



US 50 Corridor Plan

Cañon City, Colorado

June 2015



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In Memoriam:

In memory of Councilman Kevin Ditmore who helped to spearhead this planning effort, and was involved until his death in January 2015.

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Chapter 1: Project Purpose and Process

HOW THIS DOCUMENT IS ORGANIZED

This plan is organized in four chapters:

1. Project Purpose and Process
2. Analysis of Context
3. Strategy
4. Implementation Framework

In addition, supporting appendices are available as separate documents and include:

- A. Kick-off Meeting Stakeholder Meeting Notes
- B. Analysis (Public Meeting Presentation, Meeting Notes, and Improvement to Land Value Maps)
- C. Alternatives (Public Meeting Presentation, Meeting Notes, and Evaluation Matrix)
- D. CDOT Materials: Materials sent to CDOT (Colorado Department of Transportation) for review

PURPOSE

The purpose of the US Highway 50 Corridor Plan (the “Corridor Plan,” the “Plan,” or the “Study”) is to create a concept plan for public realm improvements – including multi-modal transportation and other infrastructure – for the US Highway 50 (US 50) Corridor through Cañon City, as well as private realm strategies to support economic vitality, property reinvestment/redevelopment, and the creation of a unique place along the corridor.

GOALS

Goals of the plan, established by the City of Cañon City, include:

- A. Improve the traveling experience in the City;
- B. Establish a community identity;
- C. Improve the aesthetics of the corridor;
- D. Improve the safety of the traveling public;
- E. Improve the connectivity to pedestrian pathways and bicycle facilities;
- F. Improve the street infrastructure and drainage facilities within the corridor;
- G. Improve the development and re-development process along the corridor;
- H. Allow appropriate design and zoning flexibility to promote the desired development;
- I. Stimulate economic growth along the corridor;
- J. Improve property values along the corridor;
- K. Minimize costs and maximize money spent on improvements within the corridor.

It is important to note that neither this planning process nor this plan document itself will immediately accomplish every goal noted above. Rather this planning process and the resultant plan document are intended to provide a blueprint – or work plan – for 20 plus years of implementation, such that all the above listed goals can come to fruition for the City over time.

CITY-WIDE VISION

A City-wide visioning process occurred in 2013-2014. That process and resulting document (Cañon City Vision—Final Report, April 2014) included an adopted brand of “Gateway to the Authentic West.”

City-Wide Vision Statement

Cañon City is the Gateway to the Authentic West for vacationers, tourists, conventioneers, retirees, and recreational aficionados. Cañon City is a true western destination, including a strong downtown with real western culture, food, and high quality merchandise. The community is a wealth of opportunity, including The Royal Gorge Railway, the Royal Gorge Bridge and Park, and all of the authentic recreational opportunities in the region, with Cañon City the gateway of it all. Cañon City is all about lifestyle, education, arts, culture and recreation epitomizing the lifestyle of the Rocky Mountain West.

Cañon City brings together all of the attributes of the region into one location with a visitor’s center that becomes the visitor’s passport to the authentic western experience. Cañon City has an educational focus towards the unique history of the community and the region, including western history and culture, western food and art, and the rich heritage of the area in paleontology and agriculture.

Prosperity and growth of the community begins with a strong Downtown Core, complimented by the re-creation of a walkable Main Street, the creation of a historic downtown hotel and a vibrant commercial base of shops and restaurants that support the Cañon City experience. The Downtown focus is complimented by a longer term goal of developing a destination resort community at the City owned land adjacent to the Royal Gorge.

Ultimately, Cañon City thrives on economic development including the recruitment of Western centric businesses, restaurants and shops to support and enhance the economic base of the community, and provide jobs for the residents who live there.

US 50 CORRIDOR PLAN GUIDING PRINCIPLE AND VISION STATEMENT

US 50 Corridor Plan Guiding Principle

A guiding principle of the US 50 Corridor Plan process was to develop recommendations for the corridor that help support the city-wide visioning process. Cañon City is a “Gateway Community” to regional activities in and near Fremont County, with US 50 being the City’s “front door” for residents and visitors alike.

US 50 Corridor Plan Vision Statement

A simple vision statement developed specifically for the US 50 corridor, extrapolated from the Plan’s project goals and informed by the City-wide brand is:

US 50 Corridor Plan Vision Statement

As Cañon City is the “Gateway to the Authentic West,” then US 50 is the front door and must support the City-wide goals through conscious decisions on design, mobility, and maintenance along the corridor.

STUDY AREA

The Study Area includes US 50 from the east to west City limits and approximately 500' on either side of the road right-of-way. The Study Area is approximately 6.4 miles long.

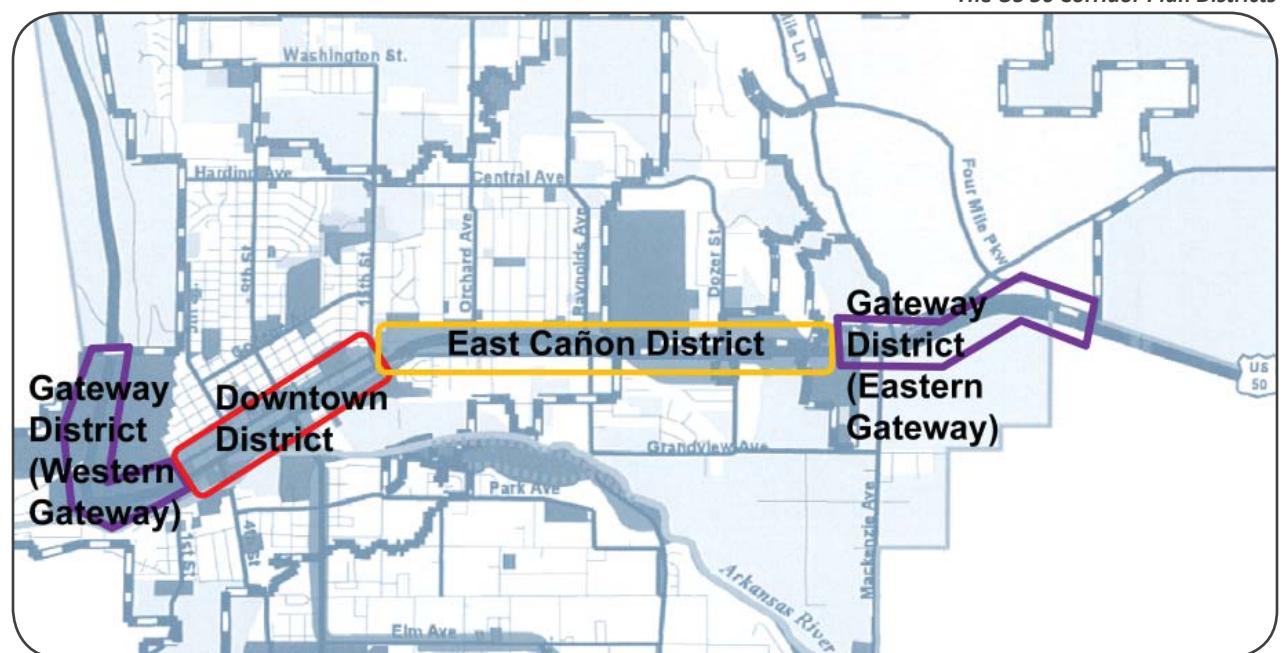
There are three definitive geographic zones along the length of the Study Area. These are:

1. **Gateway Districts:** Including both East and West Gateways, generally from City limits to Four Mile Creek on the east (1.7 miles in length) and from City limits to 1st Street on the west (approximately 1.2 miles in length);

2. **East Cañon District:** From 15th Street east to Four Mile Creek (approximately 2.3 miles in length); and
3. **Downtown District.** This Plan recommends that Downtown be redefined as follows: 1st Street to 15th Street (approximately 1.2 miles in length), including the parcels that abut the intersections with US 50 from east to west. Downtown’s north and south boundaries are from Macon Avenue (and also including the County offices and other public properties to the north of Macon Avenue) to the Arkansas River.

US 50 is locally known as Royal Gorge Boulevard (RGB) from 1st to 16th streets in Cañon City.

The US 50 Corridor Plan Districts



FOCUS

As noted in the project goals, one of the priorities of the Corridor Plan is to not only improve the aesthetics and transportation conditions of the roadway itself, but also to identify and address any potential barriers to reinvestment and redevelopment for privately-owned property along the corridor.

To accomplish that goal, the Plan examines not only the “public realm” of the roadway (including the full right-of-way, auto travel lanes, sidewalks, landscaping, etc.) but also the “private realm” (private property abutting or adjacent to the roadway).

The Corridor Plan focused approximately 65% of its effort on public realm mobility and placemaking recommendations, and approximately 35% on private realm placemaking.

PLANNING HORIZON

The planning horizon for the Corridor Plan is 20-25 years. Except where otherwise noted, the conceptual ideas and strategies proposed in this Plan are to be implemented over that long-term planning horizon through a phased approach.

PROCESS

Staff

City staff from Engineering, Community Development, and the City Administrator’s office participated in the process as part of a closely coordinated city-consultant project team. In addition, a City Council District 2 representative was integrally involved.

Project Team

The plan was initiated and paid for by the City of Cañon City. The City worked with a consultant team that included Entelechy and Wilson & Company (The Team) to complete the Plan.

Project Timeline

The corridor planning process began in August of 2014 and was completed in June of 2015.

Colorado Department of Transportation (CDOT) Coordination

Two meetings with CDOT Region 2 representatives were held during the Corridor Plan process:

- A project kick-off meeting in August 12, 2014; and
- A second meeting to present the alternatives to a larger CDOT contingent on October 29, 2014.
- CDOT completed a review of the full draft document in April/May, 2015.

Two conference calls were also held with CDOT representatives, focused on signage and wayfinding strategies.

A formal memorandum and exhibits of the Plan’s preferred direction was sent to CDOT for thorough review and comment during December 2014 and January 2015. Comments were received from CDOT on January 30th, 2015, with some comments being addressed in this “concept planning” phase of the study. Remaining comments will be addressed during a future phase(s) in which more detailed analysis and design of the preferred concepts will be undertaken.



Meeting with CDOT representatives in September 2014

Stakeholder Meetings

A series of stakeholder interviews were held in August and October 2014 to obtain input into the planning process and on alternatives presented.

Three stakeholder meetings were held in each month, organized by the three Study Area sub-districts.

Stakeholders included property and business owners and agency representation such as the Chamber of Commerce, Fremont County Economic Development Council, and the Downtown Merchants Association. Anywhere from four to 20 attendees participated per meeting.



Stakeholder meeting held in August 2014

The Team asked participants three questions during the first meeting:

1. What is working well along the corridor?
2. What is not working well along the corridor?
3. At the end of this project, what does success look like?

The top three most prevalent comments heard in the first round of the stakeholder meetings were:

1. What is working well?: Vehicular traffic, so long as you are just going through town.
2. What is not working well?: Access to local businesses in East Cañon.
3. What does success look like?: Simplifying traffic movements, general clean up, improved aesthetics and regular maintenance, and better community identity.

Quote From Stakeholder

"The plan needs to move us away from an attitude of 'We've always done it this way' to 'It's time for change.'

The second round of stakeholder meetings included a presentation of various alternatives (see Appendix C) for the public realm and ideas for key redevelopment sites.

The top three most prevalent comments heard in round two of the stakeholder meetings were:

1. Remove the frontage roads;
2. Improve bike/ped environment; and
3. Drainage/water management is a big concern.

Stakeholder meeting held in August 2014



Community Engagement

Two public meetings were held in September and October of 2014. These public meetings were open to the entire community, were advertised in advance, were attended by a diverse cross-section of the community, and were reported on in local radio and print media.

The first public meeting provided an overview of the project and planning process and presentation of the analysis completed by the team. Interactive, small group "break-out" sessions then took place where the baseline analysis maps were available for comment.

The following is a summary of the three questions asked during break-out table discussions held during the first public meeting. Following are the most prevalent responses to each question.

Public meeting held in September 2014



Question # 1. Visioning Discussion: What does "Gateway to the Authentic West" mean to you in the context of the US 50 corridor?

The most common answers to this question were:

- Need for consistency in design
- Need for design guidelines
- Need for maintenance
- Need for better signage
- Don't become too modern looking

Question #2: Public Realm Mobility Discussion: What are the specific transportation connections (pedestrian, bicycle, transit, and/or vehicle) or other streetscape improvements (landscaping, lighting, etc.) that are most needed in the corridor?

The most common answers to this question were:

- Confusing intersections
- Improve bike/ped
- Dark highway

Question #3: Private Realm Economic Vitality Discussion:

1. What uses are most needed and/or most important along the corridor?
2. Where are locations for the potential redevelopment of new buildings?
3. What are some of the barriers to reinvestment and redevelopment along the Highway corridor?

The most common answers to these questions were:

- Clean up bad properties/negative image
- Provide riverfront housing
- Get more Downtown restaurants
- Provide better/consistent signage and gateways

The second public meeting held on October 29, 2014 included a presentation of numerous alternatives for the public realm. The alternatives were presented for the Downtown District and East Cañon districts. In addition, ideas for gateway and monument identification signage were presented. Ideas for strategic private realm redevelopment potentials were illustrated. Feedback on the materials presented was garnered during table break-out sessions.

Stakeholders discussing issues, August 2014



Generally the feedback at the second public meeting was overwhelming in favor of removing the frontage road in the East Cañon sub-district. There was less of a consensus regarding alternatives for modification to US 50 in the downtown sub-district. Participants still regularly mentioned the importance of improvements for pedestrians and bicycles, to wayfinding and signage, placemaking, and overall safety.

Public meeting held in September 2014



Moving Toward a Preferred Direction

After the October meetings, a preferred direction for mobility improvements and placemaking signage was identified by the City. These recommendations were then sent to CDOT Region 2 staff for their review and comment in December 2014. CDOT provided comments on the preferred direction items in January 2015. The team then developed recommendations on private realm regulatory modifications to complement the preferred direction for the public realm; and provided an overview of development opportunities along or adjacent to the Study Area. Lastly, the team developed a phased implementation framework for priority recommendations of the Study.

Planning Commission and City Council

A public hearing took place in July, 2015 to present the final plan to the Planning Commission. Planning Commission recommended adoption of the Plan to City Council.

City Council adopted the Plan in August, 2015.

Public meeting held in October 2014



Chapter 2: Analysis of Context

OVERVIEW

The existing context provides an understanding of what is happening at the time the Plan is completed in terms of the physical, regulatory, and policy environment from which to make recommendations.

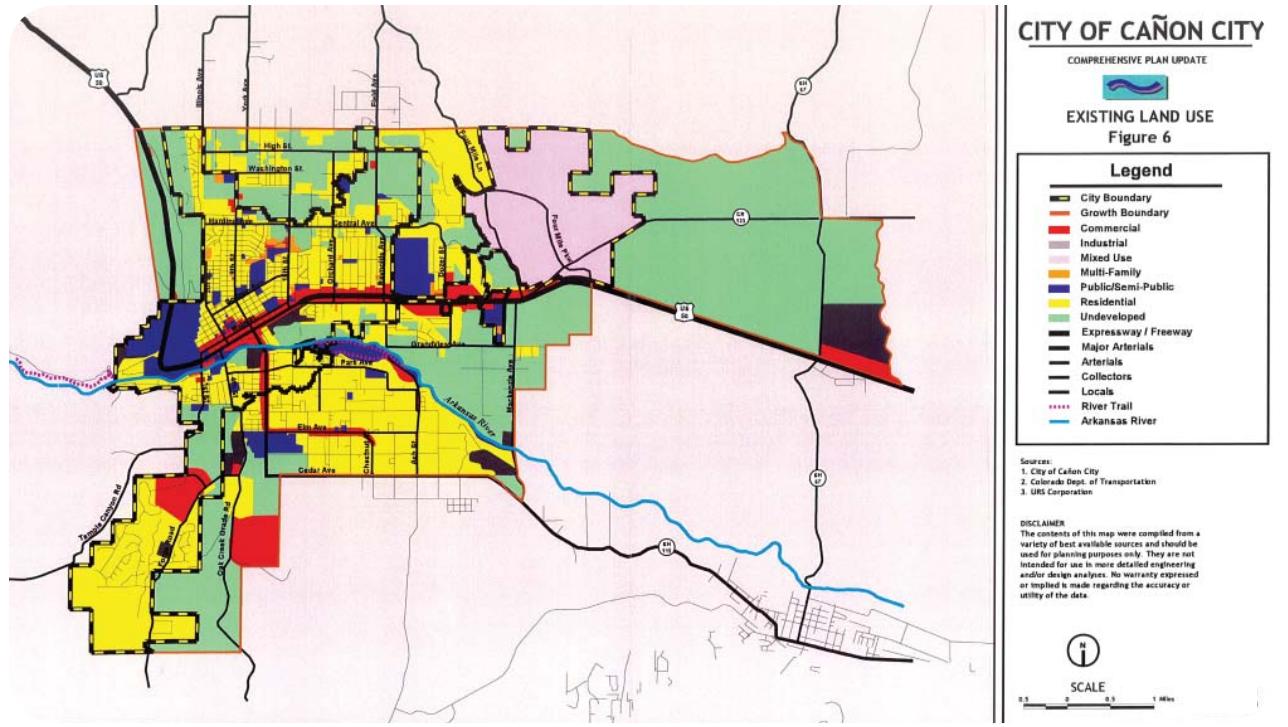
EXISTING RELEVANT PLAN: DOWNTOWN STRATEGIC PLAN

The Downtown Strategic Plan (DSP) was completed in 2012. The Downtown Strategic Plan identifies nine overall strategies, and various recommendations that are generally in sync with the recommendations of this Plan, including the importance of downtown housing, creating a strong sense of identity, and a strong pedestrian realm. The one critical difference is that this US 50 Corridor Plan clearly identifies the need for Downtown to be defined as crossing US 50 and extending to the Arkansas River.

PRIVATE REALM

Land Use

The City's Comprehensive Plan was last updated in 2001. The land use map from the Comprehensive Plan document illustrates that nearly all land use designations within the Study Area are Commercial, with some Public/Semi-Public, notably the state owned lands in and around the prison site. The Comprehensive Plan speaks to the importance of a successful downtown: "A viable downtown infrastructure is essential to economic development in the whole area."



Zoning

There are 12 total zone districts within the City. Most of the zoning in the Study Area is either C-General Commercial, or CB-Central Business District Commercial; the majority is zoned C. There are a few parcels that are OPR-Open Space District (namely Veteran's Park in the Downtown Core, a park at 9th Street and Royal Gorge Boulevard (RGB) (US 50 from 15th to 1st Streets), and a parcel north of US 50 near Four Mile Creek). Finally, a Transitional Mixed-Use Overlay Zone (TMU) is in place over various properties

along US 50, primarily in the East Cañon District. A summary of the three districts is as follows.

C District—General Commercial:

"The C District is intended to provide for a wide range of retail sales and service establishments, a full range of wholesale facilities and includes opportunities for a variety of comparative shoppers' goods. This district is meant to serve both long and short term needs of Cañon City as well as surrounding communities and the tourist trade."

- Uses: Provides for multi-family housing but no new single family or two-family units. Institutional uses to office, and light industry are allowed.
- Minimum lot size: 5,280 sf
- Min. frontage: 44'
- Max. height: 100', 55' within 100' of residential zone
- Setbacks:
 - Side and rear setbacks: 15' (can be 0' when commercial abuts commercial)
 - Min. front yard setback: 0' for commercial, 25'+ for residential

CB District—Central Business District:

"The CB District is intended to provide for a selective range of retail sales and services within the designated central business district, which includes opportunities for a variety of shoppers' goods and supportive services."

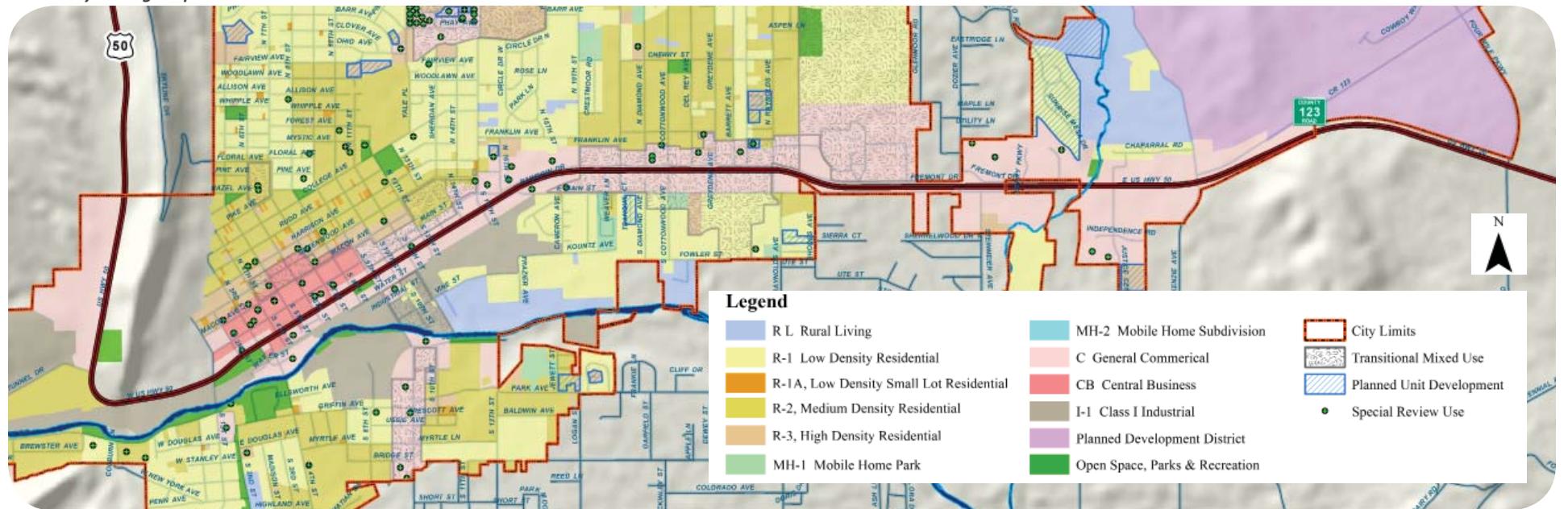
- Uses: Allows retail, office, institutional uses, second story residential, multi-family, no new single family.
- Commercial can have 100% lot coverage
- Max height: 100'
- Min. lot area: 5,280 sf
- Setbacks: 0' for commercial, greater when abutting a residential zone

TMU-Transitional Mixed-Use Overlay Zone:

The intent of this zone district is to allow for more development flexibility in certain areas of the City. This overlay zone was adopted in 2003.

- While the underlying zoning remains in place, the TMU Overlay allows for mixed use development or individual uses that may not be allowed in the underlying zone district(s). The Planning Commission reviews and approves TMU projects based on certain performance guidelines and design criteria that focuses on environmental impacts and planned integration of use(s) into the surrounding neighborhood.

Cañon City Zoning Map



I District—Class 1 Industrial Zone:

The intent of this zone district is to allow for nonoffensive types of industry, processing, assemblage and light manufacturing and attendant services.

- Uses: Allows retail, office, and nonoffensive industrial uses, no residential.
- Min. frontage: 100'
- Min. lot area: 10,000 sf
- Setbacks: 25' front yard, other setbacks vary dependent upon what it is abutting.

Gateways

The Eastern Gateway continues to be General Commercial Zoning. The Western Gateway includes a mix of General Commercial, Industrial, Open Space zone districts, as well as a low density residential development pattern (zoned Medium Density Residential).

East Cañon

The East Cañon District is all General Commercial, with some county lands abutting US 50 and therefore not within City zoning.

Downtown

Downtown District is primarily General Commercial, with some Central Business District along 4th Street. It also includes a small amount of I-Industrial around 1st Street, and Open Space including Veteran's Park and Depot Park.

Improvement to Land Value Ratio

Improvement to Land Value ratio (I/LV ratio) is a review of the ratio of the value of the improvements on a parcel to the value of the land. I/LV ratio can provide an overview of possible areas or parcels that might be ripe for redevelopment/development. Typically an improvement to land value ratio of less than or equal to 1.0, meaning that the value of the improvements were less than or equal to the value of the land, is a very good indicator of a parcel that would be ripe for redevelopment/development, or has a higher propensity for change in the short- to mid-term. Sometimes a low I/LV ratio simply means a parcel has never been developed, or has vacant buildings. A parcel with a I/LV ratio greater than or equal to 2.0 typically indicates a parcel that is not likely to change in the short- or mid-term as it has a very high improvements value in relation to the land value. This analysis had some missing data, namely where publicly owned lands exist. With the data that was available, the following conclusions are drawn.

Improvement to Land Value Maps are found in Appendix B.

Gateways

Eastern Gateway

Nearly all is < to a 1.0 I/LV ratio. Most of this land is vacant.

Western Gateway

Most data is missing here and therefore no conclusions can be made.

East Cañon

From 15th Street to Raynolds Avenue approximately 50% of the land area has a I/LV ratio < 1.0. East of Raynolds, this drops to approximately 25%.

Downtown

Within Downtown, about 50% of the parcels have a I/LV ratio < 1.0. These were more prevalent east of 8th Street and also south of RGB.

Vacant Parcels

Vacant parcels may illustrate an opportunity for shorter term redevelopment, for locations to cluster new investment and revitalization.

Gateways

Eastern Gateway

- There are several vacant sites along the Eastern Gateway, some within the County. They vary in size from less than one acre to well over 20 acres.

Western Gateway

- A majority of the Western Gateway is also vacant, namely due to significant topography in and around the Hogback. While not totally vacant, the approximately 12 acre decommissioned Black Hills power plant site is currently severely underutilized.

East Cañon

- West of Raynolds Avenue: A 2.4 acre parcel.
- East of Raynolds Avenue: Several vacant parcels typically over 4 acres in size, many with very deep lots. These are typically between Raynolds Avenue and Dozier Avenue.

- Miscellaneous parcels along the length of the East Cañon District not immediately abutting US 50 (e.g. could be separated by rail line), some over one acre in size.

Downtown

- There are three parcels, between 7,500-13,000 sf in size, that are vacant abutting RGB.
- There are seven parcels within 1 block that are vacant, and a few larger sites to the south closer to the railroad corridor and Arkansas River.

