


















PUEBLO REGIONAL COMPREHENSIVE PLAN

Adoption Draft

January 2022

YOUR PLAN YOUR PUEBLO


PUEBLO COUNTY


city of
PUEBLO
colorado


Pueblo West
COLORADO

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LIST OF ACRONYMS

ADU	Accessory Dwelling Unit
BHE	Black Hills Energy
CADA	Colorado Agriculture Development Authority
CCMD	Colorado City Metropolitan District
CDA	Colorado Department of Agriculture
CSA	Community Supported Agriculture
CSU	Colorado State University
CDOT	Colorado Department of Transportation
CDPHE	Colorado Department of Public Health and Environment
CLG	Certified Local Government
CSRHP	Colorado State Register of Historic Places
CTO	Colorado Tourism Office
DU/AC	Dwelling Units/Acre
EDGIS	Pueblo County Office of Economic Development and Geographic Information Systems
EMS	Emergency Medical Services
FEMA	Federal Emergency Management Agency
HOA	Homeowner's Association
HPC	City of Pueblo Historic Preservation Commission
HUTF	Highway User Tax Fund
LRTP	Long-Range Transportation Plan
MPO	Metropolitan Planning Organization
MS4	Municipal Separate Storm Sewer System
NRHP	National Register of Historic Places
NRCS	National Resources Conservation Service
PACOG	Pueblo Area Council of Governments
PCC	Pueblo Community College
PDPHE	Pueblo County Department of Public Health and Environment
PDR	Purchase of Development Rights
PEDCO	Pueblo Economic Development Corporation
PICR	Pueblo Inventory of Cultural Resources
PUD	Planned Unit Development
PWMD	Pueblo West Metropolitan District
SIEA	San Isabel Electric Association
TDR	Transfer of Development Rights
USDA	U.S. Department of Agriculture
USGS	U.S. Geologic Survey
WUI	Wildland-Urban Interface

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SECTION 1

INTRODUCTION



PLAN ELEMENTS

ABOUT THE PROCESS

COMMUNITY VALUES

OUR VISION



ABOUT THE PLAN

The Pueblo Regional Comprehensive Plan ("the Regional Comprehensive Plan" or "the Plan") is the overarching policy guide for unincorporated areas and communities in Pueblo County and the City of Pueblo. This iteration of the Regional Comprehensive Plan was developed by Pueblo County—in partnership with the City of Pueblo, the Pueblo West Metropolitan District ("Pueblo West"), the towns of Boone and Rye, and the unincorporated communities as part of the first major update of the Plan since 2002. The Pueblo County region ("Pueblo County" or "the region") has a long track record of collaboration. In addition to serving as a guide for day-to-day decision-making, the Regional Comprehensive Plan plays several important functions:

- **Articulates a shared vision and goals for the region.** Pueblo County is part of a larger community of interests that includes municipalities, districts, other governmental and quasi-governmental organizations, along with private businesses and institutions. Each of these entities plays an important role in region's quality of life and continued success. This Plan defines a shared vision and goals for the region that encompasses both County and City government and the larger community of interest.
- **Defines where and how the region wants to grow**. This Plan defines the types and intensities of land uses that are desired in different parts of the County. It is intended as a tool to help municipalities and service providers plan for future infrastructure and service needs and evaluate future development proposals. The Plan is also intended as a tool to help inform existing or prospective property owners, developers, businesses, and residents about future growth and development in Pueblo County.
- **Establishes a coordinated strategy for implementation.** The Plan identifies a number of priority initiatives that the region will pursue through collaboration on issues related to land use, renewable energy, economic development, housing, transportation, parks and recreation, and other issues of significance. Other priority initiatives identified will require individual entities to take the lead on implementation.

The Regional Comprehensive Plan was developed in accordance with Colorado Revised Statute 31-23-206, which grants the authority to counties and municipalities to draft comprehensive plans as advisory documents to guide land use decisions within their jurisdictions. This Plan is not a regulatory document; however, City and County zoning and other regulatory documents should be aligned to support the Plan's implementation.



PLAN ELEMENTS

Comprehensive plans cover a wide range of topics—most typically land use, transportation, housing, natural resources, utilities, parks and open space, and many others. In Colorado, municipalities are required to address recreation and tourism, and to have a plan to guide annexation within three miles of their boundary, but otherwise have the flexibility to address the topics that are most important to the local community. This iteration of the Regional Comprehensive Plan establishes goals for and provides policy guidance on a much wider range of issues than its 2002 predecessor, which focused predominantly on land use considerations. This expanded policy focus—as articulated in Section 2: Regional Goals and Policies—reflects a shift in what's important to Pueblo County residents and the broader community of interests, but also of emerging trends in comprehensive plans that emphasize the needs of *people* as much as *place*.

This iteration of the Regional Comprehensive Plan also places an expanded focus on the critical role of water in Pueblo County's future. The incorporation of a water "element" emerged from the support of the Sonoran Institute and from ongoing efforts to enhance collaboration among regional stakeholders—Pueblo County, the City of Pueblo, Pueblo West, the seven water districts in the region, agricultural and conservation interests, and others—on water-related issues. This focus also reflects growing awareness and concern about the cascading effects of climate change on communities throughout the West, but especially in arid climates like Pueblo County. The region has experienced some of these effects firsthand in recent years—extreme drought, wildfire, and flooding—and is committed to working collaboratively on adaptation and resilience strategies.

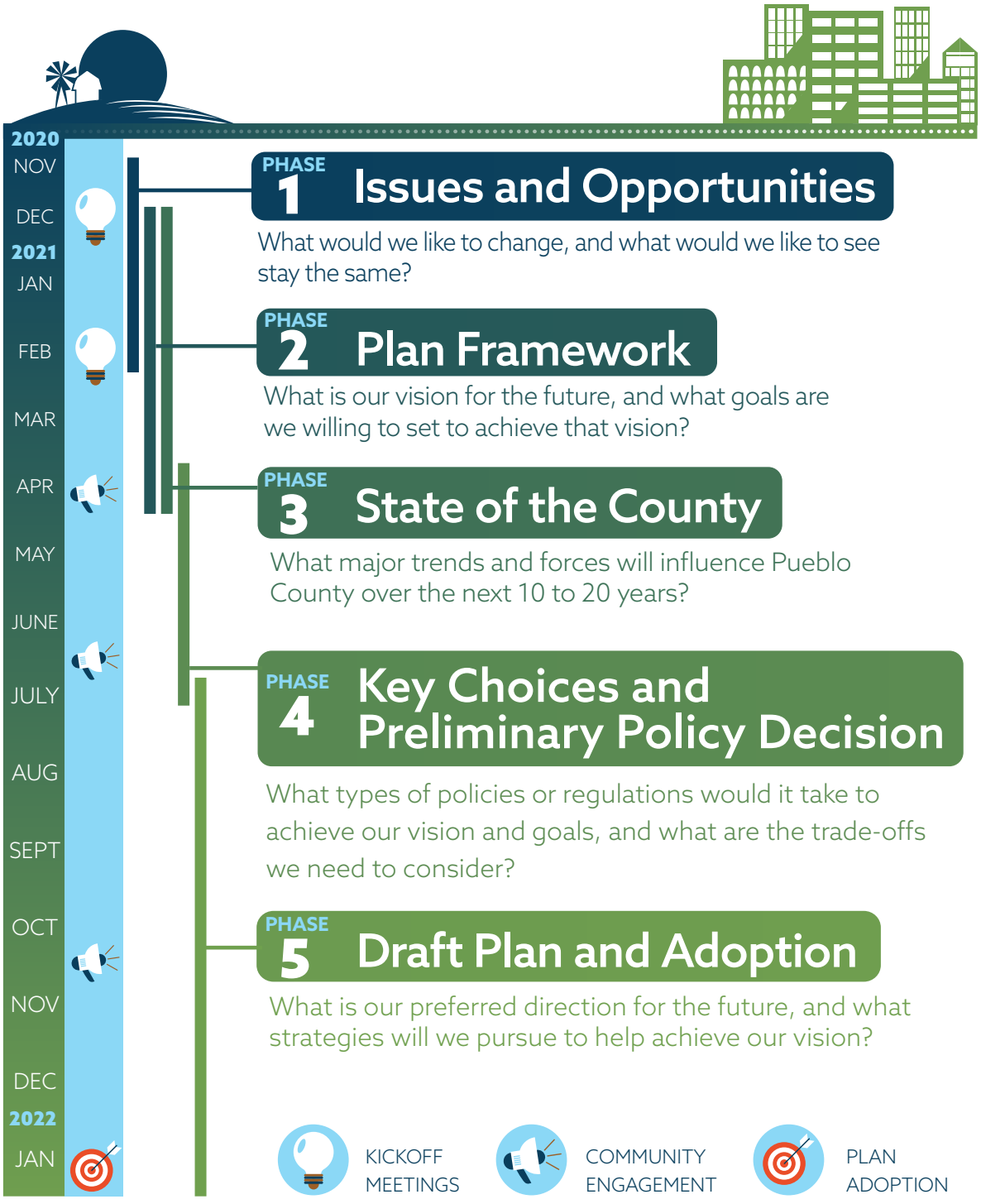
RELATED PLANS AND STUDIES

The Regional Comprehensive Plan was informed by dozens of related plans and studies developed by municipalities, service providers, and other organizations. Related plans and studies are highlighted where applicable throughout the Plan and addressed in more detail in the State of the County report. [See Appendix A]

ABOUT THE PROCESS

Project Timeline

The Regional Comprehensive Plan process kicked off in late 2020 and is anticipated to be complete in early 2022. Opportunities for stakeholder and community input were provided at key points throughout the process, as illustrated on the project timeline and discussed in more detail below.



Opportunities for Input

A variety of stakeholder and community input opportunities were provided during each phase of the process to encourage broad participation and representation from different geographies and stakeholder groups within Pueblo County. Due to limitations on in-person gatherings as a result of the COVID-19 pandemic, virtual and online engagement tools were necessary for much of the process. Opportunities for input included:

- Stakeholder interviews
- Focus groups
- Online surveys (in English and Spanish)
- Pop-up events
- Youth workshops
- Community open houses (both virtual and in-person)
- Departmental and Service Provider Working Group meetings
- Regional Thinktank meetings
- Joint Elected and Appointed Official Updates

Input opportunities were advertised broadly through established social media feeds and other communication channels maintained by Pueblo County, the City of Pueblo, and Pueblo West, as well as through radio, newspaper, and TV coverage. Community and stakeholder input received throughout the process was used to inform the preparation of interim work products and ultimately shape the issues and opportunities highlighted in the Regional Comprehensive Plan. A summary of input received during each "round" of engagement is provided in Appendix E.

Key Themes/Issues and Opportunities

The following themes and issues and opportunities emerged from initial community and stakeholder engagement during Phases 1 and 2 of the Regional Comprehensive Plan process in response to questions about what's working well, and what needs to change in the future.



HOUSING

- **Affordability.** The unattainability of for-rent and for-sale homes for many families and issues related to homelessness.
- **Housing diversity.** Lack of housing availability across all categories of housing – especially newer homes, high-end options, housing for people with disabilities, and pet friendly housing.
- **Newer housing options.** Need for new construction and updated housing options, particularly downtown and in walkable areas.
- **Rental units.** Need for affordable rental units, to support low-income families, young professionals, and new residents.



ACCESS TO SERVICES

- **Medical care.** Access to healthcare services and improved quality of care.
- **Education.** Improvements to K-12 education and the need for personal growth opportunities for youth.
- **Public safety.** Concerns about theft, drug use, the number of people experiencing homelessness, and the state of public infrastructure and services.
- **Proximity of commercial services to neighborhoods.** Improved access to local grocery stores, restaurants, and businesses throughout the County.
- **Public infrastructure.** Improved public infrastructure like roadway improvements, public transportation options, high speed internet, and more reliable cellular service.



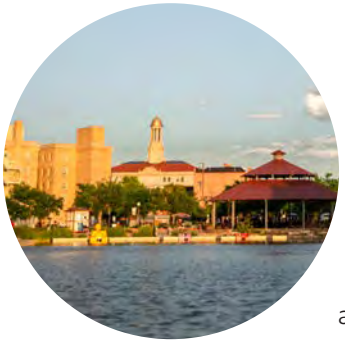
HISTORY AND CULTURE

- **Cultural/music/art events/activities.** Desire for more entertainment like music venues and family-friendly activities. Recognition of the Sangre de Cristo Arts Center and the area's many museums as important community assets.
- **Tourism amenities.** Tourism offerings that highlight the many existing assets of the community, including recreation destinations, the Riverwalk area, and seasonal festivals.
- **City or County government participation.** Interest in contributing to local governance, having a greater voice, and sharing ideas.



ECONOMY

- **Good-paying jobs.** More jobs that pay more than minimum wage. Examples cited by participants included tech, construction, renewable energy, and manufacturing.
- **Availability of employment opportunities.** Difficulty of finding employment opportunities and a desire to see companies with a large number of positions come to Pueblo County.
- **Quality of businesses and services.** Interest in seeing more retail and food options (both restaurants and grocery stores) – especially small, locally owned businesses, with sustainable practices, in higher-density areas and near popular recreation destinations.
- **Support for small businesses.** Better promotion and support for small businesses through training and incentives. Desire to develop more robust arts and entertainment offerings.
- **Business-support services.** Need for improving internet reliability and speed, reducing utility costs, and workforce training and retention – including strengthening the local education system.



GROWTH AND DEVELOPMENT

- **Overall appearance and quality of the built environment.** Concerns about vacant and unkempt properties, and desire to see spaces revitalized and better maintained.
- **Overall quality and condition of existing neighborhoods.** Disparity in quality across neighborhoods and desire to see underdeveloped neighborhoods given an opportunity to flourish.
- **Maintenance and beautification.** Improvements to private and public spaces, including trash management, better lighting, more community art, and landscaping.



AGRICULTURE/ RURAL AREAS

- **Rural development.** Balancing preservation of the land, views, and rural atmosphere with development demands and the need for affordable housing.
- **Agriculture.** Concerns about conserving agricultural lands and ensuring farms and ranches have the necessary resources to thrive into the future.



RECREATION

- **Recreational facilities/ opportunities.** Improved access and quantity of recreation facilities, in particular pools, athletic centers, and opportunities/ activities for youth.
- **Overall quality of recreational amenities.** Satisfaction with the quality of recreational amenities like Arkansas River trail, Riverwalk, parks, and the multitude of outdoor opportunities, but also need for better maintenance and safety in these spaces.
- **Access/proximity to parks, playgrounds, or recreational facilities.** Concerns about the accessibility and inclusiveness of current recreational opportunities.
- **Access/proximity to walking/biking paths and trails.** Recognition of the multitude of trail offerings, and issues with safe accessibility in terms of parking, sidewalk maintenance/ availability, and trash/debris.
- **Access to public lands.** Recognition of the barriers created by access fees for lower income households.



ENVIRONMENT AND SUSTAINABILITY

- **Air quality.** Concerns about localized air quality and odors from marijuana grow sites.
- **Water quality and conservation.** Management of water systems, drinking water quality, recreational water quality, and interest in xeriscaping techniques.
- **Remediation and reuse of industrial lands.** Concern about the image of the community and desire for industrial remediation is necessary to clean up degraded sites and views from roadways.
- **Resource extraction.** Better regulation of resource extraction in the region and concerns about the location of such activity and health and safety impacts.
- **Sustainable development practices.** Interest in bringing more solar and other renewable energy options to Pueblo County, as well as exploring other sustainable development strategies. Desire for a more robust recycling program.



TRANSPORTATION/ CONNECTIVITY

- **Sidewalk connectivity.** Lack of sidewalks in many neighborhoods, with recognition of the impacts for wheelchair users.
- **Ease of travel by biking.** Safety concerns when bicycling and need for more designated bike lanes – especially in the downtown area.
- **Ease of travel by car.** Need for better road maintenance and recognition that the car centric nature of Pueblo County inhibits other forms of transportation.
- **Intraregional transit.** Improvements to the regional bus transportation system, including the lack of predictability, constrained hours, and minimal routes to different edges of the community. Interest in an option for public transit throughout the Front Range and in particular, to and from Denver International Airport.

COMMUNITY VALUES

Participants in the Vision and Values survey conducted during the initial stages of the Regional Comprehensive Plan process were asked, "What three words best characterize your vision for Pueblo County's future?" These are the phrases that came up most frequently in response:



OUR VISION FOR PUEBLO COUNTY

Our vision for the Pueblo County region is grounded in seven guiding principles. These principles reflect what residents value about living in Pueblo County today, and what they hope it will be in the future. These principles are based on a shared understanding that the success of the region depends not just on how we grow—or the businesses we attract—but also on the prosperity and quality of life of ALL who call Pueblo County home. Guiding principles are intended to be viewed as equal in weight and are not listed in any particular order of importance. The guiding principles also serve as an organizing framework for the Regional Goals and Policies in Section 2.

GUIDING PRINCIPLE 1:



DIVERSE LIFESTYLES, ATTAINABLE HOUSING OPTIONS

Puebloans choose from an array of lifestyle options and have access to housing types that meet the needs of all ages, incomes, and family structures. Both established and new neighborhoods are strong, stable, and safe.

GUIDING PRINCIPLE 2:



DEEPEN OUR AGRICULTURAL ROOTS

Pueblo County's roots in agriculture go back nearly 150 years. Farming and ranching contribute to the economy, but also to the culture and character of our region through rural landscapes, family businesses, signature crops, and emerging industries.

GUIDING PRINCIPLE 3:



HELP EVERY COMMUNITY THRIVE

Through investments in our people, neighborhoods, and communities, we will strive to make Pueblo County a place where all residents have a safe place to call home—and access to the basic services, education, and amenities they need to thrive.

GUIDING PRINCIPLE 4:



CELEBRATE PUEBLO

Puebloans value the region's history, culture, landscapes, access to outdoor recreation, and friendly people. We will instill a renewed sense of pride and identity by celebrating our diverse assets and investing in what makes Pueblo uniquely livable.

GUIDING PRINCIPLE 5:



A FUTURE-READY ECONOMY AND WORKFORCE

A future-ready economy and workforce is nimble in its ability to adapt to industry shifts and economic fluctuations. As a region, we will work together to position Pueblo County as an innovative community, where all residents, business-owners, and members of the workforce have an opportunity to achieve economic prosperity.

GUIDING PRINCIPLE 6:



GROW SMARTER

Smart growth is sustainable and resilient growth. Pueblo County will encourage growth and development that bolsters the economic health and vibrancy of our region, while also conserving our natural resources and adapting our communities to a changing climate.

GUIDING PRINCIPLE 7:



STRENGTHEN LOCAL AND REGIONAL CONNECTIONS

Community leaders, businesses, local organizations, and residents recognize that a collaborative and connected region is a more resilient region. Together, we will work to improve our transportation system and infrastructure, provide services and amenities, and enhance local and regional ties.

PARTS OF THE PLAN

In addition to this introductory section, the Regional Comprehensive Plan contains the following:

Section 2: Regional Goals and Policies

Section 2 establishes regional goals and policies to help advance each of the seven guiding principles. Regional goals and policies are general in nature and are intended to apply countywide. Area-specific goals and policies in Section 3 should also be referenced when reviewing development proposals or other land use decisions for a particular location within Pueblo County.

Section 3: Regional Development Plan

Section 3 establishes a framework for accommodating forecast residents and jobs and provides guidance to help the region consider other opportunities as they arise. It addresses the many factors that influence where and how the region will grow in the future:

- Regional Growth Priorities
- Infrastructure and Services
- Evaluation Criteria for Major Projects
- Future Land Use Plan (map and land use category descriptions)
- Area-Specific Goals and Policies

Information in Section 3 should be applied in conjunction with the goals and policies in Section 2, applicable zoning and development regulations, and relevant sub-area or service plans. This section is intended as a tool for staff, property owners, developers, partner agencies, service providers, elected and appointed officials, and others to help guide long-range plans as well as day-to-day decision-making.

Section 4: Implementation and Monitoring

Section 4 highlights major initiatives that will support the implementation of the Regional Comprehensive Plan over the next one to three years. As a reflection of the region's ongoing commitment to collaboration, many of the initiatives identified will require the coordinated efforts of Pueblo County, the City of Pueblo, metropolitan districts, service providers, and other partner organizations within the region. This section is intended as a tool to help inform the creation of more detailed work programs, capital improvement plans, budgets, and other mechanisms that will help support the implementation of the Regional Comprehensive Plan.

Appendices

Appendix A: State of the County Report

The State of the County report was an interim work product prepared as part of the Regional Comprehensive Plan process to explore current conditions and trends, issues and opportunities, and and related plans and studies specific to five focus areas: Infrastructure and Services, Growth and Development, Economic Base, Communities and Neighborhoods, and Community Assets.

Appendix B: Fiscal Impact Analysis Findings

Appendix B includes a summary of key findings from a fiscal impact analysis prepared by Economic and Planning Systems to support the development of the Regional Comprehensive Plan. The analysis evaluated the on-going, annual impact of different uses will have on the City of Pueblo, Pueblo West Metropolitan District, and Pueblo County. The purpose was to understand impacts of different land use choices to help guide the plan's policies. Three growth scenarios were modeled to understand the impacts.

Appendix C: Scenario Outreach Materials

Appendix C includes outreach materials used to solicit input from regional stakeholders and the community at large on three growth scenarios. The growth scenarios were developed as part of the Regional Comprehensive Plan process to explore different assumptions about where forecast demand for residential and non-residential development might occur over the 20-year planning horizon, and to evaluate possible benefits and trade-offs associated with different assumptions.

Appendix D: Tools and Best Practices to Support Agriculture

Appendix D provides an overview of several types of programs that are used to protect and preserve agricultural lands—agricultural incentives, transfer of development rights, and purchase of development rights. These programs are described in detail with example programs provided wherever possible. Example programs are generally based within Colorado, but some non-Colorado examples may be included if they are particularly successful or relevant to Pueblo County. Additional information is provided with links to outside webpages where applicable.

Appendix E: Community and Stakeholder Engagement Summary

Appendix E includes summaries of each major round of community and stakeholder engagement during the Regional Comprehensive Plan process.

AMENDING AND UPDATING THE PLAN

The Regional Comprehensive Plan is intended to provide policy guidance for a ten- to 20-year planning horizon. However, periodic plan amendments and updates will be necessary to keep the Regional Comprehensive Plan relevant as conditions change, new issues and opportunities emerge, actions are completed, and priorities shift. Generally, the Regional Comprehensive Plan should be reviewed annually or biennially to determine whether minor or major amendments are needed. The timing of updates to the Future Land Use Plan and area-specific goals and policies (as contained in Section 3) will vary but should generally not occur more than once a year.

To the maximum extent feasible, the adoption of different versions of the Regional Comprehensive Plan and/or Future Land Use Plan by Pueblo County or the City of Pueblo should be avoided. Adopting, maintaining, and working to implement a single plan for the region will yield the greatest results.

PLAN MONITORING

The Regional Comprehensive Plan is intended to be a living document. Progress that is made toward achieving the community's vision will be monitored using a series of performance measures, as defined in Section 2: Regional Goals and Policies.

Performance Measures

Performance measures allow regional partners and the community to gauge and measure progress toward the guiding principles and goals of the Regional Comprehensive Plan. While there are many types of metrics available for tracking progress, the Regional Comprehensive Plan focuses on those that are:

- Most relevant to the goals of the Regional Comprehensive Plan or their desired outcomes;
- Available from regularly updated and reliable data sources; and
- Based on measurable, quantitative information that is comparable year-to-year.

The performance measures identified for each guiding principle were identified as those that would be most critical for monitoring the region's progress toward desired outcomes over the life of the Plan. Baseline numbers provided in Section 2 will be reviewed periodically to discern how the region is trending. Reporting will occur on an as-needed basis, as necessary to inform local or regional discussions on a given topic (e.g., housing, agricultural lands).

While consistency in reporting is important to provide information on trends over time, performance measures may be updated, added to, or replaced as new sources of data become available.



SECTION 2

REGIONAL GOALS AND POLICIES

ABOUT THIS SECTION

This section establishes regional goals and policies to help advance the seven guiding principles outlined in Section 1. Regional goals and policies are general in nature and are intended to apply countywide. This section should be used as a tool to:

- Build a broader understanding of the region's shared vision and values;
- Foster regional collaboration on a range of initiatives to help achieve that vision over the next ten to 20 years; and
- Inform day-to-day decision-making in all areas of Pueblo County.

Area-specific goals and policies in Section 3: Regional Development Plan should also be referenced when reviewing development proposals or other land use decisions for a particular location within Pueblo County.





GUIDING PRINCIPAL 1:

DIVERSE LIFESTYLES, ATTAINABLE HOUSING OPTIONS

Puebloans choose from an array of lifestyle options and have access to housing types that meet the needs of all ages, incomes, and family structures. Both established and new neighborhoods are strong, stable, and safe.



Why it is Important

Pueblo County is defined by its diverse lifestyle options—urban and suburban neighborhoods, small agricultural communities, mountain hamlets, and rural areas. Despite this array of options, rising housing costs and a constrained housing supply have made it increasingly difficult for many people to find housing that meets their needs, at a price they can afford. Demand for single-family detached homes remains high—and is expected to continue—but does not necessarily align with the needs of the region's growing numbers of older adults or of the young professionals we have difficulty attracting and retaining. In addition to diversifying housing types, there is also a need for mixed-use development, where housing is connected to the businesses and services, so a car trip is not necessary for residents to fulfill all their daily needs.

Decades of economic fluctuations in the region have translated into a housing market focused primarily on construction of single-family homes in Pueblo West and smaller scale developments in the City of Pueblo rather than the construction of larger neighborhoods. Slower growth has led to constraints in supply and a decrease in affordable housing options. While a number of Pueblo's older neighborhoods have seen renewed interest and reinvestment, others have not, leading to a deterioration of housing stock and conditions in some core neighborhoods. Residents of Pueblo County place a high value on maintaining the quality of life they enjoy, though there is a recognition that not all community members share equally in the region's prosperity and amenities. A strong desire exists to minimize existing inequities.



Regional Goals and Policies

GOAL 1.1: Expand housing options to meet the needs of existing and future residents of all ages, abilities, and income levels.

POLICY-1.1.1: LIFESTYLE OPTIONS

Maintain the ability for Pueblo County residents to choose from an array of lifestyle options, encompassing a spectrum from rural to urban, as supported by the Regional Development Plan.

POLICY-1.1.2: MIX OF HOUSING TYPES

Actively seek to diversify the range of housing types available in the region so that residents can choose the housing option that best suits their needs and financial resources. Encourage the greatest diversity and intensity of small-lot single family, attached (e.g., duplex and townhome units), and multi-family housing options within the City of Pueblo where infrastructure and services are readily available. Provide for more limited diversification of housing options in metropolitan districts and Rural Communities based on the local context and infrastructure availability. [See also, Area-Specific Goals and Policies, Section 3.]

POLICY-1.1.3: MULTI-GENERATIONAL HOUSING

Support the integration of multi-generational housing options within existing and new neighborhoods through the integration of accessory dwelling units (ADUs), the construction of a mix of home sizes, and infill and redevelopment on existing lots and parcels.

POLICY-1.1.4: UNIVERSAL DESIGN AND VISITABILITY

Encourage the construction of homes that meet universal design or visitability principles to facilitate aging-in-place, accommodating older residents and others with mobility limitations or disabilities.

POLICY-1.1.5: NON-TRADITIONAL HOUSING

Facilitate opportunities for non-traditional housing types, communities, and construction methods through supportive land use policies and regulations.

POLICY-1.1.6: HOUSING FOR VULNERABLE POPULATIONS

Collaborate with local agencies and organizations to expand programs and resources designed to prevent people from becoming homeless and facilitate the provision of supportive and assisted housing options to meet the needs of vulnerable populations, such as the elderly, those afflicted with drug or alcohol addiction, and those transitioning away from homelessness.

POLICY-1.1.7: HIGHER-DENSITY HOUSING

Encourage the development of higher-density housing options in Downtown, Urban Neighborhoods, and along major corridors to create additional vitality and economic activity within major commercial areas in the County. Explore the creation of incentives that support the development of multifamily housing in these areas including incentives for adaptive re-use of existing buildings and redevelopment of vacant/neglected properties. [See also, Area-Specific Goals and Policies, Section 3.]



GOAL 1.2: Promote reinvestment in existing neighborhoods—housing stock, infrastructure, and amenities.

POLICY-1.2.1: RETENTION OF EXISTING HOUSING STOCK

Support the retention and rehabilitation of existing housing stock as a core component of the affordable and attainable housing supply in the region. Allow for the adaptation of smaller housing units to meet the needs of current and future residents (e.g., expanded footprints, garage construction, creation of accessory dwelling units). [See also, Area-Specific Goals and Policies for the City of Pueblo and Vicinity, Section 3.]

POLICY-1.2.2: SUPPORT FOR EXISTING HOMEOWNERS

Support programs that use state, federal, and local housing program funds to preserve existing housing and provide financial assistance to lower income homeowners to maintain their properties in good condition.

POLICY-1.2.3: VACANT AND DILAPIDATED PROPERTIES

Consider legal and regulatory measures that put vacant and/or dilapidated properties back to productive use. Such measures can include auction of tax defaulted properties, demolition by neglect, vacant building registration program, and expanded use permissions for long vacant or underutilized structures.





ACCESSORY DWELLING UNITS

Accessory dwelling units (ADUs) come in different forms. ADUs often located in the rear yard of a primary dwelling—either above or adjacent to a detached garage in urban areas, or as part of a barn or outbuilding in rural areas. However, ADUs can also be integrated as part of the primary dwelling through the creation of secondary entrances and kitchens. Adapting existing homes in centrally located neighborhoods to accommodate ADUs is one way to support the region's near-term needs for smaller, more affordable units and multi-generational housing options. Allowances for ADUs vary by location in Pueblo County.



REVITALIZATION STRATEGIES

Common strategies used to promote the revitalization of older neighborhoods and communities include:

Adaptive Reuse: The process of converting a building to a use other than that for which it was originally designed.

Infill Development: Development on a vacant or substantially vacant tract of land surrounded by existing development.

Redevelopment: Development on a tract of land with existing buildings where all or most of the existing buildings would be razed and a new building or buildings built

POLICY-1.2.4: INFILL AND REDEVELOPMENT

Encourage the construction of new homes on vacant lots and the redevelopment of dilapidated properties. Where consistent with the Future Land Use Plan and underlying zoning, support the introduction (or expansion) of attached single-family, duplex, townhome, or accessory dwelling units through infill or the targeted redevelopment of dilapidated properties.

POLICY-1.2.5: INFRASTRUCTURE AND AMENITIES

Prioritize available resources for infrastructure improvements, such as traffic calming enhancements, sidewalk repairs, bikeways, street tree plantings, stormwater improvements, undergrounding of overhead utilities, or others that will improve safety and quality of life in existing neighborhoods based on documented deficiencies.

POLICY-1.2.6: CODE ENFORCEMENT

Pursue violations related to safety, public health, and quality of life, including removal of abandoned vehicles, clearance of blighted properties, and other nuisances such as illegal dumping in accordance with codes and ordinances as adopted by the County, City, Pueblo Regional Building Department, or special districts, and the International Property Maintenance Code where applicable.

GOAL 1.3: Preserve and expand the supply of workforce and affordable housing within the region.

POLICY-1.3.1: EXISTING AFFORDABLE UNITS

Focus efforts on identifying programs that provide federal, state, and local housing program funds devoted to the retention and rehabilitation of existing, income-restricted affordable housing, particularly in core areas neighborhoods.

POLICY-1.3.2: FINANCIAL SUPPORT

Pursue grants and other sources of funding that aid lower income homeowners with routine maintenance and repairs, as well as more substantial needs (e.g., plumbing or water line upgrades).

POLICY-1.3.3: NEW AFFORDABLE UNITS

Work with non-profit housing partners, state and federal agencies, and others to expand the availability of certified affordable housing units through development and construction of new affordable housing projects.





HOUSING NEEDS IN PUEBLO COUNTY

Demand for an estimated 14,700 housing units over the next 20 years was identified as part of the Regional Comprehensive Plan process. This demand was spread over four primary housing product types—large-lot single family on one-acre or more (25%), traditional single-family detached homes (40%), attached, two-to-four-unit buildings (10%), and multi-family buildings with five or more units (25%). Concurrent with the Regional Comprehensive Plan process, the City of Pueblo—in collaboration with Pueblo County and Pueblo West—retained a consultant (Gruen Gruen + Associates) to prepare a strategic housing assessment. The results of this study provide a more in-depth analysis of the housing inventory in the City of Pueblo and surrounding communities, housing cost and affordability, deficiencies in housing supply relative to need by price range or affordability level, and the amount of new housing that could be needed to replace obsolete or unsuitable housing over the next ten years. Assessment findings indicate that near-term demand and need is highest for the following types of housing:

Market Rate Housing

Demand for smaller, detached single-family homes and attached housing options such as duplexes and townhomes is being driven by rising land and development costs, a growing population of retirees and empty nesters looking for age-in-place options, and a limited supply. A shortage of quality apartments was also noted based on demand from professionals who are relocating to the area for employment opportunities and may wish to get familiar with the area before purchasing a home or may not be in a life stage where they wish to own a single-family home.

Assisted/Affordable Housing

Subsidized and assisted housing options are needed to meet the needs of the region's high proportion of very-low income, unemployed, or underemployed. A particular need was identified for below market rate one-to three-bedroom units to provide options for single-parent households, the elderly, and service/restaurant workers. Transitional and support housing—including single-room occupancy units (SROs)—were also identified as a need to house people afflicted with alcohol or drug addiction or mental health challenges.

The Regional Development Plan (Section 3) supports near-term and long-term housing needs within the region through flexible land use categories, expanded density ranges, and an emphasis on the need for more housing diversity.



POLICY-1.3.4: INTEGRATED HOUSING

Encourage an integrated mix of market-rate and below market-rate units and unit sizes and configurations as part of larger development projects.

POLICY-1.3.5: STRATEGIES

Pursue a variety of strategies to promote expanded construction of workforce and affordable housing units in the region (e.g., regulatory incentives, public/private partnerships).

UNDERSTANDING HOUSING TERMINOLOGY

Affordable Housing: Housing affordability comes down to the relationship between the price of housing in a region (either sale price or rent) and the incomes of households in that region. Generally, for housing to be affordable, housing costs (including utilities) for any given household should not exceed 30 percent of the household's gross annual income. When households must spend more of their incomes on housing, it means they have less income to spend on essential services (such as healthcare, childcare, and transportation) and discretionary items that benefit the local economy (such as meals at a local restaurant).

Workforce Housing: Workforce housing is a subset of affordable housing, and generally refers to housing that is affordable to households earning between 80 percent and 120 percent of the area median income (AMI). In other words, housing costs for households earning between 80 percent and 120 percent of AMI should not exceed 30 percent of those households' gross annual incomes. Typically, workforce housing is targeted toward workers who are vital for the everyday function of the community, such as teachers, public safety workers, first responders, and workers in retail, food/beverage, hotel, and other core industries.

Measures of Success

Measure	Method	Baseline	Desired Trend	Source
Guiding Principle 1: Diverse Lifestyles, Attainable Housing Options				
Housing diversity	Detached single-family homes as a percentage of the overall housing supply	77% (2019)	Decrease	U.S. Census Bureau
Housing options	Number of attached single-family, townhomes, and multifamily units permitted each year	20 (2020)	Increase	Pueblo Regional Building Dept.
Housing affordability	Cost-burdened households (i.e., households spending more than 30% of their income on housing and transportation costs)	55% (2019)	Decrease	U.S. Census Bureau
Housing options	Permitted accessory dwelling units	2 (2020)	Increase	Pueblo Regional Building Dept.
Neighborhood reinvestment	Permits for remodeling or minor improvements	--	Increase	Pueblo Regional Building Dept.



GUIDING PRINCIPAL 2:

DEEPEN OUR AGRICULTURAL ROOTS

Pueblo County's roots in agriculture and ranching go back more than 150 years. The industry contributes to the economy, but also to the culture and character of our region—rural landscapes, signature crops, and emerging industries.



Why it is Important

Some farms and ranches in the region have been in existence longer than the County itself. Yet, despite their history and demonstrated resilience, their continued longevity is not assured. While any industry is subject to fluctuations in markets, advances in technology, consumer preferences, and other factors over such an extended period, agriculture is particularly vulnerable.

If current trends continue, encroaching development and the gradual loss of prime agricultural land will continue to erode the region's production capabilities. At the same time, competition for agricultural water rights is fierce in Pueblo County and throughout Colorado as cities and urban areas continue to grow and long-time producers seek viable ways to either expand their operations, or retire and transfer accumulated wealth to their heirs. Lastly, the effects of extended periods of drought and other impacts associated with a changing climate on native vegetation and grasslands are plainly visible, and limit the carrying capacity of many rural landscapes for cattle and wildlife.

Despite these vulnerabilities, interest in protecting and preserving the region's agricultural and ranching roots is strong. Interest in the local and regional food system, educational programs, and emerging industries—like urban agriculture, hemp/marijuana, utilty-scale solar facilities, and others is helping cultivate important conversations about the future.



Regional Goals and Policies

GOAL 2.1: Protect working lands for ranching and crop production.

POLICY-2.1.1: RIGHT TO RANCH AND FARM

Support the right to ranch and farm in Pueblo County in accordance with Colorado Revised Statutes §35-3.5-101 to 35-3.5-103, recognizing that dust, noise, and odors normally associated with agricultural pursuits are considered acceptable in rural areas. Ensure non-agricultural development in unincorporated areas does not restrict adjacent agricultural operations.

POLICY-2.1.2: LAND CONSERVATION

Work with landowners, conservation organizations, Colorado State University Extension, and other key stakeholders to facilitate the conservation of prime agricultural land and ranch lands in Pueblo County. Promote broader awareness of existing tools and incentives, such as conservation easements supported by Colorado's state-based tax credit program, and pursue the creation of new tools and programs at the County-level (e.g., transfer or purchase of development rights program, conservation subdivision standards) to incentivize and increase the economic viability of keeping agricultural land for use in production for future generations. While Prime Agricultural Land (Unirrigated, Generally Rangeland, Prime Farmland if Irrigated) depicted on page 30 may exist within the boundaries of Planned Employment Areas depicted on page 58, these areas are not used for agricultural uses currently and are not suitable for agricultural uses in the future. Land conservation for other purposes may occur in Planned Employment Areas consistent with applicable redevelopment plans and underlying zoning. [See also, Appendix D: Tools and Best Practices to Support Agriculture.]

POLICY-2.1.3: WATER RIGHTS

Collaborate with water providers, landowners, conservation organizations, and other stakeholders on the identification and implementation of strategies and incentives that prevent water rights associated with agricultural land from being severed from agricultural land or being sold for non-agricultural development, and/or extend the time in which water rights are available for agricultural use after they have been sold.

POLICY-2.1.4: LAND USE COMPATIBLITY

Minimize potential conflicts between existing agricultural and ranching operations and proposed residential, commercial, or industrial uses through supportive land use regulations.

POLICY-2.1.5: ECONOMIC IMPACT OF AGRICULTURE

Weigh the impacts of land use decisions on the County's agricultural economy. Avoid decisions that will permanently reduce or eliminate the economic viability of irrigated farm land or other highly productive land for agricultural use.



POLICY-2.1.6: EDUCATION AND AWARENESS

Actively participate in discussions at the regional and state level related to agricultural and ranching issues. Provide a supportive policy and regulatory environment that is responsive to the changing needs of producers within the region.

GOAL 2.2: Nurture the next generation of farmers and ranchers.

POLICY-2.2.1: YOUTH ENGAGEMENT

Support the ongoing efforts of the Pueblo Food Project, Colorado State University Extension, and others to develop and implement programs that expose young people to farming and ranching in the region, through field trips and site visits, volunteer opportunities, peer-to-peer educational campaigns, and other efforts.

POLICY-2.2.2: MENTORSHIP AND TRAINING

Support secondary and post-secondary programs that offer agricultural education and practical experience through mentoring, apprenticeships, and training, such as Colorado's Agriculture Workforce Development Program, where students can learn from working with established farmers and ranchers in the region.

POLICY-2.2.3: PROGRAMS AND INCENTIVES

Increase awareness of programs and incentives that support on-going farming in the region, such as tax incentives for conservation easements, financial support for farming internships, and tax-exempt loans supported by the Colorado Agriculture Development Agency. Investigate the feasibility of initiating additional programs, such as land leases or microloan programs, modeled on other efforts implemented in Colorado. [See also, Appendix D: Tools and Best Practices to Support Agriculture.]

POLICY-2.2.4: STATE FAIR

Capitalize on opportunities at the annual State Fair to promote and highlight youth agriculture activity and accomplishments, through Future Farmers of America and 4-H youth showcases and competitions, and other programs as appropriate.

POLICY-2.2.5: LOCAL FOOD SUPPLY CHAIN

Promote the local food supply chain that works directly with sustainable family farms utilizing advanced technologies and innovations in food processing thatdevelop new jobs and careers in agricultural.

GOAL 2.3: Promote innovations in agricultural practices to adapt to a changing climate.

POLICY-2.3.1: CROP DIVERSITY

Support efforts to diversify the range of traditional food crops produced in the region and expand opportunities for testing new types of crops to reduce impacts on producers and the regional economy in the event of crop failure from pests and diseases, extended periods of drought, and other cyclical events.

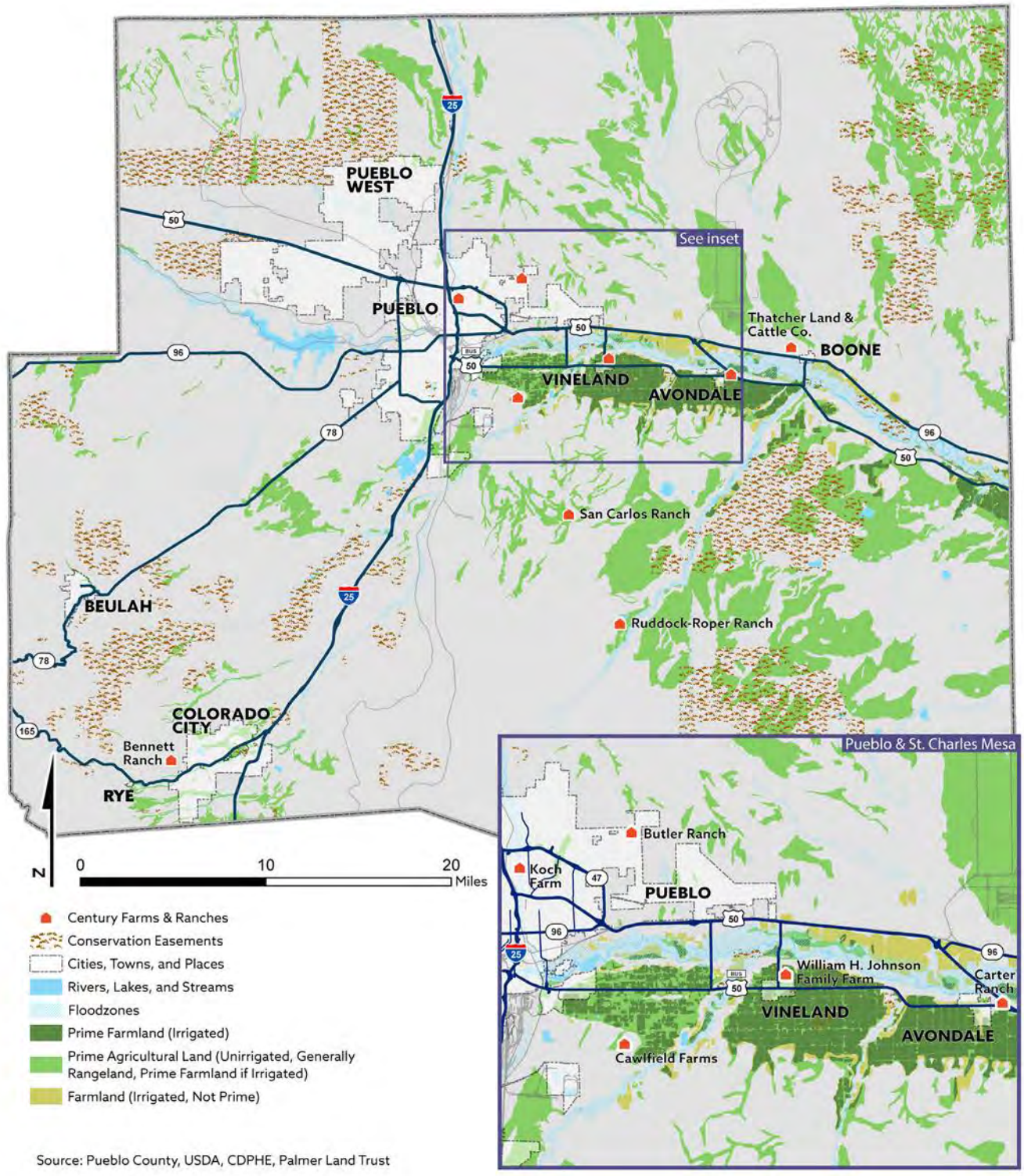


AGRICULTURAL AND RANCH LANDS

Prime (Irrigated) Farmland within the St. Charles Mesa, Vineland, and Avondale communities accounts for only 2 percent of Pueblo County's agricultural land, but is responsible for approximately 40 percent of the total value of agricultural products sold. This area is irrigated by the Bessemer Ditch and is considered to be nationally signficant in its suitability for the long-term production of food and other crops. In addition, non-irrigated farmland (Prime and Not Prime) and ranch lands found throughout the unincorporated areas of the County support grazing for cattle and wildlife, as well as other agricultural uses.

Conservation easements have been widely used in Pueblo County to protect farmland, ranch lands, and other resources throughout the region. Conservation easements are voluntary legal agreements between landowners and land trusts or governments to limit development of the property in the future with permanent restrictions and protect important values of the property in perpetuity. Led by the property owner's interests, conservation agreements allow farms and ranches to continue to operate and often protect open space, wildlife habitat, rivers and streams, and other natural features. In 2021, there were 195,143 acres of land in Pueblo County held in conservation easements. (Source: Pueblo County, USDA, CDPHE, Palmer Land Conservancy.)

Pueblo County Agricultural and Ranch Lands



Source: Pueblo County, USDA, CDPHE, Palmer Land Trust





POLICY-2.3.2: IRRIGATION PRACTICES

Explore strategies to incentivize agricultural producers to transition to conservation-oriented irrigation practices in collaboration with Pueblo Board of Waterworks, the St. Charles Water District, and other stakeholders.

POLICY-2.3.3: RESEARCH AND DEVELOPMENT

Support research and development designed to help identify and increase awareness of new crops, tools and technologies, farming practices, and other opportunities designed to help maximize the productivity of prime agricultural lands in the face of increasingly frequent and severe drought, heat, and other extreme weather events.

POLICY-2.3.4: EMERGING TECHNOLOGIES

Provide a supportive policy and regulatory environment for the expansion of aquaculture and other emerging technologies that support the year-round cultivation of fresh produce.

GOAL 2.4: Create a robust local and regional food system.

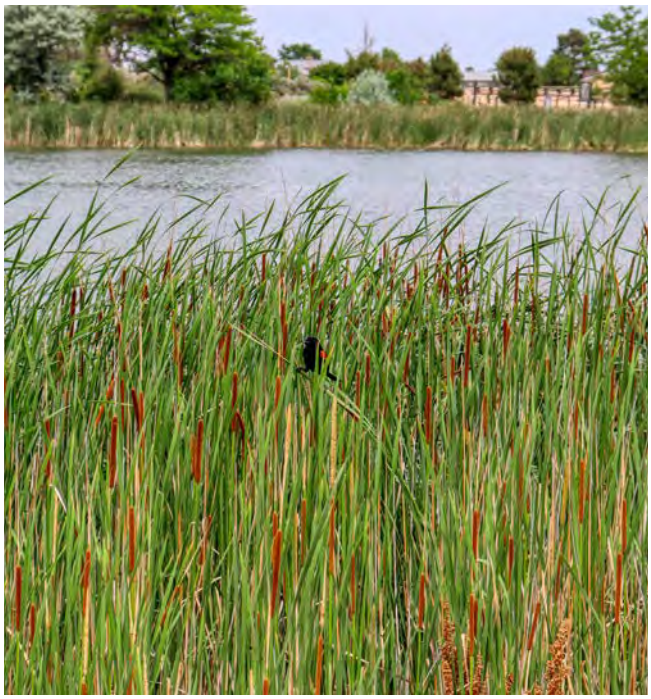
POLICY-2.4.1: FOOD SECURITY

Support on-going efforts by partners such as the Pueblo Food Project and the Colorado Blueprint to End Hunger that implement programs to reduce hunger and food insecurity for residents in the region by expanding access to healthy food, grown locally where possible.

POLICY-2.4.2: FOOD DESERTS

Continue work to eliminate "food deserts," where area residents do not have nearby access (in urban areas, within one mile, in more rural contexts, within 10 miles) to a full-service grocery store, and expand Pueblo residents' access to healthy and local food.





POLICY-2.4.3: FOOD PRODUCTION

Encourage the expansion of programs and initiatives that support local and regional food production, including community gardens, demonstration gardens, small-scale agriculture, community supported agriculture (CSA), the raising of some animals for food purposes, and other similar efforts.

POLICY-2.4.4: PROCESSING AND DISTRIBUTION

Sustain on-going efforts to expand the local food economy through the expansion and development of regional food processing and distribution facilities utilizing locally produced food products. Develop processing facilities that can be accommodated utilizing existing city water and sanitary services and can be served with existing utility services.

POLICY-2.4.5: AGRITOURISM

Promote the expansion of agritourism opportunities, such as the annual Pueblo Chile & Frijole festival, that showcase local food and crafts as a draw for tourism in the region. Opportunities could include farm dinners, you-pick produce, seasonal sales and activities, farm tours, or overnight farm stays.

Measures of Success

Measure	Method	Baseline	Desired Trend	Source
Guiding Principle 2: Deepen Our Agricultural Roots				
Acres of Prime (Irrigated) Farmland[1]	Acres of Prime (Irrigated) Farmland maintained in agricultural use with their associated water rights	21,116 acres (2021)[2]	Maintain	Combination of USDA, NRCS, CDSS datasets
Acres of Total Irrigated Farmland	Acres of irrigated farmland (Prime and Not Prime) maintained in agricultural use with their associated water rights	29,762 acres (2021)[3]	Maintain	Combination of USDA, NRCS, CDSS datasets
Acres of Prime Agricultural Land (not irrigated)	Acres of farmland not irrigat-ed--but with soils designated as Prime if irrigated--maintained in agricultural/rangeland use	207,733 acres (2021)	Maintain	Combination of USDA, NRCS, CDSS datasets
Agricultural Businesses	Number of food and farm businesses	--	Increase	Pueblo County Business Licenses
Agricultural Jobs	Population employed in agriculture, forestry, fishing and hunting, and mining	1,047 (1.5%)	Increase	U.S. Census Bureau
Conservation of Prime (Irrigated) Farmland	Acres of Prime (Irrigated) Farmland preserved through conservation easements, agricultural PUDs, or other conservation measures	392 acres (or 1.9% of all Pueblo County Prime (Irrigated Farmland)	Increase	Combination of USDA, NRCS, and COMap datasets
Conservation of Total Agricultural Land[4]	Acres of land preserved through conservation easements, agricultural PUDs, or other conser-vation measures	195,143 acres or 22% of all Pueblo County agricultural lands (2020)	Increase	Combination of USDA, NRCS, and COMap datasets

1 Prime (Irrigated) Farmland accounts for only 2% of the Pueblo County's agricultural land but is responsible for approxi-mately 40% of the total value of agricultural products sold.
2 Over 70% of Pueblo County's Prime (Irrigated) Farmland (approximately 15,000 acres) falls within the St. Charles Mesa, Vineland, and Avondale communities and is irrigated by the Bessemer Ditch.
3 In addition to the 21,116 acres of Prime (Irrigated) Farmland, there are 8,646 acres of irrigated farmland in Pueblo County that are not designated as Prime by USDA NRCS but constitute a valuable agricultural resource.
4 According to the 2017 USDA Census of Agriculture, there are 895,508 acres of agricultural lands in Pueblo County.

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GUIDING PRINCIPAL 3:

HELP EVERY COMMUNITY THRIVE

Through investments in our people, neighborhoods, and communities, we will strive to make Pueblo County a place where all residents have a safe place to call home—and access to the basic services, education, and amenities they need to thrive.



Why it is Important

Access to healthcare, social services, parks and recreational facilities, pedestrian and bicycle networks, healthy food, and other services that contribute to the health and wellness of the community varies considerably by neighborhood and community across the region. Disparities in service levels are influenced by a range of considerations—location, demand, varied expectations for rural versus urban services levels, resources available for improvements, and in some locations, income levels.

As a region we recognize the challenge of addressing decades of inequality, but also recognize the benefits of working together to achieve more equitable and inclusive communities and neighborhoods. Addressing these challenges will require close—and ongoing—collaboration among all of us, but especially among the region's service providers, non-profits, charitable organizations, educational institutions, faith community, and government agencies.



Regional Goals and Policies

GOAL 3.1: Advocate for an effective education system and lifelong learning opportunities.

POLICY-3.1.1: COORDINATED SCHOOL PLANNING

Coordinate with Pueblo School District 60 (D60) and Pueblo County School District 70 (D70) to evaluate the impact on school enrollments and capacity when reviewing projects, development proposals, master plans, zoning changes, land use amendments, or in other decisions that could significantly increase school enrollments. Ensure that developers set aside school sites as needed when subdivisions and planned unit developments are approved, and monitor needs associated with residential development generally over time.

POLICY-3.1.2: PUBLIC SCHOOL SYSTEM

Support ongoing efforts by D60 and D70 schools to invest in the formal educational system and to ensure that each student continues to have access to high-quality primary and secondary education.

POLICY-3.1.3: POST-SECONDARY EDUCATION

Collaborate with Colorado State University Pueblo (CSU Pueblo) and Pueblo Community College (PCC) to ensure residents have access to quality post-secondary education, including specialized programs and educational offerings that support workforce needs and meet resident interests. Consider future expansions of post-secondary facilities, when possible, to be located within the existing community fabric rather than expanding into undeveloped areas.

POLICY-3.1.4: LIFELONG LEARNING

Support programs and initiatives that offer learning opportunities beyond the formal educational system, covering diverse subjects and interests, offered in various contexts, and available to residents at all stages of life.

GOAL 3.2: Support equitable access to affordable healthcare, services, and amenities.

POLICY-3.2.1: COORDINATED APPROACH

Collaborate with partner organizations to provide a forum for sharing information and enhancing working relationships, discourage duplication of services and programs within the region, and identify and fill gaps in health and human services.

POLICY-3.2.2: ACCESS TO SERVICES

Prioritize the maintenance and improvement of quality-of-life amenities, services, and infrastructure in existing neighborhoods. Place a particular focus on neighborhoods that are underserved and that have populations with barriers to access, such as limited financial resources or access to transportation options.

POLICY-3.2.3: DESIGN FOR ACCESSBILITY

Design infrastructure, public spaces, facilities, and amenities to accommodate people of all ages and abilities.



POLICY-3.2.4: SERVICES FOR VULNERABLE POPULATIONS

Partner with local and regional organizations to expand services for people experiencing homelessness and people with disabilities.

POLICY-3.2.5: HOUSING FOR VULNERABLE POPULATIONS

Expand the supply of housing options that are affordable and accessible to seniors, people with disabilities, people without stable housing or transitioning out of homelessness, people with state or federally defined disorders, and very low-income populations. [See also, Goal 1.2 and associated policies.]

POLICY-3.2.6: FOOD ACCESS

Promote and expand initiatives that offer access to healthy food in dispersed locations throughout communities, such as farmers markets, seasonal farm stands, community gardens, food distribution centers, and community-supported agriculture (CSA) with a focus on increasing access to fresh, nutritious food in underserved areas. [See also, Goal 2.4 and associated policies].

GOAL 3.3: Ensure residents are offered equal opportunity for a healthy, active lifestyle.

POLICY-3.3.1: MULTI-PURPOSE FACILITIES

Leverage available resources by seeking opportunities to develop and maintain joint-use, multi-purpose, multi-generational, and/or other types of shared-use facilities (e.g., school recreational facilities, parks, community meeting space, libraries, and museums).

POLICY-3.3.2: FACILITY SITING AND ACCESS

In considering locations for public facilities, services, and amenities, evaluate the concentration of need in the population to be served and their ease of access. Prioritize locations in and connections to underserved areas.

POLICY-3.3.3: RECREATIONAL OPPORTUNITIES

Strive to provide access to active and passive recreation opportunities within walking distance of most homes or neighborhoods in developed areas of Pueblo County, while recognizing that needs vary based on location and not all areas will have the same level of access. Recreational opportunities should be tailored to suit the unique needs of different neighborhoods and communities.





POLICY-3.3.4: RECREATIONAL PROGRAMS

Provide a variety of year-round community and recreational programs, offerings, and other amenities that support healthy and active lifestyles among residents of all ages, abilities, and backgrounds.

POLICY-3.3.5: EDUCATION AND AWARENESS

Collaborate with school districts, health and wellness organizations, and the medical community to establish and expand health and wellness programs, increase awareness of the benefits of active lifestyles and healthy living among residents of all ages, and provide information on ways in which they can lead more active and healthy lives.

POLICY-3.3.6: ACTIVE LIVING

Integrate active living considerations into the planning and development review process to encourage the creation of built environments that support an environment where physical activity can be incorporated into daily activities (such as walking or bicycle travel). Such considerations should also be incorporated into the design of streets and other public spaces.

GOAL 3.4: Foster a culture of inclusivity.

POLICY-3.4.1: ACCEPTANCE, INCLUSION, AND RESPECT

Promote acceptance, inclusion, and respect for all people in the region. Discourage all forms of discrimination, in addition to the specific characteristics that are protected by law.

POLICY-3.4.2: CELEBRATE DIVERSITY

Support events and activities that promote learning and understanding of different ethnic and cultural groups, such as working with partners and cultural leaders, co-creation of cultural events and activities, and responsiveness to community vision.

POLICY-3.4.3: CULTURAL COMPETENCY

Provide services and share information in a manner that is culturally and linguistically relevant to a range of residents.



POLICY-3.4.4: EQUITABLE DECISION-MAKING PROCESSES

Ensure that plans, policies, and decision-making processes—including budget decisions—evaluate the benefits and/or burdens of local government actions or investments and their impacts on particular groups or geographic locations in ways that are equitable.

POLICY-3.4.5: EQUITABLE ACCESS TO OPPORTUNITIES

In all programs and services, seek to ensure equitable access by all groups and individuals, with special focus on including disadvantaged and under-represented groups.

POLICY-3.4.6: INCLUSIVE PARTICIPATION

Invite participation from the broadest possible spectrum of residents in all decision-making and resource-allocation processes by City, County, and Metro governments.

POLICY-3.4.7: REPRESENTATIVE GOVERNMENT

Explore opportunities to ensure that elected, appointed, and employed officials in local and regional government are representative of the broader community.

Measures of Success

Measure	Method	Baseline	Desired Trend	Source
Guiding Principle 3: Help Every Community Thrive				
Child Poverty	Child poverty rate	16.8% (2019)	Decrease	U.S. Census Bureau
Education	High school graduation rate (districts 60 and 70, respectively)	83% (2019) 93% (2019)	Maintain/ Increase	District 60 District 70
Public Health	Adult (18+) obesity rate Child (5-14) obesity rate	30.9% (2013-15) 27.7% (2013-2015)	Decrease	PDPHE
Prenatal Care	Percent of women that receive adequate prenatal care	47.2% (2013-2015)	Increase	PDPHE
Food Access	Number of active community gardens	--	Increase	City of Pueblo
Local Food Distribution	Pounds of locally purchased food distributed to residents in need	--	Increase	Pueblo Food Project
Access to Parks and Open Space	Percent of residents within ½ mile of a quality park or open space	--	Increase	EDGIS

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GUIDING PRINCIPAL 4:

CELEBRATE PUEBLO

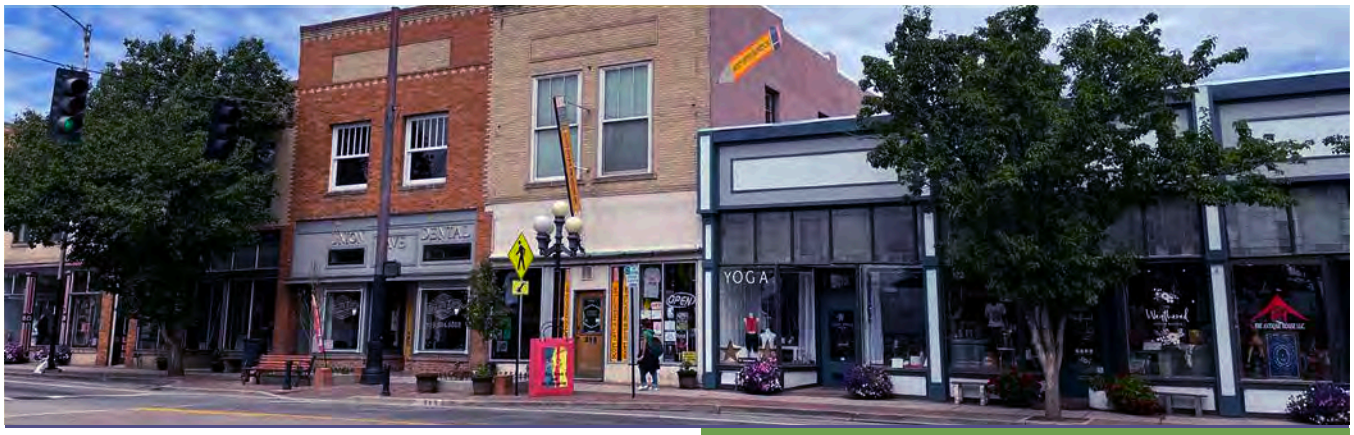
Puebloans value the region's history, culture, landscapes, access to outdoor recreation, and friendly people. We will instill a renewed sense of pride and identity by celebrating our diverse assets and investing in what makes Pueblo uniquely livable.



Why it is Important

Pueblo County's history is marked by booms and busts. Periods of economic gains contributed to a downtown that is filled with historic structures, vibrant and diverse neighborhoods, and a wealth of cultural amenities, especially for a community of its size. However, subsequent downturns have resulted in the vacancy of those same historic buildings, disinvestment in our neighborhoods, and—in some cases—damaged community pride. Despite these challenges, residents are quick to highlight what they love about living in Pueblo County—its rich history, diversity of cultures, scenic rural landscapes, easy access to outdoor recreation, a vibrant arts scene, and a family-friendly environment.

As we look to the future, we must come together to continue the work of rediscovering and reinvesting in not just what makes Pueblo County unique—but also what makes it a great place to live. A renewed sense of identity and community pride will emerge from our shared commitment to celebrating our past, while actively investing in our children and grandchildren's future through art, education, and cultural awareness.



Regional Goals and Policies

GOAL 4.1: Protect and preserve Pueblo County's historic, cultural, and archaeological resources.

POLICY-4.1.1: HISTORIC PRESERVATION INITIATIVES

Encourage ongoing efforts by the Historic Preservation Commission (HPC), community organizations, Pueblo County, and state and federal partners to research, identify, document, interpret, and preserve structures and sites with cultural, archaeological, or paleontological significance.

POLICY-4.1.2: DOCUMENTATION

Continue to pursue and support opportunities to investigate and document local history through efforts that improve the community's understanding of the resources that exist. Place a particular emphasis on expanding knowledge of resources from the more recent past, such as the City's Mid-Century neighborhoods.

POLICY-4.1.3: INVENTORY OF CULTURAL RESOURCES

Continue to expand the Pueblo Inventory of Cultural Resources (PICR) through the nomination of eligible properties for the state and national registers of historic places, designation of National Register Historic Districts and Landmarks, and establishment of a Pueblo Local Landmark Historic District.[See Appendix F: Inventory of Cultural Resources for a complete listing of designated resources.]

HISTORIC PRESERVATION IN THE CITY OF PUEBLO

The City of Pueblo is Certified Local Government (CLG). CLGs are endorsed by the State Historic Preservation Office (History Colorado) to promote consistency with federal historic preservation programs and the Secretary of the Interior's Standards for Archaeology and Historic Preservation. CLG status also provides access to grants and other assistance to support local preservation initiatives.

Authorized through the City's CLG status, the City of Pueblo Historic Preservation Commission (HPC) is an appointed board of community volunteers that reviews applications for historic designation, makes decisions related to the demolition and upkeep of historic resources, and helps owners of historic landmarks with the physical, technical, and financial aspects of preservation, renovation, rehabilitation, and reuse.

The City and HPC work with numerous volunteer and non-profit organizations to help document and preserve historic, cultural, and archaeological resources in the community. The Pueblo Inventory of Cultural Resources (PICR) is a register maintained by the City of Pueblo for all historic resources within its corporate limits that have been previously placed on the NRHP, Colorado State Register of Historic Places (CSRHP), or are designated a local historic landmark.









POLICY-4.1.4: PRESERVATION PLANNING

Ensure adopted plans, policies, and regulations support historic preservation and help eliminate barriers to the stewardship, restoration, reuse, and designation of historic properties. Work with neighborhoods, citizens, non profits, and staff to advance recommendations that emerge from completed plans and studies.

POLICY-4.1.5: PEOPLE IN PRESERVATION

Support and expand ongoing efforts to engage long-time residents and others in documenting the oral histories of different ethnic and minority groups, neighborhoods, and communities in Pueblo County. Prioritize efforts that will provide current and future residents with a more complete understanding of Pueblo's history.

POLICY-4.1.6: PRESERVATION INCENTIVES

Increase awareness of state and federal grants, tax incentives, and other financial incentives available to support the rehabilitation and adaptive reuse of historic buildings. Investigate creating a system or program of local incentives.

POLICY-4.1.7: PUBLIC BUILDINGS

Pursue the nomination of historic City- or County-owned resources determined to be eligible for the National Register of Historic Places as a tool to access funding to support their rehabiliation and maintenance over time.

POLICY-4.1.8: CONTEXT-BASED TOOLS

Establish context-based standards and guidelines to encourage reinvestment in historic districts. Explore the feasiblity of establishing conservation districts or other regulatory tools to encourage compatible infill and redevelopment in areas with lower integrity but good urban form, areas where historic signficance is not based on architecural style or form, or areas where the modest scale of vernacular building forms is desirable to retain. [See also, Policy COP-2.3: Protective Measures]



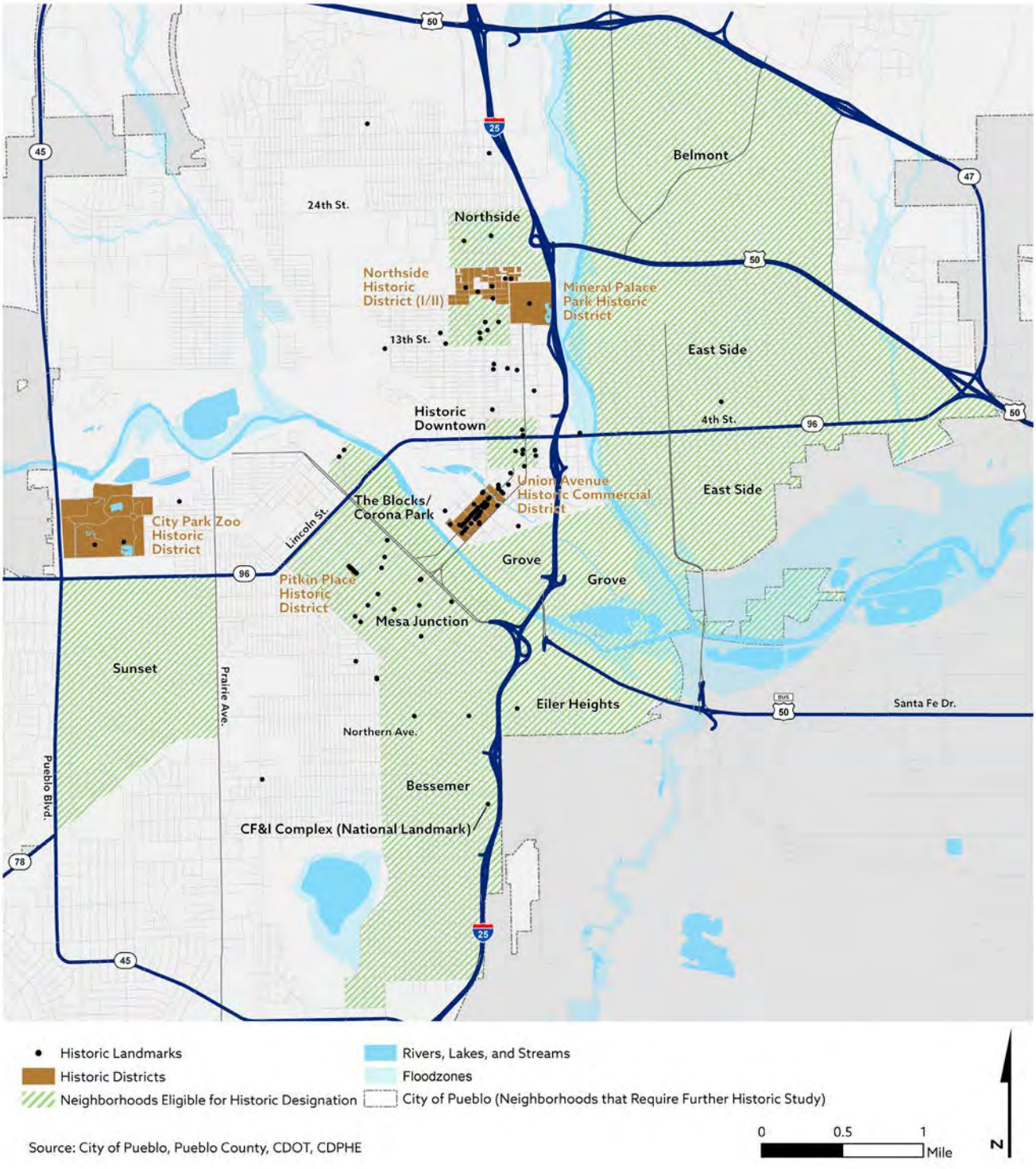
HISTORIC AND CULTURAL RESOURCES: CITY OF PUEBLO

The City of Pueblo has three national historic districts and two local historic districts: City Park Zoo Historic District (National); Mineral Palace Park Historic District (Local Landmark); Northside Historic District – Phases 1 and 2 (Local); Pitkin Place Historic District (National Register); and Union Avenue Historic Commercial District (State and National). The Pueblo Inventory of Cultural Resources (PICR) also includes one National Landmark (Colorado Fuel and Iron Company) and 125 individual resources that are designated as local landmarks or listed on the State and/or National Register of Historic Places. While the vast majority of these historic resources are purpose-built buildings such as residences, businesses, or churches, this list also includes structures like bridges, a carousel, and a rail car. In some, but not all instances, individual buildings or landmarks are also part of a historic district.

While the PICR continues to grow, many of the City's historic resources are not formally recognized. To gain an understanding of what historic resources might be eligible for future nominations or district designations, the City—with the support of History Colorado, Historic Pueblo, Inc., and other community partners—has completed historic context studies for the Bessemer, Bojon Town/Eiler's, East Side, North Side, and South Pueblo neighborhoods, Downtown Pueblo, as well as a Pueblo Modern Historic Context Study focused on the City's recent past (1940-1982). Some of these context studies have also been supplemented with (or were preceded by) intensive resource surveys. These resources are intended to make local history more accessible to residents and property owners, increase awareness of the resources that exist, and to identify potential steps to help protect the resources that have been identified.

A variety of grants and incentives are available to help support the rehabilitation of properties listed on the State and/or National Register of Historic Places. At the state-level, History Colorado administers both competitive and non-competitive grants, preservation tax credits, and CLG subgrants. The Federal Historic Preservation Tax Incentives program offers tax credits for different types of projects (generally income-producing properties), as well as tax benefits for historic preservation easements—a voluntary legal agreement that permanently protects a historic property. In some instances, different packages of grants and incentives can be combined on a single project. Because the availability of specific grants and incentives may change from time to time, interested property owners or investors should consult the City's Historic Preservation Planner for current information.

Historic and Cultural Resources: City of Pueblo







POLICY-4.1.9: EDUCATION AND AWARENESS

Coordinate with Pueblo City-County Library District, El Pueblo Museum, schools, and other local organizations to improve access to information on local history, expand educational offerings, digitize records, and broaden community awareness and understanding of the economic, social, and environmental benefits of preserving historic, cultural, archaeological, and paleontological resources in the region.

POLICY-4.1.10: REGIONAL COLLABORATION

Explore collaborative opportunities to preserve and interpret historic, cultural, and archaeological resources in unincorporated areas and other communities in Pueblo County, including potential partnerships between the City of Pueblo HPC and Pueblo County.

GOAL 4.2: Maintain and expand access to outdoor recreation.

POLICY-4.2.1: PARKS AND RECREATION PLANNING

Complete a regular assessment of current parks, trails, and recreation amenities in each community and establish goals and policies for improving coordination between communities and maintaining and expanding parks and recreational amenities.

POLICY-4.2.2: PARK LAND PRESERVATION

Retain developed, City- or County-owned parks for the primary purpose of active and passive recreation to the maximum extent feasible. Where alternative uses or possible disposal of an existing park are considered, seek broad input on impacts to park users and ensure reuse of the park to meets other community objectives.

POLICY-4.2.3: OPEN SPACE CONSERVATION

Evaluate establishing programs and funding mechanisms to support the acquisition, management, maintenance of public open lands and natural areas operated and managed by appropriate entities with the resource management capabilities.

POLICY-4.2.4: OPEN SPACE MANAGEMENT

Manage and plan for open spaces that provide a range of purposes and uses including conservation of plant and animal ecosystems, enhancement of wildlife movement corridors, protection of biodiversity, limitation of non-native plant spread, aesthetics, and active and passive recreation.

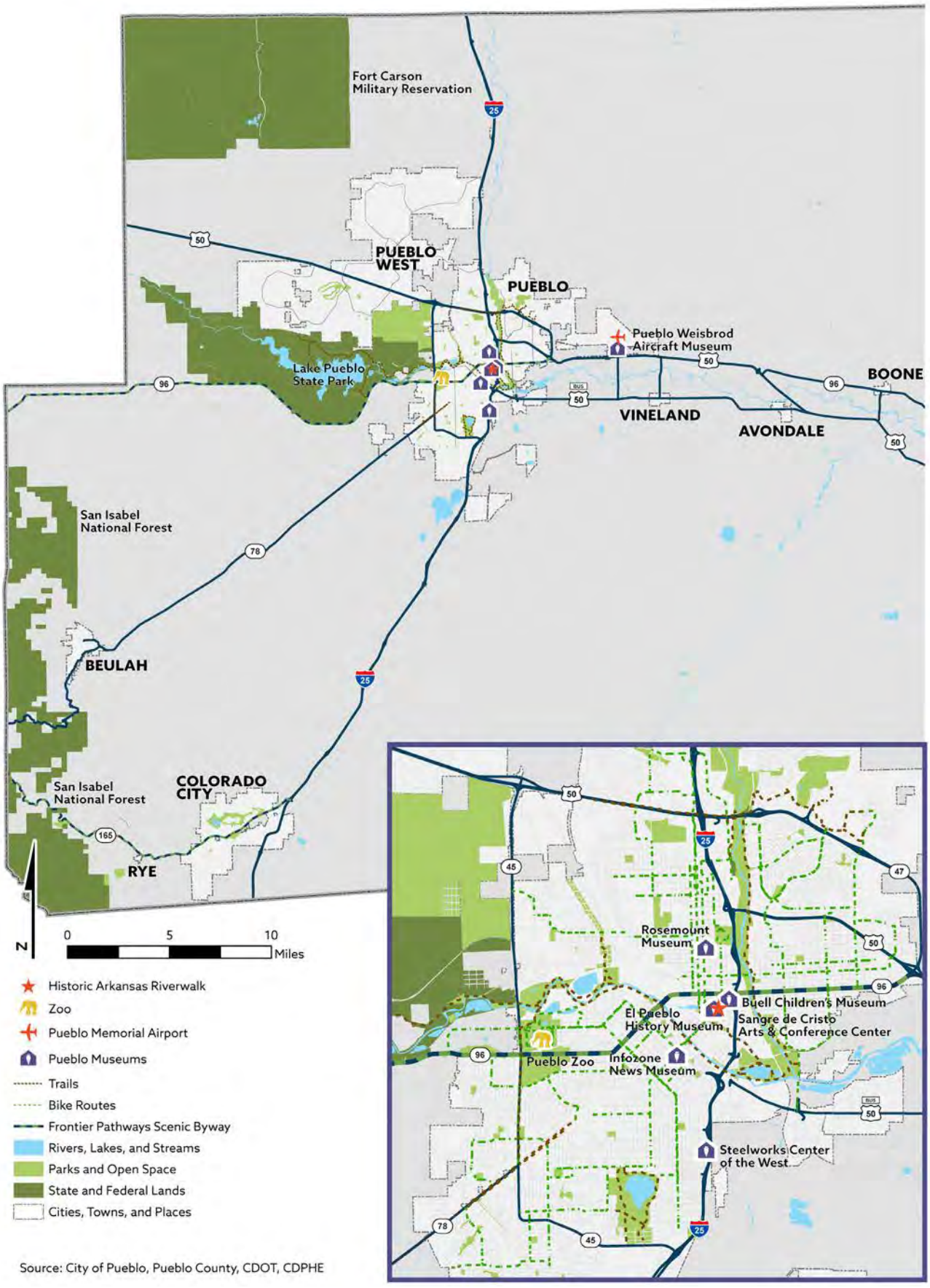
POLICY-4.2.5: RECREATIONAL ACCESS

Pursue strategies and implement options that allow area residents without cars to access parks and recreational amenities throughout the County.

POLICY-4.2.6: TRAIL NETWORKS

Expand trail networks along river corridors, easements, and public rights-of-way to connect recreational opportunities with residents, link parks and open space areas, and improve connectivity to community destinations, along with trail linkages between communities and neighborhoods within the region. Coordinate with adjacent counties and the state on interregional trail networks like the Fountain Creek Regional Trail and Front Range Trail.

Pueblo County Regional Assets and Amenities



Source: City of Pueblo, Pueblo County, CDOT, CDPHE





POLICY-4.2.7: DEVELOPMENT STANDARDS

Coordinate the expansion of the trails network in conjunction with new master plans and subdivision developments. Establish clear expectations for the provision of recreational amenities in new planned unit developments (PUDs), master planned communities, and other developments to include parks, active and passive open space, and connections to adjoining properties, public lands, trail systems, and park facilities. Ensure that shared maintenance agreements are in place.

GOAL 4.3: Celebrate Pueblo's history and culture through the arts.

POLICY-4.3.1: PUBLIC ART

Continue to invest in and promote public art in public places throughout the community.

POLICY-4.3.2: PUBLIC FACILITIES

Provide opportunities to use public facilities, such as parks, government buildings, community centers, libraries, and museums, as spaces to create and showcase local contributions to arts, music, and culture.

POLICY-4.3.3: CULTURAL FACILITIES AND EVENTS

Coordinate with arts organizations, school districts, Sangre de Cristo Arts and Conference Center, Pueblo City-County Library District, other government agencies, and local galleries, museums, and event spaces to organize, host, and publicize arts and cultural facilities, events, and activities that support creative industries, beautify the community, and promote tourism.

POLICY-4.3.4: CULTURAL AMENITIES

Devise and implement strategies that support and promote existing local venues devoted to arts, cultural, and historical programming.

POLICY-4.3.5: PUEBLO CREATIVE CORRIDOR

Promote the expansion of the arts economy in Pueblo as part of the Pueblo Creative Corridor. Increase awareness of programs, events, and incentives available to participating businesses, artists, and others as part of the Colorado Certified Creative District program.

POLICY-4.3.6: ARTS AND CULTURE FUNDING

Collaborate with arts and cultural organizations to identify and pursue funding options from state and federal programs to support arts and cultural programming. Where possible, seek to partner on initiatives that support other community goals, including





housing, poverty, education, sustainability, health and wellness, agriculture, and economic development.

POLICY-4.3.7: CREATIVE INDUSTRIES

Create and expand tools to support creative businesses and job creation, including grants, public-private partnerships, and other funding and support mechanisms.

POLICY-4.3.8: COMMUNITY ENGAGEMENT

Expand participation in arts and culture and ensure that arts and culture are accessible to all by fostering an inclusive and equitable cultural and creative community that represents all residents.

GOAL 4.4: Establish Pueblo County as a tourist destination.

POLICY-4.4.1: MARKETING AND BRANDING

Coordinate efforts with the Greater Pueblo Chamber of Commerce and Pueblo Convention and Visitors Bureau, Pueblo Latino Chamber of Commerce, Pueblo West Chamber of Commerce, Pueblo Economic Development Corporation, and other economic development organizations to improve marketing and branding the region as a tourist destination, emphasizing all the cultural and recreational opportunities, and natural assets, the region offers.

POLICY-4.4.2: SCENIC AND HISTORIC BYWAYS

Coordinate with the Colorado Department of Transportation (CDOT), area chambers of commerce, the Pueblo Creative Corridor, Frontier Pathways Scenic and Historic Byway, Inc., and other organizations to promote the Frontier Pathways Scenic and Historic Byway and future byway designations in Pueblo County.

POLICY-4.4.3: ECONOMIC IMPACTS

Improve recognition among residents, local businesses, government agencies, and area organizations of the economic benefits of a stronger tourism economy.

POLICY-4.4.4: MAJOR EVENTS AND ATTRACTIONS

Expand efforts to host events and attractions that bring visitors to Pueblo County, including existing events like the Chile and Frijole Festibal and Colorado State Fair, with new/expanded events and attractions related to the Transamerica Trail Bike Ride, celebrations of local history and culture, live performances, outdoor recreational events, birding, agritourism, and local food and drink. Continue working with state, local, and regional partners on the implementation of the Regional Tourism Act (RTA) grant on improvements to downtown Pueblo to make the community an attractive destination for tourists from outside the state and around Colorado.



GOAL 4.5: Protect our rural landscapes.

POLICY-4.5.1: LAND USE POLICIES

Address the protection and retention of rural areas through implementation of supportive land use designations and development regulations that maintain rural uses.

POLICY-4.5.2: RURAL USES AND ACTIVITIES

Adopt and maintain policies and regulations that allow for continuance or expansion of rural uses and activities, such as small-scale raising and keeping of farm animals, and food production.

POLICY-4.5.3: UTILITY AND INFRASTRUCTURE SITING

Work with local utility providers to ensure that transmission infrastructure is developed to minimize impact on other uses and maximize the use of existing utility corridors.

POLICY-4.5.4: SCENIC AND HISTORIC BYWAYS

Coordinate with the Colorado Department of Transportation (CDOT), area chambers of commerce, the Pueblo Creative Corridor, Frontier Pathways Scenic and Historic Byway, Inc., and other organizations to promote the Frontier Pathways Scenic and Historic Byway.



GOAL 4.6: Enhance the appearance of public spaces, rights-of-way, and community gateways.

POLICY-4.6.1: COMMUNITY GATEWAYS

Enhance and accentuate gateways to the region and each community, including Interstate 25 and Highway 50 interchanges, to provide coordinated and positive community entrances. Gateway design elements may include streetscape design, supportive land uses, building architecture, landscaping, signage, lighting, and public art.

POLICY-4.6.2: GATEWAY AND PUBLIC SPACE MAINTENANCE

Secure devoted funding for a program of ongoing maintenance and necessary improvements to public spaces and gateways in the community.

POLICY-4.6.3: PUBLIC AMENITIES

Design streets and other public spaces with the comfort and enjoyment of pedestrians in mind. Incorporate features such as plazas, pocket parks, patios, children's play areas, transit facilities, sidewalks, pathways, street trees, public art, benches, planters, and other street furniture as part of development projects.

POLICY-4.6.4: CONTEXT-SENSITIVE DEVELOPMENT

Ensure that all development contributes to the positive character of the community. Building materials, architectural details, color range, building massing, and relationships to streets and sidewalks should be tailored to the surrounding area. Development should not consist solely of repetitive design that may be found in other communities.

POLICY-4.6.5: VOLUNTEER INITIATIVES

Establish programs with neighborhood groups and other local organizations to organize volunteers on beautification and neighborhood improvement projects.

Measures of Success

Measure	Method	Baseline	Desired Trend	Source
Guiding Principle 4: Celebrate Pueblo				
Historic Districts	Number of historic districts	3 National 2 Local (2021)	Increase	HPC
Historic Landmarks	Number of structures and sites listed as local landmarks and/or, listed on the National Register of Historic Places	125 (2021)	Increase	HPC
Investment in Historic Places	Permits for restoration of historic landmarks and districts	--	Increase	HPC, Pueblo Regional Building Dept.
Tourism	Number of visitors and amount of tourist spending	--	Increase	Greater Pueblo Chamber of Commerce



GUIDING PRINCIPAL 5:

A FUTURE-READY ECONOMY AND WORKFORCE

A future-ready economy and workforce is nimble in its ability to adapt to industry shifts and economic fluctuations. As a region, we will work together to position Pueblo County as an innovative community, where all residents, business-owners, and members of the workforce have an opportunity to achieve economic prosperity.



Why it is Important

Pueblo County possesses a strong economic base, an ample supply of land, and strong regional partnerships to build upon for the future. Existing infrastructure assets—including ready access to the rail network and water and sewer availability—can help support economic growth in the region. However, there are challenges that must be addressed, including the education and skill level of the workforce, rising electric power costs, and inadequate broadband coverage, among others.

As we look to the future, the economic resilience of the region must be major focus. The region's traditional economic sectors are being impacted greatly by technology advances and market forces. Increasingly, less skilled jobs in legacy industries are being replaced by investments in automation and new technologies. Ensuring employment opportunities for residents in the future will require the County's economy, workforce, and community to continue to evolve, building upon its growing reputation as the "Clean Energy Capital" of Colorado.



Regional Goals and Policies

GOAL 5.1: Leverage the region's assets and opportunities.

POLICY-5.1.1: LAND FOR OPPORTUNITIES

Promote the abundance of land for a variety of employment uses available in the region in attraction of companies. Maintain an inventory of employment lands and the attributes and needs of each site to support attraction efforts.

POLICY-5.1.2: RAIL ACCESS

Promote the access to major rail infrastructure in the region to attract and grow businesses that want rail access to provide goods regionally.

POLICY-5.1.3: WATER RESOURCES

Promote the availability of existing Municipal and Industrial (M&I) water resources as an incentive for new employers and other economic opportunities, while also emphasizing the region's commitment to conservation.

POLICY-5.1.4: QUALITY OF LIFE

Promote the quality-of-life aspects of the region including access to outdoors, lower cost of living, and cultural assets to attract new businesses and workforce to the region.

POLICY-5.1.5: RENEWABLE ENERGY ECONOMY

Support the transition to a renewable energy economy in coordination with regional energy utilities and industries.

GOAL 5.2: Diversify the region's economic base.

POLICY-5.2.1: REGIONAL COLLABORATION

Promote a regional vision and shared goals for economic development in Pueblo County. Continue the regional approach and strategy for economic growth developed in the One Pueblo Plan including the identification of roles and responsibilities and regional partnerships.

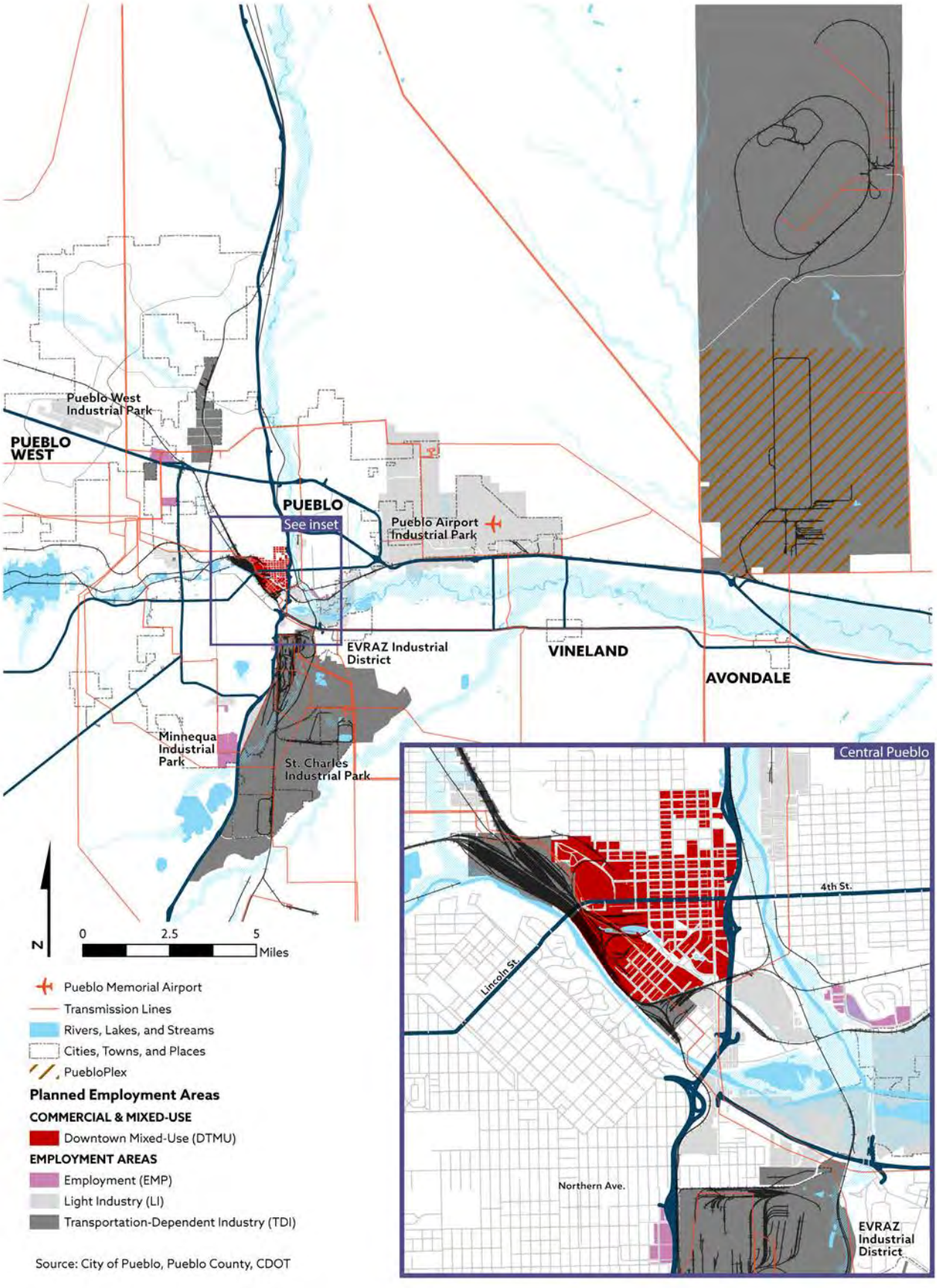
POLICY-5.2.2: PROTECT EMPLOYMENT LANDS

Ensure that land use plan prioritizes the region's planned employment areas. Invest in infrastructure and amenities that are needed to support retention and attraction of employers within the region's target industries to employment lands

POLICY-5.2.3: COMPATIBLE USES

Develop and update land use and development regulations that minimize impacts of employment uses, especially more land intensive uses such as solar power development and marijuana/hemp production, on the region. Explore ways to offset negative impacts through fees and regulations that still maintain the region's competitive advantage.

Planned Employment Areas





ECONOMIC DEVELOPMENT PARTNERS

Economic development in Pueblo County is supported by a large group of organizations, institutions, and public agencies, including PEDCO, the Greater Pueblo Chamber of Commerce, the Latino Chamber of Commerce of Pueblo, Pueblo West Chamber of Commerce, Greenhorn Chamber of Commerce, and others. Additional information about the region's economic development partners and efforts is provided in Appendix A: State of the County, along with information about the types of incentives available to current or prospective businesses.

GOAL 5.3: Support the growth, creation, and retention of small businesses and start-ups.

POLICY-5.3.1: SMALL BUSINESS SUPPORT

Provide resources and increase collaboration in the region for supporting entrepreneurship and small business. Identify champion partners to lead efforts around entrepreneurship and small business support.

POLICY-5.3.2: ACCESS TO CAPITAL

Provide opportunities for new and small businesses to access capital to support their growth and expansion.

POLICY-5.3.3: BUSINESS INCUBATION

Cultivate an environment that fosters innovation and new business creation through growing local collaboration, promotion of successful companies, creating a network of entrepreneurs and resource providers.

GOAL 5.4: Attract and train a regional workforce to meet the needs of the future.

POLICY-5.4.1: ATTRACT AND RETAIN WORKFORCE

Develop a regional plan for addressing gaps in workforce talent on an on-going basis and ensure that education resources are available to fulfill needs.

POLICY-5.4.2: TRAIN WORKERS FOR TOMORROW

Collaboratively work to educate students, parents, and educators of future jobs opportunities and the skills needed for those jobs. Work with school districts and area higher education institutions to provide programs that can build skills for residents that align with future needs in the region's target industries.

POLICY-5.4.3: GROW REGIONAL WORKFORCE

Promote the larger southern Colorado region's employment opportunities and quality of life to potential new residents and workers to grow the talent base in the region.



GOAL 5.5: Make it easy to do business in Pueblo.

POLICY-5.5.1: EASE OF DOING BUSINESSS

Increase the ease of development and doing business in the region by creating a coordinated "one stop shop" for customers come to gain permits, approvals, and resources for projects. Focus on increasing the ease of the experience for the customer to achieve their desired approval for projects.

POLICY-5.5.2: REGIONAL DEVELOPMENT COORDINATION

Develop and implement a regional approach to development review and coordination that increases collaboration, standardizes regulations and requirements, and leverages existing resources.

- Coordinated development processes
- Alignment of adopted goals and development regulations
- Collaboration on infrastructure and service provision
- Coordinated economic development

POLICY-5.5.3: REGIONAL COMPREHENSIVE PLAN ALIGNMENT

Incorporate the Regional Comprehensive Plan as part of day-to-day decision-making across the region. Apply the Plan consistently in the development review process, supporting projects and funding requests that are aligned with the guiding principles and goals in the Plan.

Measures of Success

Measure	Method	Baseline	Desired Trend	Source
Guiding Principle 5: A Future Ready Economy and Workforce				
Population and jobs	Number of residents and jobs (county)	168,424 (2019) 62,254 (2019)	Increase	PEDCO (Statsmerica, 2020)
Diverse Industries	Industry diversification	54.9% (2020)	Increase	PEDCO (EMSI, 2020)
Diverse Occupations	Occupation diversification	90.2% (2020)	Maintain or Increase	PEDCO (EMSI, 2020)
Wages	Average earnings distribution	Varies by Earner Cohort Median: $41,108 (2020)	Increase for all cohorts	PEDCO (EMSI, 2020)
Educated Workforce	Percent of population with more than a High School Diploma	40.4% (2020)	Increase	PEDCO (EMSI, 2020)
Targeted Industries	Jobs in target industries (food and beverage processing, aerospace and defense, chemical manufacturing, hemp-related industries, construction-related manufacturing, and professional and scientific services)	1,208; 3,591; 246; 928; 565; 2,777 (2020)	Increase	PEDCO (EMSI, 2020)

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GUIDING PRINCIPAL 6:

GROW SMARTER

Smart growth is sustainable and resilient growth. Pueblo County will encourage growth and development that bolsters the economic health and vibrancy of our region, while also conserving our natural resources and adapting our communities to a changing climate.



Why it is Important

For the last 40 years, growth in Pueblo County has occurred much more slowly than it has in other communities along the Front Range. While residents value the slower pace of life and measured growth, it has also presented challenges in terms of disinvestment in established communities, job creation, and a lack of housing diversity. Moving forward, Pueblo County has an opportunity to take a proactive role in determining where and how development will occur and attracting the types of development will be most beneficial to the region in the future. While greenfield development will continue to occur, a stronger focus on the revitalization of older areas of our communities is needed.

We must also ensure our development and infrastructure is resilient to the impacts of a changing climate. Models predict that the region will be most significantly impacted by the effects of extreme heat events and higher overall temperatures, making us vulnerable to drought, wildfire, and flooding. As we look to the future, it is essential that we adapt our built environment and minimize stress on our natural environment to minimize potential adverse effects on our people, property, and economy.



Regional Goals and Policies

GOAL 6.1: Promote a fiscally and environmentally responsible pattern of growth.

POLICY-6.1.1: COORDINATED PLANNING

Continue collaboration in planning among County, City, the Metropolitan Districts, and PACOG staff to implement coordinated decision-making that ensures the most efficient pattern of growth and development throughout the region.

POLICY-6.1.2: CONCENTRATED DEVELOPMENT

Encourage urban development in areas where adequate infrastructure and public facilities exist or are planned for by focusing growth within incorporated cities/towns and metropolitan districts in the County.

POLICY-6.1.3: NEW GROWTH AREAS

Evaluate proposed development in unicorporated areas based on the evaluation criteria for major projects provided in Section 3 to ensure future development is consistent with the goals and policies of this Plan and local/state regulations.

POLICY-6.1.4: ANNEXATION AREAS

Ensure annexations to the City of Pueblo can be served by existing or planned infrastructure and service providers. Utilize annexation criteria (detailed in the Growth Framework Section) that provide guidance on the areas that are suitable for urban development and annexation to the City of Pueblo.

POLICY-6.1.5: COMPACT DEVELOPMENT

Encourage and incentivize mixed-use development in central areas of the County with superior transportation access, proximity to existing or anticipated transit lines, and with proximity to jobs, goods, and services.

POLICY-6.1.6: PRIORTIZE INVESTMENT

Prioritize investment and allocation of resources to infrastructure and provision of services in developed areas in the city and metro districts and areas well suited to support new development.

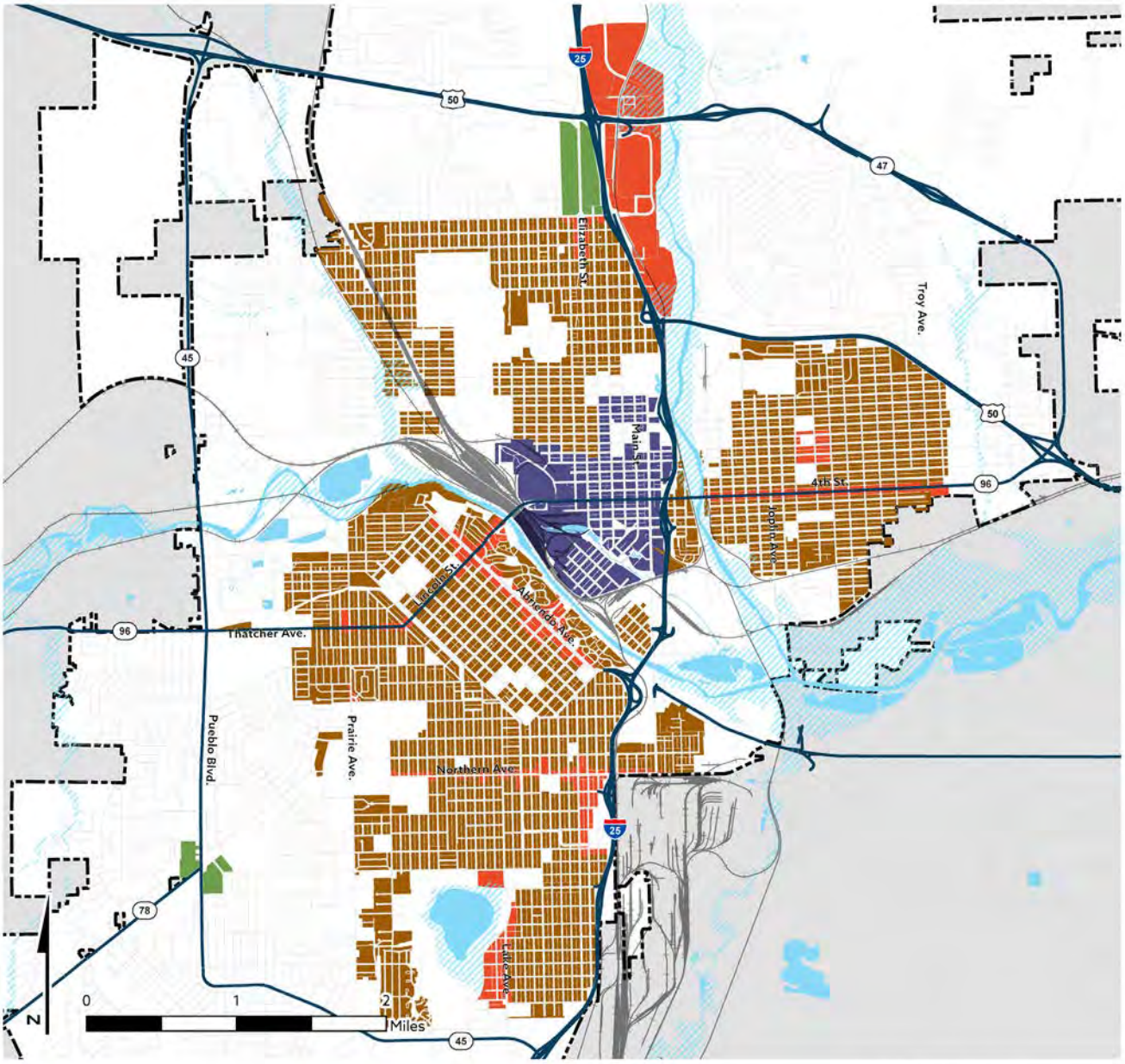
POLICY-6.1.7: FUNDING TO SUPPORT NEW DEVELOPMENT AREAS

Identify and implement funding tools that allow for the City, County, and/or Metro District to generate revenue to offset costs generated by new development and provide sustainable levels of services throughout the region.

POLICY-6.1.8: ENVIRONMENTALLY-SENSITIVE AREAS

Promote the conservation of environmentally-sensitive areas as part of future development, including, but not limited to significant wildlife habitats, steep slopes and arroyos, floodplains, prominent ridgelines, mature stands of trees, and other natural and scenic resources. [See also, Goal 6.5.]

Priority Areas for Infill and Redevelopment



Source: City of Pueblo, Pueblo County, CDOT





GOAL 6.2: Encourage infill and reinvestment in established communities and neighborhoods.

POLICY-6.2.1: DOWNTOWN REVITALIZATION

Continue to develop, support, and implement programs and projects with the objective of redevelopment and revitalization of Pueblo's downtown.

POLICY-6.2.2: REINVESTMENT IN CORE NEIGHBORHOODS

Encourage new development on vacant lands in existing developed areas and support reinvestment in existing buildings and parcels through adaptive reuse or redevelopment. [See also, Goal COP-2, Section 3.]

POLICY-6.2.3: UNDERUTILIZED CENTERS AND CORRIDORS

Prioritize projects that propose redevelopment of outdated, vacant, or underutilized commercial centers and strips throughout the region, including consideration of changing uses permitted in such locations to allow more residential or mixed-use development. [See also, Goal COP-3, Section 3.]

POLICY-6.2.4: REDEVELOPMENT AREAS

With the identification of priority redevelopment areas in the City, County, and Metro District, jointly pursue coordinated plans for attracting the kind of redevelopment projects that will produce the desired development in these areas.

POLICY-6.2.5: BROWNFIELD REMEDIATION

Continue efforts towards the remediation of identified brownfields, including cooperation with the EPA and state health department in the on-going cleanup of the Colorado Smelter site and former Pueblo Chemical Depot (PuebloPlex) to enable the rehabilitation and redevelopment of previously contaminated land.

POLICY-6.2.6: RURAL COMMUNITIES

Enable rural communities to prosper through support for sustainable and context-appropriate development projects, combined with ongoing efforts to maintain and expand infrastructure as warranted by current demand and growth capacity in different rural communities.



REGIONAL WATER PROVIDERS AND CONSERVATION EFFORTS

Pueblo County is served by seven individual water service districts, some of which also provide wastewater service. Residents outside these service districts typically rely on individual wells and septic systems. A brief overview of each provider's service area, current and projected service levels, and usage parameters is provided in Appendix A: State of the County Report. Most of the region's water service districts have conservation plans in place (and periodically update these plans) that account for increased uncertainty surrounding the effects of climate change and establish specific conservation targets and measures. While conservation targets and measures vary by service provider, this Comprehensive Plan supports the implementation of stronger conservation measures across the region, consistent with The Colorado Water Plan.

GOAL 6.3: Conserve and protect the region's water resources.

POLICY-6.3.1: WATER SUPPLY AND DEMAND FORECASTS

Continue initiatives that establish and monitor demand forecasts for available water supply serving communities throughout the County, considering projected increased demand because of growth and development and any foreseen constrictions in supply, to ascertain supply availability meets or exceeds projected demand.

POLICY-6.3.2: ALTERNATIVE AGRICULTURAL TRANSFERS

Collaborate with water providers, landowners, conservation organizations, and other stakeholders on the implementation of Alternative Agricultural Transfer agreements to allow for more easily facilitated water sharing agreements between users, and to lessen frequency of permanent transfer of rights from agricultural lands for use in enabling new development.

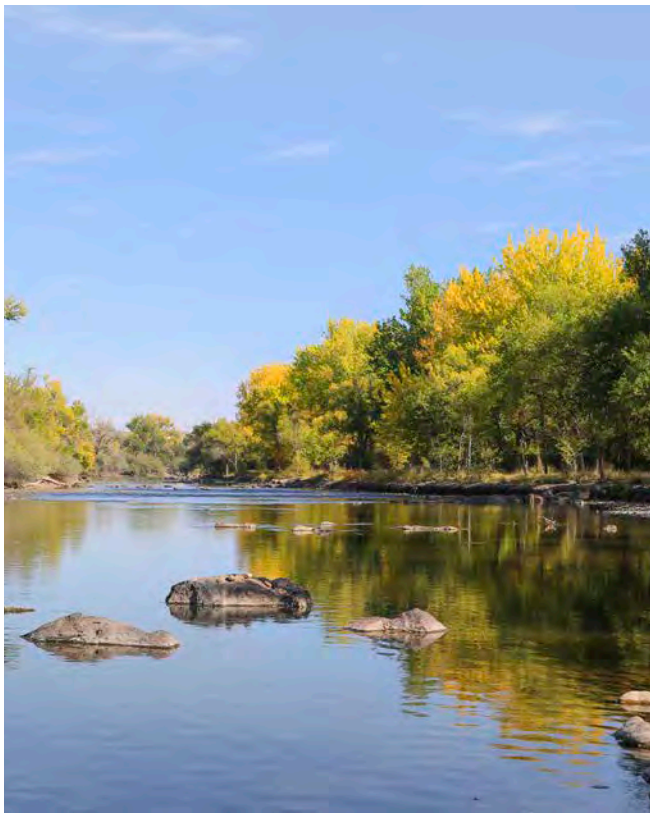
POLICY-6.3.3: LONG-TERM SUPPLY REQUIREMENT (FOR MAJOR DEVELOPMENTS)

Require that major developments demonstrate sufficient long-term water availability to support the proposed development prior to approval. [See also, Section 3, Infrastructure and Services.]

POLICY-6.3.4: STORMWATER MANAGEMENT

Continue to support compliance with MS4 permit terms by enhancing stormwater management facilities that minimize runoff and improve the quality of the stormwater in streams and creeks, maintaining drainage facilities, installing new infrastructure to reduce flooding, and ensuring that new development meets all required provisions.





POLICY-6.3.5: WATER RESOURCES

Support the region's water districts in efforts to secure adequate or expanded water supply resources to meet current and projected water demands, maintain and expand delivery infrastructure as needed, and implement water conservation measures. Explore the feasibility of interconnecting infrastructure between jurisdictions for emergencies and redundancy.

POLICY-6.3.6: WATER QUALITY

Continue to monitor and improve water quality in the region, working to reduce discharges, elevated water temperatures, and pollutant levels, in accordance with the County's Water Quality Management Plan.

POLICY-6.3.7: IMPAIRED WATER BODIES

Continue working towards compliance with Clean Water Act regulations through monitoring and rehabilitation of impaired water bodies by reducing pollutant loads and elevated water temperatures.

POLICY-6.3.8: WATER CONSERVATION

Support the expansion of water conservation efforts through programs and regulations that reduce domestic water use, including reduced use of irrigation water by expanding drought-tolerant landscaping, grey water recycling programs, and installation of water-efficient landscape irrigation systems, among other initiatives.

