

INTRODUCTION

“WHAT IS IT AND WHAT DOES IT MEAN?”

The Comprehensive Planning Process is the cornerstone for a community to define land use patterns and public policy into the future. Although planning statutes use the terms “master plan” and “comprehensive plan” without distinction, they are not identical products. In Colorado, comprehensive planning generally includes planning for social and economic factors beyond the traditional land use plan. This relative flexibility opened the existing statutory language to allow the community to transcend traditional physical growth policies, and broaden the impact of the comprehensive plan to include issues that reach beyond the physical development of the City of Brush.



It is the responsibility of the Planning Commission to adopt a Comprehensive Plan for the physical development of the territory within its municipal boundaries and make recommendations to Morgan County in regards to development within the “Three Mile Boundary” surrounding the City. More specifically, it is directed to develop a Comprehensive Plan for the general purpose of “*guiding and accomplishing a coordinated, adjusted and harmonious development of the territory within the municipality which, in accordance with present and future needs, will best promote the public health, safety, morals, order, convenience, prosperity and general welfare... of citizens.*” In preparing a Comprehensive Plan, the Planning Commission is directed to take careful and comprehensive survey and studies of present conditions and future growth in the municipality, with due regard to the City’s relationship to the neighboring territories.¹

The Planning Commission is also authorized to plan with respect to areas outside of the boundaries of the municipality that, in the Commission’s judgment, bear relationship to the planning of the territory within the City’s boundaries. Any Comprehensive Plan that purports to affect territory outside of the boundaries is subject to approval of the County government (in this case Morgan County) over that territory. The Comprehensive Plan is subordinate to land use plans adopted by the County Planning Body with such jurisdiction.

¹ Colorado Revised Statutes 31-23-206.

State statute also requires a municipality approve a “Three Mile Plan” to provide the foundation for future annexations.² The City’s Comprehensive Plan effort included planning for the three mile plan area outside of the City’s current boundaries (see Section I – “Vision”.)

By statutory definition, the Comprehensive Plan shall include the following information:

- (1) The general location, character, and extent of streets, subways, bridges, waterways, waterfronts, parkways, playgrounds, squares, parks, aviation fields and other public ways, grounds and open spaces; and
- (2) The general location and extent of public utilities and terminals, whether publicly owned or operated, for water, light, sanitation, transportation, communication, power and other sources.³ It is important to note that the identification of these public utilities have been restricted by The Homeland Security Act of 2001.

THE PUBLIC PROCESS

Brush last updated the Comprehensive Plan in 1998 and the City desired a rich public process to build consensus. A creative and comprehensive public process has been the underpinning of the Brush Comprehensive Plan update. The process consisted of the following steps, which are expanded on in the following discussion and described on the following graphic.

The public process was framed around a three-meeting format, which is described below:

PUBLIC MEETING NUMBER ONE

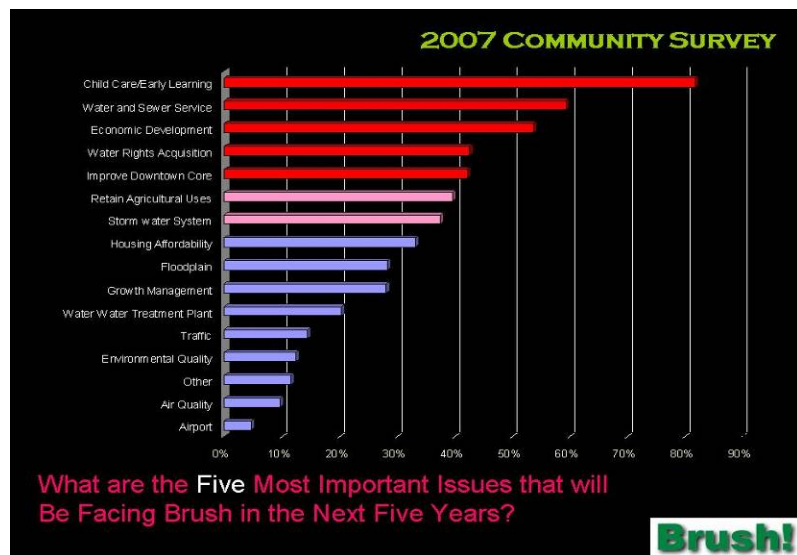
The public participation process began with a Community Potluck in February of 2007. The meeting was advertised in the newspaper, posters were distributed throughout the City, and ads ran on the local radio station. The Potluck allowed for members of the community to become exposed to the purpose and scope of the Comprehensive Plan Process and provide feedback regarding the schedule and general direction of the project. In addition, the results of the Community Survey (the methodology and results can be found in a later section) were unveiled to the community. The meeting included a wide variety of visual presentations (land use data, environmental data, results from the Community Survey and a socio-economic profile) in the form of large-format graphics and a PowerPoint presentation.

² Colorado Revised Statutes 31-12-105.

³ Colorado Revised Statutes 31-23-106 (c).

BRUSH COMPREHENSIVE PLAN UPDATE, 2007

Key pad polling was used to ask the attendees a series of more refined urban design and community forum questions than were included in the Community Survey. The relationship between community values and the community landscape were then used with the key-pad results from the survey questions and results were displayed and mapped instantly using GIS maps, an integrated spreadsheet, and weighted by results.



Results from key-pad polling, such as the importance of park proximity and as-needed infrastructure to support future growth, were applied to buffers depicting the existing level of service radius for existing public services. The mean score for each growth-efficiency element, as derived from the key-pad polling, was used to weight each element, and the combination of all elements was then depicted in the “Growth Efficiency Summary Map” (see Section I – “Visioning”). This became a literal spatial expression of community values about efficient locations for future growth.

This same rationale was applied to sensitive lands. A Sensitive Lands Map depicted locations that have problems or hazards, as well as resource lands that might be too sensitive for intensive land uses. By using these analysis products, derived from community values, it became clear where growth should and shouldn’t be located as the community grows.

PUBLIC MEETING NUMBER TWO

This meeting was an opportunity for citizens to express their personal notion of a land-use future, as well as expressing their views on critical community core values. This is a critical element to achieve high levels of support during any public-planning effort. The core values and the physical plan for the future are a common vision based on shared values, and it became the single-most important tool that that community used to direct future land use and achieve their desired outcome.

Gaming is a proven method for collecting citizen input on land use, as well as an ideal approach for teaching participants



about typical planning dilemmas and the spatial implication of their values. The Chip Game is a tried and tested public-planning exercise that has become a popular means of collecting a broad range of possible futures from citizen participants. These alternatives were a critical element of the educational process for all participants, and the evaluation of these scenarios identified a host of lessons that were applied in the development of a physical plan (See Section I – “Visioning” for the results of the chip game and the ultimate Future Land Use Map).

The integration of CommunityViz software with the Chip Game to analyze results became a valuable means to measure the performance of each game, and all chips placed on each game board. Models designed to reflect planning goals and objectives were used to quantify each alternative’s performance and create visuals used to facilitate a dialog with all participants.

The “big idea” was to make planning mistakes at an early phase, learn from them, discuss how these mistakes can be avoided and apply all that was learned into a final plan that achieves high performance scores from the CommunityViz predictive models and, ultimately, major support from all participants.

Evaluation of Chip Game results using CommunityViz Impact Analysis Software took nearly a month, and this effort was essential to create an informed dialog with participants. For example, walkability was measured in terms of proximity of residents to jobs, recreation, utilities and services. The performance of each Chip Game played was evaluated, and graphics were created to communicate the results at the third public meeting in June of 2006.

PUBLIC MEETING NUMBER THREE

The last public meeting consisted primarily of a slide-show summary of the Chip Game and Core Values results, a series of questions asking attendees if they agree with interpretations deduced from these results and their level of support for the synthesis plan, which was presented for the first time at this final meeting. Key-pad polling was used to instantly quantify attendees’ responses.

A series of questions related to Chip Game results were presented, and citizens were asked if they agree or disagree with the conclusions. Spatial choices, such as specific locations for specific land uses, were refined as well as qualitative concerns such as the architectural style that might be preferred for public buildings or commercial areas.

A draft physical plan was presented to attendees for consideration. Because attendees had been fully engaged since Meeting Number One in shaping community opportunities and constraints, goals and objectives, alternative futures, and the preferred plan, they had a huge ownership in the final product.

The integration of a transparent process with tools such as key-pad polling, gaming and

CommunityViz impact-analysis software dramatically improved the consultant team's ability to demonstrate to participants that they are directly influencing the planning outcome. The larger planning methodology ensured that the Plan was responsive to environmental, social and economic concerns.

The Advisory Committee also was given cameras and instructed to take photographs of physical features that appealed to each member, as well as areas and features to be avoided in the future. These were then shared between the Advisory Committee and the consultant team to assist in framing broad urban design objectives.

INVENTORY, COLLECTION AND ANALYSIS

The inventory and analysis process involved the gathering of information regarding demographics, socio-economic data, physical and environmental features, regional conditions and the results of the Community Survey and Key Pad polling exercises. Analysis of this inventory provided an understanding of the area, its strengths and weaknesses, and the needs of the community to be addressed in the Plan. For ease of use, this data appears in the appropriate element, but the complete socio-economic data report is included within the document.

ESTABLISHMENT AND REFINEMENT OF GOALS, POLICIES, STRATEGIES AND AN IMPLEMENTATION MATRIX

The establishment of goals and strategies are used in this context to articulate an ideal future situation. In its simplest form, a goal is a statement of values of the citizens of Brush. Goals are considered a desired condition for the future and strategies are specific ways to obtain these goals. The establishment of goals provides the basis for determining alternative land use scenarios and code modifications as necessary. These goals and strategies are summarized in each element and are also found within the Implementation Matrix section. The elements addressed in the Plan include the following:

1. Vision
2. Growth of the City
3. Urban Design
4. Housing
5. Transportation
6. Economic Development
7. Public Improvements
8. Parks and Recreation
9. Cultural, Historic, Educational, Tourism and Human Services
10. Environmental
11. Resource Extraction and Development

This document is also available from the City of Brush in a PDF file format.

SECTION I – THE VISION

A primary goal of the overall Comprehensive Plan, as the process of defining a future growth pattern and urban form for Brush, is often times referred to as “Visioning.” The consultant team guided the community through a collaborative and creative process that led to a shared community vision and common values.

Vision and values statements provide focus, purpose, and direction to the Plan process so that participants collectively achieved a shared vision of the future. A shared community vision (the term used in the Brush Plan is “Core Values”), provided an overall set of concepts to guide the planning process. Next, through the three-meeting format described earlier, a Future Land Use Map for the City and the Three Mile Area was developed and is included within this section. It is the guiding tool for defining the future landscape of existing and future urban landscape for the City. The following sections frame the development of this “collective vision” and the intent of the Map, in the form of goals and strategies, and are further articulated in the separate elements of the Plan. A large format version of the map is included in the back of this document.

STAKEHOLDER INTERVIEWS

An initial step in the Plan process was a series of interviews held between Rock Creek Studio staff and a group of citizens suggested by City Staff, Planning Commission Members and the City Council. The purpose of these interviews was to expose the consultant team to a wide range of individuals to discuss issues facing Brush in a setting more informal than traditional public meeting formats. The stakeholders included members of the agricultural community, the elderly, business professionals, the real estate and lending industry and a group of eight (8) high school students. Primary issues that became apparent during these interviews, and reflected in the Core Values, included the following:

- Protection of agricultural uses;
- The need to continue to support efforts to assist the elderly and financially challenged;
- The safety and educational opportunities afforded to the young;
- Protection of water quality;
- The continuation and expansion of economic development efforts;
- The need for a wider variety of housing types;
- The need to finally develop an approach to come to closure regarding the Central School site;
- The need to develop meaningful and fiscally responsible mitigation for the floodplain and future development of downtown;
- Continue to provide exceptional recreational facilities;
- Strive for an efficient growth pattern.

The Core Values developed by the Citizen Advisory Committee are shown below;



BRUSH! COMPREHENSIVE PLAN UPDATE 2007 CORE COMMUNITY VALUES



- We value the youth of Brush! and its surrounding area, and strive to adopt public policies that nurture our young people and provide opportunities for them to grow and stay in the community.
- We respect our agricultural community for their historical contribution to the community, their positive economic benefits and their impact on the landscape.
- We value our existing educational and recreation systems and will ensure their viability, expansion and continued success.
- We value our existing business community and will continue to support their ability to be sustainable and expand.
- We realize that the boundaries of the City will likely expand in the future and strive to plan for the future of the City with the best interests of existing and future residents.
- We respect our elderly population and strive to engage them in the public process and ensure that they have the services necessary for a superior quality of life.
- We value our historic resources and wish to retain the character of these structures through protection and adaptive re-use where appropriate and fiscally responsible.

AND THE SURVEY SAYS....

The 2007 Community Survey greatly assisted the Working Group in shaping a common vision for the future. The entire survey response rate, methodology and results are compiled within this document, and some of the more telling findings are described below.

