

# ENVISION SHOOKS RUN CORRIDOR

## FACILITIES MASTER PLAN



JANUARY 12, 2017

COLORADO SPRINGS, COLORADO



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# ACKNOWLEDGMENTS

The City of Colorado Springs would like to thank all of the citizens who provided their time and the input necessary to create a successful plan and implementable future for the Shooks Run Corridor.

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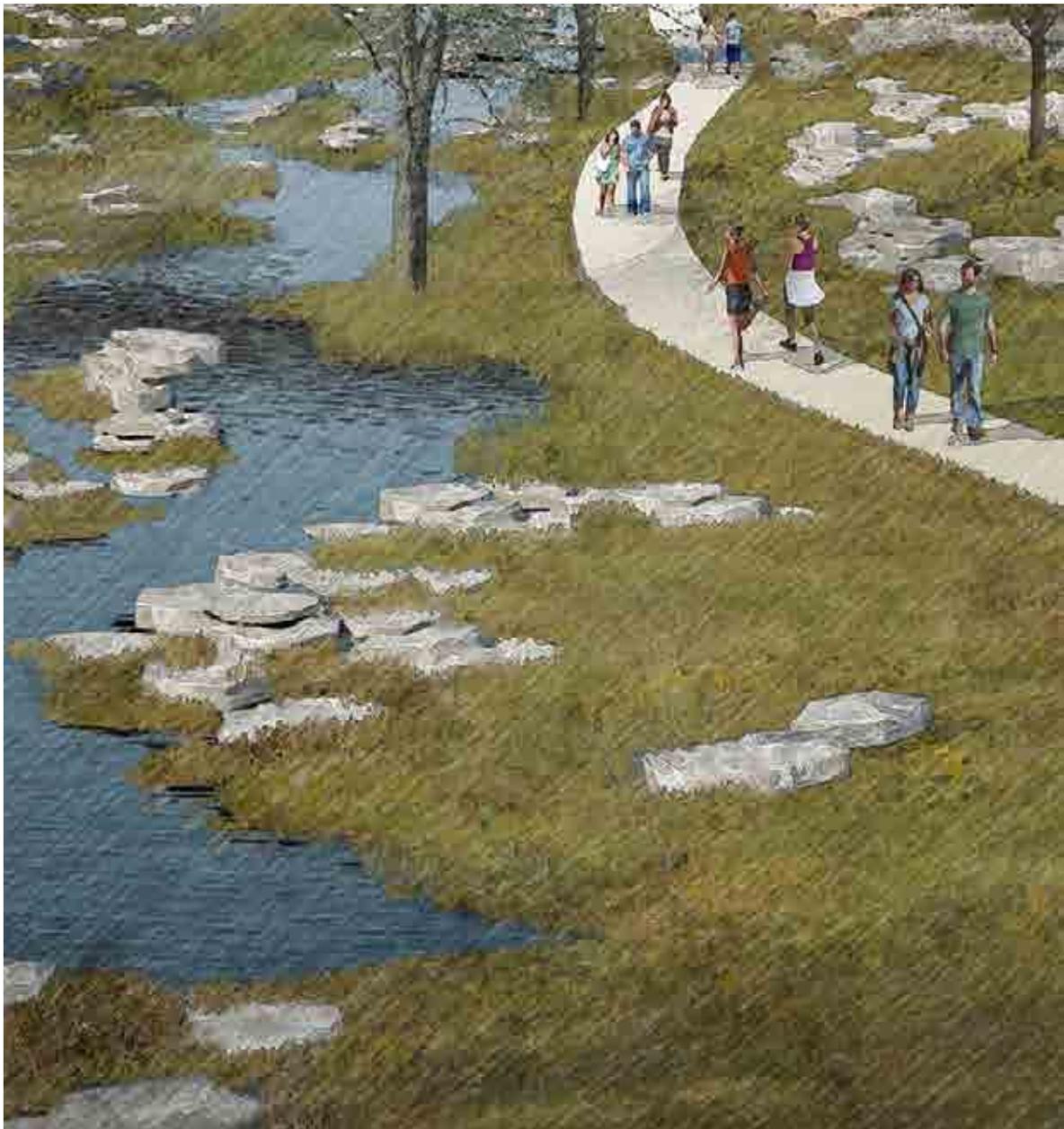
(included as separate documents)

- A. Existing Conditions Report
- B. Economic Analysis
- C. Corridor Cost Estimate





## I: EXECUTIVE SUMMARY



# EXECUTIVE SUMMARY

The Shooks Run Corridor Facilities Master Plan (FMP) illustrates the Colorado Springs community’s forward-thinking vision to manage infrastructure replacement, create a transformative greenway and influence land use along the four-mile corridor.

## PURPOSE

- To plan for the replacement of infrastructure along the Shooks Run Corridor and establish it as a significant feature of the city, by defining a continuous greenway along the corridor.
- To establish new trail connections, road, bridge and stormwater improvements will provide a catalyst for economic redevelopment.

## EXISTING CONDITIONS SUMMARY

Shooks Run is one of the oldest areas of Colorado Springs. Aging and deteriorating conditions exist along the Shooks Run channel, including weakened utilities, bridges, culverts, roadways and drainage facilities, resulting in flooding and erosion conditions. The corridor also includes some of the oldest City owned facilities. Transportation infrastructure is in desperate need of updating, as are the drainage and water quality components of the City’s infrastructure network. Updates to this infrastructure will improve existing environmental conditions and lay the groundwork for improved parks, open space, land use and redevelopment projects.

## COMMUNITY ENGAGEMENT

A comprehensive two-year community engagement effort involving hundreds of Colorado Springs residents provided the foundation for the creation of this plan. Activities included a series of public workshops, surveys and small group outreach events, along with an online platform at the project website: [www.envisionshooksrun.com](http://www.envisionshooksrun.com). Three corridor theme options were developed, and from these, the community selected the Transformative Corridor Theme.

## CORRIDOR THEME

The Transformative Corridor Theme makes Shooks Run a central part of the city, helps stimulate a number

of new uses along the corridor and ties parts of the corridor more closely to downtown. Elements of this theme important for the corridor include: transportation, drainage and water quality, greenway, parks and trails, destination elements, land use and economic vitality and redevelopment. By leveraging City investment and moving forward with the planning process, economic revitalization will be encouraged.

## RECOMMENDATIONS

The overall vision for Shooks Run is **to create a continuous “greenway” along the corridor** from the confluence of Fountain Creek to the headwaters in the Patty Jewett Golf Course, with trail connections extending to Rock Island Trail to support the economic development of this portion of Colorado Springs and the ongoing revitalization of the downtown area. The greenway would include enhanced park landscapes and amenities along the Shooks Run corridor, along with the development of a grade separated, multiuse trail running along its length. This greenway will complete the eastern leg of the Legacy Loop, a series of trails and amenities that will encircle downtown Colorado Springs.

Conceptual plans for five segments along the Shooks Run corridor have been prepared. These physical plans describe the general locations and nature of park and open space facilities, multimodal transportation and trail connections, infrastructure and bridge replacements and enhancements, and amenities along these segments:

- **Confluence Segment**
- **Urban Canyon Segment**
- **Urban Waterway Segment**
- **Residential Greenway Segment**
- **Headwaters Segment**

This FMP outlines the vision for, and potential to create destination elements at various locations along Shooks Run. Destination elements could include facilities and amenities, such as botanic gardens, bike parks, wetland areas, nature centers, or other facilities intended to attract interest and visitation from the broader Colorado Springs community, as well as visitors and tourists.

The FMP process has identified specific bridge and infrastructure improvements (including drainage facilities and various utilities for improved water quality and detention) necessary to ensure that Shooks Run operates well as a major drainage basin in the community, and to facilitate the completion of the greenway. Recommendations include the potential



replacement of bridges that cross Shooks Run, their general design parameters, and how these bridges would tie in with and complement the greenway concept for the corridor. The FMP also addresses channel location, stabilization, flooding and erosion issues, and the size of the overall corridor.

## IMPLEMENTATION

The completion of the improvements outlined may span the next 50 years. The required land area expected for infrastructure replacement and greenway use is identified in this plan. Foundational infrastructure elements will be constructed first. Park and recreation improvements will follow, when suitable utilities and channel improvements exist. Where redevelopment is planned, both types of improvements could be bundled as a single package, allowing simultaneous development. The City's various departments and the community at large will have to work together to complete these improvements as funding becomes available. This plan includes a process for amendments and updates as may be required, based on the best interests of the City and evolving community priorities.

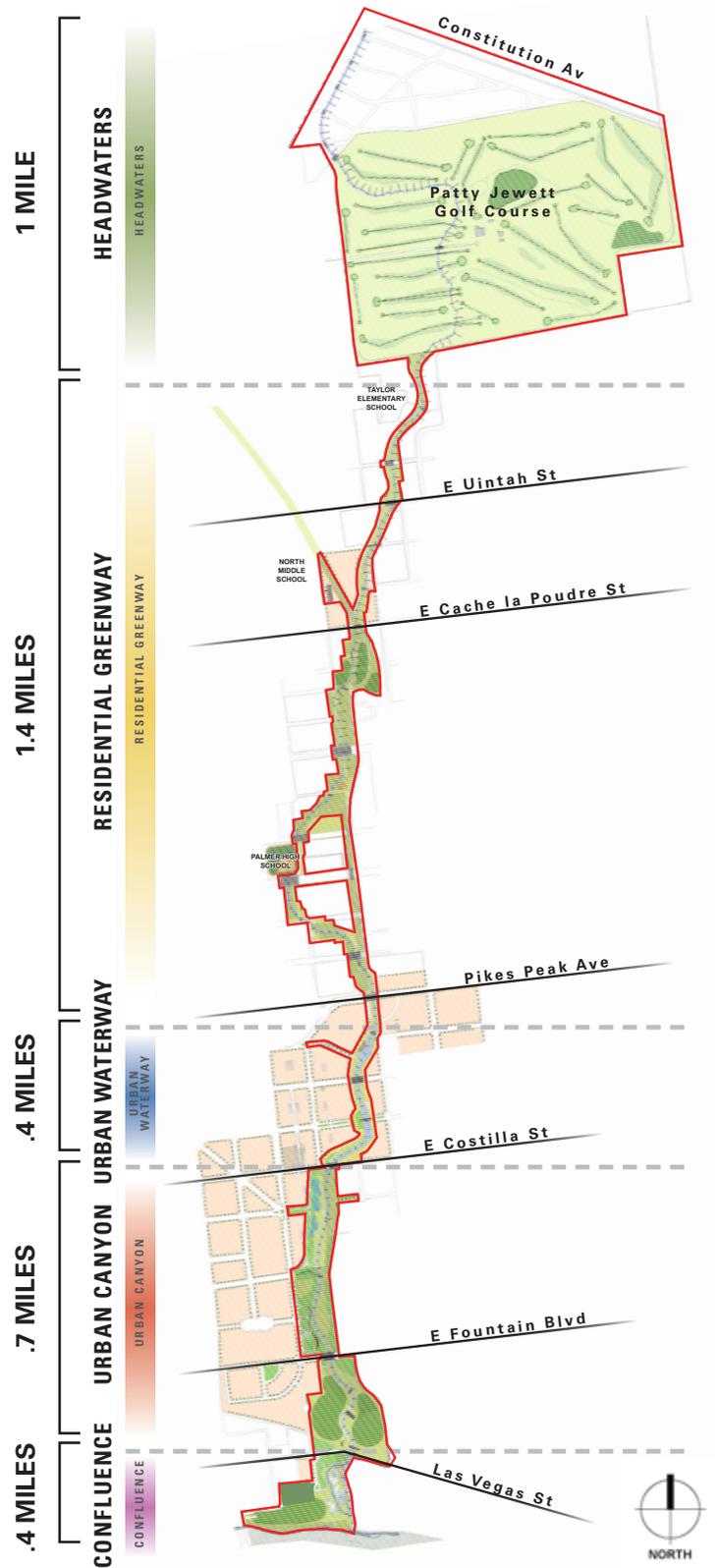
## SUPPORT OF PRIVATE REDEVELOPMENT

An important purpose and intent of this plan is to foster and encourage the participation of the private and non-profit sectors in reinvestment and redevelopment of properties in appropriate locations along the corridor. To achieve this, the expectation is that this plan and its accompanying Sustainable Infrastructure Plan will be used and applied in an adaptive and development-supportive manner. Financial responsibility associated with the identified improvements, and particularly the recommended enhancements, should be applied consistent with City Code, and with a reasonable balance among project-specific, corridor-wide and City participation.

## PRIORITIES

The high level priorities include:

- Preventing and managing existing flooding
- Creating connections currently missing for roadways and non-motorized forms of transportation
- Replacing critically aging and structurally unsound bridges that restrict the channel
- Completing the Legacy Loop
- Encouraging redevelopment and economic revitalization in the southern portion of the corridor



**Figure 1:** Shooks Run Corridor Segments - Corridor segments are defined by the context of surrounding land uses, neighborhood characteristics, street system, and opportunities to introduce new greenway programs along the corridor.





## II. OVERVIEW



## A. PLAN PURPOSE & OVERVIEW

Before the settlement of Colorado Springs, the Shooks Run drainage was one of several major natural drainages. The earliest plans viewed the creek corridor within City limits as a landscape feature to retain and utilize as open space. Due to the significant size of the drainage, many bridges had to be built to connect east to west. As the City of Colorado Springs grew, the corridor was developed, accommodating a variety of uses, including residential and industrial uses. This development has since altered drainage patterns, runoff conditions and channel characteristics.

Since this area represents some of the earliest districts of the city, the constructed infrastructure is also some of the oldest in Colorado Springs. This plan was prepared for the entire corridor, with the intention of comprehensively addressing aging infrastructure, drainage facilities, transportation, bridges and utilities, while enhancing the landscape amenity. It addresses the mitigation of existing issues, including flooding, structural damage and channel erosion.

The overall purpose of the plan is to help guide the infrastructure investments of the City of Colorado Springs for the corridor. It provides a road map for the implementation of these improvements, in order to achieve the vision established by the community for Shooks Run. It will assist the City, other agencies, the private sector, and stakeholders with the implementation of improvements to create a high quality greenway corridor and a key community asset to anchor this part of Colorado Springs.

Early goals for the Shooks Run planning process focused on identifying solutions and phasing strategies for drainage and transportation infrastructure needs. As the project progressed, the community identified a range of other goals for Shooks Run, including the enhancement of parks and open space amenities, the creation of destination elements that would bring more people to the area, and a focus on leveraging improvements along the corridor to support economic development and

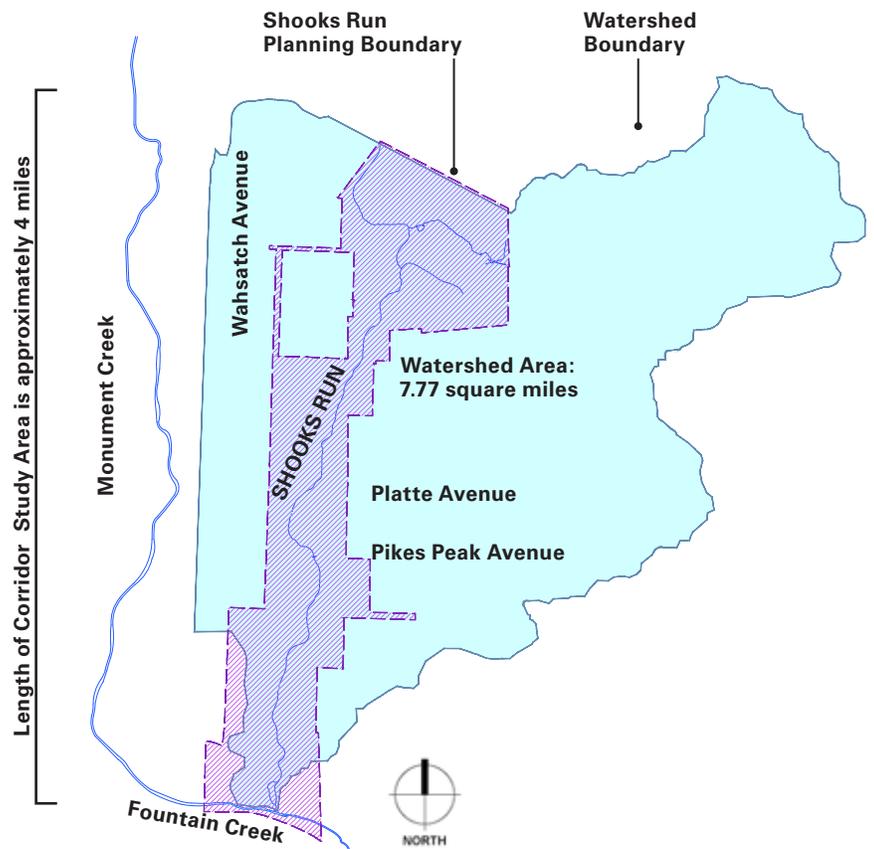
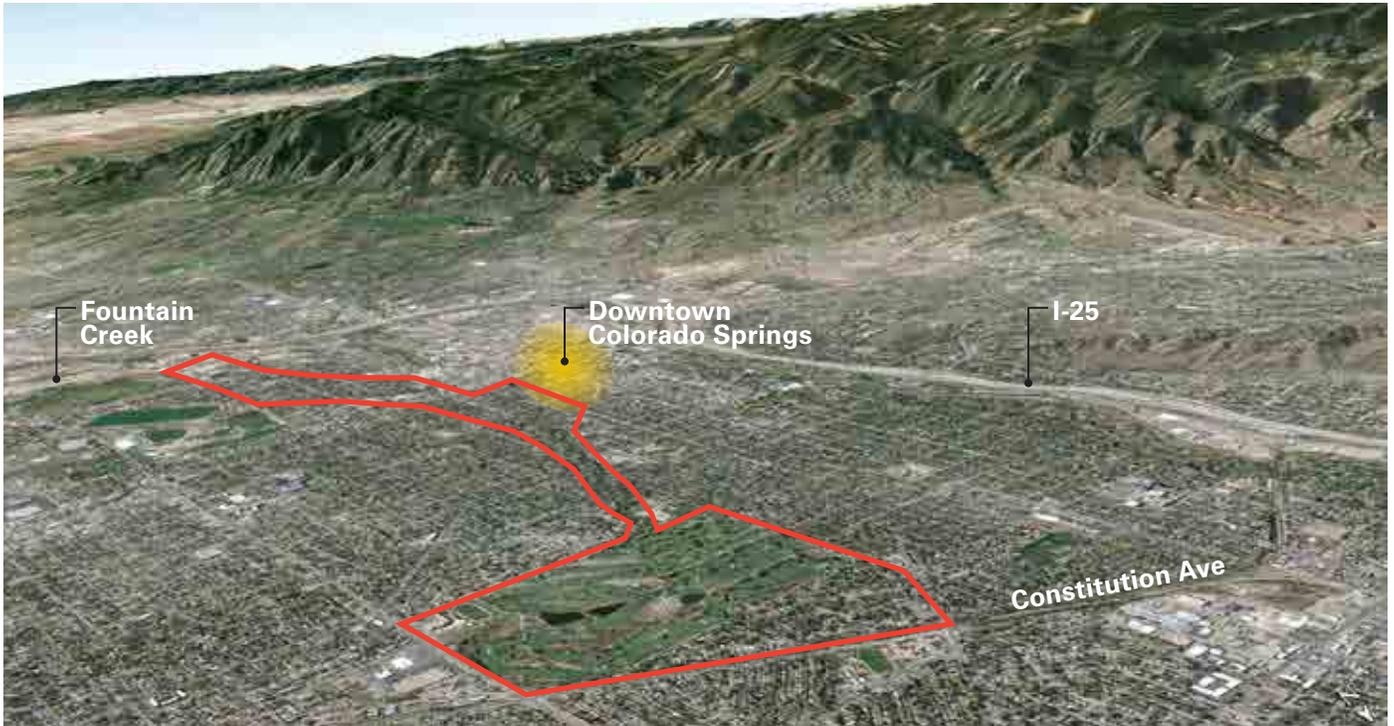


Figure 2: Shooks Run Corridor Planning Area & Watershed Boundary



Historic image of children being rescued from flooding at Bijou Street and Shooks Run



**Figure 3:** Approximate Extent of Shooks Run Corridor Planning Area

vitality. These efforts will help make the Shooks Run Corridor a prominent amenity for surrounding neighborhoods and the broader Colorado Springs community.

The plan reflects a planning horizon of 50 years. However, a variety of outlined improvements can reach completion sooner. The City is likely to continue advancing particular improvements to completion at different times throughout the 50-year horizon. A number of bridges and related infrastructure elements are nearing the end of their functional lives. Therefore, many of the improvements will be accomplished in a shorter time frame.

As the City transportation system has evolved, some bridges in the Shooks Run Corridor have been removed. Existing bridges have been evaluated as part of this plan, and where not required functionally, the FMP recommends they be removed or their use changed. Considerable savings can be realized by an overall reduction in the number of bridges (if not required), rather than a replacement strategy. A number of bridges and infrastructure elements will not require reconstruction for many years. Therefore, the City will phase completion of planned improvements appropriately.



Recent residential neighborhood flooding along the Shooks Run corridor - Summer 2016

## B. PLAN CREATION PROCESS

The City’s Public Works Department initiated and led the process to create the FMP. As the project evolved, representatives from other City departments, including Parks, Recreation, Trails & Cultural Services, Planning and Community Development and Economic Development, and the Office of the Mayor joined with Public Works officials to form a Planning Team to guide the planning process.

### ENVISION SHOOKS RUN

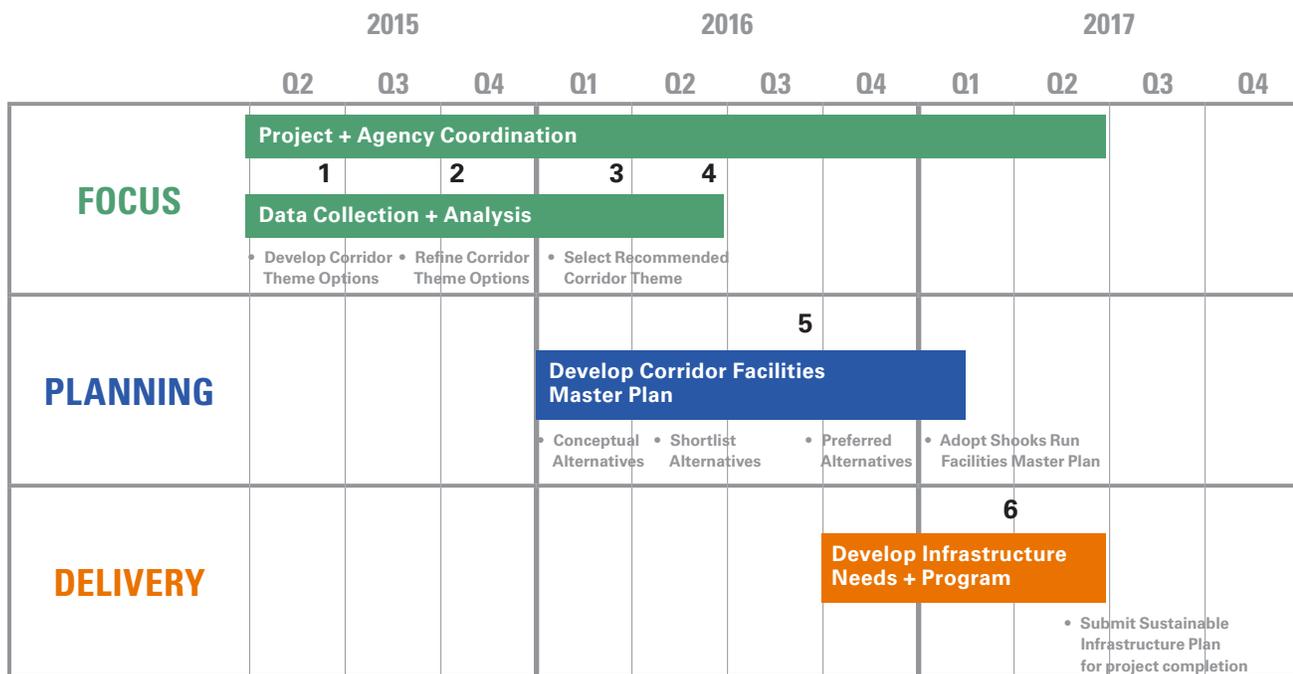
The overall project, referred to as “*Envision Shooks Run*”, included a three step process, with **Focus**, **Planning** and **Delivery** phases (Figure 4).

The Shooks Run Corridor Facilities Master Plan (FMP) is a component of this overall project. It will help the City identify and articulate the overall vision for the Shooks Run Corridor for the next 50 years. The plan includes strategies and a timeline for completing needed improvements (Figure 5).

### ENVISION SHOOKS RUN PHASES

- The **FOCUS** phase introduced the project to the community and arrived at a consensus concerning the overall vision for Shooks Run.
- The **PLANNING** phase explored various alternative concepts for the future of Shooks Run and arrived at a “recommended corridor theme”, which led to this Facilities Master Plan.
- The **DELIVERY** phase involved the creation of an implementation strategy that addresses how the City should move forward with various improvements, including infrastructure, parks, and other elements, over the short-term and the long-term.

## SHOOKS RUN CORRIDOR FACILITIES MASTER PLAN PLANNING PROCESS TIMELINE



# = Public Meetings

Figure 4: Planning Process Timeline

## FMP ADOPTION

The Colorado Springs City Council will need to formally adopt this plan, due to the broad and intertwined nature of the improvements proposed. This approval process will ensure that the plan has the authority to effectively guide City departments, public/private partnerships, community groups and organizations in implementing the overall community vision.

## SUSTAINABLE INFRASTRUCTURE PLAN (SIP)

Following the adoption of the FMP, a companion document will be developed, entitled *The Shooks Run Corridor Sustainable Infrastructure Plan*, for the study area. This SIP will serve as a working document for City staff to use when executing particular projects along the corridor. It will contain design and technical data and provide a responsive implementation plan based on the principles contained in the FMP.

## PURPOSE OF THE SUSTAINABLE INFRASTRUCTURE PLAN (SIP)

The SIP will be a tool for the City to manage and schedule the implementation of the community vision defined in this Facilities Master Plan (FMP). As a result, it will function as an adaptive roadmap for the next and ongoing steps that move the Shooks Run improvements forward.

The City will use the SIP in the following ways:

- To facilitate City interdepartmental collaboration
- To understand improvement needs and priorities
- To pursue funding and budgeting for improvements
- To adapt to the anticipated changes as quickly as possible
- To assist the coordination with the public sector

To accomplish the goals and objectives above, and ensure the City has the flexibility to adapt appropriately to changes and opportunities, the SIP will be a City developed and managed document with oversight from the Mayor's Office (see pg. 94 for additional information concerning the SIP).

## SHOOKS RUN CORRIDOR FACILITIES MASTER PLAN IMPLEMENTATION TIMELINE

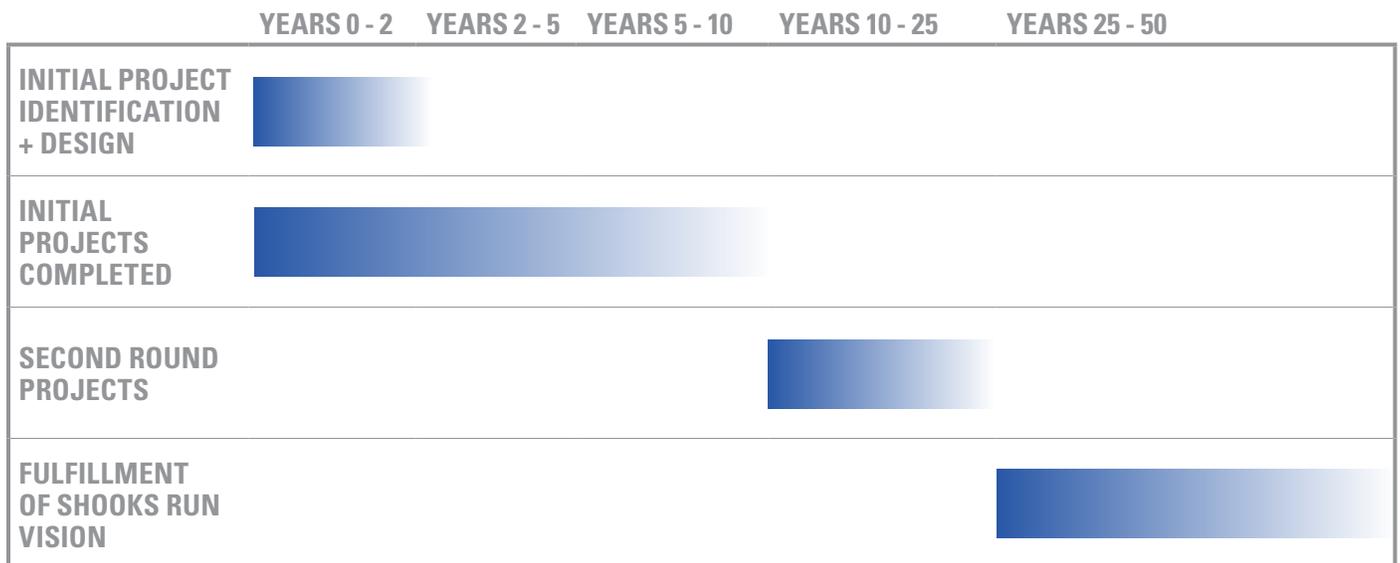


Figure 5: Implementation Timeline

## C. FRAMEWORK FROM PREVIOUS PLANS

The vision for Shooks Run has been influenced by previous planning efforts and initiatives in the Colorado Springs community. In order to create a meaningful and implementable plan, the planning team reviewed and referenced previous Colorado Springs planning documents. These plans contain important information that was used as a foundation for this FMP, ensuring coordination with previous recommendations and policy goals.

Below is a brief overview of existing plans that impact the Shooks Run area.

### CITY COMPREHENSIVE PLAN

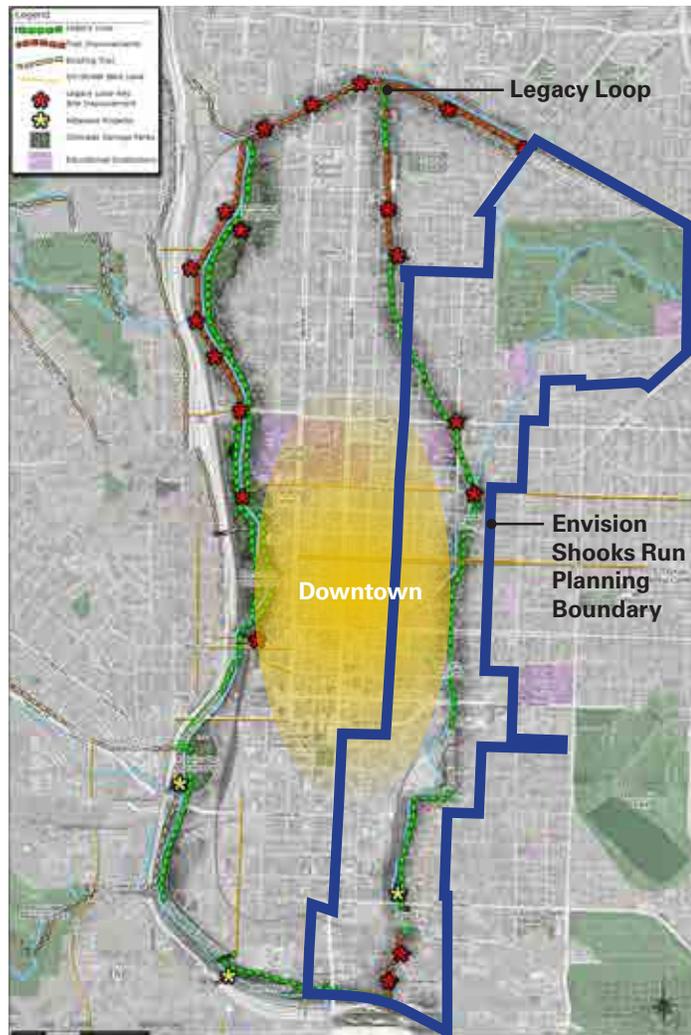
The City's 2001 Comprehensive Plan provides an outline of anticipated future land uses by area throughout the city. It also articulates the vision for various areas of the community. At the time of completion of this Corridor Facilities Master Plan, the City is embarking upon the development of an updated Comprehensive Plan. The Shooks Run FMP will inform that effort with regard to land use and place making.

<https://coloradosprings.gov/communications/page/2001-comprehensive-plan>

### 2014 PARK SYSTEM MASTER PLAN

The City of Colorado Springs Park System Master Plan outlines improvements to the City's parks system over the next few decades. Regarding Shooks Run, the plan calls for the completion of the Legacy Loop, a series of trails and amenities that will encircle downtown Colorado Springs (Figure 6). The addition of the remaining unfinished segments of trail south of Fountain Avenue, which is in the Shooks Run Corridor, is the specific recommendation of the plan. Other recommendations include the reinforcement of drainage corridors for trail systems that link parks and open space to neighborhoods throughout the city. In addition, the plan outlines the City's general goals regarding amenities and facilities that should be included in future parks and park facilities in the downtown area.

