

# Town of Kiowa

## 2024 Comprehensive Plan



This Page Intentionally Left Blank



## TABLE OF CONTENTS

Acknowledgments.....	3
A. Introduction .....	5
1. Statutory Authority (Enabling Legislation)	7
2. Vision and Goals	9
3. Consistency with Local and Regional Plans	9
4. Community Participation	9
B. Background.....	11
1. Regulatory Setting	13
2. Kiowa History	14
3. Geography	14
C. Existing Conditions and Trends .....	15
1. Population Characteristics	17
2. Economic Characteristics	18
3. Housing Stock Characteristics	20
4. Community Resources	21
5. Transportation	22
6. Environmental Conditions	24
7. Economic Development	25
D. Land Use .....	29
1. Overview	31
2. Growth Trends	31
3. Future Land Use Plan	33
E. Capital Improvements - Plan .....	37
1. Transportation	39
2. Planning and Funding Source	42
F. Goals and Strategies.....	43
1. Implementation	45
G. Appendix.....	53
1. Glossary of Terms	55
2. Community Engagement	60

## ACKNOWLEDGMENTS

### Board of Trustees

Rick Kolm – Mayor  
Trevor Smith – Mayor Pro Tem  
Josh Baker  
Terry Howard  
Tammy Hart  
Jonathan Shafer  
Baillie Wineland

### Joint Planning Commission and Variance Committee Board

Wendy Frenzel – Chairperson  
Lori Rafferty – Director  
Sandy Kalisch – Director  
Trevor Smith – ToK Board Member

### Town Staff

Kimberly Boyd – Town Administrator  
Sasha Davidson – Town Clerk  
Ruth Borne – Town Counsel

### Kimley-Horn and Associates

Blake Young, AICP – Project Manager  
Ines Galmiche, AICP - Deputy Project Manager  
Chris Hopkins, PE  
Jessica Rossi, AICP

Thank you to all Kiowa residents and stakeholders  
who participated in the development of this 2024  
Comprehensive Plan



# A. Introduction



This Page Intentionally Left Blank

## A. Introduction

The Town of Kiowa is the County Seat of Elbert County, located on Colorado Highway 86, nine miles east of Elizabeth, 25 miles east of Castle Rock, and about 55 miles southeast of Denver, Colorado. As these surrounding communities grow, impact on the Town of Kiowa is inevitable. Since the last update to Kiowa's Comprehensive Plan in 2004, the Town has seen an increase in population and development pressure, a decline in the quality of public infrastructure, and other unprecedented challenges. Through community engagement and in-depth analysis of existing conditions, economic development, and transportation patterns, the Town of Kiowa has established an updated land use plan as well as a Capital Improvement Plan. Put together, these all can be leveraged to identify and prioritize key capital projects and guide private development in a manner that honors and respects the small-town values and unique character inherent to Kiowa.

The incorporated town encompasses approximately 550 acres, according to the 2010 U.S. Census. The land surrounding the town is primarily agricultural; however, residential development, mostly from the west along 86, is moving closer to Kiowa.



This Comprehensive Plan ("Plan") is designed to outline the Town's current conditions and help guide future development and growth in a manner which meets the community's needs and vision. The Plan establishes specific goals and strategies to be implemented throughout the duration of the Plan – these were created based on needs identified, community guidance and feedback, as well as the Town's vision for the future – and provide implementation strategies for the next 20 years to assist elected officials and Town staff as development is proposed in and near the town.

The Plan's development process began in Spring 2023 and concluded in Spring 2024, and it represents the combined efforts of the Kiowa Town Council, Planning Commission, Board of Trustees, residents, property owners, and various stakeholders. This process opens the discussion for elected/appointed officials and residents to engage in visioning conversations for the Town they wish to live in. The Plan is intended to be used as a guide for local decisions and includes:

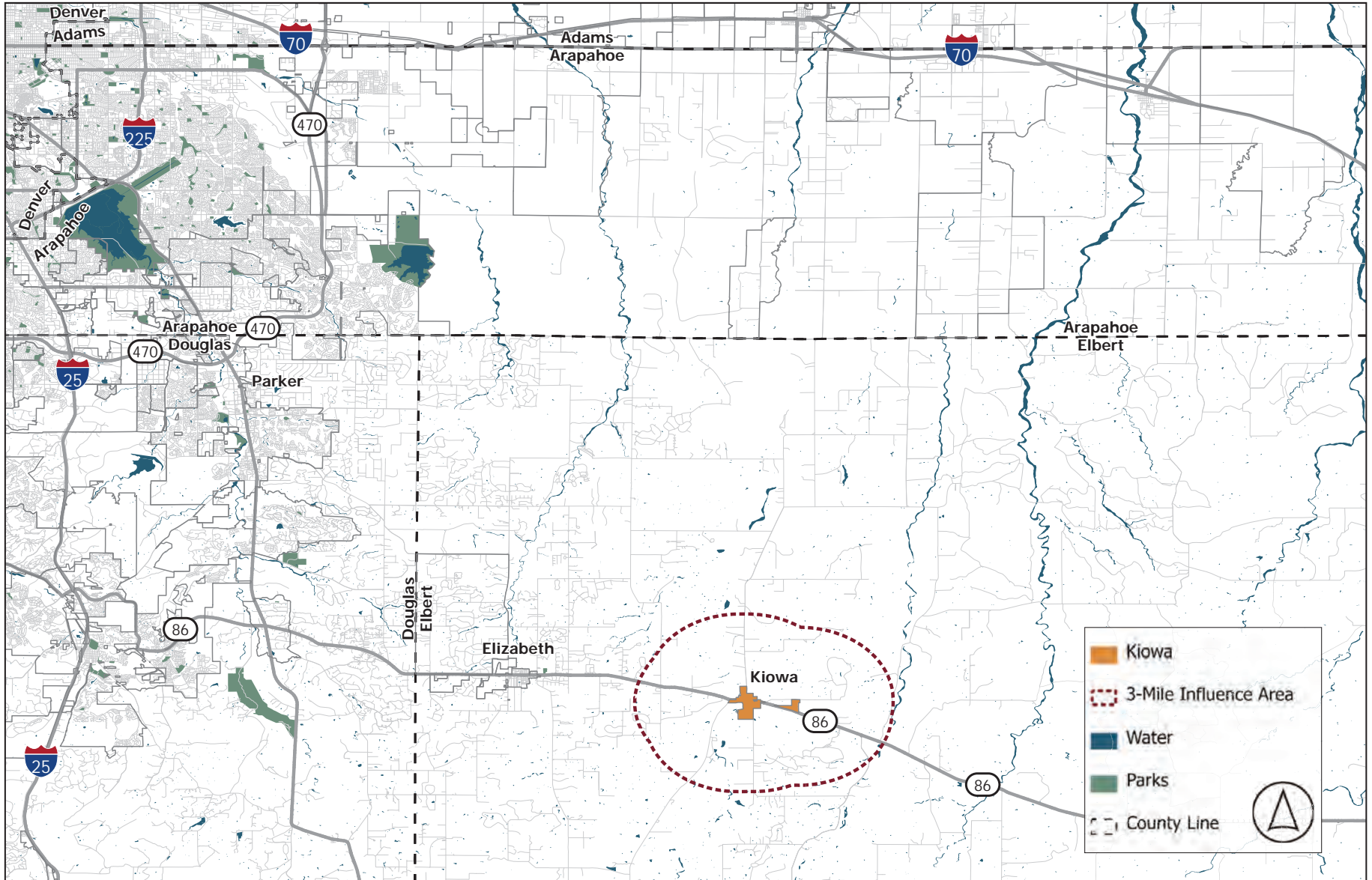
- » A summary of Kiowa's history and background.
- » A description of the existing conditions in Kiowa.
- » Future land use intentions in the community for housing, commercial, industrial, public, and open space areas.
- » Capital improvement considerations to continue providing essential services to residents and businesses, while also allowing for thoughtful growth.
- » Statements of goals and strategies for the implementation of this Plan.
- » And an appendix of related documents/references:
  - Glossary of terms
  - Summary of community engagement

As needed throughout the Plan's duration, amendments may be necessary or considered to accommodate development interest, market fluctuations, and local interests.

### 1. Statutory Authority (Enabling Legislation)

Colorado State Law (CRS 29-20-102) requires the Town to have an adopted Plan in place to "provide for planned and orderly development within Colorado and a balancing of basic human needs of a changing population with legitimate environmental concerns." The State of Colorado's policy is to "...clarify and provide broad authority to local governments to plan for and regulate the use of land within their respective jurisdictions." Once adopted, the Plan has legal status in that "...no street, square, park, or other public way, ground, or open space, public building or structure, or publicly or privately owned public utility..." may be authorized or constructed without review and approval by the Planning Commission (CRS 31-23-209). Additionally, the Planning Commission may amend, extend, or add to the Plan or carry out any part of it into greater detail as needed (CRS 30-28-108).

# Kiowa Vicinity Map





## 2. Vision and Goals

Five main vision themes were identified from collaboration with the community and used in the development of this Plan. The vision is the Plan's foundation and is critical to the success of established goals and strategies as they were built upon these themes. As development applications are submitted, and as the Town grows, it will be increasingly important for elected officials, Town staff, and applicants alike to refer to this Plan and its vision.

### Sense of Community

Kiowa is a small town with a tight knit community - residents know one another and are proud of the town. A continued sense of community is critical to residents and businesses.

### Intentional Growth

As neighboring jurisdictions continue to see large development interest and subsequent growth, the Town of Kiowa is set on ensuring local growth is done in a manner that continues to foster the sense of community and does not overburden the Town's already stressed/overburdened utilities and resources. Future growth and development in Kiowa should consider the Town's needs and vision.

### Cohesive Town Brand

Kiowa's history is rooted in agriculture and farming. With many resources calling back history, it's important to the Town's values to continue to embrace that and tie in new developments or Town upgrades in a cohesive manner.

### Vibrant and Historic Main Street

For residents, tourists, and passer-bys alike, all traffic moves through Kiowa's Comanche Street. The main street is also the location of all current commercial and retail businesses. As such, Comanche Street serves as the image of the Town and main attraction destination.

### Enhanced Infrastructure

Current infrastructure within Kiowa is aging with time and is limited to developments already in existence. Future developments must consider how they fund or provide resources for new structures and households to avoid further straining existing Kiowa developments.

The vision for The Town of Kiowa is to provide a sense of community, improve safety with enhanced infrastructure and maintain the charm of Little ol' Kiowa through intentional growth.

## 3. Consistency with Local and Regional Plans

When used in conjunction with the Town's ordinances, this Plan will act as a guide to facilitate the use of private lands, protect existing development, and identify areas of potential future growth/annexation.

The Plan is consistent with all local and regional planning documents, including:

- » Town of Kiowa Home Rule Charter
- » Kiowa Municipal Code
- » Town Ordinances
- » Elbert County Transportation Master Plan (2021)
- » Elbert County Comprehensive Plan (2018)

## 4. Community Participation

The Plan update process began in Winter 2023 and has included a variety of opportunities for community members, stakeholders, and town leaders to provide input and feedback. Specifically, participation opportunities included:

- » Open House #1 on September 14, 2023.
- » Online Community Survey from August 24, 2023, to February 12, 2024.
- » Open House #2 on February 27, 2024.
- » Virtual Open House #2 on February 29, 2024.

More details on comments received and input provided through these participation opportunities are included in Appendix 2.



This Page Intentionally Left Blank

# B. Background



This Page Intentionally Left Blank

## B. Background

### 1. Regulatory Setting

The Town of Kiowa is a home-rule municipality with a Council-Administrator form of government and is the county seat of Elbert County. Kiowa is a township government, which is the lowest level of general-purpose local government, and the jurisdiction of the Town extends only to areas right outside of the incorporated areas. The Town Board of Trustees consists of seven members, including a mayor and six Board members, elected at-large by the electors of the Town. The Mayor is the presiding officer of the Board and the recognized head of the Town government for all legal and ceremonial purposes. The Town Administrator is the chief administrative officer of the Town and is accountable to the Town Council for the implementation of Council policies and enforcement of ordinances and for overseeing the day-to-day operations of the Town.

The Town Administrator prepares and manages the Town's annual budget in cooperation with the Council, negotiates development agreements and other contracts, writes grant applications, and oversees specific construction projects. As part of the annual budget process, the Town Administrator surveys town residents to identify satisfaction with the full range of Town services and preferences for programs and projects to consider in the upcoming budget year. The Town has an appointed Town Attorney and Municipal Judge, as well as a Town Clerk appointed by the Town Administrator. The Town has a Joint Planning Commission and Variance Committee Board that makes decisions on land development by promoting growth and economic health and determining if requested variances are acceptable to be presented to the Board of Trustees. Kiowa also has a Kiowa Water and Wastewater Authority Board that oversees water and wastewater issues within the Town.

### 2. Kiowa History

The Town of Kiowa, originally named for the Kiowa Indian tribe, is the center of the stock raising and farming community in Elbert County and is well-known for its strong ranching and agricultural roots. Kiowa was a stop at the intersection of Butterfield Trail, used by the Pony Express and the stagecoach run on the Smoky Hill Trail in the late 1800s. Kiowa became the county seat when residents built the historic courthouse and began holding court while the towns of Elizabeth and Elbert argued over becoming the county seat. The Town was formally established and legally incorporated in 1912, ten years after the first parcel of land was purchased in 1858.

Elbert County was organized in 1864 from Bent, Greenwood, and Saguache Counties and is named after Samuel Hitt Elbert, the Territorial Governor from 1873 to 1874. Greenwood County was abolished in 1874, causing Elbert County to extend to the Kansas border. However, Elbert County was divided in two-thirds, creating Lincoln and Kit Carson Counties eastward towards Kansas. The natural grasses of the region provided a favored grazing ground for cattle raising,

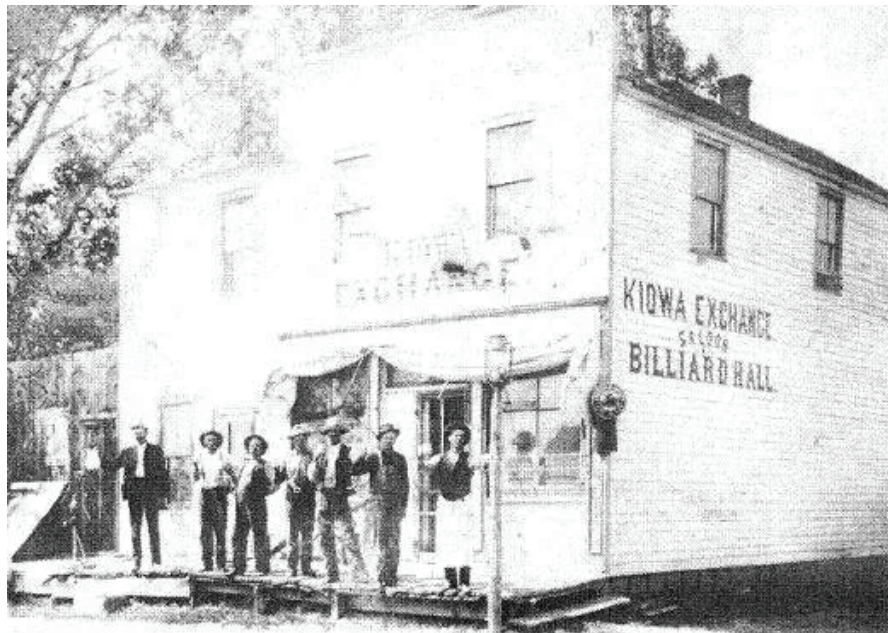


which is still a primary source of employment and income. During the early 1900s, dryland farming supported grazing, with the primary cash crops being potatoes, beans, and corn. Settlers were encouraged to move to Elbert County due to the Homestead Act of 1864, in which settlers could receive 320 acres of land and an additional 320 acres of timber production.

Sawmills were an essential factor in the growth of Kiowa, with Elbert County being coined “cedar country” being the center of an extensive lumbering area. Sawmills existed along Kiowa Creek, with lumbar production reaching top production

during the 1860s and 70's, providing much of the lumber for the construction of Denver. The railroads were built to bypass Kiowa in favor of Elizabeth, which made Elizabeth the commercial center of Elbert County today. Goods to be moved to other locations were brought to Elizabeth with needed supplies, and goods were brought to Kiowa by wagon. Several railroads came through Elizabeth after it was established as a stop. In 1888, the Rock Island Railroad stopped at Elizabeth, further isolating Kiowa from the major transportation and shipping routes.

The Depression and the drought of the 1930s hit the county hard, driving down the value of cash crops. Crops estimated in value at \$2.2 million in 1928 were estimated to be worth \$886,000 in 1938. The county population dropped as people moved to Denver and surrounding communities. Floods in May of 1878 and 1935 washed away railroad tracks, ending the roles of Elizabeth and Elbert County as points for shipment. In 1957, the U.S. Soil and Conservation District was formed with the cooperation of farmers, ranchers, and the county. Sixty-eight check dams were built, and channel improvements were made on Kiowa and Box Elder Creeks. Various types of minerals played a part in the settlement of Elbert County. Feather gold was found in a few areas, but no significant strikes were ever made. Oil and coal beds were located in the Dakota Formation, with leases being held for production. At the same time, clay mines and sawmills were also employed in the area.



### 3. Geography

Kiowa is situated in the valley formed by the Kiowa Creek, located east of the Colorado Front Range at the beginning of the High Plains, bounded on the east and west by gently rolling terrain. Cottonwood trees growing along the floodplain make a beautiful composition with the grassland environment along the surrounding hills when approaching from the east or west. Its natural settings dominate Kiowa, and the citizens of Kiowa value the clean, rural environment of the town.

State Highway 86 enters Kiowa's three-mile area of influence at an altitude of 6,515 feet, and the descent into town is steady with its western boundary at 6,340 feet while its eastern boundary is 6,403 feet. State Highway 86 continues uphill to the east border of Kiowa's area of influence at 6,580 feet. The terrain remains fairly level north and south of Kiowa, with a slight variation of approximately 100' per square mile.



# C. Existing Conditions and Trends



This Page Intentionally Left Blank



## C. Existing Conditions and Trends

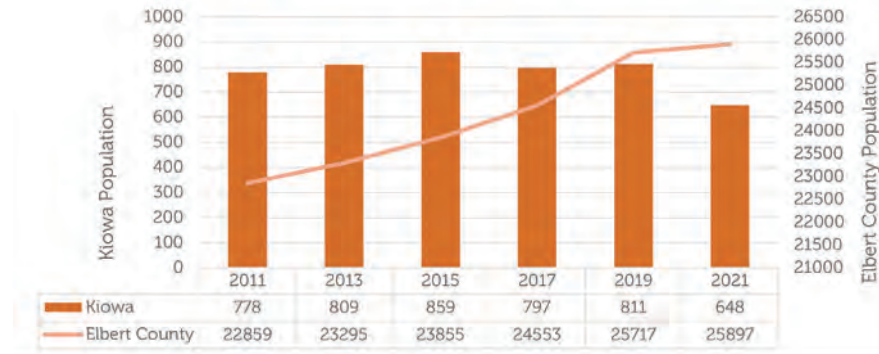
Existing conditions and trends are assessed to provide background on the community and the existing development market. This includes an overview of who makes up the Kiowa community to best project out the community's future needs, such as senior housing, affordable smaller unit types, and/or housing near parks or playgrounds for children. Trends also point towards opportunities that exist in the County or region that may benefit the Town, or that the Town should capitalize on. This may include employment trends establishing opportunities for businesses to locate in Kiowa or for a need for more local housing for Kiowa employees who commute from elsewhere.

