

# Westside Neighborhood Plan



CITY OF PUEBLO, COLORADO  
Department of Planning and Community Development

*Prepared with Assistance from*  
**CAMIROS**  
*and*  
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## I. EXECUTIVE SUMMARY

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In 2002, the Pueblo City Council chose the Westside Neighborhood to be one of three neighborhood plans to be completed in 2003. The findings and recommendations of the Westside Neighborhood Plan are reported herein. The preparation of this plan was coordinated by the City of Pueblo's Department of Planning and Community Development along with the Hyde Park Neighborhood Association.

The Westside Neighborhood encompasses a culturally rich and diverse Colorado community with approximately 3,500 residents, a small neighborhood commercial enclave and a small but growing regional commercial business district. Isolated from the rest of Pueblo by railroads and topography, the Westside Neighborhood has historically grown at a slower pace than other parts of Pueblo. Much of the land has remained rural until recent development pressures. Many of the residents feel politically isolated from the City as well. Residents of the Westside Neighborhood are known for their attachment to the neighborhood and ability to unite when the neighborhood is threatened.

The Westside developed along the Arkansas River. A mile or two of riparian flood plain upstream of the Colorado State Hospital at Pueblo was cultivated in the early 20<sup>th</sup> century largely as agricultural land to feed the patients and staff at the hospital. Immediately upstream, near what is today the Fountain Foundry area, there were truck farms with a wide range of irrigated produce. Further upstream, near today's Pueblo Boulevard were dairies – The Hillside and Rubison Dairies, among others. Beyond that were grazing lands under contract with the hospital. The hospital developed the "Honor Farm" as a pre-release facility among the pastures west of today's Pueblo Boulevard and this facility was later turned over to the Colorado Department of Corrections.

The Burlington Northern-Santa Fe Railroad continues to be a prominent geographic boundary for the east edge of the neighborhood. In the early 1900's an at-grade 11<sup>th</sup> Street railroad crossing connected the Westside to downtown but was closed in 1950. The Westside Neighborhood must plan for large-scale changes. The development of the extensive vacant and underutilized land in this sector of the City may change the diversity of population and housing found in the neighborhood. One of the key components of the area's future is to integrate, as much as possible, new development that will respect and reflect the history of the Westside community. Another aspect is to provide the means of linking the existing Westside community with new development and not have that growth turn its back on this older part of the city. The challenge is to organize a program to guide the future of the Westside Neighborhood in a manner that builds upon its strengths and organizes the resources and efforts of the residents and government to realize a common vision.

Such a vision has evolved through the planning process coordinated by the City of Pueblo's Department of Community Development, which simply states that:

***"Westside Pueblo should be a diverse community that respects its past but looks forward to incorporating new development to provide a refuge for its residents, a viable workplace for its businesses, and an attractive resource for all of Pueblo."***

### THE NEIGHBORHOOD PLAN

The plan for development of the neighborhood graphically depicted in Figure S-1 suggests a series of changes to strengthen viable districts, as well as strategies to attract new investment and integrate new development into a recognizable neighborhood entity. The plan uses the following organizing elements.

The perimeter of the neighborhood is designated for land use activities that take advantage of the access and visibility afforded by the region-serving highways of Pueblo Boulevard and US 50. Land use activities such as shopping and employment that generate traffic from customers and jobs are situated where their

impacts to residential development is minimized. Travel to and from businesses and jobs are expected to occur on the perimeter roadways and not through the Westside Neighborhood.

The internal structure of the Westside Neighborhood is organized around the pattern of drainageways and arroyos that traverse the area. The system provides a network of pedestrian trails throughout the community. Attached to the trails would be public facilities such as schools and parks and neighborhood shopping opportunities. The pattern is like a beaded necklace, where the beads are the public facilities and amenities that are held together by the strands – the drainageways and trails.

The voids or spaces between the strands of trails and drainageways form the boundaries of individual residential neighborhoods. Major roadways through the neighborhood provide access to residents and further serve to shape the neighborhood. The adjacent sketch illustrates this concept

### **STRATEGIES TO IMPLEMENT THE PLAN**

The vision and plan for the Westside Neighborhood can be achieved through actions in a number of strategic initiative areas: Quality of Life, Parks and Open Space, Neighborhood Identity, Housing, and Commercial and Industrial Development. Each of these strategy areas addresses not only the physical growth of the Westside Neighborhood, but also the more intangible aspects of neighborhood revitalization and expansion: re-establishing a community identity, re-building community pride, effectively investing the “human capital” of the neighborhood, and fostering economic development.

#### **A. The Quality of Life Initiative**

The Quality of Life strategies identified below touch upon the often intangible aspects of community building which create a positive image for the area and its residents. These include: building a shared sense of community pride and concern; increasing opportunities for social interaction and community involvement; leveraging individual efforts by working together with a common purpose; and improving the physical condition of the public rights-of-way and properties. To achieve this vision the following projects are proposed:

- A1: Strengthen and aggressively enforce health and land use codes*
- A2: Install night lighting improvements at crime hot spots*
- A3: Increase neighborhood-based crime prevention and police presence*
- A4: Increase and Enhance Neighborhood Communication*
- A5: Continue regular community meetings*
- A6: Continue publishing “Hyde Park Highlights”*
- A7: Promote communication among schools and youth organizations*
- A8: Expand community-wide Westside events and traditions*
- A9: Establish a feedback mechanism*

#### **B. The Park and Open Space Initiative**

The vision is to create park spaces that are attractive, well equipped and green, and to attract neighborhood involvement through high-quality programming and collaboration among parks, schools and residents. Recommendations are made for improvements to the following parks and to create new parks.

- B1: Wild Horse Creek Park – park benches, trashcans, new picnic tables.*
- B2: Hyde Park – park benches, shelter, playground equipment, trees/landscaping.*
- B3: Donley Park – park benches, trashcans, picnic tables.*
- B4: Wild Horse Creek Trail Extension – along drainageways throughout the area.*
- B5: YMCA Development – encourage the development of the site.*
- B6: Create additional usable green space – along drainageways and at new sites.*

#### **C. The Neighborhood Identity Initiative**

The vision is to build up the Westside’s identity and promote it so that neighbors in other communities and across the City will know the area as the Westside Neighborhood.

- C1: Gateway Features at Key Intersections*

*C2: Westside Identification*

*C3: Pedestrian Street Amenities along 18<sup>th</sup> Street*

*C4: Improve the Level of Citizen Services in the Neighborhood*

#### **D. The Housing Initiative**

The Westside desires to become a balanced mixed-income community that welcomes new residents without displacing those already in the neighborhood. A mixed-income community is healthier because it reduces economic segregation, attracts retail development and motivates lower-income families to improve their living conditions

*D1: Develop “Infill” housing projects on scattered sites*

*D2: Larger vacant land opportunities north of 22nd Street could be considered as redevelopment sites, which should incorporate housing for mixed-income residents*

*D3: Undertake housing rehabilitation and develop new infill housing by applying the building design and landscape standards as proposed in the Charter Neighborhood zoning project when they apply.*

#### **E. The Commercial and Industrial Initiative**

It is desired that the Westside will become a community where businesses are developed and thrive, where entrepreneurs establish businesses and where a wide range of retail services is offered. The presence of industry not only contributes to the economic welfare of the neighborhood but also the City of Pueblo as a whole. The strategies outlined in this section address the need to revitalize existing facilities, find opportunities to bring in new businesses, make physical improvements to the industrial areas, and connect Westside residents to industrial job opportunities.

*E1: Establish neighborhood commercial centers at 18<sup>th</sup> and Lambert, and 24<sup>th</sup> and Spaulding.*

*E2: Encourage highway commercial activities along the US 50 and Pueblo Boulevard frontage.*

*E3: Designate the entire Foundry Area for industrial use.*

*E4: Create an industrial park image through signage, land assemblage and street improvements.*

*E5: Expand the local hiring/training network by working with PCC.*

*E6: Create incentives for businesses to hire locally by working with PEDCO.*

#### **F. The Accessibility Initiative**

Accessibility in the Westside Neighborhood is a major concern. The need for continuity of east-west and north-south routes is evident from the responses to the public opinion poll and in neighborhood meetings. Improved accessibility in the neighborhood is viewed as a means to expose the potential of the area and its ability to attract development.

*F1: Connect 18<sup>th</sup> Street to Pueblo Boulevard*

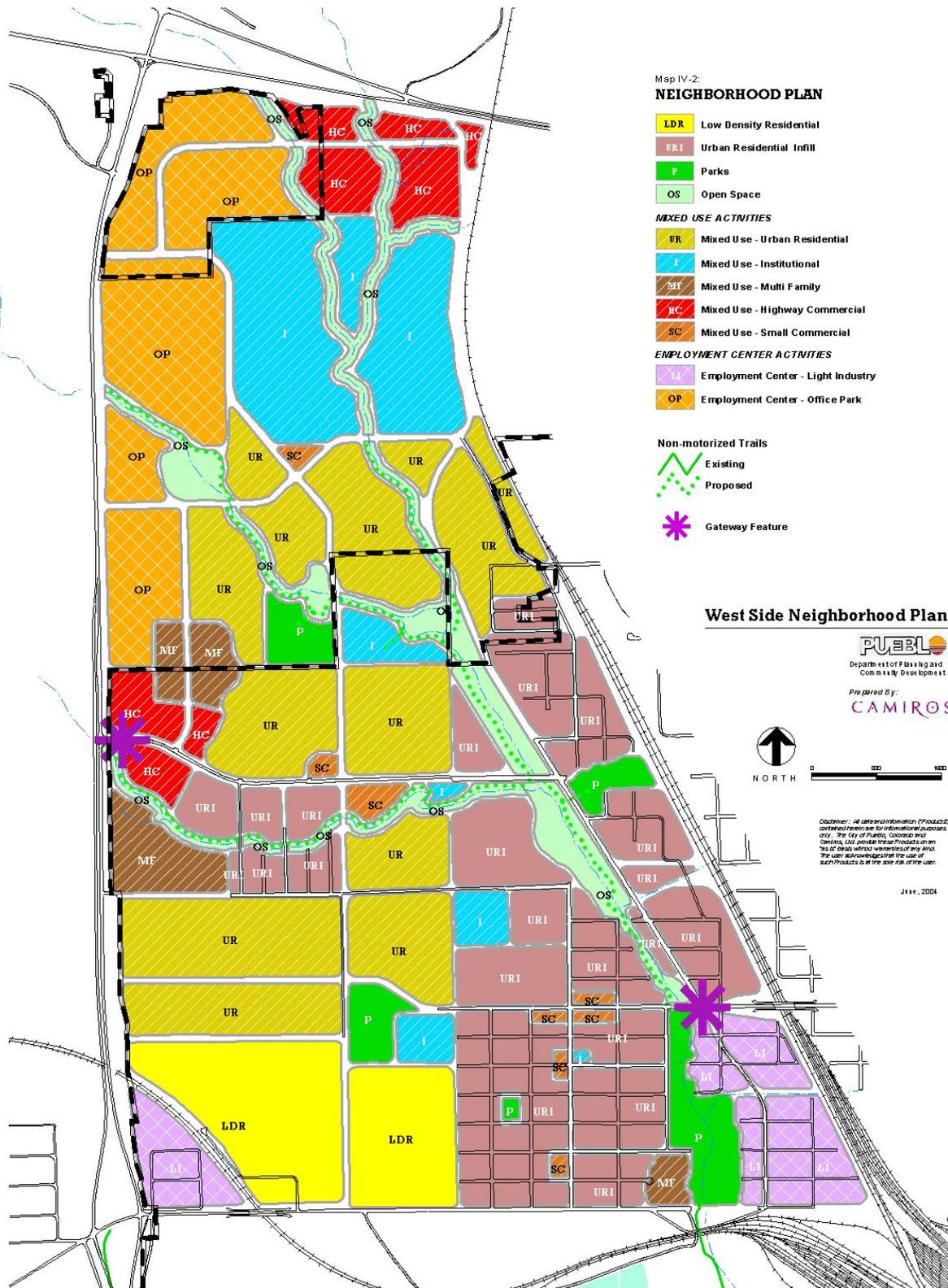
*F2: Preserve and emphasize the 24<sup>th</sup> Street Corridor over the 29<sup>th</sup> Street Corridor*

*F3: Construct the 11<sup>th</sup> Street Viaduct.*

*F4: Develop North-South Accessibility*

Implementation of this ambitious plan will require the involvement of the City of Pueblo, Pueblo County, other local groups, private businesses and local institutions. An implementation program was prepared that indicates a timeline and responsible entity or entities for each project. The role of the Hyde Park Neighborhood Association will be to coordinate the efforts of interested parties, seeking investment from both within and beyond the Westside community, and acting as a rallying point for all in the community to get involved in the revitalization of the Westside neighborhood.

Additionally, key next steps to be undertaken will include encouraging the City of Pueblo to adopt aspects of the strategic plan as public policy, including the land use recommendations and cost estimates for proposed capital improvements to facilitate their inclusion in the capital improvement plans of city agencies.



## **II. INTRODUCTION**

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In 2002, the Pueblo City Council chose the Westside Neighborhood to be one of three neighborhood plans to be completed in 2003. At Council's recommendation Community Development Block Grant Funds were awarded to support this effort. This report summarizes the findings and recommendations of the Westside Neighborhood Plan. The City of Pueblo's Department of Planning and Community Development along with the Hyde Park Neighborhood Association coordinated the preparation of this plan.

