

Social Resources Technical Memorandum

New Pueblo Freeway

CDOT Project No. IM 0251-156

Project Control No. 12831

Colorado Department of Transportation

September 2005
(Updated November 2010)

Contents

Project Description	1
Methods and Assumptions	1
Service Area Boundaries in the City of Pueblo	2
Education	2
Fire Protection and Emergency Services	7
Law Enforcement	9
Parks and Recreation.....	11
Trails and Bike Routes	12
Other Community Resources	12
Neighborhoods	17
Impacts.....	20
No Action Alternative	20
Build Alternatives	20
Mitigation	23

Exhibits

- 1 Educational Facilities with Attendance Boundaries Adjacent to the I-25 Corridor
- 2 Elementary Schools and School Attendance Areas
- 3 Middle Schools and School Attendance Areas
- 4 High Schools and School Attendance Areas
- 5 Fire Response Areas and Station Locations
- 6 Law Enforcement Patrol Quadrants
- 7 Trails and Trailheads
- 8 Community Resources
- 9 Neighborhood Boundaries

Project Description

The Federal Highway Administration (FHWA), in cooperation with the Colorado Department of Transportation (CDOT), is preparing an Environmental Impact Statement (EIS) for the New Pueblo Freeway project, a proposal to improve a 7-mile segment of Interstate 25 (I-25) through Pueblo, Colorado. Improvements are necessary to address an outdated roadway and bridges with inadequate geometrics, safety issues, and existing and future traffic demand.

Alternatives under consideration include taking no action (No Action), reconstruction of the interstate on essentially the existing alignment (Existing I-25 Alternative), and reconstruction of the interstate on existing and new alignments (Modified I-25 Alternative). The alternatives are further described as follows:

- **No Action Alternative** - This alternative provides only for minor improvements, repairs, and other maintenance actions. The existing four-lane highway will otherwise remain unchanged.
- **Existing I-25 Alternative** - This alternative consists of reconstructing I-25 to six lanes on essentially the same location, reconfiguring and eliminating access points to the interstate to improve safety, and providing other improvements to the local street system to enhance system connectivity and traffic movement near the interstate.
- **Modified I-25 Alternative** - This alternative consists of rebuilding I-25 to six lanes and providing the other improvements included in the Existing I-25 Alternative, except the alignment would be shifted to accommodate different interchange configurations.

Transportation Management strategies and design variations of grade and alignment are incorporated into the build alternatives.

Methods and Assumptions

A variety of methods have been used to acquire baseline data related to the Social Resources in the I-25 corridor area. Specific sources are identified in the data presented in this memorandum; in general, data were collected from the following sources:

- Published reports, hardcopy, and online resources from various service providers
- Interviews with service providers in the community
- Geographic database information provided by the service provider, City of Pueblo, or Pueblo County sources
- Information from annual reports or budgets
- Information on tourism and historic areas provided by the Greater Pueblo Chamber of Commerce and State of Colorado

Service Area Boundaries in the City of Pueblo

Service area boundaries are defined as the area within which populations receive services and within which the populations are assigned to a specific facility providing the service. There are attendance areas for schools, service areas for fire stations, and police patrol districts. A resident residing with a particular district would attend an identified elementary school and would receive emergency services from a particular fire station.

District boundaries typically consist of a mixture of man-made and natural barriers, as well as arbitrary boundaries such as city jurisdictional lines. In Pueblo, the Arkansas River and Fountain Creek are natural features that have been used as boundaries between activities and neighborhoods. Rail lines and major highways such as I-25 and US 50 represent man-made activities that have developed as boundaries that have separated places and activities within the community.

Interstate 25 was initially developed as US Highway 85/87 and then modified to the interstate standards of that time and opened in 1959. In the I-25 corridor area, the roadway parallels Fountain Creek to its confluence with the Arkansas River, and the southern extent of the corridor is west of and adjacent to Rocky Mountain Steel Mill. Most, if not all, of the service providers in the community have incorporated the issues presented by I-25 into their service boundaries for more than 40 years. The proposals for improvements modify all interchanges to some extent but generally do not alter accessibility to facilities and neighborhoods in the corridor

Education

Pueblo School District No. 60 serves the educational needs of the corridor residents, and its service area boundary is generally co-terminus with the City of Pueblo. The total enrollment of pre-Kindergarten to High School students in 2003 was 17,693 students. The district provides services through 22 elementary, 6 middle, 5 high, and 4 charter schools.

There are 10 schools that have attendance boundaries that either cross the corridor or are adjacent to the existing alignment of I-25. Those educational facilities are identified in the following table.

EXHIBIT 1

Educational Facilities with Attendance Boundaries Adjacent to the I-25 Corridor

School Name	Address	2003 Enrollment
Bessemer Academy Elementary School	1125 East Routt Avenue	481
Centennial High School	2525 Montview Avenue	1,216
Central High School	216 East Orman Avenue	1,060
Corwin Middle School	1500 Lakeview Avenue	334
Fountain Elementary School	916 North Fountain Avenue	324
Freed Middle School	715 West 20th Street	528
James H. Risley Middle School	625 Monument Avenue	424
Minnequa Elementary School	1708 East Orman Avenue	365

EXHIBIT 1

Educational Facilities with Attendance Boundaries Adjacent to the I-25 Corridor

School Name	Address	2003 Enrollment
Somerlid Elementary School	2717 West Street	274
South Park Elementary School	3100 Hollywood Drive	335

Source: Accountability Report to the Community, Pueblo No. 60 School District, December 2003. Colorado Department of Education; Fall 2003 Pupil Membership by County, District, and Grade Level; <[http://www.cde.state.co.us/cdereval/download/pdf/2003 PM](http://www.cde.state.co.us/cdereval/download/pdf/2003%20PM)>; (accessed 22 June 2004).

One of the most important concerns with school attendance areas, especially those related to elementary schools, is whether they cross I-25. Pueblo School District No. 60 (SD #60) has policies regarding bus service to elementary, middle, and high school students. Bus service is provided to students at each type of facility based on the distance from the school site. Students electing to attend a school outside of their home school attendance area, a charter school, or a private school are not eligible for bus transportation service.

The attendance areas and bus service area associated with each school facility are depicted in Exhibits 2, 3, and 4. There are five elementary schools serving school-age children along the I-25 corridor. Two of the schools (Minnequa and South Park Elementary) that are in the southern portion of the corridor area have attendance areas that do not cross I-25. The eastern attendance boundary for both schools is also the Pueblo City limits adjacent to the Rocky Mountain Steel Mill.

The transportation policy for elementary students states the students residing more than 1 mile from their home school are eligible for bus service. The distance is measured as a radius from the school. Some students attending Bessemer Academy are required to cross over I-25 at either Northern Avenue or Mesa Avenue. The Mesa Avenue overpass serves as the primary pedestrian access to the school and connects the east and west portions of the Bessemer Neighborhood.

Fountain Elementary School has a relatively large attendance area that encompasses a wide geographic area. The school is located east of I-25 at 11th Avenue and Fountain Street, and the service area extends as far south as the Arkansas River and west to the State Hospital area. However, much of the western portion of the attendance area contains non-residential land uses that do not house a large number of school-age children. Regardless, those students on the west side are limited to either the 4th Avenue or 8th Avenue underpasses of I-25 and the bridges across Fountain Creek. This situation applies not only to school access, but also to all connectivity between neighborhoods east of I-25 and downtown.

Somerlid Elementary School is located west of I-25 at 28th and Elizabeth Street. The attendance boundary extends east of I-25 to Fountain Creek and includes all of the land between Fountain Creek and I-25. Most of this area is currently non-residential or is planned and zoned for non-residential land use. Few, if any, students are required to cross I-25 to attend the school.

