

Downtown Durango Vision and Strategic Plan

Final Report
March 2006



Downtown Durango Partnership

Downtown Durango Vision and Strategic Plan

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March 2006



Downtown Durango Partnership

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Doug Lyon - Councilor

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Executive Summary

The Vision for Downtown Durango is to continue to build on its diverse mixed-use consisting of a rich blend of civic and professional services, support businesses, niche retail stores for both locals and tourists, housing, and cultural and entertainment uses. Access to and within downtown is provided by a variety of transportation modes and linkages, especially to and from the Animas River trail. This vibrant community provides an appealing, pedestrian and bicycle friendly, landscape and streetscape environment while preserving its historic tradition.

Principles and objectives were developed based on existing adopted public policies and a thorough public process involving city officials and staff, focus groups, project steering committee, business and property owners, and city residents. The following principles and objectives reflect the character of Durango and identify elements that should be employed in any future design work or policy adoption.

Principles and Objectives

- Keep downtown authentic, a place that belongs to locals while being attractive to visitors.
- Maintain continuous ground floor activity and interest along Main Avenue.
- Reinforce downtown's role as the heart of the community, embodying its identity, values, and energy.
- Insure that downtown remains economically and socially healthy as it faces competition from other centers around the community.
- Take advantage of the Animas River amenity by reinforcing and enhancing the river corridor and its surrounding properties.
- Connect all parts of downtown and the Animas River so that downtown's variety of activities can easily reinforce each other.
- Encourage walking, bicycling, and the use of transit to reduce vehicular traffic and parking needs.

The major recommendations of this plan are as follows. These recommendations are described and illustrated in more detail in the following section B. Planning level cost estimates and a proposed time frame for the implementation of the recommendations are also provided.

Key Recommendations

Streets, Streetscape, and Urban Design

- Convert Main Avenue from a four lane street to a three lane street with two moving lanes and a continuous left turn lane, providing for wider sidewalks between Sixth and Fourteenth Streets. Bulb outs should not be eliminated as an option at selected intersections.
- Reconstruct Narrow Gauge Avenue to include a new southbound lane west of the tracks and become a two way thoroughfare between Sixth and Twelfth Streets.

- Develop a landscaped median on Camino del Rio with pedestrian refuges and left turn lanes between Sixth and Fourteenth Streets.
- Synchronize traffic signals along Camino del Rio for both summer and winter phasing
- Develop Eleventh Street as a dedicated street between Narrow Gauge Avenue and Camino del Rio.
- Provide paired synchronized signalized intersections and major pedestrian and bicycle improvements at the Eleventh and Twelfth Street intersections with Camino del Rio in accordance with the July 2002 Carter Burgess report for Durango US 550 Concept Plans
- Close the 12th Street access onto Camino concurrent with the new signalized intersection at 12th
- Improve wayfinding signage throughout downtown.
- Provide streetscape improvements on Sixth and Ninth Streets between Main Avenue and the Animas River. Ninth Street should have increased sidewalk width in addition to streetscape improvements.

Parks and Trails

- Install the Animas River Trail on the east side of the river between Ninth and Twelfth Streets.
- Improve the intersection of Fifteenth Street, Second Avenue, and Narrow Gauge Railroad for pedestrians, bicycles, and motorists.
- Build a bicycle/pedestrian path on the upper eastern edge of Buckley Park between Twelfth and Thirteenth Streets.
- In the short term, construct an at-grade crossing at Camino del Rio and Twelfth Street
- In the long term, construct a bicycle/pedestrian underpass of Camino del Rio in the vicinity of 10th – 12th Streets.
- Construct pedestrian improvements in the area using the July 2002 Carter Burgess report as a guide.

Parking and Transit

- Build a mixed use parking structure including a Transit Center on the Post Office/public parking block.
- Continue management and enforcement of existing public parking lots and on-street parking, construct transit shelters, and build north CBD parking areas.

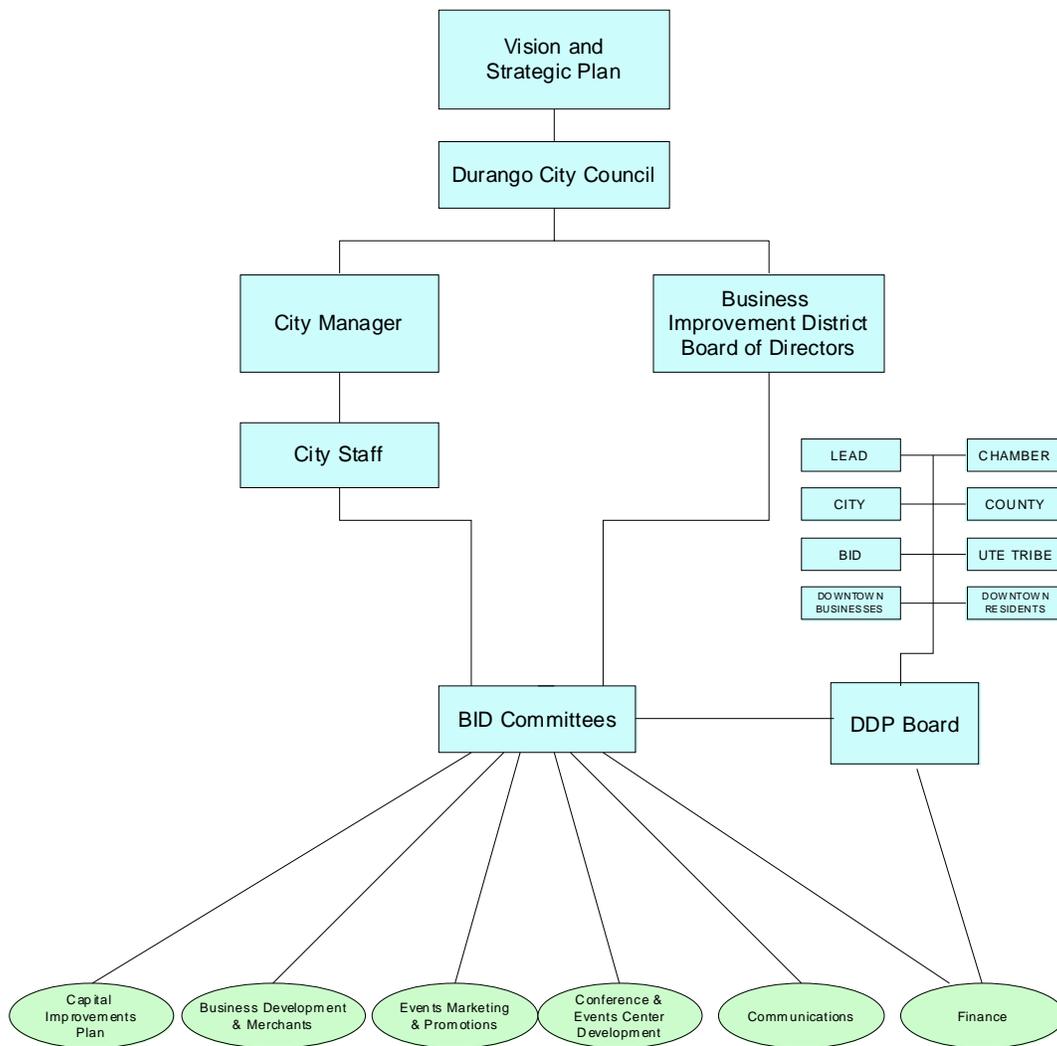
Policies and Regulations

- Reduce building height limits for portions of downtown from 70' to 55', with 35' maximum within the Animas River Corridor Overlay Zone.
- Reduce the minimum parking requirements for downtown in combination with increased parking management and height limits reduction.
- Amend the existing Downtown Design guidelines to include recommendations for building height changes and for more detailed building step backs.

Organization and Management

The Vision Plan will require a commitment of additional funds and resources. It will also require an organization and management structure with the tools needed to carry out the program. There is a range of public and private management responsibilities involved in the implementation of the Plan, as well as in ongoing downtown management. Virtually all successful downtown revitalization efforts are based on a public-private partnership with managerial responsibilities and financial participation from both.

The recommended organizational structure is based on the anticipated organizational and managerial needs of downtown implementation and management, as well as the existing capabilities of existing organizations in the city. The intent is to supplement, complement and consolidate existing efforts.



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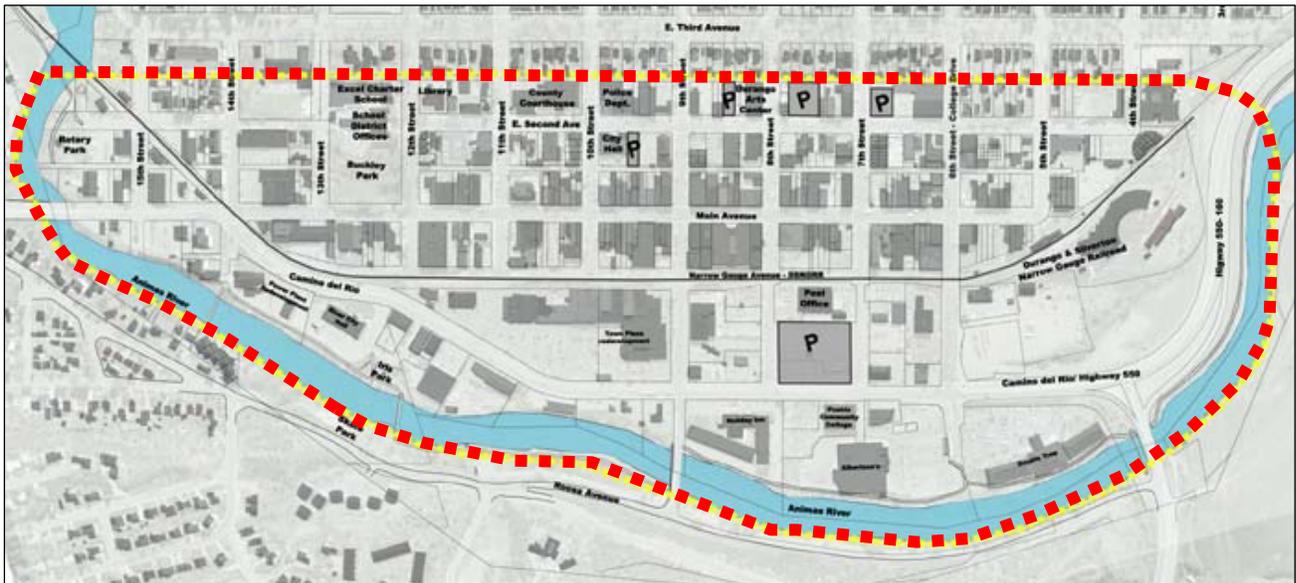
Downtown Durango Partnership

Introduction

Downtown Durango, like many western mountain towns, is experiencing rapid growth in the form of small-scale infill development and large scale developments on its edges. This Vision and Strategic Plan is intended to establish a long range vision and to guide future development initiatives in the public and private sectors by addressing many issues including: streetscape, urban design, transportation, circulation, parking, riverfront connections, infill policies, and realistic economic, market and fiscal strategies.

Project Description and Study Area

Civitas and its consultant team of Fehr & Peers, and Economic & Planning Systems, were commissioned in August 2004 by the City of Durango to undertake an eight month downtown study to develop short and long term strategies and recommendations to maintain and enhance the viability of downtown Durango. The project study area is bound by the Animas River to the north, west, and south, and the alley between Second and Third Avenues to the east.



project study area

Organization of this Report

This Plan is organized in four parts following this introduction. Part A describes the overall vision and the major principles and objectives of the plan and a list of the recommendations. Parts B and C are the strategic Plan. Part B is organized around the recommendations for: Streets, Streetscape and Urban Design; Parks and Trails; Parking and Transit; Policies and Regulations, and Implementation Priorities. Part C addresses project implementation including potential funding sources, project phasing, and organizational recommendations. Part D contains the appendices which include the summaries from the public participation workshops.

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Preface

Readers of this Plan are advised that Camino del Rio is State Highway 550, a part of the National highway system and is designated as a Federal and Urban Arterial. As such, the Colorado Department of Transportation (CDOT) retains oversight responsibilities for all proposed improvements on and along the highway.

This Plan is an Area Plan, a component of the Durango Comprehensive Plan, and is to be adopted as an amendment to the Comprehensive Plan.

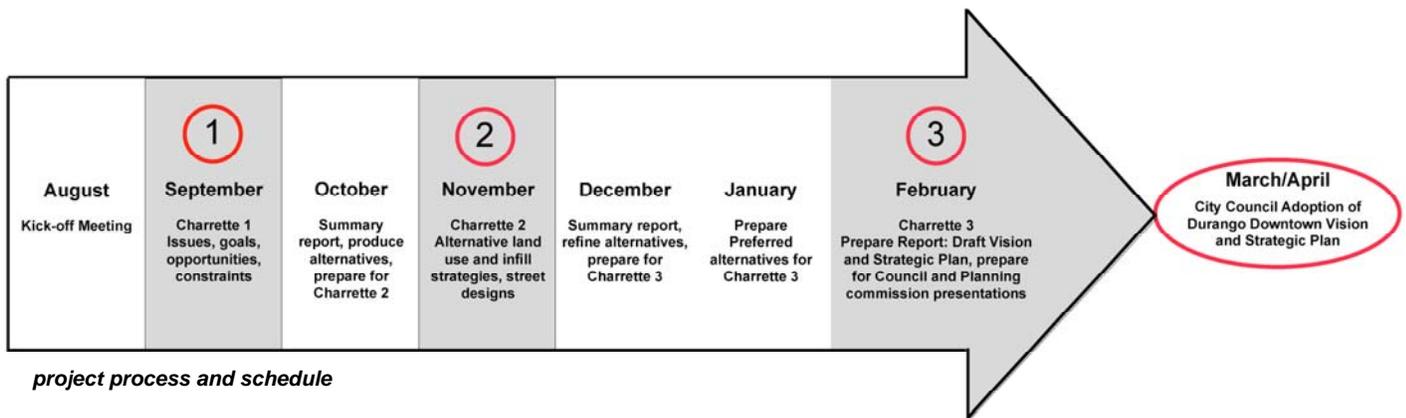
Also, note that what is depicted on private property on the Plan's maps, particularly infill development possibilities, are conceptual representations solely, intended to convey or recommend an idea rather than to prescribe a specific outcome, solution, or improvement.

Finally, the recommendations contained in this Vision and Plan should be acknowledged as being just that, recommendations, not commitments. Implementation of any one of them may necessitate the preparation of an economic and/or operational analysis identifying costs and benefits prior to such implementation

Public Process Summary

The key goals for public involvement for this project were to listen and include all stakeholders. The process was designed to understand the range of opportunities and challenges facing downtown and to develop trust among the community, consultants, local and county governments, and to aid the City leadership as the Downtown Plan moved through each phase.

