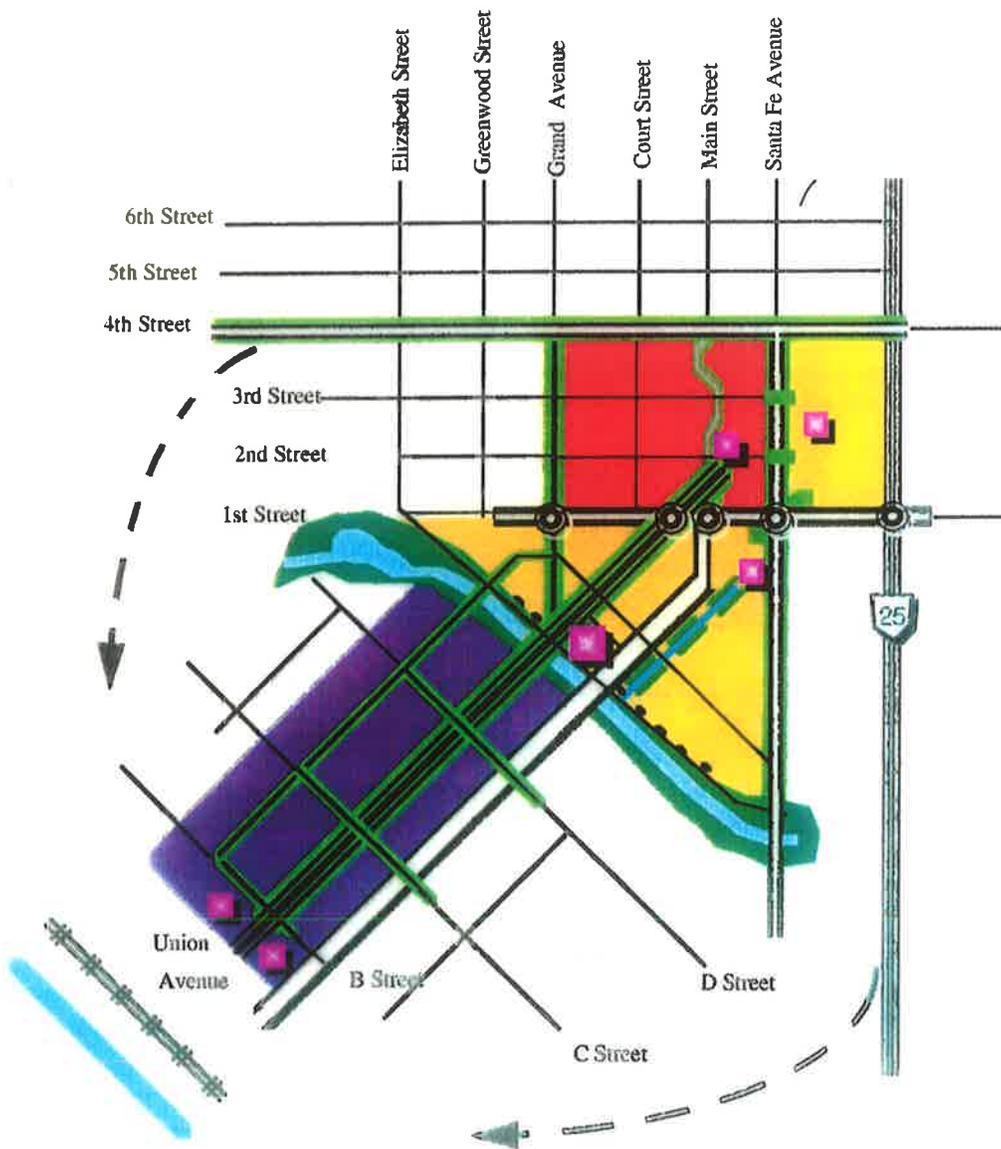


FRAMEWORK

CENTRAL PUEBLO



MISSION STATEMENT

Central Pueblo Project Team

Pueblo Renaissance Project

THE GOAL of the Central Pueblo Framework is to develop an economically sound, strong, and vibrant community business district with a sense of history, purpose, and vision.

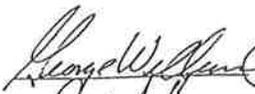
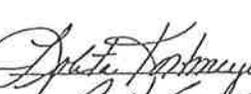
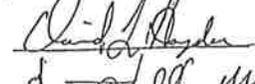
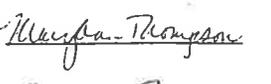
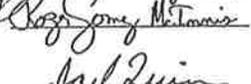
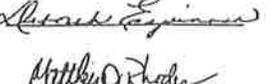
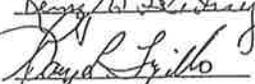
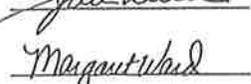
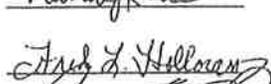
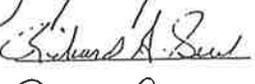
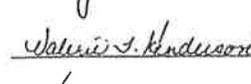
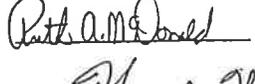
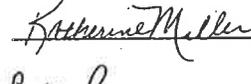
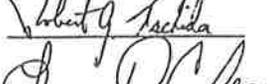
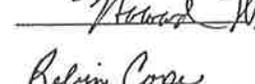
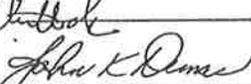
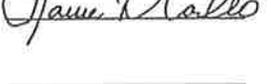
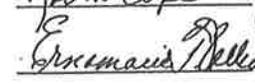
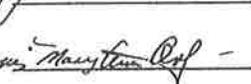
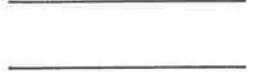
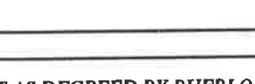
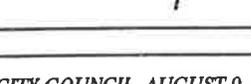
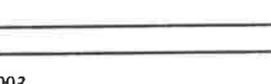
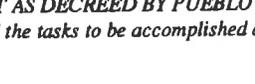
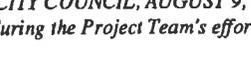
THE MISSION of the Central Pueblo Project Team will be to participate in and assist with forming communitywide consensus on:

- a shared vision for the future of the Central Pueblo community business district;
- expanding and creating new economic opportunities;
- consolidating common and ongoing efforts in economic and physical development for the mutual benefit of all;
- developing private and public leadership for implementing the Central Pueblo Framework.

THE RESPONSIBILITIES of the Team will be to serve as spokespersons for organizations interested in the future economic development of Central Pueblo and to provide strategies for:

- Economic Development;
- Physical and Design Development; and
- Implementation.

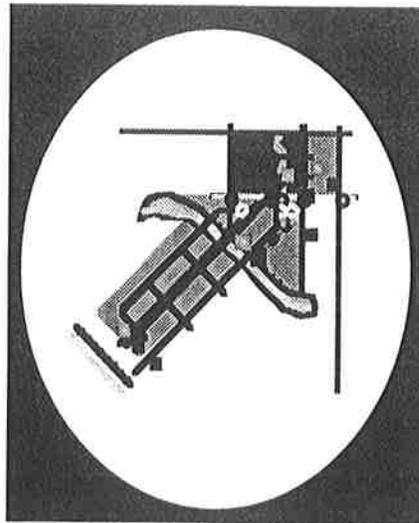
The Central Pueblo Project Team will meet on a frequent and regular basis with the City's technical team during the entire course of the six-month planning effort and periodically during the implementation of the Framework. Members of the team will provide the City staff with ideas and responses and, at the same time, provide a liaison function with various groups with which they are affiliated.

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MISSION STATEMENT AS DECREED BY PUEBLO CITY COUNCIL, AUGUST 9, 1993.

This statement outlined the tasks to be accomplished during the Project Team's effort in creating this Framework.

