

Downtown Master Plan

Town of Pagosa Springs, Colorado



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Downtown Master Plan

Town of Pagosa Springs, Colorado

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Chapter 1: Introduction

Downtown Pagosa Springs has been the heart of the community since its settlement in the late nineteenth century, when it evolved with a mix of uses, including commercial establishments, institutional facilities and residences. Since that time, the Town has expanded into outlying areas, but the original downtown remains an important part of life for residents, workers and visitors. The Town of Pagosa Springs has worked in the past decade to create a strong center for the community that is a vital component of the regional economy and a cultural and symbolic focus for the quality of life that the San Juan River Valley offers. Today, the town seeks to assure that downtown will continue in this important economic, cultural and symbolic role and therefore describes a series of policies and improvement strategies in this Master Plan to further that goal.

The Downtown Master Plan effort builds on an established framework of historic resources, circulation systems, natural resources and public amenities that has attracted national attention and investment in recent years. The Downtown Master Plan builds upon the existing framework to encourage a healthy climate for public and private investment. The Plan also recognizes that future improvements will be made by public and private parties and that these investments should be coordinated in a manner that reinforces the overall objectives for the area.

The Downtown Master Plan establishes a vision for infill development and redevelopment that will guide public officials in future land use policy decisions and includes design policies that ensure future projects fulfill the community's goals for the downtown.

The Downtown Master Plan works to incorporate established goals as set forth in the Comprehensive Plan, including the vision that the town will “preserve and promote our historic downtown and community heritage.”



This image reflects Pagosa Springs' architectural scale and small town character.

The Comprehensive Plan Vision Statement includes some key points that relate to policies for the downtown.

“Our town will:

- Be known for and retain our small town atmosphere and unique character;*
- Manage growth responsibly, promoting development patterns that support and retain the town's character;*
- Broaden community cultural events and venues and continue to support public art suitable for small towns;*
- Sustain and enhance the beauty and health of the natural environment;*
- Preserve and promote our historic downtown and community heritage;*
- Retain, grow, promote, and support our unique local businesses and encourage a diverse economic base with year round job opportunities;*
- Provide a variety of neighborhoods that contain a mix of housing that is attainable by all our citizens, no matter age, income, or ethnicity;*
- Be built around a system of connected and continuous streets, sidewalks, and trails and provide transportation options that are well integrated into the neighborhoods;*
- Support and expand our legacy of parks and open spaces;*
- Build quality, attractive development appropriate to the neighborhoods”*

-- Selected excerpts from the Comprehensive Plan Vision Statement

It is important to understand that the Downtown Master Plan is a policy document which will guide the implementation of public and private sector infrastructure projects and investments. The plan itself does not commit the town to specific construction projects. Each of those projects that are set forth would require further steps to implement, including decisions by the appropriate boards and Town Council to execute them.

Key Objectives of the Downtown Master Plan

The Downtown Master Plan must build upon the existing traditional character of Pagosa Springs, while also accommodating appropriate changes that are inevitable as any community growth is not static. In particular, there is a sense of “authenticity” in Pagosa Springs that is important to residents and has been identified as part of the town’s appeal to visitors. This character should be respected and conveyed in the plan. To ensure that the Downtown Master Plan fulfills the expectations of the community, it is important to understand the role that the document should play in future planning and development decisions.

The following principles have been developed to guide the policies set forth in the Downtown Master Plan:

Downtown Master Plan Principles

1. Design recommendations should benefit the community at large.
2. Projects identified in the Downtown Master Plan should have the capability to be phased and implemented incrementally so that success of the plan is not dependent on any one specific public or private improvement.
3. Public amenities should be designed to serve both residents and visitors.
4. A framework for public and private investment should be provided.
5. Design principles that are appropriate to each district should be established.

Master Plan Study Area Boundary

The study area boundary was defined by reviewing downtown zoning districts, key features and amenities of the community. The boundary encompasses all of the original townsite of Pagosa Springs and includes much of the downtown commercial core. Adjacent districts that include businesses, civic facilities and public amenities that define the character of Downtown and contribute to the vitality of the larger community are also included within the Study Area Boundary.

The Study Area encompasses:

- The intersection of Highways 160 and 84 to the east.
- The High School and Recreation Complex to the south and adjacent neighborhoods.
- Pagosa Springs Elementary School to the west.
- Neighborhoods (Hermosa Street, South Pagosa, Lewis Street, San Juan Street, North Pagosa, Mesa Heights and Paradise Mesa).

The Planning Process

The Downtown Master Plan is the product of a collaborative effort among many citizens who seek to ensure that the downtown is vibrant and thriving for future generations. Similar objectives have long been held by civic leaders and activists. The Downtown Master Plan, therefore, builds upon existing and emerging

policies that seek to preserve existing character, promote economic development and strengthen the viability of Downtown as the heart of the community. The Downtown Master Plan advances concepts developed in Phase One of the planning process, published in 2004 by Hart Howerton and coordinated through the Community Vision Council.

The Downtown Master Plan is also a product of public involvement brought together through a variety of workshops, meetings, design charrettes, on-site field work and analysis. The focus of this planning effort extended from August 2005 through March 2007 and included the following public outreach forums:



Master Plan Study Area Boundary

Focus Groups

A series of focus group sessions were held in August 2005 to clarify the objective of the Master Plan project. Various community members including representatives from the Chamber of Commerce, Real Estate/Development Community and Parks/Recreation Community were present. There was also a meeting with the members of the Community Vision Council and public officials.



The public workshop process gave community members an opportunity to voice their comments and concerns as well as contribute to the planning process.



The Downtown Master Plan is a product of community efforts.

Steering Committee Meetings

A steering committee was established to guide the Master Plan project consultants. The role of the steering committee was to ensure the Master Plan follows the direction set forth by the town and its residents and that the consultant team responded to public concerns. Steering committee meetings were scheduled to review interim project documentation and discuss relevant issues.

Urban Design Community Lecture Series

In the summer of 2005, the Town of Pagosa Springs conducted a lecture series titled “Creative Spaces Speaker Series.” Lecturers included Noré Winter, Urban Design and Planning Consultant; Mark Childs, Professor of Architecture at University of New Mexico; Harold Stalf, Grand Junction DDA; and Joe Napoleon, Woodland Park DDA.

As a part of this lecture series, Noré Winter was invited to present ideas on the integration of public art in urban design framework plans. Towards the end of the lecture, a public visioning exercise was conducted, which provided an opportunity for attendees to describe what a visitor to Pagosa Springs would encounter when visiting the community in the year 2015. The result of this exercise is used to provide context for Chapter 3: The Vision for Downtown: Year 2020.

Public Workshops

Workshop #1: November 2005

The November 9, 2005 Public Workshop consisted of a brief introduction to the project and a series of three “hands on” workshop exercises. There were over sixty community members present at this workshop. The goal of the workshop was to provide an opportunity for the public to respond to and prioritize initial urban design framework concepts.

Workshop #2: February 2006

Following the two design charrettes, the consultant team facilitated a public workshop to discuss the findings and design concepts. Workshop participants used aerial photos to guide group discussions regarding future land uses and development throughout downtown.

Workshop #3: May 2006

The public was invited to a formal presentation to review design concepts and design guidelines included in the first draft of the Pagosa Springs Downtown Master Plan and Historic District Design Guidelines.

Workshop #4: July 2006

The public was invited to attend a presentation of the changes that had occurred to the draft Downtown Master Plan between the first and second drafts. Issues related to Opportunity Site 1 and the parking structure were discussed at length. The noted “adaptive reuse” on 1st street, the possible relocation of the museum and the desired character of the “East Village” area were also discussed.

Workshop #5: August 2006

The public was invited to attend a presentation regarding the design principles contained in the second draft of the Master Plan. Issues related to specific locations of proposed parking structures and the relationship of those structures to existing and proposed infill and redevelopment projects were discussed. Additional topics included potential improvements and development of the northern edge of Town Park, which would help link the commercial core of downtown to the East Village.



Water features exist throughout the Town of Pagosa Springs. The Bureau of Reclamation Gaging Station is shown above.



The San Juan River runs through the heart of Downtown Pagosa Springs.



Parks are a strong focus of activity in the 2020 vision.

Design Charrettes

Charrette #1: February 2006

Design Charrette #1 was conducted on February 1, 2006 to discuss specific components of Downtown and to explore potential options for future land uses and redevelopment. For both design charrettes members of the public were invited to join the Steering Committee, Town Council and Planning Commission to explore initial design principles and concepts.

Charrette #2: February 2006

Design Charrette #2 was conducted on February 2, 2006 to review and explore potential goals and objectives for design guidelines for downtown. Issues such as massing, setbacks, vehicular access, pedestrian safety and the integration of public art were discussed as well as how specific design guidelines would fulfill the overall vision for Downtown.

Website

The Town of Pagosa Springs used the Town's website (<http://www.townofpagosasprings.com>) throughout the Master Plan process as a means of keeping the community up to date with community events and workshops. It also served as a valuable distribution tool ensuring that interim project documentation was available for review and comment before and following public workshops.

Relationship to Other Planning Documents

The Conceptual Master Plan of 2004 (Phase One)

The Downtown Master Plan also draws upon proposals set forth in a "Conceptual Master Plan," which was prepared in 2004 for the Community Vision Council, with the assistance of the firm of Hart Howerton, architects and planners. The plan recommends public sector improvements which include an expanded river trail system, enhanced streetscapes and a series of special redevelopment projects. It is referred to as "Phase One" of the downtown plan process, with this document serving as "Phase Two." Many of the ideas presented in the Conceptual Master Plan are reflected in this Downtown Master Plan and in some cases in a manner similar to that presented in the 2004 document. In other cases ideas have been modified to reflect the more specific considerations that came forth in the community discussions that were a part of this planning effort.

The Downtown Master Plan focuses on existing and future development patterns for Downtown Pagosa Springs and the relationship between public spaces and private development to ensure that continued growth and prosperity create a physical framework that fulfills the vision of the community. Ensuring that future infill redevelopment and public improvements contribute and enhance the town is a priority that is well established in existing policies and studies. A key source of policy directives is the recently adopted Comprehensive Plan.

Town of Pagosa Springs Comprehensive Plan (2006)

The Town of Pagosa Springs adopted a Comprehensive Plan in 2006 to guide future land use decisions. There are general planning policies that relate to the downtown and some specific policies for downtown are also established. Several of these policies are referenced throughout this document.

Town of Pagosa Springs Municipal Code

The Town's Municipal Code establishes basic development regulations that also influence the character of improvements in the downtown. The Municipal Code permits a number of uses within the downtown study area and establishes regulatory standards. Recommendations in the Downtown Master Plan suggest amendments to the Municipal Code may be necessary to implement to design and development goals within areas of the downtown. The Downtown Study Area is comprised of many zoning districts which are established in the Municipal Code. These zoning districts represent a variety of land uses and development patterns that contribute to the character of individual neighborhoods and result in the diverse attributes of downtown. Because of this diversity and distinct differences in each of these zones, the Downtown Master Plan has identified a series of residential neighborhoods and commercial districts that are addressed individually in "Chapter 3: The Downtown Framework."

In addition to the traditional zoning districts a Historic Business District Overlay exists within a portion of the Downtown area. The Historic Business District provides protection of historic resources along a portion of Pagosa Street and Lewis Street. Within the District, character, appearance and other aspects of proposed development, renovation or redevelopment are reviewed and addressed by the Historic Preservation Board. Design guidelines are provided for the historic district as a companion to the Downtown Master Plan.

Historic District and Local Landmark Design Guidelines

A companion document to the Downtown Master Plan, and developed concurrently, is a set of Downtown Historic Business District and Local Landmark Design Guidelines. This document provides information pertaining to site and building redevelopment and improvements within the Downtown Historic Business District Overlay. This document should apply to all improvements within the Historic Business District and Local Landmarks. This includes alterations to "contributing" historic resources, "non-contributing" existing structures and new infill construction.

Other Policy Documents

The Town of Pagosa Springs has developed additional policy documents that supplement the Downtown Master Plan. Each of the following documents has been summarized in Appendix C of the May 2006 Comprehensive Plan:

- Archuleta County Community Plan (2001)
- Hot Springs Boulevard Master Plan (2001)
- Historic Buildings Survey (2002)
- US Highway 160 Access Management Plan (2002)
- Pagosa Area Trails Plan (2003)
- Pagosa Springs Sports Complex Master Plan (2003)
- Community Survey Research Findings (2004)
- Conceptual Downtown Master Plan Phase I (2004)
- The Springs Resort Design Charette (2004)
- Historic Buildings Survey #2 (2004)
- Community Vision Council: Year End Report (2004)
- River Improvements & Whitewater/Restoration Conceptual Plan (2005)
- Economic Development Plan (2005)
- Big Box Task Force Summary of Findings (2005)
- Parks and Recreation Community Survey (2005)
- Community Branding Reports (2006)



Chamber of Commerce



Pagosa Springs has a unique traditional character that should be preserved and enhanced.



Distant views and vistas are a part of the character of Pagosa Springs.

Using the Plan

The plan should be used by the Town to chart public and private sector improvements and to guide adoption of regulations that will support the vision as established by the Downtown Master Plan. It also should be used by private property and business owners, civic groups and citizens as a means of directing their programs and activities such that they will help to reinforce the overall plan objectives.

The Town of Pagosa Springs Downtown Master Plan is organized into six chapters and contains diagrams, photographs and sketches that illustrate proposed design principles and concepts. Throughout the document, sketches illustrate the potential character of some selected improvement projects and photographs from other communities provide suggestions for the potential character of some of the proposed land uses and public improvements. **It is important to note that these diagrams and images are intended to convey a general approach to improvements, not specific design solutions, and that a more detailed site analysis, design development and discussion would be necessary before any specific project was implemented.** The Downtown Master Plan also contains design guidelines that apply to the broader downtown study area, especially to those neighborhoods that are outside of, but contiguous to the Downtown Historic District.

Chapter 2: Existing Conditions

Overview

Pagosa Country is rich in beauty and offers abundant natural resources, an authentic small town feel and a strong sense of community. Like much of the Southwest and Four Corners region, the history of Pagosa Springs centers on individuals from diverse cultures who lived and migrated through the area. These influences from the past have blended together to create the cultures and lifestyles apparent today.

Pagosa Country encompasses an area bounded on the north by the rugged San Juan Mountains and the Continental Divide, on the south by the Colorado-New Mexico border, on the west by Yellow Jacket Pass and on the east by Wolf Creek Pass.

In the heart of Pagosa Country lies the community of Pagosa Springs, a town named after the great Pagosa Hot Springs. The word “Pagosa” originates from the Ute language meaning “boiling water.” Describing the appearance of the boiling, bubbling spring, the ancient Utes called it Pah-gosa (“pah”-water, “gosa”-boiling). Modern usage and advertising have changed the orthography to “Pagosa” and the meaning to “healing waters.”

Located on Highway 160 Pagosa Springs is approximately 60 miles east of Durango and 20 miles west of the Continental Divide and Wolf Creek Ski Area. The climate and terrain of Pagosa Springs offer year-round recreational activities to suit every age and lifestyle. During the summer and fall, visitors are invited to golf, fish, boat, hike, bike, swim or spend an afternoon on horseback. Winter activities include skiing “the most snow in Colorado” at Wolf Creek Ski Area, ice skating, cross-country skiing, snowmobiling or taking an evening sleigh ride. The hot springs offer a therapeutic and relaxing respite to locals and visitors alike, being one of the primary attractions in Pagosa Springs. What brings tourists back time and again is the relaxing yet energetic atmosphere of the small mountain town.

Tourism is one of the major sources of revenue in Pagosa Springs and in recent years the real estate and construction industries have bolstered Pagosa Springs’ local economy. The Mountain Hospital and Cloman Industrial Park combined with a new high school, give witness to the progressive thinking and actions of a community with a clear vision for the future.

Community Assets and Issues

Numerous community assets and issues were identified by residents, business and property owners during Phase One of the Master Plan planning process and subsequent focus group meetings, Steering Committee meetings, stakeholder meetings and workshops. General discussions about community character including more specific comments about physical constraints, circulation systems and land uses were key topics addressed. Observations and concerns expressed at these meetings have guided this process and have been identified in this section.



Historic building in Downtown Pagosa Springs

Downtown Assets

- Elementary, Intermediate, Jr. High and High Schools
- Historic Buildings and Cisterns
- San Juan Historical Museum
- Natural hot springs and pools
- Geothermal resources
- Parks
- San Juan River
- Public Library
- Walkable, pedestrian-friendly streets
- Residential Neighborhoods
- Government Facilities including the County Building, Town Hall, Community Center, National Forest Service
- Historic Sites and Cisterns
- Scenic Overlooks
- Forest Service Information Center
- Reservoir Hill

*Input from public meetings,
focus groups and surveys*

Community Character

A key asset is the “small town character” that is reflected downtown in the scale of buildings, open views to surrounding mountains, river access and the collection of civic and cultural facilities. At the heart is the “400 Block” of Pagosa Street which conveys a traditional commercial identity which results from the collection of older commercial storefronts that have large display windows at street level and are aligned at the sidewalk edge creating a defined street wall.

The remainder of the Downtown Study Area is more diverse in character. To the east are auto-oriented uses and residential structures that are slowly being converted to office and commercial uses. Along Lewis Street several churches and surface parking lots exist that contain a variety of architectural styles and building setbacks. On the western edge of downtown there are several civic buildings such as the Pagosa Springs Elementary School and the Ruby Sisson Library.

The history of Pagosa Springs reveals diverse land use and development patterns that result in a cherished vernacular character that reflects the evolving history of the community. This diversity is specifically reflected in the variety of architectural styles exhibited by historic and new structures. Individual buildings contain a variety of architectural detailing, color schemes, styles, scale, massing and orientation resulting in an eclectic character that is cherished by local residents and visitors. Different architectural styles are often indicative of different uses. In areas where similar building heights, widths and setbacks from the street edge exist, clear development patterns can be delineated and identified. These patterns inform the design guidelines contained in “Chapter 6: Design Guidelines.”

Pagosa Springs has invested recently in streetscape and public improvements downtown; however, these efforts have not been consistent in design and have resulted in a fragmented appearance. The design guidelines in Chapter 6 recommend using basic unifying elements in streetscape improvements that will tie together the appearance of the public realm and improve visual consistency in the downtown.

Development and Ownership Patterns

The downtown emerged along early highway and railroad alignments that followed the course of the San Juan River. Highway 160 which linked Pagosa Springs to Durango in the west and Monte Vista to the east, followed the north shore of the river and it was here that commercial buildings were erected. Even with some later road alignment and bridge changes the primary portion of downtown has remained. Other streets emerged that followed topographic features. Most notable is Hot Springs Boulevard which extends from Highway 160 to the south. The famous hot springs source pool is located on the south side of the river and in time hotels and motels appeared around it.

The main part of downtown was laid out in three independent street grids. The central portion focused around the “400 Block” of Pagosa Street and was positioned roughly parallel to the adjacent section of the San Juan River. It is approximately forty-five degrees off a true north-south grid orientation. The commercial center of town is located here, with a mix of governmental buildings, churches, schools and other civic and cultural institutions. A second part of downtown, which lies to the east of the “400 Block”, has a grid that follows this stretch of the river. The final larger portion was laid out south of Pagosa Street and west of the river. It is close to a true north-south orientation. These two areas developed primarily as residential neighborhoods. There are other smaller neighborhoods in the downtown

that have their own street systems, some of which are curvilinear, but these three larger sets of street grids form the bulk of what is considered downtown.

The original Townsite of Pagosa Springs was platted in 1883 in a traditional gridded lot and block pattern. Block lengths range from 700 feet to 900 feet by 320 feet in most of the commercial areas and the abutting neighborhoods for a common lot size of 7,500 square feet. However, variations exist in areas such as the commercial area north of Pagosa Street between First and Third streets where lots shorten to 125 feet due to highway right-of-way. Most of these gridded areas include alleys that are heavily used and relied upon for access and services.

The downtown area is defined by a concentration of commercial business paralleling the San Juan River and bordering Highway 160. The intensity of commercial uses diminishes in outlying blocks to the east and west of the “400 Block” of Pagosa Street. South of the San Juan River and north of Lewis Street the land uses become predominately residential.

The “400 Block” of the downtown area abuts the highway and faces towards the river. While the “north” side of the street is developed, the “south” side lacks development due to the shallow lot depth of some properties, and the steep hillside that drops to the river. As a result, some portions of the river edge property have remained undeveloped, excluding some public parking and river access points. This “Overlook” offers expansive views of the river and mountains to the southeast. The Overlook also includes direct pedestrian connections to Centennial Park, access to retailers along Pagosa Street, the natural hot springs and Town Park.

Downtown properties have traditionally been owned by a variety of public and private entities, which reflects typical small-scale ownership patterns of rural mountain communities. Increased interest, development pressure and private investment have resulted in some larger consolidated parcels. Other large parcels in close proximity to the Downtown Core include property along Hot Springs Boulevard.

Physical Challenges

There are two primary physical features in downtown; the San Juan River and State Highway 160 which establish strong linear “spines” to the layout of downtown. The San Juan River winds through downtown paralleling the highway at many points which creates numerous commercial, residential and civic parcels with unique access to the river. The river is a noteworthy asset with recreational, scenic and environmental attractions, but also limits circulation options for pedestrians, bicyclists and automobiles. Floodplain and wildlife habitat boundaries also limit some development options along the riverbank.

Highway 160 is a four-lane section of roadway through the downtown core and represents the primary traffic route through town. The highway provides necessary business traffic and access to local services and attractions while also creating challenges for pedestrians in terms of safe crossing points. Opportunities to reduce traffic volumes, minimize the effects of the traffic and provide alternative routes for local traffic were all recognized as important issues to address.



The 400 block of Pagosa Street conveys a commercial identity.



Existing streetscape along Pagosa Street.



Highway 160 serves as both the artery for through-traffic and the primary east-west route for in-town traffic.



Crosswalks across the highway are heavily used.



Current pedestrian access along the San Juan River is limited and trails do not connect to one another.

In addition to the highway and river, the extended length of the Downtown area which is approximately one and three-quarters of a mile from east to west, is a challenge. It is not easy or comfortable to walk its entire length and it is typically considered to be a complex of poorly connected “sub-areas.”

Varied topography adds another challenge. Hillsides that frame downtown rise more than two hundred feet above the river channel and some lots within the downtown area have an approximate 50 foot elevation change. While the hillsides and steep slopes add to the dramatic character of downtown, they also limit options for constructing new streets and walkways. Hillsides also mean that any new development within the downtown area will be visible from higher elevations.

Circulation

Pedestrian Attractions and Trails

Safe and convenient pedestrian routes throughout town are critical to the vision of a pedestrian-friendly downtown. Highway 160 currently impedes good pedestrian access while the San Juan River presents a challenge in linking development north and south of the river. Currently, three vehicular bridges and one dedicated pedestrian bridge exist that help connect the sub-areas of downtown; however they do not adequately serve vehicular and pedestrian needs.

New pedestrian bridges are in planning stages at the South 3rd Street right of way and above the “local’s favorite swimming hole” (Cotton’s Hole) at the Hermosa Street right of way. These bridges will create needed connectivity between existing and future pedestrian facilities.

The Town has embarked upon a Riverwalk trail system along the San Juan River, with a central portion in place. It is generally accessible but is in need of repair. New trail connections are needed to provide obvious and navigable routes from the East End to the concentrated commercial business district.

Pedestrian crossings are limited in number and walking along Pagosa Street can be unpleasant during peak traffic. Existing sidewalks are generally in poor condition and do not have adequate width. In some places, sidewalks do not exist. Existing crosswalks, especially those that cross the highway, are heavily used and pose safety concerns, especially in front of the existing County Courthouse. Because commercial development is currently concentrated on the north side of the highway in the Downtown Core Area, safe crossings between the commercial center and public parks, hot springs and trails are essential.

Automobile Circulation

The highway serves as the town’s artery for through-traffic and is also the primary east-west route for in-town traffic. Due to topography and steep hillsides along the river, local traffic patterns rely on the highway and additional potential street connections are hindered.

Highway traffic volumes and speeds are recognized concerns. An inevitable increase in traffic volumes overtime promises to further complicate an already challenging situation. While highway traffic is a major factor, the use of other streets as alternative routes for internal circulation within the downtown is a challenge due to limited connectivity and topographic constraints.

Congestion, turning movements associated with the highway and safety are auto-related issues that local residents and business owners expressed as major concerns. They also noted that additional traffic calming improvements should be considered for the downtown.

Parking

Accessibility and Convenience

Accessible and convenient parking was identified by the public as an issue in Downtown Pagosa Springs. Parking is available in several locations and is configured in a variety of forms, including on-street parallel, diagonal spaces, and off-street surface parking lots. Some parking is also provided along alleys particularly in the “400 Block” of Pagosa Street.

Increases in population and tourist visits have heightened the demand for on-street and public parking along some sections of Pagosa Street. In addition, new and proposed commercial development in the downtown contributes to increasing concern from local residents and merchants who want to ensure that parking remains convenient and accessible.

Convenient parking is important to local businesses so that patrons have easy access. As part of the parking discussion in the “400 Block” of Pagosa Street, walking distance was repeatedly mentioned as the number one deterrent for development of parking lots in less proximate locations. It was discovered that there is a perception by some residents and business owners that business patrons will not walk between destinations and that businesses will lose valued customers if parking stalls within the “400 Block” are relocated. Encouraging infill and redevelopment projects that would increase density and diversity of the commercial core would connect existing commercial neighborhoods and reduce walking distances between destinations. There are, however, abundant on-street parking opportunities on Lewis Street and other side streets within a short distance of the main commercial development along Pagosa Street.

In recent years, a wide range of literature has discussed optimum walking distances for downtown areas. Several variables influence what is considered appropriate. Climate, topography and the age of user populations are broad scale factors that affect the distance people are willing to walk. It is clearly accepted that the quality of the walking experience is a major determinant. If the experience is pleasant with attractive landscaping, buildings and activities, people are more willing to walk a greater distance. Wayfinding signage, including pedestrian-oriented directories, also helps first-time visitors feel more comfortable using outlying parking spaces. Many designers recommend street blocks that are no more than 300 to 500 feet long, to break up the perceived distance. Overall, studies suggest that people will walk about 1200 feet to a specific destination, or the equivalent of about three to four conventional city blocks.



A parking area, alley and Pagosa Street converge at this point.



Parking for business along the 400 block of Pagosa Street is currently located on the south side of the highway, next to the river.

Parking Issues

- Confirm existing parking patterns and deficiencies
- Minimize the visual impact of parking facilities including future structured parking
- Make efficient and practical use of existing alley access and parking opportunities
- Provide alternative employee parking opportunities for Downtown businesses
- Maximize on-street parking opportunities
- Ensure that off-street public parking lots do not impact the desired street character

Input from public meetings, focus groups and surveys

Current Parking Supply and Demand

The location and number of parking spaces that are available in the downtown is a key point of discussion in the community. Overall, there is a sufficient supply, although there are times of shortages in some key locations, as described below.

As a supplement to the Downtown Master Plan the current parking supply and demand were analyzed and are included in Appendix B. Figure 1 provides an overview of current parking controls and restrictions. The matrix shows that most curb and off-street parking within the downtown is unrestricted. Notable exceptions are portions of Lewis Street, Fourth Street Pagosa Street, and the “Overlook” public parking where two-hour parking restrictions are enforced between 8:00 a.m. and 5:00 p.m.

In order to understand the nature of the current parking supply, parking data was collected during two time periods on both a weekday (Friday) and a weekend day (Saturday) in June 2006. To facilitate the data collection process, the Downtown Study Area was divided into three areas, as depicted on Figure 2: Parking Area Boundaries. Area 1 includes the Downtown Core and the West End. Area 2 covers the East Village, East End and the Lewis Street neighborhood. Area 3 includes those parts generally south of Pagosa Street including Hot Springs Boulevard and the Hermosa Street neighborhood.

The table below summarizes the overall parking survey results collected for the three study areas. The table indicates that at peak occupancy, on Friday during the lunch hour, 41 percent of all 1,833 on and off-street spaces were occupied. The lowest utilization was on Saturday evening, when 29 percent of the spaces were occupied.

Pagosa Springs Parking Survey Results				
	Friday		Saturday	
	11:30 AM	4:30 PM	11:30 AM	4:30 PM
Available Spaces				
On-Street	619	619	619	619
Off-Street	1214	1214	1214	1214
Total On- and Off-Street Space	1833			
Occupied Spaces				
On-Street	170	114	185	141
Off-Street	573	446	432	397
Percent Occupied				
On-Street	27%	18%	30%	23%
Off-Street	47%	37%	36%	33%
Overall Utilization	41%	31%	34%	29%

Overall utilization, however, is only a part of the current parking picture. Parking supply must not only be adequate, it must also be convenient. Figure 3 through Figure 6 in Appendix B reveal a number of locations where current parking demand represents at least 80 percent of supply. These locations are as follows:

- North side of Pagosa Street, 400 Block (“Overlook”).
- North and south sides of Pagosa Street between 2nd Street and 3rd Street.
- Far eastern portion of the River Center near existing service center.

In each of these above listed locations a shortage of parking exists since eighty percent (80%) or more of the available spaces are occupied during peak times. Under these conditions, motorists may have difficulty finding a place to park which may result in a change of shopping behavior. Even in the absence of additional parking pressure within these areas, increasing the parking supply in the vicinity or enhancing the walking experience to other existing underutilized facilities, would typically be pursued to insure the continued economic viability of existing uses. Chapter 5 provides a ditional context for the existing parking situation in conjunction with future parking demands and parking recommendations.

Commercial Land Uses

Existing commercial land uses in Downtown Pagosa Springs range from restaurants and retail to offices and auto repair shops. To some extent similar uses have clustered into distinct sub-areas. Some of these, such as the Downtown Core have a distinct identity. Others, such as the East End, lack a specific identity. The Master Plan contains conceptual alternatives for improvements in each of these districts and also identifies opportunities to effectively link them into a cohesive downtown. The following commercial districts exist:

Hot Springs Boulevard

The area immediately south of the San Juan River and flanking Hot Springs Boulevard contains several important community assets including hot springs facilities, the Post Office, Chamber of Commerce, Visitor's Center, Town Hall and the Community Center. The concentration of civic buildings combined with new streetscape improvements has resulted in a civic campus of important community structures that is readily accessible from the Downtown Core and takes advantage of views to the river and surrounding hillsides. This emerging identify for the boulevard, which includes institutional and resort facilities, is a new asset for the downtown, one which offers the opportunity to extend pedestrian activity south of the highway.

An important consideration in this neighborhood is the amount of undeveloped land including parcels along the eastern bank of the San Juan River and on both adjacent sides of Hot Springs Boulevard. The manner in which the area develops is important to create and enrich a pedestrian-oriented environment. In addition, portions of these properties may have environmental resources that should be protected, including existing wetlands and wildlife habitat.

Currently, sketch plans are in place that depict a variety of uses, including residential, that orient to the river and create an urban corridor along the roadway. In addition to this proposed mixed-use development, Archuleta County owns land along the east side of the street and may develop future administration offices at this location that would expand the civic uses in this area. Issues with future development of Hot Springs Boulevard property include increasing the traffic burden on the bridge at the intersection of Hot Springs Boulevard and Highway 160.

The Hot Springs Boulevard area is perceived as a long walk to the Downtown Core. Consideration for additional vehicular connectivity and pedestrian bridges is important. A pedestrian friendly street edge with urban form buildings is an important component for the future development of the Hot Springs Boulevard District.



Hot Springs Boulevard has seen recent streetscape improvements.



The Post Office is located on Hot Springs Boulevard.



Lewis Street has a distinct identity.



Lewis Street contains a mix of churches and other institutional facilities



The East Village



There are several residential structures flanking Highway 160 to the east of the Downtown Core that have been renovated to accommodate commercial uses.

Downtown Core

The Downtown Core is bounded by 3rd Street to the east, 8th Street to the west, Rosita and Lewis Streets to the north and Centennial and Town Park to the south. This area contains the largest concentration of buildings that convey traditional storefront character and supports several retail establishments. At the center is the 400 Block of Pagosa Street where buildings extend to the front and side property lines and combine to create a block-long building wall with significant mass.

The “400 Block” is challenged in that the south side of the roadway has limited retail development along the riverside. In conventional retail planning a double-fronted arrangement is preferred. This allows patrons the opportunity to return to their point of origin without repeating the viewing experience. Finding ways to increase retail use on the south side while also retaining parking and overlooks is therefore an issue. Opportunities to expand retail opportunities on the riverside exist in areas between the existing County Courthouse and 6th Street.

Fourth Street, which is perpendicular to Pagosa Street, offers an extended mixed-use opportunity. The presence of school buildings along one side of this street particularly affects the retail character. This may change as alternative school locations are considered and relocation potentially occurs at the schools. In this respect, Fourth Street may offer opportunity for additional mixed-use development, including a residential component in the future.

