

# **2017 CONFLUENCE REDEVELOPMENT PLAN**

Glenwood Springs, Colorado



## PROJECT PARTNERS



City of Glenwood Springs  
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## ABOUT COMMUNITY BUILDERS

Community Builders (CB) is a non-profit dedicated to helping local leaders create strong and prosperous communities in the American West.

CB provides information, analysis, assistance and trainings to support the many people and organizations working to build better places by aligning their community's planning and economic goals.

The goal of the Community Builders' assistance program is to provide communities with the tools and resources to spark meaningful on-the-ground progress, while building local capacity and creating success stories that inspire and inform other places.

Information about the Community Builders' technical assistance program can be found at:

[www.communitybuilders.org/how-we-help/community-assistance](http://www.communitybuilders.org/how-we-help/community-assistance)

## USING THIS REPORT

This technical assistance report is the product of a collaborative effort between the City of Glenwood Springs, the Glenwood Springs Downtown Development Authority, Community Builders, studioINSITE, Van Meter Williams Pollack, and the community.

This report provides strategies for redevelopment of the Confluence area in Glenwood Springs, Colorado. The recommendations in this report were crafted from input from elected and appointed officials, city staff, stakeholders and community members.

Many of the actions identified in this report will necessitate further study, as well as additional collaboration amongst local partners. This report is intended to serve as a guide for moving this effort forward.

## CONTENTS

<b>Project Background &amp; Context</b>	<b>3</b>
Why Redevelop the Confluence?	3
Overview of the Confluence	4
Community Engagement	5
<b>Community Goals</b>	<b>7</b>
<b>Placemaking Framework</b>	<b>8</b>
Strategy 1: Improve Connectivity	10
Strategy 2: Redevelop Vogelaar Park	18
Strategy 3: Redevelop the Riverfront	26
Strategy 4: Redevelop the 7th Street Corridor	30
<b>Key Next Steps</b>	<b>34</b>
<b>Appendix</b>	<b>35</b>
Confluence Renderings	36
Property Ownership Map	39

## PROJECT BACKGROUND & CONTEXT

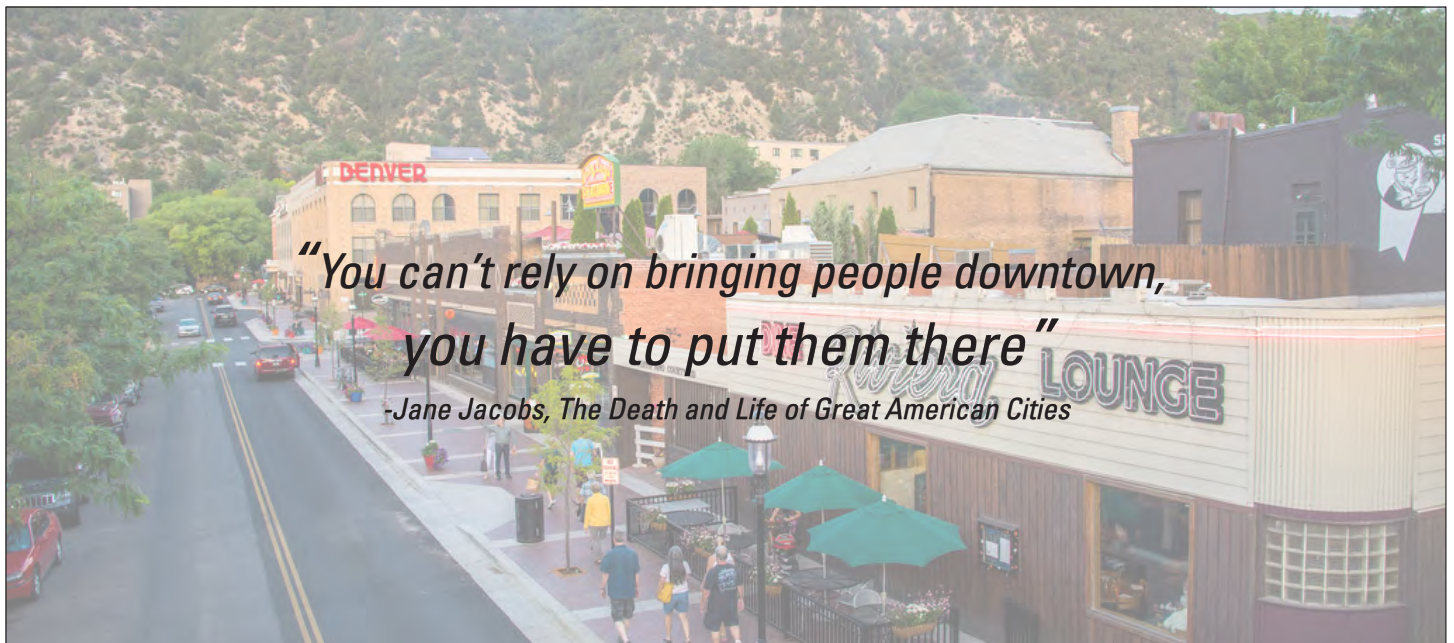
### Why Redevelop the Confluence?

Infill development is a strategy for accommodating community growth while making use of existing infrastructure. The Confluence area in Glenwood Springs, Colorado is a prime location for infill development. The Confluence is located adjacent to Glenwood’s historic downtown, the Roaring Fork and Colorado rivers, local and regional trail systems, and schools. The area comprises a number of underutilized properties, including the former site of the city’s wastewater plant and a number of surface parking lots. Redevelopment of the Confluence presents a tremendous opportunity to further enhance and activate Glenwood’s downtown, as well as further integrate two incredible natural amenities (the Roaring Fork and Colorado rivers) with the City.

The Confluence is recognized as an exceptional community asset and the redevelopment opportunities presented by this area have been the focus of a number of previous planning efforts. Recently, the Glenwood Springs Comprehensive Plan (2011) emphasized the need for future growth to be accommodated by growing inward and upward (i.e., infill and redevelopment projects). The Comprehensive Plan identifies the Confluence area as one of the primary opportunities for future growth in the city and as an opportunity to expand the downtown horizontally, enhancing the economic vitality of Glenwood’s central business district.

Recognizing recent economic shifts, the City of Glenwood Springs and Downtown Development Authority (DDA) partnered with Community Builders in 2013 to revisit the concepts for the Confluence. Building on the recommendations from previous planning efforts, the Confluence Redevelopment Plan focuses on exploring a fresh approach to the implementation framework and identifying realistic strategies for moving redevelopment efforts forward. This document aims to provide realistic and actionable strategies for achieving higher and better use within the Confluence that complements and adds vitality to Glenwood’s historic downtown.

### Confluence Planning History



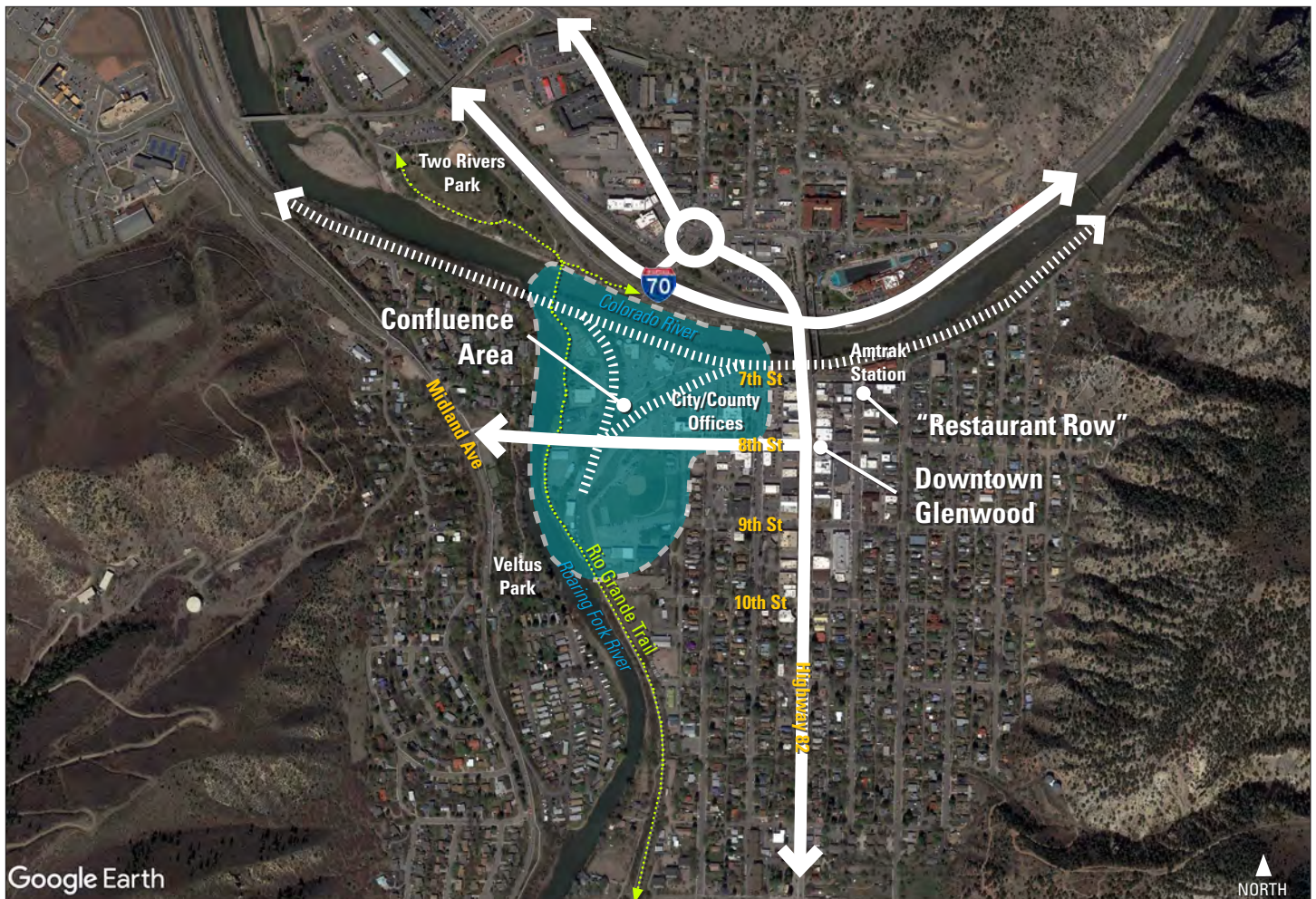
## Overview of the Confluence

The Confluence is generally defined as the area bordered by the Colorado River to the north, Colorado Avenue to the east, 9th Street to the south, and the Roaring Fork River to the west. The Confluence sits adjacent to Glenwood’s historic downtown and just a few blocks west of Grand Avenue (State Highway 82).

The City of Glenwood and Garfield County own a number of properties within the Confluence (refer to property ownership map in the Appendix). Public property ownership in the Confluence presents exciting opportunities for redevelopment of this part of the city.