Ownership

The following is a summary of ownership patterns in the three districts:

Gateways

- Western Gateway is almost all publicly owned, either state, county, local, or utility
- Eastern Gateway is almost exclusively privately owned except for the government facility area on Justice Center Road.

East Cañon

- All Privately owned

Downtown

- Privately owned, five city-owned parcels (including Veterans Park and City Hall)

Parcel Size

Parcel size can influence how an area develops or redevelops. Often, very small parcel sizes impede redevelopment unless consolidation occurs.

Gateways

Eastern Gateway

- Parcels are approximately one to six acres, some larger.

Western Gateway

- Larger several acre sized parcels exist.

East Cañon

- From 15th Street to Raynolds Avenue: parcels are generally anywhere from a third of an acre to just under four acres in size.
- East of Raynolds Avenue: parcels are generally anywhere from just under an acre to more than 20 acres in size.

Downtown

- Mostly smaller parcels of 30-70' frontage by 125' deep.
- Banks, motels or public uses – larger frontage of around 200' and up to typical block width of 255'.
- Generally smaller frontage 1st to 9th Streets, larger frontage 9th to 15th Streets.
- The typical smaller parcels found in a downtown may make redevelopment more difficult.

Built Environment

The built environment within the Study Area varies depending on the district.

Gateways

Western Gateway

There are not many buildings within the Western Gateway, at least any that are near the highway. The Pueblo Community College building is set back at least

500', with landscaping and topography in the "front yard," making the building difficult to see from US 50. The City's Water Treatment Plant holding tanks are on the west side of US 50. CDOT has maintenance sheds on the side as one turns the bend into Downtown.

Image of Western Gateway



Image of Eastern Gateway





Image of East Cañon

Flanking US 50 to the north as you near the Downtown gateway (versus City-wide gateway) at 1st Street is the Colorado Territorial Correctional Facility (CTCF). The CTCF is set back from the street, with a mix of concrete panel security fencing, historic stacked stone walls, and modest security/entry facilities as a front door. To the south is the Black Hills Power plant site. The infrastructure and historic building on this site were torn down during the time of this Study.

Eastern Gateway

Here buildings vary from government facilities that turn their back on the street, to new hotels, strip malls, big box stores, and a potpourri of older homes, storage sheds and mom and pop commercial stores.

East Cañon

Vehicular-oriented development patterns exist along a majority of this District—in the form of larger

convenience stores, groceries, or newer pad and box development. Smaller buildings are typically found west of Raynolds Avenue and larger buildings east of this street.

Downtown

Within Downtown, primarily between 5th and 8th Streets and on the north side of the street, there are typical inline or “main street” building patterns. Buildings are built up to the right-of-way, with zero side setbacks and little to no off street parking on individual sites. This is typical of a main street environment. A more authentic and extensive main street environment exists one block to the north on Main Street, where buildings extend to the right of way to create a typical “outdoor room” (buildings that are typically placed on the right of way and tall enough in relationship to the width of the street to create enclosure) to that is successful for downtowns.

A historic district, currently undefined, encompasses

Image of Downtown. One of the rare instances where buildings on both sides of the street help form an “outdoor room.”



many of the buildings on Main Street and a handful reaching to RGB. The buildings that remain along RGB that appear to be greater than 50 years old are primarily lower intensity residential structures, either single family detached homes or low unit count multi-family structures now being used for either residential or commercial uses. Some of the notable potentially historic structures include the Chamber of Commerce Building at 403 Royal Gorge Boulevard, the (previous)

Image of Downtown at 1st Street looking east



Image of Downtown looking west



Dinosaur Depot Museum and Royal Gorge Welcome Center at 330 Royal Gorge Boulevard, and Royal Gorge Regional Museum and History Center the (previous City Hall building) at 612 Royal Gorge Boulevard.

Patterns begin to transition on the south side of RGB in the Downtown Core with newer development patterns being vehicular-oriented with large setbacks and parking in front of the buildings. This vehicular-oriented development pattern continues more predominately as one travels east in the Downtown District along RGB. A few mid-century motels further the vehicular-oriented development pattern.

Along RBG, development is mostly one to two stories within the Downtown Core (from 1st Street to 9th Street). The Sunflower Bank building is a rare six stories.

Development Potential/On-The-Board Projects

Development Potential

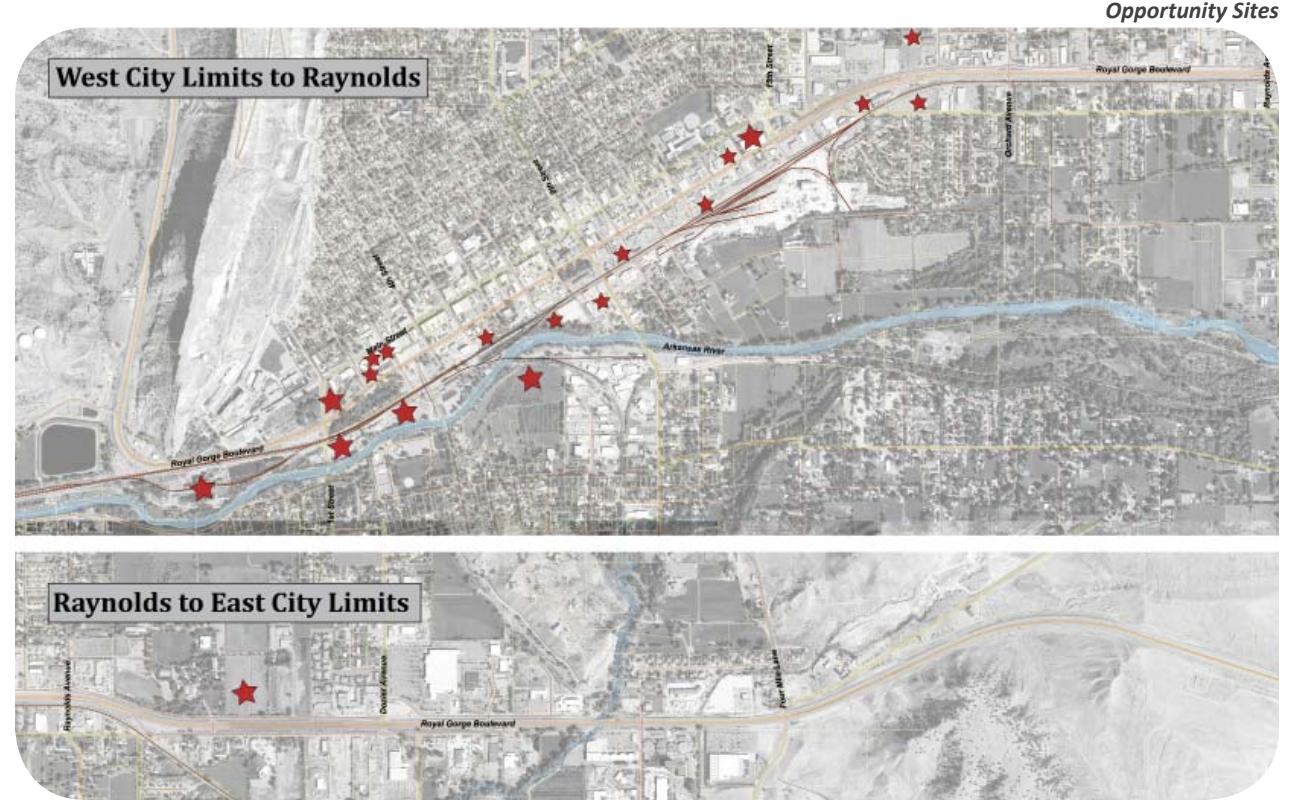
Opportunity sites are those parcels where there is a strategic opportunity for redevelopment to occur. In the Team's experience, key criteria that define good opportunity sites for potential redevelopment include:

- Publicly owned
- Surplus land
- Part of a facilities development plan
- Privately owned
- Motivated / distressed seller
- Family ownership wanting a legacy project
- Public-private partnership

- In-kind incentives
- Direct financial subsidy
- Value proposition
 - Financial (price vs. potential, low land-to-improvement value ratio)
 - Intrinsic (proximity, visibility, infrastructure, etc.)
 - Intangible (historic, etc.)

Below is a list of what the Team believes are the potential opportunity sites along US 50 (see adjacent graphic):

- Decommissioned power plant site
- Riverfront area south of RGB
- Restaurant site at northeast corner of 1st Street and RGB
- Safeway site at 15th Street
- The Abbey property north of Fremont Dr.



- Underutilized surface parking lots throughout the corridor
- Vacant parcels
- Underutilized parcels as defined with a low improvement to land value ratio
- (Abutting the Study Area) The largely under-utilized Colorado Quarries and Tezak Brick plant (where iconic buildings and structures should be saved)

Key challenges in the development of these and other sites includes:

- The existing aesthetic and operational conditions of US 50 are reducing property values and are a major impediment to economic development and real estate redevelopment. Currently the US 50 corridor has a low (or negative) "return on investment" (ROI), in that the sunk capital costs and ongoing operating and maintenance costs do not generate private-sector economic activity adequate to justify those costs.
- Some stakeholders report that existing planning policies, zoning regulations, development standards, and/or the entitlement process create what they perceive to be unnecessary barriers to redevelopment.
- As is common in small to mid-sized cities with less "churn" in the real estate market, some stakeholders report that many prime redevelopment parcels are currently owned by legacy owners, many of whom have an unrealistic expectation of market value for their property. As a result, many of these properties remain "locked up" by an owner who doesn't have the technical and/or financial capacity to redevelop the property (or sometimes even maintain the exist-

ing buildings and site improvements), but who also won't sell it at fair market value to another owner or developer who is willing to maintain or redevelop the property to a higher and better use.

On-The-Board Projects

On-the-board projects include both private development and public improvement projects that are underway, or will be underway during the planning process. These projects may be outside of the Study Area boundaries, but have the potential to affect the outcome of recommendations made herein.

For some of the potential development sites listed above, various proposals have been discussed at a very preliminary stage, but there are no development applications moving through the entitlements process at this time; therefore it would be premature to discuss these proposals in this report. To our knowledge, there are currently no major building renovations/expansions or real estate redevelopment projects under construction.



Main Street improvements

Current projects include:

- A study is currently underway to look at expanded uses and/or new development in the Royal Gorge area. That study is in the early phases and no analysis or recommendations are available at this time.
- A "road diet" to reduce Main Street from three lanes to two lanes. This capital project includes widened sidewalks, enhanced crossings with corner bulb-outs, additional pedestrian-scaled landscaping/lighting, and other improvements. This project is planned for eight blocks running from 1st to 9th streets, as well as by the middle school between 9th and 15th streets.
- A preliminary scheme was developed by the City to change how some north-south numbered streets in Downtown tie-in with RGB. These included conversion of some streets to one-way operations, addition of cul-de-sacs, corner bulb-outs, and medians on RGB (that may be wide enough to support pedestrian refuges).



Main Street improvements

- Additional trails are planned/under construction in and near the Hogback area at the west edge of Downtown.
- A CDOT overlay and ADA improvement project along US 50 from 1st Street to Dozier Avenue began in fall of 2014 and is expected to be complete summer 2015. This encompasses both Downtown and East Cañon Districts.
- The City received a grant for improvements to sidewalks along Fremont Dr. in the East Cañon District
- The City received a grant to further study and design pedestrian connections across US 50, specifically in Downtown.
- The Eastern Fremont County Trail, Open Space and River Corridor Master Plan is being completed, which will include recommendations on bicycle facilities.

PUBLIC REALM

Mobility

Pedestrian

With the important exceptions of Main Street in Downtown and the Arkansas Riverwalk multi-use trail paralleling US 50 itself, the quality of pedestrian infrastructure along the US 50 corridor is generally poor. Walking conditions range from uninviting to inhospitable and the corridor as a whole provides a low-quality level of service for pedestrians.

Key challenges include:

- Downtown:
 - Where sidewalks exist, they are generally narrow with no buffer/separation from fast moving traffic.

- There are limited signalized pedestrian crossings providing direct access to key destinations, so pedestrians are either forced to travel out of the way to a signalized intersection or cross at unsignalized locations including mid-block.
- East Cañon and Gateway Districts:
 - Sidewalks are discontinuous and in some cases non-existent.
 - Free right-turn slip lanes (with non-compound turning radii) are common.

- Pedestrian crossings along US 50 are limited. Where pedestrian crossings exist, the crossing distance itself is over 100' (not including frontage roads).
- All Districts:
 - Numerous curb cuts and apparently unenforced parking violations (people parking in a private parking lot but a portion of the car juts into the public right-of-way over the sidewalk) compromise the utility of the pedestrian network.
 - Relative to auto volumes and land use context, posted speed limits appear to be too high and compromise pedestrian comfort.
 - There are limited corner bulb-outs, median refuges, or traffic-calming pedestrian amenities.
 - There is no pedestrian-scale lighting to properly light sidewalks; as a result pedestrian travel conditions at night are inhospitable.

Missing sidewalk link in Downtown



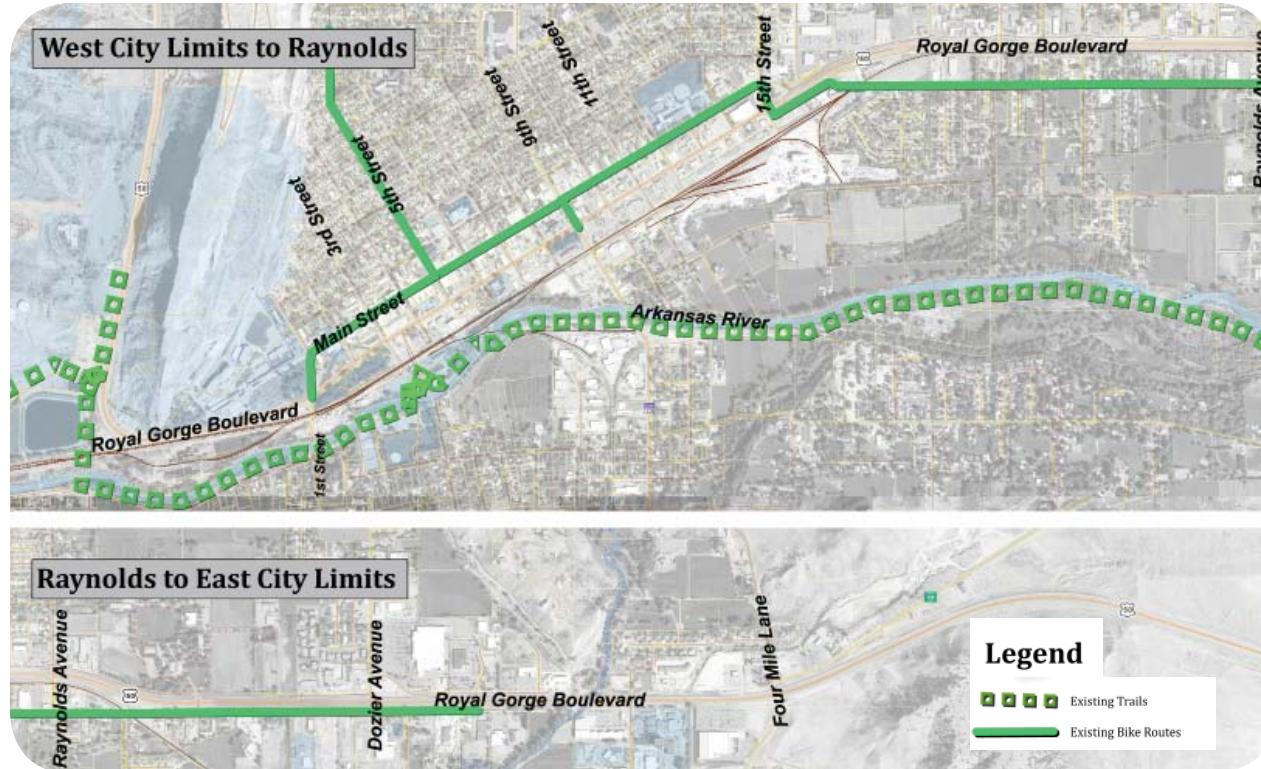
Bicycling

Similar to pedestrian infrastructure, bicycling infrastructure in the Study Area (and Cañon City generally) is extremely limited. Major existing facilities include:

- The River Walk is a multi-use trail (Class 1 facility) running for seven miles along the Arkansas River roughly between Tunnel Drive (at the mouth of the Royal Gorge) on the west and Mackenzie Avenue on the east.
- There is an existing striped bike lane (Class 2 facility) / signed route (Class 3 facility) running through Downtown on Main Street from 1st Street to 15th Street.

- There are several existing signed bike routes (Class 3 facility) within and along the study corridor, including along:
 - N. 5th Street (short segment)
 - S. 9th Street (short segment)
 - S. 15th Street (short connecting segment)
 - Rainbow Drive (short connecting segment)
 - E. Main Street

Existing Bike System



See Map on this page for locations of existing bike facilities.

The City has an advocate led proposed route plan that identifies a number of new bike routes, lanes and trails. Planned or proposed expansions to the bike network, from this work, in the study corridor include lanes or routes on the following streets:

- Hogback area (trails)
- N. and S. 3rd Streets

- N. 10th Street
- Harrison Avenue
- N. 15th Street
- Franklin Avenue
- Florence Street/Greydene Avenue
- N. and S. Raynolds Avenues
- Field Avenue
- CR 123

Key challenges include:

- The current limited bicycle facilities that exist within the City.
- The current advocacy group's recommendations often include redundant facilities. The On-the-board Eastern Fremont County Trail, Open Space and River Corridor Master Plan will provide a plan for a comprehensive yet not redundant network.
- Limited bike parking in the study corridor. The bike parking that does exist is often not in appropriate locations, is not secured, and isn't protected from the elements.

Public Transportation Network

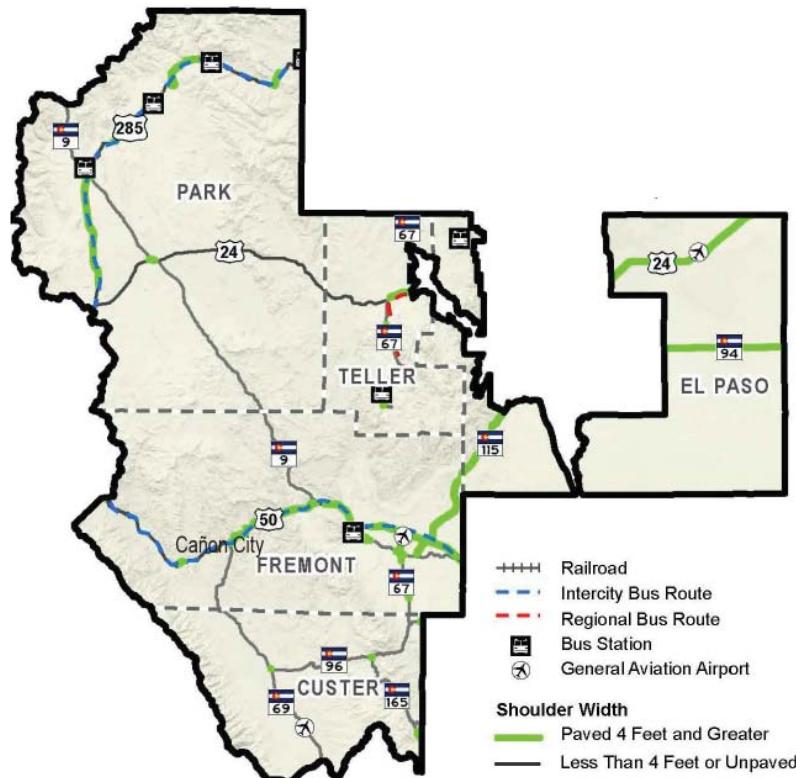
While there are several local and regional public transportation services serving the study corridor, public transportation options are extremely limited. For example, there is currently no local fixed-route public transit service in Cañon City. Major public transportation services are highlighted below, along with supplemental alternatives to private autos such as taxis and rental car options.

This information was provided by the 2035 and the 2040 Regional Transportation Plans, Central Front Range Transportation Planning Region.

Local Demand-Responsive Transit / Paratransit

- Golden Shuttle/Fremont County Transportation provides door-to-door service with 24-hour advance notice (although an attempt is made to provide on-

2040 Regional Transportation Plan, Central Front Range Transportation Planning Region



demand service in emergencies). Operates Monday through Friday from 9:00 AM until 4:00 PM. General public is welcome to ride, but primarily serves seniors (discounted senior fare) and disabled persons (all 8 buses are equipped with wheelchair lifts).

- Fremont County Headstart provides transportation via shuttle van to children and families enrolled in its programs.

Regional Fixed-Route Transit

- The Chaffee Shuttle provides bus service from Salida to Pueblo Monday through Friday with stops in Cotopaxi, Cañon City, Penrose and Pueblo West. The stop in Cañon City is Hank's Travel Plaza, which is located in the Downtown segment of the study corridor.
- Trailways/Black Hills Stage Lines provide regional bus service via an unstaffed stop at Royal Gorge Boulevard and 9th.
- Other regional fixed-route services are shown on the next page.

Taxis / Rental Cars

- Fremont County Cab provides taxi service throughout Fremont County and to nearby airports.
- Hertz and a few local car dealerships provide the option of car rental.

Key challenges include:

- Local public transportation options serving Cañon City generally, and study corridor specifically, are extremely limited.

- Many existing local services are focused on special populations (children, low-income, senior, or disabled populations).
- The Golden Shuttle which is available to the general public does not provide service that is convenient enough to attract choice riders (e.g. the service requires scheduling a trip 24 hours in advance except for emergencies).
- Based on analysis in the 2035 Regional Transportation Plan (where an analysis of transit exists) and the Team's observations, it would currently be cost prohibitive to expand local fixed-route transit service available to the general public. This is primarily because: 1) existing and planned densities are low, 2) major destinations are dispersed, and 3) existing and potential transportation funding resources that are being allocated to public transit in the region are not sufficient to fund major new service.

Roadway and Vehicles

Typical Section

The US 50/Royal Gorge Boulevard corridor is the main roadway providing east-west connections through Cañon City as well as the State of Colorado. Existing conditions will be discussed in the context of the three districts.

Gateway Districts

The Gateway districts are the entry/exit points to Cañon City. The roadway section in these areas transition from rural high speed highway to a more rural arterial feel. The typical section in the Gateway Districts transition from generally a 200' right of way (ROW) section with two 12' lanes in each direction with 4' and 10' paved



Image of Eastern Gateway



Image of Western Gateway

shoulders and a depressed median to an 88'-175' ROW section with two 12' lanes in each direction, a paved 6' outside shoulder and 15' paved median section. This area generally does not have curb and gutter and utilizes roadside ditches to convey stormwater flows.

East Cañon District

The East Cañon district transitions from a rural highway to rural arterial feel with the speed limits dropping from 55 miles per hour (MPH) to 35 MPH in this area. The roadway section becomes constrained as one moves through the district by the Burlington Northern Santa Fe (BNSF) rail road, Fremont Drive and East Main Street. Both Fremont Drive and East Main Street are frontage road systems paralleling US 50 in the corridor. The

Stormwater conveyance in the East Cañon District



Frontage road to US 50 relationship in the East Cañon District



ROW in the East Cañon District is generally 175' and encompasses the Fremont Drive and East Main Street where they are adjacent to US 50. In the area that US 50 is adjacent to the railroad, the highway ROW abuts the railroad ROW.

The typical roadway section in the district generally accounts for two 12' lanes in each direction, a 12' paved median (sometimes raised), and a 12' auxiliary lane in each direction. This area also primarily lacks curb and gutter and relies on roadside ditches to convey stormwater flows. In addition to the through highway lanes, the Fremont Drive frontage road has a general typical section of one 12' lane in each direction with left turn pockets. East of Dozier Avenue, a center turn lane also exists. East Main Street has a general typical section of 1-12' lane in each direction. East Main Street and Fremont Drive predominantly do not have curb or gutter and rely on the roadside ditches for stormwater conveyance.

Looking south at 9th and RGB



Downtown District

The downtown district changes to a very urban arterial type section with an 80' ROW typically. This district has two 12' lanes in each direction with a 12' center turn lane that provides unrestricted access. In addition the roadway section has curb and gutter on both sides as well as attached sidewalks that vary from 5'-8.5 feet throughout the corridor. The roadway is very constrained with adjacent development constructed up to the ROW in many locations.

Safety

Accident data obtained from CDOT was reviewed for the corridor to identify specific issues. The accident data from 2009 – 2013 indicates that 79 accidents occurred

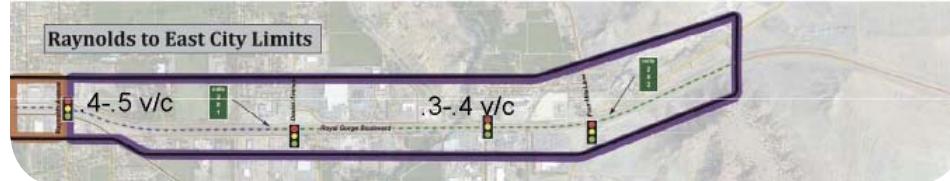
on US 50 within the city limits. Of those accidents, 40 were single vehicle accidents, 35 were multiple vehicle accidents and four involved more than two vehicles. The accident data also indicates a large proportion of the accidents were tied to the region's wildlife, with 33% of incidents reporting wild animals as a cause. Other notable factors include: 13% of accidents occurred under adverse weather conditions; 4 pedestrian accidents reported; 0 head on accidents reported; 0 bicycle accidents reported; and 23% of accidents were under night conditions in un-lighted sections of road. Areas that contain the most incidents relative to the amount of traffic are between the Soda Point Curve and 1st St and in the Greydene/ Raynolds Avenue area.

Traffic

Existing traffic data was compiled from CDOT sources and reviewed. The general traffic information obtained included current and projected Annual Average Daily Traffic (AADT) volumes, volume to capacity (V/C) and truck percentages throughout the corridor. Based upon the Team's analysis the volume to capacity (V/C) data indicates in general, that US 50 has sufficient capacity for the existing conditions and for the 20 year outlook condition as projected by CDOT.