CENTRAL PUEBLO FRAMEWORK



A JOINT VENTURE OF
THE CITY OF PUEBLO
and
THE PUEBLO RENAISSANCE PROJECT

DEPARTMENT OF
PLANNING AND DEVELOPMENT
CITY OF PUEBLO
POST OFFICE BOX 1427
211 EAST "D" STREET
PUEBLO, COLORADO 81002-1427

Sponsored in part by a 302(a) planning grant from
the Economic Development Administration
U.S. Department of Commerce

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MINNEQUA BANK
of Pueblo

HISTORY & CHRONOLOGY

The early history of Pueblo and the evolution of its central area is a mosaic of native American settlements, trading posts, and claims by Mexico, France, and Spain.

From as far back as 1598, trails of Southern Colorado were well established, and Pueblo held a strategic spot as a crossroads at the confluence of Fountain Creek and the Arkansas River. Trails came into Pueblo from all directions. The course of these trails — early communication routes — later became the courses of the railroads which were a factor in the development of Pueblo.

*Nothing happens
unless first a dream.*

Carl Sandburg

The Fort that anchored the El Pueblo settlement was established near Court and 1st Streets in 1842. It was described as a trading post with "some half-dozen little rooms inhabited by as many Indian traders and mountain men." The Fort functioned as a trading center until 1854.

In 1858, Josiah F. Smith set out from St. Louis with a party of four to seek gold in the Rockies. They followed the Santa Fe Trail to the junction of the Fountain and Arkansas Rivers. Pleased with the spot, they remained. Others came, and on July 1, 1860, a meeting was called to organize a town; it was laid out and named Pueblo in honor of the trading post.

The first ten years of Pueblo's existence were a hard struggle. But, with improved transportation systems, and the establishment in 1862 of monthly mail service between Pueblo and Denver, Pueblo began to grow. Three settlements later emerged, which would make up what today is called Central Pueblo.

Pueblo was incorporated on March 22, 1870. At that time, it was bounded by what is now 7th Street on the north, 1st Street on the south, Bradford Street on the east, and by a line 100 feet west of the present Grand Avenue.

South Pueblo was laid out in the 1870s by the Colorado Central Improvement Company, a corporation auxiliary to the Denver and Rio Grande Railroad Company. It was bounded on the southwest by Adams Avenue, on the northwest by a line two blocks northwest of Cleveland Avenue, including the circle blocks, and by a line two blocks west of Lamkin Street (formerly 1st Street), on the east by Santa Fe Avenue and the Arkansas River, and on the southwest by Blocks "W" and "X" and Washington Street. It was incorporated June 21, 1873.

Central Pueblo was incorporated June 21, 1882. It was bounded on the north by a line running halfway between Union Avenue and the Victoria Avenue bridges, on the east by Santa Fe Avenue, and on the south and west by the historic course of the Arkansas River.

At a special election held March 9, 1886, the three towns voted to consolidate.

The following is a list of dates and events that helped shape the City of Pueblo and its peoples:



Early inhabitants

- 1842 El Pueblo established as a trading post and fort with cornfields and livestock.
- 1846 A winter camp established by members of the Mormon Battalion near the Arkansas River east of Pueblo.
- 1852 Autobees settlement established.
- 1854 Christmas Day Massacre: The Fort was virtually abandoned when, as a result of tensions with the U.S. Government, Ute Indians attacked, took three people captive, and left all but one occupant dead.
- 1858 Settlers, miners, and prospectors brought in by Pikes Peak Gold Rush.
- 1860 The City of Pueblo laid out.
- 1866 The first County Courthouse built at 228 North Santa Fe Avenue.
- 1870 Town of Pueblo incorporated.

- 1871 Thatcher Brothers Bank, later Colorado National Bank, established at 4th and Santa Fe Streets. It was the first financial institution in Pueblo.
- 1871 Bond issue of \$100,000 approved by the voters of Pueblo to support the extension of the Denver and Rio Grande railroad through Pueblo, instead of Ca on City.
- 1872 The Denver and Rio Grande railroad connected to Pueblo. By 1888, five railroads served Pueblo.
- 1873 The Town of South Pueblo incorporated.
- 1878 The first smelter in Pueblo built at the Pueblo Smelting and Refining Co.
- 1879 Colorado Coal and Steel Works Company (now CF&I Steel Corp.) established.
- 1879 Bat Masterson hired by the Atchison, Topeka & Santa Fe Railroad to guard Pueblo's roundhouse during a dispute with the Denver & Rio Grande Railroad.
- 1882 The community of Central Pueblo, between Pueblo and South Pueblo, was incorporated to avoid taxation.
- 1883 Old Monarch, or the Hanging Tree, located in the middle of Union Avenue north of C Street, cut down by order of the City Council.
- 1886 The Towns of Pueblo, Central Pueblo, and South Pueblo consolidated. Until new mayoral elections were held, the three mayors of the former communities all served concurrently as Pueblo's mayor.
- 1886 Colorado State Fair Association incorporated.
- 1887 Damon Runyon, writer, moved to Pueblo.
- 1888 Andrew Royal was the first immigrant to be elected Mayor.
- 1890 Grand Opera House opened. It burned down in 1922.
- 1890 Pueblo Union Depot built, serving five Railroads: the Denver & Rio Grande; the Denver, Texas & Fort Worth; the Chicago, Rock Island & Pacific; the Atchison, Topeka & Santa Fe; and the Missouri Pacific.
- 1891 The Colorado Mineral Palace opened.
- 1893 Pueblo's resident artist Joseph Hitchins died. His studio was at 322 Santa Fe.
- 1919 Last public speech by President Woodrow Wilson given at Pueblo's Memorial Hall.
- 1921 Sixty percent of the business in Central Pueblo destroyed by the Big Flood.
- 1922 Arkansas River relocated during Pueblo's largest Public Works project.
- 1950 Population increased and consumer habits changed by post World War II growth.
- 1973 Sangre de Cristo Arts Center opened.
- 1976 Pueblo Mall opened, refocusing retail activity outside the traditional downtown core.
- 1977 Main Street pedestrian mall opened.
- 1982 Union Avenue Historic District placed on National Register.
- 1991 The El Pueblo Museum opened at the site of the historic Fort and El Pueblo settlement.
- 1993 Construction of a Hotel and Civic Conference Center approved by the voters of Pueblo.



Early Santa Fe Avenue



Central Pueblo



Arkansas River and City Hall



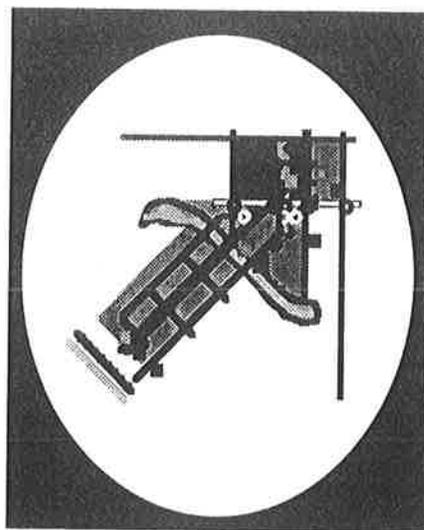
"South Downtown at Sunrise" by Solano

Courtesy of Dr. Elmer Villalon

I N D E X

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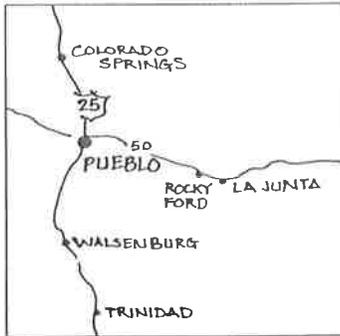
CONTEXT

Pueblo is located at the confluence of the Arkansas River and Fountain Creek on the western edge of the Great Plains at the gateway to the Southern Rocky Mountains. The Santa Fe Trail and other pioneer routes followed river basins, spurring Pueblo's early development. Pueblo's strategic location destined it to become a transportation and commercial center for Southern Colorado. During the nineteenth century, Pueblo was a boom town because of railroad development, smelters supporting the gold and silver mining, and the iron and steel industry. In 1870, the population of Pueblo County was 2,265; by 1890, it had grown to 31,491 residents.