POLICY-6.3.9: RIVER CORRIDORS

Collaborate on efforts to improve and maintain water quality in the Arkansas River, Fountain Creek, and other rivers, creeks, and streams in the region, so they support various uses, including fishing, swimming, and provision of drinking water.

POLICY-6.3.10: SURPLUS WATER ALLOCATION

Prioritize intra-county use of surplus water to ensure surplus water serves Pueblo County needs whenever possible—municipal, industrial, and agricultural—ahead of non-Pueblo County needs.

GOAL 6.4: Lead the way in renewable energy.

POLICY-6.4.1: RENEWABLE ENERGY

Pursue the energy-related goal of 100 percent renewable energy use for electricity consumption in 2035 through support for the expansion of additional means of renewable energy provision, including wind, hydro-electric, and other renewable sources, as appropriate for development and installation throughout the region.

POLICY-6.4.2: SOLAR FACILITIES

Continue to support the expansion of solar facilities in appropriate locations throughout the region. Prioritize the development of solar faciliates on sites where impacts on residential neighborhoods, prime agricultural lands, sensitive natural areas, views, and other sensitive uses are minimized, while also allowing for access to critical infrastructure, like transmission lines.

POLICY-6.4.3: ENERGY EFFICIENCY

Continue pursuing improvements in energy efficiency through programs, strategies, and goals identified in the Community Energy Plan, and expand these efforts as feasible with new programs and initiatives targeted at the groups identified in the Energy Plan.

POLICY-6.4.4: EMERGING TECHNOLOGIES

Support the development and implementation of new energy technologies that promote sustainability and the mitigation or sequestration of greenhouse gas emissions.

POLICY-6.4.5: INFRASTRUCTURE

Continue to advance strategies that expand the availability of EV charging infrastructure in Pueblo County through support for the implementation of the Pueblo County Electric Vehicle Readiness Plan and ongoing collaboration with regional utility providers.



SOLAR FACILITY DEFINITONS

To support the goal of 100 percent renewable energy the region will continue to support the expansion of solar facilities at a variety of scales depending on their location and purpose. Solar facilities generally fall into one the following categories:

Solar Facility, Small-Scale

A facility that generates electricity from sunlight and that comprises an area of less than one acre. This size is approximately equivalent to a rated capacity of about ten kilowatts (kW) to 250 kW alternating current. Facilities are generally used to reduce onsite consumption of utility power for residential, agricultural, commercial, and industrial applications.

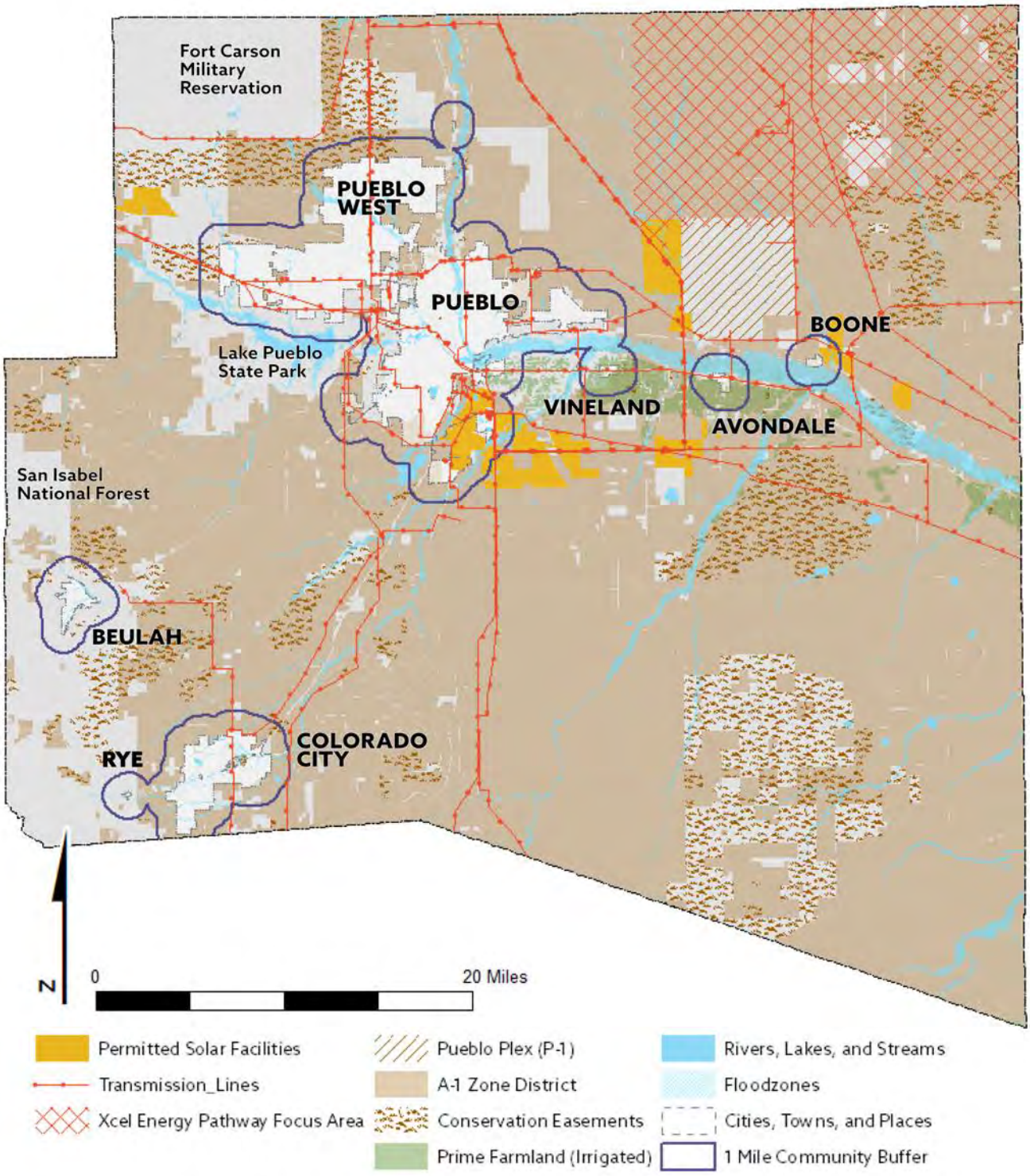
Solar Facility, Medium-Scale

A facility that generates electricity from sunlight and that comprises an area between one to ten acres. This size is approximately equivalent to a rated capacity of about 250 kW to one megawatt (MW) alternating current. Facilities are generally used to reduce onsite consumption of utility power for commercial and industrial applications.

Solar Facility, Utility-Scale

A facility that generates electricity from sunlight and that comprises an area of more than ten acres. This size is approximately equivalent to a rated capacity of about one megawatt (MW) alternating current or greater. Facilities are generally used to provide electricity to a utility provider.

Solar Siting Considerations



Boundaries and data current as of 11/1/21. This information is updated from time to time and is available online.

Source: Pueblo County, USDA, US Energy Atlas, Xcel Energy



SOLAR SITING CONSIDERATIONS

The Pueblo region has been on the forefront of the transition to renewable energy. As part of the effort to be a state and national leader in the growth of renewable energy generation, Pueblo County supports the development of solar facilities in unincorporated areas. Solar facilities should be sited in areas that have lowest impact on sensitive natural areas, existing neighborhoods, Prime (Irrigated) Farmland, views, and other sensitive features and the best access to necessary infrastructure, like transmission lines. This map highlights key considerations for siting solar facilities in unincorporated Pueblo County.





GOAL 6.5: Reduce the region's risk from climate change and natural hazards.

POLICY-6.5.1: INFRASTRUCTURE SITING

Assess the resilience of existing infrastructure, such as roads, water and sewer systems, and the energy grid, in withstanding existing climate threats such as extreme heat, drought, flooding and fires, and identify any improvements or alterations that could increase resilience. When siting new infrastructure, incorporate resilience considerations in advance of determining locations for new facilities and structures.

POLICY-6.5.2: RESILIENCE TO CLIMATE CHANGE

Support implementation of mitigation measures to reduce impacts from primary climate change hazards (drought, extreme heat, wildfire, flooding, vector-borne disease) as identified in the Natural Hazard Mitigation Plan for Pueblo County as amended.

POLICY-6.5.3: COORDINATED HAZARD MITIGATION PLANNING

Implement coordinated natural hazard mitigation strategies as identified in the Natural Hazard Mitigation Plan for Pueblo County, and disaster response planning across County, City and Metro District entities, to reduce risk to natural hazard exposures throughout the County and increase efficiency in responding to disaster events such as flood or wildfire.

POLICY-6.5.4: FLOODPLAIN REGULATION

Continue implementation of floodplain regulations to protect against development in flood zones, mitigate identified risks, and maintain the community's rating in the National Flood Insurance Program.

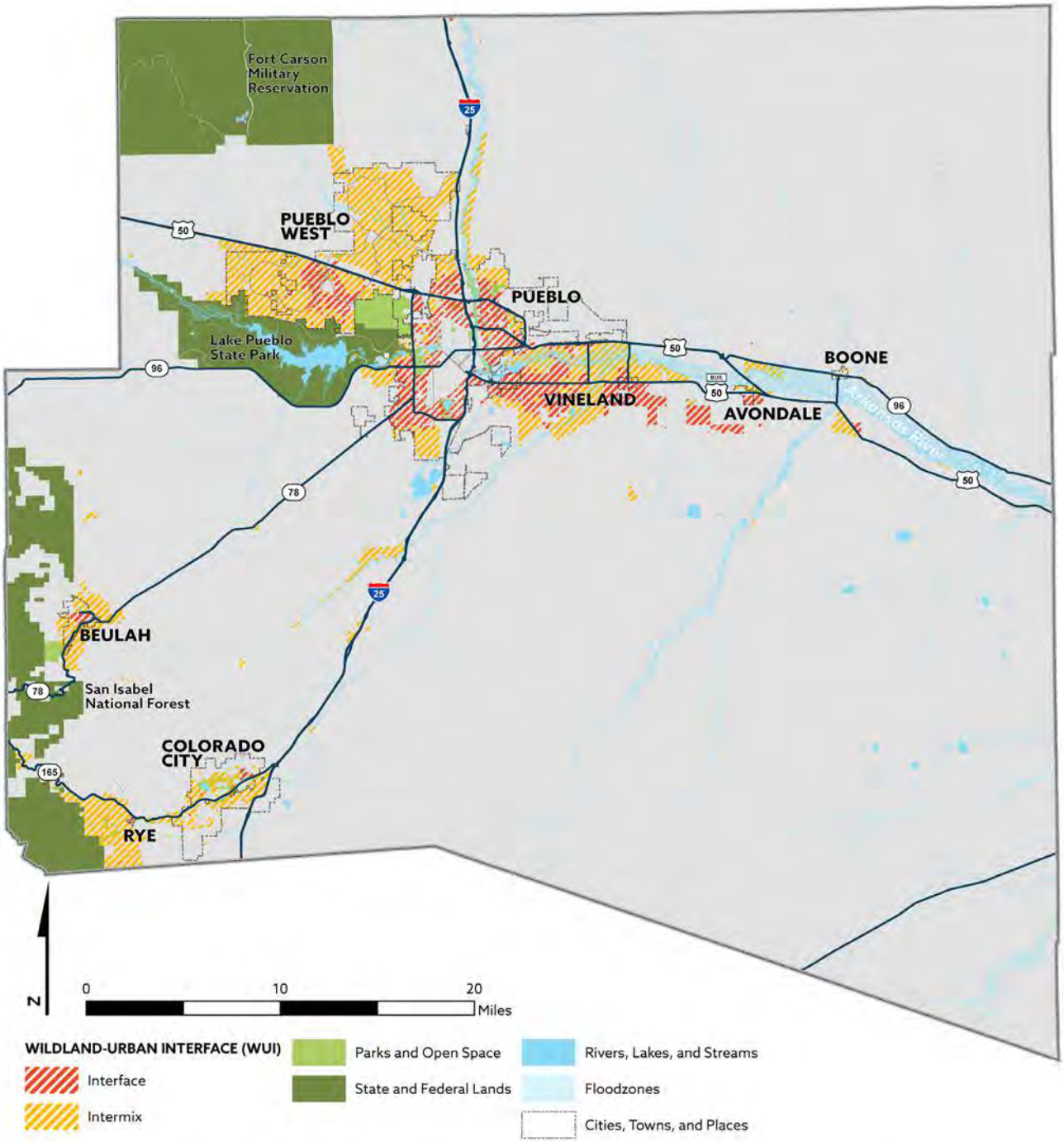
POLICY-6.5.5: WILDLAND URBAN INTERFACE

Reduce the danger of losses from wildfire by actively managing wildland urban interface areas in the County, limiting the encroachment of development in these sensitive areas. Collaborate with rural and volunteer fire departments on the development of Community Wildfire Protection Plans for areas with the greatest risk.

POLICY-6.5.6: MITIGATION OF URBAN HEAT ISLAND EFFECT

Reduce the heat island effect in urbanized areas of the region through the incorporation of site and building features that reduce heat generation and concentration, including measures such as shade trees and reflective materials, green roofs, and cool pavements materials.

Pueblo County Wildland-Urban Interface



"Interface" includes developed areas that have sparse or no wildland vegetation, but are within close proximity of a large patch of wildland.
"Intermix" includes areas where houses and wildland vegetation directly intermingle.

The Colorado State Forester also maintains mapping data related to wildfire risk at: http://csfs.colostate.edu

Source: SILVIS Lab, Pueblo County, CDOT, CDPHE





GOAL 6.6: Build sustainable buildings and infrastructure.

POLICY-6.6.1: MUNICIPAL FACILITIES

Continue efforts to implement goals related identified in the Pueblo County Community Energy Plan, including use of 100 percent renewable energy for electricity consumption in the County by 2035, and investing in energy efficiency, renewable energy, and innovative energy technologies at Pueblo County facilities.

POLICY-6.6.2: GREEN BUILDINGS

Encourage development that incorporates "green" design and building techniques, to lower energy consumption, maximize passive cooling and heating through building orientation, prioritize use of environmentally-certified building materials, and include energy efficient building components (windows, doors, insulation) and appliances.

POLICY-6.6.3: GREEN INFRASTRUCTURE

Emphasize inclusion of green infrastructure into proposed development, scaling from individual sites to neighborhood wide initiatives, possibly including district energy, permeable pavers, bioswales, rainwater harvesting, and greywater recycling, among other related features.

POLICY-6.6.4: XERIC AND NATIVE LANDSCAPING

Encourage the widespread use of landscaping materials that are suited to the local climate, including native plants and those that require low water usage, and are drought- and heat-tolerant.

POLICY-6.6.5: POLICY-6.6.5 RESIDENTIAL RETROFITS AND WEATHERIZATION

Promote increased participation in residential weatherization programs that help homeowners, with a particular focus on participation by low-income owners, to improve the energy efficiency of their dwellings through installation of insulation, energy-efficient upgrades to fixtures and appliances, and tune-ups for existing heating and cooling systems.

GOAL 6.7: Conserve and enhance the region's watersheds and natural resources.

POLICY-6.7.1: PROTECTION OF SENSITIVE NATURAL AREAS

Continue to administer, and expand where necessary, programs that protect critical habitat, prime irrigated farmland, floodplain, forest, and other environmentally sensitive areas from encroachment by development or other incompatible land use.

POLICY-6.7.2: STATE AND FEDERAL LANDS

Coordinate with Colorado Parks and Wildlife, U.S. Forest Service, State Land Board Stewardship Trust, and other state and federal partners regarding the use and administration of state and federal lands in Pueblo County, including Lake Pueblo State Park, Fort Carson, San Isabel National Forest, and PuebloPlex (the former Pueblo Chemical Depot), among other sites.

POLICY-6.7.3: RESOURCE EXTRACTION/RECLAMATION

Support the extraction of subsurface resources in accordance with state law. Continue reclamation efforts on land disturbed through resource extraction efforts. Where new extraction proposals are put forward, ensure that there are provisions for restoration and reclamation conducted by the company when extraction efforts are concluded. Require processing facilities for resource extraction operations to limit negative impacts on adjacent properties.

POLICY-6.7.4: GROUNDWATER PROTECTION

Pursue land use and vegetation management practices that protect from aquifer contamination, while supporting initiatives that divert potentially overtaxing, harmful, or inappropriate development away from areas reaching water availability limits or with high groundwater recharge potential.

Measures of Success

Measure	Method	Baseline	Desired Trend	Source
Guiding Principle 6: Growing Smarter				
Infill/redevelopment	Development permits in priority infill/redevelopment areas (residential units/non-residential square feet)	--	Increase	Pueblo Regional Building Dept.
Water Use	Gallons per capita water demand (systemwide)	Pueblo Water: 207 (2019) Pueblo West: 158 (2019)	Maintain/ Decrease	Districts
Renewable Energy	Percent of energy from renewable sources	BHE: 30% (2020) SIEA: 35.3% Xcel: 32% (2020)	Increase	EDGIS, Xcel, BHE, SIEA
Energy Efficiency	Permits for energy efficient remodeling, retrofits, or new Net Zero homes	--	Increase	Pueblo Regional Building Dept.
Vacant Buildings	Number of vacant buildings	--	Decrease	USPS, HUD



GUIDING PRINCIPAL 7:

STRONG LOCAL AND REGIONAL CONNECTIONS

Community leaders, businesses, local organizations, and residents recognize that a collaborative and connected region is a more resilient region. Together, we will work to improve transportation systems and infrastructure, provide services and amenities, and enhance our local and regional ties.



Why it is Important

Issues of economic development, housing, transportation, environmental sustainability, and providing adequate services to residents rarely follow jurisdictional boundaries. Despite Pueblo County's size and geographic diversity, the challenges facing one community in the region are often shared by others. Similarly, many residents live in one community, but must work, shop, and/or recreate in a different Pueblo County community, with most of these kinds of daily trips currently requiring a car. However, demand for infrastructure that supports alternative modes of travel—such as walking, bicycling, and taking transit—is growing. Mobility will also be an increasing issue for older residents—a growing percentage of the population—who are no longer able to drive cars, but still need to access services and move around their individual communities and the region.

All communities in our region, both large and small, can benefit from regional planning and collaboration. Pueblo County communities and stakeholders have a long history of working together on issues and opportunities of regional significance. We are committed to continued collaboration on not just the transportation that connects us, but also on projects and initiatives that will enhance the quality of life of our residents and the collective success of our region—broadband, energy, jobs, tourism, and others.



Regional Goals and Policies

GOAL 7.1: Provide a safe, efficient, and reliable regional transportation system for all modes.

POLICY-7.1.1: COORDINATED LONG-RANGE TRANSPORTATION PLANNING

Continue to participate in and support the efforts of the Pueblo Area Council of Governments metropolitan planning organization (PACOG MPO) and work collaboratively to implement the initiatives outlined in the County's Long-Range Transportation Plan, as amended.

POLICY-7.1.2: SUPPORTIVE LAND USE PATTERNS

Promote more compact, higher-density land use patterns in areas where such development is appropriate, with the aim of achieving density levels that can support the operation and possible expansion of transit.

POLICY-7.1.3: RIGHT-OF-WAY PRESERVATION

Preserve right-of-way for the planned expansion of the regional transportation network in accordance with the LRTP. Consider right-of-way vacation requests only be considered when there is no possibility for the potentially vacated land to be used for future transportation system connections or expansions.

POLICY-7.1.4: SYSTEM MAINTENANCE

Collaborate to prioritize and implement system maintenance on the region's transportation infrastructure components, including roadways, bike paths, trails, and sidewalks.

POLICY-7.1.5: STREET AND HIGHWAYS

Continue implementation of improvements, expansion, and maintenance of the region's streets and highways, to support safe, efficient, and convenient travel by car. Support future safety plans to identify and address systemic issues throughout the County.

GOAL 7.2: Expand transportation connections to, from, and within the region.

POLICY-7.2.1: REGIONAL BUS

Monitor service level for regional bus connections between Pueblo and Colorado Springs, Denver, and elsewhere, and propose service level enhancements as warranted by extent of passenger usage.

POLICY-7.2.2: REGIONAL RAIL

Collaborate with the Union Pacific (UP) and Burlington Northern and Santa Fe (BNSF) railroads and other public and private stakeholders on plans for potential future passenger rail service to and from the region, including national Amtrak rail connections and the development of regional Front Range Rail service to link Pueblo with other front range communities and beyond.



POLICY-7.2.3: AIRPORT OPERATIONS

Support the continued operation of commercial passenger air service from the Pueblo Memorial airport, pursue opportunities to expand the frequency of flights and number of destinations served, as appropriate based on level of passenger demand.

POLICY-7.2.4: FREIGHT CAPACITY

Monitor the quantity of goods transported through the region's freight systems and seek to expand the region's centrality as a distribution and exchange center for goods transiting through the region.

GOAL 7.3: Encourage and prioritize the use of alternative forms of transportation.

POLICY-7.3.1: GREENHOUSE GAS EMMISSIONS

Reduce greenhouse gas emissions by expanding transit access, providing safe and convenient opportunities to walk or ride a bicycle between major destinations, and encouraging land use patterns and infrastructure investments that reduce reliance on single occupancy vehicles.

POLICY-7.3.2: PUEBLO TRANSIT

Coordinate support for Pueblo Transit to provide frequent, reliable, and convenient transit access to residents throughout the system's service area, encompassing the largest feasible extent for route coverage, in pursuit of the goal to have all residents within one-quarter mile of a transit stop. Revisit the feasiblity of extending transit to Pueblo West and other regional destinations as future development and community interest warrants.

POLICY-7.3.3: BICYCLE AND PEDESTRIAN CONNECTIVITY

Coordinate initiatives to enhance connectivity of pedestrian infrastructure such as sidewalks and trails, as well as bike trails and lanes, with priorities as identified in the County's Long-Range Transportation Plan and Bicycle and Pedestrian Master Plan, as amended.

POLICY-7.3.4: POLICY-7.3.3 COMPLETE STREETS

Seek opportunities to implement Complete Streets initiatives, as appropriate to context and location, in County infrastructure projects, to expand safe, convenient transportation routes for bicyclists, pedestrians, transit riders, and drivers.

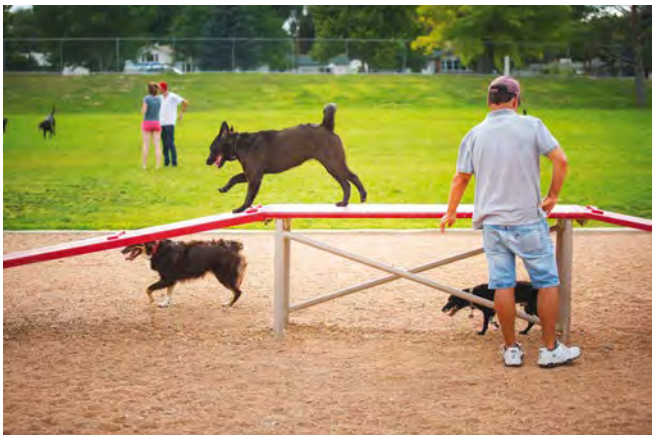
POLICY-7.3.5: CONTEXT-SENSITIVE DESIGN

Where complete streets are not feasible or appropriate, tailor provision of infrastructure such as curb, gutter, sidewalks, and bike lanes to the development context, focusing on adequate connectivity that matches with rural, suburban, or urban development context.

POLICY-7.3.6: AMERICANS FOR DISABILITIES ACT

Continue to build, maintain, and improve pedestrian facilities to achieve full compliance with the Americans for Disabilities Act (ADA).





GOAL 7.4: Collaborate regionally to provide access to quality services and amenities.

POLICY-7.4.1: JOINT PLANNING EFFORTS

Work with City, Metro Districts, and other County department staff to coordinate the greatest possible extent of service provision; along with access to, and coordinated expansion and maintenance of amenities, with allotted resources.

POLICY-7.4.2: INTERAGENCY PARTNERSHIPS

Continue to expand a culture of collaboration among metro districts, government departments, and outside agencies and organizations, to facilitate coordinated programs and service provision to residents of the region.

POLICY-7.4.3: SHARED USE FACILITIES & PROGRAMMING

Collaborate across jurisdictions to maximize efficiency in determining the location, operation, and potential expansion of facilities and programming that serves residents from around the region (as opposed to facilities such as schools that operate on jurisdiction-specific basis).

POLICY-7.4.4: DEVELOPMENT REVIEW

For projects of regional significance, those that cross jurisdictional boundaries, or projects whose impacts extend across jurisdictional boundaries, coordinate development review to ensure shared goals and objectives are prioritized as considerations in the review process.

Measures of Success

Measure	Method	Baseline	Desired Trend	Source
Guiding Principle 7: Strong Local and Regional Connections				
Bike Lanes and Trails	Miles of multi-purpose trails and bike lanes	125 mi. (2021)	Increase	EDGIS
Mode Share	Percent of commuters walking, biking, taking transit, working from home, carpooling, and other	1.6%, 0.6%, 0.1%, 3.2%, 14.2%, 1% (2019)	Increase	PACOG, U.S. Census Bureau
Internet Access	Percent of households with broadband (cable, fiber optic, or DSL) connection	64.8% (2019)	Increase	U.S. Census Bureau



SECTION 3

REGIONAL DEVELOPMENT PLAN

ABOUT THIS SECTION

By 2040, Pueblo County is forecast to add approximately 29,000 new residents. This translates into an estimated 14,700 new households and 13,319 new jobs. The choices we make today about where and how to accommodate this growth will play a direct role in our future quality of life and resilience as a region.

This Regional Development Plan establishes a framework for accommodating forecast residents and jobs and provides guidance to help the region consider other opportunities as they arise. It addresses the many factors that influence where and how the region will grow in the future:

- Regional Growth Priorities
- Infrastructure and Services
- Evaluation Criteria for Major Projects
- Future Land Use Plan
- Area-Specific Goals and Policies

Information in this section should be applied in conjunction with the goals and policies in Section 2, applicable zoning and development regulations, and relevant sub-area or service plans. This section is intended as a tool for staff, property owners, developers, partner agencies, service providers, elected and appointed officials, and others to help guide long-range plans as well as day-to-day decision-making.



GROWTH PRIORITIES

INFRASTRUCTURE & SERVICES

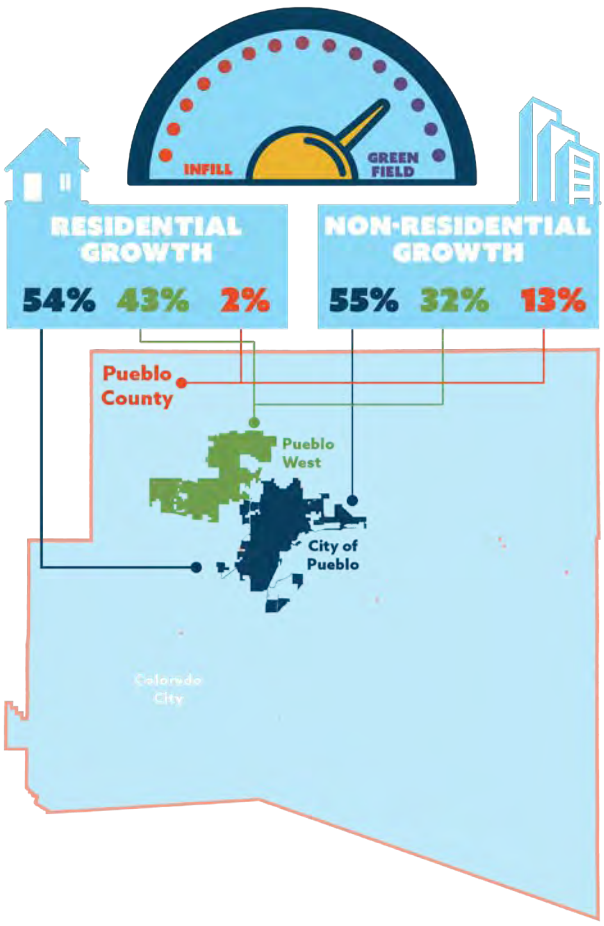
FUTURE LAND USE PLAN

GOALS & POLICIES

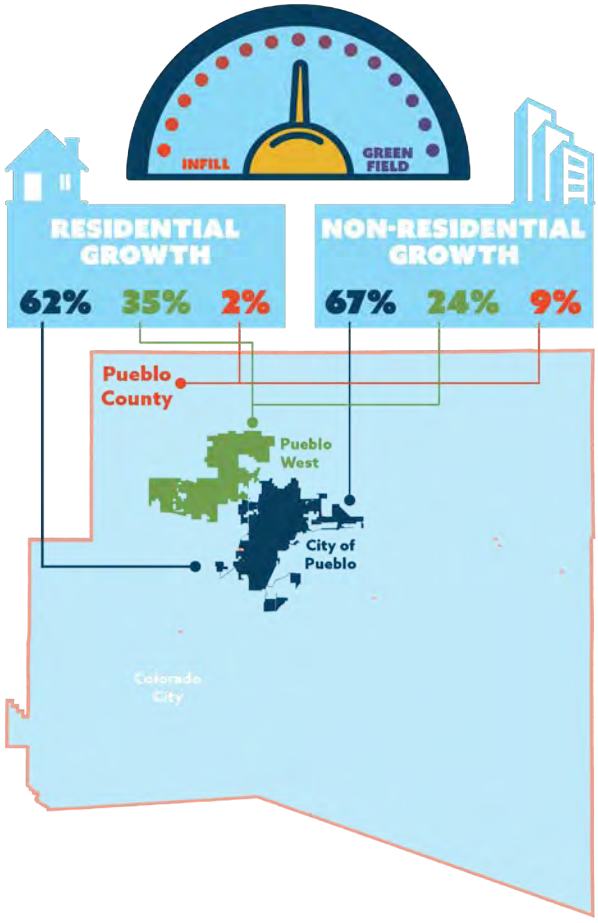
REGIONAL GROWTH SCENARIOS

Three growth scenarios were developed as part of the Regional Comprehensive Plan process to explore different assumptions about where forecast demand for residential and non-residential development might occur over the 20-year planning horizon, and to evaluate possible benefits and trade-offs associated with different assumptions:

SCENARIO A



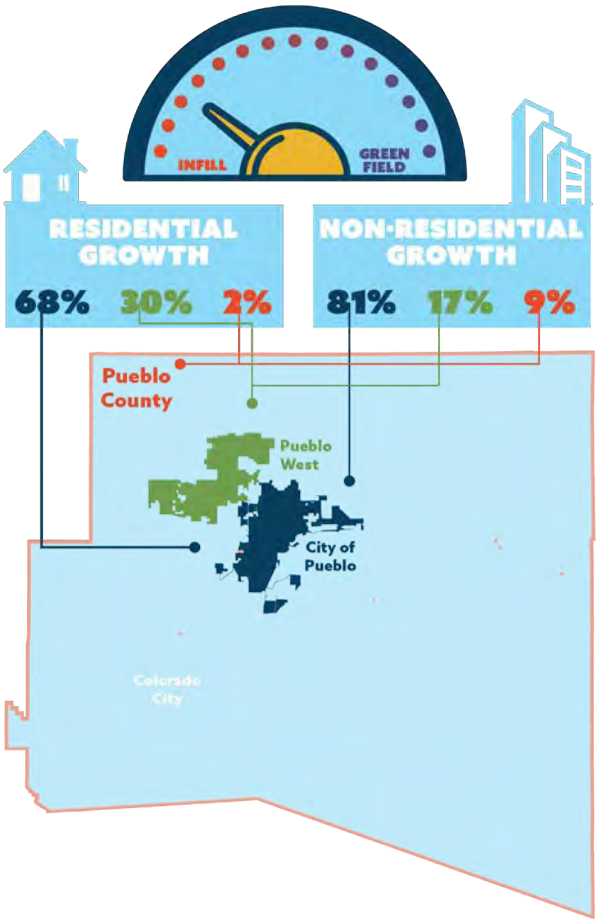
SCENARIO B



Scenario A: Twin Cities/Outward Expansion. Pueblo West continues to grow at a faster rate than the City of Pueblo and attracts more residential and non-residential development, leading it to become more of a "full-service community." Growth extends north along the east side of I-25, either as part of a future annexation into the City of Pueblo, or as part of new, standalone metropolitan district (similar to Pueblo West).

Scenario B: Central City Revitalization. The City of Pueblo captures an increasing share of residential and non-residential development, with a focus on the revitalization of Downtown Pueblo and core area neighborhoods and limiting future annexations. Market demand for a range of lifestyle options continues to drive growth in Pueblo West and other areas of the County but to a lesser degree than in Scenario A.

SCENARIO C



Scenario C: Regional Centers. "All-in" focus on directing the majority of residential and non-residential development to areas already served by infrastructure and services. Downtown Pueblo's role as a regional center is solidified through substantial growth and reinvestment, while a second full-service community/regional center emerges near I-25 and Highway 50.

Each scenario was evaluated to determine its potential impact on fiscal health, mix of land uses, housing diversity, loss of prime agricultural land, infill vs. greenfield development, water and energy consumption, alignment with the region's Long-Range Transportation Plan, and access to services and amenities. (See Appendix C: Scenario Outreach Materials and Appendix B: Fiscal Impact Analysis Findings for additional detail.)

PREFERRED GROWTH SCENARIO

Community and stakeholder input on the future growth scenarios and associated policy considerations reflected strong support for both Scenario B and C. Common themes reflected in both Scenario B and C included a focus on:

- Infill and revitalization
- Compact development
- Expanding housing options
- Promoting efficient and fiscally-sound infrastructure investments
- Preserving prime agricultural lands
- Promoting sustainable development practices

With these priorities in mind, the Future Land Use Plan assumes that the majority of future growth and development in the region over the next ten to twenty years will be directed to areas within or immediately adjacent to the City of Pueblo, within the Pueblo West Metropolitan District, and within planned employment areas. While a limited amount of future development is expected to continue in Colorado City and in Rural Communities throughout Pueblo County, growth in these areas will be limited by access to infrastructure and services and market demand.

While an "inward" focus emerged as a strong priority for the region, there was also an acknowledgement that future annexation requests and other proposals for development outside of established communities and metropolitan districts would continue to be brought forward over time, and that clear guidance on the evaluation of potential benefits and trade-offs associated with major projects in the context of the region's vision was needed.







Fiscal Impact Analysis Findings

A fiscal impact analysis was completed to support the development of the Regional Comprehensive Plan. The analysis evaluated the on-going, annual impact of different uses will have on the City of Pueblo, Pueblo West Metropolitan District, and Pueblo County. The purpose was to understand impacts of different land use choices to help guide the Plan's policies. The three growth scenarios described above were modeled to understand the impacts. A summary of key findings is provided below. Appendix B: Fiscal Impact Analysis Findings provides more detailed information.

City of Pueblo

The analysis of the fiscal impact of new development on the City of Pueblo focused on the City's General Fund and Street Repair Fund. The analysis found three major findings that impact the growth policies for the region. First, new growth captured within the City of Pueblo (vs. in unincorporated areas) is most beneficial to the City's fiscal health, specifically capture of retail development and primary employment is more beneficial within the city. Second, the City's fiscal health is optimized when there is a balance between residential and non-residential development. Third, the location of growth has a significant impact on the fiscal health of the City. New development that occurs outside of existing service areas (e.g., through future annexations) is more likely to create a negative fiscal impact. If the City annexes an area that is outside of existing service locations for services like fire protection and wastewater, the need for significant capital improvements increases. Furthermore, if development occurs in areas where existing infrastructure is not of sufficient size/capacity to meet demand, the burden for expanding capacity often falls on the developer. This burden can reduce the feasibility of new projects even for areas inside the city's current boundaries. Tools are needed to support the coordinated expansion of infrastructure in preferred growth areas. The City should also limit or not-allow annexation into areas that are not—or cannot—be served within existing/planned service areas.

Pueblo West

The fiscal impact analysis of new development within the Pueblo West Metropolitan District focused on the district's Streets and Roads Fund. All three scenarios create a net fiscal benefit to the district assuming current service levels. For the district, commercial and service uses generate a net fiscal positive impact. Large lot single family and industrial uses are the least beneficial due to the increased roadway maintenance costs associated with those uses. The evaluation of the scenarios illustrates the need for the district to expand its commercial uses in concert with additional residential growth to maintain fiscal balance. The recently instituted sales tax supporting fire service capital expansion and expanded operations will allow the district to accommodate the forecasted potential growth in the area. The major consideration for the district and its residents is whether current levels of service provided by the district for services such as road maintenance, parks and recreation, and fire service are sustainable and desired over the plan horizon. Increased demands for services and infrastructure will necessitate the district to explore other funding options.

Pueblo County

The evaluation of fiscal impacts on Pueblo County focused on the County's General Fund and Road & Bridge Fund. The analysis illustrates that new development in the unincorporated portion would have greater negative impact on the County's budget than would new development that occurs within existing municipalities or metro districts. New "urban" development within the unincorporated portion of the County necessitates new infrastructure that will have to be maintained by the County. Any large development projects in the unincorporated portion of the County will need the support of public financing and service provision tools, such as a metropolitan district. New development should be encouraged to locate within existing municipalities or metropolitan districts. Some larger industrial uses are suitable within the unincorporated portions of the County when located near existing employment centers and close to the City of Pueblo city limits (e.g., near the airport). The County should only consider approval of large development projects if they meet the criteria provided in this Regional Development Plan and in accordance with the County's code. Evaluation criteria and guidance for these types of projects is provided within this section of the plan.

Far North Annexation or New Metropolitan District

The City of Pueblo and Pueblo County have received interest from developers at different points in time about the potential for development of a large master planned community a significant distance away from the City of Pueblo in the northern portion of the county. This type of development would need to be annexed or supported through the creation of a new metropolitan district. The fiscal impacts of this type of development on the City and the County were evaluated to guide policy. While this type of development could create the opportunity to expand the potential capture of growth in the County due to its location near other major growth centers (e.g., Colorado Springs), these types of projects would have significant impacts on the City and/or County if approved. The extension of trunk infrastructure (water, sewer, and roadways) would be needed, along with the provision of services (fire, police, etc.), which may create capacity issues for utilities beyond just the connection to the systems. The cost to extend services and infrastructure should be borne by the development, but on-going increases in cost to serve would also be likely for the City and/County. These and other issues would need to be addressed prior to approval of an actual project. This plan includes a set of evaluation criteria to help guide future discussions (See page 98-100).

INFRASTRUCTURE AND SERVICES

Responsibilities for providing infrastructure improvements and services necessitated by development vary by location. This subsection provides an overview of infrastructure and service providers and responsibilities for the City of Pueblo, Metropolitan Districts (Pueblo West and Colorado City), and unincorporated Pueblo County. This overview focuses generally on who provides which services, who maintains them, how they are funded.

Appendix A: State of the County provides additional detail about existing levels of service, infrastructure capacity, and other infrastructure and service considerations relative to individual service providers. In addition, the Area-Specific Goals and Policies in this section address land use considerations influenced by the availability (or lack thereof) of infrastructure and services in different areas.



City of Pueblo

The City of Pueblo and its related utility enterprises provide services to residents of the City in most cases, aside from public education. The entity responsible for building new infrastructure or providing expanded services varies in depending on the context and service provided. Most the burden of infrastructure expansion falls on the developer, while the burden of expansion of services falls on the City. A project developer is required to build and provide all needed water and sewer mains, service lines, local/internal streets, and expansion of existing water and sewer mains and roadways needed to meet increased demands from the project. Developers can be reimbursed for some costs related to trunk infrastructure expansions from future developments/users of the infrastructure; however, this is not guaranteed and is dependent on the timing of other development projects.

The City of Pueblo does have a system for funding regional needs for water, sewer, and parks that new developments must pay in to, but the responsibility to build and maintain the infrastructure needed to provide ample capacity for service is the City's. New water and sewer users must pay connection fees and plant investment fees that generate funding for capacity expansion. For parks, new development can either dedicate land for park facilities or pay fee in lieu of dedication that the city can use to build new parks and facilities.

The current approach to funding new infrastructure places the cost of growth onto the developer of new projects. While ensuring development "pays its own way" is generally a fiscally prudent policy, the upfront costs for development projects created by this system can lead to piecemeal development and may make it more difficult for projects to able to absorb these costs. The result is that development in the City may be constrained when market demand is not strong enough for these projects to absorb quickly or infrastructure costs are too high for one project to bear. To support more coordinated growth in desired growth areas, the City will need to develop and utilize funding tools that allow for the City to build and provide regional infrastructure upfront—or in concert with—development and be repaid through subsequent developments. Utilizing tools such as impact fees to help support new development can help to increase the capture of new development in the city and direct the market to areas the City is best suited to serve.

Infrastructure and Service Provision Responsibilities: City of Pueblo

Infrastructure/ Service	Provider (Who builds it?)	Owner (Who maintains it?)	Funding Source(s) (Who pays for it?)
Water			
Water Supply	Pueblo Water	Pueblo Water	Water Plant Investment Fee
Water Mains	Developer	Pueblo Water	Developer (upsizing reimbursements from other future users)
Water Service Lines	Developer	Pueblo Water	Developer
Wastewater/Sewer			
Treatment Capacity	Pueblo Wastewater Utility	Pueblo Wastewater Utility	Plant Investment Fee
Sewer Mains	Developer	Pueblo Wastewater Utility	Developer (upsizing reimbursements from other future users)
Transportation			
New Local streets	Developer	City of Pueblo	Developer (upsizing reimbursements from other future users)
Regional street expansion	Developer	City of Pueblo or CDOT	CDOT, PACOG, Developer
Police			
Police service/ response	Pueblo Police Department	Pueblo Police Department	General Fund
Fire and EMS			
New fire stations	Pueblo Fire Department	Pueblo Fire Department	General Fund, Capital Improvement Fund
Fire and EMS service/ response	Pueblo Fire Department	Pueblo Fire Department	General Fund
Parks and Recreation			
New parks	City of Pueblo, Developer	City of Pueblo	Park Land Dedication, Fee in Lieu of Dedication, special districts
Schools			
New schools	School District	School District	None



Metropolitan Districts

The provision of infrastructure and municipal services within the County's two large metropolitan districts—Pueblo West and Colorado City—creates a more fragmented service provision network (compared to the City of Pueblo) but does allow for residents and businesses to be provided all services that are needed. The major service provider roles are split between the metropolitan district and Pueblo County. For Pueblo West and Colorado City, the metropolitan districts provide water and sewer services to residents in most cases. However, not all the subdivided lots in Colorado City are served by the metropolitan district. The metropolitan districts also provide transportation maintenance services in conjunction with the County. For Pueblo West, Highway User Tax Fund proceeds are distributed from the County to the metro district to help maintain roadways, with the rest of funding generated by the metro district's General Fund. The Pueblo West Metropolitan District provides fire services to residents and businesses in the district. Colorado City relies on service from the Rye Fire Department. New parks and recreation facilities are built through piecemeal improvements by the metropolitan districts or voluntary dedications from development projects.

Infrastructure and Service Provision Responsibilities: Metropolitan Districts

Infrastructure/ Service	Provider (Who builds it?)	Owner (Who maintains it?)	Funding Source(s) (Who pays for it?)
Water			
Water Supply	Metro District	Metro District	Plant Investment Fee
Water Mains	Developer	Metro District	Developer
Water Service Lines	Developer	Metro District	Developer
Wastewater/Sewer			
Treatment Capacity	Metro District	Metro District	Plant Investment Fee
Sewer Mains	Developer	Metro District	Developer
Transportation			
New Local streets	Developer	Metro District	General Fund, HUTF
Regional street expansion	Developer	Pueblo County, CDOT	Pueblo County, CDOT, PACOG, Developer
Police			
Police service/ response	Pueblo County Sheriff	Pueblo County Sheriff	County General Fund
Fire and EMS			
New fire stations	Metro District/ Alternative Fire District	Metro District/ Alternative Fire District	For PWMD: General Fund, Dedicated Sales Tax
Fire and EMS service/ response	Metro District/ Alternative Fire District	Metro District/ Alternative Fire District	For PWMD: General Fund, Dedicated Sales Tax
Parks and Recreation			
New parks	Metro District	Metro District	For PWMD: General Fund, Grants
Schools			
New schools	School District	School District	None



Unincorporated Pueblo County

Developments in the unincorporated portions of Pueblo County do not necessarily have access to municipal services. The provision of water and sewer is dependent on the presence of a water/sewer district or is provided via individual water wells and septic tank/field treatment. There are seven individual water districts providing water service in the County, some of which also provide wastewater services. The districts include the Pueblo Board of Water Works (Pueblo Water), the Pueblo West Metro District and Colorado City Metro Districts, the St. Charles Mesa Water District, Avondale Water and Sanitation District, Pine Drive Water, Beulah Water, and the Town of Boone Sanitation District. Except for Pueblo Water, the ability of these districts to expand capacity to serve new development is limited in most cases and the presence of plant or capacity investment fees is limited. An explanation of each district's service area, current and projected capacity, treatment and processing system, and related considerations is provided in Appendix A. Transportation access is provided via existing county, state, or federal roads with any internal circulation provided on privately maintained roadways.

The Pueblo County Sheriff provides police services and base level fire services that prevent major public health and safety issues. Individual fire response or property protection services are not provided and at a level of service found within a city or existing fire district. There are a handful of small, volunteer fire protection districts in the County but comprehensive coverage does not exist, leaving many rural areas without fire protection.

Infrastructure and Service Provision Responsibilities: Unincorporated Pueblo County

Infrastructure/ Service	Provider (Who builds it?)	Owner (Who maintains it?)	Funding Source(s) (Who pays for it?)
Water			
Water Supply	Water District or Developer	Water District OR individual property owner	Developer
Water Mains	Developer	Water District OR individual property owner	Developer
Water Service Lines	Developer	Water District OR individual property owner	Developer
Wastewater/Sewer			
Treatment Capacity	Sewer District or Developer	Sewer District OR individual property owner	Developer
Sewer Mains	Developer	Sewer District OR individual property owner	Developer
Transportation			
Local streets	Developer	Property owner, HOA	Developer
Regional streets	Developer	CDOT, Pueblo County	Pueblo County, CDOT, Developer
Police			
Police service/ response	Pueblo County Sheriff	Pueblo County Sheriff	County General Fund
Fire and EMS			
New fire stations	Developer or None	Fire Protection District	Developer
Fire and EMS response	Fire Protection District or Pueblo County Sheriff	Fire Protection District or Pueblo County Sheriff	District Mill Levy or County General Fund
Parks and Recreation			
New parks	Developer or None	Property owner, HOA	Developer
Schools			
New schools	School District	School District	None

EVALUATION CRITERIA FOR MAJOR PROJECTS

The City of Pueblo and Pueblo County periodically receive proposals for large development projects in unincorporated portions of the County. Generally, these projects are brought forward seeking one of two things: 1) annexation into the City of Pueblo; or 2) formation of a new metropolitan district to support development. Pueblo County has direction for site selection and development of new communities within the County's land use code (Title 17 – Land Use, Division II, Chapter 17.160). This subsection provides definitions of terms and evaluation criteria policy for both the City of Pueblo and Pueblo County for consideration of major development projects in unincorporated Pueblo County.

MAJOR PROJECT DEFINITION

Pueblo County

Pueblo County defines a major project needing a permit as a project that meets one or more of the following criteria:

- Is planned for a minimum population of 500 persons within five years or is planned to have an ultimate population of 2,500 persons.
- Is planned for or requires municipal incorporation.
- Is planned for or requires formation of a special district.
- Is planned for or requires expansion of a water or sewer district that is greater than ten percent of the population within the existing district.
- Requires a change in existing zoning that provides for a doubling of density on 500 or more acres of land.
- Is planned for 200 contiguous acres of non-residential development.
- Is planned for or requires annexation to any incorporated portion of the County but is not in compliance with the Regional Comprehensive Plan or specific plans for impacted jurisdictions.

City of Pueblo

For the purposes of the City of Pueblo, development projects meeting the one or more of the following criteria shall be subject to evaluation and criteria beyond those provided within the Municipal Annexation Act of 1965 and the Poundstone II amendment of 1980 (Colo. Constitution Art. II, Sec. 30) and should be subject to guidelines set forth within existing and future intergovernmental agreements (IGAs) between the City and Pueblo County.

- Is planned for or require formation of a special district.
- Is planned for an area outside current or planned fire service areas that allow for fire responses within the City's target response time guidelines.
- Requires the extension of water and sewer main lines more than three miles from existing terminus.
- Requires a significant increase in water resources or sewer treatment capacity necessitating investment beyond expansion already planned for.
- Is not in compliance with the Regional Comprehensive Plan or specific plans for the City or other impacted jurisdictions.

Major Project Annexation Criteria

All proposed annexation into the City of Pueblo must be done in accordance with Colorado law including criteria provided in the Municipal Annexation Act of 1965 and the Poundstone II Amendment of 1980 (Colo. Constitution Art. II, Sec. 30). Annexation may take place in three ways: 1) landowner petition (C.R.S. 31-12-107(1)); 2) Annexation election (C.R.S. 31-12-107(2), or 3) Unilateral annexation of enclave or municipally owned land (C.R.S. 31-12-106). Annexation must meet all eligibility criteria provided in Chapter 31, section 12 of the Colorado Revised Statutes. Projects that match one or more of the major project definitions for the City of Pueblo provided on page 98 should also be subject to review based on the following evaluation criteria. A proposed development must at a minimum meet the following criteria to be considered for annexation.

- Should be consistent and promote the development goals provided in the Regional Comprehensive Plan.
- Must provide and/or fund all needed extension and expansion of water and sewer mains needed to serve the project.
- Must fund any needed expansions to water or sewer service capacity needed to support the project including the dedication or purchase of water rights, contributions for expansion of sewer treatment capacity, or provision of private treatment of wastewater to reduce impact on treatment capacity for the City.
- The dedication of land and/or construction of facilities needed to expand fire and police services to the development that meet level of service standards for the rest of the city.
- Follow any intergovernmental agreements.
- Provide resources or shared maintenance agreements that reduce the fiscal burden on the City of Pueblo for maintenance of public facilities and infrastructure within the project.

Formation of New Title 32 Special or Metropolitan Districts

In connection with major development projects in the unincorporated County, the County should strongly encourage annexation if the City demonstrates both the intent and ability to annex and extend municipal services to the development area in the near future. The County should consider abstaining from issuing the requisite County land use approvals in a case where municipal services are required and can only be obtained from a municipality and the extension of such services can be undertaken in a timely manner that accommodates the projected build-out period of the development. For projects requesting the use of a special or metropolitan district, the following criteria for new communities codified in Chapter 17.160 of the Pueblo County Code must be met to obtain a permit from the County, which are:

- There is sufficient existing and projected need within the County and region to warrant and support the proposed activity.
- All environmental impacts, to the extent that the same are determined by the Board to be adverse, will be mitigated or compensated for.
- The proposed activity, in the opinion of the Board, will not conflict with surrounding land uses either as they exist currently, or as proposed by local plans and programs previously approved by the commission or by the governing body of the territory of local government in which the proposed activity lies.
- The activity will provide for transportation, waste and sewage disposal, water, schools, parks and recreation, and other services deemed necessary by the Board in sufficient quality and quantity to meet the needs created by the proposed activity, and in a manner which will not overload the facilities which provide such services existing within the area of the activity.
- The proposed activity will not make demands upon natural resources, including, but not limited to, energy resources, which demands are, in the opinion of the Board, excessive when compared with the value of the activity.

- The proposed activity is, in the opinion of this Board, of general benefit to the residents of the County and region.
- The proposed activity does not conflict with the "Guidelines for Administering New Communities, as a Matter of State Interest Under House Bill 1041,"issued by the Colorado Land Use Commission.
- The proposed activity does not conflict with the Comprehensive Plan of the City and County of Pueblo adopted in 1967, and as subsequently amended and modified.
- The proposed activity shall, prior to the public hearing upon the application for its permit to conduct the activity, have been reviewed by the Land Use Advisory Committee.

In addition, the criteria detailed below should be met for the County to approve requests for the formation of a special or metropolitan district. In most cases, the County should encourage the use of special districts multiple services and limit single purpose special districts.

- Should be consistent and promote the development goals provided in the Regional Comprehensive Plan.
- Must provide needed water and sewer services via the district or is able to fund all needed extension and expansion of water and sewer mains needed to serve the project from an existing district.
- Must be able to provide capacity for water and sewer service needed to support the fully developed project and is able to fund any needed expansions to water or sewer service capacity needed to support growth.
- The ability to provide fire protection services through the formation of a new fire district or expansion of service area of existing fire protection district.
- The dedication of land and/or construction of facilities needed to provide and expand fire and sheriff services to the development.
- Follow any intergovernmental agreements.
- Provide resources or shared maintenance agreements that reduce the fiscal burden on Pueblo County for maintenance of public facilities and infrastructure within the project.

FUTURE LAND USE PLAN

Overview

The Future Land Use Plan depicts a shared vision for the physical growth of the Pueblo County region. The plan includes a map that depicts locations for different types of land uses and a description of each land use category. Land use categories are grouped into four categories:

- Neighborhoods
- Commercial and Mixed-Use Areas
- Employment Areas
- Other Areas

Land use category descriptions outline the primary and supporting land uses, density, and existing and/or desired characteristics typically associated with each. While the land use category descriptions are intended to provide some degree of predictability about the types and intensities of uses that are desired in different locations, they are also intended to offer flexibility as they are applied to individual sites.

Additional map extents for specific locations within Pueblo County are provided with the area-specific goals and policies starting on page 129.

Relationship to Zoning

Future zone changes should generally adhere to the land use category boundaries depicted on the Future Land Use Plan, but flexibility in interpretation of the boundary may be granted the County, City, metropolitan district, or applicable municipality, provided the proposed change is consistent with the regional goals and policies outlined in Section 2.

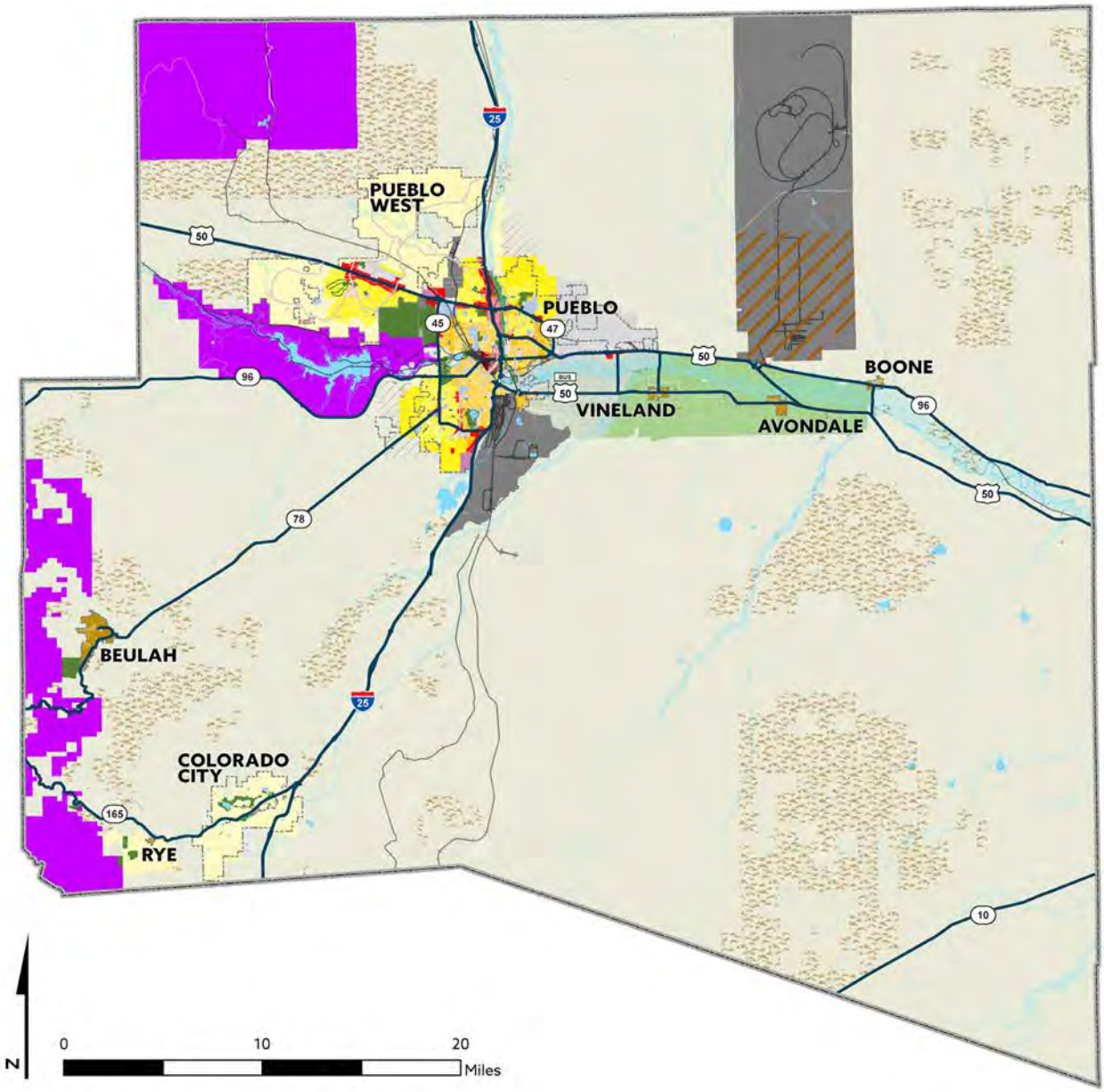


LAND USE AND TRANSPORTATION LINKAGES

The Pueblo Area Council of Government (PACOG) is the Metropolitan Planning Organization charged with short- and long-term transportation planning in the Pueblo region, as required by federal statute. PACOG's 2045 Long Range Transportation Plan establishes a 25-year vision for the Pueblo County's transportation system. The LRTP provides a list of priority transportation projects to meet the current and future needs of the region. The LRTP addresses all types of travel including driving, biking, walking, public transportation, and freight.

As part of periodic updates to the LRTP, the Future Land Use Plan is used to model the anticipated location, type, and intensity of future land patterns in different parts of the region. The results of this analysis are used to understand where improvements to existing roadway may be needed, as well as to guide planning for future roadways and other transportation improvements. The general alignment of planned roadways (from the 2045 LRTP) are illustrated on Future Land Use map. Refer to the LRTP for details about plans for specific alignments.

Future Land Use: Pueblo County



Future Land Use

NEIGHBORHOODS
- Agricultural Neighborhood (AN)
- Rural Neighborhoods (RN)
- Suburban Neighborhoods (SN)
- Urban Neighborhoods (UN)

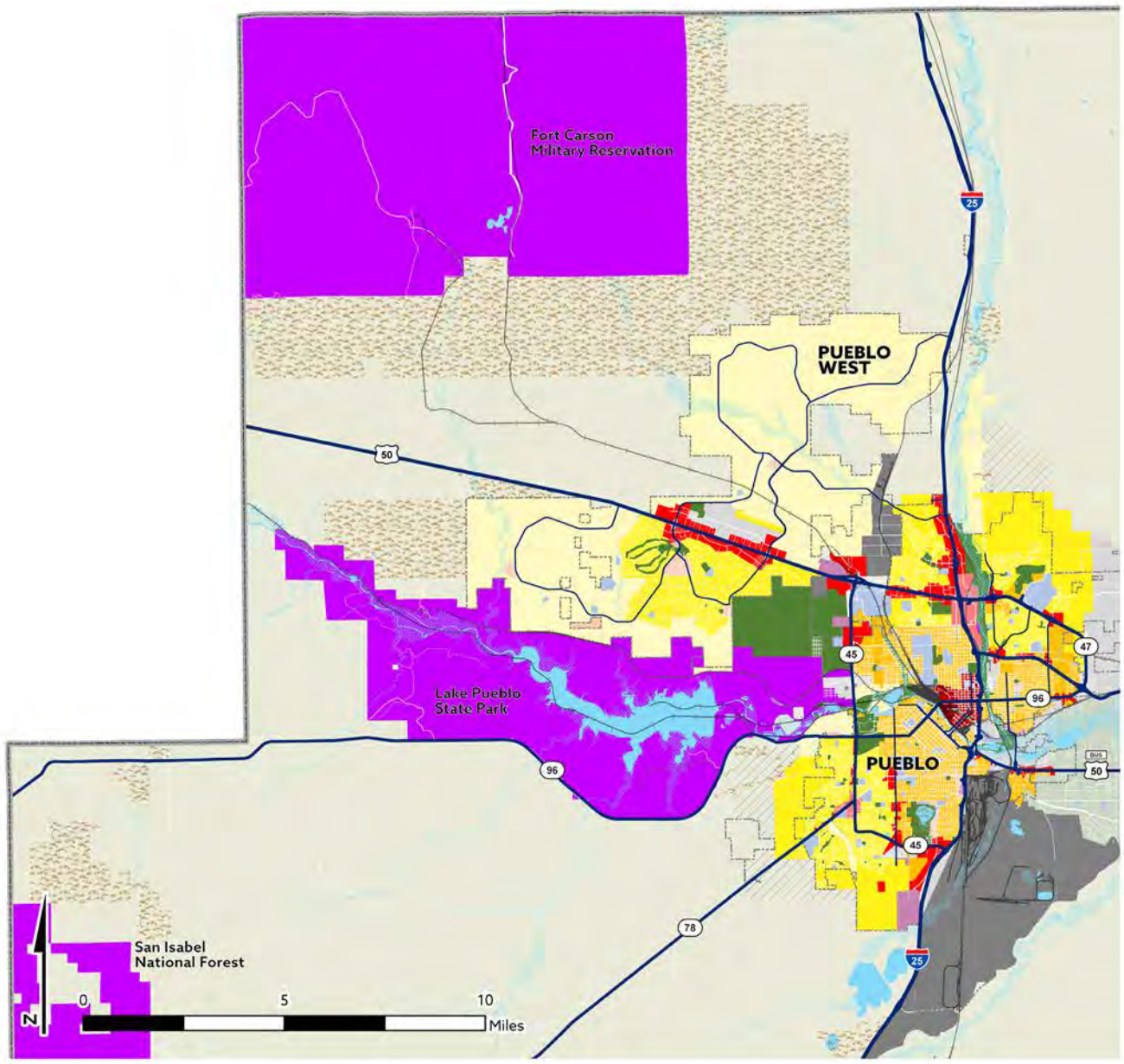
COMMERCIAL & MIXED-USE
- Rural Communities (RC)
- Neighborhood Mixed-Use (NMU)
- Mixed-Use Activity Center (MUAC)
- Downtown Mixed-Use (DTMU)
- Commercial Mixed-Use (CMU)
- Institutional Mixed-Use (IMU)

EMPLOYMENT AREAS
- Employment (EMP)
- Light Industry (LI)
- Trans.-Dependent Industry (TDI)

OTHER
- Rural Ranch (RR)
- Production Agriculture (AG)
- Parks and Open Space (POS)
- State and Federal Lands (SFL)
- Cities, Towns, and Places
- Conservation Easements
- Floodzones
- Rivers, Lakes, and Streams
- Special Develop. Area (SDA)
- PuebloPlex

Source: City of Pueblo, Pueblo County, CDOT, CDPHE

Future Land Use: Pueblo County (Northwest)



Future Land Use

NEIGHBORHOODS
- Agricultural Neighborhood (AN)
- Rural Neighborhoods (RN)
- Suburban Neighborhoods (SN)
- Urban Neighborhoods (UN)

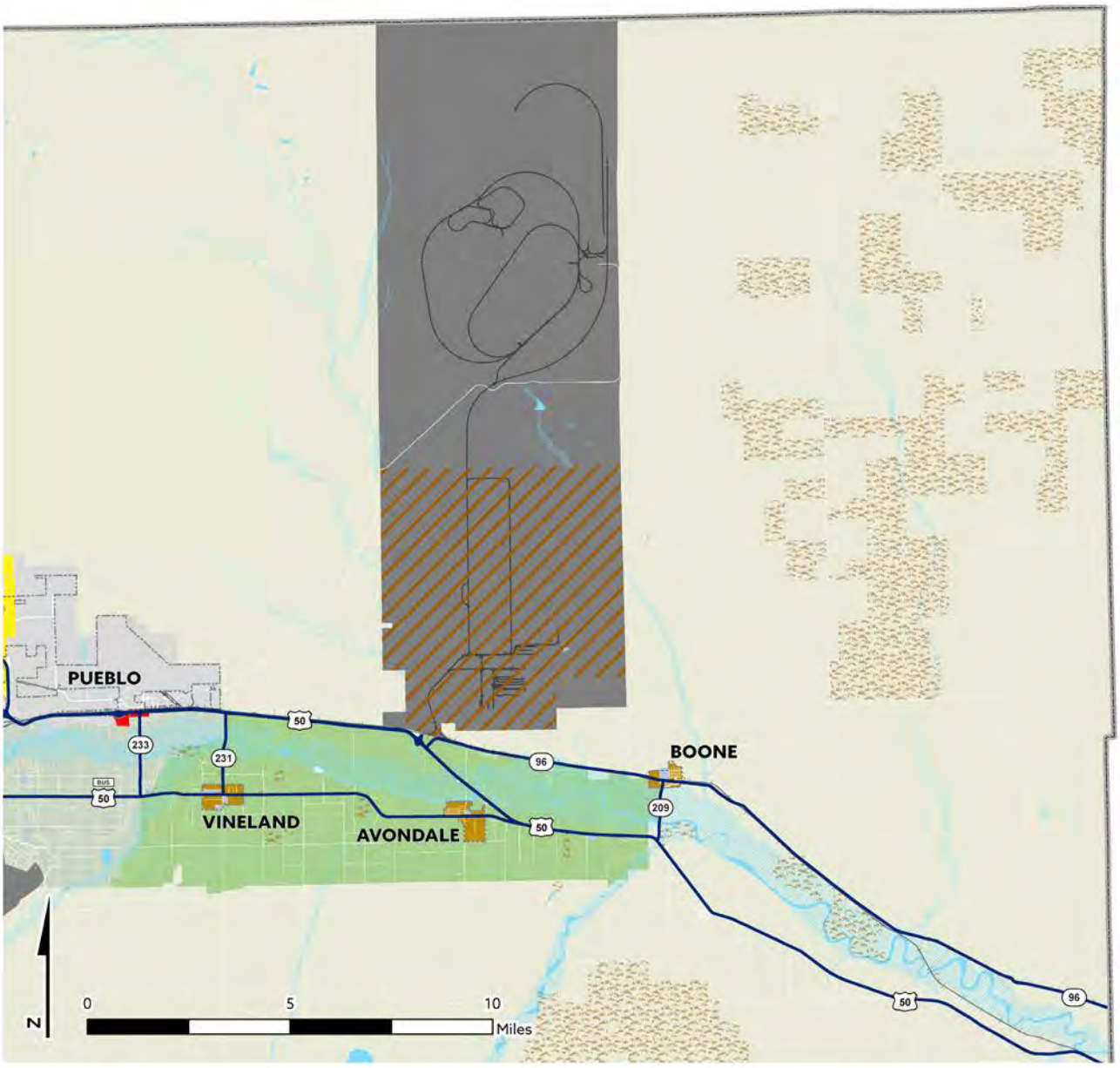
COMMERCIAL & MIXED-USE
- Rural Communities (RC)
- Neighborhood Mixed-Use (NMU)
- Mixed-Use Activity Center (MUAC)
- Downtown Mixed-Use (DTMU)
- Commercial Mixed-Use (CMU)
- Institutional Mixed-Use (IMU)

EMPLOYMENT AREAS
- Employment (EMP)
- Light Industry (LI)
- Trans.-Dependent Industry (TDI)

OTHER
- Rural Ranch (RR)
- Production Agriculture (AG)
- Parks and Open Space (POS)
- State and Federal Lands (SFL)
- Pueblo County Boundary
- Conservation Easements
- Cities, Towns, and Places
- Floodzones
- Rivers, Lakes, and Streams
- Special Develop. Area (SDA)

Source: City of Pueblo, Pueblo County, CDOT, CDPHE

Future Land Use: Pueblo County (Northeast)



Future Land Use

NEIGHBORHOODS
- Agricultural Neighborhood (AN)
- Rural Neighborhoods (RN)
- Suburban Neighborhoods (SN)
- Urban Neighborhoods (UN)

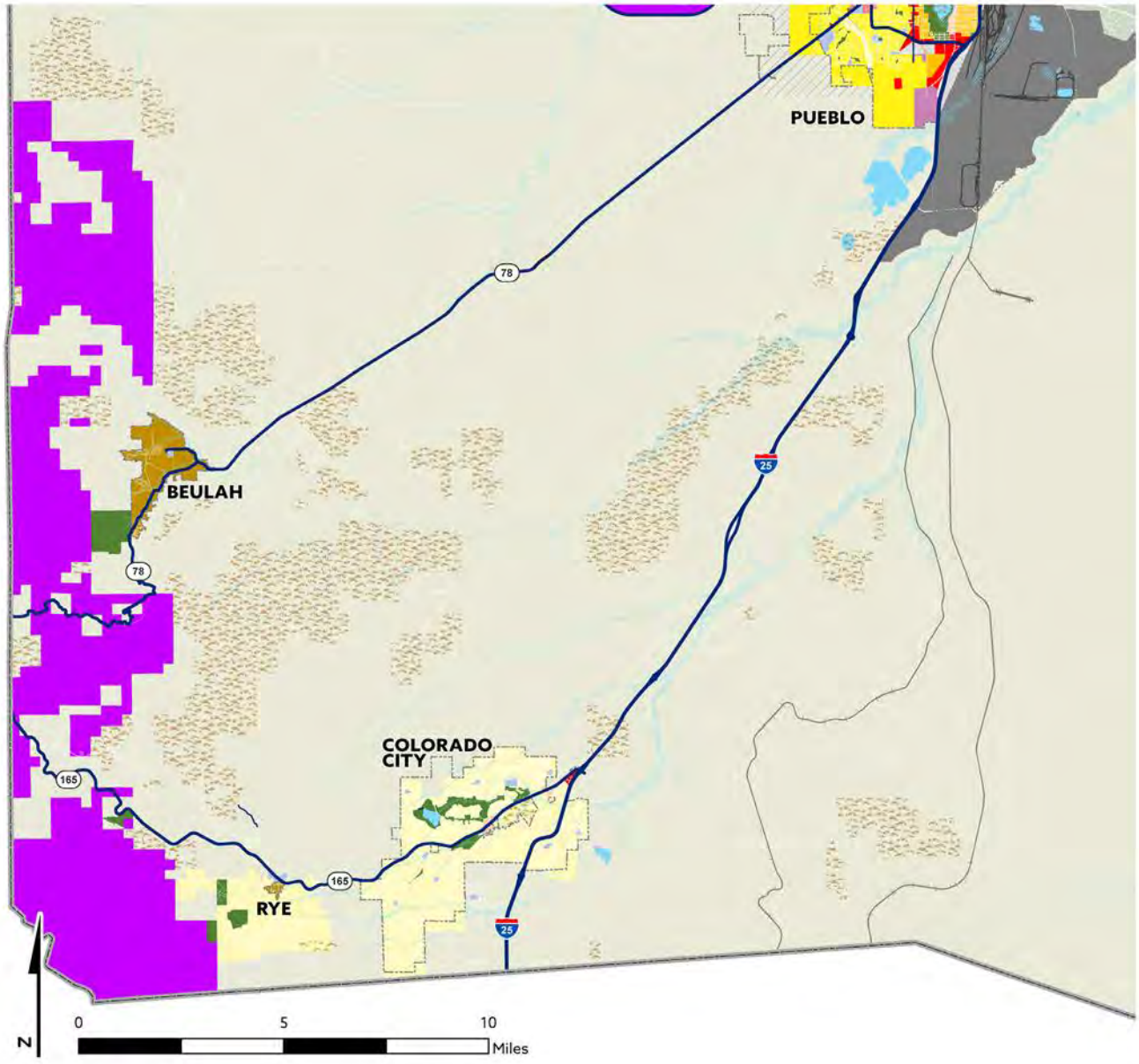
COMMERCIAL & MIXED-USE
- Rural Communities (RC)
- Neighborhood Mixed-Use (NMU)
- Mixed-Use Activity Center (MUAC)
- Downtown Mixed-Use (DTMU)
- Commercial Mixed-Use (CMU)
- Institutional Mixed-Use (IMU)

EMPLOYMENT AREAS
- Employment (EMP)
- Light Industry (LI)
- Trans.-Dependent Industry (TDI)

OTHER
- Rural Ranch (RR)
- Production Agriculture (AG)
- Parks and Open Space (POS)
- State and Federal Lands (SFL)
- Pueblo County Boundary
- Conservation Easements
- Cities, Towns, and Places
- Floodzones
- Rivers, Lakes, and Streams
- Special Develop. Area (SDA)
- PuebloPlex

Source: City of Pueblo, Pueblo County, CDOT, CDPHE

Future Land Use: Pueblo County (Southwest)



Future Land Use

NEIGHBORHOODS
- Agricultural Neighborhood (AN)
- Rural Neighborhoods (RN)
- Suburban Neighborhoods (SN)
- Urban Neighborhoods (UN)

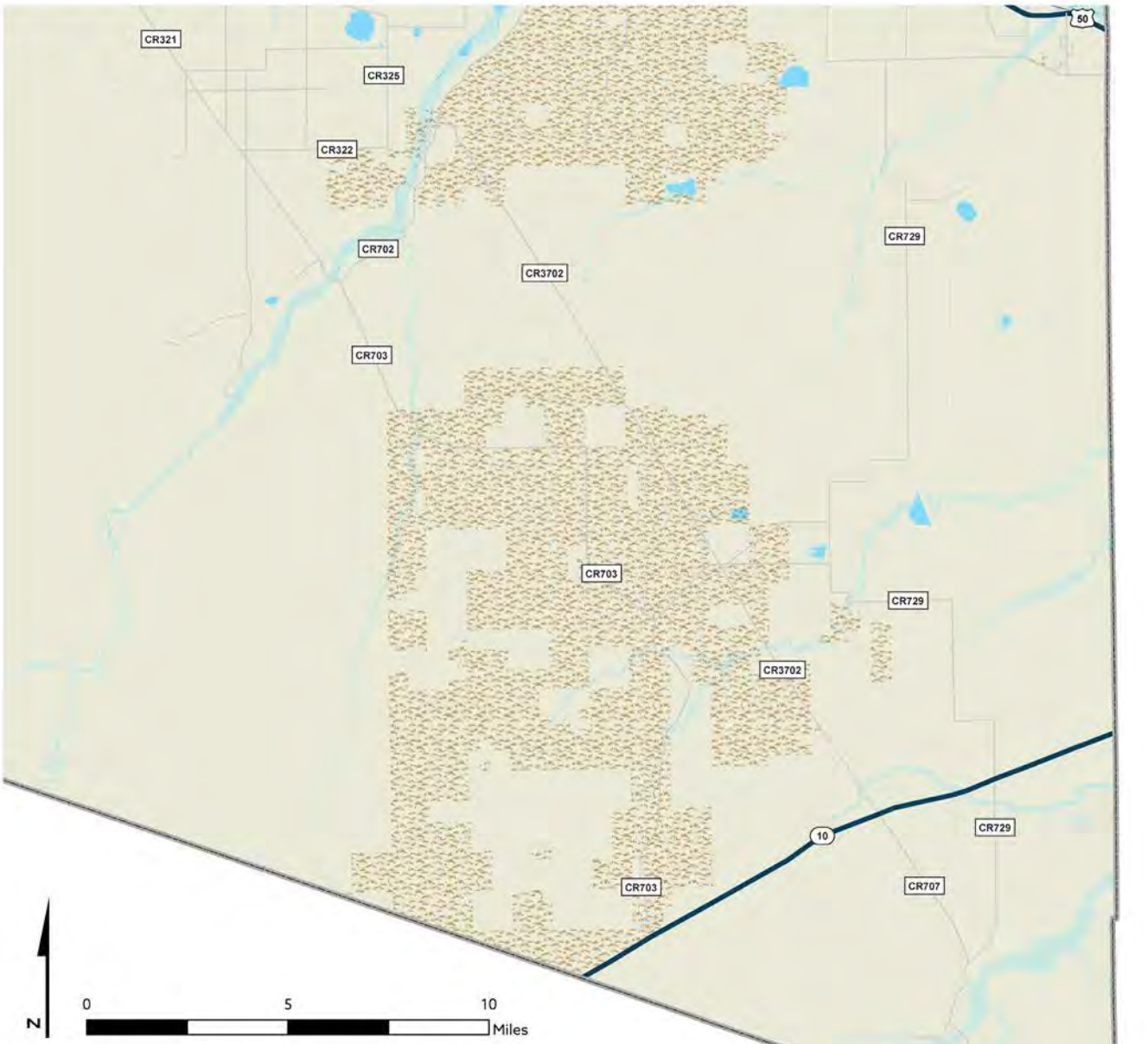
COMMERCIAL & MIXED-USE
- Rural Communities (RC)
- Neighborhood Mixed-Use (NMU)
- Mixed-Use Activity Center (MUAC)
- Downtown Mixed-Use (DTMU)
- Commercial Mixed-Use (CMU)
- Institutional Mixed-Use (IMU)

EMPLOYMENT AREAS
- Employment (EMP)
- Light Industry (LI)
- Trans.-Dependent Industry (TDI)

OTHER
- Rural Ranch (RR)
- Production Agriculture (AG)
- Parks and Open Space (POS)
- State and Federal Lands (SFL)
- Pueblo County Boundary
- Conservation Easements
- Cities, Towns, and Places
- Floodzones
- Rivers, Lakes, and Streams
- Special Develop. Area (SDA)

Source: City of Pueblo, Pueblo County, CDOT, CDPHE

Future Land Use: Pueblo County (Southeast)



Future Land Use

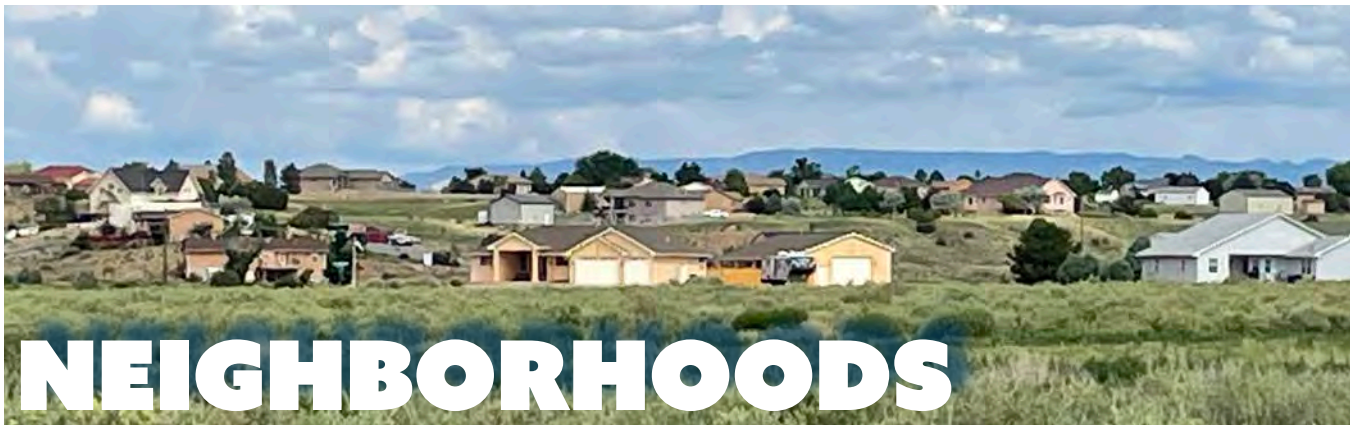
NEIGHBORHOODS
- Agricultural Neighborhood (AN)
- Rural Neighborhoods (RN)
- Suburban Neighborhoods (SN)
- Urban Neighborhoods (UN)

COMMERCIAL & MIXED-USE
- Rural Communities (RC)
- Neighborhood Mixed-Use (NMU)
- Mixed-Use Activity Center (MUAC)
- Downtown Mixed-Use (DTMU)
- Commercial Mixed-Use (CMU)
- Institutional Mixed-Use (IMU)

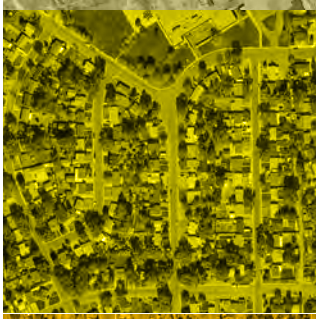
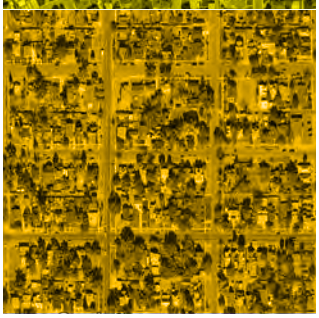
EMPLOYMENT AREAS
- Employment (EMP)
- Light Industry (LI)
- Trans.-Dependent Industry (TDI)

OTHER
- Rural Ranch (RR)
- Production Agriculture (AG)
- Parks and Open Space (POS)
- State and Federal Lands (SFL)
- Conservation Easements
- Cities, Towns, and Places
- Pueblo County Boundary
- Floodzones
- Rivers, Lakes, and Streams
- Special Develop. Area (SDA)

Source: City of Pueblo, Pueblo County, CDOT, CDPHE



NEIGHBORHOODS

Name	Aerial	Density	Locations
AN **AGRICULTURAL NEIGHBORHOOD**		Up to 1 dwelling unit/ acre	St. Charles Mesa (west of the St. Charles River)
RN **RURAL NEIGHBORHOOD**		Up to 1 dwelling unit per acre (lots range from 1 to 5 dwelling units per acre)	Majority of Pueblo West and Colorado City
SN **SUBURBAN NEIGHBORHOOD**		2 to 5 dwelling units per acre	City of Pueblo and portions of Pueblo West
UN **URBAN NEIGHBORHOOD**		6 to 16 dwelling units per acre, but may be higher in some locations	Core area neighborhoods in City of Pueblo

AN AGRICULTURAL NEIGHBORHOOD





Primary Land Uses

Crop and food production

Supporting Land Uses

Single-family detached homes, accessory dwelling units, farm stands, equestrian uses, low-intensity agriculture, limited commercial services, associated outbuildings, agri-tourism, and other complementary uses

Density

Up to 1 dwelling unit per acre

Locations

Applies to the St. Charles Mesa (west of the St. Charles River).

Characteristics

- Allows for limited residential development; however, the retention of Prime (Irrigated) Farmland and Prime Agricultural Land is a priority.
- Supporting uses should be sited to protect the long-term viability of agricultural uses and minimize conflicts. Access for heavy equipment and irrigation canals should be maintained as new uses are introduced over time.
- Where subdivision occurs, clustering and other conservation-oriented strategies should be incorporated to help maintain larger, contiguous parcels for agricultural use.
- A particular emphasis should be placed on the retention of parcels (or portions of parcels) that are actively being used for crop or food production, and/or are documented as being Prime (Irrigated) Farmland).
- Urban services and amenities are limited.
- Roads should be designed to accommodate local traffic and the safe movement of agricultural machinery, with wide shoulders to accomodate pedestrians and bicycles.
- Transit service is generally not present.

RN RURAL NEIGHBORHOOD





Primary Land Uses

Single-family detached homes on large lots

Supporting Land Uses

Neighborhood-scale commercial, retail, and services; accessory dwelling units; farm stands; equestrian uses; small-scale crop and food production; associated outbuildings; trails; public facilities; and other complementary uses

Density

Up to 1 dwelling unit per acre (lots range from 1 to 5 dwelling units per acre)

Locations

Applies to large portions of Pueblo West and Colorado City.

Characteristics

- Rural Neighborhoods are semi-rural character and generally do not have public sewer service, sidewalks, or other urban amenities.
- Large lots offer flexibility for detached garages, stables, and other outbuildings (consistent with local architectural controls).
- Use of walls and privacy fencing are limited, maintaining visibility and wildlife corridors between lots, and reinforcing the semi-rural character.
- Allowances for accessory dwelling units may be limited based on the availability of water.
- Clustering and other conservation-oriented strategies are encouraged to protect environmentally sensitive areas, maintain working agricultural or ranch land (where applicable), and preserve common open space for residents.
- Paved and unpaved trails provide connections within and between neighborhoods for people walking, biking, or on horseback.
- Transit service is generally not present.

SN SUBURBAN NEIGHBORHOOD





Primary Land Uses

Single-family detached homes

Supporting Land Uses

Accessory dwelling units; single-family attached homes; duplexes; townhomes; neighborhood-scale commercial, retail and services; parks; schools; community gardens; public facilities; and other complementary uses.

Density

2 to 5 dwelling units per acre

Locations

Applies to neighborhoods on the fringes of the City of Pueblo, and in portions of Pueblo West.

Characteristics

- Suburban Neighborhoods are predominantly single-family detached and attached homes on similarly sized lots and future development accommodates a similar mix of lot sizes and housing types.
- Curvilinear streets and cul-de-sacs are typical in Suburban Neighborhoods built between the 1950s and 2000s.
- New neighborhoods should be designed with a mix of housing types.
- Pedestrian and bicycle connectivity should be provided within and between neighborhoods.
- Transit service is generally limited in coverage and frequency due to lower densities associated with most Suburban Neighborhoods.

UN URBAN NEIGHBORHOOD





Primary Land Uses

Single-family detached and attached homes, duplexes, and townhomes

Supporting Land Uses

Accessory dwelling units; small-scale multi-family dwellings; neighborhood-scale commercial, retail and services; parks; schools; libraries; community gardens; and other complementary uses.

Residential Density

6 to 16 dwelling units per acre, but may be higher in some locations.

Locations

Applies to centrally-located neighborhoods in the City of Pueblo, but may also apply to newer neighborhoods with a mix of housing types and/or a traditional neighborhood character.

Characteristics

- Provides for traditional urban neighborhoods—those generally built before 1950 and comprising many of Pueblo's centrally-located neighborhoods.
- Uniform block sizes with gridded streets, alleys, and an integrated mix of housing types, including single-family homes, duplexes, small multi-family buildings, and accessory dwelling units.
- Variety of services and amenities available within the neighborhood or easily accessible nearby.
- Features a complete sidewalk network, neighborhood bikeways and dedicated bike lanes, and offer transit service along major corridors and between areas with a density of housing and/or jobs.



COMMERCIAL AND MIXED-USE AREAS

Name	Aerial	Density	Locations
RC RURAL COMMUNITIES		1 to 5 dwelling units per acre	Statutory towns (Boone and Rye) and Census designated places (Beulah Valley and Avondale)
NMU NEIGHBORHOOD MIXED-USE		Typically less than 16 dwelling units per acre	Historic "main streets" in City of Pueblo and newer neighbor-hood-serving centers.
MUAC MIXED-USE ACTIVITY CENTER		20 dwelling units per acre or higher	Areas planned for future redevelopment (outside of Downtown)
DTMU DOWNTOWN MIXED-USE		Varies by context, including 20 dwelling units per acre or higher	Downtown Pueblo
CMU COMMERCIAL MIXED-USE		16 dwelling units per acre or higher typical	Highway and arterial corridors (e.g. I-25, Hwy 50, Pueblo Blvd., Hwy 47, Santa Fe Dr.)
IMU INSTITUTIONAL MIXED-USE		Varies	Varies

RC RURAL COMMUNITIES





Primary Land Uses

Single-family detached homes

Supporting Land Uses

Accessory dwelling units; neighborhood-scale commercial, retail and services; offices; light and artisan manufacturing; parks; schools; places of worship; libraries; community gardens; and other complementary uses.

Density

Generally 1 to 5 dwelling units per acre, but may be higher in some locations.

Locations

Applies to the Beulah Valley and Avondale communities, and the statutory towns of Rye and Boone.

Characteristics

- Each Rural Community contains a mix of residential, commercial, and light industrial activities guided by local needs.
- The scale and intensity of new uses should be compatible with the surrounding context to minimize impacts.
- Community amenities vary, but may include parks, recreation centers, community centers, and places of worship.
- Paved and unpaved streets accommodate local traffic, the movement of agricultural machinery, and people walking, biking, and on horseback.
- Transit service is generally not present.

NMU NEIGHBORHOOD MIXED-USE





Primary Land Uses

Retail, restaurants, offices, commercial services, and other professional services

Supporting Land Uses

Multi-family dwellings, community facilities, and other neighborhood-serving uses

Density

Typically less than 16 du/ac, but may be higher based on community and neighborhood context.

Locations

Applies to portions of Abriendo Avenue, Lincoln Street, East 4th Street, Lake Avenue, Main Street and Broadway in Mesa Junction, and other nodes in the City of Pueblo, as well as existing/proposed nodes in Pueblo West and Colorado City.

Characteristics

- Accommodates small-scale retail and commercial activity, and neighborhood-supportive services that provide residents with access to everyday needs within walking-or bicycling distance from home.
- Applies to historic "main streets" in the City of Pueblo, several of which served as the downtown hubs of the three towns that were incorporated as part of what is now Pueblo: Bessemer, Central Pueblo, and South Pueblo.
- Regardless of their location, these areas should feature wide sidewalks, outdoor seating areas, bike lanes, and transit service (where feasible) to serve local businesses and the surrounding neighborhood.

MUAC MIXED-USE ACTIVITY CENTER





Primary Land Uses

Retail, offices, and multi-family dwellings

Supporting Land Uses

Townhomes, parks, community gardens, and other complementary uses

Density

20 dwelling units per acre or higher typical with appropriate transitions to adjacent lower intensity uses.

Locations

This designation would apply to future redevelopment of regional commercial centers, such as the former K-mart site on North Elizabeth Street and the Pueblo Mall area.

Characteristics

- Provides opportunities for the redevelopment and reactivation of malls, large format retail, and other commercial centers into compact mixed-use neighborhoods that serve as community and regional destinations.
- Mixed-Use Activity Centers should incorporate retail, offices, live-work spaces, and a mix of higher-density housing options with on-site amenities and community common spaces.
- Higher-intensity uses and taller structures should be oriented toward the center of the site and along major corridors with gradual transitions to surrounding low-density neighborhoods.
- Continuous pedestrian, bicycle, and vehicular connections should be provided along corridors and to adjacent neighborhoods.
- High-frequency transit service should connect these areas with Downtown Pueblo and other regional destinations.

DTMU DOWNTOWN MIXED-USE





Primary Land Uses

Offices, retail, higher-density residential, and public uses

Supporting Land Uses

Cultural facilities, civic/government facilities, offices, light manufacturing, plazas, pocket parks, and other public spaces

Density

Varies by downtown district and historic context. Opportunities for higher-density development (20 du/acre or more) exist with appropriate transitions to lower intensity uses.

Location

Applies solely to Downtown Pueblo

Characteristics

- Contains a diverse mix of uses, including housing, retail, offices, civic uses, and light industry, which are concentrated in the historic core of the City of Pueblo.
- Adaptive reuse of historic structures, as well as infill and redevelopment, is encouraged to promote the activation of underutilized structures and a higher concentration of housing and jobs.
- New development should prioritize the efficient use of land, complementing existing historic structures, and accommodating a diversity of residents and employment opportunities.
- Streets, sidewalks, bicycle infrastructure, and amenity-rich public spaces make Downtown active, safe, enjoyable, and people-centric.
- Transit service connects the rest of the community with the jobs, housing, entertainment, services, amenities, and events that take place in these areas.

CMU COMMERCIAL MIXED-USE





Primary Land Uses

Large-format retail, personal services, offices, and entertainment

Supporting Land Uses

Multi-family residential and other supporting services

Density

16 dwelling units per acre or higher typical. Concentrated nodes of higher-intensity development are encouraged at major intersections, near existing or planned transit stations, or in other locations suitable for more intensive uses.

Location

Applies to sections of I-25, Highway 50, Pueblo Boulevard, Highway 47, and Santa Fe Drive.

Characteristics

- Mix of commercial, employment, and service-oriented uses that serve adjacent neighborhoods and the broader region.
- Infill and redevelopment is encouraged to reduce surface parking, revitalize underutilized areas.
- While most existing Commercial Mixed-Use areas have a limited mix of uses, the introduction of a broader mix of uses—including multi-family residential—is encouraged.
- These auto-oriented corridors should prioritize the safety and comfort of all road users and transition over time to prioritize the safety, comfort, and accessibility of people walking, biking, and taking transit.

IMU INSTITUTIONAL MIXED-USE





Primary Land Uses

Hospitals, governmental campuses, educational institutions, and other public and semi-public uses

Supporting Land Uses

Medical offices, lodging, restaurants, dormitories, and multi-family residential

Residential Density

Varies

Locations

Applies to public and semi-public uses such as hospitals, governmental complexes, the State Fair and Rodeo grounds, Pueblo Community College, Colorado State University-Pueblo, high schools, cemeteries, etc.

Characteristics

- Accommodates public and semi-public facilities with a regional service area that may contain a mix of complementary uses.
- Uses and intensity vary by location, based on the size and scale of the facility.
- Pedestrian, bicycle, and transit access is essential to providing easy access to these amenity-rich areas.



EMPLOYMENT AREAS

Name	Aerial	Density	Locations
EMP **EMPLOYMENT**		Varies	Community gateways, southern portion of PuebloPlex
LI **LIGHT INDUSTRIAL**		Varies	Airport Industrial Park, portions of the Pueblo West Industrial Park, areas of south Pueblo along I-25
TDI **TRANSPORTATION-DEPENDENT INDUSTRY**		Varies	Planned employment areas with rail and highway access, such as PuebloPlex, EVRAZ, and Vestas

EMP EMPLOYMENT





Primary Land Uses

Offices, light manufacturing, research and development, wholesaling, flex space, and service centers

Supporting Land Uses

Retail, restaurants, hotels, and other support services

Density

Varies

Locations

Generally located near gateways to Pueblo, including the southern portion of PuebloPlex and portions of the Pueblo West Industrial Park.

Characteristics

- Industrial parks, business parks, and planned, campus-like settings are common features of these areas. Supporting uses are intended to serve employees in the immediate vicinity.
- Facilities are typically smaller and feature less impactful uses than those found in areas designated as Light Industry or Transportation-Dependent Industry.
- Outdoor storage is limited and generally must be screened.
- Sidewalks are common and bike lanes should be provided along connecting roadways,
- Transit service varies by location and the types of uses present.

LIGHT INDUSTRY





Primary Land Uses

Research and development, manufacturing/processing, maintenance/repair shops, warehousing, and distribution

Supporting Land Uses

Limited retail, restaurants, other support services

Density

Varies

Locations

This designation includes the Airport Industrial Park, portions of the Pueblo West Industrial Park, areas of South Pueblo along I-25, and an area east of Runyon Park near the Arkansas River.

Characteristics

- Includes more intensive industrial uses that require larger sites and have a greater impact on surrounding areas, including uses that feature outdoor storage and other on-site activities. Supporting uses are intended to serve employees in the immediate vicinity.
- Sidewalks, bike lanes, and transit service are generally limited.

TDI TRANSPORTATION-DEPENDENT INDUSTRY





Primary Land Uses

Manufacturing, heavy industry, agricultural processing, transportation, and utilities

Supporting Land Uses

Outdoor storage, utility facilities, and limited support services

Density

Varies

Locations

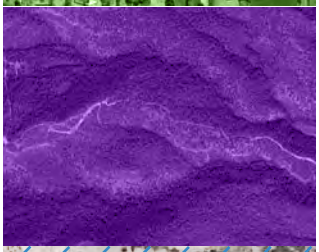
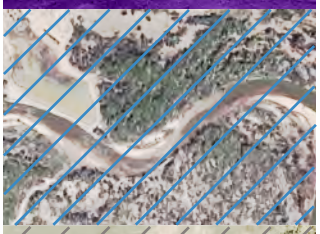
This designation is largely located in areas with rail and highway access, such as the PuebloPlex site, EVRAZ, and Vestas.

Characteristics

- Provides opportunities for large format uses that require rail and highway access to move goods throughout the region and to other parts of the state and country.
- Limited support services are intended to serve employees in the immediate vicinity.
- Additional primary and supporting land uses and other considerations unique to PuebloPlex may be applicable based on the PuebloPlex Redevelopment Plan and underlying zoning.
- Compatibility and locational criteria may apply in some areas.
- Sidewalks, bike lanes, and transit service are generally limited.



OTHER AREAS

Name	Aerial	Density	Locations
RR RURAL/RANCH		1 dwelling unit per 35 acres	Privately-owned land in unincorporated areas of Pueblo County
AG PRODUCTION AGRICULTURE		1 dwelling unit per 35 acres	East of St. Charles River within the Boone, Vineland, and Avondale communities
POS PARKS AND OPEN SPACE		N/A	Varies
SFL STATE AND FEDERAL LANDS		N/A	Lake Pueblo State Park, Fort Carson, San Isabel National Forest, and other lands owned and managed by state or federal agencies
FLOODPLAIN		N/A	Varies
SDA SPECIAL DEVELOPMENT AREA		N/A	Varies within 3 miles of City boundary

RR RURAL/RANCH





Primary Land Uses

Traditional ranching, large rural land holdings, and smaller "ranchettes"

Supporting Land Uses

Accessory dwelling units, farm stands, limited retail, crop production, equestrian uses, low-intensity agriculture, utility-scale solar, associated outbuildings, agri-tourism, and complementary public facilities

Density

1 dwelling units per 35 acres

Locations

Applies to a large percentage of the privately-owned land in unincorporated areas of Pueblo County (outside of Rural Communities).

Characteristics

- Sparsely populated acreage devoted to traditional ranching, large rural land holdings, conservation, and rural subdivisions.
- Where subdivision occurs, clustering and other conservation-oriented strategies should be used to protect environmentally sensitive areas, maintain working agricultural or ranch land (where applicable), and preserve common open space for residents.
- Supporting uses may be subject to locational criteria and design standards to ensure compatibility with residential uses and agricultural operations. [See also, Solar Siting Considerations map, page 72.]
- Paved and unpaved roads provide access to these low-density areas without
- Public water and sewer service is generally not available, fire service is limited and may not be available in all locations.

AG PRODUCTION AGRICULTURE





Primary Land Uses

Crop production, livestock and poultry operations, and limited agricultural processing facilities

Supporting Land Uses

Owner/manager residence, accessory dwelling units, temporary employee housing, associated outbuildings, farm stands, agri-tourism, and agriculture-related commercial services

Density

1 dwelling units per 35 acres

Locations

Applies to agricultural located east of the St. Charles River within the Boone, Vineland, and Avondale communities.

Characteristics

- Most parcels are irrigated and carry associated water rights from the Bessemer Ditch.
- May include intensive agricultural operations with designated facilities and equipment.
- Much of this land in this area is considered Prime (Irrigated) Farmland and is a high priority for conservation.
- Supporting uses in Production Agricultural areas should be sited and designed to minimize the loss of Prime (Irrigated) Farmland and Prime Agricultural Land and to support the continuation of agricultural operations.
- Paved and unpaved roads accommodate local traffic and the movement of agricultural machinery.

POS PARKS AND OPEN SPACE





Primary Land Uses

Parks, open space, greenways, and natural areas

Supporting Land Uses

Trails, ball fields, visitor centers, and other recreational facilities

Locations

Applies to public parks and open spaces, such as Mineral Palace Park, Runyon Sports Complex, McHarg Park Community Center, and Pueblo Mountain Park.

Characteristics

- Encompasses parks, recreation centers, open space, greenways, trails, and natural areas that have been preserved for active and passive recreational purposes.
- These areas also protect of scenic views, natural resources, and serve as wildlife habitat.
- Lands and facilities are generally owned by public agencies (city, county, and special districts).

SFL STATE AND FEDERAL LANDS





Primary Land Uses

Varies by location, but may include active and passive recreation, open space, grazing, wildlife habitat, and military training (limited to Fort Carson)

Supporting Land Uses

Other uses that are consistent with management plans adopted by the managing agency

Locations

Lake Pueblo State Park, San Isabel National Forest, Fort Carson Military Reservation, and other lands owned or managed by state and federal agencies.

Characteristics

- Lands owned by state and federal agencies that may or may not be accessible to the public
- Public-serving lands may include limited services, including bathrooms, campgrounds, trails, ranger stations, and visitor centers
- Minimal infrastructure may include paved or unpaved roads, trails, and shuttle service.

FLOODPLAIN





Primary Land Uses

Limited uses and facilities with low flood damage potential and that will not obstruct flood flows.

Locations

Corridors along the Arkansas River, Fountain Creek, St. Charles River, and other waterways.

Characteristics

Public and privately-owned properties that fall within the 100-year floodplain, as identified by official Federal Emergency Management Agency (FEMA) mapping.

SDA SPECIAL DEVELOPMENT AREA

Locations

Adjacent to existing City of Pueblo limits, within the City of Pueblo 3-Mile Annexation Boundary.

Characteristics

Potentially serviceable areas that may be suitable for future annexation, subject to the evaluation criteria for major projects outlined in Section 3, and applicable requirements of the City's Code of Ordinances. Future land use categories should be assigned through a Comprehensive Plan amendment at the time of annexation.

AREA-SPECIFIC GOALS AND POLICIES

Existing land use patterns and future land use considerations in the region vary dramatically by location. This section provides policy guidance for areas of Pueblo County that have distinctly different goals—the City of Pueblo and Vicinity, Pueblo West, Colorado City, and Rural Communities.

Land use plans provided for each area are derived from the countywide Future Land Use Plan map, above, but are presented at a larger scale for legibility of area-specific considerations. This guidance is intended to supplement—not replace—guidance provided by the regional goals and policies in Section 2 and the land use category descriptions in this section.



City of Pueblo and Vicinity

Background

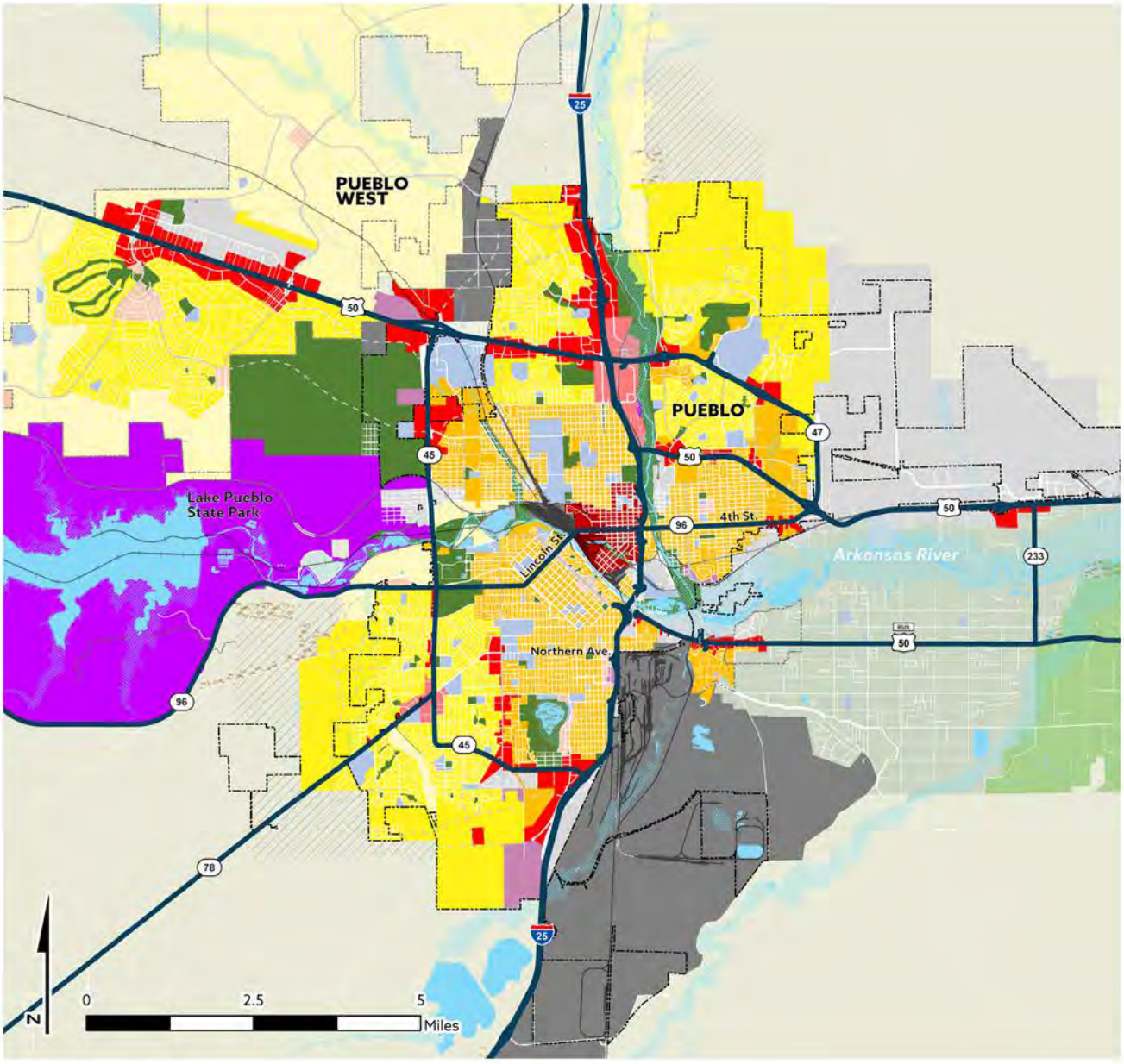
Since its incorporation in 1885, the City of Pueblo has been the administrative and economic hub of the region. Since 2000, the City has experienced slow, but steady, population growth (0.5% annually) and has continued to attract a majority of the region's employment, retail, and office development. The City also hosts an array of civic and cultural amenities that are enjoyed by area residents and visitors alike. Downtown Pueblo is home to the Historic Arkansas Riverwalk (established in the late 1990s), the Union Avenue Historic Commercial District, Pueblo Union Depot, El Pueblo History Museum, the Sangre de Cristo Arts and Conference Center, Pueblo Convention Center, local shops and restaurants, and numerous other assets and amenities. Downtown Pueblo and core area neighborhoods have seen significant reinvestment in recent years, but vacant homes and underutilized buildings remain in some areas. Housing options include traditional, pre-1950s neighborhoods in the core, post-1950s suburban neighborhoods at the edges, and recent and emerging residential subdivisions on the north and western edges of the City.

Opportunities and Constraints

Within the incorporated City of Pueblo, over 9,500 acres of vacant land remain. Over half of this land (4,120 acres) is zoned as agriculture, which is used as a holding zone. Most of this land is located at the fringes of the developed areas of the City and is planned for future residential development. An additional 2,050 acres of vacant land is already zoned for residential development. These areas provide the City with sufficient capacity to accommodate future growth without future annexations. Opportunities for infill and revitalization in Downtown Pueblo and core area neighborhoods further increase the City's capacity for future growth.

Pueblo's high quality of life, and lower cost of living than many other Front Range communities is attracting growing interest from employers, developers, and new residents. In light of growing demand, the City is focused on expanding housing options, retaining existing affordable housing, promoting the preservation and rehabilitation of its historic resources, continuing to diversify the regional economy, and encouraging reinvestment in established areas. Pueblo has also established itself as a leader in the transition towards renewable energy and has become well-positioned to benefit from the national trends toward less carbon intensive industries and "green" jobs.

Future Land Use: City of Pueblo and Vicinity



Future Land Use

NEIGHBORHOODS
- Agricultural Neighborhood (AN)
- Rural Neighborhoods (RN)
- Suburban Neighborhoods (SN)
- Urban Neighborhoods (UN)

COMMERCIAL & MIXED-USE
- Rural Communities (RC)
- Neighborhood Mixed-Use (NMU)
- Mixed-Use Activity Center (MUAC)
- Downtown Mixed-Use (DTMU)
- Commercial Mixed-Use (CMU)
- Institutional Mixed-Use (IMU)

EMPLOYMENT AREAS
- Employment (EMP)
- Light Industry (LI)
- Trans.-Dependent Industry (TDI)

OTHER
- Rural Ranch (RR)
- Production Agriculture (AG)
- Parks and Open Space (POS)
- State and Federal Lands (SFL)
- Future Roadways (LRTP)
- Conservation Easements
- Pueblo West Metropolitan District
- City of Pueblo
- Floodzones
- Rivers, Lakes, and Streams
- Special Develop. Area (SDA)

Source: City of Pueblo, Pueblo County, PACOG, CDOT, CDPHE

Goals and Policies: City of Pueblo and Vicinity (COP)

GOAL COP-1: Re-establish Downtown Pueblo as a regional hub for living, working, and recreating.

