the long-term future of Mulberry Street, this place type is also supportive of transit-oriented development pattern if a high-frequency transit service were to be implemented along Mulberry Street. Of note is a small area near Mulberry Street and Greenfield Court designated as the Neighborhood Mixed-Use District place type. This place type principal land uses include grocery stores, supermarkets, or other types of retail like drug stores and neighborhood-serving uses. The 2002 EMCP had also designated a Neighborhood Commercial land use around this area, with the aim of attracting a grocery store or other neighborhood-serving retail function in this location. As described in other sections of this plan, the plan area lacks retail options that serve the daily needs of residents. By designating this area as a Neighborhood Mixed-Use District, it is still the intent of this plan to encourage and attract retail uses such as a grocery store to serve the growing residential population in the plan area.

Other key place types that comprise the East Mulberry Plan Area include the Industrial and Research & Development (R&D) Flex Districts. As shown on the Framework Plan map, the Industrial District is applied to the Airpark area as well as surrounding the Mulberry and I-25 Interchange. The R&D Flex place type is applied to the area northeast of the Airpark, including the former runway/taxiways and the areas near Timberline and International Boulevard. The Industrial District place type supports land uses such as manufacturing, assembly plants, warehouses, outdoor storage yards, distribution facilities, as well as flex space for smaller, local start-ups. Transportation facilities in the Industrial District should promote the efficient movement of commercial truck traffic that supports and facilitates industrial function.

The R&D Flex District is one of the most flexible place type designations and supports a wide assortment of light industrial, employment, and commercial/retail land uses. Application of the R&D place type is supportive of Plan goals to remain a viable place for business and industry and promote additional neighborhood services and retail. This is particularly relevant for large portions of the Transitional Character Area which forms a bridge between established industrial development and newer residential neighborhoods. The flexibility and breadth of uses within this place type make it ideal to accommodate a variety of future functions and land uses serving the needs of industrial and residential users while applying more modern buffering and compatibility development standards.

The Parks; Natural/Protected Lands place type is applied to many areas of the East Mulberry Plan Area as shown on the Framework Plan map. This place type is used where the City has already established ownership of land as an existing or future park, natural area or green space, and in areas bordering

sensitive natural features and resources where buffering standards in future development will be required, such as along the Cooper Slough or Poudre River. The principal land uses within this place type as stated in City Plan include parks, open space, greenways, natural areas, spaces for outdoor recreation, agriculture, or community separators. South of Vine Drive and northeast of the Airpark is Dry Creek. The Airpark generally is located within the floodplain, but the area surrounding Dry Creek is designated as high floodway. Designating the portion of the area surrounding Dry Creek as the Parks and Natural/Protected Lands place type is supportive of integrating future stormwater/floodplain enhancements with environmental protection and transportation enhancement. Multiple strategies in this plan speak to incorporating natural features with floodplain enhancement (See Goal 2).

Place Types and City Zoning Designations

As previously mentioned, this plan has assigned place types rather than prescribing Fort Collins zone districts to the East Mulberry Plan Area for a variety of reasons. Namely that the broader place type categories are better suited to flexibly accommodate the diversity of land use types that already exist in the plan area. Also, that place types can help guide general land use decisions as the plan area grows and changes over time, particularly for places that new development or redevelopment is expected. In these areas that will evolve and change, it does not make sense to assign a zone district until a more concrete vision for land use is known.

It was also previously noted that as areas of the East Mulberry Plan Area may be annexed through threshold annexations, they will be assigned to a City zone district upon annexation. It is anticipated that zone districts will remain aligned with existing Larimer County zoning and with a zone district consistent with the assigned place type. This is particularly important in meeting this plan's goal to preserve existing industrial areas by zoning them appropriately when they come into the City through annexation. However, there are some existing uses within the East Mulberry Plan Area that are not currently allowed within the City's industrial zone district, or any other City zone district. These include many of the long-standing agricultural service businesses located around the Mulberry and I-25 Interchange such as livestock auctions or livestock meat processing. If these areas were to be annexed into the City, they would receive a 'lawful, non-conforming' status.

The Fort Collins Land Use Code defines nonconforming uses as a use which was lawful immediately before annexation, but which does not conform to the use regulations for the zone district in which such use is located at the time of annexation. Nonconforming uses have limitations as directed in the Land Use Code, including that the expansion or enlargement of existing buildings shall not add more than 25% of new floor area. To preserve and support the future viability of the agricultural service uses surrounding the interchange that would be non-conforming, it is the recommendation of this plan that additional permitted uses be added to the City's Industrial zone designation. At the time that these areas surrounding the interchange experience a threshold annexation, a simultaneous amendment to the Land Use Code should be put forward to accommodate the additional uses within the Industrial zone district, the zone designation that would likely be applied to these areas. It is recommended that this addition of uses to the Industrial zone district be accompanied by proximity-based standards to specify that the newly permitted uses within the Industrial zone district are limited to an appropriate distance from the interchange. The specific uses to be added and the appropriate distance determination should be evaluated at the time of annexation.

Place Types and Plan Goals

Place type designations, as guided by City Plan, are intended to help realize the ultimate desired character and land use for all areas within the Fort Collins Growth Management Area. The place types assigned to the East Mulberry Plan Area closely align with the goals of this plan. Place type assignments are supportive of the strategies outlined in Section 2 of this plan and collectively will serve in tandem to implement the vision of this plan.

| Place Type Assignment or Recommended Place Type Change | Alignment with Plan Goals and Strategies |
|---|--|
| Reassign the areas north of the Kingfisher Point Natural Area bordering Mulberry Street from Suburban Mixed-Use District to Parks; Natural/Protected Lands place type | Goal 6, Strategy 1 and 3 Protect and enhance existing natural habitats and features like the Poudre River and the areas that surround it. |
| Assign the Nueva Vida Mobile Home Park to the Mixed Neighborhoods place type | Goal 5, Strategy 2 Preserve and enhance existing mobile home parks. |
| Reassign the Pleasant Acres and Boxelder Estates Neighborhoods from Suburban Neighborhood place type to Rural Neighborhood place type | Goal 5, Strategy 1 Maintain similar land use and streetscape character in established neighborhoods. |
| Apply the R&D Flex place type designation to portions of the plan area near the Airpark | Goal 1, Strategy 2 Support the retention of existing industrial and agricultural business uses |
| Maintain the Neighborhood Mixed-Use District place type near the Mulberry Street and Greenfield Court intersection | Goal 4, Strategy 3 Designate areas for commercial development that support the daily needs of residents and businesses. |

