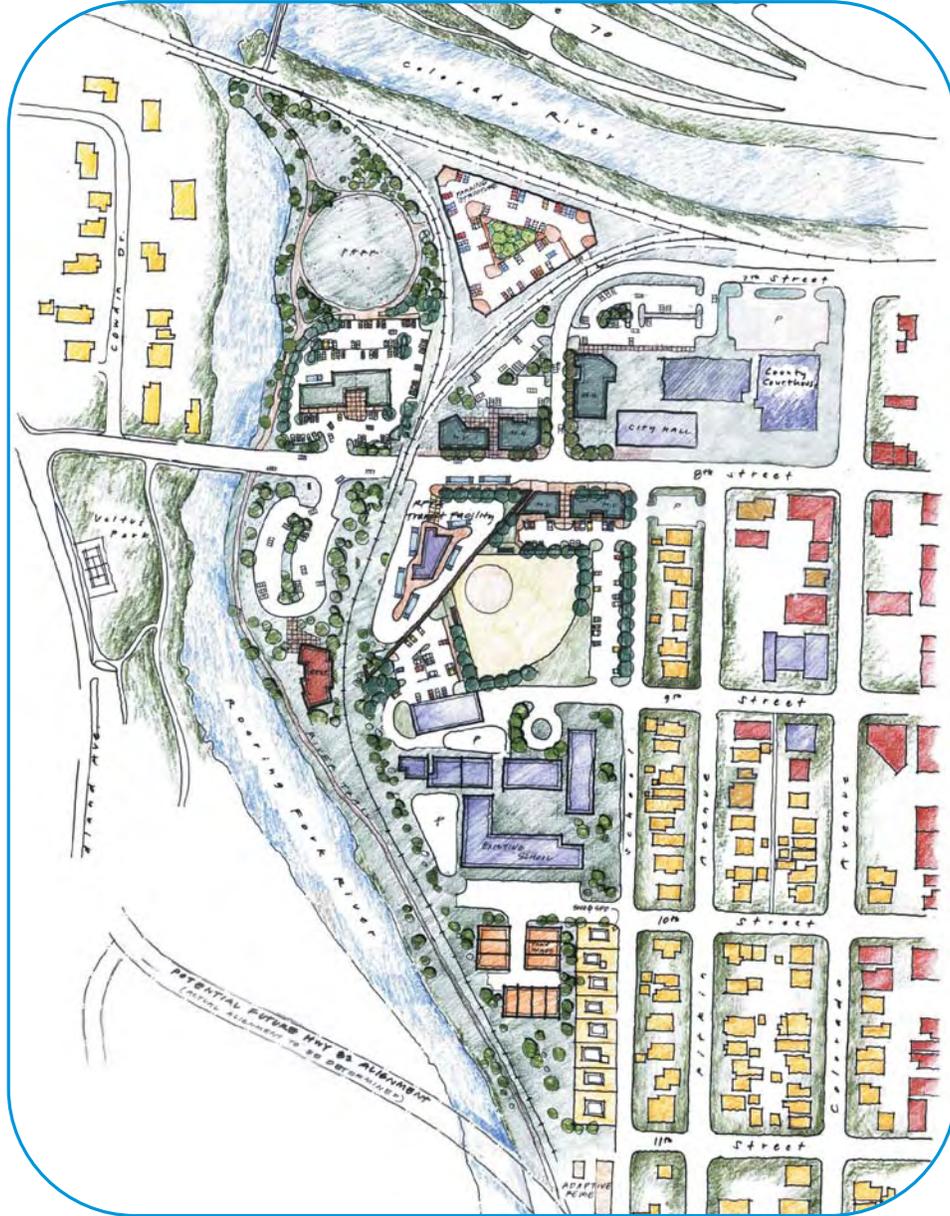


A Redevelopment Strategy for the
Confluence Area
CITY OF GLENWOOD SPRINGS



OCTOBER 2003

Acknowledgements

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Table of Contents

Chapter 1: Objectives and Process	3
The Vision	3
Beginning Goals and Objectives.....	3
A Vision for the Confluence	4
The Public Process.....	4
The Decision Making Process.....	4
Chapter 2: Existing Conditions Inventory.....	9
Regional Context.....	9
Downtown Context	10
Existing Land Use	10
Landmarks	11
Linkages.....	11
The Confluence Area.....	11
Existing Land Use	11
Summary of Key Parcels	12
Key Issues	13
Chapter 3: Demographics and Market Context.....	14
Market Context.....	14
Competing Retail Destinations.....	14
Residential Population.....	15
Chapter 4: Infrastructure Alternatives	16
Plan A: Current Conditions.....	16
Plan B: 8 th Street Extension.....	17
Plan C: Bypass-North of Park	18
Plan D: Bypass-South of Park.....	19
Chapter 5: Development Alternatives and Recommendations	20
Key Goals and Measures of Success	20
Potential Public and Private Uses.....	20
Feasibility Evaluation.....	21
Conclusions and Recommendations.....	23
Recommended Strategic Development Plan.....	24
Key Elements of Recommended Strategic Development Plan.....	25
Appendix.....	28
Public Comment.....	28
Summary of Small Group Interviews.....	28
Local Knowledge Workshop.....	28
Community Meeting Notes 10-21-02.....	29

Chapter 1: Objectives and Process

THE VISION

The City of Glenwood Springs has committed to creating a redevelopment strategy for the “Confluence Area”, the underdeveloped sub-area directly west of downtown, at the confluence of the Roaring Fork and Colorado rivers.

The area currently includes a mix of challenging features, such as rail facilities, a wastewater treatment plant and county maintenance yard, together with higher quality public uses, including the new City Hall, the County Justice Center, an elementary school, park and river corridor trail as well as various private uses, including single family residential, a funeral home, and an equipment rental business.

Upon close examination of the current land uses and infrastructure needs, including the possible relocation of Highway 82, the future 8th Street entrance to downtown, rail/ transit corridors, and a transit center, the net remaining land area available for future redevelopment is minimal. Consequently, a key challenge of the redevelopment strategy is to implement the infrastructure improvements as financially and physically feasible over time while enhancing the future development opportunities for the available parcels to result in a cohesive and vital neighborhood adjacent to the downtown.

The infrastructure improvements are not only necessary to create the parcels for potential redevelopment, but also to generate the enhanced market potential to support the highest and best use potentials for the area. The phasing of infrastructure versus redevelopment is crucial to the success of this sub-area of the city. The significant infrastructure improvements must come first, prior to the redevelopment in order to create the enhanced development potentials that are possible and desired. While the implementation of these infrastructure improvements will be a significant factor in the success of the Confluence, it should be recognized that their impacts extend much farther. A discussion of the relocation of Highway 82 and the addition of commuter rail and transit corridors is not unique to the Confluence; these concepts have been studied and planned for a number of years and their widespread benefits should be kept in context as plans for the Confluence progress.

BEGINNING GOALS AND OBJECTIVES

The study began with the goals and objectives that emerged from the 1999 Downtown Plan and have over the last 5 years set the stage for deliberate redevelopment of the Confluence Area. The original goals and objectives emphasize the community’s desire to maintain and strengthen the Downtown’s role as the center of the community while enhancing opportunities for future potential in the Confluence Area.

- Downtown should maintain and strengthen its role as the historic center of the community and region—a retail/entertainment, office/government, and tourist hub.
- New development should respect the attractive small-town scale and historic context of the CBD.
- Pedestrian atmosphere of the downtown should be preserved and enhanced.
- Physical and visual connections to Roaring Fork and Colorado Rivers should be created.



Figure 1: 1999 Glenwood Springs Downtown Plan.

OBJECTIVES AND PROCESS | 4

- Steps should be taken to reduce through traffic on Grand Avenue to create a safer pedestrian environment and atmosphere more conducive to retail business.
 - New parking lots and structures should be considered to ease parking shortage in downtown.
 - Downtown needs a well-organized business association with adequate staff and stable funding to manage and promote the central business area.
- Underutilized land in the heart of downtown should be actively redeveloped to maintain and strengthen its role as an office and governmental center and to provide open space and river connections.

A VISION FOR THE CONFLUENCE

In addition to the more broad, Downtown-focus of the goals and objectives outlined above, the Downtown Plan also identifies a vision for the Confluence Area consisting of the following elements.

- Relocate city shops and wastewater treatment facility to create a master plan for downtown redevelopment
- Improve river access and public open space
- Construct 8th Street entrance into downtown
- Create a mixed-use business park in an urban campus setting to accommodate a civic center which includes:
 - City and County Facilities
 - Conference Center
 - Transit Stop
 - Private Commercial Development



Figure 2: Detail of Confluence area from 1999 Downtown Plan.

THE PUBLIC PROCESS

A series of small meetings were held over the course of several days with groups of stakeholders who have like interests. This format allowed the opinions of all parties to be heard in a constructive and non-confrontational atmosphere. During these design workshop meetings our team synthesized the input of diverse parties into three plan concepts. We prepared and tested land use, transportation, economic, market and financing recommendations for the Confluence Area with project stakeholders. An open house to present findings and obtain additional comment concluded the design workshop process. A summary of public comment may be found in the Appendix of this document.

THE DECISION MAKING PROCESS

A special City Council work session was held on December 19, 2002 to help evaluate the many ideas and questions that were raised during the Public Process and to determine the “given” conditions that would serve as the framework for the Strategic Development Action Plan. Background information on each of the following plans or potential actions for the Confluence were presented to Council, as described below, items were discussed and a recommendation made by Council. Each of these recommendations was recorded and carried forward into the development of the Strategic Development Action Plan. Discussion occurred and recommendations were made on the following items:

RELOCATION OF HIGHWAY 82

Background

Numerous alternatives for the relocation of Highway 82 have been studied during the past 5 years. The most recent study completed in 1999 recommended an alignment from the 116 interchange to the RFTA Corridor. These recommendations were re-evaluated during the more comprehensive study focused on the Confluence Area conducted in 2000, hereby referred to as the TOD Workshops. These workshops considered the following 4 alternatives, described in greater detail below:

- Exit 116 over the tracks into a cut and cover tunnel.
- Exit 116 under the tracks into a cut and cover tunnel.
- Exit 116 over the tracks at grade.
- Exit 114 to Midland Avenue to RFTA Corridor.