Truck volume percentages in the corridor range from 5.9%-8.5% in the non-peak periods and lower truck usage in the peak hour traffic. This is indicative of generally consistent use of the corridor by truck traffic

Existing volume to capacity along US 50



CDOT 20 year projected volume to capacity along US 50



which is expected due to the nature of the highway classification. The truck percentages are generally in line with typical truck use of a highway corridor.

Gateways

The Eastern Gateway District has existing AADT values ranging from 15,000 to 17,000. The highest V/C ratios are from Raynolds Avenue to Dozier Avenue at 0.47. The 20 year V/C for the same area is 0.54.

The Western Gateway District has existing AADT values ranging from 8,200 to 11,000 with the highest expected increase in traffic counts being from Turner Dr to 1st Street. Traffic is expected to increase by 72% at the 20 year outlook, but even so, the V/C still remains under 0.6.

East Cañon

The East Cañon District (not including frontage roads) contains the highest AADT within the US 50 corridor. Values range from 15,000 to 20,000. From 16th Street to Raynolds Avenue, the V/C is 0.55 & the 20 year is 0.70, which is the highest within this District.

Downtown

The Downtown District has existing AADT values ranging from 11,000 to 19,000. The highest V/C ratios are from 3rd to 5th Streets (0.49) and 9th to 15th Streets (0.52). The same two sections will have 20 year V/C ratios of 0.72 and 0.69.

Speed

As noted above, the speed limits through the corridor range from 65 MPH in the Gateway sections to 30 MPH in the downtown section. The major speed change zones are as follows:

Gateways

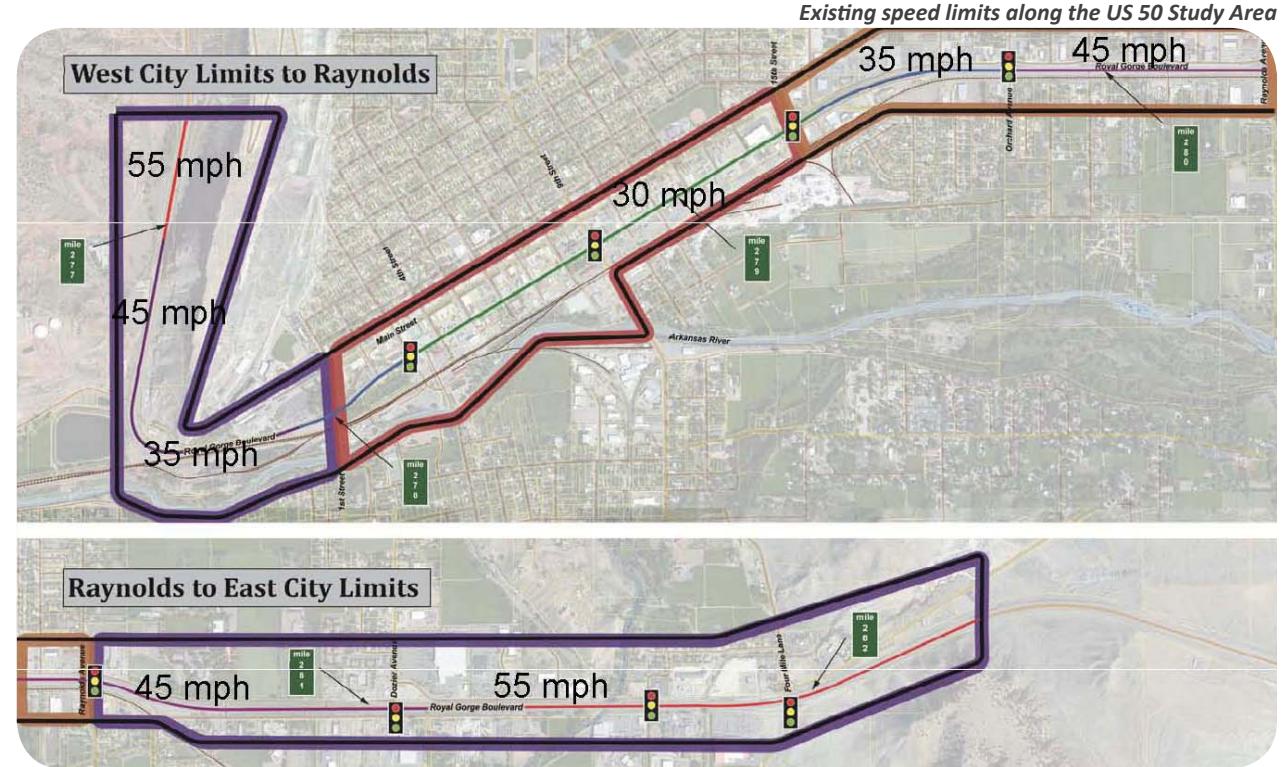
- Western Gateway District
 - 65 MPH from the west to County Road 306 where it reduces to 55 MPH
 - 55 MPH from County Road 306 to west of Tunnel Drive where it reduces to 45 MPH
- Eastern Gateway District
 - 55 MPH from Dozier Avenue to East of MacKenzie Avenue where it increases to 65 MPH

East Cañon

- 35 MPH from 15th Street to 19th Street where it increases to 45 MPH
- 45 MPH from 19th Street to Dozier Avenue where it increases to 55 MPH

Downtown

- 45 MPH from Tunnel Drive to 2nd Street where it reduces to 35 MPH
- 35 MPH from 2nd Street to 3rd Street where it reduces to 30 MPH



- 30 MPH from 3rd Street to 15th Street where it increases to 35 MPH

Access

US 50 is a US Highway and falls under the requirements of the State of Colorado Access code for access management. The access classification varies in the corridor thus access code requirements vary as well.

Gateways

The Gateway areas currently have limited access needs to US 50 and generally fall under the Regional Highway (R-A) classification in the State Highway Access Code. These areas generally do not have direct property access to the highway but rather access is provided through at-grade intersections.

East Cañon District

The East Cañon area transitions to a Non Rural Principal (NR-A) Highway classification in the State Highway Access Code. This area generally has restricted access to the highway through signalized intersections and some right-in/right-out access to the parallel frontage road system. The proximity of the frontage roads (Fremont Drive/East Main Street) creates traffic operational issues and driver confusion due to closely spaced intersections.

Fremont Drive and Rainbow Drive are classified as Frontage Road (FR) in the State Highway Access Code.

Downtown District

The Downtown area has considerable direct access from adjacent properties to RGB. This area falls under the Non Rural Arterial (NR-C) classification in the State Highway Access Code. Access is provided to each

property via direct curb cut to the highway or via at grade intersections at each City block. This type of access configuration can create conflicts during high traffic periods in the corridor.

Railroad

US 50 corridor is paralleled by an existing railroad corridor from the West Gateway curve of US 50 east to Raynolds Avenue. Here the railroad diverges and heads south. While the railroad is adjacent to the Corridor there are 10 at-grade roadway crossings for the north/south streets, as well as one grade-separated crossing at 4th street. Due to the proximity of the railroad to US 50, the at-grade crossings often effect the flow of traffic on US 50 in this area when trains pass through. Per federal guidelines, a train cannot block an intersection for more than five minutes. "Blocked" is defined as a stopped train blocking a crossing. A crossing/intersection is not considered blocked as long as a train is moving.

Railroad crossing adjacent to US 50



In general the trains that move through the City do not stop so crossings are only closed off for the short period of time that it takes the train to pass through. The track speed limit through Cañon City is 20 mph for both freight and passenger trains and then increases to 35 mph as it continues east out of Cañon City.

The railroad ownership is via Royal Gorge Express (RGX) from about 19th Street on the east and Parkdale on the west. UP owns rail from about 19th Street east to Sand Creek. There are two sets of tracks from the depot Downtown to Sand Creek with one owned by RGX and one by UP. Burlington Northern Santa Fe (BNSF), Rock and Rail Railroad (RRRR) and Royal Gorge Route (RGR) all utilize portions of these rail lines. The BNSF owns the rail line as it continues south and east out of town to Cotter. There are currently no plans to make improvements to the rail corridor except for an additional crossing at 11th street for the RGR maintenance facility.

The UP and BNSF do not have any active projects that utilize the tracks through Cañon City at this time. Since the closure of the power plant on the west side of the City there is not currently a need for UP or BNSF to run in the corridor.

The RRRR still utilizes the rail line and will generally run five trains a week through the corridor from Parkdale east through the City. The trains are generally about 2,250 feet long and generally don't stop since they are passing through.

The Royal Gorge Route (RGR) is a tourist train that runs from Cañon City at the 3rd Street Station west to Parkdale several times a day. Depending on the season

there will be anywhere from 1-4 trains per day running through the Royal Gorge. The trains are generally 13 cars (650') long but will vary depending on the season and demand. The RGR currently owns and maintains the at-grade crossings at both 3rd Street and 1st Street. About once a day the RGR can block the 3rd Street crossing for up to 30 minutes as they dump tanks. Since this crossing generally just provides access to the RGR depot it does not have a dramatic effect on the overall traffic patterns.

The railroads are required to comply with Chapter II "Federal Railroad Administration, Department of Transportation", part 213 "Track Safety Standards", Section 5 "Responsibility of Compliance" (49 CFR 213.5). As per part 213, the railroads are required to provide minimum safety requirements for operation and maintenance of railroad tracks that are part of the general railroad system of transportation. The minimum requirements include roadbed, track geometry, track structure, track-related devices and inspection. The

View of railroad paralleling US 50 looking west



main focus of the railroads is to ensure the safe and efficient transportation of goods.

While there currently aren't any visual or mobility enhancements planned within the corridor there are several areas throughout the country that implement a "Rails with Trails" program to provide access to trail systems in or adjacent to rail road right of way. The USDOT has issued "Rails-with-Trails: Lessons Learned" in August 2002 (FTA-MA-26-0052-04-1) and can be found at the following link: <http://transit-safety.volpe.dot.gov/publications/safety/RailsWithTrails/HTML/RailsWithTrails.htm>

This document discusses the benefits and challenges with providing trails along rail road corridors. In addition the Southern California Rail Authority (SCRRA) has developed Rail-With-Trail Design Guidelines that they follow as they implement trail projects within their jurisdiction. Since the RGX and UP own and operate the rail lines in Cañon City they are the entities that will need to be involved with any decisions or plans related to trails or landscaping enhancements in the corridor.

Drainage

Several drainage basin planning studies have been performed throughout the corridor from 1974 to 2000 and have identified several issues with the existing stormwater conveyance systems. Through the Team's analysis and anecdotal discussions, it has become clear that much of the stormwater flow is conveyed through the existing irrigation ditches (Fruitland, Hydraulic and Oil Creek laterals), which do not have the capacity to take on these stormwater flows. Further, the ditch companies dislike this type of conveyance entering their facilities.

In order to address the inadequate stormwater capacity, several recommendations were made through the various studies and are summarized as follows:

Report on Storm Drainage Facilities Cañon City (1974)

The Fruitland, Hydraulic and Oil Creek irrigation ditches are currently used as flowways for stormwater runoff and don't have capacity for additional runoff.

The Report recommends doing one of the following:

- Abandon all irrigation laterals and improve storm system to handle all stormwater
- Increase size of irrigation ditch (& crossings) to handle irrigation water & stormwater
- Implement a dual system (one to carry irrigation & one to carry stormwater)

Abbey Drainage Basin Planning Study (1998)

The Report recommends two projects which are now completed:

- Implement an interim 38 ac-ft detention pond on the north portion of the Abbey property, south of the Hydraulic ditch. This would detain 90% of upstream flows.
- An 8x4 CBC under US 50.
- In addition, one large project that is not completed is the recommended installation of a box culvert east to Four Mile Creek along the south side of US 50 between the highway and E. Main Street.

Four Mile Creek Drainage Basin Planning Study (2000)

Majority of exist structures are unable to handle 100-year, 24-hour storm without overflowing the roads.

The Report makes three recommendations that all appear to be put in well upstream from US 50.

- NE Cañon Drainage Basin Planning Study (1993)
- Basin crosses US 50 in existing 60" CMP between 19th & 16th, which does not have adequate capacity.
- The Study recommends upsizing to 11x5 CBC.

Orchard Ave Drainage Basin Planning Study (1994)

The Study suggests US 50 currently acts as an obstruction where basin crosses US 50 and does not allow flows to cross the highway adequately. The basin Crosses US 50 3 times and utilizes 2 each -12" CMP ; 1 each-30" CMP; and 1 each- 60" CMP

The Study recommends:

- Upsizing the 12 " CMPs to 72" RCP
- Upsizing the 30 " CMPs to a 6'x5' CBC
- Upsizing the 60" CMP to a 8'x5' CBC

Aesthetic of US 50 in the Eastern Gateway District



Sense of Place

Each of the three zones found along US 50/Royal Gorge Boulevard have their own unique character or "sense of place." For this study, sense of place is defined as the identity, meaning, or character people associate with a particular geographic area. The geographic areas as outlined in this Plan—the Gateway Districts, East Cañon, and Downtown—each exhibit unique properties that are discussed below. The discussion of place within each district encompasses landscape character as well as signage and monumentation.

Gateways

The major gateways through Cañon City generally begin at the city limit boundaries at each end of US 50. Gateway East lies between Four Mile Creek and the city limits located approximately one mile east of Fourmile Lane. Gateway West runs from the city limits (roughly in line with the Pueblo Community College Fremont Campus) to 1st Street.

Aesthetic of US 50 in the Western Gateway District



The character of these gateways is generally rural with little infrastructure or development currently present or visible from the highway. Pedestrian access is virtually non-existent alongside or across either gateway zone, and the landscape character is considerably different at each location. From the east, visitors pass through short-grass prairie-type landscape over moderate slopes with broad views toward the city and beyond to the southern range of the Rocky Mountains. Traveling out of the city eastward gives a similarly wide open view along the prairie landscape, which continues for several miles toward Pueblo, Colorado. In contrast, visitors approaching through the western gateway along a steep slope leading from higher elevations and Pinyon-Juniper forest into the Arkansas River Valley experience views that are more constrained, and the landscape becomes more urban in character.

Unlike the passage through the eastern gateway, the western gateway is markedly different when traveling

Aesthetic of US 50 in the East Cañon District



west-to-east versus east-to-west due to the more dramatic slope and landforms present there. The roadway section along the western gateway approach is also typically more narrow than the eastern gateway approach.

City "welcome" signage and monumentation are present at each gateway into Cañon City. The major monument greeting visitors from the eastern gateway first occurs approximately one mile east of Fourmile Lane along US 50 on the north. The only other signage along this gateway is the standard CDOT sign demarcating entry into the city limits.

From the western gateway, a small monument to Zebulon Pike is currently situated across from the Black Hills power plant site on the northeast side of US 50, although its size and location make it very difficult to read or access. Traveling only a few hundred yards east of the Pike monument, visitors are greeted by a City monument sign and small visitor's center located in Veteran's Park, which also marks the beginning of the western end of Downtown.

East Cañon

Typical characteristics of East Cañon include the Fremont Dr. frontage road, which is present along US 50 from McCormick Parkway to 16th Street to the north. The railroad runs along its south side for a majority of the stretch between Raynolds Avenue to 15th Street. East Main Street runs parallel and south of the highway from approximately Berry Parkway to Rhodes Avenue where it then offsets one block south of the highway going west. Rainbow Drive is a frontage road along the south side of US 50 from 19th Street to 15th Street. Other significant features of this zone include a median

that begins east of Raynolds Avenue and continues to the approximate location of where Rainbow Drive intersects the highway. The median is at times raised but also at ground-level due to stormwater drainage issues across the corridor.

Along the north side of the highway, a metal guard rail runs nearly the entire length from Raynolds to Rainbow Dr. due to grade issues. Here, and on the south side, a vegetated median also separates the frontage road from the highway. The separation between US 50 and the railroad tracks to the south is generally wider, while the ditch along the north side is narrower and at times concrete lined. Additionally, some active ditches coincide with this portion of the corridor. Some of the ditch water and drainage patterns along the corridor contribute to providing water to vegetation that has established itself along the frontage and railroad areas.

Crosswalk that has been recently removed at 4th and RGB



Downtown

Downtown Cañon City is marked by an existing monument sign in Veteran's Park from the western gateway and with another monument sign just west of 16th street. Overall, Downtown exhibits a fairly consistent streetscape character with attached sidewalks, minimal or absent landscaping and pedestrian amenities, and a lack of pedestrian access across RGB.

Over time, the landscape has developed and changed parcel by parcel resulting in variation of sidewalk widths (generally between 5 to 8 feet), curb cut and driveway locations, and individual parcel landscape treatments at the street level.

Each end of Downtown is different. The character of the street from 1st to 5th contains a slightly more mature and full landscape, particularly along Veteran's Park, City Hall, and at the Chamber of Commerce.

Welcome sign at 9th and RGB in Downtown



Within these blocks are access to the Arkansas River, the Museum of Colorado Prisons, Centennial Park, the Santa Fe Railroad depot historic structure (Royal Gorge Route Railroad building).

From 5th Street to 9th Street, the streetscape is non-existent. The Royal Gorge Museum is at the intersection of 6th and RGB. The RGB and 9th Street (State Highway 115) intersection is perhaps the most functional crossing of RGB within Downtown for pedestrians because it is a signalized and striped intersection. Here, the sidewalks along 9th Street detach as they move north toward Main Street. Two bank buildings flank the approach to Downtown from 9th Street and the landscape is generally well-maintained. Additionally, Depot Park is located to the southwest of this intersection, which also adds a park-like character with its manicured lawn space and mature overstory

shade trees. The 3rd Street intersection with RGB is also signalized and striped for pedestrian crossing.

Moving further east, 10th Street to 15th Street is primarily devoid of landscape improvements, and as with the rest of RGB in Downtown, the sidewalk remains attached to the curb. Throughout Downtown along RGB, little or no public seating and few waste receptacles are provided.

Downtown contains a varying degree of signage in terms of type, size and location. As noted, each end of Downtown houses monument signage to welcome visitors to the city (each different). There are also typical CDOT signs that mark turn-offs for museums and Main Street. Private realm signage includes a montage of monument, pole, and building signs—some electronic (e.g. the Chamber of Commerce sign)—adding to the visual clutter of the streetscape.

Concert in Veteran's Park which is along RGB in Downtown



Lack of curb, streetscape, and sidewalk along RGB in Downtown



The sidewalk in front of the Chamber of Commerce and immediately east is wider than most along the length of RGB in Downtown. No streetscape exists along RGB in Downtown.

The Arkansas River adjacent to redevelopment opportunities in Downtown



OPPORTUNITIES AND CONSTRAINTS

Constraints

Generally, the constraints or challenges for this project encompass:

- Existing CDOT regulations that may not allow the mobility or placemaking desired for US 50
- Capital needed for improvements
- Lack of development demand
- Lack of vision to think forward 20 years for the betterment of the entire community, rather than a “quick-win” type attitude towards policy and modest projects

Key constraints noted by the Team, stakeholders and the public include:

- Lack of adequate drainage
- Current vehicle speed and “through-put” approach to design of US 50 which impedes cross movement and ability to capture visitors
- Minimal crossings of the railroad
- Dark environment: Night-time driving in the East Cañon District is particularly dangerous due to lack of lighting.
- Lack of consistent brand/identity
- Lack of bike/ped and ADA compliant facilities
- Lack of policy and regulations to support appropriate investment and character
- Safe and efficient access to, from, and across US 50
- Aesthetic streetscape/landscape along the entirety of US 50

Opportunities

There are tremendous opportunities to set the stage now, through this Corridor Plan, for a cohesive, vibrant and unique US 50 corridor within Cañon City. Many of the opportunities initially identified by the Team at the conclusion of this Chapter 2 Analysis of Context phase of the process are summarized herein.

General

- Identify three distinct districts (and two sub-districts) for the length of US 50 through Cañon City.
- Define Downtown as 1st Street to 15th Street (approximately 1.2 miles in length), including the parcels that abut the intersections with US 50 from east to west. Downtown’s north and south boundaries are from Macon Avenue (and also including the County offices and other public properties to the north of Macon Avenue) to the Arkansas River.
- Celebrate the Arkansas River and the historic Main Street as the “bookends” of economic and tourism vibrancy for Downtown Cañon City, and as “base camp” from which local and regional tourist activities are experienced.
- Craft multi-modal solutions for US 50 and connecting to US 50, for each district, that set a positive precedent for state roadway facilities as they traverse a community.
- Provide a clear identity for the community through consistent signage/wayfinding/monumentation along US 50.

- Recognize the significant potential that Cañon City has to offer in terms of literally being a “Gateway Community” (in National Park Service terms) to substantial existing and potential tourism attractions. Cañon City must be the “base camp” from which people stay in and near Downtown, and from which day trips to activities occur.

Public Realm

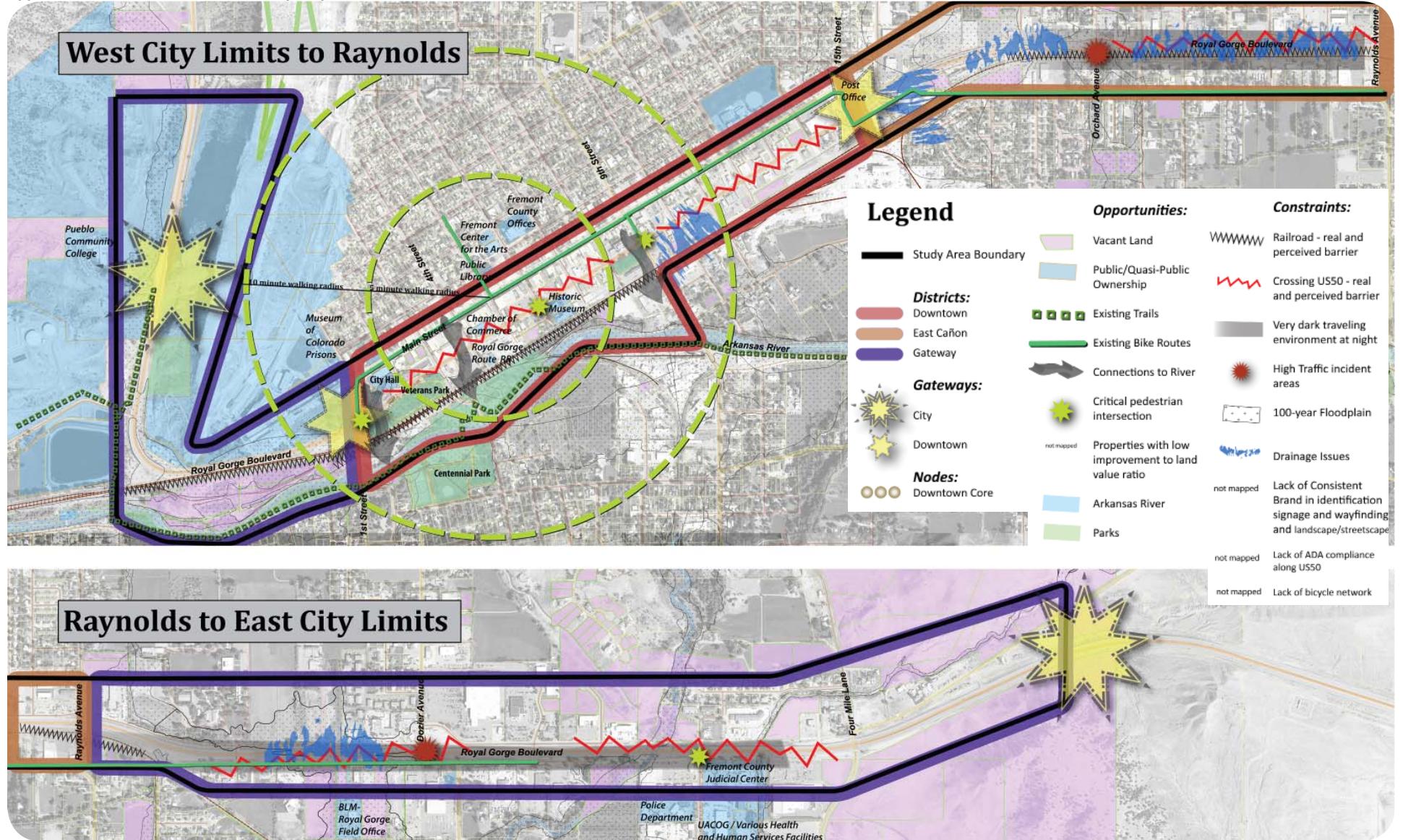
- Provide consistent gateway monumentation signage.
- Dramatically improve the pedestrian environment in all districts.
- Expand the bicycle network and facilities.
- Create a streetscape/landscape identity that provides a level of consistency across all districts, with calibration for each district.

Private Realm

- Focus on underutilized and vacant parcels as key development/redevelopment opportunities.
- Calibrate zoning, signage and parking regulations and City policies per district to ensure high quality development that supports an overall sense of place and to exude an “open for business” attitude.
- Improve access and mobility onto private property.

A graphic summary of the Opportunities and Constraints is located on the following page.

Opportunities and Constraints summary map



Chapter 3: Strategy

All recommendations identified in this Chapter 3 are over a 20-25 year planning horizon. See Chapter 4 Implementation for proposed phasing of key recommendations.

This Chapter begins by discussing “Big Ideas” that act as a framework for more detailed recommendations that follow. The detailed recommendations are organized in the categories of: mobility, signage, landscape, and private realm.

BIG IDEAS

The Big Ideas for the US 50 Corridor Plan include three levels of information. First, a more exhaustive list of *components* needed to support the Plan, second, a *summation by district* to define the desired future for each District, and third, a quick *graphic* illustrating some of the major components.

Components

Paths:

US 50 is the key path through Cañon City. It provides an easily identifiable route from which transport and commerce occurs. Providing a well designed “path” for US 50 is paramount to the long term viability of the community.

Districts:

The clear establishment of four primary “districts:” Eastern Gateway, East Cañon, Downtown, and Western Gateway, is needed to provide appropriately calibrated regulatory and design recommendations.

Edges:

Define Downtown as reaching to the Arkansas River. Allow the boundary of the East Cañon District to include enough depth of property from north to south for viable development, without encroaching too much into established single family neighborhoods.

