



Pagosa Springs East End *Multimodal Transportation Plan*

DECEMBER 2022



Pagosa Springs East End

Multimodal Transportation Plan

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Special thanks to the over 1,000 Pagosa Springs area community members who attended and participated in public engagement events and provided feedback virtually



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01

INTRODUCTION

The Introduction includes information about the need for a multimodal plan in the East End, highlights the project study area, and provides a directory of the contents of this plan.

- 5 Project Introduction
- 5 What is a Multimodal Plan?
- 6 Project Area
- 6 What This Plan Contains

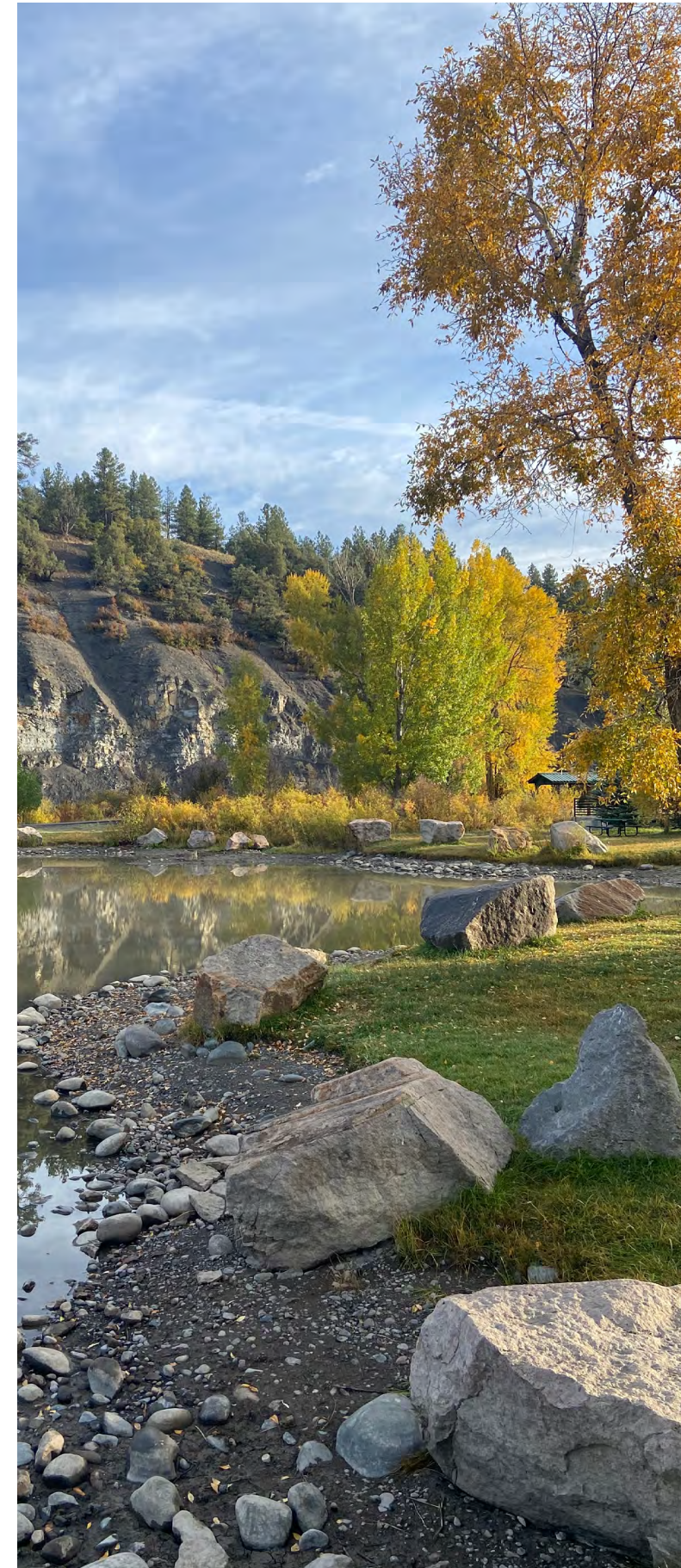
PROJECT INTRODUCTION

The East End of Pagosa Springs is a vibrant collection of businesses along State Highway (abbreviated as Hwy throughout) 160 adjacent to the scenic San Juan River. In addition to numerous businesses, the East End also has several recreational amenities, including informal boat and inflatable tube launching locations onto the San Juan River, park space, hiking & mountain biking trail access, and a connection to the San Juan Riverwalk. Finally, the East End includes the major intersection of Hwy 160 and Hwy 84, making the East End a gateway to Downtown Pagosa Springs. Development in the East End took place without any master planning, which resulted in conditions that are not safe for pedestrians or functional for vehicle traffic.

WHAT IS A MULTIMODAL PLAN?

The term “multimodal” refers to a variety of different transportation modes – vehicles, pedestrians, and cyclists – and the availability of infrastructure to support these different groups. The East End Multimodal Transportation Plan evaluates how traffic currently moves through the area and how potential improvements can help to alleviate some of the current challenges. The plan also evaluates parking availability and how people access the various parking areas within the East End. Finally, the plan examines walking and biking conditions, and proposes improvements to make walking and biking safer for people visiting businesses, accessing recreational opportunities, and for those passing through. The plan defines a vision that will specify actions, priorities, funding opportunities, and next steps for the Town.

Once completed, the Town of Pagosa Springs can use the Multimodal Plan to incrementally guide future investment, and to pursue grant funding opportunities from state and federal sources. Although additional study, design, and coordination will be needed to implement improvements, this plan represents the first step in developing a more connected, safe, and multimodal East End.



PROJECT AREA

The Pagosa Springs East End project area is depicted in [Figure 1.1](#), and includes the area bounded by the San Juan River to the west, River Center park/south edge of the San Juan River to the north, the Hwy 160/84 intersection to the east, and the Reservoir Hill forests edge to the south. The project area also includes a small area on the west side of the river: the area east of 1st Street (including the San Juan Historical Museum and the Hwy 160 bridge).

WHAT THIS PLAN CONTAINS

Planning Context: The planning context chapter explores the existing conditions of the East End, previous studies completed that influence project recommendations, and an analysis of the opportunities and constraints for the area.

East End Vision: Four phases of public engagement were completed throughout the one-year project process,, and this chapter highlights the key takeaways from each phase. Based on the public feedback, a vision statement is established in this chapter that guides the plan’s development.

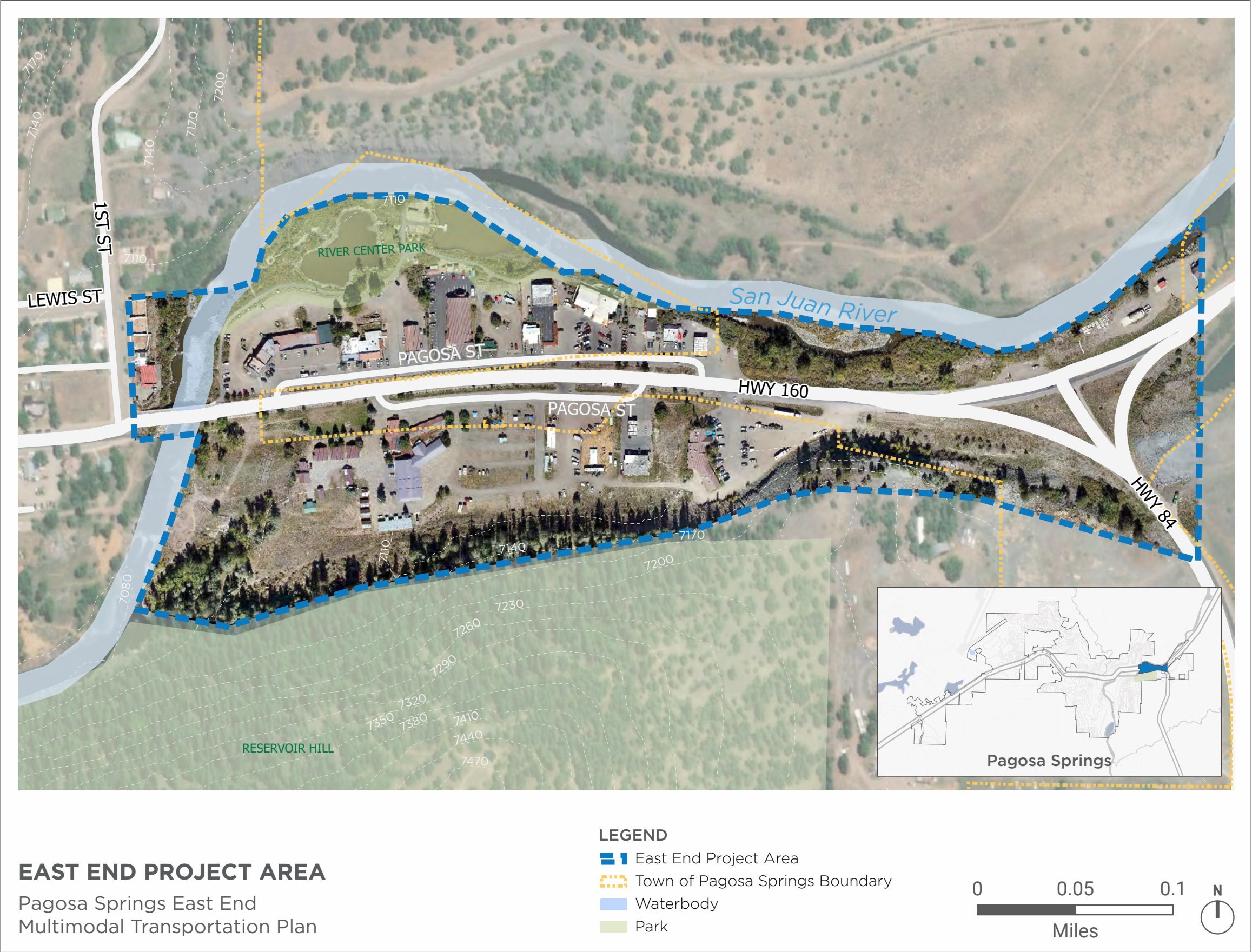
Preferred Concept: After exploring a variety of concepts throughout the visioning phase, a preferred concept was identified and refined.

Design Guidance + Strategies: To make the preferred concept a reality, the design guidance chapter establishes design considerations that the Town should consider in order to best meet the needs of the community and create an area of town that feels safe, comfortable, and welcoming.

Implementation: The Implementation chapter provides recommendations and opportunities to be leveraged and considered.

Appendices: The multiple appendices sections provide more in-depth information from the existing conditions analysis, public input process, and all of the project concepts developed along the way.

Figure 1.1 East End Project Area



02

PLANNING CONTEXT

The Planning Context includes a review of existing plans as they relate to the area, an exploration of existing conditions in the East End, and future projects that may influence connectivity in the East End. These elements are all important in understanding the context of the project area.

9 Overview of Existing Conditions and Plans

10 Review of Relevant Planning Documents

12 Existing Land Use and Character

14 Urban Form

16 Vehicular Transportation

18 Pedestrian + Bicycle Transportation

20 Transit

21 Parking

22 Recreation

24 Currently-Planned Improvements

26 Opportunities + Constraints

OVERVIEW OF EXISTING CONDITIONS AND PLANS

In order to create a baseline for recommendations and improvements, it is important to first analyze the existing conditions and plans for the area. This analysis included a look at the following elements of the East End:

- Review of Relevant Planning Documents
- Existing Land Use and Character
- Vehicular Transportation
- Pedestrian and Bicycle Transportation
- Transit
- Parking
- Recreation
- Currently-Planned Improvements

The information learned about each of these elements that helped guide the project concepts is shared at a high level in this chapter. A summary of the primary opportunities and constraints for the East End, provided at the end of this chapter, concludes the Planning Context chapter.

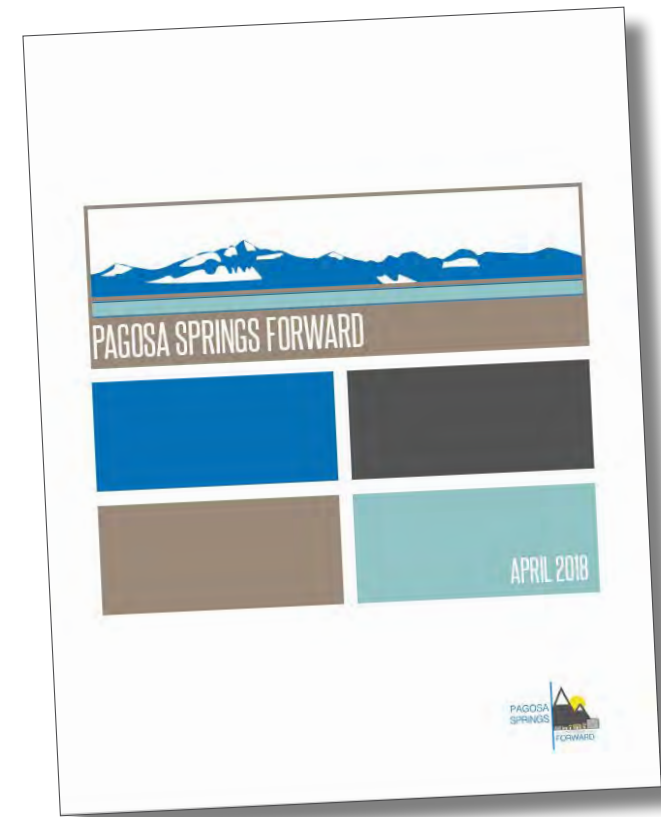
More in-depth information gathered during this initial phase of the project can be found in [Appendix A](#). This appendix chapter contains information on specific zoning in the East End, the dimensions, traffic volumes, and speeds of roadways in the East End, an in-depth parking inventory, and more about the existing experience in the East End.



RELEVANT PLANNING DOCUMENTS

In order to incorporate recommendations from plans that were in place prior to the start of the planning process and that might affect the future of the area, a review of relevant past planning efforts was completed. While many existing local planning documents were reviewed in the process, the following two documents contained the most significant amount of information specific to the East End study area:

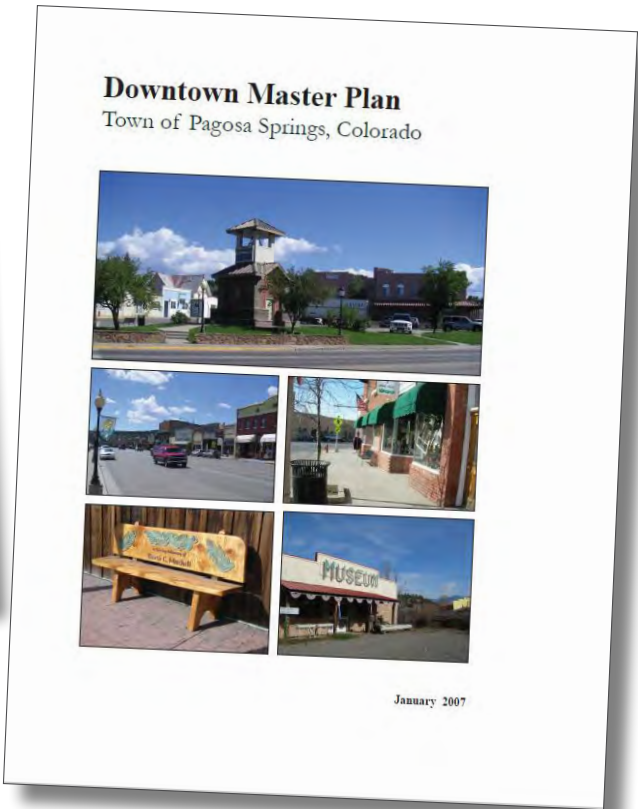
- Pagosa Springs Forward Comprehensive Plan (2018)
- Town of Pagosa Springs (TOPS) Downtown Master Plan (2007)



PAGOSA SPRINGS FORWARD COMPREHENSIVE PLAN

NEW DEVELOPMENT

The Pagosa Springs Forward Comprehensive Plan states that new development should complement existing residential, commercial, and other development, and shall incorporate principles of livable and sustainable design. This includes green spaces, walkable and bikeable environments, sensible connections to existing development and other desired amenities. An action item as part of this goal states that new developments should be located in close proximity to community-oriented commercial areas with sidewalk or path connectivity to encourage walking and riding bikes in Pagosa Springs, and therefore minimizing the visual impact of car parking and encouraging healthy modes of transportation.



VEHICULAR TRANSPORTATION

The comprehensive plan supports enhancements to Hwy 160 through the East End such as consolidating the number of access points onto 160, focusing on minor physical improvements to positively impact all roadway users rather than just widening lanes, and improving the highway and its intersections for enhanced safety.

PEDESTRIAN EXPERIENCE

The importance of focusing on future crosswalk enhancements, and working with Colorado Department of Transportation (Abbreviated as CDOT throughout) for design and access considerations, was included in the comprehensive plan. Some options noted include adding additional crosswalks, using flashing signals, making pedestrian flags available, adding pedestrian refuges, and incorporating non-traditional signs into speed and crossing warnings.

BICYCLE EXPERIENCE

The comprehensive plan indicates the need for safe non-motorized connections between downtown and uptown, as well as to any future new developments or redevelopments. The plan mentions multi-modal transportation options should be improved through coordinated efforts with CDOT and Archuleta County, and that multi-modal trail networks should continue to be expanded.

Additionally, the plan indicates the need to add E-bikes to the list of vehicles that are able to use trails/bicycle facilities. While E-bikes, as noted, may pose challenges with potential speeds, these vehicles are becoming increasingly popular, and provide a non-car mobility option for those who might be unable to use a regular bicycle.

TRANSIT

The need for a high quality, frequent transit system is emphasized in the comprehensive plan to reduce congestion and provide connections to commonly-accessed locations.

PARKING

A variety of creative parking strategies are brought up in the comprehensive plan, including managing parking based on nearby land uses, providing parking near a mix of uses to encourage a “park once” strategy, and provide flexible parking standards that plan for fewer cars in the future due to trends such as reduced car ownership and an increase in the usage of alternative transportation modes.

Additionally, electric vehicle charging stations should be considered in town-owned/managed parking lots and/or lots with typically longer parking times in partnership with La Plata Electric Association.

TOWN OF PAGOSA SPRINGS (TOPS) DOWNTOWN MASTER PLAN (2007)

VEHICULAR TRANSPORTATION

The Town of Pagosa Springs (TOPS) Downtown Master Plan indicated the need to improve the edges of Hwy 160 and the frontage roads with landscaping and sidewalks to improve the multimodal experience.

PARKING

The TOPS Plan mentions defining surface parking lots and on-street parallel parking (on frontage roads) with curb, gutter, and landscaping.

EXISTING LAND USE AND CHARACTER

SURVEY + PROPERTY BOUNDARIES

Property boundaries in the East End have historically been difficult to navigate since platting in the area was largely conducted before more sophisticated methods were used to define boundaries. This project provided an opportunity to conduct a site survey (including an aerial survey as well as additional site research) in order to delineate property boundaries and CDOT right-of-way, as well as determining elevation contours. [Map 2.1](#) shows each of these elements.

EXISTING LAND USE CONTEXT

Currently, the zoning in the East End primarily consists of Mixed-Use Corridor (MU-C) with a large section of Open Space (OS) included in the north portion of the study area. Historic zoning patterns have contributed to the largely commercial nature of the East end today.



River Center Shopping Center

TYPES OF BUSINESSES

Currently, there are a wide variety of businesses located in the East End. These businesses fall generally into the following categories:

- Food/Dining
- Hospitality
- Convenience/Grocery Store
- Sporting Goods
- Cannabis Dispensary
- Brewery/Liquor Store
- Gifts

Many of these businesses are part of the River Center building, creating the feeling of an outdoor mall on the north side of the East End. Further east, the businesses are generally separate buildings, as are all of the businesses on the south side.

The south side also hosts a seasonal farmers/ makers market that currently consists of several standalone shelters, seating, and plug-in posts for vendor use.

VEHICLE-CENTRIC ENVIRONMENT

Past zoning and development patterns in the East End have led to a built environment that is relatively car-centric. With two-lane Hwy 160 bisecting the north and south sides of the area and a two-way frontage road on either side of the highway, traffic volumes are heavy and pedestrian accessibility is limited.

Both Hwy 160 and the two frontage roads have two lanes to accommodate both through and turning traffic. With this configuration, backups often occur when a vehicle in one lane is turning left. Additionally, turning onto the highway from one of the frontage roads can be challenging as there is generally a steady flow of traffic in either direction due to limited traffic calming or stopping devices in the general area, and left turns are legally not permitted. More specifics on the roadway elements in the East End are detailed later in [Ch. 2 - Vehicular Transportation](#).

FUTURE LAND USE

PLANS FOR THE STUDY AREA

Future land use in the East End is proposed to change based on the language and maps included in the Pagosa Springs Forward Plan (Comprehensive Plan). It is shown that the parcels that were previously designated as Mixed-Use Corridor (MU-C) will become Mixed-Use Town Center (MU-TC). This change means future development in the area will consist of a mix of commercial and residential uses, with narrower streets, smaller blocks, and smaller lots overall, making for a pedestrian-friendly environment with multiple types of housing/ businesses. Additionally, the East End area will become part of its own overlay district: River Center (RC), encouraging more redevelopment in the area, and especially development that maintains consistent small-town character from the west side of Pagosa Springs.

NEARBY NEW DEVELOPMENT

East of the study area, there is prospective development both north of the river and to the southeast of the Hwy 160/84 intersection. These developments, explored and shown in greater detail in [Ch. 2 - Currently-Planned Improvements](#), will be comprised of a mix of both commercial and residential land uses, including Mixed-Use Residential (MU-R), Mixed-Use Corridor (MU-C), and Mixed-Use Town Center (MU-TC). With these new developments in place, the East End will become a connection point between those living in the west side of Pagosa Springs and those living in the newer developments to the East. This makes multimodal improvements within the East End even more critical as more people are living, working, and recreating in the area.



Riverwalk Trail

URBAN FORM

The East End is made up of several roadways, parking lots, businesses/properties, pedestrian facilities, parks, and the San Juan River.

ROADWAYS

The East End is very vehicular-centric, with Hwy 160 bisecting the north and south sides of the area. Frontage roads line both sides of the highway which lack curb, gutter, and sidewalks, creating a lack of delineation between travel lanes and parking. There is also a street right-of-way just east of the farmers market that is not clearly marked.

PARKING

Parking in the East End is mostly disorganized. Parking spaces in lots and adjacent to frontage roads are generally not delineated; this is a particular challenge in unpaved areas. Additionally, parking is at the discretion of businesses, and some areas have been fenced to restrict public use. Within the CDOT right-of-way, parking occurs informally along frontage roads. Parking prohibition signage has been installed to address concerns over this disorganized parking area.

BUSINESSES/PROPERTIES

As mentioned above, there are a wide variety of businesses in the East End, including groupings of storefronts, standalone businesses, and a farmers/ makers market on the south side.

PEDESTRIAN FACILITIES

Pedestrian access in the East End is limited. Sidewalks do not connect to businesses (other than the River Center) or the Riverwalk. There are also no sidewalks along the frontage roads or Hwy 160, other than a small segment in the southwest side of the study area. There are also narrow sidewalks on the Hwy 160 bridge.

RECREATION

In the north part of the study area, River Center Park, the San Juan River, and the San Juan Riverwalk trail are hidden behind the East End businesses. On the south side of the East End, beyond the parking lots and businesses to the south, is a trailhead to the forested Reservoir Hill hiking/mountain biking area.

Map 2.1 East End Project Planning Area Existing Conditions



EXISTING CONDITIONS

Pagosa Springs East End Multimodal Transportation Plan

LEGEND

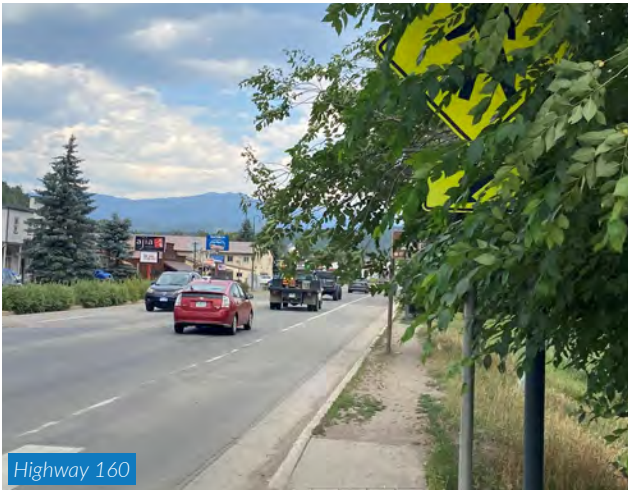
- Destination
- San Juan Riverwalk
- Sidewalk
- Park
- East End Study Area
- Town of Pagosa Springs Boundary



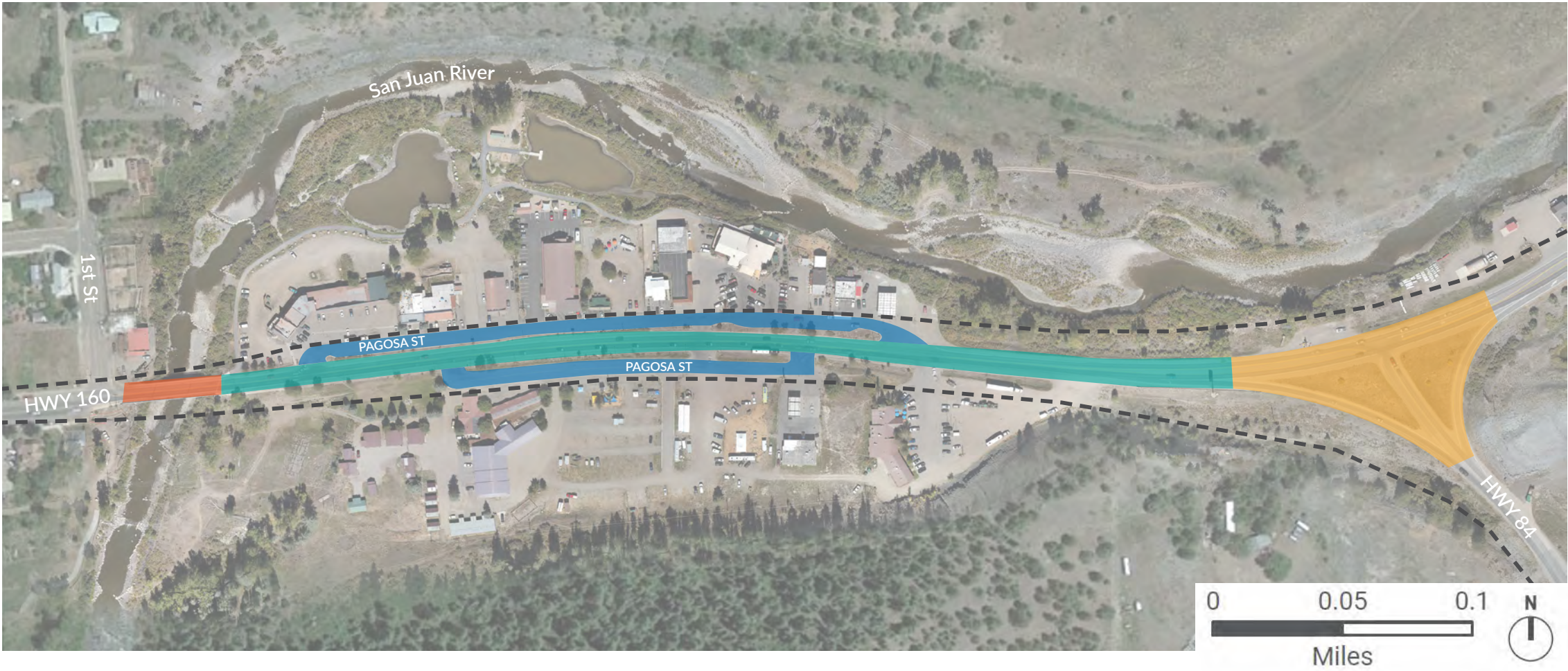
VEHICULAR TRANSPORTATION

OVERVIEW

Shown in [Map 2.2](#), vehicular transportation in the East End consists of Hwy 160 bisecting the area, a span of the two-lane Hwy 160, two frontage roads, and the Hwy 160 connection to Hwy 84. These vehicular transportation facilities are part of the CDOT Right of Way.



Map 2.2 Pagosa East End Vehicular Transportation Elements



TRANSPORTATION ELEMENTS

HIGHWAY 160 BRIDGE

The Hwy 160 bridge maintains two lanes of traffic in addition to very narrow (<two-foot) shoulders, and four-foot sidewalks on either side. These sidewalks do not continue far along Hwy 160 in the East End; the sidewalk on the southern side terminates at the marked crosswalk just east of the bridge, and the sidewalk on the north side connects to, and ends at, the San Juan Riverwalk trail, limiting pedestrian access to the majority of the East End Corridor. The bike lanes at the west end of the bridge do not continue onto and past the bridge.

HIGHWAY 160

Hwy 160 is a two-lane highway that transects Pagosa Springs as San Juan St, Main St, and Pagosa St, and splits the East End into a north and south area. Throughout the East End, Hwy 160

maintains its two 12'-lane organization, with varying shoulder widths throughout. Vehicular speeds on the highway often exceed the speed limits, making Hwy 160 feel like a barrier between each side of the East End. There are also significant volumes of heavy truck and recreational trailer traffic on the highway.

FRONTAGE ROADS

Frontage roads operated by CDOT are located on each side of Hwy 160, and are both named Pagosa Street. The north frontage road is about 28 ft wide, with 14 ft travel lanes in each direction. There are three ingress/egress points along this road, but the central point is signed for no egress.

The southern frontage road also features three ingress/egress points. On this side, each point features only a stop sign, and no signed limitations on allowed turning directions.

HIGHWAY 160/HIGHWAY 84 INTERCHANGE

At the eastern end of the study area, Hwy 84 intersects with Hwy 160. Currently, there is no traffic control at the intersection other than a stop sign on the northbound Hwy 84 lane at the intersection of Hwy 160. This leads to large backups on 84 when traffic is heavy on Hwy 160, particularly with post-ski traffic from Wolf Creek ski area. Additionally, Hwy 160 is downhill on approach to the East End from the east, leading to traffic often traveling at a high rate of speed, and making the turn from Hwy 84 even more difficult.

COLORADO DEPT. OF TRANSPORTATION (CDOT) RIGHT OF WAY (ROW)

The CDOT ROW makes up a large portion of the East End, consisting of the highway main lanes and shoulders, narrow landscape strips on either side

of the main lanes, both frontage roads, and parts of the informal parking lots. CDOT currently operates and maintains this full system.

TRAFFIC OPERATIONS

A strong impetus for conducting a multimodal transportation planning process for the East End is the existing traffic flow challenges. The main artery of the area, Hwy 160, is often congested, and higher travel speeds are observed, making left turns onto the highway from both frontage roads and from Hwy 84 challenging and dangerous. This traffic is especially problematic during ski season when an increased number of vehicles are coming through town from the east. This influx of traffic, plus the difficulty of turning onto Hwy 160 from the frontage roads or Hwy 84, causes backups and traffic gridlock.

PEDESTRIAN + BICYCLE TRANSPORTATION

OVERVIEW

Bike and pedestrian elements (shown in [Map 2.3](#)) in the East End include short segments of public sidewalks off of the Hwy 160 bridge, one unsignalized crosswalk just east of the bridge, several private sidewalks in front of storefronts, and the San Juan Riverwalk. Because of the small number of pedestrian facilities (and no dedicated bike facilities), the East End is not accessible to those using non-vehicular modes of transportation.



Map 2.3 Pagosa East End Pedestrian and Bicycle Elements



BIKE + PEDESTRIAN ELEMENTS

PUBLIC SIDEWALKS

Pedestrian access to many areas in the East End is extremely limited due to a lack of sidewalks along Hwy 160, along the two frontage roads, and through the parking lots. This leaves individuals walking through parking lots, down the frontage roads, and in the planted medians along Hwy 160 to access their desired destinations.

HWY 160 CROSSINGS

When it comes to crossing Hwy 160 as a pedestrian, there is one marked crosswalk directly to the east of the Hwy 160 bridge, but there are no traffic slowing/stopping interventions (ex. Rectangular Rapid Flashing Beacons (RRFBs), Pedestrian Hybrid Beacons (PHBs), etc.) other than a striped crosswalk and warning signs to vehicles indicating that pedestrians might be crossing.

This makes for a dangerous pedestrian experience. Additionally, with this being the only marked crosswalk along the Hwy 160 corridor in the East End, pedestrians often cross in unmarked areas along Hwy 160, which can be difficult and unsafe due to traffic volumes, speed, and lack of pedestrian visibility.

PRIVATE SIDEWALKS

Of the few private sidewalks that exist in the East End, primarily associated with shopping at River Center, many structural columns, shop + restaurant seating areas, narrow widths, and other physical barriers limit the sidewalks from being ADA-compliant. On the south side of the highway, none of the businesses are connected via continuous sidewalks, so pedestrians are left to cut through parking lots and the market area to get from place to place.

SAN JUAN RIVERWALK

The San Juan Riverwalk is a paved, multiuse path from the Hwy 160 bridge to a trailhead terminus at Riff Raff on the Rio. This 10' facility accommodates pedestrians, bikes, and other small non-motorized modes of transportation. The Riverwalk also exists on the west side of town, and connects to the Hwy 160 bridge via a new ramp at 1st St. This provides a connection to the popular downtown Riverwalk near the hot springs.

BICYCLE EXPERIENCE

Currently, there are no on-street bicycle-specific facilities located in the East End. If bicyclists do ride in the area, they typically ride in the shoulder of Hwy 160, or on the Riverwalk, though they share the same challenges pedestrians experience with Riverwalk access. Additionally, getting across the Hwy 160 bridge is a challenge because there are no rideable shoulders, only a four-foot-wide sidewalk with no clear entry ramp from the bike lanes west of the bridge, and fast-moving vehicles in the traffic lanes. With designated bike lanes available just across this bridge, the East End feels especially cut off from the rest of town for those looking for a comfortable biking experience.

TRANSIT

Mountain Express Transit (MET), shown in [Figure 2.1](#) is a local shuttle bus that is available to travel between downtown and uptown in Pagosa Springs. MET stops are located throughout the town, with one stop (the furthest east stop) connecting the East End on the east side of Pagosa St (the northern frontage road). The next closest stop to the East End is at 2nd Street and Hwy 160, just a block past the Hwy 160 bridge. Both stops lack a formal bus stop design; there are no platforms, shelters, or furniture.

The service operates Monday through Thursday from 7am-4pm, Friday from 7am-8pm, and Saturday from 10am-8pm, and costs \$1-2 depending on the length of the trip.

There is also a Dial-A-Ride program in place that allows someone to call 24 hours ahead to coordinate a ride within or outside town limits on the caller’s schedule. If within town limits, a one-way ride costs \$8 (\$4 for seniors), and if outside of town limits, a one-way ride costs \$16.00 (\$8 for seniors).

Figure 2.1 Mountain Express Transit (MET) Vehicles. (Image: visitpagosasprings.com)



PARKING

PARKING INVENTORY

Parking in the East End is primarily provided in a mix of formal (paved, striped, and designated) and informal (unpaved and unimproved) surface lots associated with adjacent businesses. Many private parking areas, despite being privately owned by a specific business/property owner, are often used by those visiting other businesses. This has led in some cases to frustration between business owners and the use of fences and other blockades to protect individual parking spaces. Another challenge with parking in the East End is that property owners are able to reconfigure and prohibit use of their individual spaces as they desire, so establishing a collective parking strategy in the area has been difficult.

There is no allowable public on-street parking in the East End; the public right-of-way is dedicated entirely to travel lane space and a small shoulder which is used on an ad hoc basis for loading, unloading, and staging. Despite no parking being allowed along the frontage road, many individuals do park along the edges of the frontage roads, particularly on the southern frontage road. Truck and trailers are often seen parked in these areas due to a lack of formal truck/trailer parking available elsewhere.

The Town does own a small parking area on the north side of the East End to provide access to River Center Park and the San Juan River. This parking, however, is only accessible through a narrow 17’ access easement that is not clearly delineated as public access and blends in with private parking, so there is often confusion about where the public can and cannot park. Additional information about parking in the East End is included in [Appendix A - Parking](#).

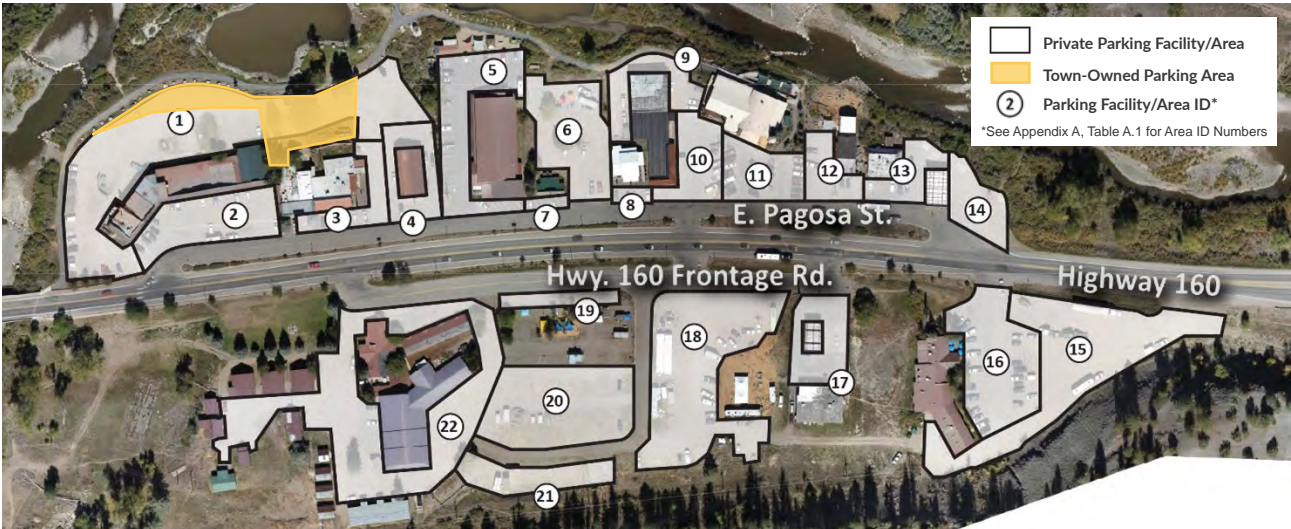
[Figure 2.2](#) depicts the locations of the various improved and unimproved surface lots available for parking in the area.

TYPICAL PARKING NEEDS

Parking in the East End is generally used to access the mix of commercial buildings, including service and tourism, retail, restaurants, office space, and two small hotels.

In addition to its typical daily parking demand, the study area is home to the East End Farmers Market, a weekly event in the summer that attracts roughly 100-200 attendees. The study area also provides access to River Center Park behind Benny’s Restaurant.

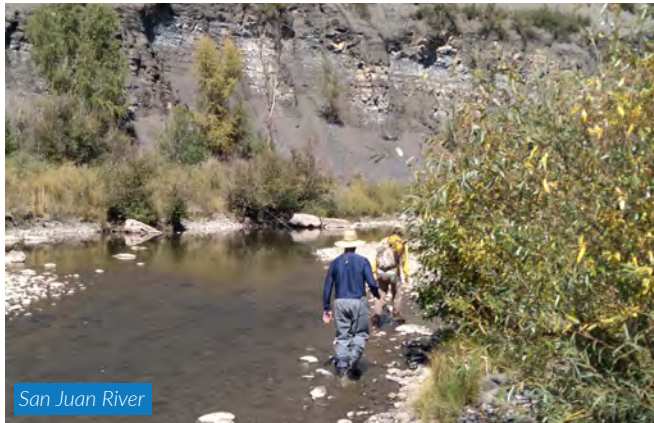
Figure 2.2 Parking Facility/Area Map



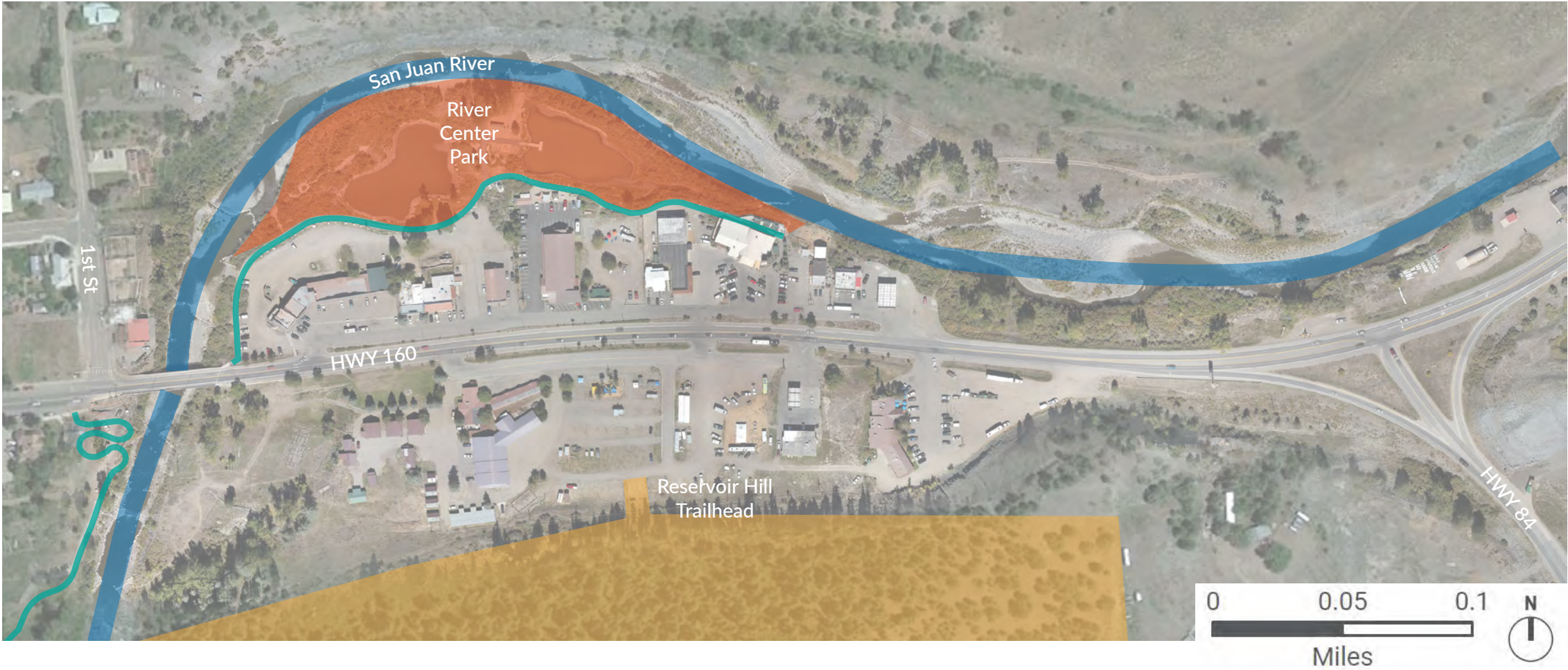
RECREATION

OVERVIEW

The East End is located between and adjacent to the scenic San Juan River and Reservoir Hill, so recreational opportunities are abundant. These features make fishing, ice skating, hiking, mountain biking, floating, walking/running/biking the San Juan Riverwalk, and a multitude of other recreational activities possible. Some of the specific recreational facilities in the area, shown in [Map 2.4](#), include River Center Park, Reservoir Hill Park, the San Juan Riverwalk, and the San Juan River.



Map 2.4 Recreational Elements in the East End



RECREATION FEATURES

RIVER CENTER PARK

River Center Park features access to the San Juan River for tubing, fishing, and other activities, two ponds for fishing and ice skating, a playground, a picnic shelter, barbecue grills, and seating throughout. While it features so many amenities, its location behind the businesses in the East End makes it a lesser-known park within the community. For those who do visit the park, there is parking available in the small, town-owned parking area, and the park is also accessible via the San Juan Riverwalk.

RESERVOIR HILL PARK

Reservoir Hill Park is located on a large hill in the southern portion of the East End study area, continuing west to access behind the Healing Waters Spa. This park features many natural surface trails for hiking, trail running, mountain biking, snow shoeing, and cross-country skiing, as well as a disc golf course and a scenic overlook. To access the trails from the East End, a trailhead is located south of the Farmers Market Lot area/San Juan Motel.

SAN JUAN RIVERWALK

While discussed earlier as a bike + pedestrian transportation facility, the San Juan Riverwalk also serves a recreational role for the East End. The Riverwalk provides access to River Center Park, several potential tube launching sites, and great views of the river. However, there is a significant gap in the Riverwalk between the west and east sides of the San Juan River, making the narrow sidewalks or traffic lanes along the Hwy 160 bridge the only option for connecting the East End Riverwalk to the rest of Pagosa Springs.

SAN JUAN RIVER

The San Juan River, a nearly 400-mile river, runs through the East End of Pagosa Springs, creating opportunities for all kinds of water recreation. Currently, tubing, kayaking, boating, swimming, and fishing are common river activities. The river also provides a scenic location for passive recreation and leisure.

CURRENTLY-PLANNED IMPROVEMENTS

Several area improvements, shown in **Map 2.5**, are planned along Hwy 160 in the near future. These plans will be considered for the recommendations made in this plan to ensure that multimodal connections and the general flow of the area are maintained as new areas or projects are developed.



Map 2.5 Currently-Planned Improvements



EAST END PLANNED PROJECTS

BIKE AND PEDESTRIAN BRIDGE

The San Juan Riverwalk trail system could be connected from downtown to the East End by adding a proposed bike and pedestrian bridge over the San Juan River by the San Juan Historical Museum. The bridge could run parallel to the existing Hwy 160 bridge, and would provide a space for pedestrians and bicyclists to easily cross the river instead of using the narrow Hwy 160 bridge.

HWY 160 CROSSWALK

Another project closer to the East End is the addition of a Rectangular Rapid Flashing Beacon (RRFB) and a marked crosswalk just west of the Hwy 160 Bridge in the East End at the intersection of 160 and 1st Street. This project will allow pedestrians to press a button when they want to cross 160, and stop traffic coming from both directions, allowing them to safely and easily cross the highway. Another benefit of this project is that breaks in traffic will be provided elsewhere along the corridor when the RRFB is activated. This will reduce the constant nature of traffic along 160, allowing for easier and safer left turns onto the highway, as well as more opportunities for pedestrians to cross at unsignalized crosswalks along the corridor.

NORTH DEVELOPMENT

Rivers Gate is a previously proposed development that Archuleta County has granted vested rights for, located on the north side of the San Juan River from the East End, with access planned to occur at the Hwy 160/84 interchange. This development will bring more people through the East End, as well as into the East End as the development becomes populated.

SOUTH DEVELOPMENT

Similar to the north development, Mountain Crossing, a planned development south and east of the Hwy 160/84 intersection will increase the number of people in and around the East End.

OPPORTUNITIES + CONSTRAINTS

Based on the existing conditions assessment, the following opportunities and constraints, mapped out in [Map 2.6](#), emerged for consideration in developing the vision for the Multimodal Plan.

OPPORTUNITIES

ROADWAY RECONFIGURATION

While the wide highway lanes and frontage roads are currently a constraint, they also provide an opportunity to reallocate space for safer car, bike, and pedestrian facilities.

FRONTAGE ROAD RE-DESIGN

There is an opportunity for a partnership with CDOT to redesign and reconstruct these roadways. Regardless of who holds ownership in the future (trade-offs discussed in [Chapter 4](#)), both scenarios should establish a better flow of traffic, provide formal on-street parking, and improve the pedestrian experience.

SAN JUAN RIVER, RIVERWALK, AND RESERVOIR HILL TRAILHEAD

The San Juan River, adjacent Riverwalk, and access to Reservoir Hill are great recreational amenities. Providing clear access to these features will make them more visible and highly used, and expanding the Riverwalk to the East will improve its function.

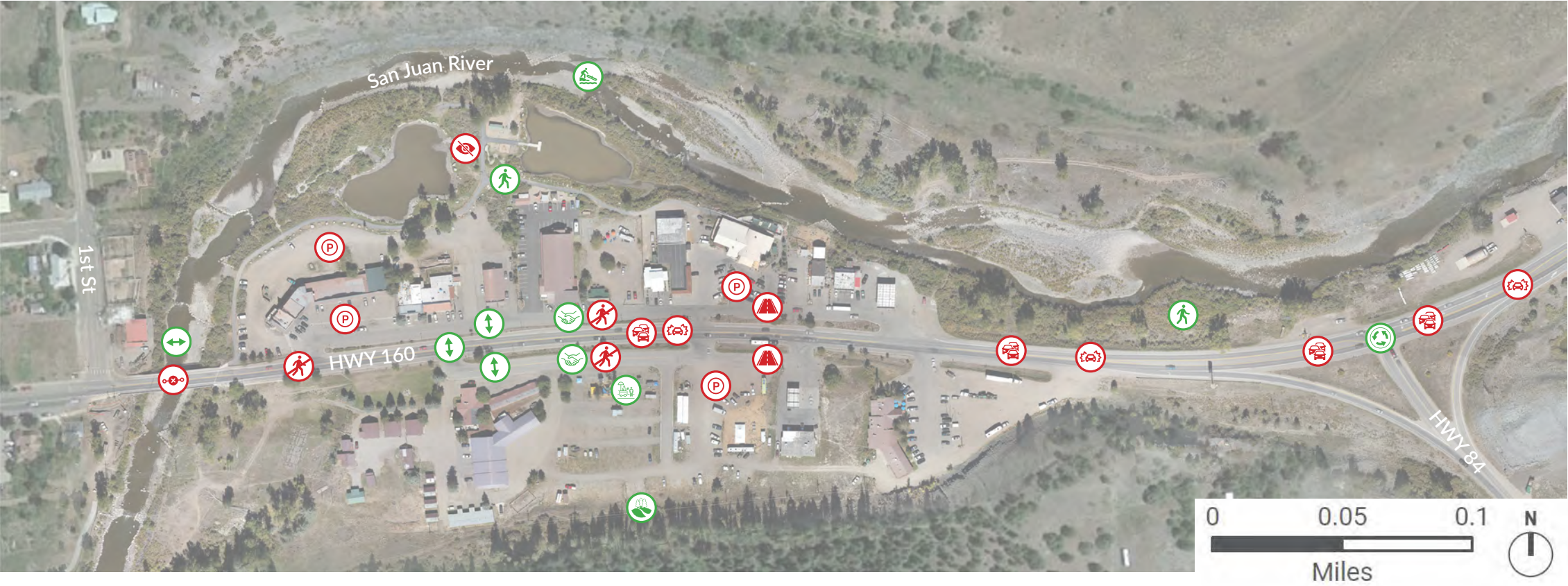
PEDESTRIAN BRIDGE

A pedestrian bridge across the river would allow for safe East End access for those biking and walking.

EXISTING FARMERS MARKET

The Pagosa Farmers Market and East Side Market (makers market) are popular events in the East End. By formalizing and potentially enhancing the facilities and programming, as well as improving access by making it safer to walk or bike in the East End, they could become even bigger draws.

Map 2.6 Opportunities + Constraints in the East End Based on Community Input



TRAFFIC OPERATIONS + CALMING

An opportunity to calm traffic coming into the East End on Hwy 160 would be to reconfigure the Hwy 160/84 intersection. Reconfiguration could help space out cars, as well as slow them down before approaching the area.

CONSTRAINTS

HIGHWAY 160 TRAFFIC VOLUMES

Vehicular transportation through the East End on Hwy 160 is challenging due to the number of large trucks, seasonal traffic related to skiing in the winter, and the amount of traffic passing through without stopping in town. The number of large vehicles, and volume of vehicles overall, also leads to noise, exhaust, and other impacts. These elements create a barrier to an accessible road.

HIGHWAY 160 TRAFFIC SPEEDS

Traffic speeds on Hwy 160 are also a challenge. Posted speed limits are 25-35mph along the main stretch of the corridor, but speeds often exceed

that threshold. This is a particular problem with vehicles moving westbound down the mountain, where speeds reduce from 45mph to 35mph over 500'. A sign notifying drivers of the town's standard 25mph speed limits where not posted is placed between the 45 and 35mph signs, seemingly indicating the need to slow to 25mph at this location.

PARKING

Parking in the East End is scattered, unclear and mostly on private property. Availability of public parking is limited, leading to private spots being used by the public. There are not adequate spaces for those accessing the commercial and recreational amenities in the area, or employee parking.

LACK OF PEDESTRIAN CONNECTIVITY

Pedestrian spaces in the East End are extremely limited, leading to pedestrians walking in the middle of the frontage roads, along landscaped highway buffers, and through the middle of parking lots.

HIDDEN RIVER CENTER PARK

River Center Park is a great amenity with the Riverwalk trail and several other recreational features, but with the Riverwalk dead-ending on each side of the study area and no clear parking/signage for the park, it is not well used. There is also no formal river access, leading to competing interests with adjacent businesses since portions of the Riverwalk are currently within an easement.

