

PUEBLO'S COMPREHENSIVE PLAN

Pueblo Area Council of Governments

DEFINING FUTURE REGIONAL LAND USES

The Future Land Use Map should be used as a guide for making decisions concerning the appropriateness of planned development with respect to land use. The Region's Future Land Uses span a large spectrum of development categories. From "Country Village" in Beulah to "Urban Mixed Use" in the City of Pueblo, shown below in Table 6 are the Future Land Use categories.

Rural / Ranch	Urban Residential	Employment Center – Light Industry Mixed Use
Production Agriculture	High Density Residential	Employment Center – Industrial
Large Parks/Open Space & River Corridors	Urban Mixed Use	Institutional Mixed Use
Country Village	Arterial Commercial Mixed Use	Special Development Area
Country Residential	Employment Center – Office Park	
Suburban Residential		

Rural/Ranch

A significant portion of the 1,900 square miles of developable land in the Pueblo Region is projected to remain in the category of Rural/Ranch. This is sparsely populated acreage devoted to traditional ranching operations, large rural land holdings and smaller "ranchettes." Often carved from large former ranch holdings, "ranchettes" have significant impact on the rural landscape. Without public water or paved streets, they are having a significant impact on the demand for public services for remote areas. Residential uses should be limited to large acreage tracts or in cluster developments that preserve open space and protect environmentally sensitive areas. Zoning should limit density to 2 units per 35 acres but clustered to preserve open spaces. Commercial zoning should be related to agricultural activities or neighborhood commercial services at major intersections.

Production Agriculture

The Production Agriculture category pertains to prime agricultural land located east of the St. Charles River and within the bottomlands adjacent to Fountain Creek, north of Pueblo. The preservation of prime agricultural lands is the primary purpose of this land use designation. Commercial zoning should be related to agricultural activities or neighborhood commercial services at major intersections.

Limited residential development should be permitted in areas not considered as prime agriculture and only minimal public infrastructure should be provided (water only). Residential uses should be developed on large lots or in low-density cluster developments. Development in these areas should follow a planned development process that includes requirements to minimize adverse impacts on production agriculture. Planning techniques should be used to minimize the negative impacts of residential development on continuing agricultural activities.

Large Parks/Open Space, Greenways & River Corridors

Large Parks/Open Space, Greenways & River Corridors are primarily passive recreational uses such as the Pueblo Reservoir, San Isabel National Forest, south end of the Fort Carson Military Reservation, Bureau of Reclamation and State of Colorado lands, Mineral Palace, City Park, the Honor Farm, existing and planned greenways, and water courses such as the Arkansas River and Fountain Creek. Plans will be to maintain and expand the Fountain Creek and Arkansas River greenways through a series of linear parks, sidewalks and signage to create regional recreational areas. Residential and non-residential developments are encouraged to incorporate the natural environment.

Country Village

There are a number of small-town/community-scale settlements that have been a part of the Region's history. These include Beulah, Rye, Avondale and Boone. Situated in more remote areas, they provide both neighborhood housing develop-

ments and commercial support services. The Plan encourages commercial at scale and character that reflects past development. The street network of future residential development should maintain the traditional grid pattern. Zoning would allow densities up to 4 units/acre where public sewer and water are available and maintain 1-acre and larger lots in areas without public sewer.

Country Residential

Country Residential is intended to remain more rural in character without public sewer service, but having some suburban amenities such as public water service. This is the one-to-five acre lot development found in northern and southwestern portions of Pueblo West, St. Charles Mesa immediately east of the City of Pueblo, Baxter/Airport area and areas at the edges of Colorado City and the Town of Rye. Lot development should be low density and the use of clustering is encouraged. The only commercial uses in these areas should be small, neighborhood-level convenience centers. Country Residential may also exist in the City where full public services may not be available. These areas would maintain their low-density country.

Suburban Residential

The Suburban Residential land use designation identifies residential subdivisions with densities from 1 to 3 units an acre spread along curvilinear and cul-de-sac streets. Included is a mix of complimentary uses such as schools, parks, libraries, and neighborhood commercial.

