

TERRY A. HART  
CHAIRMAN  
DISTRICT 1

LIANE "BUFFIE"  
MCFADYEN  
CHAIR PRO TEM  
DISTRICT 2



SAL PACE  
COMMISSIONER  
DISTRICT 3

JOAN ARMSTRONG  
DIRECTOR  
planning@co.pueblo.co.us

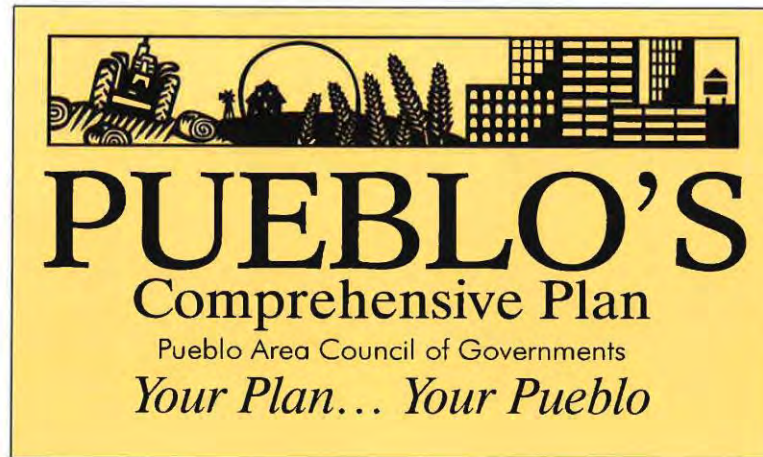
**PUEBLO COUNTY  
DEPARTMENT OF PLANNING AND DEVELOPMENT**

I, the undersigned Chairperson of the Pueblo County Planning Commission hereby certify to the Board of County Commissioners of Pueblo County, Colorado, that at its regularly scheduled meeting of August 26, 2014, pursuant to required notice and hearing, the Pueblo County Planning Commission voted affirmatively to adopt an amendment to the *Pueblo Regional Development Plan*, adding the *2014 Pueblo's Comprehensive Plan Addendum* to the Plan, as well as adding text to the definition of the Plan's Future Land Use category of "Employment Center-Light Industry Mixed Use." The Addendum is attached hereto as Exhibit 1, the revised definition as Exhibit 2.

Donald Bruestle

Chairperson, Pueblo County Planning Commission

29 August 2014  
Date



**Pueblo Regional  
Development Plan,  
Addendum**

**August 2014**



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## **Factual Foundation**

### **Land Demand Analysis**

The Land Demand Analysis for the “Pueblo Area Council of Governments, Pueblo’s Comprehensive Plan, July 25, 2002” estimates the amount of land that is needed for new residential, commercial, industrial, and public uses to accommodate a population of 200,000 in the year 2030. This Addendum updates the analysis performed in 2001 based on 2010 census figures to provide land demand figures for a population of 228,300 in 2040.

This analysis estimates future land demand in three categories:

- Residential uses, including single-family houses, duplexes/townhouse and multi-family units needed to accommodate future household growth.
- Nonresidential uses, such as retail stores, office and industries needed to accommodate future employment growth.
- Public sector land needs for parks and schools.

The Demand Analysis projects an “excess” of more land for future land uses than the market will actually absorb. This provides a sufficient number of development sites. The information contained within Pueblo’s Comprehensive Plan Addendum, 2014, has been excerpted from Pueblo’s Comprehensive Plan, July 25, 2002, and The Burnham Group’s Memorandum, April 9, 1999. All projections and information has been updated utilizing data from the 2010 U.S. Census and other data sources, but maintains the same methodology utilized in the 1999 memorandum. A revised Future Land Use Map is also included in the Addendum to reflect preferred land uses for developed and undeveloped land within the County. Primary changes to the Future Land Use Map have occurred in newly annexed lands in the southern and northern portions of the City of Pueblo. Changes have also been made to the commercial corridor adjacent to Highway 50 within the Pueblo West Metro District.