Background—TOD Study

1. Exit 116 over the tracks into a cut and cover tunnel.

This alternative followed the Exit 116 alignment over the railroad tracks into a cut and cover tunnel paralleling the river on the east side. The alignment would form a physical barrier between downtown and the river and would negatively affect the “value” of the riverfront land in the Confluence. In addition, grade differences would preclude a connection at 8th Street, requiring a connection at 9th Street instead. The alternative would also limit access to downtown for tourists traveling on the relocated Highway 82.

2. Exit 116 under the tracks into a cut and cover tunnel.

This alternative followed the Exit 116 alignment under the railroad tracks and into a cut and cover tunnel. This alignment would require the reconstruction of the Union Pacific mainline from Grand Avenue to the rail yard as well as the relocation of the Wastewater Treatment Plant. In addition, the alignment would form a physical barrier between downtown and the river and would negatively affect the “value” of the riverfront land in the Confluence. The alternative would also limit access to downtown for tourists traveling on the relocated Highway 82.

3. Exit 116 over the tracks at grade.

This alternative followed the Exit 116 alignment over the railroad tracks and to the RFTA corridor, where it continued at grade. The alignment would form a physical barrier between downtown and the river and would negatively affect the “value” of the riverfront land in the Confluence. In addition, it would require the reconstruction of the 8th Street Bridge and the relocation and reconstruction of RFTA track. The alternative would also limit access to downtown for tourists traveling on the relocated Highway 82.

4. Exit 114 to Midland Avenue to the RFTA Corridor.

This alternative followed the Exit 114 to Midland Avenue alignment to the RFTA corridor. The alternative takes advantage of the investment in Exit 114 and the investment in Midland Ave. In addition, the alignment would maintain a connection between downtown and the



Figure 3: Exit 116 over the mainline tracks into cut and cover tunnel.



Figure 4: Under the mainline tracks into cut and cover tunnel.

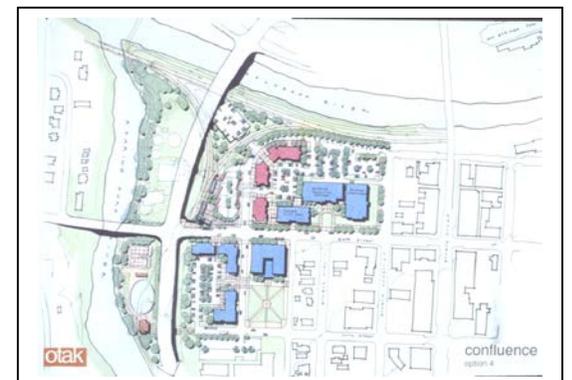


Figure 5: Exit 116 over the mainline tracks into RFTA corridor surface alignment

river, maximizing the development potential of the Confluence, and only relocate “undesirable” thru traffic.

Recommendation

Council recommended that the consideration of the Exit 114 to Midland alignment to the RFTA Corridor be carried forward as the preferred alternative for the purposes of this Confluence Study. The alignment emerged as the unanimous choice during the 2000 workshops, had the lowest cost associated with it, and maintained key connections between the downtown and the river. In addition, the alternative allows the Confluence Area to function as a key opportunity for the downtown and Glenwood as a whole. Timing and NEPA processes for the relocation of Highway 82 are uncertain at this time.

GRADE OF 8TH STREET

Background

Two options were considered for the realignment of 8th Street, an at-grade crossing and a grade-separated crossing. They can be summarized as follows:

At-grade crossing

Crossing the railroad tracks at grade would require PUC, UPRR and RFTA approval and would appear to be less expensive than a rail bridge. However, this alternative would not allow the use of the existing 8th Street bridge, requiring an expensive new bridge. Additionally, riverfront properties could not be accessed from 8th Street.

Grade-separated crossing

Both the Downtown Plan and the RFTA CIS recommend a grade-separated crossing. The alternative has the advantage of allowing the use of the existing 8th Street bridge, providing access to riverfront properties, and providing a more gradual grade transition between the river and City Hall. In addition, this alternative is preferred by the PUC to an at-grade crossing for safety reasons.

Recommendation

Council recommended constructing a grade separated crossing and connecting to the 8th Street Bridge.

ALIGNMENT OF 7TH STREET

Background

The potential extension of 8th Street heavily influences future alignment of 7th Street. Should 8th Street be extended there is less of an opportunity for 7th Street to cross the river. In addition, properties west of the railroad tracks would be served by 8th Street, eliminating the need for a 7th Street extension. Should 8th Street be extended, 7th Street could “cul-de-sac” at the City parking lot or connect to 8th Street.

Recommendation:

Council recommended that 7th Street be connected to 8th Street just west of City Hall using Defiance Avenue. This alignment would improve circulation and access to City and County parking and enhance pedestrian and bicycle connectivity within the Confluence Area.

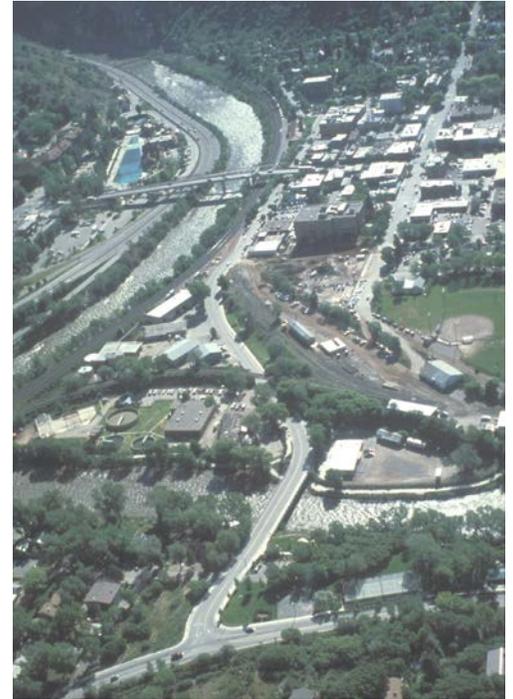


Figure 6: Aerial view of existing 8th Street.

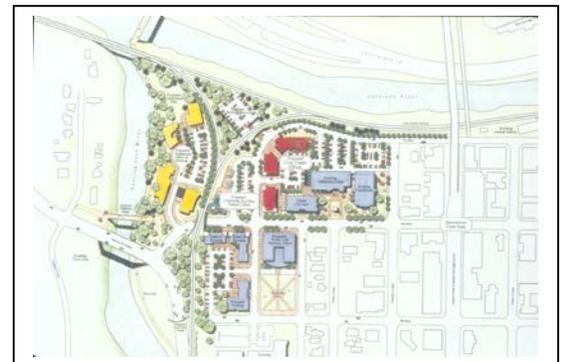


Figure 7: Potential 7th Street alignment.

UNION PACIFIC USE OF THE “WYE”

Background

Several factors influence the potential relocation of the “WYE”, namely that the UPRR (Union Pacific Railroad) has the right to use the tracks to 12th Street unless and until a satisfactory alternative can be built for them elsewhere. At the time of the study, no viable alternative has been found. Although use of the “WYE” by the UPRR is very infrequent, the “WYE” does allow for future use of private trains and “speeders”.

Recommendation

The Council’s recommendation was to assume that the UPRR will be operating in the “Wye” for the foreseeable future and to ensure that future plans for the Confluence are developed accordingly.

ROARING FORK TRANSIT AUTHORITY (RFTA) COMMUTER RAIL CORRIDOR

Background

The RFTA Commuter Rail Corridor is owned by a 7 government consortium and is managed for transit and trails. The RFTA Corridor Investment Study considers rail to West Glenwood Springs, via the Confluence Area. RFTA member governments and the Colorado Department of Transportation also wish to preserve a rail connection to the Eagle Valley.

Recommendation

Council’s recommendation was to assume that the RFTA Corridor interconnection from the Union Pacific Mainline to points east is desirable and that it would be maintained as part of future plans for the Confluence.

CITY WASTE WATER TREATMENT PLANT

Considerations for the relocation of the City Wastewater Treatment Plant have been underway independent of the Confluence Study, however, questions regarding the funding of the relocation and the potential relationship of the relocation to future land values had to be addressed by this study. In addition, the clean-up and disposition process that would follow the relocation of the plant need to be considered. The potential of “capping” the site following relocation for use as a park was considered to minimize mitigation issues and lower the cost for the clean-up of the site. Continue to pursue funding opportunities to help defray the costs of relocating the treatment plant and its associated uses.

GLENWOOD SPRINGS ELEMENTARY SCHOOL

Due to the potential construction of a new high school triggering the relocation of one or more public schools being considered in the RE-1 School District at the time of the study and the proximity of the site to the Confluence; a number of options were considered for the Glenwood Springs Elementary School site as part of the planning process. Options included the relocation of the school and Vogelaar Park to allow for reuse and redevelopment of the property as part of a larger Confluence Area development and the maintenance of the school building with the reuse and redevelopment of Vogelaar Park only. In either instance, the potential for moving the park and playgrounds from their present location to the area planned to be vacated by the County Shops and Forest Service buildings was considered. The decision at this point was to plan for the school and park to remain in their current location yet to provide options for future redevelopment opportunities along 8th Street.

COUNTY MAINTENANCE SHOPS

The County Maintenance property has been purchased by the City of Glenwood Springs. A variety of future uses for this property were considered as part of this study; however, the strengthening and extending of the residential neighborhood was determined to be the preferred future land use. If redevelopment of the 8th Street corridor includes land presently being used as a park, the park and the associated parking could be relocated to this site while maintaining adjacency to the Elementary school.

HOLT FUNERAL HOME

Two options for the Holt Funeral Home were considered as part of this study. First, it was acknowledged that the business serves an important use in the Valley and could be retained in its existing location, independent of the redevelopment of the surrounding Confluence Area. Second, the potential relocation of the business was considered which would open up additional land for the development of a larger plan. Either scenario may be appropriate for the future depending on redevelopment opportunities.