The public involvement process proved to be a key component in designing the plan with the community. There were three well attended multi-day workshops between September 2004 and February 2005 as well as a kick-off meeting in August 2004. From the beginning, the Focus Groups and the community helped to establish the goals and objectives that would determine success for the project. Throughout the process, neighborhood and community issues surfaced, and ideas were tested by the public to ensure community support for each of the recommended implementation strategies of the plan.



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The Focus Groups began their process well ahead of the Consultant Team. The five different groups met several times over the summer in 2004. The topics of the groups were: *Community Facilities; Access and Circulation; Housing and Infill Redevelopment; Riverfront and Camino Del Rio; and Urban Design*. The works produced by these Focus Groups were instrumental in enlightening the Consultant Team on the many challenges and impacts facing downtown Durango. Several additional meetings were held with the Focus Groups during the Downtown Plan charrettes to incorporate their ideas into the plan alternatives.

The Downtown Durango Partnership (DDP) (a group of civic and business leaders concerned about downtown) provided additional comment and insight. The DDP also held several meetings prior to the consultant team being hired. They held a joint meeting with the public and merchants February 6th, March 5th, and April 30th, 2004. This organization is expected to continue to play a key role in implementation of the Plan.

Once the consultant team was selected, a Project Steering Committee (PSC) was formed in August 2004 by the City to provide technical oversight. The PSC included many of the previous Focus Group participants and DDP representatives as well as city staff and business and community leaders. The PSC had a very influential role in providing comment and review of study work products on a regular basis before other public presentations. The advice of the Steering Committee gave the consultants and City staff an important way to gauge the merits of analyses and ideas before they were presented to a larger audience. The Steering Committee was also an extremely important source for constructive criticism and, ultimately, support for these final recommendations.

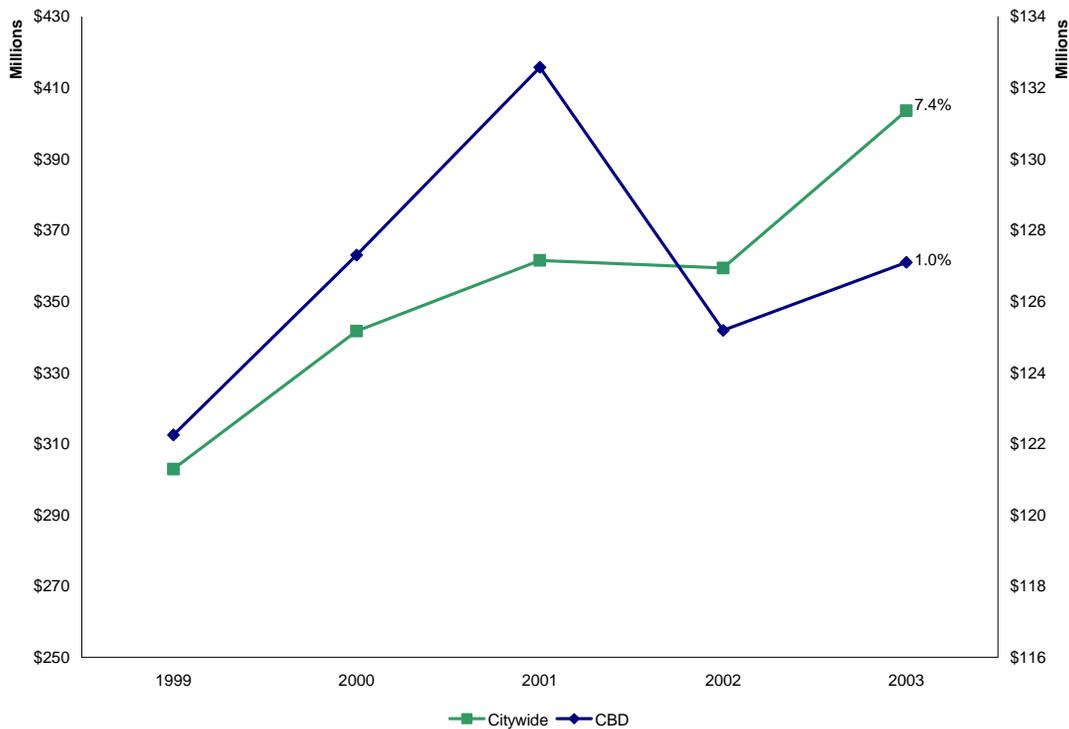
The public involvement process integrated individuals and groups in order to gather as much input as possible. Additional input was provided from interviews with downtown merchants, business and land owners, meetings with institutional leaders, and from general public meetings. The appendix of this report contains the summaries of this entire process.

Economic Conditions and Potentials

Downtown is the city's historic central business district containing a diverse mix of retail, office, civic, lodging, and residential uses. As the city has grown, commercial development has expanded to other districts in the city including north on Main Avenue and south on Highway 550 to the Durango Mall and in the Bodo industrial district, with additional expansion on Highway 160 on the east side on Grandview Mesa expected in the near future.

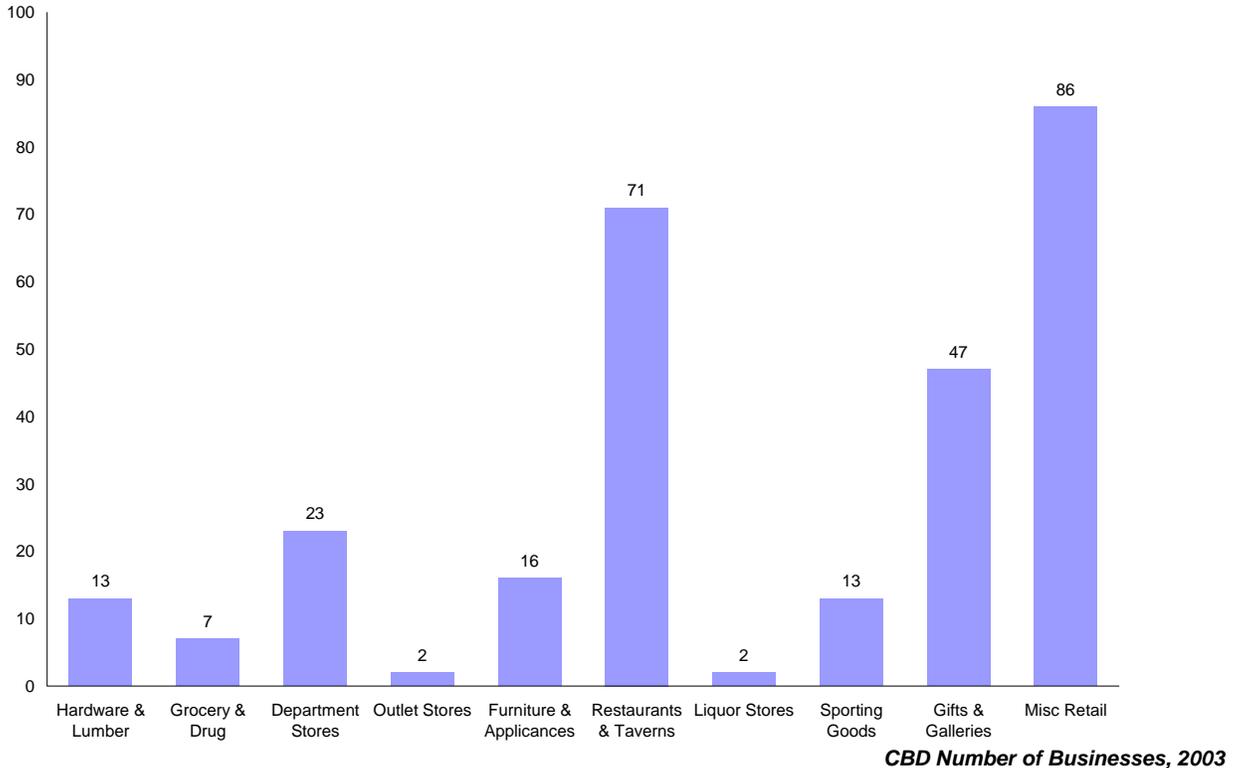
Retail / Commercial

In particular, the retail sector has greatly suburbanized with many of the larger retail businesses found south of downtown including Super Wal-Mart and The Home Depot built in the last two-seven years. Retail sales have increased by 7.4 percent annually since 1998 in the city as a whole compared to just 1.0 percent in downtown as shown on the figure below.



CBD Retail Sales, 1999 - 2003

The downtown area is however still a major retail commercial center with approximately 280 businesses and \$127 million in annual sales which is about 31 percent of the city-wide total of \$408 million. Downtown contains a mixture of traditional stores providing essential goods and services to the community and more specialized discretionary retail stores and restaurant and entertainment businesses that serve both the local and tourism markets. In terms of number of businesses, downtown has become increasingly dominated by restaurants and bars, as well as gift shops and galleries, sporting goods, and miscellaneous retail (primarily other specialty stores) as shown in the figure below. Total sales in restaurants and bars increased by \$8.6 million and miscellaneous retail by \$2.5 million over the 1998 to 2003 time period.



By contrast, there are a much smaller number of furniture and appliance, hardware and lumber, and grocery and drug businesses. However, by sales volume, the downtown's 7 grocery and drug stores still account for \$35 million in annual taxable sales compared to \$37 million for the 71 restaurants and bars. And sales in these traditional store categories are declining with grocery/drug stores down by \$6.3 million and lumber and building materials down by \$1.3 million in the last five years, due largely to suburban retail competition.

The restaurant and specialty orientation of downtown is especially strong on Main Avenue. The market orientation of businesses on Main ranges from predominately visitor or tourist oriented south of 8th Street to primarily locally-oriented north of 12th Street. The greatest number of downtown businesses (68 out of 147) rely on both the local and visitor markets and are concentrated in the strongest downtown blocks between 7th and 10th Streets. Although the tourism market is significant, the majority of retail sales in downtown are derived from the local and regional market.



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The downtown area is expected to continue to evolve over time. The traditional downtown apparel, general merchandise, furniture, and hardware businesses will gradually decline as a result of national shifts in retailing, as well as suburban competition in the local market and higher rents in the downtown. The already apparent trend towards a more discretionary store mix of specialty, eating and drinking and entertainment is expected to grow. This store mix will succeed where there is a critical mass of similar businesses that allows for comparison shopping and dining. It will also be supported by making downtown a more pedestrian friendly environment, including wider sidewalks and other streetscape amenities and convenient public parking that improve the downtown environment for these types of businesses.

Residential Infill

The downtown market is also impacted by other trends, notably the level of development interest in infill residential and mixed-use development. Recent or under construction projects include the MM Mayer condos, Mears House condos, the Stilwell Building, Reynolds/Eccher Building, the Lofts at 1201 Main Building, and the Crossroads Building. There are also a number of additional development proposals in the downtown core before the City. Although projects fronting on Main and 2nd Street will likely have first level retail, it is the residential land values that are driving development. The ability to market luxury high density condominium and loft development projects is also increasing project heights above existing historic development.

The tallest existing building in downtown is currently the historic Strater Hotel at 55 feet, but some development proposals are in excess of this level, and are currently allowed to be as tall as 70 feet in the downtown core. Although these infill development projects are largely beneficial, consideration of lower height limits to protect the historic character of the downtown core should be considered.

Civic Uses

The civic sector downtown is also experiencing some changes. The library is looking for a site for a new facility, and the City, County, and Fire District are also in need of additional space. The County purchased the old post office building on Main Avenue for additional administrative space. The City has outgrown its city hall, library, and police buildings and will need to replace these facilities within the time horizon of the Downtown Plan. The Durango Fire and Rescue Authority have hopes of expanding the River City facility. In each case, the lack of viable sites for new facilities has been a concern.

These development trends and pressures have resulted in consideration of sites outside of the downtown core. Each agency will need to evaluate potential location decisions based on their individual site requirements and financial capabilities and limitations. There is however, a larger public benefit gained from keeping as many civic uses as possible in the downtown. These uses provide direct employment, generate indirect employment in professional services businesses (e.g. lawyers, appraisers, accountants, brokers) and also support additional retail and restaurant spending. Accommodation of civic uses should therefore also be considered in the Plan.

Part A: Plan Summary

The Vision for Downtown Durango is to continue to build on its diverse mixed-use consisting of a rich blend of civic and professional services, support businesses, niche retail stores for both locals and tourists, housing, and cultural and entertainment uses. Access to and within downtown is provided by a variety of transportation modes and linkages, especially to and from the Animas River trail. This vibrant community provides an appealing, pedestrian and bicycle friendly, landscape and streetscape environment while preserving its historic tradition.

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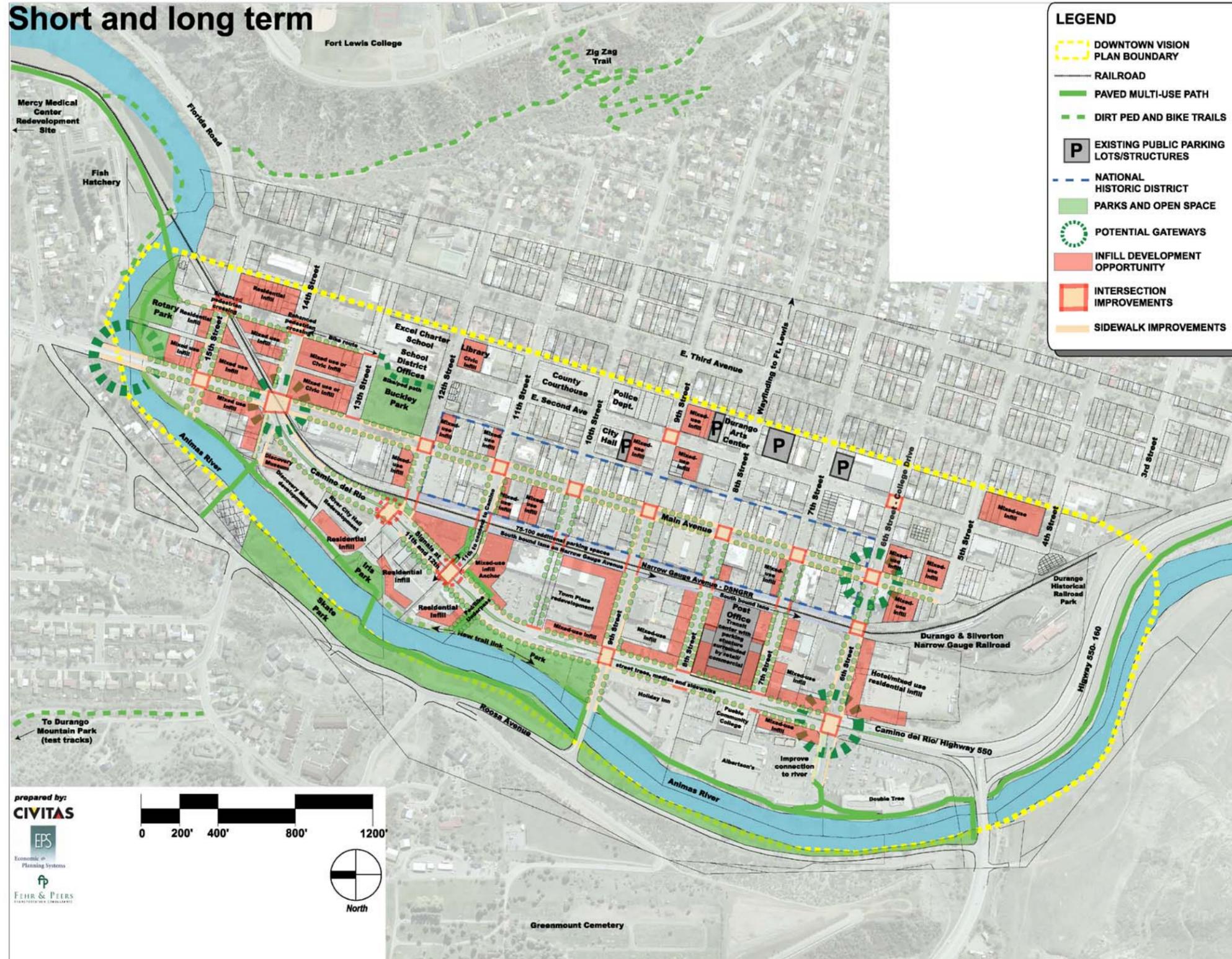
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Preliminary Downtown Recommendations

