

# Chapter 4: Future Land Use Plan

## Introduction

The following sections describe the land use categories shown on the Future Land Use Plan (see Figure 4-1). The Plan identifies future land uses for the Pagosa Springs Planning Area. It shows the distribution of residential, non-residential, mixed-use, and civic or public land uses. This chapter contains the Future Land Use Plan map (Figure 4-1) and descriptions of the land use categories shown on the map.

## Plan Themes

Pagosa Springs, through this Comprehensive Plan, is charting how best to accommodate future housing, commercial, and industrial development growth in the community. At the same time, the plan addresses transportation and mobility, open lands, infrastructure, and other future needs of the community through the placement and timing, and policies that will guide that growth. The overall aim of the Future Land Use Plan is to keep the town livable in the future. A “livable” town means different things to different people. For some, a livable town means retaining open space and carefully planning for a mix of urban development. For others, it means allowing flexibility to accommodate economic development in the community. This plan seeks to achieve a broad range of needs in a balanced manner.

In 2005 and 2006, members of the public and the Citizens’ Advisory Committee recommended six major themes, addressed below, as part of the Future Land Use Plan. They are:

- 1) Efficient use of land within an Urban Service Area,
- 2) Balanced major activity centers,
- 3) Town residential development in neighborhoods,
- 4) Efficient transportation,
- 5) Opportunities for commercial development, tourism and jobs, and

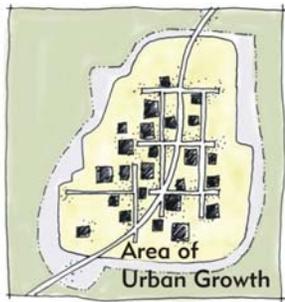


*This image shows an example of a traditional style neighborhood with narrow streets, detached sidewalks.*



*Coordinated land use and transportation planning for increased traffic on Hwy. 160 is critical for the town’s future.*

- 6) Protection of natural features and open space.



*Urban Growth Area concept.*



*Downtown is one of the major Activity Centers for the community, drawing locals and visitors.*

## 1. Urban Service Area

This plan proposes to designate an Urban Service Area (USA) boundary within the Planning Area. This is the area within which development at densities higher than one unit per acre should go, where water and sewer can be provided, and where the town and county can efficiently provide other services, such as law enforcement (Note: the county requires that any development with density greater than 1 unit/3 acres be connected to central sewer and water). This Urban Service Area would include most existing town boundaries and limited areas of existing rural development to the south, where town infrastructure (including sewer) may become available, and some intensification might occur.

## 2. Balanced Major Activity Centers (Lakes, Downtown, and Sawmill) and Smaller Neighborhood Centers

The town would promote infill and redevelopment in the “major centers” indicated on the Future Land Use Plan (i.e., the Lakes, Downtown, and Sawmill). The Plan and policies discourage further expansion of commercial development along highways. Future development of jobs, tourism, and civic activities will be focused within the Downtown, the Lakes, and the Sawmill areas as balanced centers for the Community.

**Downtown** would continue to function as the community’s civic and education core and retain its services for local residents. In addition, downtown would continue to serve as the town’s primary tourist destination. New development in the downtown area would continue the traditional lot and block, neighborhood pattern, oriented around sidewalks and pedestrian-friendly places. (See Figure 4-2.)

Commercial development in the **Lakes Center** would continue to serve the needs of residents in and around the Lakes area, and over time would become a more focused vital commercial area with a vibrant, pedestrian-friendly environment. (See Figure 4-3.)

The **Sawmill Center** will be a future mixed-use development area at the intersection of Highways 84 and 160. It will include retail, residential, and other activities and will be pedestrian-oriented development. (See Figure 4-4.)

In addition, the Future Land Use Plan introduces the notion of creating some smaller commercial neighborhood “centers” to serve needs of nearby neighborhoods. Neighborhood centers, which are

much smaller in size than the major centers, will host a variety of retail and service options that are designed to serve local neighborhoods.

### 3. Town Residential Development in Neighborhoods

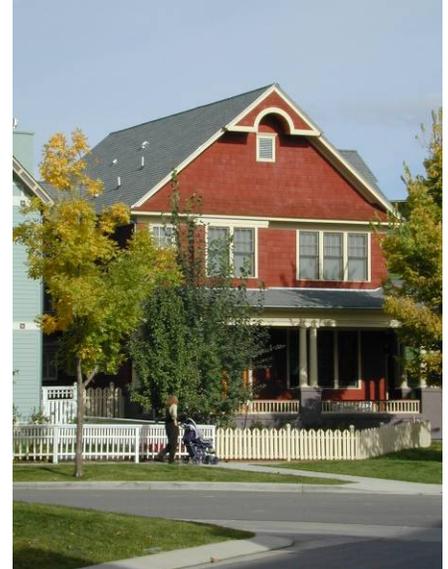
Most new residential development in the Urban Service Area should progress following New Neighborhood Design Principles, presented in Chapter 10 on page 10-3.

The Future Land Use Plan shows a variety of residential areas, some of which are low density single family in focus. Other areas, such as south of downtown, are shown as mixed use residential. The intent of the mixed-use residential areas is to allow predominantly housing (including a mix of single family homes, small-lot single family homes, townhomes, duplexes, multi-family, some apartments, and accessory dwellings, where appropriate), and also a small amount of retail. A mix of housing types around centers would better serve the growing tourism base, seasonal residents, attainable housing needs, senior population, and a variety of other needs. New neighborhoods should each include a system of interconnected trails that would access parks, recreation, and open space areas focused near and in between centers.

