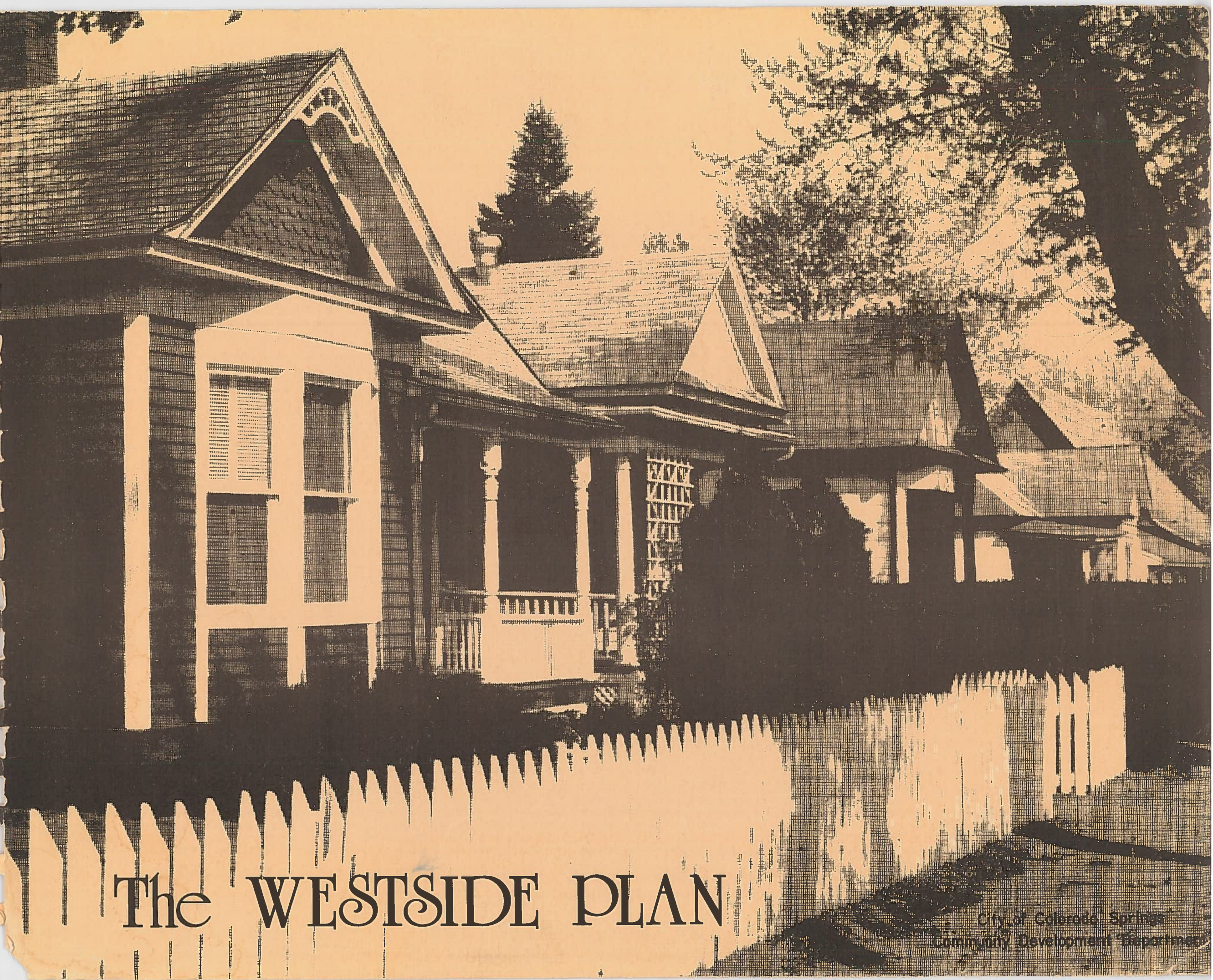




The WESTSIDE PLAN

City of Colorado Springs
Community Development Department

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INTRODUCTION

Attitudes of people across the country are undergoing a change regarding the advantages of living and investing in older established residential and commercial neighborhoods in our cities. As one article in a magazine titled Urban Housing Rehabilitation in the United States explained, "More is going on than realized." A few pertinent quotations from the introduction to the article may reinforce the magnitude of the changing situation.

"Virtually every newspaper and every publication dealing with housing carries stories and articles on the revitalization of American cities."

"Further we are on the threshold in many neighborhoods and cities of reversing that trend (decline), and we have the opportunity in this generation of making sure that our cities survive."

". . . urban rehabilitation is being fueled by a combination of these forces - affluent, adventurous young couples, blue-collar and middle-income people who want to help 'turn the neighborhood around' because that is where they are . . ."

and finally,

". . . civic and business leaders as well as large numbers of citizens, are waking up to the fact that our cities are a great national resource which we cannot afford to lose or allow to deteriorate further."¹

The result of this national phenomenon is that it causes change. Land uses, zoning, environmental conditions and socioeconomic characteristics are all subject to change. Depending on what criteria is used and who is evaluating these changes, they can be construed as either positive or negative.

The intent of this plan is to guide the probable evolution of change within the Westside study area in such a manner as to minimize the negative impacts and maximize the positive. The determination of where to intercede and recommendations to achieve the desired results are based on an extensive planning process participated in by a broad spectrum of representatives familiar with the Westside. The representatives include residents, businessmen, City administrators and consultants. The task of the participants was to create a realistic plan designed to meet the neighborhood objectives, keeping in perspective the crucial phase of implementation and the relationship of the study area to the remainder of Colorado Springs.

To reach the stage of assembling the plan, extensive time was spent by the participants in gathering data, communicating ideas and formulating concepts. The process was instrumental in the development of the document accompanying the plan (Westside: Problems, Assets and Opportunities). The accompanying document became the information base upon which the participants formulated the objectives addressed in the next chapter of this report.

The succeeding chapters provide recommendations and implementation strategies designed to meet the community objectives. The plan not only considers the Westside in terms of a total community but also focuses in a detailed manner on key issues that concerned the Planning Department and representatives of the Westside. The study area and

special issues were analyzed in terms of planning disciplines including land use and zoning, transportation, urban design and economics.

Finally, a comment concerning an important premise under which the plan was developed: It can be documented beyond question that nationally the redevelopment programs having the greatest positive impact are those conceived and implemented with strong citizen involvement. The form of involvement can take on a variety of characteristics (voluntary or paid staff, special issues or general concerns) but the fact remains a sophisticated citizen organization is a prerequisite if the objectives for the community are to be met. The following document and recommendations makes no exception to this premise and may be even more demanding given the renewed interest in older residential and commercial areas of the City.

PLANNING PROCESS

Since the early 1970's parts and/or all of the Westside study area have been analyzed to various degrees in a number of reports dealing with redevelopment. During the early 1970's the Near Westside received extensive analysis and public dollars under a Neighborhood Development Program which concentrated on housing rehabilitation and public improvements. The Community Renewal Program Report, published in 1973, was the first document to provide a data base and recommendations for most of the older inner city redevelopment areas. This was followed in 1975 by The Comprehensive Plan Program which dealt with the entire City, but also provided information concerning infilling versus urban sprawl. Also in 1975 a report titled Urban Preservation and Redevelopment Plan was published. The report discussed not only existing redevelopment projects but provided recommendations for future projects. Two areas

discussed in the report were within the boundaries of the present study area. From 1975 to the present, extensive time has been spent with planning and implementation of the Old Colorado City project.

In the fall of 1977, the City administration along with citizens represented by the Organization of Westside Neighbors (OWN) and the West Colorado Springs Commercial Club began a concentrated effort to prepare a redevelopment plan for the Westside. During the first half of 1978 the citizens and the Planning Department prepared data on existing conditions and citizens' concerns to be considered in the planning process.

The summer of 1978 was spent selecting a consultant team to investigate the Westside study area and prepare a plan document. Work began on the project in the fall of 1978. The first document, Westside: Problems, Assets and Opportunities, published in December 1978, provided the basis from which the citizens, City staff and consultants developed the Westside objectives.

The consultant team then used the spring of 1979 to prepare a draft copy of the Westside plan and submit for review the various recommendations. During the early summer months the draft was reviewed by OWN, the West Colorado Springs Commercial Club and staff. Numerous meetings were held to discuss the recommendations and plan content. Based on comments and thorough analysis parts of the plan were redrafted and the plan was presented to the Planning Commission and City Council in late 1979 and early 1980.

The planning process has involved a high level of participation by various organizations and City

representatives. Through the process, a great deal has been learned by the participants, best illustrated in the consensus represented by the objectives used as the framework for the plan.

OVERVIEW

The Westside is not the typical inner city redevelopment area people associate with when talking about public involvement in revitalization. There is no need for major clearance of deteriorated buildings, abandonment is not a problem, block upon block of dilapidated structures are not present, massive unemployment is non-existent and need for wide spread public improvements is minor.

In fact, in many cases as described in the publication, Westside: Problems, Assets and Opportunities and in the plan report, the opposite is true. Property appreciation is comparable to other areas of Colorado Springs, investment is on the rise, private rehabilitation is evident throughout the area, new construction is apparent and additional projects are contemplated.

Other significant factors are occurring which will ultimately contribute to the private rehabilitation of the Westside. Competitive housing prices are available, proximity to the central city is a growing asset, convenient mass transit is established and growing, environmental amenities already are developed, a strong sense of neighborhood pride is evolving and a partnership has created the basis for a total community effort.

These changing forces and the accompanying renewed interest in the Westside however do contribute to and cause a number of serious problems. It is these problems and the recommended solutions that are the content of this document.

The most significant concern is the impact on the present socioeconomic and physical aspects of the Westside. For the most part the renewed interest is welcomed if the changes are pursued without creating hardships for the present residents and without destroying the present character of the area.

Land Use

Given the already developed character of the Westside, the land use recommendations are based on a design to promote compatibility between existing and future development. The recommendations respect the existing 70 percent already developed and the unique physical character this development has provided the area. The land use recommendations promote the concept of flexibility in the land use classifications in order to compliment the unique circumstances of inner city development. The recommendations provide for all types of land use and distributes these uses based on existing development and the encouragement of future development as indicated by the community objectives. The preservation of existing residential development and the encouragement of higher residential density with complimentary commercial development is the key to the land use proposal. Industrial development is proposed with strong consideration given to its impact on the predominant residential character. The land use recommendations are not vastly different from the existing development. They instead attempt to promote a more compatible transition between uses and allow for a greater integration of uses.

Zoning

The plan then provides a mechanism to augment the land use proposal by recommending a zoning process designed to: 1) Implement the objectives of use-to-use compatibility and 2) Encourage flexible land use integration

and design criteria to preserve the unique character of the area. By designating the Westside a "Special Redevelopment District" and establishing criteria to evaluate proposed land use changes, such a district will provide innovation and flexibility. The district would function under two review processes: 1) review to determine conformance with the adopted land use plan and the permissible uses under the land use classification and 2) site review to determine the steps taken to maximize compatibility between land uses and the character of the Westside. These recommended procedures are not unlike the existing "planned zones" now being utilized on a more frequent basis in newer areas.

As described in the zoning chapter, traditional zoning techniques are not designed to effectively deal with the complexity of inner city revitalization and the ramifications of integrated land use development. The recommended process provides the flexibility to meet the community and property owners objectives and still encourage revitalization.

Transportation

Two concepts dominated the transportation question relative to the Westside; 1) is it possible to provide a system of streets, designed to accommodate a smooth flow of existing and projected traffic and 2) can this recommended system be implemented without jeopardizing the residential character with unwanted traffic infiltration? The transportation chapter investigates the existing problems and potential increase in traffic demands. The chapter recommends a network of streets represented by an ascending order of carrying and functional capacity designed to reduce infiltration but still meet traffic demands. The recommended system both agrees with and provides variations to

the adopted Principal Street System Plan now in use. The transportation recommendations deal with both major traffic questions and minor points of congestion. Careful consideration was given to avoiding recommendations that resolved certain critical issues at the expense of important community objectives including residential, commercial and industrial development.

Urban Design

The historic evolution of the Westside has established the framework for urban design recommendations. For 120 years the Westside has grown as a residential, commercial and industrial community. The urban design recommendations make every effort to preserve this heritage and the predominant residential character. The chapter concentrates on four urban design problems; Midland Expressway/Fountain Creek Corridor, Midland, Colorado Avenue and the Near West. These four subareas play a key role in the urban design character of the Westside due to location and/or relationship to already established development. Attention has been paid in the urban design recommendations to establish criteria to facilitate integrated land use and compatible use to use development. The concepts proposed in this chapter are intended to provide design criteria which should be considered in implementing the Special Redevelopment District.

Implementation Policies

The support document, Westside; Problems, Assets and Opportunities and this plan report provide a framework for the recommendations in the final chapter. The implementation policies are based on the intent of the plan being a guide to future Westside development with specific recommendations directed at dealing with problems that

will arise given the renewed interest in urban revitalization. The policies are built upon the original premise that citizen participation is a critical element in directing the future of the Westside. Along with the development of organizations, the chapter outlines a sequence of policy actions necessary to provide the structure for guiding future development. Adoption of these key elements is proposed along with the establishment of important technical assistance programs and economic incentive to aid both residents and merchants.

WESTSIDE

WESTSIDE STUDY AREA AND SUBAREA BOUNDARIES

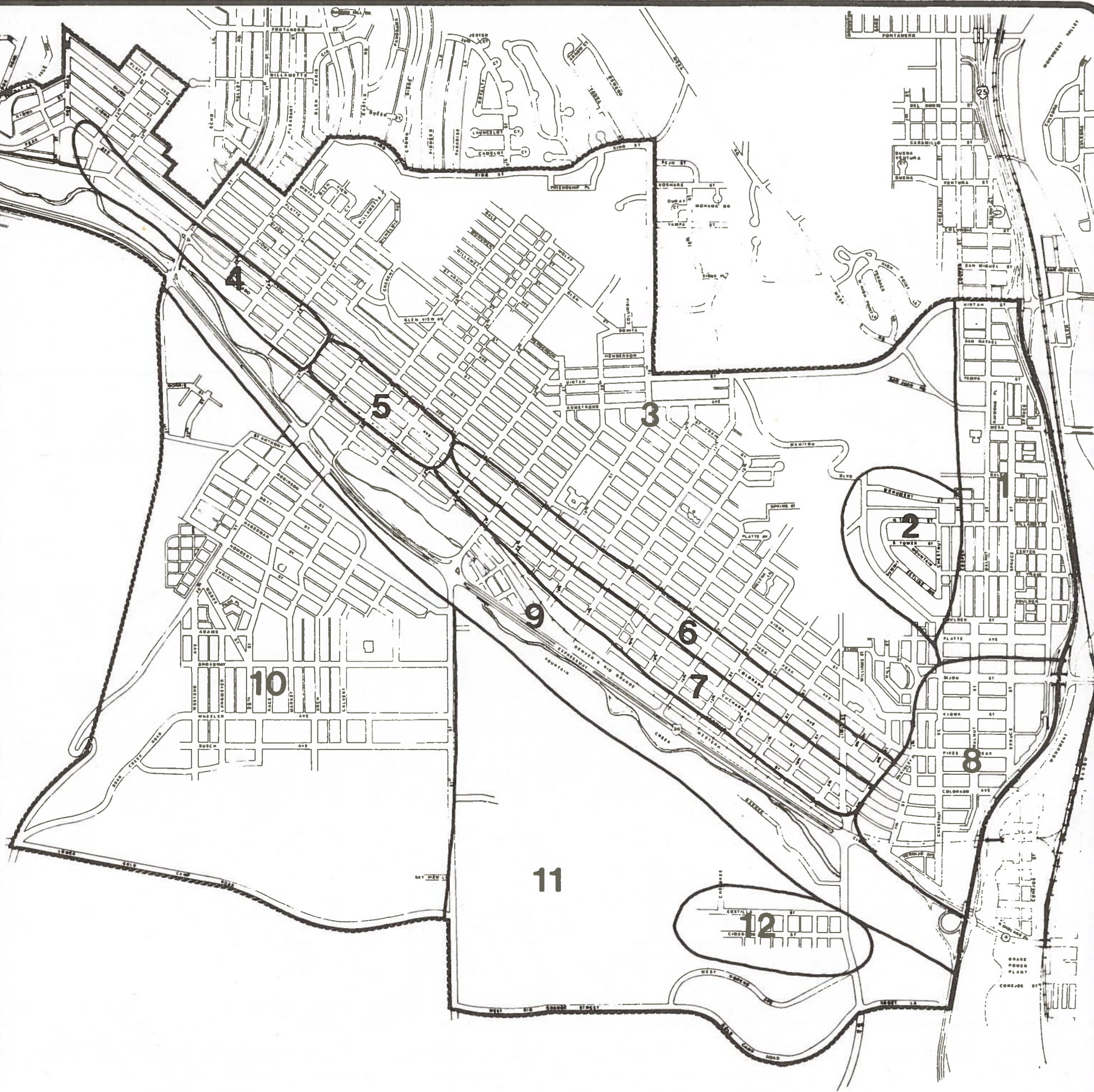
- 1 NEAR WEST RESIDENTIAL
- 2 TOWER
- 3 NORTH BLUFF
- 4 COLORADO AVENUE FAR WEST
- 5 OLD COLORADO CITY
- 6 COLORADO AVENUE NEAR WEST
- 7 VERMIJO - CUCHARRAS
- 8 NEAR WEST COMMERCIAL
- 9 MIDLAND EXPRESSWAY/FOUNTAIN
CREEK CORRIDOR
- 10 MIDLAND
- 11 GOLD HILL MESA
- 12 COSTILLA



COMMUNITY RENEWAL ASSOCIATES EDWARDS INC. BICKERT BROWNE & CODDINGTON LEIGH SCOTT & CLEARY INC.



Date Aug 1979



OBJECTIVES

In order to clearly and constructively portray desirable development within the study area, pursue the aspirations of the residents and business community and achieve realistic parameters to the planning process, extensive time was devoted to the creation of objectives to be used in guiding the preparation of the plan document. The objectives were the result of numerous discussions by three individual groups encompassing residents, businessmen and planners (consultant team and City staff). The objectives developed by the representative groups were consolidated and a comprehensive list was designed to represent a consensus of opinion concerning the future of the Westside.

The objectives have become the foundation and justification for the plan recommendations. They appear in this chapter in an edited form in order to consolidate comparable objectives and emphasize the critical issues. The objectives are listed below in terms of area wide considerations and specific subarea concerns. No matter how small or large the objective, the intent of all the objectives is to convey the desire for a balanced community in which various forms of development are possible without sacrificing or destroying any of the unique characteristics of the Westside study area.

The map entitled Westside Study Area and Subarea Boundaries delineate those subareas for which objectives were prepared.

NEIGHBORHOOD OBJECTIVES

Install Public Improvements

Install public improvements in those areas where such installation will provide substantial benefit to the immediate area and Westside in general. In making public improvement recommendations, specific attention must be paid to the financial impact on the affected residents.

Anticipate Displacement

Anticipate and plan for the needs of those residents and businesses who may be displaced due to the development and redevelopment activities resulting from both private and public actions.

Provide Balanced Economy

Make sure that all City imposed commercial standards contribute to maintaining a balanced economy thereby insuring the potential of serving the Westside residents, greater Colorado Springs, convention/meeting visitors and tourists.

Improve Pedestrian and Bicycle Access

Provide improved pedestrian and bicycle access throughout the Westside to accommodate and encourage alternative modes of transportation.

Utilize Housing Rehabilitation

Utilize a variety of housing rehabilitation programs which are tailored to address the characteristics of particular neighborhoods, including market activity, housing conditions and income.

Encourage Organizational Participation

Encourage the existing organizations of the Westside to participate and influence the development and redevelopment of the area.

Create Incentives and Regulations

Create both incentives and regulations to upgrade commercial activity on the Westside; i.e., new rehabilitation regulatory ordinances and/or standards proposed by the City should utilize such techniques as financial incentives and/or land use and site review flexibility to accomplish desired commercial development.

Develop Traffic System

Develop a traffic circulation system based on a street hierarchy approach rather than the present situation of scattered infiltration. A street hierarchy system is designed to allocate traffic over a network of roads designated to facilitate efficient movement of traffic based on existing and projected traffic volumes. Such a system usually contributes to better circulation and decreases the impact of traffic on neighborhoods.

Develop Unique Features

Explore and recommend the development of a feature which characterizes the uniqueness of the Westside.

Develop Range of Housing Types

Encourage the development of a variety of housing including single-family and higher density that is compatible with existing development. Attention should be given to providing a range of housing prices to meet the various income levels found on the Westside.

NEIGHBORHOOD OBJECTIVES (Continued)

Application of Design Standards

Improve the attractiveness and neighborhood appeal of the entire Westside through the systematic application of design standards. Where necessary, provide design assistance as incentive to encourage utilization by both residential and commercial development.

Compatibility of Land Uses

Preserve and, where necessary, make more visually compatible those commercial and industrial uses which presently contribute to the local employment base of the Westside. In those cases where the economic life and/or the present location of an industrial or commercial use is questionable or may contribute negatively to the redevelopment of the Westside, initiate efforts to relocate and/or replace these uses with more compatible operations that contribute to employment opportunities and the overall visual character of the Westside.

Preserve Historical Architecture

Preserve, enhance, and facilitate the use of the Westside's historical and architecturally significant buildings.

Create Innovative Regulations

Create both zoning and subdivision regulations which facilitate innovative design, land use and use-to-use relationships so as to provide effective reuse of developed land and compatible use of vacant land. Consideration should be given to the impact of enforcing stringent regulations on an area built prior to the evolution of today's regulations.

Comprehensive Design Plan

Develop a comprehensive aesthetic design plan for any future public works on the Westside whether it be parks, transportation, publicly owned or leased buildings, utilities, sidewalks, curbs, alleys, streets, i.e., insure that the City itself cooperates in improving the neighborhood appearance of the Westside.

Preserve Natural Features

Preserve the unique natural features of the Westside by achieving a pattern of development and open space that will respect and enhance the natural amenities.

Encourage Infilling

Encourage new growth through infilling where appropriate, as long as urban facilities and services are adequate. An infilling policy and its enactment should be pursued only if it contributes to the stabilization and development of existing neighborhoods.

Rezoning Where Significant

Consider rezoning where significant differences in use and zoning currently exist such that zoning would reflect more closely the uses proposed in the Westside plan.

Initiate Zoning Enforcement

Initiate, support and assist in a concentrated effort of zoning enforcement and clean up without creating economic hardship. Permit home occupations within the guidelines of the ordinance keeping in mind the desire to provide a variety of economic possibilities for Westsiders to earn a living.

SUBAREA OBJECTIVES

North Bluff Area

Maintain the present residential vitality and encourage continued rehabilitation through selected programs.

Reduce the traffic flow on Pikes Peak and Kiowa and encourage greater use of Colorado Avenue.

The area north of Uintah and south of King Street should be maintained as residential.

Consider the potential for higher density residential development on vacant land south and west of Manitou Boulevard.

Do not allow commercial zoning north of Colorado Avenue beyond existing zoning boundaries.

Resolve the traffic access problem where 17th Street and Manitou Boulevard intersect with Uintah without impeding the traffic flow on Uintah.

Extend Uintah to 31st Street in order to improve traffic flow from Uintah to Midland Expressway thereby minimizing the impact of the traffic on Westside residential neighborhoods.

Establish a limit to the area of commercial development near 19th and Uintah so as to protect adjacent residential areas and establish compatible use-to-use relationships.

Support the implementation of the Open Space Plan and improve the use of vacant land around schools for park and recreation activities.

Near West Residential Area

Continue to stabilize this residential area by making available a variety of governmental assistance programs including housing rehabilitation.

Search for some facility or element that can help give the Near West community some identity, character and a neighborhood rallying point.

Provide some buffering from I-25 with natural growth and other cost effective noise barriers.

Change traffic signal placement and timing at I-25 - Uintah and at Walnut - Uintah to improve traffic flow.

Initiate an aggressive zoning enforcement program to eliminate blighting factors caused by noncompliance.

Prevent any encroachment of commercial or industrial uses into the residential area.

Improve bus service between the Near Westside and Uintah Gardens Shopping Center.

SUBAREA OBJECTIVES(Continued)

Near West Commercial

Plan for much of the area as a downtown-support area and facilitate certain conversions, mixed uses and multi-family housing utilizing additional land use controls such as a development plan review.

The area south of Colorado Avenue and east of 7th Street should remain commercial.

Establish a residential/non-residential boundary on the western edge.

Designate Walnut as a connector street between Bijou and Colorado Avenue.