<https://coloradosprings.gov/book/parks-recreation-trails-and-open-space-master-plan>



**Figure 6:** Legacy Loop Completion Recommendation  
Source: City of Colorado Springs Parks Recreation + Cultural Services Legacy Loop website

### DOWNTOWN COLORADO SPRINGS PLAN UPDATE

The Colorado Springs Downtown Partnership completed an update to the Experience Downtown Colorado Springs Plan. This plan articulates the vision for downtown Colorado Springs and the goals of the district with regard to land use, streetscape planning, and plans for key destinations and future amenities in the downtown area. The plan outlines strategies to attract new businesses, residents, and investment. The outcomes of the Shooks Run FMP overlap with the vision and plans for areas near Shooks Run, which together describe a compatible vision that is in line with the Downtown Plan.

<http://downtowncs.com/master-plan>

## **CITY TRANSPORTATION PLANS**

The City's Intermodal Transportation Plan (ITP) from 2001 articulates the role of all modes of transportation in Colorado Springs. For example, the recommendations of the ITP were based on the guidance of the City's 1996 Bicycle Plan, which provided several recommendations relevant to the Shooks Run Corridor. In 2015 the Pikes Peak Area Council of Governments (PPACG) completed the Regional Non-Motorized Transportation Plan to provide for a continuous, coordinated, and regional non-motorized transportation network. The plan was regional in its scope and did not specifically address leisure or recreational uses but focused instead on improving the ways that residents of the region commute to work or school, access shops and services, and access and enjoy trailheads (Figure 7, pg. 18). The City is embarking on a Bicycle Master Plan Study, which will be informed by this effort.

<https://coloradosprings.gov/communications/page/2001-comprehensive-plan>

## **EAST-WEST MOBILITY STUDY**

The East-West Mobility Study, conducted from 2000 to 2002 was a city wide study to develop a short and long range plans to improve east-west mobility in Colorado Springs. The study identified the Platte Avenue and the Cimarron/Wahsatch/Fountain corridors as significant east-west corridors. The study's recommendations for the Platte Avenue corridor were widening of Platte Avenue to 6 lanes from Academy Boulevard to Powers Boulevard and to explore opportunities to connect Platte Avenue to I-25 via the Bijou Street interchange. The Cimarron/Wahsatch/Fountain recommendations were to provide a safe and smooth connection, widen to four lanes and to provide updated pedestrian facilities.

<http://www.springsgov.com/Files/EWMSrecom.pdf>

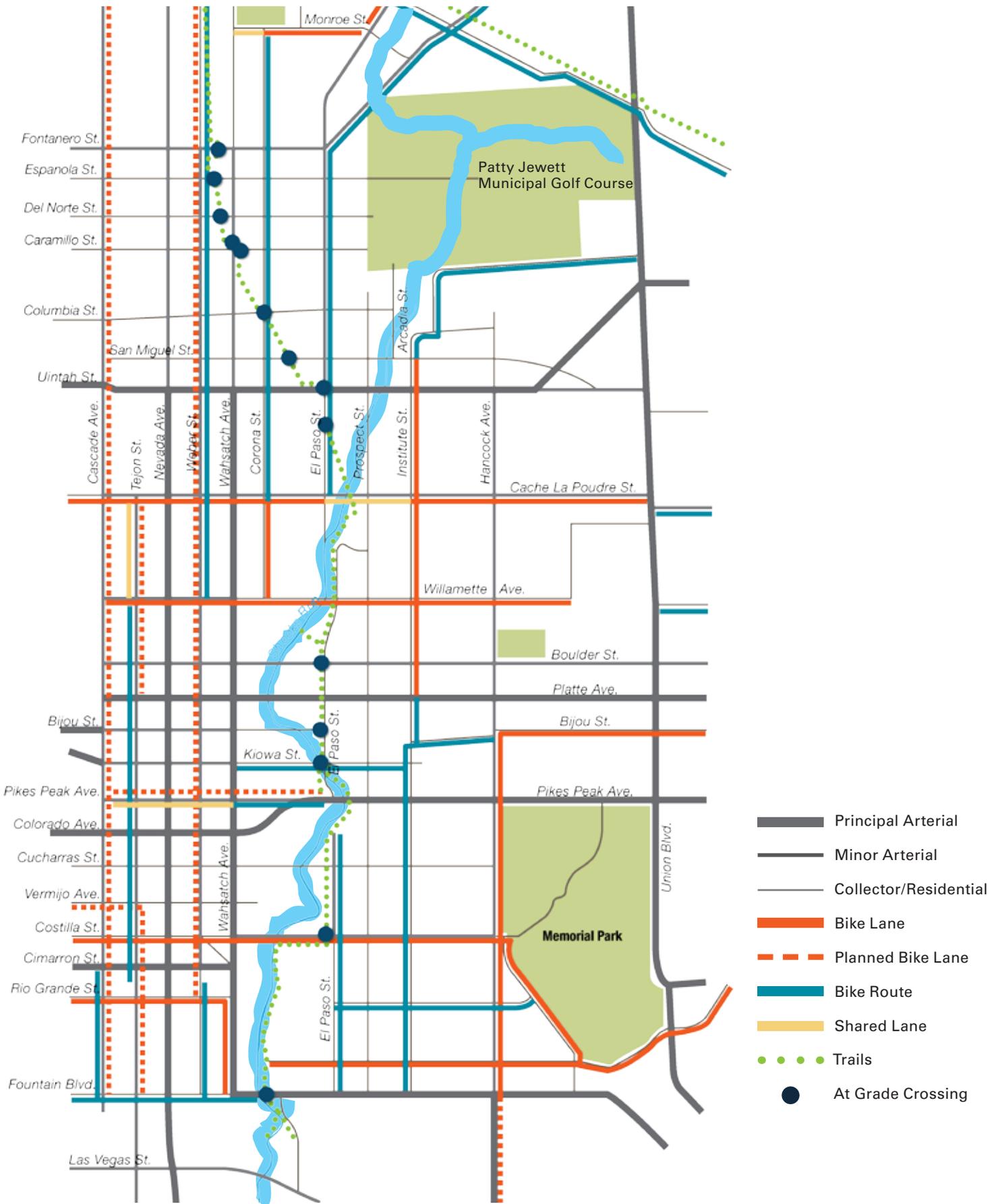
## **1993 DRAINAGE BASIN PLANNING STUDY (DBPS)**

The 1993 DBPS examined the existing conditions along the same stretch of Shooks Run and identified a set of recommended improvements. The 1993 study, in general, embraced the concept of creating a more demonstrable "greenway" along Shooks Run, from Patty Jewett Golf Course south to the confluence with Fountain Creek. However, the design recommendations of the 1993 DBPS differ from the approach identified in this plan; the intent of the 1993 DBPS study was to focus on stormwater and drainage recommendations, while this document details a comprehensive drainage, transportation and greenway approach.

## **STREAMSIDE OVERLAY ORDINANCE**

In an effort to provide for more environmentally sensitive development, the City of Colorado Springs developed a Streamside Overlay Ordinance in 2002 (updated in 2007) and associated Design Guidelines. The 2003 Design Guidelines (updated in 2009) provide a reference and manual for developers, landowners, and builders who are interested in developing land that is located partially or entirely adjacent to a Streamside Overlay Zone. Proposed projects to be developed within a Streamside Overlay zone are required to complete a development plan before obtaining a building permit or grading permit. The Guidelines provide requirements and guidance to help ensure that project designs utilize adjacent streams as amenities, provide connections to trails, preserve the streamside character, and help to advance better stream area interaction. Link to Streamside Overlay Ordinance:

<https://coloradosprings.gov/sites/default/files/planning/streamside.pdf>



**Figure 7:** Existing Functional Street Classifications & Bike/Pedestrian Facilities  
 Source: City of Colorado Springs Traffic Department

## D. ONGOING & FUTURE PROJECTS & PLANS

The City is committed to investing in infrastructure improvements in the Shooks Run area. This Facilities Master Plan will help provide a stronger road map for ongoing and planned investments. Rather than piecemeal projects with a more single focus purpose, the corridor projects will be coordinated under the benefit of this FMP, ensuring coordination among various departments. Currently, the City is working on, or has funding for, a number of other improvement projects and plans in the Shooks Run Corridor area. These projects and plans were considered during the creation of the FMP.

### KEY PROJECTS:

#### CUCHARRAS AREA IMPROVEMENTS

Currently under construction, this Issue 2C project is addressing roadway and drainage issues near the intersection of Cucharras and Corona Streets on the west side of Shooks Run.

#### PASEO OVER SHOOKS RUN BRIDGE REPLACEMENT

Design of this bridge replacement is nearing completion and construction is planned to start in the next year. The funding for this project is PPRTA II A-List.

#### LEGACY LOOP (SHOOKS RUN TRAIL CONNECTION)

The project is currently under design and will complete the Shooks Run Trail connection from Lower Shooks Run Park to the Greenway Trail at the south end of the Shooks Run Corridor.

#### PIKES PEAK IMPROVEMENT PROJECT

This project is nearing the end of design and will improve Pikes Peak between Nevada and east of Corona. The project includes reconfiguration of the intersection of Pikes Peak and Corona to a partial round-a-bout

#### CITY STORMWATER IMPROVEMENT PROGRAM

The City has committed to perform \$9 million of improvements on Shooks Run. These improvements are currently being scheduled over the next 20 years.

#### SHOOKS RUN BRIDGE REPLACEMENTS

A pool of \$13 million was established for bridge replacements over Shooks Run, which is currently funded in the PPRTA II B-List. The PPRTA II B-List (starts after A-List projects are completed). The PPRTA II funding extends through 2024.

## KEY PLANS:

### LAS VEGAS CORRIDOR STUDY

This is a federally funded study with a goal to determine how to best use the roadway, and what the street should look and feel like in the future. This includes planning for safety, roadway, bicycle, pedestrian, trail and open space along Las Vegas Street.

Improvements to Las Vegas Street are included in the current PPRTA II "B-List" projects. There is a strong likelihood that construction of at least some of the improvements will occur by 2024.

This study established the improvement concept for the Las Vegas Street crossing of Shooks Run. It also proposes the roadway section and a round-a-bout on the west side of Shooks Run. These proposed improvements have been incorporated into the Envision Shooks Run Project.

<https://coloradosprings.gov/lasvegascorridor>

### DOWNTOWN TRANSIT STATION STUDY

The Downtown Transit Station Study, currently underway, is examining options for a new multimodal transit site at a downtown location. A new station is needed to improve operations, safety and rider experience throughout the Mountain Metro Transit system. It also has the potential to enhance downtown redevelopment opportunities.

The evaluation effort has narrowed the potential sites to the Pueblo Avenue right-of-way, the southeast corner of Nevada and Vermijo Avenues and the southwest corner of Colorado Avenue and Sahwatch Street. The Downtown Station may be located near Shooks Run and require additional coordination with Envision Shooks Run efforts. Mountain Metro Transit (MMT) plans to conduct a detailed evaluation of these three sites to determine a preferred location.

<https://coloradosprings.gov/MetroStation>

### PLAN COS (CITY COMPREHENSIVE PLAN UPDATE)

The Comprehensive Plan (Plan COS), currently underway, is a guide for the development and growth in of the City. The Plan will:

- Establish a framework for future City policies and priorities;
- Serve as a long-range vision of what we want our City to become;
- Serve as a tool for making decisions about how that vision should be achieved;
- Outline steps for the community to make their vision a reality; and
- Help in directing the vision, marketing and strategic planning of the City.

As a long-range vision, the Plan will set forth the values we want to realize as the City changes over the next 20 to 30 years. It ties these values to land use, economic development, community design, and infrastructure upgrade strategies. The Plan COS effort will incorporate and advance the efforts of Envision Shooks Run.



<https://coloradosprings.gov/planning/page/what-plan-cos>

## **UNION PACIFIC RAILROAD - NEVADA & TEJON STREET CROSSINGS PROJECT**

This project is focused on the development of a plan to replace and design the railroad bridges over Nevada Avenue and Tejon Street. The Tejon Street bridge was built in 1902 and has had a recent history of some serious issues and repairs. This planning and design effort is funded as a PPRTA II A-List project. Although west of Shooks Run, this project will likely extend to the east of Shooks Run due to expected changes to the railroad. As a result, replacement of the existing railroad bridge would be the most efficient and cost effective approach, if it is possible. Consideration of other improvements between Nevada Avenue and east of Royer Street, such as additional transportation system crossings, recommended per Envision Shooks Run, would be appropriate as part of this project.

<http://rtanew.ppacg.org/wp-content/uploads/2014/07/2012-projects.pdf>

## **PLATTE AVENUE CORRIDOR IMPROVEMENTS STUDY & PLATTE AVENUE CONNECTION TO I-25 STUDY**

Platte Avenue is a major component of the City transportation system and needs improvements. The avenue, near the Shooks Run area, has been defined as a “Special Effort Area” because of its importance as a main connector in the city.

The Platte Avenue Corridor Improvements Study and Platte Avenue Connection to I-25 Study are two projects that advance the City’s East-West Mobility Project goals for the Avenue. These projects have either a direct influence on Platte Avenue over Shooks Run or may have an influence on Platte Avenue and surrounding roadways.

<http://rtanew.ppacg.org/wp-content/uploads/2014/07/2012-projects.pdf>





### III: EXISTING CONDITIONS SUMMARY



## INTRODUCTION

The City of Colorado Springs is responsible for providing and maintaining a safe and reliable transportation system, sufficient stormwater and drainage system and a quality parks and recreation system for its residents.

Aging and deteriorating existing conditions, including bridges and culverts, roadways, drainage facilities, and flooding and erosion factors, along with other issues, prompted the City to focus on planning for the Shooks Run Corridor.

As mentioned in the Executive Summary, Shooks Run is one of the oldest areas of the community and contains some of the oldest infrastructure and facilities owned and maintained by the City of Colorado Springs. The City will have to address a variety of issues related to the existing conditions of this infrastructure and other assets along the Shooks Run channel relatively soon in order to ensure the safety and proper functioning of these key infrastructure features.

This section provides an overview of the important issues related to existing conditions along the corridor that influenced the creation of this plan. The Existing Conditions Report (Appendix A), provides additional and more detailed information about existing conditions, including longevity and functional issues along the corridor.



Disconnected or abandoned drainage pipe along the edge of the channel



Failing retaining wall along Corridor pathway



Maintenance access and graffiti are problems in many locations along the Corridor

## A. EXISTING TRANSPORTATION

The engineering design team evaluated the capacity, flooding history and safety of existing roadway bridges (pedestrian & railroad), based on their structural condition, function and hydraulic adequacy. The bridges were rated on a three level scale (poor, fair, good). The evaluation was based on City of Colorado Springs safety criteria, along with the National Flood Insurance Program and state flooding criteria.

The road network was evaluated as it currently functions, the capacities that it carries and the uses accommodated. These include vehicles on the street, public transit, pedestrian corridors and bike routes.

In general, the roadway network operates efficiently during the morning and evening peak hours. Five of the 21 study area intersections evaluated were found to have a substantially higher than expected crash history, with an additional seven intersections exhibiting a moderate level.

Crossings at South Corona Street, near Fort Worth Street, East Fountain Boulevard, and East Bijou and South El Paso Streets in the study area received a poor rating for trail crossings, based on adequacy of crossing features such as signals, signing, pavement markings and sight distance. Other crossings received fair or good ratings.

There are 44 existing structures within the Shooks Run project area. This includes 21 City roadway structures, 13 Golf Course structures (including the Espanola entrance road), six trail structures, two railroad bridges and two school district-owned structures.

Ten of the 21 City-owned roadway structures crossing Shooks Run have poor structural condition ratings. Of these, nine are from 85 to over 110 years old. Six City-owned trail crossings that span Shooks Run have “fair” structural condition ratings.

The school district and railroad bridges were also evaluated, but with less detailed methods. Three of these bridges are expected to need replacement or rehabilitation in the next few decades.



Pedestrian bridge in residential neighborhood crossing Cache la Poudre



Kiowa Street's landscaped median crossing through an existing residential neighborhood



The historic railroad bridge located to the south of Fountain Boulevard was an important part of the historic transportation infrastructure



Fountain Boulevard looking west from the Shooks Run channel showing change in elevation from the creek to the nearby terrace

## B. EXISTING DRAINAGE & HYDROLOGY

The City Stormwater Needs Assessment, conducted in 2014, indicated that approximately 20% of city-wide stormwater needs identified in the report were located in the Shooks Run Drainage Basin. This drainage basin area covers 4% of the overall area of Colorado Springs. These stormwater issues represent one of the most significant infrastructure improvement needs in Colorado Springs.

### EXISTING STRUCTURE CONDITIONS

Conditions were evaluated to determine floodplain and safety conditions along the corridor. The rating system involved indexing based on conditions such as functionality, structural conditions, probability of failure and capacity. The evaluation determined that the majority of the culverts located in the Shooks Run project area received a “poor” rating. Fifty-four percent of the existing culverts are in “poor” condition and only 15 percent of the culverts in the study area are in “good” condition.

- 7% percent of the existing bridges are rated in “poor” hydraulic condition.
- 39% percent of the existing channel is in “poor” condition, with only 9% of the channel in “good” condition.
- Only two detention ponds are located along Shooks Run; both are located within the Patty Jewett Golf Course.

### CHANNEL HYDRAULICS & EROSION

During a storm event, the velocity of the channel can cause local and system erosion, with the potential for localized flooding to reach the channel. The presence of significant erosion issues at various locations led to an evaluation of “fair” for the overall Shooks Run channel.

A majority of the problems throughout the basin stem from undersized infrastructure and stream degradation and erosion. Because Shooks Run is in a heavily developed area, the stream degradation is a result of altered natural hydrology and altered stream geometry, caused by channelization and straightening.



Erosion below a tributary drainage outlet along Shooks Run



The existing Shooks Run channel is littered by the dumping of concrete and other debris



The existing channel surrounded by impervious land cover can flood quickly from a rain event, as evidenced by recent rains in 2016



One-hundred year old culvert structure at Cache la Poudre Street



During periods of flooding, the channel water velocity creates localized flooding and increased channel erosion

## FLOODPLAIN

A majority of the Shooks Run channel has sufficient capacity to accommodate a 100-year flood without impacting surrounding properties. However, notable capacity issues exist in the stretch of the corridor from St. Vrain Street to Costilla Street. Capacity issues also exist along other segments of the stream, where overtopping of the channel impacts properties, such as those in the vicinity of Boulder Street, Platte Avenue and Cucharras Street and the southern section of the corridor, adjacent to the confluence of the Shooks Run channel with Fountain Creek.

Figure 8 highlights the boundaries of the delineated 100-Year Floodplain, as identified in the updated DBPS. Additional localized flooding occurs, which does affect properties. Due to the narrow and deep nature of the actual Shooks Run channel in many stretches along the corridor, the velocities of stream flow exceed acceptable criteria. These conditions make the channel susceptible to erosion during high volume rain events. Several diversion projects, including the Van Buren Diversion channel have been constructed, which alleviate a small percentage of the storm water by providing a bypass.



Figure 8: Delineated 100-Year Floodplain - Source: Updated DBPS

## C. EXISTING ENVIRONMENTAL CONDITIONS

A review of existing environmental conditions along the stream corridor provides an overview of the developed and natural environmental conditions. These conditions influence this plan and help describe the corridor as it exists today.

### WATER QUALITY

No state or federal water quality data for Shooks Run was uncovered. However, in the future, specific projects will require the City to review various federal, state, and local stormwater quality regulations to determine their applicability to the implementation of improvements.

### HISTORIC RESOURCES

The corridor is rich in history and will provide opportunities to interpret the original Shooks Brothers Homestead, the Rock Island Railroad and other elements of the corridor's history. The study area includes seven properties that have been listed, or have been determined to be eligible, for inclusion on the National Register of Historic Places, including the Atchison, Topeka & Santa Fe Depot and the People's Methodist Episcopal Church (see Appendix A for additional resources).

### VEGETATION & WETLANDS

The majority of the Shooks Run corridor includes a mature tree canopy, predominantly Siberian Elms, Crack Willow, Plains Cottonwoods and Black Locusts along the creek, and a range of native grasses and shrubs. In the existing developed park areas, ornamental trees, such as Maple, Cherry, Oak and Ash have been planted. The Ute Ladies'-tresses orchid is classified as a Threatened Species by the USDA. This environment generally supports a variety of riparian habitat along and near the creek and its tributaries. In general, stream banks are too incised and armored, and tree canopy shading is too dense to support any substantial wetland fringe along Shooks Run.

### WILDLIFE

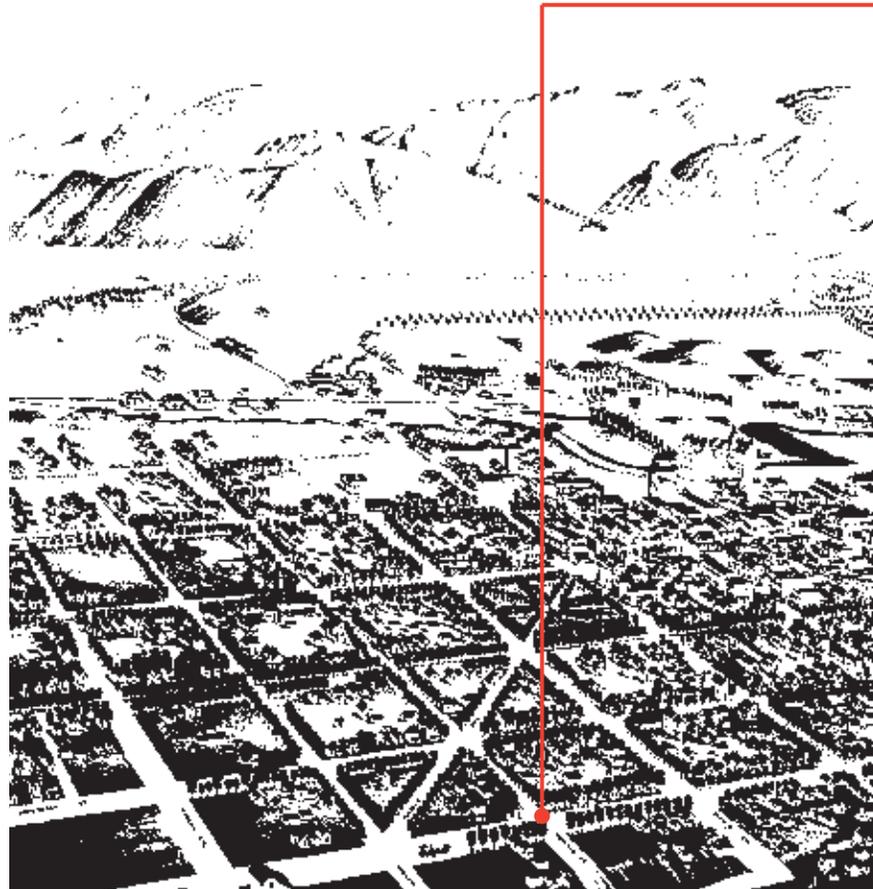
Migrating birds are likely to be found nesting and foraging in the significant tree canopy areas and underbrush along the creek. Any construction or disturbance of existing conditions along the corridor would need to plan for the typical nesting season for birds that frequent the area. The review of the corridor determined that two federally or state protected species are potentially present in the corridor: the Arkansas darter and the Preble's meadow jumping mouse. However, the Shooks Run Study Area is a "block clearance" area for the Preble's mouse.



Waste concrete material along channel

### HAZARDOUS MATERIALS

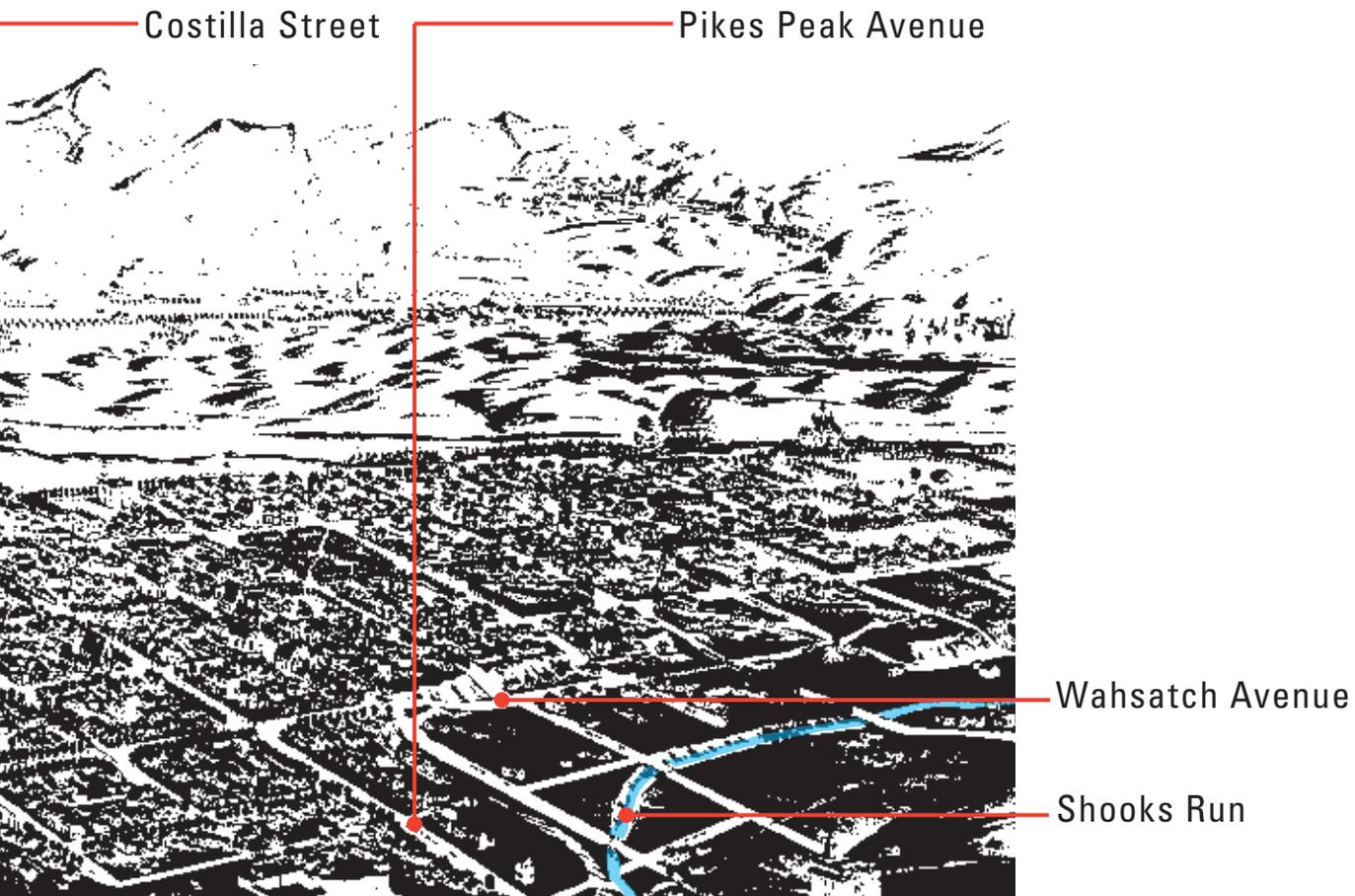
No Superfund or federal database brownfield sites were discovered in the existing conditions analysis. However, environmental issues may be present at the Transit Mix concrete facility site along Costilla Street, the Doxy property and along the Railroad corridor. Additional environmental testing and permitting processes would be required for any specific project.



The natural environmental conditions of the Shooks Run Corridor have been altered since the original settlement of the city. Source: Imagine Downtown Master Plan

From the original city plans, which articulated the city space, street layout, parks and institutional sites, Shooks Run has factored largely in the extension of the street network and the requirements necessary to cross this significant physiographic feature.

This Corridor Facilities Master Plan reassesses the importance and value of each of the crossings of the creek and assesses the benefit of the historic and contemporary circulation patterns.



## D. EXISTING UTILITIES

Utility providers in the Shooks Run area include Colorado Springs Utilities (CSU) for water, electric, wastewater, and gas, and CenturyLink for fiber optic conduits. These agencies report the status of the existing utilities as follows:

- 20% of water pipelines along Shooks Run are in “poor” condition.
- 58% of sanitary sewer pipelines are in “poor” condition.
- Only 8% of dry utilities are in “poor” condition.

The full extent and conditions of utilities vary from site to site and require project specific investigation.

The Union Pacific Railroad owns the rail lines crossing Shooks Run. Both lines are currently operating. However, the spur line between Las Vegas Street and Pikes Peak Avenue is only lightly used. Both rail lines have been in existence since early in Colorado Spring’s history and have existing conditions of concern.



Utilities passing through structure at Cache la Poudre Street

## E. EXISTING PARKS & OPEN SPACE

The Shooks Run Corridor includes three neighborhood parks – North Shooks Run Park, Middle Shooks Run Park and South Shooks Run Park. Table 1 provides a summary of the sizes and key features of these facilities. Two smaller parks include Frank Waters Park and John “Prairie Dog” O’Byrne Park. They are within walking and biking distance of parks and community assets in neighborhoods to the east, and the downtown area to the west (Table 1).

Existing north-south trails along the corridor connect the various neighborhoods and parks in the area, but lack some of the ideal features typically desired by bicyclists, runners and walkers. With the exception of the crossings of Cache la Poudre Street, Platte Avenue and Pikes Peak Avenue, the sidewalk crosses east-west streets at-grade, meaning that users must cross unsignalized streets on foot or bicycle. The crossing of Boulder Street now features a HAWK signal, which allows users to press a button and signal drivers that a pedestrian is crossing the street. Some of the nation’s best examples of multipurpose trails that follow creek corridors often cross in a grade-separated fashion to avoid traffic conflicts, improve safety and to create an uninterrupted recreation experience.

SHOOKS RUN CORRIDOR NEIGHBORHOOD PARKS		
Park	Acres	Key Amenities
North Shooks Run	11.1	Picnic shelter, playground equipment, tennis court, trail
Middle Shooks Run	6.6	Picnic tables, trail, 1/2 basketball court
South Shooks Run	12.8	Picnic tables, playground equipment, trail

**Table 1:** Shooks Run Corridor Neighborhood Parks

Generally, the trail is adjacent to the stream, along the upper embankment and in some cases follows the old railroad right of way. The trail allows connections to both residential streets and major roads. The gap in the Shooks Run Trail is between the historic stone railroad bridge located to the south of Fountain Boulevard and the confluence of Shooks Run with Fountain Creek, a distance of approximately 7/10ths of a mile. Railroad ownership, as well as pedestrian conflicts will need to be resolved to complete this segment.

## F. EXISTING LAND USE & NEIGHBORHOOD CONTEXT

### EXISTING LAND USE

There is a mixture of land uses adjacent to the Corridor. The broad pattern includes:

**Northern Corridor:** This area is predominantly neighborhoods of single-family residences laid out in a traditional lot, block and alley pattern.

**Central Corridor:** A mixture of light industrial uses, commercial and concentrations of higher density multi-family residential properties exist on the western side of the stream. The eastern side is single-family residential in character with commercial uses at El Paso Street.

**Southern Corridor:** This area includes a mix of single-family residences and multi-family apartments east of the channel, and a mixture of light industrial, commercial, office and residential uses to the west of the channel.

**Confluence with Fountain Creek Corridor:** This area is dominated by industrial uses and contains vacant property.

### NEIGHBORHOOD CONTEXT

Shooks Run enjoys a strategic location just to the east of Downtown Colorado Springs. The area enjoys good connections via Platte Avenue, Nevada Avenue, Cimarron Street and Interstate 25 to other neighborhoods and the broader community. A number of schools, including Palmer High School, North Middle School, Taylor Elementary, Colorado School for the Deaf & Blind and Colorado College are in the area. The corridor is within walking distance of Memorial Park. There are a significant number of east-west streets that cross Shooks Run, connecting Downtown and the Old North End with neighborhoods and destinations to the east. Shooks Run is an important connector between some of the most significant destinations in the heart of the city (Figure 9).

There are many public facilities in the corridor, including schools and parks. There are also several significant privately owned parcels, including the Catalyst Campus, Transit Mix Concrete Company, the Gazette Building, Doxy and the KOA Campers' Village parcel. The larger private parcels are located predominantly in the southern portion of the corridor.



