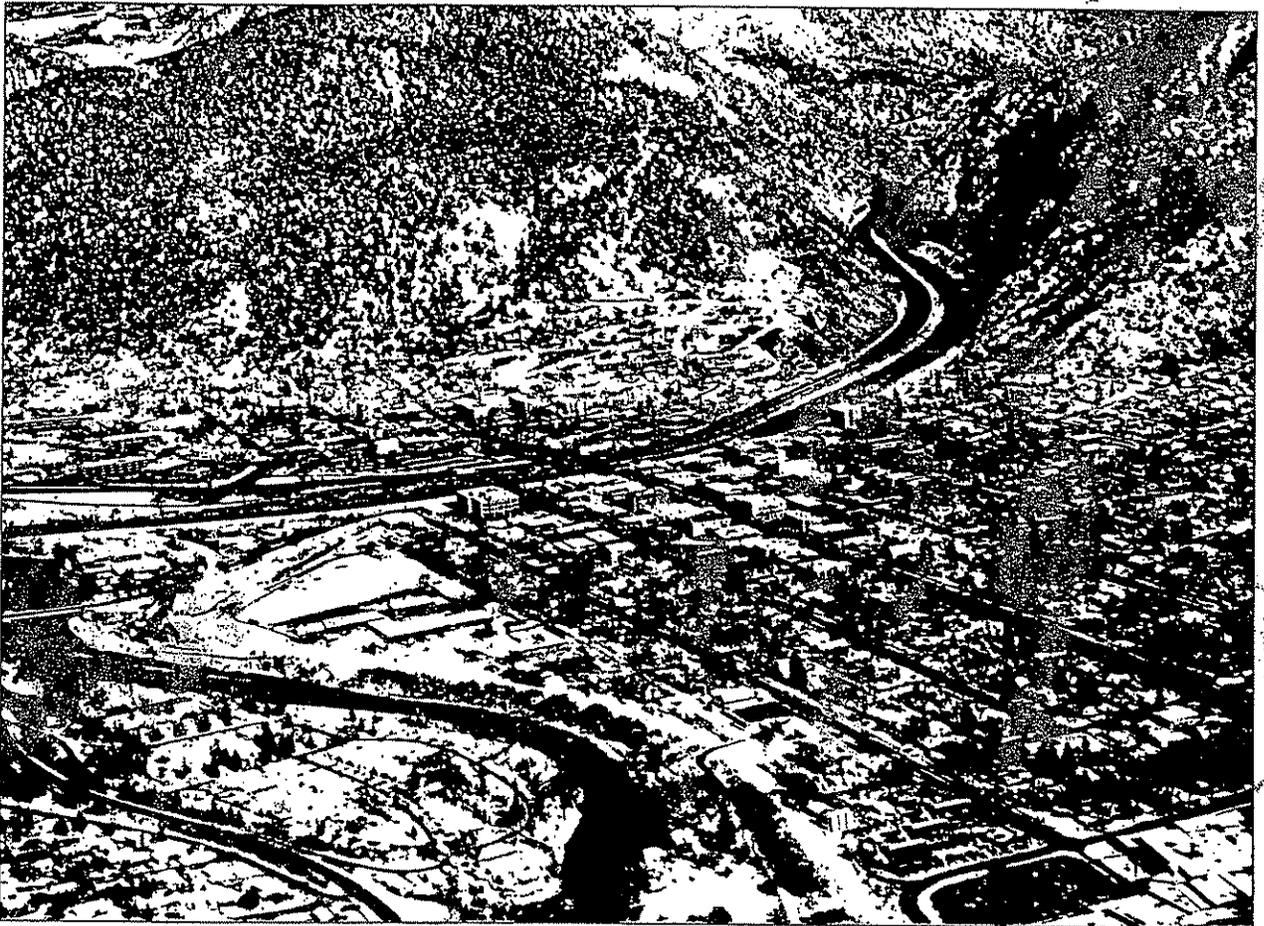


Glenwood Springs Downtown Plan



Fall 1998

Clarion Associates ~ RNL Design ~ Charlier Associates
Mary Means Associates ~ Alan Richman Planning Services

Glenwood Springs Downtown Plan

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Planning and Zoning
Growth management
Market Analysis
Real Estate Consulting
Appraisal

C L A R I O N

November 24, 1998

Ms. Janet Buck, Project Manager
City Planning Department
City of Glenwood Springs
806 Cooper Street
Glenwood Springs, Colorado 81601

Dear Janet,

It is a great pleasure to transmit the final draft of the Glenwood Springs Downtown Plan to you. We have enjoyed working with city staff, the project advisory committee, and city council members on this important project. We believe the plan represents an ambitious, visionary strategy for downtown's future development, but one that is practical and doable as well.

On behalf of the entire team, I want to say how enjoyable it has been to work with you, Andrew, and the project advisory committee. I think the time all of you devoted to this project is reflected in the strong final product.

We look forward to working with you and your colleagues to bring this plan to fruition.

Sincerely,



Christopher J. Duerksen
Managing Director

BACKGROUND

This plan presents the preferred scenario for development of downtown Glenwood Springs based on:

- Results of the community wide survey conducted in late 1997,
- Interviews with a wide range of interested parties,
- Comments on a series of working papers prepared by the consulting team on transportation and parking, land use, economics/demographics, and organization,
- Several workshops with the project advisory committee and staff and community members.

From the initial survey and background work, a number of key goals and objectives for the preferred development scenario. These included:

Key Goals and Objectives

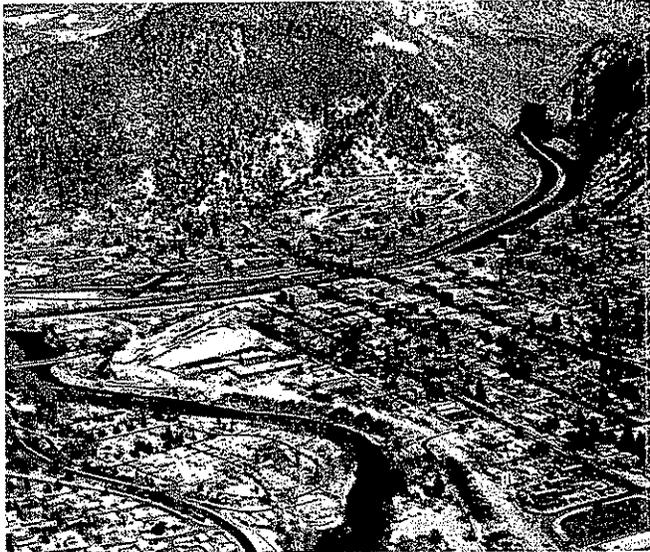
- Downtown should maintain and strengthen its role as the historic region—a retail/entertainment, office/government, and tourist hub.
- New development should respect the attractive small-town scale and central business district.
- The pedestrian atmosphere of the downtown should be preserved and enhanced.
- Physical and visual connections to the Roaring Fork and Colorado Rivers should be maintained and strengthened.
- Steps should be taken to reduce traffic on Grand Avenue to create an environment and atmosphere more conducive to retail business.
- New parking lots and structures as well as other strategies should be implemented to address the parking shortage in downtown.
- Downtown needs a well-organized business association with adequate resources to manage and promote the central business area.
- Underutilized land in the heart of the downtown should be actively developed to strengthen its role as an office and governmental center and to provide visual connections.

To translate these general goals and objectives into specific implementation actions and choosing preferred approaches to making the goals and objectives a reality, the consultants developed three alternative development scenarios, described briefly below:

1. **Current Trends Continue:** The city takes only modest new steps to address present trends.
2. **Transportation-Oriented Scenario:** Improving transportation, access, and parking is the key focus for the city and the downtown association.
3. **Small-Town Character Scenario:** Maintaining the existing small-town scale and character is the high priority of the city.

These three alternative scenarios and accompanying implementation strategies were discussed at meetings held in Glenwood Springs in June 1998, which were attended by over 125 people. Based on these meetings and comments, the consulting team produced an amalgam of features of all three of the alternatives, but with the majority based on Scenario 3. A description of the preferred scenario follows.

The Glenwood Springs Downtown Plan was formally adopted by City Council on June 15, 1999.



existing 3-story height limit placed on buildings within core of downtown with no other structures. Larger buildings allowed only on periphery of downtown with special compatibility with adjacent residential neighborhoods (e.g., stepbacks) and if upper stories design controls adopted for new construction with staff (not preservation commission) review of setbacks, materials, etc.—but not architectural detail.

Creation of historic structures strongly supported by city which adopts multi-faceted incentives and regulations to protect historic buildings. City provides incentives for grants from Colorado Historical Society to augment local funds. The city creates historic building demolition and alteration controls for downtown allowing city to Height limitations reduce pressure for demolition.

Prohibition of conversion of single-family residential development on the periphery of downtown to restaurant/entertainment uses enacted. New large-scale office and residential development subject to design controls to ensure compatibility with surrounding one and two-story buildings allowed to intrude into residential areas or lot combinations on residential streets. City creates zoning incentives for new housing above commercial uses in selected areas if upper floors dedicated to housing.

Grand Avenue between 7th and 9th must have retail features (prominent entries, large windows) prohibiting non-retail uses. Business improvement district undertakes targeted street improvements.

Creation of alleys including covering/relocation of utility boxes and services. New buildings required to have some architectural treatment of rear facades and rear yards.

City works with Forest Service and county to retain existing office functions in downtown. City Hall stays downtown to continue as an office building. Pitkin County jail is constructed adjacent to the existing County building. Pitkin Avenue is designated as City/County civic center. Steps are taken to design the structures to fit in with the scale of the downtown and that any potential traffic, parking, and other issues are addressed after construction. City accelerates timetable for moving city shops and water treatment plant to develop a modern business park and open space recreational facility at the Roaring Fork River.

City provides guide visitors to the Roaring Fork River. River connections to downtown and public access to confluence of the Colorado and Roaring Fork Rivers. A variety of recreational activities along the rivers, such as a whitewater kayaking course, float fishing put-in, etc., are developed and tourist attraction with care taken to preserve riparian habitat and water quality.

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DOWNTOWN PLAN HIGHLIGHTS

1. Grand Avenue Business District

- Preserve existing scale and historic building character by enacting design controls.
- New buildings on Grand Avenue must have ground-level retail features.
- Enhance the pedestrian environment by redirecting truck traffic and adopt traffic calming measures.

2. North Downtown

- No widening of 6th Street.
- Encourage infill retail uses along 6th Street while discouraging auto-oriented uses and national chain building design.
- Improve pedestrian connections within the area and to the Grand Avenue Business District.

3. The "Confluence" Business Park Civic Center

- Relocate the city shops and wastewater treatment facility to create a master plan for downtown redevelopment.
- Create a mixed-use business park in an urban campus setting to accommodate a civic center which includes city and county facilities, a conference center, a transit stop, and private commercial development.
- Improve river access and public open space.
- Construct 8th street entrance into downtown.

4. Parking

- Provide on-street parking for customers and visitors.
- Build new surface parking and/or a parking structure for employees on the periphery of the historic core subject to design controls.

5. Residential

- Maintain strong single family neighborhoods around downtown.
- Provide zoning incentives to encourage downtown housing.

6. The Bypass

- City explores the feasibility of a bypass.

7. Market/Business Organization

- Form a Business Improvement District to promote downtown development and to finance needed improvements including parking.



Note: This plan is illustrative in nature and is intended to be used for discussion purposes only.

APPENDIX A: EXECUTIVE SUMMARY

GLENWOOD SPRINGS DOWNTOWN PLAN

EXECUTIVE SUMMARY

Downtown Glenwood Springs is one of the most attractive small city central business districts in the West. Yet it faces some significant challenges in terms of land use, economic development, and transportation/parking. As the region has grown, traffic in the downtown has become a significant problem as well as parking for customers and employees. The downtown is the office, tourism, and entertainment hub of the area, but some businesses struggle to meet competition from outlying shopping areas. And development pressure is increasing on the central business district's historic buildings.

To respond to these and other challenges and opportunities, the City of Glenwood Springs commissioned a team led by Clarion Associates to produce a new downtown neighborhood plan working closely with city staff and an advisory committee comprised of leading citizens and business people with close downtown ties.

The project was kicked off in 1997 with a series of meetings with staff, the advisory committee, elected officials, and other stakeholders in the downtown. Working closely with the staff and advisory committee, by mid-1998, the consulting team had produced a preferred scenario for development of downtown Glenwood Springs. The preferred scenario is based on:

- Results of the community wide survey conducted in late 1997,
- Interviews with a wide range of interested parties,
- Comments on a series of working papers prepared by the consulting team on key topics including transportation and parking, land use and design, economics/demographics, and implementation and management issues, (See Appendices C-F.), and
- Several workshops with the project advisory committee and staff and community workshops with the public.

From the initial survey and background work, a number of **key goals and objectives** emerged that guided preparation of the preferred development scenario. These included:

- 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 central business district.

- The pedestrian atmosphere of the downtown should be preserved and enhanced.
- Physical and visual connections to the Roaring Fork and Colorado Rivers should be created.
- Steps should be taken to reduce 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 the parking shortage in downtown as well as other strategies.
- 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 the 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.

To translate these general goals and objectives into specific implementation actions and to assist the city and its citizens in choosing preferred approaches to making the goals and objectives a reality, the consulting team drafted three alternative development scenarios, described briefly below:

1. **Current Trends Continue:** The city takes only modest new steps to address pressing issues facing the downtown.
2. **Transportation-Oriented Scenario:** Improving transportation, access, and parking in the downtown becomes the key focus for the city and the downtown association.
3. **Small-Town Character Scenario:** Maintaining the existing small-town scale and character of downtown becomes a high priority of the city.

These three alternative scenarios were considered at a series of community meetings held in Glenwood Springs in June 1998, which were attended by over 125 people. Citizens also submitted written comments. Based on these meetings and comments, the consulting team produced a preferred scenario that is an amalgam of features of all three of the alternatives, but with the majority based on Scenario 3 above. A detailed description of the preferred scenario is set forth in a later section of the plan.

The consulting team then held several meetings with staff and the advisory committee to further evaluate a range of tools to implement the plan, including incentives, regulations, and management policies and entities. The key implementation tools include:

1. Changes to the city zoning code, including design standards to foster retail development along Grand Avenue and to ensure that new structures throughout downtown are compatible with the existing character of the area in terms of height, setbacks, materials, etc.
2. Creation of an historic district with controls on demolition and alterations of designated historic structures.
3. Creation of a business improvement district to promote and manage the downtown and to assist in the financing and construction of a new parking structure.
4. Formation of an urban renewal authority to assemble land west of the county courthouse and to plan/develop a business park in this area.

The plan, with its preferred scenario and range of implementation tools, is an ambitious, but practical road map to maintaining the existing attractive character of downtown Glenwood Springs, while building a strong foundation for it to flourish from an economic perspective.

APPENDIX B: THE PREFERRED DEVELOPMENT SCENARIO

THE PREFERRED DEVELOPMENT SCENARIO

Summary: Maintaining the existing small-town scale and character of downtown becomes a high priority of the city. Demolition of historic structures is subject to regulation, and new buildings must meet compatibility standards so that they fit with the existing fabric of the central business district. New, well-designed parking lots and structures are built on the edge of the district primarily for employees; on-street and lots near Grand Avenue are reserved for customers and visitors. The city undertakes a more detailed assessment of building a bypass to remove truck traffic from downtown. A variety of routes are explored.

The existing rail corridor is dedicated to transit and a hike/bike trail. Steps are taken to make Grand Avenue and the downtown core much more pedestrian-oriented. Sixth Avenue and Grand Avenue are not widened. The Grand Avenue Bridge is replaced with a well-designed structure similar in size to the existing bridge. New retail businesses and offices are added in North Glenwood to strengthen the northern part of downtown. Pedestrian connections are improved to the downtown core, and Sixth Avenue is targeted for smaller scale, non-auto oriented development more in keeping with the character of downtown. A new business improvement district is created to spearhead downtown management and promotion, as well as provision of parking and other services. A mixed-use business park is developed on the west edge of downtown to accommodate modern office buildings and to provide a new public access at the confluence of the Roaring Fork and Colorado Rivers. The area develops with a campus-like setting featuring greenbelts running throughout the property to provide public access between rivers and downtown. A civic center which includes City Hall, County offices and the jail is established west of the existing County building. The Pitkin Avenue right-of-way between 7th and 8th Street is vacated to accommodate the civic center. Steps are taken to design the structures to fit in with the character, mass and scale of the downtown and to mitigate traffic, parking, and other impacts during and after construction of the civic center. The existing city shops and wastewater treatment facility and industrial uses are moved to more appropriate locations outside the downtown.

PROS:

- Downtown character and atmosphere maintained.
- Retail preserved and strengthened downtown.
- Bypass greatly reduces through traffic.
- Development character north of river improved.
- Space provided for compatible office development.
- Connections to river improved and park amenity created.
- Broadened tourism base.
- Development interests seeking to do business in areas with a unique character attracted to invest in downtown by emphasis on preservation and renovation incentives.

CONS:

- Overall cost of bypass (potentially \$20-40+ million) high; city's share siphons funds from other regional and community transportation projects.
- Bypass alignment adversely affects some existing residential developments.
- Control of private property owners' ability to demolish or alter downtown structures spurs some investors to steer clear of downtown.
- Risk of business park being economically unfeasible. Associated costs of moving city facilities and existing businesses.
- Property taxes on local downtown businesses increased to fund business improvement district and full-time downtown association staff.

Key Elements:

Transportation

1. **Traffic.** The city contributes funds and undertakes a concerted lobbying effort to secure federal funding in order to speed the planning and construction of a new bypass to remove truck traffic from Grand Avenue. New bypass alignments are studied and an alignment is selected.
2. **Pedestrian environment.** Through trucks banned on bridge and Grand Avenue when bypass completed. In the interim, the city adopts a range of traffic-calming, pedestrian-oriented measures such as neck downs at intersections, raised/specially demarcated crosswalks, and longer crossing signals. Emphasis also placed on creating pedestrian connections between various sectors of downtown: Grand Avenue and Cooper Street; western business park (described below under land use) along Roaring Fork River to Grand Avenue; Sixth Street and north area hotels. City also adopts design standards to ensure that retail facade is maintained along Grand (e.g., display windows). No widening of Sixth Street to accommodate additional automobile traffic.
3. **Parking.** Expanded business improvement district covering all of downtown (both north and south of river) with special taxing authority generates funds to build structured parking and additional surface parking on periphery of downtown in financial partnership with government entities. New off-street spaces dedicated primarily to employees. On-street parking dedicated primarily to customers and visitors. New parking lots and structures subject to quality design/landscaping controls (e.g., first-floor retail/office uses, facade treatments, interior and perimeter landscaping and edge treatment with fence or wall). (See parking white paper for greater detail.) New surface parking lots are discouraged on Grand Avenue or Cooper Avenue between 7th and 9th.

4. **Transit/rail.** Planning for transit and rail continues. Transit stop built in western business park along Roaring Fork, but end-of-line station is west of downtown. Trail along river maintained.
5. **Grand Avenue Bridge.** No widening or lengthening of bridge--temporary repairs only with eventual replacement with bridge of same dimensions, but better design/appearance.
6. **8th Street/7th Street Bridge.** New direct connection created from bridge into downtown through new business park.

Land Use

1. **Character/Design/Scale.** Continue existing 3-story height limit placed on buildings within core of downtown with no special permits/variances for larger structures. Larger buildings allowed only on periphery of downtown with special design controls to ensure compatibility with adjacent residential neighborhoods (e.g., stepbacks) and if upper stories devoted to housing. Contextual design controls adopted for new construction with staff (not preservation commission) review of elements such as height, setbacks, materials, etc.--but not architectural detail.
2. **Historic Preservation.** Preservation of historic structures strongly supported by city which adopts multi-faceted approach to preservation including incentives and regulations to protect historic buildings. City provides incentive for renovation vs. demolition and seeks grant from Colorado Historical Society to augment local funds. The city creates preservation commission and adopts historic building demolition and alteration controls for downtown allowing city to designate and preserve structures. Height limitations reduce pressure for demolition.
3. **Residential/Housing.** Prohibition of conversion of single-family residential development on the periphery of downtown to potentially incompatible restaurant/entertainment uses enacted. New large-scale office and residential buildings on the edge of downtown subject to design controls to ensure compatibility with surrounding one and two-story homes. No surface parking lots allowed to intrude into residential areas or lot combinations on residential streets to accommodate larger buildings. City creates zoning incentives for new housing above commercial uses in selected locations by allowing additional height if upper floors dedicated to housing.
4. **Retail.** New buildings on Grand Avenue between 7th and 9th must have retail features (prominent entries, large display windows, etc), but no controls prohibiting non-retail uses. Business improvement district undertakes targeted recruitment campaign for niche retail uses.

5. **Alleys.** City encourages clean up of alleys including covering/relocation of utility boxes and services, painting/cleaning of rear facades. New buildings required to have some architectural treatment of rear facades and rear shop entrances.
6. **Government Land Use.** The city works with Forest Service and County to retain existing office functions in downtown and assists with relocation of shop and non-office functions. City Hall stays downtown to continue as an important business anchor. A new County jail is constructed adjacent to the existing County building. Pitkin Avenue is vacated to accommodate the new jail and City/County civic center. Steps are taken to design the structures to fit in with the established character, mass, and scale of the downtown and that any potential traffic, parking, and other impacts are mitigated during and after construction. City accelerates timetable for moving city shops and water treatment facility. City land used to develop a modern business park and open space recreational facility at the Roaring Fork/Colorado confluence.
7. **River Connections.** Better signage is provided to guide visitors to the Roaring Fork River. Better connections enhanced. River features direct public access to confluence of the Colorado and Roaring Fork Rivers. A variety of recreational activities encouraged along the rivers, such as a whitewater kayaking course, float fishing put-in, etc. Rivers promoted as a recreational and tourist attraction with care taken to preserve riparian habitat and water quality.
8. **North Downtown.** No widening of Sixth Street to accommodate additional traffic through downtown. City adopts use and design controls to discourage auto-oriented uses (such as fast-food restaurants and auto dealers) and national chain architecture along this entry corridor. Bus service increased between downtown core and north hotels and streetscape improvements (such as landscaping and detached sidewalks) made to encourage walking to Hot Springs Pool and downtown.
9. **West Downtown.** City investigates redevelopment and improvements to western gateway to downtown as an attractive mixed-use business park featuring offices (including government facilities), restaurants, a conference center, and amenities such as open space/recreational facilities along the Roaring Fork and Colorado Rivers. Existing industrial and municipal uses phased out and moved to more appropriate locations.
10. **Signage.** Improved directional signage added throughout the downtown to direct visitors to parking, river access and other main points of interest.

Organization/Management

1. **Organization.** Business improvement district formed to cover the entire study area, both north and south of river. BID takes major role in improving parking availability, management of downtown, business recruitment, and tourism marketing. Staffed with full-time executive director. Financing through property tax increment similar to existing GID.
2. **Promotion/Business Recruitment.** New BID takes leading in marketing Glenwood as a tourist destination in close cooperation with Glenwood Springs Chamber Resort Association. BID identifies key retail gaps in downtown and potential markets and then undertakes targeted recruiting effort.
3. **Design Review.** City creates historic preservation commission to review applications to demolish designated historic structures. Review of new construction is by staff according to contextual standards that focus on height, setbacks, roof lines, and similar contextual considerations, not architectural detail.
4. **Funding.** Business improvement district with special taxing powers becomes major funding mechanism for parking and downtown management/promotion in partnership with government agencies. All sources of funding are considered.

Economic/Marketing

1. **Downtown Role.** Downtown maintains a balance among retail/entertainment, office, and tourist uses. City and BID work to maintain retail function of downtown while accommodating additional office development in appropriate locations and at an appropriate scale. Increased emphasis in recruitment efforts on retail/entertainment use that appeal to tourists.
2. **Office/Commercial.** Office and non-retail commercial development encouraged off of Grand Avenue, particularly on periphery of downtown and new business park on western edge of business district.
3. **Retail.** Traffic control measures, targeted tourism marketing, and focused retail recruitment help strengthen retail sector downtown. Design controls on Grand Avenue maintain retail-oriented space.
4. **Tourism.** Business improvement district works closely with merchants and lodging establishments and Glenwood Springs Chamber Resort Association to promote Glenwood Springs as a hub for exploring regional attractions. Increased emphasis on heritage tourism that focus on the area's rich Native American/Frontier Heritage and on river-oriented activities. City explores need/feasibility for medium-sized conference/convention facility in west business park along Roaring Fork River.

APPENDIX C: DOWNTOWN SURVEY

GLENWOOD SPRINGS DOWNTOWN SURVEY 1997

Summary of Results

February 13, 1998

Prepared for:

The City of Glenwood Springs

Prepared by:

Clarion Associates, Inc.

In association with

Charlier Associates, Inc.

RNL Design

Mary Means

Alan Richman

RRC Associates, Inc.

GLENWOOD SPRINGS DOWNTOWN SURVEY

PART I: MAILBACK SUMMARY

BACKGROUND

In November 1997, the City of Glenwood Springs distributed a survey to citizens to solicit their views on a variety of land use, transportation, and development topics to help shape policies in a new plan for the Downtown. A total of 3,000 surveys were distributed randomly by mail to city residents and approximately 250 surveys were distributed to Downtown employees. A total of 876 randomly distributed surveys were returned, a rate of 29 percent which is considered to be high for this type of effort.

In addition to the Mailback Survey, a computerized "box" survey (Point of View) was set up in Downtown Glenwood Springs to solicit information about visitors' stays in the city and to solicit visitor perspectives on a variety of market/tourism-related, transportation, land use, and downtown development issues.

This short report is organized in three sections. First, an overview of the results of the Mailback Survey is presented in Part I. A discussion of the transportation-related questions which were a part of that survey is presented as Part II (pages 4 to 7). Next, a copy of the Mailback Survey instrument is included with responses summarized in percentage terms (pages 8 to 15). Note the survey form indicates the number of respondents for each question with an abbreviation ("n= ___"). Graphs of selected questions are also contained in the survey document. Finally, a short summary of the results of the Point of View box survey is included as Part III (pages 16 to 20).

WHO RESPONDED TO THE MAILBACK SURVEY?

Some key facts describing the overall respondents (both random mailback and employee) about respondents include:

- Median age—45
- 51% were female
- 72% live in Glenwood Springs; about 17% live Downtown
- 42% were part- or full-time employees in the Downtown
- 83% had lived in the area for more than three years; the median length of residency was 14 years
- 73% own their homes (vs. 54% city wide as indicated by the 1990 U.S. Census)
- 37% were households with at least one child

- Median family income was about \$48,900 for resident respondents (vs. \$39,500 county wide as indicated by December 1996 HUD estimates)
- Overall, respondents were about the same age and had slightly higher incomes than the populace as a whole.

ECONOMIC/MARKET ISSUES

Overall, particularly when compared to other shopping and entertainment areas of the city, Downtown stacks up well in most regards. Eighty percent of respondents had visited Downtown six or more times in the last 2 months compared to 35 percent for the Glenwood Mall and 60 percent for the Roaring Fork Marketplace/WalMart. The three leading reasons to go Downtown were shopping, the post office, and restaurants. Interestingly, almost 40 percent of residents had not visited the Hot Springs Pool during the same period.

Compared to other areas of the city, respondents found the variety of shopping and restaurants better Downtown. Entertainment was rated about even. The biggest shortcomings cited were difficulty of access and parking. A big plus for the Downtown was overall atmosphere—40 percent felt it better Downtown and only 9 percent said it was better elsewhere. Most people felt the Downtown was more pedestrian friendly and cleaner. Almost 76 percent of the respondents said that they considered Downtown to be the heart of the city and 74 percent said that function was worth preserving. Significantly, almost 72 percent said they considered the Hot Springs Pool, Hotel Colorado, and other businesses north of the river to be a part of Downtown.

TRAFFIC AND TRANSPORTATION ISSUES

A large majority of respondents come Downtown for shopping or work by auto (78 percent and 71 percent respectively). Interestingly, walking is the second most popular means of travel to Downtown. Visitation to Downtown by residents is spread evenly throughout the day, with afternoons being the most frequent time.

By far the most favored method of relieving peak traffic congestion Downtown is to build a bypass—75 percent of the respondents said it is an important or very important option. Improving rail and bus service was considered important by about 44 percent of respondents, while only 20 percent favored discouraging driving.

Other traffic/transportation improvements thought to be most important by respondents were more parking (68 percent said important or very important), improved bicycle circulation/parking (60 percent), and improved sidewalks and crosswalks on the north side of the river between the Village Inn area and the Hotel Colorado (59 percent). Increased police presence and enforcement in the Downtown was thought to be the least important of options presented.

There was little consensus on issues relating to improving the Grand Avenue Bridge. An almost equal number of respondents said they always feel safe on the bridge compared to those who said they never feel safe. While 54 percent said they thought widening the bridge was important to the future of Downtown, 32 percent were strongly opposed compared to 23 percent who strongly supported

widening and lengthening the bridge. There was not much support for repairing the existing bridge or making it a two-lane bridge, but again there was very strong support for relocating Hwy. 82 on a new bridge on a bypass alignment along the old rail corridor to the west of Downtown. Support for widening the bridge was strongest among Downtown employees and weakest among residents of Glenwood; conversely, support for a bypass was strongest among residents and weakest among Downtown employees.

Respondents expressed fairly strong support for rail transit in the Roaring Fork Valley (55 percent). Sixty-two percent said that rail should come into the Downtown, but most felt that the line should not end in the Downtown, but rather should continue to another station down valley along I-70. There was no consensus, however, where a new station should be located in Downtown, and split feelings about whether the station should be part of a larger mixed-use commercial/office complex.

DESIGN/HISTORIC PRESERVATION ISSUES

Over 60 percent of respondents felt that it was important or very important to maintain Downtown's small-scale (2-3 story) building scale. A large majority (66 percent) said that the city should consider adopting design and preservation regulations to protect the current scale of Downtown and its historic buildings. A slightly smaller number (58 percent) felt that the city should provide incentives and grants for storefront renovation and improvements Downtown.

LAND USE ISSUES

Almost 50 percent of respondents favored moving the city maintenance facilities outside Downtown to improve access to the Roaring Fork and Colorado Rivers; about 25 percent said leave them where they are. Support for expanding the jail Downtown increases if the structure is only 3 or 4 stories. Overall, 64 percent supported jail expansion (39 percent at 3 or 4 stories); 32 percent opposed it.

Affordable housing was cited as a serious problem by 57 percent of respondents, but there was only modest support for more affordable housing in the Downtown. Much stronger support exists for more entertainment, restaurant, and retail development. Office development also garners modest support. 44 percent of respondents said the city will need to do more to protect residential areas surrounding Downtown as it gets more visitation and employees.

PART II: TRANSPORTATION ISSUES

These observations are intended to provide an evaluation of the implications of how transportation questions on the survey were answered. This work is based on a set of cross-tabulations of the survey responses prepared by RRC (the survey firm) at the team's request. Typically it is useful to further analyze the overall responses into segments of respondents such as by resident, non-resident, employee, location of residence, etc.

- 1) There is some amount of polarization on certain issues. An issue is polarized if people tended to respond at one end of the scale or another, with fewer respondents choosing answers in the middle (more than 50 percent on 1s and 5s; less than 50 percent on 2s, 3s and 4s). Examples of issues with some polarization include (with scores 1 through 5, where 1 is either "strongly disagree" or "not important" and 5 is either "strongly agree" or "very important"):

- Provide rail transit service in the Roaring Fork Valley connecting into Downtown (as a means of dealing with peak summer traffic).

<u>STRONGLY DISAGREE</u>				<u>STRONGLY AGREE</u>
23%	11	17	17	32%

- Replace and widen the Grand Avenue Bridge (as important to the future of Downtown).

<u>NOT IMPORTANT</u>				<u>VERY IMPORTANT</u>
23%	9	12	16	41%

- Provide rail transit service up and down the Colorado River valley (as important to the future of Downtown)

<u>NOT IMPORTANT</u>				<u>VERY IMPORTANT</u>
22%	12	18	16	32%

- Replace bridge with a wider, longer single-span 4-lane bridge (in response to question 24 on Grand Avenue bridge replacement choices).

<u>STRONGLY DISAGREE</u>				<u>STRONGLY AGREE</u>
35%	10	15	14	27%

- 2) On other issues, people tend toward the middle. This could be an indication either that the issue is not as important to them or an indication that the issue is not mature and would require more public discussion for strong opinions to crystallize. Examples include (with scores 1 through 5):

- Improve bus transit to Downtown (as a means of dealing with peak summer traffic).

<u>NOT IMPORTANT</u>				<u>VERY IMPORTANT</u>
13%	12	28	23	24%

- Reduce the amount of traffic on nearby Downtown streets (as important to the future of - Downtown).

<u>NOT</u> <u>IMPORTANT</u>				<u>VERY</u> <u>IMPORTANT</u>
14%	15	30	18	22%

- Provide better signs to help people find parking more easily (as important to the future of - Downtown).

<u>NOT</u> <u>IMPORTANT</u>				<u>VERY</u> <u>IMPORTANT</u>
11%	13	29	25	23%

- Provide increased police presence and enforcement Downtown (as important to the future of - Downtown).

<u>NOT</u> <u>IMPORTANT</u>				<u>VERY</u> <u>IMPORTANT</u>
21%	21	36	11	11%

- The best site for a rail transit station would be just west of Downtown near the Roaring Fork river (question 25 offering choices for location of a commuter rail station).

<u>STRONGLY</u> <u>DISAGREE</u>				<u>STRONGLY</u> <u>AGREE</u>
23%	13	28	19	17%

- 3) On some issues, at least half of respondents lean toward what could be characterized as a majority opinion. Examples include (with scores 1 through 5):

- Reduce the amount of traffic on Grand by building a bypass around Downtown (as a means of dealing with peak summer traffic). (79% on 4 and 5 - important)

<u>NOT</u> <u>IMPORTANT</u>				<u>VERY</u> <u>IMPORTANT</u>
8%	4	9	16	63%

- Reduce the amount of traffic on Grand by discouraging driving to Downtown (as a means of dealing with peak summer traffic). (56% on 1 and 2 - not important)

<u>NOT</u> <u>IMPORTANT</u>				<u>VERY</u> <u>IMPORTANT</u>
37%	19	21	10	13%

- Improve sidewalks and crosswalks on the north side of the river between Village Inn and Hotel Colorado (as important to the future of Downtown). (61% on 4 and 5-important)

<u>NOT</u> <u>IMPORTANT</u>				<u>VERY</u> <u>IMPORTANT</u>
9%	9	22	30	31%

- Improve bicycle circulation and parking within Downtown (as important to the future of Downtown). (63% on 4 and 5 - important)

NOT IMPORTANT					VERY IMPORTANT	
8%	9	20	28	35%		

- Add more parking supply in Downtown (as important to the future of Downtown). (70% on 4 and 5 - important)

NOT IMPORTANT					VERY IMPORTANT	
5%	8	17	27	43%		

- Temporarily repair the river pier, make the decision about what to do in ten years (in response to question 24 on Grand Avenue bridge replacement choices). (68% on 1 and 2 - disagree)

STRONGLY DISAGREE					STRONGLY AGREE	
55%	13	12	9	11%		

- Replace bridge but with a smaller 2-lane single-span bridge (in response to question 24 on Grand Avenue bridge replacement choices). (76% on 1 and 2 - disagree)

STRONGLY DISAGREE					STRONGLY AGREE	
67%	9	9	6	9%		

- Relocate highway 82 to bypass alignment (in response to question 24 on Grand Avenue bridge replacement choices). (64% on 4 and 5 - agree)

STRONGLY DISAGREE					STRONGLY AGREE	
16%	6	14	16	48%		

- Rail transit in the Roaring Fork Valley is not necessary (in response to question 25 on rail transit opinions). (58% on 1 and 2 - disagree)

STRONGLY DISAGREE					STRONGLY AGREE	
42%	16	18	8	16%		

- Rail transit is necessary but it should not come into Downtown Glenwood (in response to question 25 on rail transit opinions). (67% on 1 and 2 - disagree)

STRONGLY DISAGREE					STRONGLY AGREE	
46%	21	16	7	10%		

- It is important that there be a rail transit station somewhere in Downtown Glenwood (in response to question 25 on rail transit opinions). (58% on 4 and 5 - agree)

STRONGLY DISAGREE					STRONGLY AGREE	
18%	9	16	19	39%		

- Rail transit station in Downtown should not be end of line; add park 'n ride along 1-70 (in response to question 25 on rail transit opinions). (69% on 4 and 5 - agree)

STRONGLY DISAGREE				STRONGLY AGREE
11%	3	17	25	44%

4) Finally, some caution should be exercised in reaching conclusions based on the "majority" responses above.

- First, sometimes people will respond favorably to items that would cost money right up until they are called upon to vote the funds and then they will vote them down. Part of this can be due to differences between who responds to surveys and who votes. Also, people will support an idea, but at the same time be unwilling to pay for it. (The Guide the Ride vote in the Denver region this past fall is one example of this.) The responses indicating support for a bypass and for rail transit are examples of majority opinions that could fade in the ballot box if taxes and spending are involved.
- Second, at least some of the vote in favor of building a bypass around downtown on question 20 (dealing with peak summer traffic) could be interpreted as a "do something" vote as much as a consensus for a specific solution. For example, of the people who selected 4s and 5s for the bypass around Downtown on question 20, over half also selected 4s and 5s to replace and widen Grand Avenue bridge part of question 21.
- Similarly, supporters of the bypass appear to be unaware of potential conflicts between the bypass and the rail project. For example, of the people who favored the bypass around Downtown (question 20):
 - over half also believe that rail transit is necessary; and,
 - over half agreed that it is important a rail station be built somewhere in Downtown Glenwood (on question 25).
- Support for rail transit and a downtown rail transit station is not quite as strong as support for a bypass, but a majority of the respondents tended to favor both concepts.

We don't know at this point in time what a bypass would cost. If that information were available and could have been included in the survey, the responses might have come out differently. If the question was worded "the City is considering spending over \$30 million on a bypass, and you may be called upon to pay for a portion of this cost through higher taxes," the outcome of the survey obviously would have been quite different.

It appears that people are ready to consider aggressive action to address traffic problems. They support the concept of a bypass, the concept of rail transit, the idea of increasing parking supply in Downtown and the idea of improving bicycle facilities. They did not favor postponing a decision on the bridge and they didn't like the idea of a smaller bridge.

The issues that are somewhat polarized seem to indicate a fairly typical pro-highway/anti-highway division in the community. Care should be taken not to deepen this division.

SURVEY RESULTS

GLENWOOD SPRINGS COMMUNITY SURVEY 1997

The Downtown Glenwood area is currently involved in a planning effort to improve the overall image and functions of the area. This survey is being conducted as part of the planning effort in order to more fully understand the issues and concerns of the local residents and visitors to the community. We would appreciate your candid responses in helping to make the Downtown area a better place. Thank you for your time and interest.

Note that all returned surveys will be entered in a drawing for a number of valuable and attractive prizes including \$300 and \$200 travel vouchers, an annual swim pass to the Hot Springs Pool, and a Sunlight Mountain Resort season pass. (See the Glenwood Post for a complete list of prizes and donors.) Please include your first name and telephone number at the conclusion of the survey. All responses will be kept strictly confidential by the firm that is assisting the city with this study. Please return your completed survey within ten days of receiving it; the prize drawings will be held in late December.

ECONOMICS/MARKET

1. Which of the following areas best describes the general location of your residence? *(Use map at right for reference.)*
- | | | | |
|----|----|--------------------------|--------------|
| 1) | 16 | West Glenwood | (n=876) |
| 2) | 3 | North Glenwood | |
| 3) | 16 | Downtown | <i>where</i> |
| 4) | 9 | Red Mountain Area | |
| 5) | 29 | South Glenwood | |
| 6) | 27 | Outside Glenwood Springs | |

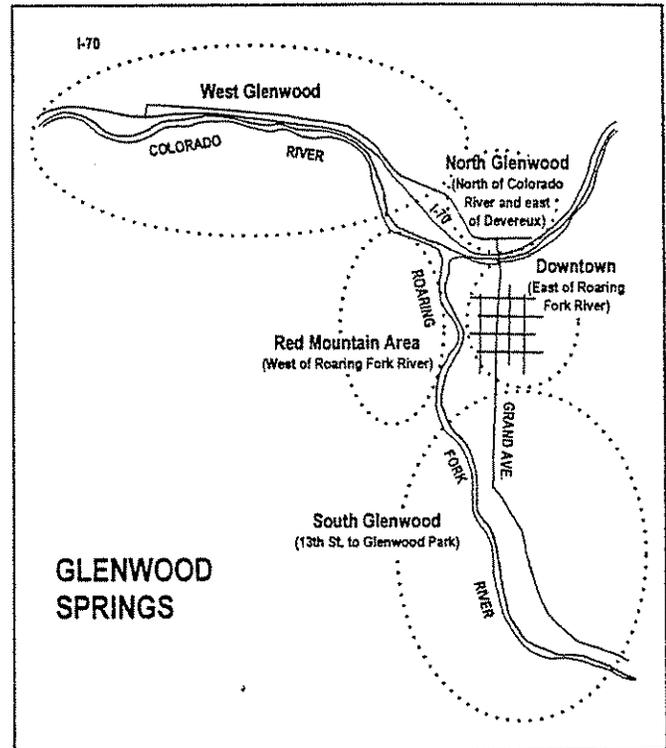
2. Are you an employee in the Downtown Glenwood area?

- | | | | |
|----|----|-------------------------|---------|
| 1) | 29 | Yes, full-time employee | (n=871) |
| 2) | 6 | Yes, part-time employee | |
| 3) | 65 | No, not an employee | |

3. About how many times in the past two months have you visited Downtown Glenwood for errands, shopping, restaurants, entertainment, etc.? (n=816)
 (NOT INCLUDING EMPLOYMENT/WORK) 20.3 times

4. How many times in that same two-month period did you visit the following areas?

- | | | |
|------|---|---------|
| 5.9 | West Glenwood Mall | (n=847) |
| 9.2 | Roaring Fork Marketplace / Walmart | (n=847) |
| 18.6 | City Market / Safeway / True Value Corridor | (n=848) |
| 6.8 | Hot Springs Pool | (n=751) |



5. When you come to Downtown Glenwood, what are the typical activities in which you participate? (CHECK ALL THAT APPLY)

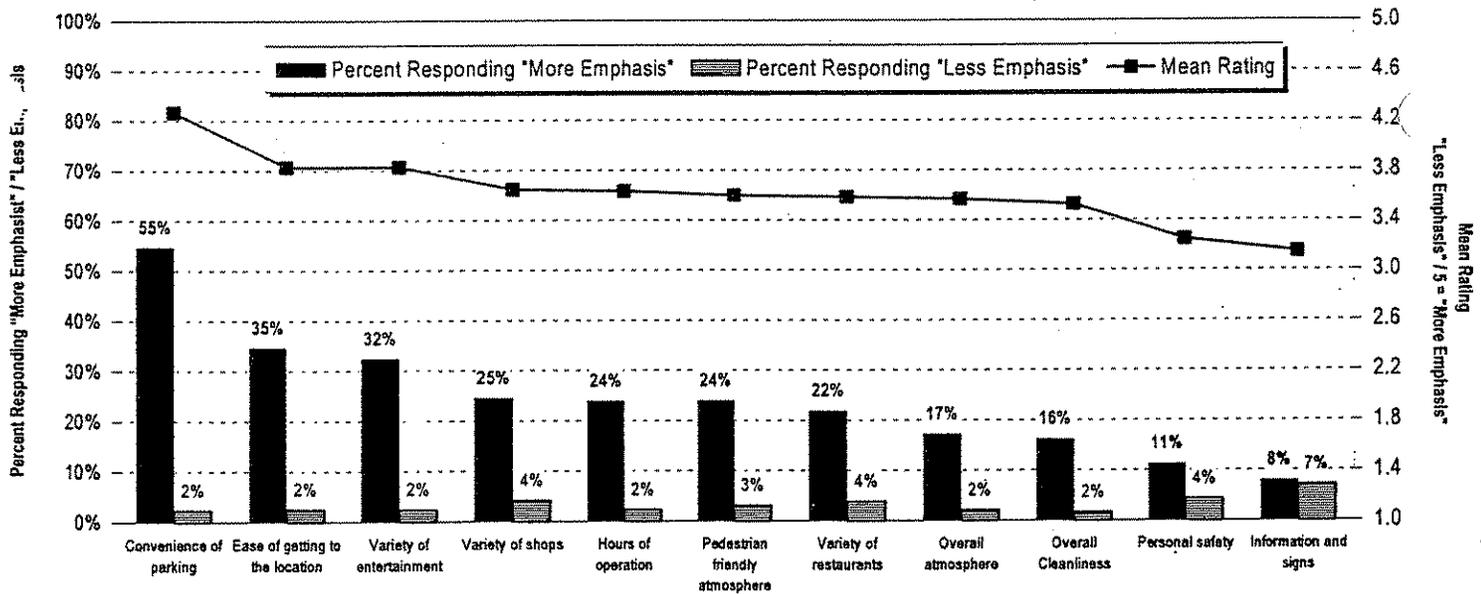
6. Other than for employment, for which of the above purposes do you MOST frequently visit Downtown? (INSERT NUMBER FROM LIST)

	Q.5	Q.6	
01)	36	2	Employment/job
02)	75	29	Shopping
03)	55	2	Personal services (haircut, travel agent, copy services, tailor, etc.)
04)	27	2	Professional services (attorney, CPA, etc.)
05)	78	19	Restaurant
06)	67	11	Banking
07)	40	1	Government services - City
08)	42	1	Government services - County
09)	82	23	Government services - Post office
10)	15	2	Public schools
11)	37	2	Library
12)	10	0	Sightseeing/people watching
13)	24	2	Night entertainment (music, bars)
14)	31	0	Special event (craft festival, exhibit / street entertainment)
15)	11	3	Other: _____

(n=881)(n=869)

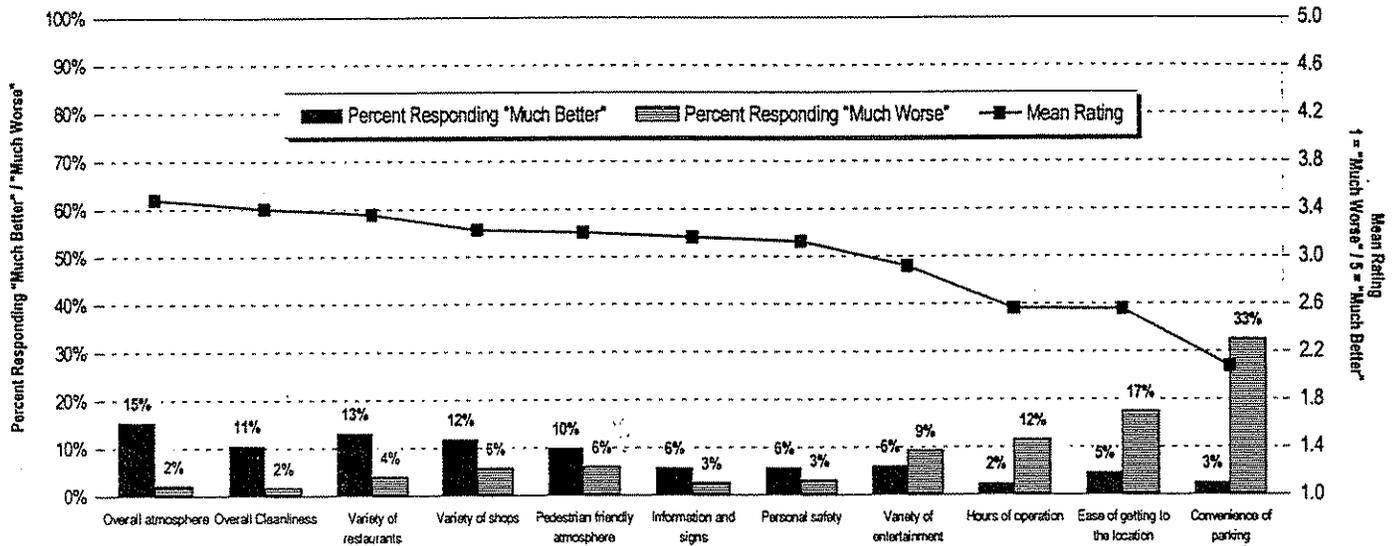
7. Using a scale from 1 to 5 where 1 means "Less" and 5 means "More," should the Downtown devote less or more emphasis to the following?

Should Downtown devote less or more emphasis to the following?



8. Using a scale from 1 to 5 where 1 means "Much Worse" and 5 means "Much Better," compare Downtown Glenwood to other areas of the city on those same aspects. Downtown Glenwood is:

**Compare Downtown Glenwood to other areas of the city
Downtown Glenwood is:**



9. What do you like best about Downtown Glenwood Springs?

- 1) 70 Overall character/atmosphere (n=661)
- 2) 10 Unique shops
- 3) 1 Variety of entertainment
- 4) 19 Restaurants

Any others? _____

10. What aspect of Downtown most needs improvement?

11. If this improvement was accomplished, would it increase your visits?

- 1) 81 Yes (n=774)
- 2) 19 No

12. What services, shops or entertainment are missing Downtown that would increase your visits?

13. Do you consider Downtown to be the "heart" of the community?

- 1) 79 Yes (n=863)
- 2) 21 No

14. (IF YES) Is this worth preserving?

