Workshops on healthy solutions for the built environment

Workshop #4: East Pueblo
Pueblo, Colorado
June 12, 2015
I. Overview: what are BHP Workshops and how can they help?

In 2012, the Colorado Health Foundation and the Urban Land Institute, a 501-c-3 nonprofit membership organization dedicated to best practices in land use, launched the Building Healthy Places Initiative. The initiative links alarming health factors—particularly obesity, Type 2 diabetes, heart disease, and related issues—to the physical design of communities that discourages active lifestyles and limits access to healthy food. This is a problem especially in lower-income areas where residents can’t afford health clubs, youth sports leagues, or shopping at Whole Foods.

The principles of Building Healthy Places suggest this: Active living, healthy food, access to nature, and a strong sense of community are not a luxury, and must be embedded in or near neighborhoods and in the physical design of developing and redeveloping communities.

The initiative seeks to make an impact in specific areas including:

- Active living: Buildings and community design that encourages walking, cycling, play and other physical activity as part of everyday life
- Access to healthy food. Many communities lack a local market that sells fresh food, farmers market, or community gardens. High-calorie, low-cost fast food is a cheaper alternative
- Healthy buildings that are energy efficient, have good indoor air quality, and invite access to natural light and fresh air
- Access to parks and natural areas
- A safe public environment essential for active living, community gardens, playgrounds, and other outdoor activities
- A strong sense of community to foster social and mental health

In 2013, ULI and the Colorado Health Foundation (CHF) studied three Colorado communities—Arvada, Lamar, and the Westwood neighborhood of Denver—to recommend physical improvements, many of which have since been implemented. These reports are available at www.uli.org. Later that year, ULI Colorado—the 1,100-member District Council of the international ULI—received a $10,000 grant from the ULI Foundation to work with two additional Colorado communities in a new local program called Building Healthy Places Workshops. The two communities chosen through a competitive process were Lake Creek Village in Edwards and the 40th and Colorado Station Area in Denver. In 2014, CHF gave ULI-Colorado a $30,000 grant to work with two more communities—Loveland and Pueblo.
On June 11-12, 2015, ULI Colorado’s Healthy Places volunteer experts met with East Pueblo residents, business and arts leaders, and city, county, and local service agency representatives to tour the community and learn about its opportunities to improve the health of residents through physical design, economic development, and programming. This report summarizes those discussions and the ULI Colorado team’s recommendations for creating a healthier community.

To achieve progress, Pueblo needs to cultivate stronger leadership and advocacy in East Pueblo. CHF and ULI have found it most effective to lead this conversation with stakeholders by talking about health first, an issue that affects everyone and will especially motivate those concerned about their children’s futures.

II. What are East Pueblo’s Issues?

Some ULI panelists characterized Pueblo as the “Brooklyn of Colorado,” a place where immigrant roots, gritty industrial fabric, soulful heritage, and relatively cheap cost of living could spark a renaissance. Pueblo, a city of 106,000 (2010) residents in the southeastern part of the state is known for its immigrant and industrial steel-production past, preservation of its historic downtown, support for the arts, and Riverwalk development along the Arkansas River. Yet Pueblo’s economy has struggled for decades and health indicators such as childhood obesity are on the rise, especially in East Pueblo, aka “the Historic East Side.”

The City of Pueblo applied and was selected for a ULI Building Healthy Places workshop to address the needs of Historic East Side, a 4.1-square-mile community of some 14,000 residents located east of the city’s central business district and separated from the more affluent western part of the city by I-25, train tracks and Fountain Creek. While the East Side has many strengths, it faces challenges regarding the physical, economic, and social health of the community.
The East Side is among the most disadvantaged communities in the city of Pueblo, yet it is rich in diversity and culture. Its solid foundation includes a strong urban grid, vintage brick buildings in the commercial corridor, and many tidy bungalows and other homes on tree-lined streets. Established in 1872, the East Side contains a high concentration of early homes in Pueblo.

East Pueblo's urban infrastructure has deteriorated since 1979, however, when the federal government stopped providing funds. Since then, tax increment financing in the community's struggling business district has been the main source of funding for improvements, though at a minimal level, since there are few revenue-producing businesses; the Dollar Store is one example. The City of Pueblo planned to use Colorado Department of Transportation money on street-lighting, benches, wider sidewalks, and trash receptacles to improve the pedestrian environment on 4th Street, the main commercial corridor, but business owners rejected the plan. CDOT spent the money on safer places to cross 4th Street, which is also State Highway 96. CDOT has said some additional funds may be available in the future for streetscapes.