BUTLER RENTS

This property, located east of the river, just south of the existing 8th Street bridge, is currently being used for commercial purposes. Because the site may be impacted by transportation alignment solutions, future uses for the property have been considered as part of this study. Should the relocation of Highway 82 be located further to the south, the relocation of Butler Rents would create a larger area of developable land in the Confluence.

FOREST SERVICE SHOPS

Due to potential impacts on this site by transportation alignment solutions being considered, alternative uses were considered. The potential for consolidating this site with the County property located to the north was also considered. At this point, it is assumed that the shops will stay in their current location. For the future, the shops building and site area is an excellent redevelopment opportunity that could add housing or live/work units to the neighborhood.

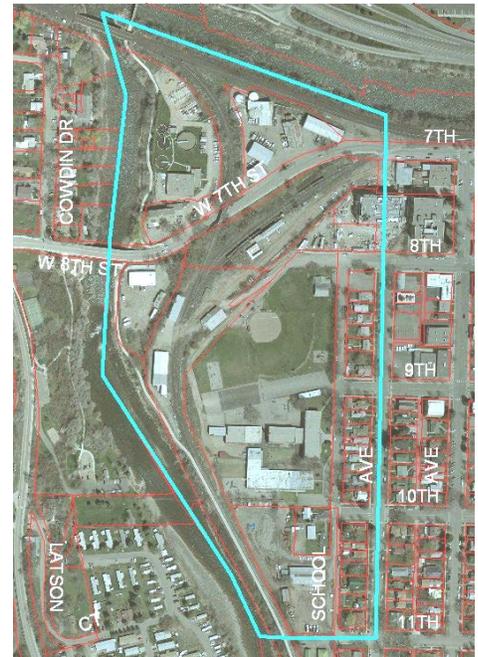


Figure 8: Map of the Confluence Area.

Chapter 2: Existing Conditions Inventory

REGIONAL CONTEXT

Glenwood Springs is located 3 hours west of Denver (pop. 2.7 million) along Interstate 70 and 1.5 hours east of Grand Junction (pop. 120,000), Colorado. Significant traffic moves through the City along the interstate and Highway 82, which provides access to the City of Aspen (45 minute drive) and the affluent Roaring Fork Valley.

Glenwood Springs has always been a tourist town due to the large hot springs and convenient access to mountains and skiing. As shown in the table below, summer is the peak tourist season for Glenwood, with the bulk of lodging revenue earned between June and September. The City also serves as the County Seat for Garfield County and provides the largest commercial base between Denver and Grand Junction. The Glenwood Mall has 260,240 square feet and the Roaring Fork Marketplace has 210,000 square feet. The larger stores include Wal-Mart, K-Mart, J.C. Penney, Staples, Gart Brothers, and American Furniture. The City is also a regional center for buying cars, with 11 auto dealerships.

LODGING REVENUE IN GLENWOOD SPRINGS

By Month	1998	1999	2000	2001	2002	Percent of total for 2002
January	838,133	813,067	875,267	971,280	1,014,280	5%
February	947,667	963,533	1,099,400	1,088,120	1,176,000	6%
March	1,422,533	1,584,067	1,769,733	1,835,000	1,894,160	10%
April	917,667	958,067	1,104,267	1,112,440	1,228,880	6%
May	1,223,600	1,226,467	1,465,200	1,484,720	1,649,800	8%
June	1,715,200	1,909,333	2,205,267	2,338,120	2,015,400	10%
July	2,396,267	2,587,333	2,988,067	2,997,760	2,824,760	14%
August	2,312,267	2,370,600	2,805,667	2,842,640	2,637,720	13%
September	1,683,800	1,847,267	2,177,667	2,215,680	1,918,560	10%
October	1,313,133	1,375,533	1,552,467	1,530,520	1,385,240	7%
November	710,933	837,400	927,267	1,039,520	873,640	4%
December	1,011,467	1,045,933	1,160,333	1,130,840	1,060,520	5%
Total	16,492,667	17,518,600	20,130,600	20,586,640	19,678,960	100%

Source: Glenwood Springs Finance Department

While Glenwood has a small airport, the closest regional airport that provides daily flights is Eagle-Vail at 27 miles (27 min.) to the east. Travelers can also compare prices and flight schedules at the regional airport in Aspen, which is 37 miles (46 min.) or the Grand Junction regional airport, which is 84 miles (1 hr 48 min.) to the west.

The City of Glenwood Springs has nearly completed activating a fully redundant fiber optic backbone ring throughout the City. This will allow high-speed Internet access that is secure, reliable, and available throughout the City. Customers can purchase up to 100 mbps if hardwired or up to 10 mbps using a wireless connection. The system is linked to the states Multiuse Network (MNT) for public and non-profit customers. The City is one of only 13 cities in the country that offer this service to their businesses and residents.

DOWNTOWN CONTEXT

Existing Land Use

The larger confluence “influence area” contains a variety of commercial/retail, single-family residential, and public/quasi-public uses. Most of the commercial and retail uses in Downtown are clustered within one block of Grand Avenue and extend east and west into the surrounding residential neighborhood along 8th and 9th Streets. These uses include a variety of businesses such as restaurants, banks, outdoor gear stores, health food, clothing, gifts, as well as professional offices housing real estate brokers, attorneys, and engineers.

The Downtown Area includes many of city’s historic homes. Wrapping the commercial core on south, the neighborhood consists primarily of single-family homes and features broad, tree-lined streets and a traditional character.

Downtown serves as the city’s government center, as mentioned above, and also houses the post office, a Forest Service office, and a variety of government related offices. Numerous churches, many historic, are also sprinkled throughout the area. The Glenwood Springs Elementary School and Vogeljaar Park are located adjacent to the Roaring Fork River on the west edge of Downtown, easily accessible to nearby residents.



Figure 9—Existing Land Use

Landmarks

Glenwood has several well-known landmarks within the Downtown Area, including the Hot Springs Pool, the historic Hotel Colorado, and the Vapor Caves. The Hot Springs Pool and the Hotel Colorado are located north of the Colorado River and are highly visible from Interstate-70. These landmarks draw visitors from around the world and provide a strong link to Glenwood's rich history. The city's historic train station, located adjacent to the Colorado River in Downtown, also serves as a local landmark to visitors traveling by both automobile and train.

Linkages

Downtown is linked to the larger community by State Highway 82, which provides access south to Aspen and other communities located in the Roaring Fork Valley; by Interstate-70, which provides access east to Eagle, Vail and Denver, and west to Grand Junction; and by West 8th Street, which provides linkages to planned residential development to the west, to West Glenwood, and the city's new community center.

Pedestrian linkages to the Downtown are provided along the Roaring Fork and Colorado Rivers, converging in Two Rivers Park, north of the Confluence Area. Pedestrian access is currently limited to the north bank of the Colorado River in the downtown area. Access along the Roaring Fork is located on the east bank, passing through the Confluence Area. In addition, Downtown streets provide a well-defined pedestrian network with their detached sidewalks and crosswalks.

THE CONFLUENCE AREA

The Confluence Area is generally referred to as the area formed by 7th Avenue and the Colorado and Roaring Fork Rivers, however, its primary "area of influence" extends to 11th Avenue on the south, and Pitkin Avenue on the east, as defined on the map at right. The area is located in Downtown only blocks from Grand Avenue (State Highway 82), the heart of Downtown's commercial and retail services.

Existing Land Use

Existing uses in the Confluence Area include the city's wastewater treatment plant, a variety of railroad spurs and related facilities, a pedestrian pathway and linear park along the Roaring Fork River, storage buildings, a funeral home, a household equipment rental shop, and surface parking for the adjacent Civic Plaza, which includes the City Hall, the Pitkin County Courthouse, and a county office complex. Just south of the Confluence are Vogelaar Park and the Glenwood Elementary School. Directly west of Confluence, across the Roaring Fork River, lie Veltus Park and the Cowdin and Red Mountain neighborhoods.



Figure 10—Confluence Area of Influence

Summary of Key Parcels

Following is a summary of key parcels within the Confluence Area, including their ownership, current use, and approximate size. Each parcel is identified on the map below.

Parcel	Ownership	Current Use	Approximate Size
1	City of Glenwood Springs	Wastewater Treatment Plant	2.1 Acres
2	Private	Holt Funeral Home	0.5 Acres
3	Private	Butler Rents	2.6 Acres
4	City of Glenwood Springs/RFTA	Railroad "Wye"-inactive	1.4 Acres
5	RFTA	Railroad uses	1.4 Acres
6	RFTA	Assorted storage uses	1.5 Acres
7	School District	Vogelaar Park	3.2 Acres
8	School District	Glenwood Elementary School	5.4 Acres
9	County/Private/USFS	County shops/private home	2.9 Acres
10	City of Glenwood Springs	Surface parking lot for City Hall	1.3 Acres
7 th Street Remnant	City of Glenwood Springs	River trail	0.2 Acres



Figure 11—Key Parcels

KEY ISSUES

Since the adoption of the Glenwood Springs Downtown Plan in 1999, a number of achievements have been made. These include the construction of a new City Hall complex adjacent to the County Courthouse, reinforcing Downtown’s role as the Civic Center for the community, the renovation of several historic structures, and continued efforts by the city and local businesses to maintain Downtown’s role as a retail and commercial center for the community. Despite these achievements, Downtown still faces several key issues that influence the future of the Confluence Area.

Chapter 3: Demographics and Market Context

MARKET CONTEXT

Competing Retail Destinations

Glenwood Springs provides the closest, relatively large grouping of retail destinations for the Roaring Fork Valley and from Vail to Rifle along I-70. Grand Junction has significantly more retail choices and generally lower prices, but at 87 miles to the west it generally serves for only specialized or large shopping trips. The neighboring towns all provide groceries and some limited retail but often Wal-Mart, K-Mart and other national chain stores attract those citizens to shop in Glenwood.