- 1) 95 Yes (n=684)
- 2) 1 No
- 3) 4 Uncertain

15. Would you like to see the amount of entertainment and the number of special events, festivals and exhibits Downtown increased? (n=863)

- 1) 59 Yes
- 2) 19 No
- 3) 22 Uncertain

16. Do you consider the Hot Springs Pool, the Hotel Colorado, and other businesses north of the river to be a part of Downtown? (n=870)
- 1) 73 Yes
 - 2) 23 No
 - 3) 4 Uncertain

TRAFFIC AND TRANSPORTATION

ALL RESPONDENTS

17. How do you normally get Downtown for trips other than work, including shopping, recreation, visiting friends, etc.? (CHECK ONE ONLY) (n=733)
- 1) 15 Walk
 - 2) 0 Walk to a bus stop and take a RFTA bus
 - 3) 0 Ride a bicycle to a bus stop and take a RFTA bus
 - 4) 0 Drive to a park 'n ride lot and take a RFTA bus
 - 5) 58 Drive alone in a motor vehicle
 - 6) 26 Drive or ride with someone else
 - 7) 1 Ride a bicycle
 - 8) 0 Other

ALL RESPONDENTS OTHER THAN DOWNTOWN EMPLOYEES

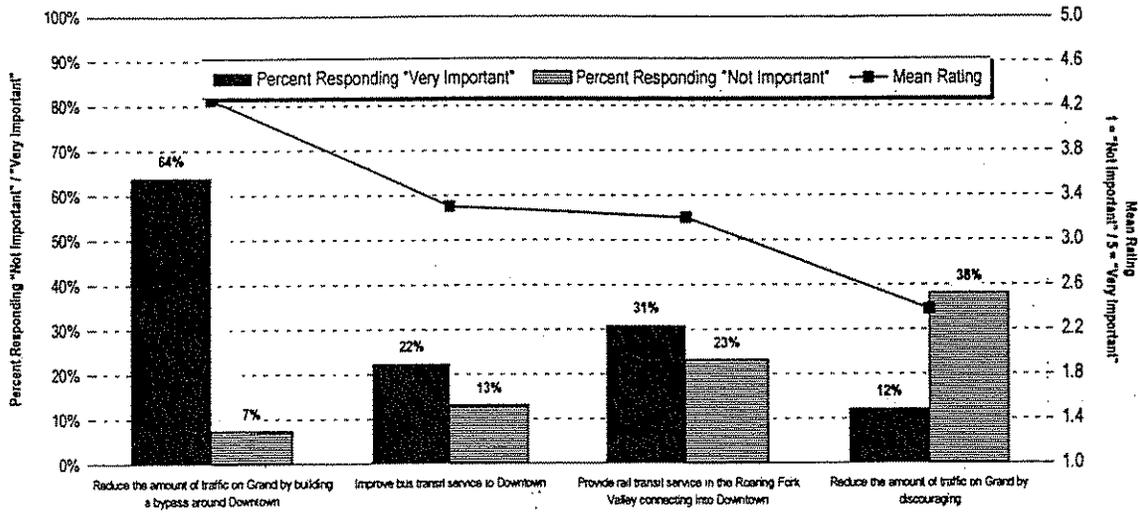
18. What time of day do you MOST often visit Downtown? (CHECK ONE ONLY) (n=521)
- 1) 25 Morning
 - 2) 22 Midday/lunch
 - 3) 33 Afternoon
 - 4) 21 Evening/night

DOWNTOWN EMPLOYEES ONLY

9. How did you get to work today or on the last day you worked? (n=262)
- 1) 15 Walked
 - 2) 0 Walked to a bus stop and took a RFTA bus
 - 3) 1 Rode a bicycle to a bus stop and took a RFTA bus
 - 4) 72 Drove to a park 'n ride lot and took a RFTA bus
 - 5) 11 Drove alone in a motor vehicle
 - 6) 11 Drove or rode with someone else
 - 7) 1 Rode a bicycle
 - 8) 0 Other

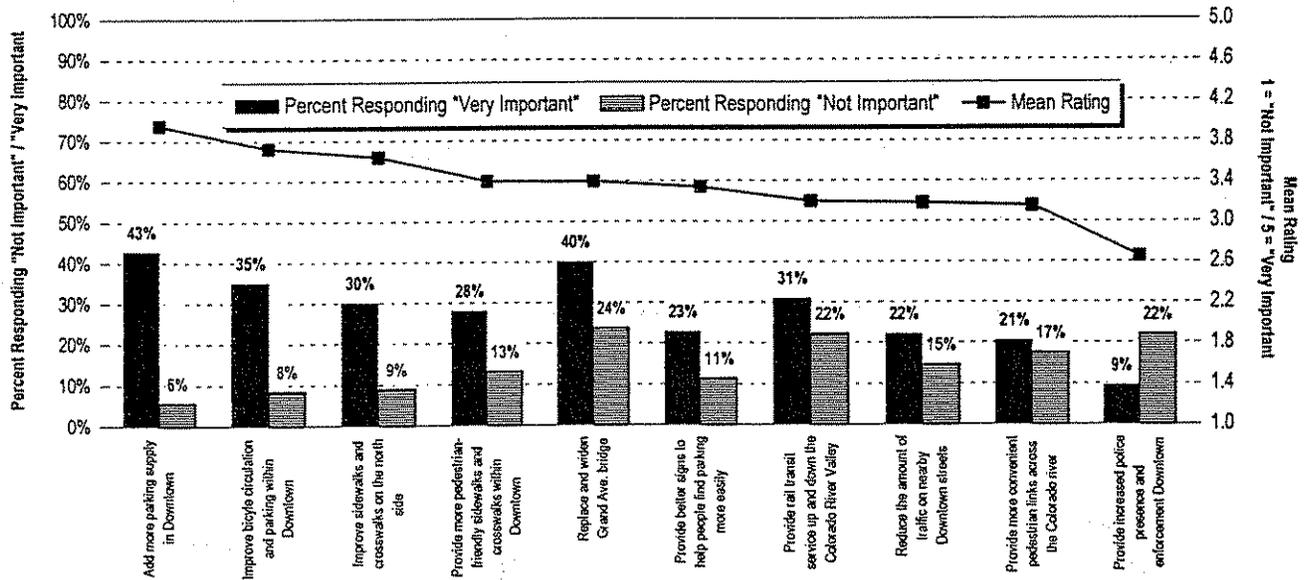
20. To deal with the projected increase in peak summer traffic on Grand Avenue in Downtown (from 30,000 to 50,000 cars a day in 20 years), please indicate the importance of considering the following options. Use a scale from 1 to 5 where 1 means "Not Important" and 5 means "Very Important."

To deal with the increase in summer traffic, indicate the importance of the following



21. How important are each of the following as part of the future of Downtown Glenwood?

How important are the following as part of the future of Downtown?



22. From the list below, what do you think are the THREE BEST WAYS to improve the parking situation Downtown? (PLEASE SELECT UP TO THREE ANSWERS) (n=838)
- 01) 16 Add more parking lots for employees
 - 02) 14 Add more parking lots for visitors
 - 03) 44 Add more parking lots for employees and visitors
 - 04) 13 Build parking garages for employees
 - 05) 6 Build parking garages for visitors
 - 06) 52 Build parking garages for employees and visitors
 - 07) 29 Add on-street parking spaces by converting parallel parking to diagonal parking
 - 08) 46 Improve transit service so that employees can commute Downtown without driving
 - 09) 8 Charge for parking as a disincentive for driving
 - 10) 6 Prevent further growth in Downtown to reduce the number of people going there
 - 11) 7 Other _____

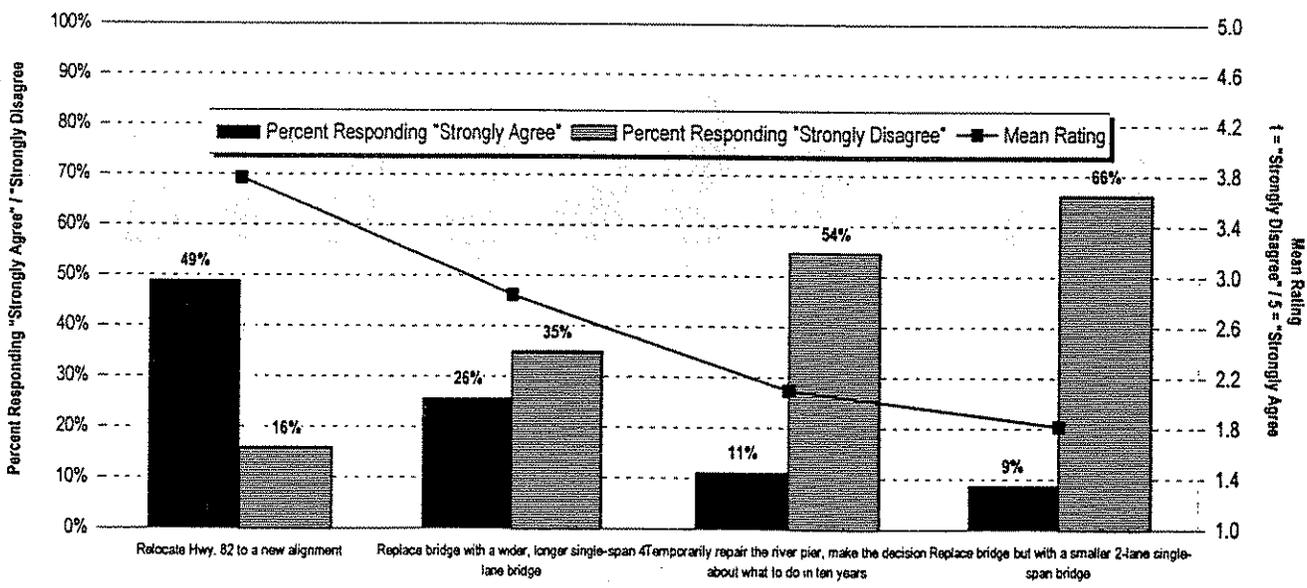
OR

- 12) 3 I would not change the parking situation in Downtown

23. Do you feel safe driving over the Grand Avenue bridge?
- 1) 29 Yes, always (n=873)
 - 2) 48 Yes, sometimes
 - 3) 24 Never

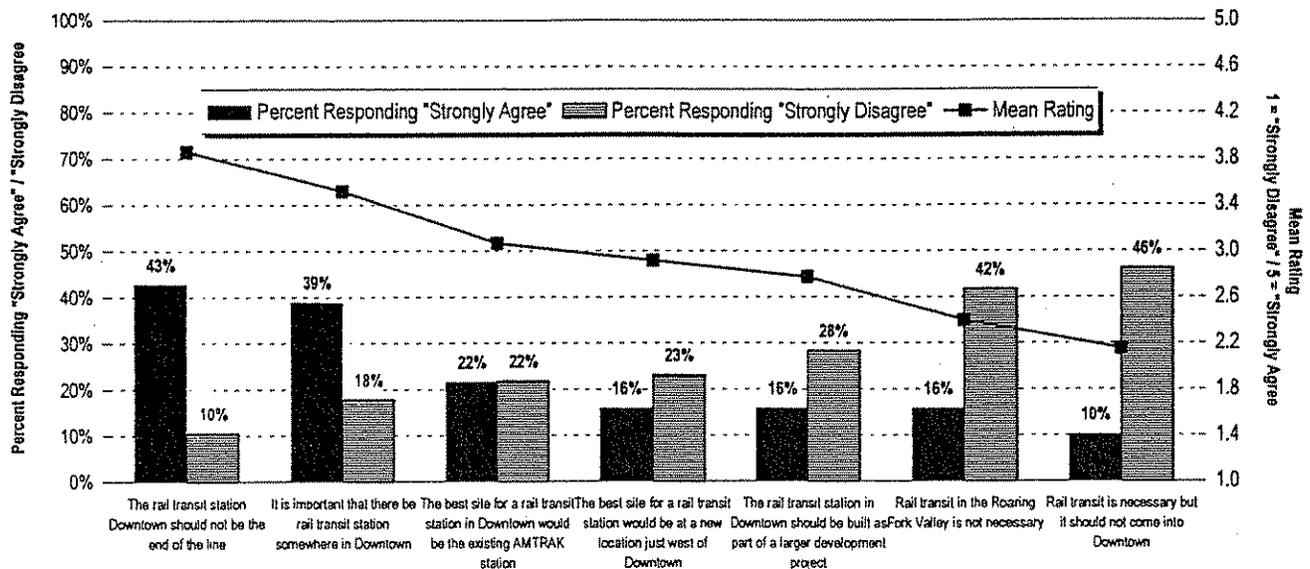
24. The Grand Avenue bridge needs to be repaired or replaced. The supports for the pier in the middle of the river are eroding. Colorado Department of Transportation (CDOT) also believes it is important to eliminate the pier along I-70 because it is the reason that the deceleration lane and off-ramp from the east are so short and tight. CDOT is also concerned about safety on the 4-lane bridge, due to its narrow width, although statistics do not show serious traffic safety problems. They are currently considering building a wider, long bridge that would span across the interstate and the river without piers. Although the bridge would be wider, the additional space would be used only for shoulders and wider lanes—the bridge would still be a 4-lane facility and capacity would not be increased. Many downtown merchants are concerned that the longer, wider bridge will have a detrimental impact on their businesses and the character of Downtown. How do you feel about the following alternative projects? Use a scale from 1 to 5 where 1 means "Strongly Disagree" and 5 means "Strongly Agree."

Do you agree with the following alternative projects?



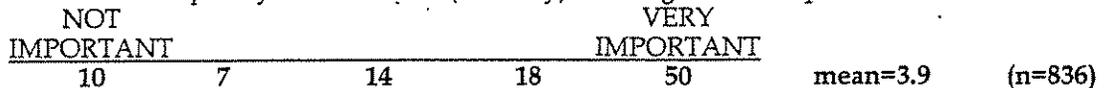
25. Colorado Department of Transportation and the Roaring Fork Rail Authority will be studying the potential for rail transit up and down the Roaring Fork Valley. Among other things, they will address where rail transit stations should be located. Please indicate your level of agreement with each of the following statements.

Indicate level of agreement with each of the following related to rail transit



DESIGN AND HISTORIC PRESERVATION

26. Downtown's character is shaped by its small-scale (2-3 story) buildings. How important is it to retain this scale?



27. Should the city consider adopting design/preservation regulations to protect the current scale of Downtown and its historic buildings? (n=873)

- 1) 68 Yes
- 2) 17 No
- 3) 14 Uncertain

28. Should the city provide incentives or grants for storefront renovation and improvements for the Downtown area? (n=874)

- 1) 59 Yes
- 2) 24 No
- 3) 17 Uncertain

LAND USE ISSUES

29. Should the City maintenance facilities, now located near the confluence of the Roaring Fork and Colorado Rivers, be moved to outside the Downtown to increase access to the river? (n=859)

- 1) 50 Yes, move maintenance facilities
- 2) 26 No, leave facilities where they are
- 3) 24 Uncertain

30. The County has proposed building a new jail Downtown that would be 5 stories or about 60 feet tall (for comparison, the County building is 4 stories and the Hotel Denver is 3 stories tall). Would you support a new jail that was: (n=856)

- 1) 24 5 stories (60 feet)
- 2) 27 4 stories (48 feet)
- 3) 14 3 stories (36-42 feet)
- 4) 34 Do not support expanded jail Downtown

31. How serious is the Glenwood Springs area affordable housing problem?
 1) 17 The most critical problem in the area (n=867)
 2) 39 One of the more serious problems
 3) 34 One problem among others
 4) 4 Not a very serious problem
 5) 6 I don't believe it is a problem
32. What type of new development would you support Downtown? (CHECK ALL THAT APPLY)
 1) 41 Housing (n=790)
 2) 42 Offices
 3) 73 Retail stores
 4) 8 Light industrial
 5) 73 Entertainment/restaurants
 6) 9 Other _____

Comments: _____

33. How much effort should be made to protect residential areas surrounding Downtown as it gets more visitation and an increased number of employees? (n=849)
 1) 46 More
 2) 6 Less
 3) 48 About the same as now
34. Do you have additional suggestions for protecting surrounding residential areas from the impacts of increased activity in the Downtown?

Finally, a few questions about you and your household. Remember that all responses are kept confidential and are merged together for research purposes only.

35. What is your home ZIP Code? _____
36. Gender (n=859)
 1) 48 Male 2) 52 Female
37. What is your age? 47.5 (n=838)
38. Which category describes your family status?
 1) 15 Single, no children (n=861)
 2) 16 Couple, no children
 3) 38 Household with children
 4) 31 Empty-nester, children grown
39. Which of the following categories best describes the annual income of your household (before taxes)? (n=826)
 1) 3 \$0-9,999
 2) 3 \$10-14,999
 3) 10 \$15-24,999
 4) 35 \$25-49,999
 5) 26 \$50-74,999
 6) 11 \$75-99,999
 7) 11 \$100,000 or more
40. 16.6 How many years have you lived in the Glenwood area?
OR 3% Less than one year (n=862)
41. Do you own or rent your home? (n=869)
 1) 77 Own
 2) 23 Rent

PART III: POINT-OF-VIEW COMPUTER BOX RESULTS

BACKGROUND

In late November 1997, right before the Thanksgiving holiday, a computerized "box" survey (Point of View) was set up in Downtown Glenwood Springs to solicit information about visitors' stays in the city and to solicit visitor perspectives on a variety of market/tourism-related, transportation, land use, and downtown development issues. A total of 1,672 responses were downloaded from the two boxes placed at the Hot Springs Pool and at Calder's Market; of these, 919 (55 percent) were completed by day or overnight visitors who were not city residents or employees. Of the 919 total visitor respondents, 512 or 56 percent were overnight visitors to the city or area.

DEMOGRAPHIC PROFILE OF VISITOR RESPONDENT

Some key facts about the visitor respondents:

	DAY VISITOR	OVERNIGHT VISITOR
Median Age	33	36
Average Household Income	\$53,612	\$56,299
Average Number in Party	4.5 persons	4.3 persons
Single	44%	43%
Couple, No Children	18%	18%
Families	30%	28%
Empty-Nesters (Children No Longer At Home)	8%	10%
Of Those Respondents Who Have Children Under 18, Percent That Brought Them Along On Trip	76%	80%

VISITOR & TRIP PROFILE

Some key facts about the visitors' stay in the area:

- Of the 919 visitors responding to the box survey, 202 or 22 percent were first-time visitors to Glenwood Springs; 647 or 70 percent had previously visited the city. Of the repeat visitors, nearly one-half (48 percent) had visited Glenwood 10 or more times in the past.
- Visitors were obviously enjoying themselves in the city and area. Nearly 50 percent of both day visitors and overnight visitors responded they would "definitely" return to Glenwood Springs to visit again within one year. Only 10 percent of the day visitors and 7 percent of the overnight visitors responded that they would not return.
- Other key facts regarding visitors' trips to Glenwood Springs:

	DAY VISITOR	OVERNIGHT VISITOR
Average Length Of Trip	n/a	4.1 days
Percent Staying In Downtown Hotel/Motel	n/a	59%
Percent Who Reside In Colorado	57.6%	65.4%
Percent Of Colorado Residents Who Reside In Front Range Cities	48.9%	81.6%
Top 4 Activities During Visit	Swimming/soaking—86% Rest & relaxation—34% Skiing—34% Shopping—26%	Swimming/soaking—90% Rest & relaxation—58% Skiing—37% Shopping—36%
Percent Of Skiers Skiing At Sunlight	24%	69%
Percent Who Estimated Will Spend Between \$101 To \$200 Per Day During Visit	8%	18%
Percent Who Estimated Will Spend Between \$201 To \$300 Per Day During Visit	2%	4%
Percent Who Estimated Will Spend Between \$301 To \$400 Per Day During Visit	2%	2%
Percent Who Estimated Will Spend More Than \$500 Per Day During Visit	4%	7%

WEEKEND VS. WEEKDAY VISITOR PROFILE

In general, there was little difference between the weekend and weekday visitor. Two areas that do differ are length of stay and geographic origin, which are related. Weekday visitors tend to stay longer (an average of 4.4 nights away from home) than weekend visitors (an average of 3.7 nights away from home). This is influenced by there being 70.1 percent of weekend visitors from Colorado (whose length of stays are shorter) as compared to 56.6 percent of weekday visitors from Colorado. Out-of-state visitors are obviously stronger mid-week; including higher percentages of visitors from Illinois, Texas, New York, Wisconsin and International than compared to weekend visitors.

HOME STATE / ORIGIN	WEEKDAY VISITOR	WEEKEND VISITOR
Colorado	56.6%	70.1%
International	4.6%	3.4%
Illinois	4.0%	1.1%
Texas	3.7%	1.1%
New York	3.3%	.6%
Wisconsin	2.6%	.9%
Nights Away From Home	4.4 nights	3.7 nights

LOCATION OF COMPUTER BOXES

The computer boxes were setup in two different locations: 1) the Hot Springs Pool and 2) at Calder's Market, a downtown restaurant. Considering that the Hot Springs location is a popular, main visitor attraction, the sample of response from this location was strong. A total of 1,413 surveys were completed at the Hot Springs location versus 260 surveys completed in the Market. Not surprisingly, swimming and soaking is an activity in which visitors participate the most. Even interviews done at the Market reflect a strong participation at the Hot Springs Pool. Participation in shopping is greater for those taking the survey at the Market, which is located downtown and closer to retail shops as compared to the Hot Springs location.

ACTIVITIES	HOT SPRINGS	CALDER'S MARKET
Swimming/ Soaking	92%	61%
Rest & Relaxation	46%	57%
Shopping	29%	57%
Special Events	14%	15%
Cross Country Skiing	11%	10%
Mountain Biking	7%	2%
Rafting	6%	2%
Snowmobiling	4 %	6%
Hunting	2 %	3%

VISITOR IMPRESSIONS OF GLENWOOD SPRINGS

- When asked what they liked best about Glenwood Springs, both day (61 percent) and overnight visitors (70 percent) overwhelmingly responded “the [city’s] overall character and atmosphere.”
- Close to three-quarters of both day (72 percent) and overnight (73 percent) visitors viewed downtown Glenwood Springs as the “heart” of the community of Glenwood Springs.
- Not surprising given the above, virtually all of the visitor box survey respondents strongly encouraged the preservation of downtown Glenwood Springs’ existing character and atmosphere (88 percent of day visitors and 94 percent of overnight visitors).
- When prodded to identify “missing” pieces in the downtown and tourism fabric, more than one-half of visitor respondents said they would like to see more entertainment and special events activity in the downtown (52 percent of day visitors and 59 percent of overnight visitors agreed that more downtown entertainment activity would be desirable).
- When asked whether downtown Glenwood Springs should devote more or less emphasis to various amenities or features, such as variety of shops/restaurants, overall cleanliness, parking convenience, arts and culture, and hours of operation, visitors were hard-pressed to single out any area as particularly in need of more attention. On the average, the responses could be interpreted to suggest most visitors were overall content and pleased with their experience in Glenwood Springs.

GLENWOOD SPRINGS COMMUNITY SURVEY 1997

The Downtown Glenwood area is currently involved in a planning effort to improve the overall image and functions of the area. This survey is being conducted as part of the planning effort in order to more fully understand the issues and concerns of the local residents and visitors to the community. We would appreciate your candid responses in helping to make the Downtown area a better place. Thank you for your time and interest.

Note that all returned surveys will be entered in a drawing for a number of valuable and attractive prizes including \$300 and \$200 travel vouchers, an annual swim pass to the Hot Springs Pool, and a Sunlight Mountain Resort season pass. (See the Glenwood Post for a complete list of prizes and donors.)

Please include your first name and telephone number at the conclusion of the survey. All responses will be kept strictly confidential by the firm that is assisting the city with this study. Please return your completed survey within ten days of receiving it; the prize drawings will be held in late December.

ECONOMICS/MARKET

1. Which of the following areas best describes the general location of your residence? (Use map at right for reference.)

- 1) West Glenwood
- 2) North Glenwood
- 3) Downtown
- 4) Red Mountain Area
- 5) South Glenwood
- 6) Outside Glenwood Springs _____ where

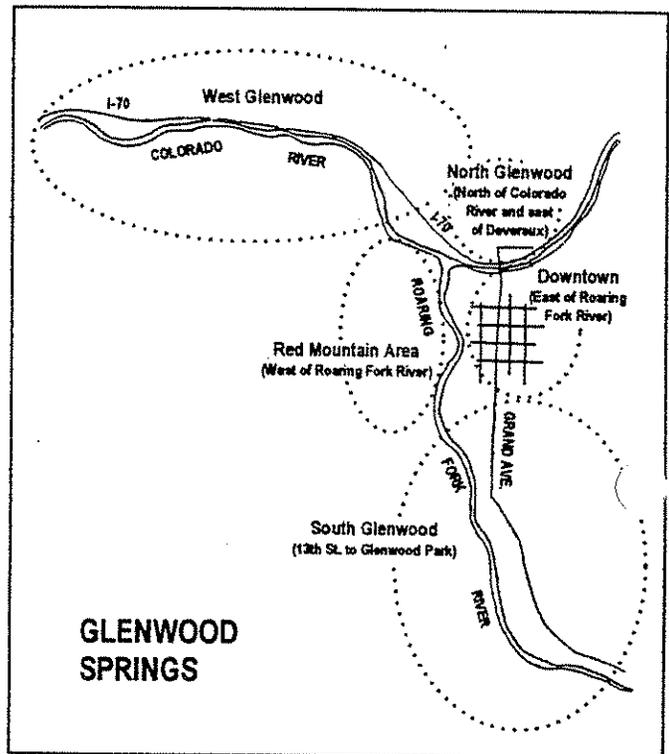
2. Are you an employee in the Downtown Glenwood area?

- 1) Yes, full-time employee
- 2) Yes, part-time employee
- 3) No, not an employee

About how many times in the past two months have you visited Downtown Glenwood for errands, shopping, restaurants, entertainment, etc.?
(NOT INCLUDING EMPLOYMENT/WORK) _____ times

4. How many times in that same two-month period did you visit the following areas?

- _____ West Glenwood Mall
- _____ Roaring Fork Marketplace / Walmart
- _____ City Market / Safeway / True Value Corridor
- _____ Hot Springs Pool



5. When you come to Downtown Glenwood, what are the typical activities in which you participate? (CHECK ALL THAT APPLY)

- 01) Employment/job
- 02) Shopping
- 03) Personal services (haircut, travel agent, copy services, tailor, etc.)
- 04) Professional services (attorney, CPA, etc.)
- 05) Restaurant
- 06) Banking
- 07) Government services - City
- 08) Government services - County
- 09) Government services - Post office
- 10) Public schools
- 11) Library
- 12) Sightseeing/people watching
- 13) Night entertainment (music, bars)
- 14) Special event (craft festival, exhibit / street entertainment)
- 15) Other: _____

6. _____ Other than for employment, for which of the above purposes do you MOST frequently visit Downtown? (INSERT NUMBER FROM LIST)

7. Using a scale from 1 to 5 where 1 means "Less" and 5 means "More," should the Downtown devote less or more emphasis to the following?

	LESS		SAME		MORE	DON'T KNOW
Variety of shops	1	2	3	4	5	0
Variety of restaurants	1	2	3	4	5	0
Variety of entertainment	1	2	3	4	5	0
Overall cleanliness	1	2	3	4	5	0
Ease of getting Downtown	1	2	3	4	5	0
Convenience of parking	1	2	3	4	5	0
Hours of operation	1	2	3	4	5	0
Personal safety	1	2	3	4	5	0
Pedestrian friendly atmosphere	1	2	3	4	5	0
Overall atmosphere	1	2	3	4	5	0
Information and signs	1	2	3	4	5	0

8. Using a scale from 1 to 5 where 1 means "Much Worse" and 5 means "Much Better," compare Downtown Glenwood to other areas of the city on those same aspects. Downtown Glenwood is:

	MUCH WORSE				MUCH BETTER	DON'T KNOW
Variety of shops	1	2	3	4	5	0
Variety of restaurants	1	2	3	4	5	0
Variety of entertainment	1	2	3	4	5	0
Overall cleanliness	1	2	3	4	5	0
Ease of getting to the location	1	2	3	4	5	0
Convenience of parking	1	2	3	4	5	0
Hours of operation	1	2	3	4	5	0
Personal safety	1	2	3	4	5	0
Pedestrian friendly atmosphere	1	2	3	4	5	0
Overall atmosphere	1	2	3	4	5	0
Information and signs	1	2	3	4	5	0

9. What do you like best about Downtown Glenwood Springs?

- 1) Overall character/atmosphere
- 2) Unique shops
- 3) Variety of entertainment
- 4) Restaurants

Any others? _____

10. What aspect of Downtown most needs improvement?

11. If this improvement was accomplished, would it increase your visits?

- 1) Yes
- 2) No

12. What services, shops or entertainment are missing Downtown that would increase your visits?

13. Do you consider Downtown to be the "heart" of the community?

- 1) Yes
- 2) No

14. (IF YES) Is this worth preserving?

- 1) Yes
- 2) No
- 3) Uncertain

15. Would you like to see the amount of entertainment and the number of special events, festivals and exhibits Downtown increased?
- 1) Yes
 2) No
 3) Uncertain
16. Do you consider the Hot Springs Pool, the Hotel Colorado, and other businesses north of the river to be a part of Downtown?
- 1) Yes
 2) No
 3) Uncertain

TRAFFIC AND TRANSPORTATION

ALL RESPONDENTS

17. How do you normally get Downtown for trips other than work, including shopping, recreation, visiting friends, etc.? (CHECK ONE ONLY)
- 1) Walk
 2) Walk to a bus stop and take a RFTA bus
 3) Ride a bicycle to a bus stop and take a RFTA bus
 4) Drive to a park 'n ride lot and take a RFTA bus
 5) Drive alone in a motor vehicle
 6) Drive or ride with someone else
 7) Ride a bicycle
 8) Other

ALL RESPONDENTS OTHER THAN DOWNTOWN EMPLOYEES

18. What time of day do you MOST often visit Downtown? (CHECK ONE ONLY)
- 1) Morning
 2) Midday/lunch
 3) Afternoon
 4) Evening/night

DOWNTOWN EMPLOYEES ONLY

19. How did you get to work today or on the last day you worked?
- 1) Walked
 2) Walked to a bus stop and took a RFTA bus
 3) Rode a bicycle to a bus stop and took a RFTA bus
 4) Drove to a park 'n ride lot and took a RFTA bus
 5) Drove alone in a motor vehicle
 6) Drove or rode with someone else
 7) Rode a bicycle
 8) Other
20. To deal with the projected increase in peak summer traffic on Grand Avenue in Downtown (from 30,000 to 50,000 cars a day in 20 years), please indicate the importance of considering the following options. Use a scale from 1 to 5 where 1 means "Not Important" and 5 means "Very Important."
- | | NOT
IMPORTANT | | | | VERY
IMPORTANT |
|--|------------------|---|---|---|-------------------|
| Reduce the amount of traffic on Grand by building a bypass around Downtown | 1 | 2 | 3 | 4 | 5 |
| Reduce the amount of traffic on Grand by discouraging driving to Downtown | 1 | 2 | 3 | 4 | 5 |
| Improve bus transit service to Downtown | 1 | 2 | 3 | 4 | 5 |
| Provide rail transit service in the Roaring Fork Valley connecting into Downtown | 1 | 2 | 3 | 4 | 5 |

21. How important are each of the following as part of the future of Downtown Glenwood?

	NOT IMPORTANT				VERY IMPORTANT
Reduce the amount of traffic on nearby Downtown streets	1	2	3	4	5
Replace and widen the Grand Ave. bridge	1	2	3	4	5
Provide more convenient pedestrian links across the Colorado River	1	2	3	4	5
Provide more pedestrian-friendly sidewalks and crosswalks within Downtown	1	2	3	4	5
Improve sidewalks and crosswalks on the north side of the river between the Village Inn area and the Hotel Colorado	1	2	3	4	5
Improve bicycle circulation and parking within Downtown	1	2	3	4	5
Provide rail transit service up and down the Colorado River Valley	1	2	3	4	5
Add more parking supply in Downtown	1	2	3	4	5
Provide better signs to help people find parking more easily	1	2	3	4	5
Provide increased police presence and enforcement Downtown	1	2	3	4	5

22. From the list below, what do you think are the THREE BEST WAYS to improve the parking situation Downtown? (PLEASE SELECT UP TO THREE ANSWERS)

- 01) Add more parking lots for employees
- 02) Add more parking lots for visitors
- 03) Add more parking lots for employees and visitors
- 04) Build parking garages for employees
- 05) Build parking garages for visitors
- 06) Build parking garages for employees and visitors
- 07) Add on-street parking spaces by converting parallel parking to diagonal parking
- 08) Improve transit service so that employees can commute Downtown without driving
- 09) Charge for parking as a disincentive for driving
- 10) Prevent further growth in Downtown to reduce the number of people going there
- 11) Other _____

OR

- 12) I would not change the parking situation in Downtown

23. Do you feel safe driving over the Grand Avenue bridge?

- 1) Yes, always
- 2) Yes, sometimes
- 3) Never

24. The Grand Avenue bridge needs to be repaired or replaced. The supports for the pier in the middle of the river are eroding. Colorado Department of Transportation (CDOT) also believes it is important to eliminate the pier along I-70 because it is the reason that the deceleration lane and off-ramp from the east are so short and tight. CDOT is also concerned about safety on the 4-lane bridge, due to its narrow width, although statistics do not show serious traffic safety problems. They are currently considering building a wider, long bridge that would span across the interstate and the river without piers. Although the bridge would be wider, the additional space would be used only for shoulders and wider lanes—the bridge would still be a 4-lane facility and capacity would not be increased. Many downtown merchants are concerned that the longer, wider bridge will have a detrimental impact on their businesses and the character of Downtown. How do you feel about the following alternative projects? Use a scale from 1 to 5 where 1 means "Strongly Disagree" and 5 means "Strongly Agree."

	STRONGLY DISAGREE			STRONGLY AGREE		
Temporarily repair the river pier, make the decision about what to do in ten years	1	2	3	4	5	
Replace bridge with a wider, longer single-span 4-lane bridge at current location that would touch down on the south side further up Grand	1	2	3	4	5	
Replace bridge but with a smaller 2-lane single-span bridge	1	2	3	4	5	
Relocate Hwy. 82 to a new alignment on a new bridge directly off the interchange and then running in the old rail corridor to the south	1	2	3	4	5	

25. Colorado Department of Transportation and the Roaring Fork Rail Authority will be studying the potential for rail transit up and down the Roaring Fork Valley. Among other things, they will address where rail transit stations should be located. Please indicate your level of agreement with each of the following statements.

	STRONGLY DISAGREE			STRONGLY AGREE		
Rail transit in the Roaring Fork Valley is not necessary	1	2	3	4	5	
Rail transit is necessary but it should not come into Downtown Glenwood	1	2	3	4	5	
It is important that there be a rail transit station somewhere in Downtown Glenwood	1	2	3	4	5	
The best site for a rail transit station in Downtown would be the existing AMTRAK station	1	2	3	4	5	
The best site for a rail transit station would be at a new location just west of Downtown near the Roaring Fork River	1	2	3	4	5	
The rail transit station Downtown should not be the end of the line—an additional park 'n ride station should be built down valley along I-70 to intercept commuters	1	2	3	4	5	
The rail transit station in Downtown should be built as part of a larger redevelopment project with office buildings, shops and parking	1	2	3	4	5	

DESIGN AND HISTORIC PRESERVATION

26. Downtown's character is shaped by its small-scale (2-3 story) buildings. How important is it to retain this scale?
- | | | | | | |
|--|-----------|---|---|---|-----------|
| | NOT | | | | VERY |
| | IMPORTANT | | | | IMPORTANT |
| | 1 | 2 | 3 | 4 | 5 |
27. Should the city consider adopting design/preservation regulations to protect the current scale of Downtown and its historic buildings?
- 1) Yes
2) No
3) Uncertain
28. Should the city provide incentives or grants for storefront renovation and improvements for the Downtown area?
- 1) Yes
2) No
3) Uncertain

LAND USE ISSUES

29. Should the City maintenance facilities, now located near the confluence of the Roaring Fork and Colorado Rivers, be moved to outside the Downtown to increase access to the river?
- 1) Yes, move maintenance facilities
2) No, leave facilities where they are
3) Uncertain
30. The County has proposed building a new jail Downtown that would be 5 stories or about 60 feet tall (for comparison, the County building is 4 stories and the Hotel Denver is 3 stories tall). Would you support a new jail that was:
- 1) 5 stories (60 feet)
2) 4 stories (48 feet)
3) 3 stories (36-42 feet)
4) Do not support expanded jail Downtown
31. How serious is the Glenwood Springs area affordable housing problem?
- 1) The most critical problem in the area
2) One of the more serious problems
3) One problem among others
4) Not a very serious problem
5) I don't believe it is a problem
32. What type of new development would you support Downtown? (CHECK ALL THAT APPLY)
- 1) Housing
2) Offices
3) Retail stores
4) Light industrial
5) Entertainment/restaurants
6) Other _____
- Comments: _____
33. How much effort should be made to protect residential areas surrounding Downtown as it gets more visitation and an increased number of employees?
- 1) More
2) Less
3) About the same as now
34. Do you have additional suggestions for protecting surrounding residential areas from the impacts of increased activity in the Downtown?
- _____

Finally, a few questions about you and your household. Remember that all responses are kept confidential and are merged together for research purposes only.

35. What is your home ZIP Code? _____

36. Gender
1) Male 2) Female

37. What is your age? _____

38. Which category describes your family status?

- 1) Single, no children
- 2) Couple, no children
- 3) Household with children
- 4) Empty-nester, children grown

39. Which of the following categories best describes the annual income of your household (before taxes)?

- 1) \$0-9,999
- 2) \$10-14,999
- 3) \$15-24,999
- 4) \$25-49,999
- 5) \$50-74,999
- 6) \$75-99,999
- 7) \$100,000 or more

40. _____ How many years have you lived in the Glenwood area?
OR Less than one year

41. Do you own or rent your home?

- 1) Own
- 2) Rent

The City of Glenwood Springs thanks you for your participation in our research program. Your input is invaluable to future planning efforts.

AND FINALLY, SO THAT WE CAN CONTACT YOU IF YOU WIN THE DRAWING (this will be detached upon receipt by the independent firm tabulating the results):

First name _____ Telephone # _____

APPENDIX D: ALTERNATIVE DEVELOPMENT SCENARIOS

GLENWOOD SPRINGS DOWNTOWN PLAN

Alternative Development Scenarios

June 1998

BACKGROUND

This memo presents three alternative scenarios for development of downtown Glenwood Springs. It is designed to give citizens of Glenwood Springs options to consider in shaping the future of downtown. The scenarios are based on results of the community wide survey conducted in late 1997, interviews with a wide range of interested parties, and a series of workshops with the project advisory committee and staff to review working papers prepared by the consulting team on key topics such as transportation, land use, economics/demographics, and organizational issues.

From this background work, a number of key goals and objectives emerged that guided preparation of the alternative development scenarios. These included:

- Downtown should maintain and strengthen its role as the retail/entertainment, office/government, and tourist hub of the area.
- New development should respect the attractive small-town scale and historic context of the central business district.
- The pedestrian atmosphere of the downtown should be preserved and enhanced.
- Physical and visual connections to the Roaring Fork and Colorado Rivers should be created.
- Steps should be taken to reduce 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 the parking shortage in downtown as well as other strategies.
- 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 the 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.

These general goals and objectives need to be translated into specific implementation actions. To assist the city and its citizens in choosing preferred approaches to making the goals and objectives a reality, the consulting team has drafted three alternative development scenarios, described briefly below:

1. **Current Trends Continue:** The city takes modest steps to address pressing issues facing the downtown. No bypass is constructed, although the city does undertake some limited traffic control efforts on Grand Avenue. Construction of a mass transit line along the Roaring Fork rail corridor does help to reduce traffic on Grand Avenue somewhat, but it also cuts off river access. Sixth Avenue north of the Colorado River and the Grand Avenue Bridge are widened to enable a greater volume of traffic to flow into and through the downtown. No new structured parking is built, but the city does undertake some more aggressive measures to manage existing spaces and enforce parking regulations. Office development continues, and some significant historic buildings are demolished. In the meantime, retail activity erodes on Grand Avenue, as office and service uses continue to grow, gradually shifting elsewhere, possibly to Cooper Street or out of downtown. No new river connections are created, although the current link to the Roaring Fork is improved. Tourism continues to grow moderately, but much of the focus of this development is north of the river where auto-oriented national lodging and food chains come to dominate. The downtown business association continues as a volunteer organization.
2. **Transportation-Oriented Scenario:** Improving transportation, access, and parking in the downtown becomes the key focus for the city and the downtown association. Construction of a new bypass along the Roaring Fork River is accelerated by the city's contribution of money for project planning and design and a concerted political effort to secure federal funding. A new bypass obviates the need to widen Sixth Avenue or the Grand Avenue Bridge. A new transit line is completed along the Roaring Fork rail corridor with a station downtown and a terminus west of the city. A new parking structure that can accommodate up to 600 vehicles is built on the western edge of downtown to intercept traffic exiting from the bypass. A new business improvement district focuses on providing new surface and structured parking throughout the downtown. Increased office and other non-retail development results in the demolition of historic buildings and erodes retail activity on Grand Avenue.
3. **Small-Town Character Scenario:** Maintaining the existing small-town scale and character of downtown becomes a high priority of the city. Demolition of historic structures is subject to regulation, and new buildings are subject to compatibility standards so that they fit with the existing fabric of the

central business district. New, well-designed parking lots and structures are built on the edge of the district primarily for employees. On-street and lots near Grand Avenue are reserved for customers and visitors, and no new lots are built in the core of downtown. A new bypass is constructed along the slopes west of the Roaring Fork and the existing alternative route. Access to the rivers is improved. Steps are taken to make Grand Avenue and the downtown core much more pedestrian-oriented. The Grand Avenue Bridge is replaced with a new structure similar in size and scale to the existing bridge, but with improved design. Sixth Avenue is not widened; instead it is targeted for smaller scale, non-auto oriented development more in keeping with the character of downtown. A new business improvement district is created to spearhead downtown management and promotion, as well as provision of parking and other services. The western district of downtown along the Roaring Fork River is transformed from an industrial/city facility area into a mixed-use business park that also opens access to the river.

In each scenario, key transportation, land use, organizational, and economic issues must be addressed in the downtown plan and implementation strategy. (These key issues are set forth in the box on the following page.) The rest of this memo addresses each of these key issues in greater detail. NOTE: At the public workshops, maps will be used to illustrate the key physical elements of each scenario.

The next step in the process is for citizens of Glenwood Springs to assist the consulting team in crafting a preferred scenario. It is likely that it will be a combination of elements selected from each of the three scenarios that will be stitched together into a preferred implementation plan.

KEY ISSUES

TRANSPORTATION

1. Traffic/Bypass
2. Pedestrian Environment
3. Parking
4. Transit/Rail
5. Grand Avenue Bridge
6. 8th Street/ 7th Street Bridge Connection

LAND USE

1. Pedestrian Environment
2. Scale/Design/Character
3. Historic Preservation
4. Residential/Housing
5. Retail
6. Alleys
7. Government Land Use
8. River Connections
9. North Downtown
10. West Downtown
11. Parking Location/Design
12. Signage
13. Gateways
14. River Connections
15. Gateways
16. Alleys
17. Residential/Housing

ORGANIZATIONAL/MANAGEMENT

1. Organization
2. Business Development/Promotion
3. Design Review
4. Funding

ECONOMICS/MARKET

1. Downtown Role
2. Office Development
3. Retail Development
4. Tourism Development
5. Funding

SCENARIO 1: CURRENT TRENDS CONTINUE

Summary: The city takes modest steps to address pressing issues facing the downtown. Traffic continues to grow on Grand Avenue as city decides not to push for new bypass due to cost and disruption to river corridor. A new transit line is constructed along the Roaring Fork River rail corridor, but this reduces access to the river. Sufficient funding for a new parking structure does not materialize, and only modest steps are taken to restrict employee parking. Buildings are demolished in a random pattern throughout the downtown to provide more surface parking and office space. As traffic increases on Grand Avenue, the pedestrian atmosphere of the downtown erodes. At the same time, retail businesses on Grand Avenue struggle, gradually shifting out of the downtown and some possibly to Cooper Street. Office development continues, and some significant historic buildings are demolished as more 5-story structures are built to satisfy demand. Tourism continues to grow moderately, but much of the focus of this development is north of the river where auto-oriented national lodging and food chains come to dominate. Sixth Avenue and the Grand Avenue Bridge are widened to accommodate more traffic flow into and through the downtown. The downtown business association continues as a volunteer organization.

PROS:

- Property owners given wide latitude to alter or demolish structures. Less interference by government regulations.
- Easier access to downtown along Sixth Avenue and increased supply of off-street parking.
- Property taxes in downtown remain at current levels--no increases to fund business improvement district.
- Office supply in downtown increases as new buildings constructed or existing structures expanded.

CONS:

- Historic structures demolished to make way for surface and structured parking and new office development. Larger buildings erode small-scale atmosphere of downtown, making the central business district less attractive to businesses seeking an area with a distinctive character.
- Encroachment of office and commercial development into surrounding downtown residential neighborhoods.
- Heavy traffic and office/service uses drive retail off of Grand Avenue, possibly to Cooper Street or out of downtown. The pedestrian atmosphere of downtown is eroded.
- Traffic on Sixth Avenue spurs auto-oriented retail and forecloses improved link with downtown business core.
- Tourism increases only modestly, and is increasingly sensitive to Front Range economic downturns because of over-reliance on that market.

Key Elements:

Transportation

1. Traffic. The city chooses not to push for construction of a bypass. In the meantime, Sixth Avenue and the Grand Avenue Bridge are widened to avoid gridlock on Grand Avenue. Development along the current alternative route and the Roaring Fork River forecloses any future bypass. The city does adopt some minor measures to control traffic such as longer crossing lights for pedestrians.
2. Pedestrian environment. As traffic grows in the downtown, signals are timed to give pedestrians longer to cross Grand Avenue. To improve the pedestrian atmosphere, crosswalks are highlighted with special pavers and other materials.
3. Parking. No additional funding is provided by the city to build a parking structure. GID funds are used for additional surface lots. The city does impose some modest additional restrictions on employee parking but does not control the location and design of new surface parking lots. Off-street parking lots are constructed in some residential areas bordering on the downtown.
4. Transit/rail. Planning for transit and rail continues. An end-of-the-line transit stop is constructed on the western edge of the downtown helping to ease traffic on Grand Avenue somewhat. The rail corridor reduces access to the river.
5. Grand Avenue Bridge. Initially, no improvements are made to the bridge, but as congestion grows in the downtown, the bridge and the Sixth Street approach are widened.
6. 8th Street/7th Street Bridge Connection. No direct link between the existing bridge and 8th Avenue is constructed.

Land Use

1. Pedestrian atmosphere. As traffic increases, the pedestrian atmosphere on Grand Avenue erodes. More retail stores shift to Cooper Street, which becomes the pedestrian precinct of downtown. The city makes improvements on Cooper, including street furniture, lighting, and well-designed pedestrian crossings.
2. Character/Design/Scale. Taller, 5-story buildings continue to be constructed to meet continuing demand for office space and multi-family housing. These new buildings are a mix of styles, and their mass and scale make a difficult fit with existing structures. New parking lots create a gap-tooth effect throughout downtown.
3. Historic Preservation. The city adopts preservation controls, but a requirement for owner

consent and a super-majority vote of council to designate over owner objection greatly reduce the effectiveness of a new preservation ordinance. Buildings continue to be demolished for new office and residential construction and surface parking. Design control on new construction is only partially effective because of lack of controls on the height, size, and mass of new structures.

4. Residential/Housing. Conversion of single-family residential development on the periphery of downtown to commercial and entertainment uses continues, creating increasing conflicts with existing neighborhoods. Some houses are torn down for parking, and surface parking lots intrude into residential areas as demand for spaces continues. Other houses are demolished and lots consolidated to accommodate non-residential construction. New large-scale office and residential buildings on the edge of downtown are out-of-scale with surrounding one and two-story homes. Downtown residential neighborhoods gradually shift from a family emphasis to a more transient rental environment. No incentives created for new housing above commercial uses in the downtown.
5. Retail. Retail activity on Grand Avenue continues to erode because of increasing traffic and intrusion of non-retail uses. Widening and lengthening of the Grand Avenue Bridge spells the end of retail on Grand Avenue as the street loses its critical mass. Retail shifts off Grand, possibly to Cooper Street and out of the downtown.
6. Alleys. No action taken to improve appearance of alleys or potential retail use.
7. Government Land Use. Existing sites continue to be used for county and city purposes. City hall is rebuilt on its existing site, and the wastewater and city shop facilities continue to operate in place. The Forest Service moves its offices and shops out of the downtown. The city continues to oppose a 5-story county jail resulting in the county moving the jail and some of its other offices/activities to a suburban location. A new community center is built without any special provision for conference facilities.
8. River Connections. Better signage is provided to guide visitors to the Roaring Fork River, but the construction of the transit line and the continued operation of the wastewater facility and city shops effectively cut off downtown from the river. No new connections are provided to the Colorado River.
9. North Downtown. No additional steps are taken to tie the area north of the river to the Grand Avenue business district. The positive effect of a new pedestrian bridge under the Grand Avenue Bridge to link the north area hotels to the Hot Springs Pool is offset by increasing traffic on Sixth Avenue and its eventual widening to accommodate more traffic. National auto-oriented lodging and fast-food chains increasingly dominate the north area, and its character becomes increasingly different from Grand Avenue south of the bridge.
10. West Downtown. Industrial and government uses continue.

11. Parking Location/Design. Surface parking lots continued to be constructed throughout the downtown with no restrictions on location or requirements for interior landscaping or perimeter buffering such as ornamental fencing.
12. Signage. Improved directional signage added throughout the downtown to direct visitors to river access and other main points of interest. No special sign design controls on Grand or elsewhere in downtown.
13. Gateways. No special treatment of Grand and Sixth Street entryways into downtown. Sixth Street character changes increasingly to auto-oriented commercial and chain-style architecture. Buildings turn sides and back on Sixth Street rather than orienting front entrance to street and set back from road to provide more parking.

Organization/Management

1. Organization. Existing General Improvement District does not expand; continues to collect funds to build surface parking lots. Volunteer downtown business organization continues efforts at promotion, but does not hire full-time staff. North downtown businesses do not play active role in downtown organization.
2. Promotion/Business Recruitment. The Chamber of Commerce continues to take lead in marketing Glenwood Springs as a tourist destination. Volunteer downtown merchants association provides main vehicle for downtown marketing.
3. Design Review. City creates historic preservation commission to review applications to demolish designated historic structures and proposals for new buildings in the south downtown core. However, owner consent provisions and requirement for super majority of council to approve of designation hampers effectiveness. No special review of parking lots or additional landscaping requirements.
4. Funding. General Improvement District continues to collect funds for parking lot construction. City occasionally appropriates funds for special projects such as enhanced pedestrian crosswalks and other streetscape features. Downtown business association continues to be voluntary with no special taxing powers.

Economics/Marketing

1. Downtown Role. Office and non-retail commercial development continue to grow in downtown. Retail function erodes. Tourism continues to grow modestly, but lack of shopping and entertainment venues and convention/conference facility mean some lost opportunities to increase visitation.

2. Office/Commercial. Office and non-retail commercial development begin to crowd out retail uses downtown as more and more retail space is converted to these uses. A few new large office buildings are constructed which are out-of-scale with the rest of downtown. Lack of design standards or controls on allowable uses creates non-retail "dead" spaces along Grand Avenue. Employee parking needs continue to grow, making parking for customers and visitors increasingly problematic.
3. Retail. Retail erodes along Grand Avenue due to traffic and intrusion by office and service commercial uses. Sixth Street businesses become increasingly auto-oriented and dominated by national chains.
4. Tourism. No major new tourism marketing effort. Better direction signage provided downtown to key visitor attractions and access to Glenwood Canyon/Roaring Fork trails. Visitation continues on an upward trend until next national recession. Lack of targeted tourism strategy to broaden existing Front Range-oriented tourism base results in difficult times for existing retail/entertainment uses. No new tourism attractions developed; Hot Springs Pool continues as primary attraction. City unable to attract medium-sized meetings and conventions (300+) people because of lack of meeting space.