Transportation Framework Plan

The Transportation Framework Plan map depicts connectivity needs, proposed streets for augmentation, and areas that require future evaluation and improvement. Like other aspects of the Plan, the timing and implementation of many of these proposed strategies are dependent on annexation and available resources at that time. Because the existing streets in this area are deficient both in condition and multimodal infrastructure (see the Surface Conditions of Roads Map in Section One of the Plan), the general philosophy of the Transportation Framework Plan is to address priority and interim needs. In the long-term, it is assumed that streets in the plan area will meet Larimer County Urban Area Street Standards (LCUASS). To reach full LCUASS standards represents a substantial investment of resources, therefore, many of the improvements captured on the Transportation Framework Plan represent augmentation opportunities that may not meet full LCUASS standards but offer a way to enhance streets with safe and convenient multimodal connections in a more interim capacity. This approach is further

described under Goal 3, Strategy 1 within Section Two of the Plan. Some of the areas identified on the Transportation Framework Plan map in the “Multimodal Augmentation & Enhancements” category include:

- Link Lane (between Mulberry Street and Lincoln Avenue)
 - The mix of uses, character, and development pattern along Link Lane is the most reminiscent of a commercial “main street” atmosphere within the corridor. With some infrastructure augmentation, this street could be more conducive as a walkable or bikeable corridor, adding a north-south connection between Mulberry Street north to Lincoln Avenue. Further study to determine appropriate types of augmentation is needed.
- Mulberry Frontage Roads
 - One concept that requires further analysis and collaboration with CDOT and other stakeholders would be to explore building shared use paths along the medians between Mulberry Street and the adjacent frontage roads. If feasible, this concept could offer a way to integrate multimodal infrastructure that is separated from the fast-moving traffic of Mulberry Street. This concept is included in the Active Modes Plan. See also Implementation Action Item 3.2.4 under Goal 3.
- Summit View Drive
 - Summit View Drive is an important connection between Prospect Road and Mulberry Street. It is indicated on the Transportation Framework Plan map as a potential area for multimodal augmentation or enhancement from Prospect northwest across Mulberry to Lincoln Avenue. Summit View Drive currently has no sidewalks or bike lanes. Inclusion of some infrastructure that could safely accommodate other modes without compromising the rural character of this street should be explored.

The Transportation Framework Plan also indicates Future Capital Projects. Capital Projects in this case would be larger scale infrastructure enhancements that would be permanent changes to the characteristics and function of these roadways. One potential future Capital Project identified would be to continue the same street cross section on Lincoln Avenue from Lemay to Summit View. The City of Fort Collins improved the Lincoln Avenue Corridor between Riverside and Lemay, incorporating a buffered bike lane, landscaped medians, improved sidewalks, and integrated transit stops with bus pull-outs. These conditions do not continue beyond the roundabout near Cordova Road and there are no sidewalks or designated bicycle infrastructure on Lincoln Avenue through the remainder of the plan area. When considering future improvements to Lincoln Avenue east of Cordova Road, the design alternatives and concepts explored in the Lincoln Corridor Plan should be consulted so that continuous conditions from Lincoln Avenue to the west can be maintained as much as feasible.

The continuation of International Boulevard is identified on the Transportation Framework Map as another Future Capital Project. At the time of this plan’s publication, International Boulevard currently exists in a short segment between Timberline and Bannock/Toronto Street in the Dry Creek neighborhood. From the Dry Creek neighborhood, the ultimate alignment of International Boulevard would connect with Cordova Road at the most northwest corner of the Airpark area. International Boulevard from Timberline Road would then jog slightly north and continue eastwards just below the Bloom and Mosaic neighborhoods. A direct connection northeast from Airpark Drive across the former runways/taxiways to International Boulevard should be considered during future Master Street Plan updates to improve connectivity to and from the Airpark. The Dry Creek, Timbervine, and Collins Aire

neighborhoods have no access to the Airpark without first traveling east to Timberline, then into the Airpark via Lincoln Avenue. This potential connection is indicated on the map as “Connectivity Needs” and should be evaluated through further study.

Also overlaid on the Transportation Framework Plan map is a network of proposed trails. Many of the proposed trails shown are consistent both with what was previously depicted on the 2002 East Mulberry Corridor Plan Framework Map, as well as with the City’s Trails Master Plan. Following publication of this plan, the City will be performing an update to the Strategic Trails Plan. That plan will include the East Mulberry Plan Area and should be consulted for guidance on integration of future trails within this area.

Many of the concepts put forward on the Transportation Framework Plan map represent opportunities and ideas to further augment the transportation network of the East Mulberry Plan Area. These concepts would represent substantial change and would be accompanied by substantial costs to implement. The depth and breadth of analysis required to evaluate and explore these concepts cannot be accomplished through just this plan. Therefore, a key recommendation of the East Mulberry Plan is to complete a transportation-specific plan for the East Mulberry Plan Area to understand and address the full set of needs. Part of this effort would be to identify funding and resources for a transportation-focused plan prior to when this area may be annexed in the future. See Goal 3, Strategy 3.

Specific areas within the East Mulberry Plan Area that will require additional evaluation are indicated on the Transportation Framework Plan map as “Evaluation & Improvement Areas”. A few specifically identified areas for further study include the intersection around Mulberry Street, Lincoln Avenue, Timberline Road, and Summit View Drive. The Mulberry and I-25 Interchange is another area identified for further study, including the evaluation of this area for a future mobility hub. Mobility hubs are meant to provide a seamless connection between transit and other modes of transportation and are intentionally located in key areas where the transit network intersects with other components of the transportation system. Mobility hubs can combine features like park-and-rides, bike parking, microtransit such as scooters, and enhanced transit shelters, amongst other elements.

Development Framework

The purpose of this development framework is to provide a structured and strategic approach for revitalizing and improving properties over time as they come through the Development Review process. It serves as a comprehensive guide or roadmap for stakeholders involved in the redevelopment process, such as local government authorities, developers, community organizations, and residents. The intent of this development framework is to respond to context-specific needs by taking into account unique characteristics, challenges, and opportunities of the specific area being developed.

Key objectives of this framework include:

1. **Establish Priorities:** It establishes clear goals for the redevelopment of the area, outlining what the desired outcome and future state of the area should be.
2. **Preserve Flexibility:** The development framework recognizes that different contexts may require different implementation strategies. It outlines land use strategies that help shape the physical layout and character of the redevelopment area. By utilizing the place-types approach, the framework allows for adjustments and adaptations as needed to ensure future annexation projects align with changing conditions and can respond to current needs.

3. **Respond to Context Specific Needs:** The framework considers factors such as the historical and cultural heritage of the area, its architectural style, and the preferences of the community. This ensures that the development responds to the unique identity and character of the place while implementing desired improvements.
4. **Identify Infrastructure and Service Needs:** The framework identifies the infrastructure and service requirements that are specific to the area. It considers gaps, transportation needs, utility systems, and other essential services. By addressing these context- specific requirements, the framework ensures that the infrastructure and services provided support the overall goals and aspirations of the community.

By providing a structured framework, site improvements can be carried out in a coordinated and cohesive manner, maximizing the positive impact on the area while addressing community needs and aspirations.

