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Palmer Lake  
El Paso

# Comp. Plan

Palmer Lake

## THE PLAN



## INTRODUCTION

The Background element of this report presented extensive factual information on the physical, social and economic background of the study areas, as well as general discussion of existing conditions in the Community. Following a thorough analysis of past and present conditions, certain assumptions must be made, goals and objectives of the Community must be determined, and basic planning principles applied in an effort to present an image of the Community that residents of the Town of Palmer Lake could hope to develop if the various recommended procedures are followed.

Various reports or elements of planning have been heretofore presented for review by the Town Council. These submittals have been reviewed by the Town Council and the Planners. Changes or modifications in these prior submittals are reflected in this Plan.

This report, therefore, is a summary of all research, surveys, analyses, reports and plans which have previously been submitted. It is important to note that the Plan should be used as a guide in making policy determinations. For this

reason, it must remain flexible and sensitive to the constant changes of a dynamic, growing community. Therefore, adoption of the Plan by ordinance can only tend to make it become a static document which is likely to soon be shelved. On the other hand, acceptance of the Plan by resolution will allow it to remain flexible, permitting periodic review and adjustment as future changes necessitate.

It is intended that the Plan, as presented herein, defines a community image which the citizens will attempt to achieve. Recommendations for procedures set forth herein will assist responsible citizens of the community in taking positive action to attain their goals.

Since the development of any Comprehensive Plan must be based upon certain assumptions as well as sound principles and community goals, it seems pertinent at this point to state, in general terms, the assumptions, goals and principles on which this Plan is based.

#### Assumptions

1. El Paso County and Palmer Lake are experiencing a change in character from an agrarian community to one of more or less mobile urbanization brought about by the influx of military personnel and suburban commuters to the area as well as the rapidly changing character of Colorado's east slope region.
2. Future population projections contained in the Population Report

are valid; indicating that extensive urbanization will occur at a rapid rate during the next twenty years but that the community will suffer from imbalanced economic development unless efforts are made to attract and hold industrial and commercial developments in the community which will offer stabilized employment to residents of the Town of Palmer Lake.

3. In as much as the economic complexion of the Town of Palmer Lake has changed from a service and tourism oriented economy to a "dormitory" function, reflecting the Independence upon Colorado Springs and the Air Force Academy, the Town of Palmer Lake must, therefore, aim for methods to improve and increase its own tax base. It will certainly reflect development in Colorado Springs and the Air Force Academy, but it should try to reduce its complete dependence on these entities.
4. Stimulation of tourism, increased industry and commerce and a greater diversity of economic activity are mandatory if the economic base of the community is to improve.
5. All citizens of the community are sufficiently interested in improving their way of life that they are prepared to take the steps necessary to correct existing deficiencies.

## Community Goals

Based upon the foregoing Assumptions, the following goals are intended to provide continuing motivation and a structure in which all resources and efforts of the community may be organized. These goals are:

1. The orderly development of the Town of Palmer Lake in such a manner as to preserve and exploit the natural character of the area and to utilize its resources to the best advantage.
2. Improvement of the economic base of the entire area in order that all present and future citizens may enjoy employment opportunities and the economic amenities essential to a sound and balanced economy.
3. Stimulation of commerce and industry in order to provide greater economic opportunity for all, particularly the young age group which has been emigrating from the Town of Palmer Lake and which could provide vigorous and imaginative leadership to the community in future years.
4. Establishment of sound land use patterns which offer opportunity for easy social and economic activities, including a well-ordered home life; adequate recreation, diversity of employment opportunity and participation in civic and cultural affairs.

5. Adoption of a Comprehensive Plan which reflects these Community Goals, including the various tools of implementation for the Plan, in order to ultimately realize these goals.
6. Encouragement of citizen participation in all phases of municipal activity, particularly in the Planning Program, in order that they have had a part in shaping the future of their community.

### Planning Principles

The Plan must reflect sound planning principles if these expressed goals are to be accomplished. The following eight basic principles are therefore stipulated as a premise for planning decisions by community officials:

1. Comprehensive planning is a continuing function. Basic elements, as expressed in the Comprehensive Plan, are subject to continuous refinement, regular review and updating in order to be of current value. They are the skeletons on which detailed plans may be constructed, thus providing solutions to specific problems.
2. Planning decisions must be based on facts and professional assistance is vitally essential so that proposals will be technically sound.
3. Duplication of effort should be avoided by establishing close

liason between activities of government units and private endeavors. Our data are available to all entities who can find the information useful.

4. Planning activities should be primarily directed to the prevention of community problems rather than to problem solving. It is evident from previous reports that the major development of the Town of Palmer Lake is in the future and that existing development and population constitute a minor portion of the total future community.
5. A better environment envisions improving the appearance of the community. This requires:
  - (a) New public structures as a stimulus for improving appearance and arousing civic pride.
  - (b) Requiring highest standards of architectural design in all publicly subsidized developments.
  - (c) Providing open spaces, parks, playlots and greenways in developed areas of the Town of Palmer Lake.
  - (d) Preserving elements of our heritage by interweaving new developments with old in a manner that enhances the community.
  - (e) Removing existing structural eyesores wherever necessary

and preventing construction of future incompatible structures.

6. Our responsibility does not end with the presentation of plans; rather, we must prove their financial feasibility and promote their acceptance.
7. Following are keys to effective implementation of the Comprehensive Plan:
  - (a) Continuous recitation of objectives and gentle persuasion on the finer points of the Plan.
  - (b) Vigorous enforcement of building and housing codes, zoning ordinances and subdivision regulations.
  - (c) The utilization of a sound Capital Improvements Program.
  - (d) Maximum participation in Urban Renewal and other non-local assistance which may benefit the community.
8. Assistance will be given to organizations and individuals making an effort to accomplish improvement projects based on the Comprehensive Plan. It is strongly recommended that community officials undertake organizational activities among the citizens when objectives cannot be reached through normal governmental activity.

## EXISTING LAND USE

### INTRODUCTION

The Existing Land Use as in the Background report, reviews the existing conditions of Land Use in Palmer Lake. A summary of that report and the analysis of the land use comparison is included as a part of this Plan. For more details of existing land use, review of Background - Existing Land Use report is recommended.