POLICY COP - 1.1: DOWNTOWN BOUNDARY AND SUBDISTRICTS

Evaluate and refine the boundary of Downtown—as reflected in by the Downtown Mixed-Use land use category—as necessary to promote a critical mass of activity within the core while also ensuring appropriate transitions and protections are provided for surrounding neighborhoods. Define a series of subdistricts for areas that surround the Union Avenue Historic Commercial District and Riverwalk (building upon recent historic context and inventory work), highlighting the unique characteristics, uses, and density/intensity that exist or are desired within each.

POLICY COP - 1.2: UNION AVENUE HISTORIC COMMERCIAL DISTRICT

Support the ongoing revitalization of the Union Avenue Historic Commercial District through continued public and private investment to solidify Union Avenue as a centerpiece of Downtown.

POLICY COP - 1.3: ADAPTIVE REUSE

Encourage the adaptive reuse and rehabilitation of historic structures as a key component of an overall reinvestment and revitalization strategy throughout Downtown. Establish protections for documented historic resources in Downtown that reflect the varied significance and integrity of these resources.

POLICY COP - 1.4: HISTORIC ARKANSAS RIVERWALK DISTRICT

Continue to support the buildout of available pad sites within current and future phases of the Historic Arkansas Riverwalk District Riverwalk with hotels, restaurants, housing, and other activity-generating uses.

POLICY COP - 1.5: MIX OF USES

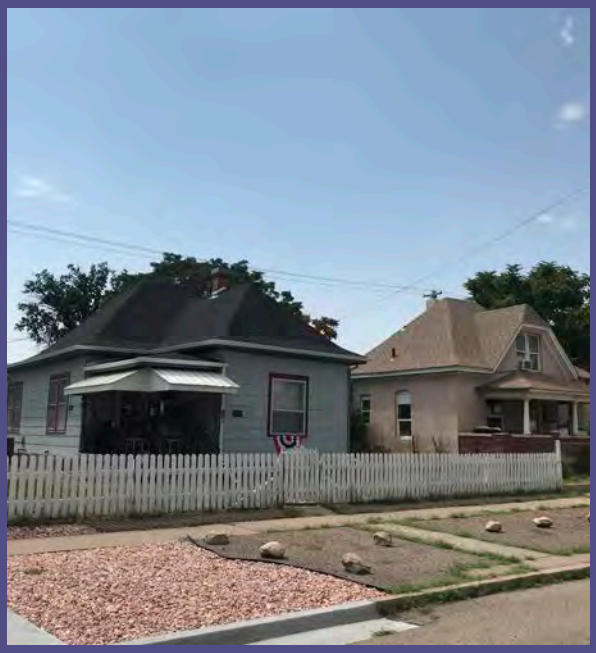
Continue to support tourism (e.g., hotels, convention-related uses) as core component of Downtown's role within the region while seeking to expand the range of restaurants, neighborhood-services, and housing options needed to support the area's emergence as a full-service neighborhood.

POLICY COP - 1.6: HOUSING INCENTIVES

Actively seek opportunities to increase the number of people living in Downtown by expanding multi-family housing options at a variety of price points through the conversion of vacant and underutilized buildings, as well as through the construction of new, high-density housing on vacant or underutilized lots. Encourage a diversity of unit types—size, number of bedrooms, for-sale/rent, and character—to meet the needs of different residents.

POLICY COP - 1.7: REDEVELOPMENT SITES

Work with property owners to explore short and long-term opportunities for possible redevelopment sites (e.g., Midtown Shopping Center, Rush's Lumber yard, surface parking lots, underutilized rail yards). Develop and maintain an inventory of sites that includes an assessment of known infrastructure capacity/constraints, ownership, allowable zoning, available incentives, and other information.



PROTECTING NEIGHBORHOOD HISTORY AND CHARACTER

Lists of historic resources and architectural inventories in the City of Pueblo have led to a series of historic context studies—deep dives into the social, cultural, and architectural history of specific neighborhoods. Five such studies have been published that document the historic qualities of the Bessemer, Bojon Town/Eiler's, East Side, North Side, and South Side neighborhoods. The studies provide a comprehensive history of the neighborhoods, with the goal of making local history more accessible to residents, inspiring property owners to preserve historic structures, and detailing how neighborhood residents can take additional action to research, document, evaluate, monitor, promote, and protect the buildings and stories that make their neighborhoods unique.

While these studies were developed with the intention of understanding which neighborhoods or buildings might be eligible for possible historic district designation, there are a range of tools available to help retain the historic character of these resources while allowing them to adapt to the changing needs of the community.

GOAL COP–2: Promote reinvestment in the City's historic neighborhoods.

POLICY COP - 2.1: HOUSING OPTIONS

Support the rehabilitation of existing housing stock and the diversification of housing options in the City's historic neighborhoods consistent with Guiding Principle 1 and associated goals. [See Section 2]

POLICY COP - 2.2: HISTORIC NEIGHBORHOOD REINVESTMENT

Encourage reinvestment and rehabilitation of homes in historic neighborhoods, including allowing for the adaptation of existing buildings to meet the needs of current and future residents (e.g., expanded footprints, garage construction, creation of accessory dwelling units) without detracting from the historic character of the neighborhood.

POLICY COP - 2.3: PROTECTIVE MEASURES

Work with residents and property owners to establish context-based tools to guide infill development, major additions, and the rehabilitation of historic properties in neighborhoods determined to be eligible for historic designation (e.g., local historic district designation, conservation districts, design standards/guidelines). Increase awareness of resources and incentives available to support the rehabilitation of designated historic properties.

POLICY COP - 2.4: INFILL COMPATIBLITY

Ensure infill and redevelopment within historic neighborhoods is compatible with the building orientation, height, scale, and massing of adjacent homes and the overall character of the street frontage.

POLICY COP - 2.5: NEIGHBORHOOD "MAIN STREETS"

Encourage the preservation and adaptive reuse of historic "main streets" in core neighborhoods to maintain and enhance access to services and amenities, support the retention of small businesses, and enhance community character.

GOAL COP–3: Adapt the City's commercial centers and corridors to meet the changing needs of the community.

POLICY COP - 3.1: HIGHWAY-50 AND I-25

Support the development of a community center around the interchange of Highway 50 and I-25. Work with major property owners, including the owners of the Pueblo Mall, to generate a vision for the future of the area. Facilitate the transition of vacant and underutilized buildings and commercial centers near Highway 50 and Interstate 25 into complete mixed-use neighborhoods, with commercial, retail, office, and higher-density residential uses.

POLICY COP - 3.2: PUEBLO BOULEVARD AND NORTHERN AVENUE (FORMER K-MART CENTER)

Work with property owners to infill vacant pad sites or reposition underperforming pad sites with a mix of uses (including higher-density residential) and to reconfigure existing site layouts for greater visibility and efficient use of space. Explore opportunities for long-term redevelopment in collaboration with property owner.

POLICY COP - 3.3: LOT CONSOLIDATION

Encourage the consolidation of smaller parcels for the purposes of redevelopment to accommodate a more pedestrian-oriented pattern of development over time and facilitate improved site design.

POLICY COP - 3.4: MIX OF USES

Support the introduction of high-density housing as part of the overall mix of uses in outmoded commercial centers and along major corridors, retaining sites with the greatest visibility and access for commercial/retail uses.

GOAL COP–4: Prioritize the development of vacant land within the city limits over the expansion of the community.

POLICY COP - 4.1: BARRIERS TO DEVELOPMENT OF VACANT LAND

Work with service providers to assess and document the feasibility of serving large, single-ownership parcels at the edges of the city that have been annexed but have not been subdivided. Identify capital improvements that area needed for these areas to build out based on their future land use designations. Implement funding and financing tools that can support the development of these areas by reducing up-front cost of development and allowing for the sharing of costs among all future developments and users in these areas.

POLICY COP - 4.2: EDGE NEIGHBORHOOD ENGAGEMENT AND PLANNING

Work with property owners and potential developers of undeveloped areas within city limits to establish the desired character and design of these neighborhoods, identify infrastructure and land dedication needs, and determine possible timelines and phasing for development.

POLICY COP - 4.3: FUNDING AND FINANCE TOOLS

Implement funding and financing tools that can support the development of large vacant areas in the city limits by reducing up-front cost of development and allowing for the sharing of costs among all future developments and users in these areas. Explore tools that can allow the City and developer partners to build capital improvements that can facilitate development specifically for transportation, water/sewer infrastructure that cannot be supported through existing capacity and connection fees, and community facilities (e.g. fire stations).

POLICY COP - 4.4: HONOR FARM

Evaluate any proposed land use changes to Honor Farm property in accordance with the City's Honor Farm Open Space and Park Parcels Conservation Easement, as amended

GOAL COP–5: Provide opportunities for the continued expansion and diversification of the region's employment base.

POLICY COP - 5.1: PLANNED EMPLOYMENT AREAS

Continue to work with PEDCO, area chambers of commerce and other economic development interests in the region to direct primary employers to designated employment areas in the city and the unincorporated areas, including the Airport Industrial Park, EVRAZ Industrial District, Minnequa Industrial

Park, St. Charles Industrial Park, Downtown, and PuebloPlex.

POLICY COP - 5.2: TRANSPORTATION-BASED EMPLOYMENT LAND

Protect Transportation-Based Employment lands (as shown on the Future Land Use Plan) within or adjacent to the city for uses that require the assets offered by these sites (e.g., rail and highway access) and that help generate and sustain jobs for the region. Avoid siting utility-scale solar in these locations.

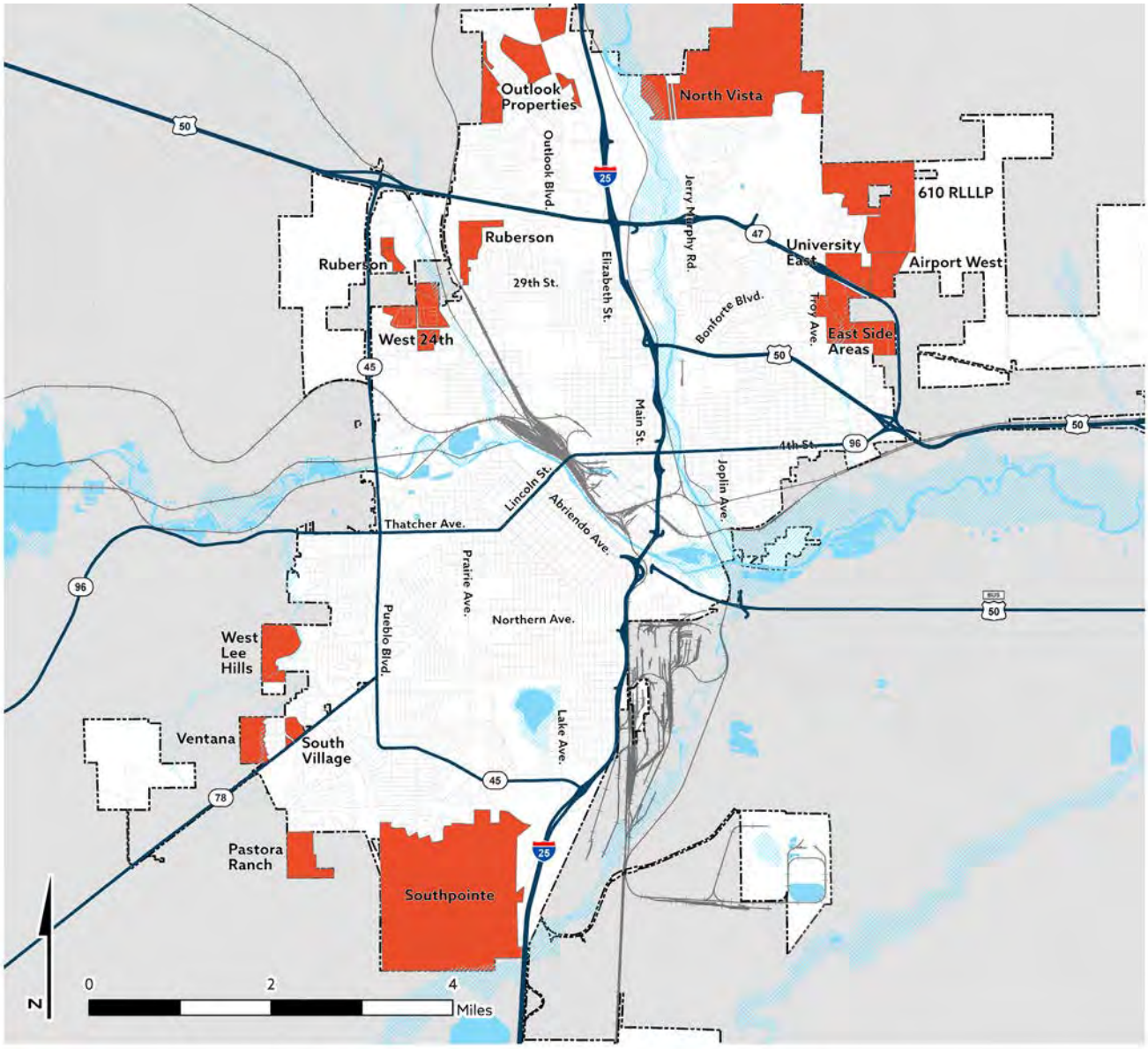
POLICY COP - 5.3: INFRASTRUCTURE AND SERVICES

Coordinate with industrial parks and major employers to ensure infrastructure and services are adequate to facilitate the movement of goods and expansion of businesses.

POLICY COP - 5.4: COMPATIBILITY

Adopt and enforce standards to minimize conflicts between emerging employment areas and existing residential and agricultural uses.

Annexed and Unsubdivided Residential Areas



Source: City of Pueblo, Pueblo County, CDOT



Pueblo West

Background

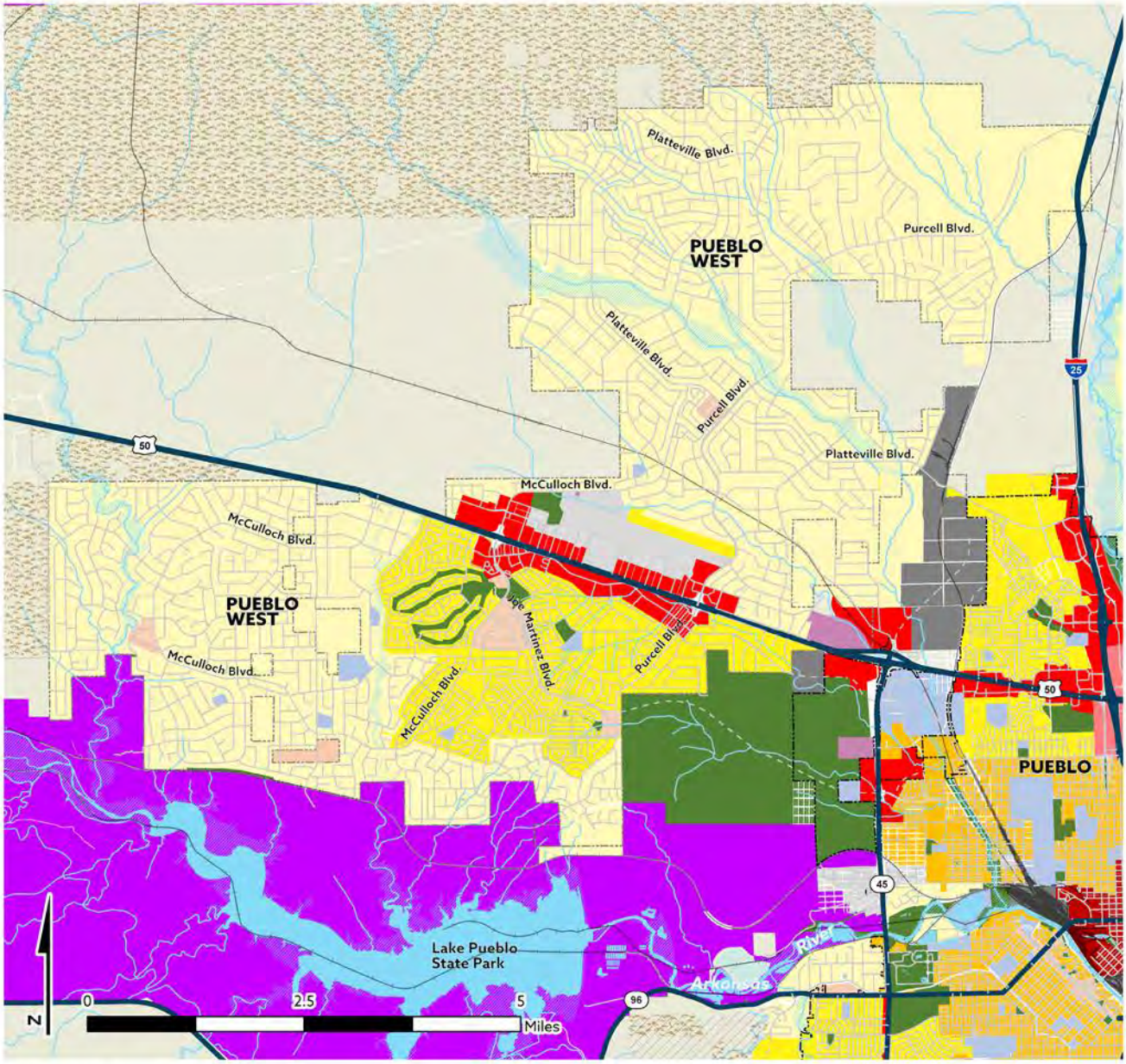
Between 2000 and 2019, Pueblo West grew at much faster rate (3.4 percent) than the City of Pueblo (0.5 percent), or Pueblo County (0.9 percent) as a whole. During this time, Pueblo West captured the bulk of the region's large-lot single-family housing market, and saw a significant increase in retail, service commercial, and light-industrial businesses (primarily along the Highway 50 corridor). Much of this growth has been driven by the abundance and relative affordability of undeveloped lots, proximity to Lake Pueblo State Park, and the community's broad appeal to those looking for a semi-rural lifestyle. Since its inception in 1969, Pueblo West has been characterized by its equestrian and hiking trails, expansive views, and the one to three-acre homesites that offer residents flexibility to accommodate outbuildings, horses, and an array of leisure activities. In keeping with the semi-rural character of the community, many areas of Pueblo West do not have sidewalks, curb and gutter, and other "city" services.

Opportunities and Constraints

While once viewed as a draw primarily for retirees, Pueblo West has become more diverse in recent years as young families and professionals have relocated to the area from Colorado Springs or other metropolitan areas. As the community continues to grow, expectations regarding the availability of services and amenities are evolving. Demand for more diverse housing options is also increasing as housing prices rise, demographics shift, and long-time residents desire to remain in the community as they grow older and their needs change.

Significant land area remains for future development; however, the PWMD's water supply, distribution, and wastewater treatment and processing system is not sufficient to support full buildout of the community based on 2021 projections. The PWMD is working to expand its wastewater processing capacity and has implemented a Water Conservation program to reduce demand and help account for the projected shortfall. The PWMD is also actively seeking ways to augment its water supply. As the community continues to grow, expectations regarding the availability of services and amenities are evolving.

Future Land Use: Pueblo West



Future Land Use

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- Rural Neighborhoods (RN)
- Suburban Neighborhoods (SN)
- Urban Neighborhoods (UN)

COMMERCIAL & MIXED-USE
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- Mixed-Use Activity Center (MUAC)
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- Commercial Mixed-Use (CMU)
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EMPLOYMENT
- Employment (EMP)
- Light Industry (LI)
- Trans.-Dependent Industry (TDI)

OTHER
- Rural Ranch (RR)
- Production Agriculture (AG)
- Parks and Open Space (POS)
- State and Federal Lands (SFL)

- Future Roadways (LRTP)
- Conservation Easements
- Pueblo West Metropolitan District
- City of Pueblo
- Floodzones
- Rivers, Lakes, and Streams
- Special Develop. Area (SDA)

Source: City of Pueblo, Pueblo County, PACOG, CDOT, CDPHE

Goals and Policies: Pueblo West (PW)

GOAL PW-1: Support the expansion of services and amenities to meet the needs of Pueblo West residents.

POLICY PW - 1.1: HIGHWAY 50 CORRIDOR

Encourage a mix of retail and commercial services along the Highway 50 corridor to meet the needs of the Pueblo West community and the broader region. Prioritize the development of coordinated, multi-tenant centers rather than standalone businesses where possible.

POLICY PW - 1.2: CIVIC CENTER

Continue efforts to establish Civic Center Park and the surrounding area as a destination for family- and community-oriented facilities, activities, and events.

POLICY PW - 1.3: SPAULDING COMMUNITY HUB

Continue efforts to establish a mixed-use entertainment, recreational, and lifestyle hub for residents and visitors south along Spaulding Avenue south of Highway 50.

POLICY PW - 1.4: NEIGHBORHOOD MIXED-USE

Seek opportunities to expand the range of services offered in existing neighborhood mixed-use areas and introduce smaller "pockets" of neighborhood-serving uses in other targeted locations to meet the needs of area residents and visitors. Prioritize corner sites and those with the best visibility and access for retail/commercial uses. Where infrastructure and services allow, townhomes and small-scale multifamily may be accommodated as supporting uses.

POLICY PW - 1.5: LAND USE COMPATIBLITY

Ensure the siting, scale, and design of non-residential uses is compatible with adjacent neighborhoods. Key considerations include circulation and access, loading, light trespass, and hours of operation.

GOAL PW-2: Expand the range of housing options available in Pueblo West at a level that is supported by current and planned infrastructure and services.

POLICY PW - 2.1: RURAL NEIGHBORHOODS

Continue to support the incremental buildout of platted Rural Neighborhoods where infrastructure and services exist or can be provided in a cost-effective manner. Maintain the character-defining features of these neighborhoods, such as the prevalence of detached single-family homes on large lots, rural roadway cross-sections (e.g., no curb and gutter or sidewalks), and gravel roads (where they are classified to remain as such).

POLICY PW - 2.2: SUBURBAN NEIGHBORHOODS

Support the expansion of attached single-family homes, townhomes, and small-scale multifamily housing in areas proximate to existing or planned amenities and services. Require the integration of sidewalks and trail connections as part of future development.

POLICY PW - 2.3: MIXED-USE AREAS

Support the integration of townhomes and small-scale multifamily housing in areas planned for Commercial Mixed-Use or Neighborhood Mixed-Use. Concentrate higher-intensity housing along the Highway 50 corridor.

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Colorado City

Background

The Colorado City Metropolitan District (CCMD) was established in 1963. Colorado City is the southernmost community in Pueblo County and serves as the service hub for the Greenhorn Valley. Colorado City sits at an elevation of approximately 6,000 ft. and boasts stunning views of Greenhorn Mountain and the Wet Mountains to the west, and the Spanish Peaks to the south. Residents value Colorado City's natural beauty and views, but also the many recreational activities the community offers, such as, golfing, hiking, fishing, camping, horseback riding, and bird watching. Approximately 13,000 of the 16,800 platted lots in the CCMD are undeveloped.

Opportunities and Constraints

Colorado City has been growing at a rate of about one percent per year, adding around 15 new homes annually. Though the number of vacant lots far exceeds the existing service capacity for water and sewer, current capacity may be sufficient to support Colorado City's historic rate of growth, if planned upgrades are completed and the present rate of growth remains constant over the 20-year planning horizon. While Colorado City has traditionally been most popular with retirees, the area is becoming more popular for workers seeking a relaxed lifestyle with an easy commute to major employers at the south end of the City of Pueblo.

Goals and Policies: Colorado City (CC)

GOAL CC-1: Support continued growth at a level that is sustainable based on current and planned infrastructure and services.

POLICY CC - 1.1: I-25 INTERCHANGE

Seek opportunities for the limited expansion of highway-oriented commercial services in the vicinity of the Interstate 25 interchange and Cuerno Verde-Colorado City Rest Area.

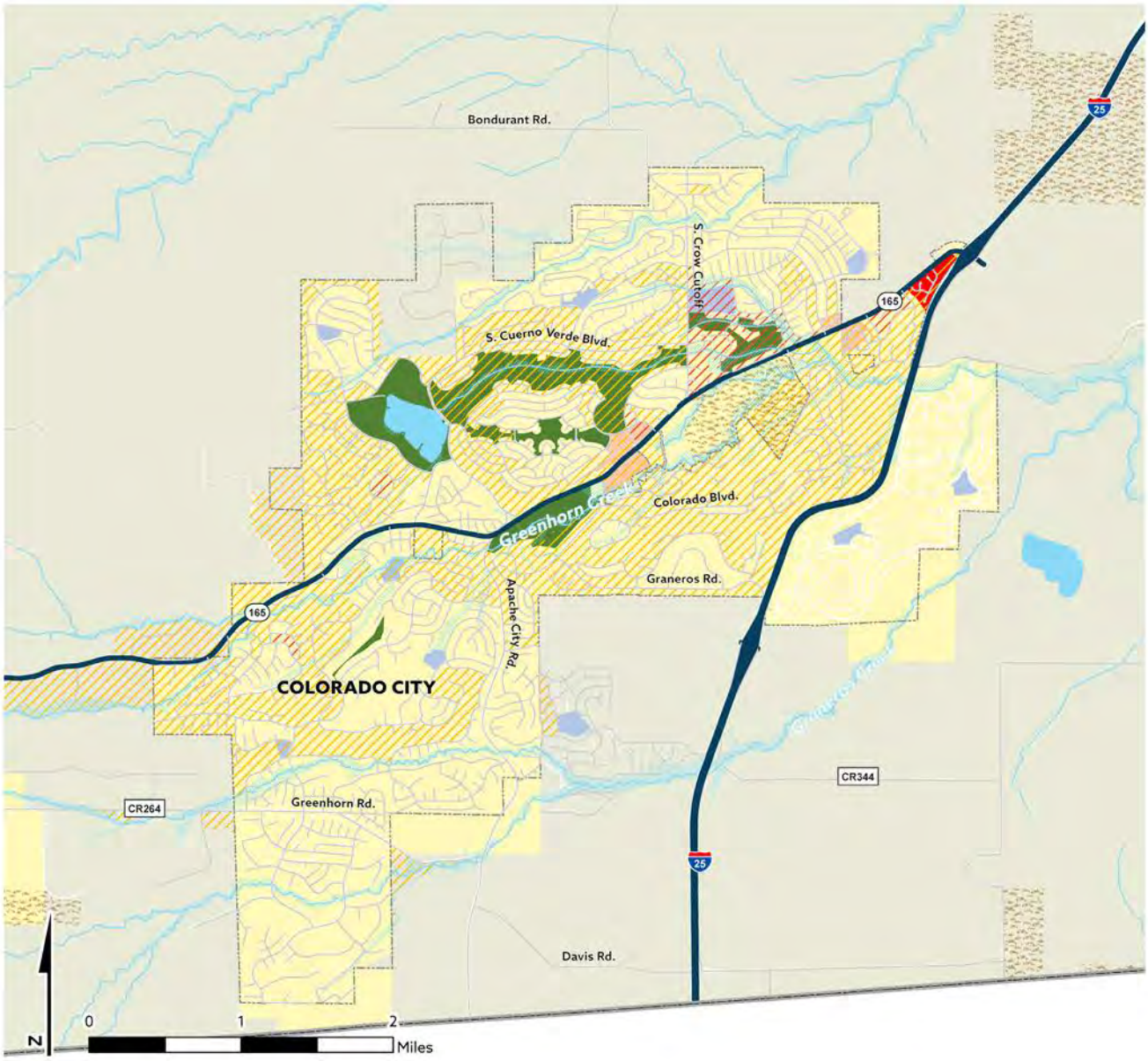
POLICY CC - 1.2: HIGHWAY 165 CORRIDOR

Support the retention and expansion of existing restaurants, retail businesses, and commercial services along the Highway 165 corridor and seek opportunities to attract new businesses to the area as part of established development nodes.

POLICY CC - 1.3: RURAL NEIGHBORHOODS

Support the incremental buildout of Rural Neighborhoods in Colorado City that have infrastructure and services in place.

Future Land Use: Colorado City



Future Land Use

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EMPLOYMENT AREAS
- Employment (EMP)
- Light Industry (LI)
- Trans.-Dependent Industry (TDI)

OTHER
- Rural Ranch (RR)
- Production Agriculture (AG)
- Parks and Open Space (POS)
- State and Federal Lands (SFL)

- Pueblo County Boundary
- Conservation Easements
- Colorado City Metropolitan District
- Floodzones
- Rivers, Lakes, and Streams

WILDLAND-URBAN INTERFACE (WUI)
- Interface
- Intermix

Source: City of Pueblo, Pueblo County, CDOT, CDPHE, SILVIS Lab





St. Charles Mesa

Background

The St. Charles Mesa is located east of the City of Pueblo. The St. Charles Mesa's Prime (Irrigated) Farmland and access to irrigation water from the Bessemer Ditch has made the area a hub for food production, farm stands, and other agricultural activities for over 130 years. While the types of crops produced in the area have evolved, the St. Charles Mesa still functions as the hub of the region's chile and vegetable production. Residential development in the area includes a combination of historic farmsteads and family "compounds," as well as newer large lot subdivisions and individual single-family homes on small acreages.

The area is served by the St. Charles Mesa Water District (SCMWD), which covers two service zones encompassing 65 square miles, with water drawn primarily from the Bessemer Irrigation Ditch and the Arkansas River.

Opportunities and Constraints

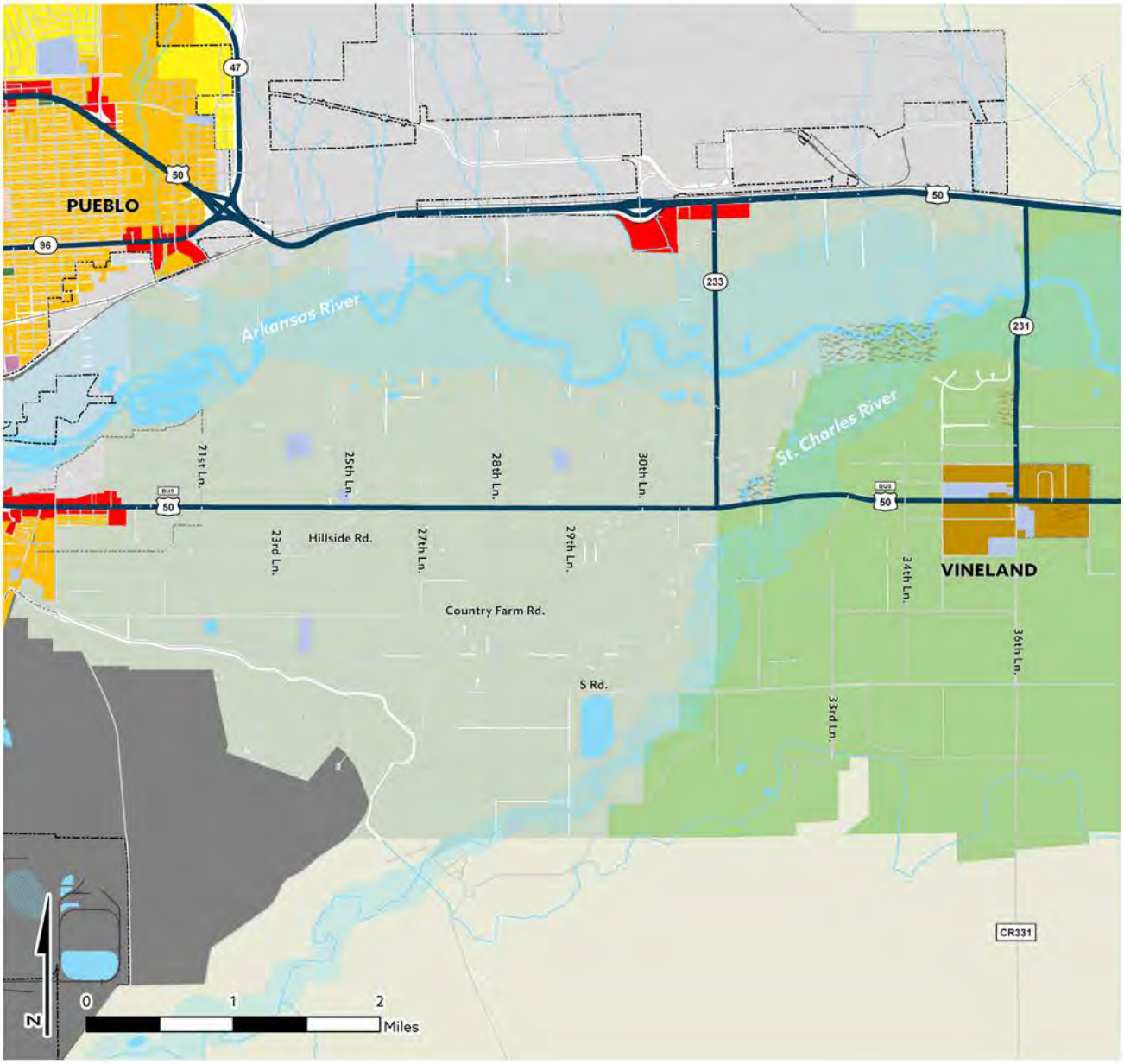
For the purposes of the Future Land Use Plan, portions of the St. Charles Mesa that lie west of the St. Charles River are distinguished from those that lie to the east. Portions of the Mesa that lie to the west of the St. Charles Mesa are designated as Agricultural Neighborhood, while areas that lie to the east of the St. Charles River (and extend east along the Arkansas River to Boone) are designated as Production Agriculture. These designations reflect the distinct difference in land use patterns that exist on either side of the St. Charles River. Parcel sizes west of the St. Charles River are significantly smaller and more varied, ranging from one to 40+ acres when compared to the large, contiguous tracts of production farmland that remain east of the St. Charles River. This distinction is largely dictated by underlying zoning.

While agriculture remains the predominant use, the area has experienced increased pressure for both residential and non-residential development. Between 2000 and 2020, approximately 15 new homes were permitted annually. New commercial services have also begun to emerge along Santa Fe Drive. While some of these changes have been initiated by developers or land speculators, others have been initiated by property owners and agricultural producers that are nearing retirement age and seeking to access the equity that exists within their land.

This trend has resulted in a gradual reduction in the overall amount of prime agricultural land that is available for production, the gradual "dry-up" of some parcels as water rights revert to the Bessemer Ditch, demand for more "city" services, and increased traffic on roadways. Increased development has also made production on the land that remains more challenging due to access constraints, and an increase in conflicts between agricultural producers and new residents over noise, smells, and slow-moving farm vehicles on area roadways.

The introduction of the Agricultural Neighborhood land use category and the goal and policies below as part of the 2021 Regional Comprehensive Plan reflect a growing concern on the part of agricultural stakeholders and the community-at-large about the cumulative impacts of these changes on the County's agricultural industry and regional food system.

Future Land Use: St. Charles Mesa



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- City of Pueblo
- Designated Place
- Floodzones
- Rivers, Lakes, and Streams
- Special Develop. Area (SDA)

Source: City of Pueblo, Pueblo County, CDOT, CDPHE



Goals and Policies: St. Charles Mesa (SCM)

GOAL SCM-1: Retain and protect the viability of agriculture on the St. Charles Mesa.

POLICY SCM - 1.1: SITE SURVEY

Incorporate considerations to protect Prime (Irrigated) Farmland and Prime Agricultural Land into the building and subdivision process to help inform the application of regulatory tools.

POLICY SCM - 1.2: SUBDIVISION DESIGN

Require the use of conservation subdivisions, clustering, and other conservation-oriented site planning approaches to help retain common, connected parcels of farmland and other agricultural land, maintain established access points to the Bessemer Ditch, protect floodplain areas, and otherwise limit impacts on agricultural production when residential subdivisions do occur.

POLICY SCM - 1.3: SUPPORTING LAND USES

Allow for a range of supporting land uses to accommodate agricultural production, processing, and sales, recognizing that needs may change over time.

POLICY SCM - 1.4: CONSERVATION TOOLS

Explore the feasibility of establishing and administering a program that facilitates the transfer (or purchase) of development rights with the primary purpose of protecting Prime (Irrigated) Farmland and Prime Agricultural Land while providing private property owners with the ability to be "made whole" on their investment in the land. [See also, Appendix D: Tools and Best Practices to Support Agriculture].

POLICY SCM - 1.5: REGIONAL COLLABORATION

Faciliate the implementation of goals and policies associated with Guiding Principle 2: Deepen Our Agricultural Roots through collaboration with area producers, conservation organizations, the City of Pueblo, and other agricultural stakeholders. [See also, Section 2: Regional Goals and Policies.]



Rural/Ranch Areas Unincorporated Areas (Generally)

Surrounding the rural communities of Pueblo County are mountains, valleys, plains, and plateaus that feature a diverse mix of uses and landowners, which share a common reliance on natural resources and open lands. Public lands—owned and managed by the federal, state, and local agencies—are important for wildlife habitat, recreational activities, scenic beauty, resilience to natural disasters, and overall environmental health. Privately-owned land is largely made up of farms, ranches, and 35-acre ranchettes that provide resource-based economic productivity, opportunities for rural lifestyles, and contribute to the agricultural heritage of the region.

While some private lands are protected from development by conservation easements that ensure a continuation of rural character, other areas may grow and develop over time, which could impact the environmental, economic, and scenic value they provide. Conservation of Prime Farmland, Prime Agricultural Land, and ranch lands can be promoted through subdivision standards that prioritize land conservation, policies and standards that encourage clustering of development to conserve open space, programs that allow for the sale or transfer of development rights to more appropriate locations, and other policies and programs. Appendix D, Tools and Best Practices to Support Agriculture, details some of the best practices for conserving agricultural lands.

Rural Communities

Rural communities in Pueblo County include the incorporated towns of Rye and Boone, as well as the unincorporated communities of Avondale and Beulah. Each of these places has a distinct history, character, and sense of community. Area residents and property owners should be engaged in land use decisions in and around these communities as potential changes arise.



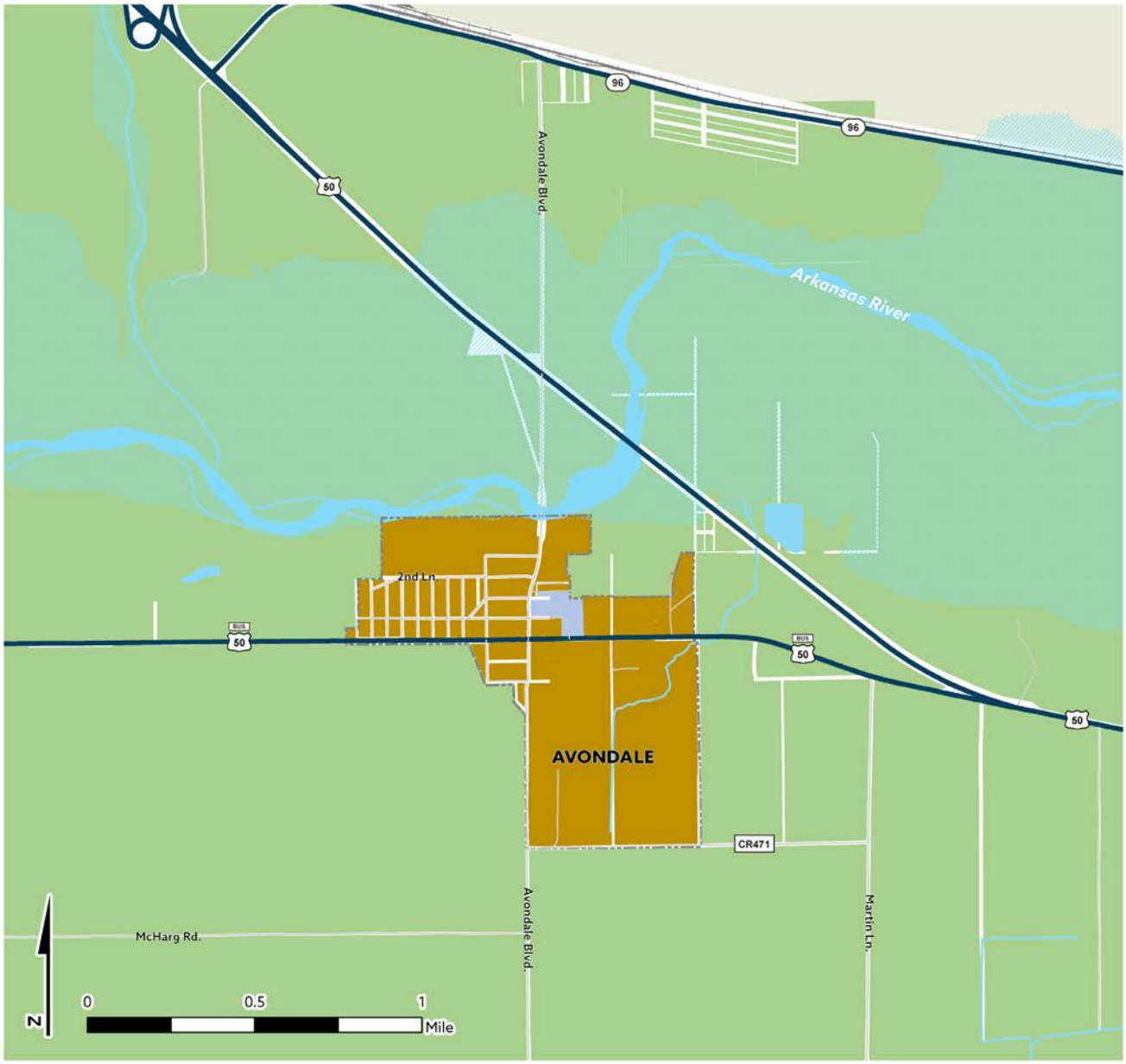


Avondale

Location and Context. Avondale is located 15 miles east of the City of Pueblo and two miles south of the main entrance to the former Pueblo Army Depot (PuebloPlex). The community is characterized by its traditional grid of streets and blocks, modest single-family neighborhoods, tree-lined streets, proximity to the Arkansas River, and thousands of acres of prime agricultural land that surrounds it.

Future Land Use Considerations. Since its inception, Avondale has played an important role in providing workforce housing and services to support the agricultural industry in Pueblo County, as well as in neighboring Otero County. Avondale's population has expanded and contracted over the past decade and in 2019 hovered around 700. Opportunities for limited future development do exist based on available land and the available capacity of Avondale Water and Sanitation District, which provides services to the community. Residential opportunities include the potential to incorporate new single-family homes on vacant lots, or small subdivisions on the larger vacant properties that exist in different areas of the community. Non-residential opportunities include the possibility to expand community- and industry-serving uses, such as commercial/retail businesses that help meet the daily needs of area residents and producers, or small-scale processing, equipment sales and repair, or packaging facilities geared toward the agricultural industry. Future development in and around Avondale should be sited in areas that minimize impacts on the extent and long-term viability of the prime agricultural land that surrounds the community.

Future Land Use: Avondale



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- Production Agriculture (AG)
- Parks and Open Space (POS)
- State and Federal Lands (SFL)

- Conservation Easements
- Designated Place
- Floodzones
- Rivers, Lakes, and Streams

Source: City of Pueblo, Pueblo County, CDOT, CDPHE

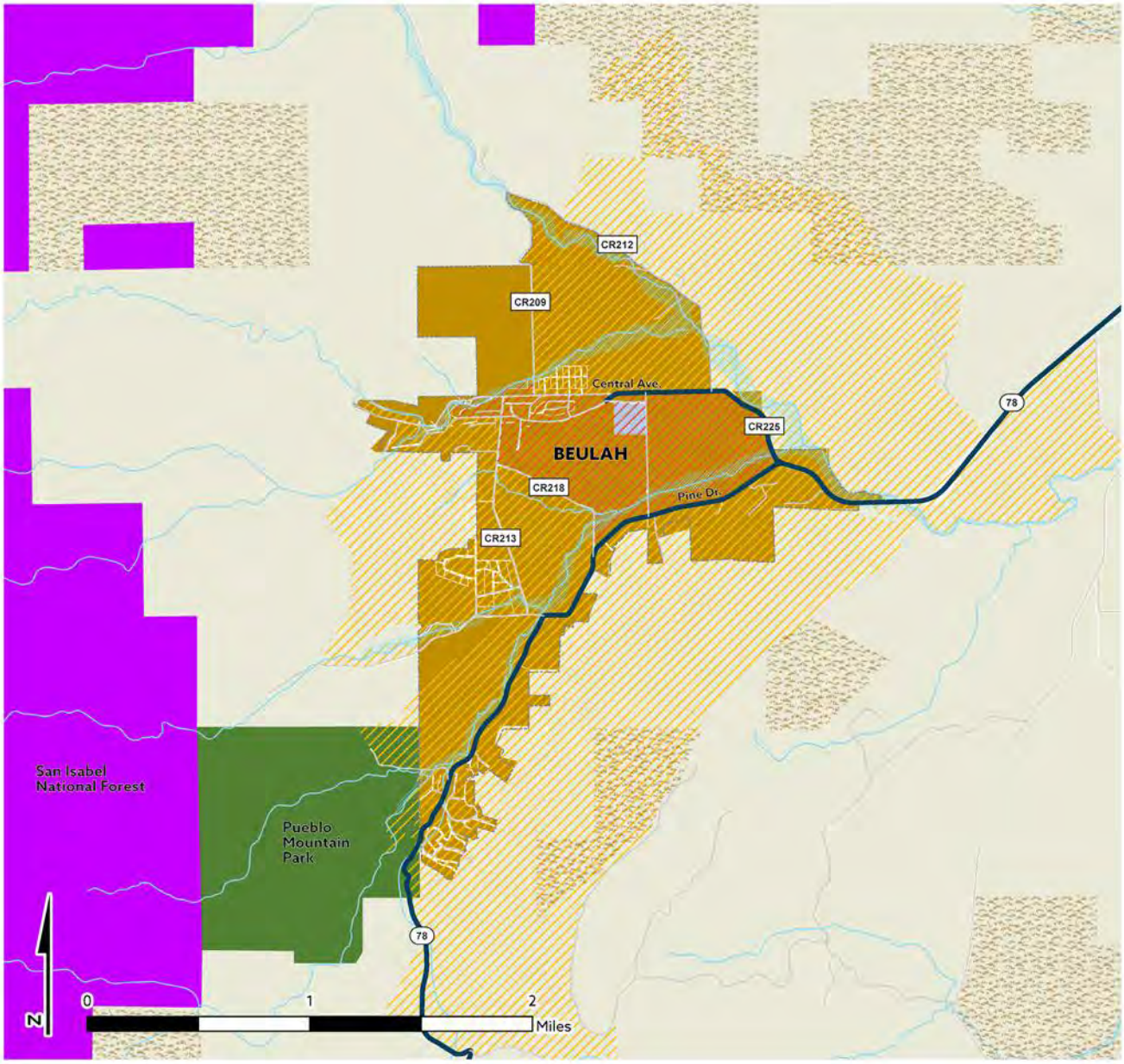
Beulah Valley

Location and Context. Beulah Valley is located in the Wet Mountains approximately 24 miles west of the City of Pueblo. The core of the community is sited in a lush mountain valley surrounded by irrigated hayfields and forested hillsides and offers views of St. Charles Peak and other mountains to the southwest. While most of the community's population is along and around Central Avenue (SH 225), homes extend along Pine Drive on the south, Northcreek Road on the east, and Squirrel Creek Road on the north, framing the valley floor. Homes also extend west along Cascade Avenue into Middle Creek Canyon and along other roadways to the north and south. In 2019, Beulah Valley's population was 780.

History. As early as 1845, the valley was notorious hideout for bandits known as Mace's Hole. In the 1860s, the valley was home to a significant encampment of Confederate troops for brief time. After the Civil War ended, the area changed quickly. By the early 1870s, the valley was home to a small village that included a one-room schoolhouse and post office. In 1876, Mace's Hole became known as "Beulah"—reportedly as a result of a vote to change the name was organized by resident Reverend Gaylord.[1] Since then, Beulah Valley has been home to a variety of industries at different points in time—mining, forestry, and agriculture. The valley also became defined by recreation. The City of Pueblo purchased 600 acres from the State Land Board in 1920 with the intent of establishing the Pueblo Mountain Park. Many of the park's facilities were constructed by the Civilian Conservation Corps and Works Progress Administration during the 1930s and remain today. The area was a popular destination for Puebloans with summer homes in the area through the 1950s.[2] The area is also home to several of Pueblo County's oldest ranches, including the 1,000-acre Bennett Ranch (1897) and more than 9,000-acre 3R Ranch (1860).[3]

Future Land Use Considerations. Limited new development in the Beulah Valley is expected to continue to occur on a lot-by-lot basis. The central area of Beulah Valley is served by the Beulah Water Works District. Future land use decisions in the area should prioritize protection of the area's small-town character, natural environment, and historic resources. Opportunities for the limited expansion of community- and tourism-oriented services and amenities may exist. However, many of Beulah Valley's assets—its location, development patterns, and the surrounding forest also make it especially vulnerable to wildfires. Efforts to mitigate wildfire hazards through the creation of defensible space and the use of "Firewise" development and landscaping techniques should be encouraged through education and outreach in collaboration with volunteer fire protection districts in the area.

Future Land Use: Beulah Valley



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- Conservation Easements
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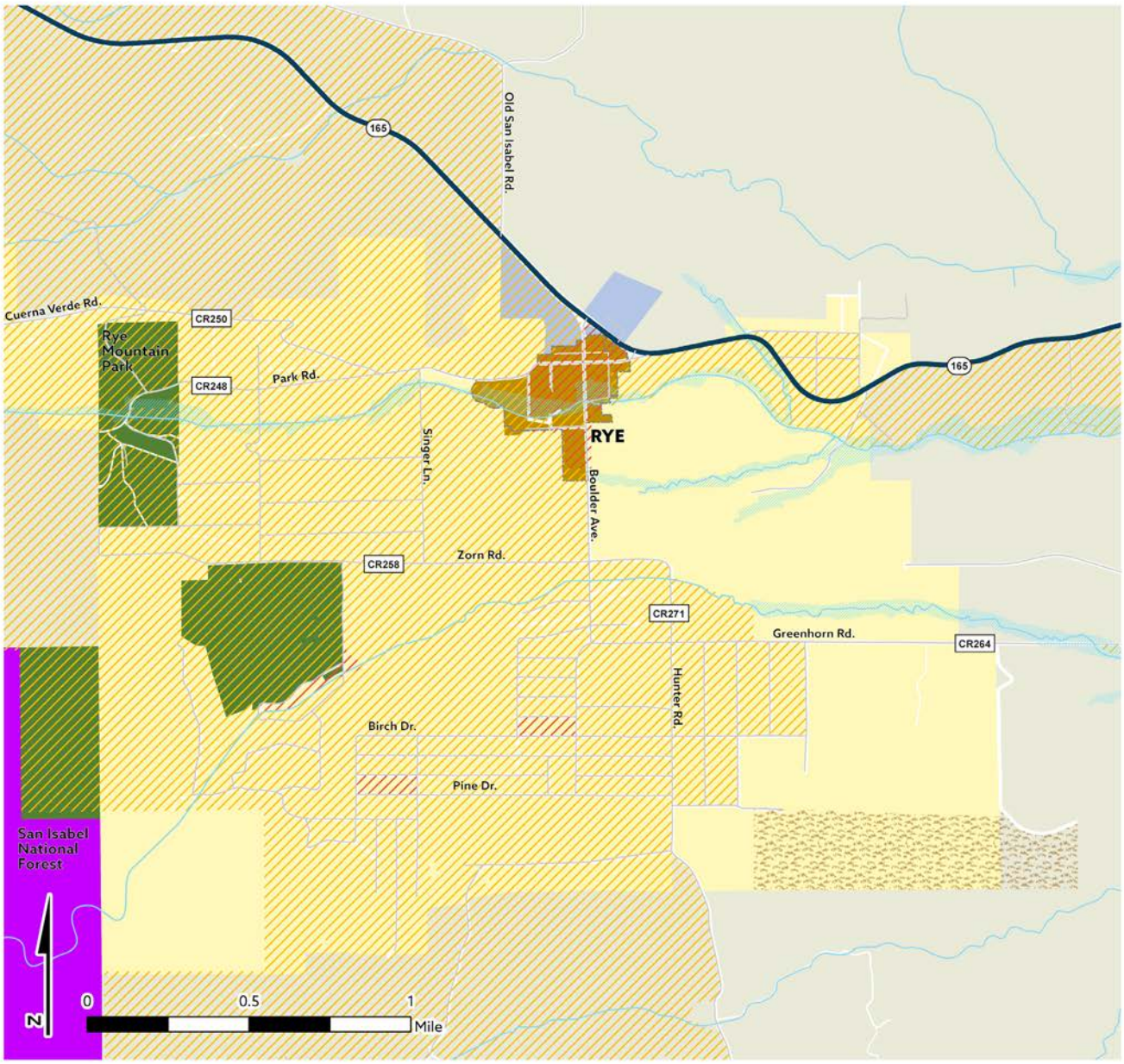
WILDLAND-URBAN INTERFACE (WUI)
- Interface
- Intermix

Source: City of Pueblo, Pueblo County, CDOT, CDPHE, SILVIS Lab

Town of Rye

The Town of Rye is a statutory town within Pueblo County located approximately six miles west of Colorado City. In 2019, the Town's population was 197. While Pueblo County does not have jurisdiction within the Town of Rye, the Town, Pueblo County, and Colorado City Metropolitan District coordinate routinely on issues related to land use, water supply/quality, wildfire mitigation, and other considerations.

Future Land Use: Town of Rye



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- Interface
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Source: City of Pueblo, Pueblo County, CDOT, CDPHE, SILVIS Lab



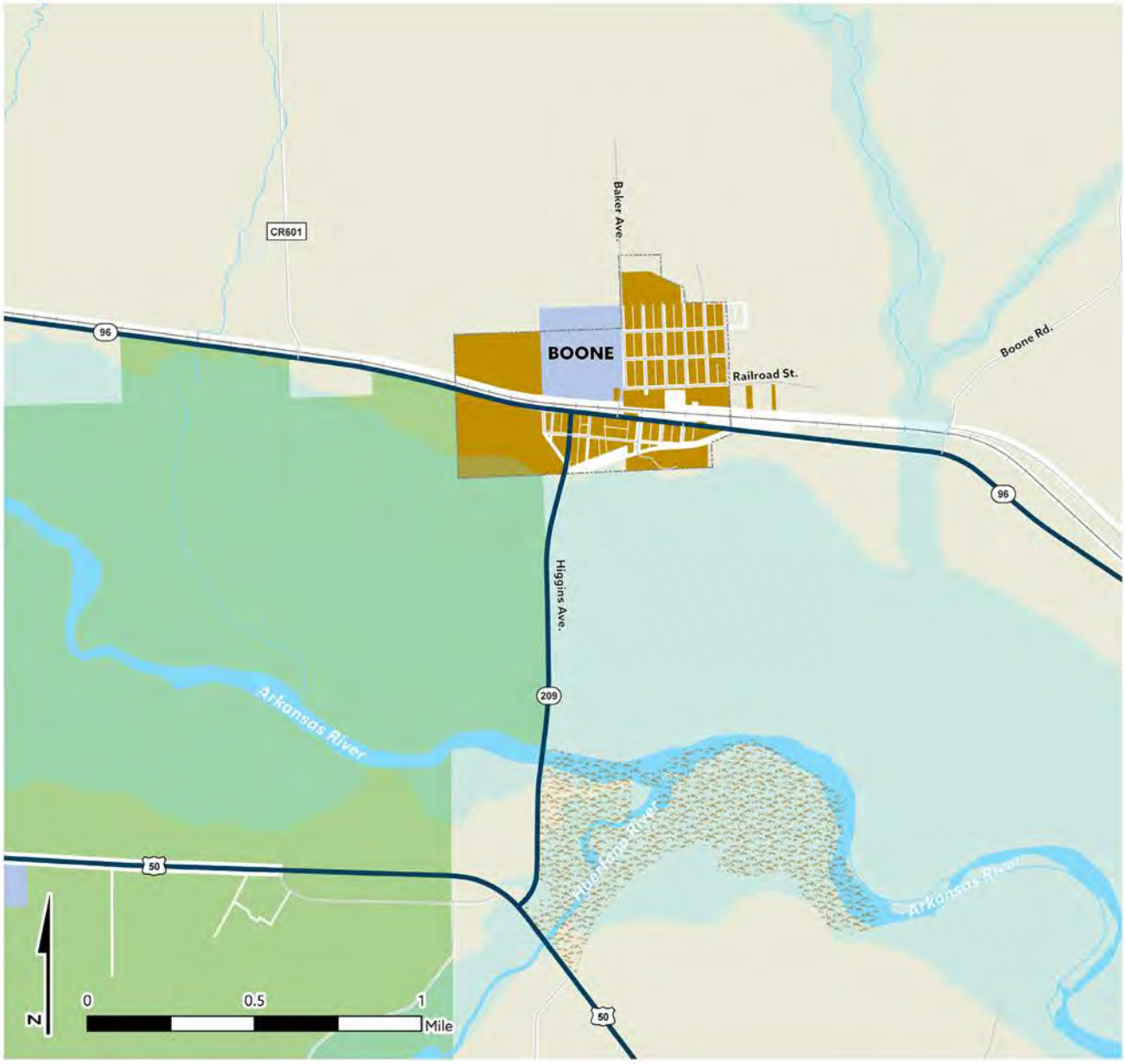




Town of Boone

The Town of Boone is a statutory town within Pueblo County located approximately 24 miles east of the City of Pueblo. In 2019, the Town's population was 233. While Pueblo County does not have jurisdiction within the Town, the Town routinely coordinates with Pueblo County on issues related to land use and other issues of mutual importance.

Future Land Use: Town of Boone



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- Town of Boone
- Floodzones
- Rivers, Lakes, and Streams

Source: City of Pueblo, Pueblo County, CDOT, CDPHE

SECTION 3 ENDNOTES

1 https://www.historycolorado.org/story/do-you-know-place/2019/12/12/maces-hole-history-bandits-brigands-and-beulah
2 https://www.chieftain.com/article/20151205/NEWS/312059975
3 https://thebeulahnewspaper.com/december-2018 and https://www.historycolorado.org/sites/default/files/media/documents/2020/cfr_banner_2019_web.pdf

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SECTION 4

IMPLEMENTATION AND MONITORING



ABOUT THIS SECTION

This section highlights major initiatives that will support the implementation of the Regional Comprehensive Plan over the next one to three years. As a reflection of the region's ongoing commitment to collaboration, many of the initiatives identified will require the coordinated efforts of Pueblo County, the City of Pueblo, metropolitan districts, service providers, and other partner organizations within the region. This section is intended as a tool to help inform the creation of more detailed work programs, capital improvement plans, budgets, and other mechanisms that will help support the implementation of the Regional Comprehensive Plan.

PRIORITY INITIATIVES

REGIONAL INITIATIVES

COUNTY INITIATIVES

CITY INITIATIVES

PRIORITY INITIATIVES

Priority initiatives are actions that will support the implementation of the Regional Comprehensive Plan over the next one to three years. The lists of priority initiatives that follow are organized by those that explicitly require regional cooperation to accomplish and those that will be led by Pueblo County, the City of Pueblo, or the Pueblo West Metropolitan District with support from other regional partners. Each initiative is accompanied by an explanation of the following:

Regional Partners

The Regional Comprehensive Plan is a demonstration of the collaborative and interconnected work being done by the County, City, and Pueblo West. Many other organizations, special districts, and agencies play a critical role in local and regional initiatives.

Initiative Types

Each initiative falls within one of four categories:

- **Regulatory revisions**. Zoning and development regulations are one of the primary tools Pueblo County and the City of Pueblo uses to implement the Future Land Use Plan and set out in the Regional Comprehensive Plan. Initiatives in this section highlight some of the types of regulatory revisions that should be considered to support the implementation of the Master Plan.
- **Regional planning.** Ongoing or new regional efforts related to planning, development review, permitting, and service provision issues.
- **Local plans and policies.** More detailed planning at a local or neighborhood level will be necessary in some instances to supplement the recommendations in this Regional Comprehensive Plan.
- **Monitoring.** Data and analysis used to monitor housing, population, economic, and other regional trends will need to be coordinated among multiple agencies.

Timing

An estimated timeframe is provided for each initiative:

- **Near-term.** These initiatives are planned for completion within one- to three-years of Regional Comprehensive Plan adoption, and in some instances are already underway.
- **Ongoing.** These initiatives are performed on a recurring basis and are listed with their associated timeframe as applicable (i.e., annually, as-needed, etc.)

Relationship to Regional Comprehensive Plan

Guiding principles and goals that are directly supported by each initiative are referenced where applicable. However, many of the initiatives are cross-cutting in that they will help advance multiple aspects of the Regional Comprehensive Plan.

Regional Initiatives

Initiatives/Related Goals	Responsibility	Type
Near-term		
Develop an intergovernmental agreement regarding future growth in the unincorporated areas to support the consistent application of criteria for major projects as established in Section 3: Regional Development Plan. *(Directly supports Guiding Principle 6)*	Lead: City and County Partner(s): Service providers	Regional planning
Integrate fiscal impact modeling into review of major projects (as defined by this Regional Comprehensive Plan) *(Directly supports Goal 6.1)*	Lead: County Planning and Development Department, City Planning and Community Development Department Partner(s): Pueblo Regional Building Department, Pueblo County departments, City of Pueblo departments	Local plans and policies
Ongoing or Currently Underway		
Improve broadband access *(Directly supports Policy 3.2.2)*	Lead: Service Providers Partner(s): City, County, and Pueblo West	Regional planning
Support regional marketing efforts like Choose Pueblo *(Directly supports Goal 4.1, Goal 4.4, Policy 5.1.4, and Goal 5.2)*	Lead: City and County Partner(s): Other regional partners	Regional planning
Coordinate planning for decommission of the Pueblo Chemical Depot and redevelopment of PuebloPlex site *(Directly supports Policy 2.5.2, Goal 5.1, and Policy 6.2.5)*	Lead: County Planning and Development Department, City Planning and Community Development Department Partner(s): Pueblo County departments, City of Pueblo departments, other regional partners	Regional planning
Coordination on Pueblo Means Business initiative and plans for a regional development services center *(Directly supports Goal 5.5)*	Lead: Pueblo County Partner(s): City, Pueblo West, Regional Building	Regional planning
Coordinate on implementation of One Pueblo (highlight specifics that support the guiding principles outlined in this plan) *(Directly supports Goal 5.2)*	Lead: PEDCO Partner(s): County, City, and other regional partners	Regional planning
Work with state, regional, and local partners on funding, planning, developing, and maintaining regional trail networks like the Fountain Creek Trail, Arkansas River Trail, and Front Range Trail *(Directly supports Policy 4.2.4 and Policy 4.2.5, Goal 7.1, Policy 7.3.2)*	Lead: County Planning and Development Department, City Planning and Community Development Department Partner(s): Pueblo County departments, City of Pueblo departments, other regional partners	Regional planning

County Initiatives

Initiatives/Related Goals	Responsibility	Type
Near-term		
Update development code to: • Modernize districts and uses to expand flexibility/provide more tailored guidance as appropriate in different parts of the County • Update development standards to address compatibility issues/incorporate various targeted amendments that have been recently completed • Incorporate standards and incentives to promote sustainable development practices (e.g., building and site design, landscaping) *(Directly supports Goals 1.1, 1.2, 1.3, 6.1, 6.2, 6.3, and 6.4)*	Lead: County Planning and Development Department Partner(s): County Public Works Department, Pueblo West Community Development Department	Regulatory revisions
Formalize and expand support for agricultural protections: • Establish a dedicated staff position with a focus on agricultural outreach, education, advocacy, food systems (access, security, urban agriculture, food policy), conservation strategies, and management of TDR/PDR program (if pursued) • Explore creation of TDR/PDR program or other conservation programs as part of development code update • Continue to explore concepts presented by Palmer Land Conservancy for Bessemer Ditch water usage/transfer strategies in collaboration with Pueblo Water, the City of Pueblo, area producers, and other stakeholders • Expand awareness of available programs and incentives (e.g., State initiatives such as Agricultural Workforce Development Program and Beginner Farmer Program) *(Directly supports Goals 2.1, 2.2, 2.3, 2.4, 2.5, and Policy 6.3.2)*	Lead: County Planning and Development Department Partner(s): City, conservation organizations and other agricultural stakeholders	Regulatory revisions
Update regional transportation model to incorporate updated Future Land Use Plan *(Directly supports Policy 7.1.1)*	Lead: PACOG, County Planning and Development Department Partner(s): County Public Works Department	Regional planning
Expand data layers available through County's mapping portal to aid in review of compatibility and siting considerations for future development (e.g., solar projects, prime agricultural land, crops, conservation easements) *(Directly supports Policies 5.5.2, 6.1.1, and 7.4.4)*	Lead: County Planning and Development Department Partner(s): County Information Technology Department	Local plans and policies
Ongoing		
Secure matching funding necessary to complete the extension of Joe Martinez Boulevard as an alternate connection between Pueblo West and the City of Pueblo (?) *(Directly supports Policies 7.1.5 and 7.3.2)*	Lead: County Planning and Development Department Partner(s): County Public Works Department, City Planning and Community Development Department, Pueblo West Public Works Department, Pueblo West Parks and Recreation Department	Regional planning

City Initiatives

Initiatives/Related Goals	Responsibility	Type
Near-term		
Consolidate and update land use and subdivision regulations as part of a Unified Development Code with a focus on: • Modernizing districts and uses to expand opportunities for housing and mixed-use development • Updating development standards to address considerations of larger residential projects, infill compatibility, density transitions, screening, etc. • Tailoring requirements to fit different development contexts with in the City and reduce non-conforming uses (e.g., residential design standards) • Incorporating standards and incentives to promote sustainable development practices (e.g., building and site design, landscaping) *(Directly supports Goals 1.1, 1.2, 1.3, 6.1, 6.2, 6.3, and 6.4)*	Lead: City Planning and Community Development Department Partner(s): City of Pueblo departments	Regulatory revisions
Explore development of new mechanisms and tools that can help fund infrastructure needed to support new development. Evaluate the feasibility and need for tools such as impact fees to ensure new development can be supported. *(Directly supports Policy 6.1.7)*	Lead: City Public Works Department Partner(s): City Planning and Community Development Department	Regulatory revisions
Prepare a Subarea Plan for Downtown Pueblo to provide more tailored guidance regarding the overall mix of uses; extent and intensity of development desired in different parts of Downtown; the identification of catalyst sites; active solicitation of opportunities for those sites, and a strategic plan guiding public, private, and partner investments, roles/responsibilities, and actions. *(Directly supports Policies 1.1.7, 4.4.5, and 6.2.1)*	Lead: City Planning and Community Development Department Partner(s): City of Pueblo departments	Planning
Prepare a subarea plan for East Pueblo with a focus on increasing reinvestment and access to goods and services. (i.e., attracting food stores to the area). *(Directly supports Goals 3.2 and 3.3)*	Lead: City Planning and Community Development Department Partner(s): City Housing and Citizen Services Department, City Parks and Recreation Department, City of Pueblo departments	Planning
Prepare a Highway 50 and I-25 Redevelopment Plan to establish a strategy for redevelopment in this area. *(Directly supports Goals 6.1 and 6.2)*	Lead: City Planning and Community Development Department Partner(s): City of Pueblo departments	Planning
Identify high-priority neighborhoods for historic preservation based on level of historic quality and risk of resident displacement *(Directly supports Goal 1.2 and Goal 4.1)*	Lead: City Planning and Community Development Department Partner(s): City of Pueblo departments	Planning

Initiatives/Related Goals	Responsibility	Type
Update the Parks and Recreation Plan to establish priorities for maintaining existing infrastructure, expanding parks and services, and ensuring equitable access to recreation amenities *(Directly supports Goal 3.3 and Goal 7.4)*	Lead: City Planning and Community Development Department Partner(s): City of Pueblo departments	Planning
Ongoing		
Support efforts of the Neighborhood Stabilization Program to purchase, rehabilitate, and develop affordable housing *(Directly supports Goal 1.1, Goal 1.2, and Goal 1.3)*	Lead: City Planning and Community Development Department Partner(s): City of Pueblo departments	Local plans and policies

Pueblo West Initiatives

Initiatives/Related Goals	Responsibility	Type
Near-term		
Collaborate with Pueblo County on updates to County zoning and development standards to support desired land use patterns in Pueblo West. *(Directly supports Goals 1.1 through 1.6, and Goals 6.1 and 6.2)*	Lead: County Planning and Development Department Partner(s): County Public Works Department, Pueblo West Community Development Department	Regulatory revisions
Continue to pursue a variety of strategies that increase the feasibility of development on lots owned by PWMD and encourage new development, including, but not limited to—proactive rezoning, consolidation of lots, strategic sales, and infrastructure enhancements. *(Directly supports Goals 1.5 through 1.7, 3.1 through 3.4, 3.6, and 6.3)*	Lead: Pueblo West Community Development Department Partner(s): Pueblo County Public Works Department	Local plans and policies
Actively participate in ongoing planning for the future extension of Joe Martinez Drive east to West 24th Street to help alleviate congestion along Highway 50 and provide an alternate route between Pueblo West and Downtown Pueblo *(Directly supports Goals 1.1, 1.2, and 1.4)*	Lead: County Planning and Development Department Partner(s): County Public Works Department, City Planning and Community Development Department, Pueblo West Public Works Department, Pueblo West Parks and Recreation Department	Regional planning
Ongoing		
Develop a strategy or mechanisms for funding of new roadway development or repair of existing roadways through use of special assessment districts. Use localized funding approaches to allow for multiple lots to be provided access through joint funding of street extension or repair. Focus on non-paved roads and roads not accepted for county service. *(Directly supports Goals 1.1 through 1.6, and 6.1 through 6.3)*	Lead: Pueblo West Public Works Department Partner(s): Pueblo County Public Works Department	Regulatory revisions

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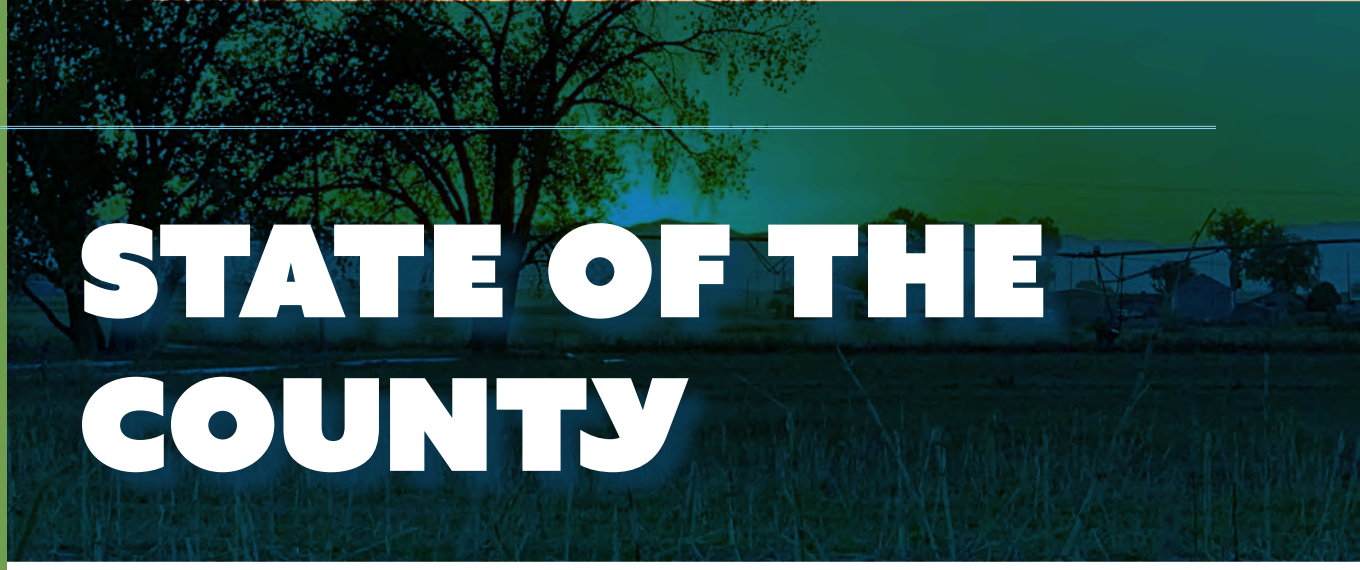
APPENDIX A



STATE OF THE COUNTY

The State of the County report was an interim work product prepared as part of the Regional Comprehensive Plan process. The report contains three sections:

Setting the Stage. As a foundation for the sections that follow, this section provides an overview of demographic and socioeconomic data and trends for Pueblo County.

Focus Areas. This section explores current conditions and trends, issues and opportunities, and related plans and studies specific to five focus areas that emerged as major topics for discussion during initial meetings with project stakeholders in late 2020. These focus areas include:

- Infrastructure and Services
- Growth and Development
- Economic Base
- Communities and Neighborhoods
- Community Assets

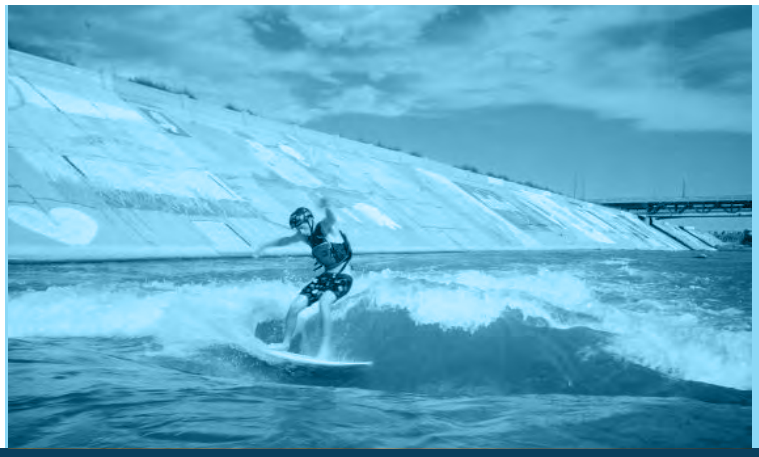
Key Policy Choices. This summary section highlights key policy choices that were explored as part of the Regional Comprehensive Plan process, in response to identified trends, current policies, and existing conditions in each focus area.

Data in this report is intended to be updated from time to time.









STATE OF THE COUNTY REPORT

Pueblo Regional Comprehensive Plan

July 2021

Updated Dec. 2021

YOUR PLAN YOUR PUEBLO

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ABOUT THIS REPORT







BACKGROUND

Pueblo County—in partnership with the City of Pueblo, Pueblo West, the towns of Boone and Rye, and the unincorporated communities—is conducting a major update of the Region's Comprehensive Plan for the first time since 2002.

The Regional Comprehensive Plan process provides an opportunity to explore what is working well in Pueblo County and to identify what improvements are needed for the future. The updated plan will serve as a policy guide to help inform future decisions related to growth and development in Pueblo County.

This process also provides an opportunity to build upon the numerous recent and ongoing efforts and initiatives underway in the region, many of which are highlighted throughout this report.

PROJECT TIMELINE

The Regional Comprehensive Plan process kicked off in late 2020 and is anticipated to be complete in early 2022. Opportunities for stakeholder and community input will be provided at key points during the process, as illustrated on the diagram above.



PURPOSE AND ORGANIZATION

This State of the County report is provided to help build shared understanding of where we are today, and where we will be in the future based on current trends, and to help frame the questions that need to be considered as part of the Regional Comprehensive Plan process. The report contains three sections:

Setting the Stage. As a foundation for the sections that follow, this section provides an overview of demographic and socioeconomic data and trends for Pueblo County.

Focus Areas. This section explores current conditions and trends, issues and opportunities, and related plans and studies specific to five focus areas that emerged as major topics for discussion during initial meetings with project stakeholders in late 2020. These focus areas include:

- Infrastructure and Services
- Growth and Development
- Economic Base
- Communities and Neighborhoods
- Community Assets

Current and future conditions in these five focus areas are closely inter-related. As the Regional Comprehensive Plan process progresses, key choices in each area will need to be evaluated based on whether they will support—or potentially hinder—Pueblo County's desire for a sustainable and resilient future. This report highlights the social, economic, and environmental factors that must be considered as goals and policies are made.

Key Policy Choices. This summary section highlights key policy choices that will need to be explored as part of the next steps in the Pueblo County Regional Plan process, in light of identified trends, current policies, and existing conditions in each focus area.

SETTING THE STAGE





Pueblo County encompasses 1,509,127 acres (2,358 square miles)—only slightly smaller than the state of Delaware. Primary population centers in the County include the City of Pueblo, the unincorporated metro districts of Pueblo West and Colorado City, and the towns of Boone and Rye. Metro districts are service districts permitted by an act of the Colorado Legislature to provide municipal services such as street improvements, fire protection, recreation, and water and sewer services. They do not have the power to provide police services or zoning and subdivision. Pueblo County provides these services to residents of the unincorporated metro districts.

Data and information in this section is generally broken out for Pueblo County, the City of Pueblo, and (where available) for Pueblo West.

POPULATION

Description	2000	2010	2019	2000-2019[1] Total	Ann. #	Ann. %
Pueblo	102,121	106,881	112,251	10,130	533	0.5%
Rye	202	153	160	-42	-2	-1.2%
Boone	329	340	359	36	2	0.6%
Unincorp. Area						
Pueblo West	16,996	27,854	31,849	14,853	782	3.4%
Colorado City	1,993	1,384	2,347	354	19	0.9%
Rest	20,166	22,884	21,144	978	51	0.2%
Unincorp. Area Total	39,155	52,122	55,340	16,185	852	1.8%
Pueblo County	141,854	159,496	168,110	26,256	1,382	0.9%
Colorado	4,338,785	5,050,332	5,763,976	1,425,191	75,010	1.5%

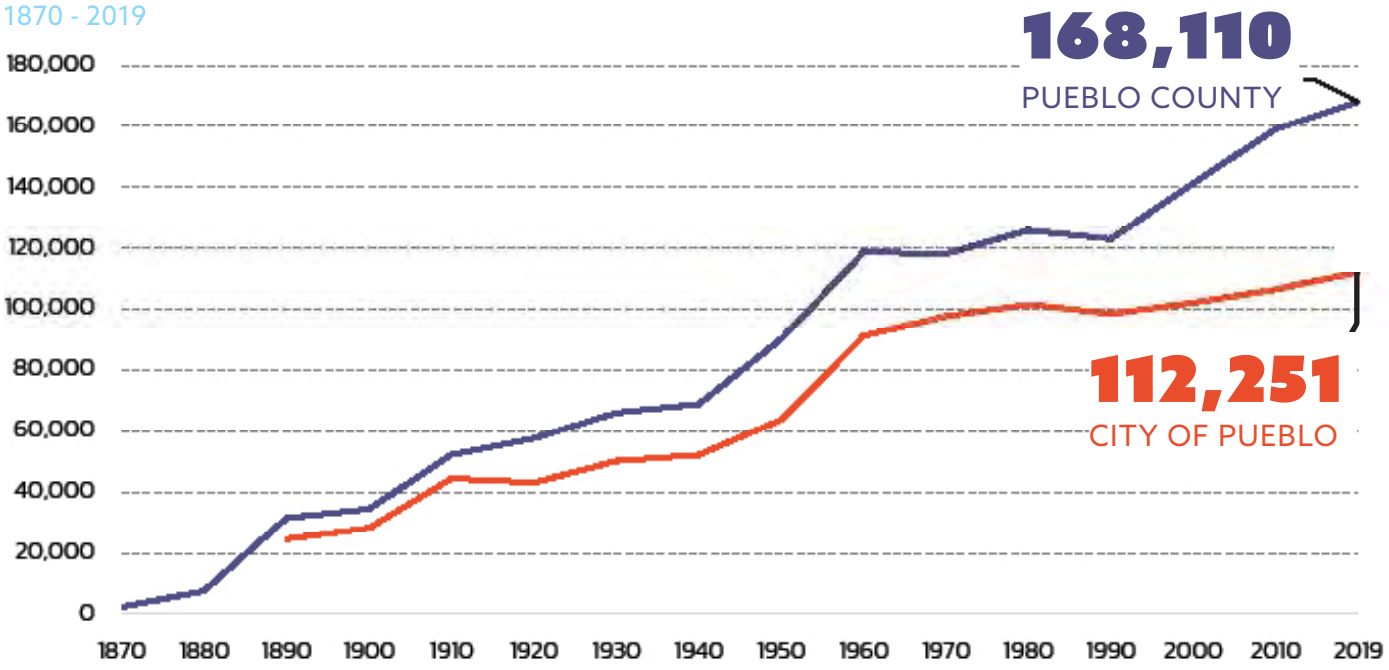
Population 1870 - 2019

In 2019, Pueblo County has 168,110 residents, approximately two-thirds of whom reside within the City of Pueblo. Over time, the City accounts for a decreasing share of Pueblo County's population, as Pueblo West captures a greater share of population growth. Overall, the County has been adding 9,047 new residents per year since 2010.

168,110
PUEBLO COUNTY POPULATION

.9%
ANNUAL GROWTH RATE

Pueblo City and County Population[2]
1870 - 2019



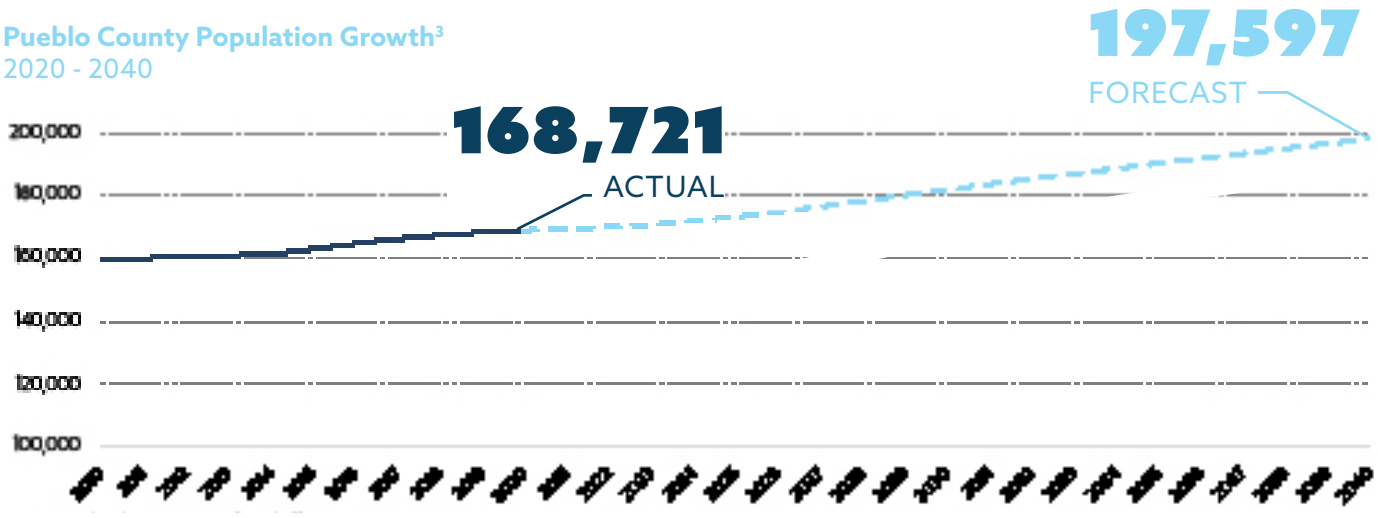
Current Population

There are 168,110 residents in Pueblo County in 2019. Of those, 112,251 (67 percent) live in the City, and 55,340 (33 percent) live outside City limits. Pueblo West is the fastest growing area in the County, increasing annually by 3.4 percent, while the City grows at 0.5 percent annually. Colorado City is growing at a rate of.9 percent per year, while other small, outlying communities in the County have maintained their populations without growing larger. Taking all communities into account, the County's overall rate of growth between 2000 and 2019 has been 0.9 percent.

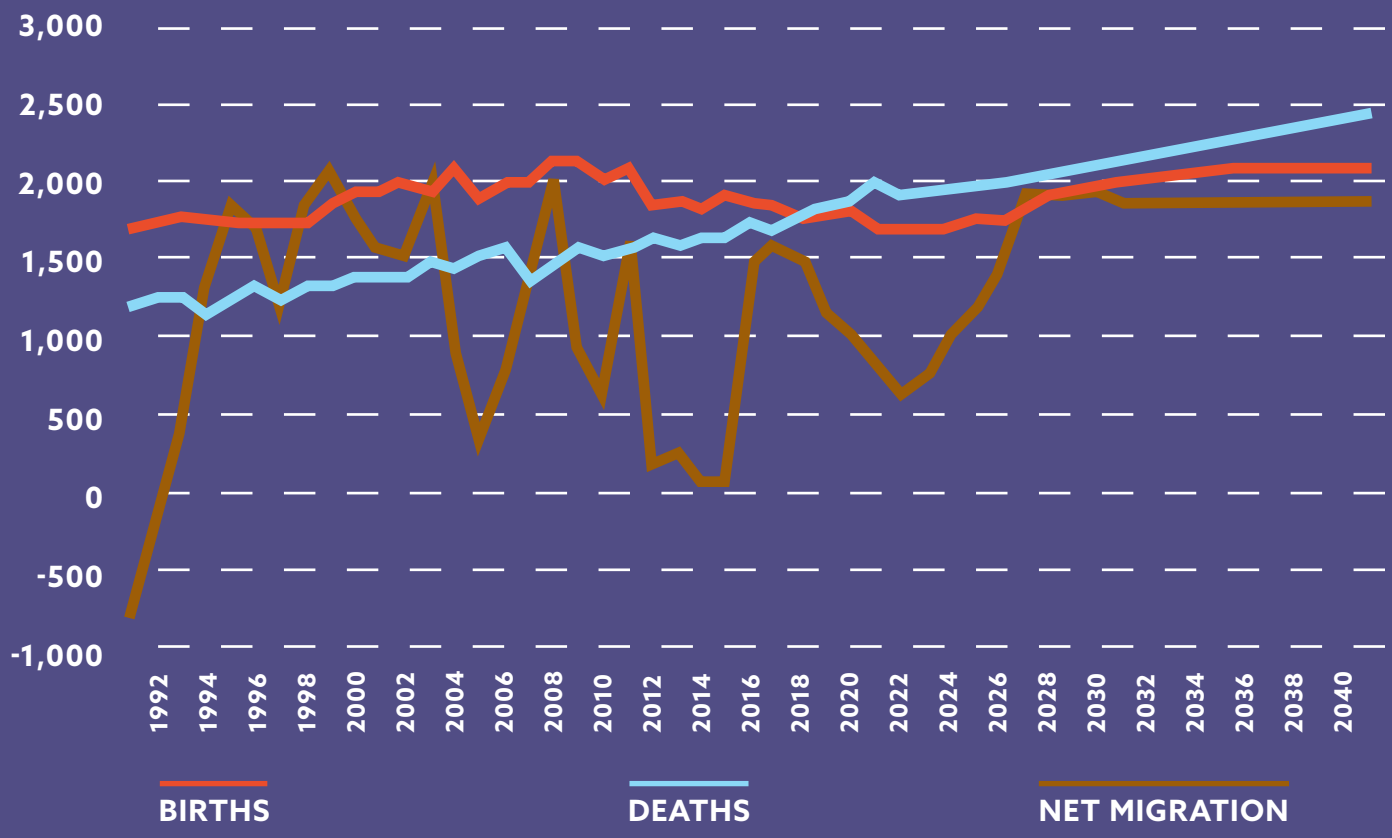
Population Forecast

From 2020 to 2040, the County's rate of growth is anticipated to continue at a steady rate, similar to the rate of increase between 2000 to 2019. Overall, the County will add approximately 29,000 new residents by 2040. This is 1,462 new residents per year, or an annual growth rate of 0.8 percent.

Pueblo County Population Growth[3]
2020 - 2040



Pueblo County Births, Deaths, and Migration[4]
1990 - 2040

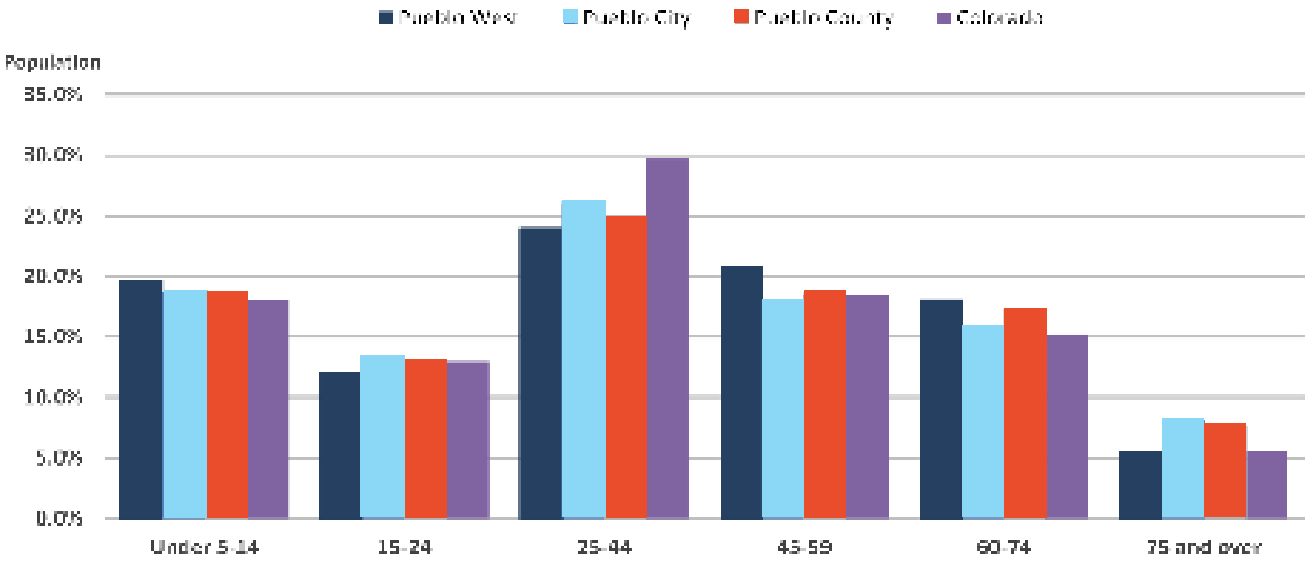


FACTORS DRIVING PUEBLO COUNTY'S GROWTH TRENDS

The County's rate of births has held relatively steady over the time frame from 1990 to 2020. The rate of deaths began to outpace births in 2016, and is projected to increase between 2020 and 2040. Migration has varied significantly over the time frame, dependent in part on economic cycles. Projected growth in the County is anticipated as a result of new residents moving into the area, which counterbalances the rate of births being lower than the rate of deaths.

DEMOGRAPHICS

Age Distribution by Population, 2019[5]



Age

The County's median age is 39.3 years. This is slightly lower in the City, at 37.7 years, and slightly higher in Pueblo West, at 40.4 years. The largest cohort is adults, 25-44, and the smallest is adults, 75 and over. The number of residents in the County under the age of 25 has decreased since 2010, and comprises 12-14 percent of the population, while the number of 60-74-year-old is the fastest growing segment of the population, increasing 3.5 percent annually.

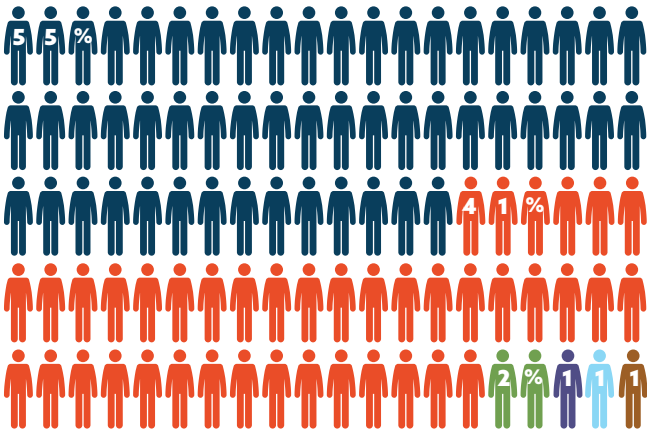
Racial/Ethnic Composition

Between 2010 and 2019, Pueblo County grew more diverse, with an increase of residents in both the City of Pueblo and Pueblo West identifying as Hispanic or Latino.

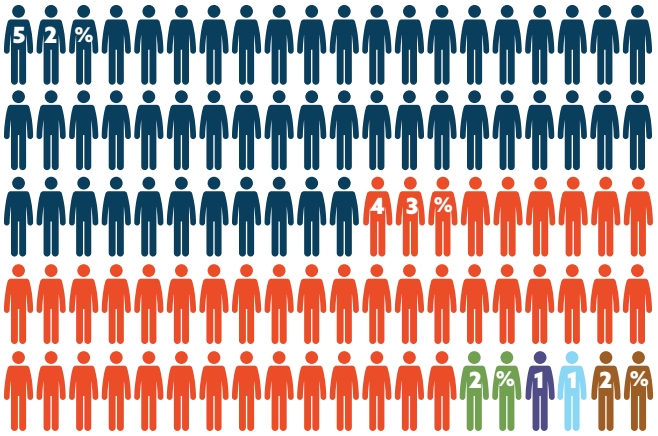
This increase in minority population is most pronounced in the City of Pueblo—already a majority minority community in 2010, when 52 percent of residents identified as minority or mixed-race. In 2019, that percentage has risen to 56, with Hispanic or Latino residents alone accounting for 51 percent of the City's population (up from 48 percent in 2010).

Though Pueblo West also saw a three percent increase in Hispanic or Latino residents, from 23 to 26 percent, it remains majority white, with 69 percent of residents describing themselves as White alone.

Race/Ethnicity Pueblo County, 2010[6]



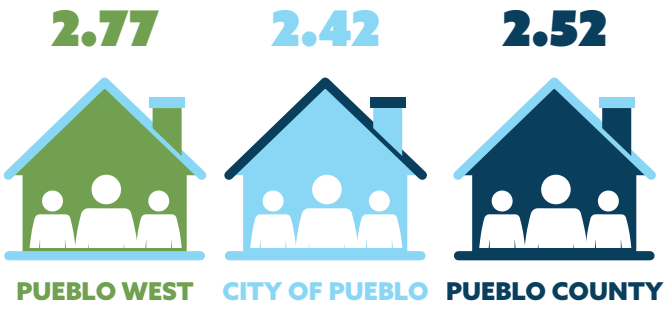
Pueblo County, 2019[7]



Household Size

In 2019, the average household size in Pueblo County is 2.52 people per household. Household size in the City is slightly smaller, with 2.42 people per household, while in Pueblo West the average household size is greater at 2.77 people per household. Household size did not change significantly in any jurisdiction between 2010 and 2019.

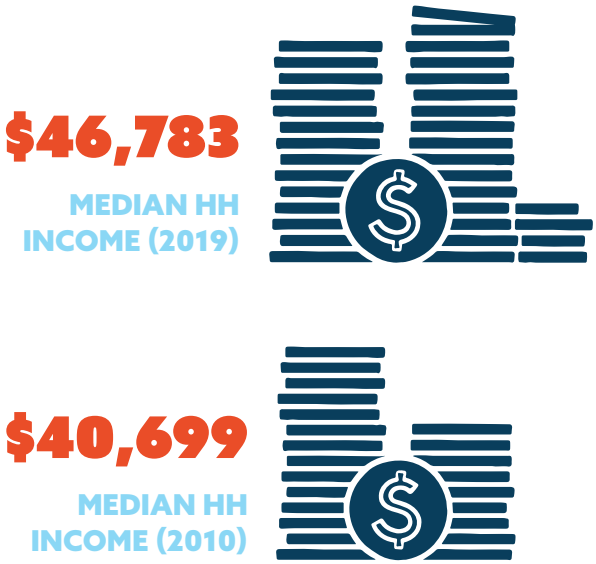
Average Household Size, 2010 and 2019



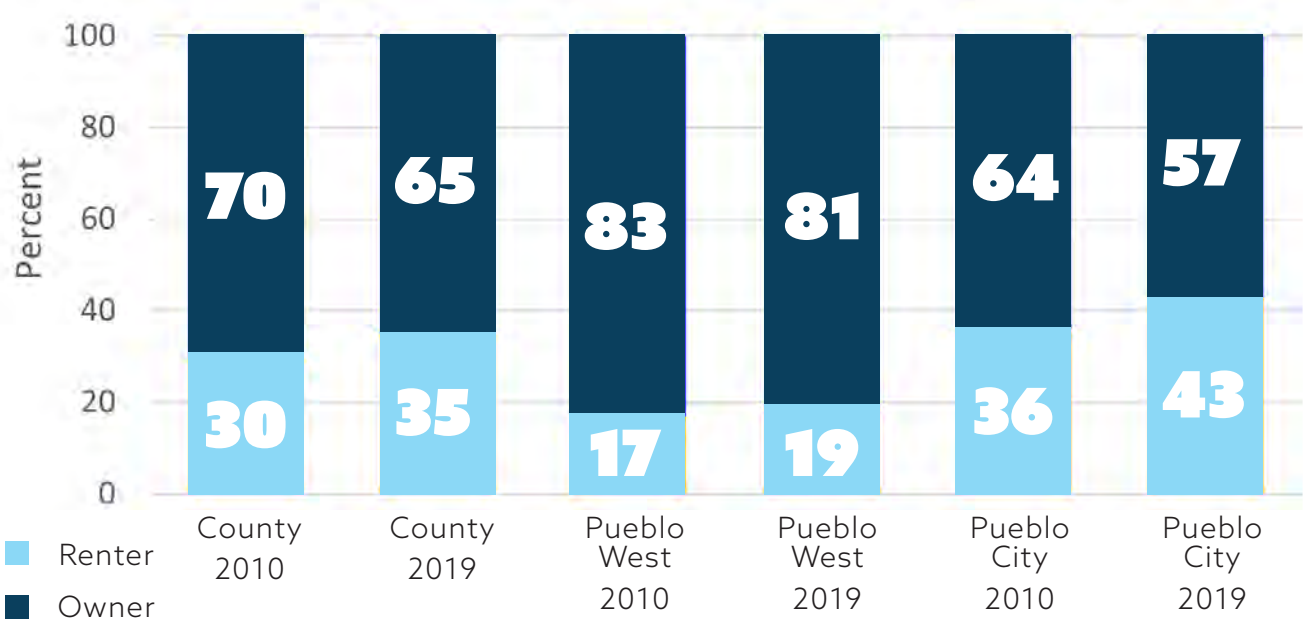
Median Income

The County's median household income in 2019 is $46,783. This is an increase of 15 percent over 2010, when the County-wide median income was $40,699. In both 2010 and 2019, the median in Pueblo West remained higher than the County wide median, which in turn has been higher than the City median. Pueblo West median income increased the most over the time period, rising 21 percent from $59,068 in 2010 to $71,553 in 2019. In the City, the 2010 median increased 18 percent, from $34,323 to $40,450 in 2019.

Pueblo County Median Income, 2010 and 2019[8]



Homeowners and Renters by Jurisdiction[9]
2010 and 2019



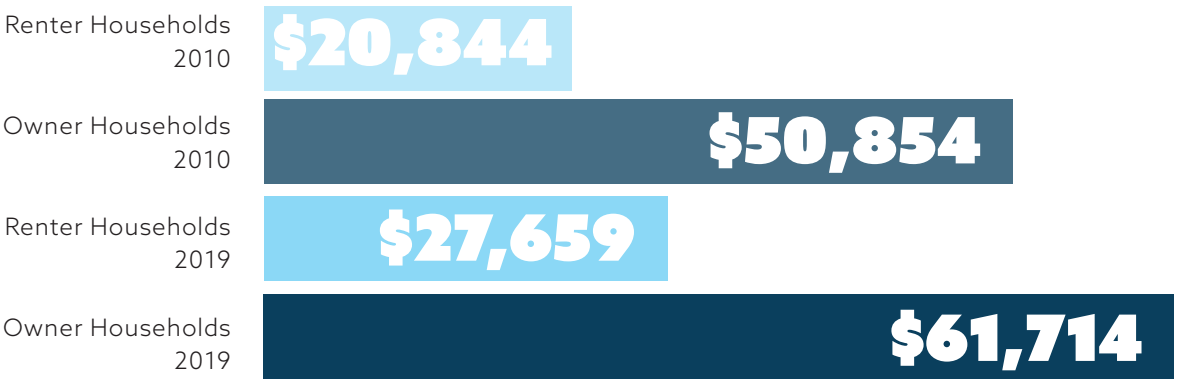
Household Tenure

In all jurisdictions, the rate of homeownership versus rental has declined from 2010 to 2019. Pueblo West has maintained the highest rate of ownership at 81 percent – well above the rate for Colorado as a whole at 65 percent. In 2019, this rate is only a slight decline from the 2010 rate of ownership, which was 83 percent. By contrast, the City of Pueblo's home ownership rate lags the state by 8 percent (57 percent for the City), and has declined by seven percent from 2010 to 2019. At a County level, the trends are the same: a decline in ownership levels between 2010-2019, at a rate between that of the City and Pueblo West.

Household Income by Tenure, 2010 and 2019

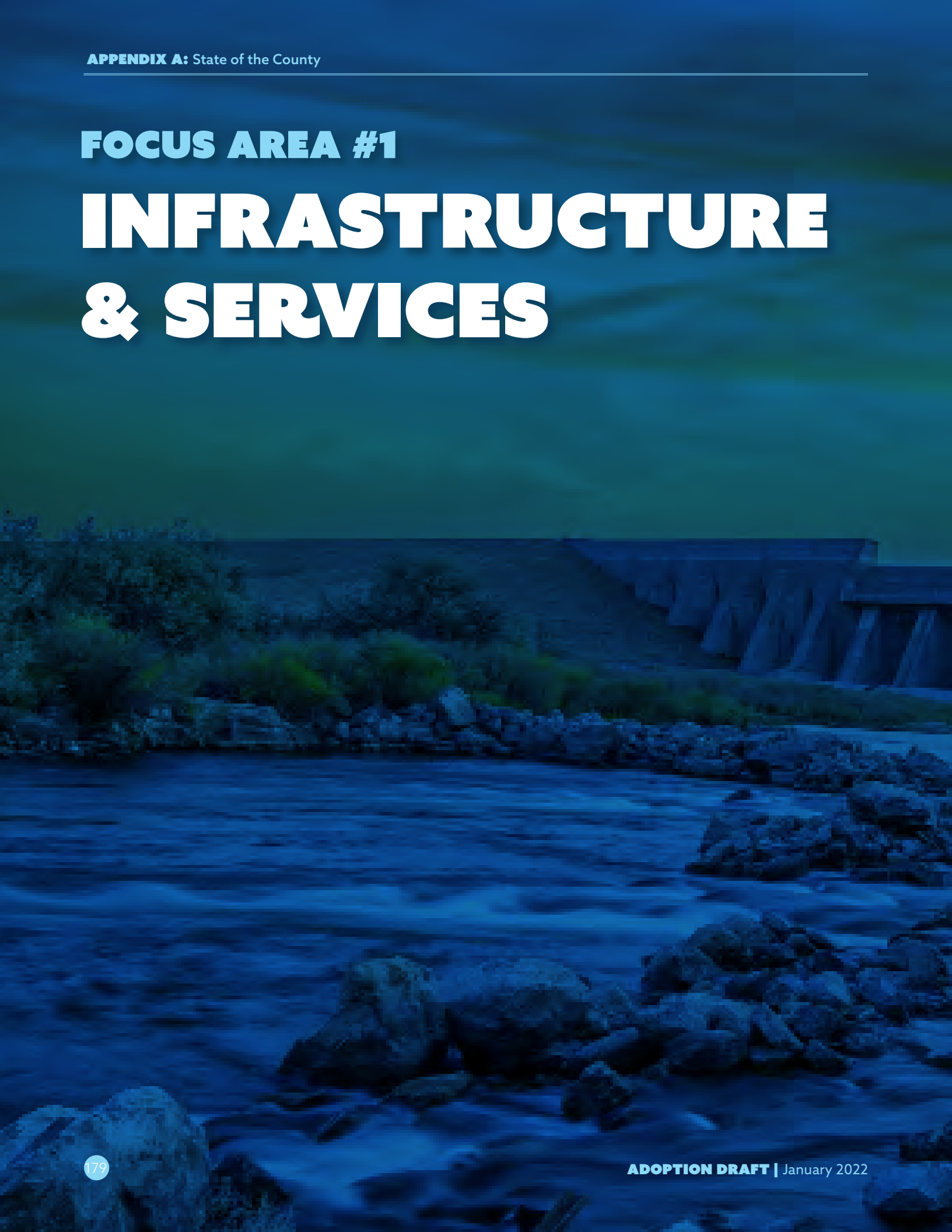
A persistent income disparity exists in all jurisdictions between the median income for renter households, and the median income for homeowners. At the County level in 2010, the median income for renters was $30,010 less than that of homeowners, and that disparity increased to $34,055 in 2019. This discrepancy in renter median income versus homeowner median income increased in all jurisdictions from 2010 to 2019, where it is now a difference of $30,208 per year in the City, and $30,728 per year in Pueblo West.

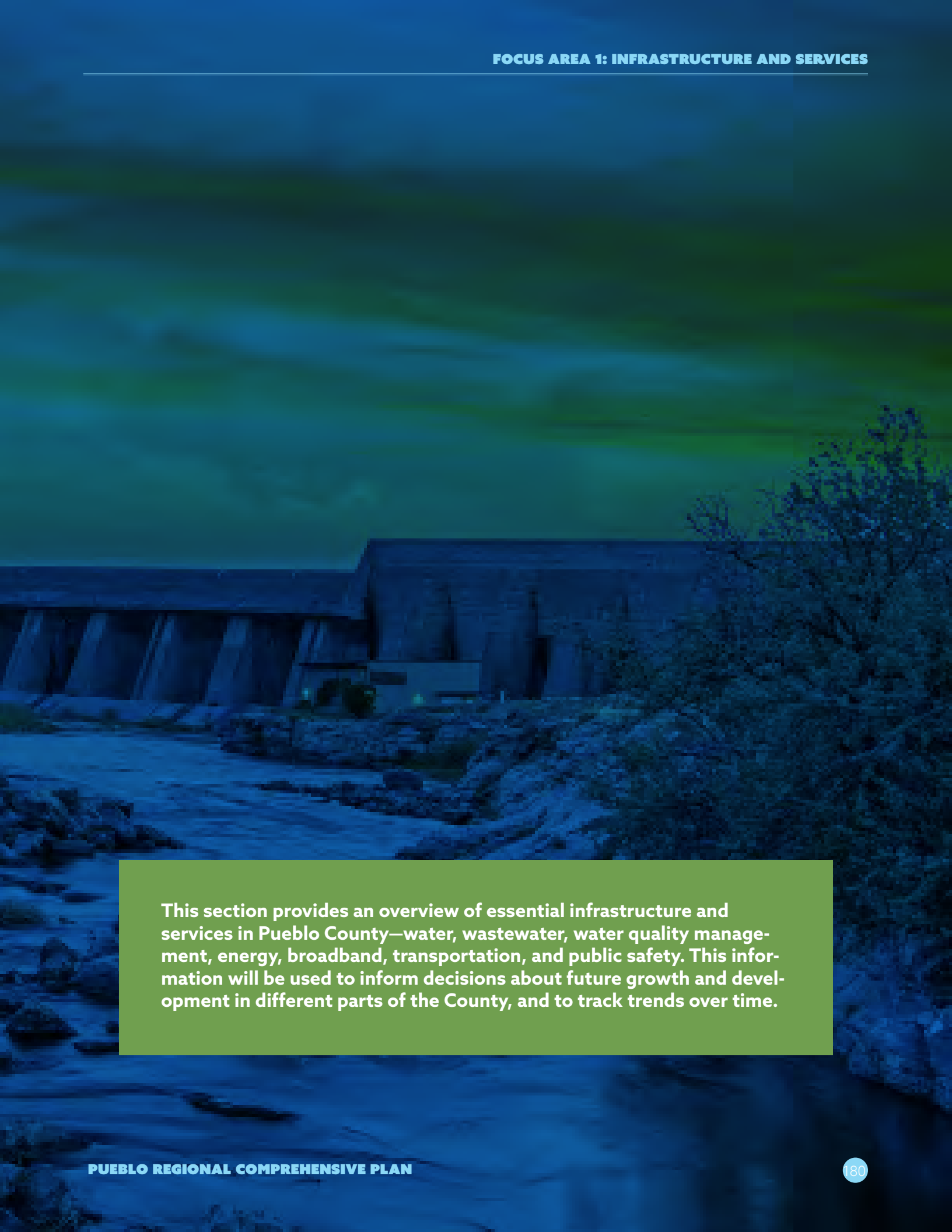
Pueblo County Median Income by Tenure[10]
2010 and 2019



FOCUS AREA #1

INFRASTRUCTURE & SERVICES





This section provides an overview of essential infrastructure and services in Pueblo County—water, wastewater, water quality management, energy, broadband, transportation, and public safety. This information will be used to inform decisions about future growth and development in different parts of the County, and to track trends over time.