Existing land uses within the Confluence include:

- City and county facilities
- Former site of the city’s wastewater treatment plant
- Rio Grande Trail
- Vogelaar Park
- Off-street parking lots
- Two Union Pacific Railroad spurs (and related facilities) known as the east and west Wye
- Glenwood Springs Elementary School
- City’s wastewater lift station
- Church
- Funeral home
- Storage buildings



## Community Engagement

The community engagement process placed strong emphasis on building partnerships among stakeholders. This facilitated a shared understanding of priorities that contributed to the community goals and recommended outcomes.

A number of techniques were employed to facilitate stakeholder and community involvement in crafting a shared vision, goals, design solutions, and implementation steps:

### Goal-Setting workshop

The goal-setting workshop was held to identify the public’s vision and top priorities (i.e., goals) for redevelopment of the Confluence, as well as to explore the advantages and disadvantages of different redevelopment options.

### Urban Design Charrette

The urban design charrette was a three-day event that engaged community members and stakeholders in exploring design concepts for redevelopment of the Confluence.

### Community Feedback

Following the urban design charrette, design concepts were “shopped” around to various stakeholder groups to solicit their feedback. The feedback gathered was integrated into a final design workshop where development options were retooled and refined.

### Project Advisory Team (PAT)

A Project Advisory Team (PAT) was established to guide the planning process for the Confluence Redevelopment Plan. The PAT comprised representatives from the Downtown Development Authority (DDA), the City of Glenwood Springs, City Council, the Planning and Zoning (PZ) Commission, the River Commission, the Transportation Commission, and the Roaring Fork Transportation (RFTA) Commission.

### Project Advisory Team (PAT)

Angela Kincade (RFTA)  
David Johnson (RFTA)  
Dave Sturges (City Council)  
Todd Leahy (City Council)  
Kathy Trauger  
(PZ / Transportation Commission)  
George Wear (PZ)  
Mike Blair (PZ)  
Leslie Bethel (DDA)  
Jodie Collins (DDA)  
Jeremy Heiman (River Commission)  
Andrew McGregor (City Staff)  
Dean Gordon (Citizen)

## Urban Design Charrette



Local youth were an important stakeholder group engaged through the Confluence planning effort. Exercises at the urban design charrette were tailored towards youth to understand their vision for future development in the area. Local youth were also given the opportunity to provided the project team with a guided tour of the Confluence.

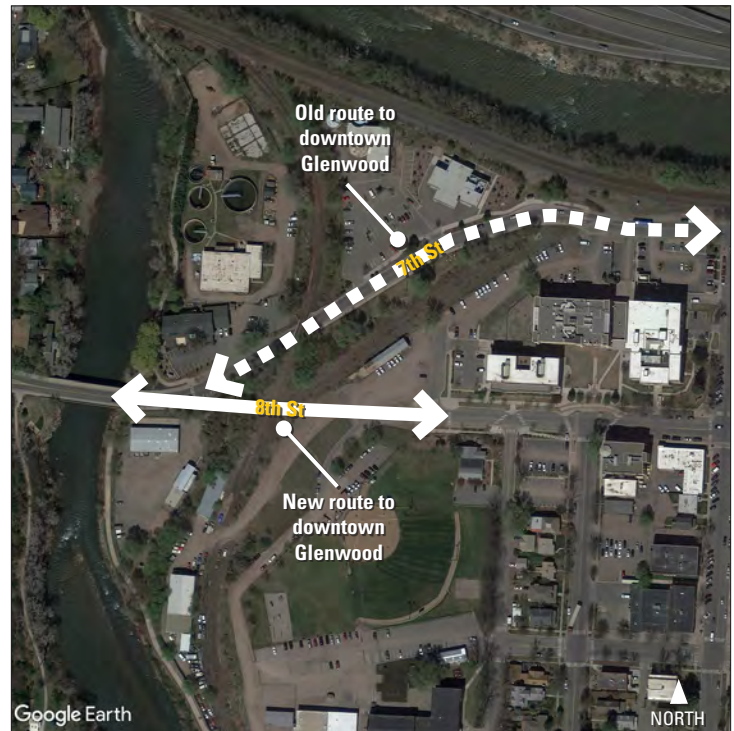
### Project Put on Hold

Towards the end of 2013, this planning effort was put on hold due to negotiations between the city and project stakeholders.

During the pause, the following accomplishments were made:

- The 8th Street connection was constructed as part of the new Grand Avenue bridge project.
- Voters approved the Vogelaar Park land swap between the city and RE-1 School District.
- Voters approved the renewal of the A&I Tax, a source of funding for implementation projects.
- The city has made progress, and continues to pursue negotiations with the Roaring Fork Transit Authority (RFTA) and the Union Pacific (UP) Railroad.

### 8th Street Connection



The 8th Street connection was constructed in conjunction with the new Grand Avenue bridge project. This connection has served as a terrific upgrade to the accessibility of the west side of downtown Glenwood.

## COMMUNITY GOALS

The following goals were crafted from community input and vetted by both the public and the Project Advisory Team (PAT). These goals are to be used as the guiding principles for future projects within the Confluence:



### **Connect to the River**

Embrace and enhance the rivers, and improve access and recreation.



### **Create Connections**

Improve circulation and connectivity within the area and to nearby commercial centers, parks, and neighborhoods.



### **Prioritize the Pedestrian**

Design for complete streets to create safe, walkable and bikeable connections within and to the area.



### **Promote Catalytic Development**

Provide a mix of uses and development types to activate the area and create economic vitality.



### **Authentic Design**

Incorporate authentic, visually appealing design that complements the historic character of the downtown.



### **Create Community Spaces**

Design public spaces and facilities where people can gather, relax and recreate.



### **Complement the Downtown**

Encourage uses and amenities that support the downtown.



### **Expand Housing Choices**

Expand and diversify local housing options.



## PLACEMAKING FRAMEWORK

Placemaking is rooted in the idea that people are drawn to and form connections with unique and memorable places. The placemaking framework (page 9) describes the “big moves” for achieving the community’s goals for transforming the Confluence into a great place. The framework comprises four key strategies:

### ① Improve Connectivity

Improve mobility for vehicles, pedestrians and bicyclists by strengthening street and trail connections between the Confluence and downtown Glenwood.

### ② Redevelop Vogelaar Park

Provide additional downtown housing by transforming Vogelaar Park into a walkable mixed-income neighborhood.

Redevelopment of Vogelaar Park is aimed at achieving a number of community goals, including:

- Create Connections
- Prioritize the Pedestrian
- Promote Catalytic Development
- Complement the Downtown
- Expand Housing Choices

### ③ Redevelop the Riverfront

Create a destination through redevelopment of the Riverfront with a balanced mix of public spaces and development.

Redevelopment of the Riverfront is aimed at achieving a number of community goals, including:

- Connect to the River
- Promote Catalytic Development
- Complement the Downtown
- Create Community Spaces

### ④ Redevelop the 7th Street Corridor

Draw visitors and residents to the Confluence through redevelopment and activation of the west 7th Street and Defiance Street corridors.

Redevelopment of the 7th Street Corridor is aimed at achieving a number of community goals, including:

- Create Connections
- Prioritize the Pedestrian
- Promote Catalytic Development
- Create Community Spaces
- Complement the Downtown

## Vogelaar Park



Vogelaar Park is sandwiched in between the Glenwood Springs Elementary School, 8th Street, School Street and the west leg of the Wye. Redevelopment of Vogelaar Park presents an opportunity to bring a mix of new housing options to Glenwood’s downtown area.

## The Riverfront

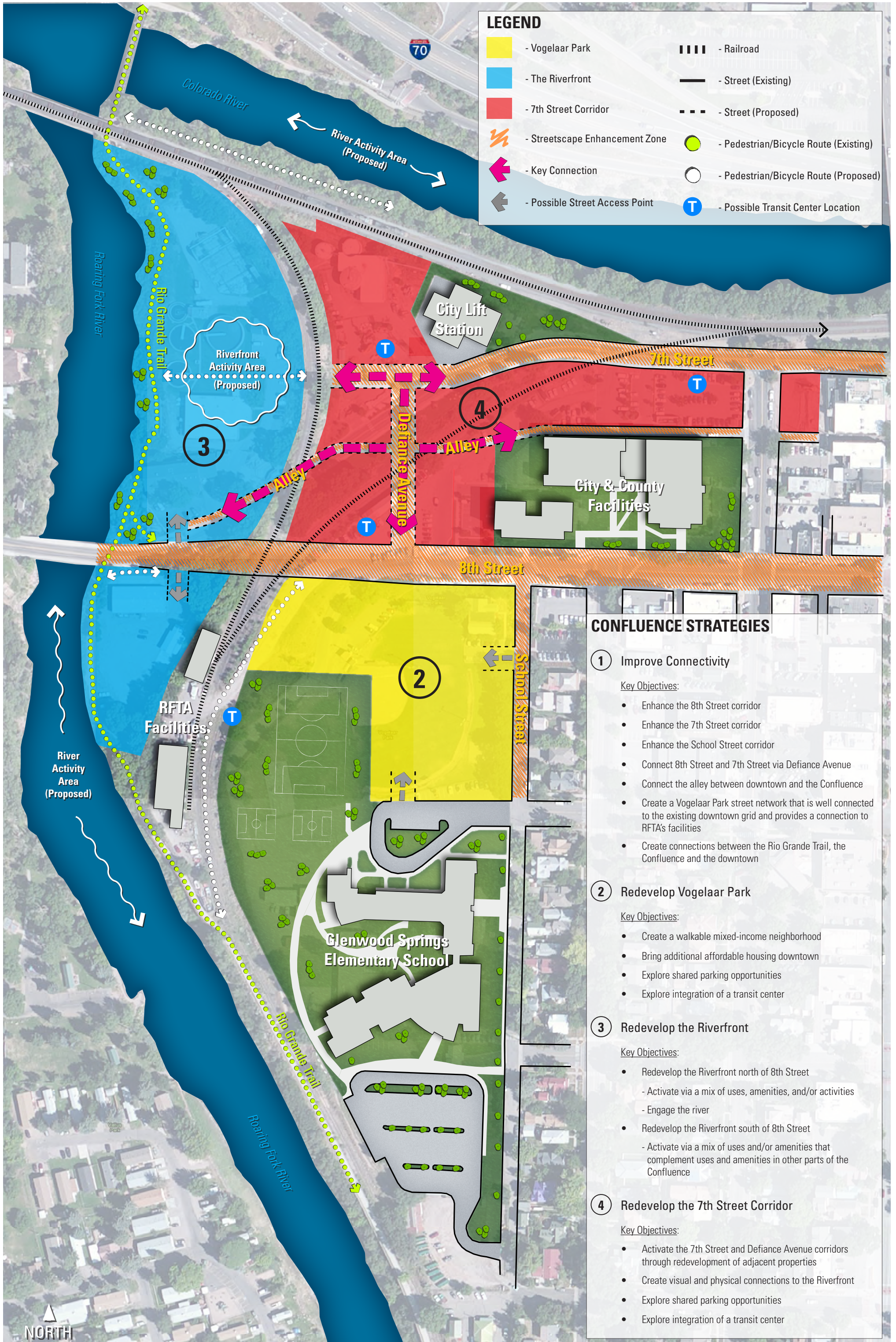


A growing number of communities are finding ways to better integrate rivers that are within, or adjacent to, the town/city. Redevelopment of Glenwood’s riverfront serves as an opportunity to better integrate the Roaring Fork and Colorado rivers with the downtown.