Lewis Street is also an area with a distinct identity. It contains a mix of uses including churches and other institutional facilities, along with commercial buildings. This street is quiet compared to Pagosa Street, in terms of both pedestrian and automobile traffic. Lewis Street has some appeal in that the south end of the street is highly visible from the highway. Therefore opportunities exist on this side street for expanding uses and creating a vibrant pedestrian environment.

West End

The West End is an area that focuses on Highway 160, beginning at 15th Street and continuing east to 8th Street. This portion of downtown is predominately commercial in use and lacks pedestrian amenities. Sidewalks in this area are not continuous and connectivity to the downtown core is limited.

Currently, the West End consists of freestanding buildings that are set back from the street edge creating a fragmented appearance that is often punctuated by curb cuts and surface parking lots. Some parcels are landscaped and others have an unfinished edge to the road.

This area has opportunity to develop as a distinct commercial district linked with pedestrian routes and accented with institutional facilities. The recently expanded Ruby Sisson Library is an anchor at the east end of this commercial district. The Library, combined with the elementary school creates a civic node. A large vacant parcel owned by Archuleta County affords the opportunity for significant future infill development.

East Village

Between 3rd Street and 1st Street lies a corridor along Pagosa Street (Highway 160) that is commercial in use but was historically residential. As a result this district has a residential feel in both site layout and building design. The traditional residential structures establish a “village” scale that provides a distinct image for the area. The relative scale of these structures and the details incorporated into the porches and gable ends of buildings contribute to the visual aesthetics. Landscaped front yards also enhance the experience. The East Village offers an opportunity to expand the supply of specialty retail and a variety of housing options in the downtown.

Sidewalks in the East Village are in poor condition, narrow, sometimes non-existent and often discourage walking. New curb cuts, requirements for on-site parking and increased building mass in recent development threaten to alter the character of the neighborhood. The changing scale of buildings is a concern as perceived from Pagosa Street and also from abutting residential neighborhoods. Establishing a balance between the traditional scale and character of the area with new functional requirements will be a challenge in the East Village.

A special asset is the Town’s old water cistern which sits high on the bank of the river and is currently used as the local museum. This is a noteworthy historic resource that offers a unique view to the mountains in the east.

East End

The East End extends from the intersection of Highway 84 and Highway 160, west to the 1st Street bridge. Upon entering the town from the east, the river valley becomes constrained between Reservoir Hill on the south and steep bluffs to the north. This pinch point in topography creates a natural gateway into Downtown Pagosa Springs.

Buildings in this area are generally set back from the street edge, reflecting the highway orientation of early developments. In portions, the right-of-way is rather broad, allowing space to develop frontage roads. These frontage roads provide internal circulation opportunities among parcels, without entering the highway.

The pedestrian experience in this area is considerably challenging. Neither the highway nor the frontage roads have sidewalks. The current configuration of the frontage road on the east end of Highway 160 discourages walking by expanding the current highway right-of-way by an additional twenty-four feet of pavement on both sides of the highway. The overall width of vehicle paving creates safety concerns for pedestrians.

Additional paving for on-site parking in front of buildings creates the appearance of large-scale parking lots with little internal landscaping. Access to trails and other outdoor amenities are limited and not compatible with the 2003 Trails Plan. Recreational amenities also exist here, but are generally hidden assets. These include fishing ponds along the river, rafting “put in” spots and trail access points. The resulting character is a development pattern that is dictated by automobile access and conceals the public land and river just north of the existing buildings.



Fishing ponds at the East End are a community asset.



The East End



Local streets are rural and unique in character.

Residential Land Uses

Residential neighborhoods also exist in the downtown generally adjacent to the commercial districts. These neighborhoods are predominately single family and align along quiet streets with low lighting and noise levels. However, as commercial development expands, increased traffic and noise may have impacts in these areas. Mitigation of these impacts should be considered vital to the successful integration of new uses within or in close proximity to existing neighborhoods. Promoting improved connections within these neighborhoods, especially for pedestrians and bicyclists, is therefore an issue.

Established residential neighborhoods within the Downtown Study Area include:

South Pagosa

South Pagosa reaches from the San Juan River west to 11th Street and is bounded on the north by Highway 160 and extends south to the High School. South Pagosa is predominately single family homes with occasional mobile homes and small apartment complexes. However, some areas within the neighborhood are currently transitioning into high-end townhomes and condominiums with limited architectural and site standards. Traditionally, this neighborhood is multi-cultural and is the most demographically diverse. Circulation is an issue for this neighborhood as access onto the highway is challenging and several platted east-west streets are not developable due to a large shale bluff.



Existing residence on Hermosa Street.



Many established residential neighborhoods are located within the Downtown Study Area.

Hermosa Street

Hermosa Street is a distinct neighborhood that lies south of the highway between 1st Street and Hot Springs Boulevard. Residential units in this area are predominately single-family and many are older structures that may qualify as significant historic structures. Residents of this neighborhood enjoy close proximity to the river and downtown. A concern is how to maintain convenient vehicular access from this neighborhood to the Downtown Core, though residents are also concerned about the amount and speeds of traffic along this street. The intensity of future alley usage is also an issue with potential higher density commercial development occurring in the East Village and sharing the abutting alley. This is an increasing issue as local residents continue to use this street to bypass highway traffic and as development pressure increases. Discussion has taken place regarding the closure of Hermosa Street from its intersection of Hot Springs Boulevard east through Town Park to the 3rd Street right-of-way. Discussion has also indicated interest in providing an additional vehicular bridge at 3rd Street or 2nd Street across the river to San Juan Street.

San Juan Street

San Juan Street is a unique neighborhood that is currently single-family residential but zoned for commercial use. Recent development indicates it is transitioning into a moderate density townhome area. San Juan Street is a dead-end roadway, which many residents find attractive because of the low levels of traffic, though discussions have indicated a vehicular bridge connecting this neighborhood to the Hermosa Street neighborhood, may be appropriate. This neighborhood is also in close proximity to the river, hot springs, downtown and civic buildings.

Lewis Street

This residential neighborhood lies between 1st Street and 3rd Street and shares an alley with commercial uses in the East Village. Buildings in this area are generally single-family residential structures with an occasional church or business. Many structures in this area qualify for local landmark status, though few have been designated. Through the Comprehensive Planning process, this area was designated “Mixed-Use Residential” which would allow up to 30% of the structures to be used for commercial or mixed-use purposes. This may encourage more development in the area.

Mesa Heights Subdivision

This neighborhood lies in the northeastern portion of the Downtown Study Area. Mesa Drive, Apple Street and 3rd Street are key roads. The neighborhood was platted in the 1970s and most of the single-family homes reflect this era of construction.

North Pagosa

This area lies in the northwest portion of the Downtown Study Area and is bounded by Juanita Street, 5th Street on the east, 8th Street on the west and the highway on the south. McCabe Creek runs north to south through the neighborhood and has been identified as an underutilized natural amenity.

Natural Amenities

Natural resources such as parks and open space are important to the image and enjoyment of downtown. For planning purposes, it is important to distinguish the types of parks and open spaces that exist here. Natural open space for example is different from organized parkland, where formal sports activities and structured uses may occur. A series of natural open space parks have been developed along the San Juan River in addition to a large passive recreation open space with a primitive trail system that abuts the study area on the east.

Water resources are also integral components to the downtown. The hot springs and related geothermal outflows constitute a signature amenity. The San Juan River and the contributory branches of McCabe Creek and Mill Creek (parallel with 1st Street) are also assets. These water resources should be celebrated and respected in any new development by means of public art, interpretive signage and other design enhancements.

San Juan River

The San Juan River geographically divides the Town and is a cherished public amenity. As segments of the Riverwalk Trail are completed the pedestrian movement by foot and bicycle will increase.

While the river is a paramount asset, the trail system remains limited and there are shortages of access and overlook points. A majority of the access points that exist are difficult to find and lack clear identification.

The Town is working to implement a Whitewater and Restoration Plan for the San Juan River Corridor which was created in 2005. Some preliminary improvements in compliance with the plan have been executed and others are anticipated in the near future. These improvements will enhance the recreational viability of the river corridor and further distinguish the river as a regional attraction.



McCabe Creek is an unknown feature in Downtown.

McCabe Creek

McCabe Creek is a relatively unknown feature within the Downtown Study Area. It winds through the entire North Pagosa neighborhood before crossing under the highway near 5th Street and ultimately feeding into the San Juan River. The Creek runs through culverts under Highway 160 and two buildings and then daylights approximately 150 feet from its confluence with the San Juan River. It was expressly stated by members of the public that McCabe Creek should be enhanced, made more visible, more accessible and that the town should explore the feasibility of constructing a trail along its bank.

Geothermal Resources

Geothermal resources are especially important to Pagosa Springs. They distinguish Pagosa Springs from other communities in the region and offer recreation, tourism and healing opportunities. The source pool, listed on the State's Historic Register is located on private property and was noted as an important element of the natural environment that should be protected to ensure continued public access and interpretive opportunities. The hot springs also provide a key source for geothermal heating in the Downtown however the outflows from a number of the springs are underutilized and generally unattractive.

Parks

Reservoir Hill

Reservoir Hill is a valuable open space amenity that provides an immediate connection to the natural environment. The large scale and dominant form of the hill and the fact that it can be seen anywhere from the downtown make it a great asset to the town's identity. Reservoir Hill provides opportunities for hiking, biking, running and special events. Many people consider Reservoir Hill to be an underutilized asset as it is used mostly by locals. Access points exist behind the San Juan Motel, Park Street and Spring Street. These are generally hidden and difficult for visitors to locate. It has been suggested that signage would be a benefit to direct new users to this open space amenity as well as additional access points on the south and east end of the park.



McCabe Creek is an underutilized community asset.

Centennial Park

Centennial Park stretches from Hot Springs Boulevard (below "The Overlook") west to 6th Street and includes the confluence of McCabe Creek. The town's Riverwalk Trail parallels the Park and connects to the neighboring Town Park. Centennial Park is easily accessible from the Downtown Core. The portion of Centennial Park behind the Courthouse is often used as a boating take-out. Outflows from the town's geothermal facility are piped under the Riverwalk and can be seen flowing into the San Juan River. These areas offer opportunities to create interesting water features and interpretive sites that would enhance the river experience.

Town Park

Town Park is a prized asset and focal point for the community. The park sits below the elevation of the highway creating a steep bank that has limited access between the Highway and the Park. The Park is comprised of two sections which are separated by Hermosa Street. The northern section provides active recreation opportunities with sports fields and a backstop that are used for Intermediate and Jr. High school playfields. The other side is an informal green space with picnic tables that is popular for family events and gatherings. The Riverwalk Trail abuts the river on the south side of the park and provides a well-used pedestrian connection to Centennial Park.

Town Park is also used throughout the summer for large events that attract local residents and visitors. Although Town Park has served as an ideal site because of its proximity to the Downtown Core and the river, attendance continues to increase and some events have already outgrown the site.

Riverside Park

This park includes fishing ponds that have been developed for accessibility and beginning anglers. During the winter months these ponds freeze and are maintained by the Town for ice skating. It also serves as a main put-in for local rafting companies. However, the park is difficult to access and could benefit from appropriately placed directional signage.

Civic and Community Facilities

The Pagosa Springs Downtown Master Plan area encompasses a variety of civic, school and governmental facilities. While the downtown is fortunate to have these facilities, there are a number of challenges:

Schools

The Junior High and Intermediate Schools are located on the highway in the commercial Downtown Core. The locations of these schools have been recognized as prime commercial property. The schools are also constrained because of the lack of playground and playfield space. Currently, students cross the highway to access Town Park for fitness classes and extra-curricular sports activities.

The Elementary School is located near the highway in the West End, which poses pedestrian, safety and vehicular circulation issues. The High School is located at the southern end of the Study Area and is disconnected from the main trail, parks and pedestrian pathways.

Government Buildings

Town Hall and the Community Center are located on Hot Springs Boulevard at the southern end of the Study Area and are somewhat disconnected from the Downtown Core, other government buildings, main trails and parks. The Post Office is located on Hot Springs Boulevard and is challenged by internal circulation issues and limited access from the Highway.



Town Park is a focal point for the community.



The old bell tower from the previous Town Hall sits at the corner of Hwy 160 and Lewis Street.



The Jr. High and Intermediate Schools are located on the highway.



The heat exchange building at the edge of Centennial Park.



A variety of wayfinding signs exist in Pagosa Springs.

Civic Buildings

The Library is located on South 8th Street near the Elementary School and poses similar pedestrian safety issues. Access at 8th Street onto the highway is also a challenge for this building location.

The Chamber of Commerce and Visitor's Center are presently located on the south side of the San Juan River, just south of the intersection of Hot Springs Boulevard and Highway 160. Parking, public restrooms, access to trails and way-finding signage are limited. These limitations have impacted the town's ability to adequately serve the needs of tour buses and tour groups who have expressed an interest in adding Pagosa Springs to travel itineraries. The town may benefit by relocating the Chamber of Commerce to a different site and creating a separate visitor's center with expanded public restroom facilities and designated bus parking.

The San Juan Historical Society Museum is located at the corner of 1st Street and Highway 160. The primary structure has been integrated into historic cisterns that are visible from 1st Street and highway eastbound lanes. Although the current size of the building is adequate for the annual number of visitors, public input indicated that the town and the Museum may benefit by relocating the Museum to a larger and more centralized location, preferably within walking distance of the existing Historic Business District.

Heat Exchange Building

The Heat Exchange Building is a Town operated public utility building. The internal system uses hot water from the natural springs similar to the way a heat exchanger for a house works. The system heats non-mineralized water that is transferred through buried pipes to heat numerous downtown buildings and a public parking lot. The current heat exchange building, located just south of the intersection of 5th Street and the highway is a metal pre-fabricated building. Members of the public have noted that this facility should be relocated to a site that is more visible, accessible and aesthetically constructed.

Signage and Wayfinding

Many resources and public amenities are well-kept secrets due to a lack of recognizable signage and access. Some information is provided on standard highway and street signs, but these are often placed too close to destinations to allow visitors adequate time to make informed decisions regarding route selection or parking. Signs to parks, trails, river access and public parking are limited. There are also no appropriately placed directories that would orient first-time visitors to public amenities and historic sites. Additionally, signage that does exist is generally non-descript in nature and lacks a cohesive graphic theme and style that would create consistency and result in recognition.

Summary of Issues

Recent growth and development throughout the region and continued pressure for infill and redevelopment within the Downtown Study Area has increased awareness regarding the importance that downtown plays in the quality of life of residents and visitors in Pagosa Springs. In response, the community must adapt by focusing on strengthening the visible and physical attributes of downtown that contribute to the character and fulfill the vision of its residents. While the issues facing the community are diverse, they can be summarized into a series of statements that form the basis for the Master Plan, the Urban Design Framework and the recommendations for specific Opportunity Sites.

1. Specialty retail, dining, local offices, business and residential uses must be considered essential to the continued success of downtown.
2. The 400 Block of Pagosa Street is an attractive destination for local customers and visitors. However, street activity diminishes rapidly at the close of the workday. The diversity, density and intensity of uses in the downtown commercial areas must increase to generate additional pedestrian activity along the street in both the daytime and evening hours.
3. Pedestrian connectivity in the Downtown Core is available, but could be improved to provide more convenient, connected and safer access along the highway. This includes access from the highway to the trail system.
4. There are several commercial parcels that are currently underutilized and are critical to the overall health, continuity and viability of the downtown area.
5. Downtown could benefit from additional residential development to support existing and proposed commercial projects.
6. Many downtown assets are not well known or used to their potential.
7. Traffic volumes and speeds along Highway 160 discourage pedestrian connectivity.
8. Public parking is not managed to the fullest extent possible.
9. There is a lack of wayfinding and signage to direct visitors to specific destinations and existing signs detract from the landscape and desired character of downtown.
10. The loss of historic structures along Highway 160 could impact the character of downtown neighborhoods.
11. Recent development west of Town has diluted the intensity of downtown commercial uses; a central core of commercial activity is challenged by the competition, which has caused a shift in viable businesses.
12. Downtown lacks adequate public gathering spaces for large events, meeting spaces and performances.
13. Diverging architectural styles throughout downtown fragments the streetscape.
14. While current downtown parking supply is adequate overall, it is not necessarily convenient.
15. A need exists to have a cohesive group to manage improvements and marketing of the downtown.



Auto-oriented land uses can impact the character of a commercial area.

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Chapter 3: The Downtown Framework

The Town of Pagosa Springs is at a critical point in its growth. Residents value the community's heritage, character and desire to preserve these special attributes of the Town in the face of the challenges that accompany the inevitable growth and development. Local and regional economic trends have created new opportunities that have raised issues about future infill and redevelopment within the Downtown and existing neighborhoods.

This chapter establishes a framework for downtown in the context of the collective vision. It outlines key strategies for land use, circulation, preservation and treatment of community assets.

The Vision for Downtown: Year 2020

The Downtown Master Plan is based on a vision for Downtown Pagosa Springs that emerged from a number of public workshops and focus groups including policies established in the Comprehensive Plan. From this extensive and comprehensive public process came numerous common sentiments or "themes" among the residents, referred to here as the "collective vision."

"Collective Vision"

In 2020, Downtown Pagosa Springs will become the "Center of Town" by developing a lively mix of activities that engage people of all generations, income levels and cultural diversity. The Downtown is an important stimulant to the local economy because of its captivating pedestrian-oriented experience and interactive relationship between the pristine natural and built environment. Visitors and residents alike join together to enjoy activities and features of the Downtown. It remains a distinctly special place with breathtaking views to mountains and valleys beyond, and has an exciting sense of arrival. Its built environment reflects quality construction, excellent planning and context-sensitive architecture that complement the natural environment. Highway 160 no longer dominates the landscape, but is one of several vital components that contribute to the overall character of the Downtown Core.

Vision for the Riverwalk Trail System

The Riverwalk Trail along the San Juan River is the jewel of Downtown and is an amenity for pedestrians, bicyclists, residents and visitors who use it year-round for recreation and connections to other Downtown amenities and neighborhoods.

Vision for Geothermal Resources

The geothermal resources are easily accessible and there are numerous places to learn and experience this unusual resource through interpretive exhibits, water features and celebratory markers. The town has enhanced the recreational opportunities associated with geothermal and has increased the utilitarian capacity of this resource.

88% of respondents felt that future development "should respect Pagosa's established architectural scale, small town character and historic identity."- Community Survey RRC Associates, 2004

Vision for Land Use and Commercial Development

A mix of uses enlivens Downtown. New homes and mixed-use developments are sited along the river and other commercial infill development and redevelopment have occurred that respects existing architecture and multi-generational businesses. Downtown is filled with retail businesses, restaurants, outdoor cafes, art galleries and public plazas for gathering and events. Retailers reflect local ownership and tastes while national franchises that are present have been designed and constructed to reflect the local character already established within the town. The majority of businesses are locally owned and unique which contributes to the distinctive identity of Downtown.

Vision for Parks

Public parks will be key focal points in the downtown. All parks, including Riverside Park, will be connected by well maintained and scenic pedestrian facilities, including the Riverwalk Trail system.

Town Park will be an even stronger activity node that includes expansive lawn areas for scheduled activities and events. The park will be connected to the south bank via a pedestrian bridge that will dramatically enlarge the park. Additionally, the section of Hermosa Street that bisects Town Park has been removed to create a continuous open space, which connects the heart of Downtown to the San Juan River.

Centennial Park will be an active hub of river-oriented activities with pockets of areas designated for rest and picnics. Visual and physical access from the Downtown Core is enhanced by pedestrian bridges and paths that connect the primary trail to secondary trails and paths to new development. A vibrant whitewater park provides activities for all age groups and is universally accessible.

Vision for Circulation and Parking

Highway 160 remains a key artery for moving traffic through and around Downtown, but there are alternative routes through town that disperse some types of traffic. Design improvements on Highway 160 have improved its carrying capacity and lowered speeds while reducing noise and pedestrian crossing conflicts. Alternative means of transportation including transit and bicycle commuting have dramatically increased, reducing traffic congestion.

Parking is managed as a system, is convenient, accessible, and does not dominate the landscape. A variety of parking options are provided that include an adequate supply of on-street parking, surface lots and parking structures. These include paid and free public parking.

Vision for Civic Facilities

Downtown remains the governmental center of the Town and County with the highest concentration of institutional facilities located here. The Library and Elementary School represent a concentration of activity for education and learning on the west end of Downtown. The high school remains south of downtown and the Intermediate and Junior High Schools are relocated from the downtown to a location within close proximity of the High School and Elementary School. Town Hall and the Community Center along Hot Springs Boulevard are the core of a governmental hub that is enhanced with the adjacent relocation of the County Courthouse and Administration facility.

Vision for Public Art

Artistic creativity is highly valued and public art is evident in numerous public and private projects. Public art installations are diverse and include both temporary and permanent displays. These occur in some public facilities, such as gateways and parks, while other art is incorporated in private developments. The Town has taken preliminary steps toward creating and supporting a public art policy.

Vision for Public Amenities

Downtown Pagosa Springs has blossomed into a cultural hub of activity that serves the region and is nationally recognized for its diverse offerings. Cultural facilities are concentrated in the downtown and include a larger museum, an outdoor amphitheater, visual arts and performance center, children's museum, sculpture/botanical gardens, farmer's market, community gardens, preservation of the existing hot springs, and a community recreational facility.

Vision for Support Facilities and Infrastructure

Other supporting facilities and infrastructure improvements have enhanced the Downtown. These include well-managed parking, a convenient public transit system, improved wayfinding that identifies the locations of key public facilities and community resources, interpretive signage that conveys the history of the community and describes its natural assets, sidewalks that are safe, convenient and invite use and trails that provide easy access to recreational facilities, community resources and neighborhoods.

Framework Principles

The following framework principles have been developed to guide future decision-making and to ensure that public sector improvements as well as private infill and redevelopment projects reflect the community's vision for Downtown.

FP1. Increase the density and diversity of land uses.

- Densities should build upon policies set forth in the Comprehensive Plan, but should reflect those densities for specific districts as outlined in this document.

FP2. Strengthen the pedestrian experience in Downtown.

- Provide continuous and wider sidewalks along all streets throughout the downtown.
- Provide additional pedestrian bridges across the San Juan River.
- Minimize the impact of the highway on the pedestrian experience.
- Provide landscaped edges along sidewalks where parking is exposed to the street.
- Provide an enhanced streetscape with a sense of continuity.

FP3. Enhance public amenities along the San Juan River.

- Create interpretive materials to be placed at geothermal confluence sites.
- Provide additional opportunities for the public to enjoy natural, riverside hot springs as a public amenity.
- Provide seating and shade opportunities along the river.

Policy T-4(a) Walkable New Developments

New developments in downtown should provide sidewalks. Buildings should relate to the street and provide outdoor public spaces and pedestrian amenities and meet the needs of patrons and employees.

*From the 2006
Comprehensive Plan*

FP4. Strengthen the connection to the natural environment.

- Highlight trail access points with coordinated signage.
- Provide additional access points to key natural assets.
- Retain visual connection to natural resources.

FP5. Define the entrances into Downtown.

- Construct “Gateways” at designated locations.
- Enhance “Key Intersections” with similar landscape treatment.

FP6. Improve alternative access routes north and south of the highway.

- Improve key street intersections to facilitate crossing the highway.
- Construct linkages and bridges to flanking streets that can serve as alternatives for internal circulation within downtown.

FP7. Ensure that new infill and redevelopment contain site and architectural elements that reflect the desired character of the community.

- Employ design guidelines that address building location, mass and scale.

FP8. Identify locations for public art and artistic enhancements.

- Appoint a cultural board to review public art installations.
- Develop and adopt a cultural plan to outline perspective locations and installations.

The Framework Plan

Downtown Pagosa Springs contains a variety of elements that contribute to the character and image of the community. The following Framework Plan is based on the categories and community assets identified in Chapter 2 and is organized into five “sub-areas” and four topical areas.

Character Area Improvements

The Framework Plan includes key development principles and a series of recommendations for each district. Each principle is numbered for easy referencing by the Town and developers during the submittal and review process.



The West End

West End

The “West End” is the district that stretches along Highway 160 from 7th Street west to 4th Street. The West End also serves as a gateway to downtown and at the same time is a connection between downtown and development to the west.

This area should develop with buildings and landscaping at street edge that encourages pedestrian activity. Automobile circulation should be enhanced by providing opportunities to move between properties without entering the highway. Pedestrian and bicycle connections should also link properties and natural features should be respected and highlighted during re-development.

Given the current lack of pedestrian activity in the West End, enhancing the existing street edge with sidewalks is a priority. This should be accomplished within the constraints set forth by the Colorado Department of Transportation (CDOT).

West McCabe Creek bisects an undeveloped block (old CDOT property) just west of the library. This area has been identified as a key location for a pedestrian path which would link the Elementary School with the Library. This trail would improve access between these two public institutions in a manner that separates children from highway traffic. The balance of the area should be considered a site for institutions or commercial uses that complement the school and library.

The CDOT site referred to above is an important parcel in the West End, largely due to its ability to provide important pedestrian connections to the elementary school, library and future trails. The site is bounded by 10th Street to the west and the library to the east. Highway 160 abuts the property's northern boundary which provides an additional opportunity for high visibility street frontage. Safe pedestrian connections are critical to enhancing pedestrian connectivity between the West End, Downtown Core and Riverwalk Trail system.

The existing library and school sites combine to suggest a potential campus for future cultural activities. There is an opportunity to establish this area as a cultural anchor for the west end of downtown, which was a goal expressed in public workshops. This should be an objective for any development that occurs in the area.

West End Development Principles

WE1. Strengthen the definition of the highway edge and pedestrian orientation of the area.

- Provide continuous and safe pedestrian ways along both sides of Highway 160 in the West End.
- Where space allows, detached sidewalks with landscaped buffers should be installed. However, if space is constrained an attached sidewalk at the curb may be used.
- Public plazas and walkways should be integrated into landscape improvements along the way to provide seating for pedestrians. These should be designed to provide shade in summer months.

WE2. Minimize curb cuts along Highway 160.

- Providing shared driveways and cross-property access should be encouraged. Cross-property easements should be established when feasible, in order to facilitate circulation among properties without entering the highway.
- Provide access from secondary streets and alleys, when feasible, in order to facilitate circulation without entering the highway.

WE3. Locate parking lots to the sides and rears of buildings when feasible.

- For parking areas that must front the highway, install landscape buffers between the parking and public walkways and the Highway.

WE4. Highlight West McCabe Creek as a natural asset.

- Integrate McCabe Creek as a special feature into any development.
- Develop a trail that allows public access between the Library and Elementary school.

WE5. Develop the western entry as a gateway to downtown with landscaping and signage.

- The gateway design should incorporate landscape and sign designs that are coordinated with those for the Downtown.



Existing commercial development includes significant surface parking between the street and front building facade, as well as undefined curb cuts.



The West End contains several significant public facilities, such as the Library.

WE6. Encourage infill and redevelopment projects that incorporate architectural and site plan elements that highlight the edge of McCabe Creek.

- Install new creek-facing buildings with overlooks, plazas and balconies at the point of crossing. Buildings should be double-fronted, in that they also orient to the street.
- Incentives may be considered to encourage appropriate development and enhancement of west McCabe Creek.

West End Actions

The following list includes potential alternatives for specific areas within the West End.

Existing City Market

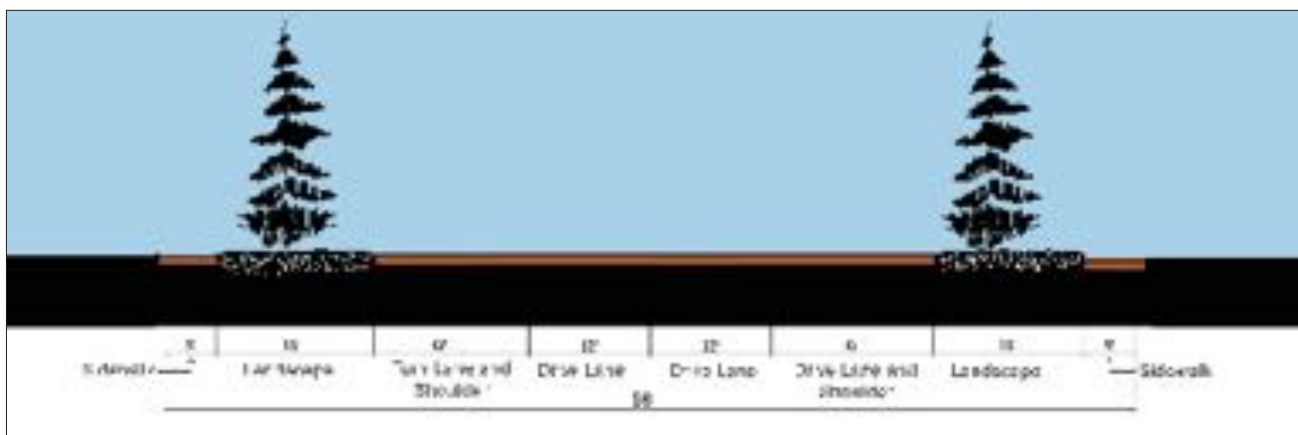
The City Market site is actively used and provides an important service to the community. The character of the street edge should be enhanced to encourage pedestrian activity. A sidewalk should be constructed along the highway edge and two small “liner” buildings should be installed at the street edge to provide enhanced interest for pedestrians. A trail connection from the supermarket to the Downtown Core should be provided.

Northwest Corner of Highway 160 and 7th Street

This site has the potential to redevelop with buildings that can help to define the street edge. To the extent feasible, parking should be located to the rear of any new building(s). Consideration should be given to the possibility of linking circulation between adjoining properties which would reduce curb cuts onto the highway and allow access to several businesses without having to return to the highway. This would also help mitigate traffic volumes in the area.

CDOT Site

This property, now privately owned, should create a strong street edge with any future development that includes sidewalks and street trees. A mix of land uses on this property is appropriate and should incorporate a pedestrian connection between civic facilities.



Illustrative street cross section for the West End, depicting the relationship between the sidewalks, on-street parking and drive lines.

Downtown Core

The Downtown Core is defined as the area spanning between 3rd Street and 7th Street along Highway 160 and includes the Lewis Street commercial area. The Downtown Core is generally considered to be the heart of the community. Buildings are typically built at the sidewalk edge with a continuous wall of storefronts. Parking is provided on the street with several existing private surface lots being provided on Lewis Street.

An underutilized asset is the alley that lies between Lewis and Pagosa Street. It provides service access for buildings, includes some parking, contains trash storage and accommodates utilities. Small parking areas are located along the alley and there are several secondary structures located here. The small parking areas are not coordinated and therefore the resulting number of spaces is relatively small for the amount of land area available. Parking spaces are often poorly defined which may discourage their use by patrons.

Due to the angle at which the alley intersects the highway to the south, visitors arriving from the west have unimpeded views down the alley. Although this alley is primarily utilitarian in nature some basic landscape and layout improvements would have a tremendous impact on the aesthetic quality and character of this area.

New commercial development targeted for the south side of Highway 160 should consider the visual impacts of architectural design, site improvements, service and loading access and on-site parking for components of the projects that face the river. Centennial Park and the trail system is a highly visible and utilized pedestrian corridor. Conflicts between recreational users and adjacent land uses such as surface parking should be minimized by balancing the recreational and commercial needs of all entities. Upper and lower levels of new development along this critical edge should be developed with courtyards and patios integrated in between buildings for outdoor gatherings. There are a few remaining residential structures in the Downtown Core, however, when existing land use changes from residential to commercial, the traditional relationship to the street should be maintained.

Adaptive Re-Use and Infill Development

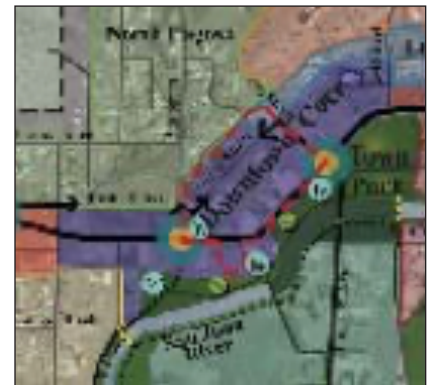
Many of the existing buildings located south of the highway should be considered potential adaptive re-use or redevelopment sites. In addition, the Town's heat exchange building should be designed, relocated and reconfigured to be attractive to visitors and trail users. Interpretive displays and exhibits should be installed to explain the functional components of the system.