### **Purpose of the Neighborhood Plan**

The Westside Neighborhood sits at the northwest corner of the City of Pueblo, and has a population of about 3,400. It is an older neighborhood surrounded by a substantial amount of vacant and underutilized land, much of which is planned for development. Investments in property development are often made without a clear understanding of what the future may hold for the larger area. Some investors believe that their actions will not be affected by the conditions or future of the neighborhood. Others may hold back due to concerns regarding long-term neighborhood stability. The Westside Plan provides a vision and context that can reassure investors of the directions anticipated for the neighborhood.

A neighborhood plan provides an image of the future and a mechanism to coordinate and guide both *public* and *private* investment within the neighborhood. As a result future residents and businesses can be assured that this area is a good place to raise a family, build a business, or earn a living. Through the involvement of its residents, the goals and strategies contained in this plan reflect the traditions, values and desires of the varied stakeholders who have a vested interest in the future of the Westside.

### **The Planning Process**

This report is the final product of the neighborhood planning process. The neighborhood planning process is part of the continuing implementation strategy for the Pueblo Area Comprehensive Plan, which includes Quadrant Planning and comprehensive planning for neighborhoods. The lead entity for the neighborhood planning effort is the City of Pueblo Department of Planning and Community Development, who coordinated the process with its planning consultant, Camiros, Ltd. and the Hyde Park Neighborhood Association.

The planning process used to develop this plan is citizen-driven and supported with staff and funding through the City of Pueblo government. The process involved many dedicated individuals and groups including all the residents of the Westside Neighborhood who attended meetings and/or participated in the neighborhood survey. A focal point of the process was the Hyde Park Neighborhood Association,

which began during the 1970's and has been in existence continuously since that time. They have been responsible for many improvements throughout the neighborhood and served as the primary community contact throughout the plan development process.

The plan review process involved presentations and discussions during the summer and fall of 2003 at the monthly meetings of the Hyde Park Neighborhood Association. During these sessions various aspects of the plan were presented and discussed, including the neighborhood survey, background information and preliminary plan proposals. The members of the neighborhood association then reviewed a draft of the plan document. A presentation of the final plan was made to the community at a special meeting in early December, called for the purpose of reviewing and commenting on the proposal.

### **Organization of the Plan Document**

The neighborhood plan, strategies and key projects are summarized in this document as follows:

- A brief summary of the existing conditions in the Westside is provided in Chapter III: The Westside Neighborhood.
- Chapter IV: A Plan for the Westside Neighborhood presents the vision statement and plan goals developed as a result of the community input and presents the key plan concepts.
- Key strategies of the plan — Quality of Life, Housing Improvement, Industrial Development and Commercial Development — are discussed in Chapter V: Strategies to Implement the Vision.
- Chapter VI: Implementing the Vision presents the “implementation work program” that assigns a priority and responsible stakeholder to each project, to facilitate coordinated implementation of the four strategies.
- The Appendix contains detailed statistical data and findings of fieldwork and various analyses conducted during the course of the planning process.

### **ACKNOWLEDGEMENTS**

Organizations, groups and persons who have contributed to the development of this plan include:

- The Hyde Park Neighborhood Association
- Neighborhood Housing Services of Pueblo, Inc.
- City of Pueblo Departments of Planning, Land Use Administration, Housing and Citizen Services, Public Works, Parks & Recreation, Transportation & Transit Authority
- The Pueblo City/County Health Department
- The Colorado State University Community Technical Assistance Program, for coordination of the neighborhood survey.

The vision and direction evident in the plan are especially attributable to the countless hours and work of the Westside's neighborhood leaders. Special leadership has come from:

Ersilia Cruz, president of the Hyde Park Neighborhood Association; Rodney Hawk, Bill Crain, Larry Alvarado, Dolly Lucero—past and present board members; Terrance Valdez, Dr. Lawrence Hernandez, Celia Hawk, Ellie Crain, Dolly Lucero, Ernie Lucero, Sandy Daff, Lionel Trujillo, Diana Milner, John and Mary Valdez.

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### III. THE WESTSIDE NEIGHBORHOOD

#### A. Relationship to the City and Development History

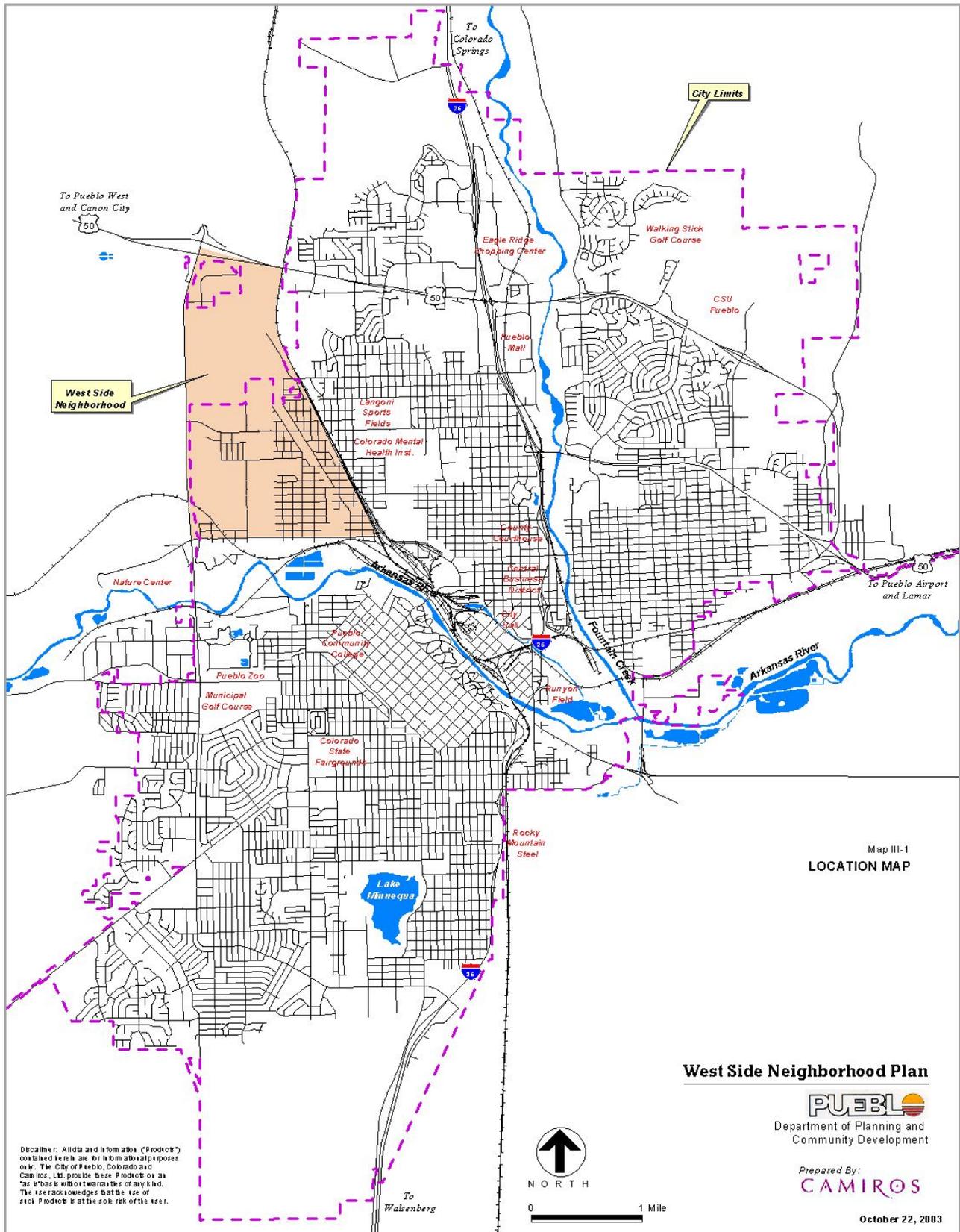
The Westside Neighborhood occupies much of the northwest quadrant of the City of Pueblo and includes unincorporated areas of Pueblo County (see [Map III-1: Location Map](#)). The neighborhood has a north-south length of about 2.5 miles and covers 1,821 acres. It has an irregular shape and extends from 11<sup>th</sup> Street north to US Highway 50 and from Pueblo Boulevard on the west to the Burlington Northern-Santa Fe rail line on the east. The diagonal direction of the rail line creates the irregular shape of the neighborhood that extends on the north end for three-fourths of a mile between Pueblo Boulevard and the railroad tracks to 1.7 miles on the south end along 11<sup>th</sup> Street.

The Westside Neighborhood encompasses a culturally rich and diverse Colorado community with approximately 3,500 residents, a small neighborhood commercial enclave, and a small but growing regional commercial business district. Isolated from the rest of Pueblo by railroads and topography, the Westside Neighborhood has historically grown at a slower pace than other parts of Pueblo. Much of the land has remained rural until recent development pressures. Many of the residents feel politically isolated from the City as well. Residents of the Westside Neighborhood are known for their attachment to the neighborhood and ability to unite when the neighborhood is threatened.

The Westside developed along the Arkansas River where a mile or two of riparian flood plain upstream of the Colorado State Hospital at Pueblo was cultivated in the early 20<sup>th</sup> century largely as agricultural land to feed the patients and staff at the hospital. Immediately upstream, near what is today the Fountain Foundry area, there were truck farms with a wide range of irrigated produce. Further upstream, near today's Pueblo Boulevard were dairies – The Hillside and Rubison Dairies, among others. Beyond that were grazing lands under contract with the hospital. The hospital developed the “Honor Farm” as a



*The Foundry Area of the Westside was once a truck farming area.*



Map III-1  
LOCATION MAP

West Side Neighborhood Plan

**PUEBL**  
Department of Planning and  
Community Development

Prepared By:  
**CAMIROS**

October 22, 2003



0 1 Mile

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pre-release facility among the pastures west of today's Pueblo Boulevard and this facility was later turned over to the Colorado Department of Corrections.

The Burlington Northern-Santa Fe Railroad continues to be a prominent geographic boundary for the east edge of the neighborhood. In the early century an at-grade 11<sup>th</sup> Street railroad crossing connected the Westside to downtown, and a bridge crossed the Arkansas River to connect the area with the Woodcroft Hospital on the south bank. The bridge was washed out in the flood of 1921, and the 11<sup>th</sup> Street crossing was closed in 1950.

Squatters moved into the Foundry area in the 1920's and 30's, living in "temporary" shanties and working at the CF&I steel mill. This trend continued after World War II, with many people building and living in makeshift housing constructed of ammunition boxes and other impromptu building materials. Several of these houses are still present in the neighborhood today.

A federally funded urban renewal program helped to revitalize these shacks in 1973-74, and the same programs established city water and sewer in the area. Subsequently the Pueblo Housing Authority built a number of brick homes (for example near 17<sup>th</sup> and Adee), which were originally designed as rent-to-own housing. However, these homes were never sold.

### ***B. Residents of the Westside Neighborhood***

The Westside neighborhood is a community of lower and middle-income families. The 2000 Census tract data for the neighborhood indicates that just over 3,500 people reside in the area. *(Note: The Census Tract boundaries and the Neighborhood Boundaries do not exactly match. Thus the majority of statistics about resident characteristics are described on a percentage basis).*

The Westside neighborhood is a comparatively new area in the larger Pueblo community. Over 42% of the housing stock was built after 1970, which compares to only 34% for the City of Pueblo as a whole. Housing types are predominantly single story with a few modular homes scattered throughout the area. The housing is occupied by persons whose income averages 13% less than for the city as a whole, and a majority of the population is Hispanic. The location of the community is such that residents have to travel outside it for many goods, community services and employment.

The community is relatively young – 42% of the population is estimated to be less than 25 years of age, which is 8% more than the city as a whole (34%). The median age is 30 years and households in the

neighborhood average 2.8 persons in size. These characteristics are relatively consistent with those of the city as a whole. Household incomes in the neighborhood are quite low with 62% at incomes less than \$25,000 per year.

Residents of the Westside Neighborhood by and large travel outside of the neighborhood for work. On the average they commute 27 minutes to their place of work and almost 90% of them used a personal vehicle or carpooled to work. The community survey indicated that there was no dominant job location for area residents as they traveled to various sections of the Pueblo region. The two most frequently identified occupations of residents were in service and sales, the industries that residents worked in most often were retail trade and construction.

The Westside Neighborhood contains a predominantly Hispanic population. Over 58% of the residents consider themselves Hispanic, 37% are white, and the remaining 5% are African American, American



*New Homes have recently been built on 18<sup>th</sup> Street in the neighborhood.*

Indian or other races. The racial distribution for the City as a whole indicates that 44% of the population consider themselves Hispanic, 51% white and 5% are other races.

Currently over 29% of the population of the Westside Neighborhood is enrolled in school. This percentage is very comparable to the 26% of the population of the City of Pueblo as a whole who are students in various stages of education. Just over 60% of

those enrolled are in elementary school, which is well above the 43% of the population for the city. There are slightly fewer high school students in the Westside Neighborhood at 19%, compared to 22% for the city. Residents enrolled in college in the Eastside represent 10% of those in school compared to 22% for the city.

