

**CITY OF CENTRAL  
1998 COMPREHENSIVE  
DEVELOPMENT  
PLAN  
UPDATE**

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## INTRODUCTION

Central City's first comprehensive planning program culminated in the adoption of several plan elements in 1975. Those documents were primarily related to the inventory and goal elements of the plan.

In November of 1990, Colorado voters amended the state constitution to permit limited stakes gaming in three mountain communities: Central City, Black Hawk, and Cripple Creek. Responses to legalized gaming have ranged from welcome for the newfound economic prosperity, to concern over the impacts upon community and historic identity. Central City has experienced dramatic social, political and economic change in a short period of time. Planning in such an environment is challenging at best.

In 1991, the City adopted the Comprehensive Development Plan Map to use as a tool for long term planning efforts as well as the immediate evaluation of development proposals and rezoning applications. The sequence of events leading to the preparation of the 1991 Comprehensive Plan along with the 1992 and 1994 updates is interesting; knowledge of those events is essential to a working understanding of the plan. The intent and goal of the Central City organizers of the petition drive that ultimately resulted in passage of the Colorado constitutional amendment to permit limited stakes gaming in three communities is summarized as follows:

*To establish a year round economy sufficient to enable Central City (public and private sectors) to provide essential municipal services, complete necessary infrastructure improvements and preserve and restore its nationally significant historic resources.*

The organizers anticipated that existing businesses would devote a portion of their space to gaming, and thereby create a recreational activity that would draw tourists during the historically slow winter months. A good example of this vision is provided by a small casino, located in the commercial core area, that was constructed in a walk-out basement previously used for storage of retail goods. The retail shops, located on the floor above, continue to operate as they had prior to establishment of the casino.

Accurate projection of gaming activity in the City was hindered by the fact that while limited stakes gaming exists in other locations, the context of Central City gaming is unique. Deadwood, South Dakota, is removed from even small population centers; quad city gaming is restricted to river boats. Las Vegas and Atlantic City are of such different scope and scale they provide little guidance. Central City and Black Hawk are adjacent to one and other and are strategically located within an hours drive of the Denver Metropolitan Area.

It was in these uncharted waters that the planning program known as "Project 2000" began in January, 1991. Among its charges was to assess the ability of the City to respond to unknown development pressures. This necessitated the projection of such essential information as the demand for gaming, traffic volumes, highway capacities, employment, utility demands and capacities, as well as the pertinent fiscal aspects of public capital equipment and improvement expenditures.

A key projection which influenced many subsequent City decisions was that, based upon demand, approximately 2,300 devices would be on line by August of 1992. Initial approvals of casino development applications in September, 1991 were well within that projection. By December, however, the city had received applications for casinos proposing almost 13,000 devices.

The City closely monitored casinos' water usage and associated highway traffic volumes in order to better protect water demand and traffic associated with gaming. Projections using these data yielded the strong possibility that neither the water supply nor the water system could meet the

demand if approvals continued. After painstaking evaluation of the data the City Council determined that more time was needed to address the situation, and on April 15, 1992, adopted Resolution Number 17-92, suspending the City's acceptance of new development applications.

Federal agencies became aware of the City's water facility development plans through the City's water planning, legal filings and engineering applications. The US Army Corps of Engineers' mandated responsibility to protect "waterways of the United States" resulted in its eventual designation as lead agency. The Environmental Protection Agency joined in the clean up of contaminated water and soils in the area, including two "superfund" sites.

While some involvement of both federal agencies had been anticipated as part of the planning process, the actual extent of that involvement in the growth and development plans of the City was greater than expected. By traditional standards, the projects proposed by the City are small. However, the Corps determined that prior to issuing necessary permits to allow construction of the North Clear Creek diversion and pumping pipeline and the Chase Gulch Reservoir, the Corps must review the "cumulative impacts" of the projects, since their construction will enable additional gaming establishments to be developed. The federal interest has mushroomed into the involvement of more than a dozen federal and state agencies.

Although negotiations with the Corps continued, it was evident that the City would have to complete an Environmental Impact Statement prior to obtaining federal approval to construct the projects. This placed the City in an unknown long term situation and the potential for difficulty in meeting its short term water commitments.

