TOWN OF MONUMENT

Comprehensive Plan 2017

Adopted February 08, 2017
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RESOLUTION ADOPTING COMPREHENSIVE PLAN
TOWN OF MONUMENT
County of El Paso, State of Colorado
Resolution No. 2017 -

A RESOLUTION ADOPTING THE TOWN OF MONUMENT 2017 COMPREHENSIVE PLAN

WHEREAS, the Town of Monument, Colorado, ("Town") Planning Commission is empowered pursuant to Section 31-23-201, et. seq., C.R.S. to make and adopt a master (or comprehensive) plan; and

WHEREAS, the Town updated its 2003 Plan in its entirety including the three-mile annexation plan pursuant to Section 30 of Article II of the Colorado Constitution, and the Colorado Revised Statutes Section 31-12-101 et. seq., and

WHEREAS, the Planning Commission recognized the need for a substantial update to its Comprehensive Plan that complies with the requirements of Section 31-23-201, et. seq., C.R.S.; and

WHEREAS, the Planning Commission has considered the comments of staff and the public regarding the Comprehensive Plan as presented, and

WHEREAS, the Planning Commission makes the following findings based on the matters presented to it:

A. The Comprehensive Plan is in the best interests of the Town; and

B. The Comprehensive Plan correctly categorizes land uses and proactively prepares and protects the Town for future growth in and surrounding the Town; and

C. The Comprehensive Plan includes fiscal considerations for servicing land within its defined three-mile Plan which serves as the Town's Annexation Plan pursuant to Section 31-12-105, C.R.S.; and

WHEREAS, the Planning Commission conducted two public hearings on the Town of Monument Comprehensive Plan with the final public hearing on February 8, 2017; and

BE IT RESOLVED BY THE BOARD OF TRUSTEES OF THE TOWN OF MONUMENT, COLORADO:

Section 1. The Town of Monument Comprehensive Plan called 'Plan Monument' dated February 2017 is hereby adopted.

Section 2. The Town of Monument Comprehensive Plan as adopted hereby, expressly includes maps and other matters, intended by the Planning Commission to form the whole of the Town of Monument Comprehensive Plan, all of which materials are contained within the plan document itself, and which plan document is hereby declared to be a part of the Plan.

Section 3. The adoption of the Planning Commission adopting the Town of Monument Comprehensive Plan shall be recorded by the identifying signature of the Secretary to the Commission.

Section 4. A copy of this Resolution shall be attached to each copy of the Town of Monument Comprehensive Plan and shall serve as an attestation that each such copy is a true and correct copy of the Plan as adopted.

Section 5. An attested copy of the Town of Monument Comprehensive Plan shall be and hereby is certified to the Town of Monument Board of Trustees and the El Paso Board of County Commissioners pursuant to Section 31-23-208, C.R.S.

Section 6. This Resolution shall be effective upon adoption by the Planning Commission.

ADOPTED AND APPROVED this 5th day of February, 2017

TOWN OF MONUMENT
Planning Commission

Ed Delaney, Chair

ATTEST:

Secretary to the Commission

CERTIFIED COPY RECEIVED AND APPROVED this ___ day of _________, 2017

TOWN OF MONUMENT
BOARD OF TRUSTEES

Jeff Kaiser, Mayor

CERTIFIED COPY RECEIVED AND APPROVED this ___ day of _________, 2017.

COUNTY OF EL PASO, BOARD OF COUNTY COMMISSIONERS

Chairperson
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## Acknowledgements

### Board of Trustees
- Mayor Jeffrey Kaiser
- Mayor Pro Tem Don Wilson
- Kelly Elliott
- Jeffrey Bornstein
- Dennis Murphy
- Greg Coopman
- Shea Medlicott

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- Jeffrey Bornstein
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### Consultant
**Community Matters, Inc.**
- Barbara Cole, President
- Robert C. Haywood, Vice President
- Michael Davenport, AIA, AICP
- Ann Pitinga, JD

### Town of Monument Staff
- Chris Lowe, Town Manager
- Pamela Smith, Town Treasurer
- Jacob Shirk, Police Chief
- Cynthia Sirochman, Town Clerk
- Tom Tharnish, Public Works Director
- Larry Manning, Planning Director
- Jennifer Jones, Planner
- Robert Bishop, GIS
- Madeline VanDenHoek, Community Relations Specialist
CHAPTER 1. THE MONUMENT COMMUNITY

OVERVIEW

The Town of Monument is in northwestern El Paso County along Interstate 25. Monument has grown rapidly over the last 14 years since the Town’s 2003 Comprehensive Plan was adopted, reflecting similar growth trends in El Paso and Douglas Counties, two of the fastest growing counties in the State of Colorado. The Town’s growth is attributed to many cherished characteristics of place:

- The Town’s location along I-25 affords excellent access to Colorado Springs, Castle Rock, and the Denver Tech Center;
- Many people choose to locate in Monument and the Tri-Lakes because of the exceptional K-12 school system;
- Citizens often cite the ‘small-town’ feel as a top reason for living in Monument; and finally
- Residents love the natural beauty of the area, access to trails, and recreational opportunities.

The physical size of the area that comprised the Town in 2003 has grown by approximately 1.9 square miles or 1,190 acres, represented primarily by the annexations of Village Center at Woodmoor, Trails End, Promontory Pointe, Home Place Ranch, and Sanctuary Pointe (see Map 1 - Annexations since 2003).

Since the last Plan was completed, the Town of Monument has grown from a community where the predominant type of development was residential subdivisions located outside the incorporated limits of the Town to a community that serves as the regional trade center for the Tri-Lakes Region.

The Town’s two previous Comprehensive Plans in 1984 and in 2003 and the I-25 Gateway Corridor Plan aspired to the following priorities:

- Attract high-quality development, particularly commercial;
- Maintain the unique characteristics that give Monument its small-town feel.

Since the completion of the last Comprehensive Plan, the Town of Monument has changed in profound ways keeping with these priorities.

In 2003, there were approximately 1.6 million square feet of non-residential development primarily located in the downtown area between I-25 and the railroad mainline. Today, the Town has 2.3 million square feet of non-residential development with the largest concentrations in the following areas:

- Baptist Road/Struthers Road Corridor: 250,000 square feet including King Soopers, Natural Grocers by Vitamin Cottage, Walgreens, and Fairfield Inn Hotel.
- Monument Market Place: 660,000 square feet including Walmart, Home Depot, and Kohls.
- The Greater Downtown/West Highway 105 Area: 810,000 square feet including Safeway and government, education, religious, and health care facilities.
- Mitchell Road/Synthes Avenue Area: 240,000 square feet comprised primarily Johnson and Johnson (formerly known as DePuy Synthes), known for the manufacturing of medical devices.
- East Highway 105 (Cipriani Loop): 50,000 square feet including Sundance Studio, Jasmine Garden, and Back East Bar and Grill.
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The Town continues to strive to maintain its small-town character by creating places and activities that bind the community together. Examples include July 4th celebration, Art Hop, Farmers Market, the YMCA, and events in historic Downtown Monument including many places to eat and congregate and special events like concerts in the park.

WHY A COMPREHENSIVE PLAN?

The creation of this Plan is the culmination of balancing the hopes, dreams, and goals that the Monument community has for itself. The idea behind planning is a simple one. People in a community can guide decisions, development, and growth in the place where they live. The Comprehensive Plan is an important tool to be used by a community to guide decision-making. It serves as a roadmap to help the community stay on course and to ensure that new development occurs in a manner supported by the community. The Plan is advisory and does not affect legally protected interests of property owners. It is not a regulation like zoning.
PLAN DISTRIBUTION & USE

❖ The Plan should be used to guide decision-making regarding community character, infrastructure improvements, land use, and the review of development proposals. Policy decisions should be in line with relevant Plan components.

❖ The Plan will help Town Staff, Planning Commission, and the Town Board determine annual work programs and budgets.

❖ The Plan is designed to advise the numerous Metropolitan Districts and Special Districts within the Town as well as those districts that surround the Town. The Plan provides a succinct outline of how much, where the Town can grow, and what type of development is likely. These land-based projections should prove useful in planning for infrastructure improvements and the delivery of services.

❖ The Plan should be reviewed on an annual basis by Town Staff, Planning Commission, and the Board of Trustees. The intent of the review is to determine if the critical action items have been met, completed on schedule, are no longer valid or if new actions need to be added. The Planning Commission may amend the Comprehensive Plan as needed due to changing conditions, a change in policy, or by a request from a property owner, specific interest group, or the public.

❖ As provided for in State Statute, if the Planning Commission finds that a request to develop a property is not in conformance with the Plan, the Planning Commission can recommend an amendment to the Plan, place conditions on the request, or deny the request.

The Town should alert community service groups, the School District, local agencies, and businesses that the Plan is available to aid in their short and long-term goal setting and investment decisions. Working in conjunction with the Tri-Lakes Chamber of Commerce and EDC, the Plan should prove useful to Monument residents, the real estate community, private property owners, and developers’ representatives. The Plan provides information, policies, and guidance on several community topics including land use, community character, the availability of public services and facilities, and the future direction of the community.

The Tri-Lakes Chamber and EDC will also provide copies of the Plan to interested prospective businesses, employers, and those wishing to relocate to the Monument area. It will help them understand where they may wish to locate and what uses are potentially allowed in different parts of the community.
REVIEWING DEVELOPMENT

Review of any land use application is a two-step process.

STEP 1: FINDING OF SUBSTANTIAL COMPLIANCE WITH THE FUTURE LAND USE PLAN

Those wishing to develop and those reviewing new development applications should ensure that the location, type, and attributes of the development are in keeping with the land use designation shown on the Future Land Use Map. The development proposal should also fit with attributes and characteristics noted for each land use category. Property owners wishing to zone or rezone their property should review the Future Land Use Plan Map to determine the likelihood of a favorable response to such a request. The first step is to ensure that the zoning change mirrors the Future Land Use Plan. If the development application or request does not substantially conform to the Comprehensive Plan, the Planning Commission may request that the application is amended to conform to the adopted Plan, may deny the application, modify or place conditions on the application to ensure that the application is generally consistent with the Comprehensive Plan.

STEP 2: FINDING OF CONSISTENCY WITH THE ADOPTED POLICIES

If the request conforms to the Future Land Use Plan, the next step is a finding of consistency with adopted policies. Chapter 4 outlines the overall objectives of the community and how the community can move toward achieving its vision for the future given market conditions. Land use applications should generally conform to the policies. The adopted policies should also guide day-to-day decision making. The Plan should inform strategic initiatives and priorities for staff, the Planning Commission, and Board of Trustees. Policies, which were developed through the extensive community engagement process, seek to balance the rights of the individual with the interests of the community at large.