SCENARIO 2: TRANSPORTATION-ORIENTED SCENARIO

Summary: Improving transportation, access, and parking in the downtown become the key focus for the city and the downtown association. Construction of new bypass along the Roaring Fork River is accelerated by the city's contribution of money for initial project planning and a concerted effort to secure congressional support for additional federal funding. The downtown business association and General Improvement District focus on providing new surface and structured parking throughout the downtown. The bypass alleviates the need to widen the Grand Avenue Bridge or Six Avenue north of the Colorado River. Grand Avenue retains some of its retail focus, but increasing intrusion of office and service uses erode the critical mass of retail there. A new transit line is completed along the Roaring Fork rail corridor with a station downtown and a terminus west of the city. A new parking structure that can accommodate up to 600 vehicles is built on the western edge of downtown to intercept traffic exiting from the bypass.

PROS:

- Through traffic on Grand Avenue greatly reduced by construction of a bypass and transit line along the Roaring Fork River.
- Pedestrian atmosphere of downtown enhanced by removal of traffic from Grand Avenue.
- Easier access to downtown and greatly increased supply of off-street parking.
- Downtown retail grows due to promotion by business improvement district, but more of it is located off of Grand Avenue.

CONS:

- Overall cost of by-pass (\$30-40 million) and city's share siphons funds from other regional and community transportation projects.
- By-pass and rail cut off access to Roaring Fork River.
- Historic structures demolished to make way for surface and structured parking and new 5-story office development. Larger buildings erode small-scale atmosphere of downtown.
- Property taxes on local downtown businesses increased to fund business improvement district and full-time downtown association staff.

Key Elements:

Transportation

- 1, Traffic. The city contributes funds to speed the planning of a new by-pass to be built on an alignment along the Roaring Fork either east of the river or along Midland Avenue as proposed in the Bragdon report (November 1997). Bypass and rail eliminate the need to widen the Grand Avenue Bridge and Sixth Avenue.

2. Pedestrian environment. Bypass greatly reduces through traffic downtown, but city does not take additional steps to improve pedestrian atmosphere. Additional surface parking lots detract from continuity of retail and other uses along street, detracting from pedestrian atmosphere as does widening and lengthening of Grand Avenue Bridge.
3. Parking. Expanded business improvement district with special taxing authority generates sufficient funds to build structured parking and additional surface parking on periphery of downtown dedicated primarily to employees. On-street parking dedicated primarily to customers and visitors. New parking lots and structures subject to quality design/landscaping controls (e.g., interior and perimeter landscaping and edge treatment with fence or wall).
4. Transit/rail. Planning for transit and rail continues. Transit stop built in western business park along Roaring Fork, but end-of-line station is west of downtown. Transit corridor shared with by-pass, cutting river off from downtown.
5. Grand Avenue Bridge. The bridge is replaced with a structure of similar size, but with better design to fit in with historic downtown.
6. 8th Street/7th Street Bridge. A new direct connection between the 7th Street Bridge and 8th Street is constructed to provide quicker access into downtown.

Land Use

1. Pedestrian atmosphere. See above.
2. Character/Design/Scale. Taller, 5-story buildings continue to be constructed to meet continuing demand for office space and multi-family housing. These new buildings are a mix of styles, and their mass and scale make a difficult fit with existing structures. New parking lots create a gap-tooth effect throughout downtown although affects ameliorated somewhat by landscaping and design features.
3. Historic Preservation. The city adopts preservation controls, but a requirement for owner consent and a super-majority vote of council to designate over owner objection greatly reduce the effectiveness of a new preservation ordinance. Buildings continue to be demolished for new office and residential construction and surface parking. Design control on new construction is only partially effective because of lack of controls on the height, size, and mass of new structures.
4. Residential/Housing. City restricts conversion of single-family residential development on the periphery of downtown to commercial and entertainment uses, but allows some houses to be torn down for parking. Surface parking lots intrude into residential areas as demand for spaces continues. Other houses are demolished and lots consolidated to accommodate non-residential construction. New large-scale office and residential buildings on the edge

of downtown are out-of-scale with surrounding one and two-story homes. Downtown residential neighborhoods gradually shift from a family emphasis to a more transient rental environment. No incentives created for new housing above commercial uses in the downtown.

5. Retail. Retail activity on Grand Avenue continues to erode because of intrusion of non-retail uses and parking lots. Retail begins to shift off Grand, possibly to Cooper Street and out of the downtown.
6. Alleys. No action taken to improve appearance of alleys or potential retail use.
7. Government Land Use. City Hall and the county jail are moved out of downtown and replaced by surface or structured parking. Forest Services moves to new consolidated federal office/operations facility out of downtown. City shops and wastewater facility remain in place.
8. River Connections. Better signage is provided to guide visitors to the Roaring Fork River, but the construction of the bypass and transit line and the continued operation of the wastewater facility and city shops effectively cut-off downtown from the river. No new connections are provided to the Colorado River.
9. North Downtown. No additional steps are taken to tie the area north of the river to the Grand Avenue business district. A new pedestrian bridge under the Grand Avenue Bridge to link the north area hotels to the Hot Springs Pool enhances retail viability of area.
10. West Downtown. Industrial and government uses continue.
11. Parking Location/Design. Surface parking lots continue to be constructed, but with improved landscaping and design. Business improvement district provides new structured parking facility on west edge of downtown for employees, near bypass interchange and rail station.
12. Signage. Improved directional signage added throughout the downtown to direct visitors to river access and other main points of interest. No special sign design controls on Grand or elsewhere in downtown.
13. Gateways. No special treatment of Grand and Sixth Street entryways into downtown. Sixth Street character changes increasingly to auto-oriented commercial and chain-style architecture. Buildings turn sides and back on Sixth Street rather than orienting front entrance to street and set back from road to provide more parking.

Organization/Management

1. Organization. Business improvement district formed to cover the entire study area, both

north and south of river. BID takes major role in improving parking availability, management of downtown, business recruitment, and tourism marketing. Staffed with full-time executive director. Financing through property tax increment similar to existing GID.

2. Promotion/Business Recruitment. New BID takes leading in marketing Glenwood as a tourist destination. Downtown evolves more to an office center and erodes retail critical mass on Grand Avenue.
3. Design Review. City creates historic preservation commission to review applications to demolish designated historic structures, but owner consent provisions limit effectiveness.
4. Funding. Business improvement district with special taxing powers becomes major funding mechanism for parking and downtown management/promotion.

Economic/Marketing

1. Downtown Role. Downtown evolves towards a business service center/office function as retail erodes. Additional parking constructed for employees. Recruitment efforts focus on tourist-oriented businesses.
2. Office/Commercial. Office and non-retail commercial development begin to dominate Grand Avenue. Lack of design standards or controls on allowable uses along Grand Avenue permits establishment of non-retail "dead" spaces. New parking lots/structures built to ease employee parking shortage.
3. Retail. By-pass helps reduce downtown traffic, but lack of concentration on retail development lead to downtown evolving more as an office/business service center.
4. Tourism. Business improvement district works closely with merchants and lodging establishments to promote Glenwood Springs as a hub for exploring regional attractions. Increased emphasis on heritage tourism that focus on the area's rich Native American/Frontier Heritage and on river-oriented activities.

SCENARIO 3: SMALL-TOWN CHARACTER SCENARIO

Summary: Maintaining the existing small-town scale and character of downtown becomes a high priority of the city. Demolition of historic structures is subject to regulation, and new buildings are subject to compatibility standards so that they fit with the existing fabric of the central business district. New, well-designed parking lots and structures are built on the edge of the district primarily for employees; on-street and lots near Grand Avenue are reserved for customers and visitors. A new bypass is constructed running west of the Roaring Fork and the homes along Midland Avenue, and access to the rivers is improved. Rail corridor dedicated to transit and hike/bike trail. Steps are taken to make Grand Avenue and the downtown core much more pedestrian-oriented. Sixth Avenue and Grand Avenue are not widened. The Grand Avenue Bridge is replaced with a well-designed structure similar in size to the existing bridge. Sixth Avenue is targeted for smaller scale, non-auto oriented development more in keeping with the character of downtown. A new business improvement district is created to spearhead downtown management and promotion, as well as provision of parking and other services. An urban renewal authority is created to develop a mixed-use business park on the west edge of downtown to accommodate modern office buildings and to provide a new public park at the confluence of the Roaring Fork and Colorado Rivers. The existing city shops and wastewater treatment facility and industrial uses are moved to more appropriate locations outside the downtown.

PROS:

- Downtown character and atmosphere maintained.
- Retail preserved and strengthened downtown.
- Bypass greatly reduces through traffic.
- Development character north of river improved.
- Space provided for compatible office development.
- Connections to river improved and creation of park amenity.
- Broadened tourism base.
- Development interests seeking to do business in areas with a unique character attracted to invest in downtown by emphasis on preservation.

CONS:

- Overall cost of bypass (\$30-40+ million) and city's share siphons funds from other regional and community transportation projects.
- Bypass alignment west of Midland on slopes above city highly visible with potential environmental problems.
- Control of private property owners' ability to demolish or alter downtown structures spurs some investors to steer clear of downtown.
- Risk of urban renewal authority failure if business park not economically feasible. Associated costs of moving city facilities and existing businesses.

- Property taxes on local downtown businesses increased to fund business improvement district and full-time downtown association staff.

Key Elements:

Transportation

1. Traffic. The city contributes funds and undertakes a concerted lobbying effort to secure federal funding in order to speed the planning and construction of a new bypass to be built on an alignment west of the Roaring Fork and Midland Avenue.
2. Pedestrian environment. The city adopts a range of traffic-calming, pedestrian-oriented measures such as neck downs at intersections, raised/specially demarcated crosswalks, and longer crossing signals. Through trucks banned on bridge and Grand Avenue when by-pass completed. Emphasis also placed on creating pedestrian connections between various sectors of downtown: Grand Avenue and Cooper Street; western business park (described below under land use) along Roaring Fork River to Grand Avenue; Sixth Street and north area hotels. City also adopts design standards to ensure that retail facade is maintained along Grand (e.g., display windows). No widening of Sixth Street to accommodate automobile traffic.
3. Parking. Expanded business improvement district with special taxing authority generates sufficient funds to build structured parking and additional surface parking on periphery of downtown dedicated primarily to employees. On-street parking dedicated primarily to customers and visitors. New parking lots and structures subject to quality design/landscaping controls (e.g., interior and perimeter landscaping and edge treatment with fence or wall).
4. Transit/rail. Planning for transit and rail continues. Transit stop built in western business park along Roaring Fork, but end-of-line station is west of downtown. Transit corridor not shared with by-pass so that trail along river maintained.
5. Grand Avenue Bridge. No widening or lengthening of bridge--temporary repairs only with eventual replacement with bridge of same dimensions, but better appearance.
6. 8th Street/7th Street Bridge. No connection is constructed.

Land Use

1. Pedestrian atmosphere. See above.
2. Character/Design/Scale. 3-story height limit placed on buildings within core of downtown. Larger buildings (up to 5 stories) allowed only on periphery of downtown with special design controls to ensure compatibility with adjacent residential neighborhoods (e.g., stepbacks) or

elsewhere if upper stories devoted to housing. No new parking lots allowed on Grand Avenue or Cooper Street between 7th and 9th. Other parking lots and structures subject to quality design regulations including landscaping, ground floor retail/office requirement (for structures), etc. Contextual design controls adopted for new construction with staff (not preservation commission) review of elements such as height, setbacks, materials, etc. but not architectural detail. New buildings on Grand Avenue between 7th and 9th must have retail features (prominent entries, large display windows, etc), but no controls on non-retail uses.

3. Historic Preservation. The city creates preservation commission and adopts historic building demolition and alteration controls for downtown without requirement for owner consent or a super-majority vote of council to designate over owner objection. Height limitations reduce pressure for demolition. City creates revolving facade loan/small grant program to provide incentive for renovation vs. demolition.
4. Residential/Housing. Prohibition of conversion of single-family residential development on the periphery of downtown to potentially incompatible restaurant/entertainment uses enacted. New large-scale office and residential buildings on the edge of downtown subject to design controls to ensure compatibility with surrounding one and two-story homes. No surface parking lots allowed to intrude into residential areas or lot combinations on residential streets to accommodate larger buildings. City creates zoning incentives for new housing above commercial uses in the downtown by allowing height if additional floors dedicated to housing.
5. Retail. Bypass and truck traffic reduction on Grand Avenue creates better retail environment as does on-street parking reserved for customers and visitors. New buildings on Grand Avenue between 7th and 9th must have retail features (prominent entries, large display windows, etc), but no controls prohibiting non-retail uses. Business improvement district undertakes targeted recruitment campaign for niche retail uses.
6. Alleys. City encourages clean up of alleys including covering/relocation of utility boxes and services, painting/cleaning of rear facades. New buildings required to have some architectural treatment of rear facades and rear shop entrances.
7. Government Land Use. The city works with Forest Service and county to retain existing office functions in downtown and assists with relocation of shop and non-office functions. County jail is moved west of the courthouse to a new, well-designed facility that fits in with downtown in terms of architectural style and mass. City accelerates timetable for moving city shops and water treatment facility. Contributes land to urban renewal authority to develop a modern business park and open space recreational facility at the Roaring Fork/Colorado confluence. City Hall stays downtown to continue as an important business anchor.

8. River Connections. Better signage is provided to guide visitors to the Roaring Fork River. Bypass built on westerly alignment, thereby helping to maintain current access to river. New business park/open space facility just east of Roaring Fork River features direct access to confluence of the Colorado and Roaring Fork Rivers. A whitewater kayaking course is established on the Roaring Fork above the confluence and promoted as a recreational and tourist attraction.
9. North Downtown. No widening of Sixth Street to accommodate additional traffic through downtown. City adopts use and design controls to discourage auto-oriented uses (such as fast-food restaurants and auto dealers) and national chain architecture along this entry corridor. Bus service increased between downtown core and north hotels and streetscape improvements (such as landscaping and detached sidewalks) made to encourage walking to Hot Springs Pool and downtown.
10. West Downtown. City creates urban renewal authority to redevelop and improve western gateway to downtown as an attractive mixed-use business park featuring offices (including government facilities), restaurants, a conference center with lodging, and amenities such as open space/recreational facilities along the Roaring Fork and Colorado Rivers. Existing industrial and municipal uses phased out and moved to more appropriate locations. Urban renewal agency acquires and clears land, upgrades utilities, and sells land at via a series of development agreements to private development firms.
11. Parking Location/Design. See above.
12. Signage. Improved directional signage added throughout the downtown to direct visitors to river access and other main points of interest. Special sign controls adopted in core retail area to be more compatible with historic context.
13. Gateways. Business improvement district and city cooperate to provide unified downtown entryway theme through landscaping, signage, lighting, and traffic calming measures. New buildings must be constructed at right-of-way line without setbacks where appropriate with primary entrance fronting Sixth or Grand. Link from 8th Avenue Bridge to downtown completed with improved landscaping, street furniture, and lighting.

Organization/Management

1. Organization. Business improvement district formed to cover the entire study area, both north and south of river. BID takes major role in improving parking availability, management of downtown, business recruitment, and tourism marketing. Staffed with full-time executive director. Financing through property tax increment similar to existing GID.
2. Promotion/Business Recruitment. New BID takes leading in marketing Glenwood as a tourist destination. BID identifies key retail gaps in downtown and potential markets and

then undertakes targeted recruiting effort.

3. Design Review. City creates historic preservation commission to review applications to demolish designated historic structures. Designation does not require owner consent or super majority council vote. Review of new construction is by staff according to contextual standards that focus on height, setbacks, roof lines, and similar contextual considerations, not architectural detail.
4. Funding. Business improvement district with special taxing powers becomes major funding mechanism for parking and downtown management/promotion. City contributes money to create a special facade renovation grant/loan program to provide incentives for restoration of historic structures. Urban renewal authority issues revenue bonds to be repaid by sales of property for development.

Economic/Marketing

1. Downtown Role. Downtown maintains a balance among retail/entertainment, office, and tourist uses. City and BID work to maintain retail function of downtown while accommodating additional office development in appropriate locations and at an appropriate scale. Additional parking built at western edge of downtown for employees and commuters to free up spaces in core for tourists and shoppers. Increased emphasis in recruitment efforts on retail/entertainment use that appeal to tourists.
2. Office/Commercial. Office and non-retail commercial development encouraged off of Grand Avenue, particularly on periphery of downtown and new business park on western edge of business district. Design standards or controls on allowable uses along Grand Avenue forestalls establishment of non-retail "dead" spaces. New parking lots/structures built to ease employee parking shortage.
3. Retail. Traffic control measures, targeted tourism marketing, and focused retail recruitment help strengthen retail sector downtown. Design controls on Grand Avenue maintain retail-oriented space.
4. Tourism. Business improvement district works closely with merchants and lodging establishments to promote Glenwood Springs as a hub for exploring regional attractions. Increased emphasis on heritage tourism that focus on the area's rich Native American/Frontier Heritage and on river-oriented activities. New urban renewal authority explores need/feasibility for medium-sized conference/convention facility in west business park along Roaring Fork River.

**GLENWOOD SPRINGS DOWNTOWN PLAN
ALTERNATIVE DEVELOPMENT SCENARIOS
SUMMARY MATRIX
June 1998**

	Alternative 1: Current Trends Continue	Alternative 2: Transportation-Oriented Scenario	Alternative 3: Small-Town Character Scenario
TRANSPORTATION			
1. Traffic/Bypass	No bypass constructed.	Bypass constructed along Roaring Fork River.	Bypass constructed west of Midland Avenue.
2. Pedestrian Environ.	Minor steps to improve with longer crossing signals and special crossing pavers.	Bypass greatly reduces downtown traffic, enhancing ped. atmosphere.	In addition to bypass, city adopts traffic calming measures. Through trucks banned on Grand Avenue. Sixth Street not widened.
3. Parking	Additional surface lots. No location or design controls.	Well-designed structured and surface parking lots built. On-street parking primarily for customers and tourists.	Structured parking built for employees. On-street parking primarily for visitors/customers. Design and landscaping stds. for new parking lots.
4. Transit Rail	Transit line on railroad corridor with downtown station as terminus.	New transit line with downtown station built on Roaring Fork rail alignment, but with terminus west of downtown.	New transit line with downtown station, but terminus west of downtown.
5. Grand Ave. Bridge	Bridge and 6 th Avenue approach are widened.	Bridge replaced with similarly sized structure, but design improved.	No widening of bridge. Eventual replacement of similarly sized structure, but better design.
6. 8 th Street/7th Street Bridge Connection	No link constructed.	New direct link constructed.	No link is constructed.
LAND USE			
1. Pedestrian Environ.	Traffic on Grand Ave. erodes ped. atmosphere.	Bypass greatly reduces downtown traffic, enhancing ped. atmosphere.	See above.

	Alternative 1: Current Trends Continue	Alternative 2: Transportation-Oriented Scenario	Alternative 3: Small-Town Character Scenario
2. Scale/Design/Character	5-story office buildings and more surface parking erodes downtown character.	5-story office buildings and more surface parking erodes downtown	3-story height limit on buildings in core. Special design controls elsewhere to ensure compatibility of larger buildings. No new parking lots allowed on Grand and Cooper. Buildings on Grand must have retail features such as display windows.
3. Historic Preservation	Preservation controls adopted, but owner consent requirement reduces effectiveness. Demolition continues.	Preservation controls adopted, but owner consent requirement reduces effectiveness. Demolition continues.	Preservation controls without owner consent adopted. City creates revolving rehab fund.
4. Residential/Housing	Office and parking lot development impinge on residential neighborhoods	City restricts conversion of houses to non-residential uses, but permits demolition for parking lots and office buildings.	Conversion of homes to non-residential uses prohibited. No parking lots allowed in residential areas. Height bonus for residential above office/retail in downtown.
5. Retail	Grand Ave. retail erodes due to traffic and bridge widening.	Reduced traffic due to bypass helps retail, but offset by intrusion of office and service uses.	Bypass and design controls enhance retail atmosphere on Grand. BID recruits retail uses.
6. Alleys	No action to improve alleys.	No action to improve alleys.	Alleys spruced up. New buildings required to have attractive alley facades/entrances.
7. Govt. Land Use	City facilities not moved. Forest Service and county facilities move from downtown.	City Hall and county jail moved out of downtown, but city shops and wastewater remain in place. Forest Service moves from downtown.	County and Forest Service offices remain in downtown as does county jail. City hall remains, but shops and wastewater facility move.
8. River Connections	Transit line and city facilities cut off Roaring Fork River from downtown.	Construction of bypass and transit line cut off Roaring Fork from downtown.	Bypass location helps maintain river access. New business park provides open space/park along Roaring Fork.

	Alternative 1: Current Trends Continue	Alternative 2: Transportation-Oriented Scenario	Alternative 3: Small-Town Character Scenario
9. North Downtown	6 th Avenue widening leads to more auto-oriented retail.	Bypass reduces traffic on 6 th and ped. bridge under Grand Avenue Bridge helps strengthen retail.	Bypass reduces traffic on 6 th and ped. bridge under Grand Avenue Bridge helps strengthen retail. City adopts controls to discourage auto-oriented uses.
10. West Downtown	Industrial and government uses continue.	Industrial and government uses continue along river.	City creates urban renewal authority to redevelop western portion of downtown along river into mixed-use business park.
11. Parking Location/ Design	More surface lots built randomly throughout downtown.	Surface parking constructed with better design/landscaping. Parking structure built on west edge of downtown.	See above.
12. Signage	Improved signage to river and local attractions, but no special sign controls.	Improved signage to direct visitors to river and other attractions.	Improved signage to direct visitors to river and other attractions. Special sign controls adopted in core retail area to be more compatible with historic character.
13. Gateways	No special treatment for Grand and 6 th Gateways.	No special gateway treatments.	BID and city cooperate to provide unified downtown entryway theme.
ORGANIZATION/ MANAGEMENT			
1. Organization	GID does not expand. Downtown organization remains voluntary.	Business improvement district (BID) formed to cover entire downtown. Plays major role in parking, management, and promotion. Full-time staff.	Business improvement district (BID) formed to cover entire downtown. Plays major role in parking, management, and promotion. Full-time staff.
2. Bus. Development/ Promotion	Chamber continues to take lead in tourism marketing.	BID takes lead in promoting downtown and tourism, but office uses come to predominate.	BID takes lead in promoting downtown and tourism. Focuses on attracting new retail uses to fill gaps.

	Alternative 1: Current Trends Continue	Alternative 2: Transportation-Oriented Scenario	Alternative 3: Small-Town Character Scenario
3. Design Review	Preservation commission created, but not effective due to owner consent requirement.	Preservation commission created, but not effective due to owner consent requirement.	Preservation commission created with power to designate structures without owner consent. Staff conducts review of new construction.
4. Funding	GID funds surface parking lots. No new special taxing powers.	BID has special taxing powers and generates funds for parking and downtown management/promotion.	BID has special taxing powers and generates funds for parking and downtown management/promotion. City contributes money for downtown renovation fund. Urban renewal authority issues bonds for redevelopment project.
ECONOMICS/ MARKET			
1. Downtown Role	Retail erodes as office and service functions grow. Tourism increases modestly.	Downtown evolves into an office/service center as retail erodes. Parking built for employees. Recruitment focuses on tourist uses.	Downtown maintains a balance among office, retail, and tourist uses. New office buildings allowed in selected locations.
Office Development	New office buildings constructed; begin to replace retail.	Office/service uses intrude on Grand Avenue. Create non-retail "dead" space on Grand.	Office and non-retail development encouraged off Grand Avenue. Design controls on Grand help avoid non-retail dead spaces.
3. Retail	Retail erodes due to increased traffic and office construction. 6 th Ave. becomes auto-oriented.	Bypass helps reduce traffic on Grand, but office/service uses reduce retail critical mass.	Reduction in traffic and targeted recruitment efforts help strengthen retail sector.
4. Tourism	No new marketing efforts or development of new attractions.	BID promotes Glenwood as regional tourist center. Increased emphasis on heritage tourism.	BID promotes Glenwood as regional tourism hub. Heritage tourism emphasized.

APPENDIX E: LAND USE & DESIGN

CITY OF GLENWOOD SPRINGS

Downtown Neighborhood Plan

LAND USE AND DESIGN PAPER

March 9, 1998

RNL Design

Clarion Associates

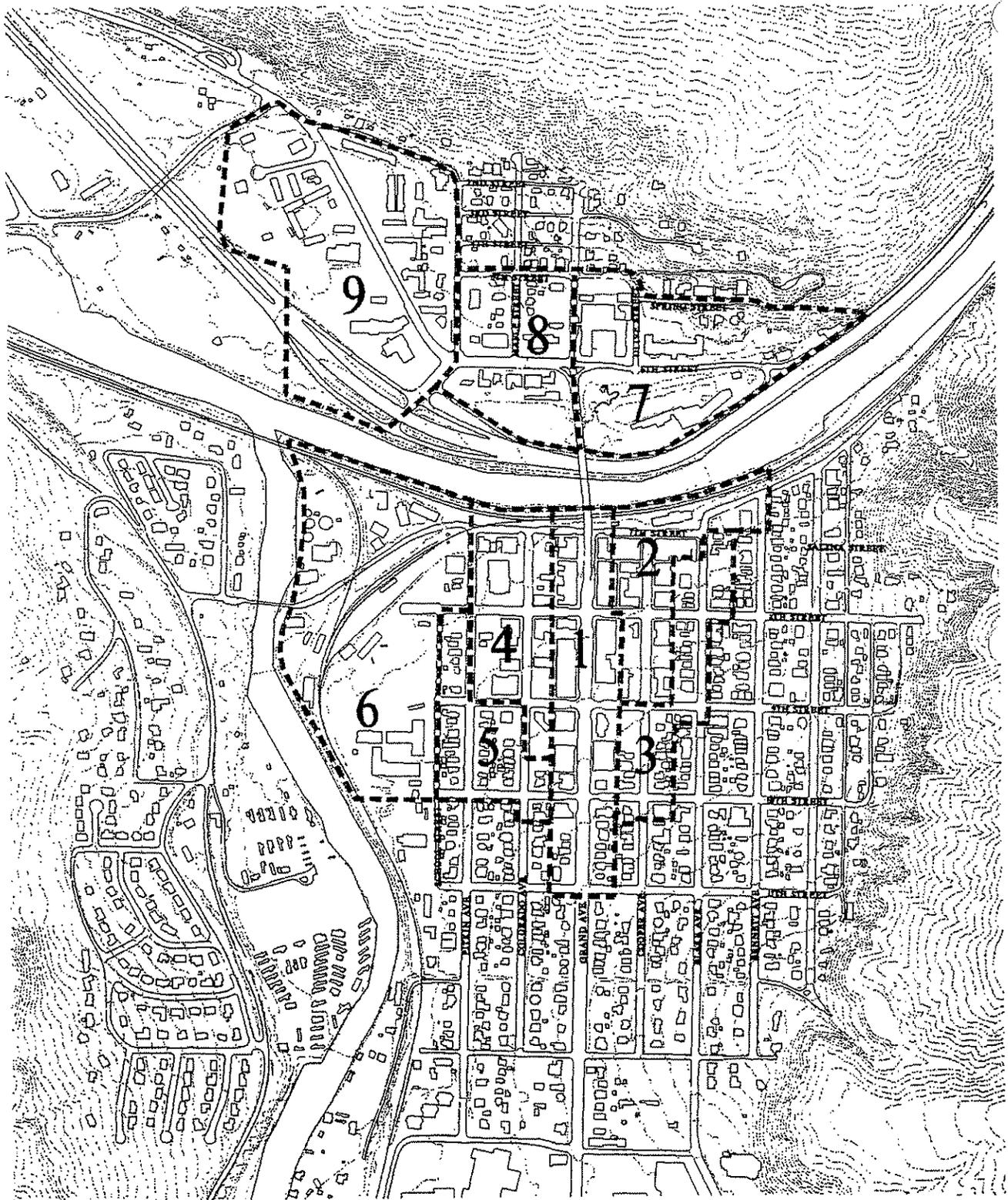
Charlier Associates

Mary Means Associates

Alan Richman Planning Services

City of Glenwood Springs Downtown Neighborhood Plan

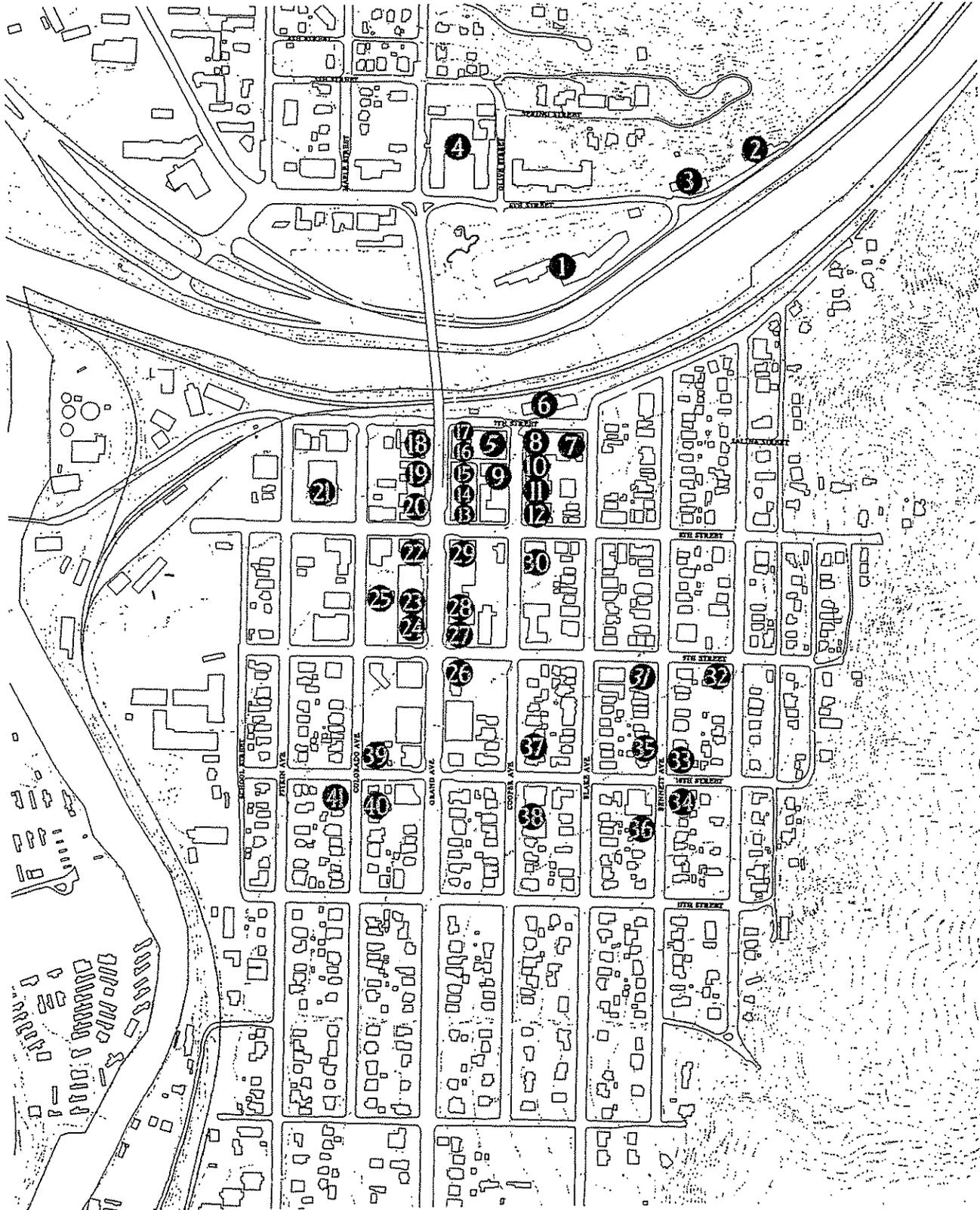
Description of Subareas



Map of Downtown Subareas

City of Glenwood Springs

Map of Historic Sites



Map of Historic Sites



City of Glenwood Springs

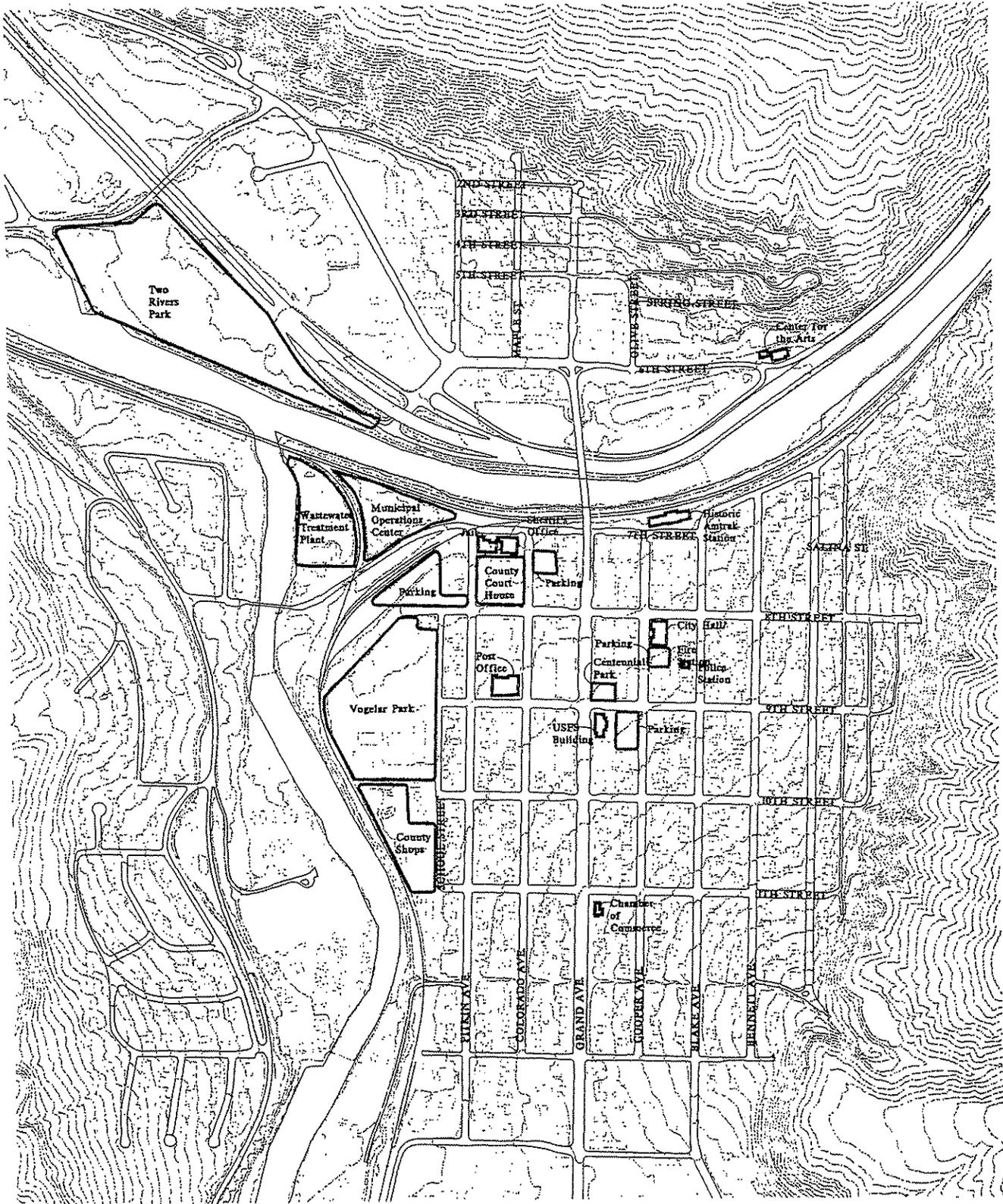
Key of Historic Sites

- 1 401 North River
Glenwood Springs
Stone Bath house (1890)
- 2 709 East Sixth
Vapor Caves '3
(1889)
- 3 601 East Sixth
The Glenwood Electric
Company (1886)
- 4 576 Pine Street
Hotel Colorado
(1893)
- 5 312 7th Street
The Odeon Theatre
(1890)
- 6 413 7th Street
Denver & Rio Grande
Railroad Station (1904)
- 7 420 7th Street
The Rex Hotel
(1898)
- 8 402 7th Street
The Hotel Denver and
Star Hotel (1905)
- 9 715 Cooper Ave.
Veltus Building
(1890)
- 10 716 Cooper Ave.
Ed Bosco Saloon
(1897)
- 11 720 Cooper Ave.
The Sheridan Building
(1895)
- 12 732 Cooper Ave.
The Blake Block
(1885)
- 13 732 Grand Ave.
Old Hotel Glenwood Site
(1884)
- 14 726 Grand Ave.
Glenwood Barber
Shop (1884)
- 15 724 Grand Ave.
E.L. Pelsar Jewelry Store
(1900)
- 16 722 Grand Ave.
Union Globe Building
(1900)
- 17 714 Grand Ave.
The Mirror Saloon
(1884)
- 18 701 Grand Ave.
Topic Bar
- 19 715 Grand Ave.
The Silver Club
(1895)
- 20 731 Grand Ave.
H.R. Kamm Building
(1888)
- 21 109 8th Street
County Courthouse
(1928)
- 22 SW Corner of 8th and Grand
Citizen's Bank
(1913)
- 23 825 Grand Ave.
I.O.O.F. Building
(1905)
- 24 831 Grand Ave.
Armory Building
(1913)
- 25 818 Colorado Ave.
The Deacon Building
and Livery (1913)
- 26 900 Grand Ave.
Federal Building
(1918)
- 27 824 & 826 Grand Ave.
Hughes Wholesale &
Retail Liquors (1905)
- 28 822 Grand Ave.
J.C. Schwarz Mercantile Company
(1887)
- 29 802 Grand Ave.
First National Bank
(1887)
- 30 806 Cooper Ave.
The Barlow Hotel
(1884)
- 31 903 Bennett
Senator Edward Taylor's Home
(1904)
- 32 SW Corner of 9th and Palmer
The Starr Manor
- 33 930 Bennett Ave.
Senator Napier's House
(1912)
- 34 1002 Bennett Ave.
Dr. William Crook's House
- 35 925 Bennett Ave.
Parkinson House
(1889)
- 36 512 10th Street
Glenwood Sanitarium
(1908)
- 37 932 Cooper
Kaiser House
(1902)
- 38 1016 Cooper Ave.
First Presbyterian Church
(1887)
- 39 932 Colorado Ave.
The Dougan Home
- 40 1008 Colorado Ave.
J.R. DeRemer Home
(1893)
- 41 1001 Colorado Ave.
The Edinger House
(1905)

Key of Historic Sites

City of Glenwood Springs Downtown Neighborhood Plan

Public Lands Downtown



Public Lands Downtown

City of Glenwood Springs Downtown Neighborhood Plan

Land Use Analysis Report

The purpose of this background report is to identify and explore key downtown land use and design issues. For example, what should be done with some of the large, vacant or underutilized lots downtown? How can the north and south sections of downtown be better tied together?

Based on the public opinion survey, consulting team interviews with business and government leaders, landowners, employees, and citizens, and the City's Comprehensive Plan, the consulting team has identified a number of key goals and objectives that guided our discussion of land use and design issues:

1. Downtown should maintain and strengthen its role as the retail/entertainment, office/government employment, and tourist hub of the area.
2. New development should respect the attractive small-town scale and historic context of the Central Business District (CBD).
3. The pedestrian atmosphere of the Downtown has been eroded and should be recouped.
4. Connections to the Roaring Fork and Colorado Rivers should be created.

The Advisory Committee should consider these goals and suggest changes and additions to the list.

For purposes of this discussion, the Downtown has been divided into 9 subareas. The boundaries of these subareas should be reviewed by the Advisory Committee and revised as necessary.

The report first presents an overview description of each subarea and then identifies key issues and options to consider. Recommendations are made in some instances to foster further discussion.

City of Glenwood Springs Downtown Neighborhood Plan

Description of Subareas

1. Grand Avenue Business District

Discussion:

The Grand Avenue Business District represents the key element of the Downtown retail core. This district extends from 11th Street to 7th Street, although the blocks between 11th and 8th Street actually contains a mix of retail, commercial and residential uses typical to many vibrant downtowns.

Grand Avenue has a strong pedestrian character, buildings fronting the street have storefront windows and displays attractive to pedestrians. A few buildings break this streetfront alignment (such as where Quizno's is located, the "mall" at 10th and Grand, and the long blank wall of the bank building at 8th and Grand). Most buildings are 2 stories in height, although a few prominent structures (bank, federal offices) are taller. There are also several parking lots that limit the continuity of the street edge.

The intersection of Grand Avenue with 7th Street offers a poor image of this key district. Instead of an arrival point or a public place, it is a dark place under the Grand Avenue bridge. The Colorado West Detox Center building fronting on Grand Avenue is not contributing to a needed continuity of retail, the typical main street attraction. With the new enhanced street paving here, it is quite pleasant to walk along this part of Grand Avenue, although the public improvements reportedly have reduced the volume of retail business by cutting off auto access and thus some visibility. Unfortunately, there is no destination to reach and no prominent connection to the river.

Much of the north end of this district has been negatively affected by the Grand Avenue Bridge and the high volume of through auto traffic it carries. The City should be wary of any expansion proposals for the bridge. Widening of the bridge would greatly reduce the width of the pedestrian environment while placing building facades at an uncomfortable distance to the bridge. It would also cut off auto access on the east. Lengthening the bridge would restrict access and turning movements at 8th, further congesting the area. The pedestrian has difficulty in crossing Grand Avenue, and cars struggle with turning movements as well as parking along the street. 7th Street is also an important pedestrian connection to the Hot Springs and across the Colorado River.



City of Glenwood Springs Downtown Neighborhood Plan

Description of Subareas

The south end of this sub-area (11th-10th Street) is an important transition area and gateway to the downtown core. As the character of the buildings change from residential to commercial, setbacks also adjust, thus reinforcing the entry into the downtown business district. The mix of uses changes along the south edge of this subarea as the commercial uses are much more service oriented. The USFS's primary administration building is also located along Grand Avenue. The USFS has been considering vacating the building to consolidate their offices outside of downtown.

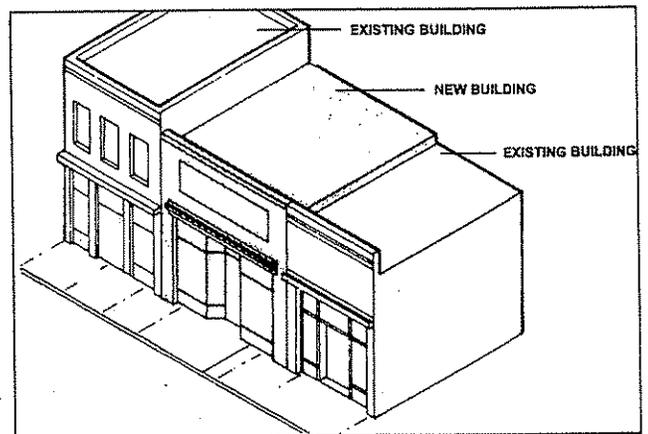
Minimal housing exists today along Grand Avenue. Multi-story, multi-unit housing would fit appropriately with the building context along Grand Avenue. Affordable housing should be investigated. If housing is going to thrive along Grand Avenue, a small grocery store and drug store are also desirable to serve residents.



Issues/Options:

A. Future Land Use:

A key issue is the need to maintain retail continuity: ground floor retail uses with large display windows contribute to the downtown character and encourage pedestrians to browse along the street. Non-retail uses of ground floor building space should be discouraged, especially between 7th and 9th. If further intrusion is allowed, all retail uses may suffer as the street walking/shopping experience erodes. Design controls (e.g., maintaining display windows and limiting building width or bays to existing scale) would be helpful in strengthening Grand Avenue's visual identity and ensure that buildings complement the traditional street scene. In addition, locating new building fronts at the sidewalk edge and orienting building entrances to the street will maintain pedestrian interest and urban vitality. If traffic continues to increase on Grand, it is likely that retail will continue to disappear on Grand Avenue, particularly as the



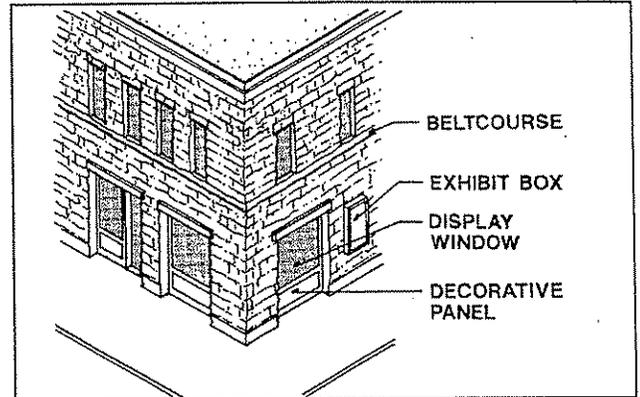
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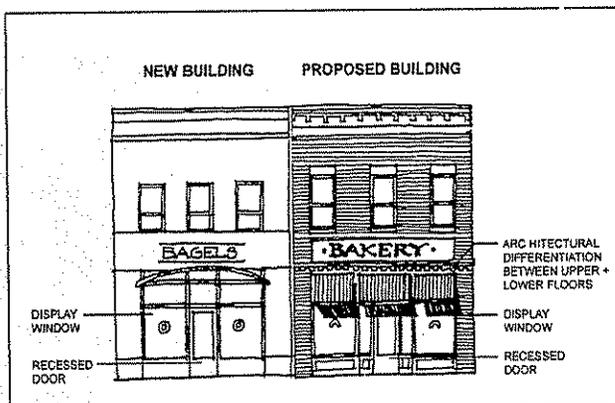
distance to the retail core at Grand and 8th increases. The City needs to decide whether a concerted effort should be made to retain retail north of 9th or if efforts to provide attractive retail space should focus elsewhere in the Downtown (e.g., on Cooper).

B. Pedestrian Character:

This area should set the image for the downtown core as well as provide for the most intense levels of pedestrian amenities. It is specifically the small town character of Grand Avenue that attracts visitors and residents alike. Protecting the small-scale pedestrian image here is one key to the success of downtown. Improvements could include decorative paving at intersections, street furniture, and plantings. Neck downs to lessen the distance the pedestrian must travel to cross Grand Avenue should be considered. Buildings can also provide architectural detail which can reinforce pedestrian activity with items such as awnings, storefront windows, signage and appropriate ornamentation. Lots that are used for parking need to also reinforce the adjacent building edge by providing low walls or fences to delineate the pedestrian right of way. The intersection of 7th and Grand is another location that can attract pedestrian activity downtown. This area needs to provide more visual connection to the river. It could be a public gathering place or more of a T-intersection focusing the pedestrian to 7th Street.



C. Maintain Scale and the Historic Ambiance: Local citizens and visitors alike tell us how critical the existing scale of buildings is to Downtown's attractive character. To build on the existing character of the downtown, the preservation and rehabilitation of historic buildings should be promoted. Many communities in Colorado (Durango, Georgetown, Town of Eagle) exercise demolition and design review in their downtowns to maintain their historic character. Some offer rehabilitation incentives such as low-interest revolving loan funds or facade grant renovation programs to help offset the impact of design controls. New construction should be consistent with the existing context here where building heights align, setbacks to the street are consistent, and window and door locations are complementary to the organization of the existing buildings. The City should reassess its current zoning provisions that allow a 60' building height by special review, given the existing smaller scale of downtown. If all of the buildings along Grand Avenue were greater than three stories, the downtown character would change dramatically. In addition, if building heights along Grand Avenue were to increase without adequate parking provisions, parking demand in this subarea could become a problem.



D. Gateways:

The gateways through this subarea should be clearly delineated. The Grand Avenue bridge provides an obvious point of arrival. In the same respect, 11th Street needs to

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mark the entry into the south end of downtown. This will happen with the conversion of residences over time. Both arrival points should act as true gateways and can become so by public investment in pedestrian level lighting, street crossing treatment, neck downs, and landscaping.

E. Traffic and the Pedestrian:

Reduction of heavy traffic is fundamental to building a more “pedestrian-friendly” and “retail-friendly” environment. The primary conflict (described in more detail in the transportation paper) is that Grand Avenue is both a state highway and the downtown’s main street. The goal should be to accommodate as many cars as possible that are coming to downtown as their destination, while still providing a safe, attractive positive experience for the pedestrian. A bypass is a potential solution, although an expensive one, as discussed in the transportation paper.

F. Housing Incentives:

There have been planning discussions emphasizing the importance of adding to the number of housing units here to increase the daily duration of activity in the downtown area. Several communities within Colorado have provided incentives in their land use regulations to induce landowners to build housing in downtown locations. Aspen, for example, has adopted a floor area bonus in its commercial zone districts: The City allows an increase in the commercial floor area by 0.3:1, in exchange for the provision of 0.2:1 of affordable housing. The housing must be restricted to the City’s guidelines. Parking is required to be provided on-site for the housing, although the City has the option of accepting cash-in-lieu of parking or waiving the requirement altogether. The City has seen two to three dozen attainable housing units built in the downtown area as a result of this incentive. Other resort communities, such as Crested Butte and Telluride, also provide similar incentives for affordable housing.

Since the C-2 zone district does not have a floor area ratio, one way that Glenwood Springs could use an incentive of this kind would be to amend the existing provision that allows the height of buildings in the C-2 zone district to be increased from 36’ to 60’ by special review. Special review would be granted only when some amount of affordable housing will be built on-site.

Other communities promote housing on 2nd and 3rd floors--often dead space from a commercial perspective--by allowing mixes of uses within a single structure.

G. Signage:

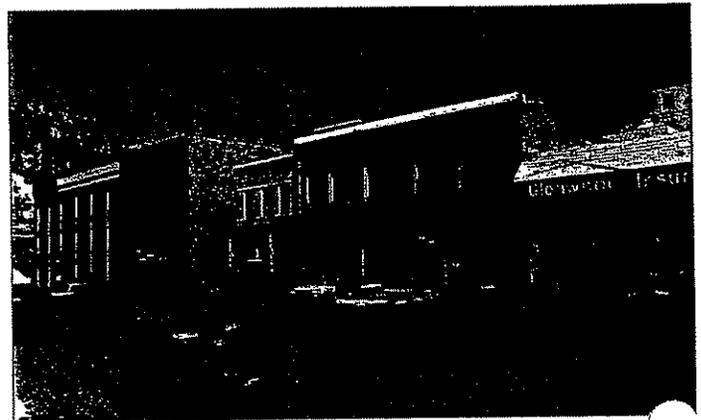
The City should create some attractive signs that display a map of the Downtown area and locate these at high use areas around the Downtown. These signs could help to guide visitors to such hard-to-find places as the Center for the Arts and the retail/pedestrian bridge to Two Rivers Park.

