

Code Assessment Report

Public Draft: June 2023

Contents

Introduction

Part 1: Related Plans and Regulations

Part 2: Current Land Use and Subdivision Code Analysis

Part 3: Annotated Outline for New UDC

Next Steps



PUEBLO COUNTY **UNIFIED**
DEVELOPMENT CODE

in coordination with PUEBLO MEANS BUSINESS

CLARION

Table of Contents

Introduction	4
About the Project	4
About the Process	5
Timeline	5
Opportunities for Input	5
About the Code Assessment	6
Purpose	6
Organization	6
Part 1: Related Plans and Regulations	7
Overview	7
Related Plans and Policies	7
Pueblo Regional Comprehensive Plan	7
PuebloPlex Redevelopment Plan	10
Regional Initiatives	10
Pueblo Means Business	10
Related Rules, Regulations, and Review Processes	11
Building Codes and Permits	11
Stormwater Regulations	11
Fire Codes	11
Metropolitan District Covenants	12
Part 2: Current Land Use and Subdivision Code Analysis	14
Overview	14
Zone Districts and Uses	14
Review of Current Zone Districts	14
Modernize the Zone Districts	16
Mapping the New Districts	23
Overhaul Approach to Land Uses	24
Expand Housing Options	27
Expand Support for Agriculture	28
Development Standards	31

Support Sustainable and Resilient Development Practices.....31

Establish Standards that Reflect the Different Types of Development Across Pueblo County.....32

Reimagine Standards for Quality, Business-Friendly Development.....35

Pueblo Memorial Airport Industrial Park Guidelines.....36

Procedures37

 Improve Clarity and Efficiency of Procedures.....37

 Collect All Specific Processes in One Chapter38

 Modernize the Role of Community Involvement40

 Create a Tiered Subdivision Process.....40

 Work to Reduce Applicant Surprises and Project Delays.....41

General Improvements for Usability.....41

 Establish a Clearer Hierarchy of Information41

 Create a Complete Set of Definitions.....41

 Add Illustrations and Graphics42

 Relocate Supporting Information Outside the UDC44

Part 3: Annotated Outline for New UDC.....45

Overview45

Next Steps49

Introduction

About the Project

Following the 2022 adoption of the Regional Comprehensive Plan (Comprehensive Plan), Pueblo County recently initiated a major update of its land use and subdivision regulations. Pueblo County first adopted land use regulations in 1963 and subdivision regulations in 1972 as part of the Pueblo County Code. While those portions of the Code have been updated over time, this represents the first major update to over 500 pages of regulations that have become outdated and difficult to navigate. The outcome of this process will be a consolidated code—or Unified Development Code (UDC)—that establishes the standards for how property can be subdivided, developed, and used in Pueblo County. Pueblo County’s new UDC will combine:

- **Subdivision Code (Title 16).** Explains how land can be subdivided (split into lots) for development and sale, and
- **Land Use Code (Title 17).** Explains the requirements for developing lots in different locations (such as the minimum lot size or maximum building height) and for the uses that are allowed on the lots.

The project is being led by the County’s Planning and Development Department with support from Clarion Associates, a Denver-based land-use consulting firm, and Pueblo Means Business staff.

PROJECT OBJECTIVES

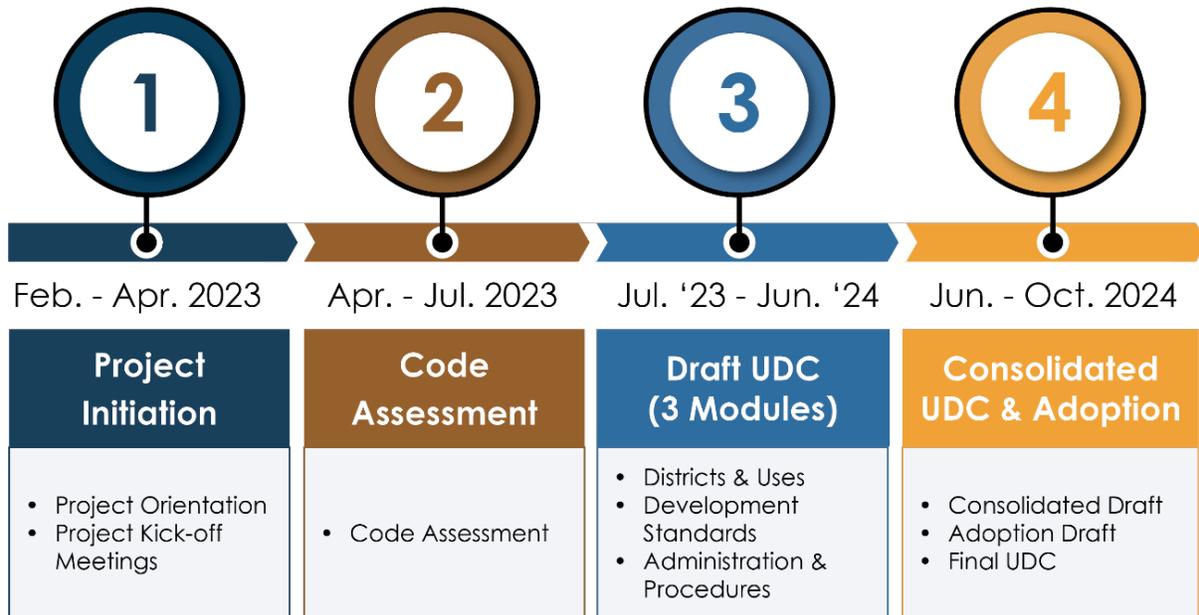
Key objectives for the UDC process are to:

- Implement the recently updated Pueblo Regional Comprehensive Plan
- Overhaul and update the land use and subdivision regulations into a user-friendly UDC.
- Create clear, predictable standards that are easy to understand.
- Simplify and streamline permitting processes.
- Support the implementation of Pueblo Means Business and related initiatives.

About the Process

Timeline

The UDC process was initiated in February 2023 and will take approximately 18 months to complete. An overview of the UDC process and the expected timelines for each project phase are provided below.



Opportunities for Input

Updating the County's land use and subdivision codes is a major undertaking that will require substantial input and collaboration among a variety of stakeholder groups. A variety of online and in-person input opportunities will be provided during the UDC process. Opportunities for input will generally correspond to major project milestones. Details are provided in the [Public Participation Plan](#). Interested parties are encouraged to sign up to receive e-mail notifications through the project website: www.pueblountyudc.org.

Initial Stakeholder Interviews/Meetings

During the project initiation phase, County staff and project team members met with a variety of different stakeholders to assess what aspects of the County's current land use and subdivision codes are working well, and what aspects are not working well in terms of creating predictable outcomes and review times and supporting the Comprehensive Plan. Participants included: developers, builders, surveyors, engineers, and architects that use the County's codes on a regular basis, as well as representatives from

WHAT WE'VE HEARD

Respondents to the initial online survey ranked the following as the most critical issues to address as part of the UDC process:

- Make development regulations easier to understand and more user-friendly.
- Make the development process more efficient.
- Make it easier to start and run a business in Pueblo County.

Participants in initial stakeholder interviews and meetings expressed similar priorities.

Pueblo Economic Development Corporation (PEDCO); PuebloPlex; Pueblo Means Business; Pueblo West Metro District; Pueblo Regional Building Department; the Committee for Planning and Development (hosted by the City of Pueblo); and staff from the County’s Planning and Development and Engineering and Public Works Departments.

Initial Online Survey

As a supplement to the initial stakeholder meetings, an online survey was distributed via the County’s social media channels and posted on the project website. This initial survey was available February through March 2023 and received 72 responses. Questions in the survey were focused on the “nuts and bolts” of the current land use and subdivision standards. Responses received were generally consistent with input received during the initial meetings. A summary of input received is available on the project website [here](#).

About the Code Assessment

Purpose

This Code Assessment provides an opportunity for stakeholders to weigh in on preliminary recommendations for the new UDC before the drafting process gets underway. Recommendations contained in this Code Assessment draw from the Comprehensive Plan, input received from stakeholders and the community so far, as well as from the project team’s experience in Pueblo County and other communities in Colorado and across the West.

Three additional opportunities for input—one for each module of the UDC—will be provided as the draft UDC begins to take shape, followed by additional opportunities to review the consolidated UDC before it moves forward for adoption.

Organization

In addition to this introductory section, this Code Assessment is organized into three distinct parts:

- **Part 1: Related Plans and Regulations.** Includes a summary of plans, policies, and other initiatives that will be used to help guide proposed changes to the County’s land use and subdivision codes, along with an overview of the related rules, regulations, and review processes that influence development in Pueblo County.
- **Part 2: Current Land Use and Subdivision Code Analysis.** Provides a brief analysis of the current codes with respect to general improvements for usability; zone districts and uses; development standards; and administration and procedures. An analysis of strengths and weaknesses and recommended changes are provided in each area as a starting point for discussion.
- **Part 3: Annotated Outline for New UDC.** Illustrates the proposed organization for the new UDC, identifies placeholders for recommended content additions, and highlights notable organizational changes.

Part 1: Related Plans and Regulations

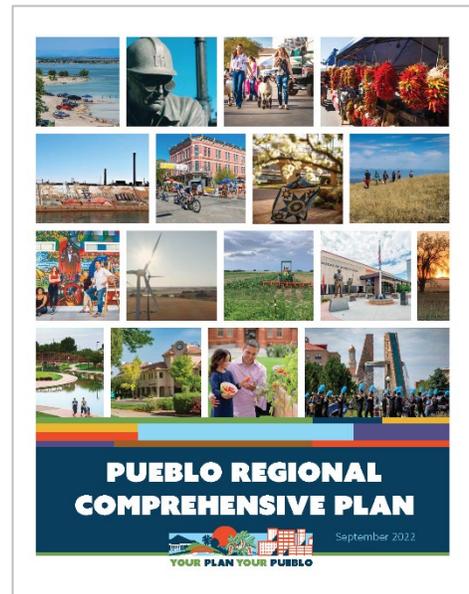
Overview

This section includes a summary of plans, policies, and other initiatives that will be used to help guide proposed changes to the County's land use and subdivision codes. Part 1 also provides an overview of related regulations, entities, and review processes that influence development in Pueblo County.

Related Plans and Policies

Pueblo Regional Comprehensive Plan

The Pueblo Regional Comprehensive Plan is the overarching policy guide for the unincorporated areas and communities in Pueblo County and the City of Pueblo. A major update to the Comprehensive Plan was completed in 2022, setting the stage for the County's UDC effort. Section 3 of the Comprehensive Plan, the Regional Development Plan, addresses the many factors that influence where and how the region will grow in the future. A brief summary of the factors that directly inform the types of tools the County should consider as part of the new UDC to support the implementation of the Comprehensive Plan is provided below.



Regional Growth Priorities

Three growth scenarios were developed as part of the Comprehensive Plan process to explore different assumptions about where forecast demand for residential and nonresidential development might occur over the 20-year planning horizon, and to evaluate possible benefits and trade-offs associated with different assumptions. Key ideas and areas of support were identified across the growth scenarios and incorporated into the Preferred Growth Scenario, including a focus on:

- Infill and revitalization;
- Compact development;
- Expanding housing options;
- Promoting efficient and fiscally-sound infrastructure investments;
- Preserving prime agricultural lands; and
- Promoting sustainable development practices.