MOST IMPORTANT ISSUES

The Community Survey asked a very pointed question asking the community to define the “five most important issues” facing Brush in the next five years. The most important issue articulated in the Community Survey in order of percentage was as follows:

1. Child Care/Early Learning (82%);
2. Water and Sewer Service (57%);
3. Economic Development (53%);
4. Water Rights Acquisition (42%);
5. Improve Downtown Core (42%).

As a follow-up question, the community was asked to rank as “very important” and “least important” (on a scale from 1 (least important) to 5 (most important) issues facing Brush. The most important issues included the following:

1. Water Quality/Water Quantity (mean = 4.2)
2. Job Opportunities (mean = 3.75)
3. Public Safety (mean = 3.6)
4. Shopping Opportunities (mean = 3.6)
5. Appearance of Town (mean = 3.6)
6. City Services (mean = 3.6)

WHERE WOULD YOU PUT YOUR MONEY?

The survey included a question designed to make the community “puts it money where it’s mouth is.” The question included a list of potential budget allocation items and posed the question “If you have \$100.00 to allocate to public uses and services, how would you allocate these funds?” The most common responses based on a dollar figure and the lowest standard deviation was as follows:

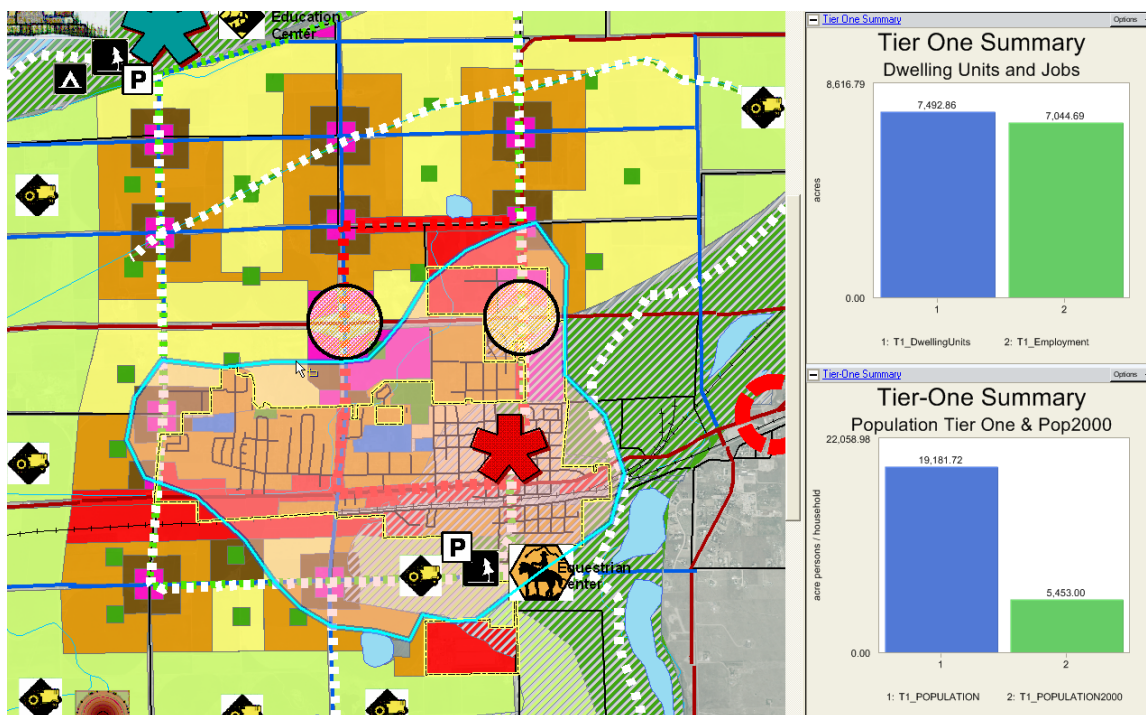
1. Water Quality/Quantity;
2. Economic Development;
3. Downtown Improvements;
4. Maintenance of City Facilities;
5. Community Recreation Center.

WHY DO YOU LIVE IN BRUSH?

The survey also asks residents “Why do you live in Brush?” The highest responses included the following:

1. Small Town Atmosphere (57%)
2. To Be with Family (38%);
3. Employment Opportunities (28%);
4. Friendliness (26%)
5. I was Born Here (25%);
6. More Affordable (22%).

THE TRANSITION FROM VALUES TO THE LANDSCAPE



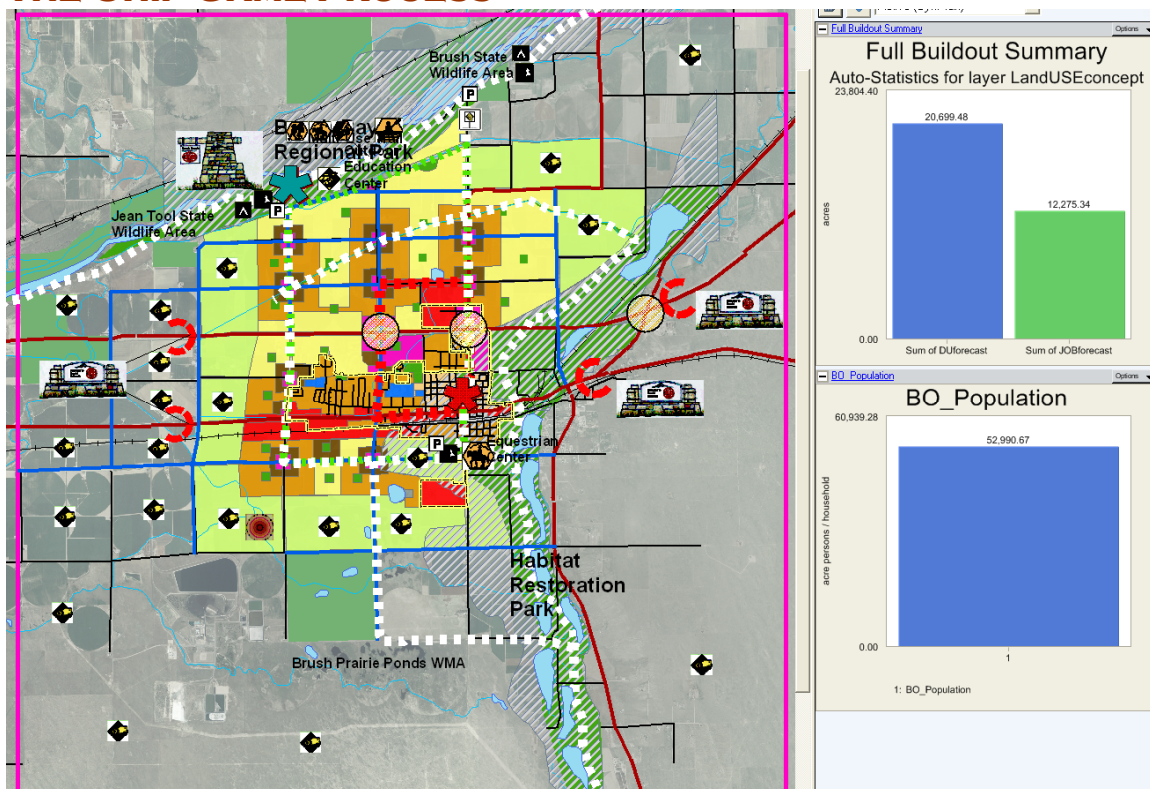
A primary objective for the Brush Comprehensive Plan update was to not only develop a policy plan, but ground and transfer those policies to a Future Land Use Map. The process was synthesis of the data gathering phase, the public process and the series of Working Group meetings that were held from December of 2006 to June of 2007.

Meeting Number One included a series of key pad polling that identified some geographic opportunities and constraints. Fundamental to the development of the Future Land Use Map was a series of land use concepts derived from the key pad polling

process. Guiding concepts that were reaffirmed during meetings number two and three included:

1. The retention of the City's small town quality and tight urban form as future growth occurs;
2. The ability to protect agricultural lands at the periphery of the City's boundaries;
3. The orderly extension of existing utilities in a fiscally responsible manner;
4. Utilize existing river frontage for open space, passive and active recreation.

THE CHIP GAME PROCESS



The Chip Game process began in earnest with the Community Profile Survey to identify the issues discussed above. Meeting Number One identified development opportunities and constraints and the development of a “Game Board” based on the following geographic drivers for future development:

1. Existing Utility Locations (Water and Sewer);
2. FEMA 100 Year Floodplain;
3. Existing Land Use;

4. Sensitive Wildlife Habitat;
5. Important Agricultural Lands.

The most pertinent maps used to produce the “Game Board” are included in the back of this section, including the final land use concept plan. A complete “Map Atlas” was produced consistent with State Statute, and are available for review at City Hall and may be obtained on a compact disk in Adobe PDF format.

The Game Board included more area than the Statutory Three Mile Boundary, and was further refined into a GIS grid for participants to place “chips” which represented differing residential densities, future commercial and industrial locations, park locations, bike and pedestrian connections, etc. In addition to an opening presentation with instructions on producing a Land Use Concept Map, all of the information that had been gathered (socio-economic data, environmental mapping and the community survey results) was available for reference during the Meeting Number Two Chip Game Exercise.

ASSUMPTIONS

Several crucial assumptions were made to guide each group in developing the Future Land Use Concept Maps, including the following;

1. The question is not **if** Brush will grow, but **how**;
2. The existing annual growth rate of 2% annually is applied out to the year 2030;
3. The Future Land Use Concept Map would adhere to the findings of the Community Survey, the Core Values, the results of key polling during meetings number one, two and three, and the significant/important discussions and conclusions were the outcome of ten (10) meetings with the Working Group.

The growth projections to 2030, which were the foundation for the exercise, are discussed later in this document.

PRIMARY CONCLUSIONS OF THE FUTURE LAND USE CONCEPT MAP

The Final Map adopted as part of the Comprehensive Plan Update is included in this section. The development of the Map represents a significant departure point for the City in terms of implementing long term planning goals. It essentially grounds all the goals and objectives on the landscape, and provides both the City and the development community a guiding path for the future of both the City and surrounding lands. Several important land use concepts (many borrowed from “New Urbanism” and “Smart Growth concepts) emerge with the Plan:

1. Growth can easily occur for the next 20 years without consuming the entire Three Mile Growth Area;
2. The City desires a tight future land use pattern which protects the rural character of Brush and protects valuable agricultural lands;
3. The City recognizes that the importance of carefully planning for the three interchanges that provide entrances to the City, and subsequent code modifications shall include some design guidelines for this area.

PRIMARY FEATURES OF THE LAND USE MAP

The Future Land Use Concept Map is included in this section and represents a synthesis of the three (3) maps developed by small groups during Meeting Number Two. It includes the graphic representation of the following concepts:

1. The desire to improve the three entry points to help identify and encourage highway travelers to experience Brush;
2. To retain the existing downtown as a key commercial center for the City;
3. The development and improvement of the South Platte River as an environmental, recreational and educational addition for residents and visitors to Brush;
4. The development of an “Agricultural Reserve Zone” to protect water quality, the viability of the agricultural community and the rural nature of Brush and its surrounds;
5. The implementation of a “Cluster Concept” for future growth that includes mixed housing types and the development of neighborhood commercial nodes;
6. The development of an Equestrian Center and Habitat Restoration Zone including the “Brush Bay Regional Park” along the South Platte River and the riparian areas to the east and south of the City;
7. The development of a “Green Avenue” that would connect these proposed parks and amenities that include pedestrian, bike and vehicular access to these resources.
8. Future road extensions would adopt a grid network that would be safe, efficient and accomplish the desired urban growth patterns into the future.

A series of maps that were used to understand existing land use patterns, growth efficiency, environmental constraints, areas that need additional attention were used to develop the future land use “Game Board”. These maps are shown below and the final land use concept plan is included in the back slider of this document.

SECTION II – GROWTH OF THE CITY

A primary objective of the Comprehensive Plan process was to not only lay the foundation for policy changes that would create a desired future, but to create a Future Land Use Map that would guide the development of the City to the year 2030.

Historic Development Patterns

Brush has developed, similar to many communities in the same era, with a relatively tight urban growth boundary, a traditional grid street layout, predominantly single-family home development and a well-defined historic downtown. Both the Survey Results and the Key Pad polling reaffirmed the desire to continue this trend as the City expands outward from the existing City limits.



In addition, the City has developed an aggressive recreational component that further defines the open space pockets that re-occur throughout the City. Although expanded further on the Future Land Use Map, as well as the Recreation section of the document, residents strongly suggested that this general land use trend continue into the future.

Future Growth Projections

Rock Creek Studio provided three separate growth projections to be used within the Comprehensive Plan Update. Three likely projections were used; 2.0%, 2.5% and 3.0% annual growth rates. The City currently uses 2.0% percent for future public services demand, which we feel based on trend analysis to be relatively accurate. At a 2.0 percent annual growth rate, the City of Brush will double its population within 36 years. It is important to note that this data should be updated on an annual basis to ensure adequate planning for future growth. The comparison of these growth rates are shown on Figure 1. A tighter five-year actual growth rate for Morgan County and municipalities is shown on Figure 2.