This Plan is based upon certain of the conclusions developed in that report coupled with the general goals and assumptions and conclusions established in various other elements of the planning program as well as the specific land use goals, principles and standards included herein. It is evident from review of existing land use that while a completely "new scheme" is precluded, the presence of relatively vast amounts of unused space within the present Town limits does afford an opportunity for a greater degree of control over the environment than that enjoyed by most other communities. This land can be regarded with the same excitement that greets the artist when he first sees an empty canvas. This allows for many opportunities that have long since passed others by. This does not mean some "instant utopia" but rather it means that a plan reflecting the characteristics and the existing uses can be made that will provide the optimum



living for the citizens of this community. This is what has shaped the proposals herein which are direct reflections of the existing circumstances which, when coupled with projected population, community desires and future needs provide a basis for a future land use plan for Palmer Lake.

In the already developed areas of Palmer Lake it is economically unfeasible to substantially change existing conditions which without extensive urban renewal programs, at this point in time, would appear unfeasible; however, there is no reason why development of new land uses in the community cannot be accomplished in a manner which is compatible with and a compliment to existing land uses. In fact, existing land uses and the historic pattern of community development are factors which help shape the unique identity of the community. Therefore, these precedents have been carefully considered in the development of this future land use plan.

It must be emphasized that a well integrated and rational land use pattern will not just happen, as a matter of fact, if sound land use policies and objectives are not clearly implemented, a disorganized, poorly integrated community will almost certainly result. The most effective tool for illustrating and implementing these community goals is the LAND USE PLAN.

#### Implementation to the Land Use Plan

It should be fully recognized that the Land Use Plan is not, in itself, a

tool of implementation, but rather a general guide which, when adopted, becomes community policy. The actual implementation of the Land Use Plan is affected through the various controls and regulations which are developed as a result of the Land Use Plan. Such elements as Zoning Regulations, Subdivision Regulations, future street lines, Building Codes and Capital Improvements Program are means of effecting the Land Use Plan. Therefore, the Land Use Plan reflects an end product - these other elements are tools to achieve it. Toward this end, prototypes of Zoning Regulations, Subdivision Regulations and a Capital Improvements Program will be prepared and submitted to the Town of Palmer Lake. These submittals will be designed to assist in the implementation of the Land Use Plan as prepared herein. The final adoption and effectuation of these items will provide an excellent beginning to the realization of the Future Land Use Plan for Palmer Lake.

#### Population Density - Family Size

In addition to analysis of land use ratios, another pertinent factor in establishing standards is population density. Population density is indicated by two measures:

1. Gross density - which is the number of persons per acre as related to the total acreage of the community (2000 acres in Palmer Lake).

2. Net density - which is the number of persons per acre as related to only the developed acreage of the community (490 acres in Palmer Lake).

As pointed out under  
The population density presently in the Town of Palmer Lake is:

Net density -	2.0 persons per acre
Gross density -	0.5 persons per acre

Of additional consideration in the establishment of density standards is the number of persons per household. The October, 1969 survey reflected an average family size of 3.91 persons..

Based upon the assumption that a net population density with an average family size of 4.0, and upon the assumption that as the Town grows the level of development within the Town limits would increase and that much of the now vacant land becomes developed, typical community development would result in an average of 2.5 dwelling units per acre of developed land. Assuming that those areas under development would tend to fill in first, we can assume that the population density would become around 3.4 per acre in the developed portion or approximately 1.0 person overall.

In consideration of the foregoing, it would appear that the Town of Palmer Lake is relatively undeveloped in comparison to the average of the rest of the Rocky Mountain Area. This, in fact, is true as an inspection of the areas enclosed

by the Town limits would verify. This means that Palmer Lake can arrive at a level of planning and liveability in the future that will be virtually unmatched by any other community in this area.

Land Use & Standards

In consideration of the above proposed population densities and existing land uses, and in an effort to establish a desirable ratio among the various land uses, the following land use standards are proposed:

- Residential - 15 acres per 100 population
- Commercial --5 acres per 100 population (including neighborhood and community shopping center, tourist, and general commercial)
- Industrial - 1-2 acres per 100 population

In addition to the general standards indicated above, the following more specific standards are submitted as a guide to private and quasi-public developers:

Office and Commercial

Use	Square Feet per 1000 population
Business and Professional Offices	2000
Medical and Dental Offices	2500
Through-highway Commercial	18000
Local Highway Commercial	2400
Automotive and Allied Services	10000

Social

Use	Population per Facility	Size
Church (100) seats	1500	1/2 to 1 acre
Church (400) seats	6000	3 - 4 acres
Large Restaurant	5000	1 - 2 acres
Bowling Alley	20000	2 acres

Medical and Health

Use	Population per Facility	Size
Out-Patient Clinic	10000	1 acre
District Hospital	3 beds per 1000	2-1/2 to 4 - 5 acres

GENERAL

This Land Use Plan is intended as a guide to the orderly use of land for Palmer Lake; not only to provide for more attractive living conditions, but to encourage efficient and economic provision of public facilities, reduce traffic congestion and enhance property values as well. Toward this end, the Planners have taken a two-fold approach.

1. To provide for the orderly development of currently undeveloped areas of the community;
2. To maintain and rehabilitate, where necessary, already developed

areas so as to insure a high level of liveability.

Of primary concern is the planning of new areas, which can be more easily controlled to insure high quality development. Secondly, planning must be implemented in developed areas, which are continually changing, but at a much slower pace. In these developed areas, changes will necessarily require gradual refashioning of the existing land use pattern. This will not involve a radical departure from the existing familiar pattern.

### Goals

General community goals must first be established. The following specific Land Use Goals are established as a guide for land use development within

Palmer Lake:

1. To arrange and control land uses:
  - a. To compliment each other and contribute to long-term stability.
  - b. To restrict activities to their most appropriate locations.
  - c. To insulate incompatible functions from one another.
  - d. To shorten travel time between home and job, shopping and other origins and destinations.
2. To phase out uses which are undesirable in existing development and encourage redevelopment in conformance with the Land Use Plan.

3. To develop a land use pattern of development which reflects adequate amounts of residential, commercial, industrial and recreational uses.
4. To establish land uses which together shall contribute to the overall appearance and beauty of Palmer Lake.
5. To control population density and intensity of land use development to insure liveability and efficiency.
6. To control the physical size of the community in order to provide efficient and economical service by public utilities.

#### Community Pattern - Development Principles

Palmer Lake, as currently developed, is based upon a system of streets laid in a "free form" pattern without regard for differentiation between types of streets or kinds of land use. A community development such as this tends to be arbitrary and reflects no cognizance of community organization or rational relationship between land uses. There is no doubt that this existing pattern must be respected in proposals for future land use. It is intended, however, to superimpose a pattern of land uses upon existing developments, which can then be extended into areas of new development. This proposed pattern shall provide for adequate amounts of land for various community functions as well as insuring a compatible interrelationship between land uses. The various land uses shall be situated so as

to enhance one another as well as functioning as integral parts of the overall community development.