FEELS DISCONNECTED

The East End is an important part of Pagosa Springs, but because of its visible differences from the west side of town (buildings set far back from the road, minimal town identity features, traffic speeds, etc.), it doesn't feel like a continuation of the Town.

RIGHT-OF-WAY

The frontage road system is likely unable to change for the foreseeable future, so the right-of-way will have to be creatively used in order to meet a variety of different objectives, including pedestrian space and parking.

03

EAST END VISION

East End Vision includes a summary of each of the four public input phases, including graphics that present the main themes and key takeaways to consider in the project concepts. The end of the chapter contains the project statement and project goals that were developed based on findings from the public input process.

- 29 Introduction
- 30 Phase 1 - Existing Conditions
- 32 Phase 2 - Virtual Open House
- 34 Phase 3 - Draft Scenarios
- 35 Phase 4 - Recommendations + Priorities
- 36 East End Vision

INTRODUCTION

Every step of the process in developing the East End Multimodal Plan involved an opportunity for the public to weigh in with their own opinions, ideas, and feedback. These opportunities, summarized in greater detail throughout this section and in full in [Appendix B](#), included four phases:

- **Phase 1:** A public open house hosted in October 2021 aimed at understanding the public’s priorities for the multimodal plan. A series of walking tours ([Figure 3.1](#)) were hosted for business and property owners as an opportunity to share concerns in the project area.
- **Phase 2:** A second open house was available virtually, including a survey related to transportation, parking, and recreation in the East End. Virtual maps allowed users to mark challenges and improvements they’d like to see. Phase 2 also included an East End business and property owner survey, aimed at understanding what mobility-related issues currently face their business/property.
- **Phase 3:** A third public open house hosted in April 2022 to vet high-level concepts developed based on results of the first two phases. Meetings with business and property owners were held to discuss the proposed concepts, and a follow-up discussion regarding plans for parking in the East End was hosted both virtually and in person.
- **Phase 4:** A fourth public open house in September 2022 to showcase the preferred concept and seek feedback on priorities for implementation.

One engagement tool that was kept live and updated throughout the entire duration of the planning process was the project website, created to provide project information for the public, and to continue the discussions that took place during the open house (screen capture of the website shown in [Figure 3.2](#)). This website shared the project timeline, milestones, and opportunities to provide input after each phase of the engagement process.

Figure 3.1 East End Walking Tour



Figure 3.2 Front Page of the Project Website



PHASE 1 - EXISTING CONDITIONS

OPEN HOUSE

An in-person open house was hosted at the Pagosa Springs Community Center on the evening of October 6th to provide information on the goals and process of the East End Multimodal Plan, and to seek early input from the public on initial opportunities and constraints in the project area. Through an open house format, as shown in [Figure 3.3](#), attendees were able to move between different themed stations, offering up thoughts on the area as it exists now, pointing out the challenges they experience in the area, and sharing desired improvements to make the area a community destination.

WALKING TOURS

Two East End walking tours were hosted on the morning of October 7th, one at 7:30am and one at 9am, to capture input from business and property owners. The tours started at The River Center next to The Malt Shoppe and looped around the north side of the East End, highlighting challenges with parking, limited bike and pedestrian facilities, unsafe traffic conditions for those turning onto and off of Hwy 160, and unclear access to River Center Park and the San Juan River in general.

PHASE 1 EMERGING THEMES

After the open house, the project team collected all of the comments provided on the project boards and noted from conversations during the event. From these comments, the following themes emerged:

OPPORTUNITIES

- Make the existing farmers/makers market an even stronger draw for the East End
- Make businesses accessible from the Riverwalk
- Add additional public parking
- Increase river and open space access
- Improve/add pedestrian crossings on Hwy 160
- Reconfigure Hwy 160 striping

Figure 3.3 Phase 1 Open House



CONSTRAINTS

- Parking is unclear, disorganized, and limited
- Pedestrian crossings on Hwy 160 are unsafe
- Hwy 160 traffic speeds and congestion
- Frontage roads are hard to turn in/out of
- Bike and pedestrian facilities are not safe
- River Center Park/the San Juan River are hidden

BIG VISIONS

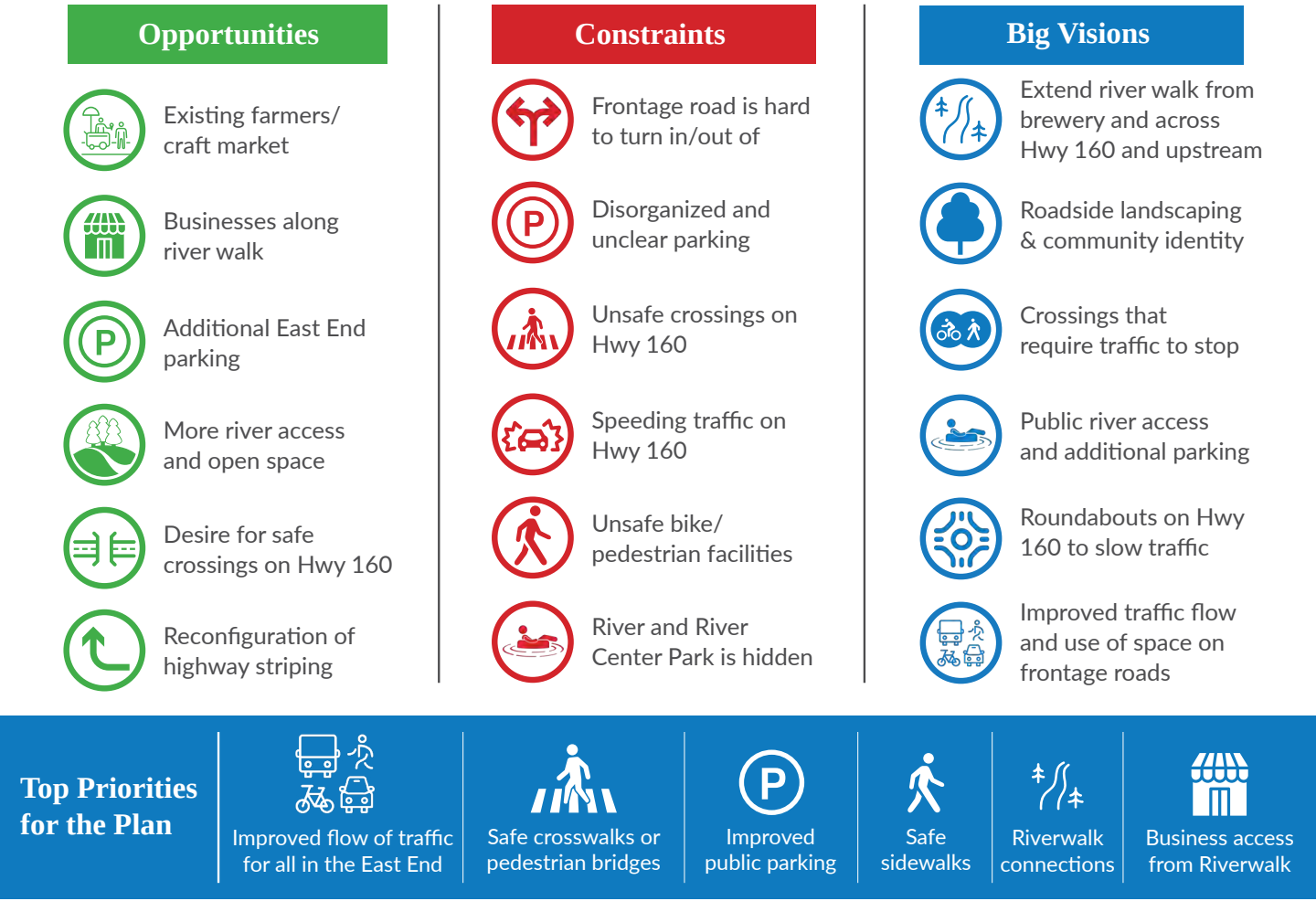
- Improved roadside landscaping, quieting elements, and community identity
- Pedestrian crossings that require traffic to stop
- Added public river access and with dedicated space for river drop off
- Extend the Riverwalk trail to the east
- Roundabouts on Hwy 160 to regulate traffic
- Improved frontage road traffic flow/use of space
- Add parking along frontage roads.

TOP PRIORITIES

During the open house, participants were able to place up to three stickers on their top three priorities for the plan. When totaled together, the top priorities included improving flow of traffic for all in the East End, adding safer pedestrian crossing opportunities, improving public parking, and increasing river access.

[Figure 3.4](#) shows a visual summary of some of the key themes identified by the open house and walking tour participants that will help to guide additional visioning discussions.

Figure 3.4 Key Themes Emerging from Phase 1 Open House + Walking Tours



PHASE 2 - VIRTUAL OPEN HOUSE

The virtual open house, (project background information, a survey, and a web map) was viewed by 417 unique individuals, with 1363 total views.

VIRTUAL OPEN HOUSE SURVEY

A total of 90 individuals participated in the Phase 2 virtual open house survey, open from January 31, 2022 through February 14, 2022. Figures 3.5 provides a selected summary of the survey results.

VIRTUAL OPEN HOUSE WEB MAP

A total of 60 comments were made on the Phase 2 web maps, open for the same duration as the survey. Figure 3.6 shows all of the locations of opportunities, constraints, and big visions identified by participants. Appendix B includes additional feedback captured from the web map.

BUSINESS, VENDOR, AND PROPERTY-OWNER SURVEY

A total of 23 business/property-owners and vendors participated in this survey, open from January 31, 2022 through February 14, 2022. Figures 3.7 provides a selected results summary.

PHASE 2 EMERGING THEMES

SURVEY

ACCESSING THE EAST END

- Most participants visit the East End for shopping, dining, and recreation
- The majority of participants drive to access the East End, and visit weekly

TRANSPORTATION SAFETY

- Respondents would like to see more sidewalks, trails, and crosswalks in the East End
- While a majority of East End visitors don't walk or bike there, participants said they feel very unsafe biking and a little unsafe walking there
- The biggest issues in the East End are related to safety: unsafe turning onto Hwy 160, difficulty crossing Hwy 160 as a pedestrian, and speeding vehicles

Figure 3.5 Selected Responses from the Virtual Open House



PARKING

- Parking availability, location, and safety in the East End was mainly ranked as either neutral or not great
- Participants goals for parking management include reducing vehicle congestion, make parking easier to find, and making it easier to use other modes to access and get around in the East End

WEB MAP

OPPORTUNITIES

- Maintain/add green space; better river access
- Safer pedestrian and transit experience
- Opportunity for roundabouts on Hwy 160

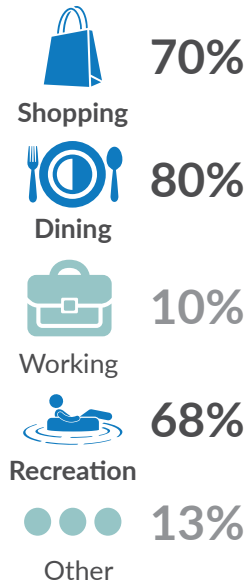
CONSTRAINTS

- Hwy 160: Difficult to cross, speeding traffic
- Disorganized parking
- Landscaping and maintenance

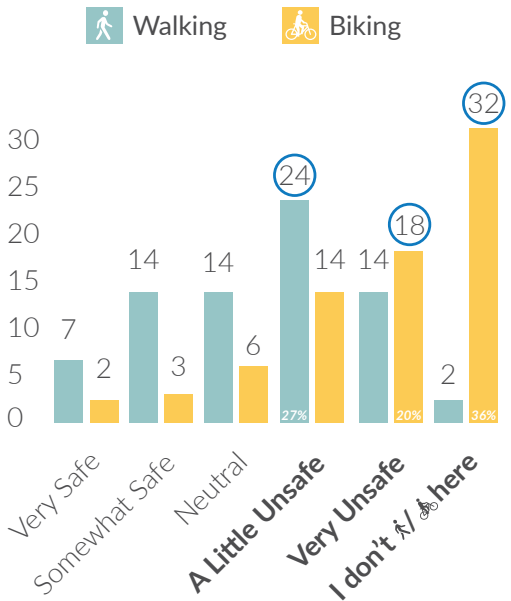
BIG VISIONS

- Interest in exploring Hwy 160 roundabouts
- Focus on parks, not just parking
- Bike/pedestrian bridge over river, possibly Hwy 160

Activity Responses for the East End



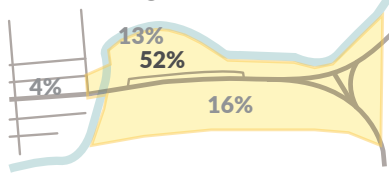
Feelings in the East End when...



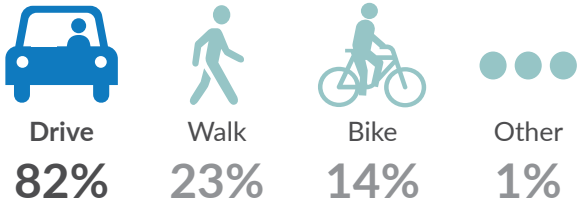
Top Goals for Parking Management

- #1 Reduce Vehicle Congestion
- #2 Easier to Find Parking
- #3 Easier to use other modes (walking/biking)
- #4 Make space available for those who need it most
- #5 Reduce spillover parking from nearby destinations

Most Frequent Parking Locations, If Driving to the East End



Modes Used to Access the East End



Top Factors Impacting Travel Choice



Figure 3.6 Phase 2 Virtual Open House Web Map Results - Themes



Figure 3.7 Business, Vendor, and Property-Owner Survey

Top 5 Transportation-Related Challenges to Operating a Business in the East End



Most Important Goal for Parking Management



PHASE 3 - DRAFT SCENARIOS

OPEN HOUSE

An in-person open house was hosted at the Pagosa Springs Community Center on the evening of April 27th to share the initial concept plans for the area, and gather feedback on how to change/improve them to meet the Town’s needs. Through an open house format, shown in [Figure 3.8](#), attendees were able to move between different stations, providing comments on the previous rounds of engagement, overall project area plans, amenities and active transportation infrastructure additions included in each concept, frontage road and Hwy 160 plans, and a revised Hwy 160/84 intersection.

BUSINESS AND PROPERTY-OWNER MEETINGS

Three East End Business and Property-Owner meetings were held on April 28th to capture input from business and property owners on the proposed concepts. This gave the project team a chance to walk through how each piece of the concept would work in relation to the existing conditions, and allowed business and property-owners to ask questions about how the proposed changes could potentially impact their business/property.

Figure 3.8 Phase 3 Open House



PHASE 3 EMERGING THEMES

The project team collected the comments and notes gathered at the open house and business/property-owner meetings, and found the following themes:



WALKING/BIKING

- Improved pedestrian access throughout
- Expanded Riverwalk trail access
- Centralized pedestrian crossing with RRFBs would be preferred
- Interest in sidewalks along businesses



OPEN SPACE AND RECREATION

- Interest in dual purpose ice rink/market shelter
- Expanded park space
- Add flush toilets in place of pit



ROADWAYS/TRAFFIC

- Interest and concern about using roundabouts
- Little interest in traffic signals along Hwy 160
- Any traffic-calming intervention/effort will help traffic flow on 160
- One-way frontage roads might prevent people from visiting a business they’ve already passed



LANDSCAPING/BEAUTIFICATION

- Would like nice landscaping in medians
- Low-water, firewise, and shade plants
- Adding proper drainage areas is important
- Visual experience consistent with West End



PARKING

- Include trailer parking where possible
- Encourage parking in underused areas
- Trailer/RV parking is critical
- City should purchase land for public parking
- Concerns regarding the space need for parallel parking, and drivers ability to quickly park



RIVER ACCESS

- Desire clearer access with parking
- Prioritize boat access over just tubing access

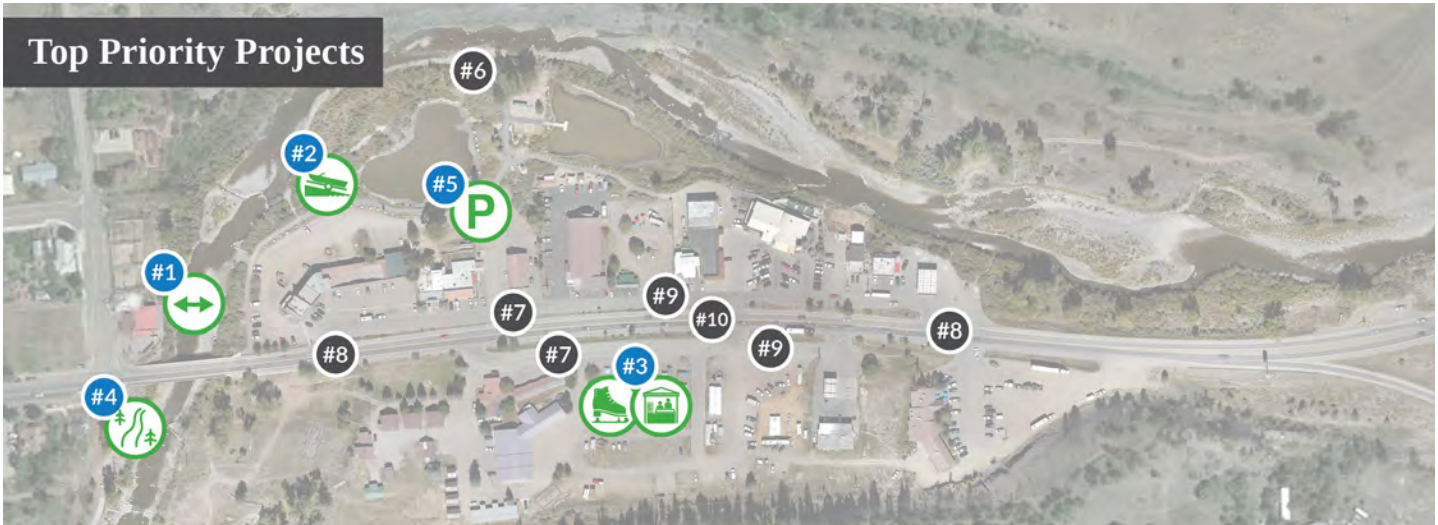
PHASE 4 - RECOMMENDATIONS + PRIORITIES

TOP PRIORITY PROJECTS

A final in-person open house was hosted at the Pagosa Springs Community Center on the evening of September 21st to share the preferred concept features, and to gather feedback on implementation priorities. Through an open house format, as shown in [Figure 3.9](#), attendees were able to talk with the project team about any additional ideas or desires for the project, and provide input on their ideal top priority projects using a dot voting exercise. Approximately 40 individuals were in attendance, providing 112 ranking votes. An additional 138 ranking votes were provided through the project website, leading to a total of 250 votes on priority projects.

Based on what we heard from the in-person open house and feedback from the project website, the following projects rose to the top as top priority projects. The total votes for each project are included in [Chapter 6](#).

Figure 3.8 Phase 3 Open House



- | | |
|---|--|
| #1 Pedestrian Bridge over the San Juan River (39 votes) | #6 Tubing Access in River Center Park (11 votes) |
| #2 Repurpose West Pond for Additional Park Space and Boat Ramp (36 Votes) | #7 One-way Frontage Roads (10 votes) |
| #3 Formalized Farmers Market Structure/Ice Rink (26 Votes) | #8 Roundabouts to Enter/Exit Frontage Roads (9 votes) |
| #4 Riverwalk Extension under Hwy 160 Bridge (24 Votes) | #9 Roundabouts to Enter/Exit Frontage Roads (9 votes) |
| #5 Clear Access for Vehicles to Access City-Owned Parking behind Rivercenter (18 Votes) | #10 Roundabouts to Enter/Exit Frontage Roads (9 votes) |

OVERARCHING COMMENTS

In addition to the priority project exercise, participants at the open house and online were able to provide general comments about the proposed projects. The following themes were observed in reviewing each comment. The full list of 42 comments is included in [Appendix B](#).



EXCITEMENT FOR THE PROPOSED PROJECTS

- Like the wide sidewalk and organized frontage roads
- Looking forward to an ice rink/farmers market shelter
- Prefer angled parking since it allows for more spaces, and people are more familiar with how to park
- Excited to be able to bike to this area much more easily with these improvements in place
- More river access will be beneficial



CONCERNS ABOUT THE PROPOSED PROJECTS

- Like the wide sidewalk and organized frontage roads
- Would rather see money spent on acquiring space for parking than filling in the pond
- Roundabouts are not preferred by many



ADDITIONAL THOUGHTS TO CONSIDER

- Look into drought-resistant plantings in areas where plants are shown as proposed
- Ensure there is adequate trailer and RV access
- Dedicated bike facilities would be safer
- Prioritize less traffic coming into downtown
- Consider including boat/tube access at the Hwy 160/84 roundabout

THE VISION

Based on the existing conditions analysis and full public input process completed as part of the Pagosa Springs East End Multimodal Transportation Plan process, the following project vision statement and project priorities emerged as key elements to consider while developing the plan. This vision statement and list of priorities were woven into each aspect of the preferred concept.

PROJECT PRIORITIES



RIVERWALK ACCESS

The Riverwalk in the East End is currently somewhat hidden, and does not connect to the Riverwalk in other areas of town. Providing a connection to the existing Riverwalk to the west, and expanding the trail east, will provide an amenity that business and property-owners can capitalize off of as the popularity of the East End grows.



ACCESS TO THE SAN JUAN RIVER

There are several points along the river in the East End that serve as launch points for tubing and other water sports on the San Juan River. Providing more clear access to these points, additional boat-launching locations, and well-marked parking and drop off zones will make the river more accessible.



ACCESS TO PARKS

Two parks currently exist in the East End: River Center Park and Reservoir Hill Park. Improving signage and multimodal access to these parks, in addition to the potential addition of another park space on the south side of Hwy 160, will make the East End a true recreation destination.



IMPROVED PUBLIC PARKING

The current state of parking in the East End is disorganized and limiting for both East End business employees and visitors. Creating organized parking areas, as well as developing public parking along both of the frontage roads will make parking simpler and more predictable for everyone in the East End.

VISION STATEMENT

The Pagosa Springs East End Multimodal Plan creates a stronger connection between the East End and other areas of town, while providing a better-functioning multimodal environment that supports access to businesses and recreational opportunities for residents and visitors alike.



IMPROVED PEDESTRIAN EXPERIENCE

Walking in the East End is currently an inconsistent, unsafe experience with discontinuous or missing sidewalks, limited + unsafe crossing opportunities, and a narrow bridge sidewalk limiting the comfort of walking to the East End. Providing a continuous sidewalk along each of the frontage roads, clear connections to the Riverwalk trail, bold, well-marked crosswalks along Hwy 160, and a pedestrian bridge running parallel to the existing Hwy 160 bridge will make walking to and around the East End much more enjoyable and safe.



IMPROVED FLOW OF TRAFFIC

Busy frontage roads, difficult left turns, and consistent Hwy 160 traffic make driving in the East End difficult. Improving the flow of turning and through traffic in the East End will make a more pleasant and safe experience for all, whether visiting or just passing through the East End.



TRAFFIC CALMING

Vehicles traveling through the East End tend to travel above the speed limit, creating a loud and unsafe feeling environment. Slowing traffic along the Hwy 160 corridor will make the East End more inviting for the use of active transportation modes like walking and biking, and will make the area safer for all.

04

PREFERRED CONCEPT

The Preferred Concept section includes an overview of the preferred concept followed by an individual breakdown and assessment of key elements. Each element is shown in a map, and explained based on what was heard during the public input process, the vision for each element, and the strategies that will be used to reach implementation.

[39](#) Introduction

[40](#) Concept Elements

[44](#) Bike/Pedestrian Circulation + Transit

[48](#) Vehicular Circulation

[52](#) Parking Improvements

[56](#) Recreation + Civic Improvements

[60](#) A Deeper Look

INTRODUCTION

After reviewing the planning context of the East End project area, considering feedback from the community regarding desired changes and improvements for the area, and developing multiple iterations of a plan for the area (all versions of the concept development phase are included in [Appendix C - Concept Development](#)), a final concept ([Map 4.1](#)), containing two variations, was established for the East End Multimodal Transportation Plan.

While this concept encompasses all of the elements deemed necessary to fulfill the plan's goals, it should be noted that the preferred concept is flexible; there are trade-offs for each variation and some unknowns that may change based on funding, land availability, and other factors.

The preferred concept depicts some design elements that are outside of the right-of-way in order to meet project objectives. Easements and designs outside of the right-of-way will require additional conversations with property owners, and will always be a negotiation process. The preferred concept will continue to be refined and evaluated in partnership with business and property owners as funding for design is secured.

Overall, the purpose of this concept is to visually represent a framework of values and objectives. The plan illustrating the preferred concept is illustrative in nature, and is meant to depict an envisioned future that will transform as the needs and desires of the community shift through time. The following two pages summarize the recommended projects that make up the concept, and the remainder of the chapter elaborates on the purpose and outcomes of each project.



CONCEPT ELEMENTS

Through the development of the multimodal plan, the following four elements emerged as the main improvements needed to meet the plan's goals: **Improved Bike/Pedestrian Circulation + Transit Improvements, Improved Traffic Volume + Speeds, Parking Improvements, and Recreation + Civic Improvements.**

These elements are listed in [Table 4.1](#), diagrammed in [Map 4.1](#), and explored in greater detail on the following pages.

Disclaimer: this plan has been developed as a conceptual vision. When funding is available to pursue any aspect of the plan, additional studies and analyses will need to be conducted to ensure that the proposed facilities are warranted. This is especially pertinent to facilities included on and along the CDOT Right of Way, such as pedestrian crossings and roundabouts.

Map 4.1 Preferred Concept Plan for the East End

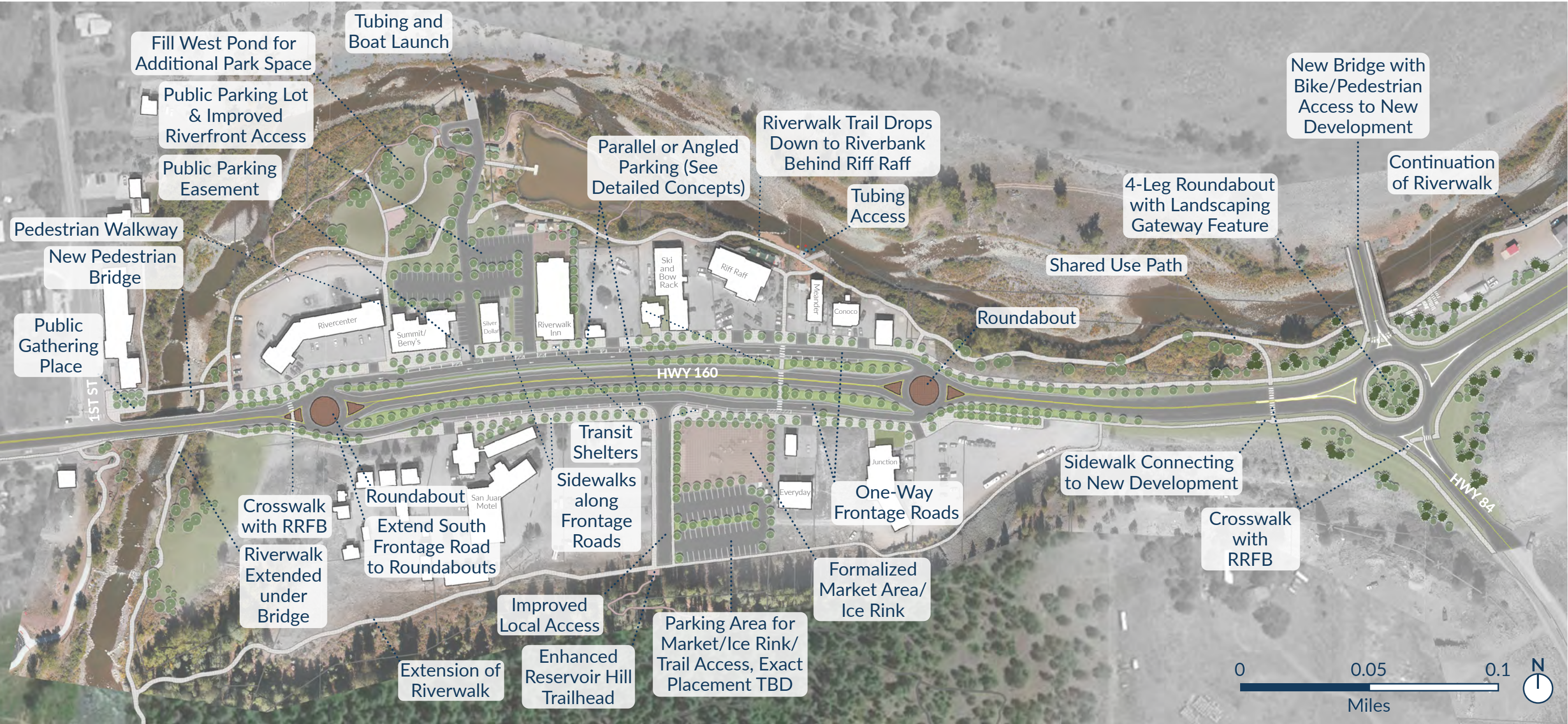


Table 4.1 Preferred Concept Projects

ELEMENT	EXISTING CONDITION	PROPOSED CONDITION	OUTCOME
BIKE/PEDESTRIAN CIRCULATION + TRANSIT			
San Juan Riverwalk p.44	<ul style="list-style-type: none">Beginning at the northeast side of the Hwy 160 bridgeTerminus behind Riff Raff on the Rio	<ul style="list-style-type: none">Connection with the existing Riverwalk Trail via a new pedestrian bridge over the San Juan River and a connection under the Hwy 160 bridge.Extensions into the south side of the project area, connecting to the Reservoir Hill trailheadExtension eastward from the current terminus, connecting to new developments	Opportunity for the Riverwalk to be used as a route for active transportation; Recreational asset
Pedestrian Zone p.46	<ul style="list-style-type: none">Limited, disconnected sidewalks in front of businessesNo sidewalks along either frontage road	<ul style="list-style-type: none">Sidewalks added alongside both frontage roadsSidewalk connections added to access businessesPedestrian walkway added from the middle of the study area to the central crosswalk (discussed below)Pedestrian access through the south study area via the Riverwalk extension discussed above	Safe pedestrian access throughout the East End
Hwy 160 Crossings p.46	<ul style="list-style-type: none">One marked crossing with RRFB west of the Hwy 160 bridgeOne marked crossing just east of the Hwy 160 bridge	<ul style="list-style-type: none">Crosswalk east of Hwy 160 bridge maintained + RRFBCrosswalk added west of eastern roundabout + RRFBCrosswalk added just west of Hwy 160/84 intersection + RRFBCrosswalk added on Hwy 84 just south of roundabout + RRFB	More pedestrian-friendly environment throughout the East End
Transit p.47	<ul style="list-style-type: none">Informal stop for regional transit on the north side of the East End	<ul style="list-style-type: none">Formalized transit stop added on the north side by the Riverwalk Inn and the south side near the farmers market area	Designated spaces to access public transit
VEHICULAR CIRCULATION			
Hwy 160 p.48	<ul style="list-style-type: none">One lane in each directionShouldersNo traffic calming features	<ul style="list-style-type: none">One lane in each direction maintainedShoulders maintainedRoundabouts added at entrance and exit to both frontage roads, and at Hwy 160/84 intersection	Slower traffic heading into town
Frontage Roads p.49	<ul style="list-style-type: none">Two-way traffic with no formal delineationNo sanctioned parking in the ROW	<ul style="list-style-type: none">One-way traffic with on-street public parking and sidewalk zoneExisting central ingress/egress points will be closed	Improved traffic flow and parking; Formal pedestrian space
Hwy 160/84 Intersection p.51	<ul style="list-style-type: none">Stop sign on northbound Hwy 84 at Hwy 160Continuous flow of traffic	<ul style="list-style-type: none">Roundabout added at the intersection for continuous traffic flow, traffic calming, and entrance gateway that signals a change of environment	Improved flow of traffic

ELEMENT	EXISTING CONDITION	PROPOSED CONDITION	OUTCOME
PARKING IMPROVEMENTS			
Managed Parking p.52	<ul style="list-style-type: none">No public parking along either frontage roadInformal private parking lots without signage or stripingPrivately-owned parking spaces in front of businessesPublic-owned parking by Rivercenter Park	<ul style="list-style-type: none">Formalized public parking included along both frontage roads, including truck and trailer parkingAccess to city-owned lots clearly labeledPotential for the development of new public, city-owned parking lot that creates a shared parking strategy in East End	Safer parking configurations, more clear indication of where parking is allowed and available
RECREATION + CIVIC IMPROVEMENTS			
Recreation p.56	<ul style="list-style-type: none">Informal access to river but no parking/drop-off areasRiver Center Park - limited amenitiesReservoir Hill Trailhead and Park	<ul style="list-style-type: none">Designated drop-off areasDesignated boat and tube launching pointsBoat ramp addedAmenities added to trailheads; New trailheads addedTrail added connecting to Reservoir Hill TrailheadNew park space added along the river in southwest area	Enhanced river access and recreational opportunities
Civic Spaces p.58	<ul style="list-style-type: none">Trailhead signage boards by the Riverwalk and Reservoir Hill trail entranceInformal farmers/makers market area	<ul style="list-style-type: none">Enhanced trailheadsFormalized market sheltered spaceOpportunity to make the market shelter dual as an ice rink in the winterNew plaza space at the western entrance to proposed pedestrian bridge, in front of the museum	Greater draw for community events and recreation in the East End



BIKE/PEDESTRIAN CIRCULATION + TRANSIT

OVERVIEW

Planning for multimodal connectivity means that residents, visitors, and employees have a variety of transportation choices and infrastructure to support those choices. Making improvements and additions to the multimodal network will improve the transportation experience for all, including those walking, biking, rolling, and using public transportation.

WHAT WE HEARD

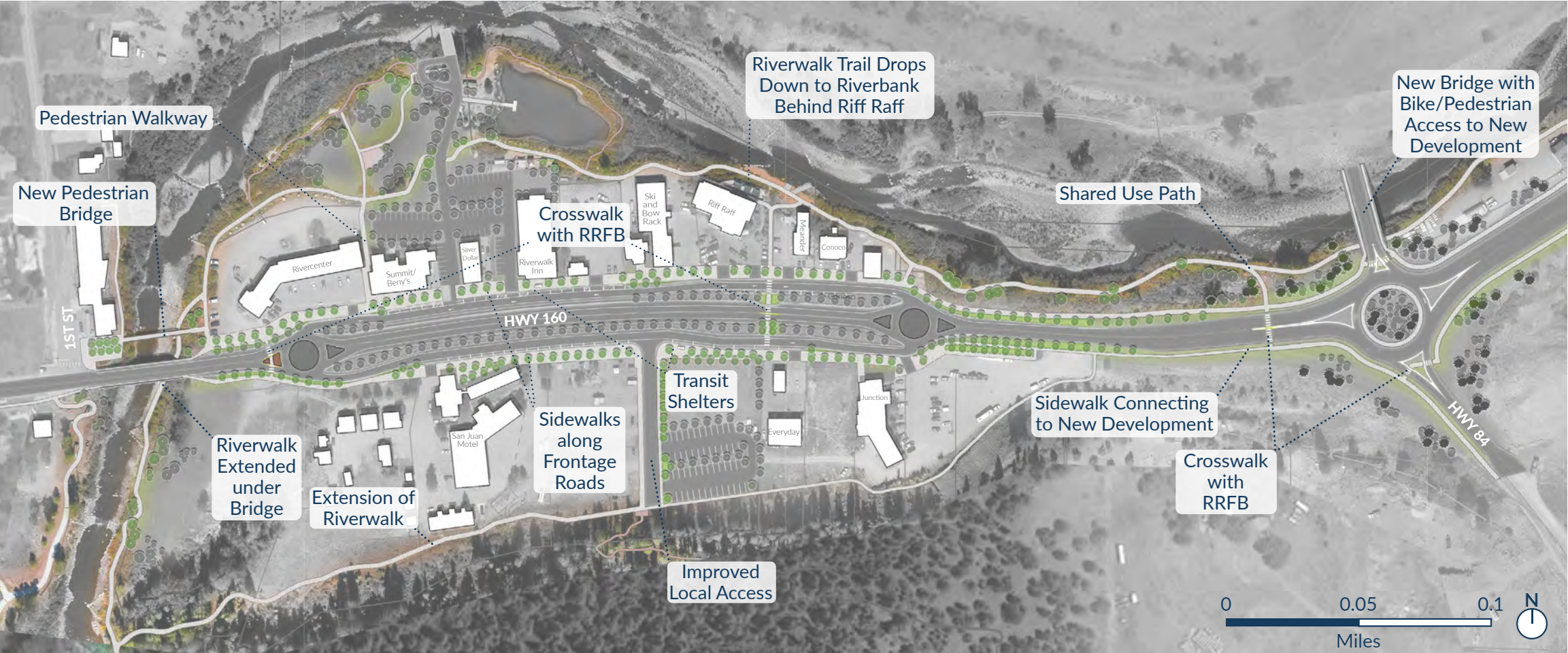
The ability to safely use modes of transportation other than just cars was brought up as a community desire at each of the four stages of the public input process. The following community feedback helped guide recommendations for improved mobility in the East End:

- The three top-ranked desired safety improvements in the East End were more sidewalks, trails, and crosswalks
- The difficulty of crossing Hwy 160 was ranked as the second largest mobility issue in the East End
- Business-owners in the East End expressed interest in being more directly connected to the Riverwalk
- Identified themes from each phase often included: the value of improved Riverwalk access, a desire for continuous sidewalks along East End businesses, safe and visible crosswalks along Hwy 160, and the desire for a bike and pedestrian bridge separate from the Hwy 160 bridge to traverse the San Juan River

THE VISION

The projects shown in Map 4.2 and detailed on the following pages, including those that provide connectivity for multiple transportation modes, improved pedestrian and bike connectivity, and enhanced transit access and visibility, will help contribute to an improved active transportation and transit experience in the East End.

Map 4.2 Active Transportation + Transit Improvements



MULTI-USE PATHS

While bike- and pedestrian-specific projects are explored separately in this section, multi-use paths in this plan benefit both modes.

BIKE + PEDESTRIAN BRIDGE

Plans for a bike and pedestrian bridge running parallel to the Hwy 160 bridge, as mentioned earlier in Ch. 2: Currently-Planned Improvements, would provide a safe, comfortable experience for those choosing to walk/bike to or from the East End. This bridge would connect from 1st St and the future-planned community plaza space (discussed later in this section under Ch. 4: Civic Improvements) to the existing Riverwalk west of the River Center. With this connection, the Riverwalk is made an even stronger city-wide artery.

SAN JUAN RIVERWALK CONNECTIONS

Extending and connecting the Riverwalk throughout all of Pagosa Springs will provide a continuous recreation and transportation experience. By connecting to the existing Riverwalk on the west

side of the river via the planned public plaza and bike + pedestrian bridge, the existing portion of the East End Riverwalk becomes an even greater asset. Three projects that will expand the Riverwalk system include:

Under the Hwy 160 Bridge: A future connection opportunity for the Riverwalk is the possibility of bringing the pathway under the existing Hwy 160 bridge on the east of the river (location shown in Figure 4.1). This segment would transition up to a newly-proposed park space and recreational trail on the south side of the East End (explored in greater detail later in this section under Ch. 4: Recreation + Civic Improvements). While this Riverwalk segment has the potential to flood when river levels are high, more connection points will make the East End accessible and safe most of the year for those walking and biking, without ever needing to cross the highway.

Figure 4.1 Location of Future Riverwalk Trail



Along Reservoir Hill: An additional Riverwalk connection would include the addition of a paved pathway hugging the edge of Reservoir Hill, then connecting north to Hwy 160 through the Farmers Market area. This project provides bike and pedestrian access to recreation, businesses, and events on the south side of Hwy 160, all while avoiding high-traffic areas along the highway.

Extension East: A final Riverwalk project would extend the facility to the east in order to connect with future development. The existing Riverwalk terminus at Riff Raff on the Rio would be shifted down along the river, then continue west to connect to the Hwy 160/84 intersection. This connection could be located adjacent to Hwy 160, within the CDOT right-of-way, or could be located closer to the river for a more natural feel, although right-of-way would need to be acquired for this option.

PEDESTRIAN CONNECTIVITY

A critical element in creating a more interconnected and multimodal East End is the addition of a stronger pedestrian network. This will involve continuous sidewalks along both frontage roads, sidewalks extending east to the Hwy 160/84 intersection and into future developments, and clear crosswalks across Hwy 160 to make walking a safe way to get around the East End.

FRONTAGE ROAD SIDEWALKS

As part of the redesign of both the north and south frontage roads in the East End (explored in greater detail in [Ch. 4 - A Deeper Look](#)), continuous sidewalks are recommended alongside the newly-added parking. In contrast to the current frontage road condition shown in [Figure 4.2](#), the addition of sidewalks will allow individuals to safely walk

Figure 4.2 Current Condition of North Frontage Road



from end to end of the East End in a pedestrian-dedicated space, and easily access shops, restaurants, and recreation opportunities. Where driveway entrances are needed, ADA-accessible ramps and proper crossing markings will be included to ensure everyone is able to get around the East End safely.

SIDEWALKS TO NEW DEVELOPMENTS

Another important pedestrian-oriented project for the East End will be the addition of a sidewalk heading east from the main East End business district. This sidewalk, planned for the south side of Hwy 160, will connect to the Hwy 160/84 intersection, and will provide a walkable connection to and from future developments in this area.

CROSSING OPPORTUNITIES

An important aspect of increasing the walkability of the East End, as we frequently heard from the public, is adding safe crossing opportunities for pedestrians across Hwy 160.

With this challenge in mind, three new marked crossings are recommended along Hwy 160 in the East End, each of which will include a Rectangular Rapid Flashing Beacon (RRFB)—a pedestrian-actuated device that turns on flashing lights to indicate to vehicles that the crosswalk is in use. Used in conjunction with a marked crosswalk, this treatment can result in motorist yielding rates near 98% (FHWA). More specifics on RRFBs are provided in [Ch. 5 - Design Guidelines and Strategies](#).

West Crosswalk: The westernmost crossing will be located just after the bridge crossing and integrated as part of the roundabout splitter island, a design treatment preferred by engineers to enhance visibility of pedestrians, in a proposed roundabout (see [Ch. 4 - Vehicular Circulation](#)). While there is already a striped crosswalk in this location, shown in [Figure 4.3](#), adding enhancements like clear signage and RRFBs will draw significantly more attention to those who are using it.

Central Crosswalk: The central crossing will connect the existing pedestrian access by the Riverwalk east of Riff Raff on the Rio to the south side of the highway near the location of the existing farmers/makers market. (see [Ch. 4: Recreation and Civic Improvement](#)). This crossing location creates a logical extension of the Riverwalk trail via an easement, and provides a central location for people who park on one side of the highway to easily cross the highway.

East Crosswalk: The easternmost crossing is recommended west of the Hwy 160/84 intersection due to the slower traffic speeds caused by the yielding nature of the roundabout. This crosswalk is setback away from the roundabout with an elongated splitter island providing a center refuge due to account for the amount of traffic. It also provides a connection to the proposed extended Riverwalk trail on the north side. The location will allow those walking from new developments to cross to their preferred side of the street before entering the business area.

Figure 4.3 Existing Western Crosswalk



BICYCLE CONNECTIVITY

With the addition of the bike and pedestrian bridge across the San Juan River and the extended Riverwalk, the East End will become a much more accessible place for bikes.

While the Riverwalk is recommended as the primary route for biking through the East End, there will also be space available along both the north and south frontage roads to bike to desired destinations. Each frontage road will be marked with painted sharrows and signage indicating that cyclists may use the full lane of traffic.

TRANSIT

Transit options connecting to the East End make the area more accessible to everyone, and help limit the number of cars trying to park in the East End. As part of this multimodal plan, two clearly-marked bus stops are shown in locations where they will be most beneficial to those accessing the East End.

North Transit Stop: The transit stop on the north side of Hwy 160 is planned to be just outside of the Riverwalk Inn. This location is central to the businesses on the north side of Hwy 160, and the proposed RRFB crossing to provide quick access to the south side. It will also provide visitors to Pagosa Springs who are staying at the Riverwalk Inn the opportunity to use the local and regional transit systems to explore the area rather than needing to drive from place to place.

South Transit Stop: The bus stop on the south side of the road is planned just to the east of the unimproved right-of-way. This location is immediately adjacent to the existing farmers/makers market area, and if the potential recreational improvements (ice rink and permanent farmers market structure (discussed in greater detail later in this section)) are implemented, will provide direct access to these amenities. Additionally, the stop is located close to the east Hwy 160 pedestrian crossing, as well as bike + pedestrian access to the extended Riverwalk along the south side of the project area. These connections make this bus stop placement ideal for connecting to all areas of the East End.

VEHICULAR CIRCULATION

OVERVIEW

Improving the vehicular travel environment in the East End will not just make the area safer for those driving, but will also benefit those who are walking, biking, and using other modes by slowing and better organizing vehicular travel.

WHAT WE HEARD

According to the public input process, driving a personal vehicle is the top mode of transportation used to access the East End (82% of survey participants), so improving the safety and function of the roads and accesses for vehicular travel was an important aspect of desired improvements for the East End. The following rankings and comments helped guide recommendations for improved mobility in the East End:

- Left-hand turns onto Hwy 160 from the north frontage road and from Hwy 84 are difficult and even dangerous. The #1 biggest issue in the East End was noted as “unsafe turns onto/off Hwy 160 from frontage roads”
- Individuals are turning onto Hwy 160 from the curb openings along the north frontage road even with prohibitive signage
- High traffic speeds in the area was rated as the #3 biggest issue in the East End

THE VISION

The projects shown in [Map 4.3](#) and detailed on the following pages follow the vision to improve traffic flow and congestion, slow traffic speeds, and create more organized travel patterns that not only benefit vehicular traffic, but benefit all modes of travel.

Map 4.3 Traffic Improvements



HIGHWAY 160

Hwy 160 creates a dividing barrier, but with some adjustments to the flow of traffic, the highway can become less of a barrier and more of an opportunity to draw people into the East End.

CIRCULATION

While the main lanes of the highway will remain unchanged, the addition of a roundabout on both ends of the business corridor, as well as a larger roundabout at the Hwy 160/84 intersection (both discussed later in this section), will help improve circulation on the highway. These roundabouts provide designated ingress and egress areas, and facilitate continuous yields for main lane and frontage road junctions. This allows for more predictable merging and fewer conflict points for those traveling on the main lanes.

TRAFFIC CALMING

In addition to improving traffic flow and circulation, the roundabouts will help to slow traffic coming from the east, and maintain city traffic speeds as people move west through the Hwy 160/84 intersection. Pedestrian visibility will also be enhanced through Rectangular Rapid Flashing Beacons (RRFBs), further slowing traffic.

FRONTAGE ROADS

The two frontage roads along Hwy 160 in the East End, both called Pagosa St, can be redesigned to improve traffic flow, provide sidewalks, and add parking in the East End while still providing important emergency vehicle access.

ONE-WAY TRAFFIC

Current two-way traffic on the frontages roads utilizes the entire road space, as shown in [Figure 4.4](#). Reconfiguring to a one-way design provides additional space for incorporating multimodal

improvements and can help improve traffic flow through the area. In conjunction with the shift to one-way frontage roads, roundabouts would also be needed to facilitate continuous movements.

Figure 4.4 Existing Two-Way Frontage Road



ROUNDBABOUTS

Roundabouts help with vehicular circulation and eliminate the left turns that are difficult/dangerous to make and that cause backups on the frontage roads, as shown in [Figure 4.5](#). They lead to a 30-50% increase in traffic capacity at each intersection, allowing traffic to flow more freely, and boast 90% fewer fatalities and 75% fewer injuries than other intersection types.¹

The two recommended roundabouts, added at the western and eastern-most driveway entrances into the East End shopping areas (The south frontage road will be extended west to line up with the driveway on the north frontage road), will be mountable for trucks and reflect CDOT design standards. Due to the nature of their small design and the possible need to be mountable by trucks, there won't be room for landscaping or art in the center, but decorative paving could be used. These roundabouts will also help with traffic calming and slowing traffic speeds, a high priority for business owners and the community.

Figure 4.5 Current South Frontage Road Exit onto Hwy 160



1 <https://www.fdot.gov/agencyresources/roundabouts/benefits.shtm>

SPEED REDUCTION

Speed limits along Hwy 160 vary through the East End (lowering to 30 heading west across the bridge and jumping to 45 as the Hwy 160/84 intersection is approached), but are marked at 35mph through the main corridor. To keep speeds at an appropriate level, a speed study should be performed, in conjunction with the installation of traffic calming elements, to assess lowering posted speed limits west of the Hwy 160/84 intersection.

160/84 ROUNDBABOUT

Given the reported congestion backup issues on Hwy 84 northbound lanes at the intersection of Hwy 160, high speeds of traffic along Hwy 160, and projected future growth and development, a major intervention is needed at the Hwy 160/84 intersection to improve traffic safety and flow.

After exploring a variety of options for this intersection, shown in its current form in [Figure 4.6](#), a 4-leg roundabout was ultimately selected as the most ideal scenario. As explained earlier when discussing the two small roundabouts in the East End business district, roundabouts help keep traffic flowing due to continuous yields instead of long stops. These yields lead to slower traffic speeds, forcing vehicles coming from the east to slow down before entering the East End area. Safe and visible crosswalks are recommended on the west and south leg of the roundabout with Rectangular Rapid Flashing Beacons (RRFBs) incorporated to stop vehicles at the crosswalk when it is in use.

The roundabout can be designed to account for long-term development patterns, incorporate a gateway design feature that helps guide the transition from rural to urban, and slow traffic. Specific roundabout details, including the roundabout concept design, are shown later in [Ch. 4 - A Deeper Look](#).

Figure 4.6 Current Hwy 160/84 Intersection



Parking information provided by Walker Consultants

PARKING IMPROVEMENTS

OVERVIEW

Even as more individuals choose to use multimodal transportation options—like walking and biking—to access the East End, many will still drive and park. Implementation of this plan will necessitate new kinds of parking, with spaces clearly allocated and managed, to make sure people can easily access businesses, safely interact with those walking and biking, and enjoy their time in the East End. Managed parking is an important piece of the puzzle to enhance economic vibrancy and vitality, improve safety, and make it easier to be a pedestrian or cyclist in the East End.

WHAT WE HEARD

Parking in the East End is an important consideration for the community. The following responses helped shape the approach to parking allocation and management in the multimodal plan:

- Many respondents viewed the current informal parking system negatively, with 49% ranking *availability* of parking as “poor/not great”, 41% ranking *location* of parking as “poor/not great”, and 44% ranking *safety* of the parking options as “poor/not great”. Respondents referred to current parking as “disorganized” + “challenging”
- “Reducing vehicle congestion” was cited as the most important goal for parking management, closely followed by “making it easier to find parking”. “Making it easier to use other travel choices, like walking and biking” was ranked third.

THE VISION

The multimodal plan envisions an organized, managed, and user-friendly parking system that supports reduced vehicle circulation, clearly allocates parking options, augments the experience of pedestrians and cyclists, and reduces vehicle-vehicle, vehicle-pedestrian, and vehicle-cyclist conflict. Plans to make this vision possible are shown in [Map 4.4](#) and detailed on the following pages.

Map 4.4 Parking Improvements



ON-STREET PARKING CONFIGURATIONS

Both East End frontage roads are currently owned and managed by the (CDOT). However, there is an opportunity for the Town of Pagosa Springs to take control of the frontage roads, thus providing more options for how to configure parking along the road. Both scenarios would require an easement from property owners to develop public parking opportunities and create pedestrian circulation described previously, but would provide a more clear, and safe configuration of parking than is currently available in the East End. Each option would also include space for designated truck and trailer parking on the east side of each frontage road, making the spaces close to the central crosswalk. The primary design trade-offs with CDOT and Town control of frontage roads are related to how on-street parking can be integrated along the frontage road ([Figure 4.7](#)), and various design trade-offs associated with each.

Parallel Parking

If CDOT maintains ownership of the frontage roads, parking along the length of each one would need to be parallel to meet current standards. Parallel parking along the frontage roads would provide less parking overall than angled parking would provide. However, since parallel parking takes up less width than angled or other parking styles, there is more space available along the frontage road for a wide sidewalk. Wide sidewalks create the opportunity to add urban design amenities (explored further in [Ch. 5 - Design Guidance + Strategies](#)) like benches and trees, providing a more comfortable walking experience. In this scenario, a broader shared parking strategy potentially involving the use of a shared parking lot could be a solution for the reduced number of parallel spaces compared to angled parking.