In recent decades, "white flight" contributed to a demographic shift. Today, nearly 65 percent of the community ethnically identifies as Hispanic/Latino. More than a quarter of residents 25 years and older have less than a high school education, and 52 percent claim less than $25,000 in annual income. More than 43 percent of children live below the poverty line. The median home price is about $75,000, vs. $117,000 in the Pueblo metro area ($271,000 statewide), and the average monthly home rental is $707. The area’s crime rate is 13 percent higher than the national average with a high perception of crime that keeps people away or indoors, a major barrier to active living.

The City of Pueblo identifies Historic East Side as an “underserved neighborhood.” Residents and various organizations cite the area’s high crime rate and lack of “safe havens” for children as significant needs. An assessment by the Pueblo City-County Health Department points to a need for access to healthier food, citing survey respondents’ “strong desire for access to more fresh and local foods.” As just one health indicator, Pueblo High School students in general have an obesity rate more than 50 percent higher than the Colorado average.

In addressing these issues, the ULI panel concluded that East Pueblo has many assets including a great historic fabric of vintage homes, brick buildings, parks, churches, and schools, and a “wheel culture” that celebrates everything from skateboards to bike tourists to custom cars. But the East Side needs dramatically stronger local leadership to advocate for real improvement. These leaders can be cultivated from local churches, schools, residents, and elected officials. There is no magic formula to create leaders, but work needs to be done to organize the community so it will take the lead to advocate for progress.

Second, the panel made numerous recommendations designed to be inexpensive to implement. The first step is to make the East Side “clean and safe” with better lighting, trash removal and bus service. Next come physical improvements such as a proposed “3-Mile Loop” to connect schools, services and jobs in an attractive pedestrian environment. Although 4th Street has vintage architecture, it may not hold the future for commercial retail and services on the East Side. Rezoning for a new commercial area facing Fountain Creek may provide a waterfront attraction that will encourage new visitors and investment.

See Section III-IV-V for detailed findings and recommendations, as well as “do-able” next steps.
III. Findings: Opportunities and Challenges

East Pueblo has an abundance of both, including the following:

Opportunities

- Fountain Creek runs along the western border of the East Side and features walking and biking trails. One access point to those trails is located close to El Quinto Sol Recreation Center, which offers child care, aerobic classes, sports, music lessons, and mentor programs.

- Users of the Fountain Creek bike trail are a possible source of economic growth if the business district could be improved to include services that would attract pedestrians and cyclists. Trail users are looking for places to stop for rest, refreshment, and repairs. Cyclists on multi-day trips need safe places to stay overnight.

- The Pueblo Urban Renewal Authority (PURA) has established an urban renewal project area, which includes a portion of the commercial corridor, to facilitate development via tax-increment financing.

- PURA and the city also have partnered to develop Fountain Creek Park, also called “wheel park.” Under construction, this park fronts the creek, includes a “beach,” and is dedicated to biking and skateboarding. Due to be completed by August 2015, the $2.5 million city park also received a $1.3 million grant from Great Outdoors Colorado (GOCO) and a $200,000 state conservation grant.

- PURA and Pueblo House, a nonprofit community center for creativity, are collaborating on infrastructure improvements to improve safety for access to Pueblo House facilities.

- The historic urban fabric remains intact and attractive on many blocks. There is a strong street grid, with wide numbered streets crossed by narrower named streets. Beautiful brick commercial buildings, especially on 4th Street, and solid housing stock exist with tidy one-story bungalows and two-story Victorian-era houses, with some well-kept yards and community gardens.

- Corner churches, strong public schools, including a magnet school that draws from across the city, and a large community health clinic serve the neighborhood. The Colorado Health Foundation, LiveWell Colorado, and the Kaiser Foundation have invested in East Side.

- The physical environment features other nice city parks, large street trees, several community gardens, and wide tree lawns that could be used for gardens.

- With a Safeway, Asian Market, and butcher, East Pueblo is not a food desert.