The land use pattern as developed shall propose residential units of a desirable size and density. It is intended that these units shall encourage civic identity through the relationship of a citizen to a particular area of the community. These areas shall be called neighborhood units. (See typical development diagram.)

The Plan shall also include adequate areas for individual and family needs including streets, open spaces, schools, recreation areas, industrial areas and cultural and civic facilities. The relationship of these land uses shall be established in accordance with the following planning principles:

1. Palmer Lake shall be composed of a series of interrelated neighborhood units which, when combined, shall compose the Community of Palmer Lake.
2. Each "neighborhood" shall be formed with an "elementary school" and "neighborhood park" as its central core. The neighborhood shall be of a size which provides an adequate school age population to sustain an elementary school, and to provide a relatively short (1/2 mile) walking distance for elementary school children.
3. A number of these neighborhood units shall be oriented to



Junior and Senior High School facilities and to other central community facilities (i.e., civic cultural center, and community shopping).

4. Each neighborhood unit (where possible) shall be bordered by arterial streets or other major demarcations of land use (i.e., railroad, stream) which provide for convenient approach and access to the neighborhood unit itself. These arterial streets shall act as dividers between neighborhoods, but in no case shall they intrude upon or separate portions of a particular neighborhood; thus allowing all elementary school children access to elementary schools without crossing arterial streets.
5. Neighborhood retail, commercial, and service facilities shall be located on the periphery of the neighborhood and shall be oriented to arterial, rather than residential streets.
6. Community facilities shall be oriented so as to provide centrally located facilities to serve the community and for easy access on arterial streets.

#### Arterial Streets

The above principles reflect an ideal or desirable relationship between land uses which must necessarily be compromised to reflect existing land use;

especially in the case of Palmer Lake, where clear-cut relationships between land uses are not well established and where there are often mixtures of various types of uses. These must be reorganized within the framework of the community development pattern. For example, although the Central Business District is considered a community-wide function, in the case of Palmer Lake, the CBD includes certain neighborhood facilities as well as tourist commercial facilities and residential uses.

### General

In addition to land use goals and planning principles, both of which are qualitative measures, it is important to establish standards or quantitative measures of development. These standards indicate the amount of residential land use, in relationship to other types of land use, which are necessary to maintain a reasonable balance between uses as well as appropriate distribution of population. These standards are prepared in accordance with the desired goals of the community and the projections of future population.

The exact amount of land required for a particular land use is, of course, subject to detail design and the desires of private enterprise. However, general standards can be established which reflect the needs of typical development based on past experience of the Planner, review of other similar communities, and the current land uses within Palmer Lake. Existing land use and comparisons of land

use and comparisons of land use among various communities are used here as a basis for development standards.

## FUTURE LAND USE

The Plan anticipates a community of 1629 people and all facilities essential to provide development of a complete community. The final test of a Comprehensive Plan must be the physical manifestation of the community -- that is, the actual development which takes place upon the land and the socio-economic activity which results.

The Plan cannot build the community; it can only review pertinent premises and, in the light of the community goals, propose reasonable land use arrangements that will satisfy current and future residents of the community. With the Land Use Plan as a guide, developers, community officials and citizens must involve themselves in the process of growth which takes many years. Certainly, there will be changes in the transition from plan to actual development. These changes will result from new circumstances which were impossible for the Planner to foresee.

### Land Needs

In general, the land needed for the development of Palmer Lake in 1990 will depend on two basic factors:

1. The 1990 population
2. The per capita land use

The 1990 population, as projected in the Population Report, is accepted as the basis for the Land Use Plan. The projections, as presented, provide for a 1990 range of population from 1630 to 3000 persons. Although the projections reflect a low, medium and high estimate, for the purpose of this study the medium projection shall be used. However, it shall be necessary to consider the possibility of increased growth to assure that the community will be ready for any eventuality.

Because projected land use provides for all eventualities, it may propose somewhat more land than will actually be needed by 1990. It is necessary, however, to recognize this and to encourage reasonable increments of growth which grow out of currently developed areas, rather than growth which begins at the "outer limits" of proposed development and works in reverse. To deviate from a reasonable expansion and allow "leap-frogging" would result in wasteful and unnecessary costs and would be detrimental to sound development policies.

The second consideration, as stated, is per capita land use which is best reflected in average density. As proposed under the standards, the recommended net density is 10 persons per acre.

PALMER ALAKE

Population - Density - Land Use - Needs

	1969	1990 Medium	1990 High
Population	1000	1629	3000
Net Density (persons per acre)	2.04	3.33	3.0
Gross Density (ppa)	0.48	0.8	1.5
Vacancy Rate (% of total land)	76.2	75.0	69.0
Developed Land	490.06	500.0	600.0
Vacant Land	1571.44	1561.00	1416.80
Total Land Area	2061.50	2061.50	2061.80

It is obvious from the above that Palmer Lake has within its boundaries adequate land for along time to come. Some annexation might be desirable to control land use around the periphery of the community however.

### Residential

Several types of residential accommodations are proposed in the Plan. These are best represented in terms of population density. They include:

High Density Residential  
Medium Density Residential  
Low Density Residential

The high density residential reflects a more intense residential development which may be developed in apartment complexes, townhouses and, in some cases, mobile home parks. This high density residential development is generally restricted to mobile home parks adjacent to State Highway 105 and is, in fact, almost a suburb of Monument.

The medium density category reflects typical subdivision development with a density of 2 to 5 families per acre. This density development could be considered typical single family detached housing, with perhaps certain areas developed in "cluster" housing. It should be pointed out that proposed density does not necessarily imply that only one type of housing is permissible. Rather, allowances should be made for mixtures of various types of housing within the area.

The majority of medium density housing is located within neighborhood units in areas of reasonably level topography.

The proposed low density housing is intended to be located within neighborhood units in areas of irregular or rolling topography. These areas will, of course, require larger lot sizes in order to fit the single-detached housing units into the site.