Figure 1
Population Increase Projection
2005 - 2030

Brush!
Choices 2030

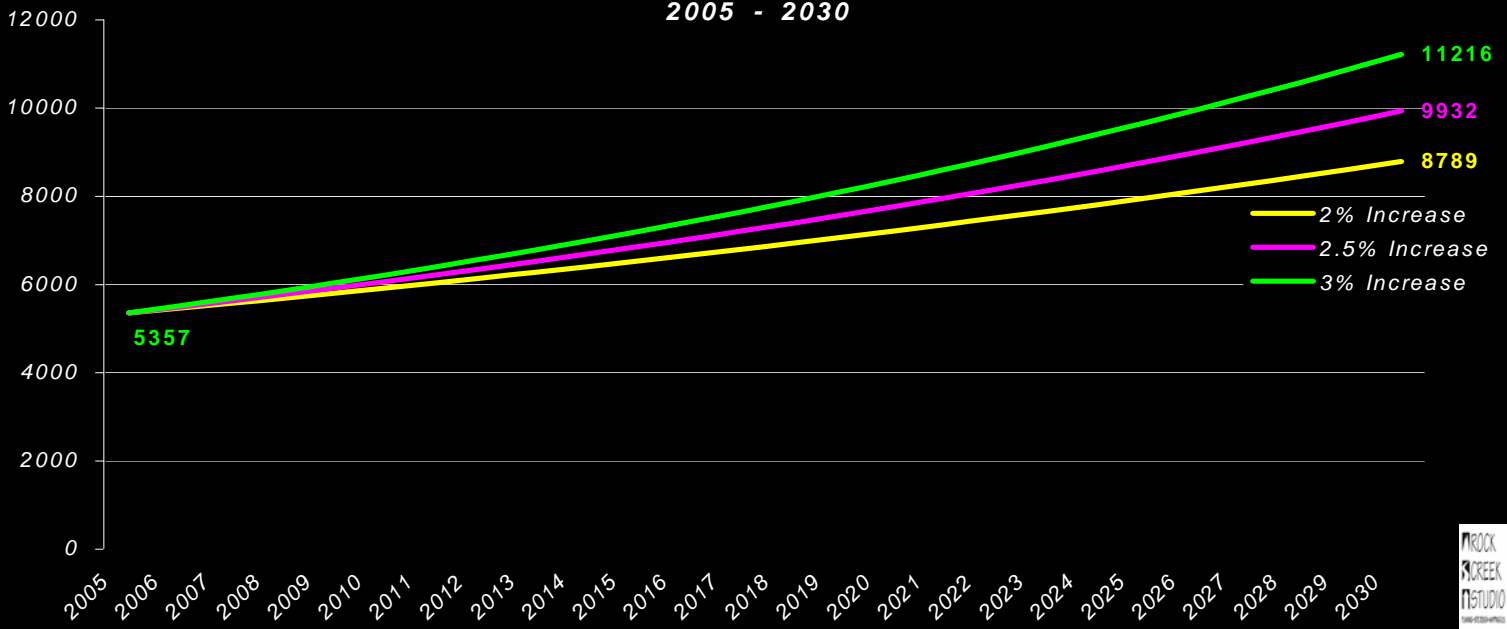
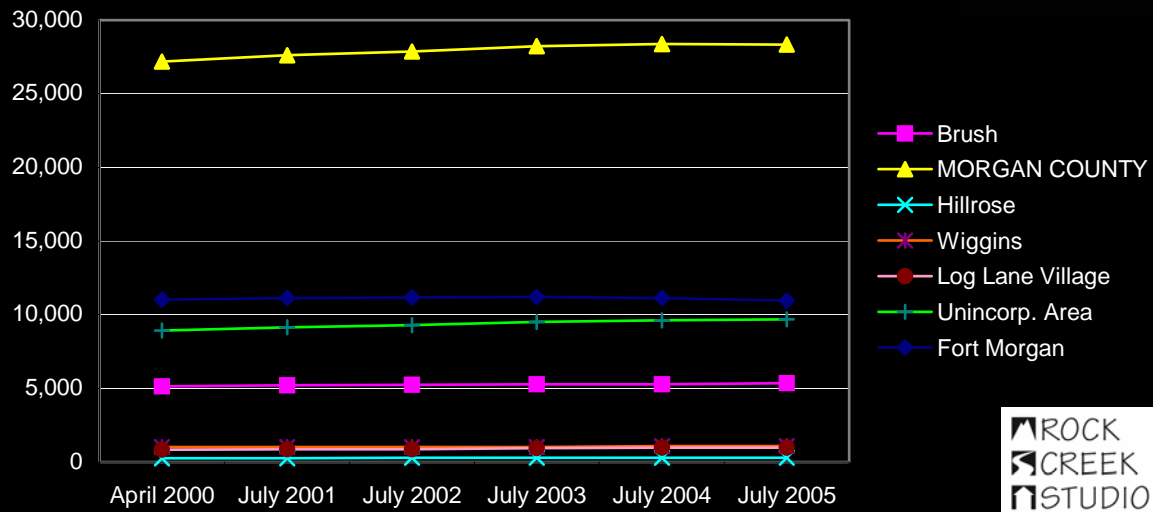


Figure 2
Morgan County Population

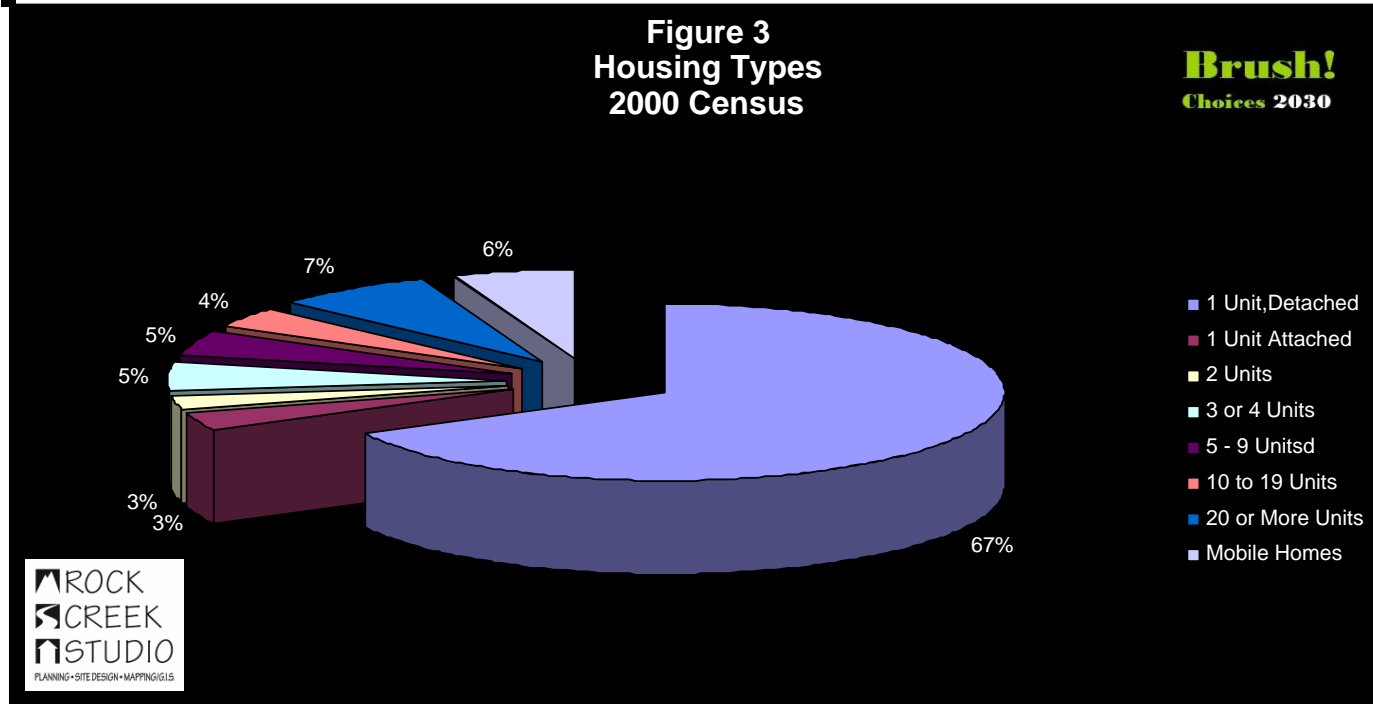
Brush!
Choices 2030



The Future Land Use Map presented in Section II was analyzed and can easily accommodate nearly 40 years of growth within the Three Mile Boundary.

Housing Types

Figure 3 summarizes the existing housing mix based on the 2000 Census. Nearly 70% of all dwelling units are single-family detached units. During the key pad polling as well as the community survey, a key recommendation was to encourage a mix of housing types to allow for a broader housing market beyond the traditional housing mix.



GOAL

- 1: Encourage and accommodate efficient and fiscally responsible growth consistent with the adopted three mile and future land use map.

Policy

- 1.1: The City shall consider annexation of properties contiguous to the City limits where it is consistent with the goals, policies and strategies of the Brush Comprehensive Plan Update of 2007.

Strategies

- 1.1.1: Maintain accurate records of infrastructure capacities and locations including infrastructure capacities and locations including water and sewer capacity analysis.
- 1.1.2: Encourage utilizing available land within the City limits before expanding City boundaries.
- 1.1.3: In general, discourage flagpole annexations and leapfrog development. However, flagpole annexations may be used to solve problems with existing development in the planning area. Promote annexations of land immediately adjacent to existing city limits.
- 1.1.4: Annexation of enclaves shall be fiscally responsible and not overburden existing taxpayers and be consistent with applicable policies and regulations.
- 1.1.5: The City shall consider using special districts to finance public improvements in existing developments requesting annexation as long as the special district is administrated by the City.
- 1.1.6: All future annexations shall have infrastructure installed to City standards as part of the annexation process.

Policy

- 1.2: Ensure that development in the Brush! Planning area is guided toward the City.

Strategies

- 1.2.1: Cooperate with Morgan County to develop an intergovernmental agreement and/or a Memorandum of Understanding that recognizes and implements the recommendations of the Brush Three Mile Plan.
- 1.2.2: Actively review and comment on proposed development within the Brush Planning area consistent with an adopted Memorandum of Understanding and/or an Intergovernmental Agreement between the City of Brush and Morgan County.
- 1.2.3: Develop an economic development strategy and revise existing land use codes to encourage desirable land uses to locate within the City of Brush.

GOAL

- 2: Ensure that areas proposed for annexation are compatible with existing residential, commercial, and industrial neighborhoods.

Policy

- 2.1: Annexation requests will be reviewed to assure compatibility with existing neighborhoods and the adopted Three Mile Plan and Future Land Use Map.

Strategies

- 2.1.1: Develop process to include review of the appropriateness of the proposed use, street patterns, and other factors which may impact an existing neighborhood during the annexation review process.
- 2.1.2: Include mitigation actions, such as installation of landscape buffering, trail connections, access points and financial participation with utility extensions/improvements during approval of annexation requests.
- 2.1.3: Discourage annexations that would negatively impact existing neighborhoods or place an undue burden on the City with respect to utility extensions or other public services.

SECTION III – URBAN DESIGN

The Community Survey and the resulting debate among the Working group centered on retaining the small town character of the existing City form. The existing grid serves the City well in terms of both vehicular and pedestrian circulation and creating separate enclaves and neighborhoods.



Concern was expressed throughout the public process to ensure that the grid extension continue as additional lands are annexed into the City boundaries. This desire is reflected in both the Future Land Use Map as well as a reoccurring theme in the goals, policies and strategies contained throughout the document.

Landscaping and Development Standards

An initial exercise conducted with the Working Group was called “Pictures for Planning.” This exercise resulted in significant discussion regarding the need to explore the refinement of landscaping standards, nuisance control, weed control, automobile storage, and dilapidated structures in certain areas within the City. These issues will require significant code revisions to implement the Plan. Particular care will need to be taken to work with individual property owners.



Highway Corridor Signage Issues



The importance of the primary entry points into the City will also require additional modifications to the City’s land use regulations. The potential for development of key parcels along the three interchanges is essential to the future viability and attractiveness of these key properties in the future. The Plan recommends the revision to sign ordinances as well as the potential of conducting site specific Design

Guidelines to prepare for the future development of these areas. The success of these efforts will need to insure that the property owners are key participants in these efforts and are active participants in resolving these issues.

Historic Preservation

The City of Brush is blessed with several historic structures that add to the charm and unique urban



design quality of the City. The Community Survey, discussions that took place during the public meetings, and discussions within the Working Group all reiterated a desire to retain these structures and provide a mechanism for the revitalization of those that have the most important historic qualities.



The Central School is the most visible of these structures and the resolution of its future rehabilitation and adaptive re-use was one of the most debated points during the development of the Plan. Fiscal concerns, appropriate future uses, the overall condition of the buildings infrastructure and the potential asbestos issues are both unknown and troubling to the community. The Plan is proposing to utilize graduate students from the University of Colorado, Department of Environmental Design (planners, architects and engineers) to assist the community within a formal public process to finally resolve the issues surrounding the future of a structure that holds a very important architectural and historical place for the City.