The plan to develop a new highway to enhance access to the City, which includes intercepting vehicular traffic and conveying tourists mass transit into the gaming district, is potentially faced with similar federal requirements. It is essential to note that if the new highway cannot be constructed, the land use and transportation plan depicted on the Development Plan Map must be amended.

The 1992 and 1994 Comprehensive Development Plan Updates were intended to update, not repeat the earlier work. They addressed the impact of limited stakes gaming, which has for all intents and purposes irreversibly altered Central City.

The City has continued to experience a considerable amount of interest in development, both in the Gregory Gulch gaming district and in areas outside the existing city limits. Most of the existing commercial buildings in the commercial core have been renovated, and several new structures have been constructed. As of this writing, one hotel-casino project is complete marking the first hotel rooms available in either City, and a major project in the Gregory Gulch section of the gaming district has been approved.

### **Purpose of the 1998 Plan Update**

The primary purpose of this document is to provide the City with a sound basis upon which community development decisions can be made. The immediate value of a Comprehensive Plan is realized in deciding zoning matters, evaluating annexations proposals, reviewing subdivision plats and planning capital improvements. This plan will also serve as the basis for any studies required to permit the City to complete utility and road projects vital for its overall economic development.

As the City's recognition of the need for a comprehensive approach to dealing with gaming impacts was the driving force in the preparation of the 1991, 1992, and 1994 Comprehensive

Development Plan updates, recognition of the potential for major growth in residential and commercial development in areas outside the existing city limits upon completion of the South Access highway is a driving force of this update.

The Comprehensive Development Plan will also be useful to individual citizens and to members of the business community by providing sufficient information to facilitate private planning, protect existing development and identify various opportunities for private action.

The Future Growth Area portion of this plan will be useful to individual citizens and to members of the business community by providing sufficient information to facilitate private planning, protection of existing development and identifying various opportunities for private action. State statutes require a Three Mile Plan be in place before annexation of any parcel within three miles of the city limits. This Comprehensive Plan and Development Plan Map, as modified by specific development proposals attached to proposed annexations, shall serve as the Three Mile Plan for purposes of annexation.

### **General Plan Assumptions**

The Success of this plan relies upon the following general assumptions:

- A general continuation of current Colorado socioeconomic conditions;
- The Colorado Gaming Commission's discretion in establishing reasonable levels of taxation and promulgating other rules;
- Development of water facilities adequate to serve the planning area and anticipated growth depicted herein.
- Development of a new highway to provide access from I-70 and/or Highway 119 to The City of Central

This plan incorporates only the area which can economically be served by water obtained in Central City's water basin. It must be recognized that planning is a continuous process. The Central City Comprehensive Plan is a dynamic document, to be re-evaluated every four years and amended as needed to reflect the ever-changing conditions and needs of this community.

### **Summary**

This overview has been drafted from the City's perspective. Concurrent with the City's effort to accommodate gaming, the private sector has worked diligently to provide it. Some establishments have failed, and others appear to be struggling. To complicate matters, the Colorado Gaming Commission controls the tax rate. This plan attempts to provide a framework strong enough to ensure long-term success of the community and flexible enough to permit change as the need becomes evident.

The City and the private sector must continue to work together to achieve their respective goals. The City must coordinate with the local, state, and federal agencies to ensure success. Significant change cannot be dealt with overnight. Many of the original gaming establishments failed, transportation and parking are inadequate, and the southern access which is necessary for realization of this plan has suffered repeated setbacks. Central City is confronting specific concerns with the growth in the Gregory Gulch Gaming district, and the fluming of the Gulch in 1998. The Gregory Gulch Gaming district will provide Hotels and Parking for tourists and will benefit Central City's economic growth.

## I. GOALS AND POLICIES

The goal of this Comprehensive Plan is to assist the City in economic stability, quality of life and overall sense of community identity, friendliness and well being. This goal will be achieved by implementation of the plan and the following policies. The order of these policies does not necessarily reflect their priority.