Mixed-Use Developments

Development should enhance the street edge along Highway 160 from the river west to 7th Street. Mixed-use structures (retail below and residential or offices above) would be appropriate. An accommodations facility could also take advantage of the river and McCabe Creek settings with a potential site for this use on the south side of Highway 160. Parking should be located internal to the site so that buildings define the street edge (this may also be a potential location for a parking structure, with a "wrap" of commercial uses). Pedestrian connections should provide access between adjoining properties and to the trail system located along the river. To the extent feasible, McCabe Creek should be integrated into future development and redevelopment in this critical area of Downtown.



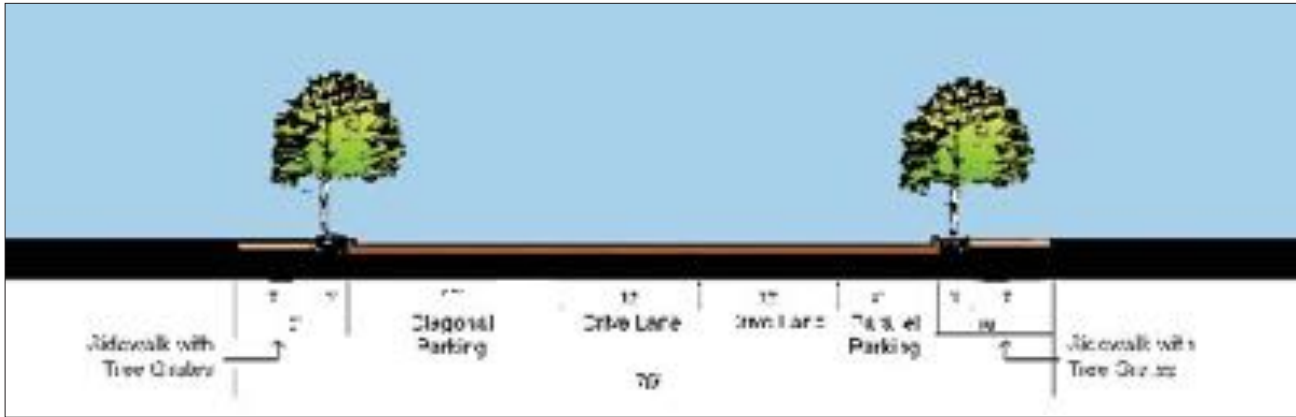
The alley between Lewis Street and Pagosa Street



The Downtown Core



Midblock crossing on Pagosa Street



Illustrative street cross-section for West Lewis Street, depicting the relationship between the sidewalks, on-street parking and drive lines.

Lewis Street

The west portion of Lewis Street is a unique asset. It has lower traffic volumes, which means that the area is more inviting to pedestrians. At the same time, it is highly visible from the highway, which offers desirable exposure for retail businesses. In addition, because this segment is not a major through-street, it could be designed as a festival street, which could be closed for special events to serve as a pedestrian mall. Simple improvements along Lewis Street should include wider sidewalks, reducing the number of curb cuts, improved maintenance of street trees and installation of decorative street lighting.

Circulation improvements on adjoining streets may also make Lewis Street more attractive as an alternative access to the highway for local, internal circulation. Enhancing parking behind buildings would also be necessary to increase the attractiveness of the street. Designating Lewis Street to serve as a festival street will involve coordinating schedules, future streetscape improvements and operations logistics with current property owners.



Trail below Overlook Plaza

The San Juan River Overlook

On Highway 160 at the bend in the highway between 4th Street and 5th Street (known as The Overlook) the topography drops off significantly down to the river. This site offers unimpeded views of the mountains, the river and hot springs. It also provides some public parking that is highly valued by nearby merchants. Although many residents and business owners cherish the convenience afforded by the parking at this site, other residents have identified the Overlook as a unique community asset that should be considered as a long term public asset. Some residents have suggested that the Overlook be reclaimed for public use, such as an expanded public plaza or event site. Because the site is irregularly shaped, it may be possible to expand the park space while still retaining some parking. It also may be possible to design the space such that it could be closed to parking during special events, and on other days it could continue to function as a parking lot.

Ideally, this area would be highlighted as a central focal point for Downtown and landscaped as a promenade that overlooks the river and connects the two primary Downtown parks – Town Park and Centennial Park. The street edge would be defined with landscape elements to include plantings and shade structures. Some on-street and off-street surface parking would be provided to accompany small, free-standing kiosks that would encourage pedestrian activity on this side of the street. This scenario would need to be phased after additional parking is provided in close proximity.

Existing and future water features in the Overlook should be accentuated. The existing hot spring fountain, which is located on the west end of the site, should be improved and interpretation enhanced. A second water feature could be installed near the intersection of the highway and 4th Street to further highlight this unique feature.



Adaptive re-use opportunities for the historic school should be considered.

Jr. High and Intermediate Schools Site

The existing school sites are key locations that have been identified as ideal sites for adaptive reuse/redevelopment. In the short term, circulation improvements at the existing drop off and bus loading/unloading area should be considered to relieve pedestrian and vehicular congestion.

Due in large to safety concerns, the Junior High and Intermediate Schools should consider relocating. When the schools are relocated, redeveloping the 4th Street and Pagosa Street edges with commercial uses should be a priority. This new development would anchor the 4th Street intersection as a prime mixed-use area that would complement the commercial activity of the “400 Block”. A parking facility or structure has also been suggested at the Jr. High site and merits consideration. Parking at this location would provide convenient parking to both the Downtown Core and East Village and would be easily accessible from the highway. A parking structure at this site should be “wrapped” with commercial uses. An adaptive re-use opportunity should be considered for the historic Intermediate School building. Some residents have suggested the Intermediate School be converted into a cultural center, which may be an appropriate use due to the need for such a facility and its prominent location. A civic building, offices or housing may also be viable options in this location.

Downtown Core Development Principles

D1. Enhance pedestrian crossings to increase pedestrian safety and visibility along the highway, especially at 4th Street and Lewis Street

D2. Explore providing pedestrian links between Pagosa Street and Lewis Street.

- This could include enhanced walkways through parking lots and alleys.

D3. Maintain the alignment of commercial buildings at the sidewalk edge.

D4. Preserve and rehabilitate historic buildings.

- This should be a high priority.

D5. Highlight water and geothermal resources as a theme for signage, wayfinding and gateway features.

- Provide interpretive exhibits at the heat exchange building; redesign and improve this facility as a part of redevelopment in the area.

D6. Organize alleys and parking to capture greatest usable space.

- Cooperative efforts should be made to maximize alley parking space and improve aesthetics.

D7. Highlight McCabe Creek as a natural asset.

- Provide an overlook and interpretive signage at the point where the creek crosses under Highway 160.
- Integrate McCabe Creek as a special feature into developments on sites immediately north and south of the highway.
- Develop the confluence site, where McCabe Creek enters the San Juan River, as an amenity.

D8. Encourage infill and redevelopment projects that incorporate architectural and site plan elements that highlight the edge of McCabe Creek.

- Construct new creek-facing buildings with overlooks, plazas and balconies at the point of crossing. Buildings should be double-fronted, in that they also orient to the street.
- Incentives may be considered to encourage appropriate development and enhancement of McCabe Creek.

Downtown Core Actions**Prepare a Coordinated Streetscape Improvements Plan**

In addition to the general streetscape improvements in the Downtown, public art elements should be considered. To the extent possible, these features should include water as a theme as discussed in more depth in the Design Guidelines. In addition, the Historic Business District (seperate document) and Master Plan Design Guidelines contained in Chapter 6 of this document will work in tandem to ensure that future redevelopment enhances the integrity and character of the Downtown Core.

Alley Enhancements

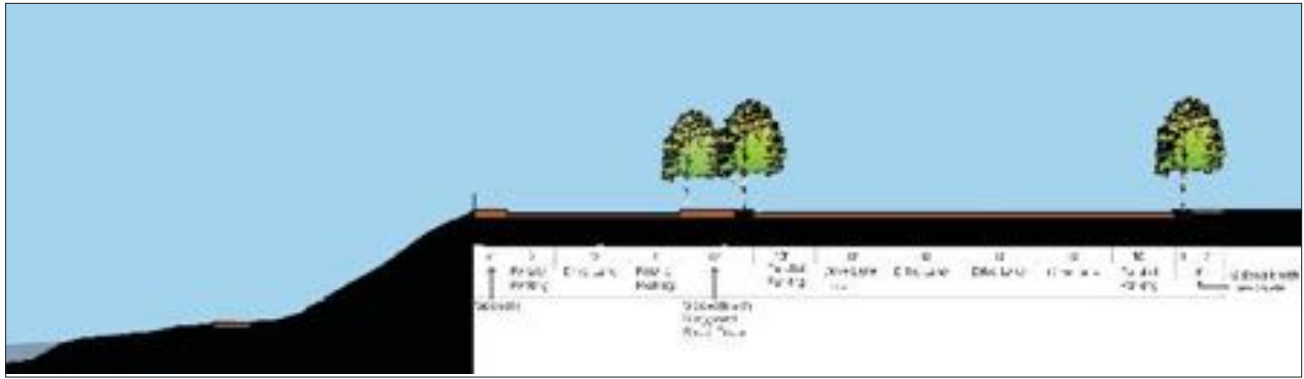
In the West Lewis Street/Pagosa Street alley, bollards, shade trees, paving and formalized parking layouts would create a walkable alley which could include small businesses that occupy the existing secondary structures. Placing utilities underground would represent an important step in enhancing the appearance and function of the alley and result in a pedestrian thoroughfare and supplemental parking area.

Lewis Street

Designating Lewis Street between 5th Street and 4th Street as a “Festival Street” may help revitalize Downtown by attracting locals and visitors to outdoor events and markets. To enhance the pedestrian orientation of this area, sidewalk-widening improvements should include specialty paving at intersections, furnishings and pedestrian lighting fixtures. Streetscape improvements should include access to utilities that serve as power sources for ornamental lighting and vendors.



Alley improvements would create a walkable alley.



Illustrative cross-section for Highway 160 "Downtown Core", depicting the relationship between the sidewalks, on-street parking and drive lines.

Parking should be reconfigured to allow diagonal parking on one side and parallel parking on the opposite side of Lewis Street. Infill and redevelopment projects should reflect a 0'-0" setback and architectural detailing that includes recessed entrances, display windows at street level and small courtyards or plazas for pedestrians and outdoor dining. Curb cuts should be minimized to avoid conflicts with pedestrian traffic.

The San Juan River Overlook

The Town should reconfigure and enhance the Overlook to create a public plaza and promenade. Improvements should be phased to ensure that public parking is maintained until alternative parking is identified and provided. Additional streetscape improvements such as shade trees, specialty paving, furnishings, way-finding, interpretive signage and public art, should be installed. Opportunities for freestanding commercial kiosks and vendors to serve pedestrians and river users should be provided during special events.

Junior High School and Intermediate School Site

The Town should work closely with the School District in developing a Facilities Master Plan to identify a future location that is not confined by topography or the highway. The existing site should be considered an opportunity for infill and redevelopment that expands commercial and cultural uses downtown. It should include public plazas and event spaces. These uses may be included as components of a larger mixed-use facility that includes a parking structure wrapped with commercial uses.

The existing Intermediate School building is a valuable historic resource. Residents have suggested potential redevelopment opportunities for the building that include a Cultural Arts Center. (See reference earlier in this section.) This site would ensure visibility from Highway 160 and allow space for a public plaza that would link the site to the highway, Town Park and the Downtown Core. Improving pedestrian connections from the school site to Town Park should be a high priority, with paving and traffic calming measures required to encourage safe crossing.



Parking and water feature at the Overlook Plaza

TP4. Reduce the width of Hermosa Street where it transects the park; thereby creating a means for temporary closings of Hermosa Street to accommodate larger events in the park and provide direct, safe pedestrian access to the river and the proposed pedestrian bridge.

- Mid-term improvements should include delineation of the street edge w/ curbs, narrowing of the street to approximately twenty feet, installing pedestrian bollards and constructing sidewalks and cross walks for pedestrian safety.
- Long-term solutions may include permanently closing Hermosa Street through Town Park when alternatives for neighborhood access can be provided.

TP5. Utilize the southern edge of Town Park along San Juan Street to provide additional park area and public parking opportunities for access to Reservoir Hill and Hot Springs Boulevard.

TP6. Ensure that existing mature vegetation in the park is preserved to maintain shade within the park and along the river edge.

- Continue to plant new landscaping and vegetation to ensure a continuum of mature vegetation exists in the park.

TP7. Create a distinctive park edge by defining the east boundary of Town Park (Hermosa Street Alley and 3rd Street right of way).

TP8. Extend the trail system through Town Park on the north and south side of the river.

TP9. Provide a park experience for people of all ages.

- Construct a tot lot in an appropriate and accessible location.

Town Park Actions

Develop a Downtown Parks and Trails Master Plan

A Downtown Parks and Trails Master Plan that details phased improvements to be completed. Improved pedestrian links to the highway should be considered and enhancements of the steep hillside below the Overlook should be integrated into the plan. Formal overlooks should be integrated into the streetscape at the highway level to provide direct visual access to the river, parks and Reservoir Hill. Pedestrian access from the Highway should be improved for accessibility. Public restrooms should be improved and new facilities considered for construction. Creation of an amphitheater or other centrally located public space may also be appropriate within Town Park.

Provide Improved Playing Fields

The design and construction of more formal playing fields at Town Park should be considered as an interim solution while the Junior High and Intermediate Schools continue to use this site.



Looking south at Hermosa Street and Town Park.



The American Legion Hall in Town Park.



Parking lot abutting Centennial Park.



Pedestrian connection from Pagosa Street to Centennial Park.

Centennial Park

Centennial Park is an important resource for Downtown due to its central location and hub for intersecting uses and future trail systems. It should be maintained as a park and its function should be enhanced. The Park is flanked by the river on one side and parking and commercial development on the other, representing an opportunity to provide a dynamic edge to the park that will fuse together land uses with the open space. The confluence of McCabe Creek with the river and the outflow for the geothermal exchange building are features that should be incorporated into park improvements. Continuation of the river restoration work and whitewater features promises to heighten the use of Centennial Park and revitalize this area of Downtown.

Centennial Park Development Principles

CP1. Maintain and improve direct pedestrian connections from the park to the Overlook on Highway 160.

CP2. Acknowledge Centennial Park as the heart of a regional trail system.

- The Riverwalk Trail should be repair/reconstructed and should be 10 feet in width.

CP3. Identify geothermal resources with interpretive signs that are easily accessed from the trail. Develop a geothermal enhancement strategy that integrates specific site improvements.

CP4. The potential realignment of 6th Street along the park edge should include formal edge treatments that integrate landscape materials, sidewalk, curb, signage and trail elements into a system that minimizes conflicts between pedestrians/trail users and vehicles.

CP5. Create an integrated edge between the park and commercial development with public/private partnerships that lend to revitalization efforts in the Downtown Core.

- Architecture should address both the highway and the riverside.
- Minimize exposed parking areas/asphalt visible from the Park.

Centennial Park Actions

Develop a Downtown Parks and Trails Master Plan

A Downtown Parks and Trails Master Plan should detail phased improvements for Centennial Park. The plan should blend the commercial and recreational uses of Centennial Park in a way that expands upon the amenities and features of the other areas. The plan should coordinate public sector improvements with those by private property owners to ensure that private redevelopment projects include a formalized edge treatment along the northern edge of the park. All service areas and parking associated with any development should be screened and buffered. The Plan should also evaluate the location and future expansion of the existing community garden.

Inventory Geothermal Resources

All geothermal resources in Centennial Park should be inventoried and a plan for an interpretive program developed.

Enhance McCabe Creek

Identify potential improvements for the confluence of McCabe Creek and the San Juan River. A pedestrian trail along the creek side should be considered and should connect the North Pagosa neighborhood into the trail system. A vehicular bridge should be implemented with any site redevelopment and 6th Street realigned to connect with 5th Street.

East Village

The East Village area spans from 1st Street to 3rd Street along Highway 160 and includes 1st Street from the highway north to Lewis Street. This is an area that is predominately single-family buildings that have been adaptively reused as small scale commercial businesses. The area should redevelop with smaller scale buildings and with outdoor use areas that have connected walkways. Parking should be subordinate and concealed from the street in the rear of the building.

The East Village area should maintain the traditional development patterns established by original residential uses in this neighborhood while accommodating adaptive reuse for commercial activities. New infill and redevelopment should respect adjacent development in mass and scale.



The East Village

East Village Development Principles

EV1. Adaptive reuse in the East Village should integrate commercial and mixed uses consisting of retail, dining, specialty shops, professional offices and residential.

- Numerous buildings have potential historic significance and should be identified and preserved to the extent feasible.
- Alterations to existing buildings are anticipated and should reflect the buildings' original character.
- Constructing an addition to an existing historic building, rather than replacing it, is preferred.

EV2. New development should include building configurations and architectural styles that reflect the traditional residential character of the neighborhood: perceived massing and scale of freestanding buildings with open space and yards between them, some of which may be courtyards and patios for outdoor uses.

EV3. Plazas and front yards should include sidewalk connections to the highway right-of-way.

- Orient outdoor spaces to maximize benefits of solar exposure in winter months.



The Museum on the corner of 1st Street and Highway 160.

EV4. Improve pedestrian safety along the Highway 160 corridor.

- Install sidewalks and replace existing damaged sidewalks.
- Widen sidewalks where feasible; this may include partial encroachment on adjacent private property.
- Work with CDOT to install traffic calming devices and mid-block cross walks, where appropriate.

EV5. Maintain traditional residential building setbacks along the highway right-of-way. However, setbacks for consecutive buildings should be encouraged to be variable to avoid a uniformly linear appearance to the buildings.

EV6. Articulate all sides of new infill and redevelopment projects.

- Buildings should be visually interesting in detail and character.

EV7. Limit vehicular curb cuts. New projects should seek to consolidate and preferably eliminate curb cuts when alley access is available to the site.

- Adding new curb cuts onto the highway should be avoided.

EV8. Restrict on-site parking to the sides and/ or rear of site. Prohibit parking in the front setback.

- Landscape exposed areas of parking (See Chapter 6).

EV9. Minimize private on-site parking lots by cooperatively pursuing shared parking as a district and/or between property owners.

- Some reductions in parking ratios should be considered where shared parking by complementary uses can be demonstrated.

East Village Actions

Prepare a Coordinated Streetscape Improvements Plan

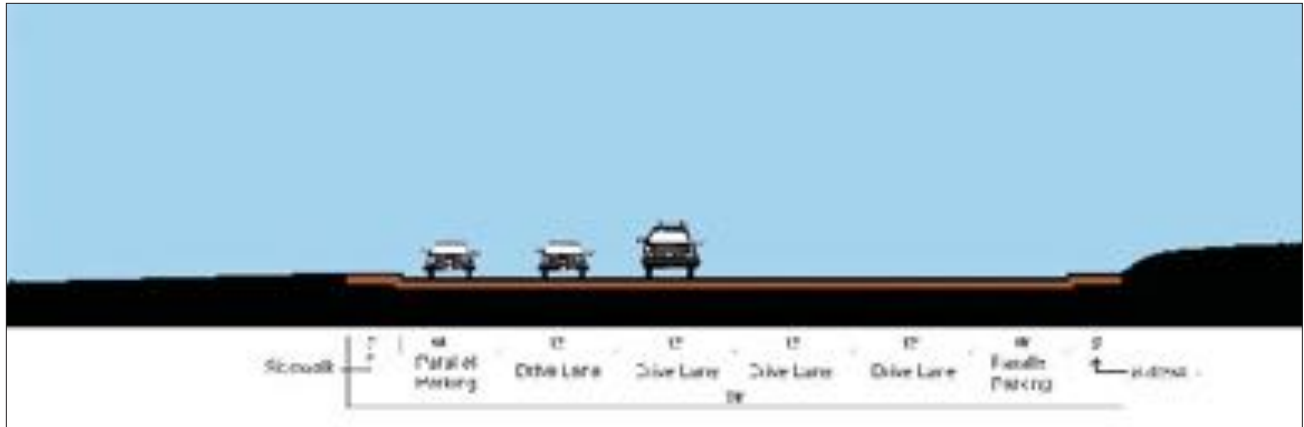
Partner with CDOT to develop and implement a Streetscape Improvement Plan to increase pedestrian safety. On-street parallel parking should include intermittent “neckdowns” in between parallel parking spaces that contain plant material, pedestrian lighting, furnishings and paved links to crosswalks, when appropriate. Decreased traffic speeds from 35 mph to 25 mph should be considered.

Provide Mid-block Pedestrian Crossings

Review existing and proposed development to identify potential locations for pedestrian crossings. These may occur at mid-block locations or at intersections such as 1st, 2nd and 3rd Streets.

Promote Compatible Infill and Redevelopment

Ensure that new infill and redevelopment projects integrate elements of traditional residential development patterns. Front yards, front porches and architectural detailing should convey massing and scale that reflects existing residential building styles. New development should not detract from this traditional character of the neighborhood.



Illustrative street cross-section for the East Village, depicting the relationship between the sidewalks, on-street parking and drive lines.

Construct Alley Improvements

Identify potential alley improvements that would encourage infill and redevelopment projects to use the alley as primary vehicular access. Maintain and enhance alleys as service ways and access to parking areas.

Plan for the Museum and Cisterns

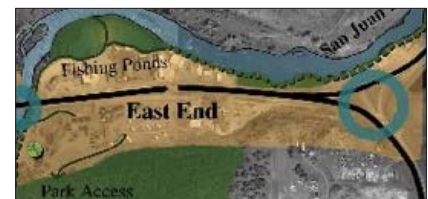
If the museum relocates, redevelopment should integrate the historic cisterns into a publicly accessible structure and/or overlook that includes interpretive signage and seating that orient to the river and take advantage of the views to the east. Parking should be concealed from the highway. Of additional interest in this area is an old stone aqueduct (cisterns) that is visible from the San Juan River. These structures are unique historic remnants and should be restored and integrated into any future development that may occur.

East End

The East End is bounded by the intersection of Highway 84 and Highway 160 to the east and the 1st Street Bridge to the west. Consideration should be given to the character of the development as “introducing” westbound travelers to the character of Downtown. The manner in which individual properties interconnect and integrate with the river edge and Reservoir Hill are also key considerations in future redevelopment in this area.

There is a natural narrowing at the eastern edge of the East End due to the topography, which creates a sense of arrival to the Downtown. This condition should be employed to enhance streetscape designs. This area, just west of the intersection of Highway 84 and Highway 160 therefore is a logical site for a formal gateway feature to the Downtown.

The close proximity of some parcels on the north side of the highway adjacent to the San Juan River provides some unique opportunities to integrate the natural environment into redevelopment projects. The existing trail system, public fishing ponds, riparian vegetation and river edge should be integrated into future public amenities and private development. Sidewalks along the highway and frontage roads should connect to internal parking lots and the trail system to create a cohesive pedestrian network in the East End.



The East End

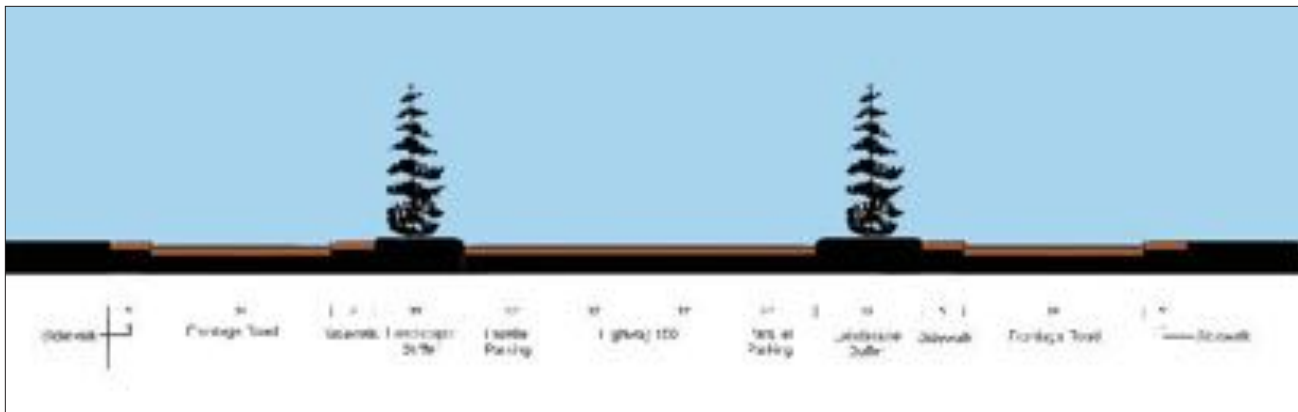


1st Street Bridge

There is an opportunity to enhance the east end by promoting development that creates a unified edge along both the north and south frontage roads. This could be accomplished by formalizing narrow drive lanes with landscaped edges and sidewalks that would promote circulation between properties. This would reduce the number of curb cuts onto the highway and create a cohesive streetscape appearance between the intersection of Highway 160 and Highway 84 and the bridge over the San Juan River.

Larger parcels on the south side of the highway currently serve as convenient, accessible parking for semi-tractor trailers and recreational vehicles. Redevelopment opportunities should consider integrating designated large vehicle parking areas. These areas should be considered critical destinations requiring appropriately located wayfinding, signage, trail access and connections to the San Juan River. Participants at the public workshops also suggested that parcels adjacent to the river and south of the highway may be an ideal site for winter sports activities due to the shade created by Reservoir Hill.

Similar to the north side of the highway, buildings should align along the street edge and parking should be located to the sides or rear of new development.



Illustrative street cross-section for the East End, depicting the relationship between the sidewalks, on-street parking and drive lines.

East End Development Principles

EE1. Integrate pedestrian plazas and enhance public spaces in established highway commercial areas on both the highway and river sides.

- Connect these areas with the existing trail system along the fishing ponds, future boat put-ins and Reservoir Hill.

EE2. Improve the edges of the highway and frontage roads with landscaping and sidewalks.

EE3. Identify a gateway site at the intersection of Highway 160 and Highway 84 as part of a larger “Wayfinding Signage and Gateway Plan”.

EE4. Cluster existing buildings with new infill opportunities.

EE5. Articulate all sides of new development to address natural edges and the street.

- Appropriate setbacks should be established along river from floodway.

EE6. Integrate bike, pedestrian and automobile connections to create a neighborhood framework that presents a cohesive development character from the highway.

- Improve pedestrian crossings at the highway.

EE7. Define surface parking lots and on-street parallel parking (on the frontage roads) with curb, gutter and landscaping.

The fishing ponds on the north side of the East End.

East End Actions**Prepare a Coordinated Streetscape Improvements Plan**

Partner with CDOT to create a coordinated Streetscape Improvement Plan for Highway 160, frontage roads and all parcels that parallel Highway 160. Consolidate curb cuts, install curb and gutter, install planted medians with sidewalks, pave and stripe drive lanes and identify safe pedestrian crossings.

Prepare a Downtown Parks and Trails Master Plan

North of the highway and immediately south of the river are Town-owned lands that include fishing ponds and walking trails. Local residents have indicated this is an ideal location for boat put-ins. These community assets are not currently visible from the highway and access is limited to service roads that lead to unimproved parking areas behind existing buildings. A formal access strategy should be developed that integrates parking, boat put-ins, pedestrian access and services/loading areas that serve existing and future businesses.

Winter Sports Facilities

Due to the solar aspect of lands south of the highway, local residents have suggested that the properties south of the highway within the East End may be an ideal location for winter sports facilities. The Town should explore the feasibility of creating facilities that may include an ice arena, tubing hill and cross-country skiing track.



The historic aqueduct and holding tanks should be highlighted in future development.

Water Resources

Water resources are important to the overall enjoyment and character of Downtown. These resources include the San Juan River, geothermal pools and outflows, the cisterns located behind the museum, McCabe Creek and Rumbaugh Creek. Local water resources and facilities should be celebrated and integrated into new infill and redevelopment.

WR1. Ensure that existing drainage systems traversing downtown are considered community assets and when feasible, daylight all secondary drainages, especially McCabe Creek.

- Design confluence points to be focal points for the public.
- Provide signage that interprets the dynamics of these places.

WR2. Public access to the river and secondary creeks/drainages should be provided, when feasible.

- Access from public places such as parks and civic buildings, should be provided.
- Access to water resources should be provided in private development, when feasible.

WR3. For sections of the main river channel and secondary creeks/drainages that abut public land and commercial development, riparian edge treatments should be improved.

- Use a combination of wetland/riparian plant material to improve/ensure the stability of the river bank.
- Incorporate hardscape features such as rip/rap and embankments that provide public access to the water's edge.

WR4. A community education program should be developed to ensure that all sectors of the community including private property owners and business owners understand the importance of existing water resources (including both the San Juan River and geothermal resources) and how these elements can be used to attract visitors and private investment to the community.

WR5. Geothermal resources should be maximized and visually interesting.

- Riverside hot springs should be developed as a public amenity.
- Further development of geothermal resources for utilitarian purposes should be explored.

WR6. Stormwater treatment should be studied and improved, if necessary

- Implementation and use of additional pollution reduction devices such as stormwater sepiors, settling ponds and other natural filtration devices should be considered.

Water Resource Actions

Develop a Downtown Parks and Trails Master Plan

Provide a series of “places” to stop along the river trail. These areas would include trailheads, interpretive stations, put-in spots for boats and fishing positions. Identification of these sites should be included in the Downtown Parks and Trails Plan.

Highlight and Interpret resources on the San Juan River

Highlight places where water flows from geothermal sources into the San Juan River; these sites should be designed as natural rock waterfalls or other decorative amenities. Interpretive signs should be placed at these locations. Some of the specific confluence points to highlight are:

- Improve the crossing of McCabe Creek and Highway 160 with an overlook and interpretive signs.
- Bridges and provide overlook points (discussed more below).
- Outflow of the Town’s heat exchange water into the river.
- Outflow of resort hot water east of Hot Springs Boulevard bridge.
- Improve the hot spring bubbler at the Overlook.
- River Gauging Station.

Capitalize on Geothermal Resources

Exploring ways to capitalize on this resource for community benefit should be integral in the implementation of this plan. Actions include:

- Provide interpretation of existing geothermal systems.
- Install markers and displays that explain the functional aspects of the system and its history.
- Highlight places where geothermal water enters the river.
- Consider using geothermal energy to heat a demonstration greenhouse or other public amenity in Centennial Park.
- Expand the utilitarian use of the geothermal resources (heating of buildings and sidewalks).
- Expand the Town’s recreational use of the geothermal resources. Consider erecting appropriate signage for recreational amenities.
- Maximize access and educational opportunities regarding the source spring. Signage and interpretive markers should highlight this important feature of Downtown.
- Maximize the educational aspects of the heat exchange building with an interpretive display.

Explore Opportunities for Diversifying Uses of Geothermal Resources

There are a myriad of opportunities to celebrate Pagosa Springs geothermal resources, including but not limited to; expanding the recreational and healing opportunities, using geothermal water as a heating source, incorporating heated water into visual design elements and increasing interpretive efforts for engaged learning.

Highlighting the working aspects of the heat exchange building could be a great opportunity to celebrate the geothermal hot springs. Simple improvements could include large windows or a glass wall that permits views of the exchange equipment. An alternative is to construct a booth with interpretive panels that explains how the heat exchange system works. Combined with open space, public plazas and the potential trail system there is an opportunity for the heat exchange building to become an attraction.



The Heat Exchange building should be celebrated.

Enhance McCabe Creek

Currently, McCabe Creek winds down from the north and runs through a culvert to the east of the intersection of Highway 160 and 6th Street. The confluence of McCabe Creek and the San Juan River is located in Centennial Park, but is not highlighted or celebrated. McCabe Creek was cited by local residents as being a hidden asset worthy of attention. Infill and redevelopment sites along McCabe Creek should integrate this public amenity into site improvements. Other potential improvements include:

- If 6th Street is realigned to merge with 5th Street, a bridge over McCabe Creek will be required. This bridge design should be coordinated with other bridge crossings to ensure visual continuity. This is an ideal location to integrate permanent and temporary public art displays.
- If McCabe Creek needs to be channelized through a specific development, the channel should be daylighted at periodic intervals and lengths to allow visual and physical access to the water.
- Highlight the crossing of McCabe Creek under Highway 160; improve the bridges and provide overlook points.
- Improve the confluence point of McCabe Creek with the San Juan River as a water feature for public enjoyment.

Incorporate Water Resources into Artistic Expressions

There are additional ways to highlight water as a theme Downtown. This includes display fountains, drinking fountains, logos, banners and other public art installations that incorporate or symbolize water. Such features should be installed at key intersections, public plazas and in private courtyards.

Develop a Stormwater Management Plan

In an attempt to conserve water quality, the habitat of the San Juan River and other bodies of water, development of a Comprehensive Stormwater management Plan should be considered. This plan should evaluate those areas in the downtown study boundary that may be a source for non-point source pollution. The Plan should further identify necessary construction and natural devices to minimize water pollutants.