Angled Parking

If the town acquires ownership of the two frontage roads, there is more flexibility with parking design. Angled parking, which would not be allowed by CDOT due to their current design standards, would allow for a greater number of parking spaces. However, more spaces come at the expense of a narrow sidewalk environment. There would still be plenty of space for standard-width sidewalks, allowing a more pedestrian-friendly East End, but there would be significantly less space for additional amenities.

Figure 4.7 Frontage Road with Room For On-Street Parking



BENEFITS OF MANAGED PARKING

Today, parking in the East End is largely informal, as shown in [Figure 4.8](#), and unmanaged. This leads to uncertainty about where and how to park—especially among first-time visitors—as well as unmanaged loading and unloading, increased vehicle/vehicle, vehicle/pedestrian and vehicle/cyclist conflicts, reduced usage of modes outside the single-occupancy vehicle, long-term storage of vehicles in inconvenient areas intended for visitor parking, and more.

Managed parking can support a more multimodal, vibrant East End by:

- Making it easier for people to reach their destination
- Reducing “cruising” activity, lowering carbon emissions, vehicle exhaust exposure, and improving safety
- Supporting economic vitality by creating more happy customers and visitors willing to spend longer periods of time in the East End
- Clearly allocating options for all parker types so they aren’t competing for the same spaces—from customers and visitors to employees, business owners and residents
- Organizing commercial delivery, loading and pick-up/drop-off activities
- Supporting fair and equitable enforcement of parking rules and restrictions
- Reducing the need for more and more parking inventory over time, thereby limiting public dollars spent on parking and leaving those dollars for a more productive use
- Supporting broader uses of the curb space, like public gathering and community events, space for food trucks and parklets, beautification efforts, and more

SHARED PARKING

The East End is and will continue to be an ideal candidate for increasing parking supply efficiencies by employing shared parking in both the frontage road parking locations, as well as in Town-owned parking lots, both currently-owned and those that would potentially be acquired in the future. If a future lot is acquired, it is recommended to be centrally located, leveraging pedestrian crossings on Hwy 160. However, the location of this parking should remain flexible depending on future negotiations and outcomes.

Shared parking is the use of a parking space to serve two or more individual land uses without conflict or encroachment. The ability to share parking spaces is the result of two conditions:

- Variations in the accumulation of vehicles by hour, by day, or by season at the individual land uses
- Relationships among the land uses that result in various multiple land uses on the same automobile trip

Benefits of shared parking include:

- More efficient use of the parking supply
- Reduced development costs
- Development catalyst for the surrounding area
- Increased parking revenues
- Improved management and customer service
- More convenient and easy parking for residents, businesses, customers, and visitors
- Reduced congestion and vehicle emissions

As development intensifies in the East End and more parking is planned or constructed, the Town might consider shared parking agreements to expand publicly available parking inventory without adding new supply.

EFFECTIVE ENFORCEMENT OF PARKING SUPPLY

Create parking rules (e.g., 2-hour parking limits on-street) and build a system to enforce these rules at a level that encourages turnover in the on-street spaces. This system will require staff to conduct enforcement on a regular schedule, as well as technology to help staff enforce rules and ticket offenders effectively and with consistency.

Ideally, enforcement helps people follow rules and allows the parking inventory to serve as many parkers as possible. In a perfect world, no tickets would be written. Given the warm, welcoming character of Pagosa Springs and the novelty of active enforcement in the town, an ambassador approach to enforcement—where warnings are issued before fines—might be considered.

EFFECTIVE MANAGEMENT OF OTHER CURB USES

The public right of way, including the curb—meaning the area where the street meets the sidewalk—serves many functions. This space operates as a travel way; a pedestrian realm; a community gathering space; and a flexible zone for transit access, vehicle storage, passenger pick-up, and drop-off and deliveries, amongst other uses. Because the curb provides significant value to the community, many cities seek to find the highest and best use for the curb.

One effective strategy for managing loading zones that acknowledges the fact that valuable curb space is used for more than simply passenger vehicle parking is creating a loading zone permit program. A for-fee freight loading zone permit program is a way to monetize the curb space needed for this purpose, especially in dense areas with narrow streets where loading zone demand may be high.

Coupled with effective enforcement, the system ensures that loading zones are being used effectively and efficiently. This is especially critical in a post-pandemic world, as loading demands in general have increased substantially, with rideshare, package delivery, and service/food delivery sharing the curb and designated loading zones with more traditional uses such as delivery of goods and merchandise to businesses.

Specific tactics might include:

- Color-Coding: Color-coding and labeling curbs is a simple, easily recognizable method for showing drivers where they can conduct certain activities. For example, one color might indicate a passenger/transit-loading area (e.g., yellow), another might designate a commercial loading area (e.g., blue), and a third might designate no parking at any time (e.g., red).
- Flex Zones: In areas where different uses are competing for curb space at different times of day, flex zones—in which the same curb space is designated for a different activity in the morning, afternoon, and evening—are a great option. For example, the same curb space may serve as a commercial delivery zone in the early morning hours, parking in the late morning and through the afternoon, and pick-up and drop-off space in the evenings.

Figure 4.8 Informal Parking Management Currently in Place along the North Frontage Road



RECREATION + CIVIC IMPROVEMENTS

OVERVIEW

While multimodal improvements are the focus of this plan, improving access to existing and potential recreational opportunities in the East End will make an even stronger case for enhancing the multimodal experience. Adding clearly-marked tubing launch sites, boat launches, a covered ice rink, additional and improved park spaces, a more defined market space, and enhanced trailheads will make the East End a recreation destination.

WHAT WE HEARD

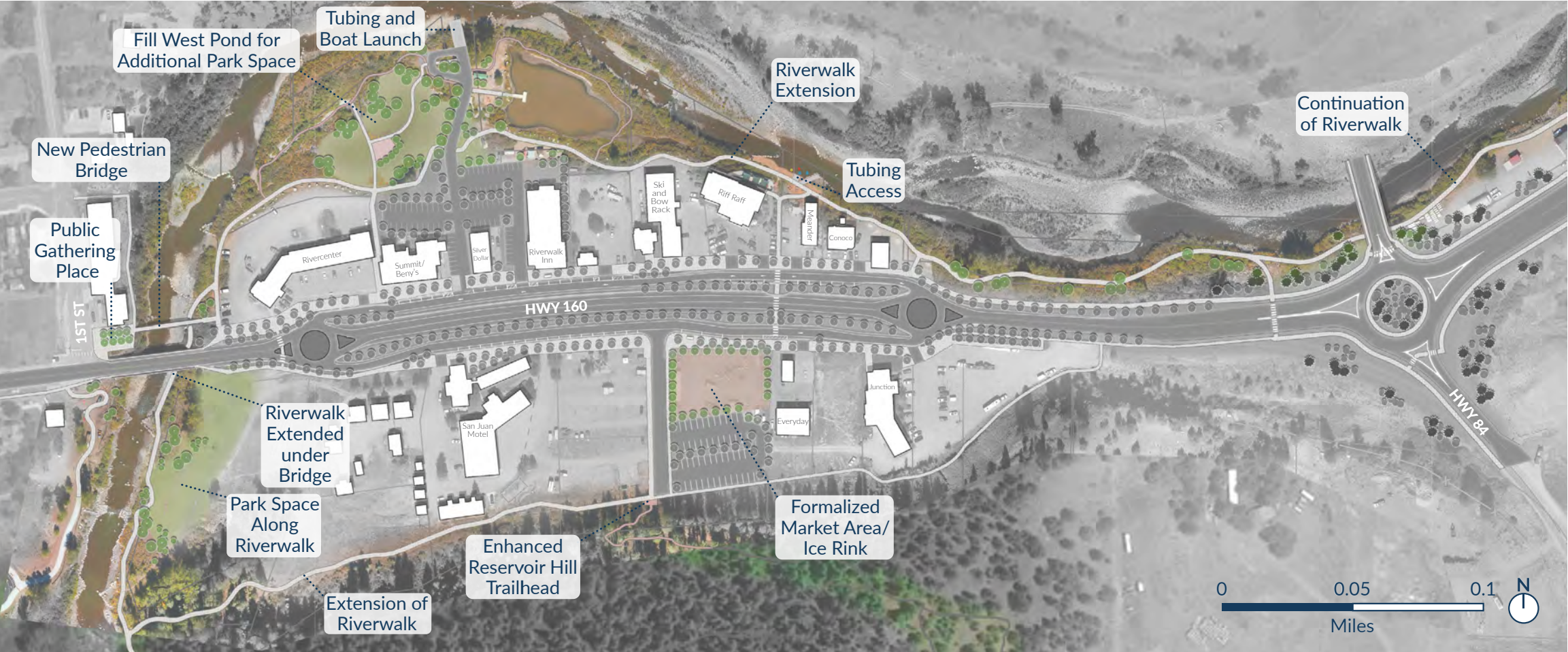
The need for improvement of existing recreational amenities, and the addition of new amenities, was a big discussion point throughout the public input process. The following rankings and comments helped guide the recommendations for improved recreational and civic spaces in the East End:

- Potential trail along the base of Reservoir Hill could create direct access from the riverwalk to Reservoir Hill and businesses.
- Interest in extending the Riverwalk along the eastern side of river, with crossings below the Hwy 160 bridge.
- Better use of River Center Park
- Improved or added access to the San Juan river for water recreation (tubing, kayaking, boating, etc.)

THE VISION

This plan focuses on connecting people to places through various modes, so assessing future civic and recreation destinations can help indicate where new and improved connections will be needed. These destinations are shown in [Map 4.5](#) and detailed on the following pages.

Map 4.5 Recreation + Civic Improvements



RECREATION

With the San Juan River running adjacent to the project site to the north and west, river access is a great amenity for the East End (shown in [Figure 4.9](#)). This plan identifies numerous opportunities to make river access an even greater draw.

Figure 4.9 San Juan River Access



RIVER LAUNCH SITES

Two potential launching points are shown on the north side of the project area. The first is located at the northernmost point of River Center Park. This location can be accessed by vehicle through the public access and public parking area just south of River Center Park, or could be accessed by foot, bike, or other active mode via the Riverwalk.

The other potential launching point is located behind Riff Raff on the Rio. The San Juan Riverwalk is proposed to shift down to the river's edge near this location, making the launching point very accessible by walking, biking, or another active mode. Additionally, a public trail access runs between Riff Raff and Meander, creating a prime location for vehicles to drop off tubers before they walk down to the water. A proposed truck and recreational trailer parking area could be converted to a tubing drop-off during seasonal high-tubing traffic periods.

IMPROVEMENTS TO EXISTING PARK SPACES

The East End has two major parks - River Center and Reservoir Hill. River Center Park is a quiet, tucked away park with great opportunities for fishing, launching tubes, strolling the Riverwalk, enjoying the playground, and more. To make this park an even bigger draw, more amenities could be added, such as permanent restrooms with flush toilets, parking reserved for park visitors (for more information, see [Parking Improvements](#)), additional seating, clear signage, and, as mentioned earlier in this section, specific tube and boat launching locations.

The west pond in River Center Park has been discussed as a possible location to fill and use for other activities. To add additional park space and a formal boat ramp, the west pond could be filled with natural materials, adding more usable recreational space, and a boat launch that can be used by both tubers and boats to access the river.

Another park in the East End, Reservoir Hill Park, sits in the southern portion of the study area, and features hiking/biking trails along the hillside. While there are access points for these trails around town, more attention could be drawn to this park through the extension of a recreational trail spurring from the southern Riverwalk, and an improved trailhead with more amenities, as discussed later in this chapter.

NEW PARK SPACE

With the extension of the San Juan Riverwalk into the East End, adding additional open space along the trail is a great opportunity to continue proactively increasing river access and recreation similar to what is occurring in other areas of Town. This park space in the southwest portion of the study area (shown in Figure 4.10) could feature recreational amenities, such as playground space or picnic areas, but also could be maintained as a natural planted area, serving as more of a buffer space between the trail and other uses in the East End.

Figure 4.10 Space Adjacent to San Juan River to be Considered for a New Park Space



CIVIC IMPROVEMENTS

PUBLIC PLAZA/GATHERING SPACE

With the potential pedestrian bridge across the San Juan River beginning just behind the San Juan Historical Museum, and the new segment of the Riverwalk trail reaching and crossing Hwy 160 just across from the museum, creating a public plaza space in front of the museum is a great opportunity to add more public space. This plaza could serve as a meeting place to hit the Riverwalk trail, with signage and maps of the trail, as well as a river lookout point with seating and signage about the river.

TRAILHEAD IMPROVEMENTS

With the extension of the San Juan Riverwalk further into the East End, new trailheads and wayfinding signage to trailheads should be established throughout the area to provide more clear direction to various attractions and recreational opportunities. These trailheads should include maps, information about the trail, and additional amenities such as benches, bike fix-it stands, and bike racks.

The extension of a recreational trail in the southern portion of the study area branching from the Riverwalk also creates an opportunity to raise the profile of the Reservoir Hill Trailhead, shown in Figure 4.11, and make it a bigger draw for both those using the recreational trail and those who are driving in. Similar amenities from the Riverwalk trailheads should be considered for this location.

Figure 4.11 Existing Reservoir Hill Trailhead



FORMALIZED FARMERS/MAKERS MARKET

The existing farmers and makers markets in the East End, shown in Figure 4.12, are a large draw for residents and visitors throughout the year. However, these events are limited during colder and rainy/snowy months. By adding a permanent shelter, market events could be held earlier and later into the year. This shelter, as discussed in the next section, could serve a dual-purpose in the colder months as a community ice rink.

ICE RINK

Adding new recreation opportunities in the East End was a major consideration in the development of this plan. While the ponds north of the River Center have occasionally been used for ice skating, creating a covered, formalized ice rink will allow

Figure 4.12 Existing Farmers and Makers Market Area



for consistent, safe, and longer-term skating opportunities with the ability to produce ice in warmer temperatures than would naturally occur on a pond. This covered shelter will be heavily used throughout all seasons, whether as an ice rink in the winter, a farmers or makers market in the spring-fall, and even as a performance venue or roller skating rink.

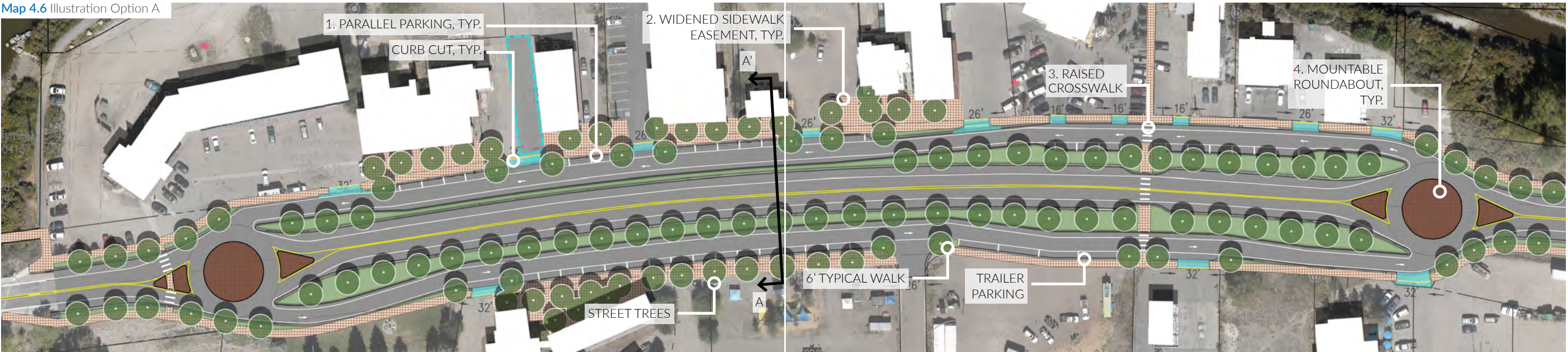
ROUNDAABOUT GATEWAY

The center space of a roundabout provides a large space to add landscaping, public art, and/or a welcoming gateway feature (example shown in Figure 4.13). Since the proposed Hwy 160/84 roundabout is on the eastern edge of Pagosa Springs, the center space should make a statement, and welcome drivers to Pagosa Springs.

Figure 4.13 Example Gateway Roundabout in Racine, WI by Ayres Associates



Map 4.6 Illustration Option A



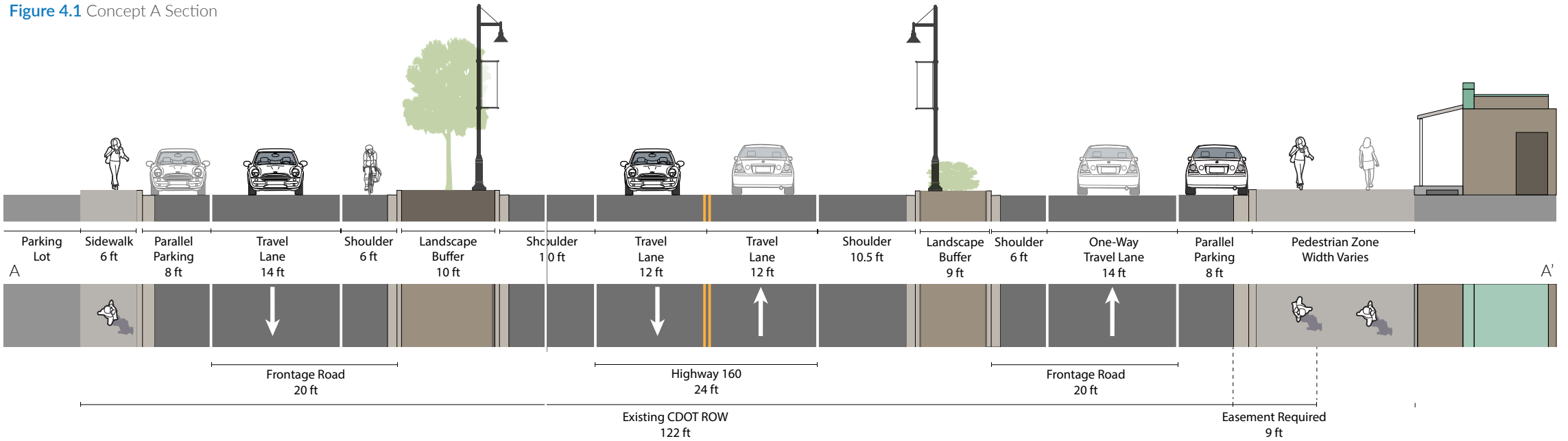
A DEEPER LOOK

The preceding pages provided an overview of the proposed elements in the preferred concept. This section includes a deeper look into what these elements would look like on the ground in the East End.

CONCEPT DESIGN A

Concept A and Concept B contain the same elements and intent, but vary by the style of parking integrated alongside the frontage roads. In concept A, eight-foot parallel parking spaces are included along the north frontage road with space for a 17' wide pedestrian zone. The same scenario is possible on the south side, but a six-foot sidewalk is recommended with additional space potentially dedicated as part of future development and redevelopment.

Figure 4.1 Concept A Section



Map 4.7 Illustration Option B

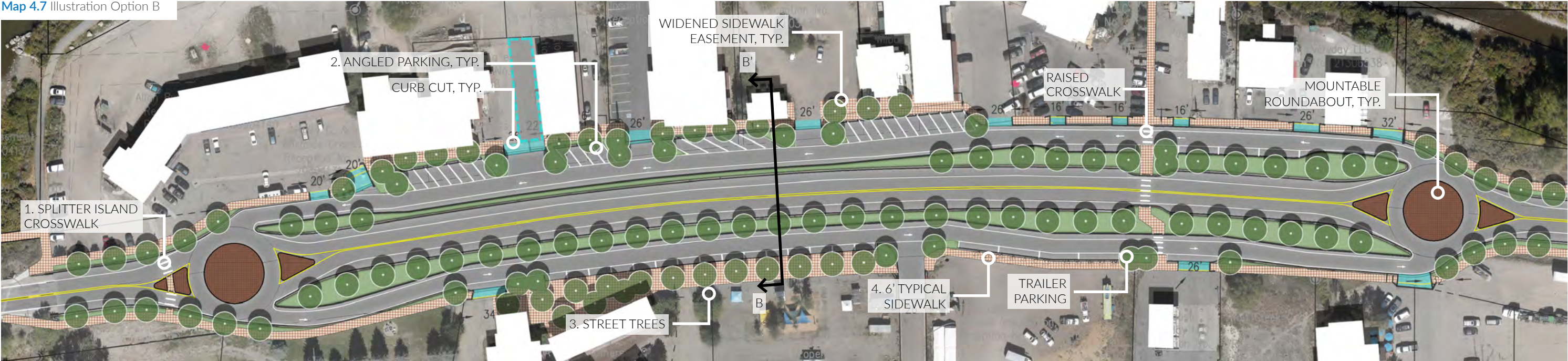
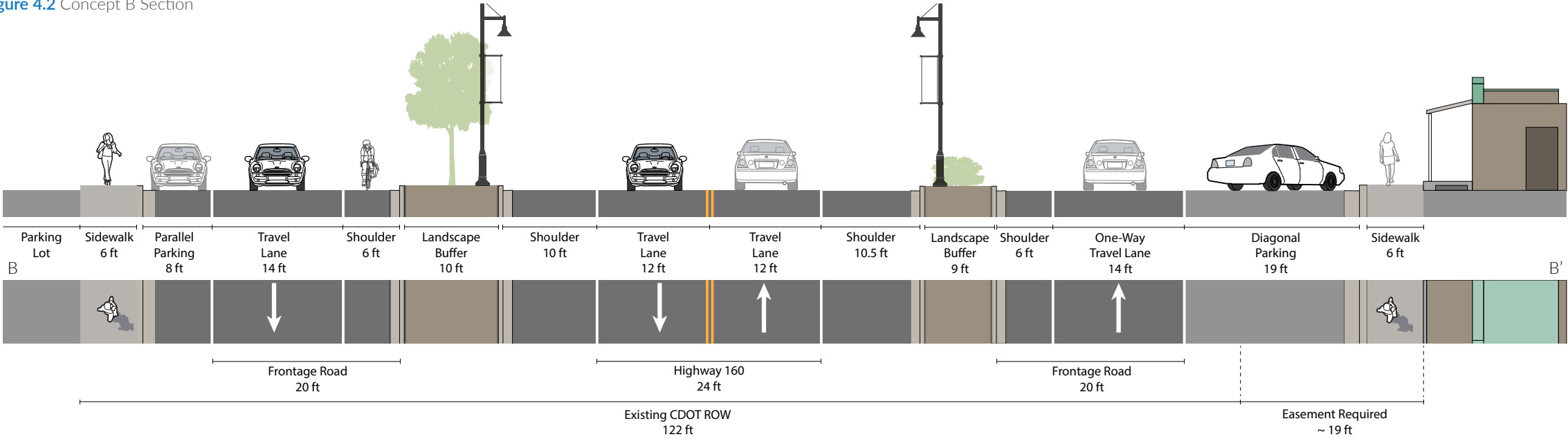


Figure 4.2 Concept B Section

CONCEPT DESIGN B

As noted on the previous page, Concept B is primarily the same as Concept A, but with angled parking instead of parallel on the north frontage road. These angled parking spaces are approximately 19' wide, providing enough space for a six-foot sidewalk. Parallel spaces will be provided along the south frontage road since there are fewer constraints in creating an adjacent sidewalk.



HWY 160/84 ROUNDABOUT

In designing a roundabout for the Hwy 160/84 intersection, the following design considerations and priorities were assessed:

- Desire to reduce speeds coming into town
- Two lanes of traffic in each direction is included through the roundabout based on initial traffic volume counts, but should be reduced to one lane in each direction if determined possible by an Operations and Feasibility Analysis (O&F)
- Ability for roundabout to accommodate a future leg over the San Juan River to the Mountain Crossing Development; a potential 5th leg was considered to provide access into any future development on the SE parcel, but standards within the CDOT State Highway Access Code do not permit such design currently (all options explored are included in [Appendix C](#))
- Safe, well-marked pedestrian connectivity and trail access

Roundabout design should also continue to assess the following key opportunities:

- Underpass under Hwy 160 at midblock to eliminate pedestrian conflicts
- Trail going under future 4th leg bridge instead of across roundabout to eliminate any pedestrian conflicts
- Large amount of ROW through intersection for signage, planting, and gateway features

Figure 4.3 Highway 160/84 Proposed Roundabout

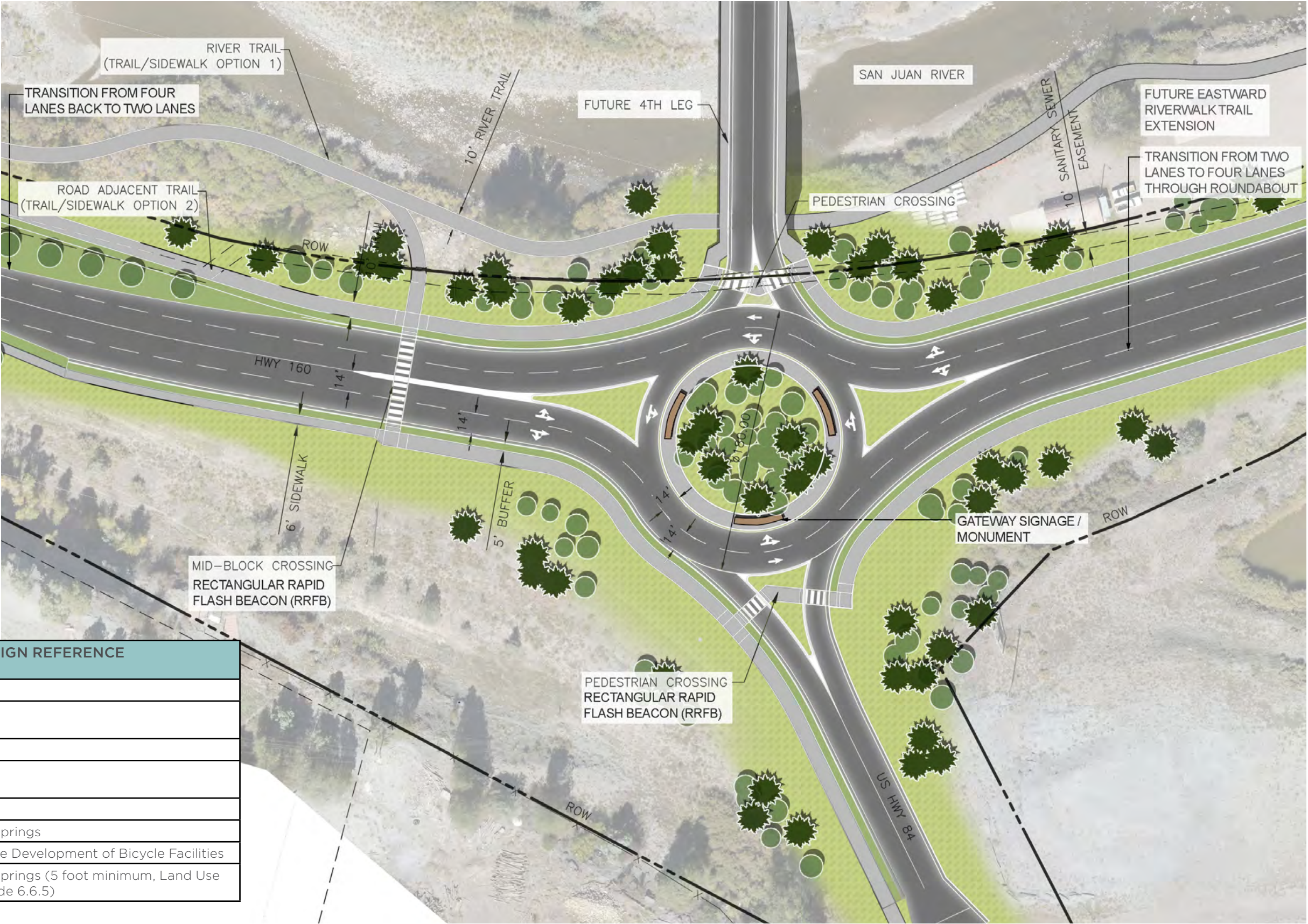


Table 4.2 Design Criteria Assumptions

DESIGN COMPONENT	WIDTH	DESIGN REFERENCE
Lane	14 ft	NCHRP 672 6.5.2
Lane (Circulatory Roundabout)	14 ft	NCHRP 675 6.5.3
Curb + Gutter	2.5 ft	CDOT M-609-1
Curb + Gutter (Median)	1.5 ft	CDOT M-609-1
Median	10 ft	CDOT M-608-1
Buffer Zone	5 ft	Per Town of Pagosa Springs
Pedestrian Trail	10 ft	AASHTO Guide for the Development of Bicycle Facilities
Pedestrian Sidewalk	6 ft	Per Town of Pagosa Springs (5 foot minimum, Land Use and Development Code 6.6.5)

05

DESIGN GUIDANCE + STRATEGIES

The Design Guidance + Strategies section provides a toolkit for the design of elements included in the multimodal plan. The guidelines are meant to guide decision making rather than calling out specific objects/materials that must be used.

[67](#) Introduction

[68](#) Sidewalk Zones + Amenities

[70](#) Trail Facilities + Riverwalk

[72](#) Highway + Frontage Road Crossings

[74](#) Parking + Curbside Management Strategy

[78](#) Design Guidance + Strategies in Place

INTRODUCTION

While the goals of the Pagosa Springs East End Multimodal Transportation Plan do not include prescribing specific design details, products, and materials to use, this section provides an overview of design guidance and strategies that should guide design in order to create a cohesive, accessible East End.

These guidelines, including recommendations for the design and amenities included in each sidewalk zone, an exploration of the different styles of trail facilities, recommendations for crosswalks based on the volume of the road they cross, and strategies for shared parking and curbside management, delve into the functionality of the various spaces in the East End, as well as the look and feel of the area.



SIDEWALK ZONES + AMENITIES

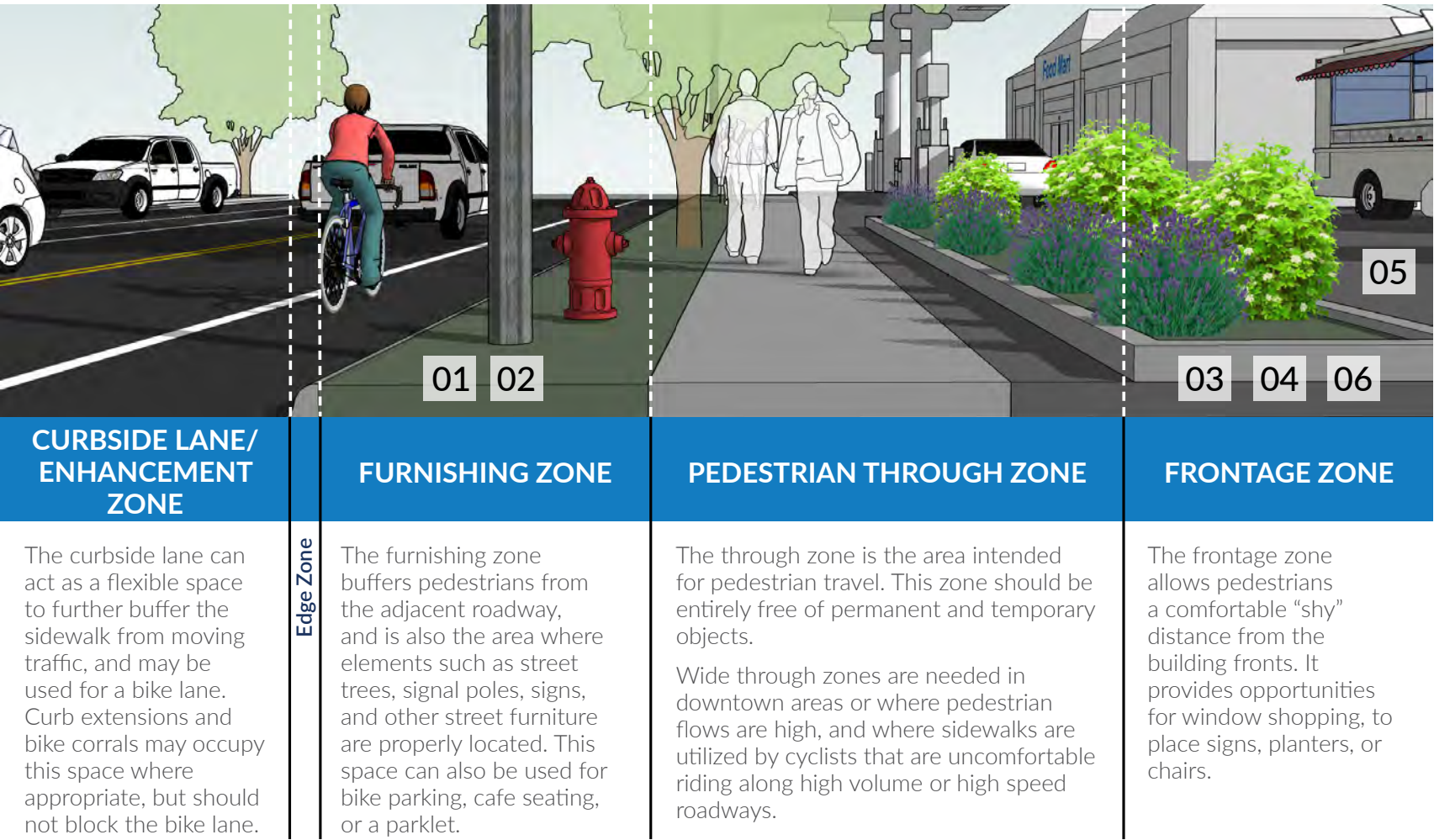
OVERVIEW

Sidewalks are the most fundamental element of the walking network, as they provide an area for pedestrian travel separated from vehicular traffic. Providing adequate and accessible facilities can lead to increased numbers of people walking, improved safety, and the creation of social space. To meet ADA requirements, a sidewalk cross section should measure a minimum of 5 feet wide, large enough for two people walking side by side and excluding other amenities, like benches, bike racks, or trash cans. Many cities have chosen to adopt wider sidewalk standards to make the pedestrian experience even more comfortable and functional.

Successful streets are ones that are activated and pedestrian friendly. Implementing cohesive furnishings, planting, and art can help create a strong street character and identity. Some of these elements are detailed in [Figure 5.1](#).

Streets should have a cadence or a rhythm to create a predictable pattern for users. Lighting, seating, and even trash receptacles placed at regular intervals can create pockets for gathering and people watching.

Figure 5.1 Sidewalk Zones + Accompanying Amenities



LIGHTING

Lighting should be placed frequently along paths and plaza areas to provide all-hours activity. Pagosa Springs standard lighting should be included along the highway, frontage roads, and along trails to keep a consistent style with the rest of the Town.



STREET TREES

Street trees should be placed in pedestrian/gathering zones to provide shade and feelings of enclosure. Sufficient soil areas for roots should be provided. A variety of trees should be selected to prevent a pest or disease from damaging or killing all street trees at once.



BIKE RACKS

Bike racks should be placed at trailheads and near areas of activity throughout the East End. Racks should allow a bike to be locked at two points, and should be placed with enough buffer space that bikes are not protruding into the sidewalk. More information in [Appendix D](#).



TRASH / RECYCLING

Trash and recycling bins should be placed near dining areas and trailheads. Use of natural materials in these receptacles can help them blend into the area and create an identity feel for the district.



PUBLIC ART

Mindfully placed public art helps reinforce the character and history of place, and can be interesting and informal to visitors. Working with local artists helps build the community feel, and makes the visual experience more unique.



SEATING

Seating at transit stops and in gathering zones can invite people to linger. Use of natural materials can reduce maintenance needs and tie into existing architecture.



PAVING

Using a variety of paving types delineate pedestrian and bike zones from vehicular areas. Permeable paving can help with drainage.

TRAIL FACILITIES + RIVERWALK

OVERVIEW

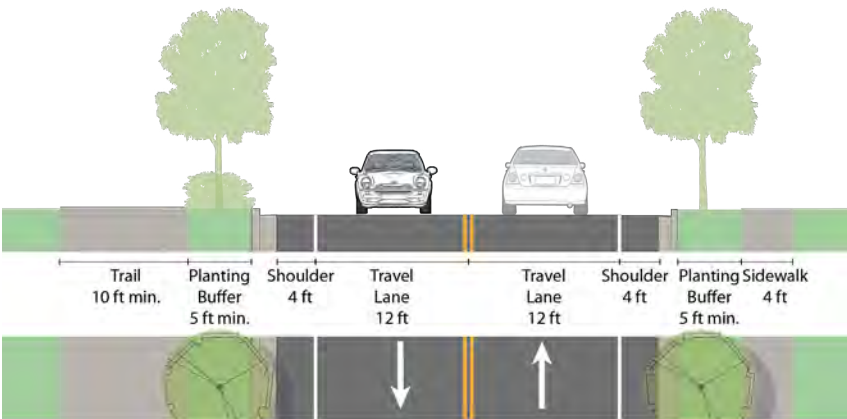
With the proposed bike + pedestrian river crossing and improved access to river recreation, the East End will become an increasingly visited area. Enhancing multimodal access will become key to accommodating this influx of visitors. The San Juan Riverwalk trail, expanded through the East End in several areas, can serve as an active transportation route to connect to other areas of the Town, a recreational space, as well as a means of easily accessing East End businesses through newly-added business accesses.

This section explores the two trail conditions in the East End, both of which should meet a 10-foot minimum width based on AASHTO’s (The American Association of State Highway and Transportation Officials) recommendations.

TRAILS NEXT TO HIGHWAYS

Portions of the trails that run parallel to roadways should be designed with a 5’ minimum buffer between the trail and edge of the roadway, as shown in **Figure 5.2**. The wider this buffer spans, the more comfortable bicyclist and pedestrian experience becomes. Berming and planting can be placed within this buffer to further reduce the visual and audible presence of vehicles. Lighting, seating, and wayfinding elements can also be placed strategically in this area to enhance the feel of the space.

Figure 5.2 Typical Trail Adjacent to Roadway



TRAIL-ORIENTED DEVELOPMENT

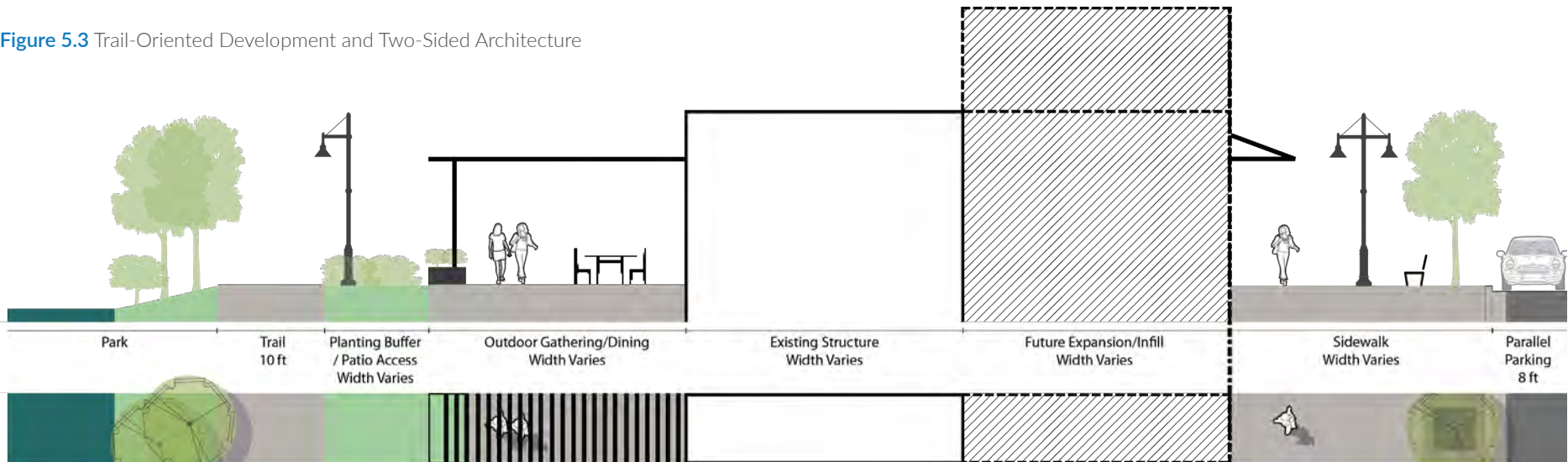
Trail-oriented development refers to the development of businesses and residential buildings adjacent to trail corridors. Just as the street-side pedestrian area in front of buildings should be designed with a variety of amenities (see **Sidewalk Zones + Amenities**), the back side of buildings adjacent to trails can provide a similar space. Pedestrian access to businesses, patios, shade features, and planting areas can help create a strong identity for the trail side of buildings. Less sightly needs like parking, trash, and service entrances can be reconfigured to create efficiency and separation from pedestrian zones.

TWO-SIDED ARCHITECTURE

As development occurs in the East End and buildings are expanded, remodeled, or newly built, the city should explore reduced minimum setback distances from the street and Riverwalk. Placing buildings closer to the street or trail edge creates a more comfortable and pedestrian-scale experience, making it easier for more patrons to visit local shops and restaurants in the East End. This type of development is shown in **Figure 5.3**.



Figure 5.3 Trail-Oriented Development and Two-Sided Architecture

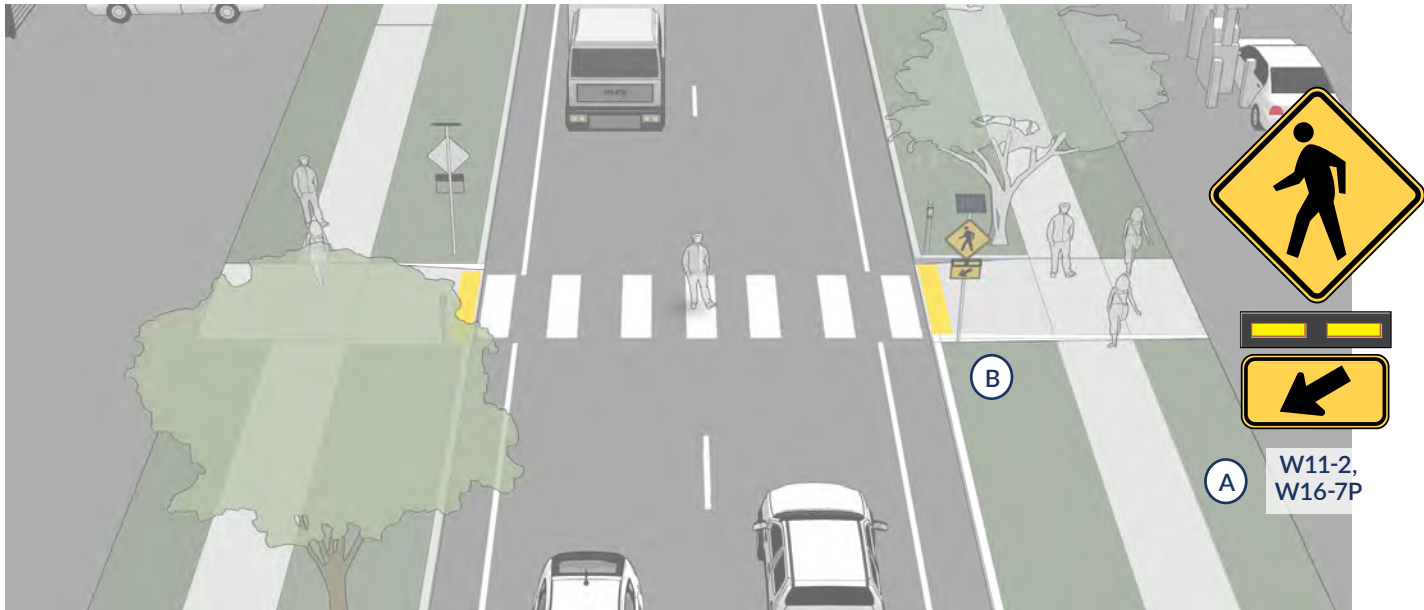


HIGHWAY + FRONTAGE ROAD CROSSINGS

OVERVIEW

Two pedestrian crossings have been identified in the preferred concept, in line with the recommendation in Pagosa Springs’ Comprehensive Plan to add crosswalks along the highway with safety features like flashing signals and speed/crossing warning signage. Both crosswalks traverse Hwy 160, but the east crosswalk also runs across both frontage roads. Due to the varying nature of the streets being crossed (highway and frontage road) two different treatments – Rectangular Rapid Flashing Beacons (RRFBs) and raised crosswalks – are recommended.

Figure 5.4 RRFB Crossing



TYPICAL APPLICATION

RRFBs are typically activated by pedestrians manually with a push button, or can be actuated automatically with passive detection systems. RRFBs shall not be used at crosswalks controlled by YIELD signs, STOP signs, Pedestrian Hybrid Beacons (HAWKs), or traffic control signals. RRFBs shall initiate operation based on user actuation and shall cease operation at a predetermined time or, with passive detection, after the user clears the crosswalk.

RECTANGULAR RAPID FLASH BEACONS

RRFBs are a type of active warning beacon used at unsignalized crossings where traffic volumes and higher speeds are prevalent. These beacons, activated by pedestrian push buttons, are designed to alert drivers to the presence of pedestrians in the crosswalk, as shown in Figure 5.4. RRFBs are recommended at all proposed crossings along Hwy 160 in the East End.

DESIGN FEATURES

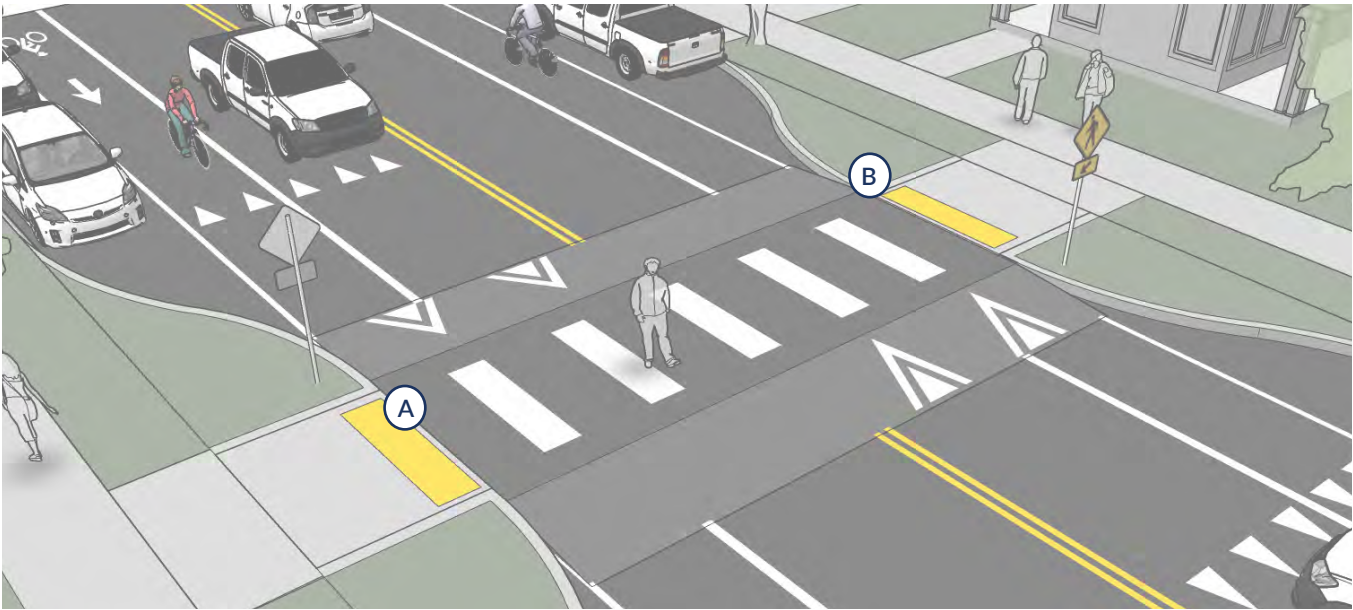
- A Must be used in conjunction with W11-2, S1-1, or W11-15, (and W16-7P if post-mounted). See FHWA Interim Approval 21 for more information
- B Beacons may be installed as side mounted or overhead installations

RAISED CROSSWALKS

A raised crosswalk can eliminate the need for grade changes from the sidewalk and give pedestrians greater prominence as they cross the street. Like a speed hump, raised crosswalks have a traffic-calming effect due to the quick grade change. They are also often paired with other traffic-calming treatments like curb extensions for a greater effect, as shown in Figure 5.5.

Raised crosswalks are typically implemented on low-speed streets with areas of high pedestrian activity. They may be unsuitable on high-speed streets, designated transit or freight routes, and in locations that would reduce access for emergency responders. Because of these recommendations, raised crosswalks are recommended at the crossings on both frontage roads in the East End, but not the highway crossings.

Figure 5.5 Raised Crosswalk



TYPICAL APPLICATION

Use detectable warnings at the curb edges to alert vision-impaired pedestrians that they are entering the roadway. Approaches to the raised crosswalk may be designed to be similar to speed humps. Drainage modifications may be required depending on the grade of the roadway.

DESIGN FEATURES

- A A tactile warning device should be used at the curb edge
- B No grade change with sidewalk level is preferred

Parking information provided by Walker Consultants

PARKING + CURBSIDE MANAGEMENT

OVERVIEW

Managing parking and the curb will help build ease and convenience into any concept alternative—no matter what transportation option is being used.

This section provides additional detail and clarity on five key strategies for effective parking and curb management in the East End.

1. PARKING ENFORCEMENT

Parking time limits on the street or in other parking facilities can be enforced using signage (Figure 5.6) coupled with on-the-ground enforcement provided by the Town. With any active enforcement strategy for managed parking areas larger than a handful of spaces, License Plate Recognition (LPR) systems are now the preferred enforcement tool. LPR systems are data capture and collection platforms that use specialized hardware, cameras, and software to quickly and effectively gain information about how long a vehicle has stayed in a particular parking space or zone.

2. LOADING ZONES

Loading areas—both for personal use and for commercial delivery and pick-up/drop-off—are important functions of the curb. There are many simple ways to designate and inform drivers about loading areas, shown in Figure 5.7, such as signage and color-coding. More advanced strategies include loading area permit programs for commercial users, like delivery and Uber/Lyft drivers.

3. FLEX ZONES

For areas with competing uses of a parking area, such as passenger vehicle parking, freight loading, and delivery activity, flex zones may be an appropriate best practice in streamlining the curb and balancing the needs of loading/unloading activity with parking availability. Flex zones are especially useful if activity across all uses and user groups peaks at different times throughout a day or week, as shown in Figure 5.8. Flex zones can be designated with signage and enforced like other parking/curb areas.

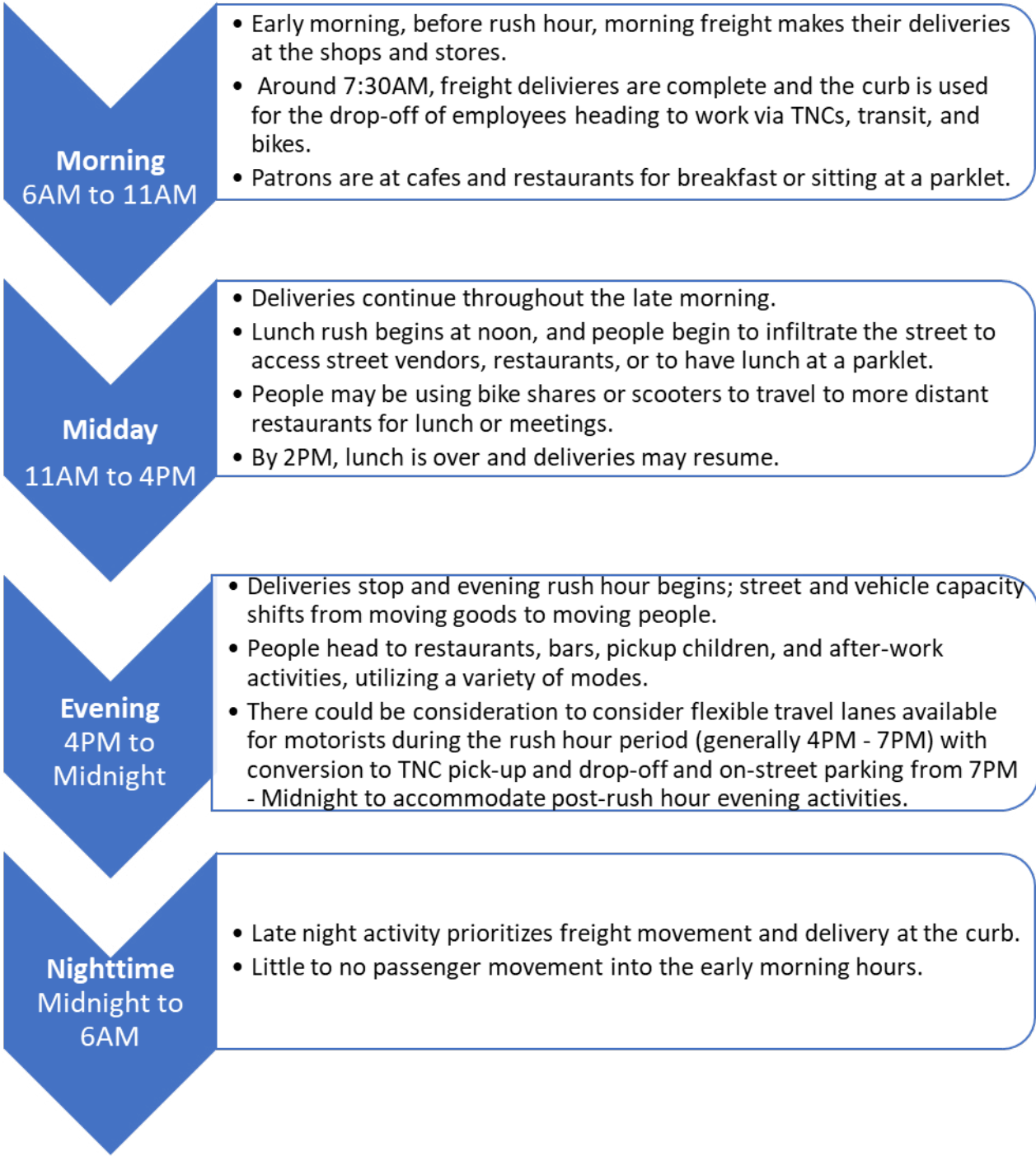
Figure 5.6 Signage to Help Inform and Enforce: Parking signage, like this example from the Town of Breckenridge, Colorado, can clearly and quickly inform parkers and help them make decisions about where and how to park



Figure 5.7 Signage + Color-coding to Indicate Loading Zones



Figure 5.8 Example Flexible Curb Guide; Adapted from Curb Control, Planning Magazine, June 2019



4. SHARED PARKING

The East End, both now and in the future, is well suited for increasing parking supply efficiencies with shared parking. “Shared parking” refers to the ability of two or more uses (e.g., residents and employees) to share a parking facility, without inconvenience. Shared parking helps maximize the efficiency of a parking facility, can support economic vitality and redevelopment, and can help improve users’ experience and reduce congestion and vehicle emissions by allowing for parking in designated areas by multiple kinds of parkers (Figure 5.9).