### 4. Efficient Transportation System

Highway 160 links the major centers of town with each other and is the “spine” of the town. The plan promotes exploring opportunities for new local roads to connect the developments to the west with the downtown and provide alternatives to reduce traffic and reliance on Highway 160. In addition, plan policies promote public transit with frequent connections from east to west and within the downtown to reduce local traffic on Highway 160.

The plan policies also promote better connection between neighborhoods and smaller centers, with transit between centers becoming more efficient and well used. By placing neighborhood services close to where people live and work, people have options to ride bicycles or walk between destinations. The smaller activity centers shown on the Future Land Use Plan are located along Highway 160 predominately at access points established in the Access Management Plan as well as within neighborhoods to the south of downtown.



*This image shows an example of a home in a new traditional-style neighborhood.*



*Planning for bicycles and pedestrians is an important part of the transportation system.*



*Downtown tourism will continue to be a draw. Other commercial activities will be focused in centers.*



*The landscape around Pagosa Springs provides mountain vistas.*

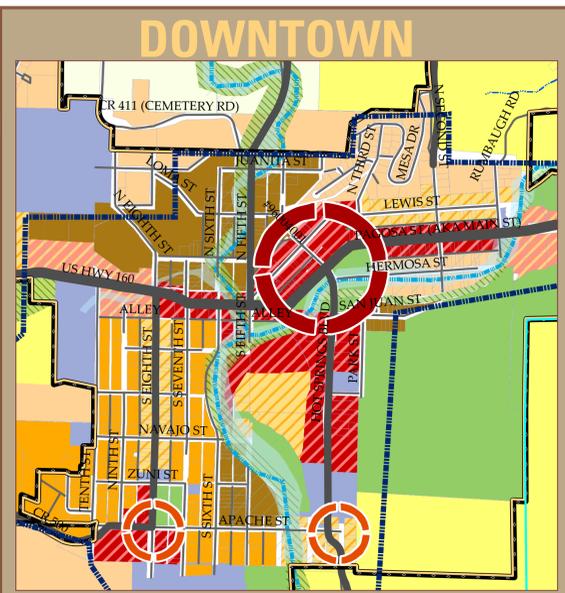
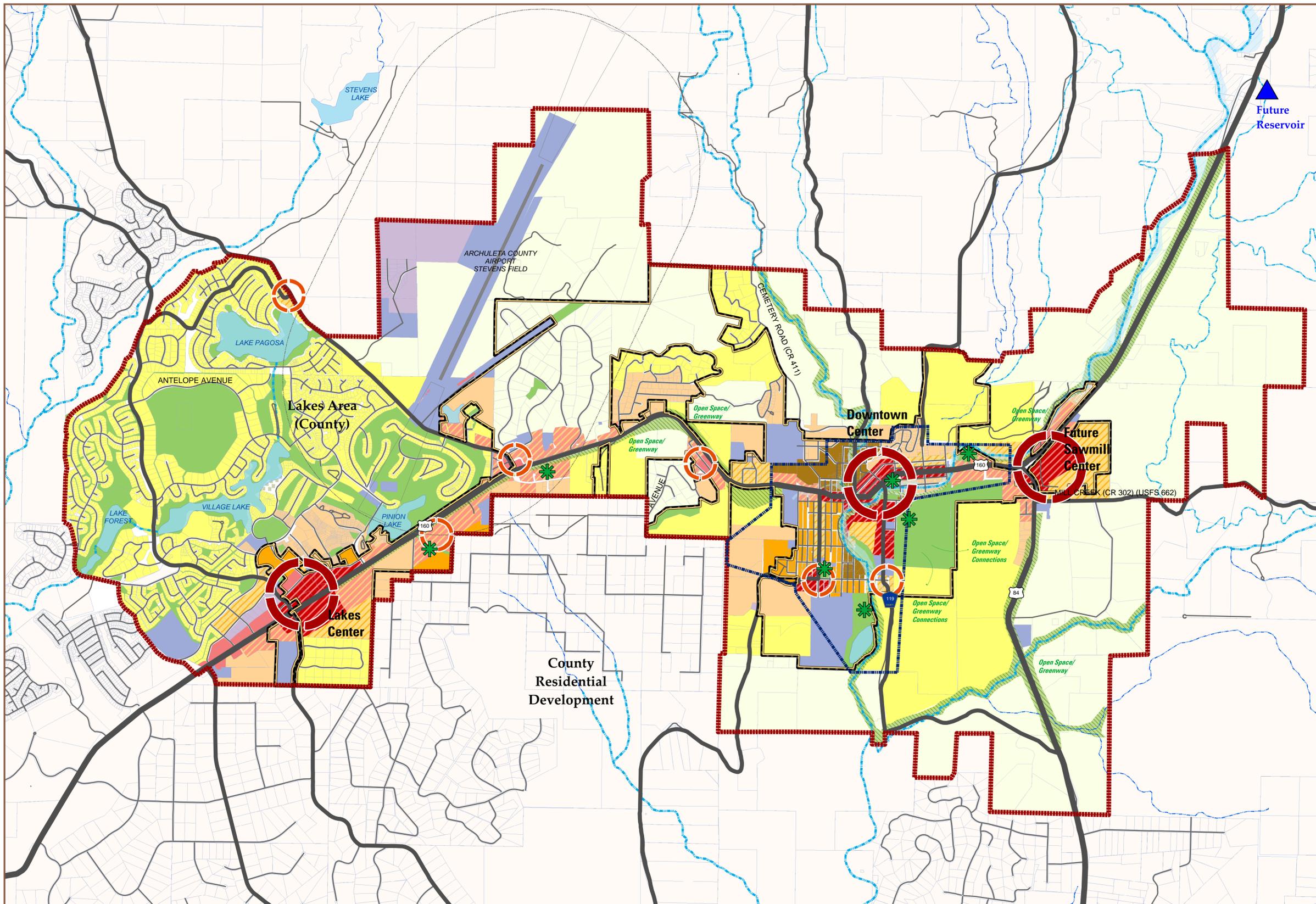
## 5. Opportunities for Commercial Development, Tourism, and Jobs