Colorado and surrounding states

Pueblo in the 1990s is the fifth largest city in the State of Colorado. The 1990 Census lists Pueblo's population at 98,670, and Pueblo County's population at 126,027. Pueblo is the center of a 150,000 resident, multi-county trade area encompassing Southern and Eastern Colorado. Many Southern Coloradoans come to Pueblo for shopping, entertainment, and recreational activities.



Southern Colorado region

Manufacturing remains a key component of the economy. As a result of Pueblo's aggressive economic development efforts, 3,000 jobs have been added since Pueblo's economic downturn in 1983. Pueblo is diversifying its economy with an increasing proportion of local employment created in service-sector jobs. A major problem faced by Puebloans in the 1990s is the decline in personal income relative to other communities. In 1960, Pueblo's median family income was comparable to State and National figures. By 1990, it was only 71 percent of that figure. This has resulted in limited retail spending and local investment opportunities.



Central Pueblo

In some respects, the slow rate of population growth has helped Pueblo avoid problems faced by larger, rapidly growing communities. Pueblo has clean air; its development is contained. The community has substantial reserves of water. Pueblo's rich, diverse history, in both an economic and cultural sense, indicates that it is and will continue to be the major urban center in Southeastern Colorado. This fact alone provides a secure basis for Pueblo's future economic development.

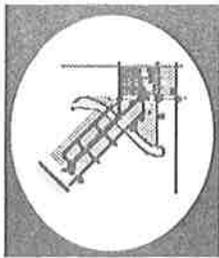
One of the community's developing target markets for the 1990s is tourism, with the goal of increasing the tourism industry's contribution to the local economy. Pueblo is not currently thought of as a tourist destination, but the community is host to a sizable number of visitors each year. Two of the largest tourist attractions within the State are in Pueblo: the Colorado State Fair and the Lake Pueblo Recreation Area. Efforts to increase tourism will build upon the community's existing tourism base and use Pueblo's strategic location at the crossroads of Southern Colorado.



Tourist Zone

The community is undertaking a number of tourism development projects within its historic downtown including: the Pueblo Hotel and Civic Conference Center, the Historic Arkansas River Project, the El Pueblo Museum and Plaza, and the D&RG Freight House, Public Market & Railroad Exhibit. The objective of these projects is to create a tourism zone within Central Pueblo that contains sufficient attractions to reposition the economy toward tourism. It is within this context that the Central Pueblo Framework Plan is presented.

INTRODUCTION



Past Planning Efforts

Throughout its history, Central Pueblo has been built and rebuilt to suit the needs of the era. Each change to Central Pueblo has expressed the personalities, dreams and soul of its citizenry.

Early influences on plans for Central Pueblo were primarily geographic: the Arkansas River, Fountain Creek, the railroads, and the street layout. In the 1960s and 70s, Central Pueblo experienced a drain in business, due in part to the 1976 opening of the Pueblo Mall. This retail evolution was the impetus for several planning studies including the 1968 Gruen Plan, 1979 Downtown Land Use Plan, the EDA-funded 1985 Economic Dislocation Strategy, and the 1989 Council of Urban Economic Development Report. More recently, there have been efforts to plan Central Pueblo in response to a need to strengthen the economic base and create an inviting atmosphere for citizens and tourists alike.

Why a Framework

As shown in this document, the Framework creates the blueprint for the future. It gives logic to the many decisions that are made by both private investors and the government in the course of day-to-day operations. These individual projects can be either government or private initiatives. They may involve economic development, policy, management, or physical design and development. The Framework provides an overall development plan to guide decisions and coordinate the efforts of groups and individuals that have a stake in the future of Central Pueblo. The Framework is the first phase of a larger effort to create detailed plans for specific areas in Central Pueblo. The Framework will direct the next round of economic development and civic improvements for Central Pueblo.

The Project Team

With several new projects ready to begin in Central Pueblo, the Framework became imperative. With funding from the Economic Development Administration, a Project Team was assembled from those who have been involved in Central Pueblo's development and are concerned with directing its future. The Team studied the current conditions and upcoming projects. They created a Vision, defined Issues, determined Values, and designed the Framework Diagram. Next, they outlined the Districts with direction for economic and physical growth within three districts and developed Strategies for implementing the overall Framework. This document contains the work of the Project Team.

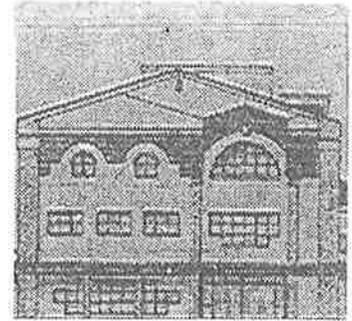


Hotel and Civic Conference Center

A 180-room hotel connected to a 35,000 square foot garden area and civic conference center will be built at 1st St. and Santa Fe Ave. The complex will be connected to the HARP project by a water link.

Joseph Edwards Senior Center/Union Plaza Apartments

Presently under construction, the Union Plaza Apartments will provide 45 units for seniors and connect to the Joseph Edwards Senior Center which will house senior program administration and recreation facilities.



Municipal Services Center

A government complex, set up as a "one-stop shop", containing public works, police, municipal court, regional building, and transportation will be constructed at "D" Street and South Main Street.

South Main Street Bridge replacement

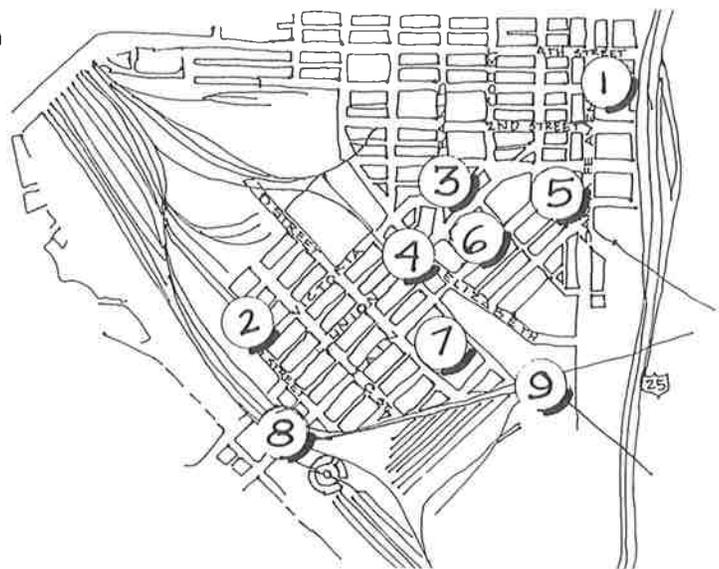
Construction will begin in September 1994 to replace the Main Street viaduct that crosses the railroad tracks and the Arkansas River. At least one section of the existing structure will be relocated to the HARP.

South Downtown/Runyon Commuter Link

A bicycle trail will cross the Arkansas River over the new Main Street bridge, connect with the Pueblo Union Depot, the D&RG Freight House, then cross abandoned rail yards before connecting with HARP. An additional bicycle trail will be built connecting HARP to Runyon Field.

Concurrent Projects Map

1. Chamber of Commerce expansion
2. D&RG Freight House
3. El Pueblo Museum & Plaza
4. HARP
5. Hotel and Civic Conference Center
6. Joseph Edwards Senior Center/Union Plaza Apartments
7. Municipal Services Center
8. South Main St. Bridge replacement
9. South Downtown/Runyon Commuter Link



PROCESS



"Would you tell me, please, which way I ought to go from here?" Alice asked the Cheshire Cat.
 "That depends a good deal on where you want to get to," said the Cat.
 "I don't much care where ---," said Alice.
 "Then it doesn't matter which way you go," said the Cat.
 "--- so long as I get somewhere," Alice added as an explanation.

Lewis Carroll, Alice in Wonderland

Project Team

The Project Team consisted of 28 members. Many were involved in the Pueblo Renaissance Project, an incorporated organization representing property and business owners and other interested parties. Others were added from the Urban Renewal Authority, City Council, the Convention and Visitors Bureau, the HARP Committee, and the Chambers of Commerce so that a diversity of views was represented. Specialists, experts, City staff, and other citizens were invited to enlighten the Team discussions as needed. The Team met intensively for six months. They operated on a consensus basis. Rather than taking a vote, each decision, each Framework element, was agreed to by the whole Team.