Landmarks:

Provide Political Boundary signage, Downtown District signage, and directional and wayfinding signage. Highlight key buildings, and protect view sheds into the community at the gateways and at other key locations. These are all elements involved with creating overt and subtle “landmarks” for a community.

Nodes:

Focus on an initial node of activity for the City in the Downtown District, specifically between 1st and 9th Streets (a sub-district within Downtown). A node or nodes within the East Cañon District may develop over time organically as the area develops/redevelops with areas that provide a walkable, mixed use environment.

2012 Downtown Strategic Plan:

“The economic development and health of the entire community has been linked to the health and vitality of downtown.”

Connections:

Establish missing physical connections and assure provision of a network in new development. Namely, this includes creating opportunities for crossing US 50 in the context of this Plan. Providing a network for pedestrians, bicyclists, and vehicles is critical from a mobility standpoint, and translates into a successful and vital place.

Economic Vitality:

Celebrate the fact that Cañon City is a “Gateway Community.” There are many existing and yet to be developed recreational, cultural, and historical features in the community that can provide a very rich basis for long term economic vitality. Provide a variety of options for visitors and residents through activities, permanent housing, short term housing (hotels, camp grounds, RV parks, etc.), and jobs.

Placemaking:

If each of the previous components are addressed successfully, this results in a desirable and unique place.

Summation by District

Gateways

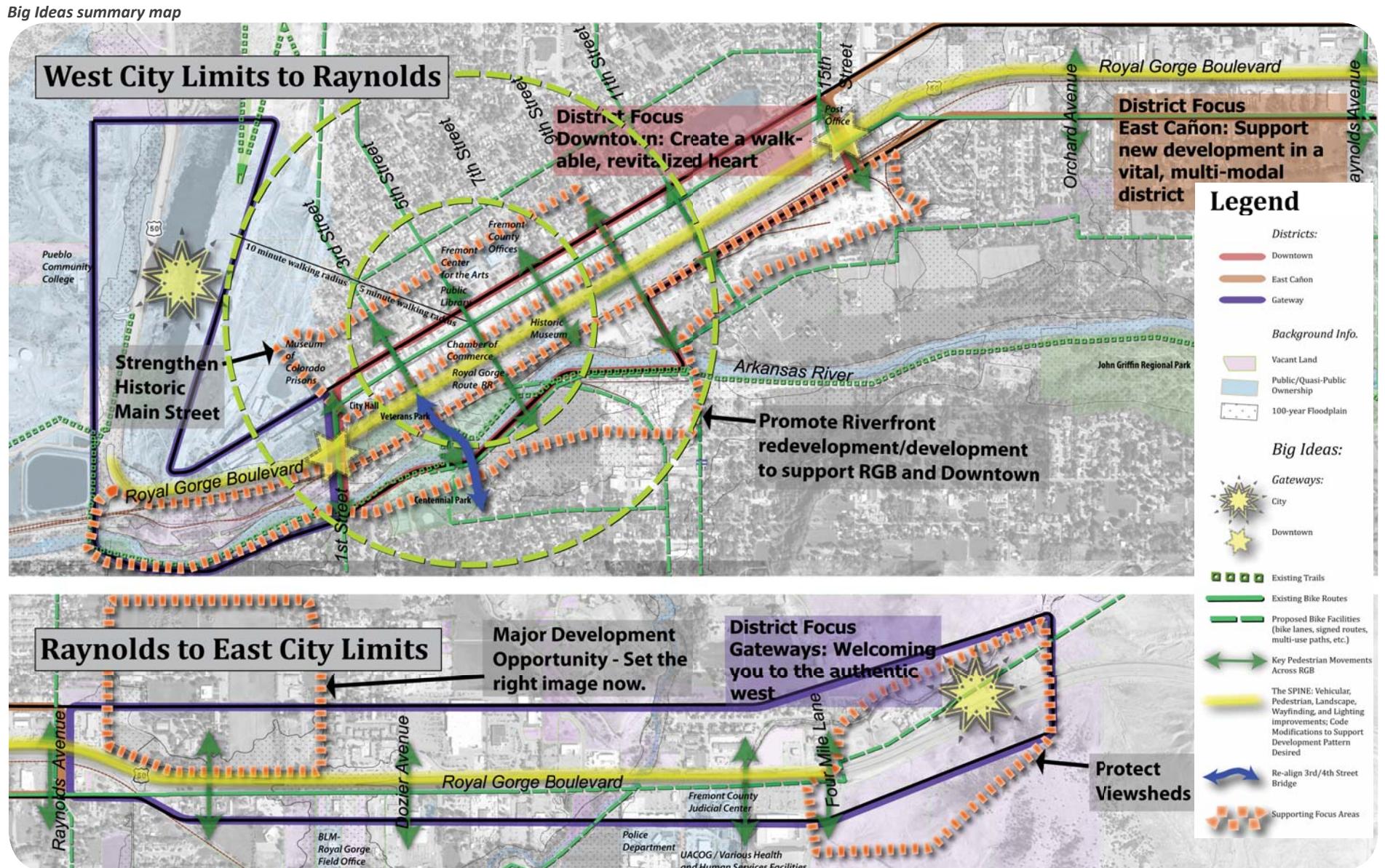
- Welcoming you to the authentic west.

East Cañon

- Support new development in a vital, multi-modal district.

Downtown

- Create a walkable, revitalized heart of the community.



MOBILITY

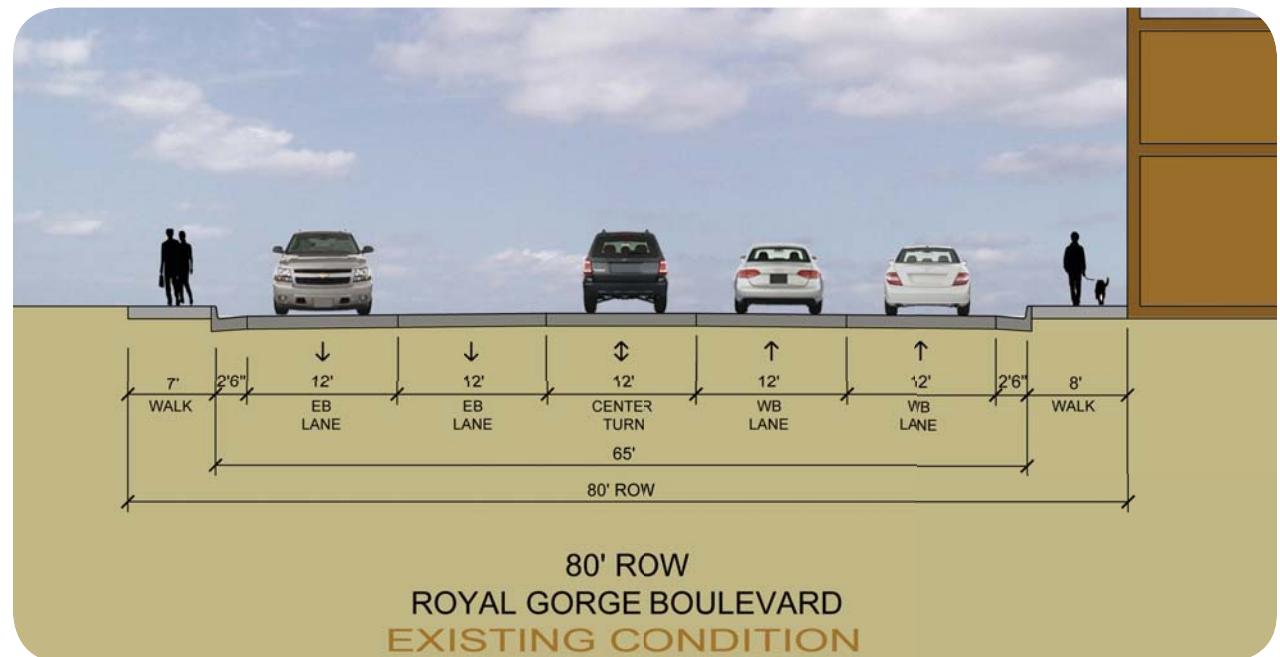
Downtown District

Downtown Cañon City is defined as the Arkansas River on the south to generally Macon Street on the north, and generally from 15th to 1st Streets east to west. A key part of this planning process is acknowledging the geographic boundaries of downtown, and promoting multi-modal, placemaking, and economic development ideas that support continued vitality and regeneration of downtown Cañon City as the heart of the community and the region's tourist attractions.

Historically, development patterns and the US 50 road design have resulted in a condition in which downtown was perceived to be truncated at US 50/Royal Gorge Boulevard (RGB, or US 50 from 15th to 1st Streets); in essence “turning its back” on the major asset of the Arkansas River, and the potential redevelopment opportunities that exist today along the River.

However, this is beginning to change, notably with the ongoing build-out of the Arkansas River Trail which is bringing locals and visitors back to the river and creating a desire to connect downtown with the river. It is critical that US 50 be a spine or connector between Main Street and the Arkansas River at the heart of downtown, not a divider. All future mobility and streetscape decisions along RGB need to promote this change in philosophy.

Further, existing tourist attractions such as river rafting, the Royal Gorge Route Railroad Train, the Royal Gorge Regional Museum & History Center, Veteran's and Centennial parks as event gathering spaces, and other attractions exist in downtown south of RGB. These attractions should be connected north of RGB to downtown, including the historic Main Street, Prison



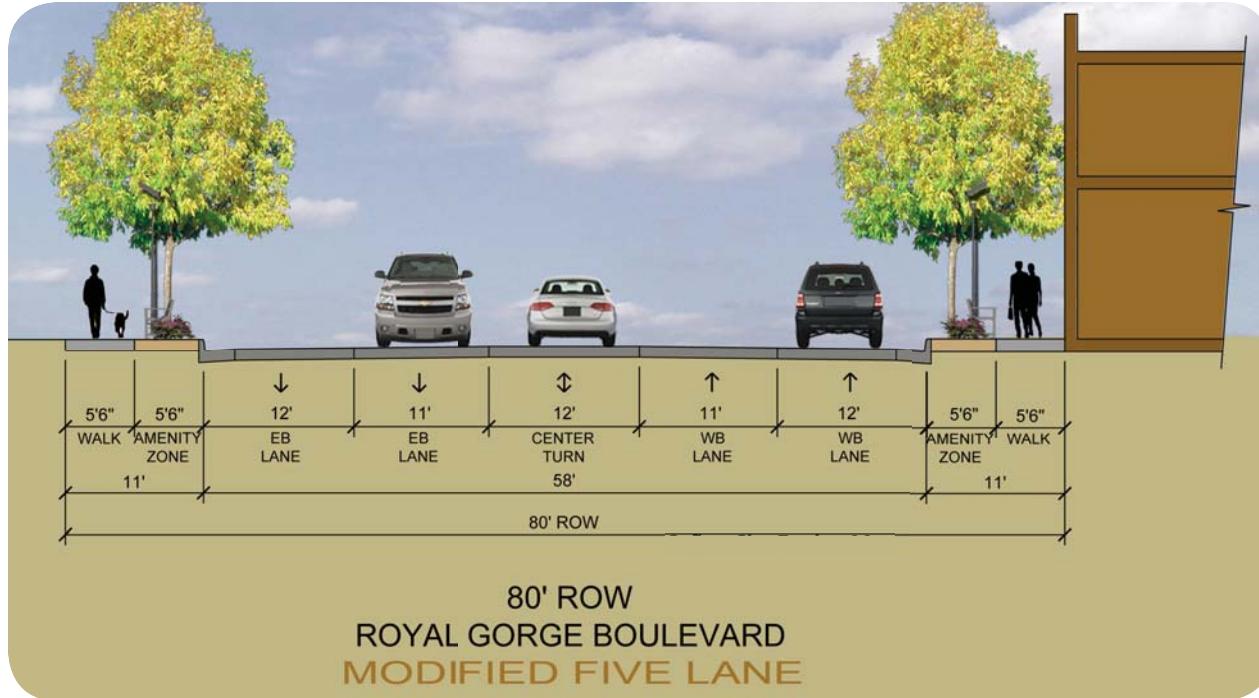
Existing condition of RGB in Downtown.

Museum, City and County offices, existing and planned bicycle facilities and open space, and other attractions. Therefore, it is imperative that proper multi-modal, placemaking connections along and across RGB within the proposed defined downtown are bolstered, added, and supported over the long term.

Within the Downtown District, it is presumed that the existing 80' ROW of RGB will not change. The desire is to work within the existing ROW to complete improvements. That noted, when final road design occurs, there may be a need for very modest modifications through easements or other means for key areas, such as a gateway intersection or other

high use intersections. An intent however, would be to minimize to the greatest extent possible any ROW impact to private property in the Downtown District.

Creating and maintaining a vital downtown for any community includes providing a multi-modal environment that prioritizes pedestrians. Currently, crossing RGB is very dangerous and there are not that many opportunities to do so safely between 1st and 15th Streets. Walking along RGB in the Downtown District is also very harrowing as there are missing links to the sidewalk network, or in many cases, the narrow sidewalk directly abuts a travel lane. This does not provide a safe and hospitable environment



Modified 5 lane option for Downtown.

for pedestrians. The current wide travel lanes of 12' (with effective outside lane of 14' with gutter) within Downtown perpetuate a higher rate of speed, adding to safety concerns.

While RGB will continue to be the primary east-west thoroughfare and truck route through Cañon City, the Downtown District needs to be designed to support a pedestrian-priority environment. The City is undertaking improvements along Main Street, a parallel route one block north of RGB, to help support a strong pedestrian

environment. The intent is to continue this multimodal/placemaking design approach along and across RGB so that the corridor better connects downtown to the River rather than creating a barrier that separates downtown from the River.

The blocks of RGB between 1st and 15th Streets each have some unique circumstances, including higher or lesser needs for left turn lane pockets for example. The Team initially proposed four divergent options for RGB



Image illustrating a narrow amenity zone with relatively narrow sidewalk, with travel lanes abutting the amenity zone.

here (See Appendix B). After public input and direction from the City, two options are moving forward: a 5-lane section and several variations on a 4-lane section. These are conceptual, planning-level illustrations. Final designs would be refined and calibrated to each block during next phase(s) of the project. The next phase(s) of work would begin with traffic modeling to understand potential impacts for all modes (pedestrian, bicycle, vehicular, transit). This would then inform final design.



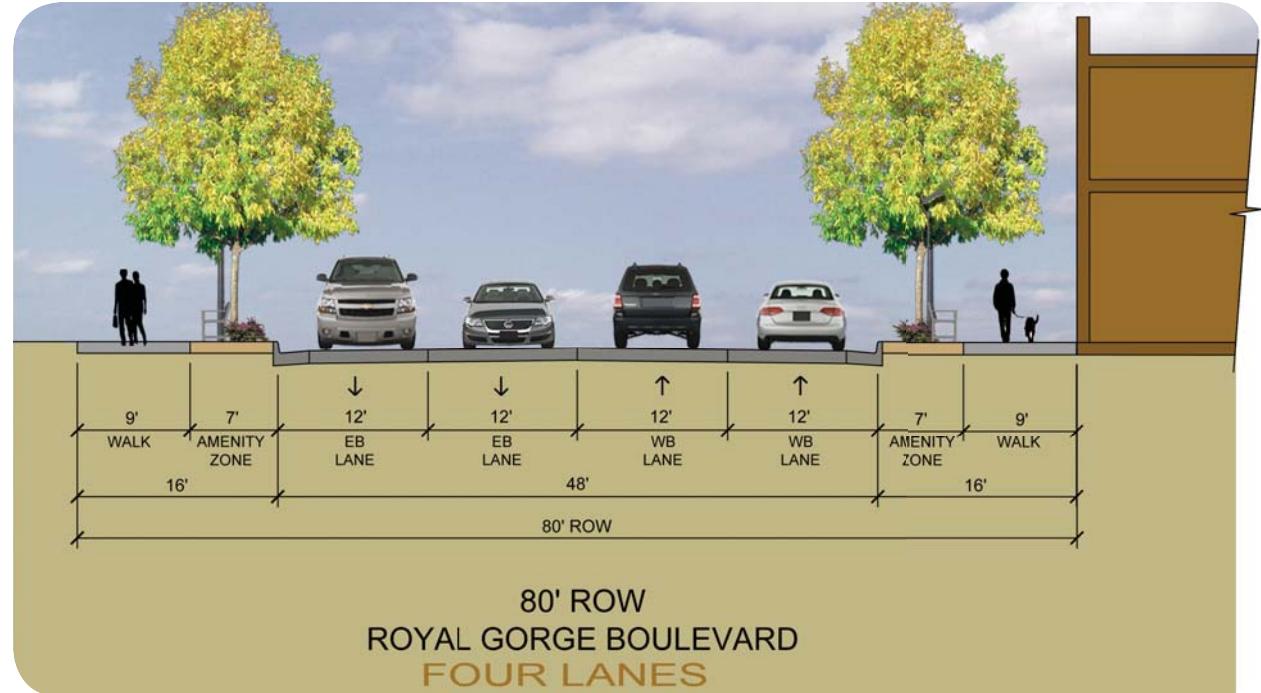
Image illustrating a wider simple amenity zone with special paving to denote the zone. Notice that this and several of the upcoming examples have on-street parking.

The two options (and variations) discussed herein include:

- 5-lane Modified Option
- 4-lane Options

5-Lane Modified Option

A modified five-lane option would maintain all existing lanes of travel, but within narrower lanes (aka a "lane diet"), allowing for additional back-of-curb width for

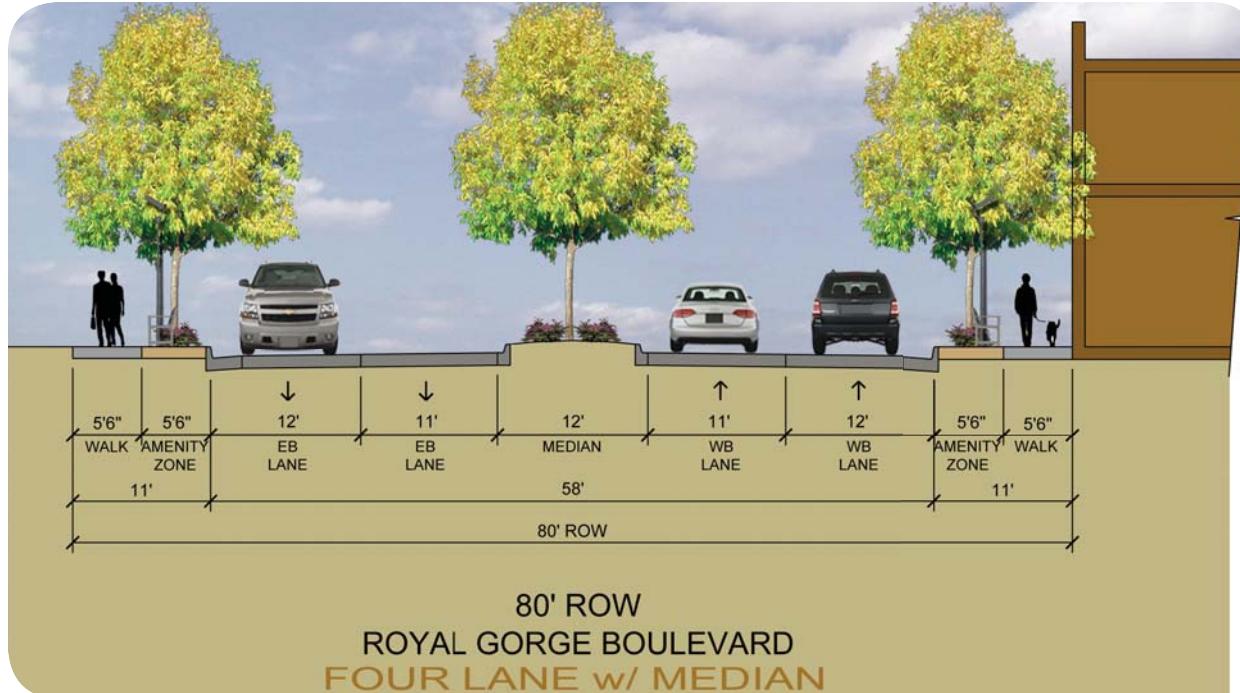


Four lane option for Downtown.

4-Lane Options

Several variations of a four-lane option (aka "road diet") are proposed to allow for more robust pedestrian enhancement, placemaking, and beautification within the pedestrian-prioritized Downtown District than would be possible with the more modest "modified 5-lane" option.

Because vehicle traffic modeling is not part of the scope for the corridor plan project, the potential impacts (if any) to vehicle level of service (LOS) of each of the variations of the four-lane option are unclear. Based



Four Lane option with median.

on review of the existing and projected volume-to-capacity ratios (recall from Chapter 2: the 20-year projected volume-to-capacity ratios still show 30-40% excess capacity within Downtown) and experience; any negative impacts to vehicle traffic will: a) be non-significant, b) can likely be mitigated to minor design and/or operational changes, and most significantly c) will be offset by the positive impacts to economic development and non-motorized modes (pedestrians and bicyclists), which are City goals for this project.

Furthermore, some potential impacts to vehicle traffic that may arise from the various four-lane variations may offset each other (e.g. self-mitigate). For example, the subsequent traffic modeling may show that there is a modest negative impact on overall traffic throughput with one or more of the four-lane options, since left turns will now be completed from the through lane rather than a dedicated left-turn lane. At the same time, research and practical experience suggests that reducing design or real speeds can improve vehicle throughput by reducing turbulence (aka “traffic

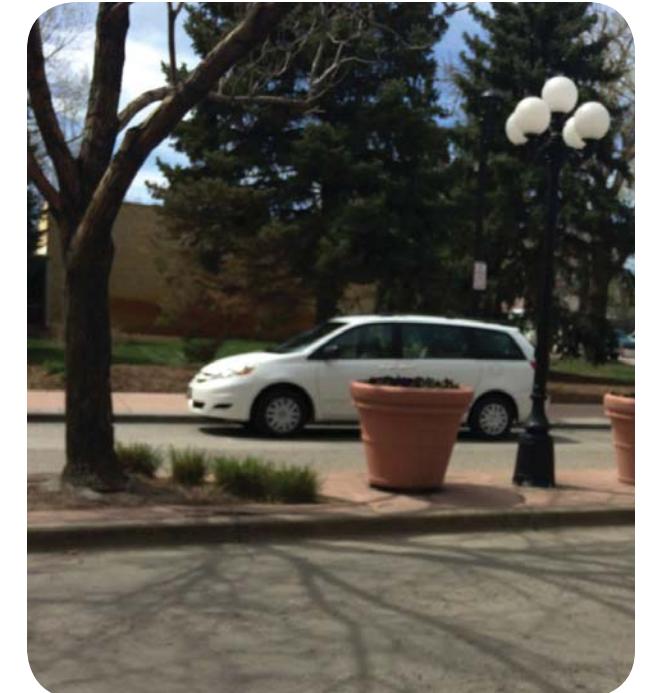


Image illustrating a modest median in a downtown environment. The low profile helps keep both sides of the street still feel connected.

calming”) caused by speed differentials and “stop and start” traffic conditions that can occur when vehicle capacity significantly exceeds vehicle volumes. As a result, the known positive effects on vehicle throughput of a four-lane road diet cross-section may offset (or self-mitigate) any potential negative impacts.

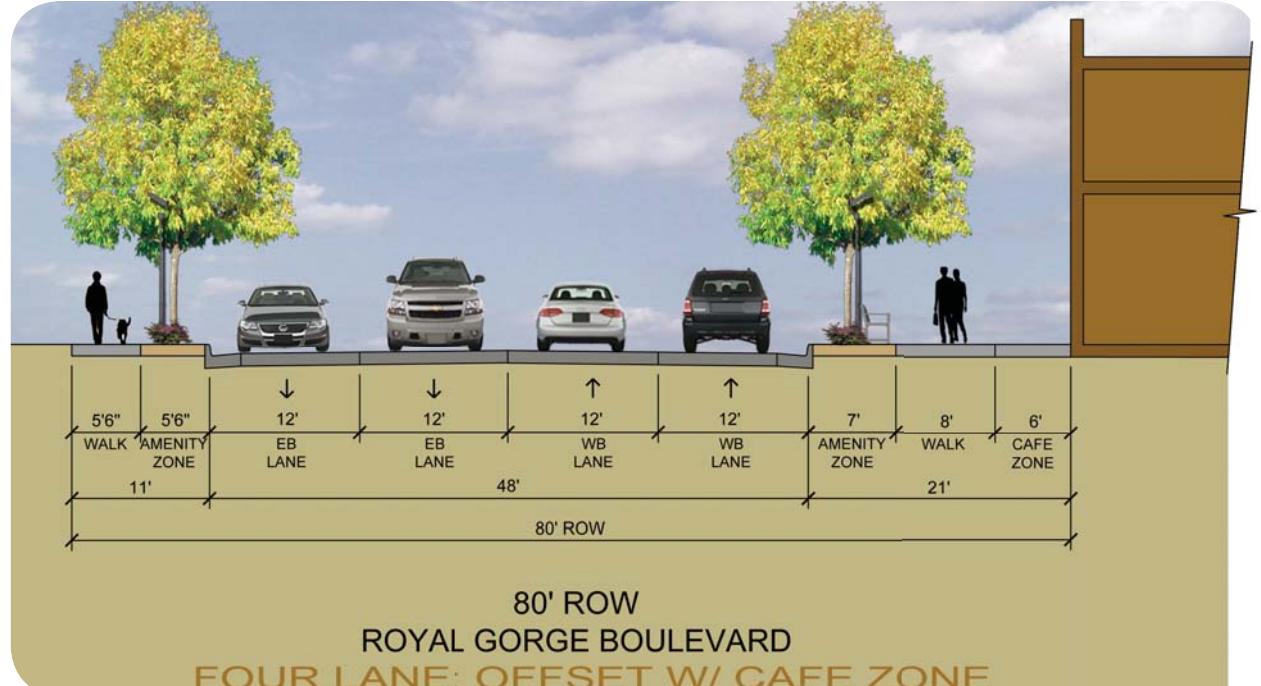
In either case, the impacts can't be known definitively until traffic modeling is conducted to: a) understand



Image illustrating a generous back of curb to building face environment that allows for an amenity zone, clear zone, and cafe zone.

vehicle level of service impacts of various design options and refine the proposed designs to mitigate to the greatest extent possible any vehicle level of service impacts; and b) balance those mitigations with quality of service (QOS) for non-motorized modes and City's non-mobility goals for this project (such as placemaking, economic development, and the like).