Existing Challenges to Development

The Mulberry Corridor’s built environment spans multiple jurisdictions and over 70 years of varying development standards. The corridor still lacks a consistent pattern of development, and in many locations, basic health and safety infrastructure such as sidewalks, curb and gutter, and drainage networks. While new greenfield development in the corridor is expected to meet all modern development standards, as existing sites undergo changes in business activity or partial redevelopment, challenges remain in determining and prioritizing site upgrades. While the overarching goal is to bring properties closer to modern standards, this must be balanced against both a proportionate level of change to the site and while being mindful of corridor goals to maintain a unique and affordable location in the community for industrial and commercial businesses.

There are many types of development activity which may prompt the development review process and potential site upgrades. This spectrum of development intensity spans from simple changes of use as one business moves into a new space all the way to total site redevelopment or new greenfield development. Between both ends are more common types of proposals that may involve site reconfiguration or building expansions. In these middle scenarios there are often areas where staff and decision-makers can apply flexibility and or alternative prioritization of site upgrades that are more appropriate to the context of the Mulberry Corridor or which further Plan goals.

The following table highlights some of the more common site upgrades and enhancements that may be required based on different levels of proposed (re)development intensity. Each site and type of development proposal is unique, and the table is meant as a guide to help property and business owners understand potential requirements when a site enters the development review process. For staff and decision-makers, both the table and the priority section for each character area include high priority enhancements that are recommended based on a site’s location within a specific Mulberry Character Area. Given the Corridor’s lack of consistent development patterns and need to prioritize different site upgrades based on character areas, this plan encourages future staff and decision-makers to collaborate with property and business owners on incremental site improvements that help maintain the Corridor’s unique and affordable role in the community.

| Development Review Spectrum | | | |
|---|---|---|---|
| <-Lowest Requirement | | Highest Requirement -> | |
| Change of Use (and/or change of business) <i>Potential Applicable Requirements:</i> | Minor additions and site enhancements (i.e., <1,500 sf building addition, changing parking lot) <i>Potential Applicable Requirements:</i> | Significant change in character to site (i.e., building addition or reconfiguration) <i>Potential Applicable Requirements:</i> | Greenfield development, total site redevelopment <i>Potential Applicable Requirements:</i> |
| Stormwater, Floodplain, Erosion Control | | | |
| <ul style="list-style-type: none"> Adding or modifying 1,000 sf or more of impervious surfaces requires meeting stormwater detention, water quality, and low impact development standards. | <ul style="list-style-type: none"> Adding or modifying 1,000 sf or more of impervious surfaces requires meeting stormwater detention, water quality, and low impact development standards. Additional requirements may be linked to other site plan requirements or standards (e.g., paving parking areas). If there is lack of an adequate outfall, the site may need to over-detain. | <ul style="list-style-type: none"> Meets all Development Code Standards for stormwater quality, detention, erosion control, and floodplain management. | <ul style="list-style-type: none"> Meets all Development Code Standards for stormwater quality, detention, erosion control, and floodplain management. |
| Landscaping & Forestry | | | |
| <ul style="list-style-type: none"> Inventory onsite trees | <ul style="list-style-type: none"> Replace any dead trees. Mitigation for any removed trees. Install new/missing trees in street parkways. Soil amendments and water conservation considerations. | <ul style="list-style-type: none"> Full tree stocking throughout the site. | <ul style="list-style-type: none"> Meets all Development Code Standards |
| Parking & Walkway Configuration | | | |
| <ul style="list-style-type: none"> Ensure required amount of general, handicap parking spaces. | <ul style="list-style-type: none"> Reconfigure and delineate parking areas. | <ul style="list-style-type: none"> Direct walkway connection from building to the street. | <ul style="list-style-type: none"> Meets all Development Code Standards |

| | | | |
|--|--|--|---|
| <ul style="list-style-type: none"> Add bicycle parking. | <ul style="list-style-type: none"> Augment parking lot landscaping and screening. Ensure adequate covered bike parking. Create formal or informal on-site walkway connections. | <ul style="list-style-type: none"> Interior and perimeter parking lot landscaping standards met. May require moving parking areas on site. | |
| Environmental and Historic Resource Protection | | | |
| <ul style="list-style-type: none"> Survey onsite resources as pre-submittal requirement, if data is missing. | <ul style="list-style-type: none"> New lighting fixtures meet lighting standards (4 more fixtures requires full site lighting review). Establish any required natural habitat buffer zones and considerations for mitigation. New development abutting historic resources meets design compatibility requirements. Enhance the natural ecological characteristics of the site by focusing native seed mixes and weed management plans based on site specific conditions. | <ul style="list-style-type: none"> Ecological Characterization study. Replace/ensure all lighting meets lighting standards. Onsite Historic Resources comply with alternative mitigation requirements if not adaptively reused. | <ul style="list-style-type: none"> Meets all Development Code Standards Onsite Historic Resources are adaptively reused, and design compatibility requirements met. |
| Transportation & Frontage Improvements | | | |
| <ul style="list-style-type: none"> Repair or replace damage to any existing frontage improvements (e.g., sidewalks) | <ul style="list-style-type: none"> Dedicate any necessary right-of-way. Traffic Study or Memo may be required. Minor frontage improvements (Replacing sidewalks, curb & gutter). | <ul style="list-style-type: none"> Full frontage improvements: curb & gutter, sidewalk, parkway. Traffic Study or Memo may be required. | <ul style="list-style-type: none"> Meets all Development Code Standards |
| Site Design & Aesthetics | | | |
| <ul style="list-style-type: none"> Replace nonconforming signage. Replace dead landscaping. | <ul style="list-style-type: none"> Define/reconfigure parking areas. | <ul style="list-style-type: none"> Walkways out to public right of way. Parking lot meets LUC standards. | <ul style="list-style-type: none"> Meets all Development Code Standards |

| | | | |
|---|--|--|--|
| <ul style="list-style-type: none"> • Screened trash/recycling enclosure. | <ul style="list-style-type: none"> • Parking paving may be required (front, publicly visible, or high-use areas). • Parking lot landscaping/screening. • Building addition meets LUC building design standards. | <ul style="list-style-type: none"> • New buildings/additions meet LUC building standards. | |
| Utilities & Dedications | | | |
| <ul style="list-style-type: none"> • Utility easement behind sidewalk/street right-of-way may be required. | <ul style="list-style-type: none"> • Additional utility easements may be required for new utility installations. • Ensure fire separation and emergency access requirements met. • Ensure proper utility separation requirements met for newly installed utilities. | <ul style="list-style-type: none"> • New tap or capital expansion fees for additional utility services needed (e.g., new dwelling units). | <ul style="list-style-type: none"> • Meets all Development Code Standards |

The Development Review Spectrum and the requirements contained within would be applied when the City has annexed an area into City jurisdiction and a property has entered the City's development review process. These requirements would not apply to established sites that are not making changes to their properties or performing any of the types of activities contained in the development review spectrum.