Vehicular and Pedestrian Circulation Systems

An essential principle for Downtown circulation is to create alternative routes to access various facilities and services. This increase in connectivity will stimulate business and distribute traffic broadly, reducing congestion on the highway. Infrastructure that provides facilities for multi-modal uses and for combined off-site parking should be implemented.

A key circulation consideration is the traffic volume generated by users within the downtown. In most cases, vehicles must use a segment of Pagosa Street (Highway 160) to complete a journey. An important objective is to reduce the volume of traffic that uses the highway for this purpose. One option is to provide alternative connecting streets on either side of the highway and to combine these with safe highway crossing points. This will allow local, internal traffic the ability to avoid using the highway for every trip.

Vehicular and Pedestrian Circulation Systems Development Principles

VPCS1. Ensure safe, efficient pedestrian access throughout Downtown from east to west and along the San Juan River and McCabe Creek.

- Develop multi-use trails along designated corridors.

VPCS2. Any improvements within the public right-of-way should address the pedestrian experience.

- Provide sidewalks where necessary.
- Enhance and widen sidewalks where necessary and provide pedestrian scale lighting and street furnishings.
- Improve street crossings (see Framework Map).
- Provide wayfinding signage.

VPCS3. Localized alternatives to Highway 160 should be considered important system enhancements to the overall regional system.

- Align portions of 5th Street and 6th Street at the existing signalized intersection to facilitate traffic circulation across the highway.
- Consider an improved and signalized access onto Highway 160 at the 2nd Street intersection.
- Consider establishing alternative east/west circulation routes.
- Provide a vehicular bridge at 2nd or 3rd Street right of ways to connect to San Juan Street.
- Provide a signalized intersection at the Highway and 8th Street. An additional signal may be warranted at 2nd Street.

VPCS4. New civic facilities and commercial infill and redevelopment should include connections to existing sidewalks and trail systems.

- Provide a trail and walkway connection from the Elementary School and Library to Centennial Park.

Circulation Systems Actions

Prepare a Coordinated Streetscape Improvements Plan

Adopt traffic calming measures on Highway 160. Communities throughout the country that were originally connected by state highway systems are facing similar issues regarding pedestrian safety. In Colorado, Steamboat Springs, Winter Park, Montrose, Breckenridge and Silverthorne are all communities with a four-lane state highway bisecting the primary commercial district. CDOT is actively working with local municipalities to integrate traffic calming improvements that promote pedestrian safety which also minimizes the carrying capacity of the highway. The Town should partner with CDOT to ensure highway improvements include paved shoulders in those sections of the highway that are not supplemented by a trail system.

Prepare a Wayfinding and Signage Plan

A wayfinding and signage plan should be created that includes trail signage elements.

PAGOSA SPRINGS COMPREHENSIVE PLAN 11-1

The town will work to offer residents and visitors a transportation system that is efficient, safe, and convenient... The town will also promote alternatives to the automobile, by making the town more walkable or accessible by bicycle with a continuous and connected sidewalk system and trails.

Pedestrian and Trails policies from the Comprehensive Plan:

“Policy T-3(c) Trails and Sidewalks Network for Recreation and Transportation Purposes

Pagosa Springs aims to maintain and expand the existing trails system to connect our neighborhoods, schools, civic centers, and shopping areas and to connect east and west Pagosa Springs...

Policy T-3(d) Trails System Connected

The town will continue to maintain and build on the existing trails system and expand the system...

Policy T-3(e) Connected Sidewalks Along Roads

Future new developments should include internally connected roads and sidewalks and should connect to adjacent sidewalks.”

Improve Pedestrian Facilities

A coordinated Town-wide system of sidewalks and trails should provide access to the Downtown Core from adjacent residential neighborhoods and provide pedestrian access to the river, community facilities and recreational assets. The two proposed pedestrian bridges crossing the San Juan River should be designed and detailed to reflect a consistent palette of materials. Additionally, the Rivewalk Trail system should provide connectivity, should be maintained appropriately and should be widened to facilitate increased pedestrian traffic.

6th Street Realignment

6th Street should be realigned to intersect with 5th Street as a means of diverting traffic into an existing signalized intersection which should help facilitate full turning movements. If the street is realigned it should be coordinated with trails, parks and open space concepts, especially the segment of road that will abut Centennial Park. The realignment should not impact future improvements to McCabe Creek and San Juan River confluence improvements.

8th Street and Apache Street

As South 8th Street develops into a hub of community support services, vehicle access and pedestrian safety in this area will become more important. Streetscape improvements should be completed including double-sided sidewalks, street trees and pedestrian scale lighting. The 8th Street/Highway 160 intersection should be prioritized for signalized based on warrant studies completed in 2006. The intersection at Apache Street and Hot Springs Boulevard should be improved to facilitate increased traffic counts.

Locals' Primary and Secondary Circulation

To facilitate in-Town movements, create a system of primary and secondary circulation routes that link Downtown neighborhoods without using Highway 160. These routes would facilitate internal circulation and relieve some of the existing traffic volume from the highway. The recommended circulation routes are illustrated on the Vehicular Circulation and Parking Framework Map.

Connection to West Pagosa Springs

Another action is to establish additional east-west connections that link Downtown with developed neighborhoods to the west. This may be difficult to accomplish given the patterns with which some of the subdivisions to the west have occurred. Ideally, one connection would be established on the north side and another on the south side of Highway 160. Consideration should be given to extending Rosita Street and the Old Durango Road as future east/west connectors.

Wayfinding and Signage Plan

Gateways and key intersections should be designed to provide visual interest, facilitate safe circulation and inform users of resources and their location. Streetscape improvements should be consistently applied to key intersections and gateways while also accommodating the unique attributes and special conditions of each location as identified in the Wayfinding and Water Resources Framework Map.

Parking Systems

Chapter 2 concluded that while the Downtown currently has adequate parking, however, it does not provide universally convenient parking. These inconveniences are likely to be exacerbated by future development. Utilizing land use data derived from the adopted Comprehensive Pla and current growth rates, approximately 1,000 additional parking spaces will be necessary to accommodate development and redevelopment by the year 2020. An additional 200 spaces will be necessary to accommodate development and redevelopment between the year 2020 and build-out.

Three basic types of parking facilities should be considered for Pagosa Springs. Each type of facility has features that are appropriate for different locations and densities.

- Surface Parking Lots are stand-alone facilities such as the public parking lot at the intersection of Lewis Street and Highway 160 (Bell Tower). They can also be attached to a building such as church parking lots along Lewis Street. Surface lots are relatively inexpensive and can be considered interim.
- Parking Decks are two story structures that are not interconnected with a ramp. The design allows both levels to be accessed from the street by separate drive lanes without the added expense of ramping.
- Structured Parking generally must accommodate a minimum of 150 cars to be cost effective. Structures typically have one point of access and egress and the exterior of the structure is “wrapped” with commercial and/or office uses or the facade of the structure is architecturally detailed in a manner that camouflages parked cars, vehicle lights and internal ramping.

Based upon lot sizes, development types, urban form and desired downtown character, approximately one-half of this future parking demand is likely to be provided on-site by individual projects through the development approval process. However, the balance must be provided in public or private parking facilities – either surface or structured. This indicates a need to identify parking lot locations within the Downtown area sufficient to collectively accommodate around 500 parking spaces by 2020 and an additional 100 spaces through build-out. In keeping with the public's vision for a variety of parking options, surface parking, structured parking and on-street parking will all be studied and accommodated within the Downtown Study Area. To address the demand for parking in or near the Downtown Core, facilities should be considered in the following geographic locations; as indicated on the Vehicular Circulation and Parking Framework Map.

- Along the Alley within the “400 Block” (Option P1)
- Bell Tower Site – southwest corner of Lewis Street and Pagosa Street (Option P2)
- West Town Park Site - Southeast corner of Hot Springs Boulevard and Pagosa Street (Option P3)
- East Town Park Site - South of Pagosa Street, east side of the Town Park (Option P4)
- Junior High School Site - East of 4th Street between Lewis Street and Pagosa Street (Option P5)
- Methodist Church Shared Site (Option P6)

Parking is managed as a system; is convenient and accessible, and does not dominate the landscape. A variety of parking options are provided that include an adequate supply of on street parking, surface lots and parking structures. These include paid and free public parking.

Excerpt from *The Vision for Downtown: Year 2020*

- Subway Site - Northwest corner of San Juan Street and 5th Street (Option P7)
- Junction Parking Lot (Option P8)
- Hot Springs Boulevard (Option P9)

Each of the above potential parking locations should be assessed to ensure convenient access from primary streets or alleys, minimal disturbance to existing businesses, potential for cost sharing and actual costs of design and construction.

Parking facilities Downtown should be planned as a coordinated system. Creating individual surface parking lots for each development is neither land-use wise nor an adequate long term approach. Instead, parking lots should be positioned where they will serve existing and emerging uses based on distances between facilities, commercial districts and the proximity to civic facilities, public amenities and trailheads.

Parking Development Principles

P1. Operate Downtown public parking as a coordinated system.

P2. Prime commercial real estate should not be used for surface parking lots.

- Consider parking as a supporting function, not as a primary use.

P3. Ensure that on-street public parking opportunities are maximized.

P4. Manage parking spaces for optimum use.

- Consider limited hours, paid and free parking areas.
- Create maximum on-site parking standards to encourage off-site, coordinated parking.

P5. Site parking lots and structures within a 250 to 400 foot radius of key commercial destinations, and within 1,000 feet for employee parking.

- Screen and “wrap” with commercial uses, any structured parking facility.
- **Convey a consistent, high quality image for parking facilities.**

Parking Actions:

Short-Term (one to five years)

- Restripe Lewis Street to provide diagonal parking on one side throughout the week, not just Sundays. This should be consistent with the “Festival Street” plan for this road.
- Encourage mixed-use redevelopment projects along the northern edge of Town Park and/or the southeast intersection of Lewis Street and 4th Street and explore the feasibility of integrated structured parking. Another potential site for integrated structured parking in a private development is along Centennial Park.
- Identify potential areas for seasonal RV parking such as sites within the East End.
- Inventory existing parking restriction signing and marking; improve and update as necessary.

- Create 30 minute and 1 hour parking restriction zones. This will ensure turnover in the most popular patron parking areas.
- Work with local businesses to direct employee parking away from peak parking demand. Meanwhile educate employees and businesses on the importance of convenient customer parking.
- Evaluate the location and feasibility of constructing public parking lot(s) and/or parking structure(s). Acquire property and secure funding, as able and necessary.
- Identify funding sources and a project timeline for additional parking supply (See Chapter 5)
- Determine if project construction drawings are to be prepared and if project will proceed through construction (See Chapter 5).
- Require preparation of Parking Management Agreements (See Chapter 5).
- Establish a parking in-lieu fee (See Chapter 5).
- Create on-street parking on San Juan Street to provide additional parking for Town Park.

Mid-Term (six to ten years)

- Prepare an updated map for public distribution showing available downtown parking locations. Make this available to all downtown merchants and businesses.
- Work with merchants to assess adequacy of existing service and loading zones. Provide additional enforcement of existing loading zones.
- Analyze parking time zones to determine appropriate time limits with special attention to employees who need full-day parking.
- Review anticipated development forecasts in the context of available parking.
- Secure funding sources, complete design drawings and construct downtown parking structures, if necessary.
- Assess adequacy of existing parking area lighting through an evening survey of downtown parking lot luminaires.

Long-Term (implement beyond ten years)

- Update development forecasts within the study area.
- Conduct downtown parking surveys and quantify available parking supply.
- Re-evaluate Downtown parking needs.

Policy T-4(b) Pedestrian-Friendly Parking Design

Parking facilities are likely to be a combination of surface parking lots with one or more parking structures. In either case, parking facilities should focus on maximizing safety and convenience for downtown patrons and employees.

From the 2006
Comprehensive Plan

“Goal T-4 Parking downtown will support a thriving, pedestrian-oriented downtown business district.”

From the 2006
Comprehensive Plan

Parking Facility(s) Locational Criteria

Locating a potential public parking facility will involve a detailed evaluation of the advantages and disadvantages of alternative sites. Such an analysis would be part of an implementation step for creating additional parking. An informal analysis, however, suggests these preliminary considerations:

Option P1: Along the alley within the “400 Block”

Pros:

- + Close to existing retail businesses.
- + Could make use of existing alley access points.

Cons:

- May impact established utilities.
- May involve complicated easement negotiations with individual property owners and utility providers.
- Would alter servicing patterns for adjacent properties.
- Could result in substantial disruption of business during construction.
- Constructing around built environment.

Option P2: Bell Tower Site – Southwest corner of Lewis Street and Pagosa Street)

Pros:

- + Could make use of the existing surface lot.
- + Could incorporate a retail edge facing Lewis Street.

Cons:

- Could reduce ability to create landscaped entry point.
- Land is limited constraining footprint of facility and efficiency.
- Access points could be limited.
- Displaces existing surface parking.

Option P3 and P4: East and West Town Park Sites.

Pros:

- + Could make use of the steep slope to create two levels accessed from different points, thereby avoiding the use of an internal ramp.
- + Could include a plaza/overlook at the street level.
- + Could include retail at the street level to connect the Downtown Core with the East Village.

Cons:

- Could reduce the amount of park land.
- Could impact visual connection to open space.
- Access points are somewhat constrained.
- Could impact neighborhood traffic.

Option P5: The current Junior High School site.

Pros:

- + Could yield a large footprint, with greater efficiency.
- + Could be wrapped with retail along the 4th Street, Lewis Street and Pagosa Street sides.
- + Could also serve a potential civic facility in the historic Intermediate School building.
- + Convenient access from Highway at signalized intersection.

Cons:

- Timing is dependent upon school relocation decisions.

Option P6: Methodist Church Shared Site – On Lewis Street west of 4th Avenue.

Pros:

- + Convenient access from both 4th and Lewis Streets allows traffic to access Highway 160 at two alternative signalized intersections.
- + Provides opportunity to partner with the Church.
- + Could help to stimulate development along Lewis Street.
- + Opportunity for Public/Private Partnership.

Cons:

- Requires coordination with the church; their schedule may be in advance of the town's ability to organize a parking system.
- Limited footprint area and site constraints with alley

Option P7: The northwest corner of San Juan Street and 5th Street.

Pros:

- + Could incorporate a retail edge facing Lewis Street and Highway

Cons:

- Could reduce ability to create landscaped entry point.
- Land may be constrained, limiting footprint of facility and therefore its efficiency.
- Access points could be limited.
- Could disrupt traffic along Pagosa Street.

Option P8: East End Lot near existing Junction Restaurant

Pros:

- + Could accommodate large vehicles/RV parking
- + Currently underutilized space

Cons:

- Inconvenient distance from Downtown Core

Option P9: Hot Springs Boulevard

Pros:

- + Could accommodate future development along Hot Springs Boulevard.
- + Provide overflow parking for events on Reservoir Hill and government center.

Cons:

- Location based on future development; not intended to serve Downtown Core.
- Currently no specific parcel has been identified.

Wayfinding

A wayfinding system should be installed throughout the Downtown that helps guide users through the area. This should have a coordinated logo and graphic design and should include landscaping that reflects a consistent image throughout the area. This is a highly cost-effective improvement that would communicate a sense of identity for the area. The wayfinding system should have a series of layers that convey the appropriate amount of information at designated points in the community. In order to accomplish this, a tiered system of wayfinding should be established that includes a hierarchy of gateway elements and signage.

Wayfinding Development Principles

W1. Establish a consistent palette that includes a hierarchy of directional and public information signs.

W2. Coordinate wayfinding signage (graphics and location) with the County and other public agencies and institutions.

Wayfinding Actions:

Create a Wayfinding and Signage Plan

A wayfinding and signage plan should have a consistent image contained within the signage palette that allows pedestrians and motorists to recognize unique downtown signage and other features. Signage should be combined with other elements such as an arrival sequence and landscaping to create a cohesive system of wayfinding that informs travelers of where they are in their approach and travel within Downtown. A special graphics and logo package should be employed to establish a strong sense of identity and consistency.

Identify and Sign Primary and Secondary Gateways

Provide gateway signage at the edges of the Downtown Study Area and other key transitional zones entering Downtown based off of the Wayfinding and Water Resources Framework Map. Signage, streetscape furnishings, landscape elements and public art should work in harmony and reflect the character of the community. Participants identified the following intersections in public workshops as primary community gateways:

- At the natural occurring narrowing of topography, just west of the intersection of Highway 160 and Highway 84.
- On the hill west of Downtown, just west of the intersection of 10th Street and Highway 160.

Secondary gateways were recognized as:

- Highway 160 and 8th Street
- Highway 160 and 5th Street
- Highway 160 and Hot Springs Boulevard
- The bridge at 1st Street where the highway crosses the San Juan River
- Apache Street and Hot Springs Boulevard Intersection

Provide Directional Signage

Directional signage should lead visitors to specific public amenities, civic facilities and points of interest. Signage should contain similar graphic elements used in the gateway signs, such as lettering, logos and colors. Directional signage should be positioned to alert drivers of upcoming sites and necessary turning movements and should be based of the Wayfinding and Water Resources Framework.

The following is a preliminary list of directional signs, as indicated on the Wayfinding and Water Resources Framework Map.

Directional Signs:

1. Library/ Elementary School
2. Centennial Park/ Heat Exchange Building/ Lewis Street
3. Town Hall/ Middle School/ Parking/ Lewis Street
4. Park Access/ Chamber of Commerce/ Trail Access
5. Park Access/ Hot Springs Source Pool
6. Town Hall/ Town Park/ Sports Complex
7. Museum/ Town Park/ Trail Head/ Fishing Ponds

Provide Resource Locators

Resource locators are simple signs that help visitors locate specific community resources such as buildings, parking lots and local landmarks. These signs should be considered one component of the larger signage palette and should include the same graphic elements for consistency and recognition.

Provide Pedestrian Directories

Directories are necessary to orient visitors and should be located at critical points such as the Overlook, public parking lots, trailheads and trail intersections.

Historic Resources

Historic resources add interest to the Downtown area and may provide unique destinations for visitors. They also add to the distinct identity of Pagosa Springs and help new residents gain a sense of connection with the traditions of the community. Numerous historically significant buildings exist in the Downtown area and contribute to the character and image of the community. A Preservation Plan should be created that specifically identifies all historically and architecturally significant properties. Efforts to preserve these structures should be supported by the Town.

Historic Resource Principles

HR1. Promote preservation of historic resources throughout the downtown.

- Use promotional and interpretive materials to highlight the heritage of downtown Pagosa Springs.
- Initiate a facade rehabilitation program with appropriate incentives.

HR2. Incorporate historic resources in redevelopment projects.



Historic landmarks such as the Hatcher-Nossaman House reflect traditional architecture and add to the character of Pagosa Springs.

Historic Resource Actions

Create a Preservation Plan

A preservation plan should identify all historically and architecturally significant properties and a means to protect and preserve these properties. The Plan should also provide for long term education programs and preservation goals.

Recognize and Protect Existing Individual Historic Landmarks

Currently the following buildings, located within the Downtown Study Area, have been designated by the town as individual historic landmarks:

92 1ST Street	Water Treatment Plant (1999)
101 Pagosa Street	Colton Building (2005)
138 Pagosa Street	Phillips' House (2002)
274 Pagosa Street	Hatcher-Nossaman House (2004)
404 Pagosa Street	Goodman's Department Store (2001)
418 Pagosa Street	Metropolitan Hotel (2002)
418 Pagosa Street	Liberty Theatre (2002)
468 Pagosa Street	Hatcher Hardware (2004)
474 Pagosa Street	Citizen's Bank (2004)
121 Lewis Street	Warr House (2003)
380 Lewis Street	Old County Jail (2006)
380 Lewis Street	Dr. McKinley's Residence (2006)
451 Lewis Street	Immaculate Heart of Mary's (2004)

Additionally, the following site is listed on the State Register of Historic Places:

Pagosa Hot Springs (located behind The Springs Inn)

Inventory Structures of Merit

The Town's process for designating historic landmarks is completed through the voluntary consideration by the property owner to designate a property. The town should consider protecting structures that are exemplary in architecture or historic significance. These properties could be considered Structures of Merit and should be listed for property owner and community information.

Protect the Historic Business District

The Historic Business District is a critical component to the Downtown Core and serves as the primary link between the community's heritage and vision for the future. The Historic Business District is comprised of the properties between 5th Street and 4th Street, from San Juan Street/Pagosa Street to Lewis Street. The Historic Business District and Local Landmark Design Guidelines document has additional information on the District and other guidance is provided in the Town's land use and development code.

Protect Historic Neighborhoods

The Town includes clusters of historic buildings that create distinct neighborhoods not contained in the Historic District that should be considered for preservation and protection. The following neighborhoods should be considered:

- Highway 160 between 1st and 4th Streets
- East Lewis Street between 1st and 3rd Streets
- Hermosa Street

Adjacent Development to Downtown Study Area

It should be noted that there is potential for additional commercial development to be located outside the Downtown Study Area Boundary. Privately owned parcels may include commercial uses that would complement existing development. Pedestrian links, wayfinding, signage and new development should be coordinated to ensure that future development respects the vision that local residents have for the community and downtown area.

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Chapter 4: Opportunity Sites

Within the context of the Framework Plans elements described in the preceding chapters, several sites exist where redevelopment could occur that would support the “Collective Vision” for downtown. Many of these are underutilized or vacant parcels that present unique opportunities to diversify the mix of land uses, provide public amenities and strengthen pedestrian connections within the downtown. Some of these key sites are discussed in this chapter. Each one is diagrammed to indicate appropriate development patterns and densities and to illustrate the application of the urban design principles set forth in the plan.

These diagrams are for illustrative purposes only and are intended to demonstrate how buildings may be configured and how each site can be programmed to fulfill the vision for improvements within specific downtown neighborhoods. Prior to implementing any of these concepts, more detailed analysis and design would occur. As the needs of the community continue to evolve, different parameters and issues may arise that could impact specific attributes of individual projects. Therefore, alternatives to each opportunity site diagram which also meet the design principles outlined in the plan, can be considered. In addition, it should be noted that in some cases the suggested projects are mutually exclusive or at least interdependent: If one specific project is realized, it may in turn preclude the execution of another of the ideas for a different site, or cause a change in the overall intensity of development at another location.

Opportunity Site 1: Mixed Use Development along the Northern Edge of Town Park

Town Park is an important community asset which serves as an active outdoor recreational facility for the nearby schools, in addition to functioning as a general-purpose public park. Its downtown location makes it accessible to many users and its green space is an amenity that is visible from several locations. Even so, it is constrained by physical features such as the San Juan River and Hermosa Street which divide the property. These cause the park to be segmented into different zones of activity. The northern edge of Town Park slopes steeply down from Highway 160; this forms a barrier between uses in the Downtown Core and traffic along the Highway. The result is a block-long, inactive street edge that discourages pedestrians from walking between the core and the East Village. This underutilized area provides a unique opportunity for new development along the highway that would expand the commercial business district, link East Village to the Downtown Core and provide additional pedestrian access from the highway directly to Town Park and the San Juan River. In addition, the grade change presents the opportunity to create structured parking that may be accessed from Hermosa Street and the opportunity to develop commercial spaces and a public plaza at the highway level. A parking facility at this site would serve the Downtown Core, Chamber of Commerce/Visitor’s Center, a part of Hot Springs Boulevard and portions of the East Village.

Two alternative diagrams for this site illustrate short-term and longer-term improvement scenarios. In the short-term scenario, Hermosa Street continues through the park and remains connected to Hot Springs Boulevard. In the second scenario, Hermosa Street is closed at the eastern edge of the park. The street closure minimizes pedestrian-vehicle conflicts in a busy, heavy-utilized public space and creates a larger expanse of lawn area for recreation and events. Both scenarios demonstrate the potential for a parking facility that is combined with an overlook plaza and commercial uses at the street level. Though the diagram illustrates a structure at the southwest edge of the park, a similar concept could be employed at the eastern side of the park in the area labeled as “potential re-development area.”

The Town Park Opportunity Site Diagrams illustrate the following design concepts:

- Frame views to the San Juan River from Highway 160.
- Encourage mixed-use development to reinforce existing Downtown commercial businesses including retail, restaurants, office and residential.
- Create a sound buffer between Town Park and the highway.
- Maintain the playing fields and lawn areas as flexible community assets.

Short-Term

- Incorporate a public plaza at the street level with an overlook, stairs and views to the river, Reservoir Hill and Town Park.
- Minimize the impact of Hermosa Street traffic on park activities.
- Animate the underutilized street edge on the south side of the highway by introducing appropriate building massing and streetscape improvements.
- Extend the commercial core of Downtown to the east using streetscape improvements and/or adaptive re-use that links the 400 Block of Pagosa Street with the adaptive reuse projects in the East Village.
- Construct a new pedestrian bridge to promote connectivity between Town-owned parcels on both sides of the river.
- Increase on-street parking along San Juan Street.
- Construct trail paralleling south side of river and extend trail under existing Hot Springs Boulevard bridge to create an underpass that links Town Park to the Chamber of Commerce.
- Use the existing topography to develop an amphitheater for outdoor performances.
- Integrate a trail extension along the river, through the Hermosa Street neighborhood, if feasible.
- Designate a location and construct a children’s playground or “tot lot”.

Longer Term

- Close the western end of Hermosa Street when additional access connects to San Juan Street or a signalized intersection at Highway 160 is constructed.
- Construct a new public facility that may house an interpretive museum, children’s museum, cultural heritage center, visitor center or other amenity.

The public parking structure may be directly accessible from Hot Springs Boulevard. The mid-term alternative maintains a connection between Hermosa Street and Hot Springs Boulevard which is consistent with the concept of providing alternative connections wherever feasible. This requires loss of parkland to accommodate access and turning movements. The long-term alternative is to terminate Hermosa Street at 3rd Street and direct local neighborhood traffic to the highway using 2nd Street. In addition, a long-term option is to provide a bridge to connect either 2nd or 3rd Street right-of-way to San Juan Street. These combined alternatives would result in a much larger non-fragmented open space area as well as an open circulation pattern through the neighborhood.



Town Park is a beautiful community asset.



There are currently two structures within Town Park.



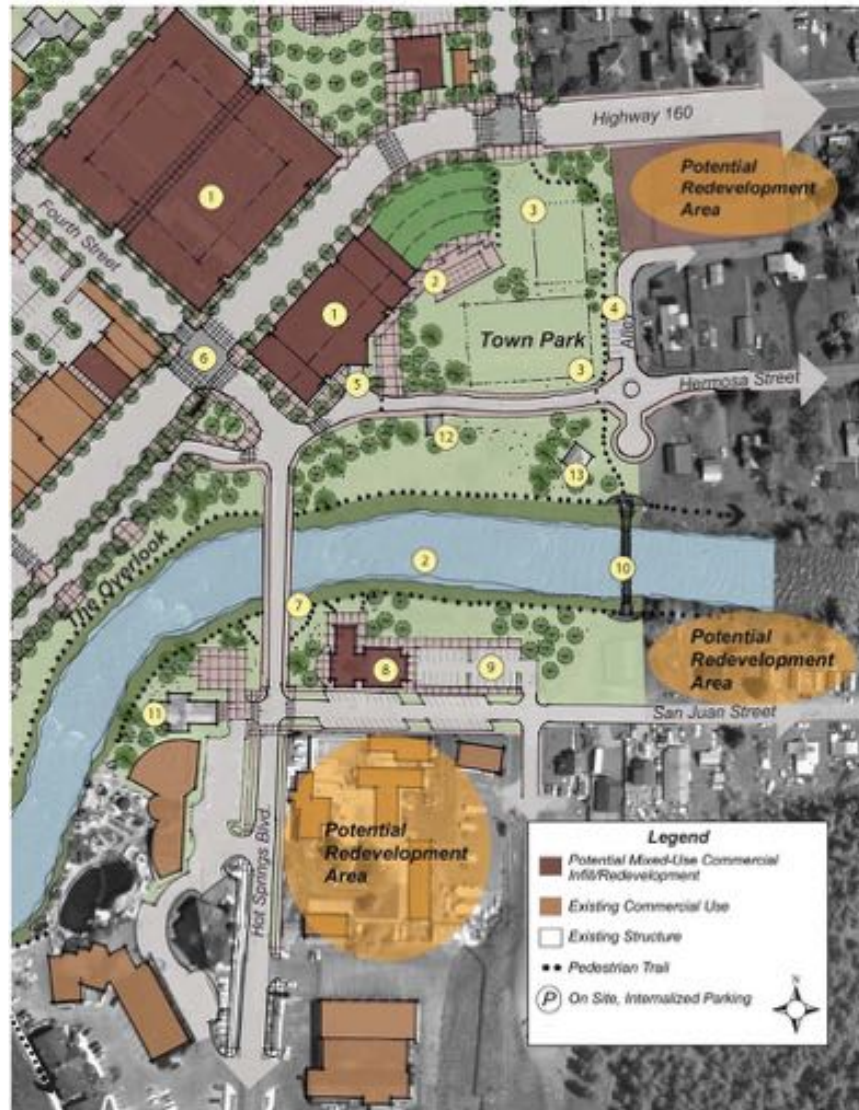
Hermosa Street bisects Town Park.



The Chamber of Commerce is located across Hot Springs Boulevard from Town Park.

Opportunity Site 1: Short Term

1. Mixed Use: Commercial storefronts at street level; office and/or residential above. Integrated structured parking.
2. Amphitheater
3. Playfields
4. Public parking for Town Park and trail access
5. Structured parking access
6. Ornamental paving at key intersections
7. New trail with underpass connecting Chamber of Commerce to Town Park
8. New public facility: Children's Museum, National Forest Service Information Center, Arts Center, Information Center
9. Public parking for Town Park and trail access
10. New proposed pedestrian bridge
11. Existing Visitor's Center/Chamber of Commerce
12. Existing Arts Council building
13. Existing gazebo



Opportunity Site 1: Longer Term



1. Mixed Use: Commercial storefronts at street level; office and/or residential above. Integrated structured parking.

2. Amphitheater

3. Playfields

4. Public parking for Town Park and trail access

5. Structured parking access

6. Ornamental paving at key intersections

7. New trail with underpass connecting Chamber of Commerce to Town Park

8. New public facility: Children's Museum, National Forest Service Information Center, Arts Center, Information Center

9. Public parking for Town Park and trail access

10. New proposed pedestrian bridge

11. Existing Visitor's Center/Chamber of Commerce

12. New vehicular access and bridge (Optional alignment at 2nd Street)



The current location of the Junior High and Intermediate Schools does not function adequately as a school site serving a growing community.

Opportunity Site 2: Mixed Use Development at 4th Street and West Lewis Street

The current location of the Junior High School and Intermediate School does not adequately serve a growing community. The site does not provide adequate space for the diverse needs of a school including bus loading, playgrounds, playfields, student drop off and pick up. Students currently walk across Highway 160 to use the playing fields in Town Park. By relocating the schools, the site provides a prime redevelopment opportunity that would expand the existing commercial core, link Pagosa Street to Lewis Street with additional retail and restaurants and accommodate enhanced public plazas and pedestrian connections to Town Park.

The historic Intermediate School building would be preserved and perhaps re-used as a cultural facility. Some new, on-site surface parking may be introduced in the northeast corner of the property. An existing residential-type structure (Hollowell House) which currently houses a commercial use in the southeast corner of the site would also be preserved. The Junior High School would be replaced by a three story, mixed-use project that includes structured parking for approximately 300 vehicles (two stories plus one parking deck). The structure would be wrapped with commercial uses along the street edge and the upper story could contain either office or residential uses. The third story of the parking structure could be considered a parking deck which would minimize costs and also provide a large venue for public functions that would offer expansive views to the south.

If a parking structure is erected in Town Park, the pressure for additional parking in the Downtown Core would be relieved and a structured parking facility that is shown at the school site would not be necessary. In that case, the space originally illustrated for parking would instead accommodate additional mixed-use development including, but not limited to, offices and/or residential uses. On-street parking along Pagosa Street, Lewis Street and 4th Street would remain.

The diagram also illustrates the potential for alley improvements between Lewis Street and Pagosa Street. While building front setbacks along Lewis Street and Pagosa Street are relatively uniform, the structure depths vary, which creates an undulating edge that is used primarily for parking and services. The amount of underutilized land along the alley is significant and provides an opportunity for alley improvements that would enhance this highly visible corridor, especially if redevelopment were to occur along 4th Street. Improvements could include landscaping such as trees and/or shrubs to delineate property lines, reuse or removal of secondary alley structures and integration of pedestrian amenities such as paving and furnishings to create outdoor seating in areas where rear access and redevelopment is likely to occur.

Lewis Street represents one of the most important opportunities to increase the intensity of commercial activity in Downtown. The existing structures offer a variety of configurations; there are residential structures with front porches exhibiting traditional residential setbacks juxtaposed with commercial buildings that abut the front property line. A mix of churches and office buildings complement this area. While there is substantial diversity in building types contributing to the interest of Lewis Street, the area lacks a strong image. This should be established through streetscape improvements within the public right-of-way which establish a uniform appearance that creates a cohesive framework for private-sector improvements.

