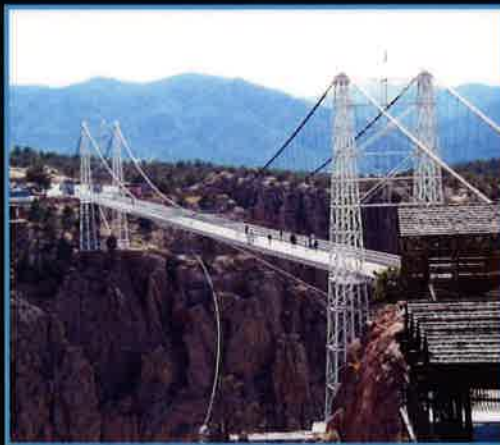


# City of Cañon City

## Comprehensive Plan Update 2001



**URS**

# City of Cañon City

## Comprehensive Plan Update 2001



## **ACKNOWLEDGEMENTS**

### **City Council**

E. LaVelle Craig, Mayor  
H. Ben Johnson, Mayor Pro-Tem  
Jerry Gill  
William Jackson  
Michael Near  
David Russell  
Ann Swim  
Frank Speers

### **Appointed Officials**

City Administrator - Steven G. Rabe  
City Attorney - John Havens

### **Department Heads**

City Clerk/Special Projects Admin.  
Becky Worthen  
City Engineer  
Bob Saulmon  
Community Development Division of Planning  
and Zoning  
Mary Ann Brenner, City Planner  
Director of Finance  
Hasmukh (Harry) Patel  
Director of Library  
Susan Ooton  
Director of Parks/Cemetery  
John Nichols  
Chief of Police  
Martin Stefanic  
Director of Public Works  
Paul Fisher  
Supervisor of Equipment Repair  
George Stepleton

### **Cañon City Planning Commission**

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Pat Ponthieu  
Robin Ward  
City Council Representative: Bill Jackson

### **Community Support**

Fremont County Commissioners  
Fremont County Planning Commission  
Main Street USA Cañon City, Inc.  
Cañon City Chamber of Commerce  
Fremont Economic Development Corporation  
Fremont RE-1 School District  
Cañon City Area Metropolitan Park and  
Recreation District  
Upper Arkansas Area Council of Governments  
Local History Center  
Cañon City Area Fire Protection District  
Frederickson-Brown Insurance Company  
St. Thomas More Hospital  
Golden Age Center  
Fremont Sanitation District  
KRLN Radio  
Edward J. Tezak, Jr., Developer  
Royal Gorge Association of Realtors  
Community Bankers Association  
Fremont County Department of Social Services  
Reynolds-Watson Construction  
Cañon City Daily Record  
Fremont Center for the Arts  
Colorado Department of Corrections  
Fremont County Sheriff's Department  
Developmental Opportunities  
Garden Park Paleontology Society  
City of Florence  
Jim Brenner, City Photographer

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# INTRODUCTION

Cañon City is the county seat of Fremont County in southern Colorado, with a population of approximately 16,000 people within the city limits and another 5,000 to 7,000 people within the influence area of the City in surrounding Fremont County.



The City is located in a mountain bowl along the Arkansas River valley as it flows east from the Rocky Mountains and the mouth of the Royal Gorge. A combination of unique geography and an elevation of 5,300 feet above sea level protects the city from harsh weather conditions, making Cañon City “the Climate Capital of Colorado” with temperatures generally 10 degrees warmer than other nearby Colorado communities.

## CONTEXT

The Royal Gorge Bridge, owned by the City is one of the major attractions located near Cañon City. This, along with other nearby attractions such as the Arkansas River, the National Forest, and the natural beauty of the surrounding land, draws numerous tourists to the area year round with a peak during the summer season.

Cañon City is one of only a few cities along the Front Range that has predominantly maintained its small town feel. With growth pressures and other burgeoning cities nearby, such as Pueblo (40 miles to the east), and Colorado Springs (45 miles to the north), the Cañon City Comprehensive Land Use Master Plan concentrates on the unique attributes of the City while embracing and shaping the changes to come in the future.

Cañon City is the place where the mountains meet the plains and the Arkansas River emerges from its Grand Canyon, the Royal Gorge. The lands in and surrounding Cañon City lured its inhabitants with fertile soil for farming and mountains plentiful in minerals from which individual riches could be claimed.

## THE STORY

Native American tribes such as the Ute, Pueblo, and Comanche first recognized the area now known as Cañon City for its unique attributes and made it their home and hunting ground. Pioneers, explorers, settlers, and fur traders soon followed. In 1806, Lt. Zebulon Montgomery Pike lead an expedition up the Arkansas River followed in 1820 and 1843 by Major Steven Long and John C. Fremont respectively. These early inhabitants valued the mild climate and park-like setting of the site, which offered relief, particularly in the winter months from the harsher environment of the nearby mountains.

*Early inhabitants valued the mild climate and park-like setting of the area.*

Early mining success in the nearby mountains was the cause for the original establishment of Cañon City, “the Gate City to the Mountains,” in the fall of 1859 by William Kroenig, a native of Wesphalia, Germany. The town boasted a road to the mines with “few hills, comparatively free from sand, and plentiful water” and thus became a natural spot for the “ever-increasing mining



*Early mining success in the nearby mountains was the cause for the original establishment of Cañon City.*



population to stop and store their stock.” By the spring of 1861 Denver's Rocky Mountain News noted “our spicy little neighbor, the Cañon City Times, is out with an article urging claims of that pleasant little summer retreat for the Capital of Colorado.” The people of Cañon City knew then what they know now; that Cañon City is indeed a special place.

Yet, in 1862 the population of Cañon City began to drift away to volunteer in Union or Confederate forces in the Civil War, and by 1863, the town was virtually deserted. In 1867, the Colorado Tribune described Cañon City as “abandoned,” and claimed that some of the “finest buildings in the territory were falling into neglect.” The newspaper mused that the builders “must have had very extravagant ideas as to its future greatness and importance.” At the time, it appeared Cañon City would follow the fate of many of Colorado's early settlements, to become a ghost town where only shadows of the past might be found in the future.

**In 1867, the Colorado Tribune described Cañon City as “abandoned,” and claimed that some of the “finest buildings in the territory were falling into neglect.”**

However, in 1871 Cañon City was given a second chance when the territorial prison began its operation. The prison, built at the foot of the Dakota Hogback, would later become the Colorado State Penitentiary, and gave Cañon City the opportunity to prosper, not on the same “booming” level as some of its other early counterparts, but solidly moving forward into the future.

#### **Territorial Correctional Facility**

*The State and Federal Correctional Facilities has provided a stable economic base for Cañon City.*



Incorporated in 1872, the town soon attracted both the Denver and Rio Grande and the Atchison, Topeka, and Santa Fe Railways. Cattle ranches operated along the Arkansas River, renowned fruit orchards began to blossom and the Royal Gorge became a popular tourist attraction. Cañon City's Main Street provided “the physical manifestation of the community's growth and diversity.” Residential areas to the north and south framed the core of the community, and by 1898 a booster booklet compiled by Hunter Woodson touted Cañon City as “a modern city in every sense of the word.”

Today, Cañon City is the county seat for Fremont County and home to over 16,000 residents within the city limits. The City has been greatly affected by the presence and operation of the State of Colorado Correctional Facilities. Its growth has been steady, indicative of the stable economic base provided by the State Correctional Facilities and strong values of its people. As



# INTRODUCTION

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## CONTEXT

## THE STORY

*Early inhabitants valued the mild climate and park-like setting of the area.*





residents of the third oldest city in the State of Colorado, the people of Cañon City are proud of their history, proud of their setting amongst beautiful natural features, and proud of their community. When asked what makes Cañon City a great place, more often than not, the response is “the people.” It is the people of Cañon City who have once again had the tenacity, the desire, and the vision to continue to conceive brilliant ideas for the future greatness of Cañon City.

In 1979, Cañon City completed its first comprehensive plan and identified many goals and objectives to accomplish in order to plan for a secure future. One of the City's greatest successes has been in the preservation efforts of what many claim to be one of the finest architectural examples typical of

#### BACKGROUND

Numerous buildings both in and outside of the district have been restored to reclaim their beauty and historic importance within the community.

the late 1900s, Cañon City's Main Street. Some individual historic buildings are on the National Register and in 1984, a National Register historic commercial district was created. Additionally, numerous buildings both in and outside of the district have been restored to reclaim their beauty and historic importance within the community. Additional progress has been made in adjusting the zoning code and its application throughout the City, and improving the provision of water and utility services.

The State and Federal prison facilities have provided a stable economic base for Cañon City. However, the growth of these facilities has also impacted the City's available housing and affordability. Increases in the cost of living have resulted in an increased need for two-income families, which Cañon City has not been able to support. Growth along Royal Gorge Boulevard/ Highway 50 has taken place in strip-style development, obliterating what historically was a residential street and home to Cañon City's early community strength. While the increase in commercial development provides some jobs and tax base for the City, it does not adequately provide families with opportunities for the types of dual-income jobs needed.

Recent years have brought new economic prosperity and development to many cities and towns along Colorado's Front Range, including some changes to Cañon City. Growth in nearby cities such as Colorado Springs and Pueblo/Pueblo West has perhaps come at the expense of additional growth within Cañon City. However, as such massive growth in and along Front Range cities continues to occur, many residents of these growing cities are

*One of the city's greatest successes has been the preservation efforts of fine architectural examples typical of the late 1900s.*



*Cañon City is one of the few small towns along the Front Range that has maintained its small size, community, and quality of life.*



failing to see the reasons for which they originally moved to such towns. This shift in community values is beginning to identify Cañon City as one of the few small towns along the Front Range that has maintained its small size, its community, and quality of life. It is precisely this shift that brings the possibility of growth and opportunity once again to Cañon City. This opportunity also brings the responsibility to prepare and plan for renewed growth so as not to lose precisely what makes the City so attractive.

### **Recognizing that much has changed since the adoption of the last comprehensive plan, local community and business leaders and residents realized it was time to revisit the comprehensive plan**

Recognizing that much has changed since the adoption of the last comprehensive plan, local community and business leaders and residents realized it was time to revisit the comprehensive plan; time to create a living document that will serve as both a source of reference as well as a guide for inspiration; time to define the questions and shape the answers facing the community: What do we want for Cañon City? And how will we achieve it?

*Cañon City's recent shift in values brings the possibility of growth and opportunity once again to Cañon City.*





# PROCESS

The update to the Cañon City Comprehensive Land Use Master Plan began in the fall of 2000 when representatives from over 20 different interest groups participated in stakeholder interviews.

The format for the interviews was based on a list of “Ten Ingredients of a City.” Stakeholders responded to questions about Cañon City in terms of the ten ingredients from which they were able to discern what works and what doesn’t work for Cañon City.

The ten ingredients include:

- **Essence (Soul):** the regional concentration of cultural amenities and the arts, the center for celebrations and public gatherings, the generator of community tradition and civic pride.
- **Community Image:** the environment, history and culture, climate, native materials, and landscape.
- **Central Place:** a location where the social exchange of news and opinions plays as important a part as the commercial exchange of goods.
- **Economic Base:** the ability to sustain the City’s viability over time.
- **Land Use:** the ability to support a variety of activities and uses.
- **A Mix of Housing:** residences characterized by a range of neighborhoods, especially in the Downtown and areas close-in.
- **An Effective Transportation System:** which provides good vehicular and non-vehicular access and is tailored to the City’s character.
- **Comfortable Parks, Plazas and Open Space:** well-maintained and attractive places for recreation and relaxation.
- **A Sense of Permanence:** support for the City’s historic heritage, current projects, and future plans.
- **Visionary Leadership:** community leaders and ordinary citizens who have the insight to see future potential, the discipline to plan for it, and the tenacity to implement.

Numerous stakeholder interviews were conducted with various public and private groups and organizations, in addition to smaller work sessions, that were held with key City staff, City Council, and Planning Commission. Finally, public meetings were regularly scheduled and well attended to ensure that the Plan was based on local wants, needs, and desires as indicated by the citizens of Cañon City.



## TEN INGREDIENTS

*A Steering Committee was formed and met on a regular basis to review the Plan’s progress and process and to learn and share information vital to the success of the Plan and the future of Cañon City.*



## CITY OF CAÑON CITY COMPREHENSIVE PLAN UPDATE 2001



*The vision process established the foundations for developed goals, objectives and strategies.*

The process described above resulted in the Goals, Objectives, and Strategies that follow, and formed the foundation for the Comprehensive Land Use Master Plan Update. The outlined goals and objectives are organized so that the strategies outlined strengthen and improve Cañon City as a place for cultural activities, thriving businesses, meaningful employment, and a variety of housing. These elements combine to take advantage of the unique natural setting where visitors are enriched by their experience and residents are proud to call Cañon City home.

The outlined goals and objectives are organized so that the strategies outlined strengthen and improve Cañon City as a place for cultural activities, thriving businesses, meaningful employment, and a variety of housing.

*Currently, Cañon City supports key ingredients which makes the community unique.*



# PLAN ELEMENTS

The Plan has seven elements that provide the comprehensive logic for making wise decisions about the future of Cañon City, and a planning base within which Cañon City can thrive.

The Plan is a call to action, yet is flexible enough to incorporate opportunities that we cannot now imagine. The Plan's elements include:

- The Vision Process: An outline and graphic reflects public discussion about what people would like Cañon City to be.
- Assets: The important elements of Cañon City that the community should preserve and enhance.
- Values: A description of the important values against which to measure all projects.
- Snapshot in Time: A description of the existing conditions in Cañon City: How is it working today? How is the economy? Is the infrastructure in good shape and does it function well?
- Goals, Objectives, and Strategies: A major component of the comprehensive plan. Strategies are ranked and key participants are delineated.
- Framework Diagram: A map of Cañon City's sub-areas, connections, and natural features that: illustrates the overall growth patterns for Cañon City and directs its growth and development; focuses the discussion of how individual ideas and projects fit into the overall system; and creates a common understanding, logic, and a language for the discussion of the future of Cañon City. Land use categories are identified within an urban growth boundary as shown on Figure 6, Existing Land Use.
- Implementation Plan: Prioritizes and assigns responsibility for the various recommended strategies as outlined under designated goals and objectives.

At the first public meeting for this process, the Cañon City community created a Vision Map. Figure 1 represents what the citizens of Cañon City would like it to be.

The Vision Map is the product of the public's answers to basic questions: If you came back in 10 or 20 years and everything you wanted for Cañon City was in place, what would it be like? What would still be here? What would be added? What would be gone? How would it be different than today?



## VISION PROCESS





*Residents want to preserve the City's historical, cultural, and natural features.*



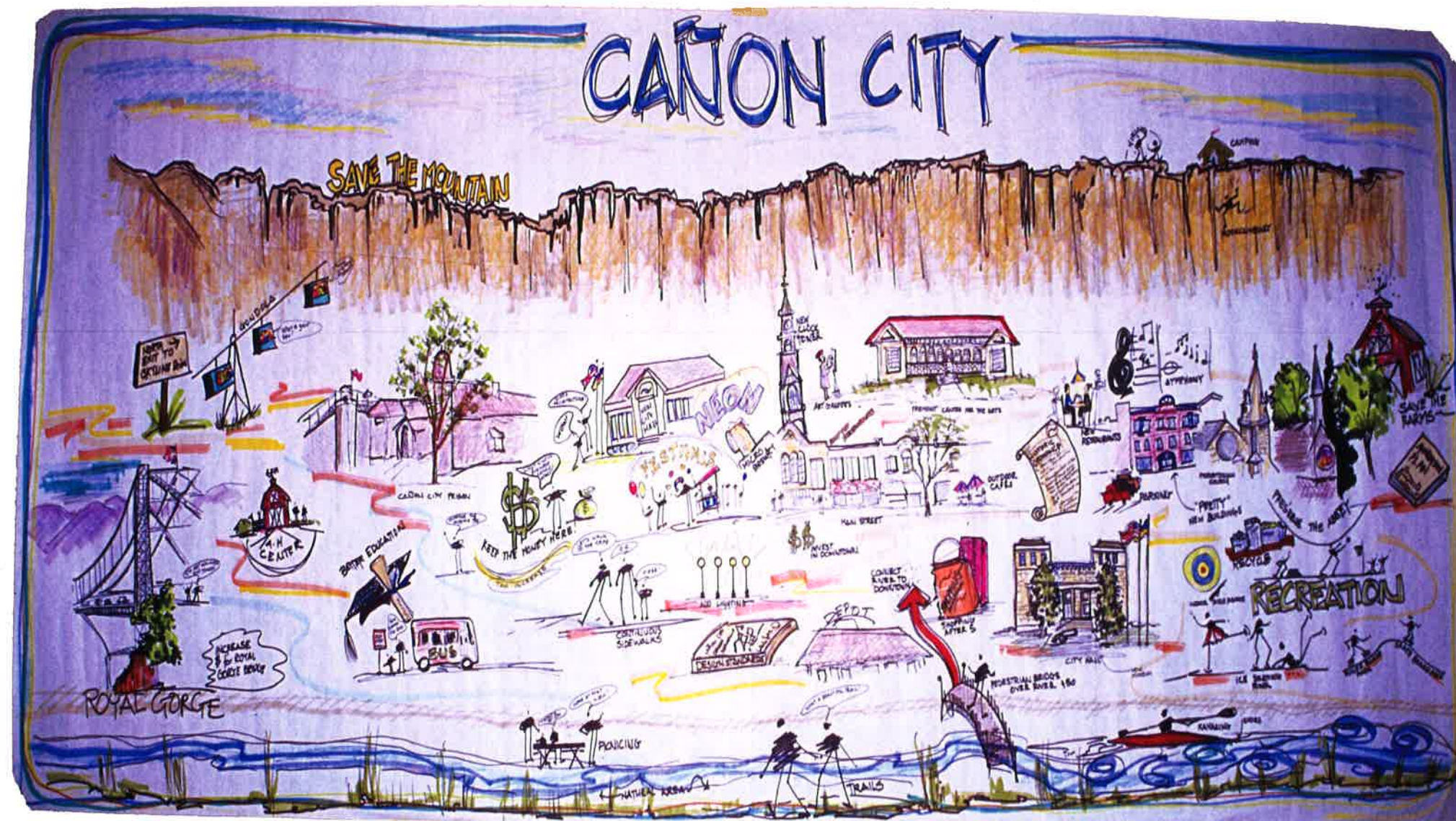
Citizen participants enthusiastically voiced their vision for Cañon City. A few of the wants and desires include:

- Multi-generational recreation center
- Preservation of open space and natural areas
- Viable downtown core
- Specialty shops along Main Street
- Downtown business open later in the evening
- Residential and office uses above downtown first floor retail uses
- More efficient traffic flow throughout community (east/west, north/south)
- Improved pedestrian connections throughout the City
- Historical, cultural, and natural feature preservation
- Historic preservation standards
- Community image consensus
- Community design standards
- Preservation of agricultural/rural land in the county
- Wiser use of land adjacent to the Arkansas River
- Diverse economic conditions (employment base)
- Alternative funding opportunities/options for public improvements
- Strategic tourism effort
- Responsible growth and development options/opportunities
- Effective and coordinated public and private sector leadership
- A planned approach to future annexation

*Cañon City's Main Street, downtown, includes one of the finest examples of typical buildings from the late 1800s, valued for the continuity of building fronts over several blocks.*





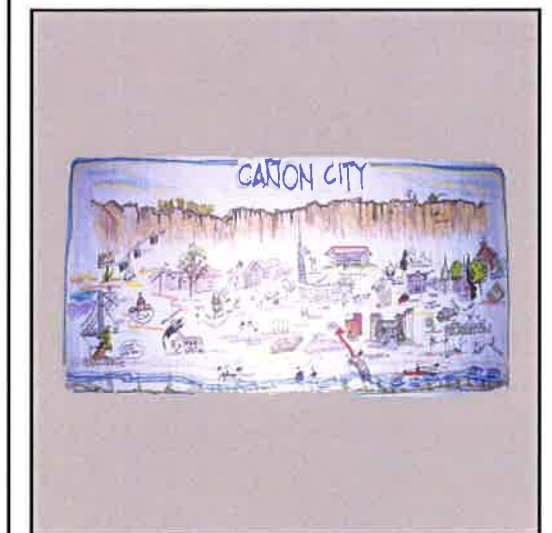


## CITY OF CAÑON CITY

COMPREHENSIVE PLAN UPDATE



VISIONARY PROCESS MAP  
Figure 1



SCALE



URS

CITY OF CAÑON CITY COMPREHENSIVE PLAN  
UPDATE 2001

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*A viable downtown core is important to Cañon City's stakeholders.*

- A range of housing opportunities
- A regional presence

The Vision Map is a reminder of the collective vision for Cañon City, and captures the important assets, natural features and vision for what Cañon City will be like in the future.

Cañon City has numerous valuable assets that the Plan is designed to preserve and enhance as the City grows and develops.

#### ASSETS

These assets include:

- Cañon City's Main Street, downtown, one of the finest examples of typical buildings from the late 1800s, valued for the continuity of building fronts
- Arkansas River
- Dakota Hogback
- Royal Gorge
- Western culture
- Fremont Center for the Arts
- Additional historically significant properties throughout Cañon City
- Holy Cross Abbey
- St. Scholastic Academy
- Numerous churches
- Annual Festivals and celebrations
- Sense of community
- Friendly people
- Proximity to scenic beauty
- Stable employment base (corrections facilities)

*All plan goals, objectives and strategies are intended to be implemented in light of preserving, enhancing and showcasing the City's assets for the benefit of residents and visitors alike.*



*Downtown Cañon City is the historic center of the community and the location for important civic and cultural facilities.*



All plan goals, objectives and strategies as outlined within, are intended to be implemented in light of preserving, enhancing and showcasing these assets for the benefit of residents and visitors alike.

## VALUES

The people of Cañon City place great importance on several community characteristics that make the City what it is. The community's values, a by-product of the Stakeholder Interviews, are listed below to clarify the intent of the recommended policies and strategies contained in this Comprehensive Land Use Master Plan. They serve as a guide to future leaders who face decisions that we cannot now anticipate. We offer these values to ensure that Cañon City continues to work toward achieving the community's vision and maintaining those elements of the local character that the community wants to preserve.

**The people of Cañon City place great importance on several community characteristics that make the City what it is.**

### **SMALL TOWN**

The citizens of Cañon City prize its small-town quality of life. There is a strong sense of community, and people know and care about each other. Although Cañon City serves as the county seat of Fremont County and is a commercial center of the region, its citizens want to maintain and nurture the qualities that make the community unique.

### **NATURAL SETTING**

Cañon City's natural setting has been a key element of its development. Nestled along the Arkansas River, ranchers and farmers made use of the local resources. The proximity to mining towns served as a basis of economic growth. Today, local residents and visitors enjoy a mild climate and the recreational opportunities of the area. The community wants to preserve the quality of the natural environment and enhance the city's connection to the Dakota Hogback, nearby mountains, and the Arkansas River.

### **DOWNTOWN**

Downtown Cañon City is the historic center of the community and the location for important civic and cultural facilities. The story of Cañon City is told in the buildings along Main Street and the nearby Territorial Prison and railroad facilities. For Cañon City to maintain its unique identity, the downtown area must play a vital role in the future development of the City.

*Today, local residents and visitors enjoy a mild climate and the recreational opportunities of the area.*





*The Cañon City community seeks to provide a mix of housing opportunities for its residents, with a supply of affordable for-sale and rental housing.*

### **ECONOMIC BASE**

The state correctional facilities provide a stable base to the local economy. The people of Cañon City want to expand the economic opportunities within the community to provide employment for its young people. The most likely way to expand that base is to promote businesses serving seniors and tourists.

### **LAND USE**

The western setting for Cañon City is reflected in the land uses, where a variety of activities that are not necessarily compatible operate in contiguous areas. Future land use decisions must weigh the value of property right in balance with wise stewardship of natural resources and a respect for the land.

### **HOUSING**

Since the housing stock in Cañon City does not adequately meet the needs of some segments of the population, the Cañon City community seeks to provide a mix of housing opportunities for its residents, with a supply of affordable for-sale and rental housing.

### **TRANSPORTATION**

The Cañon City community wants the local transportation system to meet the needs of motorists, bicyclists, pedestrians, and other travel modes. The transportation system must address the wide range of ages of local citizens and visitors.

### **PARKS, PLAZAS & OPEN SPACE**

Cañon City maintains a system of parks that provide active and passive recreational opportunities in the City, and that complement the natural open spaces surrounding the City and natural corridors within the City. The Cañon City community wants to expand active recreational opportunities in City parks and open space areas.

### **HISTORIC PRESERVATION**

The value of Cañon City's historic past is reflected in the community's efforts to preserve important historic buildings and features, and in the strength of its traditional activities and institutions. The people of Cañon City want to strengthen historic preservation efforts by creating additional historic districts and a historic preservation ordinance.

### **LEADERSHIP**

The future of Cañon City depends on concerted efforts between the public and private sectors, where local citizens find new and creative ways to deal with issues and opportunities facing the community. The old rules no longer apply.

*The western setting for Cañon City is reflected in the land uses, where a variety of activities that are not necessarily compatible operate in contiguous areas.*





### Royal Gorge Bridge

The area's natural features and unique characteristics contribute to its significant appeal to tourists who visit Cañon City and The Royal Gorge, ride the Royal Gorge Railroad, drive Skyline Drive, and raft the Arkansas River.



### SNAPSHOT IN TIME

#### NATURAL FEATURES

The most significant natural features in and surrounding Cañon City are the Arkansas River and its related floodplain, the Dakota Hogback and the Wet Mountains. Together these three features defined the City's early settlement pattern. Virtually sheltering Cañon City, these features give Cañon City its mild climate for which it is famous.

These features provide, to some extent, a natural boundary within which Cañon City must maintain its growth. They also provide the residents of Cañon City with recreational opportunities, spectacular views, important landmarks and a "sense of place." Finally, they provide wildlife habitat as well as opportunities for open space and trail connections throughout the area.

Both the Arkansas River and its floodplain and the Dakota Hogback are included as major elements and contributors to the Trails and Open Space Master Plan adopted in 1997 by the City of Cañon City and the Cañon City Area Metropolitan Recreation and Park District. All of these natural features and unique characteristics contribute to the area's significant appeal to tourists who visit Cañon City and the Royal Gorge, ride the Royal Gorge Railroad, drive Skyline Drive, and raft the Arkansas River.

**Cañon City has annexed nearly 5 square miles of land even though the population has only grown by three to five thousand people.**

The more historic residential area is north of Main Street with newer, more suburban development occurring further to the north, east and southwest.



#### ZONING & LAND USE

In updating the comprehensive plan, local government leaders recognize that zoning and land use regulations and policies will affect the way in which the City will continue to develop in the future.

Much of the recent growth in Cañon City has been commercial strip development along the U.S. Highway 50 corridor where both city and county-controlled lands occur. New residential development is also taking place in areas on the edge of the City's boundaries that were incorporated more recently. While both of these types of development increase the overall tax base for the City, such development increases costs associated with providing basic public services and changes the overall sense of place that is Cañon City.



**Cañon City Public Library**

*In updating the comprehensive plan, local government leaders recognize that zoning and land use regulations and policies will affect the way in which the City has developed, and how it will continue to develop in the future.*

The previous comprehensive plan recommended that no short term annexations take place due to the availability of developable land within the existing incorporated area. Since that time, Cañon City has annexed nearly 5 square miles of land even though the population has only grown by three to five thousand people. Because Cañon City has grown in physical size but less so in population, there is developable land currently available that could accommodate future growth and development. This land is contained within the Urban Growth Boundary shown on Figure 6.

**Because Cañon City has grown in physical size but less so in population, there is developable land currently available that could accommodate future growth and development.**

Much of the recent population growth in the area has taken place just outside the City limits in Fremont County. The previous plan strongly recommended developing a strong and effective working relationship with Fremont County, and using capital improvements, subdivision, zoning, and land use regulations to shape and plan for the growth of the entire Cañon City area. This remains an important reality today.

*Because Cañon City has grown in physical size but less so in population, there is developable land currently available that could accommodate future growth and development.*

**Residential Land Use**

The predominant use of Cañon City's land is for residential purposes. The more historic residential area is north of Main Street with newer, more suburban development occurring further to the north, east and southwest. Additional residential land use occurs to the south of the river but is more rural in nature and less urbanized. Dawson Ranch, Sunrise Mesa, and Four Mile Ranch are examples of more suburban-style development occurring or proposed at the City's edge. Most of the current building activity for residential purposes is taking place in the Dawson Ranch subdivision. Access to this development is through an area of rural residential and light industrial uses. This mix of uses has created traffic and compatibility issues and concerns among the residents.

**Commercial Land Use**

Commercial land uses were historically concentrated on Main Street. New commercial uses have predominantly stretched along the Highway 50 corridor. The downtown area could support higher use because it is currently underutilized.

**Industrial Land Use**

Industrial uses within the City boundaries tend to lie south of Highway 50 along the river and near the Dawson Ranch area. An expansion of the industrial park near the airport is proposed. Development of an industrial





*Some of the current industrial areas are surrounded by incompatible land uses such as residential and recreational.*



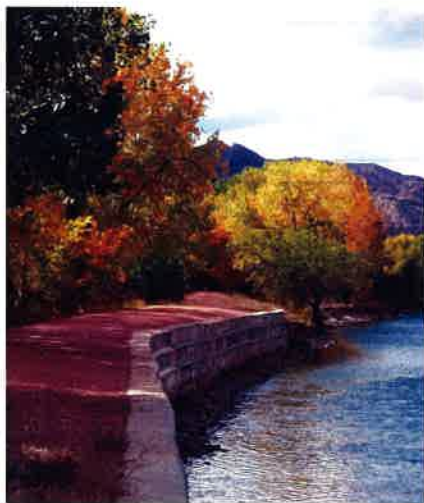
park near the airport would allow for the older industrial areas to be transferred into higher and better uses and would also alleviate potential transportation and access issues into and out of the existing industrial areas. Some of the current industrial areas are surrounded by incompatible land uses such as residential and recreational.