EXHIBIT 2
Elementary Schools and School Attendance Areas

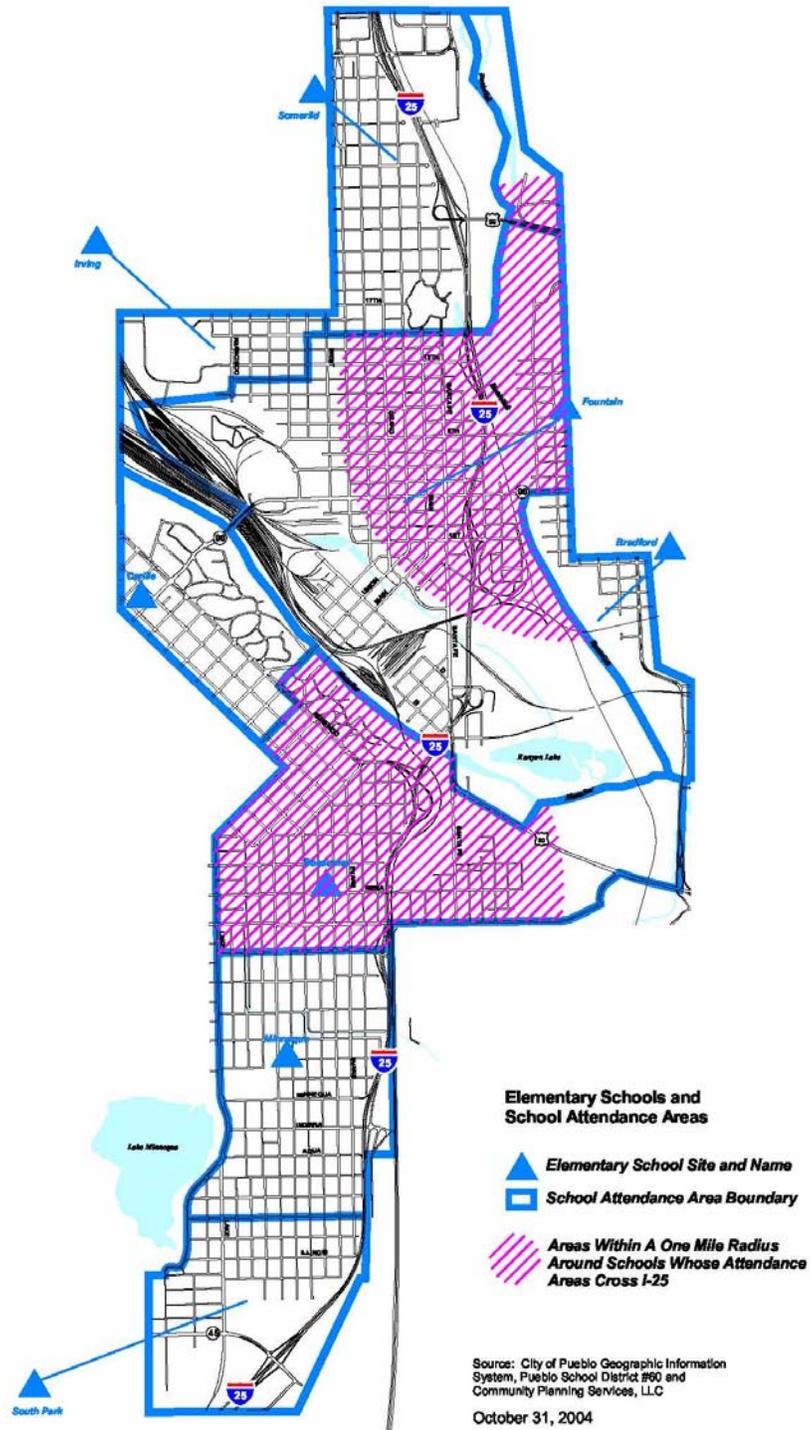
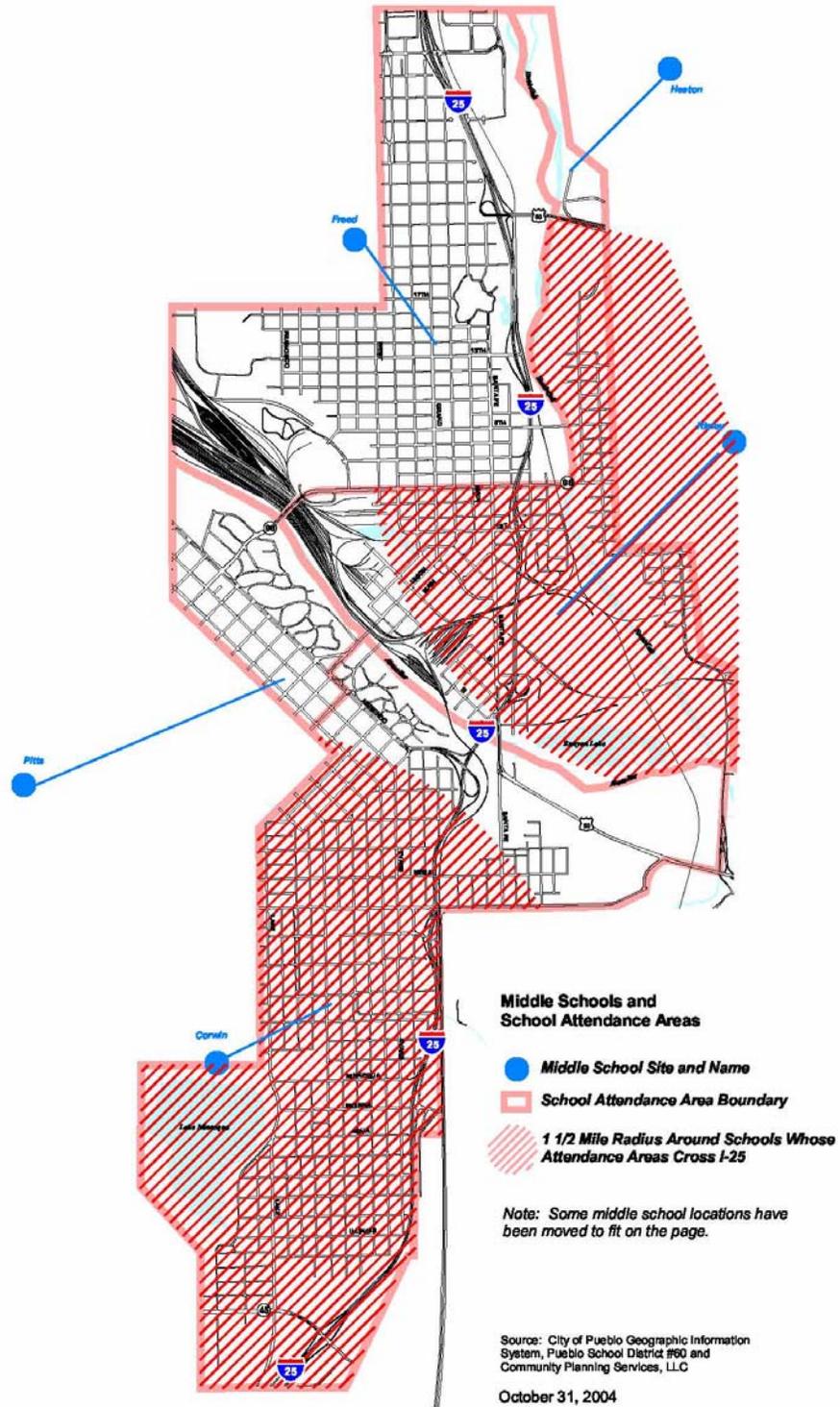


EXHIBIT 3
Middle Schools and School Attendance Areas



In general, middle school attendance areas have been developed by consolidating elementary schools' boundaries. The transportation policy for middle school students states the students residing more than 1.5 miles from their home school are eligible for bus service. As with the elementary schools, the distance is measured as a radius from the school. The issues of access across I-25 are the same as those associated with the elementary schools cited previously. There are three middle school facilities that serve corridor students. Students in the southern end of the corridor attend Corwin Middle School, which generally uses the Steel Mill as its eastern boundary except where it crosses I-25 along Northern Avenue and Mesa Avenue in the Bessemer Academy catchment area.

Risley Middle School serves Pueblo's neighborhoods east of Fountain Creek. However, there is an extension of the attendance area west of I-25 that encompasses the largely non-residential activities in the downtown, Civic Center, and Union Avenue Historic District.

The third middle school, Freed, serves the area generally north of 4th Street and west of Fountain Creek. Although the boundaries cross I-25, it encompasses the non-residential land use activities sandwiched between I-25 and Fountain Creek.

High school boundaries represent an additional consolidation of attendance areas. There are four high schools in the City of Pueblo, three of which serve corridor students. The Arkansas River serves as the north-south boundary between Centennial High School on the north and Central High School to the south. Central High School serves the previously mentioned area of the Bessemer Neighborhood east of I-25. Northern Avenue and Mesa Avenue are essentially the primary access routes to the school. The attendance boundary for Centennial High School extends east of I-25 just south of US 50 and generally follows Kingston Street south to the Arkansas River. The transportation policy for high school students states that the students residing more than 2 miles from their home school are eligible for bus service. The distance is measured as a radius from the school.