Lewis Street is targeted as a prime location for a “festival street,” which would be designed to accommodate special events. Any improvement within the public right-of-way should enhance this street in a manner that is conducive to an event site. Sidewalks should be widened and redesigned to include street trees in grates that are irrigated and equipped with electrical outlets for vendors or exterior light displays. Paving patterns should be simple and respond to the public’s desire to maintain the existing character of the community. On-street parking should be reconfigured to provide diagonal parking on one side and parallel parking on the other side, as illustrated in the West Lewis Street cross-section illustrative found on page 3-9 in Chapter 3. Structural changes to the street should be coordinated with reducing curb-cuts and development of off-street parking, such as that proposed to be constructed in tandem with the expansion of the Methodist Church.

The Site Diagram illustrates the following design concepts:

- Infill development that is built to the street edge, with a 0’-0” setback along segments of Pagosa Street, 4th Street and Lewis Street. A new three-story building would contain retail and restaurants located at the first floor and upper stories would include offices and/or residential units; these would have views to the river, hot springs and Reservoir Hill. These uses would wrap around a three-story parking structure that provides approximately 100 spaces per level.
- The Intermediate School building is rehabilitated and converted to a cultural facility with off-street surface parking. On-street public parking along Lewis Street is reconfigured to a diagonal parking arrangement.
- A historic structure on the southeast corner of the Opportunity Site is preserved and integrated into new mixed-use development.
- A pedestrian plaza is located in the center of the site that serves as a quiet courtyard and public plaza for the cultural arts facility.
- Alley improvements are targeted for the “400 Block” alley. The improvements should include shrubs, trees and public art to mitigate views into the alley from 4th Street and Highway 160. Maintaining the alley as a service corridor is also important.
- Lewis Street improvements should include streetscape enhancements, which increase the potential for Lewis Street to host festivals, farmer’s markets and other public celebrations, including parades. The critical component to the success of this conversion will be to upgrade sidewalks and utilities along this street so that vendors have easy access to adequate electrical power.
- The Overlook is redesigned with improved landscaping, pavers and a parallel parking configuration.

Opportunity Site 2



- | | |
|---|---|
| 1. Mixed Use: Commercial storefronts at street level; office and/or residential above. Integrated structured parking. | 4. The Overlook |
| 2. Lewis Street: Festival Street with wider sidewalks, upgraded utilities, crosswalks | 5. Proposed Cultural Arts Center |
| 3. Alley improvements: curb and gutter, paving, landscape | 6. Ornamental paving at key intersections |
| | 7. Potential expansion of parking structure |

Opportunity Site 3: Intersection of 5th/Highway 160 and Centennial Park

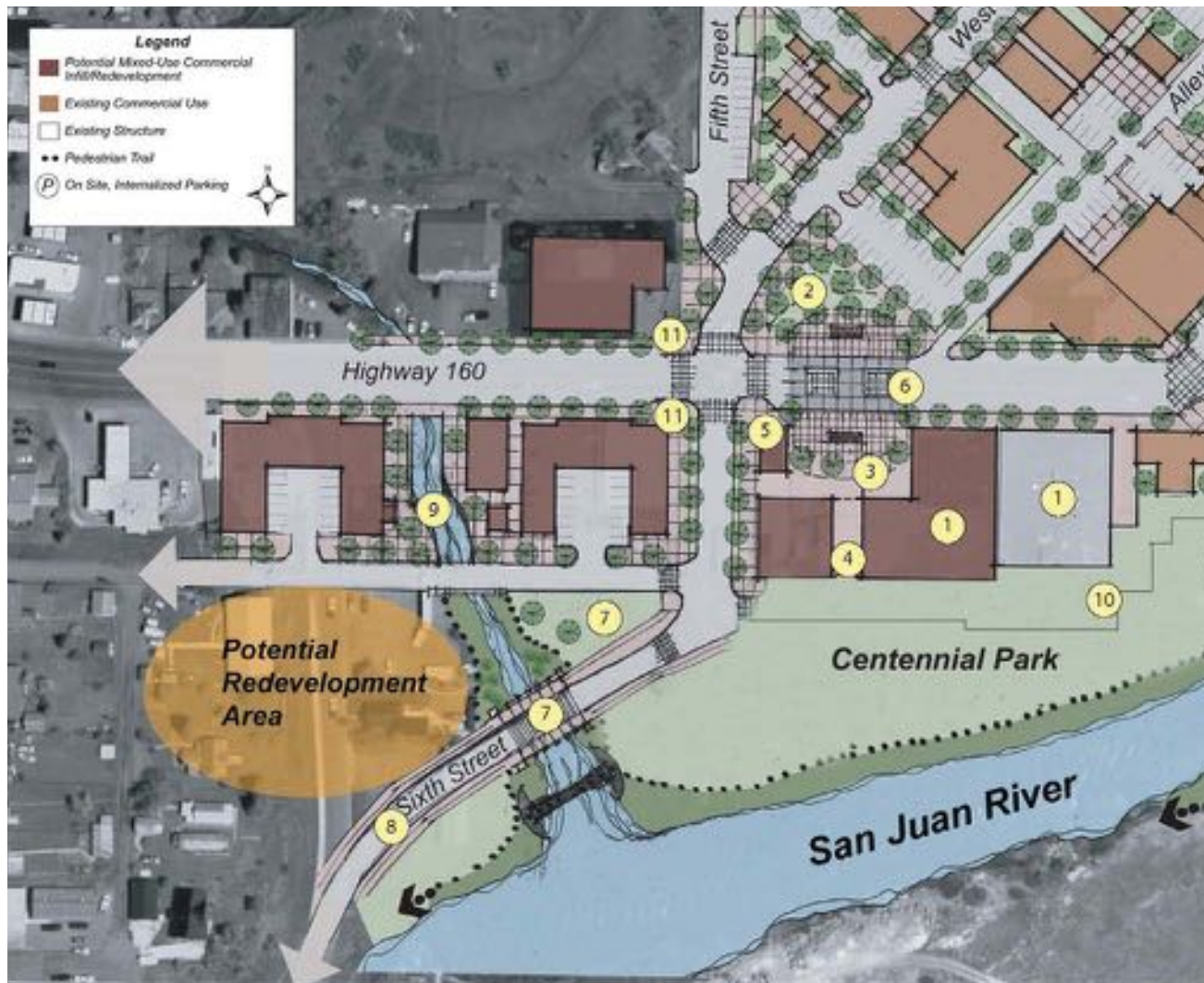
Redevelopment of the area between the northern edge of Centennial Park and Highway 160 will likely occur in the near future. There is an opportunity to create a development that takes advantage of the established density and intensity of commercial uses along the Pagosa Street edge. Development in this location should introduce uses that maximize the views to the San Juan River and Centennial Park. The site includes a number of significant amenities including the heat exchange building for the Town, the confluence of McCabe Creek with the San Juan River, views to the Hot Springs Resort and access to the existing Riverwalk trail system. These should be respected in any development concept. This highly visible site provides an opportunity for mixed-use development that defines the western edge of the Downtown Core and creates an active, pedestrian friendly backdrop to Centennial Park.

The existing change in topography could accommodate subsurface parking and allow continued access for service vehicles to adjacent buildings. Other on-site improvements could include the relocation of the heat exchange building to a more prominent site, the development of an urban plaza that complements the Bell Tower and pedestrian access from Highway 160 to Centennial Park.

The Opportunity Site Diagram illustrates the following design concepts:

- Mixed-use development with integrated structured parking along Highway 160 built to the sidewalk edge.
- Architectural detailing and facade treatment of structures abutting Centennial Park.
- A public plaza that mirrors Bell Tower Plaza and provides pedestrian access from street level down to Centennial Park. The plaza should be large enough to accommodate public amenities such as a relocated heat exchange exhibit, interpretive signage, wayfinding for the Town, temporary and permanent public art, public gatherings and events.
- Realigned 6th Street that crosses McCabe Creek and merges with 5th Street to route vehicles into an existing signalized intersection. The 6th Street easement would be vacated.

Opportunity Site 3



- | | |
|---|--|
| <p>1. Mixed Use: Commercial storefronts at street level; office and/or residential above. Integrated structured parking.</p> <p>2. Reconfigured Bell Tower Park to create gateway into core</p> <p>3. Public plaza</p> <p>4. Pedestrian connection to Centennial Park</p> <p>5. Relocated and improved Geothermal Heat Exchange Building with interpretive displays</p> | <p>6. Ornamental paving at key intersections.</p> <p>7. New Bridge over McCabe Creek</p> <p>8. 6th Street realigned to merge with 5th Street</p> <p>9. McCabe Creek daylighted in Public Plaza</p> <p>10. Parking may be accommodated underneath new development and park space.</p> <p>11. Gateway elements</p> |
|---|--|

Opportunity Site 4: East End Mixed Use

The East End is located in close proximity to the highway and river and contains predominately private property with some public park land. The park land includes fishing ponds and a pedestrian trail that serve primarily local residents and provides a peaceful reprieve from the highway noise. However, access is limited to informal service routes to the rear end of the development. There is parking along the edge which is defined by boulders, but pedestrian access linking the trail to the frontage road and commercial businesses is minimal. The current development pattern in the East End does not take advantage or contribute to the character of the river's edge and does not provide easy pedestrian access to existing public amenities.

Contributing elements to this opportunity site are the Museum, historic cisterns and residential homes on 1st Street that overlook the river. The cisterns provide a unique opportunity for public viewing that integrates historic structures with new landscape features to create an overlook to the fishing ponds and river. Just to the north of the cisterns is an old stone bridge that connects the cisterns to the adjacent residential property. Ideally, this stone bridge should be integrated into the redevelopment of the site and existing vegetation manicured to allow visual access from the fishing ponds to this historic stone bridge. Redevelopment along the bluffs should integrate existing historic structures and maintain the scale and massing of traditional residential development in this area.

The East End Opportunity Site Diagram illustrates the following design concepts:

- Frame views to the San Juan River and northern bluffs.
- Maintain the alignment of the north and south frontage roads, which parallel the highway.
- Bring development close to the to a sidewalk abutting the frontage road to minimize the amount of paved surfaces.
- Introduce a defined edge for parking along the fishing ponds.
- Enhance the existing commercial gateway to Downtown.
- Provide additional landscape improvements between the highway and frontage road.
- Provide non-motorized boat put-ins.
- Provide additional pedestrian bridges across the San Juan River at key locations.
- Preserve existing historic stone structures on 1st Street and integrate them into a publicly accessible project.



North and south frontage roads flank the highway in the East End.



Fishing ponds and a trail exist to the north of existing development.



This traditional home sits atop the bluff along the San Juan River.

Opportunity Site 4

1. Potential link to Town Park
2. Potential pedestrian bridge
3. Museum
4. Cisterns
5. Retail and Trailhead parking
6. Plaza/Gathering space
7. Trailhead/river parking
8. Non-motorized boat put-in
9. Enhanced trailhead and park access to Reservoir Hill.



Chapter 5: Implementation

This chapter provides a strategy for implementing the recommendations contained in the Downtown Master Plan. Residents and property owners must recognize that although the Downtown Master Plan suggests specific projects for selected sites, a number of variables will determine which of those projects can be executed. For example, some projects may be constructed in different configurations or even on alternative sites not considered in this Downtown Master Plan. Flexibility in the implementation of specific recommendations should be anticipated and is vital to the success of the Downtown Master Plan and the future of the Town.

Successful implementation of the Downtown Master Plan requires a coordinated effort between public and private entities. It requires vision, investment and commitment from a broad base within the community: private citizens, public officials and Town departments. The implementation strategy must include tools that result in a balanced mix of public and private action.

The Downtown Master Plan includes proposed public improvements on land under private ownership. If acquiring private land, existing buildings or other facilities necessary to implement a specific project, the Town should proceed on a basis of “willing buyer, willing seller”. Acquiring property through condemnation or eminent domain is not envisioned and would only be used for the most vital project in terms of public benefit and use.

Implementation Plan Approach

The Downtown Master Plan outlines a framework for improvements in a manner that provides clear direction for action, but with sufficient flexibility in the recommendations that allow the Town to respond to changing conditions. In general, high priority should be given to those projects and improvements that support specific public and private actions and development that is consistent with the vision and goals of the community. The Downtown Master Plan Implementation Strategy shown in Appendix C employs the following approaches:

- Use of public sector resources (land, parking, financing) to create public/private development opportunities.
- Align existing Town policies, regulations and development standards with provisions of the Downtown Master Plan.
- Use public financing to facilitate additional public and private investment.
- Commit sufficient staff resources to assure successful implementation of the Downtown Master Plan.

Administrative Actions

Tool: Downtown Development Authority (DDA)

Currently, the Town does not have an economic development office and many inquiries are directed to the Town Manager. The Town should consider the creation of a Downtown Development Authority that assumes responsibility for infill and redevelopment projects and works to stimulate the local economy through Downtown revitalization efforts.

Tool: Urban Renewal Authority (URA)

An Urban Renewal Authority or other type of special district may be desirable in those cases where significant redevelopment is needed. Special districts may be necessary to address specific areas in Downtown that include dilapidated buildings and neglected landscapes. Designation of an Urban Renewal District requires a blight designation and approval of a development plan by the governing municipal body. After authorization of the plan, the new area is operated by a board of directors. The Urban Renewal Authority, appointed by the Town Council has a broad array of powers that include the use of tax-increment financing and eminent domain.

Tool: Monitoring and Coordination

Staff and elected/appointed officials will have opportunities to implement individual elements of the Downtown Master Plan; however, it is important that one department monitors the implementation and coordinates projects. This responsibility should be delegated to the Planning Director. In this role, the Planning Director will establish a work plan on an annual basis that is coordinated with the Town's fiscal calendar. The work plan will identify key projects and phasing of those projects that is consistent and integrated into a Capital Improvement Plan. The Planning Director will coordinate projects with other Town Departments, Historic Preservation Board and other entities to ensure continuity and consistency with the goals, policies and recommendations of the Master Plan. Once the Capital Improvements Plan list is generated it should be distributed to the Town for prioritization and funding.

Tool: Public Notification

The public should be apprised of new development plans that are submitted for review and permitting. The Town should create a document on its existing website that is designated for listing active projects. The page should include the date of initial submittal, a processing timeline and public hearing dates. This web page should be considered a vital educational tool that is continuously updated to reflect current decisions regarding future development and public improvements.

Tool: Planning and Design Review Training

Training for elected and appointed officials and Town Staff should occur on a rotational cycle to ensure that all persons involved in project review understand local planning issues and concerns. Training could be divided into separate categories and each category would be reviewed in alternating years, which would allow newly elected/appointed officials and new staff to be trained in a timely manner. Ideally, experienced planning professionals should facilitate training sessions.

Tool: Create Design Review and Cultural Boards

Two new boards should be created as part of the implementation strategy for the Downtown Master Plan. A separate Design Review Board should be established that reviews development plans for consistency with the Downtown Master Plan and other adopted design guidelines. If the site is located within the Historic Business District, the Historic Preservation Board conducts the review relative to adopted design standards. The composition of the Design Review Board should include at least one design professional (i.e., architect, planner, etc.) either serving in a volunteer or consulting capacity to the Board.

A Cultural Board should be established to create a “Cultural Plan” for the Town. The Board should be tasked with developing and implementing arts/cultural-related initiatives as part of the Cultural Plan. The Cultural Board will also review all public art installations and participate in design of public improvements such as signage, gateway features, streetscape improvements, etc. Members of this Board should have expertise in the areas of public art, arts/cultural event development, architecture, planning and visual and/or performing arts.

Tool: Expedited Planning and Building Entitlement Process

The Town of Pagosa Springs should establish a process whereby review and approval of planning and building projects are given priority and expedited timing for proposed projects that are located within and are consistent with the Downtown Master Plan. For such projects, the Town would commit to a stipulated period for completing review. The period should be less than the current average amount of time required for completing review and approval, such as a shortened Planned Unit Development process. This approach assures private developers of desirable projects that processing and review will be completed within a reasonable period of time.

Tool: Alternative Compliance

A process such as alternative compliance may be considered as an appropriate tool for implementing the intent of the design guidelines within the Downtown Master Plan. Alternative Compliance allows set standards to be met in alternative ways through consideration of design issues by the Town. A process for review should be established depending on the degree or type of compliance that is being proposed by an applicant. A project should be considered by staff, Historic Preservation Board or Design Review Board review, depending on the deviation proposed for such standards as landscaping, height, density and setbacks.

Tool: Minor Modification

Minor modification may be considered as a tool to review minor deviations from set standards. This tool is generally used for deviations that have minimal or no impact to adjacent property owners and are reviewed by planning staff.

Regulatory Actions

Tool: Zoning Amendments

At each public workshop, discussion occurred regarding specific design regulations such as front setbacks and building heights. There are several existing development standards that may require review and amendment if the community believes that such amendments are necessary to fulfill the vision of the Master Plan. The Town is commencing the update of the Land Use and Development Code based on the recommendations proposed within the Comprehensive and Downtown Master Plans. As the code is updated, the following changes should be evaluated.

Mixed Land Use

Allowing for a uses by right such as residential, retail and office space to be organized vertically (in one building) or horizontally (adjacent to each other) was discussed many times during the planning process and should be considered for implementation. “Mixed-Use” development has been demonstrated to effectively increase pedestrian activity and reduce overall parking demand.

Building Height

Building heights were discussed repeatedly throughout the process of developing this plan. Several workshop participants expressed concern regarding the impact new development was having on adjacent, smaller structures. The existing mid-span building height of 35 feet is applicable throughout most of the Downtown Master Plan Study Area, with heights of 40 feet allowed in the D-1 zoned areas of the Downtown Core and 45 feet allowed in the Hot Springs Boulevard zoning districts. Taller structures may be appropriate in specific areas of Downtown but should be evaluated through a process such as the minor modification or alternative compliance, as appropriate. Height in residential areas within the Downtown Study Area should be lower than those allowed within the commercial area.

Front Setbacks

In the Downtown Core and property within the Historic Business District, maintaining the existing zero-setback is critical to the existing character of the street. Other areas such as the East and West End should use setbacks to convey a feeling of pedestrian-friendliness and enclosure, as appropriate. In certain neighborhoods, variation in setbacks may be necessary to provide desirable public amenities such as outdoor seating and public art displays.

East Village Setbacks

A key topic of discussion has been the alignment of building fronts in the East Village. In the East Village neighborhood the existing setbacks range from 10 feet to 20 feet and include an attached sidewalk with landscaped front yards. This is typical of residential development that once was the primary use in this neighborhood. However, the expanding needs of the community and propensity for adaptive reuse in the neighborhood have resulted in conversions of existing residential homes into new uses and requests for allowable increases in massing along this stretch of Highway 160. Minimum building setbacks should be established that allow for some variation but still retain the visual front yard element of the neighborhood.

Lot Consolidations

In areas such as the Downtown Core and the East Village, historic development patterns should be honored. Based on comments regarding mass and scale received from the Steering Committee, the town should consider limiting lot consolidations in order to create natural breaks in building facade widths that emulate historic development patterns.

Density

Residential densities are currently regulated by the Land Use and Development Code. Existing densities for development were not cited by local residents as a major issue facing the Town. However, local developers indicated that increased densities were desirable to offset the costs of development. The town may chose to consider an increase in density when a project includes affordable housing units or public parking spaces. This may serve as an potential incentive to developers who can demonstrate that each project contains elements that reflect the design policies and design guidelines contained in the Master Plan.

Floor Area Ratio

Floor Area Ratios (building square footage: site area square footage) generally apply to commercial development and are not currently regulated by the Land Use and Development Code. Commercial development is currently allowed to construct a building at any size granted the project must meet on-site landscaping, parking and any other applicable requirements as defined in the Land Use and Development Code. The town should consider creating a minimum floor area ratio for the downtown commercial and residential neighborhoods. The Town should also consider granting additional FAR if a commercial project provides housing, especially those including affordable or attainable housing.

Minimum/Maximum Parking Standards and Shared Parking

The Town should consider supplementing traditional parking standards with a standardized approach to identify where some percentage of code-required parking should be transferred off-site. In addition, application of the Urban Land Institute's *Shared Parking* methodology should be utilized to calculate temporal and locational shared parking reductions. As a part of the Land Use and Development Code update, new parking ratios should be considered that acknowledge sharing of spaces, both on-site and on-street and account for the provision of multi-modal facilities.

Tool: Overlay Districts

The creation of new and the modification of existing overlay districts may be appropriate to assure that the design guidelines contained in the Downtown Master Plan are enforced. Design guidelines should be generated for each overlay district to ensure that property owners and developers have the information necessary to develop site plans and structures that respond to the vision of the community. Overlay districts that should be considered correspond to each one of the following neighborhoods identified and delineated in the Downtown Master Plan:

- Downtown Core (Existing Downtown Business, Lewis Street, Historic District and Corridor Business Overlay)
- West End (Existing Corridor Business Overlay)
- East End (Existing Corridor Business Overlay)
- East Village (Existing Central Business Overlay)

Tool: Parking Management Agreements

Parking management agreements should be considered for each development application that will entail (1) provision of code-required parking supplied off-site; and/or (2) reduction of required parking attributable to shared parking calculations (i.e., parking determined to be shared with nearby uses due to temporal sharing opportunities or multiple-stop patron parking). If used, these agreements should identify the location for both patron and employee parking and require a commitment for employee parking away from congested parking areas. In all cases, 100 percent of the code-required parking should be accounted for through a combination of on-site, off-site, shared parking and multi-modal scenarios.

Tool: Encourage Local Businesses

Unique local businesses are encouraged to make up the majority of the downtown retail and office sector. The town should consider implementing an incentives program for retaining and attracting local and unique businesses. The town should also consider requiring architecture and signage that are compatible with the downtown and unique to Pagosa Springs.

Tool: Streetscape and Signage Plan

A streetscape and signage plan should be developed that builds on the concepts discussed within the Framework Plan. That is, the streetscape should remain modest in character and include amenities that enhance the pedestrian environment and access to cultural attractions. The signage plan would include development of a specific graphic package for the wayfinding system and specific sign locations would be identified.

Tool: Highway 160 Corridor Enhancement Plan

A corridor enhancement plan would address public sector improvements including construction of sidewalks, landscaping and public signs for the stretch along the downtown area. The plan would also include the street section design in more detail. While general recommendations for lane widths and on-street parking designs appear in this plan, the Phase One plan and the Comprehensive Plan, a more detailed study would use accurate dimensional information for the entire corridor and apply the desired guidelines to each block on a case-by-case basis.

Tool: Town Park and Centennial Park Master Plan

Several specific improvement projects, both public and private have been discussed during the Downtown Master Plan process which could affect the character of these two downtown parks. A detailed master plan pertaining to their uses, how they connect, and interrelate to existing infrastructure should be developed. This would also identify specific improvement projects, such as bridges, interpretive sites and furnishings.

Tool: Cultural Plan

A cultural plan should be developed that establishes the role of cultural facilities in the downtown and identifies appropriate locations. This would include public museums and galleries, schools, performance venues and libraries. The role of public art would also be established.

Tool: Recreational Access Management Plan

A plan to establish a coordinated system for recreational access should be developed. This would address trails and pedestrian routes that connect recreational facilities and establish locations for other facilities. The plan would also identify appropriate points for the public to reach the riverbank and locate those areas that should be protected or avoided. This plan would be coordinated with trails and parks planning.

Tool: Geothermal Resource Plan

A comprehensive view of the geothermal resources would address ways in which to use this resource for other purposes. For example, a demonstration greenhouse could be constructed that would be a testing ground for development of plants in the region that could be cultivated for commercial or research purposes. Interpretive programs that explain this resource would be included in the plan. Specific sites where geothermal resources are visible would be mapped and suggestions for their improvements would be included.

Tool: Preservation Plan

A preservation plan should be produced that clearly defines the role of preservation in the community. It would outline a work program for additional survey work, rehabilitation needs and recommend incentives. This plan would also identify the roles of other key players in promoting heritage tourism and appreciation of historic resources.

Financing Actions

The following key funding mechanisms should be explored to fund and/or contribute to the implementation of recommendations contained in the Downtown Master Plan:

Tool: Local Property/Business Improvement Districts (BID)

This mechanism allows property owners within a defined area to assess themselves increased taxes to finance improvements that will benefit all property owners within that defined area. Construction bonds may be issued based on the income stream projected from the assessment. Business improvement districts can also be used for marketing and other promotional efforts to stimulate downtown revitalization. This tool enables construction of improvements that can benefit a broader area and can be used for projects such as constructing expanded streetscape enhancements throughout Downtown, installing wayfinding signage and gateway improvements, constructing a public parking structure, enhancing existing public parking lots and other relevant capital projects.

Tool: Capital Improvement Program (CIP)

The Town of Pagosa Springs' Capital Improvements Program is a potential source for constructing public infrastructure and improvements including sewer, storm water, streets, curb/gutter/sidewalks, landscaping, streetscape furnishings and pedestrian and vehicular street lights. The CIP generally outlines a variety of federal, state and local funding sources designated to fund such improvements; the priorities and criteria for allocation of CIP funding are established by the Town of Pagosa Springs in the context of the annual budgeting process and the 5-year Capital Improvements Plan. CIP funding is a potential means to finance certain public infrastructure and facilities improvements that may jointly serve a redevelopment agency (such as a DDA or URA) or privately-owned sites designated for development with proven public benefits.

Tool: General Obligation Bonds

General Obligation Bonds are funded by a tax assessment that is approved by the voters. Income from the assessment is used to retire the bonds. These are generally used for larger projects and should be used for projects such as construction of an outdoor performance space, acquisition, construction and/or renovation costs associated with a cultural arts facility, major park improvements or to supplement river edge restoration and improvements.

Tool: Grants

Grants may be awarded by federal and state agencies for public improvements that meet the guidelines for specific programs. Noteworthy grants are for water resource improvements, enhancements for alternative modes of transportation and the restoration of publicly owned historic buildings. Other grants may come from private foundations, typically for smaller projects. Grants may be important for projects such as improvements to the San Juan River, special residential development projects, streetscape and circulation improvements that enhance alternative modes of transportation or other projects that have a significant public benefit.

Tool: Potential Riverfront Improvement Fees

The Town should consider establishing a Riverfront Improvement Fee. This fee could be imposed in the general geographical area of the San Juan River with the exact boundaries to be determined based on further analysis and a specific nexus study based on use and benefit. It would create a funding source dedicated for riverfront improvements. Funds from an improvement fee would be generated by new development in the Downtown Master Plan area. Due to the structure of the fee, the Town would need to provide some form of interim financing to catalyze development in the area. A Riverfront Improvement Fee could be established as a mechanism to repay interim public or private investments made from other funding sources and potentially pay for a portion of the proposed long-term capital improvement projects.

Tool: Tax Increment Financing

Tax increment financing may be a viable tool for consideration. Property and sales tax revenue that exceeds the base evaluation are paid into a separate fund overseen by a DDA or URA and are used to pay debts incurred by the project. Property tax increments are based on an increase in assessed valuation, not on an increase in taxes due only to rising mill levies.

Tool: Lodging Tax

The Town's lodging tax of 4.9% is currently used to support the Visitor's Center and other marketing and tourism efforts. These taxes were approved by the electorate in November 2005 and April 2006. By statute, lodging tax revenues can be used for capital improvement projects that enhance tourism and the visitor's experience. Several municipalities in Colorado have a much higher lodging tax, some in excess of 10%. The Town should consider increasing the existing lodging tax in the future to accommodate increased tourism marketing and to fund specific improvements that are essential to tourism and beneficial to the community.

Tool: Parking In-Lieu Fees

Chapter 3 concluded that approximately 1,000 new parking spaces will be needed to accommodate parking from predicted future growth. Of these 1,000 spaces, 500-600 of these spaces should be accommodated off-site, in public lots, in a parking structure and by the provision of transit opportunities. This conclusion implies that during the development review process, individual applications are allowed to transfer portion of code-required parking to off-site locations. In order to fund development of off-site parking locations such as surface lots and structured parking, in-lieu fees should be collected by the Town. An in-lieu fee enables an applicant to pay for the parking stalls that are not accommodated on-site. The fee amount should be generated by the cost of providing a parking stall at a comparable location, including the market price of the land required for a stall plus the actual cost of construction for that stall. In-lieu fees may vary for areas that will use surface lots and areas that will be required to accommodate their off-site parking in structured facilities. These fees should be collected over time and dedicated to the provision of public parking lots and parking structures that may be monitored by a potential Downtown Development Authority or other special district.

Prioritization Process and Criteria

The recommendations for phasing of actions, projects and improvements in the Downtown Master Plan should be considered dynamic and responsive to plans and projects by other agencies, proposed private development and other public funding opportunities that are present. The following criterion has been used to establish the Implementation Strategy Matrix (Appendix C). If the Town needs to reassess the priority of a recommended action, project or improvement, then it should also use the following criteria. Those projects that meet several of the following criteria should be given the highest priority for implementation.

Economic

- Projects that generate funding to cover portions of development costs.
- Projects that leverage funding/investment from other sources.
- Projects that have grant funding available to cover portions of development costs.
- Projects that are part of a larger capital improvement project.
- Funding for maintenance of the improvement is available.
- Projects that generate balanced employment opportunities for the community.

Public Benefits

- Projects that provide a direct benefit to local residents, visitors and/or employees.
- Projects that serve multiple users, organizations or interest groups.

Relationship to Other Projects

- Projects that support desired public or private development.
- Projects that provide opportunities to connect with existing or future public improvements.
- Projects that will function upon their completion without reliance on future phases.

Compliance with Policies and Plans

- Projects that help achieve goals and policies established in the Comprehensive Plan.
- Projects that help to accomplish the vision of the community as set forth in the Downtown Master Plan.
- Projects that fit within current strategic plans of the Town, community organizations and institutional partners.
- Projects that are within the administrative oversight capacity of the implementing entity.

Alternative Implementation Roles for the Town

There are various potential approaches for implementation, which vary in the degree to which the Town actively participates in a specific project. The extent to which the Town participates in a project should be determined by following two general overall considerations: (1) The potential impact/effect on financial capacity of the Town related to funding both development costs and ongoing management, maintenance and operation costs; in particular near-term and long-term risk to the Town General Fund; and (2) The potential impact/effect on administrative capacity of the Town related to undertaking development activity and ongoing management, maintenance and operational responsibilities.

In considering the appropriate approach to implement recommended projects, these basic questions should be answered:

- Is public financing available for the project?
- Will public financial participation leverage other public or private sector funding?
- Will the public sector or the private sector implement the project more efficiently, cost effectively and in a timely manner?

Examples of alternative roles that the Town could play are:

Alternative A: Direct Implementation by the Town

In this approach, the Town directs the project and is responsible for funding, scheduling and construction. For example, the Town may install a wayfinding sign package with funds derived from public sources.

Alternative B: Joint Venture or Partnership with Other Entities (Public or Private)

In this approach, the Town joins forces with another organization or a private entity. The participating parties each contribute some resources and have some degree of responsibility for implementation. For example, the Town may joint venture with a private developer to construct a project that would include a public parking facility with privately owned commercial and residential space.

Alternative C: Incentives provided by the Town

In this approach, the Town may offer flexibility in development regulations to encourage a developer or partner to take action in creating an exceptional project and thereby exceeding the requirements of the Downtown Master Plan.

Alternative D: Regulatory provisions that permit or accommodate desired development

In this approach, the Town would assure that zoning regulations permit the uses set forth in the plan in the designated areas.

	ADVANTAGES	DISADVANTAGES
Alternative A: Direct Town Implementation	<ul style="list-style-type: none"> • Town control of project in terms of total financial responsibility, type, extent, timing and quality 	<ul style="list-style-type: none"> • Total financial responsibility • Economic risk related to development cost overruns and ongoing operations • Very limited Town financial resources and potential negative impact on Town General Fund • Private sector may lend more expertise and/or resources to the project
Alternative B: Joint Venture/Partnership Implementation	<ul style="list-style-type: none"> • Shared financial responsibility for development cost • Shared economic risk (initial development or ongoing operation) • Leveraging of public investment • Potentially greater public benefit in relationship to public investment • Pooling of expertise and knowledge base from public and private sectors 	<ul style="list-style-type: none"> • Less than total control of project • Some financial responsibility • Some economic risk • Some impact on Town General Fund
Alternative C: Private Sector Implementation (Town Incentives)	<ul style="list-style-type: none"> • No direct economic responsibility (development cost or ongoing operation) • No negative impact on Town General Fund • Minimal economic risk if public financing investment is required for project; no economic risk if no public investment 	<ul style="list-style-type: none"> • No direct control over project • Project is implemented (or not) at discretion of private sector • May require relaxation of certain regulatory provisions and/or some public financing • Very limited Town funding for even some public financing assistance
Alternative D: Private Sector Implementation (Regulatory Provisions)	<ul style="list-style-type: none"> • No direct economic responsibility (development cost or ongoing operation) • No economic risk • No negative impact on Town General Fund 	<ul style="list-style-type: none"> • Acceptability of requirements by private sector • Difficulty for public sector to regulate • Town capacity to regulate • Requirements may not be realistic based on market conditions • Need to establish appropriate regulations, secure public policy

Depending on the nature of the project, an incentive-based approach and joint partnerships yield the maximum benefits through the inherently complementary nature of public/private partnerships. For example, projects such as parking lots/structures, gateway features, signage and wayfinding and streetscape improvement would be enhanced from public financing and accountability combined with the expertise and resources of the private sector. As such, public/private partnerships should be developed when feasible on those projects that are, either through magnitude, visibility, or opportunity for artistic enhancement, suited for this type of collaborative approach.