WATER AND WASTEWATER

Pueblo County residents are currently served by seven individual water service districts, some of which also provide wastewater service. Residents outside these service districts typically rely on individual wells and septic systems. A brief overview of each provider's service area, current and projected service levels, and usage parameters is summarized below.

City of Pueblo

Water[11-12]

The Pueblo Board of Water Works (Pueblo Water) provides domestic water service to approximately 68% of Pueblo County's population.

Service Area. Pueblo Water's service area generally aligns with the City of Pueblo limits.

Current and Projected Service Levels. In 2018, Pueblo Water provided service to 112,000 people through 40,027 taps, and projected the ability to serve a population of 300,000. Pueblo Water obtains supply from several sources, and possesses very senior rights dating back to the late 1800s on many of these sources. Additionally, in 2009, Pueblo Water purchased a 28 percent share of the water in the Bessemer Irrigation Ditch. Water Court approval was obtained in 2019, but there are additional steps that need to be taken prior to the water being available for municipal use - re-vegetation and dry-up of the historically irrigated land. It is anticipated that the 28% share of Bessemer Ditch water will continue to be used for irrigation until it is needed in the City.

Current and Projected Water Use. Demand decreased over the past decade due to conservation efforts and increased use of water-efficient appliances. However, Pueblo Water anticipates an increase in demand over the 20-year planning horizon as a result of population growth and the effects of climate change. The extent of increased demand as a result of climate change is difficult to predict, but is related to both the possible rise in temperature and a decrease in precipitation levels. Even accounting for a measure of increased demand, Pueblo Water projects sufficient supply to support new development. Pueblo Water is in the process of creating a Water Conservation Plan (currently under review) to identify ways to offset anticipated increases in demand.

Water Demand in Acre Feet, 2019[13]

Sector	Pueblo Water	Pueblo West
Agriculture	20K	--
Industrial	12K	--
Municipal/Residential SF	12.6K	3.2k
Municipal/Residential MF	2.4K	153
Municipal/Commercial	7.5K	658
Irrigation of parks and other public spaces	3K	--

Gallons per capita water demand, 2019[14]

	Pueblo Water	Pueblo West
Residential	122	--
System wide	207	158
% Target for Conservation	TBA	7% of 158

Distribution System. The extent of the existing distribution system does not correspond with the larger boundaries of the service area. This may act as a constraint to development in areas not yet served by the system, and expansion is costly. Further, any possibility of expanding the system must be balanced against the on-going expense of repairing and replacing the existing, aging mains.

Water Quality.[15] Pueblo Water routinely monitors for contaminants in the drinking water system in accordance with federal and state laws. The most recent reporting period showed no violations, significant deficiencies, or formal enforcement actions.

Stormwater[16]

The City of Pueblo Stormwater Utility Division is responsible for providing services necessary to meet the requirements of the Clean Water Act and to implement all required provisions of the National Pollutant Discharge Elimination System (NPDES) Phase II Program. The Division also conducts education and outreach programs design to raise awareness about run-off issues and surface water pollution prevention.

Wastewater[17]

The City of Pueblo Wastewater Department is responsible for collection and treatment of sanitary sewage within the City limits of Pueblo.

Capacity. The James R. Dilorio Water Reclamation Facility treats wastewater generated in homes, businesses, and industries throughout the City of Pueblo. In addition, sanitary wastes from the Blende, Salt Creek, and St. Charles Mesa sanitation districts as well as from septic tanks throughout Pueblo County are treated at the facility. Currently, the Facility is operating at 59 percent of its wastewater treatment and processing capacity. The need to expand capacity is not anticipated based on growth projections through 2040.

Treatment and Processing System. Ongoing improvements to the City's Water Reclamation Facility are being initiated to eliminate obsolete and aging infrastructure, and to decrease the quantity of selenium and sulfate discharged from the processing plant. Both of these substances are cited as impairing water bodies in the region's watershed.

Pueblo West Metro District[18]

Water

Service area. The Pueblo West Metro District (PWMD) water service area encompasses an area of approximately 31,000 acres, largely aligned with the PWMD's boundaries.

Current and Projected Service Levels. As of 2021, the PWMD provided 12,490 taps, approximately 68 percent of full build out (full build out projected at 18,373 taps). In projections over a 20-year time period (2016-2036), the PWMD anticipated having supply to serve new development at a projected rate of growth of 1.5 percent per year. Although the supply is projected to be sufficient for this rate of growth, two constraints may nevertheless limit new development.

Current and Projected Water Use.[19] Current supply would not be adequate to serve the PWMD at full build out, with a projected shortage of 800 acre feet per year, possibly by 2041. Any entity looking to develop the excluded lots would be responsible for obtaining additional water rights to augment the available District water supply and meet the demand created by the inclusion of the newly developed taps. Because the PWMD has limited opportunity to increase supply by obtaining new water rights, a Water Conservation Strategy was implemented in 2012 and updated in 2020. The Conservation program goal is to reduce demand by 9.9 percent between 2018 and 2038, an amount that would be adequate to cover the projected shortfall.

Distribution System. Expanding the existing distribution system is costly, and the ten-year Capital Improvements Projects plan allots limited funds for the extension of mains.

Wastewater[20-21]

Capacity. The PWMD's wastewater treatment facility is currently operating at 76 percent of its capacity.

Treatment and Processing System. To account for projected population growth over the next 20 years, the PWMD has begun planning for a $15 million expansion of its facilities from 2025 to 2030. In addition to greater processing capacity, the upgrade will enable the plant to comply with more stringent regulations regarding effluent discharge limits. The PWMD also recently brought 106 lots previously operating on-site wastewater treatment systems in the States Avenue development onto the municipal system, an expansion that will also accommodate further build out in this development.[22]

Colorado City Metro District

Water[23-24]

Service Area. The Colorado City Metro District (CCMD) water service area encompasses 8,017 acres, largely aligned with the District's boundaries.

Current and Projected Service Levels. In 2014, the CCMD was serving 1,005 connections. At that time, the peak demand from those connections was one fifth of the available supply, indicating sufficient capacity to support further growth in the area. However, in October 2020, the CCMD was losing up to 50 percent of its supply to leakage and aging infrastructure, causing it to turn to pumping groundwater from wells. Until funding for upgrades to the CCMD's delivery infrastructure is secured, and upgrades are completed, growth potential is limited.

Source Water Protection. The CCMD draws its water from Greenhorn Creek (as does the Town of Rye, with 100 connections), Cold Spring, and five groundwater intakes. In 2014, the CCMD and the Town of Rye worked with stakeholders to develop the Greenhorn Valley Source Water Protection Plan. The Plan identifies potential sources of source water contamination and identify strategies to protect the health of the water supply.

Wastewater[25]

Capacity. The CCMD has reached the limits of its capacity to treat wastewater, necessitating immediate initiation of construction to expand capacity. Operating at close to 100 percent capacity puts the plant at risk of exceeding its effluent discharge permit limits.

T**reatment and Processing System.** PACOG projects that if construction of expanded capacity is not complete within three to four years (by 2024), the Colorado Department of Public Health & the Environment may prevent the CCMD from offering new taps, which could prove a serious constraint to any growth or expansion, particularly on subdivided lots that are not large enough to allow an on-site wastewater treatment system.

St. Charles Mesa Water District[26]

Service Area. The St. Charles Mesa Water District (SCMWD), established in 1963, covers two service zones encompassing 65 square miles, with water drawn primarily from the Bessemer Irrigation Ditch and the Arkansas River. Zone 1 is east of Pueblo City limits, and south of highway 50. Its western boundary is just west of Aspen Lane, and it extends to the east past Wheeler Lane. (Avondale is not included in the service area.) The SCMWD added Zone 2 in 1999, by absorbing the Huerfano Water District.

Current and Projected Service Levels. The District serves approximately 11,000 residents through 4,320 taps. Though 95 percent of the taps serve residential uses (3,853 of the total), the largest users of water are institutional customers, including the School District, which uses water for irrigation of lawns. Requests for new service in Zone 1 are required to provide shares in the Bessemer Ditch sufficient to cover anticipated use, or purchase sufficient shares from the District's Water Bank. Instituted in 2006, the Water Bank held 500 shares, and potential new residential customers without existing rights could buy one share to connect to the St. Charles system (connection requests for non-residential uses would likely require the purchase of more than one share per connection). Since 2006, the District has sold approximately 70 shares, leaving 430 remaining in the bank to accommodate new connections in the service area. In 2009, the amount of available water was greater than twice the demand. The modest rate of share purchases for new connections over the past 15 years seems to indicate that there is still significant unused capacity that can accommodate growth in the District's Zone 1 service area. To further preserve available supply and reduce demand, the District has also had a conservation plan in place since 2009.

In Zone 2, an area west of the Huerfano River, south of the Mesa, and encompassing Huerfano Lake and Fields Road, there were 152 existing taps, and a moratorium on new taps in the Zone. Share purchases from the water bank are not available in Zone 2.

Avondale Water and Sanitation District

Water

Service Area. Avondale Water and Sanitation District was established as a special service district in 1968 to serve the unincorporated town of Avondale, about 15 miles east of the City of Pueblo.

Current and Projected Service Levels. The District manages 278 taps, serving approximately 1,023 people.

Wastewater

Current and Projected Capacity. Though Avondale has seen its population expand and contract over the past decade, its wastewater facility presently operates at only 54 percent of capacity. Spare processing capacity should enable the sanitation district to accommodate a range of growth projections, without the need to expand or upgrade the current facility over the 20-year planning time frame.

Town of Boone Sanitation District

Water

Service Area. The Town of Boone Water and Sanitation District serves the town's approximately 350 residents.

Current and Projected Service Levels. In 2020, the Town managed 140 service taps, serving 343 residents. Residential growth generally in alignment with the County rate of roughly one percent per year does not indicate any large or immediate increases in service demand.

Source Water. The town's current sources are two springs (a prior well field source dried up). The 2014 and 2015 reclassification of the springs as ground water under the direct influence of surface water (GWUDI) entailed the need for surface water treatment to comply with an Enforcement Order from the Colorado Department of Public Health and the Environment (CDPHE). In 2020, the town is in the process of switching to a new source for water supply, an alluvial well drawing Arkansas River water. Part of a larger Arkansas Valley Conduit project, the conduit is anticipated to reach Boone in 2023, enabling switchover to the new source. Concurrent distribution system upgrades, such as replacing asbestos-cement piping segments, are also underway.

Wastewater

Current and Projected Capacity. The facility currently operates at 42 percent of its capacity. Projected population growth does not indicate the need for an upgrade of the existing facility within the 20-year planning horizon.

WATER QUALITY MANAGEMENT

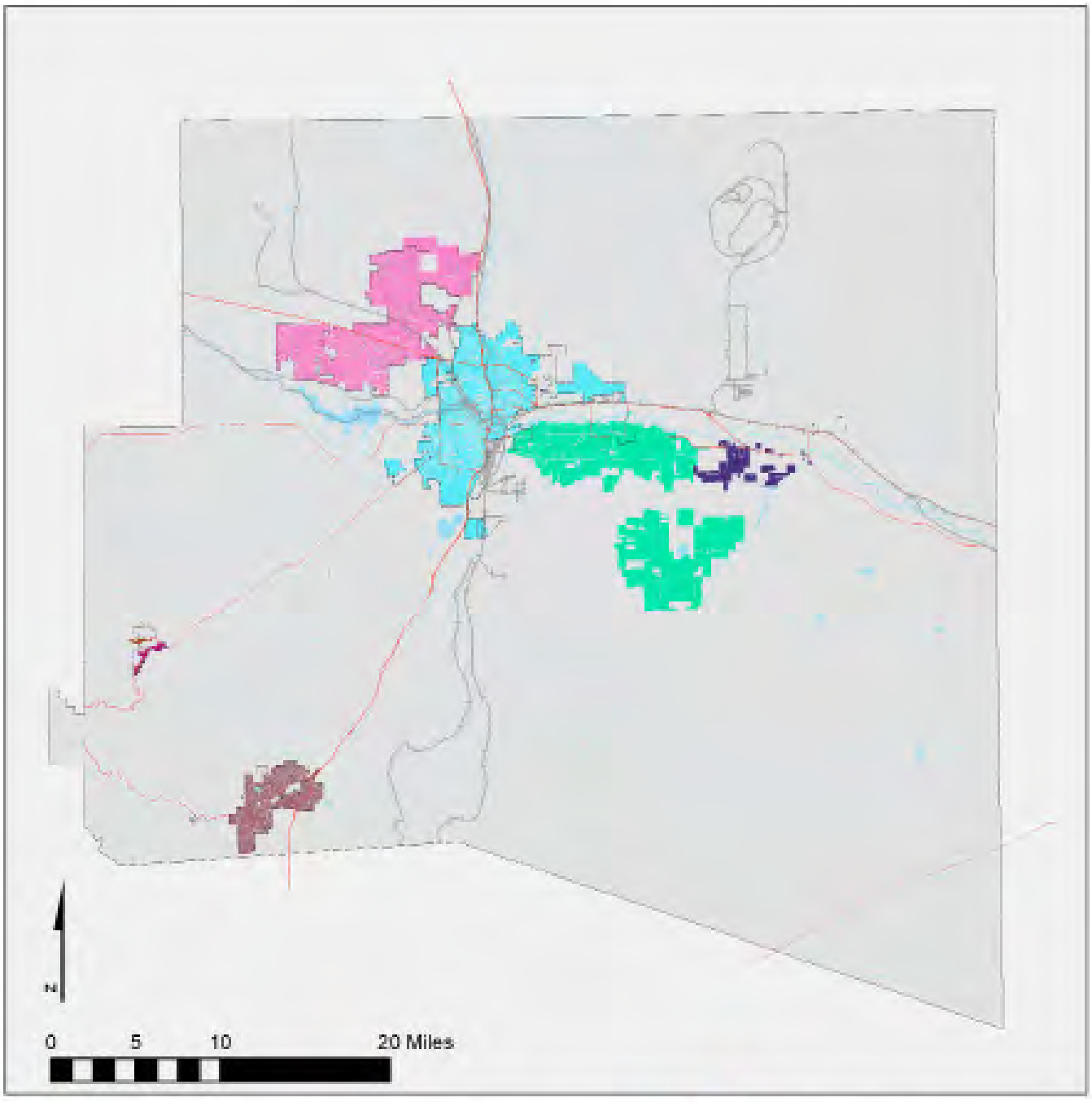
Pueblo 208 Water Quality Management Plan. PACOG is responsible for the preparation and administration of the Pueblo 208 Water Quality Management Plan (208 Plan), a requirement under Section 208 of the Federal Clean Water Act. The first 208 Plan for Pueblo County was adopted in 1977 and has been updated periodically since, most recently in 2020. The 2020 Water Quality Management Plan identifies water bodies within Pueblo County that are impaired and provides system boundaries and permit specifications for the six wastewater dischargers in the County.

Future active participation in the 208 Plan relates to monitoring and education of non-point source pollution contributions to the Arkansas River and Fountain Creek. The following issues were identified in the 208 Plan:

- On-site wastewater treatment system (OWTS) failures;
- Agricultural dispersion of nitrogen through use of fertilizers; and
- Conveyance of nitrogen, phosphorus, and E. Coli through irrigation ditches.

Impaired Waters: The majority of impaired waters are in the eastern half of the County. Impaired waters include segments of the Arkansas River, Fountain Creek, St. Charles River, Huerfano River, and Greenhouse Creek. Selenium, naturally dissolved from Pierre shale, is a prominent cause of impairment that the City of Pueblo has been working to mitigate, while other causes include E. coli, sulfate (SO4), iron (Fe), temperature, manganese (Mn), arsenic, and ammonia. Upcoming changes in regulations will also require treatment for phosphorous and nitrogen, both widely present in fertilizer, such that agricultural runoff will present a concern in managing the levels of these components. Maintaining acceptable total maximum daily loads, and avoiding exceeding effluent discharge limits, may require upgrades to current systems.

Water Service and Drainage Basins
Pueblo County



ENERGY

Three providers in Pueblo County provide electric and natural gas service. All three providers have been actively working with the County, City, and other stakeholders to increase energy efficiency and help the region achieve its goal of transitioning to 100 percent renewable energy sources by 2035. This commitment was formalized through resolutions made by the City of Pueblo in 2017 and Pueblo County in 2018.

Black Hills Energy

Black Hills Energy is the primary provider of electricity in Pueblo County and serves nearly 99,000 electric customers in 24 communities across the region. Black Hills Energy operates one of the cleanest electric generation fleets in Colorado today, serving customers with 100% renewable energy and natural gas-fired generation. Since the retirement of its last coal-fired plant in 2012, Black Hills Energy has added multiple community solar gardens across the region along with three Southern Colorado wind farms to its system– Peak View, Busch Ranch I and Busch Ranch II – which together deliver 150 megawatts (MW) of energy capacity to customers.

Black Hills Energy's Renewable Advantage plan to add more low-cost renewable energy to its system is moving forward, offering $66 million in customer savings over 15 years and $178 million in direct and indirect economic impact along with significant environmental benefits. When the 200-MW utility-scale solar project comes online in 2023, more than 50% of Black Hills Energy's total generation mix will come from renewable sources, leading to a 70% emissions reduction by 2024, compared with 2005. This puts the company on track to achieve the state's requirement of an 80% emissions reduction by 2030 several years ahead of schedule.

To support customers' growing energy needs and empower economic development in Pueblo West and the surrounding communities of Penrose and Canon City, Black Hills Energy is advancing its Reliability Upgrade Project for Southern Colorado. This transmission infrastructure project will support the continued delivery of safe, reliable energy for customers, while enhancing the integrity of the existing power grid and supporting new growth on the system with needed capacity.

Xcel Energy

Xcel provides electric service in the County, and is the largest provider of gas service. To support the implementation of the Community Energy Plan, the company has a memorandum of understanding with the County, describing how it will provide support for accomplishing plan goals, to include project management, communications assistance, and tracking and measurement. EVRAZ, which is the first solar-powered steel plant in the country, is Xcel's largest customer, and in 2016 the company worked in partnership to establish the Comanche Solar Project, the largest solar farm east of the Rockies, which is capable of 120 megawatts of generation capacity.

San Isabel Electric Association

San Isabel Electric Association is a member-owned cooperative that provides service to 24,000 customers in parts of Pueblo County. The cooperative emphasizes increased energy efficiency, and expanded reliance on solar power.



RELATED PLANS AND STUDIES: ENERGY

2020 Community Energy Plan

Pueblo County, in partnership with Xcel Energy and the Southern Colorado Energy Collaborative, convened a diverse group of stakeholders, to create a Community Energy Plan. The Plan outlines a variety of strategies move the Pueblo County community toward its energy efficiency and resiliency goals. Strategies address the need for assistance to the County's lower income communities; business engagement in energy efficiency rebates and programs; alignment of workforce, education, human service, and economic development policies with energy transition goals; and investing and showcasing energy efficiency, renewable energy, and innovative energy technologies at Pueblo County facilities.

Pueblo County Electric Vehicle Readiness Plan (2020)

Pueblo County embraced an ambitious vision to be a leader in the adoption of electric vehicles (EVs) in the State of Colorado to reduce greenhouse gas emissions and improve sustainability in Pueblo County and throughout the state. The Pueblo County Electric Vehicle Readiness Plan establishes an EV vision and goals for the County, expands collaboration with a broader range of stakeholders to be active partners to facilitate broader EV adoption, identifies national and regional barriers (based on stakeholder engagement and survey responses) to EV adoption and strategies to overcome them, provides regionally focused strategies to educate the public about EVs, and provides recommendations about the siting and possible funding of EV charging infrastructure.

In accordance with the state's clean energy policy objectives, Black Hills Energy's transportation electrification plan is now pending final approval from the Colorado Public Utilities Commission. Targeted for implementation in July 2021, the Ready EV plan would provide customer rebates to significantly lower the cost of electric vehicle charging equipment, establish rate options that could lead to bill savings, and expand the commercial infrastructure needed to make EV charging more accessible to Southern Colorado drivers.

Through an extensive stakeholder engagement process, Black Hills Energy designed an innovative framework for its Ready EV plan with sensitivity to customer rate impacts and inclusivity while carefully balancing the interests of customers, policymakers, the environmental community and community advocates.

BROADBAND COVERAGE

The primary internet service providers in Pueblo County are Xfinity, CenturyLink, AT&T, SECOM, and HughesNet. U.S. Census data from 2019 indicate that 76 percent of households in Pueblo County have a broadband internet subscription. The remaining 24 percent of households could have slower internet connections, or no in-home connection at all. While there have been recent expansions of broadband networks in some parts of the County, the speed of service offered still varies between providers. Gaps in cellular coverage also exist in some areas.

TRANSPORTATION

The Pueblo Area Council of Governments, working in cooperation with the Colorado Department of Transportation (CDOT), is the Metropolitan Planning Organization charged with short- and long-term transportation planning in the Pueblo region, as required by federal statute. The City's Public Works Department is responsible for maintenance and expansion of local streets within City limits. CDOT is responsible for maintenance of federal and state highways traversing the region including I-25, U.S. 50, SH 45, SH 47, SH 78, SH 96, and other roads in CDOT-owned right-of-way.

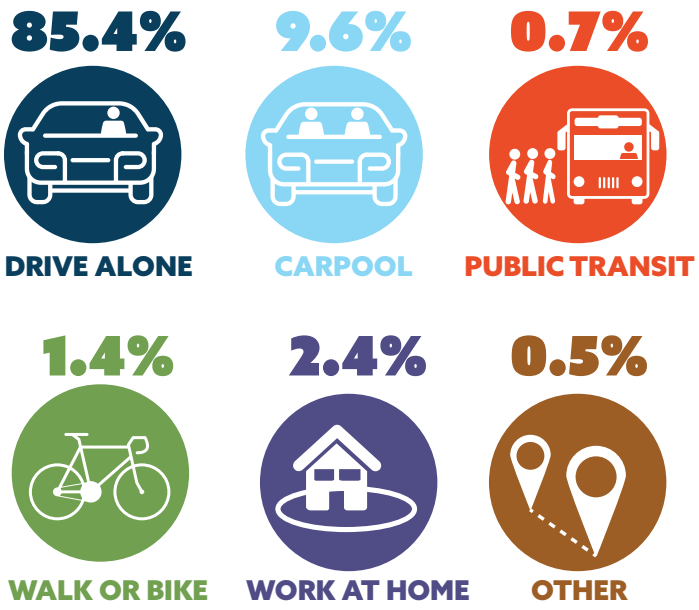
Mode Split and Commuting Trends

Mode Split

According to the 2045 Long Range Transportation Plan (LRTP), between 2014 and 2018, the percent of people who drove alone increased, while all other modes of transportation declined in share, as did the percentage of those who reported working from home.

Commuter Trends

Approximately one third of residents commute outside the County for work, while one third of the County's workforce commutes in to work from other jurisdictions (coming primarily from El Paso County to the north, and Fremont County to the west). 67 percent of workers live and work in the County, where the primary employment center is in and around the City of Pueblo. 95 percent of commutes are by automobile, with 85 percent driving alone – a percentage that has been increasing since 2014.



Residential Commuter Flow, 2017[27]

Description	Count	Share
City of Pueblo		
Living in the Selection Area	42,403	100%
Living and Employed in the Selection Area	23,222	55%
Living in the Selection Area but Employed Outside	19,181	45%
Pueblo West		
Living in the Selection Area	12,614	100%
Living and Employed in the Selection Area	1,184	9%
Living in the Selection Area but Employed Outside	11,430	91%
Pueblo County		
Living in the Selection Area	64,374	100%
Living and Employed in the Selection Area	43,175	67%
Living in the Selection Area but Employed Outside	21,199	33%

Road Network

As demonstrated by the LRTP mode split data, the County's road network provides the primary means of transportation around and through the region. Though congestion is an issue on some area roadways, a more widespread concern is the condition of the infrastructure.

In 2020, Highway 50 between the City and Pueblo West is the road segment with the most acute congestion, as measured during peak evening travel time. The LRTP notes that a lack of alternative connections exacerbates the extent of this congestion. Additionally, small segments of I-25 and SH 96 also experience afternoon/evening travel time congestion. Major improvements to this stretch of Highway 50 are underway, and anticipated for completion in 2022.

Referencing the LRTP's pavement condition assessment, both of the region's major thoroughfares, Highway 50 and Interstate 25 (I-25), fall below the 80 percent target for pavement in moderate or good (rated "high") condition. Additionally, there are several bridges on these roadways (and others in the City and County, notably the Union Bridge across the Arkansas River in Pueblo) whose condition is rated as "poor." Business Highway 50, traveling across the Mesa south of the river, scores 47 percent, while the segment of Highway 50 west of the City that bisects Pueblo West, scores 46 percent. I-25 is rated at 63 percent.

With funding secured, improvements to these road segments should be underway as part of the 2021-2024 Transportation Improvement Plan. Though improvements to Highway 50 west of the City may temporarily alleviate congestion issues, growth in population and concurrent roadway usage could eliminate any gains from these improvements. The extension of 24th Street from its current terminus to connect to Purcell Boulevard to the west is planned to provide a second connection between the City and Pueblo West. However, the planned extension is not part of the 10-year Capital Improvement project list and outside funding sources have not been identified.

Transit

Pueblo Transit provides public bus services to the City of Pueblo and its immediate vicinity. In 2017, weekly ridership was 4,600 passengers across all twelve routes. Service operates six days a week (no Sunday service) generally between 6 a.m. to 6:30 p.m. on weekdays with 30 or 60 minute lead times, and 8:30 a.m. to 6:30 p.m. on Saturdays with 60 minute lead times. The 2020 public health crisis necessitated a reduction in service, and reduction to fare revenue in this period (including the initiation of no-fare periods during the crisis) is likely to have on-going fiscal implications for public transportation in Pueblo.

A feasibility study was conducted by PACOG in 2017 in response to an ongoing interest in transit service by Pueblo West residents. The study concluded that Pueblo West did not yet have sufficient demand or community support for all-day fixed-route transit, but provided recommendations for targeted service enhancements in the near-term.

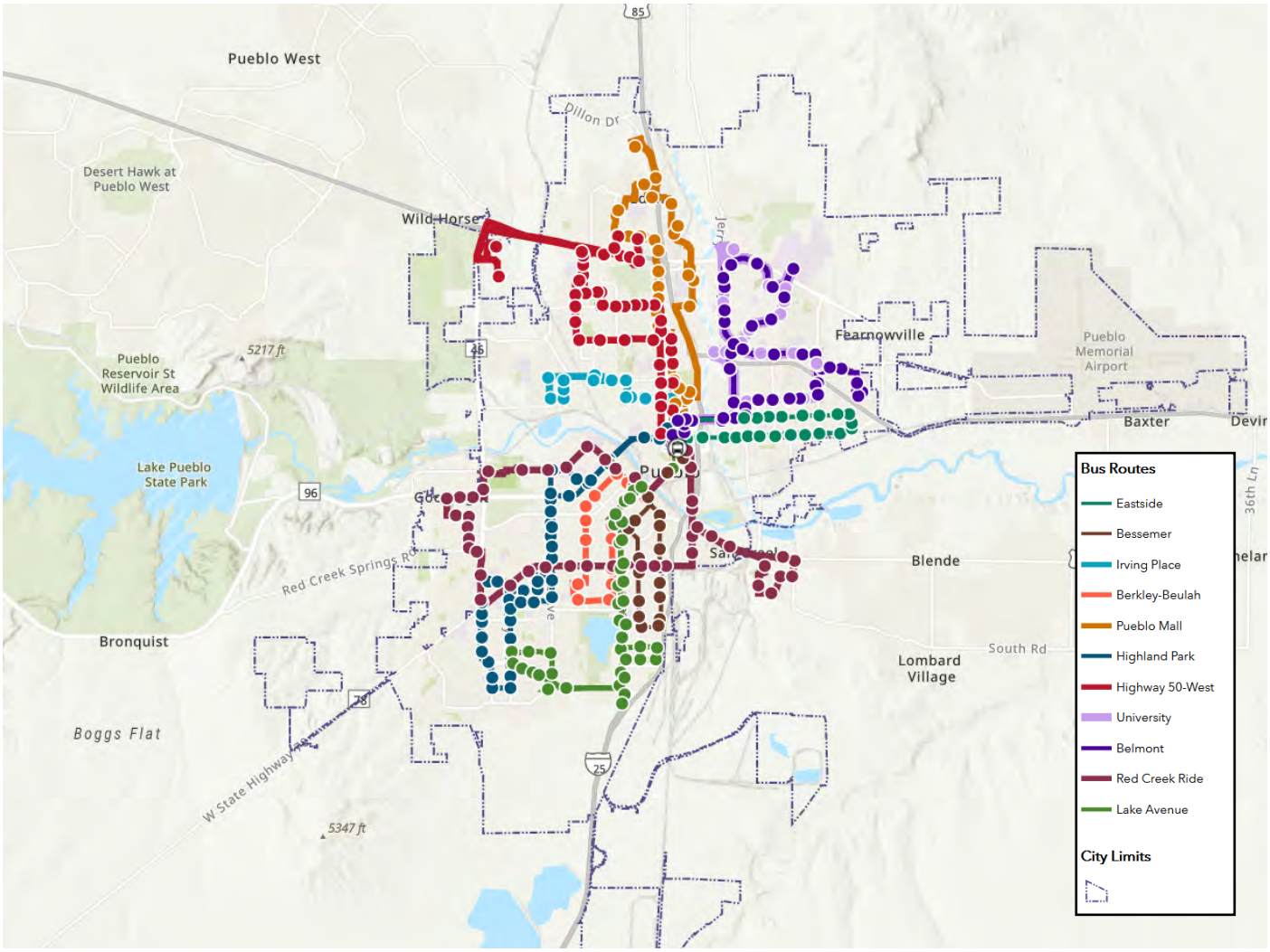
Multimodal Transportation

Biking/Walking

The LRTP recognizes the importance of providing an interconnected transportation network, where walking and biking are viable modes of travel, especially in the City. The LRTP has a top-level goal to "Support Multimodal Transportation," and expansion of the current network of sidewalks, bike lanes, and shared trails will be important. The City currently has over 24-miles of trails, which connect neighborhoods to destinations in the northern, eastern, central, southern, and western portions of the City. The trail system links directly with Colorado State University-Pueblo; El Centro del Quinto Sol recreation plaza, Runyon Field Sports Complex and lakes, Downtown Pueblo, Pueblo White Water Park, and Lake Pueblo State Park.

However, bicycle commuters are hampered by gaps in connectivity of current trails (linking Pueblo to Pueblo West), and also structural barriers, such as I-25, the railroad tracks, and Fountain Creek (separating the east side of the City from Downtown). Though improvements to the City sidewalk network are continually on-going, with upgrades for ADA-compliant curb ramp and installation of new sidewalk, there are issues with deterioration of old sidewalk, the need for expanded connectivity of the sidewalk network, and a focus on safety improvements.

Pueblo Transit System Route Map[28]



Rail, Freight, and Air

Though Amtrak has two existing routes in Colorado, Pueblo is currently not served by passenger rail. The possibility of a Front Range Passenger Rail service is one that could have extensive positive economic ramifications from Pueblo and other communities along such a line, which would extend from Fort Collins through Denver and Colorado Springs, on to Pueblo and as far south as Trinidad. While the feasibility of Front Range Passenger Rail Service in the region is still being explored, it may become a more concrete possibility over the twenty-year planning horizon.

Pueblo has important advantages in freight transportation, by being a center where major truck and rail routes intersect. Both BNSF and UP (the only rail line in the state that crosses the Continental Divide) pass through Pueblo, which also allows a connecting point to other short lines in the state. The interconnectivity of various means of freight transport is a significant advantage for the region in attracting industry that relies on such interconnections. Though the Pueblo Memorial Airport accounts for little of the freight movement in and around the region, it is an existing asset whose prominence in this capacity may grow as the region does. Finally, the presence of the Transportation Technology Center, Inc., which conducts research, development, testing, consulting, and training for railway-related technologies, is an asset unique to the region.



RELATED PLANS AND STUDIES: MULTIMODAL TRANSPORTATION

2045 Long Range Transportation Plan (currently under review)

The Pueblo Area Council of Government (PACOG)'s 2045 Long Range Transportation Plan establishes a 25-year vision for the Pueblo County's transportation system. Once complete, the LRTP will provide a list of priority transportation projects that meet current and future needs of the region. The draft LRTP was developed through technical analysis, public input and build upon previous plans to incorporate all types of travel including driving, biking, walking, public transportation, and freight.

Pueblo Regional Bicycle and Pedestrian Master Plan

The Pueblo Area Council of Governments (PACOG) – the metropolitan planning organization (MPO) for the Pueblo region – adopted a new bicycle and pedestrian master plan in December 2020. The plan generally recommends investments in infrastructure, maintenance, and education to improve connectivity, support walk-ability and bikeability, enhance safety for all users, and improve health and air quality in the region. The Plan supports related efforts to improve outdoor recreation, foster tourism activity, and improve public health and wellness.

2018 Colorado Freight and Passenger Rail Plan

Prepared by the Colorado Department of Transportation, the 2018 Colorado Freight and Passenger Rail Plan addresses current conditions, trends, and future plans for the state's rail system. Of particular relevance to Pueblo County, the Plan provides background on planning for future Front Range passenger rail service along the I-25 Corridor from Fort Collins to Trinidad.



PUBLIC SAFETY

City of Pueblo Police

The City of Pueblo Police department provides law enforcement services within City boundaries. In 2017, residents approved a tax that enabled the department to hire 24 new officers, bringing the force total to 231 sworn officers who patrol the four quadrants of the City.

Pueblo County Sheriff

The Pueblo County Sheriff's office provides law enforcement services outside Pueblo City limits. The Sheriff's office has 362 sworn full-time officers.

Fire and Emergency Response

Pueblo Fire Department provides fire and rescue service within Pueblo City limits. Pueblo West maintains its own fire department to respond within its service area, and provides support to commercial development adjacent to its service area through cost-of-service agreements.

Some outlying areas of the County have Fire Protection Districts, such as Pueblo Rural Fire, which covers the St. Charles Mesa to a point slightly east of 60th Lane, along with other volunteer fire departments in Beulah, Rye, and Red Creek in the western portion of the County, and Edison, Boone, and Fowler providing coverage to the east. Outside of these defined service areas the Pueblo County Sheriff provides limited support to ensure structure fires are properly extinguished from a health and safety standpoint, but does not have the capability of responding to fires for the purposes of protecting property. Hatchet Ranch is an example of a concentrated area of homes that does not fall within a defined fire service area.

KEY CONSIDERATIONS FOR THE REGIONAL COMPREHENSIVE PLAN

Infrastructure and services will play a critical role in defining where and how the region grows in the future. Key considerations highlight the importance of regional collaboration in planning for sustainable and resilient growth in Pueblo County:

Integrated land use and water resource planning

Ensuring Pueblo County's water supply is resilient in the face of increasing climate variability and vulnerability is a critical concern for the region's future. Pueblo Water, the Pueblo West Metro District, Pueblo County, and other service providers have taken steps to plan for severe drought scenarios and promote water conservation. However, the potential for water and land use planning conflicts has not been a focus until recently. To help shift the focus as part of the Regional Comprehensive Plan process, baseline information about the region's water supply and usage in this section will be used to inform discussions about future land use choices and potential policy and regulatory changes. The updated plan will contain a comprehensive water element to allow Pueblo County to grow in a sustainable way and support agricultural sectors that are critical to the region's economic growth.

Locating future growth to best capitalize on existing service capacity

Though there is ample land area to accommodate growth throughout the County, the cost of service provision will vary significantly by location. Many outlying areas in the County, along with potential or existing annexation areas on the fringes of the City, would require extension of service delivery networks or boundaries to serve, an option that may be cost-prohibitive in some locations. This consideration applies equally to possible water and sewer line extensions, as it does to surface transportation infrastructure such as roads, broadband service, and the need of expanded boundaries for supportive services such as police, fire, and emergency services. Evaluation of cost-efficient growth locations proximate to existing services and that pose logical and incremental expansion of existing service networks will be an important consideration moving forward.

Coordinated decision-making can support meeting renewable energy goals

Coordinated decision-making can support meeting renewable energy goals. Both the City and the County have adopted ambitious goals for reliance on renewable energy sources by 2035. The expansion of solar facilities in the area is a promising step towards achieving the 100 percent target, but close collaboration in planning among jurisdictions and service providers will be an on-going requirement to achieve the goal. This is another component where consideration of locations for growth – both for residential development and industry, including solar – is important. Land use decisions can help best situate solar operations where ancillary impacts to adjacent development are limited or mitigated, and where residential development can most efficiently benefit from existing transmission networks.

With abundant wind and solar resources, Pueblo and Southern Colorado have the potential to lead the nation in the adoption of clean energy development. Black Hills Energy is working in partnership with the City and County to make this ambition a reality through Renewable Advantage and the company's growing renewable energy portfolio. When completed, the 200-MW Pueblo County solar project will provide enough clean energy to power about 46,000 homes annually, assuring significant cost savings for customers while achieving long-lasting environmental benefits and economic vitality for the region for years to come.

In addition to utility-scale wind and solar, Black Hills Energy is reducing emissions and offering customers clean energy options through the development of community solar gardens with some of the capacity reserved exclusively for income qualified customers, removing barriers to participating in Colorado's move toward more renewables.

Another way to reduce emissions is to help customers reduce energy use through energy efficiency programs. Since 2009, Black Hills Energy has helped customers save more than 191 million kilowatt hours of energy which is the equivalent of removing more than 122,000 tons of carbon emissions from the air. In the past 10 years, the company has provided $25 million in rebates to customers when they purchase energy-efficient appliances.

Determining shared priorities for transportation network maintenance and expansion

Current plans acknowledge that the region is, and has historically been, dependent primarily on automobiles for travel. At the same time, there is a recognition and a growing desire to facilitate other modes of transportation. Biking and walking in particular are areas of focus, as they can lessen congestion pressure on the road network, and provide other health and cost benefits.

But, with limited transportation dollars, the region must balance maintenance and expansion of the road network with the expansion of multimodal options. Recent planning efforts have established priorities that can be confirmed as part of the Regional Plan process, and allow for region-wide assessment and prioritization of transportation improvements that offer shared benefits to users of the system. In addition,opportunities to support emerging modes of transportation (ebikes and scooters) through regulatory updates can also be explored.

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FOCUS AREA #2

GROWTH & DEVELOPMENT





This focus area provides an overview of existing land use patterns and future growth potential in Pueblo County based on the availability of vacant land and infrastructure, residential and non-residential development trends, and development feasibility. Data and information are provided for Pueblo County as a whole, the City of Pueblo and Future Growth Areas, and the Pueblo West and Colorado City Metropolitan Districts.

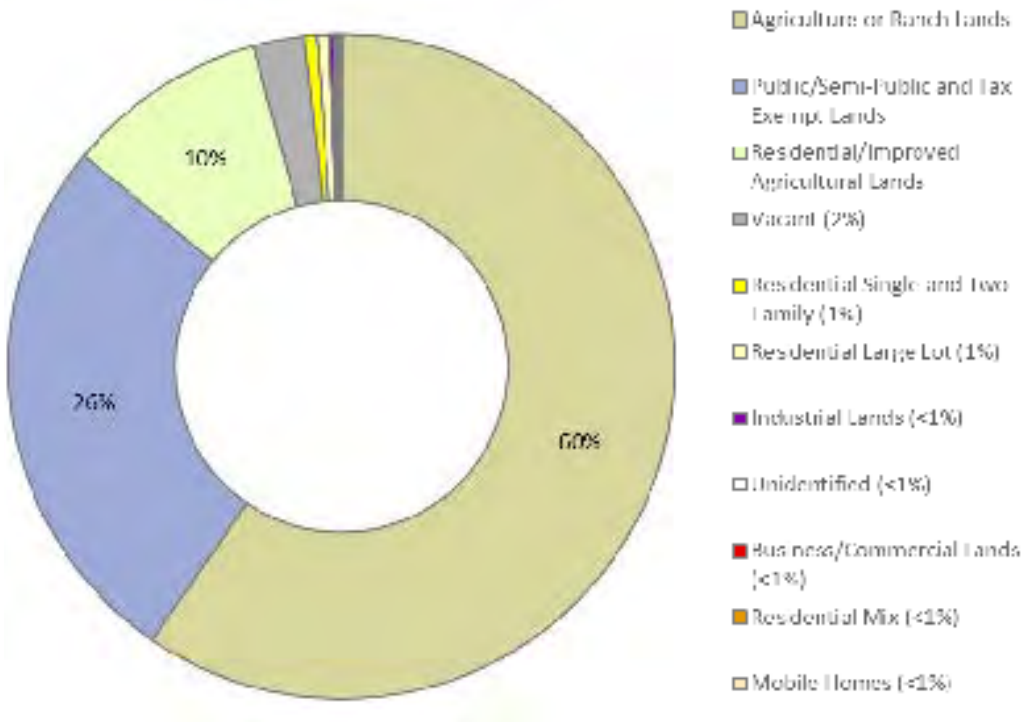
PUEBLO COUNTY

Land use characteristics and growth and development considerations for Pueblo County as a whole are provided below. While some growth and development potential exists in the towns of Boone and Rye and in other unincorporated areas of Pueblo County, that potential represents a negligible percentage of the County's land capacity and is not addressed in detail.

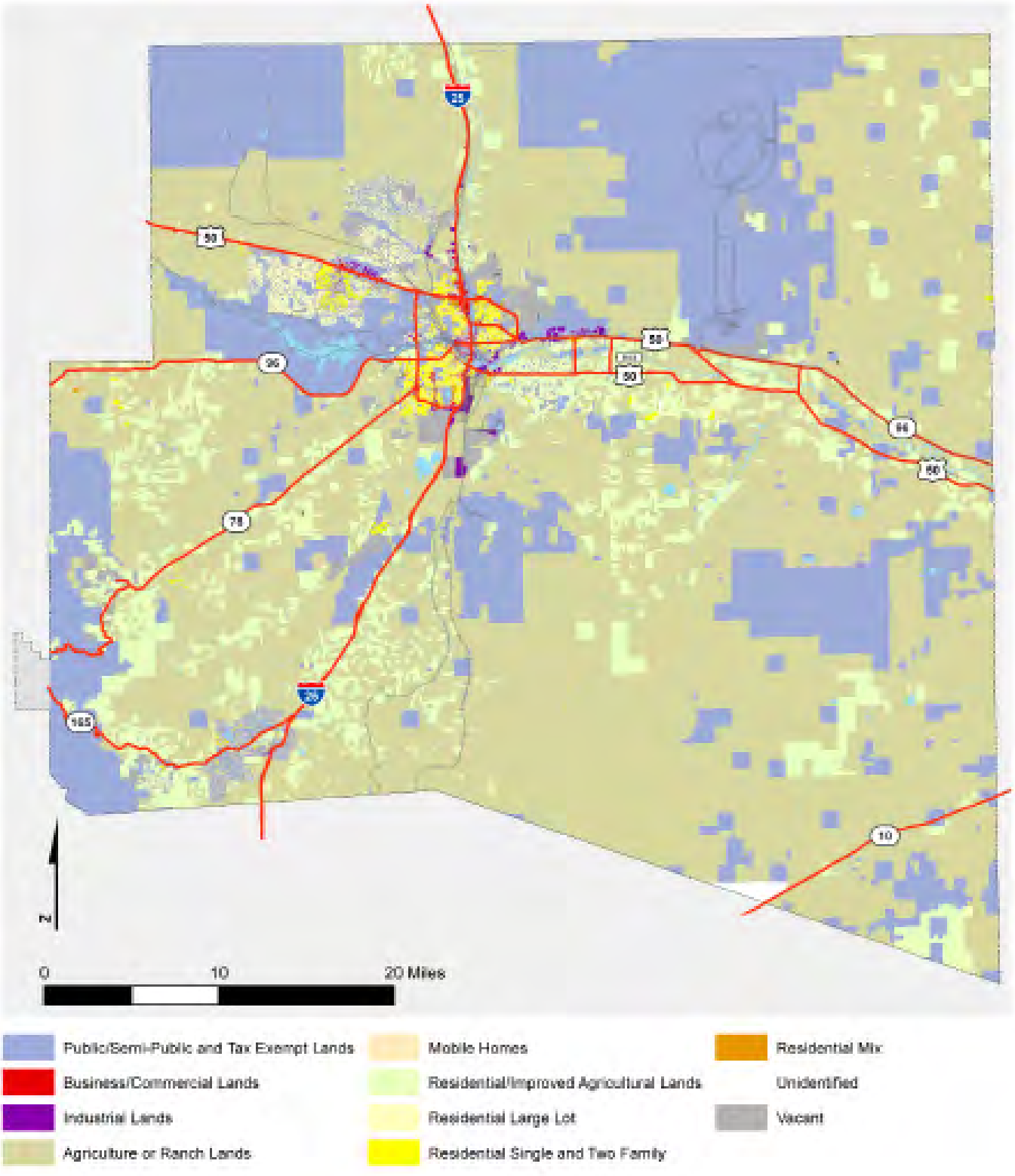
Existing Land Use

Most of the 1.5 million acres of land in Pueblo County is rural or semi-rural in character. Nearly 900,000 acres of the County's land is designated as agricultural and ranch land. Public or semi-public tax-exempt lands account for 396,852 acres. Major public or semi-public landholdings include Fort Carson, the former Pueblo Chemical Depot (PuebloPlex), State Land Board property, the Transportation Technology Center, Lake Pueblo State Park and Wildlife Area, and other properties owned by the City, County, or Metro Districts. Although some large lot residential development exists in unincorporated areas of the County, the majority of residential uses, commercial and industrial uses, and vacant lands are concentrated within or adjacent to the City of Pueblo, Pueblo West, and Colorado City. Altogether, residential land uses occupy 167,675 acres of the County's total land area. The combination of all other land uses in the County, including business/commercial lands and industrial uses, occupy 4,897 acres. Finally, 37,325 acres of land in Pueblo County is classified as vacant; however, not all of this land is planned for future development. See discussion of Land Capacity for Pueblo County as a whole for additional detail.

Existing Land Use[29]
Pueblo County



Existing Land Use[30]
Pueblo County



Land Capacity: Pueblo County

Pueblo County has 37,325 acres of undeveloped land. The majority of this land, 23,133 acres, is zoned for agricultural use. The second largest category of vacant land is zoned for varying intensities of residential development, including residential/agricultural, large lot single family, mobile homes, and PUDs. These categories account for 9,010 acres of zoned vacant land. Mixed-use and commercial zoning account for 2,239 acres of vacant land, while industrial-zoned land is 1,354 acres.

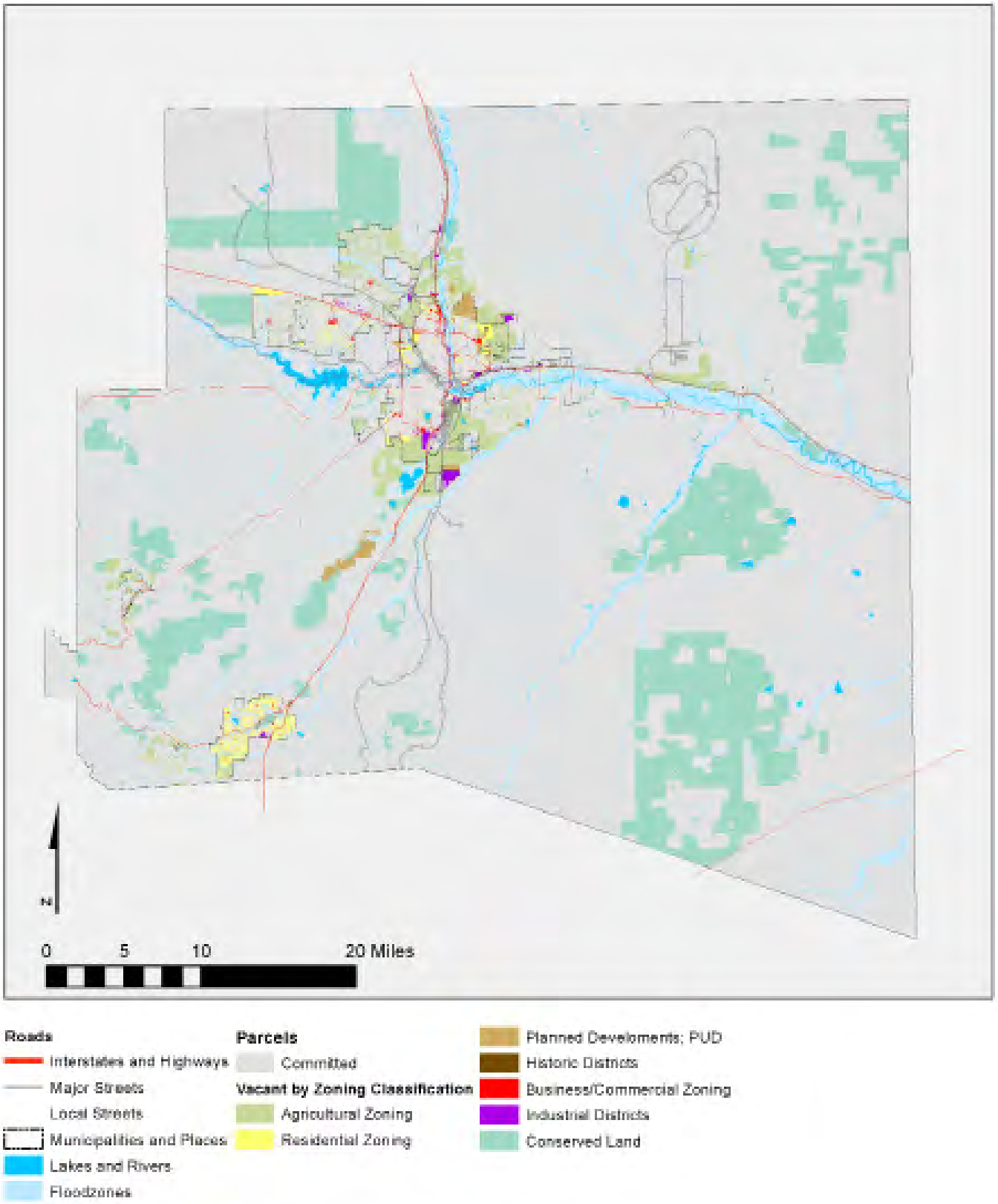
Development Feasibility: Pueblo County

Pueblo County in aggregate has a large amount of undeveloped area to support future growth. However, a significant portion of this land is held in public ownership or conservation easements, used for ranching or agriculture, or is otherwise not planned for urban development. In areas that are planned for future growth—in and around the City of Pueblo, and within the Pueblo West or Colorado City Metropolitan Districts—development feasibility is more dependent on the availability of infrastructure and services needed to support urban development, than it is on the availability of land. Factors impacting development feasibility include:

- Access to and availability of water and sewer service;
- Access and availability of transportation and resident/business services; and
- Preservation of natural resources and agricultural lands.

Development feasibility factors vary by location. Factors for the City of Pueblo, and the Pueblo West and Colorado City Metropolitan Districts are addressed in the sections that follow.

Land Capacity[31]
Pueblo County



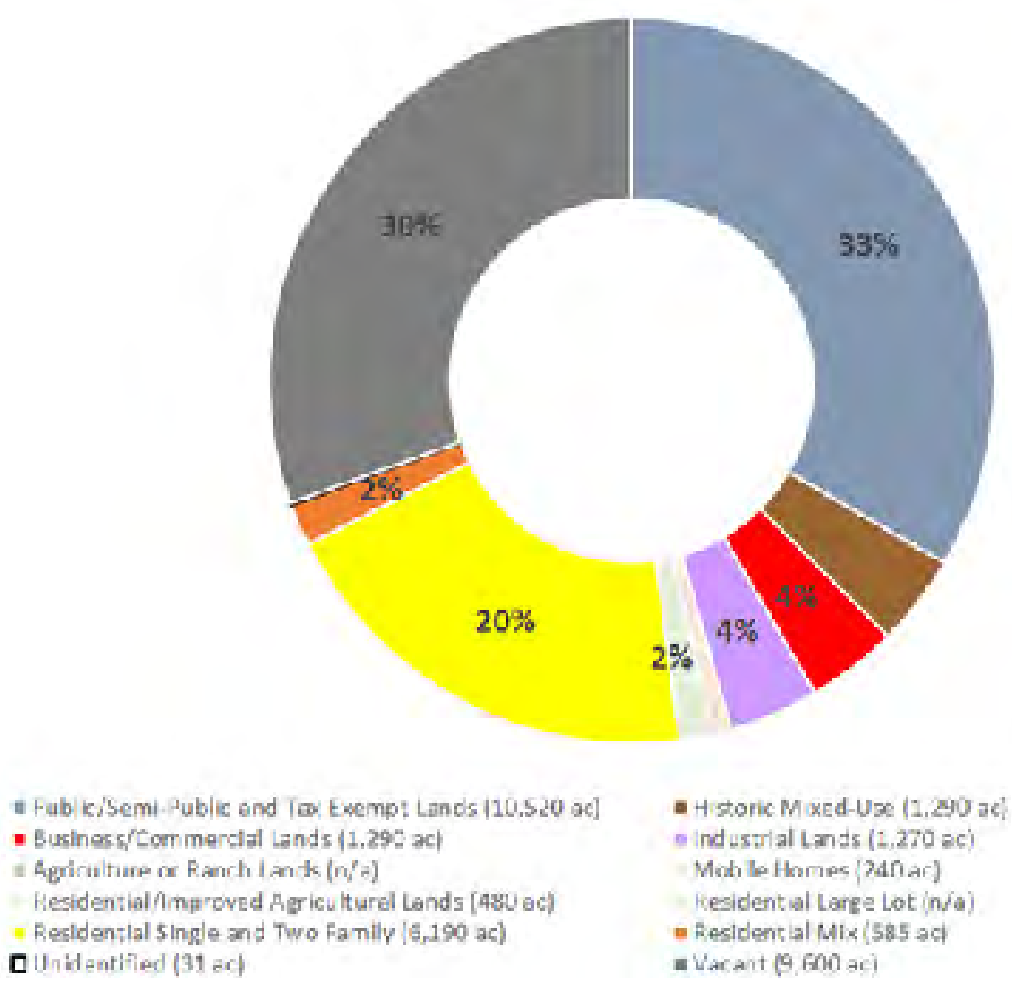
CITY OF PUEBLO AND FUTURE GROWTH AREAS

This section includes information about the City of Pueblo, as well as some immediately adjacent land. This land currently lies outside City limits, but may present opportunities for future growth. While some of the unincorporated areas included are proposed for annexation into the City of Pueblo, others are not. These areas are included for the purposes of discussion, but will not necessarily become part of the City within the planning horizon.

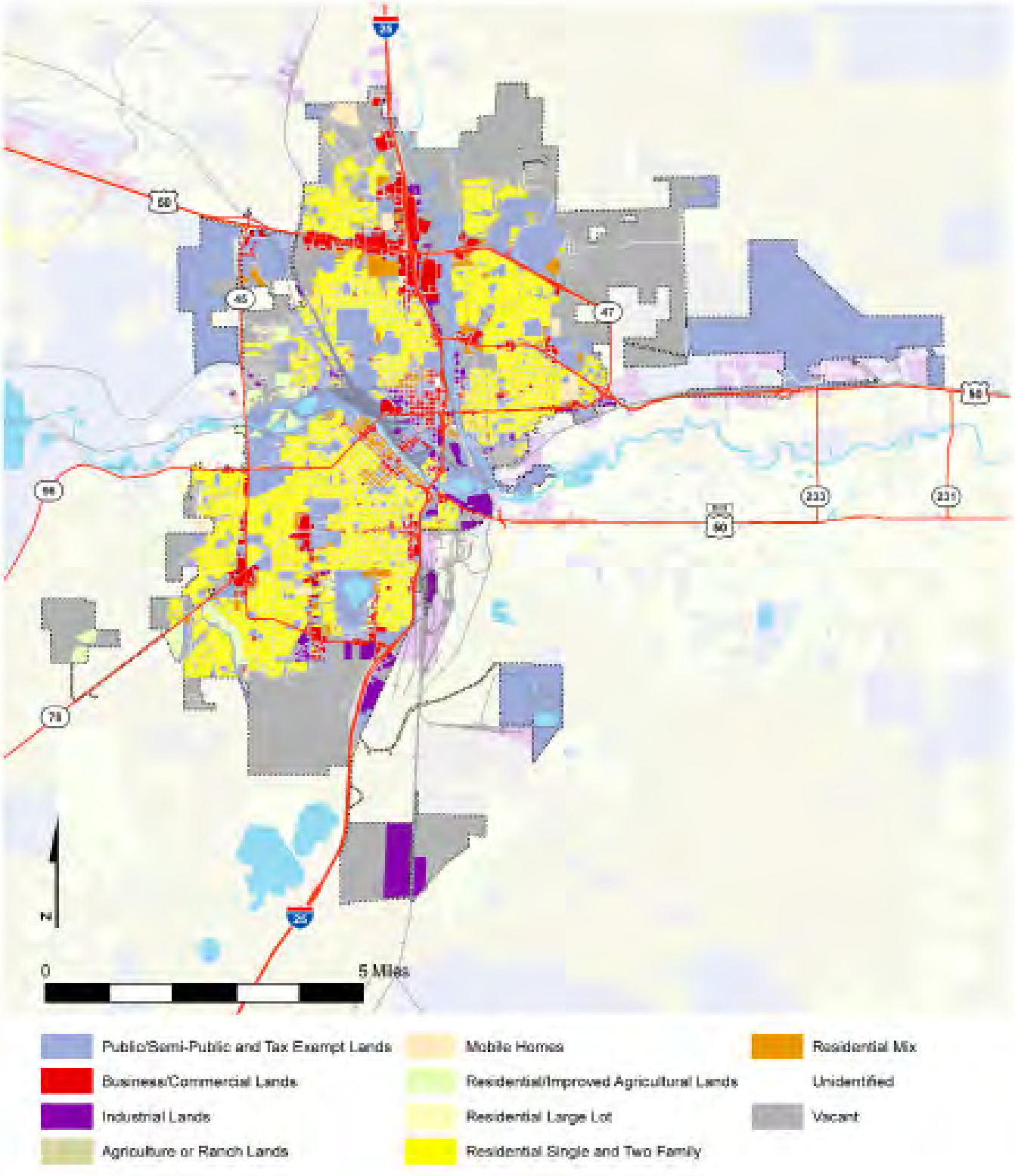
Existing Land Use: City of Pueblo and Future Growth Areas

Within the City limits of Pueblo, there are 31,498 acres of land. Just over one-third of that land area (10,520 acres) is classified as public or semi-public tax-exempt land. The City has 6,188 acres of single and two-family residential land, 1,304 acres of commercial and historic-mixed use land, and another 1,273 acres that is industrial. Finally, 9,602 acres of City land is vacant. In the unincorporated areas immediately adjacent to the City there is an additional 42,095 acres of land, with most of it categorized as vacant (21,954 acres), agriculture or ranch (8,827 acres), residential and improved agriculture (5,876 acres), public/semi-public and tax exempt (3,589 acres), and industrial (1,684 acres).

Existing Land Use[32]
City of Pueblo, 2021



Existing Land Use[33]
City of Pueblo



Land Capacity: City of Pueblo

Within the incorporated City of Pueblo, there is a total of 9,561 acres of vacant land. Over half of this land (4,120 acres) is zoned as agriculture, which is used as a holding zone. Most of this land is located at the fringes of the developed areas of the City and is planned for future residential development. An additional 2,050 acres of vacant land is already zoned for residential development. Together, non-residential uses make up 28 percent of the City's land area, with industrial zoning accounting for 15 percent (1,180 acres) and commercial zoning accounting for 7 percent (590 acres). There is a limited amount of vacant land designated as Planned Unit Development (160 acres) or Historic Mixed-Use (5 acres).

Land Capacity: Future Growth Areas

North Pueblo

There are 4,106 acres of vacant land in the North Pueblo area. Of that total, 3,436 acres are zoned as agriculture. Approximately 469 acres are zoned for residential—348 acres for large lot residential and 121 acres for single family and attached residential. An additional 194 acres is zoned for industrial uses.

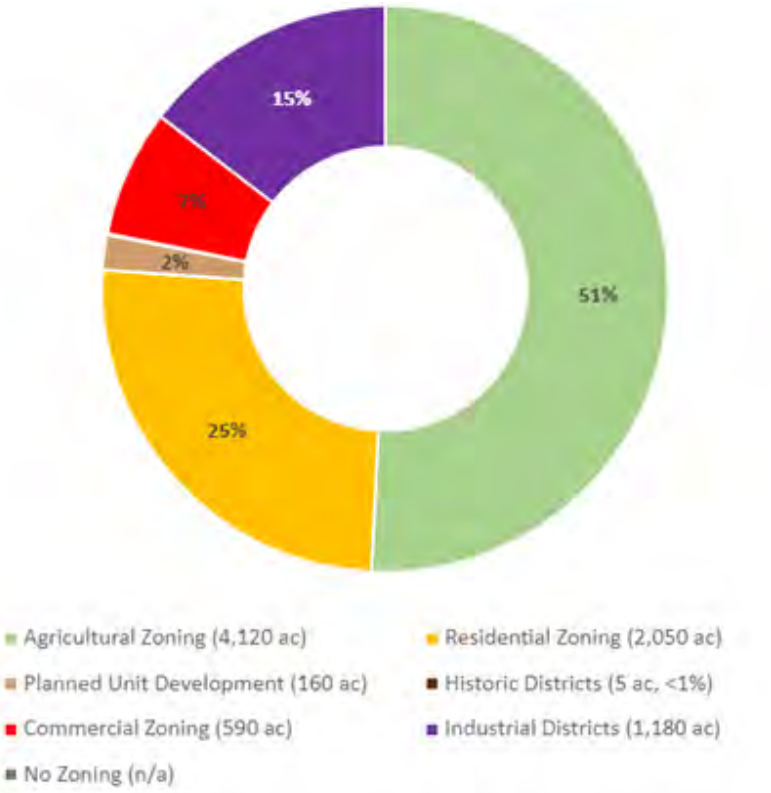
East Corridor

The East Corridor includes areas east of the Pueblo Airport along Highway 50 to Avondale and north to includes the PuebloPlex and the Transportation Technology Center. The corridor includes 5,027 acres of agriculturally zoned land, 404 acres zoned for industrial uses, 39 acres of land zoned for business/commercial uses, and 355 acres of land zoned for residential uses.

South Pueblo

The South Pueblo area includes 10,062 acres of vacant land. A majority of that land (8,625 acres) is zoned agriculture. An additional 1,429 acres is zoned for industrial uses, and the remaining 7 acres are zoned for commercial (3 acres) and large lot residential (5 acres).

Land Capacity[34]
City of Pueblo, 2021



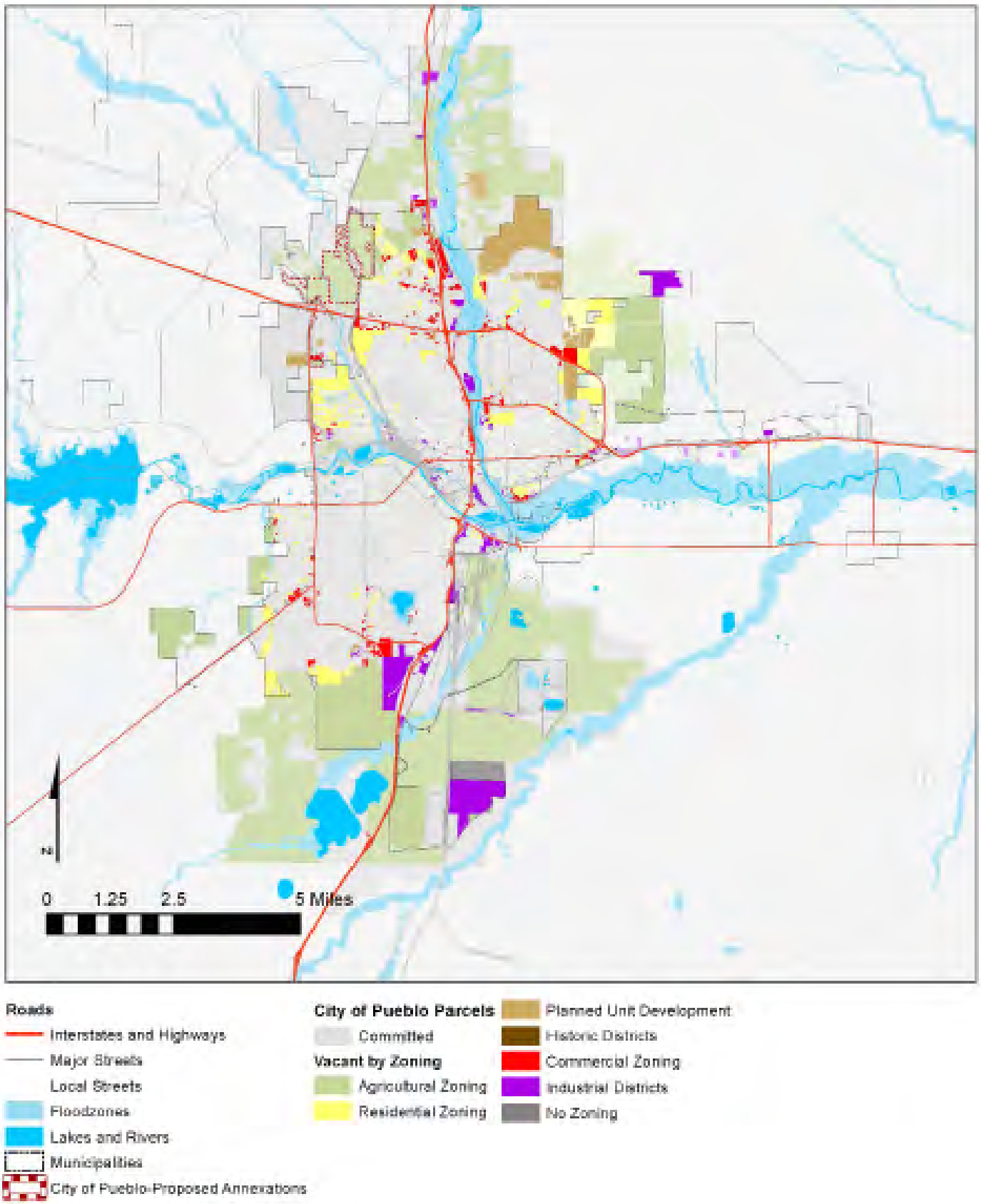
Development Feasibility: City of Pueblo and Future Growth Areas

A possible constraint on future development in the City may be the limits of existing infrastructure, and the high cost of expanding and maintaining additional infrastructure to serve new development. This applies to new roads, water service, and the possible need for additional fire stations to adequately serve development.

The City of Pueblo is served by Pueblo Water. The quantity of Pueblo Water's supply is a strong point in support of growth within and, in some locations, adjacent to existing City limits. However, while supply is adequate, the service area is limited, and extension of service delivery infrastructure to outlying areas and unincorporated areas is cost-prohibitive. Budget for service expansion is constrained by the need to repair or replace existing, aging service delivery lines.

Land Capacity[35]

City of Pueblo and Future Growth Areas



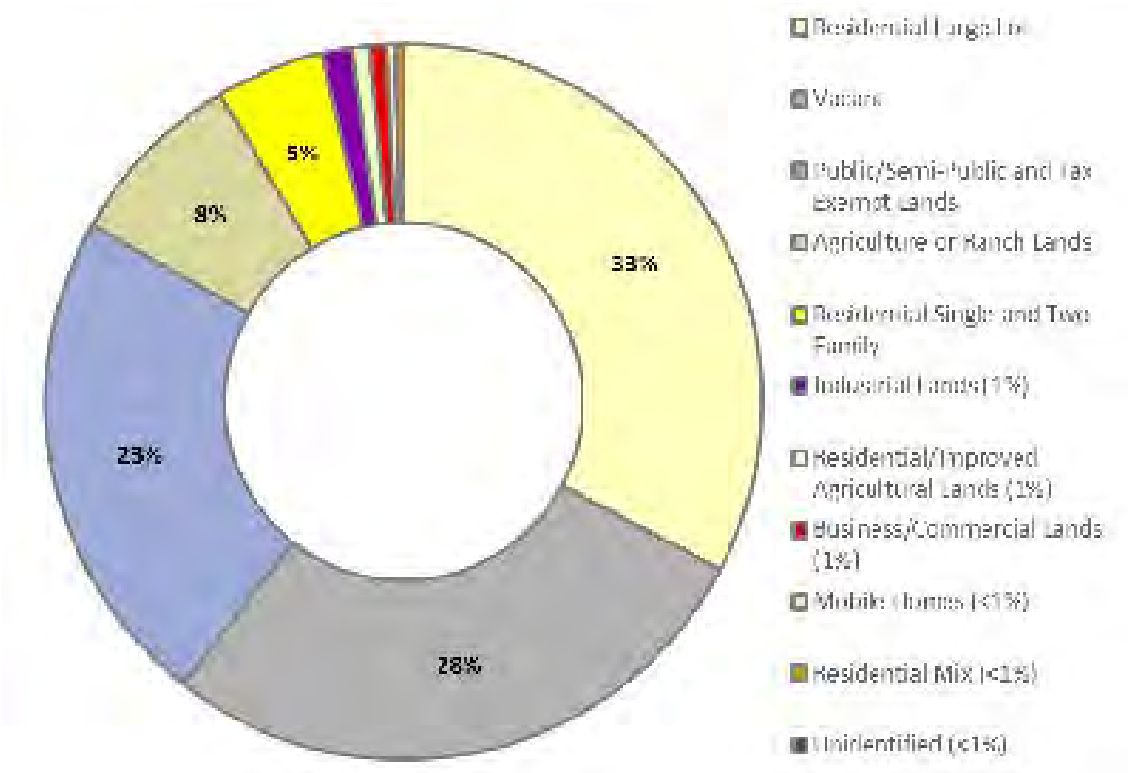
PUEBLO WEST

The Pueblo West Metropolitan District (PWMD) is located west of the City of Pueblo along U.S. Highway 50. Established in 1969, it encompasses 31,000 acres or 49 square miles (a land area slightly larger than City of Pueblo) with 18,700 platted residential lots. The PWMD is responsible for provision of fire and emergency response services, streets, water and wastewater, parks and recreation, and administration services within the District.

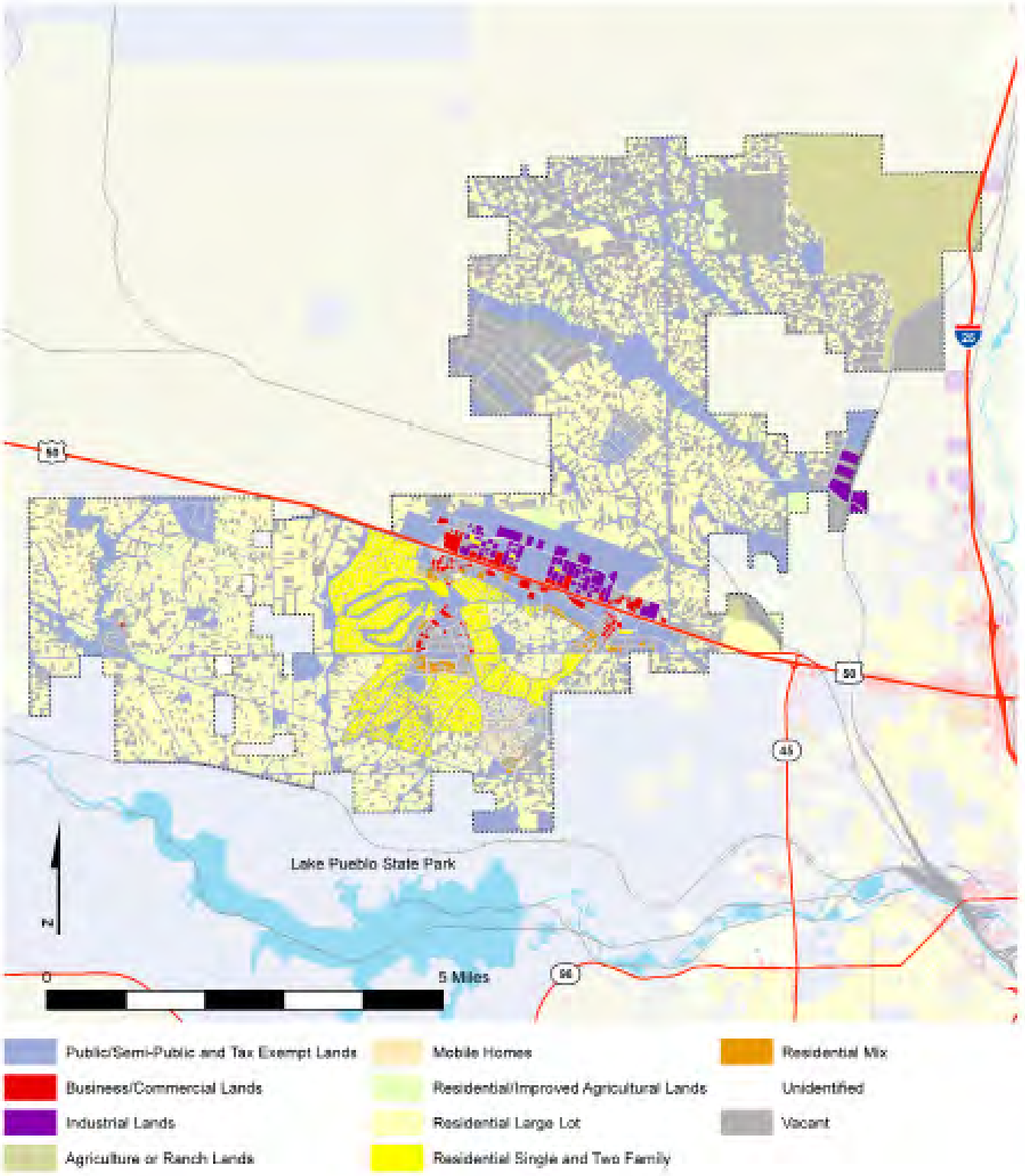
Existing Land Use: Pueblo West

Residential development occupies 10,992 acres within the PWMD. Commercial and industrial uses account for little of the land area in Pueblo West: together, these uses total 567 acres, while agricultural and ranching land represent another 2,300 acres of the total. The remaining acreage in Pueblo West is either public or semi-public and tax-exempt, at 6,331 acres, or vacant land, which totals 7,671 acres.

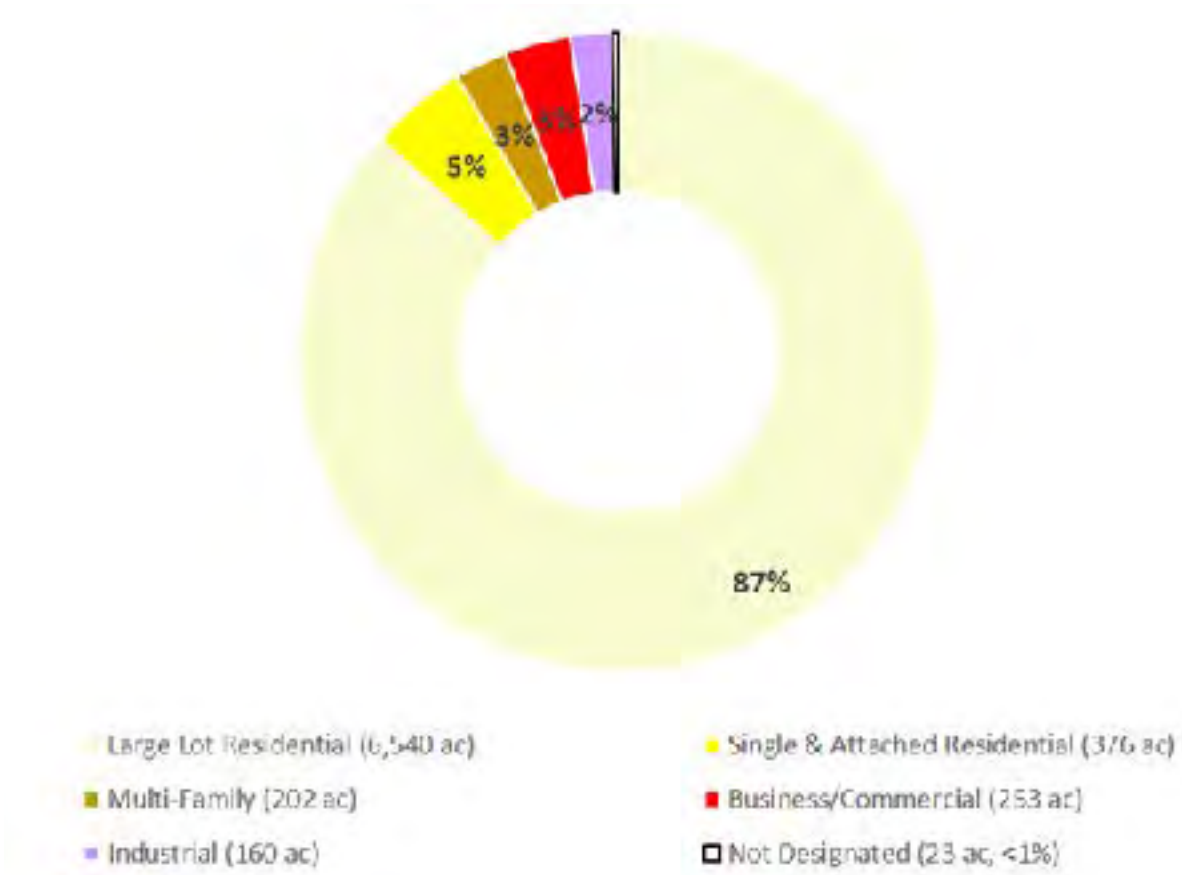
Existing Land Use[36]
Pueblo West



Existing Land Use[37]
Pueblo West



Vacant Land By Zoning[38]
Pueblo West

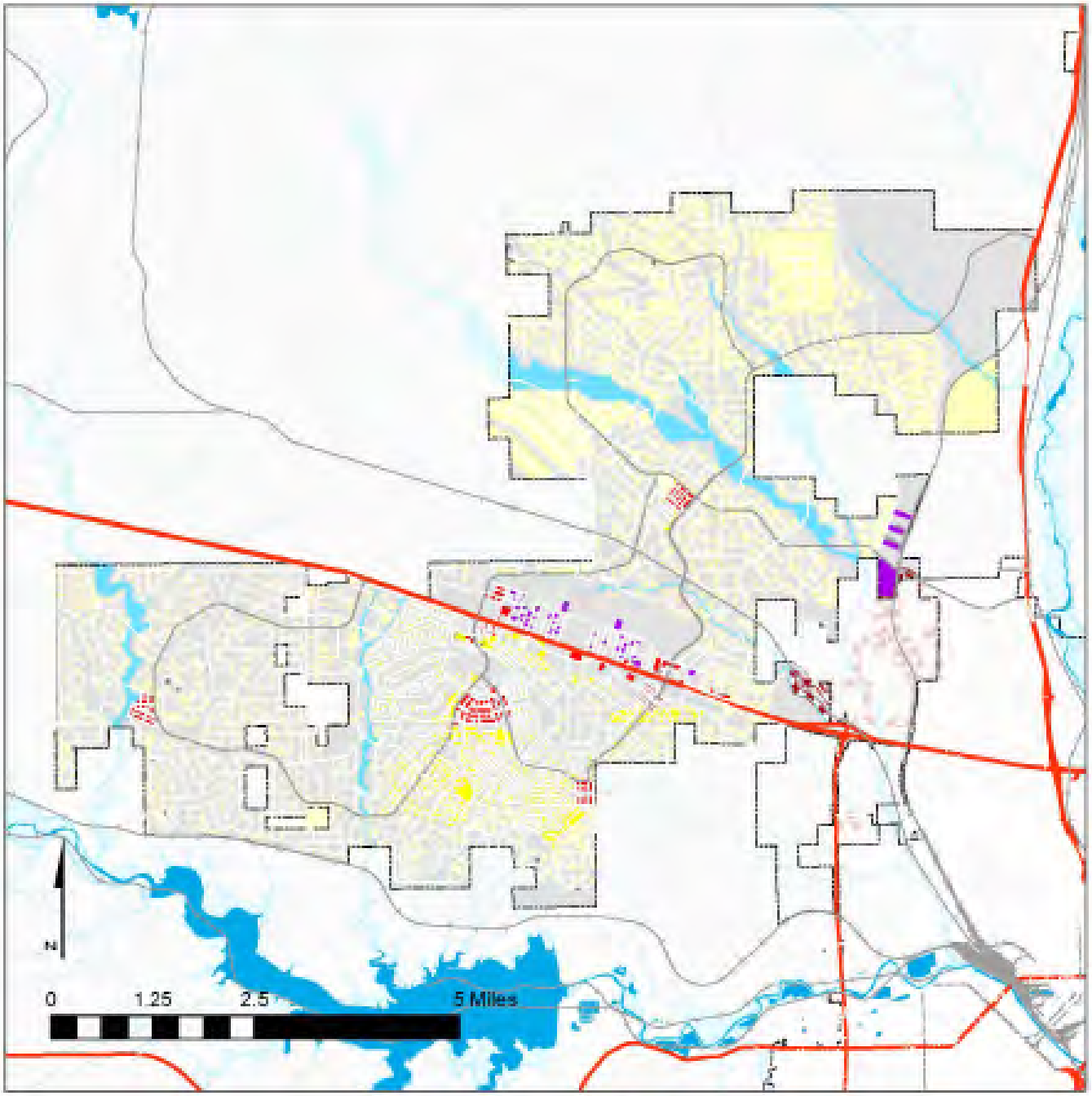


Land Capacity: Pueblo West

A significant majority of vacant land in the PWMD– 7,119 acres of the total vacant acreage of 7,671 acres – is zoned for residential development. Large-lot single family residential zoning applies to 6,540 acres of the residential total, while the other 578 are zoned for smaller lot residential, a PUD, and mobile homes. Industrial zoning applies to 160 acres in the PWMD, while another 253 acres of Pueblo West's vacant land is zoned for mixed use or commercial districts. There are also several agricultural inholdings within the PWMD boundary (south of Highway 50) that remain from its original formation in the 1960s. About 116 acres of this land (not included in the diagram) is classified as vacant and available for future development.

The PWMD owns approximately 5,400 acres of land within the Metro District Boundary. While a significant portion this land is located in flood zones, or includes road rights-of-way, approximately 500 acres are planned for future residential or non-residential development. In recent years, the PWMD has sold some District-owned parcels for development purposes. Additional District-owned land may be sold as opportunities for future development arise.

Land Capacity[39]
Pueblo West



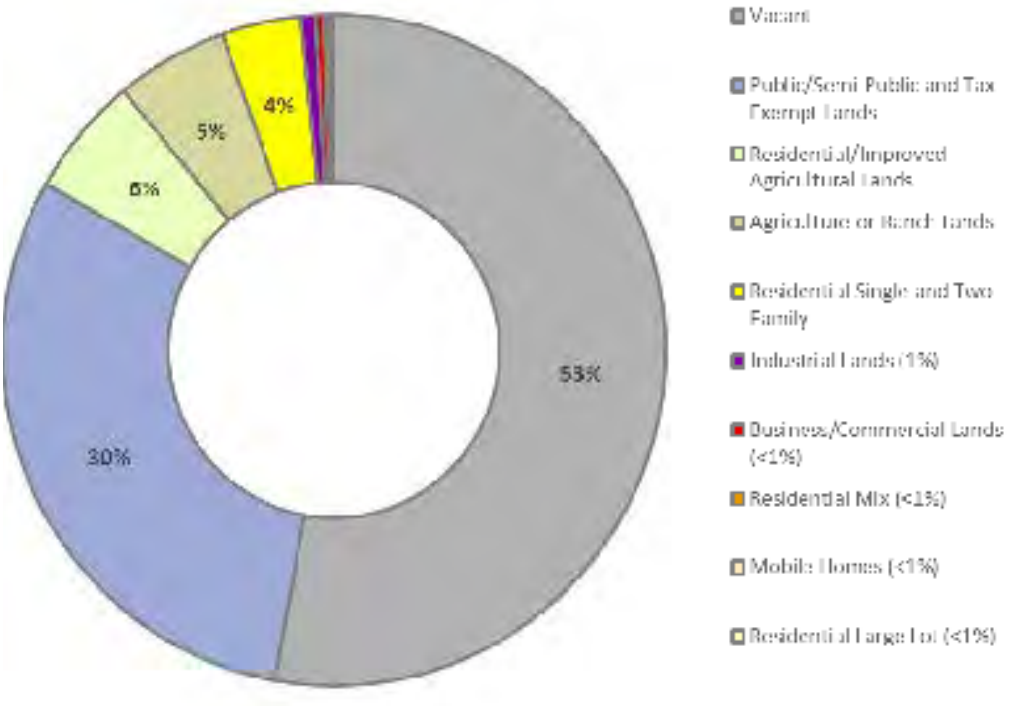
COLORADO CITY

Existing Land Use: Colorado City

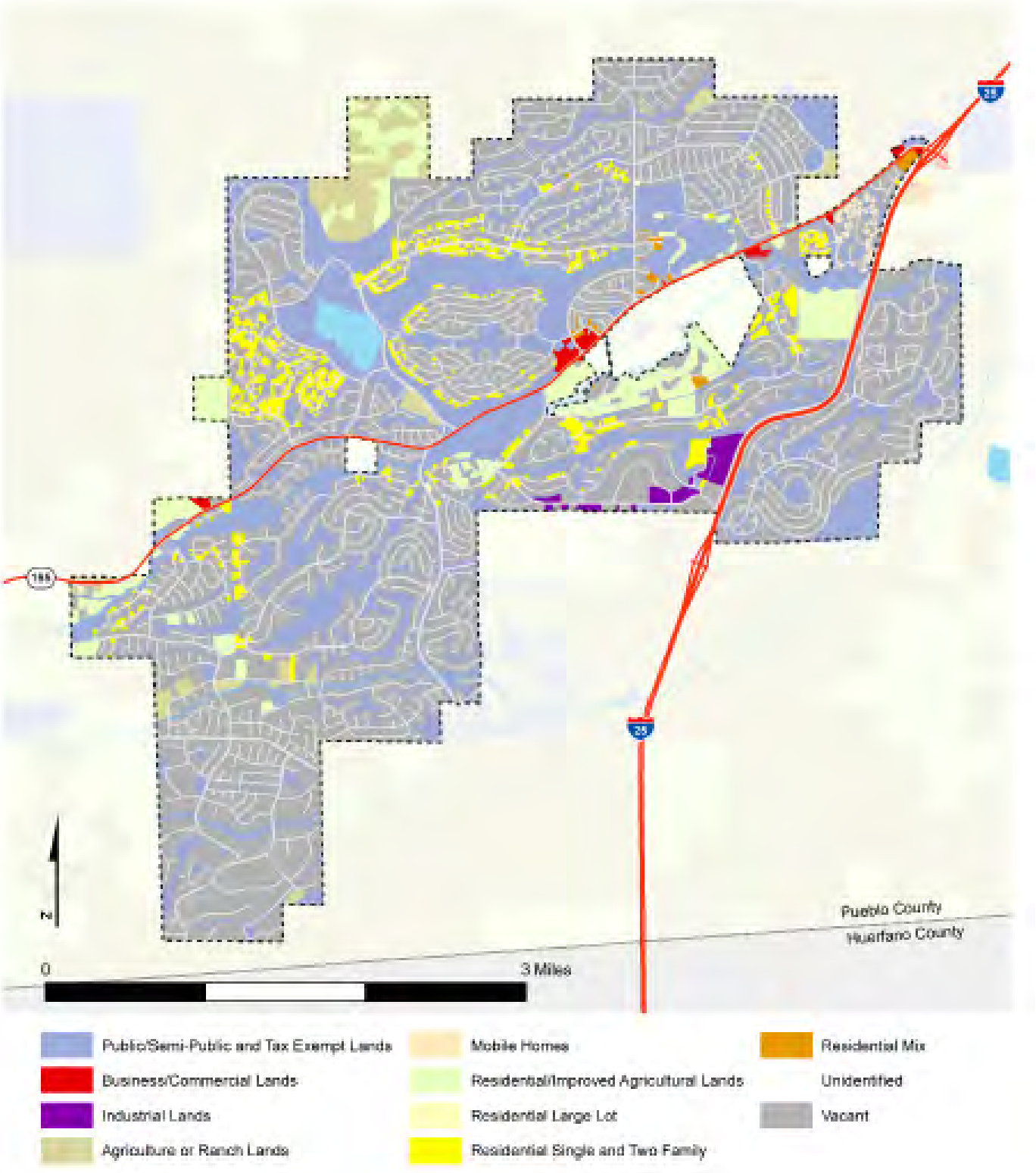
The Colorado City Metropolitan District (CCMD) is located approximately 20 miles south of the City of Pueblo along Interstate 25. The CCMD was established in 1963 and encompasses 8,017 acres or about 12 and a half square miles subdivided into 16,800 lots.

Though subdivided, just over half of the land—4,239 acres—in Colorado City remains vacant. There are 2,435 acres of public or semi-public tax-exempt land. Residential development occupies 815 acres of land. A further 89 acres is used for business, commercial, or industrial purposes, and the remaining 438 acres is agricultural or ranch land.

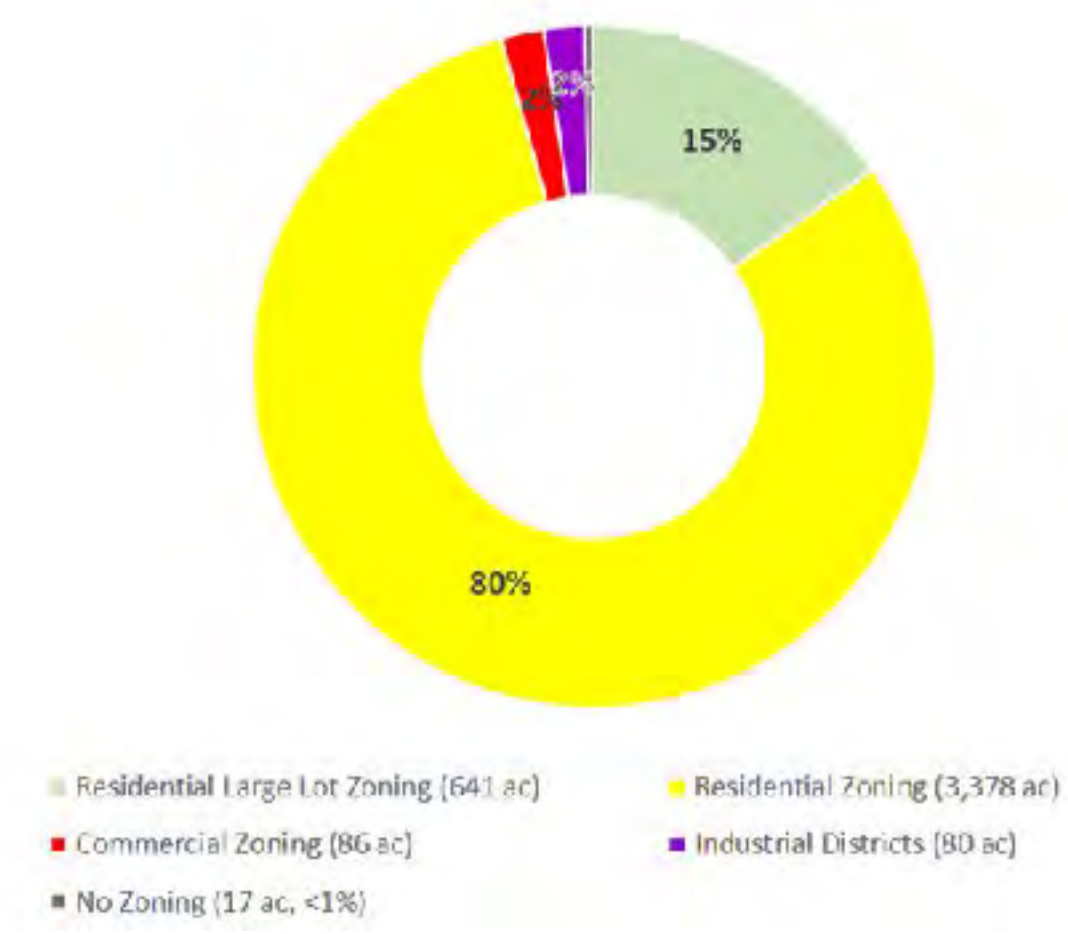
Existing Land Use[40]
Colorado City



Existing Land Use[41]
Colorado City



Vacant Land by Zoning[42]
Colorado City



Land Capacity: Colorado City

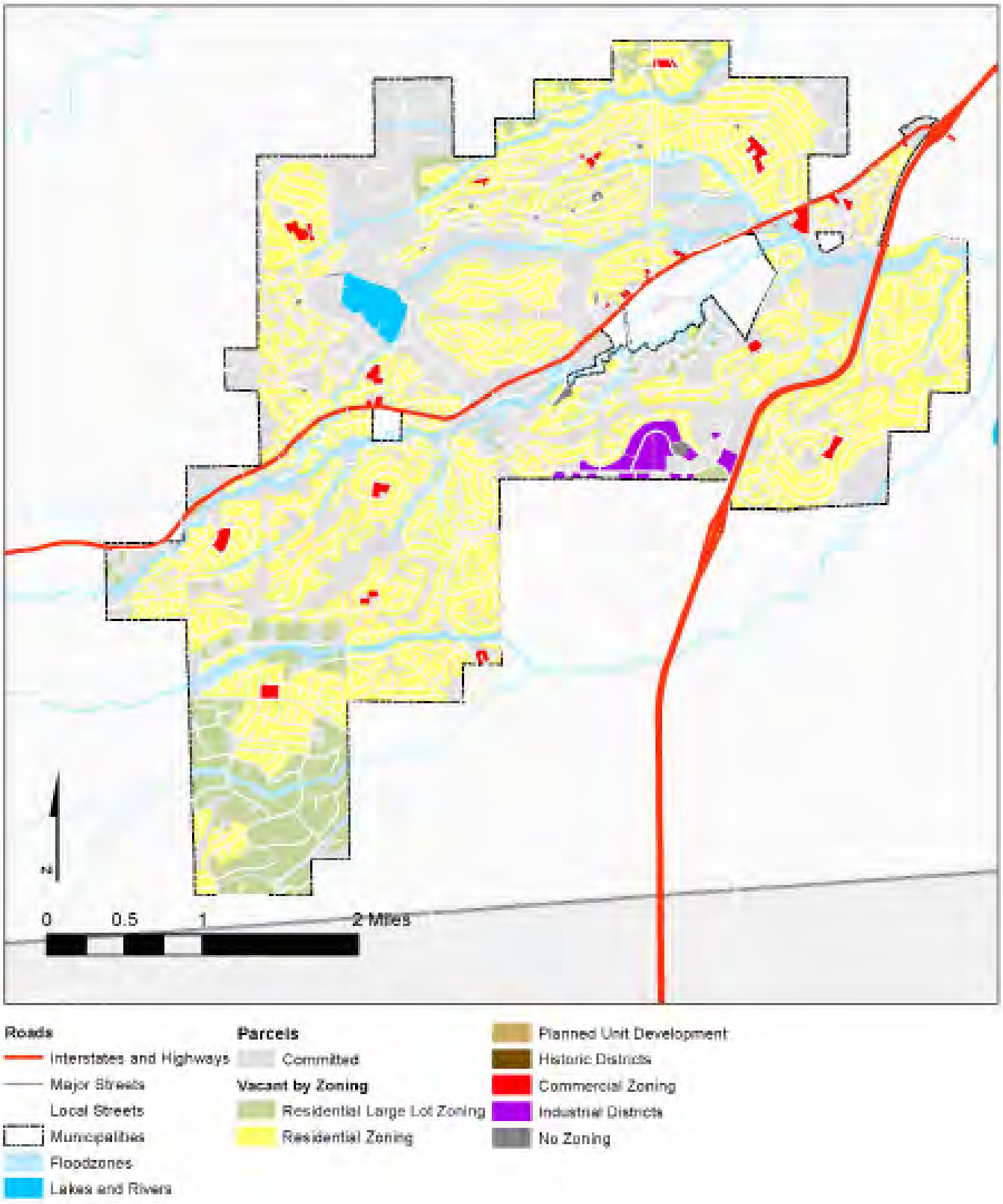
Of the 4,239 vacant acres of land in Colorado City, 641 acres is zoned for large lot residential, 3,220 acres is zoned for single- or two-family, and multi-family residential development. Commercial districts account for 86 acres of zoned vacant land, with only 12 acres agriculturally zoned. The remaining land is 80 acres of industrial zoning, 17 acres with no zoning.

There are more than 13,000 platted and unbuilt residential lots in Colorado City and fewer than 1,000 occupied homes in Colorado City. 52% of the land in Colorado City is still vacant, and a large portion of the committed land is dedicated open space or infrastructure.

Development Feasibility: Colorado City

Although there is significant land capacity remaining within the CCMD boundary, residential and non-residential development in Colorado City is anticipated to be fairly modest in the near-term due to current water and sewer system limitations. Colorado City has been growing at a rate of about one percent per year, adding around 15 new homes annually. Though the number of vacant lots far exceeds the existing service capacity for water and sewer, current capacity may be sufficient to support Colorado City's present rate of growth, if planned upgrades are completed and the present rate of growth remains constant over the twenty-year planning horizon.

Land Capacity[43]
Colorado City



DEVELOPMENT TRENDS: PUEBLO COUNTY

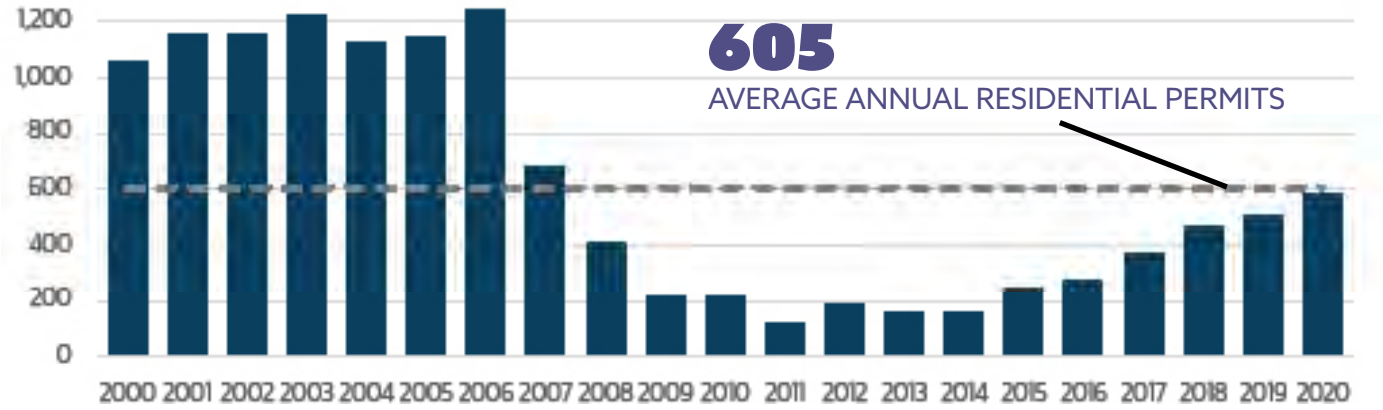
Residential Development

The housing development market in Pueblo County is beginning to increase to the amount of activity experienced in the early 2000s. Prior to the Great Recession, Pueblo County was issuing over a 1,000 residential construction permits per year. However, permits do not equate to units. The rate of housing permits issued has begun to rebound after more than decade of lower-than-average permits being issued from 2008 to 2019. The Pueblo Regional Building Department issued 582 residential building permits in 2020, which is slightly less than the 20-year average of 605 permits per year. The rate of home construction has not matched with population and employment growth in the past decade.

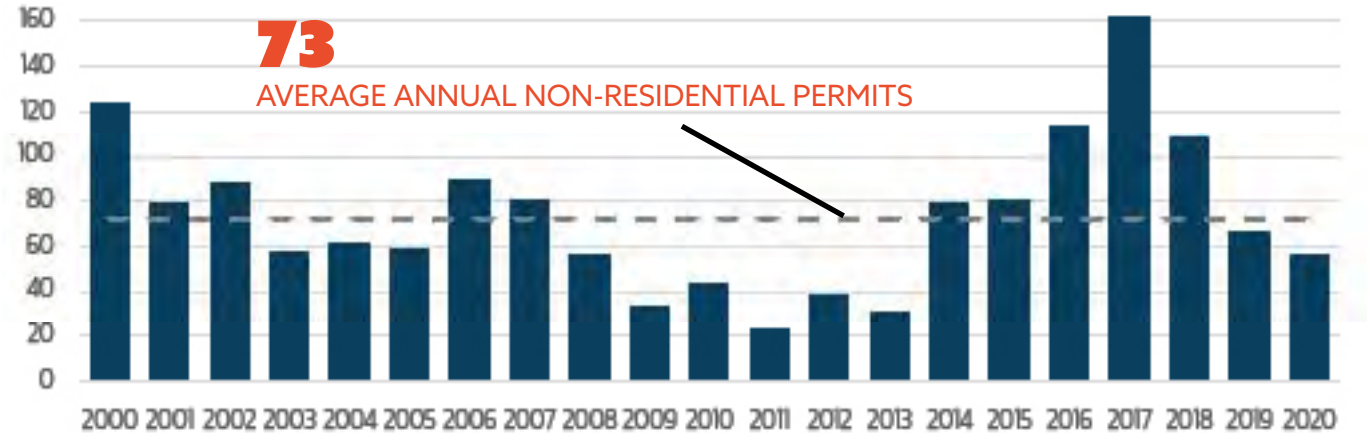
New residential development in the County has largely been by single family homes over the past two decades. Between 2000 and 2020, Pueblo recorded 9,415 residential building permits, with 92 percent of those for single family residences, and accounted for approximately 84 percent of units permitted. The predominance of single-family home development was even greater in the past 10 years, as single-family units accounted for 88 percent of units permitted.

A significant portion of residential building were permitted in zip codes coterminous with Pueblo West, matching high growth rates for population and households in that area over the same period, indicating high demand for the northwest area outside of the City. The other zip codes that attracted significant housing development in the past decade were in the north portion of the County along I-25, within the City of Pueblo, and in and around Colorado City.

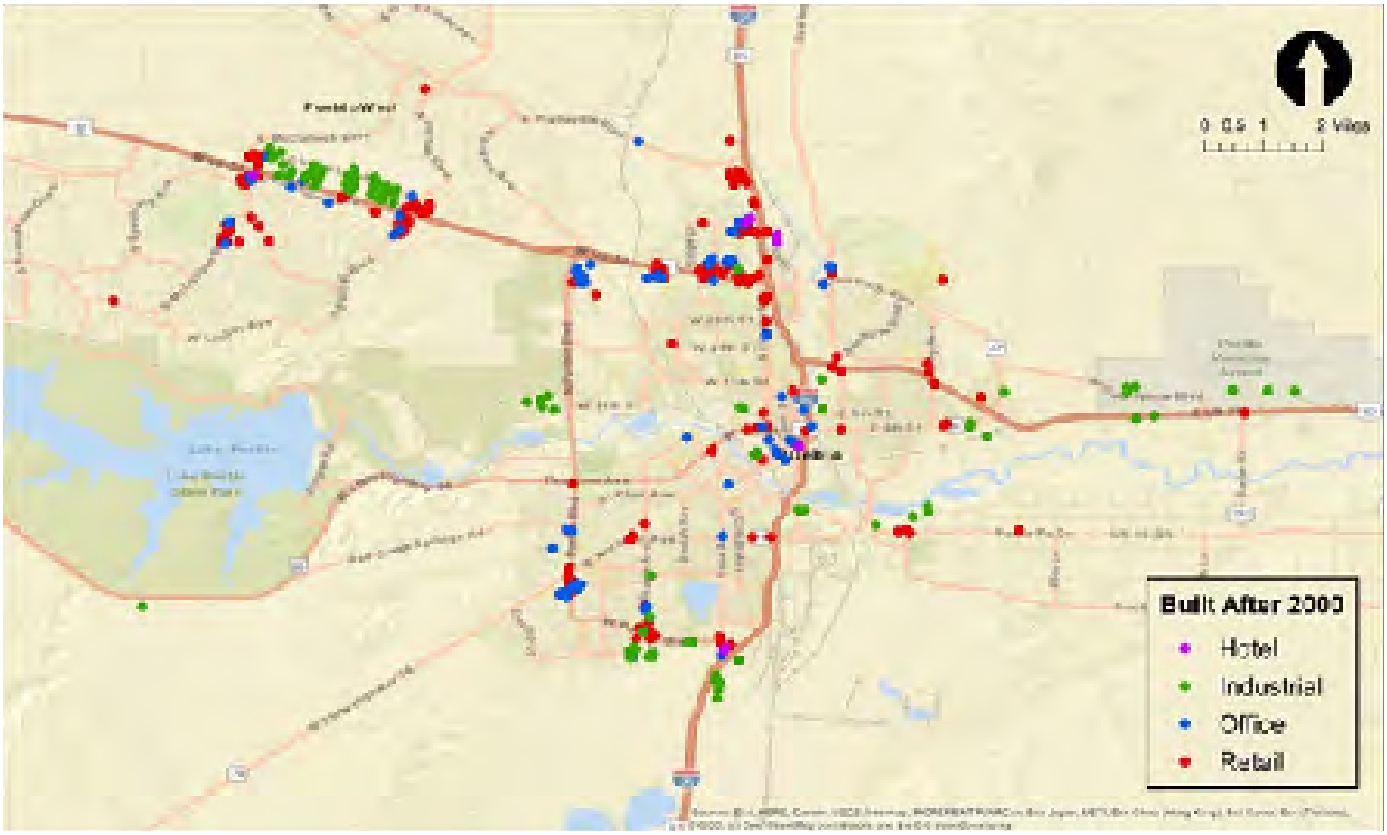
Residential Permits Issued[44]
Pueblo County, 2000-2020



Non-Residential Permits Issued[45]
Pueblo County, 2000-2020



New Non-Residential Buildings[46]
Pueblo County, 2000-2020

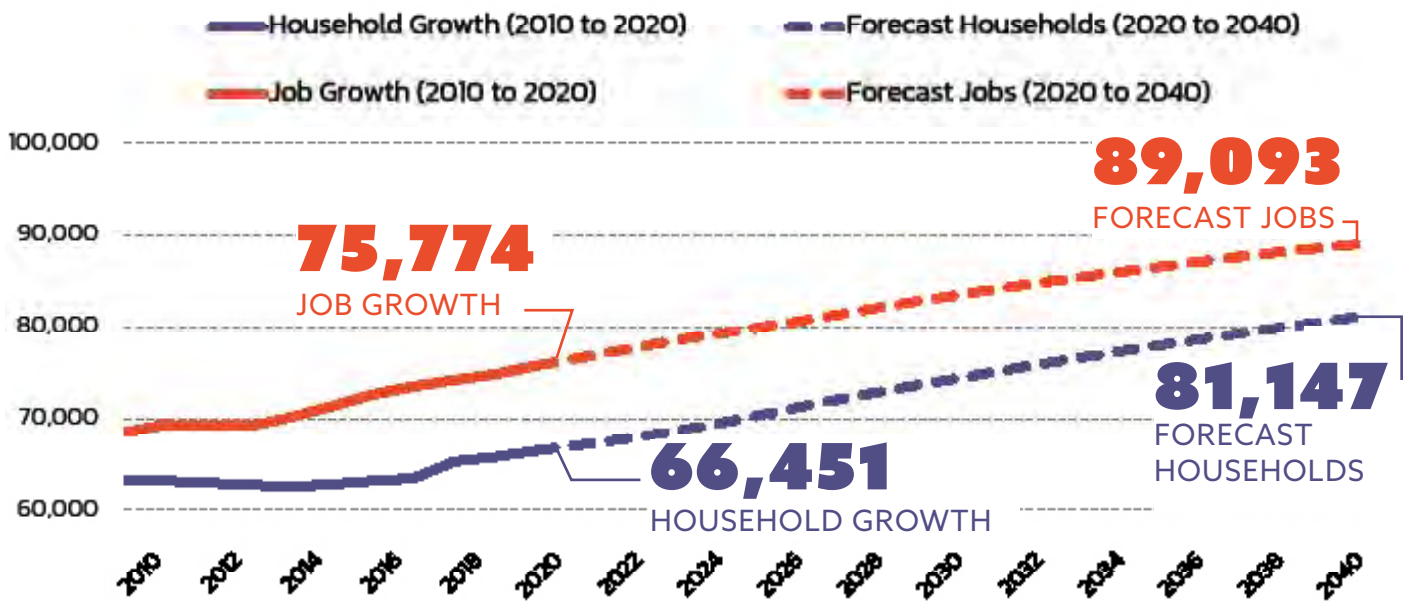


Non-residential Development

The rate of non-residential development did not follow the same pattern as housing construction. The Pueblo Regional Building Department issued an average of 73 new non-residential building permits annually between 2000 and 2020, with the County experiencing the highest rates of permitted buildings in the past 6 years. Since 2014, the County has averaged 95 non-residential permits annually with a twenty year high in 2017 of 162 permits. This rate of non-residential construction should be indicative of increased employment growth currently and in the near future.