Redesign I-25 and Midland Expressway interchange to facilitate ease of movement such that traffic currently traveling through Westside neighborhoods to avoid inconvenience of that intersection would be encouraged and redirected onto Midland Expressway at I-25.

Utilize the successful economic methodology that was established in Old Colorado City to harmoniously integrate compatible commercial activity into those area along Colorado Avenue where the plan does not specifically discourage such activities.

Vermijo-Cucharas

Maintain the Vermijo-Cucharas area as residential neighborhood and integrate the area with the residential neighborhood north of Colorado Avenue.

Improve the land use relationship between the residential area and adjacent commercial and industrial uses.

Maintain the residential area north of Vermijo Street and designate the area south of Vermijo Street as an industrial or commercial area with an east-west service road. Make certain that any non-residential development is required to take the necessary actions to prevent negative impact on the residential neighborhood.

Provide a broader range of rehabilitation assistance in order to preserve and redevelop the residential character of the area.

Costilla

Given the housing conditions, surrounding land use and zoning, the Costilla area should be left to respond to market pressures without involvement through public assistance.

SUBAREA OBJECTIVES(Continued)

Gold Hill Mesa

Preserve the historic smokestack as a landmark.

Due to the vast amount of vacant land provide low level of community development funding.

The existing master plan should be pursued in order to encourage business and high-density residential uses. All development should take advantage of the interesting topography, orientation and access to downtown.

Approaches to this area should not be allowed to develop as strip commercial comparable to 8th Street.

Midland Area

Initiate an aggressive zoning code enforcement program.

Initiate a selected public improvements program in order to improve street conditions, install better drainage and other necessary public amenities to encourage upgrading of the area.

Prepare a land use plan which incorporates compatible non-residential uses as well as new residential units. This includes encouraging planned industrial zoning west of 21st Street and site review of commercial development along 21st Street.

Development facilities for senior citizens which include: apartment and condominiums, subsidized housing for low-income residents and convenient commercial service area.

Maintain and improve the residential character of Midland by preserving the existing rehabable housing stock and encouraging new residential development.

Midland Expressway/Fountain Creek Corridor

Redevelop the entire corridor from I-25 to 31st Street as a combination open space link, tourist service area and/or carefully planned commercial/industrial area. Special attention must be paid to the visual impact along Midland Expressway.

Make every effort to control development along Fountain Creek flood plain in order to eliminate the need for a cement drainage ditch.

SUBAREA OBJECTIVES (Continued)

Midland Expressway/Fountain Creek Corridor

Access on Naegele Road needs improvement at both ends to provide better access from 21st and 25th Streets.

Eliminate the most blighting and unsightly uses now located along the Midland Expressway.

Develop more usable open space and a linear park along Fountain Creek and where possible connect Fountain Creek open space to adjacent neighborhood parks and trail systems.

Improve the appearance of Midland Expressway by landscaping the medians and peripheries where possible.

Colorado Avenue Far West Area

Colorado Avenue west of Old Colorado City should remain a commercial strip and be prevented from encroaching into residential areas.

Improve traffic control throughout the area with consideration for more adequate pedestrian crossings.

Develop overlay zoning to implement architectural and sign limitations which are compatible with the theme of Old Colorado City.

Propose a design theme on west Colorado Avenue from 31st Street to 37th Street to improve traffic flow and encourage new development.

A minimal amount of design controls should be instituted in order to achieve a smoother visual transition to Old Colorado City, especially in the area between 31st Street and Old Colorado City.

Utilize the successful economic methodology that was established in Old Colorado City to harmoniously integrate compatible commercial activity into those areas along Colorado Avenue where the plan does not specifically discourage such activities.

Old Colorado City Area

Seek to complete improvements in the existing project area before expanding the improvements further along Colorado Avenue in accordance with the plan.

Continue to provide economic incentives and encourage those commercial uses which will add stability and long-term strength to Old Colorado City without destroying the historic character.

SUBAREA OBJECTIVES(Continued)

Colorado Avenue Near West Area

Implement a Colorado Avenue plan with zoning action in the form of down-zoning, planned zones or "overlay" zones which include design criteria and a means of combining residential uses with less intensive commercial uses. Such development should contribute to the overall character and residential nature of the Westside.

Encourage compliance with design scheme by providing economic incentives and design assistance along Colorado Avenue thereby making the arterial a positive factor in the redevelopment of the Westside.

The list of objectives is comprehensive given the degree of specificity possible when preparing a plan for an area the size of the Westside. These present an image of how those living and working in the study area desire to see the neighborhood in the future and provide an excellent guide in pursuing the plan recommendations and realistic implementation alternatives.

It is incumbent upon the implementors of the plan to be cognizant of the list of objectives and their implication. A thorough knowledge of the objectives is a prerequisite in understanding the plan.

LAND USE

Almost 70 percent of the land use is already established within the Westside study area. It has evolved over a 120 year period that has witnessed the Westside develop primarily as a residential community. During these same years there has emerged an accompanying commercial and industrial development reflecting both the changes in the economics of the times and occupations of the inhabitants. Significant signs are still visible from the glorious gold days represented in the grandeur of Old Colorado City, the extensive single-family housing, still the home of blue collar and professional workers and the remnants of a once prosperous industrial economy.

In recent years no one land use has increased dramatically over any other use. Some single-family and multi-family units have been built, new commercial development has occurred at various locations and conversions of residential units into commercial are evident. Industrial expansion has been minimal and concentrated along transportation corridors.

The mandate for the future as indicated by the objectives is to maintain a similar ratio of land uses and if there are any changes, they are preferably in the direction of residential development.

Any potential change in land use, whether it be residential, commercial or industrial, requires a keen awareness and sensitivity to compatibility between uses. If there is one single point that is critical in the future evolution of land uses within the study area needing particular scrutiny, it is the question of compatibility. The typical luxury of master planning a piece of raw land and thereby pre-determining the compatibility of uses and the consequence of their development is limited in an area like the Westside. With 70 percent of the land already

developed, the land use question is predicated, to a large extent, on what exists.

The plan is based upon the assumption that the task of compatibility is achievable and not at the expense of any one land use. Compatibility can also be attained without sacrificing other land use objectives. Infilling of vacant land and higher intensity use of land presently occupied by uneconomical uses is feasible and recommended.

Following are recommendations for the primary land use categories. In proposing the land use recommendations, existing conditions were analyzed, problems, assets and opportunities considered and future economic trends reviewed. Special attention has been paid to the market trends and an overview of these findings precede each land use category.

RESIDENTIAL LAND USE

Future Market Trends. Certain general trends which will bear on the market position of the Westside housing stock are evident both nationally and in Colorado Springs. The major market determinants include population growth, demographic changes, price escalation, alternate housing styles and a renewed preference for inner City housing. On balance, these factors will increase the economical potential of the Westside as a residential neighborhood.

Population Growth. Continued rapid population growth is forecast for the Colorado Springs Metropolitan Area through the year 2000. Estimates by the Pikes Peak Area Council of Governments place El Paso County population at 550,000 by 2000, indicative of a 2.5 percent compounded annual growth rate over the 1978 to 2000 period.² Assuming a continuation of the current Countywide average of 3.1 persons per household,³

almost 75,000 new housing units will be required by the end of this century. A decline in the mean household size, which is anticipated, would increase this required number of new units substantially.

Due to a relative scarcity of developable land, the Westside study area is expected to house only a moderate portion of these new El Paso County households. Only in the southern portion of the study area are sufficiently large tracts of land available for major residential development projects.

The impact of area wide population growth on the older Westside housing stock is dependent upon such factors as relative price, tastes, and the locations of employment opportunities and shopping.

For example, the desirability of the Westside as a residential area could decrease if, as in the 1950's and 1960's, market trends are toward larger, newer, suburban style homes situated in a subdivision format. At least for the near future, however, the close-in location and distinctive character of Westside homes and neighborhood appear as positive rather than negative, attributes.

Price. Rising housing prices in both the single-family and multi-family sectors will have several direct effects on Westside housing. First, lower priced resale homes become the only option for increasing numbers of first time homebuyers. Consequently, the wider the gap between new home prices and income, the greater the number of households who will find the Westside a desirable (or possibly the only) neighborhood in which they can purchase a home.

A somewhat related factor concerns the relative costs of a new home construction in new versus established urban areas. Site development costs

typically add several thousand dollars to the cost of each new home constructed in a subdivision type development.⁴ Many of these costs can be avoided in established urban areas such as the Westside. To the extent that this is not compensated by higher land costs, construction of new Westside units will have a relative price advantage.

Rising housing prices may also result in higher Westside residential turnover rates. Traditionally, many Westside residents were lifelong Westsiders and, if they moved, tended to move to another Westside home. However, the Westside is becoming increasingly popular among first time homebuyers Citywide. Although purchasers could become lifelong Westside residents, it is probable that many will use their Westside home as an opportunity to gain an equity and then move on to housing in other portions of the City.

Rising multi-family rents, in the absence of substantial new apartment construction, will also affect the Westside. Renters in other portions of the City who have been taking advantage of historically low Colorado Springs rental prices may be forced into the relatively less expensive Westside rental market. This will have a tendency to lower the already low Westside vacancy rate and to increase Westside rental prices. Compounding this problem is an expected reduction in the supply of low priced Westside rental units due both to the reconversion of rooming houses to single-family use and the demolition of certain marginal motel units along Colorado Avenue as higher land uses become economically profitable. In sum, there will be very few low priced Westside rental units in the future.

Demographic changes. Two major demographic changes will affect the market position of the Westside housing stock. First, a relatively large number of

Westside homeowners are elderly. This indicates that a large number of homes will be coming on the Westside market in coming years. It also reinforces the need for some sort of limited care apartment units (possibly subsidized) for elderly Westsiders who are ambulatory but no longer able to meet the responsibilities of homeownership.

The second demographic factor affecting the Westside is the national trend toward both husband and wife working outside the home and smaller family sizes. This tends to increase the desirability of smaller homes. Because of the larger number of smaller homes in the Westside, this is likely to be a positive factor concerning the marketability of study area housing.

A related factor is the growing incidence of single-persons purchasing a home. At the present time, this market is focused more on condominiums and townhouses and less on single-family units. It is conceivable that single-homebuyers could be attracted to the small 600-800 square foot Westside homes although there is no evidence to date that this is in fact occurring.

Alternate Housing Styles. Nationally, many Americans are eschewing the traditional single-family home in favor of condominiums, townhouses and other alternate housing choices. This is in part a reaction to rising single-family home prices; condominium owners gain the merits of owning an appreciating asset at a lower square foot price than that of a comparable single-family home.

In addition to the growth of condominium living, a second alternate housing style with relevance to the Westside should be noted. Certain store owners along Colorado Avenue are buying their store buildings and living in space on the second floor above their shops.

A related trend is for Westside store owners to purchase homes near their shops. Neither factor is, nor will be, of major importance in terms of absolute numbers. However, living in previously unused second story retail space tends to slightly increase the overall housing stock while the preference for a home near the place of employment increases that overall demand for Westside housing.

Return to the Inner City. A final major factor affecting the market for Westside housing is a national trend toward middle and upper-middle income households buying homes in older inner city areas. This phenomenon was originally viewed as the salvation of declining urban neighborhoods as the new upper-income residents brought with them their purchasing power and invested heavily in housing revitalization. In recent years, however, concern has been expressed for the lower income neighborhood residents frequently renters, who are "displaced" from their homes by escalating real estate prices.

Portions of the Westside, particularly the North Bluff neighborhood near Old Colorado City, appear susceptible to an influx of upper-income residents. On a national basis, five factors have been identified which make an urban neighborhood popular for revitalization: the presence of renovation activity, historic character of the houses, investment potential, price and distance or time to work⁵. On the composite of these five factors, North Bluff subjectively outranks all other Colorado Springs neighborhoods, particularly in terms of low price and investment potential. The presence of commercial revitalization in Old Colorado City and the availability of residential rehabilitation loans and grants accentuates the other positive features.

Miscellaneous Market Factors. Commercial revitalization along Colorado Avenue,

WESTSIDE

HOUSING CONDITIONS

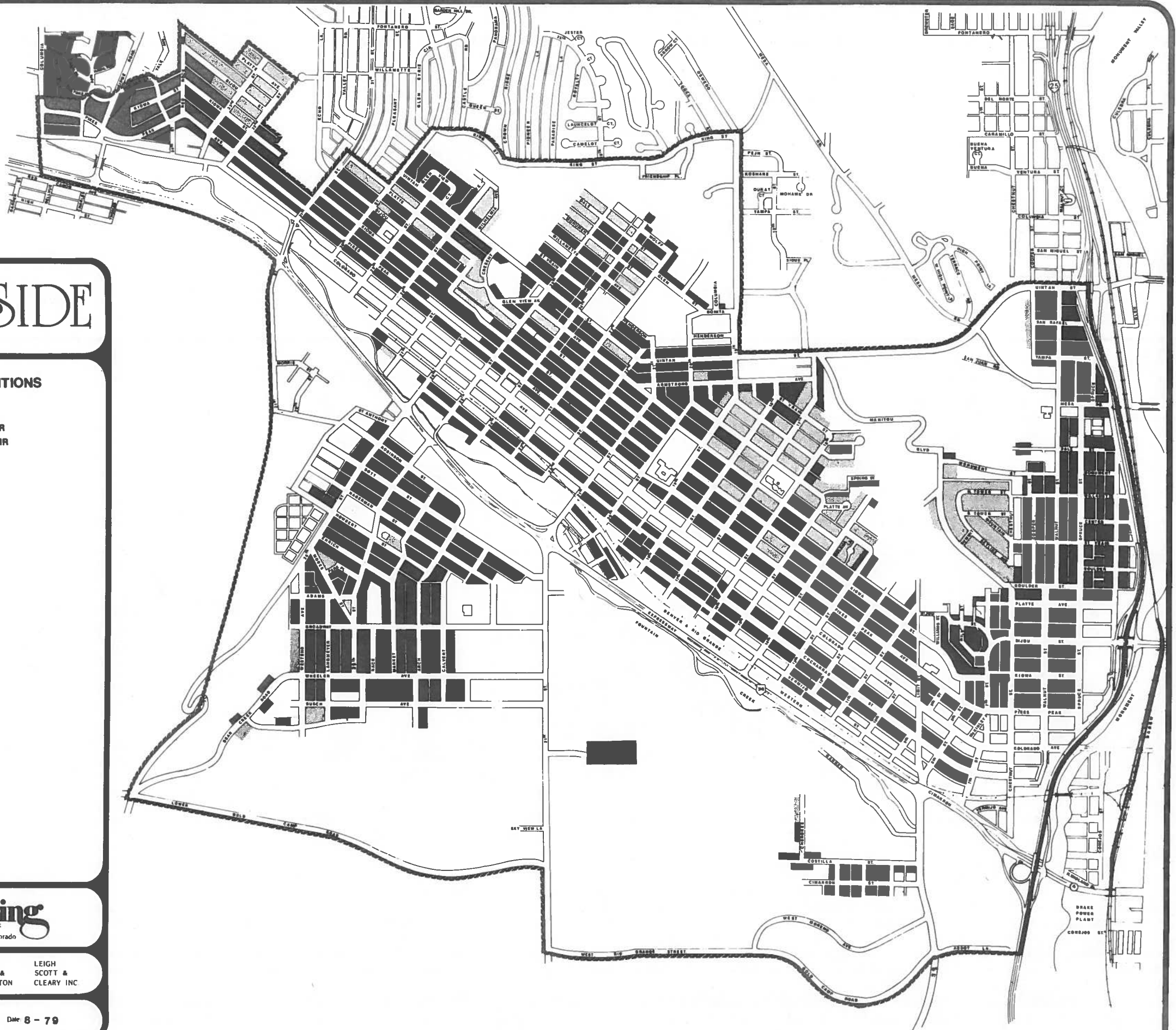
-  SOUND
-  MINOR REPAIR
-  MAJOR REPAIR



COMMUNITY RENEWAL ASSOCIATES EDWARDS INC BICKERT, BROWNE & CODDINGTON LEIGH SCOTT & CLEARY INC



Date: 8 - 79



rising energy prices and the availability of mortgage financing are three secondary factors influencing the Westside housing market over the long term.

Colorado Avenue has both positive and negative effects on the surrounding residential neighborhoods. Presently, many negative environmental factors such as noise pollution, traffic and visual blight are associated with West Colorado Avenue. This appears particularly severe at both the eastern and western edges of the study area where many commercial businesses are devoted to auto related traffic and non-neighborhood oriented uses.

The positive attributes of Colorado Avenue to the Westside include access, certain convenience shopping alternatives and a limited retail employment base. The marketability of the Westside residential base will be enhanced to the extent that residential uses are protected from the negative characteristics of West Colorado Avenue while taking advantage of its positive characteristics. More specifically, planning and zoning changes which protect residential uses against commercial encroachment, limit vehicular access and limit circulation patterns to internal traffic will increase the economic viability of the Westside housing stock.

A projected increase in United States petroleum prices, coupled with the possibility of severe supply constraints, also has both positive and negative ramifications for the Westside housing market. On the positive side, the proximity of the Westside to the Central Business District (CBD) and other nearby employment centers will increase the desirability of Westside homes to persons wishing to shorten their employment commute. Also, the smaller Westside homes, provided they can be adequately insulated, represent lower heating bills to energy conscious homebuyers.

On the negative side, rising petroleum prices could affect the tourist oriented portions of the Westside and Colorado Springs economies. This is particularly true of auto oriented tourist uses such as those along West Colorado Avenue and 21st Street south of the Midland Expressway. Possible gasoline shortage effects on these commercial uses is discussed in the Commercial Sector section which follows. With regard to Westside housing, it should be reiterated that the strength of the housing market is related to both the health of the local economy and overall population growth in Colorado Springs. To the extent that these factors are effected by gasoline scarcity or price increases, the Westside housing market will be affected.

Changes in mortgage financing methods will also affect the Westside housing market. Due to the rapid inflation in housing prices, financial institutions have been experimenting with financing mechanisms such as the balloon mortgage and the variable rate mortgage. In the former, payments begin at a relatively low level but rise over the initial years of the payback period; in the latter, payments vary, according to current interest rates. These new mortgage mechanisms will increase the market in terms of numbers of eligible buyers of Westside housing.

Residential Land Use Recommendations

Based on the future market trends and objectives put forth by the representatives of the Westside, the Generalized Land Use Map indicates three recommendations related to residential development.

- 1) Preservation of the existing stock of housing throughout the Westside.
- 2) On almost all vacant land designated for future residential land use, the pursuit of compatible higher

density development rather than the historical single family development found on the Westside.

- 3) A greater effort to establish a compatibly mixed residential/commercial land use.

The recommendation to preserve the substantial inventory of existing residential land use is predicated on a number of neighborhood objectives:

- Preserve all viable existing residential land use in order to provide an extensive stock of affordable housing;
- Preserve the historical/architectural character of the Westside by preventing encroachment of non-residential uses;
- Maintain a viable residential neighborhood which will encourage private reinvestment and promote long-term stability for a significant portion of existing residential units in Colorado Springs.

The proposed higher density residential land use has been recommended without jeopardizing the stability of most existing single-family development. The proposal is made to address a number of neighborhood and City-wide objectives which contribute to the overall development of Colorado Springs. These include:

- Provide a broader range of housing types and price;
- Increasing the total number of units to meet the growing demand for inner-city housing;
- Providing a higher concentration of residents to support the establishment of a more effective mass transit system;

- Maximizing the utilization of existing public improvements such as streets, utilities, schools and parks;
- In keeping with the infilling policy recently espoused by the City Council.

The recommendations for mixed residential/commercial land use is based on the intent of providing a compatible transition from intensive commercial use to residential use and to eliminate the development of strictly commercially-oriented arterials which can become obstacles to the creation or maintenance of a physically unified neighborhood. Finally, given the unique character of the Westside, the opportunity to meet both residential and commercial needs by allowing mixed uses in a single structure has excellent possibility in designated areas as shown on the proposed land use map.

The recommendations for residential land also encourages the development of specific areas that allow a mix of residential and office development. The residential uses could range from single-family to medium density residential while the intent of the office uses is to provide a range from conversions of existing single-family structures to construction of moderately sized office buildings. This type of development also provides for an effective transition between commercial and residential land uses.

The commitment to protect and increase the residential land uses throughout the area sets the stage for determining the non-residential land uses within the Westside. It is important to note the amount and location of non-residential land uses is based on the premise that most uses, if compatible, can and should exist within the study area.

COMMERCIAL LAND USE

Future Market Trends. This subsection sets forth anticipated future trends expected to impact the Westside commercial sector with emphasis on anticipated development opportunities.

Convenience Goods Market. Convenience goods stores comprise a major segment of the Westside retail market. The demand for convenience goods retail space within the Westside study area is a function of market area size, population, income levels, the percentage of income expended on convenience goods and average sales per square foot of store floor space.

The market area for study area convenience goods stores extends past study area boundaries in all directions, particularly to the west. Several factors are considered in this primary market area delineation:

- Convenience. Driving times to neighborhood convenience stores are generally brief, directly limiting market area size. The exception in this case is the westward extension of the market area as far as Woodland Park due to an absence of competitive alternatives in this area.

- Accessibility. Access to study area convenience outlets is generally good, particularly from the west along Midland Expressway. Within the study area, Colorado Avenue and Uintah Street provide major east-west access while 8th, 21st and 31st are the major north-south roads. Bus and pedestrian access are more limited considerations.

- Competitive influences. The locations and drawing power of competitors affects market area definition. In the present cases, the size of the Westside market area is affected by the Interstate 25.

An estimate of study area convenience good stores indicates the presence of a total floor area of approximately 125,000 square feet. This is 30,000 square feet, or 20 percent, less than could probably be supported.

Two specific cautions must be noted concerning this initially positive prognosis for additional convenience retail development. First, recent trends in store size are toward larger retail outlets. Breaking the 34,000 additional square feet into specific store types (e.g., supermarkets, other food stores, hardware, liquor, drug stores and others) indicates that there may not be sufficient excess demand to support an optimal size store of any specific type.

Secondly, the major geographic area which appears inadequately served by convenience goods outlets is from Manitou Springs west up Ute Pass. In fact, a major convenience goods outlet better situated to serve these residents would probably siphon off much of the perceived excess convenience goods demand presently found in the identified Westside market area. At present, many of those residents living in the Manitou Springs-Ute Pass area shop at the Red Rock Canyon Center for convenience goods items.

Within the Westside study area itself, the Midland area appears the most underserved in terms of convenience goods shopping. While present population and income levels in this area are too low to justify a major retail development, this should change with future projected population growth in the Midland and Gold-Hill Mesa areas. Given the strategic locations of convenience goods concentrations, an eventual site in the vicinity of Midland Expressway and 21st Street is most reasonable. While sporadic development of small free-standing outlets may occur, no major development is expected until new market potential is created.