To guide implementation of these priorities, the Future Land Use Plan depicts locations for different types of land uses and provides a description of each land use category. Land use category descriptions outline the primary and supporting land uses, density, and existing and/or desired characteristics typically associated with each. A key component of the UDC process is to ensure that current and future zone districts are aligned with the land use categories in the Comprehensive Plan. The Future Land Use

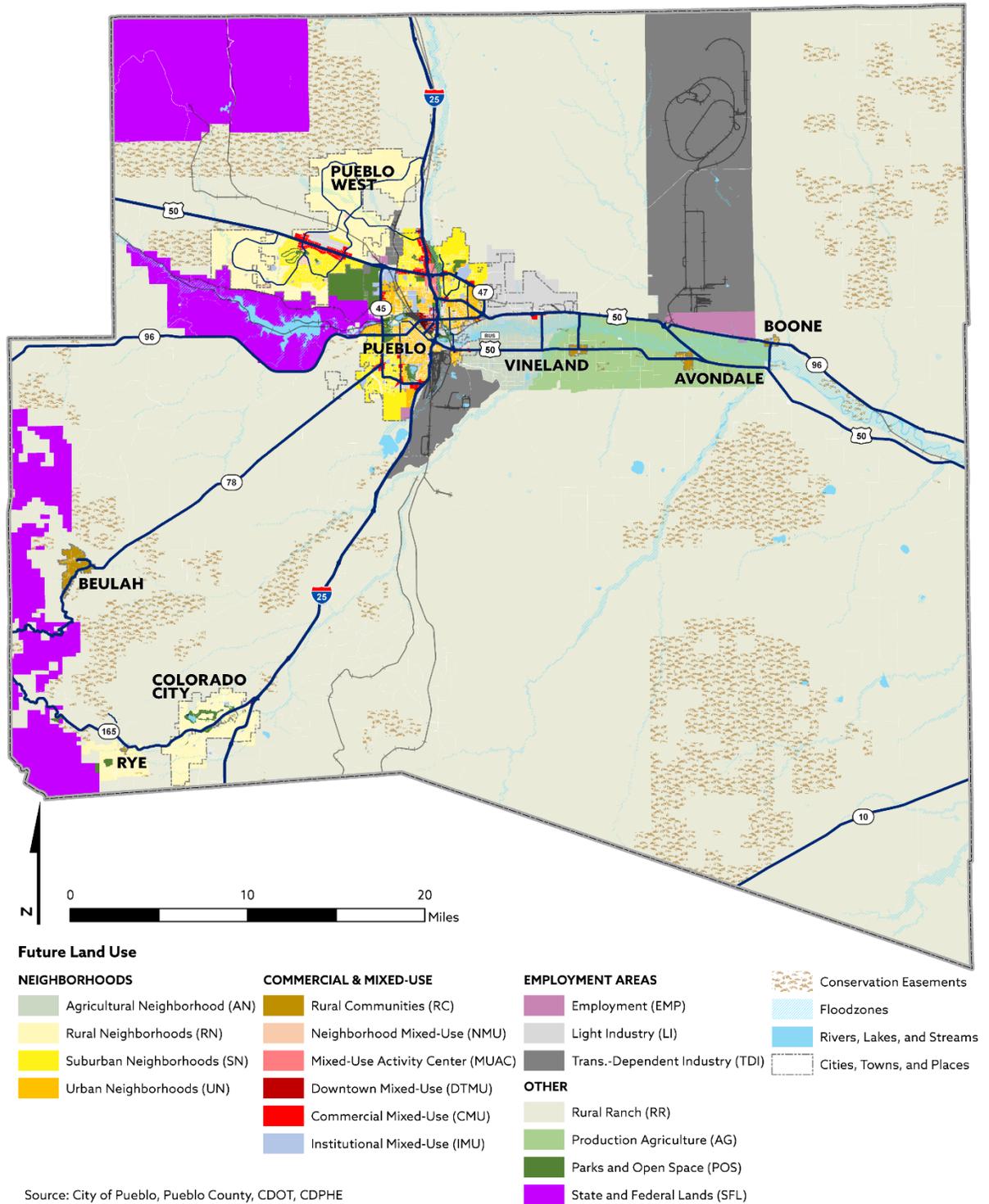
Plan assumes that the majority of future growth and development in the region over the next 10 to 20 years will be directed to areas within or immediately adjacent to the City of Pueblo, within the Pueblo West Metropolitan District, and within planned employment areas. While a limited amount of future development is expected to continue in Colorado City and in Rural Communities (Avondale and the Beulah Valley) throughout Pueblo County, growth in these areas will be limited by access to infrastructure and services and market demand.

Existing land use patterns and future land use considerations in unincorporated Pueblo County vary dramatically by location. The Comprehensive Plan provides policy guidance for areas of Pueblo County that have distinctly different goals—Pueblo West, Colorado City, St. Charles Mesa, Rural/Ranch Areas (generally), and Rural Communities (Avondale and the Beulah Valley). Area-specific goals and policies will be used to help inform allowed uses, conservation tools, and other potential development parameters as part of the UDC process.

Evaluation Criteria for Major Projects

The Comprehensive Plan acknowledges that future annexation requests and proposals for development outside of established communities and metropolitan districts will continue to be brought forward over time but recommends that the County only consider approval of large development projects if they are consistent with the Comprehensive Plan and are planned in accordance with current Chapter 17.160, *Site Selection and Development of New Communities*, of the land use code. Existing regulations in Chapter 17.160 will be reviewed as part of the UDC process to ensure they are consistent with Comprehensive Plan goals. Evaluation criteria in this section of the Comprehensive Plan will also help inform updates to the Planned Unit Development district.

Figure 1: Pueblo County Future Land Use Plan



PuebloPlex Redevelopment Plan

PuebloPlex is a political subdivision of the state. The entity was formed to help oversee the redevelopment of the 16,000-acre Army Chemical Depot site 20 miles east of the City of Pueblo and works in collaboration with PEDCO and other economic development entities in Pueblo County to attract and retain employers. The PuebloPlex Redevelopment Plan was developed in 2016 to help provide a long-term vision for the site as weapons decommissioning and clean-up of the site concludes, and ownership of the site is expected to transition to PuebloPlex—the local redevelopment authority—over a number of years. Transfer of the first parcel (Parcel 1) is anticipated in 2023, with others to follow shortly thereafter. In 2019, Pueblo County worked with PuebloPlex to develop and adopt a customized zone district for the area (P-1) that accommodates a range of possible uses and offers a flexible process. Opportunities to refine allowed uses to account for changing technology will be explored as part of the UDC process.

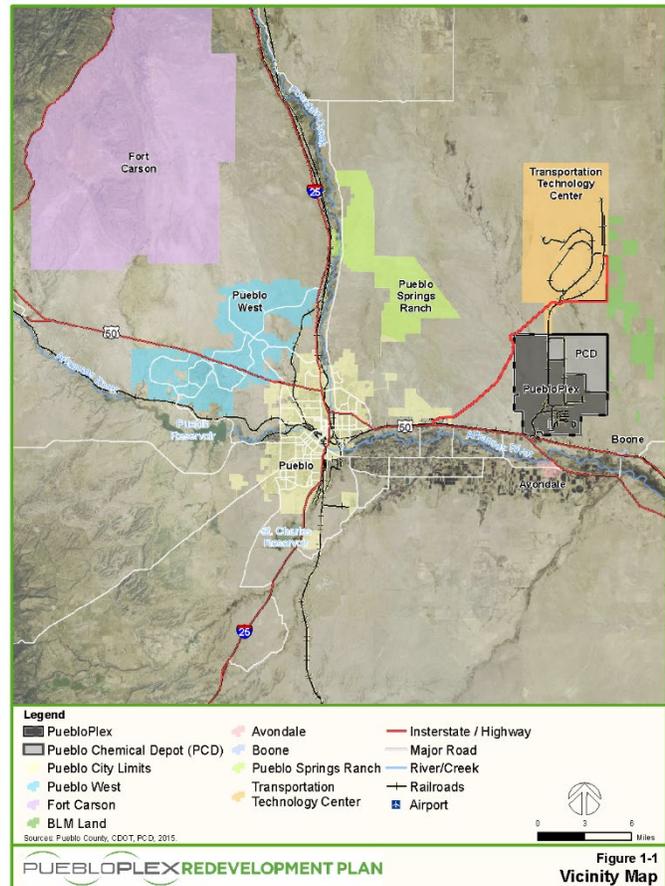


Figure 2-PuebloPlex location and context.

Regional Initiatives

Pueblo Means Business

Pueblo County has partnered with the City of Pueblo, Pueblo Regional Building Department, and Pueblo West Metropolitan District to provide a one-stop-shop both digitally and in-person for building review in Pueblo. The online portal for Pueblo Means Business launched in early 2023. One of the key goals of the Pueblo Means Business initiative is to help applicants more easily navigate the development review and approval process. The UDC process will be closely coordinated with the implementation of Pueblo Means Business initiatives.



Related Rules, Regulations, and Review Processes

Development in Pueblo County is subject to multiple layers of regulations, some of which are not administered by the County's Planning and Development Department. In conjunction with Pueblo Means Business initiatives, the UDC process provides an opportunity to help clarify for applicants and property owners which rules and regulations may apply to a given project based on the type and location of development, and who administers them. A brief explanation of the related rules and regulations that must work hand in hand with the County's land use and subdivision regulations is provided below to help inform discussions about the new UDC.

Building Codes and Permits

Unlike many county governments, Pueblo County does not issue building permits or certificates of occupancy. Pueblo Regional Building Department reviews buildings for compliance with adopted building codes and issues building permits. This structure limits the County's scope of the review to site planning considerations such as setbacks, building height, lot coverage, and parking. While most land use codes address the height and placement of building appurtenances (e.g., antennas or rooftop solar panels), these types of regulations will not be included in the UDC because the County is not responsible for reviewing them.

Stormwater Regulations

Pueblo County's Engineering and Public Works Department is responsible for administering the County's stormwater quality regulations (Chapter 8.26). Chapter 8.26 defines how Pueblo County complies with its Phase II Municipal Separate Storm Sewer System (MS4) Permit issued by the Colorado Department of Public Health and Environment (CDPHE), Water Quality Control Division (WQCD). The stormwater quality regulations apply to projects that are located within the County's [MS4 Area](#) and that are larger than one acre. The stormwater quality regulations were last updated in 2020.

Fire Codes

Pueblo County has adopted the International Fire Code (IFC), 2015 edition, and the International Wildland-Urban Interface Code (IWUIC), 2015 edition, as the fire codes of Pueblo County. Both the IFC and IWUIC were adopted with amendments, as outlined in Chapter 8.16. These codes apply to unincorporated areas of Pueblo County with the exception of farms or ranches as defined in the current Pueblo County land use code. "Farm or ranch" means an area of at least five acres in size if in an A-2 zone district or 35 acres in size if in an A-1 zone district and used for farming or ranching. "Farming or ranching" means the business of cultivating land, producing crops and/or keeping livestock, fowl, and other non-domestic animals. This definition does not include feedlot or dog kennels.

Fire codes are enforced by metropolitan districts providing fire protection services, by Pueblo County fire districts, and by the City of Pueblo Fire Department for the Pueblo Memorial Airport Industrial Park. Authority in areas of the County that are not covered by a fire district is delegated to the Pueblo Regional Building Department. The Pueblo County Sheriff's Office has the authority to issue citations for violations.

As adopted, Pueblo County's IWUIC established fire protection requirements such as automatic sprinklers, defensible space, spark arrestors for fireplaces and decorative heating appliances, and location parameters for the placement of liquified petroleum gas installations, firewood, and other combustibles.

Metropolitan District Covenants

Pueblo County is home to two large metropolitan districts—Pueblo West and Colorado City. Under Colorado law, metropolitan districts do not have the authority to create their own zoning. However, they do have the authority to adopt legal covenants—or rules—that restrict how property can be used. Where a conflict between district covenants and Pueblo County's regulations exists, the more restrictive regulation applies.

Pueblo West

The Pueblo West Metropolitan District (PWMD) was established in 1969. PWMD encompasses 31,000 acres or 49 square miles (a land area slightly larger than City of Pueblo) with 18,700 platted residential lots. In addition to complying with Pueblo County's code, projects in Pueblo West must also comply with the covenants—referred to as the [Declaration of Reservations \(DORs\)](#)—for PWMD and be approved by the Architectural Review Committee. In some instances, the DORs are more restrictive than the underlying County regulations—in other instances, they offer flexibility from the underlying County regulations. Depending on the corresponding zone district, the DORs establish requirements on a variety of building and site design considerations, including but not limited to: minimum unit size, allowed uses, accessory buildings, maximum area of dwelling (lot coverage), setbacks, parking, building heights, and signage.

The PWMD is responsible for provision of fire and emergency response services, water and wastewater, parks and recreation, and administration services within the District. Historically, PWMD was responsible for road maintenance as well. However, in 2022, approved Ballot Issue 6C, which allowed for a temporary 1% sales tax to fund roads maintenance in Pueblo West, as well as transfer responsibility of Pueblo West roads maintenance from the Pueblo West Metropolitan District to Pueblo County government.

Colorado City

The Colorado City Metropolitan District (CCMD) was established in 1963 and encompasses 8,017 acres or about 12.5 square miles subdivided into 16,800 lots. Though subdivided, just over half of the land—4,239 acres—in Colorado City remains vacant. CCMD's [protective covenants](#) are tied to individual tracts within the planned community. The CCMD's address many of the same topics as the Pueblo West DORs, but also get into additional detail on things like clotheslines and wall design.

Part 2: Current Land Use and Subdivision Code Analysis

Overview

This section provides a brief analysis of the current land use and subdivision codes with respect to the following.

