



Final Plan of Development

For

Downtown Colorado Springs

February 2, 2007

I. Introduction & Overview

It is not often that a large group of strong community leaders with diverse interests goes into a room and emerges with a clear and common vision. Yet that is precisely what happened during the past 18 months when business and civic leaders, government officials and staff, and a wide mix of other downtown stakeholders gathered several times to imagine a thriving future for downtown Colorado Springs.

Over a series of five daylong planning sessions, these committed participants imagined a Downtown Colorado Springs maturing into a thriving urban center, teeming with people of all stripes moving between their homes and offices and favorite shops and restaurants. The downtown they aspired to influence would be built on industry and history and culture, and its architecture would be dense, dramatic and richly varied.

It wasn't merely pie-in-the-sky dreaming. **Imagine Downtown** participants consulted with national experts in the field. They studied other similar markets, noting the lessons of failures as well as successes. They pried through recent studies and analysis of downtown data. Through the planning process the group came to agree that Downtown Colorado Springs must grow over time and along multiple paths. They considered the infrastructure necessary to support such an urban hub and concurred on the need for a driving force to move things forward, to keep an eye on the common vision and to help bridge gaps in vital financing.

Together, they painted a picture of what Downtown Colorado Springs could and should be; that picture comes to life in the pages of this Plan.

The Imagine Downtown Plan is flexible as well as pragmatic. It will also serve as the foundational “plan of development” for the work of the recent voter-established Colorado Springs Downtown Development Authority.

The **Imagine Downtown Final Plan** for Downtown Colorado Springs dated February 2, 2007 (the “**Imagine Downtown Plan**”) and any subsequent amendments to the **Imagine Downtown Plan** constitute the “plan of development” under Part 8 of Article 25 of Title 31, Colorado Revised Statutes (the Downtown Development Authority statute). The boundaries of the Colorado Springs Downtown Development Authority (the “Authority”), are set forth in section VIII of the **Imagine Downtown Plan** and constitute the “plan of development area” under the Downtown Development Authority statute.

II. Downtown: Perspective & Context

Downtown Colorado Springs has been the nexus of the city since its founding in 1871. Much of Colorado Springs's historical legacy is visually preserved here: from the original El Paso County Courthouse (now of course, the Pioneers Museum), to the original town square still known as Acacia Park, to the railroad Depot, to the several-times-reincarnated Antlers Hotel and to the recently restored original City Hall. The city's origins persist as well in the distinct architecture defining other lesser-known or frequently renamed downtown buildings. Think of the Indian head perched nobly above the entrance to Phantom Canyon Brewery, or the striking facade of the Hibbards Department Store building and the heavenly inspired steeples and leaded glass, turrets and more that characterize the bevy of time-honored downtown churches and the original academic halls of The Colorado College. Only in downtown Colorado Springs can one fully grasp the sweeping evolution of the city's 136-year life.

Today we see the delightful juxtaposition of now and then: gleaming, sleek, glass-filled towers reflecting the uniquely ornate and intricate embellishments of the architectural elders.

Yet downtown Colorado Springs has always been more than a fancy of architecture; it has, as in all strong cities and towns, served as both the heart and heartbeat of the community.

Downtown has been the preeminent hub of commerce, a neighborhood for living, a place to shop and dine and play. It has been and remains home to our governing leaders, our financial institutions, our cultural capital and more. Keeping the heart healthy and strong is a continual pursuit, particularly as Colorado Springs has grown and stretched its suburban perimeters.

The first Downtown Plan was issued in 1971, reflecting the community's desire to sustain the area's prominence in the midst of times when development sprawl began to beckon what had heretofore been downtown's province. A little more than two decades later, in 1992, a new plan for downtown land use and revitalization — the Downtown Action Plan (DAP) — was officially adopted by the City.

In the 15 years since, the DAP has worn well and many of its major objectives have been met. The look and feel of downtown has been energized: the streetscape is cleaner, more pedestrian friendly and punctuated by more public art, trees, flowers and attractive and functional signage. Educational and cultural offerings have increased, and the area's attraction as a premier address for business has held. Downtown Colorado Springs today is abuzz with energy and activity — a flurry of ongoing construction amidst the constant hum of automobile traffic, the pleasant blur of pedestrian movement and the vibration of commerce in action.

While interest in and momentum downtown seem to be awakening, there are also signs of vulnerabilities. Thus, downtown advocates believe, it's an ideal time to map out a new strategic plan for downtown Colorado Springs.

The New Downtown Plan

Perhaps the most compelling reason to produce an updated Downtown Plan is simply that downtown is important. It is here that the city first took root and it is here where its signature strengths can best be showcased. Significant public and private investment in downtown is protected and enhanced by continuing the investment trends — and building wealth. With 20,000 jobs within its district, downtown is an economic engine for the larger community. It is also indisputably the city's cultural center.

Downtown is pivotal to successful economic development of the larger community as well. It's been widely demonstrated that when companies are considering relocations, cities with weak downtowns are perceived as not as interesting. The workforce of the next century, particularly the burgeoning "Creative Class" is also demonstrating a strong affinity for downtowns and an urban experience. Considering Colorado Springs's 2006 ranking by *Money* magazine as the number one "best big city," it makes further sense to pay attention to downtown's draw.

It can also be noted that between 1990 and 2003, the population of the Colorado Springs metropolitan area catapulted some 35 percent, from 397,000 to 535,000. With most development occurring to the very edges and beyond of the city proper, notably on the northern and eastern perimeters, downtown has become further challenged to compete as a draw for its own residents.

Since the DAP was produced 15 years ago, much has changed within the field of downtown revitalization. Conventional strategies often relied on the presence or development of a singular large-scale community asset, such as a convention center or downtown sports stadium, to jumpstart and continually feed revitalization efforts. History has shown, however, that while such entities will undoubtedly have a positive impact, they alone will not drive downtown's success. More recent studies and case histories reveal that the most successful downtowns evolve from a variety of synergistic activities and projects, some large, some small, and all trying to capture a market share or create new markets.

In Colorado Springs, multiple efforts over time to develop a downtown convention center have met with public resistance. Similarly, while the idea was briefly floated to build a downtown professional ballpark for the local Sky Sox franchise, it just as quickly evaporated. When those initiatives failed, downtown leaders began to regroup and to question what might better serve as next steps for downtown.

In addition, a few downtown Colorado Springs trends could spell trouble for the district. In 1992, downtown sales tax collections contributed 4 percent of all city sales taxes; in 2006, sales tax collected here had dropped to 2.5 percent. "Dot.com" losses have cut into the higher-end jobs downtown and thus, customers with more disposable income.

Further, while restaurants and bars downtown have enjoyed a surge in growth, retail as a whole has eroded significantly in the past four years. As well, pedestrian counts are somewhat lagging, showing little growth between 1996 and 2005.

With these trends in mind and observing the sunset years of the 1992 DAP, Downtown Partnership of Colorado Springs promoted and facilitated the community-wide initiative of the past two years known as “Imagine Downtown.”



Rendering of interior of Colorado College Cornerstone Arts Complex, under construction 2006



Vice Mayor Larry Small addresses Imagine Downtown participants

III. Imagine Downtown — The People

Perhaps never before in the history of Colorado Springs has a civic proposition — in this case, the betterment of the downtown — effected such a large citizen imprint.

Nearly 400 individuals from the community participated in workshops and/or worked on committees and task forces for the purpose of creating a common vision now known as the Imagine Downtown Plan. In less than 18 months, this collective effort entailed, by the most conservative estimate, some 4,000 volunteer man-hours — the equivalent of 100 full-time work weeks or nearly two years!

Imagine Downtown has been a broad-based, inclusive and transparent process. Seamlessly, key sectors came together — government, business, civic organizations and the arts community. There was also a surprising presence of unaffiliated individuals. Teachers, clergy, homeowners, shopkeepers, neighborhood activists, retirees and so many others not only contributed ideas, but committed to the many months of intensive committee and task force effort now culminating in this final Imagine Downtown Plan.

A complete listing of all identified Imagine Downtown leaders and participants follows later, beginning on page 37 of this Final Plan.

IV. Imagine Downtown — The Process

In June of 2005, Downtown Partnership of Colorado Springs sponsored a five-hour workshop entitled, “**Public-Private Partnerships for Downtown Revitalization.**” Facilitated by Dave Feehan, president of the International Downtown Association, guest experts from the San Diego Downtown Development Corporation, Des Moines City Management, Seattle Code and Planning department, and Rock Island, IL’s Downtown Development Alliance spoke about their cities’ experience and strategies to improve jobs, places to live and other elements of downtown revitalization.

The workshop generated fresh enthusiasm among the more than 100 local leaders, developers, government staffs, elected officials, Downtown Partnership members and others in attendance. Consensus quickly formed that it was indeed time to revisit the existing Downtown Action Plan, to address new goals, and to engage widespread public participation in the process. Vice Mayor Larry Small and Colorado College President Richard Celeste stepped forward to lead the new “Imagine Downtown” visioning initiative.

Between October and December of 2005, regional and national experts conducted four planning workshops. Widely publicized, the workshops attracted hundreds of citizen participants — from recent college graduates to retirees, neighborhood activists, civic leaders, government planners and many more.

The first session, “**Revisiting the Downtown Action Plan,**” was held October 24, 2005 and was facilitated by Sara Jane MacLennan in association with the Civic Results organization. After her presentation on “*The Ten Ingredients of a Great City,*” MacLennan led a process in which participants reviewed core values stated in the existing DAP and then were asked to develop new action ideas relating to those values. Ultimately, two new goals were created relating to each original DAP value.

In November 2005, Brookings Institute Fellow Chris Leinberger led two workshops. During the first, “**What are the Market Opportunities for Downtown?**” Leinberger reviewed his renowned “*Twelve Steps to Downtown Revitalization*” based on his extensive research on successful downtowns. Participants discussed the concepts, and then through a polling process matched consensus points to the goals developed in the October workshop. During the second November workshop, “**How Should Downtown Look?**” participants were asked to weigh in on the look and feel of downtown, discerning priorities for such factors as downtown density, building height, traffic flow, sense of overall and street-by-street character, personal safety and more. Again, progress was related to consensus reached during the previous two workshops.

Later in 2006, further work was accomplished toward defining the urban character of the future downtown. In order to provide a design orientation to the Imagine Downtown strategies, the Imagine Downtown effort in cooperation with the Colorado South Chapter of the American Institute of Architects and the City Planning Department held a Downtown Design Charrette during three days at the end of September, 2006 at Colorado College. This intense design exercise included a close look at several topic areas, including streetscapes, an eastern gateway to Downtown at the terminus of Pikes

Peak Avenue, the connection of the Downtown core to the Palmer Village area and the improvement to alleys as unique interesting pedestrian and retail areas. The results of the charrette, as well as continuing efforts related to the development of new form based codes are found at www.greatstreetsgreatskyline.org .



About the Photo

This rendering of Downtown Colorado Springs is part of a digital model developed by the Colorado South Chapter of the American Institute of Architects here depicting one possible vision for Downtown, showing added buildings to this digital skyline that have actually been built in other communities. This model will be continually updated as real projects come to our Downtown, and housed on the AIA South's website at: www.GreatStreetsGreatSkyline.org .

The Imagine Downtown planning session, **“How will the Plan be Implemented?”** took place on December 5, 2005 and was the last facilitated by Leinberger. After reviewing and refining the work of the previous three workshops, participants were again polled to develop areas of strategic focus. Around these strategic focus areas, eleven working committees and task forces were designated to further explore action steps and recommendations for a new Downtown Plan.

When all was said and done, the Imagine Downtown community planning workshops revealed a broad vision for downtown Colorado Springs in the coming decade. That vision is this Final Plan, and incorporates both conceptual and functional recommendations, which are spelled out in more detail in the next segment of this document.