The educational attainment of the Westside Neighborhood residents is somewhat comparable to those for the city of Pueblo. Over 33% of the residents of the Westside Neighborhood have no high school diploma compared to 21% for the city. The number of persons who have a high school diploma in the area is 36% of the population compared to 31% for the city. Those with some higher education represent 21% of the population compared to 24% for the city, and residents with a college degree represent 10% of the

population of the Westside Neighborhood compared to 24% for the city. Table III-1, below summarizes the specifics of educational achievement in the Westside Neighborhood.

Table III-1:  
EDUCATIONAL PARTICIPATION and ATTAINMENT, Westside Neighborhood

School Enrollment	City of Pueblo		Westside Neighborhood	
	Number	Percent	Number	Percent
Number in School	26,825	26.2	995	28.7
Preschool, kindergarten	3,318	12.4	107	10.7
Elementary School	11,605	43.3	598	61.1
High School	5,880	21.9	191	19.2
College	6,022	22.4	99	10.0
<b>Educational Attainment</b>				
Population over 25 years	66,175	64.7	2,062	59.5
No High School Diploma	14,147	21.4	682	33.3
High School Diploma	20,592	31.1	738	35.8
Some College	15,548	23.5	439	21.3
College Degree(s)	15,888	24.0	203	9.8

Source: Census 2000 Summary File 3

Detailed descriptions of the social, economic and housing characteristics of the Westside Neighborhood are located in a separate technical appendix available at the Pueblo Department of Planning and Development.

**C. Summary of Neighborhood Survey**

A comprehensive assessment of neighborhood attitudes is an important form of public input to the plan. In a neighborhood opinion poll residents were asked about a host of issues concerning community assets, perceptions of safety, local services and problems. The following are highlights of the responses. A full version of the findings is available at the City of Pueblo Department of Community Development.

The Westside neighborhood lies west of the railroad, east of Pueblo Boulevard, south of Highway 50 West and north of the Arkansas River. People living in the areas east of the Railroad do not consider themselves part of the Westside.

Things are getting better in the Westside Neighborhood. The condition of the housing is improving, with many problems being addressed. Respondents would like to see further improvements in the condition of some of the housing stock, and the sidewalks and streets, and they would like to see fewer crime problems.

The gangs that were prevalent in the early 1990's have lost much of their power, and now loose dogs, weeds and trash are the biggest problems on the Westside. While code enforcement issues are problems, parking isn't.

There are quite a few new people, and a quarter of them are homeowners. Income levels are coming up, unemployment is down, and hope is alive. People especially want more and better recreation opportunities and programs, and better street access to the other sections of town. They especially favor completing West 29<sup>th</sup> Street and Spaulding Avenue, but any plan providing better access to other parts of Pueblo is good.



*Commercial activities are currently limited to convenience stores at two locations in the neighborhood.*

Westside respondents who know each other tend to trust each other and tend to be active in community affairs. Respondents are open to opportunities to get better acquainted and to establish active Neighborhood Watch Programs.

Mandatory trash service is not something they want. They think the available trash services are the most satisfactory of any of the public services in the area. However, they recognize the need to find ways to get

people to use the available trash services.

There are a lot of retired and disabled residents, but very few are unemployed. Employed residents work in a variety of employment sectors, especially the service sector. Their jobs are outside the neighborhood. Linked with the north side by a common City Council representative, they are also linked by their tendency to do their shopping on the north side of Pueblo.

#### **D. Westside Neighborhood Conditions**

##### **Land Use**

The land use distribution within the neighborhood reflects its location on the edge or periphery of the developed portions of the community. The current uses of lands are shown in Map III-2: Existing Land Use. The distribution, in terms of acres to various categories of land use is described in Table III-1.

Table III-2:  
EXISTING LAND USE IN THE WESTSIDE NEIGHBORHOOD

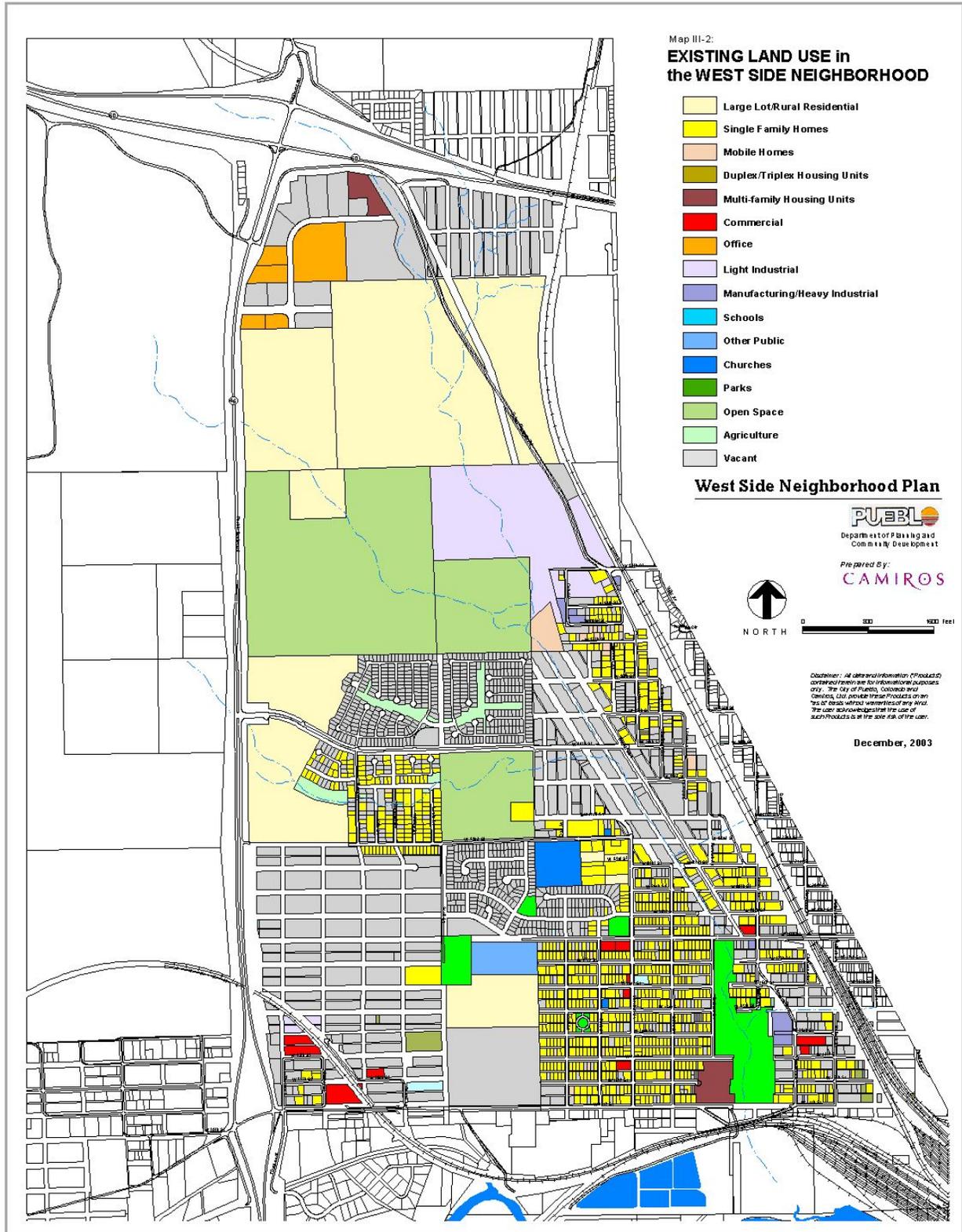
Land Use Category	Acres	Percent of Total	Number of Lots/Tracts
Rural Residential	327.7	18.0%	17
Single Family Homes	195.1	10.7%	827
Duplex/Triplex Homes	0.5	0.0%	4
Multi-family Residences	10.9	0.6%	2
Mobile Homes	8.5	0.5%	20
Commercial	3.7	0.2%	5
Office	18.6	1.0%	4
Light Industrial	75.1	4.1%	9
Manufacturing	4.2	0.2%	5
Schools	9.7	0.5%	1
Churches	9.7	0.5%	3
Other Public	62.2	3.4%	148
Parks	40.0	2.2%	14
Open Space	12.8	0.7%	14
Agriculture	218.4	12.0%	3
Vacant	382.8	21.0%	1,154
Right of Way	441.5	24.2%	Na
Total Area	1,821.4		

Source: Pueblo County Assessors Office and Field Survey, Camiros. July, 2003.

The land use map illustrates the concentration of residential uses in the eastern portion of the neighborhood, which were platted as the Hyde Park and Irving Park subdivisions. The most active residential development activities are occurring toward the western edge of the neighborhood in the West Valley Estates and the Sanders Subdivision. The major multi-family residential area is the Bethlehem Square apartment project in the far southern part of the area. Existing residential uses account for less than 12% of the total land area.

Commercial activities consist of isolated businesses scattered throughout the neighborhood. Neighborhood businesses are located along 18<sup>th</sup> and Lambert Streets. There are a few auto and construction related activities scattered in various locations and an emerging concentration of office and service-related businesses at the southeast corner of US 50 and Pueblo Boulevard. The commercial uses currently amount to less than 6.0 acres of land and less than 1% of the total area.

The principal industrial activity in the neighborhood is associated with the Kittenger salvage yard operation at 29<sup>th</sup> Street and Baker Steamer Road and consists of about 70 acres of land. There are a number of smaller fabricators in the same vicinity and the total land devoted to industrial uses amount to less than 80 acres or about 4% of the total area.



There are a variety of public and semi-public uses throughout the neighborhood including parks, schools, churches and other public uses. Representative uses include Wild Horse Creek Park, Caesar Chavez Academy, Holy Rosary Church and dedicated open space areas associated with platted subdivisions. The public use category amounts to 134 acres of land and to just over 7% of the total area.

The most visible characteristic of the land in the Westside Neighborhood is its unoccupied and open feel. Lands that are platted but vacant account for over one-half of the land in the area. The larger of these tracts are sometimes used for grazing. There are over 945.3 acres of vacant or underutilized land in the Westside Neighborhood. Vacant lands comprise 52% of the Westside, and these lands represent the potential for new development and growth in the community.

### ***E. Housing***

A substantial portion of the housing units in the Westside Neighborhood (42%) was constructed after 1970. By comparison 34% of the housing units in the entire City were built after 1970. Single family homes account for over 80% of the housing stock in the Westside Neighborhood while in the city as a whole just over 70% of the units are single family homes. Almost 39% of the housing units in the neighborhood are rental units, which is slightly higher than the 34% for the entire city.



*The Bethlehem Square project is the only apartment development in the Westside Neighborhood.*

Older housing units often contain hazardous lead based paint. Lead based paint in residential units was banned in 1978, and there have been studies that indicate that there is a higher likelihood that this hazard is found in units built prior to 1960. In the Westside Neighborhood 43% of the units were constructed prior to 1960 and 82% were built prior to 1978.

The Westside population is relatively transient in nature in that according to Census figures over 44% of residents moved into their dwelling units between 1995 and 2000. This number is only slightly higher for the city as a whole, which is 46%.

The value of housing in the Westside Neighborhood is over one-third less than the city as a whole. The median value of a Westside home (Year 2000, owner occupied units) was \$65,350 compared to \$87,100 for the City of Pueblo. Over 93% of the homes in the Westside had a value of less than \$100,000 compared to 66% in the City as a whole. There is less variety in housing costs in the Westside as compared to other parts of the city. Rental rates for housing in the Westside are comparable with citywide averages. The average rent in the Westside is \$469 per month compared to \$475 per month citywide.

Almost 62% of the housing units in the Westside Neighborhood are owner-occupied and the remaining 38% are rental units. These percentages are comparable to the City of Pueblo as a whole wherein 66% are owner occupied and 34% of the units are for rent. The age of the homeowner or renter is of interest in the planning process in order to gauge the likelihood of renovation and rehabilitation. The thinking here is that as occupants age, their desire and ability to maintain and upgrade housing becomes more difficult.

The Westside Neighborhood exhibits occupancy characteristics that are similar to the city as a whole. The percentage of homeowners over the age of 65 is larger, 45% of the total number of homeowners, compared to 34% for the city. The percentage of renters aged 65 and older is almost half again larger than that of the city. Table III-4, below identifies the age and tenure characteristics of residents in the Westside Neighborhood.

Table III-3:  
HOUSING TENURE and AGE OF OCCUPANT, Westside Neighborhood

	City of Pueblo		Westside Neighborhood	
	Number	Percent	Number	Percent
<b>Total Housing Units</b>	40,307		1,267	
Owner Occupied Units	26,460	65.6	780	61.5
Householder Over 65 Years	8,871	33.5	352	45.1
Householder Over 65 Years – Living Alone	3,507	39.5	76	21.6
Renter Occupied Units	13,847	34.4	487	38.5
Renter Over 65 Years	2,212	15.9	35	7.2

Source: Census 2000 Summary File 3

## **F. Zoning**

All of the Westside is zoned, including the properties that are currently in unincorporated Pueblo County. Many of the lands currently shown as vacant or in agricultural use are zoned for residential activities, and there is currently only one tract of land that is used and zoned for agriculture. Map III-3 shows the pattern of zoning in the Westside. Those undesignated areas that are in the county are zoned for agricultural and industrial uses.