- Zone Districts and Uses
- Development Standards
- Administration and Procedures
- General Improvements for Usability

The sections that follow provide an analysis of strengths and weaknesses in each area and introduce recommended changes as a starting point for discussion.

Zone Districts and Uses

Review of Current Zone Districts

Table 1 provides a summary of land area allocated to current zone districts. Most of the 1.5 million acres of land in unincorporated Pueblo County is zoned Agriculture One (A-1) or Public Use (S-1). Major public or semi-public landholdings include Fort Carson, the former Pueblo Chemical Depot (PuebloPlex), State Land Board property, the Transportation Technology Center, Lake Pueblo State Park and Wildlife Area, and other properties owned by the City, County, or Metro Districts.

By far the most prevalent zone districts in Pueblo County are agricultural districts, which account for over 89 percent of all land in the County. Among more developed zone districts, residential districts occupy approximately 0.64 percent of the land area in unincorporated areas of Pueblo County, followed by industrial (0.39 percent) and commercial (0.12 percent) zone districts. These districts are largely concentrated in Pueblo West and Colorado City, and adjacent to the City of Pueblo. Opportunities for future development in the unincorporated areas of Pueblo County are limited by access to infrastructure and services and policy guidance provided by the Comprehensive Plan.

About 0.23 percent and 0.17 percent of Pueblo County is designated as Planned Unit Development (PUD) and Rural Land Use Process (RLUP), respectively. Zone districts such as the Neighborhood Office (O-1), Floodplain (S-3), Parking (S-4), and Mobile Home Park (R-7) are used minimally, while others, such as the Hazardous Waste Industrial (I-4), Airport (S-2), and Conditional Zone (C-1) districts are not currently mapped.

Table 1: Pueblo County Current Zone Districts

Current District		Acres	Percent of County
Agricultural			
A-1	Agriculture One	1,256,182.76	83.82%
A-2	Agriculture Two	32,456.64	2.17%
A-3	Agriculture Three	37,215.68	2.48%
A-4	Agriculture Four	8,363.13	0.56%
R-A	Residential Agriculture	195.28	0.01%
Residential			
R-1	Single-Family Residential One	4,654.60	0.31%
R-2	Single-Family Residential Two	1,964.03	0.13%
R-3	Single-Family Residential Three	610.00	0.04%
R-4	Mixed Residential	735.89	0.05%
R-5	Multiple Residential and Office	808.87	0.05%
R-6	Multiple Residential and Commercial	338.38	0.02%
R-7	Mobile Home Park	91.71	0.01%
R-8	Mobile Home Subdivision	371.17	0.02%
Nonresidential & Mixed-Use			
O-1	Neighborhood Office	1.50	0.00%
B-1	Neighborhood Business	276.20	0.02%
B-4	Community Business	1,472.28	0.10%
I-1	Special Industrial	117.28	0.01%
I-2	Light Industrial	3,396.20	0.23%
I-3	Heavy Industrial	2,334.17	0.16%
I-4	Hazardous Waste Overlay	0.00	0.00%
P-1	PuebloPlex	15,820.23	1.06%
Special Purpose and Overlays			
S-1	Public Use	125,149.87	8.35%
S-2	Airport	32.59	0.00%
S-3	Floodplain	0.00	0.00%
S-4	Parking	64.88	0.00%
C-1	Conditional (Intent to Rezone)	0.00	0.00%
Planned Development			
PUD	Planned Unit Development	3,474.33	0.23%
RLUP	Rural Land Use Process	2,606.50	0.17%

Modernize the Zone Districts

Pueblo County's existing lineup of zone districts includes some districts that generally seem to work for their intended purposes (e.g., A-1, A-2, A-3, R-1, I-1, and I-2), and some that are rarely used (e.g., R-A, R-6, and O-1). In this mix of high-use and low-use zone districts, there are opportunities to modernize the code, including: 1) consolidating low-use districts into higher-use districts and expanding development options; 2) creating new districts to more fully implement the Future Land Use Plan; and 3) helping UDC users by establishing an updated set of district names that are clear and descriptive of the intended development character. Table 2 illustrates the general alignment between the Future Land Use categories in the Comprehensive Plan and current zone districts, and proposed changes to the lineup of zone districts to help implement the goals of the Comprehensive Plan. Recommended changes are intended to achieve a variety of objectives, as summarized below.

- ***Agricultural districts.*** Reduce from five to three zone districts to better distinguish agricultural uses from large lot residential uses (e.g., in Pueblo West and Colorado City). Update remaining agricultural districts to establish clearer guidance for more intensive agricultural uses, expand opportunities for conservation subdivisions, and work in conjunction with the proposed agricultural conservation overlay.
- ***Residential districts.*** Reduce from eight to five zone districts to establish a clear hierarchy of housing options (e.g., single-family vs. mixed residential or manufactured homes). Update remaining residential districts to establish greater in terms of lot sizes, dimensional standards, housing types (where applicable) and other development standards.
- ***Mixed-use districts.*** Rename and recategorize existing mixed-use districts (R-5 and R-6) to reflect their intended purpose. Distinguish proposed districts based on scale (e.g., neighborhood vs. community) and intensity of uses. Consolidate existing O-1 and B-1 districts that have limited applicability with proposed mixed-use districts.
- ***Nonresidential districts.*** Reduce from six to four zone districts by consolidating similar industrial districts (I-1 and I-2) and eliminating unused Hazardous Waste Overlay district. Update remaining districts to provide more flexible use categories where appropriate.
- ***Special purpose districts.*** Reduce from five to two zone districts by eliminating obsolete districts (S-4 and C-1) and converting (S-2 and S-3) to overlay districts. Convert S-1 district into two districts to distinguish between state and federal lands (where the County has no jurisdiction) and local government facilities (e.g., schools, parks, infrastructure).
- ***Overlay and planned development districts.*** Establish new overlay districts/convert existing base districts to overlay districts where location-specific standards and/or covenants apply (e.g., Pueblo West, Colorado City, Floodplain, Airport). Carry forward PUD district with updates to size threshold(s) and review criteria. Convert existing RLUP to procedure and expand opportunities for conservation subdivisions of various sizes.

Table 2: Pueblo County Current/Proposed Zone Districts

Current District		Proposed District		Commentary	Future Land Use Category
Agricultural					
A-1	Agriculture One	A1	Large Agriculture	<ul style="list-style-type: none"> Carry forward. 35-acre min. lot size; with potential for smaller lots through conservation subdivision. 	Rural Ranch Production Agriculture
A-2	Agriculture Two	A2	Medium Agriculture	<ul style="list-style-type: none"> Carry forward. 5-acre min. lot size; with potential for smaller lots through conservation subdivision. 	Rural Ranch Production Agriculture
A-3	Agriculture Three	A3	Small Agriculture	<ul style="list-style-type: none"> Consolidate. Apply A3 to existing A-3 and A-4 areas <i>outside of Pueblo West and Colorado City</i>. Intended to support agriculture-focused small lots outside of metro districts (esp. St. Charles Mesa). 0.5-acre min. lot size (depends on Ag. Overlay). 	Agricultural Neighborhood
					Rural Neighborhoods
A-4	Agriculture Four	Agricultural Neighborhood			
		Rural Neighborhoods			
Residential					
A-3	Agriculture Three	RR	Rural Residential	<ul style="list-style-type: none"> Consolidate. Applied to existing A-3 and A-4 <i>within Pueblo West and Colorado City</i>. Intended for large-lot residential areas with more limited agriculture (e.g., horses). 0.5-acre min. lot size (depends on Ag. Overlay). 	Agricultural Neighborhood
					Rural Neighborhoods
A-4	Agriculture Four				Agricultural Neighborhood
		Rural Neighborhoods			
R-A	Residential Agriculture				Agricultural Neighborhood

Table 2: Pueblo County Current/Proposed Zone Districts					
Current District		Proposed District		Commentary	Future Land Use Category
R-1	Single-Family Residential One	SR	Suburban Residential	<ul style="list-style-type: none"> Consolidate. 5,600 sf min. lot size 	Suburban Neighborhoods
R-2	Single-Family Residential Two				
R-7	Mobile Home Park	MR	Manufactured Residential	<ul style="list-style-type: none"> Consolidate. Intended for manufactured home parks and subdivisions, not standalone units. 	Suburban Neighborhoods
R-8	Mobile Home Subdivision				
R-3	Single-Family Residential Three	LR	Mixed Residential, Low	Carry forward.	Urban Neighborhoods
R-4	Mixed Residential	HR	Mixed Residential, High	Carry forward.	Urban Neighborhoods
Mixed-Use					
R-5	Multiple Residential and Office	MN	Mixed-use Neighborhood	Consolidate.	Neighborhood Mixed-Use
O-1	Neighborhood Office				
B-1	Neighborhood Business				
R-6	Multiple Residential and Commercial	MC	Mixed-use Commercial	<ul style="list-style-type: none"> Carry forward. Relocated from Residential districts because it is mixed-use. 	Commercial Mixed-Use
Nonresidential					
B-4	Community Business	CC	Community Commercial	Carry forward.	Commercial Mixed-Use
I-1	Special Industrial	LI	Light Industrial	Consolidate.	Employment
I-2	Light Industrial				Light Industry
I-3	Heavy Industrial	HI	Heavy Industrial	Carry forward.	Transportation-Dependent Industry
I-4	Hazardous Waste Overlay	--	--	Remove.	Transportation-Dependent Industry

Table 2: Pueblo County Current/Proposed Zone Districts					
Current District		Proposed District		Commentary	Future Land Use Category
P-1	PuebloPlex	PP	PuebloPlex	Carry forward.	Transportation-Dependent Industry
Special Purpose					
S-1	Public Use	PL	Public Lands	<ul style="list-style-type: none"> Carry forward. Applied to state and federal lands where County has no jurisdiction. 	State and Federal Lands
		CF	Community Facilities	<ul style="list-style-type: none"> New. Applied to local gov. facilities (incl. schools, parks, infrastructure). 	Institutional Mixed-Use Parks and Open Space
S-4	Parking	--	--	<ul style="list-style-type: none"> Remove. Convert existing S-4 areas to adjacent zone district.¹ 	--
C-1	Conditional (Intent to Rezone)	--	--	Remove.	--
Overlay and Planned Development					
S-2	Airport	APO	Airport Overlay	<ul style="list-style-type: none"> Convert from base zone district to overlay. Highlights need for underlying properties to meet FAA standards. 	--
S-3	Floodplain	FPO	Floodplain Overlay	<ul style="list-style-type: none"> Convert from base zone district to overlay. Highlights need for underlying properties to comply with Floodplain regulations. 	Floodplain
--	--	AGO	Agricultural Conservation Overlay	<ul style="list-style-type: none"> New. May establish alternative min. lot sizes and conservation 	--

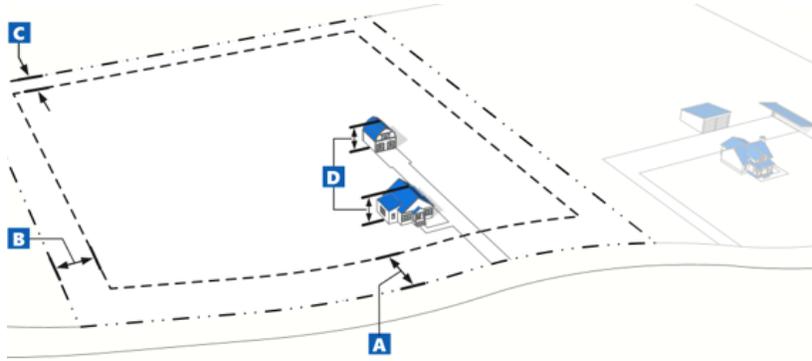
¹ Currently applied in limited areas of Pueblo West (along S. Joe Martinez Blvd). This is a legacy from the original master plan for Pueblo West, which established "parking in common" in commercial areas. It is embedded in the DOR for B-4 and B-5.

Table 2: Pueblo County Current/Proposed Zone Districts

Current District		Proposed District		Commentary	Future Land Use Category
				subdivision requirements.	
--	--	PWO	Pueblo West Overlay	<ul style="list-style-type: none"> • New. • Highlights need for underlying properties to comply with covenants. 	--
--	--	CCO	Colorado City Overlay		--
PUD	Planned Unit Development	PUD	Planned Unit Development	<ul style="list-style-type: none"> • Carry forward. • Update to require public benefits in exchange for flexibility and increase minimum size (currently one acre or subdivisions with five or more units). 	--
RLUP	Rural Land Use Process	--	--	<ul style="list-style-type: none"> • Remove. • Convert to procedure and expand opportunities for conservation subdivisions of various sizes. 	--

Update, Consolidate, and/or Repurpose Districts Where Possible

The proposed line up of zone districts highlights opportunities to streamline the UDC through consolidation. For example, the County currently has four agricultural districts and nine residential districts. In some instances (e.g., R-1 and R-2) the only distinction between the districts is the minimum required lot size. Such minimal distinctions in the dimensional standards may inadvertently limit development in certain areas with the County and hinder the County's ability to implement the Comprehensive Plan.