PLANS ADOPTED BY REFERENCE

As provided for in C.R.S. 29-20-105 and C.R.S. 31-23-208 the following plans are hereby incorporated as a part of the 2017 Monument Comprehensive Plan:

- The Town of Monument I-25 Gateway Corridor Plan, 2012, with specific attention to the adopted design standards (See Appendix D);
- The 2000 Tri-Lakes Land Use Plan, specifically Chapter 5 - Interstate 25 (See Appendix E); and
- The Town of Monument Water Master Plan, August 15, 2014.
LEGAL STATUS

The Comprehensive Plan replaces in its entirety the 2003 Comprehensive Plan. The Plan is a framework for accomplishing community aspirations and intentions. Two key components of the Plan are the Future Land Use Plan which is a map followed by a description of land uses desired for specific areas within the Town and a set of concrete policies found in Chapter 4: Policy Framework. Chapter 5 outlines action items for the Planning Commission and Board of Trustees to implement the findings of the Plan.

This Comprehensive Plan guides decisions of the Monument Board of Trustees and Planning Commission. These officials will reference this Plan to determine if land use changes are in keeping with the overall pattern of development desired by the Town and citizens. As specified by Colorado law, the Plan sets forth the Planning Commission’s recommendation as to the most desirable use of land from the community’s perspective (C.R.S. 31-23-206-208).

Colorado case law further provides that adopted Comprehensive or Master Plans are advisory only. Zoning provides the detailed means for giving legal effect to the Plan’s findings and direction.

Colorado Revised Statutes section (C.R.S. § 31-23-303) states that zoning regulations “shall be made in accordance with a Comprehensive Plan.” As provided for in the Statute cited above, the elected and appointed officials shall implement the Plan by amending the Town’s zoning ordinance (C.R.S. § 31-23-209 Legal Status of the Official Plan). In statutory municipalities, zoning regulations “shall be made in accordance with a comprehensive plan” C.R.S. § 31-23-303.

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1 (1) “It is the duty of the commission to make and adopt a master plan for the physical development of the municipality, including any areas outside of its boundaries...”
CHAPTER 2: COMMUNITY ENGAGEMENT-VISION, VALUES, AND VIEWPOINTS

This Plan reflects the vision, values, and viewpoints that were the result of extensive community involvement throughout the process. Highlights of the community engagement activities include:

❖ Reconnaissance interviews with those that have a stake in the future of Monument
  ▪ Reconnaissance interviews were used to gain an understanding of key issues and opportunities prior to the first Advisory Group Meeting.

❖ The formation of a 15-member Advisory Group to provide insights throughout the process
  ▪ The advisors represented a variety of viewpoints - local government (Trustees, Planning Commissioners, a Triview Board member and El Paso County Planning Commissioner), the local School District, Homebuilders Association, local industry, the Chamber of Commerce/Economic Development Commission, small business owners, local land developer and area residents.

❖ A communitywide survey completed by close to 1,000 residents
  ▪ Survey results had a 95% confidence rating +/-3 % and included respondents from across the Tri-Lakes area.

❖ Focus Group meetings at various locations throughout the community
  ▪ Focus groups were conducted by Community Matters staff with the assistance of a few Plan Advisors. Over 50 people attended the focus group meetings.

❖ Meetings in a Box conducted by resident volunteers
  ▪ The ‘Meeting in a Box’ concept is simply a means to allow a wide range of interests to address the same set of questions in multiple venues. Fifteen ‘boxes’ were assembled allowing Town staff and volunteers to take the same materials used for the focus groups to small groups and conduct ‘mini-forums’ at a time and location convenient to the participants.

❖ Communitywide Open Houses with Listening Posts
  ▪ To accommodate those that commute along the I-25 corridor, community open houses were held between 4 and 7 pm allowing local residents, businesses, and property owners to learn about the Plan and to actively engage with staff, advisors, and consultants.

The Plan process was also well-publicized. Numerous newspaper articles in Our Community News and the Tribune, email blasts, web and Facebook postings on the Town, School District, and Chamber/EDC pages ensured involvement. Finally, outreach facilitated by Town Staff and the Chamber of Commerce ensures that the Plan is reflective of community desires. This engagement effort led to a better understanding of the community vision, community values, and community viewpoints.
COMMUNITY VISION

1. New development should add to, not detract from the quality of life and natural features cherished by citizens.
2. Maintain a balance between developed lands and natural amenities throughout the Tri-Lakes area.
3. Continue revitalization efforts in the downtown area by promoting more community gathering places, events, and a broader mix of uses that will ensure that downtown continues to serve as the heart of the community; a place for eating, entertainment, specialty retail, and live/work housing.
4. Provide the residents of Monument with adequate and cost-effective public facilities and community services by coordinating and consolidating the delivery of services, particularly water and sewer.
5. Continue to develop and maintain a park and open space system that is linked together by a series of trails and sidewalks.

COMMUNITY VALUES

Citizens of Monument and the Tri-Lakes Region value:

- The small-town feel which creates a sense of community.
- The quality of life in the area which includes the following attributes: location, views to the mountains, beauty, dark skies, and the natural environment.
- The school system which is one of the primary reasons people move to the Tri-Lakes area; many stated that Monument is a great place to raise children.
- Finally, many stated that they like the community because they feel safe.²

² Community Matters, Inc. September, 2016 Communitywide survey results; see Town Website for survey results and summary of all community comments from Focus Groups, Meetings in a Box, and Open Houses.
VIEWPOINTS

- Those that call Monument home have a strong preference for parks, open space, and recreational facilities for both youth and the growing number of seniors in the area.

- Citizens would like to see an interconnected trail/sidewalk system for both recreational users and those wishing to walk or bike to school on both sides of I-25. People want to get from place to place without having to get into their car. Most want a trail system/sidewalk system that connects all the parks and open space to destination locations including the schools and downtown.

- Citizens remain concerned about the views one sees from the I-25 corridor and views from the east side of I-25 toward the mountains. These ‘open lands’ are subject to development and could fundamentally change how the community is perceived. Those that have a stake in the future of Monument desire a continuation of the enacted building height limitation for properties fronting along the I-25 and would like the Planning Commission and Board of Trustees to create, and in some places expand the visual overlay area along the I-25 corridor to ensure that the view from the Interstate includes adequate open areas and view corridors. Specifically, the citizens of Monument want to ensure that the views from the I-25 corridor provide a strong small town community identity by providing adequate open lands, trees, and buffers to deter noise and protect views. As stated in the adopted Tri-Lakes Comprehensive Plan “it is the natural character of the landscape and the dramatic view of the Front Range from I-25 that should be carefully considered and protected as the area continues to grow.”

- While there is some rental housing available in the Monument area, many do not favor the development of additional rental housing.

- Citizens and area residents are mindful that a broader range of housing opportunities is important to the local economy; many simply do not like multi-family housing.

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3 Reference page 85-86 of the adopted Tri-Lakes Comprehensive Plan. The adopted plan, Chapter V- Interstate 25 includes a specific vision statement, guiding principles, objectives, and proposed actions as well as the suggested overlay area for the I-25 Corridor through Monument. Also, reference Appendix C for I-25 Gateway Corridor Plan Future Land Use Recommendations.

4 Open land refers to non-built-up land with no, or with insignificant, vegetation cover that is privately owned.

5 Rental Housing means any non-owner occupied dwelling unit from which the owner receives payment from the occupant(s), known as tenants, in return for occupying or using the property.
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CHAPTER 3: EXISTING CONDITIONS

This chapter provides detailed analysis on the potential build out of the Town, existing land uses, how land is currently zoned, and an overview of districts. There are five parts:

1. **Managing Growth**: This provides an overview of potential development based on existing land use and zoning.
2. **Existing Land Use**: This section provides a breakdown of land uses based on the County Assessor’s records and a map that shows how land is used as of September 2016.
3. **Existing Zoning**: This shows how land is currently zoned. This Plan advises changes to the zoning, it does not change current zoning.
4. **Metropolitan Districts and Special Districts**: There are 16 districts in the Monument area. This section provides an overview of the districts that provide basic services.
5. **Lewis-Palmer School System**: This section provides a brief overview of the School District which is a separate district that reports to its own Board.

MANAGING GROWTH

Most area residents know the Town of Monument will grow. Most do not realize how much growth is possible. Communities can grow and still maintain the characteristics of place desired by residents. However, you cannot plan if you do not ‘know where you are, at all times.’ You cannot manage what you cannot measure. The following table shows probable development and population based on existing zoning approvals and approved plats that have not been built.

<table>
<thead>
<tr>
<th>Use</th>
<th>Existing in 2016</th>
<th>Potential Increase</th>
<th>Buildout Total</th>
<th>Existing in 2016</th>
<th>Potential Increase</th>
<th>Buildout Total</th>
</tr>
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<tbody>
<tr>
<td>Residential (acres)</td>
<td>784</td>
<td>1,002</td>
<td>1,786</td>
<td>2,252</td>
<td>2,775</td>
<td>5,027</td>
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<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Dwelling Units</td>
<td></td>
<td></td>
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<td></td>
<td></td>
<td></td>
<td></td>
<td>Population</td>
<td>6,914</td>
<td>8,519</td>
</tr>
<tr>
<td>Commercial (acres)</td>
<td>237</td>
<td>435</td>
<td>672</td>
<td>1,413,802</td>
<td>2,598,242</td>
<td>4,012,044</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Commercial Building Area (sf)</td>
<td></td>
<td></td>
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<tr>
<td>Industrial (acres)</td>
<td>102</td>
<td>740</td>
<td>842</td>
<td>406,329</td>
<td>2,938,438</td>
<td>3,344,767</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Industrial Building Area (sf)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total (all uses)</td>
<td>1,123</td>
<td>2,177</td>
<td>3,300</td>
<td>1,820,131</td>
<td>5,536,680</td>
<td>7,356,811</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Total Non-residential (sf)</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Notes:

1. Zoning. Not all the zoned acreage can be built on. These figures account for lands that will be dedicated to public streets, utilities, rights-of-way, parks, schools, etc. What is built will depend on many factors including specific site conditions, further town review of subdivision plats, requirements for public dedication, landowner or developer intent, and market conditions.
2. Population. Although the size of a household varies from home to home, the most recent estimate (for 2014) by the US Census Bureau puts the average household size in Monument at 3.07 persons per household.
3. Acreage. Data for estimating the acreage comes from Town files, County Assessor and Clerk online information, and aerial photographs from 2015.
4. Potential and buildout: For each use, GFA\(^7\) is based on the existing ratios for each use of building floor area to land area for parcels with buildings.