### A. General

1. The Comprehensive Development Plan shall serve as the development guide for the City. All development shall occur in general conformance with the Plan.
2. The land use aspect of the Development Plan Map shall be interpreted as a general statement of land use. Site specific land use shall be delineated on the Zoning District Map and regulated by the Zoning Ordinance.
3. Central City's mining heritage and identity as Colorado's premier gold mining community should be preserved and enhanced through enforcement of the City's historic preservation ordinance's.
4. Utilizing existing inventories and other sources of information, the City should consider more precisely defining areas of historic significance within the district.
5. Central City expects other governmental entities and agencies to recognize the provisions of its Comprehensive Development Plan similarly, Central City will recognize the development plans of other entities. This policy anticipates that each entity keep the others informed of development proposals and approvals in a mutually acceptable referral process.
6. Regional aspects of the Comprehensive Development Plan should be coordinated and jointly implemented with all adjacent Counties or municipalities under impact through a Regional Planning Commission or similar agency, and DRCOG when appropriate.
7. The Comprehensive Development Plan should be reviewed and amended as often as deemed necessary. Formal update of the plan should occur every four years or at each significant growth stage, whichever first occurs.
8. The Zoning Ordinance should reflect the land use provisions of the Development Plan Map and the policies stated herein.
9. All development proposals should be reviewed to ensure compliance with the Comprehensive Development Plan and other development related ordinances, resolutions and policies.

In addition to these general policies, the City has adopted the following specific policies concerning growth outside the original townsite and National Historic Landmark District.

1. The Future Growth Planning Area, is that area generally bounded by North Clear Creek on the North, the Arapaho National Forest on the west, Route 119 on the east, and the Clear Creek County line on the south, including the south access highway corridor south of the Clear Creek County line through portions of Section 28,29, 32, and 33 of T.3 S. R.72 W. to Interstate Highway 70 at the Hidden Valley Interchange. Although this area will accommodate a resident population of approximately 6600 persons, assuming an

overall density of 1 dwelling unit per acre, with an average household size of 2.01, this plan contemplates an ultimate population of 3,500 persons.

2. The land use aspect of the Development Plan Map should be interpreted as a general statement of land use. Site specific land use should be indicated on the Zoning District Map and regulated by the Zoning Ordinances of the relevant government entities.
3. Although the Future Growth Planning Area lies outside the current National Historic Landmark District, the City should respect and enhance the District's mining heritage and identity as Colorado's premier historic gold mining community by developing and enforcing appropriate design guidelines for the area..
4. Central City recognizes the development plans of other entities. Similarly, Central City expects other governmental entities and agencies to recognize the provisions of its Comprehensive Development Plan.
5. Regional aspects of the Future Growth Planning Area should be coordinated with Black Hawk, Idaho Springs, Gilpin County, and Clear Creek County through regional Planning Commission, the Upper Clear Creek Watershed Association or similar agency.
6. The Zoning Ordinances and Zoning Maps of the relevant entities should be updated to reflect the land use provisions of the Development Plan Map and the policies stated herein.

#### **B. Urbanization**

1. The City should direct and manage development within the planning area. To this end, the City should aggressively pursue annexation of territory within its planning area, subject to evaluation under the City's annexation procedures.
2. The City should strive to preserve its quaint, small town character by directing, as much as possible, commercial development not related to gaming or tourism, and residential growth to areas outside the existing community.
3. Enhancement of employment opportunities and convenience commercial facilities in the City will significantly increase the number of persons desiring to reside full time in Central City. The City should strive to achieve a balanced, diversified population and to maintain the family oriented residential character of the community.
4. The primary planning area will accommodate a resident population of approximately 3,500 persons.

#### **C. Land Use**

1. High density housing should be encouraged in areas with direct access to the major thoroughfare system in newly annexed areas and areas outside the present community, perhaps in conjunction with retail and service commercial uses.
2. Major tourist oriented transportation and parking facilities should be developed south of the present community in the South Access corridor and should be available year round.
3. The City should encourage the establishment of one major commercial center south of the present community to accommodate a full range of non-gaming commercial uses. The remaining area should generally be residential in character.
4. The area to the north and west of the present community should remain generally residential in nature.