Dimensional Standards

Lots	Primary	Accessory	Other Standards	
Lot size, min. (acres)	5	NA	Overlay Districts	16-2-70
Lot frontage, min. (ft)	0	NA	Measurements/Exceptions	16-2-30
Density, max. (acres/unit)	5	NA	Use Regulations	16-2-70(g)
Density, min. (acres/unit)	NA	NA	Development Standards	Article 16-4
Structure coverage, max.	15%	15%		
Hardscape area, max.	10%	NA		
Landscape area, min.	0%	NA		
Setbacks, min. (ft)				
A Front	25	25		
B Side	5	5		
C Rear	25	5		
Height, max. (ft)				
D Building height	35	35		

As updates to current or consolidated districts are made, the project team will ensure

dimensional standards are appropriate for each district in terms of allowing future development while avoiding the creation of nonconformities. This will be done by generally carrying forward the dimensional standards of the more permissive district. For example, the combination of a district with a 10,000 square foot minimum lot size and a district with a 7,000 square foot minimum lot size results in a 7,000 square foot minimum lot size for the consolidated district.

Opportunities also exist to eliminate or repurpose base districts that are not being used. While some of these districts are not being used (e.g., C-1, S-4, and I-4), there are others (e.g., S-2 and S-3) that should be converted to overlay districts (additional regulations placed over an existing base district) and used going forward. In other instances, adjustments to district names (e.g., renaming R-5 and R-6 to reflect that they are already mixed-use districts) or the establishment of new districts are proposed to better distinguish different areas of Pueblo County and generally ensure that zone districts exist to support each of the Future Land Use categories.

Reinforce Opportunities to Diversify Housing Options

The County's current lineup of residential zone districts provides opportunities for a broad range of housing types. Generally, these opportunities are concentrated in Pueblo West and Colorado City. The R-4 (Mixed Residential) district in particular encourages a mix of detached and attached single-family and small-scale multi-family development. The R-5 (Multiple Residential and Office) district and R-6 (Multiple Residential and Commercial) district provide opportunities for a mix of residential and nonresidential

development and are proposed to be carried forward as part of the Mixed-use Neighborhood (MN) and Mixed-use Commercial (MC) districts to reinforce that intent. While some consolidation of the residential districts is proposed (e.g., R-1 and R-2), others will be carried forward with updates to dimensional standards and allowed uses, as discussed in *Overhaul Approach to Land Uses*, below. Potential changes to dimensional standards could include the elimination of minimum building width, reduced building setbacks, and adjustments to other standards that could currently create barriers to the development of desired housing types.

Manufactured homes are one housing option that provides affordable housing to many in Pueblo County. Recommendations are detailed in *Expand Housing Options*, below.

Distinguish Agricultural Neighborhoods from Residential Neighborhoods

In some areas of Pueblo County, current zone districts do not reflect what is on the ground today or what is planned for the future. For example, most of the large lot residential neighborhoods in Pueblo West (and portions of Colorado City) are zoned A-3 (Agriculture), or to a lesser extent, A-4. The same A-3 and A-4 districts are used extensively on the St. Charles Mesa (west of the St. Charles River), an area that is home to many of the County's smaller-scale agricultural producers and some of the most valuable agricultural land in Pueblo County. While the two areas have similar lot sizes (between 0.5 and one-acre) and allow for equestrian uses, the similarities stop there. The Future Land Use Plan distinguishes between these areas using the Rural Neighborhood and Agricultural Neighborhood land use categories. A new Rural Residential district is proposed to address this distinction within the zone districts. The intention is to allow portions of Pueblo West and Colorado City to continue to develop as a large-lot residential community with limited agricultural activity and protect more of the working agricultural lands on the St. Charles Mesa from residential development. This approach is discussed further in *Expand Support for Agriculture*, below.

Address the Unique Needs of Pueblo West and Colorado City

Two new overlay districts are proposed for Pueblo West and Colorado City to notify applicants that there are covenants that may be more restrictive than the County's base zone districts, and that will—in many cases—require approval by the applicable review body. In Pueblo West, the review body is called the Committee of Architecture (COA). In Colorado City, the review body is called the Architectural Committee. The new overlay districts will provide a tool for residents, the development community, and County departments to ensure that applicants are aware that covenants apply. Because the County does not review or enforce covenants, these additional standards will not be incorporated into the UDC. Upon adoption of the new UDC, a list of equivalent zone district names will also be provided to Pueblo West and Colorado City in the form of a conversion table that aligns the original zone districts with those that are ultimately adopted in the new UDC. This will be necessary to ensure that the adopted covenants continue to align with the County's codes. Changes to allowed uses that have been initiated by the metropolitan districts (e.g., Pueblo West's recent change in the number of allowed chickens in the A-3 and A-4 districts) will also need to be considered.

An added consideration for Pueblo West that will need to be addressed within the new overlay district is that when a tract reaches 90 percent build out, it is considered a "no-standing tract." Detached structures

sheds or other detached structures on “no-standing tracts” are not subject to COA review. Additionally, covenants are not enforceable in such tracts are not subject to COA review. Additionally, covenants are not enforceable in such tracts. As of 2023, this exception is applied to approximately 60 percent of the homes in Pueblo West (approximately 6,000 homes). Buildout of individual tracts is tracked on an interactive map that is available on the [PWMD website](#). The UDC update process will be coordinated with the metropolitan districts to explain what role they play in reviewing and enforcing covenants and where the County regulations have priority.

Rethink Planned Unit Development Applicability

Historically, the Planned Unit Development (PUD) district in Pueblo County was used as a tool to accommodate requests for relatively minor exceptions to the underlying zoning (e.g., allowing a use that was not listed in the land use code). As a result, there are many small PUDs scattered throughout the county. Concentrations of small PUDs exist in the I-2 areas along Highway 50 in Pueblo West as well as in the A-1 and A-2 areas south and east of Vineland. Overreliance on PUDs is not uncommon with a land use code of this age, and typically indicates that broader changes are needed to provide an appropriate pathway for desired development. As a temporary measure, the Board of County Commissioners (BOCC) has granted the Planning Director broader authority to grant administrative approvals while the new UDC is underway.

Moving forward, the UDC should explicitly state that PUDs and PUD amendments shall provide benefits to the community, in exchange for the opportunity to modify or vary from the standards required by the base zone districts. Desired benefits should be described with as much specificity as possible and should be required for major changes. Also, stronger enforcement and tracking of public benefits is necessary. Benefits such as preserved open space or prime agricultural land should be legally identified and protected through easements. Finally, PUD regulations should establish distinctions in the scale of development. The current PUD district requires that a site be a minimum of one acre in size or include five or more dwelling units. A larger minimum or tiered approach will be explored.

Mapping the New Districts

Ultimately, a new lineup of zone districts in Pueblo County will require a revised zoning map that reflects any updates to district names or consolidation of districts. For those changes, and for any districts that are carried forward, the new zoning map should reflect the updated designations. In most cases, individual parcels will require only a simple “one-to-one” conversion (e.g., properties currently zoned “R-3” are re-labeled “LR” to reflect the new naming convention). In other cases, however, County staff may need to conduct additional research to verify the appropriate conversion based on existing land uses or other factors. And in some cases, the County may want to encourage a property owner to rezone to bring the property into compliance with the Comprehensive Plan. One example could be rezoning privately-owned properties near Rye that are currently in the S-1 district but would not be a suitable fit for the Public Lands (PL) district, because they are privately-owned. Creating updates to the zoning map will be part of an ongoing conversation across the project and we will work with the County to establish an approach to map updates that is standards-based and easy for residents to understand.

Overhaul Approach to Land Uses

Create a Consolidated Use Table

One of the most functional improvements to the UDC will be implementing a consolidated use table that shows all of the potential land uses and how they are permitted in each zone district. This allows the UDC to be more concise by no longer listing all permitted uses in each zone district section. A working draft of a use table for Pueblo County with current permissions is shown below.

Principal Use Table													
A = Allowed Use	R = Use by Review			duplicate use		ZCRH = Zoning Compliance Review Hemp Establishment							
Current Zone Districts	A-1	A-2	A-3	A-4	R-A	R-1	R-2	R-3	R-4	R-5	R-6	R-7	R-8
Residential Uses													
Household Living													
Apartment building										A	A		
Apartment building (up to four (4) dwelling units)									A				
Apartment hotel									A	A	A		
Caretaker's residence (4) dwelling units)										A			
Dwelling - condominium								R		A	A		
Dwelling - townhouse						R	R	R	A	A	A		
Grouped houses								A	A	A	A		
Guest house (house, guest in the A-3, A-4)	A	A	A	A									
Mail order house													
Mobile home	A	A											
Mobil home, one-family												A	A
Mobile home park													
Ranch, guest	A	A	R	R									
Residence, 1-family (single-family in O-1 zone)	A	A	A	A	A	A	A	A	A	A	A		
Residence, 2-family	A	A						A	A	A	A		
Residence, 3-family									A		A		
Residence, 3- and 4-family										A	A		
Residence - commercial													
Residences													
Residential uses as permitted in the most restrictive adjacent zone													
Housing, tenant	A	A	R	R									

Following updates to the lineup of zone districts and the list of uses, the use table will be refined as shown below with cross-references to any use-specific standards.

Table 3-2: Table of Allowed Principal Uses – Urban													
R = Allowed by Right	SP = Site Plan	AS = Administrative Special Review	S = Special Review										
Blank Cell = Prohibited use													
COMMERCIAL USES													
Office, Business & Professional Services													
Financial Institution						SP	SP	SP	SP	SP		S	
Professional Office						SP	SP	SP	SP	SP		S	
Personal Services													
Instructional Facility						SP	SP	SP	SP	SP		S	
Personal Service					SP	SP	SP	SP	SP	SP		S	
Recreation & Entertainment													
Campground													3.3.5.C

Within the use table, uses will be organized by category and subcategories and then alphabetized. This allows code users to find information on a specific land use easily. An applicant trying to start a laundromat business may not know that Pueblo County currently calls that use “self-service laundry and cleaning,” but they will likely recognize that information on that use can be found under the Commercial category and under a Services use type. By using broad use categories (e.g., residential, commercial, industrial) and use types (e.g., commercial: office, retail, services) users can be guided to the information they need without knowing exactly what the County calls each use.

An additional benefit to this approach is that County staff and decision-makers will sometimes meet with an applicant to discuss a use that is new and unlisted—consider vehicle fleet operations. The proposed consolidated use table with categories and subcategories (each clearly defined) would allow staff to decide that such a use is “commercial” and likely similar to other uses under a “vehicles and equipment” use type. This allows the County to quickly determine how and where such a use would be permitted. The UDC will include standards for allowing the Zoning Administrator or Planning Director to make that determination.

Organize and Modernize Uses

Where possible, the UDC will consolidate existing uses into broader uses, especially where similar uses are permitted in the same zone districts with the same or similar standards. For example, both “cement wholesale” and “cement products manufacturing, retail, and wholesale” are permitted uses in the I-2 district and are likely very similar businesses with similar operations and impacts. This suggests that these uses can be treated the same going forward and allow County staff and applicants to avoid deciding about which use a proposed business belongs to. The updated UDC will take this even further where possible to categories like “light manufacturing” and “wholesale and distribution.” In cases where specific uses require different treatment—perhaps a self-storage facility should not be subject to the same standards as a larger warehouse—the UDC can differentiate uses.

County staff also highlighted that the current land use code includes a laundry list of outdated, overly specific, and unclear uses. These include uses like cotton wadding, wholesale Indian goods, jobber, fitting and custom manufacturing of custom limbs, mail order house, wholesale matches, pickup station, receiving home, and many more. Updating to broader categories eliminates outdated uses and problems caused by overly specific uses (this is especially prevalent with wholesale, manufacturing, and other industrial uses). In many cases, uses that are unclear are also candidates for consolidation or replacement with a term and definition that people can better understand.