The Transit Mix Concrete Company industrial site has long provided concrete distributed around Colorado Springs



An existing residential neighborhood along the Shooks Run Corridor

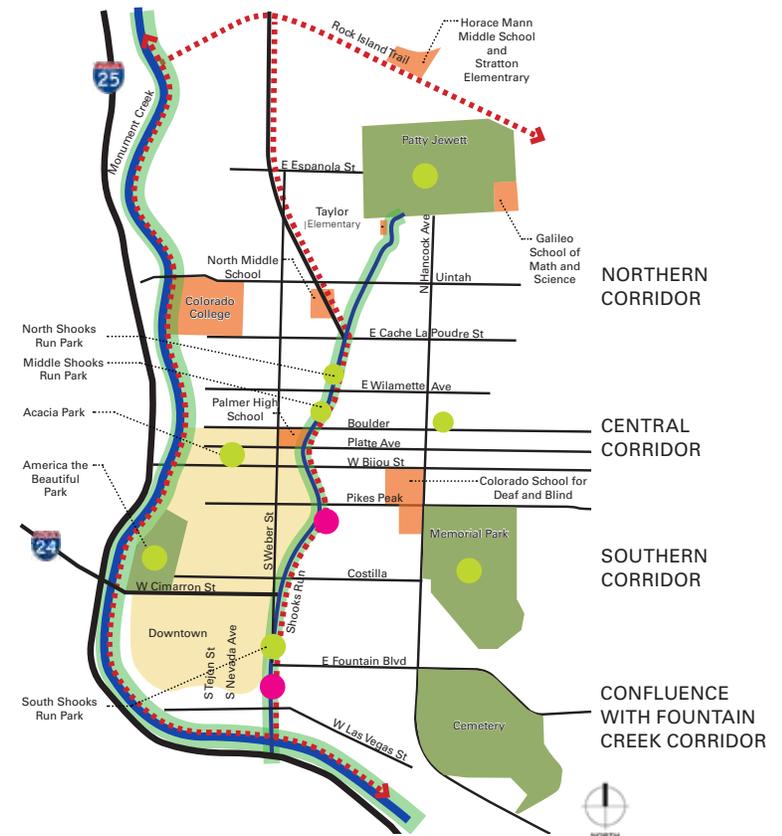


Figure 9: Neighborhood Context Diagram





## IV: COMMUNITY ENGAGEMENT



## A. COMMUNITY ENGAGEMENT PROCESS

The four-mile Shooks Run Corridor is important to the Colorado Springs community and significantly impacts a number of surrounding neighborhoods. Because it has the potential to be a transformational community asset, the planning process included a robust two-year public engagement process, involving the entire Colorado Springs community, downtown area, business groups, neighborhood groups and stakeholders.

A variety of public engagement activities were included from the beginning of the “Envision Shooks Run” project effort. These included a series of public meetings, surveys and small group outreach events along with an online platform, providing hundreds of citizens the opportunity to contribute their ideas and input. This valuable engagement informed the inventory and analysis of existing conditions, the definition of community values, the selection of improvements and community “ingredients” to include along the Corridor, the development of three theme options, and the selection of the preferred Recommended Corridor Theme. All of these public interactions contributed in a significant way to the creation and formation of the FMP.



### INVENTORY AND ANALYSIS OF EXISTING CONDITIONS

At the beginning of the process, citizens were asked where they thought problems existed near Shooks Run. Generally, respondents felt the largest percentage of problems related to trail and neighborhood connectivity, channel stability, bridges, safety and flooding.

### DEFINITION OF COMMUNITY VALUES

The second step in the community engagement process was defining community values. These values are listed in Figure 10.

**Figure 10:** Community Values - Defined by the community during the public engagement process

BEAUTIFICATION	CONNECTIONS, MOBILITY + ACCESS	WATERWAY FUNCTION
<ul style="list-style-type: none"> <li>• A gem/community asset, leave a legacy</li> <li>• Make it natural, back to its origin(hardscape, maintain vegetation, flora and fauna</li> <li>• Remove non-native vegetation</li> <li>• Underground utilities</li> <li>• Xeriscaping/naturalized landscaping, drought resistant</li> </ul>	<ul style="list-style-type: none"> <li>• To neighborhoods</li> <li>• To downtown</li> <li>• Connect Legacy Loop</li> <li>• At major roadways</li> <li>• Railroad crossing (Royer &amp; Las Vegas)</li> <li>• Spur off the railroad tracks</li> <li>• Improve transportation options</li> <li>• Signage (interpretive and way finding)</li> <li>• Solar pedestrian crossings</li> <li>• To Patty Jewett</li> <li>• To creek</li> <li>• Connect trail past Transit Mix/replace Transit Mix</li> <li>• Multi-modal</li> <li>• Access for multi-generational use</li> <li>• Reduce # of road crossings for bikes/peds</li> <li>• Reduce conflict between pedestrians and bicyclists</li> <li>• Create access to the Cottonwood Center for the Arts</li> </ul>	<ul style="list-style-type: none"> <li>• Engage the water</li> <li>• Water quality/edge treatment sub basin and outfall</li> <li>• Flooding</li> <li>• Drainage</li> <li>• Align trail with natural channel</li> <li>• Flow/Holding Ponds</li> <li>• Make it a living creek, natural habitat for fish</li> <li>• Green fingers</li> <li>• Wetlands to slow flow of the water, cleanse the water</li> <li>• Update and revise the FEMA flood hazard ratings</li> <li>• Change stream flow behind Patty Jewett Golf Course</li> </ul>
INFRASTRUCTURE		FINANCING
<ul style="list-style-type: none"> <li>• Replace or repair deficient bridges</li> <li>• Educate property owners about reducing run-off from their properties, erosion</li> <li>• Foot bridges over busy streets</li> <li>• Eliminate driveway aprons</li> <li>• Minimize steep canyon sections</li> <li>• Connection through Patty Jewett Golf Course</li> <li>• Stream stability</li> </ul>		<ul style="list-style-type: none"> <li>• Strategic opportunities</li> <li>• Investment vs. benefit</li> </ul>

### ENVISION SHOOKS RUN COMMUNITY VALUES



## CORRIDOR IMPROVEMENTS & COMMUNITY INGREDIENTS

Interactive public workshops provided opportunities for the Colorado Springs community to confirm its vision for the Corridor, and to provide input regarding improvements. The following concepts resonated strongly with the public:

- Infrastructure replacement alone is not enough.
- Attracting more people to the Shooks Run Corridor is necessary to enhance safety, usability, and the overall value of the corridor to the community. Both private and public lands are currently used by transients. This creates a perception of concern among community members.
- The Envision Shooks Run plan should move forward more quickly than originally anticipated.
- Participants strongly supported the enhancement of multi-modal connections from neighborhoods to Downtown throughout the Shooks Run corridor.
- Participants supported the creation of mixed-use development areas along Shooks Run, in particular to the south of Pikes Peak Avenue, and in the vicinity of the School District-11 maintenance facilities located to the south of Uintah Street.
- The community supported the creation of “destination elements” (including features such as a botanical garden, amphitheater, adventure park, disc golf course, bike park and similar amenities) throughout the Shooks Run area.
- The majority of participants understood that moving forward would require private land acquisition and a more substantial process of outreach to the Colorado Springs community and to elected officials and other City leaders.

Ideas that can increase economic vitality and enhance quality of life along the Corridor were shared with workshop participants. These included concepts related to land uses such as parks, mixed-use developments, institutional facilities, commercial developments and residential developments.

### COMMUNITY ASSET

- Mixed-Use development
- Diverse uses, public gathering places
- Economic Development Potential
- Zoning definition in land adjacent to creek
- A place to create community
- Improve it to be a crown jewel
- Community Branding Potential
- Redevelopment opportunities

### PARTNERSHIPS + COLLABORATION

- Educational opportunities
- Public art (such as an obelisk specific to Shooks Run)
- Community gardens and bread ovens
- Adopt-a-Park
- Form a property owner association as a vehicle for collaborative involvement
- CONO/HOAs to further engage neighbors

- Funding and implementation opportunities
- Clean up the corridor
- Discourage homeless camps

### RECREATION + AMENITIES (YEAR ROUND)

- Amphitheater/Music Pavilion
- Parks (add new/widen the existing, add pavilions)
- Benches
- Use of/access to the creek
- Progression type amenities
- Fenced dog park
- Sports areas (Frisbee, skateboarding, fast bike trail, kayaks, zip line)
- Small restaurants
- More art
- Picnic areas
- Confluence at Shooks Run/Fountain Creek

### PROPERTY OWNER CONCERNS + OPPORTUNITIES

- Desire for privacy

- Erosion of property into the creek
- Improvements increase property values
- Provide incentives (such as private access to the trail/creek)

### MAINTENANCE

- Sidewalks
- Mowing
- Trails
- Creek
- Volunteerism to help keep clean
- Erosion at private properties
- Maintain the vegetation

### PUBLIC SAFETY

- Public education (safe biking, safe crossings of streets and railroads, etc.)
- Lighting
- Clean up throughout the corridor

### RECOGNIZE + HONOR HISTORY

- General Palmer/Legacy Loop
- Patty Jewett
- Maintain historical areas, such as the railroad arches

## ENVISION SHOOKS RUN COMMUNITY VALUES

Through a land-use location mapping exercise, participants utilized pictures, examples and land-use “chips” to denote their preferred locations for the community ingredients important to them.

### SURVEY RESPONSES

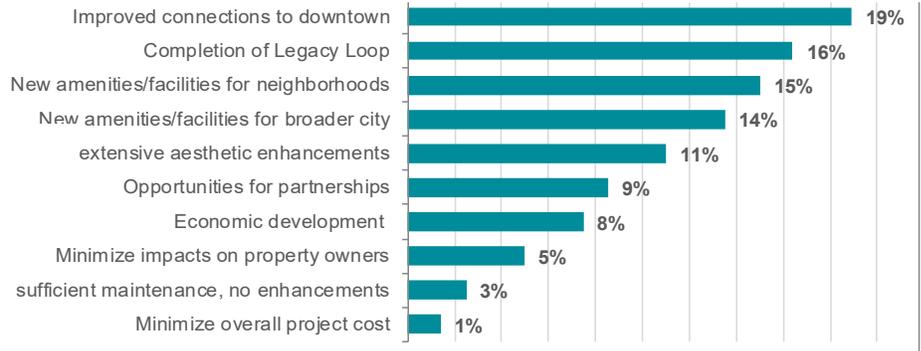
According to respondents, the three most important criteria to guide creation of the FMP were: improved connections to downtown, completion of the Legacy Loop and adding new amenities and facilities to serve the neighborhoods and the broader Colorado Springs community (Figure 11).

Survey responses collected during engagement meetings also helped inform the further development of three Corridor Theme options. Participants particularly favored using the Shooks Run Corridor to enjoy the features of the Legacy Loop, to connect to downtown, to shop for food, and to recreate in and by the water (Figure 12).

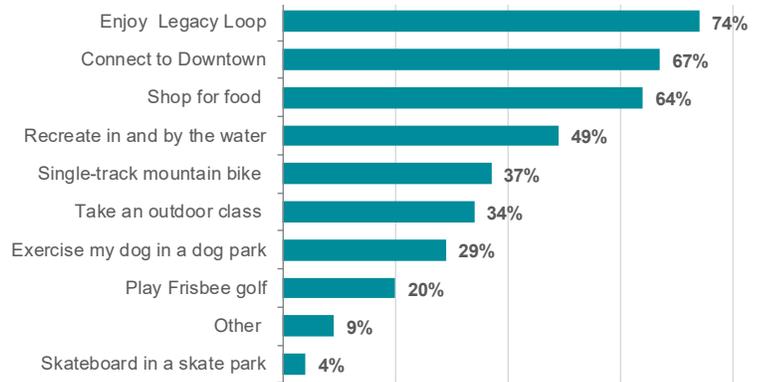
As to the “look” and “feel” of the Shooks Run Corridor, a variety of options were popular, with the highest support for a corridor that is connected to surrounding neighborhoods and parks, has a secluded and natural feel, and has distinctive segments along its length (Figure 13).

Participants did not visit Shooks Run for several reasons, the two most cited being the lack of trail connections and the lack of corridor maintenance (Figure 14).

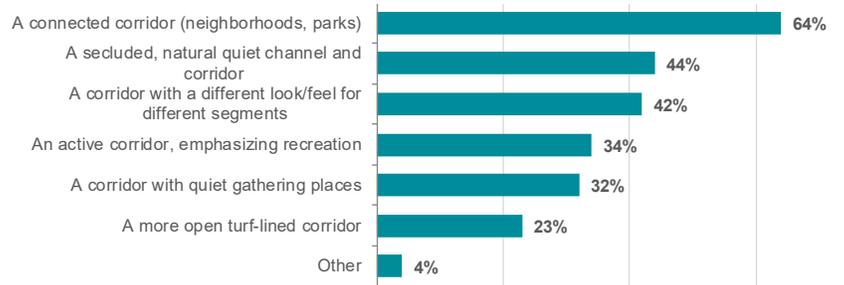
**Figure 11: Keypad Polling Results - “Which are the 3 most important criteria to guide the creation of the recommended plan for the Shooks Run Corridor?”**



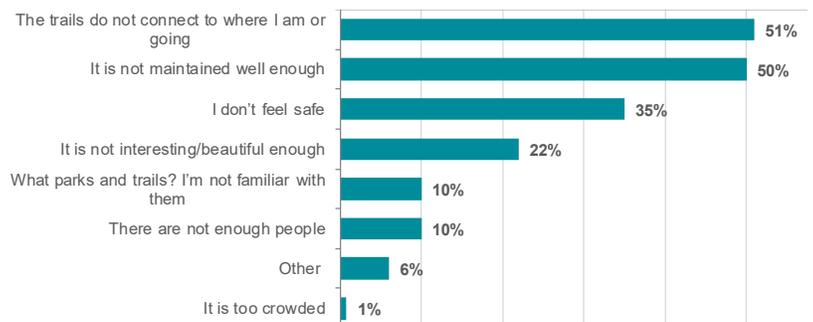
**Figure 12: Keypad Polling Results - “I would like to do the following in Shooks Run (choose all that apply):”**



**Figure 13: Keypad Polling Results - “Which general look and feel would you support for Shooks Run (select all that apply)?”**



**Figure 14: Keypad Polling Results - “I don’t visit Shooks Run because (choose all that apply):”**



## CORRIDOR THEME OPTIONS

Based on input collected from the interactive workshops, three options to direct the overall Corridor Theme were defined.

### OPTION 1: INFRASTRUCTURE OPTION

This option provides necessary bridge and drainage improvements along Shooks Run with the least amount of change and no other City-led improvements. This would address only areas susceptible to flooding and erosion and the replacement of aging bridges, roadways and additional infrastructure.

### OPTION 2: GREENWAY AND LINEAR PARK

This option includes the bridge and drainage improvements of Option 1, with the addition of a continuous linear park or “greenway” along Shooks Run from the Patty Jewett Golf Course area at the north end south to Fountain Creek. Additional planning ideas included providing neighborhood connections, additional park land and a continuous trail system along the length of the corridor. This option includes modest land use changes to accommodate the greenway

### OPTION 3: TRANSFORMATIVE

This option makes Shooks Run a central part of the city, helps to stimulate a number of new uses along the corridor and ties parts of the corridor more closely to the ongoing revitalization of downtown. Investments in key recreational and destination assets, along with the creation of the “greenway” from the Patty Jewett Golf Course south to the confluence with Fountain Creek, would help support transformational land use along the Corridor.

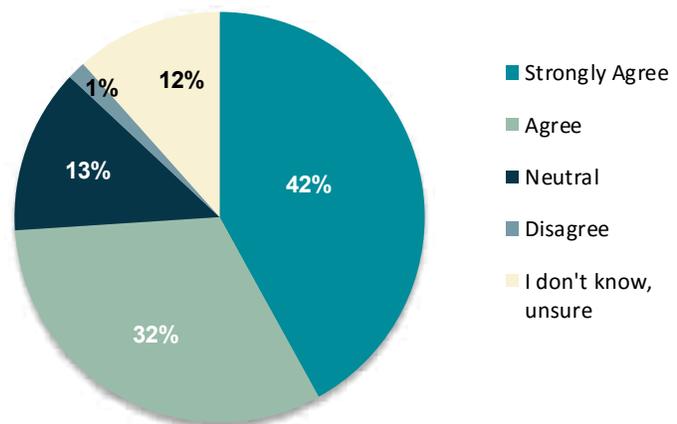
Hundreds of participants at the Envision Shooks Run public meetings provided input regarding these three options through a series of live keypad polling survey questions, small group discussions, direct feedback and an online survey.

## RECOMMENDED CORRIDOR THEME

The **Transformative Option (Option 3)** was selected as the overall Recommended Corridor Theme, based on a refinement of desired elements and a high level of community support. Many respondents felt that by investing and leveraging City investment, and moving forward with the planning process, economic revitalization could be encouraged along the Shooks Run Corridor utilizing the Transformative option.



Participants at the Steering Committee meeting conducting a “community ingredients” and land use location mapping exercise



**Figure 15:** Survey results reflected the success of the public engagement process. A majority of public meeting attendees, approximately 74% (strongly agree or agree), felt that at a high level, their input was reflected in the chosen Recommended Theme.

## B. ENGAGEMENT TOOLS

In addition to the widely attended public meetings, other outreach methods were used to communicate with those unable to attend the meetings and to reach a broader segment of the community.

### PROJECT WEBSITE

Project information was shared via a dedicated project website: [www.envisionshooksrn.com](http://www.envisionshooksrn.com), which included background documents, copies of presentations, meeting notices and meeting summaries. A portion of the site allowed visitors to submit comments or questions. Online surveys were also included, allowing those unable to attend the project's public meetings in person to provide their input.

### ONGOING PROJECT COMMUNICATION & MEDIA OUTREACH

**E-Newsletters:** A series of E-Newsletters were sent to nearly 900 contacts at key milestones during the planning process. These newsletters included live links to the Envision Shooks Run website, notices of upcoming meetings and events and planning effort status updates.

**Social Media:** The City of Colorado Springs posted project, meeting and public workshop information on its Twitter and Facebook sites to generate interest.

**Local Organization Newsletters:** Project updates were provided to various local organizations that in turn distributed this information to their constituents through their own newsletters (via email and mail).

**News Releases:** News releases were distributed to local media to publicize public workshops and other key events.

**Postcard Notifications:** Postcards were mailed to approximately 3,600 property owners along the Shooks Run corridor, in advance of each of the public workshops.

**Door-to-Door Flyers:** Flyers were distributed to local businesses to publicize the public workshops.



Envision Shooks Run project website pages

## PUBLIC MEETING OUTREACH EVENTS

The Envision Shooks Run effort engaged a diverse and broad set of stakeholders and citizen groups from across the community through a series of recurring committee meetings, public workshops and other forums.

**Steering Committee Meetings:** A Steering Committee, including approximately 30 neighborhood and community representatives, convened on a monthly basis throughout the Envision Shooks Run project. This group provided representative feedback over the course of two years. They also assisted with spreading the word about the planning process and the series of public workshops, by publicizing them to their various constituencies.

**Small Group and Neighborhood Outreach Meetings:** Regular meetings were held with various neighborhood and community associations along the Shooks Run Corridor and throughout the downtown area.

**Stakeholder and City Staff Meetings:** Meetings with property owners, developers, business groups, and various City Department staff and agencies were held as needed.

**Neighborhood Walk-Abouts:** Neighborhood door-to-door walkabouts were used to engage approximately 200 residents with properties adjacent to the Shooks Run Corridor and share information about the project and public workshops.

**Presentations to Elected Officials, Mayors' Office, Boards, Commissions & Special Interest Groups:** Plan status updates were presented to the Colorado Springs City Council, boards including the Parks & Recreation Advisory Board and Planning Commission, and the Mayor's office. The status of the plan was also discussed with several non-governmental commissions and groups representing a cross section of the broader Colorado Springs community, including the local Board of Realtors, the Downtown Partnership, the Greenway Fund, Fountain Creek Watershed District, US Olympic Museum, Pioneer's Museum, Colorado Springs Business Alliance, Las Vegas Street Corridor Study, Council of Neighbors and Organizations, the Legacy Loop Project, the Colorado Springs Bicycle Summit and other special interest groups.



Steering Committee Site Tour



Patty Jewett Neighborhood Meeting



Hillside Neighborhood Ice Cream Social

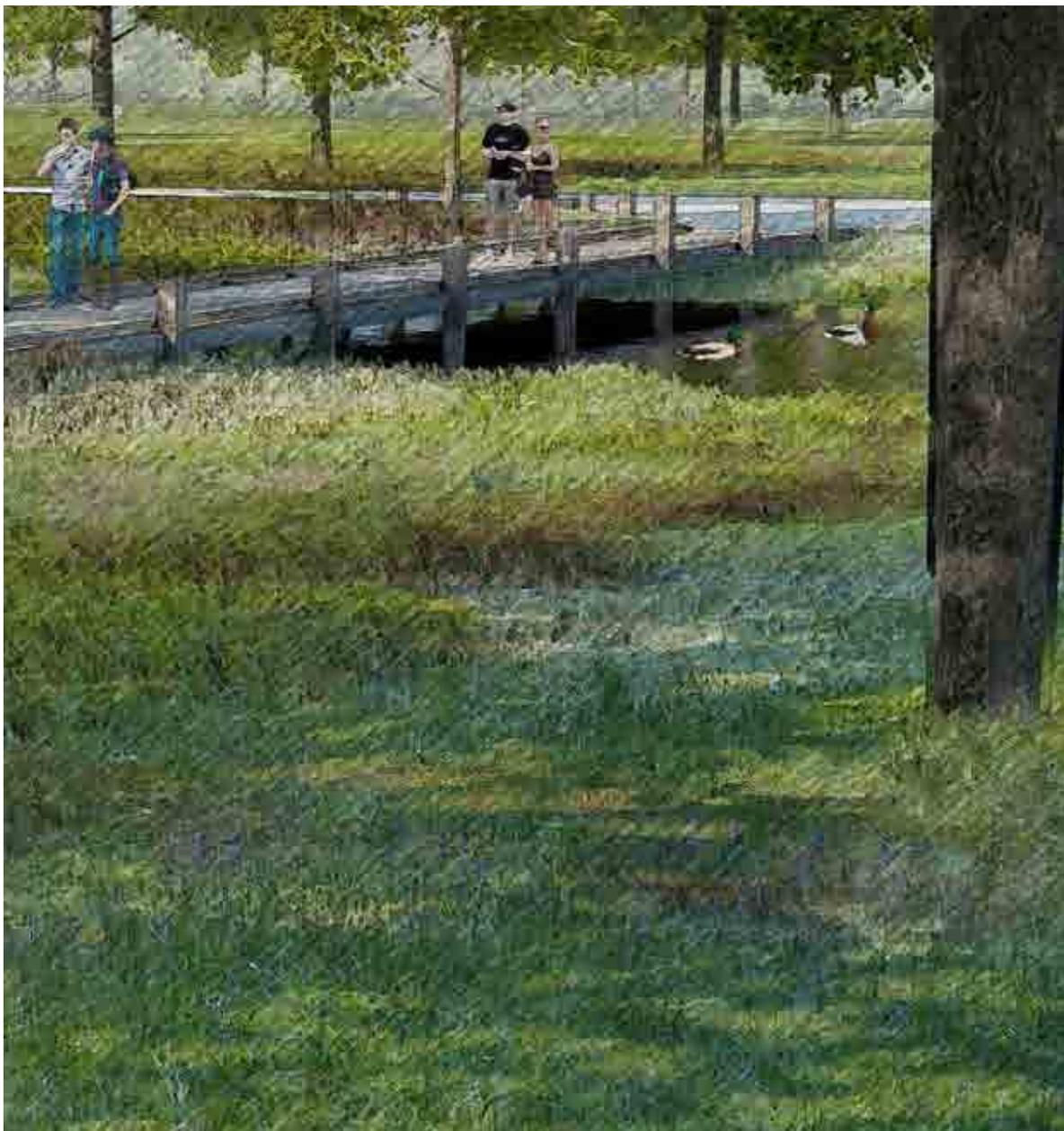


Envision Shooks Run booth at Colorado Springs Bicycle Summit





## V: CORRIDOR THEME



## A. CORRIDOR THEME

The Shooks Run Corridor Theme establishes a foundation for the ongoing implementation of improvements and enhancements over the next 50 years. While the details concerning individual improvements along the corridor will continue to evolve, this section outlines the elements and underlying principles for the future of Shooks Run.

### THEME: TRANSFORMATIVE

The Corridor Theme outlines a transformative plan for the Shooks Run Corridor, and classifies five distinct segments based on existing conditions, land uses and the opportunities that organize the segments into a cohesive theme.

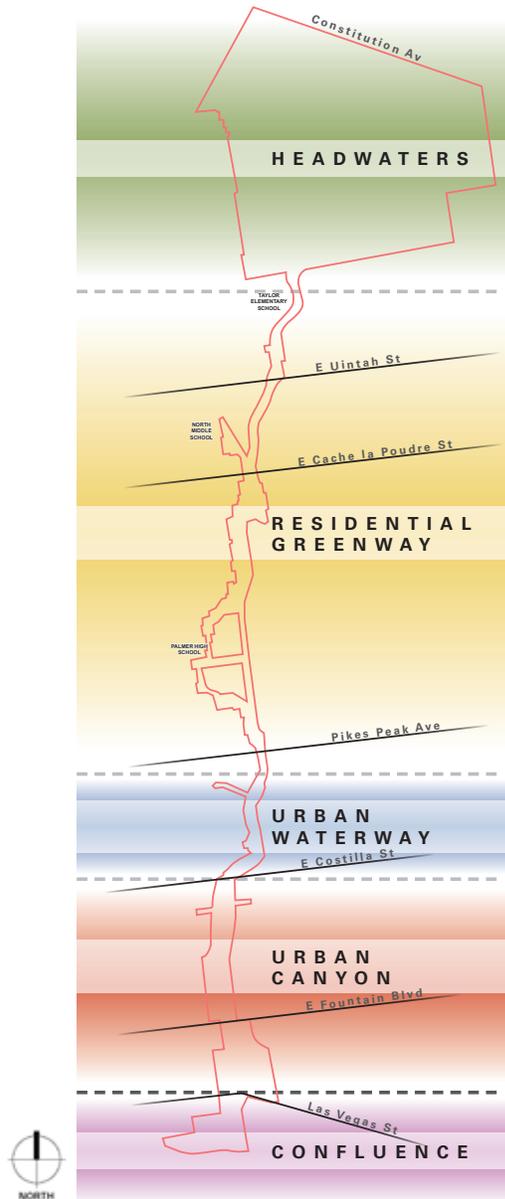
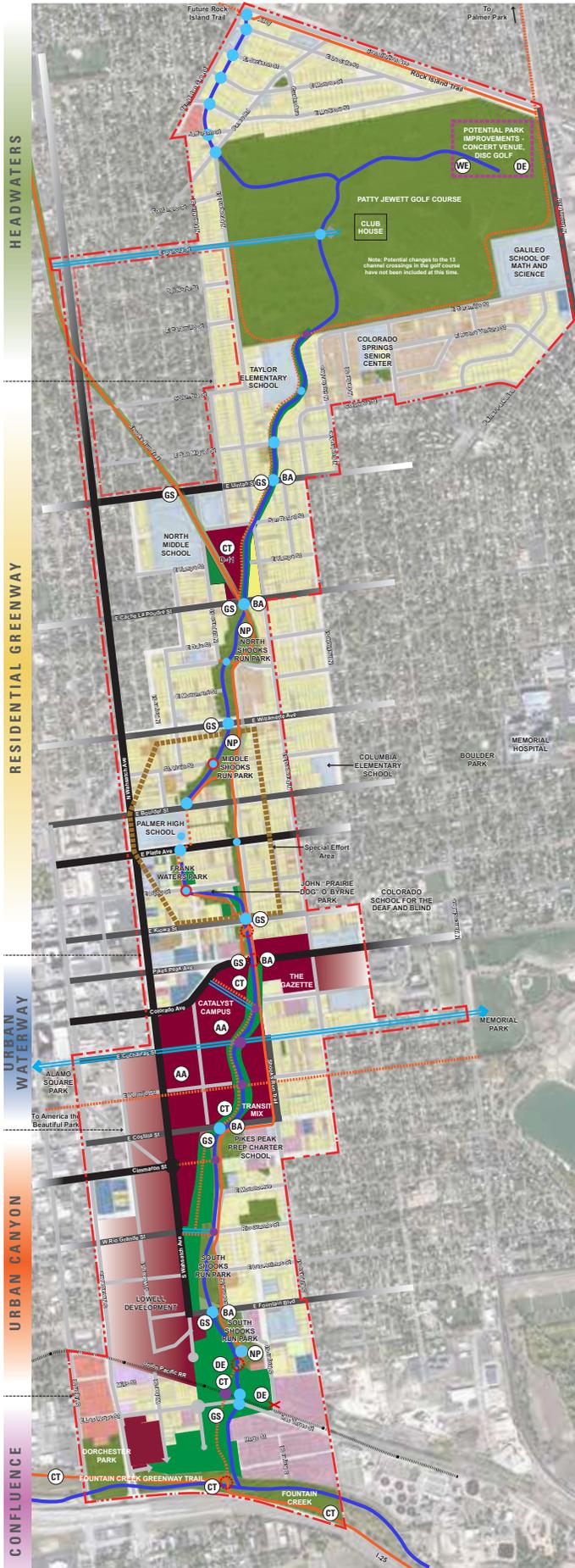


Figure 16: Shooks Run Corridor Segments

The following principles guide the FMP: (Figure 17):

- **Bridge and transportation enhancements along and near the channel**, including additional connectivity and aesthetic improvements. One goal is to establish the use and character of the various streets along and near the corridor.
- **Drainage and water quality improvements** necessary to resolve flooding and erosion issues along Shooks Run and improve the environmental quality of waters in the channel.
- **Fulfilling the longtime goal of completing the Legacy Loop** around the east side of Downtown, by creating a continuous greenway along the channel from Patty Jewett Golf Course to Fountain Creek and connecting with the existing Legacy Loop trail at Cache la Poudre Street.
- **Building on Colorado Springs' history as a sports and fitness hub and the vision of the Legacy Loop**. In this orientation, the Shooks Run corridor offers regionally-desirable and unique and sought-after recreational opportunities.
- **Enhancing existing neighborhood parks** along Shooks Run and **establishing the framework for the completion of additional parks and open space amenities/facilities**.
- **Creating "destination elements"** that would attract people to Shooks Run from the broader community and region, as well as visitors and tourists.
- **Including amenities that serve existing adjacent neighborhoods**. This involves the conscious design of all elements to interact with the surrounding neighborhoods and future development.
- **Creating unique attractions that invite the entire community to enjoy the corridor** which encourages private investment by engaging the urban downtown directly and inviting everyone to the water of Shooks Run and the amenities of the Legacy Loop.
- **Stimulating land use changes and economic revitalization with enhancements along Shooks Run** in various areas. Improvements could support the continued growth of mixed-use development along the east side of downtown Colorado Springs.
- **Restoring the corridor to a naturally functioning greenway with wetland ecosystems and a functioning floodplain**. The greenway deliberately engages with neighborhood development along its edges.



### EXISTING LAND USES

- Low density residential
- Moderate density residential
- Higher density residential
- Public/Civic use
- Industrial
- Office
- Retail/Commercial
- Parks and Open space

### POTENTIAL LAND USE CHANGE INFLUENCE

- Mixed-Use
- New Parks

### TRANSPORTATION FRAMEWORK

- Existing Trail
- New Trail Linkage
- Existing Bridge to Remain
- Removal of Existing Bridge
- Replacement of Existing Bridge
- Proposed New Structure
- New Bike / Pedestrian Crossing and Connection
- Proposed Significant or Parkway Streets
- Proposed Secondary Street
- Proposed Residential Street
- Potential Road Closure

### URBAN DESIGN FRAMEWORK

- AA High Corridor Activity Area
- GS Grade-Separated Crossing
- CT Continuous Multi-Use Trail
- BA High Level Bridge Aesthetics
- DE Destination elements: Botanic Garden, Water Attraction, Bike Park
- NP Enhanced Neighborhood Park: Amphitheater, Gardens
- WE Wetland Enhancement
- Channel Improvements
- Special Effort Area
- Stream Channel Location



Figure 17: Shooks Run Corridor Theme Plan - including adjacent land uses, transportation network, greenway and planning boundary

## B. TRANSPORTATION

One of the most significant issues identified during the community engagement process was the desire for more connectivity. People were very interested in a more deliberate multi-modal approach and an expansion of system connectivity in a number of places. The Corridor Theme has responded to this community desire with recommendations for both additional connections and improvements to existing connections. An integrated multi-modal transportation system is recommended, which includes:

- Character Streets – a “Complete Streets” approach
- Enhanced street, bicycle and pedestrian corridor recommendations extending beyond Shooks Run
- Development of a trail (maintenance road) along the length of Shooks Run
- Transit – improved coordination with transit facilities and consideration of potential future rail transit along Shooks Run

More information about this system is included in the Greenway, Parks and Trails discussion on pg. 52.

The Corridor Theme establishes a direction for the City to implement roadway, pedestrian, bike, trails, transit and other transportation improvements. These improvements will provide safe and comfortable environments for people using all modes of transport (vehicles, bicycles, and on foot). The Theme will also be used to update existing roadways and transportation facilities. The City’s existing street classification and multi-modal transportation plan is illustrated in Figure 7 (pg. 18).

The proposed updated design for roadways and transportation will enhance the visual and aesthetic qualities of the Shooks Run area and further improve the attractiveness of the corridor to neighbors and the Colorado Springs community.

This section provides guidance for the City and the private sector for future street, bridge, bike, pedestrian, trail and transit improvements. These guidelines should remain sensitive to the presence of existing homes, businesses, other land uses and natural features. Implementation may be constrained in particular locations due to these existing conditions.

The design recommendations reflect a “Complete Streets” approach, in which the design of streets and other transportation facilities enhances the environmental and aesthetic qualities and economic development of surrounding neighborhoods. This framework and network of different street types fulfills the City’s overall transportation vision. Various streets are classified based on their desired transportation purpose, character and role within the corridor.