Areas identified as Suburban Residential are developments within the City of Pueblo, including the neighborhoods of Belmont, Country Club, portions of Sunny Heights and El Camino, the area around the University of Southern Colorado, as well as within Pueblo West (eastern area of smaller lots on sanitary sewer).

Suburban Residential will be served by water and sewer services. New Suburban Residential will be planned to include neighborhood parks or greenspaces linked to the Region's parks system.

Duplexes, garden apartments, small office buildings and neighborhood commercial may be allowed along arterial roads passing through these areas. Institutional uses, such as churches, schools, day-care centers may be found but subject to additional development standards.

Urban Residential

The Urban Residential neighborhoods are found predominantly within the city limits of Pueblo and the urbanizing areas in the City's immediate periphery. Examples include Mesa Junction, Eastside, Bessemer, Northside, Aberdeen, State Park, and Hyde Park. They are generally located on a grid roadway network that interconnects a large portion of the urban area. The existing mixture of housing types that range from single family detached housing to duplexes and multi-family housing will be continued with emphasis on maintaining the existing housing stock and in-fill development. Where appropriate, community scale commercial services will be created to provide the necessary day-to-day needs of residents within walking distance. Development in these Urban Neighborhoods is typically at densities of 4 to 7 units per acre and often reflects the traditional urban residential layout used in the early development of Pueblo. As the City of Pueblo expands to the north, south and southwest, a continuation of these Urban Residential Areas should be continued. Interconnected neighborhoods, sanitary sewer and neighborhood parks should be an integral part of the development.

High Density Residential

There are several areas within the City of Pueblo where High Density Residential land use is located. These multiple family housing complexes, having densities of 8 to 12 units an acre, are primarily found within the Minnequa, Belmont and Northridge areas of the City of Pueblo and within Pueblo West along Highway 50. This land use includes townhomes, and apartment buildings. Zoning for these areas should encourage multiple family housing complexes, with appropriate buffers and setbacks to maintain reasonable compatibility with lower density development nearby.

FUTURE LAND USE

Urban Mixed Use

The City's traditional downtown is identified as Urban Mixed Use. The land use consists of office, retail, higher-density residential and public uses. The Urban Mixed Use is found along Union Avenue and the HARP and northward toward the Pueblo County Courthouse and southward to include Mesa Junction. Lakeside Drive area south of the Downtown and parts of Northern Avenue area are Urban Mixed Use. Within the Urban Mixed Use, retail uses are emphasized on the first floor of all buildings to maintain a high activity level. Office and residential apartments are encouraged on the upper floors in multi-story buildings. Some higher-density, free-standing residential may also exist in this land use category. In addition, all efforts will be made to maintain the unique character of buildings throughout the area and any new development will be built in a style compatible with the surrounding area. The grid pattern street network and building setbacks created by existing buildings will be maintained. Floor area ratios, the relationship of building square footage to the size of the lot, of non-residential development will be encouraged to maintain a ratio of 1.5. Residential densities will be encouraged to reach higher densities than found in typical suburban settings (upwards of 16 units per acre). These suggested densities encourage pedestrian-oriented development patterns reflective of more historic development within the urban area.

Arterial Commercial Mixed Use

Arterial Commercial Mixed Use includes the large commercial areas and corridors found along key sections of I-25, portions of Highway 50, Pueblo Boulevard, Highway 47, Santa Fe Drive, Prairie Avenue and Northern Avenue. While the primary focus of these areas is retail sales and personal services, some office space is intermixed. This land use category does not prohibit compatible land use other than heavy industrial uses. Uses located along major routes such as I-25 and Highway 50, are designed for the regional retail market segment. Uses along other arteries are geared to community-level shopping and services. Uncontrolled "strip" expansion of commercial development along arterial roadways instead of activity nodes should be discouraged. Development should create mixed uses that do not place emphasis on the parking areas but on the commercial uses themselves.