Within Glenwood, the downtown businesses capture 9% of the retail sales revenue generated in Glenwood, as shown in the table below. The downtown has lost much of its retail to the Roaring Fork Marketplace, which is anchored by Wal-Mart and American Furniture, as well as to the West Glenwood Mall, anchored by K-Mart and J.C. Penney. The 11th to 23rd Street section of Glenwood contains the two grocery stores. All of these businesses are built in the typical strip development style.

Retail in downtown Glenwood has found its niche in unique high-end gifts, clothing boutiques, outdoor gear, and specialty shops. Filling the void has been quality restaurants and offices that support the needs of the professional workers and tourists. The historic and walkable charm of the downtown keeps the area lively with low vacancy rates.

TAXABLE SALES REVENUE IN GLENWOOD SPRINGS BY AREA

Year	West Glenwood Mall	Highway 6 & 24	North Glenwood	7th to 11th Street	11th to 23rd Street	Roaring Fork Marketplace	23rd to South City Limits	Total
2002	\$34,020,754	\$25,535,565	\$29,375,420	\$24,604,870	\$56,186,551	\$66,767,652	\$28,782,667	\$304,107,536
2001	\$36,971,623	\$27,260,493	\$30,543,536	\$25,059,855	\$55,138,783	\$66,443,362	\$31,511,188	\$272,928,841
2000	\$37,941,169	\$27,418,831	\$28,291,600	\$25,172,431	\$53,330,892	\$65,012,369	\$30,060,277	\$267,227,569
1999	\$35,898,892	\$24,841,846	\$25,967,354	\$23,930,031	\$51,234,554	\$60,840,462	\$27,148,308	\$249,861,446
1998	\$32,561,908	\$23,904,677	\$24,335,508	\$21,911,538	\$50,634,646	\$56,332,400	\$23,803,785	\$233,484,462
1997	\$31,208,708	\$23,219,938	\$22,839,877	\$20,979,692	\$51,751,200	\$50,776,677	\$20,367,354	\$221,143,446
1996	\$29,228,738	\$22,080,369	\$22,776,492	\$18,966,492	\$55,175,169	\$47,068,400	\$19,610,923	\$214,906,585
1995	\$26,394,267	\$21,673,467	\$21,595,867	\$17,708,000	\$56,372,633	\$45,669,633	\$20,230,933	\$209,644,800
1994	\$23,719,867	\$17,673,400	\$21,238,933	\$17,137,067	\$57,802,467	\$41,670,533	\$21,531,333	\$200,773,600
1993	\$20,667,333	\$17,468,767	\$20,117,800	\$15,669,333	\$53,188,833	\$36,308,367	\$21,232,867	\$184,653,300
1992	\$18,037,273	\$16,217,418	\$18,527,709	\$14,306,909	\$50,228,073	\$28,945,200	\$19,175,091	\$165,437,673
Percent of Total (2001)	14%	10%	11%	9%	20%	24%	12%	100%
Growth Rate	8%	6%	6%	6%	1%	10%	6%	6%

Source: Glenwood Springs Finance Department

The City has recently annexed land within a 2-minute drive of downtown for a large scale mixed use development, containing up to 490,000 square feet of commercial. The development is expected to contain two large-scale retail establishments, pad sites, and a village style mixed use commercial area that designed after historic downtowns. This area will not have the benefit of historic structures and mostly independent businesses, but it will have the benefit of less truck traffic noise that occurs in Glenwood’s downtown.

Residential Population

Glenwood Springs still remains the largest incorporated area in Garfield, Eagle, and Pitkin Counties. The table below shows that much of the local population growth has occurred in the surrounding communities rather than within the City of Glenwood Springs. However, a significant number of new homes have recently been constructed in Glenwood and a recent annexation is expected to provide an additional 500 housing units. The State Demography office is predicting a 2.7% average annual growth rate for Garfield County from 2000 to 2005.

LOCAL POPULATION GROWTH 1999-2000

Jurisdiction	1999	2000	% Change
Garfield County	42691	43791	2.6%
Eagle County	39909	41659	4.4%
Pitkin County	14833	14872	0.3%
Glenwood Springs	7721	7736	0.2%
Carbondale	4987	5196	4.2%
New Castle	1864	1984	6.4%
Silt	1696	1740	2.6%
Rifle	6584	6784	3.0%

Source: Trends of Glenwood Springs, Glenwood Springs Chamber Resort Association

The table below provides demographics for three areas around the confluence study area. The first area represents a comfortable walking distance to the Downtown’s confluence area. The second is an area were people generally associate themselves as part of the Glenwood Springs area. The third represents the area where people come to Glenwood Springs for medium shopping trips beyond just groceries and other goods offered in the smaller towns around Glenwood.

AREA DEMOGRAPHICS (2000 CENSUS)

Description	Downtown 1 st – 14 th – Red Mtn.	Glenwood Springs Area CMC – South Canyon - No Name	Glenwood Shopping Area Pitkin County - Rifle - Eagle
Population	2,875	11,324	70,219
Households	1,359	4,561	27,363
Median HH Income ¹	31,995 ²	46,640 ³	55,918
Per Capita Income ¹	20,446 ²	30,317 ³	29,286

¹ This figure is an average of the census block groups.

² Does not include the 362 homes in the area west of the Roaring Fork River.

³ Includes the 258 homes in the Flat Top area in Garfield County.

Chapter 4: Infrastructure Alternatives

PLAN A: CURRENT CONDITIONS

Existing uses in the Confluence area today include the city's wastewater treatment plant; a variety of railroad spurs and other facilities; a multi-use path and linear park along the Roaring Fork River; storage buildings; the Holt Funeral Home; Butler Rents, a household equipment rental shop; and surface parking for the adjacent Civic Plaza; which includes the City Hall, the Garfield County Courthouse, and a county office complex. Just to the south of the Confluence are Vogelaar Park and the Glenwood Elementary School. Directly west of the Confluence, across the Roaring Fork River, lie Veltus Park and the Cowdin and Red Mountain Neighborhoods. Combined, existing uses in the Confluence occupy approximately 23 acres.

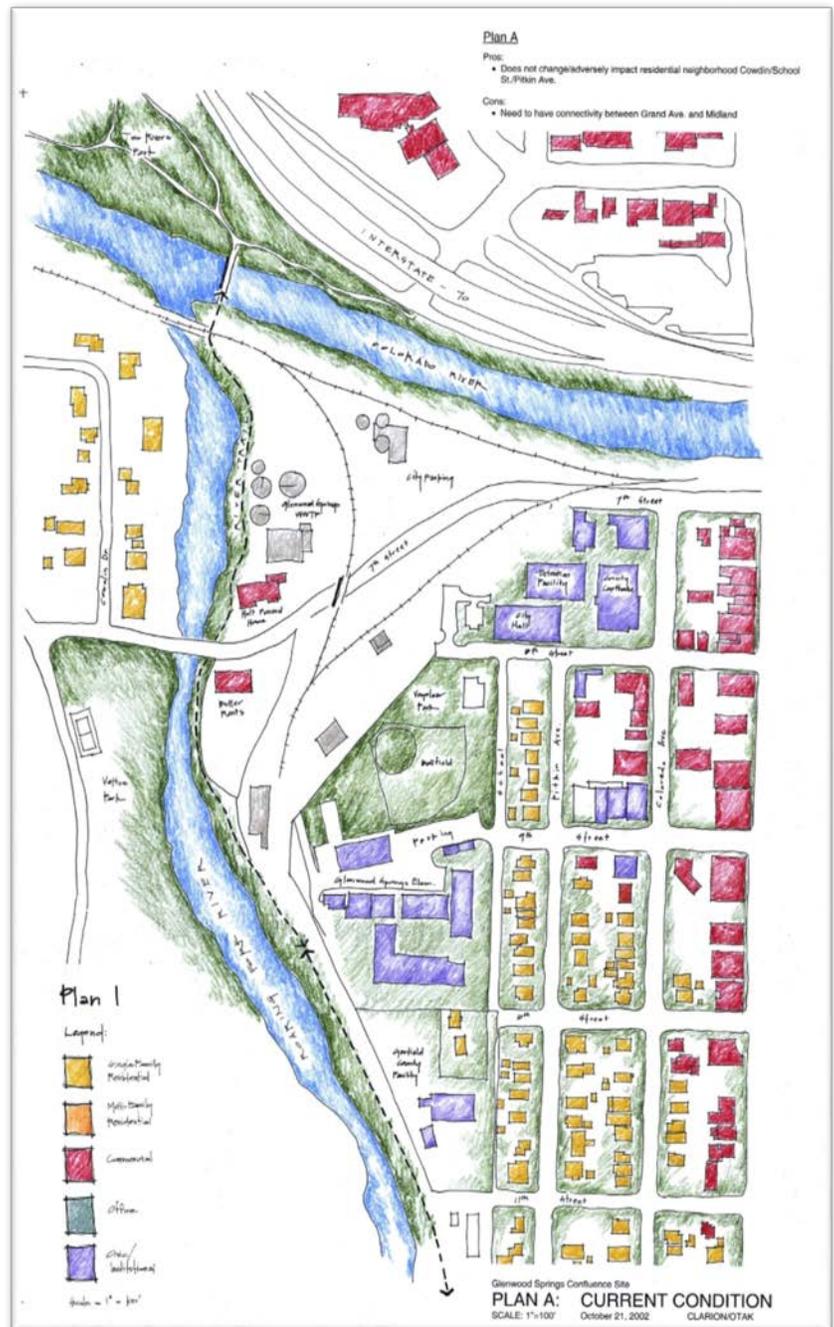


Figure 12: Plan A—Current Condition

PLAN B: 8TH STREET EXTENSION

This alternative tested the possibility of connecting Midland to Grand Avenue by extending 8th Street. 7th Street was then extended to the south, connecting to 8th Street. It was assumed that Highway 82 would not be relocated within the Confluence Area. The alternative provides significant riverfront open space with the expansion of Two River's Park to the Wye. The Holt Funeral Home was retained in its current location with a new access point from the 8th Street extension. Higher-density residential condominiums or apartments were proposed for the Butler Rents site, as well as the for the redeveloped Vogelaar Park site adjacent to the Elementary School. The intensity of these uses decreased along School Street to respond to the adjacent single-family neighborhood. Additional town home and single-family residential homes were proposed south of the Elementary School on the County shop site. Mixed-use office facilities were located on the site of the current surface parking lot northwest of City Hall as well as along 8th Street across from City Hall and the future Transit Center. The Elementary School was presumed to remain in its current use.