The sections shown at this planning level are prototypical and don't include any necessary turn bays.



Four lane option with offset to allow for larger cafe zone on north side if the street.

These would be determined as part of the next phases of the project. The Team discourages removal of cross street access in Downtown. Signed restrictions would be preferred as needed.

No bicycle facilities are being planned on RGB in this district (as they exist on Main Street one block to the north, and along the Arkansas River one to two blocks to the south), nor on-street parking. On-street parking would be a desired element if future traffic modeling suggested it could be incorporated into the street design. On-street parking would provide short-term parking

for businesses along RGB and would help calm traffic traveling through this pedestrian-prioritized district. One option that should be explored during the iterative design refinement process informed by traffic modeling would be to have four lanes of through travel with on-street parking on one side of the street, likely the north side of the street. This would provide for a slightly wider (than currently exists) back of curb environment for pedestrian and streetscape elements that is a critical component to achieve the City-identified non-mobility goals for the corridor plan including placemaking, aesthetic beatification, and economic development.



Image of pedestrian refuge and mid-block crossing.



Image of pedestrian HAWK signal.



Image of pedestrian and bike crossing with raised table and clear signage.

Image of clearly striped pedestrian crossing area and vehicle stop bar. Paint is inexpensive and critical to maintain in crosswalks.



Again, it is important to note that any four-lane option would be specifically calibrated on a block-by-block basis in response to the existing roadway right-of-way, traffic patterns/operational needs, land use context, and traffic modeling analysis.

Pedestrian Crossings

Currently, there are really only three full intersection locations within a 1.5 mile segment where pedestrians can cross RGB (3rd, 9th and 15th Streets). The Team proposes additional crossings at 1st Street (with a future traffic signal) to: a) identify to visitors that 'you have arrived' in downtown, b) help direct traffic to Main Street and the river, and c) allow pedestrian movement

across RGB. Three additional crossings are proposed at 5th, 7th, and 13th streets. With installation of four new pedestrian crossings in these four locations, pedestrians coming to RGB from any cross street in the Downtown District will have to walk a maximum of 400 feet (under a two minute walk) to get to a safe crossing of RGB. It is proposed that these additional crossings be simple, cost-effective, at-grade crossings that are most appropriate for a downtown environment, and based on existing and projected traffic volumes. Considerations of items like all-way stops, a HAWK signal or low-key pedestrian flashing warning lights should be considered to help with pedestrian movements, if criteria is met.



Image of low median with tree lawn on outside edge of the street.

1st Street Intersection

The 1st Street intersection is a critically-important “gateway” to Cañon City, the RGB corridor, and downtown in particular. As previously mentioned, the Team is proposing to improve the 1st Street intersection with a signal, median treatments, pedestrian crossing, entry signage, and back of curb improvements to clearly identify to visitors that they have arrived in downtown Cañon City and to better direct them to the historic Main Street, where many of downtown's shops and

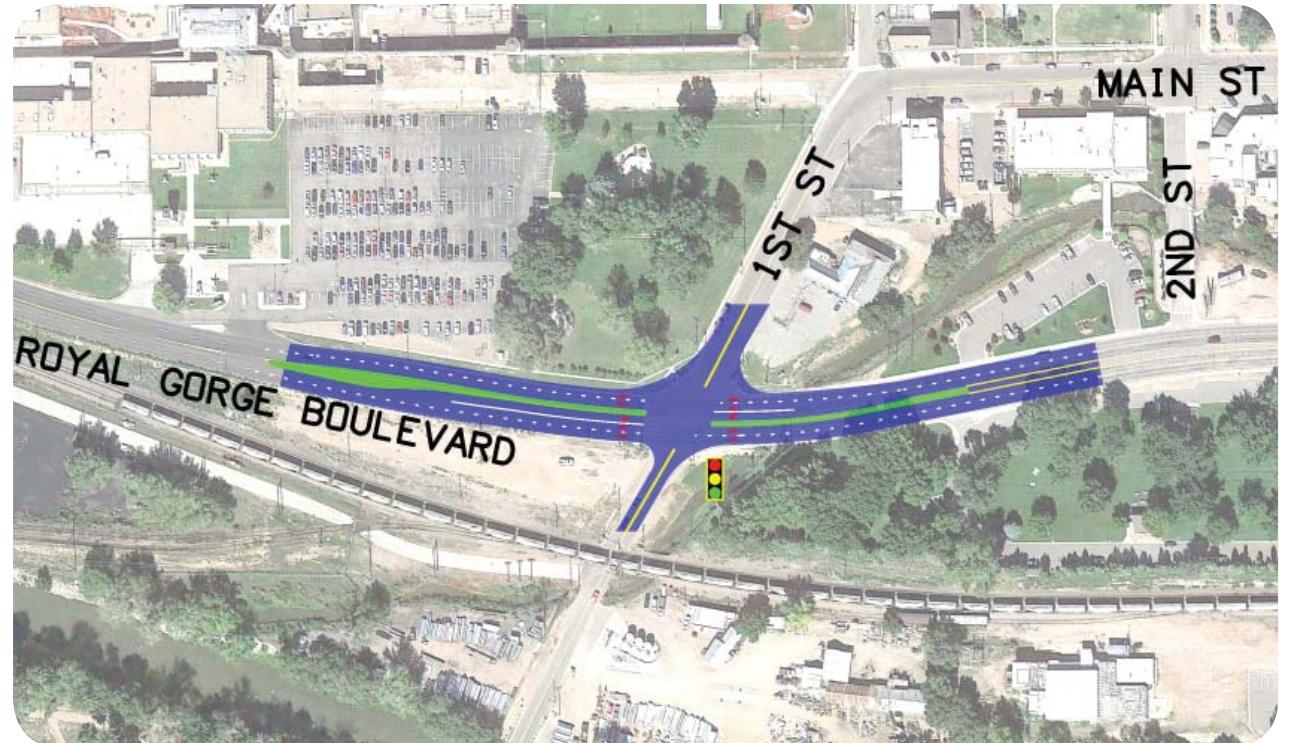


Diagram of 1st Street intersection option 1.

restaurants are located. Another consideration at this gateway intersection may be to include specialized pavement within the crosswalks and/or intersection.

Two options for the 1st Street intersection have been put forward. Both try to minimize the encroachment onto private property and publicly-owned property (e.g. state prison lands).

- Option 1 includes two through lanes in each direction. It also provides a traditional dedicated median-separated left-turn lanes in the westbound and east-bound direction (the latter of which is critical to help facilitate vehicles turning northbound onto 1st to get to the historic Main Street). Right turns to the River and future potential riverfront development would occur in the southernmost through lane (with no dedicated turn lane). A traffic signal is suggested



Image courtesy Dan Burden

Image of nicely landscaped and maintained median.

here as warranted to support multi-modal movement across and through RGB as well as to provide a clear sense of arrival and decision making intersection. This option has the tightest intersection geometry and therefore provides the greatest benefits in terms of minimizing pedestrian crossing distances, reducing vehicle speeds, and potentially eliminating the need for encroachment onto private property (which would require a takings process with one or more private property owners) or public property



Diagram of 1st Street intersection option 2.

(which would require a disposition/transfer process with the Colorado Department of Corrections).

- Option 2 includes two through lanes in each direction. It also provides a traditional median-separated dedicated left-turn lane in the westbound direction. In the eastbound direction, left turns are accommodated via a lane shift, in which an eastbound through travel lane transitions into a dedicated left-turn lane for eastbound vehicles turning northbound onto 1st with curbed medians on either side of the

left turn lane. This treatment for east bound left turns slightly increases the overall geometry of the intersection. Right turns to riverfront development would occur in the southernmost through lane (with no dedicated turn lane). A traffic signal and/or stop signs are also suggested in this option per above.

In both options, the downtown gateway sign at this intersection is envisioned on the south side of the street (see signage section), or possibly could be located in the center median if it was wide enough.



Existing configuration of East Main Street between 15th and 16th Streets. (Looking from US 50.)

15th Street Intersection

We are proposing to improve the eastern gateway to downtown through a combination of elements. Notably, as you will see in the following East Cañon District discussion, we are proposing to remove the Fremont Drive frontage road. Doing this allows us to create a much more direct entrance to the historic Main Street as one travels westbound on RGB. The concept proposes a direct connection from US 50 to the historic Main Street east of the 15th Street intersection, a much easier maneuver than expecting drivers unfamiliar

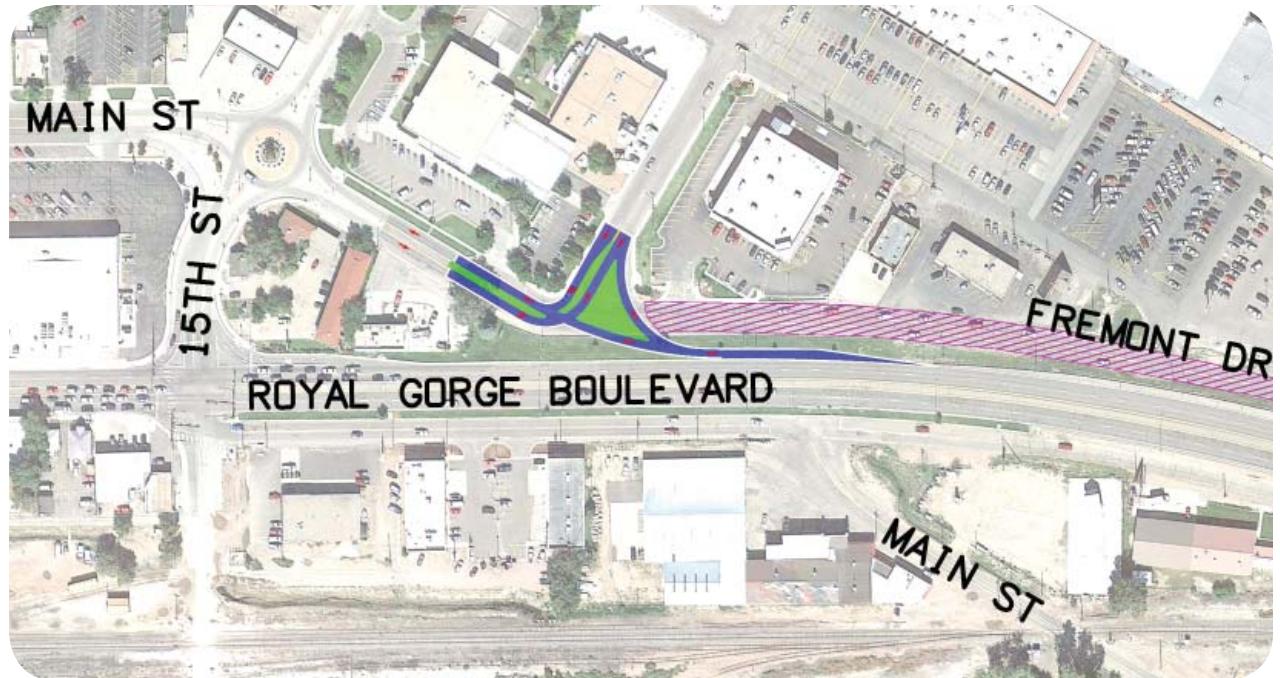


Diagram of 15th Street intersection treatment concept. The blue lines indicate vehicular travel lanes.

with Cañon City to make a right turn at 15th Street and navigate the roundabout. A potential future Visitor's Center in this area would also benefit from having more direct access. This major intersection improvement—along with new signage and a continuous, consistent streetscape aesthetic—will help establish a clear eastern gateway for downtown. Finally, this solution also provides a better connected network for vehicles traveling westbound.

Access Enhancement/Management

The intent of the proposed access framework is to remove excess curb cuts, share access points to properties, utilize existing alleys to provide access wherever possible, and provide modest additional road/alley connections to significantly reduce the number of curb cuts along RGB in downtown while maintaining or improving access. This will improve the predictability for users, significantly improve the pedestrian environment, provide for a more continuous and consistent streetscape aesthetic, and help reduce the



Image of temporary access enhancement installation along a main street.

traffic turbulence from turning vehicles. Depending on the specific improvement, these access enhancement treatments could be implemented in the shorter term, either when the street would be reconstructed as part of the overall redesign or on a parcel-by-parcel basis in coordination with proposed redevelopment projects. It should be noted that the scope of this project calls for development of an access framework to support the goals and proposed designs of the Corridor Plan; a more detailed access enhancement/management plan should be completed in a future effort.

East Cañon District

Based upon the analysis of the existing conditions and public input, a preferred direction is being recommended for the East Cañon District that balances the goals of the City and CDOT to provide a roadway that better meets both mobility/operational needs and economic development needs. The recommended approach is to modify US 50 within the East Cañon District to become more of an “urban parkway” facility that allows for good vehicle traffic throughput, consistent access for businesses (which is currently confusing), new pedestrian, bicycle, and streetscape amenities (which are currently lacking) to create an appropriate multi-modal commercial corridor.

To accomplish the above goals, the proposed typical section in the East Cañon District would be two through lanes in each direction with an outside auxiliary lane to be used as accel/decel lanes between access points. The typical section also incorporates curb and gutter on the outside as well as along a 24' wide raised median.

Coupled with the urban parkway is removal of the north frontage road (Fremont Drive) and modifying access. Removing the frontage road system will help improve traffic operations and safety at the signalized intersections. In order to maintain access to properties that currently have access via the frontage road, existing north/south City streets should be extended to US 50 to provide right-in/right-out (RIRO) access, and additional right-in/right-out (RIRO) connections where feasible onto US 50 will also increase access to businesses.

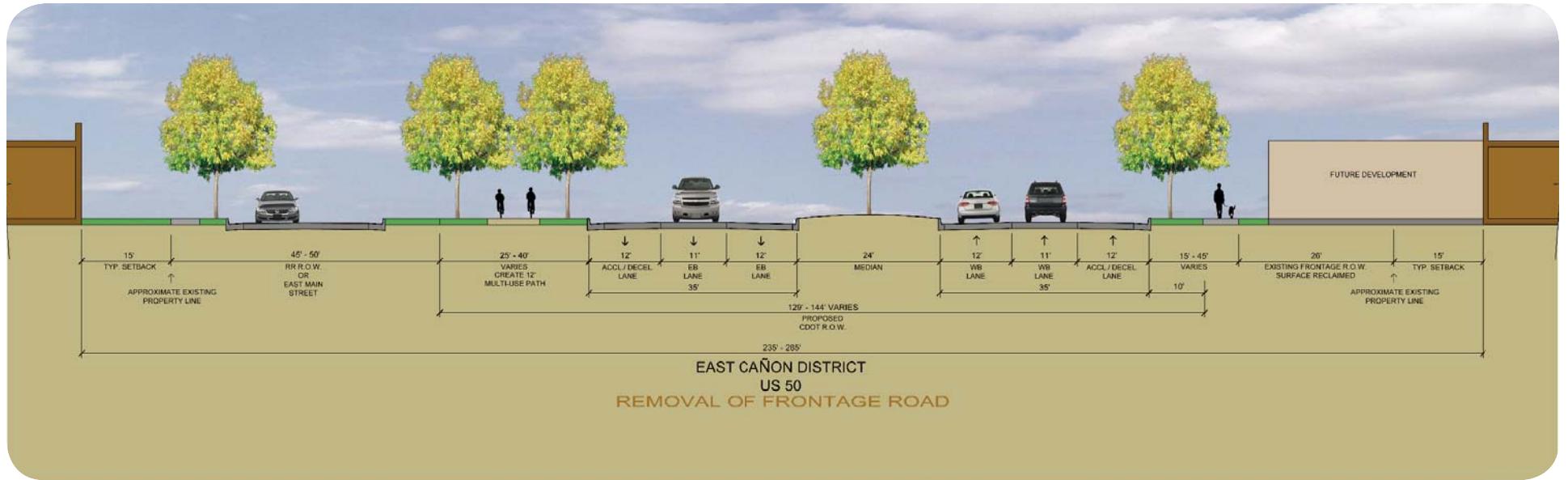
Partnered with the RIRO concept, U-turn bays will be incorporated to allow traffic coming from the south (or north) minor streets to get to the westbound lanes



Image of boulevard street with sidewalk/multi-use path (with two materials) on one side.

(or eastbound) without having to go down to the next signalized intersection. The final location of the U-turn bays will need to be determined during a future project to refine the proposed designs iteratively in response to any potential impacts identified by more detailed traffic modeling and/or access management plan.

By removing the frontage roads, the proposed typical design will open up those areas to multiple potential uses as well the opportunity for CDOT to relinquish access right-of-way through devolution back to the City or adjacent property owners. Another benefit to removing the frontage system is the elimination



*Proposed prototypical section for East Cañon.
Note the median width may vary.*

potential headlight glare or movement distractions to US 50 traffic from the adjacent frontage road.

Continuous high-level roadway lighting should be implemented to eliminate the existing extremely poor night driving conditions along US 50 in the East Cañon district. Streetscape and aesthetic improvements, coupled with continuous sidewalk along the north side of US 50 adjacent to existing/future businesses, will significantly improve safety for vehicles and other modes traveling along or across US 50.

The proposed modifications within the East Cañon District also include targeting a design speed of 40 mph in the area that is currently 45 mph and 55 mph to help

with safety for all modes as well as improved access and visibility of businesses.

The preferred prototypical section also includes providing a bi-directional multi-use trail on the south side of US 50, but north of the railroad tracks, for improved local access, as well as regional connections. Specifically this would provide a much safer Colorado Bicycle Route that is identified on US 50, and it would help with non-motorized access to the various public support facilities located on the south side of RGB at Justice Center Dr. The trail would most likely follow the tracks as RGB curves near 19th Street and then connect with both Arkansas River trails and City bike routes. On the east end, the trail would cross RGB near Four Mile

Lane and continue as a bike route most likely on County Road 123. North/south connections to the trail would be considered as part of future City-wide and County-wide bicycle plans.

Generally the improvements in the East Cañon District as well as Downtown and Gateway Districts treatments should easily provide multi-modal connections to further regional attractions (not previously mentioned) such as the Whitewater Trail of the Colorado Birding Trail system, the Gold Belt Tour Scenic Byway, Heritage Tour, Garden Park Fossil Area, Shelf Road Recreation Area, San Isabel National Forest, Royal Gorge Park, and Temple Canyon Park, and the state-identified Highway 115 bicycle route.

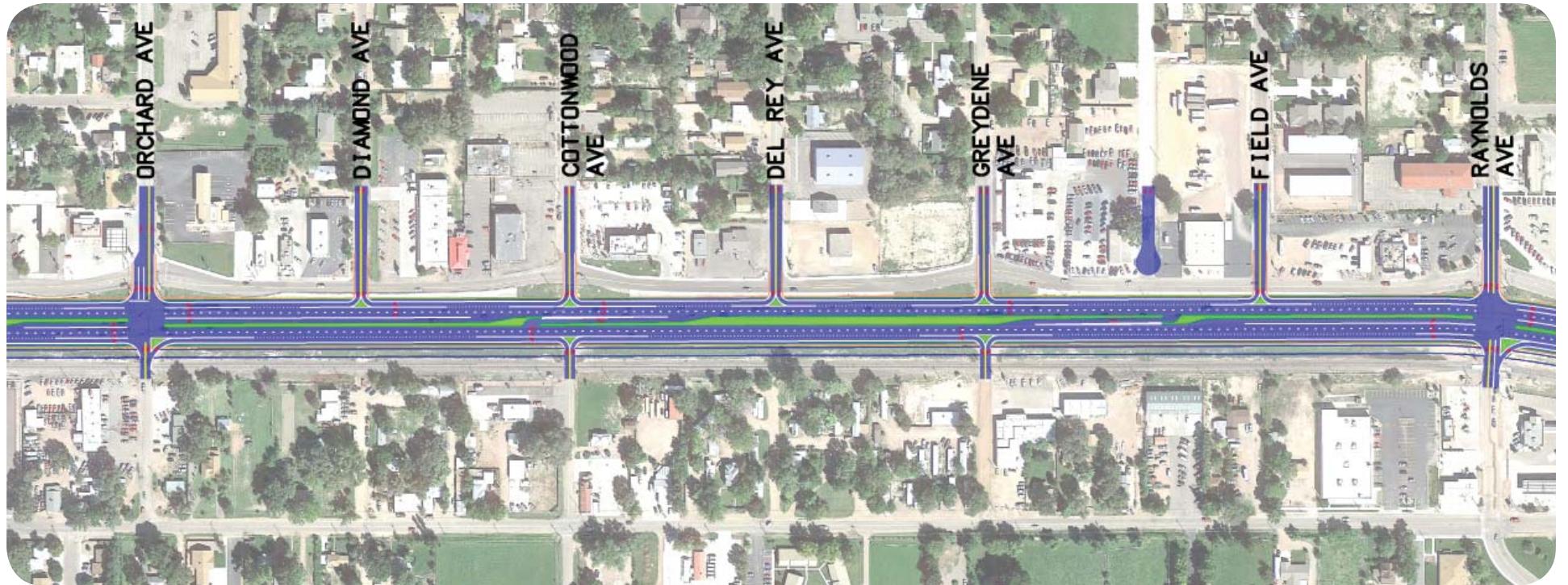


Diagram of East Cañon proposed configuration.

Drainage

The change in the typical section and removal of the frontage road system will provide an opportunity to make improvements to the sub-par existing drainage system. Several drainage basin planning studies have been completed over the past 40 years and each identifies deficiencies of the existing system. The removal of the frontage road and construction of raised medians would reduce the amount of impervious area that is currently contributing to the drainage basin

and overall drainage issues (not including any future private development). It is anticipated that through the implementation process a holistic drainage plan will be developed to address deficiencies. Probable solutions include providing a new storm sewer system that collects the roadway drainage in a trunk line and then outfalls to the existing creek systems in a way that meets the current water quality standards. This type of solution would eliminate some of the water that is currently being captured/diverted to the irrigation ditches that currently do not have the capacity or

owners who don't have a desire to convey it. While a trunk line may be warranted, the design of US 50 in the East Cañon district should consider balancing new major infrastructure, curb and gutter, and a potential raised median with lower impact and/or balanced solutions such as perforated curbs and detention areas.

Access Enhancement/Management

A detailed access management plan will need to be prepared as the corridor design progresses to a higher level of detail. Proposed changes in access will need

to be coordinated with and approved by CDOT since US 50/RGB is part of the state highway system. We anticipate that the changes in the corridor roadway will likely result in new development/redevelopment of parcels along the corridor. Specifically it is anticipated that some of the small parcels may redevelop or be combined with adjacent parcels that would likely provide for larger more usable parcels for development. The access plan will need to include where the roadway network will be modified to provide additional access to parcels while eliminating conflicts with the access at US 50/RGB. These changes will need to be considered and implemented as redevelopment occurs and in conjunction with the implementation of the Corridor Plan.

Devolution of the Fremont Drive Frontage Road
 The elimination (i.e. "devolution") of the Fremont Drive frontage road system and corresponding right-of-way vacation (current CDOT ownership) will be one implementation step that will require very close coordination and negotiation with CDOT. This will be a benefit to both CDOT and City as it will reduce the maintenance needs required through elimination of several lane miles of roadway that currently exist and corresponding right of way. This process will take time, with phasing and a strategy to be worked out in conjunction with the next phases of study and design.

4th Street Bridge

The Fourth Street bridge over the Arkansas river currently connects into RGB mid block between 3rd and 4th Street intersections with RGB. This bridge is functionally obsolete. A more detailed study should be completed to see if it is feasible to align the bridge as it touches down at RGB with 3rd Street. This may

not be feasible due to grades and rail clearances, but would significantly improve traffic operations and ease of use of the system. The current alignment of the 4th Street bridge touchdown would then become a full movement intersection to the entrance to the Royal Gorge Railroad area.

Railroad Improvements

Recommendations regarding railroad (RR) crossings include:

- The 1st Street crossing needs improvements for pedestrian and bicycle safety, getting people to/ from Arkansas River trail to Downtown, and to help support reinvestment of properties flanking both sides of 1st Street.
- The Royal Gorge Railroad shouldn't be blocking 3rd Street for 20-30 minutes per day. The train may be "running, and this is currently a smaller access intersection, but as the area along the Arkansas River redevelops it will be critical to get a street connection on south side of tracks and north of River between 1st and 3rd Streets for connectivity/mobility.
- Improve the crossing at 9th Street for pedestrians and bicyclists.
- The three Downtown core (between 1st and 9th Streets) crossings are at 1st , 3rd and 9th Streets. All need to be improved and maintained regularly.
- Consider a fourth pedestrians and bicyclists crossing between 3rd and 9th if feasible. Study further.
- Retain and improve the crossing at 15th Street as this area redevelops.



Diagram illustrating in grey the existing alignment of the 4th Street bridge, and in white, a proposed alignment with 3rd Street at RGB, if feasible.

- Retain the crossing at 11th Street. Improve this crossing for pedestrians and bicyclists in the future as reinvestment occurs south of tracks in this area.
- Improve the crossing at E. Main Street for pedestrians and bicyclists.
- Improve the crossings for pedestrians and bicyclists at Orchard, Cottonwood, Greydene, and Raynolds Avenues as part of the redesign and phased improvements of this section of US 50.
- Improve the crossing at E. Main Street /Rhodes Avenue for pedestrians and bicyclists.

SIGNAGE

Overview

The City of Cañon City desires to have political boundary signage and other informational and directional signage along US 50 to exude a consistent identity for the entire community, and specifically along the length of US 50 within its boundaries. The Team's direction was to look at "political boundary signage" (as defined by CDOT) as well as district identity and informational sign board concepts.

Regulations Guiding Signage Along State Highways
One Federal Act has set the stage for current regulatory manuals regarding outdoor signage along US or state highways. The intent of The Federal Highway Beautification Act of 1965 was to reduce visual clutter along the nation's highways. It implored control for outdoor advertising and removal and screening of junkyards, and encouraged roadside scenic enhancement. It replaced an earlier 1958 "Federal Bonus Act."