Existing conditions and trends set a baseline for the development of this Plan. Future land uses are influenced by this data, in conjunction with community input. A successful Comprehensive Plan is one that not only recognizes the Town's vision for the future, but also considers the needs of the residents and market ahead of time based on ever evolving conditions and forecasts.

### 1. Population Characteristics

Today, the Town of Kiowa is the county seat of Elbert County, with a population of approximately 648 residents as of 2021. This represents a decrease of about 17% since 2011. In comparison, the County has grown by approximately 13% during that same timeframe.

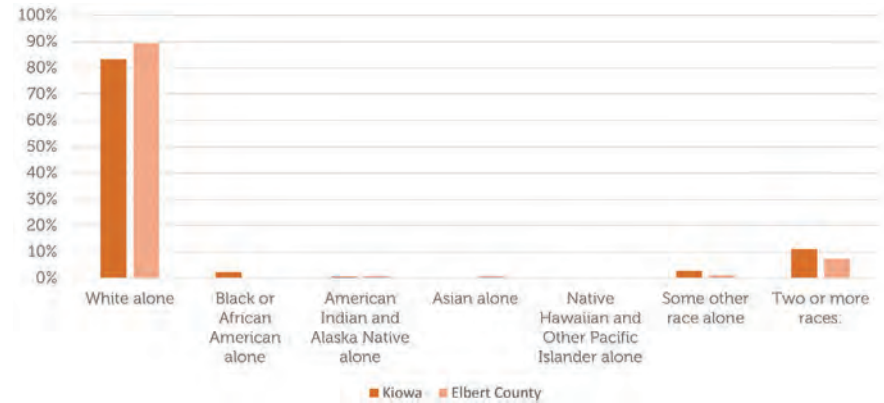
Figure 1: Kiowa and County Population Trends



Source: 5-Year American Community Survey, 2011-2021

The racial makeup of the Town is majority White at 83.3%, with the Two or More Races having the second highest percent (11%). This is similar to the rest of the County where approximately 90% of the population reports White.

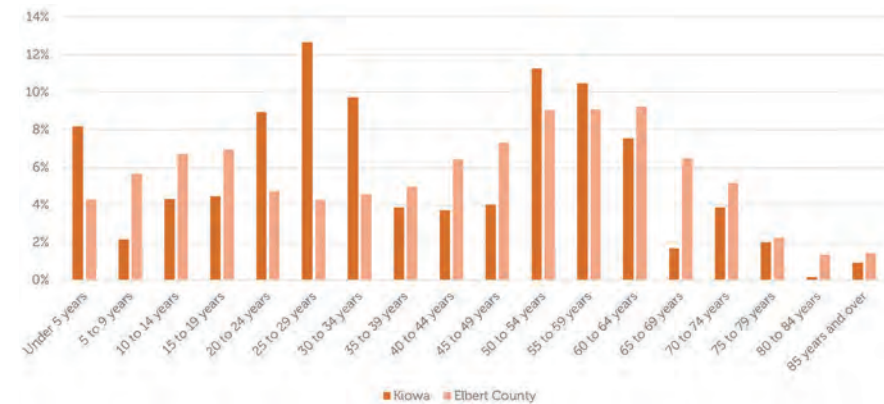
Figure 2: Kiowa and County Population Trends



Source: 5-Year American Community Survey, 2021

The Town's age distribution has similar trends to the rest of the County, but with a greater percent of population between 20 to 34 years of age. Overall, almost 40% of Kiowa's population is over 50 and almost 9% is over 65. Children and young adults up to 19 years of age make up almost 20 percent of the Town's population.

Figure 3: Kiowa and County Population Trends



Source: 5-Year American Community Survey, 2021

Since 2010, the total number of households in Kiowa have increased and diversified. Married-couple households just about doubled between 2010 and 2015 but, by 2020, decreased back to 2010 levels. Nonfamily households, which includes unrelated persons living together such as roommates, have experienced the greatest increase. In addition, the average household size in Kiowa has increased to 2.66, which reflects a slightly smaller size than the rest of Elbert County, but also reflects a greater increase since 2010.

ACS Year	Kiowa	Elbert County
2021	2.66	2.79
2015	2.67	2.82
2010	2.29	2.79

Source: 5-Year American Community Survey, 2010, 2015, 2021

Approximately 70 percent of the Kiowa population earns a low income (80 percent of the county AMI or lower). Between renters and homeowners, it is more common for renters to have lower incomes while it is more common for homeowners to earn a higher paying income.

Income Category (Percent of County AMI)	Owners		Renters		All Households	
	Total	Percent of Owner	Total	Percent of Renters	Total	Percent of Total
Extremely Low (30% AMI or less)	40	21.6%	30	46.2%	70	28.6%
Very Low (31-50% AMI)	30	16.2%	15	23.1%	45	18.4%
Low (51-80% AMI)	45	24.3%	15	23.1%	60	24.5%
Moderate (80-100% AMI)	20	10.8%	0	0%	20	8.2%
Above Moderate (101% AMI or more)	50	27%	4	6.2%	54	22%

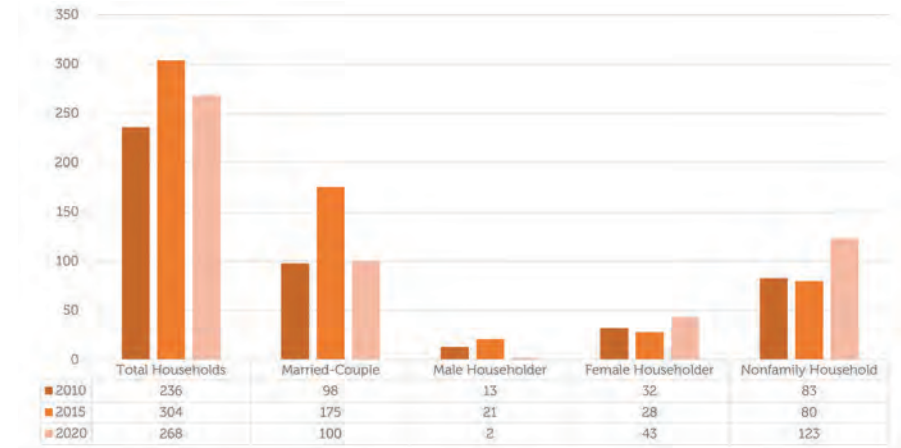
Source: HUD Comprehensive Housing Affordability Strategy (CHAS), 2016-2020

## 2. Economic Characteristics

The Town of Kiowa partners with the Elizabeth Chamber of Commerce to help with business and economic development between the two communities, and the Town established the Kiowa Economic Development Committee to help with economic development within the community and to help encourage good economic growth in the area. The Town's economic development is primarily made of a variety of small businesses within the downtown area, and the Town responds to new business inquiries on an as-needed basis.

Of the estimated 553 Kiowa residents 16 years and over, 57.3% are in the labor force and 42.7% are not. This employment rate is 9.4% lower than that of the County. Unemployment rates in the Town decreased greatly between 2010 and 2021 – dropping from 9.5% down to 2.2%. The same is true for the County where unemployment dropped from 7% to 2% over the 11 year timeframe.

Figure 4: Kiowa Household Characteristics Trend



Source: 5-Year American Community Survey, 2010, 2015, 2020

In 2021, the most common industry for Kiowa residents was Educational Services, and Health Care and Social Assistance (19.7%) – which was the same for the County as well. Both manufacturing and Other Services (except public administration) experienced the greatest increase for Kiowa residents between 2010 and 2021 with increases of 500% and 200%, respectively. In the County, the Professional, Scientific, and Management, and Administrative and Waste Management Services industry experienced the greatest increase at 46.1%.

Table 3: Kiowa and County Employment Trends (2010-2021)						
Industry Sector	2010		2021		Total Change 2010-2021	
	Kiowa	County	Kiowa	County	Kiowa	County
Employment	229	11,972	310	13,813	35.4%	15.4%
Agriculture, forestry, fishing and hunting, and mining	1.7%	3.9%	1.6%	3.6%	25.0%	4.0%
Construction	11.4%	14.5%	15.8%	11.9%	88.5%	-4.9%
Manufacturing	1.7%	6.9%	7.7%	7.9%	500.0%	32.7%
Wholesale trade	1.7%	3.6%	1.9%	1.5%	50.0%	-50.1%
Retail trade	9.6%	9.4%	9.0%	9.4%	27.3%	15.2%
Transportation and warehousing, and utilities	0.0%	5.0%	3.2%	4.9%	3.2%	12.8%
Information	0.0%	3.8%	0.3%	3.3%	0.3%	-1.1%
Finance and insurance, and real estate and rental and leasing	17.9%	7.8%	2.9%	7.5%	-78.0%	10.6%
Professional, scientific, and management, and administrative and waste management services	14.4%	10.8%	10.6%	13.7%	0.0%	46.1%
Educational services, and health care and social assistance	19.2%	16.1%	19.7%	17.9%	38.6%	28.8%
Arts, entertainment, and recreation, and accommodation and food services	11.4%	5.0%	11.3%	6.3%	34.6%	47.7%
Other services, except public administration	2.2%	6.4%	4.8%	5.0%	200.0%	-8.4%
Public administration	8.7%	6.9%	11.0%	7.0%	70.0%	16.9%

Source: 5-Year American Community Survey, 2010-2021

According to 2021 5-Year ACS data, the median income in Kiowa is \$49,609. The median income is \$114,904 for the County. As shown in Figure 5, the Town's population has the greatest percent of households earning less than \$10,000 annually. Approximately 48% of the Town's households earns an income greater than the median households income, but only 7.1% earn over \$150,000. This differs for the County as a whole where the percent of households increases as the income increases.

Figure 5: Kiowa and County Household Median Income Trends



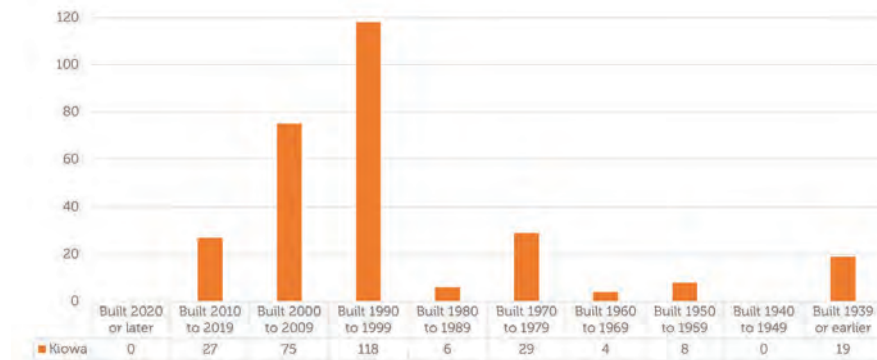
Source: 5-Year American Community Survey, 2011-2021

### 3. Housing Stock Characteristics

The Town's housing tenure comprises 74% of households owning their home and 26% of residents renting their homes. This is a higher homeownership rate compared to the state of Colorado. About 41% of the Town's housing units were built between 1990 and 1999. This correlates with a 111% population increase between 1990 and 2000. The Town had about 310 total housing units in 2020, 322 in 2010, and 246 total in 2000 (2020 US Census). The trend shows a steady increase in the total housing units in the area, which corresponds with the population increase over the last 20 years.

Within Kiowa, the median home value is \$222,800, compared to \$369,900 in the state, reflecting a lower home value in the area than in the state. However, this can lead to an increase in people wanting to move to the area due to lower home values. Around 56% of renters and 37% of homeowners with a mortgage in Kiowa paid more than 30% of their gross income on housing costs in 2020. This trend is similar to national trends as real estate prices have increased, causing mortgages and rents to rise.

Figure 6: Housing Stock Age



Source: 5-Year American Community Survey, 2021

	Total Housing Units	Single-Family Detached		Single-Family Attached		Multi-Family		Mobile Homes	
		Units	%	Units	%	Units	%	Units	%
Kiowa	286	138	48.3%	32	11.2%	38	13.3%	78	27.3%
Elbert County	9,629	973	94.2%	77	0.8%	113	1.2%	366	3.8%

Source: 5-Year American Community Survey, 2021

2010		2015	
\$178,900		\$131,900	
\$346,400		\$337,400	

Source: 5-Year American Community Survey, (2010-2021)

Jurisdiction	2010	2015	2021	Percent Change (2010-2021)
Kiowa	675	\$863	\$979	45%
Elbert County	\$706	\$892	\$1,112	57.5%

Source: 5-Year American Community Survey, (2010-2021)

Percent Housing Cost Burden	Owners		Renters		All Households	
	Total	Percent of Owner	Total	Percent of Renters	Total	Percent of Total
30% or less	120	64.9%	23	35.4%	143	58.4%
31-50%	30	16.2%	19	29.2%	49	20.0%
50% or more	8	4.3%	8	12.3%	16	6.5%
Cost burden not available	20	10.8%	20	30.8%	40	16.3%
<b>Total</b>	<b>185</b>	<b>-</b>	<b>65</b>	<b>-</b>	<b>245</b>	<b>-</b>

Source: HUD Comprehensive Housing Affordability Strategy (CHAS), 2016-2020

## 4. Community Resources

As the Town grows, and in order to ensure adequately planned growth, access to public services, utilities, and infrastructure limits must be identified. A critical component of this Plan is to identify potential needs and establish objectives to expand access as needed, and as will be needed in the future.

### Dry Utilities

Dry utilities include electricity, gas, telephone, internet, and cable access. Various utility providers are responsible for providing each service.

### Electricity

Power is sold wholesale by Colorado-Ute Electrical Association to Intermountain Rural Electric Association, which supplies power to the Town of Kiowa; substation at Elizabeth.

### Gas

2020 ACS data reports the following estimated breakdown in utility usage:

Heating Source	Percent of households
Occupied housing units	247
Utility gas	78.1%
Bottled, tank, or LP gas	6.5%
Electricity	13%
Other fuel	2.4%



### Water Source

Most of the county's residential demands are met by nonrenewable Denver Basin groundwater, concentrated in the western portion of the county. The majority of residents rely on domestic wells into the shallower bedrock aquifers (Upper and Lower Dawson), while those served by municipalities or special districts generally rely on deeper aquifers (Denver and Arapahoe). Elbert County's very limited surface water, and alluvial supplies such as the Kiowa-Bijou and Upper Big Sandy Designated Basins, are primarily used for agriculture. Reference from 2018 Raw Water Supply Study by Forsgren. Future supply alternatives are documented in this report for the County as a whole.

### Water Quality

In 2023, Kiowa's wastewater treatment facility was found in violation of standards and limits set by the EPA and Colorado Department of Public Health & Environment (CDPHE). There was another incident in December 2023 due to excessive cold weather temperatures which caused electrical wire connections to loosen. The problem has since be resolved and the facility is operating properly and the Town is in compliance.

### Water Demand

The Water system is a gravity flow system fed by two wells within the town limits. Storage is provided in two elevated tanks with storage capacity of 100,000 gallons in the lower tank and 85,000 gallons in upper tank. Lack of adequate storage is a concern for the town. Wells operate at 50% capacity, produce 314.5-acre feet annually; fully operating system can sustain flows for 5.5 hours. Chlorinators are used in water treatment on both wells; no known water quality problems exist.

### Wastewater

Based on the Town's website in June 2023, Kiowa Water and Wastewater Authority (KWWA) engaged with the Colorado Rural Water Association to have a rate study review completed in 2024. If rates are increased as a result of this study, the Town can plan for future water and wastewater infrastructure improvement and use these funds as matching funds for design and construction. Kiowa Water & Wastewater Authority Redundancy Project is a top priority project for KWWA. Through this project the KWWA will create a redundancy water delivery system for the Town; thus, meeting the CDPHE standards for water redundancy as a municipal service. Engineering and design to begin in 2024.



### Education

There are three public schools located within Kiowa and part of Elbert County School District C-2 – an elementary school, middle school, and high school. Enrolment between kindergarten to 12th grade has dropped approximately 68% between 2010 and 2022.

### Law Enforcement

The Town of Kiowa falls under within the Elbert County Sheriff’s jurisdiction. The Sheriff’s Office, located in Kiowa, covers 1,854 square miles and is responsible for law enforcement, investigations, and detentions.

### Fire Protection

Kiowa Fire Protection District (KFPD) was founded in 1952 and covers 324 square miles in Elbert County, including the Town of Kiowa. Station 221 is located in Kiowa off of Comanche Street. KFPD provides fire safety and EMT/Paramedic services.



## 5. Transportation

Sitting atop Colorado Highway 86, Kiowa is located along a minor arterial connecting eastern Colorado to Denver Metro and the Rocky Mountains. Highway 86 is a major highway that provides a major road for goods movements. Through Kiowa, Highway 86 becomes Comanche Street and provides connection into smaller neighborhood streets throughout the Town. Ute Avenue, which turns into Kiowa-Bennett Road, is classified as a major collector and provides the main entrance into Kiowa from the north; County Road 45 is also a major collector and is the main entrance into Town from the south.

### Transit

Due to the Town’s rural location and small population, as well as the County’s sparse population, transit services are challenging to support. As such, there are no local public transportation options for Kiowa residents and visitors; however, the East Central Council of Local Governments (ECCOG) provides a coordinated public transit system – the Outback Express – for the central plains of Colorado, including the counties of Cheyenne, Elbert, Kit Cason, and Lincoln. The service is available to anyone in need through a combination of 19 standard vans and wheelchair accessible mini-buses but it predominantly serves seniors to access local nutrition sites, shopping/errands, medical appointments, the courthouse, the post office, etc.

### Active Transportation

Significant thoroughfares have raised concerns of poor pedestrian access and high traffic speed in the area. The streets in Town are primarily paved outside a few roads on the outskirts of Town with some curbs and gutters on the road as well as some sidewalks. Limited sidewalks are available to pedestrians along Comanche Street and the remaining street requires walking along the road. Neighborhood sidewalks are only provided in newer neighborhoods east and south of the Elbert County Sheriff’s Office. There are no designated bike lanes, or separated trails, in Kiowa.