Sequence

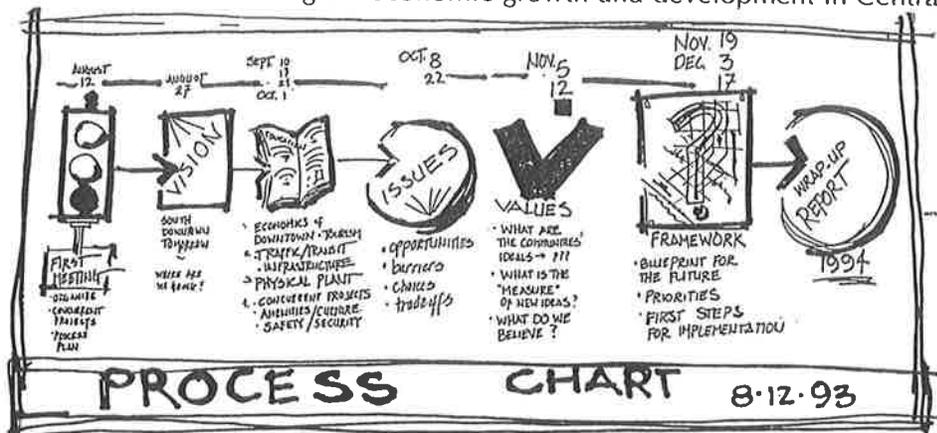
The first meeting was dedicated to creating a Vision. The Team talked about what they wanted for Central Pueblo: what it should be like in five, ten, or twenty years.

Educational sessions followed the Vision discussion. These sessions covered such topics as economic status, management options, zoning, architecture, cultural issues, infrastructure, waste water, traffic, concurrent projects, pedestrian patterns, transit, and safety.

After the educational sessions, the Team discussed and identified Issues. Each Issue statement was carefully crafted to define basic problems so that as the Framework developed, the Team could ensure that proposed solutions actually addressed the problems of Central Pueblo. From the discussions, a list of Values was derived to identify the ideals of the Team for near-term project development as well as for future generations.

The Framework Diagram was created during a long evening session and refined over the next few meetings. Finally, Districts and Strategies were outlined. This Process allowed the Team to focus clearly on their task and create the Framework needed for logical economic growth and development in Central Pueblo.

The Process chart was the "road map" that guided the work of the Project Team.



Central Pueblo's Future

Over the next several decades, government and private investors will plan projects and make decisions that effect Central Pueblo. Making these decisions in the context of a Framework will help to maximize return on investment with mutual benefit to the citizens of Pueblo.

Defining a Vision for the future is the first step to creating a Framework. The Project Team started by imagining Central Pueblo in five, ten, or twenty years. If everything they wanted could be done, what would Central Pueblo be like? What would it be like to walk down the streets, linger in the parks and plazas, enjoy the River? What is there today that should remain? What could be added or eliminated?

Several recurring themes emerged. The Team wanted Central Pueblo to be economically stable and provide jobs for Pueblo's citizens, especially its young people. Central Pueblo was envisioned as pedestrian-friendly, comfortable, inviting, and safe; the home of art and culture, featuring museums and art centers, along with public art and statuary; reflective of the diversity of the people of Pueblo with outdoor cafes, ethnic restaurants, and a farmers market. In short, Central Pueblo should be the community's center.

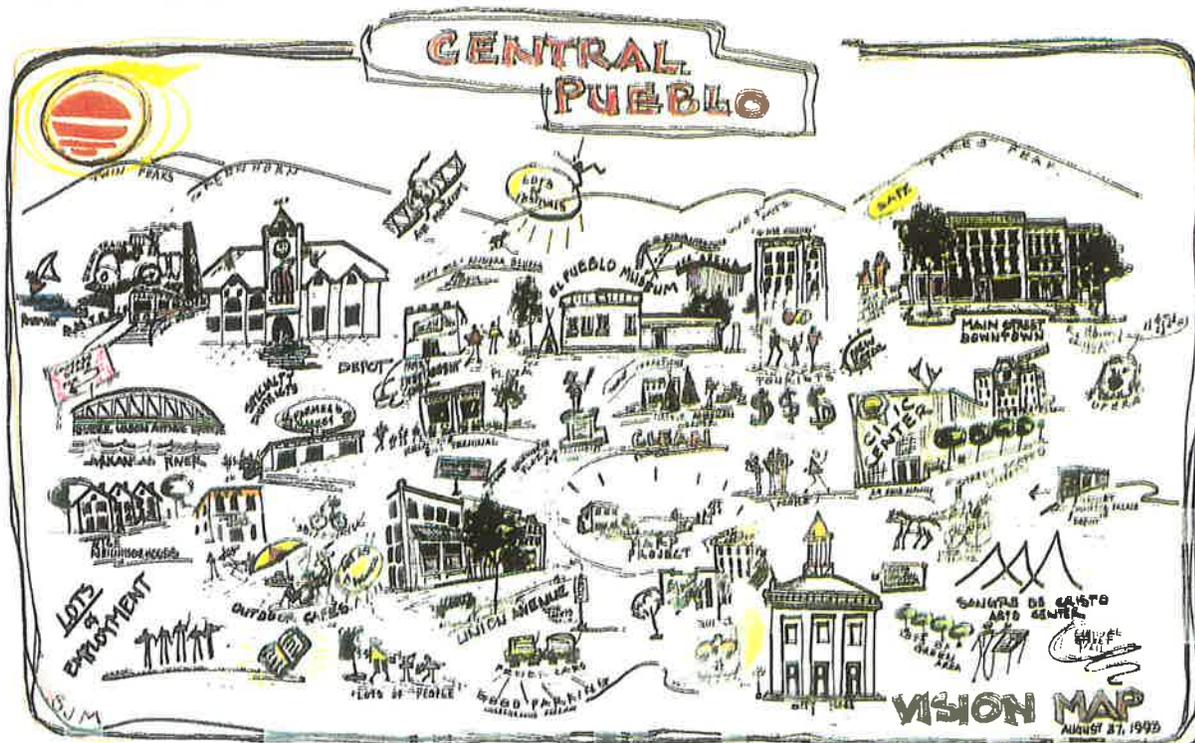
The resulting Vision identifies the desired future. From here, the Team was able to identify Issues preventing the realization of this Vision over time.

VISION

A city changes because of dreams. Dreams give shape to plans, plans to actions, actions to results. We live our lives among the results, so we'd best share in the dreaming.

William Hornby

The Vision Map captured the Team's discussion about the future of Central Pueblo and what it would be like if these ideas were implemented.



ISSUES

The following Issues were identified by the Project Team. These Issues were carefully crafted to describe the root causes that must be addressed to achieve the Vision.



Economic Base —

Central Pueblo's economic base is not as strong nor as flexible as it needs to be to sustain a thriving city environment or respond quickly to changing market conditions.

A Central Marketplace —

Central Pueblo is not perceived as the central marketplace for the Pueblo community even though it has a number of attractive destinations.



A Soul —

Pueblo's regional arts and cultural amenities are located in Central Pueblo, and yet Central Pueblo does not reflect the "soul" of Pueblo's richly diverse population.

Housing —

More residential units and hotels need to be developed so that Central Pueblo is recognizable as a strong urban neighborhood complete with:

- amenities;
- shopping; and,
- security.



A Sense of Permanence —

Downtown's sense of permanence may be lost in the pursuit of speculation, trends, and whims.

Access —

It is difficult to get directly to destinations Downtown because of access barriers such as the river, the railroads, the grid shift and I-25 as well as:

- one-way streets;
- poor signage; and,
- parking problems.



Street Hierarchy —

Central Pueblo's streets are not logically designed and signed so that residents and visitors can comfortably travel between destinations.

Land Use —

There is a lack of logical organization and internal harmony within the Central Pueblo area in terms of:

- sub-districts and their land use mix;
- clear landmarks;
- routes between destinations; and,
- activity centers.