**G. Park and Recreation Services and Facilities**

The park resources in the Westside Neighborhood are, on a statistical basis, large. The acres of neighborhood parks per 1000 residents greatly exceed both the NRPA recommended minimums as well as the Pueblo averages. Furthermore, the basic facilities provided in the Westside parks exceed the Pueblo average service standards and the NRPA standards in all areas except tennis courts and baseball fields. While the amount of land for park use exceeds local and national standards, the distribution of parkland in the community does not. Map III-4 illustrates the service radius of existing parks in the area. A one-half mile diameter surrounding neighborhood parks is a commonly accepted standard for walking to the facility and a one-quarter mile diameter is used for the school parks in the neighborhood. The map illustrates the voids in the service area where sections in the community are outside the walking distance to a park. Also, as the condition of the parks and related facilities are taken into consideration, the Westside Neighborhood is deficient in park resources. With the anticipated growth in the Westside the availability of park resources will decline even further.

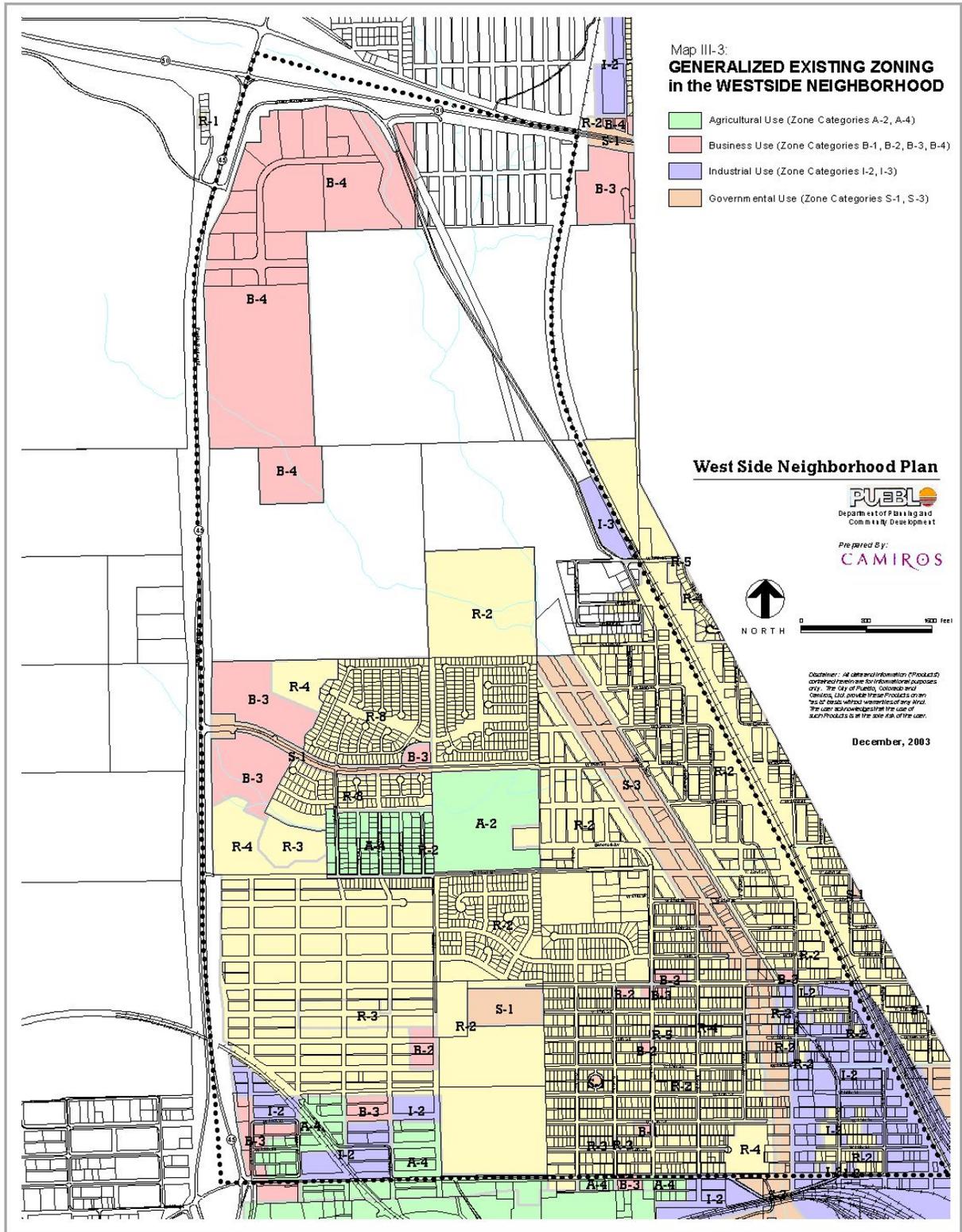
*Wild Horse Creek Park*

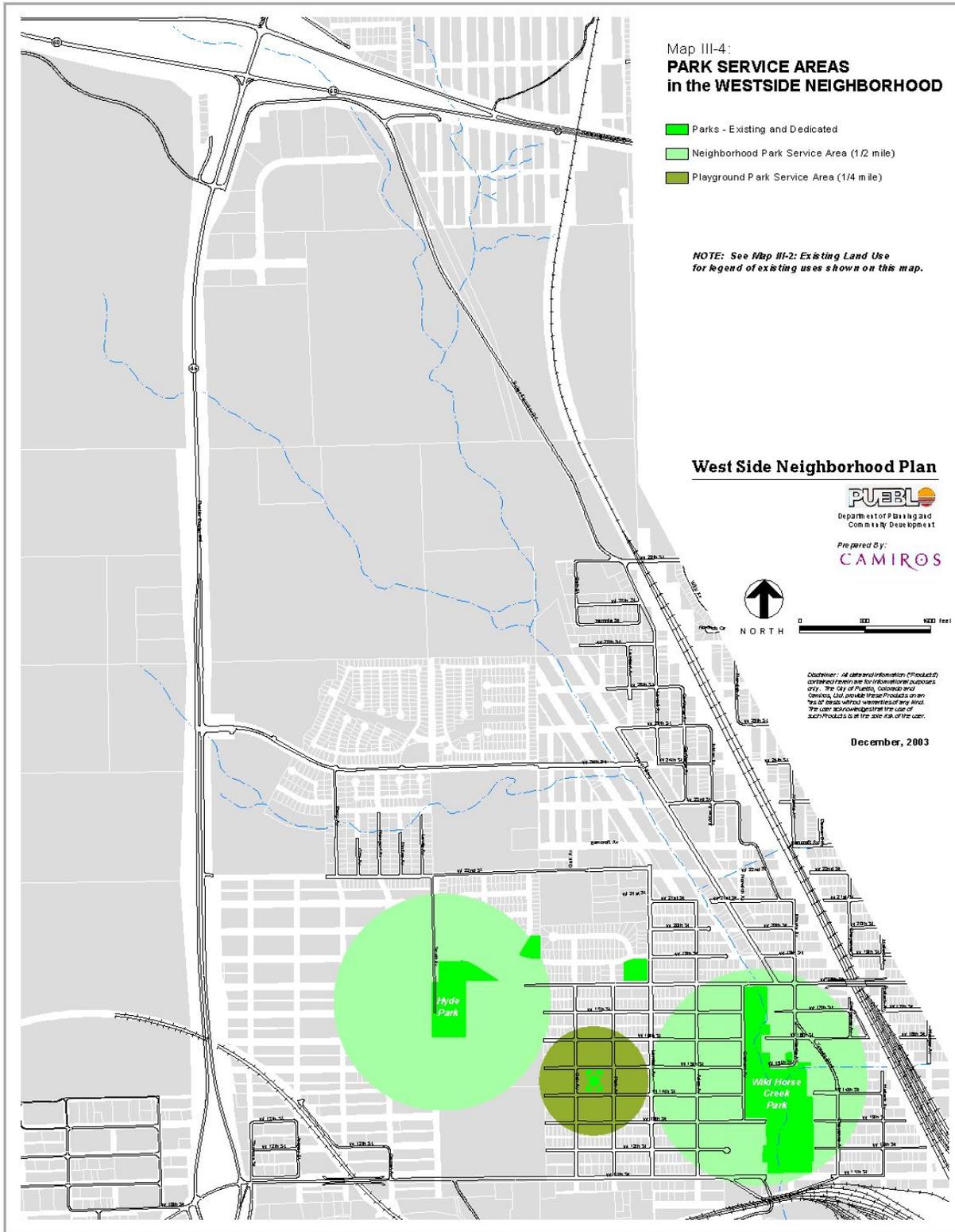
This 26-acre park is the Westside's largest neighborhood park and one of considerable opportunity and potential. The current park has three basketball courts, a pavilion shelter, a playground and ample space for a variety of passive recreational pursuits such as family picnics, informal ball games and the like. All of the equipment is in good condition. Except for some weedy areas and bare spots, the turf and trees are in generally good condition.



*Wild Horse Creek Park*

More importantly this park can be extended to the north all the way to and through the proposed YMCA project. Such an expansion would enhance the connectivity of the entire neighborhood to Wild Horse Creek Trail and, in turn, with the Arkansas River trail network. Much of the land required for this extension is already owned by the City of Pueblo. At the south end, the park becomes undeveloped and ill defined, but the trail extends to the Arkansas River trail.





*Hyde Park*

This twelve-acre park includes a playground, a basketball court, a tennis court and a softball field. The playground equipment is out of date and the park grounds are not in good condition. Present plans call for the entire park to be rebuilt as soon as a developer extends 18th Street through the site and deeds an additional three-acre parcel to the city for additional park development. Prior to the start of construction, a detailed master plan for the park should be developed. The master plan should include at a minimum, a grading plan, a planting plan, an irrigation plan, and a facilities plan. When complete, this park should provide a good park resource for this section of the Westside Neighborhood.

*Hyde Park School Park*

The 7.6-acre Hyde Park School Park is located in the central section of the Greater Westside Neighborhood immediately adjacent to the City-owned Hyde Park. Its facilities include a new playground, a new concrete basketball court, new concrete tetherball courts, and numerous picnic tables. The concern with this facility is that the school is leased to the private Caesar Chavez Academy and there is no formal assurance that the school will continue to permit unlimited public access to the amenities on the grounds as they are developed and improved.

*Hyde Park Gardens Park*

This small park resource is a stormwater detention facility and park. It is irrigated and maintained by the Pueblo Parks Department but contains no park facilities. As such, it has not been included in the calculations. According to the Department, a playground set may be placed in this park sometime in the future.

*Donley Park*

This small 2.5-acre park includes a new playground surrounded by passive park grounds. There are large bare spots in the turf, which may indicate a faulty irrigation system. There is also a need for benches, picnic tables, trashcans and trees.

*Recreation Programs*

At the present time the Hyde Park Community Center serves as the neighborhood's recreation center. From this center and at various park and School District 60 facilities, the Parks and Recreation Department offers approximately eleven recreation programs throughout the year.

The Parks and Recreation Department runs an eight-week summer recreation program at both the Hyde Park Community Center and Irving Elementary School. During the winter the Department operates a total of four after school recreation programs at the Hyde Park Community Center and Irving Elementary School. Other programs include tennis, softball and outdoor



*The Hyde Park Community Center*

basketball. For a complete list of the recreation programs refer to the Appendix. In addition to the park and recreation programs, the community center hosts programs of the Boys & Girls Club of Pueblo, Meals on Wheels and occasional computer classes. The center is used to host special events and is often rented to private groups. It is currently managed entirely by volunteers.

Of special note is the proposal for the YMCA to develop a major recreation facility in the Greater Hyde Park area. This 173 acre facility is to include a recreation center, nine hole golf course, three ball fields, seven sports fields, an indoor and outdoor swimming pool, a bubble covered sports field, community space and meeting rooms and passive park grounds.