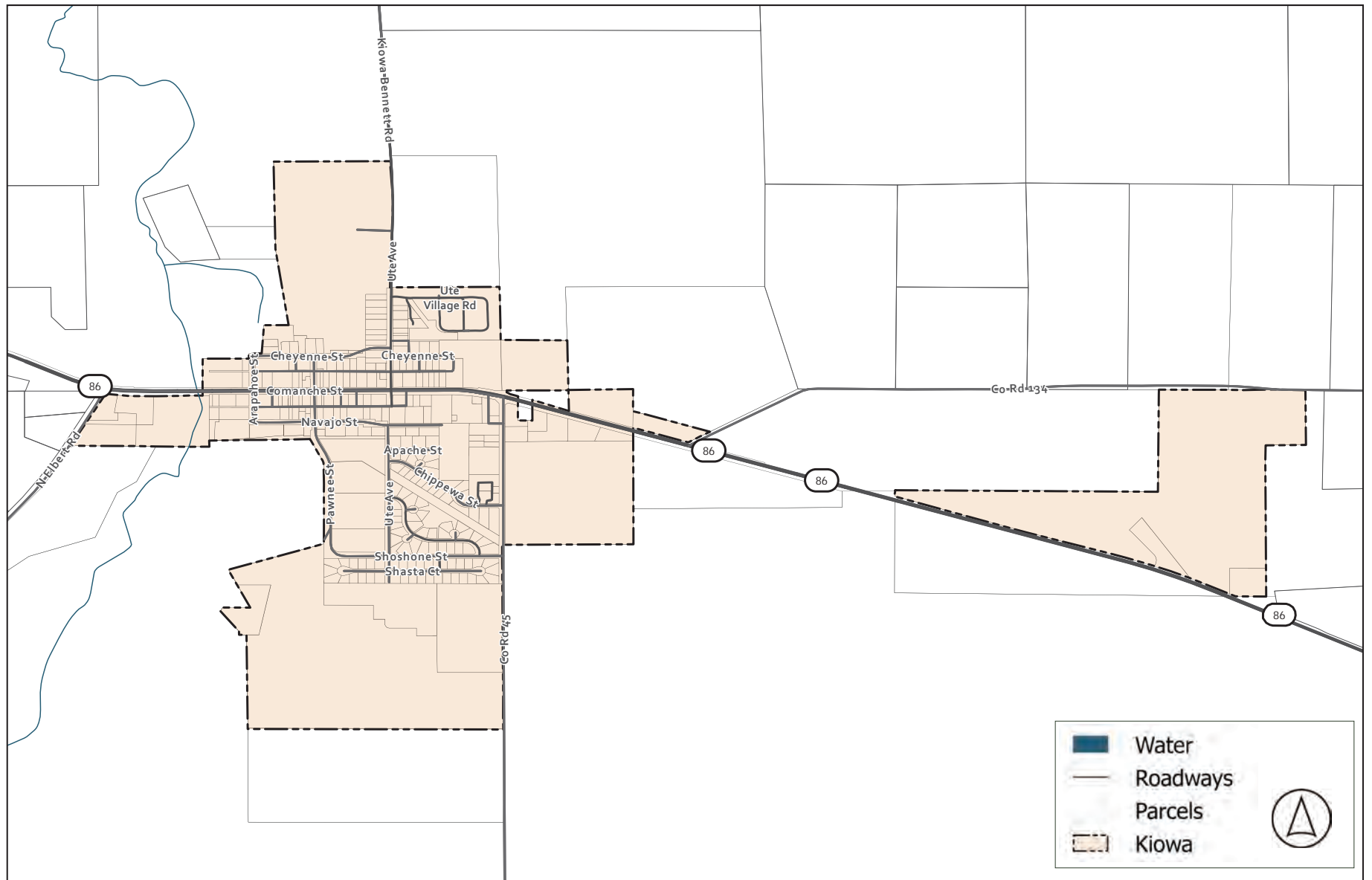
### Bridges

The Kiowa Bridge is located along Comanche Street and serves as the gateway into and out of the City to the west. The bridge runs over the Kiowa Creek and has been considered in need of rehabilitation for the last 20 years due to damages from flooding, weather, and general aging. As of 2024, the Town has partnered with the Department of Local Affairs (DOLA) to fund the replacement of the bridge. This is anticipated to take approximately 3 years and will, once completed, provide safer transportation along the Town’s gateway street.

### Commute Patterns

In 2020, Census data reported Kiowa residents had a mean travel time to work of 36 minutes. This represents 10 minutes more than that of Colorado residents as whole. A key factor in this figure is that 95% of Kiowa employed residents work outside of the Town and 96% of the Kiowa workforce lives elsewhere.

# Transportation Map



## 6. Environmental Conditions

Located on the semiarid high plains of eastern Colorado, Kiowa is in the middle latitudes and interior of the North American continent. This location results in significant and rapid temperature changes. The location on the leeward side of the Rocky Mountains contributes to low precipitation and humidity, with the most precipitation occurring during the summer months when southerly winds bring moisture from the Gulf of Mexico. Winds are generally heaviest from March through May and the lightest in December and January, with winds primarily coming out of the north most of the year.

Kiowa is surrounded by a Bresser-Truckton soil association, which contains deep, nearly level to moderately steep, well-drained soils on uplands. To the west of Kiowa, in the Kiowa Creek flood plain, soils form a Nunn-Haplustolls association consisting of deep, nearly level to moderately sloping, well-drained terrace soils. Along the eastern border of Kiowa's three-mile area of influence, just north of State Highway 86, is a fragment of the Weld-Bresser association. This features deep, nearly level to moderately steep, well-drained upland soils.

Kiowa is also underlain by two significant coal-bearing formations, the Denver lignite, and Laramie coal zones, created as lignite A. This coal is of a relatively low grade and has been produced in Elbert County from areas to the south and east of Kiowa. However, no current coal production is taking place in Elbert County. Denver and Laramie's lignite is suitable for strip mining in a zone beginning approximately six miles east of Kiowa and extending eighteen miles further east. The zone extends beyond the borders of Elbert County on both the north and the south. Laramie coal is considered suitable for possible on-site gasification. However, the development of this resource may not be economically feasible. The region of Elbert County to the north of Kiowa contains productive oil and gas fields. There was significant activity in these fields in the 1980's. Many fields that began production before 1980 have also experienced increased drilling in recent years. Other minerals exist in Elbert County, including opals and placer gold; clay was the only mineral resource produced in the County in 1982.

### Water

Water is a rare and valuable commodity on Colorado's dry high plains. The most significant and prominent hydrological feature in Kiowa is Kiowa Creek; the alluvial aquifer beneath the creek holds the town's water supply. Kiowa Creek basin includes a number of intermittent streams and encompasses a watershed of approximately 118 square miles. Kiowa also sits atop all of the major groundwater aquifers of the Denver Basin, estimated to contain approximately 100 million feet of water.

The accessible groundwater aquifer in western Elbert County is the Dawson-Akrose. It is a primary source of drinking water throughout the area and yields small to moderate quantities of generally good-quality water. The Dawson-Akrose is particularly significant to Kiowa because water migrates from the

Dawson-Akrose formation into the streambed alluvial aquifers such as the one below Kiowa Creek. With increased pumping from wells, which could occur with further development in the area, the possibility exists that discharge into the alluvial aquifers may no longer occur.

Even though surface water in Elbert County can be scarce, it has occasionally created catastrophic conditions in Kiowa. Floods usually occur from May through August, with landmark historical floods in 1878, 1935, and 1965. During the May 1935 flood, water reached the intersection of Comanche Street and Pawnee Avenue, approximately 1,200 feet from the creek and 18 feet above the streambed. Some flood control measures were implemented after this event, including constructing an embankment to help protect the town. The climate, geographic, and meteorological characteristics of the headwaters of Kiowa Creek make extremely heavy rainfalls possible in short periods, with flooding possible downstream even though there may be little or no actual precipitation in Kiowa itself.

### Vegetation and Wildlife

A semiarid plains landscape surrounds Kiowa. The dominant vegetation includes sod-forming perennial grasses, including buffalo grass and blue grama. Both grasses have extensive root systems that are essential in the semiarid plains landscape to absorb moisture from brief prairie rainstorms, while the deeper roots obtain water during drought.





There are established wildlife corridors that run along the Kiowa Creek, and its intermittent streams, to provide protection to the vegetation and wildlife in the region. The following lists local wildlife present in the region:

- » **PLAINS BIRDS:** Furrugmous Hawk, American Kestrel, Gamel’s Quail, Mountain Plover, Western Meadowlark, Burrowing Owl, and Cassin’s Sparrow.
- » **RIPARIAN BIRDS:** Herons such as Black-crowned Night Heron, Yellow-crowned Night Heron, Great Blue Heron, Snowy Egret, Swainson’s Hawk, Wood Duck, Northern Bobwhite, Mourning Dove, Lem’s Woodpecker, Red-headed Woodpecker, Kingbirds: Cassin’s Kingbird, Western Kingbird, and Eastern Kingbird; Blue Jay, American Crow, Black-capped Chickadee, Veery.
- » **PLAINS MAMMALS:** Desert Cottontail, Black-tailed Jackrabbit, White-tailed Jackrabbit, Mice: Plains Harvest Mouse, Deer Mouse, Northern Grasshopper Mouse, Silky Pocket Mouse, Ord’s Kangaroo Rat, Northern Pocket Gopher, Plains Pocket Gopher, Black-tailed Prairie Dog, Striped Skunk, Long-tailed Weasel, Badger, Coyote, Gray Fox, and Pronghorns.
- » **RIPARIAN MAMMALS:** Plains Harvest Mouse, Western Harvest Mouse, Deer Mouse, Raccoon, Prairie Vole, Eastern Cottontail, Red Fox, Gray Fox, Striped skunk, Coyote, White-tail deer, and Bobcats.

## 7. Economic Development

Economic development in smaller communities often relies on creating experiences that excite and retain existing residents, encourage new people to live there or former residents to return, or attracts visitors to support economic growth through tourism. Understanding local attractors and assets is a critical first step in developing a strategy that will maximize Kiowa’s ability to leverage its resources while positioning itself to guide sustainable economic development, promote job creation and service provision, expand the local tax base, and maintaining a high quality of life for residents and visitors, alike.

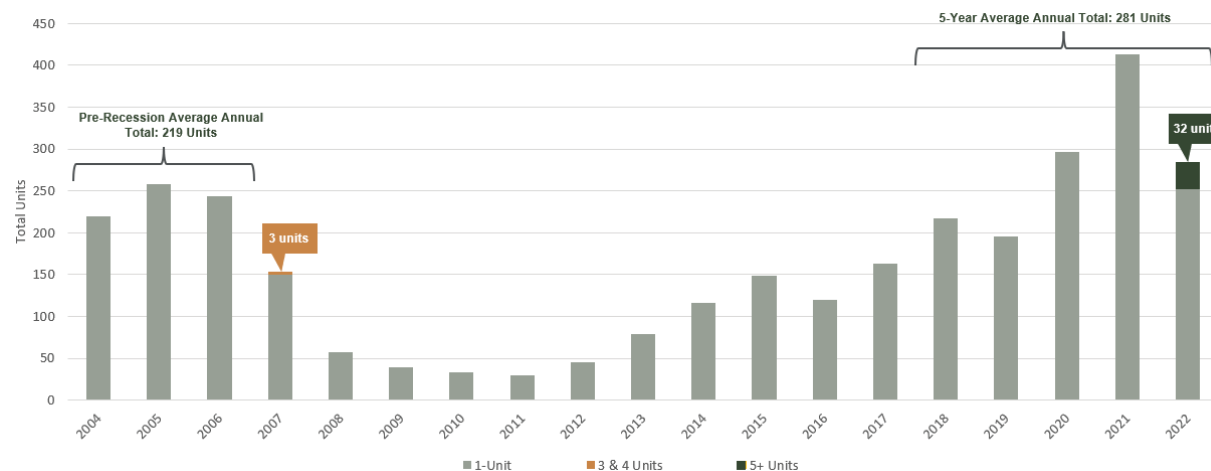
Kiowa is known for its natural settings and its open spaces that provide recreational opportunities to the community. The A.F. Nordman Park on Arapahoe Street and Navajo Street has a playground, a tennis court, and a playfield that the community can utilize. The Fawn Valley Park includes a playground, a basketball court, walking trails, a playfield, and an exercise area for the community to use. The Fawn Valley subdivision also provides additional open space to the area, which helps provide more conservation areas to the community.

Additionally, the County Fairgrounds provide an area for Professional Rodeo Cowboys Association (PRCA) rodeos and other community events for residents and surrounding population. The Elbert County School District has a track, a football field, a baseball field, a playground, a walking track, and two school gyms that the community can also utilize. Public basketball and volleyball courts are open for recreation next to the Elbert County Historical Museum. Kiowa also has its own public library and the Elbert County Historical Museum which provides tourism options and areas of recreation for the community.

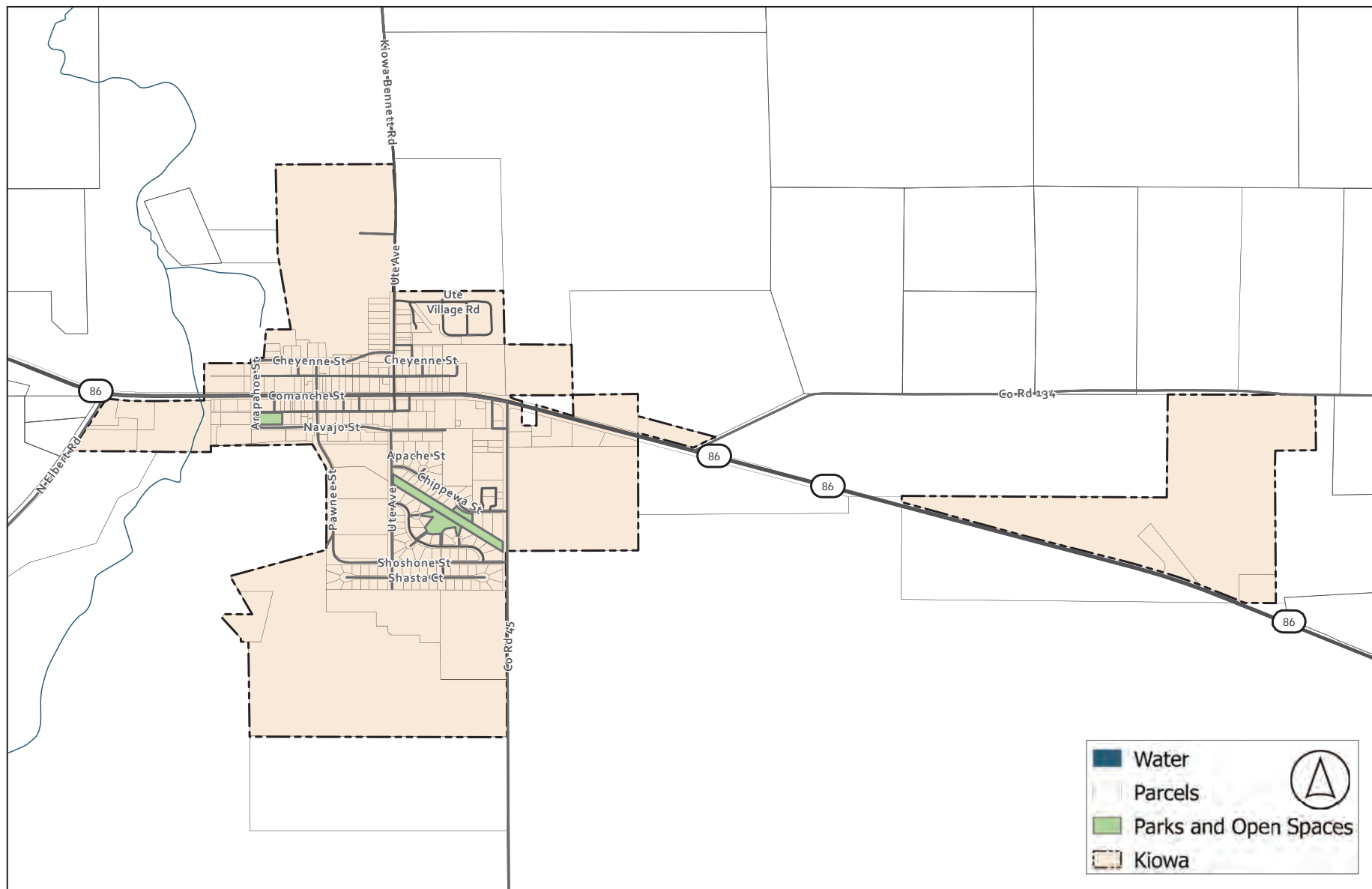
There are two churches in town which provides services to the community: the Kiowa Creek Community Church and the Majestic View Church. As the County Seat, Kiowa is home to the Elbert County Courthouse that offers judicial services to the rest of the county.

There are a number of historical structures, such as the Elbert County Museum (Spanish Colonial Revival, the original building, built 1921), Elbert County Courthouse (Italianate, originally municipal building, built in 1912), Kiowa Town Hall (Vernacular masonry, commercial building that was built in 1905), Public Library (Romanesque revival, originally Catholic Church, built 1903), St. Mark’s Presbyterian Church (Gothic revival, built 1908), County Seat Saloon (19th-century commercial, originally Reily’s Quality Mercantile, built 1879), Masonic Hall, and the Elbert County Abstract Building (Built 1903).

Figure 7:  
Residential Building  
Permit Trends  
(Elbert County)



# Parks and Open Space Map



Creating an enviable quality of life for residents and attracting visitors requires a wide variety of real estate sectors to meet community needs. The Kiowa Comprehensive Plan included a limited market analysis to better understand the strengths and weaknesses of the local economy, how Kiowa competes with other areas of the county and region, and how trends are expected to change over time.

### Residential

Details of the local housing market were detailed previously in the Existing Conditions and Trends section of the Comprehensive Plan. There is an intrinsic relationship between housing and economic development. Having a diverse housing supply is critical to attract workers, whether they are employed in Kiowa, nearby, or commute long distances. When compared to Elbert County and the larger Denver metropolitan statistical area (MSA), the housing units in Kiowa are comparably newer, with a median year built of 1995. In fact, more than 40% of all housing units in Kiowa were completed in the 1990s. Median home values are lower than Elbert County but have been on the rise in recent years.

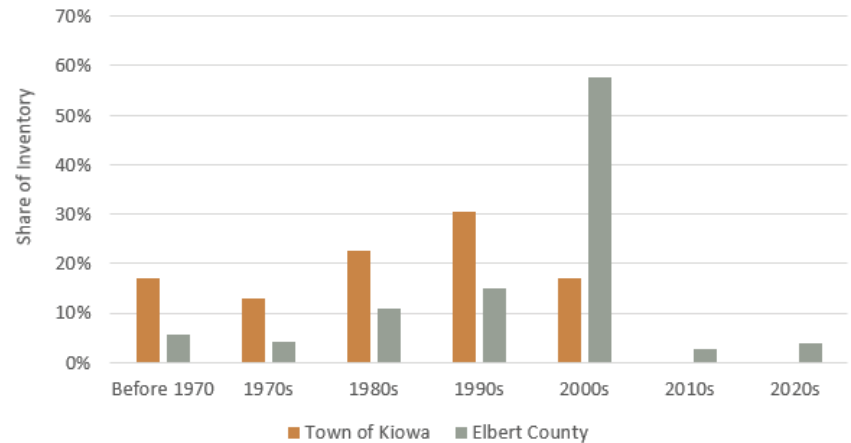
Although the housing stock is primarily single-family detached units, Kiowa has more housing type diversity when compared to Elbert County. While almost 50% of all housing units in Kiowa are single-family detached, Elbert County has a higher 94.2% share. Multi-unit housing options and mobile homes comprise the balance of the housing options for Kiowa. This provides some variation in housing types, price points, and locations for residents of Kiowa, which can be attractive for new residents. Residential building permits trends have been on the rise, indicating momentum in Elbert County from a development standpoint. However, permits remain primarily single-family detached.

### Retail

Retail offerings is an important aspect in serving residents and attracting visitors to stay and spend their money locally. Ten retail properties were identified in Kiowa, totaling nearly 42,000 square feet. The retail space in Kiowa comprises 7.3% of the total inventory in Elbert County. Most of the retail space in the town was built in the 1990s, corresponding with a period of strong residential growth.

There has been no new retail space constructed in Kiowa since the 2000s, indicating that residents are likely traveling elsewhere to meet many of their service needs. Many of the more substantial retail offerings in the county are in Elizabeth. Retail in the community is located on, or just off, Comanche Street, and are primarily owner-occupied, single-tenant spaces. While vacancy and lease rate information are extremely limited for properties in Kiowa, Elbert County's 575,000 square feet of retail inventory has limited availability (1.4% vacancy rate) and increasing lease rates (\$22 per square foot). This momentum could be mimicked in Kiowa over time.

