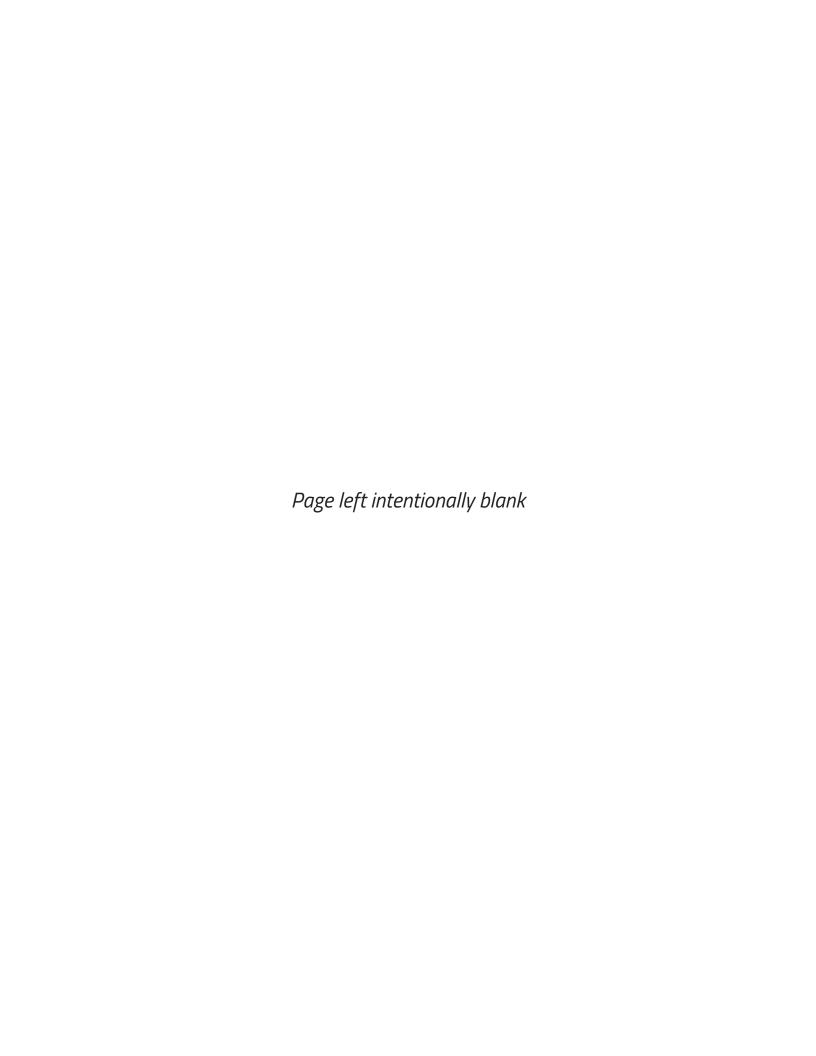
Annual Growth & Development Projections Report 2019









About this Report

The Annual Growth and Development Projection Report is intended to inform decision makers in setting policy regarding the future growth of the City of Greeley. This report is part of a three-step analysis used to create the City's Capital Improvements Plan (CIP) and as a general resource for other City departments and the public and businesses at large. Through the CIP, the City estimates development fee revenue that may be available to meet growth demands and city departments recommend projects that may then be incorporated into the City budgeting process. The Growth ad Development Projections Report helps to identity the service and infrastructure needs of future development while maintaining existing service levels and managing community resources. Future infrastructure upgrades and public facility construction are then scheduled based on needs and available resources.

This report is intended to provide a "Snapshot" of the growth anticipated at the beginning of each year based on:

- The actual history of growth and development during previous years;
- Regional economic projections; and
- Other factors that have the potential to affect expected trends.

Analysis of the data includes comparisons with other cities, the state, and the nation, and presents the condition of Greeley as a whole on key measures such as populations growth, home building activity, and job creation. The report has been prepared in five parts:

Housing + Growth examines historical changes to Greeley's housing stock and residential permit trends

Population + Growth examines historical changes to Greeley's population

Employment + Growth examines the current conditions of Greeley's employment industries

Regional + Growth explores regional trends that may affect Greeley's future growth **Growth + Scenarios** provides population and housing projections for a 5-year horizon until 2024

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HOUSING + GROWTH

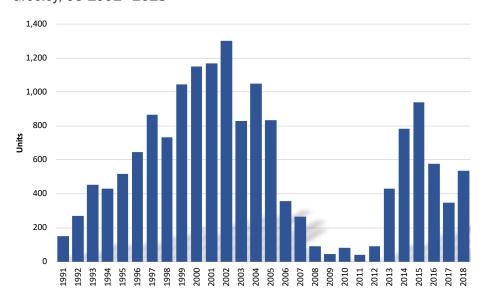
residential growth has been occurring in waves ranging from approximately 0.12% to 4.13% per year with an average growth rate of 1.84% (see Figure 1.1).

After relatively modest but steady increases in home construction throughout most of the 1990s, Greeley experienced a surge in residential growth in the beginning of the 2000s with average growth rates near 4%. Residential growth rates peaked in 2002 at 4.13%, translating to 1,300 new residential units permitted for the year.

Beginning in 2003, in advance of the Great Recession and mortgage crisis, Greeley experienced five years of declining construction followed by three years of stagnant, low-level

housing construction. Permits for new housing reached a 20-year low in 2011 with only 42 new units permitted for the year. Starting with a small increase in building activity in 2012, Greeley experienced three years of significant growth. During the last decade, new construction peaked in 2015 with 941 new units permitted, this was followed by two years of declining construction in 2016 and 2017. Residential construction rebounded in 2018 with 537 new units permitted, 188 units over the 349 issued in 2017.

Figure 1.1: New Residential Units Permitted Greeley, CO 1991 - 2018

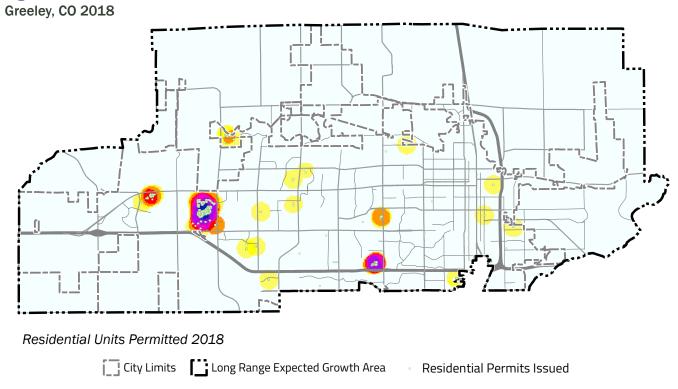


Geographic Istribution Figure 1.2 below

shows the geographic distribution of residential units permitted in 2018. The majority of growth is occurring on the west side of Greeley. This is largely attributed to new construction occurring within the Trails at Sheep Draw Subdivision and the transition into Phase II of Promontory Residential. Both subdivisions still have a large number of unpermitted lots which staff expects to continue building out into 2019.