#### **PARKS, RECREATION, & OPEN SPACE**

Cañon City has a total of over 6,800 acres of existing parks and open space areas, including Royal Gorge Park, Temple Canyon Park and Red Canyon Park. Those parks within the city limits are illustrated as shown in Figure 2, Community Facilities. However, connectivity between these existing areas and an overall parks system generally does not exist. Most of the parks are

### **In 1997, the Cañon City Area Metropolitan Recreation and Park District and the City of Cañon City developed a Trails and Open Space Master Plan.**

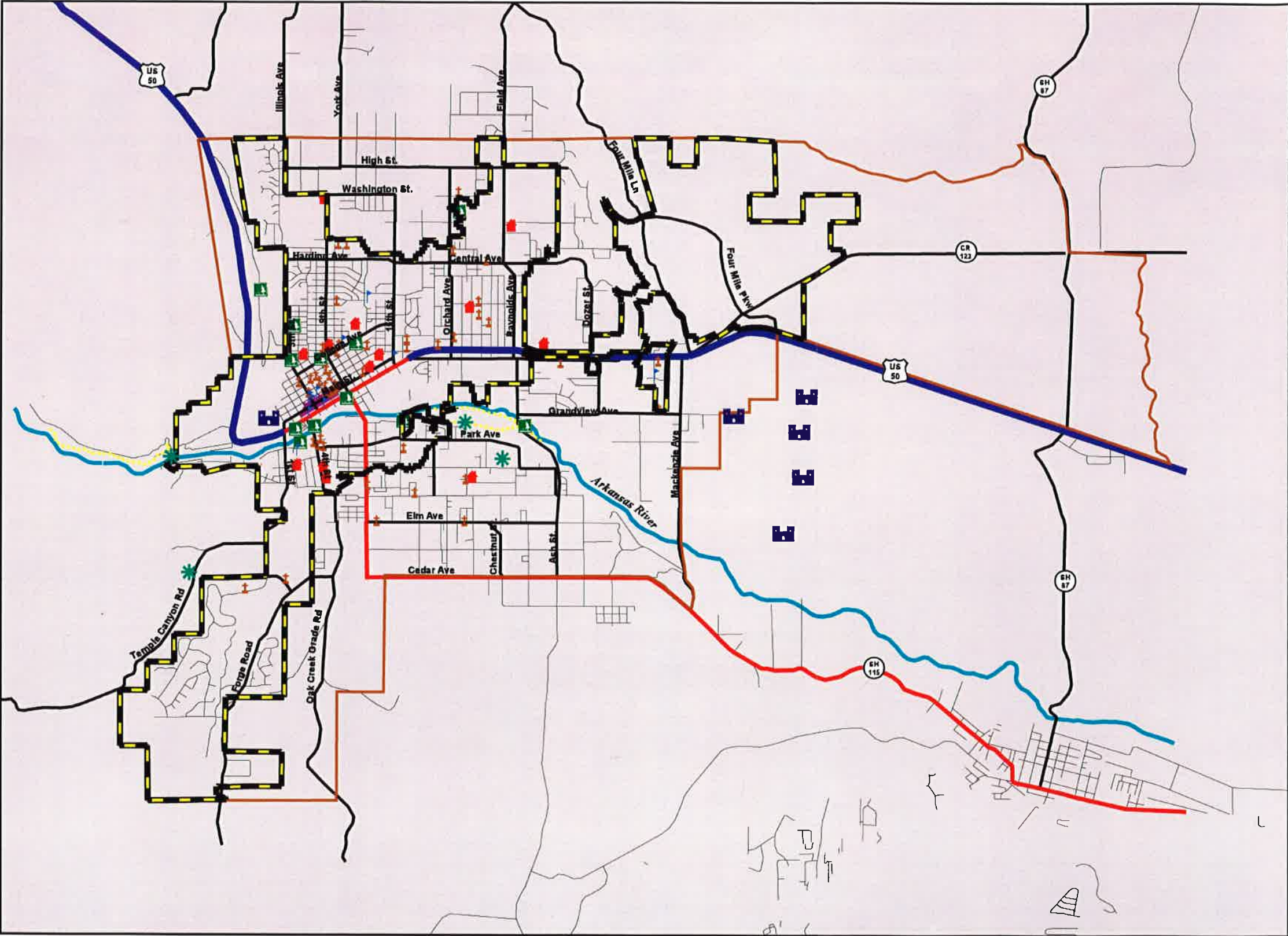
*The Trails and Open Space Master Plan targets the Arkansas River corridor, tributary streams of the Arkansas, and unique geologic hogback features by establishing a series of trail and linear open space areas.*



small neighborhood parks with limited active use facilities. The existing open space areas are valuable and considerable in size; however, much of it is located far from the City center (i.e. Royal Gorge Bridge/open space area 5,300 acres, 10 miles from town; Temple Canyon open space area 600 acres, 7 miles from town; and Red Canyon open space area 640 acres, 7 miles from town). Therefore, less than 300 acres of park and open space is available within the City limits. Because of the significant acres of public lands surrounding Cañon City, the need for additional park land is diminished. However, the Parks Department recognizes that there is a demand for additional active use parkland such as soccer fields, baseball fields, etc.

In 1997, the Cañon City Area Metropolitan Recreation and Park District and the City of Cañon City developed a Trails and Open Space Master Plan. The mission of the Plan was to create an overall vision and long-range strategy for development of trails and open space. Specifically, the Plan targets the Arkansas River corridor, tributary streams of the Arkansas, and unique geologic hogback features by establishing a series of trail and linear open space areas. The goals of the Plan are to: (1) establish a balanced trail system to accommodate a wide range of recreational users; (2) develop trail alignments and open space areas that provide the optimum recreational experience while respecting the rights of private property owners; and (3) develop long-term funding and implementation strategies.





CITY OF CAÑON CITY

COMPREHENSIVE PLAN UPDATE



COMMUNITY FACILITIES  
Figure 2

Legend

- City Boundary
- Growth Boundary
- City Parks
- Public Resources
- Churches
- Schools
- Prison Facilities
- Recreation District Facilities
- Downtown Commercial District
- Expressway / Freeway
- Major Arterials
- Arterials
- Collectors
- Locals
- River Trail
- Arkansas River

Sources:  
1. City of Cañon City  
2. Colorado Dept. of Transportation  
3. URS Corporation

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CITY OF CAÑON CITY COMPREHENSIVE PLAN  
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*Much of the recent population growth in the area has taken place just outside the city limits in Fremont County.*

The beginnings of the trail system along the river corridor are underway. The Plan specifically discusses linkage to the Arkansas Riverwalk, River Station Recreational Area, Centennial Park, Grape Creek/Tunnel Drive area, B.F. Rockafellow Ecology Park, Heart of the Rockies Trail Corridor, the American Discovery Trail, Red Canyon Park, Temple Canyon Park, and Royal Gorge mountain parks.

The Recreation District and the City's Parks Department work well together to address park and recreation opportunities for Cañon City and its future. The 1997 plan, which they created jointly, adequately addresses access and connectivity issues on a larger, almost regional level but does not specifically address access and connectivity between the smaller existing neighborhood parks, schools and other local attractions and destinations. Bike lanes, either on or off-street, do not exist in Cañon City and are not specifically discussed in the 1997 Master Plan. Additionally, safe access and connectivity across Royal Gorge Boulevard and the Arkansas River for pedestrians and cyclists does not currently exist. More recently, the Recreation District and the Parks Department worked together to propose a bond issue that would build and operate a multi-generational recreation center on land at the east edge of town currently owned by the Holy Cross Abbey. Voters rejected this proposal in November 2000. However, citizens identified more recreational facilities as an important component of their vision for Cañon City.



**Fremont Center for the Arts**

*Cañon City enjoys a number of unique cultural facilities that reflect the rich history and character of the area.*

#### **CULTURAL RESOURCES AND FACILITIES**

Cañon City enjoys a number of unique cultural facilities that reflect the rich history and character of the area, as shown in Figure 2.

The Fremont Center for the Arts, which boasts the oldest community arts council in the United States, serves as the home for the community's fine arts collections and features the largest collection of works by Colorado

**The Fremont Center for the Arts, which boasts the oldest community arts council in the United States, serves as the home for the community's fine arts collections and features the largest collection of works by Colorado artists each July during the town's "Art on the Arkansas" exposition.**

artists each July during the town's "Art on the Arkansas" exposition. Another unique cultural resource can be found in the Museum of Colorado Prisons, where visitors learn the story of the Colorado Territorial Prison located just one block from downtown Cañon City. Two other cultural facilities, the Local History Center at the Cañon City Public Library and the Cañon City Municipal Museum & Rudd Stone House and Cabin, house exceptional archives of local history. In addition, the Colonel Leo Sidney Boston War



*A significant number of churches, one for about every 350 residents, are located within the community, with many clustered near the downtown area and housed in beautiful, architecturally significant and historic structures.*



Memorial honors those with local ties who served their country from revolutionary to modern times.

Unlike many communities that have replaced their historic structures with parking lots or modern structures (particularly in downtown areas), the original commercial district in downtown Cañon City remains almost completely intact.

Music also plays an important role in the local culture. The Cañon City Music and Blossom Festival, held annually for over 60 years, celebrates the City's heritage in fruit production and role as the "market basket" for the area. Also, each year hundreds of fiddlers gather in Cañon City for a national festival and competition. Cañon City also hosts a number of other festivals and fairs annually, including the Royal Gorge Rodeo, Fremont County Days, Spring Arts & Crafts Fair, Fremont County Fair, and Oktoberfest, to name a few.

Two other local attractions, the Garden Park Fossil Area and the Dinosaur Depot, highlight the City's significance as the largest site in the world for Jurassic fossils, and provide scientific and educational opportunities for visitors. The first complete Stegosaurus was discovered in the Garden Park area in the late 1800s.

*Cañon City is one of the oldest towns in Colorado, having been founded in 1859 and incorporated in 1872.*

Finally, Cañon City is known as a City of churches. A significant number of churches, one for about every 350 residents, are located within the community, with many clustered near the downtown area and housed in beautiful, architecturally significant and historic structures.

Together, the community's cultural facilities, special events, churches, and its numerous civic organizations combine to create a strong sense of community in Cañon City.





*Currently, the downtown commercial area is recognized as a National Register Historic District.*

*The intact original "Main Street" commercial district provides Cañon City with a remarkable record of its physical history and a strong basis from which to strengthen the vitality of its downtown.*

### **HISTORIC RESOURCES**

Cañon City is one of the oldest city's in Colorado, having been founded in 1859 and incorporated in 1872. Consequently, many beautiful historic and architecturally significant structures are found throughout Cañon City. However, unlike many communities that have replaced their historic structures with parking lots or modern structures (particularly in downtown areas), the original commercial district in downtown Cañon City remains almost completely intact. Views of the structures lining the blocks along Main Street today look remarkably similar to photos of downtown taken a century ago. This intact original "Main Street" commercial district provides Cañon City with a remarkable record of its physical history and a strong basis from which to strengthen the vitality of its downtown.

Currently, the downtown commercial area is recognized as a National Register Historic District. Approximately 80 structures along seven blocks of Main Street are included in the district, with a little over half as unaltered historic buildings. Additionally, a number of other structures outside of the district, such as the State Armory, two historic train depots, the old Post Office, and United Presbyterian Church are also on the Historic Register. To the north of downtown lies the Old Cañon City neighborhood that contains dozens of beautiful Queen Anne and Craftsman style homes. Other neighborhoods, such as South Cañon and Lincoln Park, also contain many fine turn-of-the-century structures.

In addition to the downtown commercial district and its adjacent neighborhoods, several other historic structures exist within the City. The Colorado Territorial Prison, located just west of downtown, was Colorado's first prison and today provides an interesting and unique historic quality to the community. The beautiful Holy Cross Abbey anchors the eastern gateway into Cañon City and the stately Saint Scholastica school building defines its north side neighborhood.



**Currently, the downtown commercial area is recognized as a National Register Historic District. Approximately 80 structures along seven blocks of Main Street are included in the district, with a little over half as unaltered historic buildings.**

Cañon City is blessed with this rich collection of historic structures that identify the community's heritage, enhance its physical environment, and provide a foundation for continued economic prosperity.

*The major arterial/highway, arterial, and collector systems were identified, as well as needed connections and new roadways.*



## **TRANSPORTATION**

### **Roadways**

Cañon City has a complete network of roadways that service its current boundary. The majority of roadways are local streets. There are also a number of county roads and two state highways -- US 50 and SH 115. Traffic volumes fluctuate throughout the year, peaking in the summer months as tourists travel to and through town, using US 50 as the major east-west artery.

**Although the roadways were classified, the majority of all roadways are two-lane and do not meet the adopted design and right-of-way criteria required for those types of roadways.**

*The city needs to upgrade many of its roadway corridors in order to maximize traffic carrying ability and circulation.*



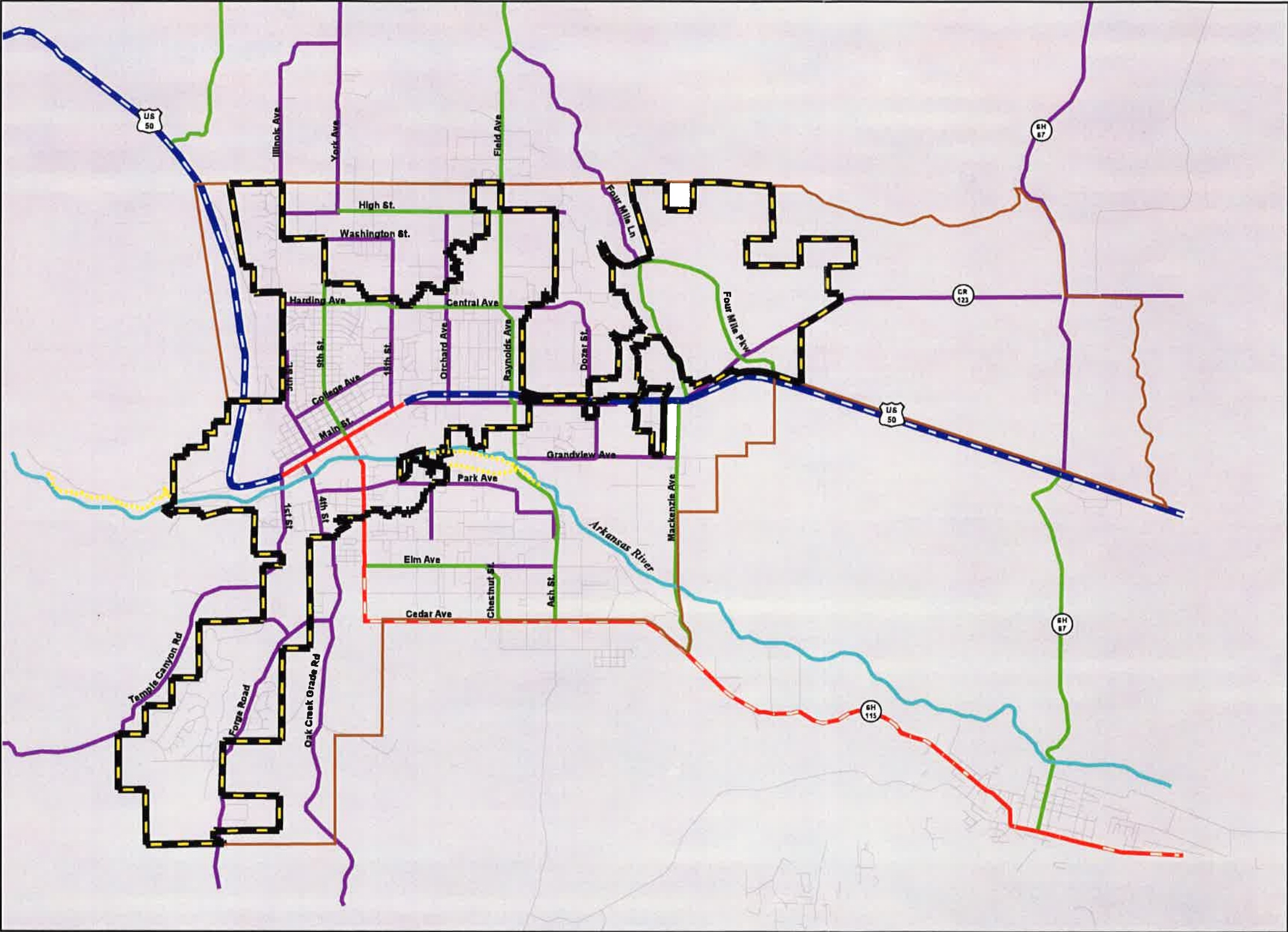
In 1996 a resolution was passed amending the Comprehensive Plan of Cañon City to amend the Thoroughfare Plan. The roadway plan is shown in Figure 3, the Conceptual Transportation Plan. The purpose of this resolution was to classify the roadways and identify the design or "cross-section" for each roadway type. The major arterial/highway, arterial, and collector systems were identified, as well as needed connections and new roadways. A US 50 by-pass is included in the Colorado State Transportation Improvement Plan (STIP) as an unfunded project requiring further study. Until then, options to maximize traffic handling ability of US 50 should be further investigated.

Although the roadways were classified, the majority of all roadways are two-lane and do not meet the adopted design and right-of-way criteria required for those types of roadways. This has left the city with the need to upgrade many of its roadway corridors in order to maximize traffic carrying ability and circulation.

As mentioned earlier, US 50 is the major east-west route through town. It generally has four lanes plus a center left-turn lane, and carries an average of 27,000 vehicles per day. Access is fairly well controlled with the exception of the downtown area that parallels Main Street. Generally, the segment from East Main Street to Reynolds Avenue has a parallel frontage road system. This section experiences congestion and accidents. Because of these existing problems, the Colorado Department of Transportation (CDOT) commissioned a study to recommend changes to the intersections and frontage roads. This document was completed in 1999 and design and construction of the improvements are underway.

The other state route, SH 115, connects the City of Florence to Cañon City. It carries an average of 17,000 vehicles a day as it approaches US 50.





CITY OF CAÑON CITY

COMPREHENSIVE PLAN UPDATE



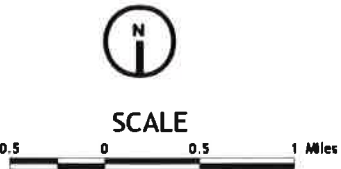
CONCEPTUAL  
TRANSPORTATION  
PLAN  
Figure 3

Legend

- City Boundary
- Growth Boundary
- Expwy / Freeway
- Major Arterials
- Arterials
- Collectors
- Locals
- River Trail
- Arkansas River

Sources:  
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*The majority of all roadways are two-lane and do not meet the adopted design and right-of-way criteria required for those type of roadways.*

This highway includes many driveway accesses and overlaps segments of 9th Street, Elm Avenue, Chestnut Street, and Cedar Avenue. Many of the residences along this corridor have converted to commercial uses that access SH 115 directly.

The Arkansas River runs east-west on the south side of town. It acts as a natural barrier for north-south traffic. There are currently five crossings of the river: 1st Street, 4th Street, SH 115 (9th Street), Raynolds Avenue, and MacKenzie Avenue (CR 20).

### **Transit**

No formal transit systems currently exist in Cañon City or Fremont County, and none are currently planned. There is specialized transit available called the RIDE that is operated by Developmental Opportunities.

### **Bikeways/Trails**

As mentioned in the Land Use section, there is a Trails and Open Space Master Plan in place. The trail system has begun along the Arkansas River but no continuous trail exists throughout the community.

## **UTILITIES/INFRASTRUCTURE**

### **Sanitary Sewer**

The sanitary sewer system is maintained by the Fremont Sanitation District. The district's only treatment plant is located east of the City of Florence and is known as the Rainbow Park Regional Wastewater Treatment Plant. The main trunk line for Cañon City runs somewhat along the Arkansas River corridor to the treatment plant.

### **A major project at the regional treatment plant has been completed to accommodate growth in both the Florence and Cañon City communities.**

A major project at the regional treatment plant has been completed to accommodate growth in both the Florence and Cañon City communities. The project greatly increases the solids handling capacity of the Plant. Other recent improvements include the addition of a 12" and 15" sanitary sewer line in the vicinity of Cañon City from the Arkansas River to Elm Avenue and Chestnut Street. These improvements will accommodate growth in the Lincoln Park area.

*The Arkansas River acts as a natural barrier and runs east-west on the south side of town.*





**Pueblo Community College  
Fremont Campus**

*New improvement projects are planned to address current and future needs.*



Three new improvement projects are proposed in the City. Each project is planned to address current needs as well as some future needs as described below and shown on Figure 4, the Conceptual Infrastructure Plan. None of these projects are currently funded.

**South Cañon Trunk Proposed Improvements**

This proposed 21" trunk line runs south of the Arkansas River from approximately 1st Street to 11th Street. This line will help serve current needs in the area (including Dawson Ranch), as well as help accommodate needed capacity if the city infills.

**Diamond Basin Proposed Improvements**

These improvements include 12", 15" and 21" lines to serve the northern part of the city, with the 21" line running in Diamond Avenue. This system will help to accommodate growth in the northern reaches of the city.

**4-Mile "201" Proposed Improvements**

These improvements are centered just south of the Justice Center area. Expansion to the east is not expected to be problematic because a trunk line south of US 50 to the Justice Center complex could be extended to service the Four-Mile area.

No system further east around the airport currently exists. Expansion in this area could be problematic if a crossing of the Arkansas River is required due to the river and associated soils. Options in this area include on-site sanitary disposal, or lagoons, until a new system is built. No improvement projects have been planned in this area.

The district is continuing to upgrade the existing sanitary sewer system. Approximately two miles of mains are being rehabilitated each year. Also, trenchless technology is being used in inaccessible areas.

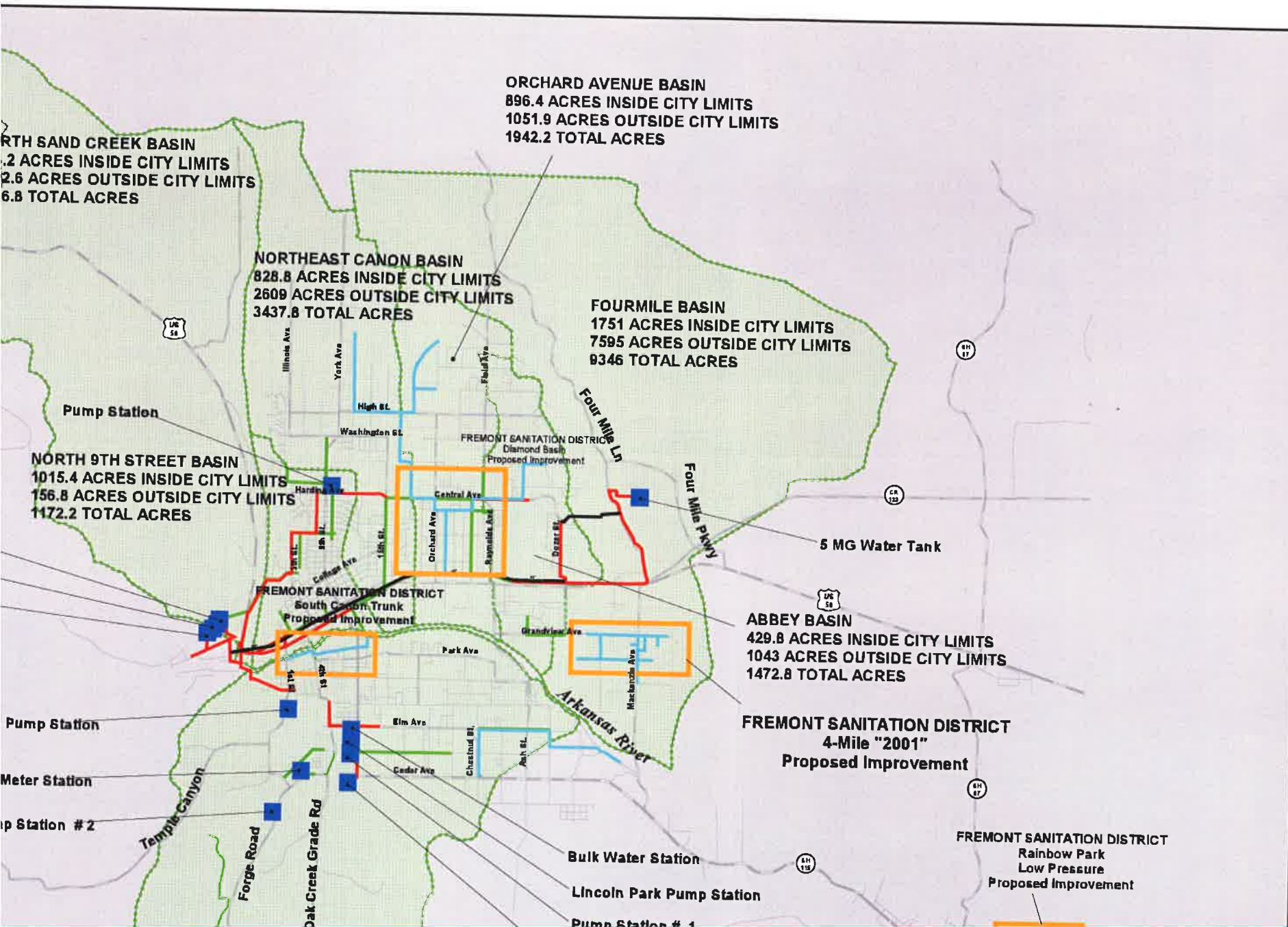
**Water**

Cañon City has a fairly extensive water system that has plenty of expansion capacity for many years into the future. Cañon City supplies water to the state prisons located in the Cañon City vicinity.

*Cañon City has a fairly extensive water system that has plenty of expansion capacity for many years into the future.*



**Distribution of the water is the system's major deficiency. Two system expansions are planned in the next five years to help correct the distribution problem.**



## CITY OF CAÑON CITY

COMPREHENSIVE PLAN UPDATE



### CONCEPTUAL INFRASTRUCTURE PLAN Figure 4

#### Legend

- City Boundary
- Growth Boundary
- Utility Line Improvements
- Proposed Main 36" and 20"
- Water Main 16"
- Water Main 12-14"
- Utility Stations
- Basins
- Sanitation Districts

#### Sources:

1. City of Cañon City
2. Colorado Dept. of Transportation
3. URS Corporation

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CITY OF CAÑON CITY COMPREHENSIVE PLAN  
UPDATE 2001

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Seven drainage basins contribute to the Cañon City area; six to the north of the Arkansas River and one to the south. All drain to the river.

Distribution of the water is the system's major deficiency. Two system expansions are planned in the next five years to help correct the distribution problem. The first, scheduled for year 2002, is a 20" line extension from Dozier Avenue along Van Loo Road to the 20" line in Four Mile Lane. The second project is a new 36" water main from the water treatment plant on the west end of the City to Dozier Avenue. Construction is anticipated to start in the year 2003. Figure 4 indicates the major facilities and these two projects.

### Depending on the nature and density of development in the Four-Mile area and around the airport, more capacity may or may not be needed.

The northern part of the city can expand without causing a capacity problem but will likely require new pump stations in some areas. This area will get its water from town of either Cañon City or the Park Center Water District. The west and south parts of the City can also expand without causing a problem to the system. The Town of Brookside has their own water system, but purchases their water from Cañon City.

Depending on the nature and density of development in the Four-Mile area and around the airport, more capacity may or may not be needed. The City of Florence has not crossed US 50, although it is likely that Florence's system can handle the needs of the airport industrial park on the south side of US 50.

The northern part of the city can expand without causing a capacity problem but will likely require new pump stations in some areas.

Improvements that would be needed when capacity becomes a concern include plant expansion (year 2030) and an additional water source (year 2040).

### Storm Water

Seven drainage basins contribute to the Cañon City area; six to the north of the Arkansas River and one to the south. All drain to the river.

Of the seven areas, only four have any type of organized storm water systems. Those facilities that are in place generally can only accommodate the five year storm event. This, in combination with the lack of infrastructure, results in sheet-flow flooding over much of the area (including roadways) during storm events greater than the five-year rain event.

Master plans have been prepared for all seven basins, and each contain recommendations for storm water facility improvements to accommodate the 100 year storm event. The cost of all recommended improvements total approximately 25 million dollars, which greatly exceeds any current





*The Cañon City Comprehensive Plan is based on substantial input from the Cañon City community.*

funding levels. Five new systems improvement projects have been identified as priorities and are noted on Figure 4. These projects are not yet funded.

The basins in the airport area have not been studied and would require study prior to development in that area.

#### **STAKEHOLDER INTERVIEWS**

The Cañon City Comprehensive Plan is based on substantial input from the Cañon City community. During the early months of developing the Comprehensive Plan, members of the Project Team met with individuals representing over 20 different interest groups, including the Chamber of Commerce, County Commissioners, City staff members, the boards of local districts (school, recreation), historic preservationists, artists, developers, and religious officials.

The basis for the Stakeholder interviews included ten basic elements that form the organization for this Comprehensive Plan document:

1. Image
2. A Central Marketplace
3. Economic Base
4. Building and Land Use Pattern
5. Housing
6. Street System
7. Parks, Plazas, and Open Space
8. A Sense of Permanence
9. A Soul
10. Leadership

*Cañon City is a center for tourism, an inviting city for retirees, and a great place to raise a family.*



Each of these elements contribute to the formation of a city. The combination of these elements, in the proper measurement, can make a city great. During the Stakeholder interviews, community members provided their perspectives on how well Cañon City measures up.

#### **Image**

The image of a city comes from many sources: the climate, geography, natural features, and the character of the people. The image of Cañon City, based on the Stakeholder interviews, depends on individual perspective. People from outside the community think of Cañon City as "a prison town." That perception is narrow, according to people familiar with the City. For locals, Cañon City is "the climate capital of

*Commercial establishments serve some of the functions of the central marketplace, but do not meet all the needs of the community for a gathering place.*

Colorado,” with mild weather and temperatures generally 10 degrees warmer than nearby cities. In addition, Cañon City is a center for tourism, an inviting City for retirees, and a great place to raise a family.

### **A Central Marketplace**

The central marketplace is where the community gathers to conduct the transfer of goods and services. Beyond the economic function, the community marketplace is where civic discussion takes place, where people go to get signatures on a petition, or where people gather to mark significant events. The people of Cañon City acknowledge that downtown’s Main Street used to serve many of these functions. People gather for special events, such

**The community marketplace is where civic discussion takes place, where people go to get signatures on a petition, or where people gather to mark significant events.**

as concerts at Veterans Park or for the Blossom Festival, but for the most part, Cañon City no longer has a central gathering place. Large commercial establishments serve some of the functions of the central marketplace, but do not meet all the needs of the community for a gathering place.

### **Economic Base**

The health of a community is often based on the stability of its economic base. The stability of Cañon City’s economy is based on the consistent employment from the correctional institutions. While other communities are subject to the ups and downs of economic cycles, Cañon City can depend on the incomes from correctional jobs to circulate in the local economy, providing the money to support local businesses, hospitals, banks, retail establishments, restaurants, and entertainment venues. Many participants in the Stakeholder interviews want greater diversity in the local economy to increase opportunities for locals, and to give young people a reason to stay in the community. The Stakeholders listed economic opportunities from tourism and from retirees who come to live in Cañon City. The Stakeholders also mentioned clean, high-tech industries as a means to diversify the economic base.

### **Building and Land Use Pattern**

Many cities have a diversity of building styles that house a mix of land uses. According to many Stakeholders, the land uses within Cañon City are a disorderly hodge-podge. Annexation patterns and growth within Cañon City have led to this condition that zoning changes are slowly starting to address. Some Stakeholders say that a deference to private property rights and lack of code enforcement contribute to the creation of an unattractive community.



*According to many Stakeholders, the land uses within Cañon City are a disorderly hodge-podge.*





*Housing costs are high in relation to wages, and there is a scarcity of affordable housing and rental units.*



Some Stakeholders advocated the establishment of design standards or guidelines to ensure the quality of new development.