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\(^{6}\) This assumes adequate water availability - water supply, water rights, water treatment, and water delivery within the current municipal boundaries.

\(^{7}\) GFA is an abbreviation for Gross Floor Area.
The photos below demonstrate the dramatic changes the Town has experienced in the 2000s. The aerial photos generally show the Jackson Creek area, east of I-25 and north of Baptist Road. The top photo is from approximately 1999 and the bottom photo is from 2015.

The extent of existing development in Monument is illustrated on the following map. Land uses shaded in color or gray are within town limits. This map includes areas that are outside of the jurisdiction of the Town of Monument, but still within Monument’s three-mile planning area.
Map 2: Existing Land Use - 2016

Legend
- Town boundary
- Streams
- Lakes
- Schools
- Railroad

LAND USE
- Residential - lower density
- Residential - higher density
- Commercial
- Industrial
- Parks
- Public / Quasi-public
- Vacant

DISCLAIMER: All data and information (“Products”) contained herein are for information purposes only. The Town of Monument, Colorado and Community Matters, Inc. provide these products on an “as is” basis without warranties of any kind. The user acknowledges that the use of such products is at the sole risk of the user.
The table and figures that follow quantify the distribution and type of land uses within the Town of Monument.

### Table 2: Existing Land Use

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</thead>
<tbody>
<tr>
<td>Residential</td>
<td></td>
<td></td>
<td>Parks</td>
<td>12</td>
<td>61</td>
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<tr>
<td>Rural Residential</td>
<td>9</td>
<td>9</td>
<td>Open Areas</td>
<td></td>
<td></td>
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<tr>
<td>Single Family</td>
<td>191</td>
<td>703</td>
<td>Open Space</td>
<td>46</td>
<td>210</td>
</tr>
<tr>
<td>Duplex</td>
<td>3</td>
<td>28</td>
<td>Agriculture*</td>
<td>15</td>
<td>15</td>
</tr>
<tr>
<td>Mobile Home</td>
<td>14</td>
<td>14</td>
<td>Vacant Open Areas*</td>
<td>0</td>
<td>208</td>
</tr>
<tr>
<td>Multi-Family</td>
<td>16</td>
<td>30</td>
<td>Subtotal</td>
<td>73</td>
<td>494</td>
</tr>
<tr>
<td>Vacant Residential Zoning</td>
<td>960</td>
<td>1002</td>
<td>Public/Quasi-Public</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Subtotal</td>
<td>1,193</td>
<td>1,786</td>
<td>Subtotal</td>
<td>63</td>
<td>141</td>
</tr>
<tr>
<td>Commercial</td>
<td></td>
<td></td>
<td>TOTAL</td>
<td>2,691</td>
<td>3,935</td>
</tr>
<tr>
<td>Retail</td>
<td>151</td>
<td>219</td>
<td>Churches</td>
<td>6</td>
<td>14</td>
</tr>
<tr>
<td>Office</td>
<td>13</td>
<td>18</td>
<td>Other Public</td>
<td>12</td>
<td>54</td>
</tr>
<tr>
<td>Vacant Commercial Zoning</td>
<td>360</td>
<td>435</td>
<td>Vacant Public/Quasi-Public*</td>
<td>0</td>
<td>4</td>
</tr>
<tr>
<td>Subtotal</td>
<td>524</td>
<td>672</td>
<td>Subtotal</td>
<td>63</td>
<td>141</td>
</tr>
<tr>
<td>Industrial</td>
<td></td>
<td></td>
<td>TOTAL</td>
<td>2,691</td>
<td>3,935</td>
</tr>
<tr>
<td>Warehouse/Storage</td>
<td>27</td>
<td>62</td>
<td>Notes:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Manufacturing</td>
<td>36</td>
<td>40</td>
<td><em>Agricultural land approved for development is listed as vacant.</em></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Vacant Industrial Zoning</td>
<td>775</td>
<td>740</td>
<td>* These uses do not have their own zoning districts.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Subtotal</td>
<td>838</td>
<td>842</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

### RESIDENTIAL DEVELOPMENT

Residential development in Monument encompasses a variety of housing types, including single-family, multi-family, and manufactured homes. In one respect, this variety of housing types gives the Town a sense of visual and residential diversity and avoids the cookie-cutter housing development many Monument citizens dislike. However, area residents are concerned about the juxtaposition of residential homes that do not share common site planning principles or where lot sizes and densities vary to a significant degree.

Detached single-family dwelling units constitute the largest percentage of all housing units and the largest land use in Town with 784 developed acres and an additional 1,002 acres yet to develop.
NON-RESIDENTIAL DEVELOPMENT

In 2001, the base year for the 2003 Adopted Comprehensive Plan, there were two types of existing commercial development: 1) highway-oriented business and 2) local service-oriented business. On the northern edge of Town, land zoned industrial was mostly undeveloped. The I-25 corridor from Highway 105 to Baptist Road was largely vacant but was zoned in the late 1980s for large-scale commercial and industrial use.\(^8\)

As of 2016, the Town of Monument added 659,000 square feet of non-residential development. In 2016, the total mix and type of non-residential development are shown in Table 6.

<table>
<thead>
<tr>
<th>Industry</th>
<th>Square Feet</th>
</tr>
</thead>
<tbody>
<tr>
<td>Retail</td>
<td>1,275,029</td>
</tr>
<tr>
<td>Office</td>
<td>138,773</td>
</tr>
<tr>
<td>Manufacturing</td>
<td>210,360</td>
</tr>
<tr>
<td>Warehouse &amp; Storage</td>
<td>195,969</td>
</tr>
<tr>
<td>Public/Quasi-Public</td>
<td>451,653</td>
</tr>
</tbody>
</table>

Since the completion of the last Plan, two CDOT interstate interchanges have been upgraded: one at I-25/Highway 105 and the other at Baptist Road. These interchange improvements spurred the development of sales-tax producing commercial land uses within the Town limits.

The fiscal benefit of sales tax revenue collecting commercial uses is demonstrated by the chart below which shows the tremendous increase in sales tax revenue to the Town of Monument since 2003. Net sales tax reflects the agreement between the Town and the Triview Metropolitan District, that Triview receives half of the sales tax revenue within their district.

![Gross and Net Sales Tax Revenue Chart](image)

\(^8\) This is known as the Regency Park Development, which also includes land zoned for housing south between Higby Road and Baptist Road. The approved Regency Park plan allows PCD and PID zone districts which allow building heights ranging from 50 ft. to 100 ft.
EXISTING ZONING

Map 3, on the following page, depicts existing zoning within the Town of Monument. Again, there has been a tremendous amount of growth since July of 2001, the date of the last existing land use and zoning inventory.

IN 2001, 2,095 ACRES, OF THE ZONED LAND IN MONUMENT, REMAINED VACANT:

- 960 acres of land zoned residential was yet to be developed,
- 360 acres of commercially zoned land was vacant, and
- 775 acres of land zoned industrial was vacant.

AS OF JULY, 2016, THE AMOUNT OF VACANT LAND WITHIN THE TOWN LIMITS IS ESTIMATED TO BE 2,177 ACRES:

- 1,002 acres of land zoned residential is yet to be developed,
- 435 acres of commercially zoned land is vacant, and
- 740 acres of land zoned industrial remains vacant.

The amount of vacant land changed as a result of twelve annexations since 2001 (listed below). These annexations added approximately 1,200 acres of land to the municipality. Approximately 1,100 acres of land annexed has developed since 2001. This includes:

- Chaparral Hills (lots 45 and 46)
- Forest Lakes Addition Number 4
- Home Place Ranch
- Jergensen
- Lake of the Rockies, 2 annexations
- Sanctuary Pointe Additions 1, 2, and 3
- Monument Ridge
- Trails End
- Village at Monument (also referred to as the Wahlborg Annexation)

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9 There are a few properties that received approval from the Town Board to annex, but the required annexation agreement was never negotiated and approved to by the Town and petitioner.
Map 3: Generalized Zoning

This map shows the general location of all conventionally zoned land and also illustrates the location, name, and boundaries of all approved Planned Developments as of February 1, 2017. These are the hatched areas. These Planned Developments include subzones that are not shown on this generalized map but are available at Town Hall.

Legend

- Town boundary
- Streams
- Lakes
- Schools
- Railroad
- Highways

Zone Districts
- Single Family Residential Low Density
- Single Family Residential Medium Density
- Multiple Family Residential District
- Planned Residential Development District
- Mobile Home District
- Planned Development
- Planned Multi Use Development
- Commercial District
- Planned Commercial Development
- Planned Commercial Highway District
- Business District
- Planned Business District
- Planned Industrial Development
- Planned Heavy Industrial Development

Note: The hatched areas show the names and locations of all approved Planned Developments. The detailed land use designations are not shown since these are subject to amendment. The Official Zoning Map is available at Town Hall.

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There are sixteen metropolitan districts and special districts within the Monument Planning Area. Two districts - the Library and Fire District serve the greatest area. The remaining fourteen districts provide one or more services including water, sanitary sewer, road infrastructure, and maintenance. Some even provide and maintain parks and open space. Most special districts provide only water and/or sewer. The proliferation of these districts has led to confusion among residents and concern about the growing cost of basic services, primarily water and sewer. The Communitywide survey, which had an overall confidence rating of 95%, +/-3.1%, indicated that nearly one-third of those responding did not know who provides services other than water and sanitation, and over one-quarter don’t know who is responsible for parks, recreation, and open space.

The overall debt load of the primary Metropolitan and Special Districts in the Monument planning area continues to grow. As of September 2016, the overall debt of the following districts: Donala, Forest Lakes, Monument Sanitation, Palmer Lake, Pinion Pines (#1 and #2), Triview (#1-4), Village Center, and Woodmoor was $101 million dollars. This figure does not include authorized debt of at least $30 million for Lake of the Rockies, Misty Acres, and Pioneer Lookout. Triview #1’s indebtedness is just over $53 million or approximately $30 thousand per household to retire the existing debt. Concern over the rising debt was raised by citizens at most community events.