There are at least three primary documents that attempt to regulate outdoor signage along state and US highways in Colorado. These include:

- FHWA Manual on Uniform Traffic Control Devices (MUTCD) (2009)
- CDOT Outdoor Advertising Control Manual (draft 2011)
- CDOT Guide Signing Policies and Procedures (2012)

Basically, the Act and related manuals restrict the type, placement, size, color, and allowed content of signs

within 660 feet of any highway. Signage is overseen by the division of Traffic Operations at CDOT.

The intent of the Act and its related design manuals are to "reduce visual clutter," a same intent that the City of Cañon City has for the US 50 corridor as it traverses the City. However, this nearly 50 year old law (there have been some subsequent amendments) has unfortunately created unintended consequences for communities, particularly in urbanized areas, on their ability to provide a "home rule" level control of signage.

The Cottonwood and Kerr Amendments may allow for more leeway, depending on legal interpretation and the Cañon City context. This is something that may want to be perused more diligently by the City moving forward.

With that, the Team has designed concept signage for the City's desired types. Whether all of these "types" will be allowed by CDOT Region II will need to be determined on a case-by-case basis. Three conversations with CDOT Region II on signage occurred throughout the study, where by the City made it clear on its intentions, and Region II representatives communicated their interpretation of the existing Manuals.

Political Boundary Signage

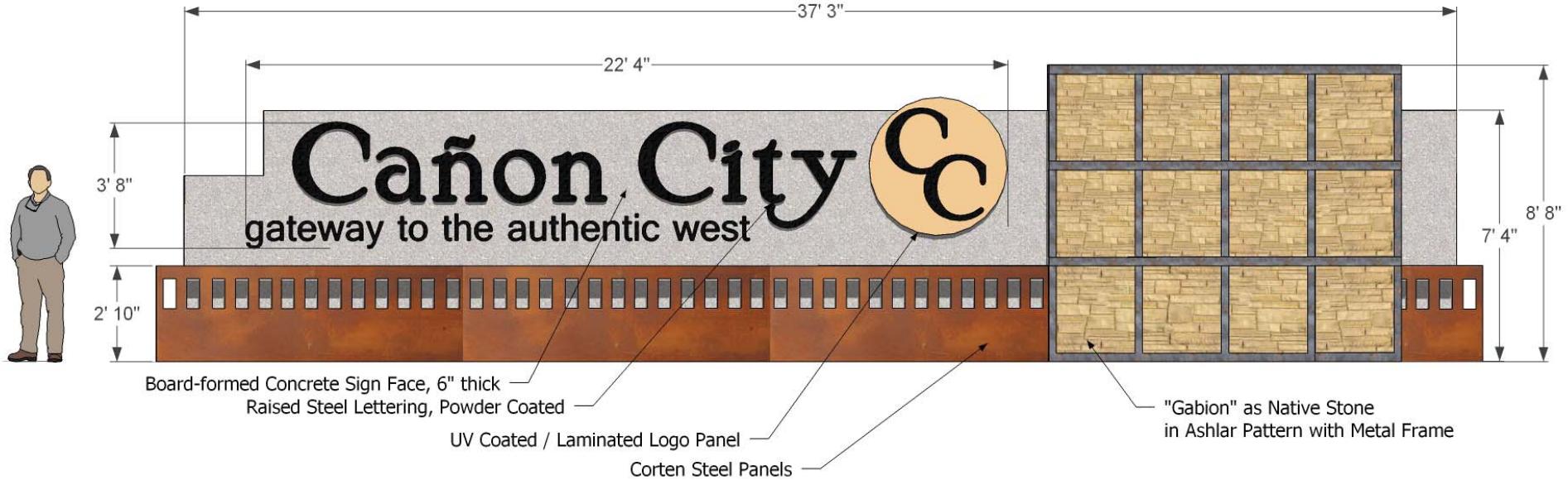
"Political Boundary Signage" is a CDOT term for uniquely designed signage identifying the general gateway to/from a community. The concept design for the Political Boundary Signage for Cañon City includes three panels each comprised of a different primary material: concrete (to include the logo and city name), corten steel, and gabion. The Team worked through several concepts to determine what material, form,

and structure the signage should be to appropriately represent Cañon City's local historical and cultural context.

Images on the next several pages illustrate the conceptual dimensions of the Political Boundary Signs, three-dimensional renderings of the concepts, and photo-realistic renderings of what the conceptual signs may look like in the proposed locations. Note the Western Gateway sign is proposed to be on the east side of the highway as travelers enter Cañon City. This is the best location given visibility and existing topography. This Western Gateway sign may become a two-sided "V" sign (additional sign panel facing the opposite direction and working with topography) welcoming visitors as they enter and then thanking them as they leave.

The gabions, envisioned to include the rough cut ashlar native buff stone encased in steel superstructure as part of the sign, would then also be modified (e.g. one band or row) to be utilized to help nestle the sign into the sloping landscape. The gabions would also be utilized as a common aesthetic along US 50 within the East Cañon and Downtown districts (e.g. possibly as a crash barrier if they could be designed to serve this purpose, provide a drainage function, or simply an aesthetic continuity element for the corridor).

The "gabion" wall portion of the monument signs is proposed to be a double or triple-width CMU wall with an ashlar stone veneer. The metal grid - meant to represent the gabion containers - may be constructed for field-fit over the stone. This will give the appearance of a gabion structure with simpler construction and lower relative cost.



Lighting for this sign type includes LED up-lights for all three material faces with one spot-light for the logo panel at each of the monument signs. Alternatively, monument signs may have two spot-lights on short pedestals instead of LEDs if cost becomes an issue. A small vertical 'lip' (made of corten or concrete) in front of the corten panel and rock wall which is where the LED fixture would be mounted. LEDs for the concrete can be mounted behind the corten. To light signs within CDOT right of way, solar power will be required as CDOT does not allow electrical lines for signs in their right of way. The scale of a solar power installation is determined at final lighting design. Consideration should be given to minimizing the visual impact of solar installations.

Elevation and oblique views of the proposed political boundary signage.





Illustrative rendering of the proposed Eastern Gateway political boundary sign. The existing sign remains in the illustrative to show the difference.

Proposed location for the Eastern Gateway political boundary sign.



Photo of the existing Eastern Gateway political boundary sign.



Before image of Eastern Gateway political boundary sign location.





Illustrative rendering of the proposed Western Gateway political boundary sign.

Proposed location for the Western Gateway political boundary sign.



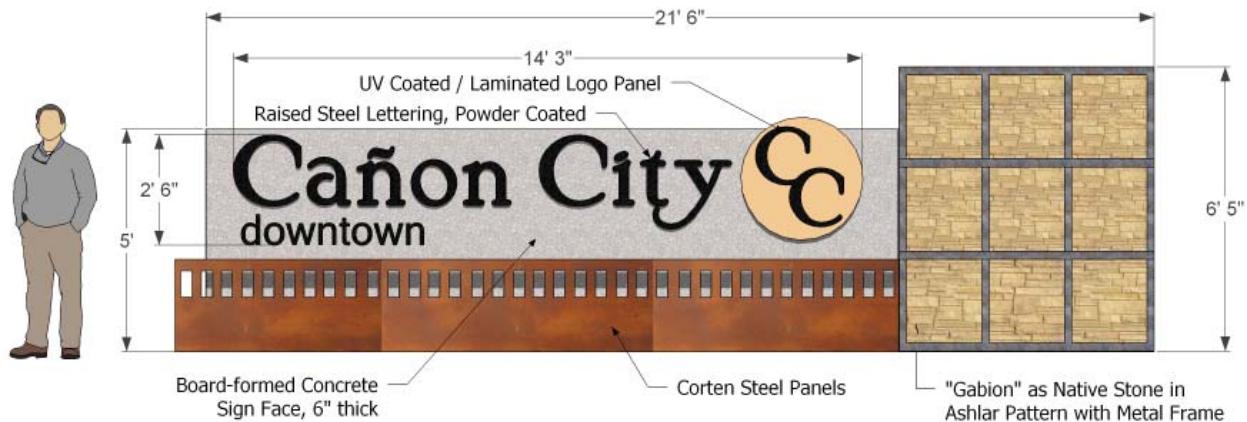
Before image of Western Gateway political boundary sign location.



Downtown Gateway Identification Signs

A smaller-scaled version of the political boundary sign, but in the same family (e.g. similar materials, font, logo, and 'panel' application), would be utilized to replace existing signs of various designs to identify downtown. This sign type would be located along RGB with one near 15th Street (in general location of existing sign between 15th and 16th Streets), one near 1st Street (to be in the new informational pull off to be created at the southwest intersection of 1st Street and RGB on vacant/underutilized land between US 50 pavement and the railroad tracks. A third (and potentially another "V" sign) is proposed to be at the intersection of 9th Street and RGB. All of these signs would replace existing signs of three differing designs to have the consistent look and brand. These signs would be approximately 17' long, and 5' at the highest point.

Design of the Downtown gateway sign.



Informational/Wayfinding Signage

Identification signs, one scaled for higher speed traffic in the East Cañon District, and one scaled for a pedestrian, bicyclist, and slower-moving vehicular traffic for the Downtown District help round out the major sign package as part of a new brand and identity for the community. In this case the gabion is not utilized as part of the sign, but may be part of the landscape treatment. The sign panel changes from concrete to steel over aluminum frame, which in combination with curb and gutter, slower travel speeds, and placement (potentially not in CDOT ROW at all) should not cause a traffic hazard.

The intent is to decrease the visual clutter which can occur by having multiple individual signs, but also to help direct patrons to business locations, particularly

Existing Downtown gateway sign at 15th/16th Streets.



Existing Downtown gateway sign at 9th Street.



Existing Downtown gateway sign at Veteran's Park.





Illustrative rendering of the proposed Downtown Gateway sign at 15th/16th Streets.

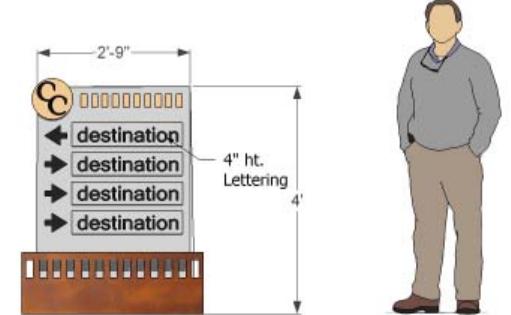
Before image of Downtown Gateway sign location.

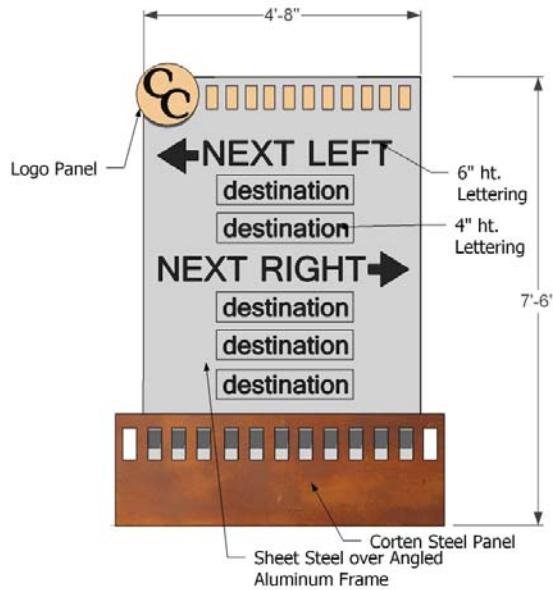


given the higher speed limit and higher number of tourists to the community given its “gateway community” nature.

Lighting for the informational/wayfinding signs as proposed is for LED up-lights on both the sign face as well as corten. Another option would be internally illuminated signs which would be nearly the same cost or potentially less than external LEDs.

Concept for a Downtown informational/wayfinding sign.





Concept for an East Cañon informational/wayfinding sign.



Illustrative rendering showing a proposed East Cañon condition looking east near Orchard Avenue: new multi-use trail, improved drainage, landscaping, and signage.

Design Considerations for All Signs

- Anti-graffiti coating protection for the signs highly recommended (and is included in the cost estimate). The coating is typically sprayed/painted on so the signs can be pressure-washed if they get vandalized. All signs will require a review and approval by CDOT.
- It is highly recommended that the City prepare “mock-ups” of the sign face text, particularly showing font style and build-out size. These could be constructed of temporary sign panel or banner material and installed at the proposed sign locations so that

City staff can drive by the sign locations to determine if the font sizes and locations are acceptable or need adjustment before any major design development or construction begins.

Before image of East Cañon looking east.





Illustrative rendering showing a proposed East Cañon condition looking west at Cottonwood Avenue: frontage road removed, improved drainage, landscaping, and signage.

Informational Pull-Offs/Visitor Center

Informational Pull-Offs

Informational pull-offs provide visitors to the community with vital information to make their trip more enjoyable. These informational pull-offs may also provide information to through-traffic that may entice them to spend time in the community for an unscheduled stop or plan a future trip to the community.

Eastern Gateway

The City had previously identified a site along US 50 in the Eastern Gateway for an informational pull-off. This would be located on the north side of the highway east of Four Mile Road. The design of an informational pull-off for this location should proceed, utilizing the design palette established herein for the signage and landscape strategy.

Location for Eastern Gateway informational pull-off.



Western Gateway/Downtown

A Western Gateway informational pull-off is proposed along the south side of US 50 just west of the 1st Street intersection. This land between US 50 and the railroad tracks is vacant and a bit of an eyesore as visitors enter the Downtown from the west. Utilizing this space for both an informational pull-off and western Downtown gateway sign location would help the image and character of this portion of the corridor.

Visitor Center

A community-wide visitor center must be conveniently located for both eastbound and westbound traffic. The visitor center should be located within or within walking distance of the Downtown District.

The Team's recommended location for a visitor center is the current pizza establishment location on the north side of US 50 between 15th and 16th Streets. This

Location for Western Gateway informational pull-off and Downtown gateway sign.



location, in conjunction with the proposed changes in configuration to US 50 providing a direct connection to Main Street, would provide a clear and logical location for a visitor center. The existing building could be re-used. The site is not too large, but is large enough to accommodate oversized vehicles and recreational vehicles to stop.

A second possible location would be at the western gateway to downtown at 1st Street. A parcel at the northeast corner of the intersection may also be appropriate for a visitor center. Proposed changes to US 50 to help direct visitors to Main Street at 1st Street would help with intuitive understanding and access to this site.

Location for the Downtown Gateway sign and visitor's center beyond to the west.



LANDSCAPE

Success of any landscaping depends greatly on access to water and maintenance needs.

- Landscaping is most limited at both Eastern Gateway and Western Gateway monument sign locations due to CDOT restrictions on infrastructure in their ROW as well as the potentially cost prohibitive taps and routing of mainlines for water.
- If no tap or irrigation lines can be made available for any particular sign or monument, a landscape application similar to what is used for restoration could be employed. This would require the use of water trucks and/or time release water gel-packs applied to small containers of shrub and tree plantings. With this method, the plantings typically come in small deep-rooted containers and take longer to reach maturity. Larger sizes for trees may be used if the City could commit to a maintenance routine for checking and applying water to the plantings as often as three times per week during the dry, hotter months of the year. The recommended maintenance period for an establishment of this type is typically three years minimum with periodic observations thereafter.

General

- Plantings generally should be drought tolerant, native, and/or naturalized for the Colorado climate typical in the Cañon City area. Use of native plants to Colorado and the region is highly encouraged. Some non-drought tolerant plants may be applied on a

case-by-case basis along the US 50 Corridor (adjacent to downtown monument signs, focal points or planters with seasonal color, etc) but should typically comprise only a small percentage of the overall plant palette.

- Landscape design should reference current Cañon City standards for prohibited species.
- Cañon City should consider a recommended plant materials list and landscape guideline to be used by the City for public projects and for private development in and adjacent to the US 50 Corridor.
- Bioswales are effective ways of combining aesthetics with functional drainage systems. The US 50 Corridor has ample opportunities for bioswale integration which should be considered for final landscape design. Existing, desirable views should be preserved to the fullest extent throughout the Corridor. Use of large over-story shade trees can block interesting views, such as views to the Abbey. Conversely, plant materials may be used to block undesirable views.
- The integration of gabion walls is a key concept to the landscape and signage design for US 50. Gabions will not only serve as a key design element for signs, but can be integrated along US 50 and utilized for traditional drainage applications, as well as to provide a consistent look and feel along the length of US 50 through Cañon City.
- An Intergovernmental Agreement (IGA) will be required between Cañon City and CDOT for maintenance of the landscape.



Image courtesy LPA
Example of bio-swale.



Examples of use of gabion walls in the landscape.



Gateway Districts

- Gateways should be treated with minimal, native, and/or naturalized landscape plantings and materials, primarily located immediately adjacent to the monument signs. Each Gateway is unique. The Eastern Gateway follows a pasture or prairie-like landscape typology while the Western Gateway is more upland and mountainous in character.

East Cañon District

- Generally, the East Cañon district is a transition from the East Gateway and its prairie-like typology to the more formal Downtown.
- Use of bioswales in East Cañon should be considered strategically with how they work to alleviate stormwater and flooding issues while also creating aesthetically interesting landscapes.

- Planting arrangements in East Cañon should be generally more formal and linear immediately adjacent to highway edges and medians to create a more contiguous traveling experience along the Corridor. Plantings may transition into more naturalized arrangements as they are placed further from the highway edge.
- Both the medians and tree lawns should have linear arrangements of shrubs and street trees. Lighting and tree plantings should be coordinated to avoid interference.
- Gabion may be placed within the East Cañon landscape. Rock material for gabions should match color and texture as close as possible to the gabion wall as shown on the monument signs. Although the gabion construction for the monument signs is more

wall-like, gabions for use out in the landscape may be constructed in a traditional manner, i.e. with wire baskets encasing native stone from local quarries, particularly where the gabions may act as an erosion and stormwater control feature.

- Pedestrian level lighting should be considered along sidewalks and any non-motorized multi-use trails.
- For the East Cañon District, “tree lawn” is typically defined as drought-tolerant turf grasses and/or native shortgrasses. Although most turf grasses require permanent irrigation systems to maintain establishment, native shortgrasses can be established within two to three years with a maintenance program and supplemental irrigation via a temporary irrigation system or periodic water truck applications.

Example of a bio-swale with drought tolerant plantings.



Example of regular row of trees in median and tree lawn to establish continuity of the street edge.



Example of use of stone and native landscape.



Downtown District

- The Downtown streetscape should be comprised primarily of hardscaped areas to promote a hierarchy of pedestrian circulation and ease of maintenance. Planter areas – whether raised and contained with seatwalls or at ground level with openings for tree and shrub plantings (and an opportunity for bioswales) – should be placed strategically to create a symmetry or rhythm throughout the Downtown District.
- A consistent amenity zone should be implemented along US 50 in downtown. The amenity zone should incorporate seating, waste/recycling receptacles, information, regular street trees, pedestrian lights, high level lights, and special paving. Choice of paving color and pattern should tie-in to the larger theme and “brand” for Cañon City. This will all be determined in a Streetscape Concept Design phase of the project completed in conjunction with the traffic study and access plan. It is important that the

Example of a raised planter (to take up grade between on-street parking and storefronts) with native plantings.



streetscape design is integrated into a final roadway design.

- Landscape plantings in the Downtown District should primarily be drought tolerant as with the other Districts across US 50. However, more allowance for ornamental plantings – particularly annual color plantings, hanging baskets, and planter containers – should be supplemented to create seasonal interest. Street trees chosen should be resilient in urban environments.
- Consideration should be given to how landscaping contributes to wayfinding at the pedestrian scale. For instance, overstory shade trees may be planted along a typical stretch of the downtown streetscape, but smaller ornamental plantings may be used at intersections thus giving additional visual clues as to when a turn or point of interest is approaching (if they don't interfere with vision triangles).

Example of low curb amenity zone with unique seating/vertical elements woven into the design.



- Bioswales may be utilized throughout the downtown. Curb cuts along the street would allow stormwater runoff to enter and exit the planter areas before being captured in traditional stormwater inlet structures.

Example of a perforated curb design allowing for infiltration and formal drainage in the amenity zone.



Example of an at-grade amenity zone.



PRIVATE REALM

Zoning Recommendations

The present Zoning Code (Title 17 of the Cañon City Municipal Code) does not provide adequate calibration or regulation for achieving the desired development pattern along the US 50 corridor. The current "General Commercial" zoning designation is geographically over-utilized along the US 50 corridor, allowing suburban, vehicular-oriented development patterns along a majority of the corridor and into downtown. This Study does not include a rewriting of the zoning code; instead it offers broad recommendations for how to reshape the City's zoning code and related development regulations to:

- A. create an overall framework that over the long-term will guide the type of development that is needed to better define the Districts established within this Study, and
- B. create increased value and predictability that may encourage one or more redevelopment project in the short- to mid-term. Any such project(s) could "jump start" private-sector investment to complement public sector investment along the corridor.

There is most likely a need for three, or possibly four zoning districts along US 50 as it traverses Cañon City. Those districts should be defined as follows:

1. DT-MU: Downtown Mixed Use zone, applied from 16th Street on the east to Bennett Avenue/the Hogback on the west. This zoning designation should encompass all of the expanded Downtown District, as defined in this Study. The DT-MU zone should be flexible in uses allowed, with more emphasis put on the form, bulk and placement of structures (e.g. zero setbacks, restricting drive-thrus). In addition,

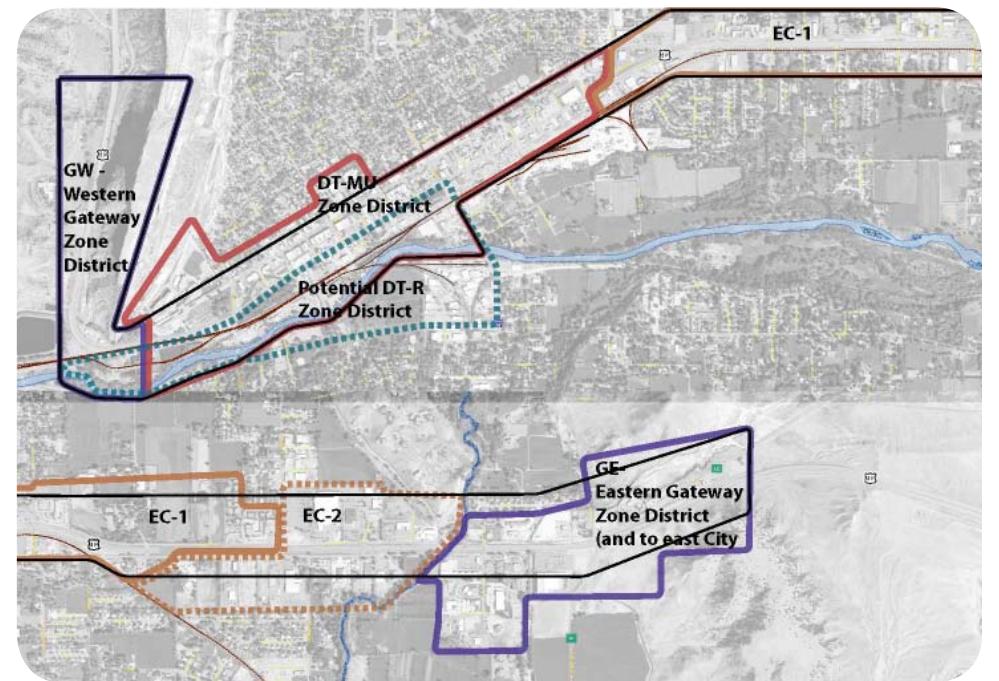
there may need to be a DT-R (Downtown Riverfront) zone applied along the riverfront that allows a bit more flexibility than in the overall DT-MU zone. The DT-R zoning designation should be tailored to unique conditions in that sub-district in order to properly incentivize successful redevelopment along the River. Finally, the DT-MU zone may need to be divided into two zones: one generally west of 9th Avenue and one east of 9th.

2. EC-1: East Cañon-1 zone, applied from Raynolds Street to 16th Street. This commercial, mixed-use zoning designation is more flexible in form, size and potentially use allowances than in downtown, but should include stricter standards than in the EC-2 zone (see below) for commercial development such as mandating maximum setbacks for buildings. This will help transition from zero setback development in the DT-MU zone to larger setbacks allowed in the EC-2 zone.
3. EC-2: East Cañon-2 zone, applied from Four Mile Creek to Raynolds Street/ Railroad tracks. In recognition of the existing development patterns in this zone, and the need to accommodate

larger box retail, this zoning designation should accommodate more flexible commercial development standards such as allowing larger-footprint box retail and perhaps parking between buildings and the street if properly screened.

4. Gateway zoning designations and/or design standards, applied to the Gateway Districts (GW and GE) as geographically defined in this Study except as noted for DT-R (see diagram below). Gateway zoning may include design standards that restrict exterior finish materials permitted in order to help create a sense of place for residents and improve the arrival experience for visitors to the community.

Suggested zone districts along US 50.



A few other observations include:

- Setbacks
 - Front yard setbacks for residential in DT zone should be about 5-10' – to allow a modest transition from public realm to private.
 - Front yard setbacks for commercial uses in the DT zone should read as a maximum setback - to help create the “outdoor room” that is desired in a downtown setting.
- Urban residential uses: Make sure to allow for two-unit buildings, townhomes, and condos in downtown by right.
- Height limits: The currently allowed 100' height maximum in both the existing C and the CB District (See Chapter 2: Existing Context) should be calibrated. Some initial suggestions on height associated with each of the proposed new zoning designations include:
 - Consider a maximum height of four stories in downtown on Main Street. Perhaps allow up to five story buildings on US 50 and along the north bank of the River.
 - Consider a maximum height of four stories in EC-1.
 - Consider a maximum height of three stories in EC-2 (still allows for many hotels).
 - Consider a two-story maximum height in Gateway zones.
- Materials: Zone district language may cover material restrictions.
- Minimize use of variances and planned development submittals through having thorough, yet flexible base zone district language.
- Consider how density bonuses and/or variances might be handled in an updated code.

Examples of chain retail uses developed with a zero or maximum setback to create an outdoor room.



Examples of attached residential housing providing a variety of housing options for a community.



Signage Recommendations

Generally any signage regulations should be in sync with an underlying zoning designation. The following are suggestions on recommended updates to the sign code following a presumed update to the zoning designations discussed above.

