

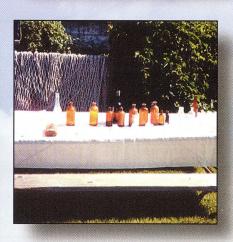
"The mission of the Mill Street Neighborhood Association

is to preserve the unique heritage and quality of life of this historical working class neighborhood. All decisions by the board will be governed in accordance for the best interests of the entire neighborhood. Our path is guided by truth and respect for all who reside within our community."











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# S E C T I O N Introduction

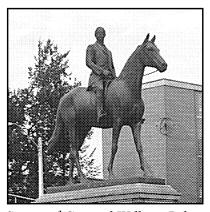
he Mill Street Neighborhood made a formal request to be designated as a Neighborhood Strategy Area (NSA) in October of 2000 and was approved by City Council as a NSA in February of 2001.

The neighborhood preservation plan will identify and prioritize capital improvements eligible for federal block grant funding, and inclusion of the neighborhood in the annual process by which the City allocates Federal CDBG funds. Neighborhood support funding would be available to help facilitate meetings, mailing of notices and meeting expenses that will help promote the neighborhood planning process.

## SECTION 1.1

# Neighborhood History "Mill Street Neighborhood"

The history of the Mill Street Neighborhood closely coincides with the founding of Colorado Springs. In 1871, the Mountain Base Improvement Company purchased 10,000 acres at the confluence of Fountain and Monument Creeks. The investors of the Denver/Rio Grande Railroad, which was founded by General William Palmer in 1870, owned this company. The acreages, which were bought for .80 per acre, were sold for \$15 per acre and platted for homesteads. On July 31, 1871, the company engineer E.S. Nettleton drove the first stake for the town site on the southeast corner of Pikes Peak and Cascade Avenues. Construction on the first homes began later that month, and thus the city of Colorado Springs was born. The narrow gauge tracks of the Denver and Rio Grande railroad reached the town site in October 1871. In September 1872 the Colorado Territory was incorporated. Colorado became a state in 1876.



Statue of General William Palmer

The Mill Street Neighborhood was platted in 1870 by General William Palmer as the Sholz and Eyes Addition. West of Conejos Street, the Neff's Subdivision and the Meyer and Greenberg Subdivision were later added. Modest one story and two story homes were built in the area – one of the oldest homes still exists built in the 1800s is located on South Sierra Madre Street. The neighborhood then, as today, was ethnically diverse and strategically platted to house workers of the Broadmoor Hotel and servants to the mansions of the Old North End. Many of these people were general laborers, railroad men, pressmen, service workers and shopkeepers. An unofficial dumpsite in the area also brought many junk dealers and scavengers to the neighborhood. One of the first official "dump masters", Joseph Edwards, lived at 929 S. Conejos Street. By 1907, the neighborhood was fairly well established with homes and was then annexed into the City of Colorado Springs.

Mill Street was named for the gristmill built in 1877. Judge Weed and his son in law Fred Theobald relocated to Colorado Springs in 1870, from Syracuse, New York. They established their mill at the end of Cascade Avenue on Fountain Creek. The mill



quickly gained the reputation of grinding the best wheat and graham flour west of the Mississippi. The mill operated for 25 years, serving the local pioneers. The mill burned in 1902. It was rumored that transients started the fire that ended this era.

This neighborhood was fairly self-contained with local stores, churches, and schools. Lowell School on nearby Nevada Avenue served the neighborhood children up until the late 1970's. The Chadborne Gospel Mission founded by Ruth Chadborne in the 1920's still stands today on north Conejos Street, north of the Mill Street neighborhood preservation area. The mission first housed a grocery store and was then renovated to minister to the women and children of the neighborhood. The church still has a small congregation, and will be incorporated into the new Confluence Park plan.



Railroad crossing at Sierra Madre looking north

The original neighborhood boundaries were west of Nevada Avenue to Fountain Creek, northward to Huerfano (Colorado Avenue) to Mill Street. Neighborhood homes on Sierra Madre north of Fountain Street to Cimarron were purchased for industrial use in the 1980s. The neighborhood was partially consumed by Colorado Springs Utilities (CSU) in 1985, as land was bought to buffer the Martin Drake Power Plant west of Conejos Street. The neighborhood on North Conejos to Colorado Avenue was purchased in 1998 for Confluence Park. Most of the homes south of Mill and west of Sierra Madre were purchased in 2000, for CSU to extend the railroad tracks that bring coal into Martin Drake. Although development, industrial, and commercial entities have encroached upon much of the original neighborhood, a strong core of 146 homes still survive. The strength of the working class backbone of the city still live in these homes – some of which are 2nd and 3rd generation families of the original residents. It is the vision and hope of the Mill Street Neighborhood with truth, honesty and justice we can preserve Mi Gente – My People – for the posterity of the city of Colorado Springs.

We must not forget our history.

# SECTION 1.2

# Study Area Description

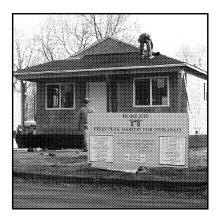
The boundaries identified by the Neighborhood for the Preservation Plan are: located on the north by East Fountain Blvd., on the south by Las Vegas, on the west

by Conejos and on the east by Tejon Street (Figure 1). The block group within Census Tract 26 (Figure 2) where the area is located consists of 84.93% low to moderate-income persons.

## SECTION 1.3

#### The CDBG Process

The City of Colorado Springs receives Community Development Block Grant (CDBG) funding from the Department of Housing and Urban Development (HUD) through a non-competitive process each year. These funds are administered by the Neighborhood Services Department of the City of Colorado Springs. The primary objective of the CDBG program is to improve communities by providing; decent housing, a suitable living environment, and expanding economic opportunities principally for persons of low and moderate income (HUD reg. 24CFR570.1(c)).



HUD requires that CDBG monies be used only for specific, eligible activities that meet certain threshold requirements or national objectives as defined by HUD (24CFR570.201). Eligible CDBG activities include the following:

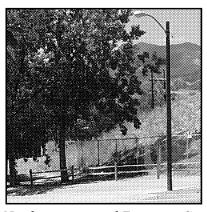
- Acquisition
- Disposition
- Public facilities and improvements
- Clearance activities
- Public services
- Interim assistance
- Payment of non-federal share
- Urban renewal
- Relocation

- Loss of rental income
- Housing services
- Privately owned utilities
- Construction of housing
- Homeownership assistance
- Microenterprise Assistance
- Technical Assistance
- Institutions of higher education



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In addition to being an eligible activity, a project must also meet one of three (3) national objectives; 1) benefit low and moderate-income people, 2) help to prevent or eliminate slums and blight; and 3) meet an urgent need in the community. (HUD reg. 24CFR570.208)



Newly constructed Fountain Creek Trailhead at Sierra Madre & Las Vegas

The designation of a neighborhood as a NSA qualifies such an area to receive CDBG dollars that can be used to fund and achieve neighborhood goals and improvements, such as, street lighting, curb and gutter, pedestrian ramps, drainage, landscaping, etc. The Mill Street neighborhood was designated as a NSA in February 2001 and is eligible to use CDBG funds. As funding becomes available and priority needs identified, money will be set aside or targeted for the improvements to be done in this area.

This Plan will help the Mill Street neighborhood identify and prioritize the projects that need to be completed for the benefit of the neighborhood. City staff will work with the neighborhood to identify those projects eligible for CDBG funding. The City receives a limited amount of CDBG dollars each year to work in strategy areas and in most cases, projects are completed in phases. Typically, the amount of funding neighborhoods need to achieve their goals is considerably more than what the City has available to spend. Therefore, neighborhoods are encouraged to partner with other agencies and entities to seek out and obtain additional funding for their neighborhoods. This is vital if neighborhoods are going to accomplish their goals and objectives in whole and within a reasonable time frame.

This plan is meant to be a tool the Mill Street residents can use to decide what their goals, objectives and priorities are for improving their neighborhood. The plan can also be used to help the residents decide how to best use their CDBG dollars and identify funding gaps that will aid them in their efforts to secure other funding.

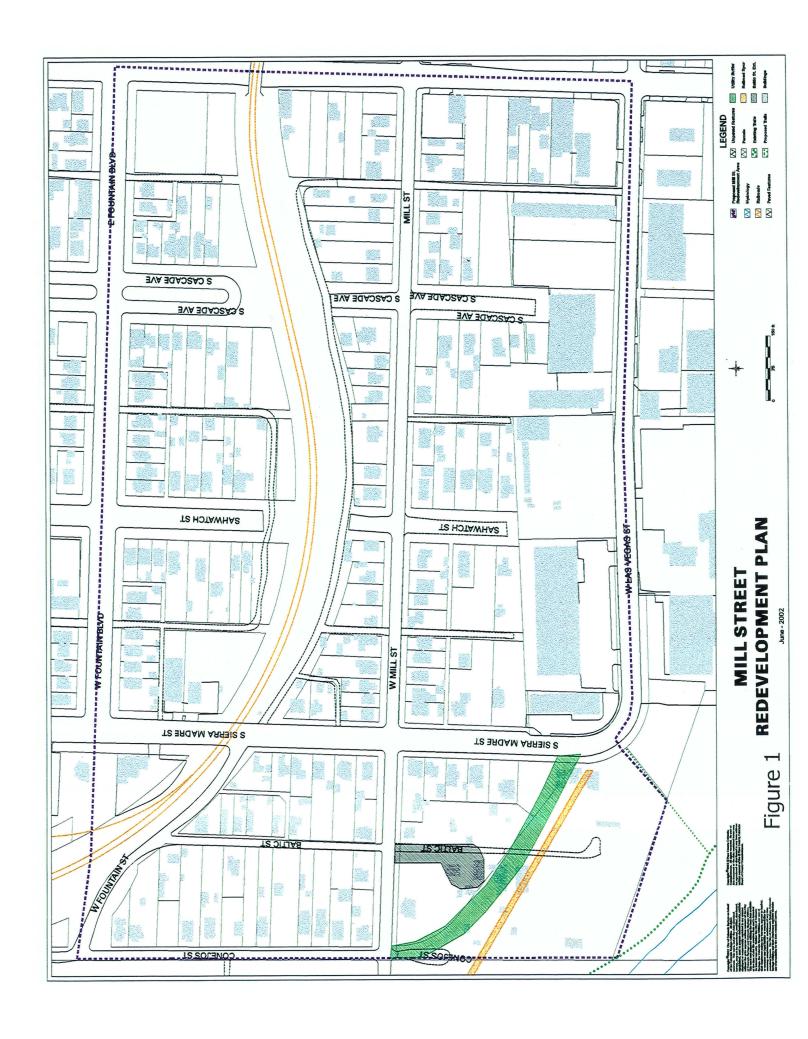
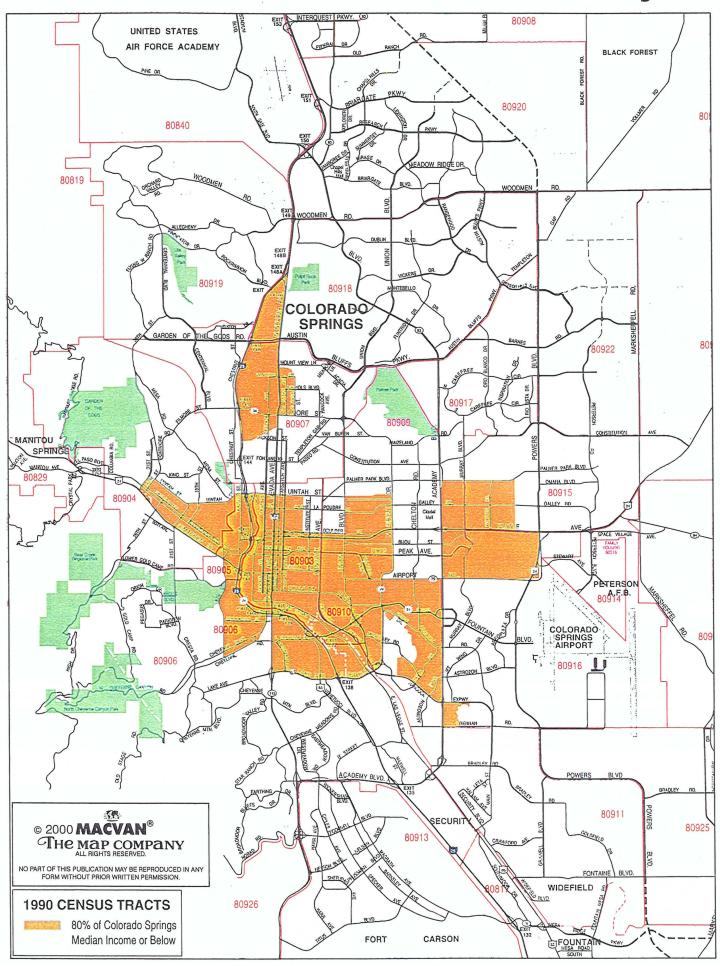