Given the inefficiencies in operation, rising costs of service delivery, restrictions on watering, and concern about long-term water supply and delivery, most residents of the area strongly encourage that at least the Town and Triview Districts 1-4 look at consolidation. Generally, all existing districts and to-be-formed districts in the Tri-Lakes area will require greater scrutiny and better coordination among districts. Mechanisms to consider are outlined in Chapter 5: Implementation.

The following maps show the Water and Sanitation Districts as well as the Metropolitan Districts in the Tri-Lakes area. In Colorado, Special Districts are local governments, i.e., political subdivisions of the state each with its own board. These districts provide residents with municipal services such as fire protection, water, sanitary sewer, health, and park and recreation services. In addition to these single-purpose districts, there are metropolitan districts, which may provide multiple services, including those provided by single-purpose districts, except health services. Metro districts are often used as a financing tool to build ‘backbone’ infrastructure - the utilities as well as the streets to serve the development. In the Monument area, a homeowner may be served by multiple districts, each with their own tax levy.

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10 This does not include the Lewis-Palmer School District which is discussed in the next section.

11 “The first Triview district was formed under a Service Plan that was originally approved by El Paso County. When the property was annexed into the Town in 1987, the land surrounding the Triview water tank was not annexed into the Town. Ostensibly, this was to ensure that the County retained control of the Service Plan rather than the Town. The Town has no legal authority over Triview’s operations. Since 1987, the Town has entered many intergovernmental agreements with Triview. From 2006 until 2011, the Town and Triview had one year agreements for the Town to operate Triview’s water and collection systems. However, since 2012, those agreements ceased and the Town has not provided operation and management of those systems other than providing expertise of the Town’s water operators when requested.” Reference July 15, 2016 News Bulletin from Town Manager Lowe
Map 4A: Special Districts

Note:

**SD** refers to Sanitary District

**SWD** refers to Sanitary and Water District

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12 Map source: El Paso County Assessor’s Office
Map 4B: Metropolitan Districts\textsuperscript{13}

Note:

Metropolitan Districts provide more than one service.

The amount of outstanding and authorized debt for each district can be found in Appendix B.

\textsuperscript{13} Map source: El Paso County Assessor’s Office
LEWIS-PALMER SCHOOL DISTRICT 38

Lewis-Palmer School District serves the entire Tri-Lakes area. The quality of education in the area is one of the main reasons families with children moved to the Town of Monument. The community wide survey indicated that the second most favorable contributor to ‘quality of life’ in the area was Lewis-Palmer school district (that) attracts families to Monument. Over 84% of the survey respondents strongly or somewhat agreed that this was a factor in moving to the Monument area.

GIVEN 2.25% GROWTH RATE IN 2016, THE SCHOOL DISTRICT IS IN THE PROCESS OF CREATING A LONG-TERM FACILITIES PLAN. SCHOOL SITE SIZE AND SELECTION CRITERIA USED BY THE DISTRICT CAN BE FOUND IN APPENDIX C.

Map 4: Lewis and Palmer School District 38 Service Area

While not normally included in a Comprehensive Plan since the school system is its own district, there are opportunities for the Town and School District to collaborate. Key areas of opportunity include joint use parks, recreational facilities, and safe routes to school. School siting and land dedication for school sites are best done early in the development review process particularly for larger developments that will generate school age children.

14 Map Source: Lewis Palmer School District 38
CHAPTER 4: FUTURE LAND USE AND ANNEXATION PLAN

This chapter presents a preferred Future Land Use Plan which will guide new development as well as the required Three-Mile Plan often called the Annexation Plan.

The Future Land Use Map represents the desired future. The Future Land Use Plan Map does not replace the Town's Official Zoning Map nor change any existing zoning within the Town. Unlike zoning, this plan component describes how the community envisions certain areas developing by first describing the desired location and characteristics of a land use. It then describes how land uses within each category should perform and provides examples of the types of uses that may be appropriate for each category.

The area covered by the Future Land Use Plan also corresponds to the designated Urban Growth Area for the community. This map is conceptual, meaning the exact boundaries of desired land uses may be adjusted based on platting requirements.

As new development proposals are submitted, it is critically important to maintain a balance between residential and non-residential uses to maintain the overall fiscal health of the community. Non-residential uses have a property taxation rate of 29% and the added benefit of potential sales tax and real property tax revenue versus 7.96% property tax rate for residential.

The Future Land Use Map and Plan:

1. Provides a framework for the Town to make decisions about how different land uses can and should be located. This provides the best benefit to the community and least cost to the developer.
2. Helps to ensure that new development is paced with necessary public improvements.
3. Assists the Town in managing its financial obligations.
4. Helps the Town and Districts establish priorities for capital expenditures and helps maximize the use of existing infrastructure investments.
5. The Future Land Use Plan Map does not replace the Town’s Official Zoning Map nor change any existing zoning within the Town. It is used to inform zoning decisions. Zoning requests must be found to be in conformance with the Future Land Use Plan.
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LAND USE DESIGNATIONS & DEFINITIONS

The Future Land Use Plan for the Town of Monument and its designated Urban Growth Area contains the following land use designations. For each land use category, there is an abbreviation on the Future Land Use Map.

- Parks and Recreation, Open Space/Preserved Lands, Trails (PR)
- Public/Semi-Public (PS)
- Large Lot Residential (LL)
- Single Family Detached (SFD)
- Residential Attached (RA)
- Business Campus (BC)
- Downtown (D)
- Mixed Use (MU)
- Commercial Centers (CC)
- Light Industrial (LI)

MONUMENT - LAND USE CATEGORY DESCRIPTIONS

PARKS AND RECREATION, OPEN SPACE, OPEN LANDS, TRAILS (PR)

TYPES:
- Parks, public recreation facilities, trails, playgrounds, and plazas
- Drainage ways and floodplains
- Open space including public lands, dedicated open space, and conservation easements
- Resource areas including wildlife habitat, forested areas, aquifer recharge areas, water supply basins, and lakes

LOCATION:
- Existing natural areas
- Near one of the following: existing and proposed residential neighborhoods, schools, cultural facilities, and within walking distance of major destinations such as downtown
- Adjacent to the Santa Fe Regional Trail

ATTRIBUTES AND CHARACTERISTICS:
- Connect into an overall system by sidewalks, bike paths, trails, streams, and drainage ways
- Provide for active and passive recreation
- Create major off-street trail system from County Line Road along east or west side of I-25 connecting to Jackson Creek Parkway, Baptist Road, and Fox Run
- Provide ‘Central Parks’ that provide community gathering areas and activity areas
- Provide safe routes from existing and proposed school sites to area neighborhoods and park and recreation facilities
- Provide more open space experiences near the Santa Fe Trail

**PUBLIC/SEMI-PUBLIC (PS)**

**TYPES:**
- Government buildings and land including public works facilities and yards, fire stations, and the library
- Schools - all educational facilities that are financed by public funds and operated as part of the government function as well as private institutions and institutions of higher learning (colleges and technological learning centers)
- Hospitals and public clinics
- Water and sewage facilities including wells
- Not-for-profit agencies, civic organizations, and facilities such as Tri-Lakes Cares and the Tri-Lakes Chamber of Commerce

**LOCATION:**
- Locate near the population and uses to be served by the facilities
- Land uses should be located on a minor or major collector

**ATTRIBUTES AND CHARACTERISTICS:**
- Encourage like uses to locate within area destinations
- Coordinate with School District to ensure school sites adhere to the District’s location criteria

**LARGE LOT RESIDENTIAL (LL)**

**TYPES:**
- Minimum 2.5-acre lot with one house
- Does not require centralized services unless development is clustered to provide common open space

**LOCATION:**
- Land that is unlikely to annex unless the homes are clustered allowing for the efficient delivery of existing centralized water and sewer
- Located on the periphery of the Town - in the foothills along the western and northern edges of the Town and along the eastern edge of the Growth Area

**ATTRIBUTES AND CHARACTERISTICS:**
- Predominantly rural in character with most of the lot open land
- Not provided with urban levels of services
- Large lot residential uses should not annex into the Town unless development is clustered to allow for the efficient delivery of water and sewer services
Cluster of dwelling units is encouraged; parcel size may be reduced by shifting lot area into common open space

SINGLE FAMILY DETACHED (SFD)

TYPES:
- One dwelling for a single household on a lot

LOCATIONS:
- Near downtown and along Old Denver Highway and East Highway 105
- East of Jackson Creek Parkway, between Highway 105 and Baptist Road
- West of Beacon Lite, north of Highway 105
- Along the west edge of town

ATTRIBUTES AND CHARACTERISTICS:
- Neighborhoods accessed by collector streets and individual lots by local streets
- Connected by sidewalks and trails
- Only where a proposed development can be served with existing Town, Special District, or Metro Districts that provide water and sewer services
- A mix of compatibly designed single-family detached houses with appropriate landscaping and usable open space within each neighborhood
- Community amenities are encouraged
- Allow for small non-residential ‘nodes’ for convenience retail and local services located on major collector streets but not on local neighborhood streets
- The size of parcels may be reduced from the minimum lot size to a negotiated minimum lot size to allow for the clustering of residential dwelling units
- All lot reductions should be justified and compensated for by an equivalent amount of land in open space to be preserved as permanent open space and maintained for its scenic or recreational value
- Harmonious variations in façade elevations and types of houses to avoid “cookie-cutter” subdivisions
- To maintain the small-town character, areas designated as single family should provide a mix of densities allowing a transition between existing larger lots subdivisions and homes on smaller lots
- Lots should be of sufficient size to allow for off-street parking and landscaping
- Setbacks between houses should be large enough to allow for usable open space between lots
- The scale and siting of each dwelling should be appropriate to the lot size and lot configuration
RESIDENTIAL ATTACHED (RA)

TYPES:
▪ Patio homes, duplexes, townhouses, garden apartments

LOCATIONS:
▪ Adjacent to existing attached housing
▪ Encourage in areas that are adjacent to large scale non-residential development as a transition between non-residential uses and single family neighborhoods
▪ Adjacent to school sites and employment centers
▪ The existing manufactured housing neighborhood

ATTRIBUTES AND CHARACTERISTICS:
▪ Provide a mix of housing options to serve the growing area workforce
▪ Provide a more affordable housing alternative for new homeowners or those transitioning out of single family detached residences
▪ Provide adequate off street parking
▪ Climate appropriate landscaping and integrated common areas that connect to a developing trail and sidewalk system and community parks
▪ Screened maintenance, waste, equipment, and storage areas

BUSINESS CAMPUS (BC)