GOAL

- 3: Preserve and enhance Brush's small-town, rural character.

Policy

- 3.1: Require quality design standards for new development and redevelopment.

Strategies

- 3.1.1: Review and update subdivision regulations and update development standards consistent with the Comprehensive Plan Update of 2007.
- 3.1.2: Develop design guidelines which will include architecture, street layout, sidewalks, access criteria, and alleyways, trail connections, and utilities.
- 3.1.3: Develop and codify landscape guidelines for new commercial, industrial development, annexations and redevelopment.
- 3.1.4: Review sign code standards to address Interstate 76 business signage standards.
- 3.1.5: Review City nuisance regulations relating to weed control, automobile and vehicle storage, noise and dilapidated structures and modify if necessary.
- 3.1.6: Continue supporting the City's urban forestry and tree program.

Policy

3.2: Support redevelopment within existing City limits.

Strategies

3.2.1: Evaluate redevelopment potential within the existing City limits in the context of Comprehensive Plan guidelines and zoning regulations.

3.2.2: Investigate and acquire funding from both public and private funding sources for redevelopment projects, including Special Districts where appropriate.

Policy

3.3: Support the City's Business Districts.

Strategies

3.3.1: Investigate and acquire funds to implement streetscape and building improvements.

3.3.2: Cooperate with Business Districts regarding traffic, utility service and parking issues and fund projects through appropriate sources as the budget allows, grants and public/private partnerships.

3.3.3: Review zoning regulations, and modify as necessary relative to mixed uses, vertical zoning, landscaping and other strategies which could assist in keeping the downtown area viable.

Policy

3.4: Enhance the aesthetic image of Brush by improving the appearance of entryways and major street corridors.

Strategies

3.4.1: Prepare Design Guidelines for key entryways and corridors which would include landscaping, setbacks, building height, scale and mass of structures, appropriate uses and access.

3.4.2: Adopt Design Guidelines and identify funding sources and development standards.

- 3.4.3: Encourage sales tax generating uses through the promotion of adaptive reuse of and redevelopment of prime retail locations, defined as properties that are either underutilized or appropriate for redevelopment.

Policy

- 3.5: Encourage the preservation, rehabilitation, maintenance and continued use of historic buildings and landmarks.

Strategies

- 3.5.1: Identify funding sources to help utilize and maintain historic buildings.
- 3.5.2: Facilitate renovation of historic buildings through the flexible application of zoning and building codes.
- 3.5.3: Carefully analyze the costs associated with renovation of important structures to ensure that any use of public funds is fiscally responsible.
- 3.5.4: Foster and improve the City's relationship with the State Historical Society.

GOAL

- 4: Promote a compatible and functional system of land uses that are consistent with the adopted Comprehensive plan.

Strategy

- 4.1.1: Review and update zoning and subdivision regulations, with a timeline consistent with the implementation matrix included within the Comprehensive Plan.
- 4.1.2: Encourage location of shopping, services, recreation, and educational opportunities within walking distance of residential areas.
- 4.1.3: Ensure compatibility between adjacent land uses.
- 4.1.4: Research and adopt pedestrian friendly sidewalk standards.

SECTION IV – HOUSING

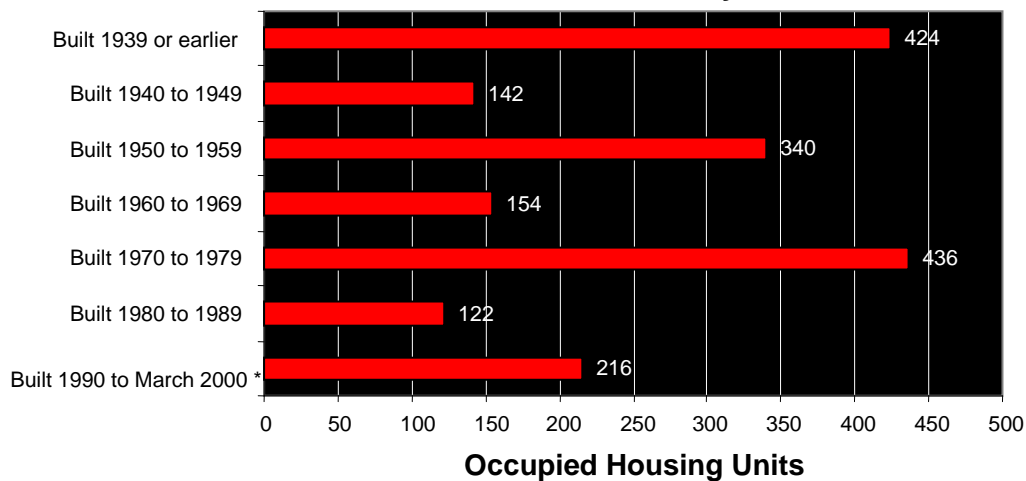
The demographics of housing in Brush are very similar to cities and towns on the eastern plains of Colorado. Nearly 96% of all residential units within the City are occupied, which reflects a very low vacancy rate. Over 62% of housing units are owner-occupied, indicative of the availability of sufficient rental units with a relatively typical vacancy rate of 4.5%. Housing data derived from the 2000 census are shown below in Table 1.

Table 1
Housing Characteristics – City of Brush

Housing in 2000		% of Total	
Total Housing Units	1,923		
Universe: Housing units		SF1 - H1	
Occupied	1,836	95.5%	
Vacant Units - Total	87		
Vacancy Rate (%)	4.5%		
Average Household Size	2.6		
Universe: Housing units		SF1 - H3, H12	
Owner Occupied Units		% of Total	
Owner Occupied	1,184	61.6%	
Vacant Units - For Sale Only	12		
Homeowner Vacancy Rate (%)	1.0%		
Average Household Size	2.8		
Universe: Occupied housing units		SF1 - H4, H5 & H12	
Rental Units		% of Total	
Renter Occupied	652	33.9%	
Vacant Units - For Rent	30		
Rental Vacancy Rate (%)	4.4%		
Average Household Size	2.4		
Universe: Occupied housing units		SF1 - H4, H5 & H12	
Vacant Units		% of Total	
For rent	30	1.6%	
For sale only	12	0.6%	
Rented or sold, not occupied	7	0.4%	
For seasonal, recreational, or occasional use	4	0.2%	
For migrant workers	-	0.0%	
Other vacant	34	1.8%	
Total Vacant	87	4.5%	
Universe: Vacant housing units		SF1 - H5	

The majority of homes built in Brush reflected to historic development of the City (prior to 1939) and a relatively significant building cycle that occurred in the 1970s. Home construction by decade is summarized on Figure 4.

**Figure 4
Home Construction by Decade**



Affordability

An industry standard to understand the affordability of housing in a community is the relationship between median housing prices and average monthly income (AMI). Income distribution is shown on Figure 5. The income bracket with the largest number of individuals is \$20,000 to \$22,499 and the average per capita income in 1999 was \$14,672. The average household income in 1999 was \$31,333.

Figure 6 uses a common methodology to determine housing affordability. Although somewhat dated, this methodology assigns a housing affordability indices with a score of 100 representing an affordability threshold. The housing affordability indices for Brush in 1999 was 160, suggesting that the median family can afford the median house within the City.

The most recent data available to augment the 1999 data was obtained from the State of Colorado. In 2006 the average household income had risen to \$34,825 and the average single family home value ranged from \$86,500 to \$100,500. Applying the same methodology cited in Figure 6, the housing affordability indices has declined to 103. Although this indicates that the median family can still afford a single family home, wages have not kept up with subsequent increases in real estate values.

Issues

The public process (including public meetings and the Community Survey) framed several broad goals that should be maintained into the future including safe, livable environments, high quality future development, a more diversified housing mix and compatibility of future development.

**Figure 5
Income Distribution 1999**

Income Distribution						
	Number of Men	Number of Women	Total	% of Total	% that make less than...	% that make more than...
\$1 to \$2,499 or loss	102	85	187	7%	7%	100%
\$2,500 to \$4,999	25	107	132	5%	13%	93%
\$5,000 to \$7,499	43	105	148	6%	18%	87%
\$7,500 to \$9,999	88	42	130	5%	24%	82%
\$10,000 to \$12,499	58	96	154	6%	30%	76%
\$12,500 to \$14,999	41	49	90	4%	33%	70%
\$15,000 to \$17,499	88	144	232	9%	42%	67%
\$17,500 to \$19,999	128	93	221	9%	51%	58%
\$20,000 to \$22,499	157	75	232	9%	60%	49%
\$22,500 to \$24,999	145	75	220	9%	69%	40%
\$25,000 to \$29,999	114	96	210	8%	77%	31%
\$30,000 to \$34,999	144	63	207	8%	86%	23%
\$35,000 to \$39,999	66	69	135	5%	91%	14%
\$40,000 to \$44,999	78	6	84	3%	94%	9%
\$45,000 to \$49,999	28	11	39	2%	96%	6%
\$50,000 to \$54,999	46	-	46	2%	98%	4%
\$55,000 to \$64,999	31	-	31	1%	99%	2%
\$65,000 to \$74,999	16	-	16	1%	99%	1%
\$75,000 to \$99,999	14	-	14	1%	100%	1%
\$100,000 or more	-	-	-	0%	100%	0%
Total:	1,412	1,116	2,528	100%		

Universe: Population 16 years and over with earnings

SF3 - P82, P84

* Includes full and part-time.

**Figure 6
Household Affordability 2000**

Owner Occupied Housing Affordability		2000
Specified owner-occupied housing units: Median value (Adjusted for Inflation in 2000 \$'s)		\$ 86,500
% of median income necessary to buy the median house		16%
Income required to qualify for the median house		\$ 24,442
Housing Affordability Index: (100 or above means that the median family can afford the median house.)*		160

Universe: Specified owner-occupied housing units

SF3 - H76

Income in:		1999
Per capita income		\$ 14,672
Median household income		\$ 31,333
Median family income		\$ 39,094

Universe: Total population, Households, Families

SF3 - P82,P53,P77

* Note: The housing affordability figures assume a 20% down payment and that no more than 25% of a family's income goes to paying the mortgage. It is based on an interest rate of 10.01% in 1990 and 8.03% in 2000. Use this statistic as a comparative, rather than absolute, measure.

GOAL

- 5: Maintain and enhance quality residential environments in Brush!

Policy

- 5.1: Preserve Brush's existing neighborhoods as places that are aesthetically pleasing, safe and livable.

Strategies

- 5.1.1: Encourage the preservation and renovation of housing in Brush's original neighborhoods.
- 5.1.2: Identify possible programs and adopt programs as necessary to assist low-income homeowners in making necessary repairs to their homes.
- 5.1.3: Maintain the infrastructure in residential neighborhoods.
- 5.1.4: Enforce all housing codes and ordinances enacted to protect the quality and safety of residential neighborhoods.

Policy

- 5.2: Promote high quality new residential neighborhoods which are livable, safe and are an asset to the City.

Strategy

- 5.2.1: Review and revise design standards as needed to encourage development of high quality new housing developments.

Policy

- 5.3: Protect existing and new residential development from encroachment by incompatible land uses.

Strategies

- 5.3.1: Review zoning designations to ensure that adjacent uses do not adversely impact existing development.
- 5.3.2: Require the use of buffer zones, landscaping, berming and other design techniques to help improve and maintain the integrity of different land uses.

GOAL

- 6: Promote the construction of new housing in Brush! to accommodate growth and better meet the demand for housing in the City.

Policy

- 6.1: Encourage City and private sector partnerships to facilitate desirable residential development.

Strategies

- 6.1.1: The City shall develop regulations and guidelines to promote a variety of desirable housing types.
- 6.1.2: Monitor job creation and the housing market on a regular basis to determine if programs should be started to help promote new/different residential development or existing regulations should be modified.
- 6.1.3: Ensure that the City's infrastructure can support new residential development.

GOAL

- 7: Achieve a mix of housing types and densities in order to meet the diverse needs of the citizens.

Policy

- 7.1: Apply flexible standards to undeveloped residential land to allow a range of residential development (types, densities and price points).

Strategies

- 7.1.1: Identify what types of housing are needed in Brush and utilize this information when reviewing zoning and subdivision regulations.
- 7.1.2: Encourage a variety of residential densities in neighborhood designs.
- 7.1.3: Encourage Planned Unit Developments (PUD) which allows a diversity of housing types to be developed in the same area while maintaining high quality living environments.

Policy

7.2: Support efforts to develop moderate-income and special need housing in Brush!

Strategies

7.2.1: Consider expanding a partnership with the Brush Housing Authority to develop and maintain a diversity of income housing projects.

7.2.2: Consider utilizing flexible zoning standards and financial incentives to encourage private development of moderate-income housing.

SECTION V – TRANSPORTATION

HIGHWAYS

The City of Brush has direct access to two (2) State Highways and one (1) Interstate Highway, State Highway 34, State Highway 71 and Interstate 76. The Colorado Department of Transportation provides a myriad of data associated with both state and interstate highways.

Table 2 provides a summary of data associated with geometry, surface condition and functional classification of all three highways that bisect or provide access to the City of Brush.