Figure 5.9 Shared parking can help make sure each space is used as efficiently as possible by minimizing the time it spends empty and unused—a common occurrence when parking is reserved for a single user. Source: Twin Cities Pioneer Press.



5. REMOTE PARKING

If parking is added to East End, excess parking could serve to accommodate spillover parking demand resulting from events occurring in downtown Pagosa Springs. Such remote parking could potentially be an especially suitable option for addressing spillover parking given the fact that the East End lies directly along the Hwy 160 corridor on the east end of Pagosa Springs. This means that visitors from the Front Range must pass through the area on their way to downtown and other points west, and they arrive at the East End before reaching downtown.

Additionally, the Town could choose to leverage parking in other parts of the community to serve activities in East End, such as special events and outdoor recreation. Outreach, communication and signage (Figure 5.10) are important components of any remote parking strategy. Some communities also support shuttle programs that help drivers feel comfortable parking in a remote location, knowing they'll get a quick ride to their final destination. Because shuttle programs can be expensive to operate, they are best used during intensive special events.

Figure 5.10 Parking Signage: This digital sign in the Town of Breckenridge, Colorado helps get drivers to remote parking locations, where they can hop on a shuttle to their final destinations.



DESIGN GUIDANCE + STRATEGIES IN PLACE

With a preferred concept selected and a series of design guidance and strategies to pull from, the visuals at right depict how two areas of the East End could look upon implementing the East End Multimodal Transportation Plan.

Figure 5.11 depicts what the north frontage road (Pagosa St) could look like with traffic flow shifted to one way, public parallel parking, and a newly-added continuous sidewalk that provides pedestrian access to businesses. With this newly-configured space, features detailed earlier in this section like street trees, bike racks, seating, trash and recycling receptacles, lighting, public art, and differentiated paving materials can be integrated into the space.

Figure 5.12 depicts what the area between the San Juan Riverwalk and the River Center shopping area could look like if the two spaces were better connected. A trail spur coming off of the Riverwalk could cross the River Center back parking lot to meet with a new building-adjacent sidewalk. Connecting these two spaces allows for the addition of trees, seating, and other amenities that formalize the look and feel of the space.

While these figures help depict the vision for the area, they are not meant to be taken as the final design for any of these spaces. The configurations and furnishings will be determined as the plan evolves.

Figure 5.11 North Frontage Road (Pagosa St) after Plan Implementation



Figure 5.12 Riverwalk and River Center Rear Parking Lot after Plan Implementation



06

IMPLEMENTATION

The Implementation section provides a list of priority projects as well as funding opportunities that will make project implementation possible.

[81](#) Introduction

[81](#) Priority Projects

[86](#) Funding Opportunities

INTRODUCTION

Following the completion of the concept designs and a multi-phase public engagement process, a list of 22 top priority projects have emerged as projects that will help transform the East End's multimodal environment.

PRIORITY PROJECTS

PRIORITIZATION PROCESS

While a long list of projects could be spelled out to make improvements in the East End, 22 projects stood out as the most clear and critical. To prioritize these 22 projects, a public outreach process, highlighted in [Chapter 3 - East End Vision](#), and detailed further in [Appendix B](#), was completed to give the public an opportunity to weigh in on the projects that resonated the most with them. This process included an in-person open house and an option to provide feedback online, allowing multiple ways for the community to provide their feedback.

The priority votes for each project were then totaled up, revealing the top priority projects as determined by the community. These projects are shown on [Map 6.1](#) and in [Table 6.1](#) in rank order.

It should be noted that although some projects rise to the top as public priority projects, certain constraints, including availability of land, potential funding, and more, will dictate which projects will be able to be implemented first. The public priority projects should be considered as first priority, but if the right conditions arise for a project that wasn't ranked as highly on the list, such as grant funding or partnership opportunities, that project should still be highly considered.



PRIORITY PROJECTS



- Bike/Pedestrian Circulation + Transit

Recreation + Civic Improvement

Vehicular Circulation

Parking Improvements
- 1

Pedestrian Bridge

2

Riverwalk Extension under Hwy 160 Bridge

3

Trail from Riverwalk to Reservoir Hill Trailhead

4

Sidewalks through Commercial Area of the East End

5

Riverwalk Extension to the East
- 6

Western Crosswalk

7

Central Crosswalk

8

Hwy 160/84 Crosswalks

9

Sidewalks Extending East to Hwy 160/84

10

Formal Transit Stops
- 11

Plaza Space by Proposed Bridge

12

Fill West Pond for Additional Park Space/Boat Ramp

13

Tubing Access in River Center Park

14

Tubing Access behind Riff Raff

15

Formalized Farmers Market/ Ice Rink Structure
- 16

One-way Frontage Roads

17

Roundabouts to Enter/Exit Frontage Roads

18

Hwy 160/84 Roundabout

19

Public Parking along Frontage Roads

20

Add Truck/Trailer Parking
- 21

East End Shared Parking

22

Clear access for vehicles to access City-owned Parking behind Rivercenter

Table 6.1 Total Votes for Each Priority Project

ID #	RANK	PROJECT NAME	WHAT IS THIS PROJECT?	WHY IS THIS PROJECT IMPORTANT/WHAT IS THE DESIRED OUTCOME?	# OF VOTES
BIKE/PEDESTRIAN CIRCULATION + TRANSIT					
1	#1	Pedestrian Bridge	Build a pedestrian bridge connecting the Museum to the East End, and connecting to the newly-extended Riverwalk	A pedestrian bridge would provide a much safer and more comfortable space to cross the river than the Hwy 160 bridge provides	39
2	#4	Riverwalk Extension under Hwy 160 Bridge	Extend Riverwalk under the east side of the Hwy 160 bridge	Extending the Riverwalk under the Hwy 160 bridge will expand recreation access on the East End and connect to another trail branch (the next project in the list)	24
3	#17	Trail from Riverwalk to Reservoir Hill Trailhead	Paved trail connecting the extended Riverwalk along Reservoir Hill to the Reservoir Hill Trailhead	Extending the Riverwalk trail into the East End will provide a connection to the Reservoir Hill Trailhead and a way to move through the East End without being close to the highway	6
4	#12	Sidewalks through Commercial Area of the East End	Working with property / business owners, potential easement and additional trade-offs will be needed to build a sidewalk along both frontage roads	Adding sidewalks along both frontage roads will allow for safe pedestrian accesses to businesses and recreation sites throughout the East End	7
5	#13	Riverwalk Extension to the East	Extend Riverwalk east to the Hwy 160/84 intersection	With new development coming in east of the East End, extending the Riverwalk will connect that area to the rest of Pagosa Springs	7
6	#20	Western Crosswalk	Striped crosswalk with RRFBs + warning signage	Adding clear striping, signage, and RRFBs will make this existing crosswalk much more visible and safe	2
7	#10	Central Crosswalk	Striped crosswalk with RRFBs + warning signage	Adding a central crosswalk will allow individuals to park on either side of Hwy 160 and cross back and forth to access various businesses	8
8	#18	Hwy 160/84 Crosswalks	Striped crosswalk with RRFBs + warning signage	With new development to the east, crosswalks as part of this roundabout will make the rest of Pagosa Springs accessible by foot or bike	4
9	#19	Sidewalks Extending East to Hwy 160/84	Sidewalk built on the south side of Hwy 160 that extends across the entire East End	With new development coming in east of the East End, extending sidewalks east will connect that area to the rest of Pagosa Springs	3
10	#21	Formal Transit Stops	Two formal transit stops, including seating, shelters, and signage, added	Formalizing transit stops will make these services a more clear option, and will make the service more accessible and attractive	1
RECREATION + CIVIC IMPROVEMENT					
11	#22	Plaza Space by Proposed Bridge	Add a plaza/gateway space that serves as the entrance to the proposed pedestrian bridge, and that can be used for events	If a pedestrian bridge is added across the river, a clear gateway access point will help draw people to it	1

ID #	RANK	PROJECT NAME	WHAT IS THIS PROJECT?	WHY IS THIS PROJECT IMPORTANT/WHAT IS THE DESIRED OUTCOME?	# OF VOTES
12	#2	Fill West Pond for Additional Park Space/Boat Ramp	Fill the already silted pond to add additional natural recreation space and a boat ramp area	The pond in it's current state is not well used and silts each year. Filling the pond and adding back natural park space will make the area more functional, and can also provide a boat ramp which was indicated as a need in the area	36
13	#6	Tubing Access in River Center Park	Add signage, a ramp, and drop-off area for tubers	Clear access and drop-off areas for tubers will keep tubers in public areas instead of launching from private property	11
14	#14	Tubing Access behind Riff Raff	Add signage, a ramp, and drop-off area for tubers	Clear access and drop-off areas for tubers will keep tubers in public areas instead of launching from private property	7
15	#3	Formalized Farmers Market/ Ice Rink Structure	Build a shelter that serves multiple purposes: a farmers/ makers market shelter in the warmer months, and an ice rink in the colder months	Creating a formalized space for markets can help make events larger and more consistent	26
VEHICULAR CIRCULATION					
16	#7	One-way Frontage Roads	Convert both frontage roads to one-way traffic	Converting frontage roads to one-way will reclaim space for public parking; this configuration will also encourage slower traffic on the frontage roads, and will connect in to two roundabouts (detailed below) to allow safe entrances and exits onto and off the highway	10
17	#8	Roundabouts to Enter/Exit Frontage Roads	Mountable roundabouts added at the entrance/exit to each frontage road	Roundabouts will facilitate safe, steady traffic flow	9
18	#11	Hwy 160/84 Roundabout	Roundabout added at the Hwy 160/84 intersection to accommodate flow of traffic between 160 and 84.	Roundabout will facilitate safe, steady traffic flow; This option will minimize traffic backups and spread traffic out evenly as it enters the East End	8
PARKING IMPROVEMENTS					
19	#9	Public Parking along Frontage Roads	Public parallel parking or angled parking added along each frontage road	Added public parking spaces using some space from the frontage roads that previously wasn't being used	9
20	#15	Add Truck/Trailer Parking	Truck/Trailer parking added in several areas to accommodate a variety of vehicle sizes	A variety of vehicles need to be accommodated in the East End in order to make it accessible to everyone	7
21	#16	East End Shared Parking	A shared parking strategy created among businesses that may require the acquisition of land for additional parking in the East End. Location to be determined.	With projected growth in Pagosa Springs and a current challenge with limited parking spaces, a shared parking strategy will allow for more access to the East End	7
22	#5	Clear access for vehicles to access City-owned Parking behind Rivercenter	Enhanced signage and clear indication where to access parking behind the Rivercenter	Current public parking for Rivercenter Park exists behind the Rivercenter, but it is not clear where it is, and is not easily accessible	18



FUNDING OPPORTUNITIES

Many funding sources are potentially available at the federal and state level for Pagosa Springs to implement the projects included in this plan.

Table 6.2 provides a list of funding sources that may be applicable to projects identified in this plan. Additional funding sources may be added after discussing the plan with CDOT.

Pagosa Springs should also take advantage of private contributions, if appropriate, in developing the proposed projects. This could come from a variety of resources, including right-of-way donations. Additionally, Pagosa Springs should consider developing a dedicated local funding source for active transportation improvements through a general fund allocation, which will be sustainable funding that can be used to leverage other sources as well as develop projects. In addition to these funds, multimodal projects can be funded through a variety of measures at the local level: bonds financing, special improvement districts, or specified local sales taxes.

Table 6.2 Active Transportation Funding Sources

NAME	DESCRIPTION	POTENTIALLY-FUNDED PROJECTS
STATE + LOCAL FUNDING SOURCES		
Reconnecting Communities Pilot Program (RCP)	<p>RCP is a Federal program that aims to reconnect communities that were previously cut off from economic opportunities by transportation infrastructure. Funding from this program supports planning grants, capital construction grants, and technical assistance to restore community connectivity through the removal, retrofit, mitigation, or replacement of eligible transportation infrastructure facilities.</p> <p>Highways (including a road, street, or parkway) or other transportation facilities (such as rail lines), that have formed a barrier to community connectivity, including barriers to mobility, access, and economic development, due to high speeds, grade separations, or other design factors, are eligible for this program.</p> <p>More information: https://www.transportation.gov/grants/reconnecting-communities</p>	<ul style="list-style-type: none">• #6-8: Crosswalks on Hwy 160• #17: Hwy 160/Frontage Road roundabouts• #18: Hwy 160/84 roundabout
Revitalizing Main Streets (RMS)	<p>The RMS Grant Program aims to help communities across Colorado implement transportation-related projects that improve safety and lead to long-term benefits to community main streets. In defining a main street, CDOT supports areas in/adjacent to community-focused downtown areas with opportunizing for working, dining and shopping. Main Street routes help form a region's identity and serve as major economic hubs in many towns and cities throughout Colorado. This program provides two separate grant opportunities, both supporting local communities as they explore innovative ways to reuse public spaces and help businesses operate safely, while improving multimodal safety and access along urban arterials.</p> <p>More information: https://www.codot.gov/programs/revitalizingmainstreets</p>	<ul style="list-style-type: none">• Projects in the Bike/ Pedestrian Circulation + Transit category
Rural Economic Development Initiative (REDI)	<p>The REDI program aims to help rural communities comprehensively diversify their local economy and create a more resilient Colorado. Successful applicants to this program are those from counties under 50,000 people, and from communities under 25,000 people. Funded projects include: plans, construction, programs, and capacity building. All applications must create and retain jobs, either direct or indirect. Projects must fall into one of the included categories, one of which directly applies to this plan: Job creation and retention through indirect means: infrastructure and placemaking projects, which enable a local government to activate a space for entrepreneurs and businesses</p> <p>More information: https://cdola.colorado.gov/funding-programs/rural-economic-development-initiative</p>	<ul style="list-style-type: none">• Projects in the Bike/ Pedestrian Circulation + Transit category• #11: Plaza space• #12: Fill west pond for additional park space• #15: Formalized farmers market/ice rink structure

NAME	DESCRIPTION	POTENTIALLY-FUNDED PROJECTS
Strategic Transportation Demand Management (TDM) Grant Program	<p>"The Strategic Transportation Demand Management (TDM) Grant Program was developed by the Office of Innovative Mobility to support communities and organizations working to expand and enhance trip-reduction initiatives, including existing initiatives and the development of new and innovative projects and programs. There are two funding opportunities available:</p> <p>1. The Innovation Grant opportunity provides funding for projects that incentivize innovative ideas that help TDM reach new audiences, address existing TDM gaps, and scale up existing best practices to expand impact. Innovation Grants reach up to \$50,000 per project over a one-year grant period in support of the program goals.</p> <p>2. Transportation Management Organization (TMO) Seed Funding Grant opportunity provides funding to establish new TMOs in un-represented areas of the state to add new perspectives to the TDM conversations that have the potential to increase TDM success in non-urban areas. Up to \$100,000 may be awarded per project over a two-year grant period in support of the program goals"</p> <p>More information: https://www.codot.gov/programs/innovativemobility/mobility-services/tdm/transportation-demand-management-grants</p>	<ul style="list-style-type: none">• Projects in the Bike/ Pedestrian Circulation + Transit category
Office of Innovative Mobility (OIM) Grants	<p>Similar to the Transportation Demand Management (TDM) Grants, the Office of Innovative Mobility (OIM) at CDOT is launching the CDOT OIM Grants to provide funding to private, public, non-profit and local agencies to fund innovative mobility & electrification solutions in Colorado.</p> <p>This grant aims to help stakeholders with financial assistance to implement programs and projects to support the goals and objectives of the Office of Innovative Mobility's core mission.</p> <p>More information: https://www.codot.gov/programs/innovativemobility/grants</p>	<ul style="list-style-type: none">• Projects in the Bike/ Pedestrian Circulation + Transit category• Electrification features in each parking project recommendation
Multimodal Transportation and Mitigation Options Fund (MMOF)	<p>The MMOF provides funding for capital, construction, operations, planning and Greenhouse Gas mitigation projects, including, but not limited to bicycle, pedestrian, ride sharing, or transit projects. MMOF funding may be combined with funding from other federal or state programs for projects that fall into eligible project categories. The provided funds are split between a State MMOF Program and a Local MMOF Program. Local MMOF Program funds are distributed by formula among Colorado's 15 Transportation Planning Regions (TPRs), who then award funding projects on a competitive basis within their regions.</p> <p>More information: https://www.codot.gov/programs/planning/grants/mmof-local</p>	<ul style="list-style-type: none">• Projects in the Bike/ Pedestrian Circulation + Transit category

NAME	DESCRIPTION	POTENTIALLY-FUNDED PROJECTS
Transportation Alternative Program (TAP)	<p>TAP is a competitive grant program that is awarded at the CDOT Engineering Region level. Projects eligible for this funding include: design and construction of pedestrian and bicycle facilities, environmental mitigation of transportation activities, scenic activities, and the preservation of historic transportation facilities.</p> <p>More information: https://www.codot.gov/programs/planning/grants/tap-fiscal-years-2023-25</p>	<ul style="list-style-type: none">• Projects in the Bike/ Pedestrian Circulation + Transit category
Non Motorized Trails Grants	<p>The Colorado State Recreational Trails Grant Program funds projects that improve outdoor recreation opportunities, including trail construction, maintenance, planning, and support while protecting wildlife, habitat, and cultural resources. This grant funds:</p> <ul style="list-style-type: none">-Construction-Maintenance-Planning-Support <p>Funding Request Limit: Up to \$250,000 for Construction/Maintenance projects; \$45,000 for Planning/Support. There is no minimum.</p> <p>More information: https://cpw.state.co.us/aboutus/Pages/TrailsGrantsNM.aspx</p>	<ul style="list-style-type: none">• #3: Trail from Riverwalk to Reservoir Hill Trailhead; Trailhead improvements• Multimodal project trailheads
Great Outdoors Colorado's (GOCO) Community Impact Program	<p>The Community Impact Program aims to enhance a community's quality of life and access to the outdoors through investments in capital infrastructure projects and community-driven processes that inform them. Funding is available for the following:</p> <ul style="list-style-type: none">• Local capacity building through investments in existing staff, community members, and/or consultants• Community planning, organizing and collaboration to identify existing barriers to outdoor experiences and solutions for overcoming them• Land acquisitions• Site-specific, community-centered design• Storytelling, project communications, and celebrations <p>More information: https://goco.org/programs-projects/grant-programs/community-impact</p>	<ul style="list-style-type: none">• Projects in the Bike/ Pedestrian Circulation + Transit category• #12: Fill west pond for additional park space/ boat ramp• #13: Tubing access in River Center park• #14: Tubing access behind Riff Raff

APPENDIX A

PLANNING CONTEXT

- [2](#) Overview of Existing Conditions
- [3](#) Existing Land Use and Character
- [6](#) Vehicular Transportation
- [10](#) Pedestrian + Bicycle Experience
- [11](#) Transit
- [12](#) Recreation
- [13](#) Parking
- [16](#) Currently-Planned Improvements

OVERVIEW OF EXISTING CONDITIONS

In order to create an effective plan for the East End, it is important to first consider the existing conditions of this area. This existing conditions analysis included a look at the following elements:

- Existing Land Use and Character
- Vehicular Transportation
- Pedestrian and Bicycle Transportation
- Transit
- Recreation
- Parking
- Currently-Planned Improvements

These elements are explored in detail throughout this section, and helped guide the ultimate project concepts.



EXISTING LAND USE AND CHARACTER

SURVEY + PROPERTY BOUNDARIES

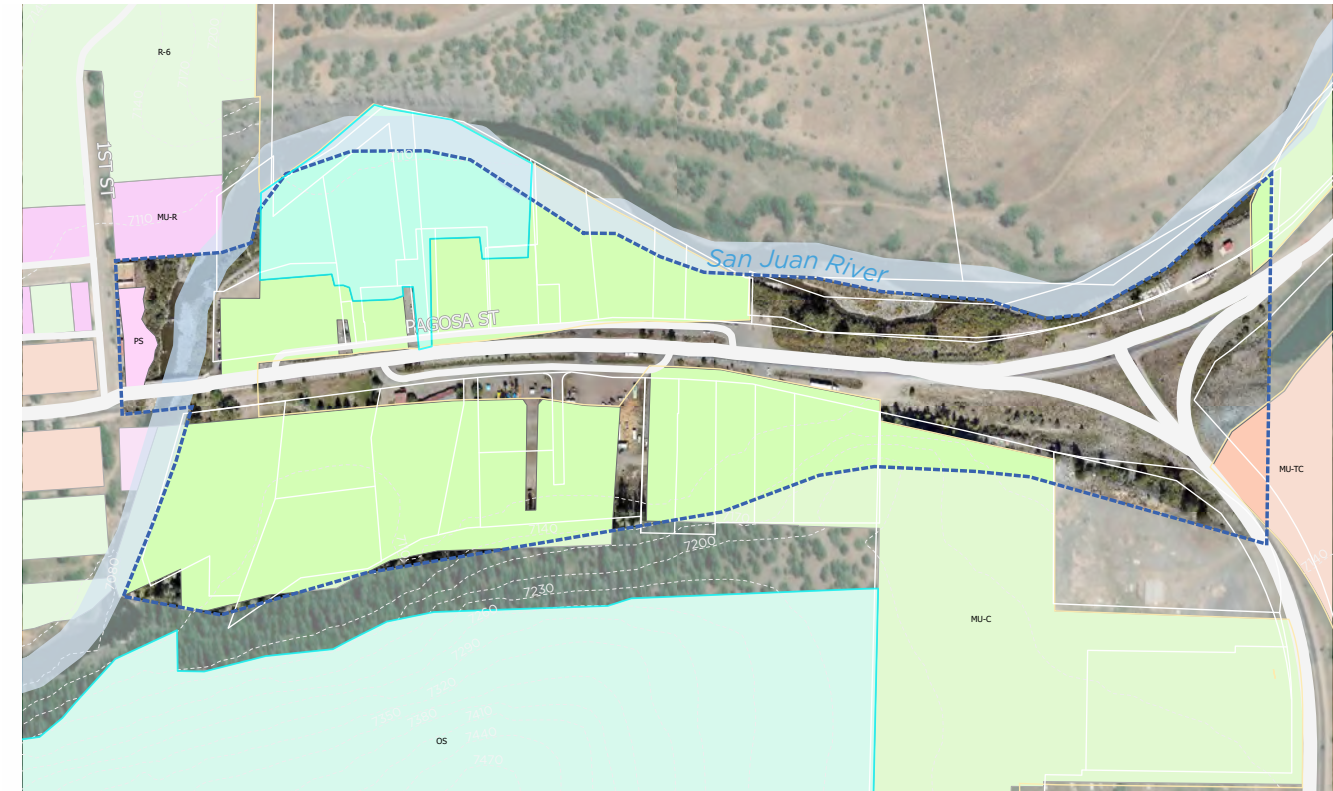
As part of the initial steps of the planning process, a site survey was conducted for the East End, determining elevation contours as well as property boundaries. It should be noted, however, that platting was completed prior to many new processes and official record keeping, so it will be critical to define property boundaries and right-of-way limits when planning for projects resulting from this plan.

EXISTING ZONING

Currently, the zoning in the East End consists of Mixed-Use Corridor (MU-C) for all of the land encompassed by buildings and parking lots. North of the River Center, River Center Park is

designated as Open Space (OS). Additionally, the area south of the Mixed-Use Corridor parcels in the furthest south portion of the project area is designated as Open Space (OS). There is also a small sliver of land on the western edge of the study area encompassing the river, river banks, and the Museum area that is designated as Public/Quasi Public (PS) zoning. Additionally, the area east of the merge of Hwy 160 and 84 is designated as Mixed-Use Town Center (MU-TC). Finally, the southern portion of the East End is designated as the Downtown East Village (ODE) Overlay District. The following zoning code descriptions are pulled directly from the “Zoning Districts” Article in the Pagosa Springs Code of Ordinances, and [Map A.1](#) shows their location in the East End.

Map A.1 East End Zoning



EAST END ZONING

Pagosa Springs East End Multi-Modal Master Plan

ZONING

MU-C	OS
MU-R	PS
MU-TC	R-6

LEGEND

Waterbody
East End Study Area
Town of Pagosa Springs Boundary

0 0.05 0.1

Miles

N

MIXED-USE CORRIDOR (MU-C)

The MU-C district is intended to allow for the vertical or horizontal mixing of uses, including some high-density residential, along major highways. Commercial uses are appropriate, including retail, offices, hotels, and tourism-related businesses. The district is intended to promote gradual development and redevelopment of existing commercial corridors to become more vibrant and attractive mixed-use areas that also contain some housing, offices, and light trade.

OPEN SPACE (OS)

The OS district is intended for open space and parks. The district is intended for public or quasi-public facilities and private facilities of a non-commercial character serving the general public.

PUBLIC/QUASI PUBLIC (PS)

The PS district is intended for uses related to community services, such as fire stations, schools, libraries, community centers, hospitals, Town buildings, utilities, cemeteries, and places of worship.

MIXED USE TOWN CENTER (MU-TC)

The MU-TC district is intended to promote a wide range of residential and non-residential land uses in the downtown. The district is intended to maintain and improve the vibrant downtown area as an environment that has employment and shopping opportunities, a range of housing types, and parks, lodging, open space, and civic uses. New development should occur in traditional development patterns-with narrower streets, smaller blocks, and smaller lots. The MU-TC district is intended to encourage predominantly vertical with some horizontal mixed-use in a pedestrian-friendly environment that is not dominated by one (1) land use or housing type.

DOWNTOWN EAST VILLAGE (ODE) OVERLAY DISTRICT

The ODE Overlay is established to accommodate less intense commercial uses such as small offices, restaurants, individual retail stores, galleries, and other uses of similar impact. The Town also hopes to maintain and utilize the older homes existing in the district for commercial and residential uses. New residential uses are permitted, but commercial uses are encouraged.

FUTURE LAND USE

Future land use in the East End is proposed to change based on the language and maps included in the Pagosa Springs Forward Plan (Comprehensive Plan). It is shown that the parcels that were previously designated as Mixed-Use Corridor (MU-C) will become Mixed-Use Town Center (MU-TC). This change means future development in the area will consist of narrower streets, smaller blocks, and smaller lots overall, making for a pedestrian-friendly environment with multiple types of housing/businesses. Additionally, the East End area will become part of its own overlay district: River Center (RC), encouraging more redevelopment in the area, and especially development that maintains consistent small-town character from the rest of Pagosa Springs.

TYPES OF BUSINESSES

Currently, there are a wide variety of businesses located in the East End. These businesses fall generally into the following categories:

- Food/Dining
- Hospitality
- Convenience/Grocery Store
- Sporting Goods
- Cannabis Dispensary
- Brewery/Liquor Store
- Gifts

URBAN FORM

The East End is made up of several roadways (HWY 160 and two frontage roads), parking lots, businesses/properties, pedestrian facilities, and park space/river.

ROADWAYS

The East End is very vehicular-centric, with the two-lane HWY 160 bisecting the north and south sides of the area. Lining the highway on either side are frontage roads (Pagosa Street on the north side, and an unnamed frontage road on the south side). Beyond these frontage roads are large parking areas, both paved and unpaved in some areas. With the highway having just two lanes that accommodate both through and turning traffic, backups often occur when a vehicle in one lane is turning left. Additionally, turning onto the highway from one of the frontage roads can be challenging as there is generally a steady flow of traffic in either direction due to limited traffic calming or stopping devices in the general area, and left turns are legally not permitted.

PARKING

The frontage road is not distinctive from the private parking lot facilities, and the majority of the parking lots do not feature parking spot markings, causing spontaneous parking that limits parking availability. Parking spot marking is especially challenging in areas where the parking lots are unpaved. Also, while most of these parking areas are designated for private businesses, there is limited parking available on the northwest portion of the study area behind business buildings and right in front of the river/park. While this space is available, many people parking to use the park/river are unaware of where the public parking starts and ends, and park in spots owned by businesses/property owners. Some business/property-owners have fenced off their individual parking spaces to reserve room for their employees and/or customers.

BUSINESSES/PROPERTIES

As mentioned above, there are a wide variety of businesses in the East End. Many of these businesses are part of the River Center building, creating an outdoor-mall type environment on the north side of the East End. Further east, the businesses are all separate buildings, as are all of the businesses on the south side. The south side also hosts a farmers/maker’s market space that currently consists of several standalone shelters, seating, and plug-in posts for vendor use.

PEDESTRIAN FACILITIES

Pedestrian access to businesses in the East End is limited to immediately in front of businesses. These sidewalks are not a continuous width due to building columns, placement of seating/other outdoor features, and breaks between buildings. No pedestrian facilities are available coming from the parking lot or along the frontage roads. Because of these missing facilities, pedestrians are often seen walking down the sides of the frontage roads, randomly through the parking lots, and in the parking spaces in front of stores (if open) to avoid the inconsistent sidewalks along the front of the storefronts. More information on the pedestrian experience is provided later in this chapter.

PARK SPACE/RIVER

North of the parking space behind the businesses in the East End, River Center Park, the San Juan River, and San Juan Riverwalk trails make up a fairly hidden recreation space. The fronts the river and connects into River Center Park, and runs alongside the back side of businesses on the east side of the East End, creating back door public access for these businesses.

On the south side of the East End, beyond the parking lots/businesses to the south is the beginning of the forested River Hills Park with access to Reservoir Hill hiking trails.

VEHICULAR TRANSPORTATION

OVERVIEW

Vehicular transportation in the East End consists of Hwy 160 bisecting the area, the Hwy 160 connection to Hwy 84, and two frontage roads that run north and south of Hwy 160. This section explains each of these facilities in greater detail. A general existing cross section of the center of the corridor, including the current widths of the Hwy 160 corridor in the East End, including indications of the CDOT Right of Way (ROW), frontage roads, and pedestrian experience along the corridor, is displayed in [Figure A.1](#).

HIGHWAY 160

Hwy 160 is a 2-lane highway that transects Pagosa Springs, and splits the East End into two areas – north and south. Throughout the East End, Hwy 160 maintains its 2-lane organization, with varying shoulder widths throughout. While the highway is going through a town, vehicular speeds often exceed the speed limits, making Hwy 160 feel like a barrier between each side of the East End. The following section elevation

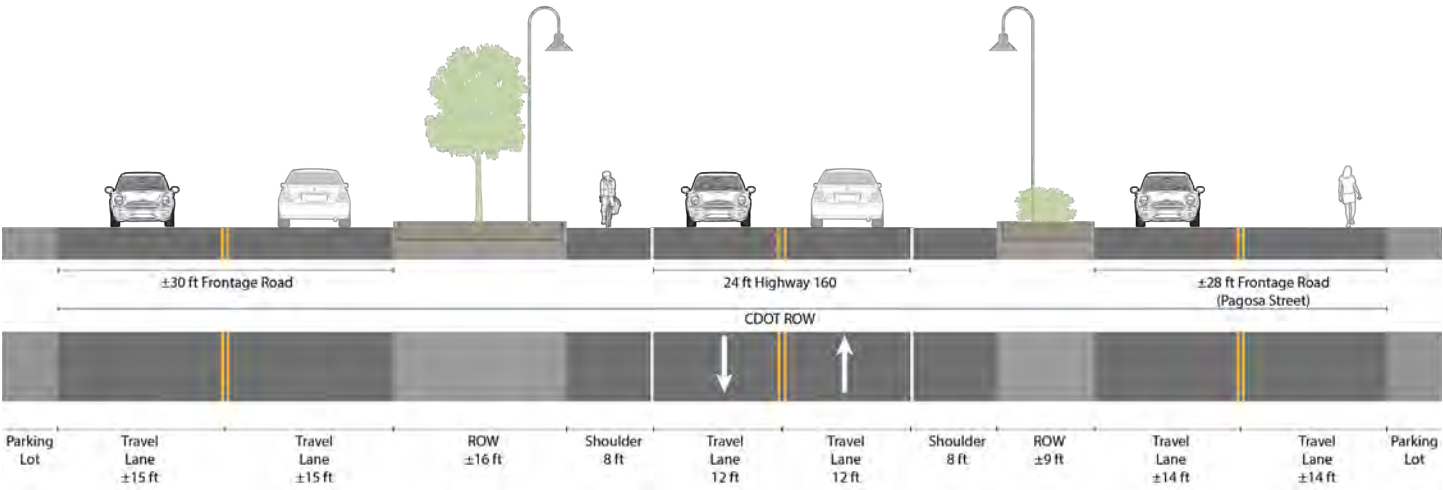
COLORADO DEPARTMENT OF TRANSPORTATION (CDOT) RIGHT OF WAY (ROW)

The CDOT ROW is a large portion of the East End, consisting of the highway main lanes and shoulders, narrow landscape strips on either side, both frontage roads, and parts of the informal parking lots.

HIGHWAY MAIN LANES

Hwy 160 through the East End consists of two travel lanes, one with eastward bound traffic, and one with westward bound traffic. These travel lanes are 12 ft wide, and both lanes have an approximately eight-foot shoulder on the outer edge. At the edge of the shoulder, there are planted Right of Ways (ROWs) of varying widths.

Figure A.1 Existing East End Cross Section



HIGHWAY 160 BRIDGE

The Hwy 160 bridge, as shown in [Figures A.2 and A.3](#), maintains two lanes of traffic across in addition to very narrow (<2') shoulders, and sidewalks on either side. However, these sidewalks are very narrow (four feet), forcing pedestrians to walk single file alongside fast-moving traffic (the speed limit is posted at 30mph, but vehicles tend to speed much quicker). These sidewalks do not continue far along Hwy 160 in the East End; the sidewalk on the southern side terminates at the marked crosswalk just east of the bridge (though a clear pedestrian desire path has been formed over the years connecting to the businesses on the south side, indicating that pedestrians are still walking here despite no designated facility), and the sidewalk on the north side connects in to the San Juan Riverwalk trail, limiting pedestrian access to the majority of the East End Corridor.

Figure A.2 Existing Hwy 160 Bridge Cross Section

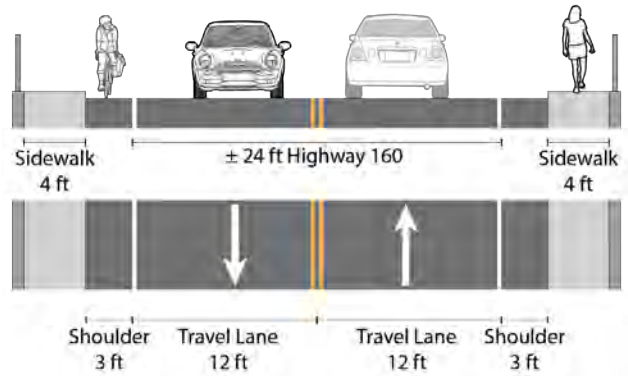


Figure A.3 Current Hwy 160 Bridge Pedestrian Experience



Additionally, as mentioned above, the bike lanes on the west end of the bridge are painted as if running right onto the sidewalks, though there are no ramps to access them, nor are they wide enough to comfortably accommodate a bicyclist – especially if they would need to pass an oncoming bicyclist or pedestrian.

HIGHWAY 160 @ HIGHWAY 84 INTERCHANGE

At the east side of the East End, Hwy 84 intersects with Hwy 160, as shown in [Figure A.4](#). Currently, there is no stopping control at the intersection other than from Hwy 84 northbound. This leads to large backups on 84 when there is heavy traffic on Hwy 160. Backups are especially prevalent during ski season in the mornings and evenings when a heavy flow of traffic on 160 makes turning left onto 160 from 84 very challenging. In addition to the constant flow of traffic on 160, the speeds of moving vehicles often far exceed the posted speed limits, adding another challenge for those turning left onto 160 from Hwy 84.

Figure A.4 Hwy 160/84 Intersection



FRONTAGE ROADS

Off of Hwy 160, there are two two-way frontage roads that are part of the CDOT ROW. The north frontage road, Pagosa Street, (shown in [Figure A.5](#)) is about 28 ft wide, with 14 ft travel lanes in each direction. Along Pagosa Street, there are three ingress/egress points – one on each end, and one about 340 ft west of the easternmost ingress/egress (about 1/3 of the way down Pagosa Street from the east). While these can all be entered from either direction (eastbound or westbound) from Hwy 160, signs along Pagosa Street indicate that left turns onto Hwy 160 are not allowed, due to the constant flow of traffic in both directions. Despite this, vehicles were observed making left turns from Pagosa Street as openings allowed while the project team was walking the site. Additionally, the ingress/egress location 1/3 of the way down Pagosa Street from the east has a sign indicating that it is not to be used as an exit. However, again, vehicles were still observed exiting onto Hwy 160 at this location.

The south frontage road, which does not have an official name, also features three ingress/egress points. On this side, each point features only a stop sign, and no signed limitations on allowed turning directions. Turning left from these points, however, is still difficult due to the constant nature of traffic on Hwy 160.

Because of the left turns taken from each frontage road onto Hwy 160, backups along the frontage roads are frequent, especially if multiple vehicles are attempting a left turn and/or if a vehicle is hanging into a travel lane on the frontage road. An additional challenge with the existing frontage roads is the unclear boundary between moving traffic and private areas/parking lots. No medians or other types of separation are in place, creating confusion about where parking starts and ends, and where vehicles driving down the frontage roads should be driving.

Figure A.5 Typical Frontage Road Characteristics, Shown on the South Frontage Road



TRAFFIC VOLUMES + POSTED SPEEDS

TRAFFIC VOLUMES

The following traffic volumes are 2020 volumes pulled from the Colorado DOT Online Transportation Information System (OTIS).

Station ID 104829 along 160A just west of the intersection of 160A and 84A

- AADT: 8800 (recorded in 2020)
- Single Unit Trucks: 230
- Combination Trucks: 300

Station ID 103634 along 84A south of the intersection of 84A and 160A

- AADT: 3900 (recorded in 2020)
- Single Unit Trucks: 110
- Combination Trucks: 90

Station ID 104830 along 160 A northeast of the intersection of 160A and 84A (further northeast than the East End study area, but still important to take into account)

- AADT: 4100 (recorded in 2020)
- Single Unit Trucks: 160
- Combination Trucks: 250

POSTED SPEED LIMITS

The current speeds limits in the East End, as shown in [Figure A.6](#) and described below, play a role in the feeling of safety and comfort in the East End.

Westbound: The posted speed limits along the East End Corridor heading westbound vary from 25mph to 55mph. The higher speed areas are along Hwy 160 east of the study area, with a 55mph speed limit posted just before the intersection with Hwy 84. Then, moving closer to the study area, signs lower to 45mph and then 25 mph right after the intersection of the two highways. Once the business district is approached, the speed rises to 35mph and continues at 35 throughout the corridor until lowering to 30mph just before the Hwy 160 bridge.

Eastbound: The posted speed limit coming from the west side of town and across the Hwy 160 bridge is 30mph, then raises to 35mph immediately east of the bridge. This speed limit continues through the corridor until the end of the business district area where the speed raises to 45mph. Then, once past the intersection of Hwy 160 and Hwy 84, the speed again raises to 55mph.

Highway 84: Leading into Hwy 160, the posted speed limit along Hwy 84 is 45mph.

Figure A.6 Posted Speed Limits in the East End. (Map: Mapillary)



PEDESTRIAN + BICYCLE EXPERIENCE

PEDESTRIAN EXPERIENCE

Pedestrian access in the East End is extremely limited due to a lack of sidewalks along Hwy 160 and the two frontage roads, through parking lots, and between businesses on either side of the highway. Of the sidewalks that do exist connecting storefronts on the north side of the highway at the River Center, they are privately owned by the adjacent property, and therefore not considered to be public sidewalks. Additionally, due to many structural columns, shop/restaurant seating, narrow widths, and other physical barriers, not all sidewalks are ADA-compliant. On the south side of the highway, none of the businesses are connected via continuous sidewalks, so pedestrians are left to cut through parking lots and the market area to get from place to place.

CROSSWALKS

When it comes to crossing Hwy 160 as a pedestrian, there is one marked crosswalk just after the bridge on the west end of the study area ([Figure A.7](#)), but there are no traffic slowing/stopping interventions (ex. Rectangular Rapid Flashing Beacons (RRFBs), Pedestrian Hybrid Beacons (PHBs), etc.) other than a striped crosswalk and warning signs to vehicles indicating that pedestrians might be crossing. This makes for a dangerous pedestrian experience. Additionally, with this being the only marked crosswalk along the Hwy 160 corridor in the East End, walking between the north and south sides of Hwy 160 is unsafe, and can feel impossible with constant flows of traffic from each direction.

Figure A.7 Pedestrian Crosswalk East of Hwy 160 Bridge



BICYCLE EXPERIENCE

Currently, there are no bicycle-specific facilities located in the East End. If bicyclists do ride in the area, they typically ride in the shoulder of Hwy 160, as shown in [Figure A.8](#), which poses multiple threats. These include vehicles veering into the shoulder, vehicles attempting to pass other vehicles that are waiting to turn left, and vehicle and other debris causing obstacles in the shoulder. Additionally, riding across the Hwy 160 bridge is a challenge because there are no rideable shoulders, four-foot-wide sidewalks with no clear entry ramps from the bike lanes west of the bridge, and fast-moving vehicles in the traffic lanes. With designated bike lanes available just across this bridge, the East End feels especially cut off from the rest of town for those looking for a comfortable biking experience.

Figure A.8 Cyclist Riding in the Hwy 160 Shoulder



TRANSIT

Mountain Express Transit (MET), shown in [Figure A.9](#) is a local shuttle bus that is available to get between downtown and uptown in Pagosa Springs. MET stops are located throughout the town, with one stop (the furthest east stop) connecting the East End on the east side of Pagosa St (the northern frontage road). The next closest stop to the East End is at 2nd Street and Hwy 160, just a block past the Hwy 160 bridge. The service operates Monday through Thursday from 7am-4pm, Friday from 7am-8pm, and Saturday from 10am-8pm, and costs \$1-2 depending on the length of the trip.

There is also a Dial-A-Ride program that allows someone to call 24 hours ahead to coordinate a ride within or outside town limits on the caller's schedule. If within town limits, a one-way ride costs \$8 (\$4 for seniors), and if outside of town limits, a one-way ride costs \$16.00 (\$8 for seniors).

Figure A.9 Mountain Express Transit (MET) Vehicle. (Image: visitpagosasprings.com)



RECREATION

EXISTING FACILITIES

The East End has the necessary features to become a recreation destination in Pagosa Springs due to its location alongside the San Juan River and Reservoir Hill. These features make fishing, ice skating, hiking, mountain biking, floating, walking/running/biking the San Juan Riverwalk, and a multitude of other recreational activities available in the area.

PARKS

RIVER CENTER PARK

River Center Park, shown in [Figure A.10](#) features access to the San Juan River for tubing, fishing, and other activities, two ponds for fishing and ice skating, a playground, a picnic shelter, barbecue grills, and seating throughout. While it features so many amenities, its location behind the businesses in the East End makes it a lesser-known park within the community. For those who do visit the park, there is parking available in the town-owned parking area, and it is also accessible via the San Juan Riverwalk.

While the ponds bring opportunities for recreation, they also pose some challenges. The eastern pond often fills with silt, and they both occasionally require dredging. There are also occasionally issues with the ponds flooding onto the San Juan Riverwalk.

RESERVOIR HILL PARK

Reservoir Hill Park is a park located on a large hill in the southern portion of the East End study area, continuing west to access behind the Healing Waters Spa. This park features many natural surface trails for hiking, trail running, mountain biking, snow shoeing, and cross-country skiing, as well as a disc golf course and a scenic overlook. To access the trails from the East End, a trailhead is located south of the Farmers Market Lot area/San Juan Motel.

TRAILS

The River Center Trail connects from the northeast side of the Hwy 160 bridge and currently ends at Riff Raff on the Rio, a local brewery. The trail also has spurs that run into River Center Park, and is slated to continue eastward down the river in the future.

While this trail provides a great opportunity for recreation, several challenges have been identified associated with the trail. With business parking lots backing onto the trail, vehicles have been driving on the trail to access the back of buildings. Many of these buildings are completely disconnected from the trail, with no back entrances or signs. This makes the trail feel less inviting than it does, for example, by Riff Raff on the Rio, where the trail intersects the brewery's patio and leads up to the brewery's back entrance. The trail also lacks any sort of wayfinding that indicates where the trail begins/ends, destinations along the way, etc. This leads to the trail feeling very limited, and not seen as a true amenity in the East End.

Figure A.10 Cyclist Riding in the Hwy 160 Shoulder



PARKING

PARKING INVENTORY

Parking in the East End is primarily provided in a mix of formal (paved, striped, and designated) and informal (unpaved and unimproved) surface lots associated with adjacent businesses. There is no public off-street or on-street parking; the public right-of-way is dedicated entirely to travel lane space and a small shoulder which is used on an ad hoc basis for loading, unloading, and staging.

Table A.1/Figure A.11 shows the estimated inventory of each of these lots, many of which do not include delineated spaces. Note that the boundaries for each lot are approximated based on aerial visuals.

PARKING NEEDS

TYPICAL PARKING NEEDS

The East End includes a mix of commercial buildings, including service and tourism retail, restaurants, office space, and two small hotels. The area is also home to the Pagosa Farmers Market, held every Saturday from mid-June through mid-September.

In total, the East End houses roughly 96,000 square feet of commercial space. Table A.2 summarizes commercial uses in the East End.

Walker projected existing typical parking supply needs using land use-based ratios developed by the Urban Land Institute (ULI) and complemented by Walker’s proprietary research database. Given the current reliance on single-occupancy vehicles and the lack of pedestrian and bicycle infrastructure in the area, Walker did not apply any further reductions in this ratio to account for the use of other transportation methods to access to or movement throughout the East End, such as transit, bicycling, or walking. Some reductions are assumed based on complementary hourly demand generation patterns for different uses, such as a hotel and a retail shop. No parking data was collected on-site for this analysis.

Table A.3 summarizes projected existing typical parking supply needs based on these factors. Note that these are estimated figures and not intended to be a replacement for on-the-ground data collection of existing parking utilization and demand patterns. Typical peak demand is projected to occur on a Saturday afternoon in the summer.

In addition to its typical daily parking demand, the study area is home to the East End Farmers Market, a weekly event in the summer that attracts roughly 100-200 attendees. The study area also provides access to River Center Park, with some undesignated parking available behind the shopping complex at East Pagosa Street. The park includes several amenities, including two ponds used for fishing in summer and skating in winter, picnic tables, barbecue grills, kayak and raft launching facilities, and river access.

Table A.2 Overview of Commercial Uses

Use	Density (Rounded)
General Retail	35,000 SF
Restaurant/Brewery (Sit-Down)	18,000 SF
Restaurant (Quick-Serve/Casual)	5,500 SF
Museum	2,040 SF
Hotel/Lodging	35,485 SF (84 rooms)

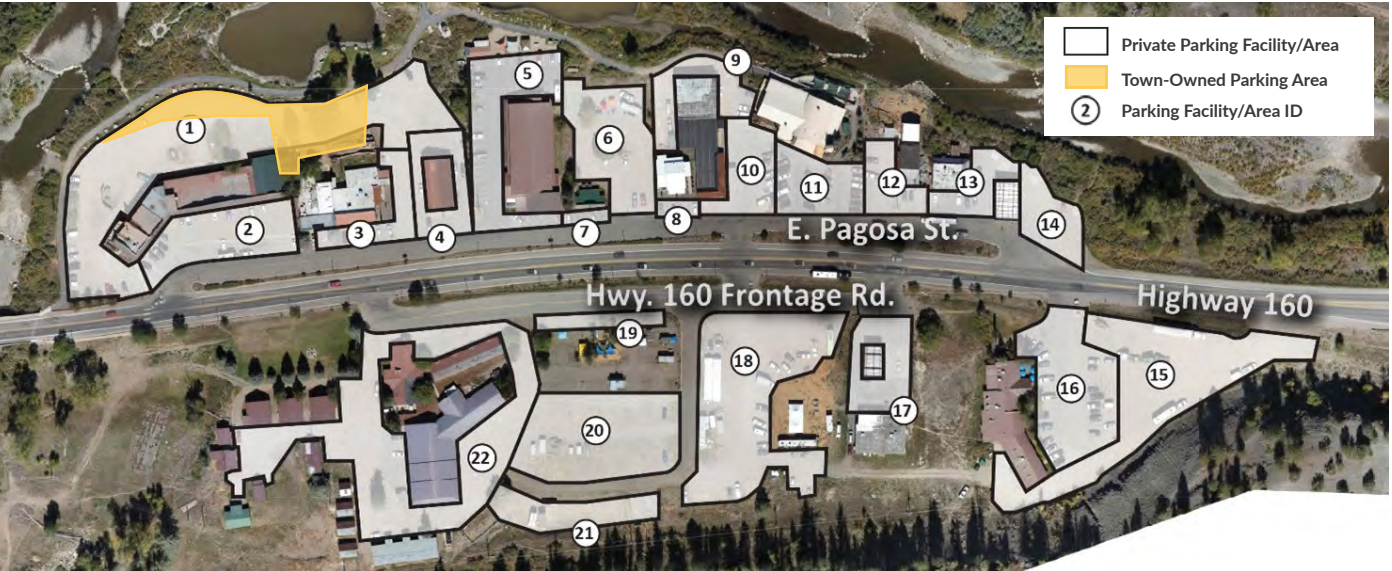
Table A.3 Projected Parking Supply Need by User Group

User Group	Projected Parking Need (Rounded)
Retail/Restaurant/Museum Customers	250 spaces
Hotel Guests	70 spaces
Employees	70 spaces
Total	390 Spaces

Table A.1 Approximated Inventory per Facility

Parking Facility ID	Parking Lot/Parking Area	Formal/Striped Spaces	Estimated Number of Informal Spaces ¹	Total Estimated Parking Supply
1	River Center S.C. Back Area		143	143
2	River Center S.C. Front Area		43	43
3	Summit Ski and Sports		17	17
4	Silver Dollar Liquor		21	21
5	RiverWalk Inn	45		45
6	Smoke Rings Rear		41	41
7	Smoke Rings Front	5		5
8	The Green House Front	6		6
9	The Green House Rear		15	15
10	Ski & Bow Rack		21	21
11	Riff Raff on the Rio		29	29
12	Meander Riverside Eatery		20	20
13	Everyday Gas North Main		18	18
14	Everyday Gas North Dirt Area		15	15
15	Wolf Creek Gift/Junction East		83	83
16	Wolf Creek Gift/Junction West		51	51
17	Everyday Gas South		32	32
18	East Side/Farmers' Market East		87	87
19	East Side/Farmers' Market Street	10		10
20	East Side/Farmers' Market Rear		70	70
21	East Side/Farmers' Market Far Rear		16	16
22	San Juan Motel	24	57	81
Total		90	779	869

Figure A.11 Parking Facility/Area Map



1 350 square feet per parking space was used as the metric to calculate potential parking in unimproved surface areas

FUTURE PARKING NEEDS

Based on data provided by the Town, the East End has the potential to develop roughly 290,000 square feet of additional commercial space. To project parking impacts of this potential new development, Walker evaluated three different scenarios. [Table A.4](#) shows a high-level projection of potential parking needs under each scenario.