**Within a community, a diversity of housing types is essential to meeting the needs of different groups within the community: young families, singles, seniors and empty nesters.**

The majority of the City is residential in character, yet there is not adequate diversity among the types of housing. According to many Stakeholders, the supply of commercial land is severely lacking within the City limits. The historic core of Cañon City is very walkable, with a small town character, yet some Stakeholders commented that the downtown core is disconnected from the rest of the community.

### **Housing**

Within a community, a diversity of housing types is essential to meet the needs of different groups within the community: young families, singles, seniors and empty nesters. Many Stakeholders were concerned about the limited variety of housing available in Cañon City. Housing costs are high in relation to wages, and there is a scarcity of affordable housing and rental units. There were reports about the conflicting need for multi-family housing and community opposition to the development of multi-family housing projects. Large lot sales or sales to newcomers to Fremont County account for much of the recent residential market activity. There are opportunities to address the housing needs of seniors, and to provide residential development in the downtown area and infill housing around the City.

### **Street System**

A sensible, attractive street system meets the transportation needs of a community and provides a logical system for circulation. The Stakeholders were unanimous in their concerns about the quality of Cañon City's street system. The combination of local and regional traffic places tremendous demands on Highway 50, the primary arterial for east-west circulation within the city. The lack of alternative routes leads to traffic congestion on Highway 50 that is approaching intolerable levels for the community. Stakeholders said that the condition of local roadways is generally poor and that the road network does not provide good access within the community. Mobility is limited on the south side of town and there are few roadways to meet the increasing demands of new residential development. The pedestrian network of sidewalks is discontinuous in all parts of the City. People depend on their cars because the transportation system is not meeting local needs.

*Many Stakeholders were concerned about the limited variety of housing available in Cañon City.*





*Historic preservation lies in recognizing what is important in the city's past and enacting measures to ensure its permanence.*

### **Parks, Plazas and Open Space**

Comfortable parks, plazas, and open space should create a system that provides recreational opportunities and a respite from urban conditions. Cañon City benefits from the quantity of small parks throughout the City and does a very good job of maintaining them, primarily because of the revenue stream from operations of the Royal Gorge Bridge. The current parks program does not create a system to meet the needs of growth within the community. The Dawson Ranch residential development provided an open space network; new developments also need to add to the supply of parks and open space within Cañon City.

**Comfortable parks, plazas, and open space should create a system that provides recreational opportunities and a respite from urban conditions.**

The Cañon City Parks Department is separate from the Cañon City Area Metropolitan Recreation and Park District, and the City Charter dictates that funding for new parks and open space cannot be allocated to meet the recreational needs without voter approval. Although many Stakeholders recognized the need for a recreation center, the Recreation District was unsuccessful in its recent attempt to earn voter approval of an increased mill levy to fund construction of a recreation center. Some Stakeholders would like a greater emphasis on the preservation of open space and the creation of a trails system for bicyclists and recreational walkers. The Riverwalk received many compliments and there was strong support for extension of the trail to create a system along the Arkansas River from the Downtown area and the new Pueblo Community College to MacKenzie Drive on the east.

*A diversity of housing types is essential to meet the needs of different groups within the community.*

### **A Sense of Permanence**

Historic preservation lies in recognizing what is important in the City's past and enacting measures to ensure its permanence. The Stakeholders listed many things worth preserving in Cañon City: Skyline Drive, the Territorial Prison, St. Scholastica School, downtown buildings, Madison Elementary School, the Robison Mansion, and the Holy Cross Abbey. In addition, the agricultural heritage, railroads, and coal mining history are important cultural elements. The local history center is doing a good job of historic preservation, and some Stakeholders recognized that historic preservation encourages tourism. However, a few Stakeholders questioned the investment of public dollars in preservation efforts, asking if preservation should be left to private investment and market forces.



*The soul of a city is the intangible essence of its being, the character of the community that, if it were lost, would irrevocably change the city.*



### **A Soul**

The soul of a city is the intangible essence of its being, the character of the community that, if it were lost, would irrevocably change the city. In Cañon City, many Stakeholders cited three primary elements of the City's soul: the natural setting and climate, the economic base of the prison, and the small-town feeling. The founders of Cañon City established their settlement in the Arkansas River valley, nestled against the hogback and the larger mountains. The inviting atmosphere and pleasant climate have invited generations to settle here. The prison and correctional institutions provided the foundation for the local economy, in conjunction with agricultural and ranching pursuits that take advantage of the local geography. As Cañon City grows and changes, the small-town atmosphere is the most fragile element of its soul. Many Stakeholders want to retain the sense of community that makes Cañon City a great place to raise a family.

The "good old boy" network is slowly fading and there are opportunities for new leaders to step forward in the public and private sectors.

*The inviting atmosphere and pleasant climate have invited generations to settle in Cañon City.*



### **Leadership**

The Stakeholders represent the leadership of Cañon City. A common response to questions about the quality of leadership in Cañon City was that a few people are responsible for most of what happens. The "good old boy" network is slowly fading and there are opportunities for new leaders to step forward in the public and private sectors. Many Stakeholders were pleased with the existing leadership at the City and County levels. Because of the strong presence of the correctional institutions, the private sector in Cañon City has not produced the necessary leadership to complement the public sector leadership, although there was praise for the local economic development efforts. A strong concern was the community response to local initiatives; voters consistently defeat measures to increase taxes to pay for capital improvement projects. Some Stakeholders attributed this to the conservative nature of the voters and to the high number of retirees and recent transplants who do not yet feel they are part of the community.

## **GOALS, OBJECTIVES, AND STRATEGIES**

### **Plan Format**

The following pages outline the development goals and objectives of the City. These goals and objectives were established through the Planning process. During this process, the Master Plan Steering Committee solicited public input on the problems and opportunities facing the City. This was accomplished through public meetings and stakeholder interviews that were conducted throughout the City. The Steering Committee then analyzed the responses and formulated goals and objectives designed to address the issues raised during that process.





*As Cañon City grows and changes, traditional land uses and land use patterns if modified should reflect the envisioned character of the community.*

The Master Plan Steering Committee then considered various strategies designed to achieve each objective. The lists of strategies following each objective are not exhaustive or mutually exclusive. They provide a broad range of options, some more feasible than others, that can be used to reach goals and objectives. They should be viewed as one piece of the puzzle, an interlocking series of planning actions that together form the basis for eventual achievement of the development goals of the Cañon City community.

**Strategies should each be viewed as one piece of the puzzle, an interlocking series of planning actions that together form the basis for eventual achievement of the development goals of the Cañon City community.**

Finally, it should be noted that some strategies might not be feasible given current political, legal, economic, or practical reasons. While this may prevent immediate implementation of some strategies, the City Council may consider these options in the future.

### **Goals**

Goals should be viewed as long-range statements. They are reflections of the community's underlying values and desires. They are typically more general in nature.

### **Objectives**

Objectives are more short term, specific statements designed to partially achieve the goals. They can be thought of as one step toward meeting the goal.

### **Strategies**

Strategies are specific actions that can be implemented by the Planning Commission and City Council in their efforts to achieve each objective. They are definitive statements aimed at achieving specific objectives. Through this goal-objective-strategy format, a direct link has been established between city desires (goals, objectives) and the actions necessary to achieve them (strategies). In doing so, a more realistic appraisal of plan elements (goals, objectives) is anticipated. The results will be a clearer realization of the actions (strategies) necessary to achieve desired goals.

*Strategies are specific actions that can be implemented by the Planning Commission and City Council in their efforts to achieve each objective.*



# CITY OF CANON CITY COMPREHENSIVE PLAN

## UPDATE 2001

The soul of a city, much like the human soul, is the intangible essence of its being. It is what ultimately makes one city different from others. The soul is perceived by residents and visitors alike and is a major contributor to the impression the city makes.

The soul of Cañon City is integrally intertwined with its Western heritage: independent, entrepreneurial, and tenacious. The historic buildings, the arts, traditional functions - such as the Abbey and the Territorial Prison - the land forms, the railroad and the river all are physical manifestations of Cañon City's soul. As the City grows and develops, government policies should protect, enhance, and highlight these features as central to the soul of Cañon City.

The Essence (Soul) of Canon City			
Goal	With an understanding of what makes the Cañon City community unique, utilize this ingredient to help format future planning and development efforts.		
Objectives	Strategies	Priority Ranking	Key Participants
Develop consensus on what “image” and/or “soul” of the city should be.	<ul style="list-style-type: none"><li>• Seek community input through community education and/or awareness programs.</li><li>• Identify and develop community partnerships that foster the importance of community identity.</li><li>• Identify and monitor perceived “quality of life” elements and/or issues.</li></ul>	<ul style="list-style-type: none"><li>• Program short-term</li><li>• Program short-term</li><li>• Program short-term</li></ul>	<ul style="list-style-type: none"><li>• CS, PC, CC</li><li>• CS, PC, CC</li><li>• CS, PC, CC</li></ul>
Reconnect the community towards the natural features that originally structured and formed it to begin with.	<ul style="list-style-type: none"><li>• Identify pathway linkages that connect residential, downtown, commercial and public areas back to the original roots of the City, i.e. the river, railroad and other natural and geologic features.</li><li>• Require new and/or expanded development projects to contribute to pedestrian linkages.</li><li>• Link urban and suburban sidewalks to open space and parks via accessible trails and footpaths.</li><li>• Inventory existing sidewalks and trails for maintenance and capital improvement assessment.</li><li>• Continue to create appropriate passageways across the railroad and river, breaking down physical barriers.</li><li>• Develop and adopt a comprehensive non-motorized access plan with an associated capital facilities planning program.</li></ul>	<ul style="list-style-type: none"><li>• Immediate</li><li>• Program short-term</li><li>• Program long-term</li><li>• Immediate</li><li>• On-going</li><li>• Program long-term</li></ul>	<ul style="list-style-type: none"><li>• CS, OR, LSFO</li><li>• CC, PC, CS, OR, CZN-GP</li><li>• CC, PC, CS</li><li>• CS, OR</li><li>• CC, CS, CZN-GP</li><li>• CC, PC, CS, CZN-GP, OR, LSFO</li></ul>
Create opportunities for community gathering and fellowship.	<ul style="list-style-type: none"><li>• Celebrate pedestrian access initiatives, i.e. bicycle road races, fun runs, marathons, walking festivals along the river.</li><li>• Utilize a central gathering place that has a series of special events or programs.</li><li>• Introduce “out-of-the-box” gathering events potluck picnics, service club sponsored events, community breakfasts, etc.</li></ul>	<ul style="list-style-type: none"><li>• On-going</li><li>• Program long-term</li><li>• Program long-term</li></ul>	<ul style="list-style-type: none"><li>• CC, CS, CZN-GP, LSFO, COC</li><li>• CC, CS, CZN-GP, LSFO</li><li>• CC, CS, CZN-GP</li></ul>
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# CITY OF CAÑON CITY COMPREHENSIVE PLAN

## UPDATE 2001

Cities with distinct images are memorable. They often have a unique landscape, character, or building pattern that is part of residents' everyday life as well as the visitors' experience. These cities capitalize their strengths as they address problems and reinforce their distinct image with every action.

Cañon City has a natural beauty that was undoubtedly a reason for its creation. The bluffs, river, climate, and landscape provide the setting. This image has been fortified by the older brick buildings that make up its downtown and surrounding neighborhoods. Finally, the small-town character - the culmination of the people who live here - give Cañon City a distinct image.

Public and Private building and development initiatives should respect and nurture Cañon City's image and help it grow with quality.

Goal	Community Image		
	Promote planning and design efforts, which establish a sense of community, both in terms of theme and identity.		
Objectives	Strategies	Priority Ranking	Key Participants
Within Cañon City and the growth management area, maintain the traditional town form and character.	<ul style="list-style-type: none"> <li>Adopt design standards and a design review process within the Zoning Ordinance.</li> <li>Maintain design standards that are consistent with the existing City Character.</li> <li>Evaluate existing zoning districts to insure compatibility with a traditional town theme and form.</li> <li>Initiate an education forum that allows local citizens the benefit of understanding and supporting a comprehensive design standards program.</li> </ul>	<ul style="list-style-type: none"> <li>Program short-term</li> <li>On-going</li> <li>Program short-term</li> <li>Program short-term</li> </ul>	<ul style="list-style-type: none"> <li>CC, PC, CS, OR, CZN-GP</li> <li>CC, PC, CA</li> <li>CS, PC, OR</li> <li>CS, OR</li> </ul>
Evaluate and maintain design standards for new and expanding development, which promotes the history and character of the Cañon City community.	<ul style="list-style-type: none"> <li>Establish design standards and a development review process that promotes uniformity in development projects, both in terms of quality and character.</li> <li>Within the zoning ordinance, continue to evaluate and maintain design standards for the U.S. Highway 50 corridor that reflect the identified and established theme and character of the Cañon City community.</li> <li>Within the Zoning Ordinance, require preliminary development discussion meetings between the City staff and prospective developers to ensure that land use and building proposals are sensitive to the traditional town form and character of Cañon City.</li> </ul>	<ul style="list-style-type: none"> <li>Program short-term</li> <li>Program short-term</li> <li>Program short-term</li> </ul>	<ul style="list-style-type: none"> <li>CC, PC, CS, OR, CZN-GP</li> <li>CC, PC, CS, OR, CZN-GP, LSF</li> <li>CC, PC, CS, OR</li> </ul>
At the City corridor boundaries, establish a sense of entry from the rural County to the urban City environment.	<ul style="list-style-type: none"> <li>Establish geographic "Land Use Area Plans" which require specific design standards sensitive to entryway locations.</li> <li>Identify suitable locations for entryway signage, which clearly denotes the City of Cañon City boundaries, giving Cañon City a true sense of place for the benefit of the local resident or passer-by.</li> </ul>	<ul style="list-style-type: none"> <li>Program long-term</li> <li>Immediate</li> </ul>	<ul style="list-style-type: none"> <li>CC, PC, CS OR</li> <li>CC, PC, CS</li> </ul>
Continue to incorporate significant natural and cultural features into the design and construction of new and expanding development.	<ul style="list-style-type: none"> <li>Inventory and document properties that contain significant natural, cultural and/or historic features.</li> <li>Within the Zoning Ordinance, adopt an overlay district that allows for the protection of significant natural, cultural and/or historic features.</li> </ul>	<ul style="list-style-type: none"> <li>Immediate</li> <li>Program long-term</li> </ul>	<ul style="list-style-type: none"> <li>CS, OR</li> <li>CC, PC, CS OR</li> </ul>
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Goal	Community Image Promote planning and design efforts, which establish a sense of community, both in terms of theme and identity.		
Objectives	Strategies	Priority Ranking	Key Participants
Preserve the western lifestyle and values while recognizing the changing and emerging community demographics and environment.	<ul style="list-style-type: none"> <li>• Continue and expand upon special events, which promote historic and cultural values and lifestyles, i.e. Blossom Festival, rodeo events, arts in the park, concerts, etc.</li> <li>• Promote and encourage community heritage through educational awareness, exhibits and events.</li> <li>• Initiate a community image awareness program which blends traditional western values with the emerging needs of a prosperous 21<sup>st</sup> century city.</li> </ul>	<ul style="list-style-type: none"> <li>• On-going</li> <li>• Program short-term</li> <li>• Program short-term</li> </ul>	<ul style="list-style-type: none"> <li>• CC, CS, COC, FEDC, LSFO, CZN-GP</li> <li>• CC, CS, LSFO</li> <li>• CC, CZN-GP</li> </ul>
Recognize Cañon City as a destination place.	<ul style="list-style-type: none"> <li>• Identify, map and document significant natural features and landmarks.</li> <li>• Once significant historic, cultural and natural features are quantified, protect, preserve and promote these features for the enjoyment of the community and the promotion of tourism.</li> <li>• Building upon the existing tourism efforts, create a comprehensive tourism based business plan involving appropriate community stakeholders who will participate in the tourism-based economy.</li> </ul>	<ul style="list-style-type: none"> <li>• Immediate</li> <li>• On-going</li> <li>• Program long-term</li> </ul>	<ul style="list-style-type: none"> <li>• CS, OR</li> <li>• CS, CC, CZN-GP</li> <li>• CC, CS, OR COC, LSFO</li> </ul>
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**CITY OF CANON CITY COMPREHENSIVE PLAN**  
**UPDATE 2001**

The Central Market Place is where people meet not only to exchange goods and services, but ideas and friendship. Downtown is a microcosm that tells the visitor about the city; it is the place where the community sees itself in a mirror.

Cañon City's Downtown should be a good business climate and provide an attractive, safe, inviting place for the community and its visitors. It is a distinctive place where the City's history is evident. Cañon City's government policies should promote the revitalization of downtown to encourage successful, homegrown businesses and as the heart of the community.

<b>Goal Objectives</b>	<b>Central Place</b> Envision the benefits and opportunities created from the development of a central community place.		
	<b>Strategies</b>	<b>Priority Ranking</b>	<b>Key Participants</b>
Support and maintain a unique and viable Downtown.	<ul style="list-style-type: none"> <li>Based on current efforts for improvements in downtown, create a strategic downtown development plan that addresses economic redevelopment, market conditions, circulation, parking, historic preservation, urban design, housing and other components that contribute to a vital and healthy downtown.</li> <li>Target public investment to implement improvements downtown and to leverage private investment to fund planned capital improvements and/or projects.</li> <li>Create a business support network to encourage and promote local business efforts, "home grown" business development and specialty and/or niche market commercial opportunities.</li> <li>Working through the existing Main Street U.S.A. program, identify successful options for a downtown business evolution, including financing, business planning and coordinated infrastructure development and maintenance.</li> <li>As a component of a downtown development plan, identify coordination efforts of FEDC, the Chamber of Commerce and the Main Street U.S.A. organization.</li> </ul>	<ul style="list-style-type: none"> <li>Program long-term</li> <li>On-going</li> <li>Program long-term</li> <li>On-going</li> <li>Program short-term</li> </ul>	<ul style="list-style-type: none"> <li>CC, CS, OR, COC, LSFO, MSUSA</li> <li>CC, CS, OR, LSFO, CZN-GP, MSUSA</li> <li>CC, CS, OR, LSFO, CZN-GP, MSUSA</li> <li>CC, CS, OR, LSFO, CZN-GP, MSO</li> <li>CS, PC, CC, MSUSA</li> </ul>
Provide opportunities and incentives for connecting the community to and from central public facilities, marketplaces and/or institutions within the community.	<ul style="list-style-type: none"> <li>Identify physical barriers and potential connections to and from significant civic spaces.</li> <li>Identify central gathering place locations that are clean, safe and active.</li> <li>Provide education and awareness regarding significant community points of interest utilizing directional signage and kiosks.</li> <li>Within an identified central gathering place, provide a program, which includes maintenance, management and promotion of the facility and associated events with the intent of fostering a sense of community identity and attitude.</li> </ul>	<ul style="list-style-type: none"> <li>Immediate</li> <li>Immediate</li> <li>Program long-term</li> <li>Program long-term</li> </ul>	<ul style="list-style-type: none"> <li>CS, OR, CZN-GP, LSFO, MSUSA</li> <li>CC, PC, CS, OR, CZN-GP, MSUSA</li> <li>CS, OR, LSFO, MSUSA</li> <li>CC, CS, OR, CZN-GP, COC, LSFO, MSUSA</li> </ul>
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<b>Goal</b>	<b>Central Place</b> Envision the benefits and opportunities created from the development of a central community place.		
<b>Objectives</b>	<b>Strategies</b>	<b>Priority Ranking</b>	<b>Key Participants</b>
Promote Cañon City as a regional service and trade center.	<ul style="list-style-type: none"> <li>• Identify regional stakeholder communities (both inside and outside Fremont County) that depend on or utilize Cañon City for various institutional, medical, cultural and/or commercial service needs.</li> <li>• Within regional stakeholder communities, develop a "pathways campaign – all roads lead to Cañon City", which identifies Cañon City as being a community of interest and benefit for stakeholder communities.</li> <li>• Develop an identifiable meeting and/or civic space within Cañon City, where regional stakeholder communities can congregate, share information and show support for both their own community and Cañon City on a daily basis.</li> <li>• Establish a business/marketing plan focusing on Cañon City as a regional service center.</li> </ul>	<ul style="list-style-type: none"> <li>• Immediate</li> <li>• Program long-term</li> <li>• Program long-term</li> <li>• Program long-term</li> </ul>	<ul style="list-style-type: none"> <li>• CS, OR, COC, FEDC, LSFO, MSUSA</li> <li>• CS, OR, COC, FEDC, LSFO, MSUSA</li> <li>• CS, OR, COC, FEDC, LSFO, MSUSA</li> <li>• CS, OR, COC, FEDC, MSUSA</li> </ul>
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# CITY OF CAÑON CITY COMPREHENSIVE PLAN

## UPDATE 2001

A healthy economy that can be sustained over time is an essential ingredient of any city. It is the key to the prosperity of the collective citizenry, allowing them to buy homes, support their families, and create a future.

Cañon City has a stable economic base provided by the State Correctional Facilities System. Tourism strengthens that base and could be augmented. Cañon City should seek to diversify the economic base to offer broader employment choices, particularly to young people and those returning from college. This will provide those who grew up in Cañon City an opportunity to continue to live and work in the community.

Goal Objectives	Economic Base		
	Guide the community toward economic opportunities, which balance jobs, housing, and commerce.		
	Strategies	Priority Ranking	Key Participants
Encourage appropriate new business and industry.	<ul style="list-style-type: none"> <li>Foster business and industry that have the potential to diversify the local economy, increase local incomes and train and employ local residents.</li> <li>Carefully consider the location and scale of any new commercial and/or industrial development to insure its compatibility with the community's quality of life and the overall objectives of this Master Plan.</li> <li>Through organizations like Fremont Economic Development Corporation, develop a strategic business plan promoting and marketing key assets within the County, promoting employment growth stabilization, expansion and diversification.</li> </ul>	<ul style="list-style-type: none"> <li>On-going</li> <li>On-going</li> <li>Program</li> </ul>	<ul style="list-style-type: none"> <li>CC, CS, COC, FEDC</li> <li>CC, PC, CS</li> <li>FEDC, CC, CS, OR</li> </ul>
Create an environment that encourages existing businesses to prosper and expand.	<ul style="list-style-type: none"> <li>Continue to work with Fremont Economic Development Corporation, Chamber of Commerce, Main Street U.S.A. Organization and other business groups to maintain and enhance business support, education and training.</li> <li>Continue to survey community businesses to effectively determine local needs and issues.</li> <li>Provide equitable assistance and support between existing businesses and incoming new businesses.</li> </ul>	<ul style="list-style-type: none"> <li>On-going</li> <li>Immediate</li> <li>On-going</li> </ul>	<ul style="list-style-type: none"> <li>CC, FEDC, COC, COG, LSFO, MSUSA</li> <li>COC, FEDC, CS, COG</li> <li>CC, COC, COG, FEDC, LSFO</li> </ul>
Enhance community education and training	<ul style="list-style-type: none"> <li>Identify key educational opportunities and/or programs that will foster the diversification of employment center growth.</li> <li>Within the community, continue to develop advanced educational opportunities, which support existing business.</li> <li>Explore advanced educational programs through the Pueblo Community College, Cañon City Campus location that supports existing business and provides technical training for new and/or expanding business opportunities.</li> </ul>	<ul style="list-style-type: none"> <li>Immediate</li> <li>Ongoing</li> <li>Program long-term</li> </ul>	<ul style="list-style-type: none"> <li>COC, FEDC, LSFO</li> <li>LSFO, FEDC, COC, COG</li> <li>LSFO, FEDC, COG, COC</li> </ul>
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<b>Economic Base</b>			
Guide the community toward economic opportunities, which balance jobs, housing, and commerce.			
<b>Goal Objectives</b>	<b>Strategies</b>	<b>Priority Ranking</b>	<b>Key Participants</b>
Encourage the growth of art and cultural activities, such as concerts, art and music festivals, and theater, to serve as a catalyst for economic development.	<ul style="list-style-type: none"> <li>• Maintain and enhance cultural events and programs within the community that have a direct positive impact on local business (i.e. hotel/motel, restaurant, retail specialty shops, etc.).</li> <li>• Promote and maintain cultural anchors within the community that attract area and regional residents (i.e. cultural centers, museum, civic center, college campus, recreation center, library facility and programming, etc.) and that provide the opportunity for local business benefit.</li> <li>• Establish a central community facility which will serve to accommodate various cultural events and/or activities.</li> </ul>	<ul style="list-style-type: none"> <li>• On-going</li> <li>• Program long-term</li> <li>• Program short-term</li> </ul>	<ul style="list-style-type: none"> <li>• CC, FEDC, COC, LSFO</li> <li>• CC, FEDC, COC, LSFO, CZN-GP</li> <li>• CS, PC, CC</li> </ul>
Support tourism activity that complements local economic development efforts.	<ul style="list-style-type: none"> <li>• Continue to support a balanced tourism trade as a significant element of the community's economic future, including investments in services, facilities and proper growth management.</li> <li>• Coordinate the needs of businesses in tourism-related industries, i.e. pedestrian connections between events, parking, signage, public and semi-public transportation.</li> <li>• Identify and promote special events activities and programs that take advantage of Cañon City's strengths and assets.</li> <li>• Explore methods that enhance the economic benefits of pass-through tourism traffic.</li> <li>• Explore opportunities to enhance destination tourist facilities and services.</li> </ul>	<ul style="list-style-type: none"> <li>• On-going</li> <li>• Program long-term</li> <li>• Immediate</li> <li>• Program short-term</li> <li>• Program short-term</li> </ul>	<ul style="list-style-type: none"> <li>• CC, COC, FEDC, LSFO</li> <li>• CC, FEDC, COC, CZN-GP, OR, LSFO</li> <li>• CC, COC, FEDC, CZN-GP</li> <li>• CC, COC, FEDC, OR, LSFO</li> <li>• CC, COC, FEDC, OR, LSFO</li> </ul>
Maintain and enhance advanced medical service provision.	<ul style="list-style-type: none"> <li>• Identify economic development initiatives, which provide business growth opportunities for existing medical services providers (i.e. senior and/or corrections populations).</li> <li>• Evaluate and inventory existing medical service providers to assess market potential and new service delivery opportunities.</li> <li>• Explore traditional and nontraditional partnerships between medical service providers and those interested in expanded health care opportunities (i.e. developers of senior housing, correctional facilities and medical R&amp; D and pharmaceutical manufacturing operations).</li> </ul>	<ul style="list-style-type: none"> <li>• Immediate</li> <li>• Immediate</li> <li>• Program long-term</li> </ul>	<ul style="list-style-type: none"> <li>• FEDC, LSFO, CZN-GP, OR</li> <li>• FEDC, LSFO, OR</li> <li>• FEDC, LSFO, OR</li> </ul>
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# CITY OF CANON CITY COMPREHENSIVE PLAN

## UPDATE 2001

The land use pattern of a city is a significant determinant of its character. Cities are comprised of smaller districts and neighborhoods that function both independently and inter-dependently. The downtown, the office park, the older neighborhood, and the new subdivision neighborhood all have a different feel and provide different choices in living and working environments.

Cañon City's land use patterns are a result of economic cycles, governmental and business decisions, and individuals' social motivations. There is a wide variety of neighborhoods, and many citizens feel a need for varying business and industry. The intent of this plan is to establish compatible land use opportunities that meet future needs. The Cañon City government should work closely with other jurisdictions and agencies to make deliberate individual land use decisions that combine to collectively advance the community's vision for its future while creating a logical system of utilities and service delivery.

This Plan outlines a growth boundary that provides shape and limits to new development. Within the boundary, land can be annexed and a logical extension of infrastructure, utilities, and services can be provided. Additionally, county lands, which will remain in the county but have a relationship with the city, are marked as areas needing an inter-governmental agreement. The purpose of this agreement is to explicitly identify areas of responsibility and cooperation between the two entities, particularly related to growth and development.