Figure 2



# Introduction

# **CDBG PROCESS** (Figure 3)

- Is The Project Eligible for CDBG Funding?
- Must Meet at Least One National Objective
  - 1. Benefit Low-/Mod-Income
  - 2. Address Slums/Blight
  - 3. Meet an Urgent Community Need
- Must Benefit Low-/Mod-Income Persons
- **Costs Review**
- **Environmental Review**





Conejos Street (looking south)

## SECTION 2.0

# Neighborhood Analysis

In order to get an analysis of the neighborhood and its existing conditions, Neighborhood Services, Neighborhood Redevelopment, City Engineering, Traffic Engineering, Code Enforcement, Streets, Planning and Zoning, CSU, Consultant from CONO (Council of Neighbors and Organizations), and Representatives from the Mill Street Neighborhood. Members of the team were responsible to provide information pertaining to their area of expertise and knowledge.

The four topic areas that are used consistently throughout the plan include:

- Land Use and Zoning
- Public Improvements and Facilities
- Public Services
- Housing

## SECTION 2.1

# Land Use & Zoning

#### **Existing Land Use (Figure 4A)**

In order to get an accurate picture of the existing conditions of the neighborhood, an on-foot survey of the study area was conducted. The location and type of existing land uses as well as street lights, sidewalks and roads were noted. The existing land use and zoning are summarized in the Land Use and Zoning Maps. (Figures 4A and 4B)

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Land Use refers to the types of activities that occur on a parcel of land such as apartments, commercial offices or industrial businesses. Zoning is the City's way of designating what type of activities are permitted on a parcel such as single family residential, multifamily residential, commercial or industrial.



The Downtown Action Plan, which was adopted by City Council in 1993, addresses the Mill Street Neighborhood as the western portion of the Las Vegas District. There has long been a delicate balance between the small residential homes and the commercial uses that have been expanding into vacant parcels along Tejon Street. The majority of land uses within the Mill Street Neighborhood are moderately priced single-family homes, built around the turn of the century. The distinctive character of the housing stock is primarily bungalow style architecture.

There are only a few multi-family uses scattered through these single-family uses. Auto-related businesses, commercial warehouse and light industrial land uses exist along the southern and eastern boundaries of this neighborhood. Tejon Street is characterized by small businesses that tend to be art and restaurant related. Some of these small businesses occupy converted houses or older commercial buildings, which maintain historic setbacks.

The western edge between small single-family residences and the City's coal-fired power generation facility is quite abrupt. In 2001, with a goal of reducing coal delivery costs and refreshing the power plant's operations, a block of twelve homes, located south of Mill Street were purchased and removed to make room for an extension of the Martin Drake railroad tracks. Approval of the re-zoning of this area from primarily R-2 (Two-Family Residential) to PF (Public Facility) was contingent on actually strengthening the residential quality of the Mill Street Neighborhood. This will be achieved in part by City Council's direction that quality affordable homes are constructed in the re-development area between Mill Street and the Martin Drake rail spur extension. This area has been zoned R-2 and platted into new residential lots that will provide for several new homes, some of the first new homes to be constructed in many years within the neighborhood. As part of the platting process, three older homes were also preserved for more affordable housing.



Fountain Boulevard creates the northern boundary of the neighborhood. Sierra Madre Street, north of Fountain Boulevard, transitions into a commercial/industrial corridor. Typically there are no soft transitions between the commercial and light industrial uses and the single-family uses in this neighborhood.

#### (Figure 4A - Existing Land Use Map)

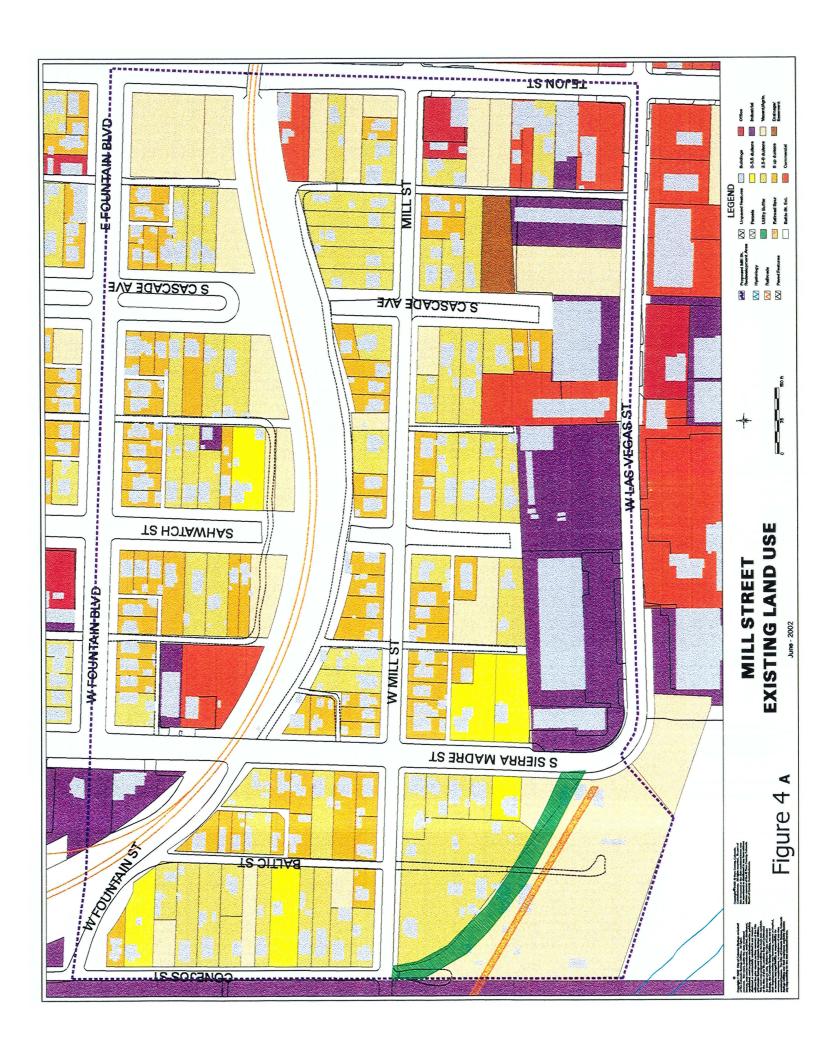
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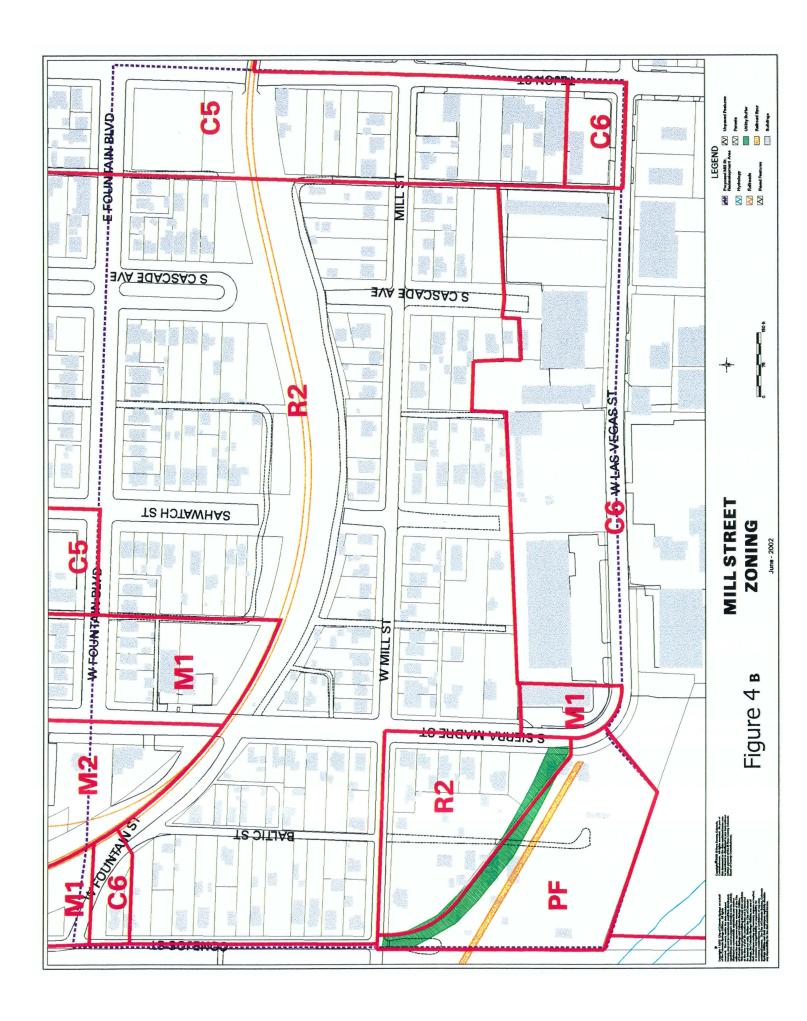
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#### Existing Zoning\*

The neighborhood contains the following six (6) zoning district types:

- **R-2 Zone:** a residential zone that allows both single family and two-family or duplex residential dwellings. Single family homes are required to have a minimum lot area of 5,000 square feet and duplex lots a minimum of 7,000 square feet. The majority of the residential lots are contained within this zone district. Although a significant portion of the residential lots contain more than 7,000 square feet of lot area the lots have been typically developed with single family homes and few, if any, duplexes are evident.
- **C-5 Zone:** a mixed use zone that allows for neighborhood level commercial, office and service uses as well as allowing for various types of residential uses (per the R-5 zone standards) as well as mixed commercial/residential uses. The Tejon Street frontage, which creates the eastern boundary of the neighborhood, is primarily zoned C-5 to the depth of the alley. Several of the lots along the Tejon Street frontage are vacant and will provide opportunities for new neighborhood level development.
- **C-6 Zone:** a commercial zone that allows fairly intensive light industrial, commercial, office and service uses. Residential and mixed commercial/residential uses are currently allowed within the C-6 zone as a Conditional Use. The Las Vegas Street frontage, which serves as the southern boundary of the neighborhood, is primarily zoned C-6 with the exception of the small M-1 zoned multi-tenant commercial building located at the intersection of Sierra Madre and Las Vegas Streets. The C-6 zoned Las Vegas Street frontage contains distribution, building contractor, warehousing, auto repair and auto sales uses. One parcel appears to contain a auto storage yard with a significant number of inoperable vehicles. This has been identified as a potential illegal land use within the C-6 zone. There is one isolated C-6 property located on the Southeast corner of Conejos and Fountain Streets. This property is a C-6 zoned residence.
- **M-1 Zone:** a light industrial zone that allows for manufacturing, warehousing/distribution facilities, auto-repair and general office uses. Commercial, all residential uses as well as mixed commercial/residential uses are allowed as Conditional Uses within the M-1 zone. The multi-tenant commercial building located at the intersection of Sierra Madre and Las Vegas Streets as well as the buildings and lots on the east side of Sierra Madre north between the railroad tracks and Fountain Boulevard are zoned M-1. Some of the M-1 zoned buildings along the southern edge of Fountain Boulevard are residential uses.
- **M-2 Zone:** a heavy industrial zone that allows for intensive industrial uses such as junk yards, auto salvage yards and scrap metal processing operations. M-2 uses can



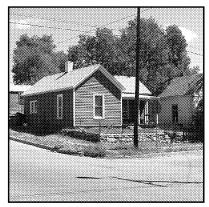


# Neighborhood Analysis

have adverse impacts upon surrounding residential neighborhoods and typically are not located in close proximity to residential areas. The only M-2 zoned property within the neighborhood is a facility for the repair and servicing of buses located at the Northwest corner of the Sierra Madre and Fountain Street intersection. This is a use that would also be allowed within the M-1 zone.