## Population Trends

**Table 1 – Regional Population Growth, 1970 - 2040**

	1970	1980	1990	2000	2010	2020	2030	2035	2040
Pueblo County	118,732	126,077	123,056	139,923	159,258	180,321	206,306	218,026	228,300
				<b>141,472</b>	<b>159,063</b>				
City of Pueblo	97,774	101,686	98,640	103,296	110,063	110,761	128,664	132,453	136,241
				<b>102,121</b>	<b>106,595</b>				
City %	82%	81%	80%	74%	69%	61%	62%	<b>61%</b>	<b>60%</b>
				<b>72%</b>	<b>67%</b>				

Source: Demand Analysis Technical Memorandum and CO State Demography Office, Pueblo City Dept. of Planning & Development

**BOLD Numbers/percentages** indicate Actual Census numbers not known at time of 2002 plan development

Pueblo County's total population is projected to increase by approximately 69,237 people between the years 2010 and 2040, based on forecasted trends. The percent of County population that is projected to reside within the City of Pueblo through year 2040 is shown in Table 1. Throughout the 1990's, the City's share of the County's population remained around 80-82%. According to the 2002 Pueblo Comprehensive plan the large percentage of the County's population residing within the City of Pueblo was due to "new housing development occurring within the City of Pueblo" (Pueblo Area Council of Governments, Pueblo's Comprehensive Plan, July 25, 2002, p. 17). The urban population trend began to shift in 2000, because of a significant change in development within Pueblo West and other regions of unincorporated Pueblo County.

The percentage of Pueblo County's population residing within the City of Pueblo is projected to gradually decline to approximately 60-percent or 136,241 residents by the year 2040 (Table 1). This decline is attributed to the amount of available land for residential development, less expensive public infrastructure requirements, less restrictive land-use regulations, and the availability of large lot development within the unincorporated portions of the County, which include Pueblo West.



Housing Trends:

**Table 2 – Pueblo Regional Housing Growth, 1998 – 2040**

	2011 – 2020	2021 – 2030	2031 – 2040	Total Units
Pueblo County				
Single-Family Units	8,379	8,360	<b>7,793</b>	<b>24,532</b>
Duplex/Townhouse Units	923	732	<b>682</b>	<b>2,337</b>
Multi-Family Units	1,404	1,359	<b>1,266</b>	<b>4,029</b>
<b>Total Units</b>	<b>10,706</b>	<b>10,451</b>	<b>9,741</b>	<b>30,898</b>

Source: Demand Analysis Technical Memorandum; Regional Building Dept., TELUM economic model run

The populations projections presented in Table 1, Regional Population Growth, 1998-2040, provides a foundation to forecast the demand for new residential development through year 2040. Table 2 summarizes this housing trend analysis. The methodology for projecting new residential growth by housing type is contained in the Demand Analysis Technical Memorandum (The Burnham Group 1999, p.15).

Based on the information in the table above, 79% of the 30,898 new residential units, expected to be developed during between 2011 and 2040, are projected to be single-family units. These projections are based on current development trends and may change as buyer preferences and or demographics change within Pueblo County. Utilizing information from the population projections shown in Table 1, it can be assumed that unincorporated Pueblo County will continue to experience a little more than half of all residential development.



Employment Trends:

**Table 3 – Pueblo Regional Job Growth, 2010 – 2040**

	2010		2040		2010 – 2040 increase	
	Total	%	Total	%	Total	%
Services	30,578	44	47,202	50	16,624	54
Retail Trade	7,865	11	10,710	11	2,845	36
Government	12,595	18	15,578	16	2,983	24
Manufacturing	3,786	6	3,050	3	(736)	(19)
Construction	3,406	5	5,823	6	2,417	71
Finance/Ins./Real Estate	5,289	8	6,842	7	1,553	29
Transp./Comm./Utilities	3,179	5	3,699	4	520	16
Wholesale Trade	1,262	2	1,688	2	426	34
Agriculture/Mining	492	1	494	1	2	--
	68,452	100%	95,086	100%	26,634	

Source: State Demography Office, Woods & Poole Econometrics

Changes in the economy and employment are analyzed to develop projections of future demand for non-residential land and major transportation infrastructure within Pueblo County. Table 3, Pueblo Regional Job Growth, 2010-2040 provides a projection of future employment growth within Pueblo County. Based on previous employment trends, as presented in Pueblo's Comprehensive Plan, 2002, major growth will most likely occur in the Service trade comprising 50-percent of private sector employment. Government employment ranked second at 16-percent and Retail came in third at 11-percent of the total number of jobs held within Pueblo County. Overall, it is projected there will be an increase of approximately 26,634 jobs within the County between the years of 2010 and 2040. The total number of Pueblo County jobs is based on 2010 U.S. Census Data, projections by the Colorado Department of Local Affairs, and are, in turn, disaggregated by industry group based on forecasts developed by Woods and Poole Econometrics in 2011 that show each industry group's proportionate share of the total jobs.