WESTSIDE

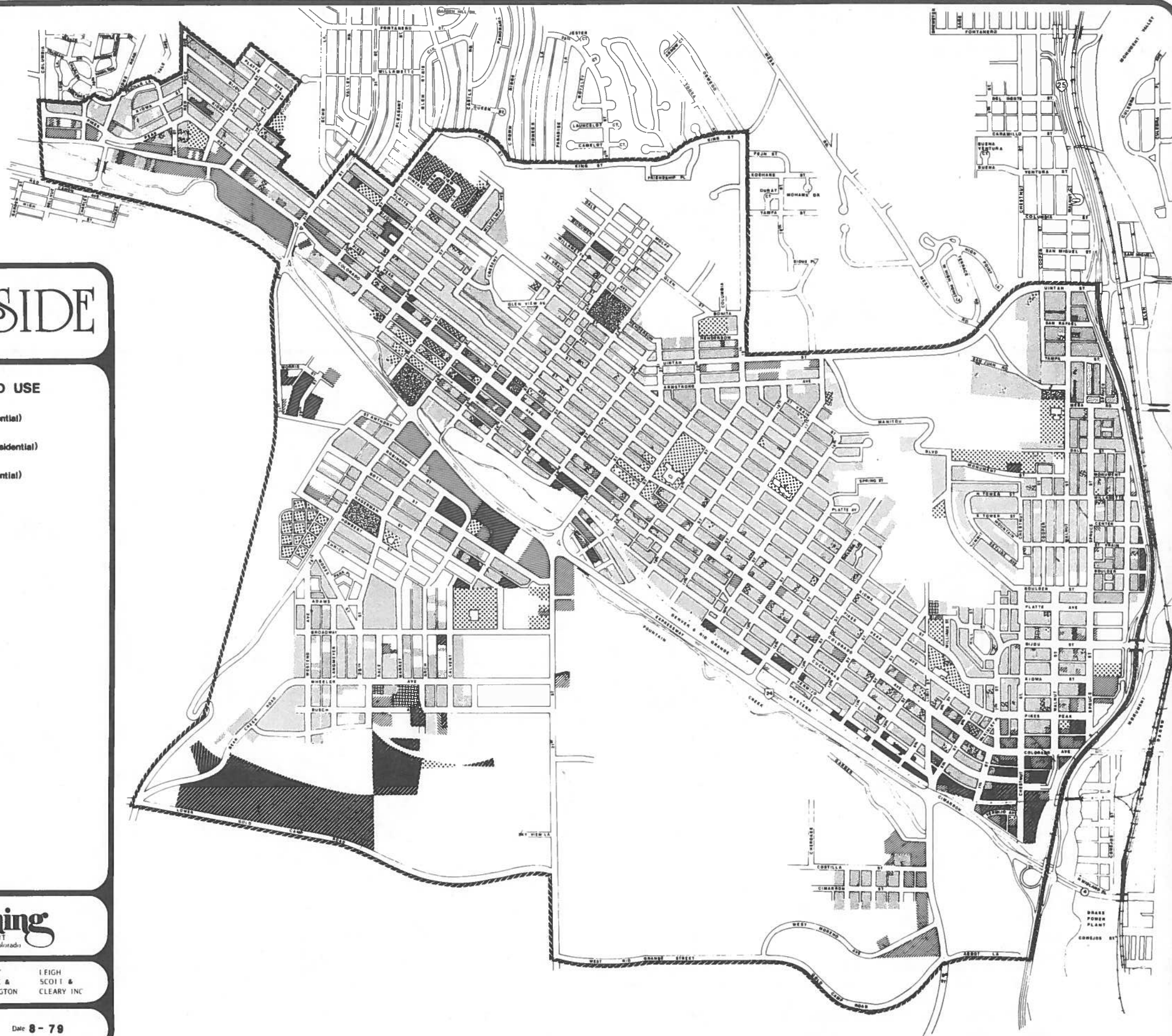
EXISTING LAND USE

-  LOW DENSITY (Residential)
-  MEDIUM DENSITY (Residential)
-  HIGH DENSITY (Residential)
-  COMMERCIAL
-  INDUSTRIAL
-  PUBLIC
-  PARK
-  VACANT



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WESTSIDE

GENERALIZED LAND USE

-  RESIDENTIAL LOW DENSITY 0-10 DU/AC
-  RESIDENTIAL MEDIUM DENSITY 5-16* DU/AC
-  RESIDENTIAL HIGH DENSITY 15+* DU/AC
-  RESIDENTIAL / OFFICE*
-  COMMERCIAL - OFFICE - RESIDENTIAL*
-  COMMERCIAL PLANNED*
-  COMMERCIAL GENERAL
-  INDUSTRIAL PLANNED*
-  PUBLIC
-  PARK
-  UNDEVELOPED LAND
-  FLOODPLAIN OF FOUNTAIN CREEK
-  OLD COLORADO CITY REDEVELOPMENT AREA
-  * DENOTES SITE REVIEW

PROPOSED STREET CLASSIFICATION

-  FREEWAY EXPRESSWAY
-  MAJOR ARTERIAL
-  MINOR ARTERIAL
-  COLLECTOR

TRAILS

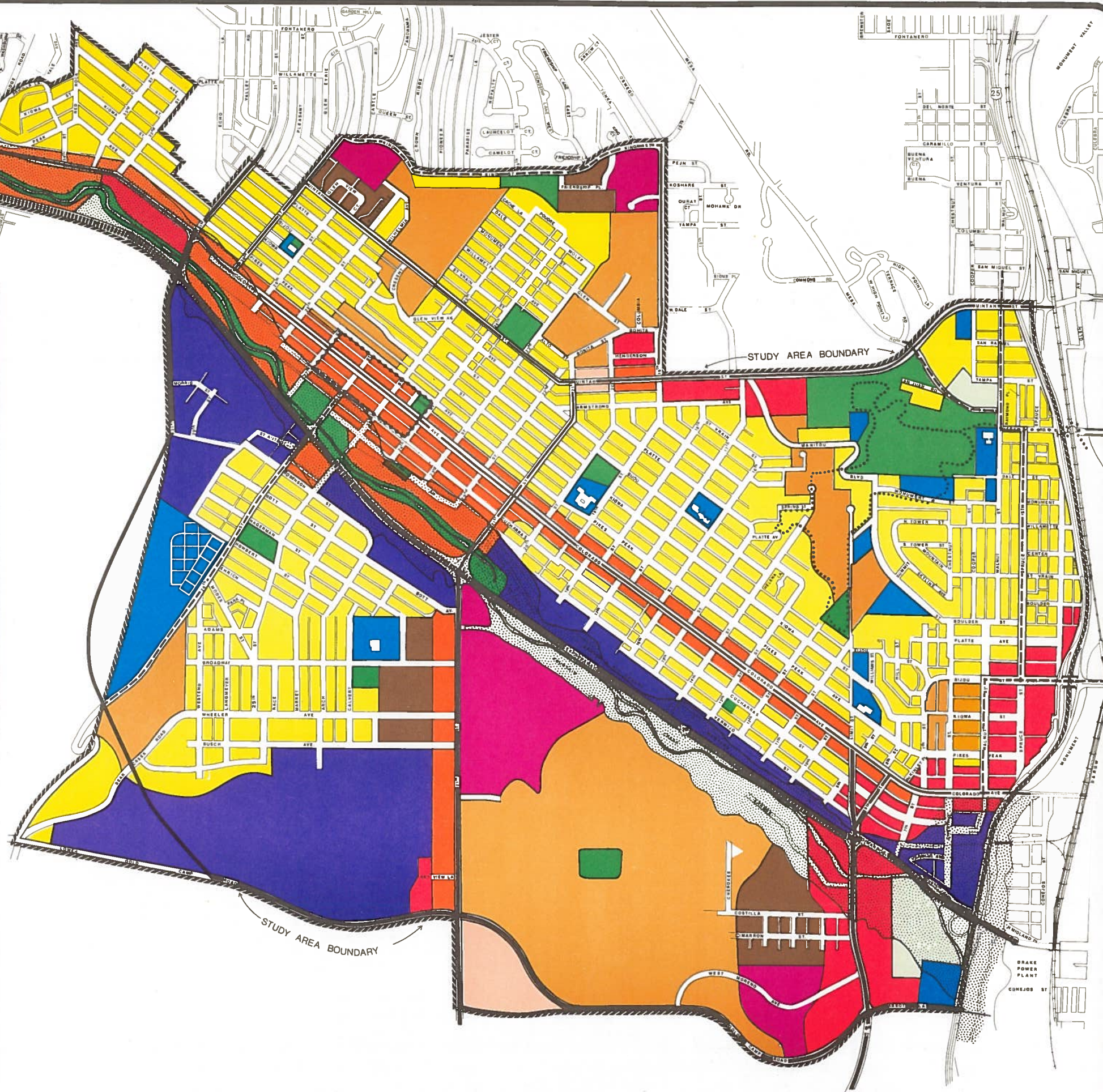
-  EL PASO CANAL TRAIL SITE



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Date: Jan. 22 1980



Shoppers Goods Potential. Retail stores selling shoppers goods include department stores, clothing, shoe and jewelry stores, gift, sporting goods and furniture stores. This broad category includes those stores most frequently found in a regional shopping center. The shopping mall offers an ideal situation for marketing shoppers goods. Customers are seeking an opportunity to comparison shop. The shopping mall with a number of stores selling similar goods in convenient proximity to one another promotes such shopping. This concentration of shopping opportunities has a cumulative effect on a collective market area of the store. The cumulative attraction of a grouping of stores results in a larger market area than the stores could achieve if located independently.

Shoppers goods outlets serve a larger and more loosely defined market area than do convenience businesses. The economic potential of many such outlets is related to the economy of the entire Pikes Peak Region rather than solely to the characteristics of residents in the immediate vicinity. Competitive influences within each product line also play an important role. Because the market characteristics of specific shoppers goods business types vary so substantially, the delineation of separate market areas for each store type and location would be required.

The number of Westside shoppers goods outlets is presently limited and comparison shopping is difficult. The existing Westside shoppers goods retailers are focused on Uintah Gardens, Red Rock Canyon and historic Old Colorado City. Certain other outlets of this type are also located along Colorado Avenue. However, only Woolco in Uintah Gardens offers the wide array of shoppers goods items normally found in the contemporary department store.

Opportunities for expanded shoppers goods facilities appear to exist within the Westside study area. A discount outlet would be particularly opportune considering the socioeconomic characteristics of study area residents. A principal constraint is the lack of presently developable space in either the Uintah Gardens or Red Rock Canyon centers. Shoppers goods stores typically prefer to locate adjacent to shopping malls or other successful shoppers goods outlets. The potential for future Westside shoppers goods development is also highly contingent upon the nature, timing and extent of future commercial development north of the study area in the Holland Park and Mountain Shadow subdivisions. The development of the Chapel Hills regional center is also expected to draw heavily among Westside residents. The presence of many established shoppers goods in the CBD and the major centers further east is a further important limitation.

Specialty Goods Potential. A major concentration of specialty goods outlets is found in historic Old Colorado City. Specialty goods are a distinctive type of shoppers goods and include such items as antiques, art objects and handcrafted articles.

While historic Old Colorado City draws a portion of its business from the tourist trade, its major function is as a regional specialty shopping area. Based on rising customer counts and heavy demand for retail space, a continued expansion of specialty shoppers goods outlets in the Old Colorado City area is foreseen. To the extent possible, specialty uses such as clothing stores which balance the present mix should be encouraged. The addition of new specialty outlets will increase the cumulative draw of Old Colorado City and create a beneficial synergistic effect for the stores now in the area.

The major consideration regarding the

long term viability of the historic Old Colorado City specialty market relates to specialty shopping opportunities in other parts of the metropolitan area. While competitors are presently limited, the expansion of specialty goods retailing is being considered for both Manitou Springs and, to a lesser extent, the Colorado Springs Central Business District. Both of these locations have important marketing advantages in terms of image, location, access and non-retail customer draw that would make them formidable competitors for the specialty goods dollar.

Tourist Market Potential. Commercial activities oriented toward a tourist market include a variety of retail and service businesses. Motels, restaurants and service stations as well as the specifically tourist-oriented attractions like the Hall of Presidents and the House of Cars are all partially dependent upon the tourist's trade. Tourist-oriented uses of these types have historically comprised a major segment of the Westside study area commercial base.

The Westside study area is well located to benefit from regional tourist traffic. Tourist-oriented commercial development initially occurred along West Colorado Avenue, reflecting that street's former role as the primary route to Manitou Springs and the mountains. A second group of tourist-oriented businesses have also evolved along Midland Expressway. A large motel was constructed at Midland Expressway and 8th Street and tourist-oriented auto services, tourist attractions and restaurants have or are developing along the intersections of Midland Expressway. A motel was also built at I-25/Bijou to attract tourists traveling along the Interstate.

A current question regarding the future vitality of the Westside tourist market

is question of gasoline price and availability. The Westside tourist industry, indeed that of the entire Pikes Peak Region, is dominated by auto-oriented travel. While future gasoline prospects are uncertain, it appears probable that automotive travel for vacations will decline in the future. Although public transportation is already becoming an active alternative, reduced gasoline availability could have a serious dampening effect on the Westside tourist industry.

Commercial Office Potential. The Colorado Springs CBD has been the traditional center of the regional office space market. This resulted primarily from functional considerations. Many office users find proximity to related or required financial, legal or other professional resources a business asset. Other CBD office tenants find the closeness of governmental organizations and judicial centers a necessity. Tradition and prestige are also closely associated with a downtown location.

The 90,000 square foot Raintree Complex comprises the only major concentration of Westside study area office space. Several smaller professional offices are also located along Colorado Avenue and 21st Street.

A potential exists for an expanded Westside office stock, particularly off Bijou near Interstate 25. The difficulty of land assemblage in this area and the relatively long distance to the CBD suggest that office development will be of the support and professional nature.

Near West office development will likely include a number of relatively small office structures. These may either be newly constructed buildings or rehabilitated homes in the neighborhood.

The timing and extent of Near Westside office development is contingent upon the future strength of the CBD office

market. The vitality of the local economy and the generally favorable business environment will likely attract an increasing number of office space users to Colorado Springs.

Commercial office development is also a possibility in the Gold Hill Mesa area. In fact, the John Madden Company planned a 65 acre, 450,000 square foot development at this site in 1975. However, because of prevailing economic conditions, construction never began. Office space development in this location would likely include several relatively large buildings so as to generate the cumulative attraction essential to an office development not located in or near the CBD.

Finally, a moderate expansion in the amount of Westside professional office space is anticipated. Demand for this space, which is occupied by physicians, lawyers, realtors, accountants and others, is a function of neighborhood population, income and image. Trends in all three factors are expected to be positive for the Westside in the future. Professional office development will likely focus along the major traffic arteries, primarily Colorado Avenue. Historic Old Colorado City also has the potential to generate increasing use of this type.

Secondary Commercial Trends. Future trends in strip commercial development and commercial revitalization will affect the economic development potential of the Westside. Anticipated changes in traffic flows are a further important consideration.

One of the major reasons why firms locate in strip developments is the relatively lower rents which are available. While the availability of lower rent is desirable for attracting certain types of businesses, it often leads to a deterioration of the commercial area in much the same manner that a residential

neighborhood with the same characteristics might deteriorate. In other words, the deteriorating nature of areas is one of the reasons that rent is low, and this condition is desirable for many businesses, especially those which do not depend on attractive surroundings for customer generation.

New construction in older strip commercial areas is generally uneconomic. The rents necessary to insure the profitability of new commercial developments are relatively high in comparison with the rents already available in older buildings in the area. However, as the rental rate differential continues to increase between older strip commercial areas and newer shopping center developments, more stores can be expected to move back to strip commercial areas such as West Colorado Avenue. A continued increase in demand for Colorado Avenue property may permit the imposition of certain signage or related design requirements that could improve the visual appearance of the Avenue.

The redevelopment potential of commercial space is generally more limited than that for residential structures. Most commercial uses have more specific space requirements and may have difficulty adapting to older buildings. Major retail stores, such as supermarkets or department stores, are particularly limited in this regard. However, as Old Colorado City and similar projects nationally have shown, specialty retail uses may find older buildings ideally suited for their needs.

The revitalization of Westside commercial buildings is expected to continue although at a more moderate rate. In effect, rehabilitation has already occurred in the buildings most suited to reuse. Revitalization of other commercial buildings will take place only as prices continue to rise for new retail space and renovation becomes an

economical alternative.

A particularly noteworthy aspect of the Old Colorado City revitalization program has been the number of storekeepers owning, rather than renting, their commercial space. This occurs both among the older buildings and in the newer El Paso County Community College building which was turned into a commercial condominium. The advantages of commercial ownership resemble those for residential ownership including tax write-offs and appreciation. This trend toward commercial ownership is expected to increase in the future and may be particularly prevalent on the Westside due to the relatively low cost of commercial space.

Commercial Land Use Recommendations

The proposed commercial land uses constitute a complex question because such uses involve two concerns: 1) compatibility of commercial uses within a specific area and 2) intensity of commercial uses and their relationship to adjacent non-commercial uses. Given the existing and potential commercial development in the Westside, the land use recommendation includes three types of commercial developments.

- General Commercial

Wide range of commercial uses with minimal concern for compatibility with adjacent commercial uses within the same area and surrounding commercial and non-commercial areas.

- Planned Commercial

Concern for both compatibility of commercial uses within a specific area and the impact

of these commercial uses on surrounding development.

- Site Review Mixed Commercial

Due to location, mixed uses (commercial/office/residential), special purpose and/or critical impact, these commercial areas are recommended for careful review based on adopted criteria designed to insure compatibility between uses and surrounding areas.

The general commercial areas depicted on the map represent already existing development or areas in which development has occurred but has not totally consumed all the land recommended for general commercial use. In some cases as defined in the subarea comments, residential units still exist in the proposed general commercial area but the stability of residential land use is questioned over a long period of time given the present extent of commercial encroachment. The two significant increases in general commercial are in the area just west of downtown (Near West Commercial) and Eighth Street. Both areas have already witnessed extensive commercial development and the land use map provides a suggested definition for the extent of these areas.

The areas designated for planned commercial development designed to address commercial use-to-use relationships and compatibility with surrounding uses are both existing and recommended. For the recommended areas the reasoning centers around; relationship to arterial traffic, the need to facilitate internal traffic flow and, of significance, single ownership which enhances the possibility to achieve effective design. The areas designated serve either as a neighborhood facility or, as in the recommended case of Midland Expressway and 21st Street, an area-wide commercial center. The extent of this highly

structured and controlled commercial land use is not widely recommended given the limitations of vacant land suitable for planned commercial use, the already existing surplus of commercially oriented land and the design limitations which prevent its application in locations where commercial development might be considered.

The most comprehensive recommendation for consideration with regard to commercial land use deals with the establishment of commercial areas requiring careful review due to unique circumstances.

The circumstances include: 1) concern for compatible development relative to surrounding uses and 2) through the application of a review process, the provision of a mechanism to assure the developed uses will contribute to the character of the Westside. The uses proposed include residential, office and commercial. The residential uses would range from single-family to multi-family excluding high rise. The proposed commercial would allow a wide range of commercial uses but exclude those that generate high traffic utilization or are of such a nature that the objective of compatibility would be impractical. Examples of commercial uses causing concerns include: drive-in restaurants, warehouses, bottling works, garages and metal fabrication. These uses are not always neighborhood oriented and do not contribute to the stabilization of residential areas in the Westside.

The accompanying land use map indicates the areas designated for the "Site Review Mixed Commercial." Colorado Avenue and the area south of Old Colorado City are the primary recommendations with consideration also given to a small area along Uintah west of 19th Street. The critical concern is the implication of the typical commercial land use as allowed to develop and conversely, what is to be gained if a careful review

process based on established criteria is implemented.

The commercial land use recommendations centers around the desire to provide ample opportunity for business development and expansion without destroying the essential residential character of the study area. If implemented with flexibility and supported with technical assistance the future commercial development will contribute to the redevelopment of the Westside.

INDUSTRIAL LAND USE

Future Growth Potential. Future Westside industrial development should occur in industrial parks, small to moderate size single site facilities and in the reuse of existing industrial buildings. Each appeals to different types and sizes of industrial firms.

Industrial parks are characterized by three features: 1) a comprehensive plan for the development of the land with restrictions controlling land use, building types, building to land ratios, construction specifications and sometimes even landscaping; 2) the availability of utilities, roads and services that meet the requirements of the firms in the district or park and 3) supervision and management that can enforce the specified regulations and maintain the desired environment. Industrial parks typically appeal to smaller light manufacturing or warehousing firms which desire an attractive environment and rapid startup capabilities.

No large industrial parks or districts presently operate within the Westside study area. However, the anticipated development of the Midland Green Commercial Center at 26th and Midland Expressway recognizes the Westside potential for this type of development. Due largely to the transportation

and access attributes of this facility, and its competitive price, a steady absorption rate for space is anticipated. Additional Westside industrial park development will occur gradually through the 1980's as such space is demanded. The Midland area is the most likely location for an industrial park.

Small to moderate size single user facilities on the model of the proposed anodizing plant will also occur on the Westside. The potential for this type of development is greatest in Midland. Single site development is preferred by firms needing flexibility regarding building type and location.

Finally, redevelopment and reuse of the existing industrial buildings in the Near West Commercial-Industrial and Midland areas is anticipated. These structures are particularly valuable in that they provide space for certain users who do not need, or cannot afford, more expensive space in modern industrial areas. The narrow spectrum of possible adaptive uses is a disadvantage.

In the absence of stiff new land use or zoning controls, the Near West Commercial-Industrial area will likely remain filled with small industrial and commercial firms, many characterized by marginal profitability. The anticipated influx of CBD related firms (e.g., print shops, office equipment suppliers) will raise land and rental prices and drive out certain marginal uses. Nevertheless, prices will likely remain below those in newer Colorado Springs industrial areas and attractive to the firms deriving no advantage from the amenities of a modern industrial setting.

Industrial Land Use Recommendations

Approximately one-third of the industrial land shown on the proposed land use map is developed with a variety of industrial and commercial uses. Most of

the developed land abuts low-density residential uses and, due to random development and inadequate enforcement of ordinances, the relationship between industrial and residential development has resulted in no, or at the best marginal, compatibility.

The present vacant land considered suitable for industrial development is also confronted with the task of dealing with the question of compatibility due to location and/or topographical constraints. The recommended locations can effectively function as industrial areas and add to the employment potential of the Westside but the inevitable question of compatibility with existing development remains.

The recommended approach for future industrial development anywhere within the Westside study area is the requirement of either a planned industrial park or a site plan review process to determine compatibility with surrounding areas. The concern for compatibility is not intended to place hardship on potential developers but to deal with the reality of existing conditions which have preceded this potential industrial activity. Concerns include the proximity to extensive existing residential development, the visual integrity of Midland Expressway as a major access to the mountains and the City and the topographical extremes causing views to be a consideration. An additional recommendation is to implement procedures or criteria designed to control the location of industrial uses in order to maximize compatibility. Heavy industrial uses should be required to be buffered and well screened while less intensive industrial park type uses be encouraged to abut and occupy areas where compatibility is less critical.

Summary of the Land Use Concerns

The essence of future land use decisions within the boundaries of the Westside study area is flexibility to achieve compatibility. The intent is to initiate innovation in order to meet the land use objectives without detracting from existing development. Consideration for amenities such as open space, signage, landscaping, site layout and other features which enhance land development must be the rule and not the exception as the Westside deals with the future.

The following land use proposals provide a more detailed description of each subarea recommendation. It shall be noted that the individual subarea proposals are based on a land use plan for the entire Westside, designed to interrelate and provide compatibility between neighborhoods.

LAND USE RECOMMENDATIONS BY SUBAREA

North Bluff Area

Almost 80 percent of the land is developed in the North Bluff area with the major land use being single-family residential. The commitment to maintain and preserve the stock of housing and accompanying ratio of land uses is the premise of the plan for the North Bluff area.

The primary recommendation for change in land use concerns existing vacant land. Except for park and open space as shown in the Urban Design chapter, the recommendation is to encourage higher density residential development. Reasons include encouraging alternative housing besides single-family units, maximizing land utilization which encourages infilling and capitalizing on existing public investments. The areas selected for higher density

development do not negatively affect existing uses and if well planned, contribute to the future of the area. It should be noted that the indication of higher residential development does not eliminate the potential for development of lower densities. The land use indicated is a recommended maximum utilization.

One other area in which the recommended land use is slightly different than existing is along Uintah between 19th and 21st Street. Over the years commercial and higher density residential uses have expanded west from 19th Street along Uintah while traffic has increased. The plan recommends the use of 21st Street as a minor arterial between Uintah and Colorado Avenue. Correspondingly the plan indicates mixed commercial/office/residential uses between 19th and 20th Street on Uintah would be appropriate and compatible.

In order to provide a smooth transition into single-family residential, represent the reality of existing uses and acknowledge the traffic situation, the plan recommends an area of residential/office development between 20th Street and the west side of 21st Street and Uintah. This is recommended only along Uintah. Because of the established housing from Uintah to Colorado Avenue along 21st Street, the plan supports the maintenance of the existing single-family residential development.

The proposed recommendations are not radically different from what is presently occurring along this portion of Uintah. The added critical element in the plan is that any future land use changes should be subject to a review process that concentrates on compatible development as it relates to the less intense existing residential development to the north, west and south.

Near West Residential

In the early 1970's, the Near West residential subarea was a Neighborhood Development Project under the Urban Renewal Program. A plan was commissioned which produced a land use element for the neighborhood. Significant dollars were spent on public improvements and loans were provided for housing rehabilitation.

The recommendations in the plan reinforce the intent of the original plan by endorsing the following proposals: preserve the single-family character and land use; buffer the impact of I-25 by an affordable screening technique; maintain a strong demarcation line between the existing single-family and commercial uses to the south; and, finally, pursue the development of the community park to the west of Bristol School.

Near West Commercial/Residential/Industrial

The land use recommendations in this area are complicated by a number of factors. The existing land uses range from single-family to heavy industrial. The pressure for commercial expansion increases with the redevelopment of downtown and the need for additional commercial space. As pressure grows, the concern for compatible interface between this area and the low-density residential area to the west and north is an issue which must be resolved. Equally important is the issue of how to mitigate the impact of use change-overs for the last vestiges of residential development in those areas recommended for general commercial uses.