## 7th Street Corridor



7th Street serves as the primary route from Glenwood’s “Restaurant Row” and the Amtrak Station to the Confluence. Redevelopment along 7th Street will play a key role in activating the corridor and drawing activity to the Riverfront.



### LEGEND

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<span style="display:inline-block; width:15px; height:15px; background-color:lightblue; border:1px solid black;"></span> - The Riverfront	- Street (Existing)
<span style="display:inline-block; width:15px; height:15px; background-color:red; border:1px solid black;"></span> - 7th Street Corridor	- Street (Proposed)
- Streetscape Enhancement Zone	<span style="display:inline-block; width:15px; height:15px; border:1px solid yellow; border-radius:50%;"></span> - Pedestrian/Bicycle Route (Existing)
- Key Connection	<span style="display:inline-block; width:15px; height:15px; border:1px solid white; border-radius:50%;"></span> - Pedestrian/Bicycle Route (Proposed)
- Possible Street Access Point	<span style="display:inline-block; width:15px; height:15px; background-color:blue; border-radius:50%; color:white; text-align:center; line-height:15px;">T</span> - Possible Transit Center Location

## CONFLUENCE STRATEGIES

- 1 Improve Connectivity**

Key Objectives:

  - Enhance the 8th Street corridor
  - Enhance the 7th Street corridor
  - Enhance the School Street corridor
  - Connect 8th Street and 7th Street via Defiance Avenue
  - Connect the alley between downtown and the Confluence
  - Create a Vogelaar Park street network that is well connected to the existing downtown grid and provides a connection to RFTA's facilities
  - Create connections between the Rio Grande Trail, the Confluence and the downtown
  
- 2 Redevelop Vogelaar Park**

Key Objectives:

  - Create a walkable mixed-income neighborhood
  - Bring additional affordable housing downtown
  - Explore shared parking opportunities
  - Explore integration of a transit center
  
- 3 Redevelop the Riverfront**

Key Objectives:

  - Redevelop the Riverfront north of 8th Street
    - Activate via a mix of uses, amenities, and/or activities
    - Engage the river
  - Redevelop the Riverfront south of 8th Street
    - Activate via a mix of uses and/or amenities that complement uses and amenities in other parts of the Confluence
  
- 4 Redevelop the 7th Street Corridor**

Key Objectives:

  - Activate the 7th Street and Defiance Avenue corridors through redevelopment of adjacent properties
  - Create visual and physical connections to the Riverfront
  - Explore shared parking opportunities
  - Explore integration of a transit center



## STRATEGY 1: IMPROVE CONNECTIVITY

Many of the city’s long-standing transportation challenges have been exacerbated by a lack of connectivity, particularly east to west, which has placed greater pressure on a small number of major arterial facilities, including Grand Avenue (State Highway 82) and Midland Avenue. Redevelopment of the Confluence provides opportunities to improve connectivity in the downtown, where the city’s traffic challenges have been the most difficult over the years. It is essential that the Confluence street network be designed to mitigate those challenges, not exacerbate them.

The success of the Confluence relies on creating safe, multi-modal connections that provide access and mobility to, from and through the area. In addition to improving accessibility and mobility, multi-modal street connectivity will help to disperse downtown traffic and provide opportunities to increase the city’s on-street parking supply.

Redevelopment of the Confluence will better integrate the Rio Grande Trail system into the downtown, creating opportunities to both leverage and enhance this regional asset. Better integration of the trail system will improve safety and mobility for pedestrians and bicyclists traveling between downtown and Glenwood’s river frontage.

The Confluence is within a downtown setting and streets need to be designed accordingly. Street design needs to accommodate vehicles while also supporting pedestrian and bicycle activity and incorporate public transit facilities where appropriate.

Recommendations for improving connectivity include:

- Enhance 8th Street
- Enhance School Street
- Integrate Connected Street Network into Vogelaar Park Redevelopment
- Enhance 7th Street
- Construct the Defiance Avenue Connection
- Create New Rio Grande Trail Connections

## Enhanced Street Network



Redevelopment of the Confluence presents a number of opportunities to improve street and trail connectivity in Glenwood’s downtown. With redevelopment comes opportunities to enhance existing streetscapes. These enhancements should serve to bolster the unique character of this part of the city.

### Conceptual Confluence Connectivity Diagram



With redevelopment of the Confluence come a number of opportunities to enhance the downtown street grid, as well as improve pedestrian and bicycle movement between the Rio Grande Trail and downtown Glenwood. The diagram above depicts concepts for key street and trail connections identified for the Confluence.

## Enhance 8th Street

### Design as a Multi-Modal Downtown Street:

8th Street's new role in the downtown street system brings with it the pressures of accommodating greater traffic volumes. It is recommended that 8th Street continue to be viewed as a downtown street and not as a suburban arterial with a sole focus on quick and efficient movement of vehicles.

Wide sidewalks, on-street parking, street trees, and pedestrian scaled street lighting are design elements that should be incorporated into the streetscape to maintain the downtown character of 8th Street.

The 4-way stop at 8th and Colorado Avenue and the traffic light at 8th and Grand Avenue control the through capacity of 8th Street. Therefore, 8th Street's lane widths do not need to be designed to accommodate continuous traffic flows. This presents an opportunity to explore a narrow lane configuration for 8th Street (west of Colorado Avenue) that slows traffic speeds and fosters a pedestrian friendly environment along the corridor.

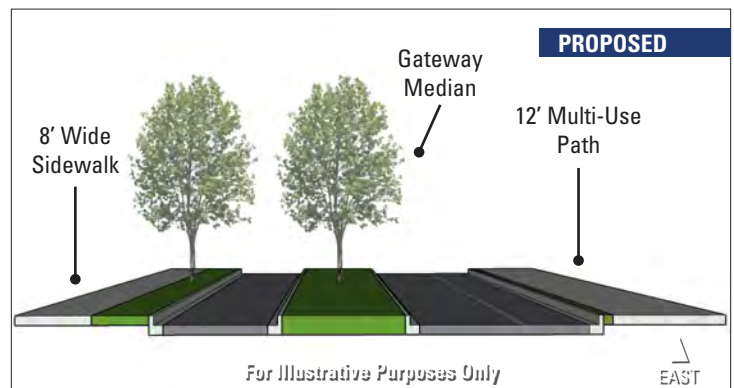
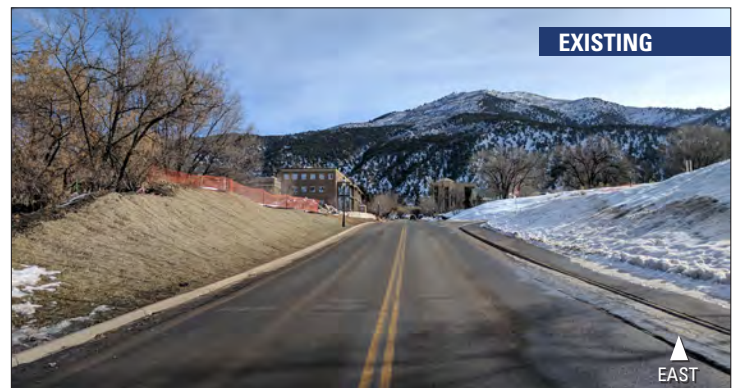
The recommended cross section for 8th Street (west of School Street) is:

- 2 - 11' wide travel lanes
- 2 - 1.5' wide curb and gutter sections
- 1 - 16' median (includes 2 - 1.5' wide curb and gutter sections)
- 2 - varying width landscaping strips\*
- \*6' wide landscape strips recommended where feasible*
- 1 - 7' wide parallel parking lane (where feasible)
- \*With 1' wide gutter pan, parking lane width is 8'*
- 1 - 12' wide multi-use path
- 1 - 8' wide sidewalk
- Total width needed: 75'

### Create a Western Gateway to the Downtown:

8th Street has become the primary route from Midland Avenue into the downtown and now serves as the western gateway to downtown Glenwood. It is recommended that additional streetscape elements be incorporated into 8th Street to further define it as a downtown gateway. A median with landscaping, public art and/or streetscape lighting can create a visual cue to people that they are entering the downtown. The median also serves to slow traffic speeds by narrowing the perceived width of the street. Integration of pedestrian crossings (where appropriate) with the median is recommended to provide refuge islands for pedestrians crossing the street.

## Multi-Modal Downtown Street



The new 8th Street connection presents a number of opportunities to improve connectivity and enhance the aesthetics of the western entrance to the downtown. A 12' wide multi-use path is recommended along the south side of 8th Street to provide a pedestrian/bicycle connection between the Rio Grande Trail, the Confluence and downtown Glenwood.

## Downtown Gateway



A median with landscaping, public art and/or streetscape lighting serves as a visual cue to people that they are entering a unique place (ex. a downtown). The median shown above serves as a gateway for downtown Golden, Colorado.

### Enhance 7th Street

#### Create a Unique and Active 7th Street Corridor:

The Downtown Development Authority (DDA) and city are currently working on streetscape enhancements along 7th Street between Colorado Avenue and Blake Avenue. Please refer to the streetscape illustration below:



The 7th Street cross section depicted above is designed for pedestrian activity. While the cross section does include some on-street parking, the amount of space allocated to parked vehicles is limited. West of Colorado Avenue, the design of 7th Street will need to maintain a focus on pedestrians to encourage pedestrian movement between downtown and the Confluence.

Elements of the above streetscape should be continued along 7th Street and tie into the proposed public space/plaza in Riverfront North. This will create a strong visual connection between downtown and the Confluence. A unique streetscape along the entirety of 7th Street will be a key component of activating the corridor.

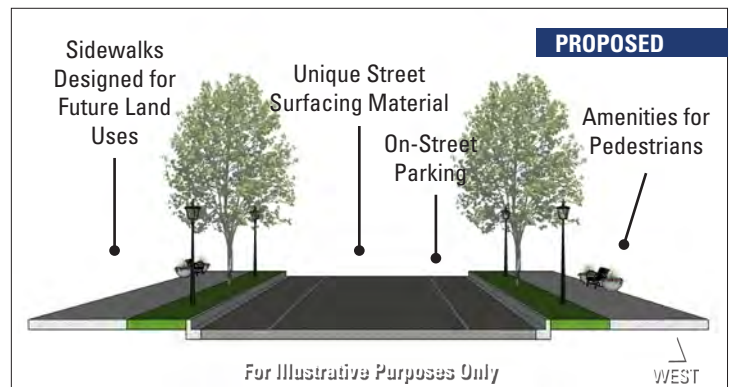
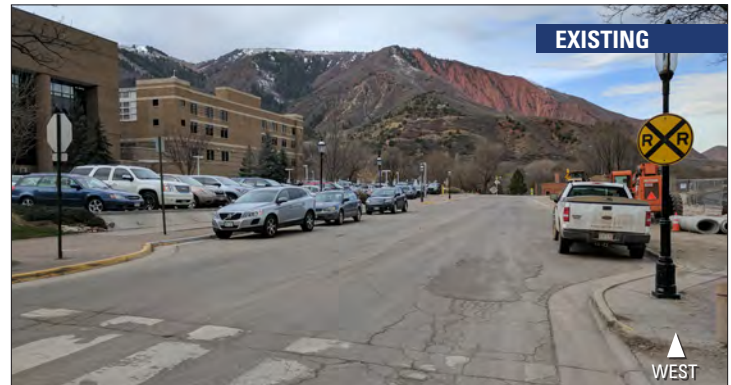
Design considerations for 7th Street, west of Colorado Avenue, include:

- Sidewalks with widths that support both pedestrian activity and future land uses
- Amenities for pedestrians, including: street trees, benches and pedestrian scaled street lighting
- Narrow travel lane widths to maintain slow traffic speeds
- On-street parking (where appropriate)

#### Create a Downtown-Confluence Alley Connection:

The Conceptual Connectivity Diagram (page 11) depicts the opportunity to create an alley connection between the downtown and the Confluence. This alley will further enhance connectivity in the downtown and the Confluence, as well as provide a secondary access to properties in this area. Further study is recommended.