- PURA started a food truck program during the summer of 2014 and is repeating the program this summer. A farmers’ market and regular food truck service are planned for Fountain Creek Park.

- The Pueblo City-County Health Department has also identified several opportunities for increasing healthy food access and consumption, including farm and produce stands, mobile markets, and community gardens.

- East Pueblo has a “wheel” culture that could be further developed and marketed. The community is located at the crossroads of four national bicycling trails, it has bike/pedestrian trails along Fountain Creek, as well as the wheel park for biking and skateboarding. A bike route demonstration project along West 5th Street, funded by the city and an $11,000 Kaiser Foundation grant, is being completed to connect to the creekfront and bridge with the neighborhood and provide an alternate safer route to the 4th Street corridor with protected bike lanes and biker-activated crossings. The community also takes pride in customizing and displaying cool "low-rider" vehicles.
• The attractive new library and streetscape add a strong community focus.

• Art is evident in East Pueblo. Pueblo House, along with its red brick community house, music and art house, and media house, engages the community with education and cultural opportunities and community gardens. Public and private properties display art, such as wall murals and sculpture. Artists and artisans working in all media are already present.

• For the first time in seven years, East Side home prices have ticked up. There is an opportunity to attract the kind of investors looking to improve buildings and the neighborhood.

• Pueblo has already engaged in studies of the area and development of several master plans. The community is on the path to revitalize the area and has taken several steps towards that end goal. Now the community needs to prioritize next steps to keep projects moving forward. Several small, inexpensive projects would engage the community and give them a sense that change really is on the way. (See “Recommendations.”)

East Pueblo Challenges

• Other than a few residents, there is a lack of local leadership to advocate for change. Property owners are not invested in positive change, and business owners generally do not live in or invest in the community. They did not attend the workshop. Elected officials and local faith leaders also were absent.

  • There are limited recreational opportunities for youth. Parks are often felt to be unsafe. Youth looking for something to do may turn to vandalism or other undesirable behavior as a form of entertainment. There is a lack of connection between community amenities such as parks, the library, existing youth centers, and schools. There are no designated pedestrian routes.

  • High poverty and unemployment rates and lack of economic opportunity mean that residents have to leave the community to get living-wage jobs. Public buses don’t run after 6 pm, so residents often can’t get to jobs outside of the community.

  • Poverty, decaying family structure, and lack of positive guidance for young people have led to higher than average property crime rates and an underground economy. The perception and reality of crime, along with physical conditions such as lack of streetlights, have led to East Pueblo’s reputation as unsafe.

  • Foreclosures, low real estate values, and nonresident homeowners have led to many vacant and boarded-up homes with unkempt yards. The neighborhood social fabric has become more transient with a shift from owner-occupied to rental homes.

  • Along 4th Street, the main commercial corridor, seedy bars and empty storefronts threaten economic vitality and invite criminal activity, including drug use and sales, fencing operations, and prostitution. Fourth Street is also State Highway 96, used by 18,000 vehicles a day, as well as a designated national bike route.

  • The wide numbered streets need traffic calming and bike lanes to make the entire neighborhood more pedestrian-friendly.
• No local bank or convenient daily services are available, other than the Dollar Store and laundromat. The community no longer has a drugstore or dry cleaner. Other than the El Quinto del Sol rec center, there is no welcoming “third place” to go socialize and gather with neighbors.

• Although not technically a food desert, the community wants more options to buy fresh healthy food and to eat out. Currently, a taco shop, ice cream shop, and one other establishment are the only dining options.

• Physical infrastructure is crumbling or missing. Homeowners are responsible for maintaining sidewalks, and do not repair wear and tear because of the cost. The environment is rife with trash due to illegal dumping and lack of receptacles. Street art shifts to graffiti on some blocks.

• The “gateway” to the community is a no-man’s land of empty lots and rundown buildings, further downgrading the perception of East Side. Bridges crossing Fountain Creek are unsafe for pedestrians and bicyclists to cross.

• Much of the Fountain Creek bike/walking trail is cut off from East Side by physical barriers. The barriers send an unwelcoming message and physically prevent users from accessing portions of East Side and East Side residents easily accessing the path.

IV. Recommendations: Lead with Leadership

The following recommendations won’t make a difference until Pueblo encourages stronger local leadership and a voice for East Pueblo. Champions must be identified and cultivated—motivated residents, faith community leaders, business and property owners, elected officials, or a task force combining all of the above.