The development review spectrum provides policy guidance for how development review may be performed within the East Mulberry Plan Area. In many cases, requirements must meet existing code standards as prescribed in the Land Use Code, but code changes that would assist in enacting these standards should be considered following adoption of this plan. City staff and decision makers should also use the development review framework to support flexibility for redeveloping sites in the corridor through prioritizing certain site upgrades or deferments when allowed by the Land Use Code or through modification or variance procedures when it can be demonstrated the proposal advances goals and strategies of this plan.

Sites within the East Mulberry Plan Area that develop or redevelop in Larimer County and don't initiate an annexation threshold will likely still be referred from the County to the City for comment. City staff will continue to coordinate review on development activity with Larimer County staff.

Annexation Thresholds Framework

Introduction/Annexation Summary

The source of annexation law in the state of Colorado is the Colorado Revised Statutes (C.R.S.). C.R.S Title 31 Legislative Declaration states that the policies and procedures contained within are necessary and desirable for the orderly growth of urban communities in the state of Colorado.

Annexation in Colorado can take place in three ways:

1. Petition for annexation by landowners (voluntary annexation): If more than 50% of the landowners owning more than 50% of the area petition the governing body for annexation or in association with a serial annexation.
2. Petition for annexation election (voluntary annexation): Registered electors may petition the governing body of any municipality to commence proceedings for an annexation election in the area proposed to be annexed.
3. Annexation of Enclaves (involuntary annexation): An enclave is formed when an unincorporated area becomes entirely contained within the boundaries of a municipality. A municipality may initiate involuntary annexation of an enclave three years after it is formed.

Both petition for annexation by landowners and petition for annexation election are forms of voluntary annexation, meaning that if a majority of landowners or a certain number of electors within the area to be annexed are in favor of the annexation, they may initiate annexation. Involuntary annexation means that the annexing municipality is utilizing its authority pursuant to the C.R.S. to annex enclaves when eligible with or without the consent of the landowners or electors within an enclave.

The East Mulberry Enclave was officially formed on August 31, 2018, when the East Gateway Annexation became effective (annexing land into the City of Fort Collins from unincorporated Larimer County). Therefore, three years from that date on August 31, 2021, the East Mulberry Enclave was eligible for involuntary annexation by the City of Fort Collins. However, once an enclave is eligible for annexation, the C.R.S. does not require the City to annex the enclave unless either of the following occur:

- A petition is received by the City signed by more than fifty percent of the property owners owning more than fifty percent of the property in the enclave.
- At least 75 electors that reside in or own property within the enclave petition for an annexation election.

If either of the two above occur, the City has to initiate enclave annexation proceedings within one year.

Intergovernmental Agreement with Larimer County:

The City of Fort Collins and Larimer County have an intergovernmental agreement (IGA) between the two local agencies to help guide matters of annexation and growth, including management of the Fort Collins Growth Management Area (GMA). The IGA also facilitates coordination in other matters of joint planning and management of public services and facilities. This IGA (*Regarding Cooperation on Managing Urban Development*) between Fort Collins and Larimer County specifically outlines how annexation is to occur within the GMA and how the municipalities will coordinate these agreements. The agreement states that it is the City's intent to annex properties within the GMA as expeditiously as possible consistent with the terms of this agreement. The City agrees to consider the annexation of any parcel or parcels of land located within the GMA which are eligible for voluntary annexation pursuant to the C.R.S.

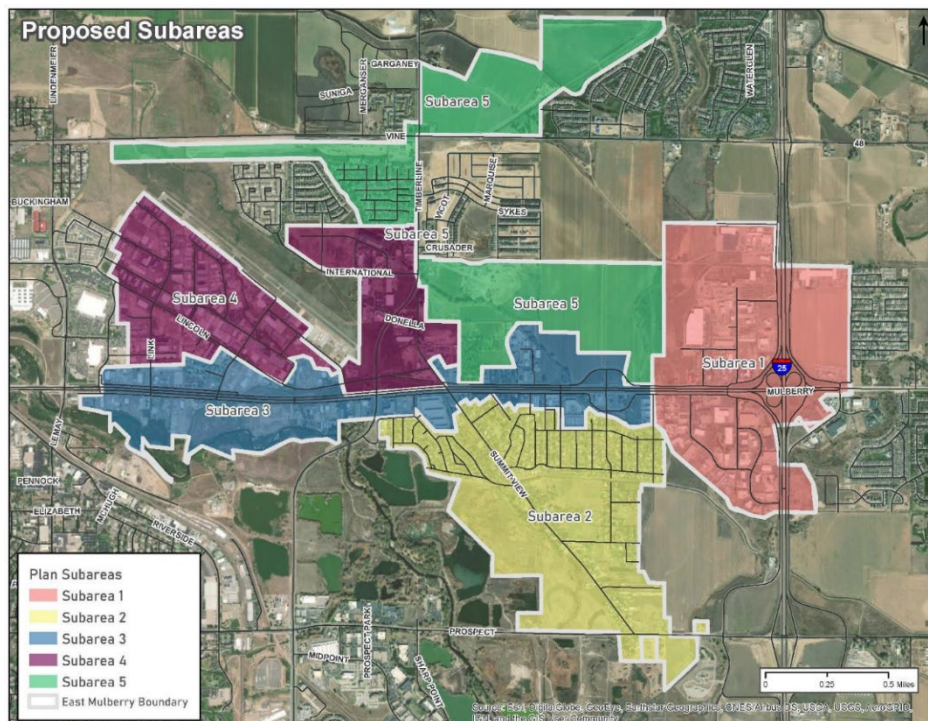
Approaches to Annexation- Financial Considerations

The City partnered with consultant Economic & Planning Systems (EPS) in 2020 to provide a fiscal impact evaluation of the potential annexation of the East Mulberry Enclave. EPS developed an Excel-based scenario modeling tool to assist in measuring the fiscal impacts resulting from alternative phasing, sequencing and potential funding options related to annexation of the enclave area. An overview of the EPS work is included as an appendix (**Appendices under development**)

The fiscal model is structured to evaluate the impacts of providing a full suite of City services within the annexation area. Core assumptions include providing all existing governmental services and electric, stormwater and broadband utility services. Water and wastewater services are excluded from the analysis and will continue to be delivered by the incumbent providers. The modeling is structured to capture all expected ongoing revenues and expenses (sales taxes, property taxes, street maintenance, police patrol services, etc.). On the capital side, one-time revenues such as capital expansion fees (CEF) and plant investment fees (PIF) are modeled, as are required expenditures (stormwater infrastructure, new parks, etc.). The difference between expected revenues and expenses is the Net Fiscal Impact, an indication of whether new sources of revenue will be required.

The potential annexation area was mapped using GIS data to break out the land parcels into logical planning units (following existing land use designations, historical area characterizations, City Plan guideposts, etc.) that allowed for comparison of sequencing and phasing alternatives. These “boundaries” were not specific recommendations but a tool to establish a set of different potential annexation options. The enclave area currently has an inventory of approximately 1,100 housing units and 500 businesses. Significant growth in both segments is likely to occur over the next 20 to 30 years. Several projects are already in the early development stages.