This Plan strives for a greater overall balance of employment and retail opportunities within the town and is focused around activity centers—major and neighborhood-focused. It emphasizes local businesses, stores, restaurants, and civic uses within the Downtown, Lakes, and Sawmill Centers. It also emphasizes infill and redevelopment within these major centers to promote more walkable environments within the centers and connections to nearby neighborhoods. The downtown would continue to have a mix of civic activities, schools, neighborhoods, shopping, and tourism activities. Industrial areas may occur where they do now, near the airport or in other predetermined locations.

Other commercial areas and jobs are focused in smaller concentrated centers, rather than strip developments, along highways. These centers vary in size and land use mix. Some centers will have an employment focus; others will be more focused on commercial and retail services.

## 6. Protection of Natural Features, Open Space, and Rural Character

The Future Land Use Plan illustrates a connected system of open space to conserve natural features, including streams, rivers, hillsides, forested areas, and views along highways, a big part of Pagosa Springs' heritage and value according to many residents. When possible, the more "rural" residential development is clustered to conserve open space. Such clustered development could help conserve hillsides, views, riparian areas along streams, and forested areas in scattered areas. It also may help to conserve some land from development in the corridor between the centers (*i.e.*, Put Hill) where land is currently undeveloped or "underdeveloped."



**Legend**

- Comprehensive Plan Area
- Town Limits
- Downtown Master Plan Area

**LAND USE**

- Rural Residential (Cluster Opt.)
- Residential Transition (Cluster Opt. Up to 2 u/ac)
- Town Residential (up to 6 u/ac)
- Town Residential (up to 12 u/ac)
- Town Residential (up to 18 u/ac)
- Mixed-Use Residential
- Mixed-Use Corridor
- Mixed-Use Town Center
- Commercial/Employment
- Light Industrial
- Public/Quasi-Public
- Open Space and Parks
- Greenway/Conservation
- Mixed-Use Activity Center
- Major Town Activity Center
- Existing Parks/Open Space