Goal Objectives	Land Use		
	Establish land use opportunities that are compatible with the character and needs of the community.		
	Strategies	Priority Ranking	Key Participants
Using the defined urban growth boundary designation, create a phased growth and annexation plan.	<ul style="list-style-type: none"> <li>Define future urban service and infrastructure needs, and develop a long-term capital facilities and financial plan for phased implementation within the existing city limits and the defined urban growth boundary.</li> <li>Allow annexations only within the designated urban growth boundary.</li> <li>Identify and prioritize annexation requests based on availability of existing infrastructure and utilities, or on approved and funded utility and infrastructure expansion plans.</li> <li>Prioritize areas for annexation consideration, with higher priority given to lands adjacent to existing city boundaries.</li> <li>Limit "flagpole" annexations to those areas that would result in decreased cost and increased benefit to the City.</li> <li>Use pre-annexation agreements to address critical issues not adequately addressed by existing development regulations (i.e. require development under City regulations rather than County regulations).</li> <li>Require execution of annexation agreements as a condition of providing City services.</li> </ul>	<ul style="list-style-type: none"> <li>On-going</li> <li>Program long-term</li> <li>On-going</li> <li>On-going</li> <li>On-going</li> <li>On-going</li> <li>On-going</li> </ul>	<ul style="list-style-type: none"> <li>CC, PC, CS</li> <li>CC, PC, CS, OR</li> <li>CC, PC, CS</li> <li>CC, PC, CS</li> <li>CC, PC, CS</li> <li>CC, PC, CS</li> <li>CC, PC, CS</li> </ul>
Identify land uses to make the most efficient use of existing land and community resources/facilities.	<ul style="list-style-type: none"> <li>Create an inventory of existing land uses utilizing a parcel-oriented database.</li> <li>Tie an established land use map to existing zoning through GIS technology.</li> <li>Identify and map transitional land use areas.</li> </ul>	<ul style="list-style-type: none"> <li>Immediate</li> <li>Immediate</li> <li>Immediate</li> </ul>	<ul style="list-style-type: none"> <li>CS, OR, LSFO</li> <li>CS, OR, LSFO</li> <li>CS, OR</li> </ul>
Support and maintain traditional townscape design and layout.	<ul style="list-style-type: none"> <li>Adopted development design standards that support traditional townscape patterns.</li> <li>Provide linkages between existing neighborhoods and non-residential land uses that reflects the historical and natural landscape elements.</li> </ul>	<ul style="list-style-type: none"> <li>Program short-term</li> <li>Program long-term</li> </ul>	<ul style="list-style-type: none"> <li>CC, PC, CS, OR, CZN-GP</li> <li>CC, CS, OR, CZN-GP</li> </ul>
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Goal Objectives	Land Use		
	Establish land use opportunities that are compatible with the character and needs of the community.		
	Strategies	Priority Ranking	Key Participants
Support and maintain stable and attractive neighborhoods.	<ul style="list-style-type: none"> <li>• Adopt a minimum maintenance ordinance for neighborhood committees.</li> <li>• Review existing City ordinances to ensure that adequate neighborhood protection measures and/or standards are available.</li> <li>• Review and define enforcement policy as per existing and/or newly adopted neighborhood protection standards.</li> <li>• Relate historical neighborhood development design patterns and geography to existing neighborhoods and new residential development.</li> </ul>	<ul style="list-style-type: none"> <li>• Program long-term</li> <li>• Immediate</li> <li>• Immediate</li> <li>• Program short-term</li> </ul>	<ul style="list-style-type: none"> <li>• CC, PC, CS, OR, CZN-GP</li> <li>• CC, P, CS</li> <li>• CC, PC, CS, OR, CZN-GP</li> <li>• CS, PC, CC</li> </ul>
Establish land use "transition zone" guidelines and/or criteria for conflicting land use activities.	<ul style="list-style-type: none"> <li>• Within the City's designated urban growth boundary, establish intergovernmental agreements (IGA's) with adjoining jurisdictions (seek community input) to ensure that land use activities are compatible with adjacent City uses and that demands on the City infrastructure do not exceed the system capacity.</li> <li>• Within the City, identify land use transition areas that may be appropriate for mixed land use development opportunities or for future commercial expansion.</li> <li>• Within identified land use transition areas, establish overlay zone performance standards which require mixed use developments to meet minimum requirements, thereby protecting existing adjoining land use activities.</li> </ul>	<ul style="list-style-type: none"> <li>• Program long-term</li> <li>• Program short-term</li> <li>• Program short-term</li> </ul>	<ul style="list-style-type: none"> <li>• CC, CS, OR, LSFO</li> <li>• CS, OR, LSFO</li> <li>• CC, PC, CS, OR, CZN-GP</li> </ul>
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CITY OF CANON CITY COMPREHENSIVE PLAN  
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Goal Objectives	Land Use		
	Establish land use opportunities that are compatible with the character and needs of the community.		
	Strategies	Priority Ranking	Key Participants
While providing adequate safeguards to minimize the impacts of intense land use activities on roads, adjacent land uses and the environment, continue to allow adequate areas for commercial, retail, and industrial activities.	<ul style="list-style-type: none"> <li>• Revise the zoning ordinance to require preliminary site plan meetings between developers and City officials and where appropriate County officials.</li> <li>• Within the zoning ordinance, continue to evaluate and maintain standards for uses that have potentially harmful side effects to the environment (i.e. stormwater, drainage and soil erosion).</li> <li>• Within the zoning ordinance, evaluate and adopt design standards (including buffer zones and landscaping requirements) that mitigate conflicting land uses.</li> <li>• Work in conjunction with Fremont County to develop access control and traffic impact standards for City and County roads within the growth management area.</li> <li>• Work in conjunction with CDOT to ensure proper roadway access and capacity for proposed new development along State and U.S. highways.</li> <li>• Revise the zoning ordinance and amend the zoning map to include an "overlay zone" of transitional land use areas in which specific land use criteria and standards are applied to new and or expanding land use activities.</li> <li>• Within older commercial and employment center zones, consider mixed-use land use scenarios, which may serve to revitalize specific geographic locations.</li> <li>• Consider developer impact fees for specific land use applications.</li> </ul>	<ul style="list-style-type: none"> <li>• Program short-term</li> <li>• On-going</li> <li>• Program short-term</li> <li>• Program long-term</li> <li>• Program long-term</li> <li>• Program long-term</li> <li>• Program long-term</li> <li>• Program short-term</li> </ul>	<ul style="list-style-type: none"> <li>• CC, PC, CS</li> <li>• CS, PC</li> <li>• CC, PC, CS, CZN-GP, OR</li> <li>• CC, PC, CS, CZN-GP</li> <li>• CC, CS, OR, LSFO</li> <li>• CC, PC, CS, OR, CZN-GP</li> <li>• CC, PC, CS, OR, CZN-GP</li> <li>• CC, CS, OR, CZN-GP</li> </ul>
Evaluate current zoning district classifications so as to compliment land use categories as developed via the Master Plan process.	<ul style="list-style-type: none"> <li>• Develop specific Master Plan land use categories that are consistent with adopted goals, objectives and strategies.</li> <li>• Evaluate land uses by right, conditional use and planned unit development standards as applied to zoning districts within the zoning ordinance.</li> <li>• Within the zoning ordinance, evaluate a zoning district matrix that is consistent with land use categories as adopted via the Master Plan process.</li> </ul>	<ul style="list-style-type: none"> <li>• Program short-term</li> <li>• Program short-term</li> <li>• Program short-term</li> </ul>	<ul style="list-style-type: none"> <li>• CC, PC, OR, CS</li> <li>• CC, PC, OR, CS</li> <li>• CS, CC, PC, OR</li> </ul>
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# CITY OF CAÑON CITY COMPREHENSIVE PLAN

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In any city, there is a need for choice and variety in housing stock. Families, the elderly, recent graduates, and people who live on their own all have different needs. Housing cost and style, the location of the neighborhood, density, and neighborhood character are all contributing factors to housing choices.

Cañon City's neighborhoods range from historic to new, single family subdivisions. Some multi-family and rental units are available, but the housing is generally single-family detached. Many homes are well kept, renovated, or otherwise in good repair. Neighbors are sometimes frustrated by nearby homes that are poorly maintained.

The intent of this plan is to strengthen the existing neighborhoods and add more variety to housing choices, particularly second story downtown options and affordable housing.

<b>Housing</b>			
Allow for a range of residential land uses in appropriate areas that meet the needs of the community.			
<b>Goal Objectives</b>	<b>Strategies</b>	<b>Priority Ranking</b>	<b>Key Participants</b>
Maintain stable and attractive neighborhoods.	<ul style="list-style-type: none"> <li>Identify and map residential areas within the community, which have significant historic, environmental, and cultural value.</li> <li>Encourage open space areas within and around subdivision developments.</li> <li>Encourage land use compatibility, and require adequate buffers to separate incompatible uses, and utilize design standards to minimize potential impacts.</li> <li>Develop design standard review criteria for preliminary and final plans, prior to development or annexation approval.</li> </ul>	<ul style="list-style-type: none"> <li>Immediate</li> <li>On-going</li> <li>On-going</li> <li>Program short-term</li> </ul>	<ul style="list-style-type: none"> <li>CS, OR, LSFO</li> <li>CC, PC, CS</li> <li>CC, PC, CS</li> <li>CC, PC, CS, OR, CZN-GP</li> </ul>
Preserve unique, culturally and economically diverse neighborhoods.	<ul style="list-style-type: none"> <li>Consider the social, cultural and economic impact of zoning changes in downtown and older in-town neighborhoods.</li> <li>Encourage proposals for new subdivisions to provide for a range of prices and lot sizes to accommodate the needs of a wider socioeconomic cross section of the community.</li> <li>Encourage more pedestrian friendly plans and designs for streets, sidewalks, bikeways, and other pedestrian activities.</li> <li>Encourage planning and design standards, which maintain the human scale.</li> <li>Require physical and/or visual buffer zones between residential and non-residential areas.</li> </ul>	<ul style="list-style-type: none"> <li>On-going</li> <li>On-going</li> <li>On-going</li> <li>On-going</li> <li>Program short-term</li> </ul>	<ul style="list-style-type: none"> <li>CC, PC, CS, CZN-GP</li> <li>CC, PC, CS, CZN-GP</li> <li>CC, PC, CS, CZN-GP</li> <li>CC, PC, CS, CZN-GP, OR</li> <li>CC, PC, CS</li> </ul>
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# CITY OF CAÑON CITY COMPREHENSIVE PLAN

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A city's street system - the streets, sidewalks, alleys, and highways - is typically the single largest land use. The streets and sidewalks constitute the "way" between the "places." Making the transportation system attractive and efficient is critical to what the city looks like and how it works.

Cañon City is served by a major highway, railroad, and a network of streets. Vehicular traffic on local streets throughout the City flows fairly well with some restrictions with limited bridges over the Arkansas. Citizens point out the increasing congestion along Highway 50 and the difficulty with the access roads so close to street intersections.

The Cañon City government should work with state and county governments to explore options and implement a plan that improves Highway 50 access and function. Sidewalks should be brought up to standards and be continuous throughout the neighborhoods and downtown. Bicycle routes should be designated on the trails, parks, and streets in a connected system so that people can bicycle not only for pleasure but as an alternative transportation mode.

Goal	Transportation Network		
	Promote a multi-modal transportation network, which facilitates safe and efficient movement throughout the community.		
Objectives	Strategies	Priority Ranking	Key Participants
Promote the modification of existing road networks to improve circulation patterns/efficiency, alleviate potential traffic hazards and reduce congestion on major roadways.	<ul style="list-style-type: none"> <li>Establish a list of roadway improvements to complete recommendations of Resolution No. 1, Series 1996.</li> <li>Prepare and adopt a comprehensive traffic improvement plan that considers access control, corridor improvements, congestion management and circulation mobility along major thoroughfares (i.e. U.S. Hwy. 50.).</li> <li>Identify and prioritize safety projects, including school zones.</li> <li>Establish a traffic counting program.</li> <li>Continue to examine major intersections to promote proper turning movements and traffic flow efficiency for current and anticipated traffic counts.</li> <li>Complete a Main Street and U.S. Highway 50 traffic signal analysis and coordination.</li> </ul>	<ul style="list-style-type: none"> <li>Immediate</li> <li>Program long-term</li> <li>Immediate</li> <li>Program short-term</li> <li>On-going</li> <li>Program short-term</li> </ul>	<ul style="list-style-type: none"> <li>CS</li> <li>CC, CS, OR, LSFO, CZN-GP</li> <li>CC, CS, OR, LSFO</li> <li>CC, CS, OR, LSFO</li> <li>CS, OR, LSFO</li> <li>CS, OR, LSFO</li> </ul>
Minimize the impact of new development on existing roadways within Cañon City and the outlying growth management area.	<ul style="list-style-type: none"> <li>Establish a developer contribution policy, i.e. impact fees and/or improvements in-lieu of fees.</li> <li>Coordinate the local long-range planning process with future circulation plans, and improvements considered at the county, regional, state and federal levels.</li> <li>Utilize preliminary site plan meetings between developers, City officials, and where appropriate County officials, for the purpose of determining compliance with various transportation improvement plans and potential traffic impacts on the adjoining roadways.</li> </ul>	<ul style="list-style-type: none"> <li>Program short-term</li> <li>On-going</li> <li>Program short-term</li> </ul>	<ul style="list-style-type: none"> <li>CC, PC, CS, CZN-GP</li> <li>CC, PC, CS, LSFO</li> <li>CC, PC, CS, LSFO</li> </ul>
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Goal	<b>Transportation Network</b> Promote a multi-modal transportation network, which facilitates safe and efficient movement throughout the community.		
Objectives	Strategies	Priority Ranking	Key Participants
Accommodate alternative means of transportation (i.e. public transit, bicycle, pedestrian).	<ul style="list-style-type: none"> <li>• Coordinate with both the City and Recreation District Parks, Trails and Open Space Master Plans regarding current and future trails and sidewalks throughout the City and growth management area.</li> <li>• Develop a pedestrian circulation plan.</li> <li>• Develop and expand the City trails plan and prioritize trail segments.</li> <li>• Develop and adopt design regulations and engineering specifications to ensure that provisions for pedestrian and bicycle traffic are accommodated in new development areas.</li> </ul>	<ul style="list-style-type: none"> <li>• On-going</li> <li>• Program-long-term</li> <li>• Program long-term</li> <li>• Program long-term</li> </ul>	<ul style="list-style-type: none"> <li>• CC, PC, CS, LSFO</li> <li>• CC, CS, OR, CZN-GP</li> <li>• CC, CS, OR, CZN-GP</li> <li>• CC, PC, CS, OR, CZN-GP, LSFO</li> </ul>
Consider long-range transportation planning options that evaluate the alternatives for a realignment of U.S. Highway 50 to reduce traffic congestion.	<ul style="list-style-type: none"> <li>• Identify circulation and access control issues along U.S. Hwy. 50.</li> <li>• Complete a U.S. Hwy. 50 signal coordination analysis.</li> <li>• Complete a U.S. Hwy. 50-bypass feasibility study.</li> </ul>	<ul style="list-style-type: none"> <li>• Program short-term</li> <li>• Program short-term</li> <li>• Program long-term</li> </ul>	<ul style="list-style-type: none"> <li>• CS, OR, LSFO</li> <li>• CC, CS, OR, LSFO</li> <li>• CC, CS, OR, LSFO</li> </ul>
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# CITY OF CAÑON CITY COMPREHENSIVE PLAN

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The built environment of any city, by definition, replaces the natural environment. People who live, work, and visit the city need relief from the built environment and often find it in a park, plaza, or open space. These spaces provide common ground for the entire community. They are often used as a place to meet a friend, play a game, have a community picnic, or simply take a walk or sit quietly.

Open space, particularly in the beautiful setting of Cañon City, can also provide habitat for wildlife as well as corridors for their migration. An open space system can also help preserve the landscape and provide space for the wide range of animals and plants that are part of the City's culture.

Cañon City has an extensive park system outside of the City. As Cañon City grows, the government should act to enhance the recreational and open space systems within the City to ensure that citizens can continue to enjoy the very reason many of them live here in the first place: the beauty and recreational opportunities that are part of everyday life in Cañon City.

Parks, Trails, and Open Space			
Goal	Implement a parks, trails and open space master plan and provide recreational opportunities that meet the needs of the community.		
Objectives	Strategies	Priority Ranking	Key Participants
Support, develop and maintain a balanced system of parks (i.e. specialty parks, neighborhood parks).	<ul style="list-style-type: none"><li>• Work towards meeting standards for facility needs based upon population and community interest.</li><li>• Evaluate, maintain and improve the existing parks facilities for optimum use.</li><li>• Continue to plan and prioritize for development and construction of new parks and recreation facilities.</li><li>• Evaluate the current park, trails and open space municipal codes related to dedications and fees in-lieu of land.</li></ul>	<ul style="list-style-type: none"><li>• On-going</li><li>• On-going</li><li>• On-going</li><li>• Program short-term</li></ul>	<ul style="list-style-type: none"><li>• CS, CC, LSFO</li><li>• CS, CC, LSFO, CZN-GP</li><li>• CC, CS, CZN-GP</li><li>• CC, PC, CS, OR, CZN-GP</li></ul>
Maintain a parks, trails, and open space master plan which outlines a system of trails and sidewalks, which link parks, schools and residential neighborhoods with important locations and/or destinations within the community.	<ul style="list-style-type: none"><li>• Inventory and classify the existing non-motorized trails and sidewalk facilities.</li><li>• Analyze critical links and gaps in the non-motorized trails or sidewalk system between parks, schools, neighborhoods, commercial areas and access to significant public lands.</li><li>• Develop a pathways plan which establishes priorities and cost estimates for various types of sidewalks and trails improvements.</li><li>• Evaluate the current municipal codes related to sidewalk regulations and fees in-lieu of sidewalks in all zoning classifications.</li><li>• Develop and adopt design standards and engineering specifications for various classifications of trails and sidewalks.</li><li>• Foster proper trail etiquette with educational materials, activities and signage.</li></ul>	<ul style="list-style-type: none"><li>• Immediate</li><li>• Immediate</li><li>• Program long-term</li><li>• Program short-term</li><li>• Program short-term</li><li>• On-going</li></ul>	<ul style="list-style-type: none"><li>• CS, OR</li><li>• CS, OR, CZN-GP</li><li>• CC, PC, CS, OR, CZN-GP, LSFO</li><li>• CC, PC, CS, CZN-GP</li><li>• CC, PC, CS, CZN-GP, OR</li><li>• CC, CS, CZN-GP, LSFO</li></ul>
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<b>Parks, Trails, and Open Space</b>			
<b>Goal</b>	Implement a parks, trails and open space master plan and provide recreational opportunities that meet the needs of the community.		
<b>Objectives</b>	<b>Strategies</b>	<b>Priority Ranking</b>	<b>Key Participants</b>
As a component of a parks, trails and open space master plan, consider open space criteria that protect natural resources, wildlife, slopes, ridgelines, view sheds and cultural sites.	<ul style="list-style-type: none"> <li>• Provide good stewardship in the preservation of City owned open spaces, greenways and natural areas.</li> <li>• Identify, rate and map the environmentally sensitive areas, which may need special considerations for protection.</li> <li>• Establish design standards, which incorporate significant open space features into project design themes and/or site plans.</li> <li>• Work with outlining communities/county to facilitate/coordinate open space planning provisions.</li> <li>• Review funding opportunities and open space acquisition methodologies to secure "open space" designations.</li> </ul>	<ul style="list-style-type: none"> <li>• On-going</li> <li>• Immediate</li> <li>• Program short-term</li> <li>• Program short-term</li> <li>• Program short-term</li> </ul>	<ul style="list-style-type: none"> <li>• CC, CS, CZN-GP, LSFO</li> <li>• CS, OR</li> <li>• CC, PC, CS, OR, CZN-GP, LSFO</li> <li>• CS, PC, CC</li> <li>• CS, PC, CC</li> </ul>
Implement a multi-year capital improvement program identifying funding opportunities in scheduling for parks and recreation priorities.	<ul style="list-style-type: none"> <li>• Prioritize projects and create an annual schedule of improvements and cost analysis for the next 5, 10 and 15 years.</li> <li>• Foster a financial partnership with the Recreation District, Fremont County and the various school districts to support capital projects.</li> <li>• Foster opportunities for public/private partnerships.</li> <li>• Identify various funding sources and maximize the use of outside funding opportunities.</li> </ul>	<ul style="list-style-type: none"> <li>• Program long-term</li> <li>• Program long-term</li> <li>• On-going</li> <li>• Immediate</li> </ul>	<ul style="list-style-type: none"> <li>• CC, CS, OR, LSFO</li> <li>• CC, CS, OR, LSFO, CZN-GP</li> <li>• CC, CS, CZN-GP, LSFO</li> <li>• CC, CS, LSFO</li> </ul>
Continue to offer a balance of recreational facilities and activities, which are based upon need and available funding.	<ul style="list-style-type: none"> <li>• Work cooperatively with outside agencies to provide a variety of leisure and recreation opportunities without duplication of efforts.</li> <li>• Continue to evaluate the existing recreation programs and recommend additions or deletions of programs as facilities and interests develop and/or change.</li> <li>• Encourage and foster the involvement of volunteers in recreation programs and parks projects.</li> <li>• Coordinate Parks and Recreation planning priorities with special interest groups, including seniors, at risk youth, and citizens with special needs.</li> <li>• Work cooperatively with the Chamber of Commerce, service clubs and other organizations sponsoring special events.</li> </ul>	<ul style="list-style-type: none"> <li>• On-going</li> <li>• On-going</li> <li>• On-going</li> <li>• On-going</li> <li>• On-going</li> </ul>	<ul style="list-style-type: none"> <li>• CC, CS, CZN-GP, LSFO</li> <li>• CC, CS, CZN-GP, LSFO</li> <li>• CC, CS, CZN-GP, LSFO</li> <li>• CC, CS, CZN-GP, LSFO</li> <li>• CC, CS, CZN-GP, COC, FEDC, LSFO</li> </ul>
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# CITY OF CAÑON CITY COMPREHENSIVE PLAN

## UPDATE 2001

A list of the world's great places would inevitably include cities that value their past and grow from their roots. Cañon City is fortunate in having a significant and impressive stock of historic buildings, both downtown and in the neighborhoods. Particularly in the west, this is a rare and precious resource culturally, economically, and historically. Cañon City has only begun to realize the value of this resource.

Government policies should protect and nurture this resource while incorporating it as the backbone of the community. Policies should be designed to promote revitalization of historic areas and use them as a basis for economic development.

<b>Goal</b>	<b>Historic Preservation – Sense of Permanence</b> Promote the preservation and adaptive reuse of historic structures, features and amenities throughout the community.		
<b>Objectives</b>	<b>Strategies</b>	<b>Priority Ranking</b>	<b>Key Participants</b>
Create effective historic demonstration restoration projects to show case adaptive reuse and community economic value.	<ul style="list-style-type: none"> <li>Identify opportunities for civic investment that reuses historic properties and/or facilities.</li> <li>Building upon current preservation and restoration efforts, coordinate incentives via local, state and federal programs that encourage private redevelopment of historic properties.</li> <li>Establish a historic preservation plan that highlights the benefits and framework for an effective Cañon City historic preservation effort.</li> </ul>	<ul style="list-style-type: none"> <li>Program short-term</li> <li>Program short-term</li> <li>Program long-term</li> </ul>	<ul style="list-style-type: none"> <li>CC, CS, OR, COC, CZN-GP, LSFO</li> <li>CC, CS, OR, CZN-GP, LSFO</li> <li>CC, CS, OR, CZN-GP, LSFO</li> </ul>
Within appropriate areas, create district design standards, which emulate historical design themes for new development projects.	<ul style="list-style-type: none"> <li>Establish a historic design review committee, working in identified districts within the community, facilitating the development of appropriate design standards and standards for new construction.</li> <li>Inventory, define and map appropriate areas for historic preservation.</li> <li>Provide for an enforcement approach, once historic districts and/or preservation standards are adopted.</li> </ul>	<ul style="list-style-type: none"> <li>Program short-term</li> <li>Immediate</li> <li>Program short-term</li> </ul>	<ul style="list-style-type: none"> <li>CC, PC, CS, CZN-GP, LSFO</li> <li>CS, OR, LSFO</li> <li>CC, CS</li> </ul>
Provide an educational framework from which citizens can appreciate the value of historical preservation efforts.	<ul style="list-style-type: none"> <li>Create a program for an interpretive plaques system for historically important properties, sites and events.</li> <li>Integrate local history perspective into local education, the library, walking tours and points of civic interest.</li> <li>Showcase historical resources such as photos or relics.</li> </ul>	<ul style="list-style-type: none"> <li>Program long-term</li> <li>On-going</li> <li>On-going</li> </ul>	<ul style="list-style-type: none"> <li>CC, CS, OR, CZN-GP, LSFO</li> <li>CC, CS, LSFO</li> <li>LSFO</li> </ul>
CC – City Council PC – Planning Commission CS – City Staff OR – Outside Resource (Consultants) COG – Council of Governments (UAACOG)		LSFO – Local, State and/or Federal Organizations FEDC – Fremont Economic Development Corp. CZN-GP – Citizen Group COC – Chamber of Commerce MSUSA – Main Street USA Cañon City, Inc	

# CITY OF CAÑON CITY COMPREHENSIVE PLAN

## UPDATE 2001

Perhaps the most important ingredient of any community is its quality civic leadership, including citizens within the government and those who are willing to give of themselves to promote, maintain, and nurture their communities.

Cañon City's government policies and its leaders should seek to work with citizens, the business community, and institutional leaders to implement the ideas inherent in this Comprehensive Plan. The City Council should use this document as a basis of discussion and reference as it makes decisions that affect the future of the City.

<b>Community Participation and Leadership</b>			
<b>Goal</b>	Provide an atmosphere that encourages citizen participation in community decision making, in an effort to respond to community issues and to foster community leadership.		
<b>Objectives</b>	<b>Strategies</b>	<b>Priority Ranking</b>	<b>Key Participants</b>
Promote citizen awareness throughout the community regarding anticipated growth and development issues and/or City directed initiatives	<ul style="list-style-type: none"> <li>• Hold periodic meetings with local citizens to outline important short- and long-term planning issues that are taking place within the City.</li> <li>• Encourage face-to-face forums that promote community-wide dialogue on a wide variety of issues of interest to the citizenry.</li> <li>• Maintain and expand the use of newsletters, cable t.v., radio, newspaper, volunteer coordinators, public suggestion boxes, etc.</li> </ul>	<ul style="list-style-type: none"> <li>• On-going</li> <li>• Program short-term</li> <li>• On-going</li> </ul>	<ul style="list-style-type: none"> <li>• CC, CS, CZN-GP</li> <li>• CC, CS, CZN-GP</li> <li>• CS, CZN-GP</li> </ul>
Facilitate mediation/mitigation of local community concerns involving potentially conflicting land use issues.	<ul style="list-style-type: none"> <li>• Explore City sponsored mediation methodology between landowners or neighbors.</li> <li>• Encourage the development of neighborhood and/or community mediation teams to serve in a conflict resolution capacity.</li> </ul>	<ul style="list-style-type: none"> <li>• Program long-term</li> <li>• Program long-term</li> </ul>	<ul style="list-style-type: none"> <li>• CC, CS, CZN-GP</li> <li>• CC, CS, CZN-GP, LSFO</li> </ul>
Explore new technologies that may better enable local citizen communication and/or provide an understanding of local growth and development issues.	<ul style="list-style-type: none"> <li>• Provide City information via the City Web page.</li> <li>• Expand the utilization of local cable programming, addressing community issues, events and special projects.</li> </ul>	<ul style="list-style-type: none"> <li>• On-going</li> <li>• On-going</li> </ul>	<ul style="list-style-type: none"> <li>• CS</li> <li>• CC, CS</li> </ul>
Promote participation in local government.	<ul style="list-style-type: none"> <li>• Encourage volunteerism in the community.</li> <li>• Promote an atmosphere that fosters broad-based community involvement in municipal government.</li> <li>• Coordinate the public participation process with special needs groups, including senior and handicapped citizens.</li> </ul>	<ul style="list-style-type: none"> <li>• On-going</li> <li>• On-going</li> <li>• Program short-term</li> </ul>	<ul style="list-style-type: none"> <li>• CC, CS, LSFO</li> <li>• CC, CS, CZN-GP</li> <li>• CC, CS, CZN-GP, LSFO</li> </ul>
CC – City Council PC – Planning Commission CS – City Staff OR – Outside Resource (Consultants) COG – Council of Governments (UAACOG)			
LSFO – Local, State and/or Federal Organizations FEDC – Fremont Economic Development Corp. CZN-GP – Citizen Group COC – Chamber of Commerce MSUSA – Main Street USA Cañon City, Inc			



Goal	<b>Community Participation and Leadership</b> Provide an atmosphere that encourages citizen participation in community decision making, in an effort to respond to community issues and to foster community leadership.		
Objectives	Strategies	Priority Ranking	Key Participants
Network public/private community leaders in order to recognize and establish common community goals and priorities.	<ul style="list-style-type: none"> <li>• Create partnerships among key leadership groups and/or individuals that serve to generate support for key community issues and promote a common Cañon City vision for the future.</li> <li>• Establish a leadership newsletter informing key individuals of upcoming events, issues and information of community concern.</li> <li>• Establish mentoring programs for the new emerging leaders of tomorrow, providing a historical perspective while creating an awareness of the critical issues and challenges facing the community in the future.</li> <li>• Develop a media monitored "think-tank leadership consortium", facilitating debate and discussion outside of the political arena, where ideas can be exchanged, community conflicts noted and potential solutions allowed to emerge.</li> <li>• Explore the opportunity for a Fremont County Leadership Institute, which fosters leadership training, and development along with issues prioritization and identification to support various organizations and agencies throughout the county.</li> </ul>	<ul style="list-style-type: none"> <li>• Program long-term</li> <li>• Program short-term</li> <li>• Program long-term</li> <li>• Program long-term</li> <li>• Program short-term</li> </ul>	<ul style="list-style-type: none"> <li>• CC, CS, COC, FEDC, CZN-GP, LSFO</li> <li>• CS, CZN-GP</li> <li>• CC, CS, CZN-GP, LSFO</li> <li>• CC, CS, OR, CZN-GP, LSFO</li> <li>• CS, PC, CC</li> </ul>
CC – City Council PC – Planning Commission CS – City Staff OR – Outside Resource (Consultants) COG – Council of Governments (UAACOG)			
LSFO – Local, State and/or Federal Organizations FEDC – Fremont Economic Development Corp. CZN-GP – Citizen Group COC – Chamber of Commerce MSUSA – Main Street USA Cañon City, Inc			



*The City and its citizens can evaluate development proposals and determine their merits in light of defined goals.*

## FRAMEWORK

The Framework Plan for Cañon City, shown in Figures 5a-e, is a development diagram that explains the evolution of the city from its roots through the establishment of an urban growth boundary. The Framework depicts the growth of Cañon City from a small mining supply town to its current city border, to the limits of future urban growth and identification of significant landmarks and places.

This Framework contains the basic ideas of how urban growth can be accommodated while directing public and private initiatives toward a logical

**This Framework contains the basic ideas of how urban growth can be accommodated while directing public and private initiatives toward a logical comprehensive plan. It shows the relationship of individual concepts to each other and graphically portrays the basics of the larger vision.**

comprehensive plan. It shows the relationship of individual concepts to each other and graphically portrays the basics of the larger vision. The Framework should be used in combination with other specific maps (land use, transportation, and community facilities) and the section on goals, objectives, and strategies. Thus, the City and its citizens can evaluate development proposals and determine their merits in light of defined goals. This gives guidance to the developer as well as assurances to the citizens that decisions can be made within a context for achieving Cañon City's vision.



*The Framework Plan for Cañon City is a historical development diagram that explains the evolution of the city from its roots through the establishment of an urban growth boundary.*



Figure 5a:  
Cañon City was sited along the Arkansas River in a broad valley on the eastern edge of the Rocky Mountains. The early developments included the highway through the City, the railroad, and the old downtown.

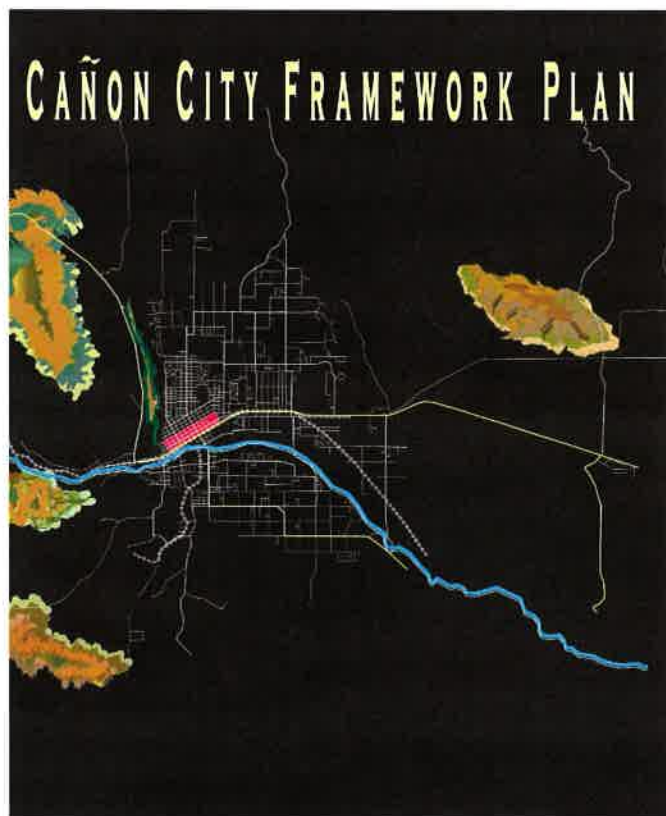


Figure 5b:  
The downtown became the City's center, as new roads were developed and Cañon City developed outward from its core.