### Bring Activity to the Confluence



With the construction of the 8th Street connection, the character of 7th Street has undergone a dramatic change. Once the western access to downtown and a very busy street, 7th has become a quiet street with most traffic now on 8th Street. This transformation presents both opportunities and challenges when it comes to activating the Confluence.

## Construct the Defiance Avenue Connection

### Connect 8th and 7th Street:

Defiance Avenue currently serves as an access to off-street surface parking for city and county facilities. While the existing drive aisle for these parking lots does connect 8th Street and 7th Street, it is not a formal street connection.

It is recommended that a street connection between 8th Street and 7th Street be constructed, generally along the existing alignment of Defiance Avenue. This connection will enhance connectivity of the downtown street grid and bring activity to the 7th Street corridor.

### Create Space for New Development Opportunities:

Careful consideration will need to be given to the alignment of the Defiance Avenue connection to ensure that adequate space for future development is provided on both the west and east side of the street.

### Design as a Multi-Modal Downtown Street:

Defiance Avenue needs to function as a multi-modal downtown street that encourages pedestrian movement between 8th and 7th Street and supports future land uses along the street.

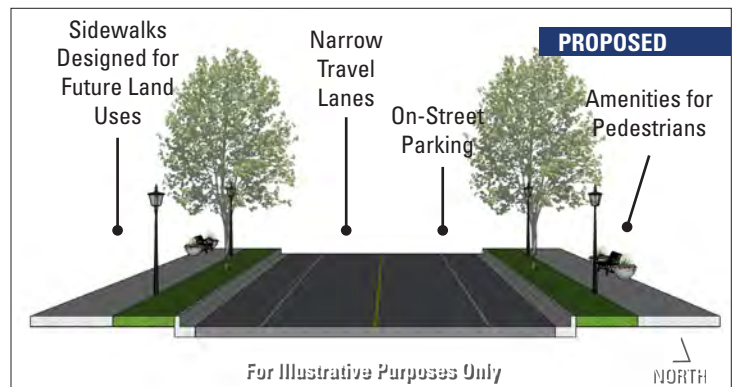
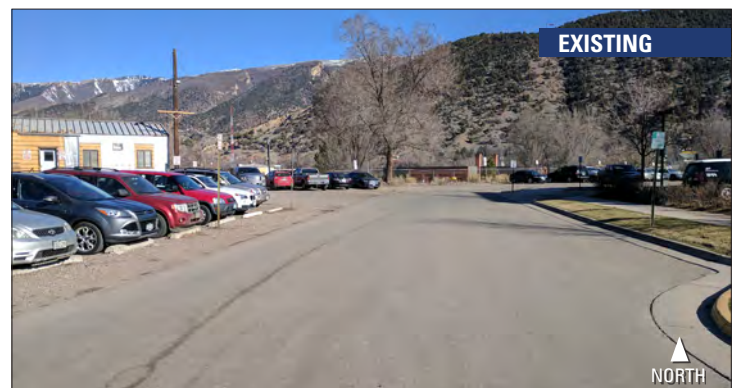
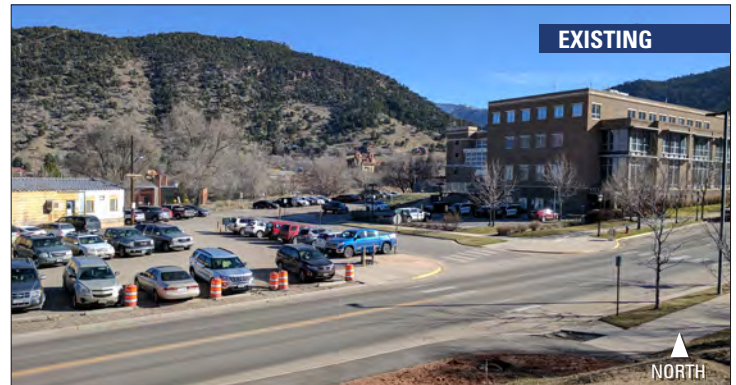
Design considerations for Defiance Avenue include:

- Sidewalks with widths that support both pedestrian activity and future land uses
- Amenities for pedestrians, including: street trees, benches and pedestrian scaled street lighting
- Narrow travel lane widths to maintain slow traffic speeds
- On-street parking

### Explore Vogelaar Park Street Connection:

With redevelopment of Vogelaar Park there may be an opportunity to build a street connection between Defiance Avenue and the streets in the Vogelaar Park neighborhood. Existing grades along the south side of 8th Street do present challenges to construction of this connection. In addition, this street connection may impact redevelopment options for Vogelaar Park. Further study is recommended.

## Multi-Modal Downtown Street



When connected to 7th Street, Defiance Avenue will serve as a primary route for pedestrians, bicyclists and vehicles into the Confluence and downtown Glenwood. The design considerations for the Defiance Avenue connection are intended to provide comfortable and convenient access for a variety of modes of transportation, as well as support future land uses along the street.

## Enhance School Street

### Provide Safer Access to Elementary School:

While School Street is configured for two-way traffic and on-street parking, its character resembles that of an alley, more so than a street. There is a discontinuous section of sidewalk in front of the Elementary School and the “alley-side” of Pitkin Avenue properties front along the east side of the street. The existing street configuration presents some challenges for the Glenwood Springs Elementary School, particularly safety of children walking to school and traffic circulation during parent pick-up and drop-off.

Redevelopment of Vogelaar Park presents an opportunity to improve the multi-modal function of School Street through the addition of a wider, continuous sidewalk along the west side of the street. The existing on-street parking along the west side of School Street should be maintained to buffer pedestrians, especially school children, from traffic.

### Support Redevelopment of Vogelaar Park:

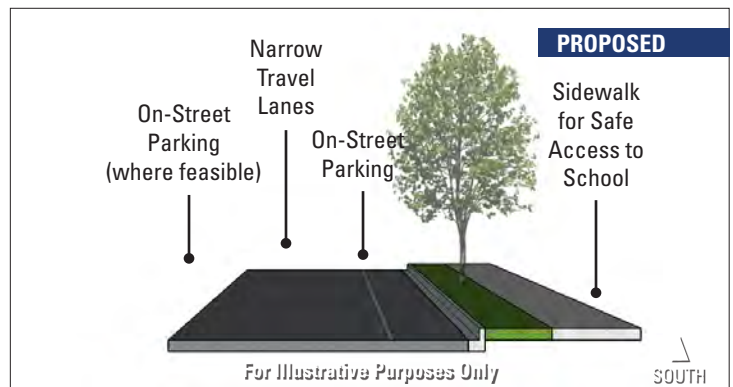
Enhancements to School Street will help to unlock the redevelopment potential of Vogelaar Park. School Street will serve as one of the primary access routes for this future neighborhood.

The recommended cross section for School Street is:

- 2 - 10' wide travel lanes
- 1 - 1.5' wide curb and gutter sections
- 1 - 7' parallel parking lane\*
- \*With 1' wide gutter pan, parking lane width is 8'*
- 1 - 9' parallel parking lane (where feasible)\*
- \*Parallel parking should be added to the east side of School Street, where feasible, to increase the on-street parking supply.*
- 1 - 6' wide landscape strip along west side of School Street
- 1 - 8' wide sidewalk along west side of School Street
- Total width needed: 42.5' - 51.5'

One of the constraints for the recommended School Street enhancements is the limited right-of-way (40' max.) that is currently available for the street. With redevelopment of Vogelaar Park, opportunities to provide additional right-of-way should be explored to enable construction of the recommended cross section.

## Safer Route to School



The recommended School Street cross section is intended to improve safety and access for children traveling to the Glenwood Springs Elementary School. The recommended cross section also works to support future redevelopment of Vogelaar Park.



## Integrate Connected Street Network into Vogelaar Park Redevelopment

### Create Streets that Encourage Walking:

Vogelaar Park is envisioned as a walkable neighborhood and streets within the neighborhood should be designed to prioritize pedestrian comfort and movement.

Narrow travel lanes, on-street parking, sidewalks, and pedestrian scaled lighting are elements that should be incorporated into the street design.

Two neighborhood street concepts have been developed for Vogelaar Park. These concepts should be explored further as redevelopment for Vogelaar Park becomes better defined:

**Concept A:** This concept focuses on creating narrow neighborhood streets in order to maximize land available for redevelopment. Attached neighborhood sidewalks limit opportunities for landscaping between the sidewalk and the street. This helps to keep the overall street width to a minimum but limits greenery along the street corridor. Street trees could be planted along the adjacent property to enhance the aesthetics of neighborhood streets.

Given the limited landscaping along the street, space for snow storage will need to be considered.

**Concept B:** This concept also focuses on creating narrow neighborhood street but integrates space for landscaping and street trees by incorporating detached sidewalks. This results in a wider cross section that reduces the amount of land in the neighborhood available for development. However, the landscaping along the street improves aesthetics and provides space for snow storage.

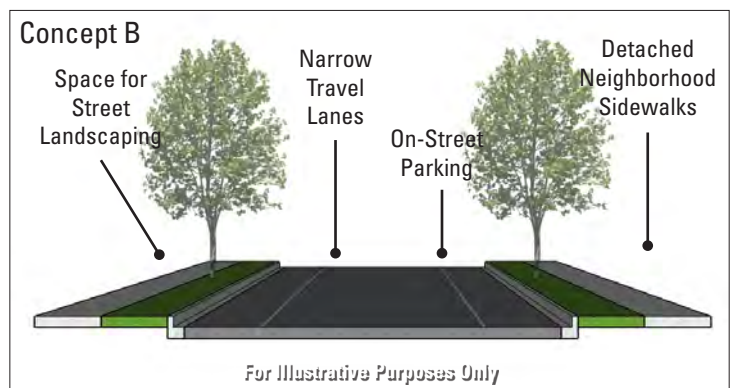
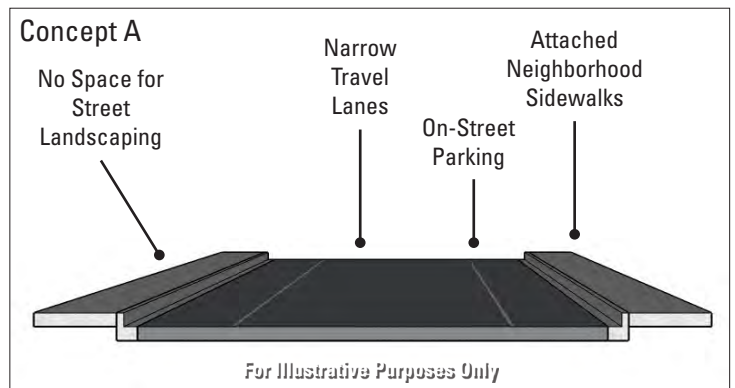
### Create a Well-Connected Street System:

The neighborhood street system should be designed as a grid with a number of connections to the existing downtown street grid. This type of street system will provide residents and visitors with a number of options for moving into and out of the neighborhood.