TYPES:
▪ Mixed use business park that allows for office, research and development, and educational facilities to locate in one development area with adequate open areas and parking areas that are minimized from view
▪ Manufacturing, assembly, and fabrication allowed if all activities are contained within a structure and screened from view from the street and from the I-25 corridor
▪ Commercial accommodations

LOCATIONS:
▪ Lands adjacent to the I-25 corridor
▪ Land with easy access to the interstate or other transportation modes

ATTRIBUTES AND CHARACTERISTICS:
▪ Intended to provide tax base and jobs while reducing traffic and commuting distances
This land use category is intended to provide an alternative to the I-25 Planned Industrial (PID) lands that is a ‘more attractive’ type of clustered development of mixed businesses that thrive in a ‘campus’ like atmosphere

Unlike Mixed Use (MU), residential is not allowed (example new Cyber Security Center in Colorado Springs)

Structures should be appropriately scaled to the lot size and lot configuration

Structures shall ensure views to the west are preserved

Campuses should have one defined point of entry, allowing for second emergency access as needed

Circulation is handled internally on site

**DOWNTOWN (D)**

**TYPES:**
- Specialty retail, services, and entertainment
- Live/work housing
- Professional services
- Mix of housing choices near retail and entertainment
- Civic infrastructure—public buildings and open activity spaces like plazas and parks

**LOCATIONS:**
- Between Monument Lake and the Santa Fe Trail

**ATTRIBUTES AND CHARACTERISTICS:**
- Promote a broad mix of uses that provide opportunities to stroll through the area without the need of a car
- Buildings that provide interest at the street level through the display of goods, internal operations, or information displays
- Developments that minimize visible, at grade, on-site parking
- ‘Walkability’ is critical—Promote a wide range of complementary uses within a half mile radius including public facilities and amenities, convenience and specialty retail, housing above retail uses and allow for ‘infill’ housing
- Allow for small businesses to relocate to historic homes
- Developments that maintain and enhance the historic pattern of trees, lawns, and attached sidewalks
- Destination small business and retail uses that are attractive to pedestrians and do not generate a high volume of vehicle trips
- Small businesses, restaurants, and establishments that provide limited or specialty services and retail to the Tri-Lakes Area
MIXED USE (MU)

TYPES:
- A mixture of non-residential and residential development that provides convenience goods, services, and employment opportunities for area residents
- Mixed use development may include residential development in the mix and should address the physical and functional integration of uses through careful site layout and the thoughtful design of buildings, pedestrian environments, and streets
- Mixed use development should promote work, live, and play, with residential use being subordinate to the non-residential uses
- Useable open lands and open space
- Live/work developments in the same building
- Professional office facilities that are not high traffic generators, including but not limited to architecture, real estate, financial, legal, and engineering services
- Personal services such as barber shops, beauty shops, and health spas
- Medical facilities including offices for doctors, dentists, and specialists as well as critical care facilities
- Groups of shops and services that share a single access point
- Lodging
- Convenience retail and restaurants
- Public facilities (schools, library, recreation)

LOCATIONS:
- Envisioned for the east side of I-25 on lands zoned for “Planned Development” or “Planned Commercial”
- Existing Highway 105 commercial area on the west side of I-25
- West of I-25 between Teachout and No Name creeks

ATTRIBUTES AND CHARACTERISTICS:
- Development, particularly along the I-25 corridor, should preserve views to the west and include a landscape buffer along the highway to reduce noise and light into adjacent land uses
- Centers should be served by controlled access onto arterial or collector streets and should minimize curb cuts
- Development that strives to integrate two or more land uses, such as residential, commercial, and office on one lot or within a subdivision, with a defined pedestrian orientation that establishes and encourages connectivity to adjacent uses and supports all modes of travel
- Housing should complement and be subordinate to the primary non-residential land uses
- Developments that include a total ‘cap’ on allowable square footage of non-residential uses and housing density that can be accommodated by the transportation network
- Accommodates easy access to goods and services by foot or by car
Emphasis is placed on the ability to walk or drive and park to access many complementary service and retail uses

Small businesses that provide services and specialty retail establishments predominantly situated on the ground floor level (daycare, parcel delivery, coffee shop, neighborhood deli/sandwich shop, youth activities like a small dance studio)

Well-planned attractive clusters or nodes of commercial development that complement each other

Spacing between developments and structures is of a dimension or so screened with plant materials that the scale of the development complex complements the adjacent uses and character desired by citizens

Clustered on-site parking that is subordinate to the structure and is well-screened with landscape materials

Residential units that provide a transition between non-residential and single family residential when mixed with other uses within the same development

Multi-family units that are no greater than 4-6 units per structure and that address the demands and needs of the area workforce and senior citizens and provide a greater choice in size and cost of housing for Tri-lakes citizens

Limit lighting to the minimum required for safety purposes particularly along the Interstate corridor

COMMERCIAL CENTERS (CC)

TYPES:

- Uses that provide goods and services for the region and traveling public
- Entertainment complexes including theaters and indoor recreation
- Lodging and meeting facilities
- Large specialty retail establishments that people will drive distances to shop
- This type of development generates a high number of vehicle trips and can serve the residents of the area as well as the traveling public

LOCATIONS:

- Along Highway 105 east of I-25
- Monument Marketplace area
- I-25 and Baptist Road interchange
- All major sales tax generating retail centers should be located within the Town limits

ATTRIBUTES AND CHARACTERISTICS:

- Well-planned attractive clusters or nodes of commercial development that complement each other
- Spacing between developments and structures is of a dimension or so screened with plant materials that the scale of the complex complements the adjacent uses and character desired by the citizens of Monument
- Controlled access onto collector streets by limiting curb cuts and clustering development

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15 A node refers to a group of structures with a variety of uses where people choose to walk rather than drive.
▪ A design that eliminates parking as the dominant or most visible use
▪ Well landscaped developments that clearly differentiate between pedestrian areas and traffic areas
▪ Attached residential development nearby to provide a transition to less dense neighborhoods
▪ A site design that provides a transition from heavily traveled main thoroughfares to residential neighborhoods using landscaped buffers, trees, and berms
▪ Developments that minimize the visual impact of service areas, refuse storage and mechanical/electrical equipment
▪ Rather than blank walls along building fronts and areas adjacent to public ways, buildings that provide interest and variation in their overall form

LIGHT INDUSTRIAL (LI)

TYPES:
▪ Small office, contractor trades, small-scale fabrication, warehouses, manufacturing, and business services

LOCATIONS:
▪ Generally, the area just east of Beacon Lite Road north of Highway 105, particularly areas that have a view from I-25
▪ The area on the border of the Town of Palmer Lake
▪ Lands just north of Monument Lake Road and west of the rail line
▪ Lands on the western borders of the Town with access to I-25

ATTRIBUTES AND CHARACTERISTICS:
▪ Encourage areas to develop from existing industrial character to more organized small business and contractor trades area
▪ Allow small existing business areas in Town to remain and expand to meet the needs of the area population
▪ Smaller business, office, research, and development space that require the distribution of goods by cargo vans and smaller trucks (UPS, FedEx) but not semi-trucks
▪ Small office or incubator space that does not require high visibility from well-traveled streets but may have a retail component as an accessory use
▪ Development that is clustered and smaller scale to preserve view corridors from I-25 to the mountains
▪ Landscape buffer or other screening to ensure no visible outdoor storage
▪ Circulation is handled internally on the site and can accommodate cargo vans and smaller trucks
The Urban Growth Area is the area that the Town of Monument has defined as appropriate for the location and development of land consistent with the Town’s regulations and infrastructure requirements. The Monument Urban Growth Area represents lands the Town is willing to consider for annexation within the next ten years. The 2017 Urban Growth Area Boundary/Annexation Plan represents little change in the ultimate size of the Town of Monument. The concept is to fill in and serve vacant land already within the Town boundaries.

The Monument Urban Growth Area/Annexation Plan Map serves as the required Annexation Plan. C.R.S. § 31-12-10 requires that a municipality must have a “plan in place” for the area outside the municipality that it wishes to annex. This is also referred to in Statute as the “Three-Mile Plan.”

The reasoning for limited annexation is as follows:

1. Much of the land within the Three-Mile Area is already developed at a very low residential density and therefore is not subject to change. There is no fiscal benefit to annexing property developed at a low density.

2. There are almost 2,400 acres of vacant land within the existing Town limits.

3. Lands outside of Town are served by one or more already established Metropolitan Districts and Specials Districts, thus there are no economies of scale for such lands to be annexed into the Town of Monument. If at a future date, the area service providers seek district consolidation, as recommended in this Plan, there may a fiscal benefit to including additional lands that are within a newly defined consolidated service area plan.

4. Municipalities in Colorado generally only consider annexations that have a net fiscal benefit to the community. This often means a mixture of land uses and the ability to provide needed transportation and other infrastructure connections. Much of the land outside of Monument that is within the three-mile area does not have the mix of uses that would create a net fiscal benefit.

5. Annexation of enclaves is generally recommended to simplify or consolidate the delivery of services.

6. Major nodes of activity have been included where the opportunity exists to create a greater mix of uses.

7. There are several parcels that have been included that represent gateways into the community that can provide needed open space through either clustered residential development, acquisition of the property, or conservation easements to the benefit of the landowner.

8. There are many areas within the three-mile area that are not eligible for annexation. This includes the City of Colorado Springs, the Town of Palmer Lake, the USAFA, and Pike National Forest.
Map 6 illustrates the 2017 Urban Growth Area Boundary/Annexation Plan. The Annexation Plan shows less land proposed for annexation than shown in the 2003 Annexation Plan.

For all property within the designated Urban Growth Area, the Town requests that all land use applications within the defined Urban Growth Area be submitted to the Town of Monument for review and comment. The town will also inform El Paso County that all land use development applications be submitted to the Town for review. Annexation and development of the subject property will be considered pursuant to an annexation agreement with terms that conform to the adopted Comprehensive Plan. If the land use application within the designated Urban Growth Area cannot be served by the Town now, the Town should enter into a pre-annexation agreement with the applicant. The Town may wish to annex the property and allow centralized services to come online within a specified time or when specific pre-determined criteria trigger the installment of centralized infrastructure.

The Town will responsibly consider all petitions for annexation of lands within the Urban Growth Area and will not decline annexation of a property except for good cause. Examples of good cause include: (1) extension of one or more municipal services to the area would place an unreasonable economic burden on the existing users of such service or upon the future residents or owners of property in the area itself; (2) the proposed uses in the development agreement are generally inconsistent with the Town’s Comprehensive Plan; or (3) the application does not qualify for annexation based on Colorado Revised Statutes.