As the City develops future plans regarding Land Use, Transportation, Services and Redevelopment Initiatives, portions of this FMP will likely be modified in response to community direction. If future planning visualizes City Transit Corridors differently than envisioned in past adopted plans, the FMP must be modified to reflect changes in the community’s vision.

### CHARACTER STREETS

The Character Street Designation Diagram locates typical sections for streets in the Shooks Run area (Figure 18). These sections are consistent with the City’s Traditional Neighborhood Development (TND) Policies, Standards and Guidelines, (August 9, 2005 Revision) and the Mixed Use Development Design Manual, dated September 23, 2003.

Character Streets include bicycle lanes, sidewalks, and other features. These enhanced bike and pedestrian facilities are an important part of the multi-modal transportation system (see the Enhanced Street, Bicycle and Pedestrian Corridors recommendations on page 48).

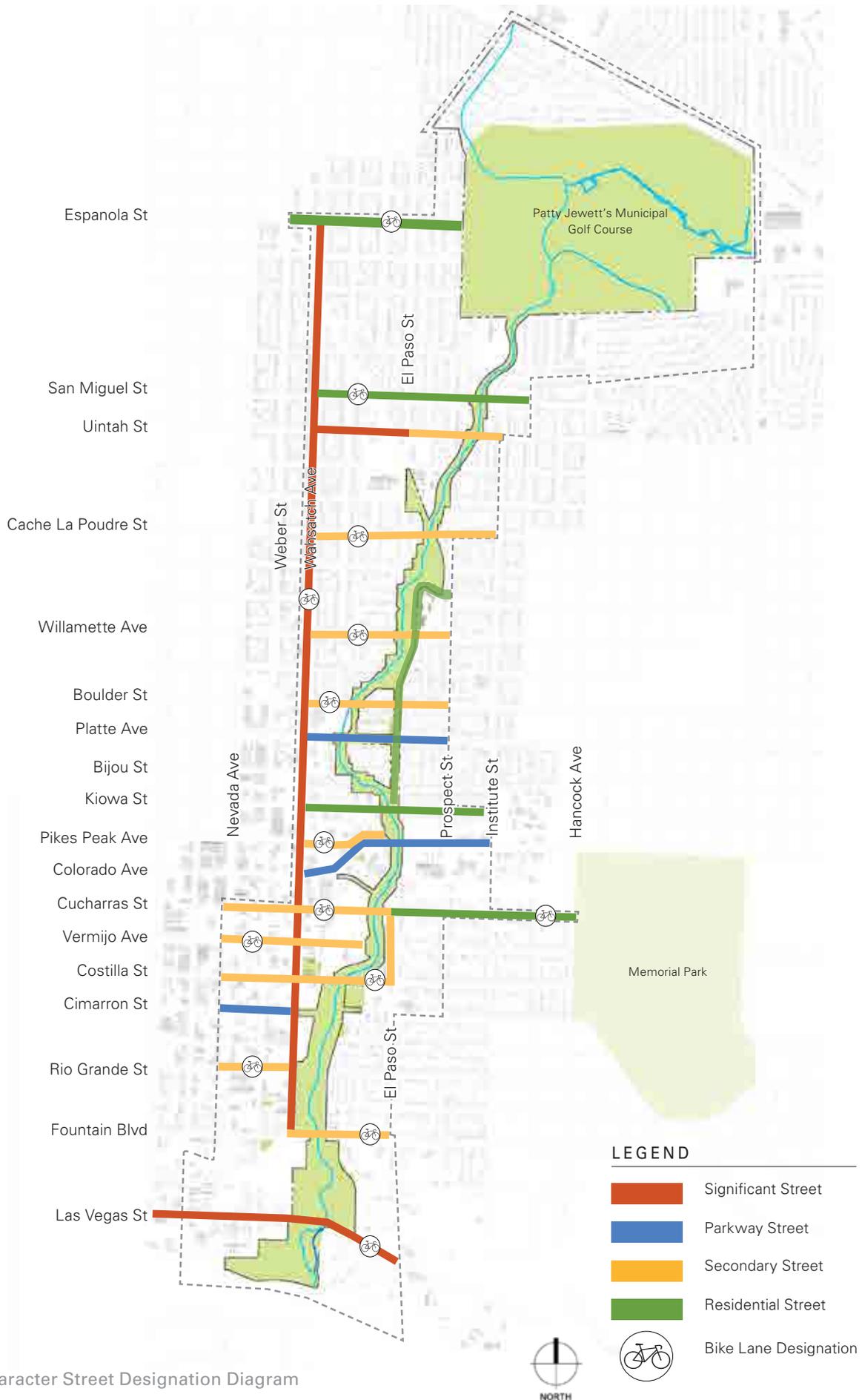
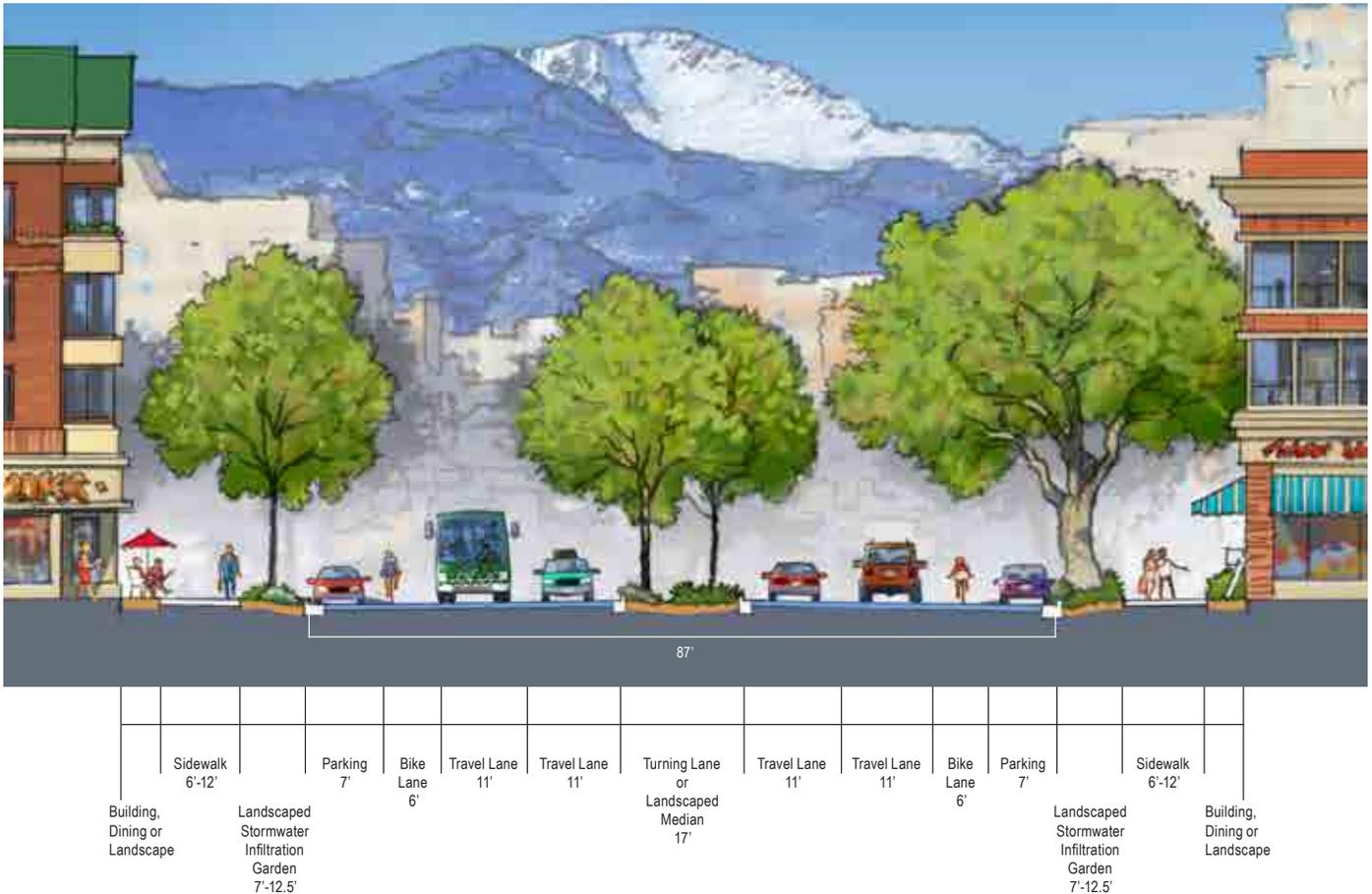


Figure 18: Character Street Designation Diagram



**Figure 19:** Significant Street Section

### SIGNIFICANT STREETS

The plan anticipates that designated streets, located within or near the downtown area, will evolve to represent streets of notable character and will serve as focal points at downtown’s eastern edge. While designs for these particular streets would vary to some extent, they would include landscaped medians, areas of landscaping and street trees, bike lanes, sidewalks and areas for outdoor activity, including outdoor dining (Figure 19).

### SECONDARY STREETS

Secondary streets include many of the same features as Significant Streets, such as street trees, bicycle lanes and streetscape treatments. In commercial or retail areas, these streets would incorporate wider sidewalks to accommodate outdoor activity, including outdoor dining. The general nature of the streets would complement adjacent residential land uses, as they would have just one through traffic lane in each direction and narrower sidewalks and pedestrian areas (Figure 20).

### PARKWAY STREETS

Parkway streets would resemble the Significant streets, but include wider medians, narrower pedestrian areas and parking when applicable. These streets would have connectivity through the city and serve regional traffic. Parkway streets in the Shooks Run area would include Platte Avenue, Pikes Peak Avenue, Colorado Avenue and Cimarron Street (Figure 21) .

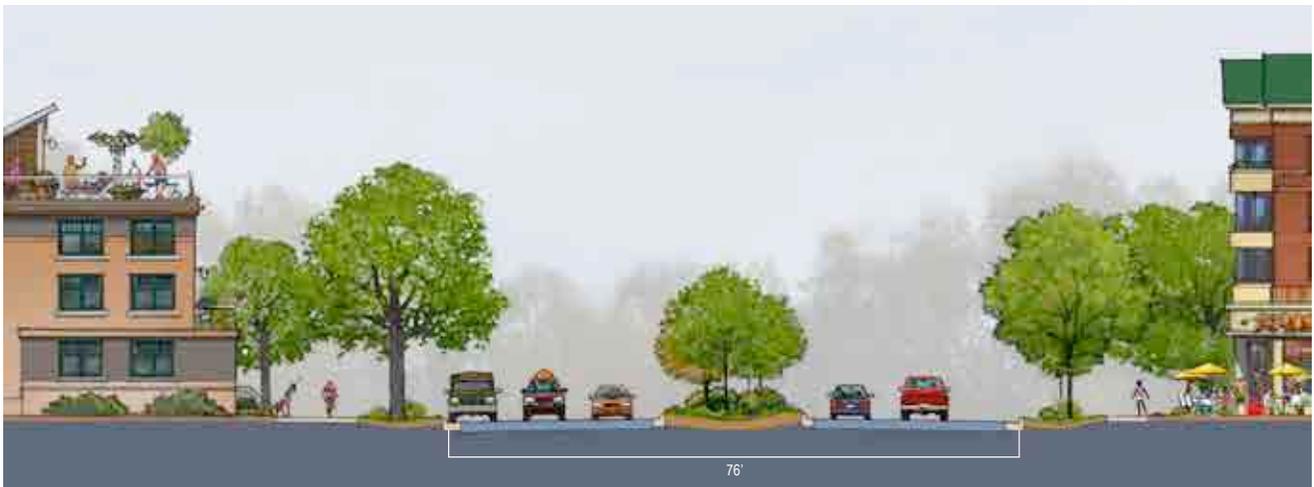
### RESIDENTIAL STREETS

Residential streets would resemble local residential streets common in the city. The street section would have sufficient room for parking on both sides and two-way traffic with room for biking in the street. Both sides of these streets would feature space for healthy street trees and sidewalks (Figure 22) .



**Figure 20:**  
Secondary Street  
Section

	Sidewalk 6'-12'		Parking 7'	Bike Lane 6'	Travel Lane 11'	Turning Lane or Landscape Median 17'	Travel Lane 11'	Bike Lane 6'	Parking 7'		Sidewalk 6'-12'	
Building, Dining or Landscape		Landscaped Stormwater Infiltration Garden 7'								Landscaped Stormwater Infiltration Garden 7'		Building, Dining or Landscape



**Figure 21:**  
Parkway Street  
Section

Varies	Sidewalk/ Multi-Use Trail 12'	Landscape 12'	Shoulder/ Parking 6'	Lane 11'	Lane 11'	Median 20'	Lane 11'	Lane 11'	Shoulder/ Parking 6'	Landscape 12'	Sidewalk 6'	Varies
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**Figure 22:**  
Residential Street  
Section

Varies	Sidewalk 6'								Sidewalk 6'	Varies
		Landscape 8'			Curb to Curb				Landscape 8'	

Because many of the neighborhoods are fully built and the right-of-way widths of the various streets are likely to remain fixed over time, certain constraints exist for transportation projects in the area. In particular, the following points will generally apply to street projects:

- Due to existing constraints, completing the vision for various segments of streets in the Shooks Run area may need be coordinated with the redevelopment of adjacent parcels.
- In addition to the classifications of Significant and Secondary streets, the Shooks Run corridor area includes a number of streets that will likely not fully reflect these street sections or characteristics. These streets will evolve organically as neighborhoods change over time.

Table 2 summarizes desirable street elements for Significant and Secondary streets in the corridor study area.

### ENHANCED STREET, BICYCLE AND PEDESTRIAN CORRIDORS

In addition to providing the framework for different types of streets within and near the greenway area, the enhancement of a number of connections between downtown Colorado Springs and neighborhoods to the east is detailed below.

Many of these corridors were added due to the lack of a good existing route or lack of existing connectivity. The area south of Pikes Peak is the most significant example of an area lacking connectivity. Currently, there are only two roadway connections, Costilla Street and Fountain Boulevard, between Pikes Peak Avenue and Las Vegas Street. During

the public process and in discussions with the neighborhoods, there was a clear desire for additional connections to provide better access to Downtown.

The Corridor Theme Plan (Figure 17, p. 43) illustrates elements designed to improve this connectivity, including:

- Creating a key east-west bicycle and pedestrian corridor along Cucharras Street that would link the Pioneers Museum, the future Olympic Museum and the heart of downtown with Memorial Park, to the east.
- Creating additional bicycle and pedestrian crossings for Shooks Run to enhance the existing network, in the areas located between Costilla Street and Fountain Boulevard, in order to enhance connectivity between downtown to the west and the Hillside Neighborhood to the east (see Figure 18 & 19, pgs. 45-46).
- Adding east-west bicycle and pedestrian connections across Shooks Run, in the area between Fountain Boulevard and Las Vegas Street (near a potential location for a “destination element”) and at additional locations deemed necessary, as the City implements the plan.
- Encouraging bicycle and pedestrian access to the Patty Jewett Golf Course by adding these facilities along Espanola Street. This access would tie into the trail system recommendations that are part of the Corridor Theme.
- A number of trails that connect to the existing streets and enhanced corridors is discussed in the Greenway, Parks, and Trails section.

DESIRABLE ELEMENTS FOR SIGNIFICANT & SECONDARY STREETS		
	SIGNIFICANT STREETS	SECONDARY STREETS
City Functional Classification	Principal or Minor Arterial	Minor Arterial or Collector
Through Lanes	4 (2 in limited right-of-way corridors)	2
Landscaped Medians	Raised, 17' - 20'	Striped or Raised, 17'
On-street Parking	Yes (may be prohibited on routes of regional significance)	Yes
Bike Lanes	6'	6' +/-
Sidewalks	6' - 12' (wider in commercial districts)	6' - 12' (wider in commercial districts)
Amenity Zones (between curb & sidewalk)	7' - 12 1/2'	7'

Table 2: Desirable Elements for Significant & Secondary Streets

It should be noted that additional street connections would create changes in the interaction between the more commercial downtown area and neighborhoods in the vicinity. While increasing connectivity, they may also increase vehicular traffic in the neighborhoods. This potential impact should be evaluated further as implementation of the enhanced street corridors occurs.

## **TRANSIT**

The Corridor Theme encourages additional transit connections. However, no detailed recommendations have been made because Mountain Metro Transit operates the transportation system with relatively minor accommodations to the roadway network.

The current Downtown Transit Station Study is considering options that may be located near Shooks Run. Since this study has not been completed, opportunities to include this station in the Corridor are unclear. It is recommended that this opportunity be evaluated in future updates of the FMP.

Mountain Metro Transit has also expressed interest in the existing rail spur that runs north of the Union Pacific mainline parallel to Las Vegas Street. The 2040 Regional Transit Plan (July 2015) does not specifically identify City operated public rail, but it does recommend that Mountain Metro Transit consider new high-capacity service models, such as light-rail and streetcar systems. The rail line spur along Shooks Run is one possible location for a future fixed rail service. As implementation of the study moves forward, keeping the rail line in this portion of the Shooks Run Corridor should be considered (this is not shown in the Corridor Segments section).

## **RAILROAD**

### **MAINLINE UNION PACIFIC RAIL**

The existing mainline rail line parallel to Las Vegas Street is heavily used by both Union Pacific and BNSF. It is anticipated that this rail line will continue to be used far into the future.

### **BNSF SPUR ALONG SHOOKS RUN**

The existing BNSF spur line, that extends from near Las Vegas Street north along the western side of the Shooks Run channel, has been suggested as a possible future corridor for transit to serve the downtown area. This is the last remaining segment of the old mainline that ran along Nevada Boulevard on the north end of Colorado Springs to near Las Vegas Street. Over the last couple of decades, BNSF has disposed of nearly all the old mainline north of Pikes Peak Avenue, converting the rail corridor to other uses, predominately trails.

The existing railroad property along Shooks Run is recommended to be repurposed. The railroad right-of-way between Fountain Boulevard and Pikes Peak Avenue (the old rail yard) is a potential location for future Shooks Run improvements. In addition, there is a right-of-way south of Fountain Boulevard potentially available for a rail connection over Shooks Run that does not currently have track on it.

Excluding the possibilities discussed in the Transit section above, the railroad may be interested in discarding the property in the future. This may lead to a future opportunity for the remaining rail property to be repurposed either in part or whole. If this repurposing occurs, a recommendation of this FMP is that the legacy associated with historic rail service should continue to be recognized and celebrated as appropriate within the context of redevelopment and community facilities projects within the corridor.

Although a specific rail or other transit-related use for the remaining BNSF right-of-way has not been identified in any existing plans at this time, it is recommended that a deliberate and inclusive evaluation of future options be undertaken if there is City involvement in the acquisition or conversion of the BNSF property for an alternative use. This process should consider viable future transit and/or freight opportunities, with a particular emphasis on careful and informed evaluation of any choices that would entirely preclude later accommodation of rail or other transit-related uses in this part of the corridor.

As the City develops future plans regarding land Use, transportation, services, and redevelopment initiatives, portions of this FMP will likely be modified in response to community direction. If future planning visualizes City Transit corridors differently than envisioned in the past adopted plans, then the FMP can be modified to reflect changes in the community's vision.

## C. DRAINAGE, WATER QUALITY & ECOSYSTEM RESTORATION

### DRAINAGE

The FMP outlines a conceptual design for the Shooks Run channel and adjoining areas that provides for the safe flow of waters and sustainable conveyance of stormwater within the boundaries of the greenway. While the waters may extend beyond the banks of the channel during major flooding events and flow across the multi-use trail areas, woodland areas, and some park areas near the channel, the improvements will contain the 100-year storm and have considered the 500-year storm, to ensure a reduction in flooding and property damage.

The proposed design includes a constructed natural channel that restores, to the extent possible, the natural hydraulic functions of Shooks Run. The overall design for the channel includes a low-flow channel area, to convey the typical “base level” flow along the creek. It also includes areas above the banks of the channel (including adjoining riparian and greenway areas) to convey stormwater that discharges to Shooks Run during flood events. The maximum low-flow velocity of the channel will be 5.0 feet per second and the maximum “major flow” velocity will be 7.0 feet per second.

The preferred cross section of the channel changes, from north to south, along the corridor, as the context of surrounding buildings and land uses change, and as the character of the channel and the channel flow rate changes.

Along the length of the channel, the installation of drop structures will be required in order to maintain a stable channel slope and the overall stream profile slope. The City may utilize a variety of strategies to manage the change in grade along the channel, including the installation of riffle drops, boulder drop structures, sculpted concrete drop structures and concrete cutoff walls. Based on surrounding soils, hydraulic conditions and storm events, the anticipated stable channel slope along the length of Shooks Run should average 0.5 percent (Figures 23, 24, 25).

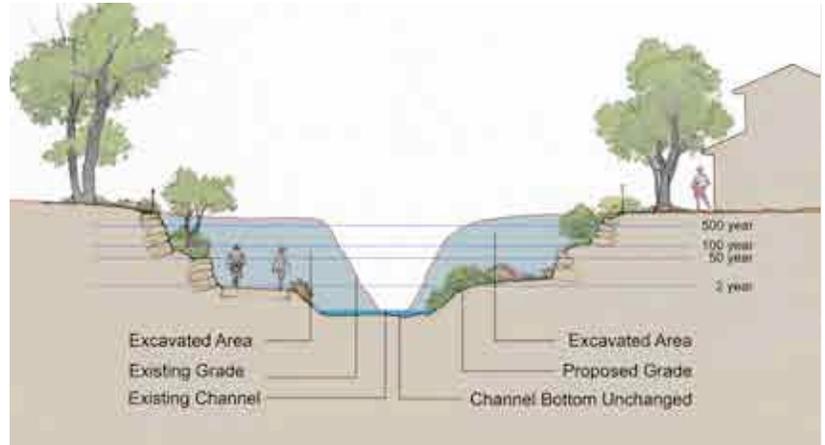


Figure 23: Widened Channel

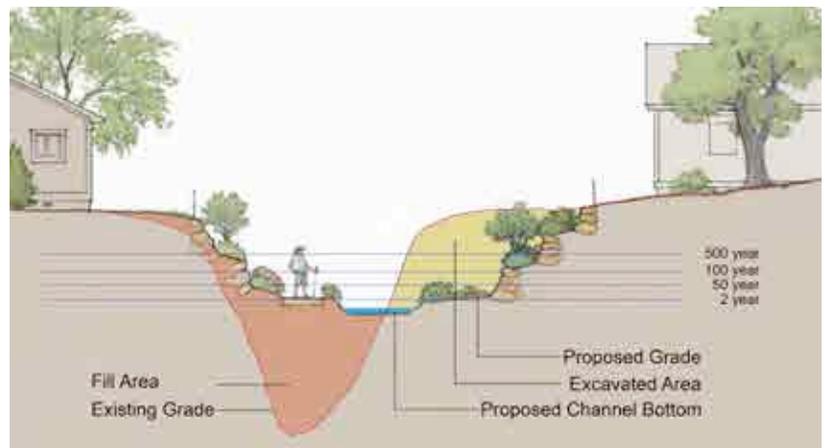


Figure 24: Raised & Realigned Channel



Figure 25: Asymmetrical Channel Banks

Each of these strategies must follow particular design constraints and considerations, and the final design of the channel should match particular strategies with the various segments and conditions along the length of the corridor. The final design of the Shooks Run channel will provide for stable channel slopes and the installation of drop structures in ways that safely convey water and minimize channel erosion. Based on design criteria, evaluation of the hydraulics, and the proposed channel improvements, the recommendations will stabilize the currently highly erodible channel conditions and establish the longevity and permanence of improvements. Individual projects along Shooks Run will integrate natural features, such as boulders, landscape and riparian areas, in order to create a greenway that supports the community's vision for the area.

Channel realignment will create meander bends, both at the broad level of the channel and more specific to the low flow channel. This realignment will mimic the original natural channel's appearance and hydraulic characteristics. Many advantages will be realized in drainage, aesthetics, water quality and the community's increased interaction with the stream.

As identified in the Existing Conditions Report (Appendix A), a majority of the improvements necessary to stabilize and improve Shooks Run will help the overall condition of the Fountain Creek Watershed. The Stormwater Intergovernmental

Agreement (IGA), between the City of Colorado Springs and Pueblo, addresses objectives, location and type of stormwater improvements as part of an overall watershed agreement. Proposed improvements identified in this FMP will be performed in conjunction with the already identified Stormwater IGA projects. Coordination between all stakeholders will help optimize available funds to implement improvements that benefit the majority.

## WATER QUALITY

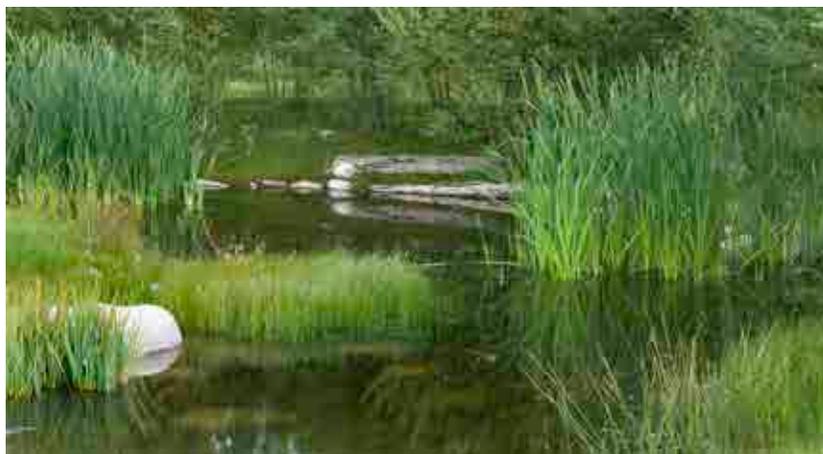
The plan proposes various facilities designed to enhance water quality along and near the channel. In particular, a wetland area near the confluence of Shooks Run with Fountain Creek will treat water and thereby enhance water quality in this portion of the corridor. The plan includes pond areas to the south of East Costilla Street and west of the channel, in order to accommodate and treat stormwater runoff from the broader downtown area to the west. The overall design of the channel is intended to provide for the free flow of water along the entire channel. The technical design of drainage facilities and the channel bed will mitigate odors currently present along Shooks Run. Managing and properly controlling pet waste will enhance overall water quality within the channel. As improvements and redevelopment occur within the basin, best management practices that match the City's latest criteria need to be incorporated to help with basin water quality.

## ECOSYSTEM RESTORATION

The entire stream channel and corridor will benefit from incorporation of restored natural systems. Wildlife habitat improvements, particularly near the Confluence Segment, will incorporate wetland and hydric habitat improvements and replace habitats that were lost when the course of the stream was altered. A conscious effort to reestablish habitat conditions, ground water recharge and a more complete ecosystem will be man-made interventions reintroduced in the corridor. Riparian vegetation communities adjacent to the stream will replace lost habitat at the edge of the creek and capture contaminants along the stream.



Drainage and the usable greenway are integrated to fully create useful park land, trails and improve the hydraulics of the channel.



Man made wetlands are a method of water quality treatment that utilize natural biological processes to remove non-point source runoff pollution.

## D. GREENWAY, PARKS & TRAILS

A continuous greenway, along the length of the channel, from Patty Jewett Golf Course to the confluence with Fountain Creek, is a major enhancement element. The look and feel of the greenway will differ from section to section, but the overall concept combines recreation and drainage improvements along the entire corridor. The greenway will include various park areas, natural areas, and locations designed to encourage access to the water.

The most significant change from the existing conditions along Shooks Run will involve the construction of a grade-separated, multi-use trail along or near the edges of the creek, running the entire length of the corridor. This will enhance and add to the existing trail. Network access for channel maintenance will utilize this trail.

As the City completes bridge replacement projects and particular portions of the FMP, it will install the new multi-use and grade-separated trail in segments along the Shooks Run channel. This key feature will create a true “greenway” along Shooks Run, encouraging additional bicycle and

pedestrian activity and prompting more people to visit and enjoy the Shooks Run area. All of the greenway, park and trail enhancements will seamlessly address public safety, water quality, flood control objectives and erosion prevention, and will allow room for access to the channel.

The creation of the Shooks Run greenway supports and incorporates several key components of the 2014 Parks System Master Plan. The Legacy Loop is a primary element of the Parks Plan. The installation of a grade-separated trail along the length of the channel to the Fountain Creek Greenway fulfills a key objective of the Legacy Loop vision. It also incorporates the principles of the Experience Downtown Plan and complements its elements and initiatives.

Installing several recreation facilities identified in the Parks Plan for the downtown area near Shooks Run, including amphitheaters, disc golf facilities, community gardens, pickleball courts, off-leash dog parks and other outdoor sports areas would provide benefits to the community.



Grade separated trails pass below bridges, which will allow the path and low flow channel to coexist within the greenway. Secondary trails connect the street level to the main path system.

## E. DESTINATION ELEMENTS

Destination elements include facilities or anchors along the corridor that could draw from a larger audience in Colorado Springs and the Pikes Peak region. In addition to neighborhood parks that typically attract people living within a mile or two of a given location, destination elements may attract regional and national visitors and tourists. Throughout the public engagement process, the community expressed a desire to bring more people to Shooks Run and to make the corridor a more significant feature of Colorado Springs.

The Shooks Run greenway itself has the potential to become a destination element in the Colorado Springs community, due to the cultural, recreational and aesthetic potential of the envisioned greenway.

Destination elements would bring more people to Shooks Run, and increase the levels of activity along the corridor at various hours. They have the potential to drive overall economic activity along Shooks Run and the downtown area, and to create a set of “anchors” and attractions along the eastern edge of downtown. These would complement, rather than compete with, recent efforts to create significant community anchors along the western edge of downtown Colorado Springs, including America the Beautiful Park and the Olympic Museum.

Suggestions for general locations and scale for potential destination elements along and near the greenway are included in the Corridor Segments Section of this document. The design and implementation of these elements along and near the greenway would depend upon the specific location and its context within the corridor. Implementation must be appropriately scaled to the size of particular sites and to the context of surrounding neighborhoods and land uses.



Outdoor amphitheatre for a program of concerts in the park could be a potential destination element



Destination elements may be developed either privately or publicly, attracting residents and visitors to the corridor



Adventure and active recreation parks can provide opportunities for physical activity



The size and scale of destination elements will be considered within the context of the surrounding neighborhoods and be scaled appropriately

The destinations elements for Shooks Run may include various programs and uses including, but not limited to, the following:

### **ADVENTURE/SPORTS**

- Adventure parks
- Bicycle terrain parks
- Extreme sports training, participation, events and venues
- Aquatic recreation, or water attraction facilities

### **NATURE**

- Botanical gardens
- Museums and cultural facilities
- Educational facilities and programs, including those geared to connecting children and youth to nature

### **CULTURE/ART**

- Visual arts and venues for sculptures and forms of “land art”
- Wildlife habitat enhancement and interpretation projects
- Monuments commemorating significant events in the history of Colorado Springs
- Venues focusing on historic recreation and cultural living experiences

### **GATHERING AREAS**

- Outdoor performance venues that would allow for “concerts in the park” and similar types of events
- Restaurants, beer gardens, food truck courts, and related facilities geared to providing for eating and drinking, along various locations near the greenway
- Public markets, including farmers’ markets
- Gathering spaces for public events

## **DESTINATION ELEMENTS GENERAL CRITERIA**

Potential destination elements along Shooks Run should meet the following general criteria:

- The destination element should reinforce the concept of the Shooks Run greenway as a driver of revitalization and should serve as a meaningful attraction for residents, visitors, and tourists from the region and around the country.
- Destination element facilities should be predominantly operated for public use.
- Facilities should enhance the activities and attraction of the greenway and should be compatible with the overall use of the greenway and the character of surrounding neighborhoods.
- Destination elements should be appropriate to the site location and adjacent land uses. They should follow appropriate design guidelines and support the context of the greenway corridor.
- Destination elements may be owned and operated by the City of Colorado Springs, leased to a concessionaire, licensed to a nonprofit entity or operated for profit under a use agreement. The development of destination elements will be subject to agreements, as seen fit by the City, to establish and manage long-term operating conditions. Private ownership of destination elements can occur, provided the destination elements are available to serve the public.
- A portion of the overall set of destination facilities or programs should be related to nature-based recreation, education or engagement with the outdoors.
- The City encourages design creativity in order to establish the characteristics of particular destination elements as landmarks along the corridor.

## F. LAND USE

The overall vision for the Shooks Run Corridor suggests that improvements and added amenities could support changes in land uses, including density and building height restrictions, along and near the corridor in the future.

Figure 26 illustrates the potential influence of mixed-use and parks land use changes. These are most anticipated south of Pikes Peak Avenue. Areas in the vicinity of Transit Mix and to the west of the Shooks Run area, stretching as far west as Nevada Avenue, may convert to a mixed-use orientation, including residential, office and retail uses, as the downtown area continues to evolve and as amenities along Shooks Run make the area more attractive to investment.

The potential evolution of this area, as described, is consistent with the vision and land use diagrams identified in the recent update to the Experience Downtown Plan. It anticipates that mixed-use redevelopment will continue to spread to the east and south from the heart of downtown Colorado Springs, eventually approaching the Shooks Run corridor.