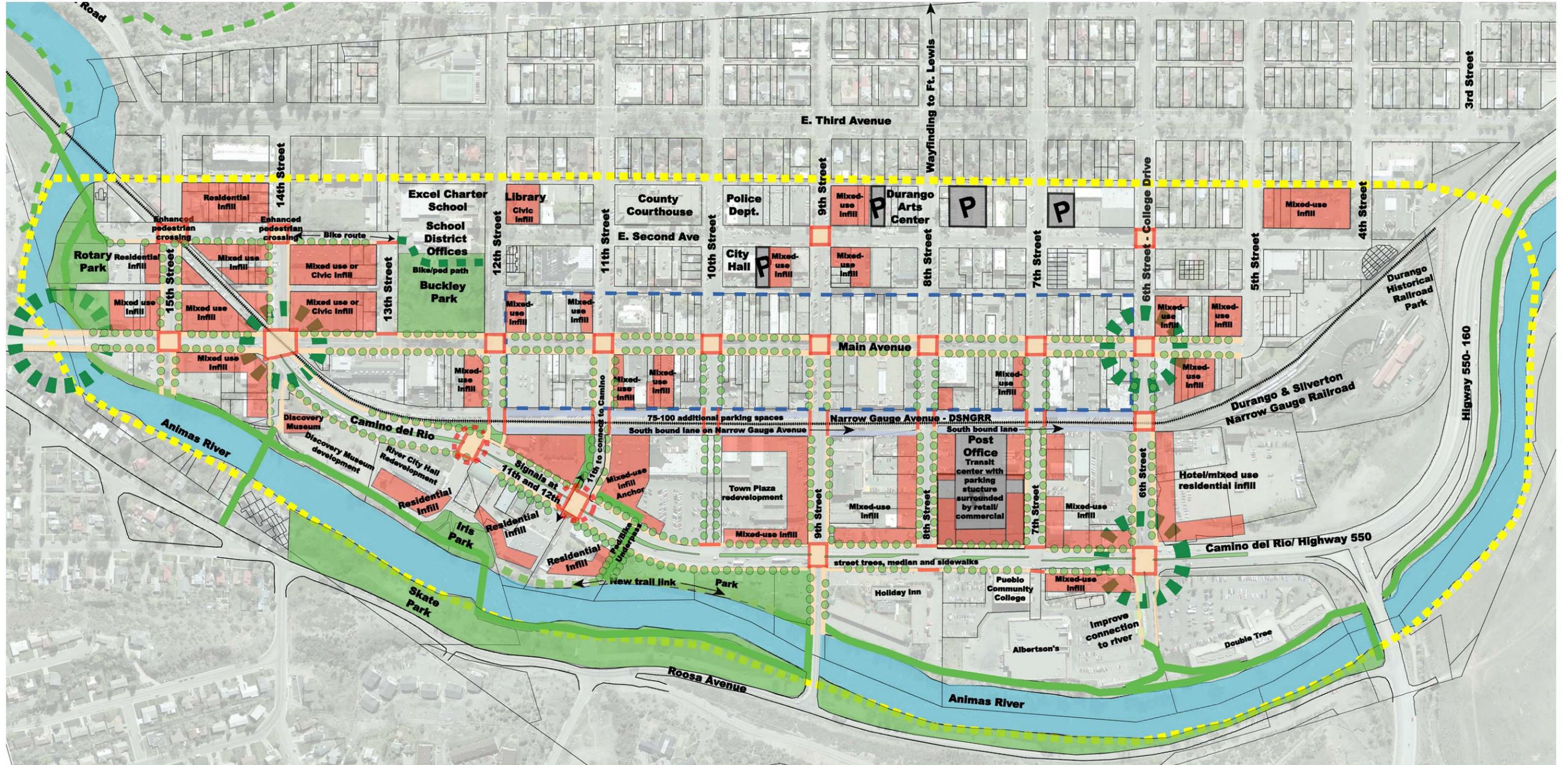
Short and long term



Downtown Recommendations

Short and long term

Enlargement of recommendations on previous page



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Part B: Recommendations and Implementation Priorities

The *Downtown Vision and Strategic Plan* is a twenty plus year Plan defining how the downtown area can grow and prosper in an increasingly competitive environment while continuing to attract new businesses, residents, and tourists. The Plan identifies development opportunities and recommends a series of land use, public infrastructure, and urban design improvements to implement over the next ten to twenty years.

Project priorities were established based on several factors including relative importance to the public, ability to proceed, and on the assumptions of available funding as detailed in Part C. It is important to note that even though a project might be a high priority to the public, it may not be feasible to develop immediately due to funding constraints and/or the requirement that other projects be completed first. This Plan should be viewed as a flexible document, reviewed on a regular basis to address changes in conditions and circumstances, as well as new opportunities as they arise. The recommended projects are summarized on the next several pages. The estimated costs are calculated in 2005 dollars at a planning level and include a contingency factor of 25%.

For each recommended project the following information is provided:

- Project priority: 1, 2, 3 and 4 with 1 being the highest priority.
- Timeframe: 1 - 5 years, 6 - 10 years, 11 - 15 years, and 15+ years.
- Cost – Estimated capital cost and/or operational cost.
- Responsibility – The entity primarily responsible for implementation.

The implementation projects are grouped into five types of improvements;

1. Streets/Streetscape and Urban Design,
2. Parks and Trails,
3. Parking and Transit, and
4. Policy/Regulatory Recommendations.
5. Land Use Strategies and Opportunity Sites.

B1. Streets, Streetscape, and Urban Design

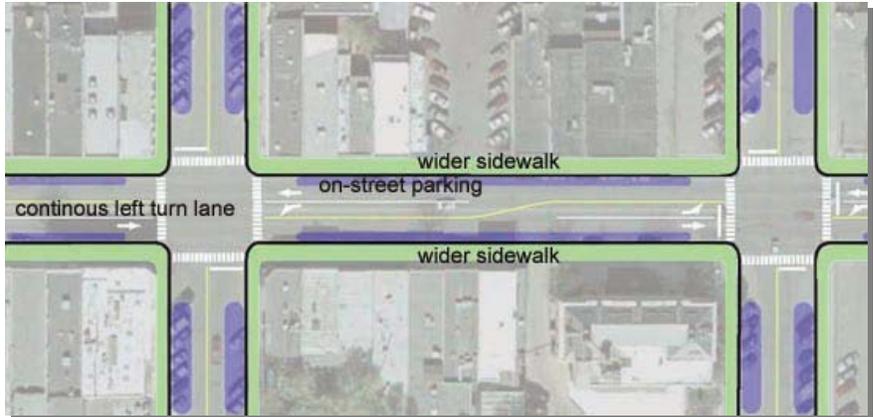
There are several recommended street reconstruction projects as well as streetscape improvements. Street reconstruction generally involves new curb and gutter, sidewalks, grading, drainage, new asphalt, and possible relocation of utilities. Streetscape improvements generally include street trees, decorative street lights, and street furniture. Street design treatments differ between streets. For example, Main Ave, receives the most sidewalk improvements, while Camino Del Rio receives the most intersection and crosswalk improvements.



Downtown recommendations (reduced version of plan on page 11)

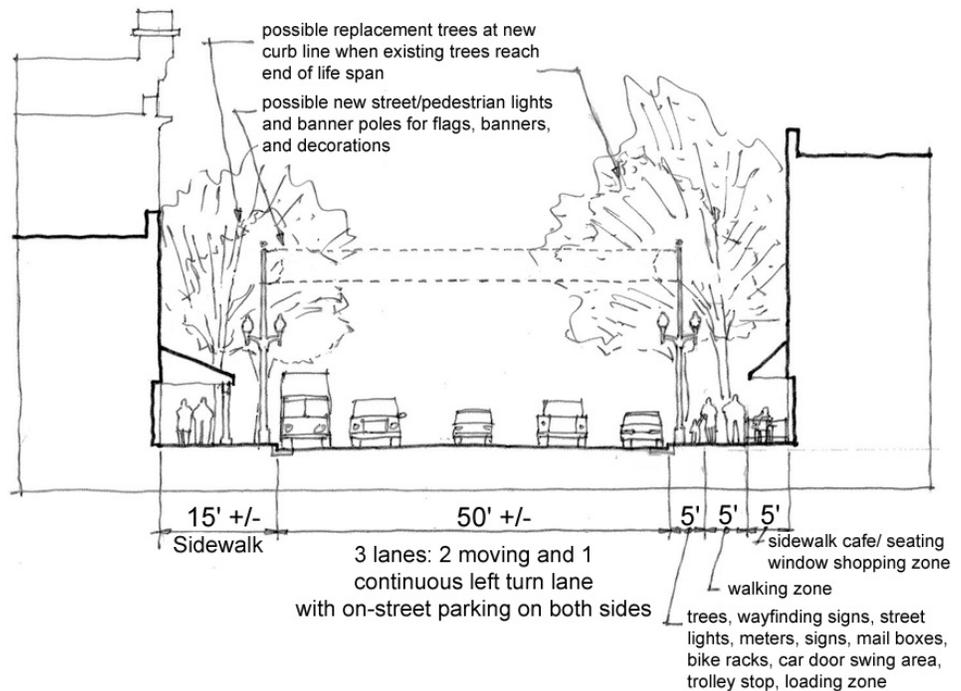
B1-1 Main Avenue

Main Avenue is the ‘community living room’ for downtown. As more residential, cultural, and visitor related development occurs along and near Main Avenue, it becomes even more important to have additional outdoor space for people. It is recommended that a modified



street cross section be implemented that consists of two travel lanes with a continuous left turn lane, one parking lane on each side, and widened sidewalks on each side of the street between Sixth and Fourteenth Streets. This reduction eliminates two continuous lanes of traffic and replaces them with one turn lane. When a motorist is making a left turn today, the right lane becomes the only through lane of traffic. With the introduction of left turn lanes, it is anticipated that traffic movement will not change significantly from its current condition, yet yield a benefit of a 50% increase in pedestrian space (future traffic studies may need to be conducted to confirm this). The right travel lane will function much like it does today; when a motorist is parallel parking, through movement will either have to wait a few seconds or maneuver around the parking vehicle.

By converting the street from four lanes to three, the sidewalks on both sides of the street will gain an average of five feet to provide more outdoor public space for walking, sidewalk cafes, wayfinding signs, additional street trees, light fixtures, benches, bicycle racks, consolidated newspaper boxes, and public art.



Priority: 1
 Timing: Years 1 -5
 Cost: \$5 million

total, \$625,000 per block (not including signal replacement if necessary)

Responsible: Public Works construction management with consultant design and construction and assistance from Parks and Recreation and Planning.

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B1-2 Narrow Gauge Avenue

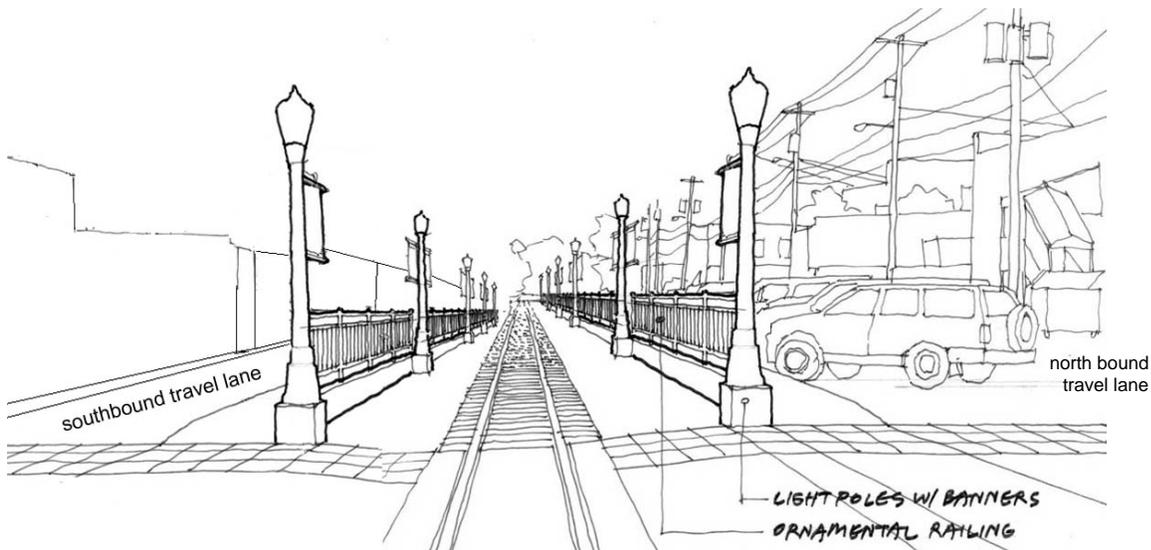
Today Narrow Gauge Avenue functions as an alley. It should become a two way thoroughfare with one lane of traffic on either side of the tracks and diagonal parking on both sides where feasible. By adding a two-way function to Narrow Gauge, motorists may drive around the block to the west from Main Avenue, thereby better distributing the Main Avenue traffic that otherwise would have only Second Avenue to the east as a parallel distributor street. Improvements should also continue to be made to the pedestrian crossings at every intersection with Narrow Gauge. By removing the existing unused rail tracks, land would be freed up on the west side of the main track for a southbound travel lane and abutting parking. The thoroughfare should be improved with landscaping, pedestrian lights, buried utilities, and screened service areas and dumpsters to improve the appearance of the street and rear facades of the buildings. It is recommended that at least the first phase (9th through 12th Streets) of the Narrow Gauge Avenue improvements be implemented before the Main Avenue improvements in order to improve traffic management during the reconstruction of Main Avenue,

The second phase of the Narrow Gauge Avenue improvements should continue from Ninth to Sixth Street. This would require the acquisition of land or easements on the west side of the tracks.