Pros:

This alternative effectively connects Midland to Grand Avenue and increases riverfront open space and access. The overall amount of developable land in the Confluence is increased without the eastern leg of the railroad, enabling a variety of residential and office uses to be provided near the City's employment hub and the downtown.

Cons:

Absent sensitive design, potential traffic conflicts with adjacent residential neighborhoods may be created by the 8th Street extension. Also, the school playfield is eliminated in this option.

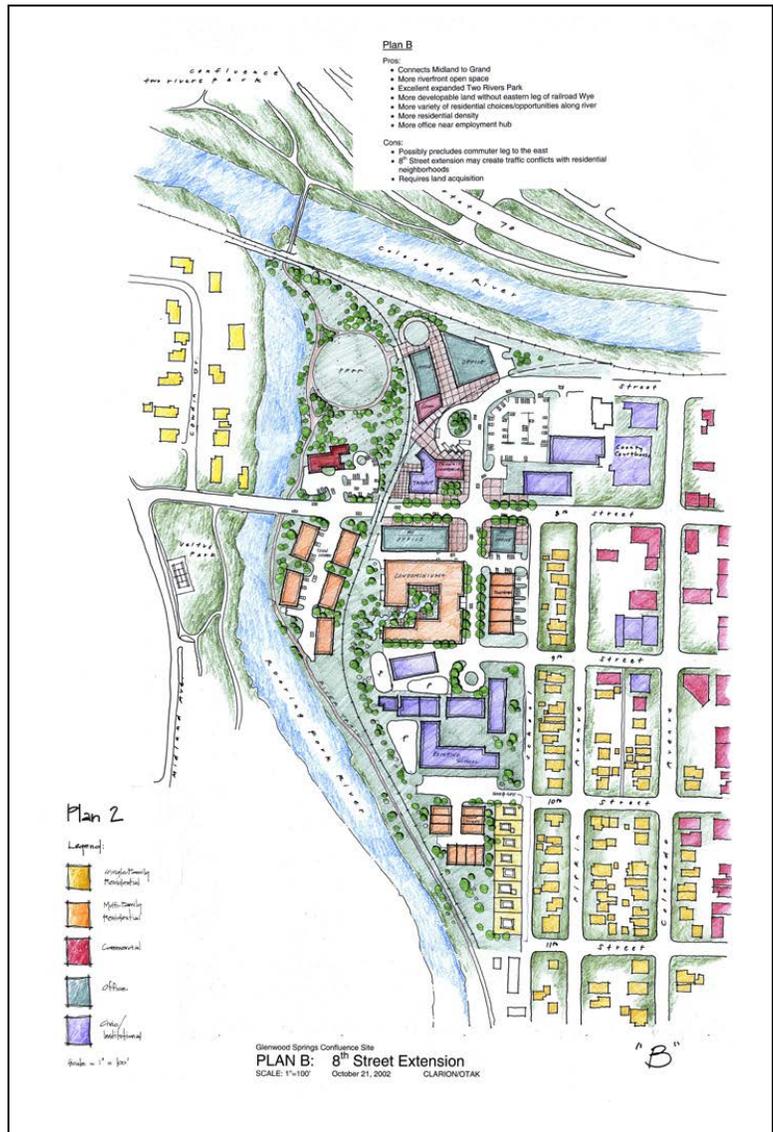


Figure 13: Plan B—8th Street Extension.

PLAN C: BYPASS-NORTH OF PARK

This alternative assumes that Highway 82 would cross the river south of 8th Street and would enter a cut and cover tunnel near 9th Street. A mix of uses is accommodated south of 8th Street on the redeveloped Vogelaar Park site, including higher-density residential and offices. The intensity of residential development is decreased along School Street to complement existing single-family homes in the adjacent neighborhood. A multi-modal Transit Center anchors the north portion of the Confluence, incorporating a variety of small retail and office spaces as part of a multi-story facility. A hotel is identified for the site located between the Wye and the river, north of the Holt Funeral Home, with the Funeral Home retained in its current location. Supporting retail uses, such as restaurants would also be considered for this area. The ball fields currently located in Vogelaar Park would be relocated south of the school on the former site of the County shops.

Pros:

This alternative would enhance cross-town traffic flow with the relocation of Highway 82 and would maximize the redevelopment potential of the City-owned wastewater site. In addition, a variety of mixed-use, riverfront redevelopment opportunities would be created. The transit center would be able to serve a variety of modes and would allow future commuter rail linkages to Eagle and Rifle by preserving the Wye.

Cons:

Projected costs for the proposed relocation of Highway 82 into a cut and cover tunnel would be significant. In addition, the alignment would eliminate the future development potential of the Butler Rents site, would require land acquisition, and would raise create safety concerns for the adjacent school and park.

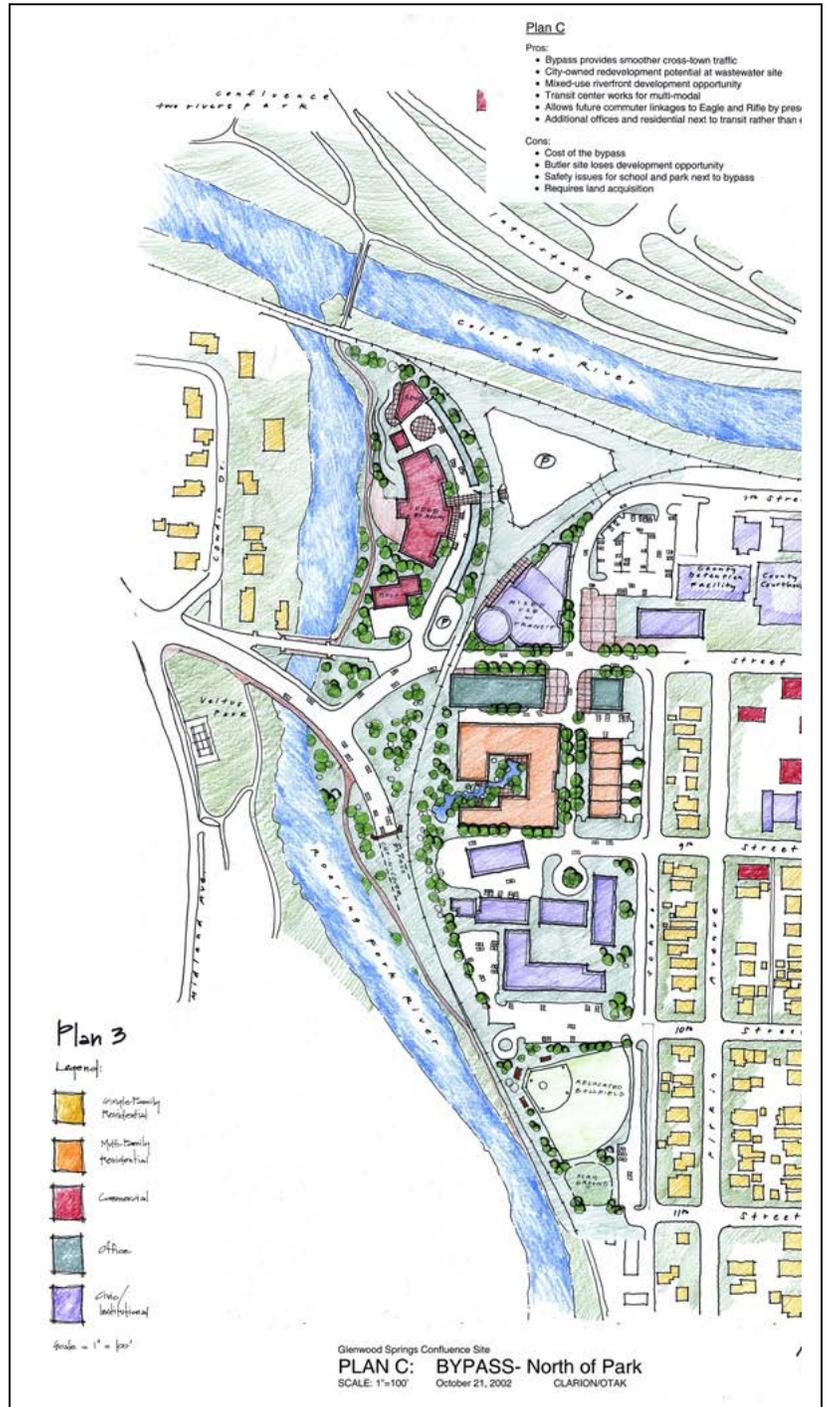


Figure 14: Plan C—Bypass North of Park

PLAN D: BYPASS-SOUTH OF PARK

This alternative assumes that the relocation of Highway 82 would occur south of the Confluence Area, crossing the river near 11th Street and entering a cut and cover tunnel. North of 8th Street, the Holt Funeral Home would be preserved in its existing location and additional office uses would be incorporated to complement the City Hall complex. The existing surface parking lot located in the Wye would be preserved to serve the complex. Two Rivers Park would be expanded to encompass the existing Waste Water Treatment Plant site. South of 8th Street, Butler Rents would be relocated for the addition of a riverfront restaurant. Additional office space would line 8th Street adjacent to the Transit Center, which would incorporate a mix of complementary uses. The larger Elementary School buildings could be adapted for multi-family residential uses and additional residential would be incorporated along the riverfront and on the site of the former County shops to the south. Residential densities would decrease along School Street to provide a sensitive transition to the adjacent single-family neighborhood.