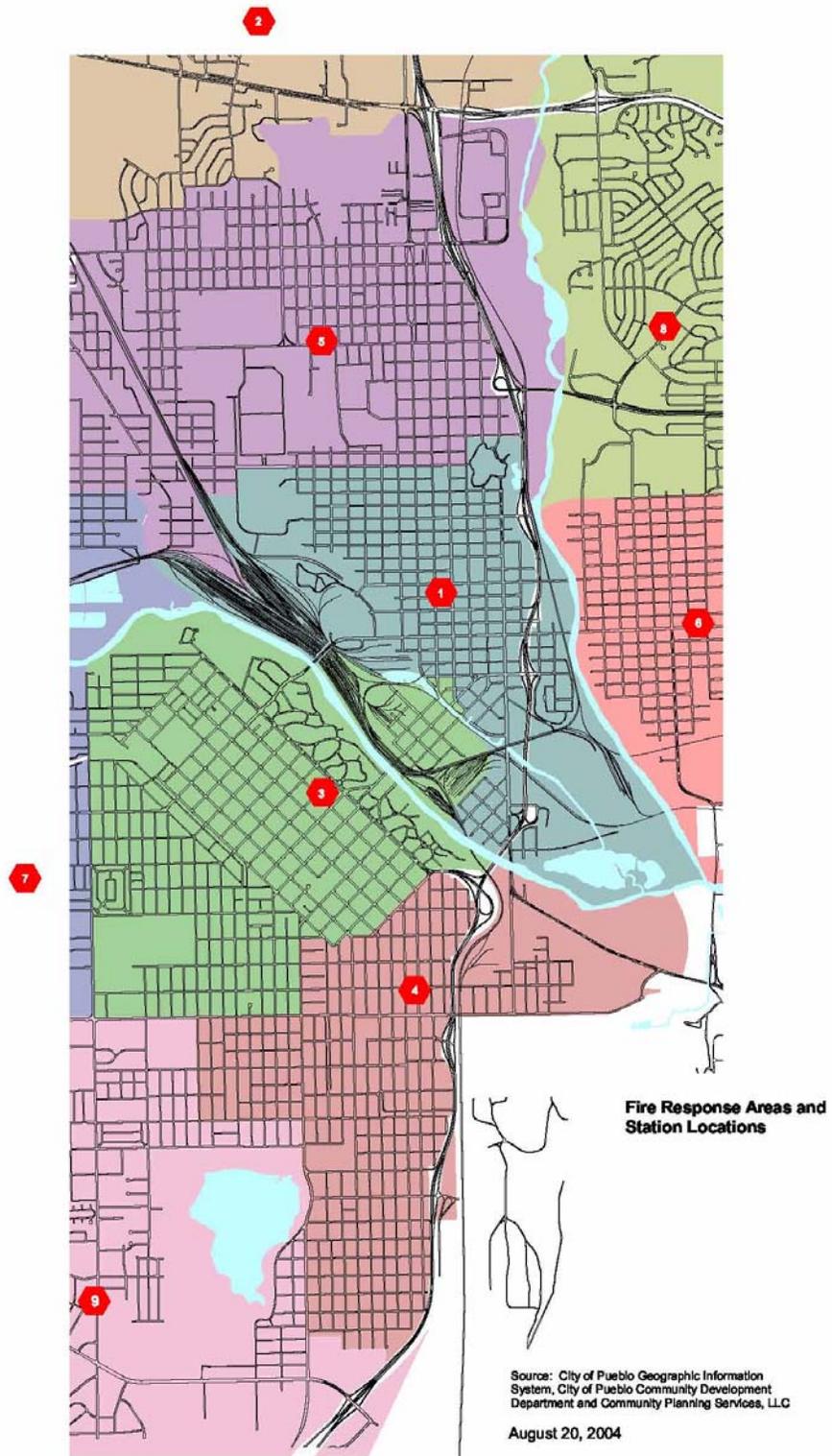
Fire Protection and Emergency Services

The City of Pueblo is serviced by a fire department consisting of 143 full-time personnel located in 10 fire stations throughout the community. The stations have service areas that divide the community into response areas. Two companies respond to each call for service. The primary station in the service area is the first to respond with the nearest adjacent company serving as back up.

The Pueblo Fire Department service areas generally use Fountain Creek and I-25 as a boundary in the north-south direction and various major streets and natural features within the community as other boundaries. Fire service response areas and station locations are shown in Exhibit 5.

There are six stations along the I-25 study corridor that would respond to an emergency on the highway or in adjacent neighborhoods. The hazardous materials unit is located at Station House #1 at 7th and Greenwood Avenue, and it is responsible for responding to all suspected hazardous material incidents. Advanced Life Support Units are part of the function of each firehouse and that unit within the firehouse responds to each call for emergency medical service.

EXHIBIT 5
Fire Response Areas and Station Locations



Hazardous Materials Response

The City of Pueblo currently has one firehouse equipped to contain hazardous material spills. The concern with suspected hazardous material spills is the need to contain the spill before it seeps into the ground or migrates to surface water courses. This requires that the containment equipment be as close to the spill site as possible. Fire Station #1 located at 7th and Greenwood Avenue services all incidents of suspected hazardous spills in the entire community. Currently, the closest access to I-25 in the southbound direction occurs at 1st Street. This interchange provides access to points south of 1st Street. Any incidents occurring north of 1st Street requires the hazardous materials unit to first go north to the nearest interchange (8th Street), and then double-back at an interchange past the spill site to access the southbound lane.

The northbound lanes of I-25 are accessed at 8th Street to access sites north of 8th Street or 1st Street in the southbound lanes to double-back to sites in the northbound lanes south of 1st Street. This is similar to the access conditions previously described for southbound lanes.

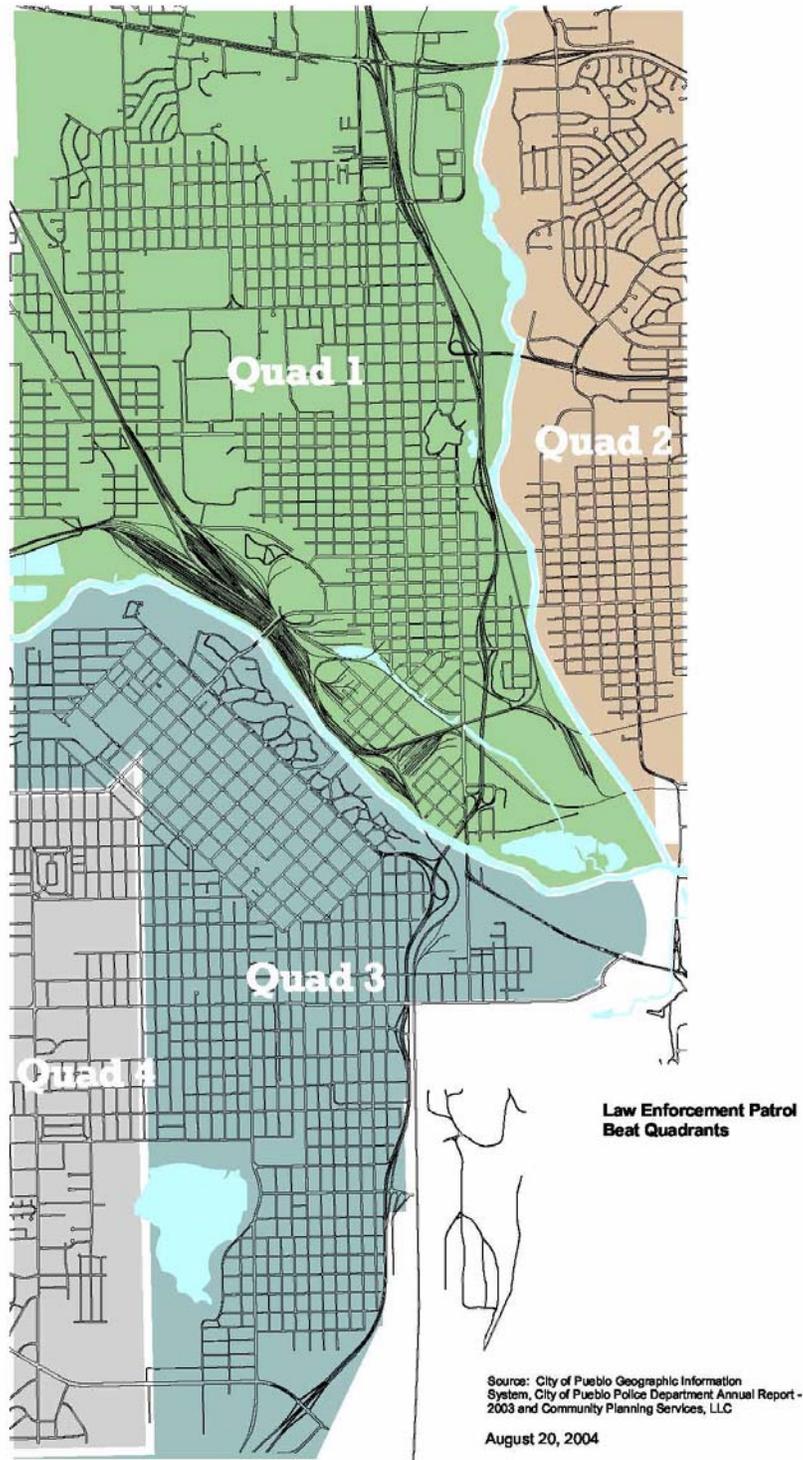
Law Enforcement

Law enforcement services are provided by the Department of Police of the City of Pueblo. The department consists of 247 full-time personnel, of which 189 are classified as sworn police officers and the remaining 58 are civilian, or non-sworn, employees. The department is organized into three bureaus: the Operations Bureau, consisting of the patrol divisions and traffic division; the Investigations Bureau, which consists of the S.W.A.T. team, crisis negotiation, explosives/ordnance, criminal investigation, and special investigations divisions; and the Services Bureau, which comprises internal affairs, administrative services, special, and support services divisions.

The functions of the Patrol Division are those that are the most visible to the community. This division is responsible for immediate police response to emergencies, preliminary investigation of criminal activity, and identification and apprehension of criminal suspects. The Traffic Division consists of 19 full-time employees who investigated almost 5,400 traffic accidents and issued over 13,000 traffic citations in 2003.

The Patrol Division serves the community by dividing up the city into various quadrants and "beats." Patrol officers are assigned specific beats to foster a sense of community ownership among officers and to promote higher levels of community policing. There are four quadrants in the community, as shown in Exhibit 6, and the Arkansas River separates the quadrants north and south. Fountain Creek serves to further define quadrants 1 and 2 in the north, and Quadrant 3 south of the Arkansas River serves residents in the southern part of the I-25 corridor. There are 11 "beats" delineated in the community, seven of which either cross I-25 or use the roadway as a boundary of the beat.

EXHIBIT 6
Law Enforcement Patrol Quadrants



Parks and Recreation

The City of Pueblo provides opportunities for leisure activities for its citizens by maintaining existing and developing new parks and offering recreational services. The Parks and Recreation Department has a full-time equivalent staff of 40 persons. The department, like many in City government, has been asked to reduce staff and program activities as a result of funding shortfalls. Consolidation of divisions, outsourcing of planting materials rather than an in-house greenhouse operation, and reduced maintenance schedules for parks are examples of the effort to reduce costs. Parks and recreational facilities located within the I-25 corridor area are detailed in the Parks and Recreation Technical Memorandum.

While the City provides most of the facilities that are used to offer programs, it is not alone in the provision of leisure activities. Organizations such as the Young Men's Christian Association (YMCA) and the Boy's and Girl's Clubs also provide services. The YMCA of Pueblo is located at 700 N. Albany Avenue and has been at this site since 1968. Over the years, the facility has expanded from its original configuration containing an indoor swimming pool, gymnasium, and associated lockers and offices into a building containing over 40,000 square feet of space. The current facility contains a four-lane swimming pool, gymnasium, women's and men's fitness rooms, weight room, aerobic/exercise room, two racquetball/handball courts, child care center, meeting rooms, and administrative offices. The site is just over 2 acres in size and has 86 parking spaces and four handicapped parking spaces.

The YMCA offers programs to all age groups - from toddlers to seniors. Activities include developmental programs for toddlers and pre-schoolers, before- and after-school care for school-age children, aquatics and water fitness, youth and adult sports, health and fitness for all age groups, and programs for families and older adults. The YMCA operates programs at remote sites, primarily at school buildings for after-school programs. However, over 80 percent of the programs are offered and conducted in the main facility on Albany Street.