The mapping of these subareas is highlighted below:



The initial modeling assumed full absorption of all five subareas at the onset of the annexation and concurrent development growth and activity over a 20-year evaluation period. Prioritization, timing and phasing/sequencing were not explicitly addressed in this preliminary effort in order to determine the total financial impact from the enclave.

Subsequent efforts entailed the development of five phasing lenses to articulate and depict the priorities, assumptions, and potential “benefits” or “drawbacks” to each scenario based on previously stated priorities and analysis by Council, community members, and City staff. Each of the scenarios includes a different sequencing and timing of all five subareas but ultimately includes all land area within the enclave. These five scenarios each depict a slightly different emphasis of priority but all of them consider the City’s Triple Bottom Line (TBL) approach to evaluations.

- A. Economic Opportunity - Emphasizes economic development and vitality in the area.
- B. Residential Enhancement - Emphasizes connectivity, utilities, and other social priorities.
- C. Environment & Hazard Protection - Emphasizes environmental buffers, flood mitigation.
- D. Fiscal Health for City - Emphasizes fiscal impact to City of annexation, including existing priorities, risks, and timing.
- E. Community Gateway - Emphasizes improvements and reinvestment potential for the Mulberry Corridor, including the highway and frontage roads.

These scenarios are theoretical and assume annexation within given periods of time. They can be adjusted by changing the underlying assumptions to produce different results. None of these scenarios are meant to be “staff recommendations” given the uncertain timing and velocity of threshold annexation and are instead a starting point for conversation and analysis. The results of these modeling efforts were presented at the August 1, 2022, Council Finance Committee meeting, as well as summarized at the December 13, 2022, Council Work session.

| Governmental: 20-year View | | |
|----------------------------|-------------------|----------------|
| (\$M) | Range | Avg. / Yr. |
| Revenue | \$80 - \$210 | \$4 - \$10 |
| Expense | (\$115) – (\$265) | (\$6) – (\$13) |
| Margin | (\$35) – (\$55) | (\$2) – (\$3) |

| Utilities: 20-year View | | |
|-------------------------|-------------------|-----------------|
| (\$M) | Range | Avg. / Yr. |
| Revenue* | \$75 - \$240 | \$4 - \$12 |
| Expense | (\$200) – (\$325) | (\$10) – (\$16) |
| Margin | (\$85) – (\$125) | (\$4) – (\$6) |

** Note: Utility Revenues reflect current rate structures and don't include rate adjustments to cover added costs of potential acquisition.*

The range of estimates above includes both ongoing revenue and expenses, as well as one-time capital expenditures and impact fee revenues. Primary expenditure drivers are highlighted below:

- **Police Services:** Analysis of existing activity in the annexation area suggests that up to 35 additional FTE (23 sworn officers; 12 professional support) with a minimum two-year hiring/training timeline would be required at an annual cost in excess of \$5 million.
- **Streets / Traffic:** The annexation area encompasses nearly 46 miles of roadways, of which approximately 30 miles would be envisioned to come under City maintenance and upkeep. Annual estimate of maintaining is around \$750,000. Potential additions of up to 14 miles of roadway w/ new developments would increase this figure.
- **Light & Power:** Capital expenditure estimate for connectivity and sub-station buildout requirements is \$90 - \$100 million. This figure may change depending on availability of land upon which to locate a proposed substation to serve eastern portions of the plan area.
- **Stormwater:** Capital improvements primarily related to the Cooper Slough and Dry Creek/Lincoln channel areas are approximately \$40 million.

The analysis assumes existing city rates, fees and cost structures will be applied to the potential annexation areas. No new fees, increases in rates or inflationary impacts are included in the base analysis. The timing and need for services will be dependent on the types of services provided (police services, for example, would be required up front upon annexation; parks maintenance needs would be ramped up with the potential development of new facilities). On the governmental side, new capital expansion fees and grants could help offset the increased operating costs needed for providing incremental services. Timing and sequencing of potential annexation areas would determine if additional funding sources would be required. On the utility side, there is an expectation of heavier infrastructure requirements up front (both to acquire assets from existing providers and to build out and

connect to existing City systems). Offsets would be available from new development fees and potential rate adjustments to the customer base.

Additionally, the scenarios above were also evaluated by accelerating or de-accelerating the potential annexation timeframes. While the annual, average bottom line impacts are not much different than the above estimates, accelerating the timeframes does increase risks by committing to larger expenditure outlays upfront (police, street maintenance, L&P infrastructure) with revenues dependent on development activity and increased revenue (sales tax) generation to come.

The governmental side will require additional funding upon any potential annexation option. No specific identified source of funding is currently available, and while tax and fee revenue would increase from the annexed areas, council priorities and existing needs will inform the extent to which additional funding may be assigned. The Infrastructure Investment and Jobs Act (IIJA) and Inflation Reduction Act (IRA) may provide some opportunity for federal funding assistance. On the utility side, mechanisms are in place to pay for additional requirements brought on by potential annexations, subject to impacts to existing projects and funding requirements, and the resulting impact to ratepayers.

In response to Council feedback and further community engagement, city staff has continued to update the analysis frameworks. Staff has provided additional input to council centered around opportunities and trade-offs. In December 2022, staff provided a framework for evaluation of the enclave area centered on a “thresholds” concept. While no specific additional financial scenarios have been developed to date around a specific threshold event given the multitude of annexation scenarios under threshold annexation, the basic process for further evaluation will utilize the same general approach as has been done to date and is addressed in the sections that follow.

Thresholds Overview

- What are thresholds?

Thresholds are a set of conditions that when reached, may represent an opportune time to consider annexation. Threshold annexations provide more flexibility in the size and timing of annexation rather than annexing the entire enclave all at once or over time using a fixed, phased schedule. The rationales for thresholds are varied and may be based on the ability to achieve Citywide policies, or to ensure that service provision continues in a logical way between jurisdictions.

- Threshold Categories:

The following table describes some of the potential threshold categories that the East Mulberry Enclave may experience. These were formulated through study of previous development patterns within the enclave and to align with citywide priorities and goals. Additional categories of thresholds may need to be considered as the East Mulberry Enclave changes over time. The magnitude and scale of thresholds may vary and therefore warrant careful analysis and consideration. Additional thresholds could be put forward for consideration and evaluated through the process described in subsequent sections of this plan document.

