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# Acknowledgements



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# 1.0 The Plan

## 1.1 THE FRAMEWORK PLAN

The development of a sustainable community requires a balanced approach to basic services, housing, economic development, transportation and the natural environment. A true community-based plan is only achieved when the components necessary for a healthy Town are combined with the wishes of the community. The fusion of these elements is represented by the Framework Plan, the underlying community Vision and the supporting Principles and Policies.

A Framework Plan (Figure 1.1-1) was developed that represents an integrated pattern of community land uses, agricultural lands, and preserved natural areas based on the Community Vision and a fiscal impact analysis, which in turn were guided by public input obtained throughout the planning process. This Framework Plan shall also serve as the Three-mile Plan for the Town of Milliken

The Framework Plan's composition of land uses helps ensure a place for existing and future residents to live, work and play. It capitalizes on regional market opportunities to strengthen the demand for agriculture and agricultural-related industries, provide new employment opportunities, and create new neighborhoods that integrate with the existing Town as well as provide a balance of housing types. Most importantly, the Framework Plan results in a community that holds true to citizen's values.

### AGRICULTURE RETAINS A DEFINING ROLE IN MILLIKEN'S FUTURE

The Town of Milliken has a deep-rooted heritage in agriculture. The Community values its small town character and sense of place that is defined largely by the area's rich agricultural heritage, lands and operations. Despite recent residential growth, this heritage remains today. As Milliken continues to grow, local agriculture and community identity will become increasingly threatened. This, in turn, will affect Milliken's ability to grow sustainably. In response to similar trends, communities across the country are re-embracing agriculture as a viable and sustainable



Klein Barn

member of their communities by seeking new opportunities for community engagement with local food production in proximity to urbanized areas. This effort produces a number of benefits, including reducing a community's reliance on outside food sources, supporting and expanding the local economy, promoting community interaction, and will help the Town of Milliken maintain an identity distinct from other communities in the North Front Range Region.

Therefore, a fundamental objective of Envision Milliken is to preserve Milliken's rural small town character and enhance it where possible through appropriate development. Primarily, rural character is defined by large amounts of open space in relationship to the floor area and volume of structures. Therefore, preserving a rural character requires that significant agricultural land be retained.

### AN EXPANDED AND ENHANCED DOWNTOWN

The area regarded as Downtown today currently spans approximately 35 acres. The geographic area that encompasses Downtown constitutes less than one (1%) percent of the Milliken Growth Area. Under the Envision Milliken Plan, lands to the north of Downtown extending to the Little Thompson River drainage will be fully incorporated in the Downtown, roughly doubling Downtown's land area. This larger land area will

provide opportunities to enhance underutilized land that is well-served by roads and rail, and that has the chance to provide a tremendous open space amenity within the floodplain.

Map 1.1-2 outlines the present and proposed Downtown boundaries.

The confluence and complexities of uses, scale, activities, and physical spaces in the Downtown require a finer level of specificity than can be achieved using only the town-wide policies that appear elsewhere in the Envision Milliken Plan. Downtown policies and implementation measures outline a collection of development values and strategic initiatives that address vibrancy, walkability, place making, and other methods designed to create a prized Town Center for Milliken.

While most of the town-wide policies are relevant and applicable to the Downtown, there are policies intended to address downtown-specific issues and ways to encourage downtown investment to ensure a healthy economic, cultural, and symbolic heart of the Town. The following are the main issues addressed in the downtown policies:

- Transportation improvements along Broad Street that will discourage cut-through truck traffic and enhance pedestrian safety.
- The need for reinvesting in new public and private development projects that will increase Downtown's vitality, and provide new uses and services.
- Increase utilization of the ground floors of buildings for active use.

### HISTORIC PRESERVATION

Milliken residents recognize the value of preserving their physical heritage through historic preservation. Rehabilitating historic structures and sites and more fully incorporating them into the community can provide tremendous economic and social benefits. Many of these older buildings and places provide the community with a distinct identity and give residents a sense of place.

### MAXIMIZE EMPLOYMENT OPPORTUNITIES

One way to take advantage of potential employment sites with excellent rail and roadway access is to expand the existing state-designated Enterprise Zone. Colorado's Enterprise Zone program provides tax incentives to encourage businesses to locate and expand in designated economically distressed areas of the state. There are 16 Enterprise Zones and 2 sub-zones



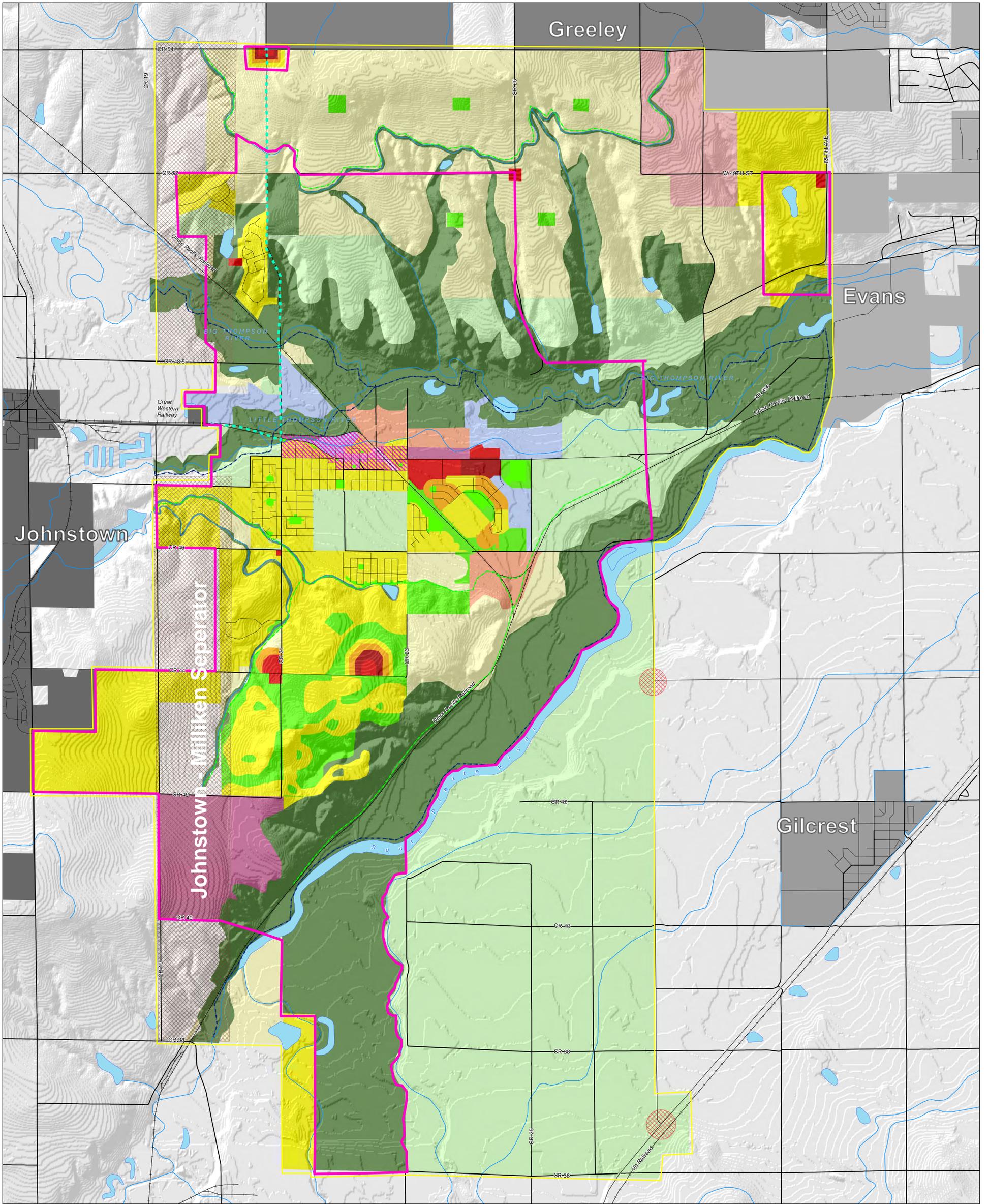
Broad Street, Downtown Milliken.

in Colorado. Milliken has a sub-zone of the Weld County Enterprise Zone. Businesses located in an Enterprise Zone may qualify for up to ten (10) Enterprise Zone Tax Credits and/or Incentives that encourage and reward job creation and investment.

The Town also seeks to create a new "green" employment district that will offer incentives for industries related to areas of renewable energy and energy efficiency technology, including alternative fuels, energy conservation, solar photovoltaic, and similar technologies, that are starting to find a home in Northern Colorado. This "green" employment is being defined as family-supporting jobs that contribute significantly to preserving or enhancing environmental quality. They reside primarily in sectors that compose the clean energy economy; efficiency, renewables, alternative transportation, and fuels.

Lack of utility infrastructure to key potential employment sites poses another challenge for Milliken. The Plan calls for prioritizing utility service to major employment opportunity sites to spur job creation. Immediate needs call for extending the sewer system to adjacent undeveloped parcels. Similarly, branching the water system further to the east and providing service to these areas, presents similar cost challenges and needs to be moved up the priority list.

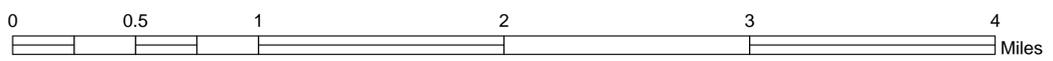
# FRAMEWORK PLAN



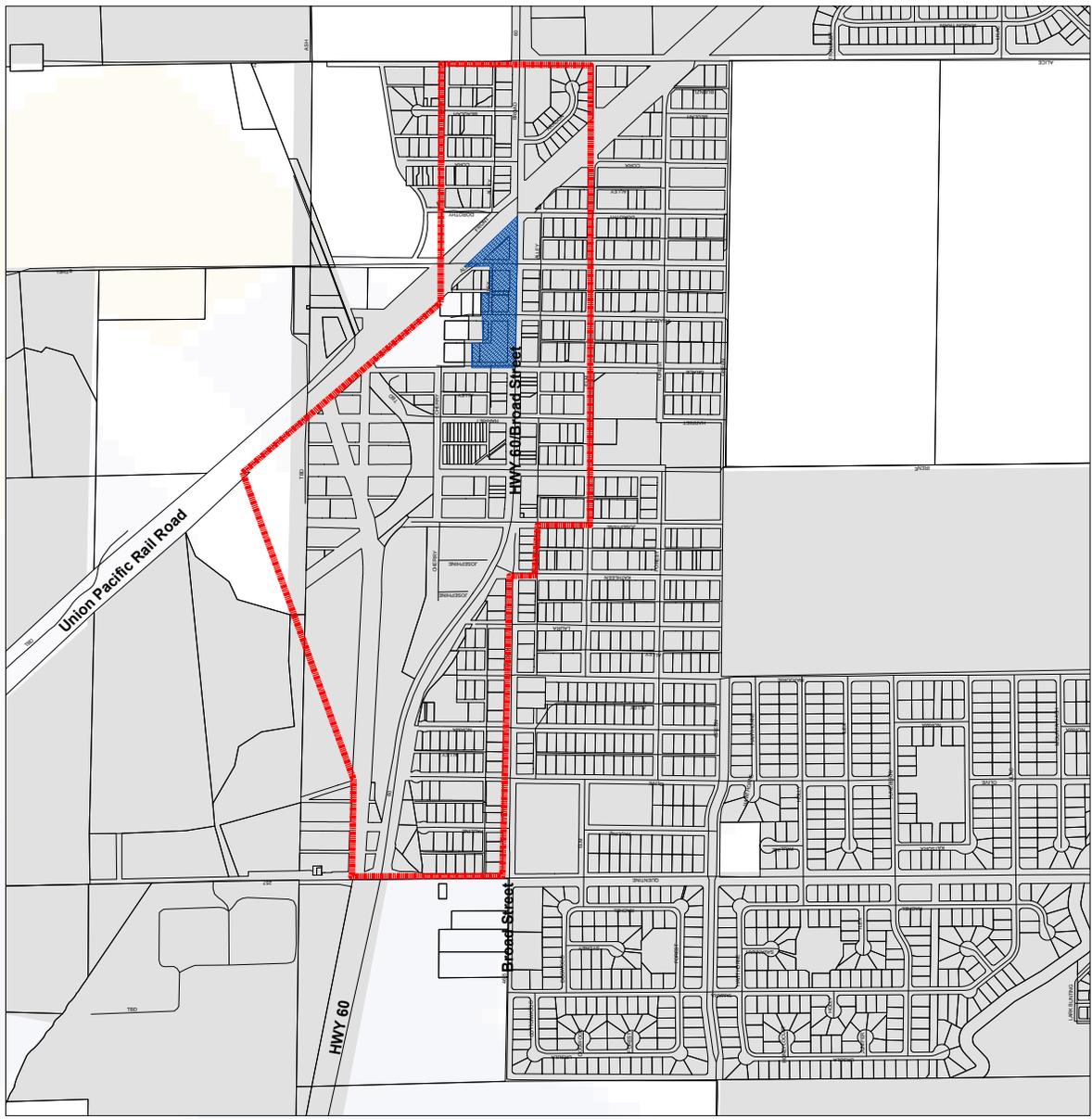
## Town of Milliken

FIGURE 1.1-1 Framework Map

Legend			
	Urban Growth Area		Open Space Area
	Influence Area		Commercial
	BusRoute		Commercial/Mixed Use
	Agriculture		Business/Industrial
	Greenways		Mixed Use
	Downtown		Town Residential
	High Density Residential		Estate Residential
	Buffer Parcel		Low Density Residential
	Weld County Urban Development Node		Medium Density Residential
	Neighborhood Trail		River Trail



1 inch = 1,833 feet



**DOWNTOWN DISTRICT MAP**  
 Town of Milliken



- LEGEND**
- DOWNTOWN DISTRICT
  - TOWN SQUARE

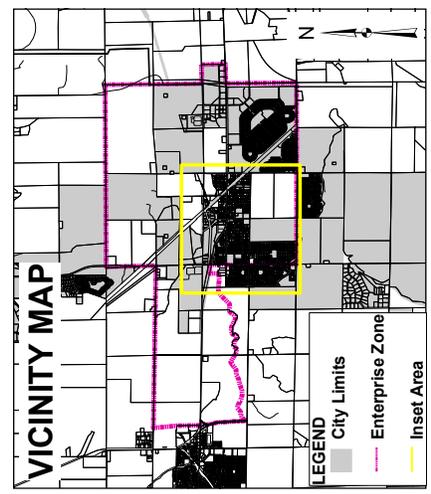
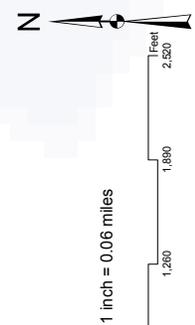


Figure 1.1-2. Downtown District Map



Milliken Skate Park

### BUILD COMMUNITY AMENITIES

Creation of a community recreation center providing high quality recreational, social, wellness and educational programs for citizens of all ages is one of community's highest priorities. The facility needs to be centrally-located to best serve the population and leverage upcoming improvements to the Downtown.

In addition to preservation of agricultural lands, the Town strives to provide a balanced system of open space composed of environmentally sensitive areas, natural areas, wildlife corridors, habitat areas, trails and greenways using a variety of conservation methods to meet both the needs of the citizens and the Town's resource protection goals. Lands with conservation values (the Bluffs, drainageways, etc.) have been identified on the Framework Plan as Greenways. These conservation areas are one of the most important contributors to Milliken's quality of life.

### A COMPREHENSIVE SYSTEM OF OPEN SPACE AND TRAILS

The Town will continue to provide a balanced system of open space composed of environmentally sensitive areas, natural areas, wildlife corridors, habitat areas, trails and greenways using a variety of conservation methods to meet both the needs of the citizens and the Town's resource protection goals. Lands with conservation values (ridgetops, drainageways, etc.) have been identified in the Framework Plan as conservation priorities as development occurs. As new neighborhoods are developed to the north and south, potential locations for community parks are shown on the Framework Plan.

### FISCALLY SUSTAINABLE DEVELOPMENT PATTERN

The Town of Milliken's greatest fiscal challenge in the future will be to provide the municipal services that its residents seek while accommodating economic growth that provides new residential and non-residential development, yet retain the cherished qualities of a small town.

**"MILLIKEN IS A WONDERFUL PLACE TO LIVE. WE HAVE TO GROW IT RIGHT."**

**- BETTY RANGEL, TOWN CO-CLERK,  
JULY 2, 2009**

In order to provide those much-needed amenities that that will improve Milliken residents' quality of life, additional Town revenue will need to be obtained. Community leaders support the concept of developing commercial centers at the key intersections of CR 54 and 257, SH 85 and SH 60, and Two Rivers Parkway and SH 60, which will provide retail and services to the Community as well as additional sales tax revenue.

The chapters that follow are intended to achieve the vision and guiding principles through a detailed analysis of issues, establishment of supporting policies and selection of appropriate implementation actions.

## 1.2 PRINCIPLES AND POLICIES

The Community's Vision is expressed in the Envision Milliken Plan through stated principles and supportive policies.

Principles and policies form the yardstick against which future ordinances and public programs are measured. Principles provide a basis for community decision-making, not only in the development review process, but throughout all sectors of local government. All principles and policies should be compatible with and assist in realizing the Framework Map. However, not all specifically relate to the Town's physical growth, such as policies regarding cultural arts.

Each principle and policy represents a choice, and each choice requires balancing complex and sometimes conflicting issues. Each represents a significant decision to be made about the future form and pattern of a part of the community.

In this plan, principles are defined as important values or beliefs adhered to by the community. Unlike a goal, a principle cannot be "checked off" a list once it is completed. Significant efforts have been made to ensure that the principle statements represent the community's desires. They have been formulated through stakeholder interviews, community group presentations, public workshops, Steering Committee meetings, and through correspondence with all Town departments.

Policies are defined as specific strategies to guide decision-making and are listed under a specific principle as a mechanism to achieve the principle. Each policy has been identified by letters that designate the section of the Plan where it is located and numbers that indicate the sequence of principles and policies within each section. In the Economic Development section, for instance, a policy might be called "ED-1.3." This would be "ED," an Economic Development policy; "1," in the first principle of the Economic Development section; and ".3," the third policy for that principle.

The Policies and Principles of this Plan along with the The Town of Milliken's Land Use Code (Chapter 16 of the Milliken Municipal Code) shall be the guiding documents for land development within the Town of Milliken. More specifically, the Town's Land Use Code shall be a tool in which the outlined plan is implemented.

These Policies and Principles will also serve as the Town's Three-mile plan in conjunction with the Framework Plan.

### LAND USE

Land use composition should contribute toward achieving the greater vision of the Town while providing the opportunity for existing and future residents to live, work, and recreate. This mosaic of land uses should provide a greater range of housing opportunities, ensure vibrant commercial and employment environments and maintain or enhance transportation level of service (LOS) standards to the residents of Milliken.