### Commercial

Commercial land use within the community shall be divided into two categories, reflective of the particular function of each type. These are:

Central Business District (CBD)  
Neighborhood Commercial

Neighborhood Commercial is intended to provide for the day-to-day needs of the local residents. This neighborhood commercial category includes neighborhood shopping centers, some major community shopping centers as well as small local stores and personal services (i.e., office operations). It is intended that the Neighborhood Shopping Centers (NSC) be distributed throughout the Community and generally at intersections of major arterials at the edge of the residential area it is intended to serve. The typical NSC shall be from 3 to 10 acres in size and will serve from 3,000 to 4,000 persons. Recommended development standards are 1.5 acres per 1,000 persons. Included in these facilities



shall be a small supermarket or grocery store, drug store, general consumer goods and personal service shops, as well as office areas for local services. The typical service radius of the facilities

Central Business District (CBD) as currently developed is deficient in many respects and is inadequate to meet the needs of Palmer's Lake's present population, let alone projected future needs. Current deficiencies include: Lack of stores, inadequate parking areas, lack of open space and/or aesthetic considerations. Ultimately extensive rehabilitation as well as expansion of the area shall be required. It is intended that the CBD shall function as the major Community Shopping Center for Palmer Lake. In Addition to retail sales, general office areas and service commercial establishments shall be located within the area.

Existing commercial land use within the Town of Palmer Lake is located along State Highway 105.

The proposed CBD shall provide shops for a broad variety of consumer goods, as well as specialty stores, a department store, several supermarkets and a broad range of business and professional services. In addition, limited wholesale facilities may be included on the periphery of the area.

### Industrial

Industry is to be located in the area as shown on the Plan. This will be between the highway and railroad tracks allowing convenient access by both rail

and highway.

It is essential that all new industry in the Town of Palmer Lake reflect modern trends of development, whose high standards provide an aesthetic as well as an economic asset to the Community in which they are located.

### Civic-Cultural Center

This area shall truly function as the City Center and provide for various public and quasi-public facilities. The City Hall and other major public buildings shall be located in this area. In addition to city administrative offices, other public buildings (Federal, State, local districts) shall be located in this area. On the periphery of this area, certain private or quasi-public office complexes may also be allowed.

In addition to the office and administrative facilities, Community Cultural facilities should be included in the area; meeting halls, art galleries, museum, perhaps a concert hall should also be included here. Such buildings as a public theatre and the public library could also be appropriately located in this area.

It is intended that all buildings (civic and cultural) be located as a complex of structures related to abundant open space, including large paved court yards and pedestrian walkways. Further, attractive landscaped areas should be located within the area. In the areas close to the proposed "green belt", it is intended that natural open areas will be developed as a part of the complex in order to create a

a general "park-like" atmosphere for the community.

As a part of this park-like area, certain additional outdoor cultural areas may be included, such as: outdoor theatre, nature area, botanical garden, and possibly a small city zoo. It is not intended, however, that this area shall conflict with the proposed community park which shall provide for the major outdoor park and recreation needs on a community-wide basis.

### Undeveloped Land

Regardless of proposed land use categories, certain areas of the community shall remain undeveloped. This vacant land is very often an eyesore, a trash collector and a source of blowing dust. These areas incur great expense to the community, not only in the cost of utility lines passing vacant property to serve more distant development, but also for required maintenance and clean-up. It is recommended that policy and/or local legislation be established to encourage utilization of this land for development and further, that a system of penalties be established to discourage lack of maintenance.

### Annexation

It has been suggested in the Future Land Use Section of this Plan that civic boundary should be extended in conformance with the outer limits of land

use as projected. If the Town proposes to control developing areas which are currently located out of the corporate boundaries, it is essential that they be empowered to impose Zoning Regulations upon these developing areas. This is impossible to achieve unless these areas are brought into the corporate area of the Town. For this reason, it is recommended that the Town undertake an active annexation program of all areas within this planning area.

Municipal Annexation Act - 1965

There is ample state legislation existent which provides for municipalities undertaking a program of annexation. The State Statute declares that the act is "...necessary and desirable for the orderly growth of urban communities in the State of Colorado". The Planners agree with the above statement and feel that the following stated purposes are in conformance with the goals and principles outlined within the Plan. The state purpose of the Act is:

- (a) To encourage natural and well-ordered development of municipalities of the State;
- (b) To distribute fairly and equitably the costs of municipal services among those persons who benefit therefrom;
- (c) To extend municipal government, services and facilities to eligible areas which form a part of the whole community;
- (d) To simplify governmental structure in urban areas;

- (e) To provide an orderly system for extending municipal regulations to newly annexed areas;
- (f) To reduce friction among contiguous or neighboring municipalities; and
- (g) To increase the likelihood of municipal corporations in urban areas being able to provide their citizens with the services they require; and to these ends, this Act shall be liberally construed.

Section 3 of the State Act outlines "Eligibility for Annexation). The two basic criteria are:

1. "That not less than 1/6 of the perimeter of the area proposed to be annexed is contiguous with the present corporate boundary," and
2. "That the community of interest exists between the territory proposed to be annexed and the annexing municipality."

It is evident from the above criteria that the Town of Palmer Lake may not proceed haphazardly with spotty annexations. Rather, it must follow a logical pattern which commences at the present corporate boundary and which goes outward in gradual increments. The fact of contiguity requires this.

The second criteria -- that is, that a community of interest exist -- is easily established by the fact of contiguity as well as by the fact of a particular

parcel of land being included within the Future Land Use Plan for Palmer Lake.

### Annexation Petition

Generally, petitions of annexation are initiated by landowners whose land is contiguous to the Town. Therefore, it is essential that the Town initiate a program of encouragement to land owners so they might be apprised of the advantages of annexing to the Town of Palmer Lake. However, there are two exceptions to this approach; they apply to enclaves of land which are completely or partially (2/3) surrounded by the corporate limits. In these cases, the Town should initiate action to immediately annex these areas to the Town. The exact criteria for such actions are stipulated in the Municipal Annexation Act of 1965.

In regard to land not completely or partially surrounded by the corporate limits, the petition must generate from the property owner. In this case, the landowners of at least fifty percent of the territory to be annexed must petition. Again, the exact criteria and procedures for said annexation are stipulated in the Annexation Act of 1965 and the reader is referred to that act for more detailed information.

### Recommendation

Naturally, the final determination of timing and area of annexation must

be related to three separate considerations. They are:

1. The desires and goals of the Town of Palmer Lake
2. The desires of the landowners involved, and
3. Helpful criteria as established by the Municipal Annexation Act of 1965.

The former consideration will naturally be related to various aspects of planning policy as well as upon development activity as it occurs within Palmer Lake. Among the determinants pertinent to the specific location of corporate boundaries are the following:

1. Pressure of Growth and Development. Areas within the Planning Area where development activity is imminent, or where pressures for development exist, should be considered for annexation. Annexation of these areas would provide for correct zoning to assure conformance with the Future Land Use Plan as well as application of Subdivision Regulations to all plats developed for the area. This is especially applicable to areas which do not intend to conform to the Land Use Plan of Palmer Lake.
2. In areas which intend to develop in accordance with the Land Use Plan, annexation is still desirable in that such annexation will provide for other municipal control such as Subdivision Regulations and Building Code, as well as installation of municipally provided utilities.