### Annexation:

#### Three Mile Requirements

- **C.R.S. 31-12-105(1)(e) imposes two separate “three mile” limitations:**
  1. No annexation may have the effect of extending a municipal boundary more than three miles in any one year.
  2. As a precondition to final adoption of an annexation ordinance within the three-mile area outside present municipal boundaries, the municipality must have in place a plan for that area, in the nature of a comprehensive or master plan.

- **C.R.S. 31-12-113(2) requires that the Plan must be in place “prior to completion of any annexation within the three-mile area . . .”; thus, prior to final action on the annexation ordinance and recording with the clerk and recorder.**
DISCLAIMER: All data and information ("Products") contained herein are for information purposes only. The Town of Monument, Colorado and Community Matters, Inc. provide these products on an "as is" basis without warranties of any kind. The user acknowledges that the use of such products is at the sole risk of the user.
CHAPTER 5: THE POLICY FRAMEWORK: INTENT, OPPORTUNITIES, AND POLICIES

This chapter of the Plan provides a framework to ensure that Monument remains a sustainable community that embraces the small-town characteristics that citizens value. The following Plan Elements balance economic, environmental, and social considerations voiced by those that have a stake in Monument’s future.

The seven Plan Elements are:

- Land Use
- Community Identity
- Transportation
- Governance
- Parks, Open Space, Trails, and Tourism
- Economy
- Water and Sewer

Each element includes intent, opportunities, and policies, as described below.

Intent: The overall objectives desired by the community.

Opportunities: Outline of concrete steps the community can take to achieve the Plan’s objectives. These steps incorporate current market conditions and community priorities.

Policies: Strategic statements to guide day-to-day decision-making and provide direction to staff, the Planning Commission, and the Board of Trustees. These policy statements also seek to balance the rights of the individual with the interests of the community at large.

The Plan Advisory Committee ensured the values identified by the community were translated into specific strategic goals and incorporated into the revised Plan. Those goals include:

- A trail/sidewalk system that connects the Town’s parks and open space and can used for both recreational purposes and by those wishing to walk or bike to school on both sides of the I-25 freeway.
- Ensure the Monument adjacent portion of the I-25 corridor provides a strong small town community identity by providing appropriate open lands, trees, lighting, and buffers to deter noise, light pollution, and protect views.
- Create community gathering places, activities, and events to reinforce a sense of community.
Intent: The citizens of Monument recognize that the Town will grow but are determined to maintain the elements of place that create the ‘small town’ atmosphere valued by our citizens. The community seeks to grow in a manner that maintains a healthy balance between residential and non-residential development. Preservation of the area’s natural assets and connectivity between local destinations and neighborhoods is paramount to maintaining the desired sense of place.

Opportunities:

LU-A. With 2,389 gross acres of land available for development, the Future Land Use Plan provides an opportunity to move from single-use developments to a mix of complementary land uses. These uses can be developed into various activity nodes, thereby ensuring an appropriate balance of live, work, and play environments.

LU-B. Land Use regulations to conform to the Plan. Remove inconsistencies and move toward performance-based regulations.

LU-C. Provide administratively efficient mechanisms to allow and encourage existing single use Planned Developments to develop into mixed-use centers with useable common areas and open space.

LU-D. Revise land use dedication requirements to ensure adequate open space, parks, and school sites and encourage the clustering of development and other incentives including the dedication of non-motorized easements.

LU-E. Capitalize on the three I-25 interchanges for destination sales tax producing land uses.

LU-F. Reinforce downtown’s role as a Tri-Lakes regional center with its concentration of government offices, not-for-profit agencies, educational facilities, and unique local shops and restaurants to attract additional business.

LU-G. Encourage highway-oriented businesses to locate in the mixed use and defined community centers with shared access.

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Performance zoning is a land use planning concept that has its roots in building codes that established performance standards as opposed to specification standards. An example of a performance standard would be “that walls, floor and ceiling be so constructed as to contain an interior fire for one hour.” Performance zoning, also called impact zoning or flexible zoning, is an alternative technique to conventional zoning. Rather than establishing specific area and bulk standards within zoning districts to govern development, performance zoning regulates the design and location of a use based on the characteristics of a particular site to support development.
Policies:

LU-1. Encourage the use of sustainable development practices including site planning techniques and new technologies to ensure that views, vistas, dark skies\(^{17}\), environmentally sensitive areas, and open lands are integrated into new developments.

LU-2. Encourage transitions between dissimilar land uses using increased setbacks, feathered densities, landscaped buffers, native plantings, berms and mutually-agreed upon transitional setbacks between zones of differing land uses and densities.

LU-3. Allow for a wider array of land use types to meet changing community needs.

LU-4. Incorporate those identified attributes of place that contribute to the ‘small town’ identity.

LU-5. Promote infill development on vacant land, with attention to the vacant or underutilized land in and around the downtown core.

LU-6. Provide linkages between neighborhoods.

LU-7. Reinforce downtown’s role as a community and Tri-Lakes regional center with specialty shopping, entertainment, recreation, and special events.

LU-8. Coordinate development with other local governments and districts, including the school district.

‘SMALL TOWN FEEL’ ATTRIBUTES MOST OFTEN MENTIONED

Almost everyone wants to maintain the ‘small town feel’ of Monument. This has been the theme in Focus Groups, Meetings in a Box, work sessions, and in the survey results. The following summarizes some of the comments explaining ‘small town feel’ made by stakeholders.

<table>
<thead>
<tr>
<th>What characteristics help create the ‘small town feel’ of Monument?</th>
</tr>
</thead>
<tbody>
<tr>
<td>Open space and parks</td>
</tr>
<tr>
<td>Family friendly</td>
</tr>
<tr>
<td>Historic downtown</td>
</tr>
<tr>
<td>Clean living</td>
</tr>
<tr>
<td>Trails</td>
</tr>
</tbody>
</table>

\(^{17}\) “Dark skies” means mitigating light pollution through simple measures. Lighting should only be on when needed, only light the area that needs it, be no brighter than necessary and be fully shielded (pointing downward).
TRANSPORTATION

**Intent:** The community desires an interconnected network of streets, walks, bikeways, and trails for easy access to destinations within the Town of Monument and Tri-Lakes area.

**Opportunities:**

**TR-A.** Adopt a Three-Mile Street Plan as provided by C.R.S. § 31-23-212. This statutory provision allows cities and towns to develop a street plan for up to three miles outside the Town boundaries and ensures the development of a functional street system throughout the Tri-Lakes area.

**TR-B.** Provide a system of interconnected walkways and trails from County Line Road on the east side of I-25 to all school sites through to the Fox Run Regional Park.

**TR-C.** Work with CDOT to obtain grant funds to ensure safe routes to schools.

**TR-D.** Connect Mitchell Road to Baptist Road to reduce congestion in the downtown area and allow employment centers such as Johnson and Johnson (formerly known as DePuy Synthes) better access to I-25.

**TR-E.** Adopt street standards that include sidewalks or paths, and ensure that the newly developed streets are both aesthetically pleasing and environmentally sensitive.

**TR-F.** Work with the Public Works Department, PPACG, El Paso County, and CDOT to identify and prioritize transportation deficiencies and required future transportation improvements.

**TR-G.** Become a regional player in any transit plans for the I-25 Corridor.

**Policies:**

**TR-1.** Locate major traffic-generating land uses along designated arterials, with access from collectors.

**TR-2.** As development occurs, ensure that there are adequate turn lanes and capacity to serve developments with special attention to State Highway 105, which is maintained by CDOT.

**TR-3.** Improve the connectivity of east-west arterial and collector roads.

**TR-4.** Reduce the adverse impacts of new transportation corridors by creating walkways, bikeways, and paths along the side of streets. Use drought tolerant landscaping and berms, and “green” street design to manage drainage and storm runoff.

**TR-5.** Cooperatively plan logical and economical road extensions and linkages.

**TR-6.** Improve connections between downtown and the surrounding residential neighborhoods. Build upon recently completed trails and paths in and around Monument Lake.
TR-7. Encourage the development of separated walking and biking lanes from Monument Hill Road through Jackson Creek Parkway.

TR-8. Work with regional interests to establish a multi-modal transportation system that provides alternatives to the car and provides the disabled and elderly with safe options to reach area destinations.

TR-9. Protect adjacent residential areas from adverse noise, glare, and the visual impacts of parking and loading, related to non-residential development.

TR-10. Investigate additional points for crossing I-25 to better connect the community.

PARKS, OPEN SPACE, TRAILS, AND TOURISM

**Intent:** Those that live in the Town, in the area, or work in the Tri-Lakes area envision a system of interconnected parks, open space, and non-motorized paths for recreation. This maintains the visual character of the area and allows people to traverse the Tri-Lakes area without getting in their cars.

**Opportunities:**

**POS-A.** Planned developments provide more amenities than traditional zoning in return for greater flexibility. This is typically in the form of parks, open space, and trails. When approving Planned Developments, look at ways to locate dedicated land and trails to connect with existing parks trails and useable open space.

**POS-B.** Update the 2003 Parks, Trails, and Open Space Plan by providing clear and adequate criteria and mechanisms for acquiring land, including provisions for dedication, fees in lieu, and purchase.

**POS-C.** Large landowners who agree to set aside developable lands for conservation purposes can reap substantial tax benefits directly or cash benefits by remarketing the tax benefits to others. Provide information on conservation opportunities to those seeking to develop in the Tri-Lakes area.

**POS-D.** Utilize the findings in this Plan to seek funding for the planning and acquisition of new parks, open space, and trails. Sources of funding include Great Outdoors Colorado (GOCO), the Colorado Trails Program, the Conversation Trust Fund, Transportation Enhancement Funds and the adoption of an open space, parks, and trails sales tax where a percentage of the sales tax collected is set aside for planning and acquisition.

**POS-E.** Capitalize on natural assets like Monument Lake and forested areas for enhanced recreational activities that many Front Range communities lack.

**Policies:**

**POS-1.** Locate, develop, and maintain joint-use community and neighborhood parks and recreation facilities (particularly for teens and seniors) in conjunction with the School District, homeowner
associations, and area Metropolitan Districts such as Triview, all of whom are responsible for the provision and maintenance of parks and recreation facilities or common amenities.

POS-2. Place greater emphasis on the dedication of logical pedestrian and bicycle trail connections as part of the subdivision process.