As a disenfranchised community, the East Side by definition lacks strong leadership. Pueblo’s participation in the Building Healthy Places Workshop is a very positive first step. Recognizing Pueblo’s limited financial resources, many steps ULI recommends are low-cost and relatively easy to launch, at least as pilot programs. Now it will be up to the community to move forward on implementing these recommendations.

The ULI Colorado team made recommendations in four main areas to encourage community placemaking, economic revitalization, and a safe, healthy public environment:

1) Create destinations and connections that are also places for healthy eating and active living.

• In addition to attempting to revitalize 4th Street, focus new commercial development on a welcoming Fountain Creek waterfront to attract visitors and the rest of Pueblo.

• Create an East Side “gateway,” perhaps at the 4th Street bridge, that points to tangible improvements and enhancements so visitors can see signs of progress as they arrive. The 4th Street bridge offers a possible spot for a gateway. It can be as simple as hanging an attractive banner: “Welcome to Pueblo’s Historic East Side.”

• Host a gateway “ribbon-cutting” event to attract people to come see the new improvements.

• Redevelop Erie as a new pedestrian Main Street between 4th and 6th streets with small businesses leading to the new park along Fountain Creek.

• Expand the new Fountain Creek Park on the waterfront by land-swapping with the existing car wash/laundromat.

• Develop safe links between destinations with street signage, wayfinding signs, sidewalks, and lighting to draw residents and visitors.
• Seek school and public agency involvement in creating safe walking/biking/skating routes to schools.

• Seek $500 micro-grants from PURA and others for catalytic projects like community gardens, butterfly gardens, bike/pedestrian amenities, and other attractions.

• Create a tag line for East Pueblo, such as “It’s all about wheels, boards, bikes, skates, and customized cars.”

• Celebrate “everything wheels” with special events, like a low-rider Cinco de Mayo festival.

• Organize annual festivals, fun runs, biking/skating events, and food trucks or other healthy-food-oriented events that will draw people into East Pueblo.

• Create a creekside campground for cross-country bike tourists and other visitors.

• Build on and engage East Side in Pueblo’s “hidden vitality” of cultural facilities, universities, and other institutions.

• Explore shared and co-op spaces in existing/empty buildings as affordable places to start businesses, art studios, and other ventures. Consider developing a Makerspace (“imagine it, build it, share it”) for creative start-ups.

2) Make East Side/East Pueblo ‘Clean and Safe’

• Identify and organize local leaders and champions and encourage them to participate and even run for office to advocate for East Pueblo.

• Improve street lighting to increase safety. Specifically, survey the existing streetlight grid and work with the city and the electricity utility to add/replace poles and bulbs for a safer, more active pedestrian environment.

• Explore solutions to reduce illegal dumping and trash overflow issues, such as a citywide municipal trash pickup service.

• Meet with the local bus transit agency to request extended service routes and hours in East Pueblo (lack of transit service after 6 pm is a barrier to access to jobs and services)

• Enforce city zoning regulations regarding vandalism and vacant homes with unkempt yards to improve perceptions of community safety.

3) Develop a three-mile designated greenway loop that connects pedestrian/bike activities, community gathering spaces, and new businesses.

• Designate a loop route that connects schools, community and recreation centers, Fountain Creek and the new wheel park, and other destinations with painted paving, signs, or other low-cost markings.

• Create a priority list of infrastructure improvements along the loop, such as biker-activated crosswalks, benches, and water fountains.

Suggested 3-mile loop framework. See appendix for larger view (A-2).
• Install wayfinding signs along the loop to provide location, mileage, fitness benefits/calories burned, and directions to Fountain Creek Park, the library, schools, churches, the business district, and other community landmarks.

• Focus on Fountain Creek Park as the main gathering and bike/skate amenities space and as a place for kids and families to recreate.

• Develop bike amenities at or next to Fountain Creek Park, such as a bike-lending library, rental program, repair station, campground, trail-riding lessons, and services for bike tourists, including showers and a café adjacent to the laundromat.

• A bike-lending library (Fort Collins has one downtown) also could rent out sports equipment that youth could use in the surrounding parks.