5. Potentially incompatible land uses should be buffered and screened through the provision of open space, landscaping materials and, where necessary, fencing.
6. Residential neighborhoods should be protected from the undesirable impact of non-residential uses through careful approval of special review uses.
7. Commercial uses which are compatible with the historic character of the community and the pedestrian orientation of gaming, should be encouraged to locate in or adjacent to the existing commercial core.
8. The planned unit development (PUD) approach to site planning and land use control should be encouraged to realize the benefits of this flexible planning tool and to maximize the ability of new development to conform to the extreme topography of the planning area through clustering of buildings within projects..
9. Planned unit development mixed use projects should be encouraged to achieve a master plan integration of alternating housing forms, commercial facilities, public and quasi public uses and related parking.
10. Spot zoning should be avoided.
11. Ridge line and steep-slope development should be discouraged, to protect the area's viewshed, natural vegetation and slope stability.

#### **D. Housing**

1. Central City's housing demand, including low to moderate income housing, should be met by the private sector.
2. In-fill housing should be compatible with the historic character of the existing neighborhood as reflected in the historic preservation design guidelines.
- 3 Existing residential neighborhoods should be improved to include street surfacing, street lighting, small parking nodes (for residential parking only) and landscaping.
4. The integrity of residential neighborhoods should be retained by minimizing non-residential traffic and restricting non-residential parking through careful-traffic control and strict enforcement of the residential parking program.
5. Any housing planned for the Future Growth Area should be compatible to and City ordinances and/or guidelines for that area.

#### **E. Economy**

1. The City should coordinate with the private sector and take other appropriate actions to ensure Central City remains Colorado's premier gaming community.

2. The City should strive to achieve a balanced, diversified economy capable of meeting the needs of its residents, business community, and visitors. This includes attracting retail and service stores such as grocery, gas, hardware and video products, and providing facilities necessary for the success of a family-oriented destination resort.
3. The Central City tourism experience should reflect those activities and facilities unique to the city, setting Central City apart from other tourism opportunities.
4. Community facilities and city services necessary to achieve the economic base desired should be established.
5. A level of economic activity that does not place undue burden on the City's infrastructure and is compatible with quality of life and other plan policies should be encouraged.
6. The cost of public improvements necessary to serve new development, including water, sewer, street and open space improvements, should be borne by the private sector.
7. All private development should "pay its own way".

#### **F. Community Facilities**

1. The City should provide a wide range of family oriented recreational activities for residents and visitors including a superior system of parks and trails.
2. The City should encourage the construction of a recreation center including racquetball, basketball, exercise, swimming and other fitness facilities.
3. An 18 hole golf course should be developed.
4. City-owned properties dispersed throughout the planning area should be inventoried and a program established to manage the benefit to the City.
5. Special attention should be devoted to address the special recreational needs of families and children.
6. The Chase Gulch Reservoir and recreational area should be developed to its full recreation potential.
7. The City should continue to encourage medical and trauma centers within the City and County.
8. Police, fire and public works should be developed cooperatively with adjacent government entities.
9. Water facilities, including water acquisition and transfer, augmentation, treatment and storage necessary to serve the ultimate projected population should be developed.
10. The City should continue to evaluate all potential sources of water.
11. The City should coordinate with neighboring communities and the Sanitation District to ensure that adequate collection and treatment capacity is maintained to meet the needs of the Future Growth Area, and all new construction meets the standards established by the district and the City.
12. The City and other government entities and agencies should coordinate with the school district to ensure timely expansion of school facilities to accommodate the anticipated increase in students for the area.

#### **G Transportation**

1. The City should take a pro-active role in facilitating the construction of the south access.
2. The City should support year round transportation.