**PF Zone:** a zone district intended for the location of various types of public facilities. The Martin Drake Electric Plant site is zoned PF and the coal train railspur associated with the electric plant creates the Southwest corner of the neighborhood boundary.

### (Figure 4B - Existing Zoning Map)



North-east corner of S. Sierra Madre and Mill Street

# SECTION 2.2

# **Public Improvements and Facilities**

The site analysis under the topic "Public Improvements and Facilities" examined the existing conditions of traffic and safety, parks, sidewalks, utilities, street lighting, drainage and streets within the Mill Street Neighborhood study area.

An on-foot site analysis was conducted. The following public improvement and facility conditions were noted as follows:

#### **Traffic and Safety**

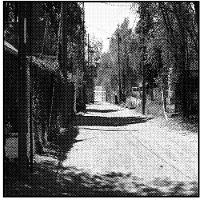
Most of the streets in the neighborhood are primarily of residential character with little cut-through traffic and are heavily utilized by residents for on street parking, with the exception of Sierra Madre & Fountain Blvd which are heavily traveled. Most of these streets lack curb and gutter and, as mentioned before, consist of fragmented sidewalks. The major roads in the central part and east and south periphery of the neighborhood are heavily traveled with commercial traffic and are key for access into and out of the neighborhood. The Mill Street neighborhood is also characterized by the fact that the Union-Pacific rail line runs through the middle of it. Many of the interior streets dead end at the rail line and continue on the other side.



Fountain Boulevard is a wide two-lane collector street that serves as the northern boundary of the neighborhood. It is used both by residents and as access to the industrial/commercial elements that exist on the western boundary of the neighborhood.

Along the southern side of the rail line south of Fountain Boulevard is West Fountain Street, on railroad owned property, this street is distinguished by being poorly paved and narrow. There is no curb and gutter or sidewalks. The Federal Rail Administration has expressed to the City of Colorado Springs their desire to close the West Fountain street access west of Sierra Madre because the railroad cross bars do not prevent turning movements out of Fountain Street to northbound Sierra Madre Street.

Conejos Street and the property Colorado Springs Utilities serves as the western boundary of the neighborhood. Conejos Street is used as access to the utility plant and has some residences on the east side of the street. Conejos Street is a very narrow street not meeting city standards and is bordered on the West by the utility plant property. With the extension of the utility plant rail spur, Conejos north of Mill Street should be widen utilizing the west side of the street to the approved TND Standard of 24' curb face to curb face also to include curb, gutter and sidewalks. However, the design needs to be flexible in order to preserve the tree lined streetscape along the west side of the planned improvements.



Baltic Street (looking south)

South Sierra Madre Street is a wide two lane collector street used as a main entrance in and out of the neighborhood. Sidewalks along this street are sporadic and inconsistent. Sierra Madre Street south of West Fountain Boulevard is mostly residential until it curves East and turns into West Las Vegas Street. This street has the most traffic of the interior streets in the neighborhood and includes an at-grade rail crossing.

The street immediately west of Sierra Madre Street is Baltic Street. This street was originally an alley but now functions as a residential street servicing individual lots with access. It is very narrow and unpaved, barely wide enough to accommodate one car. There is little to no on street parking on Baltic Street.

West Las Vegas Street is classified as an Industrial/Commercial collector street, which serves as the southern border of the Mill Street neighborhood. The road accommodates two-lane traffic for east-west connections through the Mill Street neighborhood and to South Tejon Street. There are no residential buildings on West Las Vegas Street. The industrial and commercial buildings on West Las Vegas back up to the Mill Street neighborhood.

Tejon Street is classified as a minor arterial and serves as the east boundary of the Mill Street neighborhood. Tejon Street provides access to downtown Colorado Springs to the north and connections on the south to I-25. This is a four-lane road that terminates at the five-points intersection at Cheyenne Blvd. and contains the only grade-separated railroad crossing in the study area. The Colorado Department of Transportation is currently improving the Tejon Street/Nevada Avenue interchange with I-25.

Sahwatch Street and S. Cascade north of the rail line are wide, well paved residential streets. This portion includes curb and gutter and somewhat inconsistent sidewalks. South of the rail line these same streets are poorly paved and characterized by there being gravel, debris and a preponderance of on-street parking by residents. Throughout the neighborhood there are few paved driveways and there are numerous driveway entrances that lead nowhere. This phenomenon is largely illustrated along Mill Street. It is also worth noting that the driveways along Mill Street have little sight distance due to foliage and the close proximity of the houses. Its narrowness and the fact that it is only one of two East/West thoroughfares through the south part of Mill Street neighborhood also distinguishes the street.

The Union Pacific mainline tracks runs east and west through the neighborhood. There is great concern regarding the noise pollution of the train horns and the lack of safety from railroad crossing at Sierra Madre St and Las Animas St. Both crossings are frequently circumvented by impatient drivers. There is also a sub-standard paved roadway, Fountain St., intersecting at the Sierra Madre crossing. There are right-of-way concerns relating to this road between the City and the railroad.



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# Neighborhood Analysis



#### **Parks & Trails**

The Mill Street neighborhood does not have a park facility. The Dorchester Park is nearest to Mill Street, between Tejon Street and Nevada Avenue to the South, which is within walking distance for the neighborhood. Confluence Park an urban downtown park, once developed, will also offer another neighborhood opportunity for children and adults to relax or play.

As of September 26, 2002 in collaboration between CSU and City Park and Trails and the Mill Street Neighborhood Association a trailhead was placed at the corner of Sierra Madre and Las Vegas to give access from the Mill Street neighborhood to Fountain Creek Trail.

#### Sidewalks (Figures 5A-5B)

Sidewalks/Pedestrian ADA Ramps provide a means for recreation and travel and provide a safe place for these activities. They also provide for pedestrian access to activity areas such as parks and schools.

Many streets in Mill Street do not have sidewalks/pedestrian ramps or they are in poor repair or they are discontinuous. This creates a potential hazard as pedestrians often walk in the street, on raised or broken walks or on private lawns. Many of the existing walks have been uplifted by tree roots. Discussions need to occur regarding removal of trees or building new sidewalks away from the tree roots, which may require easements.

#### **Utilities**

### Mill Street Neighborhood Water/Wastewater Facilities Statement

#### **Public Wastewater Mains**

According to CSU records and upon Close Circuit TV inspection of the Public Wastewater mainlines that exists in the Mill Street Neighborhood, the wastewater collection system appears to be *generally* in good condition. These Public Wastewater mainlines are old vitrified clay pipelines that range in age from 73 years to over 108 years old. These pipelines have sufficient capacity to serve this area and will not require any upgrades to the system at this point in time with the current zoning and land uses.

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# Neighborhood Analysis



#### **Public Water Mains**

The current water system is old in this area and may have rust inside the pipes that may reduce the amount of water available for service.

The 6" main in Mill Street is also old and may also need to be upgraded in the future to provide adequate fire flow protection for this area. The 8" main in S. Sierra Madre Street was installed in 1976 and should still be in good condition.

#### **Natural Gas Service**

Colorado Springs Utilities currently has natural gas facilities in place to serve all existing customers in the Neighborhood Plan area. These facilities are in good shape and more than adequate to serve the needs of CSU's customers in this area. The extension of the tracks and the proposed cul-de-sac of Baltic Ave. may result in a need to abandon a portion of CSU's existing natural gas main in Baltic Ave. The rest of the facilities do not appear to be in conflict with the Neighborhood Plan and can serve all additional customers that will be produced by the re-platting of the area.

#### Street Lighting

The City of Colorado Springs/Colorado Springs Utilities are responsible for purchasing, installing and maintaining all streetlights located on City roadways within the City limits. The principal objective of street lighting is to ensure visibility and provide a safer environment for the motorist, pedestrian, and adjacent private property by preventing accidents. Street lighting is not installed to prevent crime, but does help to curb illegal nighttime activities.

Residential street lighting should be bright enough to allow for a contrast of objects, but not to the extreme of being intrusive into nearby residences. The Mill Street Neighborhood has approximately 36 existing streetlights, within it's defined borders. These lighting units are mounted on existing wood power poles, and a few aluminum street poles. All, of which are mounted approximately 25' above the roadway surface.



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The current lighting patterns don't allow for good contrast, and at times is intrusive into a few residences, especially on Baltie Street. Part of which is due to narrow streets, and the high mounting heights of the existing streetlights, many of which are restricted by the mature tree canopies, which adorn the surrounding streets.

This neighborhood area is an older historic area of Colorado Springs and with adequate lighting, could be brought up to proper lighting standards, with the use of a shorter and more decorative lighting units. The decorative lighting unit the City currently uses in residential areas, is 19' black fiberglass pole, which looks similar to the old gas light look from yesterday. The mounting height of 19' would allow for better lighting patterns on the roadway as it should fall below the mature tree canopy of the existing trees.

### **Drainage**

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Drainage is an important issue in the neighborhood. Many factors enter into this picture including curbs and gutters, storm sewers and open concrete and earthen drainageways.

Natural drainage is provided by Fountain Creek, running west and south of the neighborhood.

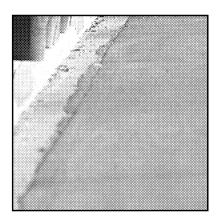
The concrete channel running easterly along the north rail bed is partially obstructed with debris. This channel also conveys public water from the cul-de-sacs to the north. The earthen ditch draining Fountain St. may drain to private property.

Curbs and gutters convey the street drainage throughout the area and their condition is crucial to the effectiveness of surface drainage. Where curbs and gutters exist and are in good condition, they carry surface waters to storm drains and keeps it away from private property. There are two basic types of curb and gutter in the study area: vertical concrete curb with attached gutter and asphalt curb. The current city standard is 8-inch high concrete curb with an attached 2-foot wide gutter. Some areas have no curb which adds to the rural character of the area but contributes to drainage problems.

Driveways are now accessed through curb cuts, many of which are non-standard. Discussions need to occur regarding closure of unused driveways and upgrading of existing aprons as the adjacent curb and gutter is replaced.

Storm drain systems consist of surface inlets and underground pipes which collect and carry storm water runoff underground to the nearest natural drainageway. The railroad bisects the area roughly northwest to east and defines the two major drainage basins. The study area has minimal storm drain systems, with the exception of the west and east ends of Fountain Blvd. The condition of these storm drains are marginal and are undersized in some cases.

Further study of the runoff patterns, drainage basins and suitable outfall points is necessary to develop a Drainage Plan. Any street improvements and significant curb and gutter construction would need to comply with this plan, in order to protect private property owners.



#### **Streets**

The majority of the streets in the study area have been paved with hot mix asphalt. Approximately half of the alleys are either paved with hot mix or have a recycled asphalt topcoating (millings). The other half of the alleys, and Baltic St., consist of compacted road base.

Several dead-end streets, Baltic St. and the alleys do not have curb and gutter to control runoff. This condition, along with steep, unvegetated slopes adjacent to some alleys and streets, is contributing to sand accumulation in the lower streets and storm drains.

# **Summary of Existing Street Conditions:**

#### Conejos St. from Las Animas St. to Mill St.—

Old slurry sealed street w/no curb and gutter. Street is in acceptable condition and ride quality. Visible excavations are slightly.