- Priority: 1
Timing: Years 1-5
Cost: Phase One \$640,000 (not including property acquisition)
Phase Two \$600,000 (not including property acquisition)
Responsible: Public Works construction management with consultant design and construction.



Proposed two-way Narrow Gauge



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B1-3 Camino del Rio Improvements

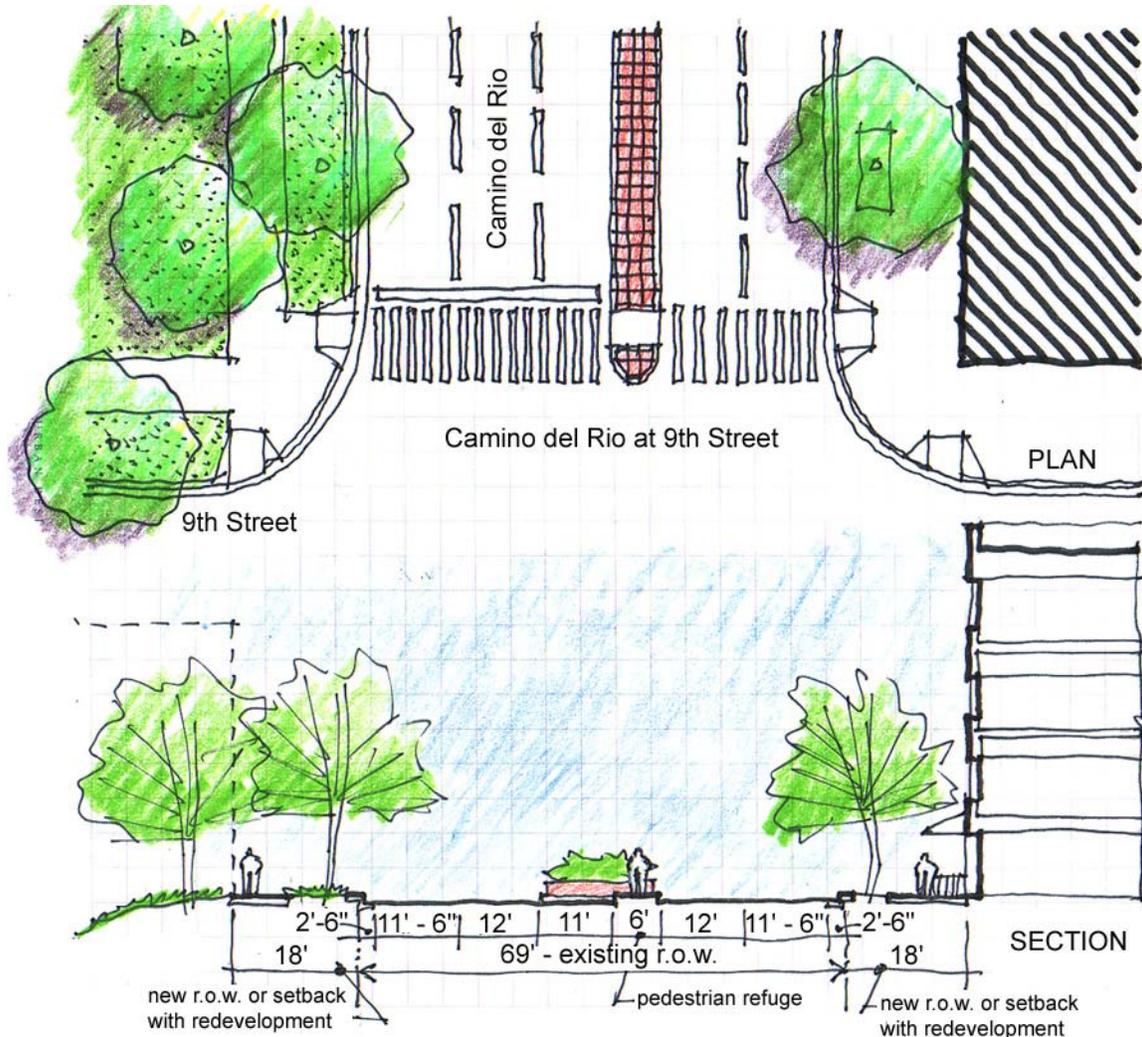
A landscaped median with substantial pedestrian refuges at the intersections of Sixth, Ninth, Eleventh, Twelfth, and Fourteenth Streets should be implemented on Camino del Rio between Sixth and Fourteenth Streets. This is the most cost-effective way to improve pedestrian and bicycle access across Camino del Rio from Downtown to the Animas River. Entry gateways and wayfinding signage should be provided at these intersections as well, for the purpose of announcing downtown to the regional traffic on Camino del Rio and directing traffic off it. The signal timing and sequencing should also be improved for the Fourteenth Street and Camino del Rio intersection. Median landscaping should be kept low so as not to interfere with motorist visibility, and to maintain good views of the mountains. Left turn lanes for vehicular traffic should be provided at Sixth, Ninth, Eleventh, and Fourteenth Streets. As redevelopment occurs along Camino del Rio, provisions for detached sidewalks, street trees and new high quality street and pedestrian lights should be required.

Priority: 2

Timing: Years 5 -10

Cost: \$2.1 Million (not including property acquisition)

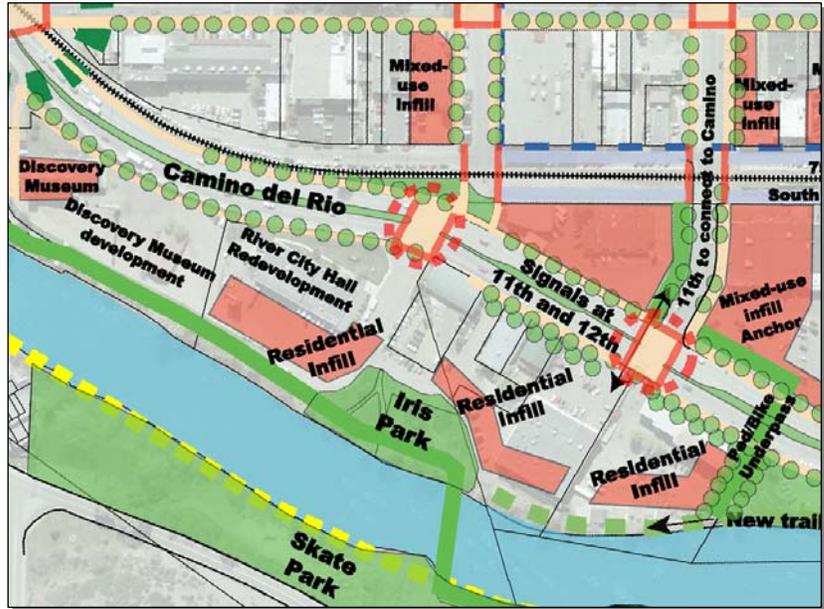
Responsible: CDOT oversight, City of Durango construction management with consultant design and construction, seek eligible CDOT Enhancement funding.



B1-4 Eleventh and Twelfth Streets

Eleventh Street should become a dedicated street between Narrow Gauge Avenue and Camino del Rio, and include curb and gutter, sidewalks, street trees, and lighting. Eleventh Street would be a three-way intersection for vehicles at Camino del Rio and be the formalized connection to Main Avenue. Once 11th has been dedicated, the intersection should be signalized, with pedestrian improvements installed on both sides of Camino del Rio and along 11th towards Main Avenue to improve pedestrian accessibility across Camino del Rio and along Camino to tie the Animas River Trail to the downtown. This signalized intersection will also improve vehicular mobility by having another signalized intersection at this location.

In time, depending upon the evolution of land uses west of Camino del Rio south of 14th Street and following additional land use and mainline highway considerations, consideration should be given to signalizing 12th Street when warrants are met. The 12th Street signal should be designed to stop southbound Highway traffic only and the 11th Street signal to stop northbound traffic only. These signals will then need to be synchronized to function together. To make this work, Twelfth Street will need to be closed to traffic between Narrow Gauge and Camino del Rio and would become a three-way intersection connecting to development along the River. Pedestrians could benefit by installation of a protected space in the center median area between the two signals, with access onto and off the highway median where the traffic signals stop the traffic, with CDOT's approval. These new intersections will enhance the access for vehicles, pedestrians, and bicycles to and from properties along the River, the Animas River trail, and the downtown core. Alternative crossing treatments should be investigated, particularly a pedestrian underpass of Camino between 10th and 12th Streets.



- Priority: 2
- Timing: Years 5 - 10
- Cost: Eleventh Street \$500,000 (not including property acquisition)
Twelfth Street \$250,000 (not including property acquisition)
- Responsible: CDOT oversight, City Public Works construction management with consultant design and construction.

B1-5 Wayfinding and Signage

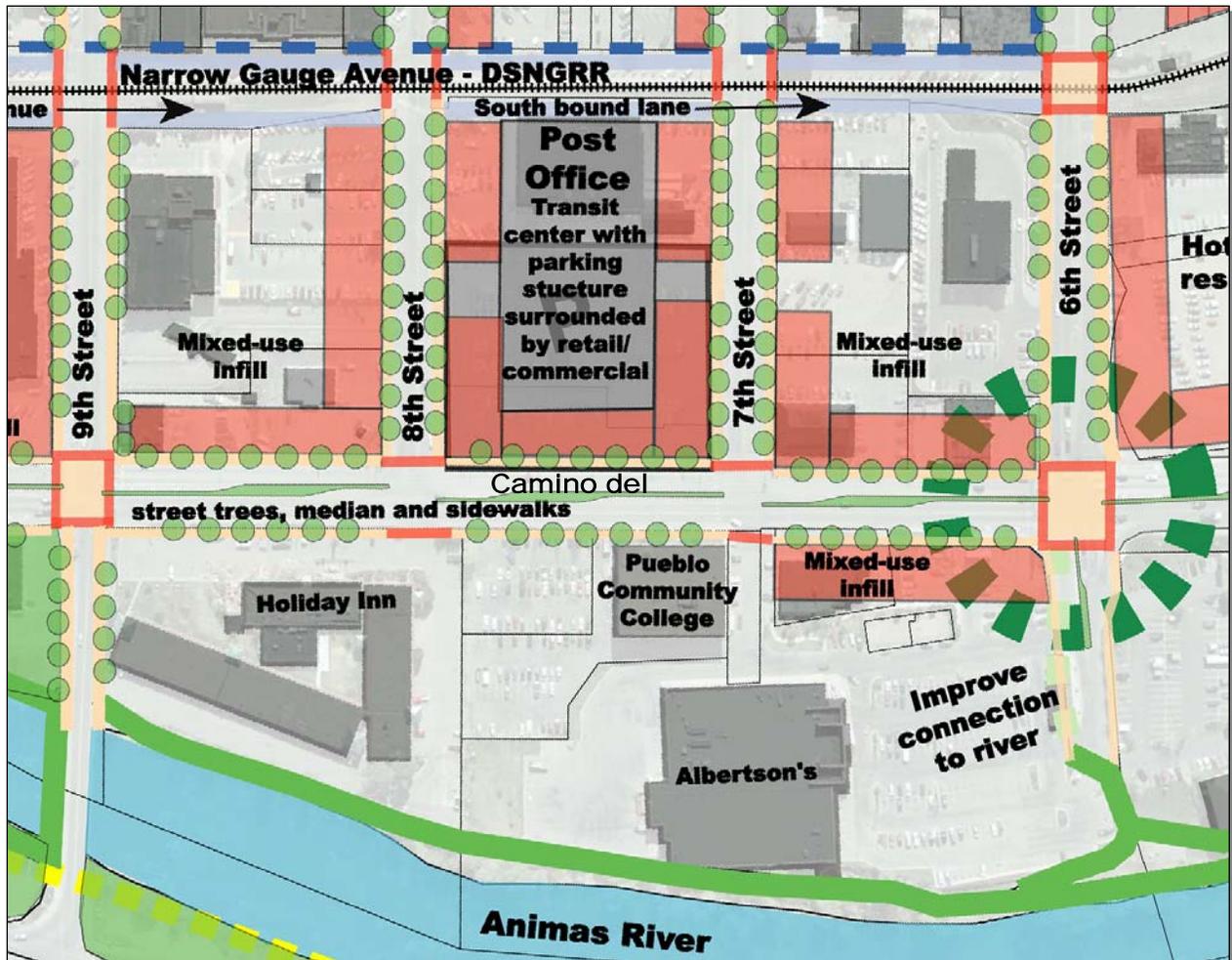
A wayfinding and signage master plan should be produced as soon as possible. Improved wayfinding will provide better direction to downtown from regional access routes as well as enhanced direction within downtown to public parking, civic uses, Fort Lewis College, arts and cultural uses, bicycle and pedestrian facilities, hotels, and other major attractions. Top priority should be placed on identifying the downtown from the regional access routes (Camino del Rio/Highways 550 and 160), locating parking areas within downtown, and indicating access points to the Animas River Trail. There should be a common theme and consistency of signs throughout downtown to provide ease of recognition for both locals and visitors. A wayfinding master plan should be commissioned as soon as possible to produce an overall comprehensive plan that identifies logo and branding concepts, sign types (such as directional, informational, entry, and kiosks), sign locations, and order of magnitude estimated costs. Any wayfinding or signage on or abutting State Highway 550 shall adhere to the State Advertised Signing program; TODS program, Logos program, and Guide Signs for Scenic By-Ways

Priority: 1
Timing: Year 1 -5
Cost: \$100,000
Responsible: CDOT oversight on Highway 550, Public Works with consultant design and construction.

B1-6 Sixth (College) and Ninth Street Streetscape Improvements

These two streets are the major east-west connections to Main Avenue from Camino del Rio and the Animas River. They provide the pedestrian connection to Main Avenue for two of the major hotels, as well as the main bicycle connections to and from the Animas River trail. Ninth Street is the only street in the core of downtown that crosses the Animas River and makes a direct connection to the trail. The major improvements should include sidewalk improvements and additional street trees from Main Avenue to the Animas River, at grade crossing improvements of Camino del Rio, and the provision of a separate sidewalk along the northern right of way line of Ninth Street between Narrow Gauge Avenue and Camino del Rio, and along the properties west of Camino del Rio straddling 9th Street.

- Priority: 3
- Timing: Years 11 -15
- Cost: Ninth Street \$500,000
Sixth Street \$350,000
- Responsible: Public Works and CDOT oversight and construction management with consultant design and construction.