Imagine Downtown planning workshop

V. Imagine Downtown — Discovery & Consensus

FIVE THEMES

1. Residential development is key.

Mid-sized cities across the country have identified a critical link between residents living in downtown and the development of a surrounding community. Housing at a variety of price points drives the demand for culture, retail and dining opportunities within walking distance. Over time, secondary benefits may include less traffic congestion and air pollution as the automobile becomes less necessary.

2. Greater density creates more energy and financial viability.

Downtown Colorado Springs is filled with underutilized space and property ripe for more dense development. Infill, redevelopment and better use of existing space will bring more people — living and working — into downtown. With the quality of building standards and relatively high cost-per-square-foot of downtown development, less dense projects are not financially viable. Further, greater densities will enhance downtown as a pedestrian-oriented place. Under-built areas often impart a sense of emptiness or void; filling in empty spots and adding framework along the blocks creates new energy.

3. Downtown revitalization is not linear — and neither is this Plan.

The most vibrant urban areas hum with an energy that is diverse and sometimes frenzied. The process by which a downtown grows is equally diverse and perhaps even “untidy.” In this vein, the Imagine Downtown Plan will be complex, with multiple strategies moving forward simultaneously. The resulting product will grow into a mix of gleaming new corporate centers, warehouse-style residential lofts and projects even more eclectic or iconic.

4. The character of a great downtown develops street by street.

This is already in evidence. Cascade Avenue is home to cultural anchors and the largest corporate centers. The Tejon Street strip offers retail and dining variety. Side streets like Kiowa and Bijou provide smaller and sometimes quirkier boutique shops and restaurants. Nevada Avenue presents new opportunities to look fresh and host both tall and mid-rise buildings as well as additional parking. The unique ring of trails and park system surrounding downtown (the “emerald necklace”) is reaffirmed as an amenity and alternative transportation route for both current and future residents.

5. The market alone will not drive downtown development.

Projects must be market-driven but, given downtown land and building costs, this does not always mean that market-rate will support the project. Often it will not. The most successful downtown redevelopment efforts have been driven and held together by a catalytic development group, a downtown development authority. As a public-private venture, with creative revenue streams, it ensures a cohesive if diverse plan of development.

ENDURING DOWNTOWN ACTION PLAN VALUES WITH 23 NEW GOALS

A focus on Community Activity

1. Produce 2,000 new housing units.
2. Expand multi-generational activities

Economic Strength & Vitality

3. Develop more incentives for businesses to locate downtown.
4. Attract a broader retail base — e.g., grocery, drugstore, etc.

A Place to Live

5. Provide more diverse choices in types and pricing of downtown core housing; e.g., reuse of industrial sites for housing.
6. Incorporate vertical mixed use — retail, dining, entertainment and residential in the same buildings.

A Center for the Region

7. Continue pursuit of facilities such as a convention center, ballpark, Hall(s) of Fame and performing arts center in downtown.
8. Reaffirm and promote downtown as a premier location for corporate headquarters.

An Image and a Symbol

9. Develop a more impressive, iconic skyline that includes tall, beautiful buildings and a higher floor area ratio.
10. Provide events and activities to net national attention.

A Good Neighbor to the Neighborhoods;

An Example for Community Design

11. Respect downtown's edges by managing bulk, height and scale of development; with quality transitions from low to high density.
12. Increase density in and around downtown.
13. Expand downtown beyond the Tejon Street corridor.

A Place for Pedestrians

14. Incorporate additional pedestrian-friendly design and streetscape improvements: wider sidewalks, more trees, art and architectural texture.
15. Construct a pedestrian bridge at the end of Vermijo, over the railroad tracks and into America the Beautiful Park.

Easy to Move About

16. Increase downtown public transit — e.g., light rail connecting to Front Range commuter rail; continued use and expansion of downtown shuttle.
17. Explore returning Tejon Street to two-way.

Downtown for Future Generations

18. Create a sustainable residential neighborhood with a diversity of housing types.
19. Create a downtown development authority to shepherd downtown revitalization.

An Open, Natural Setting

20. Bring back the “emerald necklace” park ring around downtown.
21. Preserve the mountain views from public spaces.

Links to the Past

22. Explore restoring the historic Depot for public transportation; link past railroad use to future commuter rail.
23. Preserve historic assets for the future; make proactive use of historic preservation tools, government support and incentives for preservation.

TOP 20 STRATEGIC FOCUS AREAS

1. Assess and nurture the shared values among those who live and work downtown to influence commitment and involvement in downtown’s revitalization. Downtown as a place tied to memory, emotion and community history engenders the desire for its renewal.

2. Assess and enhance the emotions and memories tied to downtown by the larger community.

Impact: A strategic focus on those who live and work downtown as well as those outside of it unleashes important assets available for downtown: memory and emotion. Encouraging people, companies and organizations to reach out heightens the sense of community, identity, affiliation and commitment.

Potential actions: Aspire to greater diversity through reaching out to the military, Hillside neighborhood and other areas. Continue the historical emphasis on the arts to sustain downtown as a cultural center and destination. Capitalize on downtown’s uniqueness as a gateway to the mountains, incorporating both urban and natural elements. Herald the city’s origins through the historic characteristics of downtown and its surrounding neighborhoods.

3. Determine the catalytic development entity — a Downtown Development Authority — to be created to implement specific aspects of and manage the overall downtown development strategy.

Impact: Such an organization provides focus, management for the complex development strategy process, and speeds up implementation.

Potential actions: Research and analyze various models in other cities. Make certain that the authority’s purpose is clear and distinct. Once the entity is formed, first goal is downtown redevelopment; secondary goal is generating revenue to continue development. Begin the process of land assembly and “patient money.”

4. Explore public and private investment in downtown parking facilities to position parking development as an overall development and management tool for downtown.

Impact: Investment in downtown parking increases downtown’s capacity to grow. Sufficient and adequately planned parking will dictate the development potential and

urban character of downtown. After critical mass is achieved, parking becomes an income generator.

Potential actions: Bring the parking system into a non-profit organization for management, ownership and creative financing. Maximize revenues to provide incentives for downtown development. Explore bringing the non-City (private) parking supply into this single management system. Consider an information system in “real time” to promote availability to patrons.

5. Develop workforce attached housing to provide rental or for-sale housing to low-income households.

6. Encourage private sector development of market rate rental or for sale attached housing for middle- and upper-income households.

Impact: Such housing enables significant segments of downtown workers to live close to their employment while also potentially lengthening the operating day of downtown and helping achieve a diverse residential community. It could also provide a buffer between commercial uses and lower density housing beyond the downtown core.

Potential actions: Explore mechanisms for tax subsidies for developers and/or direct government development. Identify markets: hospital and hotel employees, college faculty and staff, artists, government workers, etc. Work toward resolution of parking concerns and potential conflicts with area nightlife.

7. Make key building regulatory reforms to speed up and expand downtown development and influence higher density.

Impact: Revised building codes will allow for easy conversion of buildings to other uses — e.g., offices to residential — and enables more mixed use development, such as residential over commercial, shared commercial and office parking, and other innovations. Regulatory reform also will lower the costs and risks of downtown development and encourage more pedestrian-oriented development.

Potential actions: Pursue revision of building code and zoning restrictions to reduce development barriers. Focus on form-based code.

8. Devise creative public/private financing and partner opportunities to provide underwriting, gap financing and needed equity.

Impact: Innovative financing and partnerships will speed up the development process and lower the costs and risks of development but will require strong political leadership.

Potential actions: Make tax increment financing (TIF) available throughout downtown. Establish a “patient fund” based on the McKuen Foundation model. A Downtown Development Authority can coalesce a joint vision and joint venture on residential, local-serving retail and anchor or branding projects.

9. Provide sufficient utilities for present and future capacity at competitive rates.

Impact: Downtown’s growth will not be constrained by insufficient water, sewer or electric infrastructure.

Potential actions: Focus on new standards that differentiate downtown needs (and utility fees) from the conventional and widely used current suburban model. Use a “green” model as a unique downtown value. Consider the Drake Power Plant for recycled heating. Establish a fiscal impact basis. Demonstrate payback for investment in upgraded downtown infrastructure.

10. Encourage the location of more export employment — research & development, arts, tourism, manufacturing, corporate headquarters, etc. — downtown.

Impact: Employment that “exports” goods and services from Colorado Springs to other regional areas provides new cash while, centered downtown, further defines downtown’s purpose and character. Recruitment and retention of this business sector yields increases for retail, restaurant, hotel and other downtown business sectors as well. Downtown’s prestige is enhanced and potentially influences higher office and industrial rents, too.

Potential actions: Encourage more export employment downtown through strong regional and national recruitment. Pursue more defense and military-related companies.

11. Strive to achieve some degree of a suburban character — e.g. low to moderate density — in downtown areas to reflect and protect unique characteristics of Colorado Springs such as highly valued views and open spaces.

12. Strive to achieve increased urban character — e.g., high density, pedestrian-oriented — to permit more mixed use, higher energy and new design.

Impact: Downtown's street character can allow for both a suburban and urban feel when development occurs in careful balance to permit different areas to have different characteristics. While suburban character tends toward automobile dependency and feeds traffic congestion, it also satisfies the Western palate for views and space. Areas downtown with distinct urban character are more pedestrian focused, high energy, and infuse the excitement of an iconic skyline.

Potential actions: Concentrate and focus products, activities and projects into small spaces. Incorporate structured or underground parking. Make use of rooftops in either public or private ways. Consider south-of-the-core and east-of-the-core infill and redevelopment locations for high-rise accommodation. Keep adding public art and aesthetic, user-friendly signage.

13. Ensure that movement through downtown is easy by investing in road, bikeways, pedestrian, public and private transit improvements.

Impact: Better intra-core transportation options enhance the ability of employees, residents, patrons and other visitors to move within downtown. Key assets are instantly linked, increasing downtown's capacity to physically expand. Unique transit systems can become tourist attractions as well.

Potential actions: Differentiate and prioritize pedestrian mobility and vehicle mobility; analyze and refine street-by-street patterns. Use alleys more efficiently, particularly for deliveries. Make downtown more bike and pedestrian friendly with lanes and medians, especially in gap areas. Study returning Tejon Street to two-way traffic, or leave Tejon Street a one-way system. Focus on east-west movement, perhaps more so than north-south. Advance the capability of the downtown shuttle.

14. Improve the reality and perceptions of downtown security and cleanliness.

Impact: Improving downtown safety and cleanliness heightens its overall public image, and diminishes fear of visiting by those unfamiliar. As well, the potential for more pedestrian-oriented activity that connects various components of downtown is also increased.

Potential actions: Fund a downtown “on the streets” ambassador program. Increase police presence downtown. Add more waste receptacles, power wash more often and add alley maintenance. Decorate empty storefront windows and increase downtown lighting.

15. Communicate downtown’s strategic direction to residents, companies and institutions throughout the metropolitan area.

Impact: Marketing downtown throughout the entire community encourages more participation in its offerings: housing, employment, shopping, entertainment, the arts, etc.

Potential actions: Continue marketing downtown to create a stronger identity and greater interest. Promote downtown’s importance relative to the city’s overall economic strength and quality of life.

16. Improve the ability of residents, visitors, employees and others to travel to downtown.

Impact: Making it easier for people to get into downtown enhances its desirability as a professional or personal destination, thus improving downtown’s capacity to expand.

Potential actions: Reassess, redesign and create signage on buildings, in pedestrian corridors, linking to downtown trails and on roadways leading to downtown. Explore additional transportation options such as light rail or commuter trains, trolleys and more trails. Participate in redesign of Cimarron Street interchange and Bijou Street Bridge where they connect to I-25.

17. Encourage locating broad-appeal cultural, visual and performing arts and the venues to stage them, and sports events and activities, stadiums, arenas, and museums and other one-of-a-kind facilities in downtown.

Impact: Such events and activities can serve to draw beyond the metro area and in so doing further increase downtown’s prestige and perceived quality of life. There is more potential to increase tourism, conventions, and choice of downtown as a destination for unique social events. Overall, the operating hours of downtown are lengthened. Large-scale cultural and sports facilities help boost sales tax collection and property values.