Pros:

The alignment of the relocated Highway 82 south of 11th Street and the use of a cut and cover tunnel would minimize conflicts with residential uses and with future uses in the Confluence Area. In addition, this alignment would preserve the future development potential of the Butler Rents site. The alternative would provide significant gains in riverfront open space with the expansion of Two Rivers Park and would provide enhanced neighborhood connectivity with the more southern alignment of Highway 82. Additional offices would complement the existing City Hall complex along 8th Street. The Transit Center would service a variety of modes and would allow for future commuter rail connections to Eagle and Rifle by preserving the Wye.

Cons:

The alternative would require significant land acquisition for redevelopment and would impact the Red Mountain neighborhood south of 8th Street.

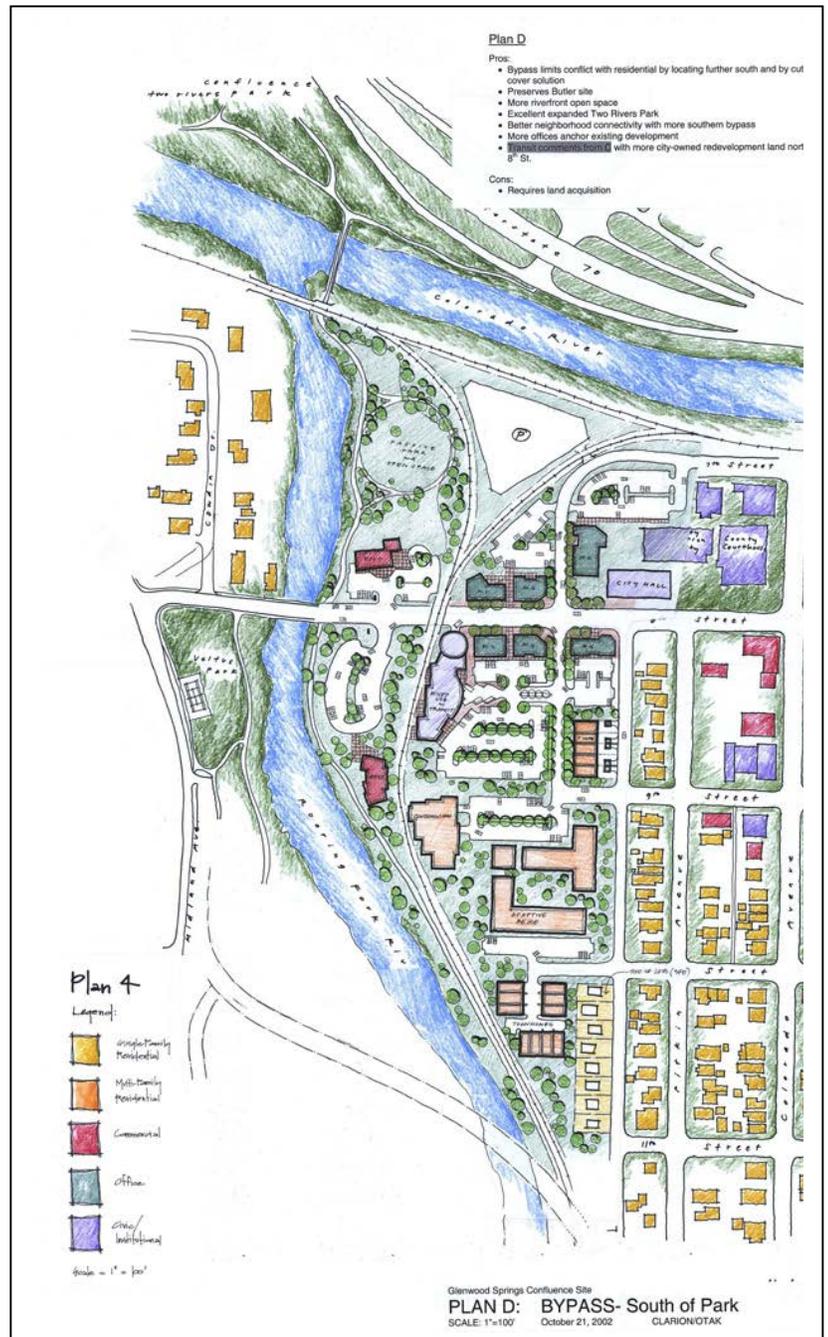


Figure 15: Plan D—Bypass South of Park

Chapter 5: Development Alternatives and Recommendations

KEY GOALS AND MEASURES OF SUCCESS

The Confluence Area is a strategic neighborhood for Glenwood Springs, with great opportunities, adjacent to downtown, at the confluence of the Roaring Fork and Colorado Rivers. It is also an area in transition, with a mix of challenging features, such as rail facilities, a wastewater treatment plant and county maintenance yard, together with higher quality public uses, including the new City Hall, the County Justice Center, an elementary school, park and river corridor trail as well as various private uses, including single family residential, a funeral home, and an equipment rental business. Significant recent and potential / proposed public improvements, including the new City Hall, major transportation improvements, additional parks and trails, etc. add to the vitality of this area.

Building on the area's growing vitality, the primary goal for the Confluence Area Strategic Plan is to create a diverse, vibrant, mixed-use neighborhood that will enhance the existing downtown neighborhood fabric, celebrate its natural surroundings, and reinforce Glenwood's small-town character.

As the Confluence Area continues to transition towards the above goal, the following statements can be used to guide the city's future decisions regarding development or other activities in the area. Key measures of success include:

- Development in the Confluence Area is a natural extension of downtown's small-town character and is well integrated into the existing neighborhood fabric, in terms of its scale, uses, and design.
- The Confluence Area is a gathering place. Citizens and visitors meander through the area on a riverfront pathway, relax and linger on the park-lined banks of the rivers, or access the rivers for more adventurous recreational pursuits.
- The 8th Street extension in the Confluence Area links the community's west end neighborhoods with the downtown.
- The Confluence Area serves as a transportation hub for Glenwood Springs and the Roaring Fork Valley.
- The Confluence Area provides a mix of uses to serve the local community, including recreational, office, residential, and some support commercial.
- The Confluence area shall achieve the maximum capture of potential values, both financially and in pursuing the City's vision of the potentials for the neighborhood.

POTENTIAL PUBLIC AND PRIVATE USES

The use / theme opportunities that have been identified as alternatives for the neighborhood are listed below. Many of these are not mutually exclusive. The strategic plan is intended to identify the primary theme / potential uses as well as any secondary use opportunities. Upon examination of the current uses and the various infrastructure needs, including the potential relocation of Highway 82, the future 8th Street entrance to downtown, rail/ transit corridors, and a transit center, the net remaining land area available for future redevelopment is minimal. Therefore, the use / theme decisions are critical for the relatively few available redevelopment parcels.

A key challenge of the redevelopment strategy is to implement the infrastructure improvements as financially and physically feasible over time while enhancing the future development opportunities for the available parcels to result in a cohesive and vital neighborhood adjacent to downtown. It is important to note that in addition to the direct benefit provided to the Confluence Area, the implementation of the infrastructure improvements will provide

peripheral benefits citywide and in the case of commuter rail, region wide. Alternative uses / themes for the Confluence Area are as follows:

- Retail district
- Lodging and dining
- Cultural
- Office (government and/or private)
- Parks and Open Space
- Residential – both free-market and affordable

FEASIBILITY EVALUATION

It is important to note that the redevelopment of the Confluence Area will occur over time and, therefore, not to focus too much attention on immediate market conditions. However, the market requirements and site requirements will continue to be important to determining the future use potentials for the area. In addition, the redevelopment of this area will probably occur incrementally. In order to initiate redevelopment, there will need to be an accepted vision (with confidence that the vision will be implemented), a critical initial improvement / investment and a significant Phase 1 private project.

The evaluation of development feasibility has included a consideration of the following factors:

- Market trends and opportunities, including anticipated future developments such as Glenwood Meadows.
- Relationship to the downtown – it is vital that this neighborhood complement and support (rather than compete) with the downtown.
- Key current and potential area characteristics – including access, visibility, parking, existing and adjacent uses / amenities, blighting influences such as the City wastewater treatment facility.
- Specific potential development sites – size, location, prerequisites / potential timing to potential availability for redevelopment.
- Potential timelines for various anticipated improvements – access changes, relocation of the sewer treatment facility, etc.
- Ownership and value expectations for the various development parcels (i.e. County maintenance facility / yard, etc.).

EVALUATION OF POTENTIAL USES AND THEMES:

Potential Use:	Market Requirements:	Site Requirements:	Comments / Issues:
Residential – urban density, free market	<ul style="list-style-type: none"> ▪ Demand to support new units at prices above \$140± per SF ▪ Older, substandard units may exist, but ▪ Need to compare with the newer market units in the area 	<ul style="list-style-type: none"> ▪ Physical quality & amenities ▪ Walking distance to parks, restaurants, etc. ▪ Safety & school quality / alternatives 	<ul style="list-style-type: none"> ▪ More locational flexibility than for commercial uses...