Changes in land use also incorporate the visions of developers and the City for mixed-use development around the Catalyst Campus, the Gazette property and the former St. Francis Hospital facility, along Pikes Peak Avenue.

To the north, the addition of amenities along Shooks Run may make the District-11 administrative complex an attractive location for mixed-use development, primarily focusing on residential development.

This FMP encourages and provides for the infrastructure to accommodate these land use changes and bring together the vibrancy of an urban park edge with new development. The City could include these land use changes in updates to the Colorado Springs' Comprehensive and Neighborhood Plans.

POTENTIAL LAND USE CHANGE INFLUENCE

- Mixed-Use
- New Parks

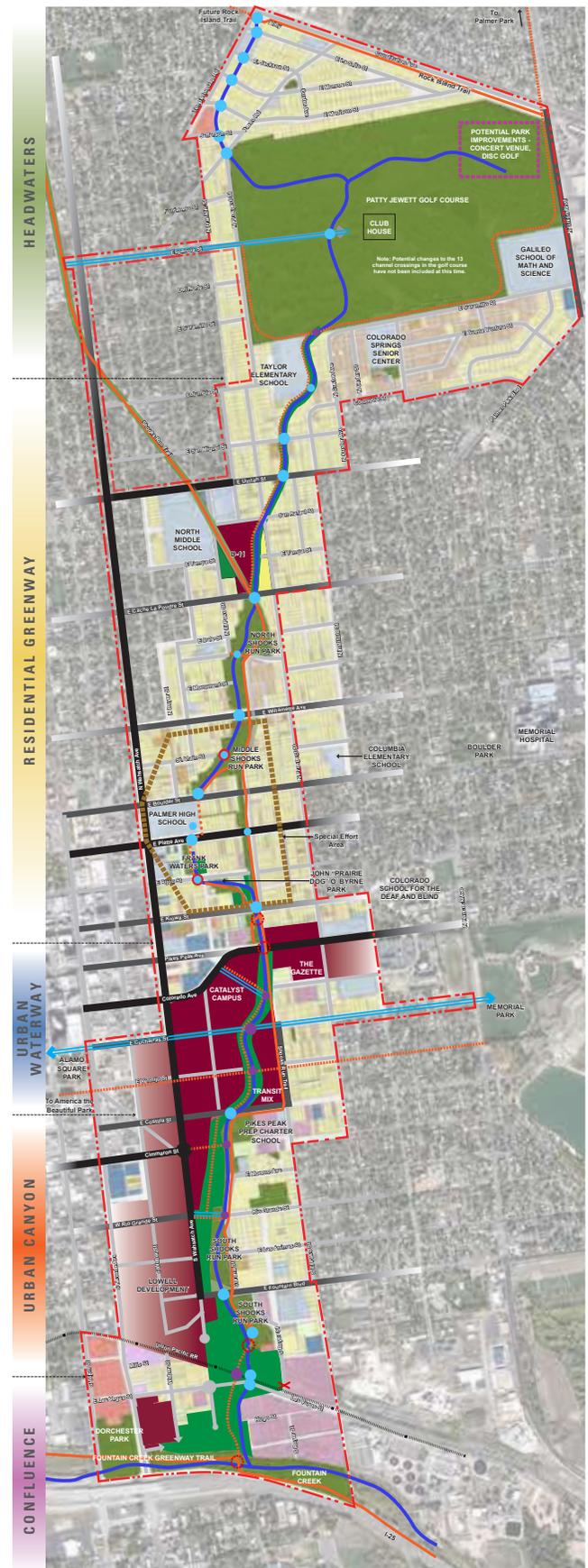


Figure 26: Potential Land Use Changes

## G. ECONOMIC VITALITY & REDEVELOPMENT

In line with anticipated changes in land uses, efforts undertaken by the City and various stakeholders to promote economic development and redevelopment along both sides of the corridor and in the greater downtown area, should be supported.

Forecasts for future development along the corridor are generally optimistic. Based on market conditions and regional economic trends, the economic analysis completed as part of the Envision Shooks Run project revealed that the Shooks Run study area could support the development of up to 2,400 new apartment units and 2,400 townhome or condominium units over the next 25 years. The area could also support the development of around 200,000 to as much as 600,000 square feet of office space over the next 20 years, and around 100,000 square feet of additional retail space.

The Shooks Run Corridor is likely to attract and support a good deal of additional residential development as the amenities and facilities along the corridor are completed, and as the revitalization of the downtown area continues to move forward.

The area is somewhat less likely to serve as a focus for retail growth, given its more isolated location in the region, compared to locations in the heart of the downtown area. It is more likely to emerge as an area of new office development, given the projects currently underway at the Catalyst Campus. This economic development will produce significant fiscal benefits to the City of Colorado Springs over the next several decades, which will support the public investment made to stimulate and improve the Corridor's environment (see Appendix B: Economic Analysis).

### OFFICE

- Office development in Downtown and the Shooks Run area should remain less prominent compared to residential development over the next few decades.
- The potential growth of the Catalyst Campus could significantly fuel office and employment growth in the downtown and Shooks Run areas.

### RESIDENTIAL

- Assuming that residential projects in the downtown area gain success in the local market, this track record should provide momentum and further market support for residential development along Shooks Run.
- As the residential market in Colorado Springs becomes more expensive, and the trend toward maintenance-free living becomes more popular, higher density, attached residential living and apartment living may become more prominent.

### RETAIL

- Retail growth may occur "organically" as the Downtown area continues to add to its residential base over time.
- Restaurants will continue to create vitality in support of other land uses and residential downtown living.
- Grocery stores, pharmacies and other outlets selling "everyday uses" are needed and would likely be successful retail expansions.



## VI: CORRIDOR SEGMENTS



# A. CONFLUENCE SEGMENT

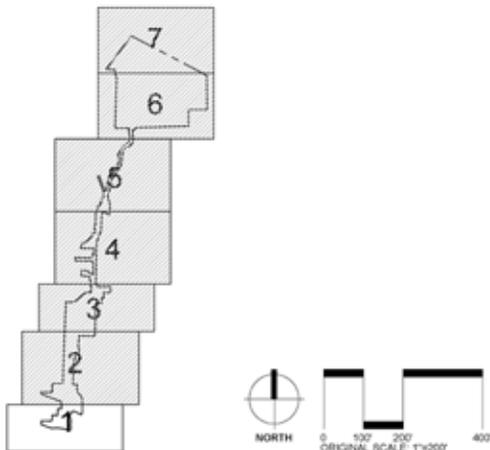


Figure 27: Detailed Segment #1 - Confluence

## INFRASTRUCTURE IMPROVEMENTS

- Grade separated trail crossing under the railroad mainline parallel to Las Vegas Street.
- Las Vegas Street bridge replacement.
- Improvements to Las Vegas Street as needed to address the access, transportation needs and channel. This includes access to future destination elements.
- Add round-about to Las Vegas Street.
- Provide access to confluence area from Nevada Avenue and Las Vegas Street.
- Expanded greenway boundary.
- Expanded park lands, including additional park lands with an entry along Las Vegas Street.
- Expanded park programs and activities.
- Continuous grade separated multi-use trail along the Shooks Run channel.
- Expanded trail connections from the main trail to surrounding neighborhoods and to newly developed areas.
- Shooks Run low flow channel improvements.
- Channel side-slope grading, stabilization and retaining.
- Channel realignment with two parallel channels (south of Las Vegas Street).
- Reconstruction of the channel gradient and profile.
- Installation of various drop structures within the channel.
- Maintenance access to the Shooks Run channel.

- Existing Bike & Pedestrian Bridge
- Historic Railroad Stone Bridge (Rehabilitated)
- Destination Program Zone
- Destination Program Zone
- Bike & Pedestrian Underpass under Railroad
- BNSF Railroad Bridge  
Bridge Level 5926'  
Path Level 5901'  
Stream Profile 5899'
- Las Vegas Street Roundabout
- Las Vegas Street Bridge  
128' Span  
Bridge Level 5916'  
Path Level 5900'  
Stream Profile 5898'
- Shooks Run Main Trail
- Habitat Islands
- Shooks Run Centerline
- Destination Program Zone



## TRANSPORTATION

The plan envisions additional access from the existing street network to provide entry to the Confluence Area and proposed destination elements. Access could include the addition of access from Nevada Avenue and Las Vegas Street near Weber Street. Las Vegas Street should be raised on the west side of Shooks Run. The focus of this is to better control Shooks Run channel flows south of Las Vegas Street. The Las Vegas Street Corridor Study is planning a roundabout on Las Vegas Street west of the Shooks Run bridge which could be used to provide access to the Confluence Area. Additional access is also proposed from Nevada Avenue.

Depending on the transportation needs of destination elements, the Las Vegas Street corridor could be expanded to accommodate additional traffic generated from new development and growth in the area in the future.

## DESTINATION ELEMENT

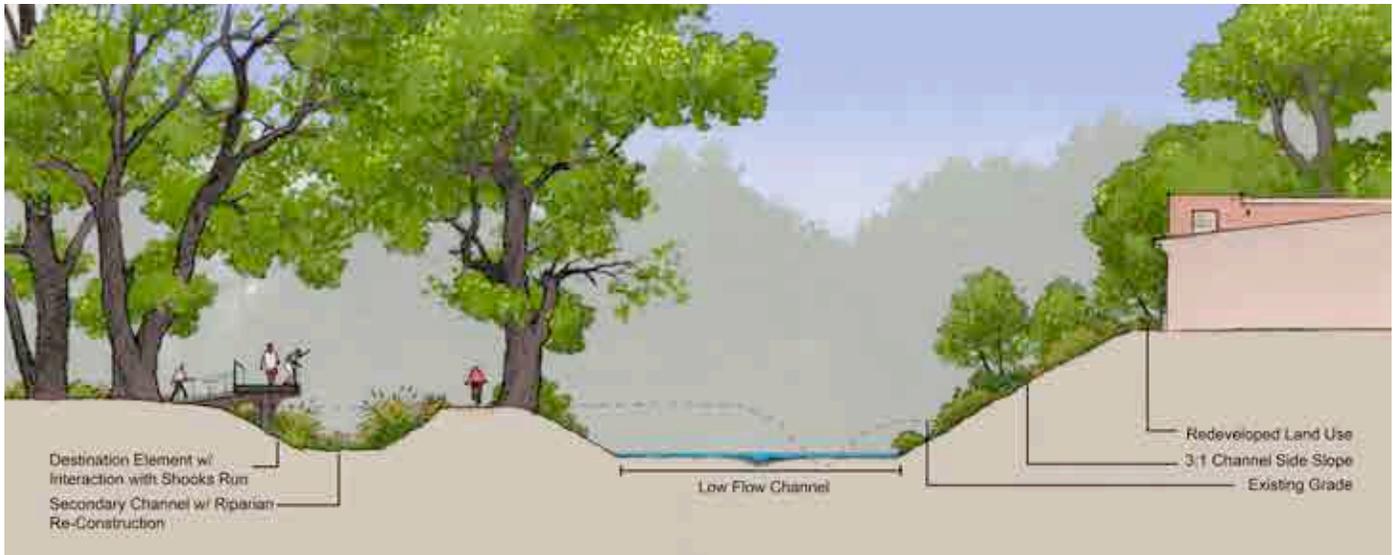
For this segment of the Shooks Run Corridor, the creation of a destination element is envisioned to the south of Las Vegas Street and west of the Shooks Run channel, on the site of the former KOA Campers' Village campground. This area's relative proximity to the I-25 corridor could serve as an excellent location for a regionally significant destination anchor and it has generally good site features that could successfully accommodate a new use if channel improvements were made.



An example of boardwalks as a way to engage people with the Shooks Run channel.



This area has good site features and could incorporate a destination element, such as a public garden venue, visual arts destination or botanic garden with a stream channel incorporating wetlands, habitat islands and riparian zone reconstruction.



## PROTOTYPICAL CHANNEL FROM FOUNTAIN CREEK TO LAS VEGAS STREET

- Introduction of two channels
- Main channel contains flood level
- Secondary channel provides base flow for wetland riparian habitat
- Graded channel side-slope

### DRAINAGE & STREAM ENHANCEMENT

To the south of Las Vegas Street, the splitting of the Shooks Run channel into two parallel streams running to the south toward the confluence is highlighted. The main channel will accept flood flow levels, and the secondary channel offers base flow that can be used for the creation of aquatic habitat, as well as park features that are wetland and riparian based and serve as a naturalized environment. This area would represent a completely unique portion of the corridor and stream, with the development of wetlands, habitat, water quality features and recreation elements. These improvements would help filter runoff from nearby developed areas and enhance the overall environmental quality of this portion of the corridor.

### PARKS, RECREATION & TRAILS

The Confluence segment's location near the confluence of the Shooks Run and Fountain Creek trails requires a section of the multi-use trail to be constructed to complete the Legacy Loop. This linkage will fill in the existing gap in the trail network between the confluence and South Shooks Run Park. Currently, the City is working on a project to construct a trail underpass of the mainline railroad north of Las Vegas Street. An addition of park space on both sides of Las Vegas Street, west of Shooks Run, should help generate interest in redevelopment. The additional park space should also help bring attention to destination elements and the stream corridor.



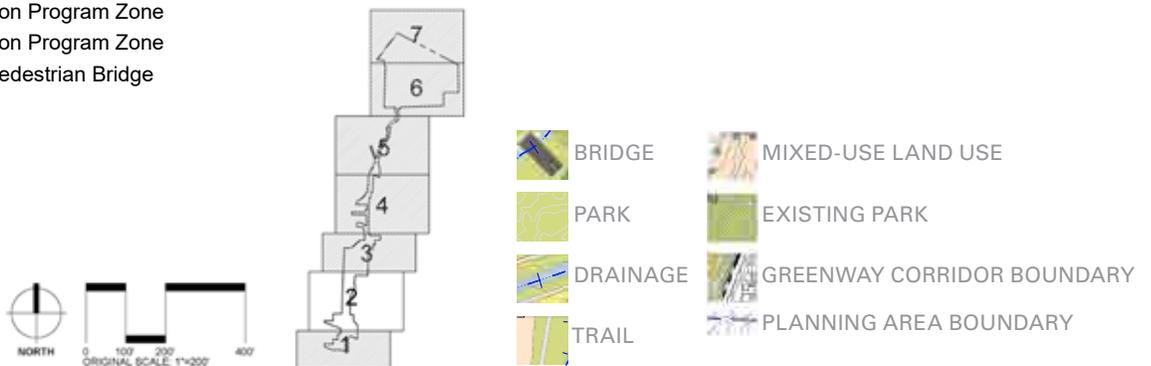
Walking is consistently defined as the most interesting, highly sought-after activity for multi-generational users and greenways and trails are key design elements that break down barriers between the city and nature.



- Street Level Connection to Main Trail
- Costilla Street Bridge  
118' Span  
Bridge Level 5957'  
Path Level 5941'  
Stream Profile 5939'
- Trail Head at Costilla Street
- Shooks Run Main Trail
- Cimarron Street Roundabout
- Cimarron Street Park Entry & Park Corridor
- Focal Point for Street
- E. Cimarron Bike & Pedestrian Bridge
- Shooks Run Centerline
- On Site Water Quality
- Corridor Water Quality Treatment
- Children's Focus Program
- Relocated Channel
- Rio Grande Bike & Pedestrian Bridge  
Bridge Level 5957'
- Rio Grande Street Park Entry
- Active Playfield
- Relocated Channel
- Open Play & Amphitheater
- Las Animas Park Entry
- Active Playfield
- Maintenance Access
- Greenway Program Area
- Fountain Blvd. Bridge  
125' Span  
Bridge Level 5939'  
Path Level 5920'  
Stream Profile 5918'
- Street Level Connection to Main Trail
- Maintenance Access
- Fountain Blvd. Park Entry
- Destination Program Zone
- Destination Program Zone
- Bike & Pedestrian Bridge

## INFRASTRUCTURE IMPROVEMENTS

- Bicycle and pedestrian bridge at Rio Grande Street.
- Fountain Boulevard bridge replacement.
- Roadway improvements to Fountain Boulevard and Costilla Street, including “Complete Streets” features designed to enhance mobility.
- Add round-about at Cimarron Street/Wahsatch Avenue.
- Cimarron Street pedestrian/bicycle bridge.
- Expanded greenway boundary.
- Park programs and activities.
- Continuous grade separated multi-use trail along the Shooks Run channel.
- Park trails and connection of trails to surrounding neighborhoods and new development.
- Shooks Run low flow channel improvements.
- Channel side-slope grading, stabilization and retaining.
- Channel realignment, including a meandering of the channel to enhance the qualities of the greenway.
- Reconstruction of the channel gradient and profile.
- Installation of various drop structures within the channel.
- Maintenance access to the Shooks Run channel.



## TRANSPORTATION

The transportation improvements in this segment of the corridor include roadway upgrades and a focus on bridge replacements, rehabilitation and upgrades. This includes the rehabilitation and preservation of the existing historic Railroad Stone Bridge. It also includes the replacement of the Fountain Boulevard bridge and the creation of a new bicycle and pedestrian bridge across Shooks Run connecting to Rio Grande Street on both sides. In addition, a round-about is included at the intersection of Cimarron Street and Wahsatch Avenue, and potentially at the Fountain Boulevard and Wahsatch Avenue intersection.

The transportation system needs in the south portion of this segment may require additional evaluation in the future due to the anticipated land use changes along Shooks Run and the Destination Element in this segment and the Confluence Segment. As part of the Urban Street Grid Extension discussion for this segment, a Sub-Area Plan has been recommended. This plan would clarify the transportation system needs and phasing in the area between Fountain Boulevard and Las Vegas Street. The City is currently planning and has funding for the Nevada/Tejon/ Railroad Concept Study. Although this is west of Shooks Run, the probable extent of the improvements on the railroad will extend east of Shooks Run. As a result, consideration of any future improvements for the railroad bridge over Shooks Run and the potential for new roadways to enhance access would be most appropriate as part of that study. Construction of any of these types of improvements would be most efficiently done as part of that project. Maintaining rail traffic on the mainline rail will already be addressed as part of that project.

As part of the FMP process, two alternatives for Wahsatch Avenue were considered. The first option terminates Wahsatch Avenue south of Fountain Boulevard as shown in Figure 27, pg. 58. The second option, shown during the public meetings, connected Wahsatch Avenue to Las Vegas Street. Since the transportation system needs and value for such a



This example is similar to the proposed bridge for Rio Grande Street, which would allow crossing at street level for pedestrians and bicyclists



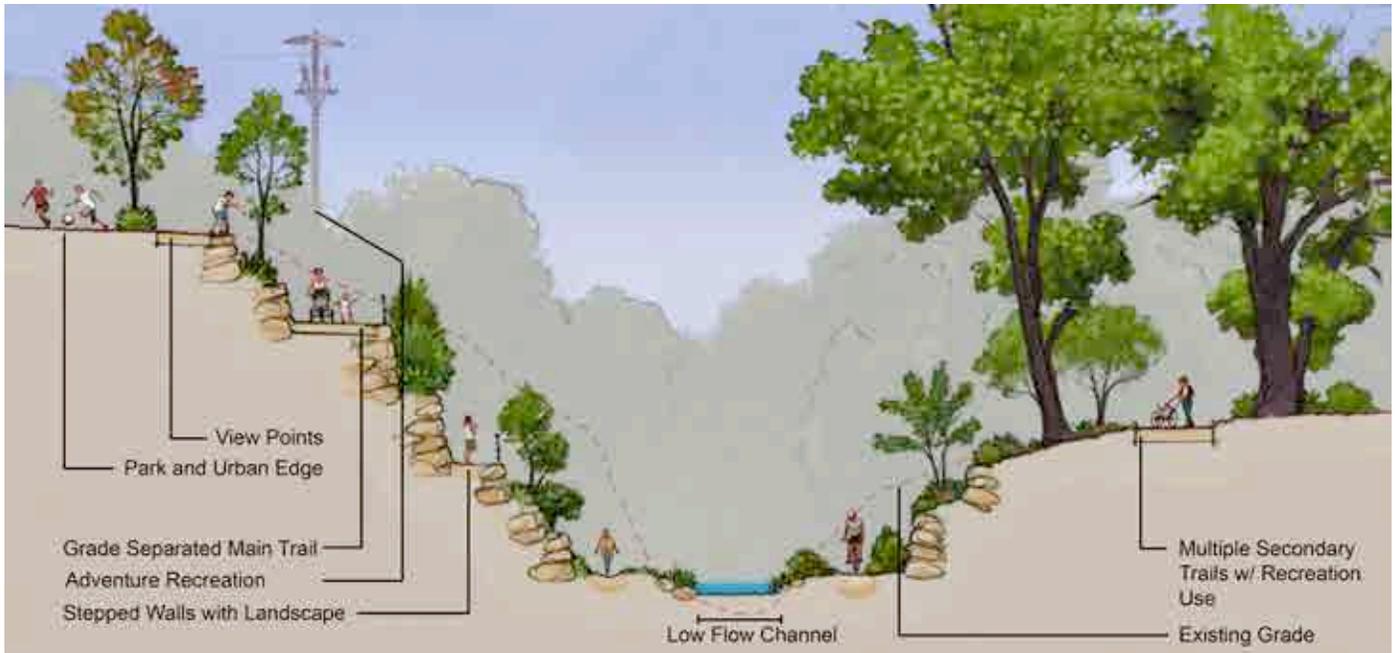
The narrow channel is replaced with new side-slope, channel elevation and the introduction of meanders, along with usable parkland and an urban park with programs and recreation that enhance the redevelopment potential along Wahsatch Avenue.

connection is not clearly defined, this option cannot be justified at this time. In the past, there have been planning efforts that considered a railroad underpass at Royer Street, since the existing at-grade crossing will be relocated to the east due to serious existing safety issues.

### **DESTINATION ELEMENT**

There is potential to create a destination element on both sides of the channel, north of the mainline railroad corridor. The topographic conditions of this area present the potential to create an adventure sports and bike park, integrated with trailheads, that would connect users from the east and west. The historic Railroad Stone Bridge is a unique feature of

this area and could be repurposed to carry bike and pedestrian traffic and link activities from one side of an adventure bike park to the other, across the Shooks Run channel. The plan envisions the removal of the existing railroad spur track to provide room for potential mixed-use development and other land use changes. Given that most of the land in this area is currently privately owned, it is likely that a private sector entity partnering with the City would develop the area. A Sub-Area plan for the area west of Shooks Run, south of Rio Grande Street is recommended to better understand land use needs.



## PROTOTYPICAL CHANNEL FROM LAS VEGAS STREET TO COSTILLA STREET

- Channel meander
- Additions of drop structure maintain desired gradient
- Steep canyon is regraded with flatter side-slopes to prevent erosion and for safety and accessibility
- Waste concrete is removed from the channel

## DRAINAGE & STREAM ENHANCEMENT

The channel is currently located in a deep canyon of disposed concrete, stacked and graded to form the “canyon wall” embankments. The proposed channel improvements would remove these areas of disposed materials and create a stabilized cross section that allows the profile of the channel to be maintained at the desired gradient of 0.5 percent. This section of the channel would include a series of drop structures to allow the profile of the channel to adapt to the proposed grade. The landforms in this area would be stabilized by removing the waste concrete and grading the area for various park uses. The plan includes an area near Cimarron and Costilla Streets that would be suitable for the creation of water quality treatment features. This location could provide water quality treatment for a portion of the downtown area that naturally drains to this site. The water quality improvements could include man-made wetlands and serve as attractive open space features, in addition to providing for water quality treatment.



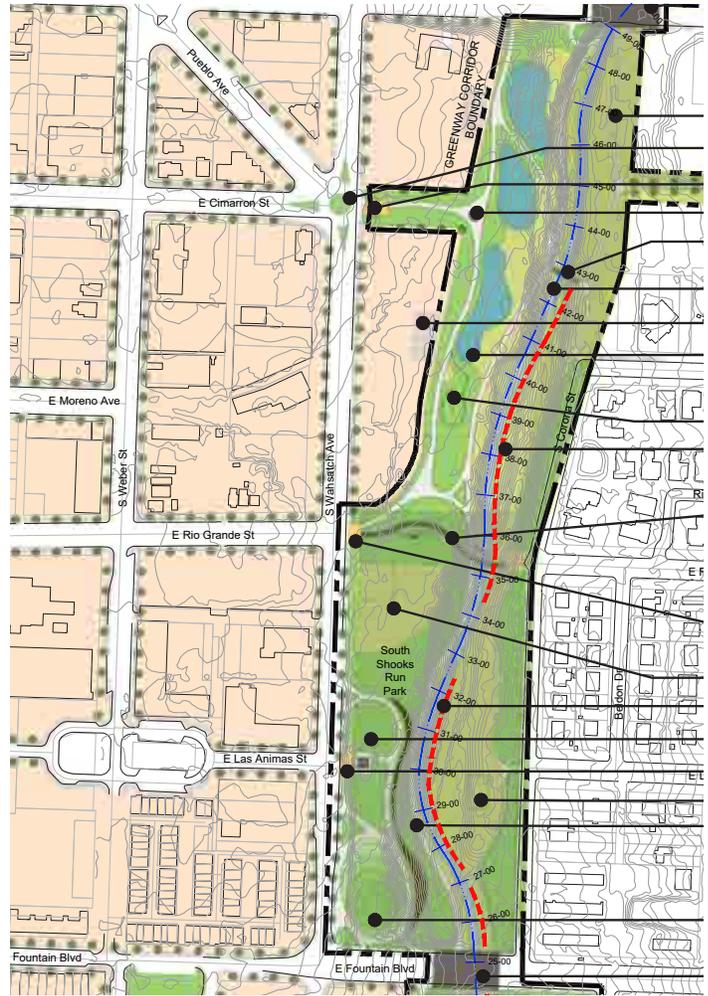
As this finished greenway example at Mill River Park in Stamford, CT illustrates, the natural and programmed park, linked by a central trail, creates value for recreation, water quality and a liveable city.

## PARKS, RECREATION & TRAILS

The plan proposes an expansion and enhancement of park and open space areas between Fountain Boulevard and Costilla Street, particularly on the west side of the channel. A series of gateways and entrances into the corridor would provide a gateway into the Shooks Run greenway for residents of the Lowell neighborhood and other neighborhoods, to the west of Wahsatch Avenue. It is anticipated that potential mixed-use developments to the west of the Shooks Run Corridor will include additional gateway features. The areas along and to the east of Wahsatch Avenue include a variety of park and recreation features, including open play fields, an amphitheater, play fields, children's program sites and notable vistas and viewpoint locations, looking east across the valley of the Shooks Run greenway. Areas of more formal and maintained parkland would flank Wahsatch Avenue, in proximity to areas of new development just to the west, and provide an attractive greenway edge for areas of new development. Areas located closer to the channel would feature more native or informal park and open space landscapes.

The concept of an "urban park" would be appropriate in this portion of the corridor. This feature, along with the development of residential neighborhoods that are active, walkable and include various amenities for residents and visitors, would have a positive impact on the southeast portion of Downtown. There are opportunities to provide secondary pathways within this park that serve a recreational purpose. Recreational features along the main Shooks Run trail and an east-west bike and pedestrian connection from Wahsatch Avenue across the Shooks Run channel to the intersection of Rio Grande and Corona Streets is feasible. This east-west connection along with new park amenities will help link the Hillside Neighborhood to downtown.

This segment includes designated access points to provide connections from Downtown and surrounding neighborhoods into the greenway. From Wahsatch Avenue, the greenway provides multiple visual connections, via these entry points, that will maintain the exposure of the greenway and prevent nearby developments from blocking views of the Shooks Run greenway. These entrances into the greenway provide purposeful extensions of street corridors from the west and provide distinct connections between the Shooks Run corridor and nearby street networks. This design feature will provide numerous locations for people in the area to access trails and components of the greenway along Shooks Run.



A Greenway offers multiple access points into the park that are highly visible from the public streets.



A destination element, like an adventure bike park could be a recreational amenity as well as a tourism draw along the greenway.

# C. URBAN WATERWAY SEGMENT: OPTION 1

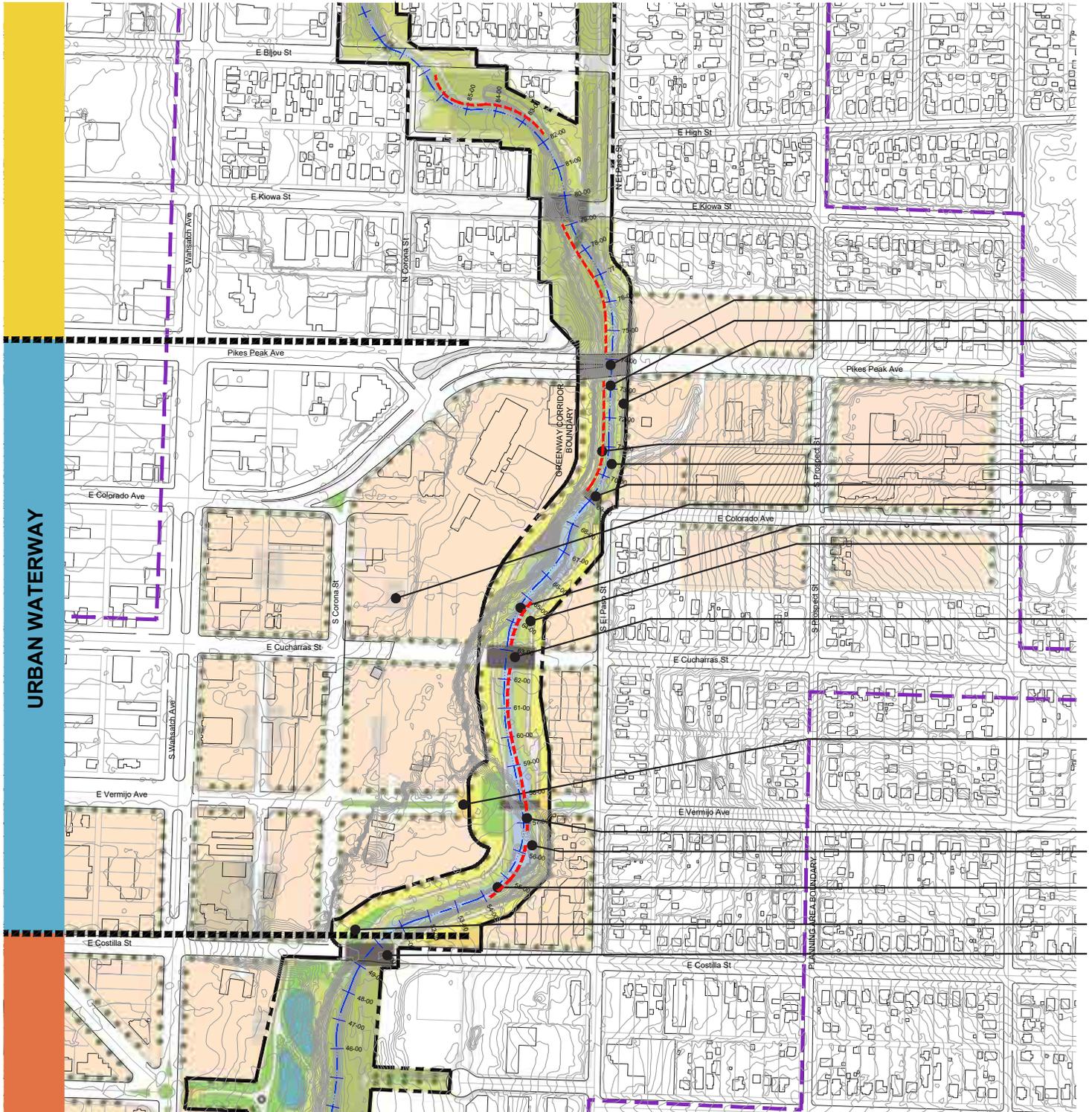


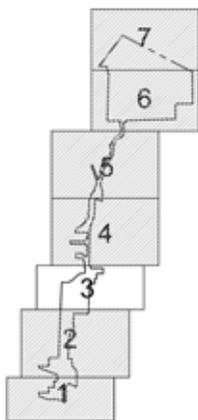
Figure 29: Detailed Segment #3 - Urban Waterway

-  BRIDGE
-  MIXED-USE LAND USE
-  PARK
-  EXISTING PARK
-  DRAINAGE
-  GREENWAY CORRIDOR BOUNDARY
-  TRAIL
-  PLANNING AREA BOUNDARY

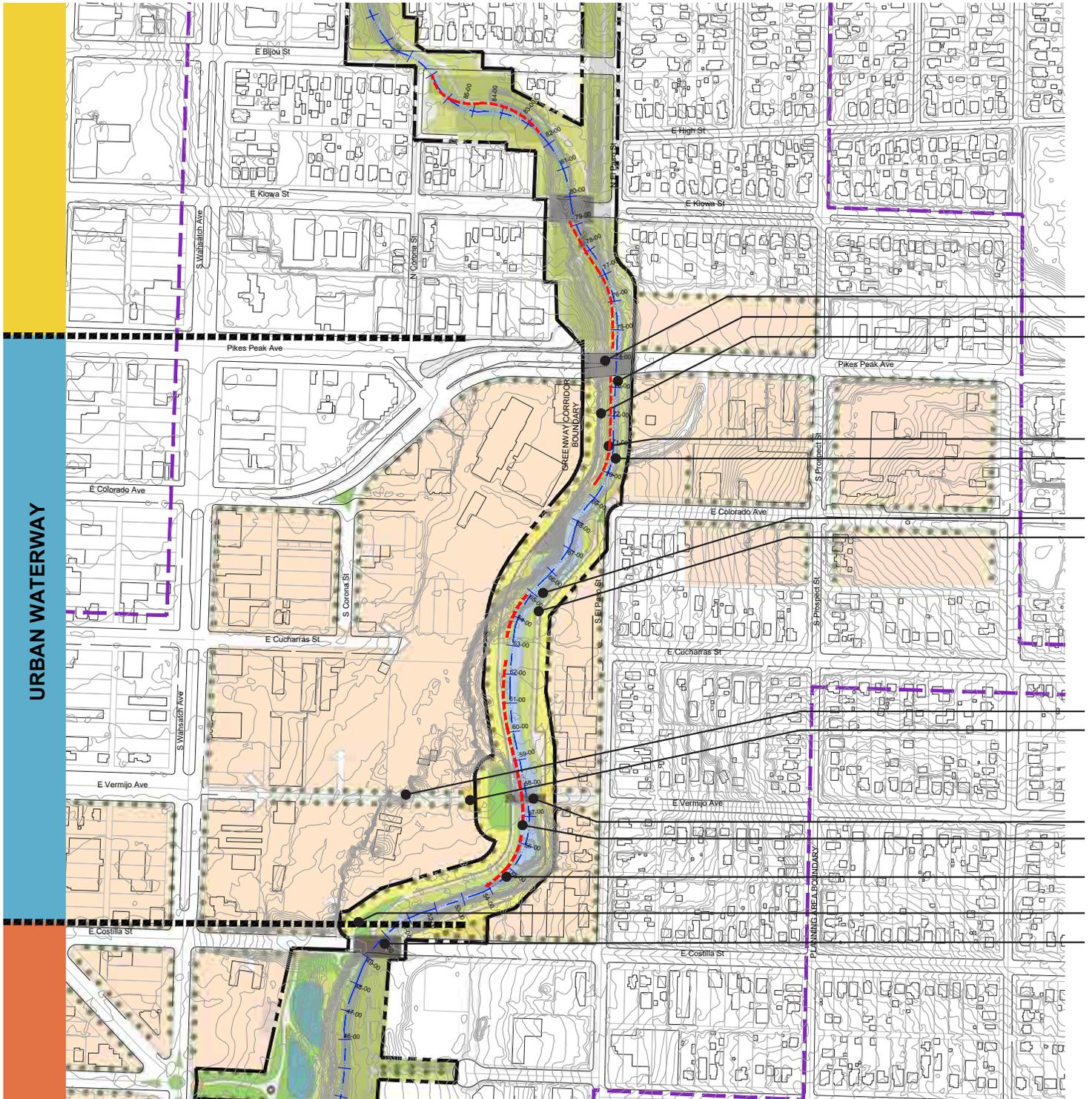
## INFRASTRUCTURE IMPROVEMENTS

- Costilla Street bridge replacement.
- New landmark bicycle and pedestrian bridge south of Vermijo Avenue connected with the urban park that terminates at Vermijo Avenue.
- New Cucharras Street bridge.
- Colorado Avenue pedestrian/bicycle bridge.
- Retain existing Pikes Peak Avenue bridge.
- Create a feature that would recirculate water in the Urban Waterway Promenade portion of the channel, in order to increase the level of water in Shooks Run.
- Continuous stream level multi-use trail with grade separated crossings.
- Street level promenade.
- Urban waterfront park.
- Landmark pedestrian bridge on E. Vermijo Avenue at street level, completing the connection.
- Extension of park areas to areas of nearby mixed-use development.
- Expanded park programs and activities.
- Park trails connecting from the Shooks Run channel to surrounding neighborhoods and the downtown area.
- Shooks Run low flow channel improvements.
- Channel side-slope grading, stabilization and retaining.
- Channel realignment, including a meandering of the channel to enhance the qualities of the greenway.
- Reconstruction of the channel gradient and profile.
- Installation of various drop structures within the channel.
- Maintenance access to the Shooks Run channel.