In general, the UDC should allow uses in as many districts as they make sense and be permitted through processes that are as streamlined as possible. For each use, the County should evaluate whether or not the use could be permitted “by right” if certain standards were in place (e.g., limitations on hour of operations, separation from lower-intensity uses, and size of structures of use), rather than requiring a Special Use Permit that requires a public hearing and review/decision by the Planning Commission. The current land use code includes lists of “uses by review” in each zone district. Many of these uses are appropriate for staff approval, especially if additional standards were in place to mitigate potential adverse impacts (e.g., golf courses, childcare centers, museums, and office buildings). This makes it easier

to start and grow a business in Pueblo County, but also empowers County staff to use their expertise to review and approve applications without lengthy public processes.

Separate Accessory and Temporary Uses from the Principal Uses

While a consolidated use table creates a central repository for all use permissions by district that is easier for all users, mixing accessory and temporary uses in with the principal use table can inadvertently blur their relationships. Separating accessory uses in a second use table allows for clearer understanding of what accessory uses are allowed in which districts and can help foster a conversation about what principal and accessory uses might work well together. Temporary uses and special events (e.g., sidewalk sales and festivals) are frequently overlooked in land use codes, and both have a propensity to be “problem” uses. The updated UDC will include a full set of temporary use standards.

Reassess Use-Specific Standards

One tradeoff of increased permissiveness and streamlined permitting processes is ensuring that County staff and decision-makers have the tools necessary to limit impacts from uses and ensure development contributes positively to the community. This is often accomplished through use-specific standards.

The current land use code has a very limited number of use-specific standards largely limited to adult uses, home occupations, recreational vehicle parks, communications towers, and marijuana-related uses. The standards are not overly intrusive and focus on issues that are important to the County. The updated UDC will generally carry forward this targeted approach to ensure that there are minimal barriers to creating a business in Pueblo County but will include suggestions for some additional common-sense standards for uses to protect the health, safety, and welfare of the community.

Existing standards for marijuana-related uses have been recently adopted and are not expected to see significant changes, but other activities may be updated with reduced regulation or the establishment of new standards to address community concerns. Home occupations may be one area where existing standards could be relaxed to reflect the growth of the “gig” economy (more home businesses), ease code enforcement, and support the creation of new small businesses (especially for lower-income households).

Where allowed uses may create potential impacts to existing residents and businesses of a zone district, use-specific standards may be introduced to ensure that new development is a good neighbor. For example, if a wide variety of uses are now consolidated into an “equipment sales and rental” use, standards can be established to ensure that outdoor display of equipment (like forklifts and earth moving equipment) is limited to industrial districts or requires screening.

The use-specific standards will be reorganized into the same major categories as the use table (residential, commercial, industrial, etc.) and then organized by use in alphabetical order. A hyperlink will be provided in the use table that references the reader to the use-specific standard.

Expand Housing Options

Align the UDC with Trends and Demand

As part of the Comprehensive Plan process, many community members raised concerns about the cost of housing in the region and the lack of options for first-time homeowners, multigenerational households, and aging in place. While much of the housing conversation in the Comprehensive Plan centers around opportunities to expand housing options within or adjacent to the City of Pueblo, opportunities also exist in Pueblo West and (to a lesser degree) in other unincorporated communities. As of 2019, 84 percent of the total housing units in Pueblo West were detached single-family homes and many of the areas that are planned and zoned for more diverse housing types remain undeveloped.² The Comprehensive Plan forecasts demand for approximately 1,400 attached units (2-5 unit dwellings) and 7,000 multifamily units (greater than 5 unit dwellings) in the region as a whole. While market demand and access to infrastructure are key factors in the unincorporated areas, land use regulations do play a role in this issue.

In conjunction with removing barriers to desired housing options in the zone district dimensional standards (see *Reinforce Opportunities to Diversify Housing Options*, above), the UDC update should include an overhaul of use permissions and standards to ensure that Pueblo County allows for a variety of housing options (as appropriate by zone district and factors like the availability of water, sewer, and services). The County can explore opportunities to expand permissions for housing that matches the needs and desires of the community. Commonly, this is accomplished by allowing accessory dwelling units, duplexes, employee housing, and co-housing developments—all forms of housing that fit the character of most unincorporated areas in Pueblo County.

Covenants in Pueblo West and Colorado City may limit opportunities for flexibility in some zone districts. For example, for the A-1 and A-2 zone districts, the Pueblo West DORs specify that, “Each and every dwelling unit on the premises shall consist of at least 1,200 square feet of covered area of which eight hundred (800) square feet must be living area.”

Similarly, the UDC will explore opportunities to minimize additional costs to developing housing including parking, landscaping, and design standards and streamlining of the review process for residential development, especially affordable housing.

Manufactured Homes

Pueblo County is already home to naturally occurring affordable housing in manufactured homes and manufactured home parks. Either through maintaining a dedicated zone district for such development or establishing standards that discourage redevelopment of these neighborhoods, the UDC should ensure that growth pressure does not result in the loss of these homes that serve a critical housing need in the community. In other Front Range communities, the loss of manufactured homes has resulted in displacement and late-arriving efforts to protect these areas from redevelopment.

The County currently prohibits single-wide manufactured homes and homes less than 24 feet wide and 36 feet long. This may stem from many years of manufactured homes being viewed as “lesser-than”

²Source: Pueblo Regional Comprehensive Plan, Appendix A – State of the County.

stick-built homes. Modern manufactured homes are very hard to differentiate from traditional construction. The manufactured home standards should be reviewed and discussed further with the community to determine if these standards are important to retain or if they are barriers to housing community members.

Fair Housing Act (FHA) Compliance

Part of the UDC update process is reviewing standards to ensure compliance with the Fair Housing Act (FHA) and legal interpretation of the FHA by the federal government and the courts. This means ensuring that the County does not require more onerous standards for housing that serves people with disabilities from housing that does not. This often includes reviewing use permissions to ensure standards for household living and group living are treated equally and establishing a process for the County to make administrative adjustments to allow reasonable accommodations under the FHA (e.g., a wheelchair ramp that needs to extend into a required setback).

Expand Support for Agriculture

Pueblo County's roots in agriculture and ranching go back more than 150 years. Despite its longstanding history, concerns about the vulnerability of the County's agricultural industry were raised repeatedly as part of the Comprehensive Plan process due to:

- Fluctuations in markets, advances in technology, consumer preferences, and other factors over an extended period; and
- The effects of encroaching development and the gradual loss of prime agricultural land on production capabilities.

During the Comprehensive Plan process, the County worked with the Palmer Land Trust and other stakeholders to map agricultural and range lands and establish a comprehensive set of goals and policies for those lands. Potential opportunities to help expand support for agriculture as part of the new UDC are summarized below. The Comprehensive Plan also recommended as a priority initiative that the County, "explore creation of Transfer of Development Rights (TDR)/Purchase of Development Rights (PDR) program or other conservation programs as part of development code update." At this time, the County does not have the dedicated staff and funding that would be needed to establish and administer a TDR/PDR program. We have also found in our experience that some counties that have had TDR/PDR programs (e.g., Larimer County) have chosen to move away from them as part of recent code updates.

Formalize Protections for Prime Farmland (Irrigated) and Other Areas of Significance

One of the key outcomes of the Comprehensive Plan process was the ability to define and document areas of Pueblo County that are critical for the agricultural industry based on soil characteristics. Figure 3 illustrates distinctions in Prime (Irrigated) Farmland, Prime Agricultural Land (Unirrigated, Generally Rangeland, Prime Farmland if Irrigated, and Farmland (Irrigated, Not Prime). A new overlay district is proposed that corresponds to mapped areas with stronger standards for preservation alongside incentives. The proposed overlay could also be a potential mechanism for allowing greater flexibility for supportive uses.

Provide Greater Flexibility in Allowed Uses to Reflect Changing Practices

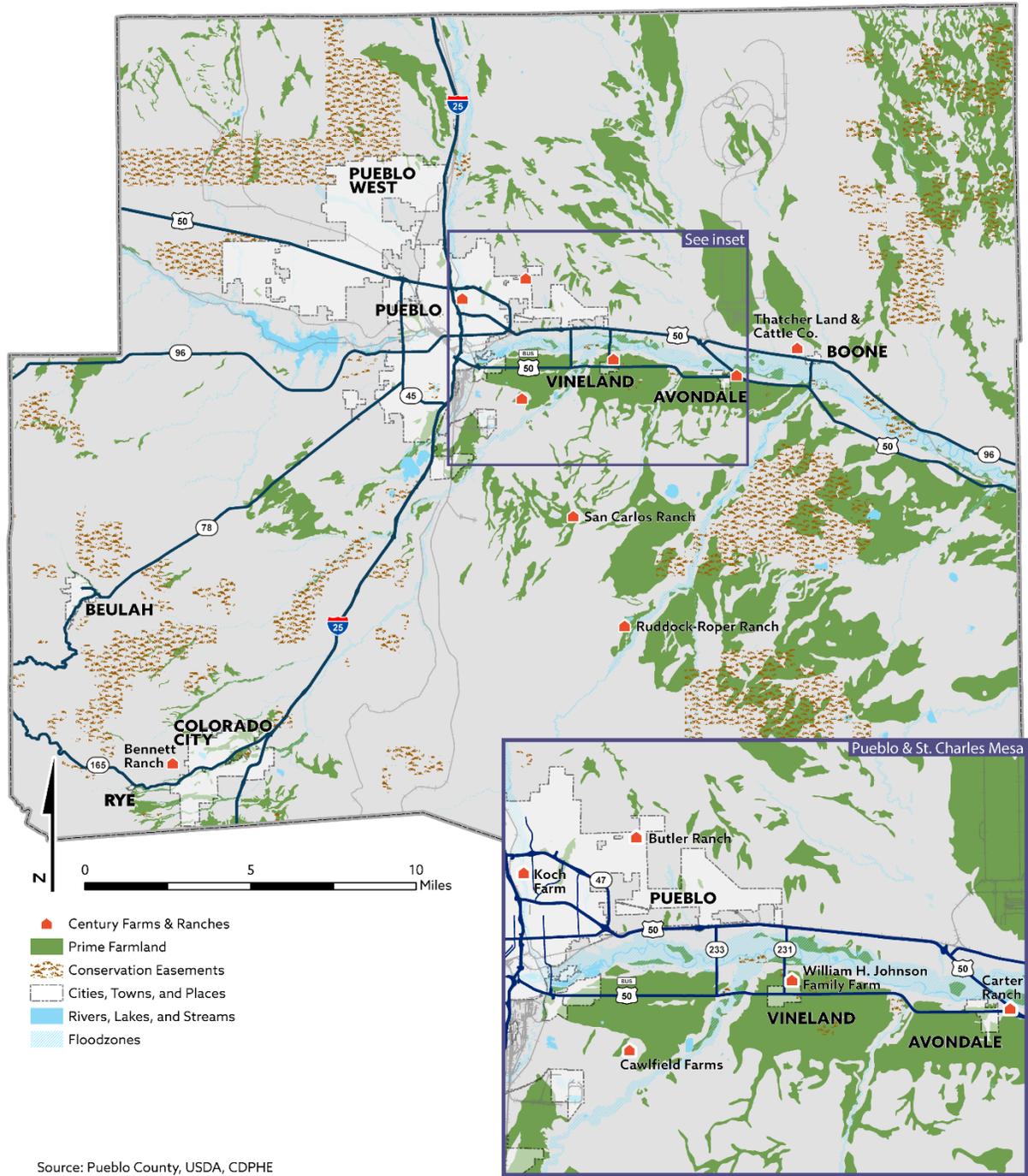
Interest in the local and regional food system, educational programs, and emerging industries—like urban agriculture, hemp/marijuana, utility-scale solar facilities, and others is helping cultivate important conversations about the future of the agricultural industry. A wider range of agriculture-related land uses should be allowed in agricultural districts to support the changing needs of agricultural producers without the need for PUDs. Examples include agri-tourism, farm stands, small-scale processing facilities, temporary employee housing, and agriculture-related commercial services.

AGRICULTURAL AND RANCH LANDS

Prime (Irrigated) Farmland within the St. Charles Mesa, Vineland, and Avondale communities accounts for only two percent of Pueblo County’s agricultural land but is responsible for approximately 40 percent of the total value of agricultural products sold. This area is irrigated by the Bessemer Ditch and is considered to be nationally significant in its suitability for the long-term production of food and other crops. In addition, non-irrigated farmland (Prime and Not Prime) and ranch lands found throughout the unincorporated areas of the County support grazing for cattle and wildlife, as well as other agricultural uses.

Source: Pueblo Regional Comprehensive Plan.