Open-Space System —

Although Central Pueblo has some plazas, streetscapes, and parks, they are disjointed and don't combine to form a comprehensive open-space system that includes:

- greenery in the city;
- streetscapes and pathways;
- screening of certain uses; and,
- comfortable gathering spaces.



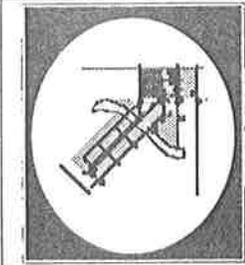
Visionary Leadership —

Central Pueblo has envisioned many enlightened individual projects but has not developed a framework diagram to tie the projects together and guide development and management.



Aerial photo of Central Pueblo

FRAMEWORK



Frame • work (frām'wŭrk'), 1. the structure or blueprint that guides economic and physical development. 2. the combination of three parts of this document:

- the **Values**: those ideals which the citizenry believe and use to guide community actions;
- the **Framework Diagram**: the physical blueprint for economic development and growth; and
- the **Districts**: concepts for future growth of the specific areas within Central Pueblo: the Commercial Historic, Civic, and Business Districts.

Organization

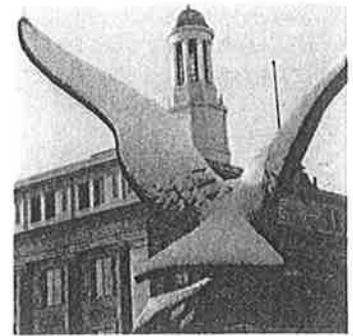
Taken altogether, the Values, Framework Diagram, and the District concepts constitute the Framework which will guide growth over time in Central Pueblo to the mutual benefit of individual investors and the general public.

The Values are statements which identify those ideals which the community holds dear. They are the measuring stick against which individual proposals will be tested to determine if the project is appropriate and desirable for Central Pueblo. The Values will be used to create a community discussion on proposed projects based on both their merit and their fit into the overall Framework.

This Framework Diagram for Central Pueblo provides a structure for the area. It defines districts, roadways, pedestrian paths, landmarks, open space, and waterways. Within this structure any number of specific plans or ideas can fit as long as they do not violate the basic principles contained in the Values, and physical layout of the Framework Diagram.

The District concepts define the economic base, character, and appropriate use of each area within the Framework Diagram. This section suggests economic development opportunities, land use, architectural style, and art. The District concepts also contain ideas suggested by the Central Pueblo Project Team. These ideas warrant further study.

The Framework – the Values, Framework Diagram, and the Districts – are the basis for decision-making to guide Central Pueblo towards its Vision for the future. This Framework is Phase I. Specific economic initiatives and plans will be detailed as a Phase II project.



Ideals are an imaginative understanding of that which is desirable in that which is possible.

Walter Lippmann



VALUES

During the Project Team discussions, several Values emerged. These Values are the guiding principles against which all future initiatives will be measured. When issues arise that are not now foreseeable, the Values will give an understanding of the intent of the Team while creating this Framework. Thus, the invaluable discussions that led to the development of the Framework are summarized explicitly in these Values.



A Regional Economic Center —

The economic structure of Central Pueblo should be broad, flexible, and designed to offer job opportunities to Pueblo's diverse population, especially its young people. Central Pueblo should be a regional economic center for the exchange of goods, information, ideas, and services that is the home of:

- office and civic uses;
- unique retail and specialty stores, with a reputation for high-quality goods and services;
- entertainment and cultural centers; and
- tourism.



Everybody's Hometown —

Central Pueblo should be designed and scaled to fit the image of a "good small city" with all the qualities that implies.

- lively pedestrian streets
- gathering places
- sense of neighborhood
- slow-moving traffic
- active first-floor uses
- a place for a parade

Pueblo's Seat of Government —

Central Pueblo should reflect a civic presence as the central location for City government and services.

- City offices
- civic business center
- other government services



A Center for Culture and Education —

Art, cultural, and educational amenities should be reflective of the "soul" of the peoples of Pueblo, incorporated into all projects, and featured as a major attraction in Central Pueblo.

A Safe Place —

People living, working, shopping, or visiting Central Pueblo should be free of worry about their safety and security.

A Downtown for Everybody —

Central Pueblo should be open and inviting to all of Pueblo's residents and visitors including:

- children and families;
- people of all income levels;
- various ethnic groups;
- the handicapped; and
- the disenfranchised;
- older people.



A Link to Pueblo's Past —

Central Pueblo should develop in such a way that its historic context is showcased, its historic buildings are preserved, and the story of Pueblo's past can be celebrated through:

- building preservation, restoration, and adaptive re-use;
- environmental preservation; and
- ethnic and cultural resource development.

Inviting to Pedestrians —

The Central Pueblo environment should be designed to favor and encourage pedestrian activity so that people can gather, socialize, enjoy Central Pueblo and walk between its destinations. To encourage this, amenities should include such things as:

- sidewalk cafes;
- places to stroll, meet, and gather;
- active first-floor uses; and
- wide, clean, comfortable sidewalks and streets.



Accessible —

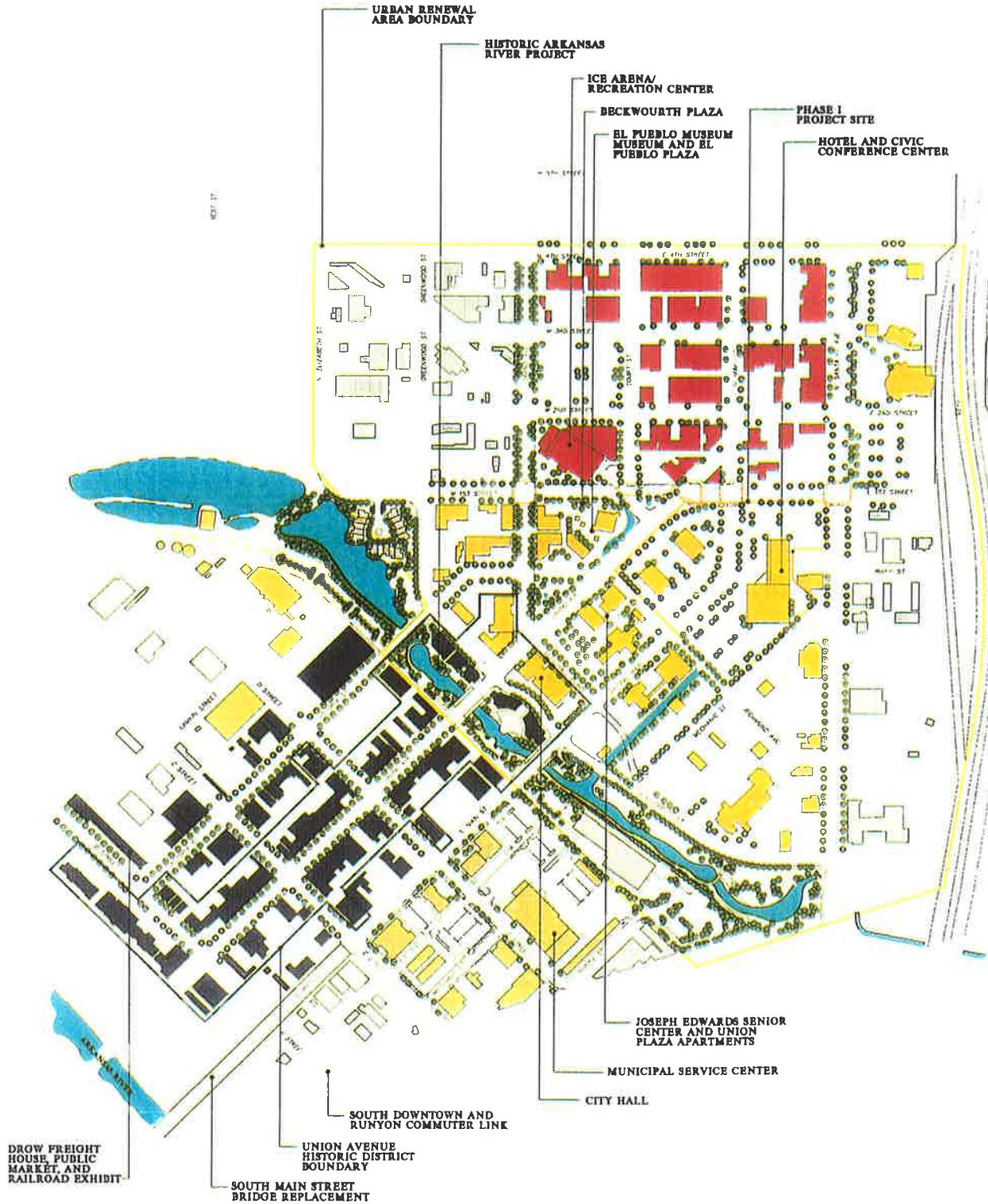
Access in Central Pueblo should be direct and clear; fast-moving through-traffic should not be given precedence in areas specifically designed to encourage pedestrian activity.