- Existing Pikes Peak Bridge to Remain
- Re-Circulating Water System
- Stream Level Pedestrian Path
- Relocated Channel
- Low Flow Channel
- E. Colorado Bike & Pedestrian Bridge
- On Site Water Quality
- Water Containment with Re-Circulation
- Urban Promenade:
  1. Lower Level Pedestrian Path - 12' Wide
  2. Retaining Walls
  3. Upper Level Pedestrian Promenade - 30' Wide
- Cucharras Street Bridge
  - 116' Span
  - Bridge Level 5976'
  - Path Level 5958'
  - Stream Profile 5956'
- Vermijo Urban Space Entry:
  1. West Side Entry Plaza with Programing
  2. Upper Promenade & Green Area Overlook
  3. Upper Level Connection
  4. East Side Entry
- Relocated Channel
- Landmark Promenade Level Bike & Pedestrian Bridge
  - Bridge Level 5958'
- Shooks Run Centerline
- Street Level Connection to Main Trail
- Costilla Street Bridge
  - 118' Span
  - Bridge Level 5957'
  - Path Level 5941'
  - Stream Profile 5939'



## C. URBAN WATERWAY SEGMENT: OPTION 2



## URBAN WATERWAY OPTIONS

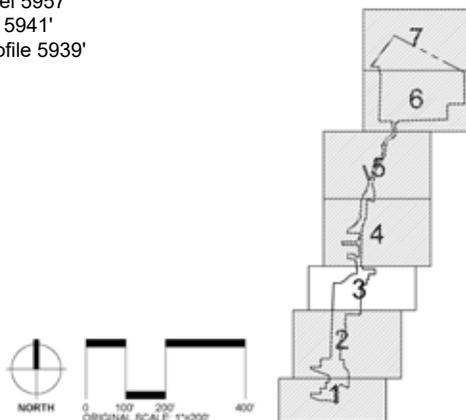
For the portion of the segment associated with the Catalyst Campus and Transit Mix sites, two alternative options are depicted (Option 1, pg. 70; Option 2, facing page).

The primary option maximizes multimodal public access through and across the existing Transit Mix site, including a public street crossing at Cucharras Street and the extension of South Corona Street to fully develop the street grid west of Shooks Run and south of Pikes Peak Avenue.

The second option (depicted on the facing page) does not include the crossing at Cucharras Street and allows for less of a public urban street grid west of the creek in this area. The purpose of this alternative is to accommodate redevelopment of the larger site as an integrated “campus style” project.

Depending on the nature of the redevelopment, a hybrid of these two options may be most desirable. In all cases, high quality public access to the creek corridor should be maintained. Visual and physical connectivity with the creek and surrounding greenway area should be encouraged. The treatment of the creek and channel area is the same in either of the depicted options. Public access to the greenway area is essential to the future redevelopment of the corridor, as bike and pedestrian routes are needed to create east-west connections and provide prominent access points to the greenway.

- Existing Pikes Peak Bridge to Remain
- Re-Circulating Water System
- Stream Level Pedestrian Path
  
- Relocated Channel
- Low Flow Channel
  
- Water Containment with Re-Circulation
- Urban Promenade:
  1. Lower Level Pedestrian Path - 12' Wide
  2. Retaining Walls
  3. Upper Level Pedestrian Promenade - 30' Wide
  
- Bike & Pedestrian Connection to Downtown
- Vermijo Urban Space Entry:
  1. West Side Entry Plaza with Programming
  2. Upper Promenade & Green Area Overlook
  3. Upper Level Connection
  4. East Side Entry
- Bike & Pedestrian Bridge
- Relocated Channel
  
- Shooks Run Centerline
  
- Street Level Connection to Main Trail
  
- Costilla Street Bridge
  - 118' Span
  - Bridge Level 5957'
  - Path Level 5941'
  - Stream Profile 5939'



- |  |          |  |                            |
|--|----------|--|----------------------------|
|  | BRIDGE   |  | MIXED-USE LAND USE         |
|  | PARK     |  | EXISTING PARK              |
|  | DRAINAGE |  | GREENWAY CORRIDOR BOUNDARY |
|  | TRAIL    |  | PLANNING AREA BOUNDARY     |

## TRANSPORTATION

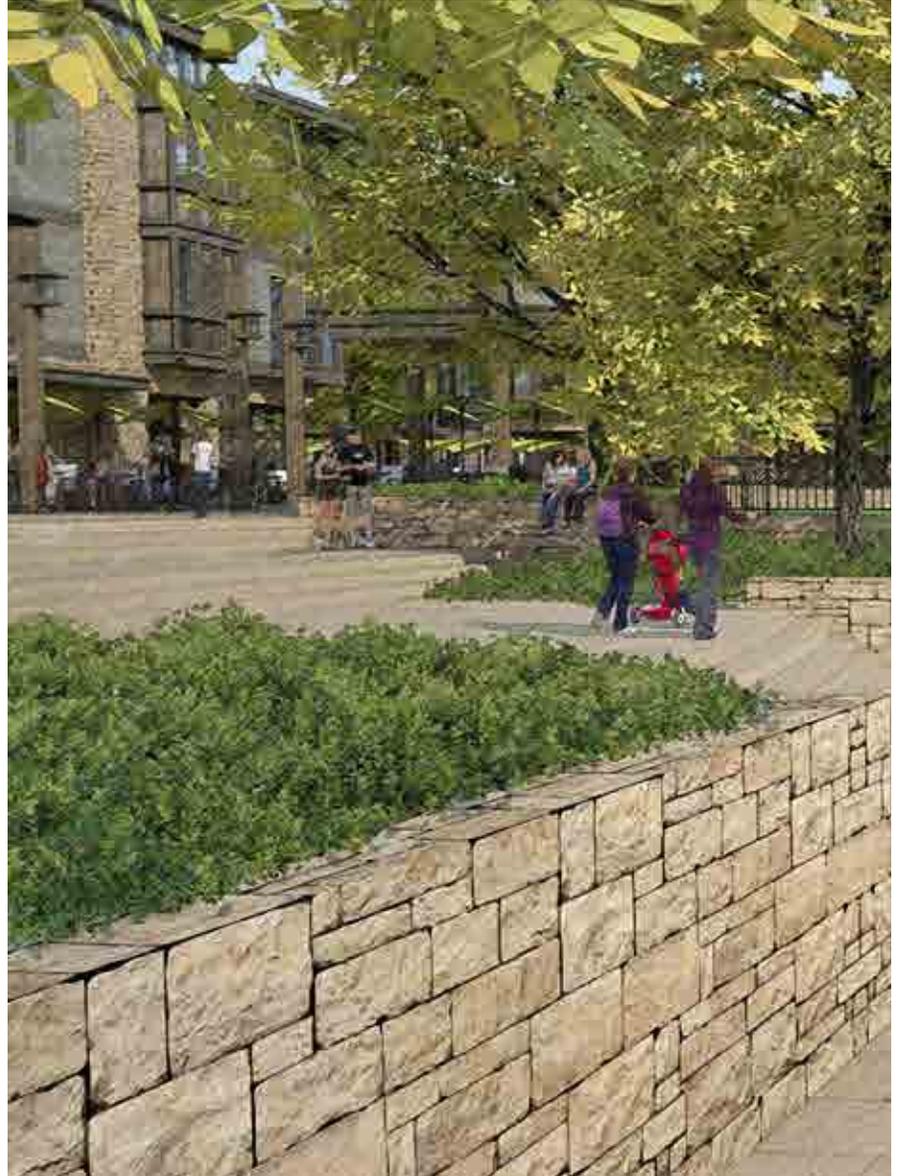
As redevelopment moves forward, the plan recommends the eventual reconnection of Cucharras Street across the Transit Mix property, from Corona Street to El Paso Street. This street corridor would logically serve as a key bike and pedestrian corridor, linking Downtown with areas to the east. It provides a direct connection from Memorial Park to important destinations downtown and can also serve as a connection across the Shooks Run corridor, between different areas of mixed-use development.

Enhancements to Vermijo Street in the vicinity of Transit Mix are detailed. Details include attractive streetscapes to facilitate redevelopment of this area.

The critical elements of the improved Vermijo, Cucharras, and Costilla corridors will create east-west connections and tie new development to the features of the Legacy Loop. Together, these streets will link the Midland Trail, America the Beautiful Park, the Olympic Museum, and the Shooks Run Corridor to the Olympic Velodrome in Memorial Park, creating an energetic series of east-west connections to the downtown area. The creation of a bicycle and pedestrian connection from the Catalyst Campus to the Shooks Run channel to the south and east is also anticipated.

## INTERACTION WITH NEW DEVELOPMENT

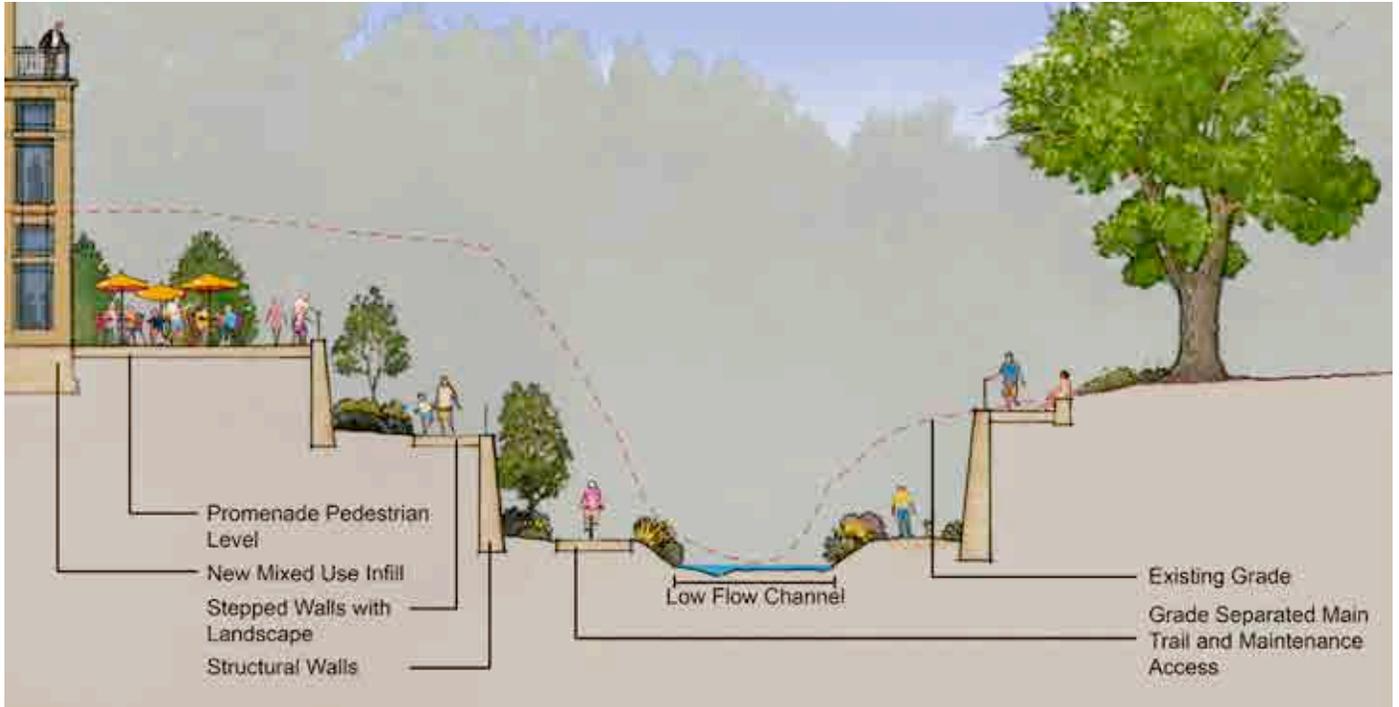
This section of the corridor provides the greatest opportunities for engagement and interaction between the channel and surrounding areas of new development. The plan anticipates that the Transit Mix property will be redeveloped into a variety of mixed-use development types. In addition, the construction of the Catalyst Campus and potential mixed-use development on the Gazette/St. Francis Campus will provide opportunities to tie the features of the Shooks Run greenway with surrounding areas of development.



Urban waterways have been successful generators of activity, vibrancy and attraction and offer a multitude of recreation activities.



An urban promenade along the water course will connect downtown immediately with the Shooks Run Channel.



## PROTOTYPICAL CHANNEL FROM COSTILLA STREET TO PIKES PEAK AVENUE

- Recirculation of channel water
- Drop structures to establish desired gradient
- Structural walls to retain urban channel
- Promenade pedestrian circulation with new mixed use
- Main trail at stream level

### URBAN STREET GRID EXTENSION

In addition to the reconnection of Cucharras Street, the completion of an urban grid of streets to the west of the Shooks Run channel, to provide a more cohesive framework for mixed-use development is anticipated. Corona Street would connect to the south, intersecting Costilla Street, and would be classified as a Significant Residential Street. Vermijo Street would extend to the east, serving mixed-use developments in the area.

### URBAN PROMENADE

Creating an urban promenade that includes a narrower greenway through the Urban Waterway area will help accommodate surrounding mixed-use development.

The plan envisions a series of promenades along both sides of the channel, along with public gathering plazas, that would connect directly to the water and surrounding areas of mixed-use development. A shift of the Shooks Run channel to the west, within the Transit Mix area is proposed, in order to provide sufficient areas of land for redevelopment to the east, between the channel and El Paso Street.



Urban promenades, like the Pier in Philadelphia, define city district edges and reconnect people with the natural drainages of the places they inhabit



An urban promenade is the nexus between the natural environment of the stream and the downtown area. It becomes a catalyst to encourage new land uses along this edge downtown Colorado Springs.

# D. RESIDENTIAL GREENWAY SEGMENT

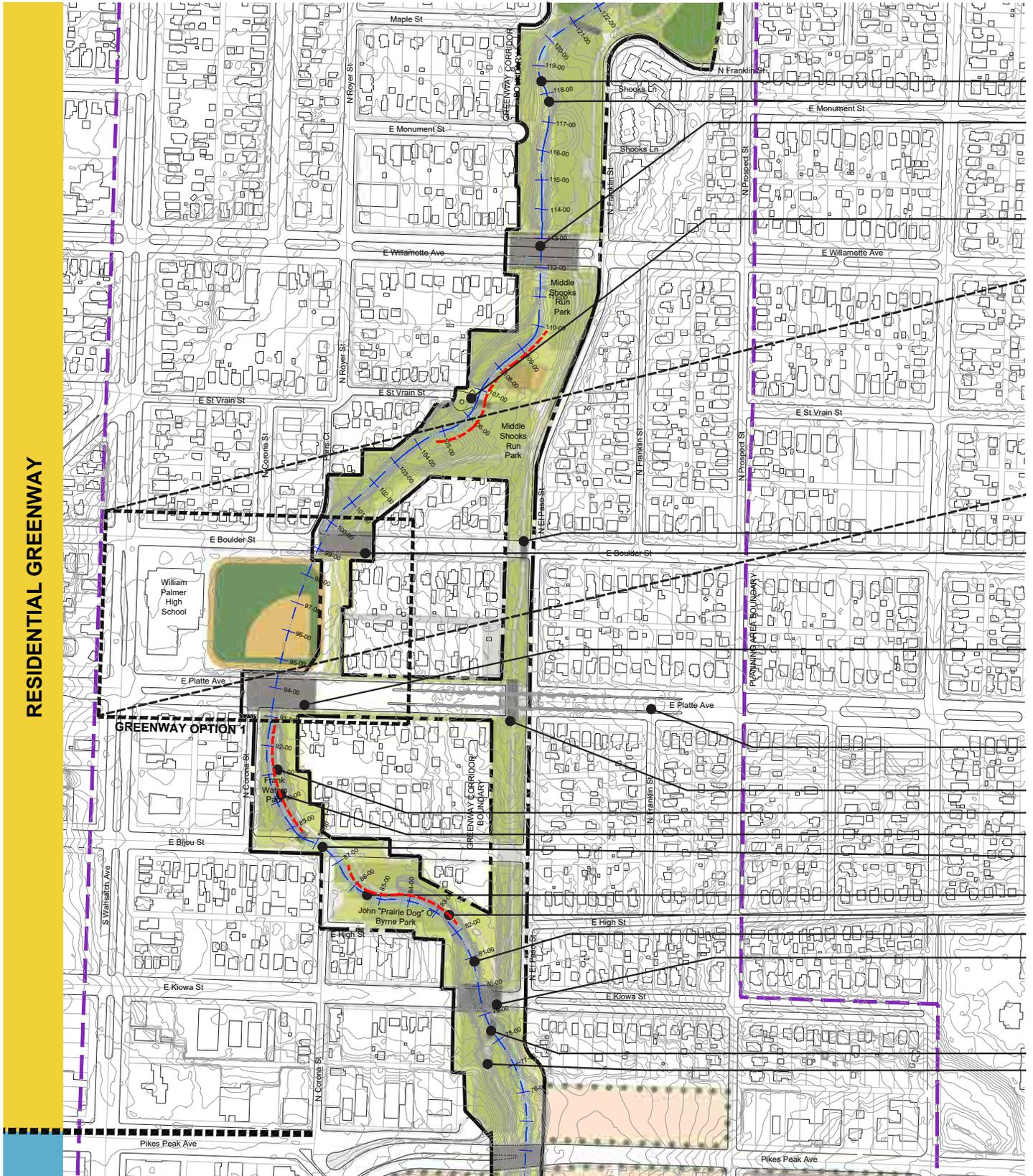


Figure 30: Detailed Segment #4 - Residential Greenway (continued on next page)

## INFRASTRUCTURE IMPROVEMENTS

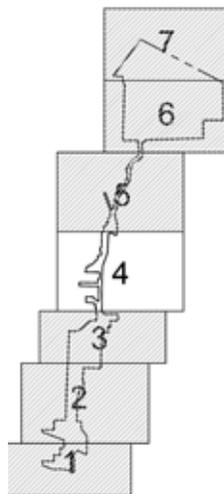
- Replacement of Willamette bridge.
- Replacement of St. Vrain Street culvert/bridge with new pedestrian/bike bridge with trailhead parking.
- Expansion of the greenway in the vicinity of Palmer High School.
- Replacement of the Boulder Street bridge.
- Replacement of Palmer High School culvert or daylight stream if consolidated PHS campus is possible.
- Replacement of Platte Avenue bridge and street elevation raised to match level of El Paso Street.
- Coordination with future Platte Avenue Corridor and East-West Mobility Needs Studies.
- Replacement of Bijou Street bridge with a new pedestrian/bike bridge.
- Improvements necessary to provide access to residential properties along Bijou Street impacted by the closure of the Bijou bridge.
- Expansion of the greenway in the vicinity of Bijou Street.
- Replacement of Kiowa Street Bridge.
- Replacement of the San Miguel Street bridge.
- Installation of a multi-use and grade separated trail along the Shooks Run channel

- Shooks Run Centerline
- Low Flow Channel
- Willamette Ave. Bridge  
117' Span  
Bridge Level 6015'  
Path level 5999'  
Stream Profile 5997'
- St. Vrain Replacement of Culvert with Bike & Pedestrian Bridge



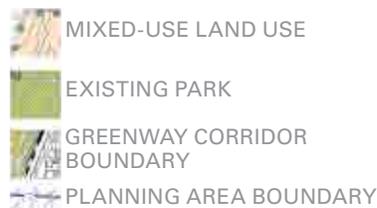
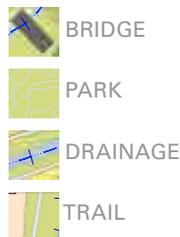
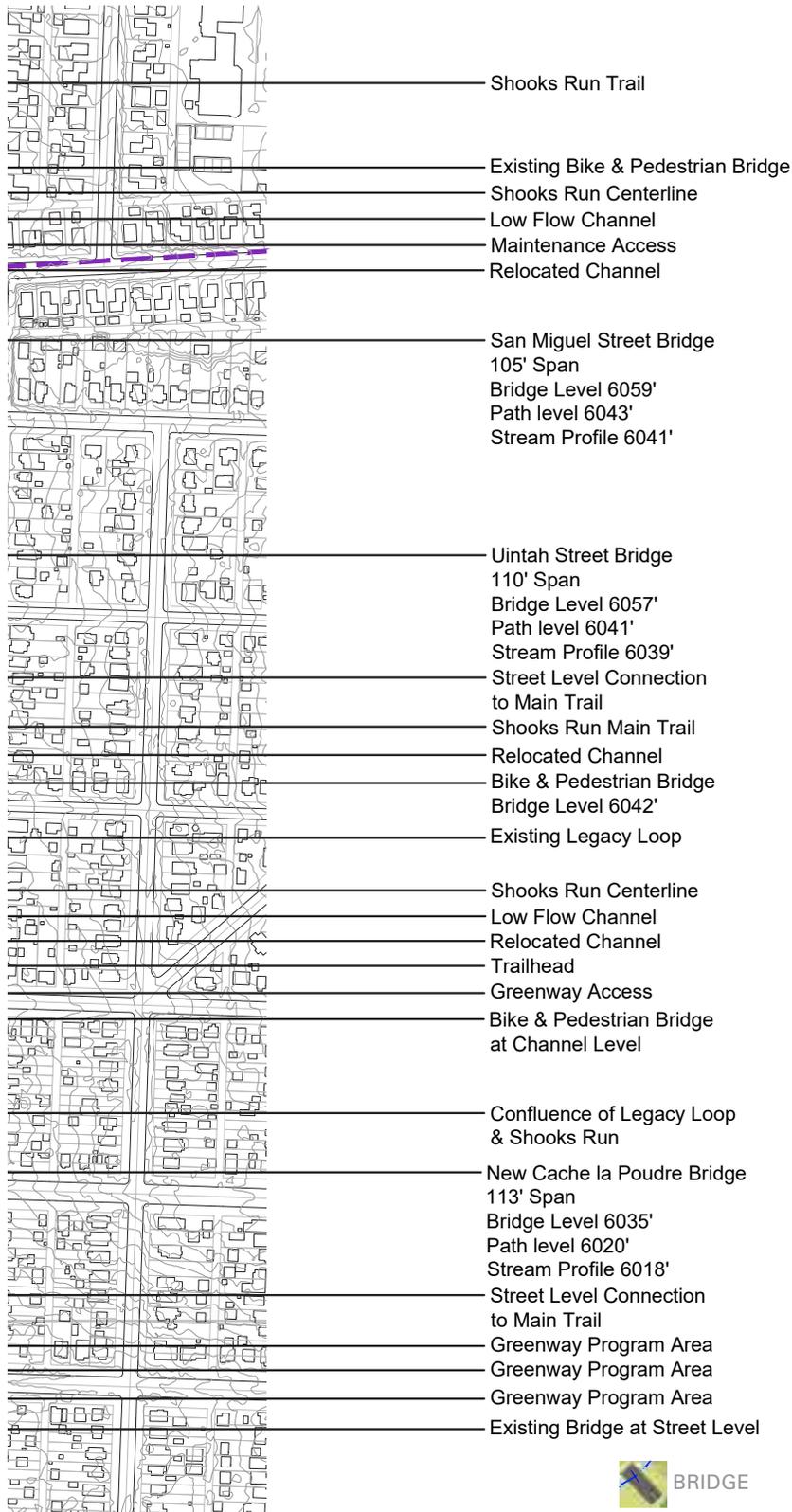
**CONSOLIDATED CAMPUS OPTION 2 WITH RELOCATED SPORTS FIELDS**

- Bike & Pedestrian Overpass
- Boulder Street Bridge  
108' Span  
Bridge Level 6002'  
Path Level 5986'  
Stream Profile 5984'
- Platte Ave. Bridge  
124' Span  
Bridge Level 5996'  
Path Level 5978'  
Stream Profile 5976'
- E. Platte Ave. Raised to Level of El Paso
- Bike & Pedestrian Overpass
- Shooks Run Main Trail
- Relocated Channel
- E. Bijou Bridge Replacement with Bike & Pedestrian Bridge
- Shooks Run Centerline
- Relocated Channel
- Low Flow Channel
- Kiowa Street Bridge  
133' Span  
Bridge Level 5982'  
Path Level 5964'  
Stream Profile 5962'
- Existing Bike & Pedestrian Bridge
- Maintenance Access

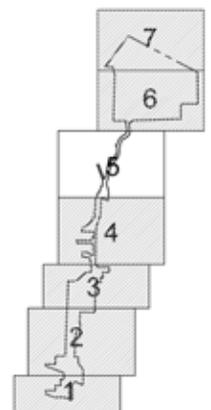


- BRIDGE
- PARK
- DRAINAGE
- TRAIL
- MIXED-USE LAND USE
- EXISTING PARK
- GREENWAY CORRIDOR BOUNDARY
- PLANNING AREA BOUNDARY





- Trail connections from the street level to the greenway below, at bridge locations
- Park trails added connecting to surrounding neighborhoods
- Shooks Run low flow channel improvements
- Channel side-slope grading, stabilization and retaining
- Channel realignment, including a meandering of the channel to enhance the qualities of the greenway
- Replacement of San Miguel Street bridge.
- Replacement of Uintah Street bridge.
- Replacement of Cache La Poudre bridge.
- Replacement of existing pedestrian/bike bridges.
- Reconstruction of the channel gradient and profile
- Installation of various drop structures within the channel
- Maintenance access to the Shooks Run channel



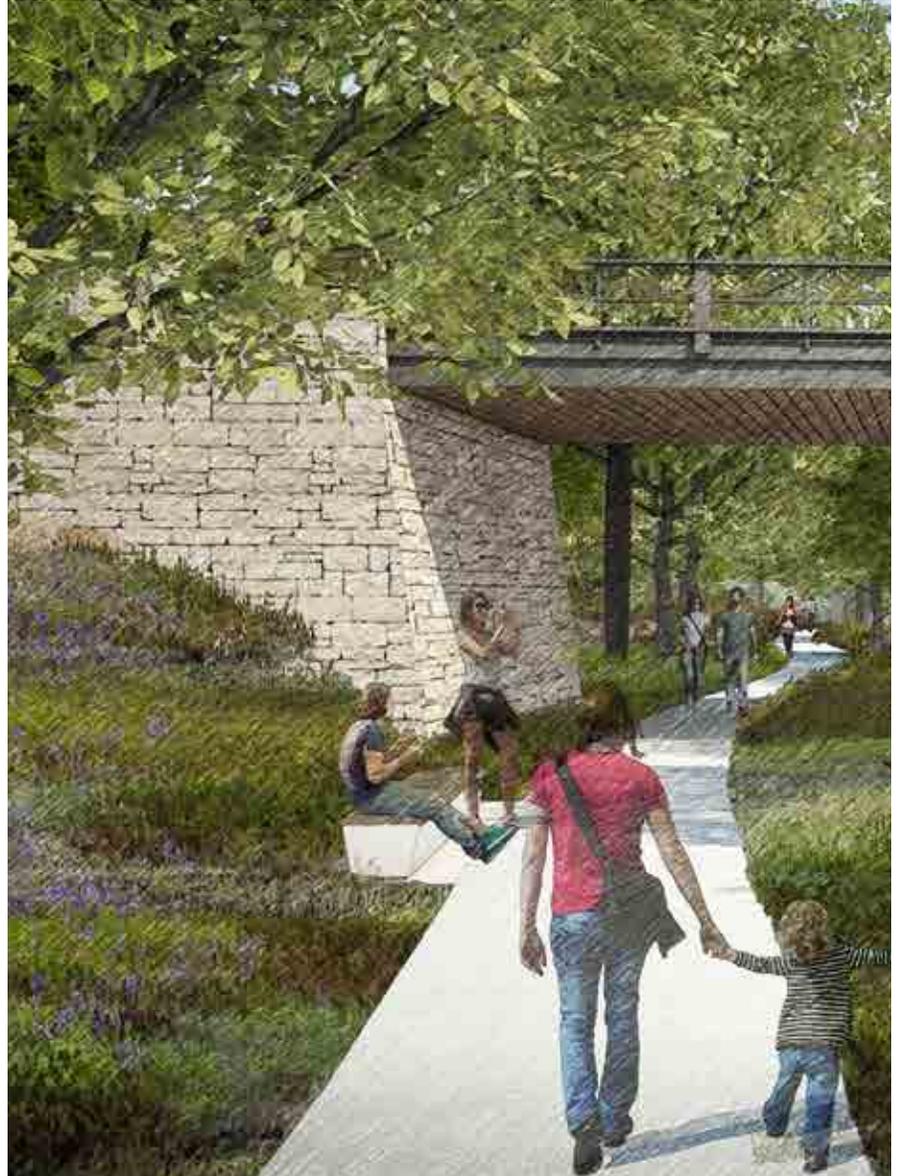
## TRANSPORTATION

The replacement of the bridges at Kiowa Street, Platte Avenue, Boulder Street, Willamette Avenue and Uintah Street will help facilitate improved connections from surrounding neighborhoods to the greenway. The design of these bridges will allow for passage of the multi-use Shooks Run trail in a grade-separated fashion, along with the safe passage of flood flows along the channel. The grade-separated nature of the trail, along with connections from the trail to nearby streets, will enhance the connections between neighborhoods and the greenway.