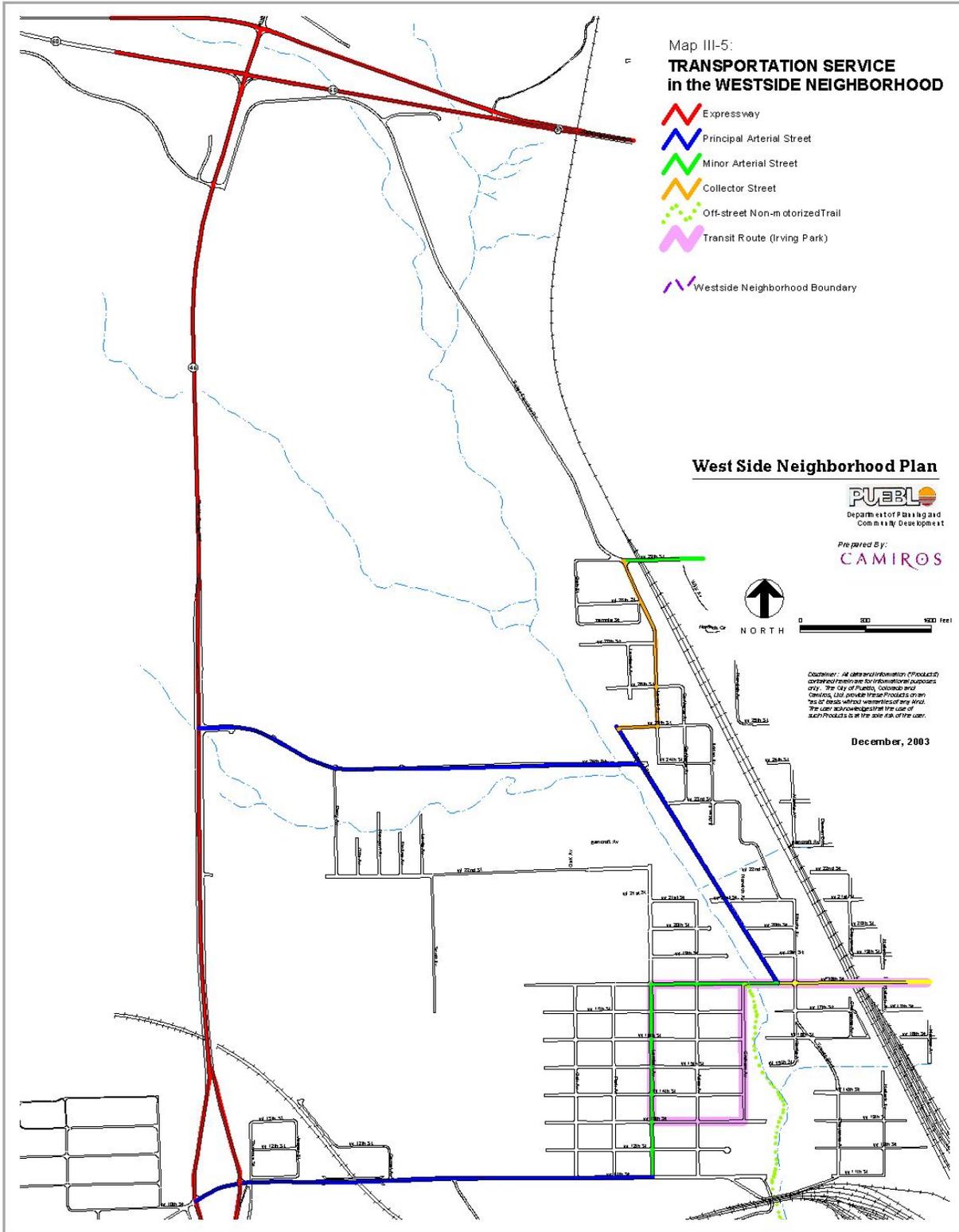
#### ***H. Transportation***

The Westside Neighborhood is served by a series of discontinuous north-south and east-west arterial streets. A series of left and right turns is necessary to traverse the area in an east-west direction. There is no clearly defined north-south access with the exception of Pueblo Boulevard, which forms the western edge to the neighborhood. The through-access movement is exacerbated by only two crossings of the Burlington Northern-Santa Fe rail line. The 18<sup>th</sup> Street crossing is grade-separated and the only reliable crossing and the 29<sup>th</sup> Street crossing is at-grade and subject to rail freight movements.

Public transportation is available in the Westside Neighborhood through *Pueblo Transit*. Public transit service in Pueblo is based on a “spoke and wheel” or radial configuration, wherein all routes serving the city circulate to a central point, the transit center at 2<sup>nd</sup> Street and Grand Street in downtown. Crosstown travel requires first a trip to the transit center, then transferring to a route to another part of the community. The route serving the Westside Neighborhood is *Route 3 – Irving Place*. It is outbound along

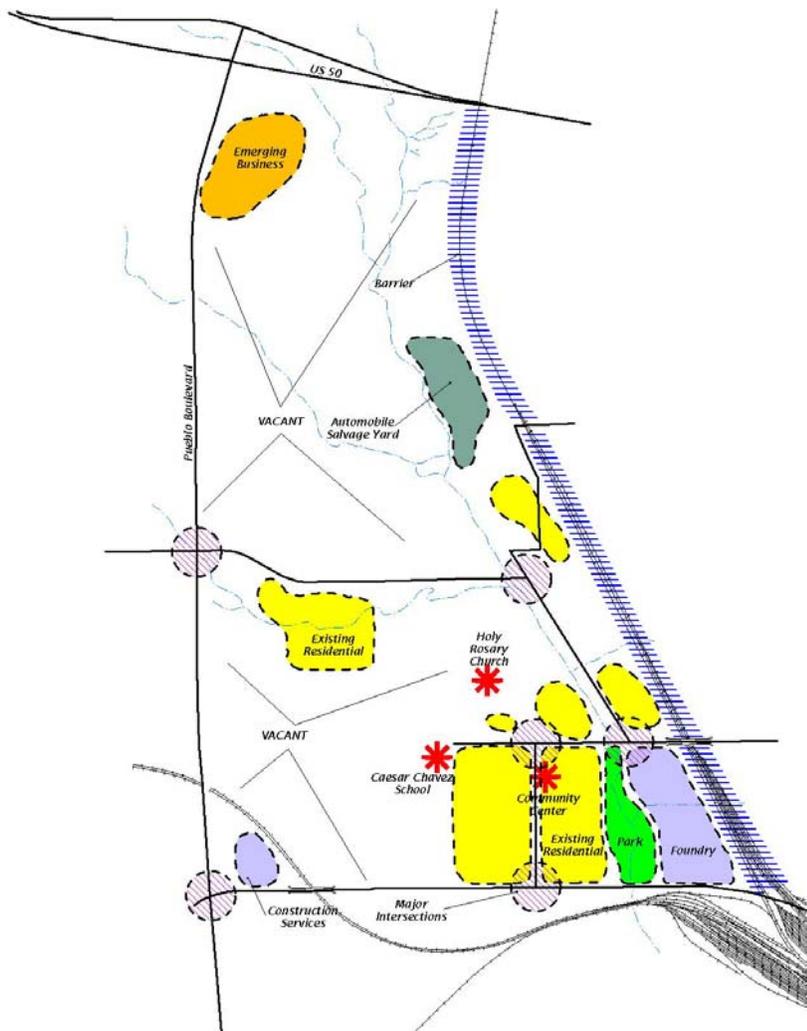
18<sup>th</sup> Street to Lambert Street, south to 13<sup>th</sup> Street and then east to Graham Street for a return on 18<sup>th</sup> Street to the Downtown Transit Center.

Non-motorized travel is provided by the off-street Wild Horse Creek Trail that extends from 18<sup>th</sup> Street south, through the park and connects to the Arkansas River Trail.



**I. Functional Analysis**

Taken together, the many interrelated physical, economic and social factors that have been discussed in this chapter suggest certain areas of emphasis or particular strategies that will be effective in efforts to revitalize the Westside Neighborhood. Map III-6: Functional Analysis summarizes many of these factors to illustrate the areas that require particular planning emphasis and that are addressed in detail later in this plan.



### ***J. Projections for Future Development***

Due to the extent of new development opportunities present in the Westside Area an analysis was conducted to estimate the population and demands for public services and facilities that may result from the proposed plan. The results, assumptions and specific calculations associated with the analysis are appended to this document. It is important to remember that this assessment is based on assumptions relevant to current socio-economic characteristics in the Westside Neighborhood (size of households) and to local and in some cases national standards for the provision of community services and facilities. The results are based on build-out of the area, that is, all homes and dwelling units are fully occupied. It is also assumed that development would be built in full compliance with the City's subdivision regulations, which require streets, curbs, gutters, sidewalks, water and sewer lines and streetlights among others to be constructed. Findings are as follows:

- The number of housing units in the Westside Neighborhood could increase by 380%. There are currently an estimated 724 housing units in the area (based on field count and county assessor's data. This excludes the Foundry area). New residential units are estimated to add 2,797 units for a total of 3,521 housing units.

New units result from the following land use plan designations: In-fill of vacant lots in the existing Hyde Park and Irving Park platted subdivisions – 200; vacant lots in other platted subdivisions (West Valley Estates, Hyde Park Gardens, Parkside, etc.) – 758 units; construction of planned unit developments – 415 units, and; 1,424 units from the new residential areas.

- Build out of the residential units would add 7,150 people to the Westside neighborhood – added to the existing 2,100 people results in a total population of approximately 9,250.
- There are an estimated 1,840 school age children generated from new development, which results in the need for almost 2 new elementary schools, and would add 300 middle school students and 550 high school students.
- Parkland standards indicate that the additional population would require 71.5 additional acres of land for parks and the new residents could utilize 2 soccer fields, 2 baseball fields, a multi-purpose field, a volleyball and outdoor basketball court and five playgrounds.
- The population would require 1.6 million gallons per day of water and generate 900,000 gallons per day of sewage.

- Law enforcement and fire protection services would also need to be increased to serve the added population. It is estimated that an additional 18 law enforcement officers would be needed and 11 more fire fighters would be needed.
- As the neighborhood grows there would be an increased demand to provide for the day-to-day living needs of the immediate area. These needs are often called convenience goods and include food, prescription drugs, gift items and personal services such as dry cleaning, hair and nail care, and video rental. Takeout food and small sit-down restaurants also become more feasible as populations increase. In addition to convenience goods other goods may become feasible to provide and would include apparel and specialty stores, hardware, lawn and garden, and banks. It is estimated that the projected 9,250 people who may reside in the Westside Neighborhood could support commercial activities that would consume just over 25 acres of land. The following types of commercial activity may be supportable:
  - Small Grocery Store (2)
  - Convenience Stores (3)
  - Auto Supply Dealers (2)
  - Gas Stations (3)
  - Family Clothing Store (1)
  - Shoe Store (1)
  - Apparel and Accessory Store (1)
  - Eating and Drinking Establishments – Fast food and sit-down (15)
  - Finance, Insurance and Real Estate Office (4)
- As a measure of the rate of absorption in the past 5 years, there has been an average of 60 dwelling units constructed per year within the Census Tracts in the Westside Neighborhood. At that rate it would take over 46 years to absorb all the units proposed for the neighborhood plan. By doubling the rate the area could build out in 23 years.

#### **IV. A PLAN FOR THE WESTSIDE NEIGHBORHOOD**

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The existing situation and directions in the Westside Neighborhood summarized in the previous chapter suggest that the Westside Neighborhood must plan for large-scale changes. The development of the extensive vacant and underutilized land in this sector of the City may change the diversity of population and housing found in the neighborhood. One of the key components of the future of the area is to integrate, as much as possible, new development that will respect and reflect the history of the Westside community. Another aspect is to provide means of linking the existing Westside community with new development and not have that growth turn its back on this older part of the city. The challenge is to organize a program to guide the future of the Westside Neighborhood in a manner that builds upon its strengths and organizes the resources and efforts of the residents and government to realize a common vision.

Such a vision has evolved through the planning process coordinated by the City of Pueblo's Community Development Department that simply states that:

***“Westside Pueblo should be a diverse community which respects its past but looks forward to incorporating new development to provide a refuge for its residents, a viable workplace for its businesses and an attractive resource for all of Pueblo.”***

To achieve this vision it is critical to develop a set of coordinated strategies and projects that work to achieve key objectives:

- Maintain and strengthen the diversity of the neighborhood.
- Increase community participation in addressing neighborhood issues.
- Build upon the existing beginnings of a neighborhood center.
- Build upon existing community advantages.
- Improve the physical image of the Westside.
- Improve the quality and stability of Westside housing, for both rental and purchase.
- Increase access to commercial goods and services.
- Improve connectivity with downtown and the north side.
- Encourage businesses to locate in the area.

**A. Concept for Development**

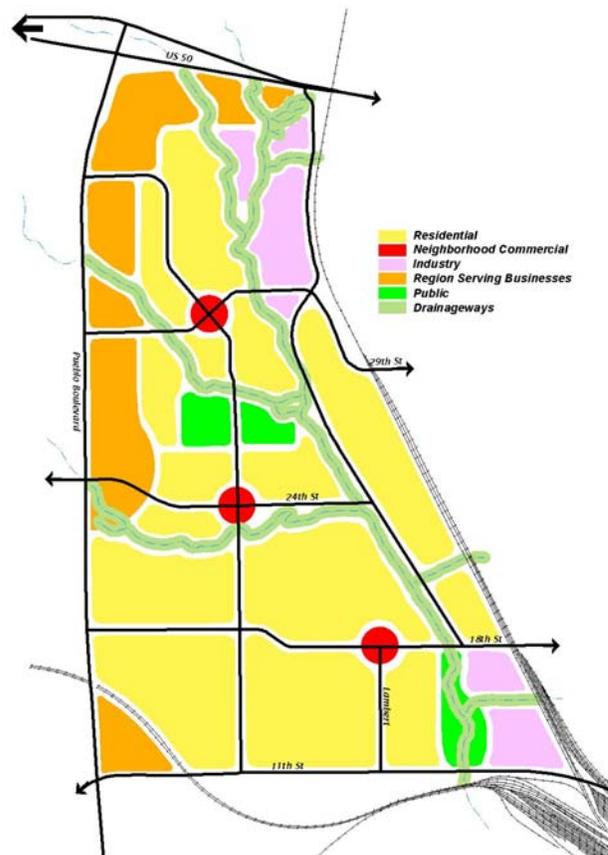
The concept for the neighborhood plan is to focus on integrating opportunities represented by new development into the fabric of the existing community and to initiate actions to maintain a healthy, attractive and exciting neighborhood.

The concept for development of the neighborhood shown in Figure IV-1 suggests a basis for this effort. Recognizing that the area is not fully developed, it suggests a series of changes to strengthen viable districts, and strategies to attract new investment and integrate new development into a recognizable neighborhood entity. Conceptually the plan uses the following organizing elements.