Employment Center – Office Park

Employment Center is a future land use category that is planned with potential for the location of major economic-base employers, such as the North and South Pueblo Gateway, D.O.T. Test Track, Former Army Depot, Airport Industrial Park, and Pueblo West Industrial Park. These may be developed as mixed-use office parks, manufacturers and regional distribution and service centers. Zoning in employment centers should allow office uses, warehousing, assembly and light manufacturing uses, and supporting commercial uses. Allowing development of a strip of auto-oriented uses at the entrance to such an area may create barriers to future development within the area.

Office Park is a future land use category that is planned for two distinct gateway areas into the City of Pueblo, the northern gateway (Porter Draw/Eden Interchanges on I-25) and the southern gateway (near SouthPointe along I-25). It is envisioned that these two areas of Office Park land use will be developed in a "corporate campus" style with substantial landscaping and open space to create an attractive image.

Employment Center – Light Industry Mixed Use

Employment Center–Light Industry Mixed Use includes manufacturing, assembling, research and development that provide tax revenues and jobs. These areas include the Airport Industrial Park and its environs, Pueblo West Industrial Park, an area east of Runyon Park near the Arkansas River and in the south of Pueblo along I-25. The planned industrial will offer some commercial and office services. This use will not include industrial processes that emit significant smoke, noise or odors, or handle hazardous materials. Uses will be located away from residential uses. When potential conflicts between land uses occur, buffering and landscaping will be provided to minimize the impacts.

Employment Center – Industry

Areas reserved for Employment Center–Industry are strategically located near rail and highways. The designated sites also take advantage of existing brownfields (older industrial sites) such as the steel mill. This land use is used to describe wastewater treatment facilities. Zoning should limit foundries, refineries, petroleum storage, large assembly, and asphalt and concrete plants to areas designated by the zoning district map; many new heavy industrial uses may be made subject to special permit or other review processes.

Institutional Mixed Use

Institutional Mixed Use is a category that includes public and semi-public uses such as hospitals, governmental complexes, the State Fair Grounds, the University of Southern Colorado and Pueblo Community College, high schools, cemeteries, etc. Also included are support uses for such activities as medical offices, lodging and restaurants. The intention of this category is to allow institutions room to expand while preventing unwanted encroachment into neighborhoods. Site design that ensures site compatibility with adjacent development is critical with this category of land use referred to as Institutional Mixed Use. Zoning to allow such institutional uses should generally be applied to an area only upon the request of an institutional landowner.