The non-residential development in the County has been more dispersed than the housing development. However, most of the new development has occurred along the Highway 50 corridor in Pueblo West and in the City of Pueblo, and along the I-25 corridor on the north end of the City of Pueblo. New retail developments over the past twenty years have been primarily along these two major transportation routes, with the north I-25 area attracting most of the regionally oriented retail centers. The office and hotel development patterns have largely followed the retail patterns. Industrial development has primarily been concentrated in Pueblo West along Highway 50, on the southern end of the City of Pueblo along I-25 and near the Pueblo Municipal Airport.

Forecast Household and Job Growth[47]
Pueblo County, 2010-2040



FORECAST GROWTH AND DEVELOPMENT DEMAND: PUEBLO COUNTY

Population Forecast

The Colorado Department of Local Affairs (DOLA) projects that Pueblo County will add 29,000 new residents over the next 20 years at a rate of 0.8 percent annually. This rate of population growth is estimated to result in the increase of households in the County by nearly 14,700 over 20 years. The rate of household growth forecast is greater than the County has experienced in the past decade indicating housing demand will increase along with the growing economy. Employment in Pueblo County is forecast by DOLA to increase from 75,774 jobs to 89,093 jobs in the next 20 years. This is an estimated increase of 13,319 jobs over 20 years, which equates to an annual rate of 0.8 percent matching the rate of population growth. This rate of employment growth is consistent with rates experienced since 2013.

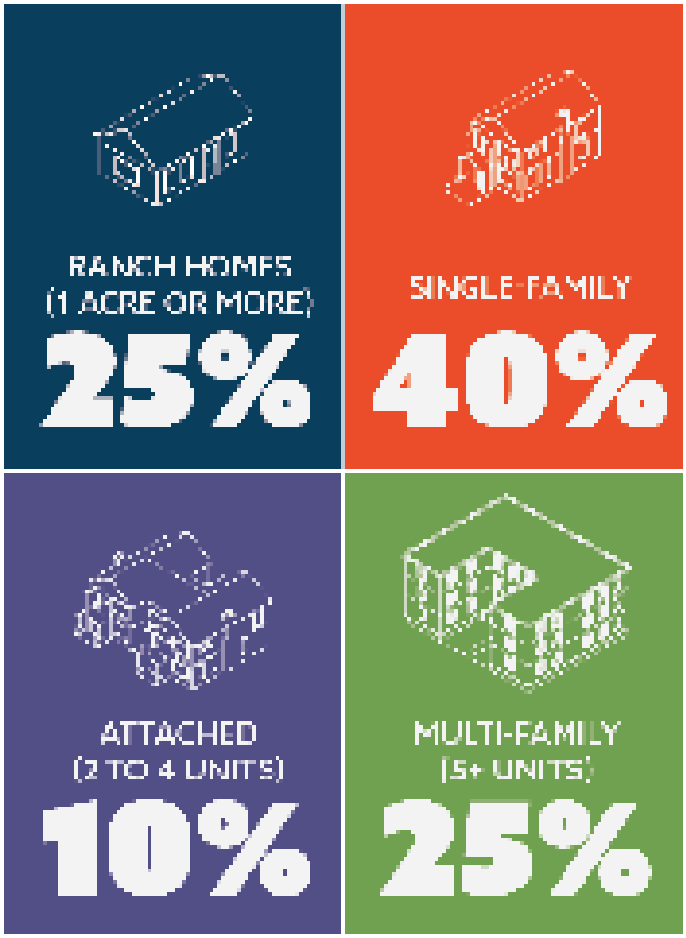
14,700
NEW HOUSING UNITS

5,131
ACRES OF LAND FOR HOUSING

Housing Forecast and Land Demand

The forecasted amount of household growth was translated into housing demand by housing product type based on an evaluation of demographic conditions, forecasts by age cohort completed by DOLA, analysis of development trends, and considerations of housing prices/costs. The types of housing units in demand in the County over the next 20 years are estimated to be predominately single family, matching current household trends. Single family units are estimated to account for approximately two thirds of new units built. However, there is likely to be an increase in the number of attached and multifamily units built in the County. There will be demand for a greater diversity of unit types due to the rising costs of housing making ownership of single-family homes more difficult for the average household/worker, shifting housing preferences, increased employment, continued in-migration to the County, and most impactfully, the large number of older residents (over the age of 65) currently in the County that will likely need or desire housing options more oriented to seniors. There will be an estimated demand for 14,700 new housing units over the next 20 years, which will

generate the need for 5,131 acres of land for housing to accommodate demand. This housing demand was spread over four primary housing product types including:



Non-Residential Forecast and Land Demand

To understand the types of non-residential development that will be in demand over the next 20 years, the forecasted 13,300 new jobs in the County by 2040 were distributed by industry. In total, the estimated new employment in the County will generate demand for 4.3 million square feet of additional building space. The total estimated demand for building space over the next 20 years will generate demand for approximately 1,120 acres of land. Most of the land demand comes from heavy industrial uses and land intensive employment uses. Demand is projected to be split relatively evenly among five employment-oriented building types:

4.3 MILLION
FT² ADDITIONAL BUILDING SPACE

1,120
ACRES OF LAND IN DEMAND

- **Retail.** This category includes typical retail and restaurant uses. These uses have similar land demand patterns in terms of space for visitors, length of stay, and locations.
- **Service Commercial/Hospitality.** This category includes a mixture of commercial-oriented businesses (e.g., dentist office, real estate office) and hotel uses.
- **Office/Institutional.** This category includes traditional office buildings (e.g., multi-tenant or limited or no customer interface) and educational and health provider support spaces.
- **Industrial/Flex.** This category includes more traditional industrial and flex-industrial uses. This includes small scale manufacturing and warehouse/distribution uses.
- **Heavy Industrial/Land Based.** These employment uses are more unique to Pueblo that are either large heavy industrial users, such as EVRAZ, and more land consumptive employment uses, such as Vestas and the Transportation Technology Center.

Forecast Development Land Demand[48]
Pueblo County, 2020-2040

Description			
Residential (2020–2040)			
Development Type	**Total Units**	**Ann. Avg. Units**	**Total Acreage**
Pueblo Ranch	3,622	181	3,622
Suburban Single Family	5,878	294	1,176
Attached (2-5 units)	1,470	73	147
Multifamily (Greater than 5 units)	3,726	186	186
Subtotal	14,696	735	5,131
Employment (2020–2040)			
Development Type	**Total Sq. Ft.**	**Ann. Avg. Sq. Ft.**	**Total Acreage**
Retail	1,051,500	52,575	121
Service / Hospitality	791,200	39,560	81
Office / Institutional	752,600	37,630	58
Industrial / Flex	839,300	41,965	129
Heavy Industrial / Land Based	819,700	40,985	753
Subtotal	4,254,300	212,715	1,120
Total			**6,251 acres**

Total Land Demand

In aggregate, the total demand for land to support both forecasted residential and non-residential growth is approximately 6,251 acres over the next 20 years.

The long-term impacts of the COVID 19 Pandemic on demand for housing and employment development are not fully understood at this point. The shift to remote working for professional service jobs and other industries during the pandemic may have lasting impacts on demand and needs for office space. Retail development trends have only been accentuated during COVID 19 along with a shift to increased spending on food for home consumption due to stay at home orders and social distancing requirements. These shifts have only accelerated the move towards more distribution-based retail and food service, which continues to drive demand for industry space. The estimated land demand for employment uses is heavily driven by industrial and land-based employment uses. The forecasts still provide a reasonable estimate of future demand by development type even if COVID 19 impacts reduce or increase overall demands for development space and acreage.

FUTURE DEVELOPMENT AND LAND CAPACITY: PUEBLO COUNTY

The comparison of demand for future development and land capacity is best summarized based on the types of uses expected in the County over the next 20 years. Three major groups of new development types were evaluated to summarize capacity and demand issues: residential, commercial/mixed-use, and industrial.

Residential Land Demand vs. Capacity

The estimated demand for residential development was split among the four housing types describe previously; Pueblo Ranch, Suburban Single Family, Attached housing, and Multifamily housing. The potential locations that are suitable for each of these types varies. However, most of the future units will likely need to be within areas with water and sewer service and in relatively proximity to major transportation routes, jobs, and/or retail and commercial uses. The housing product types were aligned with the characteristics of the identify development capacity in the County based on existing zoning and other attributes.

The forecast of 14,700 new households over the next 20 years will generate demand for 5,131 acres of land. To provide flexibility for market forces and individual site constraints, a planning factor of 50% is applied for the acres needed for suburban single family, attached, and multifamily housing, which mean the County should strive to have approximately 7,400 acres in total accommodate housing demand. The majority of land in demand is for the Pueblo Ranch housing type, which has demand for 3,622 acres from 3,622 units. The Suburban Single Family housing type is estimated to need 1,176 acres to accommodate demand. The Attached housing type will need 147 acres to accommodate demand and multifamily unit demand will generate the need for 186 areas.

In total, there is capacity of about 23,320 acres for housing uses in currently zoned land or areas that are zoned A-1 but planned for residential development. The capacity by area in the County is described below.

Residential Land Demand vs Capacity[50]

Description	Units	Acres
Demand		
Pueblo Ranch	3,622	3,622
Suburban Single Family	5,878	1,176
Attached	1,470	147
Multifamily	3,726	186
Total	14,696	5,131
Supply		
City of Pueblo		
Large Lot/Ranch		165
Single Family and Attached		3,285
Mutifamily		160
A-1 Zoned Land (Holding)		3,980
Total		7,590
Unincorporated Urban Area		
Large Lot/Ranch		413
Single Family and Attached		452
Multifamily		24
PUD Zoned Land		121
A-1 Zoned Land (Holding)		3,440
Total		4,450
Pueblo West		
Large Lot/Ranch		6,540
Single Family and Attached		376
Mutifamily		200
Total		7,116
Colorado City Area		
Large Lot/Ranch		641
Single Family and Attached		3,243
Mutifamily		159
A-1 Zoned Land (Holding)		120
Total		4,163
Total Supply		23,319

- **City of Pueblo.** The City of Pueblo has 7,590 acres of vacant land that could be used for new housing. Forty-eight percent of the land is designated for residential uses based on current zoning designations including PUDs. The remaining acreage (3,981 acres) is annexed within the City and zoned A-1, which serves as a reserve category

for future development. Build out in some of these areas may require extension of existing infrastructure to serve new development.

- **Pueblo West.** Pueblo West has 7,116 acres of vacant land designated for residential uses. The vast majority (6,540 acres) is for homes on large lots (1 acre or greater).
- **Unincorporated urban areas.** There is an additional 4,163 acres of land in the unincorporated urban portion of the County (areas immediately outside of the city classified as the North Pueblo Area and East Corridor that is designated or suitable for urban housing).
- **Colorado City.** There is 641 acres of land in Colorado City that is zoned for large lot residential (641 acres) and an additional 3,243 acres zoned for single family and attached housing.

Commercial/Mixed-use Land Demand vs. Capacity[49]

The estimated demand for uses that are suitable in commercial and/or mixed-use areas includes the multifamily housing product type, retail uses, commercial/hospitality uses, and office/institutional uses. These types of uses can locate in single use or mixed-use areas. Generally, these locations will need to be in areas with water and sewer services, with proximity, visibility, and access to major transportation routes, and in areas with substantial amount of existing housing and/or jobs.

The forecast employment growth for Pueblo County is estimated to generate demand for 240 acres of land to accommodate forecast retail, commercial service, hospitality, office, and other institutional uses. In addition, multifamily uses are complimentary to these non-residential uses and could be accommodated in these areas as well. Factoring in the multifamily demand of 186 acres, the total demand for these uses is 425 acres.

In total, there is capacity of over 955 acres for these types of uses. The capacity location is described below.

- **City of Pueblo.** The City of Pueblo has 645 acres of vacant land that could be used for commercial and mixed-use purposes.
- **Pueblo West.** Pueblo West has 250 acres of vacant land designated for commercial and mixed-use.
- **Unincorporated urban areas.** There are 60 acres of land designated for business/commercial uses within the unincorporated areas suitable for urban development.

Commercial/Mixed-Use Land Demand vs Capacity[51]

Description	Acres
Demand	
Multifamily	186
Retail	121
Service/Hospitaltiy	61
Office/Institutional	58
Total	239
Supply	
City of Pueblo	
Business/Commercial Lands	640
Unincorporated Urban Area	
Business/Commercial Lands	60
Pueblo West	
Business/Commercial Lands	202
Colorado City Area	
Business/Commercial Lands	159
Total	1,061

Industrial/Employment Land Demand Vs. Capacity

The estimated demand for industrial and land intensive employment uses includes the industrial/flex and heavy industry/land based non-residential development types. These types of uses will most likely locate centrally within Pueblo County, in locations proximate to major transportation routes including highways and rail, in locations that will have minimal or no adjacency to housing, and with the presence of infrastructure that can support the demands of the use whether that be water, sewer, electrical, and rail/highway access.

The forecast employment growth for Pueblo County is estimated to generate demand for 881 acres of land to support industrial and flex-industrial uses. This estimated demand does not include land estimated to be in demand for large scale/land consumptive uses that don't require a building or large building. Examples of this type of uses are agricultural land used for produce or hemp and also for large-scale solar power instillations.

Pueblo County is estimated to have over 16,800 acres of land that could be used for industrial uses. The majority of this land is in the unincorporated portion of the County.

- **City of Pueblo.** The City of Pueblo has 1,324 acres of vacant land that could be used for industrial uses.
- **Pueblo West.** Pueblo West has 160 acres of vacant land designated for industrial uses. This amount of land could be developed within the plan horizon, which may prompt need for flexibility of use of other land Pueblo County for these uses that is near Highway 50.
- **Unincorporated Urban Areas.** There are 15,400 acres of land in the unincorporated portion of the County that could be suitable for industrial uses. Most of this land is zoned A-1 however there are 1,750 acres zoned for industrial uses. Most of the vacant land in the unincorporated portion of the county that could be used for industrial uses is on the southern edge of the City of Pueblo or along the east Highway 50 corridor from the airport to Pueblo Plex.
- **Colorado City.** Colorado City has 1,750 acres zoned for industrial uses.

Industrial/Employment Land Demand vs Capacity[52]

Description	Acres
Demand	
Industrial/Flex	128
Heavy Industrial/Land Based	753
Total	881
Supply	
City of Pueblo	
Industrial Lands	1,324
Unincorporated Urban Areas	
Industrial Zoned Land	1,750
A-1 Zoned land	13,650
	15,400
Pueblo West	
Industrial Lands	160
Colorado City Area	
Industrial Zoned Land	1,750
Total	18,634

KEY CONSIDERATIONS FOR THE REGIONAL COMPREHENSIVE PLAN

Information provided as part of Focus Area 2 establishes a baseline understanding of land supply, demand, and development feasibility in Pueblo County today. These factors will help inform policy discussions about where different types of uses—residential, non-residential/mixed-use, and industrial/employment uses—should be prioritized in the future. Key considerations include:

Aligning housing needs with demand

Pueblo County has ample land to accommodate estimated housing demand. Generally, land within the City of Pueblo or Pueblo West can more easily accommodate new housing due to the presence of existing services and infrastructure. The excess capacity gives the County and municipalities flexibility in where they would like to direct housing development. Considerations on the availability of infrastructure, services, and the cost to provide urban services should be a major consideration in developing the Future Land Use Map. As well, input from the community on the types of housing and neighborhoods they would like to see will also provide guidance on where future housing should go and the overall mix of housing that is provided.

Encouraging a mix of new development and adaptive reuse/redevelopment

Sufficient land is available in Pueblo County to accommodate demand for commercial, business, and mixed-use areas and provide flexibility for the market. The majority of that land is concentrated in the City of Pueblo and Pueblo West. The inclusion of multifamily housing as part of the overall mix of uses in areas designated as commercial/business areas will not significantly reduce overall capacity for these uses in the future. Area-specific needs for commercial land in different parts of the County will be explored as part of the process. While land is not a constraint, opportunities to encourage the adaptive reuse of underutilized commercial areas and buildings should be explored to help revitalize older areas of the community and promote the efficient use of available infrastructure and services. Multimodal connectivity should also be considered when planning mixed-use development.

Prioritizing established/emerging industrial and employment areas

A significant amount of the land planned for industrial and employment currently lacks the infrastructure needed to support new development—streets, water, sewer, and power. As a result, supporting the growth of existing/emerging industrial and employment parks and areas should be a priority. In particular, areas that have the types of assets employers value—access to major arterials/highways or rail—should be protected from encroachment by other uses and prioritized for infrastructure investments that can help attract and grow employment. The primary industrial areas that most desirable include the south Pueblo area along I-25, within Pueblo West along Highway 50, and along Highway 50 from the Pueblo Airport to (and including) PuebloPlex. Considerations of the types of employment lands that may not exist in the County that could attract uses should be made in the plan process.

Protecting the long-term viability of agricultural and ranching lands

Agricultural production and ranching are an integral part of Pueblo County's history, culture, and economy. Conversion of agricultural land to residential and the transfer of water rights from those lands are of particular concern in the St. Charles Mesa Area. In other unincorporated areas of the County, pressure for the continued expansion of emerging industries like marijuana and industrial-scale solar are becoming more prevalent. While these uses have had a positive impact on the County's economy and (in the case of solar) align with the region's energy goals, questions about the siting and extent of these uses have been raised. Independent of the Regional Comprehensive Plan process, the County has taken steps to examine potential concerns and recommend possible policy and regulatory changes. These recommendations will be used to help frame land use and policy choices as part of the Regional Comprehensive Plan process. Engaging agricultural producers, water providers, ranchers, and other stakeholders in the process will be essential. These recommendations will be used to help frame land use and policy choices as part of the Regional Comprehensive Plan process. Engaging agricultural producers, water providers, ranchers, and other stakeholders in the process will be essential.

FOCUS AREA #3

ECONOMIC BASE





This section provides an overview of the current economic landscape in Pueblo County and the various factors that influence the region's economy—primary employment sectors, educational attainment, employment trends, emerging industries, and economic incentives. It also frames ways that the Regional Comprehensive Plan can help advance ongoing economic development efforts—like the One Pueblo Economic Development Strategic Plan—by aligning future land use policies with established goals.

PRIMARY EMPLOYMENT SECTORS

Pueblo County is home to over 75,000 jobs, according to the Colorado Department of Local Affairs (DOLA). The largest industries in the County include Health Care, Retail Trade, Accommodations and Food Services, Education, and Manufacturing. The economic base in Pueblo County consists of three main elements including a mixture of primary employment industries, the County's role as a regional service hub, and as a destination for tourists and retirees.

Primary employment sectors including agriculture and agribusiness activities, manufacturing anchored by the Evraz Steel Plant and Vestas, and military training and services. These industries attract outside investment and provide goods and services throughout the US. As well, there are emerging primary employment opportunities that are creating greater diversity in the economy including renewable energy development and the hemp/marijuana growing and processing industry.

The Pueblo County economy has higher than average concentrations of agricultural activities. Pueblo County ranked 26 out of 63 counties in Colorado in terms of market value of agricultural products sold, according to the 2017 US Census of Agriculture. The County has nearly 900,000 acres of land in farms. Food growing in the region helped spur the creation of a robust network of food production, processing, and distributions businesses including major national food companies such as Mission Tortillas. Pueblo is also renowned for its chile peppers. The agriculture and agribusiness sectors are supported by strong organizations including FFA, 4H, and the Pueblo Chile Growers Association.

As a result of its agricultural heritage, Pueblo is also a regional commerce and service hub that draws visitors to the County from throughout southern Colorado for retail goods and services, health care, and education. The Parkview Hospital Medical Center is the largest employer in the County. Pueblo serves a major shopping and agricultural business destination for the region. Lastly, the education institutions in the

Pueblo County Largest Employers, 2019[53]

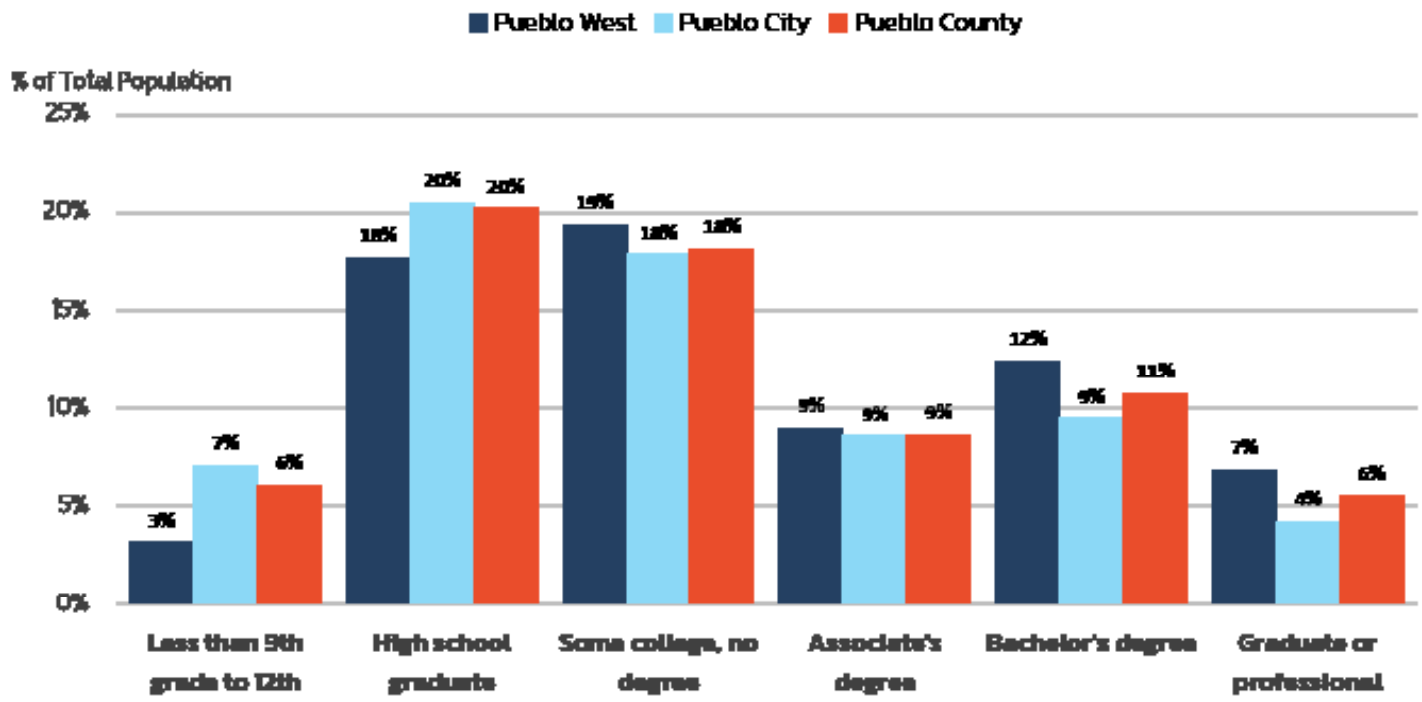
Description	Employees
Parkview Hospital Medical Center	3,100
Pueblo City Schools	1,759
School District #70	1,284
Wal Mart	1,135
Evraz Inc. (Rocky Mountain Steel)	1,124
Pueblo County	1,095
Vestas Tower America	967
St. Mary-Corwin	829
Convergys	700
Target Corp	700
City of Pueblo	683

County, including Colorado State University Pueblo, serve residents throughout the state and from out of Colorado.

Lastly, Pueblo is a tourism destination drawing visitors to the County for its outdoor recreational opportunities including Lake Pueblo State Park, entertainment opportunities including the Colorado State Fair, and attractions anchored by the Historic Arkansas Riverwalk Area. Pueblo's moderate climate, home prices, and quality of life has made it a destination for retirees.

The economy in Pueblo is also made up of primarily small businesses. According to the Pueblo Economic Development Corporation (PEDCO), most companies in the Pueblo County have under 10 employees and vast majority of companies have under 50 employees.

Educational Attainment, 2019[54]





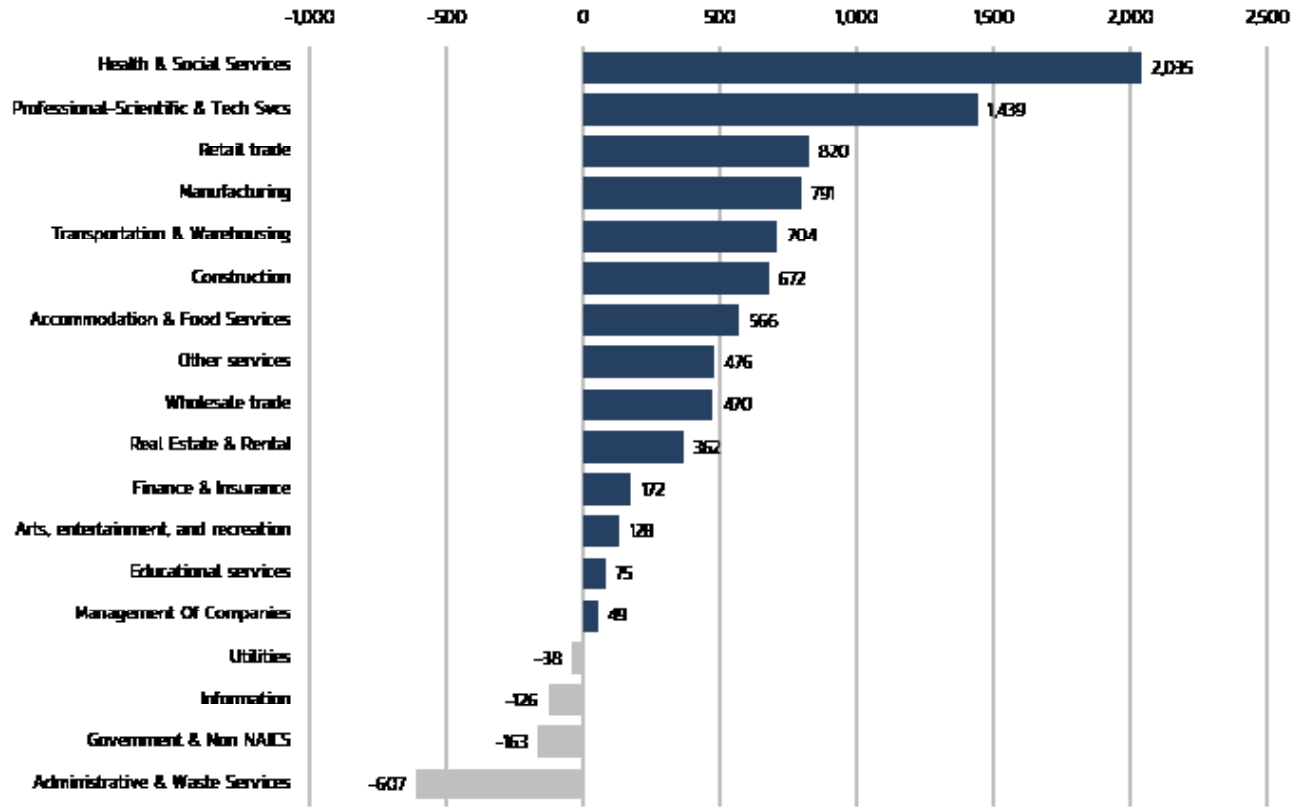
EDUCATIONAL ATTAINMENT

The economic base of the County consists of many jobs that do not require higher education. As a result, the average educational attainment of residents is lower than the state average. The percent of County residents with a bachelor's degree or higher is 17. Pueblo West has the highest incidence of residents with a bachelor's degree or higher, at 19 percent, compared with 13 percent for the City. By comparison, these rates are considerably lower than the rate for the state, which is 27 percent.

EMPLOYMENT TRENDS

Employment in Pueblo County has been growing at a steady rate for the past 20 years (1 percent per year) with an average 700 to 800 new jobs being created annually. The County's largest industries are also primarily the fastest growing industries. Health Care, Professional Services, Retail Trade, and Manufacturing have seen the greatest increases in employment since 2010. The increase in number of professional service jobs since 2010 represents significant growth in employment in an industry that had not previously been one of the County's largest industries.

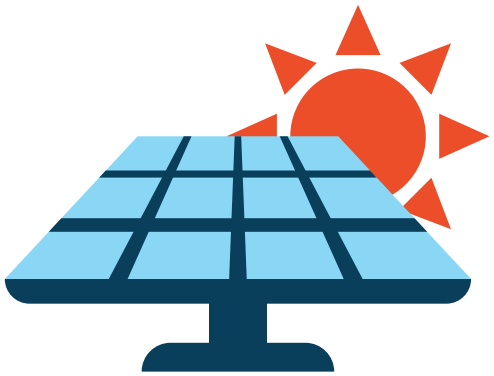
Change in Employment by Industry[55]
Pueblo County, 2010 - 2019



Emerging Industry: Industrial-Scale Solar

Pueblo County's abundance of land, climate, and utility facilities have attracted the attention of solar developers in recent years. The first utility scale solar project in unincorporated Pueblo County was constructed in 2014. Based on information provided by applicants, projects generate between 250 and 600 jobs during construction, which ranges from nine to 18 months.

Solar Farms in Pueblo County, 2020



8 EXISTING/PERMITTED SOLAR FARMS

17,000 TOTAL ACRES

3 PROPOSED/PENDING SOLAR FARMS

7,870 TOTAL ACRES

Emerging: Industry Hemp

Pueblo County has positioned itself as a prime location for hemp production, processing, and related-industries. PEDCO, Pueblo County Community College, the Institute for Cannabis Research (located at Colorado State University – Pueblo) have worked to attract hemp-related businesses and grow a workforce to support these businesses with customized education and training.

Hemp-related uses in unincorporated Pueblo County, 2020



OF OUDOOR GROW OPERATIONS

23 OF HEMP-RELATED PROCESSING/ MANUFACTURING FACILITIES

HEMP-RELATED JOBS

INCENTIVE AND ECONOMIC DEVELOPMENT PROGRAMS

Pueblo County and the City of Pueblo provide a number of incentive and economic development programs to support the economic health of the community. The City of Pueblo provides utility and stormwater fee rebates, property tax rebates, and the use of tax increment financing through urban renewal to support new development projects that further economic development goals. The City also created a dedicated sales and use tax capital improvement fund to support the attraction, expansion, and retention of businesses in the community. In addition to the City's programs, there are a number of state and federal incentive programs that businesses located in the County can access. A few highlighted programs are described below. A comprehensive list of programs is provided in the One Pueblo Economic Development Strategic Plan.

Established Development Area

The City of Pueblo adopted an Established Development Area in 2018. The Established Development Areas for alternative landscape standards for projects in the area to make it easier for infill projects to be approved.

Enterprise Zones

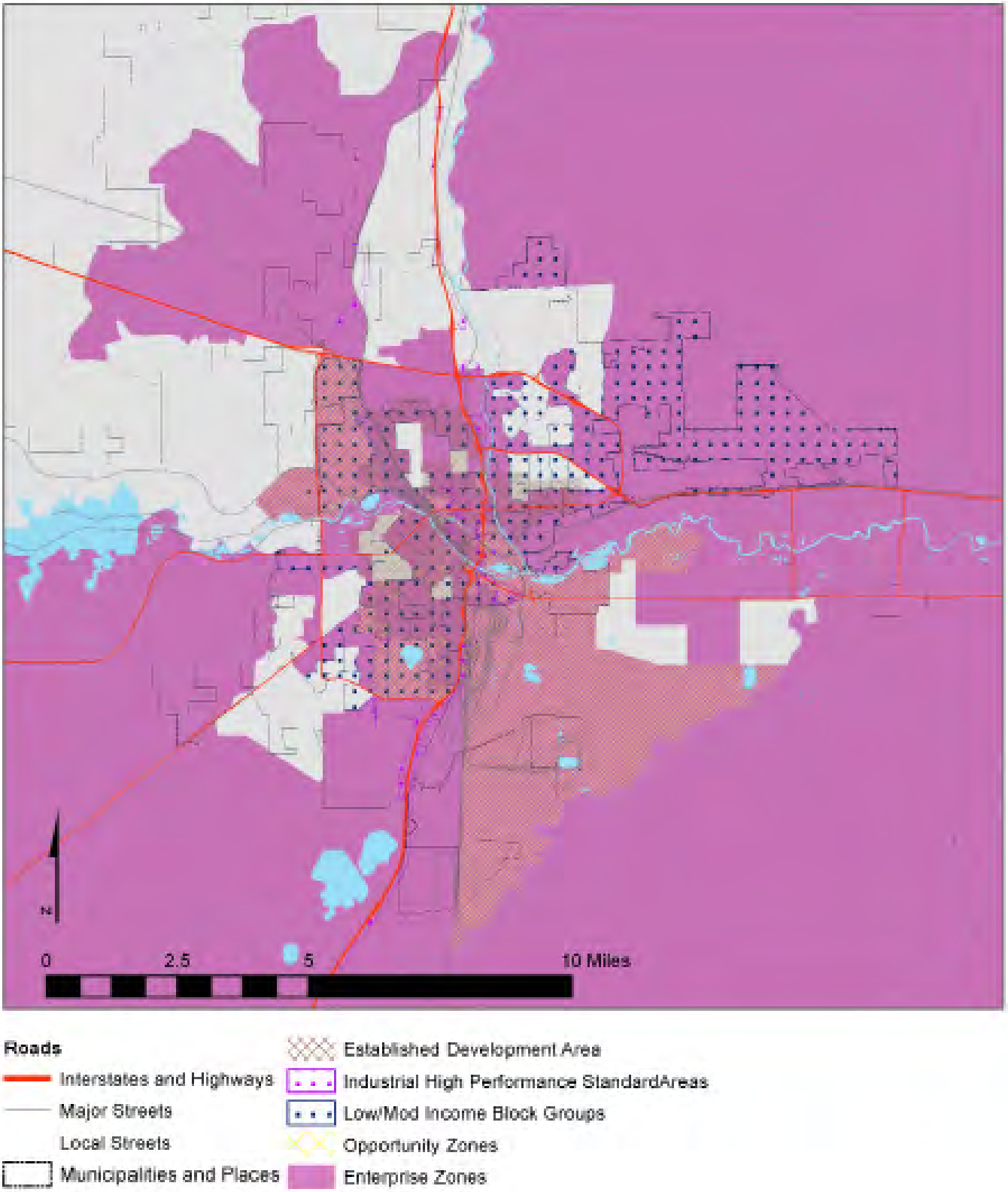
Colorado's Enterprise Zone (EZ) program provides tax incentives to encourage businesses to locate and expand in designated economically distressed areas of the state. The state currently has 18 enterprise zones. Pueblo's enterprise zone encompasses approximately 84% of the County. The program encourages job creation and capital investment by providing tax credits to businesses and projects which promote and encourage economic development activities.

Opportunity Zones

The Opportunity Zone program is a federal business and real estate tax incentive program established by the 2017 Tax Cuts and Jobs Act. It is intended to attract investment to communities that have traditionally lacked investment to stimulate economic development and job creation. The Opportunity Zone program established tax incentives to encourage private investment in OZs. An investor can place taxable capital gains into a qualified opportunity fund (QOF) and receive reduction or exemption from capital gains tax for investments from the QOF into an opportunity zone.

Opportunity Zones (OZs) are specific geographic areas located in 8,762 census tracts across the country. To be eligible for nomination, a census tract had to have a poverty rate of at least 20 percent or have a median income at below 80 of the state or metropolitan area's level. Pueblo County has nine opportunity zones that encompass most of the major employment areas in the County including Downtown, the EVRAZ Industrial District, the Lake Minnequa area, the St. Charles Industrial Park, and the State Fair/Events Center area.

Area Economic Incentive Zones[56]
City of Pueblo



ECONOMIC DEVELOPMENT PARTNERS AND EFFORTS

Economic development in Pueblo is supported by a large group of organizations, institutions, and public agencies.

Greater Pueblo Chamber of Commerce

The Greater Pueblo Chamber of Commerce is a non-profit organization with over 1,300 members. The Chamber serves as an advocate for the business community in Pueblo County and beyond. The chamber provides business development support services, networking events, and business marketing and advertising for members.

Latino Chamber of Commerce of Pueblo

The Latino Chamber of Commerce of Pueblo was formed in 1979 to provide a voice for Hispanic owned businesses in the community. The chamber helps individuals and companies grow through business support services and promotion. Additionally, the chamber provides support for small business development in the County.

Greenhorn Chamber of Commerce

The Greenhorn Chamber of Commerce is a membership of business and stakeholders within the communities of Colorado City, San Isabel, and Rye, which are located in the Greenhorn Valley. The chamber provides support service and promotion for its members.

Pueblo West Chamber of Commerce

The Pueblo West Chamber of Commerce was founded in 2001 and has over 200 members. It provides promotion, networking events, and support services for its members.

PEDCO

The Pueblo Economic Development Corporation is a non-profit economic development agency that provides primary employment attraction and retention services in the County. PEDCO has identified a set of target industry clusters that represent the major primary employment growth opportunities in the County. These industries clusters are:

- Aerospace and Defense
- Manufacturing
- Food and Beverage Production
- Hemp Growing and Processing
- Outdoor Recreation
- Rail Transportation Services

PEDCO offers a suite of programs and tools to help attract and retain businesses. Its most impactful tool is a dedicated City of Pueblo sales and use tax capital improvement fund that is used to support economic development related improvements. PEDCO also provides primary job training programs and administers tax incentives including a personal property tax abatement, enterprise zones, and agricultural employee tax credits. PEDCO recruits companies and structures deals to bring them to Pueblo. The commitment of funds such as the City's 1/2 cent sales tax funds are approved on a project-by-project basis by City Council. Likewise the County's incentives are authorized and approved by the County Commissioners.



RELATED PLANS, STUDIES, AND OTHER EFFORTS

One Pueblo Economic Development Strategic Plan

The COVID-19 Pandemic led business leaders in the County to come together to create a plan to address impacts of pandemic. The effort grew into an opportunity to also generate a collective vision and strategy for the economic recovery and long-term prosperity of the County. The Pueblo Business Economic Recovery Team "BERT" was formed and is comprised of 21 organizations. The BERT Team developed the One Pueblo Economic Development Strategy to guide the collective efforts of the business community. The group crated a vision for the community, which is ...

"Pueblo County is a dynamic and forward-thinking community of choice within Colorado that offers unparalleled opportunity for economic prosperity to each of its residents."

The strategy aligns regional efforts under five goals and collective teams. The five goals area:

- Vision Alignment/Regional Alignment
- Talent Pipeline Optimization
- Foundational Community Elements
- Target Industry Development
- Community Positioning

As of early 2021, teams have been assigned to each goal area and implementation is getting underway.

Pueblo Means Business

Pueblo Means Business aims to streamline and simplify the process of development review for businesses wishing to operate in the County. The project was initiated by Pueblo County in late 2020, in collaboration with the City of Pueblo, the Pueblo West Metro District, and Regional Building. The process is scheduled for completion in mid- to late-2021.

PuebloPlex Redevelopment Plan

Published in 2016, the PuebloPlex Redevelopment Plan defines the overall vision for the redevelopment of 16,000 acres of the Army Chemical Depot site 20 miles east of the City. In 2022, as weapons decommissioning concludes, ownership of this site is anticipated to transition to PuebloPlex - the local redvelopment authority, over a number of years.

Pueblo Shares

Pueblo Shares is a crowdsource site that allows people to upload photos, videos, and other content that positively promotes the assets and advantages of living in, investing in, or visiting the Pueblo region.

Choose Pueblo

Choose Pueblo is a joint marketing initiative of the City, County, Colorado City and Pueblo West that promotes the region's assets and advantages to tourists and those considering relocating to the area.

KEY CONSIDERATIONS FOR THE REGIONAL COMPREHENSIVE PLAN

Pueblo County possesses a strong economic base, an ample supply of land, and strong regional partnerships to build upon for the future. Existing infrastructure assets—including ready access to the rail network and water and sewer availability—can help support economic growth in the region. However, there are challenges that must be addressed, including the education and skill level of the workforce, rising electric power costs, and inadequate broadband connectivity, among others. Key considerations include:

Leveraging major transportation assets

Pueblo has major transportation assets (rail, highway, and airport) that can support a variety of industries and logistics efforts. The City has major rail yards for the BNSF and Union Pacific railways. The region's business parks and PuebloPlex redevelopment—the first 5,000 acres of which is slated to be transferred from the Army to PuebloPlex in 2022—also have multiple rail spurs creating opportunity for rail-served industrial sites. As well, the Transportation Technology Center Inc., located north of PuebloPlex is a railroad testing and training facility. The City is also located at the confluence of I-25 and Highway 50 connecting portions of southern Colorado directly to Pueblo. These assets are attractive to business, but Pueblo is still competing with other larger metro areas for jobs and workforce.

Maintaining a focus on education and workforce development

The relative lack of educational attainment and skills of the workforce may present challenges to attracting growth industries. Given these gaps, whether the workforce can grow to provide the right education/skills to support opportunities is a major concern. The workforce in Pueblo is also aging and older on average. Attraction and training of a younger workforce is needed to take advantage of economic opportunities that may be present now or in the future. (See also, education discussion in Focus Area 1.)

Assessing both the benefits and longer-term impacts of emerging industries

Emerging economic activities in Pueblo County, such as hemp production and solar energy production, are helping to diversify the economy and (in the case of solar) advance renewable energy goals, but the depth of the market opportunities for these industries are still unknown. As well, these industries can create land use impacts on the County that may not be desired. Solar energy production is land intensive and may impact the availability of easy to develop and/or desirable industrial uses that produce more employment in the County. Hemp and marijuana production is a burgeoning industry with a quickly changing regulatory environment. Analysis and monitoring are needed to understand if these emerging industries generate new economic opportunities for residents and what impacts on the County's services and infrastructure these industries create. Independent of the Regional Comprehensive Plan process, the County has taken steps to examine potential concerns and recommend possible policy and regulatory changes. These recommendations will be used to help frame land use and policy choices as part of the Regional Comprehensive Plan process.

Planning for economic resilience

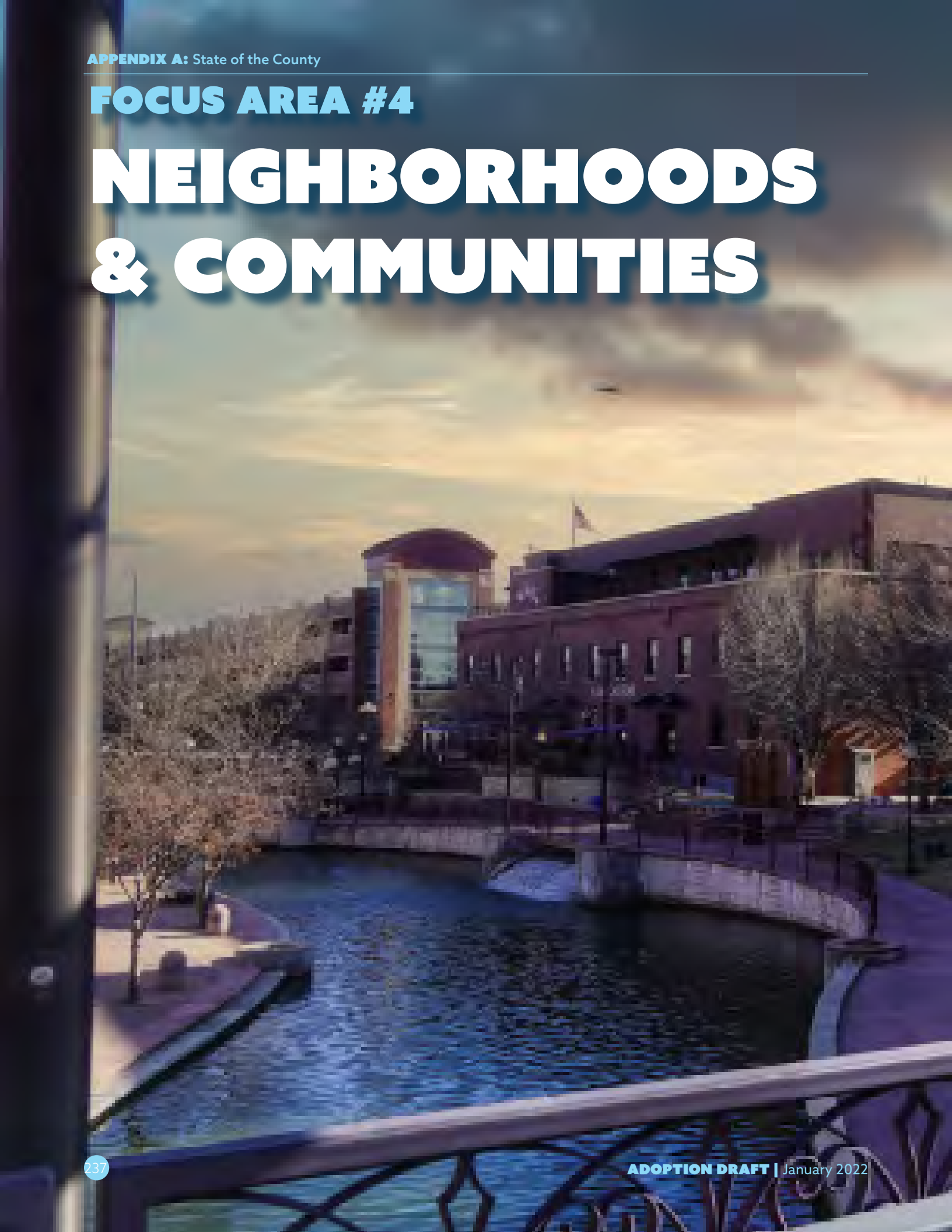
Lastly, the economic resilience of the community should be a major focus. The economic base includes industries that have jobs with less skill requirements. Increasingly these less skilled jobs are being replaced by investments in automation and new technologies. The traditional economic sectors in the region are being impacted greatly by technology advances and market forces. Ensuring employment opportunities for residents in the future will require the County's economy and workforce to continue to evolve.

Tailoring educational opportunities to match economic opportunities in the region

Stakeholder interviews emphasized the advantage of having both a two- and a four-year college in the town, but expressed concern that the education system at the secondary and post-secondary may not be sufficiently preparing Pueblo's workforce with the skills that match existing and anticipated jobs in the area. One concern is the limited level of educational attainment, where most residents do not possess higher degrees, making it difficult to fill higher-level positions across industries with employees from the local workforce. Another stated concern is a mismatch of skills, whereby expanding industries such as renewable energy have difficulty recruiting from the local workforce for skilled positions, expressing a desire for the expansion of programs that prepare students to enter into skilled trades. Additional concerns covered a general lack of preparedness of the workforce, citing problems with reliability, inability to pass drug tests, and lack of long-term commitment (beyond six months). Though efforts are already being made to link the needs of industry with the skills of the workforce, a strategic assessment of priorities and target institutions and industries could contribute to stronger alignment between education and industry in the County. Broadband access is also an issue in some parts of the County, raising concerns about digital equity for students. This challenge has been particularly acute over the past year with the reliance on remote learning.

FOCUS AREA #4

NEIGHBORHOODS & COMMUNITIES





Pueblo County is made up of many unique communities and neighborhoods, each offering a different lifestyle option and sense of community. The right mix of housing, at the right cost, is essential to serve housing needs and support the region's economy. Maintaining the quality and condition of that housing is also essential to ensure all residents have access to safe and healthy living conditions, regardless of their income level. This section provides an overview of household characteristics and existing housing stock in Pueblo County as they exist today and highlights future needs and implications.

Household Composition, 2019[57]

Description	Pueblo County	% of Total	City of Pueblo	% of Total	State of Colorado	% of Total
Family Households	42,573	64%	26,863	60%	1,421,844	64%
Non-Family Households	23,538	36%	18,082	40%	813,259	36%
Total Households	66,111		44,945		2,235,103	

HOUSEHOLD COMPOSITION

Family and Non-family Households

Pueblo is a family-oriented and family-friendly community. This attribute is reflected in its mix of housing options and types. Nearly two-thirds of the households in Pueblo County (64 percent) are family households (defined as two or more related people residing together), a figure equal to the state-wide average. The City of Pueblo has a slightly lower percentage of residents in family households, at 60 percent.

Household by Age Cohort

On average, Pueblo County residents are older than other Colorado residents. The most prevalent household type group in the County is householders age 45 to 64 years old, referred to as Mid-life singles and families. This group accounts for 36 percent of households. The second largest is the senior and empty nester category that accounts for 31 percent of households. The population age 60 and above increased by the fastest rate in the past decade while the population in younger age cohorts (specifically under 25 years old) declined. The needs and housing preferences of residents in these older age cohorts have been a major factor for the housing development patterns in the County.

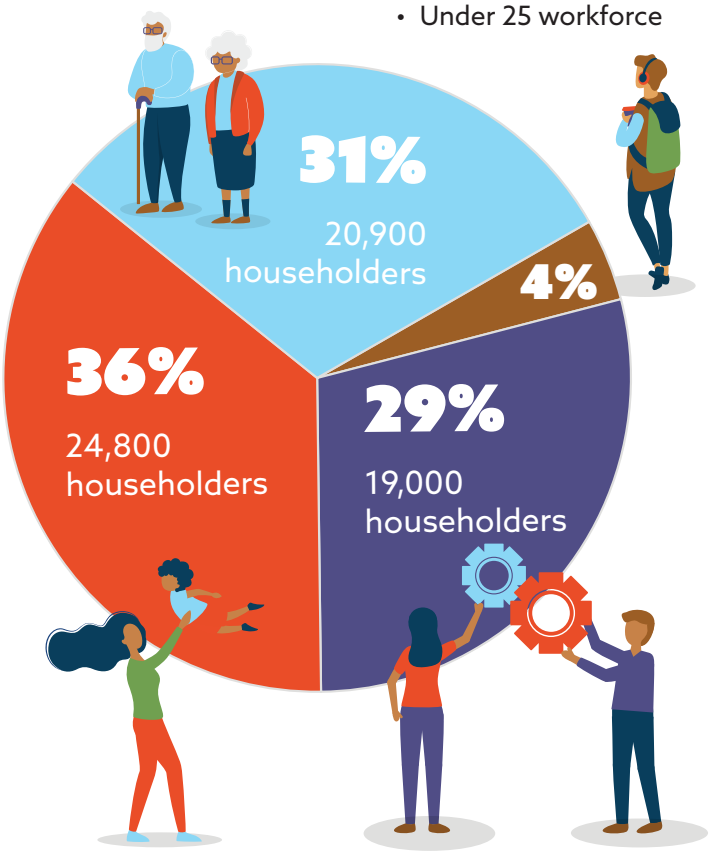
SENIORS AND EMPTY NESTERS

- 65+ years old, family and non-family households

STUDENT AND YOUNG WORKFORCE

(2,700 householders)

- University off-campus housing
- Under 25 workforce



MID-LIFE SINGLES AND FAMILIES

- 45 to 64 years old, family and non-family households

EMERGING SINGLES AND FAMILIES

- 25 to 44 years old, family and non-family households

Households by Units in Structure, 2019[58]

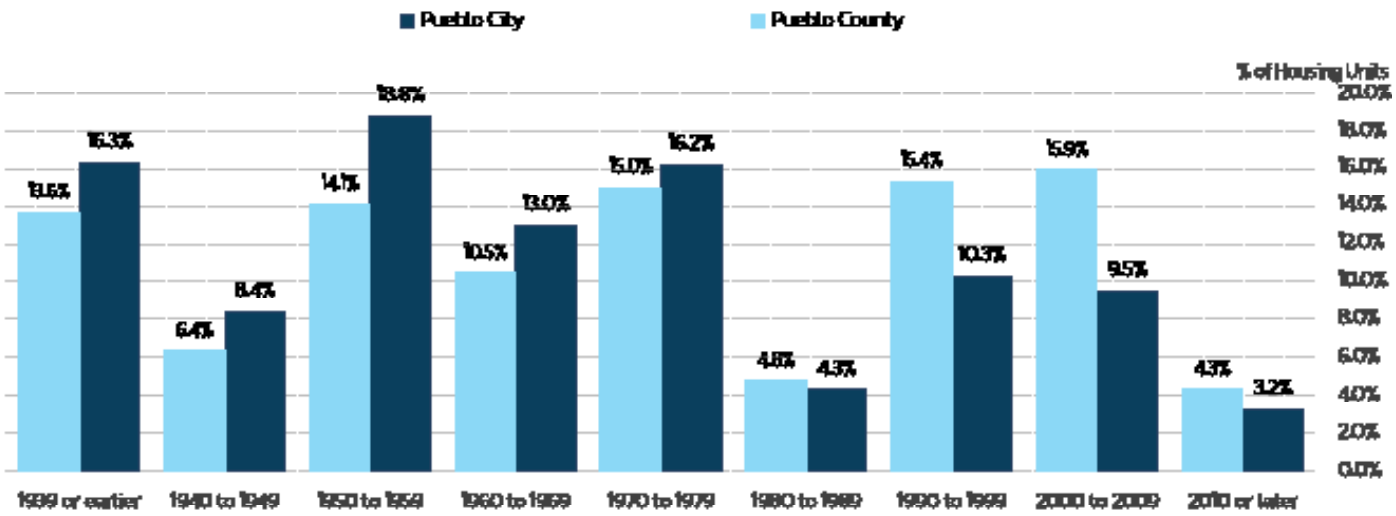
Description	Pueblo County	% of Total	City of Pueblo	% of Total
Single Family Detached	50,872	77%	32,448	72%
Single Family Attached	2,021	3%	1,858	4%
Duplex	1,339	2%	1,077	2%
Tri and Quad Plex	1,212	2%	1,180	3%
5 to 9 units	2,029	3%	1,936	4%
10 to 19 units	1,975	3%	1,929	4%
20 to 49 units	472	1%	472	1%
50 or more units	2,038	3%	2,000	4%
Mobile home	4,153	6%	2,045	5%
Boat, RV, van, etc.	0	0%	0	0%
Total	66,111	100%	44,945	100%

HOUSING STOCK CHARACTERISTICS

Housing Variety

Historically, the family orientation of Pueblo households has generated a housing stock where single family-detached units are the predominant housing type throughout the County, accounting for 77 percent of all housing units. Detached, single-family houses are also the most common type of housing in both the City of Pueblo and Pueblo West, accounting for 72 percent of units in the City and 84 percent of units in Pueblo West. Development trends over the past 20 years have been even more oriented to single-family detached housing, a pattern that has occurred despite the increase of renter households in the County, where the greatest increase of renter households since 2000 has been in single family renter households. While renter households are more typically associated with attached and multifamily housing, this growth pattern indicates that many new renters are occupying existing single-family homes. Metropolitan Districts. The result is a greater proportion of homes built after 1980 are outside of the City of Pueblo and the County's overall housing stock is newer on average compared to the City.

Housing Units by Decade Built, 2019[59]



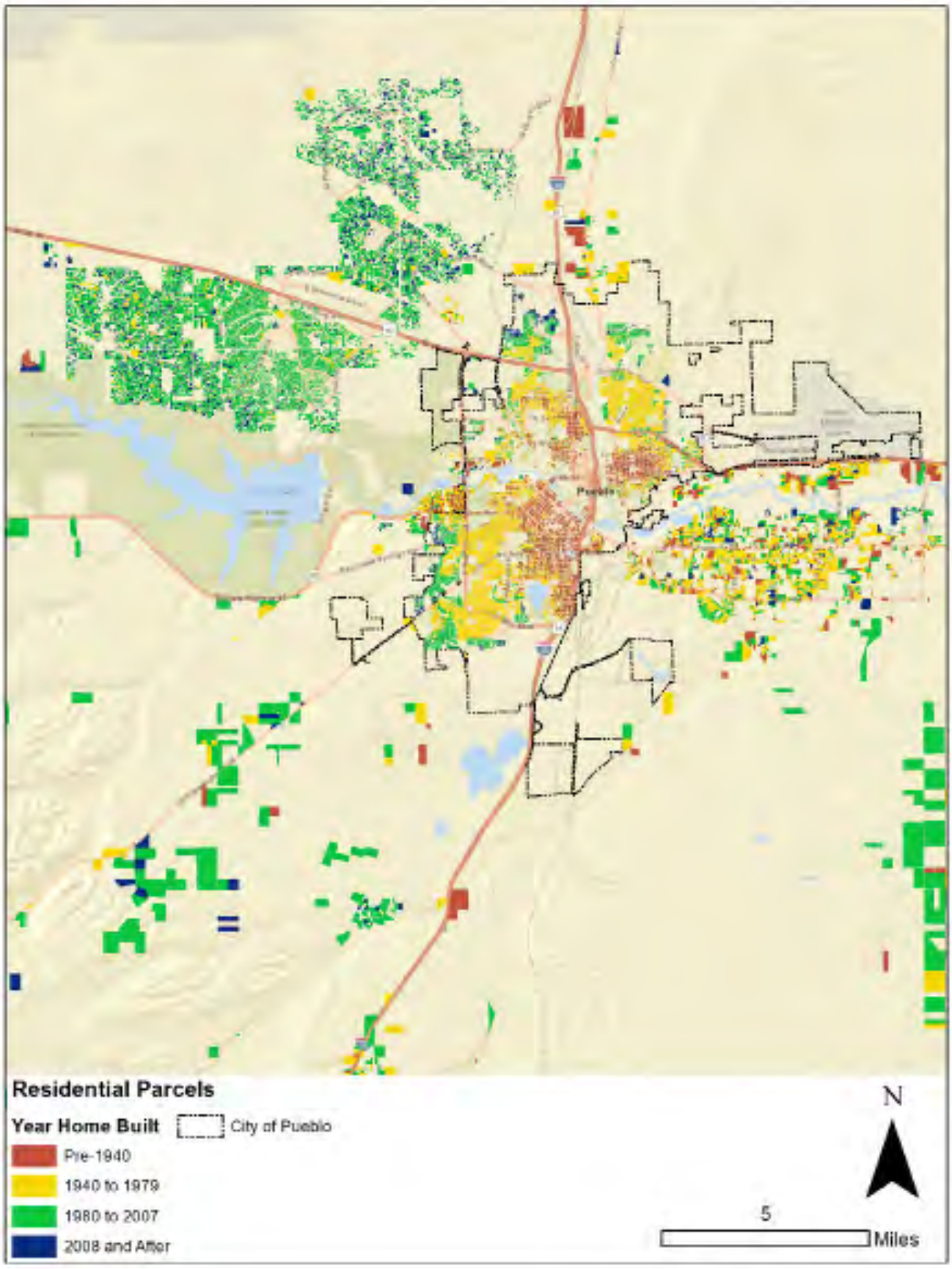
Age of Housing Stock

For much of the twentieth-century, the City of Pueblo captured the majority of the population growth in the County. This trend is reflected in the age of the housing stock. Over 70 percent of the housing units in the City of Pueblo were built before 1980. However, population booms in Pueblo County in the 1990s and 2000s led to a greater number of homes being built outside the City, primarily in Pueblo West and Colorado City, both of which were established as Metro Districts in the 1960s. The result is a greater proportion of homes built after 1980 outside of the City of Pueblo and an overall age for the County's overall housing stock that is newer on average when compared to the City.

Housing Stock Conditions

Nearly half (43.5 percent) of the housing stock in the City of Pueblo was built before 1960, versus 34.1 percent in the County as a whole. Housing conditions in some older parts of the City are poor due to aging infrastructure and associated disinvestment.

Homes/Parcels by Year Built[60]
Pueblo County











NEIGHBORHOOD TYPES IN PUEBLO COUNTY

Housing construction patterns in Pueblo County have created a distinct set of neighborhood types. Neighborhood types are grouped primarily based on the decade(s) they were built and their similar attributes—age of housing stock, block lengths, lot size, house orientation, and street networks.

- **Pre-War Neighborhoods.** These neighborhoods feature smaller homes on smaller than average lots primarily in the core of the City of Pueblo. These areas have a mix of front and alley-loaded homes, a gridded street pattern with shorter blocks, and greater overall housing density that is higher than other neighborhoods.
- **1950s to 1970s Housing Boom Neighborhoods.** The City experienced a substantial growth period after World War II that resulted in the creation of neighborhoods that are more suburban in nature. These neighborhoods have slightly larger lot sizes that are primarily front-loaded, a street network that is more oriented to major arterials with fewer access points, and more curvilinear street networks.
- **1990's and 2000's Exurbs.** The housing development pattern shifted greatly in the 1990s with most new housing development occurring in Pueblo West, Colorado City, and north of Highway 50 in the City of Pueblo. These neighborhoods range from larger lot suburban single-family homes to one- to two-acre "ranchettes." The street pattern in these neighborhoods is more winding, accessed off major highways and arterials, and has limited access points to surrounding uses. The Pueblo Ranch housing type is indicative of the homes in these neighborhoods.
- **Agricultural and Mountain Communities.** The agricultural communities feature a mixture of homes on large lots to large ranches spread through the agricultural areas and St. Charles Mesa along the Arkansas River including Vineland, Avondale, North Avondale, and the Town of Boone. The foothill communities on the western edges of the County at the foot of the Sangre de Cristo mountain range feature collections of homes clustered in small communities such as Rye and Beulah. These agricultural and foothill communities have experienced minimal new housing development, have older than average homes, and are oriented to workers within agricultural businesses or retirees.

HOUSING ACCESS AND AFFORDABILITY

Pueblo County faces growing issues related to housing availability, access, and affordability. These challenges are tied to some of the housing stock issues related to the age, conditions, and characteristics, but also to economic conditions and forces outside of the community.

The community's aging housing stock and affordability challenges are a matter of concern to maintaining and improving quality of life in Pueblo County. The interconnected nature of Pueblo County's economy makes housing a regional challenge in need of regional solutions.

Housing Access

In Pueblo County, currently there is a very limited amount of available housing – regardless of the cost. The U.S. Census Bureau's 2019 American Community Survey found that the City of Pueblo and the County had a rental vacancy rate of 3.1 percent, which is well below the state (4.8%) and national (6.0%) vacancy rates. Homeowner vacancy rates in the City and Pueblo County are 1.9 percent and 1.6 percent, respectively. This is similar to the state (1.1%) and national (1.6%) vacancy rate for owned homes.

The tight rental housing market makes it difficult for people moving to Pueblo to find a place to rent. In a market with limited options, current residents may find themselves in a home that is too large or small for their family, in a neighborhood that forces a long commute, and at a cost that keeps them from being able to support local businesses, invest in their future, or save for an emergency. A tight housing market limits the ability of residents to transition to housing that better fits their needs and income over time, because there are so few options available.

Housing Affordability

Pueblo County has traditionally been known as an affordable place to live but raising housing prices are decreasing accessibility to some residents. According to the U.S. Census Bureau's 2019 American Community Survey, 28.5 percent of households with a mortgage in Pueblo County are spending 30 percent or more of their income on housing costs (known as housing cost-burdened). This is a rate higher than the rate of cost-burdened homeowners nationwide (27.8%) and statewide (27.3%). In the City of Pueblo, 27.5 percent of homeowners are paying 30 percent or more of their incomes to cover housing costs.

Among renters, 58 percent are spending 30 percent or more of their income on housing in Pueblo – higher than the 55.3 percent of renters that are cost-burdened in Pueblo County overall. This is significantly higher than the nationwide (49.6%) and statewide (51.0%) rates of renters spending more than 30 percent of income on housing.

COST BURDENED RENTERS

55% Pueblo County

58% City of Pueblo

39% Pueblo West

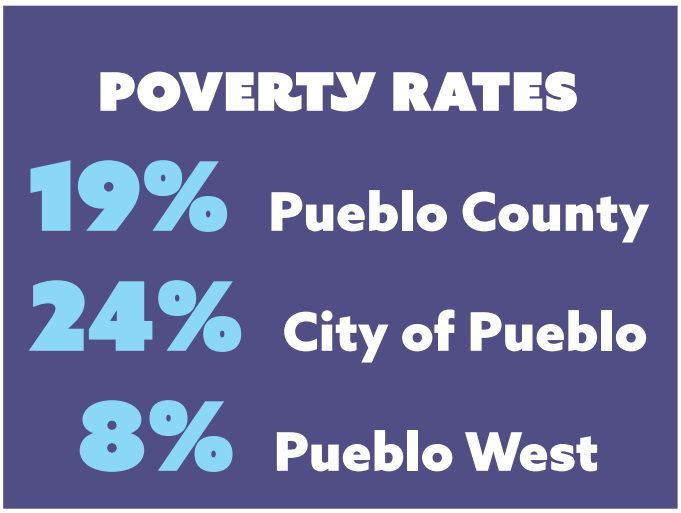
The age of housing stock in Pueblo County, which can be tied to higher maintenance costs and utility costs, can add to affordability issues for homeowners. Low-income homeowners may find themselves unable to afford maintaining their property, especially when major issues arise.

Residents and community service providers in Pueblo County have also indicated that many rental units are poorly maintained or even have unsafe living conditions. The 2019 American Community Survey

found that 0.5 percent of homes in Pueblo County lack complete plumbing facilities, 1.1 percent lack complete kitchen facilities, and 1.5 percent lack telephone service—possibly indicating an inability to access internet. Anecdotes from residents and community leaders suggests that the limited supply of affordable housing, low-income tenants find themselves unable to demand repairs or improvements due to the risk of eviction in a community with few other places to live.

Poverty

The challenges of housing access and affordability are exacerbated by poverty in Pueblo County. Although many areas of the region are more affluent, large numbers of residents in the region are living below the poverty line—a rate that varies based on the number of individuals in a home. In the City of Pueblo 23.5 percent of residents fall below this threshold, along with 18.9 percent of Pueblo County residents. These are both well above the state (10.3%) and national (13.4%) rates of people living in poverty.



The median household income in 2019 in Pueblo and Pueblo County is estimated at $40,450 and $46,783, respectively. Again, this is well below the statewide ($72,331) and nationwide ($62,834) median household income and indicates a challenge to housing affordability and security in the Pueblo region.

Supportive Housing

Poverty, limited housing availability, and increasing housing costs directly contribute to Pueblo's homelessness challenge. In a housing market with limited options, losing a job, a decrease in wages, or an unexpected bill can result in losing housing altogether. There is often little to no housing available at some income levels in Pueblo County. This issue prevents unhoused populations from returning to stable housing and places many more families and individuals on the edge of homelessness.

Although it is difficult to find an accurate current count of Pueblo County's unhoused population due to the COVID-19 pandemic, a place-in-time survey conducted in February 2019 found that Pueblo had an estimated 336 unhoused individuals – 121 in shelters, 39 in transitional housing, and 176 unsheltered. It is estimated that Pueblo's unhoused population may be higher, due to the difficult nature of counting transient populations that may also sleep in cars, on couches, or other impermanent locations. In recent years, Pueblo School District 60 found that over 1,500 students had experienced homelessness for some part of the school year.

Posada of Pueblo, a housing and supportive service provider in the community has indicated that demand for housing and services has increased dramatically over recent years, reflecting a trend towards more unhoused individuals. Similarly, the Pueblo Police Department regularly gets calls related to homeless population and have noted that the volume of calls and the resources dedicated to the issue have increased in recent years.

Nationwide, homelessness has been increasing since 2016, although the long-term trend since 2007 has been toward fewer unhoused people. The challenges presented by the current COVID-19 crisis to employment, mental health, and substance abuse is expected to further increase the need for housing and community services throughout the country. However, the unique and challenging circumstances of Pueblo County's housing market suggest that changes to the status quo for housing access and affordability are central to addressing issues of homelessness and poverty in the community.

RELATED PLANS AND STUDIES

Strategic Housing Assessment and Action Plan (forthcoming - 2021)

The City of Pueblo, in collaboration with Pueblo County and Pueblo West has retained a consultant to prepare a strategic housing assessment with an emphasis on affordable housing. This study will provide a more in-depth look at the housing inventory in the City of Pueblo and surrounding communities, housing cost and affordability, deficiencies in housing supply relative to need by price range or affordability level, and the amount of new housing that could be needed to replace obsolete or unsuitable housing during the next ten years. An economic analysis of housing development alternatives and housing barriers will also be conducted. Based on this assessment, an action plan will be developed to monitor the effects of implementing affordable housing strategies over time. Recommendations that emerge from this work will be used to inform the development of housing-related goals, policies, and implementation strategies as part of the Regional Comprehensive Plan.



NEIGHBORHOOD REHABILITATION EFFORTS

Some of the efforts underway to rehabilitate aging homes and invest in existing neighborhoods in Pueblo County are described below.

- **NeighborWorks of Pueblo.** NeighborWorks of Pueblo is a private nonprofit organization with the goal of assisting families with homeownership. In addition to free credit counseling, education, loan modification, budget planning, and foreclosure prevention training, NeighborWorks of Pueblo is helps low-income homeowners restore homes, apply for home rehabilitation loans, and complete energy and water efficiency upgrades. NeighborWorks of Pueblo has also assisted communities with landscaping, neighborhood beautification initiatives, and neighborhood clean-up projects.
- **Colorado Smelter Revitalization Project.** The Environmental Protection Agency (EPA) designated the Colorado Smelter Superfund site in December 2014 due to concerns about high levels of arsenic and lead identified in smelter slag and neighborhood soils. The study area for the superfund site encompasses many neighborhoods in Pueblo, including Grove, Bessemer, and Eilers. Along with testing and cleanup in the area, these neighborhoods expect to benefit from neighborhood revitalization efforts including streetscape improvements, better access to recreational opportunities, establishing a neighborhood plaza, connecting to amenities and Downtown, designating a history trail, and installing cultural wayfinding street signage. Finally, the planning effort will work to provide residents with homebuying assistance and develop strategies for developing affordable and workforce housing.
- **Pueblo Urban Renewal Authority (PURA).** The PURA has been active in development and revitalization projects in Pueblo since 1959 and works to identify area lacking investment and stimulate economic activity in that area through redevelopment projects. In the past, PURA has invested in streetscape improvements, public art, and other infrastructure improvements, and could focus those efforts on residential neighborhood improvements in the future.
- **Low-Income Housing Tax Credit (LIHTC).** The LIHTC is an important tool available to the Pueblo region for the creation of affordable housing, as well as rehabilitation of rental housing targeted to lower-income households. The federal tax credit gives tax credits to local governments and LIHTC-allocating agencies to support the acquisition, restoration, or new construction of affordable rental housing.
- **Energy Efficiency and Weatherization Programs and Incentives.** In addition to energy efficiency programs for all residents and businesses in Pueblo County, both Black Hills Energy and Xcel Energy offer programs and incentives for weatherization and energy efficiency that are targeted towards low-income homeowners.

KEY CONSIDERATIONS FOR THE REGIONAL COMPREHENSIVE PLAN

Demographic and economic changes have started to shift the composition of households in the County. The percent of family households has decreased in the past 10 and 20 years, at the same time as the percent of residents that own their home has decreased. Over the past two decades, the increase of renter households has approximately matched the increase of owner households. These shifts, however, have not been represented in the residential development patterns in the County. Furthermore, as the population ages the housing needs will diversify even more. The following were identified as key considerations for the Regional Comprehensive Plan process:

Adapting the housing supply to meet the needs of older residents.

The fastest growing group of residents over the plan horizon will be adults 65 and over, anticipated to grow by 40 percent. This group is anticipated to account for 5,878 of the projected 14,700 new households and will be the largest group in 2040. Smaller housing products with less maintenance requirements may become more in demand as such residents look to downsize or age in place. As well, health care needs may require or enhance the appeal of retirement communities and assisted living/continuum of care housing developments.

Expanding housing options to help attract and retain a younger workforce.

Demand for single family homes on large lots is anticipated to remain strong. However, some residents of large-lot areas separated from services and amenities, such as Pueblo West, have begun to express the desire for integration of more commercial uses and neighborhood amenities than currently exist in these large lot subdivisions. National housing trends have been shifting towards more mixed-use and walkable neighborhoods. Employment growth will attract new, younger residents that may desire different neighborhoods or may not be able to afford the types of homes built in these large lot areas. Lastly, as capacity for new homes reduces in existing developments, especially Pueblo West, the need for new subdivisions and neighborhoods may require more dense developed projects to off-set the costs of land and infrastructure to create housing.

Improving housing conditions in older neighborhoods.

Improving conditions in older neighborhoods has been an ongoing focus of City of Pueblo, Pueblo County, and other regional partners to help ensure all residents have access to safe and stable housing, promote reinvestment in under served areas, and address housing affordability and supply challenges. Coordination of Regional Comprehensive Plan policies and land use recommendations with these ongoing efforts will be important.

Advancing efforts to provide a Continuum of Care in housing

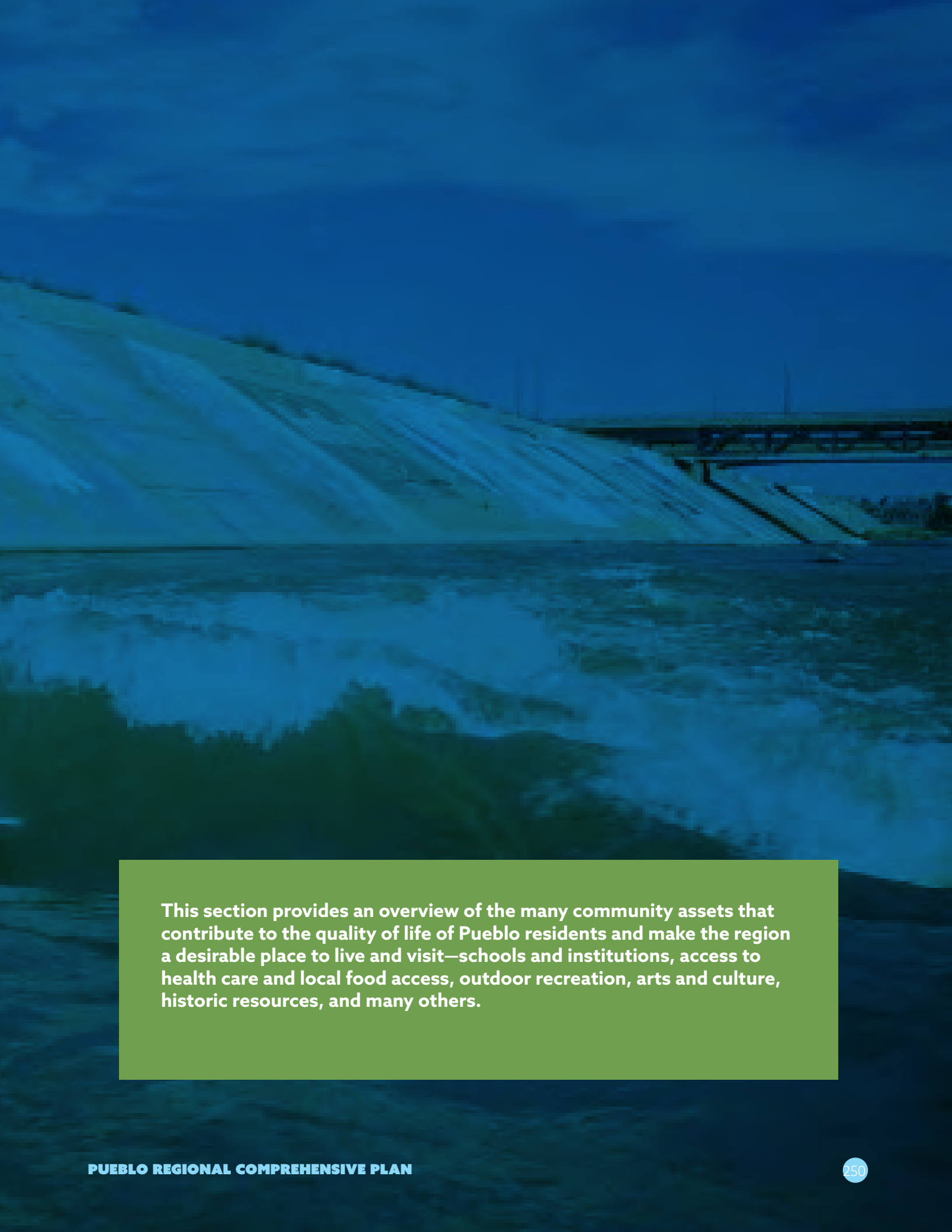
Homelessness and housing are regional challenges that merit a regional approach. Achieving long-term and sustainable housing solutions for low-income and unhoused people in Pueblo also requires a comprehensive approach that includes housing options, affordable housing, and supportive housing. A Continuum of Care approach is designed to provide a community-specific strategy for planning, strategic resource use, coordination between programs and providers, and data collection for measuring performance. Pueblo—led by the Pueblo Rescue Mission and Pueblo Triple Aim Corporation— recently signed on to participate in the national Built for Zero program. The program focuses on Continuum of Care and has numerous efforts ongoing to work towards finding homes for all Puebloans.

Encouraging fiscally sustainable housing development

Lastly, the ability of the City, County, and the metropolitan districts to serve new housing developments with water, sewer, roads, parks, and other municipal services may create financial constraints, which may limit where new development is feasible or supportable. The fiscal health of these communities is greatly impacted by the growth pattern and may have to shift to be able to ensure basic infrastructure needs can be met and existing/desired levels of service can be met.

FOCUS AREA #5
COMMUNITY ASSETS





This section provides an overview of the many community assets that contribute to the quality of life of Pueblo residents and make the region a desirable place to live and visit—schools and institutions, access to health care and local food access, outdoor recreation, arts and culture, historic resources, and many others.

EDUCATION

School Districts

School District 60 serves the City of Pueblo and approximately 16,000 students in 30 schools. It has a student body that is roughly 75 percent non-white and, in 2019, the district had an 83 percent graduation rate. This is slightly higher than the statewide average of 81 percent.

School District 70 serves Pueblo County, outside Pueblo City limits. The district educates over 8,000 students across 35 schools and, in 2020, had a 93 percent graduation rate. This is more than 10 percentage points above the statewide average.

CSU Pueblo

Part of the Colorado State University System, CSU-Pueblo is a 275-acre campus, with approximately 4,000 students. Located in the northeastern corner of Pueblo, the university offers undergraduate, graduate, and pre-professional degree programs. Nearly 50 percent of the student population is non-white, and 83 percent come from within the State of Colorado. The campus is a federally designated Hispanic-Serving institution.

Pueblo Community College

The Pueblo Community College (PCC) has its primary campus in Pueblo, with four additional satellite campuses in Durango, Canon City, Mancos, and Bayfield. PCC serves over 5,000 students at its Pueblo campus and offers certificate programs, associate degrees, and bachelor's degrees.

Hospitals and Medical Facilities

Major hospitals in Pueblo County are Parkview Medical Center and St. Mary Corwin Medical Center. Medical offices are clustered nearby each of these hospitals and at the Park West Medical Complex. Pueblo also hosts the Colorado Mental Health Institute at Pueblo (CMHIP), a nearly 500-bed hospital located on a 300-acre campus. CMHIP is one of Pueblo's largest employers and focuses on inpatient treatment of behavioral health among adults and adolescents.

Residents of Pueblo County can address most medical needs locally, but may need to travel to Colorado Springs, Denver, or another large city for some procedures.

Food Security[61-62]

Access to healthy and affordable food is a major contributor to a community's quality of life. It can improve public health, reduce stress, save money, and help children excel in school. However, many parts of Pueblo County are not able to meet this fundamental need. The average rate of household food insecurity between 2009 and 2011 was 13.4 percent – up from 8.6 percent between 1999 and 2001. In 2011, 26.3 percent of children in Pueblo County were food insecure. Some factors leading to increased food insecurity is the growing poverty rate and a higher percentage of single-parent households.

The Pueblo City-County Health Department (PCCHD) Consumer and Market Report (2013) looked at buying patterns of Pueblo County customers and the distribution of revenue from food purchases to other sectors of the food industry. The report details the frequency of at-home versus away-from-home meals, the types of places that residents eat and shop for food, the amount spent on food, the type of food purchased, and other factors that influence the local food economy. Key findings from the report include a decline in the amount spent on food (mirroring statewide and regional trends), concerns about cost of fruits and vegetables (72 percent of survey respondents said more affordable fruits and vegetables would make it easier to eat healthy), a significant portion of residents having to travel more than 10 miles to access fruits and vegetables (20 percent), and a growing an interest from Puebloans in buying food from local suppliers or growing or hunting for food.[63]

To achieve a more safe, healthy, and affordable food system PCCHD is involved in several initiatives, including:

- **The Healthy Food and Beverage Initiative.** Funded through a grant from the Colorado Department of Public Health and Environment (CDPHE), the focus of the imitative is to work with public venues, such as the Pueblo Zoo, to add healthier choices to a concession stand or café
- **The Healthy Corner Store Initiative.** Funded through a grant from the CDPHE, this initiative is working with food retail stores in Pueblo to add healthy products to their inventory.

PCCHD has also developed a Community Health Improvement Plan (CHIP) to guide efforts towards improving health through 2022. The CHIP identifies obesity as one of the key issues in the community and establishes a strategy to "improve access to healthy and affordable foods in the community," among other efforts.[64]

Additionally, the Pueblo Food Project is a major effort in Pueblo County to look at the community food system and "create a more vibrant, nutritious and equitable food system for every eater in Pueblo County." The Pueblo Food Project is a community coalition with five working groups, three task forces, an advisory council, and a youth council. The effort includes participants from the agriculture and food products industries, organizations involved in housing and poverty, local business leaders, community activists, concerned citizens, and representatives from Pueblo Community College, CSU-Pueblo, University of Colorado-Colorado Springs, Pueblo County, and the City of Pueblo.

The major initiatives of the Pueblo Food Project are:

- **Healthy food access.** Creating a food system that provides safe, healthy, affordable, and equitable food for all Puebloans.
- **Local food economy.** Developing a resilient local food supply system by incubating and supporting food and farm businesses. This includes the annual Food and Ag Summit, which works to develop entrepreneurs, connect businesses, and establish a stronger local food economy.
- **Food and farm education.** Fostering opportunities for the community to learn about the food system and acquire food skills.
- **Advocacy.** Providing a structured, community-driven means to shape food and farm policy decisions at the local, state, and national level.
- **Collaboration.** Bringing together community organizations, businesses, public institutions, government agencies, and residents to learn, contribute, impact, and celebrate the food system.

Other planned projects include the restoration and adaptive reuse of the former Nuckolls Packing Company building in Pueblo's Grove neighborhood, and Watertower Place—which involves the redevelopment of a historic building into an urban village and hub of innovation with event space, creative industries, and – notably – a food market to support on-site and local agriculture and food-related businesses.

FARMS AND RANCHES

Ranching and farming have been important to the economy and culture of the Pueblo area since the County was established in 1861 – when Colorado was still a territory.

Prime Agricultural Land

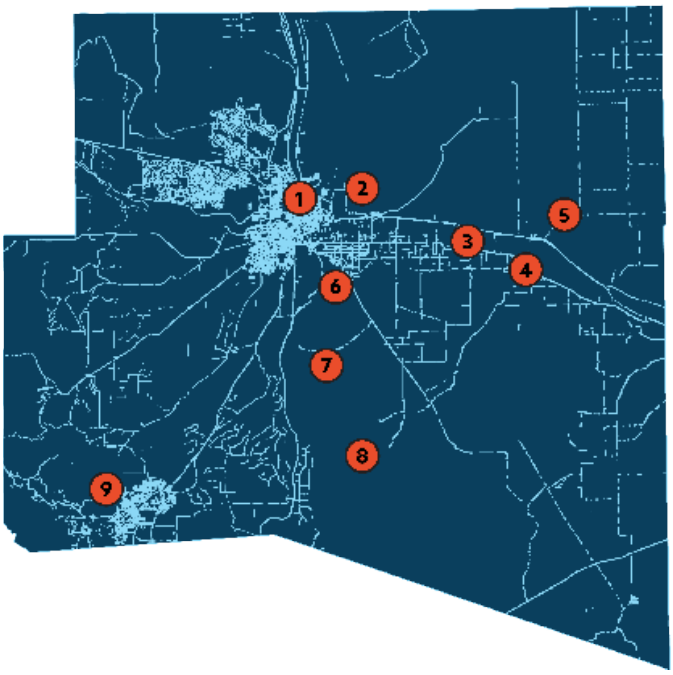
The majority of the County's prime agricultural land is located on the St. Charles Mesa in the Arkansas Valley Fill Aquifer. This area is irrigated and highly productive. It was identified in a 2016 assessment completed by the American Farmland Trust as nationally significant agricultural land. The Trust defines nationally significant agricultural land as the land best suited for long-term production of food and other crops.

Conservation Areas

To protect the agricultural heritage and productivity of the Pueblo region and preserve the scenic and environmental benefits of agricultural lands, some working farms and ranches in Pueblo County have been set aside for preservation through conservation easements. Conservation easements are voluntary legal agreements between landowners and land trusts or governments to limit development of the property in the future with permanent restrictions and protect important values of the property forever. Led by the property owner's interests, conservation agreements allow farms and ranches to continue to operate and often protect open space, wildlife habitat, rivers and streams, and other natural features. Nearly 200,000 acres of land in Pueblo County are held in conservation easements. Nearly 50,000 acres (some of which correspond to conservation easements) are designated by the Colorado Natural Heritage Program as Wildlife and Biodiversity conservation areas.

Pueblo County also uses agricultural PUDs to allow for residential lots to be incorporated into a primary agricultural use of the PUD zoned area. This has allowed farm and ranch families to expand some limited new residential lots, while retaining the primary agricultural uses within the PUD.

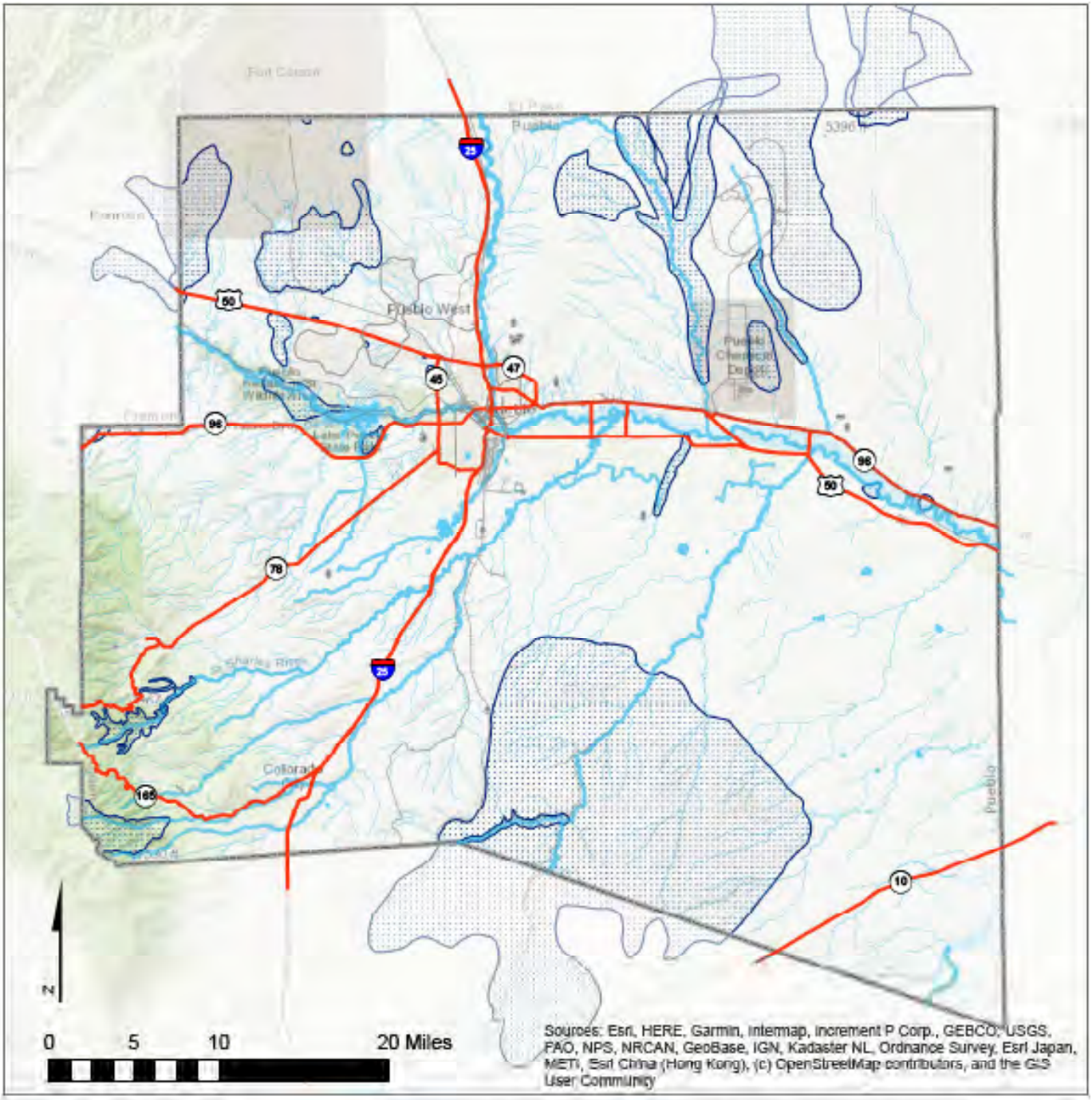
Centennial Farms and Ranches[65]
Pueblo County



Some of the oldest, continually operating homestead farms and ranches in Pueblo County date back to the late 1800s, with a small number having been operated by the same families since their establishment over a hundred years ago. These are Centennial Farms and Ranches, as recognized by History Colorado.

1. Koch Farm, Pueblo, 1914
2. Butler Ranch, Avondale, 1882
3. William H Johnson Family Farm, Avondale, 1906
4. Carter Ranch, Boone, 1909
5. Thatcher Land & Cattle Co., Boone, 1894
6. Cawlfield Farms, Pueblo, 1891
7. San Carlos Ranch, Beulah, 1889
8. Ruddock-Roper Ranch, Beulah, 1892
9. Bennett Ranch, Beulah, 1897

Conservation Areas Capacity Analysis[66]
Pueblo County



OUTDOOR RECREATION

One of Pueblo County's most valued resources is its abundant and easily accessible outdoor recreation opportunities. These include access to public lands, as well as parks and recreation facilities provided by the County, City, and other regional partners.

Public Lands

Over 25 percent of Pueblo County's land area is managed by state or federal agencies. While not all of this land is open to the public, two of the most notable public lands assets in Pueblo County that offer outdoor recreation opportunities include:

Lake Pueblo State Park and Wildlife Area

Lake Pueblo State Park extends west of the City and north of highway 96 along the shores of the Pueblo Reservoir. The State Wildlife Area extends further west of the Park, along the Arkansas River. The park encompasses 10,280 acres, including the Reservoir. Lake Pueblo is Colorado's most visited state park and reached a record 2.7 million visitors in 2019 – up from 1.8 million visitors in 2016. This continues a trend towards increased visitation across all of Colorado's state parks and signifies the importance of Lake Pueblo State Park to the recreation and tourism economy of the region.

Lake Pueblo State Park is home to over 40 miles of multi-purpose trails. Construction and maintenance of the Lake Pueblo trails is led by local non-profit community group, Southern Colorado Trail Builders (SCTB), which works alongside the State Park and U.S. Bureau of Reclamation to maintain and expand the trail network, while working to reduce conflicts between different user groups and limit impacts to natural resources.

San Isabel National Forest

Though primarily located west of Pueblo County, portions of the San Isabel National Forest extend into the County on its western and southern edges. The Wet Mountains and Greenhorn Mountain Wilderness are encompassed by the National Forest and are easily accessible from Rye and Beulah in Pueblo County. The San Isabel National Forest offers miles of trails for use by people hiking, mountain biking, or riding horses. Many trails connect to open spaces managed by local government agencies.

Parks and Recreation

Pueblo County is home to an extensive system of parks, trails, open space, and other recreation opportunities.

Pueblo County Parks and Trails

Pueblo County owns and operate five parks – John Arellano Park and Fulton Heights Park in Salt Creek, McHarg Park in Avondale, Liberty Point near Lake Pueblo State Park, and Rye Mountain Park in the mountains outside of Rye. The County also provides recreational opportunities at the Runyon Field Sports Complex, Desert Hawk Golf Course in Pueblo West, Fulton Heights Community Center, McHarg Community Center, and Pueblo County Recreation Center – along with numerous programs, events, and activities at each park and center. 2016 Ballot Measure 1A offers Pueblo County the opportunity to expand recreational offerings, including construction of the St. Charles Mesa Community Center (including recreation center and swimming pool) and completion of the Downtown Youth Sports Complex.

In addition to trails between County-owned parks, Pueblo County is working to extend the trail system to underserved parts of the community and to create regional connections. Pueblo County is in the early stages of the Arkansas River Trail Connection project – a collaboration with the City of Pueblo and private landowners – which aims to extend trails along the Arkansas River to the east of Pueblo and along the south end of St. Charles Mesa to Baxter Road. Funded by the Capital Improvement Program and 2016 Ballot Measure 1A, the Arkansas River Trail extension will require easements, land acquisition, and further study. Future regional efforts to extend trails and open space along Fountain Creek – and possible future connections to Colorado Springs – present an exciting opportunity for regional collaboration



City of Pueblo Parks and Recreation

The City of Pueblo offers a robust network of parks, open spaces, and recreational amenities – approximately 90 properties and over 4,575 acres under City ownership and an additional 29 properties and approximately 250 acres under City maintenance. Included is 24 miles of trails. Some notable parks and recreational amenities include:

- City Park
- Mineral Palace Park
- The Honor Farm Open Space
- The Fountain Creek Corridor
- The Arkansas River Corridor
- The Pueblo Plaza Ice Arena
- El Centro del Quinto Sol Recreation Center
- Pueblo Mountain Park: Nature and Wildlife Discovery Center
- Lake Minnequa Park and Open Space

Of the 24 miles of trails maintained by the City, the Pueblo River Trail System is the crown jewel. The system stretches along both the Arkansas River and Fountain Creek to provide recreational access and connect the river corridors with CSU-Pueblo, Pueblo Mall, Runyon Field Sports Complex, the Historic Arkansas Riverwalk, Downtown Pueblo, Pueblo City Park, and Lake Pueblo State Park. These river corridors are also connected to on- and off-street paths and bikeways that extend into Pueblo neighborhoods. The Pueblo White Water Park and much of the Arkansas River corridor are regional draws for fishing, kayaking, tubing, and more – made possible by protection and investment by the City of Pueblo.

In partnership with the Nature and Wildlife Discovery Center and San Isabel National Forest, and City of Pueblo, the SCTB completed the 1.8-mile Carhart Trail to connect Pueblo Mountain Park with existing trails in the National Forest.

The City's Parks and Recreation Assessment and Implementation Plan looks at the accessibility of parks within a ten-minute walk (1/3 mile) and within a short bike ride (1 mile) from where Puebloans live. Based on this level of access, almost 90 percent of the City is served at a neighborhood level by the current system of parks, trails, open space, and indoor facilities – with

some gaps present between parks and a more noticeable lack of access along the edges of the City.

In addition to the need for parks, trails, open space, and indoor facilities to fill the gaps in service, the community has identified a need for greater investment in and maintenance of existing parks. Stakeholders and residents have particularly noted a need for more pools, athletic centers, and opportunities/activities for youth.

Pueblo West Parks and Recreation

The Pueblo West Municipal District provides residents with a variety of parks, open space, and recreation amenities. Facilities include indoor and outdoor recreation at Civic Center Park (including Cattail Crossing Pond, the Civic Center Skate Park, and the Splash Park), Lovell Park (including the Waggin' Tail Dog Park and Pueblo West Pool), Memorial Recreation Park, and Pixie Playground. All of these facilities are located south of Highway 50.

Pueblo West offers miles of trails. The McCulloch Main Trail, Safe Routes to School Trail, Sierra Vista Trail, Desert Sage Trail, SDS Trail, Civic Center Park Trail, and Cattail Crossing Pond Trail are all dedicated to people walking or biking – often connecting neighborhoods, schools, parks, and other trails. Because Pueblo West was designed to be an equine-friendly community, the area has miles of trails and easements within neighborhoods and connecting to Lake Pueblo State Park.

The Pueblo West Municipal District also provides classes, activities, and a robust network of open lands and multi-purpose trails throughout the community. Pueblo West has plans and grant funding at this time to complete an additional seven miles of trails in the coming years.

Colorado City Parks and Recreation

Greenhorn Meadows Park and Campground offers camping along the Greenhorn Creek and picnic areas, playgrounds, and event pavilion. Lake Beckwith is popular for fishing and hiking the trail around the beautiful lake. Greenhorn Valley Trail Master Plan includes developing more hiking trails to connect much of the Colorado City/Greenhorn Valley area.

Community Organizations

In addition to the SCTB – highlighted above for contributions to the regional trail network – Pueblo Active Community Environments (PACE) is an important community organization that working to improve the built environment for people walking and biking. PACE advocates for improvements to recreational amenities, promotes walking and biking, and supports the growth of a sustainable economy – tied to local history, culture, and alternative modes of transportation. Notable efforts that PACE has spearheaded include distributing maps of area bike routes, improving trail signage, organizing Bike to Work and National Bike Challenge events, gaining grant funding for additional bike racks, applying for Bicycle Friendly Community status, and many other local advocacy efforts.

HISTORIC AND CULTURAL RESOURCES[67]

The City of Pueblo was founded in 1870, making it among the oldest in Colorado. Almost three decades before the City was founded, the area was a trading post and fort called El Pueblo. Historically inhabited by the Ute people, the first European explorers and settlers arrived in 1842 and established the trading post at the confluence of the Arkansas River and Fountain Creek.

The gold rush, western expansion by European people, and later agriculture, mining, and industry led to Pueblo growing into one of Colorado's largest cities – only matched by Denver in terms of population and economic impact.

Historic Buildings and Structures[68]

Due to Pueblo's history as an economic center in Colorado, the area has a diverse stock of historic structures. There are 67 properties and districts in Pueblo County that are on the National Register of Historic Places. An additional six properties on the National Register have been demolished and are no longer listed. In January 2021, the Colorado Fuel and Iron Company Administration Complex was named a National Historic Landmark – the only such landmark designation in Pueblo.

As part of an ongoing effort to document the history of the community, the City of Pueblo is leading a Downtown Historic Survey Project, that aims to catalog the buildings of downtown Pueblo and compile their histories into a larger narrative.

Through investments in Downtown Pueblo and coordinated efforts to protect historic structures, the community has demonstrated an interest in seeing historic structures appreciated, protected, and utilized by local businesses and residents into the future. Residents have expressed a desire to see underutilized historic structures – especially in Downtown Pueblo – become activated with retail, offices, housing, and other active uses.

Historic Neighborhoods and Districts[69-70]

Much of the region's history is centered in Downtown Pueblo – most notably, the Union Avenue Historic District. The District is home to 87 historic structures that serve as the bases of a National Register of Historic Places designation. The Union Avenue Historic District includes Union Depot, which was completed in 1889 and features Romanesque Revival-style Architecture, beautiful tile flooring, stained glass windows, and hardwood wainscoting.

In addition to the effort to document the history of Downtown Pueblo, the City of Pueblo has led several other neighborhood-wide inventories and studies. These include:

- Bessemer Historic Study
- Eiler's Historic Context Study
- East Side Historic Building Inventory
- East Side Historic Context Study
- Goodnight Barn Restoration Study
- Northside Historic Context Study
- South Pueblo Historic Context Study

Although many of these efforts are led by the City of Pueblo, the community has many partnering organizations and agencies that contribute to historic preservation. Notable organizations like Pueblo County Historical Society, Historic Pueblo Inc., Pueblo Archaeological and Historical Society, Bessemer Historical Society, History Colorado, and El Pueblo Museum, Colorado Scenic and Historic Byways (CDOT), and others.



PUEBLO COUNTY: A CULTURALLY DIVERSE REGION[71-72]

Pueblo is one of Colorado's most culturally diverse regions. Over its history, Pueblo County has been under the dominion of five nations – Spain, France, Mexico, the Republic of Texas, and the United States. Prior to that time, the Pueblo region was home to Paleo-Indian and Archaic peoples, members of the Apishapa culture, the Ute people, the Jicarilla Apache people, and the Comanche people – each culture adding to the unique history of the community.

After the area was acquired by the United States following the Mexican-American War, Pueblo began to see growth among Euro-American settlers during the Colorado Gold Rush. This trend accelerated with the arrival of the railroad – a catalyst for the establishment and rapid expansion of the steel industry. Pueblo County became home to the first steel mill west of the Mississippi River in 1881, which built the rails necessary to extend the railroad into the mineral-rich mountains, nearby coal fields, and to other Front Range communities.

The industrialization of Pueblo led to rapid population growth in the twentieth century, including an influx of immigrants from around the world to provide labor for the mines, railroads, factories, and smelters in the region. Among those that made Pueblo home were immigrants from Canada, China, Germany, Great Britain, Ireland, Italy, Japan, Mexico, Poland, Russia, Scandinavia, Slovenia, and New Mexican and Black workers from elsewhere in the United States. The vibrant and diverse community also included Jews fleeing from Eastern Europe.

Throughout Pueblo County's history, agriculture has been a major economic and cultural driver. Ranching, famous Pueblo chile peppers, and the cultivation of beans, melons, potatoes, and other vegetables have been mainstays of the agricultural industry. Over time, Pueblo's communities have continued to diversify with the growth of new Latino residents.

During each era of Pueblo's history, different communities and cultures came to the region and established roots, which resulted from time-to-time in a variety of tensions and conflicts. Many longstanding and immigrant communities have formed social groups, built businesses, and developed strong neighborhoods that maintain their unique cultures to this day.

ARTS AND CULTURE AND EVENTS

The Pueblo region has a unique history in Colorado and offers a similarly rich and distinctive cultural heritage. Numerous events, museums, and cultural amenities in Pueblo celebrate this history while providing enriching educational and entertainment experiences to residents and visitors to Pueblo. Some of the most notable museums and cultural amenities include:

- Sangre de Cristo Arts Center
- El Pueblo Historical Museum
- Nature and Wildlife Discovery Center
- Pueblo Zoo
- Pueblo Heritage Museum
- Pueblo Railway Museum
- Weisbrod Aircraft Museum
- Rosemount Museum
- Steelworks Museum
- Buell Children's Museum
- The Center for American Values

Pueblo is also home to unique cultural amenities and events, including:

- Colorado State Fair
- The Historic Arkansas Riverwalk
- Pueblo Creative Corridor
- Steel City Theatre Company
- Chile and Frijoles Festival
- And many more galleries, performances, live music, and events.

TOURISM

Like much of Colorado, Pueblo offers a fantastic climate, a full slate of outdoor activities, and many attractions and events. However, unlike many communities – especially among Front Range communities – Pueblo offers easier access to the outdoors, less heavily trafficked trails, a robust agricultural community, and a rich multi-cultural history. These factors make Pueblo stand-out from other Front Range and Colorado communities and offers a solid base from which to grow a tourism economy alongside enhancements to community quality of life.

Amenities like the Arkansas River (and whitewater park), Fountain Creek, San Isabel National Forest, and Lake Pueblo State Park are centerpieces. Meanwhile, the Chile and Frijole Festival, Colorado State Fair, Historic Arkansas Riverwalk, Sangre de Cristo Arts Center, El Pueblo History Museum, and diverse history of the community offer a robust collection of tourist attractions for heritage and entertainment travelers.

Pueblo is one of the first communities in Colorado to be selected for a Regional Tourism Act (RTA) grant – awarded to develop tourist attractions that bring out-of-state visitors to Colorado. Pueblo's bid in 2011 included a Pro Bull Riders (PBR) University/Exposition Hall, an expanded Medal of Honor Memorial/Memorial of Valor, a Gateway Center & Boat House for the Arkansas Riverwalk, Heritage Events Plaza, a parking structure, and an aquatics center. Additional local and private investments include a 100+ room hotel, redevelopment of historic buildings in downtown, Riverwalk channel extension, the Zebulon Pike Interpretive Center, and other infrastructure improvements. The project will result in over $43 million in investment in Downtown Pueblo and will be completed in three phases over 50 years.

The Greater Pueblo Chamber of Commerce and Pueblo Convention and Visitors Bureau, Pueblo Latino Chamber of Commerce, Pueblo West Chamber of Commerce, Pueblo Economic Development Corporation, and other economic development organizations have worked more collaboratively in recent years to support the focus on the economic development potential of tourism and coordinate marketing efforts.



RELATED PLANS AND STUDIES

Pueblo E-District

Funded in-part by a grant award from the Colorado Regional Tourism Act (RTA), Pueblo is in the midst of a multi-decade investment in the E-District – an entertainment district centered around Downtown Pueblo and the Historic Arkansas Riverwalk. The project, to be completed in three phases, will include a Pro Bull Riders (PBR) University/Exposition Hall, an expanded Medal of Honor Memorial/Memorial of Valor, a Gateway Center & Boat House for the Arkansas Riverwalk, Heritage Events Plaza, a parking structure, and an aquatics center. Additional local and private investments include a 100+ room hotel, redevelopment of historic buildings in downtown, Riverwalk channel extension, the Zebulon Pike Interpretive Center, and other infrastructure improvements.

Pueblo Regional Bicycle and Pedestrian Master Plan

The Pueblo Area Council of Governments (PACOG) – the metropolitan planning organization (MPO) for the Pueblo region – adopted a new bicycle and pedestrian master plan in December 2020. The plan generally recommends investments in infrastructure, maintenance, and education to improve connectivity, support walkability and bikeability, enhance safety for all users, and improve health and air quality in the region. The Plan supports related efforts to improve outdoor recreation, foster tourism activity, and improve public health and wellness.

KEY CONSIDERATIONS FOR THE REGIONAL COMPREHENSIVE PLAN

Pueblo's rich history, strong community ties, network of community service providers, diversity of community amenities, and abundant access to public lands and open space offer cornerstones from which to build. The following items are identified as key considerations for the Regional Comprehensive Plan process:

Providing equitable access to services and amenities

Not all Pueblo residents have equal access to community services and amenities. Efforts to maintain or expand social infrastructure should prioritize communities and residents in need to help invigorate the local economy, expand access to the qualities that make Pueblo special, and improve region-wide quality of life. Although Pueblo offers a wide variety of cultural and historical amenities, many residents have expressed interest in more robust array of entertainment opportunities—particularly those that are family-friendly.

Maintaining and enhancing community assets

As detailed in this section, there are many areas where the Pueblo region excels in providing community amenities. As the County grows and works to address community concerns it is important that existing community assets are not forgotten. Efforts to protect farms, ranches, and agricultural heritage should be carried forward and expanded, alongside historic preservation, parks and trail maintenance, and improving equitable access to education, healthcare, economic opportunity, and entertainment.