Figure 8: Comparison of Retail Inventory by Decade Built



### Office and Industrial

Office and industrial properties are limited in Kiowa, totaling less than 20,000 square feet of space. Existing inventories are smaller in size and are primarily owner-occupied. Similar to retail, much of the existing inventory was built in the 1990s, reacting to the residential growth at that time. While there has been no new office or industrial properties completed in the town since the 1990s, there is a 15,000-square-foot warehouse building that is nearing completion just to the east of the Kiowa municipal limits on Comanche Street. Market asking rent for the new building is estimated at \$14 per square foot.

This Page Intentionally Left Blank

# D. Land Use



This Page Intentionally Left Blank

## D. Land Use

### 1. Overview

The primary goal of the Plan is to guide growth in a manner that sustains and enhances Kiowa's unique spirit of community and sense of place. This section details how current trends, community vision, and future resource needs are compiled to guide Kiowa over the next twenty years.

### 2. Growth Trends

The region has experienced very rapid growth in population and development. For the most part, Kiowa has remained comparably unchanged, but development interest pressures have resulted in the need to update the Town's Comprehensive Plan to assess resources and studies to be conducted to properly plan for future growth.

Recent developments within Kiowa have included the Fawn Valley subdivision and apartments on the southeast side of the Town. Developments within the three-mile area of influence around the Town of Kiowa have included the Yellow Pines, LandVest Development, Sunrise, Pine Meadows, Hawkeye Ranches, the Ranch at Forest Ridge, and Summit View Business Park.

Future growth in Kiowa is dependent on a number of factors:

- » Market conditions and developer/property owner interest
- » Town infrastructure capacity
- » Development costs – entitlements, building permits, impact fees, etc.
- » Available land within Kiowa town boundaries

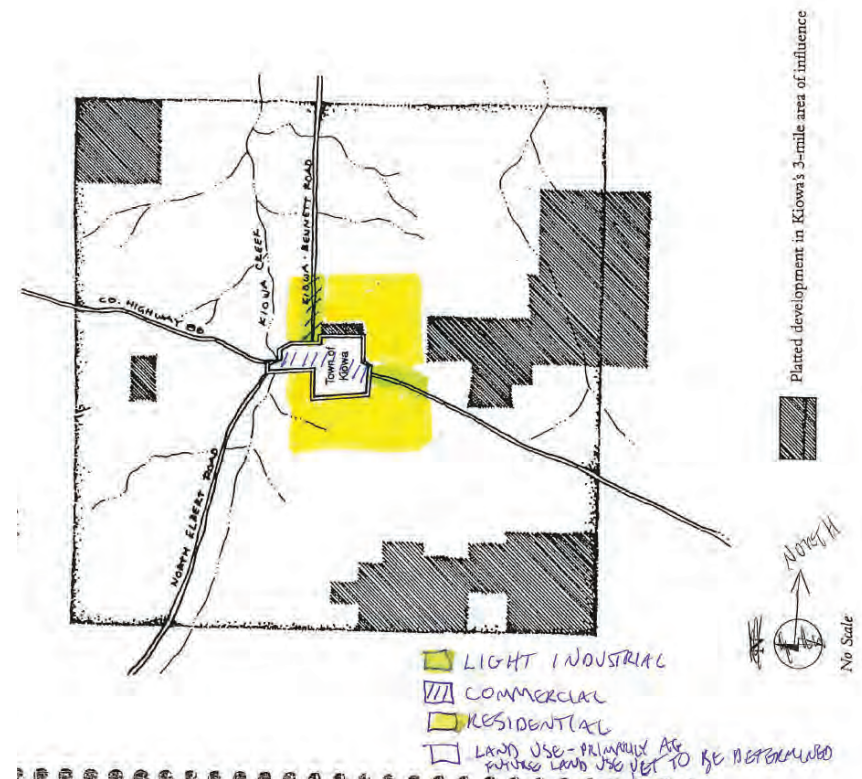


The Future Land Use Plan accounts for these factors, to the extent possible, and provides a path for the Town to welcome new developments in a manner that does not overburden existing infrastructure limitations, nor takes away from the Town's cherished feel.

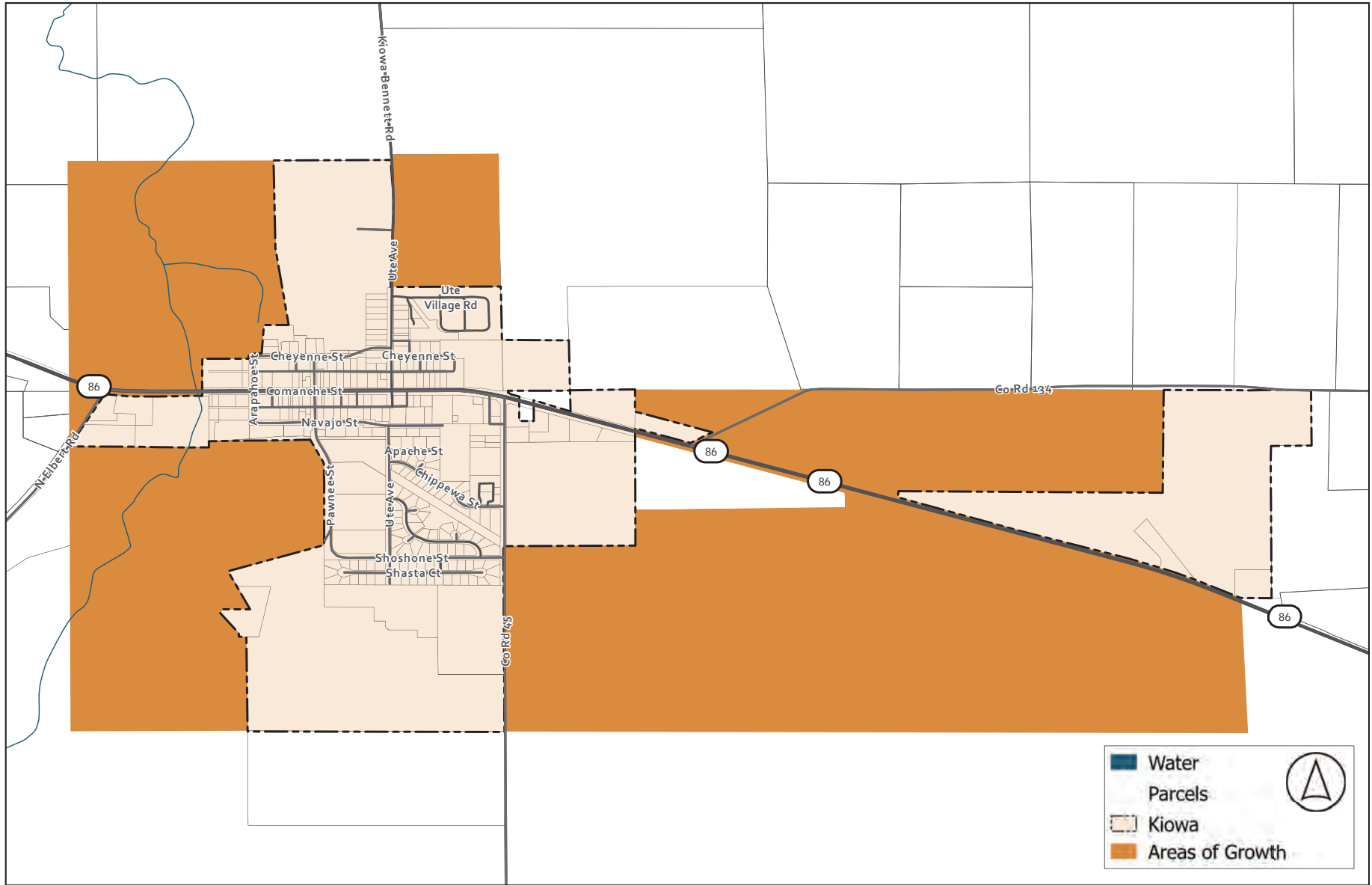
The Areas of Growth Map identifies land outside of the Town's jurisdiction which could be annexed into Kiowa, should there be interest in the future. This land currently sits mostly undeveloped and vacant. Given its location surrounding the Town, this land would be the most feasible and likely to annex with property owner and developer interest. A majority of this land was also identified in the 1998 Town of Kiowa Master Plan for future development interest.

Should any of the areas of growth be annexed into Kiowa, it will need to go through the annexation process before the Board of Trustees, including establishing a land use designation and zoning. This Comprehensive Plan does not establish actions for the Town to proceed with annexation, rather identifies the areas for future consideration.

Figure 9: 1998 Town of Kiowa Master Plan



# Areas of Growth Map





### 3. Future Land Use Plan

The Future Land Use Plan (FLUP) serves as the basis for development and land use decisions within the Town of Kiowa. In addition, the FLUP serves as the foundation for zoning and subdivision regulations.

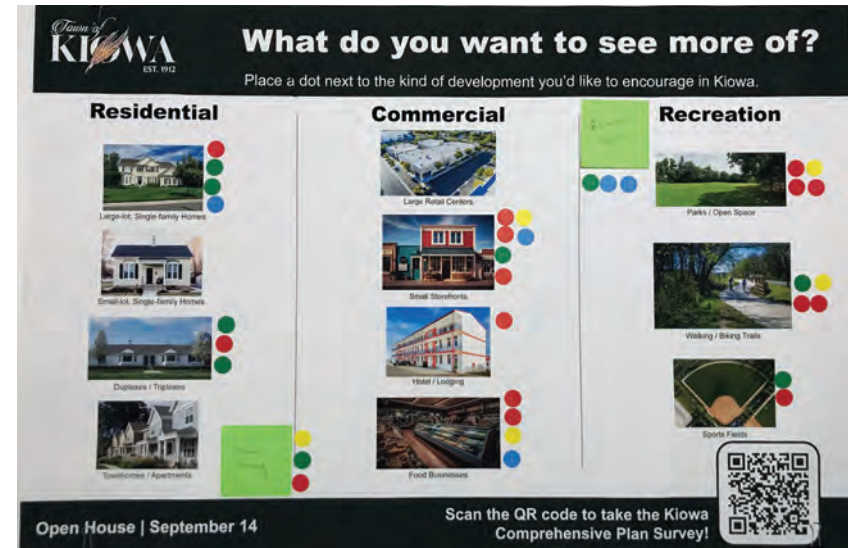
This section provides land use descriptions, related urban design guidelines, and a FLUP that graphically illustrates the vision for the Town of Kiowa. These are intended to support the type of development envisioned by the community and represented in the Vision and Goals chapter while also giving a Town-wide view of the transitions of land uses.

The following land use descriptions and definitions include land use categories that reflect the community vision and goals crafted throughout the 6 month-long public engagement process. Two concerns which continuously arose throughout the engagement process were 1) the importance of maintaining a small-town feel and 2) recognizing development will occur but it must remain similar to existing neighborhoods and cover infrastructure needs. Considering these concerns, and specific input from the community regarding individual parcels and town vision, the following map was created.

A significant challenge to creating the FLUP was making the plan not only align with the community's vision for Kiowa's future, but also to make the plan flexible enough to respond to changing market conditions. This Plan has been designed to accommodate a range of possible conditions to allow for the market flexibility and unique nature of each future development project.

#### Public Recommendations

- » The area to the east of Town should be mixed-use so as to allow for commercial and retail services along CO 86, such as a truck stop, and residential to the north. This can be made possible with horizontal mixed-use.
- » Mixed-use should be included along CO Rd. 45 to provide commercial opportunities to nearby neighborhoods, as well as multi-family residential opportunities reflective of existing multi-family to the north.
- » Partnership with the County could lead to recreation opportunities to the north of the fairgrounds - a recreation center, archery, a community pool, etc.
- » If the schools relocate to a new site, the current school-site could be repurposed for housing, specifically teacher and staff housing.



The following descriptions have been crafted to provide guidance to the FLUP map:

### Single Family Residential

Residential areas are best located in convenient proximity to areas of employment, recreation, schools, and open space. Single family residential includes neighborhoods with conventional detached single-family dwellings on a range of lot sizes with various setbacks. Single family neighborhoods should be supported by public facilities and community amenities, such as sidewalks, parks, trails, and other public amenities.

- » Suggested Unit Types: Single-family detached units; Accessory Dwelling Units (ADUs); mobile homes; townhomes.
- » Density: Up to 8 DU/acre.



### Commercial

Commercial uses are focused along Highway 86 to conveniently serve the needs of both residents and visitors traveling through town. Neighborhood business and service centers should be located within walking or biking distance, or accessible via local or collector roads. This provides opportunities for a variety of neighborhood-serving uses – restaurants, cafes, stores, offices, etc.

- » Suggested Uses: General retail; restaurants; office spaces.



### Multi-Family Residential

Multi-family accounts for a variety of medium to higher density residential unit types. Multi-family development may include neighborhoods with small lot residential layouts not greater than two stories, as well as apartments typically between two to four stories. A variety of housing types should be incorporated where feasible, with higher densities placed closer to public spaces and amenities. More densely populated areas should be closer to commercial resources and along more heavily traveled roads.

- » Suggested Unit Types: Townhomes; duplexes, triplexes, fourplexes; apartments, condominiums; senior housing; tiny home communities.
- » Density: 8 to 24 DU/acre.



### Mixed-Use

The mixed-use classification allows for the combining of residential and commercial uses either vertically or horizontally. This may include stand-alone residential or commercial/retail uses or one- to four-story buildings with retail/office space on the ground floor and residential above. Mixed-uses are typically located along arterial thoroughfares – which assists in revitalizing main streets, increasing walkability, and promoting businesses. Enhanced walkability would provide improved and safer connections between neighborhoods, Cherokee Street, the schools, and the fairground.

- » Suggested Unit Types: Mid-rise apartments/condos; general retail; restaurants; office spaces; hotel/motel lodging; public uses.
- » Density: 8 to 24 DU/acre



### Public

Public buildings and offices, semi-public facilities including public and private schools, churches, and historically significant buildings.

- » Suggested Uses: Government buildings (Town Hall, Post Office, Fire Department, Sheriff's Office, Courthouse, etc.); schools; community center; fairgrounds; museum.



### Industrial

Industrial uses support economic development by providing employment opportunities and contributing to the local economy. This may include light industrial office, warehousing, and assembly manufacturing.

- » No industrial uses are identified within the 2024 FLUP map.



### Parks and Open Space

Open space includes public and private parks, trails, floodways, and public golf courses. Quality open space should provide the community with the opportunity to interact and be active outside year-round for all ages and ability. Parks and open space should be available within walking distance from neighborhoods and be connected by sidewalks and trails for safety. Open space also accounts for floodways such as the area of land along the Kiowa Creek and to the north and south. Due to the flooding potential of this area, development is not possible; however, this area could include walking trails to help activate this space and provide additional amenities to Kiowa residents.

- » Suggested Uses: Parks; outdoor recreation; walking and biking trails; playgrounds; sports fields and courts; natural open space; water access.





# E. Capital Improvement Plan



This Page Intentionally Left Blank

## E. Capital Improvement Plan

A Capital Improvement Plan (CIP) is a tool used by governmental agencies to facilitate planning, programming, and financial management of public improvements. It prioritizes the Town's desired improvement projects and aligns available funding to the anticipated project costs. A CIP typically describes five to ten years of capital projects and is used to make strategic project decisions, coordinate project delivery schedules, identify funding needs and shortfalls, and support grant funding opportunities.

### 1. Transportation

Strategy TR.1.1 is included in the Goals and Strategies section of this Plan to provide for the creation of a Capital Improvement Plan which addresses transportation needs and projects.

Access into and out of the Town is provided by the following roadways: Comanche Street (Highway 86) to the west and east, and Ute Avenue (Kiowa-Bennet Road) to the north, and Elbert Road and County Road 45 to the south. Comanche Street is considered a minor arterial – which in rural areas typically includes two or more travel lanes and connects a town to a principal arterial – and along which the Town's main commercial and public uses are located. Ute Avenue is identified as a major collector and provides connection in and out of the Town to the north. Both roadways are specifically assessed in this Plan as they are the gateways into and out of the Town and are therefore critical to Kiowa's image and accessibility.

#### Comanche Street (100' ROW)

The community has expressed concerns with speeding and pedestrian safety along Comanche Street, and a desire to revitalize the downtown area. Improvements and modifications to this corridor can be made to slow traffic, provide safer pedestrian crossings, and create wider sidewalks that allow for place-making, street furniture, and other amenities that promote businesses along the corridor.

The Elbert County Transportation Master Plan (TMP) provides a guide to transportation investment decisions throughout the County and prioritizes various projects to be funded and constructed. As part of the Master Plan, the County has identified improvements to Comanche Street (illustrated in the 100' ROW). This option proposes greater investment into sidewalks, landscaping, and road improvements to maintain the existing travel lanes but provide wider sidewalks and streetscape features for pedestrians walking along Comanche Street. This version also includes the existing on-street parallel parking between the travel lanes and sidewalk for convenient access to the businesses along the street.

#### Comanche Street (80' ROW)

Although the TMP identified this street as a 100' ROW section, the Town has expressed concern over the number of travel lanes and overall pedestrian crossing width. With this in mind, another potential option for the street section through downtown Kiowa is the 80' ROW option. This option decreases the number of travel lanes down to two but adds a center two-way left-turn lane. Studies conducted by the Federal Highway Association (FHWA) and communities across the country have shown that converting a four-lane undivided road to a three-lane segment can accommodate similar traffic volumes as turning vehicles use the center turn lane, allowing traffic to flow more freely through the lanes. Additionally, studies have shown these conversions also reduce crashes and improves pedestrian safety.

The space gained by eliminating two through lanes can be reallocated to provide more space for pedestrians and streetscape features without the need for additional right-of-way or impacts to existing properties. This version also includes existing on-street parallel parking between the travel lanes, a wider sidewalk, and additional amenities zone for convenient access to the business along the street.