The Cache la Poudre Street bridge needs to be replaced and the overhead trail bridge structure that crosses Cache la Poudre should be removed. The design for this area would raise the level of Cache la Poudre Street in order to provide room for the passage of the Shooks Run trail under the bridge, in a grade-separated fashion. The overhead trail bridge that crosses Platte Avenue is a reused railroad bridge and, at the time Platte Avenue is redesigned, should be relocated or re-purposed within the Shooks Run corridor.

The existing bridge at Bijou Street needs to be removed in order to provide room for a sufficiently wide greenway along the channel in this area. Replacing this bridge represents a high cost for very localized and low volume traffic. The removal of this bridge would also prevent the movement of cut-through traffic through this neighborhood and thus would enhance the character of the surrounding neighborhood. A pedestrian/bike bridge will be added at Bijou Street. At the St. Vrain Street crossing, the existing culvert would be replaced with a pedestrian bridge that would not constrain the stream flow as it does today.

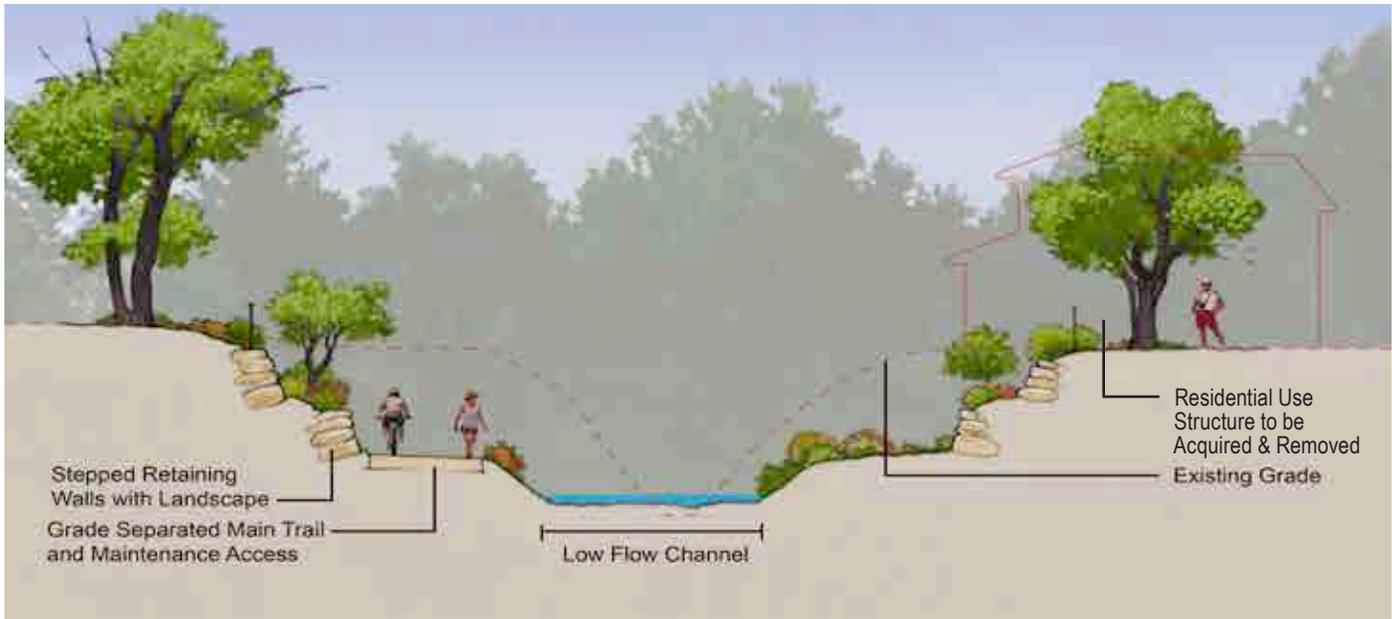
The designation of Platte Avenue as a Parkway Street will define the character of this important corridor. Standards for residential streets in the area, including the installation of bike lanes and other pedestrian features, will provide for improved and safer connections from neighborhoods to the Shooks Run corridor.



In some cases, bridges at stream level allow crossings above the channel to sections of the greenway park

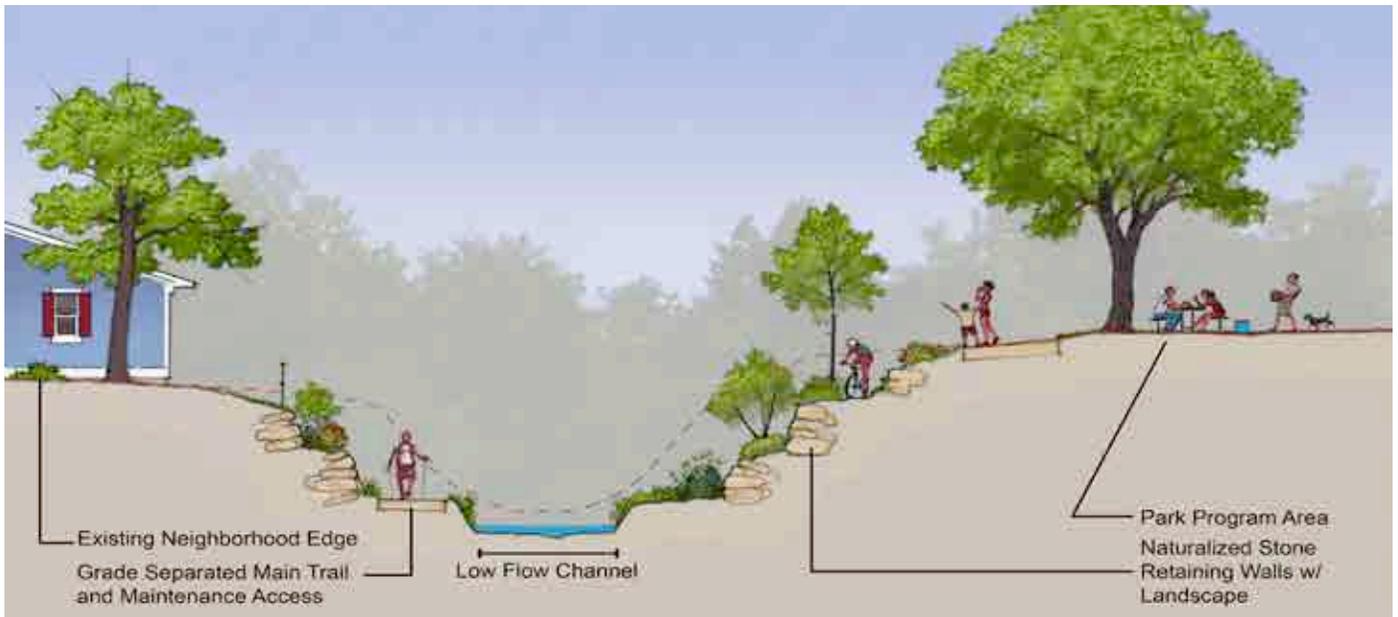


The residential segment of the corridor will be characterized by wider bridge spans, grade separated multi-purpose trails and in some locations raising the stream channel, making Shooks Run a corridor of neighborhood connectivity north and south as illustrated. Additionally, street level connections to the neighborhoods and streets occur at many street crossing points.



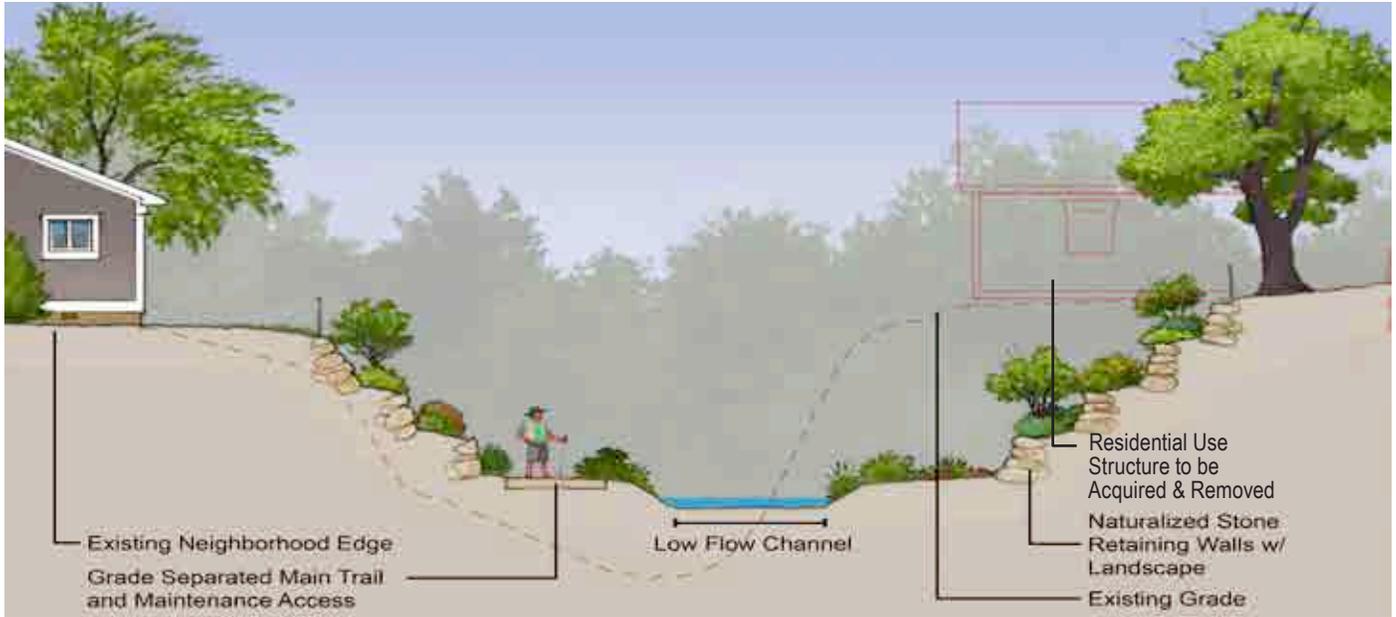
## PROTOTYPICAL CHANNEL FROM PIKES PEAK AVENUE TO BOULDER STREET

- Drop structures to establish desired gradient
- Naturalized retaining walls to retain channel
- Main trail at stream level



## PROTOTYPICAL CHANNEL FROM BOULDER STREET TO CACHE LA POUDE STREET

- Drop structures to establish desired gradient
- Naturalized retaining walls to retain channel
- Main trail at stream level



## PROTOTYPICAL CHANNEL FROM CACHE LA POUFRE STREET TO PATTY JEWETT GOLF COURSE

- Drop structures to establish desired gradient
- Naturalized retaining walls to retain channel
- Main trail at stream level
- Channel elevation raised to minimize effect on adjacent properties

The existing Legacy Loop Trail crossing at Uintah Street has been identified as a crossing in need of improvement, due to the safety conditions conflicting with automobiles, bikers and pedestrians. A grade separated bridge crossing should be considered in the future.

### DRAINAGE & STREAM ENHANCEMENT

Generally, the proposed channel will raise the invert elevation of the flowline in order to minimize the width of the corridor while allowing for the stream corridor to be visible from surrounding neighborhoods.

### FUTURE DEVELOPMENT

During the community engagement process, the City received comments expressing interest in potential repurposing of the School District 11 (D-11) administration complex. A portion of the site could be redeveloped as various forms of mixed-use development. This designation allows for flexibility in how this area could change or be developed in the future. In addition, the area around the D-11 campus could include a new trailhead facility for the Shooks Run greenway. To the north of Cache La Poudre Street, a continuous greenway along the Shooks Run channel, to the north and east (toward the Patty Jewett Golf Course), could be created.

## PARKS, RECREATION & TRAILS

The Residential Greenway area will include the enhancement of existing park areas, as well as the extension of greenway elements to the Patty Jewett area. The trail extension to the golf course would include a greenway corridor of 80 to 110 feet in width to accommodate the hydraulics of the channel, as well as side-slope improvements and connections to provide for maintenance of the channel and trails along Shooks Run. The most important change in this section of the corridor is the installation of a trail system. The plan recommends expanding the footprint of the greenway between Kiowa and Bijou Streets, through the potential acquisition of non-residential properties to the west of El Paso Street. With the removal of the Bijou Street bridge, the greenway will continue through this area as a naturalized stream feature and an uninterrupted greenway.

The plan anticipates the installation of a series of pathways from nearby streets to the main greenway trail at several locations. For example, the greenway would include side-paths that would connect from the stream level to the street level at locations where street bridges cross over Shooks Run, and additional pathways and connections for pedestrians in North Shooks Run Park. A main trailhead along the west side of the D-11 property will complement the Legacy Loop trail and provide a mid-point trailhead location that will provide access to the trail system.

The ongoing design and implementation of the greenway concept will incorporate facilities and features that allow for public education about creeks, riparian areas, and related features along Shooks Run. The final design of the greenway could include educational displays that address the history of the railroad along the corridor, the story of John "Prairie Dog" O'Byrne, and other historical and cultural resources in the area.

The greenway could also include a range of public art and related aesthetic elements, to provide a distinctive look and feel along the corridor.



This rendering illustrates the character north of Boulder Avenue, with the grade separated main trail.

Together, these key features of the greenway will strengthen nearby neighborhoods and engage residents with the greenway. The greenway will also help resolve public safety concerns along Shooks Run.

To the north of Boulder Street, the creation of additional park space amenities in the areas encompassing Middle Shooks Run Park are articulated. In particular, areas to the west of the channel that currently do not have amenities would include additional park facilities and enhanced program areas for public use.

To the north of Cache la Poudre Street, a continuous greenway along the Shooks Run channel, to the north and east, toward the Patty Jewett Golf Course could be created.

## PALMER HIGH SCHOOL AREA

There are unique circumstances in the Palmer High School area which add to the complicated infrastructure design. The implementation approach for the Platte Avenue East-West Mobility Corridor is the most significant issue. Other factors include ownership, lack of clarity in terms of maintenance responsibility, and the lack of available campus space for the high school. This area will remain an area for special consideration as detailed plans evolve for implementation.

Two options to implement the Corridor Vision are suggested for the Palmer High School vicinity:

1. The first option, illustrated in the plan, is to maintain the large culvert below ground and install a multi-use trail as part of the greenway concept along the eastern edge of the property in a manner that minimizes impacts to Palmer High School's programming needs. This would allow for the continuation of the main trail with grade separated crossings, but not adjacent to the creek or at the width most desired for the design of a greenway.
2. The second option, includes the possible relocation and consolidation of Palmer High facilities on other properties in the vicinity of the high school campus. This would allow the area currently used for the high school practice fields to become part of the greenway. This strategy would allow for the daylighting of the Shooks Run channel that currently passes underneath the practice fields. It would also provide sufficient area to develop a wider greenway, along with adjacent park facilities, in the portion of the corridor between Boulder Street and Platte Avenue. This approach would also provide additional access to the channel for maintenance.

In addition to these two options, a small group of other alternatives were also identified. These shift the Shooks Run channel either east or west. All of the options discussed will be considered when this area is studied further. This effort may occur during the Platte Avenue Corridor Study, discussed on pg. 21.



Palmer High School  
Source: Wikipedia

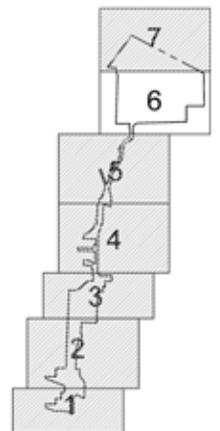
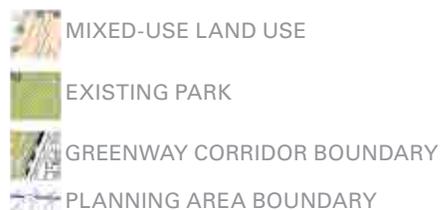
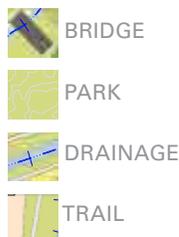
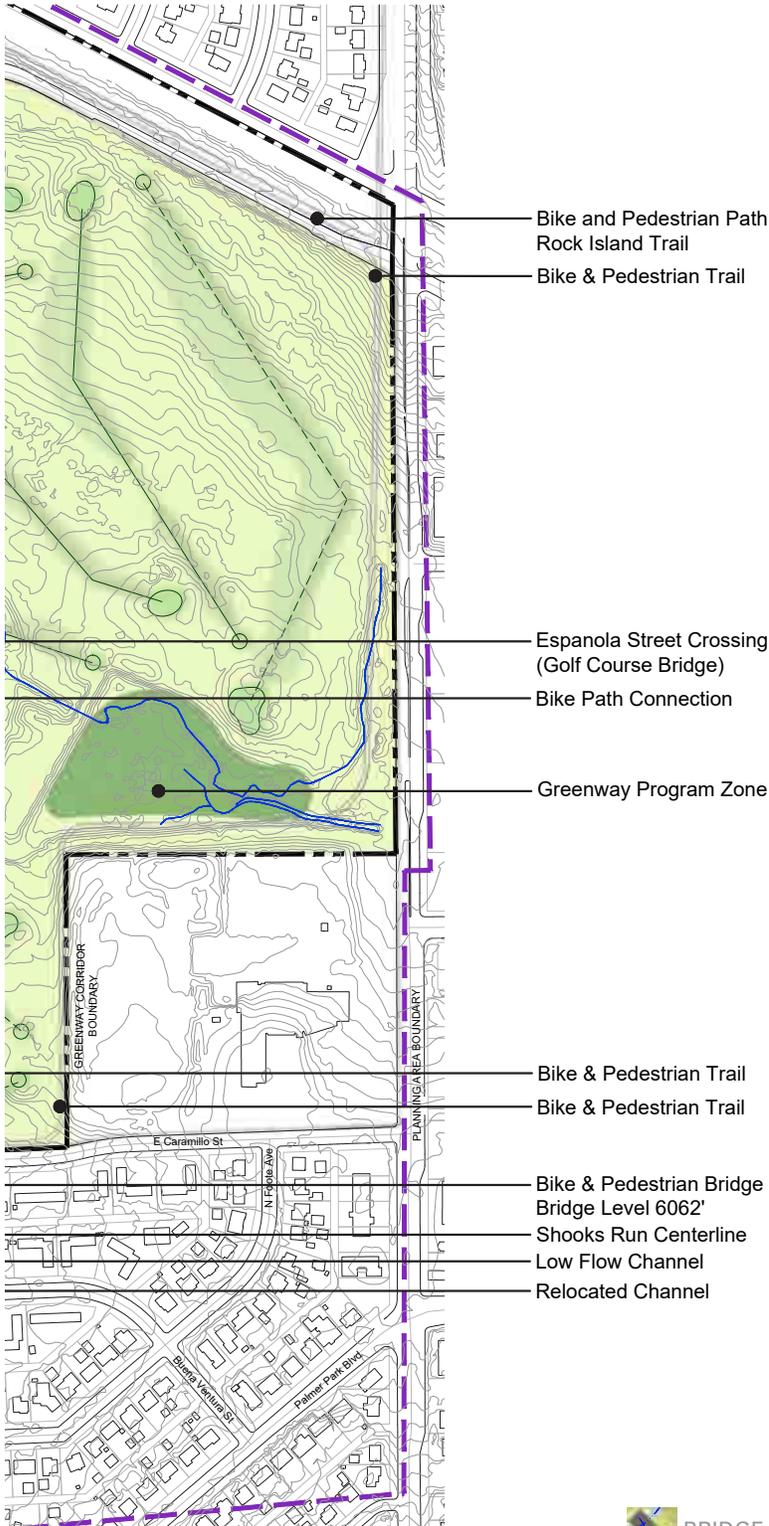
# E. HEADWATERS SEGMENT



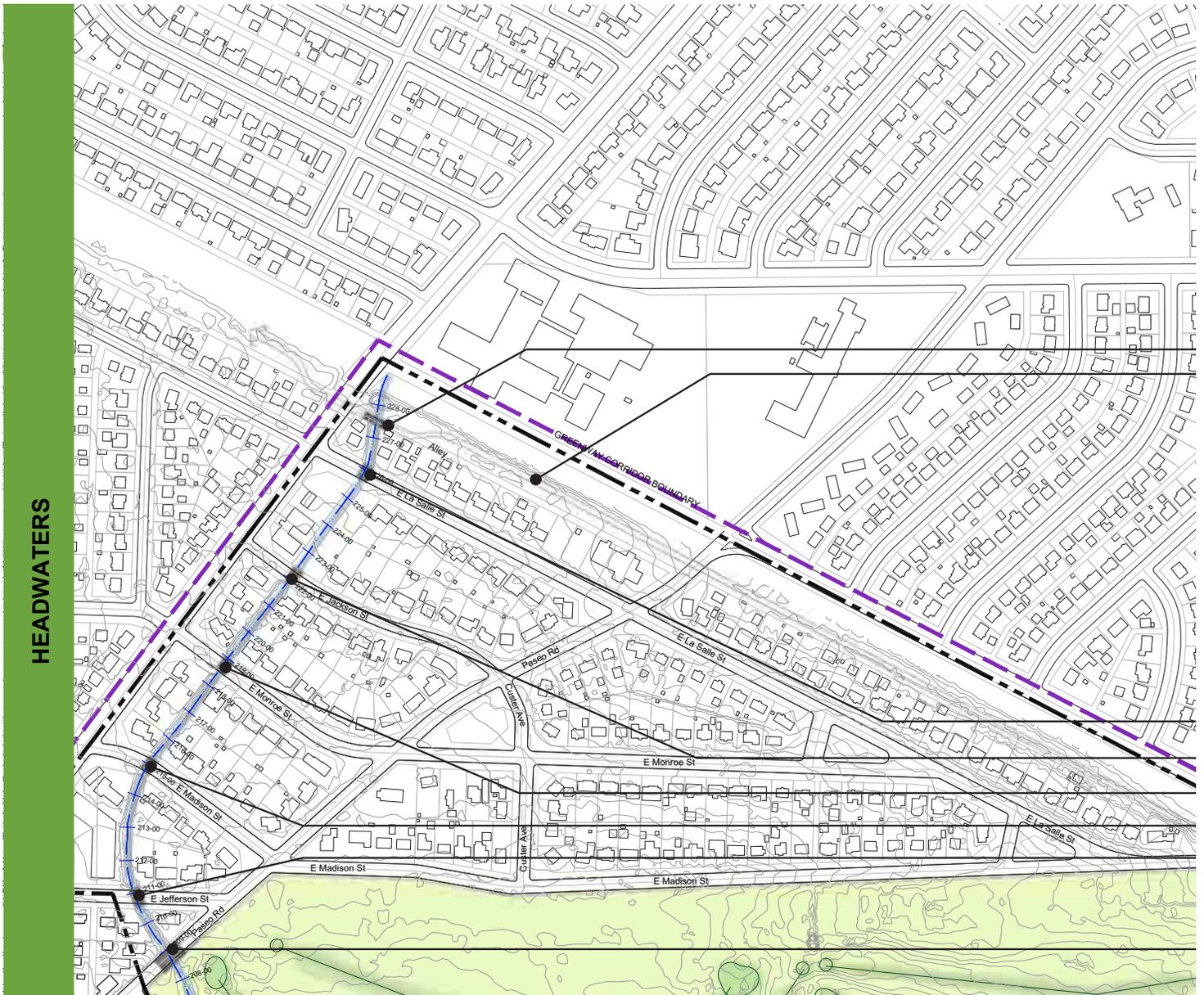
Figure 31: Detailed Segment #5 - Headwaters (continued on next page)

## INFRASTRUCTURE IMPROVEMENTS

- Replacement of culvert crossings at Constitution Avenue, La Salle Street, Jackson Street, Monroe Street, Madison Street and Jefferson Street crossings.
- Greenway program element in the eastern portion of the Patty Jewett Golf Course.
- Installation of new multi-use trail along the southern and eastern perimeter of the golf course to the Rock Island Trail.
- Installation of new multi-use trail along the southern and western perimeter of the golf course, as far north as Espanola Street - allowing connection to the Legacy Loop along Espanola.
- Shooks Run low flow channel improvements.
- Channel side-slope grading, stabilization and retaining.
- Maintenance access to the Shooks Run channel.



## HEADWATERS SEGMENT (CONTINUED)



### DRAINAGE & STREAM ENHANCEMENT

Within the golf course, the concrete channel that contains the stream has been removed and replaced with a natural channel. This effort resolves a number of issues that have impacted the golf course area in the past, including aesthetic issues, erosion of the banks of the channel. The plan calls for the replacement of the drainage crossings at Constitution, LaSalle, Jackson, Monroe, Madison, Jefferson, and Paseo streets with new culvert structures to safely convey the stream under the various roadways. Within the golf course, the existing conditions of the channel are sufficient to provide for maintenance access.

### PARKS, RECREATION & TRAILS

The Headwaters segment, encompassing the Patty Jewett Golf Course area and the immediate vicinity, could include a trail alignment along the south and east sides of the golf course, in order to connect the Shooks Run Greenway to areas directly north and east. A trail along the west side of the golf course could connect to Espanola Street, the main entry into the Patty Jewett Golf Course. An opportunity for various park or wetland enhancements exists on the eastern portion of the Golf Course, an area currently not used for golfing.

Connectivity will be improved from downtown to other areas in Colorado

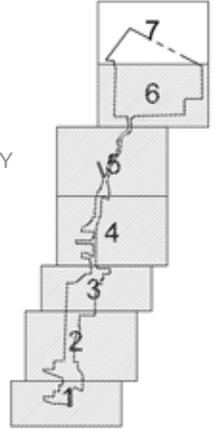


-  BRIDGE
-  PARK
-  DRAINAGE
-  TRAIL
-  MIXED-USE LAND USE
-  EXISTING PARK
-  GREENWAY CORRIDOR BOUNDARY
-  PLANNING AREA BOUNDARY

Bike & Pedestrian Bridge  
 Bike & Pedestrian Path  
 Rock Island Trail

E La Salle Street Crossing  
 E Jackson Street Crossing  
 E Monroe Street Crossing  
 E Madison Street Crossing  
 E Jefferson Street Crossing

Paseo Road Bridge  
 (currently being replaced)



Springs and this will enhance the overall trails system, better serving the broader community and the region.

The trail that follows the Shooks Run greenway north to Patty Jewett Golf Course will include two branches to the north. The eastern leg of this multipurpose trail will follow the southern and eastern edges of the golf course and will then continue north along Union Boulevard. This leg will eventually connect with the Rock Island Trail at Constitution Avenue and could be extended farther to the north along Union, connecting with Palmer Park.

The western leg of the trail will follow the southern and western edges of the golf course and will terminate at Espanola Street. This trail segment will enhance connectivity to neighborhoods and the Legacy Loop, located to the west of the golf course and will further enhance Espanola Street as the main gateway into the Patty Jewett facility.





## VII: IMPLEMENTATION



## IMPLEMENTATION

The overall implementation strategy provides the City with information and tools to guide the completion of improvements and represents one of the most important elements of this plan. The implementation approach defines the resources needed to complete projects, provides conceptual cost information in order to guide budgeting

and funding efforts, outlines a system to prioritize improvements, and provides information on how to best phase and package improvements. This approach must continue to provide the City flexibility in order to adapt as conditions and information changes.

### A. SUSTAINABLE INFRASTRUCTURE PLAN PURPOSE & OVERVIEW

A key component of implementation will be the Sustainable Infrastructure Plan (SIP). It will be a tool the City will use to manage and schedule the implementation of the community vision defined in this FMP. It will function as an adaptive roadmap for the next and ongoing steps that move the Shooks Run improvements forward.

The SIP will be flexible and adaptable so the community and City can take advantage of the anticipated changes that will occur during implementation. In addition, with this tool, the City will be able to better respond to opportunities that will emerge with other organizations and the private sector over the next 50 years.

The major components will include: an executive summary, policy and practice recommendations, priorities, strategies, project information and conceptual cost estimates, along with other pertinent data.

The SIP will be managed and updated by City staff with oversight provided by the Mayor's office. Per the normal operating procedures of the City, funding allocations will be made through City Council.

Both the FMP and SIP will be valuable both other organizations and the private sector. These groups, which include Colorado Springs Utilities, Downtown Partnership, property owners and others, will be able to obtain information to help them clearly see the emerging long term plans for the Shooks Run area. In addition, the SIP will enable the City to communicate the implementation plan so that public and private improvements can be coordinated and scheduled.

#### **THE CITY WILL USE THE SUSTAINABLE INFRASTRUCTURE PLAN IN THE FOLLOWING WAYS:**

- To facilitate City interdepartmental collaboration
- To understand improvement needs and priorities
- To pursue funding and budgeting for improvements
- To adapt to the anticipated changes as quickly as possible
- To assist the coordination with the public sector

## B. PRIORITIES STRATEGY

The SIP will identify discrete projects and strategies the City will use to prioritize these projects. A variety of factors will influence the prioritization strategy including:

- Ensuring public safety from the direct hazard of flooding or structural failure
- Existing condition of infrastructure
- Implementation in an orderly and logical allocation consistent with funding
- Completing existing City initiatives (e.g. Legacy Loop)
- Opportunities to encourage, enhance or respond to market forces that economically benefit the community and City
- Multiple benefits of departments partnering related to funding and coordination
- Opportunities to partner with private entities on a project
- Types of funding available, as well as their timing

## C. CONCEPTUAL COST ESTIMATE

The conceptual cost estimate, completed as part of the SIP, will help the City develop funding requests and budget for potential improvements, over time. A combination of information and assumptions gathered from the City, Colorado Department of Transportation (CDOT), and Urban Drainage & Flood Control District in Denver informed this document. It includes an inflation factor table that will assist the City in adjusting cost estimates for particular projects, given assumptions concerning inflation over time.

The estimate will include breakdowns by segments along the corridor to assist the City in implementing projects in particular areas. The conceptual cost estimate defines the magnitude of the project in total, but detailed project design will define more precise costing. The budget for the scope of the project as defined will likely require \$300 million - \$400 million to implement (see Appendix C: Corridor Cost Estimate).

## D. PHASING STRATEGY

The SIP will include an initial phasing strategy, including a variety of small-scale and larger-scale packages of recommended improvements. The corridor includes some locations where the completion of larger projects is more logical, and others where smaller scale projects are more likely to move forward initially. Phasing strategies will depend upon the responsibilities

of various City departments and other agencies for particular improvements (bridges, drainage, etc.). The SIP will allow for flexibility in the phasing of improvements so that the City can adjust strategies as needed. The synthesis of the prioritization strategy with other factors means that the phasing strategy will remain dynamic over time.

## E. PROJECT SCOPE & COORDINATION

The execution of this plan will require the resources and capabilities of many City departments. The bundling of projects and combining of elements will be necessary, as there is a high degree of interdependence between plan components. For example, the scope for the replacement of a specific bridge will include other aspects, such as the installation of a multi-use trail along with the bridge completion, in order to fully define the appropriate design of the project.

The elevation of drainage channels, bridge crossings and trails need to be carefully coordinated. Likewise, greenway program areas and areas noted for the potential for land use change are dependent on the channel locations and the design of particular corridor right-of way sections.

Projects cannot be completed in isolation. They will need to be informed by communication and coordination among various groups, creating the integration necessary to complete successful projects and realize the full vision for the entire corridor.

Utilizing comprehensive design and management will ensure corridor projects are implemented in a consistent and coordinated way. Drainage improvements, pathway improvements and connections to the street influence the geographic limits of the individual projects. This process will require a greater level of coordination than conventional projects.

The following will guide the project completion process:

1. Reviewing the Corridor Facilities Master Plan (FMP) and SIP for suggested project limits and constraints.
2. The full implementation group will engage in the definition of scopes for project limits and for construction of projects planned in the corridor.
3. A coordinated capital budgeting process will precede project design. The longer range view of the financial requirements of each project will be considered with project implementation.

4. Various City departments involved in a particular project will assess requirements for communication and arrive at a full understanding of project requirements. The departments will then determine a coordination plan for each project.

5. The implementation process will define responsibilities for the completion of various project components.

Management of the anticipated changes and opportunities that are going to occur in the next 50 years will be important to accomplish the vision. It is expected that projects conducted by the City and private sector may require adjustments to the FMP. As guidance for management of these changes, items such as prioritization, phasing, the funding of contingencies, legislative requirements and managing the presence of existing infrastructure identified as threats to public safety may be implemented in alternative ways by meeting the following objectives:

- The project will not impair the overall vision of the Shooks Run Corridor.
- The City is sufficiently convinced that the project is in the best interests of the corridor and understands that there are significant barriers to completing a more comprehensive project approach.
- The group implementing the project has made all other appropriate parties aware of the need to adapt the implementation process.
- The project will not preclude other projects outlined in this plan if it is implemented.
- Project reviews will ensure that all options for enhancing funding for the project have been exhausted, and that by proceeding, funding for other projects in the corridor will not be jeopardized or precluded.

If the above objectives can be satisfied, then an individual project may proceed to implementation without leveraging a fully coordinated implementation effort. Even in these situations, it will remain crucial for City departments and all other affected parties to continue coordinating, in order to arrive at the best possible project outcome.