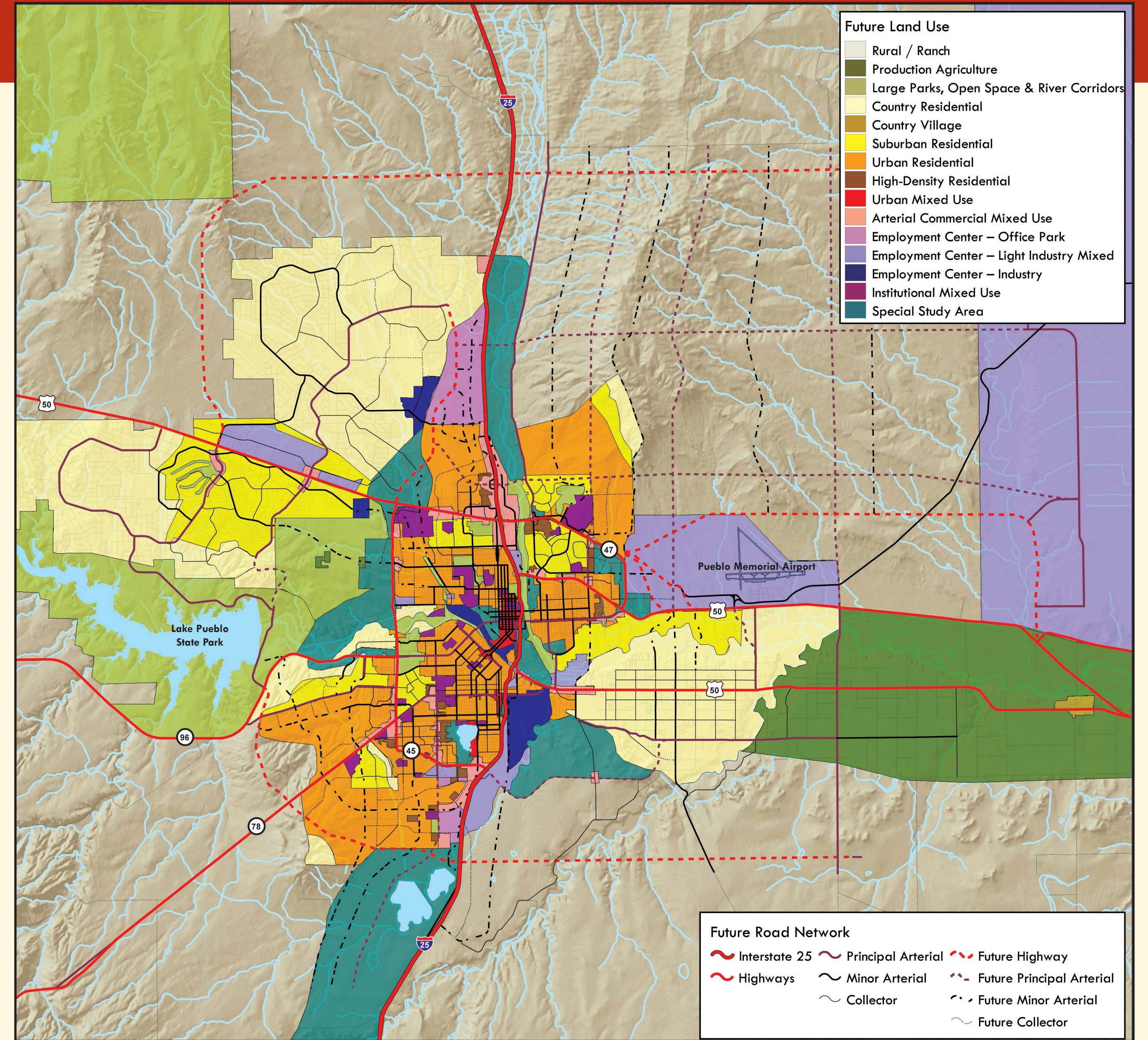
Special Development Areas

Special Development Areas have been identified on the Future Land Use Map. These are areas where there appear to be multiple possibilities for development as well as significant care to be taken with the development. These areas are undeveloped lands with significant development and/or open space potential in strategic locations that suggest the need for careful, location-specific plans for infrastructure and private development. Master plans should be prepared prior to development or redevelopment occurring.

DEFINING FUTURE REGIONAL LAND USES

A key part of the character of Future Land Uses is the intensity (or density) at which development occurs. Shown below is a summary of recommended land use intensities.

Land Use Categories	Typical Density
Rural/Ranch	1 unit/35 acres
Production Agriculture	1 unit/35 acres
Large Parks/Open Space	N/A
Country Residential/Village	1 unit/acre
Suburban Residential	1-3 units/acre
Urban Residential	4-7 units/acre
High Density Residential	>7 units/acre
Urban Mixed Use (MXD)	1.6 units/acre 1.5 FAR
Arterial Commercial (MXD)	.50 FAR
Employment Center/Office	.25 FAR
Employment Center/Light Industry (MXD)	.25 FAR
Employment Center/Industry	.25 FAR
Institutional MXD	.50 FAR
Special Development Area	TBA



TRANSPORTATION GOALS

GOALS AND OBJECTIVES

The Pueblo Regional Transportation Plan - Year 2020, adopted in January 2001, addresses travel demand, streets and highways, public transit, bicycle and pedestrian mobility, aviation, and freight movement. Shown below are the goals and objective developed for transportation planning purposes. It is clear that they are highly supportive of the overall vision contained in the Regional Development Plan.

Mobility Goal

Safe and efficient multi-modal transportation system to preserve and enhance the present and future mobility needs of the Pueblo Region.