Participation in YMCA programs is available as a facility member or as a program participant. There were 4,862 facility memberships in 2003, which entitles the participant unlimited access to certain facilities and reduced program fees. A program participant is one who purchases a specific activity, such as sports league, swimming lessons, or martial arts program. There were 12,685 program members using the YMCA in 2003. The YMCA calculates that 60 percent of all facility members and program members are under the age of 18 years.

Facility memberships are annual and based on a sliding scale for families, single parents, and seniors. Program memberships are based on a class-by-class fee schedule. The YMCA of Pueblo offers scholarships to those in financial need. In 2003, there were 2,160 scholarships awarded.

The YMCA of Pueblo has 25 full-time employees, 65 part-time employees, and 25 seasonal workers (located at the Camp Jackson facility). The 2002 Operating Budget of the YMCA was \$1.9 million (YMCA of Pueblo, Annual Report 2003).

The YMCA of Pueblo has embarked on an ambitious program of developing a “YMCA Community Campus.” The YMCA has acquired 240 acres of land near the intersection of Pueblo Boulevard and US 50. Plans call for development of 150 acres of the site with an indoor recreation facility, sports fields, trails, and a nine-hole golf course. Construction of infrastructure and roadway access to the site has begun, and there is a plan for phasing the building of the recreation center and sports fields. The phasing schedule is based on the ongoing funding campaign for the project.

The development of the YMCA Community Campus is not intended to replace the existing downtown facility on Albany Street. The YMCA recognizes its client base as being in the central portion of the Pueblo community. It serves residents of adjacent neighborhoods, downtown employees, and seniors who are clustered near the facility. The YMCA has consistently responded to concerns about abandoning the old facility when the community campus is built with a pledge that there will be a downtown presence of the YMCA (Interview with Terry Lockwood, CEO/President YMCA of Pueblo, June 25, 2004).

Trails and Bike Routes

The City of Pueblo has an extensive system of off-street trails and on-street bike routes to serve the non-motorized recreational and commuter needs of residents. The City has a 25-mile-long trail system located primarily within the floodplains of the Arkansas River and Fountain Creek. There are six trailheads along the system that are within the I-25 study area. The system connects to schools, parks, the Central Business District, and other public facilities and points of interest in the community.

On-street bike routes have been designated for specific streets in the community. The on-street routes have been classified into two categories: one for all riders on low-volume, low-speed roadways and the other for experienced riders on high-volume, high-speed roadways. Both experienced and all-rider roads may vary in vehicle volume and roadway width. Trails and bike routes in the corridor are shown in Exhibit 7.

Other Community Resources

There are a number of additional community resources that contribute to the quality of life of residents and visitors to the community. The following list represents those amenities within the corridor area that have a relationship to I-25, either through access or visibility. The locations of these facilities are identified in Exhibit 8.

Pueblo Mall

The Pueblo Mall remains the city's only enclosed shopping facility. The mall is located at the intersection of I-25 and State Highway 47; it was opened in 1976 and contains 575,000 square feet of space. Major stores include Dillard's, JC Penney, and Sears. Additionally, there are 80 specialty stores and a food court with seating for 150 customers.

EXHIBIT 7
Trails and Trailheads

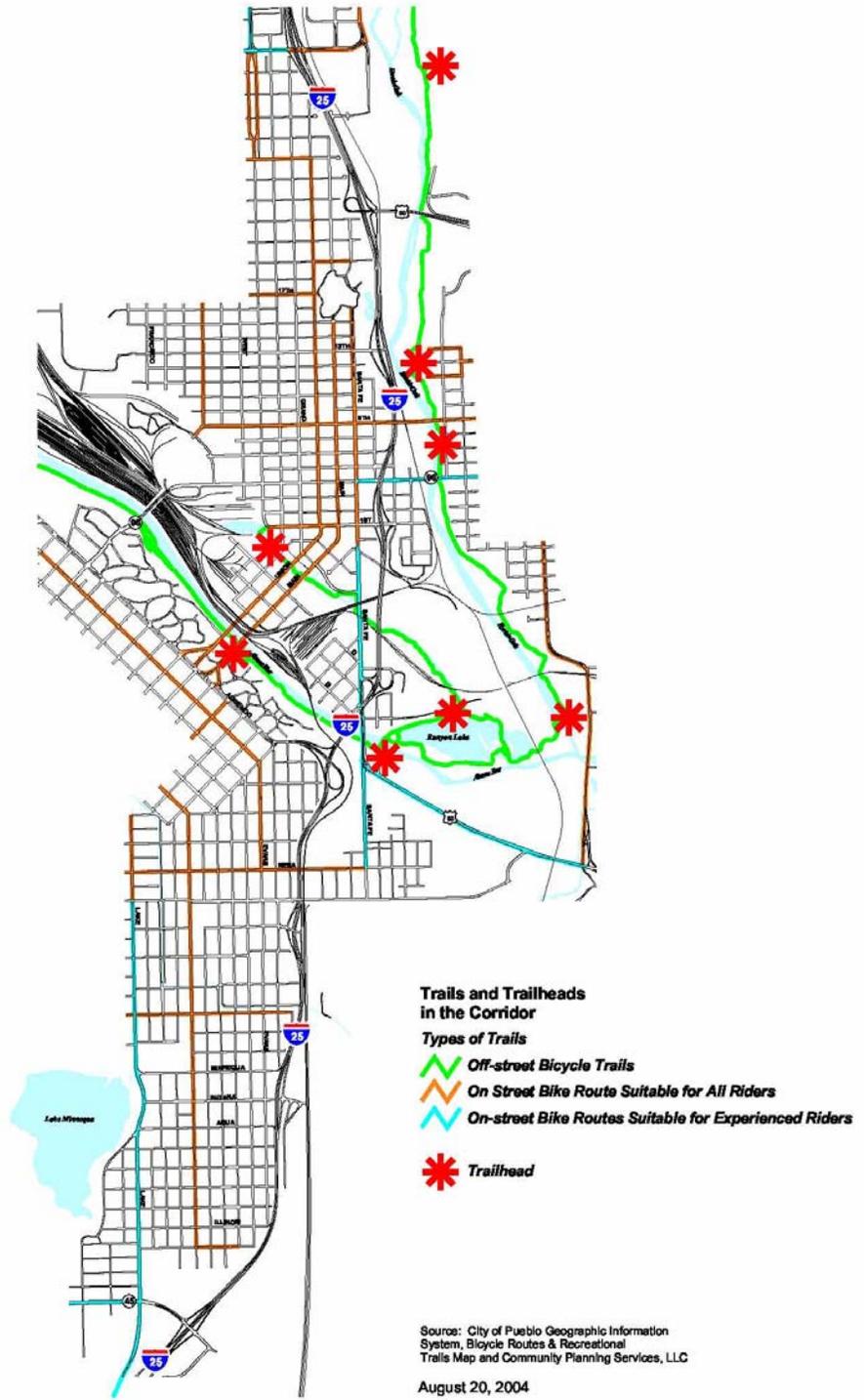
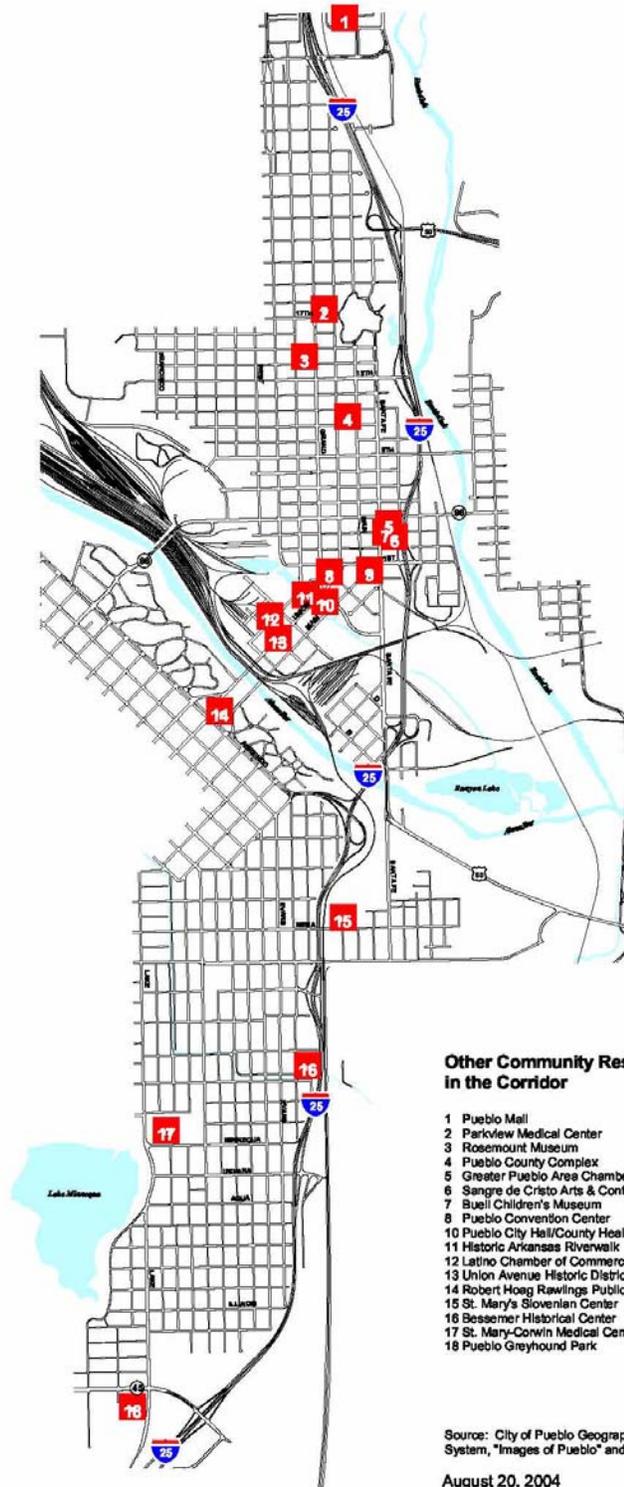