#### Baltic St. from W. Fountain St. to end south-

Gravel street w/invert for drainage. Satisfactory condition with some soft spots. No curb and gutter.

#### S. Sierra Madre St. from W. Fountain Blvd. To W. Las Vegas St.—

Old pavement, but in better than average condition with good ride quality.

#### Sawatch St. from Fountain Blvd. to end south-

Very good condition with minor lateral cracking.

#### Mill St. from Conejos St. to end east—

Old slurry sealed street with many utility excavations.

#### Las Vegas St. from Nevada Ave. to Sierra Madre St.—

Completed Summer 2002.



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#### Fountain Blvd. from Sierra Madre to Conejos St.—

No curb and gutter. Severe edge cracking w/alligator and web cracking developing.

#### S. Cascade Ave. dead-end to end north side railroad tracks-

Compacted millings w/no curb and gutter. Severe potholes and rutting.

#### S. Cascade Ave. from Railroad Tracks to Fountain Blvd—

Satisfactory condition.

#### Alley south of Mill St. between Cascade and Sawatch—

Gravel alley in satisfactory condition.

#### Sawatch St. dead-end to end railroad tracks—

Very poor condition. Severe structural cracks w/ no curb and gutter. Deep potholes developing.

#### Sawatch St. from Railroad Tracks to Fountain Blvd-

Satisfactory condition.

# R.O.W. south of and parallel to RxR tracks from Sierra Madre east to alley west of Tejon St.—

In marginal to satisfactory condition. No curb and gutter.

## SECTION 2.3

#### **Public Services**

Public services can be defined as those services provided by a City to its residents. These include police and fire protection, recreational opportunities, zoning and code enforcement, and community and recreational programs.



#### **Police Protection**

The Mill Street area is within the boundaries of the Gold Hill Division. Patrol units in that area cover a sector from Cimarron South to Cheyenne Road and from Nevada Ave. to the west creek along I-25 and the South part of 8th street. In the past quarter,

from Oct. 2001 to Jan 2002, reports for 12 burglaries, 4 assaults, 1 sexual assault, 15 motor vehicle thefts (mostly in Motor City), and 3 robberies were taken in the sector. Of those reports, 1 robbery and 1 motor vehicle theft occurred on Mill Street. Due to these reports, normal patrol on Mill Street is being maintained.

#### **Code Enforcement**

In a neighborhood survey with 24.6 percent responding, areas of specific concern regarding code enforcement were identified. These concerns are important because this small community needs to come together and restore and maintain their property.

The neighborhood survey stated a concern for providing safe and affordable housing for the elderly and low income members of the neighborhood and for protecting their property values and the appearance of the Mill Street Neighborhood. Code enforcement is also important because of the proximity of the Las Vegas Street commercial area, close proximity of the railroad, the age of the housing stock, and their ability to assure a degree of safety and quality in the Mill Street area.

# SECTION 2.4

# **Housing Conditions-Mill Street**

### **CHARACTERISTICS**

The housing stock within the boundaries of the Mill Street neighborhood can be characterized as primarily single-family homes, with a substantial amount of those structures presently being used as rental units. The stock is older in character, dating primarily from the 1890's to the 1920's. A large number of homes were built in the period from 1899-1910. The Mill Street Neighborhood contains 146 housing units. Table A-1 shows the characteristics of the areas housing stock in greater detail:

Table A-1

TOTAL PARCELS	OWNER OCCUPIED	RENTAL	MULTI-UNIT	VACANT
146	69	57	8	20

This neighborhood can be accurately described as the last remaining "affordable" residential area adjacent to downtown. The Old North End, Middle Shooks Run, Boulder Park, and the new Lowell Development have undergone gentrification (in the case of Lowell, the plan is to produce a new, mixed-use neighborhood that will be targeted toward upper middle and upper income levels) and are not affordable to households below the median income.



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The Mill Street neighborhood has not undergone gentrification, although homeowners, in general, have maintained their properties to the best of their abilities.

#### **HOUSING NEEDS**

Any new development or housing activity in the area should be sensitive to the high number of rental units in the area. It is recommended that an emphasis be placed on single-family development when possible. It is widely accepted that owner occupied structures are, in general, better maintained and are crucial to the "health" of neighborhoods.

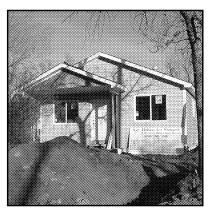
The historic nature of the housing stock poses some interesting development issues. In regard to new development, design standards should be applied to insure that new development is in harmony with the existing historic character of the area utilizing the approved TND Standards. Pitched roofs, gables, front porches, and off street parking should be considered when developing the exterior plans for any new housing for the area.

The cost of maintaining historic structures can be high, and as standards for insulation and other methods regarding energy efficient construction were not fully understood or practiced at that time, utility costs can be substantially higher for older homes than homes constructed in the past twenty years. For owners and renters that are dealing with the myriad pressures of living on lower incomes, these utility costs can be a burden. For those households, programs to bring homes up to basic code and assist in weatherization could be a great benefit. Efforts could be made to target a marketing effort of the City's rehabilitation programs in the area.

#### **CURRENT ISSUES**

The Mill Street neighborhood is a neighborhood in transition. Recent events in regard to the failed Montgomery Community Center have resulted in the neighborhood becoming organized and more active in determining its future. In that light, there are several issues of immediate concern that will have a significant impact upon this area for the long term. These issues are vacant properties and derelict rental units.

# Neighborhood Analysis



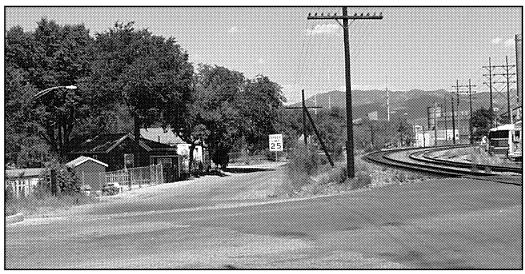
Habitat Home

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Vacant homes and lots, as well as ill maintained rental units, can have a debilitating effect on neighborhoods, especially those that are primarily low-moderate income. Care should be taken to insure that vacant lots are identified and plans put in place to monitor and/or utilize these parcels. As a result of the extension of the rail spur for the Martin Drake Power plant, there will be several lots that will be available for residential uses in the core of the Mill Street neighborhood (in the vicinity of Baltic, Conejos and Mill Streets). The City's Community Development Division plans to work with Colorado Springs Utilities, Habitat for Humanity and the Mill Street neighborhood to insure these lots are developed for single-family affordable housing using the design elements referred to in the Housing Needs section above.

The issue of rental properties is more problematic. Efforts could be made to market low interest loans, through the City, for the renovation of investor owned properties. A tactic that could have a positive impact is to work with Code Enforcement in targeting the area for an in-depth assessment of property conditions, especially in regard to rental properties. Special effort would need to be made to insure that these stepped-up efforts would not jeopardize the ability of homeowners and/or renters to stay in their homes.



West Fountain Street (looking west/from Sierra Madre at railroad crossing)

## SECTION 3.0

# Goals and Objectives

The Neighborhood Analysis Phase for The Mill Street Neighborhood provides data for development of the Goals and Objectives, which provides the framework for development of the Neighborhood Preservation Plan. The Goals and Objectives are grouped according to the overall planning statement and the four topic categories:

- Land Use and Zoning
- Public Improvements and Facilities
- Public Services
- Housing.

## SECTION 3.1

#### **Overall Goals**

<u>Goal</u>: The overall Goal for the Mill Street Neighborhood is to preserve and enhance the quality of life of this historical working class neighborhood.

• Accomplished by encouraging the maintenance of existing properties, encouraging the compatibility of new development, protecting significant natural features, providing needed public improvements-facilities and keeping the area safe, desirable, and affordable.

<u>Goal</u>: Develop neighborhood consensus for the Plan, its programs and its implementation.

• Create a plan that the neighborhood has input in, can endorse and support, and can use in a way that will give specific direction to future projects.

## SECTION 3.2

# Land Use and Zoning

**Goal:** Protect the residential character of the Mill Street Neighborhood.

- Insure that any new street construction is designed to enhance the neighborhood character.
- Require that all new development is in conformance with the recommendations of the Las Vegas Profile as set forth in the Colorado Springs Downtown Action Plan and the Mill Street Neighborhood Preservation Plan.
- Encourage the maintenance and enhancement of neighborhood-scale (cottage) style of the existing shops and businesses along Tejon Street.



**Goal:** Ensure that new development is compatible with the character of the area.

- The Mill Street Neighborhood Association, in conjunction with the city, will carefully monitor land-use changes in the neighborhood.
- Discourage intense commercial and multi-family development in the neighborhood while encouraging appropriate buffering of the neighborhood from the surrounding industrial and more intense commercial uses on the periphery of this neighborhood.

Goal: Preserve the existing land use patterns in the neighborhood.

- Encourage conformance with the intent of the Colorado Springs Downtown Action Plan.
- City will not allow the rezoning of residential properties to commercial and industrial uses unless a clear neighborhood benefit can be proven.
- Discourage the demolitions and removal of residential homes.
- Discourage the conversion of residential homes to commercial and office uses outside of the Tejon Street and Las Vegas Street corridors.
- Adjust the current zoning where appropriate, to support the plan's goals and objectives.



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# Goals and Objectives



<u>Goal</u>: Develop and encourage home-based businesses that continue to support the residential character of the neighborhood.

• The City will evaluate Home Occupations in accordance with Section 7.5.1501 to insure that home occupations are compatible with surrounding residential uses zones.

Goal: Provide reliable mass transportation for the area.

• Pursue development of a city bus line to provide convenient services for the neighborhood residents.

**Goal:** Provide safe, attractive and convenient connections to the Fountain Creek Trail and to Confluence Park

- Insure the brush is routinely trimmed back to discourage hiding places along the trail.
- Provide lighting at intervals along the trail to encourage safety.
- Provide trail map signage for locator and destination points along Fountain Creek Trail
- Pursue, as necessary, additional innovative means of connection between these amenities and the Mill Street Neighborhood.

# SECTION 3.3

# **Public Improvements and Facilities**

<u>Goal</u>: Develop an improvement program that meets the needs of neighborhood residents without imposing an unwanted or undue financial burden on the property owners.

• Identify necessary and desired improvements within the neighborhood. Assist the neighborhood in prioritizing improvements and determining best use of funds.

<u>Goal</u>: To provide appropriate public ROW improvements (i.e., sidewalks/curb & gutter/ped. ramps, asphalt pavement, etc.) which are compatible with current street standards as well as neighborhood character and needs.

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# • Identify and prioritize public ROW improvements desired by or necessary for the neighborhood that are in keeping with current street standards, needs and overall character of the area.

Goal: Maintain the unique character of the Mill Street Neighborhood.

- Ensure that street improvements for curb, gutter and sidewalks blend with the existing infrastructure that was installed more than 100 years ago.
- Utilize the new Traditional Neighborhood Design standards for roadways when possible to ensure the neighborhood character is maintained.
- Encourage the installation of tree lined streets when possible if R.O.W. and maintenance agreements can be created and if they don't create an unsafe condition.

**Goal:** Improve neighborhood safety and access

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- Widen Conejos Street, north of Mill Street to the west by utilizing the approved TND Standards.
- Address the Union Pacific Railroad concern regarding left turns from Fountain Street on to Sierra Madre by installing a four quadrant gate or other approved supplemental safety measures (SSMS) at the grade crossing of the rail line and Sierra Madre St. This would eliminate the need to close Fountain Street and would not limit access to Baltic for residents and emergency equipment. This would also meet the requirements of the Swift Rail Development Act and the Federal Railroad Administration (FRA) proposed ruling 49 U.S.C. Section 20153 for implementation of a quiet zone and whistle ban.
- Install a four quadrant gate or other approved SSMS at the intersection of Conejos and Las Animas Streets which currently has no safety equipment. This would also be necessary to implement the quiet zone and whistle ban needed in the Mill Street Neighborhood.
- Street maintenance and resurfacing to be maintained on surfaces that currently exist.