0 0.25 0.5 0.75 1 Miles

NORTH

# FUTURE LAND USE PLAN

## PAGOSA SPRINGS

### Comprehensive Plan

Figure 4-1:  
Future Land Use Plan





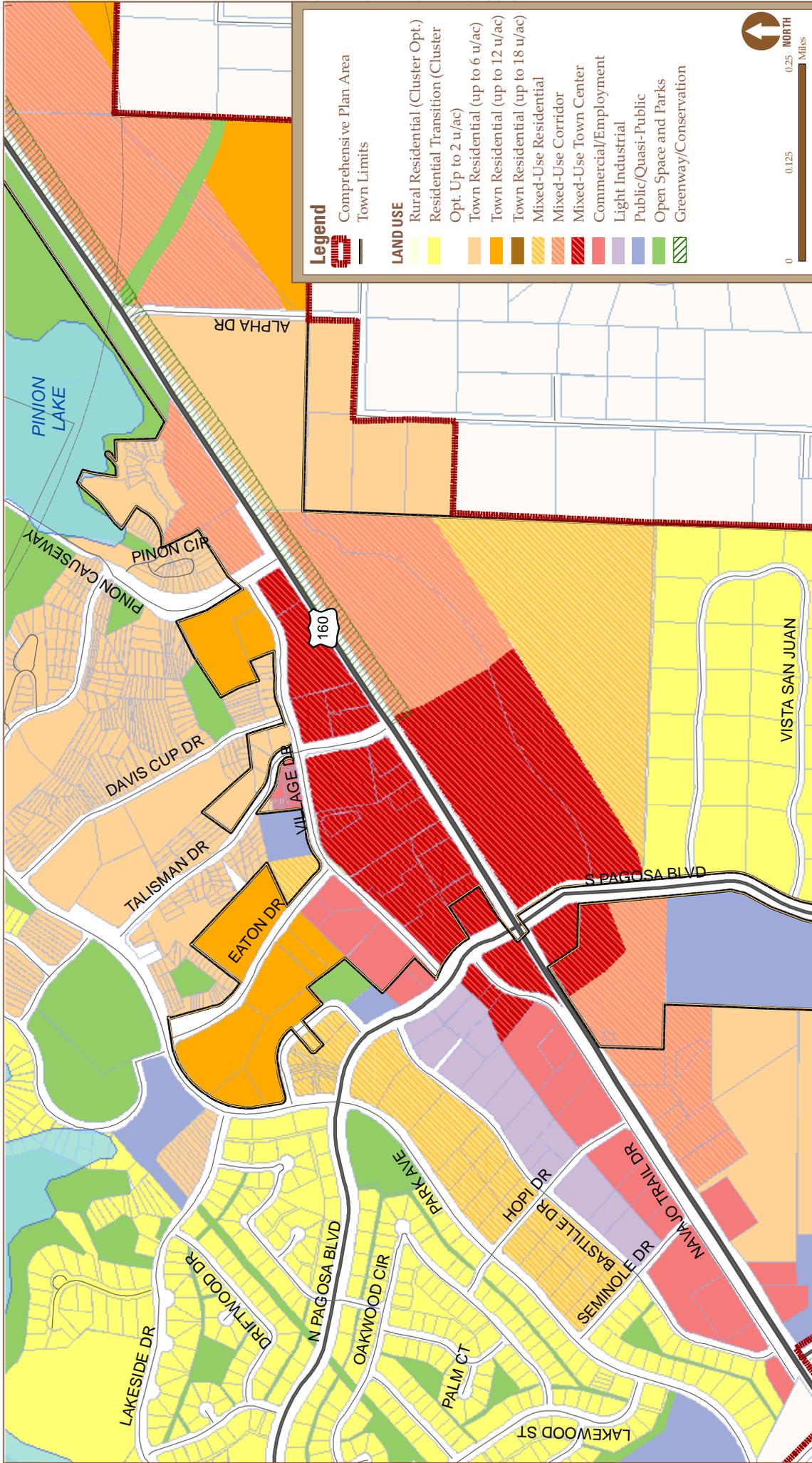


Figure 4-2:  
Lakes Center

# LAKES CENTER

## PAGOSA SPRINGS

Comprehensive Plan





# DOWNTOWN CENTER

## PAGOSA SPRINGS

Comprehensive Plan

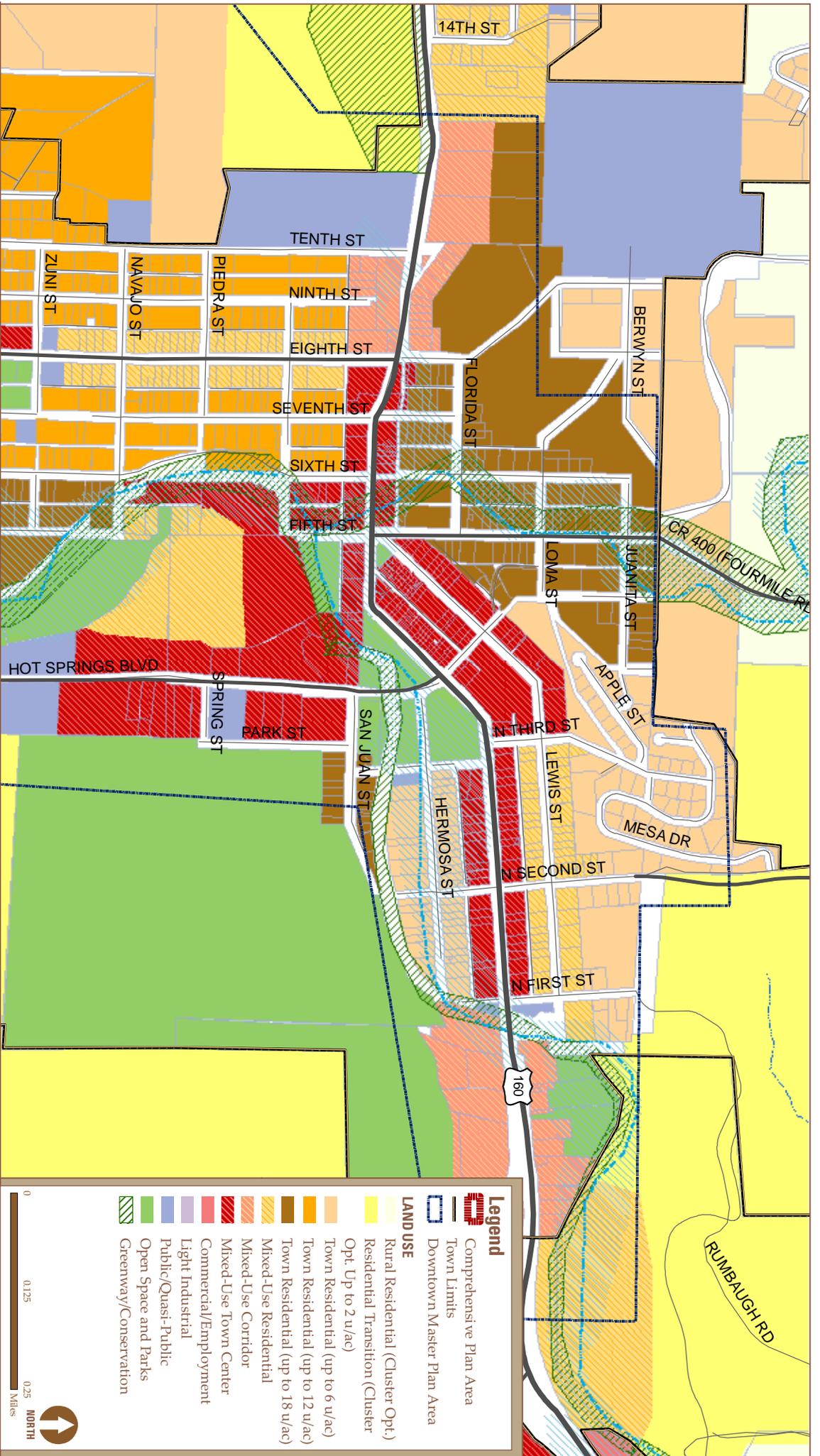


Figure 4-3:  
Downtown Center

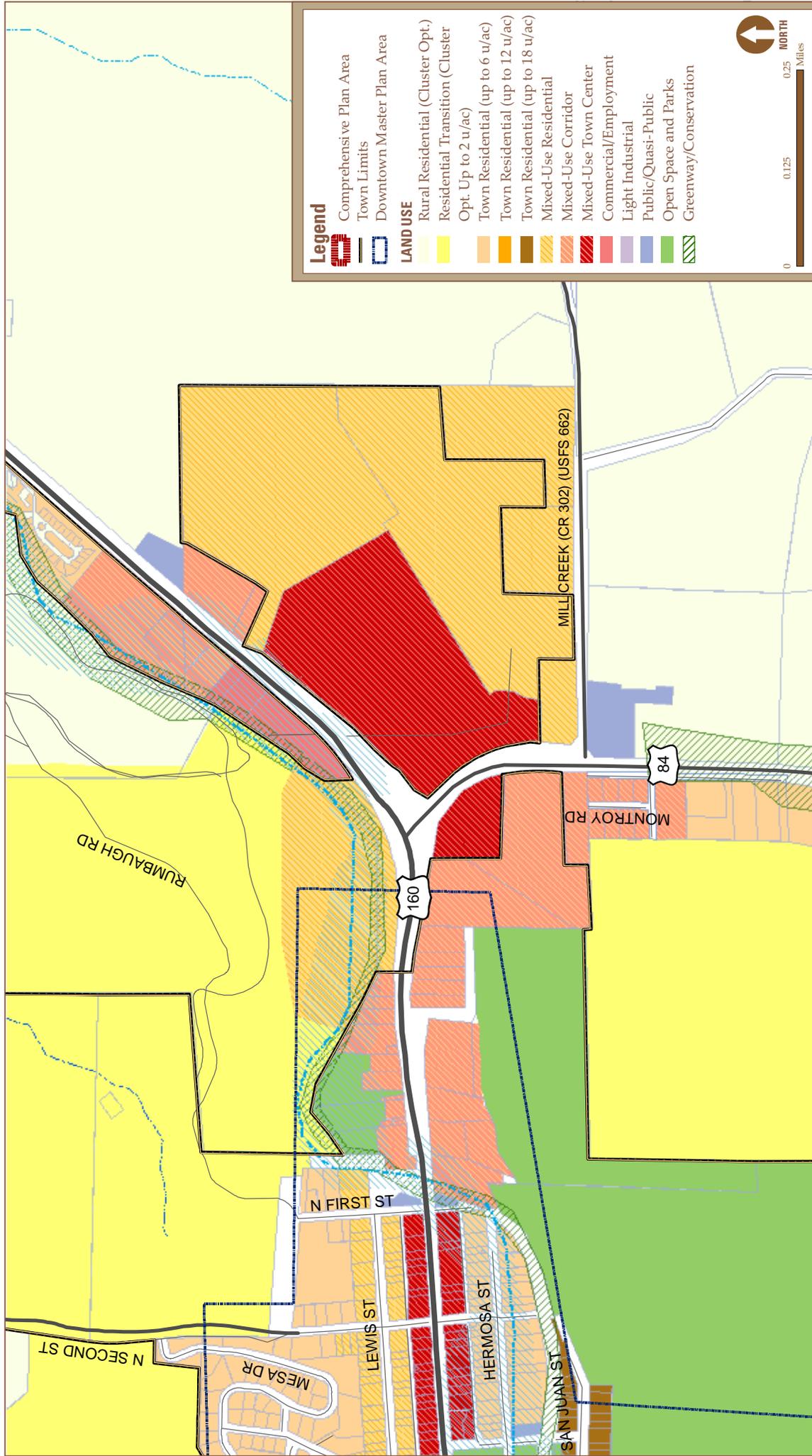


Figure 4-4:  
Sawmill Center

# SAWMILL CENTER

## PAGOSA SPRINGS

Comprehensive Plan



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## Residential Categories

Pagosa Springs' residential neighborhoods have a variety of characteristics and densities. The locations of residential areas shown on the Future Land Use Plan are designed to be compatible with existing and proposed development and site constraints. However, in some cases the maximum densities listed may not be achievable given unique conditions. "Gross" density is the average density of development across an entire property. The town will determine appropriate density during the development review process, taking into consideration site constraints and adjacent development. The town will also consider availability of utilities, the development's impact on the streets and transportation system, vehicle accessibility, and proximity to and impact upon community facilities such as schools, parks, and open space. For higher density residential developments (such as apartments or townhomes), vehicular, bicycle, and transit routes should be accessible, yet residential areas should be protected from heavy traffic. In addition, higher density residential areas should be within convenient proximity to neighborhood commercial centers.