Figure 1.2 Residential Permits Issued



Greeley's historic total mix of single and multi-family housing has remained relatively constant at between 63% and 66% single family units. When looking at the housing stock cumulatively, the number of single family homes has exceeded the number of multi-family units year over year (see Figure 1.3).

During the most recent housing recovery, 2013 to 2017, more than half of new construction consisted of multi-family housing. During this time, the overall percentage of single family housing declined by 1.75% from a high of 65.39% in 2012, to 63.56% in 2019.

When the housing crisis hit Greeley, not only did the build-out of platted subdivisions slow, but the processing and creation of new subdivisions lagged, resulting in a shortage of buildable lots.

Creating single family lots ready for development takes time; previous years planning activities have a large impact on future availability. Market studies must be undertaken, land sales negotiated, entitlements obtained, and financing must be found. Only then does construction begin.

Starting in 2017, development activity increased as developers

started plating new single family subdivisions. These lots became shovel ready in 2018, resulting in a increase of 31.13% increase in the share of single family units (see Figure 1.3 and Figure 1.4).

Factors that play into both the mix and total number of residential permits include the position of multifamily housing and single family housing in the real estate market cycle, the number of plated and development ready lots, the cost of raw water, and the timing of the next recession.

Figure 1.3: 5-Year Housing Characteristics

Greeley, CO 2014 - 2019

	2014	2015	2016	2017	2018	2019	% Change	
Total Housing Units	36,832	37,410	38,351	39,912	39,359	39,897	8.32%	
Single Family Units	23,976	24,221	24,670	24,910	25,021	25,360	5.77%	
Multi-family Units	12,856	13,189	13,681	14,002	14,338	14,537	13.08%	
% Single Family	65.10%	64.74%	64.33%	64.02%	63.57%	63.56%	-1.54%	
% Multi-family	34.90%	35.26%	35.67%	35.98%	36.43%	36.44%	1.54%	
Vacancy Rate								
Occupied Units	35,946	36,220	37,154	37,981	38,242			
Vacant Units	886	1,190	1,197	931	1,117			
Homeowner Vacancy Rate	3.00%	2.90%	2.80%	2.50%	2.40%		-0.60%	
Renter Vacancy Rate	1.30%	3.70%	3.70%	1.40%	3.60%		-2.30%	

Vacancy Date

A healthy multi-family housing market is considered to be one where the vacancy rate is approximately 5%. Since 2010, Greeley's multi-family housing vacancy rate has averaged 3.4%. This means that Greeley currently has a very tight multi-family market with few rentals available. This can not only result in higher rents but it can also force people to look elsewhere for housing if the type and price point of units are not available.

A healthy single family market is considered to be one where there is a six-month supply of existing homes for sale. The months of supply is the time it would take for all the current inventory to sell without any new inventory coming on the market.

Based on yearly average sales of existing units since 2014, a six months supply of existing units would be 685 units. Recent searches of current sales listings show that Greeley is currently below a six months supply with home availability somewhere between 350 - 400 units.

When inventory levels are less than six months, sellers have more control over price and terms, often leading to rising home prices.

In order to balance the market, Greeley would need to provide a surplus of new construction over what is required to meet growing population demand.

Figure 1.4: Percent Single and Multi-family Units Permitted Greeley, CO 2012 - 2018

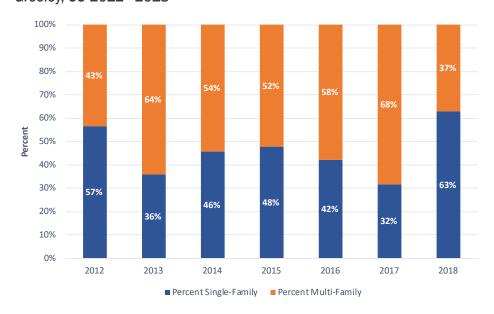
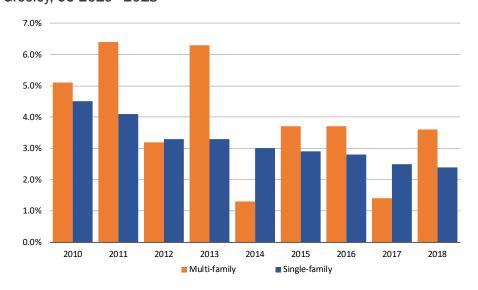


Figure 1.5: Housing Vacancy Rates Greeley, CO 2010 - 2018

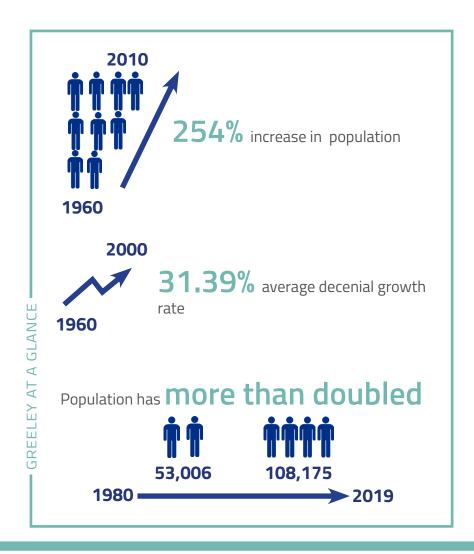




POPULATION + GROWTH

Understanding
population trends offers
innumerable benefits to a
community. It helps communities
ensure they have enough
housing, commercial services,
parks/recreation, and jobs to
accommodate the increase in its
citizenship. It helps communities
plan for new schools, fire stations,
and libraries. These types of
investment require significant
funding; therefore, proper planning
is key.

Greeley experienced rapid population growth in the mid-to-late 20th century. Between 1960 and 2010, Greeley's population grew by 254% (see Figure 2.1). This included natural growth from reproduction as well as in-migration from other areas.



The periods of fastest growth were between 1960 and 1980. During the 1960s, the population grew by nearly 48%, then between 1970 and 1980 Greeley's population grew by another 36%.

While not as dramatic, Greeley experienced anther spike in population growth in the 1990s with a growth rate of 27% (see Figure 2.2). The culmulative growth through the late 20th century (1960–2000), resulted in an average decennial growth rate of 31.35%.