#### Ute Avenue (66' ROW)

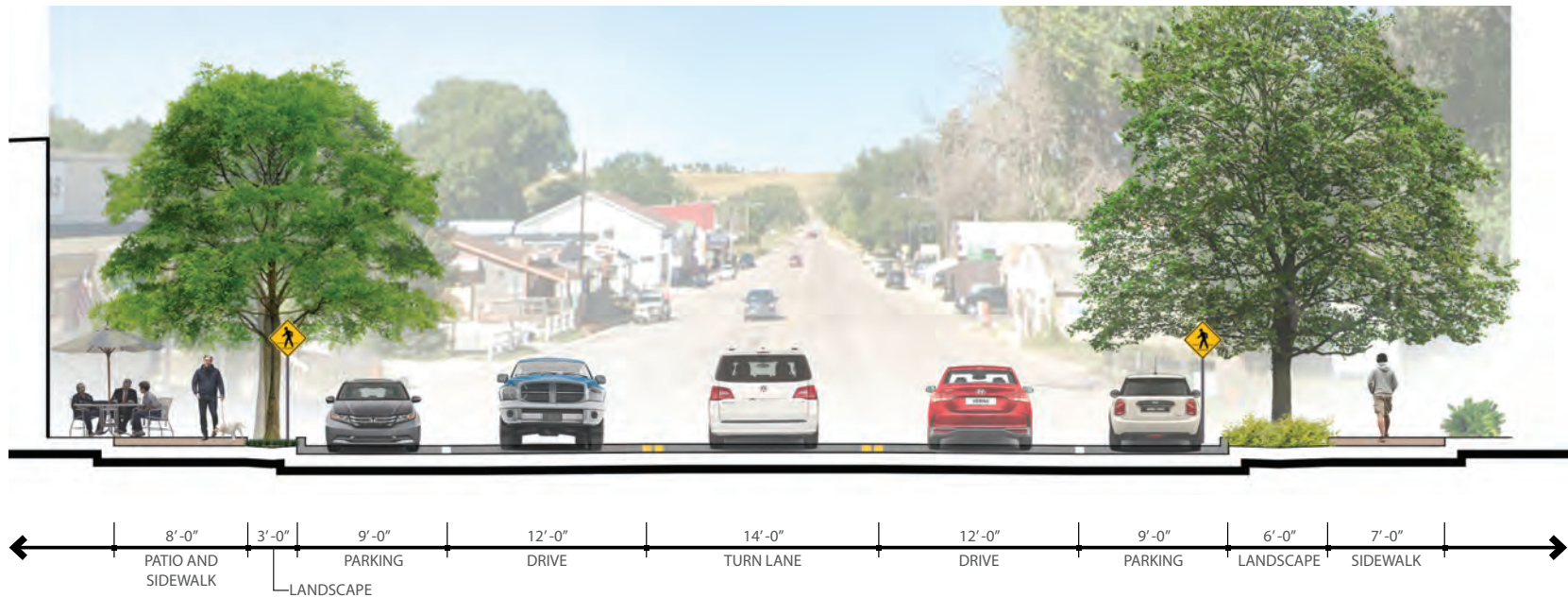
Ute Avenue currently includes two drive lanes and street parking. As another source of entry into the Town, Ute Avenue should be welcoming and accessible. The figure below reimagines the avenue with new sidewalks on either side of the road for safe pedestrian access between the main street and the fairgrounds and added landscaping to create a pleasant pedestrian experience.



## Comanche St. 100' ROW

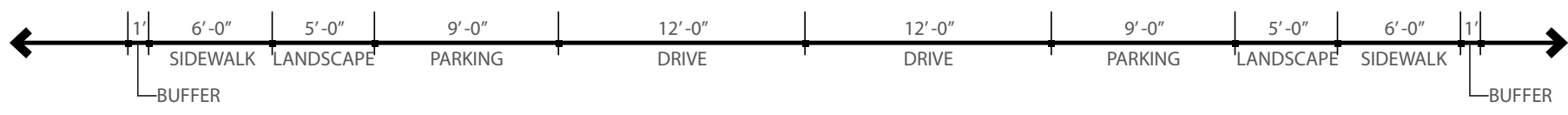
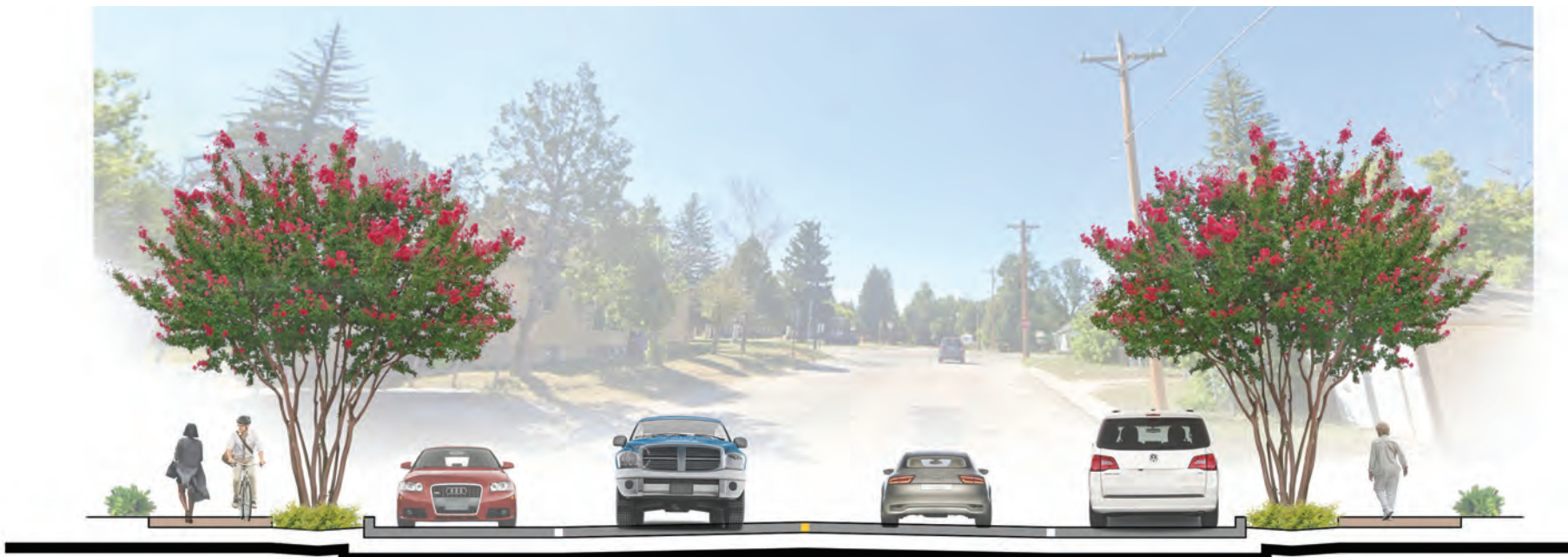


## Comanche St. 80' ROW





# Ute Ave. 66' ROW



## Regional Transportation Plans

As CO 86 (previously denoted as SH 86 and known as Comanche Street through the Town of Kiowa) is a State Highway, the Colorado Department of Transportation (CDOT) oversees and approves projects along the highway. Therefore, the Town should continue to coordinate with CDOT to further develop a plan for improvements to CO 86.

Elbert County and the Town of Kiowa are part of CDOT's Eastern Transportation Planning Region (TPR). As part of CDOT's Regional Transportation Plan (RTP), CDOT and the Eastern TPR identified CO 86 as a priority corridor with high importance to the region's transportation system. The Plan includes a Corridor Profile that describes the corridor's needs and desired improvements and was adopted in the Statewide Transportation Improvement Program (STIP). The Corridor Plan identifies project improvements to CO 86 to add sidewalks on the south side of CO 86 (Planning Project ID 2414); however, the improvement is shown as unfunded (as of March 2024).

Aligning the Town's CIP with these regional transportation plans will ultimately help promote the project and secure funding through the STIP and CDOT Ten-Year Plan. Additionally, several State and Federal grant programs currently exist to support multimodal and revitalization projects similar to Comanche Street and should be explored for funding opportunities.

## Pedestrian Safety and Connection

With an improved Comanche Street and Ute Avenue, the Town should look to make additional north-south sidewalk connections to provide a connected pedestrian network within the Town. Additional safety improvements that could be considered include curb extensions at intersections. Curb extensions promote pedestrian safety by slowing traffic, shortening pedestrian crossing distances, and making pedestrians who are waiting to cross the roadway more visible to drivers. Rectangular Rapid Flashing Beacons (RRFB's) are another tool used to warn drivers of crossing pedestrians and improve driver yielding compliance.

## 2. Planning Studies and Funding Source

Given the Town's area median income (AMI) and infrastructure needs, there are multiple funding sources to utilize for planning, design and construction of projects. These are listed on Colorado Department of Local Affairs website as Colorado Water and Wastewater Funding quick reference.

As an initial approach, the Town can develop a Water and Wastewater Master Plan to prioritize the funding for critical infrastructure projects over the next 10 years. This Plan may be in the range of \$50K to \$100K based on the Town's existing mapping and understanding of the priorities. With matching funds, the State will typically provide a grant to support the development of these plans. The structure of the plans and corresponding fees are estimated as follows:

- » Utility Master Plan - \$100,000
  - » Data Collection and GIS/Mapping - \$25,000
  - » Utility Modeling and Planning - \$30,000
  - » Capital Improvement Plan - \$15,000
  - » Overall Utility Master Plan and Report for Town Adoption - \$30,000

As of March 2024, the Town is on the pre-qualification list with the State of Colorado, under the Grants and Loans Unit, for \$2,300,000 for a new well for redundancy water storage.

Additionally, the Town may consider the following planning initiatives and studies to further the vision and goals established in this Comprehensive Plan:

- » Downtown Revitalization Plan
- » Safe Routes to School Study
- » Parks, Recreation, Open Space, and Trails Master Plan
- » Economic Development Plan
- » Long-Range Transportation Plan and/or Active Transportation Plan
- » Subarea Plan for Areas of Growth
- » Safety and Disaster Preparedness Plan

In addition, the Town will continue to engage residents, property and business owners, and stakeholders throughout the duration of this Comprehensive Plan, as well as with any future planning-related studies.

# F. Goals and Strategies



This Page Intentionally Left Blank

## F. Goals and Strategies

The goals listed below establish Kiowa's desired direction, purpose, and vision for the future based on the Comprehensive Plan's vision for the Town:

1. Sense of Community
2. Intentional Growth
3. Cohesive Town Brand
4. Vibrant and Historic Main Street
5. Enhanced Infrastructure

The Goals are intended to serve as a guide to direct decisions made by the Town in order to move forward with the desired end result. Goals are followed by Strategies and, as applicable, specific implementation objectives. Goals and Strategies are organized into the following categories:

- » Land Use
- » Housing
- » Economic Development
- » Transportation
- » Public Services
- » Parks, Recreation, and Open Space
- » Environment and Conservation
- » Historical and Cultural Amenities

### 1. Implementation

The goals and strategies from the Town's 1998 Master Plan were reviewed and either removed or updated based on progress and continued interest/importance. Additional strategies were added to goals to implement this 2024 Comprehensive Plan. The strategies inform the zoning; regulations and ordinances; capital improvements; and additional plans and studies.

Annually, the Town should review the goals, strategies, and objectives to establish priorities for the year and actions needed to successfully implement the totality of the Comprehensive Plan. As market conditions, development interest, funding, and infrastructure needs change, the Town may update the strategies and objectives accordingly; this may be done annually with priority setting.



## Land Use

### GOAL LU.1: Maintain the small town character of Kiowa.

- Strategy LU.1.1 — Adopt, Implement, and maintain a set of design guidelines to guide future development and annexations which reflect the goals and strategies of this Comprehensive Plan.
  - > Objective LU.1.1a: Maintain, and as necessary update, specific criteria for development.
  - > Objective LU.1.1b: Encourage infill and new development to connect to the town fabric.
  - > Objective LU.1.1c: Encourage neighborhood street layouts that are continuations of existing streets.
  - > Objective LU.1.1d: Review the scale of new projects to ensure that new development does not overwhelm the existing fabric of the community.
  - > Objective LU.1.1e: Encourage a wide variety of residential development in terms of style, size, and cost of housing.
- Strategy LU.1.2 — Preserve the small town character of Kiowa through consistent architectural and landscape design.
  - > Objective LU.1.2a: Assist building renovation efforts to preserve and maintain existing structures.
  - > Objective LU.1.2b: As possible, purchase land in the downtown area (which is currently vacant or residential) to expand the size of the downtown core.
  - > Objective LU.1.2c: Require residential developments to be compatible with the existing land use pattern.
  - > Objective LU.1.2d: To prevent adverse impacts, provide appropriate transitions and coordinated design where commercial uses abut residential uses.

### GOAL LU.2: Create a balance of residential, services, job opportunities, recreation, and cultural amenities within kiowa.

- Strategy LU.2.1 — Plan new neighborhoods on a scale that is relative to existing neighborhoods.
- Strategy LU.2.2 — Plan residential areas with amenities and services including parks, community centers, and grocery stores within walking distance.
- Strategy LU.2.3 — Plan new schools to serve a combination of neighborhoods, as needed.
- Strategy LU.2.4 — Plan commercial, industrial areas, and nearby residential areas so that their impacts are mitigated and do not adversely affect each other.

- Strategy LU.2.5 — Review development proposals in conjunction with the Comprehensive Plan to retain a healthy balance of land uses in Kiowa.

### GOAL LU.3: Require growth to pay for itself.

- Strategy LU.3.1 — Require development fees for all development projects.
- Strategy LU.3.2 — Require developers to incur the cost of additional infrastructure related to proposed developments.
- Strategy LU.3.3 — Develop and maintain clear criteria for developers to follow throughout the development process.
- Strategy LU.3.4 — Require new developments to provide a net positive fiscal impact to the Town.

### GOAL LU.4: Encourage more commercial and industrial business to locate within the town to provide more local job opportunities.

### GOAL LU.5: Provide attractions to encourage tourism and visitors.

### GOAL LU.6: Locate commercial developments in the downtown area, and in clusters at intersections along the major streets so that residents have access to commercial services within a half-mile walking from their home.

## Housing

GOAL H.1: Support a mix of residential housing types and densities available to residents of all income categories.

- Strategy H.1.1 — Support the development of apartments above downtown businesses.
- Strategy H.1.2 — Support the development of a variety of housing types such as senior housing, Accessory Dwelling Units (ADUs), and both rental and ownership units.

GOAL H.2: Upgrade existing housing stock.

- Strategy H.2.1 — Encourage housing renovation programs.
- Strategy H.2.2 — Identify and publicize programs that assist low-income homeowners in making home repairs.
- Strategy H.2.3 — Encourage programs that allow renters to purchase homes.

GOAL H.3: Encourage parks, open space, and pedestrian connections through all residential areas.

- Strategy H.3.1 — Allow easy pedestrian access through neighborhoods to services.

GOAL H.4: Ensure new residential developments are contiguous with existing residential areas.

- Strategy H.4.1 — Encourage a variety of architectural styles, including amenities such as bay windows, varied rooflines, and front porches.

GOAL H.5: Encourage a residential development style that fosters the feeling of traditional small-town neighborhoods.

- Strategy H.5.1 — Encourage traditional residential neighborhoods with the following characterizations:
  - » A local street system with multiple interconnections, rather than cul-de-sac streets with limited connections.
  - » Appropriately sized local streets with on-street parking and detached sidewalks.
  - » Provisions for convenient pedestrian connections.
  - » Lot patterns where the residences face the street, rather than streets lined with fences.
  - » A mix of homes with varying sizes, colors, features, and styles.
  - » Homes with porches and living areas facing the street, rather than front facades dominated by garage doors.

- » A development pattern that creates small, identifiable neighborhoods.
- » Houses which have architectural features that create visual interest.
- » Provision of small neighborhood parks and gathering places.

GOAL H.6: Encourage environmentally conscious design and construction practices.

## Economic Development

### GOAL ED.1: Promote a diverse base of business and industry

- Strategy ED.1.1 — Encourage the development and expansion of existing businesses.
- Strategy ED.1.2 — Promote agricultural businesses and value-added agricultural operations such as buffalo, elk, ostrich, or emu.
- Strategy ED.1.3 — Maintain a relationship with the Colorado Office of Economic Development to assist Kiowa in marketing efforts.
- Strategy ED.1.4 — Maintain a Chamber of Commerce.
- Strategy ED.1.5 — Sponsor or co-sponsor business seminars.
- Strategy ED.1.6 — Maintain a business visitation program to learn how the Town can best serve the needs of the business community.
- Strategy ED.1.7 — Support the Kiowa Merchants Association.
- Strategy ED.1.8 — Support the School-Career Program.

### GOAL ED.2: Identify and implement actions to attract businesses.

- Strategy ED.2.1 — Target clean, safe, and stable industries.
- Strategy ED.2.2 — Promote transportation advantages, including: I-70, DIA, Colorado Springs, Denver, I-25, and the “Peaks to Plains” corridor.
- Strategy ED.2.3 — Survey residents in conjunction with the U.S. Census to establish skills present in the Kiowa labor pool and work to develop a supportive business environment.
- Strategy ED.2.4 — Use sophisticated information resources to attract businesses to Kiowa.
- Strategy ED.2.5 — Participate in Elbert County Development Council’s economic development task force.

### GOAL ED.3: Encourage retail opportunities

- Strategy ED.3.1 — Identify business opportunities needed in the community.
- Strategy ED.3.2 — Market business opportunities in appropriate forums.

### GOAL ED.4: Develop a sustainable economic base

- Strategy ED.4.1 — Offer a wide range of employment options for Kiowa residents.
- Strategy ED.4.2 — Enhance the local market area.
- Strategy ED.4.3 — Investigate Internet business opportunities.

### GOAL ED.5: Provide opportunities for local jobs and recreation

### GOAL ED.6: Provide an adequate supply of commercially zoned land to attract new businesses



## Transportation

### GOAL TR.1: Promote efficient and safe transportation within Kiowa.

- Strategy TR.1.1 — Develop a Capital Improvement Plan that includes a transportation component such as:
  - > Define a road surface maintenance element.
  - > Add curb and sidewalk elements.
  - > Improve streets and alleys, as necessary.
- Strategy TR.1.2 — Maintain a hierarchy of streets in which smaller streets feed into larger streets to allow for appropriate traffic levels and types.
- Strategy TR.1.3 — Examine improved north-south streets connections from the south end of Kiowa to Highway 86 and County Road 45 in the Master Transportation Plan.
- Strategy TR.1.4 — Encourage the re-design and re-construction of the intersection of Highway 86 and the Kiowa/Bennett Road, as well as the intersection of Highway 86 and County Road 45.
- Strategy TR.1.5 — Maintain and improve the flow of vehicular and pedestrian traffic in the vicinity of the school.

### GOAL TR.2: Encourage alternative transportation options.

- Strategy TR.2.1 — Provide regional connections to Parker, Castle Rock, Colorado Springs, the Denver Tech Center, Denver International Airport, and downtown Denver.
- Strategy TR.2.2 — Encourage and improve safe pedestrian access throughout the Town of Kiowa.
  - > Objective TR.2.2a: As available, seek funding from Great Outdoors Colorado for trail design and implementation.
- Strategy TR.2.3 — Maintain involvement with and support of the Eastern Colorado Council of Governments (ECCOG) shuttle.
- Strategy TR.2.4 — Support efforts to provide mass transit opportunities to serve the area.

### GOAL TR.3: Ensure new developments provide transportation infrastructure based on types and amount of trips to be generated.

- Strategy TR.3.1 — Require developers to pay for construction costs of all street(s) and traffic control devices necessitated by their development.
- Strategy TF.3.2 — Expand roadways as necessary with new developments and include sidewalks.

### GOAL TR.4: Adopt and implement improvements to transportation plans to increase safety, efficiency, and pedestrian accommodations of major street intersections as necessary.

- Strategy TR.4.1 — Plan for a direct connection from Kiowa/Bennett Road to Elbert Road.
- Strategy TR.4.2 — Plan for the improvement of Elbert Road from Kiowa to Highway 24.
- Strategy TR.4.3 — Plan for the improvement of County Road 45.
- Strategy TR.4.4 — Plan for the improvement of Kiowa/Bennett Road from I-70 to Kiowa.
- Strategy TR.4.5 — Refer to Elbert County Transportation Master Plan for future improvements and coordinate with the County for potential amendments to the Plan as needed with new developments.

## Public Services

### GOAL PS.1: Retain high levels of educational standards.

- Strategy PS.1.1 — Require new residential development to provide a percentage of funds to purchase land for new school sites, as needed.
- Strategy PS.1.2 — Support the School District's goals, as possible.

### GOAL PS.2: Provide safe and adequate water to residents and businesses

- Strategy PS.2.1 — Monitor water quality to meet or exceed established Colorado Department of Health requirements.
- Strategy PS.2.2 — Encourage water conservation whenever possible.