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B2. Parks and Trails

B2-1 Bicycle/Pedestrian Path on the Upper/East Edge of Buckley Park

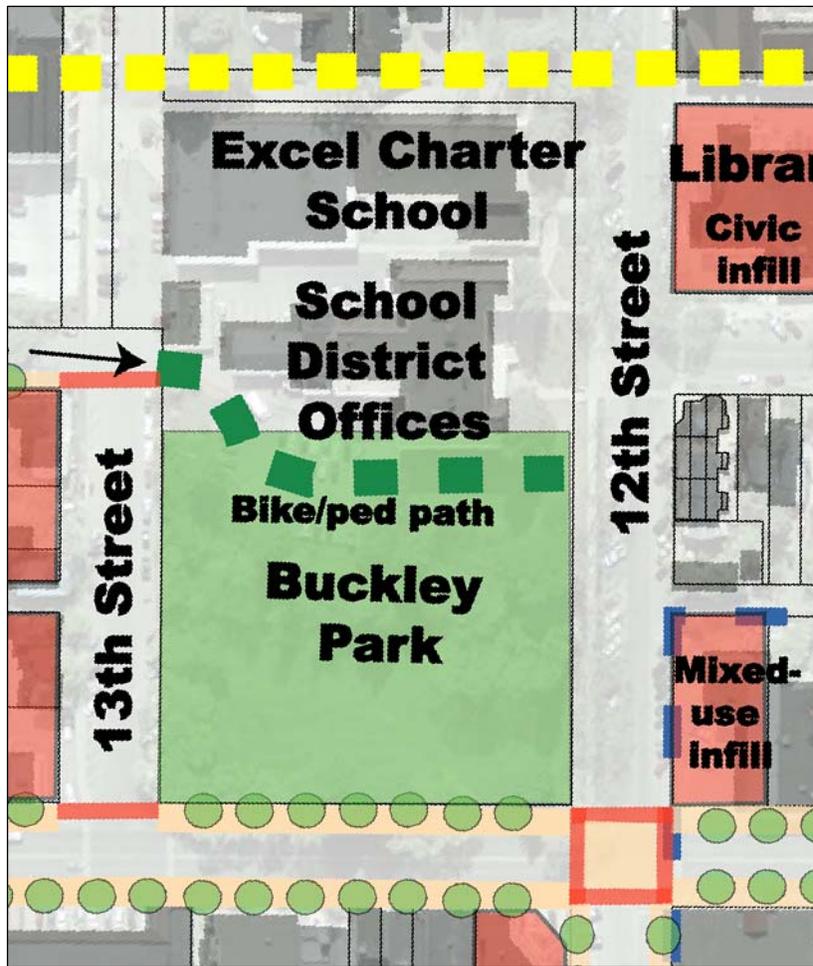
A bicycle/pedestrian path should be constructed on the upper east edge of the park between Twelfth and Thirteenth Streets. This improvement, combined with the Fifteenth Street and Second Avenue intersection improvements, will provide a much needed connection for cyclists into and out of downtown via Second Avenue to the Animas River trailhead at Rotary Park. Also as part of this project, the cobra street light located on Second Avenue in front of the 9-R School District office should be replaced with a matching downtown light fixture(s) located to the side of the intersection to reduce the visual impact on the historic building.

Priority: 1

Timing: Years 1 - 5

Cost: \$100,000 (this assumes no cost for the easement)

Responsible: Public Works, Parks and Recreation, and General Services oversight and construction management with consultant design and construction and 9R Coordination



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B2-2 Riverfront Trail Link / Riverfront Plaza Park

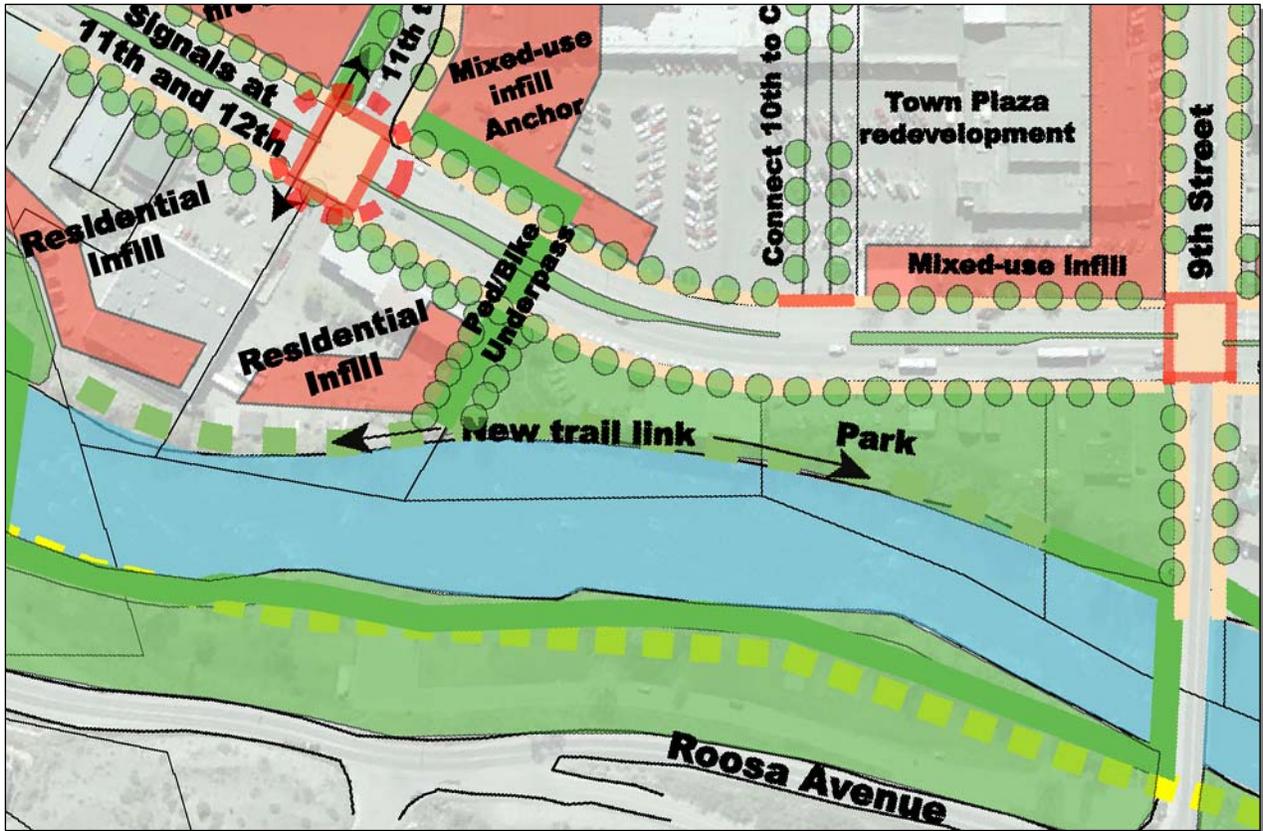
In order to provide an additional link in the Animas River Trail between Ninth and Twelfth Streets, acquisition of land or easements must be pursued.

Priority 1

Timing: Years 1 - 5;

Cost: \$125,000 for path only with no retaining walls (not including property acquisition)

Responsible: Public Works and Parks and Recreation oversight and construction management with consultant design and construction.



In addition, the three parcels north of Ninth Street could be purchased by the City in order to create a large public park on the east side of the river. This park would provide a destination and focal point at the terminus of Ninth Street from Downtown, and would complement the existing linear park on the west side of the river. It would also potentially create added value to the Town Plaza property across the street, thereby providing more of an incentive for mixed-use redevelopment to occur on this site.

Priority 4

Timing: 15+ years

Cost: N/A This would require significant property acquisition

Responsible: CDOT oversight on vehicular access, General Services, City Attorney, and Parks and Recreation for land and/or easements acquisition, Public Works oversight and construction management with consultant design and construction

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B2-3 Bike/Ped Underpass of Camino del Rio Between Tenth and Twelfth Streets

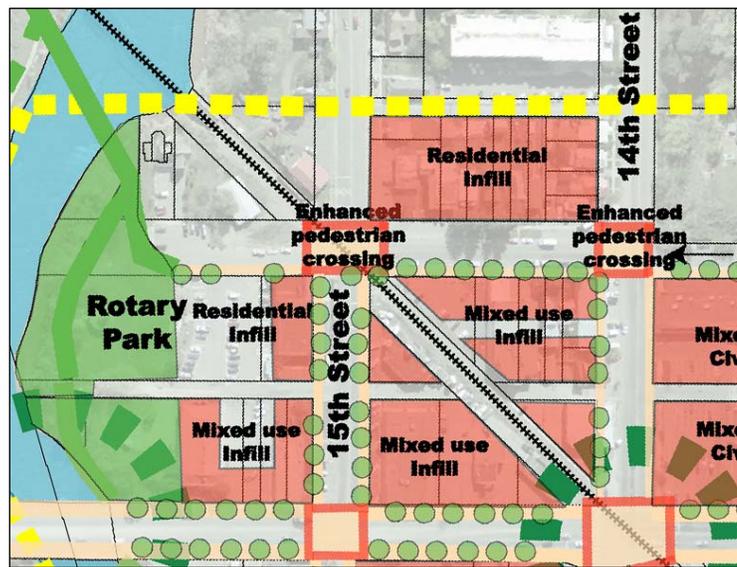
In addition to at-grade improvements for pedestrians and bicyclists at this intersection, it is recommended that the long term solution be a bicycle/pedestrian underpass. This will provide a seamless and safe connection to downtown from the Animas River Trail. The future Discovery Museum and other infill uses will benefit greatly from this connection by providing children and adults alike with a much safer pedestrian route to downtown,



- Priority: 4
- Timing: Years 15+
- Cost: \$2 – 4 Million (depending on land acquisition required)
- Responsible: Public Works and Parks and Recreation coordination and construction management with consultant design and construction, with CDOT oversight and possible funding.

B2-4 Enhanced Bicycle/Pedestrian Crossings at Fourteenth and Fifteenth Streets on Second Avenue

These intersections are major access points into downtown for pedestrians and bicycles coming from the north on the Animas River Trail. Fifteenth is a problematic intersection due to vehicular traffic heading west from Florida Road, east from Main Avenue, and the diagonal railroad tracks. It is recommended that enhanced crossings be implemented due the heavy, fast moving vehicular traffic. The rail crossing needs to be more recessed and made smoother for bicycles and pedestrians.



- Priority: 3
- Timing: Years 6 - 10
- Cost: \$350,000
- Responsible: Public Works and Parks and Recreation oversight and construction management with consultant design and construction and coordination with Durango Silverton Railroad.

B3. Parking and Transit

B3-1 Management/Enforcement of Existing Public Lots and On-Street Parking

The City of Durango has provided off-street parking over the years but the demand has outpaced the supply. The intention has been to provide public and employee parking but the experience has been that the employee parking requirements have consumed the entire off-street supply. Currently the only public off-street parking that is available is the DSNRR public parking lot. Support is needed to develop additional off-street parking to accommodate the visiting public which would also accommodate motor homes and vehicles with camper trailers.

Priority: 1

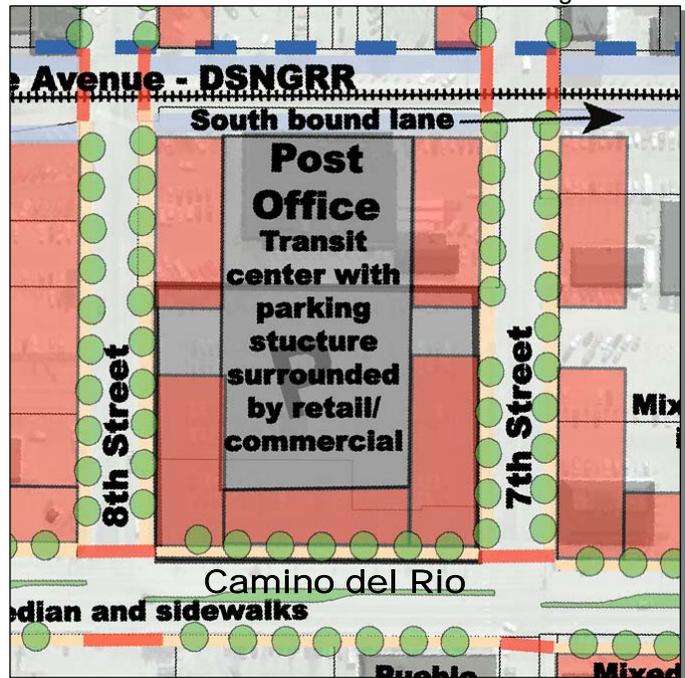
Timing: Year 1 - 5

Cost: \$0

Responsible: City Planning Department, General Services

B3-2 Transit Center – Mixed use parking structure

The City is in a preliminary design process for a new transit center on the existing Car Park site bounded by Camino del Rio, Seventh and Eighth Streets. The project will include a transit center of 4,000 square feet with widened landscaped sidewalks along Seventh and Eighth streets and a parking garage of 625 spaces, which would include a net gain of 405 spaces and possibly contain retail space. The garage would occupy most of the site and would front on the west side of the property on Camino del Rio. The transit center would include public restrooms and City offices, a driver's lounge and locker room, public information displays, and indoor/outdoor passenger waiting space. Access to the facility would be gained from Seventh and Eighth Streets. The Consultant team agrees that a transit hub in the downtown is good for the entire City, as this would provide a central location for the majority of routes which serve the downtown and could originate and terminate at this facility. The City should plan for inclusion of the Post Office site on the east side of the Car Park property with the assurance that the Post Office should maintain a retail presence in this project while moving its major distribution facilities elsewhere. The opportunity also exists to provide structured public parking on the site which would increase the downtown parking supply as development continues to occur. Design of the structure is important as it will be located on a major thoroughfare. This site was a recommended location for a public parking structure in the Parking Study of 2000. Additional recommendations for the Car Park site as the preferred alternative are documented in the 2004 Transit Center Feasibility Study. The construction of the project would be phased in the following order:



The construction of the project would be phased in the following order:

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Phase I 2008 Phase I will include Construction of the transit center; bus and bus passenger staging areas; 400 spaces of the parking garage; and widening and landscaping of the sidewalks on Eighth and Seventh Streets.

Phase II 2010 Phase II will include an additional 225 spaces of parking to be incorporated with the Post Office property.

Priority: 1

Timing: Years 3 - 5

Cost: \$ \$14,250,000

Responsible: Planning, General Services

B4. Policies and Regulations

There was much discussion throughout the process involving building height and on-site parking requirements as set forth in the City's Land Use and Development Code. The following recommendations are interrelated: if the parking requirements are reduced, then the height allowance must also be reduced.