EXHIBIT 8
Community Resources



**Other Community Resources
in the Corridor**

- 1 Pueblo Mall
- 2 Parkview Medical Center
- 3 Rosemount Museum
- 4 Pueblo County Complex
- 5 Greater Pueblo Area Chamber of Commerce
- 6 Sangre de Cristo Arts & Conference Center
- 7 Buell Children's Museum
- 8 Pueblo Convention Center
- 10 Pueblo City Hall/County Health Dept.
- 11 Historic Arkansas Riverwalk
- 12 Latino Chamber of Commerce
- 13 Union Avenue Historic District
- 14 Robert Hoag Rawlings Public Library
- 15 St. Mary's Slovenian Center
- 16 Bessemer Historical Center
- 17 St. Mary-Conwin Medical Center
- 18 Pueblo Greyhound Park

Source: City of Pueblo Geographic Information System, "Images of Pueblo" and Community Planning Services, LLC

August 20, 2004

Northbound access is provided by a slip ramp that requires traversing a signalized intersection with US Highway 50B to exit at 29th Street or to go past the mall to the US 50/SH 47 interchange and using Dillon Drive.

Parkview Medical Center

Parkview Medical Center contains over 300 beds and provides services in acute medical care and behavioral medicine. The campus is located at 17th Street and Court Avenue and is spread throughout the neighborhood. The service area covers the entire southeastern part of the state and encompasses over 45,000 square miles. The facility is the largest private sector employer in Pueblo.

Parkview Medical Center is one of two full-service medical centers serving the City of Pueblo and surrounding area. The other is St. Mary Corwin Hospital, which is south of central Pueblo and is also located west of I-25.

Rosemount Museum

The Rosemount Museum and Carriage House sits next to the Parkview Medical Center. It was once the private, custom built, 24,000 square foot home of John A. and Margaret Thatcher. Built in 1893, this 37 room home was named for Mrs. Thatcher's favorite flower. Today the house is a museum and contains most of the original furniture including Tiffany chandeliers, oak staircase, and a 9-foot by 13-foot stained glass window.

Pueblo County Complex

The county administrative complex is located at 10th and Main Street. The complex consists of the courthouse and ancillary office buildings that house motor vehicle registration, the assessor's and clerk's offices, and other administrative functions.

Greater Pueblo Area Chamber of Commerce

The Chamber is located at 3rd Street and Santa Fe Avenue, houses services to the business community of Pueblo, and serves as a tourist information center.

Sangre de Cristo Arts and Conference Center

The center, located at 2nd Street and Santa Fe Avenue, contains four art galleries, a 500-seat theater, studio/classroom space, a dance studio, and a conference/banquet facility. The site is shared with the Buell Children's Museum.

Buell Children's Museum

This hands-on facility was funded by the community and focuses on the arts, science, and history. The building, which was opened in June 2000, houses many interactive exhibits, is adjacent to the Sangre de Cristo Arts Center, and contains 12,000 square feet.

El Pueblo Museum

This museum is located at West 1st Street and Court Street, has recently undergone extensive remodeling and expansion, and is located at the actual historic site of El Pueblo. The Colorado Historical Society owns the property, which chronicles life in the Pueblo region from prehistoric times through 1900.

Pueblo Convention Center

The Pueblo Convention Center is located at 1st Street two blocks west of I-25. The facility has 16,200 square feet of exhibit space, five meeting rooms containing a total of 5,000 square feet of space, and a pre-function lounge area of over 2,000 square feet. The main ballroom can support up to 1,600 for a convention or provide classroom seating for over 1,200. The facility is attached to the 164-room Marriott Hotel.

Pueblo City Hall, Pueblo County Health Department, Pueblo Police Department

A cluster of public offices and services are located near the intersection of South Main Street and Grand Avenue. The area attracts those doing business with the City and those seeking health care and law enforcement services.

St. Mary's Slovenian Center

The center is located in the old St. Mary's School at Mesa Avenue and Taylor Avenue in the Bessemer Neighborhood. The center houses the Gornick Genealogy Center, which has an extensive library of descendants of Slovenian lineage who settled in the Pueblo area.

Bessemer Historical Society/ Colorado Fuel & Iron (CF&I) Administration and Historical Library

The Bessemer Historical Society (BHS) was founded in 2000 with a primary mission to provide permanent care for the archives and objects of the CF&I steel mill. The BHS collects, preserves, interprets, and exhibits the collections of the steel and mining industry, the Bessemer Neighborhood, and the working family in the steel and mining industry in Pueblo and Colorado. BHS purchased the Main Administrative Complex and Dispensary of CF&I. The buildings are listed on the National Register of Historic Places at the state level of significance and are one of the most beautiful examples of Spanish revival architecture in the City of Pueblo.

Access to the Bessemer Neighborhood is critical to the revitalization efforts of this community.

St. Mary-Corwin Medical Center

This 400-plus bed acute-care facility is a teaching hospital that was founded in 1882. The campus of the hospital is located at Lake Avenue and Minnequa Avenue and includes physicians' offices, medical equipment offices, and related rehabilitation services.

Historic Arkansas Riverwalk

The Historic Arkansas Riverwalk is a 32-acre urban waterfront with boats, food, special events, entertainment, and historic shopping district. Attractions on the Riverwalk include narrated excursions boat tours, lakeside pedal boat rides, and walking tours recounting the Riverwalk's historic beginnings.

Robert Hoag Rawlings Public Library

The Robert Hoag Rawlings library is located at 100 E. Abriendo Ave. This library includes a new 109,000-square-foot facility, and five-story facility with views of the Arkansas Valley, historic Pueblo, and the Front Range.

Neighborhoods

Neighborhood boundaries have been delineated in the Pueblo community for a number of years. An initial delineation of boundaries was developed as part of the 1980 Census Bureau Neighborhood Statistics Program. That delineation has evolved into the current activities of the City of Pueblo neighborhood-planning program, which revisited those boundaries.

As shown in Exhibit 9, there are 10 neighborhoods located within the corridor area.

Northside: The Northside Neighborhood skirts the northwest corner of the corridor area, extending from 27th Street on the south and I-25 on the east. The area within the corridor contains commercial uses along 29th Street and Elizabeth Street.

Belmont Central: The western edge of the Belmont Neighborhood is along Fountain Creek.

Mineral Palace: The eastern edge of the neighborhood is I-25.

Fountain: Fountain Creek serves as the western boundary of the Fountain neighborhood.

Lower East Side: Fountain Creek serves as the western boundary for this neighborhood.

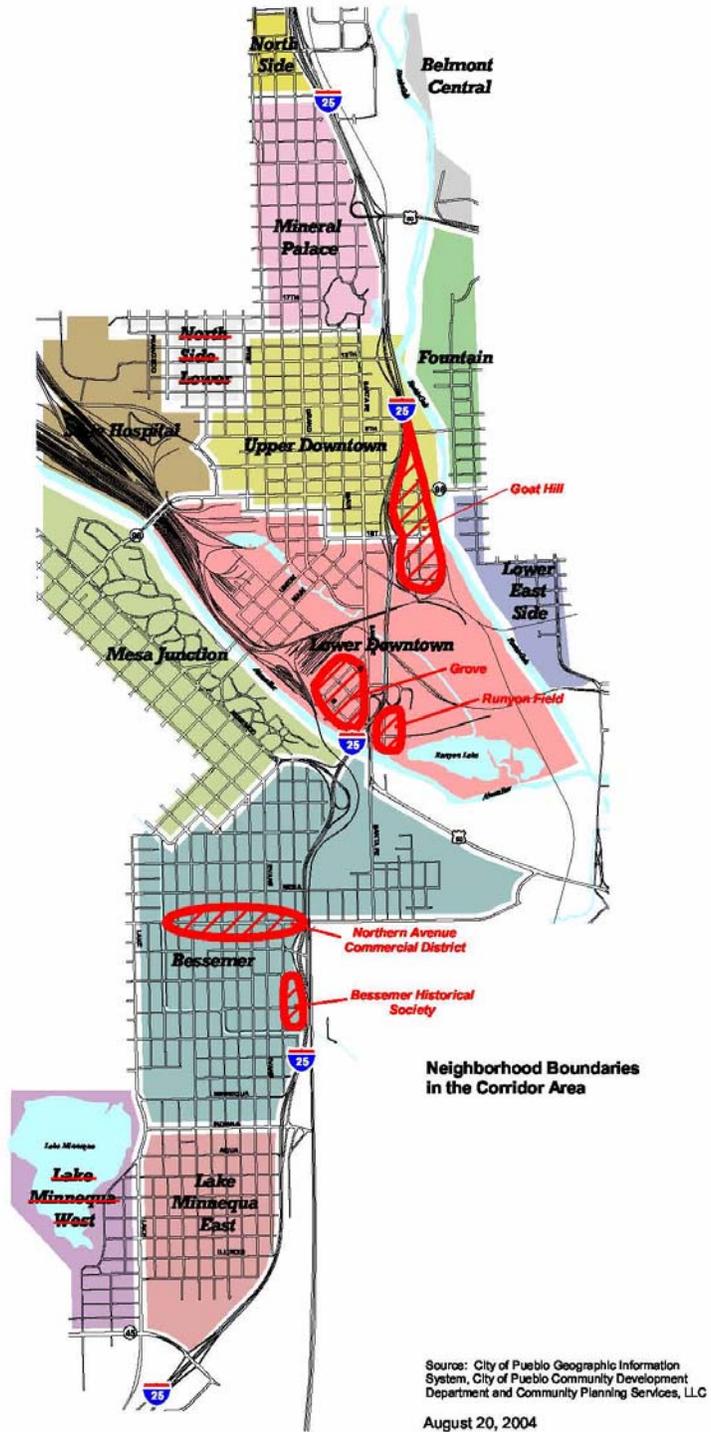
Upper Downtown: The Upper Downtown area generally consists of areas west of I-25 and north of 1st Street. The exception is an area known as Goat Hill (see Exhibit 9), which is between I-25 and Fountain Creek. (A portion of Goat Hill also falls south of 1st Avenue, which is in the Lower Downtown Neighborhood.) Upper Downtown is the historic commercial center of Pueblo, and many financial and governmental services are also located in this area. Interstate 25 has served as the eastern boundary of the downtown.