**PRINCIPLE LU-1: THE TOWN WILL COOPERATE WITH OTHER JURISDICTIONS TO RESOLVE LAND USE ISSUES OF MUTUAL CONCERN.**

**LU-1.1: Urban Growth Area Boundary.** The Town will continue to collaborate with Weld County and neighboring jurisdictions in having an Urban Growth Area boundary surrounding Milliken for guiding and managing growth beyond the Town limits. The Urban Growth Area boundary will delineate the extent of urban development in Milliken. The Town's Urban Growth Area boundary will be reviewed and, if necessary, modified according to established criteria and procedures, in conjunction with a comprehensive update of the Envision Milliken Plan.

**LU-1.2: Phased Urban Growth.** Land within Milliken's sphere of influence is divided into two areas: 1) Urban Growth Area; and 2) Influence Area. The Urban Growth Area is considered land within the Town of Milliken or contiguous with the Town boundary which has adequate urban facilities and services and can accommodate urban development within one year.

The Influence Area is that land now under County jurisdiction, which has a rural character and may potentially become developed with urban uses as services become available.

The Town should prioritize and encourage growth and development within the Urban Growth Area prior to development in the Influence Area.

**LU-1.3: Responsibility for Planning.** The Town of Milliken and Weld County shall share responsibility for the Milliken Growth Area.

**LU-1.4: Intergovernmental Agreements.** The Town and County may enter into intergovernmental agreements with other municipalities and agencies when appropriate to foster intergovernmental planning and cooperation.

**LU-1.5: Annexation Policies.** The Town will uphold the following annexation policies:

- Annexations should be consistent with the Colorado Municipal Annexation Law of 1965 and its amendments.
- Annexation of enclaves may be accomplished for the purpose of improving the continuity of the Town's boundary and to provide more efficient and effective delivery of services.

- Annexation of land should mainly be limited to the Urban Growth Area of the Town as defined by the Framework Map.
- The fiscal impact of the annexation, if any, shall be determined by applying the Town's fiscal impact model to the present and proposed land use of the annexed area. The fiscal impact shall not be the sole determinant of annexation approval, but shall be one of the determinants in a decision to annex land.
- At the time of annexation action on the part of the Town, all adjoining landowners and any landowner within three hundred (300) feet shall be notified.

**LU-1.6: Development Referral.** Formal development applications which are adjacent to other jurisdictions' Growth Areas should be referred to that jurisdiction for comments.

**PRINCIPLE LU-2: ENVISION MILLIKEN WILL BE THE GUIDING DOCUMENT WITHIN THE MILLIKEN URBAN GROWTH AREA.**

**LU-2.1: Consistency with the Comprehensive Plan.** Land use proposals should be consistent with Envision Milliken, as well as applicable local ordinances and resolutions.

**LU-2.2: Compatibility with Intergovernmental Agreements (IGA's).** The Town should work in cooperation with adjoining jurisdictions to ensure that the execution and amendment of IGA's are consistent with the adopted comprehensive plan.

**PRINCIPLE LU-3: PROMOTE ADEQUATE RESIDENTIAL DENSITIES TO SUPPORT EXISTING AND FUTURE COMMERCIAL CENTERS.**

**LU-3.1: Housing Near Services.** The Town should encourage higher density housing development near the Downtown and future commercial centers to improve the Community's quality of life.

**LU-3.2: Link between Transportation and Land Use.** The Town will implement land use plans and programs that support effective transit, an efficient street system, and alternative transportation modes. The Town shall design the transportation system to accommodate the planned land use pattern, which includes higher densities and mixed-use in the downtown, commercial centers, employment areas; and a variety of densities in the fringe areas if they support

the concept of “complete neighborhoods”.

**PRINCIPLE LU-4: ENCOURAGE MIXED-USE DEVELOPMENT, ESPECIALLY IN THE DOWNTOWN AREA, TO SUPPORT COMMERCIAL USES, PROMOTE WALKABILITY, AND PROVIDE FOR A VARIETY OF HOUSING OPTIONS.**

**PRINCIPLE LU-5: VARIETY OF COMMERCIAL CENTERS. DEVELOP COMMERCIAL CENTERS OF AN APPROPRIATE SIZE AND SCALE, AND WITHIN THE RIGHT LOCATIONS, TO ENSURE ECONOMIC SUSTAINABILITY AND SHAPE COMMUNITY FORM.**

**LU-5.1: Commercial Center Hierarchy.** Rather than being spread out along major streets, new commercial centers will be focused in centers should be concentrated activity areas at a variety of scales distributed throughout the community. See Table 1.2-1.

**The hierarchy of centers includes:**

- **The Downtown, which forms the heart of Milliken.** The historic downtown will be revitalized. Downtown will be expanded to include an area south of the Little Thompson River. This newly expanded area will provide the necessary households and supporting employment to create a vibrant and self-sustaining urban amenity. Located in the downtown will be new entertainment options, restaurants, offices, retail, civic and cultural amenities.
- **Neighborhood Centers.** Neighborhood centers will provide neighborhood services, recreation centers, community gathering spaces, and schools necessary to serve each neighborhood.



Example of Mixed Use Development with Commercial at street level and Residential above.

- **A Community Commercial Center.** Located on Broad Street within one (1) mile east of the downtown, a community commercial center will provide daily shopping for several neighborhoods located north of the South Platte River. The Center will be anchored by a large retail use (e.g. supermarket or full-service grocery store) and support retail and services.

Table 1.2-1. Commercial Centers

Center Type	Total building area	Market Area Served	Minimum Separation between Centers	Retail and Services Provided
Corner Stores	1,500 to 3,000 sq. ft.	0.5 mile radius	½ mile	Corner store coffee shop, etc.
Convenience Centers	10,000 to 30,000 sq. ft.	1 mile radius	1 miles	Speciality food market, personal service shops
Neighborhood Centers	50-200k sq. ft.	2 mile radius	2 miles	Grocery store restaurants, personal services
Community Centers	250,000 square feet	3 mile radius	5 miles	Supermarket, large scale hardware, full range of service shops
Downtown	N/A	10 mile radius	N/A	Restaurants, specialty retail, galleries

**PRINCIPLE LU-6: ENCOURAGE GROWTH IN SERVICE-ABLE AREAS AND IDENTIFY THE TOWN'S ULTIMATE BUILDOUT. PROMOTE THE INFILL OF VACANT PARCELS AND REINVESTMENT IN BUILDABLE AREAS.**

**LU-6.1: Grow Strategically.** Encourage targeted redevelopment and infill to channel growth where it will contribute to the long-term community vision and improve access to jobs, housing and services.

**LU-6.2: Resource Protection.** Land use patterns and intensities should be designated so as to not adversely impact identified natural resources, wildlife habitats and historic sites.

**LU-6.3: Hazard Avoidance.** Development should be discouraged from locating in areas characterized by natural or geologic hazards.

**LU-6.4: Historic Preservation.** New building design should respect the existing historic and architectural character of an area. The utilization of compatible building materials, colors, scale, mass and design detailing of structures should be encouraged. An effort should be made to restore and reuse existing historical buildings.

**PRINCIPLE LU-7: ENCOURAGE DESIGN STANDARDS THAT SUCCESSFULLY ENHANCE QUALITY OF LIFE IN A MANNER THAT IS ECONOMICALLY VIABLE AND SUSTAINABLE FOR THE TOWN AND THE PRIVATE SECTOR.**

**LU-7.1: High Quality Design.** Through its policies and programs, the Town shall encourage or require private sector efforts toward high quality architecture, and design. Design guidelines will be used as a tool for new development and redevelopment.

**LU-7.2: Provision and Design of Public Spaces.** Public spaces bear a special responsibility to exhibit design excellence. The Town should work to assure that public projects are positive additions to the community's architectural and design heritage.

**LU-7.3: Form-Based Codes.** Within the Downtown, the Town should consider the adoption of a form-based code that is intended to elevate quality of design.

**LU-7.4: Community Image.** Unique community and neighborhood identities, settings, histories, and the sense of place as recognized by citizens, shall be respected by policy makers.

**PRINCIPLE LU-8: THE TOWN WILL PROMOTE LAND USE COMPATIBILITY.**

**LU-8.1: Compatible Mixed Use Development.** A mixture of complementary land uses shall be encouraged in all new major developments. In existing neighborhoods, a mixture of land use types, housing sizes and lot sizes may be possible if properly mitigated and respectful of neighborhood character. Whenever land uses are mixed, careful design will be required in order to ensure compatibility, accessibility and appropriate transitions between land uses that vary in intensity and scale.

**LU-8.2: Buffer Residential Uses from Non-residential Uses.** The character and livability of established residential neighborhoods should not be undermined by spillover impacts from adjacent commercial areas or by incremental expansion of business activities into residential areas.

**LU-8.3: Protect Industrial Uses and Agricultural Operations from residential encroachment.** Zoning and land use standards should be used to protect heavy industry and agricultural operations from encroachment by residential development.

**LU-8.4: Minimize Land Use Conflicts.** To avoid or minimize conflicts between adjacent land uses that vary widely in use intensity or other characteristics, the Town should use tools, such as transitional areas, and feathering of residential density in the design of zoning districts.

## AGRICULTURAL LAND PRESERVATION

Milliken's small town character and sense of place is largely due to the area's rich agricultural heritage, lands and operations. In order to realize the Town's perspective that this agricultural heritage must be retained, agricultural production will be integrated into the Community's overall form and economic development strategy.

**PRINCIPLE AG-1: THE TOWN WILL SUPPORT AGRICULTURE AS A BASE INDUSTRY AND INTEGRAL PART OF THE COMMUNITY.**

**AG-1.1: Right to Farm.** Under the "Right-to-Farm" law (Weld County Code Section 35-3.5-101), all normal and non-negligent agricultural operations may not be considered nuisances. The Town acknowledges the activities, sights, sounds, and smells of agricultural operations as a normal and necessary aspect of living in Milliken.

**AG-1.2: Agricultural Lands with National, State and Local Significance.** Encourage agricultural operations to continue on lands designated with National, State and Local Significance.

**AG-1.3: Agricultural Land Conservation Techniques.** Provide new development the opportunity to employ agricultural land conservation techniques, including, but not limited to, the use of conservation (aka "cluster") development, use of conservation land trusts, or the dedication of conservation easements.

**AG-1.4: Agriculture Preserved in Contiguous Blocks.** Agricultural districts should be encouraged to continue to maintain a "critical mass" for agricultural operations.

**AG-1.5: Irrigation Ditch Buffers.** The Town should create buffer zones protecting irrigation ditches and ditch laterals from urban encroachment and encourage the continued operation and maintenance of ditch facilities.

**AG-1.6: Agriculture-based Community Gathering Spaces.** The Town should provide the opportunity to create Community gathering places centered on agriculture.

**AG-1.7: Agriculture Education.** The Town will encourage the efforts of the School District, farming community and other public agencies, to educate area youth and citizens about agricultural operations.



"THE LEVEL LAND, WATER,  
AND THE FARMERS."

- ESTER NICHOLS, ANSWERING THE  
QUESTION OF WHY MILLIKEN FARMS ARE SO  
PRODUCTIVE, MAY 1, 2009

## DOWNTOWN

Downtown is the heart of Milliken—it is the Town's hub of civic, cultural, economic and social activity. It provides office, finance, civic, government, and entertainment functions in addition to retail shops, services and restaurants. To promote pedestrian activity and vitality, the Downtown should be walkable. Development intensity, land use, and design should establish Downtown as the focal point of the community.

**PRINCIPLE D-1: DOWNTOWN WILL PROVIDE RETAIL, OFFICE, SERVICE, AND GOVERNMENT USES, MIXED WITH RESIDENTIAL. A MIX OF HOUSING TYPES FOR ALL INCOME LEVELS, FAMILY TYPES, AND AGE GROUPS, WITH A VARIETY OF PRICES AND RENT LEVELS, WILL BE ENCOURAGED.**

**D-1.1: Land Use.** Multiple uses will be encouraged Downtown such as residential, employment, restaurants, entertainment, nightlife, supporting retail, and recreational uses associated with the River.

**D-1.2: Housing.** The Town will encourage the development of housing adjacent to and within the Downtown to promote revitalization.

**D-1.3: Downtown Plan.** The Town will prepare and implement a Downtown Plan that will expand north to the Little Thompson River.

**PRINCIPLE D-2: PROMOTE POLICIES AND FINANCIAL INCENTIVES THAT ASSIST DOWNTOWN REDEVELOPMENT EFFORTS.**

**D-2.1: Downtown Improvement Funding.** Utilize various financing techniques such as tax increment financing, industrial revenue bonds, benefit district financing, grants, historic tax credits, and neighborhood revitalization tax rebates to aid revitalization projects. Pursue all forms of state and federal funding to enhance revitalization efforts.

**D-2.2: Downtown Public/Private Partnerships.** Establish public/private partnerships in an effort to initiate revitalization projects.

**PRINCIPLE D-3: THE TOWN WILL IMPLEMENT AND ENCOURAGE INNOVATIVE TECHNIQUES DESIGNED TO SPUR DOWNTOWN REVITALIZATION ACTIVITIES.**

**D-3.1: Transportation Circulation In and Around Downtown.** Continue to improve vehicular, bicycle and pedestrian circulation in and around Downtown.

**D-3.2: Downtown Parking.** Design downtown parking in a manner that accommodates greater commerce, redevelopment, higher residential densities, and increased pedestrian activity.

## HOUSING

Housing serves several purposes including; as shelter from the elements, as a source of investment, as an economic driver and employer, and as an essential part of the fabric of a neighborhood and the community.

**PRINCIPLE H-1: MAINTAIN THE CHARACTER AND IDENTITY OF EXISTING RESIDENTIAL NEIGHBORHOODS.**

**H-1.1: Neighborhood Role.** The Town will foster the role of neighborhoods to establish community character, provide services needed on a day-to-day basis, foster community interaction, and offer amenities. This recognizes that the neighborhood is a primary building block of the community.

**H-1.2: Diverse Housing in Neighborhoods.** In existing neighborhoods, a mixture of land use types, housing sizes and lot sizes may be possible if properly mitigated and respectful of neighborhood character. Require careful design wherever land uses are mixed in order to ensure compatibility, accessibility and appropriate transitions between land uses that vary in intensity and scale.

**H-1.3: Eliminate Non-conforming Residential Structures.** The Town should take appropriate actions to bring existing non-conforming residential lots and structures into compliance with present Land Use and Building Code standards.

**H-1.4: Minimize Spillover Impacts to Residents.** The Town should take appropriate actions to ensure that the character and livability of established residential neighborhoods will not be undermined by spillover impacts from adjacent regional or community business zones or by incremental expansion of business activities into residential areas.

**H-1.5: Housing Rehabilitation.** The Town should improve and maintain the quality of existing housing stock through public and private sector investment and contribution to housing rehabilitation. The Town should support community organizations and activities that encourage and provide housing rehabilitation and neighborhood improvements.

**H-1.6: Code Compliant Housing.** The Town should ensure that housing meets all applicable zoning and building code requirements. The Town will continue to support the adoption of property maintenance standards requiring the up-keep of existing neighborhoods in accordance with all applicable laws and



High quality residential design

ordinances. The Town will encourage sustainable and Leadership in Energy and Environmental Design (LEED) certified design and construction.

**PRINCIPLE H-2: THE TOWN SHOULD SUPPORT HOUSING DEVELOPMENT AND REDEVELOPMENT STRATEGIES THAT PROMOTE WELL-DESIGNED, COMPATIBLE AND HIGH QUALITY RESIDENTIAL AREAS THAT HAVE A MIX OF UNIT TYPES AND PRICING TO MEET THE CHANGING ECONOMIC, SOCIAL AND MULTI-GENERATIONAL NEEDS OF THOSE WHO WOULD LIKE TO RESIDE IN THE COMMUNITY.**

**H-2.1: Full Range of Housing Choices.** The Town should encourage residential development that supports the full range of housing needs in the community, including housing for seniors, empty nesters, disabled, groups with special needs, first time homebuyers, families, and entry-level to higher end homebuyers by ensuring that a variety of housing types, prices and styles are created and maintained in the community.

**H-2.2: Complete Neighborhoods.** The Town should encourage a “complete” neighborhood concept for new development which includes a variety of residential densities, opportunities for shopping, nearby support services and conveniently-sited public facilities, including roads and pedestrian connections, parks and schools.

**H-2.4: Senior Housing.** The Town should encourage new housing units that include senior designed units that might provide, by example, a main floor bedroom, wider hallways/doorways, main floor baths, first floor laundry and level entries without steps.



Dove Valley Senior Housing, Milliken Colorado..

**PRINCIPLE H-3: THE TOWN WILL PROMOTE HIGH QUALITY RESIDENTIAL DESIGN.**

**H-3.1: High Quality Architecture and Design.** Through its policies and programs, the Town will encourage high quality architecture and design in private and public sector development.

**PRINCIPLE H-4: THE TOWN SHOULD ALLOW FOR HOUSING OPPORTUNITIES WITH DENSITIES THAT WILL SUPPORT VIBRANT RETAIL CENTERS.**

**H-4.1: Mixed Use Zoning.** The Town should utilize zoning and development designations that encourage a mix of residential, retail and commercial space in areas that are close to major activity areas like the Downtown.

**H-4.2: Density near Activity Centers.** The Town should provide for higher density residential housing near retail and other activity centers, with lower density residential development located further away from these centers.



**PARKS, RECREATION, TRAILS & OPEN SPACE** Provision of parks, trails and activities promotes community health and well-being through fun, progressive, and memorable parks and recreation experiences.

**PRINCIPLE PRTO-1: THE TOWN AND OTHER SERVICE ENTITIES SHOULD PROVIDE AND MAINTAIN A DIVERSE, HIGH-QUALITY, SAFE AND AFFORDABLE SYSTEM OF PARKS, TRAILS AND RECREATIONAL FACILITIES THAT PROVIDES FOR ALL AGES AND ABILITIES.**

**PRTO-1.1: Parks and Recreation.** Park facilities and services of the Town or other service entities will provide an adequate range of recreational opportunities

for its residents. Such facilities and services will be designed in a manner that responds to the needs of the intended users. Park and recreation facilities should provide a variety of landscape types as amenities and recreational resources for residents and visitors.

**PTRO-1.2: Parkland Acquisition Programs.** Create and expand programs to acquire additional acres needed for neighborhood parks.

**PTRO-1.3: Park Maintenance Methods.** Investigate sustainable methods for acquiring and maintaining and operating neighborhood parks.

**PTRO-1.4: Consideration for Park Maintenance Costs.** Identify operating and maintenance costs when acquiring parkland.

**PTRO-1.5: Educational Component.** Incorporate opportunities for environmental, historical, archeological, geological, artistic etc. in the design of parks, trails and open space property. Establish a written policy with the School District to coordinate the provision of both active and passive recreational opportunities.

**PTRO-1.6: Recreational Facilities.** Work with Thompson River Parks and Recreation District (TRPR) to develop recreational facilities to meet community needs.

**PTRO-1.7: Alternative Energy.** The Town should investigate with TRPR the use of alternative energy sources provided at park and recreation facilities.