Figure 2.1: Census Population Estimates

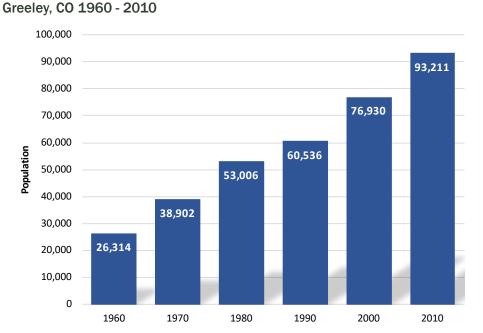
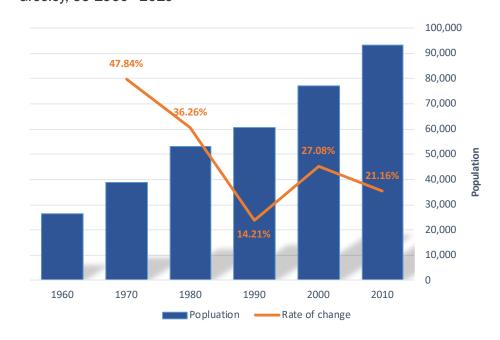


Figure 2.2: Population and Rate of Change Greeley, CO 1960 - 2010



Greeley's population
has more than doubled from 53,006
people in 1980 to 108,175 in 2019,
a period of 39 years. Since 2000,
Greeley's estimated population has
grown 41% from 76,930 to 108,175
people.

ecent

Population estimates since the 2010 decennial census have been calculated using the Modified Housing Method, which uses the actual number of permits issued in a year to estimate population based on average household size and occupancy rate. Figure 2.3 and Figure 2.4 show the annual estimated population between 2011 and 2019.

Greeley's population is estimated to have grown by 12,048 people since 2011, equating to a 1.7% average annual growth rate. Actual growth is believed to have varied year-to-year with growth rates fluctuations from a 0.23% to 3.13% (see Figure 2.3).

Figure 2.3: Estimated Population and Rate of Change Greeley, CO 2011 - 2019

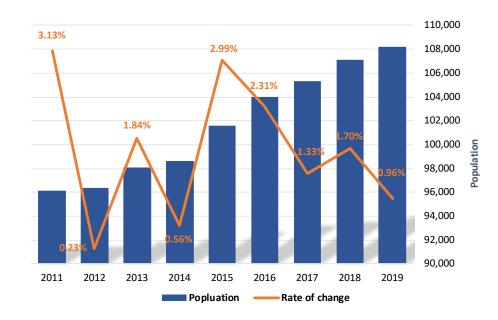


Figure 2.4: Population Estimates

Greeley, CO 2011 - 2019

Year	Single Family Units	Sinlge Family Occupancy	Multi- family Units	Multi- family Occupancy	Average Household Size	Students living on Campus	Population
2019	25,360	0.976	14,537	0.964	2.71	3,122	108,175
2018	25,021	0.975	14,338	0.978	2.71	3,033	107,146
2017	24,910	0.972	14,002	0.963	2.71	3,196	105,353
2016	24,670	0.971	13,681	0.963	2.71	3,347	103,968
2015	24,221	0.970	13,189	0.987	2.71	2,671	101,618
2014	23,976	0.967	12,856	0.937	2.71	3,196	98,672
2013	23,743	0.967	12,581	0.968	2.71	2,900	98,124
2012	23,688	0.959	12,539	0.936	2.71	2,980	96,348
2011	23,646	0.955	12,539	0.949	2.70	3,027	96,127

opulation haracteristics

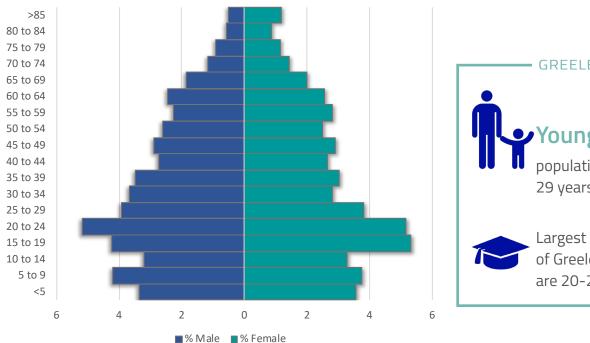
Using the most recent data available from the U.S. Census Bureau's American Community Survey (ACS), major characteristics of Greeley's households and family populations were mapped at the block group level. Looking at this information Greeley also has a large number of can help understand the geographic differences in demographic and economic characteristics and better understand the development trends of our city.

The city has a young growing population with 49% of residents age 29 or younger. The largest age cohort are 20-24 year olds whom make up 10% of Greeley's population (see Figure

2.5). Not surprisingly, the college age demographics are concentrated around the University of Northern Colorado (UNC) campus and the University District (see Figure 2.6.)

residents of ages in which one would typically start and raise families, 25-44 years old. This cohort that makes up a quarter of Greeley's population, are located mostly in western Greeley (see Figure 2.6).

Figure 2.5: Age Pyramid Greeley, CO 2013 - 2017 (5-year ACS Estimates)



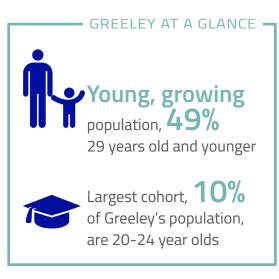


Figure 2.6: Median Age by Block Group

Greeley, CO 2013 - 2017 (5-year ACS Estimates)

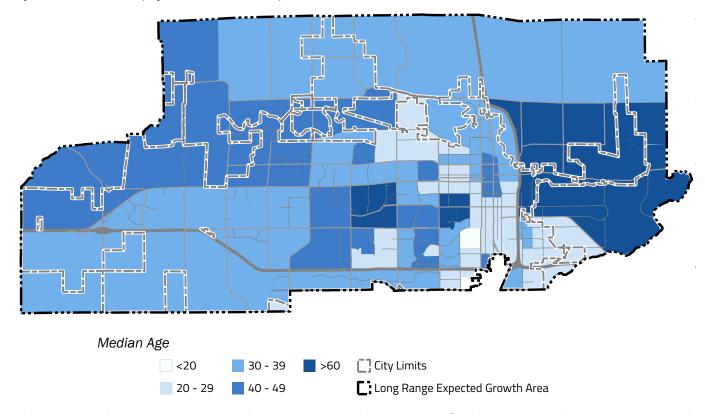
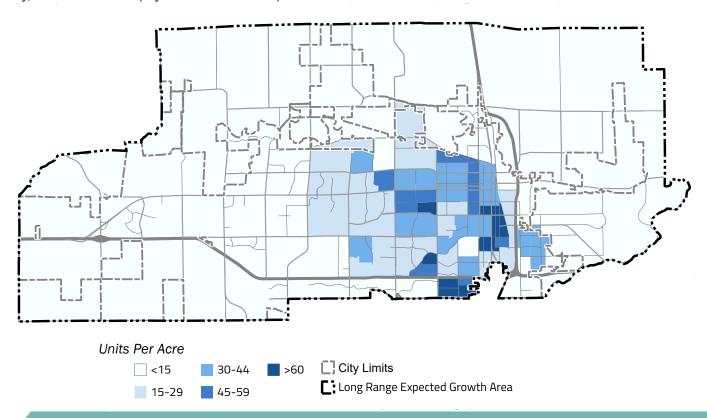


Figure 2.7: Units Per Acre

Greeley, CO 2013 - 2017 (5-year ACS Estimates)



Household haracteristics

Figure 2.7 on the previous page shows housing density in the number of units per acre. In general, Greeley's population is the most dense in and around Downtown and the University District and becomes less dense at the periphery of the city.