The simplest question to address in this complex area is the recommended industrial development in the southern portion. All of the area lies within the flood plain of Fountain Creek and is primarily occupied by a variety of industrial uses. The proposed land use indicates an industrial area with

review of future development due to the flood plain restrictions. Little change in land use is anticipated in this area unless market conditions and expansion of commercial uses cause a change in land use.

The general commercial area indicated on the proposed land use map clearly is the dominate use in this neighborhood. Commercial uses are already established and new uses continue to appear. The recommended area encompasses the existing commercial uses and implies that no action should be taken to maintain the few remaining single-family dwellings. Though this may counter with the residential objectives of the Westside planning effort, in the case of this area, given long range considerations and the extent of encroachment, protection of the non-commercial uses is questionable. The general commercial area is one of the largest proposed in the planning boundaries. The major reasoning behind the proposed general commercial area is to absorb the demand for uses related to the eventual redevelopment of downtown and the existing concentration of general commercial uses.

The most difficult question related to land use is the creation of a smooth and defensible transition between the general commercial area and the low-density residential section to the west. An area bordered by Walnut on east, Bijou on the north, 7th Street on the west and Pikes Peak on the south is recommended for medium density residential development with site plan review. The proposal is based on three issues. First, Walnut has been selected as a collector between Bijou and Colorado Avenue. Second, due to this proposed alignment, it will be difficult to "hold the line" between general commercial and low-density residential on Walnut. Finally though there are some sound homes within the boundaries and

increased rehabilitation, over 50 percent are considered in need of major repair. This degree of deterioration could lead to encroachment of non-residential uses. Therefore if change occurs, the plan recommends nothing more intensive than medium density residential uses be allowed. This use would provide an acceptable transition, an excellent site for inner city medium density development and would also provide compatibility with those single-family units remaining in the area.

Vermijo-Cucharras Area

The significant comment related to land use in this area is a recommendation not to change the present single-family land use within the boundaries. This creates a real concern for the compatibility of adjacent uses. To the south, the plan proposes a site plan review process for any industrial use bordering the existing residential development. The same concern for compatibility relates to the Colorado Avenue corridor. The existing trend of commercial uses developing along Colorado Avenue will isolate the Vermijo-Cucharras area and could result in poor use-to-use relationships.

To resolve the potential conflict of preserving the Vermijo-Cucharras area, the recommended approach is to deal with the uses that are adjacent and conflict with the residential area. Two future subarea chapters (Colorado Avenue East and Midland Expressway/Fountain Creek) will provide solutions to these concerns.

Costilla Area

The proposed land use for the Costilla area projects a gradual change in land use given the present poor condition of most structures, pressure from commercial expansion to the east, lack of existing public improvements and the

eventual development of Gold Hill Mesa. The recommendation is to allow general commercial development to expand west from 8th Street up to the abrupt topography change at approximately 9th Street. After the topography change, the land use recommendation is divided on an east-west boundary. The area to the north is recommended for high density residential and the area to the south is recommended for planned commercial. These two recommendations are based on the proximity and visual relationship towards downtown and the relationship to the potential development of Gold Hill Mesa.

Midland Area

During the planning process considerable time was spent determining the appropriate land use for the Midland area. The ultimate conclusion resulted in a number of important land use recommendations. First, the existing residential development should be preserved, improved, and where feasible, expanded. Second, all future non-residential development occurring on the periphery of the established residential area should be accountable for demonstrating compatibility with the existing low-density residential development. Though the recommendation may sound restrictive, it is predicated on a uncompromising objective to preserve the existing residential development.

The proposed land use map indicates a number of recommended land uses on the present vacant land including planned industrial, planned commercial, planned medium-density and high-density residential. The word "planned" may sound repetitious but without protection from the existing development, concern for visual impact due to topography and the eventual land uses fronting 21st Street, the Midland area will continue to be a location for incompatible uses. The recommendation does not preclude any

appropriate land uses but takes into account what exists and recommends the same considerations for compatibility be used as are considered in planning development in new areas of the City.

Colorado Avenue Far West Area

Land uses along the western most segment of Colorado Avenue are almost totally commercial in nature. If uses change, the assumption is that commercial activity will continue to dominate with little prospect for residential development. The primary concern for land uses along Colorado Avenue in this area is to provide a transitional zone into Old Colorado City and to promote compatibility with the low-density residential uses to the north.

The recommendation to insure the desired development can be achieved by requiring a site plan review process to determine compatibility. The criteria or requirements in the subarea are not as restrictive as those recommended further east on Colorado Avenue. The concerns relate primarily to facades, signage, landscaping, parking and access.

Midland Expressway/Fountain Creek Area

The land use recommendations for this important corridor in the Westside study area are related to three issues: Fountain Creek flood plain, the visual impact of a major access point into the mountains and the City and the urban design recommendation for a linear park and open space concept from the City limits to 21st Street. The combination of these factors make site review of future land use development a requirement.

The land use recommendation primarily encourages the development of commercial and industrial uses. This

development is somewhat hampered by limited access from Midland Expressway and the alignment of Fountain Creek. However, with consideration given to the above issues, the corridor does provide excellent opportunities for commercial and industrial development. Certain industrial uses may be attracted to the existing railroad spur stretching from I-25 to 21st Street. Commercial uses may desire the land south of Old Colorado City with access from either 21st or 26th Street.

A major concern in proposing commercial and industrial development north of Midland Expressway is the impact on residential development to the north. Commercial and industrial uses which develop adjacent to residential areas must be subject to site plan review and be accountable for demonstrating compatibility.

Two sizeable parcels of land have been recommended for no structural development due to access problems, flood plain limitations and development constraints such as topography. They are located south of Midland Expressway. Finally though not a land use question, special consideration should be given to designing an attractive entrance into Old Colorado City from Midland Expressway. The proposed entrance, as recommended in the Old Colorado City Plan, is 26th Street and Midland Expressway.

Old Colorado City Area

Recommendations related to the Old Colorado City area pertain to the development south of the present project boundaries. Between the Old Colorado City southern project boundary and Fountain Creek is an area of numerous uses ranging from single-family to heavy industrial. The future of these uses will unquestionably be influenced by the proposed development of Old Colorado City and the recommendation related to Fountain Creek.

The recommendation is to allow a range of development including commercial/office/residential. This type of flexibility in land uses allows the area to respond to market pressure and at the same time provide compatible development with the revitalization of Old Colorado City. Site plan review is critical to the development of the area in order to insure both the use-to-use relationship and impact on the Westside.

Colorado Avenue Near West Area

As stated in the accompanying document, Westside: Problems, Assets and Opportunities, "Colorado Avenue is key to the stability of the large residential area to the north and the smaller Vermijo-Cucharras area to the south..." Through the years the direction of land uses on Colorado Avenue has not complimented the concern for stability of the adjoining residential areas and the visual character of the corridor is deteriorating.

It is important to immediately adopt a philosophy and the necessary criteria to regulate the future development occurring on Colorado Avenue. Delay will only result in continued deterioration and incompatible uses. The proposed land uses in the plan include commercial/residential/office. The development of these uses must be pursued upon site plan review criteria that guarantees compatible development not only with the adjoining residential areas but also with the urban design recommendations contained in this document. A more detailed explanation of the uses and criteria requirements will be spelled out in the zoning chapter.

Colorado Avenue has the potential of being an asset to the Westside instead of a detriment. If criteria is established to review future development that preserves the architectural character, encourage compatible signage, landscaping, parking and aesthetic use-to-use relationships, the Avenue could set the pace for redevelopment of the Westside.

ZONING

Zoning ordinances across the country usually start by outlining the purpose for their adoption. Included in the purpose are such concerns as:

- To further promote and accomplish the objectives, policies and programs of the comprehensive plan;
- To facilitate the creation of a convenient, attractive and harmonious community;
- To attain a desirable balance of residential and employment opportunities;
- To provide the economical and social advantages resulting from an orderly planned use of land resources.

The zoning ordinances and their enactment becomes a tool by which the above and additional purposes are pursued. Ordinances can also provide a degree of flexibility and review intended to accomodate the unusual situation such as topography, traffic constraints or use-to-use relationships.

Often in revitalization areas, the development has taken place prior to the creation of any zoning ordinances. When zoning was imposed, it became impossible to create zoning regulations that addressed the myraid of land uses and their relationships in older areas, plus be implementable in newly developing areas. The typical approach has been to create new development regulations and impose these regulations on older areas.

The concept has had mixed results in the past and in many cases when the zoning was applied the outcome has proven detrimental to older areas. High-intensity zones have been allowed to abut low-intensity areas

causing poor transitions between uses, accelerated encroachment activity and decline in property conditions. The existing zoning patterns usually represent a proximity of the established uses and interpretation of how people thought cities should develop. Examples have evolved including long commercial strips on arterials abutting single-family zoning and random selection of multi-family zones. The point is that traditional zoning does not always meet the objectives outlined in the introduction to zoning ordinances when applied to older areas.

Given the increase in revitalization activities in recent years, the frequency of zoning actions on both developed and surrounding vacant land is growing. The requests range from conversions of existing structures to major developments on vacant land. By imposing traditional zoning, the changes are not meeting the type of community objectives as outlined for the Westside study area. The major constraint arises in the area of compatibility so often addressed in the chapter on land use.

Over 50 percent of the existing zoning in the Westside study area does not conform with developed uses. The major problem is that the zoning allows more intensive uses than presently developed. The difference between land use and zoning could evolve into a significant problem; however, the reality of rectifying the inconsistencies by massive rezoning with traditional zoning techniques is unrealistic and will not provide the appropriate tool to implement the land use plan.

Finally, if the land use plan is adopted but the present zoning is retained (the two are not compatible), the proposed land use map differs with existing zoning. The areas of significant differences include: land uses west of

21st Street, the area south of Old Colorado City, the medium-density residential recommendations in the area north of Colorado Avenue and the change in density and land use west of Walnut Street. At a minimum, these would have to be resolved. Colorado Avenue would still be a strip of C-5 zoning and without change this zoning could be the demise of achieving the land use objectives in a major portion of the Westside. To rezone the strip or other areas with conventional zoning would ignite controversy that would disrupt the integrity of the plan. In pursuing this form of logic and reviewing the existing land use and zoning dilemma, one is forced to consider alternatives to traditional zoning. This chapter sets in motion such considerations.

The implementation of a zoning plan, as stated previously, is a controversial process. Land values, aesthetics and subjective judgements all play a part in the process. Some form of land use distribution is necessary. History has shown that traditional zoning does not address the problems and in certain cases complicates the issue. What is proposed in this chapter is an attempt to improve the effectiveness of the zoning process. The recommendation is intended to prevent the zoning process from becoming a barrier to the growing movement of revitalization in older developed neighborhoods within our City.

The proposed zoning plan for the Westside study area addresses the above basic land use recommendation and provides a process designed to meet the objective of "rezoning where significant". A number of approaches have been considered including overlay zones only on existing zoning in critical areas. Pursuing such a process resulted in conflicts and selective editing of the existing zoning ordinance without providing the flexibility and innovation to respond to revitalization.

The approach of designating a major portion of the Westside a Special Redevelopment District in order to implement an effective, flexible and functional zoning process is the most appropriate recommendation. The proposed boundaries would include the entire study area except that area east of 21st Street, and south of Midland Expressway known as Gold Hill Mesa. This area is already part of an existing master plan. Below is a description of the Special Redevelopment District concept.

Special Redevelopment District

The district recommendation would provide for eight land use categories ranging from low-density residential to industrial. The location of these proposed land uses is shown on the Generalized Land Use Map. With the adoption of the land use proposal a special designation by City Council action would be required for the area within the special district. All zoning and development activity would then come under the regulations established for the district.

Residential

The residential land use categories cover the full range from low-density single-family to high-density. The plan proposes no high-rise high density development in the study area. This recommendation conforms with the study commissioned by the Planning Department entitled Colorado Springs High-Rise Development. The report did indicate high-rise development potential on the Gold Hill Mesa site which is not included in the recommended Special Redevelopment District.

Low Density Residential

The predominant existing land use in the Westside is single-family development and the Generalized Land Use Map recommends the preservation of almost

all present single-family areas. In order to provide for low-density development compatible with existing development the special district recommends the following criteria.

- Low-density would allow primarily single-family and duplex development at a density not to exceed 10 units per acre.
- Single-family and duplex development would not require a site plan if the current R-2 zone standards were met.
- Any waiver of the R-2 standards for single-family or duplex development would require a public hearing.
- Attached and semi-detached housing would also be permitted at a maximum density of 10 units per acre with no one individual project to exceed 10 units. All developments would require a site plan.
- Emphasis in the site plan review will be placed on the compatibility of the development to the immediate surrounding property. Critical aspects of the plan include, but are not limited to, siting of the building screening, landscaping, height and parking. (Note: Caution should be taken to insure against the utilization of this type of development at a scale which would detract from the existing character of the neighborhood. Incompatible development could result from design problems or frequent use of this recommendation.)

Medium-Density Residential

A number of the objectives developed during the planning process recommended the policy of infilling and where feasible encouragement of a higher density than the traditional single-family development. Medium-density residential is proposed at various

locations on the Generalized Land Use Map. The areas selected for medium-density residential within the special district were chosen in order to provide development without detracting from the single-family character and insure a compatible relationship with surrounding uses. All the sites are presently vacant land except for the proposed site west of Walnut. Selection of this site is based on the concept of providing areas of medium-density development close to downtown and alternative housing types for future Westside residents. All medium-density residential would be developed under a site plan requirement and the following criteria is recommended:

- Medium-density residential would allow a density ranging from 5 to 16 units per acre.
- A height limitation of 35 feet is recommended. (Note - the above height limitation is recommended in order to provide a compatible scale with existing single-family development).
- Detached, semi-detached, attached and multi-family structures would be permitted.
- A site plan should be required providing such information as: buffering with adjoining development, landscaping, internal and external traffic circulation, and orientation of buildings to each other and the surrounding uses.

High-Density Residential

The high density residential land use classification is designed to provide an additional housing style and density for Westside residents. The locations proposed on the Generalized Land Use Map are selected due to a less critical nature of land use transition concerns and impact on surrounding development. The criteria used to evaluate the

potential high-density development would include:

- A residential density of 15 units per acre or more would be allowed.
- Residential development would not require a site plan if the project complied with the existing R-5 zone standards.
- Any waiver of the R-5 standards for residential development would require a public hearing.

Residential/Office

Primarily considered as a transition zone between commercial and low-density residential, the residential/office zone is only found on the Generalized Land Use Map along a short portion of Uintah. Criteria to be considered would include:

- Permitted uses would include small office sites and all residential dwelling types not to exceed 35 feet in height.
- Mixed use of office and residential units would be permitted in the same structure.
- A site plan would be required with emphasis placed on compatibility of the development with surrounding uses. Site review would include such items as: height, parking, lighting, screening, landscaping and orientation of buildings.

Commercial

Commercial development will have a significant impact on the character of the Westside. If handled correctly, the development could prove to be a positive incentive to revitalization. The following commercial zone recommendations provide a range intended

to meet all possible commercial development and still encourage compatible use-to-use relationship. The proposed zones promote the concept of mixed land uses to facilitate both residential and commercial development in appropriate locations. The recommendations also provide a means of allowing commercial development without isolating critical residential areas by requiring appropriate site improvements to enhance smooth use-to-use transition.

Commercial/Office/Residential

The areas shown on the Generalized Land Use Map that recommend commercial/office/residential development have one or more of the following important characteristics: located near established residential development, located on arterial routes and located in areas that have significant visual or physical impact on the Westside. The areas recommended for this zone will play a key role in the commercial and residential redevelopment of the Westside, and therefore require greater flexibility than now allowed in the zoning ordinance. The criteria that should be considered in developing this multi-purpose zone include:

- Uses permitted would include all residential development (except high-rise multi-family structures), office uses performing administrative, professional and personal services and general commercial uses that do not generate large amounts of traffic or require large exterior areas for display. Uses presently permitted in the C-5 commercial zone provide a guide as to allowable uses except for automobile intensive uses such as drive-in restaurants, automobile sales lots and garages.
- A site plan should be submitted on all developments providing such

information as: orientation of buildings, height, parking treatment, signage, landscaping, lighting, screening, and efforts taken to provide compatibility with other development in the zone.

Commercial Planned

Commercial planned zone is limited to tracts of land under single ownership or unified control that promote development which provides for ease of pedestrian and vehicular circulation, design continuity and compatibility with surrounding development. All development in the commercial planned zone would require site plan review.

- Permitted uses would include any commercial or retail outlet. Also any light manufacturing, fabricating, or wholesaling use would be permitted if an accessory to the retail use.
- Site plan review would indicate such items as: location of buildings, height of structures (45 feet), parking, landscaping, lighting, signage, internal and external traffic circulation and serving.

Commercial General

Included in the commercial general areas are all commercial uses allowed in the less intensive commercial zones and all other retail and service uses. The commercial general land use areas shown on the Generalized Land Use Map are recommended as areas with minimal controls due to location, existing development and impact on surrounding areas.

- Site plan would not be required if the current C-6 zone standards were met.

- Any waiver of the C-6 standards for commercial development would require a public hearing.

Industrial

Only one industrial land use zone is recommended for the Westside. In implementing the objectives of use-to-use compatibility and taking into account the existing industrial and non-industrial development, all future industrial development should be required to submit a site plan.

Industrial Planned

The industrial plan recommendation is not intended to be more restrictive in terms of allowed uses now permitted in the Westside industrial areas, but it does recommend a process of review to insure a degree of compatibility.

- Permitted uses would include all presently allowed in the M-1, PIP I and PIP II except the metal fabrication now allowed in the M-1.
- Due to the proximity to existing residential development all future industrial development would require a site plan showing such items as: lot coverage, building height, landscaping, parking, screening and external and internal traffic circulation.

TRANSPORTATION

INTRODUCTION

The Westside serves as both a travel corridor for trips destined to Manitou Springs and points west via Ute Pass while also being the destination for a large number of people who reside in the area, visitors to Old Colorado City and to the many businesses which are scattered throughout the area. It is serviced by an extensive street system which provides routes for buses, automobiles, trucks, bicycles and pedestrians. There are two direct pedestrian-only connections to the Colorado Springs CBD area via an overpass (under contract) at Mesa Street and a pedestrian underpass at St. Vrain.

The Street System

The only freeway involved borders the Westside study area on the eastern side. The interstate in this area traverses Monument Valley which also provides a rail corridor as well as containing the bed of Monument Creek. The freeway, the rail lines and the creek serve to provide a formidable barrier between the Westside and Colorado Springs CBD. There are four major crossings within the study area, three of which are also interchanges with I-25. The crossings are Uintah Street on the north and then proceeding southward, Bijou Street, Colorado Avenue which does not interchange with the freeway, and finally, Midland Expressway which connects to Cimarron Street in the CBD.

Midland Expressway west of I-25 is the only route in the locality to the mountains to the west. It is, of course, a State highway as is 31st Street between the Midland Expressway and Colorado Avenue and Colorado Avenue west of 31st Street. The Midland Expressway has five signalized access points in the study area beginning with the I-25 interchange going westward to 8th Street, 21st Street, 26th Street and then 31st Street. There are non-

signalized access points at 14th Street and Ridge Road. Colorado Avenue is the only other major east-west street which passes completely through the area. Uintah Street between 30th Street and I-25 is also considered an east-west arterial route.

Continuous north-south routes are deficient in this area. Aside from I-25, there are no existing continuous north-south routes. The major and minor arterials on the presently adopted Principal Street System Map are either planned routes or routes with continuity problems. For example, starting from the eastern side of the area, the temporarily closed arterial of Bijou and 7th Street actually is Bijou and Walnut Street and it connects only between I-25 and Colorado Avenue. The 21st Street route has no connection north of Uintah to 19th Street and Mesa Road except by using Uintah Street between 21st and 19th. The 30th and 31st Street routes are circuitous and only planned south of the Midland Expressway.

Bus System

The area is served by four bus routes, route numbers 1,8,10 and 12. Of these four routes, only Route 1 is a significant carrier as indicated by late 1978 data.

Truck Routes

Truck routes in Colorado Springs are not specifically posted as such. However, all major truck operators have been made aware of a truck route map which was approved by City Council on August 16, 1975 and amended on June 8, 1979 by Planning Commission. There is a minor problem in the present route map in that there is a proposed route which links Bijou Street with the Midland Expressway and 8th Street. However, the trucks can use Walnut Street to Colorado Avenue.

Bicycle Facilities

The City is working on establishing three classes of bicycle facilities as follows:

- Class 1 - A separately paved facility not associated with an existing street, usually eight feet in width, usually for recreational riding purposes.
- Class 2 - Four-foot lanes on either side of an existing street. The lanes will be defined with pavement markings and signs.
- Class 3 - Bicycle routes which may or may not be signed on existing streets. They are not marked in any other way. A wide right hand lane is the most important characteristic of a bike route.

The Westside has several existing bicycle facilities as well as proposals for additional ones.

Pedestrian Facilities

The normal facilities provided in an urbanized area are available to most of the areas with footways as part of the normal street paving system and walk signals provided at many of the signalized locations throughout the area. In addition, there are two facilities which provide access from the Westside to the CBD Area. One of these facilities is approximately in line with St. Vrain Street and consists of a tunnel which under-passes I-25 and the railroad but does not provide a crossing for Monument Creek. The second crossing is in line with Mesa Road on the Westside and consists of a bridge over I-25 and a grade crossing of the railroad. It also lines up with a bridge crossing Monument Creek. The Mesa Road pedestrian overpass is presently being upgraded to provide an over-pass across the railroad

right-of-way but the existing highway over-pass should be modified at a later date to provide one continuous walkway. The second railroad over-pass should only be temporary. Its severe grade and ramps make access to Monument Valley Park from the Westside more difficult.

Overview and Summary

There are additional facilities which serve this area although they are not necessarily totally contained within the area. For example, Fillmore Street passes quite a bit north of the CBD in an east-west direction, interchanges with I-25 and then proceeding westward connects via Fontmore Road to Fontanero Street and then 30th and 31st Streets. This route is often used by those people who live in the northern part of the City and wish to gain access to Midland Expressway to go to Manitou or over Ute Pass.

8th Street, 21st Street and 26th Street all provide a north-south connection from the Broadmoor area to Midland Expressway and, then by using 30th and 31st Streets, access to the whole rapidly developing northwest area is available.

PROBLEMS, ASSETS AND OPPORTUNITIES

The data sources for problem identification were many and varied beginning with the City Planning Department, the Traffic Engineering Department of Colorado Springs, objectives of the Organization of Westside Neighborhoods, the objectives of the Westside Commercial Club, data from the Westside Study Consultant Team and considerable reconnaissance by the transportation consultant.

To get the transportation situation in perspective, Figure 2-1 was created identifying and locating each of the problems or concerns.

Area Wide Problems

The two problems which do not seem to fit the pattern of neighborhood problems but are more areawide in nature are the need for an arterial route connecting the rapidly developing northwest area to Midland Expressway and to the Broadmoor area. The second of these problems has to do with Midland Expressway itself starting with the inadequacy of the interchange with I-25 and continuing with the congested condition of the expressway from I-25 to 31st Street.

North-South Route

The provision of a north-south route west of I-25 was considered using 21st Street from the Broadmoor Area north to Uintah and then constructing a connection through to 19th Street and then to Mesa Road which provides a connection to Fillmore, Wilson Road and Garden of the Gods Road. At the same time, an alternate route was evaluated which made use of 30th and 31st Streets north of Midland Expressway. South of Midland Expressway the route would follow 31st Street to Gold Camp Road which would link the system with 21st Street, 8th Street, and possibly to Fountain Street in the CBD.

In considering the alternative north-south routes, it quickly became apparent that any north-south traffic solution is an inter-neighborhood concern involving residents in an area larger than the Westside study area. In order to investigate the problem in a comprehensive manner and produce the appropriate solution, a task force comparable to the Northeast Thoroughfare Committee should be commissioned to resolve the north-south dilemma. The study must also deal with the most logical solution to providing a continuity for east-west traffic. The major problem lies in the lack of continuity of Uintah Street which encourages traffic to infiltrate into the Westside study area. Any north-south

recommendation must consider the continuity problem on the western end of Uintah Street and its relationship to the proposed north-south solution.