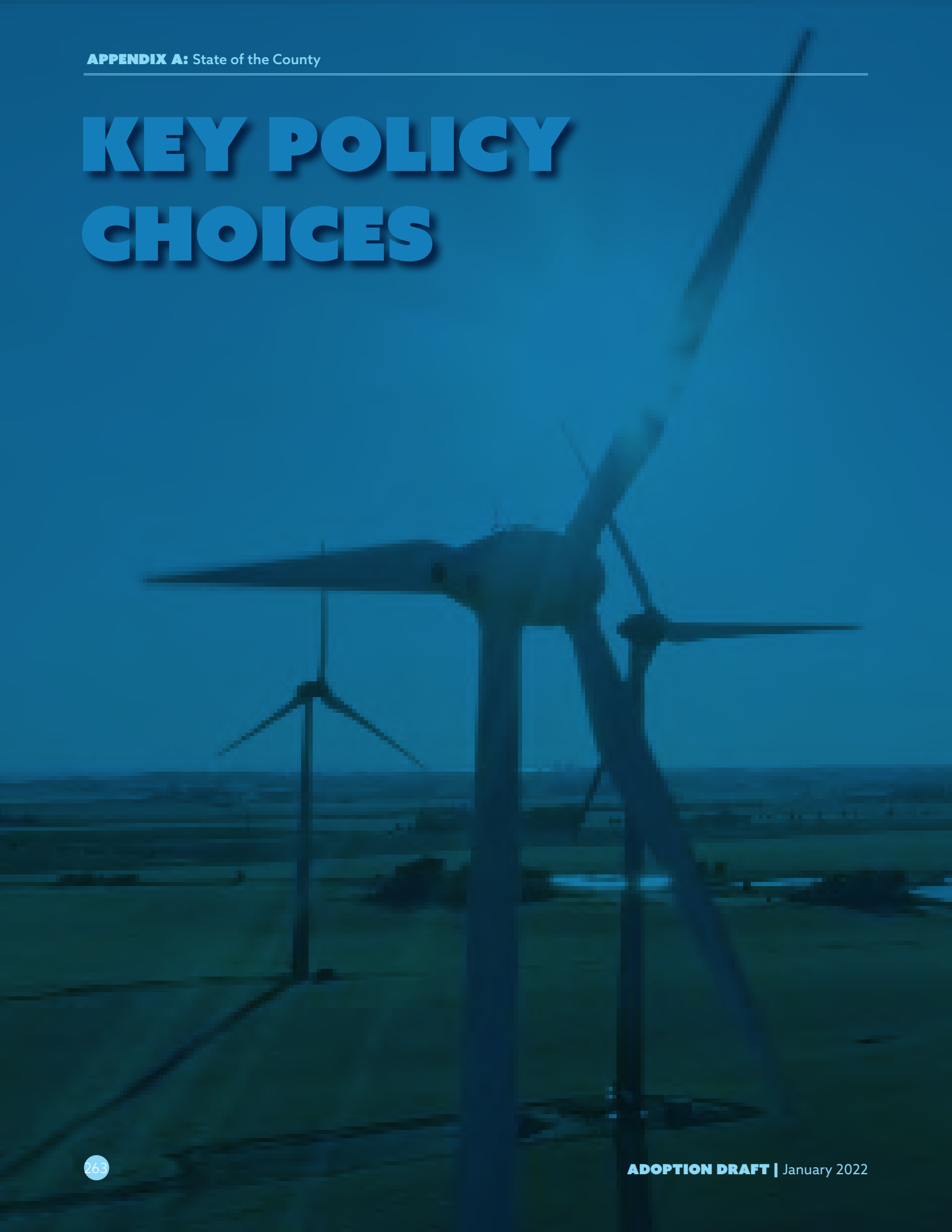
Celebrating the regions diversity

Pueblo's mix of cultures, landscapes, and lifestyles are unmatched in Colorado. The economic history of the community presents many challenges to improving quality of life, but the historic, cultural, creative, and natural resources and amenities that exist in Pueblo are worthy of community pride. Planning efforts, programs, and investments in the community should capitalize on all that makes Pueblo distinctive. The Pueblo region should also learn from the community's diversity as Pueblo County works to provide services and infrastructure, accommodate growth, expand economic opportunity, and revitalize neighborhoods and communities.

Expanding tourism opportunities

Opportunities for growth in the region's recreational tourism economy have been raised by many stakeholders, noting the ease of access to parks, trails, rivers, public lands, and other amenities. One example that was cited as a potential opportunity is Pueblo's location along TransAmerica Trail. The coast-to-coast bike route draws thousands of riders through the community each year and Pueblo is considered the halfway point and one of the largest cities along the route. The Regional Comprehensive Plan can help increase awareness of ongoing efforts and partnerships within the region designed to expand tourism opportunities, and establish policy guidance to protect and enhance the many assets that the region has to offer.

KEY POLICY CHOICES





This section summarizes key considerations for each focus area covered in this report, and articulates key policy choices for consideration as part of subsequent steps in the Regional Comprehensive Plan process.

FOCUS AREA 1: INFRASTRUCTURE AND SERVICES

Infrastructure and services will play a critical role in defining where and how the region grows in the future. For example, abundant availability of water is a critical asset in Pueblo, but the capacity to deliver it to the further reaches of the County is limited. Additionally, while some parts of the City and County are well-served by existing water, as well as sewer and transportation networks, all of these systems and distribution networks are aging, requiring both maintenance and reinvestment to continue providing service at the same level. The fixed costs for maintaining and repairing these systems into the future will need to be balanced against possible expenditures to expand service delivery infrastructure and road access to unincorporated areas, if development is to occur there.

Certain concerns are more particular to specific areas in the County. Outlying areas such as Colorado City and the St Charles Mesa have similar issues with the age and serviceability of existing service delivery systems, and both are further constrained by limited access to resources such as water supply and funds for the expansion of existing systems needed to support potential growth. Availability of services such as fire response is also limited in some rural, unincorporated portions of the County. In urbanized areas, there is an expressed desire to expand transportation infrastructure options beyond traditional road networks, allowing for more multimodal transport opportunities. Another concern in urban areas is enhancing public safety. There are two further concerns are shared across all areas of the County: managing rising energy costs, and expanding the extent of coverage of broadband and cellular networks.

Key policy choices for the region include:

- How to best integrate land use planning in alignment with water resource availability and conservation goals;
- Where future growth should be prioritized to best capitalize on existing service capacity rather than requiring the need for expansion of existing service delivery networks;
- How to prioritize maintenance of the existing transportation network, expansions of multimodal infrastructure, as well as how they are to be funded;
- What planning and collaboration is critical to meeting renewable energy goals in a cost-effective manner;
- How expansion of cellular and broadband networks can best be encouraged; and
- How can public safety best be addressed county-wide, even where the focus of concern differs (for example, fire and emergency response in rural areas, and police services in urban ones).

FOCUS AREA 2: GROWTH AND DEVELOPMENT

The supply of land that is available for future development in major population centers in the region—the City of Pueblo, Pueblo West, and Colorado City—far exceeds the projected demand for residential, commercial/mixed-use, and industrial development within the planning horizon. Because there is more land available than projections indicate will be needed, the County, City, and Pueblo West may consider establishing a strategy to prioritize which available land should be developed first. Prioritization can take into account the availability of existing infrastructure and services, cost to serve areas that are not currently serviced, the suitability of land for different uses, ownership, and a variety of other factors. Owing to the relative abundance of land and the projection for steady, modest growth, the County has an opportunity to make deliberate and thoughtful growth-planning decisions – a possibility that is frequently eliminated in contexts where development pressure is more pronounced.

Key policy choices for the region include:

- How actively does the County want to pursue policies that direct growth to certain areas, and discourage it in others;
- How best to align housing needs with anticipated and evolving demand;
- What policies can encourage a balanced mix of new development and adaptive reuse, infill, and redevelopment;
- What land use decisions can support both established and emerging industrial and employment sectors;
- What land use decisions can alleviate development pressure that encroaches on agricultural and ranching lands; and
- How can sustainable development objectives (dense, mixed use development, energy efficiency, water conservation) be incorporated into all decisions related to growth in the County.

FOCUS AREA 3: ECONOMIC BASE

Pueblo County possesses a stable economic base, an ample supply of land, and strong regional partnerships to build upon for the future. The rate of job growth is projected to align with the pace of population growth, but an important concern is aligning the knowledge and skills of the workforce with that required by the work that will be available. The County's numerous educational institutions, from secondary schools to community and four-year colleges, provide the advantage of already having in place the resources that can help to address this issue.

The County's existing infrastructure assets—including an interconnected rail and road network —can facilitate economic growth in the region. Expansion of newer industries, such as solar energy generation facilities and hemp/marijuana, offer new economic opportunity, but also the concurrent need to assess and manage the impacts these industries produce. Adding to these challenges, the County must also confront aging infrastructure, rising electric power costs, and inadequate broadband connectivity.

Key policy choices for the region include:

- How best to leverage the region's major transportation assets to attract industries that rely on them;
- How to balance the benefits and broader-scale impacts of emerging industries;
- How to tailor educational opportunities to match current and anticipated economic opportunities in the region;
- How the region can attract and retain the skilled workforce needed by its industries;
- What efforts can sustain the continuing viability of the agricultural and ranching sectors; and
- What planning is needed to enhance the region's economic resilience.

FOCUS AREA 4: NEIGHBORHOODS AND COMMUNITIES

Housing is the central component underlying the vitality of all the region's communities and neighborhoods, and an increasing mismatch between evolving housing needs and availability is one of the more critical components to consider in the plan update process. While demographic and economic changes have started to shift the composition of households in the County, trends in housing provision have not responded apace.

The number of family households in the County has been declining, while the number of households composed of aging residents has increased. Both of these trends indicate the need for smaller housing units, which new construction – primarily in the form of detached, suburban single-family homes – has not so far reflected. The County has also seen an increase in the cost of housing, both for renters and owners, that has not been matched by increases in wages. The result is more housing insecurity, and fewer opportunities for residents with modest incomes to become homeowners. Just as the constrained supply of attainable for-sale housing has increased the cost of buying, so the increase in the number of long-term renters squeezes the supply of rental housing, and raises its cost as well. A tight housing market and rising costs could be a contributing factor to the recent rise in homelessness that has been observed in the region.

While new housing has risen in cost without meeting demand or mirroring evolving demographics, the City in particular has experienced the deterioration of investment in and maintenance of existing housing stock. Emphasis on redevelopment and infill could offer significant benefits for neighborhoods where disinvestment has occurred. Such an effort, undertaken with a parallel focus on diversifying the kinds of housing being constructed, could provide the base of support for building stronger, more stable neighborhoods and communities throughout the County.

Key policy choices for the region include:

- How to encourage increased provision of diverse housing types that accommodate young workers, smaller and older households;
- How to moderate increasing housing costs, so that home ownership remains attainable to those who wish to pursue it;
- What extent of increased supply would be needed to alleviate pressures and cost-burdens for renter households;
- What efforts can encourage infill and redevelopment and reinvestment in older neighborhoods; and
- What collaboration is necessary to advancing efforts at providing a Continuum of Care in housing .

FOCUS AREA 5: QUALITY OF LIFE

The Pueblo region has many assets: rich history, a diverse population, distinctive architectural fabric in the City's downtown, and access to abundant outdoor recreation possibilities. While current residents are aware of the many amenities in the region, they are also aware of the challenge in ensuring equitable access to these amenities for all members of the community, and the significant benefits the region could gain by promoting broader awareness of such amenities to those who have not visited the region.

Key policy choices for the region include:

- Who experiences barriers to accessing the community's assets and amenities, and what coordinated efforts can be undertaken to expand equitable access to services and amenities for all residents of the County;
- What is the best strategy for maintaining the community's current assets, including parks, trails, and cultural and historic assets, what are the shared priorities for expanding and enhancing these assets, and how will these efforts be funded;
- How can the region's strong diversity and rich history best be celebrated; and
- Who are the best partners to continue efforts at promoting a coordinated and focused tourism strategy for the region.

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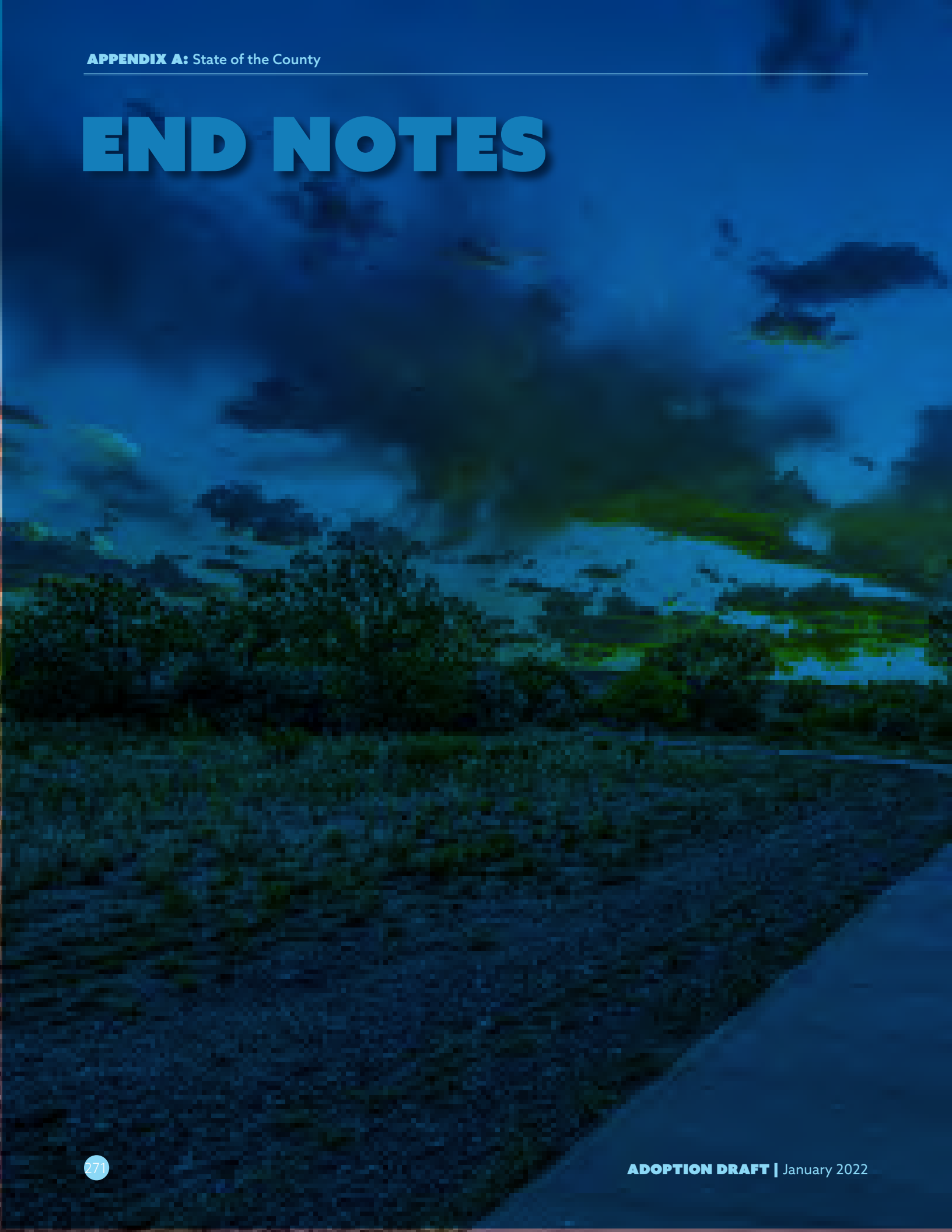
END NOTES





ENDNOTES

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3 DOLA and Economic Planning Systems

4 DOLA and Economic Planning Systems

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APPENDIX B



FISCAL IMPACT FINDINGS

Economic and Planning Systems prepared a fiscal impact analysis to support the development of the Regional Comprehensive Plan. The analysis evaluated the on-going, annual impact of different uses will have on the City of Pueblo, Pueblo West Metropolitan District, and Pueblo County. The purpose was to understand impacts of different land use choices to help guide the plan's policies. Three growth scenarios were modeled to understand the impacts. This appendix includes a summary of key findings.

Final Report

Fiscal Impact Analysis Methodology and Findings

The Economics of Land Use

Prepared for:
City of Pueblo, Pueblo County, Pueblo West Metropolitan District

Prepared by:
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1. Introduction and Summary of Findings

Introduction

The communities within Pueblo County were interested in understanding the fiscal impact of future land use and development patterns as a component of the Pueblo Regional Comprehensive Plan process. Economic & Planning Systems built fiscal impact models for the City of Pueblo, the Pueblo West Metropolitan District, and Pueblo County. These models were used to evaluate the land use scenarios developed for the plan. This report presents the findings of fiscal impact analysis for each community. In this report we:

- Summarize the methodology used in the models for each community.
- Present the results of the fiscal impact analysis of the three growth scenarios.
- Summarize policy implications and recommendations.

EPS reviewed the major governmental and special revenue funds in the budgets for all three communities and assessed how they are affected by new development, land use changes, or patterns of growth. The major revenues and expenditures that are affected by new development for each community and each major fund were identified, and the impacts of growth on these revenues and expenditures were modeled. EPS used the estimated growth of population, households, and jobs within Pueblo County developed for the Comprehensive Plan over the 2040 plan horizon as inputs into the models.

Three growth scenarios allocated the forecast growth in the county from 2020 to 2040 within land use categories in each community resulting in a variation in the mix of housing unit types, job types, nonresidential development, and development density in each scenario for the communities. The three scenarios are:

- **Scenario A: Twin Cities/Outward Expansion** – This scenario forecasts a continuation of development trends in the recent past which will lead Pueblo West to capturing a greater share of regional growth and becoming a “second city” in the region.
- **Scenario B: Center City Revitalization** – This scenario still forecasts a diversification of uses in Pueblo West but also shows a greater capture of growth in the City of Pueblo, specifically in its city center.
- **Scenario C: Regional Centers** – This scenario forecasts a shift of development back to the City of Pueblo with that community capturing a greater share of new development and developing out two major community centers (downtown and the I-25/Highway 50 area). Pueblo West maintains is primarily bedroom community orientation with limited diversification of housing and commercial services.

The outcome of the analysis of these scenarios is an understanding of the impacts and benefits of various growth patterns. This work provided guidance for land use policy in the Comprehensive Plan and the future land use plan for the region.

Summary of Findings

The major findings from the fiscal impact analysis that were identified to guide Comprehensive Plan policy are summarized below. Findings specific to each entity are also summarized at the end of each entity's chapter.

1. ***The County and its partners should encourage most new development to locate within incorporated cities/towns or existing metropolitan districts.***

   New development in the unincorporated portions of the county generates a negative fiscal impact on the County's General Fund and adds infrastructure to its network that needs to be maintained. The County does not generate enough revenue to provide urban level services to these areas under current revenue sources. The capture of development in the City of Pueblo generates the greatest reduction in costs associated with new development. Growth within established metro districts can produce a net fiscal negative impact but the services these new developments need can be provided within the metro districts. The use of districts to provide municipal services for large developments should be encouraged if development is not in a metro district or incorporated town or city. The most pressing concern is the lack of fire protection services in portions of the county where fire protection districts do not exist.

2. ***The City of Pueblo should encourage and incentivize infill development in the city and limit annexations to areas only contiguous to the city and within existing service areas.***

   The City of Pueblo has large undeveloped areas within the city's boundaries that can accommodate a significant amount of new development. As well, there are developed areas in the city that need reinvestment and/or are underutilized. It is more fiscally beneficial for the City to encourage, incentivize in some cases, and invest in supporting new development to occur within its boundaries. New annexations to the city will necessitate the expansion of the City's infrastructure and services, which is less cost efficient in these new growth areas than within existing services areas. Annexation areas should only be considered in areas that can be serviced primarily by existing trunk infrastructure or are within existing services areas. Specifically, the considerations on the ability for existing fire stations to serve new development and location of new development relative to existing water and wastewater service basins should be a primary consideration. The City should also consider implementing funding tools that can help fund proactive investments in infrastructure and services in high growth areas. The use of

impact fees and other similar tools should be considered to allow the City to guide the path of growth to areas best suited, be proactive in accommodating desired developments, and reduce the up-front burdens on development projects.

3. ***Pueblo West should strive to balance the continued housing growth in the metro district with additional commercial services to maintain fiscal health.***

   The community's desired direction for Pueblo West was to have the area maintain is bedroom community character and not try to capture an increased share of regional growth. However, to maintain fiscal balance, the district needs to support a diversity of land uses, specifically continuing to capture commercial uses, and should consider accommodating more housing demand/ growth through denser housing products than the predominate 1-acre ranch housing option. Continued growth of the community may increase demands and desire for increased levels of services provided by the metro district. The metro district may need to consider additional funding options to be able to increase or even maintain levels of service. The recent implementation of a dedicated sales tax for expanded fire services is a positive change that will help maintain district fiscal sustainability. It may be possible that similar supplemental funding is needed for roadway maintenance.

4. ***The fiscal impact of Scenario C was found to be the most beneficial for the City of Pueblo and Pueblo County, while the impact of this scenario was the least positive for Pueblo West.***

   Scenario C encourages a growth pattern that captures the majority of development in the City of Pueblo and focuses new development within the community centers in Pueblo including Downtown and the Highway 50 and I-25 area. The fiscal impacts of each scenario on the General Fund for each entity are shown in Table 1.

Table 1. Scenario Evaluation Fiscal Impact Results

Description	County	City	Pueblo West
Scenario A			
Annual Revenues	$14,487,020	$11,045,562	$3,966,362
Annual Expenditures	$13,256,675	$11,208,494	$2,753,723
Net Fiscal Impact	**$1,230,345**	**$162,932**	**$1,212,640**
Scenario B			
Annual Revenues	$14,487,020	$12,642,416	$3,271,152
Annual Expenditures	$12,443,456	$11,485,283	$2,364,856
Net Fiscal Impact	**$2,043,564**	**$1,157,133**	**$906,295**
Scenario C			
Annual Revenues	$14,487,020	$14,066,280	$2,476,287
Annual Expenditures	$11,954,967	$12,433,336	$2,001,886
Net Fiscal Impact	**$2,532,053**	**$1,632,945**	**$474,400**

Source: Economic & Planning Systems

5. ***The City of Pueblo and Pueblo County should work together to develop guidelines and perimeters around the approval of large development projects outside the City of Pueblo in the incorporated portions of the county. A large project outside the city boundaries will produce significant fiscal impacts on both entities. These types of projects need to provide funding and service provision capabilities to be able to offset impacts on the County and City.***

   There have been multiple proposals and conceptual plans for large development projects in the northern portion of Pueblo County along I-25. The City and County should work together to develop an agreement to encourage annexation into the city for developments contiguous or feasibly serviced by the City of Pueblo. Large projects that are not next to the city boundaries should be required to meet guidelines for development provided by the County Code and within the Regional Comprehensive Plan to mitigate fiscal impacts of the project.

   A large project in the northern portion of the county may be an opportunity for the County and the City to expand its potential capture of growth due to the proximity to Colorado Springs. However, a major project far from the city's boundaries and supported through annexation or a metro district will generate significant capital and ongoing financial costs. A new project may also create competition for growth/investment with Pueblo West and/or the City, which may exacerbate disinvestment in existing portions of these communities. The extension of infrastructure to serve a project may not be supportable or cause service capacity issues (e.g., wastewater treatment capacity) that may be problematic and must be addressed and paid for by the development and a special district funding tool. Lastly, fire protection is nonexistent, aside from the services the County Sheriff provides, for much of the northern portion of the county and must be provided and funded by a new development. It is likely that it's too costly or inefficient for an existing district or the City to provide fire services to this area and thus a new fire protection district would be needed.

2. Fiscal Modeling Approach

The purpose of a fiscal impact analysis is to estimate the cost and revenue impacts from new development on annual operating budgets and departments in a variety of contexts. The analysis compares the estimated revenues generated by new development to the estimated costs of public services required to serve that development and determines the net fiscal impact (revenues minus expenditures).

Revenues and costs are estimated based on the budgets for each fund and department, and an assessment of potential effects of different types of development on each department or budget category. The revenue sources and expenditures that have the largest impact on the budget and are most directly tied to growth have a specific "case study" developed for them; these case study approaches use specific calculations to determine impact. For example, property tax is based on estimated assessed values multiplied by the applicable tax rates. Other items, such as administrative costs related to residential development, are based on average cost factors (such as "per capita" estimates).

The fiscal impact analysis is based on three main factors:

- **Amount and Type of Growth**: The amount of residential type (single family detached, single family attached, and multifamily) and employment type (retail, office, and industrial) based on forecasts of new jobs and households.
- **Location of Growth**: For this analysis, location was summarized by future land use category as well as by greenfield/infill. The difference in development patterns between land use, as well as the different impacts of greenfield and infill development, will both have fiscal implications.
- **Revenue and Cost**: Based on current revenue and expenditure patterns, these are the anticipated revenues and expenditures that will be generated because of new development.

Development Inputs

EPS developed a land demand forecast for both housing and employment uses in the community over the plan horizon (2020 to 2040). This analysis allocated forecast new jobs and households between four different housing product types and five employment development types. The number of new households and jobs within these development types were distributed among the future land use categories based on the land use intent of each category.

Three land use scenarios were developed by Clarion Associates and EPS using community input and feedback. The three scenarios represent varying amounts of capture of new jobs and households in the City of Pueblo, Pueblo West, and the unincorporated portion of Pueblo County. EPS estimated that there will be

demand in Pueblo County for 14,700 new housing units by 2040 and 4.25 million square feet of new nonresidential development. **Figure 1** provides a summary of the percent allocation of these new housing units and nonresidential development by the three communities with a description of the land use patten that is expected. The detailed forecast tables by scenario are provided in the **Appendix** in **Table 38**, **Table 39**, and **Table 40**.

Figure 1. Scenario Growth Allocations



Modeling Approach

Our approach to identifying the fiscal impacts based on the amount and type of growth in each scenario varies depending on the community and the governmental fund being analyzed. Through evaluation of the City of Pueblo, Pueblo West, and Pueblo County budgets, EPS developed the following high-level approach to modeling fiscal impacts within each community.

Each entity has a variety of governmental and nongovernmental funds. EPS identified the funds that are most directly impacted by new development and where a tangible connection could be made between land use decisions and the revenues and costs within that fund.

Average Cost Nexus Factors

EPS developed nexus factors that relate the budget item being estimated to the service population or other metric that is best associated with the impact. These factors are outlined below.

- **Per Person (Residents)** – This factor applies to total residents or population of the city or a given area (e.g., Place Type).
- **Peak Persons Served (Residents and Employees)** – Many services are affected by growth in both residents and employees. The purpose of this factor is to derive a population of persons served within a defined geography. The number of people each use generates is estimated using average person generation factor by use (e.g., average residents per household for single family and multifamily, and the average number of employees per square foot for retail, office, and industrial). Using the persons served approach means each new use will generate a number of people (i.e., one new single family housing unit will generate 2.5 people) which will be used to estimate costs and revenues based on the average cost per person. This factor is used in cases where the maximum amount of people in one place needs to be accounted for. In this case, the possible residents (based on persons per household) and employees (based on employees per square feet) are added together and not reduced to account for residents employed in the city.
- **Persons Served (Residents and Nonresident Employees)** – The persons served factor differs from the peak persons served in that it accounts for residents that are also employed in the city (or county) to not double count. The calculation of persons served equals residents plus nonresident employees (i.e., people employed in Pueblo but living outside the city).
- **Per Unit Measure of Infrastructure** – Impacts to the infrastructure networks and systems are sometimes estimated based on a unit measure of that type of infrastructure (e.g., “per centerline mile” or “per streetlight”) for portions of those fund’s expenditures related to maintenance and capital improvements. A new development’s impact will be judged based on the amount of new infrastructure needed to serve the development and the average cost per unit of measure.

Fixed and Variable Cost Adjustments

Directly applying the factors described above to new growth would be equivalent to using the average cost for each item, which can overstate cost impacts. For local governments, whose services are at or near capacity, the average cost method is a generally accepted technique for estimating fiscal impacts. However, many functions still need to be adjusted to account for higher levels of fixed cost and/or a less direct relation to growth. To account for this, “Percent Variable” adjustments were applied to average costs to more accurately capture the cost associated with growth and development. These adjustments range from 0 to 100 percent variability, depending on the category/type of revenue or cost.

A 0 percent variability factors implies that there is no relationship between the cost/revenue category and growth, while 100 percent variability implies a 1-to-1 relationship (i.e., the full cost/revenue increase is a result of growth). Most categories fall somewhere between, and for these a variability factor of between 25 percent, 50 percent, or 75 percent is applied. For example, a department that serves new development but also has significant administrative costs that are not directly related to growth may be modeled as 50 percent variable. In this case, if average cost factors are $20.00 per person, the model would apply a cost of $10.00 per person (applying the 50 percent variability) to population growth to calculate the cost of growth to this department.

The following process and assumptions were used in developing the "Percent Variable" adjustments to average costs.

- **Direct Service Categories** – These include departments that provide a service that is directly impacted by the rate and amount of new development in the city or county, such as development services (solid waste, police, fire, etc.). These types of services are estimated to be closely related to growth and increased population and are modeled using the average cost methodology (where costs are 100 percent variable). For the most impactful and directly related expenditure categories, specific case studies are developed that utilize alternative Nexus Factors and/or variable cost assumptions. As previously stated, these case study approaches are outlined below.
- **Indirect Cost Categories** – Some expenditure categories/departments, such as the City Manager and City Clerk, have a high level of fixed costs regardless of the size of a city. Costs in these types of departments and functions are estimated to be between 25 and 75 percent variable.
- **Functions with No Nexus or Relevance –** Some City functions were determined not to have any relationship to real estate development projects and have a 0 percent variability factor, which means they are not estimated or included in the model.

Static Model Approach

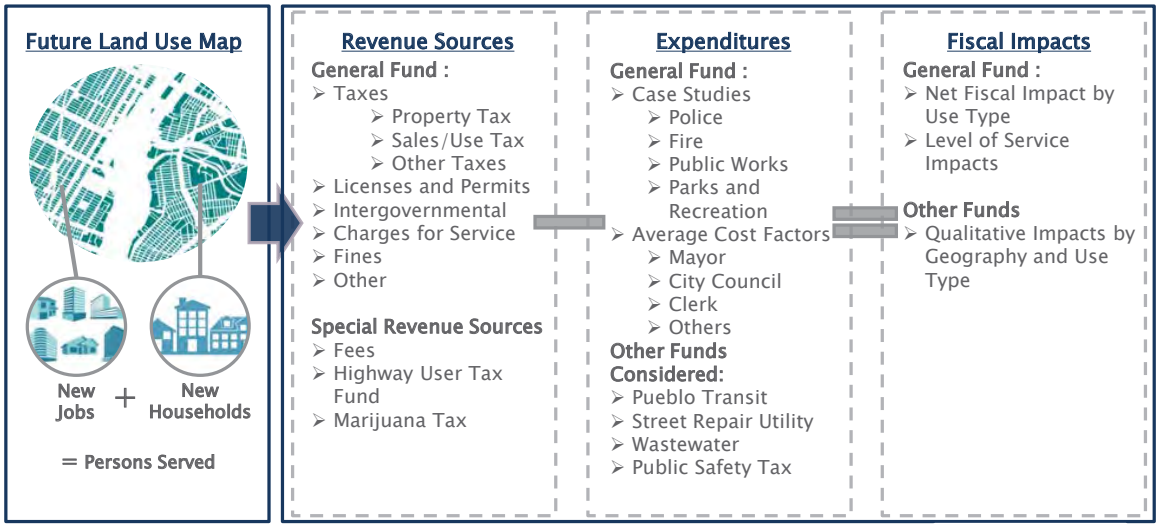
For this analysis, EPS utilized a static approach to modeling future revenues and costs. This means that we did not use growth or escalation rates for revenues or costs, and estimated impacts in constant dollars. The static model approach is preferred for several reasons. First, identifying reliable and accurate growth or escalation numbers for major revenue sources and expenditure items is difficult and may not accurately project likely future conditions. Second, variations in growth or escalations - even minor ones - can cause major differences in costs and revenues that may misrepresent fiscal impacts. Third, cities and counties plan for the long term. Development that is built and at stabilized occupancy has long term fiscal impacts best modeled, in our opinion, in the static end state.

3. City of Pueblo Model

This chapter details the approach and results of modeling the fiscal impact of residential and nonresidential development on the General Fund for the City of Pueblo. It provides an overview of the components of the General Fund that are impacted by new development, outlines the approach to modeling the impact of growth, and reports on findings of the fiscal impact analysis.

A summary of the approach used for the City of Pueblo is provided in **Figure 2**. This figure identifies the major General Fund revenues and expenditures that were analyzed, as well as any specific revenue sources or enterprise/business type funds that may be impacted by growth.

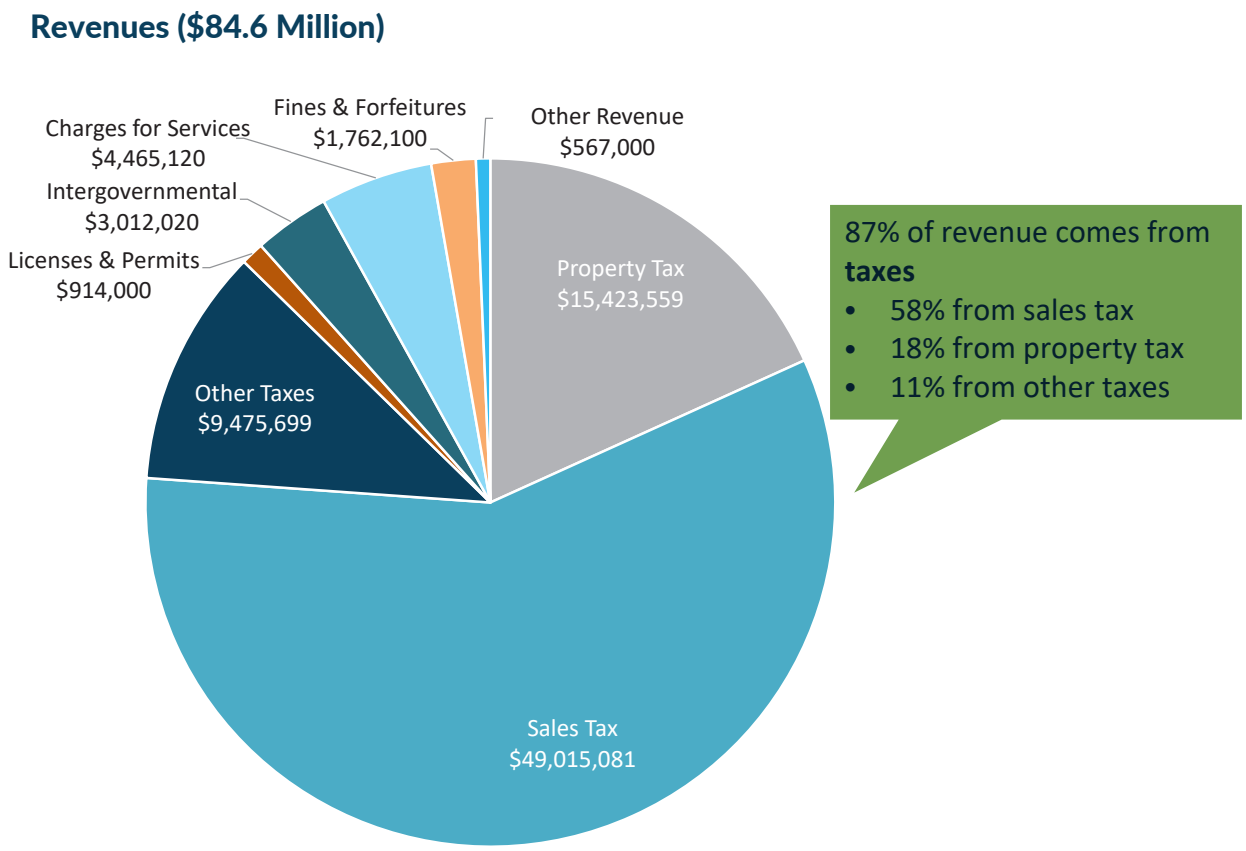
Figure 2. City of Pueblo Fiscal Impact Model Approach Summary



Revenues

This section summarizes the major revenue sources for the General Fund and outlines the approach to modeling the fiscal impact of growth on each revenue source. There are six major categories of revenues within the General Fund and the percent of revenue per source is shown in **Figure 3**. Note that the General Taxes category is broken out to show property tax and sales tax independently. Sales tax is the largest revenue category, accounting for 58 percent of General Fund revenue budgeted for in the 2021 Budget ($49 million). Property tax is the second largest revenue category, at $15.4 million or 18 percent of General Fund revenue. As the two largest revenue categories, and with direct connections to growth in the city, these two revenue streams were modeled using the case study approach. The remaining revenue categories were modeled using average revenue factors.

Figure 3. City of Pueblo General Fund Revenues, 2021



Property Tax

The per-unit property tax revenues generated are summarized in **Table 2**. As shown, for residential uses the single family detached housing product types (Pueblo Ranch and Traditional Single Family) generate the highest per-unit revenue ($279). For commercial development, retail and service/hospitality uses generate the greatest amount of property tax on a square footage basis, at $0.91 per square foot, while industrial uses generate only $0.34. However, industrial uses will tend to be larger, and thus may generate a similar amount of tax revenue on a per-property basis.

Based on these tax generation factors, a growth scenario with more single family detached housing will generate more property tax revenue, as this housing type has the highest property value and thus generates the highest level of property taxes. However, as the rest of the model will show, it is important to consider the costs to serve various types of growth as well to get a comprehensive picture of the net fiscal impact on the city of new development.

Table 2. City of Pueblo Property Tax Revenue per Unit

Description	Market Value per Unit/Sq. Ft.	Assessment Ratio	Assessed Value per Unit	Mill Levy	Revenue Per Unit
Residential					
Pueblo Ranch	$250,000	7.15%	$17,875	15.633	$279
Traditional Single Family	$250,000	7.15%	$17,875	15.633	$279
Attached	$200,000	7.15%	$14,300	15.633	$224
Multifamily	$150,675	7.15%	$10,773	15.633	$168
Total Residential					**$951**
Commercial					
Retail	$200	29.00%	$58	15.633	$0.91
Service/Hospitality	$200	29.00%	$58	15.633	$0.91
Office/Institutional	$150	29.00%	$44	15.633	$0.68
Industrial/Flex	$75	29.00%	$22	15.633	$0.34
Heavy Industry/Land Based	$75	29.00%	$22	15.633	$0.34
Total Commercial					

Source: Economic & Planning Systems

Sales Tax

EPS developed a retail sales flow mode to estimate the portion of retail sales generated by residents, nonresident employees, and visitors. The retail sales flow model uses average household incomes and per employee spending factors to estimate the potential spending on retail goods generated by residents and workers in the city. The potential retail spending is distributed by retail store category based on the US Census of Retail Trade (2017) for Colorado. The retail spending expenditure potential was then compared to actual sales per store category (3- and 4-digit retail trade NAICS categories) to determine what portion of sales the City of Pueblo captures comes from residents, nonresident workers, and visitors. EPS estimates that Pueblo residents account for approximately 50 percent of sales made in the city. Nonresident workers account for approximately 30 percent, and visitors to the community contribute 20 percent.

EPS estimated annual retail spending per resident and per nonresident employee/ worker using the retail sales flow model. The City's 3 percent sales tax rate was then applied to the sales per category to estimate the amount of sales tax revenue an average person or nonresident worker will generate annually. Each new resident is estimated to generate $7,051 in annual sales tax from retail spending and each new nonresident worker is estimated to generate $3,954 in annual sales tax revenue, as shown **Table 3**.

Table 3. City of Pueblo Resident and Employee Retail Sales Factors

Description	Sales Per Capita	Sales Per Employee
Convenience Goods		
Food and Beverage Stores	$2,149	$575
Health and Personal Care	$372	$616
Total Convenience Goods	**$2,521**	**$1,192**
Shopper's Goods		
General Merchandise	**$1,111**	**$810**
Other Shopper's Goods		
Clothing & Accessories	$422	$204
Furniture & Home Furnishings	$269	
Electronics & Appliances	$207	$175
Sporting Goods, Hobby, Book, & Music Stores	$244	$219
Miscellaneous Retail	$335	$408
Subtotal	**$1,477**	**$1,006**
Total Shopper's Goods	**$2,588**	**$1,816**
Eating and Drinking	**$1,208**	**$946**
Building Material & Garden	**$734**	**$0**
Total Retail Goods	**$7,051**	**$3,954**

Source: Economic & Planning Systems

Property and Sales Tax Findings

The estimated revenue per scenario from property tax and sales tax is summarized in **Table 4**. Scenario C generates the most revenue from property and sales tax ($4.5 million and $5.0 million respectively). The revenue from these sources is driven largely by the estimate capture of new development each scenario forecasts. Scenario C has the highest rate of capture of new development in the City of Pueblo, which as a result produces the most revenue.

Table 4. City of Pueblo Property and Sales Tax Evaluation Summary

	Scenario A	Scenario B	Scenario C
Property Tax • Based on property values of new development • Higher-valued property (e.g. single family residential) generates more revenue	• **$3.3 million** new revenue • Least capture of development within City • Lowest property tax revenue	• **$3.9 million** new revenue	• **$4.5 million** new revenue • Greatest capture of development within City • Highest property tax revenue
Sales Tax • Based on per-capita spending factors for new residents, new non-resident employees • Applies City's 3% sales tax rate (only General Fund revenue)	• **$4.0 million** new revenue	• **$4.6 million** new revenue	• **$5.0 million** new revenue

Other General Fund Revenues

Property and sales taxes generate 76 percent of the City's General Fund revenue. The other revenue sources are important but not as significant to fiscal health. Other revenue sources for the General Fund are:

- Licenses, Fees, Fines
- Intergovernmental—State
- Charges for Services
- Fines and Forfeitures
- Other Revenue

The modeling approach and per new resident or nonresident employee factor for each revenue source are shown in **Table 5**. EPS estimates that each new resident or nonresident employee in the city generates $150 in General Fund revenue annually (in addition to sales and property tax).

Table 5. City of Pueblo Other General Fund Revenue Source Per Person Factors

Description	2019 Actual	Factors					
		Nexus Factor	Nexus Factor Detail		Gross Factor	Variability	Net Factor
General Taxes							
Property Tax	$14,152,422	Case Study	---	$	-	---	---
Sales Tax	$50,833,835	Case Study	---	$	-	---	---
Other Taxes[1]	$10,629,918	Persons Served (PS)	122,620	$	87	100%	$ 87
Total General Taxes	$75,616,175						
Licenses & Permits	$1,016,348	Persons Served (PS)	122,620	$	8	100%	$ 8
Intergovernmental	$4,451,497	No Nexus	---	$	-	---	---
Marijuana - County Revenue Share	$666,868	Per Resident	112,251	$	6	100%	$ 6
Charges for Services	$4,774,984	Persons Served (PS)	122,620	$	39	100%	$ 39
Fines & Forfeitures	$2,362,430	Persons Served (PS)	122,620	$	19	50%	$ 10
Other Revenue	$1,319,884	No Nexus	---	$	-	---	---
Transfers In	$4,780,340						
Total Revenue	**$94,321,656**						
Total Net Transfers	**$89,541,316**						

[1] Includes Use Tax, Excise Tax, *** Tax, *** Tax

Source: City of Pueblo 2021 Adopted Budget; Economic & Planning Systems

Expenditures

This section summarizes the major expenditure sources for the City of Pueblo's General Fund, outlines the approach to modeling the fiscal impact of growth on each expenditure source, and reports the results of the fiscal impact modeling.

There are 9 major categories of expenditures within the General Fund, as shown in **Figure 4**. Public Safety departments (police and fire) account for the majority of the City's annual General Fund expenditures (59 percent in 2021 or $50 million). General Government is the third largest expenditure category, at $10 million or 12 percent of General Fund expenditures, followed by Public Works (9 percent) and Parks and Recreation (8 percent).

Figure 4. City of Pueblo General Fund Expenditures, 2021

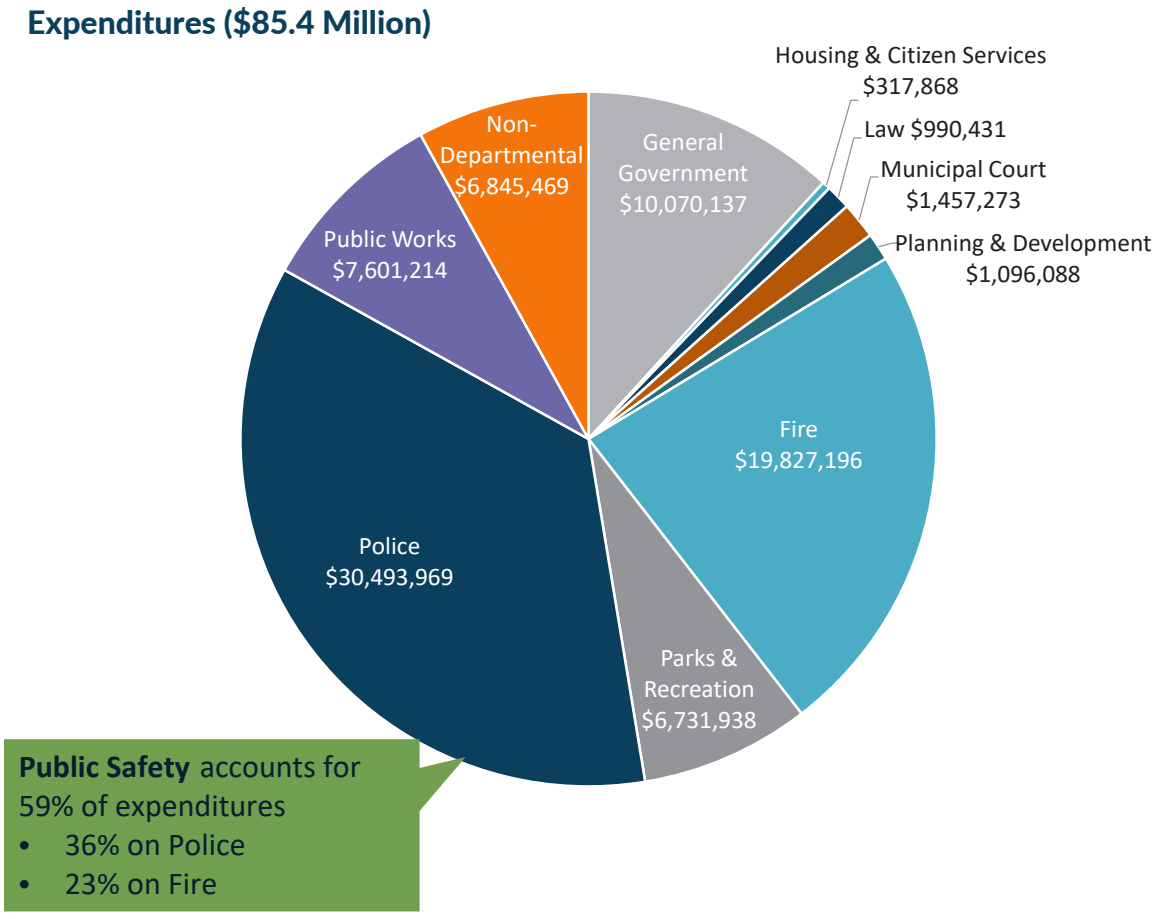


Table 6 provides a summary of the modeling approach used for each major expenditure category. Case studies were developed for four categories and are described below in more detail. An average cost factor with a corresponding variability estimate were used to estimate annual expenditures for the remaining categories. The expected annual expenditures per each new resident or nonresident employees is $100.

Table 6. Pueblo General Fund Expenditures – Nexus to Growth and Variability

Description	2019 *Actual*	Factors							
		Nexus Factor	Nexus Factor Detail		Gross Factor	Variability		Net Factor
General Government	$8,135,937	Persons Served (PS)	122,620	$	66	25%	$	17
Housing & Citizen Services	$330,076	Per Resident	112,251	$	3	100%	$	3
Law	$921,105	Persons Served (PS)	122,620	$	8	100%	$	8
Municipal Court	$1,152,911	Persons Served (PS)	122,620	$	9	100%	$	9
Planning & Development	$1,013,185	Persons Served (PS)	122,620	$	8	100%	$	8
Fire	$18,835,383	Case Study	---	$	-	---		---
Parks & Recreation	$5,939,890	Case Study	---	$	-	---		---
Police	$29,314,051	Case Study	---	$	-	---		---
Public Works	$6,723,038	Case Study	---	$	-	---		---
Non-Departmental	$6,783,328	Persons Served (PS)	122,620	$	55	100%	$	55
Transfers to Other Funds	$12,675,681							
Total Expenditures	**$91,824,586**							
Total Net Transfers	**$79,148,905**							

Source: City of Pueblo 2021 Adopted Budget; Economic & Planning Systems

Police

The Pueblo Police Department has an annual budget of $30.5 million. Most of this budget (94 percent) is for personnel costs (wages and benefits) for the department's employees. The City has 115 patrol officers providing police services to the community and handles 138,000 calls for services each year. New development has the biggest impact on the need for patrol officers and investigation-related staff. Generally, as the community grows, the need for additional patrol officers grows as well, with annual calls for service typically used as the measure for the need for personnel.

Given the service characteristics of the Police Department and the impact of growth on service needs, a persons served factor works to incorporate the impacts of increased demand for service from both new residents and new employees/businesses in the city. For the purposes of modeling the impacts of growth on service needs and cost to provide service, both major expenditure categories for the department are modeled as 75% variable with growth. The reduction from 100% accounts for fixed costs related to department administration. Each new resident or nonresident employee in the city generates $180 annually in added costs to the General Fund, as shown in **Table 7**.

Table 7. Pueblo Police Department Cost Allocation Method and Factors

Description	2019 *Actual*	Growth Factors					
		Nexus Factor	Nexus Factor Detail		Gross Factor	Variability	Net Factor
Expenditures							
Personnel (Wages & Benefits)	$27,249,429	Persons Served (PS)	122,620	$	222	75%	$ 167
Operating	$2,050,923	Persons Served (PS)	122,620	$	17	75%	$ 13
Total	**$29,300,352**						

Source: Economic & Planning Systems

Table 8 summarizes the impacts of growth on the City of Pueblo's Police Department. Generally, the more growth captured in the City of Pueblo the higher the cost to serve the community is. As a result, the cost to provide police services increases with each scenario as the amount of growth captured in the city increases. The estimated new annual expenditures for police services in Scenario A is $3.4 million, which increases to $4.2 million in Scenario C. The location of development can have impacts on service needs but the cost implications are either too small or too location specific to warrant or allow for modeling. The one major potential impact of the scenarios was identified in Scenario A. In this scenario, EPS considered the possibility of development of a large community to the north of the existing city limits and separated from the core of the community by approximately five miles. In this case, the police department may need to build a substation to service this growth. This cost was not modeled due to the level of uncertainty but is a major consideration for annexations of this type.

Table 8. Pueblo Police Department Scenario Findings

	Scenario A	Scenario B	Scenario C
Demand for Service	• More growth in City leads to more demand for service • Location of growth can impact service needs (not currently in model) • Outlying growth may require substation – cost related to a substation has not been estimated		
Cost to Serve	• **$3.4 million** new expenditures • Costs based on new residents + employees • Least capture of development within City	• **$3.8 million** new expenditures	• **$4.2 million** new expenditures • Greatest capture of development within City

Fire and Emergency Services

The Pueblo Fire Department has an annual budget of $19.8 million. Most of this budget (95%) is used for personnel costs, similar to the Police Department. The department uses 10 fire stations spread throughout the community to provide services. Each station has a fire engine, and some also have supporting EMS or ladder trucks to support services. The Fire Department currently handles 25,000 calls for service annually and calls are anticipated to grow by 6 to 9 percent annually going forward. This highlights the impact of ensuring land use patterns help support efficient fire service for the community.

The Pueblo Fire Department is required to meet certain “level of service” standards, based on call response time, to provide needed services to the community and maintain insurance ratings. These standards influence station location decisions. Call volume is not uniform across stations, but instead station location is dependent on the surrounding population and employment density, and the ability of the apparatus at that station to respond within the given level of service standard. Because of this service nature, the impact of new development on Pueblo Fire varies depending on the location and type of growth.

Each fire station has a service area, which is most often defined by the response time of a fire engine from the station. New development that is outside of existing fire service areas for existing fire stations can create significant impacts on response times and often triggers the need for new station and associated fire personnel and capital equipment. The Pueblo Fire Department estimates each new fire station will increase annual operating costs by $1 million annually in addition to the capital funds needed to build a new station and provide new fire apparatus.

EPS estimated the annual increase in expenditures for fire service generated by a new household, with the assumption that existing fire stations can service most of the potential growth areas within the city's current boundaries. A per household factor was used to estimate costs, as households are the best indicator of fire service needs given that fire service is most directly tied to the amount and location of new residential development. EPS estimates that each new household will increase annual costs to the department by $361 per year, as shown in **Table 9**.

Annexation of a new development into the City of Pueblo has the potential to trigger the need for another fire station. The Fire Department is already anticipating the need for a new fire station in the northwest portion of the city to accommodate growth in the area near Pueblo Boulevard and Highway 50, including potential annexations to the city north of Highway 50. Any additional large-scale annexations, especially ones in areas not immediately adjacent to the city boundaries, will likely trigger needs for additional new stations (outside of the Highway 50 and Pueblo Boulevard area).

Table 9. Pueblo Fire Cost Allocation Method and Factors

Description	2019 *Actual*	Growth Factors						
		Nexus Factor	Nexus Factor Detail		Gross Factor	Variability		Net Factor
Expenditures								
Personnel (Wages & Benefits)	$17,779,335	Per Household	45,762	$	389	88%	$	342
Operating	$985,924	Per Household	45,762	$	22	88%	$	19
Total	**$18,765,259**							
Growth Costs (New Stations)								
New Stations Needed								
Cost per New Station	**$1,000,000**							
Total Station Cost								
Total Fire Costs								

Source: Economic & Planning Systems

Table 10 provides a summary of the demand and cost to serve findings from the evaluation of the three scenarios. As shown, Scenario A generates $3.8 million in new annual expenditures, Scenario B generates $3.3 million, and Scenario C falls in the middle generating $3.6 million. Despite having the lowest capture of new housing, Scenario A produces the highest estimated increase in annual expenditures for the Fire Department. This is due primarily to the location of development and the greater share of housing (relative to commercial uses) forecast in Scenario A. As mentioned previously, large annexations to the city will likely trigger the need for a new fire station, which will significantly increase costs. Scenario A envisions growth of the city's boundaries, and so costs may be higher in this scenario than currently estimated depending where/if annexation activity

occurs. Scenario B has the lowest estimated increase in annual cost to the department. This is due to the lower amount of growth captured in Scenario B versus Scenario C. Scenario B also tries to focus new development in the core of the City of Pueblo, which is more efficient to serve with existing fire stations and apparatus.

Table 10. Pueblo Fire Department Scenario Findings

	Scenario A	Scenario B	Scenario C
Demand for Service	• Large amount of development north of the City **necessitates new station** • The location of development impacts need for station more than amount of growth	• More centralized development does not require new station	• More centralized development does not require new station
Cost to Serve	• **$3.8 million** new expenditures • Costs based on new households • Costs associated with new station personnel **($1 million/ year**) • No capital cost estimated	• **$3.3 million** new expenditures • Costs based on new households	• **$3.6 million** new expenditures • Costs based on new households

Public Works

The Department of Public Works has a budget of $7.6 million; just over two-thirds of this (68 percent) goes to personnel (wages and benefits). The department provides a variety of services, with street maintenance being most directly related to growth and new development. Currently, Public Works provides street maintenance for approximately 500 miles of paved streets.

As shown in **Table 11**, costs associated with new growth were calculated in two ways. Personnel expenses are estimated on a persons served basis, accounting for additional costs to serve both new residents and nonresident employees. Overall costs to the department are approximately $37 per person served. Operating expenses are estimated based on new lane miles associated with new development; these were estimated based on the amount of greenfield development, by type (e.g., single family, multifamily, retail, office). As shown, the department incurs a cost of approximately $4,233 dollars per lane mile.

Table 11. Pueblo Public Works Cost Allocation Method and Factors

Description	2019 *Actual*	Growth Factors					
		Nexus Factor	Nexus Factor Detail		Gross Factor	Variability	Net Factor
Expenditures							
Personnel (Wages & Benefits)	$4,544,371	Persons Served (PS)	122,620	$	37.06	100%	$ 37.06
Operating	$2,116,248	Lane Miles	500	$	4,232.50	100%	$ 4,232.50
Total	**$6,660,619**						

Source: Economic & Planning Systems

The cost to serve growth associated with each scenario is summarized in **Table 12**. There is a difference of a mere $151,000 across scenarios, with a total cost of $979,000 associated with Scenario A and $1.13 million with Scenario C. It is important to note, however, that in Scenario B and Scenario C a great deal more growth is being captured within the city, and in both scenarios the amount of greenfield development is lower, resulting in fewer miles of new road.

Table 12. Pueblo Public Works Scenario Evaluation Findings

	Scenario A	Scenario B	Scenario C
Demand for Service • Greenfield development requires new roads • Infill development served by existing infrastructure	• Smallest capture of growth in City, but greatest proportion of greenfield development • **66 miles** new road	• More growth in City, but significant infill development • **62 miles** new road	• Most growth in City, but greatest amount of infill development • **63 miles** new road
Cost to Serve • Overall maintenance costs (personnel) based on total new development • New roads (operating) based on greenfield development	• **$979,000** new expenditures • **28%** of expenditures related to new roads	• **$1.05 million** new expenditures • **25%** of expenditures related to new roads	• **$1.13 million** new expenditures • **24%** of expenditures related to new roads

Parks and Recreation

The City of Pueblo Department of Parks and Recreation has an annual budget of $6.7 million, 75 percent of which goes to personnel (wages and benefits). The department manages 682 acres of park space, as well as recreation services and programs. When new residential development occurs, a parkland requirement is imposed; while this provides the land for new park space, the capital and operating costs of that space are borne by the City. While recent developments have been creating metro districts to fund the develop and take care of maintenance of new parks, this analysis assumes that any new parkland is incorporated into the Parks and Recreation Department.

Costs to Parks and Recreation associated with new growth were broken out into two categories – personnel, which applies to all types of growth (infill and greenfield), and operating, which only applies to greenfield development (which is associated with net new park acreage). This assumes that infill development can be served through existing parkland, with an associated increase in staffing needs, while greenfield development will require additional staffing in addition to increased operations costs associated with new park space.

Table 13 outlines the expenditure factors associated with new development. Using the City's current level of park service, a factor of 14.90 acres per 1,000 households was calculated and applied to new greenfield development. As shown, this results in an average of 108 acres of new parks required because of new development. The cost to serve this growth is nearly $2,500 per acre in operating expenses, in addition to $45 per resident for personnel/staffing (applied to both greenfield and infill growth).

Table 13. Pueblo Parks and Recreation Cost Allocation Method and Factors

Description	2021 *Adopted Budget*	Growth Factors					
		Nexus Factor					
		Nexus Factor	Detail	Gross Factor	Variability	Net Factor	
Expenditures							
Personnel (Wages & Benefits)	$5,031,373	Per Resident	112,251	$ 45	100%	$	45
Operating	$1,700,565	Park Acreage	682	$ 2,493	100%	$	2,493
Total	**$6,731,938**						
Park Acres	682						
New Development (Housing Units)	45,762	Scenario A	Scenario B	Scenario C			
Infill		638	2,018	2,679			
Greenfield/Annexation		7,333	7,153	7,242			
Total		**7,971**	**9,171**	**9,921**			
Acres per 1,000 Household	14.90						
New acreage (greenfield)		109.3	106.6	107.9			

Source: Economic & Planning Systems

Table 14 summarizes the demand and cost to serve each of the three growth scenarios. As shown, the key drivers of differentiation are the capture of growth and level of greenfield development. While the overall level of growth varies among scenarios, the cost to serve this growth for Parks and Recreation only varies by $160,000 across all scenarios. While Scenario A has more greenfield development than the other scenarios, less growth is captured within the city which leads to a lower overall cost to serve ($1.07 million annually). Scenario B and Scenario C, while having much more infill development, also have a higher capture of growth within the city which leads to a higher overall cost to serve ($1.16 million in Scenario B and $1.23 million in Scenario C).

Table 14. Pueblo Parks and Recreation Scenario Evaluation Findings

	Scenario A	Scenario B	Scenario C
Demand for Service	• Large amount of greenfield development necessitates new park acreage • **109 acres** new park space	• More development in City than Scenario A, but also more infill • **107 acres** new park space	• Highest City capture of growth, but more infill development requires less park acreage (built-out areas have sufficient park space) • **108 acres** new park space
Cost to Serve	• **$1.07 million** new expenditures • Costs based on new residents (all growth), new park space (greenfield development)	• **$1.16 million** new expenditures	• **$1.23 million** new expenditures

Net Fiscal Impact – General Fund

EPS compared the estimated annual revenues generated in each scenario to the estimated annual expenditures to estimate the net fiscal impact on the City's General Fund. **Table 15** provides a summary of the results of the evaluation. Scenario A results in a net negative impact on the General Fund of $163,000 annually. This is essentially a neutral or minimal impact. Scenarios B and C generate a net positive fiscal impact annually of over $1 million.

The estimated revenues in each scenario vary based on the capture of growth within the city, but not by location of growth. New development in greenfield areas is more costly to serve and often requires new infrastructure. Scenario A forecasts a greater capture of growth in greenfield areas.

Table 15. City of Pueblo General Fund Net Fiscal Impact by Scenario

Description	Nexus Factor	Scenario A Scenario Growth	Scenario B Scenario Growth	Scenario C Scenario Growth
GENERAL FUND REVENUES				
General Taxes				
Property Tax	Case Study	$3,318,591	$3,894,243	$4,537,271
Sales Tax	Case Study	$4,048,279	$4,577,680	$4,995,182
Other Taxes[1]	Persons Served (PS)	$1,640,788	$1,852,393	$2,017,627
Licenses & Permits	Persons Served (PS)	$156,879	$177,111	$192,909
Marijuana - County Revenue Share	Per Resident	$105,805	$118,358	$127,546
Charges for Services	Persons Served (PS)	$737,046	$832,099	$906,323
Fines & Forfeitures	Persons Served (PS)	$182,327	$205,841	$224,202
Total GF Revenues		**$10,189,715**	**$11,657,725**	**$13,001,062**
OTHER REVENUES				
Highway User Tax Fund	Case Study	$855,847	$984,691	$1,065,218
Total Other Revenues		**$855,847**	**$984,691**	**$1,065,218**
Total Revenue		**$11,045,562**	**$12,642,416**	**$14,066,280**
GENERAL FUND EXPENDITURES				
General Government	Persons Served (PS)	$313,957	$354,447	$386,063
Housing & Citizen Services	Per Resident	$52,370	$58,583	$63,131
Law	Persons Served (PS)	$142,178	$160,514	$174,832
Municipal Court	Persons Served (PS)	$177,958	$200,909	$218,830
Planning & Development	Persons Served (PS)	$156,391	$176,560	$192,309
Fire	Case Study	$3,876,372	$3,309,397	$3,580,038
Parks & Recreation	Case Study	$1,070,787	$1,158,812	$1,231,441
Police	Case Study	$3,392,007	$3,829,458	$4,171,048
Public Works	Case Study	$979,429	$1,054,526	$1,128,124
Non-Departmental	Persons Served (PS)	$1,047,045	$1,182,078	$1,287,520
Total Expenditures		**$11,208,494**	**$11,485,283**	**$12,433,336**
NET BALANCE		($162,932)	$1,157,133	$1,632,945

Source: Economic & Planning Systems

EPS identified some major considerations related to the type of development and the scenarios that were used to develop plan policies. These findings are summarized below.

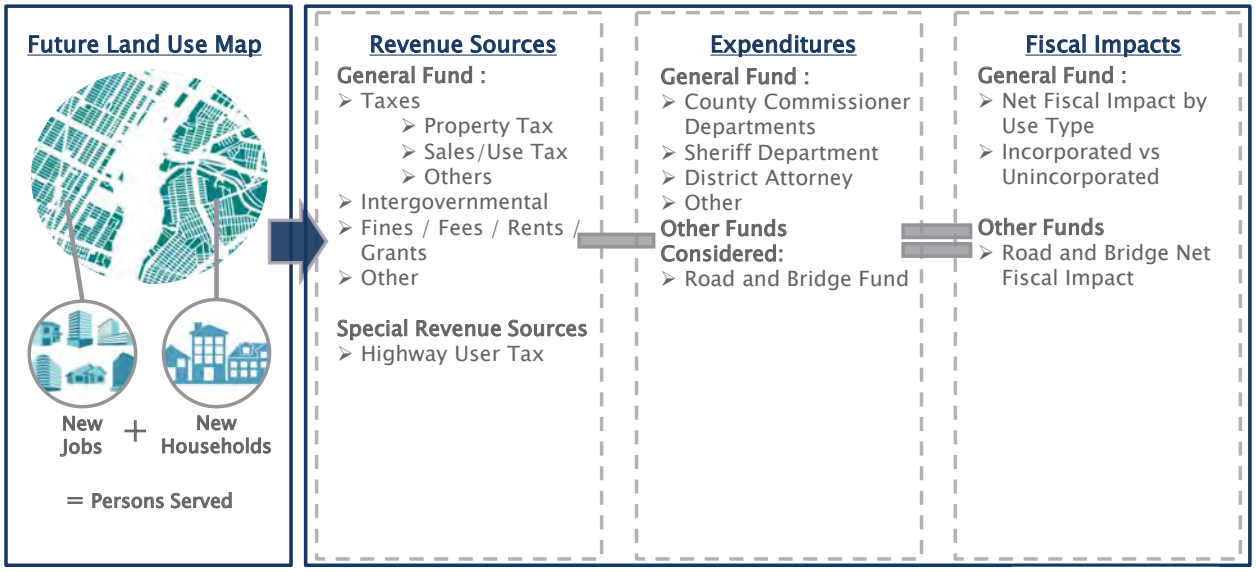
- The type of residential development (single family detached vs. single family attached vs. multifamily) has varying impacts on fiscal balance. While single family homes produce more revenue on average, they tend to generate greater costs due to the low density of the development (i.e., increase roadway maintenance) and are less efficient to serve.
- Nonresidential uses most often help support fiscal health. The capture of these uses in the City of Pueblo is most beneficial for the region. Generally, fiscal health of the community is best when the capture of residential and nonresidential uses is balanced.
- The location of new development creates differing fiscal impacts. Greenfield areas need new infrastructure that increases the network of infrastructure to maintain. The City of Pueblo has existing service capacity within undeveloped portions of the city, which are already served and can more efficiently serve new residents and businesses. Annexation most often triggers significant increases in cost when annexation areas are not able to be served by existing facilities (e.g., fire stations, police station).

4. Pueblo County

This chapter details the approach and results of modeling the fiscal impact of residential and nonresidential development on the General Fund and Road and Bridge Fund for Pueblo County. It provides an overview of the components of the General Fund that are impacted by new development, outlines the approach to modeling the impact of growth on both funds, and reports on findings of the fiscal impact analysis.

A summary of the approach used for Pueblo County is provided in **Figure 2**. This figure identifies the major General Fund revenues and expenditures that were analyzed, as well as any specific revenue sources or enterprise/business type funds that may be impacted by growth.

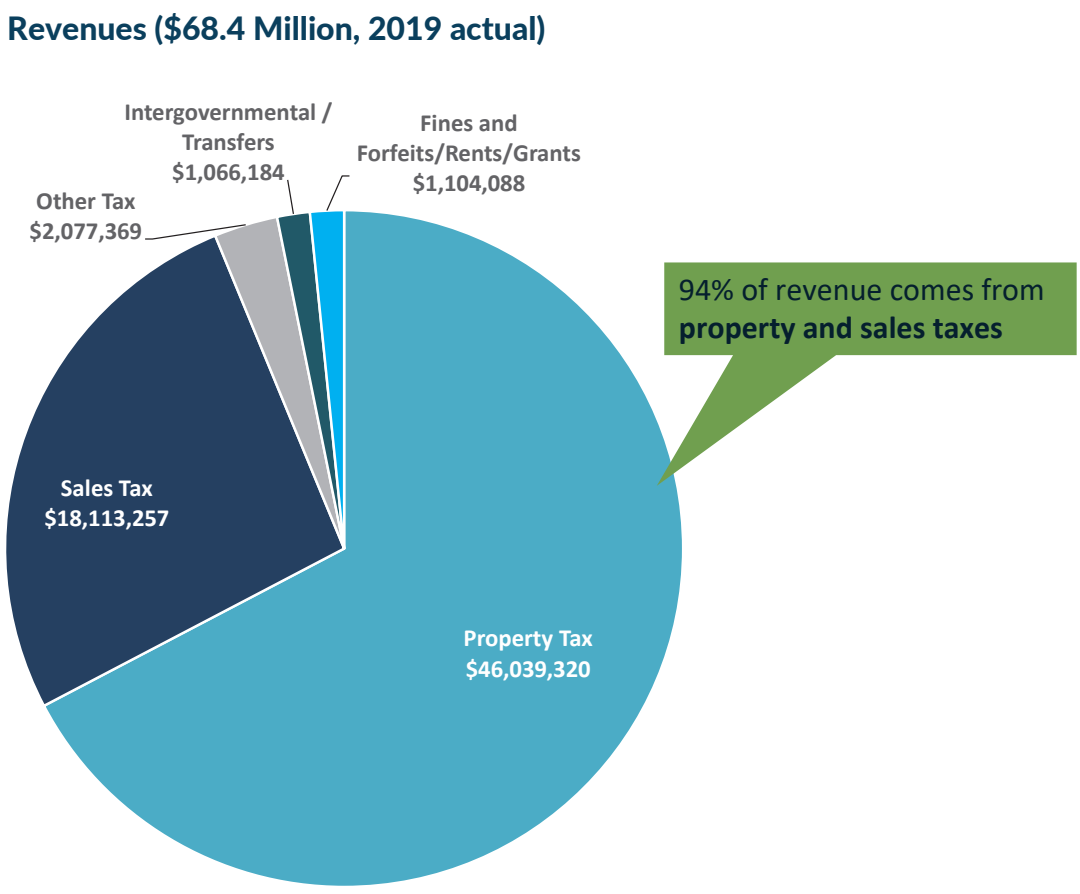
Figure 5. Pueblo County Fiscal Impact Model Approach Summary



Revenues

This section summarizes the major revenue sources for the General Fund and outlines the approach to modeling the fiscal impact of growth on each revenue source. There are five categories of revenues within the General Fund and the amount of revenue per source is shown in **Figure 3**. Property Tax is the largest revenue category, accounting for 67 percent of General Fund in 2019 ($46 million). Sales Tax is the second largest revenue category, at $18 million or 21 percent of General Fund revenue. These two revenue streams were modeled using the case study approach. The remaining revenue categories were modeled using average revenue factors.

Figure 6. Pueblo County General Fund Revenues, 2019



Property Tax

The per-unit property tax revenues generated are summarized in **Table 16**. As shown, for residential uses the single family detached housing product types (Pueblo Ranch and Traditional Single Family) generate the highest per-unit revenue ($423). For commercial development, retail and service/hospitality uses generate the greatest amount of property tax on a square footage basis, at $1.37 per square foot, while industrial uses generate only $0.51. However, industrial uses will tend to be larger, and thus may generate a similar amount of tax revenue on a per-property basis.

Based on these tax generation factors, a growth scenario with more single family detached housing will generate more property tax revenue, as this housing type has the highest property value and thus generates the highest level of property taxes. However, as the rest of the model will show, it is important to consider the costs to serve various types of growth as well to get a comprehensive picture of the net fiscal impact on the city of new development.

Table 16. Pueblo County Property Tax Revenue per Unit

Description	Market Value per Unit/Sq. Ft.	Assessment Ratio	Assessed Value per Unit	Mill Levy	Revenue Per Unit
Residential					
Pueblo Ranch	$250,000	7.15%	$17,875	23.646	$423
Suburban Single Family	$250,000	7.15%	$17,875	23.646	$423
Attached	$200,000	7.15%	$14,300	23.646	$338
Multifamily	$150,000	7.15%	$10,725	23.646	$254
Total Residential					
Commercial					
Retail	$200	29.00%	$58	23.646	$1.37
Service/Hospitality	$200	29.00%	$58	23.646	$1.37
Office/Institutional	$150	29.00%	$44	23.646	$1.03
Industrial/Flex	$75	29.00%	$22	23.646	$0.51
Heavy Industry/Land Based	$75	29.00%	$22	23.646	$0.51
Total Commercial					
Total Property Tax					

Source: Economic & Planning Systems

Sales Tax

EPS developed a retail sales flow mode to estimate the portion of retail sales generated by residents, nonresident employees, and visitors to the County. The retail sales flow model uses average household incomes and per employee spending factors to estimate the potential spending on retail goods generated by residents and workers in the County. The potential retail spending is distributed by retail store category based on the US Census of Retail Trade (2017) for Colorado. The retail spending expenditure potential was then compared to actual sales per store category (3- and 4-digit retail trade NAICS categories) to determine what portion of sales Pueblo County captures comes from residents, nonresident workers, and visitors. EPS estimates that Pueblo County residents account for approximately 68 percent of sales made anywhere in the County. Nonresident workers account for approximately 24 percent, and visitors to the community contribute 8 percent.

EPS estimated annual retail spending per resident and per nonresident employee/worker using the retail sales flow model. The city's 0.8 percent sales tax rate for the General Fund was then applied to the sales per category to estimate the amount of sales tax revenue an average person or nonresident worker will generate annually. Each new resident is estimated to generate $10,990 in annual sales tax from retail spending and each new nonresident worker is estimated to generate $3,954 in annual sales tax revenue, as shown **Table 17**.

Table 17. Pueblo County Resident and Employee Retail Sales Factors

Description	Residents Sales Per Capita	Non-Resident Employees Sales Per Capita
Total Residents/Employees (2020)	112,251	16,427
Convenience Goods		
Food and Beverage Stores	$3,419	$575
Health and Personal Care	$526	$616
Total Convenience Goods	**$3,944**	**$1,192**
Shopper's Goods		
General Merchandise	**$2,003**	**$810**
Other Shopper's Goods		
Clothing & Accessories	$448	$204
Furniture & Home Furnishings	$381	$0
Electronics & Appliances	$292	$175
Sporting Goods, Hobby, Book, & Music Stores	$302	$219
Miscellaneous Retail	$533	$408
Subtotal	**$1,955**	**$1,006**
Total Shopper's Goods	**$3,958**	**$1,816**
Eating and Drinking	**$2,049**	**$946**
Building Material & Garden	**$1,038**	**$0**
Total Retail Goods	**$10,990**	**$3,954**

Source: Economic & Planning Systems

Property and Sales Tax Findings

The estimated revenue per scenario from property tax and sales tax is summarized in **Table 18.** Countywide, the amount and mixture of growth is the same in all scenarios and therefore produces the same revenue in all three scenarios.

Table 18. Pueblo County Property and Sales Tax Evaluation Findings

	Scenario A	Scenario B	Scenario C
Property Tax • Based on property values of new development but not on location • Revenues same for all scenarios	• **$10.9 million** new revenue	• **$10.9 million** new revenue	• **$10.9 million** new revenue
Sales Tax • Based on per-capita spending factors for new residents, new non-resident employees • Same amount of growth in all scenarios generates same sales tax in the County • Applies County's 1% sales tax rate	• **$3.2 million** new revenue	• **$3.2 million** new revenue	• **$3.2 million** new revenue

Other General Fund Revenues

Most other revenue sources are estimated using average revenue factors based on the relevant nexus factor. Factors are calculated based on FY19 General Fund actuals and 2019 (or the most recent) demographic data, and then applied to scenario growth to determine total revenue. The other major revenue sources include Use Tax (per person approach), Tobacco Tax (per person approach), other taxes (not estimated/no nexus to growth), Intergovernmental revenues (not estimated/no nexus to growth), Fines and Forfeits/Rents/Grants (not estimated/ no nexus to growth), and transfers (not estimate). New residential units generate between $437 and $639 per new unit annually, as shown in **Table 19**. Nonresidential uses in total generate between $0.57 to $1.48 per square foot of new building space annually.

Table 19. Pueblo County General Fund Revenue Factors

			Per Unit Factors				Per Sq Ft Factors				
	2019 Budget	Approach	Pueblo Ranch	Traditional Single Family	Attached	Multifamily	Retail	Service / Hospitality	Office / Institutional	Industrial / Flex	Heavy Industry / Land Based
On-going General Fund Revenues											
Taxes											
Property Tax	$46,039,320	Case Study	$422.68	$422.68	$338.14	$253.61	$1.37	$1.37	$1.03	$0.51	$0.51
Sales Tax	$18,113,257	Case Study	$193.41	$193.41	$163.99	$163.99	$0.08	$0.08	$0.13	$0.07	$0.04
Use Tax	$1,957,627	Per Person	$22.02	$22.02	$18.67	$18.67	$0.03	$0.03	$0.04	$0.02	$0.01
Tobacco Tax	$40,709	Per Person	$0.46	$0.46	$0.39	$0.39	$0.00	$0.00	$0.00	$0.00	$0.00
Other	$79,033	No Nexus	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00
Taxes Subtotal	**$66,229,946**		**$638.57**	**$638.57**	**$521.20**	**$436.66**	**$1.48**	**$1.48**	**$1.21**	**$0.60**	**$0.57**
Intergovernmental	$427,030	No Nexus	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00
Fines and Forfeits/Rents/Grants	$1,104,088	No Nexus	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00
Transfers	$639,154	No Nexus	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00
Total On-going Revenues			**$638.57**	**$638.57**	**$521.20**	**$436.66**	**$1.48**	**$1.48**	**$1.21**	**$0.60**	**$0.57**

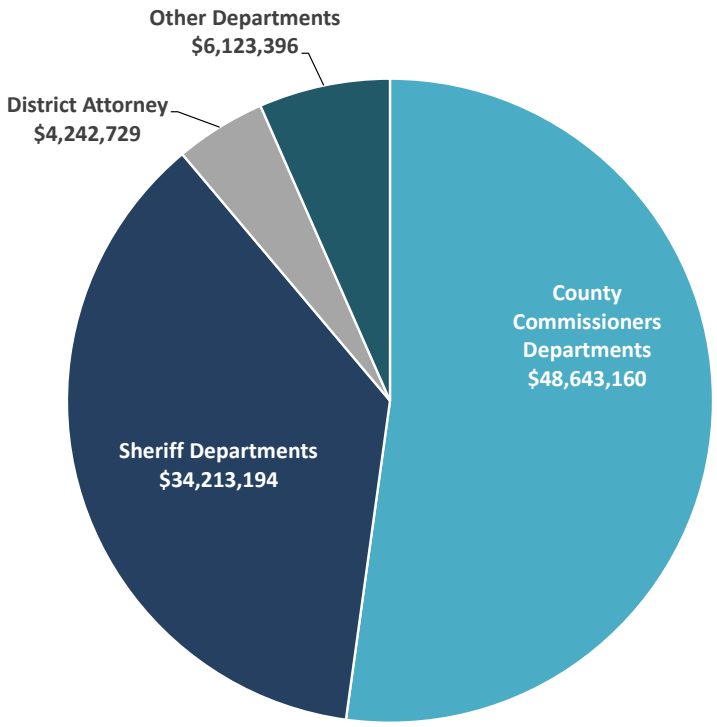
Source: Pueblo County, Economic & Planning Systems

Expenditures

This section summarizes the major expenditure sources for the Pueblo County's General Fund, outlines the approach to modeling the fiscal impact of growth on each expenditure source, and reports the results of the fiscal impact modeling.

There are three major categories of expenditures within the General Fund, as shown in **Figure 7**. The County Commissioners' departments include all the departments that provide administrative services and government services for the county. These departments account for 52 percent of the county's General Fund expenditures. The public safety category includes the Sheriff's Department and the District Attorney. These two departments account for 42 percent of the county budget. Lastly, the Other General Fund category includes budgets for elected county positions and departments including the County Clerk, County Treasurer, elections, County Assessor, and others.

Figure 7. Pueblo County General Fund Expenditures, 2019



General Fund Expenditures

Evaluating the impact of new development on county's is often approached differently than a city. Unlike a city, some county services and functions only serve the unincorporated portion of the county while others may serve all residents of a county regardless of if they live in a city or not. Attributing costs based on the service population is the primary approach to understanding the fiscal impact on counties from new development. Each specific department and expenditure items in the three major expenditure categories were assessed to determine if are directly impacted by new development and if they provide a service to the "Entire County" or just to the "unincorporated" portion of the County. Three groupings were made to determine how to allocate costs. The Entire County group are costs associated to all new residents and nonresident employees to the county regardless of their location. The Unincorporated group includes costs for services that are provided just to residents and businesses within the unincorporated portion of the county. Lastly, the indirect group are costs that are not impacted or indirectly impacted by growth and the geographic location of residents or businesses is not a factor.

Table 20 provides a summary of the expenditures, program revenues, and development related costs for the three major General Fund categories. It also summarizes the cost attributed to residents in the Entire County, indirect costs to all residents, and costs attributed to unincorporated residents. Using the growth scenarios, these cost factors are applied to new development based on its location within or outside of the City of Pueblo. Growth outside the City of Pueblo has the per capita cost from all three groups attributed, which totals $362 per resident or nonresident worker. New development in the City of Pueblo only has the Entire County and Indirect costs attributed to it, which totals $229 per resident or nonresident employee.

Table 20. Pueblo County General Fund Expenditures – Nexus to Growth and Variability

	Expenditures	Program Revenue	Net	Development Related Cost	Per Capita Cost
General Fund					
County Commissioner Departments	$48,643,160	$12,156,855	$36,486,305	$16,389,598	$99.03
Sheriff Departments and District Attorney	$38,455,923	$9,035,117	$29,420,806	$29,729,305	$250.20
Other General Fund	$6,123,396	$5,173,776	$949,620	$2,401,550	$13.01
Subtotal	**$93,222,479**	**$26,365,748**	**$66,856,731**	**$48,520,452**	**$362.24**
Total by Type					
Entire County	**$45,245,768**	**$10,630,790**	**$34,614,978**	**$34,614,978**	**$192.64**
Indirect	**$39,395,515**	**$14,947,143**	**$24,448,372**	**$6,112,093**	**$36.67**
Unincorporated	**$8,581,196**	**$787,815**	**$7,793,381**	**$7,793,381**	**$132.94**

Source: Pueblo County 2021 Budget; Economic & Planning Systems

County Commissioner Departments

The location of service grouping and modeling approach for all departments and expenditure items in the County Commissioners Departments category are shown in **Table 21**. These departments' net expenditures (expenditures minus program revenues) and the associated modeling methodology result in a cost per new resident or nonresident employee of $99.03, of which only $2.35 is associated with unincorporated development. Most of these departments provide services to all residents in the County.

Table 21. County Commissioners' Departments Method and Factors

Name of Program	Expenditures	Program Revenue	Net	Location of Service	% Development Related	Development Related Cost	Approach	Factor
County Commissioners	$922,409	$0	$922,409	Indirect	25%	$230,602	Per Person Served	$1.37
County Manager	$0	$0	$0	Indirect	25%	$0	Per Person Served	$0.00
Other Administration	$16,346,741	$932,699	$15,414,042	Indirect	25%	$3,853,511	Per Person Served	$22.92
County Attorney	$1,364,472	$171,278	$1,193,194	Entire County	100%	$1,193,194	Per Person Served	$7.10
Office of Budget	$673,386	$10	$673,376	Indirect	25%	$168,344	Per Person Served	$1.00
Purchasing	$188,279	$14,383	$173,896	Indirect	25%	$43,474	Per Person Served	$0.26
Human Resources	$588,086	$64,094	$523,992	Indirect	25%	$130,998	Per Person Served	$0.78
Planning and Development	$363,384	$225,493	$137,891	Unincorporated	100%	$137,891	Per Person Served	$2.35
P&D Marijuana	$437,955	$1,632,280	$1,194,325	Entire County	100%	$1,194,325	Per Person Served	$7.10
Marijuana Impacts	$3,269,912	$2,822,667	$447,245	Entire County	100%	$447,245	Per Person Served	$2.66
Information Technology / Information Systems	$2,397,679	$200,020	$2,197,659	Indirect	25%	$549,415	Per Person Served	$3.27
Fleet/Equipment Managemenet	$2,976,615	$1,300,000	$1,676,615	Entire County	100%	$1,676,615	Per Person Served	$9.97
Facilities	$3,655,704	$520,083	$3,135,621	Indirect	25%	$783,905	Per Person Served	$4.66
Facilities - Recreation	$359,273	$100,264	$259,009	Entire County	100%	$259,009	Per Person Served	$1.54
Facilities - Runyon Field	$0	$0	$0	Indirect	25%	$0	Per Person Served	$0.00
Facilities Parks	$271,919	$165,000	$106,919	Entire County	100%	$106,919	Per Person Served	$0.64
Utilities	$1,763,412	$0	$1,763,412	Indirect	25%	$440,853	Per Person Served	$2.62
GIS/Economic Development	$489,058	$29,971	$459,087	Indirect	25%	$114,772	Per Person Served	$0.68
Correctional Services	$2,445,126	$2,114,728	$330,398	Entire County	100%	$330,398	Per Person Served	$1.97
Pueblo LEAD	$367,766	$391,313	$23,547	Indirect	25%	$5,887	Per Person Served	$0.04
Pretrial Services	$660,341	$6,350	$653,991	Indirect	25%	$163,498	Per Person Served	$0.97
Intergovernmental/Community Health	$357,864	$95,228	$262,636	Entire County	100%	$262,636	Per Person Served	$1.56
CSU Extension	$924,670	$422,319	$502,351	Indirect	25%	$125,588	Per Person Served	$0.75
Economic Development Tax Incentives	$6,914,029	$924,175	$5,989,854	Entire County	100%	$5,989,854	Per Person Served	$35.63
Aid to Other Entities	$399,321	$0	$399,321	Indirect	25%	$99,830	Per Person Served	$0.59
CSAC	$505,759	$24,500	$481,259	Entire County	100%	$481,259	Per Person Served	$2.86
General Fund Transfers	$0	$0	$0	N/A	0%	$0		$0.00
County Commissioner Total	**$48,643,160**	**$12,156,855**	**$36,486,305**		**34%**	**$16,389,598**		**$99.03**
Total by Type								
Entire County	**$18,902,924**	**$9,350,120**	**$9,552,804**	Entire County		**$9,552,804**		**$56.82**
Indirect	**$29,376,852**	**$2,581,242**	**$26,795,610**	Indirect		**$6,698,903**		**$39.85**
Unincorporated	**$363,384**	**$225,493**	**$137,891**	Unincorporated		**$137,891**		**$2.35**

Source: Pueblo County 2021 Budget; Economic & Planning Systems

Public Safety

The location of service grouping and modeling approach for all departments and expenditure items in the Public Safety category are shown in **Table 22**. This category includes the Sheriff's department and District Attorney. The expenditure items result in a mixture of services provided to the entire county and to just the unincorporated portions of the County. The Sheriff's department provides public safety and police services to the unincorporated portion of the county. The Sheriff, among many functions, also provides base level fire protection services within the county and in some cases are the only fire service available to residents that are not in a city or fire protection district. These departments' net expenditures and the associated modeling methodology result in a cost per new resident or nonresident employee of $250, of which $131 is associated with unincorporated development.

Table 22. County Public Safety Departments Method and Factors

Name of Program	Expenditures	Program Revenue	Net	Location of Service	% Development Related	Development Related Cost	Per Capita Cost
Sheriff Department							
Law Enforcement	$7,416,114	$562,322	$6,853,792	Unincorporated	100%	$6,853,792	$116.91
Detention	$18,820,061	$731,387	$18,088,674	Entire County	100%	$18,088,674	$98.02
Communication Center	$801,698	$0	$801,698	Unincorporated	100%	$801,698	$13.67
Emergency Preparedness	$380,603	$0	$380,603	Entire County	100%	$380,603	$2.06
Various Grants	$2,747,882	$2,442,885	$304,997	Indirect	25%	$76,249	$0.41
Chemical Stockpile Emergency Preparedness Program	$4,046,836	$4,902,836	$856,000	Indirect	25%	$214,000	$1.16
Sheriff Department	**$34,213,194**	**$8,639,430**	**$25,573,764**		**76%**	**$25,987,016**	**$229.92**
District Attorney							
District Attorney	$3,934,379	$227,008	$3,707,371	Entire County	100%	$3,707,371	$20.09
District Attorney Grants	$308,350	$168,679	$139,671	Indirect	25%	$34,918	$0.19
District Attorney Total	**$4,242,729**	**$395,687**	**$3,847,042**		**88%**	**$3,742,289**	**$20.28**
Total by Type							
Entire County	**$23,135,043**	**$958,395**	**$22,176,648**	Entire County		**$22,176,648**	**$120.17**
Indirect	**$7,103,068**	**$7,514,400**	**$411,332**	Indirect		**$102,833**	**$0.56**
Unincorporated	**$8,217,812**	**$562,322**	**$7,655,490**	Unincorporated		**$7,655,490**	**$130.58**

Source: Pueblo County 2021 Budget; Economic & Planning Systems

Other County Departments

The location of service grouping and modeling approach for all departments and expenditure items in the Other County Departments category are shown in **Table 23**. These departments' net expenditures (expenditures minus program revenues) and the associated modeling methodology result in a cost per new resident or nonresident employee of $13, all of which are applied to the entire county.

Table 23. Other County Departments Method and Factors

Name of Program	Expenditures	Program Revenue	Net	Location of Service	% Development Related	Development Related Cost	Per Capita Cost
Other Departments							
County Clerk	$1,959,012	$2,695,524	$736,512	Indirect	25%	$184,128	$1.00
Election	$731,891	$305,967	$425,924	Entire County	100%	$425,924	$2.31
County Assessor	$1,667,630	$1,099	$1,666,531	Entire County	100%	$1,666,531	$9.03
County Treasurer	$942,262	$2,155,977	$1,213,715	Indirect	25%	$303,429	$1.64
Public Trustee	$0	$0	$0	Indirect	0%	$0	$0.00
Coroner	$808,280	$15,209	$793,071	Entire County	100%	$793,071	$4.30
Surveyor	$14,321	$0	$14,321	Indirect	25%	$3,580	$0.02
Other Total	**$6,123,396**	**$5,173,776**	**$949,620**			**$2,401,550**	**$13.01**
Total by Type							
Entire County	**$3,207,801**	**$322,275**	**$2,885,526**	Entire County		**$2,885,526**	**$15.64**
Indirect	**$2,915,595**	**$4,851,501**	**$1,935,906**	Indirect		**$483,977**	**$2.62**
Unincorporated	**$0**	**$0**	**$0**	Unincorporated		**$0**	**$0.00**

Source: Pueblo County 2021 Budget; Economic & Planning Systems

Road and Bridge Fund

A separate fiscal model was built for the Road and Bridge Fund for Pueblo County. The model compares revenues to expenditures to develop a net fiscal impact of new development on this fund specifically. The Road and Bridge Fund generates $14.7 million annually from nine primary revenue sources, shown in **Table 24.** The major revenue sources are the State's Highway User Tax Fund, Property Tax, and Sales Tax. The revenue from property tax and sales tax were calculated using the same methodology as the county's General Fund but using the Road and Bridge Funds dedicate property tax mill levy (0.929 mills) and sales tax rate (0.2%). The Highway User Tax revenue is based on the growth of housing units in the county, which is the best approximation to the allocation of these funds from the State. The other revenues use a per persons served approach.

The Road and Bridge Fund has total expenditures in 2019 of $11.5 million. The major expenditure items include salaries and benefits for employees of the county, road repair and maintenance services, road repair and maintenance supplies, and capital roadway improvements. A per persons served approach was used for all the expenditures except road repair and maintenance services and capital improvements.

Table 24. County Road and Bridge Fund Revenue and Expenditure Factors

Description	Actual 2019	Approach	Variability	Factor
Revenues				
Property Tax	1,628,835	Case Study - Property Tax	100%	---
Specific Ownership Tax	176,034	Per Person Served	100%	$0.95
Sales Tax	3,602,876	Case Study - Sales Tax	100%	---
Permit Fees	4,225	Per Person Served	100%	$0.02
Grants	1,746,237	Not Modeled	0%	---
Fees	286,205	Per Person Served	100%	$1.55
Highway User Tax	6,274,561	Per Housing Unit	100%	$94.04
Impact Fees	2,952	Per Person Served	100%	$0.02
Other	126,544	Per Person Served	100%	$0.69
Transfers	872,690	Not Modeled	0%	---
Total Revenues	**14,721,159**			
Expenditures				
Salaries and Benefits	3,975,421	Per Person Served	100%	$21.54
Supplies	1,312,654	Per Person Served	100%	$7.11
Services	366,643	Per Person Served	100%	$1.99
Maintenance/Repair	1,477,391	Case Study - Street Miles	100%	$1,226
Rental	23,775	Per Person Served	100%	$0.13
Other	118,395	Per Person Served	100%	$0.64
Capital Improvements	4,235,128	Case Study - Street Miles	100%	$3,515
Expenses	**11,509,407**			

Source: Pueblo County 2021 Budget Book; Economic & Planning Systems

A per lane mile approach was used to estimate the expenditures for roadway repair and maintenance and for capital improvements. New development will add additional lane miles that need to be repair, maintained, and ultimately replaced/reconstructed. The amount of new lane miles a new housing unit (by housing type) or new nonresidential building (by type) will be generated was estimated based on existing conditions in the county. The estimated increase in lane miles to maintain in each Scenario is provided in **Table 25.** Scenario A is estimated to generate 82 new lane miles, Scenario B 73 new lane miles, and 66 new lane miles in Scenario C.

Table 25. County Road and Bridge Fund Case Study Methodology

Description	*Factor*	Scenario A		Scenario B		Scenario C	
		New Units	New Lane Miles	New Units	New Lane Miles	New Units	New Lane Miles
New Development	Lane Miles/Unit						
Residential							
Pueblo Ranch	0.014	3,656	50	3,656	50	3,656	50
Traditional Single Family	0.010	757	7	757	7	757	7
Attached	0.006	757	4	757	4	404	2
Multifamily	0.004	1,615	6	404	2	0	0
Commercial							
Retail	0.0000050	690,044	3	552,035	3	262,874	1
Service/Hospitality	0.0000039	519,223	2	415,378	2	197,799	1
Office/Institutional	0.0000036	394,569	1	295,927	1	197,285	1
Industrial/Flex	0.0000056	771,104	4	440,631	2	330,473	2
Heavy Industry/Land Based	0.0000056	447,860	3	223,930	1	223,930	1
Total New Lane Miles			**82**		**73**		**66**

Source: Economic & Planning Systems

Net Fiscal Impact

EPS compared the estimated annual revenues generated in each scenario to the estimated annual expenditures to estimate the net fiscal impact on the city's General Fund and Road and Bridge Fund. **Table 26** provides a summary of the results of the evaluation. Scenario A results in a net positive impact on the General Fund of $2.1 annually but has the highest net negative impact on the Road and Bridge Fund of $860,000 annually. Scenario C has the most positive impact with a $3 million net positive fiscal impact on the General Fund and a net negative fiscal impact on the Road and Bridge Fund or $527,000.

All three scenarios have the same estimated revenue as revenue sources were not deemed to be impacted by the new development being in incorporated or unincorporated settings. Scenario A has a higher capture of new development in the unincorporate portions of the county (including in Pueblo West) and results in higher expenditure costs. One notable impact on the Road and Bridge Fund is that greater capture of new development in the City of Pueblo and Pueblo West will result in a reduced share of revenues from the Highway User Tax allocation from the State.

Table 26. Pueblo County General Fund Net Fiscal Impact by Scenario

Description	Scenario A Scenario Growth	Scenario B Scenario Growth	Scenario C Scenario Growth
GENERAL FUND REVENUES			
Property Tax	$10,866,671	$10,866,671	10,866,671
Sales Tax	$3,160,712	$3,160,712	$3,160,712
Use Tax	$450,274	$450,274	$450,274
Tobacco Tax	$9,363	$9,363	$9,363
Other	$0	$0	$0
Intergovernmental	$0	$0	$0
Fines and Forfeits/Rents/Grants	$0	$0	$0
Transfers	$0	$0	$0
Total Revenue	**$14,487,020**	**$14,487,020**	**$14,487,020**
GENERAL FUND EXPENDITURES			
County Commissioner Departments	$4,150,453	$4,140,875	$4,133,315
Sheriff Departments and District Attorney	$7,693,987	$7,162,250	$6,742,528
Other General Fund	$552,380	$552,380	$552,380
Total Expenditures	**$12,396,820**	**$11,855,506**	**$11,428,224**
General Fund NET FISCAL BALANCE	**$2,090,200**	**$2,631,515**	**$3,058,796**
Road and Bridge NET FISCAL BALANCE	**$859,855**	**$587,950**	**$526,743**

Source: Economic & Planning Systems

EPS identified some major considerations related to the type of development and the scenarios that were used to develop plan policies specific to Pueblo County. These findings are summarized below.

- The varying amounts of development capture in and out of the unincorporated portions of the county within the three scenarios do not result in major fiscal health constraints. As well, the mixture of uses does not appear to greatly impact fiscal health either. The County should advocate for locating new development in areas that are best suited to support new development and have existing services and infrastructure in place.
- It is significantly more beneficial fiscally for the county to encourage development into incorporated cities. This is also true in terms of capture of growth within established metro districts. “Urban” level development in the county outside of a metro district generates costs that are much greater than the associated revenues generated to serve these areas. From a fiscal health perspective, the county should encourage new development within the incorporated cities/towns (e.g., the City of Pueblo) or into areas that are provide services through a metro district. (e.g., Pueblo West or Colorado City).

New Community Impact

Pueblo County and the City of Pueblo have had to consider the potential of adding a major new community (e.g., a large master planned development) in the unincorporated portions of the county that would need to be either supported by a special district or annexed into the City of Pueblo. The most realistic opportunity is the development of a project in the northern portion of the county along I-25. There have been previous projects planned for this area (Pueblo Springs) that never materialized but have brought to attention the need for the City and County to have policy in place to address these requests.

Pueblo County has existing policy within Title 17-Divison II-Chapter 17.160 of the County Code that addresses the development of new communities. The requirements for consideration of these projects are summarized below.

- Threshold of 2,500 new residents and/or 200 acres of contiguous nonresidential uses
- There is sufficient existing and projected need/demand for the project
- All environmental impacts will be mitigated or compensated for
- Will not conflict with surrounding land uses
- Will provide for transportation, waste and sewage disposal, water, schools, parks and recreation, and other services deemed necessary
- Will not make demands upon natural resources, including, but not limited to, energy resources

- Benefit to the residents of the county and region
- The proposed activity does not conflict with the Comprehensive Plan of the City and County of Pueblo

The Comprehensive Plan provides additional policies and guidance for consideration of this type of development in the county or through annexation into the city. To support this policy, EPS evaluated and considered the fiscal impacts of this type of development. EPS assumed a project that met the threshold requirements for the county of at least 2,500 new residents and 200 acres of nonresidential development would be built a significant distance north of the City of Pueblo's boundary (approximately five miles). The impacts were identified for both a major annexation to the city or an unincorporated development supported by a Title 32 Special or Metropolitan District. The findings of this evaluation are summarized in **Table 27**.

Table 27. New Community Fiscal Impacts

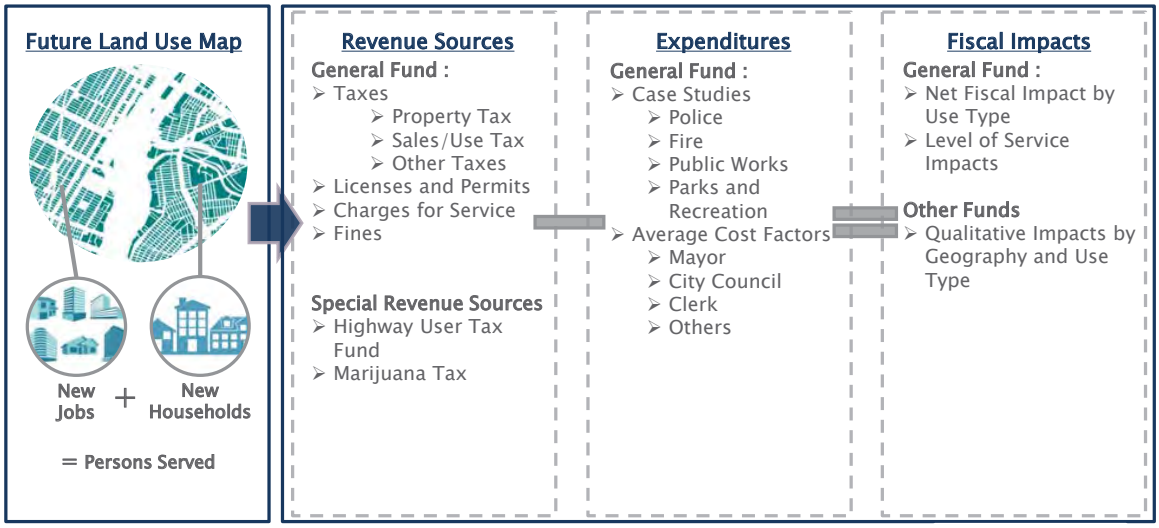
Governance Option	Estimated Annual Added Cost	Streets & Roads	Fire	Public Safety	Other Utilities and Services
Annexation into City of Pueblo	• $1.23 million+ in addition to Scenario A • Scenario A will have greater negative impact	• Improvement of Overton Road from City north for 5+ miles likely needed • Cost per mile for maintenance approx. $4,000 to $4,500 annually	• A new fire station will be needed • Capital cost of station over $2.5 million • $1 million in annual operating costs (in addition to Scenario A estimate)	• Likely to require a police sub-station or alternative policing approach that is not estimated in model	• Wastewater main needed to connect to City system (developer's cost) • May also require private treatment facility, which would not be City's responsibility
New Metropolitan District	• $22,500+ impact on Road and Bridge Fund • Scenario A less positive for County	• Improvement of Overton Road from City north for 5+ miles likely needed • Cost per mile for maintenance approx. $4,000 to $4,500 annually	• No fire protection district • New district or provider needed	• Likely require incremental increase in sheriff services and capacity to serve area	• Addressing wastewater challenges are same with a district but more challenging without city as partner

5. Pueblo West Metro District

This chapter details the approach and results of modeling the fiscal impact of residential and nonresidential development on the General Fund for the Pueblo West Metropolitan District (Pueblo West). It provides an overview of the components of the General Fund that are impacted by new development, outlines the approach to modeling the impact of growth, and reports on findings of the fiscal impact analysis.

A summary of the approach used for Pueblo West is provided in **Figure 8**. This figure identifies the major General Fund revenues and expenditures that were analyzed that may be impacted by growth.

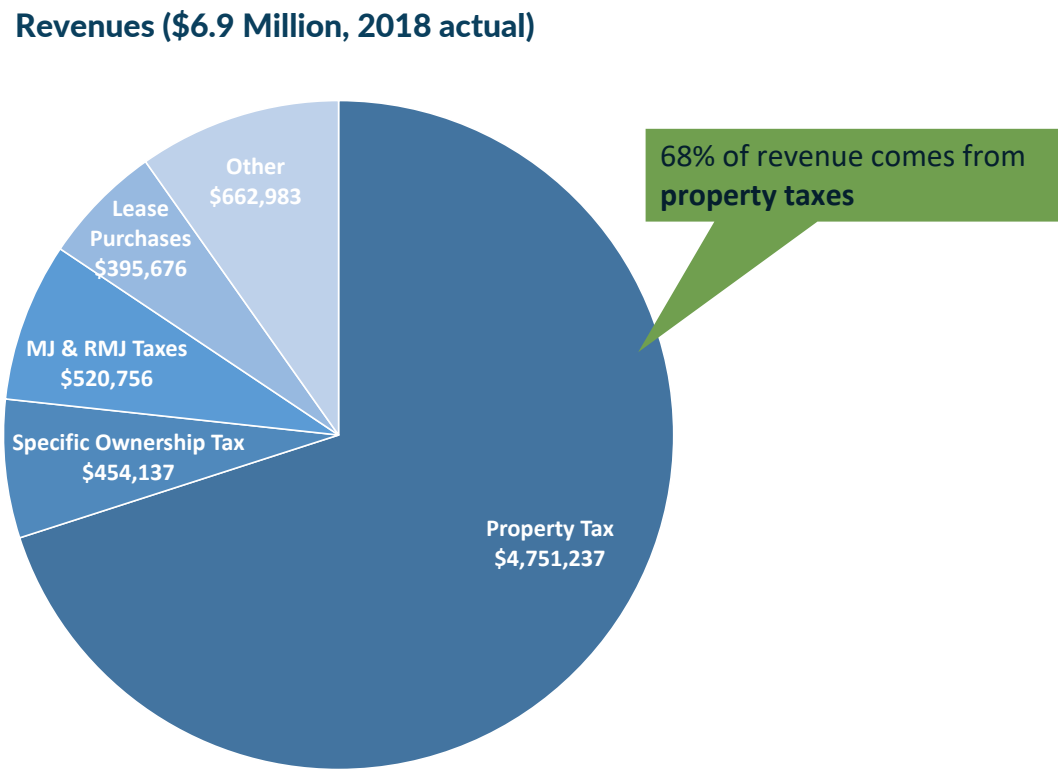
Figure 8. Pueblo West Fiscal Impact Model Approach Summary



Revenues

This section summarizes the major revenue sources for the General Fund and outlines the approach to modeling the fiscal impact of growth on each revenue source. There are five major categories of revenues within the General Fund, as shown in **Figure 9**. Property Tax is the largest revenue category, accounting for 68 percent of General Fund revenue in 2019 ($4.4975 million). No other revenue source produces more than $1 million annually in revenue.

Figure 9. Pueblo West General Fund Revenues, 2019



Property Tax

The per-unit property tax revenues generated are summarized in **Table 28**. As shown, for residential uses the single family detached housing product types (Pueblo Ranch and Traditional Single Family) generate the highest per-unit revenue ($362). For commercial development, retail and service/hospitality uses generate the greatest amount of property tax on a square footage basis, at $1.17 per square foot, while industrial uses generate only $0.44. However, industrial uses will tend to be larger, and thus may generate a similar amount of tax revenue on a per-property basis.

Based on these tax generation factors, a growth scenario with more single family detached housing will generate more property tax revenue, as this housing type has the highest property value and thus generates the highest level of property taxes. However, as the rest of the model will show, it is important to consider the costs to serve various types of growth as well to get a comprehensive picture of the net fiscal impact on Pueblo West of new development.

Table 28. Pueblo West Property Tax Revenue per Unit

Description	Market Value per Unit/Sq. Ft.	Assessment Ratio	Assessed Value per Unit	Mill Levy	Revenue Per Unit
Residential					
Pueblo Ranch	$250,000	7.15%	$17,875	20.230	$362
Suburban Single Family	$250,000	7.15%	$17,875	20.230	$362
Attached	$200,000	7.15%	$14,300	20.230	$289
Multifamily	$150,000	7.15%	$10,725	20.230	$217
Total Residential					
Commercial					
Retail	$200	29.00%	$58	20.230	$1.17
Service/Hospitality	$200	29.00%	$58	20.230	$1.17
Office/Institutional	$150	29.00%	$44	20.230	$0.88
Industrial/Flex	$75	29.00%	$22	20.230	$0.44
Heavy Industry/Land Based	$75	29.00%	$22	20.230	$0.44
Total Commercial					

Source: Economic & Planning Systems

Sales Tax

EPS developed a retail sales flow model to estimate the portion of retail sales generated by residents, nonresident employees, and visitors. The retail sales flow model uses average household incomes and per employee spending factors to estimate the potential spending on retail goods generated by residents and workers in Pueblo West. The potential retail spending is distributed by retail store category based on the US Census of Retail Trade (2017) for Colorado. The retail spending expenditure potential was then compared to actual sales per store category (3- and 4-digit retail trade NAICS categories) to determine what portion of sales Pueblo West captures come from residents, nonresident workers, and visitors. EPS estimates that Pueblo West residents account for approximately 14 percent of sales made in the Pueblo West. Nonresident workers account for approximately 27 percent, and visitors to the community contribute 59 percent.

EPS estimated annual retail spending per resident and per nonresident employee/ worker using the retail sales flow model. The retail spending model was developed to estimate revenues from the recently enacted sales tax that funds additional fire services and capital improvements. The dedicated 1 percent sales tax rate for fire service was then applied to the sales per category to estimate the amount of sales tax revenue an average person or nonresident worker will generate annually. Each new resident is estimated to generate $8,228 in annual sales tax from retail spending and each new nonresident worker is estimated to generate $15,385 in annual sales tax revenue, as shown in **Table 29**. Again, these revenues are dedicated solely to funding the capital expansion of the fire services (e.g., new fire station(s) and associated fire crews) in the metro district and fund ongoing operations of the expanded fire services.