Table 2
Classification and Surface Data
Brush Interstate /State Highways

Highway	Surface Width (feet)	Thru Lanes	Lane Width (feet)	Ride Index (1)	Condition (2)	Classification (3)
Interstate Highway 76	24	4	12	87	Good	Interstate-Urban/Rural Arterial
State Highway 34	12 to 48	2 to 4	12	95	Fair to Good	Urban-Rural Arterial
State Highway 71	20 to 64	2 to 4	10 to 12	87	Poor to Fair	Urban-Rural Arterial

Notes

(1) Ride Index is a value of between 0 and 100. A value of 100 indicates smooth rideability. A value of 50 is the threshold that indicates no more remaining service life.

(2) Condition represents the overall condition of the roadway in terms of safety, surface condition, striping and access point geometry.

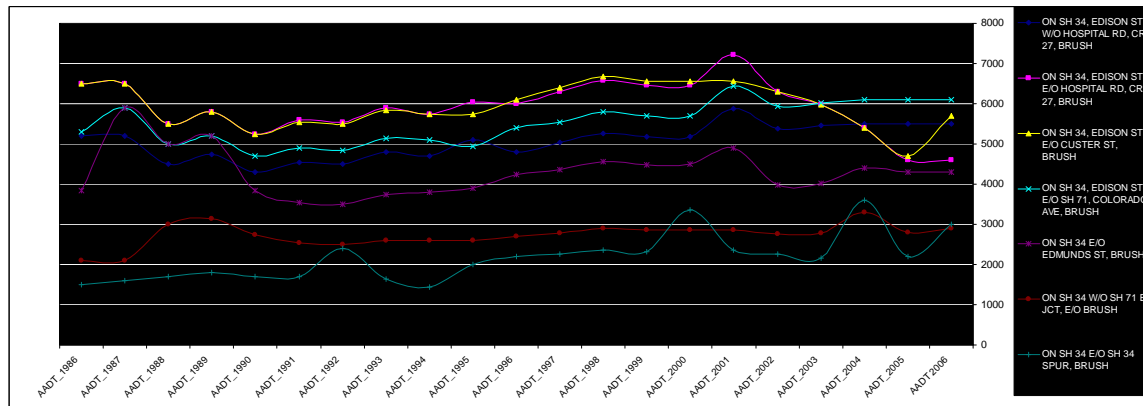
(3) Classification represents the definition used by the Federal Highway Administration. An arterial is considered a major roadway for through traffic in a continuous route.

Source: Colorado Department of Transportation, 2007.

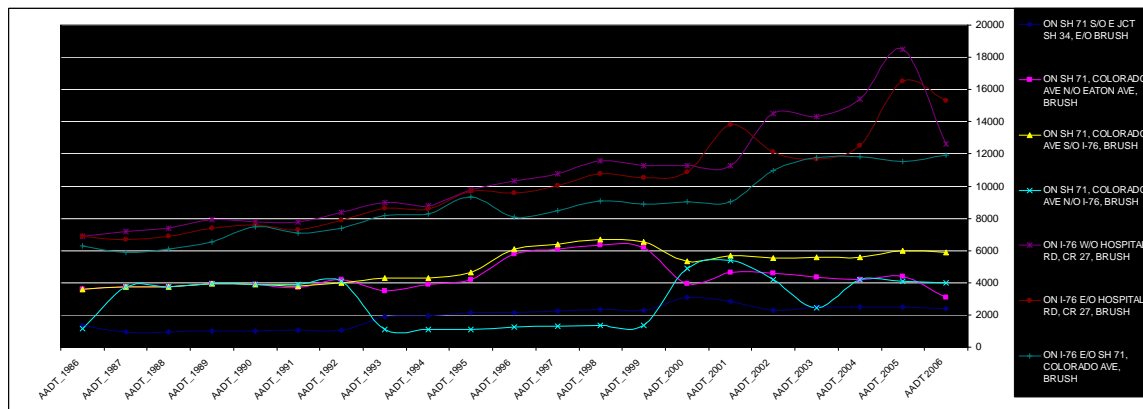
Historic Average Daily Traffic Data

Historic Annual Average Daily Traffic (AADT) was also collected for both interstate and state highways at locations used by the Colorado Department of Transportation. The AADT represents the annual average daily traffic count for a given segment (total of all vehicles in a year divided by 365 days). The data available for the State is shown in Figures 7 and 8.

**Figure 7
AADT Data 1986 – 2008**



**Figure 8
AADT Data 1986 – 2008**



Spikes are apparent along the State Highway 34 and Interstate 76 in 2000 and 2001, primarily due to construction projects that diverted traffic. For the most part these highway segments have not experienced significant increases in average daily traffic growth.

The most dramatic AADT drop has occurred along Interstate 76 west of Hospital Road with a significant decline 2005 and 2006 due to the repairing and shoulder work associated with work in Interstate 76. It is recommended that the City update this data on a regular basis to understand regional transportation changes and include this information in future County and State funding processes.

Local Roadway Conditions

Local roadway count data is not available. Future data should be gathered by the City as funding is made available. A reoccurring theme throughout the Comprehensive Plan

process has been the need to revitalize the downtown core and the need to provide adequate and safe pedestrian flow patterns are included within the recommended goals, policies and strategies.

GOAL

- 8: Provide and maintain a roadway network which meets the access and circulation needs for the community in a safe, economical, and efficient manner.

Policy

- 8.1: Maintain and improve the current condition and Level of Service of roadways within the City of Brush.

Strategies

- 8.1.1: Continue Brush's emphasis on preventative maintenance of streets to maintain ride quality and street longevity and avoid more costly repairs in the future.
- 8.1.2: Complete identified and approved improvements to Brush! roadways.
- 8.1.3: Encourage new and expanded partnerships with the State and County to encourage that the roads within Brush! are properly maintained.
- 8.1.4: Actively pursue State Transportation Improvement Program (STIP) funds through the involvement of both staff and elected officials in the prioritization process.
- 8.1.5: Actively become involved in the County's prioritization process to ensure that roadways that impact the City's transportation infrastructure are addressed as needed.

Policy

- 8.2: Ensure that new development mitigates their proportional share of impacts on the existing transportation infrastructure.

Strategies

- 8.2.1: Ensure that the impacts of new development are integrated into the review and approval process.
- 8.2.2: Identify and implement means to improve safety and circulation in the vicinity of major traffic generators.

Policy

- 8.3: Maintain a roadway classification system of arterials, collectors and local streets that promote appropriate levels of access and traffic volumes, does not adversely impact existing levels of service and is modified as new development occurs.

Strategy

- 8.3.1: Develop an annual process for road classifications and updating traffic volumes and levels of service in a spreadsheet that can be updated easily and provide a method for identifying significant increases in traffic levels to allow for funding of needed improvements.

GOAL

- 9: Develop a Downtown parking and circulation plan to support and enhance the viability of downtown Brush!

Policy

- 9.1: Use the Downtown Enhancement Plan as a guide to revitalize the existing downtown core.

Strategies

- 9.1.1: Investigate existing turn restrictions in downtown area on circulation and safety, and use available funding sources (STIP, County, General Fund) and require mitigation if necessary from new development.

GOAL

- 10: Support alternative modes of transportation.

Policy

- 10.1: Develop a continuous system of bicycle-pedestrian routes including connections to parks and schools.

Strategies

- 10.1.1: Where roadway width permits, designate bicycle lanes with signing and striping.
- 10.1.2: Provide for separate bicycle-pedestrian paths in the design of future developments, open spaces, and drainage ways.

Policy

- 10.2: Encourage and enhance public transportation services for seniors, the disabled, and others who rely on such services.

Strategies

- 10.2.1: Support and expand existing services providing mobility to Brush residents by carefully analyzing existing automobile, bicycle and pedestrian linkages and prioritize proposed improvements during the City's budget process.

Policy

- 10.3: Promote the Brush! Municipal Airport as a community resource.

Strategy

- 10.3.1: Continue efforts to increase awareness of, and use, of the municipal airport.

SECTION VI – ECONOMIC DEVELOPMENT

Economic development was also a key theme in the Community Survey and the public meetings held during the Comprehensive Plan process. Although only 10% of households were considered living below the poverty line, the community voiced concern regarding the ability of the City to maintain and attract jobs that pay “a living wage.” Figure 9 provides a summary of families under the poverty level by household type and Figure 10 shows percent under the poverty line by sex and age. Figure 11 breaks poverty into race by individuals. All of these figures utilize data from 1999, and should be updated when more current information is available.

Figure 9
Families Under The Poverty Level

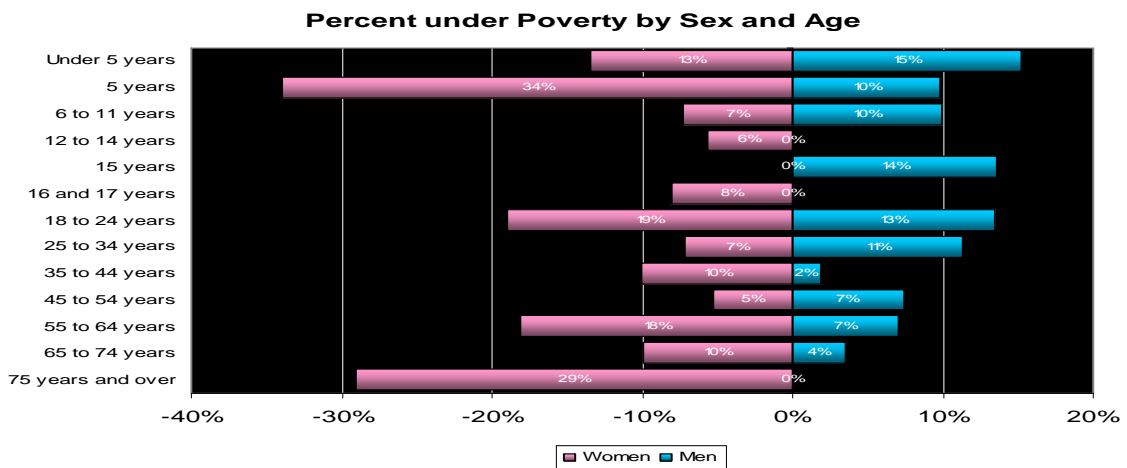
Families Under Poverty by Household Type						
	Married		Male - No Wife		Female - No Husband	
	Number	%	Number	%	Number	%
With related children under 18 years:	30	6%	9	14%	21	17%
Under 5 years only	0	0%	4	19%	0	0%
Under 5 years and 5 to 17 years	26	16%	0	0%	5	10%
5 to 17 years only	4	2%	5	16%	16	23%
No related children under 18 years	6	1%	0	0%	0	0%
Total	36	4%	9	11%	21	14%
Total (Married, Male and Female)			66	5%		

Universe: Families

Table P90

Note: The percentages above represent the number of families under the poverty line divided by the total number of families in that category.

**Figure 10
Poverty by Sex and Age**



**Figure 11
Poverty by Race**

Poverty by Race (Individuals)		% of Total	
		Number	%
White		355	10%
Black		-	0%
American Indian And Alaska Native		-	0%
Asian		-	0%
Native Hawaiian & Other Pacific Islander		-	-
Other Race		128	13%
2 or more races		12	9%
Hispanic Or Latino		294	16%
White not Hispanic		201	7%

Universe: Population for whom poverty status is determined.

Table PCT075A-I

PAST ECONOMIC DEVELOPMENT EFFORTS

In April of 2003, the Downtown Professional Network prepared a Market Analysis and Business Development Strategy for Downtown Brush. The report included a series of recommendations divided into the following broad categories, with the more significant strategies summarized below:

Business Retention and Expansion Strategies

1. Formation of an Organization Committee;
2. Design approaches to “package” available development properties;
3. Promotion of existing downtown merchants;
4. Economic Restructuring to assist existing and future business retention and formation;
5. Business Recruitment Strategies.

Identification of “Top Prospects”

Based on a cumulative assessment and analysis of existing and future economic and social conditions within the City, the report identified the following specific business types:

1. Coffee House (in place);
2. Steakhouse;
3. Traditional Retail (sporting goods, gifts, books and stationary, home furnishing and “New Era Retail”);
4. Antiques and Collectibles;
5. Custom Crafts.

The Plan recommends that during the implementation phase all of these uses be explored through an analysis and possible modification of existing zoning regulations.

Priority Action Steps

This plan also developed a series of action steps for business development and recruitment strategies that included the following specific suggestions:

1. Review City land use plans, zoning ordinances and development policies to ensure compatibility with Business Development concepts and strategies;
2. Ascertain Internet access options currently available in downtown Brush; explore possibilities for partnerships, telecommunications infrastructure improvements and incentives that could help lure “Back Door Retail” business prospects;
3. Pursue technical assistance and resources for existing businesses wishing to pursue a “Back Door Retail” component;
4. Assemble a package of information on incentives available to building and business owners, such as façade /sign improvement grants, low-interest loans and federal/state historic rehabilitation investment tax credits and incentives;

5. Develop and produce professional quality downtown “prospectus” materials in print and electronic formats;
6. Identify and pursue for recruitment of specific businesses that correspond to the “Top Prospect” characteristics; and
7. Initiate discussions with the City and Colorado Water Conservation Board to explore options and alternatives for improving drainage and to address floodplain issues that might inhibit future development.