Potential actions: Promote development of a downtown baseball stadium, virtual performing arts center with flexible space, museums, and new uses for the old City Auditorium. Focus on families and fresh, distinctive downtown festivals.

18. Ensure that retail demand of downtown employee, resident and tourist populations is being met and not “leaking” outside.

Impact: The desire to live, work and play downtown is affirmed when the right mix of retail is within walking distance. Local serving retail (grocery, cleaners, drugstores etc.) is vital to residents; a concentration of high-end retail and restaurants satisfies upscale patrons and visitors; lower-end retail, food and arts-oriented areas are significant to the budget-minded. A stronger downtown retail presence contributes to sales and property tax revenues.

Potential actions: Utilize recent downtown retail studies to shape targeted recruitment. Focus on unique independents as a primary draw; use chain stores selectively as anchors. Construct a downtown recruitment packet that advances the mix and adheres to identified downtown development strategies. Solicit more minority involvement.

19. Encourage more family oriented entertainment downtown.

Impact: The presence of new entertainment opportunities for families — for example, a multi-screen movie theatre or a children’s museum — increases downtown’s operating hours, enhances restaurant patronage and doubles use of existing office parking.

Potential actions: Commission appropriate market study as necessary for further analysis. Help preserve and strengthen Kimball’s Twin Peak independent venue.

20. Support the development or redevelopment of parks, museums, zoos and aquariums that include and interpret nature.

Impact: Such amenities significantly increase the quality of life and the experience of downtown as well as potentially enhance tourism and convention bookings.

Potential actions: Revisit and complete the “emerald necklace” of parkland encircling downtown. Explore further protections and use of water (creeks) surrounding downtown.



The playground at America the Beautiful Park is a hot spot for the younger crowd

VI. Imagine Downtown — Implementing The Plan

The Imagine Downtown Plan is put into motion through the efforts of the eleven identified committees, subcommittees and task forces that formed following the 2005/2006 Imagine Downtown workshops, and will be further implemented through the concurrent work of the newly created Colorado Springs Downtown Development Authority (DDA), approved by the electorate in November 2006.

As has been previously stated, downtown's revitalization will not necessarily proceed in an easy to discern linear fashion but rather, will often be recognizable in multiple efforts occurring simultaneously and synergistically. The committee and task force endeavors further refine and fuel strategic concepts and achievement; the DDA will address and fund selected projects that align with the strategies and goals coming from both the larger citizen process and the committee focuses as spelled out in this document.

In essence, the Imagine Downtown Plan serves also as the Plan of Development for the Downtown Development Authority. While projects proposed to the DDA will be assessed by their ability to support any goal presented within this overall Plan, they will be most closely scrutinized as to their ability to advance five primary goals:

- **Residential** — *construction/conversion of 2,000 new housing units to establish a sustainable residential neighborhood with a diversity of housing types, including both work force attached housing and market rate attached housing.*

- **Retail** — *recruitment and growth of downtown retail to meet the demand generated by employee, resident and visitor populations, to include local serving business (grocery, drugstore, dry cleaner, etc.); lower-priced retail, food and arts-oriented business; and high-end retail and restaurants to create an urban entertainment zone. A focus on one-of-a-kind independents is preferable, with careful consideration to select chain stores as anchors.*

- **Economic Strength & Vitality** — *particularly the focus on primary job development in the form of achieving more downtown export employment; e.g., manufacturing, research and development, corporate headquarters, tourism and conventions, etc. Parallel goals exist for increasing the number of workers and indirectly supporting regional and local-serving workers as well.*

- **Entertainment, Culture & Sports** — *a focus on encouraging one-of-a-kind cultural and sports facilities, events and activities to build wide-appeal assets downtown that draw from the metro area and beyond. Possibilities include a baseball stadium, convention center, performing arts center, and specialty Halls of Fame.*

- **Urban Character** — *achievement of a high density, pedestrian-oriented downtown that creates an iconic skyline, incorporates vertical*

mixed use, more structured on site or underground parking, and concentrates products, activities and projects into small spaces. Also addresses development of unique street character block by block, particularly off the Tejon Street corridor.

As identified and advanced by the Imagine Downtown committees, subcommittees and task forces, the Imagine Downtown Plan is summarized as follows. Subsequent committee and commissioned reports will be added as addendums.

DOWNTOWN DEVELOPMENT AUTHORITY

Primary Objective(s)

Establish a Downtown Development Authority or other form of catalytic development organization by researching best practices and successes in other downtowns. • Write the proposed City ordinance to establish a ballot question. • Prepare tax increment analysis and mil levy estimates.

Potential Barriers

Adequate research time • Timing of public hearing • Ability to satisfy City requirements for ordinance • Establishing DDA boundaries • Getting on the November 2006 ballot

COMPLETED !

Concepts to Address/Resolve problems

- Talk to experts in other cities
- Visit Fort Collins, CO
- Hire attorney to assist in writing ordinance and work with City attorney
- Hire consultant to prepare analysis and establish bonding cap
- Establish boundaries based on DAP and Imagine Downtown goals

Recommendations/Implementation Strategies

- Complete necessary research and analysis
- Place ordinance on Council agenda by end of July 2006
- Promote establishment of the DDA prior to the November election

Key Leadership

DDA Task Force and Downtown Partnership

Timeline (Downtown Development Authority)

*Completed – Implementation of Plan of Development initiated
February 2, 2007*

ECONOMIC VITALITY: PRIMARY JOBS

Primary Objective(s)

Encourage development of more export employment downtown; e.g., manufacturing, research and development, corporate headquarters, tourism and convention businesses that export goods and services to other metro areas.

Potential Barriers

Lack of office space for 200 to 600-plus employee companies • Higher downtown lease rates • Those owning property free and clear lack incentives to lower rates to increase occupancy • Misperceptions about parking • Need more economic incentives to compete

Concepts to Address/Resolve Problems

- Meet with Department of Defense contractors and developers to discuss tech campus, more buildings and building on spec
- Create a value proposition to address issues and sell downtown
- Utilization of DDA to provide financial incentives

Recommendations/Implementation Strategies

- Develop collateral materials to sell downtown
- Use Xceligent to “hunt” for businesses; partner closely with EDC
- Provide EDC sufficient downtown materials and encourage its participation in pitching downtown
- Identify business verticals and market downtown to them
- Evaluate clustering of businesses downtown that would make sense

Key Leadership

Committee & Downtown Partnership; designer for collateral; engage commercial brokers for ideas

Timeline

Complete “hunting and mailing” materials in 2007
Company recruitment ongoing

ECONOMIC VITALITY: RETAIL/RESTAURANTS/ENTERTAINMENT

Primary Objective(s)

Increase retail, entertainment and restaurants downtown by focusing on current status, opportunities, barriers and resources available, including background studies prepared by Greg Stoffel in 2003 and Melinda Benson in 2004.

Potential Barriers

Lack of residential mass downtown • Ease of pedestrian movement • Costs of rent and parking • Market too weak for national chain stores • Leasing agents concentrate on easier-sell markets • Effect of nightclubs and bars concentrated in one core block • Missing a “center of gravity” such as convention center or ball park • Lack of cohesive retail plan; each developer has individual plan • Vacant storefronts create misperception that downtown is struggling

Concepts to Address/Resolve Problems

- Develop program to market downtown to potential retail, with DDA as funding source
- Partner with AIA to create visual retail master plan showing different retail zones
- Address concerns re adjacencies of bars, restaurants and retail; provide good linkages between residential, shopping, offices and recreational spaces
- Short-term focus on immediate needs
- Create more interactive public downtown areas
- Provide resources to help broker community sell downtown
- Create an urban downtown lifestyle appealing to younger people and baby boomers
- Focus on authentic one-of-a-kind independent retailers within walking distance
- Explore use of vacant lots near major arteries for locating local-serving retail

Recommendations/Implementation Strategies

- Create the DDA and designate funding for marketing
- Create the visual master plan with AIA
- Encourage redesign of retail and restaurant facades with DDA funding
- Work with Street Character committee on enhancing pedestrian experience
- Create a mentoring program linking successful merchants with potential new retailers
- Build pedestrian traffic by partnering with organizations to transform vacant storefronts with displays, exhibits, etc.
- Continue monitoring other downtowns’ successful retailing concepts

Key Leadership

Subcommittee on Retail, Restaurants and Entertainment; Downtown Partnership; DDA

Timeline (Retail/Restaurant/Entertainment)

Ongoing

ECONOMIC VITALITY: ARTS & CULTURE

Primary Objective(s)

Encourage the establishment of more and improved arts and cultural opportunities downtown to attract more downtown patrons, create a unique and fresh identity for downtown, and give new life to established organizations and older amenities.

Potential Barriers

Funding • Partnerships and participation among various arts organizations • Design consensus • Adequate publicity and communication • Leadership and staff • Misperceptions and/or resistance to activities

Concepts to Address/Resolve Problems

- Use the arts to “brand” downtown
- Strategically market the arts to bring more people downtown
- Improve and enhance existing cultural venues
- Use appropriate festivals to draw people downtown
- Incorporate the arts/creativity into all new downtown development
- Create a means to sustain nonprofit arts groups that are a downtown draw

Recommendations/Implementation Strategies

- Use bold, permanent street banners to identify cultural districts (e.g., north end, south end and DADA)
- Reposition the role of public art as a branding device; consider expanding presence and scope to include “out of the box” creativity with multi-media and widely promote via pedestrian street-access to printed guides
- Provide a weekly email calendar of downtown cultural events
- Employ “First Thursdays” and/or other days for later hours and cross promotions between arts and retail
- Cross promote downtown with existing arts activities
- Create a facilities guide for all downtown venues and distribute widely
- Renovate City Auditorium
- Provide partnerships that will open doors for arts organizations to locate downtown
- Ensure that America the Beautiful and Acacia Parks are fully utilized for public events
- Encourage reconsideration of design of Palmer Center
- Support continued efforts of DADA
- Consider different location for Springspreet festival
- Create unique festivals of varying size (taking a cue from Manitou Springs) that brand downtown and draw eclectic crowds and are hosted in different downtown pocket areas
- Use the METSO project as a prototype for the process of incorporating arts/creativity into development
- Draw on Lakewood’s Belmar project and expertise
- Utilize DDA funding to support targeted non-profit arts groups downtown

Key Leadership

Varies by project; includes Community Ventures, DADA, various arts entities, COPPeR, Downtown Partnership, CC, Experience Colorado Springs, Parks and Recreation, and others

Timeline

Ongoing, with most projects commencing in stages throughout 2007

MARKETING/BRANDING*Primary Objective(s)*

Develop an effective marketing and branding campaign for downtown Colorado Springs.

Potential Barriers

Diverse product and consumer • Product constantly developing and changing • Limited funding

Concepts to Address/Resolve Problems

- Ongoing strategy/production meetings with downtown constituencies
- Strong communication
- Coordination with Visitors Bureau, City, and Colorado College
- DDA funding

Recommendations/Implementation Strategies

- Develop strong branding campaign
- Communicate that message extensively through multiple channels

Key Leadership

Downtown Partnership, Marketing Committee, Boatz-Knutsen, 30dps

Timeline

Utilize strong concepts identified ASAP; On-going

PARKING/TRANSPORTATION: Parking*Primary Objective(s)*

Provide sufficient supply and form of parking to meet urban character goals. • Explore parking asset management to provide more parking, more user-friendly parking and as a financial tool for residential and mixed use development.