Chapter 6: Design Guidelines

Introduction

This chapter presents design guidelines for new infill and redevelopment projects in Downtown Pagosa Springs. The guidelines shall be applied during review of all development submittals for public and private improvements. The guidelines will apply to infill and redevelopment construction, additions and alterations to existing structures. Note that a separate document titled Design Guidelines for the Historic Business District & Local Landmarks will apply to all projects within the Historic Business District and individually designated local landmarks. The guidelines provided here in the Downtown Master Plan apply in addition to other development standards that are contained in the Land Use and Development Code.

The guidelines are intended to promote redevelopment and new construction in a manner that respects the design traditions and development patterns of Pagosa Springs while accommodating new, creative, urban design, landscape and architectural concepts, as listed in the “Design Principles,” below. The guidelines are organized into three sections and are presented in the order that individual design elements should be considered in the design process, including; guidelines for organizing a site, specific building guidelines and types of appropriate development types.

Site Design Guidelines

Site design guidelines provide basic principles for positioning a building on a site, organizing internal circulation on the property and treatment of any special existing features.

Building Design Guidelines

Building design guidelines provide design principles for building orientation, mass and scale. The architectural character of the building relative to the existing context is also addressed.

Appropriate Development Types

Appropriate development types outline a variety of site and building designs that are appropriate for specific areas within the downtown.



Redevelopment and new construction are occurring throughout the Downtown Study Area.

Using the Design Guidelines

The design guidelines are based on a set of fundamental design principles and objectives for the character of downtown and its designated neighborhoods. Each guideline provides specific direction for design that should be followed. However, in some cases, special circumstances may suggest that an alternative approach to meeting the objective of the guidelines may be considered. In all cases, the intent of the guideline should be met.

The guidelines within each section are organized in a series of design topics. For example, in the section on Site Design, the topics of “Building Placement”, “Views” and “Site Features” are included. Each of these topics has a design guideline or a series of guidelines that are numbered. Supplementary information is provided as a series of bulleted comments. In most cases, these specific design guidelines will address the issues associated with a development proposal.



Study Area Boundary Diagram

Design Principles

The following design principles apply to all improvements in Downtown Pagosa Springs and are based on policies set forth in the Town of Pagosa Springs 2006 *Comprehensive Plan* and additional public input.

DP 1: Respect the mass and scale of buildings traditionally constructed Downtown.

DP 2: Develop street edges that are safe and attractive for high volume pedestrian traffic.

DP 3: Provide connections to existing pedestrian and trail systems, including bicycle trails, footpaths and sidewalks.

DP 4: Maintain the character of an authentic, rural mountain Town.

DP 5: Maintain views to natural and historic assets.

DP 6: Respect established development patterns exhibited by the neighborhood context.

DP 7: Convey the heritage of water resources in site planning and improvements.

Site Design Guidelines

Site development should result in an attractive street edge that promotes pedestrian activity. Buildings should be located and oriented in a manner that complements traditional development patterns exhibited within each specific neighborhood. Streetscape and landscape improvements should respond to the overall street character and not detract from the pedestrian environment. In general, site designs along Highway 160 (Pagosa Street and San Juan Street) between 3rd Street and 8th Street should be urban in character; hardscape improvements, such as sidewalks and public plazas should complement the commercial uses. Site design in other neighborhoods should reflect historic and adaptive reuse patterns established by existing development.

Objectives for Site Design:

- Convey the desired character of the neighborhood.
- Preserve and enhance public rights-of-way and parklands.
- Maintain scenic vistas from public rights-of-way.
- Preserve natural resources that are important to the community.
- Preserve and enhance established historical development patterns.

Comprehensive Plan Goal SP-8:

- To retain and encourage thriving local business, accessibility and pedestrian-friendly design in the Downtown area, the Town should look for development opportunities that emphasize these qualities.
- The Town should build on its attractive historic qualities and natural features, such as the San Juan River that continue to be a source of resident and tourist enjoyment.

Other appropriate Comprehensive Plan Goals include the following:

Goal G-4: The Town will target investment and development in the downtown and other "core" areas with existing infrastructure.

Goal G-6: New private development will fit in with existing residential, commercial, and other areas and will incorporate principles of livable and sustainable design.

Goal C-1: Pagosa Springs will develop and support a community Cultural Plan.

Goal C-4: Pagosa Springs will support Art in Public Places.

Goal H-1: Pagosa Springs will preserve our historic downtown and the character of older neighborhoods in and around downtown.

Goal E-2: Pagosa Springs will support new businesses that are compatible with and complement our distinct character and community's values, and that avoid an "Everytown USA" image.

Goal T-1: The Town will coordinate its land use and transportation decisions to ensure that transportation facilities are provided in conjunction with new development.

Goal T-4: Parking downtown will support a thriving, pedestrian-oriented downtown business district.

Goal S-1: Pagosa Springs will continue to provide a high level of public services and maintain existing facilities.

Goal R-1: Pagosa Springs will proactively work with counties and the Colorado Department of Transportation (CDOT) to address growth management, provision of services, transportation, and other issues.

Goal R-3: Pagosa Springs will coordinate with the Archuleta County School District to plan for growth.

Site Density and Development Patterns

Site development density should preserve and enhance established historic development patterns and strive to provide opportunities for economic feasibility and vitality within the Downtown Study Area. Appropriate densities, in terms of the scale and character of development, are illustrated in the opportunity site sketch plan studies.

- S1. Maintain historic development patterns.**
 - Buildings should reflect traditional building widths.

- S2. Increase the existing commercial development density to provide opportunities for economic vitality.**

Building Placement

Buildings should be sited to respect development patterns that are identified for each neighborhood, such as the orientation of structures to the street, the alignment of building fronts, setbacks and the relationship to neighboring properties.

Downtown Core

- S3. Maintain the alignment of buildings along the sidewalk edge in the Downtown Core including Pagosa Street between 3rd Street and 8th Street and Lewis Street between 4th Street and 5th Street.**
 - Align the front facade of the building with the street edge.
 - Maintain the alignment of key horizontal elements along the block such as the delineation between floors, window sills, clerestories, etc.
 - A small percentage of a building front may be set back to define a primary building entry.
 - Original widths of lots should be reflected in the architecture and site design.

East Village

- S4. Maintain the established setbacks by existing residential structures reflecting a residential and/or adaptive reuse development pattern.**
 - Landscape elements such as plant material, fencing, change in paving materials or elevation should be integrated with existing streetscape elements to define the sidewalk edge.
 - Original widths of lots should be reflected in the architecture and site design .

East End

- S5. Building setbacks should be coordinated to ensure vehicular access along the frontage road and should be built to the edge of a sidewalk that parallels the frontage road.**
 - Buildings will be set back from the highway due to an existing CDOT right-of-way and existing landscape buffer.
 - Sidewalks should be constructed between new buildings and the frontage road, when feasible.



A plaza in the front yard setback is appropriate in the East Village.

West End

S6. Buildings should be built to the sidewalk edge, to strengthen the pedestrian connections between the Downtown Core and civic facilities located in the West End.

- Variations from the build-to requirement may be considered in areas that are already developed with varied setbacks or for unusual lot configurations.
- The highway edge should be landscaped to buffer surface parking and buildings from the highway and should include street trees, planting beds with shrubs and sidewalks.

Hot Springs Boulevard

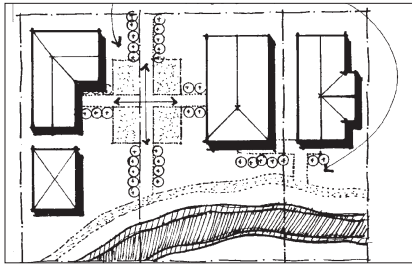
S7. Building placement should reflect adopted regulations for build-to-lines and setbacks.

- Portions of building fronts should be placed at the sidewalk edge to encourage pedestrian activity. This applies to Hot Springs Boulevard and internal streets that may be developed.

Views

S8. Maintain views from the public right-of-way and public amenities to scenic natural features and landmarks, when feasible.

- New buildings should be sited to preserve existing views of natural resources such as, the San Juan River, Reservoir Hill and surrounding mountains.



Use public open space to connect the entrances of two buildings on a site.

Site Features

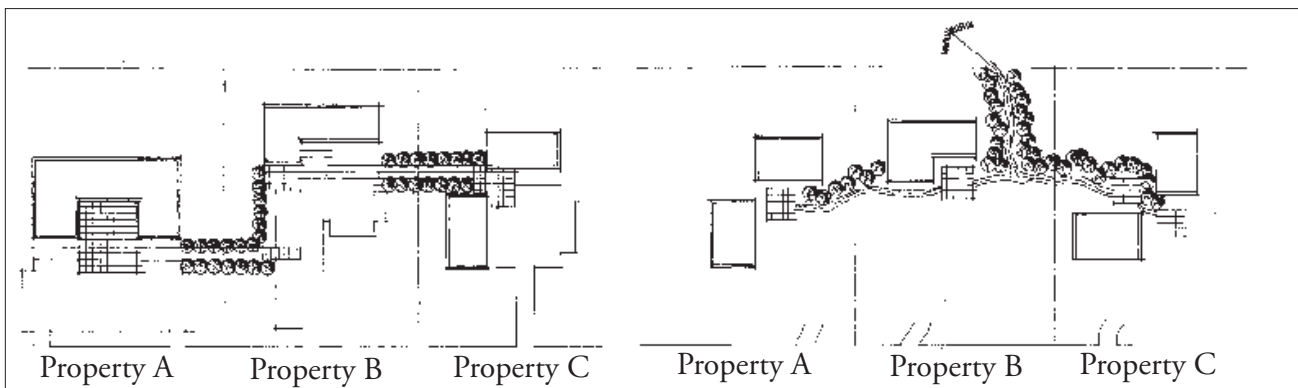
Significant natural features that exist on a property should be maintained as assets. For example, hot springs, the San Juan River and mature trees should be incorporated into new development.

S9. Preserve and enhance significant natural resources.

- Preserve sensitive land when it exists in key locations. For example, areas along the riverbank contribute to the character of the community and should be preserved.
- Position landscaped areas to link access points with those of adjoining properties.
- Enhance existing vegetation and landscaping, particularly mature trees.

S10. Where new development takes place adjacent to a creek or the San Juan River, integrate and celebrate the feature in the development.

- Enhance existing water resources including river, creeks and geothermal well heads and outflows.
- Incorporate the natural resources as site amenities.
- Double-front or cluster buildings so they orient to both the street and waterway, when feasible.
- Provide pedestrian connections to the waterway and/or pedestrian trail.
- Consider creating small plazas that overlook waterways.



Provide pedestrian connections to adjoining properties in the East Village.

Pedestrian and Bicycle Connections

Convenient pedestrian and bicycle access should be provided between properties to provide alternative routes and connections throughout Downtown. Connections west of Downtown to the regional trail system should be thoughtfully integrated into streetscape and circulation improvements. Two new pedestrian bridges are scheduled to be constructed crossing the river and additional bridges may be planned in the future.

S11. Provide convenient and well-maintained pedestrian and bikeway connections.

- Create internal walkways that link pedestrian and bicycle amenities to adjacent properties.
- Create new sidewalks and improve existing, damaged sidewalks.
- Create bicycle lanes on public streets, when it is consistent with the Bicycle Circulation Framework Map.
- Create and implement new opportunities for multi-use pedestrian bridges.

S12. Provide connections to regional pedestrian and bikeway circulation systems.

- Provide a clearly defined, direct connection to adjoining public sidewalks.
- Facilitate incremental implementation of alternative circulation routes.

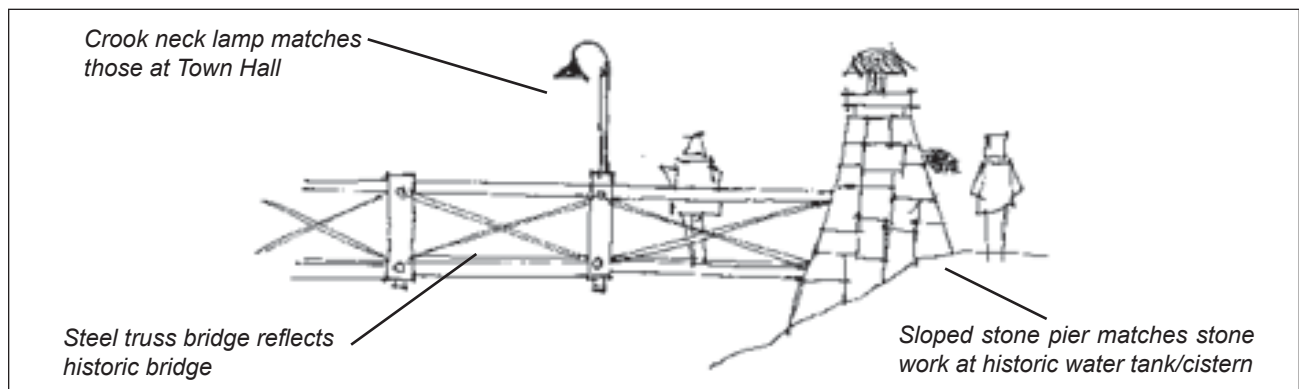
S13. Acknowledge regional trail master plans by allocating space for future trail connections.

- Provide connections to regional trails when they abut a property or are in close proximity.

S14. Bridges should include customized components, such as piers and/or railings that can be replicated in other applications such as markers or strap metal benches.

- The bridges should be consistent in design and color and integrate local materials, interpretive signage and public art, when feasible.
- The historic cisterns consist of a local stone that was used for construction of buildings and other elements. This stone may be an appropriate bridge material or unifying element.

The bridge abutment sketch below should be considered for illustrative purposes only and does not reflect a final design. The graphic is intended to illustrate integration of native materials in a manner that reflects the character of Downtown.





Do not locate window air conditioning units on a building's primary facade.



Where dumpsters are visible from a public way, they should be screened from view.

Mechanical Equipment

Utility service boxes, telecommunication devices, cables, conduits, vents, chillers and fans are among the variety of equipment that may be attached to a building which can affect the character of the area. Trash receptacles, dumpsters and recycling storage are also concerns. These components should always be screened from public view. Negative visual or noise impacts on any building, site or adjacent use should be avoided.

S15. Minimize the visual impact of mechanical equipment on the public way.

- Screen equipment from view by integrating architectural screen walls into the site design or by positioning screening devices such as fencing and/or landscape elements in appropriate locations.
- Do not locate window air conditioning units on any building facade that fronts a street.
- Use low-profile mechanical units on rooftops that are not visible from public ways. Mechanical units should be set back from the building edge and located in areas that are not visible or obtrusive.
- Satellite dishes should not be visible from the street.

S16. Minimize the visual impacts of utility connections and service boxes.

- Locate utilities on rear or secondary walls.
- Gas or electric meters should not be free-standing on-site

Service Areas

Service areas should be screened, visually unobtrusive and integrated with the site design.

S17. Orient service entrances, waste disposal areas and other similar uses toward service lanes and away from major streets.

- The alley system should be used to locate service areas.
- When alleys are not available services should be placed to limit visibility from abutting streets, pedestrian routes and adjacent properties.
- As an alternative, consider incorporating the service area as a part of the building design.

S18. Minimize the visual and noise impacts of trash storage and service areas.

- Screen service entrances, outdoor storage, dumpsters, trash collection or other such uses from public view with walls, fencing or landscaping.
- Design service area screens to reflect the character of the building.
- Minimize noise impacts by locating sources of offensive sounds away from other uses.
- Permanent outdoor storage should be prohibited.

Outdoor Public Spaces

The development of outdoor public spaces is encouraged in order to enhance the site as a place for pedestrians. Buildings and other site functions should be planned to create outdoor public spaces. Designing spaces that can be shared among properties is also encouraged.

S19. Provide an outdoor public space within site development, when feasible.

- Appropriate public spaces include plazas, pocket parks and river overlook areas.

S20. Develop an outdoor public space as a focal point for the site.

- Position outdoor public space on the site to visually or physically connect with outdoor public space on adjacent properties.
- Integrate and orient outdoor public space to natural features, architectural landmarks or other features that provide active or visual interest.

S21. Integrate landscaping and site furnishings as design features.

- Provide outdoor seating that is usable for extended periods during the year.
- Incorporate bike racks and other amenities that promote multi-modal transportation.

Public Street and Sidewalk Elements

Downtown Pagosa Springs contains several streetscape features that contribute to the overall character of the Town. Street trees, pedestrian lighting fixtures, decorative paving, vehicular and pedestrian bridges and furnishings each contribute to the overall character and result in a pleasant and desirable downtown experience cherished by local residents.

Street Trees

In public workshops, residents and business owners consistently cited street trees as a desirable streetscape attribute. Shaded streets provide comfort during the summer months and create a distinct and unifying street edge that links individual downtown neighborhoods.

S22. A standardized tree grate should be selected to ensure uniformity along the public right-of-way and for efficient maintenance.

- The existing tree grates along Lewis Street should be considered for installation throughout the Downtown Study Area.
- The tree grate should not detract from the overall streetscape design, but contribute to the desired character of the street.

S23. Locate street trees along edges of sidewalks to maintain a clearly defined pedestrian zone.

- Street tree installations should follow industry standards including irrigation systems and maintenance planning.
- Tree species shall be compatible with the local climate and result in dense shade canopies.
- Street trees located in areas of low pedestrian activity should be planted without tree grates using crusher fines and/or ground covers to protect the soil.



Public benches contribute to the pedestrian-friendly streetscape of Downtown Pagosa Springs.



An existing tree grate in Downtown Pagosa Springs. A standardized tree grate should be selected to ensure uniformity along the public right-of-way and for efficient maintenance.

Street Lighting

Light fixtures and poles should be considered as unifying elements that promote visual interest to the streetscape.

S24. Provide low-scale lighting in the right-of-way and along pedestrian routes.

- Lighting along the right-of-way should be provided by pedestrian scaled street lights.
- Pedestrian light fixtures and poles should be consistently spaced and uniform in height.
- Pedestrian light fixtures installed in the public right-of-way should be uniform in design and style.
- Installation of light poles should be coordinated with paving schemes to ensure that installation and maintenance does not interfere with unique and/or artistic paving patterns.
- Light sources shall be housed in fixtures and installed in a manner that will shield the lights from view and avoid glare and light spill.

Sidewalks and Paving

Sidewalks are important elements of a pedestrian friendly-environment. Sidewalks should be considered essential elements to implement and maintain within the Downtown Study Area. An urban area includes a variety and an abundance of paving material. It is essential to establish paving standards for all paving improvements constructed in the public right-of-way, including sidewalks, crosswalks, handicap ramps, street surfaces and parking lots.

S25. Due to constructed environments, sidewalks may differ in width by location.

- Due to the location of the highway in respect to property boundaries in the East Village, not all public sidewalks may be able to be placed within the right-of-way. In some cases, portions of a sidewalk may need to be located within the setback area of a property.
- Sidewalks throughout Downtown Pagosa Springs should range in width from 5 feet to 10 feet depending on area and level of usage.

S26. The Town should explore opportunities to use porous paving materials.

- This is especially important in areas where stormwater drainage is critical to managing and controlling run-off and pollutants.
- Many communities are integrating porous paving construction techniques into the development of large surface parking lots to address stormwater run-off and water quality issues. Because some paving is located in close proximity to the San Juan River, porous paving options should be explored as a means to filter contaminants.
- Bio-swales to filter storm water runoff should be considered for installation in projectd that abut a drainage.

S27. Streetscape improvements should include standard and ornamental paving patterns to differentiate use areas along the street.

- Wider sidewalks may include a “furnishings strip” that contains benches, lighting, planters and trash receptacles to create a definitive edge to the street and to keep the primary pedestrian corridor open and accessible.
- Paved surfaces create an opportunity for embedded markers in areas of high pedestrian activity. The markers could be used to highlight historic structures, uses or landmarks.
- Differentiate pedestrian amenities that traverse streets and/or drive-ways using diverse paving materials or finishing techniques.



Sidewalk Benches and Shelters

S28. Sidewalk seating and benches placed in public plazas and parks should be compatible with the historic character of the community.

- Benches installed within the public right-of-way should be uniform in design and placement.
- The Town’s selected bench prototype should accommodate opportunities for unique and artistic detailing.
- Provide transit facilities such as shelters, benches, bicycle racks or lockers, when feasible and appropriate.



Sidewalk Trash and Recycling Receptacles

Trash and recycling receptacles are a necessary component to active pedestrian areas. Initially, trash receptacles were used only for trash collection. New non-smoking and recycling ordinances have resulted in multi-purpose containers which include ash urns and depositories for recyclables.

S29. Trash and recycling receptacles should be installed in areas of high pedestrian activity.

- Trash and recycling receptacles should be installed in a manner that does not impede pedestrian traffic and shall be uniform in design and placement.



Sidewalk Publication Boxes

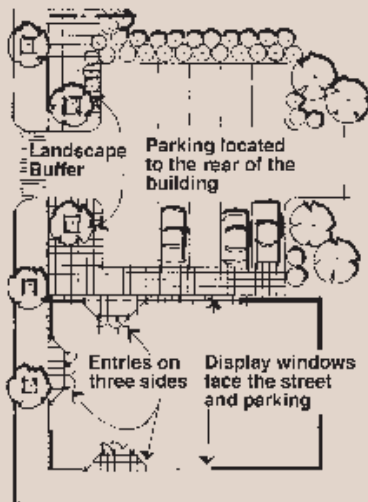
Publication boxes are often grouped together and located in areas that experience high pedestrian traffic. The visual impacts of publication boxes should be minimized. Poorly maintained or placed boxes can detract from the overall character of the street. Many cities are now creating screening devices that contain groups of publication boxes at acceptable locations.

S30. Publication boxes should be organized into groups.

- Publication boxes shall not impede pedestrian access.
- Publication boxes should be screened to mitigate differences in size and color.

Trash receptacles, tree grates and benches are an integral component to the overall streetscape.

Parking Lot Designs that Minimize Negative Impacts



Minimize the negative visual impacts of cars parked on site.



Screen parking areas from public view with landscaping.

Parking Lots

The visual impacts of surface parking areas should be minimized and large expanses of parking lots should be avoided. In addition, using on-street parking, shared parking agreements and multi-modal facilities should be considered to accommodate a percentage of parking needs.

S31. In all developments, minimize the number of cars parked on site.

- For major site developments, parking supply shall not exceed the maximum requirements, unless provided off-site or in structured parking.
- Share parking spaces with complementary uses that have different peak periods of parking demand.
- Access to a site should include provisions for alternative modes of transportation, including walking and biking.

S32. Minimize the negative visual impacts of cars parked on site.

- Parking lots should be located to the rear of a building to minimize visual impacts and to avoid a “broken tooth” block face from the public right-of-way.
- Screen parking areas from view of public ways with landscaping (i.e., berm, low decorative wall, hedge)
- Divide parking areas into smaller lots with planted buffers between them to minimize the perceived scale.

S33. Use shared drives to access parking areas.

- When alley access is available, locate driveways and parking areas at the rear of site.
- Avoid parallel road conditions in which two abutting properties have separate driveways.
- Provide cross-property easements to share driveways and reduce the need for additional curb cuts.

Downtown Core

Parking for commercial businesses located in the Downtown Core is comprised of public on-street parking spaces, surface parking lots located at the Overlook, the intersection of Lewis Street and Pagosa Street and in the alley between Lewis Street and Pagosa Street.

Recent infill and redevelopment projects combined with the desire by residents to ensure that Downtown Pagosa Springs offers safe venues for walking and congregating has created a need for alternative parking options that are convenient and accessible for local customers and visitors.

S34. Enhance alley parking opportunities.

- Group and combine services such as dumpsters to reduce duplication in services.
- Place utilities underground to eliminate obstructed parking space.
- Remove accessory structures not associated with commercial purposes that impede orderly and functional parking.
- Explore heating alley and parking stalls to melt snow.

S35. Enhance existing “Overlook” public parking area.

- Provide landscaping and street trees to provide shade and visual interest.
- Provide decorative paving and other amenities to create refuges for pedestrians crossing the parking lot and overlooking the river.

East Village

The conversion of residential structures to commercial uses has increased the need for on-site parking as shown in the diagrams on this page.

S36. Ensure streetscape continuity by minimizing curb cuts along the highway, to the extent feasible.**S37. Locate access to parking areas and access to structured/integrated parking to the rear of the site, accessible from the alley.**

- Do not allocate any of the front or side yard setback for parking.
- Locate parking pads, carports, garages and driveways to the rear of the lot.

East End

Surface parking lots should be carefully integrated into new development to mitigate the visual impact of large surface parking lots from both the highway and the river.

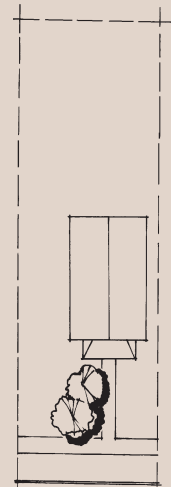
S38. Surface parking lots should be located to the sides or rear of the building with on-street parking located on the frontage road.**S39. Connections to the highway from the frontage road should be minimized to allow for a continual landscaped median and sidewalk along the edge of the highway.****S40. Trailhead parking, access to Riverside Park and boat put-ins should be integrated into future access and parking improvements.****West End**

Surface parking lots should be carefully integrated into new development to mitigate the visual impact of large surface parking lots from the highway.

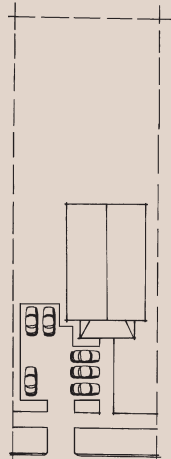
S41. Curb cuts along the highway should be minimized to ensure continuity in sidewalks for safe and convenient pedestrian access.**S42. Surface parking lots should be located to the sides or rear of the development to allow the buildings to have a prominent presence along the highway.****S43. If topography allows, incorporate structured parking into the building footprint.****Parking Lot Design in the East Village**

Little or no on-street parking is provided on traditional residential lots in the East Village.

Buildings are set back from the street with front and side yard landscaping as shown at right.

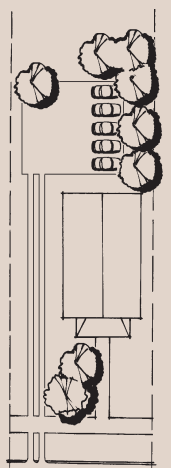
**Hwy. 160**

The conversion of residential structures to commercial uses has increased the need for on-site parking. However, it is not appropriate to locate parking within the front yard setback as shown at right.

**Hwy. 160**

On-site parking should be located to the rear of buildings to promote streetscape continuity.

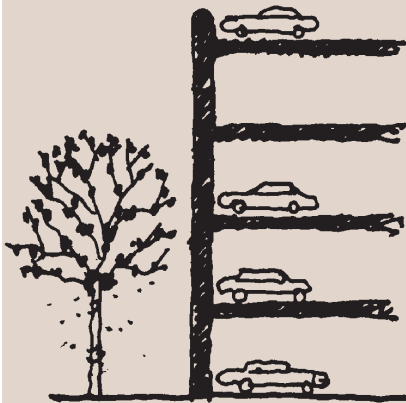
Where alley access cannot be used to minimize highway curb cuts, rear parking access should be provided via a landscaped driveway as shown at right.

**Hwy. 160**

Parking Structure Designs that Enhance the Activity of the Streetscape



Appropriate: Providing an active use along the ground floor street edge.



Inappropriate: Building the wall of a parking structure directly at the street edge.



A "wrapped" parking structure camouflages parking and animates the street.

Parking Structures

Parking structures should be designed to enhance activity at the street level. At a minimum, a parking structure should be compatible with the surrounding streetscape, land uses and should help animate adjacent streets. The visual impact of moving cars and parked cars should be mitigated by placing the drive lanes/ramps on the alley or internal to the structure and by ensuring that openings and fenestration block automobile lights.

- S44. **Explore constructing parking structures that provide shared public/private parking opportunities for merchants, employees and visitors in or near the Downtown Core and East Village.**
- S45. **Parking structures should be considered for mixed-use projects that include pedestrian-friendly commercial storefronts at street level.**
- S46. **Orient and design parking structures to create a visually attractive, pedestrian-friendly street edge.**
 - The structure should be wrapped with commercial uses at the street level to camouflage parking and to animate the street.
- S47. **Parking structures shall be compatible with traditional buildings in the surrounding area.**
 - Use complementary building materials, architectural detailing and window patterns to ensure compatibility with surrounding commercial structures.
 - Locate egress/access points to ensure that curb cuts do not interfere with heavy volumes of pedestrian traffic.
 - Integrate public art into the structure.

Open Space

Interesting and inviting streetscapes often contain small areas for activities and respite. These supplemental gathering spaces contribute to the character of the street and provide visual interest. Opportunities for expanded public plazas along the street edge exist in several sections of Downtown. These paved and landscaped spaces may include expanded sidewalks, formal entry plazas and informal public gardens. In all cases, visibility and accessibility from the street should be considered a priority.

- S48. **Open spaces should read as accents along the established public right-of-way.**
 - In general, the sidewalk edge of the Downtown block should consist of building walls. Voids between structures should be designed as subordinate to the defined street edge.
- S49. **Design public open space to contain year-round activity zones.**
 - Integrate seasonal activities into the overall design and programming of public open spaces.

S50. Site planning for public open space should maximize opportunities for sun and shade.

- Solar access should be considered in locating site furnishings and activity zones.
- Trees should be strategically located to provide shade during the summer months.

Landscape Design

The quality and character of the landscape is critical to the successful integration of a development project.

S51. Distinguish between public and private landscape improvements.

- A definitive edge should be recognizable between the public right-of-way and private property. This can be achieved by changing the paving pattern, paving material and plant material.

S52. Preserve and maintain mature trees and significant vegetation.

- Include existing, mature and native vegetation as a part of a landscape design scheme.
- Incorporate healthy trees and vegetation into clustered arrangements on new development sites.

S53. Landscape design and plant palettes should include native plantings and plantings tolerant of the local climate.

- Drought tolerant and xeric plant material should be used as a means to reduce irrigation needs.

S54. Paving materials and other hardscape elements should include native stone and provide continuity in design to other public improvements.

- Site plans should delineate proposed paved areas and paving materials. Use of native stone (not river rock or cobble) is highly encouraged to link new development with historic materials and the natural resources of the region.

S55. Geothermal elements should be highlighted and integrated in landscape improvement projects.

- Any site that includes geothermal sources should seek to highlight the source and provide interpretive markers and signage.
- Location and height of plant material and pedestrian light fixtures should be coordinated with proposed interpretive signage elements.

S56. Landscape buffers should be provided, when site development such as parking, storage and equipment areas create an unavoidable negative visual impact on abutting properties or the public way.

- Provide a landscape buffer at the edges and between parking lots and driveways.
- Provide a landscape buffer between incompatible uses.
- When appropriate, provide a landscape buffer between a recreation trail and/or open space. This should complement the natural character of the site.
- Provide a landscape buffer at ground mounted equipment, service and/or storage areas.



Distinctive light fixtures in public-rights-of-way help create a pedestrian friendly environment and can help differentiate different character districts.

Site and Architectural Lighting

Lighting within new development and within public rights-of-way is important for aesthetics and safety. Traditionally, site lighting was simple in character and was used to highlight building storefronts, entrances, signs, architectural details and pedestrian connections to buildings. Today, safety is a primary concern and external site lighting is used to light parking lots for security purposes. Site lighting should be considered in tandem with light fixtures installed along public rights-of-way and trails and should be used to reinforce the visual continuity of Downtown.

The Town of Pagosa Springs has adopted lighting regulations similar to Dark Sky ordinances. All exterior lighting improvements should be consistent with the requirements of this ordinance to limit light trespass and light pollution.