• Install an off-ramp from the creek bike trail to Fountain Creek Park and the Dairy Crème ice cream shop at the 8th Street entrance to neighborhood.

• Program the loop with walking/biking/skating programs for school and youth organizations, individual and group fitness walks, 5-K runs, and other activities.

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4) **Program healthy and active-living events and activities and related economic redevelopment.**

• Encourage schools, the library, local businesses, churches, and other public and private entities along the loop to take responsibility for activating and maintaining sections.

• Consider programming that appeals to children and youth in particular to engage them in physical activities that can improve health and reduce chronic diseases such as child obesity.

• Create a Makerspace, similar to ones in Denver and Fort Collins, where residents can use open-source information to build things and start businesses.

• Collaborate with the Cruisin' Pueblo bike club regarding a local wish list for amenities, tours/events, and ideas and marketing for bike touring individuals and groups.

• Promote the neighborhood’s inexpensive housing and commercial spaces to artists and start-up businesses, and to those seeking to live near downtown.
Some issues facing East Pueblo, including endemic poverty and disinvestment, are greater than can be solved by urban design and strategic redevelopment. During the workshop, the ULI team heard a moving commentary about the need to support and rebuild family structures in the neighborhood. This is a larger issue than even ULI and gets to the root of our current alarming trend toward greater income and social inequality, which is linked to growing inequality in health along lines of class and race.

Yet the ULI experts who participated in this workshop are excited about the solutions they believed would be effective for Pueblo, with little or no funding. The key to enacting solutions will be to develop leadership and local champions in East Pueblo.

**Easy, inexpensive next steps:**

- Leverage the great public investment of Fountain Creek Park by marketing this new bike/skate park with wayfinding signage, city maps, city brochures, and online.
- Make a gateway entrance to East Pueblo: could be as simple as a banner, ‘Welcome to Pueblo’s Historic East Side.’
- Encourage micro-enterprises such as homegrown food businesses, as well as microloan programs to incentivize them.
- Create/expand public wi-fi.
- Start a First Friday program inviting local artists to participate in a public walk-around event. Even if the artists don’t currently live or work on the East Side, they may see the benefits of locating here for cheap space, and the event may create a buzz about East Side assets.
- As the first step toward landing a new bank or credit union, identify a property and see how the public sector could help with incentives to acquire property and recruit a financial institution.
- Through private or public means, acquire vacant local properties to fix up and rent out, creating income stream to acquire more properties. Also consider land banking for future uses, such as destination restaurants and retail.
- Promote East Side’s historic grit and inexpensive real estate to attract artists, small businesses, and start-ups.
- Contact and work with investors buying up properties to encourage them as stakeholders in East Side improvements.
- Encourage Safeway to improve the appearance and function of their neighborhood grocery store to match the improvements at the library and streetscape next door.
- Rezone the top of the Fountain Creek levee for townhomes and commercial development.

**Organizational next steps for East Pueblo:**

- Engage political leaders in building a healthy community in East Pueblo through a presentation to City Council of this ULI report.
- Organize local leaders into a “Better East Pueblo” organization that represents the neighborhood and acts as liaison with city, local businesses, foundations, and others.
- Bring together neighbors, local education and businesses leaders, faith institutions, youth groups, arts organizations, city-county agencies, and others to generate ideas, inspiration, and work projects.
Facilitate “exchanges” between East Pueblo neighborhood leaders and those in more established neighborhoods within the city. This will foster social capital and institutional knowledge currently lacking in the East Pueblo neighborhood.

Create a master plan for healthy active living and community connectivity.

Craft grant applications to what CHF and other foundations and funding sources prefer to fund.

Encourage the city to establish liaisons for every neighborhood, beginning with East Pueblo.

Pictured here are new suggested connections. See appendix for larger view (A-3).

VI. Stakeholder Comments

The ULI Colorado Healthy Places volunteers met with East Pueblo stakeholders--residents, PURA representatives, Pueblo City-County Health Department staff, Pueblo Transportation and Planning and Community Development staff, a resident/educator, a youth services organization director, and a local residential/commercial realtor. Selected comments from stakeholders follow.