## Streets for Pedestrians



Narrow neighborhood streets provide a number of benefits, including slower traffic speeds, a more comfortable environment for pedestrians and bicyclists, less infrastructure to maintain, and more land within the neighborhood for development. The street above is a nice example of a narrow neighborhood street in the Pearl District in Denver, Colorado.



Streets within the future Vogelaar Park neighborhood should be designed to prioritize the comfort of pedestrians and bicyclists. While streets also need to accommodate vehicles, design preference should not be given to them. On-street parking is an important design element. While the street sections above depict parallel parking, diagonal parking and perpendicular parking (i.e., head in parking) should be explored. Diagonal and perpendicular on-street parking would increase on-street parking capacity but would also increase the width of the street.

## Create New Rio Grande Trail Connections

### Strengthen Connections between the Rio Grande Trail and Downtown Glenwood:

Improved connectivity between the Rio Grande Trail, the Confluence and the downtown will facilitate pedestrian and cyclist movement among these areas. Trail connections will foster greater activity in the Confluence and downtown.

It is recommended that the following trail connections be made:

**Vogelaar Park Trail Connection:** A trail connection between the Rio Grande Trail and 8th Street through the Vogelaar Park neighborhood.

**8th Street Trail Connection:** A trail connection between the Rio Grande Trail and the multi-use path along 8th Street.

**7th Street Trail Connection:** A trail connection between the Rio Grande Trail, Riverfront North and 7th Street.

### Connect to Future River Activity Area:

A future river activity area has been identified on the Colorado River, just north of the 7th Street corridor. It is recommended that a trail connection between the Rio Grande Trail and this activity area be made. This connection will enable river users to access the river via the Riverfront North area, bringing additional activity to the Confluence.

Opportunities to continue this trail connection to the east and connect to the downtown should be explored.

A trail along the south bank of the Colorado River will necessitate discussions with Union Pacific Railroad.

## Create Trail Connections



The Rio Grande Trail is a unique amenity paralleling the western edge of the Confluence. There are a number of locations where new trail connections should be constructed to better integrate the Rio Grande Trail with the Confluence and downtown Glenwood.



**VOGELAAR PARK**

## STRATEGY 2: REDEVELOP VOGELAAR PARK

Glenwood Springs is geographically constrained. There are few areas to create new neighborhoods and increase the number of housing units within existing city limits, particularly in close-in locations where demand is highest. Vogelaar Park represents one of those few areas.

Housing affordability has become a top challenge for the city. Responding to this challenge, Vogelaar Park is envisioned as a walkable, mixed-income neighborhood that will add much needed housing stock and diversity to downtown Glenwood.

Vogelaar Park is a small, roughly 6.1-acre site. Careful consideration will need to be given to a site design that uses the property in an efficient manner and achieves community goals.

### Create a mixed-income neighborhood:

Redevelopment of Vogelaar Park is aimed at bringing a diverse range of housing units to downtown Glenwood. Unit diversity is essential for enabling a wider range of income levels to find a suitable home. Public ownership of Vogelaar Park presents an opportunity to reduce development costs and provide housing options at costs that may not otherwise be feasible.

### Blend New Development with Existing Neighborhood:

Concerns have been raised about the integration of new development with the existing neighborhood surrounding Vogelaar Park. Development of Vogelaar Park will need to be designed to complement the character of the surrounding neighborhood.

4-stories is an appropriate maximum height for new buildings. However, the scale of buildings along the eastern and southern edges of Vogelaar Park need to be sensitive to the context of the existing neighborhood and Glenwood Springs Elementary School.

## Additional Downtown Housing Options



New development along the eastern edge of Vogelaar Park will need to be designed at a scale that is complementary to the scale of the existing neighborhood along Pitkin Avenue.

### Neighborhood Layout Examples:

Four example neighborhood layouts have been developed (pages 21-24) to depict redevelopment of Vogelaar Park in a manner that achieves community objectives. The layouts were created using the development typologies shown to the right. These development types were selected based on the compatibility of their scale with the community's vision for Vogelaar Park. The layouts depict **conceptual ideas**. Actual redevelopment of Vogelaar Park may differ from the concepts shown.

A number of design elements are common among the neighborhood layouts, including a street grid with multiple connections to the existing downtown grid, on-street parking, and smaller scale buildings along School Street and 9th Street.

Parking ratios were kept to a minimum in an attempt to maximize land available for development. The parking ratios used for each layout are described below:

**Example A:** Off-street parking for apartments, micro-units, and fourplex units has been provided at a ratio of one (1) space per unit. Off-street parking for townhomes has been provided at a ratio of two (2) spaces per unit, with the exception of townhomes along Defiance Ave that have no off-street parking.











**Example B:** Off-street parking for apartments (including those in the mixed-use building), micro-units and fourplex units has been provided at a ratio of one (1) space per unit. Off-street parking for townhomes has been provided at a ratio of two (2) spaces per unit. Some use of on-street parking is needed for parking for micro-units and fourplex units.

**Example C:** Off-street parking for apartments (including those in the mixed-use building) has been provided at a ratio of one (1) space per unit. Off-street parking for townhomes has been provided at a ratio of two (2) spaces per unit, with the exception of the townhomes along Defiance Avenue that just have one (1) garage space per unit.

**Example D:** Off-street parking for apartments (including those in the mixed-use building), micro-units, fourplex units has been provided at a ratio of one (1) space per unit. These spaces are located in a shared, single level parking structure (with approx. 150 spaces) beneath the neighborhood with access from 8th Street. Off-street parking for townhomes has been provided at a ratio of two (2) spaces per unit.

Adjusting these ratios up or down will impact the development potential of Vogelaar Park. Use of minimum off-street parking ratios will necessitate a neighborhood parking management plan.

### Example Development Typologies

Building Elevation	Description
	Keator Grove Fourplex (Carbondale, CO) Building Dimensions (approx.): 60'(L) x 50' (W)
	Eagle Ranch Townhomes (Eagle, CO) Building Dimensions (approx.): 70'(L) x 25' (W)
	Holiday Neighborhood Townhomes (Boulder, CO) Building Dimensions (approx.): 50'(L) x 20' (W)
	Small Apartment Building (Eagle, CO) Building Dimensions (approx.): 110'(L) x 65' (W)
	Small Apartment Building (Denver, CO) Building Dimensions (approx.): 110'(L) x 65' (W)
	Highland Neighborhood Townhomes (Denver, CO) Building Dimensions (approx.): 140'(L) x 35' (W)
	Mixed-Use Building with 1st Level Parking Garage (Denver, CO) Building Dimensions (approx.): 90'(L) x 40' (W)
	Mixed-Use Building with Tuck-Under Parking (Eagle, CO) Building Dimensions (approx.): 100'(L) x 50' (W)
	Micro-Unit Building (Seattle, WA) Building Dimensions (approx.): 50'(L) x 25' (W)
	Small Duplex (Denver, CO) Building Dimensions (approx.): 30'(L) x 20' (W)

### Example Vogelaar Park Neighborhood Layouts



The development typologies used to create these four example neighborhood layouts are provided on the page 19. These typologies were selected based on the appropriateness of their scale in relation to the community's vision for Vogelaar Park. The approximate dimensions of these buildings were used to determine the spatial layout for each example. It should be noted that this is a limited selection of development types and there maybe other typologies that are well suited for Vogelaar Park.

For Illustrative Purposes Only



**EXAMPLE A**

**Unit Mix:**

- Fourplex Units - 8
- Townhome Units - 21
- Micro-Units - 32
- Apartment Units - 43
- Total Units (approx.) - 104**



**EXAMPLE B**

**Unit Mix:**

Fourplex Units - 12

Townhome Units - 11

Micro-Units - 48

Apartment Units - 89

**Total Units (approx.) - 160**



**EXAMPLE C**

**Unit Mix:**

Townhome Units - 63

Apartment Units - 32

**Total Units (approx.) - 95**





**EXAMPLE D**

**Unit Mix:**

- Fourplex Units - 8
- Townhome Units - 26
- Micro-Units - 64
- Apartment Units - 80
- Total Units (approx.) - 178**

Activate the 8th Street Corridor:

The interface between Vogelaar Park and 8th Street is an important element of the Confluence. Grades along the northern edge of Vogelaar Park (southern edge of 8th Street) present an opportunity to activate 8th Street by bringing a sub-level of new buildings down to the grade of the street.

The grade difference also presents an opportunity to reduce the off-street parking needs by constructing structured parking beneath the site. Structured parking facilities would be accessed from 8th Street. The illustration to the right depicts how this might be achieved.

Neighborhood Commercial:

Integration of a limited amount of neighborhood commercial may be appropriate with redevelopment of Vogelaar Park. The need for additional commercial space should be carefully studied to ensure that it complements development in other Confluence districts, as well as the downtown.

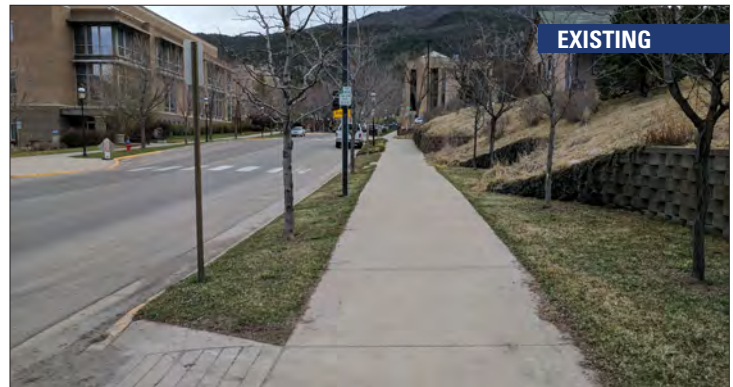
Explore Integration of a Transit Center:

The location for a possible transit center in Vogelaar Park is identified on the Placemaking Framework (page 9). The proximity of this site to the railroad presents the opportunity to provide a station for commuter rail, if/when a commuter train comes to the Roaring Fork Valley.

Additionally, if bus service were routed along the Rio Grande Trail corridor a transit station at this site would be well positioned for that.

Further study is recommended.

**Activate 8th Street**



The change in grade along the northern edge of Vogelaar Park (i.e., southern edge of 8th Street) presents the opportunity to add a sub-level to buildings. This sub-level brings the building down to the same level as 8th Street, which creates opportunities to activate 8th Street and provide underground parking for development in Vogelaar Park.

A potential drawback of omitting this sub-level is that buildings may appear to tower over 8th Street if the 1st level of buildings are at the same elevation as Vogelaar Park.