Potential Use:	Market Requirements:	Site Requirements:	Comments / Issues:
Residential (affordable)	<ul style="list-style-type: none"> Documented demand for affordable units Developing agency and Financial means to support new construction 	<ul style="list-style-type: none"> Land values to support development within the pro-forma 	<ul style="list-style-type: none"> Who is the implementation entity? Often creates tension / anxiety with other uses, development and/or investment, even if not warranted
Office (private)	<ul style="list-style-type: none"> Overall market demand to support absorption by credit tenants at rental rates of at least \$20+ per SF 	<ul style="list-style-type: none"> Quality image Relationship to other uses (i.e. offices, government facilities, justice center, support restaurants, etc.) Accessibility and parking 	
Office (government)	<ul style="list-style-type: none"> Government need, political support and funding for new construction 	<ul style="list-style-type: none"> Proximity to other government offices Accessibility and parking 	<ul style="list-style-type: none"> Is there a need for additional City or County offices over the next 10± years?
Parks & Open Space	<ul style="list-style-type: none"> Political support and funding for park improvements versus other alternatives (i.e. other uses or other locations) 	<ul style="list-style-type: none"> Quality location (i.e. physical suitability) Functionality of the site versus the intended use (i.e. trails, picnic areas, playfields, etc.) 	<ul style="list-style-type: none"> A vital use in the appropriate proportion to more intense residential and employment uses
Retail (urban, unanchored)	<ul style="list-style-type: none"> The adjacent retail district should have high occupancies at substantial and increasing rents (i.e. the adjacent retail rents should be in the range of \$18+ per SF with at occupancies of at least 90%+) Evidence that quality uses cannot be accommodated within the existing district Support population, employment and/or traffic... Either service support for local population (in which case one or several stores may be viable) or a “critical mass” of uses to create a desirable destination 	<ul style="list-style-type: none"> Visibility & access Parking Adjacent / proximate support uses (i.e. population, employment and/or traffic. 	<ul style="list-style-type: none"> New retail construction will require net rents of \$18 to 20+ per SF There is a potential risk of diluting the current retail district if the market demand is not sufficient to support both the existing and new areas... These would both be “urban” retail districts appealing to the same market

Potential Use:	Market Requirements:	Site Requirements:	Comments / Issues:
Restaurants	<ul style="list-style-type: none"> Support population, employment and/or traffic... 	<ul style="list-style-type: none"> Visibility & access Parking Adjacent / proximate support uses (i.e. large population and/or employment base and/or traffic generator) 	
Lodging	<ul style="list-style-type: none"> National and local market cycle supporting new development (that is, increasing occupancies and rents) and available development funding 	<ul style="list-style-type: none"> Visibility is especially important for budget and overnight lodging This is not a viable / competitive location for budget / overnight lodging and, therefore, the following apply more to a “destination” facility Proximity to a major tourist, employment or cultural amenity Support amenities (restaurants, shops, etc.) within walking distance 	<ul style="list-style-type: none"> A physically attractive location is important for higher quality destination facilities (i.e. other than budget and/or overnight motels).
Cultural	<ul style="list-style-type: none"> Political support and funding for park improvements versus other alternatives 	<ul style="list-style-type: none"> Access Functionality of the site versus the intended use, including the support and parking requirements 	

CONCLUSIONS AND RECOMMENDATIONS

Based upon the feasibility evaluation and evaluation of potential uses and themes, a number of conclusions emerged that guided the development of the Recommended Strategic Development Plan. Flexibility for future land uses and their locations will be key to the success of the Confluence. These conclusions and the resulting recommendations are as follows:

- The strongest primary opportunities are for employment (office) and residential uses. Residential uses would occur over time, as demand increases with the completion of various anticipated public improvements (i.e. relocation of the sewer treatment facility, enhanced access, etc.). Opportunities for additional government and/or private office uses would also occur over time.
- Restaurant, retail and lodging uses would be challenging due to the area’s lack of traffic and visibility, as well as their potential competition with existing downtown uses; therefore, lodging was not recommended and restaurant and retail uses are limited to a support role to supplement planned office and residential uses.
- Cultural opportunities such as a performing arts facility are a possibility depending on public policy decisions and funding. An excellent location may be to site a future facility adjacent to 8th Street at the heart of the redevelopment area. This location would work well as the site would be able to utilize the nearby parking structure located within the Wye.
- The phasing of infrastructure versus redevelopment is crucial to the success of the Confluence Area. The anticipated infrastructure improvements are not only necessary to create the parcels for potential

redevelopment, but also to generate the enhanced market potential to support the highest and best use potentials for the area. Infrastructure improvements must come first, prior to the redevelopment in order to create the enhanced development potentials that are possible and desired.

- There is limited value capture potential for the Confluence Area, especially relative to the significant potential cost of the anticipated public improvements. Therefore, the long-term strategy for the Confluence Area should be based on the potential to create a diverse, vibrant, mixed-use neighborhood that will enhance the existing downtown, celebrate its natural surroundings, and reinforce Glenwood's small-town character rather than short-term economic development. That is, the rewards will be realized by means of secondary long-term value rather than a direct immediate return.

RECOMMENDED STRATEGIC DEVELOPMENT PLAN

The Recommended Strategic Development Plan is illustrated at the right. The Plan identifies future locations for single and multi-family residential, mixed-use (office, retail, residential), restaurant, and institutional uses, in addition to parking, a transit center and a city park. Again, flexibility for uses and locations will be key to the success of the redevelopment of the Confluence.

Key elements of the Strategic Development Plan are described in further detail on the following pages.

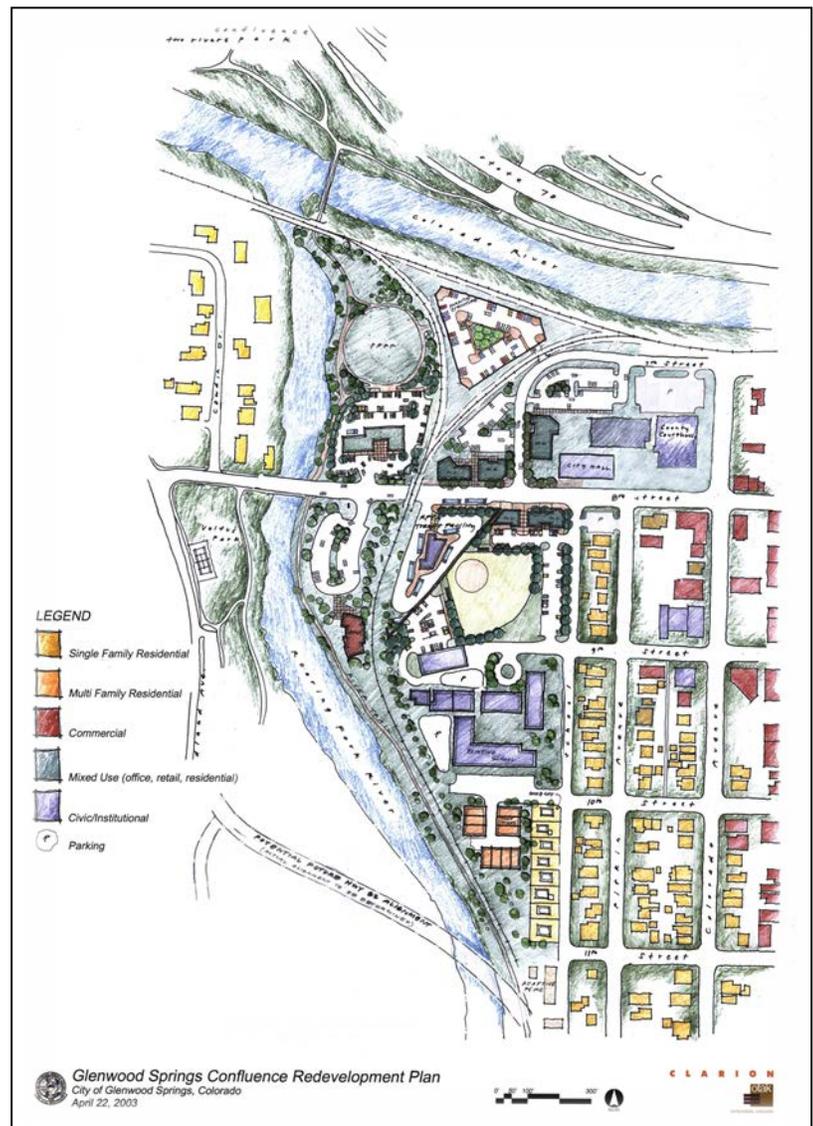


Figure 16—Recommended Strategic Development Plan

Key Elements of the Recommended Strategic Development Plan

GLENWOOD SPRINGS ELEMENTARY SCHOOL

Glenwood Springs Elementary School will remain in its current location and will continue to function as an elementary educational facility for the neighborhood. The future development of the transit facility shall be planned to respect uses on the school property.

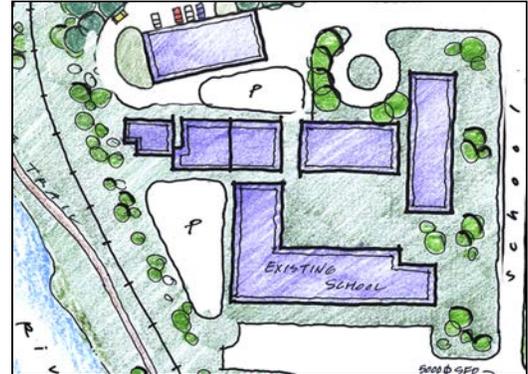


Figure 17—Glenwood Springs Elementary School

RFTA MULTI-MODAL TRANSIT FACILITY (PHASE I)

Within the short-term (3-5 years), the RFTA Multi-Modal Transit Facility will be used to accommodate regional buses and a small park-and-ride. In addition, a pair of mixed-use structures (office/retail/ residential) will be located along 8th Street to complement similar uses across the street and the adjacent Justice Center. The Transit Facility will remain a single-use facility until regional commuter rail is implemented and market demand warrants the addition of an expanded facility.

RFTA MULTI-MODAL TRANSIT FACILITY (PHASE II)

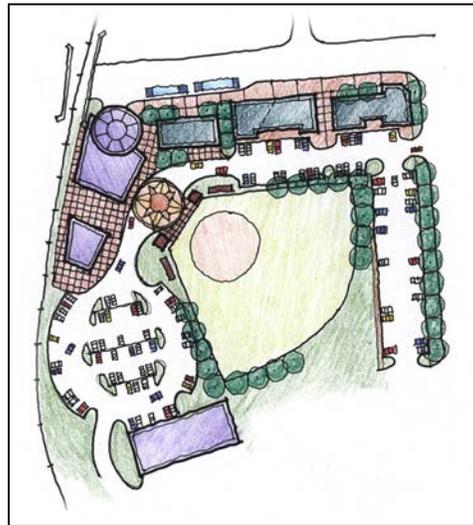
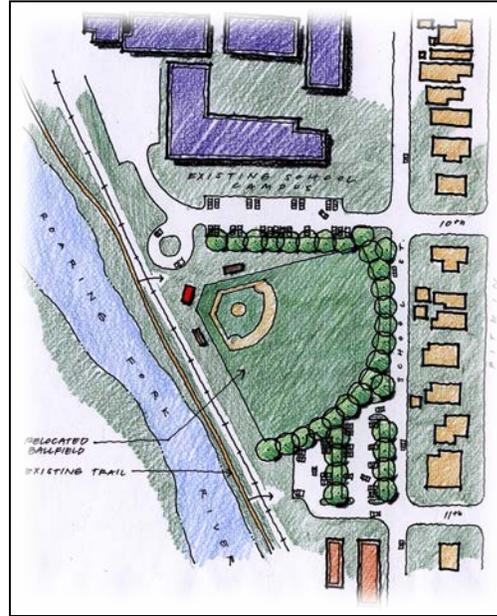


Figure 18—RFTA Multi-Modal Transit Facility, Phase I (left) and Phase II (right).