Objectives

1. Maintain, protect & improve safety for multi-modal system users.
2. Ensure interconnectivity between major activity centers with mode transfer points to enhance the use of alternative modes, and
3. Minimize traffic congestion by efficiently using the existing multi-modal transportation system by emphasizing system management and operations techniques and travel demand management strategies to improve network passenger carrying capacity.

Land Use Goal

Coordinate the transportation systems and land use planning to promote orderly expansion of the multi-modal transportation system.

Objectives

1. Plan, build and manage multi-modal transportation system capacity to be consistent with approved land use and master plans,
2. Develop a rational relationship between transportation facilities and adjacent land uses through comprehensive planning, design, implementation and appropriate maintenance,
3. Require advance right-of-way reservation, corridor preservation, and dedication for transportation facilities,
4. Provide regional multi-modal access for major activity centers, and
5. Encourage development patterns that facilitate transit use and reduce the rate of growth in region-wide vehicle-miles traveled.

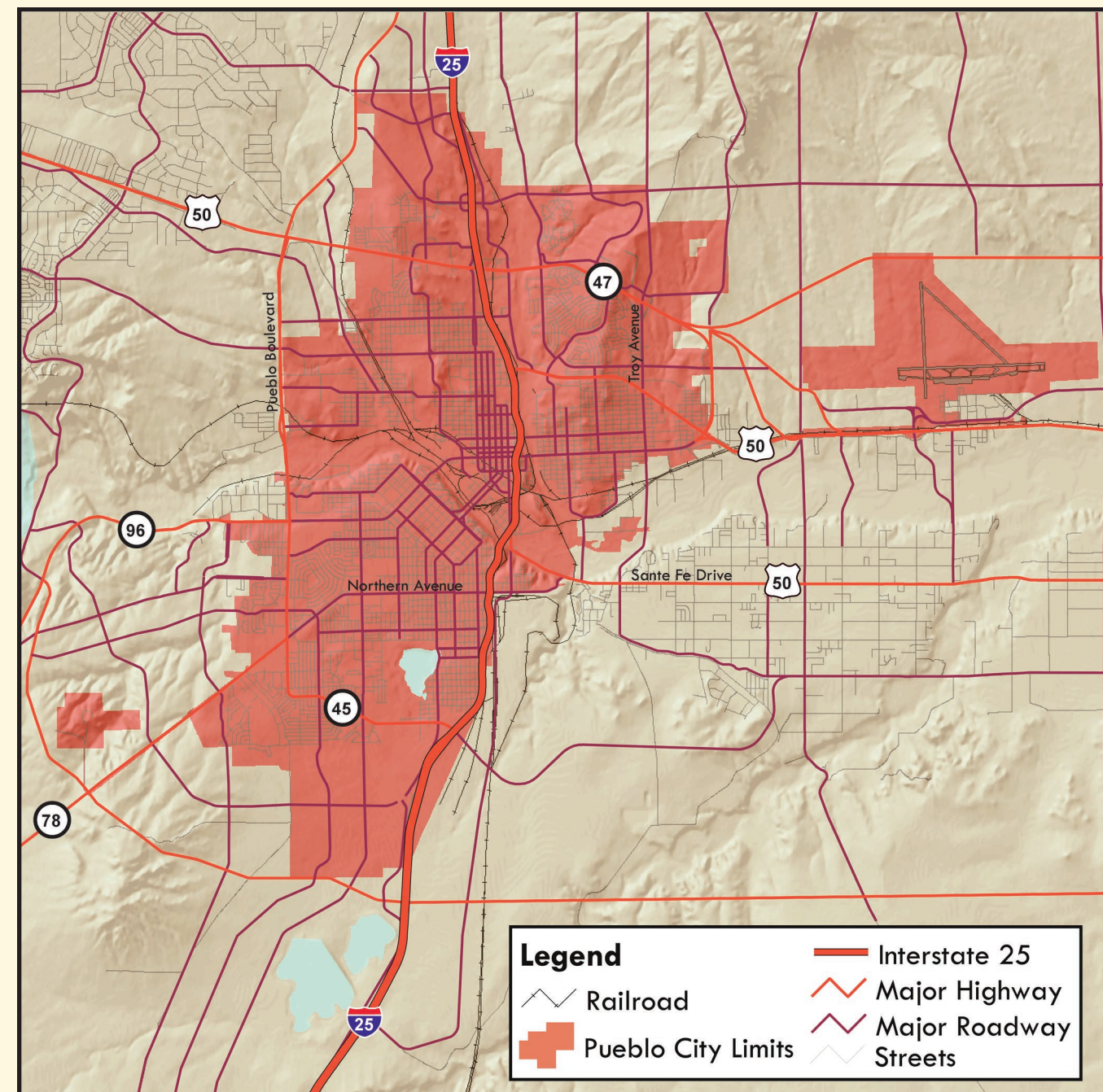
Livability Goal

Create, enhance and maintain a safe, healthful and aesthetically pleasing living environment by integrating transportation mobility needs with those of the citizens within the Pueblo Region.