Midland Expressway

The reason this transportation problem transcends the neighborhood discussions which follow is the impact of the diversion to other routes. The diversion problems involve increased congestion on Colorado Avenue and the use of Pikes Peak Avenue as an arterial, something for which it was not designed. There are a number of opportunities available to solve this diversion problem, all of which are included in later parts of this report.

Westside Subarea Problems

Transportation problems affect every subarea within the Westside study area. The support publication Westside; Problems, Assets and Opportunities documented many of the existing conditions related to traffic. In addition, objectives drafted by the participants in the planning process indicated the concerns and their impact on various subareas. The following portion of the transportation chapter deals with both general and site specific transportation problems with proposals for the solution of each.

Street Classification

When considering a street classification scheme for the Westside area, it is necessary to examine the types of service being provided by the existing street network and then to identify the deficiencies.

Traffic bound for the area from the east has excellent access via Midland Expressway, Colorado Avenue, Bijou Street, and Uintah Street. Traffic bound for the area from the west has reasonable access

WESTSIDE

TRAFFIC PROBLEMS, ASSETS AND OPPORTUNITIES

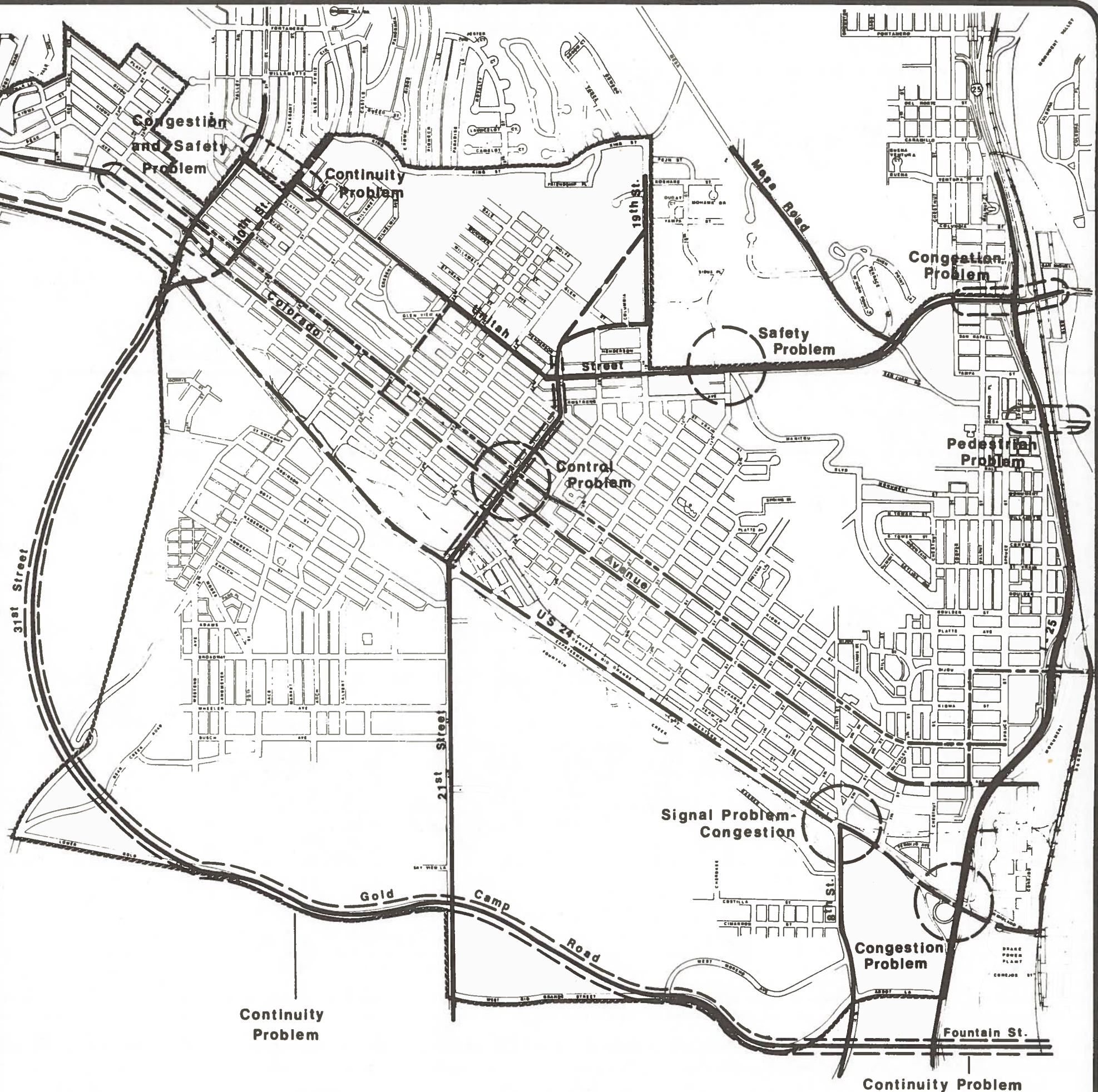
-  PROPOSED PRINCIPAL STREET
-  CONGESTED CONDITION ON PROPOSED PRINCIPAL STREET
-  PRINCIPAL STREET MAY REQUIRE WIDENING
-  PRINCIPAL STREET CONNECTOR
-  PROBLEM LOCATIONS
-  ALTERNATE ROUTE PRINCIPAL STREET
-  EXCESSIVE TRAFFIC ON LOCAL STREET



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Date Aug 1979



via Midland Expressway and Colorado Avenue.

When considering traffic bound for the area from the north and south, it is also necessary to examine access to Midland Expressway, a major tourist and recreational route.

Providing service from the south to Midland Expressway:

8th Street - 21st Street

Providing service from the north to Midland Expressway:

31st Street - 30th Street
Mesa Road (Indirectly)

Providing north to south continuity across Midland Expressway:

Nothing Direct

A possibility exists for the connection of 31st Street to 21st Street via the proposed Gold Camp Road. This is not a direct connection but it appears to be the only feasible routing for a through arterial. It would probably be the least disruptive of any of the possibilities such as the extension of 21st Street through to 19th Street and then to Mesa Road. For this latter route, the connection from 21st Street and St. Vrain to 19th Street would be difficult and costly in terms of right-of way acquisition. In addition, acquiring adequate right-of-way from 21st Street and St. Vrain to 21st Street and Midland Expressway would be expensive and potentially disruptive to a significant Westside neighborhood.

Table 3-1 was prepared to show the various schemes that have been considered for the Westside Street network. The 1990 Transportation Plan and the adopted Principal Street System are

compared with the proposal developed in this project. The proposed classification data is also shown on a map of the area, Figure 3-1.

The principal variations from the City's adopted 1978 Proposed Principal Street System that are within the scope of this specific sub-City study are in the downgrading of Colorado Avenue and Uintah Street from major to minor arterials and the addition of a number of collector streets to the system. The justification for these changes lies in both the types of streets and the functions they should serve.

Another change worth noting is the downgrading of the Bijou and 7th Street arterials to collectors. This change was made in response to the closure of 7th Street and to a lack of need for such an arterial route.

Midland Expressway Congestion

A number of solutions can be offered for this problem, some necessarily long range while others can be considered for short range planning. Since the capacity of the Expressway is dictated by its capacity through the signalized locations, one obvious solution to the congestion problem is to eliminate the signals by grade separating the intersections of 8th Street, 21st Street, 26th Street and 31st Street. Improvement of the present interchange with I-25 would also be of significant benefit. The State Highway Department has spent considerable time investigating alternative solutions and both the State and the City recognize any solutions would have to be considered as long range due to its cost.

A second solution, also long range due to cost, would be to widen the Expressway through the area which appears to be possible within the existing right-of-way.

A third solution, short range, would be

to improve the signals at all the intersections on the Expressway. The Highway Department apparently has this work in progress.

Colorado Avenue Congestion

The solution to the potential congestion problem on Colorado Avenue lies in part with solving the Midland Expressway congestion problem, since it acts as an overflow route for that facility. However, Colorado Avenue is controlled by a signal system which is linked from Spruce Street to 26th Street with the supervisory unit situated in the control cabinet at 15th Street and Colorado Avenue. This system presently operates on a single cycle length, a single offset and a single split, that is one program.

The City is planning to renew the linking cable in the immediate future at which time they could also tie the Colorado Avenue system to the computer giving it a multi-program capability. Under computer control, the Sunday evening recreational traffic could be easily handled by imposing programs favoring the peak flow direction.

Site Specific Transportation Problems

The sections which follow will be concerned with conceptual solutions to the identified problems addressed in the accompanying document, Westside; Problems, Assets and Opportunities.

The 21st/19th Street Corridor

This route has been modified in part by the Proposed Street Classification from a major arterial to a minor arterial north of the Midland Expressway. It remains a major arterial south of the Expressway.

The route is proposed to end at Uintah Street and it is not proposed to make any modifications to 21st Street except in the traffic control equipment.

TABLE 3-1

WESTSIDE STREET CLASSIFICATION

	1990 Transportation Plan	Proposed Principal Street System (1977)	Westside Study Proposal *
Freeway	I-25		I-25
Expressway	- Bijou and 7th from I-25 to Midland Expressway - Midland Expressway		- Midland Expressway
Major Arterials	- 31st St. from Midland Expressway north to city limit - Colorado Avenue from I-25 west to city limit - 8th Street from Midland Expressway to Fountain Blvd.	- 31st St. from Fontanero to Gold Camp Road - Uintah from I-25 to 21st Street - Colorado from I-25 west to city limit - Midland Expressway from I-25 west to city limit - Bijou, 7th, 8th, from I-25 Midland Expressway - Gold Camp from 31st to Fountain Blvd.	- 21st Street from Midland Expressway to Cheyenne Road - 8th Street from Midland Expressway south to Cheyenne Road - South 31st Street from Midland Expressway to I-25
Minor Arterials	- Uintah from I-25 to 30th St. - Mesa from Uintah to Fillmore Street - 30th St. from Gold Camp to Fontanero - 31st St. from Midland Expressway to Gold Camp Rd. - Gold Camp from 31st St. to Fountain Blvd. - 8th St. south of Fountain Blvd.	- 21st St. from Mesa Road south to Cheyenne Road - 30th Street from Colorado Avenue to Wilson Road. - 8th Street from Midland Expressway to Cheyenne Road	- Uintah St. from I-25 to 30th St. or 31st. Street* - 19th St. from Uintah to Mesa Rd. - 21st St. from Uintah to Midland Expressway - Colorado Ave. from I-25 west to city limit - 8th Street from Colorado Avenue to Midland Expressway
Collectors	- Pikes Peak from Walnut west to city limit - King Street from 19th St. to 30th Street - Manitou Blvd. from Uintah to Walnut - 14th St. from Midland Expressway to Platte - 30th St. from Uintah to 31st St. - 26th from Midland Expressway south to city limit		- King St. from 19th to 30th Street - Walnut from Bijou to Colorado Ave. - Spruce and Walnut from Bijou to Uintah - 14th St. from Midland Expressway to Colorado Ave. - 26th St. from Colorado Avenue south to city limit - Bott St. from 26th to 21st Street - Mesa from Walnut to Uintah

*This proposed street classification is pending the results of the Year 2000 Long Range Thoroughfare Plan study being conducted by PPACG. The Urban Area Policy Committee will recommend a street classification system to City Council which will be the basis for the approved Westside Plan street system.

WESTSIDE

PROPOSED STREET CLASSIFICATION

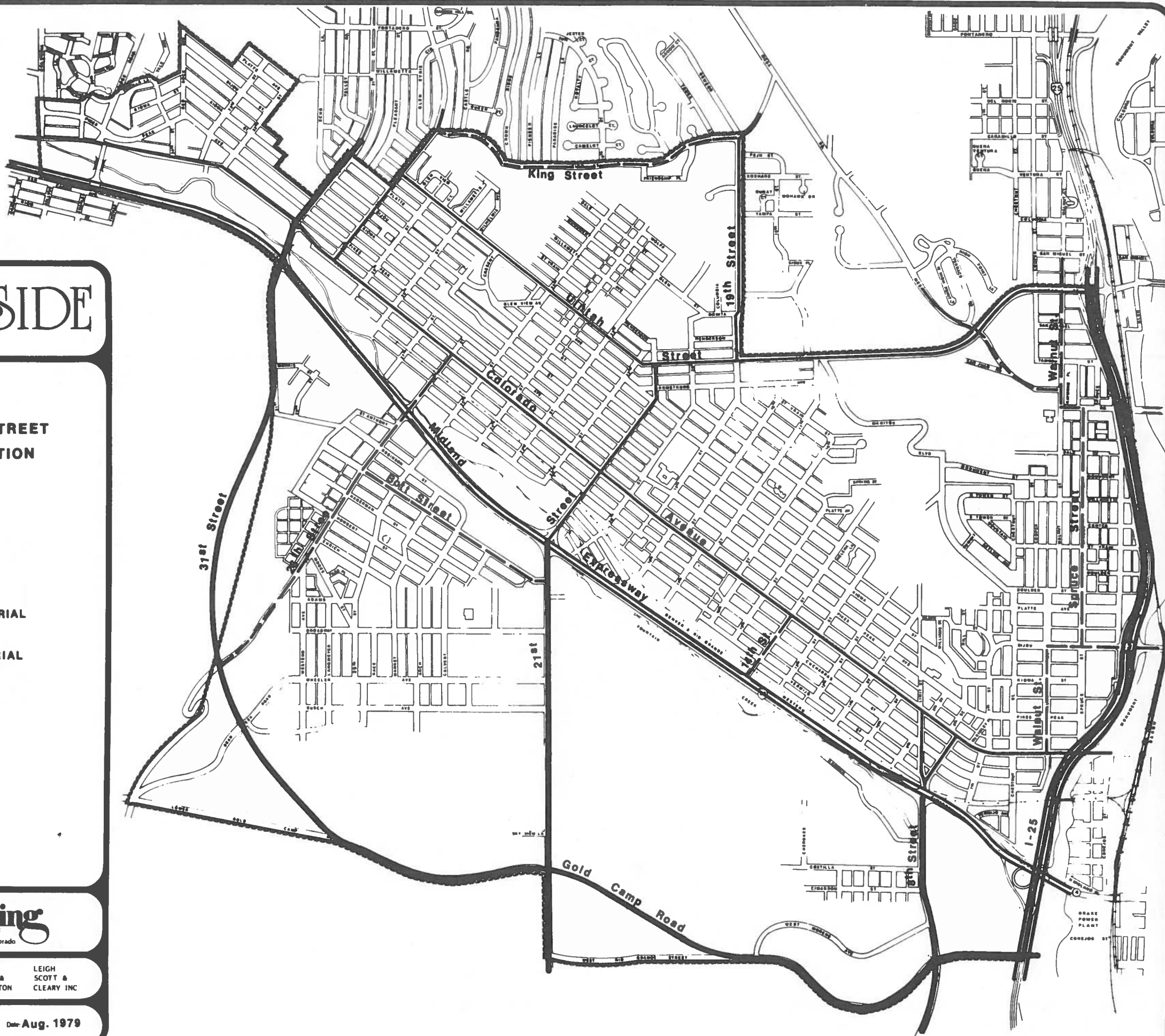
-  FREEWAY
-  EXPRESSWAY
-  MAJOR ARTERIAL
-  MINOR ARTERIAL
-  COLLECTOR



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Date: Aug. 1979



The four way stop control at Pikes Peak Avenue should be changed to a pedestrian actuated signal if it is to protect the school children crossing 21st Street. The present stop sign and flashing light is not compatible with 21st Street as a minor arterial route.

It is likely that the intersection of 21st and Uintah Streets will meet the warrants for signalization in the short term future. Also Uintah Street may have to be restriped to four lanes if traffic between 19th and 21st Streets increases significantly.

The Temporary closure at Bijou and 7th

The closure of 7th Street and the re-routing of traffic to Walnut Street has made this route sufficiently circuitous that it cannot serve as an arterial. In addition, the need for such an arterial is suspect since there are a number of other routes available. The closure should be made permanent and the blockade landscaped.

The Uintah Street Corridor

The alignment of Uintah Street and the vertical curves which characterize it led to the decision to downgrade this route from a major to a minor arterial. Specific problems along the route are concerned with safety and continuity.

The intersection of Uintah Street, 17th Street and Manitou Boulevard is a problem due to the difficult turning movements to and from Uintah. As previously discussed, it may be possible to shift the intersection of Manitou Boulevard to the east. The City Traffic Department has already designed a solution to the intersection problem and intends to make the necessary changes as funding permits.

The final problem on Uintah Street involves its connection with 30th Street. Due to the lack of continuity between Uintah Street and Midland Expressway,

traffic infiltrates the Westside between these two east-west arterials on no less than six streets. (17th, 19th, 20th, 21st, 24th and 30th Streets). The plan recommends that 21st Street be designated as a minor arterial but due to limited right-of-way an additional street is required to carry traffic from Uintah Street south to Colorado Avenue and Midland Expressway. The most appropriate solution would be to tie the north-south corridor solution into an efficient east-west arterial. If 30th and 31st Streets are considered as part of the solution to the north-south corridor problem, then the possible extension of Uintah to 31st should be incorporated as an alternative into the recommended task force study of the north-south corridor.

Eastern Limit of Uintah Street

The eastern portion of the Uintah Street corridor falls into the Near West Residential Neighborhood. Congestion and injury causing bicycle-motor vehicle accidents are problems where Uintah Street intersects the I-25 access ramps and then just west, Walnut Street, all three of which are signalized.

From traffic counts conducted at these three signalized points there does not appear to be a capacity problem. However, there is a congestion problem brought about by left turning traffic from Uintah Street into the ramps and into Walnut Street. Left turn storage lanes are available at the two ramp locations but they are not provided at Walnut Street even though the street is in excess of 60 feet in width, more than adequate for two through lanes in each direction plus center turning lanes at the intersection. The turning lanes are required, not to accommodate a large volume of left turning vehicles but rather to keep the left turning vehicles from delaying the through vehicles. No signal phasing changes

will be required to accommodate the left turning traffic.

Pedestrian Facilities

Within the Near West Residential Neighborhood there are two pedestrian facilities which give access to Monument Valley Park from the Westside. The Mesa Road facility could also be usable for access to the CBD for pedestrians and bicyclists.

The Mesa Road overpass is presently under contract. Extension of the present overpass appears to be the best solution to the problem, however, the 21 foot clearance required by the railroad does create an engineering challenge. This overpass, when extended could accommodate both pedestrians and cyclists and provide access to Monument Valley Park and the CBD from the Westside. The State Highway Department, who built the present overpass, has no objection to the extension.

The underpass from the Westside to Monument Valley Park at St. Vrain Street gets very little use primarily because of the fact that it is an underpass with all of the unpleasantness that this implies. More intensive maintenance will help.

Interchange; Midland Expressway and I-25

The State Highway Department has a plan to convert this to a diamond interchange but is unable to fund it in the foreseeable future. However, some minor improvements by the State to this interchange are presently underway, primarily to provide a left turn lane for the east to north movement. Placing the project on the State's priority project list appears to be the first step toward implementation.

Colorado Avenue Street Car

The possibility of reusing the street car tracks, which lies buried under Colorado

Avenue, to create a unique feature for the Old Colorado City area was raised by OWN and the West Colorado Springs Commercial Club. This cannot be seriously considered primarily because of its cost.

The tracks may be intact beneath the surface but this is not certain. The condition of the ties and the roadbed are questionable. The need to strip the paving from Colorado Avenue and then to replace it would be a certainty.

To re-establish the electrical system would involve the installation of two or three substations, the installation of a large number of poles and the erection of the overhead wire network which would do little for the aesthetics for the area.

The total costs to resurrect the trolley lines would run into millions of dollars.

Naegele Road Access

In the Vermijo-Cucharas Neighborhood there is a problem relating to the access to Naegele Road. Naegele Road is a facility which runs parallel to the Midland Expressway just north of the right-of-way from 21st to 25th Streets. Access at 25th Street is via a two lane bridge over Fountain Creek with a sharp right turn from Naegele Road. Access at 21st Street is at a "T" intersection which is very close to the signalized intersection of 21st Street and Midland Expressway. Access at this point is frequently blocked by vehicles stopped at the signal.

The possibility of providing an additional access point was investigated and found to be costly due to the location of Fountain Creek and the presence of a bluff on the north side of the creek.

The most practical solutions seem to be a relocation of the 21st Street and Naegele Road intersection to a point north and the building of a new

bridge at 25th Street and Naegele Road.

Red Rocks Shopping Center

There are at least seven access points on Colorado Avenue to this shopping center which poses serious safety and congestion problems. Two solutions have been considered. The first involves working with the shopping center owners to develop a better circulation and access plan for the center. This would require the owners' almost voluntary cooperation since they may have difficulty in seeing the necessity for change.

The second solution is proposed as part of the urban design work for the area and involves the use of a median on Colorado Avenue to restrict the number of access points or at least the number of points where left turns in and out could be made.

RECOMMENDATIONS

The recommendations which follow will be both general and specific as well as short range and long range. The short range recommendations will generally be lower cost items and may duplicate, in function, the long range objectives in which case they may be considered interim solutions. The short range solutions will be those which require property acquisition, outlay of capital funds and programming.

RECOMMENDATIONS FOR SHORT RANGE PROJECTS

Street Classification

It is recommended that the proposed classification of streets as shown in the right column of Table 3-1 be adopted.

Midland Expressway

It is recommended that the traffic signal rebuilding on the Midland Expressway be continued and that the improvements at 8th Street be expedited.

Colorado Avenue

It is recommended that the signalized intersections on Colorado Avenue be linked to the traffic control computer at the earliest time possible. It is also recommended that the signing and street marking be updated. The street markings should be considered for first class treatment particularly in the Old Colorado City area.

Uintah Corridor

It is recommended that 17th Street and Manitou Boulevard be redesigned to provide smoother access on Uintah. The design recommended by the Traffic Engineering Department should be pursued.

Uintah Street, I-25 Ramps and Walnut Street

It is recommended the intersection of Uintah Street and Walnut Street be provided with east and west bound left turn lanes and that modifications to eliminate the bicycle hazard be implemented.

Colorado Avenue Street Car

It is recommended that this concept be rejected on the basis of probable excessive cost.

Naegele Road

It is recommended that the Naegele Road intersection with 21st Street be relocated to a point north of its present location and that the 25th Street bridge over Fountain Creek be realigned and rebuilt to ease the problem of trucks using this access point.

Red Rocks Shopping Center

It is recommended that the owner of the shopping center be contacted and his help enlisted in redesigning his circulation and access plans.

North-South Corridor

As stated in the report, a committee should be commissioned immediately to find a solution to the increasing demand for a north-south transportation corridor.

RECOMMENDATIONS FOR LONG RANGE PROJECTS

Midland Expressway

It is recommended that the presently signalized intersections on the Expressway be placed on a program to grade separate the intersections with first priority assigned to 8th Street.

Interchange Midland Expressway and I-25

It is recommended that efforts be made to get this project on the Highway Department's program.

East-West Arterial

It is recommended that the Gold Camp Road project be funded and built at least from 8th Street to the connection with 31st Street.

URBAN DESIGN

The Westside contains several subareas which tenuously cling together to form a neighborhood. The urban design strategy proposed for the Westside is to strengthen the broad spine running through the area so that the disjointed subareas can be integrated along this spine into a cohesive neighborhood. The spine is formed by Colorado Avenue, Fountain Creek and the Midland Expressway. This strategy expresses and builds upon the origins and history of the Westside.

The steep sided valley in which the westside sits was created by Fountain Creek, which during wetter times was a rushing river. It joins Monument Creek at the edge of the plains. Since Fountain Creek leads towards the pass over the mountains, this point of connection between mountains and plains was a strategic one for the earliest non-Indian settlers in the area.

(Old) Colorado City was founded along Fountain Creek. It flourished on the north bank of the creek as gold was brought down from the mountains to be refined in the plant to the south. Many of the lower paid workers lived in Midland, south of Fountain Creek and closer to the refining operations.

A road into the mountains was constructed through Colorado City. This road, now Colorado Avenue, became the major link between Colorado Springs and all westward destinations. Services such as restaurants, motels and gas stations were developed along the road west of Old Colorado City to meet the needs of the tourists passing through.

In the meantime, Old Colorado City had expanded until it became physically and politically a part of Colorado Springs. However, into the Monument Creek Valley that separated the area from Colorado Springs were also placed the major north-south railroad and eventually

Interstate Highway 25. These barriers together with the bluffs on the north and south are the distinct edges that differentiate the Westside from the rest of Colorado Springs. This differentiation is somewhat ambiguous just west of Interstate 25, where pockets of housing and commerce have developed that are clearly part of the Westside by virtue of being west of the Interstate, but by virtue of being on the slopes of Monument Creek Valley have a natural orientation eastward towards downtown Colorado Springs.