B4-1 Building Height Restrictions

The current height limit in the majority of the downtown core is seventy feet (70), with the exception of the River Corridor Overlay Zone which defines a maximum height of 35 feet. Except for the occasional spire, seventy feet is beyond the scale of the existing downtown buildings, including the 55 foot Strater Hotel, the tallest existing building in Downtown. Specific height recommendations are:

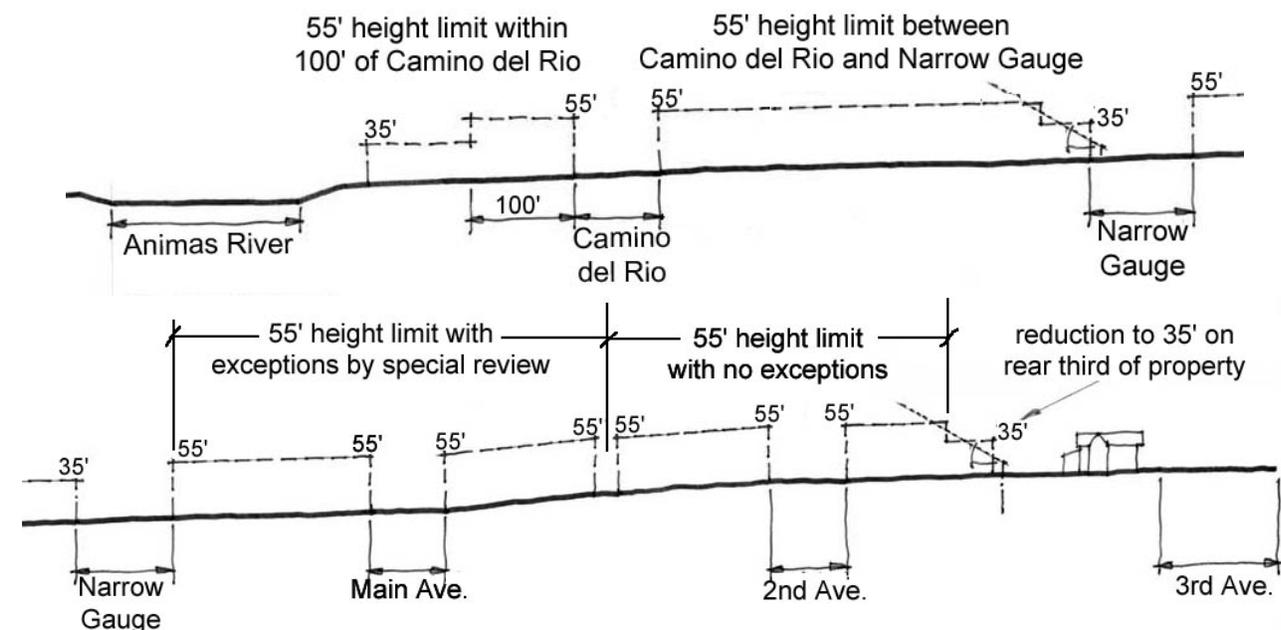
- Without higher exceptions, the building height limits should be reduced to fifty-five (55) feet in the area bounded on the west by the alley between Main and Narrow Gauge Avenues, on the east by the alley between Second and Third Avenues, on the north by the Animas River, and on the south by Highway 550/160. In addition, a 35 foot height limit should be applied to the east one-third of the downtown lots that adjoin the alley between Second and Third Avenues.
- Building heights should be reduced to fifty-five (55) feet in the area bounded by the alley between Main and Second Avenues and Camino del Rio. Buildings along Narrow Gauge should step down to 35'. There may be potential for exceptions for buildings to exceed this limit subject to further study and review.
- Retain the existing height limit of 35' for the area between Camino del Rio and the Animas River but consider exceptions to the limit up to 55' for new buildings fronting onto Camino del Rio. Guidelines will need to be written to address where the 55' height may occur and where it must step down to 35'.

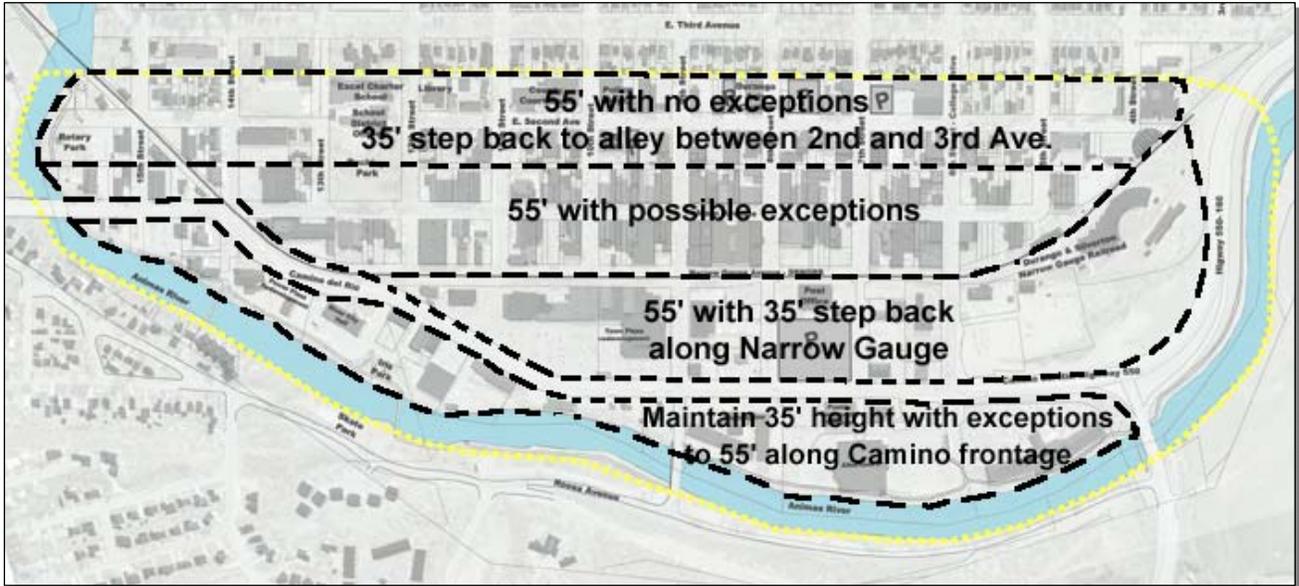
Priority: 1 - High

Timing: Years 1 - 2

Cost: \$0

Responsible: City Planning Department





building height restrictions diagram

B4-2 Parking Reductions

The current parking regulations in downtown are a deterrent to new development and redevelopment. Infill residential and commercial development is important to downtown's economic health in that it builds in a population to support existing retail, and provides reinforcement of downtown's unique uses, thereby maintaining downtown's ability to compete with other area centers. This Plan recommends the reduction of the parking requirements as follows:

- Retail parking should be reduced from 4 spaces per 1,000 sq. ft to 3 spaces per 1,000 sq. ft
- Office parking should be reduced from 3 spaces per 1,000 sq. ft to 2 spaces per 1,000 sq. ft
- Residential parking should be reduced from 2 spaces per 1 BR and 2.3 spaces per 2 BR unit to an average of 1.5 spaces per unit.

The city should continue its use of the fee-in-lieu-of-providing parking option, especially for those small redevelopment sites that are unable to provide on-site parking. Revenues from this fee are placed in a fund that can only be used for parking management, buying land for parking, and constructing public parking structures or lots. However, there is historically little income from this source.

Priority: 1
Timing: Years 1 - 5
Cost: \$0

Responsible: City Planning in consultation with General Services (Parking Management) Department,

B4-3 Downtown Design Guidelines

The existing Downtown Design guidelines should be amended to include any new recommendations on building height restrictions that would help clarify where height exceptions might occur. The document should also include specific guidelines for the north end of Main Avenue if this area is planned as a new district apart from the Main Avenue, Second Avenue, and Camino del Rio Districts currently defined in the Design Guidelines.

Priority: 1
Timing: Years 1 - 5
Cost: \$0
Responsible: City Planning Department

B4-4 Land Acquisition

The City should develop strategies and identify and pursue funding sources for acquiring property for civic uses such as parking lots or structures, a new City Hall and a relocated downtown fire station.

Priority: 1
Timing: Year 1 - 5
Cost: \$N/A
Responsible: City of Durango

B5. Land Use Strategies and Opportunity Sites

Although Durango currently has healthy private investment in downtown, this Plan identifies a number of opportunity sites where additional public and private development should be encouraged. The development potentials of each area are supported by the public investments described in the previous sections. The key opportunity areas are listed below.

Downtown Core

Civic Center

There is strong support for the City and County to retain the presence of their offices downtown. It is important that they remain in downtown for the vitality of downtown due to the number of people they employ and the visitors they attract, as well as the numerous private businesses that support the government uses. Many of the current civic uses (City Hall, Police Department, County Courthouse, Fire and Rescue Station, School District 9R Administrative Offices, and the Library), have expressed a need for more space. Ideally, City Hall and River City Hall would be consolidated into one facility to increase their efficiency.

It is also desirable to continue the cluster of civic uses on Second Avenue. One possibility for City Hall is to redevelop the existing City Hall and parking lot into a new facility, and to utilize the existing Police Station site should a new Police building be provided. Another possibility is to extend the sense of a civic center to include Buckley Park, and build a new facility on the block north of Thirteenth Street between Main and Second Avenues. With the future relocation of the library, the existing library site will become vacated. This may also be a good opportunity site for expanded City or County offices or other civic offices. It is also possible to provide a new facility as part of the proposed mixed-use transit center/parking structure on the post office site.

Art Center

One of the downtown core's unique attractions is the Durango Arts Center and the cluster of art galleries in its vicinity. The arts are an important and growing component of downtown's economic vitality, and should be nourished. While the reuse of the Power Plant for a Discovery Museum takes good advantage of a special building, it would be a mistake to move the center of gravity of the arts from the downtown core to the River area, which even with best efforts is not well situated for easy walkable access from Main Avenue. The Durango Arts Center's current location is ideal due to its close relationship to other galleries in the downtown core, as well as the surrounding neighborhoods, and other civic uses. These synergies would be lost at a more remote location. Other arts and culturally related uses should also be pursued downtown, perhaps in conjunction with Ft. Lewis College.

Downtown Conference Center

The existing downtown hotels are relatively small and therefore lack the capability of hosting larger events. There is also a lack of other public facilities for meetings and events in the downtown area. The ideal facility would be a conference oriented hotel with facilities for larger meetings, conventions, banquets and other community events. There is not enough meeting and convention business in the region to attract this type of

hotel. Another potential solution is a publicly constructed conference center built adjacent to and operated by a hotel (e.g. Estes Park). Another potential option is a downtown community center with a catering kitchen and large meeting rooms and event spaces (e.g. Pagosa Springs). The public funds to accomplish these types of facilities are currently not available.. A downtown area project that can host both conventions and meetings and local events is seen as desirable but will need to wait until funding sources are available. A potential site for additional hotel and meeting facilities is the DSNR parking lot and vacant land south of Sixth Street.

Durango Historical Railroad Park

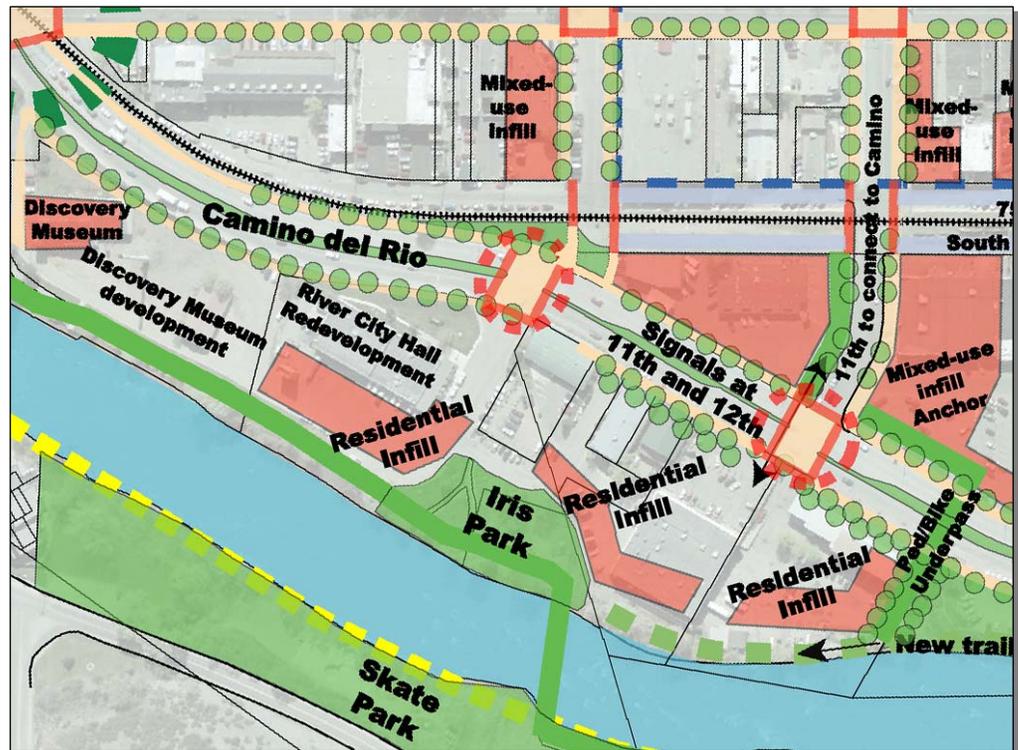
A good location for the restored #315 locomotive engine interpretive park would be the south end of the DSNR yard due to the synergy with the DSNR depot and train operations as well as the proximity to major hotels, and the general lack of a more appropriate or affordable site.

Animas River Area

Over time, the area between Camino del Rio and the Animas River should gradually convert from strip commercial uses to an area that takes full advantage of the river through the provision of parks, trails, residential uses, and small supporting live/work and retail locations. Specialty cultural and retail uses are also appropriate, but care must be taken to avoid the development of an arts and/or retail district that either removes needed uses from the downtown core, or competes with the core.

River City Hall - Fire and Rescue

This site would be a good location for artist's studios and residences to complement the future Discovery Museum. There could also be small retail uses integrated into the residential projects such as a café with outdoor seating on the river. The City should undertake a study with the Fire Authority to determine where the best place is to construct a new fire station, including the Dog Park / former Tailings Property site, in order to free up the existing River City Hall site for redevelopment.



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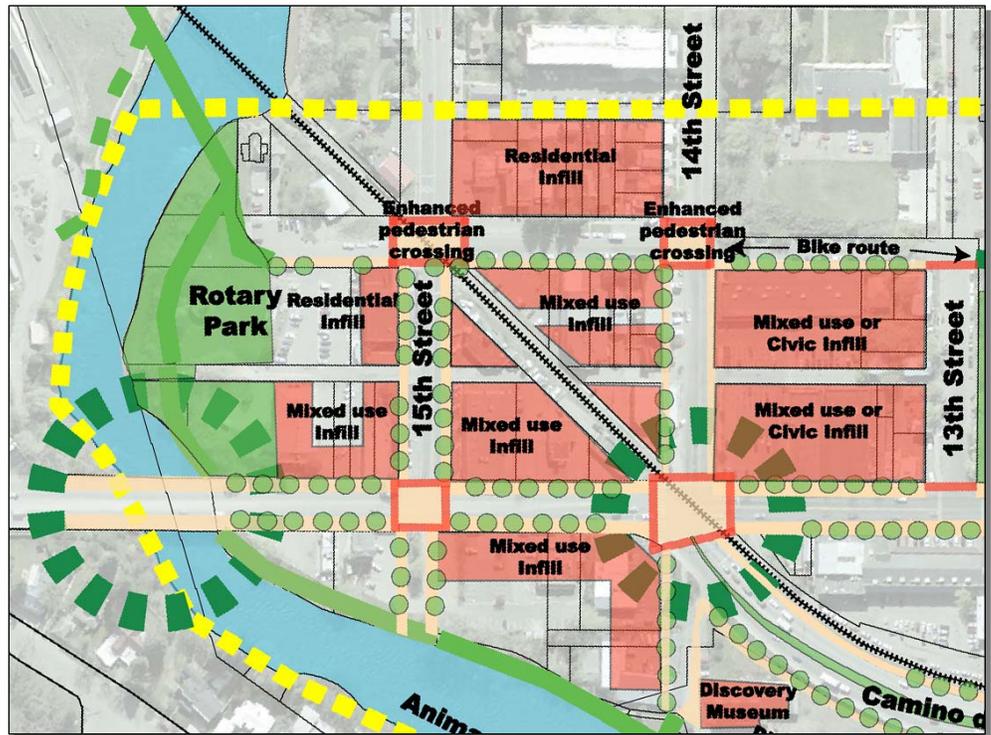
Power Plant Site

This site is currently in the process of redevelopment intended for the Durango Discovery Museum. The fundraising campaign has raised about twenty percent of the necessary funds for the project and is moving forward.