Potential Barriers

Cost of structured parking and ROI limits private interest • Ownership/partnership limitations inhibit public and private sector to team up • Effect of rates on small businesses • Public (City) versus private ownership; attracting revenue investment from private parking into community projects • Legal use of parking funds as authorized by City Ordinance • Budget constraints

Concepts to Address/Resolve Problems

- City to provide off-street public parking with tax exempt financing
- Establish parking rates to meet operational and debt requirements while still affordable
- Conduct a system wide study of parking assets to consider management
- Develop five-year Capital Improvement program
- Add log card technology to meters in downtown core

Recommendations/Implementation Strategies

- Expand the CAB parking garage
- Propose a rate increase to CIP and City Council
- Seek an outside consultant to study BID parking assets and report findings, suggest improvements
- Present a five-year Capital Improvement Program with above rate increase request
- Request funding for upgrade in five-year CIP and 2007 budget

Key Leadership

City of Colorado Springs Parking System, DP Transportation Committee, City Urban Redevelopment Office

Timeline

On-going

PARKING/TRANSPORTATION: Transportation

Primary Objective(s)

- Determine whether Tejon Street should become completely two-way through downtown.
- Perform periodic evaluations of traffic flows, ensuring efficient transit in and out of downtown while also striving for pedestrian-orientation.
- Provide for multi-modes of transportation and of course, continuation of the downtown shuttle

Potential Barriers

Impact on retail • public confusion • cost/benefit

Concepts to Address/Resolve Problem

- Assess the economic impact

Recommendations/Implementation Strategies

- Conduct a professional study to determine

Key Leadership

Parking and Transportation subcommittee, outside consultant firm and stakeholders from the one-way section of Tejon Street.

Timeline

Final recommendation on Tejon Traffic flows in 2007.

PUBLIC INFRASTRUCTURE

Primary Objective(s)

Provide sufficient water, sewer and electric capacity for present and future demand for downtown as a whole and/or for specific to-be-built projects, and at competitive capital costs.

Potential Barriers

Pressure on water, gas and storm drainage; old and obsolete in downtown • Underground communications, separate from utilities, means more space • Utilizing “green” as a unique downtown draw • Suburban standard fees don’t fit downtown

Concepts to Address/Resolve Problems

- Incorporate more “green” approaches
- Create an urban fee structure
- Use the Drake Power Plant as a recycled heating system
- Demonstrate payback for investment in infrastructure

Recommendations/Implementation Strategies (Public Infrastructure)

See attached position paper in the addendum section of the plan for full set of recommendations

- Educate committee on downtown electric, wastewater, natural gas and water delivery systems as well as CSU Development Services department
- Provide opportunity for analysis and discussion of: Utilities 2006 Planning Forecast; City Code chapter on Utilities; Resource and Infrastructure Planning; Utilities Tariffs related to development charges, extension policies, and recovery agreements; and maps of all utility infrastructure for downtown
- Develop environmental/green building incentives and benefits
- Inventory components of cost differential for greenfield and downtown projects
- Identify opportunities to offset downtown development costs
- Complete a policy recommendations and implementation strategy

Key Leadership

Public Infrastructure Committee, Technology/Sustainability Committee, CSU

Timeline

* See attached position paper in the Addendum Section

RESIDENTIAL

Primary Objective(s)

Identify the needed mix of housing types and price points and what tools can be employed to encourage housing production downtown.

Potential Barriers

Higher land and construction costs downtown • Market acceptance of higher density development • Services or people: which comes first?

Concepts to Address/Resolve Problems

- Prepare a hypothetical pro forma to show prospective developers there is an opportunity to build profitably downtown
- Focus on mid-point priced housing, \$200,000 to \$400,000, on the edges of downtown core
- Collaborate with cadre of affordable housing experts and agencies to insure all price-points are represented in downtown housing
- Encourage rehabilitation of downtown homes, where practicable

Recommendations/Implementation Strategies

- Publish a Request for Proposals and distribute to residential builders, as both a solicitation for projects and as an education device

Key Leadership

Residential Committee, Downtown Partnership

Timeline (Residential)

RFP in 2007; ongoing

STREET CHARACTER*Primary Objective(s)*

Achieve a high-density mixed-use, vibrant, pedestrian-oriented, attractive and walkable downtown with different areas reflecting variety in scale and urban character. • Develop a planning vision for each major street corridor and facilitate adoption of a new, design-oriented, form-based zoning code.

Potential Barriers

Resistance to transitioning from traditional zoning code to design/form-based code • Adequate and expert Committee composition • Impediments to amending “emerald necklace” park ring policies • Property owner and affected businesses buy-in to the process and the vision

Concepts to Address/Resolve Problems

- Host a series of design charrettes with AIA to involve key constituencies for each corridor
- Facilitate public/stakeholder input/interaction in zoning revisions

Recommendations/Implementation Strategies

- Update “emerald necklace” park ring policies
 - Complete a draft vision plan for major street corridors, addressing primary functions of street segments (ceremonial/cultural, pedestrian, gateway, etc.); scale and intensity considerations (building heights, building massing, etc.); land use (mixed use, office, residential, street level retail, etc.); and design elements (streetscape feature, building facades, setbacks, sidewalk widths, pavement patterns, street furniture, art, lighting, etc.).
- Note: See attached descriptions for definitions of street character
- Draft new code for design/form-based zoning

Key Leadership

Street Character Committee, Downtown Partnership, City Planning Staff

Timeline

Complete vision plan in 2007

Complete form-based coding for approval in 2007

On-going review process

TECHNOLOGY/SUSTAINABILITY

Primary Objective(s)

Encourage “green” components in development projects. • Influence state-of-the-art technology in downtown infrastructure

Potential Barriers

Education and awareness. Technical knowledge. Collaborations with others to implement

Concepts to Address/Resolve Problems

- Amending the Electric Integrated Resource Plan
- Speed up Utility plan approval for green and high performance buildings
- Reduce downtown’s carbon footprint

Recommendations/Implementation Strategies

- Adopt the 2030 Challenge for downtown (see www.architecture2030.org)
- Provide and operate CO-GEN facilities downtown as a “green infrastructure”/economical development/location incentive
- Provide a downtown low temperature hot water district heating system for new development, City and Utilities buildings and remodeling projects
- Consolidate underground pipelines to allow for significant tree placement on downtown streets as a complementary energy saving green strategy
- Price power pole leases to encourage above ground internet-based communications
- Encourage renewable energy and net metering, and provide expedited approval for such projects
- Provide an excess revenue accounting system that rewards conservation and renewables as a “profit center”
- Expand incentive programs for use of photovoltaics and wind power

Key Leadership

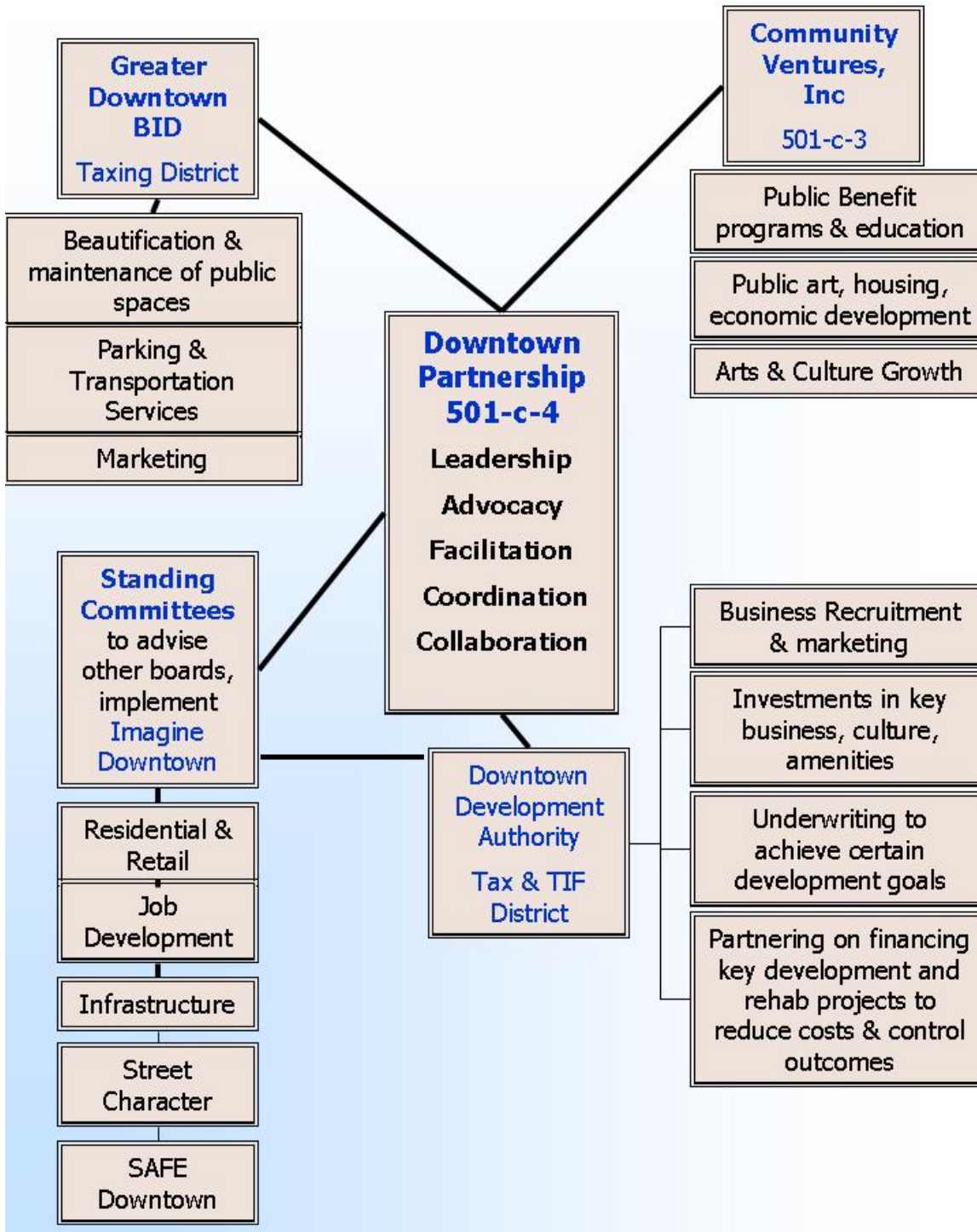
Technology/Sustainability Committee, Downtown Partnership, CSU