The following sections describe the various residential land use categories shown on the Future Land Use Plan.



*Residential units in the Lakes area serve as primary homes and second homes.*



*South Pagosa is one of the town's vital neighborhoods.*



*The Rural Residential area includes agriculture and single family residences (with density up to 1 unit/acre with cluster).*

## Rural Residential (with Cluster Option)

### Primary Uses

Agriculture, detached single-family residences (clustered preferred).

### Secondary Uses

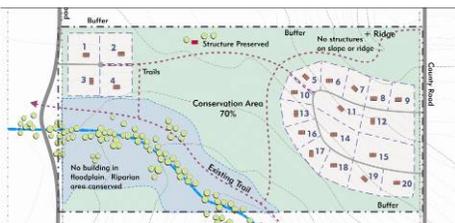
Supporting and complementary uses, including open space and recreation, equestrian uses, schools, places of worship, and other public uses. Accessory uses, such as barns or stables.

### Characteristics and Location

This type of residential development is found outside town limits (and generally will be outside the proposed Urban Service Area Boundary). It has more rural characteristics and will develop at densities lower than typically found in the Residential Transition category. It is intended to provide a transition between town neighborhoods and surrounding county agricultural/rural residential areas. Land owners may develop large lot single-family rural residential or cluster the residential units on smaller lots to conserve open space, views, agriculture or equestrian land, and other natural features. Clustering should occur near the edges of property close to existing or planned development. The town encourages clustering through a density bonus approach.