The perimeter of the neighborhood is designated/allocated to land use activities that take advantage of the access and visibility afforded by the region-serving highways of Pueblo Boulevard and US 50. Land use activities such as shopping and employment that generate traffic from customers and jobs are situated where their impacts to residential development is minimized. Travel to and from businesses and jobs is expected to occur on the perimeter roadways and not through the Westside Neighborhood.

The internal structure of the Westside Neighborhood is organized around the pattern of drainageways and arroyos, which traverse the area. The system provides a means of pedestrian trails throughout the community. Attached to the trails would be public facilities such as schools and parks and neighborhood shopping opportunities. The pattern is like a beaded necklace, where the beads are the public facilities and amenities that are held together by the strands – the drainageways and trails.

The voids or spaces between the strands of trails and drainageways form the boundary of individual residential neighborhoods. Major roadways through the neighborhood provide access to residents and further serve to shape the neighborhood. The adjacent sketch illustrates this concept.



## B. Westside Neighborhood Plan Map

The neighborhood plan map is shown as Map IV-2 and is intended to provide land use policy guidance. It creates an overall functional framework for the Westside Neighborhood. The map illustrates broad land use relationships and the major elements of the proposed street system. All of the use categories within the neighborhood reflect a mix of uses, rather than rigid categories. A description of the land use categories is provided below. Abbreviations in the parenthesis refer to plan map designations.

### Parks (P)

Parks are considered to be publicly owned and managed developed parkland used for active recreational activities such as ballfields and playgrounds for persons of all ages, as well as for more passive recreational activities such as picnicking.

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Parks are considered to be publicly owned and managed developed parkland used for active recreational activities such as ballfields and playgrounds for persons of all ages, as well as for more passive recreational activities such as picnicking.

### Open Space – (OS)

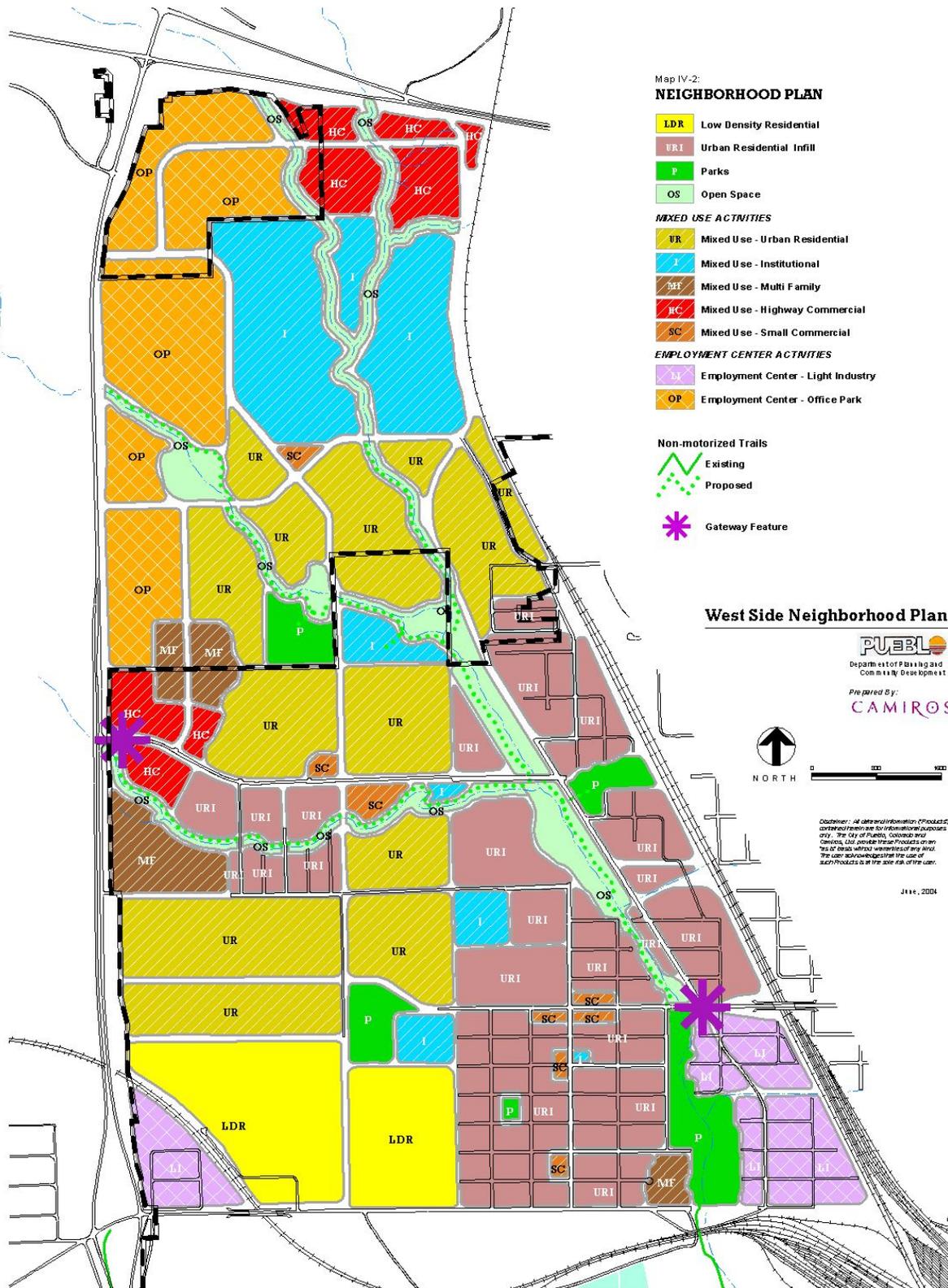
Open space is land owned or leased by the City or land dedicated as open space through the development review process. Open space lands may or may not have been stabilized with vegetative cover, are free from most structures, and are not used for drives, parking or storage. Their functions include protection of ecological values, floodplains, viewsheds or recreation. Public open space can be used for hiking, picnicking and other non-intensive outdoor recreation.



*Large areas of vacant and underutilized land would be used for residential development.*

### Low Density Residential – (LDR)

This designation of land use identifies residential subdivisions with densities from 1 to 3 units per acre. These areas would contain single-family detached homes of various sizes and price ranges. It is expected that these areas would be served by water and sewer services. Included would be a mix of complementary uses such as schools, parks, libraries, and neighborhood commercial and will be planned with neighborhood parks and greenspaces that would be linked to regional park and recreational facilities.



**Urban Residential Infill – (URI)**

This type of residential development applies to the developed portions of the original sections of neighborhoods that were built on a lot-by-lot basis. On some of the original platted lots, dwellings were never built, or the structures that were built have deteriorated and been torn down. The result is scattered sites for individual homes. In some cases as much as a half of a block is vacant. Construction of housing compatible with the size and scale of adjacent properties is proposed for the vacant lots.

**Mixed Use – Multi-family Residential – (MF)**

Multiple family housing complexes includes townhomes, rowhouses and apartment buildings at a density of 8 to 12 units per acre. Dwelling units would be available for occupancy as rental or in condominium ownership. Development of sites should have appropriate buffers and setbacks to maintain reasonable compatibility with adjacent lower density development. Included would be a mix of complementary uses including neighborhood commercial.

**Mixed Use – Highway Commercial – (HC)**

Highway commercial businesses are those that typically serve a citywide or regional market, generate significant traffic volumes and desire the visibility afforded by heavily traveled roads. Typical highway commercial uses are automobile dealers, home furnishing stores, discount stores, fast food and sit-down restaurants and apparel stores. While the primary focus of these areas is retail sales and personal services, some office space is intermixed.

**Mixed Use – Small Commercial - (SC)**

Small commercial areas are areas appropriate for neighborhood businesses that sell convenience goods (foods, drugs and sundries) and provide personal services (laundry and dry-cleaning, hair care, etc.) for the day-to-day living needs of nearby residents. This land use category also applies to small office uses providing medical, legal and financial services to residents in the larger quadrant of the city. The businesses are oriented to pedestrian access but vehicle parking for customers and service deliveries would be provided.

**Employment Center – Office Park - (OP)**

Office parks are considered the location for major economic-base employers that would be developed as mixed-use office parks, manufacturers and regional distribution and service centers. It is envisioned that these areas would be developed in a corporate campus style with extensive landscaping and open space to create an attractive image. Supporting commercial uses such as restaurants, convenience centers and service stations for the employment in the centers would be permitted.

**Employment Center – Light Industry – (LI)**

Light industrial uses include manufacturing, assembling and research and development. These types of uses should be located within planned industrial parks and will offer some commercial and office services.



*The development in the Southern Colorado Medical Center shown above is proposed to be expanded along US Highway 50 and Pueblo Boulevard.*

**Mixed Use – Institutional – (I)**

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

**C. Transportation Plan**

The Burlington Northern-Santa Fe railroad line and the intersection access limitations of the major perimeter roadways surrounding the neighborhood hamper access to and through the Westside Neighborhood. There are only two railroad crossings connecting the Westside with other parts of the city to the east – a grade separated crossing at 18th Street and an at-grade crossing at 29th Street. The number of intersections along US 50 and State Highway 45 (Pueblo Boulevard) is limited by the State in order to facilitate efficient regional traffic flow. Thus, plans for improvements to local and through traffic are constrained by a combination of physical barriers and the application of sound transportation planning principles to facilitate regional traffic.

East-west access through the Westside Neighborhood would rely somewhat on the historical roadways that currently serve the area. Major improvements are envisioned for 11th Street and would include widening and a viaduct over the rail yards providing access into the Central Business District. The 11th Street viaduct is a long-range project. Thus the major access into the neighborhood would continue to be 18th Street, which is suggested to extend to the west and shift to the north through the Westgate development and intersect with Pueblo Boulevard. However, the 18th Street intersection with Pueblo Boulevard will be limited to right turn in and right turn out. The 24th Street intersection with Pueblo

Boulevard will provide for full turning movements and would thus become the primary entrance into and through the Westside Neighborhood. However, 24th Street would only extend as far as Tuxedo Boulevard and then traffic would be directed either north to 29<sup>th</sup> Street or south to 18<sup>th</sup> Street, and in the long term, the extension of 11<sup>th</sup> Street.

North-south access will take more circuitous routes due to the meandering Wild Horse Creek and the Burlington Northern-Santa Fe rail line that forms the eastern boundary of the neighborhood, which tends to “pinch” the northern part of the neighborhood. Tuxedo Boulevard is proposed to extend north and then transition to a route that is adjacent to the Burlington Northern-Santa Fe rail line and then intersects with US 50. Tuxedo Boulevard would also be extended southward, through the proposed Foundry industrial area and intersect with 11th Street. Scott Avenue is proposed to become the major north-south route serving the newly developing western sections of the Westside Neighborhood between 11<sup>th</sup> Street and where it would transition over to Spaulding Avenue and intersect with Pueblo Boulevard.

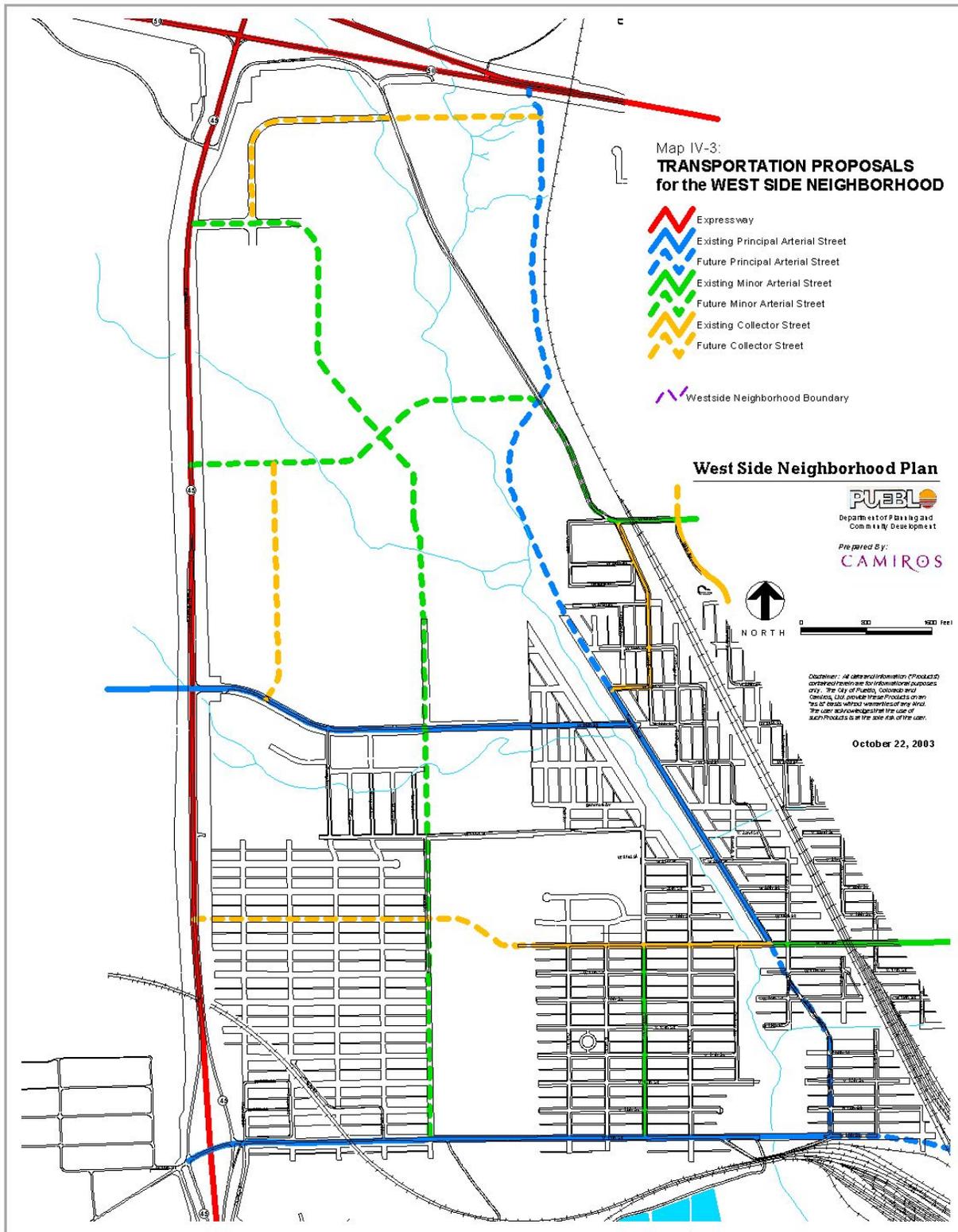
*Non-motorized Transportation*

Non-motorized travel is provided via a network of off-street pedestrian paths and trails that is proposed to extend throughout the neighborhood. The trail system would follow Wild Horse Creek, Williams Creek and other drainageways and arroyos in the area. Schools, parks and neighborhood commercial activities would be “attached” to the trail system to facilitate pedestrian access and movement through the neighborhood.