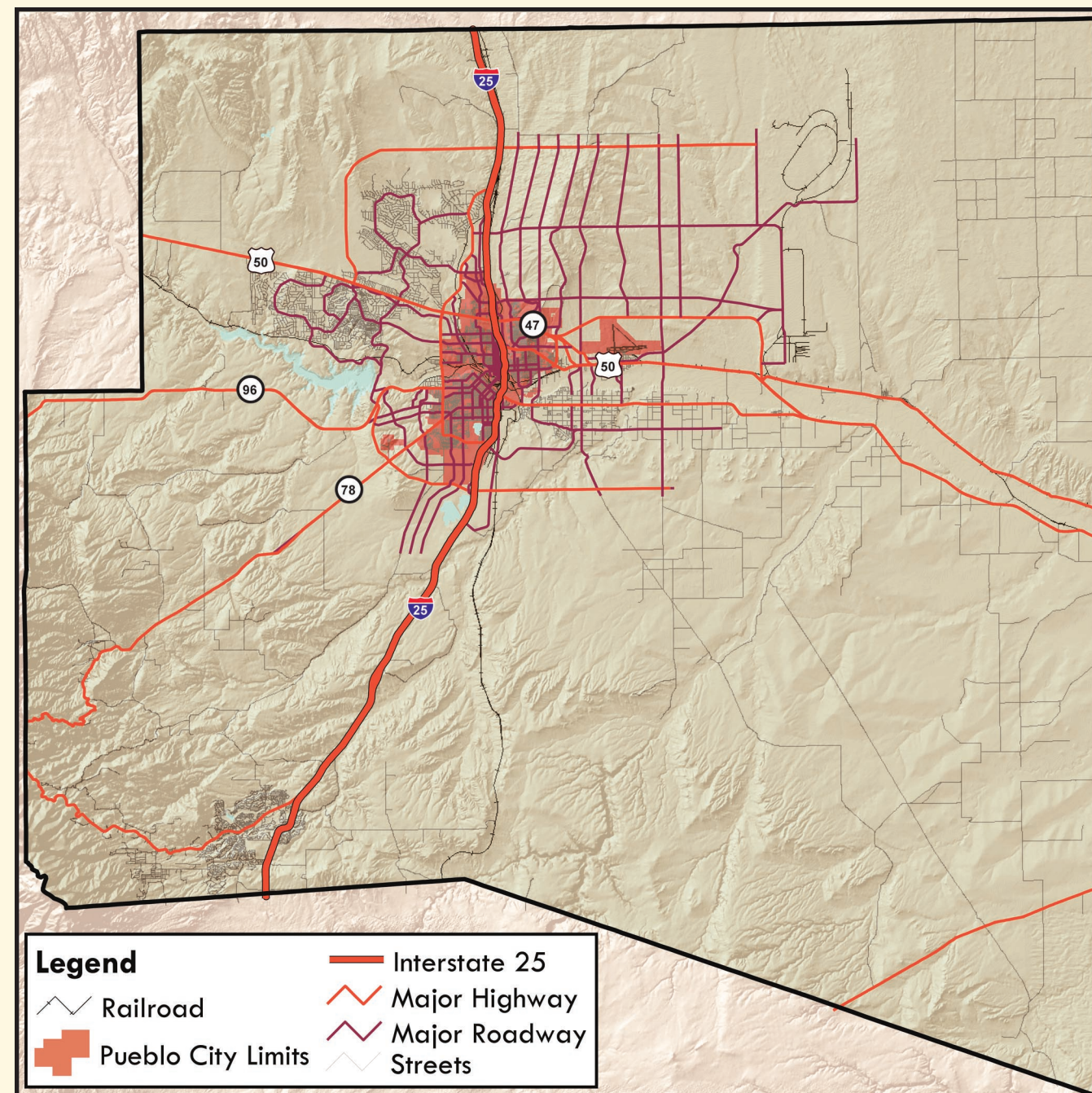
Objectives

1. Minimize air, noise and other adverse transportation related impacts on residential areas,
2. Protect neighborhood integrity by minimizing the volume of traffic that is generated outside of a neighborhood from traveling through the neighborhood,
3. Preserve and enhance the aesthetics of transportation corridors, and,
4. Provide for the safe interaction between all modes of transportation and the citizens of the Pueblo Region.

CITY OF PUEBLO — FUTURE ROAD NETWORK



PUEBLO COUNTY — FUTURE ROAD NETWORK



PLAN IMPLEMENTATION

IMPLEMENTATION TECHNIQUES

The purpose of Plan Implementation is to provide a framework of potentially suitable techniques for implementing the Regional Development Plan.

These land use implementation techniques or programs are grouped into three major categories: Infrastructure Techniques, Regulatory Techniques, and Miscellaneous Techniques. Pueblo should consider each of these techniques or programs as a possible approach for implementing the Regional Development Plan.

PUBLIC FACILITIES FINANCING TECHNIQUES

Adequate Public Facilities Program

An Adequate Public Facilities (APF) program requires that new development be approved only if adequate public facilities are available at time of development. An APF program ensures that off-site impacts of development are considered as part of development approval. It also ensures that new development will not negatively impact current infrastructure service.

An APF can be implemented separately or go hand-in-hand with the "Capacity Allocation Program" (CAP) discussed below. The difference between the programs is that with an APF, the developer must demonstrate that there are adequate off-site public facilities. With a CAP, the City or County allocates capacities to respective geographical areas and establishes when they will provide those capacities or when it is appropriate for the development community to provide them.