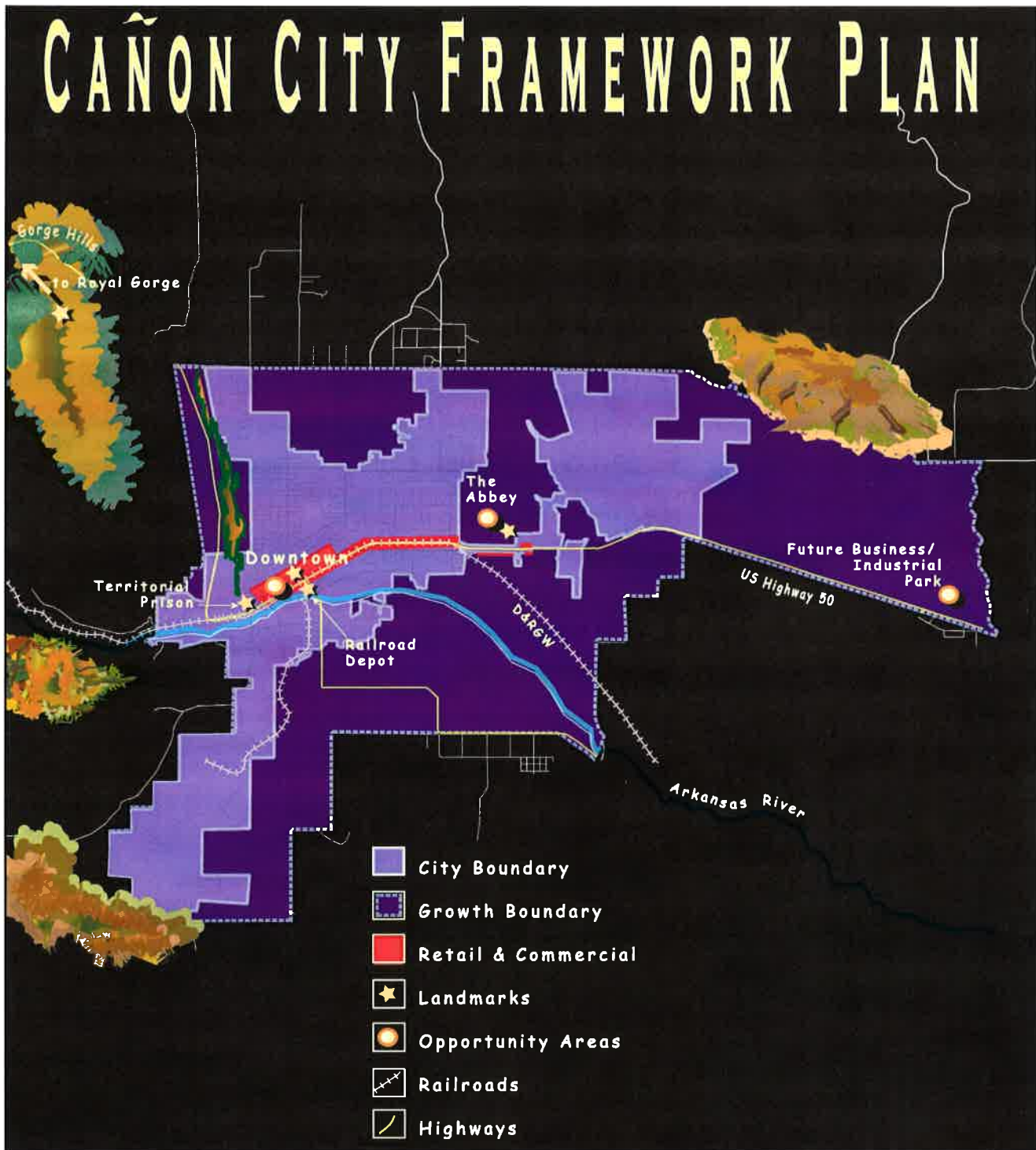


Figure 5c:  
The City boundaries expanded to  
accommodate the new growth through  
annexation and the commercial and retail  
areas spread east along Highway 50.



Figure 5d:  
This Framework Plan defines a logical  
growth boundary for Cañon City that will  
define the limits of potential annexations  
and guide infrastructure development.

Figure 5e:  
The final Framework Plan identifies  
existing landmarks and three areas of opportunity  
for growth, development and redevelopment:  
the downtown core, the Abbey, and the future  
business/industrial park.



*The Commercial land use category is intended to provide for a variety of commercial uses, including retail, office and service establishments.*



### **CAÑON CITY LAND USE AND URBAN GROWTH BOUNDARY DESIGNATION**

Figure 6 denotes land use designations, the current City limits, and the designated Urban Growth Boundary as identified within a land use plan for the City of Cañon City. This land use framework for Cañon City represents the desired land use pattern for the area presently within the City limits, as well as areas outside the City limits that are designated within the Urban Growth Boundary.

The Urban Growth Boundary designates the limits of the Cañon City planning area where development should be supported, and outside of which growth should occur only if it is not urban in nature and is in conformance with the intent of the Cañon City Comprehensive Land Use Master Plan. The Urban Growth Boundary for Cañon City includes an area that can accommodate urban growth and development for a projected twenty-year time frame.

*Specific land use patterns describe both the historical development patterns that have occurred within the city and the areas where future urban growth and development is anticipated.*

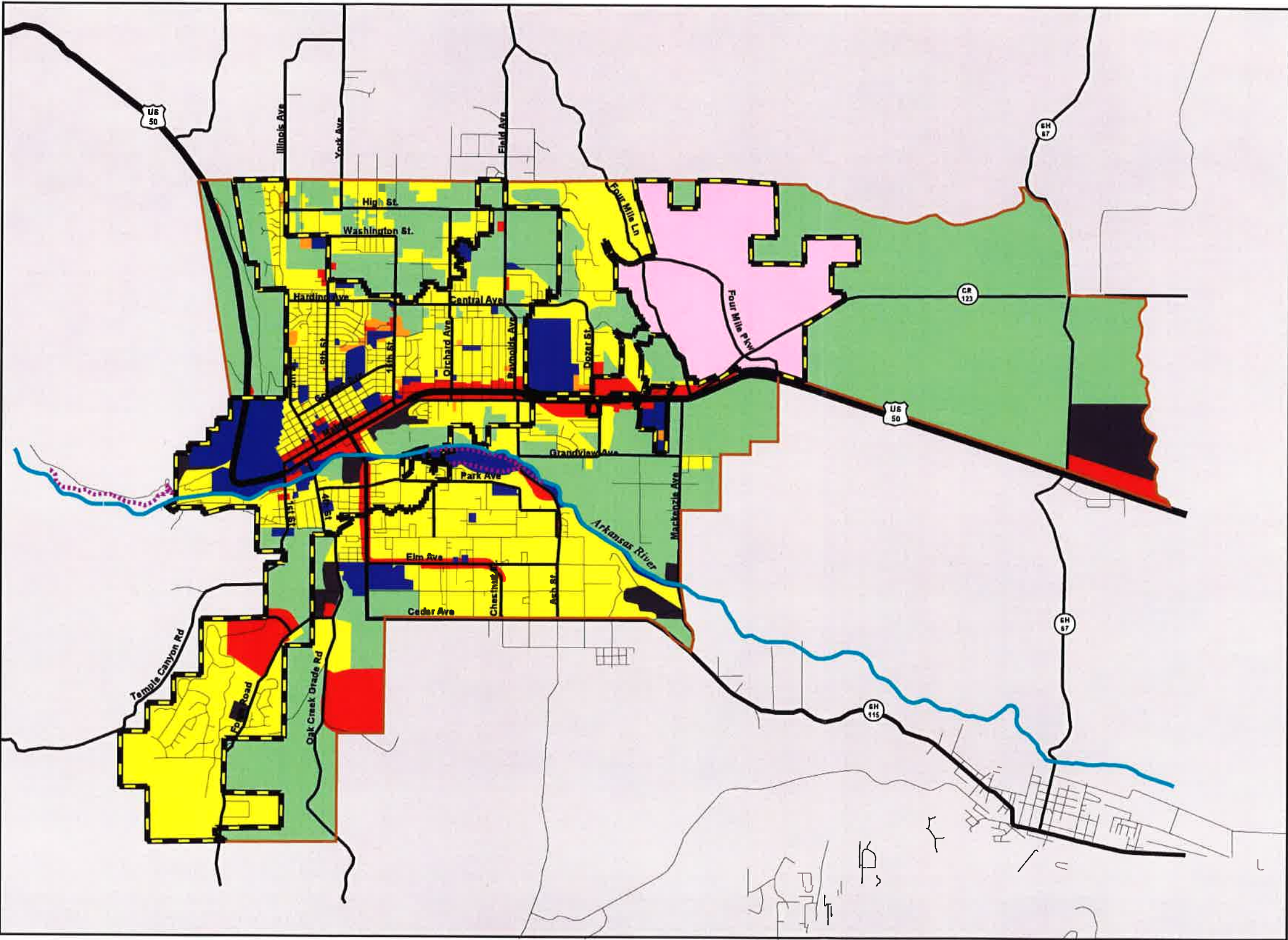


Specific land use patterns describe both the historical development patterns that have occurred within the City and the areas both within the City and beyond the current city limits where future urban growth and development is anticipated. Urban development is typically characterized by density associated with urbanized areas and by the types of services required to support that development, such as water, sewer, an extensive road network, and other similar services that are typically characteristic of a city environment. It is assumed that municipal water and/or sewer districts within a twenty-year time frame can serve those areas described within the designated Urban Growth Boundary Area.

Figure 7 (a,b,c,d,e,f,g,h) shows specific land use patterns as designated within the Cañon City Comprehensive Plan Update, and are outlined below. Note the acreage amounts both inside and outside of the City within the Urban Growth Boundary Area for designated land use categories.

- 1) Commercial: This category is intended to provide for a variety of commercial uses, including retail, office and service establishments. The Plan acknowledges reasonable expansion and/or redevelopment of existing commercial land use activities within the Downtown and those established commercial corridors (i.e. U.S. Highway 50 and State Highway 115). The Plan acknowledges and provides for future commercial activity nodes, particularly within the Four-Mile development plan and selected locations at the U.S. Highway 50 and State Highway 67 intersection. Any new commercial expansion and/or redevelopment should be carefully planned in order to maintain the City's desired image





# CITY OF CAÑON CITY

COMPREHENSIVE PLAN UPDATE



EXISTING LAND USE  
Figure 6

## Legend

- City Boundary
- Growth Boundary
- Commercial
- Industrial
- Mixed Use
- Multi-Family
- Public/Semi-Public
- Residential
- Undeveloped
- Expressway / Freeway
- Major Arterials
- Arterials
- Collectors
- Locals
- River Trail
- Arkansas River

Sources:  
1. City of Cañon City  
2. Colorado Dept. of Transportation  
3. URS Corporation

DISCLAIMER  
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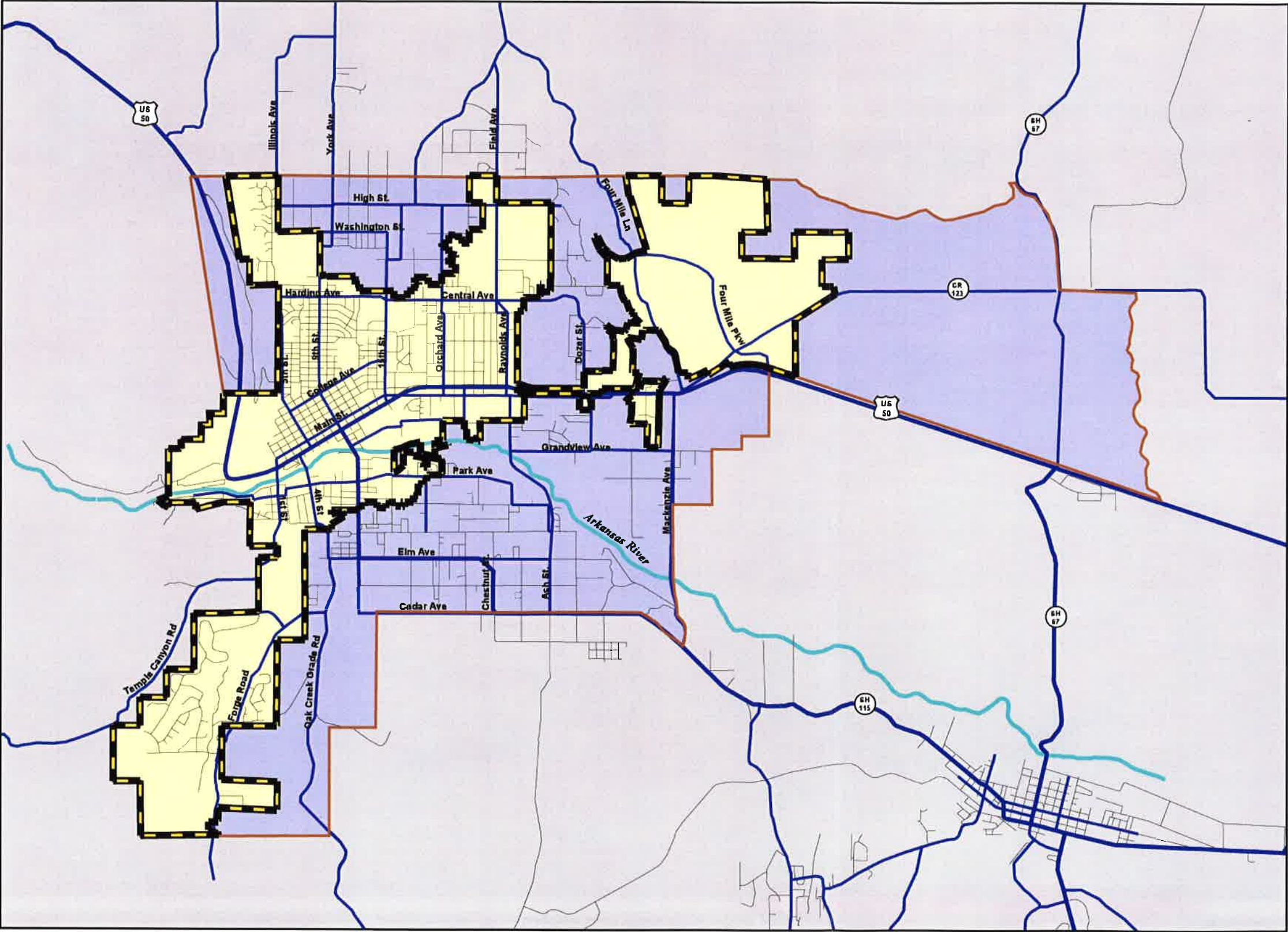
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# CITY OF CAÑON CITY

COMPREHENSIVE PLAN UPDATE



## LAND USE PATTERNS - ALL Figure 7a

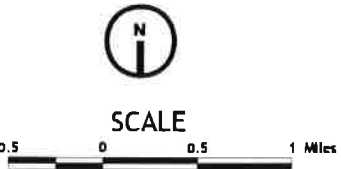
### Legend

- City Boundary
- Growth Boundary
- All Land Uses Inside
- All Land Uses Outside

All Land Use Areas  
Inside City Boundary : 7,238 Acres  
Outside City Boundary: 11,734 Acres  
Within Urban Growth Boundary

Sources:  
1. City of Cañon City  
2. Colorado Dept. of Transportation  
3. URS Corporation

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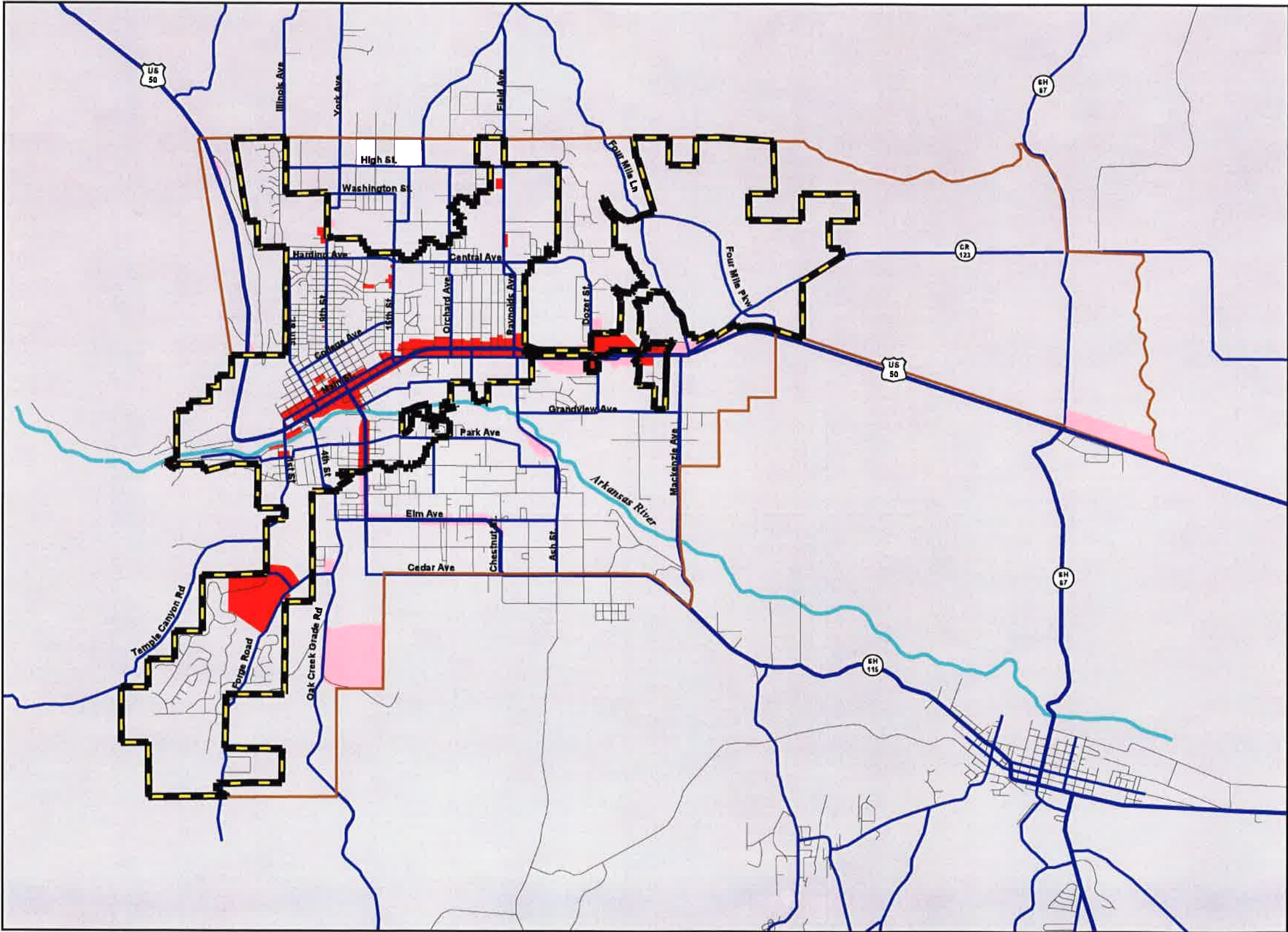


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# CITY OF CAÑON CITY

COMPREHENSIVE PLAN UPDATE



## LAND USE PATTERN - COMMERCIAL Figure 7b

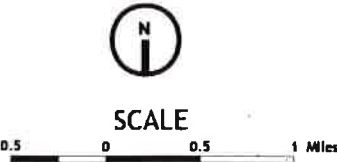
### Legend

- City Boundary
- Growth Boundary
- Commercial Inside
- Commercial Outside

**Commercial Area**  
Inside City Boundary : 510 Acres  
Outside City Boundary: 576 Acres  
Within Urban Growth Boundary

- Sources:
1. City of Cañon City
  2. Colorado Dept. of Transportation
  3. URS Corporation

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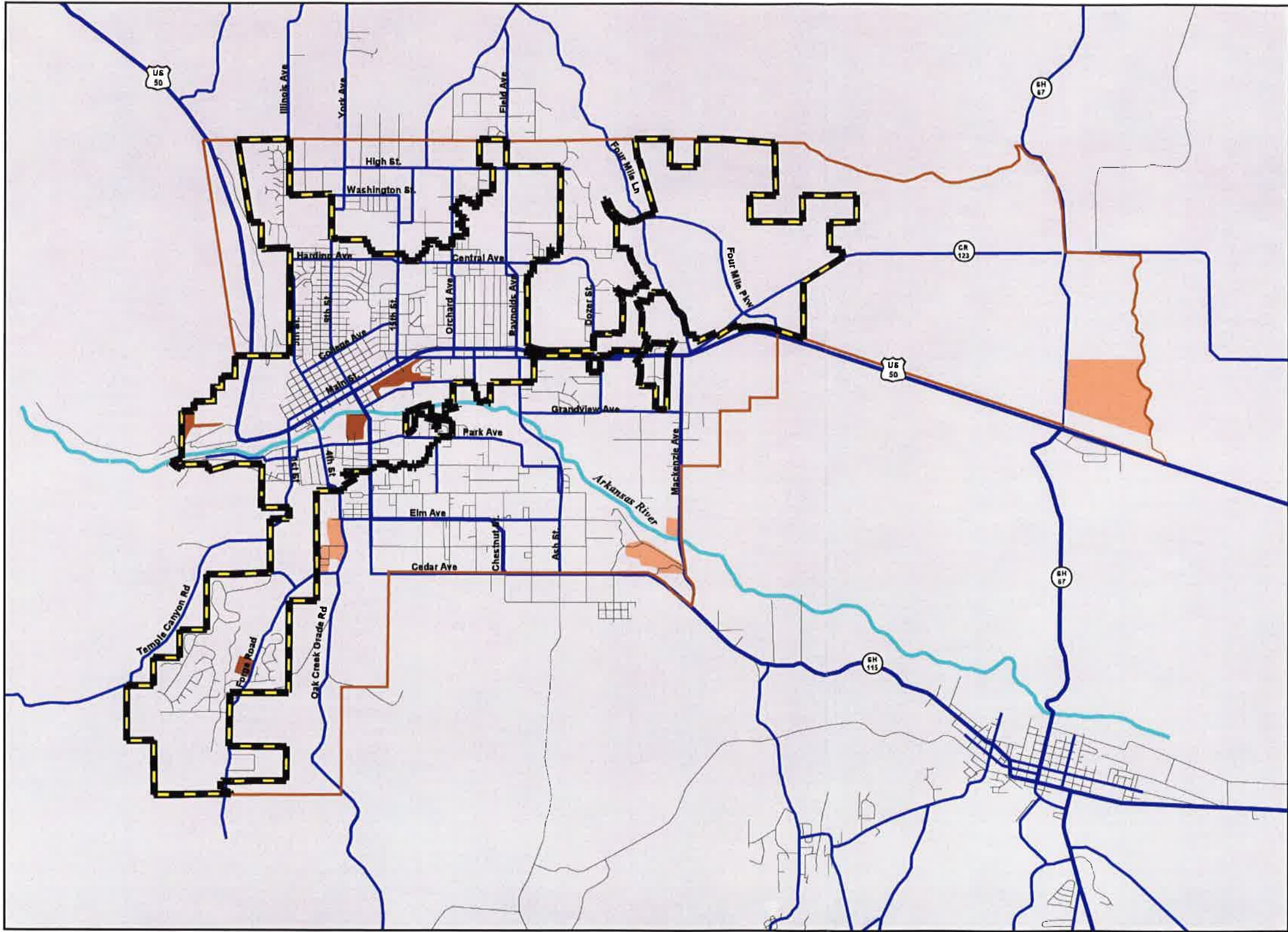


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# CITY OF CAÑON CITY

COMPREHENSIVE PLAN UPDATE



## LAND USE PATTERN - INDUSTRIAL Figure 7c

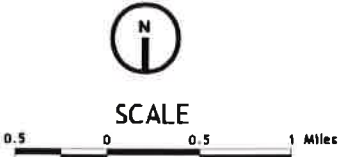
### Legend

- City Boundary
- Growth Boundary
- Industrial Inside
- Industrial Outside

**Industrial Area**  
Inside City Boundary : 105 Acres  
Outside City Boundary: 410 Acres  
Within Urban Growth Boundary

- Sources:
1. City of Cañon City
  2. Colorado Dept. of Transportation
  3. URS Corporation

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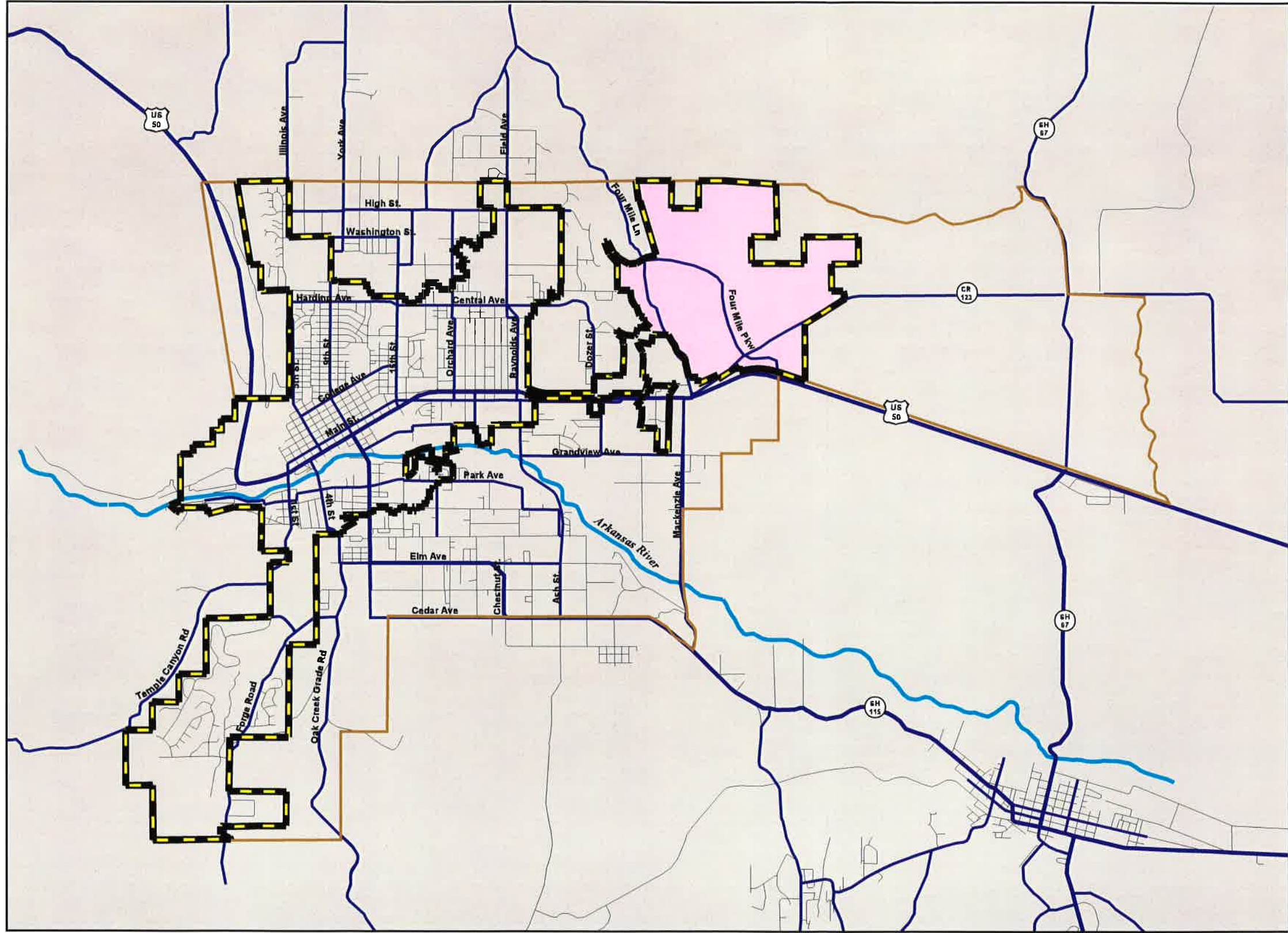


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# CITY OF CAÑON CITY

COMPREHENSIVE PLAN UPDATE



## LAND USE PATTERN - MIXED-USE Figure 7d

### Legend

- City Boundary
- Growth Boundary
- Mixed-Use

**Mixed-Use Area**  
Inside City Boundary : 1,619 Acres  
Outside City Boundary: 0 Acres  
Within Urban Growth Boundary

Sources:  
1. City of Cañon City  
2. Colorado Dept. of Transportation  
3. URS Corporation

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SCALE

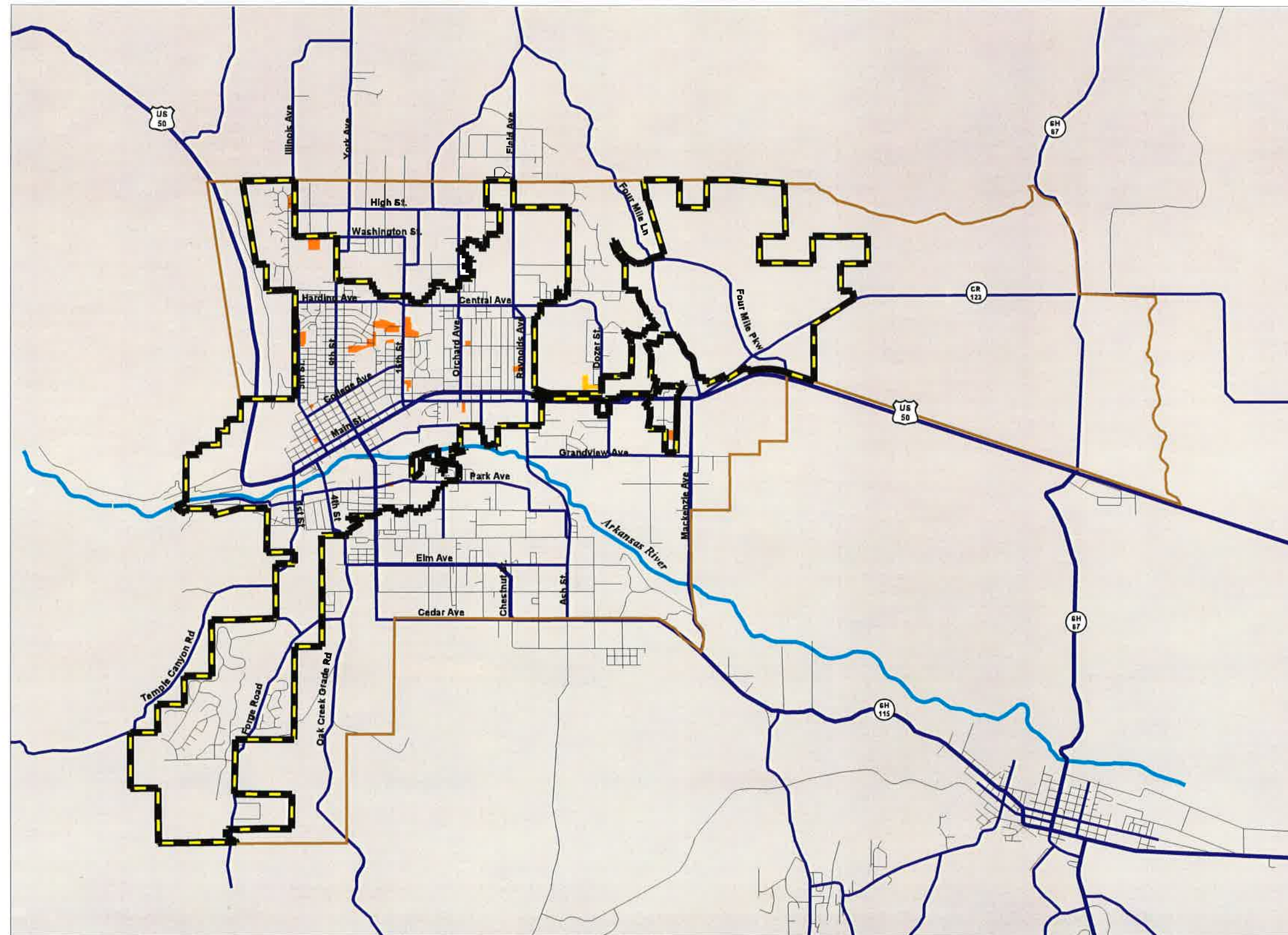
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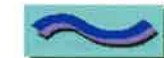
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## CITY OF CAÑON CITY