Future Land Demand Summary:

**Table 4 – Pueblo Regional New Development Acres Demand – 2040\***

	New Demand	Net Land Demand (Acres)	Efficiency Multiplier	Market Choice Multiplier	Gross Land Demand (Acres)
Single-Family	24,532 units	8,177	20%	2	19,630
Duplex/Townhse.	2,336 units	467	20%	2	1,100
Multi-Family	4,029 units	403	10%	2	900
Commercial	3,123,445 sf	390	20%	2	940
Office	4,076,420 sf	340	25%	3	1,300
Industrial	1,213,212 sf	121	50%	3	540
Gov't. Adm.	1,023,300 sf	102	10%	0	113
Park Land		532	0%	0	830
Schools		490	0%	0	490
<b>Total Acres</b>		<b>11,022</b>			<b>25,840</b>

\*From 2010 base year.

Source: Demand Analysis Technical Memorandum for methodology

The preceding sections provided population and employment projections for year 2040. Table 4, Pueblo Regional New Development Acres Demand-2040, summarizes the projected land demand needed to accommodate an additional 69,237 residents and 26,634 jobs by 2040. The net acres shown in the first column are *actual* acres needed to accommodate future growth. In order to account for “inefficiencies” in the land development process an efficiency multiplier is applied to reflect that during the land development process, some lands are vacant but irrevocably dedicated to development in a certain land use category. Examples include a single-family subdivision that will contain vacant lots throughout development until the subdivision is 100-percent built out. A shopping center may contain spin sites and an industrial park may contain pad sites, all graded and ready for development, but vacant nonetheless. The efficiency multiplier accounts for these lands that have been included within a land development project, but have not yet been used to satisfy actual market demand. The efficiency multiplier also recognizes that some land use developments, such as industrial parks, are generally built with comparatively more vacant sites with respect to residential developments (Pueblo Regional Development Plan, 2002, p. 22-23; Demand Analysis Technical Memorandum, The Burnham Group 1999, p.21).

In order to address development uncertainty of particular properties, a “market choice” multiplier has been utilized to present a more accurate picture of future development demands. “Market choice” multiplier relates directly to the uncertainty of a particular property to develop, compared to other similar properties. For an example, a particular area may contain 1,000 acres designated for commercial



development, but only 400 are expected to develop within the planning horizon. Unfortunately no one knows for sure which land will be developed therefore the “market choice” multiplier is utilized to provide a better estimate of the land that will be needed for future commercial development. Market demand will ultimately decide which areas and how many areas will be developed first (Pueblo Regional Development Plan, 2002, p. 22-23).

The result of applying the “efficiency” and the “market choice” multipliers, increases the total net land demand from 11,022 acres to 25,840 gross land demand acres. Land use types use the gross land demand acres to ensure that the Plan has sufficient land designated for future growth (Demand Analysis Technical Memorandum, The Burnham Group 1999, p.36-37).

#### Land Capacity Analysis

Land capacity analysis examines the capacity of the Region’s vacant land to accommodate this additional development. This analysis of the Region’s available land (vacant land) is based on how the land is currently zoned. This determines how much future development can be built on existing vacant land as it is currently zoned.

The “Growth Capacity Analysis” is not where future growth will occur; it is a window into how much development can be handled under current land development regulations (zoning). A demand forecast, coupled with a capacity analysis, provides elected officials, citizens and planners with data necessary to discuss future policy matters concerning such issues as development densities and location, availability of land and impact on water, sewer and schools, as well as a host of other policies that affect the quality of life in the Region.