Capacity Allocation Program

A Capacity Allocation Program (CAP) allocates scarce capacity in sewer, water or other public systems to new users in accordance with policies that implement the adopted land use plan. Local government predetermines priority areas within its jurisdiction where it wishes to see growth and development occur.

Through a CAP, a community directs growth into its high priority growth sectors. This approach leads to a systematic expansion of a community's urban area and reduces growth occurring in a completely random pattern based on developer choices. It provides the community more predictability in determining future facility needs and capacities.

Cost Recovery Program

A Cost Recovery Program is a payback fee from which the revenues are used to reimburse a third party (usually another developer) which paid the cost of extending sewer and/or water service necessary to serve the new development. It is easiest to apply to sewer and water systems but is occasionally used for major road or stormwater improvements.

Targeted Infrastructure Investment

Most local governments depend on developers to take the initiative to expand infrastructure to meet growth-related needs. Targeted Infrastructure Investment Policies require the city, county and other providers to get back into the business of providing some infrastructure in advance of need—but to do so in targeted areas, carefully coordinated with other service and facility providers.

Impact Fees

An impact fee is an exaction that requires that a developer pay a roughly proportional share of the cost of expanding those major off-site public facilities that will absorb the impacts of the project. Impact fees are commonly used for roads, water, sewer, stormwater and parks; sewer and water connection fees that exceed the costs of physical connections and inspections are essentially impact fees, although they actually predate most impact fees and often are called something else.