Timeline

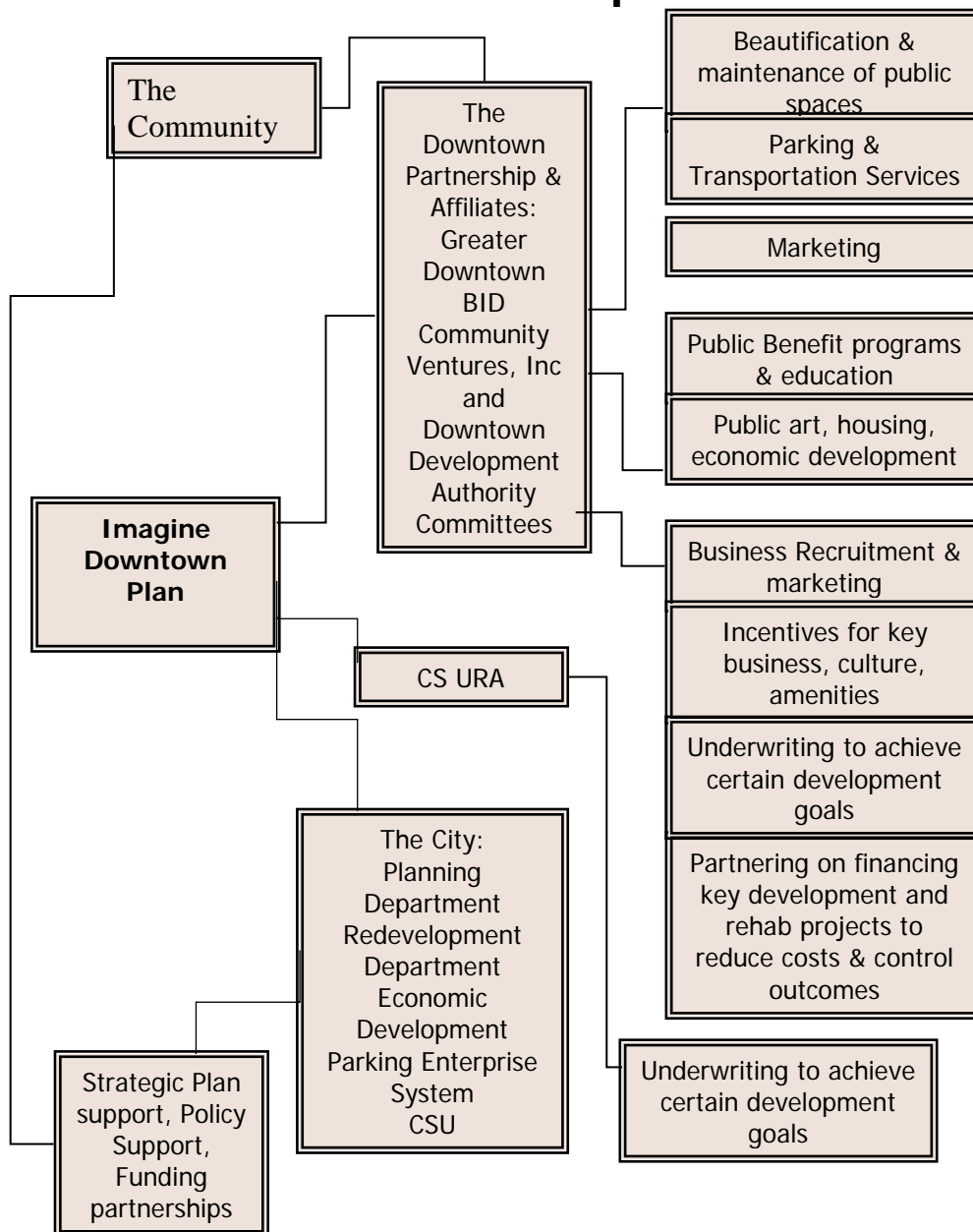
On-going

VII. Imagine Downtown —Who, What, Where

Downtown Organizational Chart



Implementation of Imagine Downtown & Plan of Development



VIII. Boundary Description for the Imagine Downtown Plan, Final Plan for Downtown Colorado Springs dated February 2, 2007

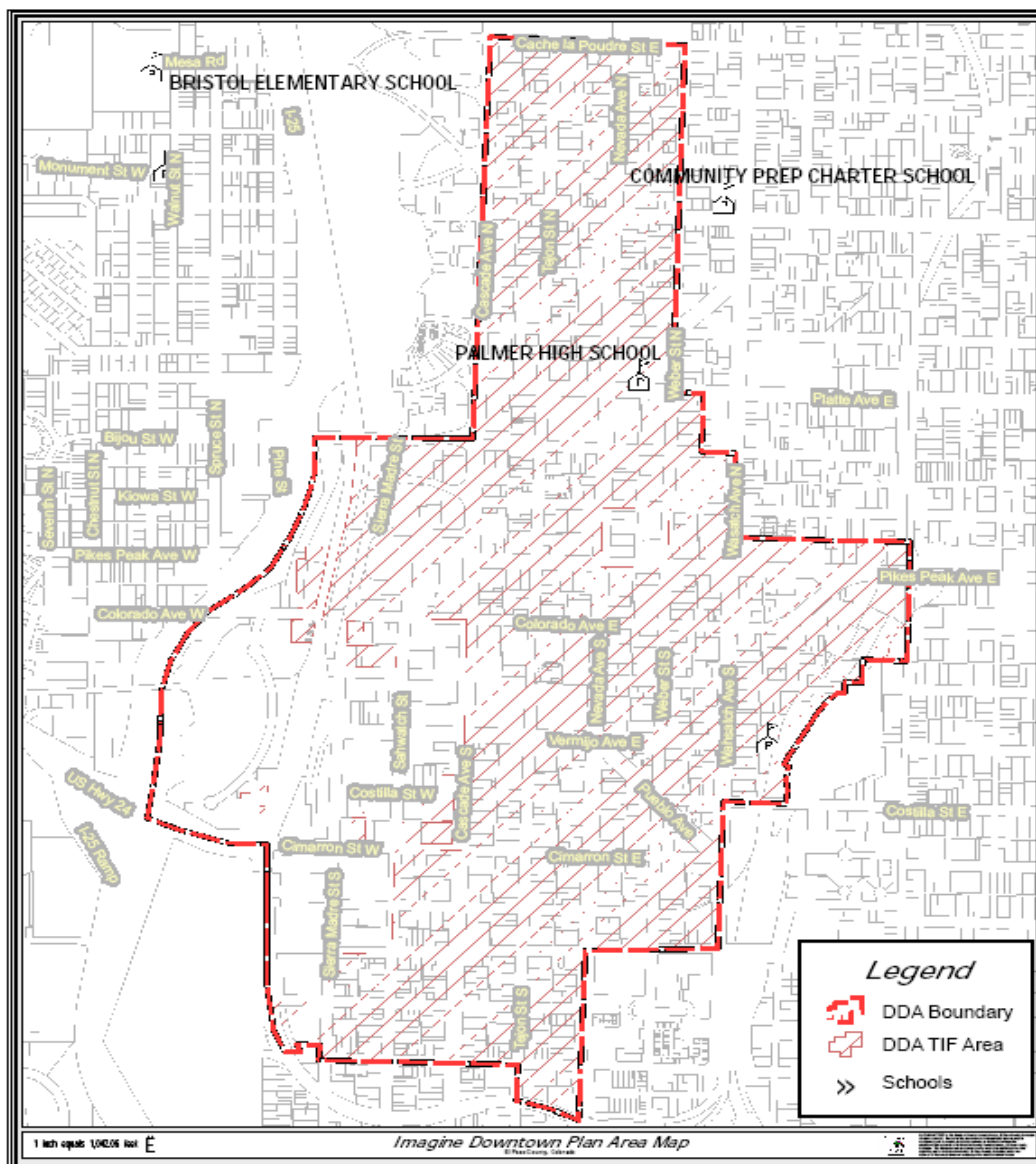
The Imagine Downtown Final Plan for Downtown Colorado Springs dated February 2, 2007 is located within the city limits of the City of Colorado Springs, County of El Paso, Colorado, in an area whose boundaries are described as follows: These boundaries describe the “plan of development and the “plan of development area” under the Downtown Development Authority Statute. All boundary lines are assumed to lie on the centerlines of the identified streets and alleys, with the exception of highway and railroad rights-of-way. All references to reception numbers or to book and page numbers refer to documents recorded with the El Paso County Clerk and Recorder’s Office.

The Point of Beginning is at the intersection of the centerline of Cache La Poudre Street West and Cascade Avenue North thence,

- East on Cache La Poudre West to the intersection with North Weber Street, thence
- South on North Weber Street to the intersection with Platte Avenue East, thence
- East on Platte Avenue East to the intersection with Bijou Court, thence
- South on Bijou Court to the intersection with Bijou Street East, thence
- East on Bijou Street East to the intersection with Wahsatch Avenue North, thence
- South on Wahsatch Avenue North to the intersection with the East/West alley between Kiowa Street East and Pikes Peak Avenue East, thence
- East on said alley South of Kiowa Street East to the intersection with El Paso Street North, thence
- South on El Paso Street North to the intersection with the East/West alley between Colorado Avenue East and Cucharras Street East, thence
- West on said alley to the Northeast corner of the property described in a deed recorded at Reception #099014966, thence
- West on the North property line of the property described in a deed recorded at Reception #204075634 to the Northwest corner of the property described in a deed recorded at Reception #204075634, thence

- South along the West property line of the property described in a deed recorded at Reception #204075634 to the Northwest corner of the property described in a deed recorded at Reception #099014966, thence
- South along the West property line of the property described in a deed recorded at Reception #099014966 to the intersection of the North property line of the property described in a deed recorded at Book 6335, Page 8, thence
- West on the North property line of the property described in a deed recorded at Book 6335, Page 8 to the Northwest Corner of the property described in a deed recorded at Book 6335, Page 8, thence
- Following along the Westerly property line of the property described in a deed recorded at Book 6335, Page 8 to the intersection with Costilla Street East, thence
- West on Costilla Street East to the intersection with Wahsatch Avenue South, thence
- South on Wahsatch Avenue South to the intersection with Rio Grande Street East, thence
- West on Rio Grande Street East to the intersection with Nevada Avenue South, thence
- South on Nevada Ave South to the intersection with the East boundary of the Denver & Rio Grande Railway Right-of-Way, thence
- Northwesterly on the East line of the Denver & Rio Grande Railway Right-of-Way to the intersection with Tejon Street South, thence
- North on Tejon Street South to the intersection of Fountain Blvd. West, thence
- West on Fountain Blvd. West to the intersection of the property described in a deed recorded at Reception #98054628, thence
- North along the Easterly boundary of said property to the Northeast corner of property described in a deed recorded at Reception #98054628, thence
- West along the Northerly boundary of the property described in a deed recorded at Reception #98054628 to the Northwest corner of the property described in a deed recorded at Reception #98054628, thence
- South along the Westerly boundary of the property described in a deed recorded at Reception #98054628 to a point along the Northerly boundary of said property, thence
- Westerly along the Northerly boundary of the property described in a deed recorded at Reception #98054628 to the intersection of the East Boundary of the Denver & Rio Grande Railway Right-of-Way, thence

- Northwesterly on the East boundary of the Denver & Rio Grande Railway Right-of-Way to the intersection with Cimarron Street West, thence
- West on Cimarron Street West to the East boundary of the Interstate 25 Highway Right-of-Way line, thence
- North along the East Right-of-Way line of the Interstate 25 Highway Right-of-Way to the intersection of Bijou Street West, thence
- East on Bijou Street West to the intersection of Cascade Avenue North, thence
- North along Cascade Avenue North to the Point of Beginning at the intersection of the centerline of Cache La Poudre West and Cascade Avenue North.”



IX . Tax Increment Financing

(1) The **Imagine Downtown Plan** contemplates that a primary method of financing for development projects shall be the use of property tax increment financing as provided in §31-25-807(3), Colorado Revised Statutes.

(2) Certain areas within the boundaries of the Authority are designated as “urban renewal areas” under Part 1 of Article 25 of Title 31 C.R.S. (the “Urban Renewal Law”) and such areas have in effect tax increment financing for property tax. Such urban renewal areas for which tax financing exists for property tax are excluded from tax increment financing for the Authority.

(3) Tax increment financing for property tax for the Authority shall not include the Southwest Downtown Urban Renewal Plan area as recorded on November 19, 2001 at Reception Number 201169596 of the records of the El Paso County Clerk and Recorder, the CityGate Urban Renewal District area as recorded on June 26, 2006 at Reception Number 206093978 of the records of the El Paso County Clerk and Recorder and the City Auditorium Block Urban Renewal Plan area as recorded on March 23, 2006 at Reception Number 206042290 of the records of the El Paso County Clerk and Recorder which are or expected to be subject to tax increment financing for property tax under the Urban Renewal Law. The urban renewal areas shall be eligible for inclusion in a plan or plans of development of the Authority which provide for tax increment financing as authorized by Section 31-25-807 (3) Colorado Revised Statutes for property tax, when such areas are no longer subject to tax increment financing for property tax under the Urban Renewal Law.

(4) Except as the Authority may legally provide otherwise all taxes levied after the effective date of approval of the Imagine Downtown Plan by the City Council of the City of Colorado Springs upon taxable property each year or levied by or for the benefit of any public body each year within the boundaries of Imagine Downtown Plan as set forth in section VIII of the Imagine Downtown Plan, the “plan of development area,” but excluding “urban renewal areas” described in paragraph number (3) hereinafter called the “taxable property area” shall be divided for a period of thirty years as follows:

(5) That portion of the taxes which are produced by the levy at the rate fixed each year by or for each such public body upon the valuation for assessment of taxable property within the taxable property area last certified prior to the effective date of approval by the Colorado Springs City Council of the **Imagine Downtown Plan**, or, as to an area later added to the boundaries of the plan of development area, the effective date of the modification of the **Imagine Downtown Plan**, shall be paid into the funds of each such public body as are all other taxes collected by or for said public body.