Scenario 1 assumes no significant changes to transportation infrastructure or behaviors. Single-occupancy vehicles are the primary method of arrival to and circulation within the East End.

Scenario 2 assumes moderate changes to transportation infrastructure and behaviors resulting in moderate (10%) reductions to the percentage of people driving to the within the East End.

Scenario 3 assumes transformational changes to transportation infrastructure and behaviors resulting in substantial (25%) reductions to the percentage of people driving to and within the East End.

Note that Walker recommends conducting on-site data collection and a more rigorous analysis of future potential parking needs as a result of new development prior to formally evaluating sufficiency of existing parking facilities and/or planning new parking facilities. This is intended as a high-level, order-of-magnitude analysis based on publicly available information and data provided by the Town.

Table A.4 Projected Parking Supply Need by User Group

Scenario	Projected Parking Needs (Rounded)
Scenario 1 - Linear Growth	810 spaces
Scenario 2 - Moderate Behavior Change	730 spaces
Scenario 3 - Transformational Behavior Change	610 spaces

INFLUENCING PLANNING CONTEXT

The Town's newest comprehensive plan, Pagosa Springs Forward (adopted 2018), outlines several action steps related to parking provision and management that will influence decision-making in the East End, outlined below by category.

PARKING MANAGEMENT AND OPERATIONS

- Manage parking in accordance with the surrounding land uses, and regularly evaluate parking management needs based on changes to the land use and activity patterns.
- Encourage park-once strategies by allowing for and/or providing shared parking for a variety of land uses.
- Consider expanding public ownership and/or control of parking facilities.

PARKING ALLOCATION AND DESIGN

- Locate parking in a way that enhances the pedestrian experience.
- Leverage on-street parking to shield pedestrians and create more pleasant walking experiences.
- Locate parking on the exterior of a commercial district to encourage walk-in businesses and pedestrian scale.
- Incorporate electric vehicle charging stations into the design of any new parking facilities.

PARKING REGULATION AND POLICY

- Encourage shared parking among new developments and discourage oversupply.
- Consider creating an in-lieu fee program to support operations, maintenance, and capital costs associated with building and operating parking resources.

CURRENTLY-PLANNED IMPROVEMENTS

Several improvements are planned regarding transportation along Hwy 160 in the near future.

One large project is the addition of a vehicular bridge across the San Juan River in downtown to accommodate anticipated future traffic increases that are associated with new development south of downtown along Hot Springs Boulevard and Light Plant Road. This bridge will help distribute traffic, and relieve some congestion along Hwy 160.

There are also plans to extend the San Juan Riverwalk trail system from downtown to the East End by adding a new pedestrian bridge over the San Juan River by the San Juan Historical Museum. The bridge will run parallel to the existing Hwy 160 bridge (approximate location shown in [Figure A.12](#)). This will provide a space for pedestrians and bicyclists to cross the river as opposed to using the cramped Hwy 160 bridge.

Another project closer to the East End is the addition of a Rectangular Rapid Flashing Beacon (RRFB) and a marked crosswalk just west of the Hwy 160 Bridge in the East End at the intersection of 160 and 1st Street. This project will allow pedestrians to press a button when they want to cross 160, and stop traffic coming from both directions, allowing them to safely and easily cross the highway. Another benefit of this project is that breaks in traffic will be provided elsewhere along the corridor when the RRFB is used. This will reduce the constant nature of traffic along 160, allowing for easier and safer left turns onto the highway, as well as more opportunities for pedestrians to cross at unsignalized crosswalks along the corridor.

Figure A.12 Approximate Location of the Proposed Pedestrian Bridge Across the San Juan River



APPENDIX B

EAST END

VISION

- 18 Phase 1 - Existing Conditions
- 27 Phase 2 - Virtual Open House
- 41 Phase 3 - Draft Scenarios
- 54 Phase 4 - Recommendations + Priorities

PHASE 1 - EXISTING CONDITIONS

OPEN HOUSE

The Phase 1 open house was hosted on the evening of October 6th, 2021 in the gymnasium at Pagosa Springs’ Ross Aragon Community Center.

COMMUNICATION MATERIALS

A public open house flyer (Figure B.1) was printed and shared around town, as well as shared virtually through the MyPagosa platform and social media outlets. At the open house, a project overview sheet (Figure B.2) was printed and shared with those in attendance

OPEN HOUSE BOARDS

Eight boards were included as part of the first public open house. These boards included:

1. A map of the existing site, aiming to orient the public to the project bounds
2. A map of the site for participants to mark up with barriers they encounter in the East End
3. A map of the site for participants to mark up with opportunities they see in the East End
4. Site photos of the existing East End
5. Photos and descriptions of types of amenities that could be included in the East End Plan
6. An open-ended board with the prompt: My vision for Pagosa Springs’ East End is...
7. A list of plan goals and the opportunity for the public to rank their top three priorities with stickers
8. An open-ended board to share additional plan goals

These boards were also posted to the Pagosa Springs East End virtual open house website, allowing those who could not attend the in-person open house, or those with additional thoughts for the area after the open house, to share their ideas.

Figures B.3-B.10 show the boards that were marked up during the in-person open house.

OPEN HOUSE OUTCOMES

Figure B.11 shows the opportunities, constraints, and big visions gathered from the public open house.


WALKING TOURS

Two business and property-owner walking tours were hosted on the morning of October 7th, 2021 at both 8 and 10 am. These walking tours were planned as an opportunity for business/property-owners to point out the issues they currently experience, and the opportunities they see possible for the East End.

WALKING TOUR OUTCOMES

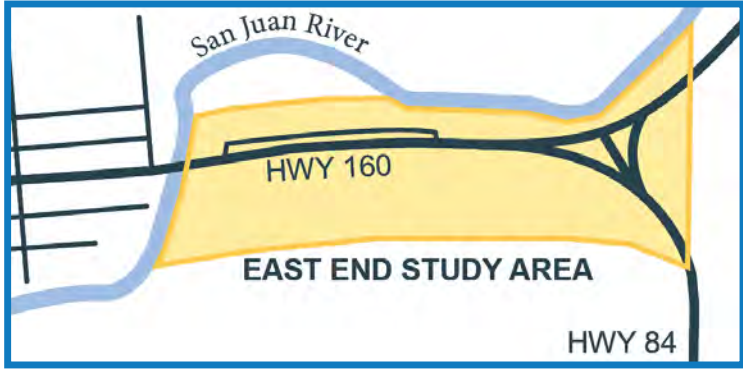
Figure B.12 shows the opportunities, constraints, and big visions gathered from the two walking tours.

Figure B.1 Public Open House #1 Flyer



Please join the Town of Pagosa Springs in creating
a new vision for the East End

A **Multimodal Transportation Plan** is in the works for the Pagosa Springs East End area that will support better access to businesses and recreational opportunities for residents and visitors alike. We need your input to establish a new future for the East End, so please join us for a come-and-go Open House to share your ideas!



East End Public Open House
4-6pm on Wednesday, October 6th
Pagosa Springs Community Center Gymnasium
451 Hot Springs Blvd





Figure B.2 Project Overview Sheet

East End Multimodal Plan

Background: Pagosa Springs is in the beginning stages of developing a multimodal transportation master plan for the East End. This is an exciting opportunity to think about connections between the East End and other areas of town and to envision a better multimodal transportation environment that supports access to businesses and recreational opportunities for residents and visitors alike.



What is a Multimodal Plan? “Multimodal” refers to a variety of different transportation types - vehicles, pedestrians, and cyclists - and the availability of infrastructure to support these different groups. The East End Multimodal Plan will evaluate how traffic currently moves through the area and potential changes that can help to alleviate some of the current challenges. The plan will evaluate parking availability and how people access the various parking areas within the East End. Finally, the plan will examine walking and biking conditions and will propose improvements to make walking and biking safer for people going to businesses, the Farmers Market, and recreational opportunities, among others. The plan document will define a vision that will specify actions, priorities, funding opportunities, and next steps for the Town.

Timeline: Initial project work began in September 2021 and the project will be a one-year process completed in August 2022. The project is organized into the following major phases:

- **Existing Conditions Assessment:** Collect data and public feedback on current conditions, challenges, barriers, opportunities.
- **Opportunities, Constraints, & Vision:** Define major constraints and opportunities within the East End and set the Vision that will guide scenario development and recommendations.
- **Scenario Development:** Develop three different scenarios for the future of the East End and engage the public on the pros and cons of each. Based on public input, develop a preferred scenario.
- **Design Guidelines:** Develop design guidelines for how specific elements of the vision can be implemented. Develop a conceptual engineering plan for one key transportation improvement in the East End.
- **Implementation Plan:** Create implementation actions organized by priorities identified by the public.
- **Multimodal Plan Draft:** Pull all the information from the process into a draft plan for review by the public and a revised final plan based on feedback.

Existing Conditions Assessment	Opportunities, Constraints, & Vision	Scenario Development	Design Guidelines + Implementation Plan	Multimodal Plan Development
Sept-Nov	Nov-Dec	Jan-Apr	Mar-May	May-Aug
2021		2022		

We need you! We need your input, involvement, and critical feedback throughout the process! We will be hosting four public input meetings in October, December (virtual meeting), March, and May. We will also be seeking your feedback through a project survey in November. You can stay in touch with project updates through our upcoming project website that will host meeting and project materials, project updates, and opportunities to send us your feedback. You can also sign up on our website to automatically receive project updates as they are emailed out.

Visit: <https://pagosaeastend.altago.site> (COMING SOON! Anticipated launch week of 10/18).

Contact Us: For more information about the project, contact James Dickhoff, Planning Department Director for the Town of Pagosa Springs, at jdickhoff@pagosasprings.co.gov or (970) 264-4151 x 225.




Figure B.3 + Figure B.4 Barriers + Challenges Boards

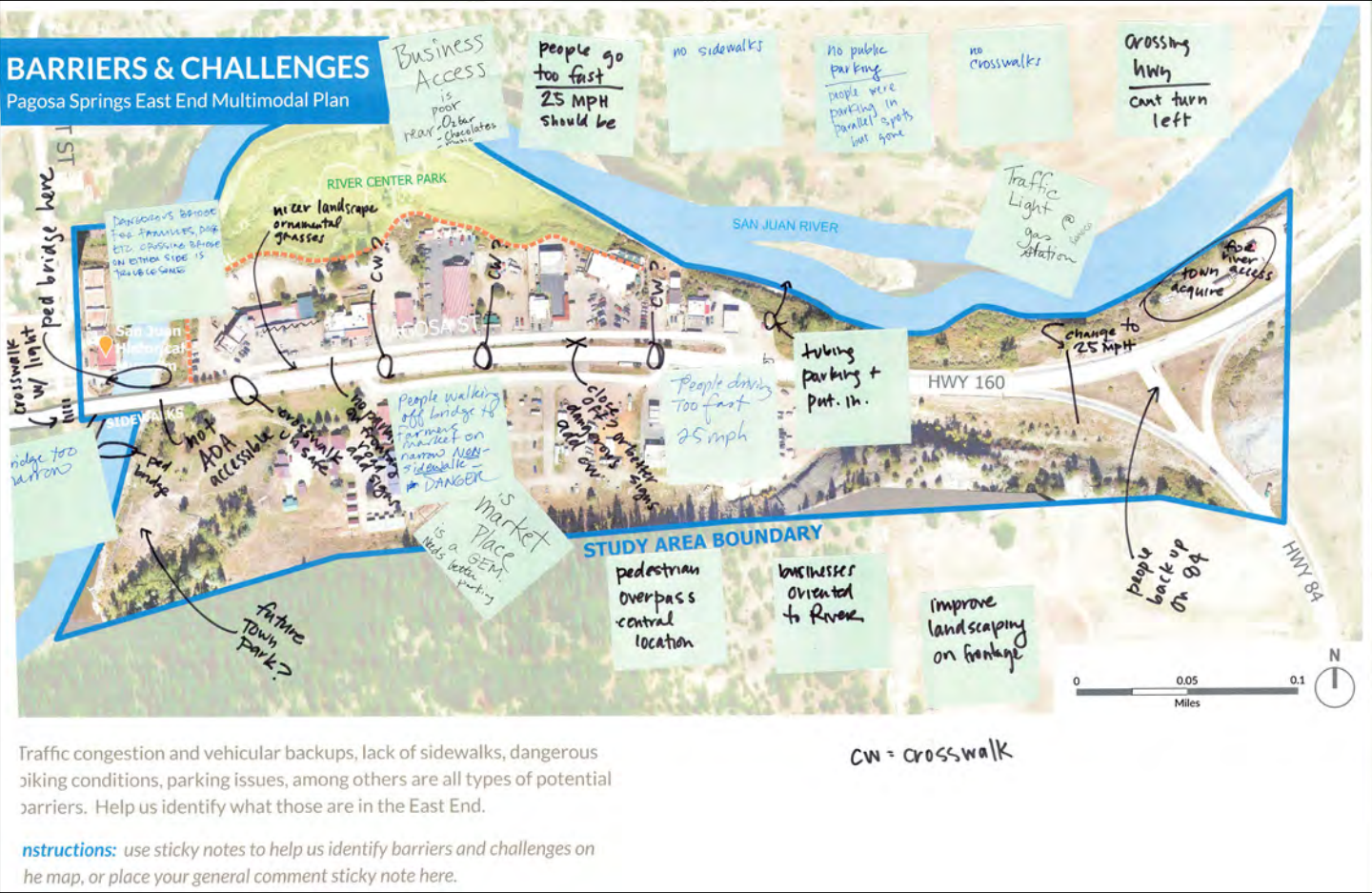


Figure B.5 + Figure B.6 Opportunities Boards

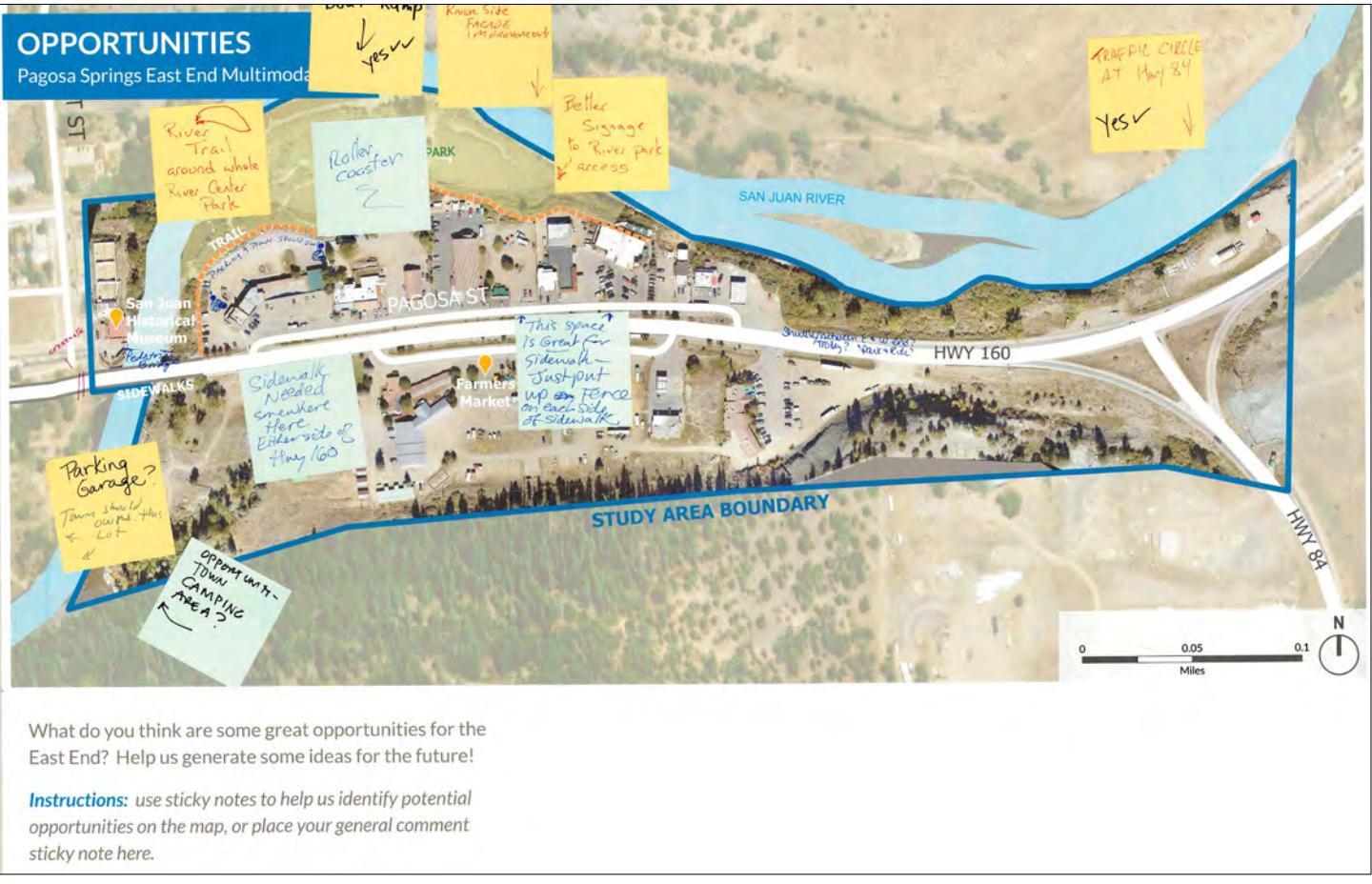
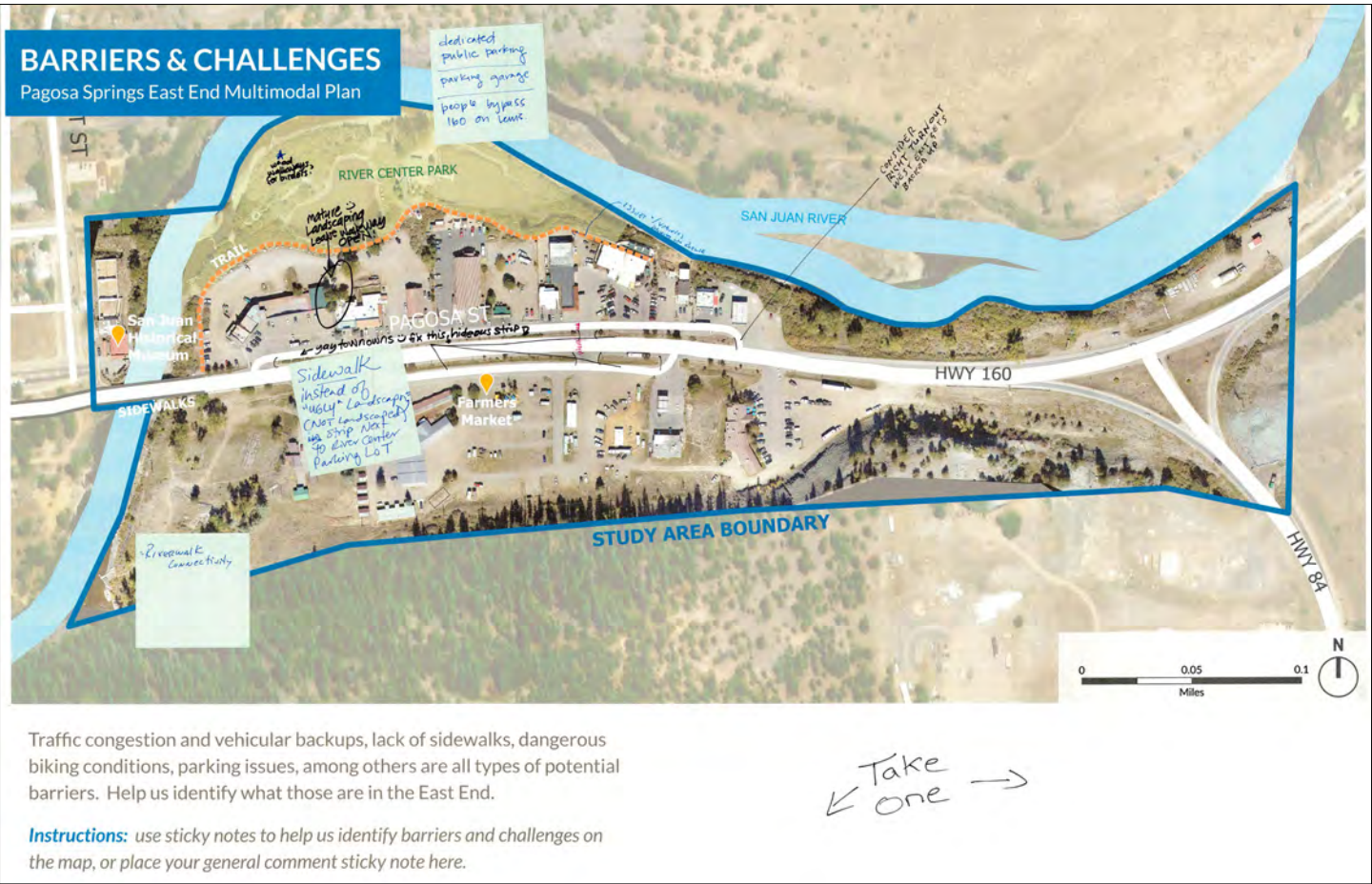
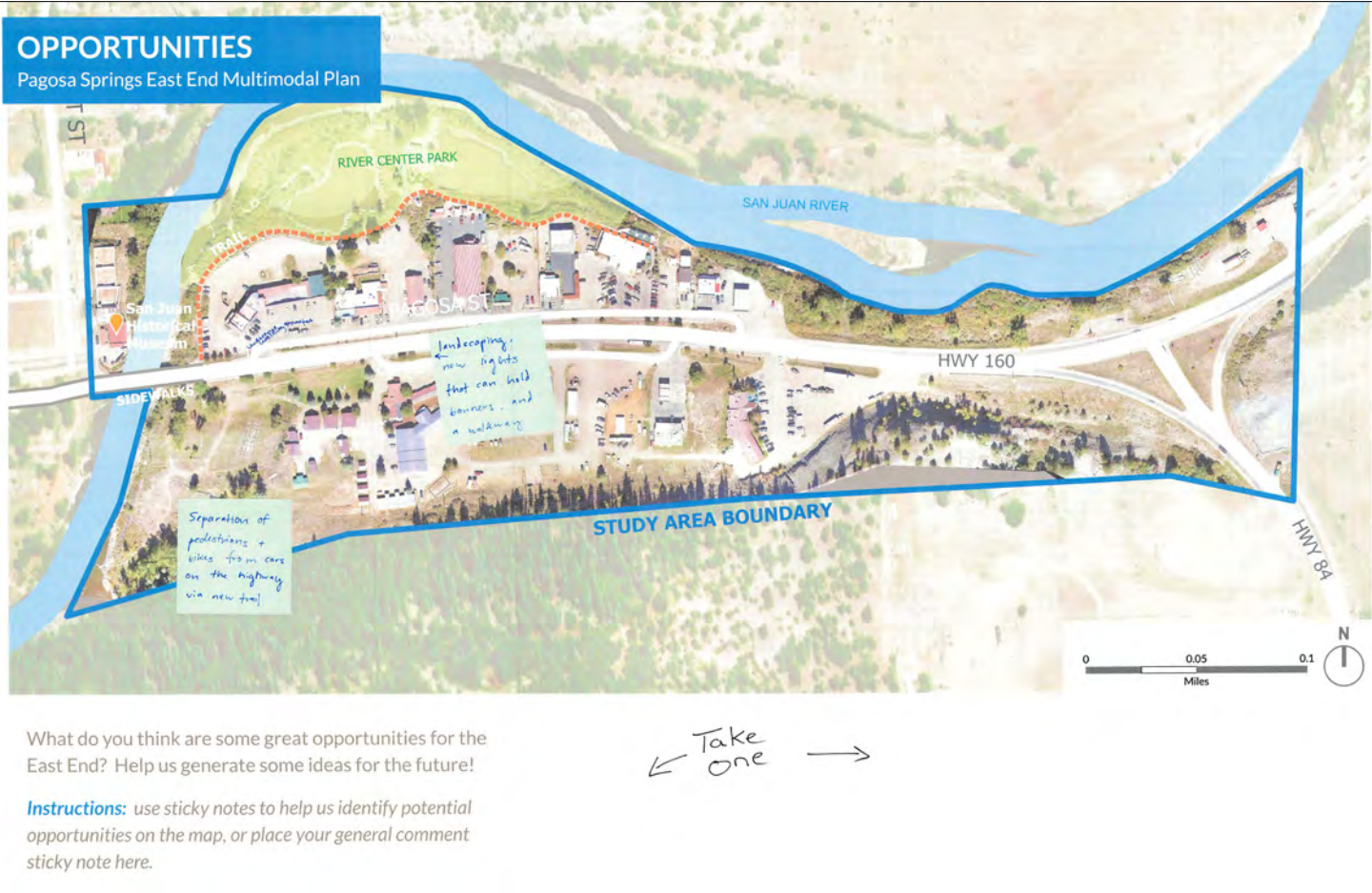


Figure B.7 East End Site Photos + Figure B.8 Vision Board

EAST END SITE PHOTOS

Pagosa Springs East End Multimodal Plan

Heavy traffic and difficult walking conditions.

The Highway 160 bridge across the San Juan river presents challenges for people walking and biking.

Minimal separation between parking areas and frontage road.

Pagosa Springs Farmers Market in East End.

Existing public parking at River Center Park.

River Center Park provides ideal space for river access and recreation.

him
tree
people don't
stop at this
crosswalk

fill
holes in parking
maintain

MY VISION FOR PAGOSA SPRINGS' EAST END IS...

as is, visitors speed by East side (unless Farmers Market) till they get to prettier parts of town

- landscaping
 - > trees
 - > picnic tables
 - > banners
 - > shade
 - > parking
 - > riverwalk

* Incorporate the water works + Repurpose it for something you want

Circulation/shuttle

Walkability!

out-of-the-way parking

Figure B.9 Top Priority Ranking Board + Figure B.10 Top Priorities, Ctd. Board

TOP PRIORITIES

Pagosa Springs East End Multimodal Plan

Plan Elements		Please vote for the elements that are most important to address in the East End.
River access/river walk	RIVER WALK / TRAIL	12
Access to the San Juan River	RIVER ACCESS	7
Access to River Center and Reservoir Hill Parks	PARKS + BUSINESSES	6
Improved public parking		15
More sidewalks		13
Improved flow of traffic on Hwy 160, SH 84, and frontage roads		14

TOP PRIORITIES

Pagosa Springs East End Multimodal Plan

WRITE IN ADDITIONAL PRIORITIES:

Crosswalks/skybridges 15

* RELOCATE MUSEUM 6

Landscaped walk areas/buffers

160/84 - ROUNDABOUT 4

Take One

Figure B.11 Public Open House Outcomes



Figure B.12 Walking Tour Outcomes



PHASE 2 - VIRTUAL OPEN HOUSE

VIRTUAL OPEN HOUSE ELEMENTS

WEBSITE LAYOUT

The Phase 2 open house was organized virtually using a website platform that included an overview of the project, a series of interactive web maps, and a community survey. The layout of this website is shown in **Figures B13-B17**.

SURVEY LAYOUT

The layout of the project survey is shown in **Figure B.18**.

Figure B.13 Virtual Open House Homepage



Figure B.14 Virtual Open House Project Overview

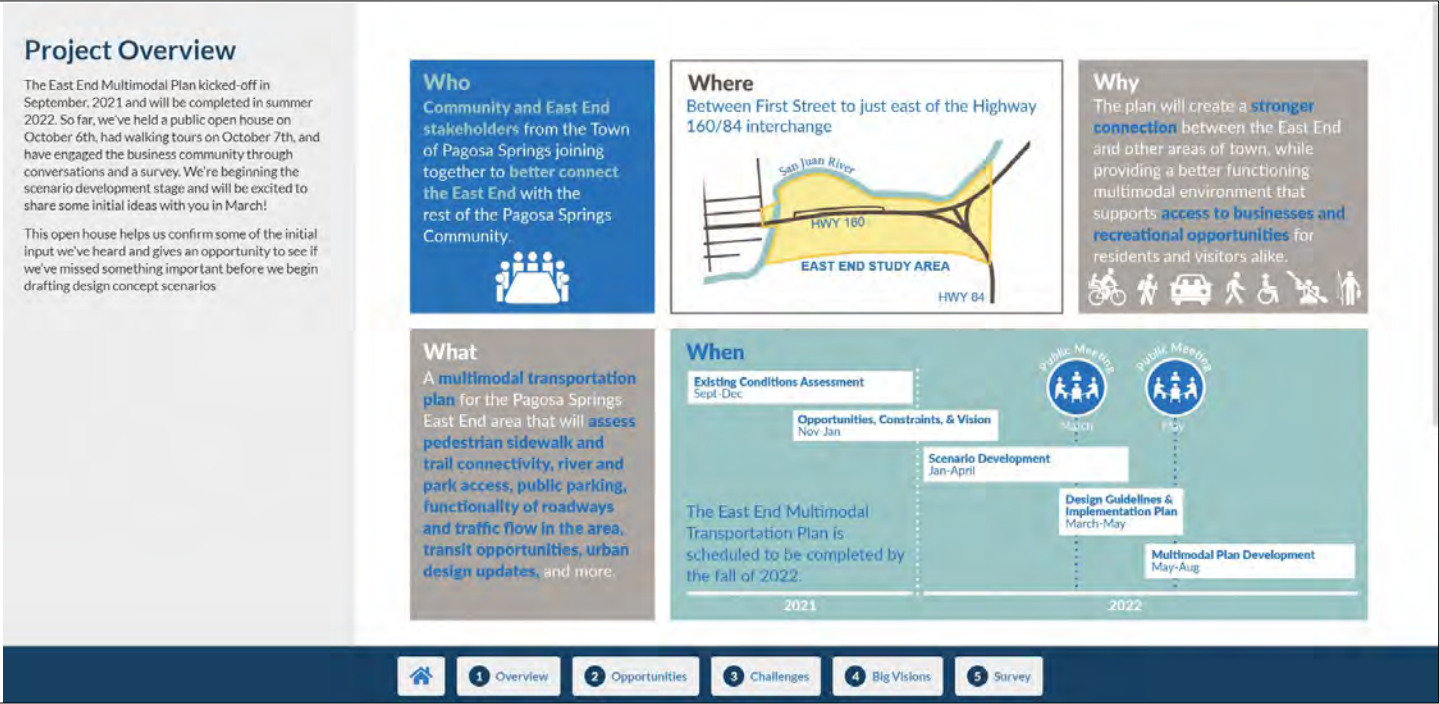


Figure B.15 Virtual Open House Opportunities Map



Figure B.16 Virtual Open House Challenges Map

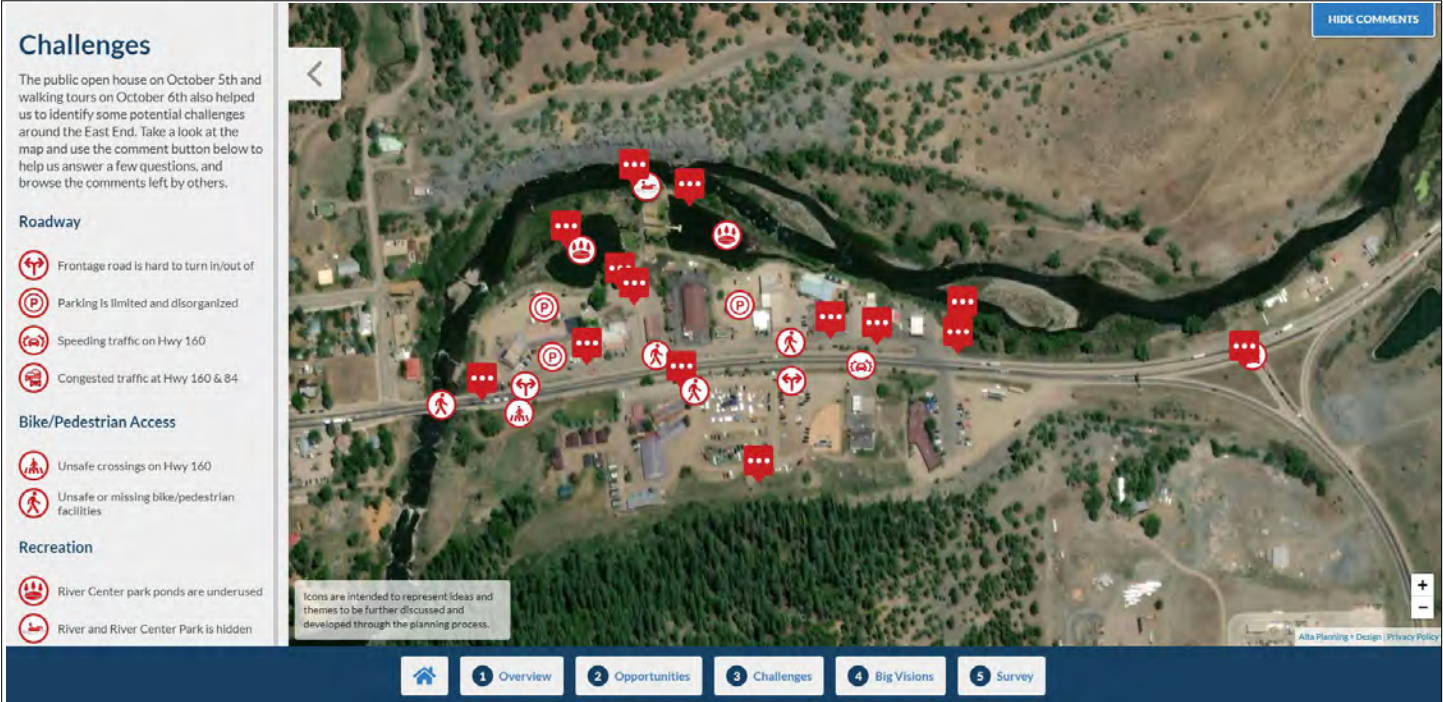


Figure B.17 Virtual Open House Big Visions Map



Figure B.18 Virtual Open House Survey

Pagosa Springs East End Multimodal Plan

Survey Questions for Community & Business Survey

Community-Wide Survey

- Which of the following best describes you?
 - I am a resident of Pagosa Springs
 - I commute to Pagosa Springs for work
 - I am a visitor to Pagosa Springs
 - Other
- What is your age?
 - Under 18
 - 18-23
 - 24-35
 - 36-49
 - 50-64
 - 65-79
 - 80+
- How often do you visit the East End? (For this question, visiting does not include a vehicular pass-through trip)
 - Daily
 - Weekly
 - Monthly
 - A few times a year
 - Never
- What activities do you do when visiting the East End? (Select all that apply)
 - Shopping
 - Dining
 - Working
 - Recreation
 - Other (Fill in blank)
- How do you typically get to the East End?
 - Drive
 - Walk
 - Bike
 - Other (Fill in blank)
- Please rank the following factors 1-7 based on how much they influence your travel choices, with 1 indicating the highest influence and 7 indicating the lowest influence.
 - Environmental impact
 - Travel time
 - Personal schedule
 - Reliability of travel choice
 - Convenience of the travel choice
 - Safety of the travel choice
 - Price of the travel choice

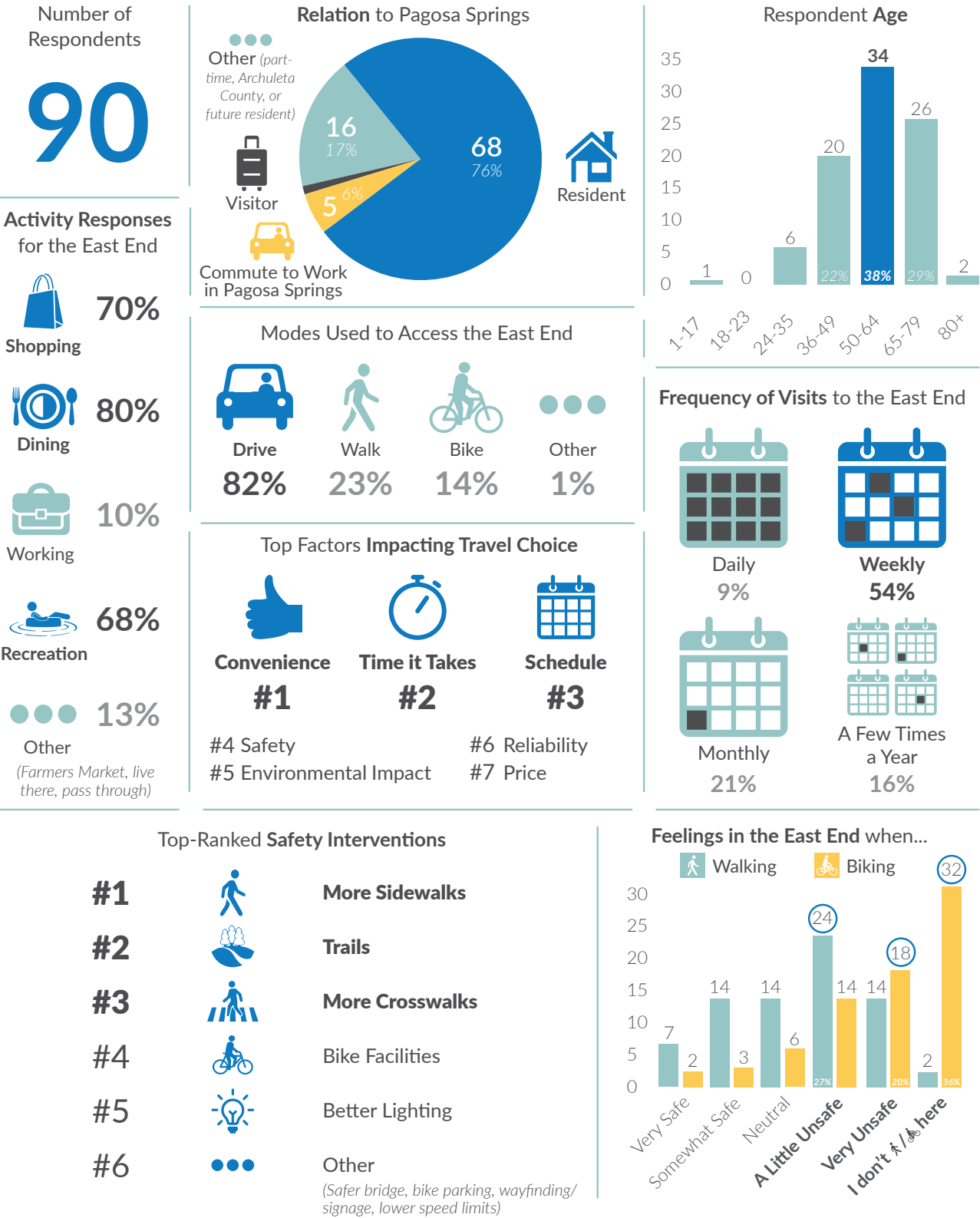
7. If you drive to the East End, where do you typically park? *(optional question) (USE SKIP LOGIC)*
- a. In front of the River Center/ other businesses on the north side of Hwy 160 (along the highway)
 - b. Behind the River Center/other businesses on the north side of Hwy 160 (along River Center Park/the San Juan River)
 - c. On the south side of Hwy 160
 - d. West of the East End area, then walk over the Hwy 160 bridge to access the East End
8. How would you score the availability of parking in the East End on a scale of 1 to 5, with 1 meaning poor and 5 meaning excellent?
9. How would you score the location of parking in the East End compared to key destinations on a scale of 1 to 5, with 1 meaning poor and 5 meaning excellent?
10. How would you score the safety of parking in the East End on a scale of 1 to 5, with 1 meaning poor and 5 meaning excellent?
11. Which of the following goals for parking management are most important to you? Rank the following in order of importance, with 1 being the least important and 5 being the most important. Parking management should:
- a. Make it easier to find parking.
 - b. Reduce vehicle congestion.
 - c. Make it easier and more pleasant to use other forms of travel, like walking and biking.
 - d. Make space available to those who need it the most—for example, in a retail area, customers are prioritized.
 - e. Reduce spillover parking from nearby destinations—like retail, restaurants, employment centers, and recreation hubs—into surrounding neighborhoods.
12. On-street public parking should be prioritized over other potential uses of the public right-of-way (e.g., bike lanes, transit stops, curbside dining, etc.) in the busiest areas and/or at the busiest times.
- a. Strongly agree
 - b. Agree
 - c. Neither agree nor disagree
 - d. Disagree
 - e. Strongly disagree
13. How safe do you feel when walking in the East End?
- a. Very safe
 - b. Somewhat safe
 - c. Neutral
 - d. A little unsafe
 - e. Very unsafe
14. How safe do you feel when biking in the East End? (if applicable)
- a. Very safe
 - b. Somewhat safe
 - c. Neutral
 - d. A little unsafe
 - e. Very unsafe
 - f. I do not bike to or within the East End

15. What interventions would make you feel safer walking or biking in the East End? (Select all that apply)
- a. More and wider sidewalks and/or trails
 - b. On-street bike facilities
 - c. Safer crosswalks
 - d. Better lighting
16. What issues do you come across in the East End? (Select all that apply)
- a. Lack of or unclear parking
 - b. Speeding vehicles
 - c. Difficulty crossing Highway 160
 - d. Unsafe turns onto and off of Hwy 160 from the frontage roads
 - e. Uncomfortable walking or biking experience
 - f. Unclear public access to River Center Park and the San Juan River
 - g. Other (Fill in the blank)
17. What amenities or improvements would you like to see in the East End? (Select all that apply)
- a. Continuous Riverwalk from downtown to the East End
 - b. Improved pedestrian and bicycle crossing over the San Juan River
 - c. Sidewalks (safer pedestrian circulation)
 - d. Slowing traffic along Highway 160
 - e. Improved access to parks and water recreation
 - f. Parking Improvements
 - g. Improved pedestrian crossings across Highway 160
 - h. Other (Fill in the blank)
18. What do you see as the biggest challenge for the East end? (Open question)
19. Create a vision statement for the East End or describe what the future of the East End looks like to you. *(add example)*
20. Do you have other concerns/ideas regarding the East End that haven't been addressed through this survey? (open-ended answer)

Figure B.19 Virtual Open House Survey Summary

Pagosa Springs East End Multimodal Plan

1/31-2/14 Virtual Open House Survey Outcomes Summary



Pagosa Springs East End Multimodal Plan

1/31-2/14 Virtual Open House Survey Outcomes Summary

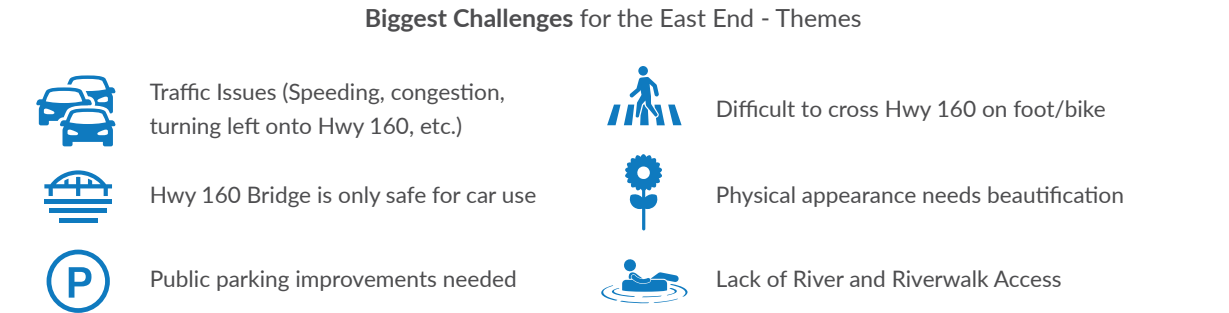
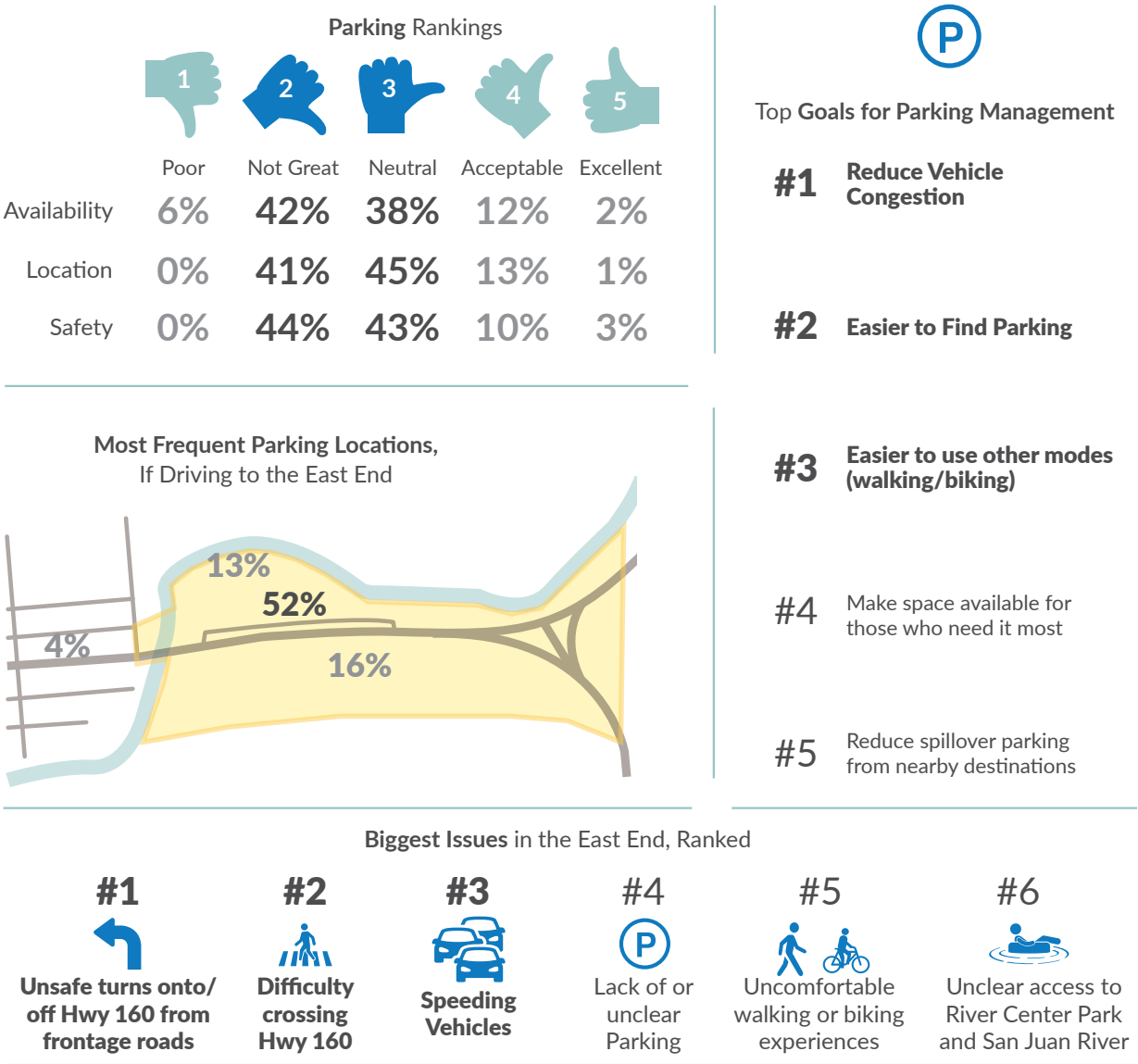
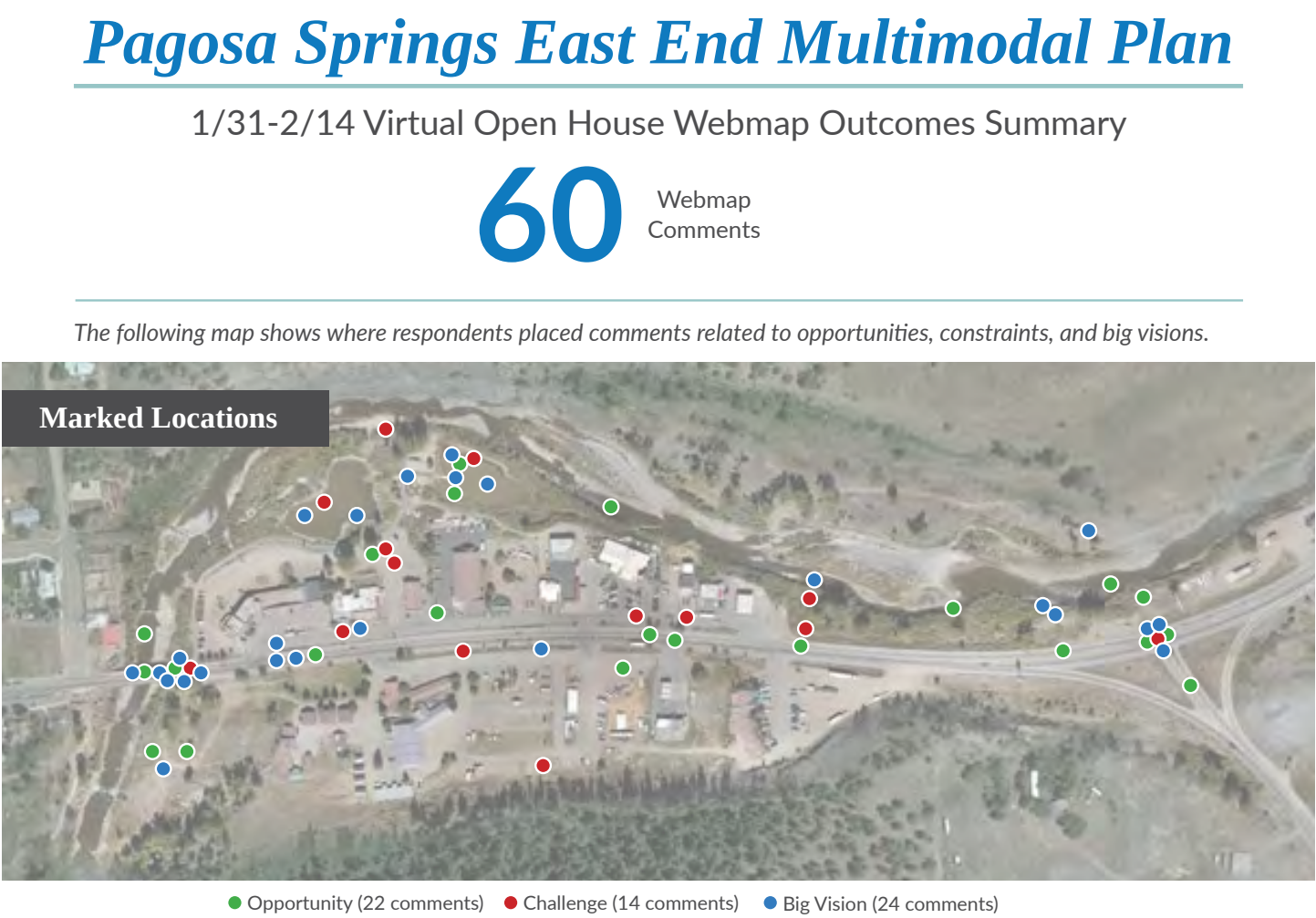


Figure B.20 Virtual Open House Web Map Summary



Overarching Themes

Opportunities	Constraints	Big Visions
Keep/add green space, maintain wildlife habitats	Crossing Hwy 160 is challenging as a pedestrian	Interest/curiosity about roundabouts
Separate bike/ pedestrian bridge	Traffic speeds and volumes along Hwy 160 are an issue	Concern about parking lots instead of parks/ open space
Enhanced bus stops	Better lighting, landscaping and maintenance	Desire for bike/ pedestrian bridge over river and Hwy 160
Better river access	Parking is disorganized/ challenging	
Safe pedestrian crossings on Hwy 160		
Interest in exploring roundabouts		

Figure B.21 Virtual Open House Opportunities Web Map Summary



The following comments were made regarding project opportunities. Bolded comments received the most likes, green words illustrate common themes.