As the Confluence Area begins to develop a critical mass of residents and employees, and regional commuter rail is implemented, the expansion of the Multi-Modal Transit Facility may be desirable from both a market and land use perspective. Increasing the intensity of development above and surrounding the facility will provide additional space for transit authority employees and general office space, as well as small-scale retail uses to support transit riders and area residents.

CULTURAL/ THEATER FACILITY /RELOCATED PLAYFIELD (OPTION)

Another opportunity for the land along 8th Street adjacent to the intersection with School Street may be to site a cultural arts or a theater facility. This location, for this use, reinforces the downtown as the center of the community by creating another attraction or draw into the downtown area. Parking maybe shared with the nearby structured parking facility located within the Wye. Mixed-use buildings would bookend the facility in addition to a public plaza space adjacent to the building. If this or another use were to be sited in this location the playfield could be moved to the south side of the Elementary school as shown.



Figures 19- Redevelopment opportunities along the 8th Street corridor

CONFLUENCE PARK

Confluence Park will be the jewel of Downtown, providing a riverfront gathering space for residents and visitors alike. Located between the “Wye” and the confluence of the two rivers, the park will be constructed on a capped former Wastewater Treatment Facility. By capping the facility versus cleaning it up for new development, there may be significant financial savings.

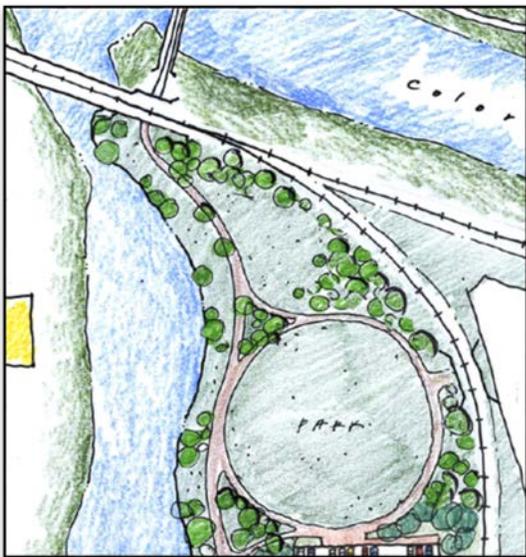


Figure 20—Confluence Park

MIXED-USE DEVELOPMENT

A series of mixed-use buildings will frame the extension of 7th Street and the 8th Street frontage. The buildings will consist primarily of office uses and limited first floor retail geared towards the area’s many workers and residents. The existing Justice Center parking facility, located between both arms of the “Wye”, will remain as a surface lot until sufficient development occurs to warrant the construction of structured parking. Final alignment of the relocated Wye will be determined during the development of construction drawings.



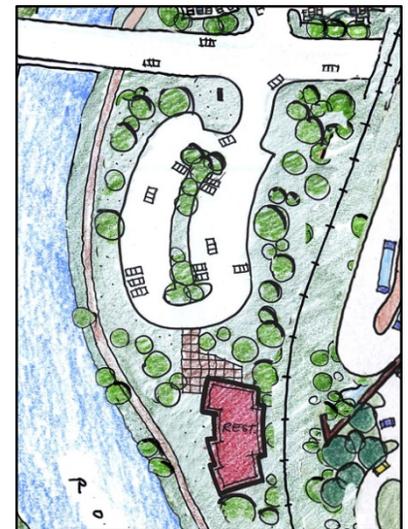
Figure 21—Mixed-Use Development

REDEVELOPMENT OF HOLT FUNERAL HOME SITE

The existing Holt Funeral Home Site will ultimately be redeveloped into a mix of office, residential, and retail uses designed to take advantage of the site’s prime location facing both the river and Confluence Park.

REDEVELOPMENT OF BUTLER RENTS SITE

The existing Butler Rents facility will ultimately be redeveloped as a riverfront restaurant, accessed from the 8th Street extension. The restaurant will provide a location where residents and visitors can enjoy a meal in a park-like setting while watching the Roaring Fork River.



Figures 22—Butler Rents Redevelopment Site (right) and Holt Funeral Home Redevelopment Site (left)

RESIDENTIAL INFILL

West of School Street, between 10th and 11th, new single-family homes of the same scale and character of those in the surrounding neighborhood will be in-filled to line the street. Higher-density town homes will be located further to the west overlooking the banks of the river. The current Forest Service Maintenance buildings to the south may be reused as a variety or mix of uses from a residential use to artist lofts to office space.

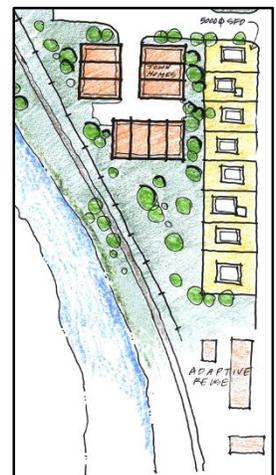


Figure 23—Residential Infill

Appendix

PUBLIC COMMENT

Summary of Small Group Interviews

NEIGHBORHOODS/COMMUNITY CHARACTER

- Maintain character and quality of residential neighborhood
- Maintain small town character

TRANSPORTATION

- What is cost of infrastructure vs. created value of land/development?
- Bypass alternatives need to be further evaluated to reserve a viable ROW
- Be aware of traffic impacts on neighborhood
- Limit parking as a use by right
- Parking management critical for downtown development potential of the Confluence limited without 8th Street extension
- Get Hwy 82 off Grand Avenue
- Consider Post Office site for further parking opportunities

LAND USE

- School District planning district-wide master plan-How does this affect downtown elementary school?
- Potential land uses: hotel, office, public parkland, surface parking, enhanced access to river
- Demand for owner-occupied office space
- Focus activity at rivers
- Confluence has opportunity to be tourist attraction and business hub
- Consider variety of options for school/park/county site-combined vs. individual
- Elementary school is attraction for downtown residents
-

Local Knowledge Workshop

COMMENT SUMMARY

Land Use/Community Character

- Need to protect river resources (land value, views, community access)
- Consider maintaining riverfront parcels as parkland-particularly those with grade or access constraints
- Views from north to south and west to east (Mt. Sopris) are important community amenity
- Consider extending grade to river and accommodating parking beneath development or park site
- Maintaining ownership over Confluence would allow more control over design and uses
- Confluence should be an extension of downtown

Transportation

- Bypass alternatives need further consideration in relation to impacts on Confluence, neighborhoods, and river access
- Concern about traffic at Midland/Cowdin

Neighborhoods

- Important in relationship to neighborhood and in connection to riverfront
Protect diversity and quality of surrounding neighborhoods

Community Meeting Notes 10-21-02

OPPORTUNITIES

- Within Wye, downgrade height requirement from 18' – could be lower if UP relocated.
- Connect for relocation of Hwy 82. (2 comments)
- Ability to add more uses to the area.
- Create viable connection to both rivers – open up downtown. (3 comments)
- Viable transportation solution (6 comments)
 - Transit center at human scale
 - Rapid transit east/west and north/south
- More lively downtown with mixed use (2 comments)
Vertically – preserve views – 3-4 stories
- Housing – higher density opportunity (6 comments)
 - Staggered
 - More density at WW plant/Butler
 - Hidden by topography
- Retail – grocery (2 comments)
 - Parking
 - Access
 - Signage
 - Visibility
- Parking
- Keep school downtown (2 comments)
- Entertainment (2 comments)
 - Restaurant
 - Cafes
 - Kayaking
 - Bicycling
 - Community theatre
 - Performing arts
- Keep park-like experience (5 comments)
- Building underground (2 comments)
 - Transit under
 - Parking under
- Opportunity for Midland to be bypass.
- Financial opportunity
 - DDA maintain ownership
 - Lease itDensity at a human scale – housing>transportation>park>gazebo
Not a community-based solution to put hotel on WW site

- WW as a park
- No cars visible
- Opportunity to look at 116 as the interchange (2 comments)
- Get us to downtown
- Connect both sides of Roaring Fork
- Opportunity to bring some discussions to closure:
 - 8th Street
 - 7th Street
 - Relocation of WW
 - Configuration of Wye
- Interim use prior to transit center – beautification
 - 3-5 years out – Transit Center
 - 5-8 years out – WW
 - Take in south side of river – uses? Trails?
- Keep and enhance trails

ISSUES

- Don't call it bypass – it is a relocation of Hwy 82
 - Human scale – show change of topography
 - Relocation of Wye eliminates current new parking
 - Web of traffic @ 8th & Midland limits access to residential neighborhoods
 - Get vehicles to town without gridlock
 - Transportation Plan update?
 - Show land south (where legend is)
 - If Plan C – address issue of neighborhood connectivity
 - Timing...funding
Sequencing...phasing
 - Priorities of uses?
 - Not urban – remember small town concept
 - Parks only!
 - Don't move park or school
 - Concerns over traffic impact at Cowdin
Access at 14th, 8th, 23rd – 35 mph
 - Issue is not how we use the space.
 - Flexibility
 - Further the givens
 - Allow flexibility for some of the transportation choices
 - Remember small town concept with urban solutions
 - Compact form
 - Higher density housing
 - We are a hub! Maximize efficiency.
 - Create vision; dismiss costs
 - No development on riverfront land – between RR and river, 2-4 AC
 - Look at involving funeral home and Butler
 - Higher density downtown; low density at river
- Don't do anything – competing uses