#### Current Growth Capacity

In 2000, the Pueblo Region had a growth capacity of 1,225,550 vacant, developable acres (1,915 square miles of the Region’s 2,400 square miles). This is vacant land unconstrained by environmental factors such as steep slopes, arroyos, flood plains, rivers or land in public ownership, which included but was not limited to right-of-ways, parks, depots, national forest, etc. (Methodology for Growth Capacity Analysis, provided in Technical Memorandum, The Burnham Group, 1999, utilizing 2010 U.S. Census Data). Because there are few limitations on urban development of agricultural lands, the Growth Capacity Analysis also included undeveloped active agricultural land in the sum of available developable land.

Due to the “Great Recession” in 2007, much of the anticipated residential, commercial, and industrial development did not occur. Therefore, the 2014 Addendum utilizes the same growth capacity figures that were presented in the 2002 “Pueblo’s Comprehensive Plan” for a general analysis and projection of capacity up to the year 2040.



### Comparing Capacity with Demand

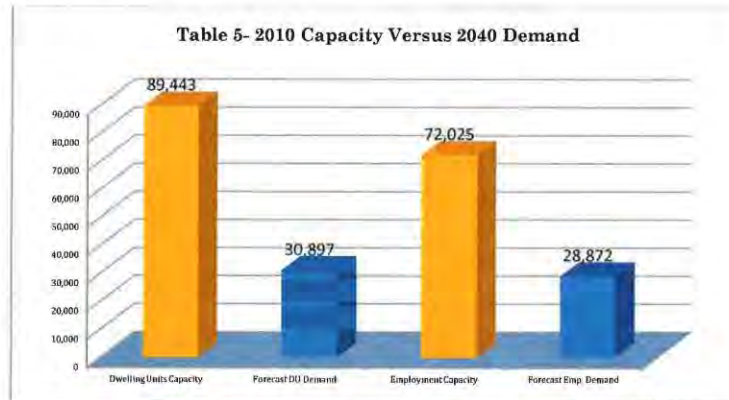


Table 5 compares available land capacity with the demand for land to accommodate projected growth. In 2010, based on existing zoning and typical development densities (Methodology, Growth Capacity Analysis Technical Memorandum p.36), the Pueblo Region's vacant land had the growth capacity to accommodate 89,443 new dwelling units and 72,025 new jobs. Clearly there is more than adequate vacant, developable land for future dwelling units and sufficient land to accommodate most of the growth in employment throughout the Region through year 2040.

### Location of Growth Capacity

**Table 6 – Location of Available Capacity**

Location	Capacity for New Dwellings	Residential Capacity Percent	Capacity for New Jobs	Employment Capacity Percent
City of Pueblo	19,800 units	22%	30,651 jobs	43%
Pueblo West Metro	17,000 units	19%	18,300 jobs	25%
Colorado City Metro	13,800 units	15%	3,600 jobs	5%
Unincorporated Areas/Small Towns	38,900 units	44%	19,449 jobs	27%
<b>TOTAL</b>	<b>89,500 units</b>	<b>100%</b>	<b>72,000 jobs</b>	<b>100%</b>

Note: The dwelling and employment capacity figures shown for the City of Pueblo are very conservative given two reasons. As the City annexes new land, it expands its development capacity. Source: Growth Capacity Analysis Technical Memorandum

As illustrated in Table 6, in 2010, there was sufficient capacity in the Region to accommodate 89,443 new residential units and 72,025 new jobs.



## **Regional Development Plan**

### **Future Land Use**

Local Governments are tasked, by Colorado State Statute, with the responsibility of providing a comprehensive plan for future uses of land to protect the public health, safety and welfare of the community. Utilizing the previous analysis and historic trends of Pueblo's population, land development, and employment, a revised land use map has been created to guide development in a sustainable manner. The locations of the Future Regional Land Use districts have been altered slightly to reflect current and preferred growth patterns within the Future Land Use Map. The updated Future Land Use Map is also intended to protect the public and preserve quality of life, to encourage economic development, and to facilitate decision making by the local governing bodies regarding zoning and other land use regulations.

Please refer to Exhibit A, Future Land Use Map, to use as a guide for making decisions concerning the appropriateness of planned development with respect to land use.