### Density

Density can range from 1 unit per 5 acres to up to 1 unit per acre, depending on how much land is set aside for conservation purposes. At least twenty (20) percent of the site should be conserved as open space, or up to seventy (70) percent with a cluster, depending on the density bonus. Houses generally should not exceed two (2) stories.



*Cluster site plan example*

**Zoning Districts:** In Archuleta County. Not currently zoned; new zone district will be necessary. PE-R.

## Residential Transition (with Cluster Option)

### Primary Uses

Detached single-family residences (clustered preferred). Duplexes or patio homes if clustered.

### Secondary Uses

Supporting and complementary uses, including open space and recreation, equestrian uses, schools, places of worship, and other public uses.

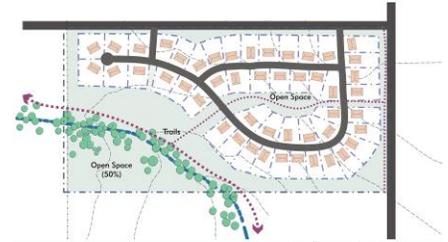
### Characteristics and Location

The Residential Transition category may be located within the town or county and may continue to have some rural characteristics. It is intended to provide a transition between town neighborhoods and the Rural Residential category. It will develop at densities lower than typically found in town residential areas. Land owners may develop large lot single-family rural residential or cluster development on smaller lots to conserve open space, views, and other natural features. Clustering should occur near the edges of property close to existing or planned development and near town limits.

### Density

Density can range from 1 unit per 2 acres to up to 2 units per acre, depending on how much land is set aside for conservation purposes. At least twenty (20) percent of the site should be conserved as open space, or up to seventy (70) percent with a cluster, depending on the density bonus. Houses generally should not exceed two (2) stories.

**Zoning Districts:** Mostly in Archuleta County. Not currently zoned. New district will be necessary. PE-R (Piedra Estates Residential). A (Pagosa Lakes Ranch) PE-MF (Piedra Estates Multi-Family = 2 units/acre) would be in this district.



*Site plan example of clustered development that sets aside 50 percent open space.*



*Residential Transition areas can include homes with density up to 2 units/acre with clustering.*

## Town Residential – Low (Up to 6 units/acre)



*This image shows existing Town Residential Low Density Development.*



*This image is an example of Town Residential Development – Low Density.*

### Primary Uses

Single-family residences, duplexes, and accessory units.

### Secondary Uses

Supporting and complementary uses, including open space and recreation, schools, places of worship, and other public uses. Senior housing facilities are also appropriate if compatible with the surrounding areas.

Additional residential use may be appropriate in master planned residential areas outside of the town's core neighborhoods and activity centers. The intent is for the average density of a residential area in this category is not to exceed six units per acre.

### Characteristics and Location

This residential category is appropriate within the town limits. New residential homes should be within neighborhoods that have pedestrian-oriented, connected local streets and sidewalks. New homes should also have access to parks, open space, schools, and other civic activities. Neighborhoods within this category should be accessible via local streets with access to collector streets for circulation around the town.

### Density

- Up to six (6) units per acre.
- Houses generally should not exceed two (2) stories.

**Zoning Districts:** A (Single Family Residential). Some properties within this category are in the County and are not currently zoned. The Lakes residential area is within the county and is not zoned.

## Town Residential – Medium (Up to 12 units/acre)

### Primary Uses

This type of Town Residential includes a broader variety of residential types, including single-family residences, duplexes, and patio homes.

### Secondary Uses

Townhomes, and condominiums may be appropriate in some locations. Supporting and complementary uses, including accessory dwelling units, open space and recreation, schools, places of worship, and other public uses are appropriate in this Town Residential category. Senior housing facilities are also appropriate in this category.

### Characteristics and Location

This residential type is appropriate in locations closer to commercial centers and near downtown. This category often serves as a transition between higher density residential areas and lower density, single family neighborhoods. New residential homes should be within neighborhoods that have pedestrian-oriented, connected local streets and sidewalks. New homes should also have access to parks, open space, schools, and other civic activities. These neighborhoods are generally served by local streets or collectors with access to major streets and direct access to current and future transit.

### Density

- Up to twelve (12) units per acre.
- Houses generally should not exceed two (2) stories.

**Zoning Districts:** B-1 (Multiple Use Residential), B-2 (Mixed Use Residential), C (Mixed Use Development), CC-MF (Central Core Multi-Family).



*The Town Residential-Medium category could allow some townhomes in addition to single family homes.*



*The Town Residential-High category allows apartments.*

## Town Residential – High (Up to 18 units/ac)

### Primary Uses

This type of Town Residential includes a broader variety of residential types, including single-family residences, duplexes, apartments, and patio homes.

### Secondary Uses

Apartments, townhomes, and condominiums may be appropriate in some locations. Supporting and complementary uses, including accessory dwelling units, open space and recreation, schools, places of worship, and other public uses are appropriate in this Town Residential category. Senior housing facilities are also appropriate in this category.

### Characteristics and Location

This residential type is appropriate in locations near commercial centers and near downtown. This category often serves as a transition between commercial centers and lower density, single family neighborhoods. New residential developments should be located near connected local streets and sidewalks. New residences should also have access to parks, open space, schools, and other civic activities. These neighborhoods are generally served by local streets or collectors with access to major streets and direct access to current and future transit. Additional private recreational amenities, such as tot lots or garden/courtyards, should be provided in apartment or townhome complexes.