Growth in population was more than equalled by growth in the traffic flow to and from the mountains via the Westside. The Midland Expressway was constructed to meet this need. It supplanted Colorado Avenue as the major highway and removed some of the vitality of the commercial enterprises.

The Midland Expressway, Colorado Avenue, Fountain Creek and Old Colorado City have been and are the major elements that convey the image of the Westside. They are also the major elements upon which enhancement of the image of Westside must be built. The urban design proposals for the Westside are based upon this realization and can be summarized as follows:

Old Colorado City

- o Continue the historic renewal effort. This is the focal point of the Westside.
- o Implement the redevelopment guidelines for Old Colorado City developed for the City by Barber and Yergensen.
- o Extend the Old Colorado City historic renewal one block further to the east and west along Colorado Avenue.

Colorado Avenue

- o Establish distinct gateways to the Westside using street design and landscaping.
- o Create a pleasant neighborhood arterial street between the gateways and Old Colorado City by introducing landscaping and street modifications at strategic corners, by replacing missing street trees, and by fostering a continuity of architectural character and signs.
- o Unite the areas to the north and south of Colorado Avenue by creating safe and pleasant pedestrian crossings along the Avenue.

Midland Expressway - Fountain Creek

- o Develop a system of linear open space and a pedestrian/bike path along the creek so that they serve nearby land uses and connect with a neighborhood-wide system of parks and bike routes.
- o Retain and enhance the natural landscape character of the creek where appropriate.
- o Use channelization to reduce flood hazards only where it is a design element in the development of higher intensity residential and business uses along the creek.
- o Enforce floodplain regulations to prevent development in the floodplain that will create a hazard for life and property.
- o Screen views from the Expressway of unsightly industrial development while maintaining the pleasant views.
- o Maintain and enhance the visual buffering of the neighborhood from the Expressway.

- o Foster architecture and site planning on land adjoining the expressway that enhance the image of the Westside from the Expressway.

Open Space and Neighborhood Linkage

- o Implement the adopted Colorado Springs Open Space Plan for the Westside with additional park development as shown on the following map.
- o Connect all the open spaces, schools, other activity centers, and residential areas through a system of bike routes and a bike trail along Fountain Creek as shown on the following map.
- o Keep bike routes on residential streets where possible.
- o Extend the Interstate 25 pedestrian bridge at Mesa Street over the railroad, using only one structure.
- o Include an adequate bicycle and pedestrian path in any bridge improvements on Colorado Avenue, Bijou or Uintah Street.
- o Consider possible future linear open space development along Fountain Creek in any redesign of the Interstate 25 - Midland Expressway interchange and in the design of the proposed 21st Street-Midland Expressway interchange.
- o Retain the old gold refinery smokestack as a symbol of Westside heritage. Pursue the development of a public or private open space around the smokestack once land uses and reclamation in the area are better defined.
- o Build the El Paso Canal Trail as approved by City Council.

WESTSIDE

PARK, OPEN SPACE, BIKEWAYS AND TRAILS PLAN

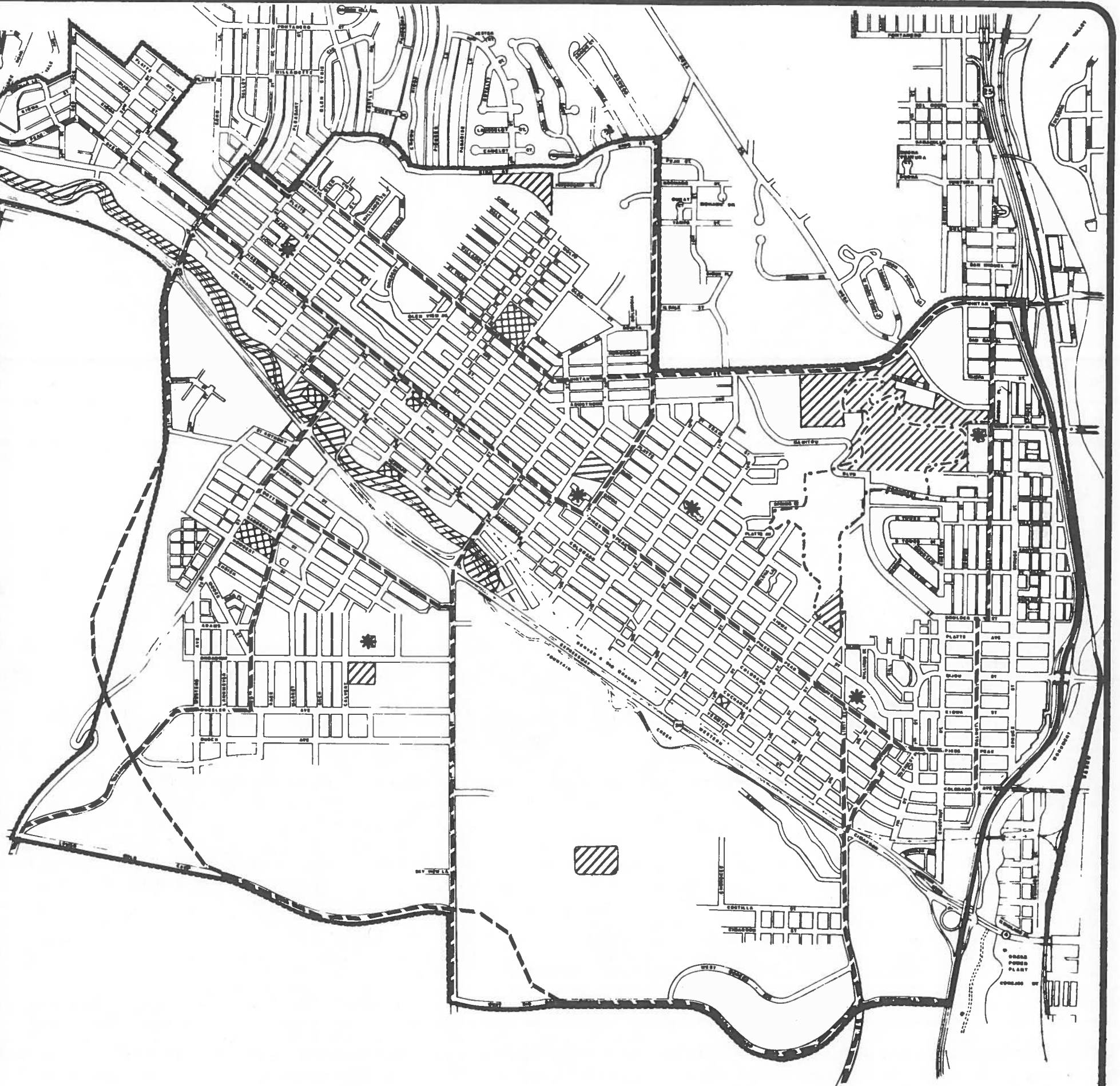
-  SCHOOLS
-  EXISTING PARKS
-  PROPOSED PARKS
-  EL PASO CANAL TRAIL
-  ON STREET BIKE ROUTES/LANES



COMMUNITY RENEWAL ASSOCIATES EDWARDS INC. BICKERT BROWNE & CODDINGTON LEIGH SCOTT & CLEARLY INC.



Date 1-22-81



COLORADO AVENUE

While it is no longer the major state highway, Colorado Avenue has not completely made the transition to being a minor neighborhood arterial. Its principal function is to shuttle internal traffic east and west through the neighborhood. Yet, the mixture of land uses together with the lack of strong image in the street and landscaping give the sense of travelling along a disorganized roadside rather than a functioning neighborhood.

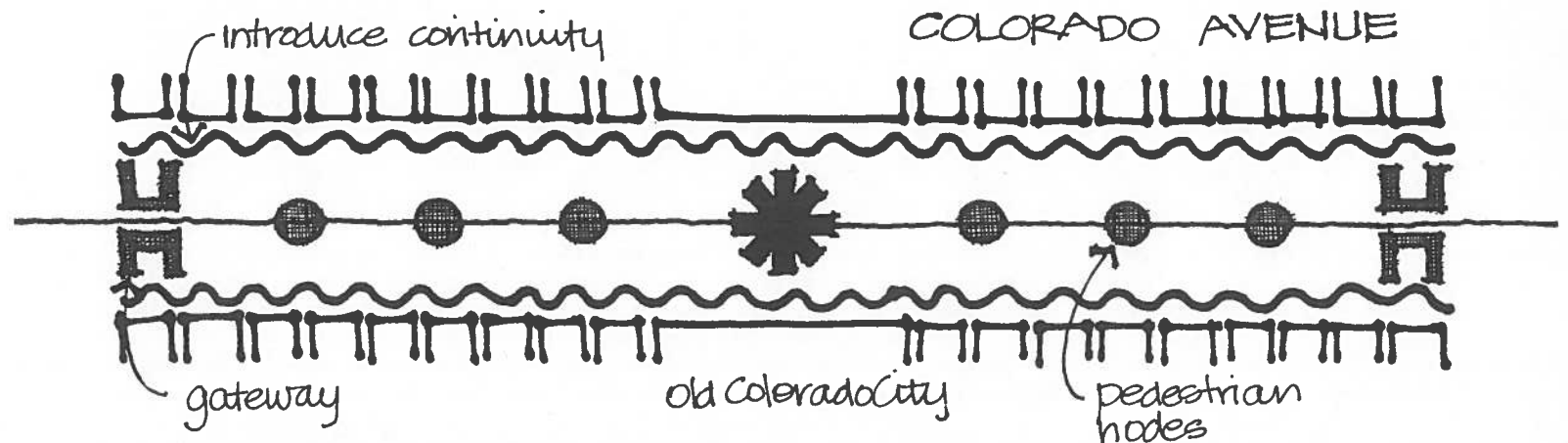
Old Colorado City provides pleasant relief to this disorder. However, with nothing to forecast to the driver that this historic area is coming, it remains an isolated relief, rather than the obvious focal point of a larger neighborhood. The urban design plan for Colorado Avenue attempts to make the street feel and work like a neighborhood arterial. To do this, the experience of driving along the street must be simplified. There are three important places along the road to focus attention: at Old Colorado City which already exists, and at points to the east and west where a sense of entry can be created. Between Old Colorado City and these two entries or gateways, there are two zones of transition: Colorado Avenue nearwest and farwest. In these zones the landscape and the design of intersections,

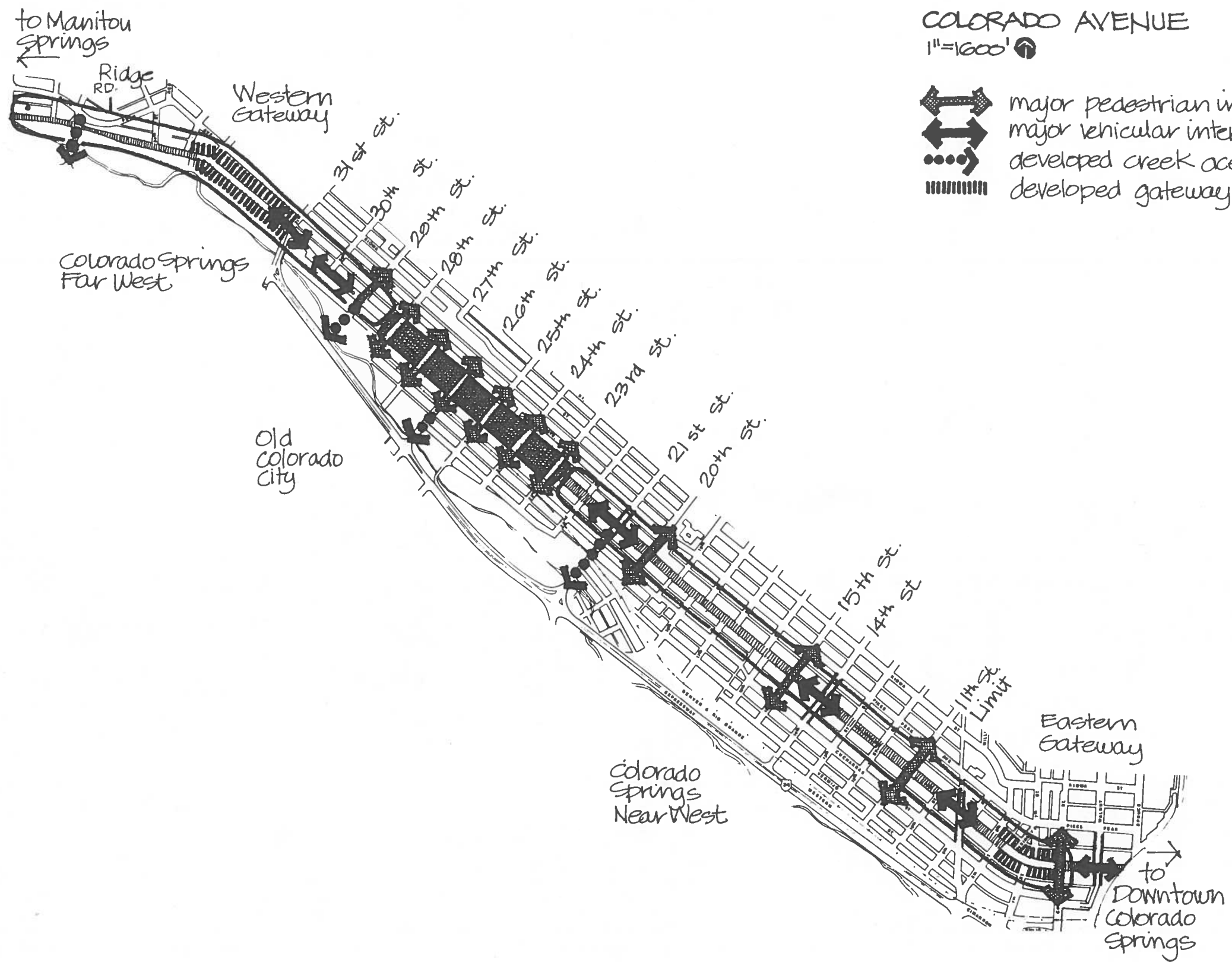
as well as the adjacent architecture and signs, should provide a sense of continuity.

Old Colorado City

A complete set of design guidelines for Old Colorado City has been prepared for the City by Barber and Yergensen. These are included by reference in this comprehensive plan for the Westside. One exception is proposed to these guidelines for pedestrian crosswalks.

Crosswalks in the Redevelopment Guidelines for Old Colorado City plan prepared by Barber and Yergensen consist of vinyl strips on the asphalt. It is proposed that textured concrete, or bomanite be installed instead. The reasons for this revision are presented in the following discussion of the hierarchy of intersections.



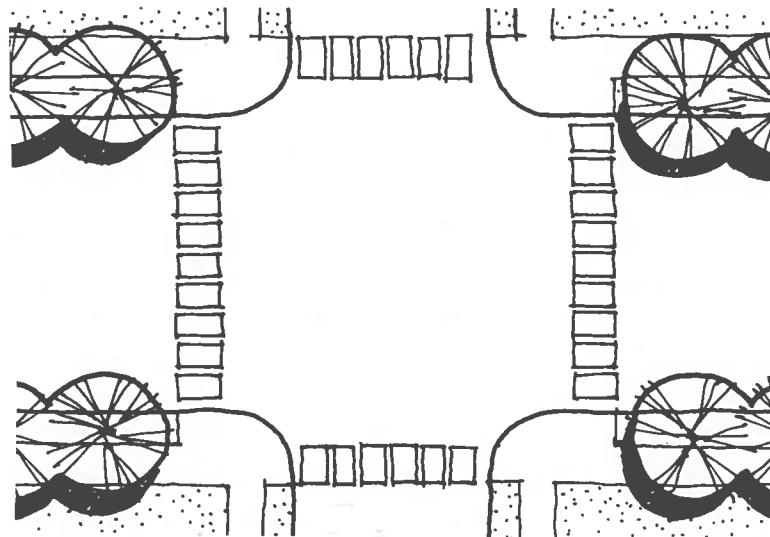


Hierarchy of Intersections

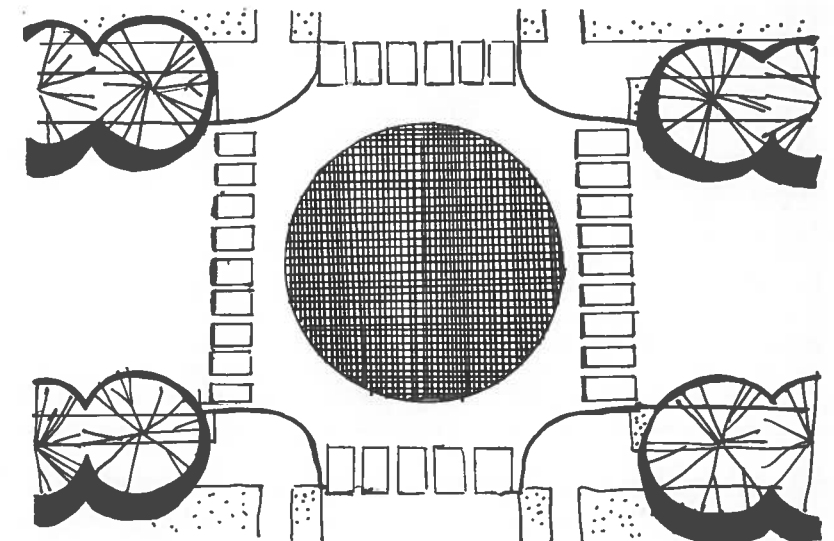
Colorado Avenue must carry traffic east and west. It must intercept north-south streets and facilitate traffic crossing or turning onto and off of the Avenue. It must facilitate safe crossing by pedestrians and cyclists, especially near the small pocket of residential housing in the Vermijo-Cucharas area.

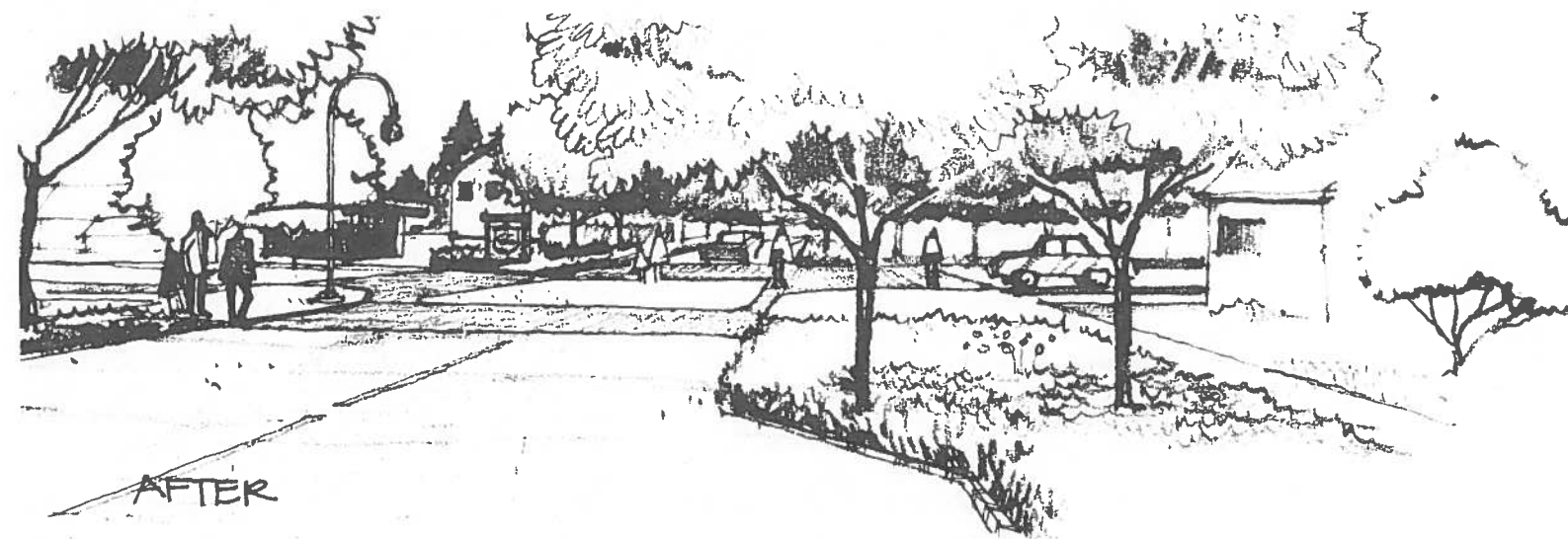
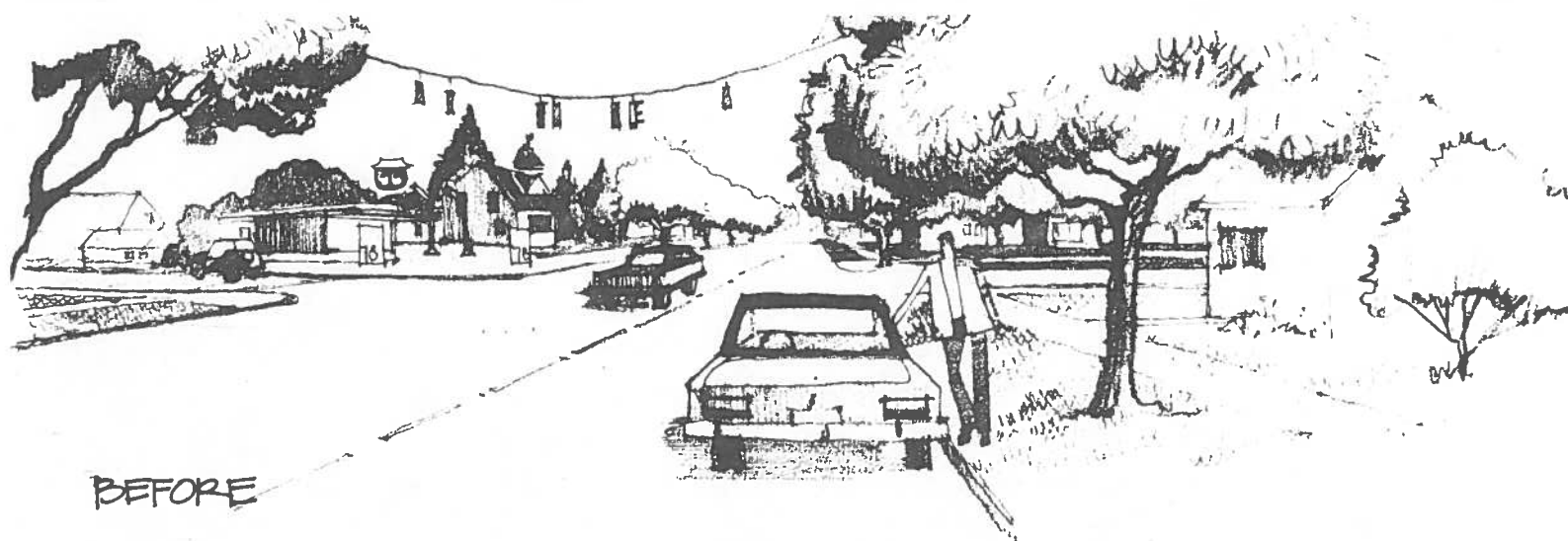
To carry out these multiple functions, it is proposed that there be a differentiation and hierarchy of intersections according to the vehicular or pedestrian activity that is favored at the intersection. A recognizable symbol in the paving of the intersection helps define and identify the pedestrian or vehicular function.

Standard Intersection: No change from present conditions is proposed other than re-striping the pedestrian crossing. These are intersections where a high number of automobile turning movements is not necessary. These movements should be neither encouraged or discouraged. Similarly, there is no need to encourage or discourage pedestrian crossing at the intersections.