### GOAL PS.3: Provide adequate water storage capacity

- Strategy PS.3.1 — Develop control over new quality water sources.
- Strategy PS.3.2 — Meet or exceed all current Colorado Department of Health regulations.
- Strategy PS.3.3 — Develop short- and long-range plans to increase water storage capacity.

### GOAL PS.4: Provide adequate sanitary system

- Strategy PS.4.1 — Maintain the sanitation system fund in a strong financial position.
- Strategy PS.4.2 — Require developers to pay for system expansion costs and increased operation costs beyond existing capacity necessitated by their development.

### GOAL PS.5: Ensure accessible and affordable medical services and supplies are available to the community

- Strategy PS.5.1 — On an annual basis, consult with the local clinic to determine if any assistance from the Town is necessary.

### GOAL PS.6: Maintain the safety and well being of residents and property within Kiowa

- Strategy PS.6.1 — Provide adequate police protection services as the Town continues to grow.
- Strategy PS.6.2 — Support crime prevention efforts.

- Strategy PS.6.3 — Maintain agreements for police protection with the Elbert County Sheriff Department.
- Strategy PS.6.4 — Continue to coordinate with the Kiowa Fire Protection District.
- Strategy PS.6.5 — Ensure adequate access to services for planned growth by coordinating with the School District, Fire District, and other servicing agencies.

### GOAL PS.7: Maintain a 5-year Capital Improvement Plan

- Strategy PS.7.1 — As available and needed, pursue grant and low interest loans for construction of projects in the Capital Improvement Plan.
- Strategy PS.7.2 — Consider Capital Improvement Plan impacts when reviewing new development or redevelopment projects.
- Strategy PS.7.3 — Improve streets and alleys, as necessary.
- Strategy PS.7.4 — Improve local streets to include curbs, gutters, and sidewalks
- Strategy PS.7.5 — Provide adequate drainage systems
- Strategy PS.7.6 — Plan for service expansions to accommodate new growth
- Strategy PS.7.7 — Develop a master street plan and utility plan and maintain the pedestrian system master plan

## Parks, Recreation, and Open Space

### GOAL OS.1: Develop and maintain adequate recreational space, equipment, and facilities accessible to the community

- Strategy OS.1.1 — Consider improvements to existing parks and other recreational facilities such as picnic shelters, tennis courts, play fields, and walking and biking trails.
- Strategy OS.1.2 — As available, seek funding from Great Outdoors Colorado for improvements to existing parks and for new facilities.
- Strategy OS.1.3 — Develop the proposed greenbelt area through Fawn Valley to encourage pedestrian access to downtown and existing neighborhoods.
- Strategy OS.1.4 — Encourage the development of a community recreation center.

### GOAL OS.2: Develop and implement a Parks and Open Space Master Plan

- Strategy OS.2.1 — Ensure that land dedicated for parks or open space is suitable for its intended use.
- Strategy OS.2.2 — Ensure the safety and ease of access to parks and open space areas.
- Strategy OS.2.3 — Require developers to designate a percentage of land or assess in-lieu fees for parks and recreation improvements.
- Strategy OS.2.4 — Develop a Trails Master Plan.

### GOAL OS.3: Develop and maintain recreational programming in Kiowa

- Strategy OS.3.1 — Develop a wide range of recreational and leisure opportunities for all ages.
- Strategy OS.3.2 — As available, seek funding for a recreational coordinator(s).
- Strategy OS.3.3 — Encourage the development of small neighborhood parks and trail systems in new residential development.

## Environment and Conservation

### GOAL EC.1: Preserve scenic views and wildlife corridors

- Strategy EC.1.1 — Identify significant view sheds and wildlife corridors and mitigate or avoid any development within these areas.

### GOAL EC.2: Avoid development in areas prone to natural hazards

- Strategy EC.2.1 — Limit development within the 100-year flood plain to appropriate land uses such as parks, temporary structures, and surface parking.
- Strategy EC.2.2 — Adopt and implement climate resiliency plans to protect residents and property within the town from natural emergencies.

## Historical and Cultural Amenities

### GOAL HC.1: Avoid demolition of historically significant structures

- Strategy HC.1.1 — Monitor the condition of significant structures.
- Strategy HC.1.2 — Maintain contact with the owners of historically significant structures and stay informed about potential changes to the property.

### GOAL HC.2: Implement a façade improvement program for business buildings along CO-86

- Strategy HC.2.1 — As available, seek Colorado Historical Society Gaming Impact funding to implement this goal.
- Strategy HC.2.2 — Encourage and support appropriate renovations of significant structures.
- Strategy HC.2.3 — Encourage new development in the historic downtown area to reflect a historic appearance.

### GOAL HC.3: Establish an arts and/or theater program in the community and schools

- Strategy HC.3.1 — Support local efforts to develop arts programming.
- Strategy HC.3.2 — As available, seek funding from the Colorado Council on the Arts to implement community art programs, events, and/or performances.
- Strategy HC.3.3 — Support the development of art programming for the youth.

### GOAL HC.4: Coordinate historical efforts and activities

- Strategy HC.4.1 — Support groups and activities that provide educational opportunities about the history of the Town.
- Strategy HC.4.2 — Coordinate with the Elbert County Historical Society.
- Strategy HC.4.3 — Coordinate with the School to encourage learning about the history of the Town.
- Strategy HC.4.4 — Gather historical information from community sources (i.e., interview people with memories of historical events, etc.).

### GOAL HC.5: Develop a town image through the creation of town entry and center

- Strategy HC.5.1 — Maintain signage and landscaping at all entries into Kiowa.
- Strategy HC.5.2 — Build upon the existing architectural “feel” of Kiowa by encouraging new development to blend with and complement existing Town character.

### GOAL HC.6: Encourage a commercial development style that is compatible with the historic nature of the old downtown

# G. Appendix



This Page Intentionally Left Blank

## G. Appendix

### 1. Glossary of Terms

**ACRE:** A measure of land area containing 43,560 square feet.

**ADJACENT:** (Adjoining land) Having a common border with, or separated from such a common border by a right-of-way, alley, or easement.

**AESTHETIC:** The perception of artistic elements, or elements in the natural or manmade environment which are pleasing to the eye.

**AGRICULTURE:** The production, keeping or maintaining, sale, lease, training, or personal use of plants or animals useful to man, including grain and seed crops; dairy animals and dairy products; poultry and poultry products; horses and livestock including the breeding and grazing of any or all such animals; vegetables; nursery, floral, ornamental and greenhouse products; or lands devoted to a soil conservation or forestry management program.

**AIR POLLUTION:** The presence of contaminants in the air in concentrations that prevent the normal dispersive ability of the air and which interfere directly or indirectly with people's health, safety, or comfort.

**AIR QUALITY CONTROL REGION:** An area designated by the federal government for regulating air quality.

**AIR QUALITY STANDARDS:** The prescribed level of pollutants in the air that cannot be legally exceeded during a specified time in a specified geographical area.

**AMENITY:** A natural or man-made feature that enhances or makes more attractive or satisfying a particular property.

**ANNEXATION:** The incorporation of land into a municipality, resulting a change in the boundaries of that municipality.

**APPLICANT:** The landowner or authorized representative, including a corporation, partnership, or joint venture, requesting action on a development proposal or Comprehensive Plan amendment.

**AQUIFER:** An underground bed or stratum of earth, gravel, or porous stone that contains water.

**AQUIFER RECHARGE:** The exposed ground level portion of the aquifer.

**ARCHAEOLOGICAL SITE:** Land or water areas containing material evidence of human life and culture of past ages.

**BASIN:** An area drained by the main stream and tributaries of a large river.

**BEDROCK:** In-place geological formations that cannot be removed with conventional excavating equipment, or which, upon excavation, include more

than zero (0) percent formation fragments (by weight) that are retained in a one-quarter inch mesh screen.

**BERM:** A ledge or shoulder, as along the edge of a paved road.

**BIKE TRAIL:** A pathway, often paved and separated from the streets and sidewalks, designed to be used by bicyclists.

**BUFFER:** An area of land established to separate and protect one type of land use from another; to screen from objectionable noise, smoke, or visual impact; or to provide for future public improvements or additional open space.

**CAPITAL IMPROVEMENTS:** A governmental acquisition of real property, major construction project, or an acquisition of long-lasting, expensive equipment.

**CAPITAL IMPROVEMENT PROJECT:** Any major improvement to jurisdictional facilities and infrastructure. Projects may include construction and renovation of recreation centers and libraries, acquisition of parkland, repaving of streets, replacement of water and wastewater lines, provision of power for residents and the purchase of new fleet vehicles and IT networks.

**COLLECTOR:** A street that collects traffic from local streets and connects with major arterials.

**COVENANT:** An agreement, relating to a restriction on the use of specific lands, between two or more parties, set forth in a deed, relating to a restriction on the use of specific lands.

**CULTURAL FACILITIES:** Establishments such as museums, art galleries, botanical and zoological gardens of a historic, educational or cultural interest that are not operated commercially.

**CURB CUT:** The opening along the curb line at which point vehicles may enter or leave the roadway.

**DEDICATION:** A setting aside of land for public use, made by the owner, and accepted for such use by or on behalf of the public.

**DEED:** A legal document conveying ownership of property.

**DENSITY:** The number of units per area of measure. For example, the number of dwelling units per acre.

**DEVELOPER:** The legal or beneficial owner(s) of land included in a proposed development, including the holder of an option or contract to purchase, or other persons having proprietary interest in such land.

**DEVELOPMENT:** The process of converting land from one use to another, including the rezoning land; division of a parcel of land into two or more parcels; the construction, reconstruction, conversion, structural alteration, relocation, or enlargement of any structure; and any mining, excavation, or landfill.

**DEVELOPMENT REGULATION:** Zoning, subdivision, site plan, floodplain

regulations or other governmental restrictions or requirements for the use and development of land.

**DISTRICT:** A part, zone, or geographic area within which certain zoning or development regulations apply.

**DRAINAGE:** The removal of surface water or groundwater from land by drains, grading or other means, including runoff controls to minimize erosion and sedimentation during and after construction or development, and the means for preserving the water quality, and the prevention or alleviation of localized flooding.

**DWELLING UNIT:** One or more rooms designed, occupied or intended for occupancy as separate living quarters, containing cooking, sleeping, and sanitary facilities for the exclusive use of a household.

**EASEMENT:** A grant of one or more of the property rights by the property owner(s) to, and/or for the use by, the public, a corporation or another person or entity.

**ECONOMIC BASE:** The sum of all production, distribution and consumption activities that result in the receipt of income in any form by an area's inhabitants. Those activities that bring outside income into the area.

**ECONOMIC SECTOR:** Similar economic activities grouped together into a broad category such as retail trade, manufacturing, or agriculture.

**EFFLUENT:** Liquid sewage discharged, with or without treatment, into the environment.

**ENVIRONMENTAL CONSTRAINTS:** Environmental conditions which affect or reduce the capability of the land to accommodate development.

**ENVIRONMENTAL HAZARDS:** Environmental conditions which pose a significant threat to life and property.

**ENVIRONMENTALLY SENSITIVE AREA:** An area with one or more of the following characteristics: slopes in excess of twenty (20) percent; floodplain; soils classified as having a high water table; soils classified as highly erodible; land incapable of meeting percolation requirements; land containing environmental hazards; land formerly used for landfill operations or mining; fault areas; stream corridors; mature stands of native vegetation; aquifer recharge areas; high-impact wildlife areas; areas of high or prominent visibility.

**EROSION:** The detachment and movement of soils or rock fragments, or the wearing away of the land surface by water, wind, ice, and gravity.

**EUTROPHICATION:** The normally slow aging process by which a lake evolves into a bog or marsh and ultimately assumes a completely terrestrial state and disappears.

**EXPRESSWAY:** A divided multi-land major arterial street for through traffic, with partial control of access and with grade separations at major intersections.

**FLOOD:** The temporary inundation of otherwise normally dry land adjacent to a river, stream, lake, etc.

**FLOOD HAZARD AREA:** The floodplain consisting of the floodway and the flood fringe area.

**FLOODPLAIN:** (100-year) The area adjoining any river, stream, watercourse, lake, or other body of standing water which is subject to inundation by a 100-year flood.

**GOAL:** The end result or ultimate accomplishment toward which an effort is directed.

**GRADING:** Any stripping cutting, filling, or stockpiling of earth or land, including the land in its cut or filled condition.

**GROUNDWATER:** The supply of fresh water under the surface in an aquifer or soil that forms a natural reservoir.

**GROWTH:** The result of progressive development in or adjacent to a specific region. Levels of growth are determined by analyzing growth trends and the capacity of a particular area for development.

**GROWTH MANAGEMENT:** Techniques used by government to control the rate, amount, and type of development.

**HABITAT:** The total of all the environmental factors of a specific place occupied by an animal species.

**HISTORIC PRESERVATION:** The protection, rehabilitation, and restoration of districts, sites, buildings, structures, and artifacts significant in history, architecture, archaeology, or culture.

**HISTORIC SITE:** A structure or place of outstanding historical and cultural significant, designated as such by state or federal government.

**HOMEOWNERS ASSOCIATION:** A formally constituted non-profit association or corporation made up of the property owners and/or residents of a fixed area. It may take permanent responsibility for cost and upkeep of semi-private community facilities and/or various common properties; may provide for the setting and collection of expense assessments from its members; and may be responsible for enforcement of protective covenants.

**HOUSEHOLD:** One or more persons living together as a single housekeeping unit.

**IMPLEMENTATION:** Carrying out or fulfilling plans and proposals.

**IMPROVEMENT:** Any man-made, immovable item that becomes part of, placed upon, or is affixed to, real estate.

**INCORPORATION:** The act of process of forming or creating a municipality.

**INDIGENOUS VEGETATION:** Plant species having origins in and produced, grown,



living, or occurring naturally in a particular regional or environment; native.

**INFILTRATION:** The flow or a fluid into a substance through pores or small openings.

**INFRASTRUCTURE:** Facilities such as roads, water, and sewer lines, treatment plants, utility lines, and other permanent physical facilities in the built environment needed to sustain industrial, residential, or commercial activities.

**INTENSITY, LAND USE:** The range, scale, or concentration of findings, often measured by floor-area ratios or building coverage.

**INTERGOVERNMENTAL AGREEMENT:** A written agreement between two or more governmental jurisdictions.

**INTERSECTION:** Where two or more roads cross at-grade.

**LAND DISTRIBUTION:** An activity involving the clearing, cutting, excavating, filling, or grading of land, or any other activity that alters land topography or vegetative cover.

**LAND USE PLAN:** A plan showing the existing and proposed location, and the extent and intensity of land development to be used to guide the development of varying types of residential, commercial, industrial, agricultural, recreational, educational, and other public and private purposes or combination of purposes.

**LANDFILL:** A site for solid-waste disposal in which waste is buried between layers of earth.

**LANDSCAPE:** (1) An expanse of natural scenery; (2) the addition of lawns, trees, plants, and other natural and decorative features of land.

**LARGE-LOT DEVELOPMENT:** Residential development, which occurs at a gross-density range of more than one dwelling unit per five (5) acres.

**LOCAL IMPROVEMENT:** A public improvement provided in a specific area that benefits that area and which is usually paid for by special assessment of benefiting property owners.

**MAJOR ARTERIAL:** A street collects and distributes traffic to and from major origin or destination points, which has access control, channelized intersections, and restricted parking.

**MANUFACTURING ESTABLISHMENTS:** Engaged in mechanical or chemical transformation of materials or substances into new products. Also includes the assembling of component parts, the manufacturing of products, and the blending of materials such as lubricating oils, plastics, or resins.

**MASS TRANSIT:** A public common-carrier transportation system having established routes and schedules.

**MINING:** The extraction of minerals, including solids such as coal and ores; liquids such as crude petroleum; and gases such as natural gases. The term also includes

quarrying; milling such as crushing, screening, or washing; and other preparations customarily done at the mine site or as part of a mining activity.

**MITIGATE:** To make less severe; alleviate; relieve.

**MUNICIPALITY:** A public corporation, created by the legislature for governmental purposes, which possesses local legislative and administrative powers.

**NATURAL RECHARGE:** Adding water to an aquifer by natural means such as from precipitation or from lakes and rivers.

**NEIGHBORHOOD:** An area of a community with characteristics that distinguish it from other community areas, and which may include distinct ethnic or economic characteristics, schools or social clubs, or boundaries defined by physical barriers such as major highways and railroads, or natural features such as rivers.

**NEW COMMUNITY/TOWN:** A planned community, usually developed on largely vacant land, containing housing, employment, commerce, industry, recreation, and open space.

**NOISE:** Any desired audible sounds.

**NON-POINT SOURCE:** Multiple, diffuse areas of land surface or points of origin that contribute pollutants to a water source.

**OFFICE:** A room or group of rooms used for conducting the affairs of a business, profession, service, industry, or government.

**OFFICE PARK:** A development containing a number of separate office buildings, supporting uses and open space, designed, planned, constructed and managed on an integrated and coordinated basis.

**OFF-SITE:** Located outside the lot lines, boundary lines or property lines of the lot, parcel, or property that is the subject of a development application.

**ON-SITE:** Located on the lot, parcel, or property that is the subject of a development application.

**OPEN LAND:** Vast areas of unimproved land usually left in a natural state. Benefits usually extend beyond the immediate area or parcel of land.

**OPEN SPACE:** Any parcel or area of land or water essentially unimproved and set aside, dedicated, designated, or reserved for public or private use or enjoyment, or for the use and enjoyment of owners and occupants of land adjoining or neighboring such open space.

**OVERLAPPING DEBT:** The cumulative total of debt incurred by separate, individual special districts.

**OWNER:** An individual, firm, associates, syndicate, partnership, or corporation having proprietary interest in a parcel of land.

**PARCEL:** A lot or tract of land.

**PARK:** Any public or private land available for active and passive recreational uses,

or educational, cultural, or scenic purposes.

**PARK-AND-RIDE:** A facility designed for parking automobiles, the occupants of which transfer to public transit to continue their trip.

**PERMEABILITY:** The ease with which water or other fluids can move through soil or rock.

**PLANNED DEVELOPMENT:** An area of land, controlled by one or more landowners, to be developed under unified control or unified plan of development for a number of dwelling units, commercial, educational, recreational, or industrial uses or any combination of the foregoing.

**PLANNING COMMISSION:** The duly created (by appointment) body charged with the responsibility for reviewing and recommending on development applications and for the preparation of master plans.

**PLAT:** (1) A map representing a tract of land, showing the boundaries and location of individual properties and streets; (2) A map of a subdivision.

**POLICY:** A definite course or method of action to guide and determine present and future decisions to move toward the attainment goals.

**POLLUTANT:** Any introduced gas, liquid, or solid that makes a resource unfit for a specific purpose.

**POTABLE WATER:** Water suitability for drinking or cooking purposes.

**PROJECTION:** A prediction of a future state, based on an analysis of what has happened in the past.

**PUBLIC HEARING:** A meeting announced and advertised in advance and open to the public, with the public given an opportunity to participate.

**PUBLIC IMPROVEMENT:** Any improvement, facility, or service, together with its associated public site or right-of-way, necessary to provide transportation, drainage, public or private utilities, energy or similarly essential services.

**PUBLIC NOTICE:** The advertisement in a newspaper of general circulation in the area, indicating the time, place, and nature of a public hearing.

**PUBLIC UTILITY:** A closely regulated private enterprise that has an exclusive franchise for providing a public service.