- Calibrate the sign code to match new zoning designations.
- No pole or monument signs should be allowed in the Downtown zone.
- Pole signs should only be considered to be allowed in the EC-2 zone.
- Manage the number and size of signs per property, as appropriate for each zoning designation.
- Encourage use of blade signs in Downtown and EC-1 zoning designation.
- Restrict electronic or moving face signs, particularly in the Downtown zone.

Example of a blade sign.



- Adopt a sign sharing provision to minimize the proliferation of signs along the corridor. (This may contradict CDOT's regulations, and may not be needed with appropriate underlying sign code language.)
- Provide language to clearly manage the regulation of temporary signs.
- Provide for adequate education of and enforcement of any new regulations.

Landscape/Screening Recommendations

Landscaping regulations should be in sync with an underlying zoning designation. The following are suggestions on recommended updates to landscaping and/or screening following a presumed update to the zoning designations discussed above.

- Make sure each district has language about screening of parking lots and storage areas. This screening should be year-round.
- The underlying code should minimize if not preclude any surface parking from abutting a public street,

Example of parking lot screening.



but as parcels and development will transition over time, at a minimum there should be language to screen these parking areas from the public street.

- The screening could be done through low walls/ fencing and/or landscaping. The screening should be year-round.
- Including language such as: Encouraging drought-tolerant and native plantings, requiring timely removal of dead plant materials, and requiring the installation of shade trees to reduce heat island effects of parking areas.

Example of private realm screening that could be utilized along US 50 to provide consistency with the public realm design theme.



Development Recommendations

General

The City of Cañon City must focus on downtown as the heart of the community first and foremost. The vitality of downtown is directly associated with the health of the greater city and sub-region within Fremont County. There are numerous existing local and regional destinations—tourism, cultural and/or recreational in nature—that are day trips from Cañon City. The City, and particularly downtown, must be the hub from which night stays occur around regional day trips. Visitors staying in and near downtown will support local businesses and increase visitation to downtown-centric attractions.

The Arkansas River in Downtown Cañon City.



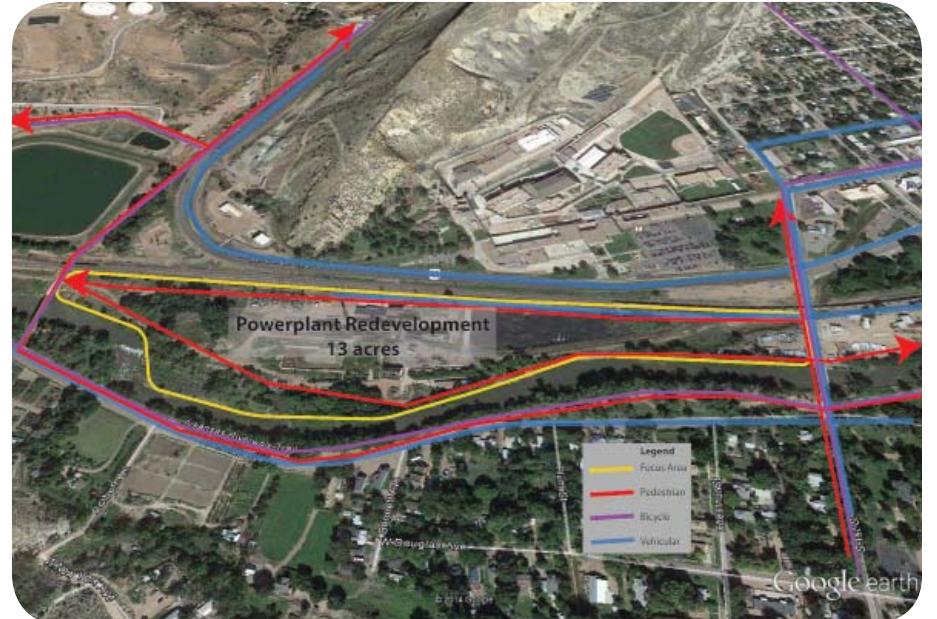
No economic analysis or specific market study was a part of this Study to ascertain short-, mid-, or long-term market-readiness. The following is not an exhaustive list of every development site that is available or has potential within the Study Area, but rather is a list of key sites/opportunities identified based on:

1. the site being vacant,
2. the site being underutilized,
3. the size of the site,
4. the site is in a key location that supports an overall revitalization/reinvestment strategy, and/or
5. the Team's professional experience.

Downtown Riverfront

To support the revitalization goals for the US 50 corridor, the City must capitalize on the Arkansas River asset. Previous development patterns have turned their back on the River. The river has been “rediscovered” by locals and visitors alike with the ongoing build out of the RiverWalk. Now is the time, through redevelopment of key available riverfront parcels, to set the stage for decades of successful economic vitality through leveraging this community asset. This begins with redefining downtown beyond the existing Main St. “core” to extend across US 50 all the way to the River’s edge.

Opportunity site: decommissioned power plant.



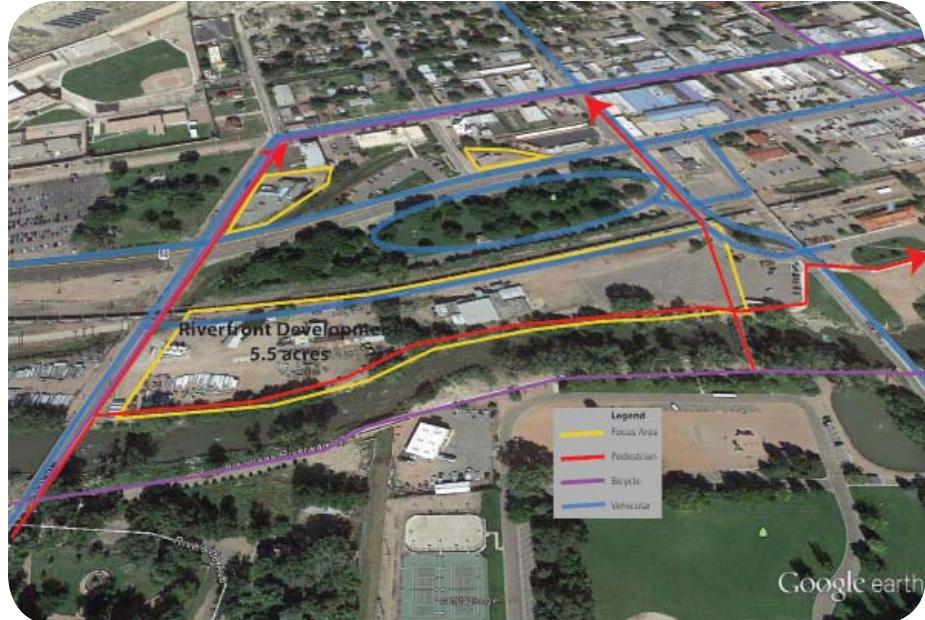
Some key sites here include:

- Decommissioned Power Plant site and land sliver between the railroad and US 50 (on the edge of downtown)
- Approximately 13 acres along the Arkansas River
- “Gateway” parcel to downtown
- Opportunity for eastbound informational pull-off and downtown gateway signage installation at the 1st Street intersection (north of railroad tracks, south of US 50)

- Riverfront area south of RGB
- Approximately 5.5 acres in two sites along the Arkansas River
- Between 1st and 3rd Streets
- An east-west public access road should be established through the site to help with mobility in and around this area when it redevelops.

- Undeveloped land on the south side of the Arkansas River between 3rd and 7th streets. This is approximately 12 acres of land that could provide a unique urban camping/RV park concept for the community. The site provides great access to bicycling, river rafting, and central Cañon City activities.

Opportunity sites: vacant/underutilized along the river-potential location for mixed-use development.



Opportunity site: vacant/underutilized along the river-potential location for urban camping /RV park.

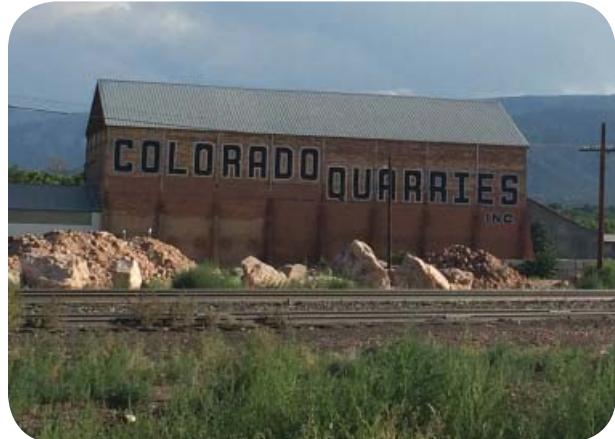


Downtown District

Within downtown, the following key sites are highlighted for their redevelopment potential:

- Underutilized surface parking lots throughout the corridor.
- To be redeveloped as the market warrants, and ideally under the umbrella of a new zoning code.
- Safeway site at 15th Street
- The current building on this site is at the end of its useful life. If the current use decides to relocate, redevelopment of this site should be managed carefully as it is located at the eastern entrance to downtown.
- This site, or other downtown and riverfront sites should be considered for a new hotel for the community versus building another new hotel out in the East Cañon District, or up by the Royal Gorge Park area.

Opportunity site: image of a “landmark” building within the Colorado Quarries site.



- Underutilized parcels as defined with a low improvement-to-land-value ratio
 - Any parcels with a low improvement-to-land-value ratio have a higher propensity to change in the short- to mid-term, but this depends on overall market conditions in the community and how reinvestment policy is focused.
- Abutting the Study Area: The largely underutilized Colorado Quarries site
 - Generally between 11th and 16th Streets.
 - This 20+ acre site provides another significant opportunity for redevelopment of existing urbanized lands.
 - Mobility through the site both north (US 50 being north)/south and east/west through the site must be established when redeveloped.
 - Retain iconic and historic structures through the redevelopment, such as the masonry buildings/stacks as part of the Tezak brick plant and the “Quarry” building. These act as “landmarks” in the community.

East Cañon District

A critically important site within the East Cañon District is the Abbey property off Fremont Drive on the north side of US 50 between Dozier and Raynolds Avenues.

- This property currently includes the church and related support and residence buildings, an active vineyard, winery production, tasting room, and meeting/event space. It includes approxi-

Opportunity site: The Abbey land holdings.



- mately 179 acres of developed and undeveloped land surrounded by existing development.
- This property provides the largest single opportunity for new development within the East Cañon District.
- A master plan for development of this land should be completed to assure that piecemeal development patterns, isolation from the surrounding urban fabric (e.g. lack of multi-modal connections to and through the site—notably a roadway network), or selling off of smaller parcels does not preclude sound development in the future and therefore jeopardize the transformative economic development potential of this high-profile and strategically-important site.

Smaller parcels on E. Main Street between 16th and Raynolds may need to be consolidated to provide for broader redevelopment opportunities.

There are a few larger vacant narrower frontage but very deep sites on the south side of E. Main Street in the East Cañon District. As these development/redevelop, a connected roadway network through and to these parcels to existing and surrounding developed areas should be established to help with mobility and emergency safety.

Gateway Districts

There are several vacant parcels within both the Eastern and Western Gateway Districts. Most notably here in the context of this Study are the opportunities to provide for community gateway signage (see signage recommendations) and informational centers and/or pull offs.

- In Gateway East, land exists just east of the intersection of MacKenzie Avenue and north of US 50 where a westbound pull-off with informational signage could be located.

Other

- Generally all vacant parcels are theoretically “development ready.”
- The Colorado Territorial Prison site on the western edge of downtown: There has been some chatter that this prison may be shuttered at some future time. If that is the case, this provides another significant opportunity for mixed-use reinvestment in Downtown, utilizing historic and architecturally significant assets as an economic/redevelopment driver in redevelopment of this area. The approximately 30 acre developed area of the State of Colorado’s land is nestled against the hogback.
- Some parcels may go through consolidation via an investor or developer to create a more viable property. Even with consolidation and potentially one ownership, creating a connected roadway system will be paramount for long term viability of this and surrounding areas.
- The City may consider annexation of County land that is adjacent to US 50 (notably in the East Cañon District) to provide better use, site design, architectural, signage, and landscape control over future development/redevelopment.

Chapter 4: Implementation Framework

INTRODUCTION

This chapter includes the implementation strategy for the US Highway 50 Corridor Plan. The implementation strategy is a critical piece of an effective plan document. The planning process does not end with identifying a preferred direction, or with formal acknowledgement or adoption of the plan. It must include an implementation strategy that acts as a blueprint for further actions necessary to achieve the community's vision as identified in the plan. This implementation strategy is essentially a work plan for the City, partner agencies such as CDOT, Cañon City residents, merchants, and property owners/developers to help successfully move a plan's recommendations forward over a 20-year plus implementation horizon.

For an area of a community that is its "front door," and where there is a desire for significant change, keeping to a holistic, long-term approach will be of paramount importance. This is particularly critical when it comes to private-realm development and redevelopment. Project-based development—or site-by-site development—should only take place after specific development standards, policies, and regulations have been updated in support of the desired future development patterns and public realm placemaking outcomes.

This implementation strategy focuses on the most pertinent actions required, however it is not intended to comprehensively encompass every action which may need to be taken over the long term to see the vision come to fruition. Further, it should be noted that while the implementation strategy encompasses a few critical action items related to economic development, this planning process did not include an economic study.

Lastly, This plan must be considered in conjunction with other related planning efforts (e.g. CDOT maintenance plans, the Royal Gorge Master Plan, etc.), and previous or recently completed plans and regulations may need to be updated to assure consistency with the vision, goals, and preferred direction identified in this Plan. Ongoing evaluation of the implementation strategies—and keeping an up-to-date checklist of completed actions and status of pending actions – will be critical for successful implementation over the long-term. For this reason, the City staffer assigned to lead the plan's implementation should regularly update this "work plan" and report progress to Council after Plan adoption. Quarterly updates are recommended during the first 5 years, and thereafter annually until the plan is either fully implemented or updated.

GENERAL STRATEGY

The Key Parameters

The implementation strategy for the US Highway 50 Corridor Plan involves:

1. Identifying the champions.
2. Continuing to refine and promote the "Gateway to the Authentic West" brand / identity for the community.
3. Critical next step actions regarding mobility improvements.
4. Updating the City's regulatory framework to guide private realm development and placemaking along the corridor.
5. Growing public / private partnerships to implement social, placemaking, mobility, and development change.
6. Marketing and promoting the area.
7. Funding.

The following provides an overview of each of these Key Parameters, with more detail on number 3: mobility improvements. Please refer to the *Implementation Action Charts* for detailed step-by-step actions relevant to each of these parameters.

Identifying the Champions

The champions must begin within the City, whether elected or appointed leadership, or staff. Key property / business owners in the area, and / or community social agencies or institutions in the area may also be key champions of the effort. Further, CDOT is clearly a critical partner in successfully implementing this plan. These entities must work together in a leadership format to assure momentum continues from plan completion through the duration of the 20-year plus implementation timeframe. That said, elected officials and staff change over the time period from which a plan like this is implemented. Therefore, it is critical that a) this plan be formally adopted by City Council as an amendment to the Comprehensive Plan, and b) that everyone realizes that this is a marathon, not a sprint, and a relay at that. There will be many leaders involved with implementing the plan over time, but all need to understand the basic goals of the plan. The "Ongoing Evaluation" (see section below) will be essential.

Continuing to Refine and Promote "Gateway to the Authentic West"

Continue to fine tune what "Gateway to the Authentic West" means to Cañon City, including adding a focus on what this means for the future place. This involves not only focusing on what the city has been able to capture in the past from a jobs creation or tourist profile, but looking forward to attracting and creating new jobs, tourists, destinations, and residents that can provide a new economic base for the community. In particular,

the City should promote the corridor as the primary conduit that represents and helps residents' and visitors' understanding of "the Authentic West" (both past, present, and future).

Critical Next Step Actions Regarding Mobility Improvements

Focus on the critical next step actions for implementing the mobility improvements identified in Chapter 3, namely completing a comprehensive traffic analysis, access enhancement (management) plan and Planning and Environmental Linkage (PEL) Study.

A PEL Study will be needed as the project moves forward to allow for the phased implementation of the overall project to be compliant with requirements of the National Environmental Policy Act (NEPA). Since the corridor is owned and maintained by CDOT and is also part National Highway System it requires that NEPA be followed for the improvements. The PEL will allow the City to work with CDOT to refine the project definition and prepare the appropriate level of documentation that meets the needs of both the City and CDOT.

Much of Linking Planning and NEPA can be summarized as the effort to increase the level of information and decisions being considered at the planning level. This process emphasizes understanding the nature of the problem to be solved and the context of the solution before alternatives are identified. The PEL approach

that is recommended will start by working with CDOT to:

- identify the problem to be solved and agree upon a Purpose and Need,
- identify the applicable constraints, e.g. traffic operations, environmental, business access,
- identify and evaluate alternatives, and

This process will include performing the detailed traffic study and developing the access management plan. The alternatives analysis in the PEL will identify the preferred alternative for the project that will be recommended for detailed environmental analysis in the NEPA phase of the project. A phased implementation plan will also be developed that will identify the level of clearance (Categorical Exclusion, Environmental Assessment, or Environmental Impact Statement) required for each individual project that is being proposed. Where possible the PEL will identify early action projects that can move forward quickly with minimal or no additional study. (E.g. implementing a first phase along RGB in downtown in time for the sesquicentennial anniversary.) The ultimate goal of the PEL Study is to document the process that was followed to develop the preferred alternative and prepare the phased approach to allow for identification of funding for the project to expedite the overall implementation. This PEL process will likely take 12 months to complete.

The PEL process must also integrate the streetscape concept design that will consider the pedestrian and placemaking level improvements to support a multi-modal network, and to set the stage for early action projects.

Updating / Preparing the Regulatory Framework

Creating a regulatory framework that is aligned with the recommendations of this plan will be necessary to support placemaking and the creation of distinct “zoning districts” along the corridor that “fits in” appropriately with the surrounding context. This could include changes to zoning requirement (e.g. use restrictions, height/density limits), parking minimums, sign standards, and even perhaps amending or adding development/subdivision regulations as applicable to development within or adjacent to the corridor.

Updating the regulatory framework to support the goals of this plan will provide certainty to property owners, investors and developers, and reduce barriers (time and money costs) to redevelopment along the corridor. An updated regulatory framework will also help address feedback from residents and merchants heard repeatedly throughout the plan process that the aesthetics (or “look and feel”) of development along the corridor needed to be significantly improved.

From a user perspective (developer/applicant)/resident), this should also include updating the City’s “e-commerce” platform, simply—providing a very user-friendly and intuitive web site from which existing regulations are found, and from which simple “how to do development with Cañon City” informational material is available.

Growing Partnerships

In any revitalization plan, partnerships are paramount. The City must take the lead on showing that positive, methodical change for the corridor over the long term is a priority. This includes working closely with CDOT, the Fremont Economic Development Corporation (FEDC), the Chamber of Commerce and other local and state agencies and advocacy groups on communicating a consistent message regarding US 50.

Similarly, partnerships with landowners, investors or private developers are needed to ignite catalytic projects or sites. This includes the simple mantra of “being open for business” in the vein of having the appropriate regulatory frameworks and easily navigated development processes in place.

This includes a user friendly website and even a portal from which available properties for sale or lease (may be links for the Chamber or FEDC websites) are easily located.

In order to see the kinds of redevelopment envisioned in this Plan, developers will need to be recruited. Appropriate partnerships with the City and/or joint development platforms will be needed to create successful development.

Marketing and Promoting the Area

Ongoing active marketing and promotion of the Study Area and the community at large is critical. This includes the aforementioned focus on the tag line and how to apply it to the corridor, but also includes having a well thought out, comprehensive tourism, business and resident based marketing and promotion campaigns that highlight all the great things the Cañon City area has to offer. For example, utilizing the tag and reason behind the term “Climate Capital of Colorado” can be a significant selling point for new residents and businesses considering to locate in Cañon City.

Funding

Identifying funding for the range of projects identified in a plan of this type can be challenging. The Plan identifies a few key “next step” studies that must take place before physical design implementation can take place. Funding for these pieces (e.g. traffic study, access management plan) must be solicited/identified first. A list of local, state and national funding resources are included at the end of this Chapter.

Ongoing Evaluation

Ongoing evaluation of any plan should consider:

- Responding to evolving community support and desires;
- Coordinating timing and partnership strategies
- Adhering to changes in state or federal laws that may affect timing or availability of tools for plan implementation; and
- Taking advantage of new funding & cost-sharing opportunities that emerge.

The Prioritized Action List (see below) should be updated every two years. This includes checking off completed actions, modifying a timeline of an action if external circumstances will realistically delay a major project, or adding in new actions as needed. This will help in preparation of planning-level cost estimates for annual and capital improvement budgeting and in soliciting grant funding. Keeping track of completed tasks, as well as additional related accomplishments, can be utilized for annual reports to Council/the public, to potential funders, and to help keep momentum going through acknowledging accomplishments.

Challenges

The challenges associated with regeneration of place and the creation of a vital backbone of the community include:

- Garnering leadership - both early champions and long-term caretakers.
- Balancing the transportation needs of all modes with the non-transportation functions of a roadway, including promoting economic development, placemaking, and public health.
- Proactively updating the regulatory framework.
- Structuring appropriate partnerships.
- Conceding to short-term development pressures inconsistent with area goals.
- Identifying adequate funding, including creative funding sources such as matching funds, cost sharing, and leveraging funding from related projects.
- Maintaining momentum.
- Having patience.

PRIORITIZED ACTION LIST

The following Prioritized Action List is organized in three categories: Mobility, Economic Vitality and Placemaking. The prioritized action list for each category identifies the: action, geographic area, implementation lead, and a timeframe for completion.

Geographic Area

The geographic area may include items that are broader than the Study Area, are Study Area-wide, or are specific to a District. The geographic areas being utilized for this Prioritized Action List include:

- Citywide
- Western Gateway District
- Eastern Gateway District
- Downtown District
- East Cañon District

Implementation Lead

The implementation lead indicates who is primarily responsible - the 'champion' - for seeing the action through. As this is a city-led study for a large geographic area, many of the actions identified herein are city focused. The city and other relevant responsible parties include:

- City of Cañon City (City)
- Colorado Department of Transportation (CDOT)
- Fremont Economic Development Corporation (FEDC) (private entity)
- The Chamber of Commerce (CoC)
- Canon City Area Recreation and Park District (RecD)
- In a few cases some actions have been identified to be led by other entities than listed here, including a private property owner or developer

Even though a particular entity has been identified as a leader of an action, this does not mean that they are the sole implementer. As with any area plan completed by a community, collaboration amongst varying departments, along with partnerships with other public, quasi-public, and private entities is paramount for long-term success.

Timeframe

The action list has been structured in four implementation phases over a timeframe of 20+ years. Phase I is meant to be the 'immediate' timeframe, or that which critical staff resources and/or funding can be planned for and allocated between 2015, 2016 and 2017 annual budgeting processes in order to keep the momentum moving and implement critical path actions. The phases include:

- Phase I (Immediate): 2015-2017
- Phase II: (Short-term) 2018-2021
- Phase III (Mid-Term): 2022-2027
- Phase IV (Long-Term): 2028-2035+

Identifying a major milestone that can be utilized as a motivation for the City and greater community to accomplish a certain amount of actions by is helpful in projects such as these. In Cañon City's case, this could be 2022, which will be the City's sesquicentennial anniversary. Having the actions identified in Phases I and II completed by 2022 gives even more reason to celebrate and promote the 150-year anniversary of the community, helping to increase visibility that the slogan "Gateway to the Authentic West" is not just about the Cañon City's rich history, but also about its bright future.

It is important to realize that a major transformative strategies, such as removing the frontage roads on US 50 in the East Cañon District, may not happen in an short-term or even mid-term. Sometimes the transformative projects can take longer due to the complexity and the cost of the project. But there are many early intervention projects that can be accomplished in the short-term that further the overall vision for the corridor and serve as foundational steps towards implementation of a larger project. Installation of community and district gateway signage would be an example of a strategy that can be implemented in the short-term while implementation of longer-term strategies is ongoing.