COMPREHENSIVE PLAN UPDATE



### LAND USE PATTERN - MULTI-FAMILY

Figure 7e

#### Legend

- City Boundary
- Growth Boundary
- Multi-Family Inside
- Multi-Family Outside

**Multi-Family Area**  
Inside City Boundary : 74 Acres  
Outside City Boundary: 9 Acres  
Within Urban Growth Boundary

**Sources:**  
1. City of Cañon City  
2. Colorado Dept. of Transportation  
3. URS Corporation

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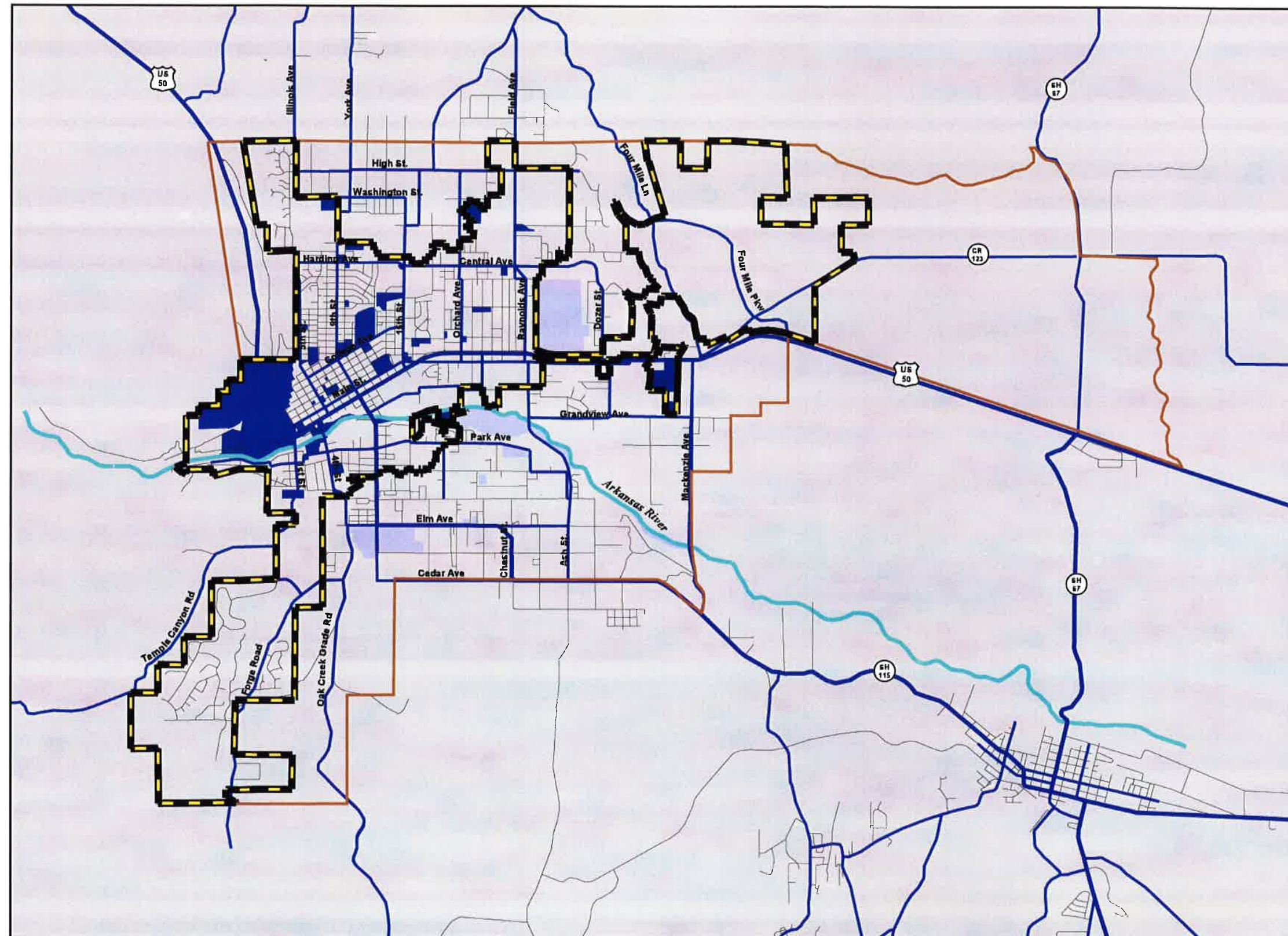
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## CITY OF CAÑON CITY

COMPREHENSIVE PLAN UPDATE



### LAND USE PATTERN - PUBLIC / SEMI-PUBLIC

Figure 7f

#### Legend

- City Boundary
- Growth Boundary
- Public/ Semi-Public Inside
- Public/ Semi-Public Outside

**Public / Semi-Public Area**  
Inside City Boundary : 660 Acres  
Outside City Boundary: 476 Acres  
Within Urban Growth Boundary

#### Sources:

1. City of Cañon City
2. Colorado Dept. of Transportation
3. URS Corporation

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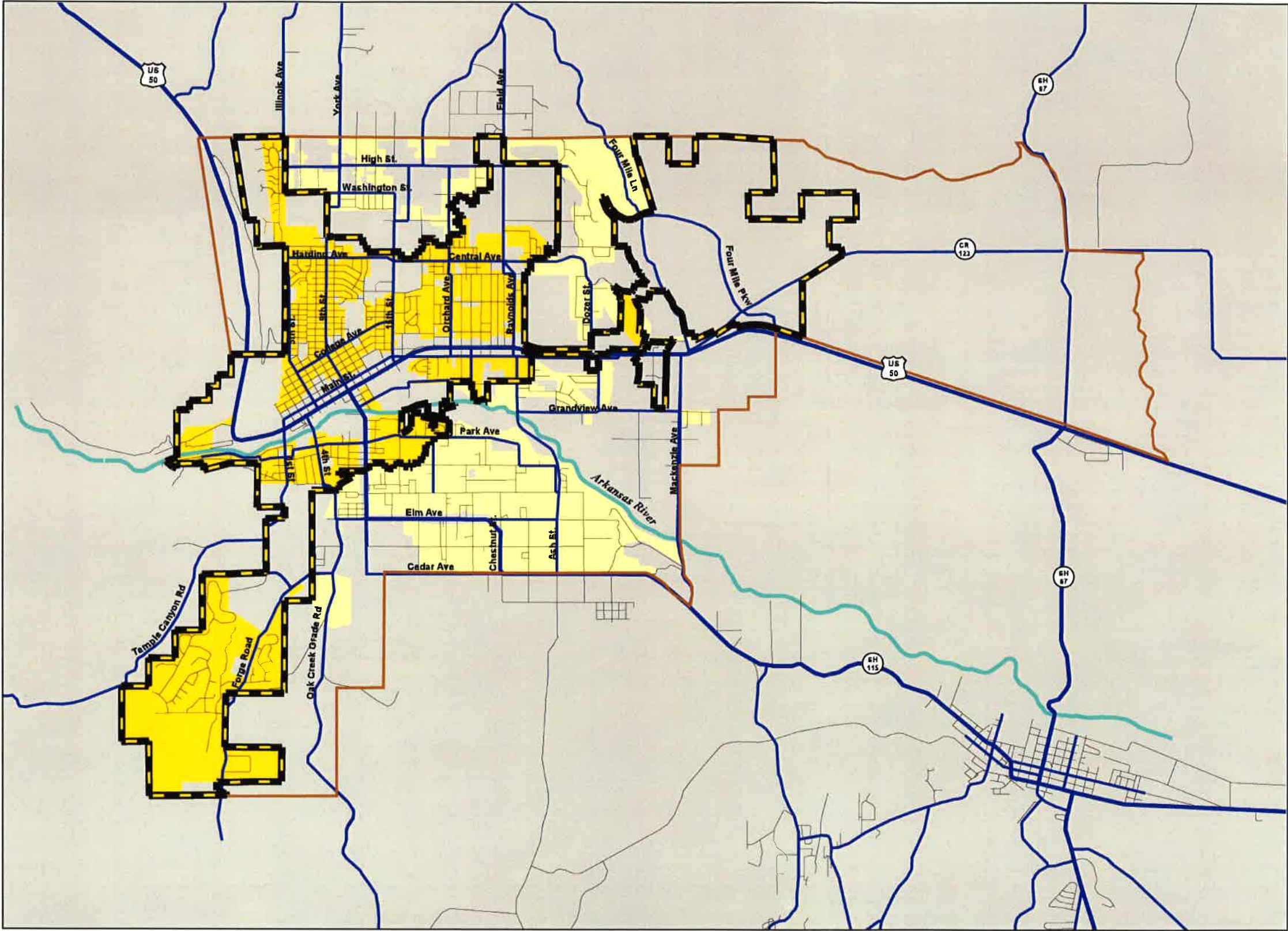


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0.5 0 0.5 1 Miles

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# CITY OF CAÑON CITY

COMPREHENSIVE PLAN UPDATE



LAND USE PATTERN - RESIDENTIAL  
Figure 7g

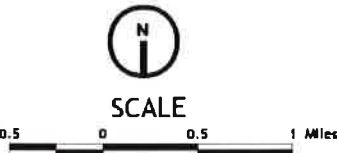
## Legend

- City Boundary
- Growth Boundary
- Residential Inside
- Residential Outside

**Residential Area**  
Inside City Boundary : 3,114 Acres  
Outside City Boundary: 2,991 Acres  
Within Urban Growth Boundary

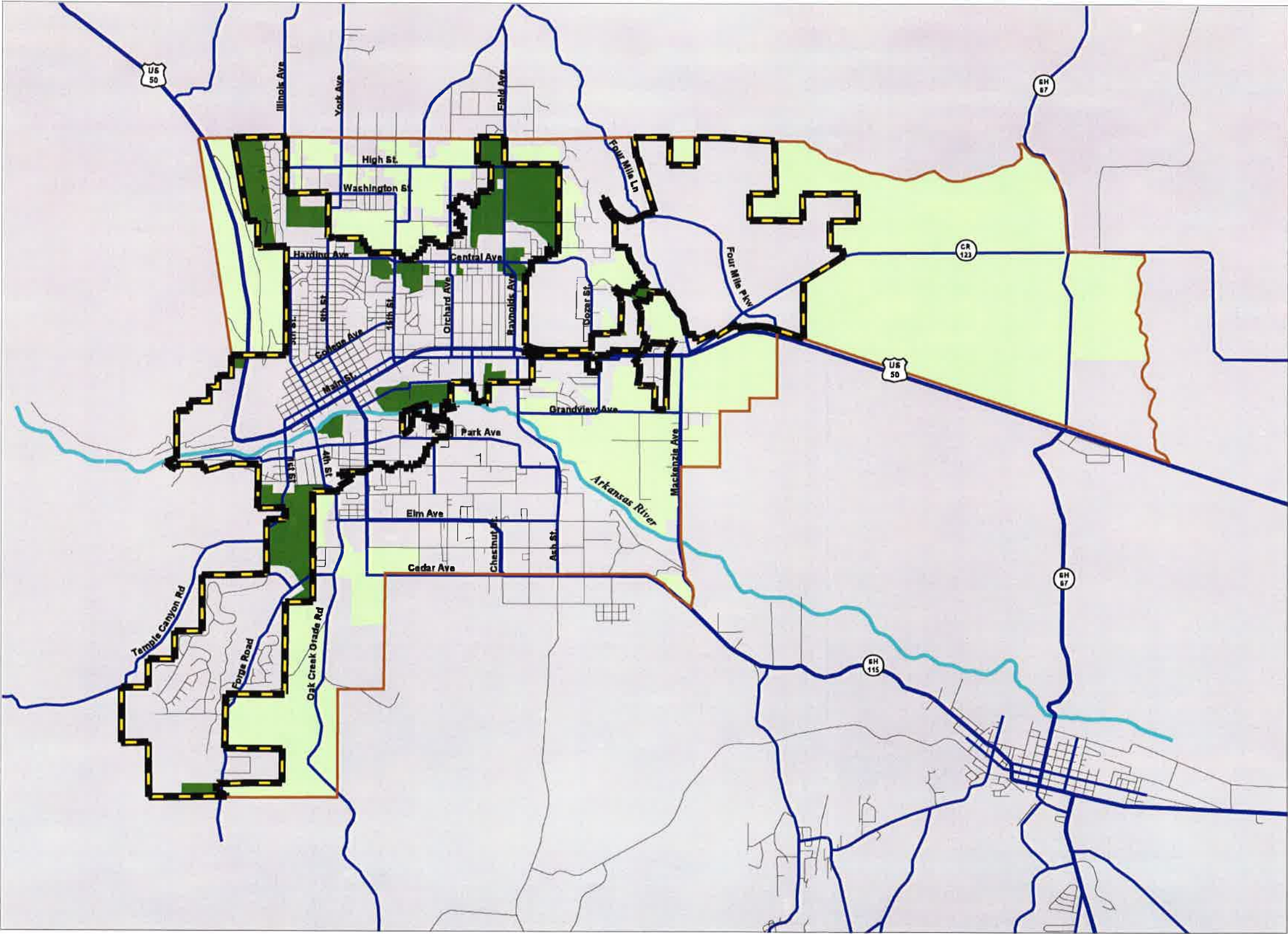
- Sources:
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  2. Colorado Dept. of Transportation
  3. URS Corporation

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# CITY OF CAÑON CITY

COMPREHENSIVE PLAN UPDATE



LAND USE PATTERN -  
UNDEVELOPED  
Figure 7h

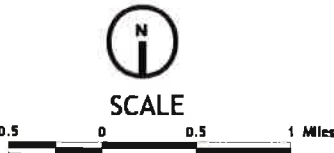
## Legend

- City Boundary
- Growth Boundary
- Undeveloped Inside
- Undeveloped Outside

Undeveloped Area  
Inside City Boundary : 1,107 Acres  
Outside City Boundary: 7,187 Acres  
Within Urban Growth Boundary

- Sources:
1. City of Cañon City
  2. Colorado Dept. of Transportation
  3. URS Corporation

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*Mixed Use areas will provide for varied lot sizes for different dwelling types, as well as a mix of residential and nonresidential uses where appropriate.*

along key corridors and for the purpose of maintaining the economic viability of the traditional Downtown core.

- 2) Industrial: Provides for expansion of the City's light industrial and tech-park districts, particularly the northeast intersection of U.S. Highway 50 and State Highway 67.
- 3) Mixed Use: Designated within the Four-Mile development plan area. This area will provide for varied lot sizes for different dwelling types, as well as a mix of residential and nonresidential uses where appropriate.
- 4) Residential: Provides for housing of varied types and densities. The Plan indicates areas of existing residential development as well as areas planned for future development. Those land areas described within the Undeveloped Land Use designation will ultimately support some level of residential activity within a ten to twenty year period.
- 5) Multi-Family: Identifies those land use areas that predominately have existing multi-family and/or higher density residential activities. The Undeveloped Land Use designation will also accommodate an appropriate level of multi-family activity within a twenty-year time frame.
- 6) Public/Semi-Public: Identifies those areas that apply to land that may be used for parks, open space, schools, municipal, county, state and/or federal land uses. Semi-public uses such as churches and nonprofit organizations may also fall within this land use category.
- 7) Undeveloped: This land use category provides and identifies those land areas that are not constrained by significant natural and/or topographic features and where ownership does not fall within a public/semi-public category. This land use category is designated for future growth and development activities, where public utilities and/or services may be available within a twenty year planning time frame. Careful consideration should be given to annexation of these properties outside the current City limits, in that the orderly and financially efficient provision of urban services must be considered and planned for so as not to negatively impact existing urban service provision and/or quality of life considerations.

*The Comprehensive Land Use Master Plan serves as the broad framework within which the City will guide future land use.*



The Comprehensive Land Use Master Plan serves as the broad framework within which the City will guide future land use. Implementation of this Plan will require the ongoing efforts of City officials, Planning Commissioners, City Council, neighboring agencies and area citizens. The effectiveness of the Plan therefore relies upon the diligence with which its provisions are acted upon.

The various tools available to implement the provisions of the Plan (goals and objectives) have already been listed as the strategies available to achieve

#### IMPLEMENTATION PROCESS

*The Plan acknowledges reasonable expansion and/or redevelopment of existing commercial land use activities within the downtown and established commercial corridors.*



each objective. These strategies are, in effect, the options available to the Planning Commission and City Council as they move to act upon the goals and objectives of the Comprehensive Plan.

Specific implementation strategies as outlined with this Plan document fall within stated Goals and Objectives. For each Strategy listed, a "Priority

**These strategies are, in effect, the options available to the Planning Commission and City Council as they move to act upon the goals and objectives of the Comprehensive Plan.**

Ranking" is assigned in reference to the effort recommended for the specific Strategy. Priority Ranking efforts include "Ongoing," "Immediate Action," "Program short-term" and "Program long-term." These Priority Ranking categories may be amended by Planning Commission and City Council as community priorities evolve and take on new direction.

Also listed within stated Goals, Objectives and Strategies are Key Participants, which outline specific entities and/or organizations that may be involved in helping implement various strategies.

*The Plan indicates areas of existing residential development as well as areas planned for future development.*



A framework effort aimed at implementation of the Comprehensive Land Use Master Plan may follow the process as outlined below:

- 1) Fostering Community Support of the Master Plan
- 2) The Planning Commission and City Council role in implementing the overall intent of the Master Plan
- 3) Setting priorities via the outlined goals, objectives and strategies
- 4) Priority ranking of Master Plan strategies:

- U.S. Hwy 50 Transportation Improvement Plan
- U.S. Hwy 50 Corridor Improvement Plan
- Strategic Downtown Development Plan
- Historic Preservation Program
- Regional Service Center Business Marketing Plan (service center commerce and tourism)
- FEDC Strategic Business Plan (business and employment center focus)





**Canon City High School**  
*Public/Semi-Public areas apply to land that may be used for parks, open space, schools, municipal, county, state and/or federal land uses.*

- Cañon City Capital Facilities Plan(impact fee research and consideration)
- Comprehensive Parks, Trails and Open Space Master Plan Update (including components for non-motorized access and open space development)
- Housing Inventory and Assessment
- Cañon City and adjoining Community Intergovernmental Agreements (IGA's)
- Citizen Participation Workshops/Seminars
- Cañon City/Fremont County Leadership Institute

5) Comprehensive Master Plan Evaluation and Update

**Specific strategies (options) available to the City of Cañon City for the implementation of the Comprehensive Plan include the following:**

**INTERGOVERNMENTAL AGREEMENTS**

Fremont County and the City of Cañon City may adopt an intergovernmental agreement as a first step in the management of growth in those areas surrounding the city. The intent of such an agreement is to establish the basis for ongoing cooperative planning between the City and Fremont County. On a policy level, this is intended to be accomplished through the mutual adoption of this Comprehensive Plan, as well as policies and standards to apply to both urban and non-urban land uses in the Planning area.

**LAND USE CONTROLS**

It is anticipated that changes to the City's development regulations will be required in order to implement the strategies of this Comprehensive Plan.

**Fremont County and the City of Cañon City may adopt an intergovernmental agreement as a first step in the management of growth in those areas surrounding the City.**



*Changes to the City's development regulations will be required in order to implement the strategies of this Comprehensive Plan.*



*An overall review and update of the Plan should be conducted at least every five years.*



*The City of Cañon City may prepare a new integrated development code, which would include annexation, zoning, subdivision, and site development regulations.*

An intergovernmental agreement provides that both the City and Fremont County will make mutually agreed upon changes to their respective plans and development regulations such as zoning, subdivision, and site plan ordinances, in order to implement the objectives of this Comprehensive Plan.

The City of Cañon City may prepare a new integrated development code, which would include annexation, zoning, subdivision, and site development regulations.

#### **PLAN AMENDMENT PROCESS**

The City of Cañon City Comprehensive Land Use Master Plan is a policy document used to guide land use conditions. The Plan is intended to be dynamic and flexible enough to respond to changes in economic forces, legislative requirements and public attitudes. Therefore, an amendment procedure is necessary to keep the Plan up to date and relevant in light of changing conditions.

An overall review and update should be conducted at least every five years. This update should be a thorough analysis of the Plan, including a re-evaluation of the Master Plan Land Use Map. The procedure involved in the update shall include an opportunity for the public to review and comment on any amendments being considered. The Cañon City Planning Commission would undertake this update.

At other times, the City and/or County may consider amending the Plan for

**An overall review and update should be conducted at least every five years. This update should be a thorough analysis of the Plan, including a re-evaluation of the Master Plan Land Use Map.**

a specific policy, land use or map amendment. Amendments may be desired by the City and/or County to accommodate a change in policy, or they may be requested by an individual for a specific development proposal. The City and/or County may initiate the amendment process at any time. Individuals wishing to seek an amendment to the Plan should first contact the City Planner to informally discuss their proposed request.

If desired, they may then submit a request to amend the land use plan, including the following items as part of the proposed amendment:

- a. A statement describing why the land use plan is in need of revision.
- b. A statement describing how the proposed amendment will be consistent with the goals, objectives and strategies of the Plan, as contained within.
- c. A statement describing how the proposed amendment will not place a burden upon existing or planned service capabilities of the City and/or County.
- d. Additional items, including impact studies, if determined by City and/or County staff to be required.

The Comprehensive Plan amendment shall come before the City Planning Commission for a public hearing. At the public hearing, the Planning Commission shall recommend approval, approval with conditions, or denial of the amendment request. Final authority rests with the City Council.



*The Comprehensive Plan amendment shall come before the City Planning Commission for a public hearing. At the public hearing, the Planning Commission shall recommend approval, approval with conditions, or denial of the amendment request.*



# DOWNTOWN REVITALIZATION



During the Fall of 2000, URS and Leland Consulting Group (LCG), were retained to assist a team of consultants, city staff, and other community stakeholders to prepare an update to the City's comprehensive plan. In addition to preparing economic forecasts and an overview of the community's past and present economic development efforts, the consultants were asked to prepare a synopsis of issues and recommendations for Downtown Cañon City over the near and long-term. After numerous interviews, community workshops, and discussions with staff, the URS team prepared the following synopsis in an effort to lend guidance and resolve key issues impacting downtown.

## PURPOSE OF THE REPORT

The team identified key elements necessary for the successful implementation of a downtown revitalization strategy for Cañon City. Each element addresses issues raised by local and regional stakeholders vested in the future of the community. Recommendations presented herein are limited and in no way intended to be comprehensive. A comprehensive strategy could only be developed through a thorough analysis of the local delivery system, detailed review of physical and market conditions, and identification of targeted programs and policies, as recommended by representatives of the Colorado Main Street USA Program in a report dated 24 April 2001. Rather, recommendations are based on a review of qualitative and quantitative factors affecting Downtown Cañon City, research of primary and secondary data sources, and experience in other markets.

## INTRODUCTION

Specific categories presented include: understanding the link between economic development and a healthy central core, growth management policies that support a healthy downtown, identifying incentives that most effectively leverage private investment, working with the state highway department and balancing the role of the street, establishing the role of downtown in a region-serving tourist market, an appropriate tenant mix, overcoming the obstacles-of-housing downtown, managing the downtown environment, and defining a niche.

*A community's downtown is the barometer of its overall quality of life.*

### **UNDERSTANDING THE LINK BETWEEN ECONOMIC DEVELOPMENT AND A HEALTHY CENTRAL CORE**

A community's downtown is the barometer of its overall quality of life. Area-wide and local Chamber of Commerce executives, economic development specialists, and industrial recruiters have found time and again that projects are often won or lost based on one single criterion: the condition and economic health of the community's downtown. Employers have found that a revitalized downtown significantly increases their ability to attract and retain high quality employees -- whether or not the business is located



*Throughout the country, public and private entities are participating in the revitalization of their downtown core.*



in downtown -- thereby minimizing turnover and associated personnel costs. City officials have found that bond rating companies often include the economic prosperity of downtown as one criterion they consider when determining a city's bond rating.

**Throughout the country, public and private entities are participating in the revitalization of their downtown core.**

Throughout the country, public and private entities are participating in the revitalization of their downtown core. In a report by Hyett Palma for the American Public Power Association, utility companies surveyed explained the basis for their participation in downtown enhancement efforts. They included the following:

- A thriving downtown is a good recruitment tool for industry
- Downtown's enhancement stimulates the economy and adds jobs
- Economically, everyone benefits from a healthy downtown
- A viable downtown infrastructure is essential to economic development in the whole area
- Everyone should be a partner in the creation of a business-friendly environment
- A better downtown increases tourism in the area

*Downtown development requires higher levels of analysis, planning, and assistance, in order to attract the right type of investment and developer interest.*



The leadership in Cañon City knows this and, in fact, has stated that they want downtown to function at a higher economic level. However, they also recognize that in order to do this, there needs to be "better buy-in for Main Street from the business community".

Downtown development, while never easy, is always exciting. It is challenging, and as such requires higher levels of analysis, planning, and assistance in order to attract the right type of investment and developer interest. While the heart of the community, downtown is but one subset of a larger market, and as such, has strengths which can be capitalized on and limitations which should be overcome. These limitations, commonly referred to in this report as barriers, pose unique obstacles that require unique solutions.



*Regions with strong downtowns  
have strong regional economies.*

Downtown has a tremendous influence on the economic well being of the entire region. Regions with stronger downtowns have stronger regional economies. Therefore, it is widely accepted that early projects in any revitalization effort should be assisted, at least until market conditions reach levels where new construction can more than support itself. Given the regional impact of a healthy core, entities that should participate in the revitalization of Main Street in Cañon City include: the City of Cañon City, Fremont County, the Main Street USA Organization, the Fremont County Economic Development Corporation, the Cañon City Chamber of Commerce, the school district, and others.

#### **GROWTH MANAGEMENT POLICIES THAT SUPPORT A HEALTHY DOWNTOWN**

Experience has proven that Main Street or downtown development will best succeed if regional growth management programs reward efficient development patterns. If growth is allowed to occur in an extensive, inefficient way that effectively subsidizes lower densities, Main Street development will operate at a competitive disadvantage. Given the City's existing land use patterns, Downtown Cañon City is susceptible to continued dilution of its role as the community's central business and shopping district.

**Given the City's existing land use patterns, Downtown Cañon City is susceptible to continued dilution of its role as the community's central business and shopping district.**

In an effort to circumvent this trend and counter sprawl, many communities have instituted a variety of policies and programs. An example is the establishment of urban growth boundaries, a practice that has been more commonly utilized throughout the State of Colorado. The benefits include maintaining and improving property values in developed areas (including downtowns), reducing congestion, and preserving open space and environmentally sensitive areas. The boundary must be carefully located to provide an adequate land supply to accommodate growth in a planned and cohesive manner. Some communities have chosen to direct growth by limiting the number of new interceptor sewers. Others have strategically zoned commercial land, limiting sites outside the core to only the most viable commercial locations and those that can accommodate businesses less appropriate for a downtown location. This practice, coupled with zoning incentives, directs growth to infill sites that already have adequate sewer and other infrastructure in place. For both of these policies to be successful, new development must be prevented outside the city's immediate urban growth boundaries. This can be achieved by adopting an Inter-Governmental Agreement (IGA) with the County. Efforts to institute an IGA with Fremont County to

*Experience has proven that main street or downtown development will best succeed if regional growth management programs reward efficient development patterns.*





*A strategy for Downtown improvements is an ongoing process and includes public and private sector funding opportunities.*



accomplish this end are timely, as the County is also actively updating their comprehensive plan.

Just as the barriers to investment are multi-faceted, so too must the solutions be, and implementation of select policies are just one piece of the equation. Some communities consider adoption of governing regulations as the sole strategy to encourage reinvestment (tools such as comprehensive plans, zoning ordinances, planned unit development ordinances, design review/overlay regulations, and the like). While these regulations are necessary, they are

**Downtown stakeholders will need to explore a variety of incentives and resources that can be packaged together with the intent of implementing a cohesive niche marketing and investment strategy.**

only the beginning of the implementation process. Solutions need to be more comprehensive in scope and include considerably more than just design for a new regulatory framework.

#### **INCENTIVES THAT MOST EFFECTIVELY LEVERAGE PRIVATE INVESTMENT**

As downtown competes in the local and regional marketplaces, its “tool bag” must contain a variety of strategies and mechanisms to attract investment. These “tools” can be financial (dedicated tax revenue, grants, loan programs, state enterprise zone dollars, etc.), physical (infrastructure investment), market (planning/feasibility assistance), and/or organizational (Main Street USA Cañon City, public improvement district, business improvement district). They can be used independently or in various combinations. Given the obstacles associated with downtown development, it is imperative that the mix of tools chosen be comprehensive, flexible and creative.

*Incentives used for downtown revitalization include: assistance with site acquisition and building and facade improvements, start-up capital, operating assistance, and business counseling.*



Incentives used for downtown revitalization fall into several broad categories, including: assistance with site acquisition and building and facade improvements, start-up capital, operating assistance, and business counseling. Downtown stakeholders will need to explore a variety of incentives and resources that can be packaged together with the intent of implementing a cohesive niche marketing and investment strategy. Some of these include: matching funds to challenge the downtown business community and establish a sustainable source of management funds; city funds leveraged with other sources to form a Cañon City revolving loan fund for facade and building renovation; matching grants for repairs to buildings; grants to merchants for new signs and awnings; special code processes for older buildings or design assistance through the City Planning Office; and zoning codes with provisions for a mix of uses. Additionally, the City needs to lead in the

investment in downtown through the construction of a new City Hall building and the relocation or expansion of the City's Library. The following table summarizes potential economic tools that could leverage private investment in Downtown Cañon City. The tools have been sorted based on their likely timing for application -- short-, mid- and long-term.