POS-3. Protect the legacy of unique natural features, open space, and natural areas throughout the Tri-Lakes area.

POS-4. Encourage complementary uses, new access points with adequate parking and linkages into the downtown area from the Santa Fe Regional Trail.

POS-5. Allow for the development of recreational facilities in areas that are compatible with surrounding uses and ensure all impacts, especially light, noise, and traffic are mitigated.

POS-6. Encourage and sponsor more local youth and family-oriented events such as movies at the Clock Tower.

WATER AND SEWER

**Intent:** Monument residents want to be assured that there is adequate water and sanitary sewer capacity to serve current as well as future Town residents and businesses. There is strong support for consolidation of the multiple special and metropolitan districts that currently exist within the Town boundaries. Consolidation would achieve a streamlined provision of services, improved cost effectiveness, and ease of oversight.

**Opportunities:**

WS-A. Consolidate and coordinate facilities and services to reduce costs and improve efficiencies by developing a revised water service plan(s) for all property within the Tri-Lakes area.

WS-B. Actively pursue the establishment of a regional wastewater system.

WS-C. Employ strategies to acquire and enhance senior water rights including annexation, purchase, adjudication of non-tributary water, and leverage of senior surface rights for participation in diversion projects.

WS-D. Develop regulatory controls as provided by C.R.S. § 29-30-301 to 306 that disallow development that cannot provide proof of a dependable and adequate water supply as defined by both quality and quantity. Ensure that all water suppliers have a water supply plan that has a minimum twenty-year planning horizon and that such plan has been approved by the governing board within the last ten years.

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18 “A local government shall not approve an application for a development permit unless it determines in its sole discretion, after considering the application and all of the information provided, that the applicant has satisfactorily demonstrated that the proposed water supply will be adequate. A local government shall have the discretion to determine the stage in the development permit approval process at which such determination is made.” [C.R.S. § 29-20-303]. “Adequate” means a water supply that will be sufficient for build-out of the proposed development in terms of quality, quantity, dependability, and availability to provide a supply of water for the type of development proposed… C.R.S. § 29-20-302(1).
Policies:
WS-1. Discourage the severance of water rights from properties unless an alternate water supply can be guaranteed.

WS-2. Educate citizens about water conservation and explore ways to reuse water for irrigation to conserve the potable water supply.

WS-3. Develop or update a long-range water supply plan that investigates a range of alternatives including groundwater, surface water, and gray water.

WS-4. Promote the implementation of viable stream quality standards to maintain the water quality of Monument’s creeks.

WS-5. Correlate water demand to proposed land use when evaluating new large scale developments and potential annexation areas.

WS-6. Discourage the formation of any new districts that wish to form to provide water and sewer.

WS-7. Plan and develop water resources in direct proportion to projected future demand levels. Water providing districts shall continue to commit water at the time of platting.

COMMUNITY IDENTITY

Intent: Develop and foster Monument’s unique identity and image.

Opportunities:
CI-A. Create a community brand that clearly and distinctly expresses what Monument is all about and expresses the values cherished by residents.

CI-B. Capitalize on the unique features and attributes most often mentioned by those that have a stake in the future of Monument: a great school system, the ‘small town’ feel, historic downtown’s unique shops, and special events like July 4th, the physical beauty of the area, the openness and welcoming nature of residents, and the community’s economic role in the Tri-lakes region.

CI-C. Act now to protect the views from the I-25 corridor. Create a visual overlay district to provide adequate setbacks, clustered development, and stepped back building heights to reinforce the feeling of openness and to protect view corridors. Use this as an opportunity to reduce noise and light pollution as desired by residents19.

19 See Appendix D and E for more information about Visual Overlay recommendations.
Policies:
CI-1. Strengthen design standards to encourage development that is harmonious in a visual and physical sense with the Town's desired image.

CI-2. Promote the development of community gathering places on both sides of the I-25 corridor.

CI-3. Preserve and enhance natural and historic landmarks in the Town.

CI-4. Preserve important views and vistas including the unencumbered views of the foothills and mountains.

CI-5. Encourage research, documentation, and preservation of the Town's legacy.

CI-6. Develop site design and development standards that protect and preserve the valued aspects of place.

CI-7. Encourage and promote the development of cultural venues, civic activities, eating and entertainment, specialty retail shopping, and recreational activities in the downtown area.

CI-8. Allow for architectural flexibility while providing for visual and functional continuity through landscaping requirements, sign code provisions, access limitations, incentives for common off-street parking, the design of street furniture, and other urban design considerations, particularly in the downtown area.

CI-9. Continue to implement a wayfinding sign program including directory signs to Downtown and other destinations within the community.

CI-10. Create Town entryways and gateways on major roads into the Town.

GOVERNANCE

Intent: Foster better understanding of Town of Monument functions and services and actively provide opportunities to engage citizens to ensure valued attributes of place are enhanced.

Opportunities:
G-A. Continue to actively engage citizens of the community in meaningful dialogue on key issues. Continued use of Advisory Groups and community-wide surveys help strengthen the sense of community that residents desire.
G-B. Capitalize on the growing recognition that services in the Town of Monument are provided by multiple special and metropolitan districts. Utilize the Service District map\(^{20}\) to educate citizens.

G-C. Improve communication between the Town and all area service providers and districts, with special attention to Lewis-Palmer School District, Triview Metropolitan District, Monument Sanitation District, Woodmoor Water and Sanitation District, Tri-Lakes Chamber of Commerce, and Tri-Lakes Cares.

**Policies:**

G-1. Reach out and coordinate activities with existing community groups and organizations such as the Chamber, Tri-Lake Cares, the School District, homeowner associations, seniors, and volunteer groups.

G-2. Continue to utilize a variety of communication techniques to enrich community dialogue and knowledge.

G-3. Encourage the use of Town parks, public spaces, and facilities as venues for hosting community gatherings and events.

G-4. Provide better and more frequent communication between the Board of Trustees, and Commissions within the Town and between the Town and other jurisdictions including the multiple districts in the area, Palmer Lake, Colorado Springs, and El Paso County. Clarify roles and responsibilities of the Town, other units of government in the area including all districts and other civic and not-for-profit organizations.

G-5. Provide a range of indoor and outdoor public gathering spaces that are welcoming and accessible to all residents including the elderly and disabled as well as visitors in the area as a means of fostering a strong sense of community.

G-6. Ensure that Boards, Commissions, and advisory groups represent a wide range of interests and provide diverse viewpoints as well as backgrounds.

G-7. Ensure that the community, as well as those that have stepped forward to serve, clearly understand the roles and responsibilities of all Boards, Commissions, and Town Staff.

G-8. Review and update adopted plans, policies, and regulations to ensure they are legally sufficient.

\(^{20}\) Map 3 Special Districts and Metropolitan Districts
**ECONOMY**

**Intent:** Strive to create a sustainable balance of residential and non-residential uses that provide a range of housing and employment opportunities for the residents of Monument. Continue to provide a wide range of commercial activities within Town limits to serve the regional trade area.

**Opportunities:**

ED-A. The development of Monument as a regional trade center was a focus of the 2003 Comprehensive Plan and has been achieved. This Plan provides the opportunity to develop multi-use employment centers that can serve the growing Front Range population through the designation of the Business Campus and Mixed Use land use categories described in the Future Land Use Plan element.

ED-B. Utilize Monument’s strategic location between Colorado Springs and Denver, as well as access to their airports to attract low-impact employment campuses into town.

ED-C. Continue to promote Monument as the business, shopping, service, employment, and activity hub for the Tri-Lakes region.

ED-D. Leverage the well-regarded School District and highly educated residents to attract high-end employers.

ED-E. The professional diversity of Monument residents, coupled with the high proportion of sole proprietors, home-based businesses, and small business can serve to attract and grow businesses.

**Policies:**

ED-1. Review land use and other regulations and procedures for efficiency and effectiveness particularly with respect to time, cost, and compatibility with community goals.

ED-2. Develop a strategic economic development plan which capitalizes on the Town’s unique attributes and includes a needs assessment and analysis of long-term trends for major employers and small businesses.

ED-3. Work with the Chamber, neighboring governments, and other organizations on the collection, presentation, and distribution of information regarding Monument and the Tri-Lakes area, including community activities and events.

ED-4. Capitalize on the concentration of government, education, religious, and services in the downtown area.
CHAPTER 6: IMPLEMENTATION

ACTION 1: UPDATE THE TOWN’S ZONING ORDINANCE AND SECTIONS OF THE SUBDIVISION ORDINANCE.

THE PLAN IS ADVISORY ONLY. BY UPDATING THE ZONING AND SUBDIVISION CODES THE TOWN IMPLEMENTS THE FUTURE LAND USE PLAN AND POLICIES CONTAINED WITHIN THIS COMPREHENSIVE PLAN.

Colorado State law states that zoning regulations should conform to the Comprehensive Plan; it is the mechanism used to implement the Plan. The Comprehensive Plan contains new land use classifications that will require amending the existing zone classifications to better reflect the type and intensity of use as well as site planning criteria. With new land use zone designations, those wishing to develop will have another option besides the Planned Development option which can prove to be expensive and time consuming. The PD Planned Development section of the zoning code also requires amendment. Many of the standards and references are outdated. In addition to the zoning ordinance, the subdivision ordinance should be updated, especially the land dedication requirements that are no longer applicable and rely on very dated standards; this impacts schools, parks, and open space.

ACTION 2: IMPLEMENT NEW MECHANISMS TO PRESERVE AND ACQUIRE PARKS AND OPEN SPACE. SEEK GRANT FUNDS WITH MATCHING CONTRIBUTION FROM THE TOWN AND AREA DISTRICTS FOR AN AREAWIDE PARKS, OPEN SPACE, AND TRAILS PLAN.

PARKS, OPEN SPACE PRESERVATION, AND ACQUISITION REQUIRE INNOVATIVE FUNDING AND LAND USE INCENTIVES.

Consider the following mechanisms and provide a fiscal analysis to inform decision making.

- Outright acquisition
- Conservation easement that provides tax benefit to owner
- Transfer of existing development rights to another parcel
- A percentage requirement in any Planned Development as required by Statute; twenty percent is standard. Monument’s subdivision ordinance uses dated ‘per population’ figures for parks and does not have a quantifiable standard for open space. Unpredictability makes it difficult to create master-planned communities and review land development applications for compliance.
- Update Section 17.40.070 of the Town Municipal Code to provide minimum requirements.
- Create a Land Trust. Utilize the Pikes Peak Region Trails and Open Space Coalition to assist in this effort.
- Require buffer zones where land use or density changes between adjacent buildings and/or subdivisions.