2. 7th and Cooper Commercial District

Discussion:

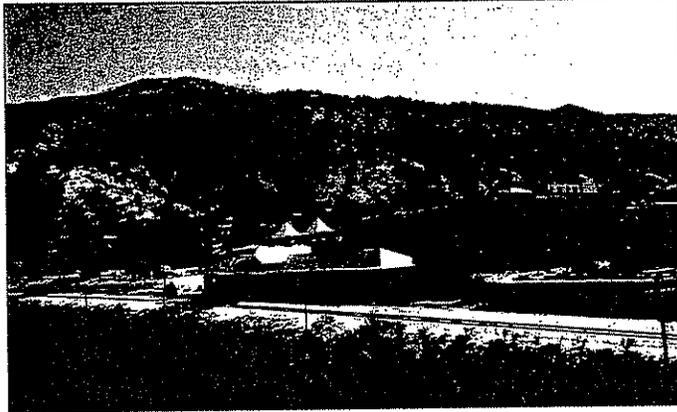
The 7th and Cooper Commercial District, the historical heart of downtown, is notable for several positive features. First, the blocks along 7th Street offer the most attractive pedestrian-oriented development found along the river. The historic Amtrak Station adds further to this character, although even in this area there remains both a physical and a visual gap between the City and the river.

Several important buildings “anchor” this sub-area, including the Hotel Denver, City



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District, buildings in the 7th and Cooper Commercial District front along the street providing a strong urban image for this sub-area.

Alleys have an important function in this area of downtown. They are service corridors which enable most of the service activity to take place behind buildings rather than in the streets.

Issues/Options:

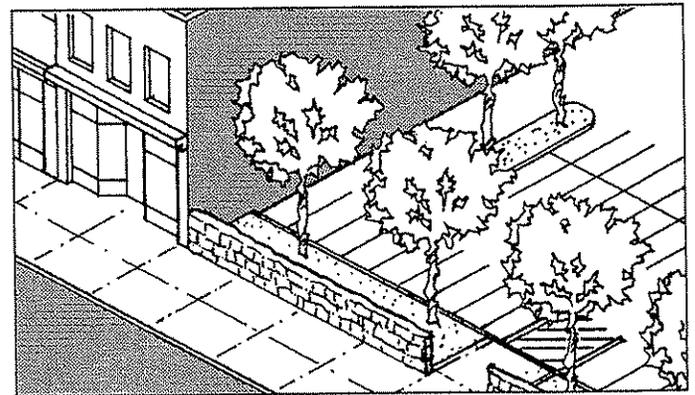
A. Future Land Use:

Due to the scale, pedestrian ambiance, and historic character of this area of downtown, it is easy to imagine an increase in retail/entertainment activity. This area of downtown could help to establish a strong commercial cross axis to enlarge downtown and draw people to a broader area. Cooper Street could be a wonderful retail/entertainment center with renovated storefronts, close in proximity to Grand Avenue, without the state highway traffic. The City should carefully consider if non-retail uses should be allowed on the ground floor of buildings in this subarea to promote increased retail activity.

This subarea also houses one of downtown Glenwood's greatest assets: an active city government employment center with plans for expansion and new construction. The City should always seek to locate public office facilities downtown. The office users contribute greatly to the success of downtown businesses. The City Hall is also part of downtown's traditional heritage and function as a government center. New planning and construction should consider providing parking and meeting space that could have multiple uses and could be used for other events after hours. Any replacement structures should provide ground-floor retail space.

B. Parking Lot/Parking Structure Design:

Several parking lots currently exist in this subarea. Parking lots should be treated with the same design sensitivity as buildings. A strong pedestrian edge should be provided. This can be accomplished with landscape or a low wall or fence at the pedestrian right of way. Parking structure design is equally as important. Many of today's best parking structures are designed to "fit" into a neighborhood. They are often brick buildings with retail shops located on the ground floor, masking the building's actual



Hall, and the Methodist Church. These buildings and their uses generate considerable activity, have a strong historic character, and are important cultural vestiges of the downtown core and the bridge, which once spanned across the Colorado River.

There are also several parking lots in this subarea that serve the office, hotel, and municipal uses.

Building heights in this district vary considerably. The Hotel Denver is 3 stories, while most other commercial buildings are 1 or 2 stories. Manor Glenwood is a 6-story, multi-family building. As is the case with the Grand Avenue Business

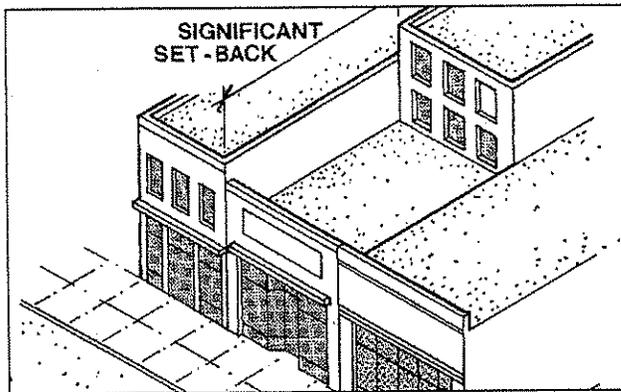
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use while providing pedestrian-oriented street front activity. Examples of this building type can be seen in Boulder, Aspen, and Lower Downtown in Denver, to name just a few.

C. Scale and Building Height:

Building height is of key importance to this subarea. One option for ensuring that new buildings fit within this subarea would be to have a hard 36-foot height limit, typical of many small city downtowns. With otherwise varying heights from one to six stories, continued redevelopment of this subarea will either build on its historic character or change it dramatically. A contextual approach would be to determine the appropriate height of a building by an examination of the block as a whole. If this area redeveloped with multiple buildings greater than three stories, the neighborhood character would change significantly. If larger buildings are allowed, they should be designed to reduce their mass.



D. Historic Context:

As Glenwood continues to grow with new residents and new buildings, this area provides a unique opportunity to maintain a connection with the community's heritage. Historic buildings help to make this connection. This area has several underutilized historic buildings, which at one time comprised Glenwood's downtown main street. Reuse of these buildings should be encouraged if not subsidized. Cooper Street, which was once linked with the historic bridge, crossing the Colorado River, offers an excellent opportunity for

redevelopment. The City should consider a variety of approaches currently used in other communities such as Durango, Alamosa, Castle Rock to enhance its historic context. Ideas range from demolition controls to new construction design standards to incentives for renovation. For example, Aspen has a number of historic preservation incentives in place. Aspen has expanded the list of allowable uses for historic properties in center zones. This has allowed such uses as restaurant, bookstore, bakery, and bed and breakfast along Main Street, which otherwise would have been prohibited in that zone district. The City also waives some of its mitigation requirements such as parking for historic buildings. As noted above, there are also a number of cities that provide grants or low interest loans for historic facade and building rehabilitation. State income tax credits are another option that can be utilized selectively.

E. Pedestrian Character:

Cooper Street should be "pedestrianized." Street trees should be added throughout this subarea to promote an attractive urban character. Pedestrian scaled lighting, street furniture, planters and even areas of specialty paving should be added to encourage additional development and redevelopment to this area.

F. Alleys:

The question has been raised whether alleys should be used as pedestrian rights-of-way and secondary building entrances. The City could spend substantial time and money upgrading the appearance of the alleys in this subarea.

Today the street fronts are still in need of pedestrian improvements. Consistent street trees, pedestrian lighting, benches, attractive sidewalks, and special paving areas are important additions to build and expand the future retail environment.

Consequently, the City's priority should be to build the street fronts and perhaps in time, with additional activity in this subarea, the market would support secondary alley entrances and storefront development.

G. River Access:

It is very difficult to get to the rivers edge from 7th Street. First, there is a sharp change in

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grade from street level. Next, you must cross the railroad tracks. Finally, there is a flat, narrow area followed by another very sharp drop to the river. The best opportunity would be to build a stairway off the east side of the existing pedestrian bridge that would drop onto the river bank. This would take substantial regrading to make this into a spot where people could safely reach the river. It may not be desirable or worth this effort as the land is also very close to the tracks and then drops off so precipitously.



3. East Downtown Residential

Discussion:

The East Downtown Residential Sub-Area is located immediately east of the Grand Avenue Business District and the 7th and Cooper Commercial District. This sub-area has a character that is similar to the other downtown residential neighborhoods in that: (1) most of the houses are relatively modest, older buildings of one or two stories, (2) setbacks are relatively uniform, and (3) building materials are primarily wood.

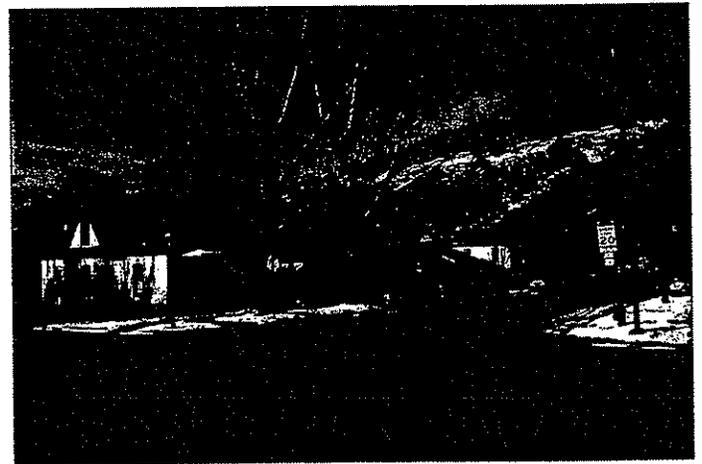
This sub-area differs from the West Downtown Sub-Area in several respects. First, there has been greater conversion of houses to non-residential uses in the East, (i.e. Bed and Breakfast locations), as compared to the West Downtown Residential Sub-Area. Second, there are several multi-story structures and large hotel parking lots in the East Downtown Residential Sub-Area (such as Manor Glenwood II and other multi-family dwellings). Such multi-family uses are not found in the West Downtown Residential Sub-Area.



Issues/Options:

A. Future Land Use:

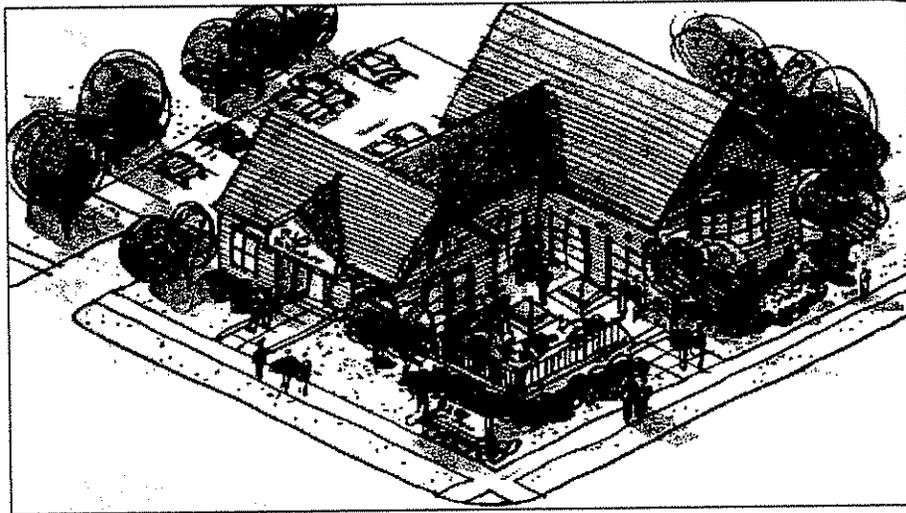
One of the most important questions for this subarea is : Should conversions of these single-family homes to non-residential uses continue, or should restrictions be put in place requiring that the homes be maintained as a residential land use? One issue that has been raised is the compatibility of many commercial uses with adjacent residential neighbors, for instance, restaurants or bars.



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An additional land use question is should parking be allowed as a land use in this subarea? If so, standards should be applied so that it does not have a negative affect on the neighborhood or destroys the now consistent street edge.



B. Compatibility

Some of the most noticeable physical characteristics of this subarea are the common heights, setbacks, and materials associated with most of the buildings. If conversion occurs, these details should be carefully considered. Operational compatibility standards should also be considered. A few of the possible conflicts include: noise, parking, hours of operation, lighting, and fencing.

Finally, most of these residential buildings occur on small lots. On the other hand, commercial buildings often combine lots together. The issue of the scale created by multiple lot assemblage is critical. The City should adopt development review standards to prohibit lot combinations from occurring in this subarea, or the scale of residential character and, most important, availability of good downtown housing stock will be lost.

4. Courthouse District

Discussion:

The Courthouse Sub-Area consists of several blocks located immediately west of Grand Avenue that are dominated by the county courthouse, jail, and commercial buildings that relate to the Courthouse, including several buildings housing lawyers and others whose work relates to government functions. The current jail site includes some temporary buildings, security fencing, and outside exercise space for the inmates. The area is generally uninviting for pedestrians. Buildings in this area are relatively tall for the Downtown area, with heights of 2 to 4 stories. Their footprints and mass are also quite large. The area is also characterized by having numerous parking lots serving the Downtown area and the county facilities.



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Considering the proximity of this subarea's location, one block off Grand Avenue, and the demand for office space in the city, this area does not yet appear to have captured the potential commercial market.

A particularly important part of this sub-area are the blocks along 7th Street. At the present time, these blocks have the appearance of being a "missed opportunity". This is because there is little about them that might attract someone walking along Grand Avenue to make a left turn at 7th Street and walk along the storefronts. Although 7th Street is located directly across from the River, there has been no public or private effort to make the River visible to or connected with the urban environment here.



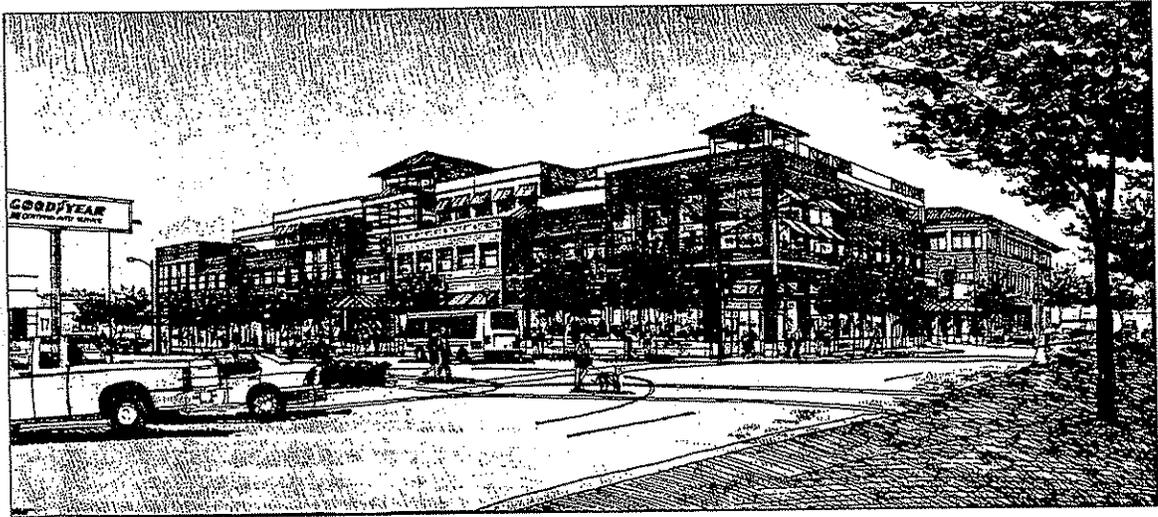
Issues/Options:

A. Future Land Uses:

Given the predominance of existing offices, the presence of the County Courthouse and jail, and the associated parking, it is unlikely that this subarea is going to attract significant additional retail activity. The availability of larger lots of land also exist as underutilized parcels become attractive for redevelopment and aid in enlarging downtown by drawing people to a broader area. Office and employment uses will likely continue as an important focal point for this portion of downtown. It will be critical that future land uses, including jail expansion, be in scale with the existing downtown context.

B. Parking:

The parking that exists today should be upgraded. No pedestrian edge zone exists that would encourage people to park and walk into downtown. Sidewalks, street trees, and pedestrian lighting should be considered. If a parking structure is added over time, the building should be designed to fit within the context of its surroundings. Providing supporting commercial uses at the ground floor of the building will be critical to maintaining an attractive, inviting, pedestrian environment.



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C. Connections through this Area:

If a future road connection is made from the west onto 8th Street and traffic increases accordingly, future land uses will be less amiable to pedestrian activity and retail businesses. There will be a likely connection to the river along 7th and 8th Streets over time. The design and function of these streets need to be kept in mind to ensure that the connection to the river is attractive and inviting.

There may also be a strong connection through this subarea to a future transit station. Complementary land uses should be contemplated to avoid a gap in this area. Street treatment and a solid pedestrian environment will be imperative to establish a contiguous expansion with the downtown.

5. West Downtown Residential

Discussion:

The West Downtown Residential Sub-Area includes two areas. First are the houses bounded by School Street, Pitkin Avenue, 8th Street, and 10th Street. These houses relate directly to the school campus. Second are the houses bounded by Pitkin Avenue, Grand Avenue, 9th Street, and 10th Street.

Most of the houses in these areas are relatively modest, older wood houses of 1 or 2 stories. Setbacks are relatively uniform, creating a positive interaction between pedestrians and houses that is reinforced by those dwellings that have porches. Building materials are primarily wood, with several brick structures. Although the vast majority of the buildings are used as single-family residences, there has been conversion of houses to non-residential uses (offices) in a few of these buildings.

Issues/Options:

A. Future Land Use:

The east and west downtown residential sub-areas are quite similar. The same primary issue exists here, though to a lesser degree. Should conversions of single family homes to non-residential uses be allowed to occur or should restrictions be put in place so that these structures remain as a residential land use? Additional controls will be needed to limit conversion of use and focus redevelopment and new construction of commercial/office space to the courthouse subarea and the riverfront public/industrial subarea.



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B. Compatibility:

Some of the most noticeable physical characteristics of this subarea are the common heights, setbacks, and materials associated with many of the buildings. If building conversions occur, these details should be carefully considered. Operational compatibility standards should also be carefully considered. A few of the possible conflicts include: noise, parking, lighting, fencing, and hours of operation.

C. Edge Relationship:

If a transit station is located in the riverfront public/industrial subarea, how is compatibility between residential land uses and a transit stop to be ensured? Strong pedestrian connections to all the leader streets will be important. Landscaped edges will provide an important buffer, and pedestrian lighting will contribute to the character and safety of the area.

6. Riverfront Public/Industrial Area

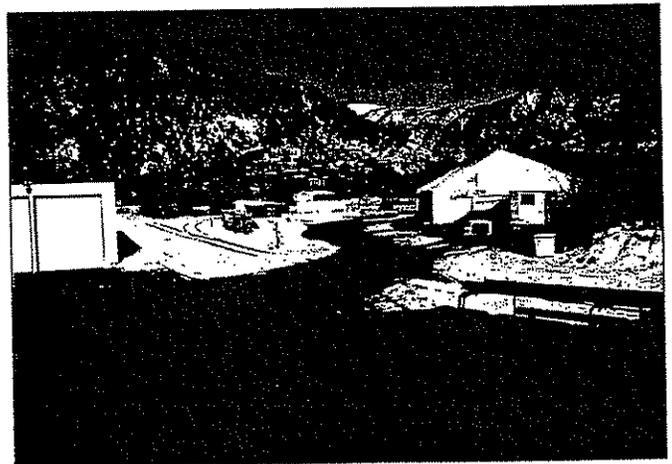
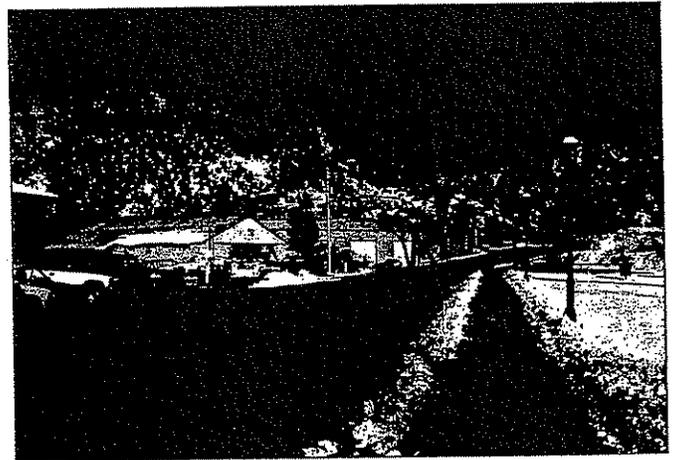
Discussion:

The Riverfront Public/Industrial Area is the largest sub-area in the planning area. It encompasses a wide variety of both public uses (the school, wastewater treatment plant and the City shops) and a large area of industrial businesses that are oriented to the railroad line and to 7th Street.

An important new element of this sub-area is the trail built along the Roaring Fork River, stretching north across the Colorado River to Two Rivers Park. There isn't a parking area or an obvious way to gain access to the trail from where it crosses 7th Street. If there were, persons coming from other parts of Glenwood or elsewhere in the Valley could get to summer events at Two Rivers Park without having to drive over the often-congested Grand Avenue Bridge. With the exception of the new trail, this sub-area turns its back on Colorado and Roaring Fork Rivers and their confluence. It's clearly an area of under utilization. A lack of connection and interaction with the River misses an opportunity for further public park investment. In fact, today the city shops and treatment facility actually block access to the river. Clearly, these uses are not a prime use of land for the downtown core.

The current elevated rail lines and embankments separate this subarea from the river. The rail lines and the undeveloped areas adjacent are an excellent future opportunity for either a highway bypass system and/or a commuter rail with a transit station.

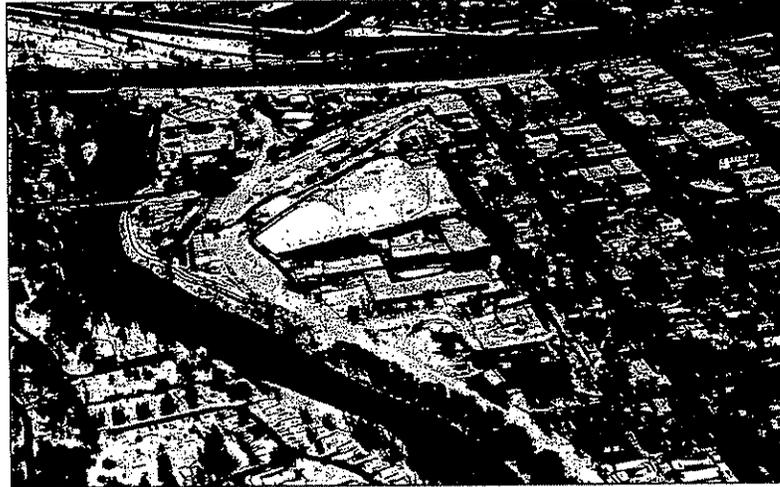
The industrial area along 7th Street stretches all the way to Pitkin Avenue, behind the courthouse (jail site). With the opening of the new alternative route along Midland Avenue, to the west of Downtown, 7th Street has become a more important entry into Downtown, making the industrial character here much less desirable as one approaches the downtown core. Because many of the buildings along this street house necessary public uses, it will likely prove difficult to find places to which these uses can be relocated.



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The school is a very distinctive use in this sub-area. It could have been drawn as a sub-area of its own, or could have been considered as an important feature of the adjoining residential neighborhood. It includes large playing fields that are an amenity for the area.



Issues/Options:

A. Future Land Uses:

It is clear that this area is underutilized today. It is unusual to see these types of land uses in a vibrant downtown and in close proximity to such prominent river landscapes. There is a tremendous opportunity which exists today only because of the presence of prime development land: potential sites for additional office space, and relocation and expansion of city hall and county facilities. These types of uses would serve to strengthen downtown and add to the core functions of the office, employment, retail and tourism based economy. If many of the uses which exist today were kept in place over time, downtown would continue to be constrained. It would remain cut off and isolated from the confluence and the Roaring Fork River. Current uses here don't support the key roles of downtown. Future land uses should support the current downtown economic base as an employment generator.

B. Connection with the River:

Any and all future redevelopment should connect with the river. A connection should also be made with the school and park with the river. Moving city hall here would provide just that opportunity. The City should explore this option vigorously.

C. Compatibility:

Compatibility with the park and school will be very important as uses change and levels of traffic change with the redevelopment of this area. In maintaining and creating an appropriate new scale, building height massing and setbacks from the street are just a few of the details which will be important to consider with redevelopment of this area. There have been discussions about whether this is still an appropriate location for a school and its associated park. We believe the answer is yes as it is in support of the downtown residences that are a key to the vitality and mix of uses downtown.

7. Hot Springs Pool

Discussion:

The Hot Springs Pool Sub-Area is located immediately east of the other sub-areas in this part of Downtown. Its character is defined by several large uses that dominate the area--the Hot Springs Pool and Lodge, the Hotel Colorado and the Vapor Caves. For many, it is the tourist destination of Glenwood and represents what people remember most about their visit. It epitomizes the historic community pride of Glenwood Springs.

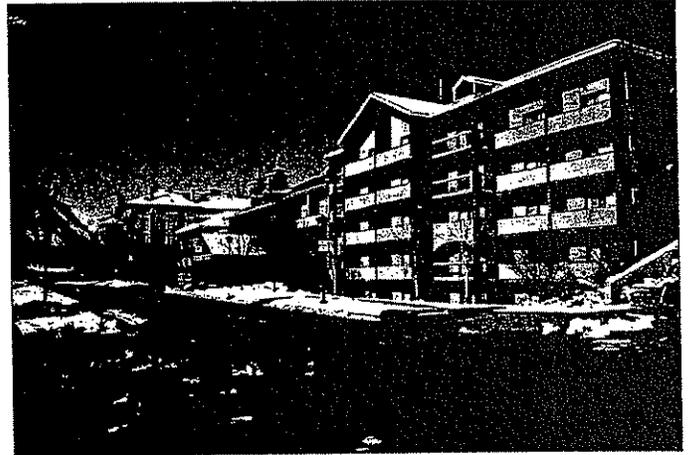
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The Glenwood Springs Center for the Arts is located near the Vapor Caves. Given its out-of-the-way location, this building would be missed by most visitors to the area unless they were looking for it.

The area around the Vapor Caves also serves as the entry to the running/biking trail along the highway.

The availability of parking in this area is an ongoing issue as the demand for spaces increase with the growing popularity of the pool and its related facilities.



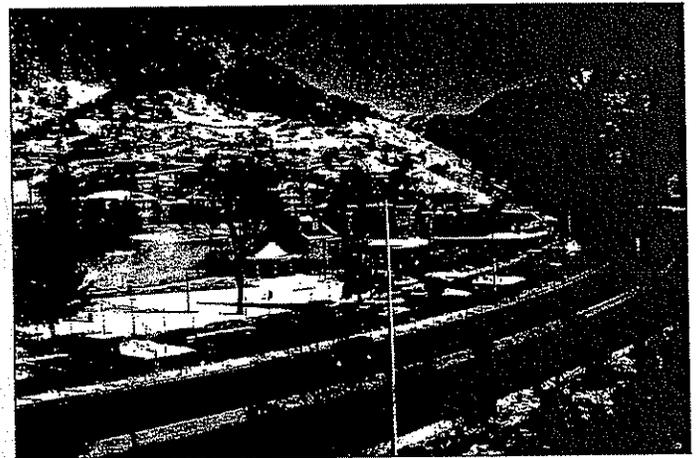
Issues/Options:

A. Future Land Use:

A key to maintaining the integrity of the current land uses. The land uses which exist today are stable and in many cases central to the attraction and success of Glenwood Springs. Any changes in uses and scale should be carefully reviewed.

B. Parking:

Additional parking may be needed to support the Hot Springs pool and its adjacent uses. If the parking is a surface lot, care should be given to minimize the size of area and provide adequate landscape to buffer the parking from adjacent uses. If a parking structure is added, it is imperative to design the



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building to fit with the scale and materials of surrounding development. This is another opportunity to have the ground level uses be retail/service oriented that cater to the hot pool, vapor caves, or possibly trailhead (bike rentals).

C. Signage:

The lack of signage in this area is a problem for most visitors. Directional signs to lead the visitor to the Glenwood Springs Center for the Arts, and the trailhead for the running/bike trail are needed.

D. Connection to North Downtown Residential and West 6th Street Commercial District:

Connection to and from the other north downtown neighborhoods are difficult today due to the quantity of traffic. Pedestrian crossing's with special paving. Additional neck downs to lessen the distance the pedestrian must travel are a few ideas. What is really needed is an alternative route or choice for the cars travelling Grand Avenue (see transportation paper).

8. North Downtown Residential/6th Street Commercial District

Discussion:

This subarea includes many commercial uses that front along 6th Street and residential structures along the blocks of Pine, Maple, Laurel and 5th Street.



The houses in this area are relatively modest, single-family homes, generally one-story in height. Most are older wood structures, although a few newer homes have been built using brick. There are also conversions of some of the residences to commercial use. The hillside immediately north of this subarea defines the Downtown planning area boundary.



The 6th Street Corridor is a highway-oriented commercial district, with its character defined more by the automobile than by the pedestrian. Despite the presence of sidewalks along 6th Street, the numerous curb cuts and large parking lots servicing the Hot Springs Pool along the street and the heavy traffic using this road leave pedestrians feeling somewhat out-of-place and threatened. It also provides a less than positive front door image from I-70 to the hotels, the Hot Springs, and the Grand Avenue bridge through Downtown Glenwood.

An especially poor intersection in need of some attention is the one at Grand Avenue, on the south side of 6th Street, where the pedestrian has to watch out for a constant flow of traffic around the curving street. This crossing is important, since there are many motels further west on 6th Street. Visitors are using this crossing to access the pool and the pedestrian bridge.

The uses in this area are also highway-oriented, including several gas stations, fast food restaurants, souvenir shops and a car dealership, serving both those exiting from I-70 and local traffic.

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Issues/Options:

A. Future Land Use:

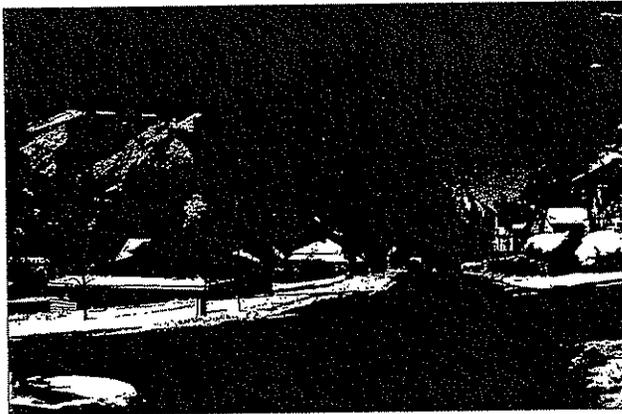
Should the goal be highway-oriented uses (gas stations, fast-food) or should it be to attract visitors to walk from their hotels and give them shopping opportunities on their way to the downtown core? Retail continuity along 6th Street could create an important link between the multitude of hotels which exist in the West 6th Street subarea and the downtown core. If this is goal, as redevelopment of this corridor occurs, retail land uses should be required. Siting of these uses must have a pedestrian orientation. Storefront windows, a sidewalk with a buffer from vehicular traffic, parking along the back or side of the building when possible are key ingredients.

B. Streetscape Image:

The character along 6th street sets the tone for the arrival into Glenwood Springs. A very cluttered image exists today. Street trees, signage, and lighting need to work together to set the stage for this gateway. Curb cuts should be limited to allow area for this to happen.

C. Widening of Bridge and Turning Lane:

These improvements could have a very significant affect on 6th Street businesses with the elimination of several businesses to accommodate the additional road width. The loss of those businesses would further erode the retail functions along 6th Street and make the area even less pedestrian-friendly.



9. West 6th Street Commercial District

Discussion:

This is an automobile-oriented commercial district, characterized primarily by motels and drive-in restaurants, typically with large asphalt parking areas located in front of the building. The restaurants appear to serve both visitors as well as those who work in the area and want a fast meal. There is also a small area of service-oriented businesses (the Pit Stop, lock repair, etc.) along west 1st Avenue, opposite the motels that are under construction (which replaced a car dealership). There will likely be pressure to redevelop these service uses once the motels are open.

The district is clearly changing, as some of the older "mom and pop" motels and restaurants are being replaced or supplemented by development of national chains. An example of the older buildings would be Rosi's restaurant, that has a Bavarian character. The new development is typified by the two motels now under construction (Hampton Inn and Holiday Inn Express) along West 1st Avenue.

City of Glenwood Springs Downtown Neighborhood Plan

Description of Subareas

With these changes, this district is losing much of its distinctive local character, and is turning into a commercial strip similar to those elsewhere in the country. This loss of local character is a concern, since West 6th Street is the visitor's direct link to the City's major attraction, the Hot Springs Pool.

The City built sidewalks with some decorative paving and installed street lights along this road several years ago, to enhance the pedestrian experience. The result is still somewhat deficient, as the relatively narrow sidewalks generally are not separated from the curb, leaving the pedestrian fairly close to what has become a very busy road. The best section of sidewalk is that in front of the Antlers (Best Western Motel), where there is a 5'-10' grass strip along the curb, with medium size trees planted in the strip, which considerably softens the impact of the road on the sidewalk.

The worst section of sidewalk may be in front of the motels that are under construction. The sidewalk is quite narrow here, without any decorative paving. Moreover, these new buildings turn their back to the street, having their primary access from West 1st Avenue, leaving the pedestrian with little of interest to see.

For the most part, buildings in the district are either crammed directly up against the sidewalk (Starlight Motel, Rosi's) or sited in a sea of asphalt (Silver Spruce Motel, A&W, Glenwood Motor Inn). One building that stands apart from the others, however, is the Antlers. The large, mature trees, shrubs and ground cover create an entirely different character for that development that feels much more relaxed and comfortable than the surrounding uses.

The intersection of West 6th Street and Laurel Avenue is a very busy one, with traffic from the Interstate, Downtown, and West Glenwood all meeting at this point. The resulting crossing of West 6th Street is quite wide. It could be desirable to install "neck downs" or some form of enhanced crossing in this area.

Issues/Options:

A. Future Land Use:

The clear function of this area will continue to be accommodations center for downtown Glenwood, with a possible new community center with large meeting rooms that could accommodate conferences and thus further strengthen economic activity in downtown.

B. Streetscape/Connection:

The future street environment should acknowledge, protect, and provide a positive pedestrian environment. All sidewalks should be detached from the street and provide a strong connection to downtown for pedestrians and cars alike.

C. Design: Street Orientation of Buildings:

Design Guidelines are badly needed today to begin to create a character for this area rather than the "Anywhere U.S.A." feel that exists with current new development.

APPENDIX F: DEMOGRAPHICS & ECONOMIC ANALYSIS

**DOWNTOWN MASTER PLAN
CITY OF GLENWOOD SPRINGS, COLORADO
BACKGROUND DEMOGRAPHICS
& ECONOMICS ANALYSIS**

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March 3, 1998

DOWNTOWN MASTER PLAN
CITY OF GLENWOOD SPRINGS, COLORADO

BACKGROUND DEMOGRAPHICS & ECONOMICS ANALYSIS

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EXECUTIVE SUMMARY

The background report on demographic and economic trends provides an analysis of population, housing, employment, economic, and tourism data for the City of Glenwood Springs, with particular emphasis on how those trends are playing out in the Downtown. This background information is important for understanding past trends that have shaped Glenwood Springs, and for identifying key economic and demographic issues that should be addressed during this Downtown planning process. Indeed, this demographic and economic trends analysis will feed into and shape the next phase of the planning process, which will be to formulate alternative future development scenarios for the Downtown.

This Executive Summary first summarizes significant demographic and economic characteristics and trends occurring in Glenwood Springs and the Downtown, including key points about the local tourism industry. The final section of this summary section builds on the background information to draw conclusions, identify key issues and land use constraints, and offer options to address the issues regarding the potential direction and shape of growth in the Downtown.

The full body of the report, which follows the Executive Summary, sets forth in more detail our underlying trends and data analysis.

SUMMARY OF KEY DEMOGRAPHIC & ECONOMIC DATA AND TRENDS

Population and Household Profile/Trends

The City of Glenwood Springs had an estimated 1996 population of 7,738, which represents a gain of 18% since 1990 or an average annual growth rate of 2.8%. Growth in the city's population has been steady and strong since 1990, slightly ahead of the state as a whole, but slower than Garfield County which grew at an annual average rate of 3.5% between 1990-1996. (By comparison, the growth rate for the United States as a whole is only about 1% annually.) Nonetheless, Glenwood Springs remains the population center for Garfield County. Garfield County is expected to continue to experience population growth at above-average rates for the next 20 years.

1990 Census data showed that Glenwood Springs was a relatively "older" city, with a median age of 35 years compared to a county-wide median of 32.8 years. On the other end of the spectrum, nearly a quarter of the city's population in 1990 were children 18 years and younger.

Glenwood Springs' family households (nearly 2/3 of all households in the city) had slightly higher median household incomes (\$36,450) than the state (\$35,930) or county (\$32,377) in 1989, and one-fifth of all households had incomes greater than \$50,000 in 1989. Since 1990, however, data indicate that the city's household incomes have not increased much, if at all, in real terms (accounting for inflation). In fact, even while total household income grew between January 1994 and January 1997, *median* household incomes declined. Related, nearly one quarter of all households in the city in 1989 were "cost burdened"--*i.e.*, paying more than 30% of their household

incomes on housing and housing-related costs. However, in 1997, estimates of median household income in Garfield County (\$31,157) were higher than in Mesa, Montrose, and Park Counties.

Some of the above-referenced income decline may be attributed to faster growth in the number of households than income growth, such that even though total household income grew in the county between 1994 and 1997, it was split among a larger number of households. In addition, growth in salaries and wages during mid-decade in many instances, and especially for service and retail workers, did not keep up with inflation--a phenomenon that occurred at the national as well as state levels. However, economists noted that with unemployment rates hitting record lows, wages and salaries were expected to rebound in 1997 and afterwards, which should be reflected in rising personal household incomes.

Downtown. According to Community Development Department analysis, only an estimated 4% of the city's population resided within the Downtown's core area in 1990, defined roughly by the General Improvement District ("GID") boundaries but also including north of the river to Devereux Road. (See map below--the yellow-dashed line shows the boundary used by the Community Development Department for its analysis, which is essentially the same as the Plan Study Area, except that it included only land within the GID boundaries south of the river.)

Within one-mile of the intersection of 8th Street and Grand Avenue, household incomes appear to be higher than in the remainder of the city and county, with median household income estimated at \$34,000 in 1997.

Housing Profile/Trends

The number of housing units in the City of Glenwood Springs grew from 2,882 units in 1990 to an estimated 3,186 in 1995, an increase of 11% or 304 units in five years. There are relatively few housing units within the core of the Downtown as defined above--the city estimates there were only 137 units in 1990, with most of those located south of the Colorado River. Within one mile of Grand Avenue and 8th Street, there were an estimated 1,495 housing units in 1997, or roughly 45% of the city's total housing stock. Some of the city's most affordable housing, including starter homes and rentals, are located within the Downtown Plan study area.

Economic Profile/Trends

In 1990, just over one-half (51%) of Glenwood Springs residents worked in either retail trade (24%), construction (11%), health services (8%), or educational services (8%). The comparative percentage for Garfield County for the same industries was 48% (with retail trade at 21%); for Colorado, the comparative percentage was 37% with retail trade employing 16% of the state's employed persons.

Unemployment has been very low in Garfield County since the early 1990's, and reached a historic low of 2.8% in October 1997. This low unemployment, paralleling the experiences of many communities throughout Colorado, is increasingly straining the ability of local employers to fill seasonal tourist-related jobs, as well as more permanent service and retail jobs.

Insert Figure 1: map

The city estimates that approximately one-half of all Garfield County jobs are located within the greater Glenwood Springs community (area code 81601). Job growth has been strong; the number of jobs in establishments with at least one employee (defined in this report as "covered employment") grew by an estimated 1,900 new jobs--27%--between 1990 and 1996, compared to an 18% increase in population. While job growth has slowed down in the last year or so, it is still positive.

Local employment is clearly dominated by the retail and services sector (as is Colorado as a whole). Together, these two sectors account for nearly 70% of all covered employment in the greater Glenwood Springs community (area code 81601). One out of every three jobs in the Glenwood Springs community has been estimated to be directly or indirectly linked to the tourism and hospitality industries, although the percentage of eating/drinking places plus lodging service jobs in Garfield County (17%) is lower than found in Pitkin County (33%) or Eagle County (28%).

Downtown. The Downtown is clearly an important economic engine and center for the city. In 1994, slightly more than one in every four jobs (covered employment only) in the greater Glenwood Springs community (zip code area 81601) was found within the Downtown.¹ The exact estimate was 2,313 jobs within the Downtown, with an almost even 50-50 geographic split between north of the Colorado River and south of the river.

Total Downtown employment was dominated by jobs in retail and services (by our rough estimations, at least two-thirds), including the many retail stores and restaurants located there, as well as professional service offices (social services, law, engineering, health care), computer-related services, lodging services, movie theater, and business and personal services.

Next in number were federal/county/city government jobs (an estimated 424 jobs), and financial, insurance, and real estate-related service providers (an estimated 86 jobs south of the river). North of the river, there are relatively more lodging and automobile sales/service jobs than south of the river; while south of the river are found more government and professional service jobs.

Retail Sector Profile/Trends

County-wide between 1991 and 1996, retail sales increased a very healthy average rate of 8.3% per year. Glenwood Springs' total retail sales have grown in more fits and starts and at a slightly slower annual pace; nonetheless, retail sales have grown in virtually every year since 1991, with a healthy 6.3% increase just in 1996. As evidence of the city's role as regional trade center, Glenwood Springs currently contributes about 60% of total county retail sales.

Sales tax revenues in Glenwood Springs, which fuel a significant 60% of the city's general fund, have increased a very respectable \$3.4 million in the five years between 1991 and 1996. While annual growth in sales tax revenues was more vigorous in the beginning years of this period (echoed

¹"Downtown" is defined as depicted in the map shown in Figure 1 above.

at the state level), 1996 just witnessed an excellent 12% increase. A good portion of the slowdown in 1997's sales tax revenues (still positive 3.1% growth) could be attributed to unseasonably wet/cold weather during the summer, as seen in the 0.1% drop in revenues during August 1997 compared to August 1996. Nonetheless, the city's total revenue increases have kept well ahead of inflation and simply by increasing the "denominator" every year, annual percentage increases naturally tend to grow smaller.

While probably not warranting any significant alarm to date, the city should keep watch on its retail sales and revenues vis a vis trends at the county level to monitor any surge in retail leakage to other communities or unincorporated Garfield County.

Downtown. Downtown Glenwood Springs has shared in the city's overall retail sector growth and health, with sales tax revenues growing by a healthy 61% in five years (1991-1996). 1995 was the only year in which annual increases in sales tax revenues generated by the Downtown fell below 5% during this time period. 1996 witnessed an impressive 15% increase in sales tax collections. Downtown in 1996 contributed a significant 18% of total city sales tax revenues, compared to 12% by the Glenwood Springs Mall, 20% for the Roaring Springs Marketplace, and 23% from "midtown" between 11th and 23rd Streets.

Retail trade in Downtown is dominated (by Clarion's count) of at least 25 eating and drinking places, constituting about 30% of all retail business located in the Downtown core (or about 16% of the total number of business places). This is followed, in number, by stores selling crafts, antiques, and artisans wares (13 stores), apparel and accessories (10 stores), and sporting goods/equipment (7 stores). Downtown retail rents are reportedly reasonable and competitive with other Glenwood Springs retail centers, and there are currently only two reported retail vacancies on Grand Avenue north of 11th Street.

Most of the Downtown retail south of the river is concentrated between 7th and 9th Streets and between Cooper Avenue and Colorado Avenue. This concentration peters out south of 8th Street, even on Grand Avenue, due to an increasing mix of non-retail establishments and parking lots on the various street fronts. Two significant blocks of space on Grand Avenue south of 8th Street have been converted to office space, precluding their potential redevelopment as retail space, which could have helped build the perceived need for more "critical mass" south on Grand Avenue. In any case, an issue of concern for the future of retail in Downtown is how to increase the amount of shopper traffic south of 8th and Grand. With reports that the U.S. Forest Service might relocate its 8th and Grand offices to a site outside the Downtown core and that City Hall may be relocated from its 8th and Cooper Avenue location to west of Grand Avenue, opportunities arise for reuse of these prime east-of-Grand Avenue buildings for retail or mixed retail-office use.

Downtown caters to both locals and tourists, which is generally a sign of good economic health. It is unclear, however, whether the recent growth in retail sales within the Downtown has been fueled more by increased numbers of local residents, as opposed to a significant increase in sales to tourists. In the recent community mail-in survey, 80% of local resident respondents said they had visited Downtown, mostly to shop or dine, at least 6 times in the previous two months. However, only 25%

of day visitors and 36% of overnight tourists who completed the visitor box surveys during this most recent winter holiday season said they had shopped during their stay in Glenwood Springs. Thus, there appears more opportunity to capture tourist dollars (which, from an economic perspective, might be considered more valuable than residents' dollars because the former are "imported" new dollars into the community, without any significant demand for local governmental services). These opportunities are discussed in more detail below.

While competition for retail dollars is heating up with new commercial development in other Garfield County communities like New Castle, Carbondale, and Basalt, it is likely to be of a different type of retail than what is found in Glenwood Springs' downtown. Food stores, hardware stores, and other more local population-serving retail will probably continue to be built in these communities, diluting Glenwood Springs' total share of the market, but it is unlikely that these communities will be able to compete as effectively with the unique retail niche already occupied by the Downtown, which is bolstered in no small part by the small-town scale and character of those few blocks.

Office Market Profile/Trends

Glenwood Springs contains the largest concentration of office uses in Garfield County. According to local real estate brokers and market observers, there is strong demand for office uses in the city and surrounding communities, but a shortage of available space--especially for medium-size offices accommodating 10-15 employees. Office lease rates range widely, according to realtors in Glenwood Springs, from \$9.00-\$10.00 per square foot for small offices (about 400 sq. ft. and not on located on street level), to as much as \$18.00-\$20.00 for larger suites or office space with Grand Avenue frontage.

However, apart from reuse or conversion of existing buildings for office purposes, there has been little new commercial office construction in the past few years in Downtown Glenwood Springs. While two office projects for the Downtown recently received final city approval, construction has not yet begun: (1) A new office building (4½ stories; 10,900 sq. ft.) on the site of the Rex Hotel; and (2) Conversion/expansion of an existing residential home into small office space plus new apartments -- total of 2,600 sq. ft. new construction -- at the southeast corner of 9th Street and Cooper Avenue. Outside the Downtown Plan study area, city council in February 1998 just granted final approval to a new 23,000 square foot office building at 27th Street and Grand Avenue, which will contain 12 condominium offices. Valley View Hospital is also constructing a new 16,000 square foot office building at its campus on 19th Street and Blake Street.

On the other hand, new office construction has occurred in some surrounding communities, most notably in New Castle. Several persons interviewed for this report contend that the high costs of construction in Glenwood Springs, particularly the city's transportation impact fees, are increasingly precluding new development and improvements in the city. It is important to note, however, that the transportation impact fees levied for Downtown development are discounted because the transportation infrastructure serving Downtown is virtually all in place and in relatively better shape in terms of turning lanes, signalized intersections, lane capacity, etc., than other locations in the city.

Downtown Glenwood Springs plays a key role as a regional office center and is the most concentrated locus of office space and uses in the entire city. Clarion's walk-by inventory counted an estimated eighteen professional or financial/insurance/real estate offices in the Downtown core south of the river (although this likely underestimates the number of office uses located above the ground floor). Large private sector offices in the Downtown include the headquarters of Aspen Research, with 35 employees, and High Country Engineers, with 26 year-round employees. Government offices, including city, county, and federal (U.S. Forest Service), comprise a significant proportion of the Downtown office market; the U.S. Forest Service has about 60-65 employees in its Downtown offices.

Downtown's office workers are a key element in the success and health of Downtown retail and business/personal services. These workers dine, shop, and stroll along the Downtown streets during the daytime, contributing to the district's retail sales as well as to its vibrancy (a deserted downtown during the day is hardly appealing to visitors).

Demand for Downtown office space appears to be medium to high and vacancies are low; however, the existing building stock is constrained in many instances by a reported lack of on-site or close-in parking for employees and visitors. As mentioned above, with the possible move of the U.S. Forest Service and City Hall offices to outside the Downtown core, opportunities may arise for reuse of these prime east-of-Grand Avenue buildings, especially the upper floors of the federal building, for office or mixed retail-office use.

TOURISM TRENDS AND LOCAL PROFILE

Increasingly, cities and towns across the nation are seizing upon tourism as an economic revitalization strategy, attempting to capitalize on cultural, historical, natural, and other attractions to pump dollars into the local economy. The tourism industry is one of the top three employers in Colorado.

There have been recent national developments and trends in tourist-related travel that are especially relevant for Glenwood Springs, including the following (for more detail, please see Section III, "Tourism Trends and Profile," of this report):

- Vacations by families (generally married couples with or without children) are vital to the leisure tourism industry. Families tend to longer vacations, and families with children spend more money during their vacations than families without children. Families, however, continue to look for value for their vacation dollar like never before. Most family vacations with children was by automobile, with trips averaging about 365 miles round-trip--or roughly a 3- to 4-hour drive from home.
- Outdoor recreation is an increasingly important component of vacation travel. Participation in outdoor activities ranked second (after shopping) among all activities participated in by United States travelers. Most aging baby boomers and their families, especially those with children, are seeking "soft adventures"—ones that will

assure they will return home in one piece, such as biking, hiking on gradually changing terrain, bird or animal watching, lake/water activities, and sports-related trips, such as golf or tennis vacations. Fishing, hunting, and wildlife-associated recreation (such as wildlife viewing, feeding, or photography) are fast-growing outdoor recreation opportunities being sought in Colorado by out-of-state travelers.

North American ski resorts are increasingly embracing the European model of winter vacationing that doesn't revolve around 8 a.m. to 4 p.m. skiing. Vail recently opened its non-ski activity center, Adventure Ridge, on top of Vail Mountain, complete with heated gondola ride to the top. Snowshoeing is hot (Vail offers a gourmet dining tour on snowshoes), tubing hills are sprouting all over, as are ice rinks, luge courses, snowmobiling, dogsled rides, bobsled rides, beginner ski jumping, and even paragliding on skis. Day spas, massages, and hot tubs lure still others to the country's ski resorts and areas.

- Cultural or heritage tourism is showing increasing promise as a productive and sustainable approach to economic development. There is growing evidence that states and communities that protect and develop their historic sites and cultural resources in tandem with other attractions such as natural areas will be the leaders in tourism. Visiting historical sites or museums ranked third behind shopping and outdoor activities in terms of what U.S. residents actually did during their vacations in 1996. It is particularly popular among senior citizens, a fast-growing market segment. For most travelers, visiting historic or cultural sites, or attending related events/festivals, is simply one of many activities engaged in during travel. This multiple range of activities among historic travelers could suggest a variety of cross-promotional opportunities available. As increasing numbers of families report interest in turning vacations into more educational experiences, family vacationers are expected to continue to be a very strong market for the cultural/heritage tourism.