(6) That portion of said property taxes within the taxable property area in excess of such amount shall be allocated to and, when collected, paid into a special fund of the City of Colorado Springs, unless otherwise agreed to by the City of Colorado Springs and the Authority, for the payment of the principal of, the interest on, and any premiums due

in connection with the bonds of, loans or advances to, or indebtedness incurred by, whether funded, refunded, assumed, or otherwise, by the City of Colorado Springs for financing or refinancing, in whole or in part, a development project within boundaries of the Imagine Downtown Plan as set forth in Section VIII of the Imagine Downtown Plan. Unless and until the total valuation for assessment of the taxable property within the taxable property area exceeds the base valuation for assessment of the taxable property within the taxable property area, as provided in paragraph (5) , all of the taxes levied upon the taxable property within the taxable property area in such boundary area shall be paid into the funds of the respective public bodies unless otherwise agreed to between the Authority, the City, or other public body. When such bonds, loans, advances, and indebtedness, if any, including interest thereon and any premiums due in connection therewith, and including any refunding securities therefor, have been paid, all taxes upon the taxable property within the taxable property area shall be paid into the funds of the respective public bodies.

(7) As used in this Section IX, “taxes” shall include, but not be limited to, all levies authorized to be made on an ad valorem basis upon real and personal property; but nothing in this Section IX shall be construed to require any public body to levy taxes.

(8) Unless and until the total property tax collections in the taxable property area exceed the base year property tax collections in the taxable property area, as provided herein, all such property tax collections shall be paid into the funds of the appropriate public body. The Authority reserves the right to enter into agreements with select taxing jurisdictions relative to allocation of incremental tax revenues.

(9) The Authority and the City or other public body may, by agreement, provide for the method, amounts, and other procedures by which increments shall be allocated and paid to the Authority pursuant to the provisions of the **Imagine Downtown Plan** and as allowed by law.

(10) The adoption of this **Imagine Downtown Plan** shall be deemed an adoption of a provision that taxes, if any, levied after the effective date of the approval of this Plan upon taxable property in the taxable property area , shall be divided among the Authority and various taxing entities for a period thirty years thereafter as set forth in this section IX subject to any agreements between the Authority and El Paso County, the City of Colorado Springs Special District 11, or other public body.

X. Imagination Downtown Leadership

Chairmen



Larry Small, Vice Mayor
City of Colorado Springs



Richard Celeste, President
The Colorado College

Committee & Task Force Chairpersons

Morey Bean, Technology/Sustainability

Ron Butlin, Residential

Susan Edmondson, Economic Vitality; Arts

Bill Healy, Street Character

Jim Kin, Parking/Transportation; Two-Way Tejon Street

David Lord, Retail/Restaurant/Entertainment;

Technology/Sustainability

Lon Matejczyk, Economic Vitality; Primary Jobs

Laszlo Palos, Marketing

Lisa Rosintoski, Public Infrastructure

Nolan Schriener, Downtown Development Authority

Greg Warnke, Parking/Transportation

Committee & Task Force Members

Downtown Development Authority

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 Gary Feffer
 Chris Gile
 Rich Guy
 Chris Jenkins
 David Lord
 Dave Lux
 Chuck Miller
 Tom Nycum
 Frank O'Donnell
 Jim Rees
 Gregg Timm
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Economic Vitality: Arts

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 Kim Griffis
 Madeleine Faber Mellini
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 Deborah Thornton
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Economic Vitality: Primary Jobs

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 Jecoah E. Brynes
 Lynda Carmichael
 Rick Davidson
 Jeff Kaiser
 Mike Kazmierski
 Jim Knutsen
 Allan Roth
 Kelly Roth
 Tom Stolting

Economic Vitality: Retail/Restaurant/Entertainment

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 Rebecca Gooding
 Teresa McBratney
 Jessica Neville
 Fran St. Germain

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Sy Bachman
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 Sallie Clark
 Pat Doyle
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 Linda Hunter
 Cassie Jones
 Jeff Kaiser
 Dave Lux
 Susan McConnell
 Todd Morris
 Jessica A. Neville
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 Lori Ondrick
 Val Snider
 Terry Sullivan
 Luke Travins
 John Weiss
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 Michael Zahler

Parking/Transportation

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 Stuart Coppedge
 Corinne Donahue
 Sam Eppley
 Gary Feffer
 Rich Guy
 Dr. Kailash N. Jaitly
 Jim Kin
 David Krauth
 Scott Logan
 Amy MacDonald
 Robert F. MacDonald
 Tom Nycum
 Frank O'Donnell
 Sherre Ritenour
 A.T. Stoddard

Parking/Transportation:**Two-Way Tejon Street**

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 Stuart Coppedge
 Corrine Donahue
 Gary Feffer
 Rich Guy
 David Krauth
 Scott Logan
 Frank O'Donnell
 Sherre Ritenour

Public Infrastructure

Caroline Ekberg
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 Don Sides
 Wayne Timura
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Street Character

Ron Bevans
 Trajn Boughan
 Nancy Brown
 Ron Butlin
 Dick Carlson
 Julie Cole
 Michael Collins
 Stuart Coppedge
 Pat Doyle
 Chris Gile
 Karen Good
 Jeanne Groat
 Rob Helt
 Dough Hahn
 Chris Jenkins
 Marvin Maples
 Judy Noyes
 Rob O'Connor
 Frank O'Donnell
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 Judith Rice-Jones
 Dan Robertson
 Steve Rodemer
 Roger Sauerhagen
 Tony Shockency
 Robert Shonkwiler
 Don Sides
 Parry Thomas
 Steve Tuck

Technology & Sustainability

Chris Gile
 Morey Bean
 David Lord

Imagine Downtown Corporate Sponsors

AIA Colorado South
 Colorado Springs Business Journal
 Colorado Springs Utilities
 Concept Restaurants
 Greater Downtown CS Business
 Improvement District

Griffis-Blessing
 Griffis Group
 Praco
 Torix General Contractors
 Urban Strategies

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Mike Anderson	Brian Goodack	Dave Palenchar
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Rhonda Boger-Linder	Phil Hoffmann	Ree Ruecg-Gibbs
Ron Briggs	Steve Immel	Bill Ruskin
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Paul Butcher	Cassie Jones	Jeff Smith
Lisa Carey	Lynne Jones	Gary Sonderman
Deborah Carr	Mark Jones	Patti Spaniola
Chris Carroll	Michael Jones	Robert Stein
Bill Casey	Ira Joseph	Kurt Stevens
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Ken Farmer	John Merritt	Brian Wess
Jody Farrar	Paula Miller	Kiley Wiedeman
Stephannie Finley	Steve Miller	Jan Winkler
Lindsay Fischer	Susan Miller	Doug Woods
Bill Fisher	Keith Mitchell	Andrew Yarbrough
Megan Fisher	Tommy Moore	Lana Yeakel
William Flis	David Munger	Mike Young
Kate Freeman	Jeff Murrell	Renee Zentz
Gregory Friesen	Tom Naughton	Janice Zerbe
Doug Fullen	Rick Nelson	Naomi Zeveloff
Roseanne Gain	Dave Nickerson	
Tom Gallagher	Greg Nyhoff	

Addendum: Contributing Reference Material

NOTE: Listed in chronological order, oldest to most current. A compilation of the significant findings of the following material is available in Power Point format. Any of the following material is also available in electronic files through Downtown Partnership (719-886-0088)

Sales Tax Trends for Downtown Service/Restaurants/Bars & Retail

1998 – 2005

City of Colorado Springs, Sales Tax Office

Pedestrian Count Studies

Downtown Partnership & LSC Consulting

1996 & 2005

Downtown COS Strategic Branding Plan

Cohen Marketing Group, Denver, CO

December 20, 2003

Market Potential for Additional Retail Development and Re-positioning of Downtown COS

Gregory Stoffel & Associates

July 2003

Urban Housing Opportunities Analysis for Downtown COS

The Meyers Group

July 8, 2003

Hotel Feasibility Analysis

HVS International

July 2003, additional March 2004

Downtown Merchandising Tactics

Melinda Benson

May 2004

Market Study of Downtown Arts District Housing

Leland Group

April 2004

Market Research for Downtown COS;
Intercept Surveys
PRACO
2005

Data Snapshot of 80903
Fred Crowley, UCCS
2005

Downtown COS Branding Analysis
Boatz-Knudsen
May, 2006

Downtown Loft/Condo Sales
*Compilations from Lowell Neighborhood,
Walston Group, City Walk*
On-going

Shuttle Ridership Data
City of Colorado Springs
Mountain Metro
On-going

Addendum: Subsequent Progress/Revised Reports

Attachments

1. Street Character Definitions Street Descriptions

Bijou Street

Overview:

The Bijou study area extends from Sierra Madre/ I-25 on the west to N. El Paso Street on the east. Bijou serves as an important entry gateway into the downtown from the west and from southbound I-25, and is characterized by a variety of land uses, including Acacia Park, two churches, retail, restaurants, office, and single family residential east of Wahsatch. Bijou also contains some less harmonious land uses, including auto repair and large surface parking areas. Bijou lends itself to a mix of housing types, small service oriented retail, and restaurants.

Primary improvement to Bijou will likely be cosmetic in keeping with its function as a major gateway to downtown.

Primary Function(s):

Bijou serves as a major gateway to downtown. With its I-25 interchange, it also serves as a major transportation access street. East of Wahsatch, Bijou is a transitional street, providing a transition to the residential uses to the east.

Characteristic Land Uses:

Mix of housing types, public and quasi-public uses, and retail and service commercial. Care should be taken to retain the numerous independently owned small businesses which characterize the area.

Scale and Intensity:

Currently Under Review

Design and Streetscape Elements

Currently Under Review

Cascade Avenue

Overview:

The Cascade Avenue study area extends from Cache La Poudre and Colorado College on the north, to Cimarron Street on the south. The Cascade corridor is one of the City's most attractive streets, characterized by a wide boulevard connecting several civic, cultural and institutional uses...Colorado College on the North, the Numismatic Museum, the Fine Arts Center, the Penrose/Carnegie Library, the Pikes Peak Community College, the Antlers Hotel, Pikes Peak Center, Centennial Hall, County Courthouse and County offices. In addition to Nevada Avenue, Cascade handles through traffic and serves as a major downtown gateway. The transition to downtown at the north end includes historic homes and successful office conversions. The addition to the Fine Arts Center and the new Cornerstone performing arts center will continue to enhance the area as a major public amenity. Vermijo to Cimarron will see change, as Palmer Village develops into a major south downtown neighborhood. This area will increase in intensity, characterized by mid to high rise residential and office buildings. The addition of trees and a park-like atmosphere can help transcend Cascade Avenue into a "world class" boulevard.

Primary Function(s):

Boulevard/ Gateway to the downtown, characterized by cultural and institutional landmarks.

Characteristic Land Uses:

Cultural and Institutional uses should dominate the street character, with interspersed residential, office and financial uses. The lower profile residential uses and small office conversions should remain the predominant street character at the north end, with more intense land uses located to the south.

Scale and Intensity:
Currently Under Review

Design and Streetscape Elements
Currently Under Review

Cimarron Street

Overview:

The Cimarron Street planning area extends from I-25 to Wahsatch, with the north side portion west of Cascade located within the SW Downtown Urban Renewal Area. Cimarron has heavy volumes of traffic, and as the business route of State Highway 24 and connector to I-25, Cimarron is expected to remain a primary transportation street. There will be a growing need for pedestrian and bicycle linkages to the west along Cimarron, linking the downtown with Gold Hill Mesa and other major west side developments. The character of the street will remain primarily commercial. There may be potential for big box retailing on the south side of the street, with three to six story office buildings and mixed uses east of Tejon.