“Most people in Pueblo have never been on the East Side. It’s segregated in every sense.” [resident/educator]

“As soon as the sun goes down, the East Side goes dark. As you pass over the 4th Street bridge, the whole neighborhood seems dark, every business shuts down, and people stop walking.” [resident/educator]

“One reason people don’t ride or walk here is the bridges are not inviting. There is no barrier between the road and walkway, so people feel vulnerable. If people want to bike over the bridge, they have to take the center lane. The railing is also short, and the sidewalk is only three-feet wide.” [Public official]

“When you come over the [4th Street] bridge, you used to see big area with tumbleweeds. We need a sign that says Welcome to the Historic East Side.” [resident/advocate]

“East 4th Street is the only east-west connection through town, and is sometimes jam-packed with cars. There has to be a way to accommodate high traffic volumes, but also give back to the neighborhood at other times. Homes line 4th Street, and that’s hard for livability. I don’t think you’re going to get businesses to locate there.” [City staff]

“The East Side is a blank canvas. We have a fiber optics system here that’s great. This is an information era, and people need to be able to find out what’s happening in Pueblo. Yet some businesses and buildings sit vacant.” [resident/advocate]

“It costs low-income people more money to bank here because no banking is available. We need a credit union or some other financial institution.” [Public official]

“We need businesses that residents can have ownership in, like a co-op bank. We have an exodus of young people because they don’t see a future here.” [resident/advocate]

“Outsiders are buying tax liens, sometimes 60 at a time, and sit on properties, which have boarded up windows, and that’s not good for the community….I walked around the neighborhood recently, and found 35 houses vacant, boarded up, weedy.” [resident/advocate]
“There are no buses after 6 pm, and the kids on the East Side can’t get to work.” [resident/advocate]

“I did a survey of all businesses on the highway, and you don’t see people of Hispanic descent working there, it’s all middle and upper-middle class teenagers working at those local businesses. The barter system is working very well here, as is the black market. They’re very resourceful. You can pick up an iPad for $100.” [resident/educator]

“There’s a great need for direction and consistency within the community. People lack resources to feed their kids, help with homework….. The school sees a lot of graffiti, crime, vandalism. We have to have the community speak up, get a community group together, and re-establish a community watch before asking people to invest in the community.” [youth organization director]

At the Fountain International Magnet School, “people drive from all parts of community to the East Side, but they’re commuters and they just drop off kids….We need to slow people down and give them reason to stop and linger.” [city staff]

“We have a huge garbage problem. There are no receptacles. I go up and down 5th Street every other day picking up liquor bottles and trash.” [resident advocate]

“There’s an attitude that it’s ok to litter, to throw baby diapers and other trash along roads and in parking lots, and it’s very frustrating.” [Public official]

“The city doesn’t provide trash service, so people have private services, and they’re expensive. Since prices skyrocketed several years ago, illegal dumping has been a huge problem, so the public works and transportation departments spend a lot of time picking up sofas, mattresses, items that have been dumped.” [city staff]

“Older residents are dying off, and properties are being bought by investors. People who rent are low or marginal income, and can’t pay for trash service. How do we stop that? It’s a blight.” [resident/educator]

“A lot of my family and other people have moved, they don’t have jobs, they can’t pay the mortgage. I would like to see even the smallest thing to make this place better.” [resident/realtor]

“Pueblo is resourceful in coming up with grants, but the problem is sustainability. The challenge is we need a way to [turn] grants into a lasting program.” [city staff]

“We fight the image here of ‘I’ve made it and I want to drive, not ride my bike.’” [city staff]

“We need to move forward and build better relationships and look at East Side in more positive light.” [health department]
The ULI panel sketched a concept for a “Three-Mile Loop” to provide a safe, appealing walking and cycling route linking the core assets of the Historic East Side. These destinations include the new Fountain Creek waterfront park, rec center, churches, schools, parks, library, supermarket, urban gardens, and, it is hoped, future retail and service destinations.

The ULI panel designed these improvements to be inexpensive to create and maintain, assuming support and stewardship of local institutions such as schools and churches and the community at large. Residents could use the Three-Mile Loop for daily exercise; kids to get to school; and it would provide an attractive path for visitors attending local festivals and special events, or perhaps shopping East Pueblo’s inexpensive real estate looking for a spot to buy a home or start a business.
The "Three-Mile Loop" shown in its larger context. Note the sketch for a typical street improvement. This is designed to improve safety and appeal for pedestrians and cyclists while maintaining traffic flow.