North End of the CBD

Main Avenue needs an activity anchor at its north end in the downtown core. This could take a variety of forms such as the location of a civic or cultural use, the development of Buckley Park into more of a festival park, the location of a public parking garage along Main Avenue, and the development of a strong new residential neighborhood. This neighborhood could occur on the blocks bounded by Thirteenth Street, the alley between Second and Third Avenues, the west side of Main Avenue, and the Animas River. Rotary Park, Buckley Park, the Animas River and the River trail are all excellent amenities for residential development. The opportunity also exists for the block bounded by Main and Second Avenues, and Thirteenth and Fourteenth Streets to become a civic use such as a new city hall or mixed use development around a public parking garage.



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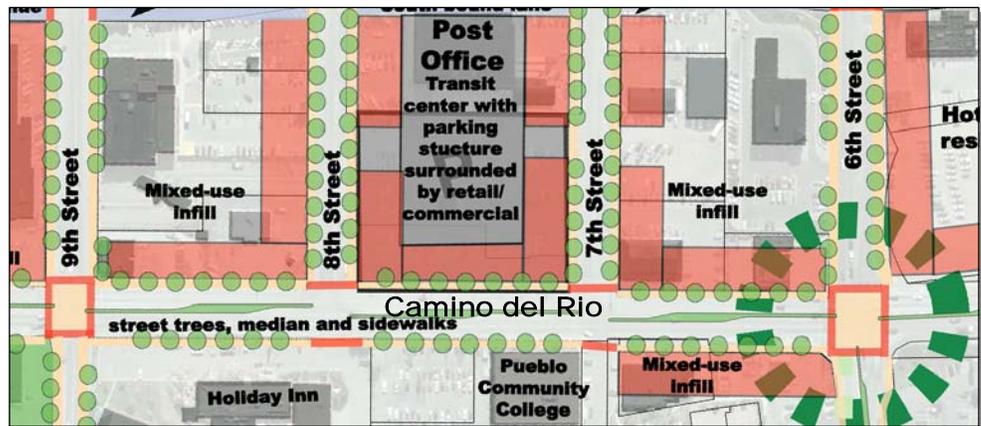
Camino del Rio

The strip commercial nature of Camino del Rio should gradually change as the river environment becomes more park-like and residential, the street itself is upgraded with medians and better crossings, and the downtown core extends along the numbered streets to Camino del Rio. The City should encourage private development / redevelopment with necessary incentives, fee waivers, parking / height flexibility, etc.

DSNGRR property at Sixth Street and Camino del Rio

The DSNRR has preliminary plans for a hotel and mixed use development on this site which is an appropriate use for this site. The site would also make a good location for conference facilities associated with the hotel. It is a key site that introduces downtown to regional traffic along Camino del Rio. As such, it requires care in its design and site plan.

The blocks fronting Camino del Rio on the east side between Sixth and Ninth Streets have the potential for mixed-use infill projects focused on the redevelopment of the City's parking lot as a transit center, and the cross streets leading to Main Avenue.



Town Plaza Site

This site has great potential for a mixed use development that has a better relationship with the downtown core and the river, while maintaining many of its current uses. In the long term, if the entire site redevelops, it would be beneficial for Tenth Street to extend to the site with pedestrian and possibly vehicular access. However, this connection is not intended to extend to or connect with Camino del Rio.

PART C: FUNDING SOURCES

The *Downtown Vision and Strategic Plan* is a long range Plan for how the City of Durango community and its downtown area can continue to thrive and grow. The Plan includes an ambitious list of projects and investments that exceed current funding levels. The successful implementation of the Plan will require a greater commitment of organizational and financing resources and will also require establishing project priorities. The implementation strategy is presented in three sections:

- Funding Sources and Financing Strategies
- Organization and Management
- Next Steps

Funding Sources and Financing Strategies

The major existing and potential funding sources are described below. This is followed by a recommended funding approach and potential funding scenario.

Capital Improvement Program

The City of Durango Capital Improvement Program (CIP) includes a five-year fiscally constrained capital program adopted by City Council. (There is also a 15-year needs based assessment that tracks the City's long term capital needs.) Water, sewer, and airport projects are largely self financed through enterprise funds. The primary funding source for roads, parks, and recreation improvements is a portion of the City's 2 percent sales tax collections set aside for capital improvements. The funds available for capital improvements are dependent on revenues rising faster than city expenses and there is no set amount. In recent years, approximately \$2.1 million has been transferred to the CIP.

The City also has a ½ cent sales tax dedicated to debt service and operating costs for the Durango Community Recreation Center and for construction of the Animas River Trail. There is currently \$2.8 million in annual revenues with about \$1.6 million going to the Recreation Center. This leaves approximately \$1.2 million for the Animas River Trail and related costs.

Other CIP funding is from a variety of grants, the most significant of which are state energy impact grants and Great Outdoors Colorado (GOCO) grants. Energy impact funds are awarded on a project specific basis, but have averaged \$300,000 to \$500,000 per year. GOCO funds are derived from a distribution of Colorado Lottery proceeds and have averaged about \$150,000 per year.

New ½ Cent Sales Tax

The City has a POST and Capital Improvements sales tax recently voted into place for twenty-one and a half years, ending on December 31, 2026. The tax is estimated to be \$3 million in 2006. Half of these funds (1/4 cent) is allocated to the preservation of open space and the creation and maintenance of parks and trails, and the other half (1/4 cent) to Capital Improvements. These funds would provide significant additional revenue

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sources for the types of improvements included in the Downtown Vision and Strategic Plan. There will however be a large number of other capital projects already in the 15 year needs assessment vying for these funds, including streets, storm drainage, and facility projects (including a new city hall and police station).

Business Improvement District (BID)

A Business Improvement District (BID) is a public organization formed to provide a variety of services and improvements in downtowns and other business districts including: maintenance; security; marketing and promotions; special events; parking and transportation; economic development; and capital improvements. To generate revenues, a BID can levy a tax or an assessment. Assessments to area property owners are calculated based on benefits received and can be based on a variety of factors including square feet of building, square feet of land, or front footage. Typical assessments range from \$.10 to \$25 per square foot of building and land or 5 to 15 percent of existing property taxes. A number of BIDs in smaller cities have used a more straightforward funding approach levying a tax instead of an assessment with an average of 5 mills. A downtown BID with a 5 mill tax levy currently would raise approximately \$500,000 per year.

Durango has an existing BID focused on a meeting and conference facility. The district includes downtown and the hotel district on North Main Avenue. The current 1.5 mill levy generates approximately \$150,000 per year.

Revenue Bonds

Public facilities, such as parking structures that generate operating revenues can be financed with revenue bonds. The annual operating surplus (gross revenues minus operating expenditures) can be used to pay the annual debt service on a project at municipal bond rates.

Tax Increment Financing (TIF)

A downtown development authority (DDA) or an urban renewal authority (URA) can utilize tax increment financing to redirect new property and/or sales tax revenues generated by improvements within a designated area to be used for public improvements. Under TIF, the tax base of a downtown development district or an urban renewal district is frozen in an initial year and any increase in taxes over this base amount can be used by the agency for redevelopment purposes. Generally, this annual tax increment is leveraged and used as a payment stream for revenue bonds issued for eligible improvements. The annual property tax increment applies to all taxes, (city, county, and school district) unless the authority specifically excludes a portion. The city, can at its discretion also use its sales tax increment for TIF.

TIF financing is a potential source of revenues to bond for capital improvements. However, tax increment revenues are expected to grow slowly and are not expected to be a viable revenue source for bond financing for some period into the future based on the level of infill development activity. Also, because the city already utilizes sales tax revenues to pay for capital improvements, this approach would just move the dollars from one pot to another without generating substantial new revenues.

Transportation Funds

State highway transportation improvements are funded from federal revenue sources under the Surface Transportation Program (STP). These projects typically are eligible for 80 percent funding with a 20 percent local match. Eligible projects need to be included in the State Transportation Plan and in the State Transportation Improvement Program (STIP). Camino del Rio is the only state highway affected by the downtown plan, but there are no downtown projects currently in the STP or STIP.

Another typical source of transportation funding is the Transportation Enhancement Program which provides flexible funding for improvements “beyond the normal, routine, or customary elements of transportation projects.” Enhancement funds are typically used for streetscape improvements benefiting both pedestrians and bicyclists, trails, historic preservation, for improving the aesthetics of transportation improvements, and for environmental mitigation. Funds can be used for planning and design as well as construction.

The Southwest Transportation Planning Region (TPR), including La Plata, Montezuma, Dolores, and San Juan counties, receives about \$400,000 per year in funding. CDOT plans enhancement fund disbursements on a two-year basis. Typical awards can range from a few thousand dollars to several hundred thousand dollars. The applicant is required to provide at least 20 percent of the total project costs from local funds. Many of the transportation improvements in the Plan including the pedestrian improvements to Camino del Rio and the streetscape improvements along Main Avenue would be eligible for funding. However, the City has sought and received these funds for Animas River Trail projects and there may not be many opportunities for this source in upcoming years.

Funding Strategy

The Downtown Vision and Strategic Plan includes an estimated \$29 million in capital improvements, not all of which can be funded immediately. The City has historically committed approximately \$3 to \$4 million per year to the roadway, parks, trails, urban design and streetscape, and public facilities in the CIP for the city as a whole funded by sales tax transfers and various federal and state grants. The only existing downtown project in the CIP is sidewalk replacements on Main Avenue funded at \$1.2 million (\$400,000 per year for three years). The sidewalk replacements would be a component of the expanded Main Avenue streetscape improvement project and that funding could be applied to the larger project.

The POST and Capital Improvements ½ cent optional sales tax has the greatest potential for providing additional sources of revenue for capital improvements, including many of the recommended improvements in the Plan. There are however, a large number of unfunded capital projects in the 15-year needs assessment that will also compete for any additional funding. It will be important to also seek out other external and supplemental funding, including pursuing grants based on project eligibility. It is also incumbent on the downtown business and property owners to raise additional private sector revenues to help self-finance some of the recommended improvements and to provide “match funding” to the public investments in the downtown area.

The key to implementing the recommended downtown improvements in a timely fashion is to add at least Priority 1 projects to the CIP. This requires that the City's department heads (and ultimately the City Council that approves the CIP) agree the recommended projects are important public expenditures in relation to other city capital needs. The recommended Plan projects for inclusion in the CIP are shown in **Table 1**.

For purposes of illustration only, we have phased the \$28.9 million of projects based on the community's priorities reviewed in the last section, as well as an assumed level of \$1.67 million annual funding over the next 15 years. The annual funding goal, contingent upon the City Council's allocation of available financial resources, is based on the following:

- Allocation of the \$1.2 million in Main Avenue sidewalk replacement to the Main Avenue Streetscape project.
- An estimated 20 percent of the existing general fund monies (estimated at \$420,000 per year) commencing after the sidewalk replacement funds are expended.
- An estimated 20 percent share of the 1/4 cent Capital Improvements sales tax should be allocated for the Downtown Vision and Strategic Plan, improvements estimated at \$360,000 per year.
- A commitment of the 1/2 cent sales tax for construction of the Animas River Trail and for eligible projects (Riverfront Park) totaling \$125,000 plus land acquisition.
- Energy Impact grants for specific improvements totaling \$1.2 million over 15 years, or an average of \$80,000 per year.
- CDOT Enhancement grants totaling \$280,000 to pay for 10 percent of the Main Avenue improvements and \$525,000 to pay for 25 percent of the Camino del Rio improvements.
- 20-year revenue bonds with a \$1.2 million annual payment to offset the cost of a \$15.0 million parking structure.
- Implementation of a BID or DDA with a minimum funding level of 5 mills generating \$500,000 per year, of which 50 percent or \$250,000 could be allocated to capital improvements.

The total of \$28.9 million in funding or an average \$1.92 million in annual downtown funding over the next 15 years would allow the recommended Priority 1,2, and 3 projects to be completed as illustrated in **Table 1**. The funding scenario is conceptual and would change based on annual priorities and available funding, but nevertheless shows that implementing the proposed improvements is achievable if the downtown property owners and city are committed to doing so.