Thirteen of the 15 Future Regional Land Uses, developed by the 2002, Pueblo's Comprehensive Plan, remain unchanged in definition; however, *Employment Center-Light Industry* and *Special Development Area* definitions have been amended by previous actions of the Pueblo City Council and Pueblo County Planning Commission. The amended definitions are highlighted below as well as the Ordinances that officially amended these definitions. Please refer to "Pueblo's Comprehensive Plan, July 25, 2002, Defining Future Regional Land Uses (p.41)" for the definitions of the 13 non-amended definitions of the Future Land Use Categories.

## **Defining Future Regional Land Uses Amendments**

### **Employment Center-Light Industry Mixed Use**

*Employment Center-Light Industry Mixed Use*, such as manufacturing, assembling, research and development, provide tax revenues and jobs for the Region. These uses will be continued and expanded upon in a planned manner so as to minimize the impact on the public infrastructure. Employment Center-Light Industry Mixed Use 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.

*Employment Center-Light Industry Mixed Use* includes governmental purpose as a recognized use and authorized activity. "Governmental purpose" means and includes any use or activity which is reasonably necessary in the discharge of a public or governmental function whether it is performed by a governmental entity or another person for or on behalf of a governmental entity.<sup>1</sup>

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<sup>1</sup> Ordinance No. 7124, approved by the Pueblo City Council on March 22, 2004, amended the definition *Employment Center-Light Industry*, by inserting this paragraph. The Pueblo County Planning Commission voted to approve the *Employment Center-Light Industry*, definition change at their August 26, 2014, Planning Commission Meeting.



*Employment Center-Light Industry Mixed Use* will be located within the planned industrial parks and 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. Wherever possible, this use will be located away from residential uses. When potential conflicts between land uses occur, buffering and landscaping will be provided to minimize the impacts. Like residential growth, new industrial growth should be located in areas to best preserve surrounding agricultural uses and the natural environment (Pueblo's Comprehensive Plan, July 25, 2002, p. 48).

#### 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 lands with significant development, redevelopment 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.

Most of these areas will be developed through Master Development Plans or PUD Development Plans created by the developer or, in cases of publicly owned land, by the City and/or the County. A Master Development Plan for those Special Development Areas eligible for Annexation or a PUD Development Plan for concurrently annexing and zoning a Special Development Areas shall be prepared in such a manner as to provide for: (1) the orderly growth and development of the municipality and region through the logical extension of municipal government services and facilities; (2) areas which are urban or will be urbanized in the near future and areas which share both a community of interest and are integrated or are capable of being integrated with the City; and (3) the fair and equitable distribution of the costs of municipal government services and facilities among the persons who benefit therefrom including the cost for the extension, development, operation, and maintenance of municipal government facilities and services. When eligible, owners of parcels within Special Development Areas which meet the above criteria, shall petition the municipality for annexation<sup>2</sup> (Pueblo's Comprehensive Plan, July 25, 2002, p. 50).