**QUARRY:** A place where rock, ore, stone, and similar materials are excavated for sale or for off-tract use.

**RECHARGE:** The addition to or replenishing of water in an aquifer.

**RECREATION, ACTIVE:** Leisure-time activities usually of a more formal nature and performed with others, and often requiring equipment and at such prescribed places as sites, or fields.

**RECREATION, PASSIVE:** Any leisure-time activity not considered active.

**RECREATIONAL FACILITY:** A place designed and equipped for the conduct of sports, leisure-time activities and other customary and usual recreational activities.

**RESERVATION:** (1) A provision in a deed or other real estate conveyance that preserves a right for the existing owner, even if other property rights are transferred; (2) a method of holding land for future public use by designating public areas on a plat, map, or site plan as a conditional approval.

**RESIDENTIAL DENSITY:** The number of dwelling units per acre of residential land.

**REZONE:** To change the zoning classification of particular lots or parcels of land.

**RIGHT-OF-WAY:** A strip of land acquired by reservation, dedication, purchase, prescription, or condemnation and intended to be occupied by a road, crosswalk, railroad, electric transmission lines, oil or gas pipeline, water line, sanitary storm sewer, or other similar uses.

**RIPARIAN:** Relating to, or located on, the bank of a natural watercourse.

**RUNOFF:** The portion of a rainfall, melted snow, or irrigation water that flows across the ground surface, and eventually is returned to streams.

**RURAL AREA:** A sparsely developed area where the land is undeveloped, used for agricultural purposes, or used for large-lot residential development.

**RURAL TOWN CENTER:** A concentration of development within a rural area, which has historically served surrounding residential and agricultural areas and which contain a clustering of commercial, service, and related uses. These areas have some potential for expansion and development although capabilities are limited because centralized water and sewer systems do not exist or have limited capacity.

**SCENIC AREA:** An open area where the natural features are visually significant or geologically or botanically unique.

**SCREENING:** A method of visually shielding or obscuring a neighboring structure of use from another through the use of fences, walls, berms, or densely planted vegetation.

**SEDIMENT:** Deposited silt that is benign or has been moved by water, ice, wind, gravity, or other means of erosion.

**SEPTIC SYSTEM:** An underground system consisting of a septic tank and absorption field used for the decomposition of domestic wastes.

**SEWAGE:** Any liquid waste containing animal or vegetable matter in suspension or solution, or the water carried waste resulting from the discharge of toilets, washing machines, sinks, dishwashers, or any other source of water-carried waste of human origin.

**SEWER:** Any pipe or conduit used to collect and carry away sewage or storm water runoff from the generating source to treatment plants or receiving streams.

**SITE PLAN:** The development plan for one or more lots, which illustrates the existing and proposed conditions of the lot, including topography, vegetation, drainage, floodplains, waterways, open space, walkways, means of ingress and egress, utility services, landscaping, structure and signs, lighting and screening devices, and any other information that may be required to illustrate the proposed development.

**SLOPE:** The degree of deviation of a surface from the horizontal usually expressed in percent or degrees.

**SOCIO-ECONOMIC DEVELOPMENT:** Development relating to or involving a combination of social and economic factors.

**SOIL:** All unconsolidated mineral and organic material of whatever origin that overlies bedrock and can be readily excavated.

**SOLID WASTE:** Unwanted or discarded material including garbage with insufficient liquid content to be free flowing.

**SOLID WASTE MANAGEMENT PLAN:** A planned program providing for the collection, storage, and disposal of solid waste including, where appropriate, recycling and recovery.

**SPECIAL DISTRICT:** A district created by act, petition, or vote of the residents for a specific purpose with the power to levy taxes.

**STREET SLOPE:** Land areas where the slope exceeds twenty (20) percent.

**STREET:** Any vehicular way, including the land between the right-of-way lines, whether improved or unimproved, that is: (1) an existing state or municipal road; (2) shown upon a plat approved pursuant to law; (3) approved by other official action; (4) is shown on a recorded plat.

**STRIP DEVELOPMENT:** Commercial, retail, or industrial development, usually one lot deep, that fronts a major street.

**SUBDIVISION:** The division of a lot, tract, or parcel of land into two or more plates, sites, or other divisions of land for the purposes, whether immediate or future, or sale of a building or development. It includes re-subdivision and, when appropriate to the context, relates to the process of subdividing or to the land or territory subdivided.

**SUBSIDENCE:** The gradual sinking of land as a result of natural or manmade causes.

**SURFACE WATER:** Water on the earth's surface exposed to the atmosphere such as rivers, lakes, and creeks.

**THREE (3) MILE AREA:** An approximate "area of influence" surrounding a specific jurisdiction which is used as a tool for planning future growth.

**TOPOGRAPHY:** The configuration of a surface area showing relative elevations.

**TRACT:** An area, parcel, site, piece of land, or property that is the subject of a development application.

**TRAFFIC COUNT:** A tabulation of the number of vehicles or pedestrians passing a certain point during a specified period of time.

**TRIP GENERATION:** The total number of trip ends produced by a specified land use or activity.

**UNDEVELOPED LAND:** Land in its natural state before development.

**URBAN:** Development characterized by residential uses at a relatively high density, and all commercial, business, and industrial zoning within a planned development.

**URBAN SERVICE AREA:** A defined area, not always coincidental with a municipality's corporate boundaries, that defines the geographical limits of government-supplied public facilities and services.

**URBAN SPRAWL:** The spreading out of urban development.

**USE:** The purpose or activity for which land or buildings are designed, arranged, or intended, or for which land or buildings are occupied or maintained.

**WASTEWATER:** Water carrying wastes from homes, businesses, and industries that is a mixture of water and dissolved or suspended solids.

**WATER POLLUTION:** The addition of pollutants to water in concentrations or in sufficient quantities to result in measurable degradation of water quality.

**WATER-QUALITY STANDARD:** A plan for water-quality management containing four major elements; the use to be made of water; criteria to protect the water to keep it suitable for use; implementation and enforcement plans; and an anti-degradation statement to protect existing high quality waters.

**WATER RIGHTS:** A person's right to use surface or underground water as decreed by water courts.

**WATER & SEWER SYSTEM:** A system that serves a number of users and is operated by a municipalities, governmental agency, or public utility. Central water is characterized by having both a common water source and a common water distribution system. Central sewer is characterized by a system that has both a common collection system and treatment facility.

**WATER SUPPLY SYSTEM:** The system for the collection, treatment, storage, and distribution of potable water from the source of supply to the consumer.

**WATER TABLE:** The upper surface of groundwater or that level below which the soil is seasonally saturated with water.

**ZONING:** The dividing of a country or municipality into districts, and the establishment of regulations governing the use, placement, spacing, and size of land and buildings.

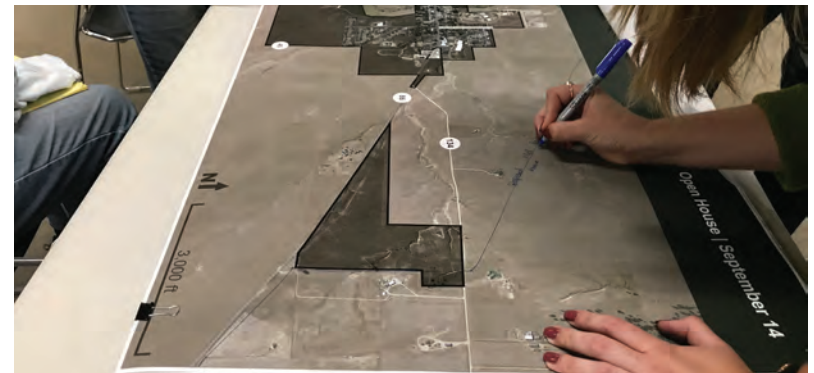
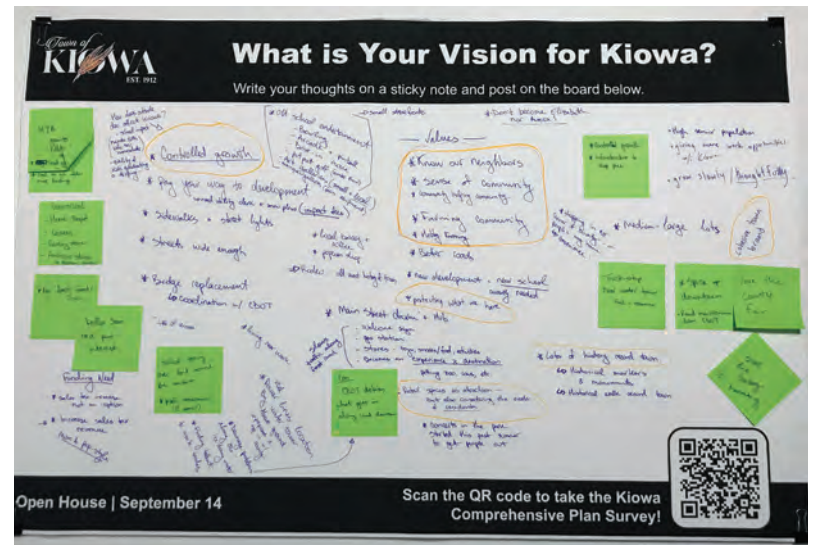
## 2. Community Engagement

Engaging with the public is a vital part of the Comprehensive Plan to ensure that the community's vision and goals for Kiowa are accurately captured in the Plan. The engagement process included two open houses as well as a community-wide survey to capture residents' vision for future development of Kiowa. The following sections include summaries of each engagement opportunity and feedback collected from the community.

### Open House #1

The first open house was held on September 14, 2023. The Town Board of Trustees, fourteen Kiowa residents, and Town staff dedicated time to discuss their values, vision, and goals for the Town over the next two decades. The open house was facilitated through open-ended conversations with several interactive boards and maps helping to reveal residents' goals and concerns about development and growth. Several major themes and key ideas were identified, including the following:

1. Ensure future residential lot sizes are compatible with existing community character. Community members present expressed a strong interest in larger-lot, single-unit homes.
2. Implement infrastructure improvements and maintenance, including the roads within Kiowa and the bridge on Highway 86 west of Kiowa.
3. Revitalize the Main Street to help give people passing through a reason to stop and spend time in Kiowa.
4. Increase community recreation and entertainment opportunities, such as a recreation center and more walking and biking trails.
5. Create more food options within town, such as a grocery store and/or small restaurants.
6. Develop hotel and other short-term lodging options for visitors.
7. Create more work opportunities within Kiowa, including incentives to retain young teachers if the school expands. Most residents not working on nearby farms commute long distances to work outside of the town in Parker, Castle Rock, Colorado Springs, Aurora, and Denver.
8. Increase sales tax revenue for the town without increasing the rate.
9. Maintain and protect the small-town charm and tight-knit community, with residents that know their neighbors and are connected to agriculture and farming roots.
10. Develop a cohesive town brand to help increase visitors to Kiowa. This could include a welcome sign at the entrances to the Town and marketing that emulates the values of the West.
11. Emulate and expand upon existing successful community events such as the County Fair and Rodeo.
12. Celebrate the many historic buildings, landmarks, and monuments within Kiowa by collaborating with the Elbert County Museum to guide walking tours and create signage.
13. Develop more senior housing options.



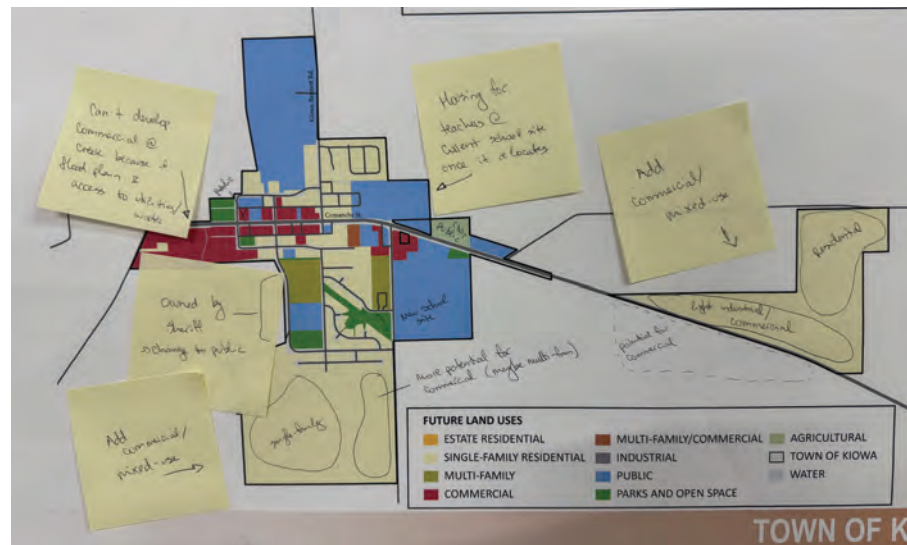
## Open House #2

The second open house was divided into two options – in-person and virtual. On February 27, 2024, the Town hosted an in-person open house at the fairgrounds to walk participants through:

1. How public comments from the first open house were considered and how they participated in the proposed plans;
2. Proposed areas of growth outside of the Town’s limits for future consideration;
3. A comparison of the existing Land Use map and proposed future Land Use map;
4. A map of transportation arterials and proposed section cuts with future road and sidewalk improvements along Ute Avenue and Comanche Street; and
5. Market analysis data.

Participants had the opportunity to learn about the process and provide direct feedback. This feedback led to changes in the Future Land Use Map, as well as updates to the proposed growth areas. Attendees were excited at the prospects of imagining future developments in areas of town, such as commercial uses along CO-86 to the east of town (such as a truck stop and customer serving uses) with residential uses to the north.

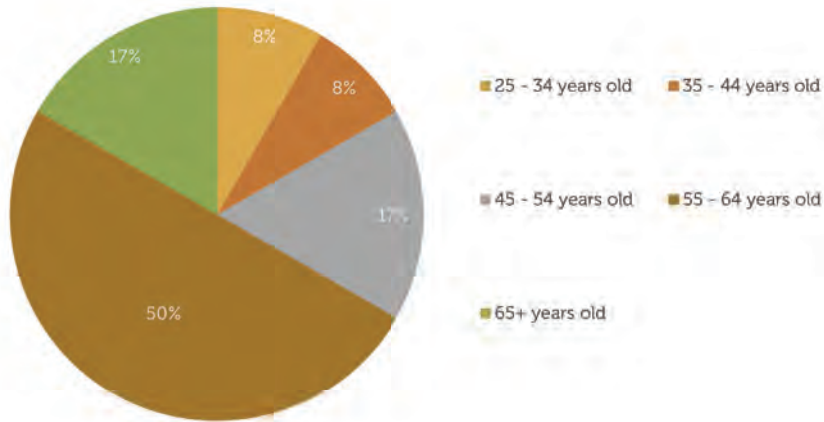
On February 29, 2024, a virtual open house was hosted through Zoom to allow community members who could not attend the in-person open house to learn about how the community’s prior input had been considered.



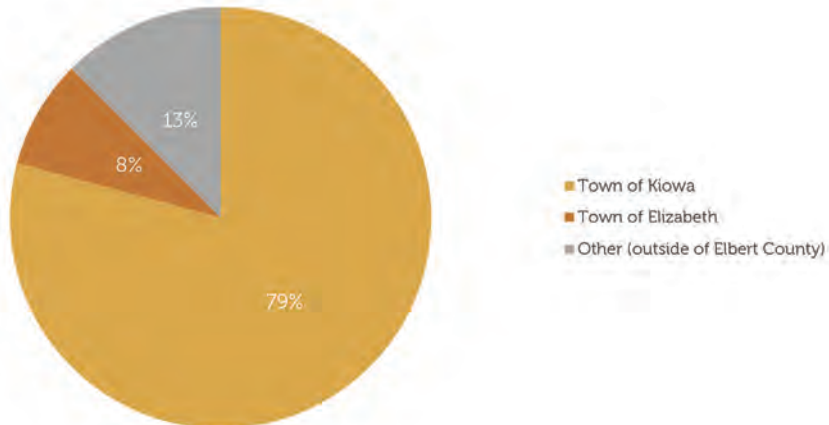
## Survey Results

Between August 24, 2023, and February 12, 2024, the Town gathered initial community input through an online survey. A total of 24 responses were submitted – 79 percent from Kiowa residents. The following lays out the responses submitted.

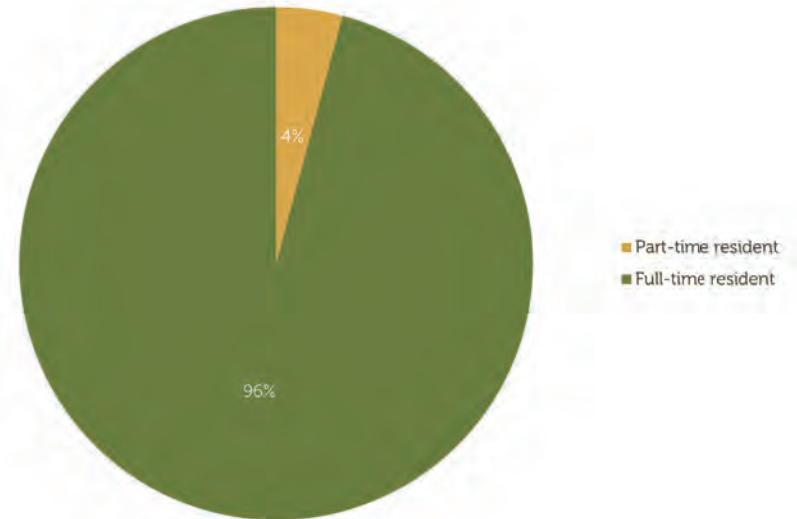
### 1. What is your age?



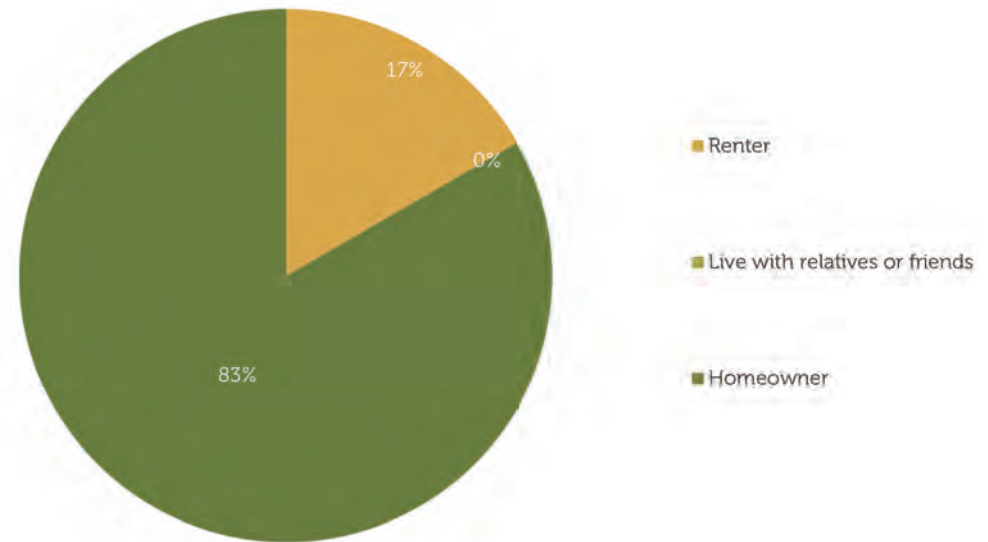
### 2. In what community/area do you live?