### Density

- Up to 18 units per acre.
- Houses generally should not exceed two to three (2-3) stories, depending on surrounding development.

**Zoning Districts:** B-1 (Multiple Use Residential), B-2 (Mixed Use Residential), C (Mixed Use Development), CC-MF (Central Core Multi-Family).

## Mixed-Use Categories

Mixing of different land uses—offices, residences, retail—in one discrete area has historically been prevalent in towns and cities, including in Pagosa Springs’ downtown. More recent development trends have shifted away from this pattern. The automobile as the dominant mode of transportation has led to a more dispersed pattern of land uses, and market demand for larger single family homes further increases physical separation.

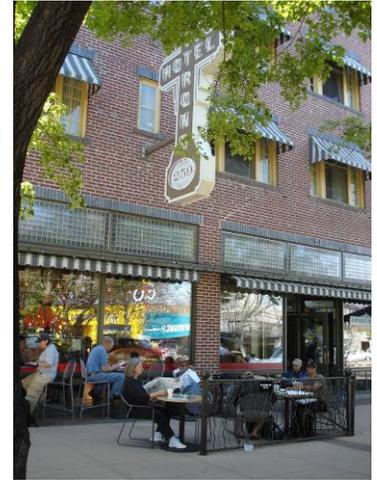
This Plan promotes new and existing mixed-use development because it creates identity and attractive pedestrian environments, stimulates reinvestment in the downtown or in commercial areas, and increases transit use over time. Generally, mixed-use development should be designed according to the following principles:

1. New mixed-use development should be based on a coherent master plan that physically integrates different uses (for example, retail, residential, hotels, offices, or civic and cultural facilities). The mix of land uses can be “vertical” (with project components in a single mixed-use building or block), or “horizontal” (with components in separate buildings).
2. Structures in existing mixed-use areas (e.g., Downtown) should continue to be oriented to streets and sidewalks and contain a mix of activities.
3. A mixed-use center should contain a central public space, such as a plaza or park.
4. Mixed-use development should provide internal interconnected streets and sidewalks, allow safe and direct pedestrian access between buildings, and overall, accommodate pedestrians in a safe manner.



*The image provides an example of a people-friendly, mixed-use center.*

The Future Land Use Plan designates three types of mixed-use development in Pagosa Springs: (1) Mixed-Use Residential, (2) Mixed-Use Corridor, and (3) Mixed-Use Town Center, described in the following sections.



*The image shows an example of historic renovated mixed-use project with retail and hotel above.*

### Activity Centers on the Future Land Use Plan

#### Mixed-Use Neighborhood Centers

*These activity centers are intended to be smaller, neighborhood-oriented commercial centers that serve nearby neighborhoods. Generally, they are no larger than 5-10 acres in size.*

#### Major Town Activity Centers

*Major Town Activity Centers are also classified on the Future Land Use Plan as Mixed-Use Town Center category, defined in following sections. They should be pedestrian-oriented, larger mixed-use commercial centers that serve the whole town and surrounding areas. They can include some residences (e.g., loft-style).*



*Mixed-Use Residential example of a small café and homes.*



*Mixed-Use Residential can also include some live-work units or apartments, as shown above. A majority of the site should contain residential uses.*

## Mixed-Use Residential

### Primary Uses

The Mixed-Use Residential category is intended to promote self-supporting neighborhoods which contain housing predominantly, but that could also include some small retail (e.g., less than 4,000 square feet), offices, and light trade. A range of residential housing types, such as single-family residences, duplexes, patio homes, apartments, and live-work units, should be built on a majority of any site within this category.

### Secondary Uses

A lesser portion of the site area could be allocated to non-residential uses that are related to the neighborhood (e.g., 30 percent maximum non-residential). Examples include convenience or boutique retail, offices, or live-work units. Townhomes and condominiums are also considered secondary uses. Developments within the Mixed-Use Residential category should also include open space, parks, plazas, and other public or quasi-public uses as appropriate, such as schools, places of worship, libraries, and community centers.

### Characteristics and Location

Mixed-Use Residential is appropriate near activity centers and near major arterial and collector streets. The intent is to allow for vertical or horizontal mix of uses on sites, including some high density residential.

### Density/Intensity

- Up to 16 units per acre on portions of the site.
- FAR up to 0.5 (diagram on page 4-21). Buildings generally should not exceed two to three (2-3) stories, depending on surrounding development.

**Zoning Districts:** B-2 (Mixed-Use Residential), PUD (Planned Unit Development), C (Mixed Use Development), HSB-MU, D-3, and County unzoned.

## Mixed-Use Corridor

### Primary Uses

Commercial uses are appropriate, including retail, offices, hotels and tourism-related business. A range of residential housing types, such as, apartments, condominiums, and live-work units are also encouraged within this category.

### Secondary Uses

Developments within the Mixed-Use Corridor category should also include open space, parks, plazas, and other public or quasi-public uses as appropriate, such as schools, places of worship, libraries, and community centers. Single-family residences, duplexes, patio homes, and townhomes may be appropriate.

### Characteristics and Location

The Mixed-Use Corridor category is intended to promote gradual development and redevelopment of existing commercial corridors to become more vibrant and attractive mixed-use areas that also contain some housing, offices, and light trade. Mixed-Use Corridors are appropriate along major highways. The intent is to allow for vertical or horizontal mix of uses on sites, including some high density residential.

### Density/Intensity

- FAR up to 0.75 (diagram on page 4-21).
- Buildings generally should not exceed two to three (2-3) stories, depending on surrounding development.