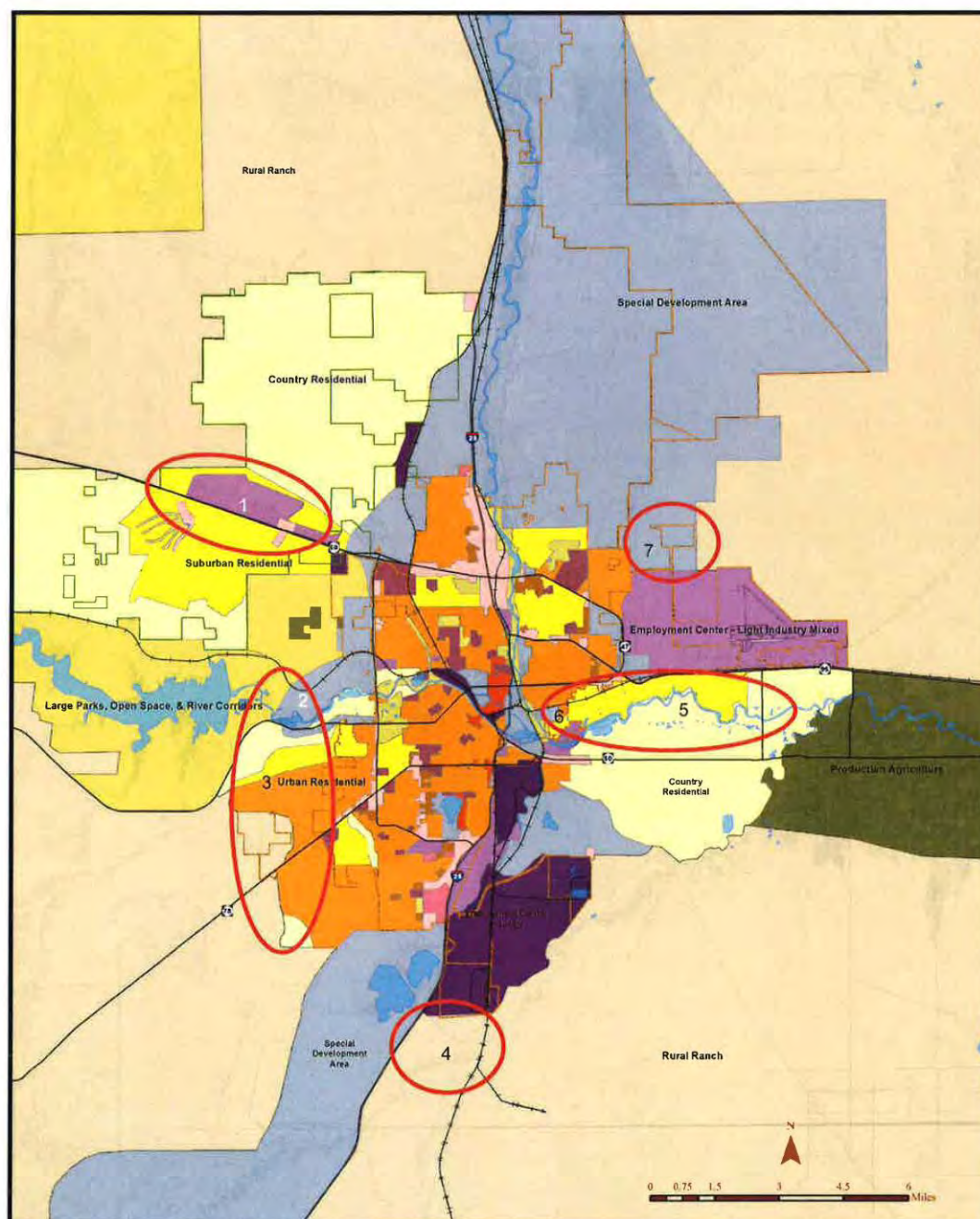
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<sup>2</sup> Ordinance No. 7672, approved by the Pueblo City Council on October 9, 2007 amended the definition of *Special Development Areas*. The Pueblo County Planning Commission voted to approve the *Special Development Area*, definition change at their October 24, 2007, Planning Commission Meeting.