Marketing Strategies

Both the Comprehensive Plan and the Market Analysis work are suggesting a series of marketing steps to assist in additional tourist/regional economic opportunities. Specific actions steps include the following:

1. Work to enhance and maintain existing downtown festivals and events and to introduce new events and activities that are consistent with downtown Brush marketing principles and appeal to targeted market segments;
2. Work with the Brush Rodeo Association, business organizers and owners, and downtown Brush businesses to create cross-marketing opportunities; and
3. Support, promote and facilitate downtown business community cooperative advertising and cross-marketing efforts.

Downtown Enhancement Plan

A Brush Downtown Streetscape Plan was prepared by Landscape Architect Julie Wolverton in December of 2004, and the Working Group and the community appear to still support the approach depicted on Figure 12.

The primary goals of this effort include the following general urban design strategies:

1. Identify downtown Brush as a destination site with significant signage at I-76 interchanges and on vehicular scale directional signs;⁴
2. Create a strong downtown identity in a 2-block area along Clayton Street between North Railway Street and Edmunds Street with streetscape, art, planters, signage, site furniture, lighting and human scale spaces;

⁴ It is important to note that many of these design notions are reflected on the Future Land Use Map presented in Section II of this document.

3. Link downtown north with the redevelopment of the Central School site. Tie into the “Green” Boulevard as shown on the Future Land Use Map;
4. Link downtown south across the railroad tracks to the Memorial and Prairie Trails Parks on South Clayton Street;
5. Utilize local sales barns and auction houses to highlight with an information kiosk, brochures, and discount coupons to downtown shops;
6. Slow down traffic near downtown with traffic-calming features and safe pedestrian zones;
7. Encourage visitors to park and walk downtown.

GOAL

- 11: Continue to develop a diversified and stable economic base that provides Brush residents with a variety of job opportunities.

Policy

- 11.1: Maintain/Continue to support a business environment that encourages existing businesses and industries to remain in Brush, grow, and continue to be successful while providing benefits to the City and its citizens.

Strategies

- 11.1.1: Pursue efforts to develop mutually beneficial and cooperative relationships between the City and existing businesses and industries.
- 11.1.2: Support an active Chamber of Commerce that provides a variety of services to members and the community.

Policy

- 11.2: Continue efforts to attract desirable businesses and industries to Brush.

Strategies

- 11.2.1: Develop and support economic development programs which identify and recruit businesses that provide a living wage, increase sales and property tax revenue, and are environmentally responsible to locate in Brush.
- 11.2.2: Strengthen partnership between economic development organizations in Brush and Morgan County to promote economic health.

- 11.2.3: Annually assess the effectiveness of efforts to strengthen these partnerships and implement changes if necessary to ensure success.
- 11.2.4: Maintain City's infrastructure and utility capabilities to ensure that new businesses and industries have readily available services (water, sewer and transportation infrastructure and availability).
- 11.2.5: Support private efforts to prepare buildable sites for new businesses and industries.
- 11.2.6: Emphasize maintenance and improvement of amenities that make Brush a desirable place to live and do business, including quality of life, distance from urban areas and access to recreational opportunities.
- 11.2.7: Consider offering incentives to businesses considering locating to Brush consistent with the City's Incentive Policy.
- 11.2.8: Consider development impacts on quality of life, i.e. public safety, housing, education, utility services, etc. when recruiting new businesses, and develop a set of target businesses that are consistent with the adopted Comprehensive Plan.
- 11.2.9: Continue to support and coordinate the Economic Stakeholders Group.
- 11.2.10: Continue building Community Enhancement Funds to support Economic Development efforts.
- 11.2.11: Actively pursue the implementation of both the Brush Downtown Streetscape Plan (2004) and the Market Analysis and Business Development Strategy (2003).
- 11.2.12: Identify and promote the redevelopment of existing Brownfield Sites.

GOAL

- 12: Achieve an adequate mix of commercial development that meets the needs of Brush citizens and does not excessively impact the City's transportation system.**

Policy

- 12.1: Support and promote the Downtown commercial area as strong retail and service center.

Strategies

- 12.1.1: Enhance the appearance of the downtown area and usage through historic preservation, signage, streetscape improvements and design features.
- 12.1.2: Support efforts to diversify businesses located in the downtown area.
- 12.1.3: Investigate means to fund downtown parking, streetscape, and building improvements.
- 12.1.4: Utilize funding sources to implement the Main Street Streetscape Plan and the Downtown Improvement District by prioritizing the most important components of each plan.

Policy

- 12.2: Actively pursue development of I-76 corridor at Hospital Road and N. Colorado Ave., and the north side of Hwy 34 from Hospital Road to west City Limits.

Strategies

- 12.2.1: Proactively develop street plans in developing commercial and industrial areas that access State Highways to provide adequate access for businesses.
- 12.2.2: Support efforts to provide utility services to I-76 and Hwy 34 building sites.
- 12.2.3 Actively pursue funding for the development and installation of access from State Highway 34 west of Hospital Road and north of Exit 90 on Highway 71.
- 12.2.4: Develop a partnership with the Ditch Company to cross the ditch from State Highway 34.

Policy

- 12.3: As the City grows, plan neighborhood commercial areas which are both convenient and compatible with new neighborhoods.

Strategies

- 12.3.1: Develop design guidelines to ensure that stores and other commercial buildings mitigate their impacts to surrounding neighborhoods.
- 12.3.2: Create zoning regulations to control the types of businesses allowed in neighborhood commercial areas.

SECTION VII – PUBLIC IMPROVEMENTS

The City of Brush has continued to spend considerable resources to update needed public improvements. The most recent studies and important findings are summarized below.

City of Brush Raw Water Plan

This plan was prepared by Applegate Group in March of 2006 guided by the City of Brush Water Advisory Committee. The Committee sought to plan for a long-term, reliable water supply for continued economic growth and protection during periods of drought. The Committee chose a planning horizon of 2026, which was closely aligned with the build-out horizon of the Comprehensive Plan's target of 2030.

The Committee examined the current water supply and demand of Brush and a variety of ways to meet future water demand using existing and new sources. The Committee divided the City's water supplies into three categories, and assigned the following action steps to be taken.

Municipal Water Supply

1. Evaluate opportunities and timeline to shift industrial, non-potable irrigation and other non-municipal use from the municipal well field to other uses;
2. Maintain agreement with Fort Morgan Reservoir Company for recharge to augment up to a maximum sustained depletion for the 2,200 acre feet of pumping;
3. Evaluate the long-term augmentation credit available in the future from the accounting of the 1987 Fort Morgan Reservoir Company Agreement;
4. Investigate the benefits of acquiring additional Fort Morgan Reservoir Company shares if they could supplement the recharge augmentation credit provided by the 1987 agreement;
5. Schedule Kirk Russell from the Colorado Water Conservation Board (CWCB) for a presentation on funding opportunities to purchase shares with documentation provided by a City Council-approved raw water supply plan;
6. Identify ways Upper Platte and Beaver Creek shares could be used for augmentation of the Brush municipal well field and future municipal use with treatment in addition to industrial use;
7. Investigate types and locations of joint water treatment options for future surface or groundwater supplies for municipal and industrial use;

8. Obtain input from other communities upstream and downstream on the South Platte River to provide additional ideas for cooperation on meeting future water demands;
9. Investigate potential and cost of joining the Southern Water Supply Project with Northern Colorado Water Conservation District (NCWCD); and
10. Investigate methods to generate revenue from water dedicated to industrial users to fund improvements to the municipal well field and acquire additional water supplies.

Non-potable Water Supply

1. The City will look for ways to use the farm and park fields or ditch shares for non-potable irrigation instead of water from the municipal well field;
2. Maintain augmentation agreements with Riverside Canal and the Fort Morgan Reservoir Company for the farm and park wells where Brush has the augmentation responsibility;
3. Maintain relationships with the Upper Platte and Beaver (UP&B) and (Lower Platte and Beaver (LP&B) companies for inclusion of the seven farm and park wells in those augmentation plans;
4. Encourage future park and green space areas to use non-potable irrigation sources; and
5. Look for opportunities to purchase additional shares in the ditch companies included in the Riverside Irrigation District and 2002 Morgan Canal Company Agreements to increase the amount of augmentation water available.

During the next five years from the adoption of the Raw Water Master Plan, Brush will also:

1. Transfer all park and green space areas currently irrigated by the municipal well field to other non-potable sources like farm and park wells or ditch shares;
2. Determine the extent of the use of augmentation credits from the Riverside Irrigation District and Fort Morgan Reservoir Company agreements and if extensions and/or increase in ditch share ownership in these companies would help the City in the future with augmentation of wells used for non-potable irrigation;
3. Determine if there are any excess Lower Platte and Beaver (LP&B) shares available for non-potable irrigation; and

4. Determine if any future developed augmentation sources such as recharge of UP&B shares are required to augment pumping for non-potable irrigation by current or future farm and park wells.

Industrial Water Supply

There are a number of steps that the report also recommends to develop a municipal augmentation and industrial water supply using Upper Platte and Beaver (UP&B) shares, including:

1. Meet with Upper Platte and Beaver Ditch Company representatives and explain its goals for using UP&B shares in the Raw Water Master Plan;
2. Meet and discuss the City's plans to use UP&B shares with Colorado Energy Management (CEM) representatives and look for opportunities to benefit both parties;
3. Discuss the joint ownership of 15 UP&B shares with CEM representatives and their use in the future;
4. Document and evaluate the historic consumptive use of the UP&B shares owned by Brush for use in future water court applications;
5. Inventory and identify potential recharge sites to receive delivery from the UP&B shares;
6. Evaluate and summarize the yield from all the City's current augmentation sources. This information can determine the amount of the additional augmentation credit the City may want to develop from its UP&B shares;
7. Research the market value of UP&B shares;
8. Investigate Colorado Water Conservation Board (CWCB) programs for loans to purchase shares used for municipal water supply identified in the approved Raw Water Master Plan;
9. Prepare a water court application to change of use for other shares that City may acquire over the next five years;
10. Develop a timetable to complete a change of use for other shares the City may acquire over the next five years;

11. Investigate methods for Brush to recoup its investment in the UP&B shares from industrial users to generate revenue for use in improving the City's municipal water supply; and
12. Meet with the City of Fort Morgan, Morgan County Quality Water District, and the NCWCD to gain information on the options, costs and feasibility of participation in the Southern Water Supply Project pipeline.

Wastewater Feasibility Study

Integra Engineering prepared a Wastewater Feasibility Study for the City of Brush in September of 2006. The report evaluated upgrade opportunities to provide wastewater capacity for population increases to the year 2026, again relatively close to the planning horizon used in the Comprehensive Plan Update of 2030.

The study analyzed six (6) alternatives. The currently preferred alternative is the Sequencing Batch Reactor Option (SBR) which would have a capital cost of \$10.0 million. The SBR process requires larger aeration basins but does not require secondary clarifiers, resulting in lower construction costs than the other alternatives. Construction would occur in phases. Phase I is recommended to occur in 2007 and would focus on design. Completion of construction is projected for 2011. Future expansion to meet domestic demand would not be required until after 2020.

Storm Drainage Master Plan

This study was completed by Nolte Engineering in July of 2006. The purpose of the report was to update a previous study completed by Carter Burgess in February of 2002 and included consideration of additional alternatives in the study areas and also addressed the area south of the railroad tracts and the vicinity of Mill and Lincoln Streets that were excluded from the 2002 analysis.

As part of the previous study, the following problem areas were identified:

1. **Clayton Street** in the downtown area. This area has experienced frequent flooding streets with excessive ponding in the streets and flooding of adjacent buildings and basements during storm events;
2. **Sunset Addition.** This area also experiences frequent excessive street flooding and occasional flooding of adjacent residences. The existing Sunset Park retention pond often reaches capacity and reduces the ability of the existing storm sewers to handle flood events; and
3. **North Central Area.** This area is a low-lying area near the southwest corner of the I-76/North Colorado Avenue interchange.

In addition, the Nolte Study identified two additional areas that experienced storm water capacity issues;

1. **South Railroad Area.** This area is located south of the railroad tracks in the downtown area. In this area a 5" rainfall reportedly caused extensive flooding at Knearl Street and South Curtis Street and other nearby areas; and
2. **Lincoln/Mill Street.** This location along the south side of Mill Street near Lincoln and Ray Streets has experienced frequent flooding at intersections and storm water has backed up into homes.

A series of alternative and cost estimates were developed for each area, but specific alternative recommendations have not been selected. The Comprehensive Plan Update recommends that these alternatives be assessed, and final mitigation be selected and a phasing plan be finalized to address the storm water issues identified in both the 2002 and 2006 engineering analysis.

Updated Beaver Creek Conceptual Flood Control Plan

This report was also completed by Nolte Engineering in November of 2006. A large portion of the City of Brush lies within the 100-year floodplain as shown on the current Federal Emergency Management Agency Flood Insurance Rate Map (presented in Section II of this Plan).