Approximately three-fourths of Greeley households are family occupied. The US Census defines a family household as a household occupied by two or more people related by birth, marriage, or adoption. Figure 2.8 shows the number of people living in both family occupied and non-family occupied housing. Figure 2.9 on the next page shows the percent family occupied household by block group. There are fewer family occupied household around Downtown and the University District. Family households become more common as one moves away from the core of the city.

In both family and non-family households, two-person occupancy is the most common living arrangement. In family households there is much more diversity in the number of people living in the home with 60% of households occupied by three or more persons. Non-family households are predominately occupied by two people and showed far less diversity in household size. This may be attributed to the City's occupancy ordinance and Development Code regulations which regulate the number of non-related individuals living in a certain zoning districts.

Median household incomes in Greeley have been steadily rising since recovery of the Great Recession began in 2010 (see Figure 2.10).

By mapping population and household characteristics one can see several

notable spatial patterns. The periphery of the city is mostly comprised of low-density, single-family housing, occupied by persons of child-rearing/ labor force age, who earn higher incomes. Housing becomes more dense as one moves towards the core of the city and is more likely to be occupied by non-families. The population living around Downtown and the University District is younger and has lower incomes.

Figure 2.8: Household Composition



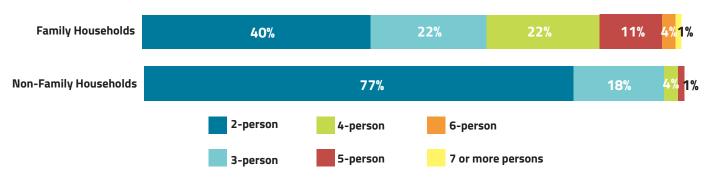


Figure 2.9: Household Composition

Greeley, CO 2013 - 2017 (5-year ACS Estimates)

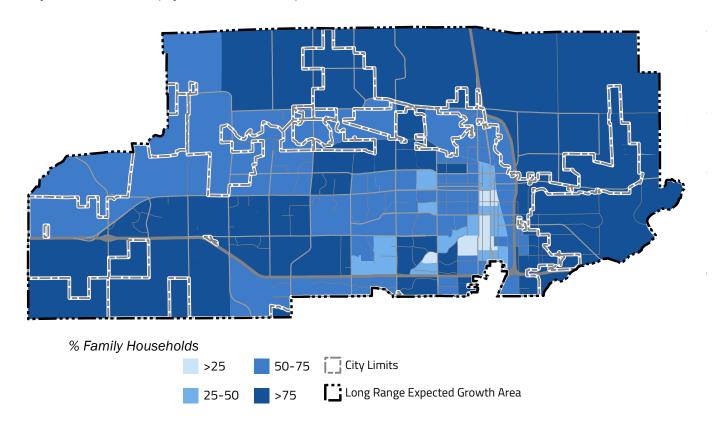


Figure 2.10: Median Household IncomeGreeley, CO 2009 - 2017 (1-year ACS Estimates)

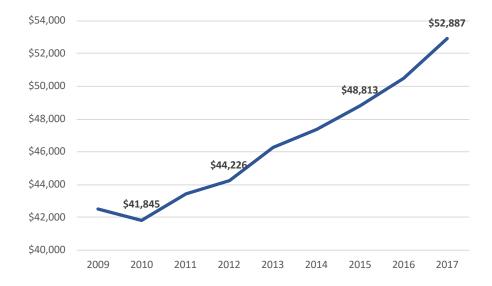
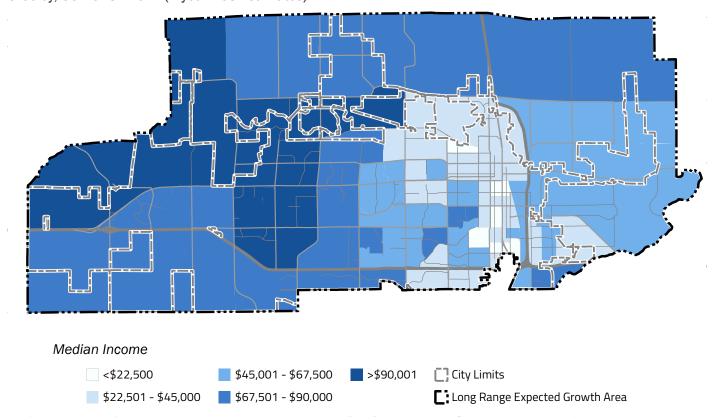


Figure 2.11: Median Household Income

Greeley, CO 2013 - 2017 (5-year ACS Estimates)





EMPLOYMENT + GROWTH

Regional job rowth

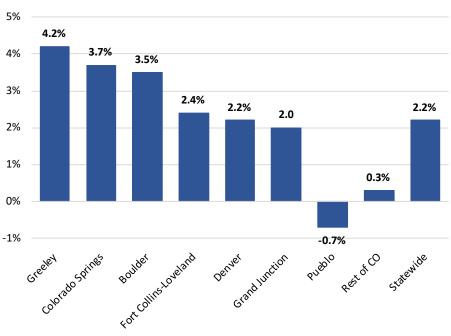
Employment continues to grow throughout much of Colorado, but significantly more in Northern Colorado. Figure 3.1 shows the year-over-year job growth for Colorado's Metropolitan Statistical Areas (MSA). While job growth in 2018 was up 2.2% statewide, the Greeley MSA (which includes Greeley and all of Weld County) led the state in job growth with a 4.2% increase over last year.

The Greeley MSA has seen steady job growth over the past 30 years with periods of accelerated growth and dips in concert with economic cycles. The recessions in 2001 and 2008-2009 reduced employment growth to 1.8% annually between 2000 and 2009. Job growth picked back up in 2010 and has yielded a 3.3% average

annual growth rate (2010-2018). In fact, job growth for this decade is on pace with the rapid growth seen in the 1990s and may even surpass

the 90s 3.5% annual growth by the end of this decade (see Figure 3.2 on the next page).

Figure 3.1: Year-Over-Year Job Growth Colorado MSAs, 2018 (CDLE)



Colorado Departmet of Labor and Emplotement (CDLE)

Greeley alone has also seen several years of strong job

seen several years of strong job growth with an increase of 2.55% in employment in 2018. The number of jobs in Greeley has increased by 16.3% since 2013 resulting in the creation of 7,491 jobs (see Figure 3.3).

Greeley's workforce has more than doubled since 1990. However, it has not always been able to keep pace with job growth, leaving at times a slim margin between available workers and jobs (see Figure 3.5 on the next page). For example, while jobs grew 33% between 2010 -2018, the workforce only grew by 25%. A narrow gap in supply and demand may result in a lack of qualified workers, forcing companies to be proactive and recruit workers from outside the region.