**PRINCIPLE PTRO-2: THE TOWN SHOULD PROVIDE A SYSTEM OF INTERCONNECTED TRAILS THAT CONNECTS NEIGHBORHOODS, SERVICES, ADJACENT REGIONAL TRAILS AND COMMUNITIES.**

**PTRO-2.1: Trails Network.** The Town will coordinate with other trail providers and private landowners in trail system planning, construction, management and maintenance consistent with the Johnstown/Milliken Parks, Trails, Recreation and Open Space Master Plan. In order to adequately protect valued natural resources, trails shall be located adjacent to the bluffs, not waterways. Where compatible with environmental protection goals and conservation easement agreements, trail connections will be developed to enhance the overall functioning of the trails network.

**PTRO-2.2: Right-of-Way (ROW) Acquisition.** Where appropriate, the Town should continue to acquire parcels of land, rights-of-way or easements to

provide linkages between public lands.

**PTRO-2.3: Trail Coordination.** The Town should work cooperatively with TRPR, adjoining jurisdictions, Weld County, and other regional agencies to plan and implement an expanded trail system providing greater connectivity throughout the region.

**PTRO-2.4: Maximize Health and Safety.** The Town's trail system and vehicular crossings will be designed to maximize safety and convenience for users of all ages and abilities by providing recreation, health, and fitness opportunities for all residents.

**PTRO-2.5: Incorporate Trails in Development.** The Town should utilize its design review process for private development and public improvements to improve bicycle and pedestrian linkages to new development during the planning and design of all projects.

**PTRO-2.6: Prioritize Trail Connections.** The Town should prioritize key links which, when constructed, improve connectivity for both roadway and trail systems.

**PTRO-2.7: Connect Activity Centers with Trails.** Pedestrian and bikeway paths should provide links and regional path connections between residential and employment areas, commercial centers, recreational and open space areas and schools.



Milliken Farmer's Market

## ECONOMIC DEVELOPMENT

Economic development plays a vital role in improving the quality of life of a Community. Milliken will foster economic development opportunities that encourage private investment within the community, provide employment that offers higher wage jobs, provide primary employment, and improve the quality of life for Milliken residents.

**PRINCIPLE ED-1: THE TOWN WILL UTILIZE MILLIKEN'S STRENGTHS, INCLUDING ITS SMALL TOWN CHARACTER, AGRICULTURAL PRODUCTIVITY, AFFORDABILITY, BUSINESS AND FAMILY-FRIENDLY ENVIRONMENT, AND OTHER QUALITY OF LIFE AMENITIES AS A TOOL TO ATTRACT LIVING-WAGE JOBS.**

**ED-1.1: Economic Partnership.** Economic vitality will be pursued through a partnership among the public, private and nonprofit sectors including Upstate Colorado Economic Development and the Southwest Weld Economic Development Initiative.

**ED-1.2: Economic Programs and Strategies.** The Town will adopt economic vitality programs and strategies that foster innovation, enhance competitiveness and expand markets.

**ED-1.3: Targeted Industries.** The Town will support an employment base reflecting local labor force capabilities, and invest in those amenities needed to target specific industries.

**ED-1.4: Local Business Support.** The Town recognizes the significant contribution of existing businesses in the local economy. The Town will support the retention, expansion and entrepreneurial activities of existing local businesses and maintain a positive business climate.

**ED-1.5: Reinvestment in Existing Commercial and Industrial Areas.** The Town will cooperate with the private sector to foster the revitalization of the Downtown and industrial areas in order to create greater vitality.

**ED-1.6: Enterprise Zone.** The Town will attempt to maximize the Weld County Enterprise Zone, Milliken Subzone to the greatest extent possible under State standards, providing opportunities for job creation.

**ED-1.7: Green Economic District.** The Town should support growth of "green" jobs in Milliken through the formation of an economic district for employers meeting specific criteria, including LEED requirements and Envirodesign.



**"WE NEED TO FORM A MILLIKEN GREEN ENTERPRISE ZONE."**

**- MILT TOKUNAGA, TOWN TRUSTEE,  
AUGUST 13, 2009**

**ED-1.8: Special Events as a Promotional Tool.** Use Beef-N-Bean Day, the Festival of Lights, Milliken Madness, and similar special events to promote the Town image.

**ED-1.9: Promoting Sustainability.** Promote Milliken as a "green", sustainable community.

## TOURISM

**PRINCIPLE T-1: THE TOWN SHALL PROMOTE CULTURAL TOURISM FOCUSING ON THE TOWN'S ARCHEOLOGICAL, ARCHITECTURAL, AND HISTORICAL RESOURCES.**

**T-1.1: Archeological Resources.** The Town should protect archeological resources while promoting tourism and educational opportunities at these sites.

**T-1.2: Architectural Resources.** The Town should consider adopting the Secretary of the Interior's standards for the restoration of designated historic properties within the Town.

**T-1.3: Historical Resources.** The Town shall cooperate with cultural resource agencies and interest groups in the development of a historical resources education program.

**PRINCIPLE T-2: THE TOWN SHALL SEEK APPROPRIATE OUTLETS TO PROMOTE ITS NATURAL, CULTURAL AND EDUCATIONAL BASED TOURISM AND VISITATION OPPORTUNITIES.**



Native, low water landscaping

**T-2.2: The Town shall coordinate promotional efforts with Weld County and public and private tourism-related entities.**

## ENVIRONMENTAL SUSTAINABILITY & RESOURCES

The Town of Milliken recognizes that protection and conservation of its local and regional environmental resources is important to Town residents. The Town promotes environmentally responsible operations, planning, and development. Policies and procedures should be examined to lessen resource consumption, waste generation, and air pollution impacts to our community. The Town should also strive to promote wise use of natural resources in its own municipal operations.

**PRINCIPLE ESR-1: PROTECT AND PRESERVE SIGNIFICANT NATURAL ECOLOGICAL SYSTEMS.**

**ESR-1.1: Natural Habitat Protection.** Encourage preservation of lands with unique natural habitat, features or other key characteristics through conservation development, conservation easements, land donation, capital projects or other means as appropriate and financially feasible.

**ESR-1.2: Inclusion of Natural Features into Development.** Incorporate natural physical features in new developments.

**ESR-1.3: Major Drainageways.** The South Platte River, the Big and Little Thompson Rivers and other

community drainageways identified as “greenways” on the Framework Map shall serve as unifying community features. Within available financial means, the Town and the County shall support the preservation and reclamation of these drainage corridors for natural ecosystems, trails, to improve air quality and wildlife habitat, and provide a contrast and amenity to urban development.

**PRINCIPLE ESR-2: ENCOURAGE INNOVATION IN GREEN BUILDING PRACTICES.**

**ESR-2.1: Energy Efficiency.** The Town should encourage the use of energy-efficient lighting, appliances, and other devices in new development, redevelopment and in municipal operations.

**ESR-2.2: Natural Lighting.** The Town should encourage building designs that maximize the use of natural light and thus diminish the need for energy consuming supplemental lighting.

**ESR-2.3: Landscape Design.** The Town should encourage the use of landscaping that assists energy savings by allowing admittance of solar energy in the winter and shade in the summer. It should encourage designs that minimize the need for supplemental irrigation by encouraging the use of drought-resistant and native species. If irrigation water is necessary, non-potable water should be used if possible.

**ESR-2.4: Recycled Materials.** The Town should encourage the use of recyclable building materials and building materials with recycled content in new development, redevelopment and in Municipal Operations

**PRINCIPLE ESR-3: MINIMIZE THE DISPOSAL OF SOLID WASTE TO PRESERVE LANDFILL SPACE.**

**ESR-3.1: Solid Waste Reduction.** The Town should work with governmental agencies and private entities to develop local approaches to solid waste reduction and management.

**ESR-3.2: City Waste Reduction.** The Town should continue its efforts to reduce waste generation from its municipal operations and explore methods for additional reduction.

**ESR-3.3: Waste Reduction Education.** The Town should promote public education related to the value, methods and techniques of recycling, resource recovery and waste reduction.

## TRANSPORTATION

In order to achieve the Community's vision and to allow Milliken to grow its economic position in the region, it must be accessible to people of all ages and abilities through a variety of transportation modes. By fostering the development of an effective multi-modal transportation system, Milliken will provide greater opportunities for residents and visitors to move throughout the Community, while sustaining the small town atmosphere that gives the Town its identity. Such a transportation system will have a positive effect on the character of the Town and will provide increased connectivity between Milliken and the surrounding region. Envision Milliken recommends land use patterns that support an efficient roadway system complemented by effective bicycle and pedestrian connections, and the opportunity to integrate transit service in the future. The Town will continue to participate in regional transportation efforts including the North Front Range Metropolitan Planning Organization (NFRMPO).

**PRINCIPLE TR-1: THE TOWN SHOULD PROVIDE AN EFFICIENT, SAFE, AND COST EFFECTIVE ROADWAY NETWORK THAT PROVIDES CONNECTIONS TO NEIGHBORING COMMUNITIES AND REGIONAL RESIDENTIAL, BUSINESS, SCHOOL AND INDUSTRIAL AREAS.**

**TR-1.1: Minimize Road Expansion.** The Town should construct additional lanes on arterial roadways only in cases where alternative techniques will not adequately serve the existing and future demand or result in travel demand reduction. Such transportation improvement projects will require that potential social, environmental and fiscal impacts to the Town can be mitigated.

**TR-1.2: Context-Sensitive Transportation Design.** The Town should design transportation improvements with consideration to the context or setting of individual project circumstances allowing flexibility in applying the design standards described in the Milliken Transportation Master Plan to safely support vehicles, bicycles and pedestrians.

**TR-1.3: Street Connectivity.** Dead-end streets and cul-de-sacs should be avoided. When and where appropriate, the Town should extend the traditional gridded street pattern that provides connectivity between neighborhoods.

**TR-1.4: Transportation Plan.** The Town should promote Transportation Plan amendments that support and implement land use principles and policies.

"SLOW DOWN AND COME THROUGH OUR HOME TOWN."

- MIKE WOODRUFF, PUBLIC WORKS DIRECTOR, MAY 21, 2008



Roundabout.

**TR-1.5: Pedestrian Paths and Bikeways.** Pedestrian and bikeway paths should provide connections between residential and employment areas, commercial centers, recreational and open space areas, parks and educational facilities.

**PRINCIPLE TR-2: THE TOWN SHOULD PROMOTE MASS TRANSIT AS AN INTEGRAL PART OF THE TOWN'S OVERALL TRANSPORTATION SYSTEM.**

**TR-2.1: Future Transit System.** The Town should work with the NFRMPO and other appropriate agencies to create a bus transit network to provide efficient connections to, from and throughout the Town as identified in the Transportation Master Plan.

**TR-2.2: Alternative Modes.** The Town's development review process for private development projects as well as public improvements should be used to the greatest extent to include alternative modes of transportation including public transportation, bicycling and pedestrian access during the planning and design of those projects.



**TR-2.3: Bike Facilities on Arterial Roads.** The Town should incorporate designated bike lanes or paved shoulders within the cross section of all arterial roadways.

**PRINCIPLE TR-3. THE TOWN SHOULD INTEGRATE TRANSPORTATION AND LAND USE DECISIONS TO BE MUTUALLY SUPPORTIVE.**

**TR-3.1: Transportation and Land Use Compatibility.** The Town's multi-modal transportation system should be compatible with existing and future land use patterns to effectively shape growth.

**TR-3.2: Regional Transportation Impacts Assessed.** Land use development and/or redevelopment decisions should consider the effects of off-site regional traffic impacts and the land use assumptions of adjoining jurisdictions.

**TR-3.3: Transportation Improvements with Development.** All new developments should dedicate their share of required right-of-way to the Town and install planned transportation improvements per adopted Town regulations and approved design standards.

**PRINCIPLE TR-4: THE TOWN SHOULD PROVIDE A TRANSPORTATION SYSTEM THAT HAS A CLEARLY DEFINED HIERARCHY, INTEGRATES MULTIPLE MODES OF TRAVEL, AND WILL MEET THE TOWN'S MOBILITY NEEDS IN A MANNER COMPATIBLE WITH FISCAL AND ENVIRONMENTAL CONSTRAINTS.**

**TR-4.1: Road Classifications.** The functional classification of the road system should be enforced to protect the community's investment in the transportation infrastructure.

**TR-4.2: Road Classification System.** A functional classification system should define the type of transportation service provided by a specific roadway

within that classification. Arterial roadways should be used for through movement. Primary and neighborhood collectors should convey traffic from neighborhoods to arterials and local streets for driveway access. Road spacing, continuity, access control and the spacing of traffic signals should be designed in accordance with the classification system.

**TR-4.3: Protect Neighborhood Livability.** The transportation system should serve regional trips, discourage diversion of pass-through traffic into neighborhood collectors and local streets and keep traffic volumes off neighborhood collector and local streets.

**TR-4.4: Increased Roadway Efficiency.** The Town should maximize the capacity, efficiency and safety of arterial roads through the existing access management plan by controlling the number and spacing of signalized intersections and consolidating driveway access.

**TR-4.5: Mitigate Roadway Impacts.** The Town should seek to mitigate potential impacts on noise and air pollution, public safety hazards and aesthetics through appropriate traffic control, facility design, and design on both public and private property adjacent to the transportation facility.

**TR-4.6: Maximize Roadway Investments.** The prioritization of roadway improvements will not be based solely on the Level of Service (LOS) for that particular roadway. The prioritization of capital expenditures for roadway improvements will be based upon the greatest beneficial impact on facility LOS for the dollar invested based upon traffic generated within the Town.

**TR-4.7: Balance between Modes.** Street systems should seek to balance automobile, pedestrian and bicycle movements.

**TR-4.8: Truck Routes.** The Town should maintain truck routing plans and regulations that use collector streets through industrial areas and arterial streets to facilitate access to Milliken's industrial areas, and minimize truck travel through local streets. The Town should use street design techniques along Broad Street that will discourage through truck traffic, but allow vehicular traffic to be maintained.

**TR-4.9: Hazardous Materials.** The Town should monitor the State's hazardous truck routing plans, and participate in local review of hazardous materials legislation, routing standards and proposed routes.

**TR-4.10: Emergency Preparedness.** The Town should monitor and update the Town's Emergency Preparedness Plan on a regular basis to provide for the Community's safety in case of accidents involving the transportation of hazardous materials.

**TR-4.11: Railroad Interface.** The Town should work to improve communications with railroad companies to coordinate compatibility between the rail system and the Town's land use and transportation system.

"HISTORY HAD TO START  
SOMEPLACE."

- JACK ECKERT, TOWN TRUSTEE  
JANUARY 23, 2009



Picture of the Bluffs.

### CULTURAL RESOURCES & LANDMARKS

**PRINCIPLE CRL-1: OUR COMMUNITY SHOULD CONTINUE TO SUPPORT CULTURAL AMENITIES AS A CONTRIBUTOR TO OUR ECONOMIC HEALTH AND AS A REFLECTION OF THE IMPORTANCE OF THE ARTS AND OUR HERITAGE.**

**CRL- 1.1: Artistic Integration.** The Town should integrate artistic creations authentic to Milliken into community design to reinforce its cultural and historic attributes.

**CRL-1.2: Art Partnerships.** Milliken should foster partnerships with arts organizations and the School Districts.

**CRL-1.3: Public Art.** The Town should support public art that invites interaction and reflects community spirit, history and culture, and support the provision of art in public buildings and spaces.

**CRL -1.4: Art Promotion.** The Town should promote the development and expansion of cultural facilities and art galleries.

**PRINCIPLE CRL-2: HISTORIC PRESERVATION EFFORTS SHOULD BE SUPPORTED THROUGHOUT THE TOWN.**

**CRL- 2.1: Building Rehabilitation.** The Town should encourage the rehabilitation of historically significant structures in Milliken and encourage the renovations to retain integrity and appropriate architectural styles.

**CRL-2.2: Historic Resource Identification.** Buildings, districts, and sites of historical, architectural, archaeological, or cultural significance should be identified and protected. The Town will encourage preservation of such resources through incentive programs, designation of landmark buildings and districts, development review, public improvements and other tools.

**CRL-2.3: Preservation Tools.** The Town will develop a variety of tools that address preservation and conservation objectives within the Community. Specific tools that address historic preservation and conservation objectives will be matched to the unique needs of specific areas and structures.

**CRL-2.4: Historic Preservation Education.** Continue/expand historic preservation education and outreach with the public through continued cooperation and coordination with preservation groups, including the Milliken Historical Society.

**PRINCIPLE CRL-3: DESIGN STANDARDS AND GUIDELINES WILL PROMOTE COMMUNITY IDENTITY, SUSTAINABILITY, AND CIVIC PRIDE.**

**CRL -3.1: Preservation Guidelines.** The Town should use historic preservation guidelines to support the preservation of historic structures and districts.

## COMMUNITY SERVICES AND UTILITIES

The Community Services and Utilities section of Envision Milliken establishes policies linking growth to service standards and provisions found in this plan, the Town's departmental master plans and those of special service districts. With the information contained in the master plans and the Capital Improvements Program, the timing of private development and public expenditures can be more effectively coordinated. Planning for the adequate provision of public facilities is intended to promote planned, rational and affordable growth so that residents are provided equal and adequate service provision.

**PRINCIPLE CSU-1: IN ORDER TO PROTECT AND USE PAST INVESTMENTS IN CAPITAL IMPROVEMENTS, NEW DEVELOPMENT AND REDEVELOPMENT WILL BE LOCATED IN AREAS WHERE ADEQUATE PUBLIC SERVICES AND FACILITIES PRESENTLY EXIST OR ARE PLANNED TO BE PROVIDED.**

**CSU-1.1: Capital Improvement Policy.** The Town will support the Capital Improvements Program (CIP) as the primary tool to direct the location and timing of growth by coordinating and targeting public capital expenditures in a fiscally responsible manner.

**CSU-1.2: Fiscal Responsibility for Improvements.** Since the public costs of annexation and developing several areas concurrently could prove excessive, the Town will limit said costs to those which can reasonably be accommodated within the CIP and are compatible with anticipated revenues.

**CSU-1.3: Adequate Public Facilities.** When permitting additional development or redevelopment, the Town will consider whether public facilities and services are adequate to reasonably maintain current levels of service or service standards given the impacts of such additional development or committed funding sources for such adequate facilities are sufficient to ensure their provision in a timely fashion.

**PRINCIPLE CSU-2: GROWTH WILL PAY A FAIR SHARE OF ASSOCIATED COSTS FOR FACILITIES AND SERVICES AND MITIGATE NEGATIVE IMPACTS.**

**CSU-2.1: Service Master Plans.** The Town should develop and utilize long range plans for determining infrastructure requirements to meet the demand of planned growth.

**CSU-2.2: Public Facilities Infrastructure Fees.** The Town should regularly assess public facilities

infrastructure fees on new development based on a standard formula requiring development to pay its calculated share of new public facilities and infrastructure.

**CSU-2.3: Service Provider Coordination.** The Town should coordinate with other service providers on development requests to ensure that necessary services not provided by the Town are available for planned new development and redevelopment.

**CSU-2.4: Community Plans that Support Services.** Development patterns should be planned with the consideration of the alignment and location of existing and future public facilities and infrastructure.

**CSU-2.5: Developer Responsibilities.** All new developments should dedicate to the Town required right-of-ways and install designated public improvements per approved design standards and regulations. The goal being for new development to pay its fair share based on a rational nexus.