Three alternatives are described in the Nolte report. The first alternative is the Corps of Engineers levee constructed along the north, east and south sides of the City to prevent flood water from Beaver Creek from entering the downtown. The second alternative is to create channel benches along Beaver Creek in addition to the levee. The third alternative is to widen the bridges along Beaver Creek as well as the channel benching and levee.

The cost of Alternative 1 is estimated at over \$3 million, and would represent a significant change in the existing landscape. Alternative 2 is estimated at over \$22 million, and Alternative 3 is estimated at over \$33 million. The report concludes that Alternative 1 is the recommended mitigation measure, although suggests that further design analysis, estimated at over \$600,000, be conducted. The Comprehensive Plan update recommends that this analysis be conducted, with careful consideration for the visual impact of the levee be included in the analysis and recommended mitigation of these impacts be considered as well.

GOAL

- 13: Provide public improvements that are designed and installed to deliver required service in a timely manner.

Policy

13.1: Continue to formulate and annually review five year capital improvement program.

Strategies

13.1.1: The City will be responsible for funding public improvements necessitated by obsolescence, changes in City goals or to meet longstanding needs in the City infrastructure.

13.1.2: Developers are primarily responsible for public improvement needs generated by growth. In times of rapid growth, development fees may be established to help pay for facilities other than water and sewer systems.

13.1.3: Property owners of enclaves or existing development being considered for an annexation are responsible for improving their infrastructure to City standards as part of the annexation process.

13.1.4: Create zoning regulations to control the types of businesses allowed in neighborhood commercial areas.

Policy

13.2: Ensure a high standard of water and sewer service to all areas of the City.

Strategies

13.2.1: New water and sewer service shall be provided only to properties within the City limits except as otherwise approved by Council.

13.2.2: Water and sewer services within Brush! shall only be provided by the City.

Policy

13.3: Plan for extension of City infrastructure into City growth areas.

Strategy

13.3.1: Develop master plans for major system improvements to growing areas consistent with the adopted Future Land Use Map and Three Mile Plan.

SECTION VIII – PARKS AND RECREATION

Parks and Recreation is an integral part of the Brush community and is actively used by both youth and the elderly. The department oversees the operation of the swimming pool, ball fields and a wide variety of youth programs and is responsible for rentals of the two community buildings and picnic shelters. The department also actively works with the Public Works Department in overseeing the operation of all city parks and also works with the Brush School District in utilizing school facilities for city programs. The most recent data for recreational participation are shown on the following page.

GOAL

- 14: Provide adequate parks and recreation facilities to serve the recreation needs of residents.

Policy

- 14.1: Neighborhood and community parks should be developed or improved to serve the present and future needs of residents based on the existing level of service and the projected needs of the community.

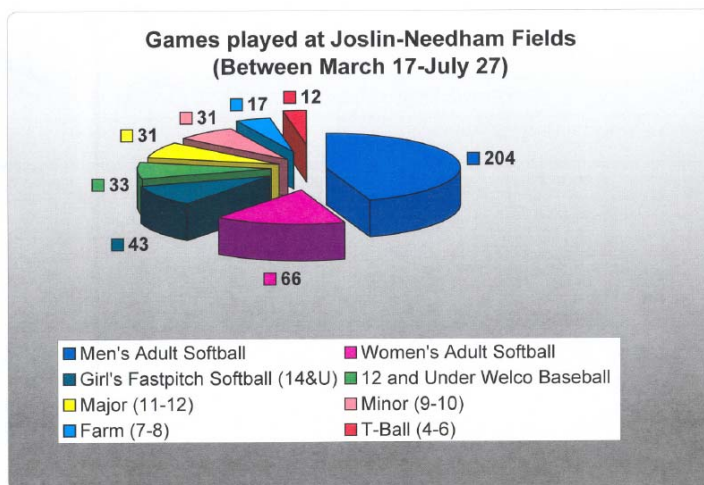
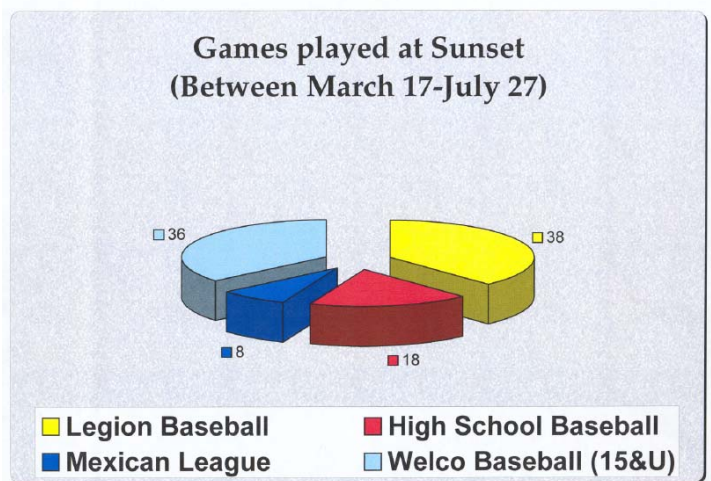
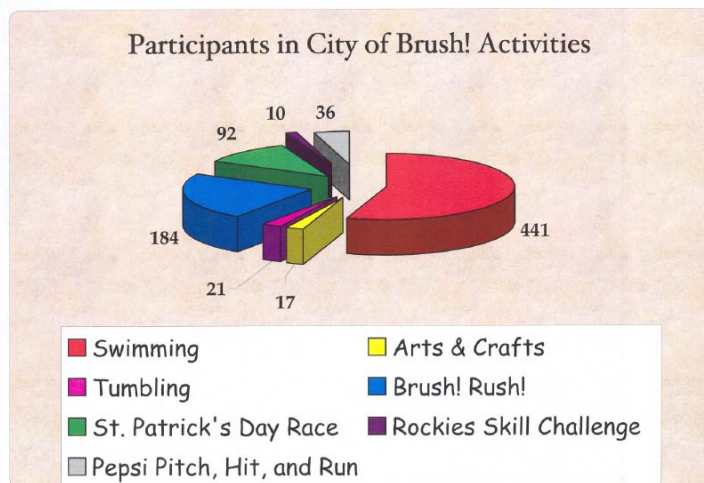
Strategies

- 14.1.1: Facilities should be designed, within site constraints, to meet the recreational needs of existing and future residents.
- 14.1.2: An analysis shall be conducted to define the City's existing level of service for all recreational programs and facilities to establish a baseline to assess existing and future needs of the community.
- 14.1.3: Future development shall be expected to mitigate its proportional impact on recreational facilities to avoid a decline in the existing level of service provided to residents of the City.
- 14.1.4: Evaluate existing recreational demands and facilities located within the local area. Upgrade and/or add facilities to meet unmet recreational needs.
- 14.1.5: Review and update the existing Parks and Recreation Master Plan to ensure that it is up to date and consistent with the Comprehensive Plan, Future Land Use Map and the Three Mile Plan.

Policy

- 14.2: Park and recreation facilities should provide for both outdoor and indoor recreation opportunities for the community.

2006 Recreation Participation



Strategy

14.2.1: Encourage cooperation between the City, the School District and other community organizations to allow for joint use of facilities.

Policy

14.3: Develop and utilize open space areas for recreation.

Strategies

14.3.1: Develop site design criteria and implement procedures that provide open space requirement for new development.

14.3.2: Analyze the feasibility of utilizing the Brush Prairie Ponds and South Platte River riparian areas for open space recreational opportunities.

GOAL

15: Develop a comprehensive trails network linking parks, recreational facilities and other community facilities.

Policy

15.1: Develop bike routes that provide safe access between schools and parks.

Strategies

15.1.1: Evaluate and implement the potential for the addition of bike lanes to existing streets.

15.1.2: Implement opportunities to develop off-street bike routes.

Policy

15.2: Utilize drainage ways and irrigation ditches as trail routes through the community.

Strategies

15.2.1: Coordinate trails design with the design of drainage ways.

15.2.2: Develop cooperative agreements with ditch companies regarding joint use of ditch right-of-way for trails.

Policy

15.3: Ensure that adult recreation programs “pay their own way” through fee systems that reflect the true costs of providing adult recreational programs.

Strategy

15.3.1: Annually assess fee structures for adult recreation programs to ensure that the fee structure reflects the true cost of staffing, maintenance and all associated costs for providing these programs.

SECTION IX – CULTURAL, HISTORIC, TOURISM, EDUCATIONAL AND HUMAN SERVICES

A Short History of Brush

Cattle pioneer Jared Brush never lived in the City named for him, but the community caught his enterprising spirit. It produced one of the nation's first nursing homes, Eben-Ezer, which began in 1903 as a tuberculosis sanitarium, and then focused on its groundbreaking work in elder care in the 1920s. Local farmers thrived on sugar beets, dividing their crops between Brush's Great Western Sugar Company factory and area rancher's feedlots. Oil drillers tapped the Little Beaver Field in 1931; by the 1950s it was a gushing nine thousand barrels a day. Brush later boasted Colorado's first pari-mutual racetrack, a half-billion dollar power plant, and a major meat packing plant and it remains a national leader in the care of the elderly. Through it all, the City has remained one of the state's ranching meccas.



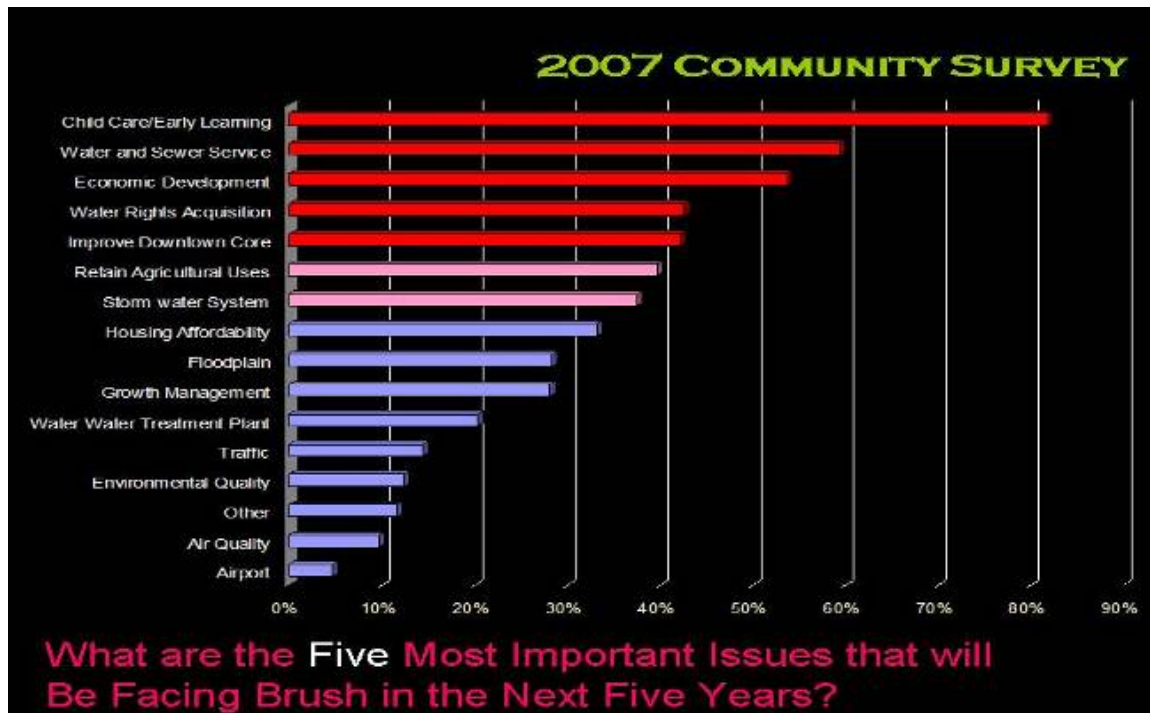
The Brush Area Museum and Cultural Center is located in the old Knearl School Building, named in honor of William "Billy" Knearl who donated the land for the school and its construction was completed in 1910. After 61 years of service the school was closed. It is

located in its original site in what is known as the scenic VFW memorial park. In 1996, the City of Brush gifted the building to the Museum and in 1999 Knearl School was opened as the Brush Area Museum and Cultural Center.

The Importance of Early Learning and Child Care

The Community Survey asked a series of questions regarding the most important issues facing the City of Brush. One question asked specifically "what are the five most important issues facing the City. One interesting finding that has both policy and funding implications is the relative importance of child care and early learning, which nearly eighty percent of all respondents ranked as the most important issue facing the Brush. Figure 13 graphically depicts how important this issue is to residents.