Goat Hill is an isolated area formed by transportation routes and Fountain Creek. The teardrop shaped area starts at a point on the north where the Burlington-Northern Railroad and I-25 merge (or separate) just north of 8th Street and extends southward where the area bubbles out in a tear-drop at Clarence Street. The widest point in the bubble is approximately 1,100 feet. The western boundary of the area is I-25 and, before the original construction of I-25, it appears that Goat Hill was an extension of the Central Business District.

Goat Hill contains a mixture of residential, commercial, and industrial activities. There are approximately 63.2 acres of land in the Goat Hill area, of which about 60 percent is subdivided for private and public use. The remainder is in road and railroad rights-of-way. There are 216 subdivided parcels of land in Goat Hill, and 117 of those tracts are in residential use. Public uses are associated with almost 25 percent of the tracts, of which the majority are in the Fountain Creek open space corridor owned by the City of Pueblo. There are 31 vacant parcels of land in the Goat Hill area.

Fourth Street serves as a dividing line between the commercial, industrial, and open space activities to the north and the residential uses to the south. Single-family homes comprise 85 percent of the residential uses in Goat Hill; however, less than half of the units are owner occupied (46.3 percent).

EXHIBIT 9
Neighborhood Boundaries



Lower Downtown: The Lower Downtown area covers a wide area and contains a variety of activities. This irregularly shaped area extends from the Arkansas River on the south, to roughly 1st Street on the north, Fountain Creek on the east, and the 4th Street Bridge over the Arkansas River at the Midtown Shopping Center.

Among the activities in the area are the Pueblo Convention Center, a concentration of City of Pueblo administrative and service facilities, the Historic Arkansas River Project (HARP), Union Avenue Historic District, the D.R.G.W. Railroad Yards, industrial activities along Santa Fe Avenue, Runyon Ballfields, Runyon/Fountain Lakes State Wildlife Area, and two residential areas.

Grove Neighborhood: The Grove Neighborhood is the area west of Santa Fe Avenue and surrounded on all other sides by the D.R.G.W. rail yards (see Exhibit 9). The area has a substantial residential population estimated at 340 people housed in 107 single-family homes and four duplex properties. The perimeter of the area contains industrial and warehousing activities along D Street and a variety of commercial uses along Santa Fe Avenue, including the Sonic Drive-in, Animal Kingdom Pet Store, Fox's Garden Supply, the Grove Bar, and Discount Tire Outlet. There is also a mixture of land uses internal to the neighborhood. The Clark Spring Water Co., the Monastery of Our Heavenly Father, Mt. Carmel School and Church, the Grove (tavern), and Moynahan Park are sprinkled throughout the neighborhood.

One of the unique site conditions in the Grove Neighborhood as well as in other areas in the Lower Downtown area is the offset of the grid street system. The majority of the City of Pueblo is platted on a north-south grid. The Grove area street grid is off-set in a northeast-southwest direction, which creates some unusual and somewhat complicated three-way intersections along Santa Fe Avenue viaduct.

Runyon Field Neighborhood: The Runyon Field Neighborhood is between I-25 and the Runyon Field baseball complex, the Arkansas River, and the existing Ilex interchange with I-25. There are 34 single-family homes in this area and a population of approximately 100.

Mesa Junction: The Mesa Junction Neighborhood is located along the bluffs that overlook the Arkansas River just south of downtown. A relatively small portion of the neighborhood, along Abriendo Avenue is adjacent to I-25. Most of the land activity in this area is taken up with the existing I-25 and Abriendo Avenue interchange, the severe topographic conditions associated with the bluff, and the D.R.G.W. rail line that extends southward to the Rocky Mountain Steel Mill and beyond.

Lake Minnequa East Neighborhood. This neighborhood extends from I-25 on the east to Lake Minnequa on the west and from Indiana Avenue on the north to Pueblo Boulevard on the south. Lake Avenue served as the historic entryway into the City of Pueblo (prior to the construction of I-25) and retains many commercial activities. The area between Lake Avenue and I-25 is a stable residential area, and there are numerous vacant parcels along Pueblo Boulevard at the I-25 interchange.

Impacts

No Action Alternative

The No Action Alternative would not impact any community resources within the corridor and would not affect community cohesion. Areas where the construction of I-25 bisects neighborhoods and residential properties would remain unchanged would continue to act as a community barrier. The residential area east of I-25 in the Grove Neighborhood would continue to be isolated. No community improvements would be provided in the Downtown Neighborhood, and Goat Hill would remain isolated. Noise from additional traffic would continue to increase and aesthetics along the interstate would not be improved.

Build Alternatives

North Area

The Build Alternatives would directly impact community resources in the Northside, Eastside, and Downtown Neighborhoods. Residents of the Northside and Eastside Neighborhoods would benefit from improved access and neighborhood connections. Residents would also benefit from improved access to the Downtown Neighborhood and also to the Parkview Medical Center (with the new ramp at 13th Street).

Both of the Build Alternatives require the acquisition of the YMCA downtown site. YMCA services will be moving to a new campus on acquired land near the intersection of Pueblo Boulevard and US 50.

Construction of the Build Alternatives would require the acquisition of 50 feet of Mineral Palace Park along I-25, as discussed in the Parks and Recreation Technical Memorandum. Mitigation includes a restoration plan that would increase the size of the park and restore historic features and neighborhood connections, ultimately benefiting the surrounding community.

Both Build Alternatives would positively impact community cohesion by improving access for motorists and pedestrians. The extension of Dillon Drive to the south would allow for improved local access to the Pueblo Mall and regional retail destinations for the Northside and Eastside Neighborhoods. In addition, it would remove drivers who are making local trips from the interstate. Access would be provided to the land west of the Dillon extension, allow for commercial development to occur, and keep regional retail in this neighborhood. Construction of pedestrian trails along I-25 to the north and south and across I-25 near Mineral Palace Park would provide an additional connection for the residents of the Northside and Eastside Neighborhoods. This would allow Northside Neighborhood residents to visit the Pueblo Mall on bicycle and connect the Eastside Neighborhood to Mineral Palace Park and the Northside and Downtown Neighborhoods.

In the Downtown Neighborhood, the Build Alternatives would construct a split-diamond interchange that would disconnect highway ramps from local streets; provide continuous, organized, and improved access to the Downtown street network; improve signage; and create a gateway to the neighborhood at 14th Street. The construction of the northbound frontage road would require that Bradford Avenue be made into a cul-de-sac on both ends

and that homes in Goat Hill be acquired. Kelly Road would be extended from Santa Fe Avenue into Goat Hill, providing a second access point to the neighborhood.

Each of the alternatives for I-25 maintains the same number of crossings of the roadway to provide connectivity between the east and west portions of the community. Accessibility is enhanced by the alternatives because Abriendo Avenue will connect with Santa Fe Drive to provide a new east-west connection south of the Arkansas River.

A critical need for law enforcement service in the community is a new police building. Police services are provided at a central facility located at 130 Central Main Street. The current structure is over 50 years old and shows signs of severe deterioration and functional obsolescence. After numerous efforts at securing a funding source one has been identified and a new structure is under consideration. A number of sites are under review in the lower downtown area and within 0.5 miles of the existing site. All of the sites, which have been publicly discussed, have access to I-25 in a manner similar to the current situation, and it is believed that there will be little impact to the operations of the police department.

South Area

The Build Alternatives would not impact community cohesion in the South Gate Neighborhood and the southern portion of the Bessemer Neighborhood. Community resources in the South Area would be positively impacted by the construction of pedestrian trails that would connect JJ Raigoza Park to neighborhoods as far north as the Northside Neighborhood.

Central Area

Existing I-25 Alignment

The Existing I-25 Alternative would directly impact community resources in the Central Area. The construction of a split-diamond interchange between Abriendo Avenue and Northern Avenue would require the acquisition of right-of-way from Benedict Park as discussed in the Parks and Recreation Technical Memorandum. Mitigation proposed for the Existing I-25 Alternative would split Benedict Park into two areas across Mesa Avenue.

Community cohesion in the Grove Neighborhood would not be impacted under the Existing I-25 Alternative. Vehicle access into the Grove Neighborhood would remain unchanged and limited improvements would be made to trail system connections from the neighborhood. Connectivity across I-25 would remain severed for motorists and pedestrians.

Although the Existing I-25 Alternative would require the acquisition of 71 residences from the west Bessemer neighborhood, community cohesion would be positively impacted by improved local roadway and trail systems that reconnect the neighborhood and restore east/west connectivity that was severed when I-25 was built. Abriendo Avenue would be connected to Santa Fe Drive, restoring east/west connectivity in the neighborhood that was severed by the construction of I-25. The connections between I-25 and local neighborhood streets at Central Avenue, Minnequa Avenue, and Illinois Avenue would be removed and replaced with connections to major roadways including Abriendo Avenue, Northern Avenue, and Indiana Avenue providing better east/west connectivity for highway users and reserving neighborhood streets for local traffic.