Goal: To improve the overall surface drainage system within the neighborhood.

• Coordinate with the City Engineer's office to provide an updated overall "drainage basin planning study" (DBPS) for this area to identify, prioritize and cost estimate proper drainage improvements such as curb & gutter, storm sewers, stabilized natural channels and drainageways, etc.

#### **Goal**: Improve the street lighting.

• Develop a plan to identify the needs of improving the street lighting either by or a combination of upgrading existing lights and adding new lights.



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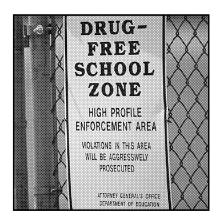
# Goals and Objectives

### SECTION 3.4

#### **Public Services**

<u>Goal</u>: Encourage participation and awareness of City programs that serve to preserve and enhance the neighborhood.

• Encourage the neighborhood to partner with other agencies to leverage City funding.



**Goal:** Encourage compliance with and the enforcement of housing and zoning codes.

• Provide residents with information with reference to code requirements, responsibilities (public and private), guidance about how to correct personal code violations, and how to report them and follow up on unattended code violations in the neighborhood.

<u>Goal</u>: Encourage greater police presence in the neighborhood to promote safety and discourage crime.

- Reinforce established, and encourage the creation of new, neighborhood watch programs.
- Work with police to take advantage of the close proximity of the new Operations Center and encourage patrols and routing through the neighborhood.
- Strengthen the D.A.R.E. and Project Alert Programs for school age children in the neighborhood, which enhances relationships between the Police Officers, Children and Parents.

## SECTION 3.5

#### Housing

<u>Goal</u>: To undertake the development of affordable single-family housing in the Mill Street Neighborhood.

- To utilize vacant lots and/or lots with substandard housing in the Mill Street Neighborhood for single-family housing using HUD entitlement funding.
- To work with Habitat for Humanity to utilize the property acquired from the expansion of the Drake Power Plant Rail Spur for use in the development of new affordable housing.

S E C T I O N —

Goals and Objectives



Drake Power Plant Rail Spur along Sierra Madre street

**Goal:** Encourage greater owner occupancy of residential units.

- Promote programs available to first-time homebuyers.
- Focus on development of single-family housing

<u>Goal</u>: Encourage and support individual property owner's improvements and maintenance.

- New construction and rehab activities can have a positive influence on other property owners maintaining their homes.
- Marketing of rental rehab and homeowner rehab programs available within the Neighborhood.

<u>Goal</u>: Ensure that new development is compatible, affordable, and consistent with the historic character and existing aesthetic of the neighborhood.

• To include design guidelines in development plans to insure that new residential structures incorporate exterior aspects such as: front porches, integrated setbacks, pitched-roofs, off street parking, etc. within the bounds of insuring that such developments will be considered affordable.





South Sierra Madre Street (looking north/railroad crossing)

## SECTION 4.0

# Neighborhood Plan

By combining the findings of the site analysis phase, the neighborhood survey results, the goals and objectives outlined above and consensus-building Mill Street neighborhood meetings, the Neighborhood has developed a Plan to address the most important needs of Mill Street. The Plan serves as a baseline for future policy and public improvements.

#### **Guiding this Plan:**

- Avoid undue financial burden on the residents.
- To ensure that the residents maintain a leading role in the planning process through decisions about plan implementation.
- Basic improvements / services / safety issues.
- CDBG eligible projects.
- Some projects may be desired by the neighborhood, but are not CDBG eligible projects.

## SECTION 4.1

# Land Use and Zoning

The most important issue regarding the Mill Street Neighborhood regarding land use and zoning is to preserve, protect and strengthen the quiet affordable residential character of the neighborhood. This can be accomplished by improving the attractiveness of the neighborhood through a systematic application of design

# Neighborhood Plan

standards for sidewalks, streets, street lighting, benches and other street "furniture' wherever possible throughout the neighborhood. Physical buffering between the industrial and commercial uses along the neighborhood's edges may be accomplished by planting trees and shrubs. Whenever possible, commercial businesses and office uses should be made to be visually compatible with the residential character of this area.



The use of shrubs, grasses and trees can add to the existing character of the neighborhood. Fences and walls provide a frame for the street. The heights, materials and locations of these fences and walls affect the appearance of the street. Chain link fences should be screened with plants where ever possible to give them character.

One of the strongest characteristics of the Mill Street area is the historical nature of this area. The present woodsiding, front porches and shingled-hipped roofs found on many of the older homes should be encouraged and reflected with the redevelopment of this area. Materials such as plastic and metal that hide wood and brick should be discouraged. In order to preserve the historic character of the area, the original proportions and bulk of the homes should be encouraged. A new building in this neighborhood should continue to reinforce the line (setbacks) established by its neighbors. New buildings should not exceed two-stories and in some cases even a two-story building might interrupt the existing pattern of building heights in this area.

There are several large historical industrial buildings north of the Mill Street neighborhood that should be preserved and enhanced if possible. Whenever possible use of the commercial buildings should be in a manner which respects the historic nature of this area.

The Mill Street neighborhood does not believe that large-scale zoning changes are necessary at this time. However, the neighborhood association has indicated a concern over some of the existing zoning. Specifically, the issue has been raised regarding the appropriateness of the R-2 zoning which, due to the large number of existing residential lots in excess of 7,000 square feet, could allow for the creation of a significant number of duplexes within the neighborhood. The introduction of duplexes into the neighborhood has been identified as a change that could potentially



change the fundamental neighborhood character. Accordingly, it has been suggested that the existing residential zoning be changed from R-2 to a single-family zone, such as the R1-6000 zone. However, the introduction of accessory dwelling units into the neighborhood, either as small cottages or studio apartments constructed on the second story of detached garages, was identified as a potentially positive land use change. Properly designed and sized accessory dwelling units could be introduced onto some of the larger residential lots, in addition to the existing primary single family residence. These units can provide for some additional affordable housing in the neighborhood while preserving the neighborhood character. Any future changes zoning or land use decisions pertaining to the Mill Street neighborhood should consider this issue.

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The neighborhood realizes that in the future a change of zoning to commercial at the edges could change the use of land to more intensive commercial without the neighborhood having a way to ensure that changes maintain the character of the area. However the cluster of commercial businesses along South Tejon offer an excellent example of the type of development which should be encouraged. A mingling of residential, commercial and residential uses along the edges of this neighborhood, if tempered by a concern for compatibility between neighboring uses could contribute to the attractiveness and well-being of the community and could help discourage the erosion of residential homes as this neighborhood evolves through time. If the commercial shops and office uses are located along the Tejon and Las Vegas Street frontages rather than scattered throughout the neighborhood it will lessen conflicts with residential uses while still allowing for the provision of convenient commercial services to the neighborhood.

The existing M-2 zoned use at the Northwest corner of the Sierra Madre and Fountain Street intersection was identified as a potential problem if the existing bus repair facility was converted into one of the more intensive uses permitted within the M-2 zone. It is recommended that this property be rezoned into the M-1 zone, a change that would allow the existing use to remain as a principal permitted use.

Many of the more intensive M-2 uses that are allowed as Conditional Uses within the M-1 zone (i.e., Junk, Scrap Metal Processing and Auto Dismantling Yards, Meatpacking Facilities, etc.) have also been identified as not being compatible with the surrounding neighborhood and residential uses. Accordingly, Conditional Use applications for these types of uses are not recommended for approval within this area.

#### **Land Use and Zoning Recommendations**

- Support land use actions that protect the character of the residential areas.
- Monitor land-use changes in the transition areas in order to ensure that new development is compatible with the character of the area.
- Preserve the existing land use patterns in the neighborhood
- Encourage the maintenance and enhancement of neighborhood-scale commercial, office, multifamily and mixed commercial/residential uses along Tejon Street.

- Review the appropriateness of the existing R-2 zoning.
- Consider allowing the introduction of properly designed and sized accessory detached dwelling units (i.e., cottages, second-story studio apartments over detached garages) in conjunction with existing single family homes located on larger lots.
- Ensure the availability of quality, affordable owner and renter-occupied housing for low-moderate income households, seniors and people with disabilities that is scattered throughout the neighborhood.



- Review the existing commercial and industrial districts for compatibility with the residential portions of the neighborhood.
- Consider rezoning the one M-2 zoned property to M-1.
- Prohibit intensive M-2 uses as Conditional Uses within the M-1 zone.
- Consider developing a bus line along Sierra Madre to service the residents of the neighborhood.
- Build upon the qualities, which the residents consider to be important and characteristic of their neighborhood and strive to improve the conditions that the residents find lacking or missing in the area.
- Improve the attractiveness and neighborhood appeal of the neighborhood through systematic application of design standards.
- Incorporate the Fountain Creek corridor into future developments as much as possible to encourage the use of alternative transportation.
- Implement a systematic code and land use enforcement program to remove illegal land uses and code violations that are having an adverse impact upon the character and livability of the neighborhood.



19.4

## S E C T I O N

## Neighborhood Plan

#### SECTION 4.2

#### **Public Improvements and Facilities**

#### Sidewalk Installation (Figure 5A-5B)

Further addressing the street safety issues is the proposal to install/repair sidewalks and pedestrian ramps at key locations in the neighborhood. In order to provide safe travel for children to and from school, and provide for safety for everyone along the busier streets, the following locations are identified for priority: West Fountain Blvd., Conejos Street, West Mill Street, South Sierra Madre Street, West Las Vegas Street, Baltic Street, Sahwatch Street, and South Cascade Ave. Many of these streets have either non-continuous sidewalks/ramps or none at all.

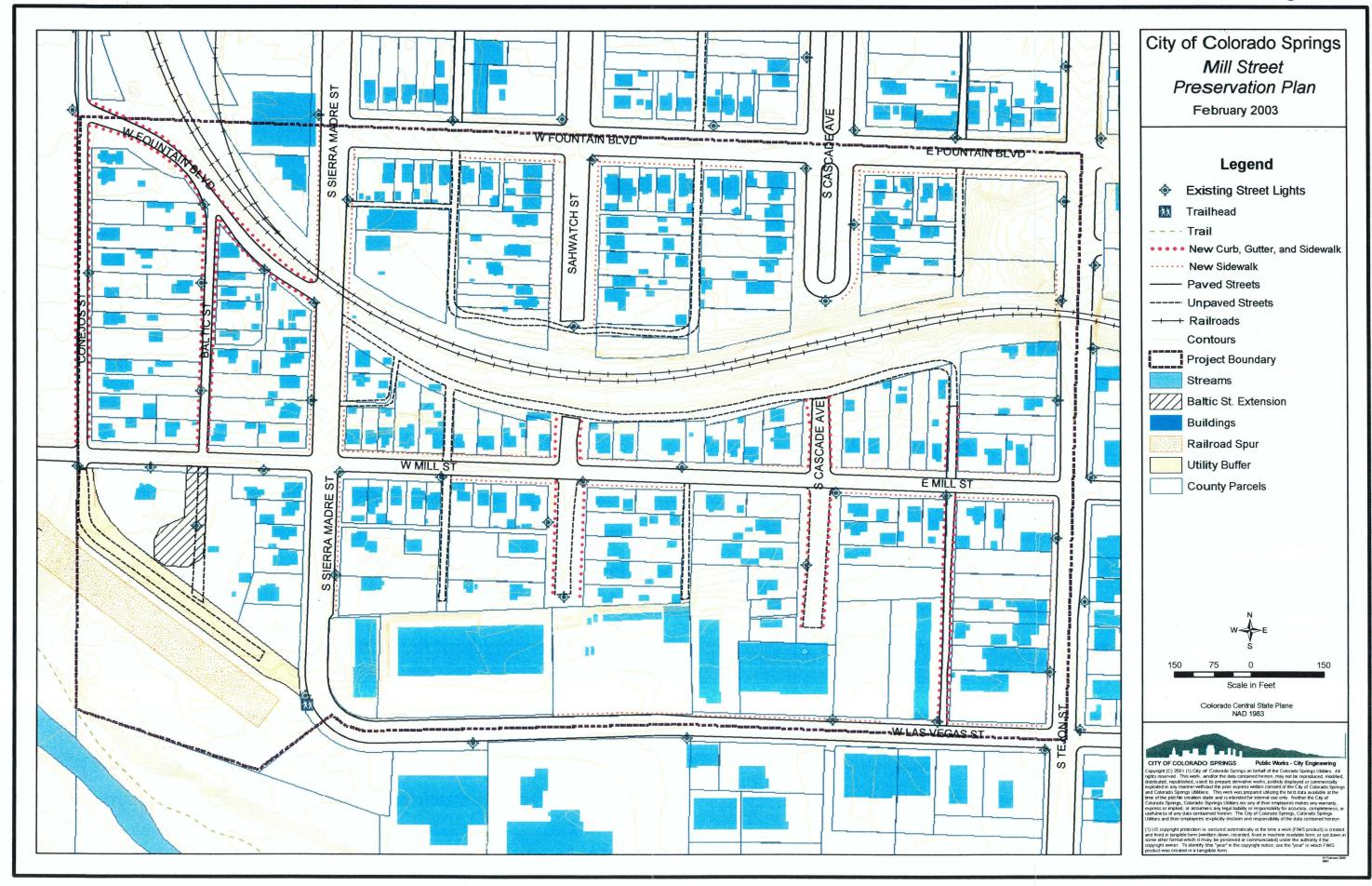
Sidewalks that are attached to the curb heads should be five (5) feet in width to meet current standards, where topography and ROW allows. However, because of topography, utility conflicts, etc., some sidewalk locations will have to be customized in many places. A possible approach is to meander the sidewalk around utility poles as the ROW width and other constraints allow. Where topographic and space constraints are too great, the sidewalk could cross the street at a designated crosswalk and continue on the opposite side of the street. Follow the approved TND standards if necessary to protect property ROW.