This group of travelers has tremendous economic potential for the tourism industry, since they spend on average \$615 per trip compared to \$425 for all U.S. travelers. In addition, historic/cultural travelers tend to take longer trips, include multiple destinations on their trips, participate in more activities while traveling, and stay more often in hotels, motels, and bed & breakfast establishments.

Tourism is an increasingly vital part of Glenwood Springs' local economy and has exhibited steady growth during the past five years. However, the loss of the tourism tax that funded the statewide tourism promotion program puts towns like Glenwood Springs in a much tougher position in terms of making limited local marketing/promotion funds stretch. Nonetheless, the city has much to draw on, particularly the wide variety of recreational opportunities available--not the least of which includes the ever-popular hot springs pool and vapor caves (9 out of 10 overnight visitors to the city reported in the box survey that they had gone swimming or soaking during their stay) and the city's close proximity to several top-notch ski resorts.

Collections of the city's accommodations tax, which is the essentially the sole source of funding for tourism promotion and related marketing of Glenwood Springs, showed healthy growth between 1993 and 1997--averaging a 4.9% increase annually, ahead of inflation. Total collections in 1997 were \$223,530. 1997 collections increased by 7.3% over 1996, with every season posting gains over the prior year.

Just like other Colorado resort or destination cities, lodging occupancy rates ride peaks and valleys in Glenwood Springs according to the season. The peak season is summer (July-August), which during the early 1990's saw average seasonal occupancy rates climb to 80% by 1994. The winter ski season (December-March) is generally the second busiest season for the city's hotels, with occupancy rates averaging close to 50%. The fall season, September and October, has witnessed significant improvement in terms of occupancy according to the Chamber Resort Association.

Year-round occupancies in Glenwood Springs averaged 55% in 1994 and an estimated 63% in 1996. The 1996 average occupancy of 63% in Glenwood Springs compared favorably with a statewide estimated industry average of 68% occupancy and even more favorably with an estimated 55% average occupancy for the state's largest resort properties such as Vail, Steamboat Springs, Breckenridge, and Aspen. Occupancy rates in Glenwood Springs vary significantly between weekend versus weekday stays, reflecting the large proportion of visitors from in-state who can easily drive to the city for a weekend visit. During the peak 1996 summer season, weekend occupancies averaged close to 100%, while weekday occupancies averaged about 82%. Weekend occupancies during the winter ski season reach between 85-95% during February and March. A recent industry study found that weekend revenues comprised as much as 75% of April 1997's total monthly revenues, while dropping to about 63% by the month of June.

Visitors to Glenwood Springs are predominantly families with children, who during 1992 represented 35% of all visitors. 38% of overnight travelers responding to the 1997 holiday season visitor box survey were family households with children, and 80% of them brought their children along for the trip.

In the 1997 visitor box survey, 65% of overnight visitors and 58% of day visitors were from Colorado, indicating an improvement in attracting out-of-state visitors since the 1992 survey. Of Colorado residents visiting and staying overnight in the city, 82% were from Front Range communities. In a coup for Glenwood Springs, nearly 5% of overnight visitors surveyed were international tourists, a growing travel segment throughout the country. The percent of international day visitors was 3%. The top out-of-state origins for all visitors (day and overnight) were California (5.2%), Illinois (2.9%), Texas (2.7%), New York (2.2%), and Wisconsin (1.9%).

Mirroring national trends, visitors to Glenwood Springs--in both a 1992 and the 1997 survey--listed the following as the top activities they participated in during their visit to the city:

1. Rest and relaxation
2. Swimming/soaking
3. Skiing
4. Shopping.

In the 1997 visitor survey, of those who responded that they had skied during their visit, 24% of the day visitors and 69% of the overnight visitors had skied at Sunlight Resort.

In the 1997 visitor survey, almost one-third (31%) of the respondents who spent at least one night in Glenwood Springs estimated that their trip-related expenditures averaged more than \$100 per day. In comparison, only 16% of day visitors reported spending more than \$100 per day.

In the 1997 visitor survey, 22% of the survey respondents were first-time visitors to the city. Of the repeat visitors, nearly one-half (48%) had visited Glenwood Springs 10 or more times in the past. Only 27% of first-timers reported they would "probably" or "definitely" return to visit the city, compared to 77% of repeat visitors. 21% of the first-time visitors and only 4% of the repeat visitors responded that they would not return to the city.

When asked what they liked best about Glenwood Springs in the 1997 visitor survey, respondents answered overwhelmingly "the [city's] overall character and atmosphere." Close to three-quarters of all visitors viewed the Downtown as the "heart" of the Glenwood Springs community. When prodded to identify "missing" pieces in the Downtown and tourism fabric, more than one-half of the visitors said they would like to see more entertainment and special events activity in the Downtown (52% of day and 59% of overnight visitors).

When asked whether Downtown Glenwood Springs should devote more or less emphasis to various amenities or features, such as variety of shops/restaurants, overall cleanliness, parking convenience, arts and culture, and hours of operation, visitors were hard-pressed to single out any area as particularly in need of more attention. On the average, the responses could be interpreted to suggest most visitors were overall content and pleased with their experience in Glenwood Springs.

CONCLUSIONS, ISSUES, AND OPTIONS

Conclusions

Downtown Glenwood Springs is a vibrant activity center, in no small part because it clearly serves a critical dual economic function: as (1) a key regional employment center, particularly in governmental and professional services, and as (2) an important retail and services center that serves the local resident population, as well as increasing numbers of visitors and tourists to the region.

This dual function is a very important one, with each role feeding on and strengthening the other: office and other daytime workers shop and eat at Downtown offerings, while the variety of Downtown retail shops, restaurants, and services make the core a lively, convenient, and interesting place to work. Few other small cities the size of Glenwood Springs can boast this mix of strengths.

Nonetheless, Downtown today faces some challenges, including the relative weakness (both in number and vibrancy) of retail south of 8th Street, traffic volume and congestion, and the competition for parking between employees and Downtown shoppers and customers. These issues and challenges are discussed in more detail below.

Issues & Options

Issue 1: Office-Retail Tug-of-War

- Office uses, more and more, are taking over Grand Avenue south of 8th Street. Several Downtown office users, particularly the larger businesses, insurance and real estate offices, and service providers, are located in buildings containing no ground-floor retail. This latter trend creates "dead" space for the local or tourist strolling Downtown streets, who often--when confronted with a non-retail stretch of eye-level (ground floor) space--will turn around or cross the street. The recent turnovers and conversions of significant amounts of prime ground-floor space can also undermine and kill hopes for creation of an expanded "critical mass" of more local- and visitor-serving specialty retail and restaurants outside the core 700 and 800 retail blocks of Grand Avenue (*see* Issue 2 below).

- Options:**
1. Require, through zoning revisions, that ground-level space within a defined Downtown core area (e.g., bounded by 7th Street, both sides of Cooper Avenue, 11th Street, and the east side of Colorado Avenue), be limited to retail use only, including eating/drinking places.
 2. Particularly in light of current and projected traffic levels on Grand Avenue, another option may be to encourage more regional-serving offices and other services to locate south of 8th Street and shift more local- and visitor-serving specialty retail to the side streets and avenues. In this vein, one choice is to reconsider the city's historic main street, Cooper Avenue, as the locus of a more concentrated retail center between the river and 9th Streets. History and the existing pattern of lots, buildings, and uses may support such a shift. Particularly if the City Hall and the U.S. Forest Service offices relocate, there may be opportunities for retail reuse of these key parcels and others east of Grand Avenue.

- The tug-of-war between office uses and retail Downtown also plays out in parking space demand and supply. Most shoppers and visitors to the Downtown, whether local residents or tourists, typically seek convenient parking within ½ block or so off of Grand Avenue. There are a limited number of on-street parking spaces on the core 700 and 800 blocks of Grand Avenue and Cooper Avenue, but employees at Downtown businesses and offices are permitted to park on-street, anywhere including these key blocks, with a parking permit. Indeed, as confirmed in Charlier Associates transportation analysis, much of the parking problems consist of Downtown employees taking up valuable on-street parking spaces.

- Options:**
1. Downtown employers make a concerted and unified effort to encourage employees to park further away from the core, and/or the employee parking permits should not be issued within a defined Downtown shopping core.

2. Construction of a Downtown parking structure. If a structure is built, it may also provide opportunity for additional well-situated ground-floor retail space--which, as noted above, is currently in short supply within the core.

Issue 2: Maintaining and Strengthening Downtown Retail

Retail in Downtown Glenwood Springs has been holding steady during the past six years and thriving in some instances, particularly in the core area between 7th and 8th Street. A critical issue and challenge for the city will be how to sustain and, preferably, improve the Downtown's currently strong retail function. Residents report significant repeat visits to the Downtown to shop and dine, while swimming/soaking at the hot springs pool/vapor caves and shopping in Downtown rank among the top activities engaged in by tourists and visitors to the city. Three-quarters of respondents in the community mail-in survey said they would like to see new retail and entertainment (including restaurant) development in the Downtown.

- A key challenge to maintaining and strengthening Downtown's retail function is traffic. If traffic levels and truck traffic are not abated in any way, but are simply allowed to increase at their current projected rates, the retail atmosphere on Grand Avenue--especially south of 8th Street, will likely suffer. Such increasing traffic when coupled with non-retail uses will simply make southern Grand Avenue a less inviting place for pedestrians, which could mean erosion of the very "heart" of the community that an overwhelming majority of surveyed residents want to see preserved. If the proposed bypass fails to materialize, then the City must be prepared to address this potential for erosion of Grand Avenue retail south of 8th Street.

Option: 1. One option, as suggested above, may be to gradually shift or move some portions of the current retail market to the east, particularly onto Cooper Avenue, where the scale more closely matches Grand Avenue and where there exists a number of underutilized parcels (e.g., several parking lots). Moreover, there may be potential for new retail should the City Hall relocate off of its 8th and Cooper location and the U.S. Forest Service vacate its 9th and Grand Avenue location.

- Another key issue is simply how to increase the number of shoppers and users of retail trade in the Downtown, a continual challenge for many small town downtowns. The recent community survey indicates that locals already spend a lot of time, and money, in the downtown. Thus, the best new source of new retail sales may be increased tourist/visitor spending. The challenge then becomes how to target and then attract retail that is currently missing in the Downtown core that could prove attractive to tourists, as well as locals.

Nearly three-quarters (73%) of local respondents to the community mail-survey said they would support new "entertainment/restaurants" development in the Downtown, while nearly

60% of overnight visitors to the city responding to the visitor box survey said they would like to see more entertainment and special events activity in the Downtown.

- Options:**
1. Playing off national tourism and travel trends, more sit-down eating places (open for all meals), particularly some that cater to families with children, may be an opportunity or option for Downtown.
 - Restaurant industry observers note that consumers today expect the following from a quality sit-down establishment: large portions, a variety of menu choices, unique foods (that they cannot easily duplicate at home, like many ethnic foods), and knowledgeable servers.
 - A large number of special children's items on the menu also greatly helps attract families (that increasingly means more than the ubiquitous hamburgers and hot dogs with chips).
 - Entertainment mixed in with eating is increasingly popular with consumers, as well as more lucrative for restauranteurs. Entertainment can run the gamut from live music or a comedy show, video games, to a display kitchen where meals are prepared within the patrons' views. At many restaurants, the decor and ambiance themselves serve as the entertainment--visual sensations of any kind, such as fish tanks to walls of video screens, can help hook consumers searching for a lively atmosphere. In Glenwood Springs, a new restaurant with river views could also match this model.
 2. Attract uses, in addition to restaurants, that can provide late-night entertainment in Downtown for adults, such as a jazz/blues club, coffeehouses with live acoustic performances, dinner theaters, and the like.
 3. Targeting new retail that plays off and builds upon the clusters of specialty retail that currently exist in the Downtown is always an excellent strategy. Reflecting national travel trends that show continued tourist interest and spending on outdoor recreation and cultural tourism, options may include:
 - Additional sporting goods or other outdoor-recreation related stores or service providers that can complement the cluster of existing stores such as Summit Canyon Mountaineering and Sunlight Sports. This might include a full-service angler's or hunter's store, which might include guide services, lessons

(e.g., fly-fishing, biathlon, or archery lessons), as well as equipment sales and rentals. The city could even consider a concession at Two Rivers Park for boat, kayak, or canoe rentals, lessons, or guided tours.

- Retail options to play off visitor's interest in cultural tourism could include additional retail art galleries or a Roaring Fork Valley arts and crafts cooperative (the artists' cooperative on Pearl Street Mall in Boulder is an excellent model) in the Downtown.
4. Encourage the relocation of the automotive sales/services businesses currently located along 6th Street north of the river to areas within the city outside of the Downtown. Faced with new competition from auto malls and Internet car sales, many U.S. auto makers, including Chrysler and General Motors, are actively overhauling their dealer network, moving older dealers out of small towns and into bustling retail zones along suburban highways. In other cases, auto makers are pushing dealers to either spiff up or build new stores with loans or stipends.

As applied to the car dealerships located on 6th Street, at least some are probably prime targets for these overhaul efforts since they are older, have little room for expansion of customer service areas, sales offices, or vehicle inventory, and much of their market and traffic is likely located south of the river. Relocation could thus provide much-needed room for new retail construction, help improve the pedestrian experience along 6th Street, and go a long way to pulling together the fractured nature of retail north of the Colorado River.

5. Encourage downtown stores and restaurants to extend their operating hours, specifically staying open later in the evenings and on Sundays. This must be a coordinated effort on the part of *all* downtown merchants, not just a small handful (as is happening today). At the very least, extended operating hours should be attempted during the peak summer and winter ski/holiday seasons. A concerted and organized effort to coordinate merchant hours would be very appropriate for a new downtown organization to launch, as suggested in the white paper presented by Mary Means Associates.
- Another key issue in maintaining and strengthening the Downtown's retail function is the preservation of its existing attractive "character," including its historical features, small-town scale, and pedestrian-friendly atmosphere. Residents in the community mail-in survey

overwhelmingly affirmed that preserving the Downtown charterer should be a high priority in this Downtown planning effort.

- Options:**
1. Adopt design and/or preservation guidelines and standards for the Downtown. 68% of the respondents in the community mail-in survey said that the city should consider adopting "design/preservation regulations to protect the current scale of Downtown and its historic buildings."
 2. Offer financial incentives to property owners in the Downtown to improve the exterior appearance of their buildings, for example, facade improvement grants or a revolving loan fund. Again, 59% of respondents to the community survey said the city should provide "incentives or grants for storefront renovations and improvements for the Downtown area."
 3. Improve the pedestrian-friendly atmosphere by offering more well-located ground-floor retail, for example, at the current city hall location (if the city relocates) or on the ground floor of the federal building (if the U.S.F.S. relocates); or by encouraging the renovation of the Rex Hotel for mixed retail and commercial (office or accommodation) uses.

- Addressing the above issues and taking the lead on implementing options and strategies as evolve out of this Downtown Plan will require a concerted and organized effort. Currently, there is no formally organized and funded entity in Glenwood Springs whose sole focus is taking the lead and charge on such Downtown issues. Thus, a key option may be to create a formal organization devoted solely to preserving the Downtown and strengthening and promoting its retail and tourist attraction functions. For more detailed options regarding a possible downtown organization, please see the white paper prepared by Mary Means Associates.

Issue 3: Enhancing and Strengthening Downtown's Office Function

- There is a market for more office space in the City of Glenwood Springs. As noted above, Downtown offers a very pleasant atmosphere and many amenities, including business services, for firms and workers. However, office vacancy rates in the Downtown are relatively low, and in many cases existing buildings are often constrained by limited parking for employees and visitors and difficult access. Moreover, the tug-of-war mentioned above with Downtown's function as a retail center may mean even greater limits on available office space, at least within the prime 700 and 800 blocks of Grand Avenue and the east and west side streets one to two blocks off Grand.

Thus, the issue becomes how best to enhance the existing Downtown office function, while not chasing important office users out of the Glenwood Springs community. In this vein, it will be very important that any city solutions to parking/access issues, protection of "character" through preservation or design standards, etc., be done in such a way so as not to make office retention and new office development an overly onerous proposition.

- Options:**
1. As mentioned above, Downtown employers make a concerted and unified effort to encourage employees to park further away from the core, and/or the employee parking permits should not apply within a defined Downtown shopping core.
 2. As also mentioned above, construction of a Downtown parking structure, with capacity and/or reserved places for Downtown employees.
 3. Discounted bus passes for Downtown employees.
 4. A Downtown organization (or the Glenwood Resort Chamber Association) could help in the retention of small businesses in the Downtown (or citywide) through bulk-buying programs (e.g., office supplies) or the provision of group insurance programs for small business owners and their employees (e.g., life, health, or disability).
 5. Provide land for office development in other city locations, or on the fringes of the Downtown retail core, that would likely not compete for retail tenants or users. For example, relocation of the city government offices from 8th and Cooper to the current location of the city operations center west of Grand Avenue.
 6. Continue to study the issue of local construction costs and the contribution of local transportation impact fees relative to competing communities, and if warranted, consider appropriate policy decisions regarding potential exemptions or exceptions.

Issue 4: Maintaining and Strengthening Downtown's Tourism Function

Strengthening the Downtown's retail will also go a long way to increasing tourist traffic in the Downtown (since most travelers seek out unique shopping, entertainment, and dining experiences during their vacations), but other areas will need to be addressed to meet the challenge of increasing tourism numbers.

- One challenge arises over tourists and visitors' ability to get around the Downtown area easily. For example, current hotel operators report that tourists (and in particular the older

tourists) often have difficulty navigating a walk from the motels/hotels located north of the river to the shops and restaurants located south of the river.

- Options:**
1. Provide better and more directional signage that shows the best pedestrian ways between the north and south sides of the river, and that directs visitors with visual guides to key Downtown visitor attractions such as the hot springs pool and vapor caves, and the Frontier Museum and cemetery, to name just a few. Related, provide clear trail markers within the Downtown that point the way to the Glenwood Canyon trail system and other local trails.
 2. Provide additional visitor kiosks, especially north of the river along 6th Street and within the hotel/motel zone on Highway 6/24, that show a detailed lists of the attractions and businesses located on both sides of the river and information on transportation alternatives such as the RFTA trolley and other public buses.
 3. Encourage the provision of more frequent trolley service within the Downtown (north and south of the river). Currently, the RFTA trolley service during the summer runs two buses at about 30-minute headways; the service would be more responsive to tourist (and employee) needs if it ran at closer to 5 to 7 minute headways.

- While the Glenwood Springs Resort Chamber Association is working hard to promote the city, including the Downtown, to key growing tourist/travel sectors--such as group tours, families with children, adventure travelers, and international tourists, it is challenged by limited funding and staff. One way that may make limited funding stretch further is to think regionally and to better enhance and promote Glenwood Springs' role as a center or launching pad for regional activity.

- Options:**
1. Actively promote Glenwood Springs as a "hub" for exploring the entire region's attractions. This promotion should be undertaken by the Chamber, in collaboration with any Downtown organization that may spring to life. (For example, a business improvement district as suggested by Mary Means could play an active role in this type of effort.)

- Tourists today want to experience a wide variety of attractions in an area; thus when it comes time to plan vacations, travelers seek destination *regions*, not just a single town, city, or attraction. Indeed, tourists pay little attention to jurisdictional boundaries in putting together their itineraries--they are primarily interested in piecing together a sufficient combination of activities, sights, shopping, and other

activities to keep them busy and engaged during their vacation. In order to create enough "critical mass" to attract a continuous stream of visitors, communities within a region must share experiences, information, and resources. The benefits can be great since the whole is usually greater than the sum of its individual parts.

- In addition to many noteworthy attractions within its boundaries, Glenwood Springs enjoys the advantage of being located within easy driving distances from a host of outdoor recreation sites and attractions, ranging from Vail and Aspen ski resorts, to the Maroon Bells, to Rifle Gap State Park and Rifle Creek trail, to Crystal Mill. Moreover, the number of festivals and events in Garfield, Eagle, and Pitkin Counties is growing every year. Glenwood Springs appears to be a natural "hub" from which to explore not only the city's plentiful walkable and close-in lodging, dining, and retail services and other attractions, but also more far flung regional attractions. An added benefit to this may be an increase in visitors' length of stay in the city.
 - 2. Forge regional alliances with other Garfield County communities, as well as Eagle and Pitkin County communities. Explore the potential for coordinating and linking events and attractions between counties; for example, share resources to jointly advertise and market the region (especially important with the demise of the statewide tourism tax), or to sponsor regional events and festivals. While Glenwood Springs' web site is very good, it simply lists activities in Garfield and Pitkin Counties, without taking the next step of marketing how and why Glenwood Springs is the natural place from which to explore and enjoy these activities (e.g., playing up the very good values to be found at the city's lodging).
 - 3. Prepare a regional map for tourists' use that graphically shows Glenwood Springs as the logical hub in relation to the various regional attractions. The current tourist map highlights only city or close-in attractions, including Sunlight Mountain Resort.
- As described in the body of this report, outdoor recreation and cultural tourism are very strong and growing segments of the national travel/tourism industry. While winter skiing in the area needs little more promotion, other winter sports could be better packaged to appeal

to non-skiers as well as skiers looking to mix up the type of recreation activities they participate in during their vacations. During the summer, activities oriented to the Colorado River could help increase the appeal of the city to visitors, particularly family vacationers. Cultural tourism opportunities, in addition to listing the existence of the Frontier Historical Museum and the Arts Center offerings, might be better packaged and promoted to attract a new kind of tourist to Glenwood Springs--the affluent segment, including families and seniors, who seek an educational or cultural bent to their vacations.

- Options:**
1. Develop additional tourist attractions oriented to the Colorado and Roaring Fork Rivers and the river front, such as kayak/canoe rentals, boat races, fishing derbies for kids, etc. Consider organizing an annual "Riverfront Festival" during the late summer/fall to celebrate the two rivers' resources and history. Such a festival could be conducted concurrently on both sides of the river--e.g., at Two Rivers Park and on the 7th Street esplanade near the train station.
 2. Besides the winter/shoulder season ski and swim packages, which have been successful, consider including or emphasizing other non-skiing outdoor recreation activities available in or near Glenwood Springs, including sleigh rides, ice skating/hockey (particularly with the city's ice rink set to relocate not too far from the Hotel Colorado), snow shoeing, and--for the more hard-core adventure traveler--ice climbing.
 3. On the cultural/heritage front, educational exhibits or events that spotlight the area's rich Indian history may help attract additional tourists, particularly families with school-age children. Perhaps this could be achieved with the help of the Frontier History Museum, or perhaps activities that teach what Indian life was like in the area could be tied in with the Doc Hollidays festival (and transformed into a more inclusive "Western Frontier" festival).

**DOWNTOWN MASTER PLAN
CITY OF GLENWOOD SPRINGS, COLORADO**

BACKGROUND DEMOGRAPHICS & ECONOMICS ANALYSIS

I. INTRODUCTION

This background report on demographic and economic trends provides an analysis of population, housing, employment, economic, and tourism data for the City of Glenwood Springs, with particular emphasis on how those trends are playing out in the Downtown. This background information is important for understanding past trends that have shaped the Glenwood Springs of today and how the community is likely to evolve in the future. Demographic and economic trends analysis provides a vital context for important policy decisions and implementation strategies that will be addressed during the next phases of the comprehensive planning process for the Downtown.

This report first presents an overview of key demographic and economic characteristics and trends occurring in Glenwood Springs and the Downtown. The report then focuses on tourism, with a presentation of relevant national trends and an analysis of the local tourism industry in Glenwood Springs.

The Executive Summary set forth above builds on the background information contained herein to draw conclusions regarding the potential direction and shape of growth in the Downtown and then to identify issues and options regarding future directions.

II. DEMOGRAPHIC & ECONOMIC PROFILE AND TRENDS

A. Demographic Profile and Trends

1. Population and Household Growth 1980-1996

In 1990, according to the U.S. Census, Glenwood Springs had a population of 6,571 persons. The city's population in 1990 comprised just over one-fifth (22%) of the total Garfield County population of 29,974 persons. In the ten years between 1980 and 1990, the City of Glenwood Springs' population increased by 1,934 persons (42%), outpacing the performance of Garfield County, which increased its population by 33% during those same 10 years. (Table 1)

Table 1
 City of Glenwood Springs and Garfield County Populations
 1980 and 1990

	City of Glenwood Springs	Garfield County
1980 Population	4,637	22,514
1990 Population	6,571	29,974

Source: U.S. Census, 1980 and 1990.

Table 2 represents the city's best estimate of the number of persons residing in the City of Glenwood Springs' Downtown in 1990, not including inmates of the county jail located Downtown. For purposes of population and household estimates, "Downtown" was defined as including all of Census tract 9516, blocks 305-306, 312-313, and 315-321; and Census tract 9517, blocks 201-208, 216-220, 222-223, 301, and 407. These census blocks encompass an area defined by the commercial zone district stretching from Devereux Road north of the Colorado River south to 11th Street (including all of the current GID District), which are slightly different than the defined study area for this Downtown Plan--as depicted in the map shown in Figure 1 below.

According to Census data, 252 persons resided in the Downtown in 1990 (not including the 65 inmates of the County's jail), or approximately 4% of the entire city population. Included in this "Downtown" population estimate was one of the city's two senior high-rise residences, which contained 41 dwelling units and, in 1990, 46 residents.

Figure 1

Table 2
Downtown Population
City of Glenwood Springs—1990

	City of Glenwood Springs	Downtown District
1990 Total Population (% of City Total)	6,561	252 (4%)
1990 Total Households (% of City Total)	2,753	137 (5%)

Source: U.S. Census, 1990 (Census Tract Information)

In 1990, there were 2,753 households in the City of Glenwood Springs, with an average household size of 2.3 persons, slightly smaller than the county average household size of 2.6. Family households, comprised of persons related to each other (married couples, married couples with children, or single parent with children), made up about 62% of the city's total households, again a smaller percentage of family households than found in Garfield County (71%). (Table 3)

Within Downtown Glenwood Springs, there were an estimated 137 households, representing 5% of the city's total number of households in 1990. Household size was significantly smaller, averaging about 1.8 persons per household, reflecting a higher number of single-person and childless households living in the Downtown. (Table 3)

Table 3
Household Characteristics
City of Glenwood Springs

	City of Glenwood Springs	Downtown	Garfield County
Total # Households	2,753	137	11,266
Family Households (% of Total)	1,666 (61.5%)	N/A	7,965 (70.7%)
Persons per Household	2.3	1.8	2.6

Source: U.S. Census, 1990. "N/A" means data were not available;
Downtown household data does not include the county prison population..

Table 4
City of Glenwood Springs and Garfield County Populations
1990-1996

	1990 Population		1996 Population		% Change 1990-96	Average Annual Percent Change 1990-96
	#	% of County Total	#	% of County Total		
Glenwood Springs	6,561	21.9%	7,738	21.0%	17.9%	2.8%
Carbondale	3,004	10.0%	4,214	11.4%	40.3%	5.8%
New Castle	679	2.3%	1,446	3.9%	113.0%	13.4%
Parachute	658	2.2%	1,100	3.0%	67.2%	8.9%
Rifle	5,258	17.5%	5,847	15.9%	11.2%	1.8%
Silt	1,095	3.7%	1,283	3.5%	17.2%	2.7%
Unincorporated Area	12,719	42.4%	15,204	41.3%	19.5%	3.0%
Garfield County	29,974		36,832		22.9%	3.5%

Source: U.S. Census, 1990; Colorado Department of Local Affairs--Demographic Division for 1996 estimates

By 1996, Glenwood Springs had gained 1,177 persons, a population increase of nearly one-fifth (18%) in six years. (Table 4) The city's average annual growth rate during the period 1990-1996 was 2.8%, slightly faster than the state as a whole (which grew at an average annual rate of about 2.4 % since 1990), but slower than Garfield County, which as a whole grew about 3.5% per year during the same 6-year time period. Making up the difference were Glenwood Springs' neighbors, Carbondale, New Castle, and Parachute, all three of which grew at substantially fast rates of more than 5%. (In comparison, the United States as a whole averages slightly greater than 1% annual growth.) (Table 4)

The Colorado State Demographer projects that the Western Mountain counties, including Garfield County, will continue to grow at rates faster than the state average. By the year 2005, Garfield County is projected to add 10,630 persons to its 1995 base population, equivalent to a still brisk 2.56% average annual growth rate--faster than projected for nearby Pitkin, Montrose, and Mesa Counties, as well as the state as a whole. Only Eagle County is projected to grow at a faster rate during the same time period. By 2010, Garfield County is projected to break the 50,000-person mark, with annual growth slowing somewhat to about 2%, but still considerably faster than the state and surrounding counties (except, again, for Eagle County). (Table 5)

Table 5
Population Projections
Garfield County, Colorado & Select Counties

	1995 Population	2005 Projection	Average Annual Growth Rate 1995-2005	2010 Projection	Average Annual Growth Rate 2005-2010
Colorado	3,747,560	4,413,055	1.65	4,710,393	1.31
Garfield County	35,731	46,001	2.56	50,981	2.08
Pitkin County	14,288	16,393	1.38	17,756	1.61
Eagle County	28,687	40,419	3.49	45,260	2.29
Montrose County	29,308	36,176	2.13	39,668	1.86
Mesa County	105,392	125,750	1.78	135,952	1.57

Source: Colorado Division of Local Affairs, Demographic Division (Sept. 1997)

2. Population—Age Distributions

In 1990, Census data show that the City of Glenwood Springs was a relatively "older" city. The city's median age in 1990 was 35 years old, compared to the entire Garfield County population which had a median age of 32.8 years in 1990. Glenwood Springs also had a slightly older population than the state population as a whole, which had a 1990 median age equal to 32.5 years.

On the older end of the age spectrum, 12% of the city's population was age 65 years and older in 1990, a significant proportion that can be expected to grow as the "baby boomers" now in their mid- and late-40's continue to gray during the upcoming decades. On the other end of the spectrum, nearly one-quarter (23%) of the city's population was below 18 years of age in 1990, a significant portion that underscores the large number of family households with children living in Glenwood Springs. (Table 6)

In comparison, slightly more than one-quarter (27.6%) of Garfield County's total population in 1990 was younger than 18 years old. (Table 6)

Table 6
City of Glenwood Springs and Garfield County
Age Characteristics of Population
1990

	City of Glenwood Springs		Garfield County	
	Number	% of Total Pop	Number	% of Total Pop
Total 1990 Population	6,561	--	29,974	--
Under 5 years	425	6.5%	2,418	8.1%
5-17 years	1,053	16.0%	5,845	19.5%
18-64 years	4,322	65.9%	18,734	62.5%
65 & over	761	11.6%	2,967	9.9%
Median Age	35 years		32.8 year	

Source: U.S. Census, 1990

Within a defined 1-mile radius of Downtown Glenwood Springs (1 mile from the intersection of 8th and Grand Avenue), the median age of the resident population in 1997, at close to 37 years, was slightly higher than the city-wide 1990 median. The under-5 age group constituted 6% of this total "central city" population, while the over 65-age group constituted 11.3%, mirroring the 1990 city-wide breakdown almost exactly. (National Decisions System, December 1997)

3. Population—Household and Per Capita Income

According to the 1990 Census, the median household income for the City of Glenwood Springs in 1989 was \$28,715 and per capita income was \$14,732. These city income figures were very close to the median and per capita figures for the state. Median family household income was actually slightly higher than the state median in 1989: \$36,450 for the city versus \$35,930 for the state. Compared to the whole of Garfield County, the City had a slightly lower median household income, but surpassed the median county family household income by more than \$4,000 and the county per capita income by about \$800. (Table 7)

According to the U.S. Census, about 20% of all Glenwood Springs households in 1989 had incomes of \$50,000 or more, compared to 18% of all Garfield County households and 24% of all Colorado households. (Table 7)

Table 7
Household and Per Capita Income--1989

	Glenwood Springs	Garfield County	Colorado
Median Household Income	\$28,715	\$29,176	\$30,140
Median Family Household Income	\$36,450	\$32,377	\$35,930
Per Capita Income	\$14,732	\$13,086	\$14,820
% of Households with \$50,000 or more Incomes	19.6%	18.3%	23.7%

Source: U.S. Census, 1990.

Despite the city's average or above-average household and per capita income figures, slightly more than 10% of its households lived below the poverty level in 1990. A larger proportion of non-family than family households lived in poverty (14.9% vs. 7.5%); most hard hit among this group were households with persons 65 years of age or older. Glenwood Spring's poverty rates were slightly below the poverty rates for the state as a whole, which had an overall poverty rate of 11.5% in 1990. (U.S. Census, 1990)

Another indicator of household income and household disposable wealth is the percentage of households "cost burdened" by the cost of housing, relative to total wages, earnings, and other income. "Cost burdened" is defined as payment of more than 30 percent of income on housing costs. The U.S. Census reported that about 683 households, or one-quarter (25%) of all households in Glenwood City were "cost burdened" in 1990. Renters were burdened more than home owners--one-third of the city's renters in 1990 were "cost burdened," while about 18% of the city's home owners were similarly burdened. However, compared to the rest of the county, region, and state, relatively fewer Glenwood Springs households were "cost burdened." (Table 8)

Table 8
Percent of Households Cost Burdened by Housing Costs
1990

	Percent of Households "Cost Burdened"			
	Glenwood Springs	Garfield County	Western Slope Region	Colorado
All Households	24.8%	26.1%	28.4%	29.3%
Owner Households	17.5%	18.7%	20.4%	22.0%
Renter Households	33.4%	33.1%	38.5%	39.8%

Source: U.S. Census, 1990

Since 1989, indications are that household incomes barely improved nominally within the county, and in fact likely declined in real terms (accounting for inflation). Sales and Marketing Management's annual "Survey of Buying Power" reports after-tax household income (what they label "effective buying income") for counties and larger cities nationwide. In Garfield County, median household effective buying income ("EBI") decreased between January 1, 1994, and January 1, 1997 (the one-time gain in 1995 eroded the following year).

As shown in Table 9 below, median household EBI in Garfield County decreased from \$33,164 in 1994 to \$31,157 in 1997, which is a significant 6% total decline. Some of this decline can probably be attributed to population and household growth occurring at a faster rate than income growth. Indeed, total effective buying income increased in Garfield County between 1994 and 1997 by 7.5%, but the number of households increased by 11.7%--so while the income pot grew, it was divided among an even greater number of households. However, the annual growth in total household EBI between 1994 and 1997 averaged only 2.45% per year, well below average annual inflation rates which never dipped below 3.5% during the same time period. During these past four years, Garfield County's median household EBI also lagged behind the state median by nearly \$1,000 each year. (Table 9)

Table 9
Median Household Effective Buying Income
Garfield County, Selected Counties, and Colorado
1994-1997

	Median Household Effective Buying Income			
	1994	1995	1996	1997
Garfield County	\$33,164	\$35,141	\$29,596	\$31,157
Mesa County	\$28,484	\$30,350	\$26,722	\$27,413
Summit County	\$41,223	\$43,752	\$39,279	\$40,725
Park County	\$31,515	\$33,973	\$30,589	\$30,985
Montrose County	\$25,225	\$27,048	\$23,889	\$24,436
Colorado	\$34,797	\$36,770	\$31,797	\$32,947

Source: Sales and Marketing Management "Survey of Buying Power," 1994-1997.
All figures are as of January 1st of the year.

Per capita income data is available only to 1993, so, significant population gain from 1994-1996 are not accounted for in these figures. Since 1990, per capita income has also climbed in Garfield County. It increased by 3.5% from 1990 to 1991, and then continued with annual increase of 3.4% and 5.4% in 1992 and 1993, respectively. Again, however, these per capita income increases mean that county residents barely kept ahead of inflation during the early 1990's. On the other hand, in

1993, Garfield County per capita income increased at a faster rate than both the state and national figures. (Table 10)

Table 10
Per Capita Personal Income
Garfield County, Colorado, and the United States
1991-1993

	Per Capita Personal Income				
	1991	1992	1993	% Change	
				1991-92	1992-93
Garfield County	\$16,934	\$17,514	\$18,459	3.4	5.4
Colorado	\$19,744	\$20,585	\$21,498	4.3	4.4
United States	\$19,201	\$20,137	\$20,800	4.9	3.3

Source: U.S. Census, 1996

Downtown. Within a 1-mile radius of Downtown Glenwood Springs (8th and Grand Avenue), 1997 median household income is estimated at \$34,060 (n=2,385 households), with 26% of these households earning annual incomes of \$50,000 or more. Per capita income for the population residing within a 1-mile radius of 8th and Grand Avenue was estimated to be \$18,080 in 1997. (National Decision System, December 1997)

4. Housing Characteristics

In 1990, there were a total of 2,882 housing units in the City of Glenwood Springs, representing a 33.4% growth in housing units since the 1980 Census. In all of Garfield County, the number of housing units also increased by 34% from 1980 to 1990. Of the city's total housing units in 1990, 2,731 or 94.8% were occupied by households, and 151 units or 5.2% were vacant. Of the occupied units in the city in 1990, 54% were owner-occupied and 46% were renter-occupied, about the same split as in Garfield County (58% / 42%) but a slightly lower home ownership rate than the state (62% / 38%). One-half of Glenwood Springs' total housing stock was in single-family detached structures, and just over one-fifth (21.5%) of this detached occupied housing unit stock was occupied by renters in 1990. Single-family attached housing, such as town homes, constituted only 4.4% of the city's total occupied housing supply in 1990, while multi-family structures (2 or more units per structure such as apartment buildings) made up just over one-third (34%) of the city's total occupied housing stock. (Table 11)

Downtown. Within the "Downtown" as defined on the map shown in Figure 1 on page 4 above, the 1990 U.S. Census reported a total of 40 housing units located north of the Colorado river and 97 housing units located south of the River, for a total of 137 housing units, representing slightly less than 5% of the city's total housing stock. Included in the census of 97 housing units south of the Colorado River was one of two high-rise senior residences located in the city.

Within a 1-mile radius of Grand Avenue and 8th Street in Downtown, there were an estimated 1,495 housing units, of which approximately 5.3% (80 units) were vacant as of year-end 1997. Nearly one-half of the 1,495 total Downtown area units, 710 units, were rental units. (National Decision Systems, December 1997).

Table 11
Housing Characteristics
City of Glenwood Springs—1990

	Number	% of Total Housing Units
Total Housing Units	2,882	
Occupied Housing Units	2,731	94.8%
Vacant Housing Units	151	5.2%
Occupied Units by Type of Structure		
1-Detached	1,365	50.0%
1-Attached	120	4.4%
2 or more units	929	34.0%
Mobile home or trailer	278	10.2%
Other	39	1.4%
Owner-Occupied Households (% of total occupied housing units)	1,476	54.0%
Renter-Occupied Households (% of total occupied housing units)	1,255	46.0%
Median Value of Owner-Occupied Units	\$104,200	--
Median Contract Rent	\$460	--

Source: U.S. Census, 1990

Housing values in 1990 fell into the medium to high range on average. The median value of an owner-occupied housing unit in the city in 1990 was \$104,200, compared to a county-wide median value of \$90,400 and a statewide median of \$82,700. Median monthly rents were average for the city, with a median of \$460 compared to a county median rent of \$407. (Table 10)

Since 1990, however, the City of Glenwood Springs has seen considerable more new residential construction. The State Demographer estimated that in 1995, Glenwood Springs' housing stock had grown to 3,186 units, an increase in five years of 10.6% or 304 units. Moreover, as a result of a general rise in economic activity and well-being state- and county-wide, housing values have appreciated considerably since 1990. One indicator is the rising average price of homes sold in the city. As reported in the most recent edition of the Chamber's *Trends* report (September 1997), the

average sales price of a home sold in Glenwood Springs during 1996 was \$205,870, slightly lower than the 1995 average sales price of \$211,676. While these average home sales price put Glenwood Springs ahead of New Castle, Battlement Mesa, Rifle, and Silt, Carbondale's average home price of \$214,729 (based on 51 home sales) in 1996 led the pack of Garfield County communities.

Downtown. In the Downtown area, one local real estate broker with more than 15 years' experience in Glenwood Springs reported that residential properties within the commercially zoned portions of Downtown, but which are not immediately adjacent to existing commercial uses (*i.e.*, 1-2 blocks east or west of Grand), are selling well. However, homes that immediately abut Downtown commercial uses are a more difficult sell, according to this broker, because there are few real buffers or transition area between the commercial uses, their impacts, and the residential properties.

Under current city zoning (C-2 commercial district), all these residential properties have the potential to be converted to commercial use, but are currently being bought by singles and young couples as affordable starter homes. Sales prices of Downtown single-family detached home average about \$200,000. Further south of the Downtown core, from 11th Street south and 3 or more blocks off of Grand Avenue, residential neighborhoods are firmly established, thriving, and very appealing to families and other buyers. Within a 1-mile radius of Grand Avenue and 8th Street, the median value of all owner-occupied residences is estimated to be approximately \$128,000 as of year-end 1997. (National Decision Systems, December 1997).

Rental housing reportedly is also becoming more difficult to find, making affordable housing more of an issue for the city's college students, new residents (who often rent before buying), seasonal and year-round service workers, and persons just starting out in their careers. Little new supply has been added to the market since the early 1980's. Indeed, the older existing multi-family and other housing in the Downtown area, including some 2nd floor units on Grand Avenue in the Downtown, represent the bulk of Glenwood Spring's most affordable rental housing. As noted above, nearly 50% of the nearly 1,500 housing units located within a one mile radius of Grand Avenue and 8th Street are rental units. Median rents in this 1-mile radius are also lower than average, with a reported median rent of \$396 per month. (National Decision Systems, December 1997).

B. Economic Profile and Trends

1. Labor Force Profile

Persons residing in Glenwood Springs who are over the 16 years of age constitute the city's labor force. In 1990, there were 3,880 persons residing in Glenwood Springs comprising the city's labor force, or nearly three-quarters of the total population aged 16 years and over. In 1990, only 4% of the city's labor force was unemployed. Of city residents employed in 1990, almost 60% identified themselves as "white collar" workers. Just over 10% of the employed labor force (423 workers) in 1990 reported they were self-employed.

Table 12 below shows the breakdown of the Glenwood Springs labor force by the industries they are employed in. As shown, in 1990, the majority of Glenwood Springs workers were employed in

retail trade (896 persons or 24%), construction (428 persons or 11%), or in other professional and related services, the latter which includes hotels and other lodging, legal and social services, engineering/architectural services, accounting services, and membership organizations (326 persons or 9%). Health services, led by major local employer Valley View Hospital, employed another 289 residents (8% of the labor force), while educational services, represented by major local employers RE-1 and RE-2 School Districts and Colorado Mountain College, employed 272 Glenwood Springs residents (7% of the city's labor force).

Table 12
Labor Force by Industry
City of Glenwood Springs—1990

Industry	Number	% of Total Work Force
Agriculture, Forestry, and Fisheries	85	2.3%
Mining	76	2.0%
Construction	428	11.4%
Manufacturing, Nondurable Goods	92	2.5%
Manufacturing, Durable Goods	110	2.9%
Transportation	99	2.6%
Communications & Other Public Utilities	177	4.7%
Wholesale Trade	102	2.7%
Retail Trade	896	23.9%
Finance, Insurance, and Real Estate	171	4.6%
Business & Repair Services	161	4.3%
Personal Services	229	6.1%
Entertainment & Recreation Services	79	2.1%
Health Services	289	7.7%
Educational Services	272	7.3%
Other Professional & Related Services	326	8.7%
Public Administration/Government	150	4.0%
TOTAL EMPLOYED PERSONS	3,742	100.0%

Source: U.S. Census, 1990. Universe is employed Glenwood Springs residents 16 years and over.

Mirroring the state, unemployment among Glenwood Springs' workers has continued at historically low levels since 1990. Colorado has enjoyed unemployment rates below the nation's rates since 1989, with 1997's annual average unemployment rate estimated at 3.4%. As an indicator of the strength of the Glenwood Springs area, Garfield County's average annual unemployment rate, while

slightly higher than the state's, was still a healthy 4.7% in 1996. Indications are that the county's unemployment rate probably dropped during 1997, as September and October 1997 unemployment rates for the county, at 2.8% and 2.6% respectively, are one-half to nearly one percentage point below 1996 levels for the same months. The Glenwood Springs community likely shared in this low rate, since the Glenwood Springs area (zip code 81601) accounts for an estimated 58% of all jobs in the county and 35% of all workers in the county. (*Workers, Jobs, and Commuting Patterns in Garfield County*, Glenwood Springs Community Development Department, Dec. 1995).

2. Employment/Job Profile and Trends in Glenwood Springs & Garfield County

On the job growth side of the equation, Colorado in 1997 enjoyed its 10th straight year of positive job growth (3.4% job growth in 1997), made possible by large number of new state residents (immigration), strong international trade growth, and large investments in infrastructure. Statewide, sectors showing strong job gains included services, wholesale and retail trade, and construction.

In the Glenwood Springs community (defined as within zip code 81601), which includes incorporated Glenwood Springs plus another 3,000-plus persons living in immediately adjacent unincorporated areas, the total number of jobs in 1990 was estimated by the City to number 8,473 in 1990. This number represents wage and salary jobs, agricultural workers, self-employed workers, unpaid family workers, and domestic workers. Total "covered" employment² for the same area in 1990 was estimated to be 7,075, or about 83.5% of total employment. Unfortunately, total employment data is not available for years since 1990.

However, city staff compared 1994 and 1996 3rd quarter "covered" wage and salary employment¹ data for the Glenwood Springs community (zip code 81601), and that data is presented in Table 13 below. By 1996, total "covered" employment had grown to an estimated 8,939 jobs, representing a gain of nearly 1,900 jobs since 1990 or a very healthy 27% increase in 6 years. In just the two years from 1994-1996, the number of jobs in the Glenwood Springs community grew by 440 or just over 5% (3.3% growth from 1994-95 and 1.8% from 1995-96).

Glenwood Springs' local economy is clearly dominated by the retail and services sector. Together these two sectors accounted for nearly 70% of all covered employment in the greater community (zip code 81601) in 1996, and together accounted for the majority of job growth during the years 1994-96 (Table 13). Specific sectors exhibiting relatively strong job growth during this 2-year time frame include:

- Eating and drinking establishments — Gain of 144 jobs
- Other retail trade — Gain of 96 jobs

¹"Covered" employment refers to nonagricultural jobs in workplaces with at least 1 employee that subscribe to the State of Colorado's unemployment insurance program. Such data does not include agricultural workers, the self-employed, domestic workers, or unpaid family workers.

- Business and repair services — Gain of 93 jobs
- Educational services — Gain of 78 jobs
- Construction — Gain of 58 jobs
- Health services — Gain of 58 jobs

Sectors which lost jobs between 1994 and 1996 in the Glenwood Springs community include the hotel and lodging industry (87 job loss) and the finance, insurance, and real estate sector (42 job loss). The hotel and lodging job loss is surprising, and most likely will bounce well back with the imminent opening of two new hotels. The loss in the so-called "FIRE" sector is most likely attributable to the gradual downsizing of Colorado National Bank's work force in Glenwood Springs during this time period.

It is interesting to note that while Glenwood Springs' economy is similar to resort-oriented mountain counties (like Pitkin and Eagle Counties) in terms of its dependance on retail and services jobs, Glenwood Springs exhibits less dependance on tourist/visitor-oriented retail and services than either Pitkin or Eagle Counties. A study by the city's Community Development Department found that while eating & drinking places plus hotel and lodging services accounted for 17% of total covered employment in the Glenwood Springs community (zip code 80601) during the 1st quarter of 1995, the same two sectors accounted for 33% of total covered employment in Pitkin County and 28% in Eagle County. (Community Development Department, *Workers, Jobs and Commuting Patterns in Garfield County & the Glenwood Springs Zip Code Area*, December 1995)

The above analysis indicates a mix of retail and services that is geared to the Glenwood Springs community's dual function as a regional shopping and services center as well as a tourist and visitor destination and stopping point. Further evidence is deduced from a study of the community's total covered employment directly attributable to hospitality and visitor-service. The Community Development Department deduced that an estimated 1,241 covered employment jobs, or only 15% of all covered employment in the Glenwood Springs community (zip code 81601), was directly attributable to hospitality and visitor service during the 3rd quarter of 1994. Even accounting for a generous multiplier effect of 2::1 (*i.e.*, 1 additional job in the community is generated for every 1 job directly associated with visitor service), the Community Development Department concluded that no more than 30% of all covered employment in Glenwood Springs community during the 3rd quarter of 1994 was attributable to hospitality and visitor services. (Community Development Department, *Workers, Jobs and Commuting Patterns in Garfield County & the Glenwood Springs Zip Code Area*, December 1995)

Table 13
Covered Employment
Glenwood Springs Area--81601 Zip Code
Third Quarter 1994 & 1996

Industry	1994 3 rd Quarter Average Covered Employment		1996 3 rd Quarter Average Covered Employment		Change 1994-1996	
	#	% of Total	#	% of Total	#	%
Agriculture, Forestry, Fisheries, & Mining	88	1.0%	108	1.2%	20	22.7%
Construction	766	9.0%	824	9.2%	58	7.6%
Manufacturing	169	2.0%	155	1.7%	-14	-8.3%
Transportation, Communications & Other Public Utilities	463	5.4%	447	5.0%	-16	-3.5%
Wholesale Trade	359	4.2%	354	4.0%	-5	-1.4%
Eating & Drinking Places	769	9.0%	913	10.2%	144	18.7%
Other Retail Trade	1,619	19.0%	1,715	19.2%	96	5.9%
Finance, Insurance, and Real Estate	445	5.2%	403	4.5%	-42	-9.4%
Business & Repair Services	389	4.6%	482	5.4%	93	23.9%
Hotel and Lodging Services	694	8.2%	607	6.8%	-87	-12.5%
Personal Services	167	2.0%	176	2.0%	9	5.4%
Entertainment & Recreation Services	124	1.5%	140	1.6%	16	12.9%
Health Services	792	9.3%	850	9.5%	58	7.3%
Educational Services	757	8.9%	835	9.3%	78	10.3%
Other Professional & Related Services	492	5.8%	480	5.4%	-12	-2.4%
Public Administration/Government	406	4.8%	450	5.0%	44	10.8%
Non-Classifiable	0	0.0%	0	0.0%	0	0.0%
TOTAL EMPLOYED PERSONS	8,499	100.0%	8,939	100.0%	440	5.2%

Source: City of Glenwood Springs Department of Community Development (Dec. 1997)
and the Colorado Department of Labor & Employment

Data on the total number of "covered" nonagricultural wage and salary jobs is also available for Garfield County. Table 14 below shows that Garfield County enjoyed a very healthy 4.4% average annual compound job growth between 1990 and 1996, gaining just over 3,500 new jobs in those 6 years. As in the Glenwood Springs community, the county's local economy is strongly based on retail trade and services--just under 50% of all jobs in the county in 1996 were in retail or services. Within the very diverse catch-all "services" sector, health services employed the most people, followed by business and repair services, and hotels and lodging services. All levels of government and the construction industry were the next two largest employment sectors, comprising 18% and 13% of the total covered county employment, respectively.