**Zoning Districts:** D-3 (Corridor Business), D-4 (West Corridor Business), D-5 (East Corridor Business), and PUD overlay zones.



*Hotels and resorts are primary uses in the Mixed-Use Corridor.*



*The intent for the Mixed-Use Corridor category is to promote graduate development of commercial corridors to become more attractive places that also include housing, offices, and light trade.*

## Mixed-Use Town Center

### Primary Uses

This Mixed-Use category is intended to promote a wide range of land uses, including retail, lodging, offices on second-floor, tourism-related business, compatible live-work, and medium and higher density residential in downtown.

### Secondary Uses

Open space, recreation, places of worship and public uses are also appropriate. Senior housing may be appropriate.

### Characteristics and Location

The intent of the Mixed-Use Town Center category is to maintain and improve the vibrant downtown area as an environment that has employment and shopping opportunities, a range of housing types and parks, lodging, open space and civic uses. If appropriate, new development should occur in traditional development patterns-with narrower streets, smaller blocks, and smaller lots. Uses may be mixed either vertically or horizontally. Mixed-Use areas should be developed in an integrated, pedestrian friendly manner and should not be overly dominated by any one land use or housing type.

Higher intensity employment and high density residential development should be in the core of this Mixed-Use area, or adjacent to major roadways. Where appropriate, building height transitions and step-downs should be provided to be compatible with adjacent development.

### Density/Intensity

- FAR up to 1 (diagram on page 4-21).
- Buildings generally should not exceed three (3) stories, depending on surrounding development. Building heights should be evaluated during the development review process.

**Zoning Districts:** D-1 (Downtown Business and Lodging), D-2 (Central Business), HSB-L (Hot Springs Boulevard Lodging), and HSB-MU (Hot Springs Boulevard Mixed-Use).



*The images show examples of pedestrian-oriented Mixed-Use Town Center developments.*

## Non-Residential Categories

The non-residential categories on the Future Land Use Plan have a variety of uses, development intensities, and characteristics. The development and uses are designed to be compatible with existing and proposed development, site constraints, and market demand. The following sections describe the various non-residential land use categories contained in this Plan.

### Defining Floor Area Ratio (FAR)

Density, or intensity, for non-residential uses, such as retail, office, industrial, is calculated using a Floor Area Ratio (FAR). The FAR is the gross area of all floors of buildings on a site, divided by the site area (see illustration).

## Commercial/Employment

### Primary Uses

General retail to serve the community is appropriate in this category. It also allows for offices. Intensive industrial activities are not allowed within Commercial/Employment areas.

### Secondary Uses

Supporting uses, open space and recreation, medium and higher density housing, and other civic or public facilities and uses are appropriate.

### Characteristics and Location

This Commercial/Employment category encompasses retail developments that provide shopping service to neighborhoods and the community, including the Lakes commercial areas and commercial areas around downtown. The category generally encompasses existing retail centers that provide shopping service to adjacent and surrounding neighborhoods in the community.

### Density/Intensity

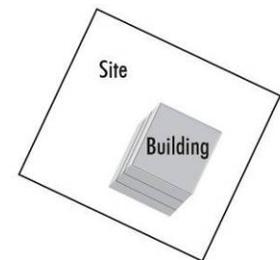
- FAR up to 0.5 (diagram above).
- Buildings generally not to exceed two (2) stories.

**Zoning Districts:** CC-C (Central Core Commercial), D-3 (Corridor Business), and D-4 (West Corridor Business).

*Example: Floor Area Ratio for a 10,000 square foot building on a 40,000 square foot site = 0.25 FAR*

*Note: building square footage can be on multiple floors*

$$\text{F.A.R.} = \frac{10,000 \text{ square feet building area}}{40,000 \text{ square feet site area}}$$



*The images show examples of Commercial/Employment examples (offices, retail, services).*



*This image shows an example of Light Industry.*

## Light Industrial

### Primary Uses

Industrial and offices are appropriate.

### Secondary Uses

Supporting retail uses, open space and recreation, and other public facilities and uses are appropriate.

### Characteristics and Location

This category encourages development of industrial and office uses that will minimally affect surrounding properties. Outdoor storage is limited. The Light Industrial land use type is generally located near commercial centers, along major streets, or near the airport.

### Density/Intensity

- FAR up to 0.5 (diagram on page 4-21).
- Buildings generally not to exceed two (2) stories.

**Zoning Districts:** Some overlap with D-3, otherwise not zoned.

## Other Categories

Other land uses that are public or semi public are listed below.

### Public/Quasi-Public

#### Primary Uses

The Public/Quasi-Public category includes uses related to community services, such as fire stations, schools, libraries, community centers, hospitals, town buildings, utilities, cemeteries, and places of worship are appropriate.

#### Characteristics and Location

The Future Land Use Plan shows only existing Public/Quasi-Public facilities. Future locations will vary depending on the type of facility.

**Zoning Districts:** HSB-G (Hot Springs Boulevard Government) and PS (Public Space Area).



*Pagosa Springs Junior High School is a Public/Quasi Public use, as are other schools and public facilities.*

### Open Space and Parks

#### Primary Uses

Public and private open space, public and private parks, and golf courses are appropriate.

#### Secondary Uses

Some public utilities or facilities may be appropriate.

#### Characteristics and Location

This Open Space and Parks category, where these types of uses currently exist, is shown on the Future Land Use Plan. The characteristics and location vary, depending on the type of use.

**Zoning Districts:** OS (Open Space Area).



*Pagosa Springs area open space, parks, and trails are well-used by residents and visitors.*

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