These broad neighborhood plan policies are further defined along with a host of related projects. They are further discussed in terms of strategic initiatives that organize the details of this plan in the following chapter.



*Wild Horse Creek Trail is proposed to be extended throughout the neighborhood and to re-connect to the Arkansas River Trail.*



## **V. STRATEGIES TO IMPLEMENT THE PLAN**

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The vision and plan for the Westside Neighborhood can be achieved through actions in a number of strategic initiative areas: Quality of Life, Park and Open Space, Neighborhood Identity, Housing, and Commercial and Industrial Development. Each of these strategy areas addresses not only the physical growth of the Westside Neighborhood, but also the more intangible aspects of neighborhood revitalization and expansion: re-establishing a community identity, re-building community pride, effectively investing the “human capital” of the neighborhood, and fostering economic development.

### **A. THE QUALITY OF LIFE INITIATIVE**

There are perceptions of the Westside neighborhood that are unfairly negative, such as those involving perceived levels of overall criminal activity. However, very real concerns exist in some parts of the neighborhood about juvenile crimes, vandalism and a lack of sufficient property maintenance by both owner-occupants of property and absentee owners of rental properties. In addition, the neglected appearance of homes along with graffiti in the area, especially along key thoroughfares through the neighborhood, results in negative reactions from passersby who do not venture off of main streets to get a full picture of the Westside.

There is a strong physical structure upon which to base revitalization efforts, most importantly the stabilizing influence of the old and new institutions in the neighborhood. In addition, there are crime prevention efforts and dedicated community organizations already in place that, if supplemented, will have a more significant impact.

The Quality of Life strategies described below touch upon the often intangible aspects of community building which create a positive image for the area and its residents. These include: building a shared sense of community pride and concern; increasing opportunities for social interaction and community involvement; leveraging individual efforts by working together with a common purpose; and improving the physical condition of the public rights-of-way and properties.

The vision for the neighborhood is that residents will feel safe anywhere in the community. To achieve this vision the following projects are proposed:

***A1: Strengthen and aggressively enforce health and land use codes***

The City of Pueblo has made great strides recently in stepping up enforcement of health and land use codes throughout the community, and these efforts should continue. The key to the success of these efforts will be aggressive follow-up, so that some property owners who are repeat offenders cannot continue to allow their buildings to deteriorate. Code enforcement and follow-up should also be increased in Pueblo County, which enforces codes in a portion of the neighborhood. Codes should be strengthened to include, at a minimum, restricting outdoor storage in residential areas, eliminating vehicle parking, storage and maintenance in front yards, and requiring adequate garbage containment for multi-tenant properties.

***A2: Install night lighting improvements at crime hot spots***

A program should be initiated to identify areas needing increased nighttime lighting for resident security. In these areas, CDBG or other funding sources should be used to provide motion-sensor lights to residents for installation in rear yards and near alleys, to supplement existing streetlights.

***A3: Increase neighborhood-based crime prevention and police presence***

Important crime prevention measures include police bike and foot patrols, facilitating the sharing of information about recent crime activity with neighborhood leaders, and establishing mechanisms for anonymous reporting of drug-related criminal activity to the police. The Pueblo Police Department should provide frequent and highly visible visits by law enforcement personnel to areas identified as recurring crime areas. Additionally, a police satellite facility should be placed in the vicinity of 18th and Lambert and would be part of the proposed neighborhood commercial development proposed for the area.

***A4: Increase and Enhance Neighborhood Communication***

The Westside Neighborhood is somewhat unique among Pueblo neighborhoods because the Hyde Park Neighborhood Association has held monthly meetings for the last 4 years. These meetings are a key source of information about what is happening in the neighborhood and provide an opportunity to exchange ideas and viewpoints about local issues. With the potential for the neighborhood changing rapidly, there is more need than ever for additional avenues of communication. A special need is to foster information exchange between the “old-guard” – longtime neighborhood residents – and the new residents and businesses that are joining the neighborhood. The goal is that people in the Westside will know each other, that information will flow freely and that the “village” atmosphere of the neighborhood can be retained and enhanced.

***A5: Continue regular community meetings***

The Westside Neighborhood meetings (on the last Wednesday of each month at the Hyde Park Community Center) will continue to serve as a clearinghouse of community information. Continuing to broadly publicize the meetings will bring new participants into the information loop. Presentation of the Westside Neighborhood Plan and updates on related activities to it could be the subject of periodic “special” meetings.

***A6: Continue publishing “Hyde Park Highlights”***

Publication of the Westside News (aka the Hyde Park Highlights) newsletter, with free distribution at sites around the neighborhood, is an important means of spreading information about the Westside.

***A7: Promote communication among schools and youth organizations***

One of the best ways to reach families and children is through the schools and youth organizations. A newsletter about activities at youth-oriented facilities could encourage interchange among families in the neighborhood and school communities. Partnerships between the neighborhood association and Irving Elementary School, Cesar Chavez Academy, the Boys and Girls’ Club, the city Parks and Recreation Department, and others will greatly enhance the vitality of the neighborhood’s service delivery.

***A8: Expand community-wide Westside events and traditions***

The neighborhood association should host events designed to bring various stakeholder groups in the community together and foster interaction. Events that educate about, and celebrate, the history of the Westside will help to draw people together by establishing a common interest in the community and its welfare. Larger events, such as a music festival or heritage celebration fair, might also draw others into the Westside neighborhood, increasing neighborhood exposure and improving perceptions of the area.

***A9: Establish a feedback mechanism***

The Hyde Park Neighborhood Association should establish mechanisms for regular input and feedback on issues affecting the community. These might include a website, suggestion boxes at area churches and schools, and hosting regular forums to discuss issues potentially impacting the Westside.

**B. THE PARK and OPEN SPACE INITIATIVE**

The vision is to create park spaces that are attractive, well equipped and green, and to attract neighborhood involvement through high-quality programming and collaboration among parks, schools and residents.

All the parks in the neighborhood are in some need of improvements, maintenance or restoration. Suggestions include the following:

***B1: Wild Horse Creek Park***

Recommended new amenities for the park include park benches, trashcans, and new picnic tables. Restoration activities to improve existing conditions in the park include replacing irrigation equipment and restoration of the turf.

***B2: Hyde Park***

New amenities include park benches, trashcans, picnic tables, shelter, playground equipment, and trees/landscaping. Restoration of the existing conditions in the park would include replacing irrigation equipment, reseeding the entire park, and a new ball field.

***B3: Donley Park***

New amenities recommended include park benches, trashcans, and restored picnic tables. Replacement of the irrigation equipment and restoring the turf and trees are also important.

***B4: Wild Horse Creek Trail Extension***

The extension and expansion of the existing trail north along Wild Horse Creek and other drainages that branch off the main stem should be a high priority for the City. The City owns land along Tuxedo Boulevard, which parallels Wild Horse Creek, which could form the first phase of expansion. Extending the trail system along the drainageways provides non-motorized linkages throughout the greater Westside Neighborhood and could be accomplished as part of public land dedication requirements or requirements for run-off detention and on-site drainage as land is developed. Re-establishing the Wild Horse Creek Trail connection with the Arkansas River Trail is a priority as soon as security issues associated with the City's water treatment plan can be resolved.

***B5: YMCA Development***

Approval and construction of the proposed development of the YMCA in the neighborhood will be a positive development for the neighborhood. The neighborhood association should coordinate with the YMCA a voucher system to allow Westside residents to use the facilities at a discounted rate. This approach would likely help the YMCA and would be more economical than the city providing a similar type of facility in the area.

***B6: Create additional usable green space***

In addition to the open spaces provided by using the drainageways, additional City parks for active, youth-oriented recreation and for passive recreational opportunities should be provided. Also small green spaces should be interspersed through new developments for the use and benefits of subdivision residents and should include play spaces and benches. It is important to address security issues in the design of all of these spaces.

Open space in the Westside Neighborhood is associated with drainageways, arroyos and detention areas. Open space also provides the framework for the pedestrian linkages, which are designed to connect various parts of the community. It is anticipated that most, if not all of the open space would be part of land dedication requirements to carry surface water and alleviate the danger of flooding in the area.

**C. THE NEIGHBORHOOD IDENTITY INITIATIVE**

The vision is to build up the Westside's identity and promote it so that neighbors in other communities and across the City will know the area as the Westside Neighborhood.

***C1: Gateway Features***

Gateway features should be located at 18th and Tuxedo Boulevard (where the viaduct touches to grade), at 24th Street and Pueblo Boulevard, and at 11<sup>th</sup> Street and Pueblo Boulevard. The existing monument at 18th & Tuxedo should be enlarged and made more visible as announcing arrival into the Westside Neighborhood and a companion piece installed at Pueblo Boulevard. Smaller versions of the identity marker could be installed at other intersections and at parks throughout the neighborhood.

***C2: Westside Identification***

Pursue official city designation of the Westside name for the community. The Westside name should be used consistently to describe the area from the Arkansas River to US 50 and from Pueblo Boulevard to the Burlington Northern-Santa Fe rail line, and work with officials of the City of Pueblo to create official designation of the Westside name. Local businesses and housing developers should be encouraged to use the name in brochures and advertisements.

***C3: Pedestrian Street Amenities***

Make pedestrian improvements and amenities along 18th Street from Tuxedo to Hyde Park. In addition to establishing an image for the neighborhood through signage and gateway elements, a consistent streetscape treatment should be installed along major pedestrian streets.

***C4: Improve the Level of Public Service in the Neighborhood***

The level of public services in the area significantly impacts the quality of residential areas. The City of Pueblo should ensure that a consistent effort is made to address issues of daily concern to Westside residents such as sidewalk trip hazard repair, street sweeping, and mowing and litter clearance in public parks. To the extent possible, some of the tasks needing to be addressed are seasonal, and might offer opportunities for summer hiring of neighborhood youth to augment City staff efforts.

**D. THE HOUSING INITIATIVE**

The Westside desires to become a balanced mixed-income community that welcomes new residents without displacing those already in the neighborhood. A mixed-income community is healthier because it reduces economic segregation, attracts retail development and motivates lower-income families to improve their living conditions

***D1: Develop “Infill” housing projects on scattered sites***

Vacant lots and dilapidated structures occur throughout the Westside neighborhood, particularly in the area bounded by 11th and 18th, and Oak Ave. and Graham Ave.; and throughout the area east of Tuxedo Boulevard. New housing should be constructed on vacant lots and lots made vacant by the demolition of dilapidated structures. This lot-by-lot new construction should offer at least “one-for-one” replacement of units lost to demolition. The efforts of housing organizations engaged in this activity should be coordinated by the neighborhood association so that areas identified as having multiple opportunities for infill development are addressed in a coordinated manner. Equally important to the quality of the neighborhood is ensuring that new housing is contextual in scale, design and construction quality, so that it blends seamlessly with existing housing and encourages the appropriate rehabilitation of solid existing homes. All in-fill development would comply with the City of Pueblo’s subdivision regulations that provide for infrastructure improvements prior to dwelling unit construction.

***D2: Larger vacant land opportunities north of 22nd Street could be considered as a redevelopment site that should incorporate housing for mixed-income residents***

The neighborhood can work with developers to create new market-rate and affordable housing. Developers should be asked to create housing that is compatible with the neighborhood and serves a range of income levels, including higher-income households. When possible, new developments should include a percentage of affordable units.

***D3: Undertake housing rehabilitation and develop new infill housing by applying the building design and landscape standards as proposed in the Charter Neighborhood zoning project***

The City of Pueblo has initiated a project to add requirements to their zoning regulations and housing codes to set minimum standards for building design and landscape quality in “charter” residential areas. These codes should then be strictly enforced for both rehabilitation and new construction. The standards should be rigorously followed when public funds are utilized and should be subject to regular review and refinement as appropriate. They will need to be appropriate for the neighborhood and the income level of families in all areas of the Westside.