3. In regard to the above, another pertinent factor in consideration of the extent of corporate boundaries should be a policy of withholding the provision of municipal utilities from all areas not located within the corporate area. This policy will naturally encourage development. This policy must be premised on the ability of the Town to provide these utilities to a newly annexed area within a reasonable time (1 year).

As stipulated above, there are two additional considerations, over and above the Town's desires, which must also be considered. Obviously, excepting areas which are enclaves within the corporate area, annexation is subject to the desires of 50% of the landowners. Therefore, the Town must actively invite landowners within the area to consider annexation. Further, when specific landowners do petition for annexation, the Town should consider using these petitions as a means for annexing an additional amount of land approximately equal to the amount of land the landowner is petitioning for. This policy, which is in conformance with the State Act, would greatly expedite the Town's Annexation Program.

In consideration of the State Act, regardless of the desires of either the Town or landowner, contiguity to the Town is a primary prerequisite to annexation. In consideration of this, it is impossible for the Town to arbitrarily annex areas of development without contiguity first being established. Further, it is not possible



for the Town to control the location of development activity within the Planning Area. Therefore, it is recommended that the Town proceed to systematically annex areas within its environs; commencing with areas immediately adjacent to the corporate boundaries and thereafter to continue to the extent that the Town boundaries are extended to the entire extent of the Future Land Use Plan.

No map of intermediate steps of the annexation <sup>(C)</sup>is included, in that, it is impossible to foresee the exact area of these annexations. Naturally, where possible, annexation should actually proceed platting or development activity.

## TRAFFIC & TRANSPORTATION

### INTRODUCTION

Since the efficient traffic circulation in any community is the framework on which the community is built, the thoroughfare street system is of primary importance in reviewing the numerous elements of the Comprehensive Plan. The total street system is designed to service the traffic needs of, to and among the various land uses.

The traffic system of the community must be a reflection of existing, as well as future, land use. Based on analysis of existing land use, existing streets and roads, current traffic flow and proposals of future land use and traffic needs, determinations can be made as to requirements, inadequacies and recommendations proposed which reflect probable future needs.

The various pertinent considerations shall be summarized herein as a basis for final conclusions and recommendations of present and future traffic needs.

#### General

The major street system which is proposed for Palmer Lake and Environs is intended to accommodate the basic traffic circulation needs of the community for the present, as well as forecasted long-range needs to accompany new growth and

development for the Town of Palmer Lake and Environs. As already pointed out in other elements of this Plan, Palmer Lake is only one of many communities in the Colorado Springs Metropolitan Area. As such, it has been essential to prepare a Thorofare Plan, which not only accommodates the purely local needs of the Town, but, which reflects the regional thorofare system and which relates these regional arterials to the thorofare system proposed for the Town of Palmer Lake. The Thorofare Plan, as proposed herein, does, in fact, reflect this dualism.

Naturally, the Thorofare Plan also reflects other Plan elements. For example, the Future Land Use Plan and the Thorofare Plan were, in fact, developed simultaneously so as to insure complete compatibility between the two. Further, the arterial system as developed is certainly intended to provide a functional system of streets and roads in and around Palmer Lake; however, it is also intended to help define the various sub-areas in the community, provide easy ingress and egress to and from the Town so as to encourage transient travel into and through Palmer Lake.

## CONSIDERATIONS

### Existing Conditions

Of prime consideration is analyzing the Town's traffic circulation system and existing streets, roads and highways; that is, the location and size of these

facilities as related to current demands of circulation and land use patterns.

These facilities must be analyzed from the viewpoint of purely local traffic patterns within the Town of Palmer Lake and Environs, as well as from a regional point of view; that is, the traffic circulation system which relates Palmer Lake to Interstate 25 and Colorado Springs, and other areas of the Region.

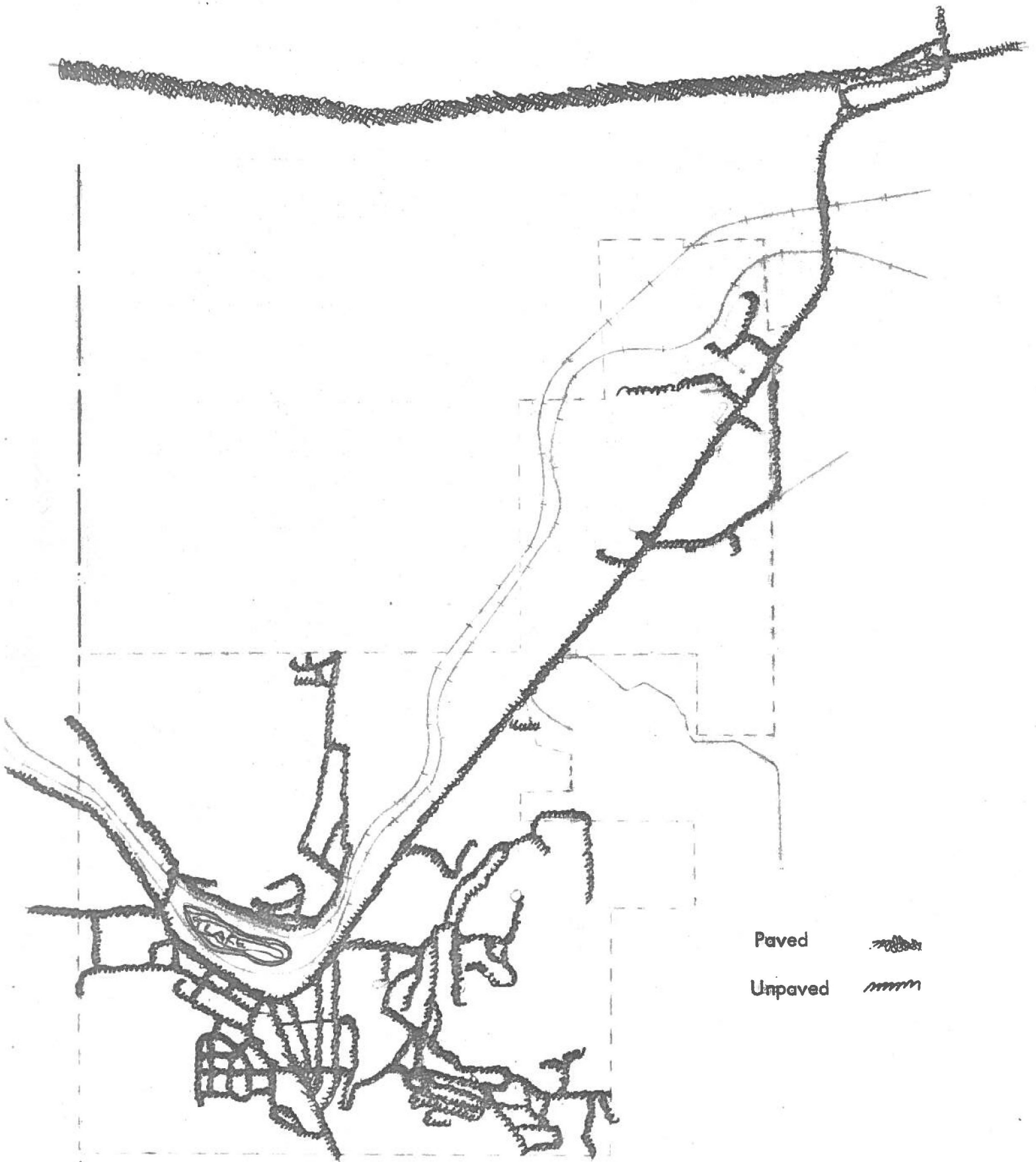
In order to review existing streets in the Town of Palmer Lake and Environs, a physical inventory of all streets and roads has been conducted. Although the town plans and maps indicate a great many streets in the community, the survey of Palmer Lake indicated that many of these, in fact, most of them, were not developed. The developed streets and their condition, i. e. paved or unpaved, is shown on the map titled EXISTING STREETS -- TOWN OF PALMER LAKE AND ENVIRONS.