Industries showing relatively strong growth from 1990 through 1996 include:

- Retail trade — Gain of 922 jobs (increased employment at eating and drinking places accounted for 26% of these new retail jobs)
- Construction (special trades) — Gain of 790 jobs
- Government (local, state, and federal) — Gain of 488 jobs
- Health services — Gain of 326 jobs.

The only industry that did not gain any new jobs since 1990 was the mining industry, which--reflecting a statewide decline--experienced a loss of nearly 700 jobs in Garfield County between 1990-1996. Unfortunately, mining jobs are some of the most highly-paid wage jobs in the state, whereas retail jobs are among the lowest-paid jobs in the state.

As reported in *Trends* (September 1997), the average annual wage in Garfield County in 1996 was \$23,360, about 82% of the statewide average wage of \$28,517. Retail service annual wages in the County, averaging \$16,666 in 1996, were actually higher than the state average of \$15,528 in that year. On the other hand, average service sector annual wages of \$22,357 in the county were only 82% of the statewide average of \$27,205 in 1996. The latter trend is likely attributable to the relatively larger percentage of Garfield County sector jobs in historically lower-paying service areas such as hotel and lodging or amusement/recreation services compared to higher-paying sector jobs in legal, health, and other professional services.

In terms of educational attainment, Glenwood Springs' residents and labor force are highly educated. According to the 1990 Census, the vast majority of Glenwood Springs adults over 25 years--90%--had attained at least a high school education. This is considerably higher than the United States average of 75.2% in 1990. In 1990, approximately 25% of Glenwood Springs' adults had also attained a 4-year college education or higher, higher than the national average of 20.3%. (U.S. Census, 1990)

Table 14
 Covered Employment by Industry
 Garfield County—1990 & 1996

SIC Based?

Industry <i>SIC Based</i>	1990		1996		Change 1990-96		<i>2005 o/o chg from '96</i>
	#	% of Total	#	% of Total	#	% Change	
Agriculture, Forestry, and Fisheries	174	1.5%	318	2.1%	144	82.8%	<i>606</i>
Mining	813	6.8%	115	0.7%	(698)	-85.9%	<i>2073</i>
Construction	1,171	9.8%	1,961	12.7%	790	67.5%	<i>46-10</i>
Manufacturing	327	2.7%	439	2.8%	112	34.3%	<i>335</i>
Transportation, Communications & Other Public Utilities	504	4.2%	740	4.8%	236	46.8%	<i>-79</i>
Wholesale Trade	410	3.4%	598	3.9%	188	45.9%	<i>-723</i>
Eating & Drinking Places	1,046	8.7%	1,289	8.3%	243	23.2%	
Other Retail Trade	1,813	15.1%	2,492	16.1%	679	37.5%	
Finance, Insurance, and Real Estate	601	5.0%	841	5.4%	240	39.9%	
Business & Repair Services	528	4.4%	683	4.4%	155	29.4%	
Personal Services	186	1.6%	280	1.8%	94	50.5%	
Hotels & Lodging Services	471	3.9%	645	4.2%	174	36.9%	
Amusement & Recreation Services	139	1.2%	236	1.5%	97	69.8%	
Health Services	729	6.1%	1,055	6.8%	326	44.7%	
Educational Services	170	1.4%	174	1.1%	4	2.4%	
Engineering Services	217	1.8%	341	2.2%	124	57.1%	
Other Professional & Related Services	327	2.7%	464	3.0%	137	41.9%	
Public Administration/Government	2,328	19.5%	2,816	18.2%	488	21.0%	
Non-Classifiable	15	0.1%	0	0.0%	(15)	-100.0%	
TOTAL EMPLOYED PERSONS	11,969	100.0%	15,487	100.0%	3,518	29.4%	

Source: Colorado Department of Labor & Employment

3. Employment/Job Profile and Trends within Downtown Glenwood Springs

The city's Community Development Department estimated that a total of about 2,313 covered employment-jobs were found within the Downtown³ in 1994. The split was estimated at 1,076 jobs within Downtown-North (46.5% of total) and 1,237 jobs within Downtown-South (53.5% of total). The total number of jobs in Downtown accounted for 26% of all covered employment in 1994 within the greater Glenwood Springs community (zip code 81601). Unfortunately, data was not made available that shows the exact breakdown of these Downtown jobs by every industry, other than what is shown in Table 15 below.

Total Downtown employment was dominated by jobs in retail and services, which by our rough estimations account for at least two-thirds of all Downtown jobs. Retail jobs can be found in the Downtown's restaurants, taverns, and specialty stores such as apparel, antique, gifts, books, crafts, and sporting goods stores, as well as in the more local-serving automobile dealerships on Sixth Street. Service jobs include those found at Downtown hotels and other lodging providers, professional offices (e.g., law, engineering, architects), and business and personal services (e.g., office supplies, hair salons). Next in number were federal/county/city government jobs (an estimated 424 jobs), and financial, insurance, and real estate-related service providers (an estimated 86 jobs south of the river).

The largest employment sectors vary between Downtown North and Downtown South. In 1994, while eating and drinking establishments were common to both Downtown areas, lodging services and automobile sales and services constituted a larger proportion of jobs in Downtown North (nearly 30% and 14%, respectively), while government jobs (34% of Downtown South subarea), professional services (26%), F.I.R.E. jobs (7%), construction and transportation sector jobs (15%) in Downtown were concentrated south of the Colorado River. (Table 15)

In terms of business and job growth in Downtown, since 1989 there has been an increase in the number of retail and service establishments, including two new hotels, and several new eating places and gift shop openings.

Another significant employment trend affecting Downtown Glenwood Springs is the large number of workers who cross the Grand Avenue Bridge and thus pass through the Downtown on their commute to jobs located either within the Glenwood Springs community or up-valley in Pitkin County or southwestern Eagle County. The Community Development Department estimated that in 1994 about 2,800 persons who work within the Glenwood Springs community (zip code 81601) crossed the Grand Avenue Bridge during their daily commute to their jobs. In addition, the Department estimated that about 1,300 employees who resided in Garfield County crossed the

³For purposes of this analysis, "Downtown" Glenwood Springs is the area shown in Figure 1 (page 4 above) and includes both "North Downtown" and "South Downtown." "North Downtown" is that area north of the Colorado River bounded roughly by Devereux Road, 1st Street, Laurel, 5th Street, Olive and Williams Street extended. "South Downtown" is that area located south of the Colorado River bounded by the Roaring Fork River on the west, and the GID boundary on the east and south.

Grand Avenue Bridge during their daily commute to up-valley jobs. Thus, a total of approximately 4,100 workers crossed the Grand Avenue and passed through the Downtown on their way to and from work. (Community Development Department, *Workers, Jobs and Commuting Patterns in Garfield County & the Glenwood Springs Zip Code Area*, December 1995)

Table 15
Largest Employment Sectors
Downtown Glenwood Springs--1994

	Employees	
	#	% of subarea total
Downtown NORTH		
1. Personal, Business, & Recreation Services	356	33.1%
2. Lodging	314	29.2%
3. Eating & Drinking Establishments	179	16.6%
4. Automotive Sales & Service	145	13.5%
5. All Other Sectors	82	7.6%
Downtown North Total	1,076	
Downtown SOUTH		
1. Government	424	34.3%
2. Professional & Business Services	322	26.0%
3. Construction & Transportation	186	15.0%
4. Eating & Drinking Establishments	133	10.8%
5. Finance, Insurance, & Real Estate	86	7.0%
6. All Other Sectors	86	7.0%
Downtown South Total	1,237	
TOTAL	2,313	

Source: Glenwood Springs Community Development Department (Sept. 1997)

4. Retail Sector Trends in Glenwood Springs and the Downtown

County-wide, retail sales have steadily increased since 1990. Between 1991 and 1996, retail sales in Garfield County increased an average of 8.3% per year. (*Trends*, September 1997) Since 1993, county retail sales experienced annual increases of at least 6% in each of the years 1994 through 1996--a slight slow-down since the early 1990's but still respectable. (Table 16) Retail sales within the City of Glenwood Springs increased at slightly slower annual rates than the county--with an aberration in 1994 that might be explained by a large non-taxable sale or a mis-allocation of retail sales to communities by the state Department of Revenue. (Table 16 and *Trends*, September 1997) Reflecting its status as regional trade center, Glenwood Springs' share of total county retail sales has been holding relatively steady at about 59-60% for the last three years, although this represents a drop from a 64% share of county retail sales in 1993.

Table 16
Total Retail Sales
Garfield County & Glenwood Springs--1993-1996

Year	Total Garfield County Retail Sales (\$000)	% Change in County Retail Sales	Total City of Glenwood Springs Retail Sales (\$000)	% Change in City Retail Sales	Total City Sales as % of Total County Retail Sales
1993	\$656,996	--	\$422,521	--	64.3%
1994	\$697,005	6.1%	\$421,306	-0.3%	60.4%
1995	\$739,108	6.0%	\$439,213	4.3%	59.4%
1996	\$788,846	6.7%	\$466,676	6.3%	59.2%

Source: *Trends* (September 1997); Colorado Department of Revenue; City of Glenwood Springs

Another indicator of economic activity is the amount of sales tax collected (revenues) by the City of Glenwood Springs. Not all retail sales are taxable, so sales tax revenues are based on taxable sales only. The city's current 3.25% sales tax rate breaks down into the following: [1] 1.5% to general fund; [2] .5% to capital projects fund; [3] 1.0% to acquisitions and improvement fund; and [4] .25% to transportation fund. As shown in Table 17 below, city sales tax revenues have grown considerably and consistently from 1991 through 1997, increasing by \$3.4 million (77%) during those 6 years. Growth was most vigorous during the first few years of the decade, with a substantial 21.5% increase from 1992 to 1993. While annual growth rates decreased during 1994 and 1995 below the double-digit pace of the early 1990's, city sales tax revenues jumped significantly again in 1996, registering an 11.6% increase over 1995 revenues. In 1997, growth in retail sales tax revenues moderated quite a bit to a 3.1% rate. Part of the reason for this slowdown in 1997 was an unseasonably wet summer. August revenues took a particularly hard hit, falling 0.1% below August 1996 levels and contributing to the slowdown (Table 17).

Table 17
City of Glenwood Springs Sales Tax Revenues
1991-1997

Year	Sales Tax Revenue	% Annual Change
1991	\$4,490,088	--
1992	\$4,949,385	10.2%
1993	\$6,012,459	21.5%
1994	\$6,559,759	9.1%
1995	\$6,893,464	5.1%
1996	\$7,695,574	11.6%
1997	\$7,931,145	3.1%

Source: City of Glenwood Springs

Note: The city's sales tax rate increased from 2.75% to 3.0% in January 1993 and from 3.0% to 3.25% in January 1996

The increases in the amount of taxable sales by type of retail establishment has not changed considerably in Glenwood Springs since 1992, with the exception of sales from food stores, which declined from 18.5% of total taxable sales in 1992 to 14.9% in 1996. This decline is most likely attributable to the opening of several new food stores in nearby communities; moreover, a new grocery store that recently opened in New Castle will likely further reduce taxable sales from Glenwood Springs food stores in 1997 and beyond. Other types of retail establishments that have shown significant increases in taxable sales between 1992 and 1996 include home furnishings (77.5% increase), automotive/service stations (54.6%), and apparel (40.7%). Eating and drinking places increased sales by 24.5% during 1992-1996, while hotels/motels increased sales by 18.8%. (*Trends*, September 1997)

Downtown. Glenwood Springs' Downtown shared in the city's overall strides in retail sales growth during the past five years, as seen in Table 18 below. Total sales tax revenues increased by \$516,000 or 61% between 1991 and 1996, with significant annual leaps made in 1992 and again in 1996. As a percentage of city-wide sales tax revenues, Downtown has held relatively steady at about a 17-18% contribution. As seen, Downtown contributes a greater number of jobs to the city economy than it does retail sales tax revenues, reflecting its primary role as an employment/office and services center and its more secondary--but still important--role as retail trade center. In comparison, taxable sales at the Glenwood Springs Mall contributed 12.3% of total city sales tax revenues in 1996, taxable sales from businesses in Midtown (11th Street south to 23rd Street) contributed 23.2%, and the Roaring Forks Marketplace contributed 19.9% of total city sales tax revenues.

Table 18
Downtown Glenwood Springs Sales Tax Revenue
1991-1996

Year	Total Downtown Sales Tax Revenues	% Annual Change	Total City Sales Tax Revenue	Downtown as % of Total City Sales Tax Revenues
1991	\$840,307	--	\$4,490,088	18.7%
1992	\$979,592	16.6%	\$4,949,385	19.8%
1993	\$1,073,614	9.6%	\$6,012,459	17.9%
1994	\$1,151,280	7.2%	\$6,559,759	17.6%
1995	\$1,179,116	2.4%	\$6,893,464	17.1%
1996	\$1,356,454	15.0%	\$7,686,338	17.6%

Source: City of Glenwood Springs

Note: "Downtown" includes the area north of the Colorado River from the Devereux Road/Traver Trail intersection to No Name (including all of Devereux Road and Oasis Creek) and the area south of the Colorado River from 7th Street south to but not including 14th Street and west to the Roaring Fork River.

An inventory of businesses located in the core of Downtown Glenwood Springs, on both sides of the river, reveals several concentrations of retailers by type. (See Appendix A to this report for a summary of our inventory.) Restaurants, cafes/coffeehouses, and taverns by far are the most numerous type of retail located in Downtown Glenwood Springs. By our estimate, there are at least 25 eating/drinking places within the Downtown study area, which represented nearly one-third (28%) of all retail establishments in Downtown and 16% of all business establishments in the Downtown. Stores selling crafts, antiques, and artisans' wares (13 stores), apparel and accessories (10), gifts, flowers and miscellaneous items (9), and sporting goods/equipment (7), rounded out the next most numerous types of retailers in the Downtown area.

Retail rents in the Downtown are currently a good deal compared to other parts of the city. Rents for retail space on Grand Avenue average about \$14-15 per square foot for small spaces (less than 800 sq. ft.), and about \$10-13 per square foot for larger spaces. Rents off Grand Avenue, such as on 7th or 8th Streets, are typically less than rents on Grand. According to several Downtown retailers, good lease deals and options have been readily available both on and off Grand Avenue.

Vacancies for ground-floor space of all types on Grand Avenue were virtually zero, except for two vacant storefronts in a retail building located on the west side of the 800 block of Grand. The latter storefronts are located in a 1909 building containing 7,500 square feet (3 storefronts total) that was recently acquired (summer 1997) for \$480,000. The new owner is reportedly seeking rents in the neighborhood of \$1,500 to \$1,800 per month, which would represent a significant jump compared to existing lease rates on and near Grand Avenue. Recent loss of Downtown retail space includes the Tamarac Building, located at the prime southwest corner of 10th and Grand Avenue, which had historically contained retail uses but which was recently converted to exclusively office use.

The concentration of Downtown retail uses tapers out south of 9th and 10th Streets, with south-bound pedestrians' "visual" access blocked to a large extent by the existing Federal office building and bank building/parking lot located at the prime south corners of Grand Avenue and 9th Street. **CHECK** While businesses on the 1000 block of Grand report decent sales, the opportunity for improving the situation by adding critical mass is constrained by a shortage of available space for new retail or other complementary uses. Thus, retail reuse or redevelopment of existing non-retail buildings on the 1000 and 1100 blocks may be the only viable means for pumping up this area and extending the shopping experience to the south.

While the indicators show that retail sales in the Downtown have been improving, it is difficult to discern how much of that success Downtown is based on increased local spending versus increased tourist/visitor spending. On the one hand, the 1997 community mail-in survey completed as part of this planning effort indicated that a significant percentage of local residents do indeed regularly go Downtown to shop or dine. 80% of the survey respondents had visited Downtown six or more times in the prior two months, versus 35% to the Glenwood Mall, and 60% to the Roaring Fork Marketplace. The leading three reasons local residents go Downtown were to shop, use the post office, and dine at Downtown restaurants.

On the other hand, while tourists and visitors to the Downtown are important to Downtown merchants and restaurateurs, several report that they could not survive economically if all they depended on were tourist sales. However, in a classic case of which-came-first, it may be that Downtown retailers are contributing to relatively low tourist sales by presenting an uneven and un-unified front when it comes to operating hours and tourism marketing. For example, while a handful of Downtown business owners are open all weekend—when tourist traffic is typically greater and Downtown hotels report 100% occupancies during the peak seasons—there are a greater number of businesses that close their doors at 5:00 pm on Saturday and stay closed until Monday morning. The effect is to send out a message that, for the most part, Glenwood Springs is "closed" evenings and weekends—a surprise to many tourists used to more receptive overtures from tourist destinations.

Strong retail sales are vital to the City of Glenwood Springs' fiscal health. Sales and use taxes, and particularly the city's tax on retail sales, fund a substantial percentage of the city's general fund. The general fund is used to pay for basic municipal services such as fire, police, public works, culture and recreation, and City Hall. The fiscal year 1998 city budget projects that nearly 60% of general fund revenues will be generated by the city's general sales taxes, compared to only 4% generated through property taxes. Obviously, continued retail sales growth both in the Downtown and throughout Glenwood Springs is very important for the city's future ability to continue funding necessary municipal services.

5. Other Real Estate Markets in Downtown Glenwood Springs

Office

There is a significant amount of office use within the Downtown, including along Grand Avenue, 8th Street, and 9th Street. The majority of private office users are service providers, most notably providers of finance, real estate, insurance, and legal services. Clarion's walk-by inventory counted

an estimated 18 professional or FIRE-related offices in the Downtown, although this is likely an undercount of the actual number of offices located on upper floors of Downtown buildings, which were difficult to discern from the street. For example, High Country Engineers is located on the 900 block of Cooper Avenue and employs 26 persons year-round. Aspen Research recently purchased the CNB building on Grand Avenue and 8th Street for its headquarters; the software research company currently employs 35 professional and support staff.

Federal, county, and city government offices also constitute a large proportion of Downtown office uses. The U.S. Forest Service alone houses 60 persons in its Downtown building on Grand Avenue. Several residential structures in the Downtown (especially on Grand Avenue and Cooper Avenue) have been converted and renovated into office space, which most persons interviewed viewed as appropriate particularly given the traffic levels on Grand Avenue. In addition, several banks have offices/branches on Grand Avenue. Unquestionably, the Downtown plays a key role as a regional office center and is the most concentrated locus of office spaces and uses in the entire city.

According to local real estate brokers and market observers, there is strong demand for office uses in the City of Glenwood Springs and surrounding communities, but a shortage of available space--especially for medium-size offices accommodating 10-15 employees. Demand for Downtown office space is moderate to high, but the existing building stock is constrained in many instances by a reported lack of on-site or close-in employee/visitor parking. The recent conversions of the Tamarac Building (10th and Grand Avenue) and the Colorado National Bank building for exclusively office uses attest to this demand--both these existing buildings have on-site parking. Office lease rates range widely, according to realtors in Glenwood Springs, from \$9.00-\$10.00 per square foot for small offices (about 400 sq. ft. and not on located on street level), to as much as \$18.00-\$20.00 for larger suites or office space with Grand Avenue frontage.

Apart from reuse or conversion of existing buildings for office purposes, there has been little new commercial office construction in the past few years in the Downtown. While two Downtown office project proposals recently received final city approval, construction on either has not yet begun:

- (1) A new office building (4½ stories; 10,900 sq. ft.) on the site of the Rex Hotel; and
- (2) Conversion/expansion of an existing residential home into small office space plus new apartments -- total of 2,600 sq. ft. new construction -- at the southeast corner of 9th Street and Cooper Avenue.

Outside the Downtown Plan study area, city council in February 1998 just granted final approval to a new 23,000 square foot office building at 27th Street and Grand Avenue, which will contain 12 condominium offices. Valley View Hospital is also constructing a new 16,000 square foot office building at its campus on 19th Street and Blake Street.

Industry observers and experts assert that apart from slightly more competitive rents in some surrounding communities, the most important factor that is driving new construction to places like New Castle is lower costs of construction. Thus, while new commercial office building construction

to date has been scarce in the Downtown, Alpine Bank just constructed a new branch bank in New Castle and 7,000 square feet of speculative office space is under construction in that city on the 2nd floor of a new shopping center--the latter which was 50% pre-leased prior to the finish of construction. Several interviewees contend that the citywide transportation impact fee, which is pegged to vehicle trip generation and is levied on new construction as well as renovations/expansions of existing space, is turning away prospects for business expansions and improvements in the city. It is important to note, however, that the transportation impact fees levied for Downtown development are discounted because the transportation infrastructure serving Downtown is virtually all in place and in relatively better shape in terms of turning lanes, signalized intersections, lane capacity, etc., than other locations in the city.

There are two possible relocations that may free up additional office supply in the Downtown core. The U.S. Forest Service has plans, although somewhat uncertain (*see below*), to move its Downtown offices from 8th and Grand to a location outside of the Downtown, and the City is also seriously considering moving City Hall offices to a location west of Grand Avenue. Accordingly, opportunities may arise for reuse of these prime east-of-Grand Avenue buildings for private-sector office uses, although there may be good market and policy reasons (as discussed in the Executive Summary) to encourage retail or mixed retail-office uses of these buildings.

The Downtown's daytime population, office workers primarily plus others, plays an important role in enhancing and strengthening Downtown retail, with the reverse also true: Office and other daytime workers shop and eat at Downtown offerings, while the variety of Downtown retail shops, restaurants, and services make the core a lively, convenient, and interesting place to work.

Residential

There are few private single-family residences within the Downtown core area. As noted above, a total of 97 housing units were located south of the Colorado River within the GID District boundaries according to the 1990 Census. On Grand Avenue, there are approximately 10 rental apartments located on the second floor of a 700-block building (all currently leased at affordable rents of about \$350/month, although renters share a common bathroom), and some additional housing located on Cooper and Blake Avenues. Future demand for owner-occupied residential within the Downtown core is perceived to be low, given current land use patterns, the volume of traffic and truck traffic on Grand Avenue, and parking availability. There is a tight rental market in Glenwood Springs, with little new construction.

Lodging

Number, Type, and Location. Total lodging rooms within the City of Glenwood Springs is currently estimated to be approximately 1,290 rooms; when the two new hotels on West 1st Street (the Holiday Inn Express and Hampton Inn) open this Spring and Summer, total room inventory will increase to about 1,425 rooms.

According to Clarion's walk-by inventory and other available sources, there are a total of 15 hotels, motels, B&B's, hostels, and other lodging providers within the Downtown plan study area (*i.e.*, including the newly constructed hotels/motels on West 1st Street north of the Colorado River). The

type of lodging runs the gamut from the historic Hotel Colorado and Hotel Denver, to national chains such as Holiday Inn Express, Best Western, Ramada Inn, and to independent operators such as the Silver Spruce Motel and Glenwood Motor Inn. Two of these Downtown hotels, the Holiday Inn Express and Hampton Inn--located next door to each other on West 1st Street north of the river, are slated to be open in time for the 1998 summer season and will add 135 new rooms to the city's lodging inventory.

According to a February 1996 inventory of Glenwood Springs lodging, lodging services located within the Downtown Plan study area contain an estimated 686 rooms, or just over one-half (53.4%) of all rooms/units in the city. These Downtown lodging services also provided 2,432 "pillows" (a measurement of the maximum number of persons that can lodge in all available types of rooms) of the total 4,310 pillows in the city, or a significant 56.4%. With the opening of the Holiday Inn Express and Hampton Inn within the Downtown Plan study area, the share of the city's rooms located Downtown will increase to 57.6%.

Outside of this Downtown area, the bulk of the city's lodging can be found on old Highway 6/24 west of Oasis Creek, on Grand Avenue south of the Downtown core (south of 11th Street), and at or near Sunlight Mountain Resort.

Civic

The Community Development Department estimates that total government services employment in the Downtown (as defined in the map shown in Figure 1 on page 4) during 1996 was 424 employees, covering city, county, and federal employment. (Glenwood Springs Community Development Department, *Report on Downtown Activity within the Glenwood Springs Area*, Sept. 1997) According to the Glenwood Resort Chamber Association, in November 1997 Garfield County employed a total of 270 persons citywide, the City of Glenwood Springs employed 127 persons citywide, and the U.S. Forest Service employed 65 persons citywide--for a grand total of 462 government jobs--only 38 jobs more than estimated by the city were found within the Downtown area. Thus, not including school district employment, Downtown Glenwood Springs is the dominant governmental/public employment center in Garfield County.

City Government/Operations. The Glenwood Springs city government--at city hall, annexes, and assorted other offices--are located within the Downtown plan study area. The city's municipal wastewater treatment plant and municipal operations center are also located within the study area. The old Electric Building, now an arts center, is located within the plan study area north of the Colorado River near the Hot Springs Pool. Finally, in addition to several city parks, the city owns parking lot facilities at 9th and Cooper, City Hall, and 7th and Colorado.

County Government/Operations. Garfield County government, including the library, courts and jail, are all located within the Downtown Plan study area. The county's operations center is also located at 10th Street and School Avenue. Finally, the county owns a parking lot at 8th Street and Pitkin Avenue.

Federal Government/Operations. The U.S. Post Office is located within Downtown, and as mentioned above, the U.S. Forest Service has offices at the corner of 9th and Grand Avenue, as well as an operations center at 11th Street and School Avenue.

The U.S. Forest Service has indicated an interest in vacating its 900 Grand Avenue building in order to consolidate all area federal resource management agencies in one building and to improve access for visitors. A representative of the Forest Service interviewed for this report stated that a move, if done at all, would probably occur within the next five years or so. The agency needs an estimated five acres of land for parking, shops/yard, and an office building. West of the city is one area mentioned as a potential alternative location for a new complex. As mentioned above, the USFS currently employs 60-65 persons in its Grand Avenue location, so a move by the agency out of Downtown would represent a significant loss of employment within the core.

Other. The RE-1 School District operates Bolitho Elementary School within the plan study area, as well as adjacent Vogelar Park.

6. Public Spending Patterns in Glenwood Springs

Table 19
1995 Operating Expenditure Patterns in Five Communities
(\$ millions)

Community	Gen. Govt.	Pub. Safety & Judicial	Public Works	Health & Social Services	Culture & Rec.	Misc.	TOTAL (\$ millions)
Durango	2.22	3.52	2.29	.12	1.65	.60	\$10.4
Frisco	1.23	0.48	.74	0	.14	0	\$2.6
Glenwood Springs	1.86	2.40	1.09	0	.57	0	\$5.9
Montrose	2.26	2.00	2.10	.23	1.20	.16	\$8.0
Steamboat Springs	4.05	1.82	1.02	.08	2.54	0	\$9.5

Source: Colorado Department of Local Affairs, Colorado Municipal League

Table 19 suggests that general government operating expenditures in Glenwood Springs are generally in line with those in the other listed communities. In 1995, however, the City ranked second to last in terms of spending on culture and recreation, which includes leisure time activities such as golf, swimming, spectator recreation (museums, concerts), parks, county fairs, libraries, and seniors programs. Comparisons of the same operating expenditures adjusted for the size of the community are presented below.

Table 20
1995 General Government Operating Expenditures Per Capita

Community	Total Operating Expenses	Expenses per Capita
Durango	\$10.38 million	\$762
Frisco	\$2.58 million	\$1,076
Glenwood Springs	\$ 5.87 million	\$780
Montrose	\$7.96 million	\$714
Steamboat Springs	\$ 9.51 million	\$1,153

Source: Colorado Department of Local Affairs, Colorado Municipal League

On a per capita expenditure basis for general government, Glenwood Springs ranks in the middle to bottom of the pack (third highest out of the five communities measured, but only slightly higher than the fourth ranking town). (Table 20)

III. TOURISM TRENDS AND PROFILE

Tourism is an increasingly vital part of Glenwood Springs' local economy and has exhibited steady growth during the last five years. This section presents:

- (1) Trends in tourism nationally and in Colorado;
- (2) An overview of existing local attractions and special events; and
- (3) Visitation trends and lodging/occupancy tax collections in Glenwood Springs.

A. National Tourism Trends

An overview of national tourism trends is a good starting point in evaluating existing tourism conditions and potential in Glenwood Springs.

Increasingly, cities and towns are seizing upon tourism as an economic revitalization strategy, attempting to capitalize on cultural, historical, natural, and other attractions to pump dollars into the local economy. This is a fiercely competitive business because the stakes are so high:

- Tourism is the third largest industry in the United States. In 1996, the tourism and travel industry generated \$473 billion in total expenditures, third behind only the auto and retail food industries. Expenditures in 1996 increased 7% over total 1995 expenditures on travel.
- Travel and tourism directly provided 6.8 million jobs nationwide and paid \$121.6 billion in salaries and wages in 1996. The industry ranked as the first, second, or third largest employer in 32 states, including Colorado. In Colorado, tourism and travel generated \$7.3 billion in total expenditures in 1995.
- Tourism is, contrary to popular wisdom, remarkably resistant to recessions. In the 1981-82 downturn, tourism jobs grew in 14 of 18 months of that downturn. In the depths of the 1991-92 national downturn, the Colorado ski industry set new visitor records.

Within the context of these larger trends and statistics, there are some recent developments in tourist-related travel that are especially relevant to Glenwood Springs.

1. Vacations by Family Households.

The *Tourism Works for America 1997 Report* (published by the Tourism Works for America Council) and the annual *Outlook for Travel and Tourism* (published by the Travel Industry Association of America), reveal some interesting facts about travel. Most of the growth in travel and tourism since 1993 has been on the leisure side of the coin, with business travel nationwide declining 7% during 1996 (however, much of this annual decline in business travel was attributed to harsh weather during the first quarter of 1996).

- The family vacation market is vital to the leisure tourism industry, accounting in 1996 for 72% of all vacation travel in the United States. A family vacation is defined by the U.S. Travel Data Center as two or more members of the same household traveling 100 miles or more away from home on a vacation trip. The typical profile of the family vacationer is married couples, college-educated, and half with children.
- Although the average family took fewer trips in 1996--2.0--versus 2.4 trips in 1995, they stayed longer. The average length of stay per trip increased to 8.3 nights up from 7.5 nights in 1995.
- Families who took vacations costing less than \$500 increased to 37% in 1996 from 35% in 1995.
- The share of all family vacationers traveling with their children remained stable in 1996 at 55 percent. However, families with children tend to take more vacations than families without children. In addition, families with children also spend more money on their vacations simply because it costs more to travel with children.
- In 1995, 78% of all family vacation travel with children was by automobile, recreational vehicle, or truck. However, airplane travel for families with and without children has increased significantly over the past few years. Family vacationers typically vacationed in the regions where they lived and most families took trips to destinations to which they had traveled to in the past.
- While most family vacationers shopped on their trip (77%), they did not travel specifically for that reason. The top reasons given by families who traveled on vacation was the desire to spend time alone together as a family, to rest and relax, and to get away from the stresses of home and work.
- Despite planning more time for vacations, families continue to watch their consumer dollars very closely. American families today are looking for value for their vacation dollar like never before, which increases the potential gain from even little added incentives, such as discounts from hotels, restaurants, attractions, or shopping.

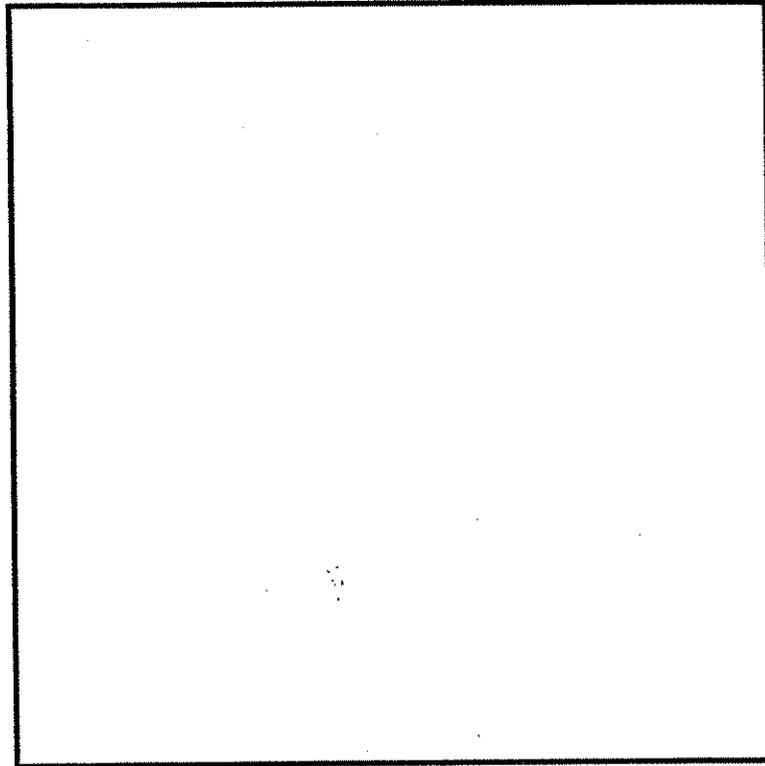


Figure 1

2. Length of Stay & Travel Distances.

Prior to 1994, the trend for many years has been toward shorter trips—both in time and distance. Much of this was related to the fact that Americans have less leisure time than they did two decades ago, and that Americans have experienced in recent years increasing concerns about the economy and their own security and economic well-being. However, probably in light of buoyed consumer confidence in several regions of the country, 1994 witnessed the reversal of this trend, with leisure travelers favoring long trips over shorter weekend trips for the first time in many years, albeit by only a very narrow margin.

- In 1996, average domestic trips for all travelers averaged 3.7 nights away from home. Pleasure travelers who stayed in a hotel or motel in 1996 stayed an average of 3.3 nights per trip, relatively unchanged from 1995. In 1995, families with children took trips averaging 6.7 nights, slightly shorter than family vacationers without children, who averaged a trip stay of 8.4 nights. In 1996, the average length of stay per trip for all family vacationers was 8.3 nights.
- The largest block of domestic trips was 425 miles in distance round-trip. In 1995, 78% of all family vacation travel with children was by automobile, recreational

vehicle, or truck. Car trips average about 365 miles round-trip, or roughly a 3- to 4-hour drive away from home.

- Most tourists want no more than 2-3 hours traveling time for a day or weekend trip, especially families with children.

3. Value and Safety.

Regardless of trip length, the U.S. Travel Data Center unambiguously reports that consumers are still increasingly vigilant about keeping vacation costs tightly under control. Reflecting national concerns about crime and economic uncertainty (despite a relatively strong national economy), tourists are placing increasing emphasis on:

- A sense of safety—freedom from crime and risk of accident. Tourists also fear getting lost, thus place value on good signage.
- Getting good value for their money, especially in terms of meals and lodging. This is especially true of families with children. In 1996, while 38% of all travelers stayed in a hotel or motel, another nearly 50% stayed in homes of friends or relatives. Leisure travelers were more closely split, with just over half staying in a hotel or motel in 1996, and a slightly smaller proportion staying with friends or relatives.

4. Outdoor Recreation.

Outdoor recreation is an increasingly important component of vacation travel. In a 1996 survey by the Travel Industry Association of America, participation in outdoor activities ranked second (after shopping) among all activities participated in by United States travelers. The industry has coined the term "adventure travel" to capture the growth in outdoor recreation tourism. This does not necessarily mean scaling mountain peaks; in fact, most aging baby boomers and their families are seeking "soft adventures"—ones that will assure they will return home in one piece, such as biking, hiking on gradually changing terrain, bird or animal watching, lake/water activities, and sports-related trips, such as golf or tennis vacations.

- In a 1996 survey, one-half the U.S. population, 98 million Americans, said they had engaged in adventure travel during the prior five years. 26% of all Americans reported a recreation-related vacation in 1996, a slip of 5 percentage points from 1995.
- Families with children are among the most typical "soft adventure" travel participants.
- According to the *1996 Recreation Roundtable Survey of "Outdoor Recreation in America,"* national forests are the country's largest provider of outdoor recreation,

hosting 835 million recreation visitors in 1994 alone. More than 25% of all Americans, 28%, reported visiting a federal recreation site during the past 12 months.

- According to the *1994 Recreation Roundtable Survey of "Outdoor Recreation in America,"* among the most popular forms of outdoor recreation in America in 1994 were, in order, driving for pleasure (40% participation rate), swimming (35%), picnicking (33%), fishing (25%), camping (25%), bicycling (21%), running or jogging (19%), hiking (18%), boating (18%), wildlife viewing (18%).
- The *1996 National Survey of Fishing, Hunting, and Wildlife-Associated Recreation* (U.S. Fish and Wildlife Service) reported that 77 million Americans over the age of 16 years participated in fishing, hunting, and wildlife-associated recreation such as wildlife viewing, feeding or photography.
- Anglers took 507 million fishing trips in 1996, the vast majority of them within their home states. Anglers spent an average of \$436 per year on trip-related expenses, a daily average of \$25.
- Hunters of big game (deer and elk) spent an average of \$281 on trip-related expenses, primarily food and lodging. Like anglers, nearly all big game hunters hunted within their own state of residence. The Mountain West region, including Colorado, had a higher hunting participation rate (9%) than the nation (7%).
- In Colorado, trip-related fishing and hunting expenditures totaled \$503 million in 1996. Nearly one-half of all persons who hunted in Colorado in 1996 were from out-of-state, while 27% of all persons fishing in Colorado in 1996 were non-residents.
- 38% of Americans (23.7 million) who said they participated in wildlife-associated recreation took trips for the primary purpose of enjoying wildlife. Average trip-related expenses per wildlife-watching participant was \$440 in 1996.
- In Colorado, trip-related wildlife-watching expenditures totaled \$426 million in 1996. Nearly one-half (46%) of participants in wild-life watching in Colorado during 1996 were from out-of-state.
- North American ski resorts are increasingly embracing the European model of winter vacationing that doesn't revolve around 8 a.m. to 4 p.m. skiing. Vail recently opened its non-ski activity center, Adventure Ridge, on top of Vail Mountain, complete with heated gondola ride to the top. Snowshoeing is hot again (Vail offers a gourmet dining tour on snowshoes), tubing hills are sprouting all over as are ice rinks, luge courses, snowmobiling, dogsled rides, bobsled rides, beginner ski jumping, and even paragliding on skis. Day spas, massages, and hot tubs lure still others to the country's ski resorts and areas.

- In Colorado, 24,135 snowmobiles were registered in 1994-95, up from 22,115 the previous year. A Colorado State University study indicated that Coloradans annually spend \$26.5 million on snowmobiling.
- Colorado leads the nation with the greatest number of nordic (cross-country) ski areas, with 66 areas (10% of the total 645 areas in the country).
- Colorado skier visits set a new record in the 1996-97 season, reaching 11.8 million for a 4.4% increase, the fifth straight year the industry exceeded the 11-million visit mark.

5. Cultural/Heritage Tourism.

Heritage tourism, perhaps best described as a new tourism philosophy that respects and draws on the unique historical, cultural, and natural resources of a community, is showing increasing promise as a productive and sustainable approach to economic development. There is growing evidence that states and communities that protect and develop their historic sites and cultural resources in tandem with other attractions such as natural areas will be the leaders in tourism:

- The Travel Industry Association of America recently reported that visiting historical sites or museums ranked third behind shopping and outdoor activities in terms of what U.S. residents actually did during their vacations in 1996.
- In 1996, 27% of U.S. adults (53.6 million) took at least one trip in the previous year that included a visit to a historic place or museum. In addition, 17% of U.S. adults (33 million) attended a cultural event or festival in the past year while they traveled. Industry experts forecast that both these types of vacation activities—visiting historic sites and attending festivals—will continue to grow strong.
- For most travelers, visiting historic or cultural sites, or attending related events/festivals, is simply one of many activities engaged in during travel. This multiple range of activities among historic travelers could suggest a variety of cross-promotional opportunities available.
- 40% of all family vacation travel in both 1993 and 1994 centered on visits to historical sites. As increasing numbers of families report interest in turning vacations into more educational experiences, family vacationers are expected to continue to be a very strong market for the historical site vacation.
- An August 1997 study by the Travel Industry Association of America found that this group of travelers has tremendous economic potential for the travel and tourism industry, noting they spend on average \$615 per trip compared to \$425 for all U.S. travelers. In addition, the study found that historic/cultural travelers tend to take longer trips, include multiple destinations on their trips, participate in more activities

while traveling, and stay more often in hotels, motels, and bed & breakfast establishments.

- According to a 1995 National Trust for Historic Preservation survey, the major market for historic site visitation is motorcoach travel, the number one source of projected growth for 68% of the survey respondents. Other key markets for cultural heritage tourism are education tours, including student groups; families; seniors; and international visitors. The convention market is seen as one of the emerging audiences for historic and heritage sites as more attractions package their programs for day trips and special events.
- The most frequent reasons given by vacationers for visiting historic sites were: (1) interest in history; (2) quality of exhibits; and (3) special events and programming.
- The primary reasons for *not* visiting a historical site include (1) lack of awareness of the site; (2) location [hard or remote to get to]; and (3) no interest in history. Site operators that experienced a decrease or expect a decrease in visitation cited price, competition, lack of programming, and cut-backs in open-to-the-public hours as reasons for the declines.

There are several important demographic/economic reasons for the rise in cultural heritage tourism:

- The large baby boom generation is fixated with educating their young, and willing to spend substantial sums to do so. The baby boom generation is now at the peak of its income earning ability. Additionally, this generation is well-educated, and statistics show a direct correlation among education, tourism, and cultural attractions.
- The nation is showing its age, and people over 55 years of age travel more than any other group, with significant leisure time and disposable incomes.
- Because of a variety of pressures, vacations have tended to be shorter than in the past (3 to 5 days), and historic/heritage attractions fit time-constrained travel plans better than grand tours of wide-ranging scenic and natural areas.

While these statistics are impressive and encouraging, the highly competitive nature of the tourism business means that aspiring destinations must work creatively and energetically to attract visitors.

B. Travel/Tourism Trends in Colorado

1. Key Facts/Trends.

According to the 1996 *American Travel Survey* conducted by the U.S. Department of Transportation, the following is true of Colorado-related travel and tourism:

- Colorado is the third most visited state in the country for outdoor recreation.
- Colorado was in the top five states for frequency of air travel by visitors, ranking number five, reflecting the state's relative distance from the nation's top population centers.
- The average distance traveled by visitors to Colorado was 890 miles.
- 35% of visitation to the state occurred during the summer, and 62% of those surveyed said they came to Colorado to vacation.
- 36% of travelers to Colorado stayed in a hotel, and the average length of stay for all persons traveling to the state was 5.1 nights away from home.
- The top five states from which travelers to Colorado came from were: (1) California; (2) Texas; (3) Kansas; (4) New Mexico; and (5) Wyoming.
- Three-quarters of visiting Californians traveled to the state for pleasure and spent an above-average of 6.5 nights on their trip.

2. Air Travel.

According to the 1997 *Colorado Business Economic Outlook* published by the University of Colorado-Boulder Business Research Division, air travel to the heart of ski country is continuing to grow. Enplanements at Aspen/Pitkin County Airport, the third busiest airport in the state, grew 4% through August 1997 compared to 1996. Even more impressive was the 45% increase in winter ski season (January - April) enplanements at Eagle Airport over 1996, making the airport the fourth busiest in the state. In addition, Eagle Airport added new airplane parking and expanded air service during this past summer.

3. Summer Travel and Tourism.

In a survey conducted by the Adams Group and as reported in the 1997 *Colorado Business Economic Outlook*, most respondents were disappointed with the 1997 summer tourist season. Attraction attendance was down 2.6% for the summer (1.2% for the year) and spending on souvenirs and outdoor equipment declined, while other sectors posted only small gains. Business travel was the strongest segment of the 1997 summer travel market, as it was throughout the year. Surveys conducted in western Colorado showed that most visitors were passing through Colorado, rather than planning to spend time in the state.

4. International Tourism in Colorado.

With the demise of taxpayer funding for the Colorado Tourism Board, the state has been without an aggressive international marketing program. Several different groups and associations throughout

the state have attempted to fill the gap on their own initiatives, which has helped to maintain at least a limited presence in the marketplace. However, industry experts expect that the state should expect a slowdown in visitations from international tourists in 1998; the only saving grace would be the consummation of several of the recently announced nonstop air service from DIA to London and Western Europe.

5. Tourism Industry Outlook in Colorado.

According to the 1997 *Colorado Business Economic Outlook*, visitation to the state's welcome centers and to many Front Range and Western Slope attractions has dropped significantly from the highs reached when the state's tourism promotion programs were in full swing. On the other hand, Colorado's mountain resort areas and the Denver metro area are expected to continue their worldwide and national attraction, with their offerings of recreational and amusement facilities, sports franchises, museums, amusement parks, sports, and natural attractions. A booming economy, increases in business travel to the state, increasing family incomes, and a still-growing resident population will continue to fuel travel/tourism in Colorado. On the downside, the scarcity of seasonal workers, the lack of a competitive statewide tourism promotion program⁴, and the increasing number of attractions competing for a shrinking tourism dollar will continue to stress the industry. Overall, the Colorado tourist economy is expected to increase only a modest 2% in 1998.

C. Overview of Existing Attractions and Special Events in Glenwood Springs

For a community of its size, Glenwood Springs has a relatively good offering of attractions, activities, and special events. Much of the city's and surrounding area's offerings are focused on outdoor activities and recreation, including skiing at Sunlight Mountain Resort, snowmobiling, biking, hunting, skating, golf, rafting, fishing, horseback riding, and hiking. Glenwood Springs proper offers, of course, the very popular hot springs pool and vapor caves, Downtown and other city dining and shopping, the Frontier Museum, Doc Holliday's grave, and assorted family entertainment (miniature golf, Funland).

The Downtown Plan study area is either the location of, or within walking distance of several key visitor attractions including the hot springs pool (90% of overnight visitors surveyed visited the pool), vapor caves, shopping, dining, the museum, the city's arts center, the Glenwood Canyon bike/pedestrian trail, and the river itself. The Downtown also contains a concentration of sporting goods and recreational equipment rental stores that cater to visitors.

Special events and festivals occur primarily during the summer months. During the past year, the following events occurred:

³Although data are mixed on the effects of the loss of the tourism tax that funded Colorado promotion, the 1997 *Colorado Business Economic Outlook* reports that most analysts believe that rural areas, particularly in Western Colorado, have suffered the greatest loss of market.

Summer: Summer of Jazz (Wednesday evenings during June and July), the Glenwood Springs Dance Festival (summer), Strawberry Days (1 week in June), Doc Hollidays (1 August weekend).

Fall: The Fall Arts Festival (September).

Winter: Sunlight Resort's Ski Spree (February), Winterfest at the Center for the Arts (November/December), and March Music Madness at the Center for the Arts (Saturday concerts during the month).

D. Tourism and Travel Trends in Glenwood Springs

1. Volume of Visitation.

The Glenwood Springs Chamber Resort Association estimates that in 1994, 1.2 million persons visited the city and area. Data, however, was not available as to the breakdown of these 1.2 million by visitor type (e.g., business visitor versus convention/meeting attendee, group tour member, or other leisure traveler).

Sunlight Mountain Resort reports that during the last full ski season, winter of 1996-97, skier days⁵ totaled 102,096, up about 11,000 skier days from the 1995-96 season for a strong annual increase of 12%. In a survey conducted by *The Denver Business Journal* (November 21-27, 1997), Sunlight ranked 19th in size among Colorado ski resorts by number of skier days, moving up from 20th place the year before. The resort recently announced a major investment plan that will add high-speed chairlifts, more ski runs, on-mountain restaurants, and a base village. The addition of 10 new chair lifts will increase skier capacity by 264% and triple the usable ski terrain. Development on the resort improvements is planned to begin in 1999 and is expected to last 20 years. (*Colorado Economic Chronicle*, December 22, 1997)

2. Lodging Industry--Trends in Accommodations Tax Revenues, Occupancy Rates, and Average Daily Rates

Accommodations Tax Revenues. One important indicator of the health of Glenwood Spring's tourism industry is the trend in accommodations tax collections. The 1.5% accommodations tax is levied on all transient room rentals in the city. All revenues from the accommodations tax flow into the city's "Tourism Promotion Fund," which in turn is turned over to the Glenwood Springs Chamber Resort Association to spend on tourism promotion and related marketing. As shown in Table 21 below, total accommodation tax revenues increased an average of 4.9% annually from 1993

⁵A "Skier day" is an industry measure of visitation, equal to one person visiting a ski area for all or any part of a day or night for the purpose of skiing. This equals the total number of lift tickets issued. Skier days include full-day, half-day, night, complimentary, adult, child, season, and any other ticket types that give a skier the use of the area's facilities. Skier days is an actual count and includes season ticket use.

through 1997, a respectable gain that kept just ahead of the average annual inflation rate in the state.

Seasonally, 1997 witnessed significant increases over 1996 collections in all seasons: winter (January-March up 7.5%), summer (June, July, and August up 7.3%), fall (September and October up 8.3%), and the early winter 1997 holiday season (November and December up 8.9%). Year-end, 1997 total accommodation tax collections was 7.3% greater than 1996 collections, indicating 1997 was a very good year for the city's lodging industry. (Table 21)

Occupancy rates. Just like other Colorado resort or destination cities, lodging occupancy rates ride peaks and valleys in Glenwood Springs according to the season. The number one peak season is summer (July-August), which during the early 1990's saw average seasonal occupancy rates climb to 80% by 1994. The winter ski season (December-March) is generally the second most busiest season for the city's hotels, with occupancy rates averaging close to 50%. The fall season, September and October, has witnessed significant improvement in terms of occupancy according to the Chamber Resort Association.

Year-round occupancies in Glenwood Springs averaged 55% in 1994 and an estimated 63% in 1996, the only two years for which we had year-round data. According to the *Rocky Mountain Lodging Report* (Colorado Edition, December 1997), the 1996 average occupancy of 63% in Glenwood Springs compared favorably with a statewide estimated industry average of 68% occupancy in 1996 and even more favorably with an estimated 55% average occupancy for the state's resort properties. (Resorts included Vail, Steamboat Springs, Breckenridge, and Aspen.)

Occupancy rates in Glenwood Springs vary significantly between weekend versus weekday stays, reflecting the large proportion of visitors from in-state who can easily drive to the city for a weekend visit. According to a 1996 RRC Associates survey of the city's lodging inventory, during the peak summer season, weekend occupancies typically average close to 100%, while weekday occupancies during the summer average about 82%. While weekend occupancies during the entire 4-month winter ski season typically average about one-half the summer rates, winter weekend occupancies reach between 85-95% during February and March. An industry study conducted last summer for the Glenwood Springs Chamber Resort Association found that weekend revenues comprised as much as 75% of April 1997's total monthly revenues, while dropping to about 63% by the month of June.

A 1994 industry study found that the top ten highest revenue-generating days for the city's lodging industry all occurred on weekend days (Saturdays or Sundays of a long holiday weekend). The ten lowest revenue-generating days in 1994 all occurred on weekdays (including Sundays).

to have increased since 1992. Average length of stay was 4.1 nights, with weekday visitors averaging a higher 4.4 nights and weekend-only visitors averaging 3.7 nights away from home.