## F. FUTURE RIGHT OF WAY & LAND RESERVE STRATEGY

The land necessary for improvements and facilities includes publicly owned land, such as rights of way for streets and utilities and developed park land, as well as a variety of privately owned developed and vacant properties. There is currently a lack of clarity and some confusion concerning capital improvements and maintenance responsibility along the corridor because approximately 40% is privately owned. The following strategies have been developed to guide future improvement implementation. Acquisition of land will be reserved by the following methods:

### CITY OF COLORADO SPRINGS REAL ESTATE MANUAL

This manual (*The City of Colorado Springs Procedure Manual for the Acquisition & Disposition of Real Property Interest*) defines City policy and describes the procedures used for the purchase and acquisition of public purpose land. Improvements would rely on the powers, process and procedures defined in this manual for successful implementation. Specific areas of consideration are defined below:

- Easements may be granted by the property owners affected by the improvements and may be used for maintenance of drainage ways, bridges, roadways and parklands. Easements may also be reserved for the use of pedestrian trails and bike paths, drainage facilities, utilities, and many aspects of the public infrastructure improvements outlined.
- The City will need to acquire private land for public purpose needs included in the plan. Acquisitions will be used to accommodate planned facilities along Shooks Run and may occur in advance of the anticipated improvements. Since many areas along the corridor are already developed, some private property must be acquired to implement essential safety measures, storm water channel maintenance, and the construction of drainage, bridge, roadway, and park projects. The amount and extent of the property requirement is not precisely defined in this FMP, as it is highly dependent on the detailed design of each project.
- Right-of-way acquisition will be required for implementation. Where needed, future rights of ways are generally identified and may be acquired in advance of any improvements. Where there is anticipated involvement of State or Federal agencies, right of way acquisition shall follow the procedures of the applicable agency.

### REDEVELOPMENT & SUBDIVISION

- The reserve of lands subject to the details of this plan is a prerequisite for development of facilities. Therefore, acquisition and ownership by the City in advance of

individual projects may be required. Land use and subdivision approvals shall consider the proposed boundaries and uses contained in the plan. Where it is determined that a conflict exists between this plan and other proposals for land use or subdivision, a complete review of the conflicting situation should occur. The intent of this plan is to identify the land areas required for the facilities and ensure that they be reserved.

### PROPERTY OWNERSHIP OPTIONS

Changes to property ownership along the channel may be necessary to fully implement the Shooks Run Vision. The City and the private sector have several ways to manage property in the corridor, when implementing portions of the plan:

- Properties along and near the channel may remain privately owned. The private property owner would continue to have responsibility for maintenance of the channel and the City would enforce compliance with maintenance regulations.
- Properties along the channel could remain privately owned with easements granted to allow access for maintenance. A new type of district in the Shooks Run area could provide the funding source for such maintenance and operations.
- Properties along the channel could remain privately owned, but the City could gain easements on to properties to complete necessary maintenance of the channel area. In this case, the City would assume responsibility for improvements and maintenance
- The City could acquire properties and assume responsibilities for all improvements and maintenance.
- A developer of a new project along Shooks Run could dedicate land for ROW or complete improvements to the channel and greenway, and then transfer ownership of these assets to the City. The transfer of ownership from a development to the City, upon completion, is a common practice in Colorado Springs.

## G. FUNDING STRATEGIES

The City, along with other public agencies and the private sector, have the potential to draw from a variety of funding sources and strategies to implement projects along the Shooks Run Corridor. Securing funding for particular initiatives will require cooperation between various agencies and parties to identify projects, quantify funding requests, and devise creative funding strategies and ideas. The schedule of completion for particular projects, along with the size of the project and the packaging of particular elements within a project, will determine the appropriate funding method.

Each of the funding streams and sources has its own particular requirements. Securing and effectively allocating consistent and ongoing public and private funding will be essential to the success of the Shooks Run effort. This plan assumes that a combination of public and private investment will be needed over many years to meet the community's goals and expectations for the corridor's development. The roles of public investment include:

- Maximizing the effective use and accountability of public resources.
- Addressing existing system deficiencies and ongoing baseline maintenance.
- Constructing and operating a share of improvements that will benefit the entire Corridor and region.
- Helping to establish the conditions that will attract ongoing private investment and economic vitality.
- Leveraging specific public-private partnerships and catalyst projects.
- Assuring that private development fairly contributes to public improvements from which it benefits.

This Plan identifies six primary categories of funding that the community may use for various projects or packages of projects along Shooks Run.

1. Local Public Funding
2. State & Federal Public Funding
3. Dedicated Funding Sources
4. Public/Private Partnerships
5. Private Grants

The following provides information and guidance concerning potential funding sources.

### **PUBLIC FUNDING (LOCAL)**

**City General Fund:** The City General Fund could be used to pay for various essential improvements (e.g. transportation, stormwater / drainage, parks). The City uses the general fund to pay for projects throughout the entire municipality. The process of funding projects through the general fund could take a long time through the Capital Budgeting process, given the significant needs throughout the city.

**Stormwater Fee:** The City could enact a stormwater fee that would be used to construct capital projects and maintain the drainage ways in the Corridor. This could be done locally or regionally and incorporate properties within the drainage basin, which have a direct correlation to the facilities needed. Fees may be assessed on the basis of developed and improved land or by size of individual properties that affect the drainage basin.

### **Pikes Peak Rural Transportation**

**Authority (PPRTA):** PPRTA generally funds specific projects from tax revenues it collects, as identified on project lists that are periodically updated. The organization also identifies target dates for the completion of projects and a review board oversees the granting of funds. PPRTA currently has a "B" list of projects that includes a total of \$13 million in Shooks Run initiatives. It also has some discretionary funding pools available for disbursement. PPRTA periodically seeks voter approvals for extensions of particular funding initiatives. Given the multi-decade time frame of Shooks Run improvements, funding from multiple extensions or cycles of PPRTA funds could help support projects over many years. In addition to street and transit initiatives, PPRTA has the ability to fund trail corridors, such as those proposed.

### **Trails, Open Space & Parks Ordinance**

**Tax (TOPS):** The Trails Open Space and Parks tax is a 0.1 percent tax on all sales in the city. The TOPS program was established in 1997 to acquire parks, trails and open space. The existing TOPS program sunsets and could be extended beyond 2025. This program would be most appropriately targeted toward the parks, recreation, and open space aspects of the plan. The legislation limits the percentage of funds that can be spent in specific areas. In the last several years, approximately \$8 million annually has been collected.

**Colorado Springs Utilities (CSU):** CSU may represent a source of funding in certain circumstances, if a utility line owned by CSU is located near a future Shooks Run project. If a project involves modifications or upgrades to utility infrastructure that were already needed, then CSU could provide funding for the utility-related portion of the overall project budget. If a project impacts a utility asset that did not already require upgrade or modification, then CSU would not be responsible to fund the project. For example, a bridge project that would require the relocation of a water line that did not require any maintenance or upgrades would not obtain any funding from CSU. Funding for CSU projects comes from rate payers across the CSU system.

### **Lodging and Automobile Rental Tax**

**(LART):** The LART, established in 1980, currently assesses a 1% tax on auto rentals and a 2% tax on lodging in Colorado Springs. Around two-thirds of the proceeds from this tax go to the Colorado Springs Convention and Visitors Bureau for tourism promotion. The tax currently funds primarily tourism promotional activities, but, if expanded, some of the funds could be used for elements of the Shooks Run plan, such as potential destination elements.

## **STATE & FEDERAL PUBLIC FUNDING**

### **Federal Highways Administration (FHWA) (through Pikes Peak Area Council of Governments - PPACG):**

Through PPACG, the FHWA normally provides around \$5 million annually for various transportation and transit projects around the region. This funding stream is competitive, therefore City staff and PPACG would evaluate potential Shooks Run projects versus other priorities in the region.

### **Congestion Management / Air Quality**

**("CMAQ"):** Administered by the FHA, the CMAQ program was implemented to support surface transportation projects and other related efforts that contribute to air quality improvements and provide congestion relief. The federal government is currently projecting funding of \$2.3 to \$2.5 billion each year from 2016 to 2020 for CMAQ projects nationwide. Colorado Springs will only be eligible for this funding until 2019, as the City meets current air quality standards.

### **Federal Highway Administration - Bridge Replacement Off-System (B.R.O.S.):**

The B.R.O.S. program is a federally funded bridge replacement program intended to reduce the number of deficient off-system bridges. It applies to bridges owned by cities, towns and counties, located on a non-federal aid roadway and open to the public. Eligible bridges having a sufficiency rating of less than 50 qualify for replacement funding. Eligible bridges having a sufficiency rating of 80 or less may be considered for rehabilitation if the public jurisdiction has no bridges qualifying for replacement funding. A rehabilitated bridge must have an extended service life and meet minimum design criteria. The federal government currently matches around 90 percent of the total budget for BROS projects and local or state matches currently account for 10 percent.

### **Federal Emergency Management**

**Agency (FEMA):** FEMA provides funds to local governments that propose stormwater improvements that would help remove properties and people from floodplain areas, through various infrastructure improvements. FEMA grants are highly competitive. One of the key metrics used to award funding is the cost benefit ratio, calculated using project replacement costs. Higher benefit ratios increase the chances of a particular project receiving funding.

**Federal Community Development Block Grant Program (CDBG):**

The Department of Local Affairs of the State of Colorado administers the federal CDBG program for municipalities and counties to carry out community development activities. The funds must be used for activities that either benefit low- and moderate-income persons, prevent or eliminate slums or blight, or address community development needs that have a particular urgency. Eligible use of funds includes acquisition, design, engineering, construction, reconstruction, rehabilitation or installation of public improvements or public facilities. Examples of eligible projects include sewer and water systems, community centers, food banks, shelters, health clinics, and similar facilities.

**Great Outdoors Colorado (GOCO)**

**Grants:** GOCO is a state organization that supports aspects of parks, recreation, and open space programs with grant funds derived from the Colorado Lottery. GOCO includes some programs that are annual grant specific funding mechanisms and others that support the strategic plans of GOCO and provide funds for individual programs. GOCO grants are variable in size, but may apply toward the detailed implementation of parks components.

**Conservation Trust Fund (CTF):** The proceeds of the Colorado Lottery are constitutionally mandated to be distributed directly to local governments, based on existing population, for acquiring and maintaining parks, open space and recreational facilities. These monies are kept in the Conservation Trust Funds. The funds are distributed and monitored through the Colorado Department of Local Affairs. CTF funding is not set at a fixed amount and fluctuates from year to year. It also increases based upon an increase in population. Funds can be used for the acquisition, development, and maintenance of parks and trails, capital improvements for parks and trails, or for the maintenance of recreational facilities.

**Highway User Tax (HUTF):** The major source of state revenue for CDOT is the HUTF. Almost three-fourths of the HUTF is funded through Colorado’s motor fuel tax, which is \$0.22 per gallon of gasoline and \$0.205 per gallon of diesel fuel. The remaining funding is collected through motor vehicle registration fees, surcharges, license fees, and traffic citation fines. Under the HUTF state law, transportation revenue is split between CDOT, counties, and cities.

- For state gas taxes under \$0.07, traffic citation penalties and fines, license plate fees, and other charges and fees, revenue is credited 65% to CDOT, 26% to counties, and 9% to cities.
- For state gas taxes above \$0.07 and revenue collected under Senate Bill 09-108 (FASTER), revenue is credited 60% to CDOT, 22% to counties, and 18% to municipalities.

**DEDICATED FUNDING SOURCES**

**Special Improvement District (SID) :**

SIDs apply special assessments or charges to specific individual properties that benefit from public improvements. The special assessment is determined based on the amount of benefit a property receives. The overall assessment to a particular area benefiting from an improvement must be distributed equitably. The most likely improvements that involve the use of a SID include roads, sidewalks, sewer lines, and water lines. The assessments are typically distributed in an area based on linear feet of road adjacency, the number of lots, or area. Special assessments are not property taxes, but represent a lien on a property included in an SID. In these types of arrangements, bonds are issued to finance the improvements, and the assessments charged to property owners typically represent the sole source of repayment for these bonds. Colorado Springs has its own version of an assessment district referred to as a LID (Local Improvement District). SIDs or City-approved LIDs are particularly well suited as a method of finance for discrete one-time public improvement upgrades. At least 50% of property owners must concur with the assessment.

**Fountain Creek Watershed Flood Control and Greenway District:**

This district was formed between El Paso County and Pueblo County, to address flooding issues between the two counties. The district only has land use authority in the 100-year floodplain between El Paso and Pueblo counties (south of the City of Fountain and north of the City of Pueblo). The District will assist in funding projects in the Fountain Creek watershed (which includes Shooks Run) designed to improve water quality and drainage conditions. The district is in its early stages and still developing funding.

**General Improvement Districts (GID):**

A GID is a public infrastructure district that applies an additional property tax or assessment to a specific improvement area to pay for new public infrastructure. GIDs are commonly used to fund shared infrastructure facilities. They can be initiated by a majority of property owners. GIDs are well suited to provide long-term financing for one-time major public improvements and for ongoing maintenance funding.

**Special Improvements Maintenance District (SIMD):**

Under its City code, Colorado Springs has another unique district financing option, which are subject to TABOR votes. SIMDs have the ability to levy ongoing property taxes for the purpose of maintaining existing public improvements. They do not have the authority to borrow money or issue debt. SIMDs could be well-suited to provide funding for the ongoing maintenance of landscaping and streetscape improvements originally installed using other funding sources. SIMDs do not have separate boards that govern their operation, but they may have advisory committees that oversee operations. City Councils typically act as the de facto board overseeing SIMDs.

**Business Improvement District (BID):**

Authorized under Title 31 of Colorado Revised Statutes, a business improvement district (BID) is a private sector initiative to manage and improve the environment of a business district with services financed by a self-imposed and self-governed assessment. Services financed by a BID are intended to enhance, not replace, existing City services. BIDs can finance a wide variety of services,

including marketing, maintenance, economic development, public safety, planning, events and parking management.

BIDs are accountable to those who pay, through a BID board of directors, made up of property and business owners within the district. Services financed by a BID are usually provided by a private sector organization, not government. BIDs require demonstrated support from owners of personal and real property representing more than 50% of assessed value and acreage.

**Urban Renewal Authority (URA):**

A URA is a quasi-municipal organization intended to address or redevelop deteriorating or “blighted” areas. There can be multiple urban renewal project areas in a municipality. A URA can use Tax Increment Financing (TIF), a tool in which improvements are financed through a net increase in property or sales tax in a defined area. Under TIF arrangements, a base property valuation or base sales tax level is identified for the specified area, and the TIF entity collects the tax revenue generated by additional property or sales tax revenues.

The City continues to receive the “base” level of tax proceeds from the specified area. A mayor-appointed board governs a particular URA.

To form an urban renewal project area, the City Council must pass a resolution stating that blight is being eliminated through the URA process and its activities. In addition, a URA must develop a formal urban renewal plan for each project area, outlining the proposed public improvements to move forward. It is possible that areas along Shooks Run could be determined to be blighted under urban renewal criteria. TIF revenues are available for only a 25-year period under Colorado law. The City should establish an urban renewal area when one or more redevelopment projects with a significant potential tax increment have been identified and have a strong probability of near-term initiation.

**Stormwater Utility:** In this arrangement, residents and businesses contribute toward stormwater and drainage facilities and maintenance in the same way they pay for any utility. This would not constitute a new tax but could be an assessment for stormwater projects and maintenance.

**Stormwater Enterprise:** Although a stormwater enterprise does not assess a tax, this mechanism more closely resembles a taxing arrangement. A stormwater enterprise could be established for the Fountain Creek watershed only, in order to provide a dedicated funding source for stormwater related improvements.

**School District 11 Bonds:** District 11 could propose its own bond issue to raise funds for a portion of Shooks Run improvements that pertain to the channel area as it crosses the District 11 campus.

## **PUBLIC/PRIVATE PARTNERSHIPS**

### **Stormwater - Drainage Basin Planning**

**Studies (DBPS):** Under this arrangement, the City completes a DBPS and then determines the improvements that would be necessary to resolve the issues raised in by the study. A fee is assessed based upon the impervious area in a given property. The DBPS system contains provisions in which the beneficiaries of stormwater improvements (located downstream) would pay back the owners who funded improvements. In a corridor like Shooks Run, the vast majority of the study area is already impervious, therefore, it is difficult to assess specific properties for impervious cover.

### **Downtown Development Authority**

**(DDA):** DDAs are quasi-public agencies that can provide both organization and financing to support downtown improvements. DDAs facilitate partnerships, joining businesses and property owners with local governments. A DDA is authorized by the City and managed by a board of directors appointed by the municipality. It is funded primarily through Tax Increment Financing (TIF) funds generated by the anticipated increase in sales and property taxes in the district. If approved by the City and voters, the DDA can also impose up to 5 mills for operations.

The community has established a DDA for the Downtown Colorado Springs area. The boundaries of the DDA just overlap the western edges of the Shooks Run corridor in the vicinity of the Gazette parcel.

### **Housing and Urban Development (HUD):**

HUD provides grants for various community development objectives, and in recent years has funded community planning efforts dedicated to the promotion of sustainability.

### **Metropolitan (Metro) District:**

Metro districts are quasi-governmental entities and political subdivisions of the state that finance, construct, and maintain public facilities. These districts may finance and maintain street improvements, water, sewer, and drainage improvements, parks and recreation, fire protection, public transportation systems, solid waste and limited security improvements and maintenance costs. Metro districts often apply additional mill levies to development to pay for infrastructure costs and maintenance expenses. Metro districts have the power to issue general obligation and revenue bonds to finance improvements.

Developers and private property owners have formed metro districts, authorized under Title 32 of the Colorado State Statutes, to finance and maintain larger scale new developments and redevelopment efforts. A number of infill projects in the Denver area, for example, have used metro districts.

## **PRIVATE FUNDING AND GRANTS**

**Public Improvement Fees (PIFs):** Developers impose a PIF on retail and service tenants to fund public improvements. PIFs are collected as a fee charged on sales within a set of negotiated categories and a designated geographic boundary. General obligation or revenue bonds may be issued based on the revenue collected. Because PIFs are fees, they become a part of the cost of the sale or service and are subject to sales tax. Administered through covenants on retail leases, PIFs are usually collected by a metro district established as part of a project.

**Private Foundations:** Private foundations provide grants across a variety of focus areas including arts and culture, civic and community initiatives and education, health, and human services.

## H. UTILITIES STRATEGY

The corridor contains a full range of utilities, including water, wastewater, gas, electric, communications and fiber optic utilities. In general, the presence of these utilities does not represent a constraint on the future design of facilities and improvements. The corridor has historically been relatively stable with regards to utility crossings of the channel. Project improvements (including roadways, bridges, and changes in rights of way and easement boundaries) may require the disturbance and rerouting of utilities.

Potential improvement projects will accommodate the majority of utility impacts within the limits of the boundaries of the particular projects. However, the following utility assets have the potential to pose constraints on adjacent or nearby projects.

**Gillette Street:** Includes a 60" gravity wastewater line that is concrete encased with a drop structure located downstream

**Las Vegas Street:** Contains a Monument Creek Interceptor with new (2015) drop structures. 30" VCP (vitrified clay pipe) & 40" VCP

**Fountain Boulevard:** Includes major water lines as well as three major parallel gas lines (high pressure at 150 psi), 10" steel in fill, likely located above the culvert and under the road

**Cache la Poudre Street:** This street corridor includes a 10" VCP waste water line, a 16" water line, and a gas line. The water line could be adjusted within the boundaries of the anticipated improvement projects in this section of the corridor.

**Uintah Street:** Includes a 30" concrete encased water line (dating to 1963) that will represent a more significant effort to revise, with potential improvements near the Shooks Run channel. The Uintah corridor also includes an 8" wastewater line, a 12" water line, and a 6" gas distribution gas line.

**San Rafael Street:** Includes a 30" water line, concrete encased, running from the Mesa Water Treatment Plant

**Patty Jewett Golf Course:** The golf course has various utility lines traversing the property, including a 12" waste water line, an aerial with pedestrian bridge, and an 18" sanitary sewer interceptor line

Ongoing planning and engineering for improvements along Shooks Run, as well as for developments near the greenway, should consider these and other utility issues. Colorado Springs Utilities (CSU) owns and operates the water, wastewater, electric and gas utilities within the corridor. As projects along Shooks Run move forward, the City and other parties must coordinate with CSU and monitor CSU standards and processes.

## I. LONG-TERM STEWARDSHIP & MAINTENANCE

Planning, budgeting and funding efforts for projects of this magnitude must consider the needs for long-term stewardship and maintenance. Stewardship and maintenance should address all categories of corridor improvements, including stormwater, roads, bridges, parks and trails. Ongoing planning efforts for Shooks Run should obtain information from the City

concerning expected annual maintenance costs and include the maintenance and operations budgeting with projects. Ensuring these needs are addressed will assist the City in protecting its investments in infrastructure.

## J. INTERDEPARTMENTAL COLLABORATION

The intertwined nature of potential improvements along Shooks Run requires that the City establish and maintain a plan for interdepartmental collaboration, in terms of both completing capital improvements and maintaining them.

The City may wish to utilize either of the following management methods to implement the Shooks Run Facilities Master Plan:

1. A **Task Force** of City departments who will work collectively to structure, scope and implement projects. They could coordinate, manage, amend and ensure the orderly implementation of the vision and recommended projects.
2. An **Authority** specially created as the group designated to implement projects - this authority would be specific to the Corridor and would maintain a consistent focus to accomplish the

FMP as outlined. This group should be composed of City government representatives and members of other agencies with interests in the Corridor.

A good implementation management structure provides benefits for all departments involved, including the following:

- **Overall cost savings** in the completion of improvements and performing maintenance
- It **leverages the strengths of each department** in making improvements happen
- It **leads to constructive conversations** concerning which department should lead the completion of particular improvements and the ideal locations for the improvements

## K. PUBLIC-PRIVATE PARTNERSHIPS

The Colorado Springs community has a strong desire for responsible fiscal management. Public/private partnerships (in their many potential forms) are necessary to implement the recommended Shooks Run improvements.

A number of improvements along the corridor will benefit both the general public and individual private property owners. In particular, the implementation of destination elements, improvements to the channel in areas owned privately, and redevelopments along Shooks Run would likely involve the use of public-private partnerships. This plan will remain very flexible and accommodating to these partnerships in implementing various improvements. These partnerships

provide great opportunities for the City and private property owners to work together to produce greater results and more substantial improvements, compared to working alone.

The City currently works with the private sector per the structure of existing City Code. Most of this happens while the private sector is working with City Planning within the established process. The City will follow these procedures when using the FMP to work with the private sector on changes to property and development.

## L. DEVELOPER PARTICIPATION

As properties develop and redevelop along the corridor, the expectation is that these plans and projects will be designed to be consistent with and supportive of the overall vision and goals of this plan. However, there is also a recognized need to be flexible in order to adapt to market opportunities, overall implementation timing uncertainty, and phasing considerations.

Consistent with City Code, individual development projects should be financially responsible for their fair, equitable and proportionate share of the identified improvements, particularly as these pertain to basic stormwater, transportation and utility improvements. Financial responsibility for the enhancements and amenity

improvements which are vital to this plan, is expected to be shared and allocated collaboratively.

Given the lack of certainty associated with the timing and availability of public funding, it is expected that the City will work

proactively with developers on innovative, adaptable and responsive design, phasing, funding and financial participation options that maximize economic development opportunities consistent with this plan.

## M. FEMA COMPLIANCE & FEDERAL REQUIREMENTS

Improvements to the channel area must comply with a variety of federal and other requirements concerning flooding that are designed to protect the public.

The City of Colorado Springs participates in the National Flood Insurance Program (NFIP). As a participant in this program the City of Colorado Springs has an agreement with the federal government that states the City will adopt and enforce a floodplain management ordinance to reduce future flood risks to new construction located in Special Flood Hazard Areas (SFHAs). In exchange, the federal government will make flood insurance available within the community as a financial protection against flood losses.

The State of Colorado has even more stringent floodplain requirements than those of the federal government. This includes requirements that critical facilities should be raised a minimum of one foot above the 100-year floodplain.

The City of Colorado Springs has a Municipal Separate Storm Sewer System (MS4) Permit in compliance through the Colorado Department of Public Health and Environment. The permit addresses stormwater quality through Best Management Practices (BMPs). Each improvement will need to comply with the MS4 permit by submitting a Grading and Erosion Control Plan for approval through Stormwater Review.

The Shooks Run Drainage Basin Planning Study provides additional information regarding state and federal floodplain regulations. In support of the various regulations, the City of Colorado Springs has enacted drainage design criteria to comply with NFIP and state regulations, as well as to address local concerns regarding safety, maintenance, and water quality. The criteria for the design and construction of drainage facilities can be found in the City of Colorado Springs Drainage Criteria Manual Volumes 1 & 2, City of Colorado Springs, May 2014 (or latest addition).

## N. WATER RIGHTS STATEMENT

Any improvements to Shooks Run will be subject to the Appropriation Doctrine. This doctrine states that all water rights use is to be reviewed by the Colorado Division of Water Resources, through the State Engineers Office, with respect to any water rights along the watershed as well as any Interstate Compacts that may apply. In addition, the arid climate of Colorado, coupled with the growing demand for water from the increasing population of the state, means that additional restrictions could emerge in the future to preserve water supplies.

Improvements to Shooks Run could involve adding to the water volume along the channel, to enhance the flow

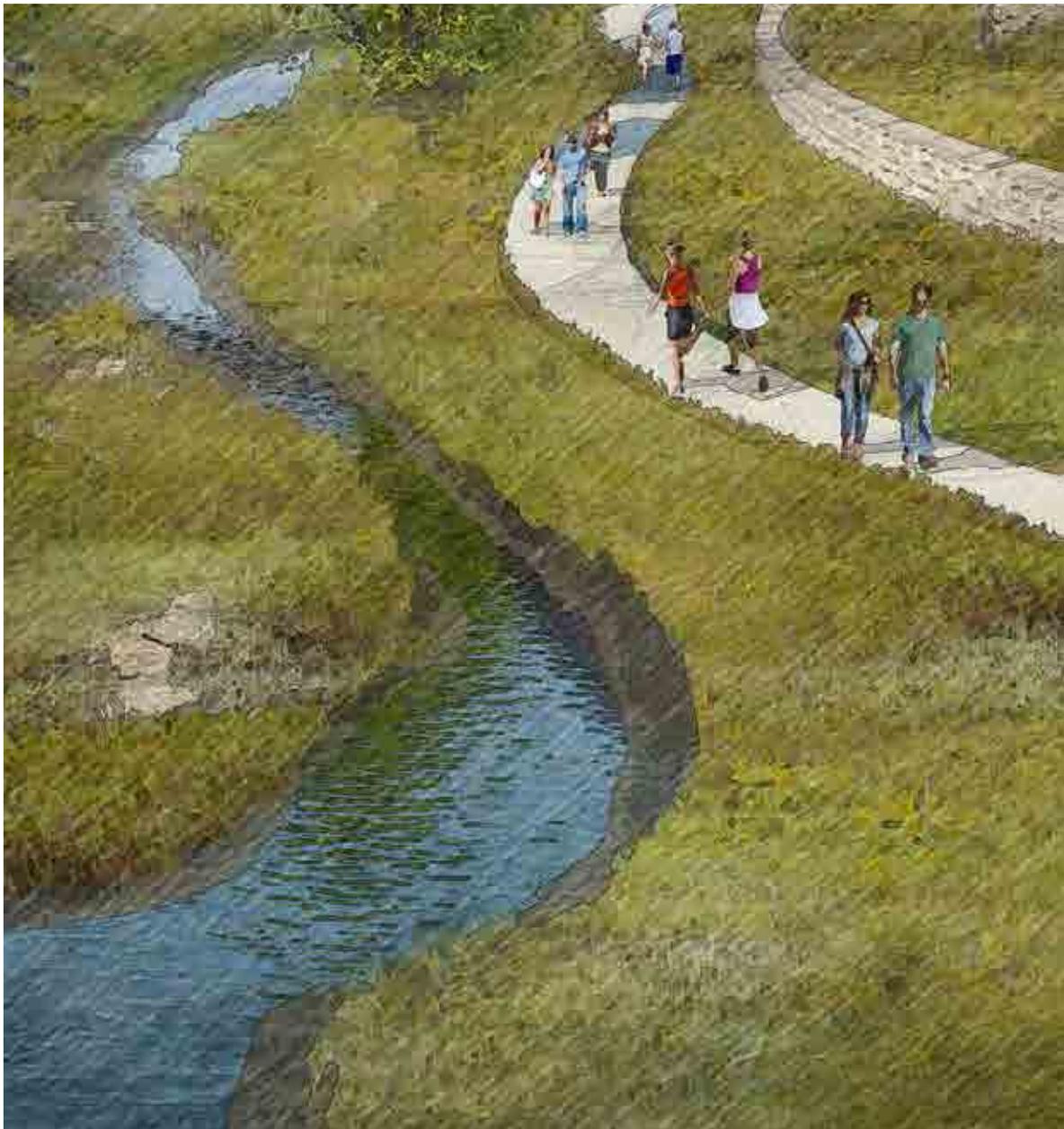
and aesthetic value of the creek and to improve water quality and reduce odors. Potential options to increase water volume in the channel would include detaining or retaining stormwater in the upper portions of Shooks Run, relocating existing discharges to Fountain Creek upstream in Shooks Run, purchasing water rights and discharging them in Shooks Run, and other opportunities.

However, the restrictions of Colorado Water Law may make these options either unfeasible or too expensive to implement. Additional study would be required in order to pursue any strategies to increase water flows along Shooks Run.





## VIII: ADOPTION, AMENDMENTS & UPDATES



## A. PLAN ADOPTION

When adopted by City Council, this plan will guide policy to govern development and public infrastructure improvements, along with other plans already in place. In addition to this plan, the SIP will provide more specific and detailed documentation

for project design and engineering. Upon adoption, the SIP will provide guidance to City departments regarding public capital investment, improvement budgets, and how to proceed with physical improvements.

## B. UPDATES & AMENDMENTS

### PLAN UPDATES

The FMP will be updated and modified as follows:

The plan shall be reviewed every ten years, and if determined necessary, shall be updated. The review shall be accompanied by a process that includes:

- Appropriate public outreach and engagement with the public, stakeholders, neighborhoods, agencies and interest groups
- Collaboration of City departments shall be a required component of any update considered; the senior staff of each department will participate in the finalization of any updates.

### PLAN AMENDMENTS

Development proposals within the FMP planning area are to be evaluated using this document along with other applicable plans and development standards. Specific project details should be found consistent with the Plan. However, if inconsistencies are identified, the Plan amendment process may be utilized concurrent to other development applications. The City may support Plan amendments, especially those that honor the spirit and intent of the FMP, in recognition of the long-range nature of the Plan.

As described in the Colorado Springs City Code, the FMP will be amended when the criteria listed in **7.5.408 Review Criteria** are shown to be met. These criteria include compliance with the comprehensive plan, land use relationship, public facilities, transportation, environment, and fiscal objectives. Because of the nature of the FMP, in addition to these amendment criteria, other criteria have been defined for either a major or minor amendment which follow in those sections.

If the plan is amended, it shall retain the comprehensive strategies for the integration of parks, recreation, cultural resources, transportation, pedestrian connections, bicycle routes, drainage, water quality, urban design, redevelopment, economic development and community development.

Specific projects that are found to be inconsistent with the SIP are not required to implement the master plan amendment process. The SIP is a more dynamic, administrative document that will be regularly updated to reflect City priorities and market conditions.

### MAJOR AMENDMENTS

When a Major Amendment is proposed, it will be considered by the City. Requests for amendments may originate with the City or private land owners adjacent to the greenway area of the FMP. This type of amendment may involve the land use, width of corridor, planning boundary, planned extensions of roadways, drainage facilities, or other elements contained in the FMP.

A Major Amendment shall be referred to the Parks & Recreation Advisory Board for review, and be acted upon by the Planning Commission as an amendment to this plan. The City Council may adopt it. If the proposed amendment involves a private parcel, and other land use action is required, such as re-zoning or subdivision, then the amendment to the plan will be considered simultaneously with the other action of the application. If approved by this process, the amendment shall be recorded and added to the FMP.

## **MINOR AMENDMENTS**

An administrative process may be used to make Minor Amendments to specific portions of the FMP. An example of a minor amendment would be the adjustment in location of a trail, adjustment to a boundary line or the modification of an element of the plan based on more detailed information such as topographic or parcel ownership boundaries. Other types of Minor Amendments include the revision of incorrect information or the provision of more detailed data.

A proposed amendment must be documented, and a subsequent determination made by City staff that it is inconsequential to the overall plan. The administrative process requires that multiple departments agree in consultation on the amendment.

A Minor Amendment may occur if the following criteria and findings can be made:

1. The amendment will not be inconsistent with the overarching goals or principals of the Shooks Run FMP.
2. The proposed amendment will not impede the implementation of the overall concept or theme of the plan.
3. The continuous nature of the linear facilities in the plan, including the trails, roadway system, or the channel will not be interrupted by the amendment and connectivity will be retained.
4. The boundaries of the greenway or planning boundary are not modified by more than 15% in either width or acreage.
5. The nature of the amendment requested will not affect any City sponsored project implementation or currently planned project from being implemented.
6. The proposed amendment shall not be of consequence to any of the departments that are directly affected by the amendment.
7. The proposed amendment will create an equivalent result to the original intent of the plan.