As the map indicates, many of the streets are laid out in either a "grid iron" pattern or in a random fashion with little or no regard to the existing terrain and very little regard to the physical features of the area.

The main access road to Palmer Lake is State Highway 105 which interconnects with Interstate Highway 25.

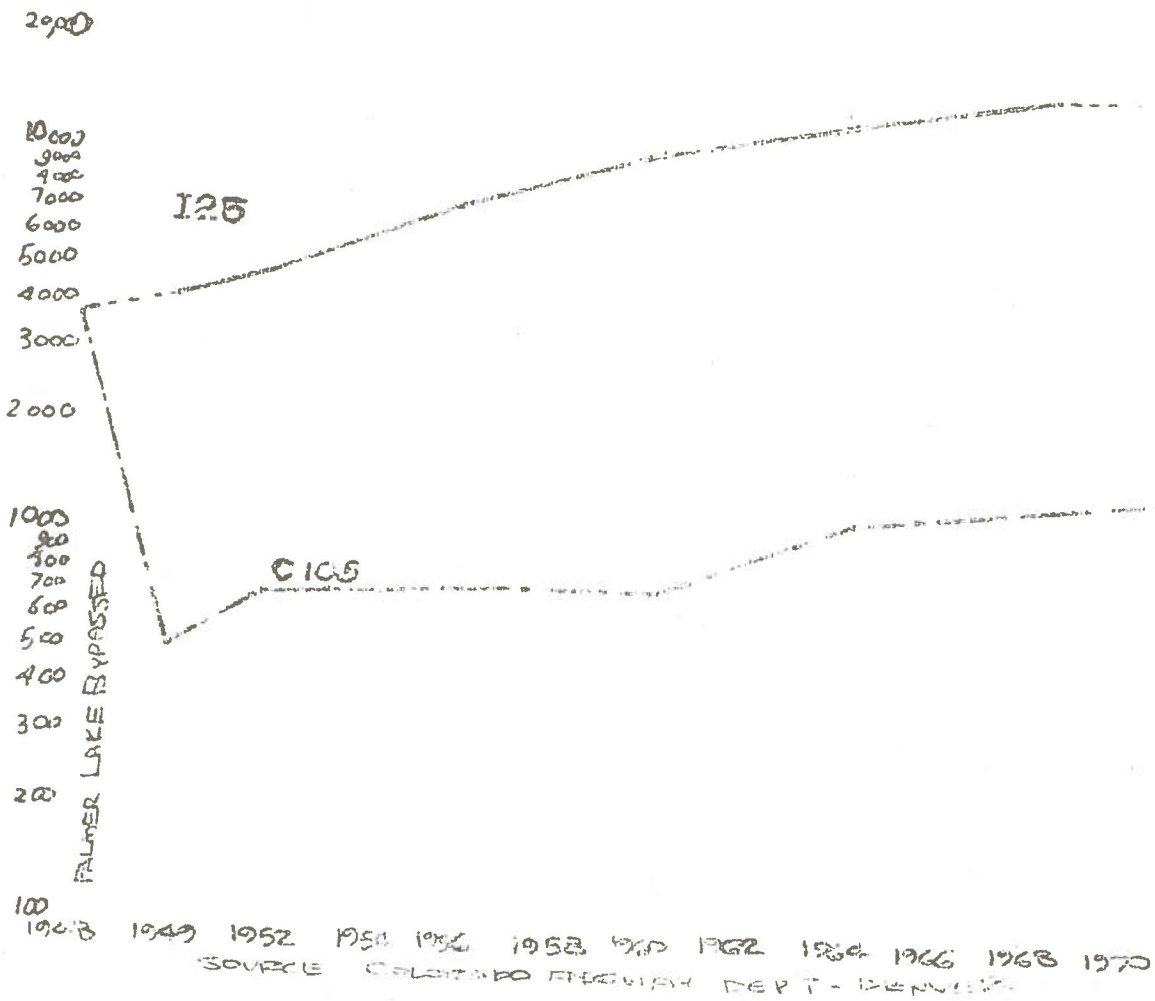
The average number of vehicles owned per family in Palmer Lake is 1.79 vehicles, the median number of vehicles being 2. In other words half of the families in Palmer Lake own two or more cars, with one tenth of the families in Palmer Lake owning 3 or more cars. During the week in which the survey was  
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EXISTING STREETS -- TOWN OF PALMER LAKE



conducted, a total of 421 trips to and from work were made by the residents of Palmer Lake. Ninety percent of the families interviewed made one round trip to work and approximately 4% made three or more trips to work per day. The residents of Palmer Lake made 264 shopping trips during the time of the survey. Only 10 percent of those interviewed made more than 1 trip per day, 2.35 percent making three or more trips. Ninety six trips were made to take children to school, 243 trips were social visits and 109 were made for other purposes. A total of 1105 trips were made in or out of or through Palmer Lake by its residents.