Figure 3-Pueblo County Agricultural and Ranch Lands



Expand Opportunities for Conservation Subdivisions

Pueblo County adopted the Rural Land Use Process (RLUP) in the 1990s to encourage the conservation of open lands by providing alternatives to 35-acre minimum lot size required by the A-1 district and state law. Modeled after similar RLUP programs in other counties, the Pueblo County RLUP allows lots as small as 17.5 acres in exchange for clustering and the permanent conservation of at least 67 percent of the lands in a subdivision. The RLUP has been used to create the St. Charles River and Red Creek Ranch subdivisions in rural parts of the County, among others. Opportunities for smaller lots (outside of the PUD process) should be offered in exchange for clustering or conservation subdivisions in the RA, EA, and RR districts, particularly in areas where Prime Farmland (Irrigated) is prevalent. The Comprehensive Plan encourages the expanded use of clustering and other conservation-oriented strategies to generally help maintain larger tracts of working agricultural or ranch land, support the retention of Prime Farmland (Irrigated) and Prime Agricultural Land, maintain heavy equipment access to irrigation canals (where applicable), and minimize conflicts between agricultural and non-agricultural uses.

Expand upon Right to Ranch and Farm Policy

Colorado's Right to Farm Policy seeks to promote agriculture while limiting liability for nuisance claims. In 2002, Pueblo County's Board of County Commissioners adopted a tailored version of the state's Right to Farm and Ranch Policy in Resolution 02-277. That policy was reinforced in the Comprehensive Plan (Policy 2.2.1). The need for a stronger stance on agricultural protection was brought up repeatedly as part of the Comprehensive Plan process. As an example of how to do this, some counties require references to such policies be included in deeds of sale. Other Colorado counties, like Mesa County and Larimer County, have emphasized the importance of these policies by including the Right to Farm policy language directly in the land use code (e.g., by referencing the need to comply with it in the purpose statement of certain zone districts).

Development Standards

The term "development standards" refers to the various regulations adopted by Pueblo County that affect the quality of development—from protection of sensitive and natural areas (e.g., floodplain regulations); to design of the site (e.g., how much parking and landscaping are required); to building design and site features (e.g., signs, lighting). Pueblo County has adopted a range of development standards over the years that enhance the County's unique sense of place and character. These standards are generally limited and are often applied as one-size-fits-all to all areas of the County.

The sections below introduce some considerations for updates to the development standards, including options for tailoring requirements based on context.

Support Sustainable and Resilient Development Practices

The need to encourage more sustainable and resilient development practices is an overarching goal of the Comprehensive Plan. While Pueblo County has a number of regulations in place to ensure that development complies with state and federal environmental regulations, more can be done to encourage sustainable site practices as part of the development process. At minimum, general and subjective standards (i.e., evaluation criteria states that the proposal "protects and preserves floodplains and

wetlands”) should be replaced with clearly defined standards (e.g., defined setbacks, maximum slope, maximum disturbance area) and expanded to apply to more contexts. Additionally, new—or more robust—standards could be considered to address parking for bicycles and electric vehicles, define water-wise landscaping (where landscaping is required), encourage more compact development, protect sensitive natural areas, reduce vehicle dependence, support the efficient use of energy and resources; support more compact development, enhance trails and sidewalks, and reduce stormwater runoff to improve local water quality.

Pueblo County may identify some of these standards as must-haves (requirements for new development), while others would be nice to have (encouraged). Some standards could be incentivized to reduce any potential cost to the development (e.g., reduced off-street parking requirements if permeable paving is used or landscaping is provided where not required).

As mentioned in Part 1, the County has adopted the International Wildland-Urban Interface Code (IWUIC) to promote more resilient development practices in the Wildland Urban Interface (WUI). Fire codes are enforced by metropolitan districts providing fire protection services, by Pueblo County fire districts, and by the City of Pueblo Fire Department for the Pueblo Memorial Airport Industrial Park. Authority in areas of the County that are not covered by a fire district is delegated to the Pueblo Regional Building Department.

Establish Standards that Reflect the Different Types of Development Across Pueblo County

Recognizing that Pueblo County is large, geographically diverse, and features a variety of development characters, the UDC should regulate development quality as much as possible based on land use context. The Future Land Use categories in the Comprehensive Plan are one possible foundation for tailoring development standards; zone districts would be another reasonable method of differentiation.

Different contexts may be appropriate for different standards—in other words, some standards may be calibrated by district, while others are distinguished by Future Land Use category. Appropriate contexts for different standards will be proposed for discussion during the drafting process.

Landscaping

Landscape standards in the current land use code are minimal and landscape plans are not required as part of the development review process. Where landscaping is required—often within the standards for each zone district—limited specifications are provided. For example, the R-5 Multiple Residential and Office and R-6 Multiple Residential and Commercial zone districts both require 20 percent landscaped open space if the proposed building is one to three habitable stories, and 50 percent landscaped open space if three to six habitable stories. Although both districts specify that balconies and rooftop decks count towards this requirement, the term “landscaped open space” is not defined in the land use code. Establishing different landscaping standards for each zone district can also create confusion and opportunities for inconsistency, so a standalone landscaping section is recommended in the UDC.

During the stakeholder interview process and initial survey, we heard mixed comments on the desire for enhanced landscaping standards. While there was little desire for requiring entire sites to be landscaped

or for residential homes to develop plans for landscaping, there are some contexts where improved landscaping for new development would enhance the appearance of commercial properties in more urbanized areas of the County (e.g., along the Highway 50 corridor in Pueblo West, or for light industrial uses near the Pueblo Municipal Airport, and along the I-25 frontage south of the City of Pueblo).

Parking

Chapter 17.112 establishes parking requirements and parking area design standards. Parking standards are another topic where standards could benefit from a more tailored approach. In rural areas, for example, improved paved surfaces may be cost prohibitive and result in more impacts to runoff and water quality than any benefits gained. By contrast, paved parking may be important in many commercial or employment areas. Overall, we heard from stakeholders that existing standards for the minimum required number of parking spaces (and the overall size of parking areas) are excessive. This is fairly common. Reviewing the number of parking spaces for different developments is an important way to remove barriers to the creation of affordable housing units and the establishment of small businesses. Ideally, the UDC should not require any more parking spaces than is necessary to support the use without impacting public safety or neighbors.

If there is support for establishing landscape standards in high visibility locations (e.g., shade trees in parking lots over a certain size) requiring fewer parking spaces overall can help offset the perceived cost and impacts of new standards.

Streets

In coordination with Public Works, the UDC update process may explore updates to street layout and design standards (currently in Title 12, but sometimes addressed in standards for subdivisions and major developments) to similarly implement a context-sensitive approach. For example, rural areas may be well served by gravel roads while denser communities could benefit from a greater emphasis on serving people walking and riding bikes alongside higher traffic volumes and require paved roads. Additionally, the separate engineering standards for roads and streets should be better cross-referenced within the UDC.

Future Land Use categories in the Comprehensive Plan also highlight areas where potential updates to street standards should be considered. For example, the Agricultural Neighborhood category (which applies to the St Charles Mesa, west of the St. Charles River) highlights the need for road designs that accommodate pedestrians and bicycles as well as the safe movement of agricultural machinery.

In other instances, like the Rural Neighborhood Future Land Use category (that applies to Pueblo West and Colorado City), a lack of sidewalks is identified as part of the semi-rural character of these areas.

Outdoor Lighting

Outdoor lighting is increasingly regulated by rural communities in an effort to preserve the quality of the night sky and reduce impacts on human health and wildlife habitat. The need for standards to help protect Pueblo County's dark skies was cited repeatedly by the community as part of the Comprehensive Plan process. Some communities seek official designation from the International Dark Sky Association (ISDA) while others adopt best practices that match the level of community interest and the ability of

staff to implement and enforce but avoid more technical and difficult to enforce standards. Pueblo County's standards (17.120.180) are somewhat limited but allow the County to administer them.

Because most outdoor lighting is already in existence and on private property, a major challenge is retrofitting existing lighting and determining the role the County wants to play in supporting the transition of existing outdoor lighting to less impactful fixtures. The UDC update will identify opportunities to improve outdoor lighting standards with best practices from the ISDA and other sources while maintaining an approach that is as straightforward as possible for residents to implement and County staff to enforce.

The current outdoor lighting standards should be enhanced by integrating additional lighting types and efficiency standards (e.g., maximum energy consumed, light sources, and correlated color temperature). Additionally, establishing specific standards for other lighting types, similar to parking lot lighting, including canopy lighting and pedestrian-scaled lighting ensure all areas of a site are well-lit for public safety purposes while still protecting the night sky.

Buffers, Fences, and Walls

Pueblo County's existing standards for fences, walls, and hedges (17.120.160) are very limited, and according to staff are frequently overlooked. While it is not uncommon for residents in rural areas to not expect to be subject to fencing standards and permits, a lack of compliance can create challenges for applicants and staff as part of future applications. The UDC can improve the visibility of such standards through the organization of development standards, referencing these standards on application materials (even if a permit is not required), and cross-referencing these standards from related sections of the UDC. Additionally, fence and buffer standards often benefit from graphic illustrations to ensure code users understand existing standards and rules of measurement. Importantly, this section should include or cross-reference visibility triangle standards (ensuring that fences do not block the view of drivers at intersections).

Where fences have been established without coordinating with the County, there is a good chance they are nonconforming (i.e., do not meet land use code requirements). To address these cases and encourage bringing fences into conformance with the UDC, the violations section of the UDC should note that permits can be held until developments demonstrate compliance with the UDC.

Site and Building Design

Pueblo County has very few standards for site and building design scattered throughout zone district sections—although Pueblo West, Colorado City, and other planned developments with covenants may require additional architectural design controls. Detailed standards on roof types or the colors and materials on buildings are not recommended in unincorporated Pueblo County. However, the County may wish to consider establishing standards for site and building design (e.g., general scale and massing controls, requirements for varied home facades or elevations) that would apply to nonresidential developments and/or multifamily developments that exist in and impact the community for long periods of time.

Signs

The current sign regulations will be reviewed and updated for conformance with recent changes in federal law. This will include revisions to ensure that the sign standards can be applied in a content-neutral manner to the various types of signs that are allowed in Pueblo County, particularly focused on temporary sign provisions. The current regulations are also somewhat dated in terms of missing regulations for new or emerging sign types, such as digital or electronic signage, and new standards will be proposed for community review. Overall, sign standards will be simplified for ease of understanding and compliance. A master sign plan process will be added to help clarify the signage allowed in multi-tenant developments.

Reimagine Standards for Quality, Business-Friendly Development

Establish Quantitative Development Standards and Objective Review Criteria

Consistency and predictability are key regulatory requirements for quality development. Predictable regulations consistently applied will yield anticipated outcomes more frequently. For example, if the County wants to see better landscaping in the parking lots of commercial development, the regulations need to specify how that will happen for new development, redevelopment, and places where there won't be changes to development but where improved landscaping must be provided.

Regulatory predictability also affects how participants behave in the development process. Applicants seeking to minimize unnecessary costs will not volunteer to comply with regulations that are not clearly and specifically applicable and will either ignore unclear standards or seek to negotiate a better deal. Staff, seeking compliant development for the community, will typically interpret unclear regulations and may inadvertently require new (or at least unanticipated) standards. This pattern results in a pervasive feeling that somebody is getting a better deal, reinforcing the need to negotiate, as well as discouraging infrequent code users from applying for development.

Lack of predictability often results from regulatory language that is ambiguous and/or inconsistent. The use of clear and precise language is just as important as document organization and format. As part of the UDC update, all content will be reviewed to eliminate unnecessarily complicated and legalistic language. Text will also be reviewed and rewritten as necessary to provide greater clarity.

The current land use code includes many instances of vague or subjective language in the current ordinances, including in review criteria, which often rely on qualifiers such as "adequate," "compatible," and "appropriate." These words are not uncommon in codes, but they tend to create uncertainty and time delay by requiring negotiation with applicants on what constitutes meeting the standard, since staff, decision-makers, developers, and community members could all interpret the terms differently. Generally, the UDC should provide greater certainty by avoiding the use of purely subjective language, disconnected from any measurable criteria. The new UDC, and particularly the new review criteria, will use clear, objective language, and measurable standards where possible.

Focus Regulation on Structures More than Uses

The current land use code treats land uses as a proxy for the type of development that will take place on a site and as a focus for the regulations that apply to that type of development. Although the current

land use code does not offer a variety of use-specific standards, one example could be the current off-street parking and loading standards. An office building is required to provide three parking spaces, plus one additional space per 400 square feet. However, if that business moves and a medical office is proposed to occupy the space, they are required to provide one space per 200 square feet. This type of use-based regulation is sometimes necessary, but often presents barriers to establishing a business or remodeling a home because of different standards for similar uses. Many communities have moved away from this approach over the past 20 years, focusing regulations instead on the impact of a structure and key site features, such as the location of parking on the site.