**Neighborhood Commercial**



A coffee shop is a good example of neighborhood serving commercial. Neighborhood commercial is intended to serve, and be supported by, residents in the surrounding neighborhood. This type of commercial is less reliant on attracting customers from outside of the neighborhood.



### STRATEGY 3: REDEVELOP THE RIVERFRONT

Public river frontage in downtown Glenwood is limited due to the railroad and I-70. The Riverfront in the Confluence is one of the few places where public river access exists. The value of this space is well known and has been discussed in many of the previous Confluence planning efforts. The challenge has been identifying the uses that are appropriate for this area in terms of public space, development, amenities, etc.

The Riverfront (approx. 6 acres) comprises two distinct areas, Riverfront North (approx. 4.5 acres) and Riverfront South (approx. 1.5 acres). Riverfront North is the area north of 8th Street whereas Riverfront South is the area south of 8th Street.

#### Riverfront North:

Riverfront North is perhaps the most important site within the Confluence. It encompasses the confluence of the Roaring Fork and Colorado rivers, as well as the longest stretch of accessible riverfront in the downtown area.

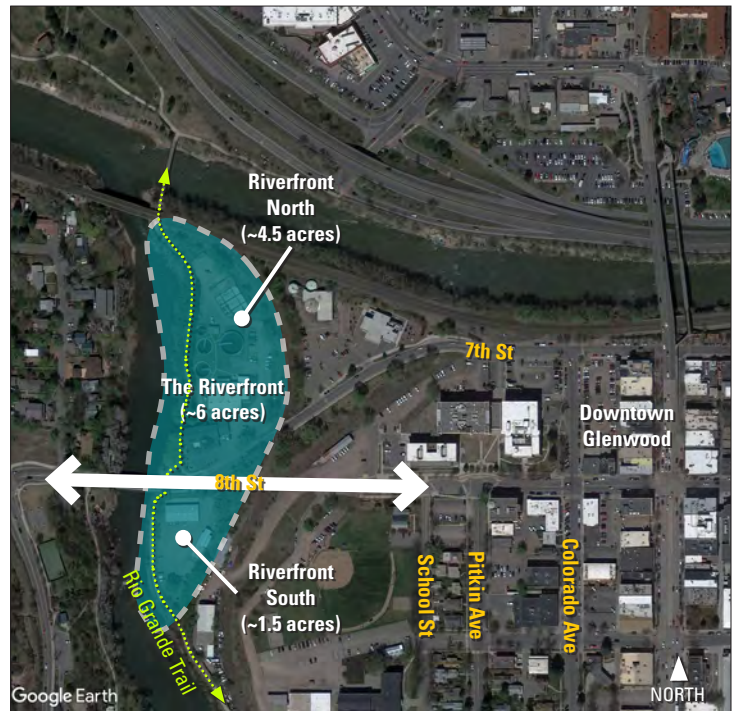
A large portion of Riverfront North is publicly owned. This presents opportunities to pursue public-private partnerships to redevelop the area. A smaller portion of Riverfront North is privately owned and is the site of a funeral home.

The community identified the following objectives for redevelopment of Riverfront North:

#### Create a Balance of Public Spaces and Development:

A number of concepts have been vetted for the redevelopment of Riverfront North. Some place greater emphasis on public/park space, while others focus more on development of the site. While no consensus has been reached on the details for redeveloping the site, at a high level, it needs to become an active community space that strikes a balance between natural areas, active public spaces and development that brings activity to the Confluence.

### Activate the Riverfront



The International Bridge area along Gore Creek in Vail, Colorado exemplifies a river frontage that is activated through a mix of public space and development.

The diagram on page 28 depicts a conceptual idea for how a balance of park space, public space and development might be achieved. The concept depicts a central public space/plaza framed by development. A non-motorized connection beneath the west leg of the Wye connects the plaza with the 7th Street corridor. The river frontage is maintained as a green space to buffer the plaza and development areas from the Roaring Fork River.

The Solaris Plaza in Vail, Colorado is a multi-functional public space that is used for soccer games, concerts, etc. during the summer and an ice rink in the winter. The plaza and adjacent development play off of each other well and provide multiple attractions that draw people and activity to this part of Vail.

Create a Destination:

Convenience based development may struggle in Riverfront North due to limited access and visibility. It is recommended that new development focus on a creating a unique destination that will attract people despite the access and visibility challenges.

Provide Connections and Access to the River:

A connection between the Rio Grande Trail, Riverfront North and the 7th Street corridor is recommended to draw pedestrians and bicyclists into these areas. This connection will also work in the reverse by bring pedestrians and bicyclists from downtown into the Confluence.

Integration of an access trail to the future river activity area on the Colorado River would bring additional activity to Riverfront North. Providing river users with access via Riverfront North would increase activity and visual interest. Opportunities to watch people walking through this type of setting with a kayak on their shoulder or paddle board under their arm are rare.

Riverfront North offers the best public river access in the downtown area. The riverfront should be designed to provide both active and passive areas. An existing beach area could be utilized as place for residents and visitors to actively engage the river (i.e., wade in the river, fish, kayak, etc.). Passive areas should be designed to offer a more natural experience or be designated as areas protected from human activity.

A number of communities (e.g., Golden, Colorado and Salida, Colorado), have struggled with negative impacts to riparian areas in popular river access areas. Careful consideration will need to be given to where public river access is provided and strategies for keeping people out of areas that are to be protected. Planting thick and/or thorny riparian vegetation around sensitive areas can help to protect these areas from human impacts.

**Activate the Riverfront**



The Solaris Plaza in Vail, Colorado is a successful public space. Bordered by shops and residences, the plaza is a major activity center in the Vail Village. The photograph above depicts the plaza being used as a venue for a slack-lining event at the GoPro Mountain Games.

(Photo by Zach Mahone courtesy Vail Valley Foundation)

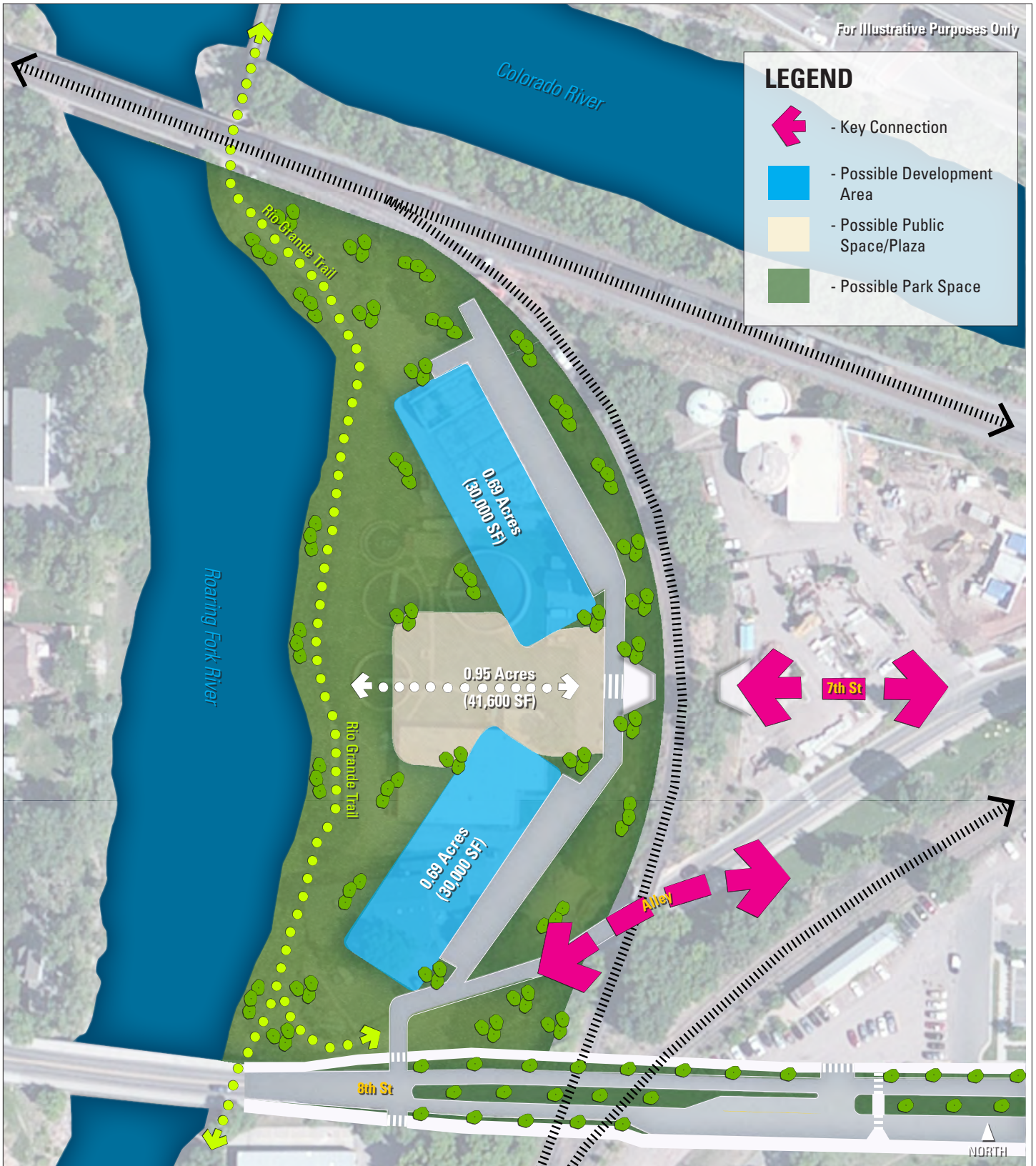
**Create a Destination**



The Surf Château bolsters the unique riverfront destination that has been developed in Buena Vista, Colorado. Located at the far south end of the Town's Main Street, this hotel serves as a popular attraction despite being located off of the beaten path. Creating a unique riverfront destination through a mix of development and park/public space is essential to the success of the Confluence.

**Riverfront North Conceptual Diagram**

For Illustrative Purposes Only



**Riverfront South:**

Riverfront South is a smaller, privately held parcel (approx. 1.5 acres).

Create a Destination:

Similar to Riverfront North, convenience based development may struggle to find success in this location due to limited access and visibility. The size of the site presents a challenge as the space available for new development is limited. On-site parking will likely be necessary as no on-street parking is available in close proximity, which further constrains the land available for development.

Through the community engagement process, a variety of redevelopment options were identified for Riverfront South. However, a preferred option was not identified. Options identified by the community included:

- Housing
- Brewpub
- Park Space
- Nature Park

Redevelopment of Riverfront South will need to work towards creating a destination that activates the Riverfront.

Explore In-Stream and Riverfront Amenities along the Roaring Fork River:

Integration of in-stream and riverfront amenities would contribute to the activation of the Confluence, specifically the Riverfront. Opportunities for in-stream and riverfront amenities should be explored along the Roaring Fork River between Veltus Park and the Confluence.

One of the key's to the Wolcott Yacht Club's (Wolcott, Colorado) success is its proximity to a boat ramp on the Eagle River. The boat ramp brings fishermen, rafters and other river users to this off the beaten path business. Integration of a boat ramp with Riverfront South could help draw additional activity to this part of the Confluence.