A Comfortable Outdoor City —

As Central Pueblo develops, plazas, streetscapes, and parks should be built as part of an overall open space system that includes:

- comfortable pedestrian connections between destinations;
- places to gather and celebrate;
- outdoor areas that offer relief and refreshment; and
- opportunities to enjoy the outdoors, its water features, trees, and plantings.





CENTRAL PUEBLO CONTEXT MAP

Central Pueblo study area with Transition and Special-Use Areas, and Concurrent Projects

CENTRAL PUEBLO FRAMEWORK 1994

FRAMEWORK DIAGRAM

Earlier Versions

Pueblo, like most cities, has developed within a framework since its beginnings. Although not referred to as frameworks, the relative positions of the Arkansas River and Fountain Creek, the railroads, the streets, and the bridges were the foundation for previous frameworks. This Framework Diagram differs from earlier development efforts because it is pro-active rather than re-active. It guides the future of Central Pueblo rather than re-acting to development projects one at a time.

By clarifying what is essential and what is non-essential, one can establish a central design structure without attempting to cover the entire area

Use

The Framework Diagram captures the ideas inherent in the Vision and Values and creates a diagram for guiding economic and physical growth in Central Pueblo. Within this diagram, the Issues that currently face Central Pueblo are resolved. This Framework Diagram provides a blueprint within which individual projects can be realized over time and policies coordinated to bring Central Pueblo closer to its Vision. Economic and physical development should seek to reinforce and strengthen the Framework Diagram.

*Edmund Bacon,
The Design of Cities*

The Elements

Within the Framework Diagram, are several elements:

- the Districts
- the Anchors
- the Pedestrian Pathway systems
- the Roadways and Intersections
- Transition and Special-Use Areas
- District edges

Each element combines with the initial diagram to explain the Framework in more detail.



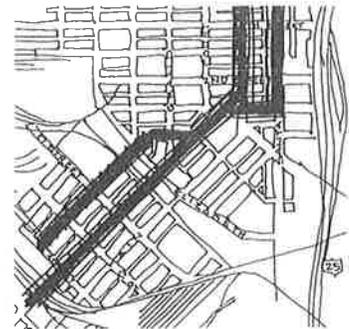
Three cities: the beginnings



Historic river course



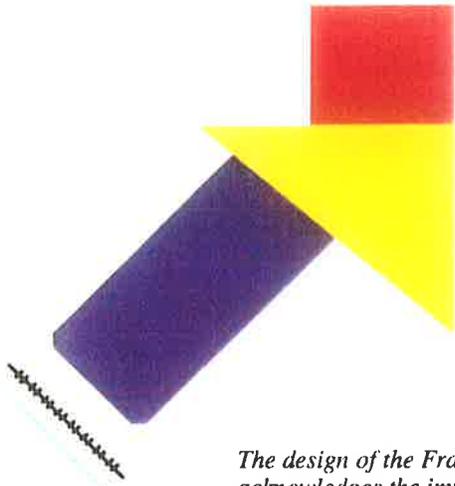
Early railroads



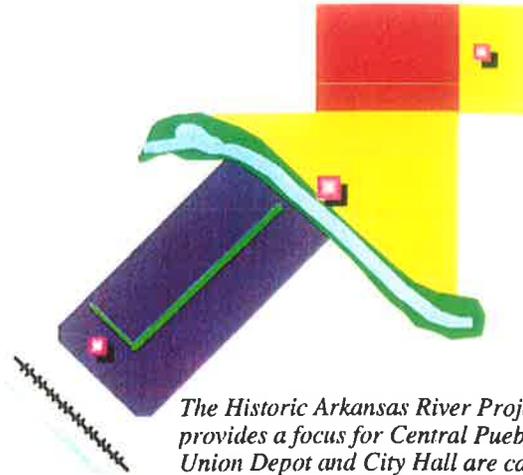
Trolley system

FRAMEWORK DIAGRAM: Elements & Logic

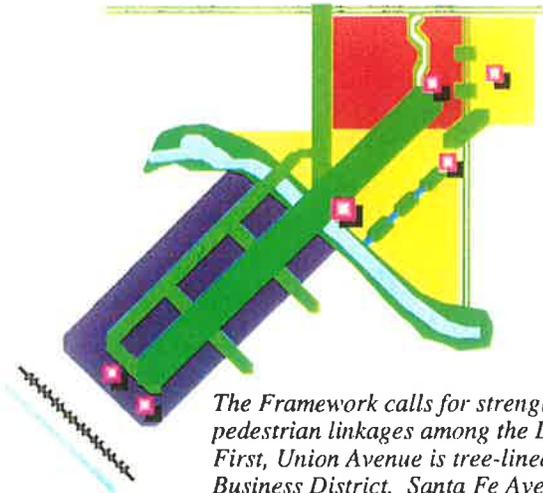
These drawings explain the elements that combine to create the Framework Diagram as seen on the opposite page.



The design of the Framework Diagram acknowledges the importance of the rail lines and the Arkansas River channel. Three Districts emerge: the Commercial Historic, the Civic, and the Business Districts.

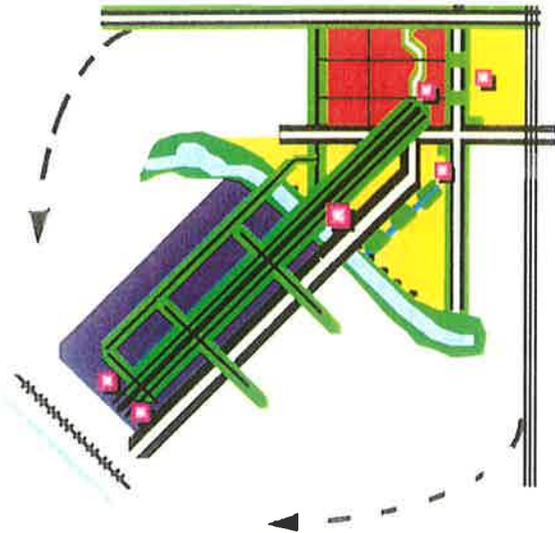


The Historic Arkansas River Project provides a focus for Central Pueblo. Union Depot and City Hall are called Anchors because they are landmarks and generate activity. The Arts Center becomes part of the Civic District and is also an Anchor. Union Avenue and B Street are well-used Pedestrian Paths.