1. **Seems very strange to put parking this close to the beautiful river. A green space or more walking paths with parking further east makes a lot more sense. (14 likes)**

2. I would love this as additional park space! Cotton's Hole has been getting awfully crowded in the summer (6 likes, 1 dislike)

3. I think a pedestrian/bike bridge is a great idea! The current bridge is too narrow and is dangerous for non-vehicle travel, especially when there's snow or ice. The rest of the time it's just very unpleasant! (12 likes)

4. I think a roundabout is a great idea as long as it is designed properly. Effective roundabout design, like you see in places like Vail and unlike the roundabout in the Country Center uptown, facilitates a continuous flow of traffic as opposed to stopping the flow. (2 likes, 5 dislikes)

5. A separate footbridge would be a fantastic addition and make peds feel safer when the big trucks roll through. (27 likes, 1 dislike)

6. Restripe with a middle turn lane (as was done just west of this section of 160) so that left running traffic does not stop the traffic. (14 likes, 1 dislike)

7. Can we add more public art along the riverwalk? It would be amazing to have art all the way from Yamaguchi South to the East End! (9 likes, 1 dislike)

8. Work with the MET to find a better, truer bus stop, with shelters and wayfinding to make it easier to understand. (8 likes)

9. Can one of the ponds be filled in to provide river access/boat parking? (1 like, 7 dislikes)

10. A parking lot and boat dock should never trump migratory bird and wildlife habitat. (3 likes)

11. It would be great to get some more river 'structures' built to make new play waves like the ones downstream. Not necessarily transportation or access related, but would encourage an extended use of more of the river. (7 likes, 5 dislikes)

12. Perhaps a bus stop on the market side during the summer months, so people don't cross the street. (10 likes)
13. What about a ped crossing here? The one further to the east won't get that higher ped traffic. People tend to cross where it's convenient and closer to their activities (farmers market parking area crossing to the restaurants) (10 likes)

14. Great area for a safe crosswalk (12 likes)

15. The pedestrian crossing should be between most of the businesses, like between farmers market and the businesses. Pens will not walk all the way down past junction restaurant to cross. (17 likes)

16. Easy river access here would be welcomed as long as safe crossing across 160 and parking on the south side of 160 is available. (15 likes)

17. Can the speed limit be lowered here to accommodate all the pedestrian traffic? (11 likes)

18. The river provides so many opportunities for Pagosa Springs to be a real Colorado destination for all ages. River access and parking is a must and creating a more inviting opportunity for businesses to thrive by having an attractive walking experience for people to enjoy the river , retail, and restaurants (17 likes)

19. With a potential river access, it will mean more traffic and pedestrians getting in and around the river, which will mean the intersection at 160 and 84 will be higher in traffic. The intersection might do well with a roundabout, depending on the ROW widths. (5 likes, 6 dislikes)

20. Can a roundabout be incorporated here to slow traffic down as they enter into town? It would still keep traffic moving and allow folks to turn around and get back into town or turn from 84. (2 likes, 4 dislikes)

21. From a local friend with 15 yrs. experience with our Roads Dept. and now clearing snow at Wolf Creek Pass: "a roundabout is a bad idea with the large number of tractor-trailers and large RVs passing through. They create congestion & accidents as many drivers are unable to negotiate tight turns. Curbs on the outer-ring are damaged. Snow plows have difficulty plowing this configuration. The best solution to slow traffic here is a BIG traffic light. Use big warning signs before to alert drivers. (2 likes)

22. Would be great if someone could add a very bright street light in this area so you can see the turn clearly in the night. (19 likes)

Figure B.22 Virtual Open House Challenges Web Map Summary



The following comments were made regarding project challenges. Bolded comments received the most likes, red words illustrate common themes.

1.

A flashing **ped crossing** here would be awesome. It is hard to get **traffic** to slow down and stop here. (7 Likes)
2.

Please please get ownership of frontage from CDot and re-do/ beautify the hideous strip w/some **landscaping and proper electric and non-prison-aesthetic **light poles** which are weight bearing and move it all 'over' so the banners can face the right way!** (13 likes)
3.

A **red light** would be good as 160 **traffic** is sometimes bumper to bumper traffic. Note, the red light would also allows vehicles to get on to 160 west of the river west bound. (2 likes)
4.

A proper bathroom like the ones in both South Pagosa parks to replace the vault toilet and better picnic and seating and fire pit for ice skating and Summer evenings please+thank you. (13 likes)
5.

I had no idea these were for public use. Signage? Sitting in the restaurants and seeing the signs would be great. (I apologize if there are some and I just missed them.) (6 likes, 2 dislikes)
6.

I didn't know this was here. So that means lots of people don't know it is there. (6 likes)
7.

I would love to see even more **maintenance** of the ponds for ice skating in the winter. It seems that this could be a popular and fun attraction for tourists and locals alike. (6 likes, 1 dislike)
8.

Crossing Hwy 160 at any point between the river and US 84 intersection is dangerous. Any **ped crossing would be welcome.** (17 likes)
9.

Combining more parking and trailhead access to Res hill's north entrance. (4 likes)
10.

Public parking is an issue! Very concerned about public parking becoming private parking. What are the guarantees that these potential "private partnership" give-aways of public space into private hands will be fair to the public vs. private interests??? (1 like)
11.

Turning into the parking lot of a gas station to get to the frontage road doesn't work. If you create an access to the frontage road a little further west, then turn the area in front of Riff Raff and Meander into a closed parking lot, you would get more individual spaces. (5 likes)
12.

I noticed the sad Christmas lighting on the 2 entrance-to-town/ East-side trees—lol everytime I drive by, as they look like someone just threw a skimpy string of lights on each—compared to the downtown area Cmas trees. (9 likes)
13.

Seems to me you may have a simpler and more effective solution by placing a couple of **traffic lights**. I'm not so sure trucks are going to handle roundabouts. (7 likes)
14.

I would like **lighting for this entire intersection. Street lamps. I haven't come across the congestion myself, but a stoplight would be a good fix.** (13 likes)

Figure B.23 Virtual Open House Big Visions Web Map Summary



The following comments were made regarding big visions for the project. Bolded comments received the most likes, blue words illustrate common themes.

1.

Not so sure about **riverfront parking...** Would make a **nice park** for sure as well alleviate some of the pressure on the cotton hole. With it's new access there is sure to be an increase there. (0 Likes)
2.

This bridge is in much need of some love. Either an expansion or **alternate foot/bike bridge** would nice. (7 likes)
3.

Please explain further how you can put a **roundabout** in at this location. (3 likes)
4.

A **roundabout would be a great way to slow the traffic but not create traffic issues associated with stop lights.** (10 likes, 9 dislikes)
5.

As mentioned before, I like **roundabouts**. Logistically, is it viable, or would it confuse some? Can all the semi traffic make it through the area? (1 like)
6.

This will be hard-pressed to find the space for a proper **roundabout**. There is really only a T problem from coming out of the Rivercenter area. I would suggest a stop light over a roundabout. (5 likes)
7.

A **roundabout** would just clog 160. Those are confusing and a nightmare to navigate for a lot of people. A 4 way or 2 way stop is better. Any improvements should come with natural landscaping. Also it's not in the east end but I want to put my 2 cents in for a substantial ice skating rink. Like the ones in crested butte and winter park. Our town would greatly benefit. (1 like)
8.

Wondering if there could be **pedestrian crossing bridges over the highway so it is safer to cross and so traffic doesn't have to stop?** (12 likes)
9.

The **crossing stops** downtown work 80% of the time and is better than nothing. I believe this would be a great addition to the area. (4 likes)
10.

Pedestrian crossings do require vehicles to stop but not all of our visitors know it's the law here in CO. It is definitely needed especially if want to improve parking. Has anyone thought of an overpass for pedestrians? (4 likes)
11.

What about adding the frontage road to 160 so that there is room for a center turn lane so turning left doesn't back up all the traffic? (7 likes)
12.

The ponds are definitely underutilized. I realize parking is an issue but I would encourage a healthy balance between parking and **parks/recreation**...
13.

Do not fill in the pond to make a parking space. **Keep the pond** and find alternative area for parking and for the access point to the river. Put the access point to the river to the east behind the gas station. Where most tubers go now to get to the river. (3 likes)
14.

This entire area seems underutilized. Maybe not even known to many folks. It has limited access and parking. These ponds were fun to skate on before the skating rink went in. There needs to be something done here...just not sure what. (2 likes)
15.

Would like to see renderings of this idea. Looking at cars instead of **nature** is not welcome, yet if this is the only place parking can go in, please show us the idea. (7 likes, 1 dislike)
16.

I would not be opposed to a boat ramp, but this area of town is a nightmare already. We do not need more traffic and trailers and shuttle busses full of rafters driving into this area. Also **don't want parking lots on the river banks**. (2 likes)
17.

How about planting the willows which grow like weeds to screen the parking—? (3 likes, 5 dislikes)
18.

Yes, landscaping on both sides of Hwy 160 b/w the frontage roads would be nice. (16 likes)
19.

Limit river access/put-in site to farthest east possible. Maintain the balance as **park-like natural riparian vegetation to protect wildlife habitat.** (11 likes)
20.

The River Center Park is a **quiet natural treasure** that should not be disturbed. To end or begin a Riverwalk stroll offers kudos for the Town with walking access to a delightful place to share with families, friends, birds, and wildlife. Thus, there is great value to the Town to not disturb this area. Filling in the west pond for parking will be an inescapable eyesore from anywhere. There are parking options without filling in the pond. River access options needs discussion. (1 like)
21.

This would improve some fishing access for sure! However, it might get underutilized as there is no destination...cost vs. function? (3 likes, 1 dislike)
22.

Roundabout - Brilliant...there's room. (7 likes, 9 dislikes)
23.

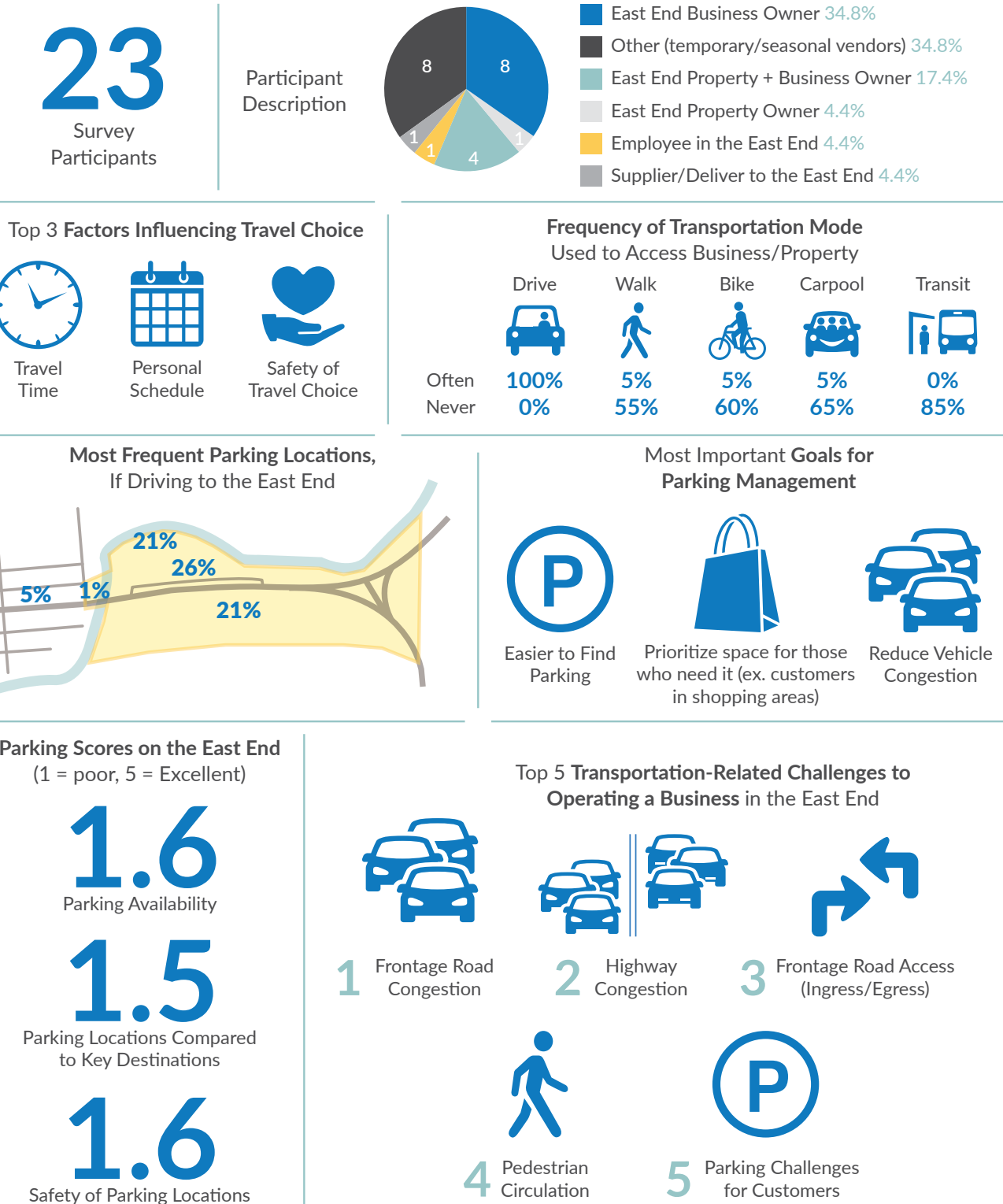
I like the idea of **roundabout** here as well as a few other spots on the corridor. I hope folks around here can adopt the idea. (4 likes, 2 dislikes)
24.

Absolutely on the **roundabout**. Is it a Town ROW, or County? With all of the heavy traffic coming from out of state off 84, this would be ideal! (2 likes, 4 dislikes)

Figure B.24 Business, Vendor, and Property-Owner Survey Summary

Pagosa Springs East End Multimodal Plan

Business, Vendor, and Property-Owner Survey Summary (Page 1)



Pagosa Springs East End Multimodal Plan

Business, Vendor, and Property-Owner Survey Summary (Page 2)



PHASE 3 - DRAFT SCENARIOS

OPEN HOUSE

The Phase 3 open house was hosted on April 27th, 2022 in the gymnasium at Pagosa Springs’ Ross Aragon Community Center. Approximately 50 individuals were in attendance.

COMMUNICATION MATERIALS

A public open house flyer (Figure B.24) was printed and shared around town, as well as shared virtually through the MyPagosa platform and social media outlets.

OPEN HOUSE BOARDS

13 boards were included as part of the third public open house. The boards were also made available for public comment on the project website. These boards (Figures B.25-37) included:

- 1. A summary of the public web map, showing comments that led to the proposed concepts
- 2. A summary of the public survey results
- 3. A diagrammatic map of project area Concept A
- 4. A diagrammatic map of project area Concept B
- 5. Photos and descriptions of types of amenities that are included in Concepts A and B
- 6. Active transportation facilities that are included in concepts A and B
- 7. A plan view and section elevation image of Frontage Road Option 1A
- 8. A plan view and section elevation image of Frontage Road Option 1B
- 9. A plan view and section elevation image of Frontage Road Option 2A
- 10. A plan view and section elevation image of Frontage Road Option 2B
- 11. A plan view of the Hwy 160/84 4-Leg Roundabout option
- 12. A plan view of the Hwy 160/84 5-Leg Roundabout option
- 13. A plan view of the Hwy 160/84 Signalized Intersection option

OPEN HOUSE OUTCOMES

Figure B.38 shows the general themes of comments shared and discussed at the public open house, and through the online comment tool.


BUSINESS AND PROPERTY-OWNER MEETINGS

Three business and property-owner meetings were hosted on April 28th, 2022 at 8 am, 10 am, and 1 pm. These meetings were organized as an opportunity for business/property-owners to discuss the proposed East End planning concepts in greater detail, and understand how the project would impact their business or property operation. 17 individuals participated in these meetings.

MEETING OUTCOMES

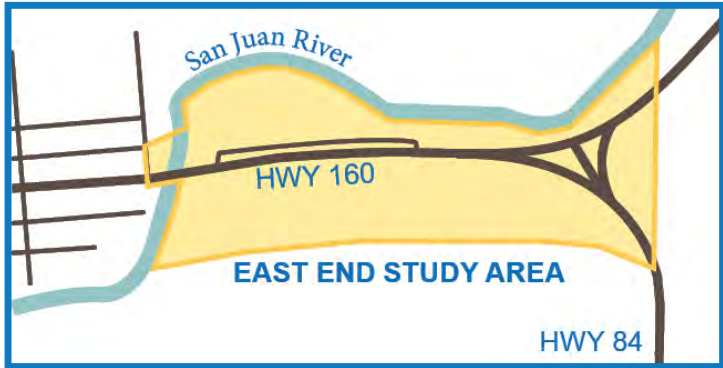
Figure B.39 shows the general themes of comments shared and discussed in the three meetings.

Figure B.24 Project Overview Sheet



Please join the Town of Pagosa Springs in creating
a new vision for the East End

A [Multimodal Transportation Plan](#) is in the works for the Pagosa Springs East End area that will support better access to businesses and recreational opportunities for residents and visitors alike. We’ve begun to develop a series of design and right-of-way concepts for the area, so please join us for our second come-and-go Open House to share your thoughts! Materials will be available on the [project website](#) beginning April 22nd.



East End Public Open House 2
5-7pm on Wednesday, April 27th
Ross Aragon Community Center Gymnasium
451 Hot Springs Blvd




Figure B.25 + B.26 Concept A

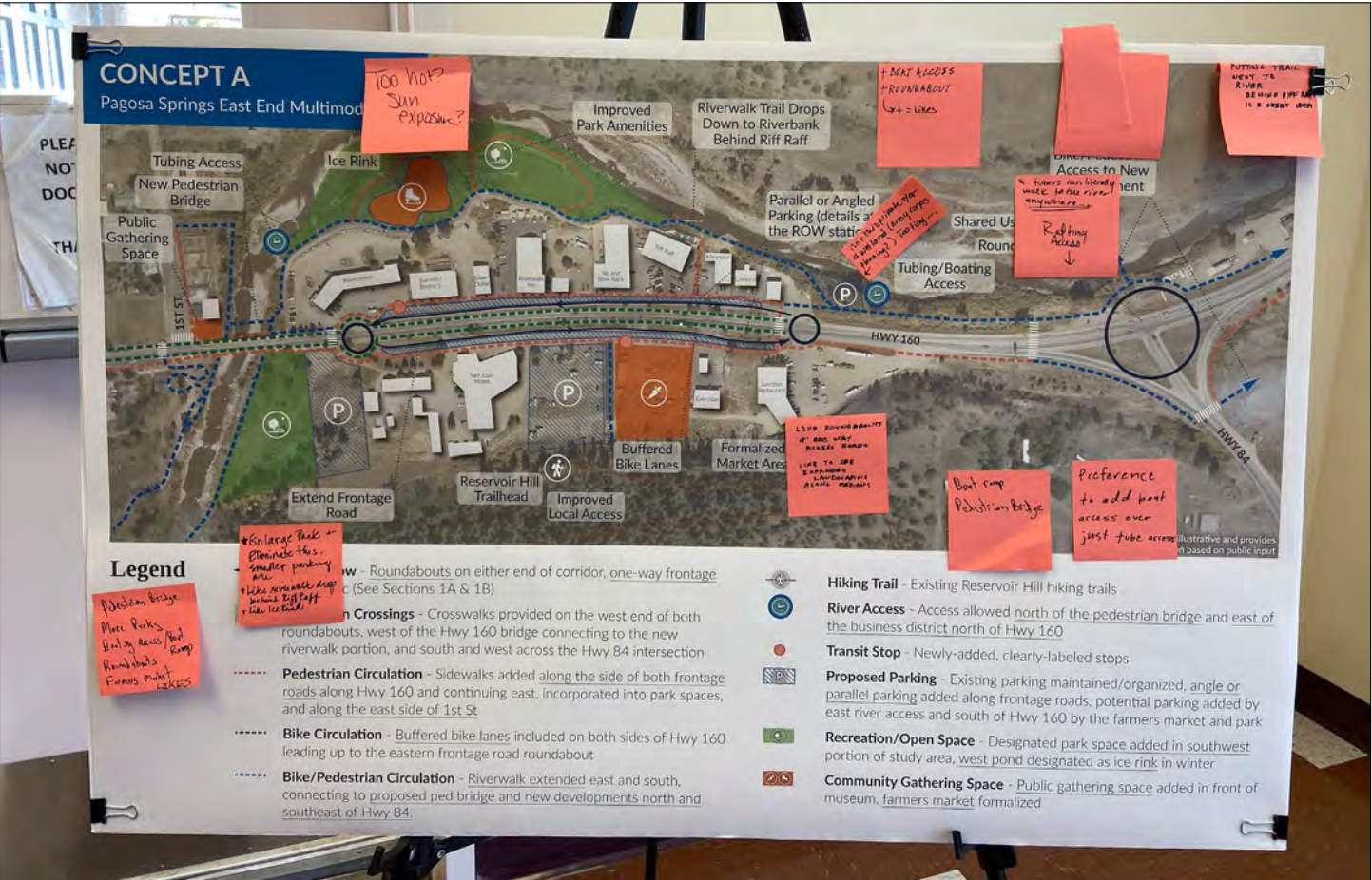
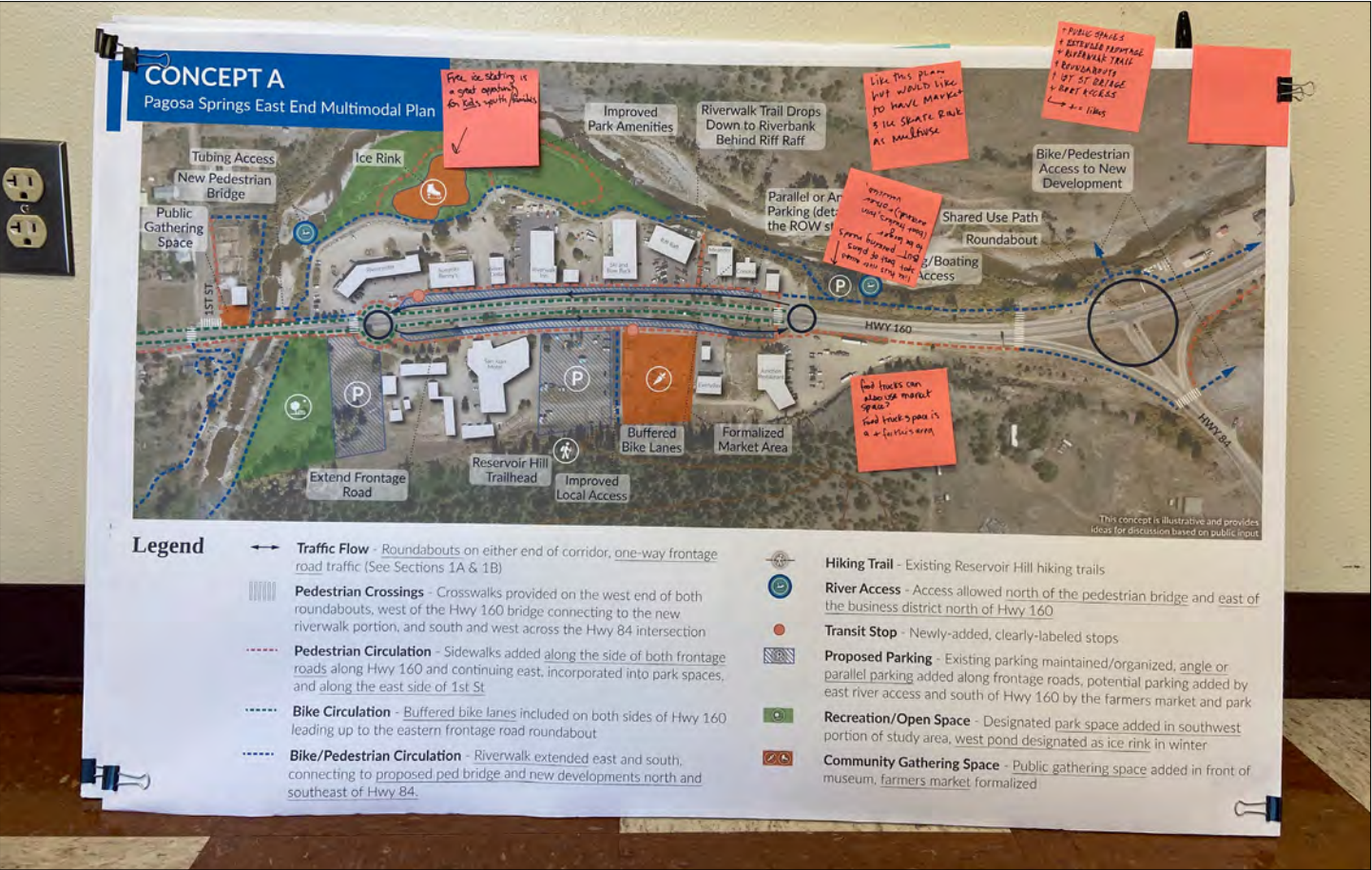


Figure B.27 + B.28 Concept B

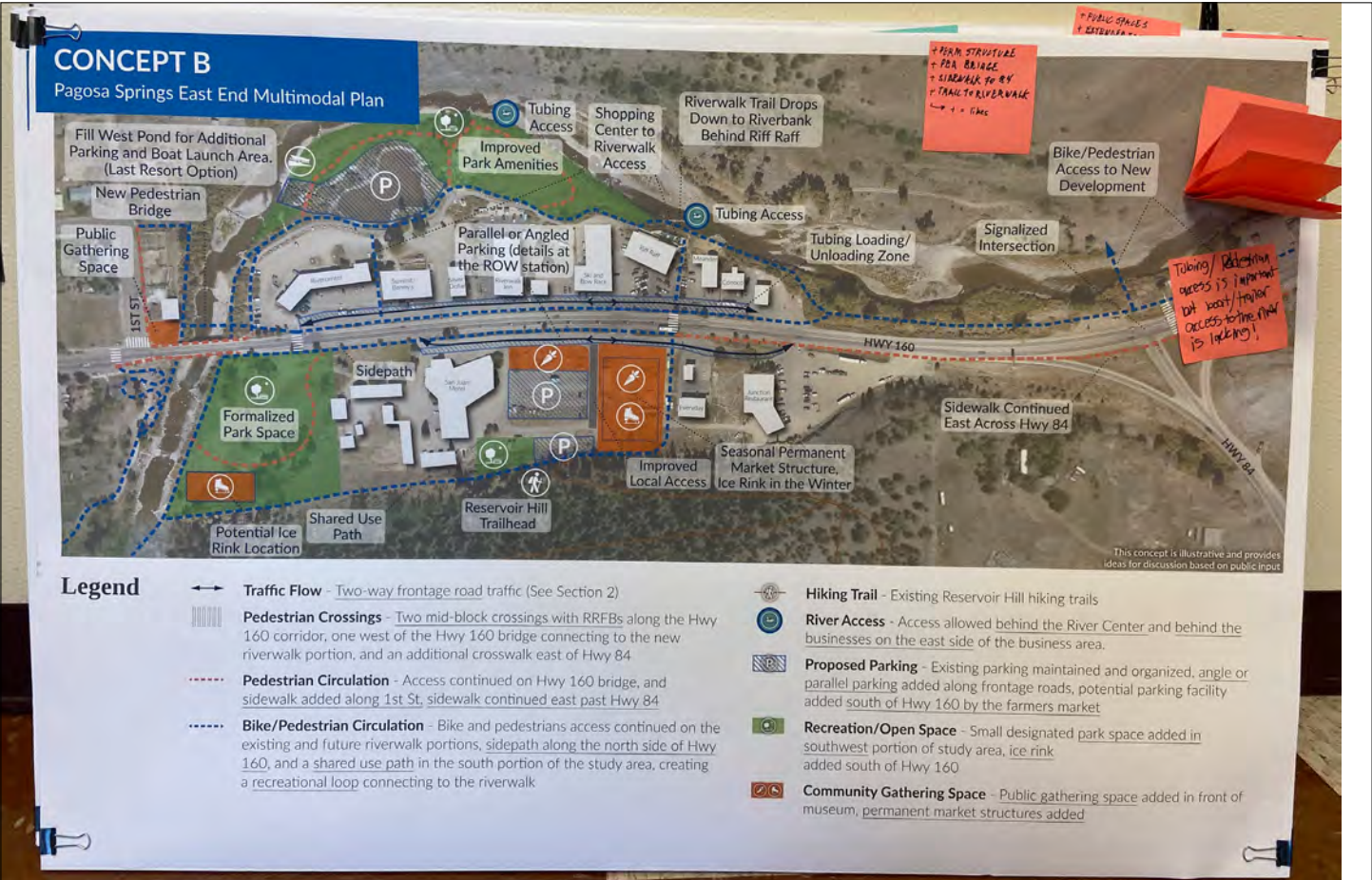
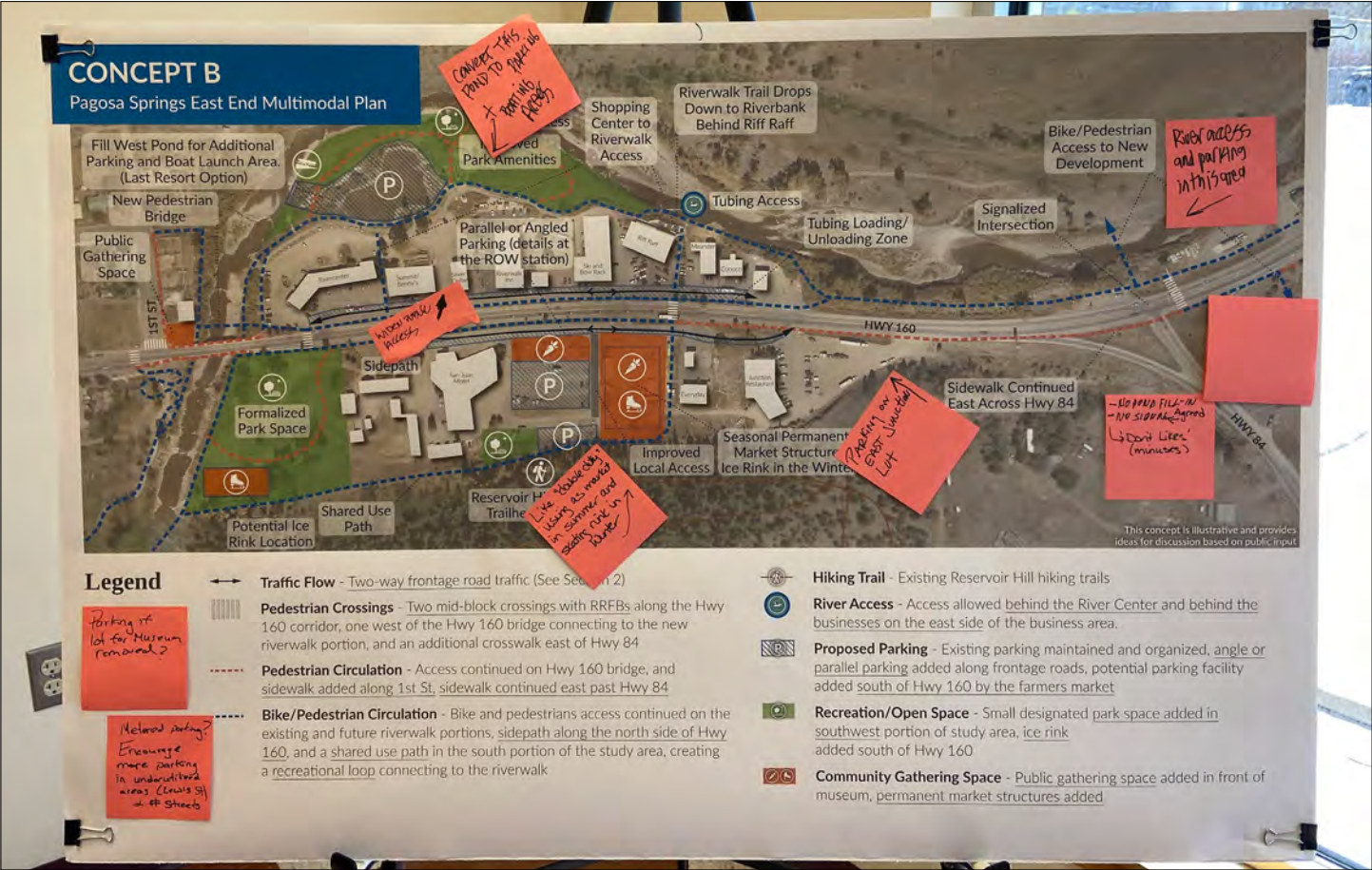


Figure B.31 Frontage Road Option 1A + **B.32** Frontage Road Option 1B

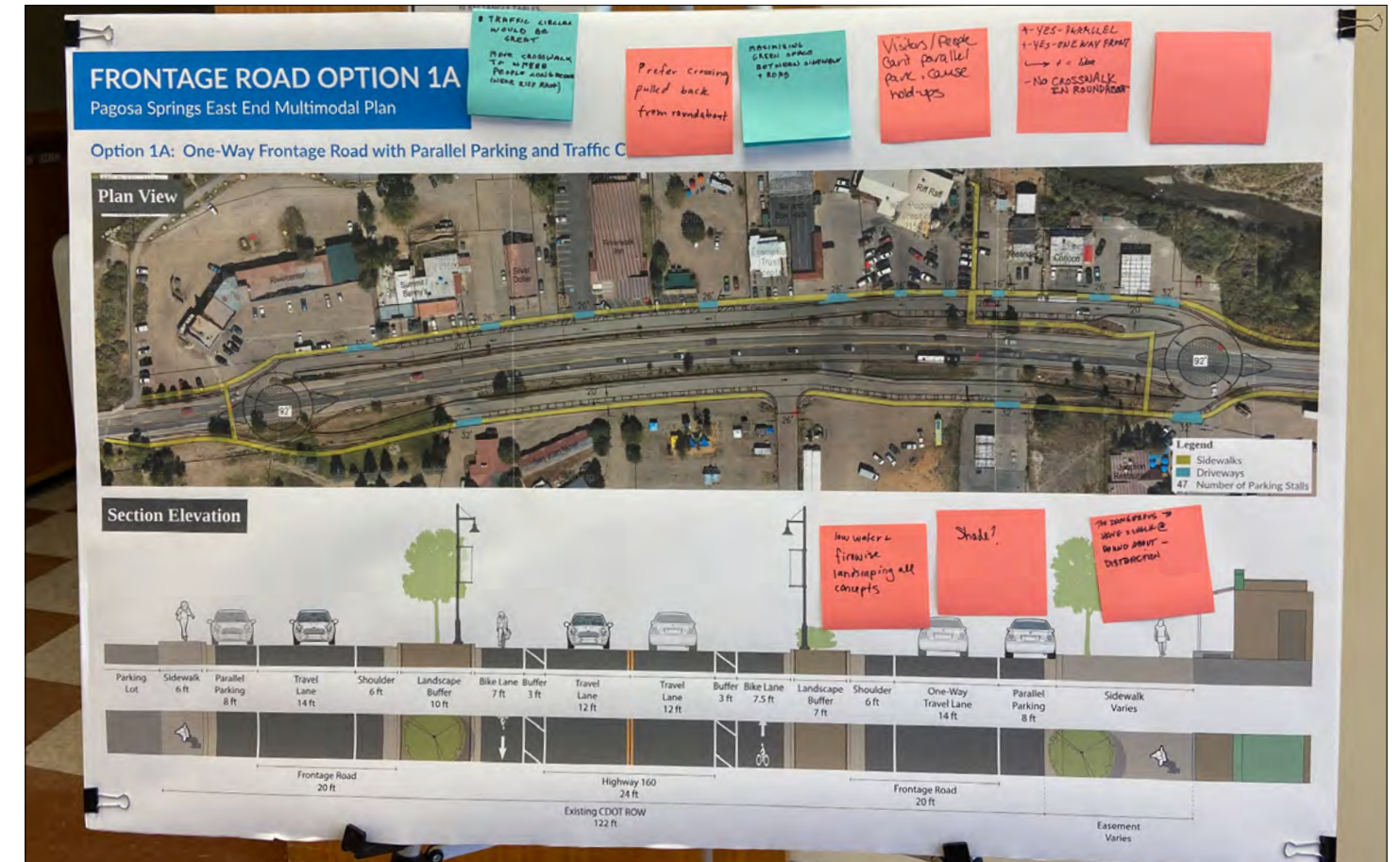


Figure B.33 Frontage Road Option 2A + B.34 Frontage Road Option 2B

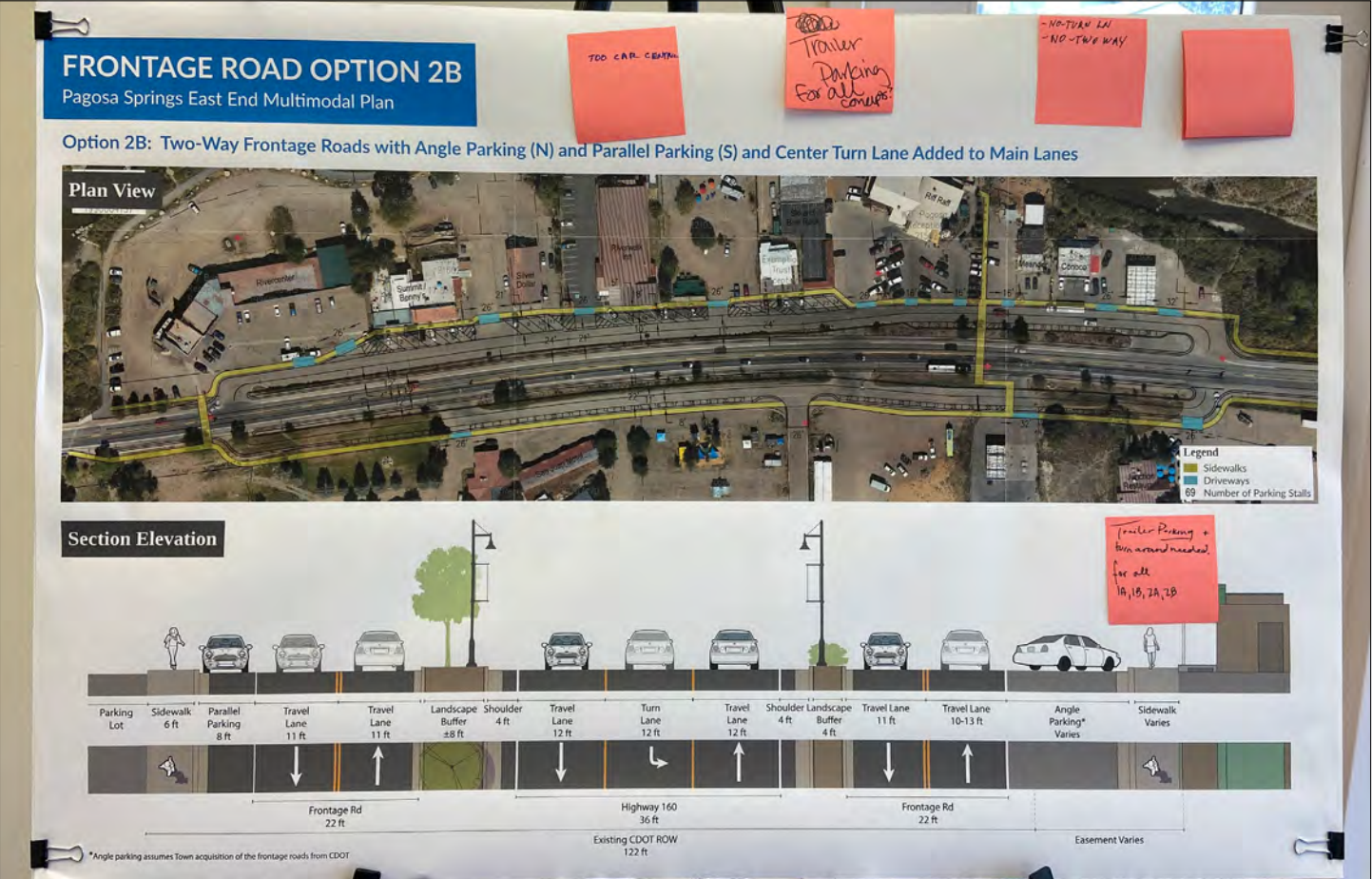
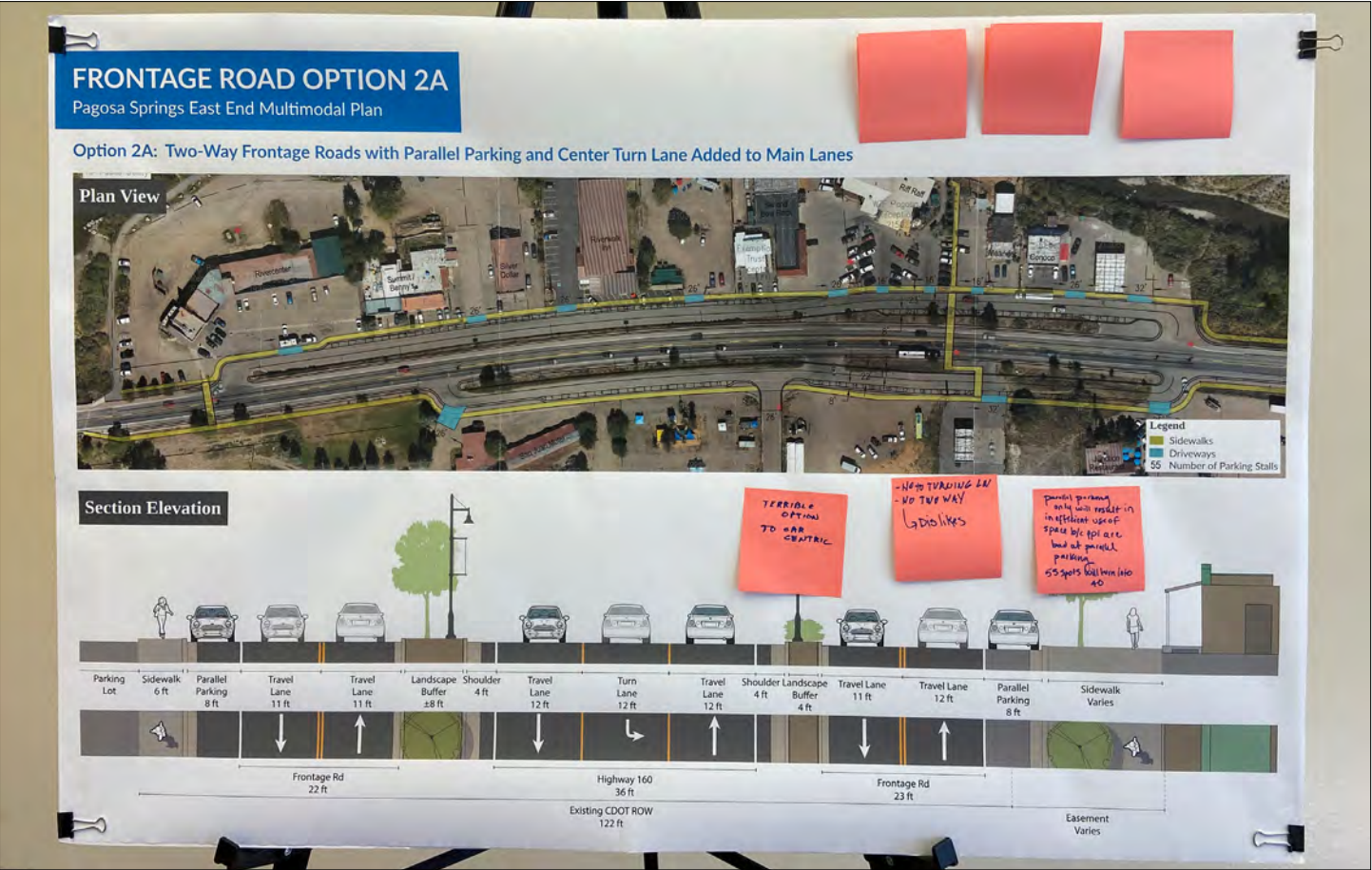


Figure B.35 Hwy 160/84 4-Leg Roundabout + B.36 Hwy 160/84 5-Leg Roundabout



Figure B.37 Hwy 160/84 Signalized Intersection

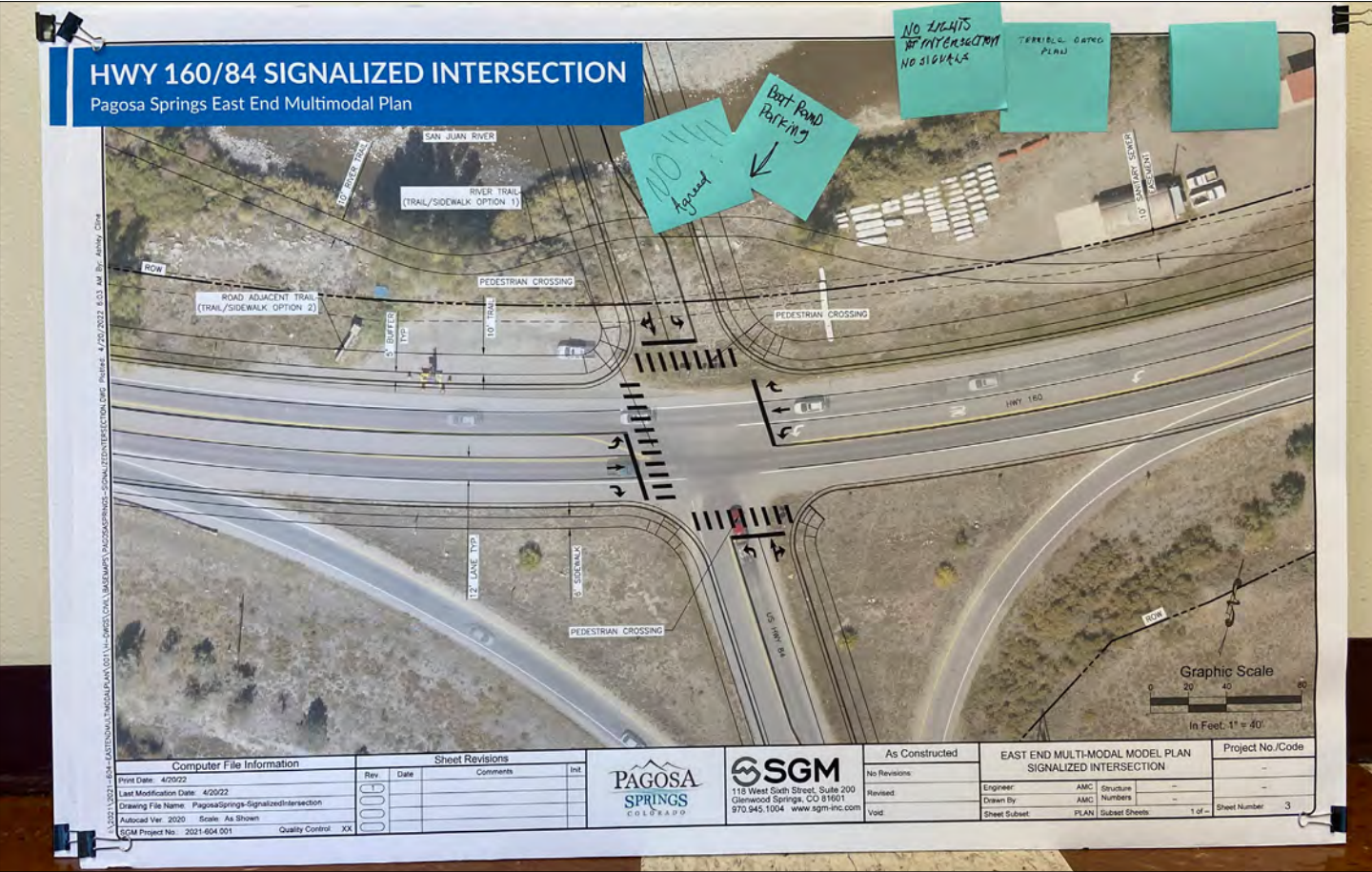
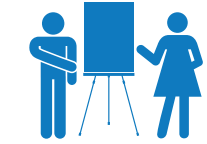


Figure B.38 Public Open House + Online Comment Outcomes

Pagosa Springs East End Multimodal Plan

4/27 Public Open House + Online Input Outcomes Summary



A public open house, featuring project boards that detailed a series of concepts, was hosted on April 27, 2022 with over 50 people in attendance. This open house allowed community members to provide input to the project team by placing their thoughts and ideas on the boards, and by speaking directly with the project team. The same project boards from the open house were posted on the Pagosa Springs East End Multimodal Plan website, where users could review the boards and make comments virtually. These online boards received a total of 24 comments. The conversations had, and comments received, led to the following themes:

Themes and Related Comments



Walking/Biking

- Like the Riverwalk dropping down toward the river behind Riff Raff
- Interest in signalized crosswalk crossing Hwy 160
- Align crosswalk more toward the middle of the corridor, not as part of the roundabout, because of safety concerns and more centralized access to all businesses
- Preference for river-adjacent trail over road adjacent trail near Hwy 160/84 roundabout
- Like sidewalk/trail access continuing east toward Hwy 84 junction
- Ensure trail connection under the Hwy 160 bridge to connect to downtown
- Storefront walkways/plazas would be nice



Open Space/
Land Recreation

- Like "double duty" use of structure as summer farmers market and winter skating rink
- The pond might be too hot/have too much sun exposure to use as ice rink in winter
- Enlarge the proposed park in southwest part of study area
- Free ice skating in the East End would be a great opportunity for kids/families
- Space for food trucks near the farmers market would be nice



Roadways/Traffic

- Love the roundabouts on 160 and one-way frontage roads; They'll help slow traffic
- Concept 2A and 2B are too car-centric (with two-way frontage roads)
- Disinterest in adding turning lane to Hwy 160
- Before moving forward with any concept, simulations need to be run to make sure emergency vehicles can easily get through and access the East End
- Concern that people won't want to go back around the roundabouts to access businesses they've already passed on the corridor if the one-way option is chosen
- Like access to Mountain Crossing via the Hwy 160/84 roundabout
- Not interested in signalizing Hwy 160/84 intersection
- Like the extension west of the southern frontage road to match the north frontage
- Consideration should be given to improving existing roads before East End improvements
- Many people don't know how to use roundabouts, so implementing them may cause lots of trouble
- Consider putting in a fully-functional traffic light during peak hours or peak season, and program to flashing yellow for 160 throughout, flashing red for Hwy 84, and crossover during off-peak hours

Figure B.38 Public Open House + Online Comment Outcomes (Ctd.)

Pagosa Springs East End Multimodal Plan

4/27 Public Open House + Online Input Outcomes Summary (Cont'd)





Themes and Related Comments	
 Landscaping/ Beautification	<ul style="list-style-type: none">• Would like to see expanded landscaping in highway medians• Maximize green space between the sidewalk and the road• Low-water and firewise landscaping should be included in all concepts• Provide plenty of shade
 Parking	<ul style="list-style-type: none">• Encourage more parking in underutilized areas• Add parking east of Junction Restaurant lot• East pond would be better candidate to fill in for parking/boat ramp if necessary, but generally, the ponds should be left as they are in their natural state• Trailer parking should be a priority when reworking parking• Parallel parking is an inefficient use of space since people are bad at parallel parking, and will slow the flow of traffic
 River Access	<ul style="list-style-type: none">• River access with parking should be added north of the Hwy 160/84 intersection• A river access point with parking just east of Meander might be too small/private• Boat access should be prioritized over just tubing access
 Other	<ul style="list-style-type: none">• Widen public access between Bennys and Silver Dollar• Concern about plaza in front of the San Juan Historical Museum taking place of parking• Interest in a circulator/trolley bus• The East End plan might result in direct impacts to a known skyrocketing population in Pagosa Springs. The plan might also require consultation with the US Fish and Wildlife Service (USFWS)• Adding a Pagosa Springs “Welcome Center” on the south side of the project area with restrooms and parking will encourage all visitors to start their visit on the south side, then loop up to the north side because of the one-way traffic flow

Figure B.39 Business and Property-Owner Meeting Outcomes

Pagosa Springs East End Multimodal Plan

4/28 Business + Property-Owner Meeting Outcomes Summary



A series of three East End business and property-owner meetings were hosted on April 28, 2022 as a way to present the concept designs and create an open discussion regarding the impacts of this plan on each individual’s business and/or property. 17 individuals total participated in the meetings. These meetings included a brief presentation of each concept, opportunities to talk through the benefits and drawbacks of each concept, and viewing of the project boards, with comments, that were displayed at the public open house. The conversations can be summarized into the following themes:





Themes and Related Comments	
 Walking/Biking	<ul style="list-style-type: none">• Move bike lane to the frontage road and reclaim some of the landscape buffer space as trailer parking. Bump 8’ CDOT landscape buffer into the current 160 shoulder• RRFB crossings will help bikes/pedestrians cross, but also slow traffic down• Continuous sidewalks along storefronts will create a safe pedestrian experience• During busy times of year, a better pedestrian network will be beneficial• Prefer a centralized crosswalk opportunity rather than at roundabouts, with RRFBs included. Ideally three crosswalks could be provided, with the middle crosswalk connecting to the Reservoir Hill Trailhead• Current walking spaces don’t feel welcoming – they’re exposed and hot• Rear areas of businesses could be activated by pedestrian access and parking
 Open Space/ Land Recreation	<ul style="list-style-type: none">• Actual restrooms would be nice instead of pit toilets, especially as more people are coming to the East End
 Roadways/Traffic	<ul style="list-style-type: none">• Concern about one-way traffic on the frontage roads because drivers might just continue east or west instead of taking the time to turn around and visit other East End locations• Signalizing the Hwy 160/84 intersection might space out traffic enough to make the changes proposed to improve Hwy 160 traffic flow unnecessary.• Either Hwy 160/84 intersection concept will help slow traffic coming into the East End• Place traffic circle in the middle of the corridor. (Discussion: this would not be feasible due to combination of traffic from both sides and need for too many roundabout legs)• Traffic circle may be an issue for semis turning around• The landscaped median reduced parking when it was put in. Guard rail allowed for more• Concern about three traffic circles causing traffic backup up the hill• Consolidate speed limits to provide more consistency along the corridor
 Landscaping/ Beautification	<ul style="list-style-type: none">• Spruce tree in front of Summit Ski & Sports should be integrated into plans• Proper drainage throughout the east end is needed, especially if additional pavement is added through the development process• Creating uniformity is important – creating cohesive walkability and parking, similar to the experience on the west end

Figure B.39 Business and Property-Owner Meeting Outcomes (Ctd.)