3. A shuttle route should be continued and improved in conjunction with the City of Black Hawk.
4. The City should establish walking and bicycle paths together with planned pedestrian nodes to foster safe, easy and enjoyable circulation of pedestrian traffic.
5. Through planning efforts, the City should encourage a pedestrian pathway network, and provide the ability to walk, work, and shop while minimizing pedestrian/auto conflicts. Additional open space facilities should be created.
6. Non-commercial signage identifying Central City as a National Historic Landmark should be placed along 1-70, US-6 and Colorado 119.
7. The City should study the desirability of including Gilpin County in the Regional Transportation District. All intra-county and regional mass transportation opportunities should be investigated.
8. Every reasonable effort should be made to keep non-residential traffic out of residential neighborhoods.
9. Delivery and other service vehicles should be carefully regulated by the City to ensure maximum safety and convenience to tourists, residents, and noise sensitive businesses.
10. The City should continue to evaluate alternative transportation solutions related to automobile, bus, recreational vehicles and other means of accessing the City to achieve the most efficient transportation system possible, with preservation of the historic district and protection of residential neighborhoods as highest priorities.
11. Business district parking and intra-city shuttle service should be made available to City residents, elderly, handicapped and school children within Central City.
12. Emergency access requirements should be met in all transportation planning and implementation programs.
13. Central City wide transportation planning and implementation should be coordinated with Black Hawk, Gilpin County, any Regional Planning Commission, DRCOG, and CDOT.
14. Shuttle service should be made available to Future Growth Area residents.

#### **H. Historic and Natural Assets**

1. Central City shall protect its National Historic Landmark designation.
2. The City should participate in the preservation and restoration of area churches, historic buildings and sites.
3. The City's mining heritage should be preserved through identification of key mining features as part of the overall open space plan and preserved through public use dedications of specific developments and City acquisition.
4. The assets and liabilities of the area's natural features including forested areas, drainage courses and steep slope's, as well as manmade features including mine shafts, undermining, and mine tailings should be recognized and incorporated into all planning.
5. Adverse environmental impacts of increased tourism and growth should be continually monitored and mitigated.

## II. Status and Needs Assessment

The following is an assessment of conditions within Central City and the identifications of special needs to be addressed.

### A. Population

1. Although Central City was home to 3,140 people in 1890, the population is now approximately 335, according to the 1990 Census.
2. It is anticipated that the Central City population will increase dramatically when the following occur:
  - a. Gold Mountain Village opens its door to new residents.
  - b. Residential developers and lenders believe that the gaming industry has stabilized.
  - c. Employees believe that their jobs have stabilized.
  - d. There is evidence that convenience shopping opportunities for basic needs such as gas and groceries will be available to new residents.
  - e. A southern access provides good accessibility to both tourists and residents.
  - f. Sanitary sewer service is available to new housing developments.
  - g. The City's economy, particularly through development of the arts, historic preservation associated tourism, and outdoor recreation, has diversified.
3. It is projected that as the utilities and necessary support commercial facilities and services are upgraded to expected urban standards and the gaming industry stabilizes, the convenience of living and working in Central City, in conjunction with the City's abundant natural amenities, will attract significant numbers of residents. Clearly, the City must plan for a substantial increase in population along with the services the new residents will expect and demand.
4. Based on the anticipated desire of new people to live and work in Central City, the projected water supply of Central City's water basin and the overall service capability of the City, all in conjunction with the other policies presented in this document, it is anticipated that the ultimate population of Central City will be 3,500 persons. The timing of this growth will depend on the actual desire of more people to live in Central City, the ability of the private sector to economically develop housing, and any growth management plans adopted by the City. It is believed that if properly managed by the City and the private sector, this substantial increase in population can be accommodated in a manner compatible with the quality of life standards of the community. Such growth will require constant monitoring to ensure public facilities and programs are in place to serve the new residents as new growth is allowed.

### B. Land Use

1. As in most growing communities, land use will continue to be a major issue in Central City. Since gaming began, the City has received several applications for annexation and mixed use PUDs, incorporating commercial and higher density residential uses. The City must be prepared to delicately balance the expediency of short term quick fix solutions with the long term benefit of adhering to a plan directed at achieving permanent solutions to the problems.
2. Development within the Future Growth Area must be guided to retain, as much as possible, the character of the area and those elements that make the area a desirable

place to live. Southern access will be necessary for significant new growth. Commercial areas should be confined to nodes along major access routes. Strip commercial development should be discouraged, both along the south access route and Route 119. Preservation of the area's natural beauty, particularly along key entrances to the two cities, is key to maintaining the area's long term desirability as a place to visit and to live. Residential areas should include a variety of densities and price ranges.