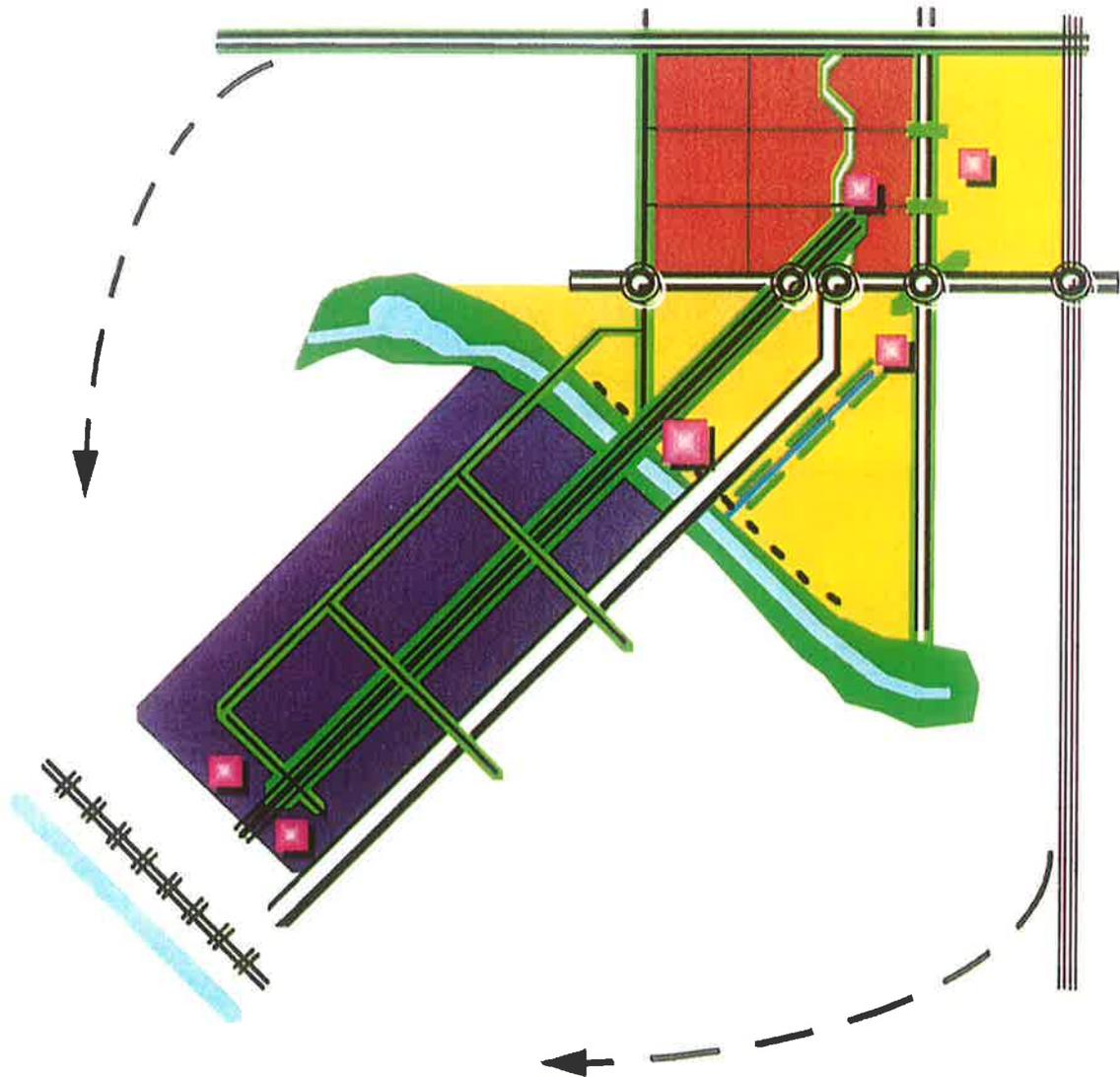
The Framework calls for strengthening the pedestrian linkages among the Districts. First, Union Avenue is tree-lined up to the Business District. Santa Fe Avenue and 4th Street are streetscaped to calm the effects of heavy traffic. Grand Avenue becomes a tree-lined boulevard to City Hall.

Victoria Avenue, C, and D Streets are made pedestrian friendly. The Depot as an Anchor is reinforced with other historic renovations. A Conference Center creates an additional Anchor in the Civic District and is connected with a canal and Pedestrian Path to the River. The Arts Center is connected to the Business District and the Conference Center with pedestrian improvements at street intersections. Thus, Anchors and Pedestrian Paths are linked.



Traffic is allowed on all streets. Vehicles with destinations outside this area are routed along Main Street, Santa Fe Avenue, Interstate-25, 1st, and 4th Streets. Other streets, including a re-aligned Elizabeth Street, carry local traffic within the Districts. Wherever possible, heavy traffic is directed to the edges of the Districts. A new roadway, passing behind the Depot if possible, connects 4th Street and Interstate-25.

FRAMEWORK DIAGRAM: CENTRAL PUEBLO



The final Framework Diagram highlights important intersections along 1st Street that serve as Entryways into Central Pueblo. First Street becomes critical to orienting visitors and residents alike. It intersects with Interstate-25, Santa Fe Avenue, Main Street, Union Avenue, and Grand Avenue – all of the major Roadways and Pedestrian Pathways in Central Pueblo. The intersections along 1st Street combine to become an attractive entry into Central Pueblo.

The Framework Diagram is the overall physical guide for all economic and development projects in Central Pueblo.

DISTRICTS

Within Central Pueblo, there are three distinct Districts:

- the Business District: 1st to 4th Streets, Santa Fe to Grand;
- the Civic District: bounded by Santa Fe, 1st Street, and Elizabeth; and
- the Commerical Historic District: bounded by Main, B Street, the alley behind Victoria, and the Historic Arkansas River.

Surrounding these Districts are the remaining lands in the study area. These are called the Transition and Special-Use Areas and are discussed separately from the Districts. All three Districts and the Transition and Special-Use Areas are part of this Framework.

Discussion of the Districts is organized as follows:

- Overall Goals which apply to all Districts;
- a Character Sketch for each District; and
- Goals for Economic Development, Management, and Physical Design.

Ideas for Further Study

- City-wide preservation ordinance
- Public art
- Statues: historic to present
- Waterfall at I-25 and 1st Street
- Clocktower diagonal building
- Roundabout at 1st and Santa Fe
- Sidewalk plaques
- 36 foreign-language newspapers
- Areas of specific cultural style
- Interlocking plazas
- Trolley
- Attract education/day care
- Noon whistle
- Ethnic shop area
- Indian jewelry market
- Galleries near arts center

Many of the goals listed will require concurrent efforts in several arenas such as economic development, policy, and physical design. This section is not intended to be comprehensive. Rather, it is intended to capture the initial discussion by the Project Team about how the Districts might develop. Further District development, specific economic initiatives, and plans will be detailed in Phase II.

In the box to the left are ideas that were brought up during the Project Team's discussions. These should be studied further to assess their merit and fit into Central Pueblo's Framework.

Goals which apply to all three Districts will be outlined first.

Overall Goals

These goals apply to all the Districts in Central Pueblo.

Economic Development

- Establish a business support office for new and existing businesses.
- Encourage appropriate new businesses to locate in Central Pueblo through a business recruitment and retention program.
- Create a job program targeted toward Pueblo's youth that provides training for advanced employment opportunities.
- Encourage residential conversions and new housing, emphasizing housing in the Commercial Historic District.

Management

- Create a private-sector management entity that will maintain, manage, advocate, promote, support, represent, and market Central Pueblo.
- Coordinate the efforts of the private-sector management entity with existing associations.
- Create a parking district to accommodate the needs and minimize the effects of parking in Central Pueblo.
- Encourage the re-use of older buildings.
- Explore methods of eliminating incompatible uses.

Policy Goals

- Establish a minimum building maintenance and landscape code with enforcement capabilities.
- Create a preservation ordinance that includes policies for demolition, adaptive re-use, renovation, incentives, and financing opportunities.
- Develop a method for maintaining public spaces, streetscapes, and other public improvements.
- Create a parking landscape ordinance.

Physical Design

- Create overall design guidelines that support the Framework.
- Explore updating the signage code for private signage, billboards, and building walls.



*Grand Avenue,
looking toward City Hall*

Business District

Character

Large, older, former department-store buildings dominate the Business District. The Main Street serpentine mall — influenced by the earlier Gruen Plan (1968) — curves and has large trees. Many of Central Pueblo's established restaurants and "hot spots" have been doing business here for many years along with some large retail stores.

Today, with the department stores gone, medium-sized businesses have relocated to this District. They enjoy a central location and use the converted older buildings for office, retail, and restaurant space. Goals for this District are outlined below.