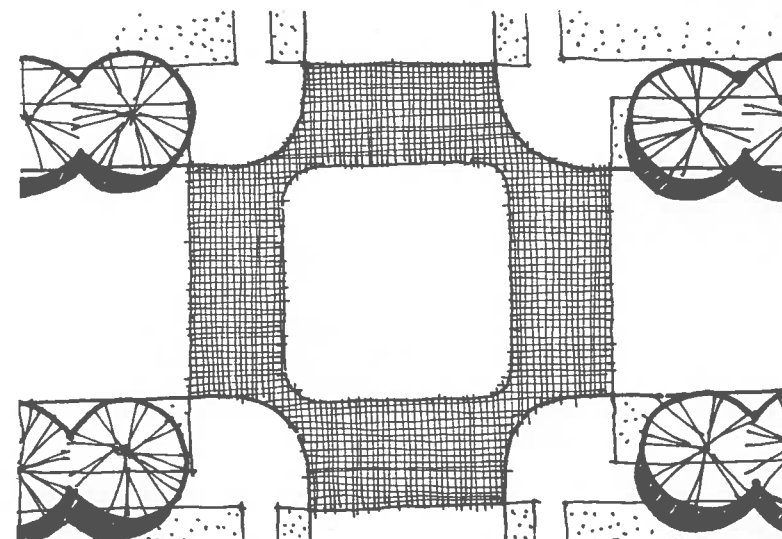


Major Automobile Intersections: Walnut and Limit Streets as well as 14th, 21st, 30th and 31st Streets. Each of these cross streets either connects with another arterial street or a major collector. They are important places for cars and trucks to get on and off of Colorado Avenue, and therefore turning movements are encouraged. Curbs remain at their present alignment to provide a deceleration lane for right hand turns. A textured circular pattern of stamped concrete is cut into the center of these intersections that do not favor vehicular turning movements.



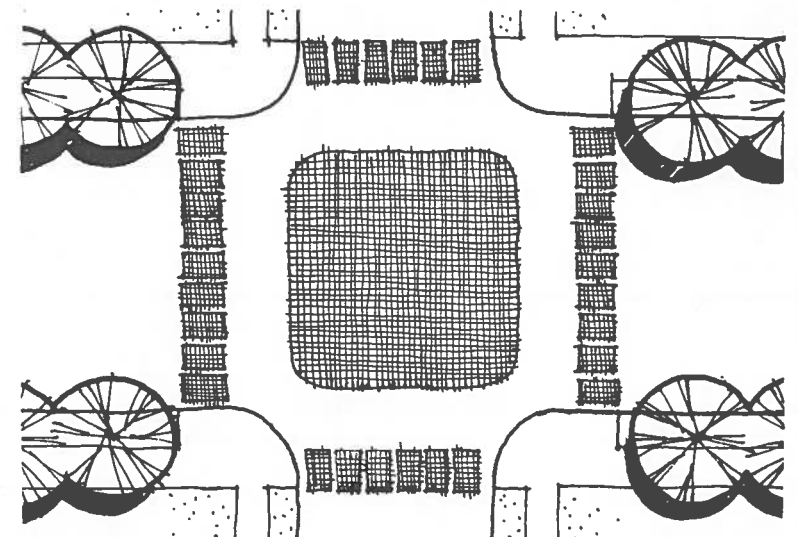


Major Pedestrian Intersections: Chestnut, 11th, 15th, 20th, 29th Streets and Ridge Road. Each of these cross streets provides direct north-south access in the vicinity of a school or park, and most are within a block of a major automobile intersection. Vehicular turning movements are discouraged. Pedestrian crossing is facilitated by eliminating the parking lanes at the corners. A textured square pattern of stamped concrete is inserted to let motorists know that this is an intersection frequented by pedestrians. By adding street trees and landscaping in the space provided by the curb bulges, a greater sense of enclosure is created, therefore reinforcing the neighborhood character of the street. Each of the cross streets at the major pedestrian intersections is also a link in the system of bike routes. Curb bulges do not extend into the north-south cross street in order to facilitate this bicycle traffic.



Old Colorado City Intersections:
23rd, 24th, 25th, 26th, 27th and
28th Streets. 23rd and 28th Streets
are to be treated as part of Old
Colorado City by extending the Barber
and Yergensen design details one
block further east and west of what
was previously proposed. Old Colo-
rado City is the most important
pedestrian environment in the West-
side. This fact should be mirrored
in the design of the intersections.

Therefore, it is proposed that the
Barber and Yergensen plan be modified by
the addition of extensive stamped
concrete paving that builds on the theme
established at the major pedestrian
intersections.



Architectural Guidelines

If Colorado Avenue were a boulevard with a wide landscaped median, the street itself could establish a strong sense of continuity. However, Colorado Avenue is too narrow to be reconstructed as a boulevard. Despite the special landscape treatment given to some intersections, it is the buildings and other private structures lining the avenue that give it its dominant character. Therefore, architectural guidelines for the avenue should be established to preserve and enhance the image of the Westside as viewed from Colorado Avenue.

These architectural guidelines should be used in the design review procedure under the proposed overlay zoning district for Colorado Avenue. They should also be used by the Local Development Corporation in project approvals if the LDC extends its rehabilitation loan program east and west of Old Colorado City along the avenue. Crucial to the success of the architectural guidelines, is the enthusiastic acceptance by most of the landowners along the avenue. Voluntary compliance by owners who realize that their property values will be enhanced through their mutual efforts is more effective than any system of regulations.

A set of simple architectural guidelines is proposed here. These should be implemented by first holding meetings with Colorado Avenue landowners to discuss and amplify the guidelines. Since the present Colorado Avenue nearwest is dominated by old residential structures, and commercial structures predominate on the farwest, guidelines must be designed and applied somewhat differently in these two sections of the Avenue.

Maintain Sound Housing Stock on Colorado Avenue Nearwest: These existing sound residential structures along Colorado Avenue east of Old Colorado City are an

important resource. They help unite the Vermijo-Cucharas area south of Colorado Avenue with the residential area to the north. They are part of the heritage of the neighborhood. Adaptive reuse of these structures as multifamily units or business offices is preferred over demolition and new construction. Additions and parking needed for such adaptive reuse should not be allowed in front but can be added in back with side or alley access.

Foster Street Orientation: Many of the commercial uses along the avenue are setback further than the residential structures to allow parking in front. When landowners redevelop these properties, every effort should be made to reduce the setback and reestablish a consistent building line along the avenue. If this is not possible, landscaping should be installed to reestablish the desired sense of enclosure.

Maintain a Consistent Building Height: Highrise structures would be out of place along Colorado Avenue. New construction should respect the roof and cornice lines of nearby buildings. In general, two stories are appropriate. Groups of one-story commercial buildings should be allowed to redevelop to two stories since this is more consistent with the historic character of the Avenue and tends to reinforce the enclosure of the street.

Establish a Simple Color Scheme: No single change in the Avenue would go further to establish continuity along the avenue and would cost less than the adoption of a simple color scheme to unify the architecture along the Avenue. The suggested scheme would be as follows: maintain all natural unpainted brick structures in their brick color. Otherwise use a consistent earth tone paint scheme for all frame and painted brick structures. Individuality could be expressed in the treatments given to the trim. This double row of

painted buildings lining Colorado Avenue would quickly become a tradition and help to identify the street as part of the symbolic spine of the neighborhood.

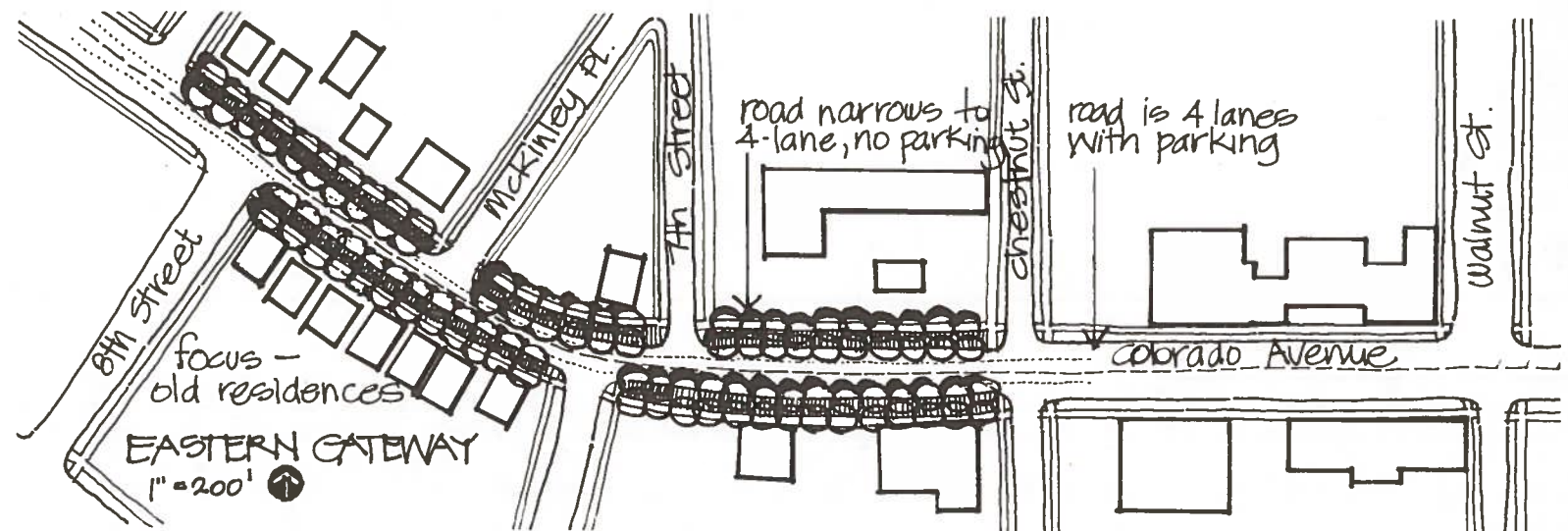
Establish a Design System for Private Signs: A system of public and private signs is proposed by Barber and Yergensen for Old Colorado City. This general approach should be adapted to the rest of the Avenue. The following basic guidelines are suggested for signs outside of Old Colorado City. Signs should be low and free standing or mounted on buildings, conforming to Barber and Yergensen guidelines. They should be made of wood and should be lighted by reflection rather than internally. They should be of consistent height and scale.

Eastern Gateway

The curve in Colorado Avenue between Chestnut and 8th Streets is in a convenient place to establish a gateway announcing arrival to and exit from the neighborhood. This point is also the general western limit of the nearest commercial area that relates more to the freeway and to downtown than to the bulk of the Westside.

This eastern gateway could also become a small focus of activity for the near westside - balancing to some extent, the Red Rock Shopping Center on the western end of the Avenue. By closing 7th Street for a short distance north and south of Colorado Avenue as well as McKinley Place, pedestrian areas could be developed to serve small shops and restaurants. There appears to be no need for such development now. However, if and when the need does arise, the eastern gateway will be enhanced.

The sense of gateway will be created by removing street parking in the area, pulling the curb eight feet out into the street on each side and planting an additional row of street trees. Ground level landscaping between the sidewalk and street is suggested as a continuous strip of mass and color. The canopy eventually created by these street trees will be the eastern door to the Westside along Colorado Avenue.





EASTERN GATEWAY

limited by landscaping and a simplified traffic pattern.

The gateway has a wide median that allows left hand turns into the Red Rock Shopping Center only at the principal entrance, while a planting strip is created along the south side of the street to screen the parking lots and to provide large street trees. These new trees, together with those in the median and the existing trees along the north side of the street, create the canopy for the gateway.

As shown on the adjoining plan for the western gateway, the area would be

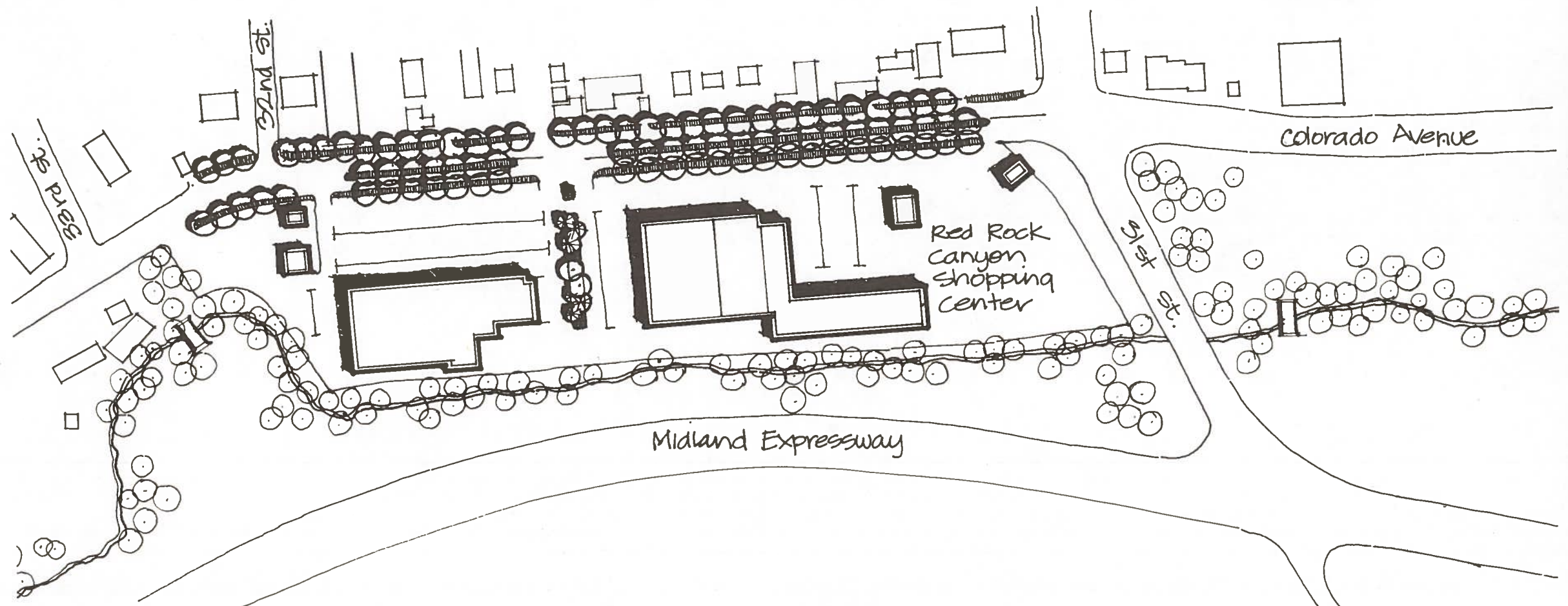
enhanced if the entrance road in the shopping center itself were clarified by a median. This should be considered in any private improvements made to the shopping center.

Street Tree Infill

The Westside is gifted with tree lined streets which are important to the quality and image of Colorado Avenue. There several places along the Avenue where individual new trees should be planted to fill gaps. These trees should eventually be similar in size and form to the existing street trees.

Western Gateway

The two blocks of Colorado Avenue running by Red Rock Shopping Center present the best opportunity for a western gateway. The curve in the Avenue attracts attention to that point. The right-of-way widens in this area enough to allow a center median. The vast areas of parking and the dangerous number of curb cuts into the commercial area should be

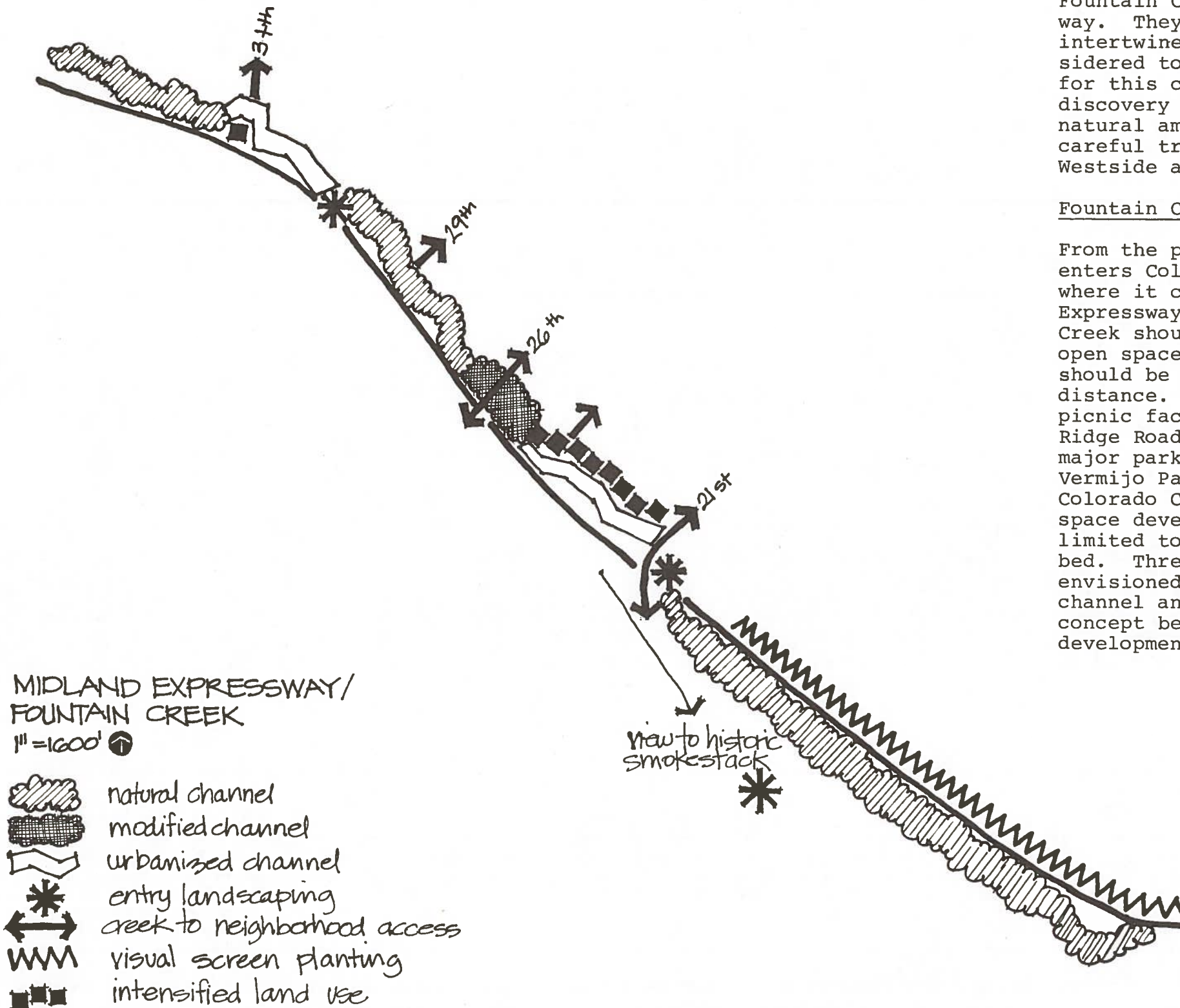


MIDLAND EXPRESSWAY/ FOUNTAIN CREEK

In addition to Colorado Avenue, the other two elements in the broad east-west spine through the Westside are Fountain Creek and the Midland Expressway. They are so close together and intertwined that they need to be considered together. The urban design plan for this corridor promotes the re-discovery of the creek as the major natural amenity of the area and a careful treatment of the image of the Westside as seen from the Expressway.

Fountain Creek Open Space and Floodway

From the point where Fountain Creek enters Colorado Springs to the point where it crosses under the Midland Expressway near 21st Street, Fountain Creek should be developed as a linear open space. A bicycle-walking path should be constructed for this entire distance. Entry nodes with simple picnic facilities should be built at Ridge Road and 21st Streets while major park nodes should be developed at Vermijo Park and Blunt Park in Old Colorado City. Elsewhere, the open space development should be principally limited to the confines of the creek bed. Three levels of development are envisioned: urbanized channel, modified channel and natural channel. The key concept behind these three levels of development is the integration of flood-

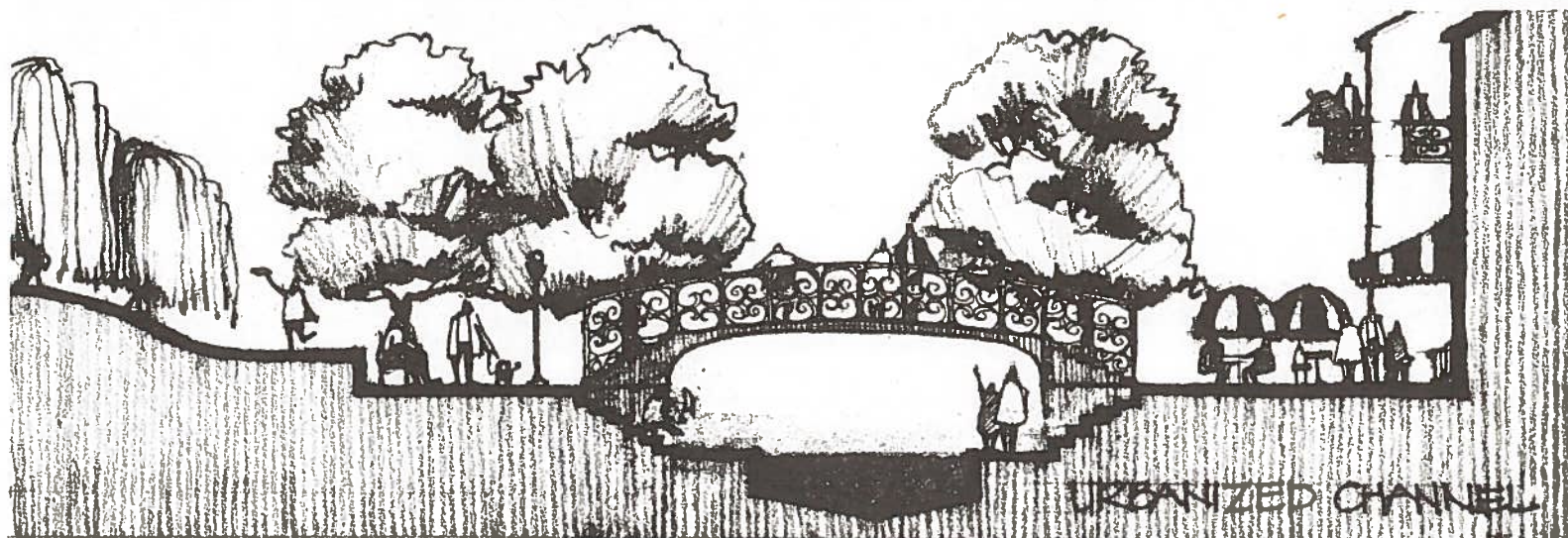
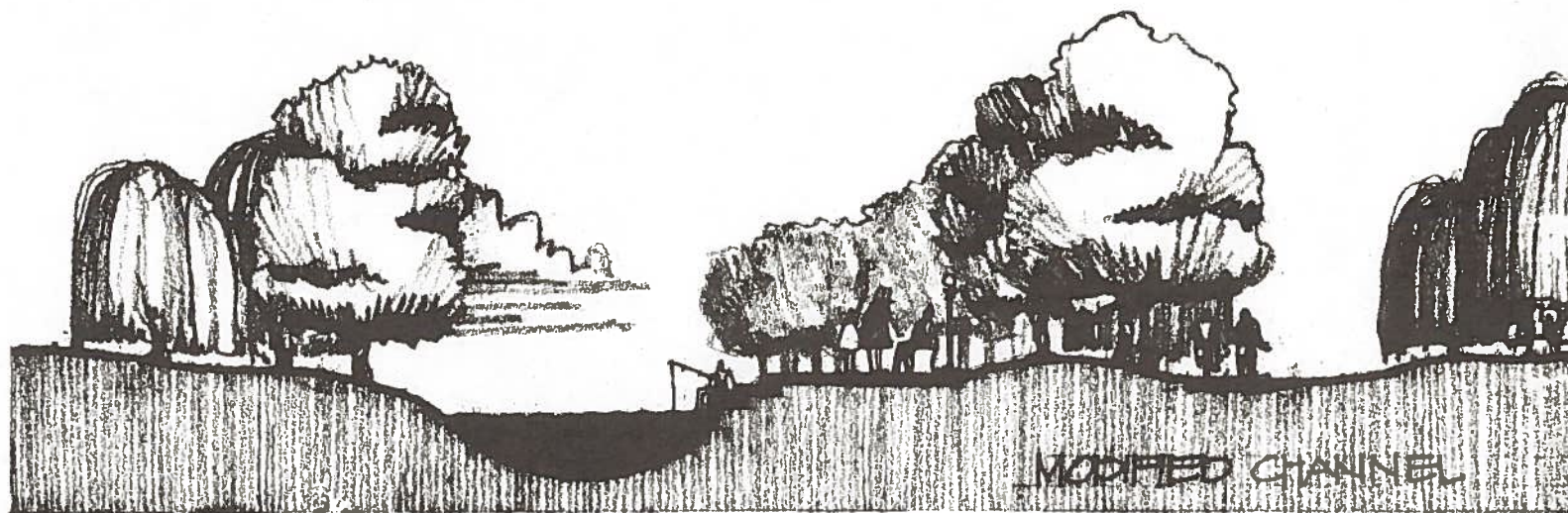
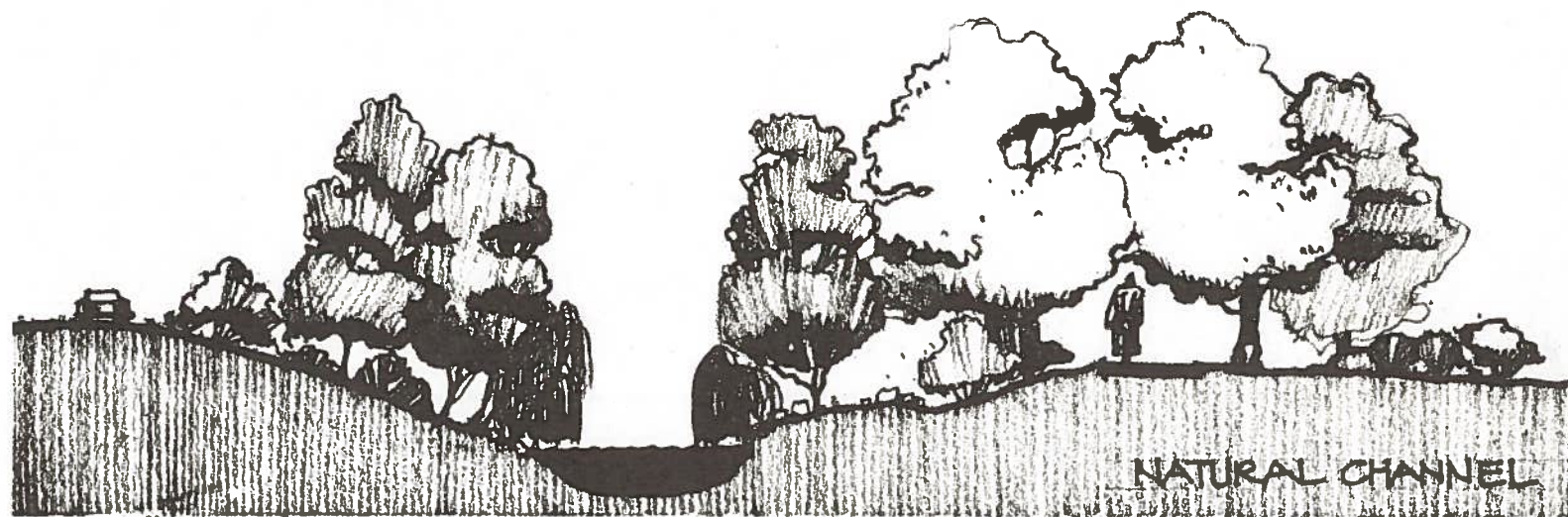


proofing and urban design. Channelization of the creek should occur only where the flooding is most extensive or where intensive residential or business development along the creek can integrate a channel as an integral part of the design. In all cases, any channelization that does occur should create more amenities than it destroys.