Pagosa Springs East End Multimodal Plan

4/28 Business + Property-Owner Meeting Outcomes Summary (Cont'd)

Themes and Related Comments	
<div><div>P</div><div>Parking</div></div>	<ul style="list-style-type: none">• Back-in angle parking might be a safer option if angle parking is selected• Space is needed for horse trailers/RVs. Trailers currently park along the median between the highway and frontage rd• Concern about removing snow from added parking spots in the winter• People aren't great at parallel parking; Parallel parking would slow down traffic flow• Parallel parking reduces potential parking capacity• For employee parking, many businesses are renting parking spaces across Hwy 160, but some employees park in public parking spaces or behind businesses. Some businesses have reserved parking spaces in front of their businesses for customers.• Businesses with reserved parking are concerned about their spaces becoming public• A negative with 2-way traffic is that you can't pull into any of the angle parking spots if you're coming from a certain direction• If the town ever puts in paid parking, business owners would like to be compensated in some way. Taking away private parking through an easement and then charging for that as public parking would be unfair to business owners• Support for purchasing land to develop parking lots
	<ul style="list-style-type: none">• Private parking turning into public parking might not be a huge issue because business parking is not currently regulated and is being shared
	<ul style="list-style-type: none">• Losing a small number of parking spaces is not a big concern for all business-owners – they'll be happy as long as parking spaces are more organized than they are now
	<ul style="list-style-type: none">• General consensus that the farmers market area is the best place for a public parking lot
	<ul style="list-style-type: none">• Might be good to call out specific space or signage for motorcycle parking
	<ul style="list-style-type: none">• Paving over the pond for a boat launch/parking isn't ideal, but might be the only option if property owners aren't willing to give up land
	<ul style="list-style-type: none">• The parking areas behind the businesses on the north side of the East End aren't always plowed
	<ul style="list-style-type: none">• Concern that with intermittent funding, the area will be under construction for many years as opposed to updated all at once
	<ul style="list-style-type: none">• Clear loading zones for semis/delivery trucks would be ideal
<div><div>●●●</div><div>Other</div></div>	<ul style="list-style-type: none">• Public transportation stop improvements will be coming along – better locations might be required, like a centralized stop in front of the farmers market and Ski & Bow Rack

PHASE 4 - RECOMMENDATIONS + PRIORITIES

OPEN HOUSE

The Phase 4 open house was hosted on September 21st, 2022 in the gymnasium at Pagosa Springs' Ross Aragon Community Center. Approximately 30 individuals were in attendance.

COMMUNICATION MATERIALS

A public open house flyer (Figure B.40) was printed and shared around town, as well as shared virtually through the MyPagosa platform and social media outlets.

OPEN HOUSE BOARDS

10 boards were included as part of the third public open house. The boards were also made available for public comment on the project website. These boards (Figures B.41-50) included:

1. An overview of what was heard at the third public open house
2. A map showing the preferred concept overview
3. Graphics depicting Concept A (parallel parking along the frontage roads)
4. Graphics depicting Concept B (angle parking along the frontage roads)
5. Graphic depicting the proposed Hwy 160/84 5-leg roundabout
6. A map showing the preferred concept overview (same as board 2) but with a number associated with each project
7. A chart explaining priority projects with the ability for participants to rank their top projects (Projects 1-12)
8. A chart explaining priority projects with the ability for participants to rank their top projects (Projects 13-22)
9. An illustrative rendering of the riverwalk trail connecting to the backs of East End businesses
10. An illustrative rendering of the north frontage road with parallel parking, one-way traffic, and a wide pedestrian zone

OPEN HOUSE OUTCOMES

Figure B.51 shows the general themes of comments shared and discussed at the public open house, and through the online comment tool.

Figure B.40 Public Open House #4 Flyer

Please join the Town of Pagosa Springs in completing *a new vision for the East End*



This concept is illustrative and provides ideas for discussion based on public input

A plan to support better access to businesses and recreational opportunities for residents and visitors in the Pagosa Springs East End is in its final stages. We’ve created a design concept and series of recommendations as part of the East End Multimodal Plan, and we need your help to begin prioritizing projects. Please join us for an Open House to share your thoughts! Materials will be available on [MyPagosa.org](https://mypagosa.org) beginning mid-September.

East End Multimodal Draft Final Concept Plan Public Open House

5-7pm on Wednesday, September 21st
Ross Aragon Community Center Gymnasium
451 Hot Springs Blvd




Figure B.41 Phase 3 Public Input Summary + B.42 Preferred Concept Overview


PHASE 3 PUBLIC INPUT SUMMARY

Pagosa Springs East End Multimodal Plan

The project team collected the comments and notes gathered at Open House #3 and business/property-owner meetings, and found the following themes:


Scan this QR code with your phone to access the complete virtual open house summary






WALKING/BIKING

- Pedestrian circulation is a priority
- Pedestrian bridge needed to continue and connect with riverwalk
- Centralized pedestrian crossing with RRFBs would be preferred
- Interest in sidewalks along businesses




OPEN SPACE AND RECREATION

- Interest in dual purpose ice rink/market shelter
- Expanded park space
- Better amenities / restrooms




ROADWAYS/TRAFFIC

- Interest and concern about using roundabouts
- Little interest in traffic signals along Hwy 160
- Any traffic-calming intervention/effort will help to improve traffic flow and minimize high speeds on 160
- One-way frontage roads might prevent people from visiting a business they've already passed




LANDSCAPING/BEAUTIFICATION

- Would like nice landscaping in medians
- Low-water, fire-wise, and shade plants
- Adding proper drainage areas is important
- Visual experience consistent with West End



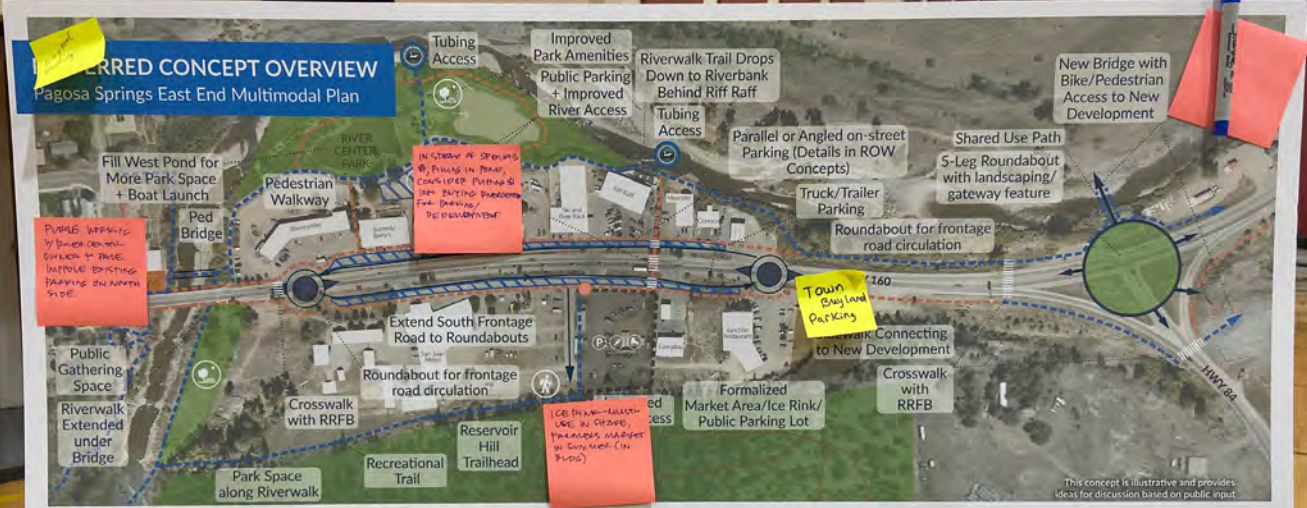
PARKING

- Open to shared parking strategy
- Include trailer parking where possible
- Encourage parking in underused areas
- Trailer/RV parking is critical
- Additional parking / formal parking is needed
- Concerns over fewer on-street parking spaces in parallel parking scenario



RIVER ACCESS

- Desire clearer access with parking
- River access should be for both tubes and small boats



Legend

- Traffic Flow** - Roundabouts on either end of corridor, one-way frontage road traffic
- Pedestrian Crossings** - Crosswalks provided in the west roundabout, west of Hwy 160 bridge connecting to the Riverwalk extension, and in the Hwy 160/84 roundabout
- Pedestrian Circulation** - Sidewalks added adjacent to both frontage roads along Hwy 160, incorporated into park spaces, and along the east side of 1st St
- Bike/Pedestrian Circulation** - Riverwalk extended east and south, connecting to proposed ped bridge and new developments north and southeast of Hwy 84.
- Hiking Trail** - Existing Reservoir Hill hiking trails
- River Access** - Access allowed north of the pedestrian bridge and east of the business district north of Hwy 160
- Transit Stop** - Newly-added, clearly-labeled stops
- Proposed Public On-Street Parking** - Existing parking maintained/organized, angle/parallel parking added along frontage roads, potential parking added south of Hwy 160 by the farmers market and park
- Recreation/Open Space** - Designated park space added in southwest portion of study area, west pond designated as ice rink in winter
- Community Gathering Space** - Public gathering space added in front of museum, farmers market formalized

Figure B.43 Frontage Road Concept A + B.44 Frontage Road Concept B

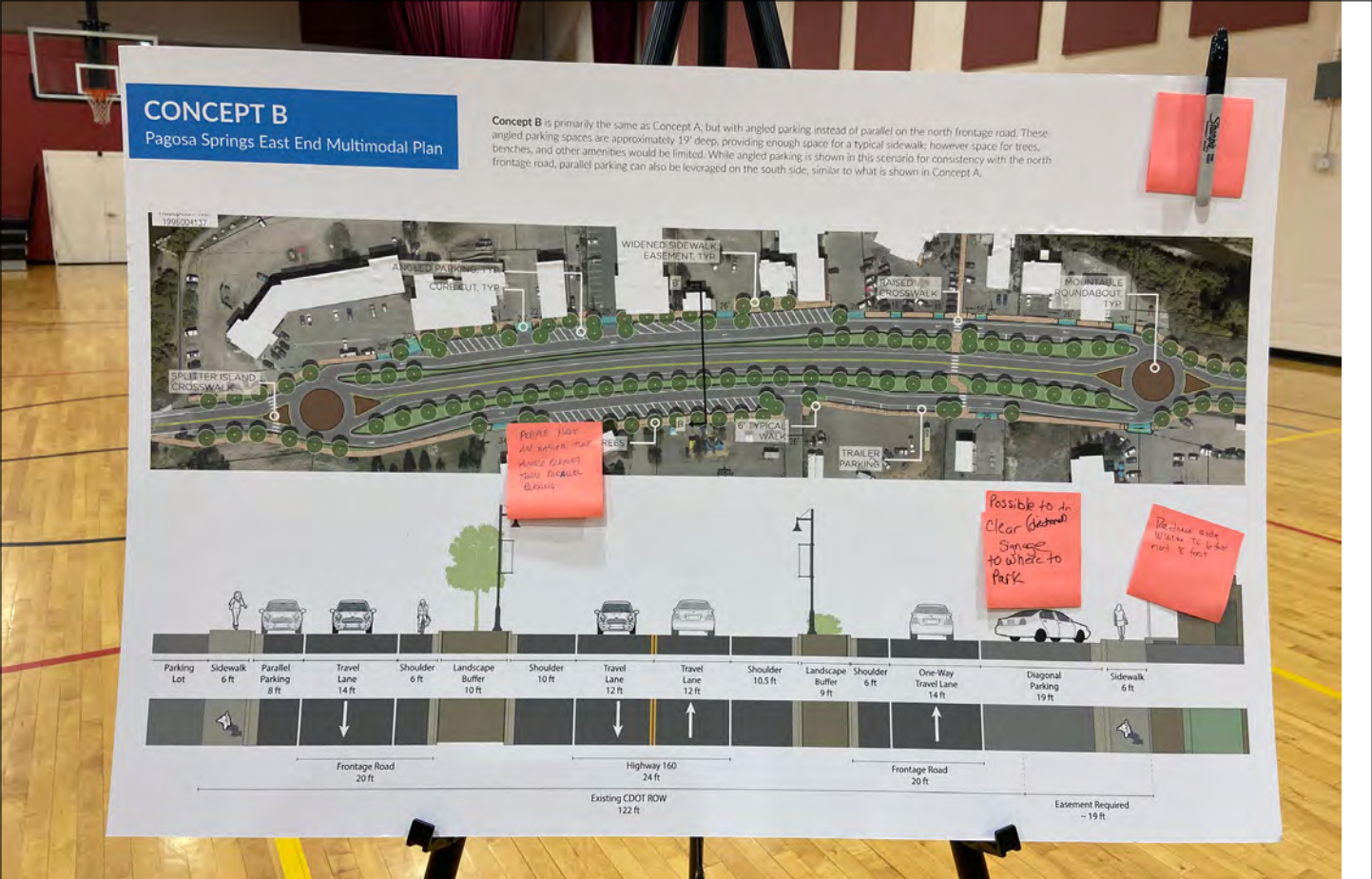


Figure B.45 Hwy 160/84 5-Leg Roundabout + B.46 Priority Projects Overview (Numbered Projects)

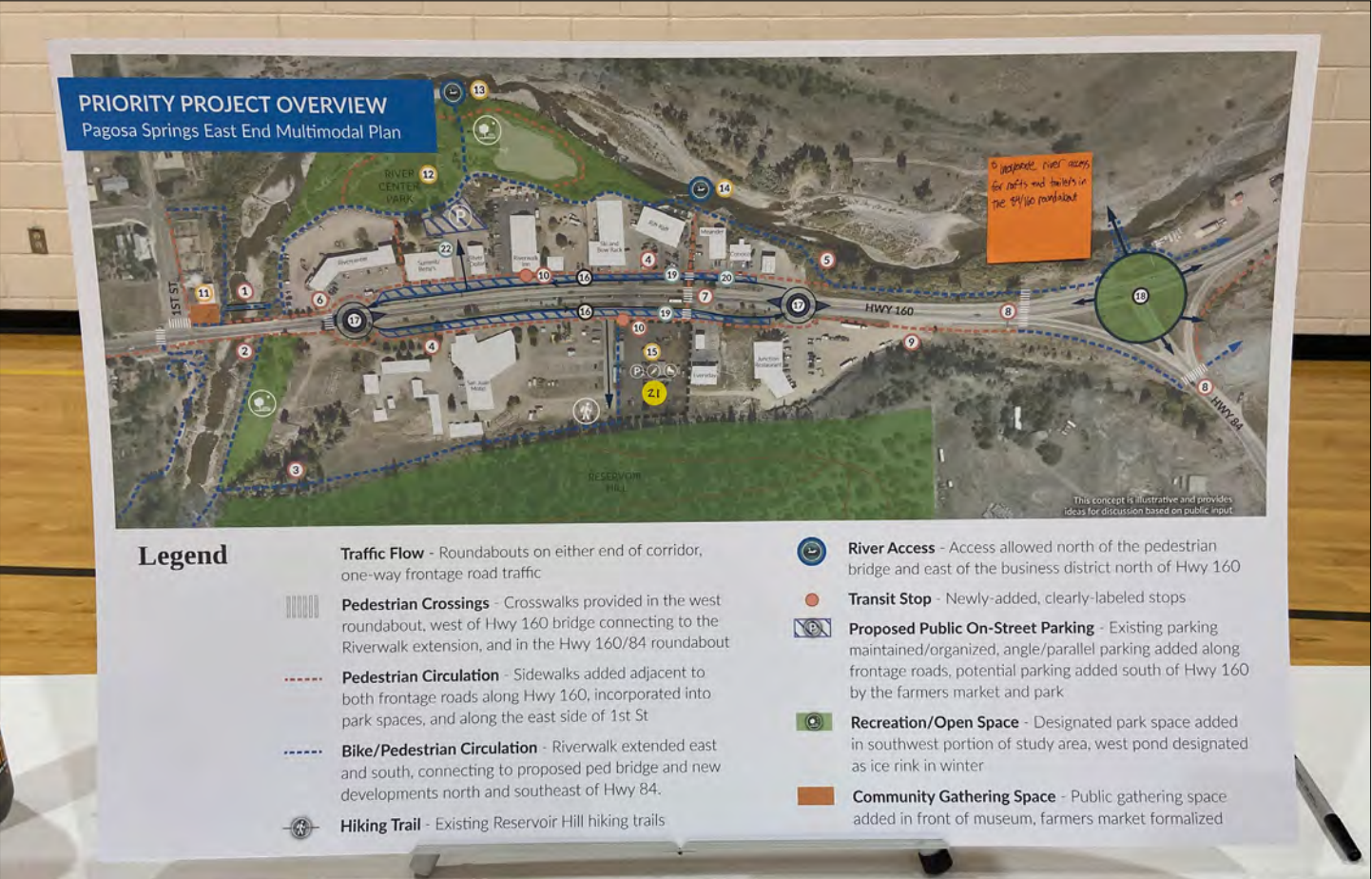


Figure B.47 List of Priority Projects 1-12 + B.48 List of Priority Projects 13-22

EAST END PRIORITY PROJECTS - 1

Pagosa Springs East End Multimodal Plan

Depending on funding availability, East End projects could be built collectively or individually. Your input on which projects are a priority to you helps create our implementation strategy, and guides how and where resources are focused first. Please place your dots on the projects you feel are the most important.

#	PROJECT NAME	WHAT IS THIS PROJECT?	WHY IS THIS PROJECT IMPORTANT/WHAT IS THE DESIRED OUTCOME?	TOP PRIORITY?
BIKE/PEDESTRIAN CIRCULATION + TRANSIT				
1	Pedestrian Bridge	Build a pedestrian bridge connecting the Museum to the East End, and connecting to the newly-extended Riverwalk	A pedestrian bridge would provide a much safer and more comfortable space to cross the river than the Hwy 160 bridge provides	
2	Riverwalk Extension under Hwy 160 Bridge	Extend Riverwalk under the east side of the Hwy 160 bridge	Extending the Riverwalk under the Hwy 160 bridge will expand recreation access on the East End and connect to another trail branch (the next project in the list)	
3	Trail from Riverwalk to Reservoir Hill Trailhead	Paved trail connecting the extended Riverwalk along Reservoir Hill to the Reservoir Hill Trailhead	Extending the Riverwalk trail into the East End will provide a connection to the Reservoir Hill Trailhead and a way to move through the East End without being close to the highway	
4	Sidewalks through Commercial Area of the East End	Working with property / business owners, potential easement, and additional trade-offs will be needed to build a sidewalk along both frontage roads	Safe pedestrian access to businesses	
5	Riverwalk Extension to the East	Extend Riverwalk east to the Hwy 160/84 intersection	With new development coming in east of the East End, extending the Riverwalk will connect that area to the rest of Pagosa Springs	
6	Western Crosswalk	Striped crosswalk with RREBs + warning signage	Adding clear striping, signage, and RREBs will make this existing crosswalk much more visible and safe	
7	Central Crosswalk	Striped crosswalk with RREBs + warning signage	Adding a central crosswalk will allow individuals to park on either side of Hwy 160 and cross back and forth to access various businesses	
8	Hwy 160/84 Crosswalks	Striped crosswalk with RREBs + warning signage	With new development to the east, crosswalks as part of this roundabout will make the rest of Pagosa Springs accessible by foot or bike	
9	Sidewalks Extending East to Hwy 160/84	Sidewalk built on the south side of Hwy 160 that extends across the entire East End	With new development coming in east of the East End, extending sidewalks east will connect that area to the rest of Pagosa Springs	
10	Formal Transit Stops	Two formal transit stops, including seating, shelters, and signage, added	Formalizing transit stops will make these services a more clear option, and will make the service more accessible and attractive	
RECREATION + CIVIC IMPROVEMENTS				
11	Plaza Space by Proposed Bridge	Add a plaza/gateway space that serves as the entrance to the proposed pedestrian bridge, and that can be used for events	If a pedestrian bridge is added across the river, a clear gateway access point will help draw people to it	
12	Fill West Pond for Additional Park Space/Boat Ramp	Fill the already silted pond to add additional natural recreation space and a boat ramp area	The pond in its current state is not well used and silted each year. Filling the pond and adding back natural park space will make the area more functional, and can also provide a boat ramp, which was indicated as a need in the area	No Thank You

EAST END PRIORITY PROJECTS - 2

Pagosa Springs East End Multimodal Plan

#	PROJECT NAME	WHAT IS THIS PROJECT?	WHY IS THIS PROJECT IMPORTANT/WHAT IS THE DESIRED OUTCOME?	TOP PRIORITY?
RECREATION + CIVIC IMPROVEMENTS (CONTINUED)				
13	Tubing Access in River Center Park	Add signage, a ramp, and drop-off area for tubers	Clear access and drop-off areas for tubers will keep tubers in public areas instead of launching from private property	
14	Tubing Access behind Riff Raff on the Rio	Add signage, a ramp, and drop-off area for tubers	Clear access and drop-off areas for tubers will keep tubers in public areas instead of launching from private property	
15	Formalized Farmers Market Structure/Ice Rink	Build a shelter that serves multiple purposes, a farmers/ makers market shelter in the warmer months, and an ice rink in the colder months	Creating a formalized space for markets can help make events larger and more consistent	
VEHICULAR CIRCULATION				
16	One-way Frontage Roads	Convert both frontage roads to one-way traffic	Converting frontage roads to one-way will reclaim space for public parking; this configuration will also encourage slower traffic on the frontage roads, and will connect in to two roundabouts (detailed below) to allow for safe entrances and exits onto and off the highway	
17	Roundabouts to Enter/Exit Frontage Roads	Mountable roundabouts added at the entrance/exit to each frontage road	Roundabouts will facilitate safe, steady traffic flow	
18	Hwy 160/84 Roundabout	Roundabout added at the Hwy 160/84 intersection to accommodate flow of traffic between 160 and 84	Roundabout will facilitate safe, steady traffic flow. The option will minimize traffic backups and spread traffic out evenly as it enters the East End	
PARKING IMPROVEMENTS				
19	Public Parking along Frontage Roads	Public parallel parking or angled parking added along each frontage road	Added public parking spaces using some space from the frontage roads that previously wasn't being used	
20	Add Truck/Trailer Parking	Truck/Trailer parking added in several areas to accommodate a variety of vehicle sizes	A variety of vehicles need to be accommodated in the East End in order to make it accessible to everyone	
21	East End Shared Parking	A shared parking strategy created among businesses that may require the acquisition of land for additional parking in the East End. Location to be determined	With projected growth in Pagosa Springs and a current challenge with limited parking spaces, a shared parking strategy will allow for more access to the East End	
22	Clear access for vehicles to access City-owned Parking behind Rivercenter	Enhanced signage and clear indication where to access parking behind the Rivercenter	Current public parking for Rivercenter Park exists behind the Rivercenter, but it is not clear where it is, and is not easily accessible	

Figure B.49 Illustrative Rendering of the Riverwalk Connecting to Businesses + B.50 Illustrative Rendering of the North Frontage Road



Figure B.51 Total Votes for Each Priority Project at the Open House

#	PROJECT NAME	WHAT IS THIS PROJECT?	WHY IS THIS PROJECT IMPORTANT/ WHAT IS THE DESIRED OUTCOME?	# OF VOTES
BIKE/PEDESTRIAN CIRCULATION + TRANSIT				
1	Pedestrian Bridge	Build a pedestrian bridge connecting the Museum to the East End, and connecting to the newly-extended Riverwalk	A pedestrian bridge would provide a much safer and more comfortable space to cross the river than the Hwy 160 bridge provides	15
2	Riverwalk Extension under Hwy 160 Bridge	Extend Riverwalk under the east side of the Hwy 160 bridge	Extending the Riverwalk under the Hwy 160 bridge will expand recreation access on the East End and connect to another trail branch (the next project in the list)	11
3	Trail from Riverwalk to Reservoir Hill Trailhead	Paved trail connecting the extended Riverwalk along Reservoir Hill to the Reservoir Hill Trailhead	Extending the Riverwalk trail into the East End will provide a connection to the Reservoir Hill Trailhead and a way to move through the East End without being close to the highway	4
4	Sidewalks through Commercial Area of the East End	Working with property / business owners, potential easement and additional trade-offs will be needed to build a sidewalk along both frontage roads	Adding sidewalks along both frontage roads will allow for safe pedestrian accesses to businesses and recreation sites throughout the East End	4
5	Riverwalk Extension to the East	Extend Riverwalk east to the Hwy 160/84 intersection	With new development coming in east of the East End, extending the Riverwalk will connect that area to the rest of Pagosa Springs	4
6	Western Crosswalk	Striped crosswalk with RRFBs + warning signage	Adding clear striping, signage, and RRFBs will make this existing crosswalk much more visible and safe	1
7	Central Crosswalk	Striped crosswalk with RRFBs + warning signage	Adding a central crosswalk will allow individuals to park on either side of Hwy 160 and cross back and forth to access various businesses	7
8	Hwy 160/84 Crosswalks	Striped crosswalk with RRFBs + warning signage	With new development to the east, crosswalks as part of this roundabout will make the rest of Pagosa Springs accessible by foot or bike	2
9	Sidewalks Extending East to Hwy 160/84	Sidewalk built on the south side of Hwy 160 that extends across the entire East End	With new development coming in east of the East End, extending sidewalks east will connect that area to the rest of Pagosa Springs	1
10	Formal Transit Stops	Two formal transit stops, including seating, shelters, and signage, added	Formalizing transit stops will make these services a more clear option, and will make the service more accessible and attractive	1
RECREATION + CIVIC IMPROVEMENTS				
11	Plaza Space by Proposed Bridge	Add a plaza/gateway space that serves as the entrance to the proposed pedestrian bridge, and that can be used for events	If a pedestrian bridge is added across the river, a clear gateway access point will help draw people to it	1
12	Fill West Pond for Additional Park Space/Boat Ramp	Fill the already silted pond to add additional natural recreation space and a boat ramp area	The pond in it's current state is not well used and silts each year. Filling the pond and adding back natural park space will make the area more functional, and can also provide a boat ramp which was indicated as a need in the area	8

#	PROJECT NAME	WHAT IS THIS PROJECT?	WHY IS THIS PROJECT IMPORTANT/ WHAT IS THE DESIRED OUTCOME?	# OF VOTES
13	Tubing Access in River Center Park	Add signage, a ramp, and drop-off area for tubers	Clear access and drop-off areas for tubers will keep tubers in public areas instead of launching from private property	7
14	Tubing Access behind Riff Raff	Add signage, a ramp, and drop-off area for tubers	Clear access and drop-off areas for tubers will keep tubers in public areas instead of launching from private property	2
15	Formalized Farmers Market/ Ice Rink Structure	Build a shelter that serves multiple purposes: a farmers/ makers market shelter in the warmer months, and an ice rink in the colder months	Creating a formalized space for markets can help make events larger and more consistent	13
VEHICULAR CIRCULATION				
16	One-way Frontage Roads	Convert both frontage roads to one-way traffic	Converting frontage roads to one-way will reclaim space for public parking; this configuration will also encourage slower traffic on the frontage roads, and will connect in to two roundabouts (detailed below) to allow safe entrances and exits onto and off the highway	4
17	Roundabouts to Enter/Exit Frontage Roads	Mountable roundabouts added at the entrance/exit to each frontage road	Roundabouts will facilitate safe, steady traffic flow	4
18	Hwy 160/84 Roundabout	Roundabout added at the Hwy 160/84 intersection to accommodate flow of traffic between 160 and 84.	Roundabout will facilitate safe, steady traffic flow; This option will minimize traffic backups and spread traffic out evenly as it enters the East End	6
PARKING IMPROVEMENTS				
19	Public Parking along Frontage Roads	Public parallel parking or angled parking added along each frontage road	Added public parking spaces using some space from the frontage roads that previously wasn't being used	3
20	Add Truck/Trailer Parking	Truck/Trailer parking added in several areas to accommodate a variety of vehicle sizes	A variety of vehicles need to be accommodated in the East End in order to make it accessible to everyone	2
21	East End Shared Parking	A shared parking strategy created among businesses that may require the acquisition of land for additional parking in the East End. Location to be determined.	With projected growth in Pagosa Springs and a current challenge with limited parking spaces, a shared parking strategy will allow for more access to the East End	3
22	Clear access for vehicles to access City-owned Parking behind Rivercenter	Enhanced signage and clear indication where to access parking behind the Rivercenter	Current public parking for Rivercenter Park exists behind the Rivercenter, but it is not clear where it is, and is not easily accessible	9

Figure B.51 Comments from Open House and Online Commenting Tool

PHASE 3 PUBLIC INPUT SUMMARY

Pagosa Springs East End Multimodal Plan

A third public open house was held on April 27th, 2022, allowing participants to provide input on the developing concepts for the East End Multimodal Plan. In addition, business + property owner meetings were held the following day to discuss concepts in greater detail.

Scan this QR code with your phone to access the complete virtual open house summary

WALKING/BIKING

- Pedestrian circulation is a priority
- Pedestrian bridge needed to continue and connect with riverwalk
- Centralized pedestrian crossing with RRFBs (a flashing beacon activated by a push button) would be preferred
- Interest in sidewalks along businesses

OPEN SPACE AND RECREATION

- Interest in dual purpose ice rink/market shelter
- Expanded park space
- Better amenities / restrooms

ROADWAYS/TRAFFIC

- Interest and concern about using roundabouts
- Little interest in traffic signals along Hwy 160
- Any traffic-calming intervention/effort will help to improve traffic flow and minimize high speeds on 160
- One-way frontage roads might prevent people from visiting a business they've already passed

LANDSCAPING/BEAUTIFICATION

- Would like nice landscaping in medians
- Low-water, fire-wise, and shade plants
- Adding proper drainage areas is important
- Visual experience consistent with West End

PARKING

- Open to shared parking strategy
- Include trailer parking where possible
- Encourage parking in underused areas
- Trailer/RV parking is critical
- Additional parking / formal parking is needed
- Concerns over fewer on-street parking spaces in parallel parking scenario

RIVER ACCESS

- Desire clearer access with parking
- River access should be for both tubes and small boats

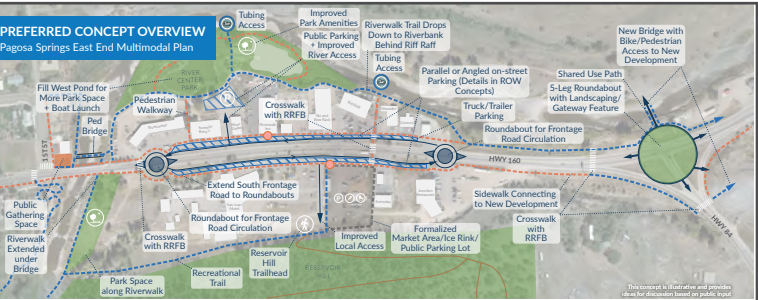
COMMENTS

PUBLIC ENGAGEMENT SUMMARY

- Agree completely that walking biking and river access is a priority. Love that this area is getting a needed renovation, as it is the first view many see of Pagosa.
- River access further upriver!?!
- 100% river access considering river running is the weakest access amongst our municipalities.

PREFERRED CONCEPT OVERVIEW

Pagosa Springs East End Multimodal Plan



Traffic Flow

Roundabouts on either end of corridor, one-way frontage road traffic

Pedestrian Crossings

Crosswalks provided in the west roundabout, west of Hwy 160 bridge connecting to the Riverwalk extension, and in the Hwy 160/84 roundabout

Pedestrian Circulation

Sidewalks added adjacent to both frontage roads along Hwy 160, incorporated into park spaces, and along the east side of 1st St

Bike/Pedestrian Circulation

Riverwalk extended east and south, connecting to proposed ped bridge and new developments north and southeast of Hwy 84

Hiking Trail

Existing Reservoir Hill hiking trails

River Access

Access allowed north of the pedestrian bridge and east of the business district north of Hwy 160

Transit Stop

Newly-added, clearly-labeled stops

Proposed Public On-Street Parking

Existing parking maintained/organized, angle/parallel parking added along frontage roads, potential parking added south of Hwy 160 by the farmers market and park

Recreation/Open Space

Designated park space added in southwest portion of study area, west pond designated as ice rink in winter

Community Gathering Space

Public gathering space added in front of museum, farmers market formalized


PREFERRED CONCEPT OVERVIEW

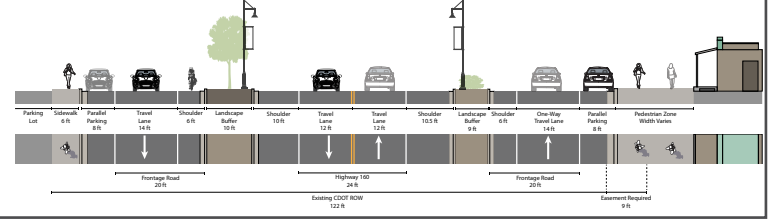
- Really like this concept best, however it seems like the crosswalks right next to roundabouts could be a traffic flow/safety concern?
- River access further up river?
- Proposed crosswalk with RRFB close to or at roundabout is trouble.
- River access would be better as far upstream as possible, near the 84/160 intersection
- It is important to ensure design supports same pedestrian friendly paths thru downtown as well as up town Pagosa Springs
- I really don't like roundabouts. I could live with the one big one at 160/84 but do we really need the other TWO before we even get to the river? That is a lot of roundabouts!
- Pursue working w/River Center owner + pave/improve existing parking on north side
- Instead of spending \$ filling in pond, consider putting \$ into buying Rivercenter for parking/development
- Ice rink, multiuse in shape, farmers market in summer (in building)
- Diagonal parking
- Town buy land for parking
- Incorporate river access for rafts and trailers in the 84/160 roundabout

Pagosa Springs East End Multimodal Transportation Plan

CONCEPT A


Pagosa Springs East End Multimodal Plan

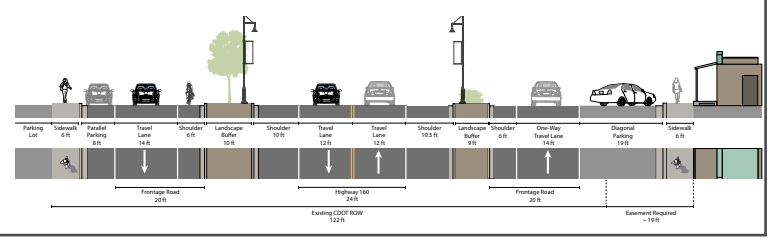




CONCEPT B

Pagosa Springs East End Multimodal Plan





CONCEPT A

- Would love to easily bike to this area from my house and feel that it is convenient and safe to get to for dining, shopping and recreating.
- Just NO. Did this option consider snow plowing?
- Roundabouts? vs. 18 wheelers + 50' RVs?

CONCEPT B

- I think diagonal parking will allow for more spaces so I vote for this option.
- Any encouragement for people to walk and bike to this area would make this part of our town have a new vibrancy.
- Seems more business friendly
- Just NO. Did this option consider snow plowing?
- Preferable to have more green spaces. concept A is more pedestrian and green friendly. Why not build a separate paid parking lot off the main drag to divert heavy vehicle traffic away from downtown areas. Less pollution and give priority and encourage walkable spaces for locals
- I like this concept because of the increased parking due to diagonal parking. However, if the other ideas to add parking are approved, I like the visual aspects of Concept A better.
- People have an easier time angle parking than parallel parking
- Clear signage to where to park
- Reduce sidewalk to 6 foot not 8 foot

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Appendix | 64

HWY 160/84 5-LEG ROUNDABOUT

The following considerations were assessed for the Hwy 160/B4 Intersection:

- Desire to reduce speeds coming into town
- Need for two lanes of traffic on Hwy 160 through roundabout due to highway intersection movements and flows
- Ability for roundabout to accommodate a future leg over the San Juan River
- Safe, well-marked pedestrian connectivity and trail access
- Entrance to Mountain Crossing Development

Roundabout design should also consider the following key opportunities:

- Underpass under Hwy 160 at midblock to eliminate pedestrian conflicts
- Trail going under future 4th leg bridge instead of across roundabout to eliminate any pedestrian conflicts
- Large amount of ROW through intersection for signage, planting, and gateway features

Design Criteria Assumptions

DESIGN COMPONENT	WIDTH	DESIGN REFERENCE
Lane	14 FT	NCHRP 672 6.5.2
Lane (Circulatory Roundabout)	14 FT	NCHRP 675 6.5.3
Carb + Outer (Median)	23 FT	CDOT M-609-1
Carb + Outer (Median)	15 FT	CDOT M-609-1
Median	10 FT	CDOT M-609-1
Buffer Zone	5 FT	Per Town of Degrass Springs
Pedestrian Trail	10 FT	ASHTO Guide for the Development of Bicycle Facilities
Pedestrian Sidewalk	6 FT	Per Town of Degrass Springs (5 foot minimum, Land Use and Development Code 6.5.5)



160/84 ROUNDAABOUT

- What kind of development, land prices, etc are available in the future development at the 5 way?
- River access and boat ramp could be included here
- Local taxpayers should not be funding access improvements for the proposed Mountain Crossings development; variations of this development have floundered for over a decade. Roundabouts are extremely rare on major roads, and most Americans are not good at using them. Looks like a poor options for Pagosa Springs
- Prioritize less traffic to downtown, especially large semis !!!!
- Traffic circles are increasing being used and they seem to facilitate traffic better. They also cause traffic to slow down when entering them. I like this idea.
- Raft/trailer river access boat ramp & parking
- This roundabout is huge for travel flow into PS

PREFERRED CONCEPT OVERVIEW

- This is the area in which boats (sometimes using trailers) have been launched from, and where boaters typically park. This concept looks inviting, but I am concerned about the boat and trailer access.
- Build bypass highway for 160 Semi and other pass thru commercial traffic. Prohibit semi trucks from downtown ;)
- With our current extended drought conditions, I think xeriscaping would be better than plants that need constant watering.
- lol Going to need more vegetation to hide that pig...
- Parking in back of buildings



PREFERRED CONCEPT OVERVIEW

- I would love for this area to be bike friendly by having access that goes all the way through the area. When bikes are on the inside of parking areas; adjacent to pedestrian zones, apposed to on the road directly with cars and trucks, it is much safer. When there is a safe and welcoming bike zone, you have more biking and less need for parking.
- Why not have safer dedicated bike lanes?
- This concept should help the both the businesses and their customers. It will also make the east end of town more attractive to visit.

APPENDIX C

CONCEPT DEVELOPMENT

[65](#) Overall Area Concepts

[66](#) Frontage Road Concepts

[71](#) Hwy 160/84 Intersection Concepts

During the planning process, the following draft alternatives, shown in [Figures C.1-C.10](#) were developed to explore a series of options before deciding on the preferred concept. These concepts were all vetted as part of the public input process.

OVERALL AREA CONCEPTS

[Figure C.1](#) shows the general plan for Concept A

[Figure C.2](#) shows the general plan for Concept B

ROADWAY CONCEPTS

[Figure C.3](#) shows Concept 1A Roundabout - 1-Way Frontage (Parallel Parking)

[Figure C.4](#) shows Concept 1B Roundabout - 1-Way Frontage (Angled Parking)

[Figure C.5](#) shows Concept 2A 2-Way Frontage (Parallel Parking)

[Figure C.6](#) shows Concept 2B 2-Way Frontage (Angled Parking)

[Figure C.7](#) shows Concept 3A 2-Way Frontage (Stay inside ROW)

HWY 160/84 INTERSECTION CONCEPTS

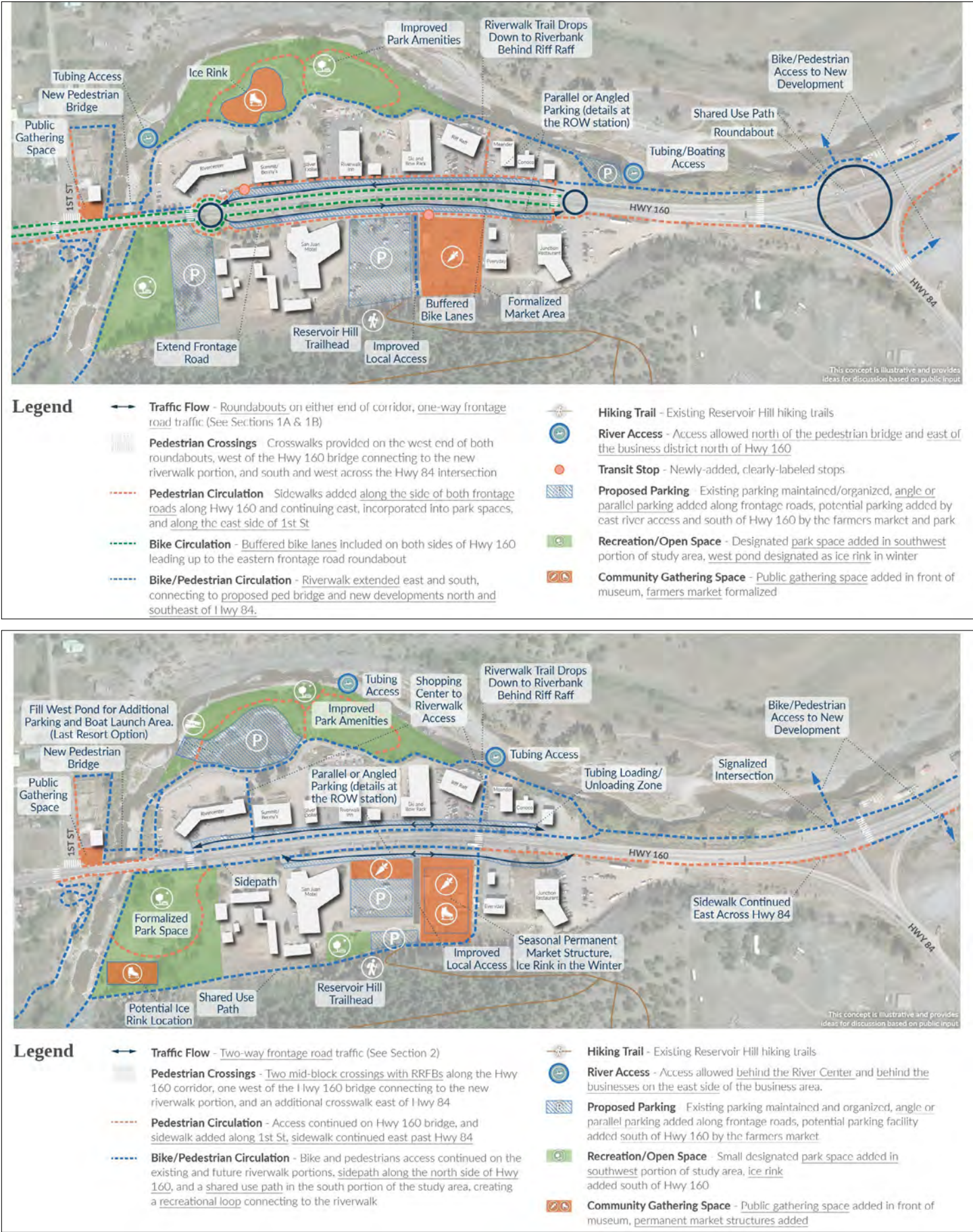
[Figure C.8](#) shows the general plan for Concept A

[Figure C.9](#) shows the general plan for Concept A

[Figure C.10](#) shows the general plan for Concept A

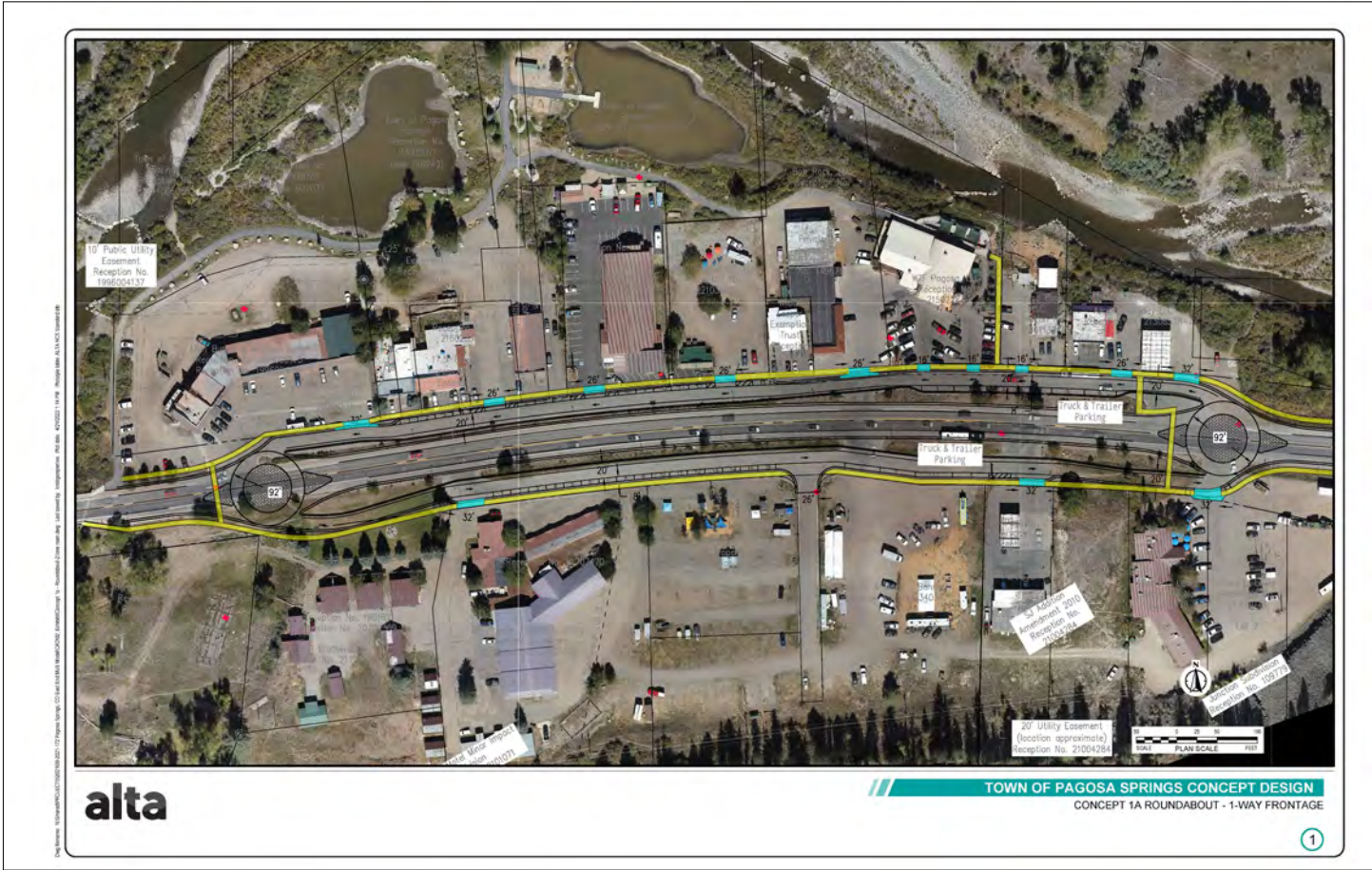
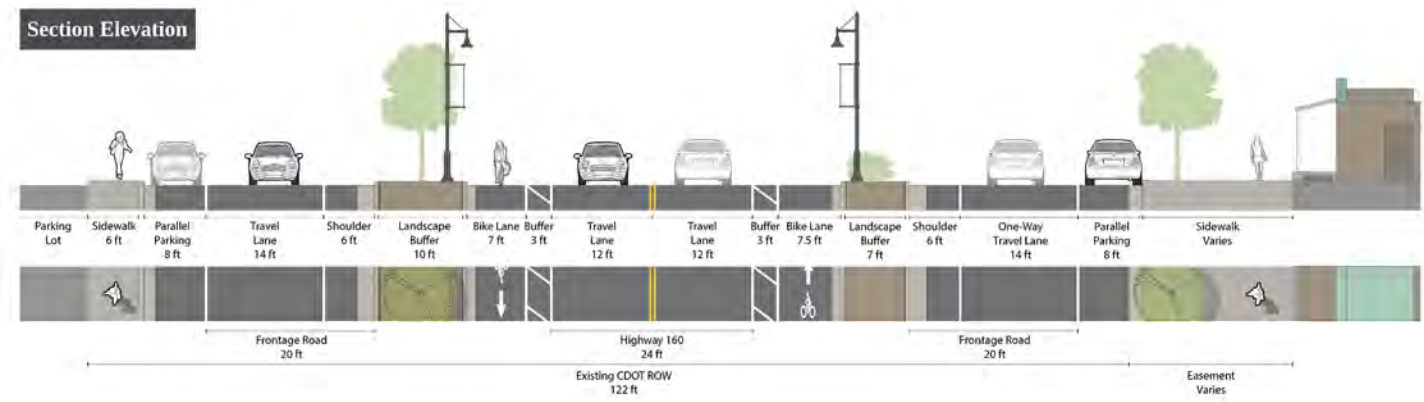
OVERALL AREA CONCEPTS

Figure C.1 Concept A + C.2 Concept B



ROADWAY CONCEPTS

Figure C.3 Concept 1A Roundabout - 1-Way Frontage (Parallel Parking)



C.4 Concept 1B Roundabout - 1-Way Frontage (Angled Parking)