**PRINCIPLE CSU-3: THE TOWN SHOULD PROMOTE THE HEALTH AND SAFETY OF THE COMMUNITY AND CONTINUE TO UTILIZE THE CONCEPT OF "COMMUNITY POLICING".**



Milliken Fire Protection District Station #1

**CSU-3.1: Adequate Police Force.** The Town should remain committed to maintaining its police force level of service to ensure the safety of the Community.

**CSU-3.2: Fire Protection.** The Town should continue to support the Fire Protection District to ensure preservation of life and property through fire prevention, fire suppression, hazardous materials response and emergency medical services support. As the community builds south of the Platte River, the Town should support the Platteville-Gilcrest Fire District.

**PRINCIPLE CSU-4: THE TOWN SHOULD PROVIDE ADEQUATE WATER, SEWER AND RELATED UTILITY SERVICES TO MEET THE DEMAND OF EXISTING AND FUTURE RESIDENTS AND COMMERCIAL AND INDUSTRIAL GROWTH.**

**CSU-4.1: Utility Service Independence.** The Town should find ways to become sustainable and less reliant on others to provide services.

**CSU-4.2: Utility Provider Agreements.** Establish agreements with utility providers in those areas where the Town is unable to provide utility service.

**CSU-4.3: Capital Improvement Program.** Use the planning of utility extensions during the CIP process as a means of guiding development in the Town of Milliken.

**CSU-4.4: Utility Provision to Implement Community Goals.** The Town will consider the importance of the other objectives of the comprehensive plan in the planning and operation of the water, wastewater, stormwater and flood management utilities. These other objectives may include in-stream flow maintenance, enhancement of recreational opportunities, water quality management, preservation of natural ecosystems, and implementation of desired timing and location of growth patterns.

**CSU-4.5: Underground Power Lines.** Future development and redevelopment shall encourage the undergrounding of overhead transmission lines and associated infrastructure, where possible and financially feasible.

**CSU-4.6: Utility Extensions Consistent with Environment Milliken.** The extension of all utilities should be consistent with the provisions of the comprehensive plan.

**CSU-4.6: Water Tap Fees.** Through the use of water tap fees for new development, the Town should ensure that water acquisitions will supply adequate water to meet the needs of the Community.

**CSU-4.7: Water Quality.** The Town's water quality standards and treatment practices should continue to maintain a high level of health protection for its residents.

**CSU-4.8: Adequacy of Service.** The Town should ensure that its storm drainage and wastewater treatment system is adequate to meet the demands of existing and planned development.

**CSU-4.9a: Utility Models.** Utilize water and sewer models to evaluate new development.

**CSU-4.9b: Adequate Public Facilities.** Create an adequate facilities code to ensure utilities are available or can be made available in a timely and cost effective manner before the development can begin.

**CSU-4-10: Utility Models.** Utilize water and sewer models to evaluate new development.



# 2.0 Implementation

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## 2.1 INTRODUCTION

The information presented here is designed to provide a range of actions for consideration and sound decision-making. No one step will effectively achieve the Plan. Rather, development will be dependent on a series of actions designed to capitalize on market opportunities and overcome barriers. Key to the successful implementation of the Plan will be the continued identification of actions and an implementation approach tailored to the unique issues.

## 2.2 IMPLEMENTATION STRATEGIES

Implementation plans are summarized in the following tables. Many of the action items are specifically tied to a Town Department, while others may require collaborative efforts where citizens, the business community, or even individuals need to help champion the effort. Similarly, some actions may be considered on-going, others pursued immediately as next steps, and others focus on the long-term.

Table 2.2-1. Land Use Implementation Plan

Policy Topic	Purpose	Action	Key Participants	Priority
LU-1.4: Intergovernmental Agreements	Continue to work with surrounding jurisdictions to address annexation policies, zoning, and urban services	Develop a Coordinated Planning Agreement (CPA) with Weld County and Intergovernmental Agreements (IGAs) with surrounding Communities	Weld County, Towns of Milliken, Johnston Evans, Platteville and Gilcrest, and City of Greeley  Town Attorney	1
LU-1.5: Annexation Impacts	Determine fiscal impact (service costs and revenues) prior to annexing land into Milliken	Apply the Town's Fiscal Impact Model to all annexation requests	Community Development Department  Town Board & Planning Commission	0
LU-3.1: Housing Near Services	Encourage higher density housing near the Downtown and future Commercial Centers	Evaluate existing zoning designations and Land Use Code requirements and amend as necessary	Community Development Department  Town Board & Planning Commission	1
LU-6.4: Designing for Historical Context	Promote new building design that is compatible within the historical context	Prepare and adopt Architectural and Site Design Guidelines for the original neighborhoods and Downtown	Community Development Department  Town Board & Planning Commission	1
LU-6.1: Discourage a Sprawling Development Pattern	Channel growth in areas that can possess a full-range of urban services	Adopt an Urban Growth Boundary and an Area of Influence Boundary.	Community Development Department  Town Board & Planning Commission  Weld County	1
LU-7.1: High Quality Design	Promote high quality architecture, landscape and site design in private sector development	Evaluate Land Use Code design standards and amend, if necessary	Community Development Department  Town Board & Planning Commission	1
LU-8.1: Compatible Mixed Use Development	Encourage a mixture of complementary uses within all new major developments	Develop mixed-use development Design Guidelines and evaluate the Land Use Code for amendments that will allow a greater mix of uses	Community Development Department  Town Board & Planning Commission	1
LU-8.2: Buffer Residential uses from Non-Residential Uses	Protect residential areas potential negative operational impacts created by adjacent non-residential uses	Amend the Land Use Code to require bufferyard standards	Community Development Department  Town Board & Planning Commission	1
LU-8.3: Protect Industrial and Agricultural Operations from Residential Encroachment	Protect the rights of existing industrial and agriculture to continue operation	Amend the Land Use Code to require landscaped bufferyard standards for new residential development adjacent industrial and agricultural uses	Community Development Department  Town Board & Planning Commission	1
LU-8.4: Minimize Land Use Conflicts	Avoid or minimize conflicts between uses that vary greatly in intensity	Amend zoning designations and Land Use Code requirements to feather residential densities and/or provide transitional zoning districts	Community Development Department  Town Board & Planning Commission	1

Timeframe: 0 = Ongoing; 1 = first priority; 2 = second priority; 3 = lower priority

Table 2.2-2. Agricultural Land Preservation Implementation Plan

Policy Topic	Purpose	Action	Key Participants	Priority
AG-1.2: Agricultural Lands with National, State and Local Significance	Encourage agricultural operations on prime farmland	Maintain a map depicting those agricultural lands in Milliken with National, State and Local Significance and make the information available to developers and prospective purchasers	Community Development Department USDA	0
AG-1.3: Agricultural Land Conservation Techniques	Provide the opportunity for agriculture and new community development to coexist	Amend the Land Use Code that establishes locational criteria and standards for Conservation/Cluster development  Inform the development community and landowners about the availability and benefits of conservation development through design guidelines depicting the best design practices in Agricultural Land Preservation  Acquire conservation easements through land trusts allowing farmers to continue agricultural operations	Community Development Department Property Owners Agricultural Community USDA Colorado Cattleman's Agricultural Land Trust Legacy Land Trust The Conservation Fund	1
AG-1.5: Irrigation Ditch Buffers	Protect the long-term viability of irrigation ditches, protect the public from harm and improve aesthetic and wildlife values	Amend the Land Use Code to establish buffer standards along irrigation ditches	Community Development Department Agricultural Community Ditch Companies	1
AG-1.6: Agriculture-based Community Gathering Spaces	Provide the opportunity to create community gathering spaces centered on Agriculture	Identify potential sites and work collaboratively with property owners to understand viability for an agricultural-based community space	Community Development Department Agricultural Community	1
AG-1.7: Agricultural Education	Encourage efforts to educate area youth and citizens about agricultural operations	Work collaboratively with the School District, farming community and other public agencies to establish education programs	Community Development Department Agricultural Community	0

*Timeframe: 0 = Ongoing; 1 = first priority; 2 = second priority; 3 = lower priority*

Table 2.2-3. Downtown Implementation Plan

Policy Topic	Purpose	Action	Key Participants	Priority
D-1.1/D-1.2: Downtown Land Use and Housing	Encourage multiple complementary uses within the downtown	Evaluate the Mixed Use zone district and amend, if necessary, to create the most appropriate combination of uses	Community Development Department Chamber of Commerce Property Owners Downtown Business Association	1
D-1.3: Downtown Plan	Create a common vision for the Downtown's future and set in motion specific public projects and a context for private development	Prepare a detailed Downtown Plan that addresses the approach to public spaces, parking, pedestrian and vehicle circulation, landscaping and urban design, and that includes an Implementation Program	Community Development Department Chamber of Commerce Property Owners Downtown Business Association	1
D-2.1: Downtown Improvement Funding	Utilize various financing techniques to aid downtown revitalization projects	Evaluate the various funding techniques and create a menu of financing options  Pursue state and federal grants and other public funding	Community Development Department Public Works Department Downtown Business Association	1
D-2.2: Downtown Public/Private Partnerships	Use public/private partnerships to maximize Downtown investment	Leverage the use of publicly-owned property downtown as a development incentive	Community Development Department Property Owners Town Board Downtown Business Association	1
D-3.1: Transportation Circulation in and around Downtown	Improve vehicular, bicycle and pedestrian circulation	Implement Transportation Master Plan and recommendations of the (upcoming) Downtown Plan	Community Development Department Colorado Department of Transportation Public Works Department	1
D-3.2: Downtown Parking	Provide downtown parking that supports commerce, redevelopment, more residential units, and increased pedestrian activity	Implement recommendations of the (upcoming) Downtown Plan with respect to downtown parking supply, location and design	Community Development Department Public Works Department Downtown Business Association	1

Timeframe: 0 = Ongoing; 1 = first priority; 2 = second priority; 3 = lower priority

Table 2.2-4. Housing Implementation Plan

Policy Topic	Purpose	Action	Key Participants	Priority
H-1.1: Neighborhood Role	Foster neighborhood interaction and respond to neighborhood needs	Prepare a database of all formalized Neighborhood Groups and Homeowner's Associations with a corresponding map showing neighborhood boundaries	Community Development Department Neighborhood Group Homeowner's Associations	1
H-1.2: Diverse Housing in Neighborhoods	Promote a mixture of land use types, housing sizes and lot sizes	Evaluate the Land Use Code and determine if standards are needed to ensure a variety of housing and complementary uses	Community Development Department Town Board & Planning Commission	1
H-1.3: Eliminate Non-conforming Residential Structures	Bring existing non-conforming residential lots and structures into compliance with present Land Use Code standards.	Revise the Land Use Code to clarify when residential buildings become non-conforming and the mechanism to bring such lots and structures into compliance with present standards.	Community Development Department Town Board & Planning Commission	2
H-1.4: Preserve Legal Residential Uses	Protect the rights of existing, legally-established residential uses in non-residential zones	Evaluate the Land Use Code and determine if standards adequately protect existing, legally-established uses	Community Development Department Town Board & Planning Commission	2
H-1.5: Housing Rehabilitation	Promote the rehabilitation of existing housing stock	Provide a Housing Rehabilitation Program utilizing Community Development Block Grant (CDBG) funds to assist qualified home owners	Community Development Department Housing Authority Town Board & Planning Commission	2
H-1.6: Code Compliant Housing	Promote high construction quality through compliance with the building code and the maintenance of existing housing	Continue to promote property maintenance standards and make amendments to zoning and building codes as needed	Community Development Department	0
H-2.1/H-2.5: Full Range of Housing Choices, including Senior Housing	Address changing demographic needs	Work with the Housing Authority to pursue senior/affordable housing projects in Town	Community Development Department Town Board & Planning Commission Housing Authority	1
H-2.2: Complete Neighborhoods	Encourage a "complete" neighborhood concept for new neighborhoods that include a variety of densities, opportunities to fulfill daily shopping needs, and conveniently sited public facilities	Amend the Land Use Code to ensure that all necessary neighborhood amenities are provided within the design of new neighborhoods	Community Development Department Town Board & Planning Commission	1

Timeframe: 0 = Ongoing; 1 = first priority; 2 = second priority; 3 = lower priority

Table 2.2-5. Parks, Recreation, Trails & Open Space Implementation Plan

Policy Topic	Purpose	Action	Key Participants	Priority
PTRO-1.1: Parks and Recreation Facilities & Programs	Provide an adequate range of parks and recreation services for residents and visitors	Implement the Johnstown/Milliken Parks, Trails, Recreation and Open Space Master Plan	Public Works Director Thompson River Parks and Recreation Weld County Open Space	0
PTRO-1.3/1.4: Park Maintenance	Identify Park maintenance costs prior to obtaining parkland and investigate funding options	Examine design and maintenance standards when acquiring parking to estimate typical maintenance costs and plan accordingly	Public Works Director	0
PTRO-1.5: Educational Component of Parks	Incorporate educational opportunities into parkland, trails and open space	Adopt a formal policy with the School District	Thompson River Parks and Recreation School District	1
PTRO-1.6: Recreational Facilities	Provide recreation facilities to meet community needs	Develop a financing strategy for a community recreation center and design and build the facility	Thompson River Parks and Recreation Public Works Director Community Development Department Town Board & Planning Commission	1
PTRO-2.1-2.7: Trails Network	Create a trails system in accordance with the adopted Master Plan	Coordinate with trail providers and private landowners to acquire easements and rights-of-way  Pursue funding through Great Outdoors Colorado (GOCO) and other grant sources	Thompson River Parks and Recreation Public Works Director Community Development Department	2

Timeframe: 0 = Ongoing; 1 = first priority; 2 = second priority; 3 = lower priority

Table 2.2-6. Economic Development Implementation Plan

Policy Topic	Purpose	Action	Key Participants	Priority
ED-1.1: Economic Partnership	Support the efforts of public sector agencies and the business community to attract and retain business	Continue collaborative efforts with the Chamber of Commerce and local businesses	Town Administrator Chamber of Commerce Milliken Business Association Upstate Colorado	1
ED-1.2: Economic Programs and Strategies	Develop economic vitality programs that enhance community competitiveness	Set Milliken apart by continuing to support events such as Beef-N-Bean Days, Festival of Lights, and Milliken Madness; consider addition of similar events and programs	Town Administrator Chamber of Commerce Downtown Business Association	0
ED-1.3: Targeted Industries	Promote Milliken as a place for certain industries that best fit the local labor market and that will spur economic growth	Construct and maintain a GIS database providing buildable employment land data and utility service availability that can be accessed by prospective buyers and businesses	Community Development Department Chamber of Commerce Upstate Colorado	1
ED-1.4: Local Business Support	Reduce the leakage of sales tax dollars outside of Milliken	Adopt a “Buy-Local” campaign promoting the sale of goods and services in Milliken	Town Administrator Milliken Business Association Chamber of Commerce	1
ED-1.5: Reinvestment in Existing Commercial and Industrial Areas	Cooperate with the private sector to promote commercial and industrial area reinvestment	Prioritize infrastructure investment within the CIP	Community Development Department Milliken Business Association Downtown Business Association Chamber of Commerce Public Works Department	0
ED-1.6: Enterprise Zone	Create financial incentives for new employment growth	Amend the Enterprise Zone to include properties with greater potential for employment uses.	Community Development Department Upstate Colorado Colorado Office of Economic Development	1
ED-1.7: Green Economic District	Support growth of “green” jobs in Milliken.	Form an Economic District for employers within the clean energy economy—efficiency, renewable energy, transportation and fuels.	Community Development Department Upstate Colorado Town Administrator Milliken Business Association Chamber of Commerce	1
ED-1.8: Special Events as a Promotional Tool.	Promote the community events that make Milliken special	Use Beef-N-Bean Days, the Festival of Lights, Milliken Madness, and similar special events to promote the Town image.	Town Administrator Milliken Business Association Chamber of Commerce	0
ED-1.9: Promoting Sustainability	Heighten awareness of Milliken’s commitment to sustainability.	Promote Milliken as a “green”, sustainable community.	Community Development Department Upstate Colorado Town Administrator Milliken Business Association Chamber of Commerce	1

Timeframe: 0 = Ongoing; 1 = first priority; 2 = second priority; 3 = lower priority

Table 2.2-7. Tourism Implementation Plan

Policy Topic	Purpose	Action	Key Participants	Priority
T-1.1: Cultural Tourism	Use Milliken's Unique Archaeological, Architectural and Historic Resources as a tourist draw	Consider adoption of the Secretary of the Interior's Standards for Rehabilitation	Community Development Department CO Tourism Office Chamber of Commerce Historical Society	2
T-2.2: Tourism Promotion	Seek outlets to promote nature, heritage and educational-based tourism and visitation	Develop brochures and website information	Community Development Department CO Tourism Office Chamber of Commerce	2

Timeframe: O = Ongoing; 1 = first priority; 2 = second priority; 3 = lower priority

Table 2.2-8. Environmental Sustainability and Resources Implementation Plan

Policy Topic	Purpose	Action	Key Participants	Priority
ESR-1.1: Natural Habitat Protection	Protect natural drainages, wetlands and other significant natural habitat	Amend the Land Use Code to include natural habitat protection standards	Community Development Department Town Board & Planning Commission	1
ESR-1.2: Inclusion of Natural Features into Development	Protect prominent natural landscape features	Amend the Land Use Code to include natural landscape features protection consistent with Leadership in Energy and Environmental Design for Neighborhood Development (LEED-ND) standards	Community Development Department Town Board & Planning Commission	1
ESR-1.3: Greenways	Preserve and protect key corridors of undeveloped open land	Research, and apply for funding for the acquisition of greenways, such as through regional land trusts	Community Development Department The Conservation Fund Legacy Land Trust Colorado Open Lands Colorado Wildlife Heritage Fund The Nature Conservancy	3
ESR-2.1-2.4: Green Building and Design Practices	Encourage the use of energy and resource efficient design for buildings, lighting, and landscaping	Support and maintain up-to-date building, energy efficiency and plumbing codes  Develop guidelines for the installation of alternative energies, including solar, wind and others, as well as the recycling of materials	Community Development Department	1
ESR-3.1-3.3: Waste Reduction	Increase efforts to reduce solid waste	Promote public education through the Town website, newsletters and school curricula	Solid Waste and Recycling Service Provider Public Works Department School District	2

Timeframe: O = Ongoing; 1 = first priority; 2 = second priority; 3 = lower priority