Category	Implement. No.	Action	Geographic Area	Lead	Timeframe			
					Phase I (2015- 2017)	Phase II (2018- 2021)	Phase III (2022- 2027)	Phase IV (2028 - 2035+)
					Sub-Category			
Mobility								
Pedestrian	M.1	Complete Downtown Pedestrian Study (currently funded). Maintain at grade crossings in Downtown.	Downtown	City				
Pedestrian	M.2	Implement pedestrian improvements in East Cañon District along Fremont Drive (currently funded).	East Cañon	City				
All modes	M.3	Work with CDOT to identify funding to complete a Multi-Modal Traffic Study for US 50.	Downtown, East Cañon	City/CDOT				
All modes	M.4	Work with CDOT to identify funding to complete a Planning Environmental Linkage Study for US 50.	Downtown, East Cañon	City/CDOT				
All modes	M.5	Utilize multi-modal performance measures including Quality of Service / Level of Service (for non-motorized) when completing the next phase mobility analysis.	Downtown, East Cañon	City/CDOT				
All modes	M.6	Complete multi-modal traffic study US 50.	Downtown, East Cañon	City/CDOT				
Bicycle	M.7	Expand the bike network to include not only the expedited implementation of planned/proposed facilities in the adopted bike plan, but also upgrading existing facilities.	All	City/RecD				
Bicycle	M.8	Identify strategic locations for additional bike parking at major destinations throughout the corridor, solicit funding and install.	All	City, CDOT				
All modes	M.9	Perform Planning Environmental Linkage Study in conjunction with CDOT. Coordinate Access management plan as part of the PEL process.	Downtown, East Cañon	City/CDOT				
All modes	M.10	Consider a Memorandum of Understanding with CDOT after the PEL is completed to assure long term implementation consistency with the vision and mobility direction desired by the City.	Downtown, East Cañon	City/CDOT				
All modes	M.11	Significantly improve the 1st Street pedestrian and bicycle conditions connecting across the river, and across US 50 into Downtown	City-wide	City				
Transit	M.12	Work with existing regional transit providers to enhance marketing and amenities, and potentially add service where feasible.	All	City, transit providers, CDOT				
All modes	M.13	Complete Schematic Design of US 50 as part of PEL so that uncoupled projects can move forward more expeditiously.	Downtown, East Cañon	City				
All modes	M.14	Solicit funding for phased implementation	Downtown, East Cañon	City/CDOT				
All modes	M.15	Prepare Environmental Clearance as required for Phased Improvements	Downtown, East Cañon	City/CDOT				
All modes	M.16	Complete first phase improvements - focus on a portion of Downtown with a goal of having it complete before sesquicentennial anniversary of the City, to focus the energy and momentum in Downtown.	Downtown	City/CDOT				
All modes	M.17	Study the feasibility of aligning the 3rd street bridge to align with the 3rd street intersection with RGB in Downtown. This will significantly help traffic movements and ease of system understanding coming onto and through RGB in Downtown. If/when relocated in the future, utilize the 4th street "intersection" as a local street and attraction access point to Royal Gorge Train, museum parking, the Arkansas River, riverfront parks, etc. The bridge is functionally obsolete and when redesigned/rebuilt needs to include adequate ped/bike accommodations as the only grade-separated crossing of the railroad in Cañon City. (Complete in conjunction with other US 50 follow up study work.)	Downtown	City				
All modes	M.18	Perform Corridor wide drainage study to develop overall corridor drainage plan. Coordinate all drainage improvements needed to alleviate flooding in conjunction with street design. This should be completed after a Locally Preferred Alternative is identified in the PEL, or in close conjunction with as part of the design of the street.	Downtown, East Cañon	City/CDOT				
Transit	M.19	Complete a shuttle feasibility study that considers: a Downtown shuttle that connects the downtown core with parking facilities, hotels, and shopping at the downtown edge and immediately adjacent downtown; and that connects Downtown and hotels to tourist attractions near and in the City as well as to Royal Gorge Park, etc.	All	City, transit providers, hotel				
All modes	M.20	Work with CDOT to develop the agreement to remove Fremont Drive Frontage road system. Negotiate the terms and timing for CDOT to vacate the ROW and ownership to the City.	East Cañon	City/CDOT				
All modes	M.21	Finish remaining Downtown phases of US 50 redesign.						
All modes	M.22	Implement East Cañon, most likely in a phased approach. It may make sense to complete a key portion of East Cañon, to set an example and/or in conjunction with other major public or private improvements. (E.g. the western portion in conjunction with part of Downtown improvements such that the look and feel, new signage, etc. gets established earlier rather than later.) Final recommended phasing to be determined as part of the next phase of work.	East Cañon	City/CDOT				
All modes	M.23	Improve intersections with high-visibility crosswalks with elements such as: ADA accessible curb ramps, curb extensions, median refuges (if feasible), and/or pedestrian countdown signals.	City-wide	City				

Category	Implen. No.	Action	Geographic Area	Lead	Timeframe			
					Phase I (2015- 2017)	Phase II (2018- 2021)	Phase III (2022- 2027)	Phase IV (2028 - 2035+)
					Sub-Category			
Economic Vitality								
	EV.1	Continue to refine vision and brand for the City, particularly as it applies to US 50	City-wide	City				
	EV.2	Complete Marketing and Promotion Strategy for the City.	City-wide	City				
	EV.3	Create panel committee between City, FEDC and the Chamber of Commerce (others as appropriate) to focus on employment and tourism. Panel should meet perhaps monthly for the first six months and then bi-monthly.	City-wide, Fremont County	City/FEDC/CoC				
	EV.4	Complete needs assessment for visitor's center. This will identify the programmatic needs resulting in a recommended site size and general <u>total square footage required</u> .	Downtown	City				
	EV.5	Complete location assessment for visitor's center. Consider three locations: at eastern gateway to Downtown, at western gateway to Downtown, or centrally located within Downtown on US 50. The visitor's center should be in Downtown or immediately adjacent to Downtown. Ideally you want folks to park once and be able to walk to other activities and commerce.	Downtown	City				
	EV.6	Complete thorough review of zoning, sign and parking regulations to identify/outline areas to be updated to support the goals of the US 50 Plan.	City-wide	City				
	EV.7	Update Zoning Code to be consistent with the goals of the US 50 Corridor Plan.	City-wide	City				
	EV.8	Update Sign Code to be consistent with the goals of the US 50 Corridor Plan. (East Canon language may not take effect until the frontage road is removed, or there may be an update in the shorter term, and then another update in this district when the frontage road is removed.)	City-wide	City CD				
	EV.9	Overhaul the City's website to be much more intuitive, graphically friendly, and content rich, particularly in the ability to easily navigate and find development procedures and regulations. If a list of available properties for lease or purchase is maintained by another entity (e.g. Fremont County or Chamber of Commerce), the City should have links to this information on their site.	City-wide	City				
	EV.10	Begin discussions with property owners of (key) underutilized sites to convey the overall vision for US 50 revitalization/Downtown revitalization, and to discuss their desire to sell, redevelop, etc.	Downtown, East Cañon	City				
	EV.11	Create summary "prospectus" for key sites, working with the property owners, to help promote available sites. Post on City, County, Chamber websites.	Downtown, East Cañon	City/Cnty/CoC				
	EV.12	Search for sites within walking distance of downtown that are not primary development sites for potential urban campground concept (one suggested herein). Complete Feasibility Study of an urban camp ground.	Downtown	City				
	EV.13	Solicit interest from developers/operators for an urban camp ground.	Downtown / Downtown adjacent	City/Cnty/CoC				
	EV.14	Work with existing businesses to provide small business assistance: running a small business: storefront merchandizing, signage, hours of operation, promotion, etc.	City-wide	CoC				
	EV.15	Encourage local businesses, property owners and developers to work together toward common objectives through a mechanism like a Business Improvement District (BID). (for each Downtown and East Cañon)	Downtown, East Cañon	City ED/City CD				
	EV.16	Keep communications open with the State regarding the Territorial Prison and their plans for maintaining the facility.	Downtown	City				
	EV.17	Work with area commercial brokers to educate them on the "message" - why Cañon City.	City-wide	City ED/City CD				
	EV.18	Establish/maintain contact list for all businesses in the Corridor to provide regular and updated information on improvements, programs available.	City-wide	City				
	EV.19	Continue to 'right-size' retail along the Corridor by: a) reducing unproductive space and redeveloping into other uses, b) ensuring that any new retail is supportable and in strategic locations.	City-wide	City				
	EV.20	Continue to provide and expand financial assistance and other incentives to existing and desired businesses and commercial entities.	City-wide	City, Cnty				
	EV.21	Establish ongoing conversations with Pueblo Community College on their needs for their Cañon City Campus. Focus on adding programs/classrooms in a Downtown location.	City-wide	City				

Category	Implen. No.	Action	Geographic Area	Lead	Timeframe			
					Phase I (2015- 2017)	Phase II (2018- 2021)	Phase III (2022- 2027)	Phase IV (2028 - 2035+)
		Sub-Category						
Placemaking								
	P.1	Ensure that this plan is adopted by City Council as an amendment to the Comprehensive Plan.	City-wide	City				
	P.2	Complete detailed design and cost estimating for political boundary (monument signs) and downtown monumentation signage.	Gateways, Downtown	City				
	P.3	Pursue necessary easement/long term lease for Eastern political boundary sign on private property if necessary.	Eastern Gateway	City				
	P.4	Pursue necessary permitting / process through CDOT for placement of political boundary signage	Gateways	City				
	P.5	Install Western political boundary Sign	Western Gateway	City				
	P.6	Install Eastern political boundary Sign	Eastern Gateway	City				
	P.7	Update and complete site plan, kiosk design and landscape plan for Eastern Gateway information pull off on site previously identified east of Four Mile Lane.	Eastern Gateway	City				
	P.8	Implement East Gateway information pull off.	Eastern Gateway	City				
	P.9	Acquire land/long term easement for western informational pull-off (sliver land between US 50 and railroad and west of 1st Street)	Gateways, Downtown	City				
	P.10	Complete site plan, kiosk design and landscape plan (to include Downtown Gateway sign) for Western Gateway/West Downtown information pull off. While this parcel is key to establishing a look and feel as one enters Downtown, the design may not be able to be finalized until after the design of the 1st Street intersection occurs through the PEL. That would be one element that should be identified as an early action item in the PEL. If design and installation occurs in advance, the design must be cognizant of possible modifications to the the site and 1st street intersection based on the two conceptual options illustrated in this Plan.	Western Gateway	City				
	P.11	Install Downtown gateway sign on east end, remove existing sign.	Downtown	City				
	P.12	Design a "V" downtown gateway sign (to be read from SH 115 and from RGB) to be located at 9th and RGB to signify entrance to downtown from those traveling along SH 115 into downtown.	Downtown	City				
	P.13	Install 9th and RGB downtown gateway sign, remove existing sign.	Downtown	City				
	P.14	Consider providing a low-interest loan for façade improvements of buildings along the corridor. Perhaps begin the program to focus in Downtown.	Study Area	City				
	P.15	Complete regulatory recommendations to support the desired private realm look and feel for the corridor as properties redevelop.	Study Area	City				
	P.16	Construct west gateway/downtown gateway informational pull-off.	Western Gateway/Downtown	City				
	P.17	Install Downtown gateway sign on west end in conjunction with west end informational pull off, remove current sign in Veteran's Park.	Downtown	City				
	P.18	Complete Landscape/Streetscape Framework Plan for the Entire US 50 Corridor after "due diligence" components (traffic study, access plan) have been completed for the preferred design direction. Make sure the design has an overall look and feel, with possible subtle differences between Districts. Further, the Downtown District design must be able to follow a new palette for US 50, but also consider the streetscape palette currently being implemented along Main Street and some of the perpendicular streets leading to US 50.	Study Area	City				
	P.19	Create banner design(s) to support "Gateway to the Authentic West" identity. This should follow the brand being established through the political boundary and other signage designed as part of this Plan. The banners may be utilized on light poles, or could be designed as "temporary" ground banners to be utilized to help establish a consistent look and feel throughout the corridor.	Study Area	City				

COST ESTIMATES

The Planning level order-of-magnitude costs estimates for major infrastructure next steps and the proposed design of key elements for US 50 are as follows:

Next Steps Components

The following items need to occur before final design and phased construction of US 50 can take place.

- Traffic Study for the entire corridor: \$50-100,000 (dependent upon the complexity of the model, number of options analyzed, etc.)
- Access Management Plan for the entire corridor: \$30-50,000 (dependent upon level of outreach)
- Environmental Impact Statement: \$1.5 million (usually the Traffic Study and Access Management Plans are done as part of the National Environmental Policy Act process. This would be an 18-24 month process.)
- Comprehensive Drainage Study: \$50-100,000

Roadway Design

The actual design and construction of US 50 based on the preferred directions outlined in this Plan are estimated as follows

- East Cañon District, Per Mile: \$29-30 million
- Downtown District, Per Mile: \$17.3-17.5 million
- If any CLOMR/LOMR studies would be needed as part of the redesign, these studies might be around \$100,000 for each.

Signage/Wayfinding

The Planning level order-of-magnitude costs estimates for the signs are as follows:

- Gateways: \$301,500 (for 2 signs)
- East Cañon: \$65,500 (for 6 informational signs)
- Downtown Gateway signs: \$187,500 (for 3 gateway signs)
- Informational signs: \$34,000 (for 5 signs)

General Notes on all signage estimates:

- All items include final design, materials, freight, and labor to install
- Landscape improvements (ornamental plantings, etc.) near sign locations are not included.
- Permits and costs for electrical source connections not included.
- The number of informational signs is an estimate. Exact locations to be determined in a future phase.
- If traditional spot lights are utilized instead of LED lighting, the cost would drop significantly. The advantage of LED is longevity and aesthetics vs. bulbs that burn out more often and spot light fixtures that damage more easily.
- The use of solar will require staff or contracted maintenance expertise to maintain the equipment (replacing batteries, troubleshooting, etc.)

FUNDING SOURCES

The funding of capital improvements and the creation of mechanisms to raise money to support redevelopment pose the primary challenge to plan implementation. The following comprehensive list describes several collaboration strategies, tools and funding mechanisms that are available at a local, state, or national level. The tables at the end focus on mobility related improvements.

Special Authorities

- Urban Renewal Area (URA)– Urban Renewal Areas are a commonly used tool to generate money for redevelopment. A mayor-appointed authority board governs the authorities which have broad powers including the use of eminent domain and tax increment financing. Downtown Development Authorities are the other type of special authority. The designation of a URA must be preceded by a hearing to determine whether conditions of “slum” and blight exist within the urban renewal area.

Tax Increment Financing (TIF) can be utilized within a URA. TIF is a financial mechanism that earmarks new property and/or sales tax revenue generated from new development and funnels this “incremental” revenue toward various infrastructure costs. After a period of time, usually 25 or 30 years, incremental annual tax revenue is redirected back to the city.

The City of Cañon City is in the beginning stages of establishing an urban renewal authority (or other special district/authority).

Improvement Districts

- Business Improvement District (BID) – is a political subdivision designated and authorized, through resolution or ordinance, by the local legislative body and operated by a district board of directors. A BID can be initiated by a petition from a majority of property owners. BIDs can undertake a variety of activities including planning and managing development; maintaining improvements; promotion or marketing; business recruitment; management and development; snow removal, refuse collection; design assistance; acquiring construction financing; installing and operating improvements. BIDs cannot include residential properties. BIDs are often established to complement URAs and DDAs (Downtown Development Authorities) as these entities are not authorized to oversee marketing and promotion activities. BIDs may levy and collect property taxes on commercial property. Assessments may also be levied. BIDs can also issue bonds, including revenue, general obligation and special assessment bonds.
- General Improvement District (GID) – (if allowed per City Charter) A General Improvement District is a separate legal entity formed by a city for a specified set of public improvements such as water, wastewater, flood control, storm drainage, streets, roadways, alleys, medians, curbs, gutters, and sidewalks; street lights; landscaping; bicycle ways, and parking. A GID can be initiated by a petition of 30 % of the property owners in an area followed by an election of the majority of district property owners. A GID

can levy and collect ad valorem taxes on real and personal property, levy assessments which can allow for a varied fee structure to address benefits that vary, collect user fees and issue general obligation, revenue or special assessment bonds based on these revenues.

- Public Improvement District (PID) – A Public Improvement District is an administrative subdivision of a municipality and is a tool that may be used to finance the construction of public infrastructure that benefits a specific area. This is listed in Canon City's Municipal Code Section 12. Funding is through assessments and/or bonding. A PID may be initiated by the City or by the property owners.

Special Districts

Special districts can be organized for a single purpose such as fire protection or sanitation or multiple purposes. They are autonomous units of local government and have an array of powers to finance improvements, perform services, and control their own budgets.

- Title 32 Metropolitan Districts - Title 32 Metropolitan Districts (Metro Districts) are the most widely used special district, seen particularly in large scaled master planned new development and redevelopment projects. A metro district is a quasi-governmental entity and political subdivision of the state formed to finance, construct, and maintain public

facilities. A common use of Metro Districts is the financing of public infrastructure as part of new development or redevelopment. A wide array of public improvements can be provided including: street improvements, water, sewer, drainage, parks and recreation, fire protection, TV relay, mosquito control, public transportation systems, ambulance, solid waste, some transportation, limited security. Metro Districts cannot construct electric or gas systems or provide police protection. Metro Districts possess ad valorem taxing authority and can also establish fees for services. They do not levy assessments or sales taxes. Metro Districts have the ability to issue general obligation and revenue bonds and have limited condemnation powers.

Municipal Tools

- Bonds – Cities and counties can issue General Obligation (GO) Bonds to pay for public goods and services secured by a local municipalities' pledge to use governments' resources, such as tax revenues, to pay bond holders. General obligation bonds give municipalities a tool to raise funds for projects that typically do not produce direct revenues, like parks, streets, and other infrastructure. GO bonds are often used to fund projects that will serve the entire community. Special districts, Urban Renewal Authorities and others can issue revenue bonds are used to fund projects that will serve specific populations who provide revenue to repay the debt through user fees and taxes.

- Capital Improvement Program – A CIP, a commonly used tool, is a short range plan which identifies capital projects and priorities, provides an estimated schedule and identifies options for financing the project. The plan is an important link between the annual budget and a comprehensive or long range strategic plan for an area. The prioritization of projects can incrementally assist in implementing a long range plan.
- Impact Fees - Impact fees are payments required by local governments of new development for the purpose of providing new or expanded public capital facilities required to serve that development. The fees typically require cash payments in advance of the completion of development. Generally they are utilized to assure that adequate infrastructure and public facilities are accommodated through the construction of the new development.

Private Financing And Partnership Tools

- Public/Private Sector Partnerships –are increasingly used in revitalization and redevelopment efforts where the government party and a private sector developer work together to help redevelop an area. Typically the public sector provides the project the tools available to it including the ability to create an Urban Renewal Area with Tax Increment Financing, issue bonds, and garner political support. The private sector partner provides its expertise in

planning, investing private equity into the project, arranging private financing, implementing and managing the development.

- 63-20 Corporation – A 63-20 corporation is an entity created under the federal tax code that allows public and private investment and management to exist within the same non-profit structure. It is allowed to issue bonds and enter into agreements with the creating government to purchase, own and lease assets. This framework is appropriate when the private sector interests and beneficiaries require a voice in the project, but still want access to non-profit status and tax exempt financing.

Private Financing Tools

- Public Improvement Fee - A public improvement fee (PIF) is a fee imposed by the developer tenants; the tenants typically pass on the fee to consumers. PIFs are used to finance public improvements and are collected as a fee charged on sales within a set of negotiated categories and a designated geographic boundary. General obligation or revenue bonds may be issued. Since PIFs are fees, they become a part of the cost of the sale or service and are subject to sales tax.

Tax Credits

- New Markets Tax Credits – New Market Tax Credits (NMTCs) are designed to help low income communities develop business that provide economic development and jobs, including areas with high levels of unemployment and poverty. The credit is taken over a 7 year period, 5% in each of the first 3 years and 6% in each of the final 4 years for a total of 39% of the original investment amount. Eligible activities include: 1) Loans or investments located in low-income census tracts; 2) Development of commercial, industrial and retail real estate projects (including community facilities) in low income census tracts; 3) Development of for-sale housing in low-income census tracts. An entity must be certified as a Community Development Entity (CDE) before being able to be awarded NMTCs.
- Low income Housing Tax Credit (LIHTC) – The LIHTC program has become an extremely effective tool for developing affordable rental housing throughout the country. The program is administered in Colorado by the Colorado Housing and Finance agency (CHFA) which receives a fixed allocation of credits annually. CHFA considers allocations under its Qualified Allocation Plan. Credits are awarded to projects in a few very competitive allocation rounds held each year. The LIHTC program provides income tax credits

to developers of affordable housing. The developer must set aside and rent-restrict a number of units with the units remaining affordable for at least 30 years. LIHTC is a critical financing tool for the majority of all affordable rental housing units created in the United States today. Numerous LIHTCs were awarded or projects in Cañon City between 1995 and 2012.

State Of Colorado Specific Public Programs

- Colorado FIRST (Job Training) – The Colorado FIRST program provides financial assistance and helps individual businesses to design specialized training (with a science and technology focus) for new hires, generally in cooperation with the Colorado Community College and Occupational Education System.
- Colorado Office of Economic Development and International Trade (OEDIT) - OEDIT has several funding and incentive programs available. See <http://www.advancecolorado.com/funding-incentives>.
- Colorado Department of Public Health and Environment –The department's mission in this program is to protect public health and the environment by cleaning up sites that are contaminated with hazardous substances in a cost-effective and timely manner. There are funds, grants and technical assistance available to communities through the department.

Non-Profit Assistance For Brownfields

Colorado Brownfields Foundation- which works with communities and projects across the Rocky Mountain Region. Since 2003, the Colorado Brownfields Foundation has assisted local governments, private firms, and community groups with creating and implementing strategies to turn blighted sites into economically productive community assets; restoring business locations, filling main street vacancies, recovering natural amenities, and promoting economic vitality. The foundation provides grant funding and technical assistance.

Table List of Mobility Focused Funding

Local & Regional Funding Sources - Mobility Focus

Program	Agency	Description	Applicability
CDOT Regional Project Priority (RPP) Funds	CDOT Region 2	Central Front Range 2040 Regional Transportation Plan identifies funding needs for the next 10-years. The funding is composed of many sources however, RPP funds are the most flexible funds to be used as agreed upon with CDOT.	The RPP funds are the most flexible funds available in the region that can be used. These funds can be prioritized with CDOT.
Colorado Department of Local Affairs	Colorado Department of Local Affairs	The Local Government Financial Assistance section manages a number of grant and loan programs within the Department of Local Affairs specifically designed to address public facility and service needs	The Conservation Trust Fund could be a good source for potential trail and park funding.

State & Federal Funding Programs - Mobility Focus

Program	Agency	Description	Applicability
Safe Routes to School (SRTS, State)	CDOT	The program aims to increase the number of children walking or bicycling to school by removing the barriers that currently prevent them from doing so.	Appropriate projects include adding infrastructure where it is currently missing or unsafe, or funding programs to educate and encourage children and the community at large. CDOT awarded \$2.5 million in funding to 26 projects in 2012.
Colorado State Recreational Trails Grant Program	Recreational Trails Program (RTP, Federal); Colorado State Parks; partnered with other state organizations	Funds projects for large / small recreational trail grants, trail planning, and trail support grants.	Funds could be used for non-motorized state trails.
GOCO	Colorado	Several grant programs geared to a) constructing and enhancing parks, outdoor amenities and environmental education facilities, b) preserving open space, c) developing strategic plans, d) developing trails, e) miscellaneous efforts.	Funds could be used for non-motorized trails or open space.
Transportation Investment Generating Economic Recovery (TIGER)	USDOT	\$500 million allocated for FY 2012. Targets projects that are multimodal, multi-jurisdictional, and otherwise difficult to fund through other existing programs.	Funds could be used for a variety of improvements, but application would require significant justification.
Transportation Alternatives Program (TAP)	FHWA	TAP provides funding for projects defined as transportation alternatives, including on- and off-road ped / bike facilities, non-driver access to public transportation enhanced mobility, community improvement activities, and environmental mitigation; recreational trail program projects; safe routes to school projects; and projects for the planning, design or construction of boulevards and other roadways largely in the right-of-way of former Interstate routes or other divided highways.	Funds could be used to fund a wide variety of improvements. TAP funds are targeted at local levels instead of state and MPO levels.
Surface Transportation Programs	FHWA	Provides flexible funding that may be used by States and localities for projects to preserve and improve the conditions and performance on any Federal-aid highway, bridge and tunnel projects on any public road, pedestrian and bicycle infrastructure, and transit capital projects, including intercity bus terminals.	A wide variety of projects including projects to preserve and improve the conditions and performance of any Federal-aid highway, bridge and tunnel projects on any public road, pedestrian and bicycle infrastructure, and transit capital projects, including intercity bus terminals.

State & Federal Funding Programs - Mobility Focus

Highway Safety Improvement Program (HSIP)	FHWA	Program aims to achieve a significant reduction in traffic fatalities / injuries on all public roads through infrastructure-related highway safety improvements.	Contains a new High Risk Rural Roads Program (HRRP) that specifically addresses construction and operational improvements on rural major / minor collectors and local roads.
National Highway Performance Program (NHPP)	FHWA	Supports the condition and performance of the National Highway System (NHS).	Provisions allow for funding of bike / ped facilities if they are associated with an NHS facility.
Congestion Mitigation and Air Quality Improvement Program (CMAQ)	FHWA	Implemented to support surface transportation projects and other related efforts that contribute air quality improvements and provide congestion relief.	Motorized and non-motorized improvements are eligible if they prove to reduce emissions. Requirements are mostly the same as before MAP-21, but with greater emphasis on reduction of diesel emission and particulates.
Urbanized Area Formula Program (FTA 5307)	FTA	Funds urbanized areas (pop > 50,000) for transit capital and operating assistance as well as planning.	Funds can target bus transit facilities.
State of Good Repair Grant Program	FTA	Provides funds to maintain transit systems in a state of good repair (infrastructure, operation and planning).	Funds can target local bus and other transit facilities.
Bus and Bus Facilities Program (FTA 5309, 5318)	FTA	Provides capital assistance for new and replacement buses, related equipment, and facilities in urbanized and rural areas.	Funds can target bus and bus-related equipment and facilities, including a bus testing facility.
Rural Transit Assistance Program (FTA 5311)	FTA	Provides funds for operational activities of rural transit operators.	Could be useful for operational transit funding with proper justification.
Job Access and Reverse Commute Program (FTA 5316)	FTA	Provides funds for capital, planning, and operational expenses for projects that transport low-income individuals to and from jobs and other employment activities. Also used for reverse commute projects.	Could have a variety of uses with proper justification.
Rail Line Relocation & Improvement Capital Grant Program (RLR)	FHWA	Only States, political subdivisions of States (such as a city or county), and the District of Columbia are eligible for grants under the program. Grants may only be awarded for construction projects that improve the route or structure of a rail line and: a) are carried out for the purpose of mitigating the adverse effects of rail traffic on safety, motor vehicle traffic flow, community quality of life, or economic development; or b) involve a lateral or vertical relocation of any portion of the rail line.	Pre-construction activity is eligible.
Hazard Mitigation Assistance (HMA)	FEMA	Federal funding assistance to provide FEMA's Hazard Mitigation Assistance (HMA) grant programs provide funding for eligible mitigation activities that reduce disaster losses and protect life and property from future disaster damages. Currently, FEMA administers the Hazard Mitigation Grant Program (HMGP), the Flood Mitigation Assistance (FMA) Program, and the Pre-Disaster Mitigation (PDM) Program.	The money can be used for pre-disaster mitigation. Restoration funds restores improvements to pre-disaster condition.
Devolution of a State Owned Roadway Facility	CDOT	The transfer of the ownership and maintenance of an existing State Owned Roadway facility. The monetary value of the transfer is determined through an assessment of the present value of the facility and the programmed value of the planned maintenance to the facility over a certain period of time. The total present value of the facility is then paid to the jurisdiction to cover the ownership and maintenance responsibilities for the facility.	The funds can be used for improvements to the facility including: Safety, drainage and streetscapes.