4. Demographics

Results from the 1992 RRC sample survey showed that there were some variations in visitor demographics based on season. In general, ski season (Jan-March) visitors were younger and more affluent and tended to be male more so than visitors during the other visitor seasons. As for type of household and marital status, the data showed that the dominant type represented was families with children (35% year-round and an identical 41% during the ski and summer seasons). The next most identified category was couples with children no longer living at home ("empty-nesters") at 27%. Interesting, only a small percentage of visitors to Glenwood Springs, even during the ski season, were single--12% year round and only 6% during the ski season in 1992.

Respondents to the 1997 visitor survey who stayed at least one night in Glenwood Springs had a median age of 36 years and an average household income of more than \$56,000. 43% of these respondents were single, compared to 38% who were from family households with children (28% had children still at home while 10% were empty-nesters). Of those families with children still living at home, 80% of them brought their children along on their overnight trip to Glenwood Springs and 76% of them brought their children along for the day.

5. Visitor Origination

In the above-referenced 1992 study, 73% of the 2,000 visitors were from within the state of Colorado, followed by visitors from California (4.6%), Illinois (1.5%), and Utah (1.4%). Visitors from within Colorado came primarily from the Denver metro area, followed by Grand Junction, and Colorado Springs.

In the 1997 Visitor Box Survey, 65% of overnight visitors and 58% of day visitors were from Colorado, indicating an improvement in attracting out-of-state visitors since the 1992 survey. Of Colorado residents visiting and staying overnight in the city, 82% were from Front Range communities. In a coup for Glenwood Springs, nearly 5% of overnight visitors surveyed were international tourists, a growing travel segment throughout the country. The percent of international day visitors was 3%. The top out-of-state origins for all visitors (day and overnight) were California (5.2%), Illinois (2.9%), Texas (2.7%), New York (2.2%), and Wisconsin (1.9%).

6. Visitor Participation in Activities

Mirroring national trends, visitors to Glenwood Springs--in both the 1992 and 1997 survey--listed the following as the top activities they participated in during their visit to the city:

- A. Rest and relaxation
- B. Swimming/soaking
- C. Skiing
- D. Shopping.

Table 21
 City of Glenwood Springs Accommodations Tax Collections
 by Month Earned — Fiscal Years 1993-1997

Month	1993	1994	1995	1996	1997	% Change 1996-97
January	9,511	9,537	10,792	9,662	10,907	12.89%
February	10,438	11,008	12,122	12,018	12,446	3.56%
March	15,026	18,448	18,683	19,011	20,389	7.25%
April	10,364	10,867	11,234	10,973	11,250	2.52%
May	12,689	13,432	13,971	15,292	16,143	5.57%
June	19,766	21,699	21,076	23,190	24,127	4.04%
July	26,575	26,900	29,355	30,678	32,778	6.85%
August	26,948	26,778	28,825	30,113	33,206	10.27%
September	20,886	22,042	22,237	21,069	22,462	6.61%
October	14,457	14,693	15,145	15,175	16,787	10.62%
November	7,881	9,373	9,420	9,164	9,337	1.89%
December	11,577	11,560	12,153	11,983	13,698	14.31%
Total	\$186,118	\$196,337	\$205,013	\$208,328	\$223,530	7.30%

Source: City of Glenwood Springs

Average Daily Rates. Average daily rates for rooms generally follow the same trend lines as occupancies in Glenwood Springs. As occupancy rates increase during the peak seasons, average daily rates ("ADR") follow in lock-step. A 1994 study found that the monthly ADR varied from a low of about \$55 in April and November to highs of \$60-\$66 during the peak summer and winter season months. The same study found that in 1994, for every 10 percentage point increase in occupancy rate, the average daily rate increased by \$3.00.

3. Length of Stay.

A RRC Associates study and follow-up sample survey of 2,000 visitors to Glenwood Springs in 1992 found that the average length of stay during that entire year was 1.7 nights, but that the most frequent response was one night. Length of stay increased during the peak summer and winter holiday seasons, averaging 2.2 nights in August and 2 nights in December of 1992.

RRC Associates conducted a Visitor Box Survey in Glenwood Springs during the 1997 winter holiday season. According to these most recent survey findings, the average length of stay appears

In the 1997 visitor survey, of those who responded that they had skied during their visit, 24% of the day visitors and 69% of the overnight visitors had skied at Sunlight Resort.

7. Visitor Expenditures.

In the 1997 visitor survey, almost one-third (31%) of the respondents who spent at least one night in Glenwood Springs estimated that their trip-related expenditures averaged more than \$100 per day. In comparison, only 16% of day visitors reported spending more than \$100 per day.

8. Likelihood of Repeat Visits.

In the 1992 survey, only 8% of the visitor sample surveyed were first-time visitors to Glenwood Springs, a remarkably low percent compared to other tourist destinations in the state. On the other end of the spectrum, nearly half of the respondents (46%) had visiting Glenwood Springs 10 or more times. In ski season, this figure climbed to 57 percent. Only 32 percent of first-timers reported that they would "probably" or "definitely" return to visit the city, compared to 80% of repeat visitors.

In the 1997 visitor survey, 22% of the survey respondents were first-time visitors to the city. Of the repeat visitors, nearly one-half (48%) had visited Glenwood Springs 10 or more times in the past. Only 27% of first-timers reported they would "probably" or "definitely" return to visit the city, compared to 77% of repeat visitors. 21% of the first-time visitors and only 4% of the repeat visitors responded that they would not return to the city.

9. Visitor Experience.

When asked what they liked best about Glenwood Springs in the 1997 visitor survey, respondents answered overwhelmingly "the [city's] overall character and atmosphere." Close to three-quarters of all visitors viewed the Downtown as the "heart" of the Glenwood Springs community. When prodded to identify "missing" pieces in the Downtown and tourism fabric, more than one-half of the visitors said they would like to see more entertainment and special events activity in the Downtown (52% of day and 59% of overnight visitors).

When asked whether Downtown Glenwood Springs should devote more or less emphasis to various amenities or features, such as variety of shops/restaurants, overall cleanliness, parking convenience, arts and culture, and hours of operation, visitors were hard-pressed to single out any area as particularly in need of more attention. On the average, the responses could be interpreted to suggest most visitors were overall content and pleased with their experience in Glenwood Springs.

V. CONCLUSIONS, ISSUES, AND OPTIONS

The Executive Summary set forth at the beginning of this report builds on the background information contained herein to draw conclusions regarding the potential direction and shape of growth in the Downtown and then to identify issues and options regarding future directions.

APPENDIX G: TRANSPORTATION & PARKING

Glenwood Springs Downtown Plan

White Paper
on
Transportation Issues
and Alternatives

February 4, 1998

prepared by
Charlier Associates, Inc.



in association with:
Clarion Associates of Colorado, LLC
RNL Design
Mary Means Associates, Inc.
Alan Richman Planning Services

White Paper on Transportation Issues and Alternatives

Index of Issues

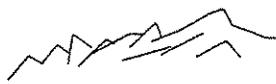
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Introduction

The purpose of this white paper is to provide an initial summary and discussion of what appear to be the principal transportation issues facing Downtown Glenwood Springs today and the primary alternatives for addressing these issues.

In many ways, these are remarkable times for Downtown. The number and magnitude of transportation issues, from the Grand Avenue bridge replacement to rail transit in the Roaring Fork Rail Holding Authority (RFRHA) corridor, is unprecedented and must seem overwhelming to residents. This paper examines these issues individually and also notes interrelationships among them. In several cases a certain decision on one issue could create or preclude opportunities for dealing with another issue. Understanding these relationships is critical to choosing the best long term strategies for the interests of the Downtown and the City.

This paper does not offer specific policy recommendations (although some technical recommendations are made). That step will take place as the full Downtown plan is prepared, taking into account the many non-transportation issues also under evaluation by the Clarion consulting team.



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Evaluation of Issues

1] Grand Avenue Bridge Replacement.

Issue:

Colorado Department of Transportation (CDOT) has proposed replacement of the Grand Avenue bridge (over I-70 and the Colorado River). CDOT believes replacement of the bridge is necessitated by maintenance problems with the river piers and by a need to increase the capacity and safety of the bridge. (The traveled portion of the current bridge is 38' feet wide, somewhat below current highway standards.) CDOT also intends to lengthen the westbound off-ramp at I-70 and to rebuild the intersections of 6th and Laurel and 6th and Pine.

Alternatives:

1a] *Replace bridge at existing location with wider, longer bridge (CDOT Proposal).* The proposed new bridge would clear-span both the Interstate and the river, eliminating maintenance problems with the river piers and also eliminating a restriction on the length of the westbound exit deceleration lane off of I-70. Cross-section of the proposed bridge would be four 12' lanes with 6' outside shoulders and no sidewalks (60' total). The bridge would provide more clearance over the railroad and would touch down further south, closer to 8th Street.

1b] *Replace bridge at existing location with smaller bridge.* This alternative would replace the Grand Avenue bridge with a new clear-span bridge at the same location, similar to the CDOT proposal. However, the new bridge would have a narrower cross-section than proposed by CDOT; either:

- > two 12' lanes with 6' outside shoulders (36' surface width); or,
- > three 12' lanes (one southbound, two northbound) with 6' outside shoulders (48' surface width).

1c] *Postpone replacement, maintain and repair.* While the bridge replacement may be needed at some point, there is no indication of a need to replace the bridge immediately. The decision about design of a replacement could be postponed until a future date. Maintenance and repair activities could continue in the interim, conceivably for several years.

Discussion:

This issue is of obvious and critical importance to the city and to Downtown. The capital life of a new bridge would be at least 40 years. Thus this decision will shape Downtown Glenwood Springs through the year 2037. Key elements in the decision are the effect of the project on congestion, safety, Downtown as a destination, and interrelationships with other issues.

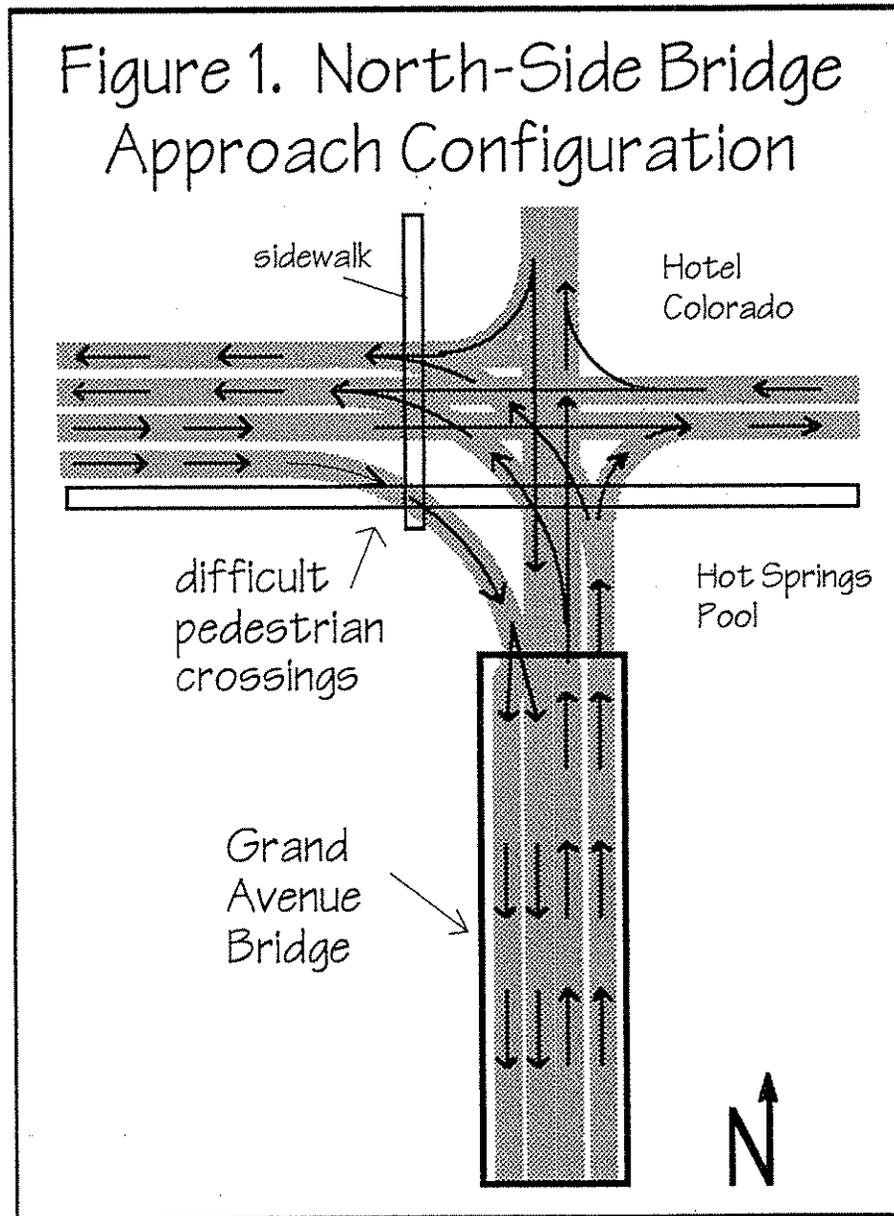
(For the purposes of this paper, "Downtown" is defined as the commercial areas on both sides of the river.)

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Congestion. The bridge project could change the rate of traffic flow on Grand Avenue. Northbound SR 82 traffic flow is metered by traffic signals along Grand, not by the bridge. Southbound traffic is metered by the one-lane approach. (See Figure 1.) Since the bridge itself is essentially a controlled access facility, its capacity will always exceed the approach capacity of an equal number of lanes.



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To the extent that capacity of the bridge and its north-side approaches is increased, the rate of southbound traffic arrives that much faster at the signalized intersection south of the bridge. The bridge proposed by CDOT would have little effect on the flow of northbound SR 82 traffic.

In terms of congestion, the primary impact of the project proposed by CDOT would be to shift congestion, i.e., intersection back-ups, off of the Interstate (at the westbound off-ramp), off of 6th Street, and onto Grand Avenue in Downtown. The throughput capacity of the SR 82 system would not be appreciably increased by increasing the capacity of the bridge or its approaches. In other words, the expected time it would take a driver to make it through Glenwood Springs on SR 82 (southbound or northbound) would not be significantly affected by the bridge project as proposed.

Replacing the bridge with a 3-lane bridge would have little effect -- positive or negative -- on traffic congestion in Glenwood Springs. Although this represents one fewer lane than exist today, the southbound traffic flow is limited by the one-lane approach and not by the bridge. However, if 6th Street is reconstructed to provide two approach lanes from the north, a 3-lane section would introduce a bottleneck at the north end of the bridge. Thus a 3-lane bridge makes sense only if 6th Street is not reconfigured to provide an additional turn lane onto the bridge.

Replacing the bridge with a 2-lane structure would make sense only in connection with some other proposal (e.g., a bypass -- see below) that would remove a significant amount of traffic from Grand Avenue. If this alternative were pursued, Grand Avenue itself should be narrowed to 2 lanes somewhere south of Downtown, so that traffic does not arrive at the bridge faster than it can cross.

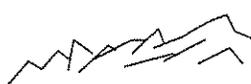
Traffic Safety. Terry Wilson, Glenwood Chief of Police, has compiled data from traffic accident reports for 1995, 1996, and 1997 through June. The existing bridge is a location that sees a higher number of accidents than other locations in Glenwood Springs (e.g., other locations along Grand Avenue). Reported accidents were as follows:

1995	30
1996	28
1st 6 mos 1997	10

The two largest categories of accidents are:

57%	lane usage violations
29%	following too closely

Following too closely is a common accident cause anywhere traffic is slowing for traffic signals (the situation at both ends of the bridge). The lane usage violations may be related to the narrow width of the current lanes. They may also be related to lane-switching associated with the intersection at the north end of the bridge. Chief Wilson advises that there are also a fair number of north-bound collisions with the south bridge abutment.



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It is possible that the vehicular accident rate on and approaching the bridge could be reduced in connection with reconstruction of the bridge. This could be achieved through either alternative 1a or alternative 1b. It is also possible that a wider cross-section with wider lanes would encourage higher speeds on the bridge with a resulting increase in accident severity and more frequent automobile/pedestrian accidents. This could be most pronounced for south-bound vehicle flows, especially those encountering a yellow cycle at the 8th Street intersection just off the end of the bridge.

Pedestrian Safety. The impact of a bridge and approach widening project on pedestrian safety could be negative. Pedestrians attempting to cross either Pine or 6th at the north end of the bridge already face a complex and difficult situation. Adding a lane to the southbound approach would add at least 12' feet to either crossing and expose the pedestrian to potentially higher vehicle speeds.

It has been suggested that this pedestrian impact could be mitigated by providing for a pedestrian facility under the SR 82 bridge and perhaps under I-70 and its exit ramps. While this could serve the needs of some pedestrians, it might have limited benefit for patrons of businesses along 6th Street. Pedestrians -- especially tourists and other visitors -- generally will not walk a line that deviates substantially from the line of sight. Knowledgeable residents would learn to take advantage of a pedestrian system running across the Colorado River, through Two Rivers Park, under I-70 and under SR 82 to the Hot Springs Resort. Most people staying at motels on West 6th would probably be slow to discover this linkage. Directional signage could increase utilization somewhat, but would probably not resolve the out-of-distance problem completely.

Downtown as a Destination. The viability of the block faces between 7th and 8th along Grand could be affected by the design of the bridge. A wider, higher bridge structure would reduce the amount of sun exposure and "skylighting" on the parallel pedestrian spaces, and could increase the sense of being in an undesirable "underground" environment. The traffic would literally be brought closer to the storefront causing noise and vibration impacts. Auto access would be eliminated on the east side.

The strongest blockfaces in Downtown today are those radiating from the 8th Street/Grand Avenue intersection. This "heart of the heart" effect has been truncated to the north by the mass, appearance, noise, and dirt of the bridge facility. The section of Grand between 8th and 7th provides an important linkage in the downtown pedestrian grid -- connecting the 8th Street/Grand Avenue core area with the riverfront (along 7th Street). The existing bridge affects how people read this connection today, potentially weakening the commercial viability of the riverfront area. A new bridge could improve this connection or could weaken it, depending on cross-section and design.

One possible mitigation for a higher, wider bridge would be to design storefronts into the space under the bridge so that the pedestrian lane on the west side could become more like a narrow pedestrian street and less like the underside of a highway.

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Left turns onto 8th street eastbound from SR 82 southbound may no longer be possible if the bridge is lengthened. Depending on the final bridge plan and design, the left turn bay could either be eliminated entirely, shortened, or (if the bridge is wide enough) lengthened by extending it back onto the bridge itself. If the left turn is eliminated or limited, that could further affect the viability of the riverfront area and could affect traffic flows throughout Downtown. The block of 8th Street just west of the Grand Avenue intersection seems stronger commercially than the block to the east. There are probably several reasons for this, but one may be the difficulty of navigating a left turn south to east off of Grand Avenue.

Another factor that appears to be undetermined at this time is whether the northbound one-way lane of Grand Avenue along the east side of the bridge, the "wing" street, can be kept open to traffic if a wider, longer bridge is built. (The current CDOT proposal would close this street to provide room for the wider bridge.) If this vehicular access is lost, further impacts to the riverfront commercial area could accrue.

Interrelationships With Other Transportation Issues. The bridge replacement issue is interrelated with all of the other transportation issues discussed in this paper. In many cases the decision about what to do with the bridge could either create or foreclose opportunities to solve other issues. If a new bridge proceeds before decisions are made about a potential SR 82 bypass, the opportunity to relocate SR 82 out of Downtown may be significantly reduced. The design and cross-section of a new bridge would also have ramifications for SR 82 traffic levels through Downtown (issue #2) and for the Downtown pedestrian environment (issue #6).



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2] SR 82 Traffic Through Downtown/Bypass.

Issue:

Traffic over the Grand Avenue bridge and through Downtown Glenwood Springs on SR 82 is approaching 20,000 vehicles per day on an annual average basis and may exceed 25,000 on peak summer days. This traffic level and the high proportion of trucks adversely affects the walking, shopping, and working environment of Downtown. Grand Avenue is Glenwood's "main street," serving as the core commercial street and the principal business artery.

Many other mountain towns face this same mixed blessing/problem: a state highway through the heart of their downtown. Examples include Jackson, Steamboat Springs, Breckenridge, and Winter Park. Other towns -- Crested Butte, Aspen, Flagstaff -- are fortunate in that the state highway runs along, but not through the heart of, the downtown. Still others are at the "end of the road" (e.g., Telluride) and consequently do not experience heavy external traffic even though a state highway is their main street.

For many years, the flow of traffic through the heart of downtown may have been seen as a benefit to commerce, providing high visibility and drop-in customers for retail establishments. Eventually, however, a point is reached where the negative impacts of the heavy traffic flow begin to outweigh the benefits. Glenwood Springs has become a destination in its own right, and serendipitous drive-by/stop-in shopping is less important to the local economy than it once was. In the face of these economic changes, the heavy traffic quickly becomes unbearable.

A compounding factor with this issue is the level of truck traffic on this section of SR 82. Although no recent classification counts have been taken, brief observations made in connection with this project (two 60-minute counts in early November) indicate that trucks (3-axle and up) may represent as much as 10% to 15% of daily vehicle traffic. (Note: staff advises that truck percentages in recent origin and destination studies have indicated a truck percentage of only about 5%.) Trucks not only add to the traffic stream, they generate significant noise and localized particulate pollution. Standing on a sidewalk along Grand Avenue, the observer is particularly cognizant of the impact of trucks on the Downtown environment.

Over the years there has been interest in a bypass alignment that would take SR 82 "through traffic" off of Grand Avenue. While the new Midland Avenue bridge from I-70 exit 114 appears to have rerouted about 7,000 daily vehicles away from Grand Avenue, the level of remaining traffic is still higher than is desirable for a "main street." In 1979, a study for the City, prepared by Centennial Engineering, recommended a bypass utilizing the rail corridor along the Roaring Fork (2b below). The issue of what to do with the Grand Avenue Bridge (issue #1 above) has reignited interest in this concept.

Alternatives:

2a] *No Bypass.* One alternative would be to accept long term SR 82 traffic on Grand Avenue and to not attempt to implement a bypass. No recent traffic projections are available, but it would be reasonable to estimate that traffic on Grand Avenue could approach 30,000 daily vehicles (annual average day) by 2020, with peak days running over 35,000 daily vehicles (assuming 2% annual growth in traffic.)

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- 2b] *Bypass Based on 1979 Centennial Report.* The bypass proposed in 1979 would start at the existing I-70 interchange, cross the Colorado River and follow the RFRHA rail corridor south, connecting with the existing SR 82 corridor near the 23rd Street intersection. The proposal would require reconstruction of the I-70 interchange and a 1,100' bridge over the Colorado River. A new Sunlight bridge over the Roaring Fork was also proposed. Decisions about which streets should interconnect (14th Street, 8th Street) and what cross-section would be built (2- or 4-lane) would need to be resolved.
- 2c] *Bypass on Other Alignment.* Other bypass alignments were studied in the 1979 report and have been proposed in various other reports and studies. The lay of the landscape dictates that these are generally west of the current Grand Avenue alignment, bypassing Downtown somewhere on the west side. A recent report commissioned by the Hot Springs Resort from a traffic engineer concludes the City should undertake a new bypass feasibility study in order to investigate an alignment taking off from the Interstate northwest of Devereux Road and crossing both the Colorado and the Roaring Fork on the way to an alignment in the RFRHA corridor.
- 2d] *Coordinate Signal Timing.* Some improvement in traffic flow on Grand Avenue could be achieved by linking the signalized intersections together with a computer that would coordinate timing based on real-time flows and on programmed objectives.

Discussion:

A dramatic reduction in traffic levels on Grand Avenue through Downtown, all other things equal, would be of significant benefit to the City. Given the growth expected in the Roaring Fork Valley and in the Colorado River Valley, it is reasonable to anticipate daily traffic to reach 35,000 vehicles per day during peak travel months (July-August) by 2020. It is also possible that traffic could reach these levels well before 2020, depending on the rate of land development in Pitkin and Garfield Counties.

Interpolated data from the 1979 Centennial study suggests that as much as half or more of the traffic on Grand Avenue would be diverted to the bypass alignment. Although these data are out of date (and staff feels the actual pass-through traffic on SR 82 may only be 4,000 to 5,000 vehicles), it suggests that an SR 82 bypass may have the potential to reduce Grand Avenue traffic. It is also reasonable to expect that the reduction in truck traffic would be similarly significant, although at least some of today's trucks have Glenwood origins or destinations and would continue using Grand Avenue. It is clear that a more current forecast of the traffic redistribution effects of a bypass is needed to assess the extent to which this would provide traffic relief on Grand Avenue.

A bypass would confer various other potential benefits on the City. These would include the opportunity to postpone replacement of the Grand Avenue bridge until after a bypass is built. This would allow reconsideration of the size and cross-section of the replacement structure. It would also provide an alternative route during bridge replacement, lowering bridge construction costs and simplifying maintenance of traffic during construction.



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The decision about a possible bypass for SR 82 is one that will be made cooperatively between the City of Glenwood Springs, other local governments, the State of Colorado, and the federal government. Four especially important considerations key to this decision are:

- > the project cost and potential for funding a bypass;
- > the potential for conflicts with use of the RFRHA corridor for commuter rail;
- > conflicts with the use of the river and with neighborhoods; and,
- > ownership and responsibility for Grand Avenue, including the bridge.

Project Cost and Potential for Funding. The 1979 Centennial recommendation for a bypass estimated the cost of that project at \$18 million in 1979 dollars. With inflation since 1979, the project cost, if undertaken in the year 2000, would be about \$30 million.

CDOT currently spends between \$350 and \$400 million annually on its statewide highway construction program, of which about \$20 to \$25 million is normally allocated to bridge replacement and rehabilitation. Most of the construction budget for the next three to five years is allocated to projects and programs already. The potential that \$30 million could be made available for an SR 82 bypass within five to fifteen years is something that would require further analysis.

It may be that federal discretionary funding could be brought to bear on this, although that requires enlistment of significant congressional support on key committees.

This project is important to the community, and it is not inconceivable that at least some of the project costs could be derived through local sources. With the City's budget running about \$8 to \$9 million per year, the cost of a bypass seems daunting to say the least. However, with bonding, it is possible that a portion of the project could be funded locally. It is important to keep in mind that the existing Grand Avenue bridge will eventually need to be replaced, regardless of whether a bypass is approved and funded. This cost, currently programmed at up to \$6 million, would be in addition to cost of the bypass.

Perhaps the best summary statement about the likelihood of funding a bypass would be this: it is not impossible, nor should it be ruled out as a worthy undertaking, but securing this amount of state and federal funding for this need would be a major accomplishment.

Potential for Conflicts With Commuter Rail. Previous studies of potential bypass alignments have generally proposed use of the RFRHA rail corridor south of Downtown to an intersection with existing SR 82 at about 23rd Street. This section of the rail corridor is also expected to provide the alignment for a trail.

Because the width of the RFRHA right of way is severely constrained in several areas, and because of the proximity of the Roaring Fork River, there is significant reason to doubt whether a passenger rail system, a new highway and a trail system could all be accommodated within this right of way.

The rail right of way between 11th and 10th Streets is officially 100' wide, but this horizontal corridor extends to the edge of the river, and over half of it occurs on the steep river bank.

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Estimated uses of this width would include:

- > a two-lane highway with a minimum 40' width (two 8' shoulders plus two 12' lanes);
- > a single-track rail line requiring at least 15' to 18' depending on technology;
- > a multi-use trail requiring 10' to 12' depending on design; and,
- > minimum buffering between modes (5' x 3 = 15' total).

With a two-lane bypass and a single-track rail corridor, a minimum of at least 80' of width would be required to accommodate the three modes. Up to half of this would have to be provided on some sort of fill or structure above the Roaring Fork River banks, presumably with the rail system on the east, the trail on the west and the highway in between.

In the vicinity of Park Drive, the RFRHA corridor width drops to 50', with homes close on the east side and some elevation drop to the west.

It is important to consider whether a decision to build a highway bypass in this corridor could preclude the development of commuter rail service in the Roaring Fork Valley, or could preclude it from penetrating to Downtown Glenwood and connecting with the mainline corridor.

Ownership and Responsibility for Grand Avenue. If a bypass alignment is built for SR 82, an important detail for the City and the State will be future ownership and responsibility for Grand Avenue -- including the bridge over the Interstate, river and railroad. The State could reasonably be expected to take the position that these should be turned over to local (City of Glenwood Springs) jurisdiction if a bypass is approved and funded. The assumption of responsibility for Grand south of 7th Street is not an insignificant consideration, but is probably something the City could handle. Assumption of permanent responsibility for the bridge is something else entirely. Any consideration by the City of a bypass for SR 82 must factor in the implications (financial and otherwise) of accepting responsibility for the Grand Avenue bridge.

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3] Roaring Fork Regional Rail Corridor.

Issue:

A passenger rail corridor between Glenwood Springs and Aspen has been extensively studied over the past several years. Colorado Department of Transportation (CDOT) published a "Glenwood-Aspen Rail Corridor Feasibility Project" report in 1995. In 1996, CDOT published a "Colorado Passenger Rail Study" which evaluated a rail corridor extending from Leadville through Minturn (with a spur to Vail) to Glenwood and Aspen. In 1997, the local governments of the Roaring Fork Valley, with assistance from CDOT, purchased the rail corridor from Aspen to Glenwood. RFRHA was formed, and CDOT began a "Corridor Investment Study" to determine a preferred alternative for rail service in this corridor.

The existing rail corridor enters Glenwood Springs from the south adjacent to SR 82 and the Roaring Fork and runs north along the river to intersect with the mainline through a large wye on the south bank of the Colorado River. This is the corridor that the 1979 Centennial report recommended be utilized for a SR 82 bypass alignment. Because this right of way is quite constrained in several areas, and because of the proximity of the Roaring Fork River, there is reason to doubt that both a rail system and a highway could be developed in this right of way.

Studies of this corridor have not been specific about alignment through Glenwood, other than to generally assume use of the existing rail freight corridor. A couple of opportunities are presented by the existing rail system up and down the Colorado River Valley. The first is the opportunity to extend the Roaring Fork rail passenger system along the Colorado River to a point in West Glenwood where a park 'n ride facility could be accessed from I-70 exit 114. The second is the opportunity to tie a Roaring Fork rail system into a larger rail system up-valley to Vail and down-valley to New Castle, Silt, Rifle and Parachute.

Alternatives:

3a] *No Highway Bypass.* One alternative would use the alignment referenced in alternative 2b above: build no bypass for SR 82, thereby leaving the RFRHA corridor open for passenger rail use. A variation would be to build an SR 82 bypass that does not utilize the rail corridor. Potential alignments that have been discussed would generally cross the Colorado downstream of the confluence, requiring a crossing of the Roaring Fork River at some point south of the confluence. These have generally not been studied extensively.

3b] *Terminate Rail Passenger Service at South End of Glenwood.* If a decision is made to pursue an SR 82 bypass, the rail passenger system to Aspen could terminate somewhere in South Glenwood. This would preclude connecting to a Colorado River Valley rail system, would preclude extension to a West Glenwood park 'n ride, and would preclude opportunities for a rail transit center in Downtown Glenwood. (See issue #4 below for further discussion of this opportunity.)

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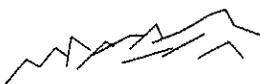
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3c] *Extend the Rail Passenger System into Downtown Along Grand Avenue.* It is conceivable that the rail system could leave the rail corridor somewhere in South Glenwood and proceed into Downtown within the right of way of Grand Avenue. This might be more appropriate for light rail transit technology than it would for the commuter rail system which is currently proposed. It also would be possible only if an SR 82 bypass were built so that traffic on Grand could be reduced.

3d] *Build Both a Rail System and a Highway Bypass in the RFRHA Corridor.* While the existing right of way may not be wide enough for both projects (and a multi-use trail), it is conceivable that the right of way width could be increased through acquisition of private property where necessary along the corridor. This could require purchasing a few homes just south of Downtown and could also require purchase of commercial property at certain points. The right of way width could also be increased by placing fill along the Roaring Fork riverbed, an approach that could require fairly extensive environmental evaluation.

Discussion:

The primary point in raising this issue is to highlight the relationship (and potential conflict) between a rail passenger system and an SR 82 bypass. The appropriate means of resolving this issue is the Corridor Investment Study being undertaken by CDOT. It will be important for the City to monitor this study closely to ensure this issue is adequately addressed and the above alternatives considered.



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4] Rail Transit Centers/Station Locations.

Issue:

If a commuter rail system is developed in the Roaring Fork Valley, one issue to address will be the location of stations in and around Glenwood Springs. It is reasonable to consider whether a significant multimodal transit center could be developed within Downtown Glenwood.

The CDOT studies have estimated that, in 2015, between 600 and 1,700 people would board the transit system at a Glenwood Springs center, with an equivalent number arriving, each day.

Alternatives:

4a] *Existing AMTRAK Station.* A passenger rail station already exists in Downtown Glenwood along the D&RGW mainline. This is a small facility with little on-site parking. Its access is from 7th Street along the riverfront.

4b] *Station on the West Side of Downtown.* If the commuter rail system penetrates Downtown in the existing RFRHA rail corridor, a potential location for a new rail station would be the area just west of the Downtown core. This location offers the potential for a major multi-purpose, mixed-use project to be developed around the transit center.

4c] *Station Along Grand Avenue.* This alternative corresponds to alternative 3c above, in which the rail system would utilize Grand Avenue for its alignment. No specific location has been identified.

4d] *Extension to Park 'n Ride West of the City.* Under any of the above three alternatives, it should also be possible to extend the rail project parallel to the mainline and across the Roaring Fork to a park 'n ride facility accessible from exit 114 off the Interstate.

Discussion:

The potential benefits to Downtown Glenwood of a major new multimodal transit center would be considerable. Aside from the mobility benefits accruing to Glenwood residents and workers, the project would offer the opportunity to jump-start and leverage new development and redevelopment in and around the transit center. Care must be taken, however, to ensure that a new transit center does not function primarily as a park 'n ride center. There are better uses for precious Downtown land than parking cars for people bound to destinations up valley.

The best scenario at this time would be a new transit center on the west side of Downtown anchoring a new office project, linked by extension to a park 'n ride west of town. This strategy could be linked with alternative 5c below. The feasibility of this scenario could depend on several factors, such as overall office demand and US Forest Service's desire to move.

The existing AMTRAK location, although nostalgic, is too inaccessible and is not optimally located for achieving development or redevelopment spin-offs. It can continue to function adequately as an intercity passenger rail stop.

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5] Downtown Parking.

Issue:

Parking is an issue in Downtown Glenwood Springs and has been for over 20 years. In the survey completed as part of this project, people responded as follows about parking in Downtown:

- 45% felt the City should devote more emphasis to the "convenience of parking."
- 70% felt the convenience of parking in Downtown is worse or much worse than other areas.
- Two-thirds felt it was important or very important to the future of Downtown Glenwood to add more parking supply in Downtown.
- The three top ranked strategies for improving the parking situation in Downtown were:
 - > 50% - Build parking garages for employees and visitors.
 - > 47% - Improve transit service.
 - > 44% - Add more parking lots for employees and visitors.

Parking is predictably one of the "most important" issues in virtually every downtown in North America. In addressing parking supply and management, it is helpful to place the issue in context using some basic maxims and rules of thumb.

- > Downtowns can never have enough parking if "enough" means everyone drives alone and there is a space for every car. Most retail establishments can comfortably accommodate shoppers at a net space allocation (sales and display area) of about 15 sf. per person or a gross space allocation (including storage, etc.) of about 25 sf. per shopper at peak times. However, it takes about 350 sf. (gross including driveways, etc.) to park a car.

	Surface Parking Only *				Structured Parking **			
	100 Cars [a]	85 Cars [b]	64 Cars [c]	38 Cars [d]	100 Cars [a]	85 Cars [b]	64 Cars [c]	38 Cars [d]
Square Feet of Store Space for Shoppers (@15sf)	1,500	1,500	1,500	1,500	1,500	1,500	1,500	1,500
Square Feet for Storage, Etc. (@10sf)	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000
Total Store Space (sf)	2,500	2,500	2,500	2,500	2,500	2,500	2,500	2,500
Streets, Alleys (sf @ 1.3X Store Space)	3,250	3,250	3,250	3,250	3,250	3,250	3,250	3,250
Surface Area Consumed by Parked Cars (sf) ***	34,300	29,050	21,700	12,600	11,666	9,916	7,466	4,433
Total Space Required (sf)	40,050	34,800	27,450	18,350	17,416	15,666	13,216	10,183
Store Space as a % of Total Space Required	6%	7%	9%	14%	14%	16%	19%	25%

NOTES

- * Assumes two cars park on street in front
- ** Assumes 3-story garage.
- *** Shoppers only - does not include employees.
- [a] one person per car, no transit, no walk/bike
- [b] 1.1 people per car, 1% transit/ 5% walk/bike
- [c] 1.3 people per car, 0% transit/ 16% walk/bike
- [d] 2.0 people per car, 5% transit/ 20% walk/bike

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So, in an environment where everyone drives alone, about 3.5 times as much surface area would be needed to park cars as is needed to accommodate shoppers in retail stores at peak times (without addressing employee parking demand). This parking space must be added to street and alley space, which in most fine-grained (short block, small scale) downtowns will consume about 40 to 45% of surface area. Thus, as little as 6% of surface area would be allocated to revenue-producing activities in a totally auto-dependent downtown. Obviously this is not feasible. There could be no critical mass or retail synergy in such a downtown, to say nothing about how enjoyable or desirable such a downtown would be.

Healthy downtowns must be designed to handle the maximum number of people in order to maximize revenues per square foot, and that in return requires reducing the amount of surface area devoted to cars. One particularly negative effect of surface parking is the way it detracts from the quality of the pedestrian environment. Successful shopping streets are not broken up by surface parking or by blank walls of parking structures.

-> Since it is not feasible for everyone in a successful downtown to arrive alone in a car, it is important to examine where people ("pedestrians") come from. In Downtown Glenwood, they come from four sources:

- visitors walk from hotels and motels nearby;
- visitors, residents and workers walk from cars parked nearby;
- residents and workers walk or bicycle into downtown from their homes or jobs;
- residents and workers walk from Roaring Fork Transit Agency (RFTA) bus stops.

The project survey found that Glenwood area residents and workers arrive in Downtown as follows (this does not account for visitors):

- 56% drive alone (single occupant vehicle, or SOV);
- 26% drive or ride with someone else (carpool);
- 15% walk;
- 1% ride a bike; and,
- less than 1% ride RFTA.

This suggests a significant opportunity exists to reduce parking demand by reducing dependency on single-occupant vehicles for access to Downtown.

-> Large, dense downtowns turn to structured parking as a partial answer to parking supply problems. However, structure costs are so prohibitive that the tradeoff is difficult to justify on economic terms until land costs work their way above \$35 per square foot.

Downtowns in Boulder, Fort Collins and Aspen have a small percentage of parking in structures. Some ski areas are also turning to structures (Steamboat, Vail), but in none of these cases could the cost be justified as a savings based on space efficiency. Rather, these represent a conscious decision to provide costly auto parking in the interests of boosting revenues. In other words, structured parking makes sense where it is the best (or only remaining) means of achieving other objectives. It can be justified on a cost-effectiveness basis only in high-density urban centers and other places with very high land values.

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- > Finally, it is important to recognize that most of the parking supply in Downtown Glenwood is consumed by Downtown employees. Currently, there are just under 1,700 employees (full and part time) working in Downtown Glenwood. Taking into account estimated amounts of walking, biking, transit, and carpooling, these employees bring about 1,525 cars on the days they work.

Assuming a peak employee presence (discounting for leave, etc.) of about 90% and assuming a peak parking accumulation (the maximum number of parked vehicles present at one time) of about 90%, this means that at certain times (noon on a weekday) there are as many as 1,240 employee automobiles in Downtown. However, there are only about 1,213 spaces available, on- and off-street (excluding 90 private residential spaces).

As an attempt to deal with this problem, the City has implemented 2-hour limits for most of the on-street supply. Commuters respond by buying on-street parking permits or by moving their cars frequently, earning the occasional ticket. Some commuters may also park just outside the Downtown on neighborhood streets.

There are three general markets for Downtown parking in Glenwood. For the economic viability of Downtown, it will be important to address the needs of all three markets.

- > commuters -- employees;
- > visitors -- both those staying locally and those passing through on SR 82; and,
- > Glenwood area residents shopping or recreating in Downtown.

Commuters can be accommodated by improving non-driving alternatives and by providing parking supply in off-street locations away from the core. Commuters develop habits which can include parking in certain locations three or four blocks (a five minute walk) from their place of employment. (They, of course, will not do this voluntarily.)

Visitors can be accommodated by improving walking connections to local hotels and motels, by improving internal transit circulation, by providing off-street parking close to the core coupled with a directional signage program, and by preserving some high-visibility on-street parking for short-duration use. Visitors will utilize off-street lots and garages if they are well-located and well-signed. However, drivers passing through on SR 82 on their way elsewhere are likely to make an unplanned stop in Downtown Glenwood only if they see on-street parking spaces on or close to Grand Avenue itself. (The importance of this market may be debatable.)

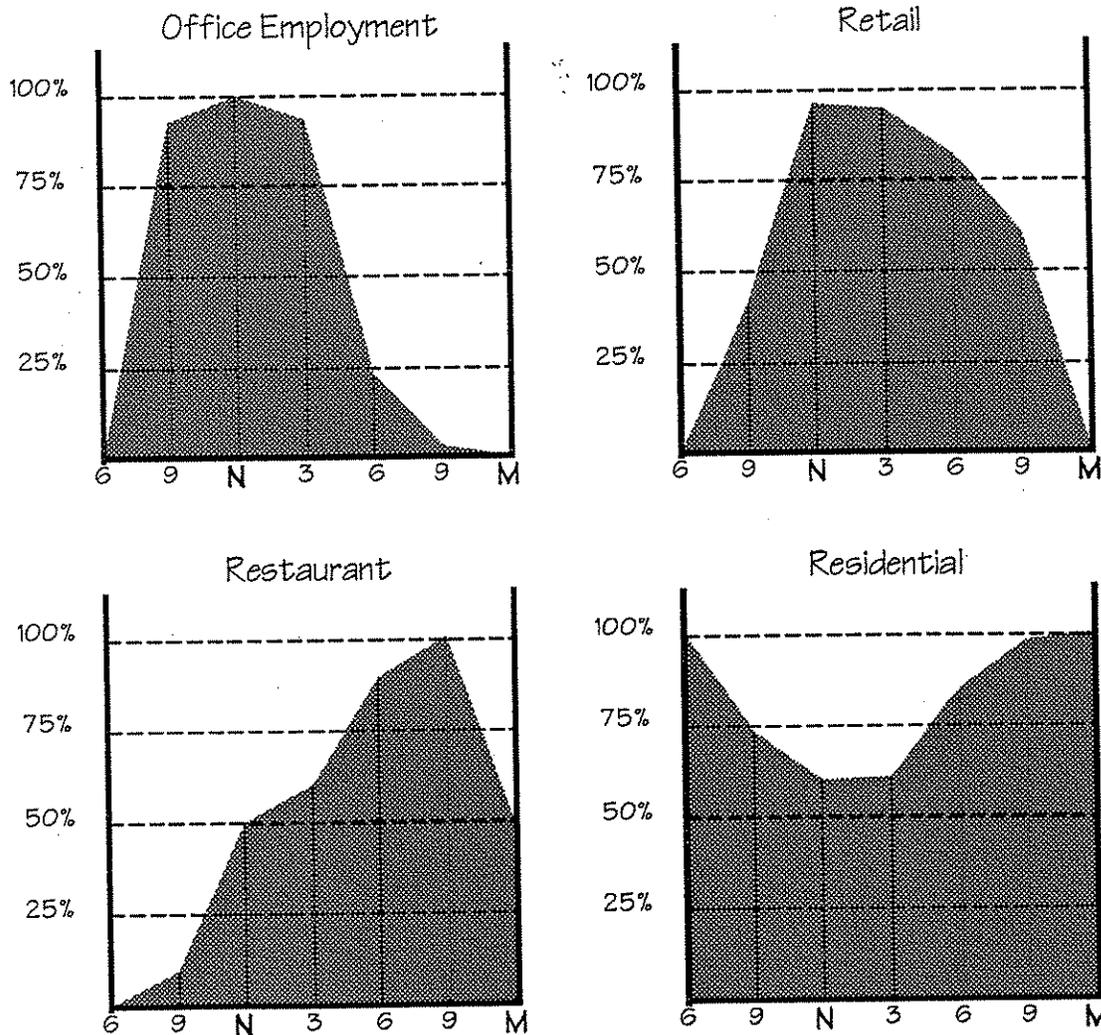
Glenwood area residents' needs are best met by maximizing the choices they have for access to Downtown. Strategies would include: improving walking facilities and connections, improving transit service, improving bike routes and bike parking, providing off-street parking, and preserving some high-visibility on-street parking for short-duration use.

The bottom line here is this: the least desirable use of core Downtown on-street parking supply is for commuter parking, yet that is largely how it is being used today.

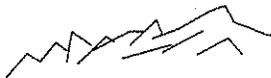


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Figure 2. Peak Parking Accumulation by Time of Day for Different Land Uses (% of daily maximum)



Source: Urban Land Institute, 1983



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Alternatives:

- 5a] *Reduce solo driving.* Key strategies could include:
- > provide preferential parking at desirable locations for registered carpools;
 - > increase transit service to Downtown;
 - > improve walking connections and pedestrian environment (see issues #6 and #8);
 - > improve bike access to Downtown; and,
 - > discourage solo driving by employees.

A 5% mode shift away from solo driving by commuters would free up about 60 parking spaces on peak days. A 5 to 10% shift away from SOV travel should be possible in Downtown Glenwood. More than that would probably require implementing very high levels of transit service.

5b] *Protect premium on-street parking.* The block faces on Grand Avenue from 7th Street to 10th Street could be designated as a premium short-term parking zone. Parking within this zone (about 60 spaces) could be limited to one hour, with no permits and high fines for overtime violations. This approach could also incorporate a pricing component, perhaps making use of techniques recently implemented by the City of Aspen, including blockface meters and in-vehicle hang-tag devices.

5c] *Provide new off-street parking supply.* In the interests of the long-term health of Downtown, this would either be structured parking within the Downtown area, surface parking just west of the Downtown, or perhaps a new parking structure in North Glenwood. Additional surface parking within the Downtown core is undesirable. The new facility would be made available on a permit basis to Downtown employees. A variation of this alternative would be to pursue opportunities for public/private partnerships with developers of new office buildings in and around the Downtown. It should be possible to build up to 100 spaces wrapped completely with ground-level retail/office space at no more than three stories without requiring a footprint larger than half of a typical Downtown block (about 250' x 430').

Another variation of this alternative would be to require new development to buy into a shared parking garage (at a peripheral location) in lieu of building new on-site parking. Developers could include "executive" parking on-site, but would meet most of their project parking demand at the "condo" parking facility. Both Boulder and Orlando, Florida, have implemented versions of this idea. There are ways of doing this that actually encourage new office and retail development. This would also work well in conjunction with development of a rail transit center (alternative 4b above).

5d] *Pursue shared parking opportunities.* As Figure 2 shows, there is some opportunity to take strategic advantage of the parking accumulation profiles of various land uses. Within Downtown Glenwood, the primary future opportunity would be for sharing between office uses, restaurant uses and residential uses. Office parking peaks at mid-day, while restaurant/entertainment uses peak in the evening. Residential parking peaks at night. An example of requiring mixed use projects to design for shared parking is the Commons project in Denver's Central Platte Valley.

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5e] *Convert Parallel Parking to Diagonal Parking on Certain Streets.* Some of the Downtown Streets may be wide enough for this strategy to be implemented on one side. This would allow up to a 50% increase in parking spaces along a given block face, depending on the dimensions and the angle provided. Diagonal parking has already been implemented along portions of Cooper and Colorado Avenues.

Discussion:

A couple of observations about the parking situation in Downtown Glenwood are in order. These observations would be true of downtown parking in most cities:

- > There are no "solutions." There are programs, projects, strategies, and approaches, but no solutions. Parking shortages are inherent characteristics of healthy downtowns.
- > The best ideas and proposals may generate angry political opposition. If the criterion for moving forward is "no one is unhappy," it will not be possible to move forward.

For these reasons, a key aspect of designing a parking program for Downtown will be the process by which it is developed. All of the alternatives described above (5a - 5e) should be considered for implementation in Glenwood, and the best program would probably be some combination or variation of these alternatives.

One example of a possible combination approach would be to implement the "premium parking zone" while at the same time building a shared "condo" parking garage in connection with a mixed use project somewhere on the west side of Downtown and implementing diagonal parking on a couple of blockfaces. This would generate opposition from (at least):

- > downtown workers;
- > people opposed to new parking supply because alternative modes is the answer;
- > people opposed to development projects in general;
- > downtown businesses opposed to bearing the cost of structured parking; and,
- > people concerned about policy implications of public/private partnerships.

Getting to "yes" on a program like this would require two things: a public involvement process that allows Downtown stakeholders to design the program, and, a commitment on the part of Council to move forward with the program once it has been designed -- even though there will be vocal opposition. To guide the process of designing a parking program, City Council could adopt objectives for the program. These might include:

- > on-street parking in Downtown should be preserved primarily for use by shoppers, visitors and customers;
- > at least some reduction in SOV travel to Downtown (say 10%) should be achieved as part of the effort;
- > the parking program must support the desired pattern of future development and redevelopment in Downtown; and,
- > the parking program must not detract from, and ideally should improve, the quality of the street-level pedestrian and retail environment of Downtown.

A final and necessary ingredient of a parking program would be a monitoring and reporting system (perhaps biennially) to ensure that the program is performing as intended.

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6] Downtown Pedestrian Environment.

Issue:

Downtown Glenwood Springs offers a fairly good environment for pedestrians today. The small-grained block grid in Downtown (about 250' by 430') works well for pedestrian circulation. In addition, there are key attractions for pedestrians including the pool, government facilities, and the river. Sidewalk width in the Downtown core is generally adequate if not generous. ADA ramps have been provided at most intersections. Street walls of first floor retail with office/residential on the second floor provide a comfortable scale and appropriate vertical/horizontal balance. In most respects, Downtown is pleasant and active.

The primary challenges to walking in Downtown are the need to cross the bridge and Grand Avenue, and the deterioration in walking environment caused by heavy traffic on Grand. Because Grand Avenue is both a state highway and the Downtown main street, the conflict between the need for a good walking environment and the need to provide for highway traffic is the central issue here.

Other needs include:

- > the need for better connections to and within surrounding areas and neighborhoods (especially the north side of the Colorado River);
- > the need for more transit service to and within Downtown; and,
- > the need to ensure that future development and redevelopment extends the pedestrian grid and employs design standards that will favor and encourage walking.