The creek near Vermijo Park requires some modification due to the intensity of use it will receive due to proximity to Old Colorado City. In most places the creek should remain natural. Development in the floodplain should be required to comply with flood plain regulations so that flooding does not loom as an increasing financial burden to the general public.

It is difficult in most areas for people to get to the creek conveniently. Developed as an amenity, it should be accessible to many people. This is accomplished in part by creating paths down to the creek. It can also be accomplished by allowing low density and low economic uses along the creek to redevelop into higher density residential and clean business uses. There are exciting opportunities for creek-side development that will increase interest and investment in open space amenities. By building a channel wall into the creekside of the new development, the flood risk can be reduced. Such intensification of use along the creek seems to be especially appropriate between 21st Street and Old Colorado City. However, until such time as there is a market for such development the creek bed in this area should remain natural.

A similar opportunity for intensive creekside development exists at the bend in the creek west of Red Rock Shopping Center. This is a critical visual area for west-traveling motorists on the Expressway who look directly into it before the road bends westward. It is presently occupied by mobile homes which are in great danger from floods.



Fountain Creek Southeast

Fountain Creek passes under the Midland Expressway in a culvert that cannot accommodate safe or pleasant human passage. It then parallels the Expressway past the gold tailings. The creek is clearly a long term natural resource in this area that should be protected. No development should be allowed in the floodplain, while development south of the floodplain should be designed to take advantage of the creek amenity. No recreational development of the open space along the creek should occur, however, until there are permanent residences or workers in the area who could use it. If and when a grade separated interchange is built at 21st Street and the interchange at I-25 and the Midland Expressway is redesigned, provisions should be made for eventually continuing the bike trail and linear open space through these barriers.

Midland Expressway

There are several urban design recommendations for the Expressway and adjacent land that will improve the image of Colorado Springs and the Westside.

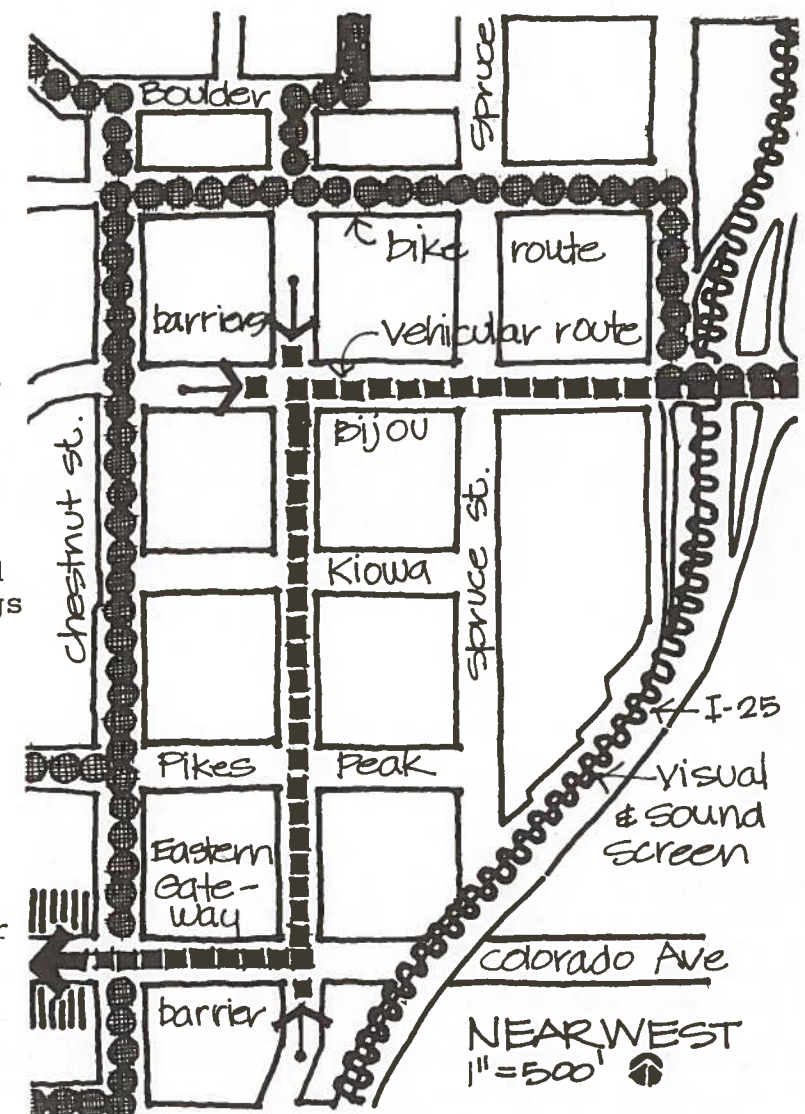
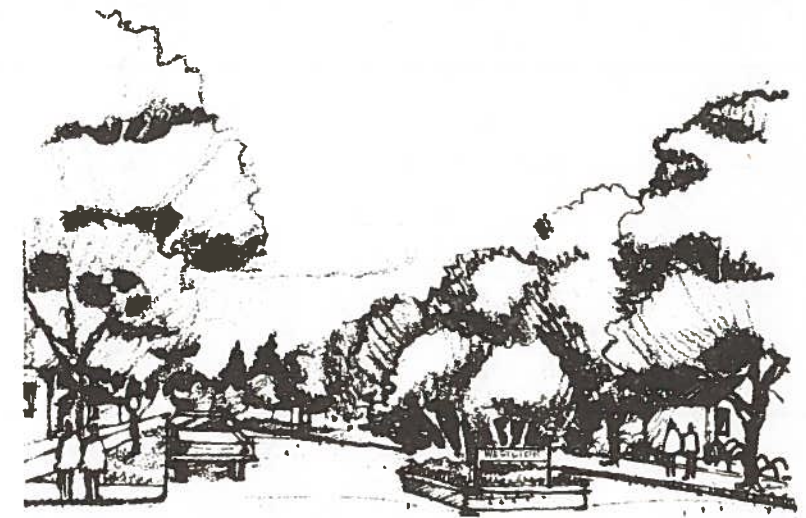
- o Frame the expressway with evergreen plantings. Increase density of plantings where necessary to screen unsightly land uses and leave openings to frame important views (such as the views to the old chimney from the gold refinery).
- o Provide grade separations as proposed in the traffic plan.
- o Remove billboards and limit the size and intensity of illumination of on-lot signs.
- o Relocate, remove or screen the chainlink fence between the expressway and the creek.

- o Encourage development and redevelopment of businesses along the expressway that turn their front yards towards the expressway and put accessory uses and parking behind or to the side of the buildings.
- o Maintain creek vegetation where possible to provide an amenity as seen from the Expressway and screening of the Expressway as seen from the neighborhood.
- o Maintain the old gold refinery chimney as a symbol of the history of the area. A public or private recreation area could use this as its center of attraction.

NEAR-WEST

As part of the Westside, while nearer to and topographically oriented towards the central business district, this area needs to be protected from land use conflicts, misdirected traffic, freeway noise and other blighting influences. Most of these problems are resolved in the proposed comprehensive land use and traffic plans for the area. There are a few urban design amenities that should supplement these plans.

- o The diversion of westbound Bijou traffic south onto Walnut before it penetrates further west will be assisted by the installation of a short median on Bijou west of Walnut Street. A second diversion median should be installed on Walnut north of Bijou to emphasize Spruce Street as the preferred route to the north. A third median should be installed at Walnut and Colorado Avenue intersection to direct traffic east or west onto Colorado Avenue. These medians narrow the street opening to make it apparent that the street is not intended for major through traffic. These barriers should contain masses of distinctive flowering trees which would also serve to identify the neighborhood.
- o A noise absorption barrier should be installed along Interstate 25 and supplemented with evergreen plantings to buffer the neighborhood from the sound and views of the highway.
- o Implement the open space and bike route plans in this area, including the extended pedestrian cross over the Interstate and railroad at Mesa.
- o As indicated in the Land Use Chapter consideration should be given to allowing medium density residential development in the area of Pikes Peak between Walnut and Chestnut Streets.



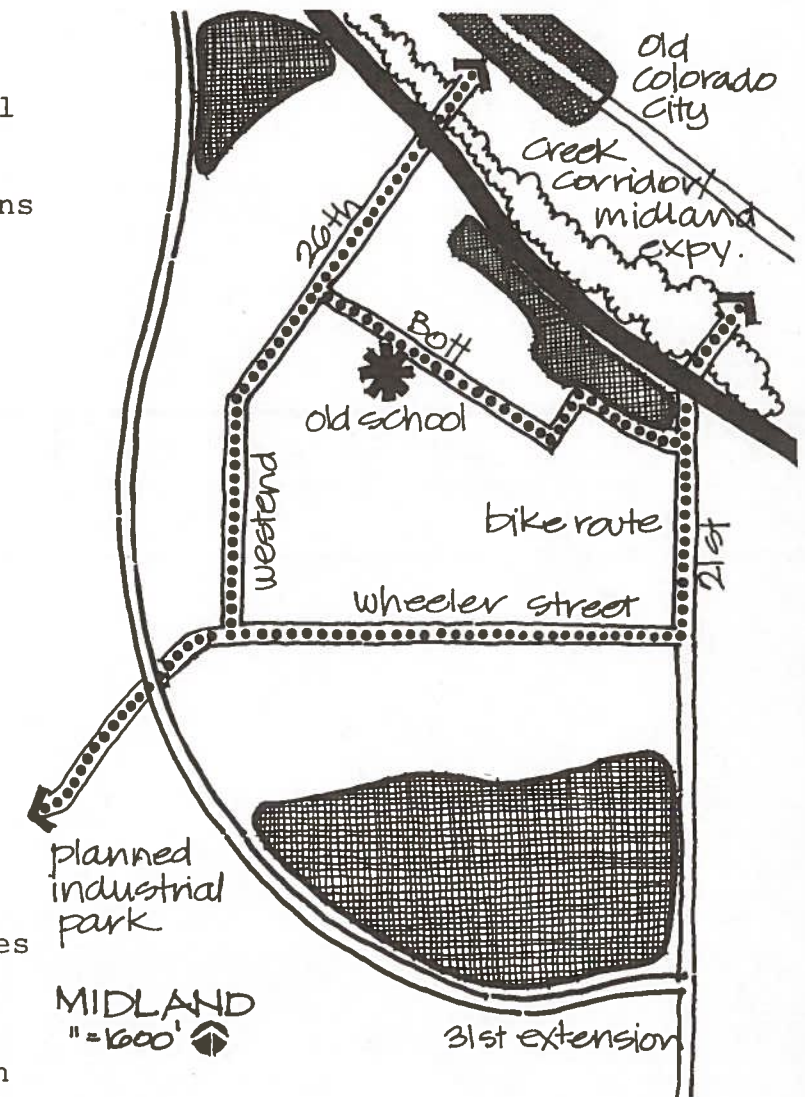
MIDLAND

By putting open space on the Midland side of the development, an amenity is created for the business and residential area alike. The commercial and industrial structures adjacent to Midland should be kept low and in scale with the residences in order to preserve views to the mountains and down from the 31st extension to the Westside.

The old school (now privately owned) and park in Midland are at its natural focal point and are attractive and well-maintained facilities. If the use of the recycled school includes one or more small neighborhood, commercial, recreation or community service operations, that sense of focus will be enhanced.

Safe and convenient pedestrian and bike routes are needed to connect Midland to the rest of the area to the north. The proposed 21st Street interchange should have good pedestrian and bicycle lanes. 26th Street will always be a principal route for pedestrians crossing to Old Colorado City. Careful consideration of the design, sign and signal details for this intersection should accompany the development of grade-separated interchanges at 21st, 8th and 31st Streets. Through redesign of entry and exit lanes and the center median, it should also be possible to shorten the distance between pedestrian "secure" areas.

The most important urban design issue in Midland is the buffering needed to protect the integrity of the area from incompatible new business and industrial development on the perimeter. The area is already handicapped by incompatible land use mixtures. New development should turn a friendly side towards Midland. Through the review process in the planned industrial zone, relationships such as those shown on the accompanying cross-section should be fostered.



IMPLEMENTATION POLICIES AND PROGRAMS

IMPLEMENTATION POLICIES AND PROGRAMS

The task of implementing a program for an area the size of the Westside requires the effort of numerous individuals and organizations plus the administration of innovative and meaningful programs designed to address the problems related with revitalization. As stated in the introduction, the Westside study area is not the typical redevelopment area. The policies and programs recommended have been carefully selected given the existing conditions and objectives outlined for the area.

The following implementation recommendations are divided into three categories; policy decisions, implementing organizations and implementation programs. The three categories should be initiated and implemented simultaneously in order to establish responsible and effective methods to deal with the growing interest in the Westside.

Policy Decisions

The following list of non-capital/governmental actions are critical in providing the framework in guiding the development of the Westside.

ZONING ENFORCEMENT

The Westside study area is burdened with widespread zoning violations and accompanying trash. The extent of the violations is critical. At one time, approximately 300 cars were found in violation of the zoning ordinance (inoperable, unlicensed or abandoned). Of greater impact is the preponderance of trash. Trash is found in virtually every alley. In order to generate a feeling of a fresh start and arouse citizen pride, a comprehensive campaign

to clean-up the Westside should be the first order of business. Community Development Block Grant funds should be used to initiate and carry out not only clean-up but also tackle the numerous zoning violations.

Discussion has already taken place based on a voluntary request to initiate a trial program for detail zoning enforcement for a selected area of the Westside.

LAND USE PLAN

If the residents and City administration are committed to an effective and coordinated effort in the revitalization of the Westside, then it must occur within the guidelines of an adopted plan. It is therefore recommended that an official land use plan be adopted by ordinance in order to guide future land use decisions. If the land use plan goes through a formal adoption procedure, then adequate public hearings should be held to insure public support. A land use plan implementation policy thoughtful of landowner concern and citizen need should emphasize the flexibility of the land use designations and the need to preserve the Westside character.

ZONING PLAN

Once adopted, the Land Use Plan will require an implementation tool that is both workable and legal. Since traditional zoning falls far short of providing the mechanism to achieve the desired objective of compatible land use relationships in older areas, a Special Redevelopment District designation is recommended. As explained in the chapter on zoning, such designation would require definitions for land use classifications, site review criteria and formal adoption by the appropriate bodies. The adoption process should coincide

or immediately follow the adoption of the Land Use Plan.

PRINCIPAL STREET SYSTEM

On December 26, 1978, the City Council adopted the Principal Street System Plan. The proposed transportation plan, completed as part of the Westside study, recommends changes to the adopted street system plan. These revisions should be reflected in the Principal Street System Plan and the revisions approved by City Council. Also the City should pursue the special transportation commission which will define the north-south corridor implementation.

OPEN SPACE/BIKEWAY PLAN

The Urban Design Chapter proposes a number of conceptual ideas that, if adopted, should be included in the approved Open Space Master Plan. The major recommendation involves the recreational development of Fountain Creek as a linear park for primarily passive use with a bikeway concept.

The above policies are recommended as necessary steps in order to provide a guide to all future decisions related to revitalization of the area. Without an adopted Land Use Plan, a zoning process as a tool to administer land use decisions, the Westside will not be able to guide redevelopment in a direction beneficial to the area residents.

Implementing Organizations

CITIZEN PARTICIPATION

As stated in the introductory remarks, a sophisticated community organization must be established. The present Organization of Westside Neighbors (OWN) and the West Colorado Springs

Commercial Club (WCSCC) are a strong nucleus from which to form the needed citizen input. It should be understood from the outset, with public commitment (staff and funds), there should be the requirement that the recipient (the residents and investors) respond by active involvement. The structure of the organization and administration should evolve from the residents and be capable of dealing with a range of activities and concerns. They include:

- Commercial Development
- Industrial Development
- Residential Development
- Housing Programs
- Social Services
- Public Improvements
- Transportation/Traffic
- Zoning Requests
- Park Development
- Schools
- Zoning Enforcement

OWN and WCSCC should be the umbrella organizations to oversee all Westside activity.

NEIGHBORHOOD HOUSING SERVICE (NHS)

The implementation of housing programs and technical assistance should be concentrated under one umbrella organization. The community, the City administration and City Council have endorsed the establishment of a Neighborhood Housing Service Program. Functions include:

- Educational and resource center
- Fund raising center for rehabilitation loans
- Code compliance assistance
- Counseling services for both rehab and financing
- Creation of a high risk loan pool

The City of Colorado Springs has committed \$35,000 to investigate the establishment of a Neighborhood Housing

Service program for the Westside. The program has been successful throughout the country and could be an important contribution to the housing programs of the Westside. Like all housing programs recommended for the Westside, the NHS should concentrate on those residents in the lower income brackets who can not afford to deal with housing related problems.

COMMUNITY DESIGN CENTER

Along with an organization that provides the educational, liaison and financial assistance for housing programs, technical design aid is highly recommended. The Community Design Center is a concept which has gained recognition around the country. Primarily a volunteer organization, staffed by VISTA and/or students with professional support for licensed architects from the community, the Center provides a range of functions including:

- Design counseling with both residential and commercial property owners;
- Preliminary through final drawing on both residential and commercial redevelopment projects (final drawings signed by volunteer architects);
- Site plan concepts for parks and other public improvements;
- Community advocates for design standards;
- Resource center for design information;
- Historic preservation counseling;
- Technical assistance for review of public and private projects.

The Center usually operates with one coordinator and a secretary, with the remainder of the staff being

volunteers. The service is either free or provided for a small fee. The Center evolves into a community focal point that provides an important facet of redevelopment activity ranging from design assistance on a single-family unit to conceptual design of a major site plan. With increased land use compatibility concerns and an active redevelopment market, the Westside is well suited for a Community Design Center.

CITY STAFF

The City Staff is already providing necessary support, and such services should continue as long as there is no duplication. Loan counseling, rehabilitation specialist, planning assistance and technical support should be used by Westside residents in a coordinated effort with any program created at a neighborhood level.

Implementation Programs

The recommended implementation programs require various levels of governmental participation. The participation is either financial assistance and/or assistance in the creation of implementation programs that are designed to address the residential and commercial needs of the area. Certain programs are already being administered by the City administration and additional programs are recommended for investigation and promotion.

HOUSING IMPLEMENTATION RECOMMENDATIONS

In designing a housing implementation program for the study area, one important fact is critical. The Westside is experiencing a level of residential market activity normally not associated with designated redevelopment areas. Appreciation rates are comparable to other areas, banks are becoming more willing to provide low

down payment loans, housing sales are increasing, and new construction is occurring on both a small and large scale. The end result is that public assistance programs designed to address housing needs to be tailored to those individuals not able to participate or are the victims of the renewed residential market activity.

HOUSING FINANCE AND ASSISTANCE PROGRAMS

All financing programs for owner acquisition and/or rehabilitation should be targeted to the low and moderate income residents or anticipated residents. The level of non-assisted housing activity demonstrates that the need to stimulate reinvestment is not a significant problem in the study area. However, with a large elderly population with fixed incomes and a significant number qualifying as low and moderate income families, financial assistance programs are needed.

The need typically is greater than the supply of financial assistance and no one program or combination of programs will meet the demand within the Westside study area. Financial institutions are becoming more active in older areas but the typical recipient of the increased activity is the low risk borrower. The Federal National Mortgage Association (FNMA) is allocating \$200,000,000 to buy mortgages from financial institutions and 60% to 90% of these mortgages will originate in older urban neighborhoods. These mortgages will again be at conventional rates and not address the needs of those on fixed income or low and moderate income families.

The choice of programs designed to meet the needs of those requiring assistance is limited and the extent of their financial impact is minimal. With over 60% of the structures needing some form of minor and major rehabilitation,

the housing condition dilemma is critical. Since there are over 4,000 residential structures within the study area and approximately 2,500 needing rehabilitation assistance, the program must be specifically earmarked for low and moderate income. The City of Colorado Springs presently operates three financial assistance programs including:

- Section 312 Loans and Grants
- Community Development Block Grants and Loans
- Two Points Over Prime

The City of Colorado Springs should establish income guidelines below the Single Family Mortgage Revenue Bond limitation for those requesting housing rehabilitation assistance. Due to limited funds, the lowest income eligible clients should receive first consideration followed by a gradual increase in income eligibility.

Single Family Mortgage Revenue Bonds

If implemented as approved by the El Paso County Commissioners, the local bond issue would provide a sizeable loan pool for purchase, refinance and rehabilitation of residential structures. The dollars available (\$65 million) and interest rate being considered (approximately 8.5%) would have a significant impact on the housing market in the Westside. The dollars should be available in the fall of 1979 and every effort should be made to maximize the utilization in the Westside project area.

Graduated Payment Mortgage

Nature of Program: HUD insured mortgages to facilitate early homeownership for households that expect their incomes to rise substantially. These "gradual payment mortgages" allow homeowners to make smaller monthly payments initially

and to increase their size gradually over time.

Five different payment plans are available, varying in duration and rate of increase. Larger than usual downpayments are permitted to prevent the total amount of the loan from exceeding the face value of the mortgage at any given time. In all other respects, the graduated payment mortgage is subject to the rules governing ordinary HUD insured home loans.

Applicant Eligibility: All FHA-approved lenders may make graduated payment mortgages; credit-worthy applicants with reasonable expectations of increasing income may qualify for such loans.

It quickly becomes apparent, there is not a significant number of programs to address the housing needs of low and moderate income. One important function of the Neighborhood Housing Service Programs should involve indepth investigation as to viable alternatives.

Beyond the above programs there is a small shopping list of possibilities that should be investigated. Not all the programs require public intervention but they could become part of the responsibility of the NHS. The list below of potential housing programs has been extracted from a federal catalogue titled Neighborhood Related Urban Policy Initiatives and Programs of HUD.

Urban Volunteer Corps in ACTION

This would be created for 40 million dollars to (1) match the needs of neighborhood organizations with volunteers with specialized skills; (2) provide small grants with an average of \$5,000 to cover costs of tools, supplies, materials and administrative support to carry out voluntary projects.

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