Table 1
Capital Improvement Priorities
Downtown Durango Vision and Strategic Plan

Code	Description	Estimated \$	Priority	Priority I					Priority II				Priority III		
				2006 (Year 1)	2007 (Year 2)	2008 (Year 3)	2009 (Year 4)	2010 (Year 5)	2011 (Year 6)	2012 (Year 7)	2013 (Year 8)	2014 (Year 9)	2015 (Year 10)	2016+ (Beyond)	
Expenditures															
B1-1	Main Avenue	5,000,000	1		1,250,000	1,250,000	1,250,000	1,250,000							
B1-2	Narrow Gauge Avenue	1,240,000	1		320,000	300,000	300,000	300,000							
B1-3	Camino del Rio Improvements	2,100,000	1							600,000					
B1-4	Eleventh and Twelfth Streets	750,000	2							900,000					
B1-5	Wayfinding and Signage	100,000	1	100,000						375,000					
B1-6	College & 9th Street Streetscape Improvements	850,000	3											850,000	
B2-1	Bike/Ped Path thru Buckley Park	100,000	1			100,000									
B2-2	Riverfront Plaza Park/Trail Link	125,000	3												
B2-3	Bike/Ped Underpass of Camino del Rio	3,000,000	3											125,000	
B2-4	Bike/Ped Signal at 15th & 2nd	350,000	2					350,000						3,000,000	
B3-2	Transit Center - Mixed Use Parking Structure ¹	14,250,000	1			1,203,639	1,203,639	1,203,639		1,203,639				6,018,194	
	Subtotal	\$27,865,000		\$100,000	\$1,570,000	\$2,873,639	\$2,763,639	\$3,103,639	\$3,103,639	\$2,178,639	\$2,478,639	\$600,000	\$0	\$0	\$9,983,194
Revenues															
	Sidewalk Replacement CIP Funds	1,200,000		400,000	400,000	400,000									
	General Fund Transfer to CIP	3,600,000					600,000	600,000		600,000				500,000	
	CIP (1/4 cent) Funding	5,400,000		360,000	360,000	360,000	360,000	360,000		360,000				360,000	1,800,000
	Animas River Trail Funding	3,125,000													3,125,000
	Energy Impact Grants	1,200,000		150,000	150,000	150,000	150,000	150,000		150,000					
	CDOT Enhancement Funds	805,000					280,000			150,000					
	BID or DDA (5 Mill Levy)	3,750,000		250,000	250,000	250,000	250,000	250,000		250,000				250,000	1,250,000
	Parking Revenue	8,425,472								1,203,639					6,018,194
	Subtotal	\$27,705,472		\$1,160,000	\$1,160,000	\$1,160,000	\$1,640,000	\$1,360,000	\$1,360,000	\$2,713,639	\$2,688,639	\$1,410,000	\$1,110,000	\$1,110,000	\$12,193,194
CIP Balance (Unfunded)															
	Annual			\$1,060,000	(\$410,000)	(\$1,713,639)	(\$1,113,639)	(\$1,743,639)		\$535,000	\$210,000	\$810,000	\$1,110,000	\$1,110,000	\$2,200,000
	Cumulative			\$1,060,000	\$650,000	(\$1,063,639)	(\$2,177,278)	(\$3,920,916)		(\$3,385,916)	(\$3,175,916)	(\$2,365,916)	(\$1,255,916)	(\$145,916)	\$2,054,084

¹Transit Center Funded by a Federal Grant (\$5.5 million); Parking Garage will be bonded with a payback from the Parking Revenue; Estimated \$ reflects total cost of improvements; annual expenditures represent the debt service cost. Land and ROW acquisition costs are unknown and are not included above.
Source: Economic & Planning Systems

Organization and Management

As discussed above, the Plan will require a commitment of additional funds and resources. It will also require an organization and management structure with the tools needed to carry out the program. There is a range of public and private management responsibilities involved in the implementation of the Plan, as well as in ongoing downtown management. Virtually all successful downtown revitalization efforts are based on a public-private partnership with managerial responsibilities and financial participation from both.

The recommended organizational structure is based on the anticipated organizational and managerial needs of downtown implementation and management, as well as the existing capabilities of existing organizations in the city. The intent is to supplement, complement and consolidate existing efforts. The existing organizations with downtown management responsibilities are as follows:

- **Downtown Development Partnership** – The DDP was formed as an interim board to provide downtown leadership for the future planning in the downtown area. The partnership board is composed of public and private leaders with responsibilities and interests in downtown. The organization provided community participation and input on the Downtown Plan but does not have existing staff or funding.
- **City of Durango** – The City of Durango has one dedicated staff person responsible for directing and coordinating Durango's successful downtown events programs as well as other on-going promotions and marketing activities. Other downtown functions are handled by the City's line departments including Planning and Community Development, General Services, Parks and Recreation, and Public Works.
- **Durango Business Improvement District** – This existing BID organization was created in 1997 and focused initially on a downtown conference center feasibility study. The district has broadened its focus somewhat to include support of events and grants. The BID has an existing 1.5 mill levy that generates about \$150,000 per year in revenues. The boundaries of the BID district are broader than downtown and include the hotel district on North Main.

General future downtown management needs are identified as follows:

CITY:

- Coordinate project feasibility and design for the major capital improvement projects.
- Oversee the construction of capital projects including the Main Avenue streetscape and Camino del Rio pedestrian and urban design improvements.

BID / DDP

- Oversee and direct implementation of the Downtown Plan.
- Oversee the establishment of a restructured BID or a DDA for purposes of economic development and financing.
- Work with property owners impacted by improvements.
- Assist private developers interested in building infill projects with economic development assistance including project financing and land assembly.

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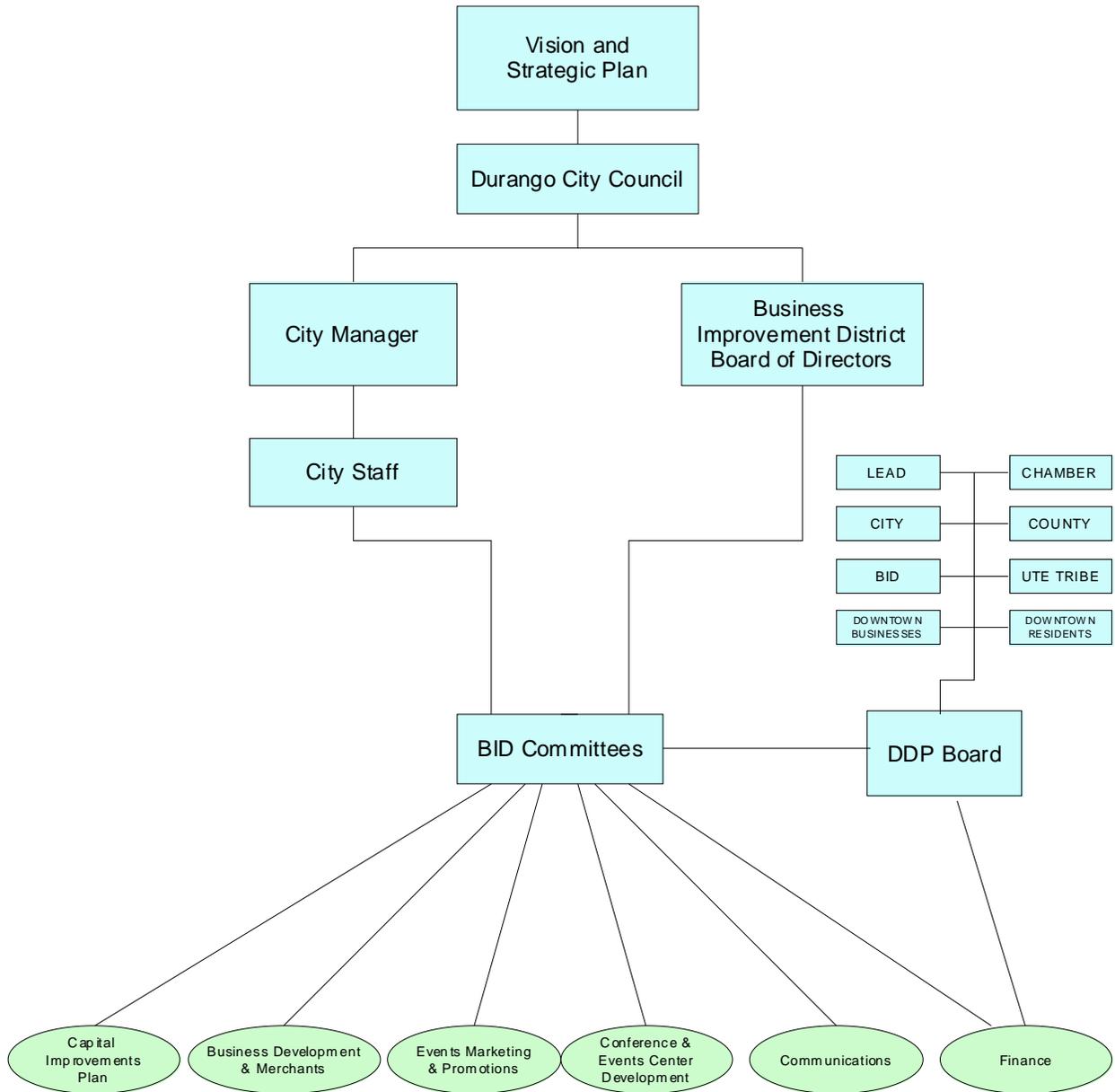
The recommended organizational structure would create a single entity with primary responsibilities for downtown management and implementation of the Downtown Vision and Strategic Plan. A refocused BID will provide the leadership and vision to become the board of directors for this new umbrella organization. The board's current membership can be modified as necessary to ensure that it is representative of all downtown civic, business, and resident interests, through the participation and interaction of the DDP. The BID would become the overall umbrella organization with other downtown functions structured as sub-organizations existing for functional and legal requirements.

The existing Durango BID is recommended to expand its focus and become a vehicle for downtown property and business input and to also function as a funding vehicle for ongoing downtown management and for capital improvements funding. The organization should be responsible for a broader range of downtown needs including parking development and management, and economic development and promotional programs in downtown. The BID responsibilities will continue to include the existing role of overseeing the future development of a downtown conference and events facility, and supplemental funding for events promotion and marketing. The organization has the ability to take on downtown supplemental "clean and safe" functions including maintenance of the downtown streetscape improvements.

A Downtown Merchants and Business Organization should also be created as a sub-entity of the BID to focus on existing business concerns including promotions and events.

A re-focused BID will require staff and other resources to execute the expanded mission.

The organization chart on the following page illustrates the downtown management structure. Taken together, the priority projects, funding sources and financing strategies, and a revised management and organizational structure will help to realize the successful implementation of the Downtown Vision and Strategic Plan.



Organization chart

The following five committees are recommended to be established in order to implement the Plan. Each of the committees will report to the BID Board and be co-chaired by at least one member of the District’s Board of Directors and one member of the DDP and populated by members of the DDP and other downtown stakeholders. There will be minutes taken and recommendations crafted for approval and action by the BID Board, unless the Board requires warranted additional discussion on the action.

Committees will make recommendations to the Board for approval. The Board will recognize these committees on an ongoing basis and will normally take action to ratify these recommendations. Once ratified,

all Board approved actions and directives are to be implemented by the Staff with the oversight of the committee Board chairman and participation of the Committee members.

Capital Improvements Plan Committee:

Advise the City of priorities for capital improvements and infrastructure for the Downtown Business District.

- Attend CIP budget meetings to help advocate for downtown capital improvement funding
- Champion the Vision Plan
- Bring professional guidance to BID meetings as necessary to aid with decision making.

Business Development and Merchants Committee:

Develop a business plan and marketing strategy that helps downtown retail merchants by developing the following elements:

- Collective advertising
- Directories & Signage
- A downtown branded image to the local market
- Conduct market research to direct efforts
- Formation of a Downtown Merchant & Business Owners Association

Events Marketing & Promotions Committee:

Evaluate funding for downtown events that are qualified by the funding guidelines developed by the BID board of directors.

- Listen to group presentations
- Make funding recommendations
- Evaluate and improve funding guidelines for board adoption.
- Help to develop and encourage additional beneficial events.
- Continue to focus on events that will:
 - Reach niche markets outside Durango and attract new business
 - Appeal to locals
 - Fit with and appeal to the branded image and niche market of the district

Conference & Events Center Development Committee:

Work to develop a concept, business plan, and support of a conference and events facility that will:

- Be located in the downtown area in a location within walking distance of the major downtown hotel properties
- Attract participation from locals and visitors for:
 - Meal functions
 - Community and social events
 - Regional and political meetings
 - Such functions that will attract revenues for businesses within the district and the region.

Communications Committee:

- Develop a network for regular and reliable communications with District:

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- Merchants and Business Owners
- Service businesses and organizations
- Residents
- Property Owners
- Hold meetings and informational symposiums to further cooperation and understanding of BID and DDP actions and identified opportunities.
- Promote and educate the constituents of the district to insure the continued future support for the district.

Next Steps

- Planning Commission review and recommendation and City Council adoption of the Vision and Strategic Plan.
- Expand the focus of the Business Improvement District – A downtown BID is recommended to be the primary funding vehicle for downtown stakeholders' and property owners' participation in the Plan. The existing BID is recommended to be expanded to take on these greater responsibilities and to consolidate greater resources.
- Formalize DDP as a committee of the BID that is responsible for:
 - Selection of new BID board candidates for recommendation of appointment by the City Council
 - Participation in an annual, joint BID/DDP/ City retreat where priorities and strategies for Downtown are set for the coming year
 - Broad, independent input to the BID board as to the progress and focus on annual priorities
 - A resource for population of BID committees
 - Become the BID Budget Committee.
- Create a Detailed Operating Agreement that defines:
 - Prioritization of tasks
 - The formation and adoption of the committees and chairs
 - Detailed role and tasks of the DDP and method for selection.
 - Explore additional funding and revenue for ongoing downtown operations, program management and Strategic Plan implementation
- Develop a staffing strategy – The successful implementation of the Plan will require a full-time staff person and support staff to take on the economic development, as well as financing and management responsibilities associated with the proposed improvements

Part D: Appendix

Documents reviewed by the consultant team

Comprehensive Plan – Adopted March 11, 1997
Parks Master Plan – Adopted October 16, 2001
Open Space and Trails Plan adopted March 6, 2001
Parking Analysis & Structure Feasibility Study – November 2000
Design Guidelines for the Downtown Overlay District – April 2003
Final Report: Facilities and Services Needs Assessment for the Durango Public Library – June 4, 2001
Durango US 550 Concept Plans – July 2002
'Heritage For Tomorrow, The Plan for Downtown Durango, Colorado' – Animas Regional Planning Commission, Summary Report, 1975
City of Durango; Feasibility Study for Downtown Transit Transfer – 2004
City of Durango Public Work Capital Improvement Plan

Steering Committee Members (DDP, Boards, City Staff, and Consultant Team)

Tom Berry - Design Review Board
Michael Bell - HPB
Brad Cochennet - DDP/Mercy Hospital
Greg Caton - DDP/City Manager's Office
Bob Allen - DDP/Business Owner
Phil Bryson - DDP/Business Owner
Steve Eccher - DDP/Chamber of Commerce
Bob Kunkel - DDP/Downtown Promotions
Bobby Lieb, DDP/Chamber of Commerce
Greg Hoch - City/Planning Director
Jack Rogers - City/Public Works Director
Sherry Taber - City/Library Director
Sherry Eilbes - City Finance Director
Carl Craig - City/General Services
Kevin Hall, City/Parks and Recreation
Keith Walzak - GF Properties
Richard Reynolds - CDOT
Sherry Eilbes - City/Finance
Dick Farley – Civitas
J.J. Folsom – Civitas
Jeremy Klop - Fehr & Peers
Dan Guimond - EPS

Downtown Durango Partnership

Rod Barker - Business Improvement District
Patty Burkholder - Durango Chamber of Commerce
Steve Eccher - Durango Chamber of Commerce

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Greg Caton - City of Durango
Bob Kunkel - City of Durango
Steve Short - Durango Industrial Development Foundation
Thomas Harrington - Fort Lewis College
Phil Bryson - La Plata Economic Development Action Partnership
Brad Cochennet - Mercy Medical Center
Michael Scannell - La Plata County
Regina Fallace - Southern Ute Tribe Growth Fund
Richard Biegel - Neighborhood
Peter Schertz - Maria's Bookshop
Bob Allen - The Appraisal Group
Brian Wagner - Durango Arts Center

The following pages include:

Charrette Three Presentation

Charrette Report Two

Charrette Report One