# Existing Comprehensive Plan Future Land Use Map

Attachment A

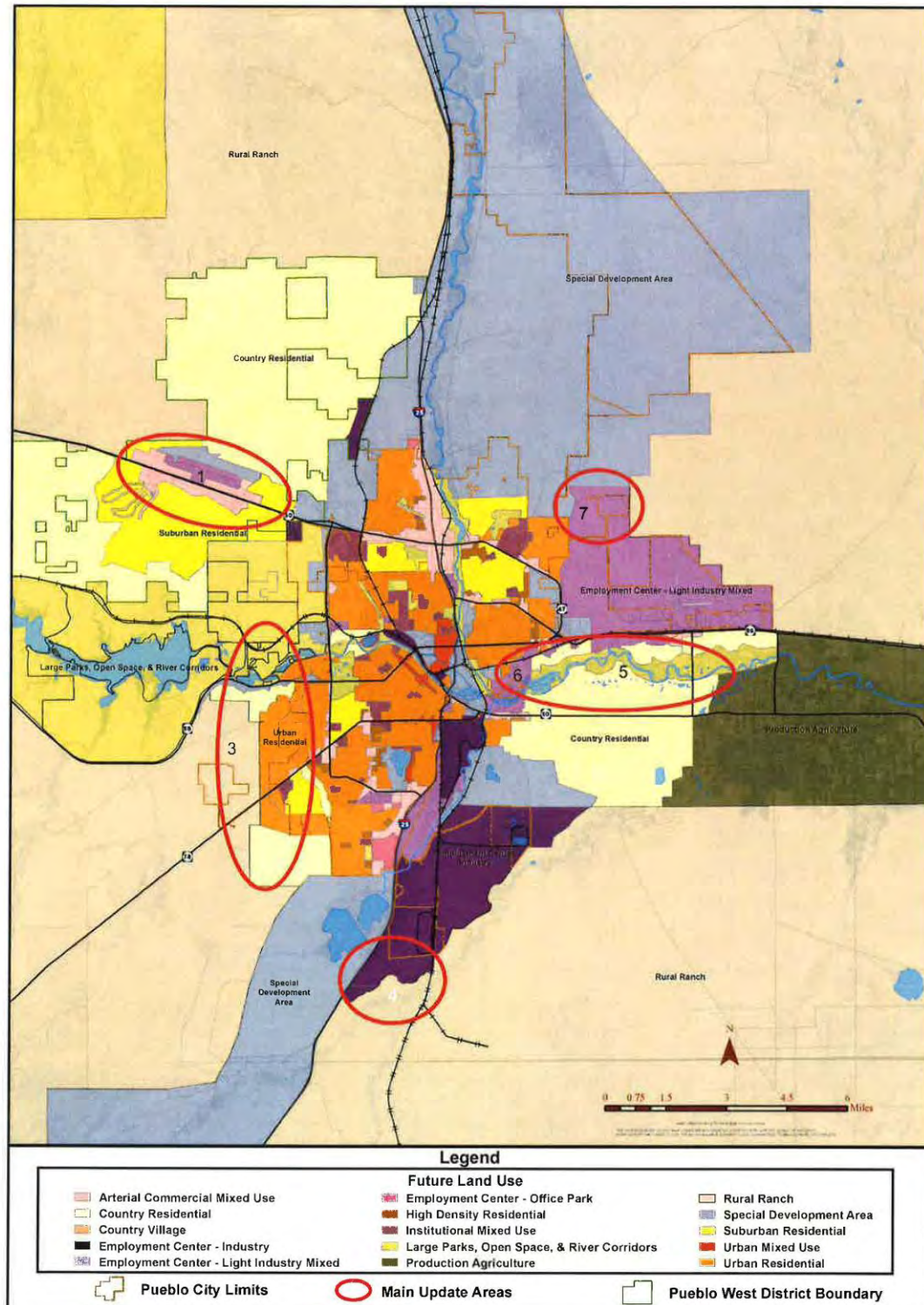


Arterial Commercial Mixed Use	Employment Center - Office Park	Rural Ranch
Country Residential	High Density Residential	Special Development Area
Country Village	Institutional Mixed Use	Suburban Residential
Employment Center - Industry	Large Parks, Open Space, & River Corridors	Urban Mixed Use
Employment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