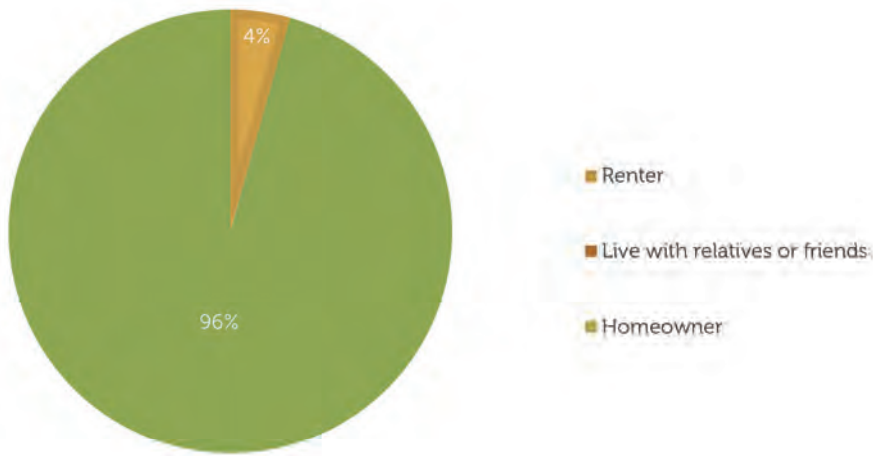
### 3. Which describes your resident status?



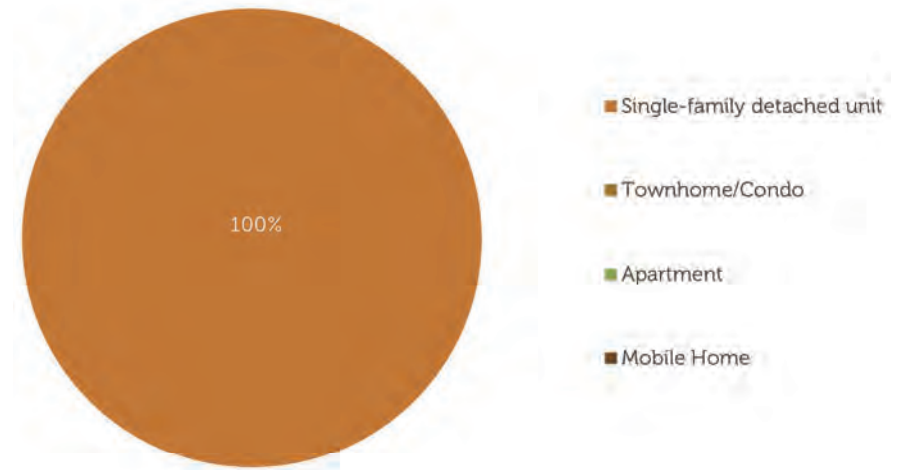
### 4. What is your current homeownership status?



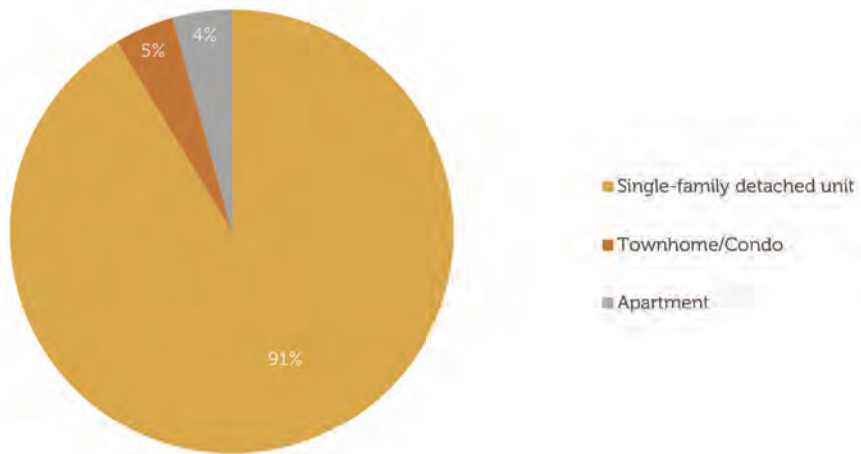
5. What homeownership status do you anticipate for you or your household five years from now?



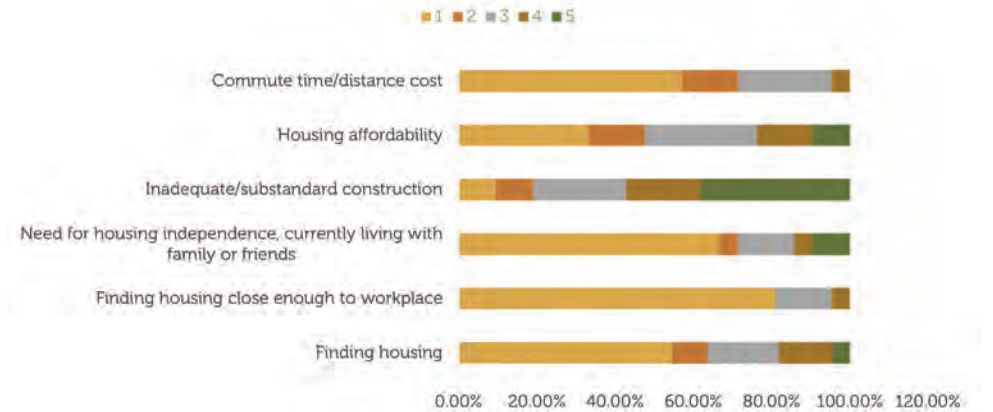
7. What type of housing would you prefer to live in?



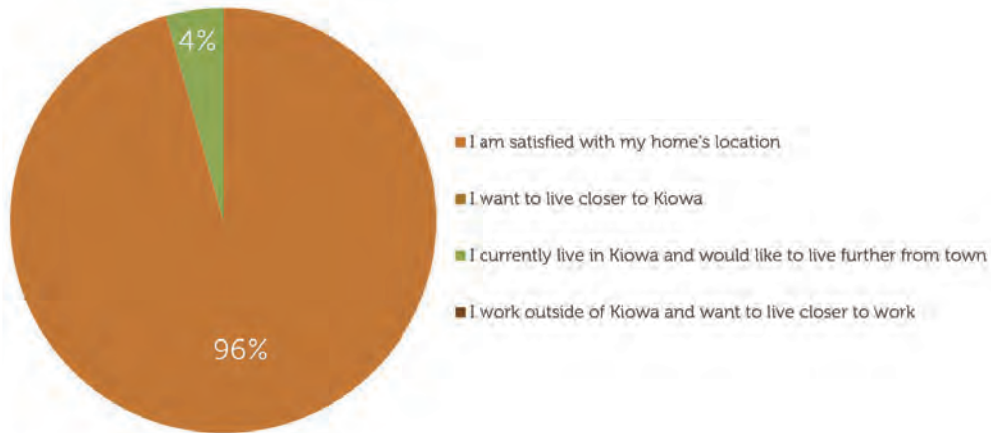
6. What type of housing do you currently live in?



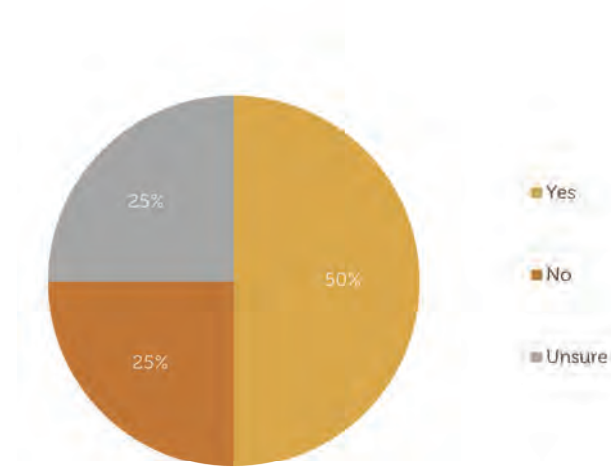
8. Please rate the housing challenges you face below with 1 being the least challenging and 5 being the most challenging –



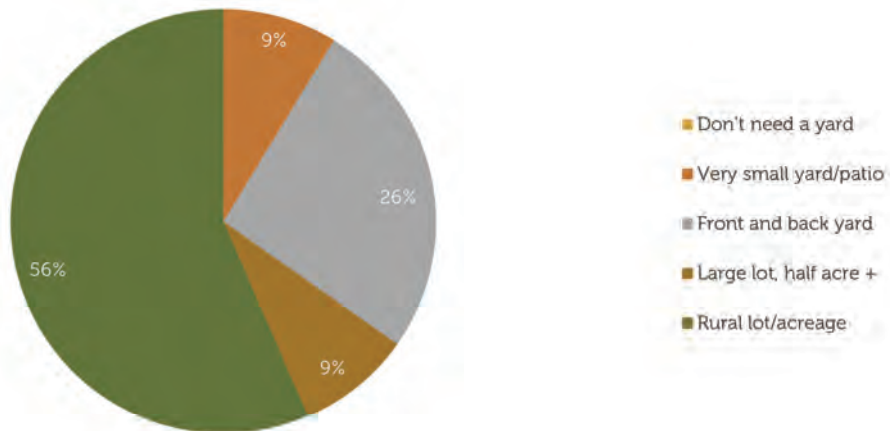
9. How satisfied are you with the location of your home?



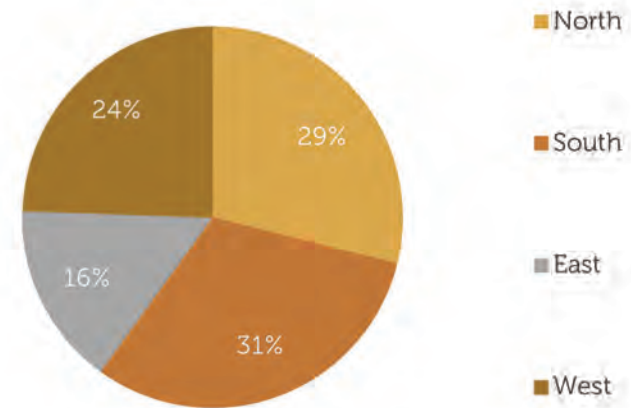
11. Would you like to see new residential communities within Kiowa?



10. What are your lot size preferences?

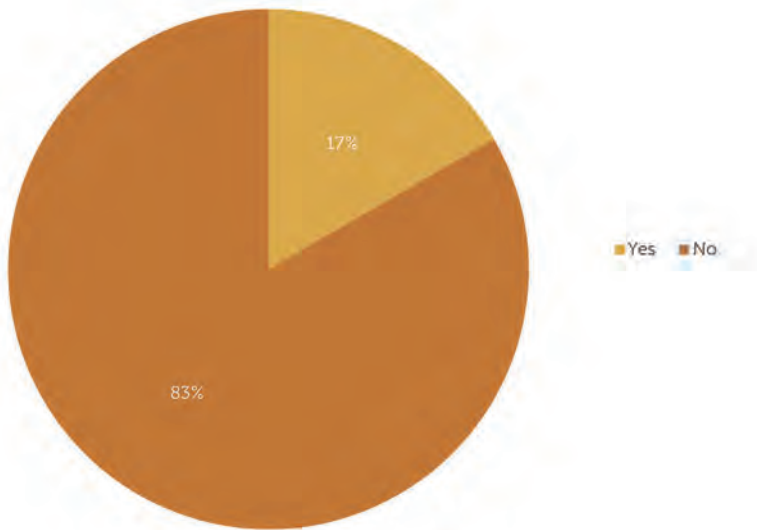


12. What area(s) do you think would be the most appropriate for future residential development?

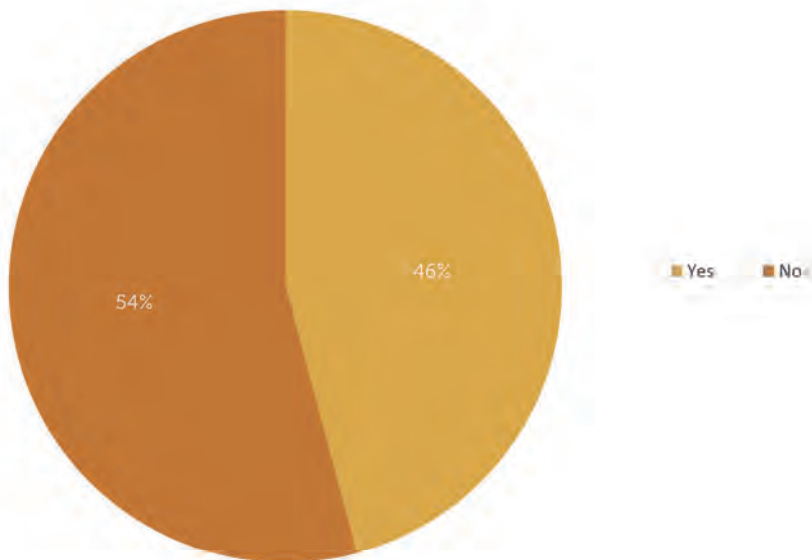




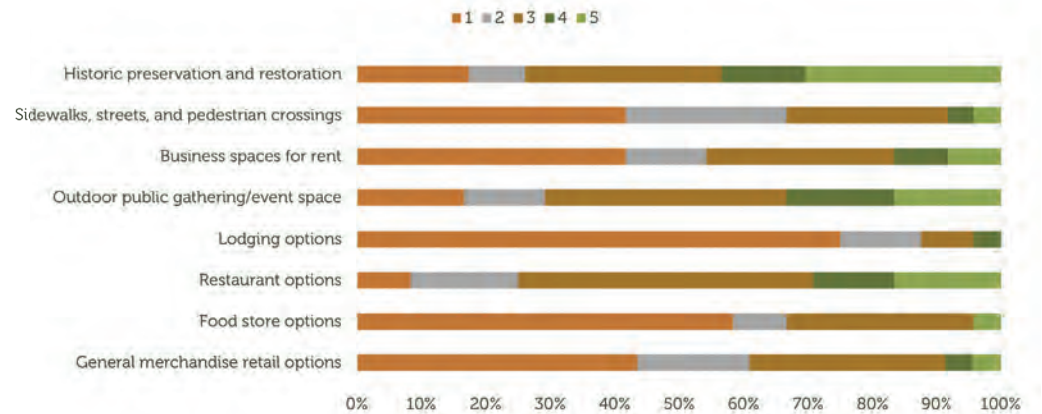
13. Do you own a business in Kiowa?



14. Do you work in Kiowa?



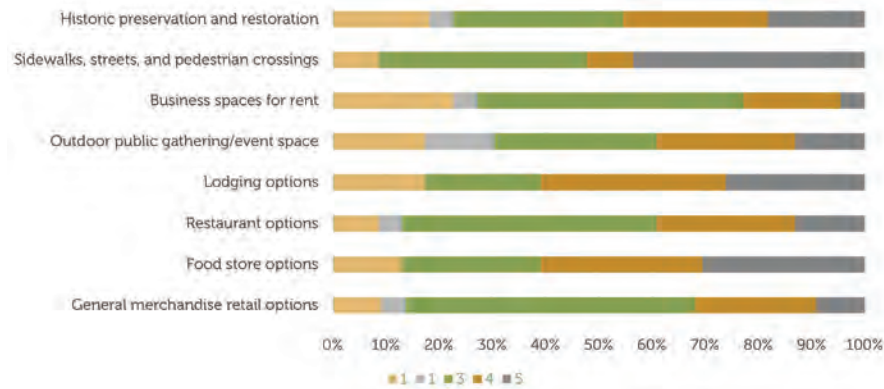
15. Rate the level of satisfaction with the following business assets in the Town of Kiowa with 1 being the least satisfied and 5 being the most satisfied.



Write in responses.

- » Rundown or abandoned properties need resolution.
- » Needs new drainage system through the town
- » Improve Campground @ fairgrounds and add cabins. Make water affordable.
- » The schools are horrible
- » A Rec Center as part of the new school
- » Need more senior living.
- » We love the small-town feel of Kiowa and do not want to see it be degraded like Elizabeth has...which now looks like Highlands Ranch. We moved out east 20 years ago and have never regretted it. We didn't move to a small town/rural area and expect "in-town" amenities. You trade one for the other - you can't have both. DO NOT change Kiowa!
- » Get the town zoned properly

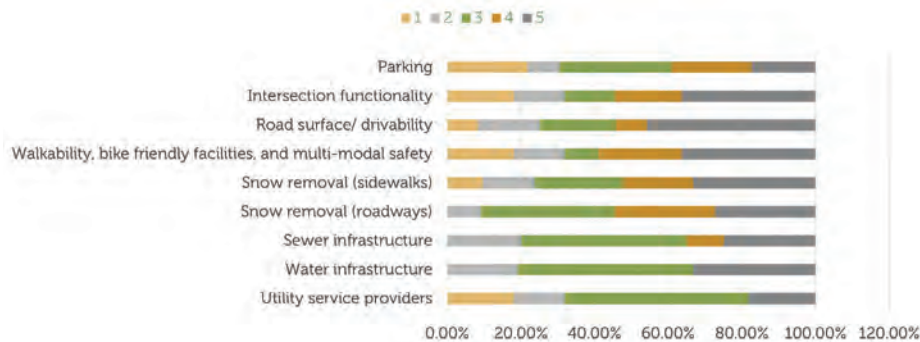
16. Rate which of the following business assets in the Town of Kiowa you'd like to see expanded with 1 being the least improvements and 5 being the most improvements desired.



Write in responses.

- » We need to grow.
- » Some type of indoor gathering space (coffee shop, community rooms, etc.)
- » Keep Kiowa a small, rural town as much as possible. Adding more of the above will change it and turn it into Elizabeth. We don't need that in Kiowa - we have Elizabeth or Parker.

17. Rate which of the following core infrastructure assets in the Town of Kiowa you'd like to see improved with 1 being the least improvements desired and 5 being most improvements desired.

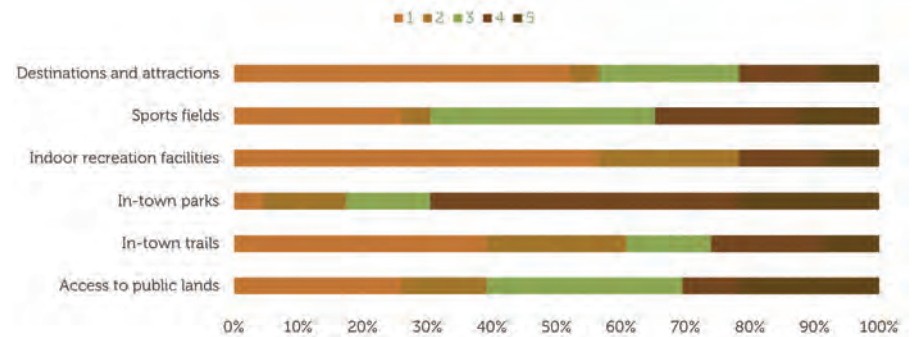


Write in responses.

- » Everything is falling apart
- » The bridge going out of town to the West - wider and with safe places to walk or bike
- » The improvement to water service would be a reduction in the cost - to have

to pay the minimums for Kiowa is terrible!

18. Rate your level of satisfactions with the following recreation assets in Kiowa with 1 being least satisfied and 5 being most satisfied.



Write in responses.

- » Other than park. None really exist.
- » There needs to be shade at the parks, raccoon control, and community gathering options.
- » Again - all of this will cost money which you will want to raise either with taxes or more housing/retail. That trade-off isn't worth it. We can go to Elizabeth, Parker, or Castle Rock for those things.

This Page Intentionally Left Blank

This Page Intentionally Left Blank