Special Districts

Special Districts can range from simple taxing districts affecting a limited geographical area, to specialized units of government (such as water and sewer districts) to full-fledged "metropolitan districts." Special Districts provide the Region with a mechanism for funding area-specific improvements desired by some areas of the Region while not seen as priorities in other areas. An example is a subdivision on septic tanks that desires public sewer. Another special district could be created for the Downtown for construction of needed improvements.

Priorities for Infrastructure

The city and county should each adopt plans and policies that place future infrastructure in four categories:

- **High priority.** Infrastructure that is already needed or part of the targeted investment program, all elements on the 5-year CIP.
- **Medium priority.** Infrastructure that is on adopted longrange plans but not in the current CIP would fall in this category.
- **Low priority.** Infrastructure that is generally consistent with adopted plans but for which there is no clear need and is unlikely to be a clear need within the next 10 years would fall in this category.
- **Unwanted.** Some infrastructure will simply be inconsistent with the plan.

REGULATORY TECHNIQUES

Minimum Density Standards

Minimum densities, as well as the traditional maximum densities, could be established in zoning districts. For example, in an area that was served by existing sewer, the maximum size of any residential lot might be set at 15,000 square feet, thus prohibiting rural type development within areas that need to be reserved for urban densities. This approach ensures that urban development is sufficiently dense to be viable, thus supporting appropriate infrastructure investments and neighborhood shopping, schools and parks. It also limits the pressure on rural land, by ensuring that more development within the urban area.

Zoning Regulation Update or Amendments

Both city and county should consider updates or amendments to their respective zoning regulations. The Plan includes a number of regulatory recommendations that should be a part of the land use ordinances.

Subdivision Regulation Update or Amendments

Both city and county should consider updates or amendments to their respective

zoning regulations. Issues that should be addressed are establishing basic adequacy standards for infrastructure improvements, addressing issues of suburban development in rural areas, creating more pedestrian-friendly neighborhoods, and implementing three tiers of infrastructure standards—urban, suburban and rural.

Residential Cluster Zoning

Also known as "open space subdivisions," residential cluster zoning involves the adoption of design standards for use in certain rural and/or environmentally sensitive areas. This involves site planning designed to encourage preservation of open space, particularly flood plain and farm or ranch land protection. Cluster residential zoning "clusters" development onto smaller lots away from the "protected" areas, while leaving the remaining area in open space, thus reducing development impact. The existing permitted residential densities are maintained.

Overlay Zones

Overlay zoning is a mapped zone that imposes a set of requirements and a review process over existing zoning districts. In most cases the underlying zoning requirements remain the same, however there is an additional set of development guidelines or requirements that must be followed. Pueblo County's Zoning Ordinance provides for a Hazardous Wastes Industrial Overlay District. Other examples of overlay zones are flood hazard areas, historic districts and gateway entrance overlays.

MISCELLANEOUS TECHNIQUES

Open Space Land Acquisition Program

The City and County—and, possibly, other entities, would actively seek to acquire fee and less-than-fee interests in selected lands in the city and county. Acquisition in fee simple gives the purchaser full title to and possession of all rights associated with the purchased property. Fee simple ownership provides the simplest and most effective means of effecting control; where government owns the land, government controls its development or preservation. As an alternative to acquisition in fee simple, acquisition programs may seek to acquire easements.

Downtown Business District Enhancement Programs

Maintaining a viable Downtown Pueblo is important to the entire Region. The overall purpose of the Downtown Business Enhancement Programs is to reinvigorate the business climate of the Downtown by identifying the market niche the area could possibly capture of the Region's retail, office and residential uses. A healthy and appealing Downtown also serves to further stabilize and enhance the adjacent, long-established residential areas surrounding the Downtown.

Intergovernmental Agreements

Although included here, intergovernmental agreements do not represent a truly separate technique. They represent an effective way to coordinate implementation of most of the techniques listed here across jurisdictional boundaries—thus coordinating actions of schools and sewer providers, city and county, and special districts planning entities.