At this point, it is important to clarify the City's policy for the installation of sidewalks. Property owners in areas that are not in Neighborhood Strategy Areas (NSA) are typically 100 % responsible for the installation and maintenance of sidewalks along their property frontage. If the installation of new sidewalks is to take place in an NSA, the total cost is borne by the City with the CDBG funds. However, it is the City's policy that CDBG funds will not pay for the repair of sidewalks or replacement of sidewalks that already exist in NSA's. This replacement policy is handled in the same manner Citywide, in or out of an NSA, with the property owner responsible for 100% of the cost, unless the damage is done by trees in the public ROW, in which case the cost is split 50/50.

#### **On-Street Drainage**

Another area of concern for the Mill Street neighborhood residents is on-street drainage and ponding in streets and yard areas after heavy rainfalls. Typical solutions to these problems involve the installation of street cross pans, curb & gutter, storm sewers, open concrete and earthen drainageways. To prioritize these drainage improvements, it is first necessary to complete a "master development drainage plan" (MDDP) which involves the analysis of runoff patterns, drainage basins and suitable outfall points. Any street improvements and significant curb & gutter construction would need to comply with this plan in order to protect private property owners. Specific locations for these improvements would be determined by this study, which is beyond the scope of this plan.

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# City of Colorado Springs Mill Street Preservation Plan

February 2003

#### Legend

Existing Street Lights

Trailhead

New Curb, Gutter, and Sidewalk

···· New Sidewalk

- Paved Streets

---- Unpaved Streets

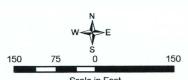
----+ Railroads

Project Boundary

Baltic St. Extension

County Parcels

April 2002 Aerial Photography



Colorado Central State Plane NAD 1983

## OF COLORADO SPRINGS Public Works - City Enginee

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21 February 2003 MEK

### Neighborhood Plan



Conejos street with no curb & gutter

The City's funding policy for the installation of curb & gutter is normally through the Capital Improvement Program (CIP), which is allocated on a city-wide basis according to need and available funds. The City is responsible for the storm sewer pipe installation and the property owners are responsible for the curb & gutter installation. Property owners outside NSA's are responsible for 100% of the cost of new curb & gutter adjacent to their properties. Since Mill Street is now designated as a neighborhood strategy area, curb and gutter will be funded by CDBG.

#### **Storm Drainage**

Natural drainage is provided by Fountain Creek running along the west and south sides of the neighborhood. The railroad roughly bisects the area and defines the two major drainage basins. The neighborhood has minimal storm drain systems, with the exception of the west and east ends of Fountain Blvd. The condition of these storm sewers is marginal and they are undersized in most cases. Again, to properly prioritize needed drainage improvements, it is first necessary to complete a "master development drainage plan" (MDDP) which involves the analysis of runoff patterns, drainage basins and suitable outfall points. Specific locations for these improvements would be determined by this study, which is beyond the scope of this plan.

#### Street Lighting (Figure 6)

Street lighting is always a concern when safety is involved, and this has been a neighborhood-wide issue. The old historic area of downtown Colorado Springs has lighting throughout the area, but could be brought up to proper lighting standards, with the use of decorative lighting that is used throughout the residential areas of This type of lighting will allow for light to fall below the main canopy of the mature trees and light both the roadways and sidewalks more efficiently. It would also help to preserve the historic aspect of this area, utilizing the old style, gas lantern light and pole. The intersections would still be illuminated, and the mid-block lighting would be approximately 200-250' apart. The exact placement of this style of lighting will be determined by the final design of the curb and gutter, tree placements, and any other factors that might restrict proper lighting patterns.

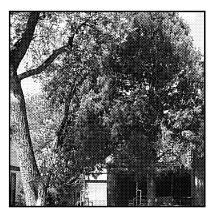


 $\triangleright$ 

Funding for street lighting is done through the general fund of the City of Colorado Springs and Colorado Springs Utilities. Having a master plan in place, greatly increases the chances of replacing the old lighting and replacing it with a more efficient and historic style lighting. Being that lighting already exists throughout this area, there will be no need to go through the request and petition process currently in place and administered by City Traffic Engineering.

#### **Traffic and Safety**

One of the key issues in working to improve the traffic conditions in the Mill Street neighborhood will be to maintain the unique character of the area. Street improvements for curb, gutter and sidewalk should blend with the existing infrastructure that was installed more than 100 years ago. Traditional Neighborhood Design (TND) standards for roadways should be used when possible to ensure the neighborhood character is maintained. These newly adopted City standards are based on old designs from areas like Mill Street, and will integrate well with the current look and feel of the neighborhood.



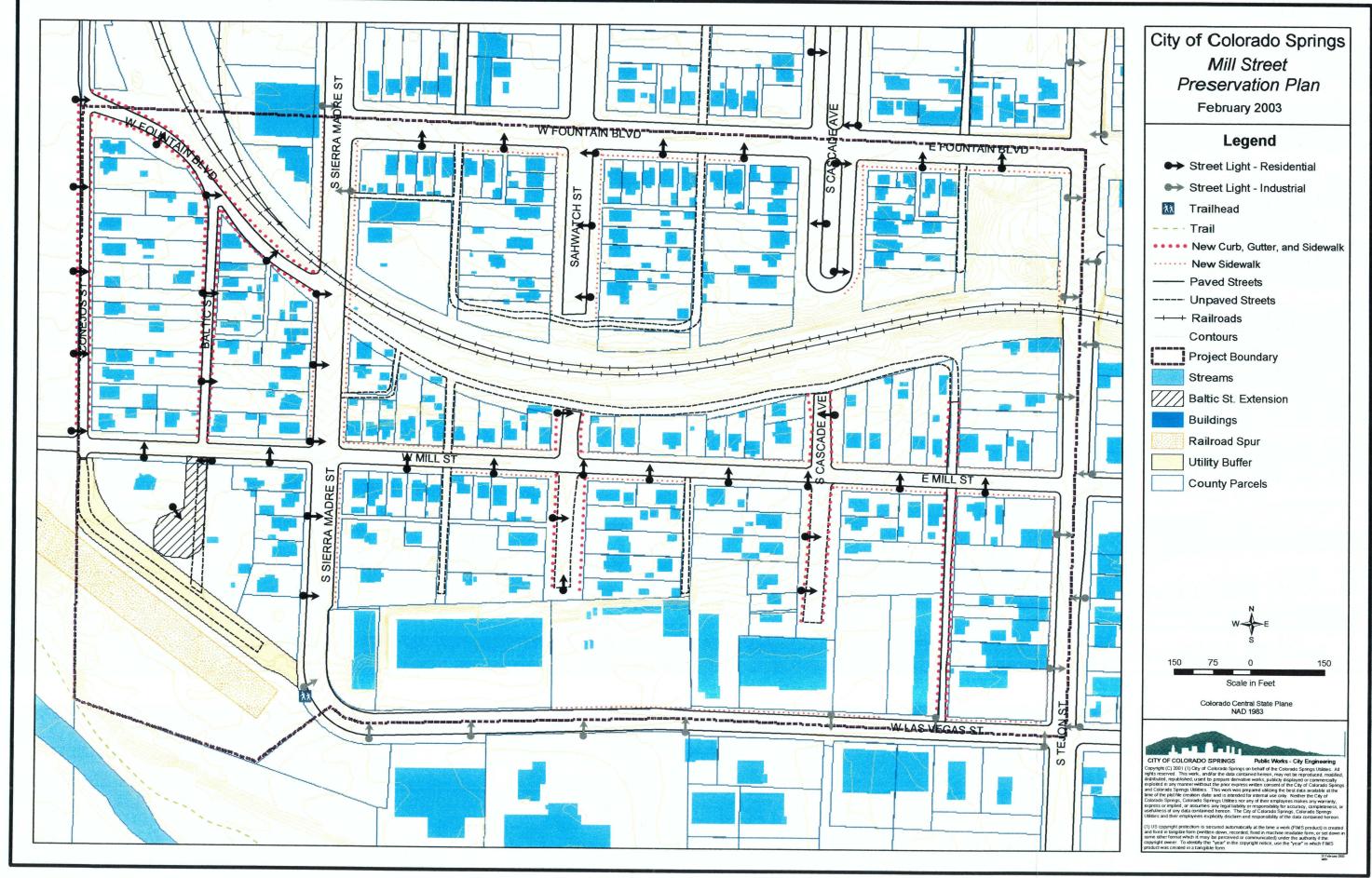
Trees in front of 1006 South Sierra Madre

Many locations in the area have mature trees lining the streets. These magnificent trees create shade and a sense of calm, but have also grown to such an extent that they are causing major problems along the sidewalks. Cracking, deformation, and destruction of the sidewalk can be seen in many locations. It will be important to maintain as many of these trees as possible throughout the sidewalk reconstruction without unduly compromising the new construction. For newer areas, encourage the installation of tree lined streets when possible, if Right of Way (ROW) and maintenance agreements can be created, and if they don't create unsafe conditions.

Conejos Street north of Mill Street should be improved utilizing the approved TND standards. Additionally, utility poles should be relocated in those areas where the poles are within 3' of the edge of pavement. This will increase safety for vehicles, pedestrians and bieveles, and will improve the look and continuity of the street.

The short section of railroad ROW along what is known as "W FountainStreet" currently presents a danger to motorists who attempt to make left hand turns on to Sierra Madre St. This intersection has extremely limited sight distance and no safety provisions for crossing the railroad tracks. There are presently traffic signs which

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indicate "no left turn". That signage is frequently ignored. Installation of supplemental safety measures (SSMS) would not only address this safety issue but would also meet the requirements of the Swift Rail Development Act and the FRA proposed ruling 49 U.S.C. Section 20153, regarding quiet zones and whistle bans. The Union Pacific mainline tracks running east and west through the Mill Street Neighborhood create very objectionable noise pollution levels from the sounding of the train horns. It is possible to create a "Quiet Zone" by installing or adopting SSMS at the railroad grade crossings of Sierra Madre and Las Animas streets. There are various options regarding SSMS and further study should be made to determine which best suits the Mill Street Neighborhood plan.