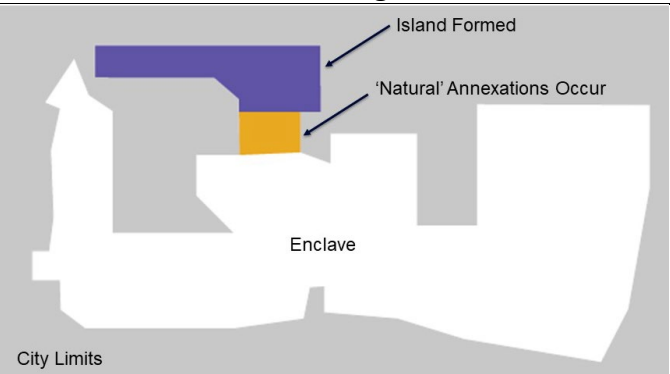
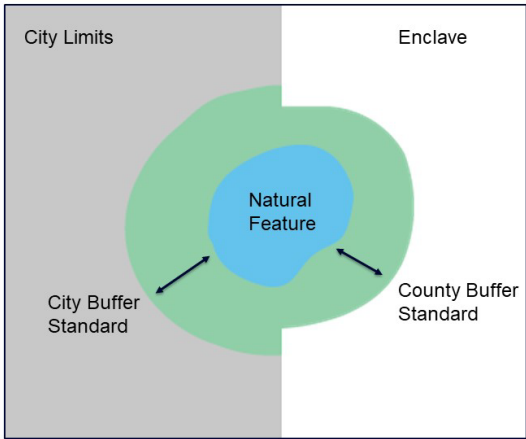
- Threshold Alignment with Citywide Priority or Goal:

The third column provides information about how each category of threshold is aligned with adopted Citywide priorities and goals. The items reflected in this column are sourced from City Plan (2019) and from the 2022 Strategic Plan. Citywide priorities and community priorities may change as the City and region continue to grow and evolve and therefore threshold alignment with those priorities should be continually monitored over time.

- Threshold Types:

Thresholds may be driven by conditions that accrue over time or met through a one-time event or change in condition. For this reason, they are categorized below as either incremental or catalytic. Incremental thresholds will require agreement on what will amount to that threshold being reached so that monitoring over time can accurately evaluate changes and determine if action is warranted.

The table below describes the categories and types of thresholds that have been identified as part of the plan update. An accompanying diagram shows what physical conditions might look like for each threshold.

| Threshold Category | Rationale/Description | Alignment with adopted Citywide Priority | Threshold Type | Diagram |
|---|--|---|---|--|
| Maintenance of Logical Boundaries | Maintain logical boundaries for orderly and efficient provision of services. This threshold may arise when providing services or enforcement responsibilities becomes challenging when jurisdictional boundaries become complex. | City Plan Principle LIV 1: Maintain a compact pattern of growth that is well served by public facilities and encourages the efficient use of land. Strategic Plan Strategy 1.7: Advance planning efforts in the Growth Management Area, including holistic considerations for potential annexations. | Incremental (condition accrues over time) |  |
| Achievement of Citywide Policy Priorities | | | Primarily Catalytic (one-time event) |  <div>Updated Graphics Forthcoming</div> |
| Proactive Resource Protection | A threshold related to proactive resource protection would offer the ability to apply the City’s standards to a critical natural resource or buffer. | City Plan Principle LIV 9: Encourage development that reduces impacts on natural ecosystems and promotes sustainability and resilience. City Plan Principle ENV 1: Conserve, create and enhance ecosystems and natural spaces within Fort Collins, the GMA and the region. Strategic Plan Strategy 4.6: Sustain and improve health of the Cache la Poudre River and all watersheds within Fort Collins. | | |
| Redevelopment Risk | Similar to the above, a redevelopment risk threshold represents the ability to preserve mobile home parks and other sources of naturally occurring affordable housing. | City Plan Principle LIV 4: Enhance neighborhood livability. City Plan Principle LIV 5: Create more opportunities for housing choices. | | |

| | | | | |
|--|---|---|----------------------------|--|
| | | <p>City Plan Principle LIV 6: Improve access to housing that meets the needs of residents regardless of their race, ethnicity, income, age, ability or background.</p> <p>Strategic Plan Strategy 1.8: Preserve and enhance mobile home parks as a source of affordable housing and create a safe and equitable environment for residents.</p> | | |
| Other Proactive/Strategic Goal Alignment | <p>This threshold is intended to capture other events or conditions that represent the ability to achieve other strategic policy goals not within either of the two above categories.</p> | <p>City Plan Principle EH 3: Support local, unique, and creative business.</p> <p>City Plan Principle EH 4: Ensure that an adequate and competitive supply of space and/or land is available to support the needs of businesses and employers of all sizes.</p> <p>City Plan Principle T12: Build and maintain high-quality infrastructure that supports all modes of travel.</p> <p>City Plan Principle T4: Pursue regional transportation solutions.</p> <p>City Plan Principle T9: Utilize the transportation system to support a healthy and equitable community.</p> <p>City Plan Principle T10: Support and enhance safety for all modes.</p> <p>City Plan Principle LIV 10: Recognize, protect and enhance historic resources.</p> | | |
| External Funding and Capital Project Alignment | <p>This threshold is related to receipt of external funding that could help alleviate some of the cost burden associated with annexation.</p> <p>It also would include the ability to consider annexation of areas containing multiple priority project sites from adopted plans.</p> | <p>City Principle EH 5: Engage and help shape regional economic efforts.</p> <p>Strategic Plan Strategy 6.4: Support and invest in regional transportation connections.</p> | Catalytic (one-time event) | |

Updated Graphics
Forthcoming

Criteria needed for annexation to proceed:

There are criteria set forth in Section 31-12-104, of the C.R.S. that determine eligibility for annexation. While these criteria do not apply to an enclave annexation pursuant to Section 31-12-106, C.R.S., to ensure orderly development patterns and logical service boundaries, these criteria should still be considered as part of evaluating thresholds and whether to pursue annexation. Specifically, these criteria include:

- A minimum of one-sixth boundary contiguity with the annexing municipality. This means that areas of the enclave that have met a threshold shall still meet requirements pertaining to establishing contiguity.
- The area of interest to be annexed is integrated or capable of being integrated with the annexing municipality and said area is urban or will be urbanized in the near future.

Per the C.R.S, the governing body of the annexing municipality (the City of Fort Collins) must create an annexation transition committee. This is required in cases of enclaves in which the population exceeds 100 persons or contains more than 50 acres. The annexation transition committee shall be composed of nine members, five of whom shall reside, operate a business, or own real property within the enclave. The additional four committee members shall represent the annexing municipality (two members) and the county in which the enclave is situated (two members). Published notice of the creation and existence of the committee is required as part of communications related to enclave annexation. The duties of the annexation committee include serving as a means of communication regarding public meetings on the proposed annexation between the annexing municipality, county in which the enclave is situated, and those who operate businesses or own property within the enclave. The annexation transition committee also provides the mechanism by which residents, business operators, or other property owners can communicate through electronic mail, telephonic communication, regular mail, or public meetings with the annexing municipality or the county within which the enclave is located.