**E. THE COMMERCIAL and INDUSTRIAL INITIATIVE**

It is desired that the Westside become a community where businesses are developed and thrive, where entrepreneurs establish businesses and where a wide range of retail services is offered. The presence of industry not only contributes to the economic welfare of the neighborhood but also the City of Pueblo as a whole. The strategies outlined in this section address the need to revitalize existing facilities, find opportunities to bring in new businesses, make physical improvements to the industrial areas, and connect Westside residents to industrial job opportunities.

***E1: Establish Neighborhood Commercial Centers***

The area in the vicinity of 18<sup>th</sup> Street and Lambert should be designated as a neighborhood business center along with a pedestrian-oriented environment. The pedestrian orientation of the 18th Street corridor would extend from Wild Horse Creek Park to Hyde Park and connect the neighborhood commercial area and Caesar Chavez Academy along the route. As residential development grows a second neighborhood commercial area in the vicinity of 24th and Scott Streets may be encouraged to serve the convenience needs of surrounding residents.

***E2: Highway Commercial Activities***

Advantage may be taken of the vehicular traffic volumes, highway capacity and visibility along US 50 and Pueblo Boulevard by designating regional business, employment and shopping opportunities along the frontage of these two roadways. It builds upon the existing development at the interchange of US 50 and Pueblo Boulevard and extends southward along Pueblo Boulevard.

***E3: The Foundry Industrial Area***

The area bounded by 11th and 18th Streets, Wild Horse Creek Park and the Railroad tracks, which is more commonly known as the Foundry Area should be designated for industrial uses. This area contains

desirable attributes for industrial users such as rail and highway access and is isolated from the residential portions of the neighborhood. The following actions should be considered:

- Building permits for residential uses should not be issued nor should properties be rezoned for residential uses.
- The City should consider undertaking programs to acquire a willing seller's property.
- Construct infrastructure improvements to make the area more suitable for industrial use.
- Examine lot consolidation and vacating streets and alleys to create larger sites for industrial users and create a mechanism to assemble and hold redevelopment sites.
- Examine the truck traffic through the Westside Neighborhood with a goal of minimizing the impact to residences. Look at the feasibility of improvements to the 11th Street viaduct over Wild Horse Creek to designate this street as the major access into the industrial area. Also examine the existing viaduct over the rail line at the west end of the area near Pueblo Boulevard for necessary improvements to accommodate increased truck traffic.

***E4: Create an Industrial Park Image***

Revitalization of Westside industrial areas involves attracting new investment. One key approach is to create a new identity for the area through the establishment of an "industrial park" image and an organization to assist in marketing the area and determining appropriate assistance to property owners. The work associated with this organization would be conducted by existing organizations, such as PEDCO. An appropriate name would be determined for each industrial park to communicate the convenient close-in location of the industrial districts. Coordinated actions should be undertaken to market the parks to new industrial users.

***E5: Expand the local hiring/training network***

Industrial businesses often rely on temporary agencies to provide ready access to employees to fill lower skill and entry-level positions. This initiative strongly encourages current and future Westside businesses to transition these temporary employees to permanent employees. Also encourage businesses to work closely with the Workforce Development Center to maximize opportunities for local residents to fill these positions. A local hiring and training network, possibly affiliated with Pueblo Community College, could facilitate connections between Westside residents seeking training and entry level job opportunities and Westside businesses who are committed to making a positive impact on the neighborhood.

***E6: Create incentives for businesses to hire locally***

To make the hiring and training network more successful, businesses should use existing employer training incentives to make hiring local residents advantageous to local, especially smaller, businesses. These incentives are available through the Workforce Development Center. Companies willing to hire

local youth for summer jobs might receive a partial wage reimbursement, for example. As another example, companies that hire local residents who do not need to drive to work might be able to offer a transit pass as a fringe benefit in combination with an adjusted hourly wage.

## **F. THE ACCESSIBILITY INITIATIVE**

Accessibility in the Westside Neighborhood is a major concern. The need for continuity of east-west routes and north-south routes is evident from the responses to the public opinion poll and in neighborhood meetings. The ability to traverse the neighborhood is viewed as a means to expose the potential of the area and its ability to attract development.

### ***F1: Connect 18<sup>th</sup> Street to Pueblo Boulevard***

Existing 18<sup>th</sup> Street is one of only two crossings of the Burlington Northern-Santa Fe rail lines and the only one that is grade separated. The extension of 18<sup>th</sup> Street westward to Pueblo Boulevard would extend through the Westgate subdivision and provide a direct point of access to the Westside Neighborhood. The intersection of 18<sup>th</sup> Street with Pueblo Boulevard would be limited to right-in and right-out.

### ***F2: Preservation of the 24<sup>th</sup> Street Corridor***

It is important to preserve the 24<sup>th</sup> Street corridor in light of adjacent land development possibilities. Access to the roadway should be limited to arterial and local street intersections and spacing should conform to accepted practices that facilitate safe and efficient traffic flow.

### ***F3: Construct the 11<sup>th</sup> Street Viaduct.***

A recommendation of the Northwest Quadrant study is to complete the linkage between Pueblo Boulevard and Downtown along 11<sup>th</sup> Street. Existing portions of 11<sup>th</sup> Street need to be improved including the crossing of the railroad tracks. A new roadway would then be constructed on the east side of the railroad tracks, pass under 4<sup>th</sup> Street and tie into 1<sup>st</sup> Street in downtown Pueblo.

### ***F4: Develop North-South Accessibility***

There is a need for north-south access through the Westside Neighborhood and two opportunities are proposed in the transportation plan. One route would use Scott Avenue north to approximately 29<sup>th</sup> Street where it would jog over to Spaulding Avenue and intersect with Pueblo Boulevard in a full movement intersection. A second route would be an extension of the current Tuxedo Boulevard in a north and south direction. A southern extension would cross 18<sup>th</sup> Street and be aligned with Cheyenne Avenue and connect with 11<sup>th</sup> Street. The northern extension would extend existing Tuxedo Boulevard to

approximately 29<sup>th</sup> Avenue where it would veer to the east and parallel the Burlington Northern-Santa Fe rail line and intersect with US Highway 50. The intersection with US highway 50 is expected to permit right-in right-out only.

## **VI. IMPLEMENTING THE PLAN**

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It is recognized that no single entity can carry out these strategies and related projects alone. Implementation of this ambitious plan will require the involvement of the City of Pueblo, Pueblo County, other local groups, private businesses and local institutions. The role of the Hyde Park Neighborhood Association role will be to encourage a community-wide effort to coordinate the interested parties, seeking investment from both within and beyond the Westside community, and acting as a rallying point for all in the community to get involved in the revitalization of the Westside neighborhood.

The “Implementation Work Program” on the following pages prioritizes the projects within each strategy area described in Chapter V: Strategies to Implement the Vision and suggests groups or entities that are targeted for leadership of each project.

The recommendations in the initiatives could also serve as a means to measure progress towards neighborhood improvement. The initiatives could be modified and adopted as benchmarks to indicate how the neighborhood is succeeding towards achieving their goals.

Additionally, key next steps to be undertaken will include encouraging the City of Pueblo to adopt aspects of the strategic plan as public policy, including the land use recommendations; and developing cost estimates for proposed capital improvements to facilitate their inclusion in the capital improvement plans of city agencies.

Table VI-1:  
**IMPLEMENTATION WORK PROGRAM – WESTSIDE NEIGHBORHOOD PLAN**

Strategy/Project	Priority/Time Frame			Organization
	Short Year 1	Medium Year 2-4	Long Year 5-10	
<b>A. QUALITY OF LIFE</b>				
A1: Strengthen and aggressively enforce health and land use codes.	●			City Code Enforcement-Police Dept., City/County Health Dept.
A2: Install night lighting improvements at crime hot spots/		●		City Police Dept., HPNA and property owners
A3: Increase neighborhood-based crime prevention and police presence.		●		City Police Dept.
A.4: Increase and enhance neighborhood communication.	●			HPNA, City Community Development Department
A5: Continue regular community meetings.	●			HPNA
A6: Continue publishing "Hyde Park Highlights".	●			HPNA
A7: Promote communication among schools and youth organizations.	●			City Community Development, City Police, Caesar Chavez Charter School, Boys & Girls Club
A8: Expand community-wide Westside events and traditions.	●			HPNA
A9: Establish a feedback mechanism.		●		City Community Development, City Land Use Administration, HPNA
<b>B. PARK AND OPEN SPACE</b>				
B1: Wild Horse Creek Park		●		City Parks & Recreation
B2: Hyde Park	●			City Parks & Recreation
B3: Donley Park	●			City Parks & Recreation
B4: Wild Horse Creek trail extension			●	City Parks & Recreation, City Public Works
B5: YMCA development			●	City Land Use Administration, City Community Development, Pueblo County
B6: Create additional usable green space.			●	City Land Use Administration, City Community Development, City Parks & Recreation
<b>C. NEIGHBORHOOD IDENTITY</b>				
C1a: Gateway features. C1b: Install directional signage		●		a. HPNA, Business Groups b. City Public Works
C2: Westside identification.		●		City Community Development, City Public Works, HPNA
C3: Pedestrian street amenities.		●		City Community Development, City Public Works
C4: Improve the level of service in the Westside Neighborhood.		●		City Public Works, City Housing & Neighborhood Service
<b>D. HOUSING</b>				
D.1: Develop "infill" housing projects on scattered sites.		●		Private Developers, City Housing & Neighborhood Services, City Community Development
D2: Vacant land opportunities north of 22 <sup>nd</sup> Street considered for redevelopment.			●	Private Developers, City Housing & Neighborhood Services, City Community Development
D3: Rehabilitation and infill to apply standards from Charter Neighborhood	●			Private Developers, City Land Use Administration, City Community Development

Strategy/Project	Priority/Time Frame			Organization
	Short Year 1	Medium Year 2-4	Long Year 5-10	
<b><i>E. COMMERCIAL AND INDUSTRIAL</i></b>				
E1: Establish neighborhood commercial centers.		●		Private Developers, City Land Use Administration, City Community Development
E2: Highway commercial activities.			●	Private Developers, City Land Use Administration, City Community Development
E3: Foundry industrial area.		●		Private Developers, City Land Use Administration, City Community Development, Public Works
E4: Industrial park image		●		Private Developers, City Land Use Administration, City Community Development, PEDCO
E5: Expand local hiring/training network.	●			Private Developers, PEDCO
E6: Incentives for businesses to hire locally.	●			Private Developers, PEDCO
<b><i>F. ACCESSIBILITY</i></b>				
F1: Connect 18 <sup>th</sup> Street to Pueblo Boulevard.	●			Private Developers, City Land Use Administration, City Community Development, Public Works
F2: Preservation of the 24 <sup>th</sup> Street corridor.	●			Private Developers, City Land Use Administration, City Community Development, Public Works
F3: Improve 11 <sup>th</sup> Street access into downtown Pueblo.			●	Public Works, City Community Development
F4: Develop north-south accessibility.		●		Private Developers, City Land Use Administration, City Community Development, Public Works

December 1, 2003

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## **VII. APPENDIX**

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**Appendix A:** Future Land Use Articulation Matrix for City/County Comprehensive Plan and Neighborhood Plans

### **Appendix B**

*Demographic Statistics (Available at the Department of Planning and Development Office)*

Appendix Table A-1. General Westside Population and Housing Characteristics by Census Tract

Appendix Table A-2. General Westside Economic Characteristics by Census Tract

Appendix Table A-3. General Westside Housing Characteristics by Census Tract

Appendix Table A-4. General Westside Social Characteristics by Census Tract

## Appendix A

### Future Land Use Articulation Matrix for City/County Comprehensive Plan and Neighborhood Plans

The following table serves to cross-reference the categories of land use adopted in the Pueblo Regional Development Plan, the land use categories used in the Neighborhood Plans and current Zoning in the City of Pueblo. Expanded definitions of land use found in the West Side Neighborhood Plan are defined on pages 35 to 38 of the plan.

Comp Plan Future Land Use	Neighborhood Plans Future Land Use Categories	Proposed Permissible Zoning*
Rural/Ranch	Agricultural	A1, A2
Production Agriculture	Agricultural	A1, A2
Large Parks, Open Space & River Corridors	Park Open Space	S1
Country Residential	Large Lot Residential	A3, A4
Country Village	N/A	N/A
Suburban Residential	Low Density Residential	A4
Urban Residential	Urban Residential Mixed Use Urban Residential Infill  Small Commercial Mixed Use	R1, R2, R3, R4  B1
High-Density Residential	Mobile Home Parks Multi-family Residential Mixed Use	R3, R4, R5  R7, R8
Urban Mixed Use	Urban Center High Density Mixed Use	R6, B2, B3
Arterial Commercial Mixed Use	Highway Commercial Mixed Use	B4
Employment Center—Office Park	Employment Center—Office Park	O1, I1
Employment Center—Light Industry Mix	Employment Center—Light Industry Mixed Use	I1, I2
Employment Center—Industry	Employment Center—Heavy Industry	I3
Institutional Mixed Use	Institutional Mixed Use	Any
Special Study Area	Special Study Area <i>(Reference pages in the plan that characterize the use for the specific area delineated)</i>	Any (esp. I1, I2, S1, S5, R5, R6)

\* All existing zone districts are permitted. Existing uses will be allowed to continue until the zone districts are amended.