S57. Use exterior lighting for the following:

- To accent architectural details.
- To accent building entrances.
- To accent signage.
- To illuminate sidewalks and pedestrian trails.
- To illuminate parking and service areas.
- Exterior lighting designs and fixtures should be considered an opportunity for a temporary or permanent public art installation.

S58. All lighting shall be shielded to prevent off-site trespass or glare, per the Town's lighting regulations.

- Light sources shall be housed in fixtures and installed in a manner that will shield the lights from view and avoid glare and light spill.
- The light source shall not emit a significant amount of the fixture's total output above a vertical cutoff angle of 90 degrees directly visible from neighboring properties. Any structural part of the fixture providing this cutoff angle shall be permanently attached.

S59. Parking lot lighting schemes should be designed at human scale.

S60. Minimize visual impacts of architectural lighting.

- Wall mounted flood lamps shall be shielded so that the light source is not visible from off-site locations. Spotlights without shielding devices are not allowed.
- A lamp that conveys the color spectrum similar to daylight is preferred. For example, metal halide and color-corrected sodium are appropriate.
- Lighting fixtures should be appropriate to the building and its surroundings in terms of style, scale and intensity of illumination.
- Wall-mounted light fixtures should not extend above the height of the wall to which they are mounted.

S61. Specific areas within Downtown may require specific lighting treatments to create the desired ambience and to enhance the intimacy of the location.

- Locations and amenities such as public and private plazas, sidewalks and trails, river access locations, water features, and public or private parks may be considered for enhanced and artistic lighting opportunities.
- Exterior lighting designs and fixtures should be considered an opportunity for a temporary or permanent public art installation.

Signage

Traditionally, a variety of signs were seen in the downtown area. Freestanding signs mounted on a pole or post were located near the sidewalk because the primary structure was set back from the street. Projected signs were mounted above awnings/canopies with signage on both sides to maximize their visibility from the street and sidewalk. Flat signs were attached to buildings either above or below the awning and window signs were frequently painted on glass on the first and sometimes second story.

Appropriate signage types vary according to their location within the Downtown Study Area, as outlined below. The placement or location of a sign is the key factor in maintaining order and integrity. Consistent placement of signs according to building type, size, location and materials creates a visual pattern that the pedestrian can easily comprehend to the mutual benefits of merchants, visitors and customers.

S62. Design signs to be in balance with the overall character of the site and building.

- Signs should not have changeable copy.
- Internally illuminated signs are discouraged.

S63. Consider the building front as part of an overall sign program.

- Coordinate a sign within the overall facade composition.
- A sign shall be in scale with the front building facade.
- Locate signage to accentuate architectural detailing of the front facade.
- A signage palette should be developed for the overall project.

Public Art

The Pagosa Springs community is interested in integrating public art into public improvements and private development. Public art could be a component of a specific site, building plan or landscape improvement plan. The size and complexity of the public art component should correspond to the size and overall cost of the project. For example, the installation of a new pedestrian bridge might include some ornamental paving at the bridge landing or a specific location for a sculpture atop a pier. A repaving or maintenance project may be able to integrate public art such as tile or paving. The goal should be to establish a precedent for public art components that would be used by the Town as examples to future developers that express the community's expectations for public art.

General

S64. Major public improvement projects such as streetscape improvements and public facilities should include specific public art components.

- Each major public improvement project should include an opportunity for public art, proportional in size and complexity to the corresponding project.

S65. Private development projects should include specific public art components.

- Each private development project should include an opportunity for public art, proportional in size and complexity to the corresponding project.

S66. Public art should be inventoried and monitored for diversity of medium and artists.

- Public art should seek to include all types of mediums.

Water Elements

The San Juan River and the abundance of hot spring resources combine to create unique attributes within the community. These water resources should be highlighted and celebrated.

S67. Water-related elements should be considered for enhancement opportunities and celebration, when visible to the public on a public or private development site or within a public way. The following list includes potential examples of specific features that should be considered for enhancement:

- Storm drains, inlets and outfalls traditionally require specific grates that could include a unique logo or symbol.
- Manhole covers often contain unique designs that reflect specific districts or themes.
- Geothermal markers and interpretive signage should be integrated into site plans and buildings to educate and celebrate the Town's commitment to natural resources.
- All geothermal wellheads, sources and outflows should be identified using a consistent palette of signage and/or engraved medallions.
- River crossings, signage and amenities should include signage and/or interpretive signage that convey the importance of the river.

S68. Discharge of storm water should be handled in an environmentally responsible manner

- Permeable surfacing should be considered as an alternative to traditional paving.
- Filters, septors and other filtration devices should be considered for use in managing storm water.

Wireless Communication

As communication networks expand and provide new and innovative systems that allow for wireless access to internet service and cellular telephone providers, residents and visitors will be seeking opportunities for wireless connections. The visual impacts of these features should be minimized.

S69. The Town of Pagosa Springs should monitor telecommunication advances and explore opportunities for integrating new technologies into public spaces.

- Publicly accessible open spaces and plazas should be considered appropriate areas for wireless communications. If it is made available, it should be identified with signs that are consistent with the town's wayfinding system.

S70. Ensure that wireless communication does not disrupt programmed activities.

- Areas allocated for specific uses may not be conducive to wireless technologies that could result in unintended distractions. Outdoor performance spaces should include removable signage that prohibits the use of cellular phones during performances.

Historic Resources

Many historic structures are located within the Downtown Historic Business District, and special preservation guidelines are proposed and should be adopted. In addition, there are individual historic resources that are located in the downtown area. Some of these historic resources should be considered listing on the local register while others may be considered as Structures of Merit. Preservation of these resources should be encouraged.

S71. Preserve historic buildings throughout the downtown.

- The appearance of historic buildings visible from public streets should be preserved.
- Maintain key features of historic properties that are in good condition or repairable condition.
- If a feature is deteriorated, repair it rather than replace it, when appropriate.
- If a feature is beyond repair, reconstruct it using information from the original.
- Alterations may be considered, but must retain the integrity of the property as a historic resource.

S72. Fabric awnings are appropriate on historic commercial storefront buildings.

- Fixed canopies are out of character with the period that Downtown historic buildings convey and their use is discouraged.

S73. Hip roof porches are appropriate on buildings within the East Village.

- Maintain porches on historic buildings within the East Village and create porches on new buildings.



Maintain key features of historic properties in good condition.

Traditional Characteristics of Downtown Storefront Buildings



- *Transparent first floor*
- *Awning sheltering windows*
- *Horizontal moldings define first floor and the building cap.*
- *Upper stories have lesser percentage of glass*
- *Entry is recessed*
- *Building width reflects traditional scale*
- *Building height of two stories at sidewalk edge.*
- *Front is articulated to reflect traditional widths.*



Moderately scaled buildings of one to two stories make up the traditional pattern of development on Lewis St. in the Downtown Core.

Building Design Guidelines

New infill buildings, redevelopment and building renovations should respect the small town character of Pagosa Springs. In general, buildings are low in scale and have a high degree of visual interest that derives from the use of a traditional building material palette. Generated from visual preference studies and public input, these design guidelines should be used for developing appropriate infill and redevelopment projects. Preferred building type may vary depending on the character of the area in which the proposed development is taking place. When planning and designing a new project, one should be sensitive to the area's character and employ these design guidelines to ensure compatibility with existing development.

Architectural Character

A new building should be compatible with the traditional architectural features exhibited by existing buildings in town. However, new buildings should not imitate older styles. New buildings should be stylistically distinguishable from its older neighbors and at the same time the overall design of new infill projects should reinforce traditional development patterns.

B1. New building styles that respect traditional architecture of Pagosa Springs shall be used.

- A new design that draws upon the fundamental similarities among older buildings in the area without copying them is preferred. This will allow the new project to be construed as a product of its own time, yet be compatible with its traditional neighbors.
- The literal imitation of older historic styles is discouraged.
- Traditional building types include commercial storefronts, single family houses and small offices. These may be reinterpreted for contemporary needs while also reflecting these traditions. The appropriateness of each of these building types is described in the guidelines that follow.

Building Height

B2. A building should be similar in height to those seen traditionally in the neighborhood.

- Where taller elements are used, step the mass of a tall building down to a lower height as it approaches smaller adjacent buildings, public parkland, pedestrian trails and/or the San Juan River.
- When designing a building the alignment of building elements is particularly important. Although a new building may be taller than surrounding buildings, the first several stories should visually relate in scale to the surrounding context. Individual modules should step down to meet lower, adjacent buildings.
- Maximum building heights are established in the Land Use and Development Code and shall apply.

East Village

Due to sloping topography in this area, larger buildings should be stepped down, if feasible, from the high portion of the building site to the lower portion of the building site. Stepping down will help reduce the visual impact of larger structures from the highway, river and neighboring properties. A building may require other mitigation to ensure that the mass and scale located at street level does not overwhelm properties abutting the shared alley.

Downtown Core

New infill buildings should reflect the traditional building heights within the Downtown Core which range from one to three stories. Larger buildings may be necessary to accommodate specific uses. When an additional story is planned, portions of the new story should be stepped back from the front facade. A facade that is stepped back will not overpower adjacent structures and will maintain the desired building mass and scale at the street edge.

East End and West End

Building heights should respond to existing development standards and should help establish a greater sense of scale along the street.

Hot Springs Boulevard

Maximum building heights are established in the Land Use and Development Code and shall apply.

Building Materials

B3. Building materials should be similar to those used traditionally in Pagosa Springs.

- Wood, as horizontal lap siding, and board and batten is appropriate.
- Stone and brick are also appropriate.
- Stucco, when detailed to provide a sense of scale and texture may also be considered.

B4. New materials may also be considered, if they appear similar in character to materials used traditionally.

- New materials should be detailed to express human scale and should be of high quality and have demonstrated durability. For example, if a synthetic siding is to be used, it should reflect the correct lap dimensions of traditional wood siding, and must be of high quality such that it will endure in the local climate.
- Large expanses of featureless siding and roofing are inappropriate.

B5. A simple material finish is encouraged for a large expanse of wall plane.

- A matte, non-reflective, finish is preferred. Materials such as mirrored glass should be avoided.

Compatible Architectural Design for Infill Development



Before: Development of this parking lot should be compatible with the surrounding traditional commercial buildings.



After: Simplified interpretations of traditional building elements, including a transparent first floor with display windows and an ornamental cornice, help this new building fit into the surrounding traditional commercial buildings.



Stylistically distinguishing a new building from its older neighbors is preferred when the overall design of the new infill project reinforces traditional development patterns.



Building Entrances

Building entrances should be clearly visible and conveniently accessible from public sidewalks and trails.

B7. Locate the primary entrance of a building to face a public sidewalk, plaza or other pedestrian route.

- Locate the primary building entrance on the building facade that faces and/or abuts the street.
- Clearly define the primary entry with a recess, porch or canopy, depending upon the appropriate building type.
- Secondary public entrances are encouraged, especially on larger structures and structures that abut the river or incorporate a plaza.
- A contemporary interpretation of a traditional building entry similar in scale and overall building character to those seen traditionally is encouraged.

Downtown Core

B8. Primary building entrances in the Downtown Core should be designed for pedestrian use and be oriented towards public rights-of-way.

- Primary building entrances should be recessed and should consider covering the entry with an awning.



East Village

B9. Primary entrances in the East Village should be oriented towards the highway and be covered by a roofed porch structure.

- If a porch is enclosed, transparent materials should be used.

Roof Forms

Roof forms contribute to visual continuity. Existing commercial structures and public facilities include flat roofs. The use of flat roofs is appropriate when combined with architectural details such as parapets, but sloped roofs should also be considered and combined with dormers to create architectural interest and delineate mass and scale.

B10. The use of flat or slightly sloping roofs with parapets in the Downtown Core are preferred.

- Parapets should not exceed height regulations.

B11. Simple building forms with sloping roofs are preferred in other sub areas.

- Exotic roof forms that would detract from the visual continuity of the neighborhood and Downtown area are discouraged.

B12. Sloping gable and hip roofs are encouraged when they exist on surrounding, adjacent structures.

- Shed roofs are appropriate for front entrances, porches or on smaller masses of the primary structure.
- The majority of Pagosa Springs businesses and homes have simple roof configurations with no more than two types of roof forms. Examples of roof forms in Pagosa Springs include gable, shed, hip and flat roofs.

Recessed building entries provide a respite from winter weather and help pedestrians identify storefront entrances.

B13. Roof material should be muted in color and sensitive to the surrounding landscape.

- Roof materials should be limited to an earthen color palette. Appropriate materials may include heavy gauge corrugated or standing seam Corten Steel, copper standing seam, zinc or zinc colored standing seam and pro-panel metal roof. Slate or asphalt shingle and wood shake may also be appropriate materials. A combination of roofing materials may also be appropriate per building type and design.



Appropriate Development Types

In addition to appropriate site and building design for projects within the Downtown Study Area, a number of specific development types have been identified as being appropriate for the Town. The following development types may be appropriate within certain character areas of the downtown.

Mixed-Use Development Projects

This project is typically a complex of buildings that provides a mix of uses. These projects can reflect a traditional commercial or residential development pattern or a combination of the two. Mixed-use villages are a particularly appropriate development type within the West End Character Area and may be appropriate for the Downtown Core and East Village areas.

B14. Design mixed-use developments in the West End to be compatible with traditional development patterns in Downtown.

- A new infill building should acknowledge the mountain context and contain architectural detailing and landscape features that are a contemporary interpretation of commercial structures found in Pagosa Springs and other established mountain communities. However, building style should not be a replica of historic buildings nor of contemporary “park-itecture.”
- A larger building should be divided into modules that are similar in scale to buildings seen traditionally in the area.
- Step the mass of a tall building down to a lower height as it approaches adjacent residential buildings.
- Locate a primary building entrance on the building facade that faces and/or abuts the highway or primary street. Provide a storefront, porch or other element that delineates the front facade and building entrance. New buildings shall contain architectural detailing and delineation on all sides of the structure.
- Parking should be located to the interior of the property and should be limited to meet the minimum requirements for the property. Off-site or shared parking accommodations for a portion of the required parking should be considered.
- If a building maximizes the height limit, consider stepping upper stories back from the main facade, or design the lower levels to express the alignment of elements seen traditionally in the block.
- Materials should appear similar to those used traditionally such as clapboard siding and masonry. Wood, stone and brick are preferred for new construction.



Samples of existing roof forms in Pagosa Springs.

The Mixed-Use Village Building Type



- A. Varied building setbacks
- B. Detached sidewalk with planting strip
- C. Courtyard framed by buildings
- D. Mix of gabled and flat roof forms
- E. Parking located in the rear

Main Street Accommodations



- A. Landscaped foreground
- B. Internal parking
- C. Building in a cluster arrangement
- D. Connection to regional trails

In some cases, a lodging complex may be anchored by a larger building on the corner or front of the site with smaller secondary cottages comprising the remainder of site, closer to the river.

Main Street Accommodations

This project type is typically a complex of buildings that provides lodging facilities for visitors. In some cases, a spa or hot springs may be provided on site. Both small and large lodging facilities may be appropriate. Smaller lodges could reflect a residential scale and character while larger resorts typically would have a primary complex with numerous smaller facilities. Both types of facilities should include courtyards, landscaping and water features. Buildings should be sited in the East End or Hot Springs Boulevard and should respect development patterns that are identified in these character areas.

Architecturally, the building and site configuration should use contemporary interpretations of traditional architectural styles gathered from the area's early resorts and lodging options. These include the use of wood framed structures, gable and hip roofs and porches. Stucco may also be considered but it should be used in a way that reflects local designs.

B15. Site and design of resort developments should be compatible with the existing context of the Town.

- All buildings should have a one story element such as a porch or awning that addresses the street.
- A new infill building should reflect the traditional building widths within the character area.
- Parking should be located to the interior of the property and should be limited to meet the minimum requirements for the property. Off-site and shared parking accommodations for a portion of the required parking should be considered.
- Wood siding, in the form of clapboards, board and batten and shingles, should be the predominant material. Masonry may also be appropriate. New materials may be considered; however, they should convey the appearance of traditional wood siding.

Mountain Complex Infill

This building type should be used within the East End where commercial and mixed-use buildings will develop with a river setting and mountain backdrop. New infill projects located in this area are encouraged to use the design traditions found within traditional mountain complexes. This development often includes a cluster of buildings, with some set back significantly from the street and others at the sidewalk edge. The setback should reflect the landscape character of adjoining properties.

- Buildings should be clustered to reflect a traditional mountain town building complex.
- A new infill building should reflect the building widths of traditional scaled buildings.
- The foreground of the property should be landscaped with appropriate materials for the Town. A portion of the river should be visible from the entrance.
- Parking should be located to the interior, to the side or the rear of the lot and should be limited to the minimum number required.
- Wood siding, in the form of clapboards, board and batten and shingles, should be the predominant material. New materials also may be considered; however, they should convey the appearance of traditional wood siding.
- Buildings of this type should convey a high quality of construction. Temporary buildings or structures are inappropriate.



Buildings should be clustered to reflect a traditional mountain town building complex.

East End Infill

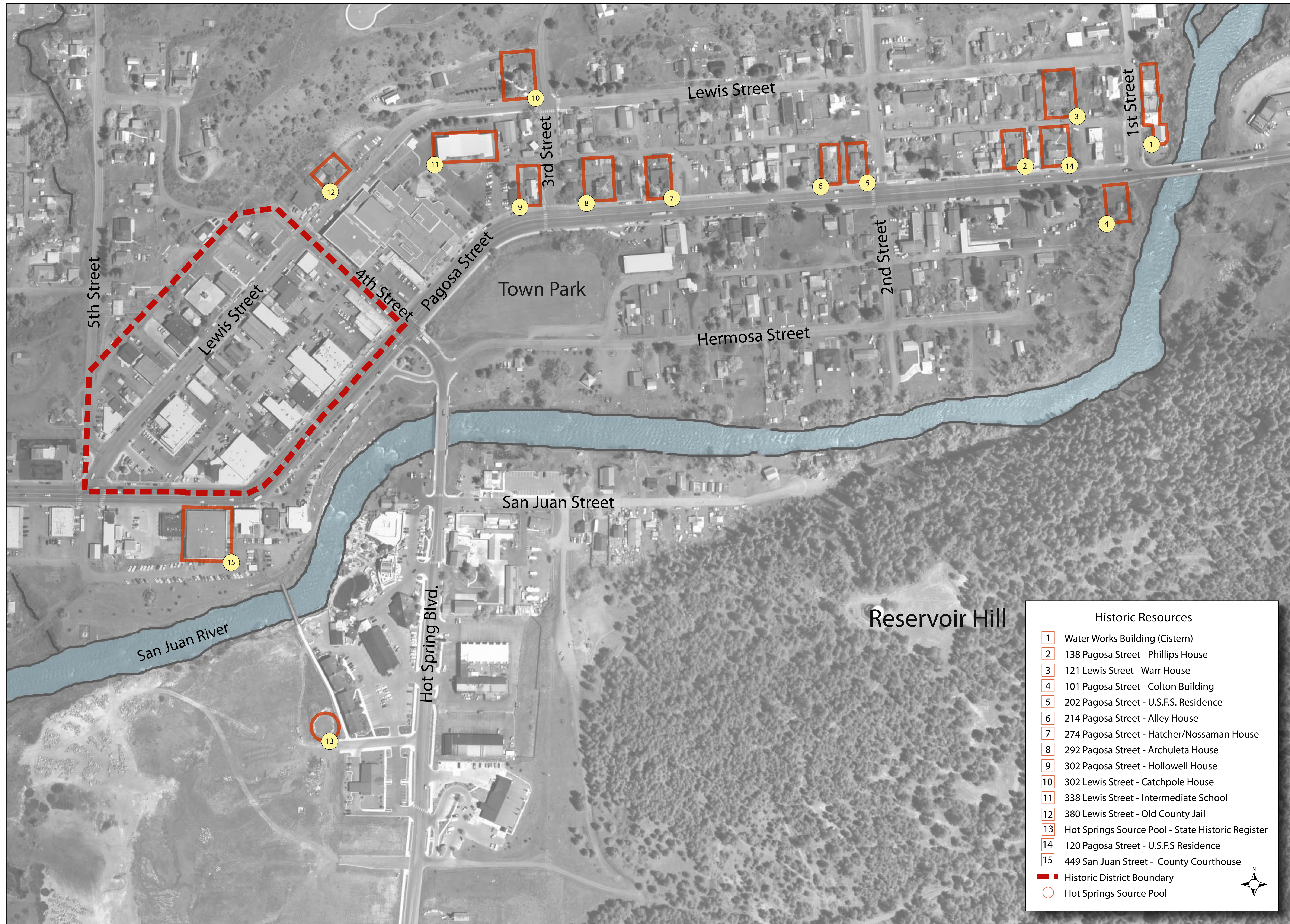


- A. Internal parking
- B. Sloping roof forms
- C. Internal links to sidewalks and trails
- D. Edge buffering and screening
- E. Buildings in clusters rather than aligned in a row

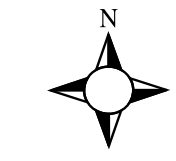


This building reflects a traditional rural mining vernacular building type and would be appropriate in the East End area.

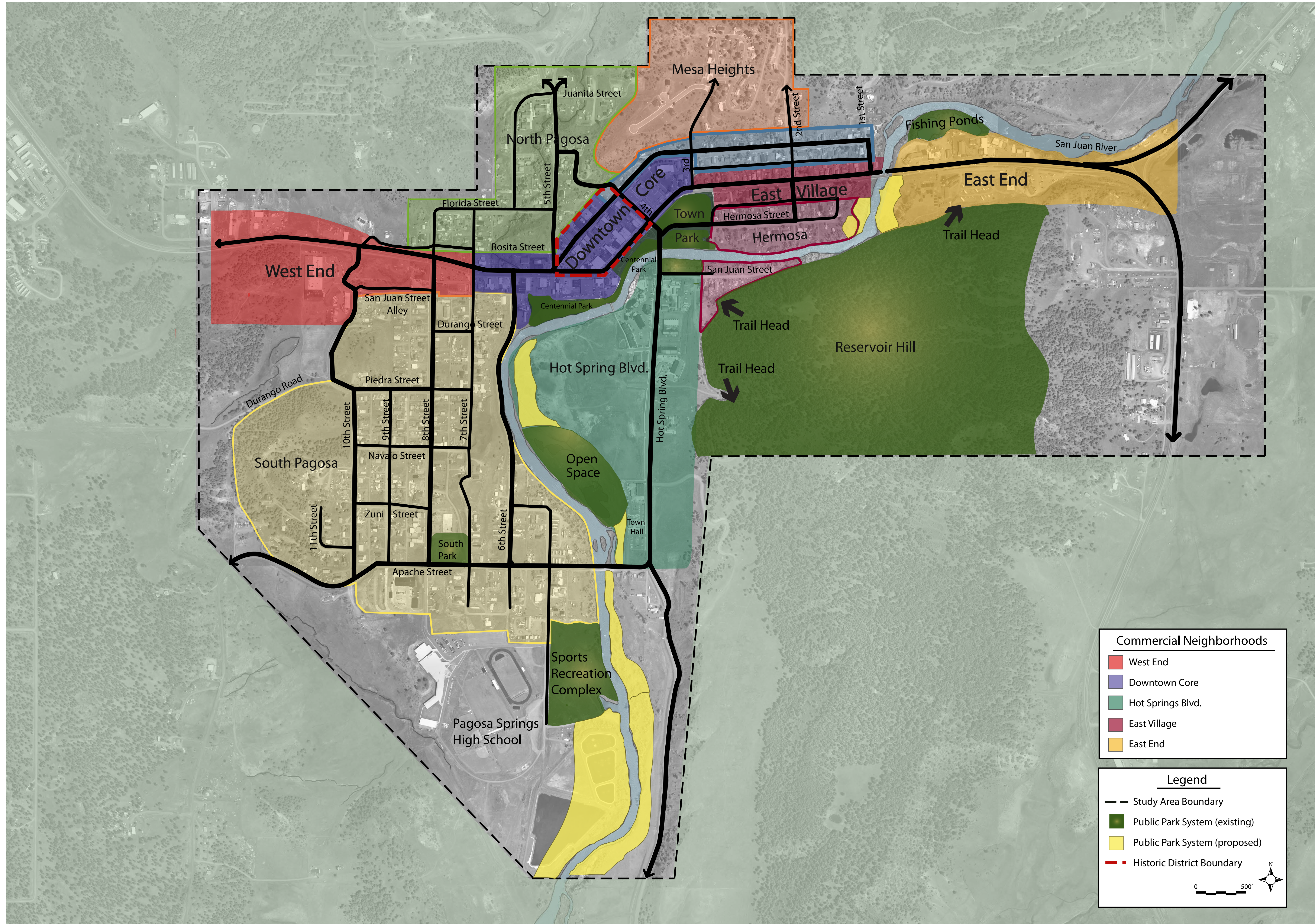
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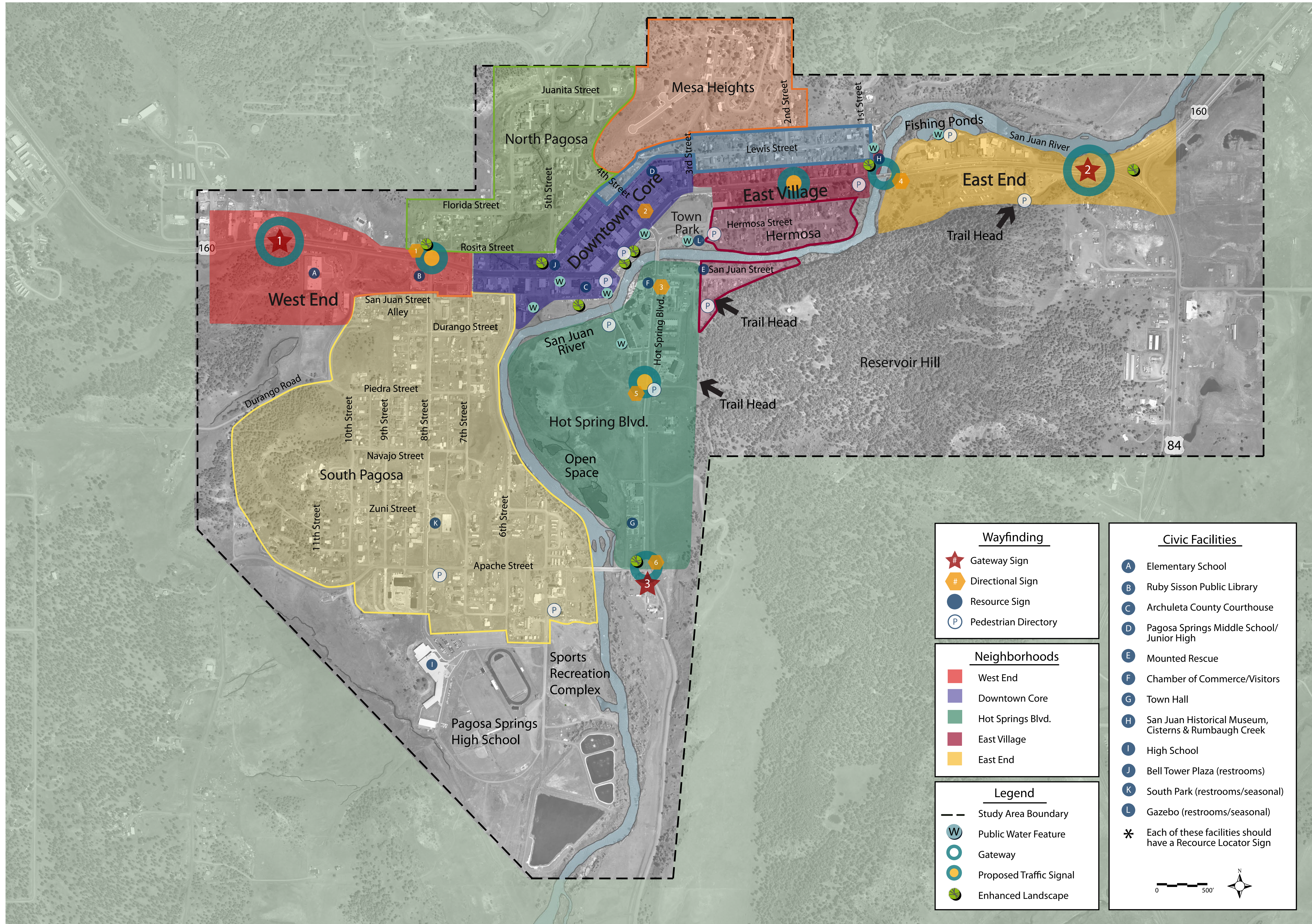


Historic Resources	
1	Water Works Building (Cistern)
2	138 Pagosa Street - Phillips House
3	121 Lewis Street - Warr House
4	101 Pagosa Street - Colton Building
5	202 Pagosa Street - U.S.F.S. Residence
6	214 Pagosa Street - Alley House
7	274 Pagosa Street - Hatcher/Nossaman House
8	292 Pagosa Street - Archuleta House
9	302 Pagosa Street - Hollowell House
10	302 Lewis Street - Catchpole House
11	338 Lewis Street - Intermediate School
12	380 Lewis Street - Old County Jail
13	Hot Springs Source Pool - State Historic Register
14	120 Pagosa Street - U.S.F.S Residence
15	449 San Juan Street - County Courthouse
	Historic District Boundary
	Hot Springs Source Pool



Town of Pagosa Springs Downtown Master Plan
Historic Resources Map





Wayfinding

- ★ Gateway Sign
- ⬢ Directional Sign
- Resource Sign
- Ⓟ Pedestrian Directory

Neighborhoods

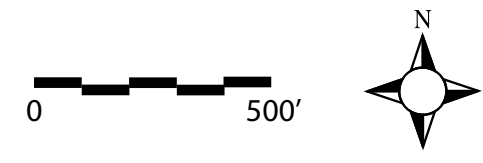
- West End
- Downtown Core
- Hot Springs Blvd.
- East Village
- East End

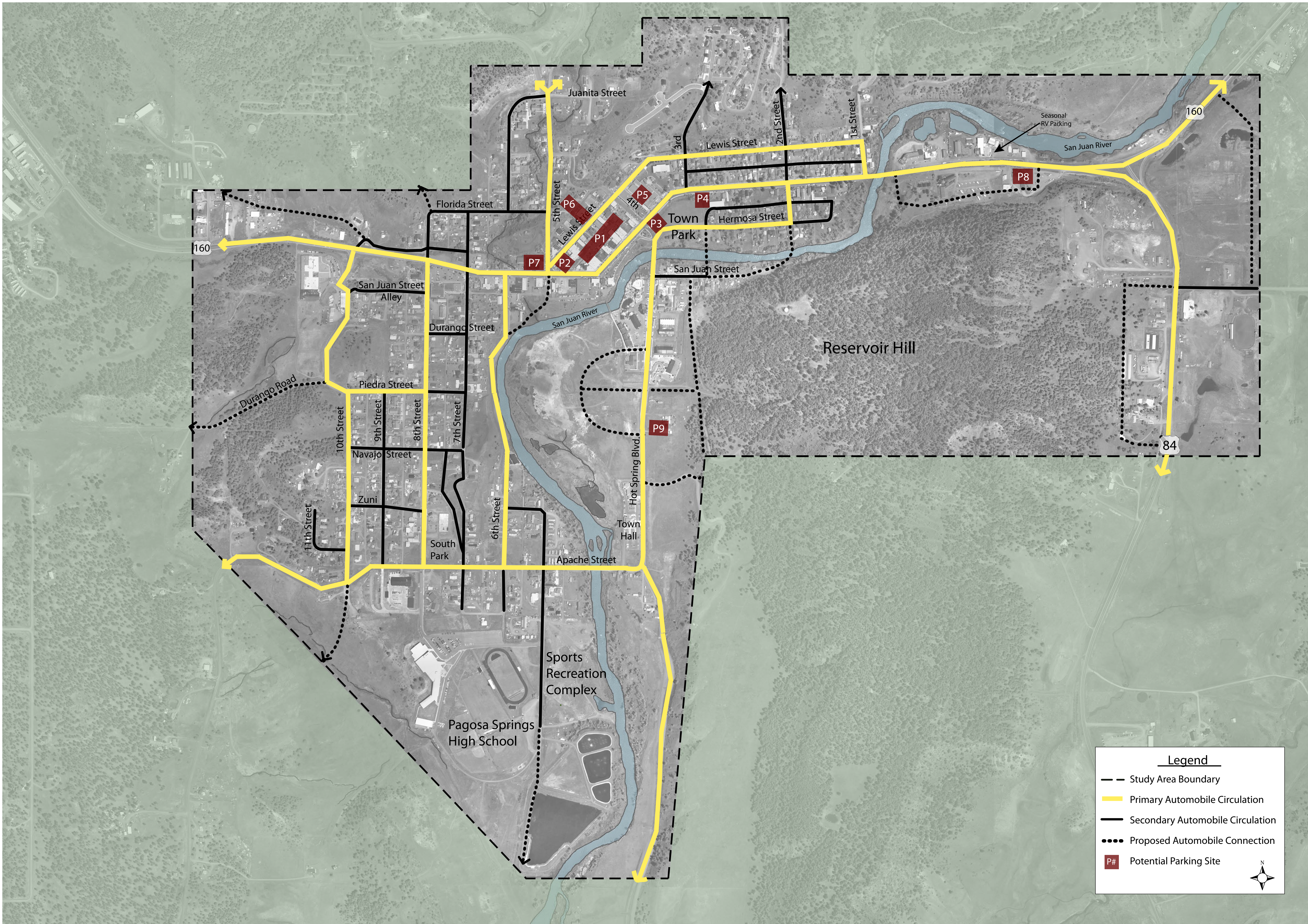
Legend

- Study Area Boundary
- Ⓜ Public Water Feature
- ⊙ Gateway
- ⦿ Proposed Traffic Signal
- 🌿 Enhanced Landscape