Figure 3.2: Year-Over-Year Job Growth

Greeley MSA, 1990 - 2018 (BLS)

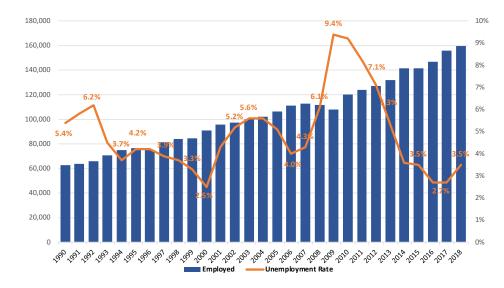


Figure 3.3: Job Growth

Greeley, CO 2013 - 2018 (CDLE)

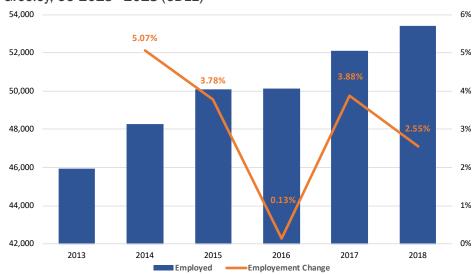


Figure 3.4: Year-to-Year Workforce Comparison

Greeley MSA, 2012 - 2018 (CDLE)

Year	Civilian Labor Force	% Change	Employed	% Change	Unemployment Rate
2018	165,552	3.3%	159,811	2.4%	3.5%
2017	160,310	6.2%	156,034	6.3%	2.7%
2016	150,860	3.0%	146,822	3.9%	2.7%
2015	146,422	-0.3%	141,322	-0.1%	3.5%
2014	146,820	5.5%	141,479	7.4%	3.6%
2013	139,199	1.7%	131,770	3.6%	5.3%
2012	136,937	1.3%	127,186	2.4%	7.1%

Between 2014 and 2018, the number of jobs in Greeley grew by 11%. During this time, the number of housing units increased by 8.7%. Figure 3.6 shows the ratio of jobs to housing units.

The job housing balance is the ratio of new residential unit created for every new job created. The higher the number the higher the imbalance between job and residential creation.

The average job/housing balance between 2014 and 2018 was 2.35. Meaning that for every new residential unit built, 2.35 new jobs were created. As seen in Figure 3.5, with the exception of 2016, jobs in Greeley are growing faster than housing. Typically, the result of the imbalance of supply and demand in housing are increased home prices.

Figure 3.5: Job and Workforce Growth

Greeley MSA, 1990 - 2018 (BLS)

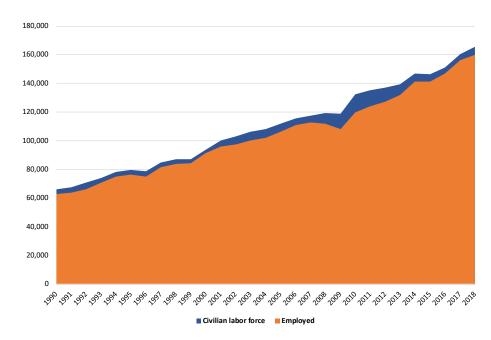
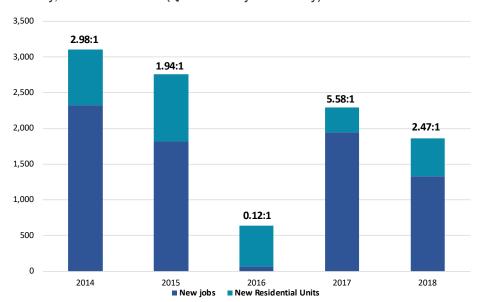


Figure 3.6: Job Housing Balance

Greeley, CO 2014 - 2018 (QCEW & City of Greeley)



Quartley Census of Employement and Wages (QCEW)

Employment Industry
Greeley's economy has

also continued to diversify over the years, making it less susceptible to economic downturn.

There are over 2,750 businesses in Greeley. This business community ranges from small family-owned

companies, to state colleges; from large healthcare affiliates, to regional and national business headquarters.

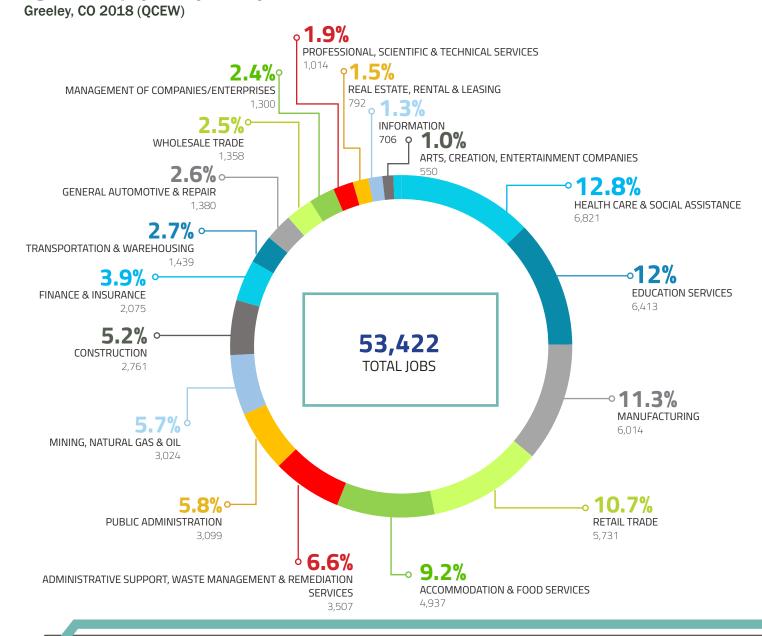
Top employing industries in 2018 were:

- Health Care & Social Assistance;
- Education Services;
- Manufacturing;

GREELEY AT A GLANCE

- Retail Trade; and
- Accommodation & Food Services.

Figure 3.7: Employment by Industry



Wage rowth Figure 3.8 shows

the top paying jobs in Greeley by industry. Greeley industries with the highest earning potential are:

- Management of Companies & Enterprises;
- Utilities;
- Mining, Natural Gas & Oil Operations; and
- Wholesale Trade.

According to US Census data, Greeley's median household income has increased 26% since 2010, to \$52,887. Total industry wages have increased 35% in the last five years (2013-2018) to \$610,686,732.

GREELEY AT A GLANCE

26% increase in median household income since 2010

Total wages increased 35% since 2013

\$52,887 2017 median household income

Figure 3.8: Average Annual Wage by Industry





REGIONAL + GROWTH

New Permits

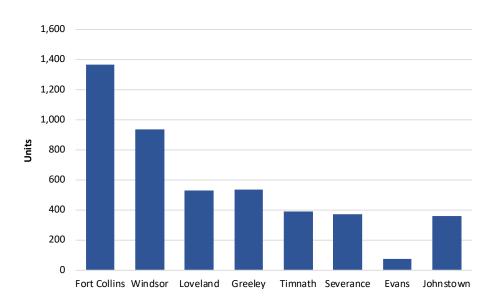
Comparing new housing permits in Greeley to the rest of Northern Colorado helps provide insight into trends that may affect Greeley. Figure 4.1 shows a comparison of residential units permitted in Fort Collins, Windsor, Loveland, Greeley, Timnath, Severance, Evans, and Johnstown in 2018.