Economic Development

- Recruit and retain medium and small businesses.
- Attract professional offices.
- Attract and retain support retail.
- Provide an incentive/reward package to attract desired businesses.
- Avoid "taxing prosperity," thereby creating a disincentive, and review the tax structure for Central Pueblo.

Management

- Encourage existing business organizations to participate in the management organization for Central Pueblo as described in the Overall Goals.



Physical Design

- Illuminate building facades, alleys, and signage for aesthetic and safety reasons.
- Make the streets more pedestrian friendly and examine traffic patterns.
- Create design guidelines that encourage street-level retail with offices above.

Civic District

Character

Cultural attractions and the seat of government dominate this District. City Hall sets the tone for monumental buildings that are both grand and rich in quality of materials, public presence, and style. The Civic District is where the citizens of Pueblo see the soul of the community reflected through their government, museums, civic, and art centers.

Economic Development

- Provide linkages to the other districts so employees from this area can more easily patronize retail and restaurants.
- Provide convenience retail, gift shops, and restaurants as appropriate at street level .
- Support the development of a Hotel and Civic Conference Center reflective of the recommendations in this Framework.

Management

- Organize cultural events with common promotions and ticketing.

Physical Design

- Create design standards that address the civic and monumental character of this District.
- Locate civic art that reflects the soul of the people of Pueblo.
- Create a strong streetscaped link along Union Avenue.
- Create a pedestrian link from the Old Arkansas River to the Civic Conference Center - perhaps with a canal.
- Line Grand Avenue with trees to link it to the City Hall area.
- Design interlocking plazas among the triangles created by the grid shift along Union Avenue, and link them to the El Pueblo Museum.
- Provide links within the District through public art, plazas, kiosks, and landscape.
- Screen and calm the traffic along Main Street.
- Establish design guidelines for buildings and open space.
- Link the Sangre De Cristo Arts Center to the Civic Conference Center and the Business District.



Commercial Historic District

Character

Union Avenue is the spine of the Commercial Historic District. Most of the buildings in this area are of brick or stone, Victorian commercial, built at the turn of the last century. Arched windows, individual storefront entrances and display windows, and decorative cornices combine to make a friendly, inviting atmosphere. Restaurants, art shops, and specialty stores located in some of these restored buildings contribute to the urban quality of this District.

Economic Development

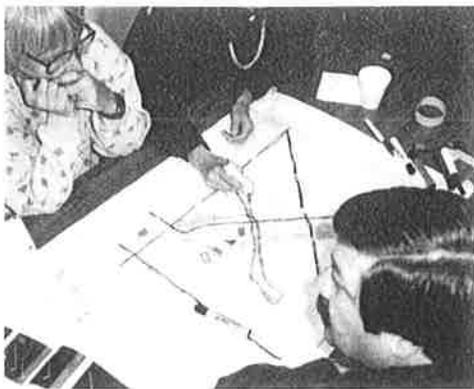
- Create a low-interest loan fund for businesses, housing, and building preservation uses.
- Create incentives for desirable business and housing development.
- Encourage local Pueblo businesses that are expressive of Pueblo's diversity, culture, and soul.
- Encourage specialty retail, cafes, restaurants, and art galleries to locate in this District.
- Encourage the conversion of existing buildings to residential uses, and add new housing.

Management

- Participate in a Central Pueblo business management organization.
- Create or participate in a parking district.
- Enforce the regulations of the Union Avenue Historic District.

Physical Design

- Design housing to be in harmony with commercial establishments.
- Re-examine design guidelines for public and private improvements.
- Create parking lot landscaping guidelines.
- Concentrate housing in this District, considering town-houses along Victoria.
- Link Victoria Avenue to the River and streetscape accordingly.
- Strengthen the Depot as a Landmark and its surrounding historic buildings as an Anchor for the District.



Transition and Special-Use Areas

The study area is larger than the three defined Districts. The areas beyond the Districts but within the study area are called the Transition and Special-Use Areas. Its components include:

- the City of Pueblo's Municipal Services Center located east of the Commercial Historic District;
- the WestPlains Energy facility and mixed-use area west of the Commercial Historic District;
- the transitional area west of the Business District.

The Municipal Services Center will provide "one-stop shopping" for City Services such as building permits, the police station and public works. A strong pedestrian link along C and D Streets, across Main, will allow workers easy access to restaurants and shops during the noon hour and after work. This is mutually beneficial to the Service Center and the Commercial Historic District.

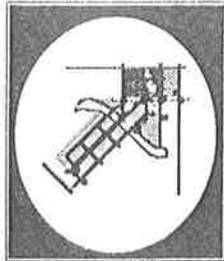


West of Victoria, the WestPlains Energy facility will continue to operate and may expand. Surrounding it, the warehouses and light-industrial buildings may move to other areas if the land values increase significantly over time. If this occurs, uses such as housing, small offices, and other establishments compatible with the Commercial Historic District may emerge. These uses, building styles, and renovations should seek to be in harmony with the goals of the Framework and new pedestrian linkages should be created.

The area west of the Business District is currently a mix of uses such as tire stores, building supply stores, repair shops, warehouses, and light industry. Many of these uses provide a valuable service convenient to those who live and work in Central Pueblo. Over time, as land becomes more valuable, some of these uses may relocate leaving an opportunity for redevelopment. Housing may be a desirable use, especially as the Historic Arkansas River Project progresses. Offices, support retail, and convenience stores are some uses that would logically fit into this area. Attaching new development to the nearby Districts using pedestrian linkages, signage, and compatible architectural style will strengthen the Framework and Central Pueblo's economic base.



STRATEGIES



During their meetings, the Project Team discussed specific ideas and strategies that respond to the Issues they identified. While creating the Framework, they tested these ideas against the Values and incorporated many of them into the Framework Diagram. The Team identified four priorities for implementing this Framework.

Priorities

Business and Economic Development

Create a business management organization to address business support, retention, recruitment, retail mix, maintenance, marketing, promotions, festivals and events, planning, and management issues in Central Pueblo.

Pedestrian Linkages and Vehicular Access

Create a strong pedestrian linkage system throughout Central Pueblo, route through-traffic along the edges of the Districts wherever possible, and maintain or increase destination access to businesses and well-planned parking within the Districts.

Preservation, Development, and Maintenance

Preserve the historic fabric of Central Pueblo and create guidelines for future development and redevelopment, with a maintenance plan for both public and private initiatives.

Expression of Pueblo's Soul

Every new building, public improvement, or development project should have a plan for the expression of Pueblo's soul and the story of its peoples through public art, architectural style and detail, or other appropriate displays.



People cannot maintain their spiritual roots and their connections to the past if the physical world they live in does not also sustain these roots.

*Christopher Alexander,
A Pattern Language*

Image and Identity

As this Framework is implemented, Central Pueblo should emerge as a clearly identifiable place. Within each District, common themes should be pursued in the areas of economic development and physical design, style, and character. Specific plans for each District should further the ideals described in the Framework: its Values, Framework Diagram, and District concepts. Central Pueblo will become the melding of these three Districts into a strong, economically stable area with a memorable image and identity. Thus, each marketing and promotional effort, business recruitment and retention strategy, and physical development can benefit from the focus on the Framework. Each initiative will build on the last; each will create more opportunity for the future.

Nothing will ever be attempted, if all possible objections must be first overcome.

Samuel Johnson, 1759

Further Strategies

Beyond the priorities listed, strategies for implementation that should be further developed include:

- A comprehensive directional and informational signage system throughout Central Pueblo;
- A housing strategy that offers a housing stock in a range of styles and prices;
- A City-wide preservation policy for older buildings, contributing buildings, and landmarks;
- An open space system including streetscapes, interlocking plazas, greenery, and comfortable gathering spaces; and
- Design Guidelines for Central Pueblo and each District.

To implement this Framework, its priorities and strategies, the Pueblo Renaissance Project and the City of Pueblo, including its authorities and advisory committees, will develop a public/private partnership. The partnership will focus on these strategies as well as any other appropriate opportunities that cannot now be anticipated.



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