In these standards, regulations are linked to the form or structure, which is typically a longer lasting part of the community than a use. Standards that are relevant to the impact of uses, such as whether to allow residential uses on the ground floor or requirements for specific screening are still included, but the UDC should include a more central recognition that uses change over time. The project team will focus on updating and revising development standards to focus more on structures or community form and less on uses. With this change in approach, a larger commercial site can be designed in anticipation of multiple uses over time and the UDC will not create an artificial barrier to filling a vacant space.

Pueblo Memorial Airport Industrial Park Guidelines

The project team heard from some stakeholders that the Pueblo Memorial Airport Industrial Park has difficult to understand regulations—specifically related to landscaping. Staff indicated that part of the confusion is that some standards are required by the plat for the area, which lives outside of any City or County regulations. The UDC should help remedy this confusion by cross-referencing those standards for relevant zoning districts to reduce applicant surprises late in the development review process.

Procedures

Improve Clarity and Efficiency of Procedures

Orient Code Users

The Administration and Procedures chapter contains both legal and planning information that is pertinent to both frequent code users and community members trying to understand zoning or subdivision for a specific project. To ensure this chapter is easily understood and navigable, two big-picture tables are usually helpful. First, a table that summarizes the procedural steps required for each application type.

Table 8: Development Review Procedures Summary

Application Type	Current LUC	Pre-Application Conference Required?	Decision Making Bodies				
			R = Review & Recommend D = Decide A = Appeal <> = Public Hearing				
			Staff / referral agencies	Neigh. Ref./meeting	Planning Commission	BCC	BOA
Ordinance Amendments							
Amending LUC text	3.8	No	R		<R>	<D>	
Amending Official Zoning Map (rezoning)	4.4	Yes	R/sketch plan		<R>	<D>	
Site Development							
1041 Review	14.0	Yes	R		<R>	<D>	
Location & extent	13.0	Yes	R		<D>		
Minor special review	4.5	Yes	R			<D>	
Nonconformity review	4.8.11	Yes	R/D	Referral		<D> - If referred	
Public site plan	6.2	Yes	R/D			<D> - If referred	
Site plan	6.1	Yes	R/D			<A>	
Special review	4.5	Yes	R		<R>	<D>	

And second, a table that summarizes the review and decision-making process for each application type—sometimes referred to as common review procedures.



The common review procedures present the steps that are shared or generally applicable to most application types, unless the UDC specifies otherwise. Establishing common procedures—through

codification of existing practices, incorporation of procedures located in other County documents, and introduction of professional best practices—helps users better understand the County’s basic procedural steps and requirements, avoids unnecessary duplication, ensures consistent application of common procedural steps and requirements, and eliminates the need to amend multiple sections of the UDC if a process is revised.

Use Consistent Drafting Approaches to Organize Procedural Information

Building upon the common review procedures, specific procedures (e.g., special use permits, appeals, etc.) can refer back to the common review procedures, noting any deviations from the general rules. In many cases, not all common review procedures apply, especially for smaller application types.

Each specific procedure should also be presented in a uniform format, with a consistent level of detail. At a minimum, each procedure should describe:

- Purpose (what the procedure does)
- Applicability (when the procedure is required)
- Process (the steps for approval, particularly any that are specific to the given application type)
- Review Criteria (the requirements that must be satisfied for review and decision-making bodies to approve the application)
- Appeals (if a decision can be appealed, what decision-making body is responsible)
- Expiration (what is the time limit on an approval, if any)

This is a simple first step that can improve user-friendliness and efficiency related to how the County’s various application types are processed.

Collect All Specific Processes in One Chapter

The current Land Use Code has a variety of procedures scattered across the Code, including: site plan, development plan, off-street parking plan, Planning Director waivers, lighting plans, special event permits, Rural Land Use Process, PUD approval, special use permits, rezoning, and vested property rights. All of the Land Use and Subdivision processes should be collected in one chapter and provided with updated review criteria to ensure that both applicants and decision-makers understand the requirements that applications need to meet for approval.

Clarify the Application of Specific Procedures and Streamline the Process

The project team has heard from both stakeholders and staff that some current procedures can be challenging to navigate and is often delayed by the sequential processing of applications that could be reviewed jointly. The first step will be to bring information on applications and procedures into the UDC (instead of just on the County’s website), although we recommend continuing to reference detailed application materials outside of the UDC.

As part of the update to review and decision-making procedures, the project team will map the review steps, required public hearings, and reviewing bodies to better understand how much time and process is required for each type of application. For each step of a process, the types and general costs of information required to be submitted will be assessed, such as when is a survey required or when a

lighting plan is submitted. Where possible, existing processes will be aligned with submittal requirements and the steps in the review and approval process will be simplified to the extent possible. This may include increasing the responsibility on County staff to make administrative decisions to reduce the reliance on the Planning Commission or Board of County Commissioners to hold public hearings.

The graphic below shows what a streamlined review procedure could look like for an administrative decision where not every step of the common review procedures is required.



Add Baseline Flexibility to Review Procedures

Each property and development proposal is unique and the County needs the tools to adapt to different projects without reducing the predictability of outcomes for applicants or community members near future development. The UDC can include opportunities for flexibility that strike the right balance by allowing County staff to allow minor modifications and approve administrative adjustments as described in this section.

Currently, the land use code offers limited opportunities for flexibility and relief from standards that create an undue burden on the applicant. The zoning variance process is necessarily complex because it must address a wide range of potential requests for allowing a variation from strict compliance with the land use code. However, the zoning variance is typically tied to some kind of hardship not of the applicant's creation, which limits the possibility for minor revisions to approved plans in certain circumstances. Many modern codes include an allowance for a minor modification request that permits small adjustments to certain standards during the development process or for minor details that come up following approval of a plan or permit.

A minor modification procedure typically authorizes the Planning Director to approve minor deviations (typically 10–20 percent) from certain dimensional or development standards based on specific criteria. The current Land Use Code includes a similar process for amendments to a PUD development plan, a process that could be more broadly applied. Examples of standards that are often subject to administrative include: lot width and lot coverage; building setbacks; fence height; and the number or size of required parking spaces. If adopted in Pueblo County, this new modification procedure could be available to provide relief where strict application of the standards would otherwise create unnecessary difficulties.

Modernize the Role of Community Involvement

The growth and development of a community is of interest to many residents, businesses, and community members. Some community members are simply curious about what goes on in the community, while others seek to be more involved in local decision-making. Often a UDC will include development review processes that reflect some community desire for information or opportunities for providing feedback. These opportunities are typically scaled based on the type of development application with larger, more impactful changes resulting in more chances for public participation.

The project team will review existing opportunities for community involvement and suggest improvements based on the following factors:

- **Equity and access.** The timing, location, and format of meetings (or certain forms of participation) may not be accessible to everyone in the community, especially people without access to technology, people with disabilities, non-English-speaking residents, and people that work during typical meeting times.
- **Notification.** Commonly, property owners within a certain distance are notified of applications to solicit feedback. This process tends to exclude people that rent (homes or commercial space) that are also invested in the community.
- **Communitywide versus neighbor feedback.** Residents near proposed developments are often the most impacted by new development and may therefore be less supportive of change. Meanwhile, planning efforts like the Comprehensive Plan and other community guiding documents reflect the desires of a large and more representative cross-section of the community.

During the updates to the procedural section, the project team will explore the use of a robust and inclusive range of community involvement techniques, venues, technologies, and forms of notification that can be designed to reflect the range of voices, opinions, and needs in the community while balancing the cost to the County and applicants and the development timeline. Broadening and balancing community input can have an important impact on how decision-makers view the applications under review and can add meaningful feedback from those who are unable to attend a traditional public hearing.

Create a Tiered Subdivision Process

A major inefficiency in existing regulations is the subdivision process—largely because it applies the major process and standards to all subdivisions of land, including everything from a split of one lot into two to the subdivision of dozens of lots in a major development. Both stakeholders and County staff identified this issue as an essential change to make in the UDC. The creation of a tiered approach would allow the County to provide better guidance for and review of smaller developments, which can streamline the process for most subdivision applications. An example of a three-tiered approach that could work for Pueblo County includes:

- **Administrative Subdivision.** Allows lot splits or subdivisions into no more than two lots to be reviewed and approved administratively. This process would not include cases where a right-of-way dedication would take place.

- **Minor Subdivision.** Allows subdivisions into no more than four lots through a streamlined process that does not require preliminary plan review or approval—just the final plat process.
- **Major Subdivision.** Accommodates review of all subdivisions of land into five or more lots or when a subdivision includes dedication of right-of-way.

In addition to creating new clearly defined subdivision processes, the UDC will look to reduce redundancy in the materials required for review and approval to reduce costs to applicants. Additionally, the UDC will establish clear standards to guide staff making administrative decisions and County officials when reviewing larger subdivision proposals.

Work to Reduce Applicant Surprises and Project Delays

Based on stakeholder feedback, another key component of the UDC update will be to identify common issues that crop up during the development review process that can be streamlined. Often these issues are outside of the control of the Planning and Development Department but can nonetheless result in unexpected delays and barriers to approval. One example that was commonly raised by both County staff and external stakeholders was the history of illegal subdivisions in Pueblo County. This results in applicants finding out during the review process that they are attempting to develop lots that are not recorded with the County and that may not meet the basic standards to allow development. The process for remedying the situation can be time consuming and cause frustration for both County staff and applicants. The UDC update process is a good opportunity to educate applicants about potential barriers to approval and identify methods of ensuring applicants have access to the necessary County records and property information prior to initiating the review process.

General Improvements for Usability

Establish a Clearer Hierarchy of Information

As described in Part 1, the UDC will combine the existing subdivision code (Title 16) and land use code (Title 17) into one Unified Development Code (UDC). That effort alone will bring similar standards into the same location within the UDC and improve the user-friendliness of the document.

The internal organization of the entire UDC will be reorganized to:

- Improve the way related information is provided to readers;
- Reduce repetition; and
- Eliminate inconsistencies.

The proposed new organization of the UDC is included in the Annotated Outline (Part 3 of this Assessment).

Create a Complete Set of Definitions

Centralize Definitions

A UDC is more often used as a reference manual, with users moving from section to section, rather than reading cover-to-cover like a book. The result is a need for key information—like definitions and instructions for how different standards are measured—to be centrally located, instead of scattered

throughout the UDC. The existing land use code generally organizes definitions in Chapter 17.04, but in some cases (e.g., Chapter 17.108, *Flood Hazard Area Regulations* and Chapter 17.90, *PuebloPlex Zoning District*) definitions are within standalone sections. Staff and stakeholders also expressed frustration that many terms are not defined at all, which can lead to extensive time spent researching and attempting to justify the intent behind the current language.

Within the updated definitions, all terms should be organized alphabetically.

Remove Regulations

As definitions are updated, any regulations within definitions will be moved to the appropriate location in the UDC. For example, the current definition for “Contractor’s Yard” in Chapter 17.04 includes standards regarding outdoor storage in different zone districts.

Rules of Measurement

The UDC update will also include a consolidation of terms that describe how standards are measured (e.g., building height, floor area ratio, lot depth, fence height when located on top of retaining wall, etc.). Rules of measurement and interpretation are used frequently by applicants and staff and should be located just prior to definitions. This section is also an important place for graphics and illustrations to accompany standards.

Modernize Terminology

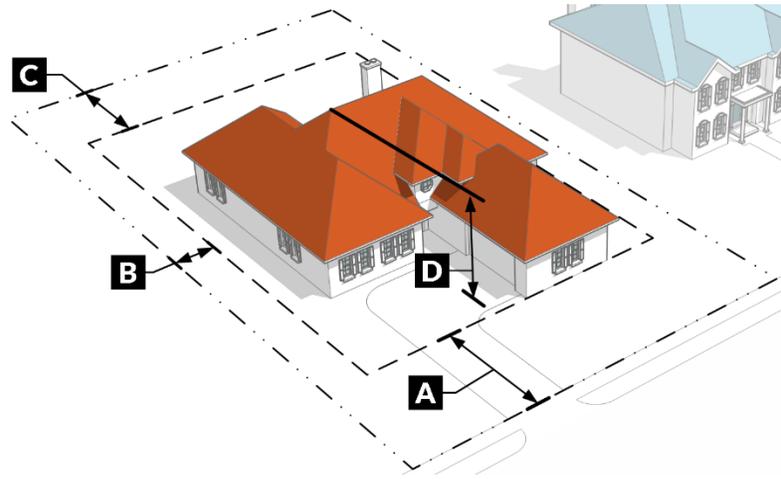
A lot has changed since Pueblo County first adopted land use regulations in 1963. Some of the terms and definitions in the land use code are no longer relevant or reflect modern life. Examples include terms such as “domestic servant” or “home, disabled.”. Other terms or definitions may not align with state or federal regulations. For example, the current land use code does not differentiate between a “mobile home” (built before June 15, 1976) and a “manufactured home” (built after that date), which could cause confusion.