# Proposed Pueblo City and County Future Land Use Update Map

June, 2014

Attachment B







# Revised Future Land Use Map

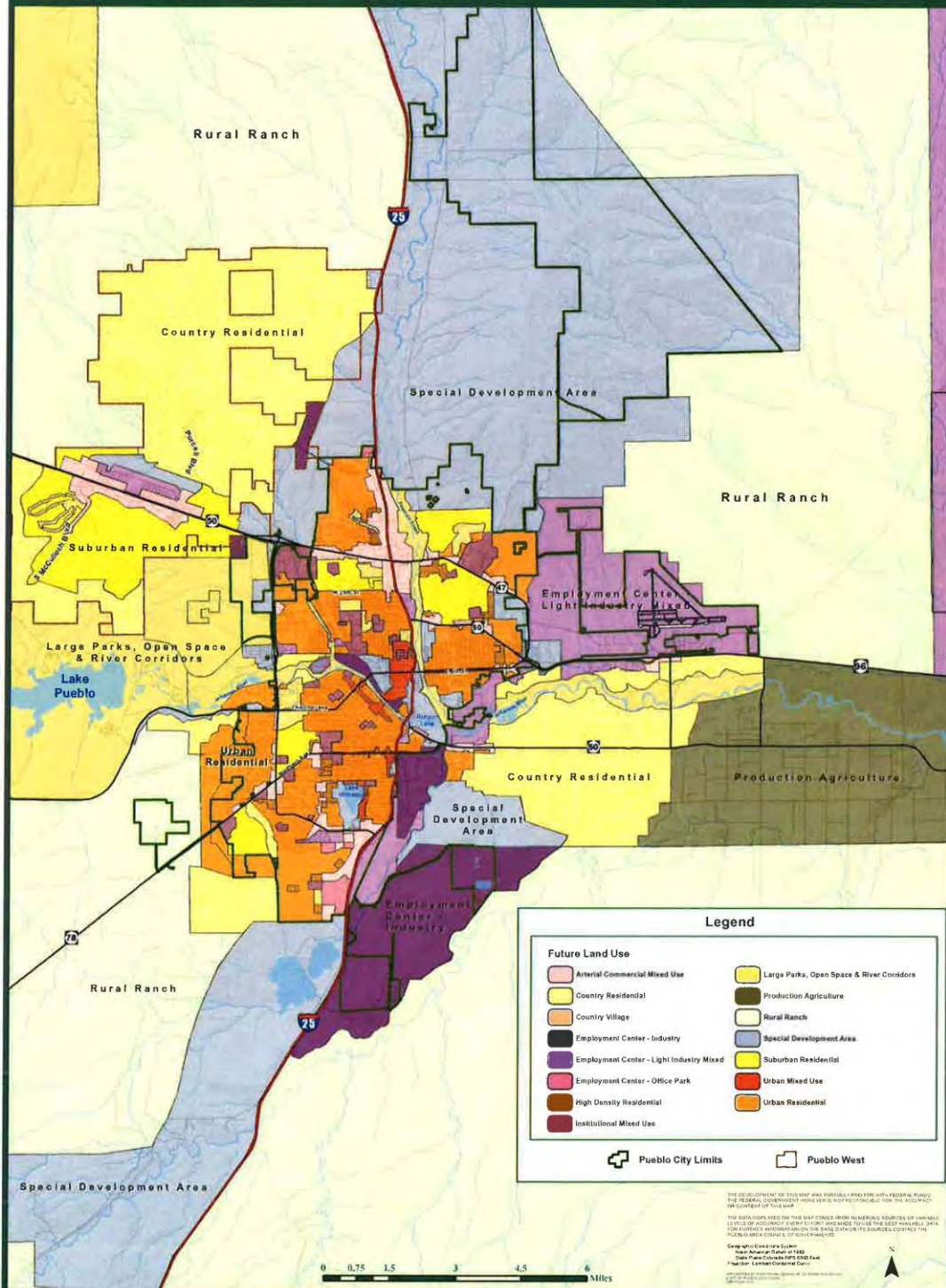


Exhibit A

Your Plan... Your Pueblo



Below is the Plan's Future Land Use category of "Employment Center-Light Industry Mixed Use," with the revised definition in its entirety. The new, added text is shown in **bold** font:

Employment Center-Light Industry Mixed Use

*Light Industry Mixed Use*, such as manufacturing, assembling, research and development, provide tax revenues and jobs for the Region. These uses will be continued and expanded upon in a planned manner so as to minimize the impact on the public infrastructure. *Light Industry Mixed Use* areas include the Airport Industrial Park and its environs, Pueblo West Industrial Park, and area east of Runyon Park near the Arkansas River and in the south of Pueblo along I-25.

*Light Industry Mixed Use*, will be located within planned industrial parks and 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. Wherever possible, this use will be located away from residential uses. When potential conflicts between land uses occur, buffering and landscaping will be provided to minimize the impacts. Like residential growth, new industrial growth should be located in areas to best preserve surrounding agricultural uses and the natural environment.

**Employment Center-Light Industry Mixed Use includes governmental purpose as a recognized use and authorized activity. "Governmental purpose" means and includes any use or activity which is reasonably necessary in the discharge of a public or governmental function whether it is performed by a governmental entity or another person for or on behalf of a governmental entity.**