Another important part of the Mill Street Plan is bicycle and pedestrian improvements. Access to the Pikes Peak Greenway trail system was recently completed at the point where Las Vegas Street bends into Sierra Madre, but ramps are still required at this location to provide full accessibility. Additionally, pedestrian ramps should be included in all sidewalk projects to increase the walkability of the neighborhood.

#### 4.2.6 Streets

# Summary of Existing Conditions and Recommended Improvements:

#### Conejos St. from Las Animas St. to Mill St.—

Old slurry sealed street w/no curb and gutter. Street is in acceptable condition and ride quality. Visible excavations are slightly.

• Recommended Improvements: Overlay the street.

#### Baltic St. from W. Fountain St. to end south-

Gravel street w/invert for drainage. Satisfactory condition with some soft spots. No curb and gutter.

Recommended Improvements: Asphalt and fog seal to preserve this street.



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#### S. Sierra Madre St. from W. Fountain Blvd. To W. Las Vegas St.—

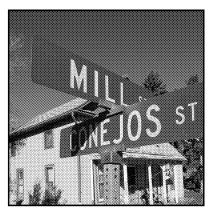
Old pavement, but in better than average condition with good ride quality (5-6 years remaining with no surface treatment).

• Recommended Improvements: Slurry seal within the next two years.

#### Sawatch St. from Fountain Blvd. to end south—

Very good condition with minor lateral cracking.

• Recommended Improvements: Slurry seal or possibly chip seal within 3-5 years.



Street intersection (looking northeast)

#### Mill St. from Conejos St. to end east—

Old slurry sealed street with many utility excavations.

• Recommended Improvements: Mill and overlay.

#### Las Vegas St. from Nevada Ave. to Sierra Madre St.—

Condition of street requires overlay.

• Recommended Improvements: 2001 overlay

#### Fountain Blvd. from Sierra Madre to Conejos St.—

No curb and gutter. Severe edge cracking w/alligator and web cracking developing.

• Recommended Improvements: Mill and overlay.

#### S. Cascade Ave. from Mill St. to end north and south-

Compacted millings w/no curb and gutter. Severe potholes and rutting.

• Recommended Improvements: Digout; and stabilize base, install curb and gutter w/concrete cross-pan on both sides of the intersection.

#### Alley south of Mill St. between Cascade and Sawatch-

Gravel alley in satisfactory condition. Normal maintenance required.

## S E C T I O N Neighborhood Plan

#### Sahwatch St. from Mill St. to end north and south-

Very poor condition. Severe structural cracks with no curb and gutter. Deep potholes developing. Recommend new curb and gutter with cross-pans at the intersections.

## R.O.W. south of and parallel to RxR tracks from Sierra Madre east to alley west of Tejon St.—

In marginal to satisfactory condition. No curb and gutter. Existing drainage concerns at S. Cascade Ave.



#### SECTION 4.3

#### **Public Services**

The Colorado Springs Police Department, through the use of the Metro Vice/Narcotics Unit's PASS (Police Accountability and Service Standards) Model will strive to increase the visible police presence within the Mill Street Neighborhood. Also, this program is designed to allow members of Mill Street Neighborhood to become actively involved in proactive policing. The resulting enhanced relationships between members of CSPD and the Mill Street Neighborhood should assist in promoting safety as well as deterring criminal activity within the neighborhood.

#### SECTION 4.4

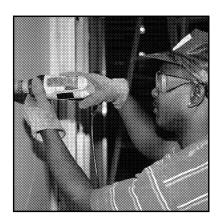
#### Housing

• As specified in the Mill Street Preservation Plan, the highest priority housing need is for new single-family housing. This need is being addressed by a two-phase plan that is currently underway. The first phase is the acquisition of three substandard homes in the core of the Mill Street neighborhood. These homes will be demolished and new homes will be built by Habitat for Humanity. The second

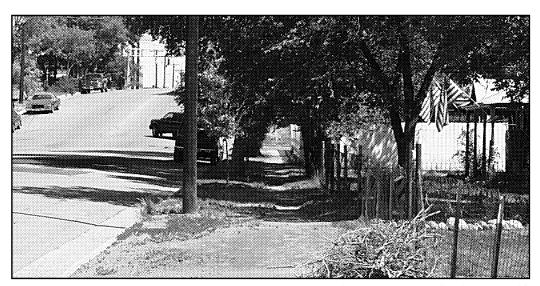


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phase involves the acquisition of excess property from the expansion of the Drake power plant rail spur. This property has been acquired from Colorado Springs Utilities and is currently owned by Habitat for Humanity. At this time, development of this property is currently in the planning stage.



- Renovation of current housing stock is also a priority. The City of Colorado Springs, Rebuilding Together, and the Community Focus Fund of Colorado Springs Utilities is working with the Mill Street Neighborhood to assess properties in need of renovation and to develop a plan of action to begin providing rehabilitation services.
- A guiding principle of the Mill Street Preservation Plan is to provide redevelopment services that do not require revenue generated from the neighborhood or otherwise constitute a financial burden on residents. The above initiatives will not require CDBG planning funds allocated to Mill Street or require revenues from the neighborhood.



South Sierra Madre (looking north)

#### SECTION 5.0

# Adoption, Implementation, and Amendment

#### SECTION 5.1

#### Adoption

The Mill Street Neighborhood was approved by City Council as a Neighborhood Strategy Area in February of 2001. Therefore, the development of the Preservation Plan was implemented for the improvement of the Mill Street Community. The Preservation Plan is required to be submitted to the Planning Commission and then to City Council for approval and adoption.

#### SECTION 5.2

#### **Implementation**

Upon adoption of the Plan, the Mill Street Neighborhood becomes eligible to participate in the City's CDBG funding process. Selection of specific projects to be pursued, and their sequence, will be determined by the neighborhood on an annual basis. The City receives a limited amount of CDBG dollars each year to work in



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strategy areas and in most cases, projects are completed in phases. Typically, the amount of funding neighborhoods need to achieve their goals is considerably more than funds available. Neighborhoods are encouraged to partner with other agencies and entities to obtain additional funding sources.

The major responsibility for implementing this Plan lies with both the City and the residents and businesses in the neighborhood. Unless a serious attempt is made to implement the Plan, the instances of structural deterioration and visual blight in the neighborhood will become worse and the area will most likely stagnate or decline. The Mill Street Neighborhood will remain less than it can be if the Plan is not followed and carried out.

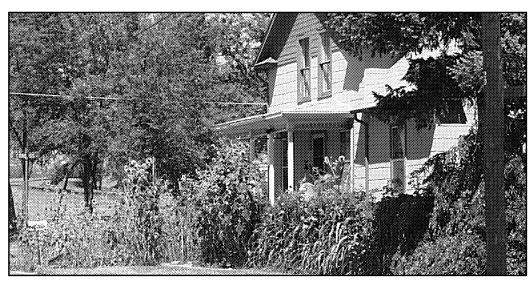
#### SECTION 5.3

#### Amendment

Once the Mill Street Neighborhood Preservation has been adopted and implementation has begun, it is important that the planning process be continued in the neighborhood.



The Mill Street Neighborhood Preservation Plan may require amendments in response to changing circumstances or changing needs of the neighborhood. The neighborhood should monitor the implementation of the Plan over time to ensure that it is responsive to the needs of the neighborhood. It is important for the neighborhood to have an opportunity to provide input as the Plan is amended in order to assure that it will continue to reflect the needs and desires of the people in the Mill Street Neighborhood.



234 West Mill Street

#### SECTION 6.0

# Prioritization/Funding

#### Prioritization of Neighborhood Plan Elements

The following list and implementation scheduled represent a realistic picture of when projects proposed in the Preservation Plan could indeed happen. This list is based on a variety of variables, such as the amounts of CDBG money available per year for Mill Street. This is important because there are finite amounts of funding available in any one year, and implementation costs and schedules cannot exceed those funds unless other financial sources are found.

#### **Short Term (1 to 2 years)**

- Conduct a Drainage Study for the designated area and implementation
- Install new street lighting and upgrade existing per the street lighting plan.
- Implement Phase 1 of installation of sidewalks, curb and gutter and pedestrian ramps at Conjoes Street.
- Install speed limit and crosswalk signs as needed.
- Improve Police and Code Enforcement presence within the neighborhood.
- Continue the ongoing process to provide affordable housing and the availability of low-interest loan programs.



/4 4

#### Middle Term (3 to 5 years)

- Continue with installation of priority locations of sidewalks, curb and gutter and pedestrian ramps as requested by residents and to improve safety.
- Continue with the Implementation of drainage study.
- Continue the process of upgrading the city streets, including the paving of unpaved streets.

#### Long Term (6 years and beyond)

• Continue the process to bring the neighborhood up to City Standards.

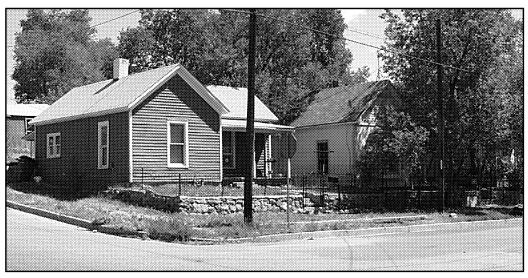
#### SECTION 6.2

#### **Funding Sources For Recommended Elements**

- CDBG Community Development Block Grant Funds
- Neighborhood to investigate other funding sources and the possibility of partnering with other agencies.

S E C T I O N

Appendix



Northeast corner South Sierra Madre & Mill Street

SECTION 7.0

# Appendix

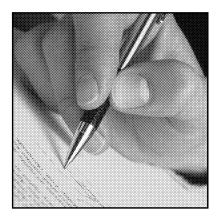


S E C T I O N

Appendix

## SECTION 7.1

Appendix-A Neighborhood Preservation Survey



44

If YES, what is the major reason you have not already bought a home in the area?	Would you be interested in additional job training or education?	ı additional job training oı
Can't afford Financing Not looking	Yes No What types of new skills would you like to learn?	- ould you like to learn?
Haven't found what you are looking for Other [Please list]		
IF NO YOU WOULD NOT PURCHASE A HOME IN THE AREA, why not?	Are you: Male	Female
	Which category best represents the age of the head(s) of household?	ents the age of the
IF YOU ARE A HOMEOWNER, do you have any plans for repairs or improvements in the next two years?	18 to 24 25 to 34 35 to 44 6	45 to 54 55 to 64 65 or older
YesNo	Write the number of persons residing in your home for each age category:	s residing in your home
IF NO, is the lack of available financing a reason you are not able to fix up your property?		30 to 39
Yes No	12 to 14 15 to 18	50 to 64 65 or older
Which of the following best describes the condition of your home:	Which of the following best describes your racial or	t describes your racial or
EXCELLENT	ethnic background?	
ACCEPTABLE	Hispanic Black	
POOR  If you could improve your home, what would you	American Indian or Alaskan Native Asian or Pacific Islander White, not of Hispanic origin	n Native in
do?	Other (Please specify)	
	Thank you for your assistance. else you would like to tell us?	ice. Is there anything
What type of work do you do?		

# **NEIGHBORHOOD** MILL STREET **PRESERVE**

or

# Community Survey

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Neighborhood Services Department to develop and implement a preservation plan to preserve working through the City of Colorado Springs The Mill Street Neighborhood Association is the character and legacy of the Mill Street Neighborhood.

plan is identifying the interests and priorities of A key component in creating a preservation the neighbors.

produced the following survey to document the Neighborhood. Information gathered from the The Mill Street Neighborhood Association has survey will assist members of the Mill Street Committee in advocating for neighborhood Neighborhood Association Preservation interests and priorities of the Mill Street priorities.

University of Colorado at Colorado Springs. Please complete the following survey and return it in the postage paid envelope by November 16, 2001. The results will be tabulated by students and staff with the Your individual response is confidential. Remember, this survey is a tool for gauging the neighborhood. Please feel free to comment in necessary. If you have any questions, please interests and priorities of the residents of the the margins and/or attach additional sheets if contact, Aimee Cox at 685-0597. If you completed a personal interview with a representative in August, please disregard this survey.