Fort Collins led the region in number of residential units permitted, with 1,364 permits issued in 2018. Windsor had the second largest number of residential permits issued at 938. Greeley and Loveland were comparable with 538 and 531 units permits respectively.

As shown in Figure 4.2, this has been a consistent trend over the past few years, with Fort Collins and Windsor leading the region in residential growth. The exception was in 2015,

during one of Greeley's housing peaks, when Greeley permitted the second highest number of units in the region.

Figure 4.1: New Residential Units PermittedNorthern Colorado, 2018



Housing ix Of the 1,364

residential permits issued in Fort Collins, 950 units or 69.65% were multi-family units. The majority of permits issued in Windsor, on the other hand, were for single family units. While Greeley and Loveland issued a comparable number of permits in 2018, the majority of Loveland's permits were for multi-family units while the majority of Greeley's permits were to construct single family dwellings (see Figure 4.3).

Examining the recent trends in the mix of housing units shown on Figure 4.4 reveals a notable relationship between population size and housing mix. Over the last several years, jurisdictions with over 100,000 residents were permitting a majority of multi-family units. While smaller communities in the region, with under 70,000 residents, were permitting and constructing mostly single family residences.

Figure 4.2: New Residential Units Permitted

Northern Colorado, 2015 - 2018

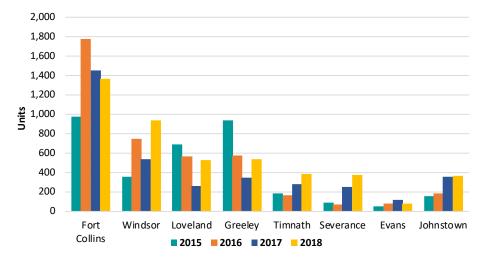


Figure 4.3: New Residential Permits Housing Mix

Northern Colorado, 2018

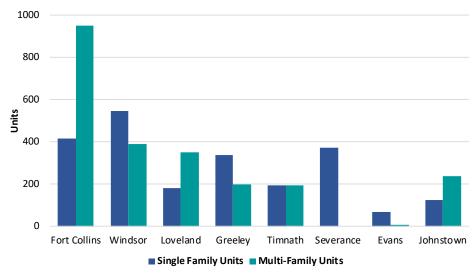


Figure 4.4: New Residential Permits Housing Mix

Northern Colorado, 2015 - 2018 100% 90% 19% 22% 38% 80% **52**% 70% 64% 60% 50% 100% 100% 91% 40% 81% 78% 62% 30% 48% 20% 36% 10% 0% Fort Collins Greeley Lovelan d Windsor Timnath Severance Johnstown Evans ■ Single Family Multi-Family

Housing

Despite rising home costs, Greeley still remains one of the most affordable communities in Northern Colorado. Figure 4.5 shows the average home sale prices in the third quarter for communities across the North Front Range between 2016 and 2018.

Timnath tops the market with an average home sale of \$627,365 in 2018. The cost of housing in Loveland has been quickly catching up to Fort Collins, with a growth rate of 15% between 2016 and 2018.

Greeley, however, leads the region in escalating home prices. Home prices grew 19% between 2016 and 2018. Prices were rising the most quickly between 2016 and 2017. In Greeley, home prices rose 10% (see Figure 4.6). Prices were rising quickly during a time of construction downturn when very few houses were on the market. As one of the most affordable housing markets, competition was fierce as people from outside the city looked to relocate to Greeley for more affordable housing options.

Figure 4.5: 3rd Quarter Average Home Sale Price

Northern Colorado, 2016 - 2018 (The Group)

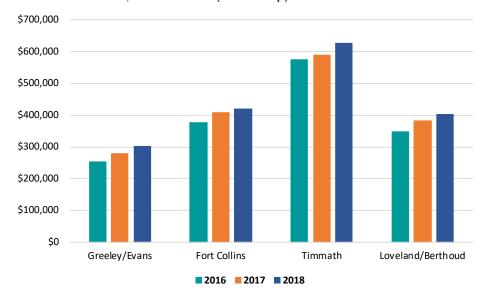
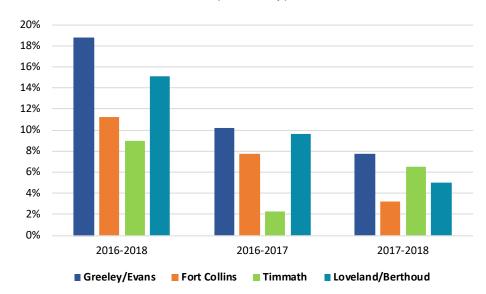


Figure 4.6: 3rd Quarter Home Price Growth Rate

Northern Colorado, 2016 - 2018 (The Group)





GROWTH + SCENARIOS

Forecast ethodology

Given historical and regional trends, it is likely Greeley will continue to grow. The rate of growth will depend on several factors including Greeley's ability to keep attracting residents, the supply and cost of housing, and the availability of jobs.

Using the Modified Housing Method and building permit data from 1991 to 2018, three possible growth scenarios were calculated and analyzed. Consecutive five-year periods with the highest and lowest housing growth rates were used to generate high, medium, and low growth scenarios (see Figure 5.1). The highest consecutive housing growth period occurred in between 1999 and 2003, yielding an average growth rate of 3.667%. The lowest housing growth period occurred with

the onset of the housing crisis and during its recovery in between 2009 and 2013, in which the average growth rate during the recession was 0.196%

Figure 5.2 provides a five-year housing projection out to 2024. This forecast has been updated from

previous years based on the actual number of building permits issued and development applications under review that would create the entitlements necessary for future development.





2,213 single family units by 2024



2,509 multi-family units by 2024



119,000 people living in Greeley by 2024

Forecast cenarios

Under a high growth scenario of 3.667%, Greeley could have 49,348 housing units by 2024, an increase of 9,574 units. Assuming a steady but low growth rate of 0.196%, Greeley could add 470 new units by 2024, for a total of 40,244 housing units. An average of these two extremes provides a medium growth rate of 1.931%. WIth this scenrario, Greeley could see an additional 4,837 units for a total of 44,610 housing units (see Figure 5.1).

Growth rate trends for various periods have also been averaged with more weight given to permit activity occurring over the last 18 years. These rates helped inform staff's projections and give perspective to recent development in relation to high and low growth periods (see Figure 5.2).

Given current development activity and the available inventory of buildable lots, staff anticipates two years of increased growth with a peak in new construction occurring in 2020 (see Figure 5.3). Recent policy changes and a number of newly created Metropolitan Districts should fuel this growth until the next recession hits.