**ECONOMIC TOOLS TO LEVERAGE PRIVATE INVESTMENT**

Mechanism	Short-Term 1 to 3 Yrs	Mid-Term 3 to 5 Yrs	Long-Term 5 to 10 Yrs
<b>Public Financing</b>			
<b>Local/State/Federal</b>			
Tax Increment Financing	X		
Land Donation/Write-Down	X		
Industrial Development Program (NIFA)		X	
Development Fee Rebates	X		
Infrastructure Cost Participation		X	
Sales Tax Sharing			X
Low Interest Loans/ Subordination	X		
Property Tax Abatement			X
Tax Exempt Financing		X	
Leverage Infrast. Funding to Support Private \$		X	
Façade Maintenance Loan Program		X	
Predevelopment Funding Grants		X	
Encourage and Support Nonprofit Developers	X		
Low Income Housing Tax Credits	X		
Historic Rehabilitation Tax Credits		X	
Community Development Tax			X
Community Development Assistance (CDA)		X	
Fed. Historic Pres. Invest. Tax Credits		X	
Community Development Block Grant		X	
Job Training Partnership Act (JTPA)		X	
Economic Development	X		



*Much of the original downtown character is still evident in the City today.*

### **IMPROVING THE PHYSICAL ENVIRONMENT**

One of the most significant challenges facing Cañon City's downtown is balancing the investment in the physical environment with programs to enhance economic conditions. Among the capital projects that most frequently meet with debate are: signage, traffic speed, traffic lights and other safety devices, median improvements, pedestrian malls, setbacks and others. Despite the inevitable frustration experienced from attempts at negotiation, practice has proven that obstacles can be minimized when a community has a clear vision of what it wants to accomplish, has done its homework, and can point to successful examples. Following are select recommendations for Cañon City to consider when developing a vision for its downtown.

Despite the inevitable frustration experienced from attempts at negotiation, practice has proven that obstacles can be minimized when a community has a clear vision of what it wants to accomplish, and when they have done their homework and are able to point to successful examples.

1. Understand the purpose of the road as a "seam" vs. an "edge." As a seam, speeds should be less than 30 mph, the number of lanes should be less than 8; volume/capacity must accommodate the needs of through and destination traffic; traffic will include a primary destination, stop-in, and through traffic. Some traffic can be a good thing (20,000 to 30,000/day), while too much traffic can be a problem.
2. If residential development downtown is a goal, recognize that transit may facilitate residential land uses, as well as office and seasonal retail employees, as the role of pedestrians will be important in select locations.
3. Limit vehicular and pedestrian conflicts by consolidating driveways, connecting parcels, providing supporting roads, and limiting median openings.
4. Size parking to demand; encourage sharing.

*As downtown competes in the local and regional marketplaces, its "tool bag" must contain a variety of strategies and mechanisms to attract investment.*





5. Use key intersections (and/or major transit stops) to create walkable cores and utilize higher densities to facilitate vertical mixed-use (second-floor development) and achieve pedestrian concentrations which create an active street.
6. Use public investment and public/private partnerships to create public facilities as seeds or inducements for creating special focus areas (e.g. library, school, administrative centers).
7. Use special development and public implementation tools (TDRs, BIDs, eminent domain, tax abatement, accelerated processing) to achieve the "pulse point" of new high-value community development.
8. Advance the aesthetic experience of the environment (entrances, exterior space, and parking); improve the arterial edge by introducing medians, putting utilities underground, landscaping with mature trees and green areas.
9. Improve the pedestrian experience with sidewalks and crossways, enhance connections between activity areas, and be cautious with the development of "pedestrian-exclusive" areas.
10. Introduce ample and appropriate lighting, organized and appropriate signage, potential cafes and outdoor dining.
11. Place retail and restaurant facilities close to and parallel to the arterial road with parking behind.
12. Address concern for architectural excellence and promote its status as a National Registered Historic District.

*Recommendations include addressing concerns for architectural excellence and promoting the area as a National Registered Historic District.*



With two distinctly different commercial concentrations in Cañon City, the community needs to establish which of the previous recommendations are appropriate for downtown and which for US Highway 50, and develop strategies for both accordingly.

#### **ESTABLISHING THE ROLE OF DOWNTOWN IN A REGION-SERVING TOURIST MARKET**

Downtown Cañon City is a multi-functional downtown with a limited range of retail, restaurant, business, office, banking, and service uses. Despite the recent relocation of businesses including a juice bar, Italian restaurant and pizza store, and antique store, the majority of Cañon City's commercial base has located along US Highway 50, the community's gateway and the region's connection to tourist attractions, including the Royal Gorge, rafting operators on the Arkansas River, Royal Gorge Route and others.

The large general merchandise store that once anchored downtown has moved from Main Street, closer to the majority of the populous in areas

*US Highway 50 is the community's gateway and the region's connection to tourist attractions, including the Royal Gorge, rafting operators on the Arkansas River, Royal Gorge route and others.*



with lower land costs and a regional transportation network. The downtown environment, while presenting tremendous opportunity for investment in a setting uniquely positioned to offer both heart and history, carries with it certain limitations, particularly for land-intensive, non-destination-oriented land uses. Development costs are generally higher downtown while project revenues are generally lower. Downtown Cañon City, therefore, is a sub-

**The downtown environment, while presenting tremendous opportunity for investment in a setting uniquely positioned to offer both heart and history, carries with it certain limitations, particularly for land-intensive non-destination-oriented land uses.**

market that competes with other sub-markets in its influence area. As a competitor, downtown needs to identify those market sectors that not only survive, but also thrive in a downtown setting. Communities that have effectively done this have actually been able to create a downtown which is among the regional tourism venues. Experience has proven that individuals and families will seek out shopping opportunities downtown first when traveling. When their needs can't be met downtown, they will fall back on the traditional store located along a major transportation route.

Cañon City needs to recognize the obstacles associated with developing and operating a business downtown, and encourage regulatory and financial solutions including public subsidy and creative financing mechanisms designed to remove those obstacles and essentially "level the playing field." A parallel effort should include retaining the services of an independent organization to analyze tourism patterns and tourist profiles. Tourism data will provide the City with the foundation for an effective investment and marketing program for the community and downtown. Understanding visitor service and good needs will also provide direction for future tenant programming strategies downtown.

#### **AN APPROPRIATE TENANT MIX DOWNTOWN**

As explained earlier, Downtown Cañon City is a multi-functional market with a range of retail, restaurant, service, and specialty stores and businesses. Predictions for downtown anticipate that it will continue to attract more specialty stores, as well as a greater diversity in its eating and drinking establishments -- two sectors that can easily coexist with and complement the long-standing, more traditional goods and services businesses remaining in downtown.

The specialty store trend, as experienced in other communities of a similar

*Downtown's Main Street used to serve many community functions. People still gather for special events, such as concerts at Veterans Park or for the Blossom Festival, but for the most part, Cañon City no longer has a central gathering place.*



*In smaller communities, generally three quarters of patrons travel to downtown via automobile, followed by those that walk, ride a bike, or use other forms of transportation.*



size to Cañon City, argues for greater attention to downtown design issues such as building appearance and pedestrian environments. Specialty, as opposed to general merchandise retailers, are typically more reliant upon a cumulative mix of like-type businesses that create a variety of different spending opportunities. They prosper when they are in an attractive pedestrian-oriented environment conducive to recreational and discretionary shopping by residents and tourists alike.

As stated, downtowns must offer a variety of uses that attract spenders: retail shoppers, professional service clients, diners, entertainment users, and downtown residents. Therefore, a downtown revitalization strategy program must include marketing efforts that bring the community to downtown for enjoyment and the spenders to downtown for shopping, dining, and

**Like malls, downtowns need anchors, whether they are stores or attractions. New downtown anchors are key to creating a mixed-use, multi-dimensional downtown.**

*The specialty store trend, as experienced in other communities of a similar size to Cañon City, argues for greater attention to downtown design issues such as building appearance and pedestrian environments.*



entertainment. A mixed-use downtown attracts a variety of patrons by being multi-dimensional, since patrons attracted by one particular downtown use often cross over to other uses.

Like malls, downtowns need anchors, whether they are stores or attractions. New downtown anchors are key to creating a mixed-use, multi-dimensional downtown. Specialty retail stores frequently act as very strong anchors, particularly in smaller communities, and especially when targeted to specific audiences. In enhanced downtowns, no longer are department stores or other large retail businesses thought to be essential downtown anchors. Instead, non-traditional anchors are effectively drawing new patrons to downtown. These include uses such as movie theaters, brew pubs, coffee houses, childrens' museums, art galleries, community theaters, community colleges, farmers' markets, public uses including city offices--and specialty businesses.

What we know about downtowns in smaller communities is that generally three quarters of their patrons travel there via automobile, followed by those that walk, ride a bike, or use other forms of transportation. We also know that more than three quarters of these individuals originate from home rather than work, a condition heavily influenced by store and restaurant hours and the mix of entertainment and dining uses. The primary reason for going into downtown is to shop, followed by banking, working, and eating. With this profile as a foundation, coupled with a detailed inventory of store and





*The primary reason for going into downtown is to shop, followed by banking, working, and eating.*

business types and a comprehensive demand and leakage analysis, Cañon City will be equipped to position the area for future investment and target appropriate businesses.

#### **OVERCOMING THE OBSTACLES OF HOUSING DOWNTOWN**

Downtown living offers unique amenities and lifestyle choices to residents. Typically, residents are attracted to the convenient access to restaurants, stores, downtown jobs, and events. The diverse mix of people and events provides a distinct culture and sense of place not available elsewhere.

Several national and local trends point to increasing opportunities for downtown housing. The number of households potentially interested in downtown residences is growing as more young professionals are waiting to start families, families are decreasing in size, and “empty nesters” are looking to “downsize” their households.

**Downtown living offers unique amenities and lifestyle choices to residents. Typically, residents are attracted to the convenient access to restaurants, stores, downtown jobs, and events.**

Additionally, downtowns are often still the center of activity, particularly in small and medium sized cities and retain many qualities of “livability,” including alternative transit, entertainment, and cultural activities.

Despite these trends, there remain significant barriers and disincentives that inhibit the development of downtown housing. In many communities, downtowns are still viewed as relatively “unlivable,” making it difficult to attract residents regardless of the accuracy of the perceptions. Negative perceptions frequently suggest that the downtown is inconvenient and pedestrian-unfriendly; unhealthy and congested; obsolete or abandoned; unattractive and dirty; overburdened by “the poor” and public housing/services; dominated by decaying public spaces and structures; and are unsafe, or even dangerous. Many of these concerns were raised by stakeholders interviewed during the Cañon City Comprehensive Plan process.

Although the negative perceptions of downtown remain, there is likely a solid, albeit thinner, market for downtown housing. In most communities, developers prefer to build on vacant ground near the City's edge, or in rural areas. This preference is often less a product of market demand than costs and opportunities. From the developer's perspective, then, there are real or perceived economic problems associated with downtown development, housing or otherwise. These include high taxes due to a government overburdened

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*Negative perceptions frequently suggest that the downtown is inconvenient and pedestrian-unfriendly, unhealthy and congested, and obsolete or abandoned.*



with public services; difficulty in assembling sites; comparatively high land costs; regulations designed for suburban, not urban development; existing infrastructure that needs to be repaired, upgraded or replaced; and older buildings that have structural problems and/or hazardous materials. Cañon City has identified the second story of many of their downtown buildings as housing-conversion opportunities. A second floor option will have limited appeal among older markets, but should not be a barrier to a younger audience.

In the end, the City must recognize that developers often face greater risk in serving a relatively narrow and specialized market. Creative solutions and cooperative efforts by developers, lenders, and public officials can offset

### **Creative solutions and cooperative efforts by developers, lenders, and public officials can offset the additional constraints of developing downtown housing, resulting in a vibrant neighborhood**

the additional constraints of developing downtown housing, resulting in a vibrant neighborhood with the attendant benefits noted above. Following are guiding principles for successful programs designed to overcome the obstacles associated with developing housing in a downtown environment.

*From the developer's perspective, there are real or perceived economic problems associated with downtown development, housing or otherwise.*



Public-private solutions are essential in downtown housing development. The public sector's role is to provide an environment in which in-fill housing and redevelopment can flourish. Such an environment can be accomplished by mitigating many of the higher costs inherent in developing downtown housing. Methods available to accomplish this include engaging political support, initiating regulatory changes, and providing economic incentives. However, the public sector cannot develop housing alone but must rely upon the funds and expertise of the private sector to develop and operate market-rate housing.

Solutions must be holistic. A good design is not enough. Projects must adequately address political, physical, economic, social, and environmental issues.

The development process must include a broad range of stakeholders. Open minds and innovative thinking are required of property owners, developers, employers, lenders, public sector officials and agencies, and neighborhood/community groups.



*Downtown revitalization should include stimulating development of vacant and underutilized real estate.*

Successes must be continually communicated. People like winners and all groups of stakeholders will follow the lead of successful projects.

### **MANAGING THE DOWNTOWN ENVIRONMENT**

One of the first steps in the downtown revitalization effort is selection of a single entity, locally supported and broadly representative of downtown stakeholders, that will initiate and guide growth in the downtown marketplace. These entities, frequently referred to as downtown organizations, have been established in both small rural communities and large metropolitan areas to act as a mechanism for downtown revitalization and maintenance. Their efforts typically include: facilitating the retention and expansion of existing businesses; managing, attracting and clustering appropriate new businesses; coordinating improvement of the physical appearance of public spaces; ensuring a clean and safe environment; stimulating development of vacant/underutilized real estate; spearheading efforts to address parking and traffic problems; and marketing to current and potential spenders. In Cañon City, the Main Street USA organization has filled this role, with limited funding and staff support. However, as programs are expanded, so too will Main Street's role. Staff and monetary resources will have to be adjusted accordingly. Ultimately it may become necessary to establish affiliated entities to manage the specific functions outlined above, including the public improvement district and traffic management.

**One of the first steps in the downtown revitalization effort is selection of a single entity, locally supported and broadly representative of downtown stakeholders, which will initiate and guide growth in the downtown marketplace.**

Both an organizational structure and funding mechanism(s) need to be examined to determine the most effective and viable entity to carry out the community's vision for Downtown Cañon City over the long-term. Organizational options available to the city are presented in the following discussion.

Historically, the Planning, financing and implementation of projects in the downtown market were the primary responsibility of public sector entities. The City was understood to have the largest and longest-term interest and responsibility for downtown, making it the obvious leader in any revitalization or investment effort. It was also understood to be the logical conduit to local, regional, state and federal funding sources. However, while the public sector continues to play a significant role in downtown efforts, particularly through its support of Main Street USA, a critical component to the success of any revitalization strategy today is real investment by both the public and

*The public sector's role is to provide an environment in which in-fill housing and redevelopment can flourish.*





*As programs are expanded so too will Main Street's role. Staff and monetary resources will have to be adjusted accordingly.*



private sector. Leveraging of resources is key, as no one entity, either public or private, has sufficient resources alone to sustain a long-term downtown improvement effort. The resources of both need to be brought together and frequently are under the direction of a downtown organization. The 2001 Main Street Application was Cañon City's attempt to secure resources

**While the public sector continues to play a significant role in downtown efforts, particularly through its support of Main Street USA, a critical component to the success of any revitalization strategy today is real investment by both the public and private sector.**

to be managed under the direction of the Main Street USA, Cañon City organization on behalf of the community. However, as stated earlier, the City should begin considering various supportive organizational structures, given the magnitude of future goals for downtown.

While downtown organizations are as varied as the communities in which they are located, their primary purpose can be classified into three general categories: capital improvement, development, and management.

- Capital Improvement organizations are best at installing civic infrastructure, including streetscaping and parking garages.
- Development organizations are best in flat or declining markets to help stimulate private sector real estate development along with the installation of civic infrastructure.
- Management organizations are best to stabilize a declining market or boost an improving market by managing the environment (e.g., clean and safe programs) and providing funds for collective marketing.

*Downtown organizations are as varied as the communities in which they are located.*



Given the characteristics, as stated above, the mechanisms available within the organizational alternatives fit into the following principal categories:

Capital Improvements	Development	Management
Public Building Authority	Urban Renewal Authority	Business Improvement District
Special Improvement District	Downtown Development Authority	Membership Organization
General Improvement District		Merchant Coalitions
Public Mall Act		



*The city should begin considering various supportive organizational structures given the magnitude of future goals for downtown.*

These organizational categories are suggested to frame future dialogue and selection of an organizational framework for Cañon City that can evolve as the community's needs change and projects are implemented. Selection should be based on identification of primary needs (i.e., capital improvements, development and/or management, etc.), as well as selection of an umbrella niche marketing strategy that is rooted in the realities of the marketplace.

Regardless of the organizational framework, its mission should include the following elements: unite stakeholders for improving downtown; provide leadership to elevate downtown on the civic agenda; identify an organi-

**The goal will be to develop an organizational framework flexible enough to evolve with the vision of the community within an environment of limited resources.**

zational entity to implement the downtown enhancement effort; leverage financial resources; act as the primary advocate for downtown; set the standard of quality for others to follow; and stimulate private reinvestment and action by others. Given these criteria, Main Street USA, Cañon City is the appropriate entity at this time.

As has been the case for the Main Street USA organization, management efforts have generally been provided through a board, lacking a director. While the independent board has included representation from property owners, business owners, community residents, and an at-large resident of the region, it needs to reach across several stakeholder audiences and needs the support of a director. Given the breadth of goals for Cañon City, a full-time director is required who can work with varying levels of support staff and business systems. The goal will be to develop an organizational framework flexible enough to evolve with the vision of the community within an environment of limited resources.



*Organizational categories are suggested to frame future dialogue and selection of an organizational framework for Cañon City.*

*Over the last several decades, and until the early 1990s, downtown retailers lost significant levels of market share to entities outside the business core.*



#### **DEFINING A NICHE**

Retail competition for downtowns spans a wide chasm of entities including shopping malls, highway outlets, mail order houses, and the Internet. The most ominous of these competitors are, of course, the shopping malls, big box retailers, and category killers, affectionately referred to by one source as “the giants.” Over the last several decades, and until the early 1990s, downtown retailers lost significant levels of market share to entities outside

### **Successful revitalization themes must be a reflection of the unique and historical character of the local market.**

the business core. Then, during the early part of the decade, a movement began to revitalize the “heart of the community” and capitalize on this invaluable asset.

Many communities have designed their revitalization strategies around a theme such as entertainment, housing, sports, meetings and conventions, and others. Although successful in select markets, many have failed. The problem has been that very few developed their theme around existing community assets. Rather, the same themes were replicated hundreds of times in hundreds of markets, and frequently with little or no impact.

*Efforts to revitalize Downtown Cañon City could not be timelier. The merchants and civic leaders now need to work together to make this area not just a commercial center, but also a community gathering place.*



The most prevalent lesson learned by these downtowns has been that successful revitalization themes must be a reflection of the unique and historical character of the local market. While downtowns can never return to the way they were 40 or 50 years ago, they can evolve into something new that embodies traditional values. As one observer put it, “downtowns represent the old home town in our consciousness and therefore exert an emotional pull.” People are coming back to downtown because of the ambiance and the experience. They want efficiency, but they also want to feel part of a community.

In Cañon City, it is this ambiance, this sense of history, the concentration of area tourism attractions and overall enthusiasm, that seems to provide the most obvious niche for future marketing efforts. What is missing are controls and organization. The shopping centers of the 1960s, 70s, 80s, and 90s provided many benefits to retailers, including planned marketing, maintenance, and recruitment of businesses -- issues that Main Street USA, Cañon City will address.





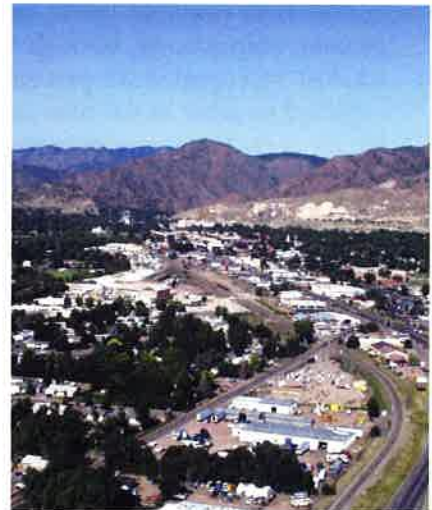
*People are coming back to downtown because of the ambiance and the experience. They want efficiency, but they also want to feel part of a community.*

What the shopping malls could not provide was the environment and the experience.

The road to successful co-existence with the giants involves: first, defining an economic “niche” that differentiates downtown and for which downtown can become known; second, clustering businesses in order to create that niche; and third, ensuring that the clustered businesses are highly specialized and offer exceptional customer service -- two areas where the giants find it hard to excel.

The National Historic Trust estimates that for every dollar a community spends on downtown revitalization, \$30 in new investment is returned. Efforts to revitalize Downtown Cañon City could not be timelier. The merchants and civic leaders must now work together to make this area not just a commercial center, but also a community gathering place. As stated in the City’s 2001 Main Street Application, “It is generally agreed that a healthy downtown will set the tone for future growth, quality of life, and commitments from future employers in the community.” The future is bright, but the road is long. No one single project will make or recreate downtown. Rather, it will be hundreds of projects and programs implemented simultaneously whose successes will depend on participation from both the public and private sector. Let’s get to work!

*The goal will be to develop an organizational framework flexible enough to evolve with the vision of the community, within an environment of limited resources.*



# DEMOGRAPHIC AND ECONOMIC PROFILE

Demographic and economic characteristics are indicators of overall trends and economic health that can affect the character of growth in Cañon City over the near and long-term. Presented in the following discussion is an analysis of historical and projected estimates of key socio-economic indicators for the City of Cañon City and Fremont County. The analysis of future population and household growth provided the basis for the area's projected land use base and mix summarized in the Strategies section of the Plan.



## **POPULATION**

As shown in Table 1, the City of Cañon City grew at an average annual rate of 2.4 percent during the period 1990 to 2000. In comparison, Fremont County grew at a rate of 3.7 percent during this same period. Growth in the County is reflected in levels of building activity taking place in developments adjacent to the central service area and in the Florence and Penrose areas, rather than within the City limits. Growth in both the City and County during the early 1990s is attributed by area realtors largely to in-migration from Colorado front range communities, much of it from retirees seeking to resettle outside urban areas. In the High Meadows Subdivision in Florence, for example, 27 percent of the new home buyers between 1999 and 2000 came from Colorado Springs, with 20 percent of these buyers reportedly retirees. This source of growth has been augmented to a lesser extent by in-migration from out-of-state transplants seeking the smaller community opportunities provided by Fremont County.

## **SOCIO-ECONOMIC INDICATORS**

Future projections of growth within the City and County are expected to decline from previous levels, growing at a rate of 1.2 percent and 1.1 percent, respectively, through 2020. In 2000, the City's population of 15,431 represented 33 percent of the County total, a share that is expected to grow in the near- and long-term. This forecast is supported by trends in real estate sales whereby 671 or 74 percent of the 895 County real estate sales recorded between 1998 and 2001 in the County MLS database occurred in Cañon City. The anticipated result of this pattern of growth will be an increasing share of the County's development occurring in the City, a condition consistent with other communities in more rural settings where the aging population base migrates to regional centers for support services. The policies of both the City and County that regulate development outside municipal boundaries will have a significant impact on this trend.

**Table 1**  
**Projected Population**  
**City of Cañon City and Fremont County**  
**1990 to 2025**

Scenario	Growth Rate	2000	2005	2010	2015	2020	2025
DOLA Projections	County 1.1%	46,145	48,739	51,480	54,374	57,431	60,660
County Historical							
Building Permits	City 1.2%	15,431	16,379	17,386	18,454	19,589	20,793
City							
'95 - '00 CAAGR	County 2.7%	46,145	52,720	60,232	68,815	78,620	89,823
	City 1.19%	15,431	16,371	17,369	18,427	19,550	20,741
'90 - '95 CAAGR	County 4.7%	46,145	58,057	73,045	91,902	115,627	145,476
	City 3.6%	15,431	18,416	21,978	26,230	31,303	37,358

\*CAAGR - Compound Annual Average Growth Rate

Source: U.S. Census 2000, Colorado Department of Local Affairs, Claritas, and Leland Consulting Group

As reflected in Table 2, population growth in Fremont County has occurred almost entirely due to migration. Deaths in the County have consistently out-numbered births, (a trend indicative of an older population) resulting in a negative natural change. The net migration figure reflects the number of new residents plus or minus the natural fluctuation figure.

**Table 2**  
**Historical Components of Population Growth**  
**Fremont County**  
**1990 to 1999**

	Growth			CAAGR	
	1990	1995	1999	90 to '95	95 to '99
Births	312	435	457	6.9%	1.2%
Deaths	429	505	489	3.3%	-0.8%
Natural (+/-)	-117	-70	-32	--	--
Net Migration and growth rates	178	1,632	1,363	55.8%	-4.4%

\*CAAGR - Compound Annual Average Growth Rate

Source: Colorado Department of Local Affairs, Claritas, and Leland Consulting Group

A significant factor in the Cañon City and Fremont County population is the number of individuals living in group quarters. The 2000 census reported 1,328 institutionalized persons living in group quarters within Cañon City, while 9,024 institutionalized persons lived in Fremont County. As reported by the Colorado Department of Local Affairs, the group quarter population increased 15.7 percent between 1990 and 1995, and 3.3 percent between 1995 and 1999. These trends are summarized in Table 3. The growth is largely attributable to the construction of two state and one federal prison during this nine-year period.



**Table 3**  
**Historical Group Quarter Population**  
**Fremont County**  
**1990 to 1999**

				Growth	CAAGR
	1990	1995	2000	90 to '95	95 to '99
Group Quarter Population	3,903	8,080	9,024	15.7%	3.3%

\*CAAGR - Compound Annual Average Growth Rate

Source: Colorado Department of Local Affairs, Census 2000, and Leland Consulting Group

According to the Colorado Department of Corrections (personal conversation, Bonnie Barr, August 9, 2001), there were 709 inmates on-grounds at the Colorado Territorial Correctional Facility at that time, the only DOC facility located inside the Cañon City limits. This figure was up from 2000 estimates reported in the DOC 2000 Statistical Report, which estimated the inmate population to be 695 in the Territorial facility. Discussions with the Fremont County Sheriff's Department, whose facility is also located within the City limits, reported an inmate count of 87 during the Summer of 2001, a number lower than the more typical figure of 120 county jail inmates. This approximate 900-inmate population in state and county facilities within Cañon City constitutes approximately 5.8 percent of the City population in 2000. Their profile is a component of the education, per capita income, ethnicity, age, and gender statistics for the City. The remaining 428 persons reported in group quarters in the 2000 census but not in state or county facilities reside in nursing homes, assisted living facilities, group homes, and other forms of group living arrangements.

In addition to prison facilities located within the City limits, additional correctional facilities are located in the County. The 2000 inmate on-grounds total census for the nine state prisons in Fremont County was 4,719, with an additional 3,003 inmates at the federal penitentiary in Florence (as of August, 2001).

As presented in Table 4 below, the largest sector of City residents is in the "19 years and under" age group, illustrating a significant concentration of families in the community. Other age group concentrations are residents "20 to 34 years" and residents "75 years and older". The combined age groups of "65 to 74" and "75 years and older" represent nearly one-quarter of the City's resident population. This overall aging of the population is particularly evident in an analysis of median age. The median age of City residents in 2000 was 39.8. Longevity and the migration of seniors from outside the region to the Cañon City area are two key contributors to the increasing average age of area residents.

**Table 4**  
**Percent Population by Age Group**  
**City of Cañon City**  
**2000**

Age Group	%
Below 19 years	25.3%
20-34	18.8%
35-44	12.4%
45-54	11.8%
55-64	8.0%
65-74	9.7%
75 years and over	14.1%
Median age	39.8

*Source: Claritas and Leland Consulting Group.*

### **HOUSING**

Table 5 below summarizes housing stock and occupancy rates for the City as reported by the U.S. Census. Ninety-three percent of the housing stock was occupied in Census 2000, with one third of the housing devoted to rentals. The Colorado Division of Housing reported a 5% vacancy rate for rental units in the first quarter of 2001, with a \$498/mo. average rent. The State average vacancy rate was 4.3% with a \$752 average rent. The vacancy rate for Pueblo during this period was 5.7%; for Salida it was 0% with 121 apartments; and for Alamosa it was 2.9%. The Cañon City vacancy rate is thus almost exactly the State average, with comparable vacancy rates to Pueblo, and vacancy rates greater than those in both more rural and more urban areas.

Several demographic trends are having an impact on the homebuilding market, particularly in communities with significant numbers of householders 55 years and older. As "Baby Boomers" have moved into retirement and continue to represent that segment of the population with the most disposable income, the "move-up" segment of the market has begun to surpass the "starter-home" market. This is particularly evident in the more significant developments located outside of Cañon City in Fremont County. Other trends which are impacting housing product development are the rising number of singles and childless married couples. Individuals who fall within one of these categories generally prefer higher-density alternative rental or ownership units, free of maintenance, with full amenity packages. There are few examples of this product type in the Cañon City market.

**Table 5**  
**Household and Housing Unit Distribution**  
**City of Cañon City**  
**2000**

2000 Total Housing Units	6,617
Total Households	6,164
Owner Occupied Housing	66.7%
Renter Occupied Housing	33.3%
Homeowner Vacancy Rate	2.4%
Rental Vacancy Rate	8.5%

Source: Census 2000

#### Households

Projected household growth rates (reflected here as housing unit growth) for the City of Cañon City, while historically falling behind population growth, is expected to grow at a comparatively higher rate for the next several decades as shown below in Table 6. From 1990 to 2000, growth in housing units occurred at a rate of 1.52 percent annually. Projected rates of growth to the year 2020 are expected to stabilize, increasing at an annual rate of 1.5 percent. The relationship between anticipated population and housing unit growth rates will continue to result in a declining average household size -- a condition consistent with a national trend toward smaller household sizes developed to accommodate an increasing number of one- and two-person households.

**Table 6**  
**Historical and Projected Housing Units**  
**City of Cañon City**  
**1990 to 2020**

	1990	1995	2000	2010	2020	Growth 90 to '00	CAAGR 00 to '20
Housing Units	5,609	6,199	6,520	7,570	8,825	1.52%	1.5%

\*CAAGR - Compound Annual Average Growth Rate

Source: Colorado Department of Local Affairs, Claritas, and Leland Consulting Group

#### Income

Median household income for Fremont County was reported in the U.S. Census 1997 Economic Update (the most recent report) to be \$29,939, while the median for Colorado was \$52,216, and for the U.S. was \$45,030. Fremont County income figures have historically been lower than those for the State and Nation. When comparing the income distribution of the City with that of the State and Nation, it is obvious that there is a significant concentration of households below the median. It is important to note, however, that these figures do not reflect household wealth, a number frequently higher for retired individuals who acquire income from investments and equity rather than traditional sources. The average household wealth estimate for Cañon City in 2000 was \$41,005, an estimate expected to grow to \$44,927 in 2005.



Per capita income estimates have also been lower than those for the State and Nation. However, unlike household estimates, per capita figures *include the income levels of individuals housed in group quarters including prisons*. The result of this characterization of income has both positive and negative impacts for the community. The lower household income among residents, combined with the increasing popularity of the area by new residents bringing surplus capital from other markets, has resulted in a strain on the availability of affordable housing options. See Table 7 below. A positive impact from reported income levels, which has affected the area's lower wage scale, is its appeal to new and expanding businesses.

Table 7 below compares the percentage of the Cañon City population who can afford housing in varying price categories with the percentage of actual sales in those categories in 2000. This is only a rough indicator of the availability of affordable housing, but it indicates that lower end and higher end home sales under-represent the potential demand in the market. There appears to be a continuing need for affordable housing in the City, especially for elderly poor.