Under the annexation thresholds approach, it is possible that there may be extended periods of time between annexation activity, making it difficult to retain committee membership over this duration. For this reason, it is recommended that an annexation transition committee be formulated following the first threshold annexation. [City of Fort Collins and Larimer County committee representative selection process still under review]. The remaining five required committee members should represent residents, business owners, or property owners from within the potential annexation area. These representatives could be selected through an application process collectively by the staff representatives from the City of Fort Collins and Larimer County. If there is not sufficient interest in serving on the committee from within the potential annexation area, representatives from other parts of the East Mulberry Enclave could be invited to participate.

As stated, the annexation transition committee should be formulated concurrently to the first annexation threshold regardless of the size of area to be potentially annexed or the size of the population within this area. Following the first threshold annexation, the committee members representing the City of Fort Collins and Larimer County should continue to serve on the committee, even if there are no immediate subsequent threshold annexations. If any City or County staff representatives are no longer able to fulfill their committee role for subsequent annexations, new staff representatives should be designated. Committee members representing those that live, work, or own

property within the potential annexation area will be excused from the committee upon completion and recording of each annexation.

It is recommended that future annexation thresholds that meet the specified parameters of 100 persons or containing more than 50 acres formulate annexation transition committees per annexation. Subsequent smaller threshold annexations in which the potential annexation areas do not meet the parameters of 100 persons or 50 acres will not formulate committees that include the five community members. However, the City and County committee members should continue to coordinate, particularly on appropriate notification strategies to maintain communication with the residents and businesses within the potential annexation area. As described in the Actions After a Threshold Has Been Identified section, a neighborhood meeting is still recommended to be held with the residents and businesses within the potential annexation area in the case of every potential threshold annexation. This will offer a means of communication for those impacted by smaller threshold annexations without an annexation transition committee.

The first annexation transition committee should take responsibility to establish additional guidelines for the role of the committee and how to establish the application process for other committee members. The formulation of this committee is discussed further in the section 'Actions After a Threshold has been Identified'.

Other indicators of annexation readiness:

In addition to the criteria needed for annexation to proceed as previously described, there are other factors that may indicate readiness for annexation. These factors of readiness can contribute towards a threshold and should be evaluated to determine whether any individual or combination of readiness factors amounts to a threshold and annexation consideration. Examination of these criteria can be evaluated in Monitoring Reports, a way to track and monitor thresholds described in the subsequent sections of this document. This includes the following factors:

- **Street Contiguity:** In some instances, there are portions of streets within the enclave that cross between City of Fort Collins and unincorporated Larimer County. This means that the segments passing through each jurisdiction must be maintained by that jurisdiction rather than the street facility in its entirety. Although similar to a 'Maintenance of Logical Boundaries' threshold, instances where street segmentation could be consolidated might be an indicator of readiness for annexation.
- **City of Fort Collins owned properties:** Parcels already owned by the City within the enclave may also represent opportunities for building thresholds. There are multiple areas within the enclave owned by the City of Fort Collins (such as the areas between the Poudre River and East Mulberry Street near the Kingfisher Point Natural Area, Roselawn Cemetery, and an area surrounding the Cooper Slough on the east side of the East Mulberry Plan Area). Annexation consideration for these areas should still evaluate contiguity criteria and other requirements as outlined in the C.R.S.
- **Development Activity:** Sites that have proposals for development or sites that are developable but have not yet may also require consideration as a threshold. As outlined in Section 1 of this document, the East Mulberry Enclave is continuing to experience significant development. The catalytic effect of nearby development may result in the undeveloped portions of the enclave experiencing development interest.

- **Availability of City Resources:** The City has made a determination or evaluation of the necessary financial and personnel resources are available and ready to begin providing services and enforcement capabilities in newly annexed areas for municipal responsibilities that immediately begin upon annexation (e.g., policing, land use approvals and development review).

Identification of Thresholds and Subsequent Activities

This section identifies ways that thresholds may be identified and the subsequent steps that will occur following identification.

- **Maintenance of Logical Boundaries:**

A threshold annexation based on maintaining logical boundaries seeks to streamline the provisions of services and enforcement responsibilities by uniting an area that is split between City and County jurisdiction. Depending on how portions of the Mulberry Corridor continue to annex organically, a threshold to maintain logical boundaries could occur in an area as small as a few blocks or represent something larger if the City and County begin to experience issues serving a larger fragmented area. The following factors could indicate a threshold has been reached:

- There are multiple, individual properties under both City and Larimer County jurisdiction in close proximity.
- Properties in one jurisdiction may be partially or mostly surrounded by properties in the other jurisdiction.
- Primary access to properties occurs through/from the other jurisdiction.
- Isolated parcels in one jurisdiction occur across logical demarcation points, such as streets, ditches, and natural areas.

- **Achievement of Citywide Policy Priorities:**

The City may elect to pursue annexation in portions of the enclave to advance important community policy priorities which require properties to be located within City boundaries in order to enforce standards and receive funding. Examples may include:

- Applying the City's zoning authority to help preserve and protect manufactured housing communities or other naturally occurring affordable housing from potential redevelopment and resident displacement.
- Protecting sensitive natural features such as the Poudre River or Cooper Slough by applying the City's buffering standards.
- Forming an urban renewal authority to catalyze development and infrastructure.
- Purchasing property for City amenities and services (e.g., parks, natural areas, recreational facilities, stormwater detention, and more).

It is important to note that there is a desire to simultaneously preserve existing natural features and affordable housing while also leveraging future development to help improve infrastructure and quality of life for residents and businesses in the East Mulberry enclave. These may sometimes seem in conflict with one another, but the recommendations and strategies in this plan strive to achieve both. As thresholds are implemented, staff will continually evaluate that a balance is achieved.

- **External Funding and Capital Project Alignment:**

Threshold annexation based on external funding and capital project alignment could prompt the City to pursue annexation in the case that external funding awarded through grants or other means would alleviate some costs associated with annexation. Projects that might be eligible for funding opportunities may include:

- Transportation or pedestrian/bicycle planning and infrastructure improvements
- Stormwater infrastructure improvements

There could also be Federal funding opportunities where the City could coordinate or partner on a grant application with the County and agree to annexation upon award or completion of the project depending on the goals of each agency.

Qualifying Census Tract: The East Mulberry area also falls within a “qualifying census tract” that may exempt projects from requiring matching funds. This is an important consideration for Capital Projects since that is often the limiting factor in grant applications.