Sensitive riparian areas and fish habitat do exist along the portion of the Roaring Fork River between Veltus Park and the Confluence. Further study into appropriate locations for in-stream and riverfront amenities will be necessary.

**Create a Destination**



Riverfront South is an attractive, privately held site along the Roaring Fork River. The site has limited access and visibility, which present challenges for redevelopment. Redevelopment of the site will need to center around creating a unique destination that brings activity to this part of the Riverfront.



The Wolcott Yacht Club (Wolcott, Colorado) is a business located in a remote location that has achieved success by establishing itself as a unique destination. Riverfront South businesses should consider a similar model in order to find success in the Confluence.



## STRATEGY 4: REDEVELOP THE 7TH STREET CORRIDOR

Until recently, 7th Street served as the primary route from Midland Avenue into downtown Glenwood. With construction of the 8th Street connection, the character and function of 7th Street have changed significantly. Traffic volumes, as well as pedestrian and bicycle activity, have declined.

7th Street is a key connection between the downtown and Confluence. The shift in street character and function of present opportunities and challenges in regards to activation of the Confluence.

Redevelopment of the 7th Street corridor will need to occur in a manner that brings people from downtown to the Confluence and vice versa. Key considerations for achieving this outcome include:

### Connect 7th Street Corridor with Riverfront North:

There is an opportunity to create both a physical and visual connection between 7th Street and Riverfront North. A slight realignment of 7th Street allows for the street to terminate at the eastern edge of the west leg of the Wye. At this point, the street could transform into a pedestrian walkway that would connect beneath the Wye to the public space/plaza in Riverfront North. Refer to the 7th Street Conceptual Diagram on page 33.

The connection beneath the west leg of the Wye will provide convenient access to the Riverfront and will strengthen the relationship between downtown Glenwood and the Confluence.

A design feature could be integrated into the Riverfront North public space/plaza that would serve as a terminating vista at the western end of 7th Street.

The connection beneath the west leg of the Wye will necessitate further study and discussion with RFTA.

### Activate 7th Street



7th Street east of Colorado Avenue (i.e., Restaurant Row) is a vibrant, active corridor. However, west of Colorado Avenue activity along 7th Street drops off significantly. One of the keys to the Confluence's success is activation of the western portion of 7th Street through redevelopment of underutilized properties.

Activate the 7th Street Corridor:

Restaurant Row is a popular downtown destination located along 7th Street between Blake Avenue and Colorado Avenue. West of Colorado Avenue, a number of off-street surface parking lots line 7th Street. Consequently, pedestrian activity along this portion of 7th Street is limited.

To draw activity from Restaurant Row into the Confluence, properties along the 7th Street corridor will need to be redeveloped with uses that invigorate the corridor and give people reasons to travel to the Confluence. Careful consideration will need to be given to how this redevelopment will complement Restaurant Row, not detract from it.

A civic/event facility (e.g., a performing arts center) could bring activity to 7th Street and the Confluence as a whole. This type of facility does not currently exist in Glenwood and could serve as a major draw. Consideration should be given to a multi-functional facility that offers numerous activities throughout the year. The facility should be designed to capitalize on views of the adjacent rivers. Further study is recommended.

Defiance Avenue Connection:

A connection between 8th Street and 7th Street via Defiance Avenue is important for connectivity in the downtown area. This connection will enhance the downtown street grid and improve access to the Confluence.

This connection presents an opportunity to create sites for new development. The street will need to be aligned to provide space on both sides of the street for future development, refer to the diagram page 33.

The Defiance Avenue streetscape will play an important role in supporting future development along the connection. Streetscape design considerations are provided on page 14.

Garfield County has expressed a desire to expand its campus and properties along Defiance Avenue could be used to accommodate this expansion.

Explore Integration of Shared Parking:

Off-street parking lots along 7th Street present a challenge to activating this corridor. These parking lots accommodate parking for city and county facilities, as well as public parking for the downtown. Consolidation of these parking lots into a shared parking structure would free up these properties for redevelopment. A shared parking structure would need to be designed to accommodate these parking needs. Further study is recommended.

**Explore Integration of a Civic/Event Facility**



The Riverwalk Center in Breckenridge, Colorado is a multifaceted performing arts facility located along the Blue River. The Riverwalk Center serves as a focal point for many of the Town’s summer activities and anchors the western end of the Breckenridge Arts District. Integration of a similar type of facility with the 7th Street corridor could serve as a major attraction within the Confluence.

**Explore Shared Parking Structure**



Consolidation of off-street parking lots into a shared parking structure would free up properties along 7th Street for redevelopment. A shared parking structure would need to be designed to accommodate the parking needs of the county and city facilities, as well as public parking for the Confluence and the downtown. Interestingly, the properties on the north side of the county’s facilities are roughly large enough to accommodate a parking structure the same size as the Vail Village parking structure (560’ (L) x 130’ (W)), which has around 1,200 parking spaces.



The street front facade(s) of a parking structure will need to be designed to activate 7th Street. This could be achieved through creative architecture and/or wrapping the parking structure with spaces for shops, restaurants, a fitness center, etc.

Explore Integration of a Transit Center:

Transit centers are activity centers. Integration of a transit center with the Confluence will bring additional activity to the downtown area. A transit center will also expand options for accessing this part of Glenwood and help reduce the need to drive.

A 2013 study evaluated possible locations for a multi-modal transit center within the Confluence. The study identified two preferred concepts for a transit center. One concept identified a site along 7th Street, adjacent to the City’s lift station. The second concept identified a site at the northwest corner of Defiance Street and 8th Street. The site along 8th Street was identified as most preferred due to the complexities associated with acquiring permission from the Union Pacific Railroad to operate at the 7th Street site. If the 7th Street site is not used for a transit or parking facility an alternative use could be residential with parking tucked behind (i.e., parking adjacent to the railroad). The general locations for these sites are shown on the 7th Street Conceptual Diagram on page 33.

The 8th Street site identified would work well with the conceptual street layout for the Confluence. The site could be accessed from 8th Street and/or Defiance Avenue and buses would have convenient access to 8th Street. Transit users would have convenient access to the Confluence, city and county facilities, and the downtown.

In addition to the sites identified in the 2013 study, another possible location for a transit center is the north side of the city and county facilities (page 33). A transit center in this location would offer the following benefits:

- Bring activity to the 7th Street corridor
- Provide convenient access to city and county facilities, the Confluence and the downtown
- Drop passengers off along 7th Street (a street with lower traffic volumes)
- This site presents the opportunity to combine the transit center with a shared parking structure

Further study and discussion between the city, Garfield County and RFTA is recommended.

### Disguise Parking Structure



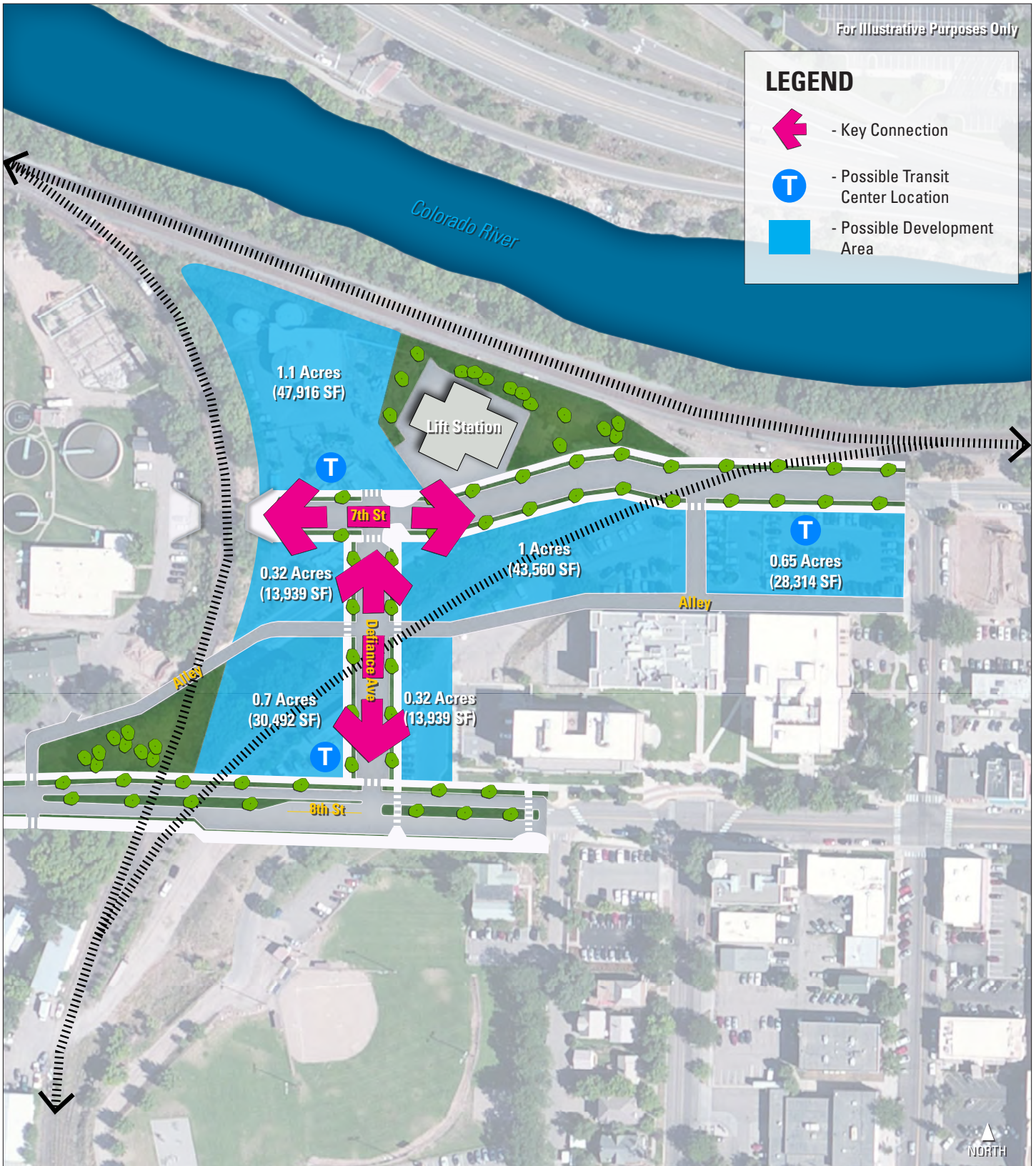
If a parking structure is constructed along the 7th Street corridor, it is recommended that the structure’s street frontage be disguised either through architectural treatments or by wrapping the structure with storefronts (i.e., spaces for shops, restaurants, etc.). The downtown parking structure in Bozeman, Montana (shown above) exemplifies a parking structure “wrapped” with retail space to disguise the garage.

### Explore Combining Shared Parking with Transit Center



Combining a transit center with a shared parking structure would help to maximize use of the limited amount land available for development in the Confluence. The capacity of such a facility will need to take into consideration the parking needs of the transit center, as well as the other entities sharing the parking. The downtown transit center in Boulder, Colorado (shown above) is an example of a facility that combines a transit center with a public parking garage.