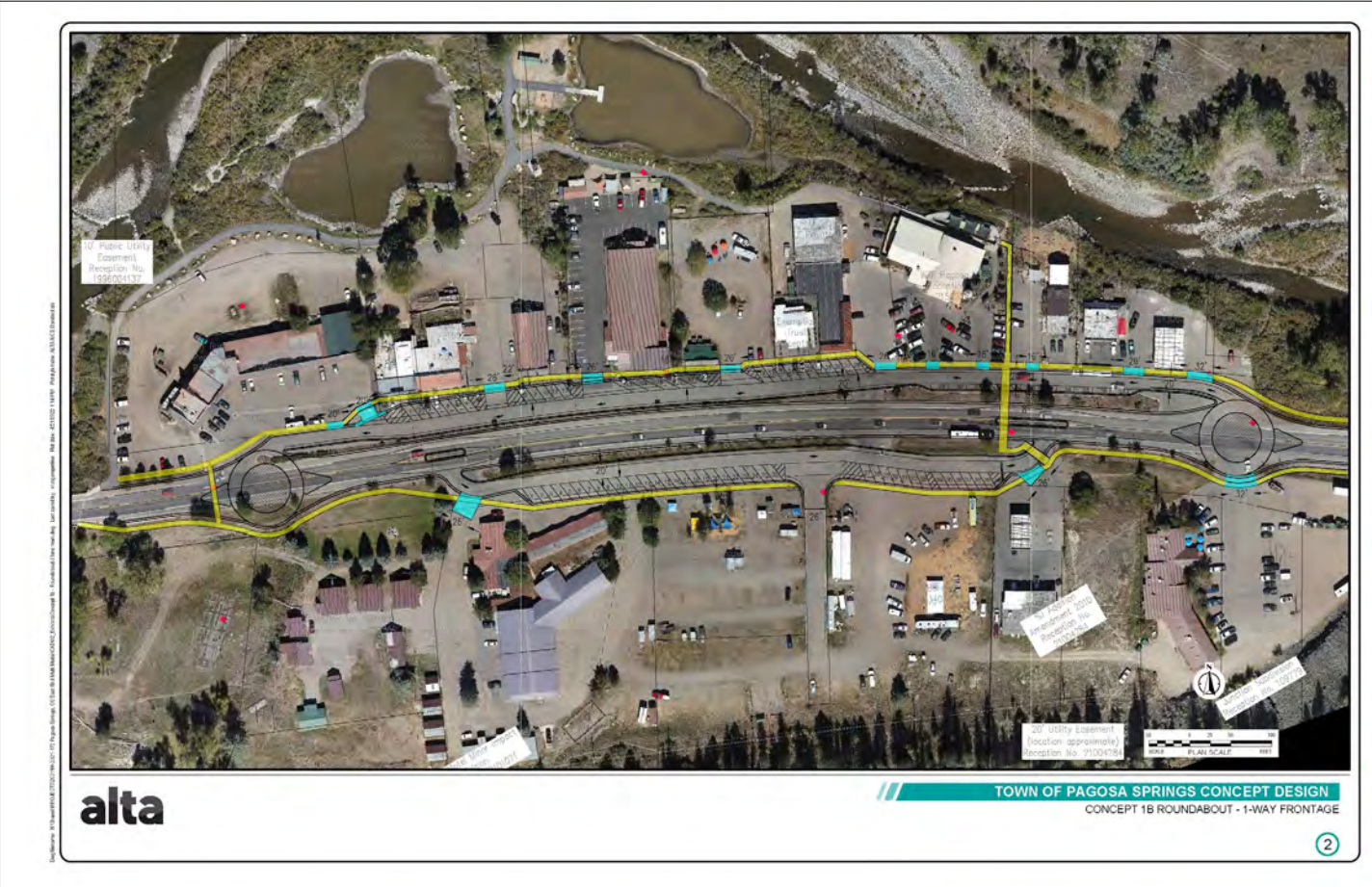
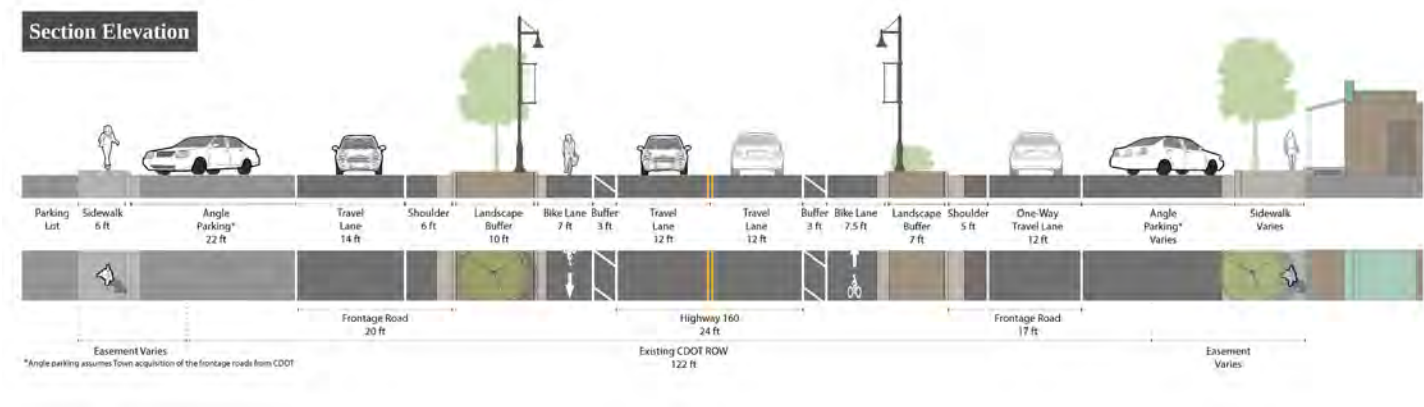
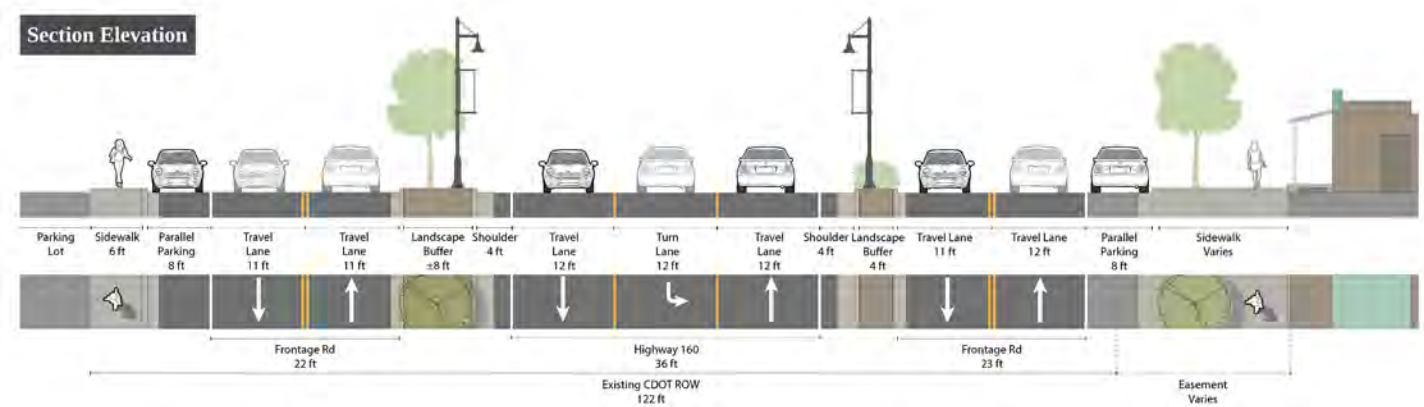


Figure C.5 Concept 2A 2-Way Frontage (Parallel Parking)



C.6 Concept 2B 2-Way Frontage (Angled Parking)

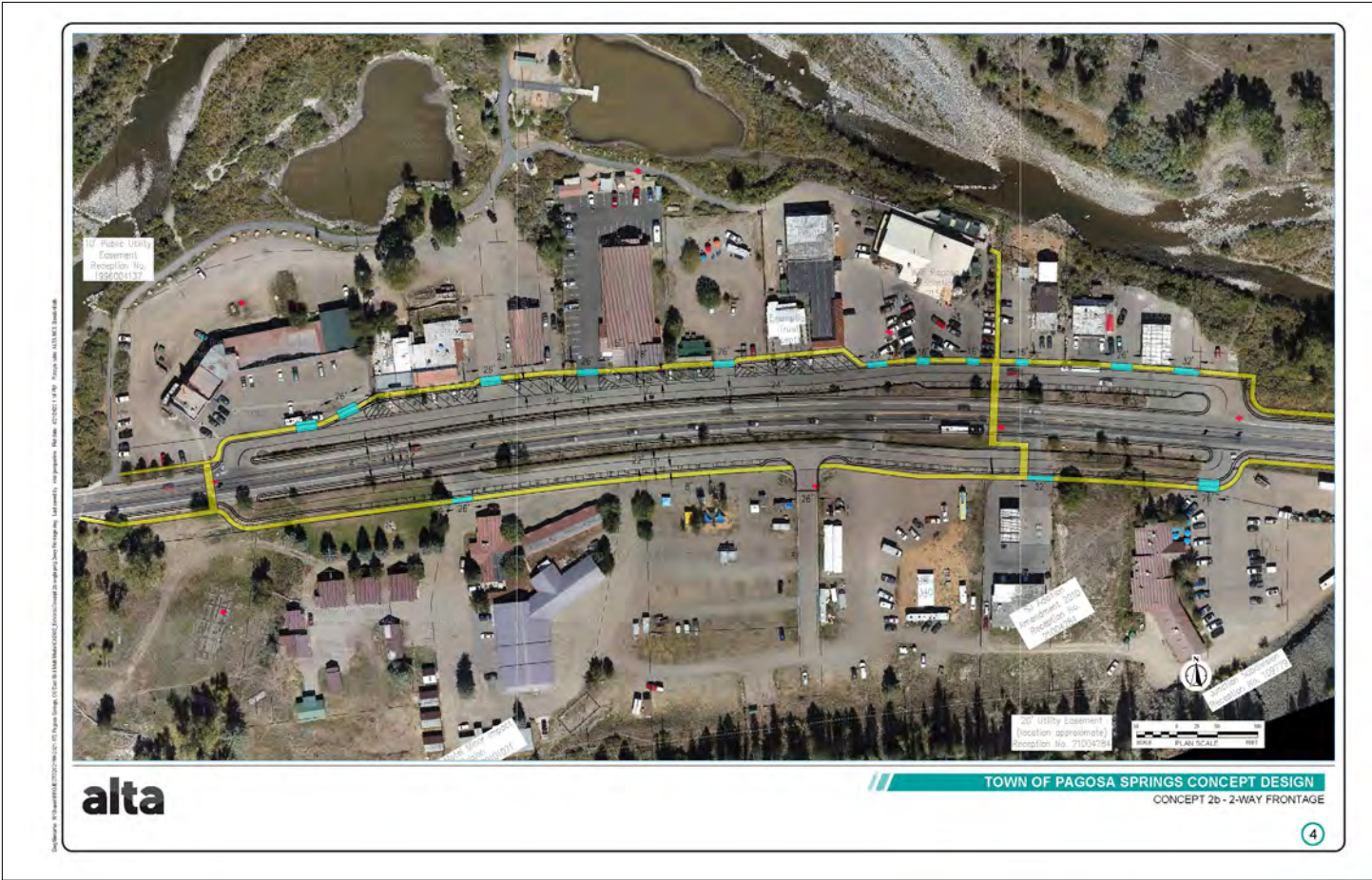
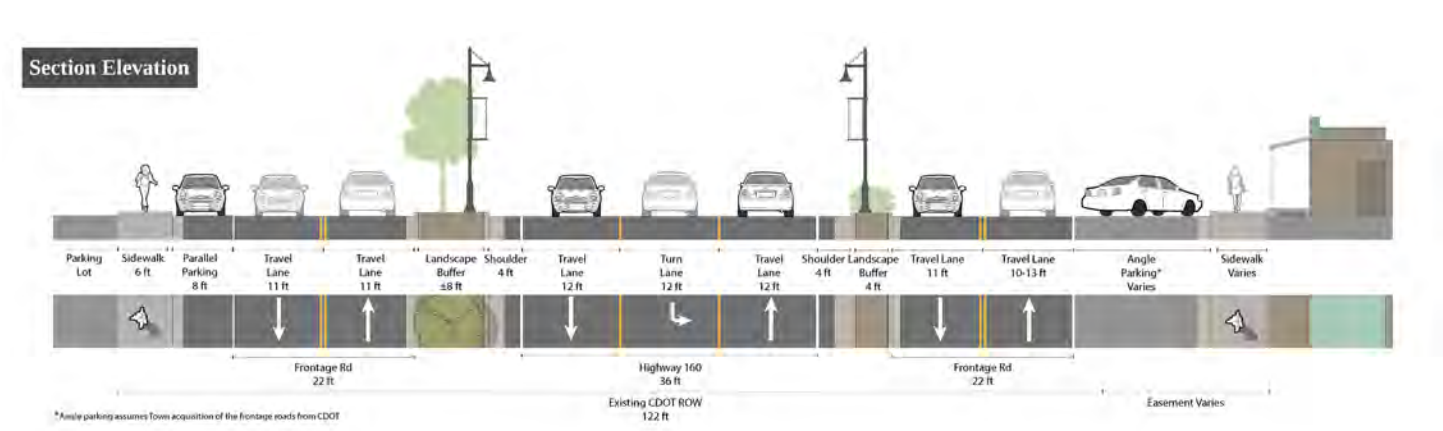
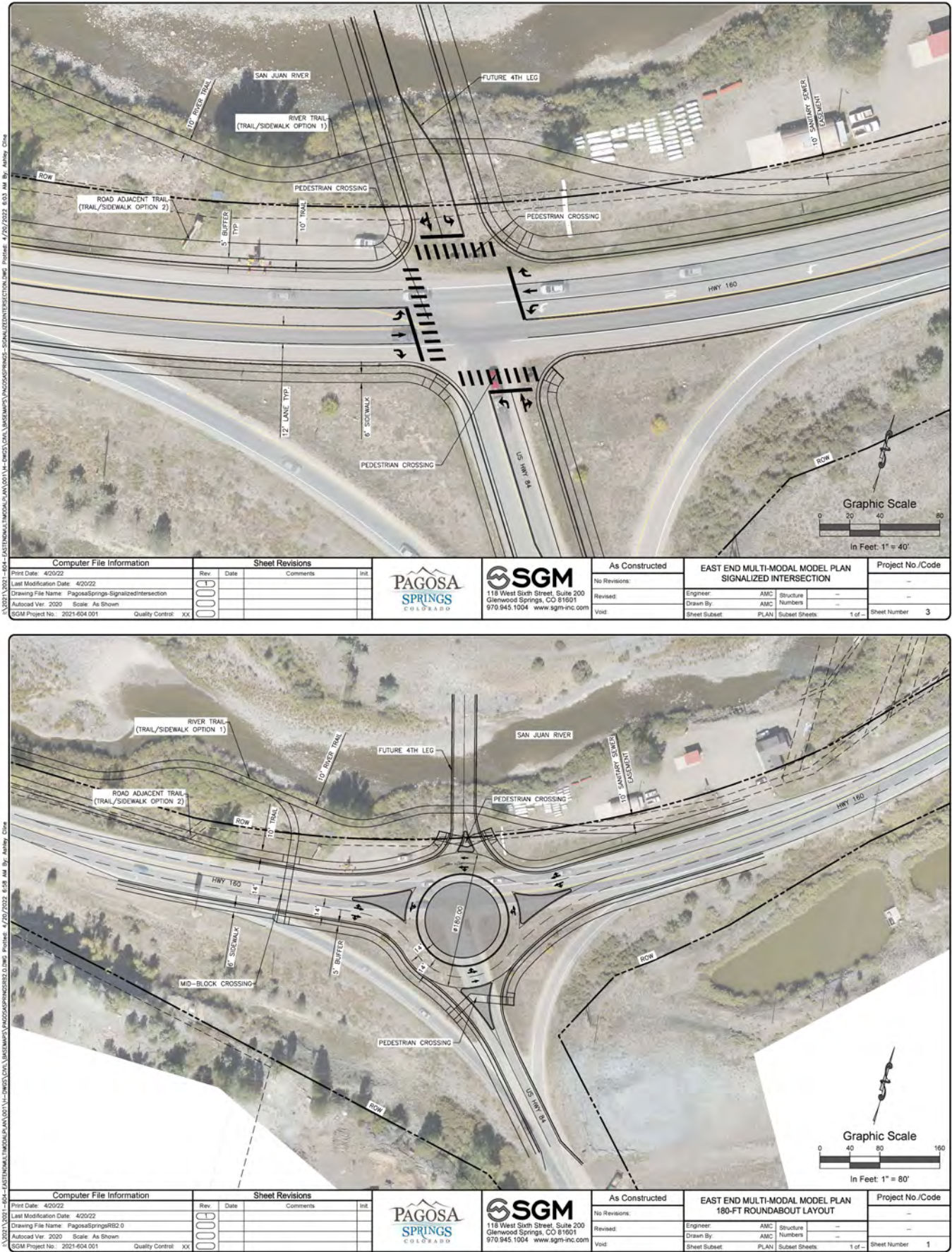


Figure C.7 Concept 3A 2-Way Frontage (Stay inside ROW)



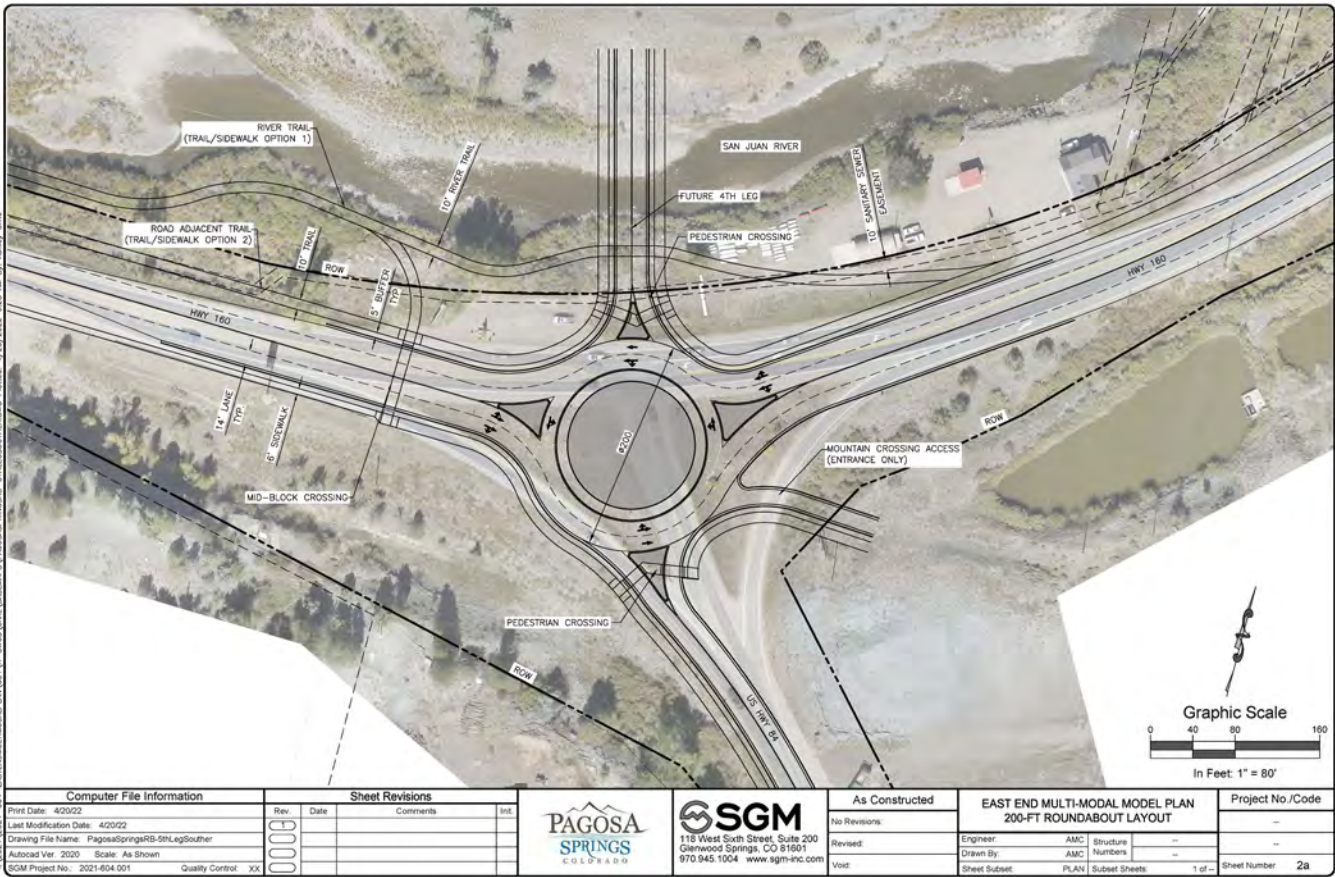
HWY 160/84 INTERSECTION CONCEPTS

Figure C.8 Hwy 160/84 Intersection - Signalized + Figure C.9 Hwy 160/84 Intersection - 4-Leg Roundabout



C.10 Hwy 160/84 Intersection - 5-Leg Roundabout

Under the current CDOT State Highway Access Code, CDOT will not approve this 5-leg roundabout design.



APPENDIX D

DESIGN
GUIDANCE +
STRATEGIES

- 74 Bike Parking
- 75 Parking Management Strategies in Detail

BIKE PARKING

Bicyclists need safe and convenient places to secure their bicycles when they reach their destination. This may be short- or long-term parking for employees, visitors, residents, and commuters.

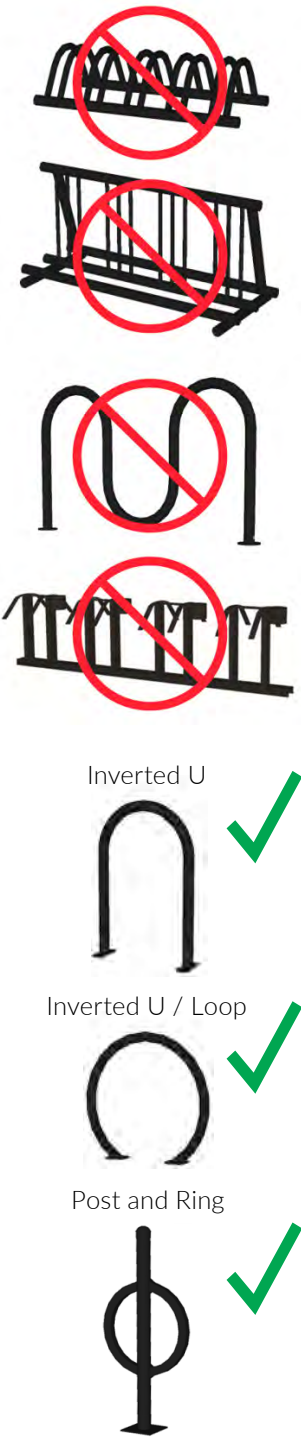
In general, bike racks should be placed at least 2 feet from the curb face to avoid door swing from parked cars. At least 4 feet of space should be provided between racks to provide maneuvering room. Additionally, a minimum clear distance of 6 feet should be provided between the bike racks and adjacent property lines, and should typically be placed in the amenity zone. Recommended bike rack styles are shown in Figure D.1.

Pagosa Springs currently includes bicycle parking as part of the landscape plan minimum requirements, but they do not differentiate between short-term and long-term bicycle parking. With the potential for multi-family development, office, and retail uses expected to grow in the East End, further refinement to the bicycle parking code could address resident and employee needs for secure, long-term bike parking.

Long-term bicycle parking is for those spending longer amounts of time at a place – i.e. a workday or work shift, or at a multi-family residential building. Long-term bicycle parking is designed to be more secure than short term parking and provides enclosed space for one or more bikes. Types of long-term bicycle parking include lockers, cages, and bike rooms.

Rates for long-term bicycle parking are generally 1 space per 10,000 square feet for office, 1 space per 12,000 square feet for general retail, or 0.5 spaces per bedroom for multi-family residential. Detailed information on codifying long-term bicycle parking can be found in the Association of Pedestrian + Bicycle Professionals Bicycle Parking Guidelines, 2nd edition.

Figure D.1 Bike Rack Recommendations



PARKING MANAGEMENT STRATEGIES IN DETAIL

EFFECTIVE ENFORCEMENT OF MANAGED PARKING

For the East End, or any managed parking system, there are typically three basic strategies for conducting enforcement of parking rules and restrictions. These strategies are:

- Passive parking management with no enforcement
- Active parking management with enforcement provided by the City
- Active parking management with enforcement provided by contract with a private entity

PASSIVE MANAGEMENT

Under a passive parking management scenario, posted sign restrictions would be installed in each managed parking lot and on each block face within the managed area. Signage would specify the restrictions in place. In the case of the East End, signage could specify that certain areas or curb length is for commercial loading only, for customers only, is farmers' parking only during farmers' market events. For any purpose, it could specify time limits, or restrictions on overnight parking. In the future, signage could specify that parking is for residents only, or even indicate that future on-street parking falls within a resident parking permit zone (RPP).

Under this scenario, costs would be restricted primarily to the cost of acquiring and installing signs, with minimal ongoing maintenance costs. However, there would be no active enforcement. City police would continue to be responsible for enforcement of regulations prohibiting illegal parking or derelict vehicle parking when reported. Private lot owners would continue to have a right to boot/tow parked vehicles that are in violation of posted restrictions.

ACTIVE MANAGEMENT WITH CITY ENFORCEMENT

To execute any degree of active enforcement of parking restrictions, an active parking enforcement entity or operation should be created and staffed that is focused on parking violations. This entity should be separate and distinct from the police department. As stated previously, parking enforcement by police officers can be expensive and an ineffective use of police resources that would be better dedicated and used for more serious and pressing law enforcement purposes.

This entity would have legal authority to issue warnings, tickets, assess fines, and even to boot or tow vehicles in accordance with posted restrictions and other applicable laws and ordinances relating to parking. If permit parking is established, either on-street or off-street, the entity would also be responsible for enforcement of the permit system as well, such as with a resident parking permit program.

Costs to establish such an active enforcement program are now lower than they would have been in previous years because programs can be created and maintained electronically. For permit parking, there is no need to print and issue physical placards for permit holders. Permits could be issued either free of charge or at minimal fee to cover the cost of the program's administration on behalf of the East End and the City of Pagosa Springs. A database of permit holders and corresponding permitted license plates would be established.

If Pagosa Springs were to choose to implement license plate reader technology (LPR) as the primary tool of enforcement technology, discussed in further detail below, the LPR database and software would be integrated with the list of permit holders and their registered vehicles. With LPR enforcement, the system could be extended to any other areas or neighborhoods in which Pagosa Springs may wish to implement parking management and enforcement in the future, both

now and in the future. The system could also be extended to and shared with Archuleta County for any future managed parking areas outside city limits.

Under this scenario, parking enforcement officers (PEOs) should maintain a somewhat regular and active enforcement schedule within the managed areas, especially within the first six months of implementation. If parking is to be limited at all times during the enforcement window to permit holders only, enforcement routes through the area would only be necessary once or twice per day to achieve the intended affect. However, with time-limited parking, enforcement would be needed more frequently, in accordance with the posted limit. For instance, two-hour time-limited parking would need enforcement every 2 – 4 hours.

During enforcement, PEOs could also separately notate and cite instances of illegally parked vehicles, with or without permits. This would include vehicles parked in areas where parking is prohibited at all times, such as along curbs marked red, near fire hydrants, driveways, etc., as well as vehicles that have been parked on sidewalks.

ACTIVE MANAGEMENT WITH CONTRACT ENFORCEMENT

If the preferred overall management strategy chosen is to maintain unmanaged and unenforced parking in most of the rest of the City, or if the City declines to purchase LPR technology or establish its own enforcement team independent of the Police Department, another option would be to contract enforcement to a third-party operator.

Under this solution, the City would still need to establish and maintain an active database on its own of permitted vehicles, in the case of permitted parking areas. However, the database of registered license plates could be made available to the private, third-party entity in order to differentiate permitted vehicles from unpermitted ones. Existing

parking operators within the City may already have the infrastructure and staff in place to conduct enforcement operations efficiently and effectively, and would decrease many of the up-front capital costs associated with starting a program from the ground up.

OVERVIEW OF LPR TECHNOLOGY

With any active enforcement strategy for managed parking areas larger than a handful of spaces, LPR systems are now the preferred enforcement tool. LPR systems are data capture and collection platforms that utilize specialized hardware, cameras, and software to quickly and effectively capture the license plate numbers of vehicles.

A computer mounted inside a motorized vehicle records license plates, associated metadata, geographic position via GPS, and can dynamically check data in real time to determine vehicle presence and length of stay, if more than one pass is made. Also, cameras will capture both a context shot, showing the vehicle's surroundings as well as a photo of the license plate itself. Even without Department of Motor Vehicle (DMV) information, the color, make, and model of a vehicle can usually be determined from the context photos captured with the license plate read. As an option, some systems could capture the wheel's valve stem location as the enforcement vehicle drives past the parked vehicle.

LPR technology could be used for enforcement of both existing and proposed parking restrictions in all areas of Pagosa Springs, including the East End. The costs and complexity of LPR technology have decreased within the last decade, making enforcement using this option cost-effective and reducing the amount of labor hours needed. Moreover, the US Court of Appeals for the 6th Circuit ruled in April 2019, in the case of Taylor vs. City of Saginaw, that the more traditional low-cost enforcement method of employing a parking

enforcement officer to physically chalk tires in the field is unconstitutional. This ruling was reaffirmed by the 6th Circuit in August 2021 after appeal and remand.

Though as of this writing the decision only applies to US states under the jurisdiction of the 6th Circuit, Walker advises against this practice due to the potential for the unconstitutionality of chalking tires being upheld by the US Supreme Court in the future. Even in cases of targeted enforcement of otherwise infrequent enforcement of specific areas of concern, LPR technology is considered to be a very effective and low-risk parking enforcement solution, particularly in the context of scalability.

LPR technology could be outfitted to any existing county-owned passenger vehicle or light-duty truck, as some systems do not require permanent installation or vehicle modification. Many systems employ the use of a magnetically-mounted camera that could easily be attached and detached to the roof of a steel-bodied vehicle.

Note that LPR technology could be used within off-street parking facilities as well as for on-street parking.

OPERATIONS

The enforcement officer would drive an LPR-equipped vehicle down corridors or within off-street areas identified for parking enforcement, following a fixed, pre-defined route. If the corridors or areas have been included under a permit parking program, license plates captured using specialized software would then be compared to a dynamic database, based in the cloud, of vehicles permitted to park along a corridor. If there is time-limited parking for non-permit-holders allowed (e.g., vehicles could be parked for under two hours without a permit once per day), the database of parkers would be updated in real time during multiple passes per day along the fixed route.

During these passes, the system would track which license plates belong to vehicles that have been parked for either two hours or less and which have been parked for more than two hours, according to the above example given. Only vehicles whose license plates have been tracked for more than the time limit would be considered as potential/alleged

Figure D.2 Pelican case containing portable LPR equipment



Figure D.3 Diagram of how to set up an LPR unit

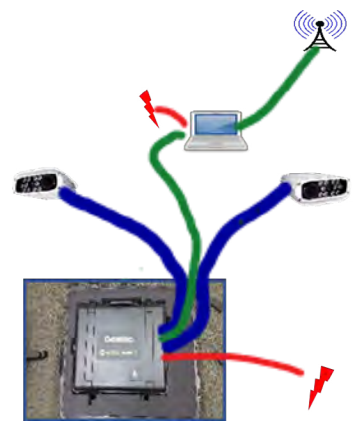
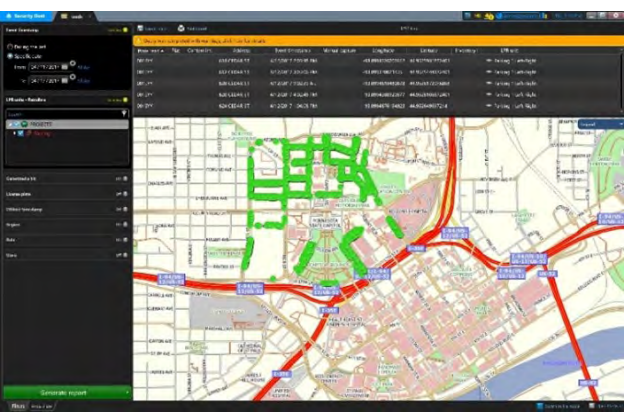


Figure D.4 Inputs for portable LPR computer unit



Figure D.5 Screenshot of typical user interface for LPR software



violators. In most LPR systems, data is hosted and stored in the cloud, allowing any credentialed end user with permission and the applicable software to see, download, and analyze data.

For corridors where LPR technology would merely be used for enforcement along corridors where no parking is allowed at any time, the LPR operator would simply activate and deactivate the camera while passing by restricted segments. While activated, any license plate numbers recorded would be uploaded to a database containing likely illegally parked vehicles.

In all instances of recorded vehicle license plates, parking enforcement staff would be tasked with review of the license plate numbers of vehicles allegedly in violation that have been sent and are stored in the LPR platform's database. If a violation has been confirmed by analyzing context photos and metadata, either a warning or citation could be generated. The warning or citation could either be in the form of a ticket/notice placed under the windshield wiper or auto-generated at a central location and sent via US Mail. In-person issuance of a citation, once a violation has been confirmed, is the recommended method of delivery to maintain the citation's match to the vehicle rather than the individual, as required in many jurisdictions. Additionally, education of legal parking behaviors is diminished when a citation is received days or often weeks after the violation when the vehicle owner, who may not have been the driver, does not recall the situation.

A violation hierarchy and citation fine structure would need to be created, with potentially two different structures. There might be one hierarchy for illegally parked vehicles and one for vehicles in violation of established permit and/or time limited restrictions. The fine for each citation would depend on how many previous warnings/violations have been linked to a particular vehicle as well as whether established fines associated with a vehicle that has been cited multiple times have gone unpaid.

Figure D.6 A personal passenger vehicle outfitted with detachable LPR equipment



Figure D.7 A PEO/PA attaching LPR cameras to a car roof with magnets



Walker recommends that, for violation of time restrictions or unpermitted parking in permit zones, very nominal fines be implemented, always following an initial warning. For illegally parked vehicles, the fine structure should be stricter, and PEOs would have the option of contacting Pagosa Springs Police or Archuleta County Sheriff's Deputies to follow up for particularly egregious violations or violations where safety is at risk.

COSTS

The cost of LPR equipment depends on the vendor and on the specific package selected. For Pagosa Springs' purposes, the initial, up-front capital costs associated with procurement of a portable LPR system, not including a laptop computer and ongoing cellular/WiFi costs, would range between approximately \$45k and \$60k in 2022.

This includes the cost of the proprietary hardware as well as the initial software purchase and back-end costs associated with building a database; this figure does not include the price of a vehicle. Typically, ongoing annual maintenance costs for mobile LPR technology are about 10% of the initial purchase price. In this case, ongoing costs would be approximately \$4,500 to \$6,000 per year, including ongoing technical support and fees for cloud-based services.

Depending on the preferred management strategies for the neighborhoods discussed below, and the size of the managed parking system, Walker believes that reasonable enforcement coverage could be achieved with labor costs equivalent to a range of between .25 and 1.0 FTE's. Assuming a base hourly wage of \$15.00 per hour, with an additional approximately \$2.58 per hour in the form of part-time benefits, annual labor costs would thus range from approximately \$9,141 to \$36,566.

OTHER BENEFITS

Some police and sheriffs' departments do not currently employ LPR technology themselves for law enforcement. Therefore, the procurement of an LPR system by the City could not only be useful for parking management purposes, but also be extremely useful for police and sheriff's deputies in conducting their day-to-day operations and police investigations.

If LPR equipment can be used to generate a steady stream of revenue, however, it can make LPR technology politically and financially palatable. Active parking management using LPR achieves revenue generation. Also, in some jurisdictions, particularly rural ones, it can be politically difficult to allow law enforcement to use LPR equipment to generate and utilize data containing license plate numbers for its own use. However, if a non-law-enforcement department is the steward and operator of LPR equipment, with only limited

enforcement ability that comes in the form of issuing parking citations, it can oftentimes circumvent political challenges and perceived privacy issues associated with use of LPR by law enforcement.

From the perspective of a future parking enforcement entity, giving the police department or sheriffs' department access to an LPR system and its data would also be beneficial. By law, only law enforcement agencies have access to certain databases, such as DMV records or stolen vehicle hot lists. When LPR data is shared with law enforcement, the police can be notified and deployed to conduct enforcement and citation for serious violations outside the purview of parking enforcement. For instance, LPR data can be shared with the police, who can cross-reference DMV records to identify vehicles with expired registration tags parked on-street. Police/sheriff department data is therefore useful in enforcement of ordinances prohibiting long term vehicle storage, on-street or off-street.

Modern LPR software platforms allow for seamless sharing and integration of data for analytics purposes, and many routines and the generation of hot lists can be automated on the back end. Some LPR vendors will set up data sharing accounts for other agencies at little to no cost once a system is deployed. By law, data generated by the police or sheriff cannot be shared with non-law-enforcement agencies, though there is an exception if parking enforcement is conducted directly by the law enforcement agency. However, this is an uncommon situation in most jurisdictions, as PEOs typically have to undergo additional training and certification to allow them to act as officers of the law or be employed with a law enforcement agency.

STRATEGIES FOR MANAGEMENT OF LOADING ZONES

The public right of way, including the curb—meaning the area where the street meets the sidewalk—serves many functions. This space operates as a travel way; a pedestrian realm; a community gathering space; and a flexible zone for transit access, vehicle storage, passenger pick-up, and drop-off and deliveries, amongst other uses. Because the curb provides significant value to the community, many cities seek to find the highest and best use for the curb.

One effective strategy for managing loading zones that acknowledges the fact that valuable curb space is used for more than simply passenger vehicle parking is creating a loading zone permit program. A for-fee freight loading zone permit program is an effective way to monetize the curb space needed for this purpose, especially in dense areas with narrow streets where loading zone demand may be high.

Coupled with effective enforcement, the system ensures that loading zones are being used effectively and efficiently. This is especially critical in a post-pandemic world, as loading demands in general have increased substantially, with rideshare, package delivery, and service/food delivery sharing the curb and designated loading zones with more traditional uses such as delivery of goods and merchandise to businesses.

Examples of cities that have established such a program include Santa Fe, NM, and Austin, TX. For such a program, there could either be flat fee per vehicle that allows them to dwell in loading zones or there could be a graduated permit system where there is a range of permit fees that corresponds to a range of allowed dwell times in a zone. Also, permits could allow parking in any metered space for free for a certain period of time, such as 15 minutes.

Another effective strategy fort loading zones is establishing a color-coded curb system, applicable city-wide, for loading zones and other curb areas. As an example, Durango, CO employs a color-coded curb system where one color designates a passenger/transit loading area, another designates

a commercial loading area, and red designates no parking any time. In Santa Fe, NM, permitted loading zones feature curbs or pavement/asphalt painted green.

FLEX ZONES

For areas where there many competing uses of a parking area, such as passenger vehicle parking, freight loading, and delivery activity, flex zones may be an appropriate best practice or solution in streamlining the curb and balancing the needs of loading/unloading activity with parking availability. Flex zones are especially useful if activity across all uses and user groups peaks at different times throughout a day or week.

Under this management strategy, the curb may be designated as a “flex zone” with modal and service priorities shifting throughout the day based on needs. This can be specified through signage and other physical markings (such as painting and striping) and enforced via digitized in-person options or camera-based technologies. The curb, median of a street, or a designated off-street area could be designated as flex zones, and such zones can either be coextensive with or independent of designated parking spaces or areas. A flex zone could even function as an overlay of marked, demarcated parking spaces.

The primary purpose of flex zones is to balance the needs of customers and visitors who need to park for an hour or more with the needs of passenger and freight loading and delivery activity during times where respective activity levels are highest and most likely to conflict. In general, freight movement and deliveries are prioritized at the curb in the very early morning and late at night. At this time, there is little to no passenger activity at the curb and most businesses are closed. Delivery vehicles will likely be able to make more efficient deliveries at these times without conflicts between other modes of travel.

Flex zones could even alternate between parking and travel lanes. For instance, on-street right of way could be designated as parking during special events or during a busy morning period but function as a bike lane at other times.

ITEMS TO CONSIDER FOR FLEX ZONES

- Some other items to consider with regard to flex zones, as described above, include but are not limited to:
- Further study would be recommended to better understand curb usage levels and activity patterns throughout the day resulting from loading/delivery vehicles and other users in order to understand how many and when normal/unrestricted spaces should flex to loading only to accommodate peak loading demand while ensuring the maximum possible parking supply is available for customers and visitors not engaging in loading activity.
 - Flex zones may function best if implemented in conjunction with the establishment of a loading/freight permit program to maximize the chances that rules and regulations are known and followed. Such a permit program could only be applicable to, with permits required only for, large freight vehicles, or the program could be for all vehicles engaging in loading, including TNC-associated vehicles.
 - Flex zones may only function well if implemented in conjunction with changes to the city’s parking enforcement and citations model, both to maximize the likelihood that zones are being used as intended during the different times throughout the day as well as to ensure to the greatest extent feasible that vehicles do not remain parked in median areas or other loading areas that would flex to loading only during the early morning.
 - Some loading spaces could be designated specifically for 15-minute food delivery loading and unloading only, depending on the overall share of such activity relative to all other loading activity.
 - Posted signage and on-ground striping and messaging should be especially clear and obvious signifying the rules and restrictions surrounding the flex zones there. These areas would have to clearly be parking spaces that can be parked in while also clearly indicating that they’re not completely “normal” spaces that serve one purpose at all times.

SHARED PARKING OPPORTUNITIES

As stated before, the East End, both now and in the future, is well suited for increasing parking supply efficiencies through the use of shared parking. Shared parking is the use of a parking space to serve two or more individual land uses without conflict or encroachment. The ability to share parking spaces is the result of two conditions:

- Variations in the accumulation of vehicles by hour, by day, or by season at the individual land uses
- Relationships among the land uses that result in various multiple land uses on the same automobile trip

Parking is a key element of any site development plan. Parking can consume 50% or more of the building and land area of a development. An oversupply of parking can result in excess storm drainage impacts and unnecessarily high development expenses.

The key goal of our model is to minimize the excess land area or infrastructural resources devoted to parking to the greatest extent reasonable. Mixed-use developments that share parking can result in greater density, better pedestrian connections, and, in turn, reduced reliance on driving, typically because multiple destinations can be accessed by walking.

Also, shared parking is a critical factor in the success of “placemaking,” a key principle of development that more strongly ties people to places by focusing on public spaces, linking land uses in order to capitalize on local community assets, inspiration, and potential, with the intention of creating public spaces that promote people’s health, happiness, and well-being.

- The following list summarizes some of the primary and most important benefits of shared parking:
- More efficient use of the parking supply
 - Reduced development costs
 - Development catalyst for the surrounding area
 - Increased parking revenues
 - Improved management and customer service
 - More convenient and easy parking for residents, businesses, customers, and visitors
 - Reduced congestion and vehicle emissions

ABOUT SHARED PARKING

Shared parking methodology was developed in the 1980s and has been a widely accepted industry standard for rightsizing parking facilities over the past 30+ years. Adopted by cities throughout the U.S. and codified in zoning ordinances as an accepted practice, shared parking is endorsed by the Urban Land Institute (ULI), the American Planning Association (APA), the National Parking Association (NPA), and International Council of Shopping Centers (ICSC), as an acceptable method of parking planning and management.

Shared parking allows for the sharing of parking spaces among uses in a mixed-use environment—in lieu of providing a minimum number of parking spaces for each individual use. Generally, it is defined as the ability to use the same parking resource by multiple nearby or adjacent land uses without encroachment. The intent behind any shared parking model for a set of properties or land uses to be served is to design for the busiest

hour of the year, busiest day of the year, and busiest month of the year, at an 85th percentile level relative to similar properties and under typical conditions.

A shared parking analysis begins first by taking the land use quantities of the Project (i.e., square footage of office space, number of hotel rooms, number of dwelling units) and multiplying by a base parking demand ratio and monthly and hourly adjustment factors. All base ratios and hourly and monthly adjustments are industry standards that are based on thousands of parking occupancy studies, vetted by leading parking consultants and real estate professionals, and documented within the Third Edition of ULI/ICSC’s Shared Parking and the Institute of Transportation Engineers (ITE) Fifth Edition of Parking Generation.

In addition, two additional adjustments to the base parking demand ratios are typically applied, one to reflect an estimate of the local transportation modal split (called the driving ratio) and another to account for the best estimate of captive market effects (called the non-captive ratio). These will all be described in more detail in the sections to follow.

Figure D.8 provides an illustrative view of the steps involved in the shared parking analysis.

For most land uses, shared parking is based on the 85th percentile of peak-hour observations, a standard espoused by the ITE, the NPA’s Parking Consultants Council, the International Parking and Mobility Institute, and renowned parking planners. This 85th percentile is a significant and high threshold to meet in terms of supplying parking capacity in that it provides a parking supply that will not be needed by a majority of developments. Items to Consider in a Shared Parking Agreement

Figure D.8 Steps of Shared Parking Analysis

Land Use Units (Number of rooms, square footage, etc.)	X	Standard or Base Parking Generation Ratio	X	Monthly Factor	X	Hourly Factor	X	Driving Ratio	X	Non- Captive Ratio	=	TOTAL
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Source: Walker Consultants

ITEMS TO CONSIDER IN A SHARED PARKING AGREEMENT

When the City is considering a proposed shared parking agreement, there are a number of items it must take into consideration. The following list comprises some of the items that the City could consider when evaluating such an agreement.

1. The proposed land uses do not have overlapping principal hours of parking demand by more than 30 minutes.
2. The shared use parking facility(s) must provide an equal number of parking stalls to those required for each participating land use.
3. The shared site is located within an acceptable walking distance for each participating land use, and if the parking facility is the primary use on its site, that it be located within a zone that permits parking as a use.
4. The shared parking facility(s) provide a pedestrian connection between the shared uses and the parking facility(s) with included lighting and safety considerations.
5. A contract signed by all participating landowners and the City providing:
 - a. The land comprising the shared parking facility(s) is not encroached upon or in any manner transferred that changes the use of the facility for as long as the shared parking facility(s) is needed to meet the need of any participating land use(s)
 - b. The prime hours of operation for participating land uses
 - c. Assigns maintenance provisions for the facility(s) and landscaping
 - d. Enforcement by the City
 - e. Final approval of the contract by the Planning Director filed with the deed of the parcels involved so that it is binding on any and all successors
 - f. Changes to or termination of the contract is based upon the review and approval of the Director

TYPES OF SHARED PARKING AGREEMENTS

Shared parking can take the form of many types of agreements:

- Public lease/sale to private entities
- Private lease/sale to public entities
- Private lease/sale to private entities
- Joint development
- Private entity funds public
- Single space permitted for multiple uses

Two common forms of shared parking are private leases and public leases.

PRIVATE LEASE

Under this type of agreement, the owner of a private parking facilities enters into an agreement with a public entity to open their parking to the public. Agreements can be made to open up parking during all times, specific times, or rented on a long-term basis. The municipality benefits because it can provide additional public parking without having to fund capital and maintenance costs. The owner benefits from collecting additional parking revenue from the public (if there is paid parking) or through a lease payment from the municipality

PUBLIC LEASE

Under this type of agreement, a public entity enters into an agreement with a private owner to park a development or satisfy parking requirements through the lease of spaces in an off-site public parking facility. A public parking asset has a financial value and can catalyze development because there is a high cost to a private developer in replicating those parking spaces. Requirements to build parking could therefore reduce the economic development potential of the area proximate to the garage. Therefore, a public parking facility can act as a development catalyst for the surrounding area.

OTHER CONSIDERATIONS

Depending solely on public shared parking facilities to subsidize private development without some level of investment in the public parking resources by developers can contribute to an unsustainable supply. In systems that do not utilize permits or paid parking to fund operations, maintenance, and capital investments, a fee-in-lieu can provide developers an option that both reduces their cost for parking and contributes to the shared public parking operations, maintenance, and supply on which they are relying. Fee in-lieu or payment in-lieu are discussed further in the funding strategies section.

Often shared parking approvals are made based on the snapshot of the properties provided at the time of the submission. However, land uses within properties change over time and with that their parking demands change in both quantity and distribution throughout the day and seasonally.

Municipalities should, as a best practice, require that private entities that have entered into a shared parking agreement notify the city when land uses changes occur, in which case the entities would have to submit for a new shared parking permit by demonstrating that shared parking can still function with the newly changed land use(s) and still provide an adequate parking supply.

Also, municipalities should consider qualitative metrics in addition to quantitative ones when considering a shared parking agreement. Examples of such metrics include, but are not limited to, the following:

- A brief history of the phases of the site development with details of City approvals, which will demonstrate on new development how fluid the tenant programming may be and on existing site how frequently tenants turn over and land uses change
- Personal interviews with existing tenants, managers and owners, and direct on-site observations and counts made by the professional performing the study, to identify any existing parking issues or concerns from those most familiar with the area of interest’s parking behaviors

- A comparison of required and proposed parking for the site, for both current and proposed uses on the site, to again identify potential impacts to changes in land uses
- A discussion of probably scenarios and problems that will need to be addressed if the parking is provided as proposed and conditions to protect the public interest if the proposal is approved, essentially leading to the applicant developing a plan if parking demands become an issue.

REMOTE PARKING OPPORTUNITIES

Potentially, excess East End parking could serve to accommodate spillover parking demand resulting from events occurring in downtown Pagosa Springs. Such remote parking could potentially be an especially suitable option for addressing spillover parking given the fact that the East End lies directly along the Hwy 160 corridor in the East end of Pagosa Springs. This means that visitors from the Front Range must pass through the area on their way to downtown and other points west, and they arrive at the East End before reaching downtown.

EXAMPLES OF REMOTE PARKING IN OTHER CITIES

Cities across the country have been successful in contracting with other entities in order to provide remote parking or to facilitate shared parking agreements where appropriate in order to increase public parking supply available without needing to construct new parking.

For example, the City of Sacramento Parking Division (SacPark) takes an active role in promoting and facilitating efficient operations of off-street parking assets by offering resources and partnering with the private sector.

The Parking Division offers four types of services for privately-owned parking facilities:

- Enforcement only
- Payment management and enforcement
- Enforcement and monthly parking contracts
- Full management

The program is meant to ease the operational burden on private entities operating and managing private parking resources along with maximizing accessibility, efficiency and revenue. Program participants include parking facilities associated with a variety of user types: government entities, office complexes, mixed-use residential and others.

The City of Wichita, KS has contracted with a number of private entities in its downtown area to open up parking that is reserved or private during business hours for use by the general public during nights and weekends, or during major events.

In the Boise, ID metro area, the Ada County Highway District has partnered with Valley Regional Transit, the city’s regional transit operator, in order to provide access and parking for the district’s vanpool riders in park-n-ride lots owned and operated by VRT.

In metro Denver, the transit district, RTD, has entered into intergovernmental agreements (IGAs) with municipalities such as the City of Aurora and City of Arvada in order to share parking resources and provide parking available to the general public who may or may not be transit users.

ITEMS TO CONSIDER IN A REMOTE PARKING AGREEMENT

The following represents a list of some selected items or components that any agreement between the City and a private party could consider or address in a remote parking agreement.

- The number of parking spaces to be shared or allocated for remote parking
 - o Walker recommends that provisions be included that require annual study of remote parking usage, and that allow for adjustment of allocation according to certain “trigger points” of utilization being achieved as needed without having to formally amend the IGA
- Prioritization of user groups should be clearly defined
- The locations or specific lots or areas within a lot to be shared or allocated for remote parking
 - o Walker recommends that the contract provide for flexibility on the part of the party that owns the remote parking facility to relocate remote

parking temporally or permanently to other areas or lots within the larger site if it sees fit without needing to amend the contract

- The term of the agreement and start/end dates.
 - o Walker recommends a term of no less than 5 years for such an agreement set up for automatic renewal at the term mark.
 - o Walker also recommends that requirements for termination of the contract by one or both parties be clearly defined and agreed upon by both parties before the contract start date
- Minimum guarantee of parking supply available for remote use
- Access points, ingress/egress points
- The time and date ranges for which parking is to be available or eligible for remote use
- Equitable demarcation of responsibility and cost sharing between parties for staffing, administrative overhead, operating costs, maintenance costs, security, enforcement mechanisms, legal costs, and insurance.
 - o Security provisions should address and clarify minimum acceptable levels of security that will be necessary, associated liability, lighting (minimum lighting levels and hours where lighting is to be maintained), frequency of patrols, and security technology that may be or is permitted to be used, such as audio/video monitoring
 - o Areas of legal agreement should include covenants and easements, prohibited users, prohibited activities, nonexclusive remedies, right to cure, indemnities, and other governing laws that may apply.
- Equitable demarcation of responsibility and cost sharing between parties for initial up-front capital costs associated with conversion to or adaptation for remote parking, including such considerations as signage, fencing, gates, lane striping, and temporary or permanent physical restrictions such as bollards or Jersey barriers.

- Explicit permission for the City of Pagosa Springs to sub-contract out operations, maintenance, and other ongoing costs of remote parking to a third party or private concessionaire as the City sees fit
 - o Walker recommends that sub-contracting flexibility be established in the agreement that would allow or permit the City to enter into one longer-term subcontract of no less than one year with a third-party entity to operate and manage remote parking if it sees fit.
 - o Also, the contract should establish that the City would be allowed to pass on some or all associated operations costs for remote parking to other entities, with or without a third-party operator

OTHER CONSIDERATIONS

For any remote parking program, the City would need to provide ample marketing and public outreach, as well as signage, to communicate the existence of remote parking to prospective users, as well as provide incentives for why users should use the remote parking instead of simply waiting for inexpensive parking to become available downtown. Such signage needs to be both in and near the remote parking sites themselves as well as be positioned downtown and even along major access routes into the City, specifically along US-160 and US-84. Such signage could either be static or dynamic, displaying real-time parking information about whether downtown parking facilities have available parking or are full and when remote parking facilities are open and available, if they are to be used during events only.

Potential usage of remote parking would have to surpass a critical threshold necessary to make this option financially viable for the City. Remote parking may be most feasible as an ad hoc option to address potential temporary parking supply crunches resulting from events such as the Red Ryder Roundup Rodeo or the Archuleta County Fair. In other words, remote parking could only be used on certain specified days, as opposed to being available every day for the entire season.

Remote parking would require a shuttle program be implemented. This would come with an additional operational cost that would be ongoing on any day or days that remote parking is being used. Service would need to be frequent enough to make remote parking competitive from a convenience perspective, even if it were provided free of charge.

Many of the costs associated with management and implementation of remote parking could be passed along to the event host, assuming that remote parking is only employed/used during event days. Also, event hosts could even be required to have a plan/assume responsibility for shuttling event goers as a condition of approval for the event.

As part of any shuttling plan, the City can also require or encourage event hosts to consider alternative transportation provisions, provisions for overflow parking demand beyond what is expected, and accessible parking and transport provisions. Many municipalities, such as Colorado Springs, CO, require an ADA parking plan as part of any overall event parking plan.