Table 2.2-9. Transportation Implementation Plan

Policy Topic	Purpose	Action	Key Participants	Priority
TR-1.3: Street Connectivity	Extend the traditional gridded street pattern or other interconnected street system to connect neighborhoods and destinations	Amend the Land Use Code to require street connectivity in new land development	Community Development Department Town Board & Planning Commission	1
TR-2.1: Transit	Integrate with a transit system connecting Milliken with surrounding communities	Implement the transit route and service recommendations in the Transportation Master Plan	Community Development Department Town Board & Planning Commission RTD	3
TR-2.2: Alternative Modes	Promote the use of alternative transportation modes	Amend the Land Use Code to require electric vehicle, bicycling and pedestrian access within new development	Community Development Department Town Board & Planning Commission	3
TR-2.3: Bicycle Facilities on Roads	Promote safe bicycle use on roadways	Integrate designated bicycle lanes or widened shoulders into arterial roadway designs consistent with the Transportation Master Plan	Public Works Department Town Board & Planning Commission	1
TR-4.8: Truck Routes	Promote truck routes serving industrial and employment areas to collector and arterial streets rather than local roadways  Discourage truck through traffic downtown, but allow vehicular traffic to be maintained	Consider the range of traffic calming measures along Broad Street that will improve pedestrian safety and quality of the streetscape.  Adopt a formal truck route plan and make the information readily available	CDOT Public Works Department Community Development Department Town Board & Planning Commission	2

*Timeframe: O = Ongoing; 1 = first priority; 2 = second priority; 3 = lower priority*

Table 2.2-10. Cultural Resources and Landmarks Implementation Plan

Policy Topic	Purpose	Action	Key Participants	Priority
CRL-1.3: Public Art	Provide art in public buildings and spaces	Create an Art in Public Places Program requiring works of art to be integrated into new public projects	Town Board & Planning Commission Centennial Committee	0-Town Square Art 2- other efforts
CRL-2.2: Historic Resource Identification	Identify and survey cultural and historic resources	Seek grants to fund research of historic sites and buildings	State Historic Preservation Office Milliken Historic Society Community Development Department	0
CRL-2.3; CRL-2.5: Historic Preservation Tools and Education	Create tools and educational efforts that address preservation and conservation objectives	Prepare educational materials for each of the historic sites and buildings within Milliken  Promote an annual historic homes and buildings tour	State Historic Preservation Office Milliken Historic Society Community Development Department	2

Timeframe: 0 = Ongoing; 1 = first priority; 2 = second priority; 3 = lower priority

Table 2.2-11. Community Services and Utilities Implementation Plan

Policy Topic	Purpose	Action	Key Participants	Priority
CSU-1.3: Adequate Public Facilities	Ensure that development provides the entire range of public facilities at the time of development or can be made available in a timely and cost effective manner	Amend the Land Use Code to include Adequate Public Facilities standards  Approve only development where adequate public facilities are in place	Community Development Department Public Works Department Town Board & Planning Commission	2
CSU-2.1: Service Master Plans	Maintain utility service master plans for water, sewer, and storm drainage	Update Master Plans on a regular basis	Community Development Department Public Works Department Town Board & Planning Commission	0
CSU- 2.3: Public Facilities Infrastructure Fees	Recover costs of development on the Town's infrastructure and services	Regularly assess appropriate level of impact fees on new development  Review existing development funding agreements with the intent to balance the cost of services versus development-related fees	Community Development Department Public Works Department Town Board & Planning Commission	0

Timeframe: 0 = Ongoing; 1 = first priority; 2 = second priority; 3 = lower priority

## 2.3 PLAN AMENDMENT PROCESS

The Envision Milliken Plan helps set a direction for future growth and development of the Community over the next two decades, but will need to be re-evaluated and updated over time in response to changes in circumstances and community desires. This section addresses how to revise the Plan. Revisions will be carried out in the following three (3) distinct and different processes based on the magnitude of change and need for responsiveness:

1. Changes That May be Considered In Addition to the Scheduled Amendments:
  - a. Framework Map amendments related to an Annexation or Rezoning application
  - b. Minor changes to Thematic Maps
  - c. Correction of errors and/or omissions
2. Plan Amendments (Annual):
  - a. Stand alone requests to amend the Framework Map
  - b. Revisions to or adoption of other referenced plans or a specific policy plan (e.g. Transportation Master Plan)
  - c. Minor additions or clarifications to the Principles and Policies section
  - d. Minor Plan text changes
  - e. Major Changes to Thematic Maps
3. Comprehensive Update (Every Five Years):
  - a. Amendments to the Urban Growth Area boundary
  - b. Major changes to the Principles and Policies section
  - c. Any of the changes permitted under (1) and (2) above.

All three (3) types of Plan Amendments are subject to review by the Planning Commission. If an amendment is suggested, the Planning Commission must determine if the suggested change is in the best interests of the Town and hold a public hearing regarding the amendment. An amendment to the Plan may only be approved through a resolution from the Planning Commission. The Town Board may endorse the Planning Commission Resolution.

## FRAMEWORK MAP AMENDMENTS

The Framework Map is not intended to be a zoning map. It is intended to provide policy direction and definition for future land uses in the Town of Milliken. A Framework Map amendment may be evaluated at any time by the Planning Commission if it is related to a proposed change in zoning or annexation and meets all of the following criteria:

1. The proposed change is consistent with the policies and overall intent of the Plan.
2. The proposed change would not have significant cross-jurisdictional impacts that may affect residents, properties or facilities outside the Town.
3. The proposed change does not materially affect the adequacy or availability of urban facilities and services to the immediate area or to the Milliken Urban Growth Area.
4. The proposed change would not materially affect the adopted CIP.
5. Stand-alone requests to amend the Framework Map can only be made through the Annual Plan Amendments Process or during a 5-Year Update.

## NOTIFICATION OF AMENDMENTS

Any property owner whose property would be affected by a proposed change in the Framework Map land use designation or by Urban Growth Area expansions, contractions or boundary changes should receive timely public notice that such change or changes will be considered.



# 3.0 Glossary of Terms

**Agrarian.** For the purposes of Fiscal Modeling Agrarian means maximizing agricultural production, protecting prime farmland designated for state or local significance, including large residential lots or cluster subdivisions that integrate agriculture.

**Agriculture/Conservation.** Agriculture means the process of producing food, feed, fiber and other goods by the raising of plants and animals. Conservation Development is characterized by large contiguous tracts of common open space along with clustered residential lots. The purpose of a conservation development is to protect farmland, open space, scenic views, and wildlife areas while allowing new residences to be built. The area near the bluffs allows for both typical low density residential lots and clustered residential lots.

**Business/Industrial** For the purposes of Fiscal Modeling Business/Industrial means land uses maximizing production, manufacturing, distribution, or fabrication activities.

**Capital Improvements Program (CIP)** means a financial analysis of the Town's capacity to pay for capital improvements, the need for such facilities, and the timing, costs and means of financing into the future (5 years or more). Capital improvements include purchase or construction, major repair, reconstruction or replacement of items such as buildings, utility systems, roadways, parks, and heavy equipment.

**Commercial** means an area of land to be used for the sale of goods (retail) and the provision of services.

**Commercial/Mixed-Use** means more than one type of use in a building or set of buildings, which can mean some combination of residential, commercial, or other land uses.

**Community Green Space/Open Space** is land typically used for parks, recreation, view preservation, floodplains, and archaeological preservation.

**Conservation Easement** means a deed restriction that landowners voluntarily place on their property to protect resources such as productive agricultural land, wildlife habitat, historic sites, open space, educational opportunities or scenic views. They are used by landowners ("grantors") to authorize a qualified conservation organization or public agency ("grantee") to monitor and enforce the restrictions.

**Conservation/Mitigation Bank** means privately or publicly owned land managed for its natural resource values. In exchange for permanently protecting the land, the bank operator is allowed to sell habitat credits to developers who need to satisfy legal requirements for compensating environmental impacts of land development projects.

**Conservation Land Trust** means a private, non-profit corporation, created to acquire and hold land for the benefit of a Community.

**Downtown** means the primary business area of the Town that includes a civic and cultural function. Downtown Milliken includes a mixed use district providing a mixture of retail, office, civic, and residential uses that will strengthen and expand the Downtown over time and provide an appropriate transition to existing adjacent residential neighborhoods.

**Economic Base** means how the Community earns its living. It consists of that proportion of employment and income generated in the Community that determines the overall level of production.

**Employment** For the purposes of Fiscal Modeling Employment means land uses maximizing industrial, commercial, and retail uses.

**Enterprise Zone** means a State-run program that provides tax incentives to encourage businesses to locate and expand in a designated area. There are 16 Enterprise Zones and 2 sub-zones in Colorado, one of which is located within Milliken. Businesses located in the Enterprise Zone may qualify for incentives that create jobs and investment.

**Fiscal Impact Model** means that the impact of a development regarding costs and revenues of the Town are analyzed. The analysis is based on the fiscal characteristics of the Community and characteristics of the development. The analysis enables the Town to estimate the difference between the costs of providing services to a new development and the revenues—taxes and user fees, for example—that will be generated by the development.

**Form Based Zoning Code.** Form Based Zoning regulates the form that land use may take, not necessarily the type of land use. It may specify desirable design features for lot size, location and proximity. It may designate some areas of the Town as urban and others as suburban.

**Geographic Information System (GIS)** means the use of computer hardware and software, along with data, to analyze and display all forms of geographically referenced information. GIS is most often associated with the creation of maps although the power of GIS is in its problem solving capability.

**Greenways** means linear shaped corridors of undeveloped land along drainageways, rivers, creeks and ditches, preserved for environmental protection or recreational value.

**Influence Area** means land now under Weld County jurisdiction, which has a rural character and may potentially become developed with urban uses by the Town as services become available in the future.

**Infrastructure** means the fundamental facilities and systems serving the Town such as transportation and communication systems and utilities.

**Multi-modal Transportation** means the inclusion of various transportation modes, including walking, bicycling, automobile, and public transit.

**Mixed Use.** The mixed use concept allows for residential, institutions, and commercial/retail uses in one zone district.

**Purchase of Development Rights (PDR)** means a voluntary program, where a land trust or some other agency, buys the development rights on the parcel. Once an agreement is made, a permanent deed restriction is placed on the property which restricts the type of activities that may take place on the land. In this way, a legally binding guarantee is achieved to ensure that the parcel will remain agricultural or as open (green) space forever. This is because the agency involved retires the development rights upon purchase.

**Small Town** For the purposes of Fiscal Modeling Small Town means a community with well-defined neighborhoods with interconnected streets, design standards, with a downtown bolstered by more civic amenities. The Small Town concept implies moderate growth rate.

**Transfer of Development Rights (TDR)** means a method for protecting land by transferring the “rights to develop” from one area and giving them to another.

**Estate Residential** means an area of very low density detached single-family housing development with densities ranging from 1 unit per 20 acres to 1 unit per 2.5 acres.

**Low Density Residential** means an area principally composed of single family housing at densities ranging from 3 to 7 units per acre.

**Medium Density Residential** means an area of mixed density, allowing a diversity of housing types included small-scale detached and attached single-family housing, duplex and triplexes, with densities ranging from 8 to 12 units per acre.

**High Density Residential** means an area of attached housing with 12 or more units per acre.

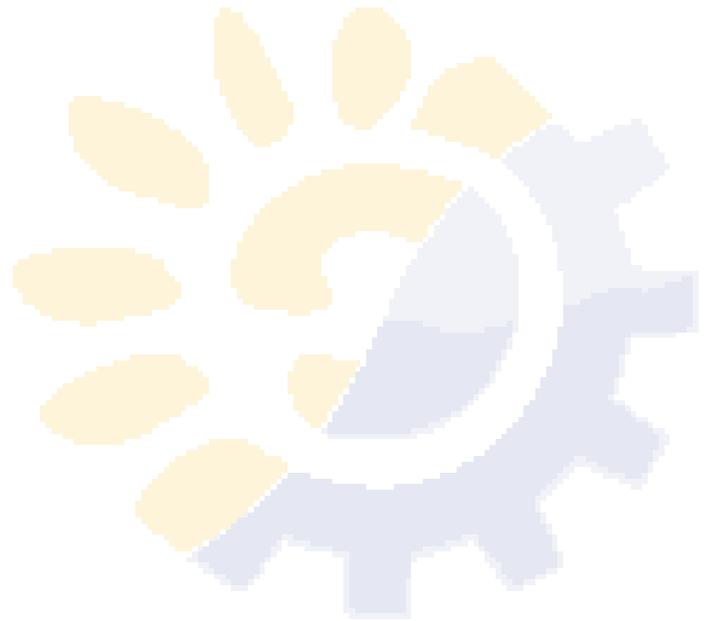
**Town Residential** means the size, type and distribution of detached and attached housing that reflects the existing pattern. Residential density within this area will range from 3 to 6 units per acre.

**Service Level** the benchmarks for providing urban services to the Town’s residents. The standards are intended to be minimum requirements for the provision of public facilities and services, i.e. utilities, parks, police and fire services, delivered to existing or new urban development to be considered adequate.

**Urban Growth Area** means land within the Town of Milliken or contiguous with the Town boundary which has adequate urban facilities and services and can accommodate urban development within one (1) year.

**Weld County Urban Development** means characterized by designated areas for residences, retail, offices, services and other uses that are primarily located along major roadways, at major intersections and in subdivisions designated to accommodate these more intense uses. It relies on higher levels of services and infrastructure. The overall density of residential urban development exceeds one (1) unit per acre, and neighborhoods are characterized by paved streets, sidewalks,

parks and a variety of housing type sand other urban-type land use.



6 TO 7 UNITS PER ACRE



Emeryville, CA 6.8 units / acre



Portland, OR 7.0 units / acre



Ogden, UT 7.1 units / acre



context



context



context



neighborhood plan



neighborhood plan



neighborhood plan



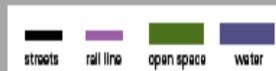
street pattern



street pattern



street pattern



Example of low density residential. Campoli, Julie, and MacLean, Alex S. [Visualizing Density](#). Cambridge, Massachusetts: Lincoln Institute of Land Policy, 2007.



Camden, NJ 12.3 units / acre



Longmont, CO 12.3 units / acre



Boulder, CO 12.5 units / acre



context



context



context



neighborhood



plan



neighborhood



plan



neighborhood



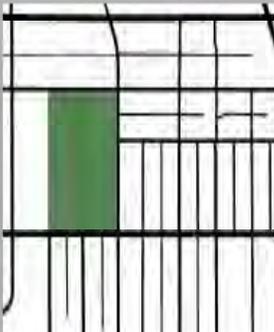
plan



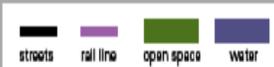
street pattern



street pattern



street pattern



Example of medium density residential. Campoli, Julie, and MacLean, Alex S. [Visualizing Density](#). Cambridge, Massachusetts: Lincoln Institute of Land Policy, 2007.

21 TO 23 UNITS PER ACRE



Washington, DC 21.8 units / acre



Boise, ID 22.3 units / acre



Boston, MA 23.2 units / acre



context



context



context



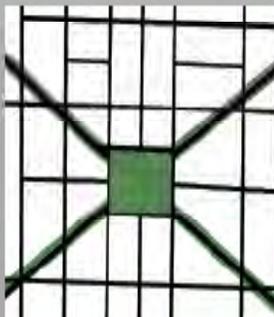
neighborhood plan



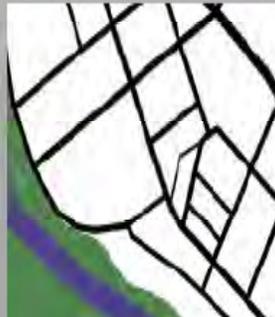
neighborhood plan



neighborhood plan



street pattern



street pattern



street pattern



Example of high density residential. Campoli, Julie, and MacLean, Alex S. [Visualizing Density. Cambridge, Massachusetts: Lincoln Institute of Land Policy, 2007.](#)

# 4.0 Existing Conditions



## 4.1 INTRODUCTION

This Chapter begins by describing the history, demographic composition and natural resource setting of the Town of Milliken, three key elements that influence the Town's future. It then describes each of the eleven (11) Plan Elements of the Envision Milliken Plan (Plan), beginning with a description of the issues identified through the public involvement process. Each Plan Element section summarizes the key findings, including inventories and analyses, housing assessment and market analysis.

## 4.2 COMMUNITY OVERVIEW

### HISTORICAL CONTEXT

Founded in 1910, Milliken was named after Judge John D. Milliken, a pioneer lawyer who helped establish the Denver, Laramie and Northwestern Railroad. Milliken's goal was to turn the Town into the center of commerce between Wyoming and Denver, but this plan and the railroad did not come to pass. Portions of the old railroad right-of-way have been vacated and integrated into the community. The Iron Horse Subdivision is one such area that is now a portion of Downtown Milliken.

Historically promoted as the Hub of Northern Colorado, Milliken is centrally located between Interstate 25 (I-25) and Colorado State Highway 85 (SH 85) on Colorado State Highway 60 (SH 60). Early Milliken thrived through the early 1900's until a series of fires almost destroyed the Town. The Town survived, and has experienced significant growth during the past five (5) years as the Northern Colorado Region expands. This growth is represented in the Centennial Master Plan, which was completed for approximately 2,500 acres including a large portion of the planning area located south and east of the Downtown; and the Urban Growth Area, which was amended to include another 1,110 acres for a large long-term gravel-mining project that will add significant regional open space to the community, once mining is completed and the area is reclaimed.

For most of its history the economic foundation of the Town was agriculture and agricultural-related businesses and industries. This began to shift in the late 1970s and 1980s as the computer software and hardware and film industries became established in the area. A large segment of the work force is now employed in the surrounding communities within non-agricultural industries.

While most of the growth over the last ten (10) years has been tied to residential development, Milliken is beginning to see some expansion of business, retail and industrial uses. Although it is currently a bedroom community, it is positioned to provide greater economic opportunities so that residents have the opportunity to work, shop and recreate in Town.

### REGIONAL CONTEXT

Milliken is located along the Northern Front Range of Colorado in Southwestern Weld County, just over six (6) miles east of I-25 on SH 60. I-25 serves as the primary north-south route of Colorado's Front Range, connecting Colorado Springs in the south to Denver and Fort Collins and Cheyenne, Wyoming to the north. SH 60 connects I-25 and Johnstown to the east with SH 85 and Greeley to the west. The Urban Growth Area of Milliken, including land within its Influence Area, encompasses roughly 42 square miles.

Employment centers in the region are located in larger, surrounding cities including Loveland, Fort Collins, and Greeley. Greeley and Fort Collins both house state university campuses. Smaller, primarily agricultural-based surrounding communities include Johnstown, Berthoud, Windsor, Evans, LaSalle, Gilcrest and Platteville. Of these surrounding communities, Longmont serves as the largest employment center for Milliken residents, with eleven (11%) percent of all employed residents commuting to this location for work. This share is slightly higher than Greeley, with almost ten (10%) percent of Milliken employed residents. At 8.4, 8.1, and 7.2 percent, respectively, Fort Collins, Denver, and Loveland are the third, fourth, and fifth largest employment centers for Milliken residents. Fewer than two (2%) percent of Milliken residents both live and work in Milliken,

indicating its role as a bedroom community for the region. A large share of Milliken residents (40%) commute to locations elsewhere in Colorado with employment shares below two (2%) percent.

### POPULATION CHARACTERISTICS

Milliken has a relatively young population, with roughly fifty-six (56%) percent of all residents thirty (30) years of age or younger, as shown in Figure 4.2-1. Even more significant is that thirty-eight (38%) percent of the population is under twenty (20), indicating a high proportion of children in the community. Only sixteen (16%) percent of Milliken residents are over fifty (50) years of age.

among peer communities.