Figure 5.1: Housing Growth Scenarios Greeley, CO 2019 - 2024

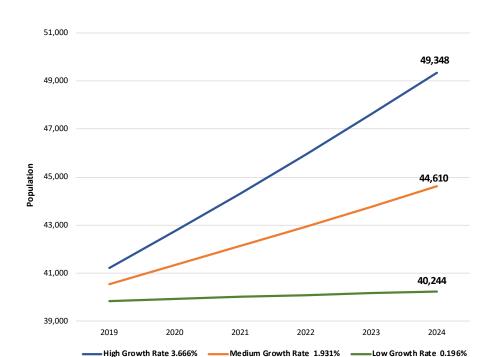
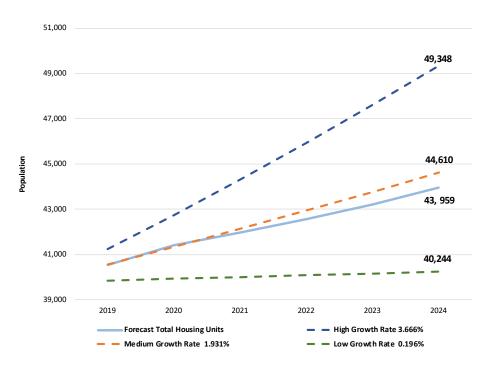


Figure 5.2: Housing Growth Scenarios and Forecast Greeley, CO 2019 - 2024



Economist believe a recession is on the horizon, the unknown factors are when it will come and to what extent it will affect the economy. Based on various economic forecasts, staff anticipates that a recession could hit as early as 2020. Due to the time frame in which development takes to occur, there should still be a surplus of lots available to build upon. Those leveraged well would continue to build through the first part of the recession. Construction would then likely decline for a couple of years followed by several years of recovery.

It is anticipated that at its peak, new construction will produce nearly 1,600 residential units over a two-year period, see Figure 5.3. By 2024, staff anticipated that Greeley will have around 43,959 residential units, an increase of 4,185 units from 2018.

As the cost of water and construction prices rose across the state, many communities saw a shift in construction to higher-density development. Rising home prices further contributed to a boom in multi-family developments as people are priced out of home ownership.

Figure 5.3: Forecasted New Residential Units Greeley, CO 2019 - 2024

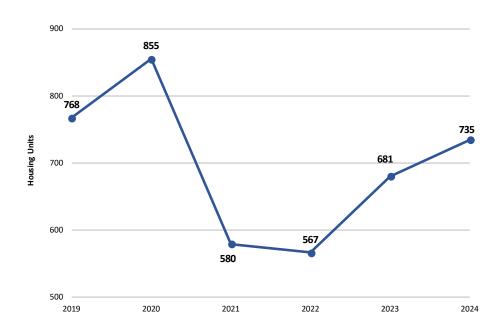
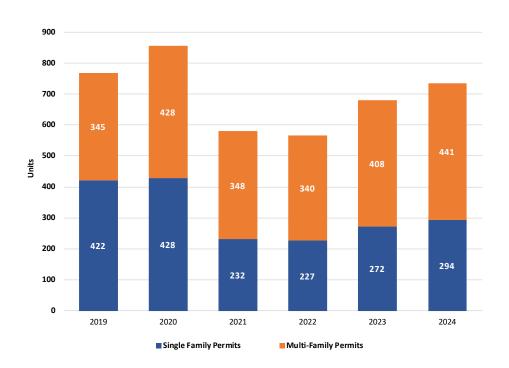


Figure 5.4: Projected Housing Mix Greeley, CO 2019 - 2024



Given recent development trends in both Greeley and the region, staff anticipates a continued trend toward higher-density development and a greater share multi-family units.

While 2018 saw an uptake in the proportion of single family construction, staff believes that within the next few years the housing mix will return to a 60/40 split, multi-family to single family. Given current entitlement activity, staff anticipates that the next two years will continue to predominately single family construction returning to the 60/40 split by 2021 (see Figure 5.4). The timing and intensity of the next recession will play a contributing role into how the housing market continues to build out.

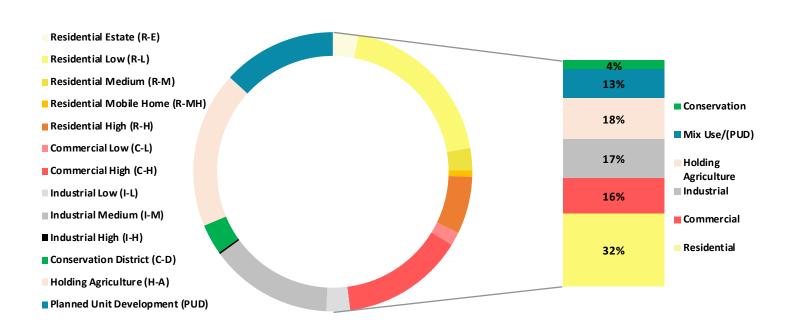
Room to row

The city still holds great potential for future development for both employment and residential uses. There is currently 13,410 acres of residentially zoned land, 6,570 acres of commercially zoned land, and 7,151 acres of industrially zoned land in the city. In addition, 5,492 acres of land is zoned Planned Unit Development (PUD) which may support a mix of any of these uses (see Figure 5.5 and Figure 5.6).

The greatest potential for growth lies within 7,567 acres of Agricultural Holding zoned land currently within the city and the 27,599 acres within the City's Long Range Expected Growth Area (LREGA), which could be annexed into the city and developed in the future (see Figure 5.6).

The Imagine Greeley Comprehensive Plan's Land Use Guidance Map encourages employment, industrial, and commercial uses in the northern regions of the city and beyond into the Long Range Expected Growth Area. In undeveloped lands on the west side of the city, the plan encourages a more diverse mix of residential, commercial, and employment including some industrial (see Figure 5.7). However, much of this area will require investment in infrastructure before development can occur.

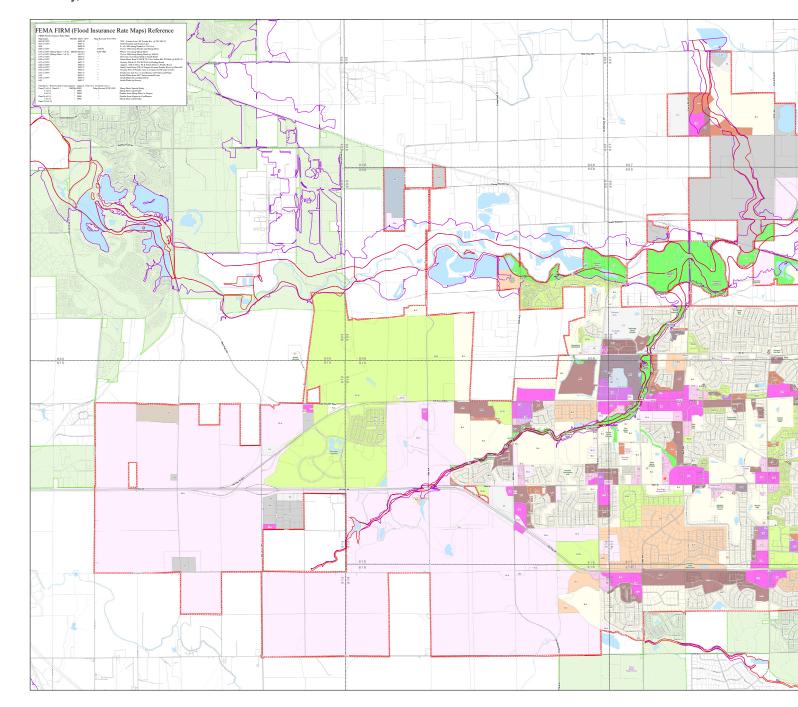
Figure 5.5: Areas by Zoning and Land Use Greeley, CO 2018