How many years have you lived in the Mill Street Neighborhood?	How important is it to have the following in your neighborhood? Would you say "Very Important	How safe do you feel in your neighborhood?
	Important or Not Important?"	During During
What three things do you like best about the	•	
neighborhood?		I
	dwl dwl dwl	Safe
	Recreational space/park	Undecided
	Bus Service	Unsafe Very Hangfa
	Tree lined streets	Very Olisate
What three things do you think need the most	Landscaping	Were you or members of your family victims of a
improvement?	Sidewalks/curb/gutter	crime in this neighborhood in the last year?
	Convenient activities Other (Please describe):	Yes No
		If yes, did you report the crime?
How friendly would you say this neighborhood is?	Which, if any, of the following conditions are problems in this neighborhood?	YesNo
		IF NO, you did not report the crime, why not?
VERY FRIENDLY	Cost of housing	
FRIENDLY	Condition of housing	
UNDECIDED	Unkept yards	
UNFKIENDLY	Vacant lots with trash or junk	
VEKY UNFRIENDLY	Vacant buildings	,
11	Commercial expansion	Do you rent or own your home?
now many people would you say you know in the	Vandalism	
nelgnbornood (	ransients	Own Rent
	routh gangs	
0 0-10	Unattended dogs and cats	IF YOU KEN1, does your landlord maintain the
1.2 III OI III OI 2.5	Trafferded children	property in an acceptable manner?
	Danger from street traffic	Vec
Do you feel informed about what is going on in your	Inadequate street lighting	
neighborhood?	Crime	IF YOU RENT, would you consider purchasing a
	[If yes, what type of crime is a problem]	home in this area?
Yes No		
Are you familiar with the Mill Street Neighborhood	There are nine lots located southwest of Mill Stret	res
Association?	and Sierra Madre that have been identified for	
	development. What would like to see happen with	
Yes No	these lots?	

Yes\_

Yes

# Mill Street Preservation Survey Summarization PART I April 2002 Tara A. White

The data compiled from the Mill Street residents was from questionnaires specifically designed to establish "their" concerns for improvement within their neighborhood. Eighteen questionnaires were received by mail and sixteen additional surveys were done in person.

The majority of concerns the residents had in regards to problems in the neighborhood weighed heavily on unkempt yards totaling 25 (8 no response); vacant lots 18(15 no response); condition of housing 9 (24 no response); teenagers with nothing to do 7 (26 no response); unattended children 11 (22 no response); transients 16 (17 no response); unattended dogs and cats 17 (16 no response); danger from street traffic 16 (17 no response); inadequate street lighting 18 (15 no response); and cost of housing 16 (17 no response).

The importance of services in the neighborhood focused on a new sidewalk totaling 14 "very important" whereas "important" scored 16. Fifteen "very important" was scored on tree service and 16 in "important." Bike and running paths had 8 "very important" and 8 under "important." Recreation and parks had a response of 12 "very important" and 11 "important." Convenient activities scored 2 "very important" and 11 "important."

The time lived in neighborhood ranges from a minimum of 1 year to a maximum of 60 years. Resident age 25-34 equals 6; 35-44 equals 9; 45-54 equals 12; 55-64 equals 1 and 64+ equals 4.

# Mill Street Preservation Survey Summarization PART II April 2002 Tara A. White

The purpose of this survey was to collect information about the Mill Street Neighborhood to be used to develop a preservation plan to preserve the character and legacy of the Mill Street Neighborhood.

Beyond the results of this survey, some additional questions brought forth that might be used to better understand the survey results are as listed below.

#### 1. What else might be learned by the results of this survey?

There are several lessons, which might be learned from the results of this survey. First, that although there are a few long-term residents in the neighborhood, the majority of residents are relatively newcomers. Most residents consider it a great place to live based on the responses to the friendliness of the neighborhood. Additionally, most all residents feel they are relatively informed of the activities of the neighborhood and attribute this the MSNA. Next, it would appear that the overall appearance of the neighborhood, as defined by the responses to the importance of service question, appears to be the largest concern for these residents. Although there are some problems and concerns within the neighborhood, residents didn't feel strongly that there were major concerns to be dealt with. Most all residents were homeowners who had already made improvements to their property or were going to in the future. An interesting note is that almost half of the homeowners were white and female. Overall, it would appear that residents are happy with the condition of their neighborhood, the people they live near, and the overall condition of the area they live in.

#### 2. What can you combine or do differently?

One of the things that can be combined or done differently is the importance of services and neighborhood problems. One could surmise that lack of activities or services could create some of the neighborhood problems for which residents had concerns. Is it possible that residents who have lived in the neighborhood longer thought that the people were more friendly or that people who lived in the neighborhood thought people were less friendly due to lack of opportunity to get to know their neighbors. Another thought is it possible that due to the friendliness of the neighborhood and the neighbors looking out for each other that the crime rate was so small? A majority of the residents thought the home conditions were either good or excellent. Does this have anything to do with the MSNA or the fact that the neighborhood has certain standards that all residents strive to live by. And if so, is it a written policy or an implied policy?

#### 3. What internal attitudes were learned from this survey?

There are a variety of attitudes that can be perceived from the results of this survey.

First, residents are very pleased with their neighborhood, their neighbors, and the conditions of their homes, as well as the services offered. The residents overall feel safe in their community. Also, that residents have a relatively good knowledge of the activities in their neighborhood.

#### 4. What other survey data gathering methods could be used?

One additional method of surveying would be that of phone survey. Surveyors could phone the residents and ask the questions annotated on the written survey and then compile their responses. Also, a balloting type system could be used. This system would entail residents entering a private booth and filling out or hole punching their answers to the questionnaires and then putting the surveys in the collection box to be tallied at a later date. Furthermore, perhaps a web-based survey could be used with the answers tallied and put in their perspective categories. This might be a time efficient method providing all residents had access to the web. And finally, if the survey was emailed out to residents as an attachment to be filled out and then forwarded back to the source mailer. Again, this could be an efficient and time saving method if all residents had email capabilities.

S E C T I O N
Appendix

#### SECTION 7.2

#### **Appendix B** The Historic Mill Street Dump



After several months of watching people remove wonderful articles from The Mill Street Neighborhood where homes had been torn down to build the Colorado Springs Utilities Rail Spur Extension and doing research at the local library, Residents of the Mill Street Neighborhood came to the realization that perhaps we had something historical here. Joyce Stivers of the Colorado Springs Historic Preservation Alliance initially advised Mill street resident Peggy Pantoja that Colorado Preservation, Inc. could help. Subsequently, CONO President Jan Doran contacted the alliance and was given advice and further contacts. Following up on those contacts, the Mill Street residents were successful in fully exploring the historic potential of the area in question.

The chronology of events was as follows:

- March 28th, 2001. An initial press release in the Gazette (local paper). Photographs of the site were taken.
- April 1, 2001, Jeff Hovermale (Principle Investigator) and resident of the Mill Street Neighborhood release the "Preliminary Cultural Resource Investigation Of Proposed Railroad Extension" report.
- April 1, 2001. Article in the Gazette: "Are These Trash or Treasure?"
- April 4, 2001. Article in the Gazette: "Utilities bulldozes historic dump"
- April 7, 2001. Gazette political cartoon: "Assays View"-The Mill Street dump.
- April 22, 2001. The Historical Dump Site was given a number (5EP3946) by the Colorado Historical society (Karen Hardy).
- May 29, 2001. Colorado springs Utilities, owner of the site property, hired Gordon C. Tucker Jr., Ph.D.,RPA, for test excavations. Dr. Tucker released the "Historic Mill street Dump (5EP3946) El Paso County" in august, 2001 with the following conclusions:



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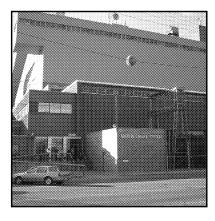
Site 5EP3946 is a historic dump, located near the intersection of West Mill and Conejos Streets, immediately south of downtown Colorado Springs. Extension of an existing railroad spur by Colorado Springs Utilities will affect the site. As a result, archaeological investigations were conducted at the site to help determine the site's eligibility for listing in the National Register of Historic Places. Archival data were gathered and test units were excavated. This information, combined with the results from several geotechnical test pits, revealed that the dump has probably been used more or less continuously from the late 1800s until at least the 1960s, and possibly later. The earliest material consists of mostly domestic refuse, while construction debris characterized the more recent deposits.

After consideration of all evidence, Site 5EP3946 has been evaluated as eligible for listing in the National Register of Historic Places under Criterion D. Adverse effects tot he site by construction activities are expected to be minimal, but any subsurface excavations – including but not limited to removal of tree roots and basements in existing structures – should be monitored by a professional archaeologist. With this stipulation, additional archaeological work at the site is considered unnecessary and the project should be allowed to proceed as planned.

Artifacts that were retrieved during the excavation will be put on display at the Colorado Springs Historical Museum. The documented results of this entire effort will provide adequate records for future generations.

#### SECTION 7.3

**Appendix C** Drake Power Plant History



#### **Martin Drake Power Plant**

The cloud factory, as many local youngsters call the Martin Drake Power Plant, began operation on October 9, 1925 with the inauspicious name of Municipal Power Plant. It originally provided 5,000 kilowatts of alternating current and 1,000 kilowatts of direct current generation. Additions were made in 1933, 1945, 1949, 1962, 1968, and 1973, slowly increasing the capacity to meet the needs of the growing Colorado Springs community.

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The Municipal Power Plant was renamed the Martin Drake Power Plant in 1960 to honor a long-time member of City Council. Realtor, bank president, council member, vice mayor, Martin Drake was a member of the Colorado Springs City Council for 24 years. He served from 1921-1931 and again from 1937-1951, serving two terms as vice mayor.

An April 5, 1925 article in the Gazette Telegraph indicated Drake was "guided, while a member of Council, by the principle of what is best for the city as a whole and has taken an active part in the affairs of the body that has contributed so much to the betterment and progress of the community."

Although he was present for the 1960 groundbreaking of the power plant addition, Drake died three months before the ceremony changing the plant's name. Upon his death, the Gazette Telegraph praised Martin Drake as a person of "great integrity, truly dedicated to the service of others."

During the mid 1960's, the plant was changed from natural gas to coal to reduce the cost of local generation. In 1994 (after a year of customer surveys and computer "previews") exterior panels on the Drake Power Plant were replaced with the blue ones of today. Replacing the old panels removed asbestos and made the plant blend more aesthetically into its surroundings.

The older, inefficient generators were removed in 1995 to aid in the maintenance and operation of the new unit. By the year 2000, only three generating units remained at Drake—Units 5, 6, and 7. When operating at capacity, these units generate 270 megawatts of electrical power.



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- Carla Wilson, Neighborhood Services
- Chad Wright, Neighborhood Services
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- Thaddeus Noll, Traffic Engineering
- Phillip Quattlebaum, Traffic Engineering
- Robin Kidder, City Engineering
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- Lisa Mills, Colorado Springs Utilities
- Darlene Garcia, Colorado Springs Utilities

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- John Himmelrich, At Large
- Ray Edwards, At Large
- Jeff Hovermale, 2000-2002 Secretary
- Peggy Pantoja, 2000-2002 At-Large
- Jan Doran, President of CONO, Advisor
- Eric Cole, Committee Member

#### COUNCIL OF NEIGHBORHOOD ORGANIZATIONS

• Jan Doran, President of CONO, Advisor

#### **APPROVED BY CITY COUNCIL FEBRUARY 2003**



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- Judy Noyes, Councilmember At-Large
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- Valorie Jordan, Community Development, Division Manager
- Don Sides, Neighborhood Redevelopment, Acting Division Manager
- Carla Wilson, Senior Analyst

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- Ron Cousar, Director Neighborhood Services
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Neighborhood Services Department