Table 29. Pueblo West Resident and Employee Retail Sales Factors

Description	Residents Sales Per Capita	Non-Resident Employees Sales Per Employee
Convenience Goods		
Food and Beverage Stores	$2,560	$2,238
Health and Personal Care	$394	$2,398
Total Convenience Goods	**$2,953**	**$4,636**
Shopper's Goods		
General Merchandise	**$1,500**	**$3,153**
Other Shopper's Goods		
Clothing & Accessories	$335	$796
Furniture & Home Furnishings	$285	
Electronics & Appliances	$219	$681
Sporting Goods, Hobby, Book, & Music Stores	$226	$852
Miscellaneous Retail	$399	$1,586
Subtotal	**$1,464**	**$3,914**
Total Shopper's Goods	**$2,964**	**$7,066**
Eating and Drinking	**$1,534**	**$3,682**
Building Material & Garden	**$777**	**$0**
Total Retail Goods	**$8,228**	**$15,385**

Source: Economic & Planning Systems

The estimated new annual property tax that will be generated in each scenario is summarized in **Table 30**.

Table 30. Pueblo West Property Tax Generation Summary by Scenario

	Scenario A	Scenario B	Scenario C
Property Tax • Based on property values of new development • Higher-valued property (e.g. single family residential, non-residential uses) generates more revenue	• **$3.4 million** new revenue • Greatest capture of development within Pueblo West • Greater capture of non-residential uses	• **$2.8 million** new revenue	• **$2.1 million** new revenue • Least capture of development within City • Least capture of non-residential uses

Other General Fund Revenues

The four other revenue categories for the Pueblo West General Fund are specific ownership tax, franchise fees, marijuana enterprise tax, and other fees and charges. A per person served or per resident factor is used for these sources. New residents or nonresident workers are estimated to generate $29 annually in revenue, as shown in **Table 31**.

Table 31. Pueblo West Other General Fund Revenue Factors

Description	2019	Approach	Variability	Total	Unit	Factor
General Fund						
Property Tax	$4,870,849	Case Study - Property Tax	100%	$4,870,849	---	---
Specific Ownership Tax	$507,821	Per Person Served	100%	$507,821	34,889	$14.56
Franchise Fees	$153,641	Per Person Served	25%	$38,410	34,889	$1.10
MJ & RMJ Taxes	$579,438	Per Resident	25%	$144,860	31,849	$4.55
Other	$1,204,181	Per Person Served	25%	$301,045	34,889	$8.63
Total	**$7,315,930**			**$5,862,985**		

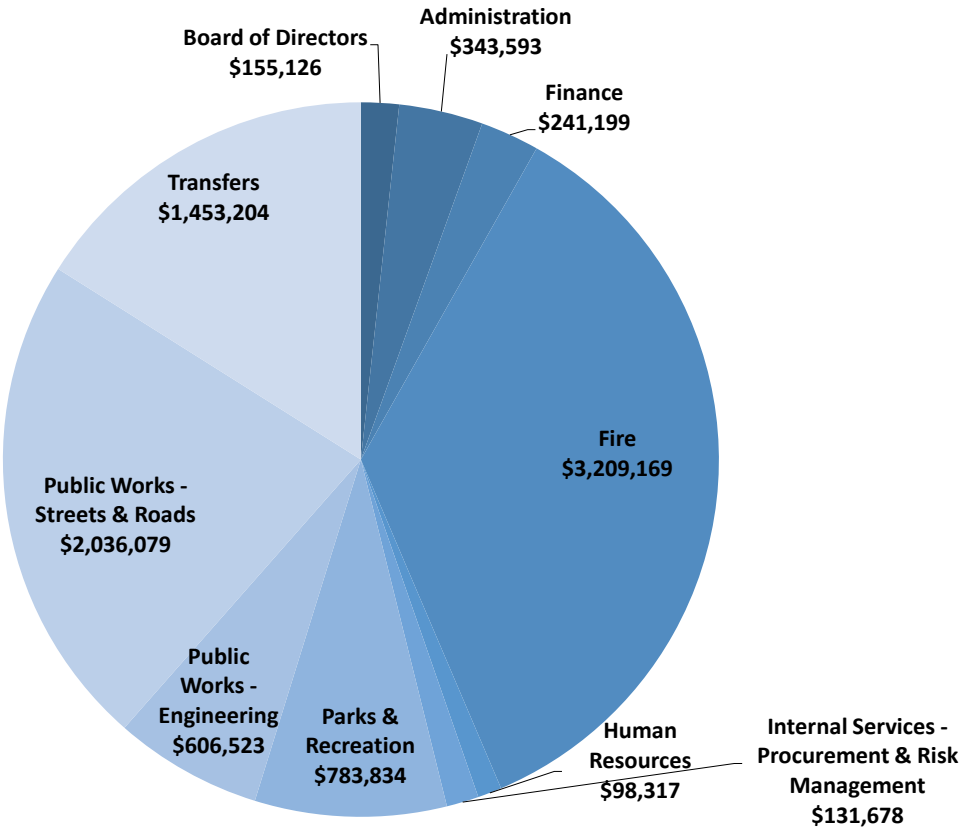
Source: Pueblo West Metro District; Economic & Planning Systems

Expenditures

This section summarizes the major expenditure sources for the Pueblo West General Fund, outlines the approach to modeling the fiscal impact of growth on each expenditure source, and reports the results of the fiscal impact modeling.

There are nine expenditure categories within the General Fund, as shown in **Figure 10**. Fire is the largest expenditure category, accounting for 35 percent of General Fund expenditures in 2019 ($3.2 million). Public Works, both the Streets and Roads, and Engineering Divisions, and the Parks and Recreation Department are three other major departments in terms of the size of their expenditures. The combined Public Works departments account for 29 percent of the expenditures, and Parks and Recreation accounts for 9 percent.

Figure 10. Pueblo West General Fund Expenditures, 2019



All the General Fund expenditures were estimated using average cost factors (per persons served or per housing unit) with an associated variability factor per department/expenditure, except for Public Works. The Public Works departments' impacts were estimated using a per roadway mile case study, which is described below. EPS estimates that a new resident or nonresident employee generates $135 in annual costs to Pueblo West (excluding Public Works costs), as shown in **Table 32**.

Table 32. Pueblo West General Fund Expenditures – Nexus to Growth and Variability

Description	Approach	Variability	Total	Unit	Factor
General Fund					
Board of Directors	Per Person Served	25%	$38,782	34,889	$1.11
Administration	Per Person Served	25%	$85,898	34,889	$2.46
Finance	Per Person Served	25%	$60,300	34,889	$1.73
Fire - Existing Level of Service	Per Person Served	80%	$2,522,256	34,889	$72.29
Human Resources	Per Person Served	25%	$24,579	34,889	$0.70
Internal Services - Procurement & Risk Management	Per Person Served	25%	$32,920	34,889	$0.94
Parks & Recreation	Per Housing Unit	100%	$639,112	11,443	$55.85
Public Works - Eng., Streets & Roads	Case Study - Road Miles	0%	$0	404	$0.00
Public Works - Engineering	Case Study - Road Miles	0%	$0	404	$0.00
Public Works - Streets & Roads	Case Study - Road Miles	0%	$0	404	$0.00
Transfers	Per Person Served	0%	$0	34,889	$0.00
General Fund Total			**$3,403,846**		**$135.10**

Source: Economic & Planning Systems

Additional Fire and Emergency Services

The residents of the Pueblo West Metro District approved an additional sales tax to fund the expansion of fire services in the district. The district needs a new fire station to service the community and may need an additional station in the plan horizon.

The new fire station will generate the need for 12 additional firefighters and additional apparatus (e.g., fire engine). The General Fund will continue to provide the same level of funding for fire to pay for the existing fire services and stations. The new sales tax revenue will be used to fund the capital costs of a new fire station and the ongoing operations cost of that station and future stations.

EPS developed a case study model to evaluate the revenue generation potential form the new sales tax and the estimated expenditure related to new growth and the new station. This analysis is summarized in **Table 33**. The new sales tax is estimated to generate $4.9 million annually. The estimated annual expenditures are $1.6 million, which results in a net fiscal positive impact of $3.3 million. This positive impact represents the amount of money that will be needed to service debt on capital expenditures and pay for future capital improvements.

EPS estimates that with the creation of the additional fire station and fire crews that are funded by the new sales tax, the level of service that exists in the community will be maintained through out the 2040 plan horizon. The community's decision to support the sales tax creates a sustainable revenue source for fire services and reduces demands on the General Fund to pay for growing fire service needs in the community.

Table 33. Pueblo West Additional Fire Case Study

Description	Audited 2019	Approach	Variability	Total	Unit	Factor
General Fund						
Revenues						
Fire Contracts	$9,800	Per Person Served	0%	$0	34,889	$0.00
Fire/EMS Classes	$1,080	Per Person Served	0%	$0	34,889	$0.00
Fire Inspection/Permit Fees	$4,900	Per Person Served	0%	$0	34,889	$0.00
Mutual Aid Revenues	$5,333	Not Modeled	0%	$0	---	---
Fire/EMS Grants	$15,995	Not Modeled	0%	$0	---	---
Donations	$1,500	Not Modeled	0%	$0	---	---
Total	**$38,608**					
Expenditures						
Personnel	$1,968,926	Case Study - Per Firefighter	75%	$1,476,695	18	$82,039
Operating	$655,873	Case Study - Per Firefighter	75%	$491,905	18	$27,328
Capital Equipment	$584,370	Case Study - Per Fire Station	100%	$584,370	2	$292,185
Total	**$3,209,169**		**80%**	**$2,552,969**		

Fire Sales Tax Fund	Estimate	Approach	Variability	Total	Unit	Factor
Revenues						
Sales Tax - New Residents	$3,846,873	Case Study - Sales Tax	100%	$384,687,271	46,752	$8,228
Sales Tax - New Employees	$1,094,470	Case Study - Sales Tax	100%	$109,446,958	7,114	$15,385
Sales Tax Revenue	**$4,941,342**					
Expenditures						
Crew Operations	$1,312,400	Case Study - Per Firefighter	100%	$1,312,400	12	$109,367
Capital Equipment	$292,185	Case Study - Per Fire Station	100%	$292,185	1	$292,185
Capital Funding	$3,336,758	Case Study - Per Fire Station	100%	$3,336,758	1	$3,336,758
Expenditures	**$1,604,585**					
Net Fiscal	**$3,336,758**					

Source: Economic & Planning Systems

Public Works

Pueblo West maintains the streets and roads within the district aside from US Highway 50. Funding for roadway maintenance comes from the General Fund and from Highway User Tax allocated by the State through the County. EPS estimated increases in Highway User Tax for Pueblo West based on a per housing unit factor, which was also used for the City of Pueblo and Pueblo County. This revenue source is estimated to generate $156 annually from new housing units to offset the total expenditures needed to maintain roads, as shown **Table 34**. The rest of the funding comes from the General Fund.

Pueblo West maintains roadways through two Public Works departments. The Streets and Roads Division provides the physical maintenance services or contracts for those services, while the Engineering Division designs, plans, and administers roadway maintenance efforts. Generally, new development in the Metro District generates additional road miles to maintain, which increases costs for the district. EPS estimated the amount of new road miles that new development will produce and the associated cost per new unit or new nonresidential square foot to maintain these roads based on existing conditions in the community. These factors were used to estimate increased costs for Public Works in the General Fund.

Table 34. Pueblo West Public Works Method and Factors

Description	Audited 2019	Approach	Variability	Total	Unit	Factor
Revenues						
Highway Users Tax	$1,783,779	Per Housing Unit	100%	$1,783,779	11,443	$155.88
Misc. Revenue	$0	Not Modeled	0%	$0	---	---
Total	**$1,783,779**					
Expenditures						
Public Works - Streets & Roads	$2,036,079	Case Study - Road Miles	100%	$2,036,079	404	$5,043
Public Works - Engineering	$514,535	Case Study - Road Miles	100%	$514,535	404	$1,274
Total	**$2,550,614**					**$6,317**

Use Types	Street Type	Miles/Acre	Unit/SF per Acre	Cost per Unit/SF
Pueblo Ranch	Gravel	0.01397	1	$176.54
Suburban Single Family	Gravel	0.01397	1	$88.27
Attached	Paved	0.01397	2	$44.13
Multifamily	Paved	0.01397	4	$22.07
Retail	Chip/Seal	0.28202	8,712	$0.20
Service/Hospitality	Chip/Seal	0.28202	13,068	$0.14
Office/Institutional	Chip/Seal	0.28202	13,068	$0.14
Industrial/Flex	Chip/Seal	0.28202	6,534	$0.27
Heavy Industry/Land Based	Chip/Seal	0.28202	1,307	$1.36

Source: Economic & Planning Systems

The evaluation of the scenarios identified the estimated increase in road miles from new development and estimated increased cost to maintain these road miles by scenario. Scenario A is estimated to generate the larges increase in road miles to maintain (97 miles) and the highest estimated additional cost ($1.0 million annually). A few roadway maintenance findings were identified in the process.

- Generally, the more, new development captured the greater the increased cost, however lower density development types (Pueblo Ranch style homes and industrial uses) generate a greater burden as they produce greater road mile demand.
- Also, many of the roads providing access to homes in the metro district are gravel roads. These gravel roads are generally more expensive to maintain than paved roads. The continued expansion of the Pueblo Ranch housing product type accessed with gravel roads will generate greater maintenance costs than new homes that are accessed by paved roads and built in more dense product styles (e.g., duplexes, multifamily apartments).
- Lastly, the condition and quality of some of the roads in the metro district are not up to the County's standards and therefore do not qualify for consideration into the formula used to allocate Highway User Tax revenues to Pueblo West. If more roadways are not accepted by the County, a greater portion of road maintenance will have to be funded solely through the General Fund and not offset by HUT revenues.

Table 35. Pueblo West Public Works Scenario Evaluation Findings

	Scenario A	Scenario B	Scenario C
Demand for Service • Larger lot residential generates more roadway to maintain per unit	• Greatest capture of new development • **97 miles** new road	• **82 miles** new road	• Least capture of new development • **66 miles** new road
Cost to Serve • Gravel roads generally more expensive to maintain • Some roads are not accepted by County and don't factor into HUTF revenue share	• **$1.0 million** new expenditures	• **$896,000** new expenditures	• **$774,000** new expenditures

Parks and Recreation

The Parks and Recreation Department has a $6.7 million annual budget. Seventy five percent of this budget goes to funding wages and benefits for employees of the department. The district maintains 682 park acres, many of which are acreage along the district's trail system. The department also provides a robust recreation program, considering the district's size. The recreation programming is funded through user fees and maintains a cost recovery model for programming. The maintenance of existing facilities is the biggest burden for the department. Adding new park land or amenities will increase the costs for the department and may not be supported by increased General Fund revenues. As the community grows, demands and needs for park space and amenities will grow. The department's ability to fund new improvements is largely nonexistent, so expansion of parkland needs to consider the added maintenance costs as well.

EPS estimated annual program revenues and expenditures for programs, personnel and maintenance using a per housing unit factor. Annually, a new housing unit is estimated to generate $9.42 in revenue but have $37.06 in annual costs to the district.

Table 36. Pueblo West Parks and Recreation Cost Method and Factors

Description	Audited 2019	Approach	Variability	Total	Unit	Factor
Revenues						
Programs Revenue	$107,762	Per Housing Unit	100%	$107,762	11,443	$9.42
Parks Investment Fee	$19,520	Not Modeled	0%	$0	---	---
Rental Income	$17,440					
Total	**$144,722**					**$9.42**
Expenditures						
Personnel	$479,731	Per Housing Unit	25%	$119,933	11,443	$10.48
Operating - General	$210,407	Per Housing Unit	100%	$210,407	11,443	$18.39
Operating - Recreation	$93,696	Per Housing Unit	100%	$93,696	11,443	$8.19
Total	**$783,834**			**$424,036**		**$37.06**

Source: Economic & Planning Systems

Net Fiscal Impact – General Fund

EPS compared the estimated annual revenues generated in each scenario to the estimated annual expenditures to estimate the net fiscal impact on Pueblo West's General Fund. **Table 37** provides a summary of the results of the evaluation. Scenario A results in a net positive impact on the General Fund of $1.2 million while the net fiscal impact from Scenario C is a positive $474,000.

Table 37. Pueblo West General Fund Net Fiscal Impact by Scenario

Description	Scenario A Scenario Growth	Scenario B Scenario Growth	Scenario C Scenario Growth
GENERAL FUND REVENUES			
Property Tax	$3,436,690	$2,820,030	$2,096,411
Specific Ownership Tax	$276,836	$234,663	$195,505
Franchise Fees	$20,939	$17,749	$14,788
MJ & RMJ Taxes	$67,784	$59,597	$53,684
Other	$164,113	$139,112	$115,899
Total Revenue	**$3,966,362**	**$3,271,152**	**$2,476,287**
GENERAL FUND EXPENDITURES			
Board of Directors	$21,142	$17,921	$14,930
Administration	$46,827	$39,693	$33,070
Finance	$32,872	$27,864	$23,215
Fire - Existing Level of Service	$1,374,997	$1,165,529	$971,040
Human Resources	$13,399	$11,358	$9,463
Internal Services	$17,946	$15,212	$12,674
Parks & Recreation	$235,678	$191,211	$163,418
Public Works - Eng., Streets & Roads	$1,010,862	$896,068	$774,076
Transfers	$0	$0	$0
Total Expenditures	**$2,753,723**	**$2,364,856**	**$2,001,886**
NET BALANCE	**$1,212,640**	**$906,295**	**$474,400**

Source: Economic & Planning Systems

EPS identified some major considerations related to the type of development and the scenarios that were used to develop plan policies. These findings are summarized below.

- The fiscal model methodology shows a new fiscal positive benefit for three scenarios. It is important to note that the expenses were estimated based on current levels of service in the community. If the community were to grow in the amount and pattern shown in Scenario A, it is possible that level of service would need to increase to support this development and meet residents' expectations. The changes in level of services needs or expectations are most likely for roadway maintenance or parks and recreation facilities.
- The fiscal impact analysis found that commercial services are the most fiscally beneficial use that the district can attract. Conversely, large lot single family homes and large industrial uses are the least beneficial due to the increases in roadway maintenance.
- Lastly, it appears new Fire Sales Tax Fund will allow the district to accommodate forecast growth while maintaining levels of service that exist today. The sales tax also reduces burdens on the General Fund to accommodate increased fire service costs, which has created a more fiscally sustainable position for the district.

Appendix

Table 38. Scenario A Development Assumptions and Inputs

Description	County		City of Pueblo		Pueblo West		Rest of County	
	Forecast (20 year)	% of Total	Forecast	% of Total	Forecast	% of Total	Forecast	% of Total
Residential (units)								
Pueblo Ranch	3,622	25%	0	0%	3,260	90%	362	10%
Traditional Single Family	5,875	40%	5,125	87%	750	13%	0	0%
Attached	1,470	10%	720	49%	750	51%	0	0%
Multifamily	3,726	25%	2,126	57%	1,600	43%	0	0%
Total	**14,693**		**7,971**	**54%**	**6,360**	**43%**	**362**	**2%**
Non-residential (bldg sq ft)								
Retail	1,051,500	25%	525,750	50%	473,175	45%	52,575	5%
Service/Hospitality	791,200	19%	395,600	50%	356,040	45%	39,560	5%
Office/Institutional	752,600	18%	451,560	60%	301,040	40%	0	0%
Industrial/Flex	839,300	20%	251,790	30%	419,650	50%	167,860	20%
Heavy Industry/Land Based	819,700	19%	409,850	50%	0	0%	409,850	50%
Total	**4,254,300**		**2,034,550**	**48%**	**1,549,905**	**36%**	**669,845**	**16%**

Source: Economic & Planning Systems

Table 39. Scenario B Development Assumptions and Inputs

Description	County		City of Pueblo		Pueblo West		Rest of County	
	Forecast (20 year)	% of Total	Forecast	% of Total	Forecast	% of Total	Forecast	% of Total
Residential (units)								
Pueblo Ranch	3,622	25%	0	0%	3,260	90%	362	10%
Traditional Single Family	5,875	40%	5,125	87%	750	13%	0	0%
Attached	1,470	10%	720	49%	750	51%	0	0%
Multifamily	3,726	25%	3,326	89%	400	11%	0	0%
Total	**14,693**		**9,171**	**62%**	**5,160**	**35%**	**362**	**2%**
Non-residential (bldg sq ft)								
Retail	1,051,500	25%	630,900	60%	368,025	35%	52,575	5%
Service/Hospitality	791,200	19%	474,720	60%	276,920	35%	39,560	5%
Office/Institutional	752,600	18%	526,820	70%	225,780	30%	0	0%
Industrial/Flex	839,300	20%	503,580	60%	251,790	30%	83,930	10%
Heavy Industry/Land Based	819,700	19%	614,775	75%	0	0%	204,925	25%
Total	**4,254,300**		**2,750,795**	**65%**	**1,122,515**	**26%**	**380,990**	**9%**

Source: Economic & Planning Systems

Table 40. Scenario C Development Assumptions and Inputs

Description	County		City of Pueblo		Pueblo West		Rest of County	
	Forecast (20 year)	% of Total	Forecast	% of Total	Forecast	% of Total	Forecast	% of Total
Residential (units)								
Pueblo Ranch	3,622	25%	0	0%	3,260	90%	362	10%
Traditional Single Family	5,875	40%	5,125	87%	750	13%	0	0%
Attached	1,470	10%	1,070	73%	400	27%	0	0%
Multifamily	3,726	25%	3,726	100%	0	0%	0	0%
Total	**14,693**		**9,921**	**68%**	**4,410**	**30%**	**362**	**2%**
Non-residential (bldg sq ft)								
Retail	1,051,500	25%	893,775	85%	157,725	15%	52,575	5%
Service/Hospitality	791,200	19%	672,520	85%	118,680	15%	39,560	5%
Office/Institutional	752,600	18%	602,080	80%	150,520	20%	0	0%
Industrial/Flex	839,300	20%	587,510	70%	167,860	20%	83,930	10%
Heavy Industry/Land Based	819,700	19%	614,775	75%	0	0%	204,925	25%
Total	**4,254,300**		**3,370,660**	**79%**	**594,785**	**14%**	**380,990**	**9%**

Source: Economic & Planning Systems

APPENDIX C



SCENARIO OUTREACH MATERIALS

Three growth scenarios were developed as part of the Regional Comprehensive Plan process to explore different assumptions about where forecast demand for residential and non-residential development might occur over the 20-year planning horizon, and to evaluate possible benefits and trade-offs associated with different assumptions. This appendix includes outreach materials used to solicit input from regional stakeholders and the community at large.

YOUR PLAN YOUR PUEBLO

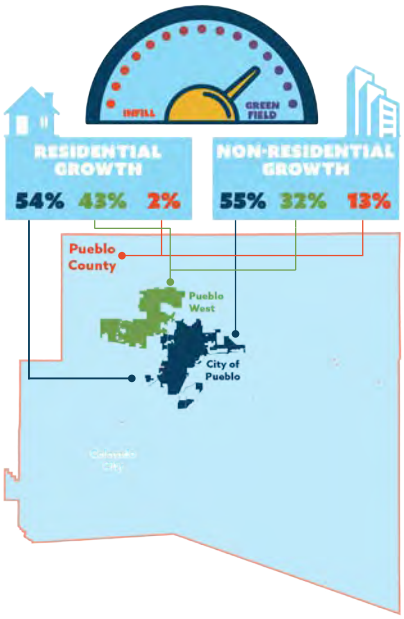
GROWTH SCENARIOS
AT A GLANCE

WHERE AND HOW SHOULD WE GROW?

By 2040, Pueblo County is forecast to add approximately 29,000 new residents. This translates into an estimated 14,700 new households and 13,319 new jobs. The choices we make today about where and how to accommodate this growth will play a direct role in our future quality of life and resilience as a region. Three growth scenarios were developed to explore different assumptions about where forecast demand for residential and non-residential development might occur over the 20-year planning horizon, and to evaluate possible benefits and trade-offs associated with different assumptions. The information below and on the supporting boards provides an overview of each scenario from a regional (county wide) perspective, but also highlight key considerations specific to the City of Pueblo and Pueblo West.

Scenario A: Twin Cities/ Outward Expansion

Pueblo West continues to grow at a faster rate than the City of Pueblo and attracts more residential and non-residential development, leading it to become more of a "full-service community." Growth extends north along the east side of I-25, either as part of a future annexation into the City of Pueblo, or as part of new, standalone metropolitan district (similar to Pueblo West).

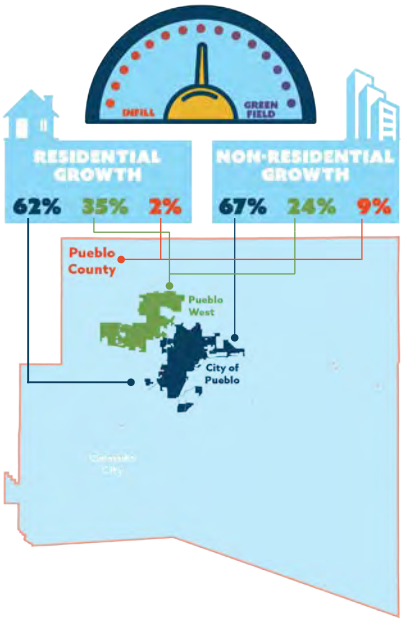


	LARGE LOT SINGLE-FAMILY	TRADITIONAL SINGLE-FAMILY	ATTACHED (2 TO 4 UNITS)	MULTI-FAMILY (5+ UNITS)
REST OF PUEBLO COUNTY	362	-	-	-
CITY OF PUEBLO	-	5,125	720	2,126
PUEBLO WEST	3,260	750	750	1,600

	RETAIL	SERVICE/ HOSPITALITY	OFFICE/ INSTITUTIONAL	INDUSTRIAL FLEX	HEAVY INDUSTRY
	52K	39K	-	168K	409K
	525K	395K	451K	251K	409K
	473K	356K	301K	419K	-

Scenario B: Central City Revitalization

The City of Pueblo captures an increasing share of residential and non-residential development, with a focus on the revitalization of Downtown Pueblo and core area neighborhoods and limiting future annexations. Market demand for a range of lifestyle options continues to drive growth in Pueblo West and other areas of the County but to a lesser degree than in Scenario A.

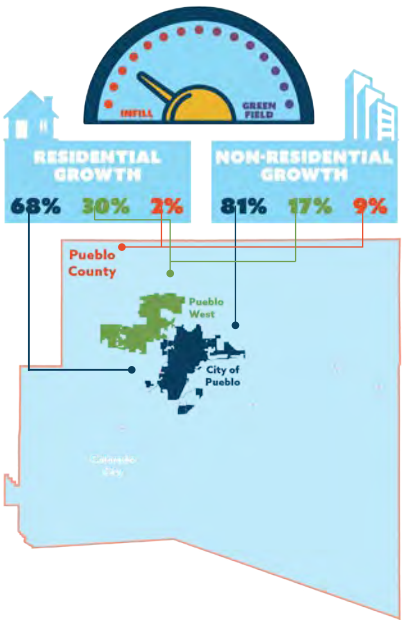


	LARGE LOT SINGLE-FAMILY	TRADITIONAL SINGLE-FAMILY	ATTACHED (2 TO 4 UNITS)	MULTI-FAMILY (5+ UNITS)
REST OF PUEBLO COUNTY	362	-	-	-
CITY OF PUEBLO	-	5,125	720	3,326
PUEBLO WEST	3,260	750	750	400

	RETAIL	SERVICE/ HOSPITALITY	OFFICE/ INSTITUTIONAL	INDUSTRIAL FLEX	HEAVY INDUSTRY
	52K	39K	-	84K	205K
	631K	475K	527K	503K	615K
	368K	277K	226K	251K	-

Scenario C: Regional Centers

"All-in" focus on directing the majority of residential and non-residential development to areas already served by infrastructure and services. Downtown Pueblo's role as a regional center is solidified through substantial growth and reinvestment, while a second full-service community/ regional center emerges near I-25 and Highway 50.



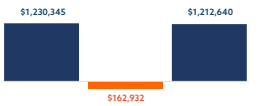
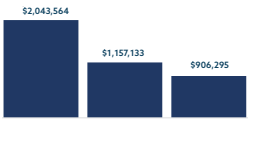
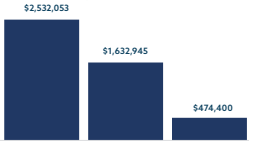
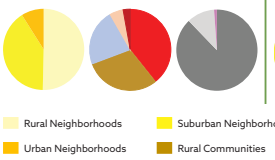
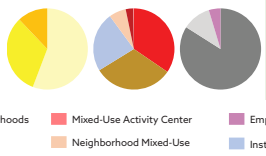
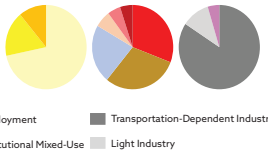
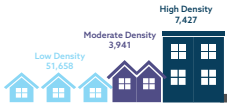
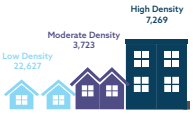
	LARGE LOT SINGLE-FAMILY	TRADITIONAL SINGLE-FAMILY	ATTACHED (2 TO 4 UNITS)	MULTI-FAMILY (5+ UNITS)
REST OF PUEBLO COUNTY	362	-	-	-
CITY OF PUEBLO	-	5,125	1,070	3,726
PUEBLO WEST	3,260	750	400	-

	RETAIL	SERVICE/ HOSPITALITY	OFFICE/ INSTITUTIONAL	INDUSTRIAL FLEX	HEAVY INDUSTRY
	52K	39K	-	84K	205K
	894K	673K	602K	587K	614K
	158K	119K	150K	168K	-

GROWTH SCENARIOS
COMPARING BENEFITS AND TRADE-OFFS

WHAT FACTORS ARE MOST IMPORTANT TO YOU?

Each growth scenario models a potential path forward for our region that will impact where we live and work, how we attract and accommodate growth, the cost of services, our impact on the environment, and how easily we can access services and amenities. Below are five metrics that illustrate the impacts and potential trade offs associated with each scenario.

	SCENARIO A: Twin Cities/Outward Expansion	SCENARIO B: Central City Revitalization	SCENARIO C: Regional Centers
FISCAL IMPACT **What it means:** The impact of new development on local government budgets **Why it is important:** The cost of providing services to development varies based on its location, the service provider, the land use, and the intensity of development. All of these factors impact local government revenues, the taxes and fees existing residents pay for services, and development feasibility.	 New investment in infrastructure and services focused on new greenfield development areas. Requires the greatest annual cost for maintaining new infrastructure and expanding services.	 Mix of investment in infrastructure and services between greenfield areas and infill areas. Requires average of annual costs for maintaining new infrastructure and expanding services.	 Greater focus of investment in infrastructure and services in infill areas. Most efficient scenario for maintaining new infrastructure and expanding services.
MIX OF USES **What it means:** The amount of land dedicated to different uses. **Why it is important:** Each scenario varies in how much area is expected to be utilized by each land use. This metric helps us see how different types of growth impact development patterns in different parts of Pueblo County.	 All communities see a greater mix of residential and non-residential uses, but Pueblo West captures higher share than today.	 A greater mix of residential and non-residential development occurs in all communities.	 Majority of non-residential development occurs in City of Pueblo, but all communities experience growth.
HOUSING DIVERSITY **What it means:** The types of housing that are built and available for rent and purchase. **Why it is important:** The types housing built in Pueblo County impact housing affordability, walkability/bikability, transit service, energy and water efficiency, the attractiveness of the community to new workers and employers, and variety of other factors.	 Demand for multi-family housing shifts to Pueblo West over the City of Pueblo.	 Demand for multi-family housing divided between City of Pueblo and Pueblo West.	 Demand for multi-family housing concentrated in City of Pueblo.
LOSS OF PRIME AGRICULTURAL LAND **What it means:** Land best suited for long-term production of food and other crops. In Pueblo County, prime agricultural lands are concentrated along the St. Charles Mesa and east to Avondale, Boone, and the county line. **Why it is important:** Removing prime agricultural land from productive use for development is permanent. The loss of this resource (and associated water rights) impacts the long-term viability of the agricultural industry and regional food system.	 Growth along the edge of established communities means greater loss in agricultural areas	 Emphasis on policies and incentives to encourage the preservation of prime agricultural land.	 Emphasis on wide range of strategies to encourage preservation of prime agricultural land.
INFILL VS. GREENFIELD DEVELOPMENT **What it means:** Infill development occurs on vacant or underutilized sites in previously developed areas. Greenfield development occurs on land that has never been developed. **Why it is important:** Extending and maintaining roads, water lines, and other services over a larger area (to serve greenfield development) is generally more costly than maintaining or expanding infrastructure and services in an established area.	 Allows for growth beyond areas already planned for urban development through annexation and/or creation of new metro districts.	 Encourages growth in areas already planned for urban development and encourages reinvestment in core areas of Pueblo.	 Focuses growth and reinvestment largely in established areas.

YOUR PLAN YOUR PUEBLO

GROWTH SCENARIOS
COMPARING BENEFITS AND TRADE-OFFS

WHAT FACTORS ARE MOST IMPORTANT TO YOU?

Each growth scenario models a potential path forward for our region that will impact where we live and work, how we attract and accommodate growth, the cost of services, our impact on the environment, and how easily we can access services and amenities. Below are five metrics that illustrate the impacts and potential trade offs associated with each scenario.

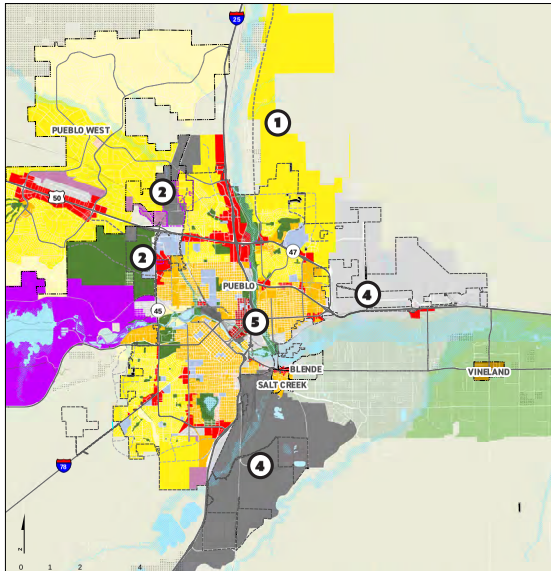
	SCENARIO A: Twin Cities/Outward Expansion	SCENARIO B: Central City Revitalization	SCENARIO C: Regional Centers
WATER CONSUMPTION **What it means:** Gallons per capita water demand. **Why it is important:** Different development types and forms of development use water differently. Aside from agriculture, single-family homes represent the largest source of water demand in Pueblo County. Using water wisely saves money (for ourselves and the community)and makes us more resilient to drought.	 Dispersed, low-intensity development is more water-intensive and requires the extension of new infrastructrue.	 Compact and higher-density development uses less water and is more efficient to serve using largely existing/planned infrastructure.	 Compact and higher-density development uses less water and is more efficient to serve using largely existing/planned infrastructure.
ENERGY CONSUMPTION **What it means:** The amount of energy (electricity and heating fuels like propane and natural gas) used per household. **Why it is important:** Different development types and forms of development vary in their energy consumption—smaller, more compact homes tend to use less than larger ones. Using energy wisely saves money (for ourselves and the community), makes us more resilient to service disruptions, and reduces greenhouse gas emissions.	 Dispersed, low-intensity development is more energy-intensive and requires the extension of new infrastructrue.	 Compact and higher-density development is more efficient to serve using largely existing/planned infrastructure.	 Compact and higher-density development is more efficient to serve using largely existing infrastructure.
ALIGNMENT WITH LONG-RANGE TRANSPORTATION PLAN **What it means:** How comfortable and convenient it is to walk, bike, or take transit to destinations **Why it is important:** Not everyone has access to (or can afford) a car to get to work, to school, or to basic services and amenities. How often people walk or take transit can depend on how connected a development is to infrastructure (sidewalks, paths, etc.), transit service, and services and amenities (stores, jobs, schools, childcare, etc.) that people can walk, bike, or take transit to.	 Development is concentrated in areas where transit, sidewalks, and bike lanes are limited and may not be planned, increasing reliance on driving.	 Development in established neighborhoods (where transit, sidewalks, and bike lanes already exist) allows more people to get around without driving.	 Highest concentration of density in core (where transit, sidewalks, and bike lanes already exist) supports planned improvements and allows more people to get around without driving.
ACCESS TO SERVICES AND AMENITIES **What it means:** How easy is it to access services and amenities—like schools, childcare, transit, stores that sell healthy and affordable food, libraries, and parks. **Why it is important:** In some cases, the communities that would benefit most from services and amenities are also the farthest away or have the fewest transportation options to access them. How the region grows can impact where services and amenities develop and how equitably access is distributed.	 Growth and development in Pueblo West improves access in those areas, but expansion of services and amenities in older parts of Pueblo is limited.	 Growth and development in established neighborhoods increases the number of people that live near services and amenities.	 Highest concentration of density in core increases the number of people that live near services and amenities.

YOUR PLAN YOUR PUEBLO

GROWTH SCENARIOS

CITY OF PUEBLO

Scenario A: Twin Cities/Outward Expansion



- Rural Neighborhoods (RN)
- Suburban Neighborhoods (SN)
- Agricultural Mixed-Use (AG-MU)
- Urban Neighborhoods (UN)

How will Pueblo grow?

Most new residential development is concentrated on the periphery of Pueblo as part of a significant expansion of the City limits to the north. Non-residential development (retail, commercial, offices, and industry) also occurs at community edges. Downtown Pueblo and core area neighborhoods see limited infill/redevelopment and reinvestment.

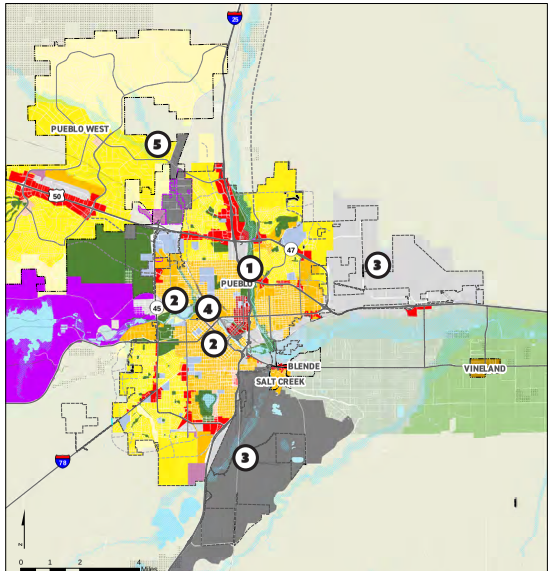
What would it take?

- Substantial investment in new infrastructure and services (roads, parks, fire station, etc.) needed to serve new greenfield development
- Flexible annexation policy
- Strong focus on balancing available City resources between newly developing areas and established areas

Where will we see the most change?

1. Potential for substantial expansion of new suburban neighborhoods to the north
2. Focus on buildout of a mix of residential and non-residential uses on the west side (north and south of Hwy 50)
3. Planned employment areas continue to see incremental growth
4. Greenfield areas at Pueblo's edges that are already planned for residential continue to develop
5. Some infill/redevelopment and reinvestment continues in Downtown and core area

Scenario B: Central City Revitalization



- Rural Communities (RC)
- Mixed-Use Activity Center (MUAC)
- Neighborhood Mixed-Use (NMU)
- Institutional Mixed-Use (IMU)

How will Pueblo grow?

Growth is directed primarily toward Downtown and core neighborhoods. Residential development features a greater mix of housing types and complementary neighborhood retail, commercial, and office development. Some residential and non-residential growth continues at the City's edges (within city limits).

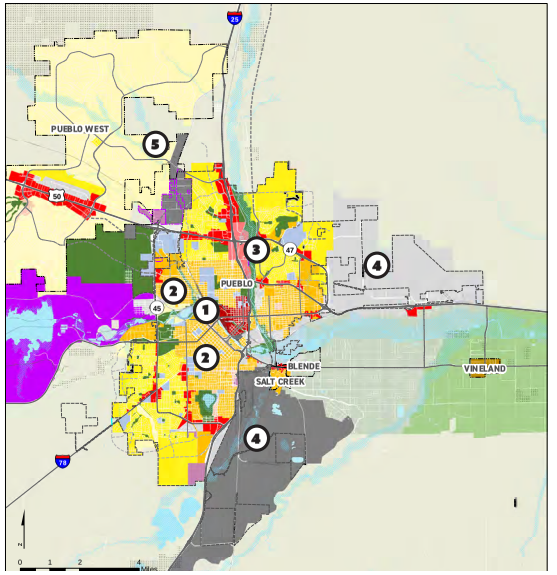
What would it take?

- Targeted investment in infrastructure and services to serve greenfield areas already planned for development
- Limits on future annexation
- Strong focus on reinvestment in Downtown and core areas
- Development standards to guide residential infill/redevelopment

Where will we see the most change?

1. Underutilized commercial areas at Hwy 50/I-25 transition to a mix of light industry and multifamily residential
2. Targeted infill/redevelopment expands housing options in core areas and on west side
3. Planned employment areas continue to see incremental growth
4. Emphasis on increasing higher density housing on underutilized sites adjacent to Downtown
5. New employment node emerges along rail line

Scenario C: Regional Centers



- Employment (EMP)
- Transportation-Dependent Industry (TDI)
- Light Industry (LI)
- Rural Ranch (RR)

How will Pueblo grow?

Growth and reinvestment is directed to Downtown and core areas, while a second full-service community/ regional center emerges at Hwy 50/I-25. The overall mix of housing and services in the City expands significantly. Some residential and non-residential growth continues at the City's edges (within city limits).

What would it take?

- Expanded focus on strategies to improve infrastructure and facilitate infill/redevelopment in Downtown and core area
- Coordinated effort to redevelop underutilized sites at Hwy 50/I-25 as a new mixed-use activity center
- Limits on future annexation
- Development standards to guide residential infill/redevelopment

Where will we see the most change?

1. Redevelopment of underutilized sites west of Downtown expand core area footprint and mix of uses
2. Targeted infill/redevelopment expands housing options and neighborhood services in core areas and on west side
3. Underutilized commercial areas transition to a mix of commercial/ retail, office, and higher-density residential
4. Planned employment areas continue to see incremental growth
5. New employment node emerges along rail line

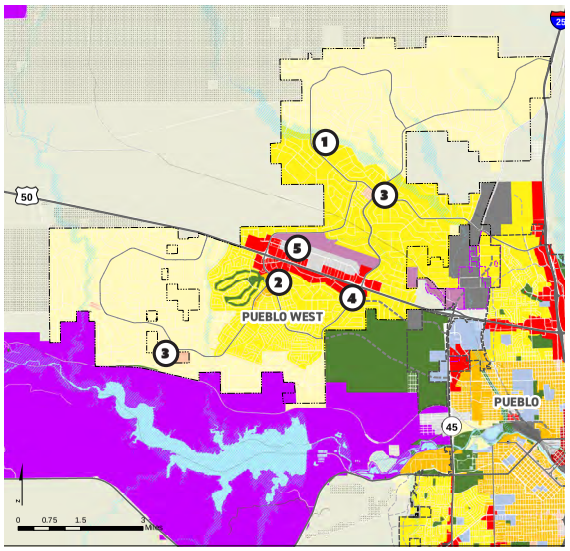
Generally, which of the scenarios most closely aligns with your vision for the future of Pueblo County? Place a dot to let us know!

YOUR PLAN YOUR PUEBLO

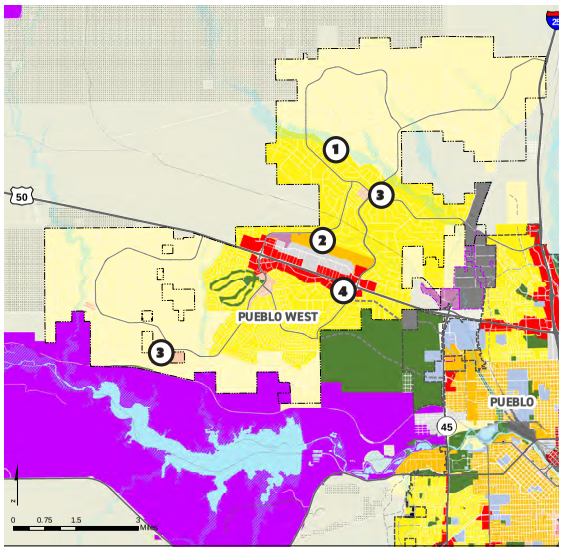
GROWTH SCENARIOS

PUEBLO WEST

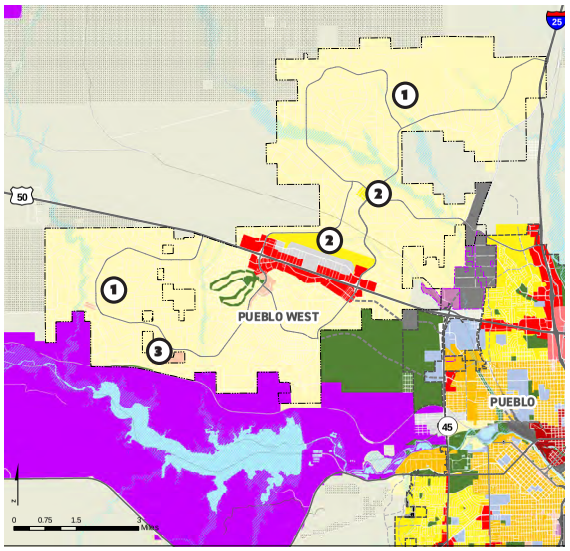
Scenario A: Twin Cities/Outward Expansion



Scenario B: Central City Revitalization



Scenario C: Regional Centers



- Rural Neighborhoods (RN)
- Agricultural Mixed-Use (AG-MU)
- Suburban Neighborhoods (SN)
- Urban Neighborhoods (UN)
- Rural Communities (RC)
- Neighborhood Mixed-Use (NMU)
- Mixed-Use Activity Center (MUAC)
- Institutional Mixed-Use (IMU)
- Employment (EMP)
- Light Industry (LI)
- Transportation-Dependent Industry (TDI)
- Rural Ranch (RR)

How will Pueblo West grow?

Pueblo West captures an increasing share of attached single-family and multi-family residential development, which leads to demand for retail and commercial uses along Highway 50 and at neighborhood centers. Funding for services and infrastructure allow Pueblo West to provide a higher level of service—like a town or city.

What would it take?

- Greater investment in infrastructure and services—at community centers and along Highway 50 corridor
- Possible expansion of transit service between City and Pueblo West
- Community support for higher density neighborhoods, more employment areas, and higher taxes to provide expanded services

Where will we see the most change?

1. New residential growth is mix of rural (like today) and suburban
2. Multi-family and attached single-family development occurs near community centers
3. Small neighborhood mixed-use centers establish within neighborhoods
4. Offices, retail, and service/hospitality development is focused along US 50 corridor
5. Light industrial/flex development develops alongside existing commercial and employment areas

How will Pueblo West grow?

Pueblo West captures the bulk of the large-lot single-family housing market, and a larger mix of housing types, but less mutli-family housing, retail, commercial, and office uses than the City of Pueblo.

What would it take?

- Greater investment in infrastructure and services—at community centers and along Highway 50 corridor
- Neighborhood commercial centers help cover costs of better services
- Community support for higher density neighborhoods and higher taxes to provide expanded services

Where will we see the most change?

1. New residential growth is mix of rural (like today) and suburban
2. Multi-family and attached single-family development near community centers
3. Small neighborhood mixed-use centers establish within neighborhoods
4. Offices, retail, and service/hospitality development is focused along US 50 corridor

How will Pueblo West grow?

Pueblo West continues to increase share of large-lot single-family housing, with some housing diversification, but with less medium-density housing and no multi-family housing. Pueblo West has modest growth of office space but less retail and service/hospitality development.

What would it take?

- Focusing growth in vacant areas within large-lot single-family neighborhoods (at a similar density)
- Road and trail networks expanded over time to serve new residential areas
- Continuation of existing level of service for roads, parks, and other services unless taxes raised

Where will we see the most change?

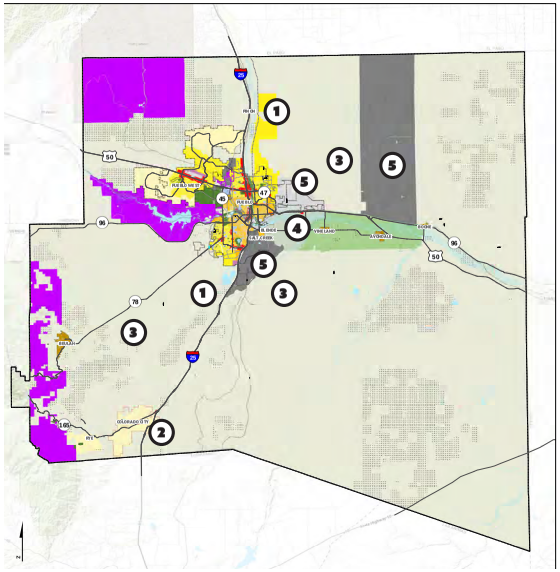
1. Residential growth generally follows existing large-lot single-family character
2. Limited attached single-family development near services along US 50
3. Small neighborhood mixed-use centers serve surrounding residents

Generally, which of the scenarios most closely aligns with your vision for the future of Pueblo County? Place a dot to let us know!

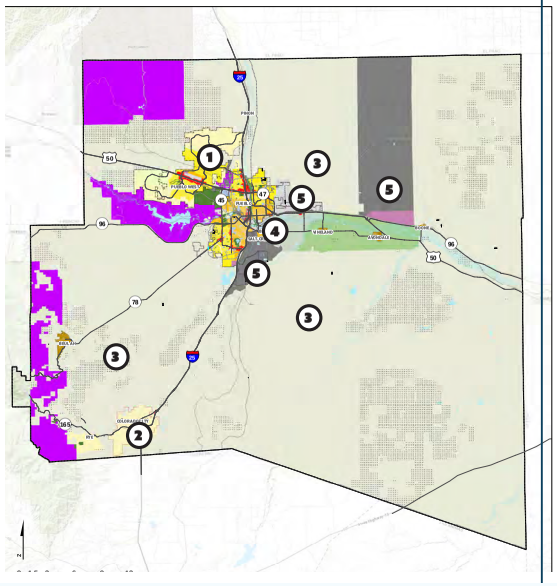
YOUR PLAN YOUR PUEBLO

GROWTH SCENARIOS
PUEBLO COUNTY

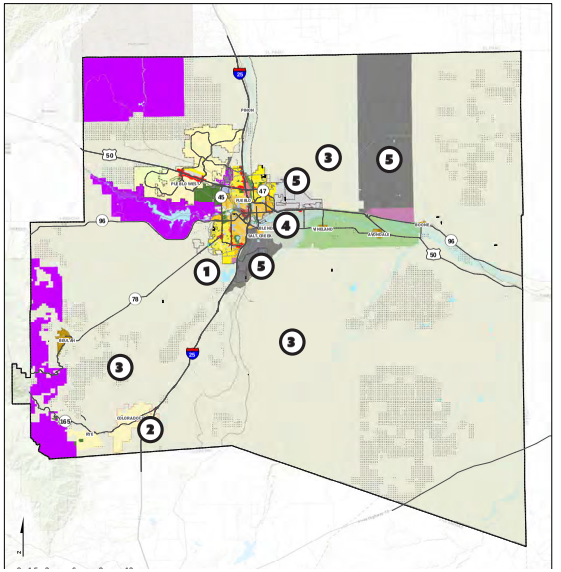
Scenario A: Twin Cities/Outward Expansion



Scenario B: Central City Revitalization



Scenario C: Regional Centers



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- Agricultural Mixed-Use (AG-MU)
- Urban Neighborhoods (UN)
- Neighborhood Mixed-Use (NMU)
- Institutional Mixed-Use (IMU)
- Light Industry (LI)
- Rural Ranch (RR)

How will Pueblo County grow?

Some rural development activity continues (rural subdivisions,industrial, and limited commercial activity). City limits on annexation could result in more development and new metropolitan district (like Pueblo West) in the County. Lot splits, residential development, and incompatible development continue to diminish the viability of prime agricultural lands east of the City.

What would it take?

- Continuation of current zoning regulations
- Willingness on the part of the County and community to accept "urban" development outside City or established metro districts

Where will we see the most change?

1. Potential for a new metro district (similar to Pueblo West) in response to demand from Colorado Springs
2. Slow residential growth continues in Colorado City with some new commercial development along I-25
3. Land-based industrial development (e.g. hemp/cannabis and solar) grow with few compatibility limitations
3. Subdivisions, lot splits, and incompatible uses reduce the viability of prime agricultural and ranch lands
5. Planned employment areas continue to see incremental growth

How will Pueblo County grow?

Some rural development activity continues (rural subdivisions,industrial, and limited commercial activity). Fragmentation of prime agricultural land and ranch lands is mitigated by stronger policies and regulations. Slow growth continues in outlying communities.

What would it take?

- Stronger policies and regulations regarding clustering of rural subdivisions, land use compatibility, and conversion of prime agricultural land
- Firm stance on the part of the County and community to not accept "urban" development outside City or established metro districts

Where will we see the most change?

1. Some new rural subdivisions are platted based on water availability and minimum lot size
2. Slow residential growth continues in Colorado City with some new commercial development along I-25
3. New industrial uses (e.g. solar and hemp/MMJ) are guided by location and compatibility criteria to minimize impacts on adjacent uses
4. Incentives discourage residential lot splits on St. Charles Mesa to limit loss of prime agricultural land
5. Planned employment areas continue to see incremental growth

How will Pueblo County grow?

Some rural development activity continues (rural subdivisions,industrial, and limited commercial activity). Fragmentation of prime agricultural land and ranch lands is mitigated by stronger policies and regulations and an expanded focus on conservation strategies. Slow growth continues in outlying communities.

What would it take?

- Stronger policies and regulations regarding clustering of rural subdivisions, land use compatibility, and conversion of prime agricultural land
- Firm stance on the part of the County and community to not accept "urban" development outside City or established metro districts
- Dedication of County resources and leadership to pursue a variety of agricultural preservation strategies

Where will we see the most change?

1. Some new rural subdivisions are platted based on water availability and minimum lot size
2. Slow residential growth continues in Colorado City with some new commercial development along I-25
3. New industrial uses (e.g. solar and hemp/MMJ) are guided by location and compatibility criteria to minimize impacts on adjacent uses
4. Incentives discourage residential lot splits on St. Charles Mesa to limit loss of prime agricultural land; emphasis on agritourism opportunities
5. Planned employment areas continue to see incremental growth

Generally, which of the scenarios most closely aligns with your vision for the future of Pueblo County? Place a dot to let us know!

APPENDIX D



TOOLS AND BEST PRACTICES TO SUPPORT AGRICULTURE

INTRODUCTION

This appendix provides an overview of several types of programs that are used to protect and preserve agricultural lands from development—agricultural incentives, transfer of development rights, and purchase of development rights. These programs are described in detail with example programs provided wherever possible. Example programs are generally based within Colorado, but some non-Colorado examples may be included if they are particularly successful or relevant to Pueblo County. Additional information is provided with a link to an outside webpage.

AGRICULTURE INCENTIVE PROGRAMS

State Based Tax Credit Program

Colorado is one of a few states that has a tax credit program, which leads the nation in providing tax incentives for the donation of a conservation easement. The purpose of the easement is to limit or prohibit development on specified lands to protect and preserve conservation values in perpetuity. This includes conservation of natural habitat, scenic views, open space, and agricultural lands. The conservation easement is recorded in the public record and is enforced by the holder of the conservation easement—often a local nonprofit land trust. To be eligible for the Colorado state income tax credit, conservation easements must be donated in perpetuity.

In Colorado, a landowner that donates a conservation easement will receive a tax credit certificate from the Division of Conservation, which can then be claimed as a state income tax credit. The tax credit is not a tax deduction, but rather a dollar-for-dollar reduction of state income tax liability, which is transferable and can be sold at a later date. Beginning in 2015, tax credit certificates were issued for 75 percent of the first $100,000 of donated value and 50 percent of any remaining donated value. Tax credit certificates increased to 90 percent of the first $100,000 of donated value in 2021. The maximum is $5 million per donation. Credits in excess of $1.5 million are issued in increments of up to $1.5 million per year in future years.

The tax credit certificate application process ensures the conservation easement donations meet the requirements of a qualified conservation contribution under Section 170(h) of the Internal Revenue Code. They are supported by a qualified appraisal prepared by an appraiser.

Approval and denial of tax credit certificate applications is conferred with the Conservation Easement Oversight Commission and the Director of the Division of Conservation. Examinations of all applications must be completed in 120 days.

Additional information can be found at: https://conservation.colorado.gov/tax-credit-certificates

Agriculture Workforce Development Program

For young and aspiring farmers there is often a significant barrier to entry into the business of agriculture. One major challenge is access to training programs that provide real-world experience to young and novice farmers and ranchers. Internships are an effective way to begin a career path with aligned education, training, and hands-on learning. The Agricultural Workforce Development Program, established by SB18-042, is a new program that reimburses qualified agricultural businesses up to 50 percent of the cost of hiring a farm apprentice. The costs to hire an intern includes wages paid, reasonable allocation of fixed overhead expenses, and all incidental costs directly related to the internship. Through the application process the Colorado Department of Agriculture (CDA) determines how many internships may approved and whether a business can be reimbursed for more than one intern. The maximum number of interns any one business can be reimbursed for is three per fiscal year. Ultimately, this will help existing farmers and ranchers stay in production while also allowing young farmers and ranchers to gain better access to land, equipment, and mentorship in Colorado.

As of November 2020, the CDA has funded 35 internships at 18 different Colorado agricultural businesses. For the 2021 growing season, CDA expects to award approximately $48,000 to Colorado agricultural businesses through the program. Recent changes to the program include a relaxing of the requirement that interns be residents of Colorado and a realignment of the internship timeline to reflect the growing season.

Additional information can be found at:

- https://docs.google.com/forms/d/e/1FAIpQLSeR3i5nmZc-g2CgwEckmqqGWgXtxeBYtj8pgzC9TwoDSUyadw/viewform.
- https://ag.colorado.gov/markets/agricultural-workforce-development-program
- https://leg.colorado.gov/sites/default/files/documents/2018A/bills/2018a_042_enr.pdf

Beginning Farm Loan Program

The Colorado Agriculture Development Authority (CADA) offers a loan program called the Beginning Farm Program. The initiative involves three entities: the lender, the borrower, and the CADA, which issues a tax-exempt bond to the lender to make any interest paid by borrower tax-exempt. in the result is an interest rate to the borrower below commercial rates.

The program is initiated by a bank, savings and loan institution, insurance company, or other lending institution (sometimes include private individuals like the current landowner) that is qualified to offer loans through this program. With the help of the lender, the prospective farmer goes through the process of qualifying with the lender, completing a loan application, establishing a preliminary agreement, and submitting application fees to the CADA. After the application has been reviewed and approved by the CADA Board, a closing date is set. At closing, the CADA issues a tax-exempt bond to the lender with payment from the lender for the bond will passing through the CADA along to the borrower to fund the project. The borrower's payments on the loan are assigned by CADA to the lender, thereby becoming the payments on the bond. The only fees associated with this program are application fees, legal fees, closing fees, and an annual fee which equals 0.00125 percent of the unpaid principal of the bond.

Criteria to qualify for program:

- Borrower must be a Beginning Farmer which is defined as an individual who has never owned farmland which is equal to or greater than 30 percent of the median county farm acreage.
- Funds can only be used for the purchase of agricultural land and depreciable agricultural property.
- The maximum which can be borrowed is $543,800.
- Borrower must be approved by a lender.
- Loans are not guaranteed by the government or by CADA.
- The borrower and lender must mutually agree upon the terms of the loan (i.e., interest rate, length of loan).
- Interest rates can be either fixed or floating.
- Loan applications must be approved by CADA within 60 days of any payments made on the project.
- No portion of the loan may be used for a personal residence.

Additional information can be found at: https://cada-farmloan.com/beginning-farmer-loan-program/

Community Agriculture Alliance Micro Loan Program

The Community Agriculture Alliance (CAA) launched a micro loan program in 2019 to provide financial support for local agricultural businesses in Northwest Colorado. The program was initially funded by a $10,000 gift from a donor to begin the revolving loan fund.

A Committee of CAA Board Members accepts and reviews applications with a goal of providing short term, micro loans for local agriculture. Loan terms and amounts are based on specific project details. Basic information and eligibility specifics below:

- Must be existing agriculture business or operation, with a special interest in food production;
- Must be 18 years old, or have adult co-signer;
- Must adhere to CAA Anti-Discrimination Policy and be current CAA member;
- Loan excludes general operating, land purchase, or lease (applications should focus on specific need or project);
- Loans are small (under $10,000) and short term (3 months to 2 years) with an interest rate of 2.5%; and
- Repayment of loans goes back into the CAA Micro Loan revolving fund.

As an example, the CAA approved the following loans in February 2020:

- Innovative Ag Colorado – a 2-year loan to fund expansion of local food production, specifically mushroom and micro green production.
- Bee Grateful Farm – a 7-month, one growing season loan for fencing, irrigation, and season extension coverings with the goal of increased produce growing.
- M & M Custom Grazing – a 6-month loan to purchase cattle to stock a rotational grazing program on leased land.

Additional information can be found at: https://communityagalliance.org/programs/

Land Lease Programs

Boulder County

The Boulder County Parks and Open Space (BCPOS) department has many plans to conserve natural, cultural, and agricultural resources and provide public uses that reflect sound resource management and community values. One such program is the Land Lease Program, which allows for protected agriculture lands owned by the County to be leased to qualified farmers with the intention of keeping these productive lands active while preserving them from development.

Of Boulder County's 100,000 acres of open space, about 25,000 acres are protected agriculture lands that are leased to operators. These properties were acquired by the County through a combination of voter approved sales taxes, property taxes, state lottery contributions, and grant funding. Most of these agricultural lands are dedicated to growing various crops.

Through a set of matrix criteria, the BCPOS evaluates and selects the best steward for a property, preferably one with a focus on applying regenerative practices and improving soil health. The BCPOS then negotiates leases focused on the care and stewardship of County assets and respect for the public trust.

The types of leases available to farmers are:

- Cash Rent;
- Crop Share;
- AUD Grazing (can be separate or a part of a Cash or Crop Share lease); and
- Emergency or Prescriptive AUD Grazing.

Under an agricultural lease, the County acts as a landlord and the farmer or rancher as the tenant exclusive possession of the property for a specified time in return for a periodic payment. If the farmer or rancher operates legally, maintains proper insurance, and makes payments on time, the lease remains in place for the term and the tenant possesses the discretion to exercise any further options to renew the lease, as set forth in the lease. Leases are generally non-transferable without the County's approval, and tenant responsibilities and limits on possession or use are further specified in the lease terms.

The BCPOS is limited to leases for up to three years with revenue up to $50,000.00 per year. The Board of County Commissioners must approve leases for a term of more than three years or if revenue is estimated to be more than $50,000.00 per year.

To ensure transparency, copies of documents related to the agricultural leasing process, including lists of available properties and RFP, are posted on the Boulder County website. After a lease has been awarded, all documents for the entire process become public records and are available for public inspection.

While this program is competitive, it offers an easier way for young and beginner farmers to find affordable land to farm on without all the risks of full ownership so long as they meet certain criteria.

Additional information can be found at: https://www.bouldercounty.org/departments/parks-and-open-space/ Pitkin County Pitkin County's Open Space and Trail Department (OST) operates a land lease program on several properties acquired for open space with an active agricultural component that they wish to see remain as productive agriculture lands. The mission of the program is to find appropriate tenants or lessees to manage each OST property.

The OST ensures lessee management and activities are compatible with open space properties with more comprehensive record keeping of agricultural inputs and oversight of agricultural operations. At minimum, all lessees will be required to keep records on irrigation, fertilizer, seeding, and yield. An annual operating plan is developed for each lease to assist OST staff in assessing proper property management and to ensure compliance with any existing management plans and conservation easements associated with the leased ground. OST staff will also make regular site visits to leased properties to facilitate communication. Any structures associated with an agricultural lease are managed in accordance with the management plan for that OST property. Leases are often in the form of either subleasing/assignment or growers' associations/cooperative agriculture leases.

The OST leases approximately 352 acres each year with individual leases ranging from 10 to 100 acres. In response to this increase in available land and an increased interest in leasing from Pitkin County, OST has drafted an updated Open Space Lease Policy to recognize the needs of beginning farmers and ranchers, and to protect the ability of all producers to thrive and provide local food for the community

Additional information can be found at: https://pitkincounty.com/DocumentCenter/View/8713/Agricultural-Lease-Bid-Process?bidId

Agritourism

Much of Colorado was founded on agriculture and the agricultural economy is still vital to many local economies. Agritourism is a way for farmers and ranchers to make additional income and diversify operations through activities, events, and services related to agriculture, which may take place on or off the farm or ranch. This is a valuable opportunity to connect everyday Coloradans and tourists with the heritage, natural resources, or culinary experiences they value. There are three general classifications of agritourism activities: on-farm/ranch, food-based, and heritage activities. Some of the operations for agritourism include bed & breakfasts, farmers markets, and agriculture festivals. In 2017, the last USDA Ag Census indicated that 1,056 Colorado farms offered agritourism and recreational services, totaling approximately $64 million in additional farm income.

The Colorado Department of Agriculture (CDA) compiles a list of events, activities, and participants for each region, for every fiscal year, to increase awareness for the programs for agricultural operators and potential visitors.

In response to the upswing in agritourism the Colorado Tourism Office (CTO) has helped smaller operators add offerings such as dinners, tours, you-pick produce, and overnight farm stays. As part of this initiative, the CTO launched the Cultural, Heritage/Agriculture Mentor Program in 2014. Agricultural operators that aspire to expand business operations are paired with experts, who receive compensation from the CTO and provide guidance on topics like hospitality, public relations, and grant-writing.

These programs build on the growing desire from many people to buy from and support local industries, especially within the farmers market and CSA sectors. Mesa County offers an example of a successful program that could be adapted to Pueblo County. In 2011, the Palisade Wine and Fruit Byway was established to encourage agritourism. The Byway includes signage and kiosks directing bicyclists and motorists touring the orchards and wineries of Orchard Mesa along a 25-mile loop route starting at 32 and C Roads.

Additional information can be found at:

- https://ag.colorado.gov/markets/marketing/promotions/agritourism.
- https://www.codepublishing.com/CO/GrandJunction/html3/GrandJunction39/GrandJunction3916.html

TRANSFER OF DEVELOPMENT RIGHTS PROGRAMS

About

Transfer of Development Rights (TDR) programs shift development rights from areas unsuitable for development (e.g., natural hazard areas) or areas where lower density or land conservation are desired (e.g., sensitive lands such as wetlands or agricultural lands) to areas where more growth or higher densities are desired. These are often referred to as sending areas and receiving areas, respectively. TDR programs facilitate the sale of development rights in sending areas to developers in receiving areas who usually receive some additional development potential with the purchased development rights. A conservation easement may be placed on the property from which the development rights are transferred. TDR transactions are usually between private landowners and developers, although some communities maintain a "TDR bank" that buys development rights with public funds and "banks" the TDRs until there is a willing buyer in a receiving area.

Purpose

TDR programs are used to achieve dual community goals of preserving lower density rural areas and encouraging higher density growth near existing communities with readily available or planned public services and infrastructure. TDR programs are favored in many communities for creating a market-based system that leverages private sector resources to fund land preservation programs. These programs also ensure that landowners in sending areas that may lose development potential realize the fair market value of their land.

Key Elements

TDR programs are often developed in conjunction with comprehensive plans that seek to minimize urbanization in surrounding rural areas and the proliferation of dispersed development in rural areas. Often these goals are tied to preserving contiguous natural areas (i.e., habitat corridors) or minimizing conflicts between agricultural activities and developed areas (particularly residential development) and pressures to convert agricultural land to non-agricultural uses. TDR programs work best where there is a demand for development that can only be achieved through the increase in density allowed by purchasing development rights. Key elements found in TDR programs are:

- Identification and mapping of sending areas based on core community values about resource conservation as articulated in comprehensive plans or open space plans. Resource areas often include agricultural lands, wetlands, woodlands, habitat areas, historic resources, viewsheds, shores or coastlines, etc.
- Strict sending-area development regulations that limit density based on acceptable community thresholds.
- Identification and mapping of receiving areas based on comprehensive plan goals regarding growth and density. Receiving areas need to be where there is a market for higher density and where higher density is compatible with existing development.
- Density and/or TDR incentives that are attractive for landowners in sending and receiving areas and that are tailored to local market conditions.
- Specific formulas for determining the amount of development rights available from a property in a sending area and for allocating those rights to a development in the receiving area. That is, how many TDRs a property has available to sell and how much each TDR will increase the allowed density for the development in the receiving area. The marketplace determines the value of TDRs at any point in time.
- An approval process for authorizing the transfer of development rights.
- Some programs establish a TDR bank to purchase, hold, and resell TDRs.
- Some programs include incentives for developers to purchase TDRs. These are usually in the form of exemptions from other development conditions normally required for approval.
- Outreach to inform landowners and developers about program features and to educate the

public about the community benefits of the program.

Funding

Public funds are generally not used to finance TDR programs. Instead, the programs are intended to stimulate private sector participation by creating a market for development rights. In some cases, however, TDR banks are established, and public funds are used to purchase TDRs from willing sellers to be sold to buyers in receiving areas when there is a market for the TDRs.

Example Programs

Boulder County, Colorado

BACKGROUND

Boulder County established a TDR program in August 2008 to protect lands with productive agricultural value or environmentally sensitive areas such as wetlands, rare plantings, or wildlife habitat. The program also responds to the dramatic increase in median dwelling unit size in the last decade and the need to preserve the diversity of the housing stock in the county.

The TDR program is used alongside other land development tools such as the nonurban planned unit developments program, which started in 1978, and the majority of the county being limited to 35-acre minimum lot sizes. In conjunction with the TDR program, the County also requires a site plan review standard of compatibility—requiring that the size of dwelling units remain compatible with the surrounding neighborhood (area within 1,500 feet of the site, platted subdivisions of more than seven developed lots, or mapped townsites).

The TRD program mandates that all property owners in unincorporated areas purchase transferable development credits (TDC) if they want to build a home of more than 6,000 square feet. If a property owner has a vacant parcel or home smaller than 2,000 square feet in an unincorporated area, they may sell their TDC to a developer or homeowner seeking to build a larger home. This requires that the impacts of larger homes be offset through the preservation of either vacant land or smaller homes. There is no maximum house size limitation included in this program.

Sending sites for the TDR program, which must be in unincorporated Boulder County, are eligible to receive two units per 35 acres with an extra unit allowed per 35 acres if an undivided interest in water rights stays in use on the land and is deeded to the county.

Potential receiving areas are not mapped by the County to avoid artificially raising or lowering property values through speculation. Rather, the County requires that any interested property owner show how their property meets the criteria for approval as a receiving area. Neighboring landowners are notified, and public hearings are held once a receiving area is proposed. The County has intergovernmental agreements with several of the communities within the county to act as sending and receiving areas, including the Boulder, Erie, Lafayette, Longmont, Louisville, and Superior. Unless there is an intergovernmental agreement that requires a higher percentage, 75 percent of the units transferred to the receiving site are required to come from a defined sub-area surrounding the site.

The sale, purchase, and exchange of TDCs are completed through a 3rd party clearing house that helps facilitate communication between buyers and sellers. Although the County has yet to purchase any TDCs, they may depend on market conditions.

Once the owner agrees to restrict uses of the property in exchange for a TDC, their land is deeded with a conservation easement in perpetuity. Owners of TDCs can sell to developers for use wherever the County and a local municipality have agreed to allow greater density, or TDCs that owners can sell for use on properties where owners have received land use approval to exceed single-family residential size limits. These properties remain privately owned and are therefore not open to the public.

RESULTS

Conservation easements on privately-owned land from the TDR program have preserved over 39,000 acres of land. The strength in the housing market in Boulder County provides a good incentive for people who want to develop on sensitive lands. The third-party marketplace is a transparent way for

both buyers and sellers to see how much TDRs and TDCs are worth and helps match potential buyers and sellers. The program also allows more flexibility because there are no exact defined sending and receiving areas.

Additional information can be found at:

- https://www.dailycamera.com/2010/11/23/boulder-county-slightly-softens-house-size-rules/
- https://www.bouldercounty.org/property-and-land/land-use/planning/transferable-development-rights-tdr/

Larimer County, Colorado

BACKGROUND

In September 1998, the City of Fort Collins and Larimer County approved a TDR program to coordinate development patterns towards a specific area in the southern area of the Fort Collins Growth Management Area and to implement the Fossil Creek Reservoir Area Plan. The purpose of the plan is to maintain significant natural areas, wildlife, scenic views, and farmland between Fort Collins and Loveland, and surrounding Fossil Creek Reservoir while directing new development to a receiving area called the Fossil Creek Reservoir Area through the trade of transferrable density units (TDU).

The sending area includes about 500 acres immediately surrounding the reservoir, effectively creating a ¼ mile natural resource buffer around the edges of the naturally sensitive reservoir area. New development was directed to an area north of the Fossil Creek Reservoir called the Fossil Creek TDU zone. To develop a parcel in the Fossil Creek TDU zone, at a residential density greater than that allowed by the underlying zoning classification, the owner must transfer TDUs from the sending area(s). Any owner of a receiving parcel who is required to obtain TDUs but could not secure any may voluntarily elect to pay a fee-in-lieu of transferring TDUs if specific conditions are met.

The baseline density for sending areas in the program is 114.5 percent of the density allowed by the current district. The baseline can increase for sites that include significant natural resources, community buffers, wildlife corridors, agriculture, park sites, historic landmarks, or important scenic views. TDUs may also be reduced for sending areas of 40 acres or less or when the site contains low development potential. The landowner can sell all or some of the TDUs. The TDU places an easement on the landowner's title that restricts all future development of the sending parcel. On the receiving sites one and half units can be built for each TDU purchased.

In 2019, the TDU program in Larimer County was discontinued because the objectives of the program were accomplished with the development build-out of the TDU Receiving Area and annexation. A total of 1,760 units were transferred into the Receiving Area and a total of 503 acres were protected in the sending areas. There was only one remaining property in the Receiving Area when the program ended.

RESULTS

The TDR program preserved a defined area set forth by the County and directed growth and densities to more desirable areas through a mandated program. The only potential shortcoming of the program was the limited scope of the program, which only applied to a limited geographic area between Fort Collins and Loveland.

Additional information can be found at:

- Larimer_County-_Co_TDR_Enabling_Ordinance_0.pdf (pcdn.co)
- https://s30428.pcdn.co/wp-content/uploads/sites/2/2019/09/Larimer_County-_Co_TDR_Enabling_Ordinance_0.pdf
- https://www.fcgov.com/planning/pdf/fossil-creek-doc.pdf

Mesa County, Colorado

BACKGROUND

In 1998, Mesa County and the cities of Fruita and Grand Junction entered into a Cooperative Planning Agreement for a Transfer of Development Rights/Credits Program (TDR/C) program. The program provides an agriculture buffer between the towns and preserve the natural landscapes, vegetation,

views, and wildlife while also preventing the subdividing of parcels. The program established a framework to match landowners that are eligible to sell development rights with land developers that desire to purchase development credits. Within the county, there are TDR/C sub-programs where unique sending and receiving are defined for each specific area and are designated by a map.

The program is entirely voluntary with property owners able to sell their development rights/credits to a buyer at a value established by the seller and the buyer, usually a fair market rate. After agreeing to the transfer of the development right, the sending area is then issued a Transferable Development Right/Credit Certificate by Mesa County. The Certificate is based on a Declaration of Restriction of Development and Easement signed by the owner of record from which Transferable Development Rights/Credits are being transferred, which must be presented to Mesa County. The buyer then uses these credits to develop at a density greater than that allowed by either the underlying Rural Residential zoning district or the Community Residential zoning district. These areas must be developed as a Planned Unit Development (PUD) in Fruita. A landowner with one TDR /C from unincorporated Mesa County is allowed seven additional dwelling units in the Fruita Receiving Area or eight if located within the buffer area.

Sending areas are typically land that is determined to remain undeveloped, such as prime agricultural land, an open space buffer between growing communities or an area with significant natural features. They are generally within three miles of Fruita's proposed 201 Sewer Service Area as identified in the 2002 Fruita Community Plan, or in the Fruita/Grand Junction/Mesa County Cooperative Planning Area (Buffer Zone) established by an Intergovernmental Agreement between Mesa County and the cities of Fruita and Grand Junction, or the Mesa County Agricultural/Forestry/Transition (AFT) zoning district, any Mesa County Urban Residential zoning district, or certain Industrial/Commercial areas (excluding those areas located in the "floodway" as determined by FEMA Flood Insurance Rate Maps). Sending areas must be at least ten aces in size and at least five acres must be preserved when selling off TDR/Cs. Owners of land in sending areas must deed restrict agricultural land, forests, and environmentally sensitive areas for at least 40 years.

Receiving Areas are generally located in the Rural Residential zoning district within the incorporated boundaries of Fruita. Certain vacant properties within the Community Residential and South Fruita Residential zoning districts are also eligible as receiving sites. The TDR/C Receiving Areas Map more specifically identifies the locations of eligible receiving sites.

In 2005 the program was modified with the following changes:

- Expanded the size of the sending area from 1 mile outside the 201 area to 2 miles and increased the bonus unit allowance from 1:2.5 to 1:7 or 1:8 if within the buffer;
- Reduced the minimum sending area from 20 acres to ten acres in the AFT and AF35 districts;
- Added commercial and industrial zoned land into sending area;
- Decreased the minimum eligible sending area from 20 acres to five acres in the urban residential zones: RSF-E, RSF-2, RSF-4, etc. in the Redlands area; and
- Changed the receiving area in Fruita along a ½ mile strip to increase bonuses from two units per acre to four units per acre.

RESULTS

In 2007, Keith Fife, Mesa County's Long Range Planning Division Director, reported that the amended TDR program had issued 10 credits, preserving 50 acres in the Fruita sending area. While there is limited information since 2007 on how much land has been preserved from this program, the defined sending and receiving areas give buyers and sellers a good sense of what they need to do to buy or sell TDR/Cs. Unfortunately, the program is voluntary which may also be why there has not been numbers on acres preserved that the county can boast about yet. Another shortfall is the deed restriction on the property is not in done perpetuity, rather

is set at least 40 years, leaving ambiguity of the land past that time.

Additional information can be found at:

- https://www.mesacounty.us/mcweb/longrangeplan/TDR/Oct282005workshoppresentation.pdf
- https://www.mesacounty.us/mcweb/longrangeplan/Master%20Plan/Whitewater%20Plan/Transferable%20Development%20Rights.pdf
- https://www.mesacounty.us/globalassets/planning/land-conservation/transferable-development-rights---credits-tdr-c/specific-tdrc-programs/fruita.pdf

Pitkin County, Colorado

BACKGROUND

Established in 1994 the Pitkin County TDR program was originally adopted to encourage the relocation of development from rural, mountainous areas to sites proximate to existing services and infrastructure. The program was updated to include protection of environmentally sensitive areas and discourage development in natural hazard areas. Development rights are not acquired with public funds but are limited to private transactions.

CRITERIA

The County defines sending sites in their code as those areas meeting the following criteria:

- Legally created lot within specified zone districts.
- Lands within the Conservation Development PUD zone district.
- Lands subject to an Open Space Preservation Master Plan.
- A constrained site or visually constrained site not within certain specified zone districts.
- Properties on the Pitkin County Historic Register.

Receiving sites must be located within the Aspen Urban Growth Boundary with development rights only permitted to be used for a single-family residence. TDRs may be used to gain an exemption from the Growth Management Quota System, but the number of TDRs needed for an exemption varies based on the floor area of the residence proposed.

The number of TDRs available for sending sites is spelled out in the code, with differences based on size of parcel and zone district in which the sending site is located.

Review Process

An Irrevocable Certificate of Development Rights is issued by the Community Development Department following payment of a fee and application with supporting documentation, including ownership and legal creation of the lot. Staff reviews the application for compliance with the TDR sending site requirements before the Irrevocable Certificate is issued (concurrently with the execution of a restrictive covenant on the lot acknowledging that the development right has been severed from the lot and that future development is prohibited). The Irrevocable Certificate is valid until it is purchased and used on a receiver site. The development right is then retired, and the Certificate extinguished. The covenant remains in place in perpetuity.

To use a purchased Irrevocable Certificate on a receiver site, the owner of the Certificate surrenders the original signed certificate upon application for a building permit to use the floor area associated with the TDR. A copy of the deed(s) evidencing conveyance of the Certificate to the current owner must be provided. A Certificate does not guarantee approval of a receiver site for development.

RESULTS

According to an annual update on the TDR program prepared by the Pitkin County Community Development Department in December 2014, there have been 360 Certificates issued, and 34 TDR approvals were pending as of that date. A total of 194 transferred rights had been used on receiver sites. Approximately 8,332 acres of land have covenants recorded restricting development because of the program.

King County, Washington

BACKGROUND

King County, Washington—although not located in Colorado and in a very different context from Pueblo County—is included as an example because it is one of the most successful TDR programs in the country. The King County TDR program was first instituted in 1988 which allowed sending sites in the R-1 District to transfer one development credit per acre to receiving sites in two other rural zoning districts. This program resulted in only one transfer between 1988 and 1995.

In 1996, funds from King County and the State of Washington funded a Transfer of Development Rights Receiving Area Plan. This effort included a market analysis and public input that allowed the TDR program to be targeted to meet local priorities. Findings of this process included the need for a regional approach, a TDR bank, and a market incentive of 2:1 (e.g., two urban units per one rural unit transferred) to encourage transfers.

In 1999 King County Commissioners authorized a pilot project consisting of $1.5 million for a TDR bank to purchase development rights and a program of projects and incentives to entice urban communities to accept rural density credits. In 2001 the TDR bank gained permanent status and two intergovernmental agreements were signed with two communities in King County. The TDR bank now acts as a revolving fund with revenues received from the sale of development rights.

FUNDING

Program administration is funded by the County from general revenues. The TDR bank is self-funded through the sale of development rights it has purchased. Additional funds may be received for specific acquisitions through the Conservation Futures Tax, a statewide tax used to help counties fund the protection and preservation of resource lands.

CRITERIA

The TDR program identifies specific criteria for a property to qualify as a sending site as follows:

- The property must be in the county and be in one of six specific rural zone districts.
- The property must provide at least one of the following public benefits:
    - Agricultural potential
    - Forestry potential
    - Critical wildlife habitat
    - Open space
    - Regional trail connectors or urban separators

Receiving areas are determined individually through local intergovernmental agreements with participating cities in King County. Participating cities include Seattle, Normandy Park, Bellevue, Sammamish, and Issaquah. The county also identified other receiving areas within the county. Criteria for county receiving areas include:

- Unincorporated urban areas with specific zone district designations
- Rural areas within the RA-2.5 district may receive development rights from specific sending areas if the following conditions are met:
    - Domestic public water service is available.
    - The site is within ¼ mile of lots smaller than 5 acres.
    - The project will not adversely impact regionally or locally significant resources or environmentally sensitive areas.
    - The project will not require public services and facilities to be extended
- Allowed increases in density using TDRs are pre-determined by zone district in which the receiving site is located.

REVIEW PROCESS

Sending sites must enroll in the TDR program by completing an application, paying a review fee, and submitting the required documents to the King County Department of Natural Resources and

Parks. Staff reviews the application for compliance with the TDR program requirements and "qualifies" the property to transfer development rights. King County "certifies" the number of TDRs available to be sold at which time they are available to transfer, and a conservation easement is placed on the sending site. Conservation easements are tailored to meet the needs of the property owner, and development rights may be reserved for future use. The conservation easement and TDR certificate are recorded at the Recorder's Office. Sites within identified agricultural areas may require a Farm Plan which is prepared in conjunction with the King Conservation District.

TDRs are used in receiving areas to increase the number of dwelling units or commercial building square footage based on local code requirements.

RESULTS

According to the King County website between the years 2000 and 2014 there have been 71 private market TDR transactions involving 518 TDRs (bought and sold). This has resulted in the protection of 141,392 acres of rural and resource lands since the year 2000 and the reallocation of 2,467 potential dwelling units out of the county's rural areas.

Additional information can be found at: https://kingcounty.gov/services/environment/stewardship/sustainable-building/transfer-development-rights.aspx

PURCHASE OF DEVELOPMENT RIGHTS PROGRAMS

About

Purchase of Development Rights (PDR) programs are designed to facilitate the purchase of development rights and place a conservation easement (or other legal easement) on a property that restricts development on the property. The landowner retains ownership and can use the land for purposes specified in the easement (e.g., agriculture). Sometimes other public uses may be negotiated to be allowed on the property, but this is not required. Sometimes public access is specifically prohibited. The landowner retains the right to sell or transfer the land.

Purpose

PDR programs can be flexible since they can adapt the terms of the easement to the needs of the landowner and the easement holder. Easements are usually held by a non-profit entity, such as a land trust or conservation organization, but can also be held and managed by a local governmental entity.

Key Elements

PDR programs are tailored to the needs and values of individual communities. This is particularly important to garner support for funding measures to support acquisition of development rights and placing conservation easements. PDR programs often have combined goals of preserving natural areas, agricultural lands, and open space. Key elements of PDR programs are:

- Programs are developed to implement comprehensive plans and/or open lands or open space plans which have significant public involvement.
- Programs are administered by a citizen board or commission appointed by elected officials.
- Criteria for evaluating lands for the program are established prior to acquiring development rights and placing easements. Criteria are based on local values and the purposes identified in funding measures.

- Some programs have specific application cycles for funding.
- Some programs ask the landowner to partner with a land trust to apply for funding.
- All programs emphasize that they are there to provide an option for willing landowners to maintain their interest in the land.
- Many programs work with a variety of organizations to fund acquisitions to leverage their funds to the fullest.
- Mechanisms to enforce the terms of the conservation easement should be in place.
- The success of the program needs to be publicized, but in a way that respects private landowner's needs and desires.

Funding

Public funds are often used to purchase development rights in a PDR program. Funding can also be found through both local and national nonprofit conservation organizations that work to preserve natural resources and farmlands.

Local Funding

Local funding initiatives to support open space and agricultural lands preservation include bonds, property taxes, real estate transfer taxes, sales taxes, and appropriations from the local government's general budget. Examples are:

- Arapahoe County, Colorado: 0.25 percent sales tax extension through 2023 (2011)
- Douglas County, Colorado: $43,000,000 million revenue bond backed by a sales/use tax (2001)
- Mesa County, Colorado: Funded by grants from Great Outdoors Colorado (GOCO)
- Blaine County, Idaho: $3.5 million two-year property tax levy (2008)
- Davis, California: Farmland preservation mitigation fee paid by developers
- Lewis and Clark County, Montana: $10 million general obligation bond (2008)
- San Juan County, Washington: 1.0 percent real estate excise tax – 12-year extension (2011)

These programs usually have specific criteria to assess the eligibility of lands for protection and are coordinated with local comprehensive plans and agricultural preservation programs.

Federal Funding

Federal funding is also available for easement purchase. The federal government's Agricultural Act of 2014 established the Agricultural Conservation Easement Program (ACEP), which replaces the Farm and Ranch Lands Protection Program (FRPP) and the Grassland Reserve Program (GRP) with a new Agricultural Land Easements (ALE) program targeted to farm and ranch land. Funds are administered by the Natural Resources Conservation Service of the U.S. Department of Agriculture. Funds are available to eligible partners to purchase easements to protect the agricultural use and conservation values, including grazing uses. Eligible partners include tribal governments, state and local governments, and nonprofit organizations with farmland or grassland protection programs. Up to 50 percent of the fair market value of the agricultural land easement can be funded through this program. If there is a determination that grasslands of special environmental significance will be protected, up to 75 percent can be funded.

Nonprofit Funding

Conservation organizations and land trusts often do private fund raising to support easement and land acquisition programs. Lands protected in these programs must meet the organization's goals. Often these organizations will hold and manage conservation and agricultural easements. National organizations might include The Trust for Public Land, The Conservation Fund, and The Nature Conservancy.

Example Programs

Mesa County, Colorado

BACKGROUND

To help support voluntary land conservation techniques in the county Mesa County and the municipalities of Palisade, Fruita, and Grand Junction developed an intergovernmental agreement to create a Purchase of Development Rights (PDR) Review Committee allowing them to purchase Transfer of Development Rights/Credits (TDR/C)

within the county. After the formation of the committee, the participating entities, along with the Colorado West Land Trust, applied to the Great Outdoors Colorado (GOCO) for a grant to purchase development rights solely within the cooperative planning areas of the Grand Valley, established in 1998 with the TDR/C program.

The County entered a contract with the Colorado West Land Trust to provide services to negotiate with landowners for the purchase of their TDRs with the PDR Review Committee determining which properties are most appropriate to purchase TDRs from. The role of the committee is to determine which sites are more appropriate and review proposed projects considering the established criteria.

The Committee uses the following set of guiding principles when pursuing the purchase of development rights:

- Purchase from willing seller only;
- Pay only fair market value;
- Require a landowner to donate a minimum of 25 percent of the appraised value;
- Utilize priority criteria to evaluate potential properties;
- Balance the selection of projects over time and among community separators; and
- Landowner must agree to promote benefits of the program.

RESULTS

Since the inception of the Committee, the Colorado West Land Trust has completed 43 conservation easements protecting 1,401 acres within two buffer areas. Over the last five years, the Colorado West Land Trust has pursued and won $7.81 million in grant funding for every dollar invested by the County and the three municipal partners.

Additional information can be found at:

- https://www.mesacounty.us/globalassets/finance/budgets/2016/budget-requests/mesa-land-trust.pdf
- https://www.mesacounty.us/globalassets/planning/codes-plans-policies--standards/cooperative-planning-areas/agreements/purchase-of-development-rights-committee-agreement---mca-2000-39.pdf

Routt County, Colorado

BACKGROUND

The Routt County PDR program was established in 1996 after the completion of the Routt County Open Lands Plan that addressed agricultural and ranching traditions as well as open space values. The program goals encourage the continuation of agriculture as a vital sector of the economy and to advocate for the protection of natural, open, and productive lands that contribute to Routt County's special landscape.

In 1996, voters approved a 1 mill increase in property tax to fund the PDR program and extended the program for 20 more years in 2005 (along with a 0.5 mill increase on property taxes).

Applications for the PDR program go through a two-tier review and scoring system. The first tier evaluates the following areas:

- Leverage of other resources;
- Quality of the land resource and economic viability/potential to stay in agriculture;
- Relationship to other community values such as natural areas, wildlife habitat or historic resources; and
- Circumstances affecting continued agricultural operation or maintenance of natural values and function.

The second tier applies only if the application is approved for funding after review in tier one. The second tier focuses on due diligence required for a real estate transaction and evaluates the legal and financial arrangements of the proposed easement acquisition.

To be considered for the program a landowner must apply to the program in conjunction with a qualified land conservation organization. The PDR Citizens' Advisory Board, appointed by the Routt County Commissioners, reviews all applications and makes recommendations to the Board.

RESULTS

Since initiation of the PDR Program in 1997, the County has helped fund the purchase of conservation easements on 50,105 acres, at a cost of $26.8 million dollars, including transaction costs. Six PDR projects covering an additional 7,209 acres, at a PDR funds cost of $2,634,000. have also been approved for funding and are pending completion. Once these projects are completed, the program will have preserved a total of 57,311 acres at a cost of about $29.4 million dollars. Completed PDR projects range in size from the 3,507-acre Dry Fork Ranch, north of Hayden, to the 13-acre Fournier property.

Additional information is available at: https://www.co.routt.co.us/110/Purchase-of-Development-Rights-Board

Gallatin County, Montana

BACKGROUND

The Open Lands Program was established in 1997 to address loss of agricultural land in Gallatin County, and to manage growth, preserve ranches and farms, protect wildlife habitat and water quality, and provide parks and recreation areas.

Two bond measures authorizing $10,000,000 each were approved in 2000 and 2004 to fund the purchase of land and conservation easements.

The PDR program has a specific quantitative scoring system based on the following criteria:

- Parcel size
- Surrounding land use
- Agricultural value
- Natural resource value, and
- Length of time land owned by the family

Acquisition of easements are reviewed and recommended by a County Commissioner appointed Open Lands Board. By resolution, the Open Lands Board must have a majority of ranchers and farmers. The County Commissioners must hold a public hearing to review projects recommended for funding from the bond funds.

RESULTS

According to Gallatin County, there are currently 17 properties with easements purchased through this program.

APPENDIX E



COMMUNITY ENGAGEMENT SUMMARY

A variety of stakeholder and community input opportunities were provided during each phase of the planning process to encourage broad participation and representation from different geographies and stakeholder groups within Pueblo County. Due to limitations on in-person gatherings as a result of the COVID-19 pandemic, virtual and online engagement tools were necessary for much of the process. The results of these opportunities for input are summarized below.

ONLINE QUESTIONNAIRE #1: VISION AND VALUES

Online Questionaire #1 explored existing conditions in Pueblo County in the following areas: quality of life, housing, economy, transportation, recreation, environment/natural resources, built environment, and rural/unincorporated areas. Additionally, the survey looked at how the needs of incorporated and unincorporated areas differed within Pueblo County. This input was used determine what is working well in Pueblo County today, and what could be improved.

828 community members participated during this phase. Read a summary of the results here.

PRELIMINARY PLAN FRAMEWORK

A number of virtual outreach methods were used to collect feedback on the Preliminary Plan Framework for the Pueblo Regional Comprehensive Plan. The primary focus was to gauge community support for the guiding principles and goals that provided initial direction for the Plan. The public comments were synthesized to identify key themes that emerged from the outreach efforts.

125 community members participated during this phase. Read a summary of the results here.

GROWTH SCENARIOS AND KEY POLICY CHOICES

As part of a series of events hosted in July and August 2021, community members and stakeholders were asked to review three land use scenarios and a series of associated policy considerations. Events included in-person open houses and pop-up events, as well as a virtual Regional Thinktank meeting, and Online Questionnaire #2.

120 community members participated during this phase. Read a summary of the results here.

DRAFT REGIONAL COMPREHENSIVE PLAN

The public was invited to review and comment on the Draft Plan through e-blasts that were sent to all project website subscribers and through social and traditional media outlets (as determined by the public information offices for Pueblo County, the City of Pueblo, and Pueblo West).

62 individual comments were received on the Draft Plan. Read a summary of the results here.

APPENDIX F



INVENTORY OF CULTURAL RESOURCES

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The Official Pueblo Inventory of Cultural Resources

Current as of September 30, 2020

Notes:

Comments and corrections are welcome. Please send to HPC@Pueblo.us and include "HPC inventory" in the subject line.

This inventory includes some places only surveyed. For listings that are subject to historic preservation regulations, see *Property Appendix* for indicated listings on the City of Pueblo, State of Colorado. Also see *Property Appendix* for alternate addresses of a place.

Properties within the City limits listed on the National Register of Historic Places before 1981, and properties listed 1981 and after with owner consent signature are retroactively listed as local landmarks per City of Pueblo Historic Preservation Code, Pueblo Municipal Code, Section 4-14-8(l).

National Register Properties outside historic districts are summarized from published Colorado Historical Society descriptions. Properties within Historic Districts (district names denoted in description) are summarized from 1980 Pueblo Building Survey and Nominations.

Bibliographic sources may be found in original landmark application staff reports.

Historic districts

(alphabetical by name)

1500 North Santa Fe Avenue

Mineral Palace Park Historic District

Property acquisition and park establishment, 1896. Subsequent land and lake additions, 1903. Contributing buildings and sites constructed 1936-1939. Mineral Palace Park's prominent location just west of the Fountain Creek has been an important northern gateway to Pueblo's urban environment throughout its history. The park was originally envisioned to embellish the grandiose Mineral Palace, built to showcase Colorado's mineral wealth. The park embodied a lush and expansive vision of urban parks brought to Colorado from eastern cities as part of the "City Beautiful" movement in urban design at the turn of the century. Although the park was first designated in 1896, the period of greatest significance in the park's development was the depression period of 1936-1939 when the Works Progress Administration (WPA) was most active. The remaining WPA era structures, defined for this nomination as contributing to the historic district, include:

- The Main Street entrance gate
- The boathouse/pavilion near Lake Clara
- The original portion of the lake retaining walls
- The bridge over Lake Clara
- The band shell near the lake
- The ranger station and accessory building at the northeast side of the park
- The pathways defining the formal garden (originally the rose garden) area
- The remaining park road walls constructed during this period

These structures were originally built by the WPA, with an emphasis on teaching building skills in various related fields, such as masonry, carpentry, electrical and plumbing, in order to train workers in a job skill useful in later work. The design and craftsmanship show the progression of workers in training. The structures are physical representations of the struggles experienced by Puebloans and all Americans to survive the Great Depression.

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Generally Located from Court to West Street and 17th to 19th Streets
The North Side Historic District

This is Pueblo's only local register residential historic district of 79 contributing homes (22 in phase 1, and 57 in phase 2) that showcases the evolution of Pueblo's exclusive premier 'merchant prince' neighborhood set away from the smoke of the steel mill. The existing historic district represents only a small portion of the overall contributing resources that are located directly north of the district's boundary. The homes in the district represent many of the best 'high styles' architectural examples of each style in Southern Colorado and were homes of the many Pueblo business executives and their high-ranking associates.

South side of the 300 Block of W. Pitkin
Pitkin Place Historic District

In the early 1890s, the architect-contractor team of George Roe and E.W. Shutt built six of the seven residences within the district. Developed on land owned by the Colorado Fuel and Iron Company as an exclusive subdivision, Pitkin Place is a linear grouping of residential properties exhibiting a high degree of visual continuity.

Main Street, Union Avenue, & Victoria Avenue.
Union Avenue Historic Business District

The district consists of a group of commercial structures located south of Pueblo's central business district. Of the total 87 properties, 70 contribute to the historic and architectural importance of the district.

The first reference of the street appears on maps as early as 1872 as "5th Street", and a revised reference to "Union Avenue" on photographs as early as 1880. Originally a wholesale and warehouse district associated with the Denver and Rio Grande Railroad. The addition of a trolley line of 1882 connected the north and south sides of Pueblo with a bridge across the river. Then a commercial center, Union Avenue developed quickly, and by the time the 1904 Sanborn Fire Insurance Maps were published, most of the significant buildings that still stand on Union Avenue today were already constructed. The street served as a business center until the great flood of 1921, which inundated the entire Union Avenue area and much of downtown Pueblo. Some of the buildings that were not completely demolished by flood waters were repaired and as a result, many of the circa 1880 buildings on Union Avenue were "updated" to include the architectural stylings of the 1920's. Following the decline of Pueblo's rail industry in the 1920's, Union Avenue became dependent upon railroad passenger business, and through the 1930's and 40's, the economy of the district was supported largely by local taverns and a notorious "red light" district. The decline of rail passenger business coincided with a crackdown on illegal activities in the 1950's and ushered in an era of renewed focus on revitalization of the area, aided by the newly established Pueblo Urban Renewal Authority.

Individual listings
(alphabetical by address)

Unknown or yet-to-be confirmed locations
Tunnels of Historic Downtown Pueblo

Considering reconnaissance

110-110.5 West 2nd Street
MacIndoe Plumbing

Pending copy of survey

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115 West 2nd Street
R.T. Frazier Saddlery

Pending copy of survey

108 West 3rd Street
Irish Pub

Pending copy of survey

112-114 West 3rd Street
Rocky Mountain Bank Note Company

Pending copy of survey

118-118.5 West 3rd Street
Pending copy of survey

212-222 West 3rd Street
Henkel-Duke Mercantile Company Warehouse

Constructed in 1895, the four-story brick building is in downtown Pueblo and functioned as a wholesale grocery warehouse for many years.

323 West 3rd Street
Pending copy of survey

403 East 4th Street
The Sweeny Feed Mill

This late 19th Century mill is historically significant because of its association with owner Andrew McClelland, manager Joseph F. Sprengle, and James Koller Sweeny as well as for its association with the development of Pueblo as Colorado's principal industrial center. It is indicative of the agricultural-and extraction-based processing industries that once dominated the city's economy, but are now increasingly rare. The Sweeny Feed Mill is an early example of industrial "curtain wall" construction using minimal structural components throughout the building in place of the more commonly used wood framing or heavy masonry construction. The Elevator/Grain-Hay storage building is unique in its "crib" construction, which consists of flat-stacked 2-by 6-inch boards.

210 West 4th Street
Pope Business Block

Pending copy of survey

310 West 4th Street
Faricy-Owen Motor Company / Certified Customer Upholstery

Pending copy of survey

319 West 4th Street
Pending copy of survey

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117-119 West 6th Street
Pending copy of survey

112 West 7th Street
Sutton Building

Pending copy of survey

1402 East 7th Street
Saint Leander Church

Saint Leander Church has occupied a central position in the development of the East Side neighborhood since 1925 when the church was constructed. The church is one of the best, and only, examples of Institutional Spanish Mission Revival architecture in the East Side, and it was designed by the famous Colorado Springs Architect, Thomas MacLaren.

1438 East 7th Street
Saint Leander School

Saint Leander School has occupied a central position in the development of the East Side neighborhood since 1914 when the school was constructed. The building is significant for its association with the religious and secular development of the East Side neighborhood. The school is one of the best, and only, examples of Institutional Classical Revival architecture in the East Side.

408-416 West 7th Street
Rood Candy Company Building

The facility is a good local example of an early 20th century manufacturing facility. The main building is a three-story red brick structure characterized by its lack of ornamentation.

201 West 8th Street
Pending copy of survey

215 West 10th Street, (10th & Main)
Pueblo County Courthouse

Designed by New York architect Albert Ross, the brick building, faced with white sandstone, includes the Roman Classical elements associated with the Beaux Arts tradition. Constructed between 1908-1912, it is the third building to serve as the county courthouse, and it is southern Colorado's largest and most elaborate courthouse.

215 West 10th Street
First Presbyterian Church

Pending copy of survey

320 West 10th Street
Pending copy of survey

310 West 11th Street
First Methodist Church of Pueblo

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First United Methodist Church (FUMC) houses one of the oldest religious organizations in Pueblo and has served as a center for a number of community events and activities of a religious and secular nature since 1923. The church is also significant as noted Pueblo architect William Stickney's interpretation of the Gothic- and Tudor-Revival architectural styles, symbolizing the importance of the Methodist church's ties to England.

401-411 West 11th Street
Fitch Terrace

Constructed in 1902, as a speculative venture by Colonel Michael Fitch, the two-story brick building is Pueblo's best example of a terrace apartment. Exterior detailing includes stone and brick corbelling and belt courses that emphasize the sense of horizontality.

417 West 11th Street
White, Asbury, House

Late 19th Century Queen Anne style as interpreted by architect F.W. Cooper, the residence is one of the last remnants of a once prestigious residential neighborhood located just west of the Pueblo County Courthouse.

229 West 12th Street
Bowen Mansion

Built 1892. Late 19th Century, built by prominent local architect F.W. Cooper, for local attorney and politician Thomas Mead Bowen, the mansion blends influences of Richardsonian Romanesque with Queen Anne styling.

727 West 13th Street
The Edgar Olin House

Built in the late 19th Century, the stately Olin House stands at the corners of 13th and Craig, which became a busy thoroughfare leading to the Colorado State Hospital with the street car route running right by the house. It also was the residence of the prominent Pueblo pioneer businessman, Edgar W. Olin. A later resident was the Honorable Judge James W. Coulter, early Pueblo County Judge. The Olin House exhibits uncommon features of the Italianate style, including eave bracketry which is highly ornate in its carving, carved lintels, and a 3 story symmetrical entrance tower with its pair of double doors, bay windows and octagonal portions at each corner. With most of its features grounded in the Italianate but with a twist, the Olin House is the best example of residential Italianate architecture on the north side, and quite possibly the city in its entirety.

West 13th Street & Francisco Street (1301 West 13th Street)
Colorado State Hospital Superintendent's House

Completed circa 1934, the two-story Mediterranean style residence has white stucco walls and a red tile roof. For 28 years it was the home of Dr. Frank Zimmerman, a pioneer in the humane treatment of the mentally ill who also fought for better salaries and facilities. The house has six bedrooms, five baths and includes cast plaster ceilings, parquet flooring and many handcrafted features. Some of the wood was acquired from an 1883 structure that was part of the original state hospital. It has over 4600 square feet and the cost of construction was $24,920. Some of the labor was provided by patients of the hospital and WPA workers. Included in the building are conference facilities used by hospital staff and other state employees and a museum. On display are artifacts and information displays highlighting the history of the hospital and the changes in treatment of the mentally ill.

419 West 14th Street
Rosemount / Thatcher Mansion

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Designed by the New York based architectural firm of Holly and Jelliff, the three-story, rose lava stone over brick, mansion contains thirty-seven rooms and ten fireplaces. Built in the late 19th Century, it is a good example of Victorian era urban residential architecture. The mansion is open to the public as a museum.

325 West 15th Street
Baxter House / Bishop's House

Built in the late 19th Century, Oliver Hazard Perry Baxter's residence is a rich blend of late Victorian and Queen Anne architecture. Subsequent owners donated the house to the Catholic Diocese.

425 West 15th Street
Beaumont, Allen J., House

Built in the late 19th Century for Allen J. Beaumont, a prominent Pueblo attorney, architect A. Morris Stuckert's design is an eclectic mix of Queen Anne and Richardsonian Romanesque detailing. The one and a half story residence of pink lava stone sits on a hill overlooking the city.

303, 605 West 17th Street
North Side Historic District

See historic district description. Pending individual survey details.

302, 315, 317, 321, 325, 401, 409, 419, 423, 425, 529, 611, 615 West 18th Street
North Side Historic District

See historic district description. Pending individual survey details.

420 West 18th Street
Church of the Ascension / Ascension Episcopal Church

Designed by Frank E. Wetherell of the Iowa architectural firm of Wetherell & Gage, the 1914 sandstone trimmed brick building incorporates Tudor Revival style elements. The quality and integrity of the building's interior design and appointments enhance its architectural significance, and the compatible 1941 parish hall addition reflects the evolving needs of the congregation. A 1926 Tudor Revival style rectory of stucco and brick is located to the west of the church.

207, 209, 307, 309, 311, 411, 415, 419, 425, 519, 521, 616, 619, 620, 621, 624, 625 West 19th Street
North Side Historic District

See historic district description. Pending individual survey details.

416, 418, 420, 614, 622 West 20th Street
North Side Historic District

See historic district description. Pending individual survey details.

415 East Abriendo Avenue
McClelland Orphanage

The institution bears the name of its primary benefactor, prominent Pueblo businessman, Andrew McClelland. The present Colonial Revival style building was constructed in 1935, and the design incorporates Georgian and Adam elements.

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100 Block of West Abriendo Avenue
The Christopher Columbus Monument

300 West Abriendo Avenue
Walter, Martin, House

This circa 1906 blond brick two-story mansion is one of the largest and most elaborately detailed Foursquares in Pueblo. It was built for Martin Walter, founder and president of the Walter Brewing Company.

600, 700, 800, & 900 blocks of East B Street
The Grove Historic District

[Copy narrative from 5PE.5519, also see HPC-17-03]

101-111 West B Street
William Strait Block

Constructed 1891. "The Anthony" Hotel. Three story red brick with five store fronts; wooden modlings; stone piers and spandrel wall; stone quoins at side of building; stone belt course and stone lintels; parapet; and entablature.
Mary Battaglia (1980s) Jones, Charles E and Tanya R. (2000s)

113-115 West B Street
(Original name unknown)

White, Everett and Katherine M. Early 20th Century.

119 West B Street
The Favorite Tavern

Gallegos, John A. Early 20th Century.

121-125 West B Street
(Original name unknown)

Koncilja, Joseph A and James R. Early 20th Century.

132 West B Street
Union Depot

Late 19th Century Richardsonian Romanesque Revival style depot was designed by the Chicago architectural firm of Sprague and Newell. It is constructed of heavy rock faced red sandstone. An imposing structure, the depot was one of the largest and busiest in the region. Listed under Railroads in Colorado, 1858-1948 Multiple Property Submission.

132 West B Street (Behind Union Depot)
SANTA FE LOCOMOTIVE NO. 2912

Built in 1944, Locomotive No. 2912 is a rare surviving example of the final class of steam powered locomotives to be ordered by the Santa Fe Railroad. The 2900-series engines were both the largest and heaviest Northern-type locomotives built in the United States.