Primary Function(s):
Cimarron will remain primarily a transportation corridor.

Characteristic Land Uses:

Cimarron will be a heavy volume traffic, commercial corridor. Land uses on the north side, west of Cascade will be determined by the SW Urban Renewal Plan. Office uses will characterize most of Cimarron, although some areas on the south side of Cimarron may accommodate big box retailers.

Scale and Intensity:
Currently Under Review

Design and Streetscape Elements
Currently Under Review

Colorado Avenue

Overview:

The Colorado Avenue study area extends from the Interstate, east to its intersection with Pikes Peak. The pedestrian importance of the corridor will increase over time, as the Palmer Village area and Arts District develops and the pedestrian linkages between the downtown core, Palmer Village and America the Beautiful Park become more critical. Colorado Avenue serves as a major transportation route, linking the west side and Old Colorado City with the balance of the City. Drivers do not anticipate pedestrians, and as such, pedestrian crossings at Cimino Drive, Sierra Madre and Sahwath can be hazardous. Since Colorado Avenue serves as a

primary gateway into the downtown, entry signage and street design could be used to promote driver awareness that they are entering a pedestrian area.

Future land uses south of Colorado Avenue west of Cascade are located within the Southwest Downtown Urban Renewal Area subject to an adopted urban renewal plan. East of Cascade there are multiple types of land uses. Major office buildings including the Alamo Building, the Plaza of the Rockies, and the City Administration Building are located between Cascade and Nevada. East of Nevada, the south side could be redeveloped, including a potential for low and moderate cost housing at its east end near the Shook's Run neighborhood.

Primary Function(s):

Colorado Avenue will continue to serve as a primary transportation corridor, with better accommodation for pedestrians, particularly better pedestrian linkages between Tejon Street and the Palmer Village redevelopment area and America the Beautiful Park.

Characteristic Land Uses:

Street level retail with offices above could be built west of Nevada; service commercial, offices and residential uses will characterize the area to the east.

Scale and Intensity:

Currently Under Review

Design and Streetscape Elements

Currently Under Review

Costilla Street

Overview:

The Costilla Street study area extends from Sierra Madre east to the railroad. Since Costilla passes under the railroad, it provides an important automobile and pedestrian connection to the south end of downtown, and an important approach from the east through the Hillside neighborhood to Palmer Village and America the Beautiful Park. The east end of Costilla is primarily developed with a mix of single family residences and small office and business uses. The residential character of Costilla east of Nevada should remain. Several areas on Costilla west of Nevada may be ripe for redevelopment. The new County parking structure, the County Facilities offices, and the Wells Fargo bank are located further west. The area of Costilla located west of Cascade is within the SW Downtown Urban Renewal area.

Primary Function(s):

The east end of Costilla serves as a transitional street to the Hillside neighborhood, and serves an important transportation facility bridging the railroad. West of Nevada, Costilla primarily serves as a standard local street providing access to its fronting properties.

Characteristic Land Uses:

Future land uses west of Cascade will be determined by the SW Downtown Urban Renewal Plan. Office uses should be built west of Nevada; residential uses to the east.

Scale and Intensity:
Currently Under Review

Design and Streetscape Elements
Currently Under Review

Kiowa Street

Overview:

The Kiowa study area extends from Sierra Madre on the west, to N. El Paso on the east. Kiowa supports a variety of land uses... churches, banks, Community College, library, residential lofts, retail establishments, government buildings, surface and structure parking, and single family residential. Major public and cultural establishments include the City Hall, the City Auditorium, the Municipal Court, St. Mary's Cathedral, and the historic Carnegie Library. Kiowa is an active street, with some degree of intensity near the center. Kiowa could support additional pedestrian amenities and attractions to help draw students to the area. To the east of Weber, in addition to the City Walk condos, there is a ten story apartment building and a mix of modest single family homes, with some gentrification underway. This residential area is dotted with some service commercial establishments, including auto repair, car parts, and glaziers. The residential area east of Weber could be preserved with a mix of homes and five to six story apartments/condos to accommodate additional residential densities close to the downtown core. The auditorium block is within a designated urban renewal area, where two 20-30 story office and hotel towers have been proposed. All of Kiowa between Sierra Madre and Weber (except City Hall and the Municipal Court) is located within the high rise overlay district.

Primary Function(s):

Kiowa serves many functions, including pedestrian orientation west of Nevada, housing and cultural amenities in the center, and residential transition to the east.

Characteristic Land Uses:

Mixed scale residential uses east of Wahsatch; lofts or offices with street level retail west of Nevada; public and cultural uses, hotels, high rise apartments and condos in center area at Nevada.

Scale and Intensity:
Currently Under Review

Design and Streetscape Elements
Currently Under Review

Nevada Avenue

Overview:

The Nevada Avenue study area extends from Cache La Poudre on the north, to I-25 on the south, and serves as a primary gateway into the core of downtown. Nevada will continue as a primary traffic arterial, with landscape median separated traffic lanes. Bump out curb extensions at the intersections and median breaks will help facilitate pedestrian crossings. The north end of Nevada will continue to be characterized by Victorians and a continuation of its rich historic residential past, intermingled with smaller scale offices, home conversions, and bed and breakfast inns. This area transitions between Boulder and Kiowa, including Palmer High School, the YMCA, the First Presbyterian Church, and the City Hall, to the “middle area” of Nevada. From Boulder to Rio Grande, Nevada will represent higher intensity uses and taller buildings, dependent upon view impacts, sun and shadow considerations, and the effect of scale on existing historic structures. A variety of heights and scale in this area is desirable, with office, hotel, and residential being the predominant uses. South of Colorado, the Lowell neighborhood’s mixed use could be extended to the north. The low profile residential uses should continue on the west side, as well as the service commercial uses between Cimarron and Vermijo. The Cimarron/Nevada connection will evolve into a more intense, mixed use urban center.

Primary Function(s):

Nevada Avenue is a wide, boulevard street that serves as a primary gateway to Downtown.

Characteristic Land Uses:

Residential with interspersed compatible scale offices north of Boulder; institutional uses (Park, City Hall, Church and YMCA) between Boulder and Kiowa; Mid to High rise office and residential buildings from Boulder to Colorado; eclectic service commercial and low rise residential on the west side south of Colorado; and mixed use extended from the Lowell neighborhood to Colorado on the east side, across from the Pioneer Museum, with a mixed use urban node at Cimarron.

Scale and Intensity:

Currently Under Review

Design and Streetscape Elements

Currently Under Review

Pikes Peak Avenue

The Pikes Peak Avenue study area extends from its connection with Colorado Avenue and the old Santa Fe railroad depot, west to the Antler’s Hotel. Pikes Peak is a historic corridor, originally laid out by General Palmer to serve as an active, east-west spine and ceremonial entryway to the core of the City. Over time, the automobile has largely caused reorientation of the core to more of a north-south axis. Today, Pikes Peak contains an eclectic mix of the new and old, including shops, a theater, the Post Office, bars, and offices. Pikes Peak and Tejon is a

busy pedestrian area, but the vitality of the street drops significantly east of Nevada. The corridor is now marred by a number of surface parking lots which tends to disrupt its pedestrian vitality. The east end of the corridor is under utilized, deteriorating in places, and lacks pedestrian connectivity with the historic Santa Fe station. The west end does not connect well with the Antler's plaza, the porte-cochere serving more as a pedestrian barrier than a connection to the street promenade. The glass separated arcades at the hotel also divides the interior retail space from the plaza and outdoor spaces, further diminishing direct pedestrian connections to the hotel. The historic marker demarking the founding of the City located on the south side of the street is almost lost against its backdrop of asphalt surface parking. Despite these issues, the entire street corridor has tremendous potential to again become an active pedestrian space, rich in history and enjoying a great visual connection to Pikes Peak and the Front Range. The Antler's plaza itself could be greatly enhanced as a dynamic pedestrian area with design changes, the introduction of shade trees, and if ringed by active restaurants and retail establishments. The east end would be greatly enhanced by a focal point terminus at Colorado Avenue, pedestrian improvements on both sides, and a pedestrian friendly connection with the historic Santa Fe railroad depot.

Primary Function(s):

Ceremonial and pedestrian characteristics should be enhanced along its entire length, from the old Santa Fe depot to the Antlers Hotel. Pikes Peak should serve as the primary east-west spine in the center of the downtown.

Characteristic Land Uses:

Retail and commercial service establishments should dominate the street level, with offices and residential uses located above. Historic buildings should be preserved and integrated into the streetscape. Surface parking should be eliminated or located to the rear of the buildings. The surface parking lot at the SE corner of Pikes Peak and Cascade should be redeveloped to reflect the scale and architecture of the surrounding buildings.

Scale and Intensity:

Currently Under Review

Design and Streetscape Elements

Currently Under Review

Sierra Madre

Overview:

This study area extends from Bijou Street to W. Fountain Blvd. Sierra Madre Street (and Sahwatch) passes through and provides a key future gateway to the Palmer Village Urban Renewal Area and America the Beautiful Park (between Cimarron and Colorado); that portion will be developed in accordance with the SW Urban Renewal Plan. North of Colorado Avenue, Sierra Madre fronts the Historic Train Station, Antlers Park, Pikes Peak Community College, and the Carnegie Library. As such, Sierra Madre provides an important linkage between Colorado Avenue, America the Beautiful Park and Palmer Village, to the Train Station, Antlers Park, Community College and Library on the north. This corridor has the potential to provide an

important and attractive pedestrian connection between the core of downtown at Pikes Peak Avenue and the newly developing Arts District and area around America the Beautiful Park. Sierra Madre also provides an important function as part of the “Emerald Necklace” park ring around the downtown core. South of Cimarron, the street is largely dominated by industrial uses. Mixed use residential and live-work structures could be constructed between Cimarron and Rio Grande, with retention or replacement of detached single family uses (north end of the Mill Street neighborhood) south of Rio Grande.

Primary Function(s):

Pedestrian oriented gateway which links Palmer Village and America the Beautiful Park with the retail/entertainment core of the downtown.

Characteristic Land Uses:

Land uses will also reflect the Palmer Village Renewal Plan. Land uses will not change north of Colorado Avenue. Mixed use residential and home-work service commercial will be constructed south of Cimarron, transcending to detached residential homes south of Rio Grande.

Scale and Intensity:

Currently Under Review

Design and Streetscape Elements

Currently Under Review

Tejon Street

Overview:

The Tejon study area extends from its northerly terminus with Colorado College at Cache La Poudre, to Cimarron on the South. Tejon should retain its strong pedestrian orientation for its entire length with more intense clusters, or high activity centers, near the College, from Acacia Park to Colorado, and at Vermijo. Tejon will also remain as an important traffic corridor serving the downtown. Convenient and attractive shuttle stops along its length and connecting the major activity centers will be encouraged. Building scale will vary by location. Tejon should remain a Community wide destination, with vibrant regional amenities and pedestrian attractors. Interior courtyards and pedestrian use and access to the alleys will contribute to its attraction. Some property frontages should provide additional pedestrian penetrations into buildings and alleys. The north end should provide a strong focal point termination at the College, with College oriented retail uses. Building heights near Acacia Park should be limited so as to not put the park in shadow. Mid-block sections between Kiowa and Bijou, and south to Plaza of the Rockies could be characterized by six to eight story buildings, perhaps taller on the east side to preserve views. Mixed use (retail, office and residential) are encouraged. Tejon needs a strongly defined terminus at Vermijo and pedestrian orientation to Palmer Village and America the Beautiful Park.

Primary Function(s):

Pedestrian, with convenient shuttle service between its major activity centers.

Characteristic Land Uses:

North end College oriented street level retail with office and residential above. Acacia Park retail with lofts and offices above. South of Pikes Peak retail/entertainment with offices and residential above; south of Colorado, government and entertainment. At Vermijo, retail cluster with offices and residential above.