21 C.R.S. § 31-23-209 Legal Status of the Official Plan
Adopt a density feathering policy that provides buffers between development types. This has been shown to increase land values and contributes to real estate sales.


The Town of Monument, working with the Pikes Peak Region Trails and Open Space Coalition and the Trails, Open Space, and Parks (TOPS) organization should seek grant funding from agencies such as GOCO for the development of an area-wide Parks, Open Space, and Trails Plan. One of the top priorities of Monument residents is the development of a more comprehensive parks and trails system that links all area parks and open space and provides a safe means for area residents and those that attend Lewis-Palmer District 38 schools to safely get from place to place. The TOPS sales tax generates approximately $6 million annually and is leveraged through grants and private funds. The likelihood of grant funding is greatly enhanced through a regional approach and use of matching funds from a variety of government, non-profit, and private donations. The new Parks, Open Space, and Trails Plan should also outline mechanisms to preserve and acquire all elements.

Open space in the Monument area serves several roles. Additional mechanisms should be addressed in the forthcoming Plan. First, open space should include all areas which are environmentally fragile, unique landscapes, prime wildlife habitats, or visually prominent or pleasing. Second, it should form a continuous network of green space throughout the community to temper the effects of urban development. Third, it should act as a circulation route for pedestrian, bicycle, and equestrian paths, linking schools, parks, and shopping areas with the Downtown. It should also link major destination points with residential areas so that transportation alternatives are available for potential users.

ACTION # 3: LOOK TOWARD SPECIAL/METRO DISTRICT CONSOLIDATION AND COORDINATION OF DELIVERY OF WATER AND SANITATION SERVICES

MOVE TOWARD IMPLEMENTING PROVISIONS OF THE SPECIAL DISTRICT ACT PASSED IN 2013 - C.R.S. 32-1-101

Both the County and Town realize that proliferation of Special and Metropolitan Districts, [often referred to as Title 32 Districts] within the defined Urban Growth Area will result in costly and inefficient service delivery. To that end, the County, Town, and adjacent municipalities shall further develop parameters for the establishment of any new district. Parameters include: allowing metro districts only as a financing tool, establishing a requirement that all infrastructure be designed to connect to the Town’s water and wastewater system within a defined time and distance from existing lines, and a cap on mill levies, a concept implemented by Weld County. Weld County currently caps the mill levy authorization to fifty mills (the “Debt Service Mill Levy Cap”). Weld County regulations further restrict the District’s total aggregate mill levy (debt service mill levy plus operations, and maintenance mill levy) to sixty-five mills (the "Aggregate Mill Levy Cap"), and requires service plans prior to approval of any development plan. Weld County also strives to limit the formation of Metro Districts for districts whose primary revenue source is property taxes. Weld County states in its adopted regulations that “District formation will not
be favorably received where the future assessed value of all property within the District at full build-out is projected to be less than two million dollars.” Weld County has also adopted a policy that states that no rezoning that requires an urban level of service shall occur without an approved metropolitan district.

In 2013, the State legislature passed the Special District Act - CRS 32-1-101. This act specifically encourages the consolidation of such districts: “The general assembly further declares that it is the policy of this state to provide for and encourage the consolidation of special districts and to provide the means therefor by simple procedures in order to prevent or reduce duplication, overlapping, and fragmentation of the functions and facilities of special districts; that such consolidation will better serve the people of this state; and that consolidated districts will result in reduced costs and increased efficiency of operation.”

Ideally, as part of the planning process and review of any new large-scale developments, the Town of Monument should consider adopting the following minimum criteria.

<table>
<thead>
<tr>
<th>Performance Criteria for Forming a Special or Metropolitan District</th>
<th>C.R.S. Reference</th>
<th>C.R.S. Criteria</th>
<th>Evidence</th>
</tr>
</thead>
</table>
|                                                                     | 32-1-203(2)(a)  | Need           | 1. The existing zoning authorizes the types, uses, and densities to support the services proposed.  
2. The proposed land uses are in keeping with the Future Land Use Plan and adopted policies within the 2017 Monument Plan.  
3. Documentation indicating that the area within the proposed metro/special district boundary is currently under-served. |
|                                                                     | 32-1-203(2)(b)  | Inadequacy     | 4. Documentation indicating inability and/or unwillingness of all existing adjacent or nearby service providers offering similar services to provide the proposed services. |
|                                                                     | 32-1-203(2.5) (a)|                |          |
|                                                                     | 32-1-203(2)(c) and (d) | Capability and Financial Ability | 5. For metro/special districts offering water services, documentation indicating sufficient water supply (both physical and legal) to meet the proposed needs of the district.  
6. Documentation indicating that the proposed metro/special district can provide economical service to the area within its proposed boundaries and can discharge the proposed indebtedness on a reasonable basis. |
|                                                                     | 32-1-203(2.5) (b) | Compatibility | 7. Documentation indicating compliance with applicable standards and application procedures for all facilities proposed and services provided. |
|                                                                     | 32-1-203(2.5) (c) | Master Plan    | 8. Documentation indicating compliance with the appropriate comprehensive plans, including the Town of Monument, El Paso County and the Tri-Lakes Comprehensive Plans, transportation plans, and other plans impacting land use and development. |
| 32-1-203(2.5) (d) | Water Plan | 9. Documentation indicating compliance with the most current Pikes Peak Area Council of Governments Clean Water Plan, the Federal Clean Water Act, and existing watershed policies within the district boundaries.  
10. Documentation indicating compliance with the Town of Monument water plan as well as other area plans, such as they exist. |
|------------------|------------|-------------------------------------------------------------------------------------------------|
| 32-1-203(2.5) (e) | Best Interest | 11. Documentation indicating that the total mill levy of all taxing entities within the special district boundary is not too onerous for individual homeowners to sustain.  
12. Documentation indicating that the proposed metro/special district serves the long-term interests of residents within the district. |

**ACTION 4: DEVELOP A DOWNTOWN STRATEGIC ACTION PLAN**

Area residents envision a downtown area that functions as the heart of the community. They desire more community-gathering places, distinctive shopping opportunities, professional offices, quality restaurants, and live-work opportunities. Key components of a Downtown Strategic Action Plan should include the following:

- Revise existing zoning and land use regulations to allow for a broader range of complementary uses.
- Downtown revitalization and enhancement programs must be action oriented. That means something real and visible must happen during the plan making process. To develop an effective downtown plan, citizens, property owners, and merchants need to be involved. Improvement concepts should be concrete.
- Downtown Monument cannot be viewed in isolation. The defined marketing niche for what has historically been considered downtown Monument can only be realized by defining the marketing niche of other existing and to-be-developed commercial areas. Capitalize on walkability and promote housing opportunities in the downtown area.
- Downtown enhancements cannot be realized unless the plan includes strategies to increase the Town’s overall sales tax revenues. This will require further definition of other commercial areas and concepts to ensure each of these areas creates complementary market niches.
- Connectivity is key. Work with those engaged in the development of a new Parks, Open Space, and Trails Plan to ensure there is an adequate system of sidewalks and trails that allow people to walk and bike to downtown Monument.
- The Downtown Action Plan should utilize legal powers provided in Colorado Statutes to implement the plan. This includes organizational mechanisms such as a Downtown Development Authority or Urban Renewal Authority to manage the financing and improvements in the downtown area. A Business Improvement District, special or general improvement districts, and tax increment financing can be utilized to finance desired improvements and, once established, some of these mechanisms can provide funding to provide and maintain streetscape improvements.
- Revisit the Community Revitalization Partnership Team Visit findings from 2005, the downtown illustrations created by Community Matters in 2003 and the Downtown Monument White Paper

“As a business owner, building owner, and community member, I am all about improving Monument. However, the problem I see with Monument is that it doesn’t seem to have an idea of what it wants to become when it grows up.”

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Downtown Business and Property Owner
adopted in January 2009. All efforts included recommendations of how to improve and enhance connectivity, downtown architecture, streetscape, wayfinding and retail signage, parking, landscaping, the need for market information, and housing/mixed use.

- The Town of Monument should evaluate their participation in the Colorado Main Street Program. The Town of Monument has been designated as a Main Street affiliate which means the Town gets limited services from the Colorado Department of Local Affairs (DOLA), but it is a great way to connect to the Main Street network and/or begin the process of becoming a Candidate. The community may remain an Affiliate as long it wants. This no cost program operated by the same organization that funded a portion of this Plan can assist the Town, Chamber, and Economic Development Corporation take steps to continue to improve downtown Monument.

**ACTION 5: CONTINUE TO EDUCATE AND INVOLVE CITIZENS IN THE GOVERNANCE OF THE COMMUNITY**

COMMUNITY ENGAGEMENT LEADS TO BETTER LEADERSHIP AND A COMMUNITY OF DEDICATED RESIDENTS THAT HELP STEER THE COMMUNITY TOWARDS ITS DESIRED FUTURE.

ENGAGE CITIZENS IN CREATIVE, PROACTIVE PLANNING, AND DECISION-MAKING.

- Ensure that citizens are creating not reacting.
- Engage citizens in the decision-making process using exercises, worksheets, and visual aids.
- Engage citizens early in the process, they must set the direction of any effort, be it a planning project, capital improvements project or change in local ordinances, not the staff planner or consultant.
- Remind citizens that there are no wrong answers - planning is part art and part science.
- Focus the discussion on areas of agreement, not disagreement.

SHARE, DO NOT CENTRALIZE INFORMATION.

- Avoid “secret stuff” and “black box” planning and decision-making; visibly synthesize and share information.
- Sharing results is learning. Look at ways to build local capacity by sharing and analyzing information collectively.
PROVIDE CITIZENS WITH REAL CHOICES ABOUT THEIR FUTURE

- Educate citizens about the difference between choice and chance.
- Choice requires an understanding of contingencies, likely but not certain to happen versus happening by chance or unforeseen causes.

EVEN IF YOU DON’T PLAY BASEBALL, UNDERSTAND WHAT “BALLPARK” IS ALL ABOUT

- “Ballpark” is a type of estimating; it requires some number crunching but you do not have to be an economic expert.
- Ballparking is always better than nothing.
- Ballparking is essential in planning for Monument’s future, particularly with respect to water supply and water delivery.
- This Plan contains realistic build out numbers that allow all area jurisdictions to plan for necessary infrastructure by general location.