### 7th Street Corridor Conceptual Diagram



## KEY NEXT STEPS

The community engagement process and this document serve as a foundation for making the community’s vision for the Confluence real. Successful implementation will depend upon continued collaboration among city staff, elected and appointed officials, stakeholders and the community. In addition, further investigation into implementation actions may be necessary in order to better understand their specifics.

Key next steps for the city, DDA and other local partners to pursue include:

### General:

- Align the city’s land use policies and regulations with the recommendations in this plan.
- Complete the Brownfields Area-Wide Planning Grant effort.
- Develop and pursue strategies for acquisition of private property, where needed.
- Explore parking options for the Confluence:
  1. Engage key partners (ex. Garfield County and RFTA) in discussions about shared parking facilities.
  2. Identify sites for one or more public parking structures (ex. behind the city and county facilities and/or under Vogelaar Park).
  3. Complete a parking study for the Confluence to understand parking needs as they relate to redevelopment goals.
- Coordinate with RFTA on the potential transit center locations and Rio Grande Trail connections identified in this plan.

### Strategy 1: Improve Connectivity

- Review & update Glenwood’s Street Master Plan to reflect the recommendations in this plan.
- Acquire the right-of-way for the east leg of the Wye.
- Revise easement with RFTA to allow for current grade of 8th Street to be maintained.
- Explore the feasibility of connecting the alley between downtown Glenwood and the Confluence.

### Strategy 2: Redevelop Vogelaar Park

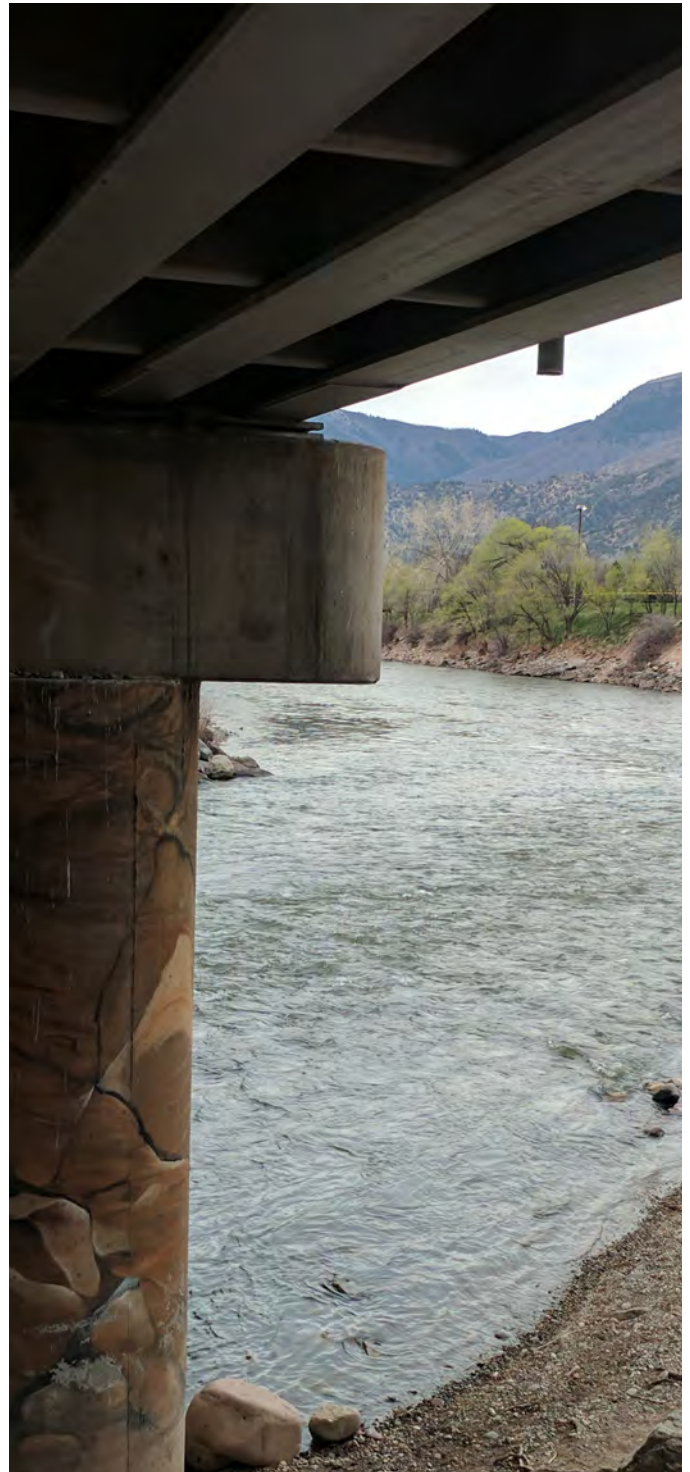
- Develop and issue a Request for Proposal (RFP) for redevelopment of Vogelaar Park. It is anticipated that this task will be addressed through the Brownfields Area-Wide Planning Grant effort.

### Strategy 3: Redevelop the Riverfront

- Engage key stakeholders including, the River/Parks and Recreation Commission, Colorado Parks and Wildlife, and river users in discussions about the river activity areas identified in this plan.
- Develop and issue a Request for Proposal (RFP) for redevelopment of Riverfront North, the outcome of which will be a detailed site plan that clearly defines acreages for public park space, plaza space and development areas. Consideration will need to be given to programming of public spaces to help with the activation of this part of the Confluence.

### Strategy 4: Redevelop the 7th Street Corridor

- Engage property owners and stakeholders in discussions about redevelopment concepts for 7th Street. These discussions will serve to educate property owners and stakeholders about the redevelopment concepts, as well as serve as an opportunity for these groups to provide feedback.
- Engage property owners and stakeholders to identify specific uses and site design characteristics for properties along 7th Street and Defiance Avenue that achieve the objectives identified in this plan.
- Develop detailed street designs for 7th Street and Defiance Avenue that achieve the objectives identified in this plan.



# APPENDIX

## CONFLUENCE RENDERINGS

The urban design charrette convened in 2013 uncovered differing community views on the amount of development desired in the Confluence, most notably in the Riverfront and Vogelaar Park areas. As such, renderings were created to demonstrate a variety of redevelopment concepts. Those renderings, and descriptions for each, are included on the following pages.



EAST

**studioINSITE's Rendering:**

This rendering depicts little development along the riverfront and shows its primary use as a park space, with a concessionaire or restaurant on the site. Above, an event space is shown that could feed directly into the riverfront area. The Vogelaar Park site is shown with high density housing as a large multi-family condominium or apartment building.



**Van Meter Williams Pollack's Rendering #1:**

This rendering depicts more development and less green space along the riverfront. The building depicted could be mixed-use, housing or a boutique hotel. The Vogelaar Park site shows a mix of housing types, with the densest housing, a multi-family condominium or apartment building, shown fronting 8th Street, and tapering off in density closer to the school with townhomes and rowhomes.



**GLENWOOD SPRINGS CONFLUENCE | SITE PLAN [OPT 1]**

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**Van Meter Williams Pollack's Rendering #2:**  
This rendering is a blend of the previous two, showing light development and mostly park space along the riverfront, and a less dense development program for the Vogelaar Park site, including a mix of apartment, rowhome and townhome buildings.

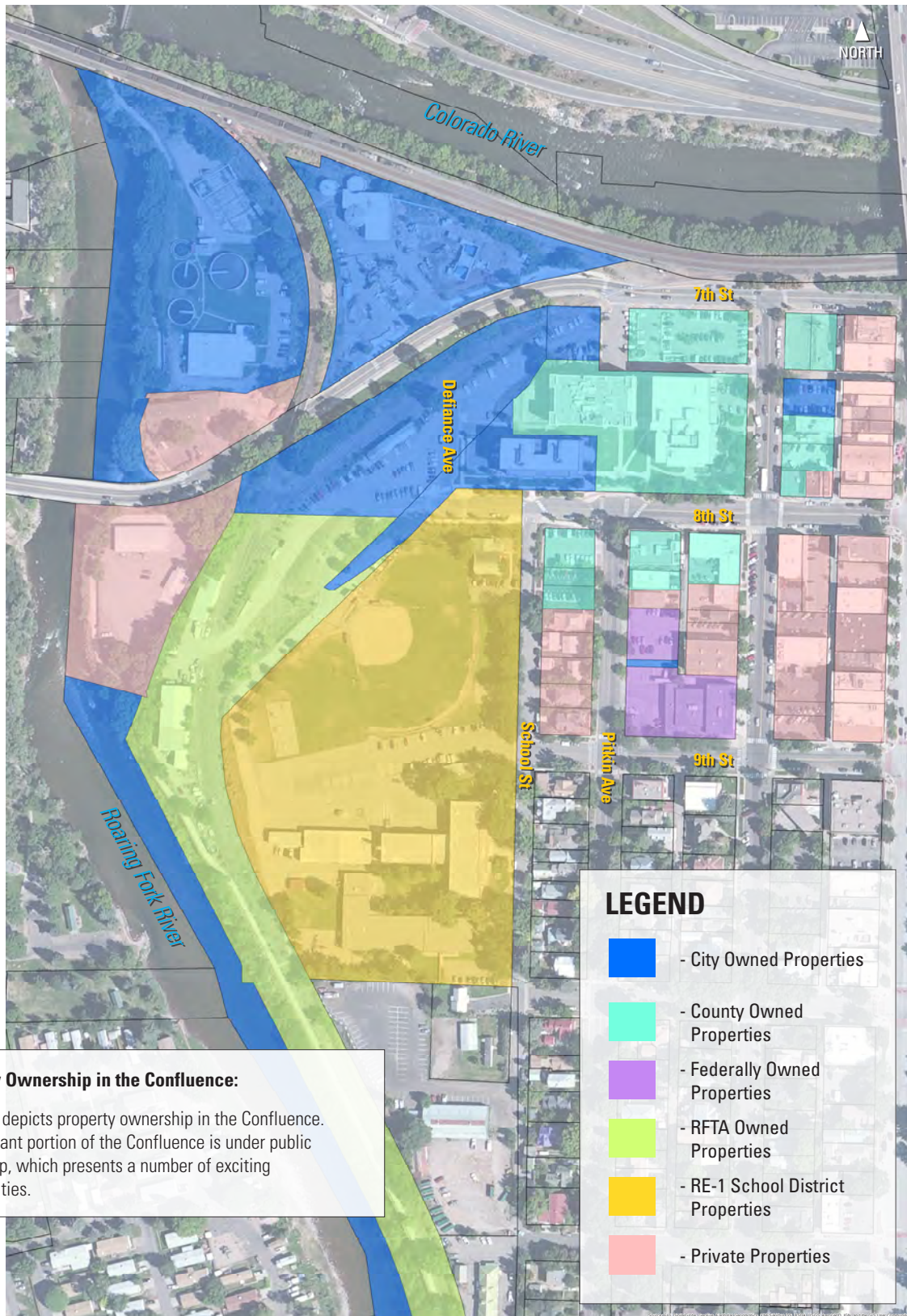


**GLENWOOD SPRINGS CONFLUENCE | SITE PLAN [OPT II]**

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### Confluence Property Ownership Map



**Property Ownership in the Confluence:**  
This map depicts property ownership in the Confluence. A significant portion of the Confluence is under public ownership, which presents a number of exciting opportunities.





[communitybuilders.org](http://communitybuilders.org)