223 & 301 West B Street
Rio Grande Freight House

Constructed in 1924, the red brick building serves as a reminder of the important role played by railroads in the growth and development of Pueblo. The facility handled commercial shipments and provided temporary warehousing for goods in transit. It is Pueblo's only surviving freight station. (Contact mailing address is 1600 West 24th Street)

905 Berkley Avenue

Hazerlhurst / Berkley House

The late 19th Century residence was built for prominent Pueblo businessman Emanuel Tolle. It is a blend of the Queen Anne and Georgian Revival, the latter reflecting Tolle's Kentucky origins.

116 Broadway Ave.
Hose Company 3

Fire station #3, built three years after establishment of the fire department in 1895, was the first stand-alone fire station in Pueblo. It was designed to house horses and horse-drawn hose apparatus, which were common equipment at the time. Hose Company No. 3 is one of the only stations left standing in Southern Colorado that housed this type of apparatus. It served its purpose longer than any other fire station in the City of Pueblo's history.

126-128 Broadway Ave.
South Pueblo Lodge #31

The Pueblo Masonic Temple Building is located at the corner of Evans and Broadway Avenues, in the Mesa Junction. It has been a cornerstone building in the area since its construction in 1882. The 1926 brick reface and remodel of the Masonic Temple created a very simplified or modest expression of Renaissance Revival also known as Italian Renaissance, a style popular in Colorado between 1900 and 1930. The list of lodge members over the past 124 years is a Who's Who of Pueblo's civic and business community leadership.

400 Broadway Avenue
First Methodist Episcopal Church / Trinity Methodist

Pueblo architect George W. Roe designed this predominately Romanesque Revival style building in 1902. Much of the original interior remains in place.

401 & 405 Broadway Avenue
George McCarthy Funeral Home

[Research pending] Remodeled in 1945.

600, 700, 800, & 900 blocks of East C Street
The Grove Historic District

[Copy narrative from 5PE.5519, also see HPC-17-03]

215 Canal Street, Steelworks Museum Parking Lot
Mine Rescue Car #1

Built in 1882 as a Wagner Palace Sleeping Car, the Pullman Company modified it in 1910 for the U.S. Bureau of Mines' program to improve mine safety and rescue operations in Colorado's coal mines. It is one of only two such cars left in the country. Six were outfitted by the Bureau to serve as educational centers and rapid response rescue stations. Car No. 1 aided at numerous mining disasters before being sold to Colorado Fuel & Iron in 1923. The company used it at safety conventions and as a traveling classroom. The Pueblo County Historical Society is currently working to restore the car and plans to use it as an interpretive center. The car is now also on the National Register of Historic Places.

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215 - 225 Canal Street
Minnequa Steel Works Office Building & Dispensary

The Mission Revival style buildings at the Colorado Fuel & Iron Company's Minnequa Steel Works illustrate the growth of what became the largest single employer in the Pueblo region. They reflect the rapid improvements made to accommodate support services for the steel plant as it grew to become one of the largest iron and steel plants in the United States by 1906. Prominent Denver architect Frederick H. Sterner designed the original 1901 office building and 1902 dispensary. Pueblo architects continued the Mission style, with William Stickney designing the 1921 addition to the office building and Walter DeMordaunt the 1926 addition to the dispensary. The CF and I Mine Rescue Car is also individually listed on the NRHP and is housed at 215-225 Canal Street.

38 Carlile Place
Tooke-Nuckolls House

This late 19th Century residence was designed by architect O. Bulow. The two-story brick building is heavily ornamented and incorporates many features associated with the Queen Anne style.

44 Carlile Place
Carlile, James N., House

Constructed in 1872 as a modest residence, architect Frank West executed an extensive remodeling of the house during 1893-1894, adding porches and elaborate Queen Anne detailing for the developer of this south side neighborhood. The property, prominently located at the end of Carlile Place, shares the street with a number of other important Pueblo residences.

111-117 Central Plaza
Elda Rooms / Star Clothing Company

Shares a commercial/residential association like other commercial blocks surveyed in Downtown Pueblo. However, it has undergone extensive alterations since the 1970s, including the introduction of stucco, a new banner, and modified storefronts along its storefront façade. Nonetheless, it is associated with the city's economic development during the late nineteenth century.

119 Central Plaza (Previously addressed at 421 North Union Avenue)
Tutt Building

This late 19th Century building is one of the most intact commercial structures in the downtown area. This unusual triangular building's twelve-inch-thick walls are faced with red brick.

1 City Hall Place
City Hall

City of Pueblo. Constructed in 1917, this represents the work of a master.

1 City Hall Place
Memorial Auditorium

City of Pueblo. Constructed in 1919, this represents the work of a master. Memorial hall was named in honor of those who had lost their lives in the first world war. President Woodrow Wilson made his last public speech here on Sept. 25, 1919, urging support of the league of nations, as denoted on a plaque located in the adjacent city hall.

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200, 300, & 400 blocks of Clark Street
The Grove Historic District

[Copy narrative from 5PE.5519, also see HPC-17-03]

421 Clark Street
Our Lady of Mount Carmel Catholic Church

330 Colorado Avenue
The J.A. Wayland House

Since its construction in 1886 by a local developer and publisher J.A. Wayland, this structure has been a prominent fixture in Mesa Junction for over 100 years. Mr. Wayland went onto become a nationally significant publisher and populist progressive fighting for social reforms such as health care, good government, and education. The house is a fine example of a Queen Anne style residence which adds to the unique historic character of the South Pueblo/Mesa Junction neighborhood.

501 Colorado Avenue
Galligan House

Completed in 1891 for a prominent Pueblo attorney, the building is a good example of a Late Victorian Queen Anne style residence constructed with high quality materials, both inside and out.

601 Court Street
Pending copy of survey

909 Court Street
Pending copy of survey

1801 Court Street
Pending copy of survey

1801, 1805, 1821, 1825, 1827, 1910, 1912, 1914, 1917, 1922, 1926, 1927, 1930 Court Street
North Side Historic District

See historic district description. Pending individual survey details.

1901 Court Street
The Barndollar-Stone-Work House

The Barndollar-Stone-Work House, constructed in 1872, is one of the oldest homes in Pueblo. All three of the first three owners were prominent locally and nationally. A prominent and imposing structure, it is the only remaining building of the Second Empire style in Pueblo. The house contains all the prototypical Second Empire features: the distinctive mansard roof with dormers, a flat roof on top with center cupola, a bay window located along the side, and full porch.

1906 Court Street
Barndollar-Gann House

W. J. Barndollar, a prominent local banker, business-person and politician, commissioned Pueblo architect Patrick P. Mills to design the house in 1889. It is a well-preserved local example of the Queen Anne style.

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1409 Craig Street
Duke, Nathaniel W., House

This two and a half story brick Queen Anne residence was designed in 1889 by Denver architect Fred A. Hale. Its most notable feature, a large oversized three-story tower at the southeast corner of the home, affords one of the finest views of the city and mountains to the west.

600 block of East D Street
The Grove Historic District

[Copy narrative from 5PE.5519, also see HPC-17-03]

112 West D Street
(Original name unknown)

Anzuini, Ida J. Built 1904.

535 Dittmer Avenue
The Florman House

Built in 1939, the Florman House is a classic example of Pueblo Revival style, characterized by exposed vigas; low, flat, battered walls; and low, flat, pitched roofs. The builder and apparent designer was W.M. Cooper, a prominent building contractor throughout New Mexico and Colorado. The garden and landscape of the two-acre lot with a large pond, almost certainly constructed by the WPA work crews working in nearby City Park, contribute to the significance of the nomination. The house was build by Harold F. Florman, son of pioneer Puebloans M.M. Louis Florman. Florman Manufacturing Co., begun in 1887, distributed paint and glass products throughout the region.

1701, 1707, 1800, 1801, 1810, 1827, 1830, 1901, 1909, 1910, 1911, 1914, 1915, 1919, 1921, 1922, 1924, 1925, 1930 North Elizabeth Street
North Side Historic District

See historic district description. Pending individual survey details.

1819 North Elizabeth Street
The Morey Bernstein House

A good example of the Mediterranean/Tuscan style designed by renowned Pueblo architect W. W. Stickney, with remarkable physical integrity constructed in 1926. Asbury White, co-founder of White & Davis Department Store, built the house. The second owner of the house was Morey Bernstein, perhaps Pueblo's most renowned author. In 1956, Bernstein's amateur interest in hypnotism led to the publication of "The Search for Bridey Murphy", an account of hypnotism and past life regression.

2121 North Elizabeth Street
Frazier, R.T., House

Built in 1915, the design for this tapestry brick bungalow may have been derived from the popular style books of the period. Frazier, a prominent saddle maker, spared no expense on his state of the art residence.

1201 and 1203 Elm Street
Gus' Place

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1201 Elm Street has functioned as an important community gathering place since 1892. The building served as a church for an early African American church, and later as a Mesa Mission for immigrants during the height of teen's immigration boom. The current use as a neighborhood pub dates from 1934, the first year after prohibition, and demonstrates the neighborhood and community's dedication to this distinctive place.

1143 East Evans Avenue
Swartz Block / Odd Fellows Hall

Built in 1898, the building is a two story gray stone Romanesque Revival commercial building which once housed the Bessemer Pharmacy and a meeting hall used most notably by the Odd Fellows organization. The building served as a social gathering center and a prominent neighborhood commercial center for most of its life.

1201 East Evans Avenue
The Bessemer Fire Station

A classic example of the partnership between a municipality and the depression-era Works Progress Administration, the Bessemer Fire Station is the city's best example of a commercial Pueblo Revival style structure built in 1941, a rather late manifestation of the WPA. Constructed from the brick of the former adjacent Bessemer City Hall, it anchors the heart of Bessemer and symbolizes the glory of the Steel City.

228 West Evans Avenue
First Congregational Church

Fred A. Hale is credited as the architect of this 1889 Romanesque style church of random coursed red sandstone. Defining features include a corner entry bell tower and a circular transept with arched windows.

726 North Glendale Avenue (curb corner; 38.274545, -104.596806)
Pueblo Trolley Track, Bessemer – East Pueblo Route

[Copy narrative from HPC-17-03] "A small segment of the original tracks are visible at the southeast corner of 8 St. and Glendale Ave."

800 Goodnight Avenue, (City Park)
City Park Carousel

This three-abreast C.W. Parker "Jumping Horse Carry-Us-All", with thirty-six hand carved horses, includes one lover's tub and one chariot. It was purchased by J.J. McQuillian, owner of the Lake Minnequa Amusement Park, in 1914. During the Depression, the carousel was sold to the city and moved to City Park sometime between 1937 and 1941.

100 North Grand Avenue
Pending copy of survey

1025 North Grand Avenue
Sacred Heart Cathedral

The building is an outstanding example of Gothic Revival architecture. Plans for the church were the work of Denver architects Robert Willison and Montana S. Fallis. The church was dedicated in 1913 and designated as a cathedral in 1942.

1325 North Grand Avenue
Temple Emanuel

The Official Pueblo Inventory of Cultural Resources,
City of Pueblo Historic Preservation Commission, Effective September 30, 2020

This 1900 Reform Jewish house of worship is architecturally significant as an interesting interpretation of the Queen Anne style employing both classical and Richardsonian Romanesque elements.

1812, 1825, 1827, 1901, 1903, 1912, 1913, 1915, 1918, 1919, 1921, 1922, 1925, 1930 North Grand Avenue
North Side Historic District

See historic district description. Pending individual survey details.

1825 North Grand Avenue
Rice, Ward, House

Designed by architect F.M. Cooper, the 1892 house was modified during the early 1900s. The brick and wood shingled residence is a well preserved example of the Queen Anne style.

2201 North Grand Avenue
Streit, J.L., House

The late 19th century Victorian residence, distinguished primarily by its tower, was designed by architect P.P. Mills. It was built in 1888 by the Dundee Investment Company within a subdivision being developed by the company.

2713-2715 North Grand Avenue
Pueblo Colored Orphanage and Old Folks Home / Lincoln Home

Constructed between 1889 and 1904, the two houses were purchased in 1914 to serve as the Lincoln Home. In operation until 1963, Pueblo's entire black community took an interest in the property's management. It served as the only known orphanage of its type in Colorado, and the sixteen Federated Colored Women's Clubs throughout the state supported its operation. The Pueblo Dr. Martin L. King Jr. Holiday Commission was awarded grants by State Historical Fund for a State Register Nomination in 1995 (SHF-95-M2-035) and an interior and exterior rehabilitation valued at $100,775 in 1999 (SHF-99-01-057).

Further information from historic Karen Mitchell: http://www.kmitch.com/Pueblo/orphanlincoln.html

107 South Grand Avenue
La Veta Place and Mercantile Building / Arts Alliance Studios

Constructed in 1891. It is a fine example of a late Victorian and Romanesque Revival architecture.

The construction of the historic building coincided with the rising Industrial Age of Pueblo. Supporting both the railroad industry and the need for housing, La Veta Place appears to have been built to accommodate the rising population and the commerce that would be needed to support the influx of new people to the city. According to the 1893 Sanborn Perris maps, the first floor of the building, originally addressed as 101 through 111 S. Grand Ave., was constructed for commercial merchandising, and the upstairs was originally configured as a boarding house, called "The La Veta Place." The 1893 through 1896 Pueblo City Directories list Mrs. Carrie S. Landon as the proprietress of The La Veta Place at 105 ½ Grand Avenue with Rose Brown as her domestic. Many of the boarders who took rooms at The La Veta Place were involved in the railroad industry and in the business district in downtown Pueblo. Residents held such titles as: engineer, grocery clerk, cigar manufacturer, and manager of a carriage company.

The Official Pueblo Inventory of Cultural Resources,
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To the south of 107 S. Grand Avenue was the Union District where Late Victorian style buildings were being constructed from the late 1800s through the early 1900s. The Union District and the railroad was an integral part of the early formation of the commercial district of Pueblo. The flood of 1921 destroyed many of the historic buildings in the Union district, but 107 S. Grand suffered very little damage and currently remains a solid and useable structure. The historic building at 107 S. Grand Avenue was in the heart of the business and transportation hub of early Pueblo and visually contributes to the history of Pueblo. As an historical commercial space and boarding house, it provides historical evidence of the rising population of Pueblo during the late 1800s, and the need for more housing and businesses to support the new community members who were arriving daily as Pueblo grew into its Industrial Age. Nominated for landmark designation by the Pueblo Arts Alliance in 2016.

Tracing the ownership of 107 S. Grand Ave. back through deeds Luke Lutin, a local Pueblo stockman, owned the property in 1904, when he deeded the property to his three children, Catherine Eugenia Lutin, Mary Elizabeth Lutin and Charles Lutin. In 1930, Catherine Eugenia Lutin, whose married name was C. E. Gideon, lost the building due to delinquent taxes and her sister, Mary E. Lutin acquired the building as the sole owner. Mary Lutin, a prominent member of Pueblo, and a successful real estate business woman, set up a scholarship fund at CSU in Pueblo to aid in the education of local students. In 1965, Mary Lutin sold the building to Fred and Elizabeth Hegler.

According to a 2007 article in the Pueblo Chieftain, Fred Hegler opened a decorating business on the first floor of the building in 1953, called “Fred’s Decorating.” After Fred and Elizabeth Hegler bought 107 S. Grand in 1965, they remodeled the second story into office space. In 1979, Elizabeth Hegler ran her costume business out of the building, called “Betty’s Costumes,” which was then moved to the building behind 107 S. Grand Avenue. Fred Hegler also ran a trash and recycling business on this property and the grounds, and the building at 107 S. Grand Ave. is often remembered as “Fred’s Trash Building” by locals.

In 2015, The Pueblo Arts Alliance (107 S Grand Avenue, LLC) bought the historic building from the Heglers with the intention of utilizing it as a prominent feature of the Creative Corridor District. The building currently houses both the home office of the Pueblo Arts Alliance/Creative Corridor and provides studio and retail space to local Pueblo artists, tying into the vision of the historic downtown Pueblo area as a cultural and artistic business district.

217 South Grand Avenue
Vail Hotel

The 1910 Vail Hotel is a fine example of the Second Renaissance Revival style. Named for John E. Vail, a prominent Pueblo newspaperman, it was considered by many to be the most modern hotel west of Chicago.

219 South Grand Avenue
Senate Bar

Montez, Monte and Paul. Built 1904. The building is significant for its association with early newspaper publishing in Pueblo, when the Pueblo Star Journal and Pueblo Chieftain were rival publications.

1325 North Greenwood Street
Pryor, Frank, House

Designed by prominent Denver architect A. Morris Stuckert, for noted Pueblo businessman Frank Pryor, this 1889 Queen Anne residence reflects the eclectic tastes of the late Victorian period.

1401 North Greenwood Street
The Hartman / Hoag House

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By the time their house was constructed in 1918, William Lawrence Hartman had won many important cases in the Colorado Court of Appeals and Colorado's Supreme Court, and his wife, and Elizabeth Moffat Tarbell Hartman was recognized as the great granddaughter of a Minuteman and cousin of author Ida Tarbell. From 1935 until 1965, the house at 1401 N. Greenwood Street was the home of Frank Hoag and Amanda Moore Hoag, owners of the Pueblo Chieftain and Star Journal. The Hartman/Hoag House is a prototypical example of the Mission Revival Style, distinguished by tile roofs with somewhat restrained ornamentation, and a plain extension of its side porches or walls.

1801 North Greenwood Street
Gast Mansion

Built for Pueblo attorney Charles E. Gast in 1892, the residence is a harmonious mix of Richardsonian Romanesque and Queen Anne elements. Continuity of ownership has left it in unusually good condition.

1912, 1915, 1916, 1917, 1918, 1919, 1920, 1925, 1927 North Greenwood Avenue
North Side Historic District

See historic district description. Pending individual survey details.

2920 High Street
Star Journal Model Home

Although many artisans contributed to the project, architect Walter DeMordaunt determined the English country style for the gabled roof, one and a half story brick and sandstone residence. Completed in early 1927, the highly publicized "model" home blended aspects of "convenient living" with cost considerations and served as a showcase for the residential architectural values of the years prior to the Great Depression.

1005 Lake Avenue
The William J. Anderson House

Built in 1890The house is significant as a unique and well preserved Queen Anne residence with a later Classical Revival front porch, an architectural type which is common in South Pueblo due to staggered building booms of 1888-1893 and then again from 1900-1910. The home is also qualifies for its short but significant association with William L. Anderson, President of Iron City Fuel Company, a coal fuel company, and also qualifies for nomination under criteria 2a and b as a good example of a late Queen Anne residence. The home still has Queen Anne features such as a masonry construction, detailed window surrounds, elaborate shingle work, and a complex roofline.

1007 Lake Avenue
The J. Euclid Miles House

The property has served as a residence since its construction in 1900 by J. Euclid Miles, who went on to become a prominent city councilman in Santa Barbara, California. The house is significant as a unique and well preserved transitional Queen Anne/Classical Revival residence. The distinctive key-hole window on the front façade with decorative stained glass is a defining feature and well preserved. The home exhibits a number of other distinctive windows and a conical porch roof. Although besides J. Euclid Miles, no other occupants are highly significant, but the well researched history strings together a complete record of occupants with personal photos of most of the previous owners documenting the role of the home as home to Bessemer's mid management population. Few homes are as well researched and documented as 1007 Lake Avenue.

1013 Lake Avenue
The K.M. Flynn House

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Erected in 1891, and a victim of the Silver Crash of 1892/3, this beautiful one story Queen Anne residence was operated as a rental until the 1920s, showing that middle class aspirations in Bessemer were quickly replaced by the reality of working class housing for the influx of steel mill workers even this far west of the mill. The home is one of a few almost completely original highly decorative Victorian brick buildings in Bessemer with stained glass windows, a complex roofline, wooden shingle and crushed glass gable end cladding.

1115 Lake Avenue
William and Elizabeth Manor

Erected in 1891, pending copy of survey.

201 Lamkin Street
Name unknown

Pending copy of survey.

611 Logan Avenue
Saint Francis Xavier Church

St. Francis Xavier is historically significant because it is a representation of the working class immigrant culture of the Bessemer neighborhood. The church shows elements of workmanship and design that are inherent to the blue-collar neighborhood that immediately surrounds the site. St. Francis Xavier Church is architecturally is also significant because it is an example of the Spanish Eclectic architectural style applied to a church. Spanish Eclectic is a broad architectural style that includes many components influenced by variations of Spanish styles and popular in the 1920s and 1930s. The building is also worthy of preservation due to the fine artistic ornamentation inside the church.

201 North Main Street
Amherst Block

Pending copy of survey

207-211 North Main Street
Mechanics Building / Masonic Building

Constructed in 1890, architect Francis Cooper's five story Victorian commercial building has walls of processed brick and Fort Collins red sandstone. The building is an important local landmark in downtown Pueblo.

214-226 North Main Street
John Ballast Jewelers / Edelstein Brothers Cigar Store

Pending copy of survey

225 North Main Street
Montgomery Ward Building

The 1936 Montgomery Ward Building is the only Colorado example of the Montgomery Ward Company's standard Georgian Revival corporate style used for its department stores from 1933 to 1948. The building represents the local manifestation of the firm's transition from a mail-order business to a retail store chain.

300 North Main Street
Whitcomb Block / Pueblo Savings & Trust / Clark's Western Wear

The Official Pueblo Inventory of Cultural Resources,
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The Town of Pueblo was incorporated in the early 1870s and local industry developed with the arrival of the Denver & Rio Grande (D&RG) Railroad in 1872. Within a decade the D&RG and its subsidiary, the Colorado Fuel & Iron Company (CF&I), transformed what was an adobe outpost into "the Pittsburgh of the West." In 1886, three local towns consolidated into the City of Pueblo, and with the later annexation of Bessemer, Downtown Pueblo by the 1890s was the financial center for Southern Colorado industries of agriculture, smelting, and small business. As one of the largest and most important cities in Colorado, its growth and wealth attracted entrepreneurs.

One of the entrepreneurs was industrial "trailblazer" George Henry Whitcomb, who capitalized on envelope and stationary manufacturing in his home state of Massachusetts. In 1895, he and his Boston syndicate of investors bought the property at Third and Main Streets in a "Large Realty Transaction." Whitcomb had great confidence in Pueblo and helped drive growth in the city in the early 20th Century with later investments with institutions and Main and Second Streets and Fifth and Court Streets.

The Boston syndicate commissioned Pueblo's most prolific and best-known architect, Francis W. Cooper, to design the building that stands today at the northeast corner of Main and Third Streets. Cooper, born in New York, and an 1874 graduate of Cornell University, he worked in Ohio and Wyoming before establishing his firm in Pueblo in 1881. Pueblo's first powerful family, the Thatchers, hired Cooper, and ten (10) of his eleven (11) commissions in Downtown Pueblo stand today. An American Institute of Architects (AIA) Fellow, for sixteen years he served as President of the State Board of Architect Examiners. His work is symbolic of Pueblo as Southern Colorado's leading urban center, which became a serious rival to Denver as Colorado's economic capital.

Cooper's commission replaced a blacksmithing and wagon repair shop that was constructed in 1871. The Piper Brothers won the bid for construction for a two-story building in 1895, and it was the first steel frame structure of its kind in Pueblo. The foundation would have enabled five-story construction, and the innovation provided for sweeping storefronts on the street level. Akin to buildings erected in that historic period, the Whitcomb Block displayed unique fenestration on the second floor and clad with a white or "blonde" brick block curtain wall. With elaborate detailing on the façade, the building became a gem of Pueblo's architectural heritage.

Since its construction, the present building thrived on a decades-long association with two businesses. From 1904 until 1962 the Pueblo Savings and Trust, associated with Pueblo's development, was influential as a financial center in southern Colorado. It's first president was three-time Colorado Governor Alva Adams. Mahlon D. Thatcher was associated with this place, who, with his brother John A. Thatcher, are the namesakes of the Thatcher Building at Fifth and Main Street. Withstanding the Flood of 1921, "extensive improvements" were made to the building in 1922 when the Pueblo Savings and Trust bought the Whitcomb Block after leasing it for eighteen years. From 1962 until 2005, the building was home to Clark's Western Wear, a western clothing store made famous internationally by the Clark family. Post-period remodeling resulted in alterations where some windows were combined on the second floor with arched headers that fit into rectangular openings.

The site and building has been surveyed to test for listing to the State of Colorado and National Registers of Historic Places since 1983, where it is certainly eligible under Criterion A, "Event," because the property contributed to a major pattern of American history.

Upon designation of the property to a historic register, the applicant and property owner, NeighborWorks Southern Colorado, intends to restore the building to its historic period of significance, including removal of the post-period 1960s awning and wood exterior treatment, and reestablishing the size and placement of windows and associated brick work to match the original façade.

301 North Main Street
S.H. Kress and Company Building

Pending copy of survey

The Official Pueblo Inventory of Cultural Resources,
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317 North Main Street
Pope Business Block

Pending copy of survey

401-411 North Main Street
Colorado Building

William Norman Bowman's 1925 design for the Southern Colorado Investment Company reflects the influence of the prominent architect, Louis Sullivan. The Sullivanesque Colorado Building is a distinct departure from the Victorian and Neoclassical designs so prevalent in the Pueblo business district.

421 North Main Street
Pueblo Federal Building / U.S. Post Office

William Aiken, supervising architect for the U.S. Treasury Department, designed the 1897 Pueblo Federal Building along the lines of an Italian Renaissance Palazzo. Aiken designed numerous federal buildings for Washington, D.C, and for other cities, including the U.S. Mints in Philadelphia and Denver.

500-510 North Main Street
Pending copy of survey

503-511 North Main Street
Thatcher Building

Pending copy of survey

611 North Main Street
Rialto / Chief Theatre, the / Damon Runyon Theatre

Pending copy of survey

614-616 North Main Street
Pueblo City Hall (1880s)

Pending copy of survey

720 North Main Street
Pending copy of survey

830 North Main Street
Pending copy of survey

1911 North Main Street
Walter E. Scott Sr. House

Pending copy of survey

1915 North Main Street
Willard S. Kettering House

Pending copy of survey

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1929 North Main Street
Walter E. Scott House

Pending copy of survey

101 South Main Street
(Original name unknown)

Pumphrey, Paul J.

227-229 South Main Street
(Original name unknown)

White, Everett G and Katherine M. Built 1883.

231 South Main Street
(Original name unknown)

White, Everett G and Katherine M. Built 1883.

211 East Mesa Avenue
Saint Mary's School

Constructed in 1924, St. Mary's was one of the finest elementary schools in the state. It is the most prominent structure north of Rocky Mountain Steel Mill and south of the Arkansas River. The early parishioners were poor Slovenian immigrants, and thousands of prominent Puebloans number among the graduates of the school. The school was built partially of salvaged brick from the Eilers' smelter, largest smelter east of the Mississippi, purchased and demolished by the Catholic diocese in 1923.

900 West Mesa Avenue
Edison School

A multi-purpose central building and two single classroom "unit school houses" were constructed in 1909. Two more "units" and a four classroom building were added in 1923. Edison School is noted for its experimental design which incorporated windows located near the ceiling on three sides of the classrooms in an attempt to provide uniform, diffused light and improved ventilation. Dr. R.W. Corwin, originator of the design, served on the local school board for 44 years.

226 Michigan Street
Saint Patrick's Church

When St. Patrick's was completed in 1882 it was the only Catholic Church in Pueblo. It was the mother church for the old St. Joseph's, Our Lady of Mount Carmel, and St. Francis Xavier parishes and served as the center of Jesuit mission activity for Colorado and New Mexico from 1887 to 1915. The many people that graduated from St. Patrick's School played a great part in Pueblo's society & town. The church, designed in the Gothic Revival style demonstrates meticulous attention to detail of windows and entries. (The rectory is addressed at 304 East Routt Avenue.)

3455 Nuckolls Avenue
Pueblo City Park Zoo

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The two-and-one-half acre zoo contains an assortment of buildings and structures constructed between 1933 and 1940, utilizing native calcium sandstone quarried 25 miles west of Pueblo. The zoo exemplifies the trend toward exhibiting animals in more natural settings. The Pueblo Zoo was constructed during the Great Depression through the efforts of three New Deal agencies: the Public Works Administration; Civil Works Administration; and the Works Progress Administration.

102 South Oneida Street
Quaker Flour Mill / Abel Engineering

Built 1869. Although not absolutely proven, the Quaker Flour Mill can make a strong claim as being the oldest building still standing in Pueblo. Even after the 128 yrs. of its existence, it is still in excellent condition. Over the years, the original four story sandstone building, constructed in 1869 as a four story structure for use as a flour mill, has experienced numerous alterations and additions to accommodate the business needs of subsequent owners. Union Ave. Historic District. Contributing.

101 East Orman Avenue
Stickney, Charles, H., House

Completed in 1890, New York architect William Halsey Ward's design integrated massive Norman elements into this two and a half story red sandstone residence constructed for Stickney, an important figure in the economic development of Pueblo.

102 East Orman Avenue
Orman-Adams House

The 1890 Orman-Adams House, designed by prolific Denver architect William Lang, is an excellent example of the Romanesque Revival style. James B. Orman constructed the building and owned it during his term as Governor from 1901 to 1903. It was purchased in 1918 by Alva Adams and his family. Adams served as Colorado's Governor on three separate occasions. His son, Alva B. Adams, was a United States Senator.

220 West Orman Ave
Dr. William T.H. and Lurena Baker Home

Year of Construction: 1912. Source of Information: Pueblo County Assessor's Records, R. L. Polk Pueblo City

Directory 1912, structure enumerated and occupied. Architect or Builder: Chicago builder, name unknown, possibly affiliated with Frank Lloyd Wright. Source of Information: Great Grandson of WTH Baker (Bob Baker) Original Owner: Dr. William T. H and Lurena Baker.

300, & 400 blocks of Palm Street
The Grove Historic District

[Copy narrative from 5PE.5519, also see HPC-17-03]

102 & 114 West Pitkin Avenue
Black, Dr. John A., House Complex

Constructed in 1910 for a prominent physician, the home exhibits an unusual application of classical detailing to a Foursquare design. The 2½-story blonde brick dwelling has a two-story rounded portico supported by large Ionic columns dominating its facade. The adjacent house was associated with it.

302 West Pitkin Avenue
Number 1 Pitkin Place

The Official Pueblo Inventory of Cultural Resources,
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Chostner, J. E. and Paula J. Built 1893. Pitkin Place as the only existing example of an exclusive 1890's subdivision, Pitkin Place remains basically intact. Its significance is derived in part because of its contribution to planning and development and due in part to its architect-contractor (Roe & Shutt) who designed the block. Roe & Shutt were well known local architects. In addition to Pitkin Place, they were commended for their design of the old Centennial School & Carlile School.

306 West Pitkin Avenue
Number 2 Pitkin Place

Michael, Dewey W and Addalee. Built 1893.Pitkin Place as the only existing example of an exclusive 1890's subdivision, Pitkin Pl. remains basically intact. Its significance is derived in part because of its contribution to planning and development and due in part to its architect-contractor (Roe & Shutt) who designed the block. Roe & Shutt were well known local architects. In addition to Pitkin Place, they were commended for their design of the old Centennial School & Carlile School.

310 West Pitkin Avenue
Number 3 Pitkin Place

King, Dale Robt. & June Haigh. Built 1893. Pitkin Place as the only existing example of an exclusive 1890's subdivision, Pitkin Pl. remains basically intact. Its significance is derived in part because of its contribution to planning and development and due in part to its architect-contractor (Roe & Shutt) who designed the block. Roe & Shutt were well known local architects. In addition to Pitkin Place, they were commended for their design of the old Centennial School & Carlile School.

314 West Pitkin Avenue
Number 4 Pitkin Place

Johnson, Diana L. & Edward A. Built 1892. Pitkin Place as the only existing example of an exclusive 1890's subdivision, Pitkin Pl. remains basically intact. Its significance is derived in part because of its contribution to planning and development and due in part to its architect-contractor (Roe & Shutt) who designed the block. Roe & Shutt were well known local architects. In addition to Pitkin Place, they were commended for their design of the old Centennial School & Carlile School.

318 West Pitkin Avenue
Number 5 Pitkin Place

Miller, Bruce Eric & Beth K. Built 1895. Pitkin Place as the only existing example of an exclusive 1890's subdivision, Pitkin Pace remains basically intact. Its significance is derived in part because of its contribution to planning and development and due in part to its architect-contractor (Roe & Shutt) who designed the block. Roe & Shutt were well known local architects. In addition to Pitkin Place, they were commended for their design of the old Centennial School & Carlile School.

322 West Pitkin Avenue
Number 6 Pitkin Place

Thorsell, Lee H. & Linda J. Built 1911. Pitkin Place as the only existing example of an exclusive 1890's subdivision, Pitkin Pl. remains basically intact. Its significance is derived in part because of its contribution to planning and development and due in part to its architect-contractor (Roe & Shutt) who designed the block. Roe & Shutt were well known local architects. In addition to Pitkin Place, they were commended for their design of the old Centennial School & Carlile School.

326 West Pitkin Avenue
Number 7 Pitkin Place

The Official Pueblo Inventory of Cultural Resources,
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Butler, John E. & Katherine A. Built 1895. Pitkin Place as the only existing example of an exclusive 1890's subdivision, Pitkin Pl. remains basically intact. Its significance is derived in part because of its contribution to planning and development and due in part to its architect-contractor (Roe & Shutt) who designed the block. Roe & Shutt were well known local architects. In addition to Pitkin Place, they were commended for their design of the old Centennial School & Carlile School.

431 East Pitkin Avenue
Central High School

Built circa 1881 as a high school, after several years it became a grade school. The pink rhyolite "Stone Schoolhouse" remains a visual landmark in Pueblo.

200 & 300 block of Plum Street
The Grove Historic District

[Copy narrative from 5PE.5519, also see HPC-17-03]

229 Quincy Street
King, Dr. Alexander T., House

Built in 1891, the two and one half story, multi-gabled roof, red brick residence and the carriage house are good examples of the Queen Anne style.

215 West Routt Avenue
King, Dr. Alexander T., Carriage House

Built in 1891, the two and one half story, multi-gabled roof, red brick residence and the carriage house are good examples of the Queen Anne style.

300, & 400 blocks of Rush Street
The Grove Historic District

[Copy narrative from 5PE.5519, also see HPC-17-03]

100 North Sante Fe Avenue (until 400 block North Santa Fe Avenue; between 38.268032, -104.606962 and 38.270566, -104.607001)
Pueblo Trolley Tracks on Santa Fe Avenue

[Copy narrative from HPC-17-03]

201-207 North Santa Fe Avenue
Holden Block

Built 1881 this is the oldest two-story brick block that remains in Pueblo's first commercial and financial district. Owner Delos Holden was a banker, real estate investor, and the consolidated Pueblo's first mayor. The building is typical 19th century Italianate commercial architecture.

221-225 North Santa Fe Avenue
Studzinski Block

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Built in1882 by City Councilman from 1917-1921, Michael Studzinski gained recognition throughout the West for his decisive action to reorganize the demoralized city government after the devastating 1921 Arkansas River flood. The Studzinski Block is one of Pueblo's oldest three-story structures and a poignant reminder of Pueblo's first commercial and financial district. The building is Italianate style, with large first floor display windows and transoms above. The storefront entrance doors are asymmetrically collocated adjacent to the center second floor entrance, an unusual feature to this style of building.

227 North Santa Fe Avenue
Fitch Block / Stock Grower's Bank

Pending copy of survey

302 North Santa Fe Avenue
Pending copy of survey

309 North Santa Fe Avenue
Rainbow Bar & Café

Pending copy of survey

311-313 North Santa Fe Avenue
People's Denver Furniture / Top Bid Auction

Pending copy of survey

315 North Santa Fe Avenue
Siking Café

Pending copy of survey

401 North Santa Fe Avenue
Franklin Block

Pending copy of survey

409-411 North Santa Fe Avenue
Rettberg Block / Nacho's Restaurant

Pending copy of survey

417-419 North Santa Fe Avenue
Steinberger Block / Granada Apartments

Pending copy of survey

419.5-425 North Santa Fe Avenue
Wilson's Block / Colorado Floors, NQA

Pending copy of survey

418 & 426 North Santa Fe Avenue
The Numa Hotel / Saint James Hotel / BPOE Pueblo Lodge No. 90

The Official Pueblo Inventory of Cultural Resources,
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Frenchman Numa Vidal, "Prince of the Saloon Men," immigrated to the United States and later opened a saloon in Pueblo in July 1872, shortly after the arrival of the Denver & Rio Grande Railroad. In 1881, he opened a fine hotel, the Numa, constructed at the southeast corner of Fifth and Santa Fe Avenue. It was architect Francis W. Cooper's second commission in Downtown Pueblo. Some years later the Numa was sold to another hotelier and renamed the St. James Hotel. In 1904, the Benevolent and Protective Order of the Elks, Lodge No. 90 (BPOE) acquired the building and commissioned fellow member Cooper to design a remodel. In 1913 fellow member Rapalje's construction company completed the facade change. During the flood of 1921, the Elks Club provided 30,000 meals to refugees and relief workers. During recovery, the Elks Club was the command center for displaced city agencies, including the City Commissioner, police, and employment, while the Salvation Army and Red Cross leased the basement. By the early 20th Century the south adjacent building was acquired by the BPOE for use as offices and a parlor. A historic 1890 bell was installed atop that building in 1932. By the Mid-20th Century, some interior features were remodeled with modern furnishings that are presently maintained. Upon designation of the property to a historic register, the applicant and property owner, BPOE, intends to repair the northern building facade. The building is a fine example of Late Nineteenth and Early Twentieth Century Classical Revival, contributing to the environment and place of Downtown Pueblo for its visual significance over the course of Pueblo's history.

800 North Santa Fe Avenue
Pending copy of survey

801 North Santa Fe Avenue
YWCA-Pueblo

Architect Walter DeMordaunt designed this multi-level, L-shaped building in the Mediterranean style. Built in 1935, the fourteen-inch-thick brick walls are stuccoed, and the gabled portions of the roof are covered with red tile. In 1945, in cooperation with the American Red Cross, U.S.O. and other agencies, the Pueblo YWCA placed special emphasis on seeking out and training American war brides left behind after the conflict.

900 North Santa Fe Avenue
The Colorado Motor Car Company

Pending copy of survey

240 South Sante Fe Avenue
National Broom Manufacturing Company

[Copy narrative from HPC-17-03 p 3.]

285 South Sante Fe Avenue
Elson Bridge

Originally crossing the Purgatoire River in Las Animas County, in 1993, the 150' span faced demolition due to its deteriorating condition and low load capacity. Circa 1994, as part of the Colorado Department of Highway's Adopt-a-Bridge program, the Pueblo Bridge Company's 1905 pin-connected Pratt through truss structure was dismantled, transported, and subsequently reassembled for use as a pedestrian bridge along the Runyon Commuter Trail in Pueblo.

501 South Sante Fe Avenue
Discount Tires & Batteries

[Copy narrative from HPC-17-03 p 3.]

The Official Pueblo Inventory of Cultural Resources,
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501 South Sante Fe Avenue (South Santa Fe Avenue on east; Arkansas River on southwest; Plum Street on northwest; and East D Street on northeast.)
The Grove Historic District

[Copy narrative from HPC-17-03 p 3.]

651 South Sante Fe Avenue (approximate address)
Santa Fe Avenue Bridge K-18-R

[Copy narrative from HPC-17-03 p 3.]

2316 Sprague Street
Sacred Heart Orphanage

Captain John J. Lambert, editor and publisher of the Pueblo Daily Chieftain, bought and donated a ten-acre site to the Franciscan Sisters for the purpose of establishing an orphanage. The orphanage, Pueblo's largest, opened in 1903. Large and institutional in overall appearance, this Romanesque Revival building displays superior craftsmanship in its detailing.

200 & 300 blocks of Spring Street
The Grove Historic District

[Copy narrative from 5PE.5519, also see HPC-17-03]

300 Spring Street
Star Bar, the Grove Historic District

[Copy narrative from 5PE.4442; 5PE.5519]

1000-1010 Spruce Street
Saint John's Greek Orthodox Church

The 1907 church building is one of Pueblo's earliest and well-preserved examples of the Classical Revival style. The building exhibits the distinctive characteristics of the style in its full-width pedimented portico supported by large Ionic columns. The semi-circular transom and round-arched window openings with Queen Anne-inspired glazing result in an unusual expression of this style.

105-107 North Union Avenue
Bayle Block

(Demolished in 2000s for Riverwalk) Constructed in 1889, P.P. Mills Architect. A two-story brick structure, boxed cornice with brackets and dated frieze, decorated parapet gable with name block, belt course, decorated piers and lintels, drop or pendant at cornice corner, recessed double panel main doors, and cast-iron posts.

230 North Union Avenue
Joseph H. Edwards Senior Center

City of Pueblo, constructed in the 1980s. (The previous building was built in 1887, demolished for urban renewal of Central Pueblo.)

315 North Union Avenue (Previously addressed at 119 Central Plaza)
El Pueblo Site and History Museum

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El Pueblo, occupied from 1842 to 1854, is important for its association with the exploration and settlement of what became Colorado and the larger Rocky Mountain West; for its association with commerce and trade, both in the local area and as part of a regional trail system; and for its association with the social history of the upper Arkansas River, a multi-ethnic, multi-cultural, and multi-national population.

101-103 South Union Avenue
Part of Stewart Block

Built 1886. During 1980s: Elmer's Sheet Metal owned by the Girodo Partnership.

105-107 South Union Avenue
Orman and Crook's Armory Block / Sam Nelson Furniture

Constructed in 1886, (Historic Address: 1-3 South Union Avenue). Two-story brick; restored historic features. (During the 1980s when the district was nominated to the National Register, this building had been stuccoed and windows filled. It is probable that in 1992 the facade was restored by Manley R.J. Masonry. (Sources: National Register nomination, Pueblo Regional Building Department).

Sanborn map (1886, 1889, 1893, 1904) indicates an "Armory" lodge hall on the 2nd floor. The first stores were a grocery in 107 and secondhand shop in 109. By 1889 a paper hanging service occupied 107, with a paint shop outbuilding in the rear. By 1893 a paints and oils retail occupied 107, and a new and secondhand furniture occupied 109. A wall had separated both stores. The Polk Directory (1929, 1932, 1957, 1977, 1989) listed Sam Nelson Furniture Company. In 1932, unit 109 ½ was "Jackson Myrtle Mrs furn rms" (boarding house). Listed vacant in 1957. Sanborn maps in the 1950s-1960s had no information about the 2nd floor. Recommend further research for the upstairs unit.

Building owner Brett Hunsinger in 2019 stated that Sam Nelson's wife died in the 1921 flood, and he moved away from Pueblo and passed away "of a broken heart." The name "Sam Nelson Furniture Company" and "Mad Sam" marketing strategy was by the Lytvak family who owned the property for much of the 20th Century. In 2006 Julie Lytvak and Forrest Vean sold the property to Mr. Hunsinger.

109 South Union Avenue
(original name unknown)

Miller, Max A and Mike and Warren. Built 1950.

118-120 South Union Avenue
(original name unknown)

White, Everett G and Katherine M. Built 1920.

121-125 South Union Avenue
Erickson Block

Constructed in 1902. (Historic Address: 5 & 7 South Union Avenue). Two-story, red-brick structure with decorative brick work, stone lintels, and brick piers; parapet rises above a horizontal molded and decorated band. (National Register nomination.)

Various building permits in 1991, 1993, 1994, 1997, and 2010 (Pueblo Regional Building Department).

Sanborn map (1904) indicates a saloon on the 1st floor. An iron clad steam heater in the basement heated both this and the adjacent northeast building.

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122 South Union Avenue
Pace's Book Exchange

Harvey, Betty Lou. Built 1905.

124 South Union Avenue
(Original name unknown)

HEART-LIGHT METAPHYSICAL STORE. Newman, Linda S. Built 1905.

126 South Union Avenue
(Original name unknown)

LAMPLIGHT COFFEE COMPANY, Vaughan, Darlene. 1905.

128 South Union Avenue
Price Block

Built 1883. Two-story red-brick structure; cast iron posts on first floor; belt courses; and arched stone labels above windows. Cruz, Salvador J and Arturo were owners when it was listed in the 1980s.

130 South Union Avenue
Gold Dust Block

Pacheco, Donna J Built 1889. As a successful businessman, Andrew McGovern, an Irish immigrant, rose to prominence constructing business houses, namely the architecturally ornate Mcgovern Block & Annex, and the Golf Theater. His business ventured into a feed & grain store that evolved into the coal industry. He served on the South Pueblo Council as alderman, was active in the democratic party & was instrumental in constructing the 1st Catholic Church on the south side of the Arkansas River.

131 South Union Avenue
Smith, Benjimen E. and B. Darlene. Built 1925.

133 South Union Avenue
Smith, Ben E and B Darlene. Built 1925.

201-205 South Union Avenue
Union Avenue Livery

Gussenbauer, George L. Built 1920.

204 South Union Avenue
Kitchen Block

Built 1883. Boxed cornice; brackets with frieze; cast iron posts; stained glass; wooden store front. Presumably listed as "non-contributing" because of a stucco alteration.

In the 2000s Makovsky, Isadore. Jeffrey Alan Furniture Company.

206 South Union Avenue
(Original name unknown)

Ambrose, Aubrey. Built 1891.

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207-209 South Union Avenue
(Original name unknown)

Estrada, Vera Lou. Built 1920.

211-213 South Union Avenue
(Original name unknown)

UNIQUELY YOURS GIFT SHOP , White, Everett G and Katherine M. Built 1937.

214-216 South Union Avenue
KUSHNIR FURNITURE BUILDING, Kushnir, Ray. Built 1900.

215 South Union Avenue
(Original name unknown)

Originally a tavern built 1921, this one-story, red-brick, building is considered non-contributing to the historic district, probably because of alterations to the storefront, which appears to a later alteration of cinder block, but with some corbeling features.

217-219 South Union Avenue
Gold Dust Saloon

Built in 1990 according to County Assessor. (Previous building was constructed 1883 and demolished at an unknown date.)

218 South Union Avenue
KUSHNIR FURNITURE BUILDING, Kushnir, Ray. Built 1924.

220 South Union Avenue
(Original name unknown)

ELLER MARKETING, Eller, Steve C and Gloria G. Built 1921.

222 South Union Avenue
(Original name unknown)

Pacheco, Donna J. Built 1881.

223 South Union Avenue
(Original name unknown)

ANGELO'S PIZZA PARLOR, C.C.J., LLC. Built 1905.

224 South Union Avenue
ROGUE'S GALLERY & SOHO BAR, Graziano, John W. Built 1893.

226-228 South Union Avenue
(Original name unknown)

Springfield, Mildred As Tr. Built 1887.

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229 South Union Avenue
(Original name unknown)

MAGPIES, Coppola, Bill. Built 1896.

231-233 South Union Avenue
(Original name unknown)

SEABEL'S, Koncilja, Joseph A and James R. Built 1881. Significant for its architectural style & its association with Delos L. Holden, prominent banker, bldg. Investor, & politician.

230 South Union Avenue
DeReimer Block

Built 1883. The three-story red brick building is distinguished by the style of architecture & number of ornate features, including brick piers with decorative plinths; boxed cornice; decorated frieze; and, decorated pediment. The DeReimer block strongly exemplified the Victorian Second empire style of architecture that made its way into Colorado in the 1880s. It is the work of F.W. Cooper, noted Pueblo architect, and the owner, James R. DeReimer, who became prominent as a civil engineer and real estate investor. The latter contributed to the development of railroads, commerce, and historic buildings in South Pueblo.

232 South Union Avenue
Holden Block (condemned and demolished in 2001)

Built 1888. Originally a restaurant / dinner theatre, this was a three-story red brick building, with cast iron posts and spandrel; 20 rectangular windows on side wall, with arches and radiating voussoirs with keystone and, decorative cast iron panel.

301 South Union Avenue
Branch Inn (destroyed by explosion in 2009)

Built 1883; remodeled in 1920s. This tavern-restaurant was a one-story, later stuccoed ith a block-long addition in 1940.

304-308 South Union Avenue
Donnegan Block

Constructed in 1883, two-story red brick structure. Altered with stucco, possibly in 2000, 2004, or 2009, according to Building Department permits for building remodels. Brick piers with plinth, decorated. Three-center door openings with double transoms, decorated linels.

307 South Union Avenue
CIGARS, LTD. Moore, Jene W And Anita R. (Non-contributor to Union Avenue)

309 South Union Avenue
Ciavonne, Ted R and Josephine. Built 1900.

311-313 South Union Avenue
Stores

Built 1905. One-story red brick; piers; multi-paned glass; stuccoed; rehabilitation in progress.

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319 South Union Avenue
Koncilja, James and Athena. Built 1920.

320-324 South Union Avenue
Kogovsek, Patricia C. Built 1893.

325 South Union Avenue
Tivoli Building

Built 1896. Two-story cut stone with piers; steel belt course and decorated concrete belt course.

327-335 South Union Avenue
William Strait Block

Built1893. Architect: G. W. Roe. Two-story red brick structure with four store fronts; also pier and spandrew with plinth, two iron belt courses, stone belt course, corbeling, and 17 spaced windows across the front.

330 South Union Avenue
McLaughlin Building

Built 1891. Victorian Eclectic style with Romanesque features. It was dedicated to Michael McLaughlin, who died in 1888. It originally contained a hotel, two saloons, two restaurants, a barbershop and a shoe shop. Before 1921 there was a garden level in the front of the building that was converted to a basement after the devastating Pueblo flood later that year that filled the area with mud and debris. The three-story building was a vital structure in Pueblo's Union Avenue Historic Business District. The district maintains a feeling and association of a late nineteenth/early twentieth century commercial area.

The building is a three-story brick structure with stone piers, spandrel with plinth, stone belt courses and lug sills; 12 recessed Palladian windows with arched radiating voussoirs; date stone; and parapet and entablature at roof line.

Openings in the garden level were sealed with brick and a basement was created in the front half of the building after the 1921 flood. There is also a basement in the back half of the building with walls supported by 8"x8"x16" concrete masonry block walls below grade. A non-useable freight elevator from the mid-20th century is at the southeast corner of the building with stops at the basement and each floor. Very little has been done to the building since the 1950's except some minor plumbing, electrical, and mechanical work and brick parapet repair in 2014.

400 South Union Avenue
Holmes Hardware

Built 1915. Three-story red brick, rosette columns at front door, square cast iron posts on first floor, pier and spandrel wall on second and third floors, cornice boxed, frieze decorated, semi-elliptical window heads, double arches, and radiating voussoirs on third floor. Historic address 79 South Union Avenue. The significance of the Holmes Hardware Building occurred because of the builder, Alva B. Adams, a multi-faceted individual who served as governor of Colorado on three different occasions; two-year terms in 1887-1889 and 1897-1899, and a one-day term on March 16, 1905. In commerce, he started in the hardware & lumber business in Colorado Springs in 1871. He came to Pueblo in 1873. He was involved in the Adams & Posey hardware line. Union Avenue Historic District, contributing.

100 North Victoria Avenue
PUEBLO WINTRONIC CO. Pumphrey, Paul J. and William R. (Union Ave. Historic District, non-contributing.)

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102 South Victoria Avenue
Cope Office Supply. Cope, Stanley L and Mary Kathryn. Built 1893.

104 South Victoria Avenue
Pueblo Southwest Trading Company

Byers, Alvah P.Built 1894.

105 South Victoria Avenue (building envelope, only)
Pueblo Power Plant / Black Hills Energy 5 & 6

The power plant delivered power beginning in 1888. It has been a prominent structure and has influenced the development of Pueblo. It is an example of the Art Deco Industrial with Modern Movements. The structure anchors the northwestern end of the Historic Arkansas River Project (HARP) and is adjacent to the Union Avenue Historic District.

Electricity first came to Pueblo, Colorado in 1888, just nine years after Thomas Edison produced the first electric lamp. 105 S Victoria Street was the site of the first steam driven generator, which brought electricity to the city. This was built and operated by Pueblo Light, Heat, & Power Company. An immediate beneficiary of electricity was the Pueblo City Railway Company, formed in 1889. Pueblo has the distinction of becoming one of the first cities to have electric powered street cars.

Power requirements increased and resulted in mergers by 1911 of power companies in Pueblo, Cañon City, Rocky Ford, Cripple Creek and Victor. Those municipalities formed Arkansas Valley Railway, Light, & Power Company. Additional mergers with power firms in Florence and Custer County formed the Southern Colorado Power Company in 1923. Of all of the old power plants consolidated into the system, all have been demolished except for Skaguay in Victor, CO, and Pueblo.

Construction of phase 1 was completed in 1922 and the 7500KW generator was brought online. This helped to power development in the city and region including mining of the Cripple Creek District. Increased need of power, especially from large consumers like the Pueblo Army Depot, required the second phase expansion to the east side of the power house with the addition of a 7500KW steam powered turbine. This increased the Power Company's total output to 34,000KW.

Increased post war power demands from factories, industries and homes in Pueblo and Freemont Counties required construction of the third phase expansion to the west end of the building. A 15,000KW combination steam and fuel oil turbine driven generator was installed and constructed in 1949.

Notable persons involved in electrical power were W. N. Clark, head of Southern Colorado Power Company for whom the Canyon City plant was named after, and Mark G. Lord, Superintendent of Power Plant and Shops and VP of sales. Mr. Lord was responsible for assisting in the management of innovations on gravel separation and water cooling for which the Arkansas River represented unique challenges after the 1921 Pueblo Flood and subsequent relocation of the river channel midway through construction of the Pueblo Steam Plant (the building now known as Power Plant 5 & 6). Mr. Lord's grandson, Todd Pasquin, now owns and operates the Historic Federal Building in downtown Pueblo (and other direct descendants are prominent members of the business community.)

Byllesby Engineering & Management Company, the designer of the Pueblo Steam Plant (see Architecture 2b, below), was also an owner and operator of a number of trolley systems in the United States in the early part of the 20th century. The design was named the "Safety Car," and became known as the "Birney Safety Car" and ultimately simply as the "Birney" car.

The Pueblo Steam Plant construction began in 1921 and was halted by the great Pueblo Flood on June 3, 1921. Workers scrambled to sandbag facilities on the site to maintain vital electric service to the telephone switchboards so residents could be warned of rising flood waters.

Black Hills 5&6 was originally known as the Pueblo Steam Plant, was built in the style of Art Deco Industrial with Modern design features. Completed in 1922, it provided electricity to more than 300 Central Business District (CBD) structures. Designed by Byllesby Engineering & Management Company, the Steam Plant's architecture, equipment, cooling water screening operation and is notable both for its engineering and industrial design innovations. The equipment was innovative in the region and the western United States when it began operating. The plant underwent a series of expansions in generating electricity to keep up with power demands due the expansion of housing, commerce, manufacturing, steel production at Colorado Fuel & Iron Works, and mining. It remained operational until its recent decommissioning in 2012.

The Pueblo Steam Plant was designed by the Chicago based firm of Byllesby Engineering & Management Company. This company was founded by Henry Marison Byllesby (1859 - 1924) who was one of the most prominent electrical engineers of his time. Around 1881, after Byllesby earned an engineering degree, he was hired by Thomas Edison and made all of the drawings and most of the designs for the first central station of the Edison Electric Light Co in Manhattan. In 1885 he was hired by George Westinghouse to manage, help organize and incorporate Westinghouse Electric Companies in the USA and London England. He formed H.M. Byllesby & Co. (later Byllesby Engineering & Management Co by the time Pueblo Steam Plant designs began in 1920) a Chicago based conglomerate that owned steamships, streetcars and utility companies across the United States. Mr. Byllesby was largely responsible for the development of the alternating current system of lighting and procured over 40 patents on distribution systems and electrical apparatus. In 1904, the H. M. Byllesby Engineering & Management Company of Chicago, Illinois, obtained the controlling interest in the Birney Safety Streetcar Co through stock purchases. These cars replaced the Denver Car design in Pueblo and were used until the end of trolley service in 1947.

Art Deco Industrial with Modern Movements: The original core of this industrial plant is of vernacular design in brick masonry with Neo Classical design features in cast concrete. The primary construction material is hard-fired brick, laid up with narrow mortar joints in the English Bond pattern, with alternating courses consist of headers and stretchers, ending with queen closers. Soldier and Sailor brick courses are prominent features that frame the fenestrations and decorative bands of the upper facades. This particular bond is the strongest structurally and is often used in industrial buildings of this type. The cornice is simple, flat and not a decorative feature of this building – though this simple design allows for stepped parapets as needed to accommodate and screen roof-top projections.

The most prominent character defining feature are the massive, deep-set recessed vertical steel windows with divided lights, the lower sections incorporate operable transom windows. Vertical brick pilasters are incorporated between each vertical window block, and extend approximately 3/4th the distance from the ground to the cornice, ending in a raked (angled) top capitol. Rectangular cast concrete corner blocks appear at the top of each window block. The exterior condition of this core section appears to be in good-to-excellent condition, with normal deterioration of the steel windows as typical when regular maintenance has been stopped.

Black Hills Power Plant 5 & 6 is about three quarters of a mile west of Interstate 25. The power plant is located directly west of the HARP's Lake Elizabeth and one block north of the Union Avenue Historic District. Black Hills Power Plant 5 & 6 is also located in Pueblo Urban Renewal Authority's "Expanded Phase One Urban Renewal Project Area." The Power Plant is adjacent to the Historic Union Ave Historic District. The Union Avenue Historic District consists of a large group of commercial structures located south of the central business district in Pueblo, Colorado. The commercial buildings in the area lie primarily along Union Avenue and Victoria Ave along the four intersecting streets of East and West "B," "C," and "D" and South Grand. The district has a total of 87 properties. Of this number, 70 contribute to the historic and architectural integrity of the district; 9 are more modern, noncontributing structures; and 8 are vacant lots. When taken together, the structures form a record of commercial architecture in Pueblo and evidence of the changes which have taken place in the course of time. The Historic District maintains the feeling and association of a late nineteenth/early twentieth century commercial area.

One of Pueblo's most prominent skyline features is the Power Plant's steel smokestack rising to a height of more than 270' and masonry smokestack rising 160'. In the context of the city's surrounding landscape, the Power Plant is historically significant for its role in the evolution of the power industry in Southern Colorado. For ninety years it provided electrical service to Pueblo and Surrounding Southern Colorado towns.

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1908, 1912 West Street
North Side Historic District

See historic district description. Pending individual survey details.

Listings outside the city limits within the County of Pueblo (alphabetical by address)

CO-96 (West of Pueblo at State Highway 96 and Siloam Road; 38.257344, -104.690931)
Goodnight Barn

Pending copy of survey. See GoodnightBarnPueblo.org for restoration committee.

9112 Pueblo Mountain Park Rd, Beulah, CO 81023 (West of Pueblo at State Road 78; 38.0487338, -104.9987869)
Pueblo Mountain Park

Pending copy of survey.

1706 Roselawn Road
Roselawn Cemetery

Pending copy

1900 – 1910 Sante Fe Avenue
Commercial building

[Copy narrative from HPC-17-03 p 3.]

1917 Sante Fe Avenue
Commercial building

[Copy narrative from HPC-17-03 p 4.]

2000 Sante Fe Avenue
Commercial building

[Copy narrative from HPC-17-03 p 4.]

2001 Sante Fe Avenue
Residence

[Copy narrative from HPC-17-03 p 4.]

2021 Sante Fe Avenue
Six commercial and residential buildings

[Copy narrative from HPC-17-03 p 4.]

2405 Sante Fe Avenue
Residence

[Copy narrative from HPC-17-03 p 4.]

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2507 Sante Fe Avenue
Residence

[Copy narrative from HPC-17-03 p 4.]

25100 East US Highway 50
Commercial building

[Copy narrative from HPC-17-03 p 4.]

Unknown Address
B.B. Fields Trading Post

Pending copy of survey

Note: Several historic resources pending listing.

Pueblo Inventory of Cultural Resources
Summary Table

Printed 10/29/2020

2017	2018	2019	2020	NOTE
260	263	263	263	total places listed on one or more historic registries (some places are listed on multiple registries)
232	235	235	235	total places with historic integrity (most relevant for reporting)
				Pueblo Inventory of Cultural Resources
260	263	263	263	total places listed on local registry
234	237	237	237	places with local historic integrity (this is most relevant for Pueblo)
81	84	84	84	local landmarks
2	2	2	2	zoned H-B and not associated with historic districts
153	153	153	153	contributing to local historic districts
26	26	26	26	non-contributing to local historic districts
18	18	18	18	(opted out of local historic districts)
				Colorado State Historical Registry
7	7	7	7	places listed on state registry
5	5	5	5	(not listed on other registers)
				National Register of Historic Places
124	125	125	125	total places listed on national registry
115	115	115	115	places with historic integrity (national)
49	49	49	49	listed on the National Register (these are also local landmarks)
3	3	3	3	listed on the National Register (outside City limits and not local landmarks)
63	63	63	63	contributing to national historic districts (these are also local contributors to districts)
9	10	10	10	non-contributoring to national historic districts

NUM	DIR	STREET	TYPE	HISTORIC NAME	BUILT	HB	LL	DATE	ORD	LHD	LHD-C	LHD-NC
212	West	03rd	Street	Henkel-Duke Mercantile Company \	1895		1	9/9/2002	6888			
403	East	04th	Street	Sweeny Feed Mill, the	1896		1	8/26/2006				
1402	East	07th	Street	Saint Leander Church			1	8/9/2010	8249			
1438	East	07th	Street	Saint Leander School	1914		1	8/9/2010	8250			
408	West	07th	Street	Rood Candy Company Building			1	9/9/2002	6888			
215	West	10th	Street	Pueblo County Courthouse	1908		1	9/9/2002	6888			
310	West	11th	Street	First Methodist Church of Pueblo			1	3/26/2007				
401	West	11th	Street	Fitch Terrace			1	9/9/2002	6888			
417	West	11th	Street	White, Asbury, House			1	9/9/2002	6888			
229	West	12th	Street	Bowen Mansion	1892		1	9/9/2002	6888			
727	West	13th	Street	The Edgar Olin House			1	9/13/2004				
1301	West	13th	Street	Colorado State Hospital Superintendent's House			1	9/9/2002	6888			
419	West	14th	Street	Rosemount / Thatcher Mansion			1	9/9/2002	6888			
325	West	15th	Street	Baxter House / Bishop's House			1	9/9/2002	6888			
425	West	15th	Street	Beaumont, Allen J., House	1889		1	9/9/2002	6888			
303	West	17th	Street							North Side, the (phase 1)	1	
605	West	17th	Street							North Side, the (phase 1)		1
302	West	18th	Street							North Side, the (phase 1)	1	
315	West	18th	Street							North Side, the (phase 1)		1
317	West	18th	Street							North Side, the (phase 1)		1
321	West	18th	Street							North Side, the (phase 1)		1
325	West	18th	Street							North Side, the (phase 1)		1
401	West	18th	Street							North Side, the (phase 1)		1
409	West	18th	Street							North Side, the (phase 1)	1	
419	West	18th	Street							North Side, the (phase 1)	1	
420	West	18th	Street	Church of the Ascension / Ascension Episcopal Church						North Side, the (phase 1)	1	
420	West	18th	Street							North Side, the (phase 1)		1
423	West	18th	Street							North Side, the (phase 1)	1	
425	West	18th	Street							North Side, the (phase 1)	1	
529	West	18th	Street							North Side, the (phase 1)	1	
611	West	18th	Street							North Side, the (phase 1)	1	
615	West	18th	Street							North Side, the (phase 1)		1
203	West	19th	Street							North Side, the (phase 2)		

NUM	DIR	STREET	TYPE	HISTORIC NAME	BUILT	HB	LL	DATE	ORD	LHD	LHD-C	LHD-NC
207	West	19th	Street	James R. and Della M. Davies House	1909					North Side, the (phase 2)	1	
209	West	19th	Street	James L. Lovern House	1908					North Side, the (phase 2)	1	
307	West	19th	Street	Benjamin Franklin Koperlik House	1921					North Side, the (phase 2)	1	
309	West	19th	Street	Judge J. Arthur Phelps House	1922					North Side, the (phase 2)	1	
311	West	19th	Street	William Peace House	1923					North Side, the (phase 2)	1	
411	West	19th	Street	Frank & Alice McAvoy House	1929					North Side, the (phase 2)	1	
415	West	19th	Street	Samuel R. Risley House	1906					North Side, the (phase 2)	1	
419	West	19th	Street	Royal W. Olson House	1913					North Side, the (phase 2)	1	
425	West	19th	Street	Dr. Edwin W. Varley House	1904					North Side, the (phase 2)	1	
517	West	19th	Street							North Side, the (phase 2)		
519	West	19th	Street	George B. Eberenz House	1903					North Side, the (phase 2)	1	
521	West	19th	Street	David M. Campbell House	1903					North Side, the (phase 2)	1	
615	West	19th	Street							North Side, the (phase 2)		
616	West	19th	Street							North Side, the (phase 1)	1	
619	West	19th	Street	J. Robert & Lena D. Duckworth Hou	1914					North Side, the (phase 2)	1	
620	West	19th	Street							North Side, the (phase 1)		1
621	West	19th	Street	Leold "Leo" Guggenheim House	1911					North Side, the (phase 2)	1	
624	West	19th	Street							North Side, the (phase 1)	1	
625	West	19th	Street	Edward C. Teller House	1909					North Side, the (phase 2)	1	
210	West	20th	Street							North Side, the (phase 2)		
306	West	20th	Street							North Side, the (phase 2)		
316	West	20th	Street							North Side, the (phase 2)		
416	West	20th	Street	Morton & Ruth Rechnitz House	1929					North Side, the (phase 2)	1	
418	West	20th	Street	Everett Day Duplex	1930					North Side, the (phase 2)	1	
614	West	20th	Street	William R. & Vera M. Dunn House	1952					North Side, the (phase 2)	1	
616	West	20th	Street							North Side, the (phase 2)		
620	West	20th	Street							North Side, the (phase 2)		
622	West	20th	Street	Leonard C. Gibbens House	1915					North Side, the (phase 2)	1	
415	East	Abriendo	Avenue	McClelland Orphanage	1935		1	9/9/2002	6888			
100	West	Abriendo	Avenue	Christopher Columbus Monument, the			1	5/23/2011	R-12157			
300	West	Abriendo	Avenue	Walter, Martin, House	1906		1	9/9/2002	6888			
100	West	B	Street	Depot Annex (Post Office Terminal	1922; 1950			9/9/2002	6888	Union Avenue	1	
103	West	B	Street	William Strait Block (Stores & Apart	1890					Union Avenue	1	

NUM	DIR	STREET	TYPE	HISTORIC NAME	BUILT	HB	LL	DATE	ORD	LHD	LHD-C	LHD-NC
113	West	B	Street	Coors Building; Vendome Hotel	1903	4/8/1985				Union Avenue	1	
117	West	B	Street	Unionia Newspaper	1905	4/8/1985				Union Avenue	1	
121	West	B	Street	Hotel and Tavern; Arcade Building	1904	4/8/1985				Union Avenue	1	
132	West	B	Street	Union Depot	1890	4/8/1985				Union Avenue	1	
132	West	B	Street	Santa Fe Locomotive #2912	1944		1	9/9/2002	6888			
200	West	B	Street		1889	4/8/1985		9/9/2002	6888	Union Avenue	1	
223	West	B	Street	Rio Grande Freight House		1		Z-98-16	6375			
905		Berkley	Avenue	Hazerlhurst / Berkley House	1895		1	9/9/2002	6888			
116		Broadway	Avenue	Hose Company #3	1898		1	7/24/2006				
126		Broadway	Avenue	South Pueblo Lodge #31			1	12/12/2005				
400		Broadway	Avenue	First Methodist Episcopal Church /	1902		1	9/9/2002	6888			
116	East	C	Street	Store	1883	4/8/1985		9/9/2002	6888	Union Avenue	1	
215		Canal	Street	Minnequa Steel Works Office Buildi	1901		1	9/9/2002	6888			
225		Canal	Street	Minnequa Steel Works Dispensary	1902		1	9/9/2002	6888			
38		Carlile	Place	Tooke-Nuckolls House	1891		1	9/9/2002	6888			
44		Carlile	Place	Carlile, James N., House	1872		1	9/9/2002	6888			
119		Central	Plaza	Tutt Building	1890		1	9/9/2002	6888			
1		City Hall	Place	City Hall	1917	4/8/1985				Union Avenue	1	
1		City Hall	Place	Memorial Auditorium	1919	4/8/1985				Union Avenue	1	
330		Colorado	Avenue	J.A. Wayland House, the			1	7/12/2010	8250			
501		Colorado	Avenue	Galligan House	1891		1	9/9/2002	6888			
1801		Court	Street							North Side, the (phase 1)	1	
1805		Court	Street							North Side, the (phase 1)		
1821		Court	Street							North Side, the (phase 1)	1	
1825		Court	Street							North Side, the (phase 1)	1	
1827		Court	Street							North Side, the (phase 1)	1	
1901		Court	Street	Barndollar-Stone-Work House, the			1	8/14/2006		North Side, the (phase 2)		
1906		Court	Street	Barndollar-Gann House	1889		1	9/9/2002	6888	North Side, the (phase 1)	1	
1910		Court	Street	Adelbert A. Weiland house	1914					North Side, the (phase 2)	1	
1912		Court	Street	Ralph B. Ferris House	1908					North Side, the (phase 2)		1
1917		Court	Street	Robert Anderson House; John Fred	1904					North Side, the (phase 2)	1	
1918		Court	Street							North Side, the (phase 2)		
1921		Court	Street							North Side, the (phase 2)		

NUM	DIR	STREET	TYPE	HISTORIC NAME	BUILT	HB	LL	DATE	ORD	LHD	LHD-C	LHD-NC
1922		Court	Street	Rolland L. Phillips House	1923					North Side, the (phase 2)	1	
1926		Court	Street	Kenneth V. & Ruth R. Means House	1956					North Side, the (phase 2)		1
1927		Court	Street	Charles T. Strots House	1900					North Side, the (phase 2)	1	
1930		Court	Street	Edwin E. Churchill House	1896					North Side, the (phase 2)	1	
1409		Craig	Street	Duke, Nathaniel W., House	1889		1	9/9/2002	6888			
112	West	D	Street		1904	4/8/1985				Union Avenue	1	
535		Dittmer	Avenue	Florman House, the			1	11/22/2004				
1701	North	Elizabeth	Street							North Side, the (phase 1)	1	
1709	North	Elizabeth	Street							North Side, the (phase 1)		1
1800	North	Elizabeth	Street							North Side, the (phase 1)	1	
1801	North	Elizabeth	Street							North Side, the (phase 1)	1	
1810	North	Elizabeth	Street							North Side, the (phase 1)		1
1819	North	Elizabeth	Street	Morey Bernstein House, the	1926		1	10/11/2005		North Side, the (phase 1)	1	
1827	North	Elizabeth	Street							North Side, the (phase 1)	1	
1830	North	Elizabeth	Street							North Side, the (phase 1)	1	
1901	North	Elizabeth	Street	Edward Frederick Brown House	1904					North Side, the (phase 2)	1	
1909	North	Elizabeth	Street	La Mont B. Beach House	1909					North Side, the (phase 2)		1
1910	North	Elizabeth	Street	Helander-King House	1900					North Side, the (phase 2)	1	
1911	North	Elizabeth	Street	John J. Jenkins House	1904					North Side, the (phase 2)	1	
1914	North	Elizabeth	Street	Edwin E. Douglass House	1906					North Side, the (phase 2)	1	
1915	North	Elizabeth	Street	Edgar T. Pate House	1923					North Side, the (phase 2)	1	
1919	North	Elizabeth	Street	John W. Davidson House	1902					North Side, the (phase 2)	1	
1920	North	Elizabeth	Street							North Side, the (phase 2)		
1921	North	Elizabeth	Street	Brooking-Howard House	1900					North Side, the (phase 2)	1	
1922	North	Elizabeth	Street	Kenneth McCabe House	1920					North Side, the (phase 2)		1
1924	North	Elizabeth	Street	Max Schwer House	1914					North Side, the (phase 2)	1	
1925	North	Elizabeth	Street	Edward V. Garnett House	1904					North Side, the (phase 2)	1	
1930	North	Elizabeth	Street	Finney-Clark House	1913					North Side, the (phase 2)	1	
2121	North	Elizabeth	Street	Frazier, R.T., House	1915		1	9/9/2002	6888			
1201		Elm	Street	Gus' Place			1	8/10/2009				
1143	East	Evans	Avenue	Swartz Block / Odd Fellows Hall			1	3/9/2009	7982			
1201	East	Evans	Avenue	Bessemer Fire Station, the			1	8/8/2005				
228	West	Evans	Avenue	First Congregational Church	1889		1	9/9/2002	6888			

NUM	DIR	STREET	TYPE	HISTORIC NAME	BUILT	HB	LL	DATE	ORD	LHD	LHD-C	LHD-NC
800		Goodnight	Avenue	City Park Carousel	1914		1	9/9/2002	6888			
1025	North	Grand	Avenue	Sacred Heart Cathedral	1913		1	9/9/2002	6888			
1325	North	Grand	Avenue	Temple Emanuel	1900		1	9/9/2002	6888			
1812	North	Grand	Avenue							North Side, the (phase 1)	1	
1825	North	Grand	Avenue	Rice, Ward, House	1892		1	9/9/2002	6888	North Side, the (phase 1)	1	
1827	North	Grand	Avenue							North Side, the (phase 1)	1	
1901	North	Grand	Avenue	Albert Elliot House	1908					North Side, the (phase 2)	1	
1903	North	Grand	Avenue	William Henry House	1908					North Side, the (phase 2)	1	
1905	North	Grand	Avenue							North Side, the (phase 2)		
1907	North	Grand	Avenue							North Side, the (phase 2)		
1912	North	Grand	Avenue	Clarence B. Douglas House	1924					North Side, the (phase 2)	1	
1913	North	Grand	Avenue	Eugene F. Ford House	1903					North Side, the (phase 2)	1	
1915	North	Grand	Avenue	Edward J. Scott House	1888					North Side, the (phase 2)	1	
1918	North	Grand	Avenue	Paul L. Wright House	1929					North Side, the (phase 2)	1	
1919	North	Grand	Avenue	John J. Crow House	1909					North Side, the (phase 2)	1	
1921	North	Grand	Avenue	Lloyd H. Benning House	1920					North Side, the (phase 2)	1	
1922	North	Grand	Avenue	Jacob Blum House	1905					North Side, the (phase 2)	1	
1925	North	Grand	Avenue	Ralph H. Redak House	1926					North Side, the (phase 2)	1	
1930	North	Grand	Avenue	Louis W. Biele House	1900					North Side, the (phase 2)	1	
2201	North	Grand	Avenue	Streit, J.L., House	1888		1	9/9/2002	6888			
107	South	Grand	Avenue	La Veta Place and Mercantile Buildi	1891		1	6/13/2016	9000			
217	South	Grand	Avenue	Vail Hotel	1911	4/8/1985		9/9/2002	6888	Union Avenue	1	
219	South	Grand	Avenue	Star Journal, the	1904	4/8/1985		9/9/2002	6888	Union Avenue	1	
1325	North	Greenwood	Street	Pryor, Frank, House	1889		1	9/9/2002	6888			
1401	North	Greenwood	Street	Hartman / Hoag House, the			1	10/25/2004				
1801	North	Greenwood	Street	Gast Mansion	1892		1	9/9/2002	6888	North Side, the (phase 1)	1	
1912	North	Greenwood	Street	Nancy J. Mize House	1903					North Side, the (phase 2)	1	
1914	North	Greenwood	Street							North Side, the (phase 2)		
1915	North	Greenwood	Street	Ambrose V. Bradford House	1890					North Side, the (phase 2)	1	
1916	North	Greenwood	Street	Robert Kershaw House	1901					North Side, the (phase 2)	1	
1917	North	Greenwood	Street	Mary & Mabel Meyers House	1906					North Side, the (phase 2)	1	
1918	North	Greenwood	Street	Dr. Augustus J. Monahan House	1903					North Side, the (phase 2)	1	

NUM	DIR	STREET	TYPE	HISTORIC NAME	BUILT	HB	LL	DATE	ORD	LHD	LHD-C	LHD-NC
1919	North	Greenwood	Street	Jesse A. Rood House	1899					North Side, the (phase 2)		1
1919	North	Greenwood	Street							North Side, the (phase 2)		
1920	North	Greenwood	Street	Milton c. Potter House	1903					North Side, the (phase 2)	1	
1925	North	Greenwood	Street	William Peach House	1903					North Side, the (phase 2)	1	
1927	North	Greenwood	Street	Morris C. Johnson House	1906					North Side, the (phase 2)	1	
1930	North	Greenwood	Street							North Side, the (phase 2)		
2920		High	Street	Star Journal Model Home	1927		1	9/9/2002	6888			
1005		Lake	Avenue	William J. Anderson House, the			1	7/25/2011	8378			
1007		Lake	Avenue	J. Euclid Miles House, the			1	5/24/2010	8215			
1013		Lake	Avenue	K.M. Flynn House, the			1	6/11/2012				
2130		Lake	Avenue	Coronado Lodge			1	3/30/2020				
201		Lamkin	Street			1		Z-97-14	6278; 6330			
611		Logan	Avenue	Saint Francis Xavier Church			1	7/25/2011				
207	North	Main	Street	Mechanics Building / Masonic Build	1891		1	9/9/2002	6888			
225	North	Main	Street	Montgomery Ward Building	1936		1	9/9/2002	6888			
300	North	Main	Street	Whitcomb Block / Pueblo Savings &	1896		1	6/11/2018	9294			
401	North	Main	Street	Colorado Building	1925		1	9/9/2002	6888			
421	North	Main	Street	Pueblo Federal Building / U.S. Post	1897		1	9/9/2002	6888			
1911	North	Main	Street	Walter E. Scott Sr. House	1904					North Side, the (phase 2)	1	
1915	North	Main	Street	Willard S. Kettering House	1926					North Side, the (phase 2)	1	
1929	North	Main	Street	Walter E. Scott House	1911					North Side, the (phase 2)	1	
101	South	Main	Street		1910	4/8/1985				Union Avenue	1	
227	South	Main	Street		1883	4/8/1985				Union Avenue	1	
231	South	Main	Street		1883	4/8/1985				Union Avenue	1	
211	East	Mesa	Avenue	Saint Mary's School			1	11/24/2003				
900	West	Mesa	Avenue	Edison School	1909		1	9/9/2002	6888			
226		Michigan	Street	Saint Patrick's Church	1882		1	5/24/2004	7152			
3455		Nuckolls	Avenue	Pueblo City Park Zoo	1940		1	9/9/2002	6888			
102		Oneida	Avenue	Quaker Flour Mill / Abel Engineerin	1869		1	9/9/2002	6888			
101	East	Orman	Avenue	Stickney, Charles, H., House	1890		1	9/9/2002	6888			
102	East	Orman	Avenue	Orman-Adams House	1890		1	9/9/2002	6888			
215	East	Orman	Avenue	Keating School	1927		1	9/9/2002	6888			
220	West	Orman	Avenue	Dr. William T.H. and Lurena Baker H	1912		1	10/24/2014	8789			

NUM	DIR	STREET	TYPE	HISTORIC NAME	BUILT	HB	LL	DATE	ORD	LHD	LHD-C	LHD-NC
431	East	Pitkin	Avenue	Central High School	1881		1	9/9/2002	6888			
102	West	Pitkin	Avenue	Black, Dr. John A., House Complex	1910		1	9/9/2002	6888			
114	West	Pitkin	Avenue	Black, Dr. John A., House Complex	1910		1	9/9/2002	6888			
302	West	Pitkin	Avenue	Number 1 Pitkin Place	1893			9/9/2002	6888	Pitkin Place	1	
306	West	Pitkin	Avenue	Number 2 Pitkin Place	1893			9/9/2002	6888	Pitkin Place	1	
310	West	Pitkin	Avenue	Number 3 Pitkin Place	1893			9/9/2002	6888	Pitkin Place	1	
314	West	Pitkin	Avenue	Number 4 Pitkin Place	1892			9/9/2002	6888	Pitkin Place	1	
318	West	Pitkin	Avenue	Number 5 Pitkin Place	1892			9/9/2002	6888	Pitkin Place	1	
322	West	Pitkin	Avenue	Number 6 Pitkin Place	1911			9/9/2002	6888	Pitkin Place	1	
326	West	Pitkin	Avenue	Number 7 Pitkin Place	1895			9/9/2002	6888	Pitkin Place	1	
229		Quincy	Street	King, Dr. Alexander T., House	1891		1	9/9/2002	6888			
215	West	Routt	Avenue	King, Dr. Alexander T., Carriage Hou	1891		1	9/9/2002	6888			
201	North	Santa Fe	Avenue	Holden Block	1881		1	4/14/2003				
221	North	Santa Fe	Avenue	Studzinski Block	1882		1	4/14/2003				
418	North	Santa Fe	Avenue	BPOE Pueblo Lodge No. 90 Annex			1	10/8/2018	9351			
426	North	Santa Fe	Avenue	Numa Hotel / Saint James Hotel / BPOE Pueblo Lodge No			1	10/8/2018	9351			
801	North	Santa Fe	Avenue	YWCA-Pueblo	1935		1	9/9/2002	6888			
1500	North	Santa Fe	Avenue	Lake Clara band shell					7269	Mineral Palace Park	1	
1500	North	Santa Fe	Avenue	Lake Clara boathouse and pavilion					7269	Mineral Palace Park	1	
1500	North	Santa Fe	Avenue	Lake Clara original portion of retaining walls					7269	Mineral Palace Park	1	
1500	North	Santa Fe	Avenue	Main Street entrance gate					7269	Mineral Palace Park	1	
1500	North	Santa Fe	Avenue	Pathways defining the formal garden (originally rose garden)					7269	Mineral Palace Park	1	
1500	North	Santa Fe	Avenue	Ranger station and accessory building at the northeast side					7269	Mineral Palace Park	1	
1500	North	Santa Fe	Avenue	Remaining park road walls constructed during historic period					7269	Mineral Palace Park	1	
650	South	Santa Fe	Avenue	Santa Fe Avenue Bridge			1	9/9/2002	6888			
2315		Sprague	Street	Sacred Heart Orphanage	1903		1	9/9/2002	6888			
1000		Spruce	Street	Saint John's Greek Orthodox Church	1907		1	9/9/2002	6888			
101	North	Union	Avenue	Riverside Building	1890	4/8/1985		9/9/2002	6888	Union Avenue	1	
105	North	Union	Avenue	Bayle Block	1889	4/8/1985		9/9/2002	6888	Union Avenue	1	
111	North	Union	Avenue	Store and Offices	1950	4/8/1985		9/9/2002	6888	Union Avenue		1
230	North	Union	Avenue		1887	4/8/1985				Union Avenue	1	
315	North	Union	Avenue	El Pueblo Archaeological Site	1842		1	9/9/2002	6888			
101	South	Union	Avenue							Union Avenue		1

NUM	DIR	STREET	TYPE	HISTORIC NAME	BUILT	HB	LL	DATE	ORD	LHD	LHD-C	LHD-NC
105	South	Union	Avenue	Boyle Block / Sam Nelson Furniture	1889	4/8/1985				Union Avenue	1	
109	South	Union	Avenue		1950	4/8/1985				Union Avenue		1
118	South	Union	Avenue		1920	4/8/1985				Union Avenue	1	
121	South	Union	Avenue	Erickson Block	1902	4/8/1985				Union Avenue	1	
122	South	Union	Avenue		1905	4/8/1985				Union Avenue	1	
123	South	Union	Avenue		1921	4/8/1985				Union Avenue	1	
124	South	Union	Avenue		1905	4/8/1985				Union Avenue	1	
126	South	Union	Avenue		1905	4/8/1985				Union Avenue	1	
128	South	Union	Avenue	Price Block	1883	4/8/1985				Union Avenue	1	
130	South	Union	Avenue	Gold Dust Block	1889	4/8/1985				Union Avenue	1	
131	South	Union	Avenue		1925	4/8/1985				Union Avenue	1	
133	South	Union	Avenue		1925	4/8/1985				Union Avenue	1	
201	South	Union	Avenue	Union Avenue Livery (Headlight Live	1920	4/8/1985				Union Avenue		1
204	South	Union	Avenue	Kitchen Block	1883	4/8/1985				Union Avenue		1
206	South	Union	Avenue		1891	4/8/1985				Union Avenue	1	
207	South	Union	Avenue		1920	4/8/1985				Union Avenue	1	
211	South	Union	Avenue		1937	4/8/1985				Union Avenue	1	
214	South	Union	Avenue		1900	4/8/1985				Union Avenue	1	
215	South	Union	Avenue		1921	4/8/1985				Union Avenue		1
217	South	Union	Avenue		1990	4/8/1985				Union Avenue		1
218	South	Union	Avenue		1924	4/8/1985				Union Avenue	1	
220	South	Union	Avenue		1921	4/8/1985				Union Avenue	1	
222	South	Union	Avenue		1881	4/8/1985				Union Avenue	1	
223	South	Union	Avenue		1905	4/8/1985				Union Avenue	1	
224	South	Union	Avenue		1893	4/8/1985				Union Avenue	1	
226	South	Union	Avenue		1887	4/8/1985				Union Avenue	1	
229	South	Union	Avenue		1896	4/8/1985				Union Avenue	1	
230	South	Union	Avenue	DeRemer Block	1882	4/8/1985				Union Avenue	1	
231	South	Union	Avenue		1881	4/8/1985				Union Avenue	1	
232	South	Union	Avenue		1893	4/8/1985				Union Avenue	1	
304	South	Union	Avenue	Donnegan Block	1893	4/8/1985				Union Avenue	1	
307	South	Union	Avenue			4/8/1985				Union Avenue		1
309	South	Union	Avenue	Store	1883	4/8/1985				Union Avenue	1	
311	South	Union	Avenue	Stores	1905	4/8/1985				Union Avenue	1	
315	South	Union	Avenue	Storage	1921	4/8/1985				Union Avenue	1	

NUM	DIR	STREET	TYPE	HISTORIC NAME	BUILT	HB	LL	DATE	ORD	LHD	LHD-C	LHD-NC
317	South	Union	Avenue	Tavern	1883	4/8/1985				Union Avenue	1	
319	South	Union	Avenue	Stores	1920	4/8/1985				Union Avenue	1	
320	South	Union	Avenue		1893	4/8/1985				Union Avenue		1
325	South	Union	Avenue		1896	4/8/1985				Union Avenue	1	
327	South	Union	Avenue	William Strait Block	1893	4/8/1985				Union Avenue	1	
330	South	Union	Avenue	McLaughlin Building	1891	4/8/1985				Union Avenue	1	
400	South	Union	Avenue	Holmes Hardware	1915	4/8/1985				Union Avenue	1	
100	North	Victoria	Avenue			4/8/1985				Union Avenue		1
102	South	Victoria	Avenue		1893	4/8/1985				Union Avenue	1	
104	South	Victoria	Avenue		1905	4/8/1985				Union Avenue	1	
105	South	Victoria	Avenue	Pueblo Power Plant			1	5/14/2018	9268			
1908		West	Street	Dr. Ray R. Taylor House	1919					North Side, the (phase 2)	1	
1912		West	Street	Robert C. Innes House	1921					North Side, the (phase 2)	1	

NUM	DIR	STREET	TYPE	DATE	ORD	NRL	DATE	N-REC	NRHD	NRHD-C	NRHD-N	DATE	NRHD-REC	HABS
212	West	03rd	Street			1	5/17/1984						#84000881	5PE.580; 8254
403	East	04th	Street											
1402	East	07th	Street											
1438	East	07th	Street											
408	West	07th	Street			1	5/17/1984							5PE.618
215	West	10th	Street			1	6/27/1975						75000534	5PE.492
310	West	11th	Street											
401	West	11th	Street			1	10/2/1986							5PE.4199
417	West	11th	Street			1	10/11/1984							5PE.4200
229	West	12th	Street			1	1/9/1978						78000877	5PE.493
727	West	13th	Street											
1301	West	13th	Street			1	9/26/1985							5PE.527.2
419	West	14th	Street			1	7/30/1974							5PE.491
325	West	15th	Street			1	2/17/1978						78000876	5PE.497
425	West	15th	Street			1	8/18/1983						83001328	5PE.4201
303	West	17th	Street	6/30/2008	7721									
605	West	17th	Street	6/30/2008	7721									
302	West	18th	Street	6/30/2008	7721									
315	West	18th	Street	6/30/2008	7721									
317	West	18th	Street	6/30/2008	7721									
321	West	18th	Street	6/30/2008	7721									
325	West	18th	Street	6/30/2008	7721									
401	West	18th	Street	6/30/2008	7721									
409	West	18th	Street	6/30/2008	7721									
419	West	18th	Street	6/30/2008	7721									
420	West	18th	Street	6/30/2008	7721									5PE.4175
420	West	18th	Street	6/30/2008	7721									
423	West	18th	Street	6/30/2008	7721									
425	West	18th	Street	6/30/2008	7721									
529	West	18th	Street	6/30/2008	7721									
611	West	18th	Street	6/30/2008	7721									
615	West	18th	Street	6/30/2008	7721									
203	West	19th	Street	2/11/2013	8551									

NUM	DIR	STREET	TYPE	DATE	ORD	NRL	DATE	N-REC	NRHD	NRHD-C	NRHD-N	DATE	NRHD-REC	HABS
207	West	19th	Street	2/11/2013	8551									
209	West	19th	Street	2/11/2013	8551									
307	West	19th	Street	2/11/2013	8551									
309	West	19th	Street	2/11/2013	8551									
311	West	19th	Street	2/11/2013	8551									
411	West	19th	Street	2/11/2013	8551									
415	West	19th	Street	2/11/2013	8551									
419	West	19th	Street	2/11/2013	8551									
425	West	19th	Street	2/11/2013	8551									
517	West	19th	Street	2/11/2013	8551									
519	West	19th	Street	2/11/2013	8551									
521	West	19th	Street	2/11/2013	8551									
615	West	19th	Street	2/11/2013	8551									
616	West	19th	Street	6/30/2008	7721									
619	West	19th	Street	2/11/2013	8551									
620	West	19th	Street	6/30/2008	7721									
621	West	19th	Street	2/11/2013	8551									
624	West	19th	Street	6/30/2008	7721									
625	West	19th	Street	2/11/2013	8551									
210	West	20th	Street	2/11/2013	8551									
306	West	20th	Street	2/11/2013	8551									
316	West	20th	Street	2/11/2013	8551									
416	West	20th	Street	2/11/2013	8551									
418	West	20th	Street	2/11/2013	8551									
614	West	20th	Street	2/11/2013	8551									
616	West	20th	Street	2/11/2013	8551									
620	West	20th	Street	2/11/2013	8551									
622	West	20th	Street	2/11/2013	8551									
415	East	Abriendo	Avenue				1/30/1992							5PE.4217
100	West	Abriendo	Avenue				5/23/2011							5PE.3162
300	West	Abriendo	Avenue				5/17/1984							5PE.4212
100	West	B	Street	4/8/1985	5216			82001021	Union A	1		12/28/1982		5PE.612
103	West	B	Street	4/8/1985	5216			82001021	Union A	1		12/28/1982		5PE.612

NUM	DIR	STREET	TYPE	DATE	ORD	NRL	DATE	N-REC	NRHD	NRHD-C	NRHD-N	DATE	NRHD-REC	HABS
113	West	B	Street	4/8/1985	5216			82001021	Union A	1		12/28/1982		5PE.612
117	West	B	Street	4/8/1985	5216			82001021	Union A	1		12/28/1982		5PE.612
121	West	B	Street	4/8/1985	5216			82001021	Union A	1		12/28/1982		5PE.612
132	West	B	Street	4/8/1985	5216	1	4/1/1975	82001021	Union A	1		12/28/1982		5PE.494; 5PE.612
132	West	B	Street			1	9/13/1995							5PE.612.44
200	West	B	Street	4/8/1985	5216			82001021	Union A	1		12/28/1982		5PE.612
223	West	B	Street											5PE.1519
905		Berkley	Avenue			1	12/15/1978							5PE.500
116		Broadway	Avenue											
126		Broadway	Avenue											
400		Broadway	Avenue			1	11/14/1979							5PE.503
116	East	C	Street	4/8/1985	5216			82001021	Union A	1		12/28/1982		5PE.612
215		Canal	Street			1	6/6/2002							5PE.4179
225		Canal	Street			1	6/6/2002							5PE.4179
38		Carlile	Place			1	11/7/1985							5PE.4213
44		Carlile	Place			1	2/8/1985							5PE.4214
119		Central	Plaza			1	8/13/1983	83001331				8/18/1983		5PE.585
1		City Hall	Place	4/8/1985	5216			82001021	Union A	1		12/28/1982		5PE.612
1		City Hall	Place	4/8/1985	5216			82001021	Union A	1		12/28/1982		5PE.612
330		Colorado	Avenue											
501		Colorado	Avenue			1	6/3/1982							5PE.611
1801		Court	Street	6/30/2008	7721									
1805		Court	Street	6/30/2008	7721									
1821		Court	Street	6/30/2008	7721									
1825		Court	Street	6/30/2008	7721									
1827		Court	Street	6/30/2008	7721									
1901		Court	Street	2/11/2013	8551									
1906		Court	Street	6/30/2008	7721	1	11/7/1985						85002761	5PE.4205
1910		Court	Street	2/11/2013	8551									
1912		Court	Street	2/11/2013	8551									
1917		Court	Street	2/11/2013	8551									
1918		Court	Street	2/11/2013	8551									
1921		Court	Street	2/11/2013	8551									

NUM	DIR	STREET	TYPE	DATE	ORD	NRL	DATE	N-REC	NRHD	NRHD-C	NRHD-N	DATE	NRHD-REC	HABS
1922		Court	Street	2/11/2013	8551									
1926		Court	Street	2/11/2013	8551									
1927		Court	Street	2/11/2013	8551									
1930		Court	Street	2/11/2013	8551									
1409		Craig	Street			1	2/8/1985							5PE.4204
112	West	D	Street	4/8/1985	5216			82001021	Union A	1		12/28/1982		5PE.612
535		Dittmer	Avenue											
1701	North	Elizabeth	Street	6/30/2008	7721									
1709	North	Elizabeth	Street	6/30/2008	7721									
1800	North	Elizabeth	Street	6/30/2008	7721									
1801	North	Elizabeth	Street	6/30/2008	7721									
1810	North	Elizabeth	Street	6/30/2008	7721									
1819	North	Elizabeth	Street	6/30/2008	7721									
1827	North	Elizabeth	Street	6/30/2008	7721									
1830	North	Elizabeth	Street	6/30/2008	7721									
1901	North	Elizabeth	Street	2/11/2013	8551									
1909	North	Elizabeth	Street	2/11/2013	8551									
1910	North	Elizabeth	Street	2/11/2013	8551									
1911	North	Elizabeth	Street	2/11/2013	8551									
1914	North	Elizabeth	Street	2/11/2013	8551									
1915	North	Elizabeth	Street	2/11/2013	8551									
1919	North	Elizabeth	Street	2/11/2013	8551									
1920	North	Elizabeth	Street	2/11/2013	8551									
1921	North	Elizabeth	Street	2/11/2013	8551									
1922	North	Elizabeth	Street	2/11/2013	8551									
1924	North	Elizabeth	Street	2/11/2013	8551									
1925	North	Elizabeth	Street	2/11/2013	8551									
1930	North	Elizabeth	Street	2/11/2013	8551									
2121	North	Elizabeth	Street			1	6/19/1985							5PE.4206
1201		Elm	Street											
1143	East	Evans	Avenue											
1201	East	Evans	Avenue											
228	West	Evans	Avenue			1	3/8/1985							5PE.4209

NUM	DIR	STREET	TYPE	DATE	ORD	NRL	DATE	N-REC	NRHD	NRHD-C	NRHD-N	DATE	NRHD-REC	HABS
800		Goodnight	Avenue			1	4/21/1983							5PE.615
1025	North	Grand	Avenue			1	2/21/1989							5PE.1125
1325	North	Grand	Avenue			1	3/14/1996							5PE.4202
1812	North	Grand	Avenue	6/30/2008	7721									
1825	North	Grand	Avenue	6/30/2008	7721	1	11/7/1985							5PE.4207
1827	North	Grand	Avenue	6/30/2008	7721									
1901	North	Grand	Avenue	2/11/2013	8551									
1903	North	Grand	Avenue	2/11/2013	8551									
1905	North	Grand	Avenue	2/11/2013	8551									
1907	North	Grand	Avenue	2/11/2013	8551									
1912	North	Grand	Avenue	2/11/2013	8551									
1913	North	Grand	Avenue	2/11/2013	8551									
1915	North	Grand	Avenue	2/11/2013	8551									
1918	North	Grand	Avenue	2/11/2013	8551									
1919	North	Grand	Avenue	2/11/2013	8551									
1921	North	Grand	Avenue	2/11/2013	8551									
1922	North	Grand	Avenue	2/11/2013	8551									
1925	North	Grand	Avenue	2/11/2013	8551									
1930	North	Grand	Avenue	2/11/2013	8551									
2201	North	Grand	Avenue			1	9/20/1984							5PE.4208
107	South	Grand	Avenue											
217	South	Grand	Avenue	4/8/1985	5216	1	12/18/1978	82001021	Union A	1		12/28/1982		5PE.501; 5PE.612
219	South	Grand	Avenue	4/8/1985	5216			82001021	Union A	1		12/28/1982		5PE.612
1325	North	Greenwood	Street			1	2/8/1985	85000231						5PE.4203
1401	North	Greenwood	Street											
1801	North	Greenwood	Street	6/30/2008	7721	1	6/3/1982							5PE.483
1912	North	Greenwood	Street	2/11/2013	8551									
1914	North	Greenwood	Street	2/11/2013	8551									
1915	North	Greenwood	Street	2/11/2013	8551									
1916	North	Greenwood	Street	2/11/2013	8551									
1917	North	Greenwood	Street	2/11/2013	8551									
1918	North	Greenwood	Street	2/11/2013	8551									

NUM	DIR	STREET	TYPE	DATE	ORD	NRL	DATE	N-REC	NRHD	NRHD-C	NRHD-N	DATE	NRHD-REC	HABS
1919	North	Greenwood	Street	2/11/2013	8551									
1919	North	Greenwood	Street	2/11/2013	8551									
1920	North	Greenwood	Street	2/11/2013	8551									
1925	North	Greenwood	Street	2/11/2013	8551									
1927	North	Greenwood	Street	2/11/2013	8551									
1930	North	Greenwood	Street	2/11/2013	8551									
2920		High	Street			1	2/16/1984							5PE.4216
1005		Lake	Avenue											
1007		Lake	Avenue											
1013		Lake	Avenue											
2130		Lake	Avenue			1	3/30/2020	SG100005146						
201		Lamkin	Street											
611		Logan	Avenue											
207	North	Main	Street			1	6/16/1983	83001330						5PE.556
225	North	Main	Street			1	12/24/1996							5PE.557
300	North	Main	Street											5PE.1198
401	North	Main	Street			1	4/17/1992							5PE.559
421	North	Main	Street			1	1/3/1978							5PE.498
1911	North	Main	Street	2/11/2013	8551									
1915	North	Main	Street	2/11/2013	8551									
1929	North	Main	Street	2/11/2013	8551									
101	South	Main	Street	4/8/1985	5216			82001021	Union A	1		12/28/1982		5PE.612
227	South	Main	Street	4/8/1985	5216			82001021	Union A	1		12/28/1982		5PE.612
231	South	Main	Street	4/8/1985	5216			82001021	Union A	1		12/28/1982		5PE.612
211	East	Mesa	Avenue											
900	West	Mesa	Avenue			1	6/19/1985							5PE.4215
226		Michigan	Street											
3455		Nuckolls	Avenue			1	7/28/1995							5PE.587
102		Oneida	Avenue			1	9/30/1976							5PE.496
101	East	Orman	Avenue			1	2/8/1985							5PE.4210
102	East	Orman	Avenue			1	7/13/1976	76000567						5PE.495
215	East	Orman	Avenue			1								5PE.6160
220	West	Orman	Avenue			0								

NUM	DIR	STREET	TYPE	DATE	ORD	NRL	DATE	N-REC	NRHD	NRHD-C	NRHD-N	DATE	NRHD-REC	HABS
431	East	Pitkin	Avenue			1	11/14/1979							5PE.502
102	West	Pitkin	Avenue			1	11/7/1985	85002760				11/7/1985		5PE.4211
114	West	Pitkin	Avenue			1	11/7/1985	85002760				11/7/1985		5PE.4211
302	West	Pitkin	Avenue					78000880	Pitkin Pl	1		1/31/1978		5PE.490
306	West	Pitkin	Avenue					78000880	Pitkin Pl	1		1/31/1978		5PE.490
310	West	Pitkin	Avenue					78000880	Pitkin Pl	1		1/31/1978		5PE.490
314	West	Pitkin	Avenue					78000880	Pitkin Pl	1		1/31/1978		5PE.490
318	West	Pitkin	Avenue					78000880	Pitkin Pl	1		1/31/1978		5PE.490
322	West	Pitkin	Avenue					78000880	Pitkin Pl	1		1/31/1978		5PE.490
326	West	Pitkin	Avenue					78000880	Pitkin Pl	1		1/31/1978		5PE.490
229		Quincy	Street			1	4/21/1983							5PE.616
215	West	Routt	Avenue			1	4/21/1983							5PE.616
201	North	Santa Fe	Avenue											5PE.4144
221	North	Santa Fe	Avenue											5PE.4143
418	North	Santa Fe	Avenue											
426	North	Santa Fe	Avenue											
801	North	Santa Fe	Avenue			1	3/24/1980						#80000921	5PE.504
1500	North	Santa Fe	Avenue	8/13/2004										
1500	North	Santa Fe	Avenue	8/13/2004										
1500	North	Santa Fe	Avenue	8/13/2004										
1500	North	Santa Fe	Avenue	8/13/2004										
1500	North	Santa Fe	Avenue	8/13/2004										
1500	North	Santa Fe	Avenue	8/13/2004										
1500	North	Santa Fe	Avenue	8/13/2004										
650	South	Santa Fe	Avenue			1	10/15/2002						#02001149	5PE.3938
2315		Sprague	Street			1	3/3/1989							5PE.569
1000		Spruce	Street			1	2/28/2002							5PE.4219
101	North	Union	Avenue	4/8/1985	5216			82001021	Union A	1		12/28/1982		5PE.612
105	North	Union	Avenue	4/8/1985	5216			82001021	Union A	1		12/28/1982		5PE.612
111	North	Union	Avenue	4/8/1985	5216			82001021	Union Avenue		1	12/28/1982		5PE.612
230	North	Union	Avenue	4/8/1985	5216			82001021	Union A	1		12/28/1982		5PE.612
315	North	Union	Avenue			1	2/16/1996							5PE.303
101	South	Union	Avenue	4/8/1985	5216			82001021	Union Avenue		1	12/28/1982		5PE.612

NUM	DIR	STREET	TYPE	DATE	ORD	NRL	DATE	N-REC	NRHD	NRHD-C	NRHD-N	DATE	NRHD-REC	HABS
105	South	Union	Avenue	4/8/1985	5216			82001021	Union A	1		12/28/1982		5PE.612
109	South	Union	Avenue	4/8/1985	5216			82001021	Union Avenue		1	12/28/1982		5PE.612
118	South	Union	Avenue	4/8/1985	5216			82001021	Union A	1		12/28/1982		5PE.612
121	South	Union	Avenue	4/8/1985	5216			82001021	Union A	1		12/28/1982		5PE.612
122	South	Union	Avenue	4/8/1985	5216			82001021	Union A	1		12/28/1982		5PE.612
123	South	Union	Avenue	4/8/1985	5216			82001021	Union A	1		12/28/1982		5PE.612
124	South	Union	Avenue	4/8/1985	5216			82001021	Union A	1		12/28/1982		5PE.612
126	South	Union	Avenue	4/8/1985	5216			82001021	Union A	1		12/28/1982		5PE.612
128	South	Union	Avenue	4/8/1985	5216			82001021	Union A	1		12/28/1982		5PE.612
130	South	Union	Avenue	4/8/1985	5216			82001021	Union A	1		12/28/1982		5PE.612
131	South	Union	Avenue	4/8/1985	5216			82001021	Union A	1		12/28/1982		5PE.612
133	South	Union	Avenue	4/8/1985	5216			82001021	Union A	1		12/28/1982		5PE.612
201	South	Union	Avenue	4/8/1985	5216			82001021	Union Avenue		1	12/28/1982		5PE.612
204	South	Union	Avenue	4/8/1985	5216			82001021	Union Avenue		1	12/28/1982		5PE.612
206	South	Union	Avenue	4/8/1985	5216			82001021	Union A	1		12/28/1982		5PE.612
207	South	Union	Avenue	4/8/1985	5216			82001021	Union A	1		12/28/1982		5PE.612
211	South	Union	Avenue	4/8/1985	5216			82001021	Union A	1		12/28/1982		5PE.612
214	South	Union	Avenue	4/8/1985	5216			82001021	Union A	1		12/28/1982		5PE.612
215	South	Union	Avenue	4/8/1985	5216			82001021	Union Avenue		1	12/28/1982		5PE.612
217	South	Union	Avenue	4/8/1985	5216			82001021	Union Avenue		1	12/28/1982		5PE.612
218	South	Union	Avenue	4/8/1985	5216			82001021	Union A	1		12/28/1982		5PE.612
220	South	Union	Avenue	4/8/1985	5216			82001021	Union A	1		12/28/1982		5PE.612
222	South	Union	Avenue	4/8/1985	5216			82001021	Union A	1		12/28/1982		5PE.612
223	South	Union	Avenue	4/8/1985	5216			82001021	Union A	1		12/28/1982		5PE.612
224	South	Union	Avenue	4/8/1985	5216			82001021	Union A	1		12/28/1982		5PE.612
226	South	Union	Avenue	4/8/1985	5216	?	?	82001021	Union A	1		12/28/1982		5PE.612
229	South	Union	Avenue	4/8/1985	5216			82001021	Union A	1		12/28/1982		5PE.612
230	South	Union	Avenue	4/8/1985	5216			82001021	Union A	1		12/28/1982		5PE.612
231	South	Union	Avenue	4/8/1985	5216			82001021	Union A	1		12/28/1982		5PE.612
232	South	Union	Avenue	4/8/1985	5216			82001021	Union A	1		12/28/1982		5PE.612
304	South	Union	Avenue	4/8/1985	5216			82001021	Union A	1		12/28/1982		5PE.612
307	South	Union	Avenue	4/8/1985	5216			82001021	Union Avenue		1	12/28/1982		5PE.612
309	South	Union	Avenue	4/8/1985	5216			82001021	Union A	1		12/28/1982		5PE.612
311	South	Union	Avenue	4/8/1985	5216			82001021	Union A	1		12/28/1982		5PE.612
315	South	Union	Avenue	4/8/1985	5216			82001021	Union A	1		12/28/1982		5PE.612

NUM	DIR	STREET	TYPE	DATE	ORD	NRL	DATE	N-REC	NRHD	NRHD-C	NRHD-N	DATE	NRHD-REC	HABS
317	South	Union	Avenue	4/8/1985	5216			82001021	Union A	1		12/28/1982		5PE.612
319	South	Union	Avenue	4/8/1985	5216			82001021	Union A	1		12/28/1982		5PE.612
320	South	Union	Avenue	4/8/1985	5216			82001021	Union Avenue		1	12/28/1982		5PE.612
325	South	Union	Avenue	4/8/1985	5216			82001021	Union A	1		12/28/1982		5PE.612
327	South	Union	Avenue	4/8/1985	5216			82001021	Union A	1		12/28/1982		5PE.612
330	South	Union	Avenue	4/8/1985	5216			82001021	Union A	1		12/28/1982		5PE.612
400	South	Union	Avenue	4/8/1985	5216			82001021	Union A	1		12/28/1982		5PE.612
100	North	Victoria	Avenue	4/8/1985	5216			82001021	Union Avenue		1	12/28/1982		5PE.612
102	South	Victoria	Avenue	4/8/1985	5216			82001021	Union A	1		12/28/1982		5PE.612
104	South	Victoria	Avenue	4/8/1985	5216			82001021	Union A	1		12/28/1982		5PE.612
105	South	Victoria	Avenue											
1908		West	Street	2/11/2013	8551									
1912		West	Street	2/11/2013	8551									