Scale and Intensity:

Currently Under Review

Design and Streetscape Elements

Currently Under Review

Vermijo Avenue/ Pueblo**Overview:**

Vermijo will extend from Palmer Village/ America the Beautiful Park east to Wahsatch. At the S/E corner of Nevada, Vermijo connects with Pueblo Avenue, a diagonal street connector which crosses Costilla and terminates at Cimarron. Vermijo/Pueblo will serve as a significant entryway approaching downtown from the east via Costilla. Vermijo will also serve as a connector to link the downtown via Cascade and Tejon with Palmer Village and the Park. A plaza like pedestrian overpass is planned over the railroad mainline at the westerly end of Vermijo. Vermijo, Pueblo and Costilla can also jointly provide an important pedestrian connection between the Park and the Shook's Run trail on the east side of the Park Ring. Pueblo Avenue also provides center median parking which should be retained given its close proximity to the downtown.

Primary Function(s):

Vermijo and Pueblo Avenues are pedestrian streets, linking residential neighborhoods, Pikes Peak Center and the core of downtown with Palmer Village and America the Beautiful Park.

Characteristic Land Uses:

Vermijo west of Cascade should be mixed use, with residential lofts and offices located above pedestrian oriented street level retail and restaurants. Offices will locate east of Tejon, with townhomes and residential uses fronting on Pueblo. Specific land uses on the west end of Vermijo will be determined by the SW Urban Renewal Plan.

Scale and Intensity:

Currently Under Review

Design and Streetscape Elements

Currently Under Review

Wahsatch Avenue

Overview:

This study area extends from Cache La Poudre to W. Fountain Blvd. North of Platte is primarily stable detached single family residential and not expected to change within the next twenty year planning period. South of Platte, Wahsatch is characterized with an eclectic mix of uses, including fast food restaurants, nearby high rise residential (City Walk), service commercial, small offices, and residential. At the south end (N/W corner of Fountain) a new three story multi-family complex is under construction. The future of Wahsatch is primarily two to four story mix of attached and detached residential units. The eventual transition of Wahsatch from older industrial uses to residential may require redevelopment incentives and public assistance.

Primary Function(s):

Wahsatch is primarily a transition street separating the smaller scale residential uses to the east and the commercial downtown. Wahsatch holds the potential for providing additional housing opportunities with close proximity to downtown.

Characteristic Land Uses:

Attached and detached residential townhomes, condos and apartments.

Scale and Intensity:

Currently Under Review

Design and Streetscape Elements

Currently Under Review

Weber Street

Overview:

The study area for the Weber Street corridor extends from Cache La Poudre on the north, to Rio Grande on the south. The segment north of St. Vrain is listed as part of the National Registry for historic places. This area is predominately characterized by detached single family homes, with some small office conversions, including medical. This area is also home to the historic Garfield School, now used as charter school facility. The area is somewhat in transition, and offers affordable housing opportunities near to the downtown. There is not much change anticipated that would affect this portion of Weber. New development should respect the historic district and be built at a similar size and scale with surface parking located behind the buildings.

South of St. Vrain the corridor becomes more commercial with building conversions. The uses remain largely residential north of Boulder, with large uses such as Palmer High School, the First Presbyterian Church, Quest, and an abundance of surface parking to the south. South of Pikes Peak, there are a number of outstanding older buildings, mostly two and three stories in height. These include the art deco studio, the old Fire Station, the Van Dyke building and old dairy. The age of buildings is mixed... some dating from the 1800's, some from the 1950's, to present time. The area is transitional, with some opportunity for housing.

Primary Function(s):

Weber is primarily a pedestrian street for its entire length.

Characteristic Land Uses:

The central core area will accommodate mixed use projects with a strong housing component. North of St. Vrain will see little change from the existing low density residential use. Existing major land use will also remain north of Pikes Peak. South of Vermijo, lower rise commercial uses and an extension of the Lowell neighborhood mixed uses could characterize the corridor.

Scale and Intensity:

Currently Under Review

Design and Streetscape Elements

Currently Under Review

2. Public Infrastructure Sub-Committee – Final Position Paper

Strategic Focus 9: Public Infrastructure - PI-1 Water, Sewer and Electric

November 29, 2006

Executive Summary

The role of the public infrastructure sub-committee (Committee) was to evaluate those documents that provide guidance to address the concerns expressed by the Imagine Downtown Strategy stakeholders. The key concerns identified are as follows:

- Capacity to support downtown development (higher densities, more residential, larger projects).
- The role of infrastructure in leveling the playing field for downtown development.
- Ability to create incentives

As such, the Committee reviewed the following documents:

- Colorado Springs Utilities forecast documents
- Colorado Springs Utilities Tariffs
- City Code: Chapter 12 – Utilities
- Infrastructure maps of each utility in the designated Downtown Development Authority area

In addition, the Committee received presentations from the following individuals:

- Mark Cerda – Wastewater planner
- Lisa Barbato - Water planning
- Joe Spruill – Natural gas planning
- Jim Rosintoski – Electric planning
- Chuck Murphy, Nolen Schriener, Dan Robertson – Developers
- Morey Bean – Architect; environmental opportunities

Based on the information reviewed the Committee created three categories to address the concerns. The three categories are infrastructure, investment and green power. The Committee determined that based on current utility policies and processes the categories could be addressed, but the changes may require either City Council or Utilities Board approval. The Committee also believes that the first step, prior to pursuing modifications to current utility policies and processes, is an understanding of Colorado Springs Utilities as an organization. Understanding Colorado Springs Utilities vision, mission and financial commitment to the ratepayers can guide the decision making process to support capacity for downtown development, the role of infrastructure in leveling the playing field for downtown versus green-field, and the ability to create incentives.

Colorado Springs Utilities

The City owns and operates the Colorado Springs Utilities, which includes the municipal waterworks system, the electric light and power system, the gas system, the wastewater system, and other systems designated in accordance with the home rule charter of the City. The Colorado Springs Utilities (the “Utilities”) created by the home rule charter designated in accordance with the home rule charter of the City (collectively, the “System”).

The Utilities is owned by and is part of the City and constitutes an enterprise under certain Colorado Constitution and Charter provisions commonly referred to as “Taxpayer’s Bill of Rights.” The Utilities operates primarily through several functional divisions responsible for planning, financing, constructing, operating, and customer service responsibilities associated with the delivery of electric, gas, water, and wastewater services.

The Charter provides that the funds of the Utilities are to be kept separate from the funds of all other departments of the City and that the net earnings of the Utilities are to be appropriated for the necessary requirements of the Utilities. The Charter also provides that any surplus remaining after meeting the necessary requirements of the Utilities may be appropriated 12 to the general revenues of the City by the City Council of the City (the “City Council”) in its annual budget and appropriation ordinance.

The Utilities Board appoints the Utilities Policy Advisory Committee (“UPAC”), which analyzes and makes recommendations to the Utilities Board regarding various strategic and financial policies for the Utilities. UPAC is composed of seven persons appointed for three-year staggered terms (and maximum terms of nine years). Three members are to be selected for financial/business expertise, one for engineering expertise, one representing large industrial customers and two representing the community at large.

Categories: Infrastructure

Original Task:

- Growth will not be constrained by water, sewer and electric infrastructure.
- Pressure on water, gas and storm drainage; old, obsolete in downtown.
- Communications underground, which is separate from utilities, means more space.

Activity:

Analyze current status and capacity of downtown utilities infrastructure:

- Gas
- Electric
- Water
- Wastewater

Barriers Identified:

1. Gas: none
2. Electric: none..
3. Water: none, although some service lines are undersized due to age and some have alley locations which inhibit increasing the size for operations and maintenance.
4. Wastewater: capacity subject to individual project review; some trunk line capacity concerns for area of central business district east of southwest urban renewal area.
5. Stormwater engineering needs should be better integrated into central business district infrastructure planning.

Concepts to address or resolve problem:

- Utilize current utilities system forecast demand models to determine incremental capacity available for new development.
- Identify system components that, due to age or condition, require replacement within 1, 2-5, and 5+ year planning horizons.

Recommendations:

- Springs Utilities should continually update system condition and capacity mapping for each utility.
- To connect to the electric system, the customer must comply with current Line Extensions & Service Standards and other policies in place do to technical requirements within the downtown area. Refer to chapters 3 and 10.

Investment

Original Task:

- Demonstrate the payback for investment in the infrastructure.
- Utilities is using suburban standards, should not have fees which are the same in the suburbs as downtown, since there is a perception of significant cost difference in applying the standards to different areas.

Activity:

- Evaluate how Springs Utilities processes new development proposals within the central business district.
- Assess how to plan for additional development of individual projects in a more equitable manner.
- Research different ways to allow infill development to be more cost competitive for utilities infrastructure.

Barriers Identified:

1. Development proposals are evaluated for marginal impact on system capacity; on-site issues may be adequate, but problems may arise off-site as major trunk system interface is evaluated.
2. Perceived cost differential for green-field development versus central business district.
3. Need to develop utilities facility plan, based on potential development and system upgrades/expansion necessary to accommodate growth implied by Downtown Action Plan, urban renewal plans, and zoning parameters (e.g. high-rise overlay).

Assumptions:

- Costs for features like parks and schools not included in the costing.
- Land acquisition, and utilities upgrades in regard to future demand and capacity consideration for development are included in the costing.

Issues to consider:

1. How are the costs distributed equitably and who benefits.
2. Different kinds of incentives for developers.
3. Do not consider political will at this stage.
4. Costs to consider: site costs to include: curb and gutter, sidewalks, city infrastructure, utility infrastructure, city code considerations, apples to apples comparison of green-field development versus downtown development using the elements above.
5. What's needed: Downtown developers to help flush out what is truly needed to incentive the portion of downtown development related to utility cost.
6. Developers willing to offer generic relevant data on their utility costs.
7. A pro/con comparison of each cost issue/alternative addressed.

Concepts to address or resolve problem:

- Utilize current system forecast demand models to calculate system upgrades necessary to accommodate development contemplated in central business district.
 - o FAR
 - o Entire central business district
 - o High-rise area/core

- o By time increments (e.g. 1-5 yrs/ 5-10 yrs/10+ yrs)
- Estimate increment of demand that could be supplied by individual project alternative sources (as potential incentive tool).
- Utilize results of system upgrade modeling to develop capital facilities plan for central business district utilities for each utility.
Use CIP formatting: 1 yr budget, with 5-yr CIP

Recommendations:

- Use cost recovery agreements to apportion capital costs of major system improvements among future users based on new load.
- Integrate identified system upgrades into downtown utilities CIP; update annually to respond to market conditions.
- Evaluate opportunities to share infrastructure costs (off-site) among downtown entities.

Green Power

Original Task:

- Use “green” as a special attraction, a unique draw to downtown.
- Use the Drake Power Plant as a recycled heating system. Would provide additional focus on “green” character of downtown; establish a fiscal impact basis for “green.”

Activity:

- Coordinate review of existing tariffs and programs and Policy Governance; Environmental Ends.
- Quantify the costs associated with the renewable standard and the benefits to Colorado Springs Utilities energy portfolio.
- Integrate the community’s price tolerance for sustaining a green power initiative as part of the central business district and the electric integrated resource plan.

Barriers Identified:

- Ratepayer support based on surveys that demonstrates customers are price sensitive.
- Renewable Energy Standard – Amendment 37 associated with the Electric Integrated Resource Plan.

Concepts to address or resolve problem:

- Survey central business district and identify price sensitivity.
- Evaluate integration of green power into existing infrastructure and the potential impacts.
- Evaluate Drake Power Plant’s potential for conversion based on useful life.

Recommendations:

- If interconnecting Distributed Generation is being considered, the customer must comply with current Line Extensions & Service Standards and other policies in place for such connections due to technical requirements. Refer to chapters 3 and 10.
- Evaluate “alternative energy incentive zone” for central business district that encourages a reasonable percentage of alternative energy supply.

- Consider private alternative energy supplies/savings as credit against “traditional” utilities capital costs.