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Figure 5.6: Offical Zoning Map

Greeley, CO 2018



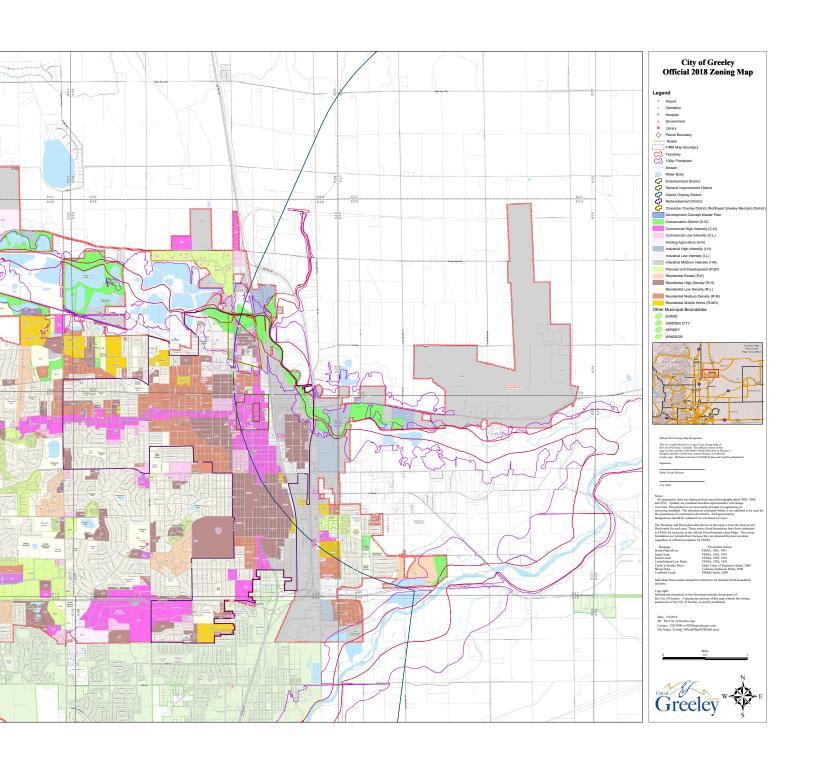
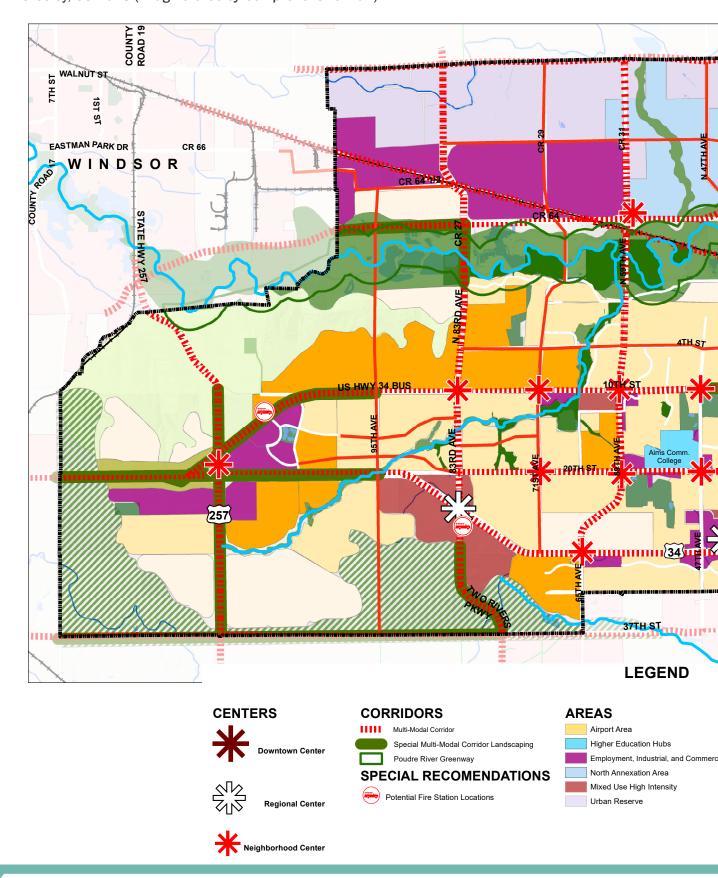
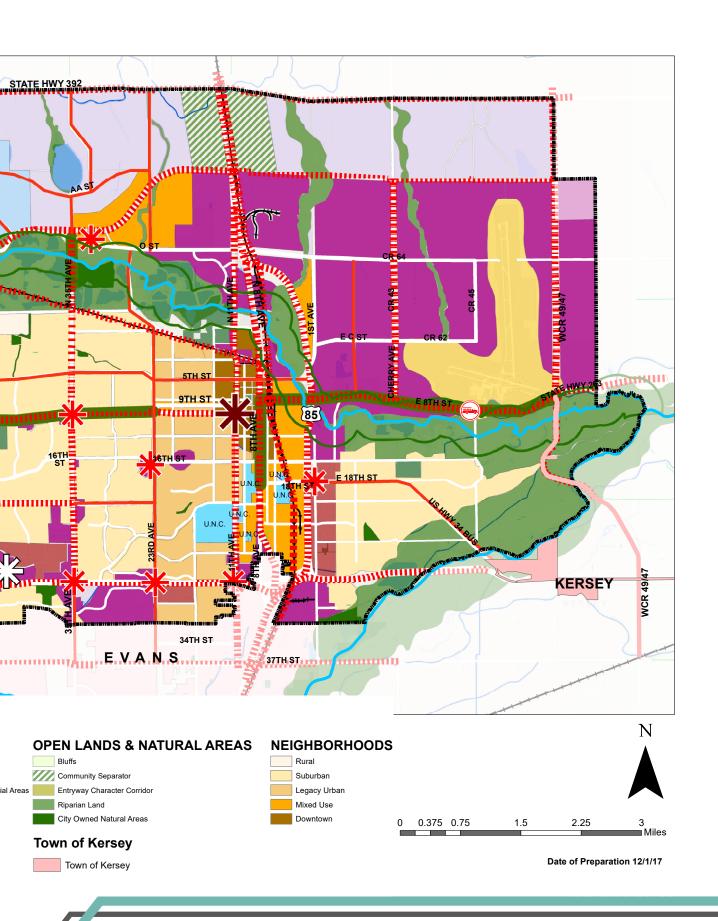


Figure 5.7: Land Use Guildance Map Greeley, CO 2018 (Imagine Greeley Comprehensive Plan)





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