# HIGHWAY FLOW, PALMER LAKE



## CIRCULATION PLAN - PALMER LAKE

### Goals

The basis for this recommended arterial system is to provide service of the Future Land Use Plan of Palmer Lake and Environs and to reflect the social, economic and physical analyses of Palmer Lake undertaken within the framework of this Comprehensive Plan. This data has been augmented with volume counts and other traffic information developed by the Colorado State Highway Department and the Planners. In consideration of the size of Palmer Lake and the high cost of computed analysis of traffic problems and needs, this Plan provides for a Thoroughfare Plan based upon gathered information and evaluation of future land use development as well as upon the survey conducted by the planners. The recommendations are based upon the empirical knowledge of the planner. The testing will be through the gradual development of the system and its capacity to accommodate, in a reasonable manner, the traffic requirements as they develop. Within the framework of the above approach the goals of the study are:

1. To meet the current and future circulation needs of Palmer Lake and Environs through proper coordination of the Thoroughfare Plan, with other elements of the Comprehensive Plan.



2. To accommodate present and future traffic needs through providing a system of streets and highways based upon a pattern of movement which can provide efficient circulation for future transportation demands.
3. To establish design standards commensurate with good engineering practice and the resources of the community.
4. To provide Palmer Lake and Environs with a plan for major streets which can be constructed within the next twenty years.

### Principles

To achieve the above goals, the community should utilize the following planning principles:

1. Land use objectives will determine the location of major streets, including the diversion of traffic from residential areas by designating major streets along boundaries of neighborhood units.
2. The most convenient timing of construction of street and other improvements should be selected so as to avoid creating new congestion areas and the need to tear up paving.
3. Priorities for construction of major street improvements should be established to make judicious use of existing facilities and to gain

maximum benefit by coordinating local funds with matching funds from the State of Colorado and/or Federal funds.

4. The street system must be coordinated with parks, schools, and other public buildings to assure reasonable access and avoid undue congestion at traffic generation points.
5. Landscaped, well-lighted automobile parking facilities should be constructed adjacent to public buildings and the central business district in order to achieve quick, easy access to these assembly points.
6. Pedestrian ways should be developed between shops and parking areas and between elementary schools, parks and residential sections.
7. The visual aspects of major street location and design must be improved not only from the point of view of the user, but also, from the point of view of people who live and work adjacent to a major street.

### Street Classification

The proposed major street system is composed of five classes of streets and roads which are selected, not only on the basis of traffic volume, but in regard to

specific functions each shall serve. They are:

**Expressway.** A high speed, high capacity, limited access facility to accommodate through traffic in the Town. The small size of Palmer Lake shall not require an extensive expressway system to serve its needs. For this reason, the only expressway anticipated shall be Interstate 25 which shall be under the direct purview of the State Highway Department and Bureau of Public Roads.

**Primary Arterials.** High capacity streets for through traffic between areas across and around the community.

**Secondary Arterials.** Streets for the movement of traffic between areas of the community and as inter-connection between neighborhood units and between primary arterials, and for providing ingress and egress to and from large traffic generators (i. e., Central Business District).

**Collector Streets.** Streets providing for the feeding of traffic from minor residential streets within the neighborhood unit to secondary or primary arterials on the periphery of neighborhoods.

**Parkways.** Usually primary and secondary arterials with adequate right-of-ways to provide for linear landscape development alongside or in the center of roadways. Proposed parkways are delineated on the Park and Recreation Plan.

## STANDARDS

The interaction between land use and street development must be recognized and the type, size and character of streets should be established in terms of their specific function or category. These streets must reflect an efficient method of moving traffic from point to point, yet allow for maximum development of land with a minimum amount of acreage utilized for streets. In Palmer Lake, the great impact of streets is reflected by the fact that approximately 28.6 percent of developed land is utilized in streets. This high ratio is wasteful and reflects little cognizance of street standards as related to function.

The land uses for which streets provide access vary greatly in trip generation characteristics. This, in turn, varies traffic volume and determines the resultant land use activity along the street, all of which affects the design standards for a particular street. It is the intent of these standards, therefore, to provide general criteria for all streets in the community. Although the primary concern of this Plan is major streets, standards shall be provided for minor streets as well.

It is recognized that all existing development could not possibly meet these proposed standards; however, it is felt that the establishment of high standards will favorably affect all new development, as well as guide certain modifications to the existing street system.

Expressways. Although standards could be prepared for expressways, it

is felt that the incidence of expressways is so small that their application to the local arterial problem is incidental. It is anticipated that the only expressway in the foreseeable future shall be Interstate 25, whose cross-section and other development standards are established by the State Highway Department in conjunction with the U. S. Bureau of Public Roads. Since the design for Interstate 25 is basically resolved and seems reasonable, no recommendations are included.

**Primary Arterials.** Because these are major carriers, they are undesirable in residential areas and under no circumstances should they be planned with residences fronting on them or having direct access to them. Industrial and commercial establishments, because of their high general traffic and dependence on heavy traffic volume (commercial areas only), are ideally located on arterial streets.

Basic standards for primary arterials are as follows:

1. Residential access onto arterials should not be allowed.
2. Commercial, industrial and other non-residential land use may have access at reasonable intervals, but must provide reasonable space to accommodate incoming and outgoing traffic.
3. Primary arterials should be designed to pass around rather than through neighborhood units.

4. Primary arterials should be designed to carry not less than 2,000 vehicles per day and not more than 10,000 vehicles per day.

Secondary Arterials. These streets often connect several neighborhoods and are the intermediate step between neighborhood collector streets and primary arterials. They rarely intrude within the neighborhood however, occasionally a series of neighborhood collector streets often function as a secondary arterial.

Residences should not face into secondary arterials, but, may side in.

Typical land uses along arterials are social services (i. e., churches, junior or senior high schools), personal services (i. e., beauty shop, barber, shoe repair), and limited local commercial (i. e., service station at intersection or neighborhood grocery store).

1. Streets are generally spaced 1/4 to 3/4 miles apart (rarely more or less).
2. Non-residential uses with high traffic generating characteristics should be on secondary arterials.
3. Residences should not face into the street.
4. Collector streets may intersect with secondary arterials as required, but preferably at not less than 400 foot intervals. If required, minor residential streets may intersect with secondary arterials, but at not less than 400 foot interval.

5. Streets should be designed so as to provide for direct access to major terminals in the Community and to primary arterials.
6. Cross-section should provide for parallel parking on both sides and provide for at least two moving traffic lanes.
7. Where possible, intersections other than with primary arterials should be T intersections.