As of 2007, Milliken had a much higher share of owner-occupied housing (83 percent) than Weld County (67 percent) or the region as a whole (64 percent). Milliken also has a higher average household size (3.3 persons per household) than both Weld County (2.8) and the region (2.7). High homeownership rates and household size, combined with relatively low vacancy rates are representative of suburban or exurban communities where the housing market provides good value, and attract a high percentage of families with children.

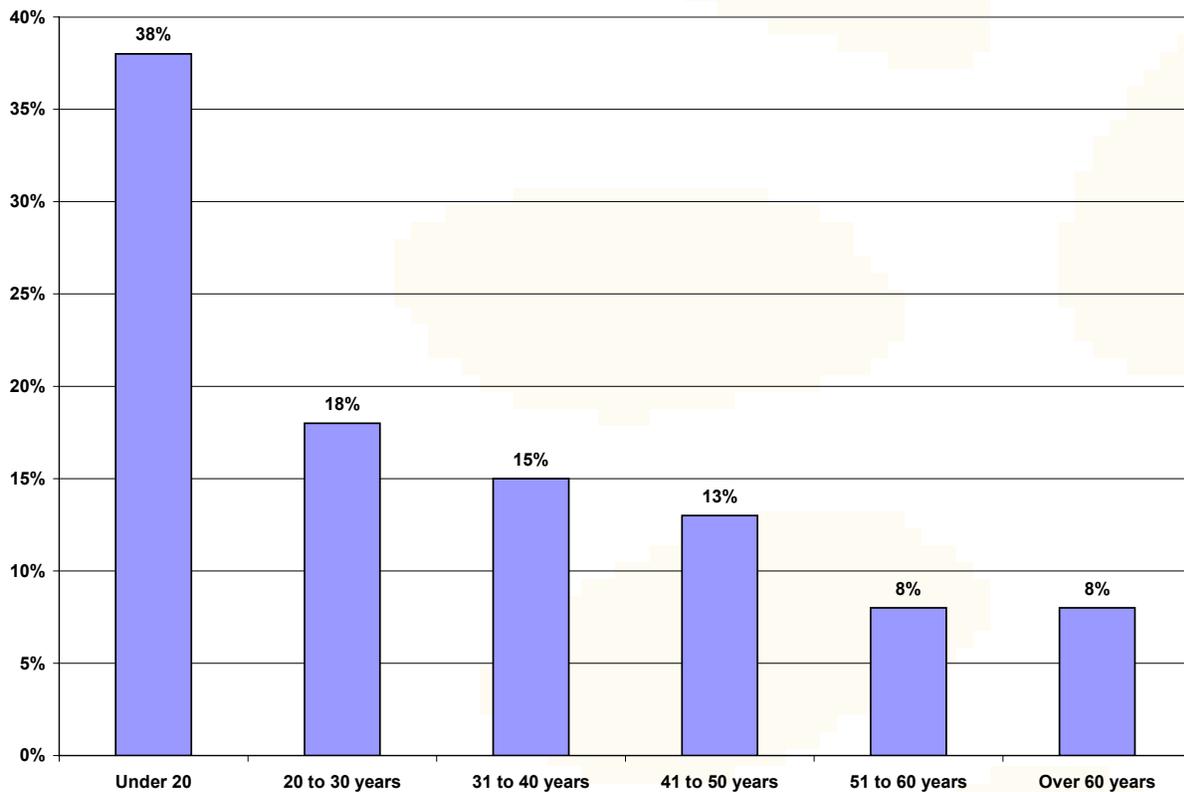


Figure 4.2-1. Town of Milliken Age Distribution, 2007

Milliken households are generally middle class. Roughly fifty-two (52%) percent of households earn between \$30,000 and \$75,000 annually. With a median household income of over \$54,000, Milliken is the fourth most affluent community among those compared in the region. When measuring mean average household income, Milliken was slightly less affluent, with an annual household income exceeding only Evans, Greeley, and Platteville. Per capita, Milliken residents earned incomes well below the county and the region. Only Evans had a lower per capita income

Despite its relatively small size, Milliken has experienced significant population growth over the last seven (7) years. The demographic analysis reveals that much of this growth was concentrated among relatively young middle-income households with children, seeking homeownership while commuting outside the community for employment.

## EMPLOYMENT

Based on Quarterly Census of Employment and Wages (QCEW) data compiled by the Colorado Department of Labor, employment in the Town of Milliken totaled roughly 915 workers in 2008. Between 2000 and 2008, Milliken's relatively small workforce experienced significant employment growth, adding almost 690 workers. This translates to an annual employment growth rate of almost nineteen (19%) percent. Construction and Manufacturing added the most workers during this time period, with 188 and 221 new jobs, respectively. Management of Companies added the third most jobs with 59. 2008 experienced a slight drop in employment from 2006. This is reflective of the downturn in the regional economic conditions, during the time of this Comprehensive Plan Update.

The largest industry in Milliken in terms of employment is Manufacturing with 243 workers, or 35 percent of the workforce. Construction is the second largest industry with 150 employees, or 22 percent of total jobs, followed by Arts, Entertainment and Recreation with 8 percent of the workforce.

There are a range of employers within Milliken. Hall Irwin, a Construction and Development Company, is the largest employer in the town with just under 250 employees. Best-Way Concrete, a concrete manufacturer, is the second largest employer with 160 employees. Thompson River Parks and Recreation and the Town of Milliken are the two largest public employers with 50 and 36 workers, respectively. A mix of Agriculture, Construction, and Trade businesses compose the remaining organizations in the top ten employment categories.



## HOUSING GROWTH

Housing projections anticipate that Milliken will likely increase its capture somewhere between 2.0 and 3.0 percent of regional growth in the long-term. A capture rate of 2.5 percent of regional growth results in over 3,800 new households through 2035, or 136 households annually as shown in Table 4.2-1. This represents an annual growth rate of just over 4.0 percent. A historical vacancy rate of 5.0 percent translates to roughly 4,000 new housing units through 2035, or 143 units annually. This is somewhat higher than historical residential permit activity (119 units annually). However it is anticipated that construction activity in Milliken will likely increase relative to historical trends as other communities in the region become constrained and growth in Larimer County shifts eastward. Actual growth is expected to begin below the estimated average in the near term and exceed the estimated average in later years.

Milliken has historically captured between 1.0 and 3.0 percent of regional growth. A capture rate of 1.0 percent of regional population growth results in just over 5,000 new residents in Milliken through 2035, or 180 residents annually.

Table 4.2-1. EPS Household Forecast, 2007-2035

Description	Factor	2007	2015	2025	2035	2007-2035		
						Total #	Annual #	Annual %
Households	2.5% Capture	1,835	2,722	4,118	5,650	3,815	136	4.1%
Housing Units	5.0% Vacancy	1,939	2,858	4,324	5,933	3,994	143	4.1%

Note: Based on a household size of 3.3. Source: DOLA, Economic & Planning Systems



## 4.3 LAND USE

### KEY ISSUES

Although each Plan Element is interdependent on the others, land use and community character concerns often dominated conversations in public meetings. This is indicative of deeply-felt values and a high degree of sensitivity among a wide spectrum of residents regarding the future. A predominant theme was maintaining the “small town” sense of livability and community character, yet with more amenities that improve quality of life. Closely related to this was maintaining the unique historical image of the Town, and fostering economic development that distinguishes it from surrounding communities within Weld and Larimer Counties.

Incorporation of continued agricultural production was described by many as a critical element in the community’s preferred land use pattern. Others called for support to existing commercial uses and provision of a grocery store and related services. Sustaining and re-energizing a pedestrian-oriented Downtown commercial area and encouraging a diversity of new employment opportunities were other key themes.

## 4.4 AGRICULTURAL LAND PRESERVATION

### KEY ISSUES

Weld County is one of the most agriculturally productive counties within Colorado and the nation. Despite periodic economic downturns, agriculture has remained a mainstay in the county since the end of World War II. By the mid 1970s, Weld County was ranked number one (1) in the state of Colorado for total crop value, building on a trend that had begun in the late 1950s. In 2009, The U.S. Department of Agriculture ranked Weld County as the 8th most productive county in the country based on the value of its farm and ranch products. Data released in February, 2009 show Weld County’s agricultural production with an annual market value of \$1.54 billion.

Unlike some of the other communities within Weld County that have converted substantial acreage within their jurisdiction to urban development, Milliken has retained much of the surrounding land in agricultural production, with crops primarily include corn, wheat, alfalfa and dry beans.

Significant agricultural land consists of the following subcategories: agricultural land of national importance; agricultural land of statewide importance, and agricultural land of local importance. These classifications are based on the Colorado Important Farmland Inventory, most recently published in 1997 by the Natural Resources Conservation Service, U.S. Department of Agriculture. A large percentage of agricultural lands within the Milliken area are designated as lands of national or statewide importance and represent some of the most fertile and productive land within Weld County. Weld County’s national role in organic agriculture production is also increasing. Organic crops are one of the fastest growing sectors of U.S. agriculture, with sustained growth of approximately twenty (20%) percent per year from 1990-2005. (Oberholtzer, et al. 2005).

A key issue for Milliken is how to continue viable agricultural uses in balance with new residential development, and employment and retail growth.

## 4.5 DOWNTOWN

### KEY ISSUES

The Town of Milliken has attempted to spur the revitalization of the Downtown area through a series of regulatory changes, capital improvements and financial incentives. Street improvements have been made along Broad Street that include curb neckdowns at cross-street intersections, planting of street trees between the sidewalk and the street, and installation of ornamental street lights. A Downtown Commercial Mixed-Use District was adopted in 2007 with zoning provisions that promote a range of residential, civic, and commercial/retail uses. Most recently, the Town has constructed a new Police headquarters building which incorporates design elements representative of the Town's vernacular architecture and energy-conserving site and building design features. Several downtown building exterior and site renovations have taken place through the assistance of "Project Pride" rehabilitation grants.



Downtown Milliken

While the improvements to Downtown Milliken have been well-received, the area still lacks the required critical mass of retail, restaurants and public activities that make for a vibrant place.

## 4.6 HOUSING

### KEY ISSUES

As stated in the land use section, there is overall concern about all types of growth in the community and its potential impact on current residents. There is a strong desire to maintain agricultural land and natural features and provide adequate recreational and related services for residents. Still, several common issues and themes emerged regarding housing:

- Additional housing choices to address the needs of first-time homebuyers, empty nesters and high-end homebuyers.
- Economic sustainability and diversity in housing types and pricing that are complementary. Achieving economic sustainability requires a sufficient number of housing units to support needed retail and services provided in the community. Variety in housing types and costs would support employee recruitment and retention and make Milliken more of a full-service community where citizens have the opportunity to live, work, shop and recreate in the area.
- Mixed-use land conservation developments that combine housing and cropland production with retail and/or commercial spaces. These developments are particularly appropriate for those areas with high-value agricultural lands.
- Mixed-income residential developments that would provide a mix of housing types and pricing within a project. In other words, variety in unit type(s), styles, pricing and tenure was seen as advantageous. Economic sustainability was identified as a key issue and diversity in housing types and pricing was noted as an important component of maintaining a strong economy. This included having housing that was affordable to living wage employees as well as having a sufficient number of residences in an area to support smaller retail uses that support a strong sense of neighborhood.

Residential growth is dependent on a number of variables, and the desires and growth strategies of Milliken will likely play a major role in determining actual growth in the future. The most significant variables are the creation of new jobs within Milliken and nearby communities, delivery of the right housing products and mix, and adequate services that contribute to a high quality of life.

## 4.7 PARKS, RECREATION, TRAILS AND OPEN SPACE

### KEY ISSUES

#### Parks, Recreation and Open Space

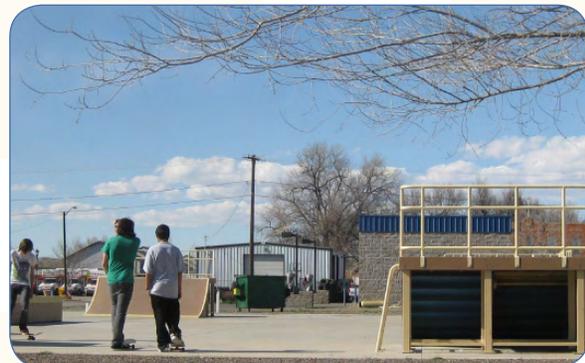
During 2002 and 2003 Milliken, Johnstown and the Thompson Rivers Parks and Recreation District partnered with Larimer County, Weld County, Weld County School District RE-5J, Colorado Division of Wildlife, Colorado Open Lands and Rocky Mountain Consultants, Inc. to prepare the Johnstown/Milliken Parks, Trails, Recreation and Open Space Master Plan. This plan sets forth goals, policies, strategies and standards for parks, trails and open space.

The Master Plan identifies general locations of future and existing parks, trails and open space in order to help the community plan for staffing, budgeting, acquisition, construction, and maintenance, as well as to avoid duplication of facilities.

During the public process it was acknowledged that open land and natural areas that contribute to Milliken's high quality of life should be protected for generations to come. These areas include water features (rivers, ponds, and ditches) and scenic views (rolling hills, river corridors, the Bluffs above the Thompson River drainage). Some of these areas are protected by virtue of their location within floodplains or the existence of steep slopes where construction is impractical, while others will be subject to development unless conservation easements are acquired or the land purchased as open space.

#### Trail System

The Johnstown/Milliken Parks, Trails, Recreation and Open Space Master Plan calls for the development of a trail system to create a recreational and commuting network for the Town that will also connect to regional trail systems. Currently, the trail system is in the planning phase; and while no segments of the planned trail system have been implemented, a number of parks and trails associated with private development projects have been built.



Milliken Skate park

## 4.8 ECONOMIC DEVELOPMENT

### KEY ISSUES

Planning for the development of future growth areas within a community requires an understanding of physical limitations and the regional and local market. The Market Analysis conducted by Economic & Planning Systems (EPS) and generally summarized herein, focused on identifying market opportunities within a representative project trade area. The following discussion defines factors used to delineate a trade area, defined as an area from which a project(s) or area will draw the majority of its residents (housing), patrons (retail) and employees (office and industrial).

Jobs generate demand for housing in a community. Conversely, in the case of Milliken where a large portion of employment is closely linked to development activity, housing generates employment growth. Historically, a large portion of Milliken residents have worked in other communities. However, as development activity has grown in Milliken over the last eight (8) years, more job opportunities have been created and the balance between jobs and housing (total employment/total households) has risen significantly. In 2000 the ratio of jobs to households was 0.37., as of 2008, this ratio nearly doubled to 0.73.

Despite the increase in jobs since 2000, a majority of Milliken residents will likely to continue to commute to other communities for employment in more diversified industries. However, with access to several rail lines and an abundance of open land, a number of opportunities exist to attract large manufacturing-based employment. In addition, as households grow, opportunities for more service-based jobs serving the immediate community will exist.

### COMMERCIAL MARKET OPPORTUNITIES

In order to identify potential development opportunities (given the area's competitive position and prevailing market conditions), supply and demand estimates were prepared for retail and other commercial land uses.

Retail market opportunities, or niche markets, emerging within the trade area for which Milliken could potentially capitalize on include: specialty retail (small-scale, neighborhood-serving retail); community center retail (often grocery store-anchored, with supporting stores in the categories of personal services, limited-service dining, hobbies, books, etc.); and, region-serving (general merchandise, home improvement, building materials, household furnishings and goods, etc.). The Town may be able to capitalize on



Entrance to Milliken

these retail market opportunities to create a regional destination venue for the community.

The actual location where these new or expanded retail operations occurs will be a function of several factors including availability of sites positioned to accommodate specific store formats; public policy and incentives which either encourage or restrict retail growth; creation of mixed-use centers within the planning areas which maintain higher densities of housing and which present a destination venue opportunity; and the provision of adequate infrastructure to support new growth.

### OFFICE MARKET OPPORTUNITIES

Office market opportunities, or niche markets, emerging for Milliken within the next twenty years are very limited. Future growth will likely be associated with flex office space which supports existing firms which are either expanding or relocating; Class B office space targeted to smaller, local service tenants such as doctors, accountants, realtors, insurance agents, lawyers; and live-work products featured in mixed-use environments. Office "incubator" space which supports local entrepreneurs is also an emerging niche in many mid-size communities and may present an opportunity.

### INDUSTRIAL MARKET OPPORTUNITIES

Industrial market opportunities, or niche markets, emerging for Milliken over the next twenty years include light industrial/flex space targeted to smaller tenants who may be serving larger companies within the region. Another opportunity includes light industrial and flex space serving local entrepreneurs looking to establish "start-up" enterprises. Sites located within the Enterprise Zone, and particularly those with direct rail access, should provide Milliken a competitive advantage compared to nearby communities. There is also an opportunity for larger industrial users given the Town's proximity to rail and major transportation corridors.

## 4.9 TOURISM

### KEY ISSUES

Historically, tourism has not played a role in Milliken's economy. To many, the community lies off the beaten path and isn't perceived to have distinguishing features and landmarks. People residing outside the area are generally not aware of Milliken's beautiful natural setting, breadth of historic resources, or other attributes that contribute to the richness of the community. To be successful, a tourism strategy needs to be developed that will promote Milliken's unique character, sense of place, and the preservation of local cultural and natural assets. Funding tourism promotion and programs while challenging should be a priority, especially due to the longterm economic benefits that can result.



Wildcat Mound Archeological Site

## 4.10 ENVIRONMENTAL SUSTAINABILITY AND RESOURCES

### KEY ISSUES

Environmental sustainability programs include actions to reduce the use of physical resources, recycling and reuse of materials, the use of renewable rather than depletable resources, and use of products without toxic materials. Milliken is challenged to find cost effective policies and systems that will address the issues of climate change and resource conservation.

## 4.11 TRANSPORTATION

### KEY ISSUES

The Milliken Transportation Plan was prepared by Felsburg Holt and Ullevig (FHU) in 2008, and serves as the framework for the transportation system in Milliken. It identifies the location of future arterials and collectors and sets standards for street improvements as the community grows.

### Existing Traffic Volumes

Traffic volumes through the Milliken area are quite low, with major intersections functioning well within acceptable Levels of Service (LOS). Congestion is limited to the morning and evening peak hour traffic. Consistent with the functional classification of streets within Milliken, higher traffic volumes are experienced on the expressways (US 34 and US 85) and the major arterial streets (SH 60, SH 257 and Two Rivers Parkway). SH 60 (referred to as Broad Street in Town) carries 6,400 to 6,900 vehicles per day (vpd). SH 257 carries 5,800 vpd immediately north of SH 60. Most of the County roads within the area carry fewer than 2,000 vpd, with the exception of Two Rivers Parkway (6,600 vpd) and Quentine Avenue immediately south of SH 60 (4,100 vpd).

### Truck Conflicts

One of the most significant transportation issues relates to cut-through truck traffic along Broad Street (SH 60). Approximately 500 trucks per day pass through Downtown Milliken. Truck traffic is at odds with the Town's desire to make downtown a vibrant center with adequate parking for downtown customers

and safe pedestrian connections. While the ultimate solution to the truck traffic problem may not occur for many years, short term options that make Broad Street less attractive for truck travel may help discourage trucks from using the downtown Milliken section of SH 60. Long term options involve significant expenses and would require the Town to take ownership and maintenance responsibilities of Broad Street/SH 60 through downtown. By taking ownership of Broad Street, the Town would be able to set weight limits on the roadway, thus minimizing truck travel through downtown.