The elimination of the interchange at Minnequa Avenue would have a negative impact on the neighborhood commercial uses at Minnequa Avenue and Evans Avenue (Keg Liquors and a vacant gas station). This same reduction is expected to have a positive effect on the residential activities along Minnequa Street.

Regional pedestrian connectivity through the Bessemer Neighborhood would be improved with the construction of a trail “backbone” system that would connect JJ Raigoza Park in the south to destinations to the north such as HARP, Runyon Field Sports Complex, and Mineral Palace Park. The trails would cross I-25 at Mesa Avenue, providing additional east-west connectivity within the neighborhood for pedestrians.

Modified I-25 Alignment

The Modified I-25 Alternative would directly impact community resources in the Central Area by shifting the highway on to park property at Runyon/Fountain Lakes State Wildlife Area and completely acquiring Benedict Park, as described in the Parks and Recreation Technical Memorandum. However, access to Runyon Field Sports Complex would be improved, allowing visitors to access the facility using the extended Stanton Avenue, a local road, rather than from the off-ramp of I-25. In addition, mitigation proposed for Benedict Park would result in a larger, contiguous park that would provide a greater benefit to the surrounding community than the Existing I-25 Alternative, which proposes to reconstruct the park across Mesa Avenue.

Shifting I-25 east would acquire 34 residences in the east Grove Neighborhood, completely removing the pocket of homes that was isolated when I-25 was built. Because the Grove neighborhood would no longer be bisected by the interstate, neighborhood cohesion could be restored. In addition, the realignment of the interstate would make it possible to substantially increase both north/south and east/west connectivity throughout the Central Area. Santa Fe Avenue would be extended south of the Arkansas River to Minnequa Avenue. This extension would allow residents to use a local roadway to travel from neighborhoods in the south to the Downtown and Northside Neighborhoods, instead of having to rely on I-25. The extension would also provide a much needed additional local street crossing of the Arkansas River, reconnecting Santa Fe Avenue to Abriendo Avenue, and would restore the local street network that was severed when I-25 was built.

The Modified I-25 Alignment would require the acquisition of 59 residences from the west Bessemer neighborhood. Additional connectivity to the north and south is provided by the extension of Stanton Avenue north and west to Santa Fe Avenue and south to Santa Fe Drive. Residents of the Bessemer Neighborhood east of I-25 would be more connected to the rest of the neighborhood, as well as the community resources in the Grove and Downtown Neighborhoods. The Stanton Avenue connection was developed directly from community input and reflects the public’s desire to avoid the use of I-25 as Pueblo’s main street. It also adheres to City of Pueblo long-range plans, which show Stanton Avenue connecting to D Street. The overall impact of the Santa Fe Avenue and Stanton Avenue extensions would be the creation of a grid system that improves emergency access, reconnects neighborhoods, and improves neighborhood cohesion.

The Bessemer Neighborhood Plan promotes the idea of heritage tourism associated with the display of the CF&I Steel Mill (now known as the Evraz Rocky Mountain Steel Mills)

archives and development of the administration site. Visibility of the site is important to attracting the regional traveler who is not aware of this attraction. The trench that the mainline is in decreases the visibility of the site. The frontage roadway configuration in the area requires that the traveler be observant about an exit point well before a destination is reached. For example, one must exit onto the frontage road well north of Abriendo to access Northern Avenue. Well-located signage will be important to the success of heritage tourism in the neighborhood.

The Bessemer Neighborhood Plan also promotes the enhancement of the Northern Avenue Commercial District. One of the concerns in the commercial area is sufficient and convenient customer parking. On-street parking is limited and additional traffic onto Northern Avenue would make it more difficult to use. Off-street parking lots to be accessed by the cross streets off of Northern Avenue have been proposed. The increased traffic on Northern Avenue needs to be monitored and traffic controls calibrated to facilitate turning movements. Another goal of the plan is to encourage a pedestrian orientation in the shopping environment in the district. Again, traffic volumes are a potential conflict with safe and convenient pedestrian cross-street movement.

Regional pedestrian connectivity would be improved through a trail “backbone” system, as described for the Existing I-25 Alignment. In addition, the Modified I-25 Alignment would improve pedestrian access through the Grove Neighborhood through the construction of trails and the new street grid network.

Mitigation

The public’s involvement throughout the project was essential in shaping the Build Alternatives. The Citizen’s Working Group helped to shape the alternatives, reducing impacts within neighborhoods, and identifying opportunities to make the transportation system function more effectively within their neighborhoods and enhance community resources.

In the Northside Neighborhood, residents of the neighborhood surrounding Mineral Palace Park, along with citizens throughout the Pueblo region, were committed to protecting the park. Through a series of public meetings, citizens were active participants in the development of mitigation strategies to address the impacts expected from widening I-25 next to the park. The mitigation plan for the park is described in detail in the Parks and Recreation Technical Memorandum. To ensure mitigation strategies were not eliminated or reduced due to costs to the project, the citizens developed a resolution stating adherence to these commitments for City Council to pass at one of their council meetings.

Mitigation for impacts to Benedict Park under the Existing I-25 Alternative includes expansion of Benedict Park south of the existing park using right-of-way not required for transportation improvements to construct a new 3-acre addition to the park. Mitigation for impacts to Benedict Park under the Modified I-25 Alternative includes the construction of a new 7-acre Benedict Park south of the existing park location between Mesa Avenue and Northern Avenue. Mitigation for Benedict Park is discussed in detail in the Parks and Recreation Technical Memorandum.

Twenty-three neighborhood workshops were held to provide neighborhood residents a forum to discuss issues affecting where they live, work, and play. One of the workshops was conducted in the Grove Neighborhood to discuss the possible acquisition of properties for the project because of the realignment options for I-25. The eastern portion of the Grove Neighborhood has 34 homes that are currently isolated from other residential and commercial areas because they are surrounded by I-25 to the west and Runyon Field Sports Complex on the east. The workshop concluded with residents agreeing that they would prefer that every home in the neighborhood be acquired, even if the project only required acquisition of homes in the western half of the neighborhood. The group noted that leaving only a few homes in the eastern half of the neighborhood would degrade and further isolate the neighborhood, worsening the impacts of the original I-25 construction. This input was vital in the development of the Modified I-25 Alternative, which acquires all 34 homes instead of the few along the highway boundary.

At another workshop, the residents of the east Bessemer neighborhood voiced their concerns about original plans that would cause them to lose Santa Fe Avenue as a direct route to Downtown. This concern prompted designers to look for other solutions. The result is a proposed extension of Stanton Avenue, including a new bridge over the Arkansas River. The new road provides a direct route to Downtown and greatly improves access to Runyon Field.

Visual screening to shield I-25 from the residential properties in Goat Hill will be provided to mitigate for the acquisition of homes in the neighborhood. The Visual Impacts Technical Memorandum provides more information on mitigation for visual impacts along the corridor.

All property acquisition and relocation shall comply fully with federal and state requirements, including the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970, as amended (Uniform Act). Further mitigation for the acquisition of property is discussed in the Right-of-Way and Relocation Technical Memorandum.

Addendum to the Social Resources Technical Memorandum – New Pueblo Freeway Project, dated September 2005

PREPARED FOR: New Pueblo Freeway - CDOT Region 2
PREPARED BY: Shonna Sam/CH2M HILL
COPIES: CH2M HILL Project File
DATE: October 29, 2010

Introduction

This addendum updates the Social Resources Technical Memorandum prepared in September 2005 for the New Pueblo Freeway project based on comments provided by Colorado Department of Transportation (CDOT) on the Draft Environmental Impact Statement (DEIS). It is not the intent of this addendum to recreate data previously presented or update all the data presented in the report, but to address those issues identified by CDOT in their July 2010 review of the DEIS. The information presented in this addendum does not change the conclusions of the original analysis.

Community Facilities

Comments provided on the DEIS indicated that some community facilities described in the text were not included in the mapping contained in the original Technical Memorandum. The DEIS has updated the community facilities in the study area and describes these facilities by neighborhood as follows. The most recent mapping (2010) that displays neighborhoods and community facilities is presented as **Exhibit 1**.

Northside Neighborhood

Community resources in and adjacent to the Northside Neighborhood include Mineral Palace Park, Parkview Medical Center (17th Street and Court Avenue), Fire Station #5 (2401 6th Avenue), and three schools (Somerville Elementary, Freed Middle, and Centennial High).

Eastside Neighborhood

Community resources in and adjacent to the Eastside Neighborhood include Fire Station #6 (located at 1325 E. 4th Street), Fire Station #8 (1551 Bonforte Boulevard), multiple pocket and neighborhood parks (not all are presented in **Exhibit 1**), and ten schools. Of the schools, only Risley Middle School located east of I-25 on Monument Avenue has attendance boundaries that extend west of I-25 outside of the Eastside Neighborhood (in the Grove Neighborhood).

Downtown Neighborhood

Community resources in the Downtown Neighborhood include Pueblo Police Department (130 Central Main Street), Fire Station #1 (425 West 7th Street), the Rosemount Museum (14th Street and Grand Avenue), the Historic Arkansas Riverwalk of Pueblo (HARP), the Sangre de Cristo Arts and Conference Center (adjacent to I-25 at 2nd Street and Santa Fe Avenue), the Buell Children's Museum (located within the Sangre de Cristo Arts and Conference Center), the El Pueblo History Museum (1st Street and Union Avenue), the Latino Chamber (215 South Victoria Avenue), and the Pueblo Convention Center. No schools are located within this neighborhood.

A cluster of government offices and services, including the Pueblo City Hall and the Pueblo County Health Department, are located near the intersection of S. Main Street and Grand Avenue. The area attracts those doing business with the City and seeking health care or law enforcement services. The Pueblo County Administrative Complex is located at 10th and Main Street. The complex consists of the courthouse and ancillary office buildings that house motor vehicle registration, the assessor and clerk's office, the Department of Emergency Management, and other administrative functions.