Collector Streets. A typical design of a neighborhood often requires the development of sub-areas. A system of collector streets is often required to feed traffic from the minor residential streets into the secondary or primary arterial. Ideally, a collector street system would allow for ingress and egress to and from the neighborhood in all directions (north, south, east, and west). These streets would necessarily intersect near the center of the neighborhood, but preferably, by way of a T, rather than a + intersection, so as to discourage through traffic in the neighborhood. Typically, the neighborhood park or elementary school would be located at or near the intersection of neighborhood collector streets.

Standards for collector streets are:

1. Spacing shall be as required to appropriately serve the neighborhood.
2. Residences may face collector streets. Elementary schools,

parks, and certain non-intense social services may be located on such a street.

3. Minor residential streets may intersect collectors as required (preferably not less than 400 feet).
4. Intersection of minor residential streets with collector streets should be a T, rather than + intersections.
5. Streets should be laid out so as not to encourage continuity among neighborhoods.
6. The cross-section should provide for two moving lanes of traffic with parking on one side. Such a collector could easily carry 3,000 vehicles per day.

Minor Residential Streets. Typically these streets carry only light traffic to maintain quietness and not infringe upon safety. No residential street should carry in excess of 600 vehicles per day with a more typical volume of 250 to 300 vehicles per day.

1. Traffic should not exceed 600 vehicles per day or 60-70 vehicles per peak hour. Volumes of 600-1000 vehicles per day should only occur at points where residential or collector streets empty into arterials.
2. Intersections of residential streets with collector streets should be at least 300 feet apart and preferably 1/4 mile.



3. Right-of-way for cross-section should be provided for two moving lanes and parking on one side (minimum 40 feet).
4. Minor streets should be laid out in a clear and orderly pattern so that persons unfamiliar with a neighborhood can find their way about.

## DESIGN STANDARDS

<u>Design Element</u>	<u>MINOR</u>		<u>MAJOR STREETS</u>			
	<u>Parking One Side</u>	<u>Parking Two Sides</u>	<u>Parkway</u>	<u>Collector</u>	<u>Secondary Arterial</u>	<u>Primary Arterial</u>
Right-of-way, width (ft.)	60	66	100+	70	80	100-200
Roadway, width (ft.)	/ 32	36	varies	40	44	48-72
Median, width (ft.)	0+	0	20+	0	0	15-20
Border area, width (ft.)	14	15	varies	15	18	14-16
Design speed (MPH)	25	25	25	30	35	40
Grade (maximum %)	6	6	6	5	4	3
Sidewalk, width (ft.)	5	5	--	-5	5	5
Capacity (vehicles/hour)	300	450	--	500	900	1600-2000

SOURCE: Research Division, Yguado & Associates

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## SUMMARY

### SUMMARY

The Thoroughfare Plan, as proposed on the Comprehensive Plan, is a logical outgrowth of the fundamental land use and circulation needs of Palmer Lake and Environs. It is tempered by fiscal realities and the sizable investments required for the development of streets and highways. As previously stated, the recommendations are for the major traffic-ways of the community and do not include minor streets, which must, ultimately, be worked out. When they are finally resolved, it must be within the framework of the major street pattern and the land use pattern as proposed in this report.

It is quite obvious that there are current problems of traffic congestion which must be resolved. It is also obvious that population increases shall cause greater congestion if immediate steps are not taken to effect an overall circulation system providing for efficient traffic movement in Palmer Lake and Environs.

The adoption of this Comprehensive Thoroughfare Plan, and the construction of the Plan proposals to adequate design standards, cannot insure that all traffic problems in the community will end. Traffic planning and engineering, like all aspects of civic responsibility, must be a continuing function of municipal government, based upon adequate professional assistance, sufficient budget and firm policy to insure the effectuation of programs for the continued safe and expeditious

movement of people and goods at the lowest cost to the community. The Capital Improvements Program proposes priorities for various internal projects included herein.

## SCHOOL PLAN

### General

It is obvious that the Palmer Lake School District has performed admirably in its efforts to provide up-to-date, adequate facilities for the children of Palmer Lake and Environs. Existing conditions must, however, be equated to probable future developments in order to resolve a schools plan which will adequately provide for the future needs of the community. In the ensuing years, changes in the physical makeup of the community will affect school plant decisions. Among the fundamental forces which are expected to have an effect are:

1. Changing land use patterns, population distribution and density resulting from residential, industrial, commercial and public land expansion and adoption of a new arterial plan as a part of the overall Comprehensive Plan.
2. Changing population characteristics stimulating an increase in the percentage and number of school children, which shall create new peaks in school attendance.
3. Changing school development and location criteria thereby creating new school service area boundaries which relate to the new development pattern of Palmer Lake and Environs.

4. **Obsolescence and deterioration of existing school facilities.**

### Objective

To provide well-integrated school system for Palmer Lake and Environs in order to provide a balanced program and physical plan, which adequately meets the educational demands of a rapidly changing world.

### Principles

1. Locate elementary schools off major streets near the center of residential neighborhoods to provide the utmost convenience, safety and accessibility for their school membership and, at the same time, reduce interference with through traffic on major streets.
2. Locate the Junior High and Senior High Schools on major streets and near the center of their respective service areas. To provide maximum convenience, accessibility and safety for those using these local school facilities for other community activities.
3. Provide larger, compact and centrally located school sites at less cost to the taxpayer and strive for joint use of certain recreation facilities with other agencies or community groups.

4. Provide for expansion, relocation and/or phasing out of existing schools, to reflect changing land use pattern in the community to the extent that such endeavor is economically and educationally feasible.
5. Plan for the peak school membership as projected in the Plan within the realm of long-term economics and budgetary capability.

PROPOSED STANDARDS

	Elementary School	Junior High School	Senior High School
Location Standards	1 to 6	7 to 9	10 to 12
Service	1 neighborhood (1/2 mile radius)	1 1-1/4 (sub-community)	1 1-1/2 mi. (entire community)
Location with respect to streets	neighborhood collector streets	secondary arterial	primary arterial
Size standards-desirable pupil capacity per school	500	750	1200-2000
Pupils per classroom	30	28	25
School site acreage	5 Ac. min. plus 1 acre per 100 pupils	10 Ac. min. plus 1 acre per 100 pupils	20 Ac. min. plus 1 acre per 100 pupils

It is proposed in the Park and Recreation element of this Plan that effort be made to provide certain joint school-park facilities. Should this joint endeavor be made to provide certain joint school-park facilities. Should this joint endeavor be

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