### Transportation Improvement Constraints

The Milliken planning area has a number of constraints that create potential obstacles for future roadway improvements. In some cases, the constraints may prevent certain improvements. The residences and businesses along Broad Street (SH 60) through downtown Milliken are located close to the road, eliminating the possibility of widening this section of SH 60 to four lanes. This constraint is recognized in the SH 60 Environmental Overview Study done by CDOT in 2007, and no widening is anticipated by CDOT. The three rivers (the South Platte River, the Big Thompson River, and the Little Thompson River) that flow through the Milliken planning area, and the adjacent flood plains, create obstacles for roadway connectivity in the area. Likewise, the Union Pacific Railroad and Great Western Railway lines that extend through the study area act as barriers between various sections of the planning area. Any new railroad



Truck traffic on Broad Street

crossings would likely require grade separation; grade separations with the railroad and bridges over the rivers result in significant cost for roadway improvements. Gravel pits are currently being mined in the southern portion of Milliken; ultimately these gravel pits will be reclaimed as parks with reservoirs, which could present obstacles for future roadway improvements.

### Needed Transportation Connections

Corridors have been identified as potential future roadway connections. Based on public input and the initial travel demand modeling results, the primary goal in evaluating these corridor alternatives is to find a combination of improvements that provide:

- An alternative truck route to minimize truck traffic through downtown.
- Connectivity of the roadway system across the South Platte, Big Thompson, and Little Thompson Rivers as well as the UPRR and Great Western Railroad.
- An alternative entrance into Milliken for future growth areas to the north and southeast of the existing community.

There are advantages and disadvantages to each of the corridor alternatives with respect to capital expenditures, right-of-way acquisition, impact to significant natural features and farmland, and overall changes to community character.

Based on the evaluation of these corridor improvement alternatives two (2) have been deemed appropriate for inclusion in the long range roadway plan: the diagonal connection, and the CR 42 southern connection. The combination of these three alternatives best achieves the goals of relieving Broad Street, providing an alternative truck route, providing roadway connectivity and providing an alternative entrance into Milliken.

### Transit

Presently there is limited transit service in the Milliken area. The only existing transit service is provided by the Minibus program operated by the Weld County Human Services Department. The County operates various transportation services between the many small towns in the county and Greeley, with a focus on serving the transit dependent and elderly populations. Both general public service and specialized programs are provided, including employment services, Migrant Head Start, Head Start, senior

nutrition, and a summer youth program.

The Johnstown, Milliken, and Windsor Short Range Transit Plan was completed in November 2006. The plan includes a recommendation for implementation of fixed-route transit service connecting Johnstown/Milliken/Windsor to Greeley, Loveland, and Fort Collins. These three (3) communities have been working with Weld County and have agreed to share the financial burden for acquisition of vehicles and operational costs for the proposed service. The three (3) communities working with Weld County will be seeking grant funding for this service.

## 4.12 CULTURAL RESOURCES AND LANDMARKS

### KEY ISSUES

Milliken has a diverse population and a rich cultural heritage and history. Evidence of this can be seen throughout the community and in annual community events, like Beef and Bean Day, the Festival of Lights and Milliken Madness. The citizens want to preserve and celebrate their ethnic diversity and agricultural and railroad roots.



Milliken Beef and Bean Day Celebration

## 4.13 COMMUNITY SERVICES AND UTILITIES

### KEY ISSUES

#### Fire Protection

The Milliken Fire Protection District serves the Town of Milliken and adjacent unincorporated properties within the Milliken Urban Growth Area (UGA). The District is approximately 38 square miles with an estimated population of 7,000 to 8,000 residents. The district currently has six career firefighter staff members and 44 volunteers. Milliken Fire Protection District currently operates out of two fire stations.

The southeastern portion of the Town's UGA (south of the South Platte River) is served by the Platteville/Gilcrest Fire Protection District.

#### Schools

Existing schools in Milliken include two (2) elementary schools (Milliken Elementary and Knowledge Quest Academy) and one (1) middle school (Milliken Middle School). The Town's relationship with the Weld RE-5J School District is addressed in this Plan Element. A projected future increase in enrollment leading to additional elementary schools and the possible creation of a high school are issues to be addressed in a future plan.

#### Utilities

The Town's utilities are comprised of the stormwater, sanitary sewer or wastewater, and water distribution systems that collectively provide the Town with drainage conveyance for water run-off, drinking water and wastewater disposal and treatment, all operated under the Public Works Department.

The public process identified very few concerns with utilities. In general, most people wanted to ensure the adequate provision of utilities and water supply for future needs. Each utility is described in further detail below.

#### Water Supply and Distribution

Currently, Central Weld County Water District (CWCWD), the City of Greeley, and the Town's water treatment plant provide treated water to the Town. Each source varies significantly with respect to total volume, rate, metered connection location, rate structure, water quality, available pressure, cost and restrictions. To best meet their ultimate needs, the Town must decide how to obtain the necessary raw produce or obtain treated water, and how to effectively manage

any restrictions associated with each water provider.

Although Milliken has a wide range of raw water sources, the ultimate build out of the Town requires a substantial amount of additional raw water rights. Considering that a finite supply of raw water exists for northern Colorado, Milliken will need to obtain additional raw water rights to accommodate future growth. Untapped raw water sources for future domestic use may include the purchase of additional ditch shares, existing well production on future development land, acquiring shares of the Windy Gap Project located west of Granby, CO, and the reallocation of agricultural water for domestic use.

The Town currently relies on a single 10-inch and 16-inch diameter north-south transmission main for water delivery from three main water sources, the City of Greeley, Central Weld County Water District, and the Town's water treatment facility. From this single spine, water feeds east and west through 8, 10, and 12-inch distribution mains to smaller distribution systems often ending in dead ends. This lack of an adequately looped system is a key weakness in the configuration to accommodate future expansion. Most notably, if the Town continues to expand east/west from the existing north-south transmission spine, the infrastructure will soon reach the practical service limit. Without additional improvements, new development further away from the existing transmission main will experience reduced system reliability as a result of a constriction of flow through the existing distribution lines.



Irrigation Ditch

#### Sanitary Sewer/Wastewater

Steep hillsides and other natural and manmade physical features within the urban growth area create a variety of obstacles that make sanitary sewer main construction difficult thus increasing the cost and complexity of installation. these obstacles include rivers,

ditches, railroads, and the bluffs on the north side of Town. Three (3) ditches cross the Town's (UGA), the Hillsboro Ditch, the Greeley and Loveland Irrigation Canal (GLIC), and the Big Thompson and Platte Ditch. Crossing ditches with sewer typically require special construction techniques, permitting and phasing. The railroad has many of the same issues as ditch crossings. Crossing railways typically require boring a steel casing for the subsequent installation of a sewer carrier pipe. In addition, railways are notorious for their long and detailed permitting process.

### Sanitary Sewer/Wastewater

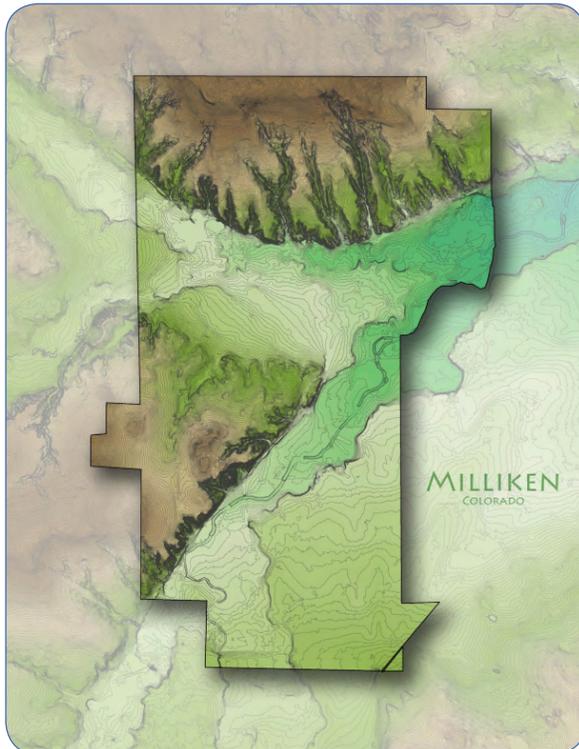
Steep hillsides and other natural and manmade physical features within the urban growth area contain a variety of obstacles that make sanitary sewer main construction difficult thus increasing the cost and complexity of installation. These obstacles include rivers, ditches, railroads, and the bluffs on the north side of Town. Three ditches cross the Town's Urban Growth Area (UGA), the Hillsboro Ditch, the Greeley and Loveland Irrigation Canal (GLIC), and the Big Thompson and Platte Ditch. Crossing ditches with sewers typically require special construction techniques, permitting, and phasing. The railroad has many of the same issues as ditch crossings. Crossing railways typically require boring a steel casing for the subsequent installation of a sewer carrier pipe. In addition, railways are notorious for their long and detailed permitting process.

# 5.0 Purpose and Plan Formation

## 5.1 PURPOSE OF THE ENVISION MILLIKEN PLAN

The Envision Milliken Plan (the Plan) establishes an urban development strategy and policies to guide the future growth and development of the community over the next two decades. The Plan assesses existing conditions and trends, and provides recommendations for the use and development of land, the extension and improvement of services and infrastructure, the development of community facilities, the provision of housing, the expansion of the Town's economic base, the provision of recreation and tourism opportunities, and the protection of natural resources.

The Plan has a long-range perspective and, as such, is one of the primary tools used by Planning Commission, the Board of Trustees and Town Staff in making decisions that affect the future of the community.



## 5.2 WHY DOES THE COMPREHENSIVE PLAN NEED TO BE UPDATED?

The Town's original Comprehensive Plan was developed in 1998 by Design Workshop when the Town had fewer than 1,800 residents. The Plan was subsequently updated in 2002 by Tetra Tech RMC in response to a significant influx of new residents, most who reside south and east of the downtown within the 2,500 acre Centennial Master Plan area.

While the past comprehensive plan efforts yielded important conclusions about the community's desire to retain its "small town character", it did not complete the picture by addressing fiscal impacts to future growth. These important relationships between revenue, expenditure, and land use have been evaluated as a major component of the latest Plan, ensuring that future growth can be sustained.

Milliken is no longer a community insulated from its neighbors and the Colorado Front Range. As other communities in Weld and Larimer County have grown rapidly, Milliken has become part of a much larger region. Many of the issues are the same - where to grow and how much, attainable housing options, transportation for workers and residents, how to enhance and maintain the Town's character - but the environment in which the Town functions today is considerably more complex, and the number and scale of the entities that affect the future of the Town more numerous.

Major shifts in national and regional policy also call us to re-examine the Plan. A new dialogue has begun about "sustainability", i.e.-how impacts of our current resource use does not negatively affect the resource needs of future generations. In response, the Plan adds a focus on local food production, energy conservation, "green building" practices, re-use and resource preservation.

Lastly, the Plan has measured the fiscal impacts to future growth under three possible growth scenarios;

Agrarian, Small Town (limited growth) and Employment Based on these conclusions, come up with the most balanced land use pattern relative to Town revenues and expenditures. This new fiscal model will be applied to future proposed development so that the Town makes responsible fiscal decisions as the area grows over time.

### 5.3 WHAT KIND OF INFORMATION IS FOUND IN A COMPREHENSIVE PLAN?

The focus of the Envision Milliken Plan is to establish principles and policies that will provide the framework for ongoing community planning activities, and for the wide array of other adopted Town planning documents whose detailed recommendations and regulations will expand upon and supplement the more general recommendations in the Plan. These policies direct future decisions towards the implementation of the vision statement and the preservation of vital community attributes and service levels. The following Plan Elements are consistent with the provisions of the State of Colorado Statutes (Title 31, Article 23) relating to “Comprehensive” or “Master” plans.

The Plan focuses on eleven primary Elements:

1. Land Use
2. Agricultural Land Preservation
3. Downtown
4. Housing
5. Parks, Recreation, Trails and Open Space
6. Economic Development
7. Tourism
8. Environmental Sustainability and Resources
9. Transportation
10. Cultural Resources and Landmarks
11. Community Services and Utilities

#### LAND USE

The land use element sets the stage by guiding the use, location, intensity, scale and “look” of future development before and during development proposals review. Land use composition is vital in achieving the greater vision of the Town while providing the opportunity for existing and future residents to live, work and recreate. This mosaic of land uses should provide a greater range of housing opportunities, support future multi-modal transportation opportunities, ensure vibrant commercial and employment environments and maintain or enhance level of service standards to the residents of Milliken.



#### AGRICULTURAL LAND PRESERVATION

Milliken’s small town character and sense of place is largely due to the area’s rich agricultural heritage, lands and operations. Through the agricultural land preservation element, the Town continues to support agricultural operations and associated industry through its economic policies and regulatory framework.

#### DOWNTOWN

Downtown Milliken is a special asset to the community. As such, it should be preserved, protected and enhanced to take advantage of the cherished qualities of small agricultural towns in our region. The Downtown truly has the potential to give Milliken a competitive economic advantage to retaining and attracting businesses and a talented workforce.

#### HOUSING

The single-family detached housing unit constitutes a large percentage of the existing housing stock in Milliken. While there were potential concerns expressed during the Comprehensive Plan workshops about all types of growth in the community and associated impacts on current residents, several common issues and themes emerged regarding housing. There is a public awareness that demographics in Milliken are changing, yet the types of housing choices that are available in the community are not responding to this change. This is particularly true for empty nesters and families without children. These groups are typically looking for smaller and lower-maintenance homes – few products of this type are available in the community. The Town has the opportunity to integrate housing products of different types and densities, as well as ensure that new neighborhoods retain the qualities that citizens think are most important.



Trail connectivity

### PARKS, RECREATION, TRAILS AND OPEN SPACE

Beyond the agricultural operations that help to define Milliken's character are hillsides, drainageways and riparian areas with great aesthetic and ecological value. These open space areas are undoubtedly a key ingredient in Milliken's identity. The urban shaping, accomplished through open space and the high level of connectivity established by the Town's master planned parks and trails system, provides unique assets to residents of the Town. Opportunities to expand these amenities as well as buffering from and connectivity with adjoining jurisdictions through intergovernmental cooperation are encouraged in the Plan.

Particular policies address the need to provide formalized activities for families and area youth, including a community recreation center and enhanced skateboard park.

### ECONOMIC DEVELOPMENT

One of the most important roles government has in economic development is ensuring that there is an adequate supply of development-ready land (land that is appropriately zoned and with existing utilities and services) and buildings to accommodate the needs of business and industry.

The Town must ensure that that the physical infrastructure of the community, including telecommunications facilities, the transportation network, sewers, and water mains, supports the economic development goals of the community. The Town has a role either as a direct provider of the infrastructure or as regulator and user of services.

### TOURISM

The Tourism element attempts to capitalize on three growing trends in the national tourism economy: agritourism, cultural heritage tourism, and outdoor recreation.

Agritourism is the practice of attracting visitors and travelers to agricultural areas, generally for educational and recreational purposes. This rise in agritourism is, in part, due to support from the farm and ranch community as well as the public. Due to economic hardships and changes in the farming and livestock industries, many farmers - especially those with small, family-owned farms - are seeking ways to supplement their agricultural income. Likewise, as the distance between the production and consumption of agricultural products grows, interest has increased in how crops and livestock are raised. People want to reconnect with the agricultural practices of the past.

Milliken also has the opportunity to capitalize on society's desire to experience the places and activities that authentically represent the stories and people of the past and present. The Town can capitalize on those irreplaceable historic and cultural resources, including historical sites, ancient burial grounds and architecturally significant buildings as another economic generator.

Many great recreation activities associated with outdoor, natural or semi-natural settings can be found in Milliken, particularly bicycling, fishing, hiking, and horseback riding.

### ENVIRONMENTAL SUSTAINABILITY AND RESOURCES

This Plan element recognizes the finite nature of many of earth's resources. It introduces the concept of sustainability defined as the management of our environment so that current resource use does not negatively affect the resource needs of future generations. The policies focus on energy conservation, "green building" practices, re-use and preservation.

### TRANSPORTATION

Preservation of community character and identity often turns into a discussion of traffic impacts. The Town of Milliken is fortunate to be located in proximity to a full hierarchy of roadway systems and relatively good access to major roadways leading to Denver and other major Front Range cities. A full range of transportation policies addresses multi-modal opportunities and design elements of major arterial roadways. The policies are intended to enhance those found in the adopted Milliken Transportation Master Plan.

### CULTURAL RESOURCES AND LANDMARKS

The Cultural Resources and Landmarks element attempts to address the richness in the Commu-



nity's cultural resources. The preservation of cultural, historic, and archaeological resources is one of many factors that can have a positive impact on a community's quality of life, visual appeal, tourism potential, downtown and neighborhood revitalization and future economic development opportunities. The preservation and protection of historic buildings, districts, sites and landscapes play an important part in maintaining and developing an appealing sense of place and promoting the community's pride in its heritage.

#### COMMUNITY SERVICES AND UTILITIES

This element addresses a wide range of governmental services, such as maintaining the high standards of public safety and crime prevention in the Town. Service capacities of Town utilities are evaluated in this element, as well as being an important component to the land use element. Water reuse projects, acquisition of water rights and recognition of master water and wastewater plans are discussed as well.

#### FISCAL ANALYSIS

The Town of Milliken has used a fiscal analysis to evaluate land use decisions as part of this plan. The fiscal analysis model assigns a cost index to each land use providing a measure to evaluate the impact of various land uses on each department or service provider. The fiscal analysis provides a reference point in understanding the current expenditures by each service to support the current level of service provided to current residents of the Town and estimate the additional increment of cost associated with future growth. Fiscal analysis is one important tool in understanding how future land uses, location and timing of development can impact service levels to current and future resi-

dents and business owners within the Town.

## 5.4 RELEVANT PLANS INCORPORATED BY REFERENCE

While the Envision Milliken Plan covers a broad range of topics, it does not provide the specific level of detail for all topics, issues, or geographic areas within Milliken. The Plan is therefore intended to be used in conjunction with several other concurrent plans and studies, both regulatory and functional as outlined below, and incorporates by reference all other Town master plans and studies.

It is intended that the Plan and each of these concurrent plans and studies work in a cohesive and supportive fashion. It is the goal of the Town to resolve conflicts between its regulatory documents, such as the Subdivision and Land Use ordinances set forth in the Milliken Municipal Code and the Envision Milliken Plan. As conflicts are identified they will be resolved in a reasonably timely fashion by amendment of either the regulatory documents or the Plan. Relevant plans and studies incorporated by reference are summarized below. All existing plans are available through the Community Development Department.

#### MILLIKEN TRANSPORTATION MASTER PLAN (2008)

This plan identifies projected transportation needs and improvements over the next 20 years. The Plan specifically identifies roadway improvements, roundabouts/traffic signals, and alternate mode (transit, bicycle and pedestrian) improvements.