**Table 7**  
**Housing Costs vs. Household Income**  
**City of Cañon City**  
**2000 to 2005**

Cost of Housing	Required Income	Percent 2000 Pop Which Can Afford	Percent by Value Sold in 2000	Percent 2005 Pop Which Can Afford
Less than \$75,000	Less than \$20,000	44.0%	23.6%	39.9%
\$75,000 to \$100,000	\$20,000 to \$30,000	18.3%	23.0%	18.2%
\$100,000 to \$125,000	\$30,000 to \$35,000	7.1%	18.5%	8.1%
\$125,000 to \$150,000	\$35,000 to \$45,000	9.9%	15.3%	11.0%
\$150,000 to \$175,000	\$45,000 to \$50,000	4.2%	7.0%	3.5%
\$175,000 to \$225,000	\$50,000 to \$70,000	8.4%	7.8%	9.8%
\$225,000 to \$275,000	\$70,000 to \$90,000	3.8%	2.7%	4.2%
\$275,000+	\$90,000+	4.3%	1.6%	5.3%

Source Cañon City, CO Community Profile, MLS Listings and Leland Consulting Group.

### **EDUCATION**

Levels of educational attainment for Cañon City residents, while consistent with national levels, are slightly lower than similar levels for the State of Colorado (See Table 8). Higher than average educational statistics for the State reflect inclusion of larger metropolitan areas in the calculation. Representatives of the community report that, while lower wage rates may attract certain businesses, the educational attainment of area residents has impeded concentration of businesses relying on a highly educated workforce in the area.

**Table 8**  
**Educational Attainment**  
**Percentage of Residents**  
**City of Cañon City**

	Percent of Pop	Upper Arkansas Region	State
Less than 12 <sup>th</sup> Grade	25.2%	22.3%	15.6%
High School Graduate	33.7%	35.1%	26.5%
Some College, No Degree	21.0%	23.0%	24.0%
Associate Degree	6.5%	6.3%	6.9%
Bachelor's Degree	8.3%	8.6%	18.0%
Graduate/Prof. Degree	5.4%	4.7%	9.0%

*Source: 1990 Census, Claritas and Leland Consulting Group.*

### **CONCLUSION**

As stated above, demographic and economic characteristics are indicators of overall trends and economic health which can affect the character of growth in a community over the near- and long-term. Cañon City has experienced moderate growth in population over the past decade and is likely to continue this moderate growth trend. Past and future growth has been and will be driven by in-migration from within Colorado, the predominance portion of which is retirees and inmate families. A review of age distribution suggests a population older than the State average and graying, similar to many communities in the Southern Colorado region. The population is also less educated, has a considerably lower household income than the state average, but average household wealth.

Among the socio-economic indicators particularly relevant when quantifying the economic health of an area are employment trends. These trends, most widely discussed in the context of industry growth, are presented in the following discussion on economic development in the City of Cañon City and Fremont County.

Economic development is the facilitation of population and economic growth in a community through the retention, expansion and attraction of employment and investment opportunities. The fundamental purpose of the City's and County's economic development efforts is to enhance the community's quality of life through planned progress. An increase in economic activity benefits the community in two ways: it leads to growth in the amount of goods and services available to consumers for private use; and it provides the necessary resources for government to meet its responsibilities.

### **ECONOMIC DEVELOPMENT**

The discussion that follows provides:

- a. A description of supporting agencies to economic development efforts in the region;
- b. An analysis of existing conditions including key economic and demographic indicators;
- c. Analyses of expansion and development policy for base industries, commercial and downtown commercial zones; and
- d. Estimates of commercial space needs in the community to accommodate employment growth and growth in consumer expenditures.

Recommended goals, objectives and strategies related to economic development are presented in the Plan.

### **SUPPORTING AGENCIES**

The Fremont Economic Development Corporation (FEDC), a private-public non-profit economic development corporation, is the primary organization sanctioned to carry out economic development activities in the County, as well as communities within the County. Since its inception, the FEDC, in partnership with the County, Canon City and other communities within the County, has worked effectively to package incentives and provide supportive business services to various organizations.

The Corporation's vision statement is as follows:

"Fremont County and its communities are cohesive and forward-looking, linking public/private partnerships and strong, responsive leadership to build and sustain a diverse, prosperous economic base with quality education opportunities, while preserving a secure, appealing small-town lifestyle."

Other organizations which support the growth and development of business and industry in the region include the Cañon City Chamber of Commerce, Main Street USA/Cañon City, Southern Colorado Economic Development District, and Upper Arkansas Area Council of Governments. The first two entities have a significant profile in the community with more specific goals for the community. While the Chamber has no specific goal statement, Main Street USA/Cañon City does:

### **Main Street USA/Cañon City goals:**

- ~Development of an image for the downtown district as an inviting atmosphere providing entertainment and arts;
- ~Diversification and upgrade of the business mix in the downtown district, including recruitment of businesses to serve both the local market and tourism;
- ~Rehabilitation and preservation of historic building stock;
- ~Financial success of existing businesses and stimulated economy;
- ~Development of use of upper floors of downtown structures both for residential and mixed use.



## **EXISTING CONDITIONS**

### **Employment Base**

Cañon City's economic role in the region is not only reflected in the more traditional indicators of population and household growth, but also in employment concentrations within select industry groups. Since projected employment data is available from the State at a County level only, Fremont County data is presented historically and for the years 2005 and 2010. As Cañon City is the core of economic activity in Fremont County, the percentages presented below are considered to be representative of the City.

**Table 9**  
**Percent Employment by Industry Group**  
**Fremont County, 1990 to 2010**

	1990	1995	2000	2005	2010
Manufacturing	10.2%	7.4%	6.4%	5.5%	4.6%
Non-Manufacturing	80.7%	83.5%	85.0%	85.5%	86.4%
Mining & Agriculture	2.6%	1.9%	2.2%	2.0%	2.0%
Construction	2.9%	4.5%	6.2%	6.0%	6.0%
Transportation & Public Utilities	3.7%	3.3%	2.9%	3.0%	3.0%
Wholesale & Retail Trade	23.2%	21.0%	21.6%	22.0%	22.0%
Finance, Insurance & Real Estate	3.2%	3.1%	3.1%	3.0%	3.0%
Service	25.9%	23.1%	23.6%	24.0%	24.0%
Government	38.4%	43.1%	40.3%	40.0%	40.0%
Self-Employed (1)	9.1%	9.1%	9.1%	9.1%	9.1%
<b>Total</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>

(1) Estimated at 10% of total employment.

Source: Colorado Department of Labor & Employment and Leland Consulting Group.

Fremont County's role as a regional employment center is reflected in the percentage of jobs in manufacturing industry groups. This sector accounted for only 6.4 percent of total jobs in the County, compared to 10 percent a decade ago. Thirty-three percent (2,878) of Fremont County's jobs are in Local, State, and Federal government, yielding 37.6% of the County's income. Many of these jobs are in the 13 State and Federal prisons. Another 28.9% of personal income emanates from retirement sources. Twenty percent of the County's jobs are in tourism-related activities, but only 5.7% of the income base is derived from tourism. Comparatively, the State as a whole has a higher percentage of jobs in the Service and Finance, Insurance and Real Estate sectors. This condition is reflective of large concentrations of national and international service corporations based in major metropolitan areas.

It stands to reason that while correctional institutions and retirees provide a stable economic base for Cañon City, stakeholders for the Plan Update have identified that the health of the community would be enhanced by diversification of the economic base.

The question that must be addressed by the community is how to do this. What strategies will provide new diversified primary industries, an expanded tourism base, a broader capture of retail expenditures, and a revitalized downtown core?

### **Major Employers**

Cañon City's employment profile is further illustrated in a review of its major employers. As presented in Table 10, jobs within the government and service sectors dominate the market. These sectors are followed closely by the tourism industry whose jobs fall across several categories. Although it is an undisputed fact that the tourism industry has had a profound impact on the community, many feel that its full potential has not yet been realized. Through efforts including: downtown revitalization; construction of a public gathering place downtown; capital improvements to the City's infrastructure; and, extension of the trail system, the City hopes to extend the visitor's stay, enhance their Cañon City experience and thereby capture additional tourism dollars. Following is a list of major area employers. A list of tourist attractions is presented in Table 11.

**Table 10**  
**Major Employers**  
**Cañon City, Colorado**  
**2001**

Employer	Product/Service	No. of Employees
<i>Non-Manufacturing/Schools/Government:</i>		
CO Dept. of Corrections	Correctional Services	2,013
Federal Corrections	Correctional Services	1,003
St. Thomas More Hospital	Medical Services	550
Fremont School District RE-1	Prim. & Sec. Education	717
Fremont School District RE-2	Prim. & Sec. Education	300
Fremont County Government	County Services	173
City of Cañon City	Municipal Services	131
Development Opportunities	Human Services	140
<i>Business/Industry:</i>		
Daily Record	Local Newspaper	60
Wal-Mart	Retail Store	490
Ace Hardware	Retail Store	80
Merlino's Belvedere	Steak & Italian Restaurant	65
Bill Berry Motor Company	Auto Dealership	50
Hildebrand Care Center	Nursing Home	106
Valley View	Nursing Home	50
CO State Veterans Home	Nursing Home	105
Cañon Lodge	Nursing Home	69
City Market	Retail Grocery	150
Safeway	Retail Grocery	65
Fremont National Bank	Banking	62
1 <sup>st</sup> National Bank	Banking	60
<i>Tourism Related:</i>		
Royal Gorge Bridge Company	Tourist Attraction	300
Buckskin Joe	Frontier Town	153
Royal Gorge Route	Tourist Train	50
Cañon Inn	Lodging	150

*Source: 2001 Main Street Application*



**Table 11**  
**Major Tourist Attractions**  
**Cañon City/Fremont County**  
**2001**

<b>Tourist Attraction</b>	<b>Distance from Cañon City</b>
Royal Gorge Bridge	8 miles
Royal Gorge Route Tourist Train	Within City
Buckskin Joe's Frontier Town	8 miles
Rafting Enterprises	Within City
Mountain Parks	10 miles
<b>Red Canyon, Temple Canyon, Garden Park</b>	
Skyline Drive	2 miles
Fremont Center for the Arts	Within City
Dinosaur Museum	Within City
Dinosaur Fossil Area	14 miles

Source: 2001 Main Street Application

### **Unemployment Rate**

Unemployment rates in the County, while higher than those for the State, have been fairly consistent with those of the Nation. See Table 12.

**Table 12**  
**Historical Unemployment Rate Comparison**

<b>Year</b>	<b>Fremont County</b>	<b>Colorado</b>	<b>U.S.</b>
1990	6.3%	5.9%	6.7%
1995	5.5%	4.2%	5.6%
2000	3.5%	2.9%	4.2%

Source: U.S. Bureau of Labor Statistics, Colorado Dept. of Labor and Employment, and Leland Consulting Group.

## **ECONOMIC EXPANSION AND DEVELOPMENT**

### **Baseline Industrial Economy and Primary Jobs**

It is the function of the Comprehensive Plan to highlight strategies necessary to attract and retain businesses that generate economic growth. As a follow-up activity to this plan, it will be important to prepare an economic development strategy for the City and surrounding influence area which goes beyond the Plan in targeting specific industries and businesses, suggesting specific locations for specific scales of operation. This strategy must serve a range of functions. It must monitor and control land uses within the planning area to establish a more efficient balance of all uses. Light industrial uses should be concentrated in developed areas which are served by regional transportation and minimize obstacles to manufacturing industries, while still minimizing impacts to the community as a whole. Commercial uses should be grouped by class into areas that maximize the marketability of goods and services, and best capitalize on the limited availability of commercial sites. For both industrial and commercial uses, the strategy should continuously seek to streamline the development and building permit process.

During 2000, an exploratory survey of expansion needs among manufacturing, construction and industrial firms in Fremont County was conducted by Business Management students from the University of Southern Colorado. Two hundred twenty-five such firms were identified by the students. Of the 121 firms contacted, 46% of these firms had been in operation for 11 years or more, with 74% in business for at least six years. Only 14 of the 121 (11.5%) reported expansion plans. These findings are consistent with the downturn in manufacturing and industry reported elsewhere in this Plan, and presents a challenge for the Fremont Economic Development Corporation in planning for a new business park near the airport.

There are currently 28 lots at the existing County airport industrial park. A number of these are vacant and reportedly being held as investments. At a recent meeting of active business owners in the park, needs for changes in County regulations in order to encourage additional development were discussed. Principal among these were permitting subdivision down to 1 acre minimum size lots without sewer (from the current 2-acre minimum lot size), and permitting more than a single business on each lot. Similar regulations should be considered in development of the projected business park, and in reconsideration of zoning regulations in existing industrial zones.

The retention and recruitment strategy for base industries should emphasize support for existing industries, and encourage recruitment of linkage industries compatible with and supportive of businesses presently located within the City influence area. For example, industries dependent on rail transport for profitability should be encouraged in the industrial zone near the rail yards north of the river.

Economic development strategies will soon be generated as part of the Fremont Business Park Master Plan. Findings and recommendations from this plan should be applied to retention and recruitment of businesses in the older industrial zone near the river, along Forge Road, and Oak Creek Grade on the southwest side of town, and at the current Airport Industrial Park, as well as at the new Business Park. In other words, a *comprehensive economic development plan* should try to best accommodate new and existing industries that maximize business efficiency in all these sites.

**COMMERCIAL ZONE EXPANSION AND THE CONSUMER  
ECONOMY**

**Highway 50 Corridor**

A broad diversity of businesses exists on the corridor, ranging from intensive land use retail sales and services to such low intensity uses as campgrounds and manufactured home sales. It seems likely that as markets expand and competition for prime sites becomes greater, real estate prices and property taxes will encourage development of high-intensity commercial uses of these properties. Professionals who rely on other means of advertising than highway visibility may be encouraged to establish offices in other accessible commercial locations, such as the downtown historic district. The commercial mix currently emphasizes traveler services, and this emphasis is likely to increase in the future.

**Growth Directions:** From the intersection of Main and Royal Gorge Blvd. east along Highway 50 to Mackenzie Avenue, the existing general commercial zone is limited on the north side of the US Highway to properties fronting the Highway, and on the south side to the corridor between highway 50 and East Main Street. Currently, properties on the south side of East Main Street are zoned residential.

Areas of potential expansion of the commercial zone in this area include the south side of East Main, and Raynolds Ave., a primary arterial connecting the highway to the north side residential neighborhoods. As these areas are currently established residential zones, a mixed-use Transition Zone permitting both residential development and compatible commercial properties may facilitate the transition.

**Needs:** Efforts should be undertaken to promote vigorous landscaping and beautification programs, active and frequent code enforcement, and designation of target areas for special incentives such as subsidized site improvements, and encouragement in area cleanups.

**Commercial Activity Outside the Highway 50 Strip and Downtown Core**

The top twenty employers in Fremont County are summarized on Table 10. The list emphasizes public sector agencies, construction and retail service industries. Commercial enterprises are currently accommodated in commercial zones along Highway 50 throughout the city, along Highway 115 into Lincoln Park, in the Main St./downtown district, and in two general commercial zones in the southwest section of the City along Oak Creek Grade and Forge Rd. *While there will clearly be a need for expansion of commercial zones, more effective and complete utilization of all areas is also an important priority for the immediate future.*



The 9<sup>th</sup> St./Highway 115 corridor will continue to develop as an important secondary commercial zone corridor connecting Cañon City, Lincoln Park and communities to the east. The section of 9<sup>th</sup> Street, north of the river to US Highway 50, currently zoned industrial, accommodates primarily commercial properties, and could be a candidate for rezoning.

The existing commercial areas on the southwest side adjacent to Forge Road and Oak Creek Grade are capable of accommodating substantially more development. As the Dawson Ranch development is built out, the demand for immediate residential consumer services should drive development in these areas.

#### **Downtown Historic District**

The existing retail mix in the Downtown Historic District, as well as potential niches to be addressed in future downtown revitalization efforts, are addressed in the section on Downtown Revitalization. In the context of commercial expansion for the City as a whole, the opportunity for home occupations at the northwest edge of the Historic District presents an important opportunity.

A reconnaissance survey for expansion of the existing National Historic Commercial District is currently underway, with the intent of adding contributing buildings on the periphery of the District. One important recommendation of this plan is to expand the use of historic houses as home occupations for businesses. These sites are especially suited for professional offices, an important commercial sector to attract to the revitalized downtown. Current City building codes permit this use and do not require further revision. Important prospective locations for home occupations are Greenwood Avenue and Macon from First to Fifth Streets.

The primary detriment to expansion of the commercial zone in the downtown area is the need for parking. Currently, businesses located in home occupations are required to provide off-street parking sufficient to accommodate anticipated volumes of customers/clients on the property. If the use expands, and if more retail businesses are attracted to these properties, a downtown parking plan may become necessary. The Main Street USA organization should consider formulation of such a plan. Elements to consider may include the re-instatement of parking meters on Main Street, with generated revenues directed toward the purchase of properties for use as municipal parking lots.

**Housing:** The opportunity for development of second story housing on Main Street is substantial and is addressed in more detail in the section on Downtown Revitalization. At this time, the primary markets for this housing appear to be young adults without children, empty-nesters, and younger, active retirees. As has been noted in the demographic and economic profile, growth in building permits and home sales in Cañon City is greater than in the County as a whole. Second story apartments may be an important new source of housing supply for the aging population.

### **OFFICE AND INDUSTRIAL SPACE NEEDS**

Demand for new office and industrial space is derived from three principal sources: expansion of existing industry; relocation of new companies into the market; and, creation of new firms. The first two factors are addressed through an analysis of employment projections by industry classification (See Table 13). The third factor, creation of new firms, is addressed by including a factor for self-employed individuals; a sector historically not recorded in state-based employment calculations. The demand for office and industrial space is generated by employment growth. Additional demand will likely be generated from movement of existing tenants into new buildings, or "turnover".

**Table 13**  
**Average Annual Increase in Employment by Industry**  
**Fremont County**  
**1990 to 2010**

	1990-1995	1995-2000	2000-2005	2005-2010
Manufacturing	(8)	7	(1)	(15)
Non-Manufacturing	546	476	436	344
Mining & Agriculture	(1)	17	4	7
Construction	49	64	21	21
Transportation & Public Utilities	11	6	16	10
Trade	82	114	106	76
Finance, Insurance & Real Estate	15	15	10	11
Service	84	123	115	83
Government	306	137	164	138
Self-Employed	54	48	44	33
<b>Total</b>	<b>591</b>	<b>532</b>	<b>479</b>	<b>362</b>

Source: Colorado Department of Labor and Employment and Leland Consulting Group

As illustrated in Table 13, there appears to be moderate demand for new office and industrial space in the Fremont County market. The continuation of current regional development patterns will generate demand for growth of the market's traditional local-serving office and industrial base – smaller-scale developments targeted to smaller tenants, supplementing the regional draw of the airport industrial park. In relation to total demand for office and industrial space in the market, actual area capture rates will depend in large part on available space for accommodating any new growth. This highlights the importance of completion of the new Business Park planned for development adjacent to the airport.

### **Commercial Retail Space Demand**

Demand for commercial space is calculated by analyzing currently unmet demand as well as expected growth in expenditures due to population and household income growth. Analyses in Table 14 assume that household income will increase at the same rate that it has for the past five years. Given this 4% annual income growth, Table 14 projects retail expenditures for the three population growth scenarios summarized in Table 1 of the demographic section above. Thus, expenditures may range from \$204 million to \$221 million simply from population and standard of living growth alone.

**Table 14**  
**Retail Expenditure Growth Analysis**

(Thousands)	2000	2005 Prorated	2005	2005	2005
Category:	Consumer Expenditures	Expenditures Based on 4% Annual Income Growth	Expenditures 9.8% Pop. Growth ('95-'00 rate)	Expenditures 15.9% Pop. Growth (Claritas)	Expenditures 19.3% Pop. Growth ('90-'00 rate)
Food and Drink	\$43,796	\$53,284	\$58,505	\$61,756	\$63,567
Miscellaneous Personal Items	\$4,356	\$5,299	\$5,818	\$6,141	\$6,321
Household Equipment	\$12,125	\$14,751	\$16,196	\$17,096	\$17,597
Apparel	\$12,582	\$15,307	\$16,807	\$17,740	\$18,261
Entertainment	\$11,474	\$13,959	\$15,326	\$16,178	\$16,653
Shelter and Related Expenses	\$3,136	\$3,815	\$4,188	\$4,421	\$4,551
Transportation Expenses	\$12,086	\$14,704	\$16,144	\$17,041	\$17,541
Health Care	\$5,031	\$6,120	\$6,719	\$7,093	\$7,301
Total Trade Area	\$152,853	\$185,969	\$204,193	\$215,538	\$221,861

In order to determine the types of retail categories for which there may be unmet demand, a retail leakage analysis was completed. This analysis considers the disparity between actual retail sales within the market and aggregate annual household expenditures. If annual household expenditures exceed total retail sales, this indicates that trade area residents are spending a portion of their money outside of the immediate market. This phenomenon is termed "leakage". Conversely, if annual household expenditures are less than total retail sales, this indicates that the community is benefiting from expenditures made by persons visiting the trade area, or "importing" retail sales.

Based on an analysis of expenditures and historical sales activity, it appears that despite Cañon City's position as a tourist destination, the City experiences leakage across several retail categories including personal items, apparel, movies and other admissions events, electronic equipment and reading materials, and automotive maintenance and supplies (see Table 15 below).

Were the City to establish an effective tenanting strategy for downtown, it is reasonable to assume that they could recapture a significant share of this lost sales revenue. Such a strategy would require targeting those niche opportunities whose dollars are leaving the market, and working with downtown property and store owners to solicit interest from business owners in filling these niches. If Beyond Trade Area capture were elevated to 10-40% beyond basic trade area sales, and 5% of the existing leakage could be recaptured, total retail sales could essentially be doubled. These figures are summarized below in Table 15.



**Table 15**  
**Leakage Recapture and Beyond Trade Area Capture Scenarios**

(Thousands)	2005 Sales	5%	Expend.	Expend.	Expend.
	Beyond TA	Leakage	at 9.8%	at 15.3%	at 19.3%
			Growth	Growth	Growth
Category:	10-40%	Recapture			
	(Leland est.)	Estimate			
Food and Drink	\$8,544	\$1,094	\$68,143	\$71,394	\$73,205
Miscellaneous Personal Items	\$971	\$108	\$6,897	\$7,220	\$7,400
Household Equipment	\$2,233	\$303	\$18,732	\$19,632	\$20,133
Apparel	\$2,459	\$314	\$19,580	\$20,513	\$21,034
Entertainment	\$2,212	\$286	\$17,824	\$18,676	\$19,151
Shelter and Related Expenses	\$624	\$78	\$4,890	\$5,123	\$5,253
Transportation Expenses	\$2,545	\$302	\$18,991	\$19,888	\$20,388
Health Care	\$1,001	\$125	\$7,845	\$8,219	\$8,427
Total Trade Area	\$30,043	\$3,821	\$238,057	\$249,402	\$255,725

Using industry standard average sales per square foot, Table 16 estimates square footage requirements for the three estimated growth scenarios, including outside trade area capture and leakage recapture estimates. Thus, total potential sales, including income/population growth, outside trade area capture, and leakage recapture, are divided by average sales per square foot to yield an estimate of square footage requirements.

**Table 16**  
**Retail Square Footage Estimates at Three Growth Estimates**

	--Square footage Figures in thousands --			
	Sales per	Square footage	Square footage	Square footage
	Square Foot	at 9.8% Growth	at 15.3% Growth	at 19.3% Growth
Category:				
Food and Drink	\$276	246.89	258.67	265.24
Miscellaneous Personal Items	\$220	31.35	32.82	33.64
Household Equipment	\$163	114.92	120.44	123.52
Apparel	\$182	107.58	112.71	115.57
Entertainment	\$155	114.99	120.49	123.55
Shelter and Related Expenses	\$140	34.93	36.59	37.52
Transportation Expenses	\$200	94.96	99.44	101.94
Health Care	\$225	34.87	36.53	37.45
Total Additional Trade Area		780.49	817.69	838.43

While the above analyses are admittedly speculative, the point is that with careful analysis of potentially underserved markets, there could be a need for an additional 780,000 to 838,000 square feet of retail space in the near future. The first step in actualizing this level of economic activity is a careful market analysis of potential new market areas.

It should be noted, however, that the estimates of supportable space will far exceed new development. Stores within retail categories have specific siting criteria which must be met in order to obtain bank financing for a new business enterprise. These criteria generally fall within the categories of: numbers of households, traffic counts, and income. When market conditions fall short of the criteria thresholds established by stores within these categories, the rate at which new businesses are formed slows. Table 17, which follows, presents a summary of siting criteria by select stores.

**Table 17**  
**Citing Criteria Among Select Retailers in 2001**

Store	Traffic Counts	Population	Median Income
Blimpie Subs & Salads	20,000 cars	30,000 (3mi)	
Bargain Brakes		50,000 (3mi)	\$35,000 (3mi)
Bare Necessities (women's clothes)		100,000 (5mi)	\$50,000 avg
Babies R Us	30,000 cars	400,000	\$40,000
Auto Zone		15,000	<\$45,000
Applebees		50,000	\$25-30,000
A.C. Moore (crafts)		150,000 (5mi)	\$40,000 avg (5mi)
99 cent Only Stores	35,000 cars	30,000 (1 mi)	\$35,000 (1mi)
Chili's		150,000 (5mi)	\$35,000

Source: Crittenden Research, Inc. and Leland Consulting Group.

As stated in the City's *2001 Main Street Application*, "It is generally agreed that a healthy downtown will set the tone for future growth, quality-of-life, and commitments from future employers in the community." The *2001 Main Street Application* was Cañon City's downtown synopsis and proposal for resources to be managed under the direction of the Main Street USA organization on behalf of the community. For specific recommendations regarding revitalization of Cañon City's downtown core, and its role as an economic development catalyst for the community and region, see the Downtown Element of this Comprehensive Plan.

# AFTERWORD

The future of Cañon City will be nothing short of the physical affects of the decisions and indecisions made today as growth, development, and redevelopment continue to change the community.

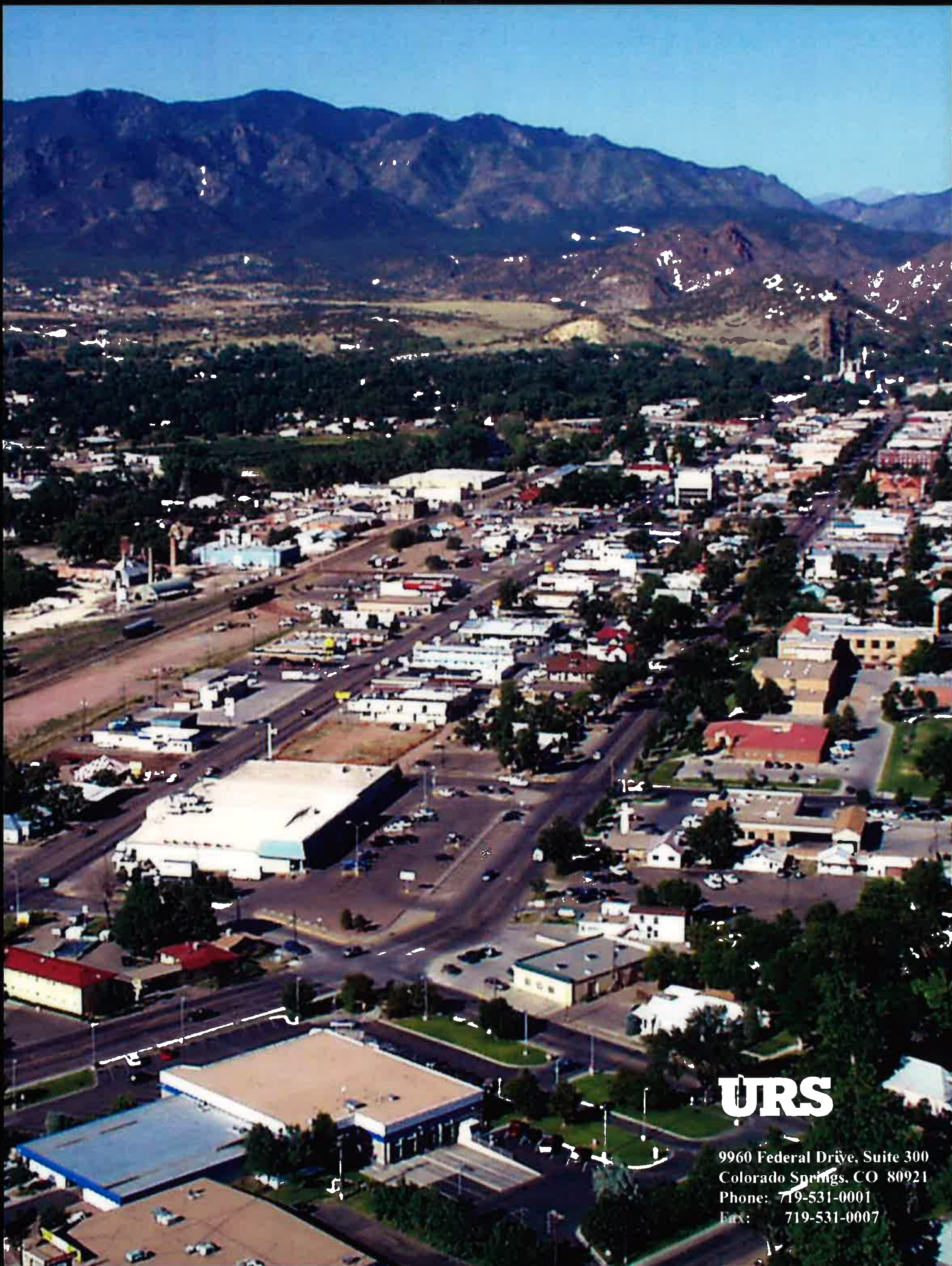
Located in the eastern Rocky Mountains, Cañon City has emerged from its roots as home to Native Americans, a supply town for mining operations, and site of the Territorial Prison, to become a city of 16,000 citizens facing growth pressures common to Front Range cities. The pace of our 21st century life-styles heightens the tension among competing interests as they vie for land use, development, redevelopment, and transportation as Cañon City redefines itself. Coordinating many projects and efforts -- both large and small -- to grow Cañon City with quality is complex, no doubt. It is also both possible and essential.

The discussions held with the community throughout this process focused on common themes. Cañon City location, natural beauty, and historic buildings are cherished. Concurrently, there is a strong desire to expand employment opportunities, improve the transportation system, and provide a more varied housing stock. In the course of accommodating these desires, there is also an opportunity to reinforce Cañon City's sense of community through revitalizing the downtown; establishing more recreational opportunities, events, and festivals; and connecting the community together through a continuous system of parks and trails.

The future of Cañon City will be nothing short of the physical affects of the decisions and indecisions made today as growth, development, and redevelopment continue to change the community. The policies in this Plan are a tool to help make the community dreams a reality. The true test of their effectiveness lies with the citizens and government of Cañon City to use this tool to make individual decisions that collectively implement the vision.







**URS**

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