The UDC should also be updated to include modernized language to support inclusivity. An example is to use professional titles (e.g., Zoning Administrator, Planning Director) and generic pronouns (i.e., they, them) instead of assuming the gender of applicants, planning commissioners, or County staff. Other definitions that some communities are reassessing are those that treat different groups of residents differently. Staff noted that the current definition of “family” is outdated. This is because it currently allows an unlimited number of people related by blood, marriage, or adoption but a limited number of other individuals. Many communities have begun to define inhabitants of a home more broadly as a household (defined by sharing a single housekeeping unit). This ensures foster children, guardians, people in other committed partnerships, and other family-like living arrangements are not prohibited.

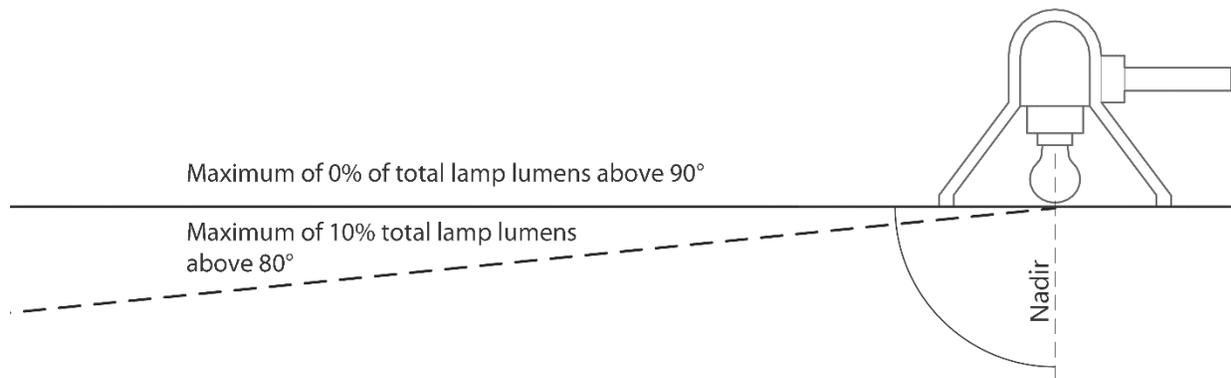
Add Illustrations and Graphics

Illustrations, flowcharts, and tables should be used frequently throughout the updated UDC to explain standards and summarize detailed information. Graphics in the updated UDC can support the user-friendliness of the UDC by visually explaining some common and important standards.

Zone Districts. District diagrams can communicate the intended character of a zone district while also including key information related to the lot and building standards, such as lot area, lot frontage requirements, building setbacks, and height.



Development Standards. Graphics may include tables for parking requirements, illustrations of landscaping, buffering, and screening requirements, rules of measurement, and diagrams for site layout or access and connectivity standards.



Administration and Procedures. Process-related flowcharts can clarify (and visually communicate) the approval process for development applications.

Figure 06.05-1: Summary of Minor Site Plan Review Procedure

1	2	3	4	5	6
Pre-Submittal Activities	Petition Submittal and Processing	Staff Review and Action	Scheduling and Notice of Public Hearings	Review and Decision	Post-Decision Actions and Limitations
Pre-submittal meeting required	Submit to Planning and Transportation Department	Review and decision by director			Expires after one year

Relocate Supporting Information Outside the UDC

During the drafting process, the consultant team will maintain a separate document including content from the current Title 16 and Title 17 that should be considered for relocation to the website or an administrative manual. Street design standards, tree lists and preferred landscaping materials, and application materials (already kept on the County's website) are common examples of information that can be referenced from the UDC without being included. This will make the UDC more user-friendly by decreasing the length of the document while also allowing staff to update the technical and administrative content over time without requiring a formal UDC amendment.

Part 3: Annotated Outline for New UDC

Overview

Table 3 establishes a proposed organization for the new UDC and identifies placeholders for recommended content additions. Notable changes in the organization of the codes include:

- **A clearer hierarchy of information.** Title 17 currently contains 40 individual chapters. Moving forward, like content will be organized into seven chapters: General Provisions; Zone Districts; Use Regulations; Development Standards; Signs; Administration and Procedures; and Measurement and Definitions.
- **Consolidation of the Land Use Code (Title 17) and Subdivision Code (Title 16).** Current content in Title 16 will be integrated with other development standards and procedures as part of the new UDC. To maintain the contiguity of the titles in the County's code, the proposed numbering system assumes that the UDC would replace Title 17 upon adoption and that Title 16 would be retired.

This Annotated Outline will be used as a starting point for discussion with staff and stakeholders and will continue to evolve as the drafting process gets underway.

Table 3: Pueblo County UDC Proposed Organization	
New Sections	Existing Content & Comments
Chapter 17.01: General Provisions	
17.01.01: Title and Effective Date	New
17.01.02: Purpose	New
17.01.03: Authority, Applicability, and Jurisdiction	Chapter 17.04: General Provisions and Definitions (General Provisions) Chapter 16.62: Validity
17.01.04: Interpretation of Conflicting Provisions	New
17.01.05: Transition from Prior Regulations	New
17.01.06: Nonconformities	Chapter 17.124: Nonconforming Uses, Parcels, and Structures
17.01.07: Enforcement	Chapter 17.04: General Provisions and Definitions (Violations and Penalties)
Chapter 17.02: Zone Districts	
17.02.01: Purpose and Organization	New
17.02.02: General Provisions	Chapter 17.08: Zone District Maps §17.120.080: Parcels of Record
17.02.03: Agricultural Zone Districts	Chapters 17.12, 17.16, and 17.20
17.02.04: Residential Zone Districts	
17.02.05: Nonresidential and Mixed-Use Zone Districts	

Table 3: Pueblo County UDC Proposed Organization	
New Sections	Existing Content & Comments
17.02.06: Special Purpose and Overlay Districts	Chapter 17.84 Public Use District Chapter 17.88 Airport District Chapter 17.92: Floodplain District
Chapter 17.03: Use Regulations	
17.03.01: Purpose and Organization	New
17.03.02: Table of Allowed Uses	Chapters 17.12 – 17.100 §17.120.250: Prohibited Uses
	Consolidate all use permissions in central table of allowed uses
17.03.03: Use-specific Standards	Chapter 17.105: Mineral Resource Extraction Regulations §17.116.150: Advertising Restrictions for Marijuana Establishments Chapter 17.119: Marijuana Home Grow (Non-Licensed Grow) §17.120.130: Public Utilities §17.120.130: Recreational Vehicle Park Performance Standards §17.120.170: Adult Uses §17.120.190: Marijuana Establishments §17.120.200: Medical Marijuana Center and Retail Marijuana Store §17.120.210: Medical Marijuana-Infused Products Manufacturer and Retail Marijuana-Infused Products Manufacturer §17.120.220: Medical Marijuana Contiguous Optional Premise Cultivation Operation and Retail Marijuana Contiguous Cultivation Facility §17.120.230: Medical Marijuana Non-Contiguous Optional Premises Cultivation Operation and Retail Marijuana Non-Contiguous Cultivation Facility §17.120.235: Outdoor Medical Marijuana Cultivation Facility and or Outdoor Retail Marijuana Cultivation Facility §17.120.240: Medical Marijuana Testing Facility and Retail Marijuana Testing Facility §17.120.245: Medical Marijuana Transporter and Retail Marijuana Transporter §17.120.260: Telecommunication Tower(s) §17.120.280: Hemp Establishments
17.03.04: Accessory Uses and Structures	§17.120.010: Accessory Uses §17.120.020: Accessory Structures §17.120.030: Home Occupations

Table 3: Pueblo County UDC Proposed Organization

New Sections	Existing Content & Comments
17.03.05: Temporary Uses and Structures	§17.120.270: Special Event
Chapter 17.04: Development Standards	
17.04.01: Natural Resources	§17.120.140: Natural Hazard Area and Mineral Resource Areas
17.04.02: Floodplain	Chapter 17.108: Flood Hazard Area Regulations
17.04.03: Off-street Parking and Loading	Chapter 17.112: Off-Street Parking and Loading Standards
17.04.04: Landscaping, Screening, and Buffering	§17.120.160: Fences, Walls, and Hedges
17.04.05: Outdoor Lighting	§17.120.180: Outdoor Lighting
17.04.06: Subdivision Standards	Chapter 16.42: Design Standards Chapter 16.50: Utilities and Improvements Chapter 16.72: Cluster Development Chapter 16.76: General Engineering Specifications
17.04.07: Land Conservation Standards	Chapter 16.72: Cluster Development Chapter 17.104: Rural Land Use Process
17.04.08: Site and Structure Standards	New
17.04.09: Areas and Activities of State and Local Interest	Title 17. Division II: Areas and Activities of State and Local Interest
Chapter 17.05: Signs	
17.05.01: Purpose & Applicability	§17.116.010: Consistency with State and Federal Requirements §17.116.020: Consistency with traffic control devices §17.116.030: Public property §17.116.050: Exemption §17.116.140: Prohibited Signs or Advertising Devices
17.05.02: Permanent Sign Standards	§17.116.060: Home occupation §17.116.070: Advertising devices—On-premises §17.116.080: Advertising devices—Off-premises §17.116.110: Animation §17.116.120: Illumination §17.116.130: Setbacks
17.05.03: Temporary Sign Standards	§17.116.090: Development signs
17.05.04: Specific Sign Type Standards	§17.116.100: Gateway signs
Chapter 17.06: Administration & Procedures	
17.06.01: Purpose and Organization	New
17.06.02: Summary of Review Procedures	New
17.06.03: Common Review Procedures	New
17.06.04: Site Development Procedures	New
17.06.05: Sign Review Procedures	§17.116.040 Application
17.06.06: Subdivision Procedures	Chapter 16.08: Submission and Review of Sketch Plan

Table 3: Pueblo County UDC Proposed Organization

New Sections	Existing Content & Comments
	Chapter 16.12: Submission and Review of Preliminary Plat Chapter 16.16: Submission and Review of Final Plan Chapter 16.20: Related Procedures Chapter 16.24: Sketch Plan Requirements Chapter 16.28: Preliminary Plan Requirements Chapter 16.32: Final Plat Requirements Chapter 16.38: Conformance with Existing Laws Chapter 16.64: Fees Chapter 16.68: Global Positioning System
17.06.07: Hazardous Waste Incinerator or Processor Site Procedures	Title 17. Division III: Hazardous Waste Incinerator or Processor Site Certificate of Designation
17.06.08: Code Amendment Procedures	Chapter 17.126: Planned Unit Development Chapter 17.144: Amendments
17.06.09: Flexibility and Relief Procedures	Chapter 16.58: Variances Chapter 17.140: Appeals
17.06.10: Review and Decision-making Bodies	New
Chapter 17.07: Measurement & Definitions	
17.07.01: Purpose and Organization	New
17.07.02: Rules of Construction	New
17.07.03: Rules of Measurement	§17.120.040: Height Restrictions—Exceptions §17.120.050: Front Setback—Developed Area §17.120.060: Through Parcel §17.120.070: Corner Parcel §17.120.090: Required Yards §17.120.100: Porches, Patios, Carports, and Other Open Structures §17.120.110: Stairways, Fire Escapes, Chimneys, and Flues §17.120.120: Grouped Houses—Yards
17.07.04: Definitions	Chapter 16.04: Introductory Provisions and Definitions (Definitions) Chapter 17.04: General Provisions and Definitions (Definitions)

Next Steps

As was noted upfront, this Code Assessment provides an opportunity for stakeholders to weigh in on preliminary recommendations for the new UDC before the drafting process gets underway.

Recommendations are preliminary. Based on input received, the project team will integrate feedback into the drafting process by:

- Carrying forward ideas that seem to have broad support; and
- Introducing alternative approaches for consideration and further discussion where support is lacking or seems to be more mixed.

Three additional opportunities for input—one for each module of the UDC—will be provided as the draft UDC begins to take shape, followed by additional opportunities to review the consolidated UDC before it moves forward for adoption.