#### MILLIKEN/JOHNSTOWN PARKS, TRAILS, RECREATION AND OPEN SPACE MASTER PLAN (2003)

This plan was intended to guide the planning, acquisition, development and administration of parks and recreational services as well as establish goals, policies, strategies and standards for parks, trails and open space. The Master Plan identifies general locations of future and existing parks, trails, and open space in order to help the community plan for staffing, acquisition, construction, and maintenance and avoid duplicating facilities.

### JOHNSTOWN, MILLIKEN & WINDSOR SHORT-RANGE TRANSIT PLAN (2006)

A transit plan was developed showing how Milliken fits into a regional transit service system to each of the nearby larger cities of Greeley, Fort Collins, and Loveland. The preferred plan was developed through evaluation of the existing land use, travel patterns and input from citizens.

## 5.5 PLANNING PROCESS AND PUBLIC INVOLVEMENT

The process of drafting the Plan, as well as preparing amendments to the Plan, represents the results of the collaborative efforts of community residents, business owners and operators, public and private organizations in the Town, as well as the Board of Trustees, Planning Commission, the Town's consulting team and Town Staff. The drafting of the Plan in 2008 – 2009 followed a three-phase process of inventory, analysis and refinement. Per the Town Board of Trustees' directive, Comprehensive Plan activities were conducted to involve the public to the greatest extent feasible in order to assure public participation and enhance public accountability throughout the three phases.

The Plan was updated from December 2008 to November 2009 through a 12-month process. During that time, the citizens of Milliken participated in a community-based planning process to determine the future direction of their community.

Throughout the process, citizens were invited to answer the questions:

- “What is your vision for the community?”
- “What should be the type, character, location, and timing of new growth?”
- “What are economic opportunities the Town should pursue?”

### KICKOFF EVENT (DECEMBER 5, 2008)

The public phase of the Comprehensive Planning process began with an introductory kickoff event held December 5, 2008 at the Milliken Elementary School during the annual Festival of Lights Celebration. The primary purpose of the display booth, visited by about 150 citizens, was to introduce the project, explain the essential characteristics of a comprehensive plan, and understand the community's desired future. The event format provided citizens and, particularly, area youth, opportunities to comment about what was especially valued about Milliken, what should be improved, and to offer suggestions regarding Milliken's future. This was the first step in identification of the key issues that should be addressed in the Comprehensive Plan.



Child's drawing: "What is your vision for the community?"

### STAKEHOLDER INTERVIEWS (MARCH 5 & 6, 2009)

More than 25 key community individuals were interviewed over two days in a series of Stakeholder Meetings. These interviews helped define the issues and opportunities that should be addressed in Envision Milliken, as well as how the Town's many interests could most effectively be involved as the public process moved forward.

Stakeholder interviews were held at Milliken Town Hall on March 5 and 6, 2009. Participation came from a wide variety of groups, including:

- Private landowners
- Community Development staff
- Public Works staff
- Northern Colorado Economic Development Department
- Federal Emergency Management Agency (FEMA)
- Colorado Water Conservation Board
- Central Colorado Water Conservancy District
- Upstate Colorado Economic Development
- Milliken Business Association
- Colorado Community Bank
- Johnstown-Milliken Chamber of Commerce
- Finance Director

- Mayor and Mayor Pro-tem
- Area Farmers
- Colorado Department of Transportation
- Fire Protection District

A few key questions spurred many of the discussions that took place during stakeholder interviews, including:

#### *Economic Development*

- What kinds of new industry should Milliken seek to attract? Where should it be located?
- Should Milliken give incentives to new industries?
- What kinds of commercial developments should Milliken encourage? Where should it be located?
- What incentives, if any, are appropriate to spur new development and redevelopment in the Downtown area?
- What sets Milliken apart from competing communities?
- Does the Town's proximity to the South Platte and Thompson Rivers, its historic character, and its potential for large, preserved open spaces give it an economic advantage over other towns in Weld County? Should these elements be a significant part of an economic development strategy for the Town?

#### *Water & Irrigation*

- What water system improvements are needed?
- What irrigation improvements are needed? How can the needs of ditch companies and users be accommodated in light of the Town's future urban development?

#### *Transportation*

- What needs to be done to improve Milliken's road system?
- How can the negative impacts of truck traffic be minimized?
- Does Milliken need to do more to improve pedestrian and bicycle transportation?
- What should be done to improve walking routes to schools?

- Is there an opportunity for transit to be incorporated into the community?
- How can the railroad lines be a community asset?
- Should the Town take control and ownership of Hwy 60 from CDOT? And when?

#### *Drainage & Floodplain*

- What storm drainage improvements are needed?
- When will the updated FEMA maps be available?

#### *Sewer*

- What needs to be done to improve the sewer system?

#### *Emergency Response*

- What should be the community's response standard for fire, police and emergency medical services?
- What are barriers to providing services within the town/district?

#### *Housing*

- Should Milliken continue to emphasize a wide variety of housing types from mobile homes to apartments to single-family housing? Are there particular location requirements for each type of housing?
- Should more emphasis be placed on energy efficient housing?
- How should Milliken encourage affordable housing?
- What is a realistic assessment of the existing housing market? When the housing market makes a stronger return, what are the likely trends in price point and product type?
- Should there be architectural design themes or elements that define Milliken?
- How important are historic buildings and sites to the Town of Milliken? What mechanisms can be put in place to preserve the community's heritage?

#### *Ranching, Open Space and Federal Lands*

- Should Milliken plan for open space within the Town limits and where?
- Is a physical separation necessary or desirable between Milliken and surrounding communities?
- What is Milliken's role in supporting agriculture and ranching?



Public workshops give the opportunity for input

- What should be done to protect prime farm land within and surrounding Milliken?
- Should conservation easements and conservation trusts be used to preserve open space in Milliken and its growth area?

#### *Land Use and Growth Patterns -General*

- Where should new growth occur? Should the Town consider changes to the growth boundary?
- How much public investment emphasis should be placed on creation of new neighborhoods and commercial areas versus reinvestment in the existing downtown and original neighborhoods?
- How do you characterize Milliken now? What will its character be in the future?

Overwhelmingly, stakeholder's recognized the importance of maintaining the qualities that make Milliken a special place for citizens and visitors.

#### **VISIONING WORKSHOPS (APRIL 30 AND MAY 1)**

The stakeholder meetings were followed by two (2) workshops with similar formats held at two locations throughout the community. The local meetings were designed to provide residents with an atmosphere where they felt comfortable providing their input regarding a vision for the Town's future and implementation ideas. All materials were presented in English and Spanish and an interpreter was available to interact with Spanish-speaking residents.

#### **PUBLIC WORKSHOP #1**

On April 30, approximately thirty five (35) members of the Milliken community took part in first the Envision Milliken Plan public workshop held at the Milliken Middle School. The workshop included five segments: overview presentation, open house,

electronic polling, preference survey, and opportunities and constraints; the format allowed participants to enjoy a free spaghetti dinner prior to the start of the meeting. The workshop began with an overview of the Plan purpose and public process, as well as a summary of what was heard during the stakeholder interviews. Participants were then asked to critique the vision outlined in the existing Milliken Comprehensive Plan and to rate policy and vision statements with respect to community character, parks and recreation, economic opportunities, community facilities, cultural resources, transportation, and housing & neighborhoods. For certain elements, photographs and illustrations of various design and character choices were shown. Attendees gave their support for idea statements or illustrations by placing green dots beside them and writing comments. An electronic poll was then conducted, allowing participants to see instantaneous results to a series of questions posed by the moderator. Lastly, residents were asked to identify key community opportunities and constraints within the entire Milliken Urban Growth Area and the Downtown.

### PUBLIC WORKSHOP #2

A second public workshop was held at the Milliken Presbyterian Church on May 1. Approximately twenty five (25) community members attended. The workshop was conducted with the same format as the previous workshop.

### Summary

The public workshops provided insightful information about their expressed vision for the future, which assumptions and conclusions are still valid, and which elements need to be looked into further. Many of the comments stemmed from local knowledge about particular sites or issues that were used to help refine the plan.

### VISIONING PACKETS "TO-GO"

Text and images shared at the public workshops were reformatted into 8 ½ x 11 inch packets that could readily be distributed to members of the public that were unable to attend the Visioning workshops. Two versions of the vision packets were created: one printed in English and the other in Spanish. Copies of the packet were distributed to all elementary age school children within their "Friday folder". The packet was made available for download from the project website and copies were distributed by the Community

Planning staff to interested parties.



[www.envisionmilliken.com](http://www.envisionmilliken.com)

### PROJECT WEBSITE

An Envision Milliken web page was set up in early 2009 to share information and obtain input throughout the planning process. The site included a description of the Comprehensive Plan and the process for developing it; background information; a community survey, draft chapters of the Comprehensive Plan for review and comment by the public; a schedule of upcoming events; and information about ways the public can become involved in the planning process. Key components of the website text were provided in Spanish, as well as in English.

### BEEF & BEAN DAY BOOTH (AUGUST 8, 2009)

A display booth was setup during Beef & Bean Day highlighting the Plan. The booth included a Power-Point presentation to the public, projected on a large scale high definition screen, outlining the "big ideas" generated to that point in the public process. Copies of the Visioning Packets were distributed to the public as well as additional information about the Envision Milliken website.



Beef & Bean Day

## 5.6 COMMUNITY VISION

In order to provide the finishing touches to the visioning process and to better translate the community vision into plans and regulations, the existing vision statement, initially crafted during the initial Comprehensive Plan in 1998 and subsequently revised in 2004, is again being updated based on stated values of the community.

The Vision statement communicates a compelling vision of the future, is critical to implementing strategy, and answers the question, “What will success look like in the effective implementation of the Envision Milliken Plan?”

Success of this plan meeting the communities vision would look like:

*Milliken is peaceful, quiet and safe. Citizens know, respect and care for each other and there is a general concern for the community as a whole. Through their collective efforts and strong leadership, Milliken residents have maintained and built upon the community's high quality of life.*

### COMMUNITY

*Milliken is a wonderful place to raise a family. Residents represent a broad diversity of people in terms of age, income, interests and activities. Special attention is given to the youth and seniors of the community. The mix of housing reflects the residents' diversity. There are single-family homes, row houses, small clusters of multifamily units and apartments, terraced town homes, senior housing and some manufactured homes. All accommodate a variety of lifestyles and income levels.*

*Passing through the preserved open space buffer encircling Town, people are greeted with an inviting gateway at each entrance. Trees abound, properties are well maintained, clean and landscaped. Buildings, structures and signs are well designed and fit with their surroundings. The north and west entries also have an open space feel, that includes rural subdivisions, agricultural land and permanent open space, parks and trails.*

*Milliken is a haven from the nearby urban areas of Greeley, Loveland, Longmont and Denver. However, the urban amenities, jobs, and variety of retail goods and services these communities offer are readily accessible by automobile and convenient public transit.*

*Many Milliken residents work in local businesses. It is great that people can work and live in the same community. Primary employers include retail and service businesses*



Example of medium-density housing

*that serve local residents and visitors to the community. These businesses are found primarily in the downtown area, and in other areas designed for commercial uses. Residents can go to the new mid-size grocery store for bread, milk and other quality foods and go to the surrounding cities for their “big” shopping. Many people telecommute or have home occupations that do not negatively impact their neighbors.*

### COMMUNITY CULTURE

*Milliken's western heritage is highly evident. Many historic buildings, such as the Daniel's School, have been preserved and restored. Although the feedlots are gone, a community-run farm educates people about life on the farm. Prime agricultural lands within the community have been protected and provide both economic and scenic contributions.*

### HOUSING

*Every neighborhood is unique and has pedestrian linkages and access to parks, school sites and other public facilities; downtown; commercial areas; and the Milliken trail system. The trailer court at the west edge of town has been replaced with attractive new uses. Its residents have relocated to areas offering better access to recreation and public services. Educational opportunities for all ages are provided in many of the parks and public facilities throughout the community.*

*New residential developments reflect the diversity of existing neighborhoods and incorporate a variety of housing styles and types. There are pocket parks in every neighborhood. There are no large-scale, “cookie-cutter” developments. Affordable housing is dispersed among the mixture, and doesn't create a neighborhood stigma by being collected into discreet locations. Homes in poor condition have been renovated to improve their character and value.*



#### Live-work units

*New development pays for its proportionate share of infrastructure costs and required services. There is adequate capacity in water and wastewater facilities prior to approval of new development. Water storage needs have been achieved without causing unnecessary negative visual impact.*

#### ECONOMIC DEVELOPMENT

*Downtown is a focal point of activity. This vibrant center extends out from Broad Street to include the Little Thompson River drainage to the north and Elm Street to the south. These new commercial areas complement the adjacent historic residential areas. Small shops line the streets. Trees, flowers, benches, tables and street lamps create a wonderful pedestrian realm where residents and visitors love to linger. All storefronts are occupied. Buildings are well maintained and look attractive. Infill lots have been developed with new buildings that maintain the existing historic character. The new greenway along the Little Thompson is like a linear park, providing green space that supports passive and active recreation and a great community gathering space. There is an interesting mix of locally owned and operated stores. Favorites include the fly rod shop, coffee shop, natural food store, bookstore and hobby shop. Art galleries, antique stores and renowned restaurants add to the attraction. There is a bike rental shop for visitors who wish to take to the trails.*

*Downtown entices visitors to the community making Milliken a true destination, rather than a place people pass through. New overnight accommodations, including bed and breakfast inns, enable visitors to stay and*



*explore Milliken and its surrounding recreation areas. Visitors may choose to attend the Farmer's Market, a music festival, art exhibit or other special event, or just get away from the city.*

*A discreet parking structure serves both commuters and downtown shoppers, helping to minimize the visual effect of cars. A downtown plaza forms the heart of downtown and has become a major community gathering place and location for community events. There are also small office and light industrial uses, research firms and a variety of cottage industries.*

*These uses are developed following design standards that ensure compatibility with the character of the community. The architectural styles used for new businesses provide interesting, high-quality buildings while maintaining the small town charm of Milliken.*

#### ENVIRONMENT

*The natural environment, the town's most distinguishing feature, has been preserved and integrated into all aspects of community life. Milliken's tremendous open space resources provide clean water and air, beautiful scenery, wildlife habitat, and economic opportunities. They also help reinforce Milliken's identity and offer recreational opportunities for residents and visitors alike. Nature lovers come from many places to enjoy the beauty of the river bottoms and the plant and animal life. People can run, walk, skate or ride along Milliken's extensive trail network and explore its open lands and learn about its wildlife, history and agricultural heritage.*

*Just west of Town, between Milliken and Johnstown, is an open space area that serves to help define Milliken and Johnstown as standalone communities with separate identities.*

*Through intergovernmental agreements, Milliken has fostered a spirit of cooperation with its neighbors.*

*New developments are built in harmony with the natural environment and take into consideration the physical constraints of the site, as well as aesthetic and ecological values of the land. Steep hillsides, drainage ways and riparian areas are protected.*

### **PARKS AND RECREATION**

*The Thompson River corridor serves as the main artery for the Town's fabulous biking and walking trail system. This system extends from outside of Town and throughout the community, connecting open space and recreation areas, schools, public facilities, neighborhoods, commercial areas and downtown. Along Highway 60 there are several safe pedestrian crossings that link the north and south sides of Town linear park, and a trail system that connects to Johnstown occupies the floodways along both the Big and Little Thompson Rivers. This park and trail system joins a similar network of recreation and open space areas along the South Platte River. The bluffs north of the Big Thompson River are free of visual intrusions. Hikers can enjoy a grand overlook of the bustling community. The southern hills are linked to town by trails that follow natural drainages and canals. The summit – Wildcat Mound – is protected from development, and the public has access to this regional landmark. Cluster type development at the perimeter of the community is low density and rural, and helps preserve the Town's unique identity and character.*

*Milliken's economic vitality has been achieved by allowing appropriate new development, enhancing the community as a visitor destination, and encouraging small local business. The strong economy, combined with creative funding strategies, has enabled the Town to invest in a number of desired amenities. There is a new recreation center, swimming pool, and library.*

### **EDUCATION**

*In the southeast part of town, there is a new elementary school. This complements the local middle school, which has undergone upgrades over the years to remain state-of-the-art. A new high school has been located on the west edge of town to serve the growing number of local students. All of these schools are vitally important to the Town. They are essential to educating our youth, sustaining our families, and creating a sense of community.*

*Overall, Milliken is a wonderful place to call home, with an unsurpassed quality of life.*

## **5.7 DRAFT ENVISION MILLIKEN DOCUMENT REVIEW**

The Discussion Draft of Envision Milliken was released for community review in October 2009 through November 2009. The complete Draft Plan was posted on the Comprehensive Plan web site and Town of Milliken web page. The Draft Plan was available to members of the public in both print and Compact Disk format, upon request. Although not required for a discussion draft, copies of the Draft Plan were sent to all adjacent and overlapping units of government.



# 6.0 Adoption

## 6.1 RESOLUTION 09-21

### RESOLUTION NO. 09-21

A RESOLUTION ADOPTING A MASTER PLAN, "ENVISION MILLIKEN: AN UPDATE TO THE COMPREHENSIVE PLAN" AND OTHER PLANS FOR THE TOWN OF MILLIKEN, WELD COUNTY, COLORADO.

WHEREAS, the Town of Milliken has undergone an update of the 2004 Comprehensive Plan entitled "Envision Milliken: An Update to the Comprehensive Plan"; and

WHEREAS, the updated plan conforms to the requirements of CRS 31-23-206; and

WHEREAS, the updated plan conforms to the requirements of CRS 31-12-105 (e)(i) and shall serve as the Town's Three-Mile Plan.

WHEREAS, the planning update process included citizen and stakeholder input; and

WHEREAS, the Planning Commission has determined that the health, safety and welfare of the citizens of the Town of Milliken require that the Envision Milliken: An Update to the Comprehensive Plan, Town of Milliken Transportation Master Plan (2008) as amended, Johnstown/Milliken/Windsor Short Range Transit Plan and Johnstown/Milliken Parks, Trails, Recreation, and Open Space Plan (2003) be adopted; and

WHEREAS, all future land use applications and development shall be subject to these plans and all other applicable codes, regulations and standards.

NOW, THEREFORE BE IT RESOLVED BY THE PLANNING COMMISSION OF THE TOWN OF MILLIKEN, WELD COUNTY, COLORADO THAT:

The Envision Milliken: An Update to the Comprehensive Plan, Town of Milliken Transportation Master Plan (2008) as amended, Johnstown/Milliken/Windsor Short Range Transit Plan and Johnstown/Milliken Parks, Trails, Recreation, and Open Space Plan (2003) be adopted; and

The Envision Milliken: An Update to the Comprehensive Plan shall serve as the Town's Three-Mile Plan; and

This Resolution was introduced, read and passed this 17th day of February, 2010 at the regular meeting of the Planning Commission of the Town of Milliken by a two-thirds majority vote.

TOWN OF MILLIKEN:

  
David Bernhardt, Chairperson

ATTEST:

  
Beatriz Rangel, Town Co-Clerk