Grove Neighborhood

Community facilities in the Grove Neighborhood include Runyon/ Fountain Lakes State Wildlife Area, Runyon Field Sports Complex, and Moynihan Park. There are no schools in this neighborhood.

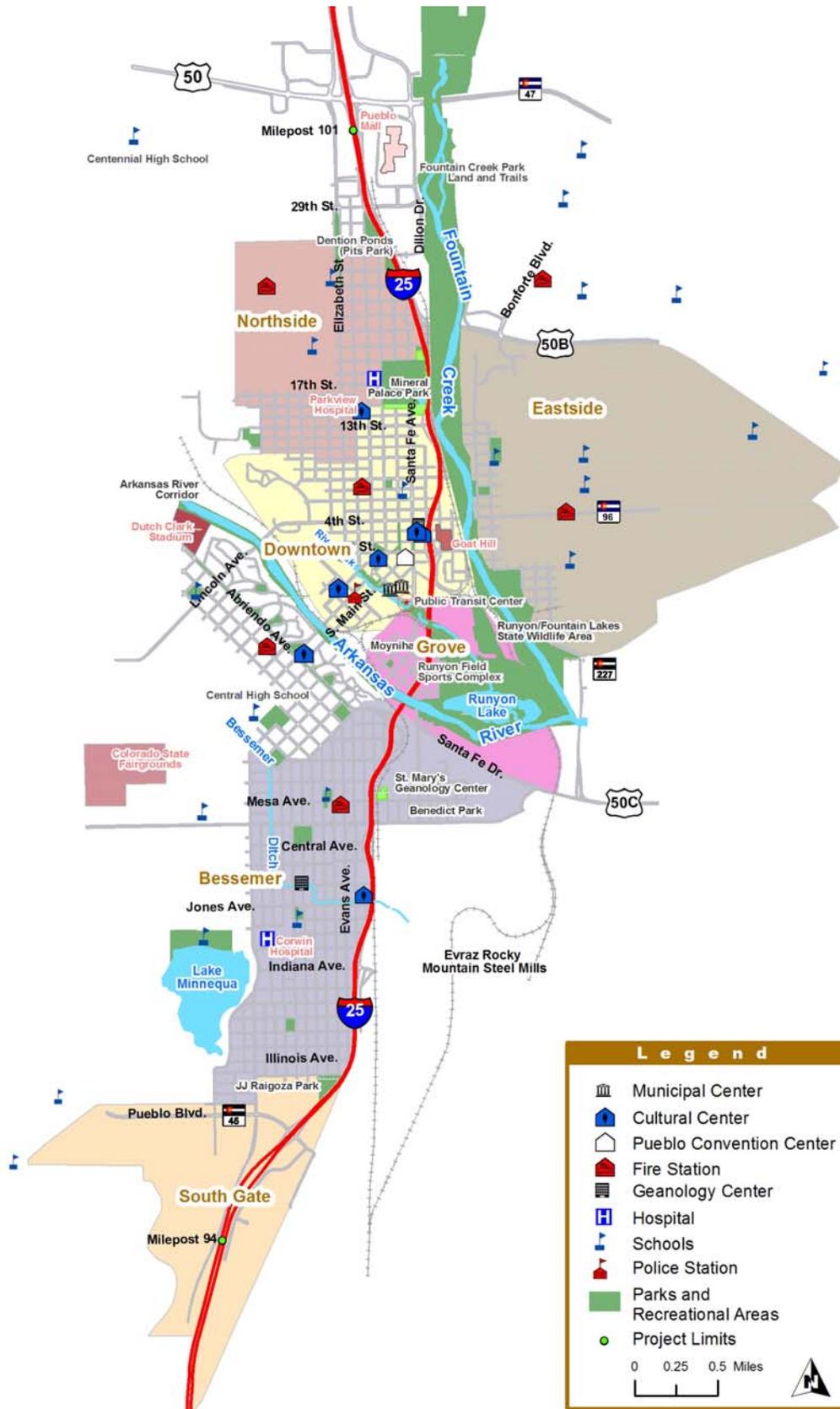
Bessemer Neighborhood

Community facilities in the Bessemer Neighborhood include Benedict Park, Lake Minnequa (with access from Lake Avenue), St. Mary-Corwin Medical Center (Lake Avenue and Minnequa Avenue), Bessemer Historical Society and Historical Library (located at the corner of Abriendo Avenue and Canal Street in the Main Administrative Complex and Dispensary of CF&I), St. Mary's Genealogy Center (located in the old St. Mary's School at Mesa Avenue and Taylor Avenue), Fire Station #3 (123 West Evans Avenue), Fire Station #4 (1201 E. Evans Street), Minnequa Elementary, Corwin International Magnet School, Bessemer Academy, and Central High School. Each school has attendance boundaries that fall adjacent to or cross I-25 and depend on Northern and Mesa Avenue for access across I-25.

South Gate Neighborhood

Community facilities in the South Gate Neighborhood include JJ Raigoza Park, South Park Elementary School, and Beulah Heights Elementary School. The attendance boundaries for the schools fall adjacent to I-25 and no students are required to cross I-25.

EXHIBIT 1
 Pueblo Neighborhoods and Community Facilities Adjacent to I-25



Routes to School

Comments provided on the DEIS requested information regarding routes to middle and high schools. This information is provided below.

Corwin Middle School is located at 1500 Lakeview Avenue. Students in the southern end of the corridor attend Corwin Middle School, which generally uses the Steel Mill as its eastern boundary. Few students have to cross I-25 to reach the school. The majority of students travel local roads to Lake Avenue to access the school.

Risley Middle School serves Pueblo's neighborhoods east of Fountain Creek. However, there is an extension of the attendance area west of I-25 that encompasses the largely non-residential activities in the downtown, Civic Center, and Union Avenue Historic District. Few if any students have to cross I-25 to reach the school. The majority of students travel local roads or use principal arterials such as 4th Street and Monument Avenue.

The third middle school, Freed, serves the area generally north of 4th Street and west of Fountain Creek. Although the boundaries cross I-25, it encompasses the non-residential land use activities sandwiched between I-25 and Fountain Creek. Most students access Freed Middle School via 20th Street.

There are four high schools in the City of Pueblo, three of which serve corridor students. The Arkansas River serves as the north-south boundary between Centennial High School on the north and Central High School to the south. Central High School serves the previously mentioned area of the Bessemer Neighborhood east of I-25, and Northern Avenue and Mesa Avenue are essentially the primary access routes to the school.

The attendance boundary for Centennial High School extends east of I-25 just south of US 50 and generally follows Kingston Street south to the Arkansas River. Most students access Centennial High School via Baltimore Avenue.

East High School serves students east of I-25 north and south of US 50. Most students access East High school via Troy Avenue and Constitution Road.

Discrepancies between the DEIS and Technical Memorandum

Comments provided on the DEIS point out discrepancies between the DEIS and Technical Memorandum, in particular, the number of fire stations and neighborhoods. The DEIS contains the most recent information and the correct number of community facilities and neighborhoods. These are shown in **Exhibit 1**. There are six neighborhoods – Northside, Eastside, Downtown, Grove, Bessemer, and South Gate. There are also six fire stations:

- Fire Station #1 (425 West 7th Street)
- Fire Station #3 (123 West Evans Avenue)
- Fire Station #4 (1201 E. Evans Street)
- Fire Station #5 (2401 6th Avenue)
- Fire Station #6 (located at 1325 E. 4th Street)
- Fire Station #8 (1551 Bonforte Boulevard)

Community Cohesion

Comments on the DEIS raised questions as to whether impacts to community cohesion for the Grove neighborhood are accurately described. The Technical Memorandum states that acquisition of the 34 isolated homes east of I-25 would restore community cohesion to the Grove neighborhood. Upon review of the information and public input we find that it is true that there is a potential to restore community cohesion because the neighborhood would no longer be fragmented. The existing residents would still be impacted by property acquisition, but the neighborhood overall would no longer be divided by the highway.

This conclusion is largely driven by public input. A workshop was conducted with residents of the Grove Neighborhood to discuss the possible acquisition of properties for the project because of the realignment options for I-25. The eastern portion of the Grove Neighborhood has 34 homes that are currently isolated from other residential and commercial areas because they are surrounded by I-25 to the west, and Runyon Field Sports Complex on the east. The workshop concluded with residents agreeing that they would prefer that every home in the neighborhood be acquired, even if the project only required acquisition of homes in the western half of the neighborhood. The group noted that leaving only a few homes in the eastern half of the neighborhood would degrade and further isolate the neighborhood, worsening the impacts of the original I-25 construction. This input was vital in the development of the Modified I-25 Alternative, which would acquire all 34 homes instead of the few along the highway boundary. Acquiring these residents would potentially make the neighborhood more cohesive.

Mitigation

Additional mitigation to address impacts during construction is as follows:

- During construction, CDOT will provide advance notice to emergency service providers, schools, the community, and residents regarding road delays, access, and special construction activities.

Figures

All graphics in the Technical Memorandum are replaced with **Exhibit 1**.

Conclusion

This addendum updates the Social Resources Technical Memorandum prepared in September 2005 for the New Pueblo Freeway project based on comments provided by CDOT on the Draft Environmental Impact Statement (DEIS). The information presented in this addendum does not change the conclusions of the original analysis.

References

Pueblo Area Council of Governments (PACOG). 2001. *Pueblo Comprehensive Plan*.

PACOG. 2005. *Central Pueblo Framework Plan*.

PACOG. 2008. Pueblo Regional Transportation Plan.

City of Pueblo, Colorado. City website. <http://www.pueblo.us/>