Alternatives:

- 6a] *Bypass for SR 82.* (Same as alternatives 2b or 2c.) This could reduce the amount of traffic on Grand Avenue. Signal timing at traffic signals could be adjusted to provide more time (which is quite limited today) for pedestrian crossings of Grand Avenue.
- 6b] *Improve Transit Service.* The primary opportunity here would be offered by the commuter rail system up and down the Roaring Fork Valley. Not only would this bring a high level of transit service into Downtown, but it would allow redeployment of existing RFTA buses to local routes, including circulation routes within Glenwood Springs. The transit mode share into Downtown today is quite low (less than 1%) and would respond to well-planned improvements in transit services.
- 6c] *Adopt Design Guidelines and Standards.* It appears there will be some potential for development and redevelopment of property in and around Downtown over the next couple of decades. A set of design guidelines and standards to be applied both to private property projects and to public works infrastructure would ensure that a desirable and functional walking environment is provided throughout Downtown and connected to walking facilities in surrounding areas.
- 6d] *Provide Better Connections Across Colorado River.* Although less than half of the survey respondents felt this was important or very important, there does appear to be a need to preserve and improve pedestrian connections between the 6th Street commercial

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area, the Hot Springs Resort and the Downtown core. One means of doing this would be to include a pedestrian walkway in the design of the new Grand Avenue bridge (on the west side). This could be important for pedestrians who find themselves on the west side of Grand Avenue with no direct route across the river.

- 6e] *Bypass for SR 82.* This is a variation of alternative 6a. In addition to the bypass and traffic signal timing adjustment, raised pedestrian crossings would be installed on Grand Avenue to clearly delineate pedestrian crossing zones and to slow traffic.

Discussion:

The important issue here is traffic on Grand. As such, there are two alternative futures:

- > a future with over 30,000 vehicles per day on Grand Avenue; and,
- > a future with SR 82 through traffic routed onto a bypass and somewhat less traffic on Grand Avenue (with the amount of the reduction not known today).

Alternatives 6b, 6c, and 6d should pursued in either event.

If a bypass is not going to be implemented, then it may be appropriate for the City to adopt a long range plan that would gradually shift elements of the Downtown core away from Grand Avenue, either to the east or to the west. This strategy would accept that Grand Avenue would continue to be a major barrier to pedestrian circulation and that the pedestrian environment along Grand could continue to gradually deteriorate to a level where that street would function less effectively as the "main street" of Downtown. Secondary impacts might include changes in where retail locates and thrives and where office development occurs.

Because access to the west of Grand is currently better (and under this scenario would likely continue to be better) than access east of Grand, it is possible that either Colorado or Pitkin Avenue would eventually become the core downtown street, taking over the function of Grand Avenue today. While Grand would be a barrier to east-west pedestrian circulation, people would still circulate across it, and the larger Downtown grid would remain intact, even as the center of gravity shifts to the west. This is not an easy scenario to envision and may be counter to market preferences, but may none-the-less be preferable to a gradual decay and loss of vitality that could attend the failure to anticipate the implications of increasingly heavy traffic on Grand Avenue.

If, on the other hand, either alternative 6a or 6e is chosen and funded, a comprehensive reevaluation of Downtown streetscapes and space allocation would be warranted. Diagonal parking and wider sidewalks on Grand Avenue -- as well as on some of the east-west streets -- might be possible. Basically, this alternative would open the door to a fundamental redevelopment of the Downtown Core.

However, either alternative 6a or 6e could also foreclose the opportunity to make the Roaring Fork River a part of Downtown. The existence of the highway in the RFRHA corridor might represent a significant barrier that could essentially preclude adopting a strategy like the Town of Breckenridge has with the Blue River on the west side of its downtown. Connections to the Roaring Fork (e.g., along an extended 8th Street) would still be possible, but the river bank probably could not become an integral part of the Downtown pedestrian environment.

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7] Eighth Street Bridge.

Issue:

The City of Glenwood Springs has studied the potential for a direct connection between 8th Street in Downtown and the West 7th Street bridge over the Roaring Fork River. The direct connection is physically possible, requiring an underpass under the east leg of the railroad wye. 7th Street would connect into the new route at a right angle intersection with a stop sign for turns from 7th onto 8th.

Alternatives:

- 7a] *Build the Connection.* The connection would provide direct continuity from Midland Avenue (and I-70 exit 114) across the Roaring Fork into the Downtown core. It is reasonable to expect that the connection would significantly increase traffic on 8th Street, especially west of Grand. It is also expected that the connection would reduce traffic on 7th Street along the riverfront and would reduce traffic on Blake Avenue.
- 7b] *Do Not Build the Connection.* Today, traffic crossing the Roaring Fork via the 7th Street bridge continues on 7th Street along the riverfront, circulating in and out of Downtown via Pitkin and Blake Avenues.
- 7c] *Provide a Connection for Bicycles and Pedestrians Only.* Even if the street connection is not made, it would be possible to provide an underpass linked to a sidewalk along the south side of the 7th Street bridge.

Discussion:

At least two questions are worth considering here:

- > Is the current routing of traffic onto 7th Street good or bad for the future of the riverfront?
- > Would increased traffic on 8th Street west of Grand be positive or detrimental to the retail and pedestrian environments on that street?

For traffic circulation purposes, providing the roadway connection would offer some benefits -- primarily a further reduction in traffic over the Grand Avenue bridge and through the intersections of 6th and Laurel and 6th and Pine. Both 7a and 7c would be beneficial for direct and convenient pedestrian and bicycle circulation between Downtown and the west side of the Roaring Fork, which is prevented today by the lack of a crossing through the rail yards. An unmaintained "social trail" through this area validates the need for this connection.

One important consideration to keep in mind is the fact that the Centennial bypass recommendation would -- as proposed in 1979 -- preclude this connection. However, a variation of the original bypass design could solve this (at some cost) by extending the bypass structure far enough to the south to allow for an underpass connecting the 7th Street bridge to 8th Street.

White Paper on Parking Sites and Issues

Introduction

This paper is a brief supplement to the Feb. 4, 1998 "White Paper on Transportation Issues and Alternatives". Its purpose is to provide additional commentary on parking issues in Glenwood Springs, specifically, an identification of which potential sites for structured and at-grade (surface) parking might best carry out goals of the preferred scenario for downtown. The parking section of the Transportation Element of that scenario describes the following strategy:

"Expanded business improvement district with special taxing authority generates sufficient funds to build structured parking and additional surface parking on periphery of downtown dedicated primarily to employees. On-street parking dedicated primarily to customers and visitors. New parking lots and structures subject to quality design/landscaping controls".

Parking has been an issue in Glenwood Springs for at least a generation. Eighteen years ago, a general improvement district was formed in downtown Glenwood Springs to begin building an inventory of off-street parking supply as well as to initiate the impressive series of pedestrian and beautification projects which have helped revitalize the heart of the city. That revitalization has led to today's "problems of success" where the level of activity and congestion downtown lead many people to conclude that parking is in short supply. The 1997 public opinion survey conducted as part of this project found that 45 per cent of respondents believe the city should place more emphasis on providing convenient parking. Seventy per cent of respondents believe parking convenience is worse downtown than in other areas.

Indeed, parking is always an issue in successful downtowns. The problem is never "solved" but is managed over time. The present concern is with employee (or, commuter) parking. The earlier report concluded that up to 1700 employees work Downtown, with an estimated 1240 employees driving personal vehicles to work on any given day, and competing for 1213 on and off-street spaces within the GID boundary. This employee pool competes against the shoppers and visitors for the limited supply of parking spaces. Employees solve their parking "shortage" by plugging meters, by moving from zone to zone, and by spilling over into residential neighborhoods. The impression remains, however, that downtown parking is inconvenient and in short supply.

Assumptions

This evaluation of alternative sites is done at a strategic, preprogramming level. This befits the purpose: a high-level review of sites for structured and surface parking in the context of larger community development goals. An evaluation at this level of detail necessarily forces adoption of a number of assumptions. These assumptions involve parking policies as well as dimensional standards. In addition, general criteria have been used to evaluate the various sites.

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Policies:

- For the purposes of this paper, "Downtown" is defined as the commercial areas on both sides of the river. However, the bulk of the commuter parking need is located south of the Colorado River.
- The least desirable use of core Downtown on-street parking supply is for commuter parking (yet that is largely how it is being used today).
- A primary city parking strategy should be to protect premium on-street parking for visitors and shoppers, both local and non-local. This can be pursued by various means including supply (parking structure, parking lot) and demand (pricing) strategies.
- Parking should be located within walkable distance from work locations, i.e., less than or equal to a five minute walk (three-four blocks, or one-quarter mile).
- A parking structure is preferred to surface parking. Multiple smaller structures are preferred to one megastructure.

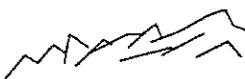
Dimensions:

- A parking structure should be limited to three stories above grade.
- For comparison purposes, a structure accommodating 150 off-street spaces is assumed.
- Ninety per cent of any given site can be used for parking, the balance for setbacks, landscaping, sidewalks and related uses.
- On average, 350 sq. ft. are required for each space taking into account internal circulation requirements, landscaping and structural elements. This number can vary considerably but is useful as a basis for calculating land requirements.
- Using these numbers, 29,167 sq. ft. of land are required to accommodate a two-level, 150 space parking garage. If placed on a typical 100' deep Downtown block, the garage would extend some 291' along a typical 400' block face. If the ground-level structure were wrapped with office or retail space, the structure's footprint would be extended another 40'-50' along the block face. Such a "wrap" is often done to animate a street, to avoid lengthy stretches of blank building facade. A minimum wrap depth of 30' is assumed.

Evaluation Criteria:

These will be addressed generally in the site evaluations which follow:

- zoning and land use
- proximity to employment areas
- ease of access



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- visibility
- compatibility
- site constraints
- synergy (ability to interact and support other uses)
- expansion potential.

Alternative Sites

1] 9th and Cooper

Description. Eight city lot site located at the southwest corner of 9th St. and Cooper Ave. (See Site No. 1 on attached map, "Alternative Parking Locations"). Comprises 20,000 sq. ft. (8x25'x100'). Ownership: City of Glenwood Springs. Current use: surface parking, 65 spaces. Site slopes down to the north at sufficient grade to allow two level structure, one level accessed from the alley, the other from the street. Surrounding uses include office, institutional and residential. Site occupies a transition location between the commercial Downtown and the residential neighborhood to the east and south. Site was evaluated extensively in a 1994 study by Theodore K. Guy Associates, architects in Basalt. Plans show 114 spaces (ramped structure) and 124 spaces (flat, two-level structure). Structural costs ranged from \$5,000 to \$5500 per space (excludes land, additional elements such as a retail or office ramp, and inflation).

Pros:

- Site is already used for parking.
- Site is already in public ownership.
- At three levels, would meet 150 space target minimum.
- Site is within the boundaries of the general improvement district (GID).
- Site is within reasonable proximity of employment centers.
- No obvious site development constraints.
- Immediately available for this use.

Cons:

- Increased usage intensity may be incompatible with nearby residential uses.
- Three-level parking structure would be highly visible.
- Proximity to Downtown commercial area argues for wrapping the parking structure, increasing site development costs.
- No room for future expansion, site barely meets minimum size requirements.

2] 8th and Cooper

Description. 9 city lots (225' x 100') located at the southeast corner of 8th St. and Cooper Ave. Current use: city hall and surface parking lot. Surrounding uses include financial, retail, office

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and institutional. Site slopes down to the north. Site may become available for redevelopment upon possible relocation of city hall (subject of possible sales tax extension/bonding election in November 1998).

Pros:

- Site is already in public ownership.
- Site may become available for structured parking if electorate approves city hall relocation/redevelopment.
- Redevelopment affords opportunity for improved streetscape (depending on building architecture and uses).
- No obvious site development constraints.
- Parking structure would not adversely impact residential neighborhood.

Cons:

- Site is not immediately available.
- Inevitable controversy involved with a proposed parking structure would be aggravated by association with city hall relocation.
- Site barely meets minimum size requirements; no expansion potential.
- Site development costs are increased due to need to wrap structure with retail or office uses.
- Site usage could aggravate Grand Ave. congestion due to increased southbound-to-eastbound turning movement at 8th and Grand.

3] UPL Site

Description. Triangular parcel approximately 400' x 150' located at northwest corner of 8th St. and Pitkin Ave. west of County Courthouse and north of Vogelar Park baseball field. Existing use is surface parking for employees and county vehicles. Portion of site formerly housed UPL lumber yard. Site is bounded on northwest by eastern leg of railroad "wye". Surrounding uses include parks, public, residential and industrial. Site is owned by Garfield County.

Pros:

- Site is well located in proximity to employment centers.
- Site could assist in removing Grand Ave. traffic by means of access from existing by-pass.
- Structure which uses on-site grade change would result in less building bulk, visual impact.
- Site may exceed minimum size requirement.
- Site is far enough from commercial corridor that absence of retail wrap would be acceptable.
- Site is already partly used for parking.
- Public parking facility would be compatible with uses proposed for this sub-district in the Downtown plan.
- Site is currently underdeveloped.
- Public parking facility could possible serve after-hours parking function for ball field.
- Site could conceivable be expanded to north if on-site building were demolished.

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Cons:

- Proximity to Courthouse and possible jail location could entangle this site in additional controversy.
- Some residential uses are in proximity to this site along the School St. and Pitkin St. corridors.
- Site presents some possible development constraints due to grade change, railroad corridor and possible environmental aftermath of lumber yard fire.
- Existing uses would have to be relocated.

4) Colorado Lot

Description. An approximately 14,000 sq. ft., L-shaped site comprised of parcels owned by the city and county. It is located east of the Courthouse on Colorado Avenue, and south of 7th St. Current use: 45 public parking spaces at grade. Surrounding uses include public, office and retail.

Pros:

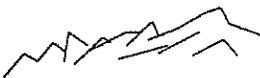
- Site is already used for parking.
- Site location is good for employee parking.
- Site is readily accessible with minimal impacts on residential neighborhoods.

Cons:

- Site is too small to meet minimum, 150 space standard.
- Site could be expanded but only through acquisition of additional private properties fronting 7th St.
- Proximity to Courthouse and possible jail location could entangle this site in additional controversy.
- Expansion of the site along 7th St. would only increase potential for visibility of structure.
- Parking structure along both Colorado Ave. and 7th St. would detract from downtown streetscape.

5) Municipal Operations Center

Description. The MOC consists of a triangular parcel with its apex situated at the Pitkin Ave./7th St. intersection, then extending west some 900' to the Roaring Fork River. The area is bounded on the north by the Colorado River, on the west by the Roaring Fork and on the south by 7th St. It is bisected by the west leg of the railroad wye. Most of the site is owned by the city with a private mortuary occupying the southwest corner. City uses include the sewage treatment plant and fleet maintenance facility. A parking structure could be considered for this site only in the context of complete redevelopment of the MOC. The city has allowed for this possibility by acquiring the Chatfield Ranch at the west end of the West Glenwood valley (south side of the Colorado River) for possible location of the fleet maintenance facility and,



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eventually, a new sewage treatment facility. While there is no expansion capacity at the existing MOC site, current trends will allow the existing sewage treatment plant to handle anticipated growth for 10 or more years - assuming water quality standards do not change.

Pros:

- Depending on redevelopment plans, the MOC could provide a relatively large site for a structured parking facility.
- Creating plans for a Downtown parking structure could help stimulate plans for redevelopment of this currently cluttered and unattractive site.
- Redevelopment of the site could improve access to the rivers.
- Possible synergy with city hall relocation plans.

Cons:

- Site is not available for structured parking in the short to mid-term range.
- Site is at the edge of the desired walking radius for Downtown employees.
- Site presents numerous development constraints including odd-shaped parcels and significant barriers.
- A parking structure may not present much of an improvement to the visual image of this area.
- Possible conflict with relocation plans for city hall.

6] Downtown West

Description. The area west of School St. to the river in the 8th St. alignment is viewed in the Downtown Plan as having major redevelopment potential, evolving from its present usage of industrial and public uses into a mixed-use commercial area. Part of that redevelopment entails creation of an intermodal transportation center accessible by foot, bicycle, automobile and a variety of transit and paratransit services including commuter rail, bus, trolley and taxi. Although no specific site has been identified, the scale of redevelopment concept allows consideration of an employee parking structure here as well. The structure could be accessed from the east or west by bridging the railroad corridor. It would be important to design and manage the facility to expressly serve downtown employees and not have its function compromised as a park-and-ride facility for the commuter rail service. A park-and-ride location for the rail is anticipated in West Glenwood at the terminus of the line.

Pros:

- An employee parking facility in this area is compatible with the preferred scenario of the Downtown Plan.
- A facility in this area could work with the Midland By-Pass to divert some traffic from Grand Avenue.
- Using the grade change in and around the railroad corridor could result in a facility design which minimizes its apparent bulk and visual impact.
- If approved as part of a sub-district redevelopment plan, the use would be considered compatible with the area.

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- The scale of redevelopment potential is such that expansion potential could be built into the facility design.

Cons:

- Redevelopment of this sub-district is not on the immediate horizon, meaning parking could not be located here in the immediate future.
- The confidence level in this site will be low until a sub-district planning effort is undertaken to program desired uses and schematically plan facilities.
- The site is located at the western edge of a desirable walking radius from Downtown (note, however, that the sub-district plan calls for extending the office/governmental/retail uses along an east-west axis).
- The residential uses along Pitkin Ave. and School St. may be adversely impacted by increased levels of activity in this sub-district.

71 Hot Springs Lodge Parking Lot

Description. Outside the GID but within the Downtown lies a large surface parking lot owned and operated by the Hot Springs Lodge. The site is roughly a city block in size, averaging 500' in an east-west direction, and 200' north-south. It lies west of the Grand Avenue bridge adjacent to North River St. and below the strip of commercial buildings fronting 6th St. Because of the grade change between the two streets, the site could be developed in decks with access from the north and south and even from the west as traffic exits I-70. While the site could serve primarily as an intercept lot for tourist traffic, it is possible that a joint, public-private partnership could make "condo" parking spaces available to Downtown employees.

Pros:

- The site is already used for parking.
- The site is relatively large and might accommodate enough of an increase in spaces to make a public investment worthwhile.
- The site has excellent accessibility.
- Compared to an existing parking lot, a well-designed parking structure including prominent public walkways and public art, could enhance the entrance to the city.
- Redevelopment of the site might help in redevelopment or upgrading of the commercial strip along 6th St.

Cons:

- The site is privately owned and there is no tradition of public/private partnerships for parking in Glenwood Springs.
- Potential spaces at the site may already be "spoken for" by increasing demands at the Hot Springs Lodge and Pool.
- The site is located at some distance from the governmental employment centers across the river.

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Observations

These alternatives are presented in the spirit of furthering the dialogue in Glenwood Springs concerning ways of addressing the perceived Downtown parking problem. These alternatives address only the off-street supply side of the equation. Other important strategies include:

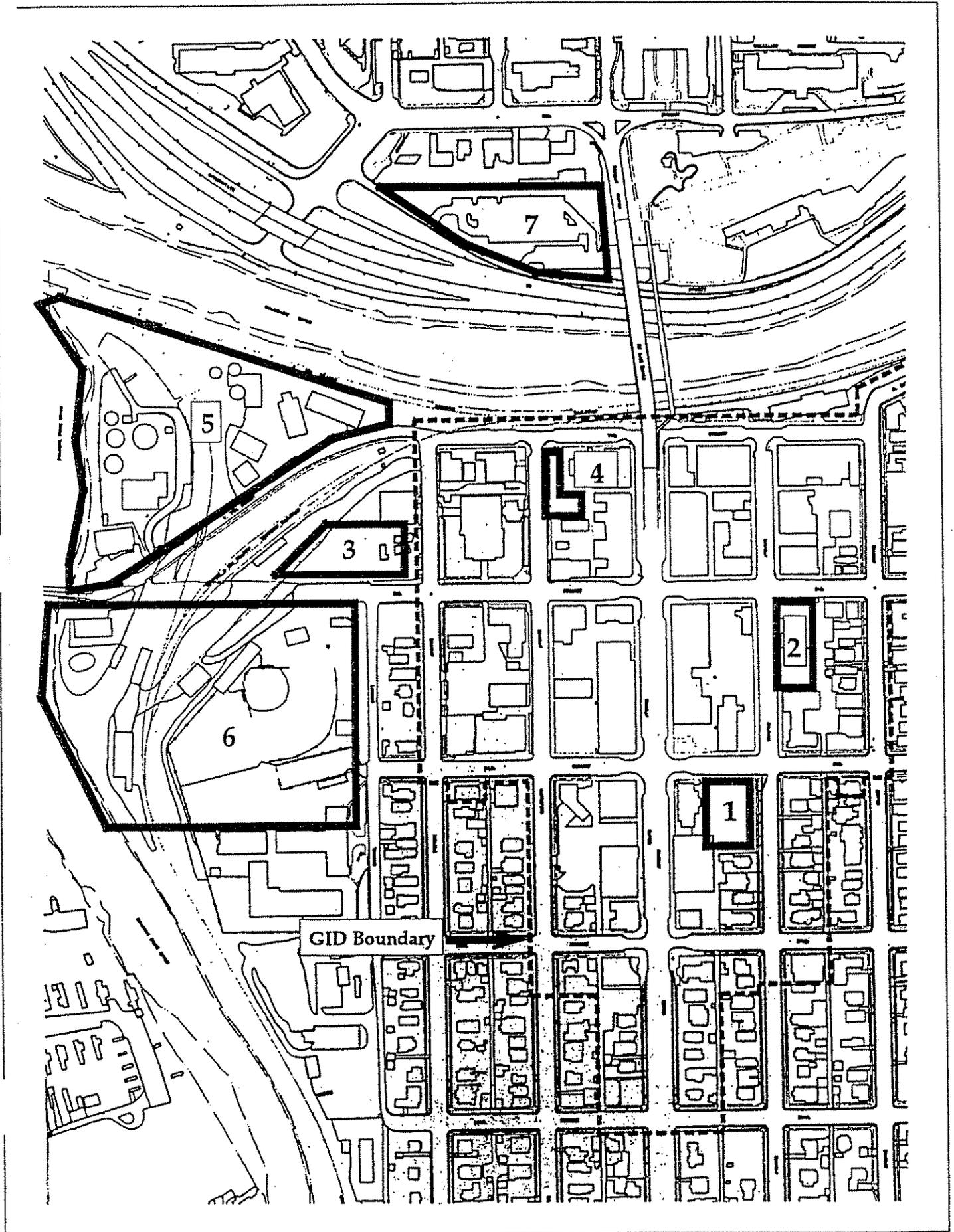
- protecting premium spaces, such as along Grand Avenue from 7th to 10th, by establishing one-hour time limits and higher fines.
- pursuing opportunities for shared parking.
- converting parallel parking to diagonal parking on certain streets, and
- increasing alternate mode share (improved transit service, improved bicycle access, programs to discourage solo driving, etc.)

Glenwood Springs faces an extraordinary number of critical community development issues at this time. And, in this tight mountain valley, many of these issues, particularly those of the transportation variety, have an effect on each other. It is difficult to make a decision in one area without having an impact in another. What is most important is to not inadvertently foreclose opportunities for long-term solutions. Fortunately, none of these solutions discussed above is mutually exclusive. That is, a decision to build at any given site will allow a separate decision for the remaining sites. As the discussion proceeds, the issue of financing will become more important. With costs in the realm of \$15,000 a space, even a modest 150 space structure will cost a minimum of \$2.25 million.

In this context, it may be important to remember that providing additional off-street parking supply in Downtown may be desirable but is not, in fact, a necessity. Development of a comprehensive parking management program may be the appropriate next step rather than a hasty decision to commit now to an expensive new structure. Such a management plan may well include a phased program of surface lot development, then garage construction strategically placed and timed to work with private redevelopment efforts. As opportunities emerge to joint-partner with private developers or to integrate a parking structure in a larger redevelopment project, ways may be found to overcome the steep financial challenge presented by a stand-alone public parking structure.

encl:

Alternative Parking Site Locations



APPENDIX H: IMPLEMENTATION & MANAGEMENT

Glenwood Springs Downtown Plan Technical Brief: Implementation and Management

**Mary Means & Associates (MMA) in association with
Clarion Associates
February 2, 1998**

The portion of the assignment MMA was asked to tackle involves a blend of market and management as well as organizational capacity matters. Following a review of available market analyses (March 1997) and plans, interviews and meetings with a number of Glenwood Springs business owners, GID board members, elected officials and business leaders, field observations, and discussions with other Clarion Team members, we offer the following observations.

The city cannot wait until the plan is done to start thinking about how it will be implemented. Assuming the development of an economic marketing study with recommendations concerning which segments hold promise, there needs to be attention paid now to how the Clarion Team's recommendations will be turned into action, given the absence of a staffed downtown organization. This memorandum is an effort to look at the current situation, present the case for a professional downtown organization, and outline approaches to funding such an organization through a variety of means.

Background

Glenwood Springs has traditionally been the center of commerce between Grand Junction and Denver. Grand Avenue possesses a strong sense of time and place as a historic town center. Brownstone and brick buildings maintain a strongly 2-3 story scale, punctuated by occasional corner turrets. Streets are wide, typical of western towns, and tree-lined cross streets also contain small shops.

However, in recent years the strength of the traditional 3-block core of the downtown along Grand Avenue has seen some erosion in its market position, probably due to competition from strip commercial development, a small mall west of town, and the growing congestion and heavy traffic on Grand Avenue, which is a major state route to Aspen. Although most ground floor space appears to be filled, only a handful of downtown businesses appear to be robust. Those that do are businesses that appeal to both local and visitor markets. This fact was confirmed in interviews with local financial institutions. The downtown office market remains strong, because the downtown has retained its role as the area's government and finance center. Larger blocks of quality office space are in short supply.

Downtown buildings are reportedly starting to change hands, with some being bought by out-of-town money, which considers them a bargain. One could expect to see some renovation, and probably higher rents being asked by the new owners.

This trend towards out-of-town ownership is of some concern to local leaders who have expressed fear that it chips away at real engagement with the downtown. On the other hand, new owners could be bringing fresh vision and new capital, seeing opportunity where locals only see the familiar.

If downtown's role as a shopping center for local residents is changing, so is its role as provider of goods and services for visitors. The entire area has become a strong tourist destination thanks to the growth of the ski industry, the popularity of the hot springs pool, and the gradual expansion of other outdoor recreation activities to present a virtual full year of tourism attractions.

Starting with the early 20th century development of the Hot Springs and the Hotel Colorado, Glenwood Springs has always been a tourist town. For a hundred years Glenwood Springs has been holding the annual Strawberry Festival, reputed to be the oldest, continuous civic celebration west of the Mississippi. In recent years the addition of an arts and crafts festival and events for kids has made it one of the state's most attractive events. Other important special events include the annual Doc Hollidays in August and the weekly jazz concerts in Two Rivers Park during the summer months. There is potential for expanding these events and adding others to form a calendar of quality special events with regional draw. With some imagination, ways can be found to strengthen the positive impact of such events on the downtown.

Visitors to Glenwood Springs are not as affluent as those in Aspen, but are nonetheless a strong market. Downtown's charm and historic character are real pluses for a shopping/entertainment area that builds from the ambiance. In fact, the architectural character and scale of South Grand and the downtown core are such that greater attention needs to be paid to taking better care of it – as an underlying but very real asset. Unless there is a conscious historic preservation approach to 'managing' the inevitable renovations, façade 'improvements,' and changes in signs that take place in a commercial area, character and charm can incrementally disappear.

While local residents seem to view downtown as largely along South Grand south of the river, visitors make less of a distinction, for the historic buildings of the Springs and the historic Hotel Colorado are of the same era as the railroad station and downtown commercial core on the other side of the river. The pedestrian bridge makes for a pleasant walk for those seeking the attractions tourists usually want: quality restaurants, specialty shopping, and entertainment. The Hot Springs and Hotel Colorado are increasing their marketing efforts and are aware of the potential for enhanced activities in downtown Glenwood Springs. Perhaps it is time for local leaders to expand the concept of the downtown to include this adjacent historic resort area which is the region's most noteworthy attraction and the hotel area to the north that provides substantial accommodations for visitors.

For the visitor who does walk over the bridge, however, there are presently a few strong stores that appeal to them (books, outdoor outfitters, cameras) and a few restaurants,

including a popular brew pub. In the recent survey, many visitors indicated that downtown rated higher in meeting their needs than did other areas of town. There is one operative single-screen movie theater, but from its exterior appearance, it seems marginal by today's standards. It would seem that there is a potential market for more offerings, a fact confirmed by the recent public opinion survey.

Current Downtown Management & Marketing Efforts

The *Downtown Business Association* (DBA) is several years old and is an effort to improve the business climate and appearance of downtown. It is not a staffed organization and seems to have an active cadre of about a dozen out of its nearly 200 members. DBA has installed Christmas decorations and planter boxes and has produced a small brochure/map of downtown businesses and attractions. The DBA's annual budget is less than \$30,000, funded largely from membership dues. Downtown businesses, whether or not they are DBA members, do not observe uniform hours of operation, and there is only a limited amount of joint advertising.

The *Glenwood Springs Chamber Resort Association* actively promotes the region. While it is very supportive of downtown and participates actively in downtown events, it does not provide marketing and management services for downtown.

There is a small *General Improvement District* (GID) in downtown. It includes the central core, an area bisected by South Grand from Seventh Street to Eleventh Street. It is four blocks wide from Seventh to Ninth, narrowing to three blocks wide (Colorado to Cooper) between Ninth and Tenth, and further narrowing to just properties on South Grand between Tenth and Eleventh. The GID raises approximately \$32,000 annually which is used almost entirely to provide parking. The GID is staffed by the city.

The Case for an Actively Managing Downtown

What have other towns with similar assets and issues been able to do to strengthen their central cores? How have other towns with a strong sense of character capitalized on it? What can Glenwood Springs do to strengthen existing retail and bring in more complementary businesses so that downtown becomes a stronger attraction?

For nearly twenty years now, a growing number of small cities have succeeded in bringing life back to their older downtowns through a conscious program of downtown management and marketing, loosely based on the model of the modern shopping center. In malls, there is recognition of the need for an overall quality experience — clean, safe and with a mix of shops and services carefully tuned to their market. There is also an understanding of the need to generate traffic for the mall, to bring people there for whatever purpose, in hopes of separating them from their money in ways they had not anticipated.

Malls know the invaluable role of a full-time staff to handle promotions and special events that attract people, to keep the malls public spaces clean and well-landscaped, to make sure the mall tenants are doing well (since most shopping center leases require that a percentage of a store's monthly sales go to the landlord, there is incentive to help

tenants do well), and to recruit new tenants who will do well and add to the overall mix of activities.

While a downtown differs in some big ways, the most obvious being the multiple ownership instead of the mall's single owner, and the independent nature of downtown businesses, in contrast to the chains that dominate the malls, there are aspects of the above management program that can be transplanted to older central business district. And, the towns whose centers are doing well are almost always characterized by strong management programs.

The best known of these is the Main Street program promoted by the National Trust for Historic Preservation's National Main Street Center. In fact, in 1980 Colorado was one of the original participating states in the demonstration project that expanded the Main Street program from very successful pilot towns, to a national program. Manitou Springs, Grand Junction, and Durango were early laboratories for the testing of the methods now used by more than 1200 small towns (between 5000 and 50,000 population) nationally. The vast majority of them have succeeded in bringing life back to their downtowns in this manner. Manitou and Durango both still have professionally staffed management programs.

What does it involve? The Main Street approach is a framework for organizing and taking collective action in a downtown setting. The overall intent is to greatly improve the *Image* of the downtown as 'the place to be.' Image involves more than just appearance. Rather, it means a program of continuous vigilance and activity in four general areas:

Organization. The need is for downtown to begin to act as though it is unified like a shopping center, instead of continuing to act like conflicting or apathetic individual businesses each pursuing its own interest. A strong downtown organization is a first step. A professionally staffed organization is a sign of maturity.

Promotion. Constructing messages, producing events, activities that promote downtown as a destination unto itself, the center of town, where people like to come to be together as well as to shop or work or live.

Design. Attention to all that is visible downtown, from store windows to facades to parking lot landscaping and the pathways between parking lots and businesses. Everything the eye sees gives a signal about how the community at large as well as the downtown businesses feel about the town center—and about its clientele. Some towns even provide free or at-cost design assistance to downtown owners or businesses—facade designs, better display, better signs.

Business Development. Successful downtowns actively manage the mix of activities and businesses. They conduct frequent surveys to determine unmet market needs. They proactively recruit new businesses to fill gaps or to add to the mix. They offer training and coaching to existing businesses to strengthen them or enable their expansion. They may even have a pool of capital from local banks to offer as an incentive to get the right new businesses.

Towns that are engaged in a successful downtown management effort usually have a professionally staffed organization with a board of directors and a budget. Such management organizations have demonstrated their value as a community investment in that they pay for themselves many times over through increased tax base, higher property values, more retail sales, greater occupancy and other indicators. The costs of a downtown management organization and program are funded in a variety of ways that will be discussed in a later section.

How Might It Be Different in Downtown Glenwood Springs?

Let's fast forward to five years from now in Glenwood Springs. The town instituted a management organization shortly after those consultants were here in 1998. The organization has been making progress on the strategic plan for repositioning downtown with more restaurants, entertainment and shopping choices. They have learned the corollary to location, location, location in retailing is proximity, proximity, proximity. This is why the various stores at a big regional mall are always located in certain patterns – to capture the attention of the strolling customer. Shopping center managers are aggressive in landing not just a tenant for a space, but the right tenant for the mix and location.

In Glenwood Springs, the downtown management has been working hard and their efforts are beginning to show. Downtown is more of a destination, more articles are appearing in Denver, Colorado Springs, and Fort Collins about the interesting offerings, encouraging readers to make a weekend of it.

At the downtown organization, market studies are showing that an increasing percentage of visitors are active city dwellers who are making the Glenwood Springs area their base for several days of outdoor recreation. The outdoors store has been very successful, even expanded a little. It remains one of downtown's 'anchors.' The downtown manager and board have been working hard to create clusters of businesses that would not only do well themselves, but due to their presence in the mix of downtown offerings, actually reinforce each other – sort of a sum that is greater than the parts. They know that a market exists for a clothing store that sells moderate to upscale active casual wear. Ideally, it would be located near the outfitter and other shops that would benefit from the cross-over traffic.

The organization maintains a computer data base of downtown property, including the specs on all ground floor spaces, when their leases come up, who their owners are, etc. The organization does not replace local brokers—it works with them and helps by being the one-stop location for information.

A team from the downtown organization's board has identified a very successful, independent locally owned clothing store in Denver and goes to visit the owners. They take with them the market study, advertising materials on downtown Glenwood Springs, last year's economic indicators report on the demographics of the market, and a map indicating major downtown activities.

Their materials also include a brochure on the services available in the downtown district—a low-interest loan pool, free design services for facades, and a calendar of well-promoted events. Plus, the downtown organization has identified two spaces that would be perfect for the clothing—near other complementary businesses where they are trying to develop an enclave of stores that will play off one another. The downtown organization has actually been paying the rent to hold one of these spaces for two months while they find the right tenant.

The Denver retailer has been thinking of expanding. He has been courted by malls and other towns, but this is impressive: he has not seen a town so organized, with such an understanding of what it wants its downtown to become. He is impressed. He has heard how the downtown organization in Glenwood Springs has even exercised clout with the state DOT and worked out the program of improvements to the bridge. They have worked with the city to address the parking issues and parking is much better managed than before. They have key people active on the board, a talented, energetic downtown manager—and they have clearly anticipated his needs. After a couple of visits to Glenwood Springs and discussions with the bankers who are active in the downtown effort, he signs on the dotted line. Glenwood Springs is one step closer to its vision of a vibrant, pro-active downtown environment.

What is likely to happen instead, if present conditions prevail? A storefront is vacant, an owner wants a tenant and takes the first person who comes along, maybe having to lower the rent after a few months to get a tenant. The tenant is under capitalized and the business is marginal. Physical improvements to the property are out of the question for both owner and tenant. It is unlikely to be a strategic addition to downtown's mix. The owner is likely to be too busy to be active in DBA, and the cycle continues. Perhaps fate brings a stronger tenant, but right now, all is accidental.

Funding Downtown Management

Glenwood Springs needs a professionally staffed downtown organization. What should be the size of the budget for it? The organization should have a professional director and an administrative/ program assistant. There should be funds for marketing and promotion and for professional development—for the staff and even key board members. There should be some funding to underwrite services for downtown property owners—perhaps workshops on subjects like inventory control, window display, or to set up health insurance programs for participating small businesses. This level of program probably needs a budget of \$125-150,000 annually.

How are these downtown management groups funded? There is a lot of experience to draw from here. Some have been funded by *grants from local government*. Usually, there is an informal commitment for several years, though the formal budget commitment is done on an annual basis, which can inhibit long-term thinking. The biggest downside to local government funding was highlighted earlier: it is usually not politically possible for a town council to provide continuous funds to one part of town when it is not doing so for other parts. Outlying business areas and neighborhoods complain of the special treatment for downtown.

A number of downtown management organizations derive *income from the sale of services*, chiefly to city government. A typical arrangement has a city government recognizing that the central core of the city demands a higher level of service – street and sidewalk cleaning, snow removal, parking management, etc,— than the ‘standard’ level it provides all areas of the city, and that it is in the city’s best interest (the core is the heart of the tax base, for instance) to contract for with the downtown organization for specific additional services. Such earned-income is usually, however, not the primary source of the downtown organization’s basic support. Service contracts can augment core support and help cover overhead.

Some downtown organizations operate as *councils of the larger Chamber of Commerce*. This can work for a short while, but since the chamber membership includes businesses from other parts of the community, it is quite difficult politically to focus on downtown. Plus, membership dues are usually voluntary in chambers of commerce, making full participation by all downtown property owners unlikely.

Sometimes the funding for a downtown office comes from *membership fees* or other voluntary contributions made by businesses and others with a strong downtown interest. Usually, banks and other larger businesses make a disproportional contribution and smaller businesses also chime in. However, the voluntary method usually means the paid staffer is devoting a lot of time to fund-raising and membership retention. Within a few years, tension often develops as resentment grows about the inevitable ‘free riders.’ Most voluntary dues-based groups do not achieve a sustainable budget condition.

The growing mechanism of choice is the *Business Improvement District*, a self-governing method of funding marketing, management and amenity programs for central areas. Recognizing that downtown’s are special places with special needs, and that they must be actively, professionally managed, enlightened towns are jumping on the BID bandwagon. More than a thousand have been created in the last twenty years in locations from Manhattan and Denver to sprawling highway commercial areas of Hampton Roads, Virginia. Many smaller towns, including Durango, are among them. Few communities have abolished them.

How Do BIDs Work?

A Business Improvement District is set up over a specific area of the downtown. Under Colorado’s enabling legislation, a petition with the signatures of the owners of at least 50% of the property in the proposed district (and a majority of landowners) is required. The local government then must hold a public meeting, and if things go well, the city council would adopt an ordinance creating the district.

In Colorado, BIDs are governed by a five member board of directors that may be constituted in one of four ways, spelled out in the legislation. The board creates an annual operating plan and budget, which must be approved by the town council. Thus, there is significant public review of the proposed direction of a BID.

Essentially, in petitioning a city council for a BID, petitioners are agreeing to assess themselves to provide funding for a program of activities and services that are greater than those provided by the city and over which they will exert control. The rationale is that their investment in a BID protects and enhances the value of their property through its provision of needed services.

Some of the services a BID can provide under Colorado law could include:

- managing downtown parking lots
- cleaning streets and removing snow from sidewalks
- providing additional security
- producing special events and promotions
- advertising and promoting downtown
- providing joint services for charge cards, employee benefit programs
- recruiting new businesses, encouraging redevelopment of key properties
- providing business coaching to existing businesses
- improved landscaping, special lighting
- cooperative purchasing programs for members

A BID may or may not exclude some types of property— such as single family homes, churches and buildings in non-profit use. However the BID is structured, every qualifying property in it pays something towards the management functions. Thus, all who benefit pay, preventing the bickering that happens with voluntary programs. Generally, the individual property owner's share, which appears on the annual property tax bill as a separate item, is modest – especially when one pro rates it over the services it underwrites during a year.

Who Makes Decisions?

The decisions about what the money is spent on are made by the governing board. Most BID boards include property owners and residents. Sometimes the board of the downtown management organization is larger, interlocking with the five-member BID board. This can provide a broader platform for 'ownership' and representation of interests. An annual work program is developed and reviewed periodically to assess progress. The BID can be terminated by another petition if it does not live up to its promise. Few BIDs have been terminated, largely because they do perform.

Assessments in a BID can also be crafted to meet the circumstances. There are many methods of computing assessments. Keeping it simple seems to work best. There are also a variety of ways of collecting the money, but the preferred way seems to be as an assessment tacked on to annual property taxes, since the collection mechanism already exists.

Won't The Owner Pass On the Cost of the BID to the Tenant?

Probably, as part of leasing. However, with a more active marketing and management program, overall downtown activity should increase. Tenants will be receiving benefits and services that should help increase their business, making the small additional expense of the BID more than bearable.

Conclusion

Downtown Glenwood Springs could be positioned to take greater advantage of its strengths through an aggressive downtown marketing and management program. To do so, there needs to be broad consensus among the key stakeholders – property owners, businesses, lenders, and local government – and the key organizations, chief among them the DBA and the Glenwood Springs Chamber Resort Association, on a vision for downtown and strategies for achieving it. The current downtown planning effort is intended to start building such consensus.

With vision and strategies in hand, there must be a professionally staffed downtown management organization to orchestrate the many actions necessary to carry it out. While there are a variety of ways to underwrite the costs of such an organization, the Business Improvement District is the strongly recommended path. Only through a BID can one achieve the sustainable financial foundation necessary for long-term action and long-term management in a downtown. That is why there has been such tremendous growth in the use of BIDs across the country during the last decade. And the proof is in the pudding: such has been their success that only a handful have been disbanded.

**GLENWOOD SPRINGS DOWNTOWN PLAN
IMPLEMENTATION TOOLS**

Clarion Associates

October 1998

INTRODUCTION

The alternative development scenarios considered by the plan advisory committee and community-at-large during the summer contained a number of options regarding plan implementation. For example, Scenario 3 contained a recommendation that the city support formation of a business improvement district to help promote and manage the downtown. Another implementation option was to form an urban renewal authority to jump start development in the area west of the county courthouse along the Roaring Fork River. With regard to retail development along Grand Avenue, one scenario included controls on non-retail uses while another focused on design standards rather than use controls to encourage retail. In selecting Scenario 3 as the preferred scenario, the community has indicated support for a number of important implementation tools. Set forth below is a more detailed discussion of these tools and further options to consider.

DISCUSSION

The key implementation tools recommended in Scenario 3 are:

1. Changes to the city zoning code, including design standards to foster retail development along Grand Avenue and to ensure that new structures throughout downtown are compatible with the existing character of the area in terms of height, setbacks, materials, etc.
2. Creation of an historic district with controls on demolition and alterations of designated historic structures.
3. Creation of a business improvement district to promote and manage the downtown and to assist in the financing and construction of a new parking structure.
4. Formation of an urban renewal authority to assemble land west of the county courthouse and to plan/develop a business park in this area.

Zoning Code Revisions

The preferred scenario contains a number of important recommendations for revision to the city's zoning code (Title 070):

1. Building height: Currently, Section 070.040.030.H of the code sets a maximum

height limit in the C/2 Core Commercial District of 36 feet (3 stories). However, this may be increased to 60 feet (5 stories) with a special review use permit. The preferred scenario recommends that this provision be amended to prohibit buildings over 36 feet on Grand Avenue. Buildings up to 60 feet would be allowed on the periphery of downtown (for example, in the new western business park), but they would be subject to special design controls to ensure compatibility with any nearby residential uses (for example, portions of buildings near residential would be lower, but could go higher as they stepped back from the property line). These special design standards would be added to Section 070.040.040.A.3 (Special Review) of the code which already contains some compatibility standards. Another Special Review criteria that the city might consider would be whether the building would provide affordable housing. This would also require an amendment to Section 070.040.040.

2. Contextual Design Controls For New Construction. The preferred scenario recommends that new construction be reviewed to ensure compatibility in terms of height, setbacks, materials, and architectural style with the existing character of downtown. This review would be conducted by staff, not a preservation commission. These compatibility standards could be added either as an amendment to the C/2 Core Commercial District regulations (Section 070.040.030.H) or a new section might be added to the code setting forth all design standards, including those for retail facades along Grand Avenue as discussed below. This new section might follow the current zoning section to be enumerated as Article 070.050 Design Standards.
3. Retail Facade Design Standards For Grand Avenue. The preferred scenario does not recommend limiting uses to retail along Grand Avenue. However, it does suggest that design standards be added to the zoning code to ensure that any new construction or alterations to existing buildings provide display windows, prominent entryways, and similar design features found in retail buildings. This will help provide a continuous retail atmosphere along Grand Avenue and make future use of such buildings by retail uses easier. As noted above, these compatibility standards could be added either as an amendment to the C/2 Core Commercial District regulations (Section 070.040.030.H) or a new section might be added to the code setting forth all design standards. This new section might follow the current zoning section to be enumerated as Article 070.050 Design Standards.
4. Sixth Street Design Standards and Use Regulations. The current zone district applicable to the Sixth Street Corridor north of the river allows a wide variety of auto-oriented uses, including fast-food restaurants with drive-ups, auto dealerships, etc. The preferred scenario recommends eliminating these auto-oriented uses to promote a more pedestrian atmosphere. Additionally, Sixth Avenue would be subject to the downtown design standards noted above that would be applied by staff to ensure that new structures reflect the existing character of the downtown, not

standard national chain architecture.

Creation of Historic District

The preferred scenario calls for creation of an historic district encompassing the downtown plan area which would designate structures for protection that are historically and architecturally significant. These structures would be subject to controls on demolition and alteration. There are a number of models that the city could utilize in establishing the district and accompanying review standards. The consulting team has recommended the approach used in Durango, Georgetown, Fort Collins, and many other Colorado communities--district boundaries would be approved by the city council as well as demolition control and alteration review standards. These standards would be applied by an appointed historic preservation commission with assistance of city planning staff. Final review authority could rest with either the commission or city council. This preservation district and standards could be adopted either as a stand-alone ordinance or as a part of the city zoning code. Under its home rule authority, the city has ample power to adopt either approach.

The city would also establish a grant or low-interest loan fund to encourage renovation of historic buildings.

Establishment of a Business Improvement District (BID)

A central feature of the preferred scenario is creation of a business improvement district to:

1. Manage the downtown environment, providing services such as enhanced levels of landscaping, maintenance, and cleaning.
2. Promote and carry out special events, marketing efforts, and similar activities.
3. Undertake business development, including recruitment of targeted businesses.
4. Promote and partially finance management of downtown parking resources, including construction of a parking structure in a partnership with government agencies.
5. Explore establishing cooperative purchasing programs, joint employee benefit programs, etc. for members

Under Colorado law (C.R.S. 31-25-1201 et seq), local governments can establish these special districts with a broad array of powers. The BID would work in close partnership with the city and the Glenwood Springs Chamber Resort Association. Parking would be a particular focus, with priority being given to examining in greater detail the feasibility of a major parking structure on the west end of downtown. This facility would be geared primarily to employees and, in the future, transit ridership. The structure would be financed through a combination of funds contributed by the BID through a property tax assessment and assistance from the city, county, and state governments. For example, the city might issue revenue bonds to help finance the structure, and

funds might be sought from the Colorado Department of Transportation for a park and ride facility.

Under Colorado's BID enabling legislation, a petition with the signatures of owners of at least 50% of the property in the proposed district (and a majority of all landowners) is required. Essentially, in petitioning a city council for a BID, petitioners are agreeing to assess themselves to provide funding for a program of activities and services that are greater than those provided by the city and over which they will exert control. The rationale is that their investment in a BID protects and enhances the value of their property through its provision of needed services.

On receipt of the petition, the local government must then hold a public hearing, and then may vote to adopt an ordinance creating the district. In the past, no vote by citizens of a community was required to establish a BID. However, in a recent case, Board of Commissioners of the County of Boulder v. City of Broomfield, a lower court judge held that the TABOR Amendment may require such a city wide vote for urban renewal authorities and, by implication, BIDs. The ruling is now under appeal. Obviously, a city wide vote would delay the implementation of a BID and require an organized campaign to assure adoption.

In Colorado, BIDs are governed by a board of directors of at least five members that may be constituted in one of four ways, spelled out in the legislation (the governing body may constitute the board; the governing body may appoint the board; if a GID or urban renewal authority exists for the area, these entities may constitute the board; the electors of the district may elect the board). The board establishes an annual operating budget, which must be approved by the city council.

Formation of an Urban Renewal Authority

The area west of the county court house is a mosaic of vacant lots, industrial development, municipal property, railroad rights-of-way. Because of this land ownership pattern and the "blighted" appearance of much of this property, it would be difficult for the private sector to assemble and develop this area. As an alternative, the preferred scenario recommends that the city create an urban renewal authority to create a plan for the area, assemble property, and promote redevelopment of this area.

Under Colorado law (C.R.S. 31-25-101 et seq), cities are authorized to establish urban renewal authorities pursuant to procedures contained in the law. Typically, a city council will direct staff or retain a consultant to survey the area for an urban renewal project. The survey must establish that the area in question is "blighted." This term is interpreted broadly and can mean:

- presence of deteriorating structures,
- defective or inadequate street layout,
- faulty lot layout in relation to size, adequacy, accessibility, or usefulness
- deterioration of site or other improvements,

- any combination of such factors that substantially impairs the sound growth of the municipality or constitutes an economic liability.

Once the survey is completed, the city council must make a finding that the area is blighted and appoint an urban renewal authority with from 5 to 11 members. (As noted above, however, in a recent case, Board of Commissioners of the County of Boulder v. City of Broomfield, a lower court judge held that the TABOR Amendment may require a city wide vote to approve an urban renewal authority.) One member of the authority may be an official of the municipality. Members serve five year terms and may be removed from office “for inefficiency or neglect of duty or misconduct in office.”

The authority must first prepare an urban renewal plan for the area. Such plans typically set forth preferred land uses, proposed development regulations, a plan/development review process, financing mechanisms, and other elements. The city council must approve the plan before the authority can take steps to implement it. The urban renewal plan must be in accord with the general plan of the locality and must be reviewed by the city planning commission and board of county commissioners. The authority may not acquire land until the plan is approved.

Once the plan has been adopted, the urban renewal authority will typically begin acquisition of land in the urban renewal area. Acquisition is usually financed by bonds issued by the authority which are repaid by pledging new property or sales taxes produced in the area. Once acquired, the authority can dispose of or lease the property for development purposes in accord with the urban renewal plan through a competitive bidding process.

The authority may temporarily operate or maintain real property acquired in an urban renewal area pending disposition or may set aside land for public purposes set forth in the plan.

APPENDIX I: IMPLEMENTATION TOOLS

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