Figure 13
Importance of Childcare and Early Learning



Schools

The Thompson Primary School is located at 422 Ray Street. It provides Pre-Kindergarten to 2nd Grade education and has over 400 students. Its attendance rate is 96.9%. The Beaver Valley Elementary School is located at 420 Glacier Avenue and provides 3rd to 5th grade education and has as over 300 students. Its attendance rate is 95.1%. The Brush Middle School is located at 401 Howard and provides 6th to 8th grade education and has over 300 students. Its attendance rate is 93.7%. Brush High School is located at 400 West Road and provides 9th to 12th grade education and has over 400 students. Its attendance rate is 95.8%. The entire Brush School District RE-2J has over 1,500 total students with a combined attendance rate of 95.4%.⁵

Current Community Events

Oktoberfest is held the 4th weekend of September and has an attendance of approximately 6,000. The Brush Rodeo is held July 2nd through the 4th and has attracted over 20,000 attendees over the three nights. Past events last held in 2006 were a Balloon Festival held

⁵ Brush Public Schools Re2J Annual Community Report, 2006.

in September with approximately 100 attendees and a Fiber Arts Festival with approximately 250 attendees.⁶ The community has expressed a strong desire for additional events to promote economic activity for the City which was also cited earlier in the Economic Development section of this Plan.

GOAL

16: Provide Brush residents with a variety of cultural and special events opportunities.

Policies

16.1: Promote community events such as the Brush Rodeo, the Brush Rush 5k and the St. Patrick's Day 5k.

Strategies

16.1.1: Provide City support for community sponsored events.

16.1.2: Encourage community involvement in City sponsored events and other community organizations such as the Music Club and the Arts Council.

16.1.3: Investigate the feasibility and potential economic benefits of new events to include music, art, festivals etc. and consider funding these events.

GOAL

17: Support community educational opportunities.

Policy

17.1: Establish City and School district partnerships that lower costs of delivering programs.

Strategies

17.1.1: Encourage the joint use of City and School facilities.

17.1.2: Establish an effective relationship with the School District to ensure that common issues (land use, utility services and traffic) have a forum for cooperative discussion and resolution.

⁶ Attendance based on estimates by the Chamber of Commerce, 2007.

Policy

17.2: Provide support for the East Morgan County Library District.

Strategy

17.2.1: Continue to cooperate with the Library District regarding library operations and projects.

GOAL

18: Encourage human services and volunteer activities in the community.

Policy

18.1: Recognize the importance of care facilities and service groups to the community.

Strategy

18.1.1: Encourage cooperation between the City and care facilities and service groups regarding operations and projects.

Policy

18.2: Recognize the importance of local foundations to the community.

Strategy

18.2.1: Continue to recognize local foundation support for community services and projects.

Policy

18.3: Ensure that early learning and child care facilities are expanded in the community.

Strategy

18.3.1: Encourage the expansion of child care and early learning facilities within the City.

SECTION X – ENVIRONMENT

Environmental Constraints

Early in the planning process Rock Creek Studio and FOREsee Consulting produced a comprehensive “mapping atlas” of all available Geographic Information System (GIS) system data from a variety of sources including the American Farmland Trust, the State of Colorado, and the Colorado Division of Wildlife. At this time, no data has been obtained from Morgan County, and the Plan is recommending including this data when it becomes available.

The Three Mile Plan has no significant slope issues. There are significant areas of riparian avian habitat, which are shown on Figure 14 and are isolated along the South Platte River Corridor. This area is proposed for a regional park to be developed with the Colorado Division of Wildlife (State Park Service).

The 100 Year Floodplain also represents a significant constraint to the revitalization of the downtown core, and is shown on Figure 15. Potential mitigation and suggested steps to addressing the floodplain were presented earlier.

The existence of large areas of “Prime Farmland” can be found throughout the Three Mile Planning Area, and are shown on Figure 16. The majority of these areas are shown on the Future Land Use Map as both potential development areas and agricultural reserve areas. The concept favored by the Plan is that individual land owners have both the ability to develop their property consistent with the Future Land Use Map and also remain in agricultural production if that use is still economically viable. In short, the State of Colorado only allows annexation to occur with the support of the land owner. The City has no statutory authority to annex lands without the support and willingness of the property owner.

The area surrounding Brush does contain significant wildlife habitat including Pronghorn, a single Bald Eagle nesting site south of the City, and Quail, Ringneck Pheasant and Geese throughout much of the Three Mile Planning Area. None of these species with the exception of the Bald Eagle site are considered endangered. The Bald Eagle Site is shown on the Future Land Use Map as set aside for public uses.

GOAL

- 19: Protect important environmental quality and resources of the City of Brush and surrounding areas including well fields and overall water quality.

Policy

- 19.1: Pursue measures aimed at protecting and improving the environmental quality and resources of the City and surrounding areas.

Strategies

- 19.1.1: Ensure that all applicable standards (local, state and federal) are applied to existing and future industrial development.
- 19.1.2: Actively participate in the National Flood Insurance Program to reduce potential property losses.
- 19.1.3: Actively monitor development, water rights and other activities that may affect the City's well fields.
- 19.1.4: Protect sensitive areas like prime agricultural land, riparian areas, wetlands and wildlife habitat as the City grows.
- 19.1.5: Promote educational programs regarding water conservation measures for residential and commercial land uses (EPA shower reduction devices, low-flow toilet rebates, low water demand landscaping, etc).

GOAL

- 20: Encourage environmentally sound methods of using and disposing solid and hazardous waste.

Policy

- 20.1: Develop programs that encourage residents to reduce, reuse and recycle.

Strategies

- 20.1.1: Advertise existing drop-off locations for recyclables and pursue options for increasing recycling.
- 20.1.2: Educate residents about ways to reduce, reuse and recycle their solid waste.
- 20.1.3: Continue programs that encourage composting and mulching of "green" yard waste.

Policy

- 20.2: Develop programs that encourage the proper use and disposal of hazardous waste.

Strategy

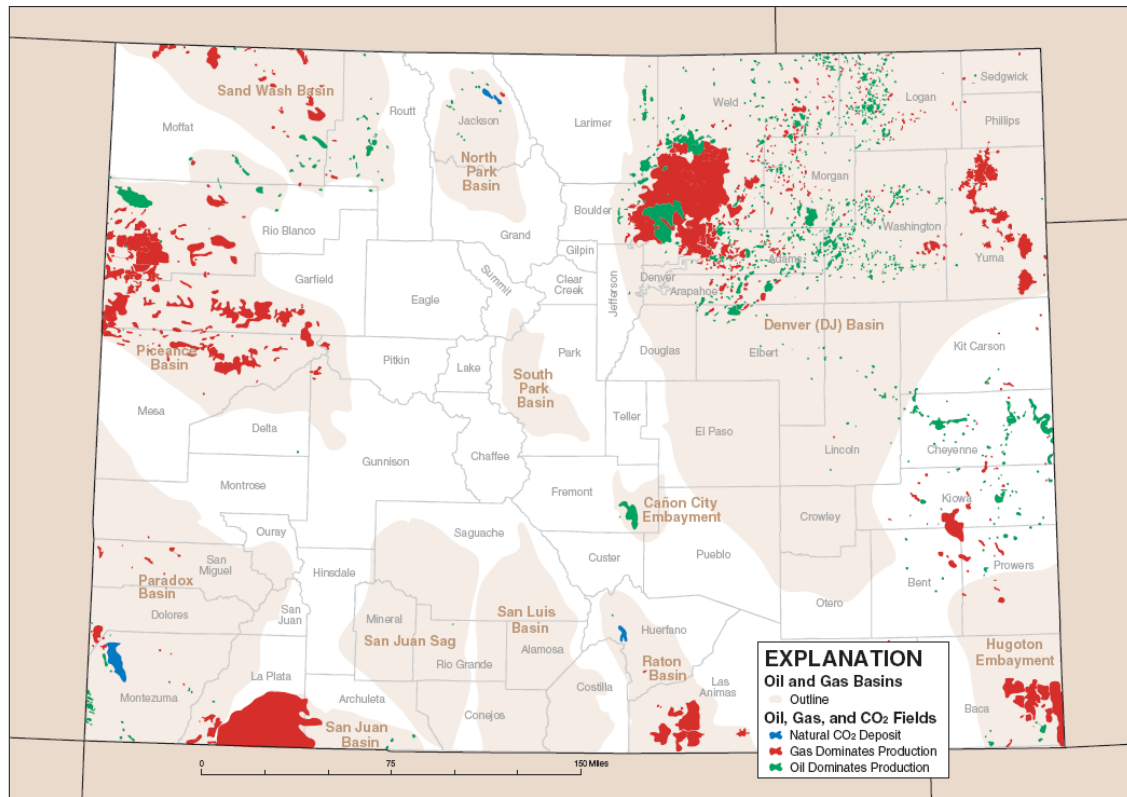
- 20.2.1: Support and expand the County's efforts to provide information to residents that explains the proper use and disposal of common household hazardous waste.

SECTION XI – RESOURCE EXTRACTION AND DEVELOPMENT AND UTILITY CORRIDORS

Mineral extraction in Morgan County as a whole and Brush in particular, has historically risen and fallen with both domestic and world-wide markets. The Colorado Geologic Survey, Department of Natural Resources produces annual summaries and field production data regarding oil and gas production for the entire state, including county-level production summaries. Unfortunately, Morgan County has very limited geographic information regarding resource extraction. As this data becomes available it should be inserted into this document and changes in policy, if necessary should be implemented.

Morgan County does have limited oil and natural gas resources, and the general location of these is shown on Figure 17. As shown, natural gas is the dominant resource in the County and in the general Brush area.

Figure 17
State-Wide Oil and Gas Resource Locations
County Production Levels



County Production Levels

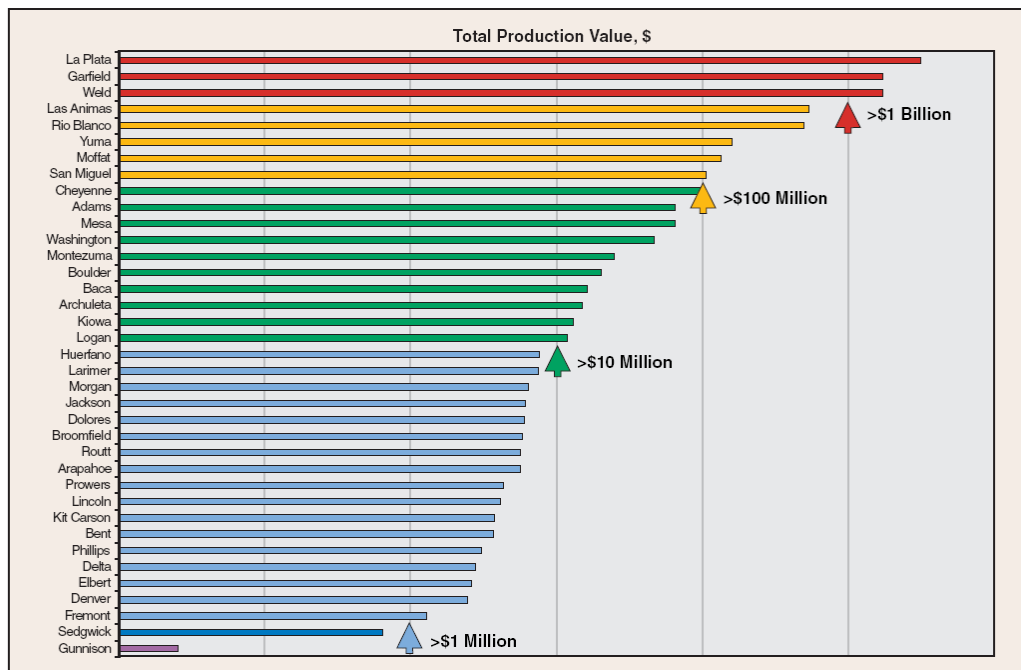
Data obtained from the Colorado Department of Natural Resources in 2006 found 265 active oil and gas wells in Morgan County. Total barrels of oil extracted in 2006 were 100,380 and 291,204,000 cubic feet of natural gas was extracted from fields in the County. Oil production ranked 15th and gas production ranked 28th by County in the state of Colorado.

Oil and Natural Gas production by County is shown on Figure 18. Morgan County is considered in the lower tier of total production, but that does not suggest that new resources may not be discovered and developed in the future.

Utility Corridors

In the last five to seven years the Brush area has seen a spike in development of utility and transmission corridors, notably the Cheyenne Plains Pipeline which transmits natural gas from Colorado to Kansas. As these corridors expand or widen in scope, the City should carefully assess the adequacy of existing permitting processes to ensure the mitigation of impacts, particularly water quality, as well as retaining access to these resources.

Figure 18
Oil and Natural Gas Production Value by County



Source: State of Colorado Mineral Extraction Database, 2007.

GOAL

- 21: Allow for the development of oil, gas and other natural resource extraction activities with proper mitigation to avoid impacts to surface and ground water quality, impacts on both local and county roads and minimize impacts on adjacent uses.

Policy

- 21.1: Ensure that land use codes and approval processes at both the City and County levels are appropriate to allow for the extraction and transmission of natural resources and mitigate for all impacts associated with these activities.

Strategy

- 21.1.1: Carefully review existing permitting processes to ensure that all potential impacts are mitigated prior to extraction, transmission and processing of all natural resources activities.
- 21.1.2 Review and revise existing regulations addressing the mitigation of potential impacts of transmission lines on water quality.