Civic Facilities

- A Elementary School
- B Ruby Sisson Public Library
- C Archuleta County Courthouse
- D Pagosa Springs Middle School/ Junior High
- E Mounted Rescue
- F Chamber of Commerce/Visitors
- G Town Hall
- H San Juan Historical Museum, Cisterns & Rumbaugh Creek
- I High School
- J Bell Tower Plaza (restrooms)
- K South Park (restrooms/seasonal)
- L Gazebo (restrooms/seasonal)
- * Each of these facilities should have a Resource Locator Sign

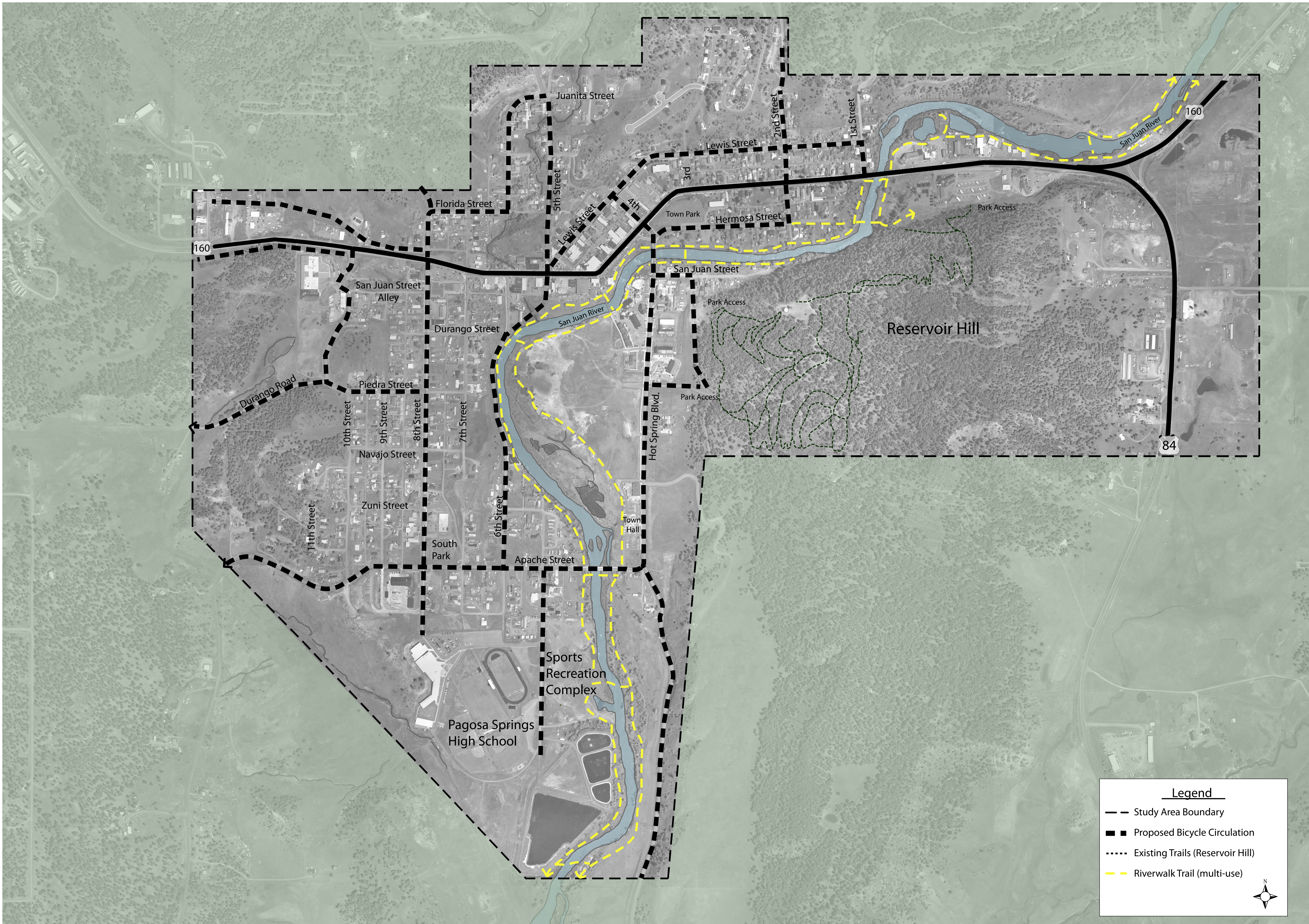




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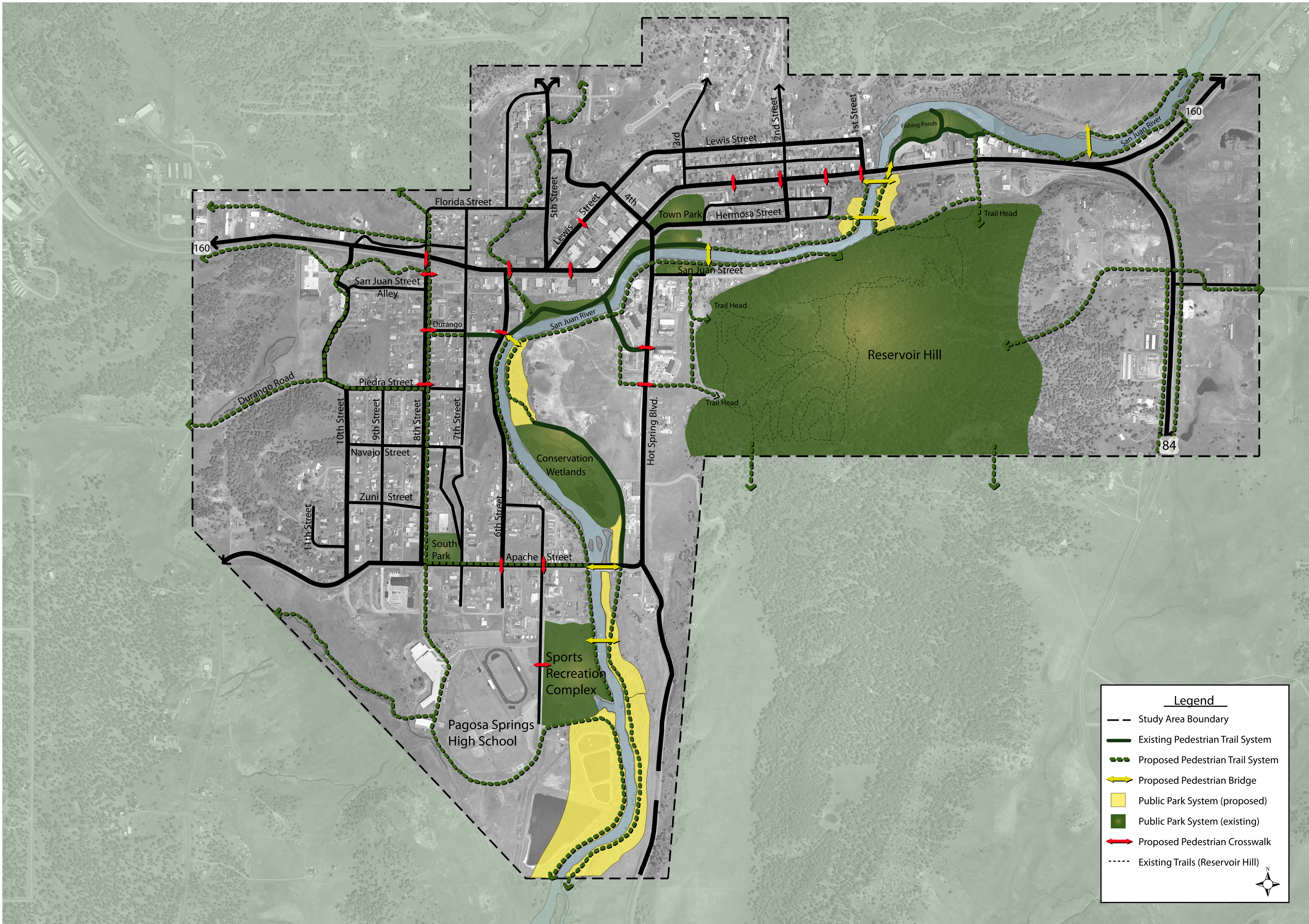
- Study Area Boundary
- Primary Automobile Circulation
- Secondary Automobile Circulation
- Proposed Automobile Connection
- P# Potential Parking Site



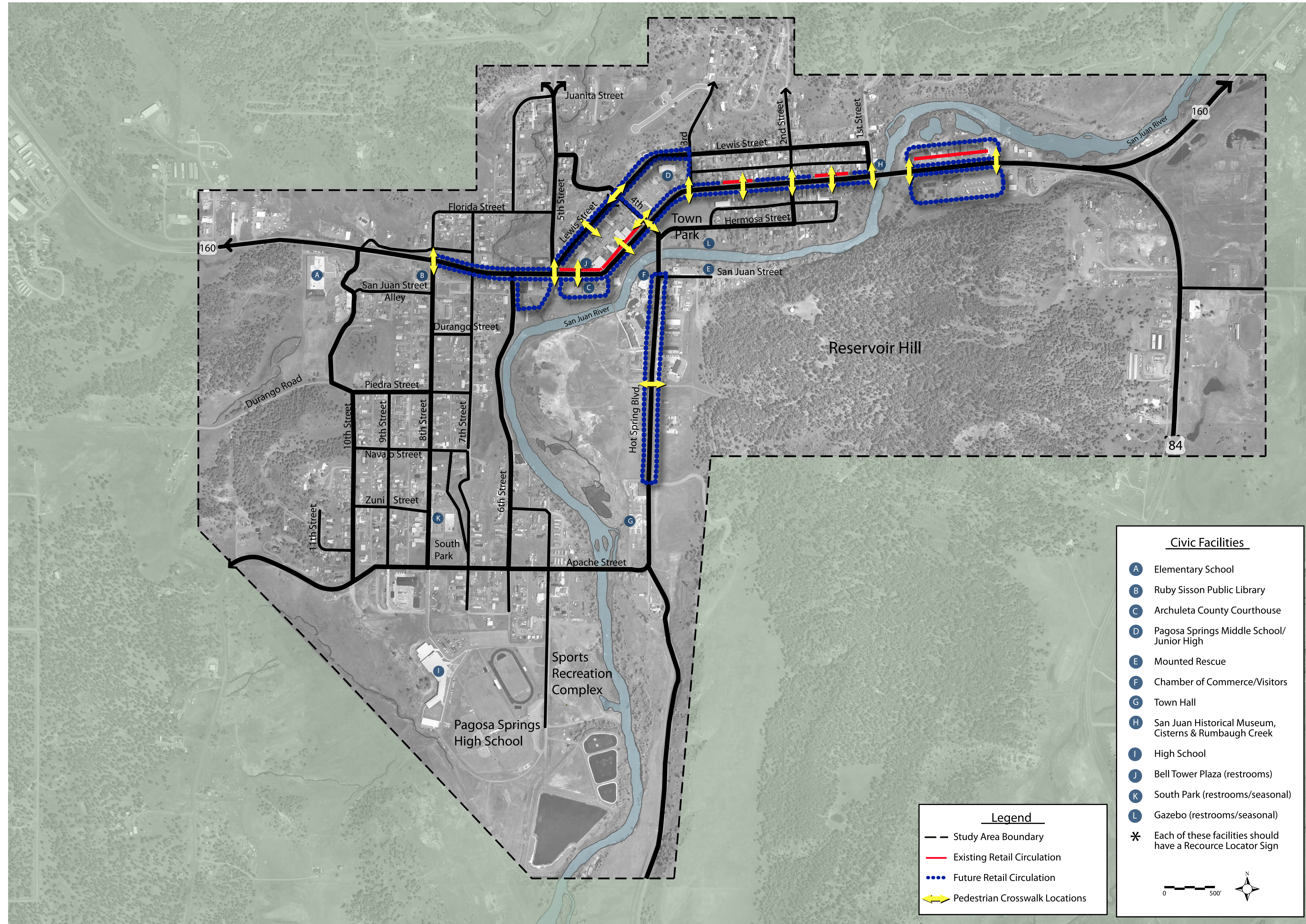


Town of Pagosa Springs Downtown Master Plan
 Bicycle Circulation Framework





Town of Pagosa Springs Downtown Master Plan
 Pedestrian Circulation Framework



Legend

- Study Area Boundary
- Existing Retail Circulation
- Future Retail Circulation
- ↔ Pedestrian Crosswalk Locations

Civic Facilities

- A Elementary School
- B Ruby Sisson Public Library
- C Archuleta County Courthouse
- D Pagosa Springs Middle School/Junior High
- E Mounted Rescue
- F Chamber of Commerce/Visitors
- G Town Hall
- H San Juan Historical Museum, Cisterns & Rumbaugh Creek
- I High School
- J Bell Tower Plaza (restrooms)
- K South Park (restrooms/seasonal)
- L Gazebo (restrooms/seasonal)
- * Each of these facilities should have a Resource Locator Sign

0 500' N

Appendix B: Parking Data

Figure 1: Restricted Parking Areas

Figure 2: Parking Area Zones

Figure 3: Parking Utilization (Friday 11:00 AM to 1:30 PM)







Figure 4: Parking Utilization (Friday 4:30 PM)

Figure 5: Parking Utilization (Saturday 11:30 AM)

Figure 6: Parking Utilization (Saturday 4:30 PM)



Legend

-  Study Area Boundaries
- Parking Utilization:
-  0% - 20%
-  20.1% - 40%
-  40.1% - 60%
-  60.1% - 80%
-  80.1% - 100%



Legend

- Study Area Boundaries
- Parking Utilization:
 - 0% - 20%
 - 20.1% - 40%
 - 40.1% - 60%
 - 60.1% - 80%
 - 80.1% - 100%



Legend

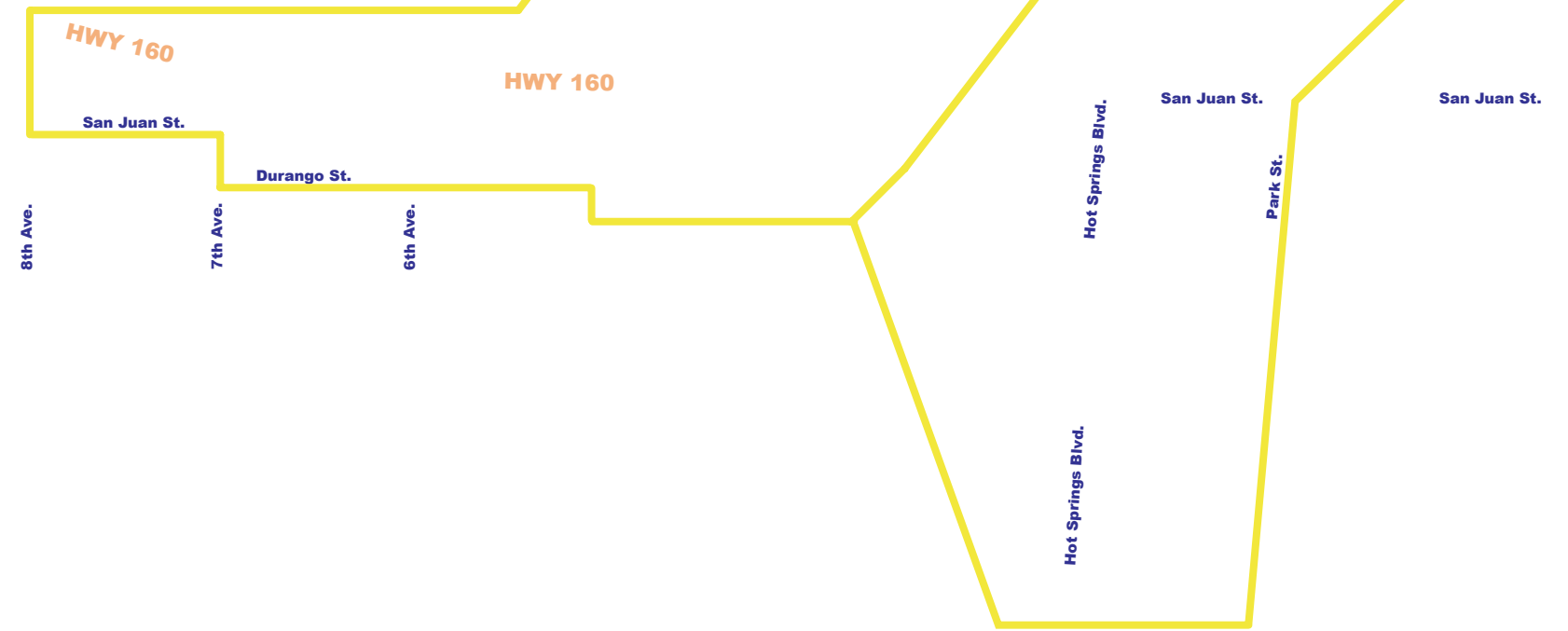
- Study Area Boundaries
- Parking Utilization:
 - 0% - 20%
 - 20.1% - 40%
 - 40.1% - 60%
 - 60.1% - 80%
 - 80.1% - 100%



1

2

3



HWY 160

HWY 160

San Juan St.

Durango St.

8th Ave.

7th Ave.

6th Ave.

Hot Springs Blvd.

San Juan St.

Park St.

San Juan St.

HWY 160

HWY 160

HWY 160

HWY 160

4th Ave.

Lewis St.

Lewis St.

3rd Ave.

2nd St.

Lewis St.

1st St.

Town Park

Hermosa St.

Hermosa St.



- Legend**
- Bus Stop Location
 - Handicapped Parking
 - 2 Hr. Parking between 8am & 5pm
 - No Parking 2am to 6am
 - No Parking
 - Restricted Parking (Forest Service Only)
 - Loading Zone

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Appendix C: Implementation Matrix

APPENDIX C: DOWNTOWN MASTER PLAN IMPLEMENTATION MATRIX	TIMEFRAME	PUBLIC PUBLIC/ PRIVATE JOINT	REVIEW ENTITIES	COMPREHENSIVE PLAN SECTION
Framework Principle Improvements				
FP-1 Revise Land Use and Development Code revise and establish comprehensive design guidelines and development standards create expedited permitting for planning and building entitlement process create an Alternative Compliance option in the land use and development code create a minor modification option in the land use and development code modify permitted use table to allow mixed-use developments by right modify development standards (height, FAR, density, setbacks, consolidations) amend and create new zoning overlay districts adopt minimum and maximum parking requirements amend sign standards	<1 year	Public	PC/DRB/TC	G-5.1, G-2.2, G-6.2, S-1.4
FP-2 Create a downtown agency to monitor and oversee downtown improvements explore the feasibility of creating a DDA or URA	1-2 years	Public	TC/DDA	E-1.3
FP-3 Develop Streetscape and Signage Plan create wayfinding and signage plan install gateway signage at primary and secondary gateways install directional signage install resource locators install pedestrian directories	1-2 years	Public	DRB/TC/DDA	G-7.1, SP-5.3, SP-6.1
FP-4 Develop a Recreational Asset Plan establish a coordinated and connected system for trail and pedestrian routes identify existing and establish trailheads, boat put-in/take-outs, fishing access identify and construct McCabe Creek improvements [P1-3] [WR-3] identify and improve river monitoring station, geothermal bubblers, outflow areas create interpretive locations and appropriate signage (FP-3)	1-2 years	Public/Private	PC/TC/PR	P-1.1
FP-5 Prepare a Geothermal Resource Plan inventory geothermal resources create and install interpretive displays/signage relocate and enhance heat exchange building [DC-1] enhance geothermal sources/outflows expand utilitarian uses of the resource	2-3 years	Public	HPB/TC/CB/PW	H-2.1, H-3.3
FP-6 Develop a Town Park and Centennial Park Master Plan review and update 2003 Pagosa Area Trails Plan	2-3 years	Public	TC/PR/DDA/PW	P-1.1, N-1.4, T-3
FP-7 Develop a Highway 160 Corridor Enhancement Plan [AC-1] coordinate and scope improvement projects with CDOT create traffic calming devices and safe pedestrian crossing opportunities [DC-7] enhance trail and sidewalk connections throughout downtown	1-2 years	Public	TC/PC/PW	G-7.3, T-2.5, SP-6.2, R-1.3
FP-8 Develop a Cultural Plan appoint a Cultural Board to implement plan and review public art proposals identify locations for public art and artistic enhancements	2-3 years	Public	CB/TC	C-1.1, C-1.2, C-4.1, C-4.3
FP-9 Create a Separate Design Review Board provide annual training for design review board members	<1 year	Public	TC/DRB	S-1
West End Improvements				
WE-1 Redevelop northwest corner of Highway 160 and 7th Street	3-5 years	Public/Private	DRB/PC/TC/DDA	G-4

Downtown Core Improvements				
DC-1 Relocate and redesign Town's heat exchange building [FP-5] locate geothermal building in a more prominent position include interpretive displays and exhibits to explain how the system works	3-5 years	Public/Private	PC/TC/PW	H-2.1, H-3.3
DC-2 Adopt Historic Business District and Local Landmark Design Guidelines	<1 year	Public	PC/HPB/TC	G-6.3, G-4.3, H-1.4
DC-3 Generate an Alley Enhancement Plan configure traffic flow, parking layout, underground utilities, landscaping, and paving prioritize commercial and high traveled residential alleys for improvements	1-2 years	Public/Private	PC/TC/DDA/PW	T-1
DC-4 Designate Lewis Street as the Town's Festival Street reconfigure Lewis Street to accommodate festival events and activities widen sidewalks, install specialty paving, and landscaping [FP-8] install pedestrian lighting and street furnishings provide utility access reconfigure parking to accommodate diagonal and parallel spaces	1-2 years	Public	PC/TC/HPB/DDA/PW	G-7.3
DC-5 Reconfigure the Overlook configure the Overlook into a public plaza and promenade improve sidewalks, landscaping, lighting, signage and street furnishings [FP-8] consider constructing commercial buildings on the north and south ends to "frame" overlook	3-5 years	Public/Private	DRB/TC/DDA/TTC/PW	G-4
DC-6 Redevelop Junior High and Intermediate School site coordinate with school district to relocate schools participate in school's master facilities plan create public parking opportunities at Junior High site convert Intermediate School to cultural arts center	5-7 years	Public/Private	PC/TC/DDA/CB	R-3.1
DC-7 Enhance pedestrian connectivity [FP-7] work to minimize vehicular conflicts and increased safety and visibility create mid-block connection to Lewis Street	Ongoing	Public/Private	PC/TC/PW	T-4.1
Town Park and Centennial Park Improvements				
PI-1 Coordinate and Implement Town Park and Centennial Park Master Plan [FP-6] provide improved playing fields provide improved trail and pedestrian access	2-3 years	Public	TC/PR/DDA/PW	P-1.1, N-1.4, T-3
PI-2 Inventory Geothermal Resources [FP-5] [DC-1] incorporate interpretive displays improve geothermal outflow areas	2-3 years	Public	HPB/TC/CB/PW	H-2.1, H-3.3
PI-3 Enhance McCabe Creek [FP-4] daylight creek, where feasible improve confluence with San Juan River coordinate improvements with relocation of 6th Street to 5th Street intersection [AC-3]	3-5 years	Public/Private	PC/TC/PR/PW	N-1.2
East Village Improvements				
EV-1 Develop a Streetscape and Signage Improvements Plan [FP-3] provide improved sidewalks, street trees and street furniture coordinate with CDOT to construct traffic calming devices and decrease traffic speeds provide additional mid block pedestrian crossings	Ongoing	Public	DRB/TC/DDA	T-4.1
EV-2 Adaptively reuse historic water works building explore alternative sites for Pioneer Museum [HR-4] coordinate reuse plans with potential developers ensure significant elements of water works building are integrated into improvements	5-7 years	Public/Private	PC/HBP/TC/CB/DDA	H-2.2, G-3
EV-3 Generate an Alley Enhancement Plan [DC-3] configure traffic flow, parking layout, underground utilities, landscaping, and paving	1-2 years	Public/Private	PC/TC/DDA/PW	T-1

prioritize commercial and high traveled residential alleys for improvements				
East End Improvements				
EE-1 Prepare Streetscape and Signage Improvements Plan [FP-3]	1-2 years	Public	DRB/TC/DDA	G-7.1, SP-5.3, SP-6.1
EE-2 Develop a Town Park and Centennial Park Master Plan [FP-6]	2-3 years	Public	TC/PR/DDA/PW	P-1.1, N-1.4, T-3
EE-3 Explore feasibility of constructing a winter sports complex site and develop constraints should be researched for sites located south of Highway 160	3-5 years	Public/Private	PC/DDA/P&R	P-1.1
Pedestrian and Bicycle Circulation Improvements				
PBC-1 Locate sites for new pedestrian connections install new bridge and underpasses at key locations to ensure connectivity confirm pedestrian bridge design and detailing is consistent for new bridges. incorporate wayfinding signage and improve street crossings [FP-3] provide walkway connection from Elementary School to Centennial Park	1-2 years	Public/Private	PC//DDA/TC/ PW	T-3.9, R3.2
PBC-2 Promote bicycle use and alternative modes of transportation stripe appropriate areas for designated bicycle lanes create policy for implementation of racks, lockers and other bicycle amenities coordinate mixed-use centers with multi-modal transportation	Ongoing	Public/Private	PC/PR/TC/DDA/PW	T-3.1, SP-8.2, T-1.6
PBC-3 Expand and improve trail and sidewalk network [FP-7] [FP-4] review and potentially revise sidewalk installation and repair policy establish multi-use east/west trail connection utilizing Old Durango Road	Ongoing	Public/Private	PC/TC/DDA/PW/PR	T-3.9, T-3.2
Automobile Circulation Improvements				
AC-1 Develop a Highway 160 Corridor Enhancement Plan [FP-7] coordinate and scope improvement projects with CDOT create traffic calming devices and safe pedestrian crossing opportunities [DC-7] install traffic calming elements along Highway 160 designate left hand turn lanes from Highway 160 to local roads, as necessary	1-2 years	Public	TC/PC/PW	G-7.3, T-2.5, SP-6.2, R-1.3
AC-2 Develop Streetscape and Signage Improvements Plan [FP-3] develop on-street parking plan and stripe accordingly incorporate wayging and gateway signage	1-2 years	Public	DRB/TC/DDA	G-7.1, SP-5.3, SP-6.1
AC-3 Realign 6th Street work with private sector to realign 6th street to connect with signalized 5th street intersection	3-5 years	Public	PC/TC/PW	T-2.4
AC-4 Reserve Right-of-Way to establish east/west vehicular connections analyze feasibility of Old Durango Road as east/west connection monitor need for road connection	Ongoing	Public/Private	PC/TC/PW	T-2.1
AC-5 Limit Curb Cuts along Highway 160 require access to frontage properties from designated alleys consolidate curb cuts with shared driveways	Ongoing	Public	PC/TC	T-4
AC-6 Develop internal traffic loop install traffic light at 2nd Street to facilitate traffic flows install traffic light at 8th Street to facilitate traffic flows improve 8th Street right-of-way to connect to Cemetery Road extend Rosita Street to connect to 15th Place install vehicular bridge at 2nd or 3rd Street to facilitate traffic flows	Ongoing	Public/Private	PC/TC/DDA/PW	NH-1.4

Parking Improvements				
P-1 Short Term Parking Solutions	1-2 years	Public	TC/PW	E-1.2, E-3.5, E-4.2
restripe Lewis Street to provide diagonal stalls consistent with Festival Street Plan [DC-4] encourage mixed use projects along northern edge of Town Park and Lewis Street inventory existing parking restriction signage and update as appropriate establish 30 minute and 1 hour parking restriction zones evaluate locations and feasibility of constructing public parking lots/structured lots establish parking in lieu fees [F-4] identify areas for seasonal recreation vehicular parking create on-street parking within the San Juan Street right-of-way enforce parking regulations explore installation of parking meters as a system to generate revenue [financing section] prepare a downtown parking location map for distribution				
P-2 Mid Term Parking Solutions	3-5 years	Public	TC/PC/PW	E-1.2, E-3.5, E-4.2
review anticipated development forecasts and consider parking availability assess adequacy of existing parking area lighting identify and secure funding sources update development forecasts within the downtown study area				
P-3 Long Term Parking Solutions	7-10 years	Public	PC/TC/DDA	E-1.2, E-3.5, E-4.2
update development forecasts within the downtown study area conduct downtown parking survey and quantify available parking supply re-evaluate and address downtown parking needs				
P-4 Construct a public parking structure	7-10 years	Public/Private	DDA/PC/TC/TTC/PW	E-1.2
identify specific locations for structure and evaluate project feasibility encourage redevelopment projects to explore feasibility of structured parking secure funding sources and construct parking structure(s) [F-5]				
P-5 Require Parking Management Agreements	Ongoing	Public/Private	PC/TC	E-4.2, E-4.3
Developments with off-site parking should identify the location of all required parking				
Water Resources				
WR-1 Develop a Town Park and Centennial Park Master Plan [FP-6]	2-3 years	Public	TC/PR/DDA/PW	N-1.2, P-1.1, N-1.4, T-3
WR-2 Prepare a Geothermal Resource Plan [FP-5]	2-3 years	Public	HPB/TC/CB/PW	H-2.1, H-3.3
WR-3 Enhance McCabe Creek [FP-4] [PI-3]	3-5 years	Public/Private	PC/TC/PR/PW	N-1.1
Historic Resources				
HR-1 Create a Preservation Plan	2-3 years	Public	HPB/TC	H-2.1
identify and protect local historic resources inventory structures of merit create and erect historic resource signage				
HR-2 Protect historic neighborhoods	1-2 years	Public	PC/TC/HPB	H-1.1
consider protecting East Village area consider protecting Lewis Street between 1st Street and 3rd Streets consider protecting Hermosa Street				
HR-3 Create a grant program for rehabilitation of historic buildings [F-10]	2-3 years	Public	HPB/TTC/TC	H-1.3
create a public recognition program for rehabilitated and renovated buildings				
HR-4 Consider relocating Pioneer Museum to a large facility within the downtown	2-3 years	Public	HPB/TC	H-2.2
evaluate options for adaptively reusing historic water works building [EV-2]				

Funding Resources				
F-1 Create a Local property or Business Improvement District	3-5 years	Public/Private	TC/DDA	S-3.1
F-2 Create a 5-Year Capital Improvements Plan incorporate public infrastructure improvements in the CIP allocate funds to expand and improve trails and sidewalks provide grants to property owners for sidewalk improvements support infrastructure improvements for downtown explore public/private funding for parking facilities	1-2 years	Public	TC	T-3.9, T-3.10, E-1.2, T-4.4
F-3 Explore creating a Riverfront Improvement Fee	2-3 years	Public	TC/DDA	S-3.2, SP-8.1
F-4 Create a Parking In-Lieu Fee [P-1]	<1 year	Public	TC/PC	S-3.2, T-4.4
F-5 Explore Using Tax Increment Financing and General Obligations bonds	Ongoing	Public	TC	S-3.1
F-6 Actively Seek Grants to help fund projects	Ongoing	Public	TC/HPB/DDA/TTC /PW	S-3.1
F-7 Explore increasing the Town's Lodging Tax	3-5 years	Public	TC/TTC	S-3.1
F-8 Develop and adopt tiered fee and review system favoring infill	1-2 years	Public	PC/TC	G-4.2
F-9 Provide incentives for desired business to fit niches in downtown area	Ongoing	Public	TC	E-5.2
F-10 Create a grant program for rehabilitation of historic buildings [HR-3]	1-2 years	Public	TC/HPB	H-1.3
Oversight and Review Entities				
DRB - Design Review Board PC - Planning Commission TC - Town Council HPB - Historic Preservation Board PR - Parks and Recreation Commission TTC - Town Tourism Committee PW - Public Works Department (Not Established) CB - Cultural Board (Not established) DDA - Downtown Development Authority (Not Established)				