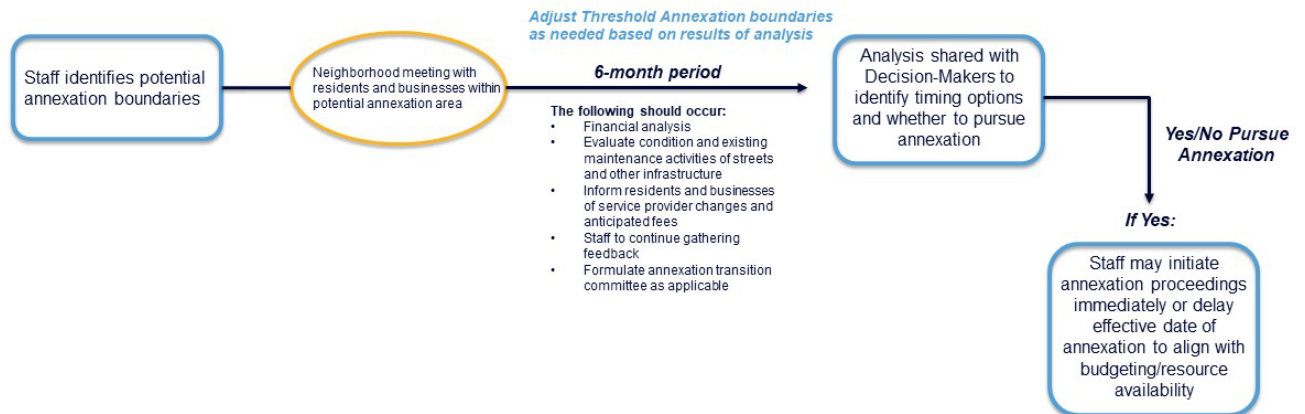
Also, in cases where multiple capital projects either within or directly impacting the East Mulberry corridor are able to be consolidated into one logical geographic annexation action.

Actions After a Threshold has been Identified:

- Staff identifies potential annexation boundaries based on the type of threshold that has been reached. Using these potential annexation boundaries, staff conducts a neighborhood meeting with nearby residents and businesses to share information about a potential annexation and to collect initial input.
- Following the neighborhood meeting, a six-month analysis period is initiated. During this period, the following activities should occur:
 - Staff performs financial analysis to understand impacts and resources required for annexation. This financial analysis will utilize the same framework that has been used in the evaluation work conducted so far. Based on the financial analysis, adjustments to the potential annexation boundaries are made as needed.
 - When required, formulation of the annexation transition committee should be initiated at the beginning of the six-month analysis period so that committee members representing residents, business representatives, or property owners can be recruited and onboarded to the responsibilities of their role. This will allow adequate time for the annexation transition committee to be prepared to serve their duties as dictated in the C.R.S. if decision-makers decide to proceed with annexation.
 - Staff will also perform analysis on the condition and evaluate the existing maintenance activities on streets within the potential annexation boundaries, working closely with Larimer County. City staff can perform additional outreach to inform stakeholders of options related to the formation of SID's, GID's, BID's and other mechanisms for bringing streets up to LCUASS standards. One objective of this additional outreach would be for staff to educate stakeholders about how roadway maintenance is performed currently and how full ongoing maintenance by the City could be achieved. This may help to more appropriately set expectations.

- The waiting period will allow the City to continue informing residents and businesses in the affected area about changes to service providers, fees, and other changes to expect upon the date of effective annexation.
- Staff can continue to gather input from affected residents and businesses related to the potential annexation and their concerns.
- Staff analysis and stakeholder input is shared with City Council and Planning & Zoning Committee members to identify if a threshold has been reached, timing options, and ultimately whether to pursue annexation.
- If decision-makers provide guidance to pursue annexation, staff may begin annexation proceedings immediately or consider an additional waiting period. The effective date of annexation could be delayed, allowing time for the City to ensure personnel resources, including police officers and support staff are in place to serve the additional areas being brought into the City.

What happens when a threshold has been identified?



Thresholds Strategy Long-Term Management

Monitoring of annexation thresholds and initial recognition of when a threshold has been reached will likely be a staff responsibility alongside City Council and Executive Lead Team consultation to determine whether official annexation action is warranted. Multiple monitoring strategies can be deployed to help identify when certain thresholds have been reached:

- **Monitoring Reports** – Every two years, compile information on the enclave related to individual annexations, upcoming capital or master planning projects, redevelopment activity, and more, to determine if any potential thresholds have been reached. The first monitoring report should be issued within three months of adoption of this plan to establish baseline conditions for future reports.
- **Individual Annexations** – When individual sites request annexation, staff is responsible for drafting a staff report and agenda materials for the Planning and Zoning Commission and City Council. These documents should include specific discussion on whether the annexation contributes to threshold criteria.
- **Capital Projects** – Capital projects that may directly or indirectly affect the East Mulberry Plan area should be monitored as part of the ongoing threshold monitoring and management.
- **Future Plan Updates** – Subarea plans such as the East Mulberry Plan are often updated every 10 – 20 years to identify new conditions and reconfirm priorities. During any future plan updates, staff should review and update potential threshold scenarios.
- **External Factors** – Anytime special outside factors may lead to changes in the corridor, whether a new funding opportunity, collaboration with another jurisdiction, or a large development project, these present opportunities for staff to evaluate impacts on the corridor and whether they contribute to an annexation threshold outside the standard monitoring report timeline. It is important to note that if a large development project initiates a threshold and annexation consideration, the development project can continue to progress along the timeline dictated by the City's development review and annexation processes. The timing of that development project would not be impacted by the timeline associated with evaluating and analyzing thresholds.
- **Formation of an Annexation Transition Committee** – This committee could help identify whether certain threshold criteria have been met.
- **Larimer County Input** – Regularly consult with staff and decision-makers in Larimer County regarding the status of the enclave and fulfillment of the Intergovernmental Agreement in the context of the Mulberry Enclave. Larimer County staff representatives will serve on the annexation transition committee and can serve as liaisons to Larimer County Commissioners and leadership.

As described previously, even with a threshold strategy in place, voluntary annexation within the East Mulberry Enclave can continue in the ways as described within the C.R.S. Individual or groups of property owners who meet the outlined criteria for annexation eligibility may still petition for annexation as desired at any time. Also as described in the Introduction/Annexation Summary section, the processes by which property owners or electors can petition for annexation of the enclave or an annexation election can still occur. Successful pursuit of either of those two actions could result in the

annexation of the entire enclave before the natural progression of annexation thresholds occurs to completion.

Ongoing Management of the East Mulberry Plan

The updated East Mulberry Plan and the proposed threshold annexation structure represents a new approach towards annexation and a slightly less traditional subarea plan document than some of Fort Collins' other subarea plans. The goals and strategies contained within the Plan attempt to successfully balance enough specificity to lay a foundation for the desired future of the East Mulberry Plan area, while also remaining nimble and adaptable to the evolution of this area over time. Successful management and implementation of this approach will require additional monitoring, updates, and evaluation over time. As threshold annexations occur, updates to this plan may be required as efficiencies and processes are established and conditions in the corridor continue to evolve.

City staff will bear responsibility to enact the process as covered in this plan, however, the involvement of residents, business owners, property owners, Larimer County, CDOT, and other stakeholders within the East Mulberry Plan Area will remain essential. The proposed thresholds approach was designed to build in substantial communication and participation opportunities for community members in the plan area (including the Annexation Transition Committee as well as neighborhood meetings). The thresholds process and opportunities for community participation should also be co-evaluated and adjusted as needed based on community feedback and experience following the first annexations occurring through this process.