3. Until gaming started, there were few land use conflicts in Central City. Perhaps the most critical conflict was commercial (tourist) parking in residential areas. Although the residential parking program has minimized the commercial parking encroachment into residential areas in terms of protection of on-street parking spaces, the negative impact of commercial parking and service delivery in residential neighborhoods has elevated, due to the overall increased intensity and nature of the uses in the gaming district. The casinos require daily supply and trash removal, creating noise, blocking streets and creating safety hazards. Where commercial parking occurs in residential areas, the parking use is no longer primarily a daytime use impacting safety and peaceful enjoyment of the residential neighborhoods. Certainly the adverse commercial impacts are not just parking related. Restaurant exhaust is bothersome in some locations. Noise from casinos sometimes carries well beyond the casino walls.

### C. Housing

1. The 1990 Census reports 281 housing units in the City, 166 of which were occupied at the time of the Census. Detached single-family houses make up 71 percents of the present housing stock.
2. It is anticipated that factors of cost, convenience and lifestyle will make multi-family housing more popular, particularly in conjunction with mixed-use commercial developments. This is not to diminish the importance of conventional single-family housing at both urban and rural density. Based on land use and in-fill development policies, Central City's future population will be dispersed throughout new development areas, primarily in newly annexed areas. Through implementation of the planned unit development (PUD) provisions of the zoning ordinance, the City will be able to accommodate the demands of the private sector for a wide range of housing types and prices while limiting the overall density of development as specified on the zoning district map.
3. Employee housing is a critical need in the area. Of the approximately 4000 employees in Gilpin County, approximately 3200 commute from the Denver metro area. This increases traffic on the area's already at-capacity roads, and makes the community less desirable for employment. While at this time Central City is not committed to subsidized housing, the ability to construct higher-density housing is encouraged. Because of cost, convenience and lifestyle, employee housing will likely be multi-family rental housing. Such development would typically occur within mixed-use commercial developments or relatively close to commercial areas.
4. Single family housing at both urban and rural density will also be needed, perhaps more dispersed throughout the Future Growth Area. Through implementation of the planned unit development (PUD) provisions of the zoning ordinance, the City will be able to accommodate the demands of the private sector for wide range of housing types and prices.

#### D. Economy

1. Clearly the introduction of limited stakes gaming radically changed the economy of Central City. The immediate changes have been good and bad. Based on six year's of gaming experience, the original goal of year round economic activity has been at least partially achieved. Important to note is that the activity curve is by no means level throughout the year. Summer continues to be the busiest time. just as in the past. Both the City and private sector must continue to strive to achieve a more consistent level of activity and revenue.
2. Again, based on six year's experience, the original goal of securing City revenues sufficient to enable the City to provide the services and infrastructure have been met in two ways:
  - a. The revenue potential of gaming has enabled the City to issue bonds necessary to finance needed improvements.
  - b. The revenue from gaming enables the City to service the bonded indebtedness.
3. On the negative side, the preoccupation with gaming not only by gaming providers, but gaming customers, has resulted in decreased business in traditional commercial facilities and tourism. Even the State's interpretation of measuring floor space devoted to gaming has tended to de-emphasize non-gaming uses.
4. The City recognizes that it must strive to establish a diversified, broad-based tourism-oriented economy by carefully blending its abundant natural resources and its traditional recreational assets with its established gaming and commercial opportunities. Obvious reasons for such diversification are the desires to maximize overall business in the community while minimizing the risk in being dependent upon one industry. A more subtle reason for diversification is to ensure the City's continued competitiveness if gaming expands to other Colorado communities. The City's mining heritage has enabled the City to survive the past; hopefully it will continue to do so in the future.
5. In addition to the need to restore the historic tourist orientation of the community, the City has identified the need to accommodate overnight visitors. Although Central City's proximity to Denver guarantees its status as a day trip recreational experience, the overall appeal of the City's wide ranging tourist and recreational activities will be better displayed and enjoyed if a longer, more leisurely stay is possible. From an economic standpoint, the need to expand overnight accommodations to full service convention hotels is both evident and desirable.
6. Expanding the opportunities to serve families will also enhance the economic potential of the City. State statute prohibits children from participating in gaming, restricting activity to adults only. Activities for children are essential if the gaming customer base is to be maximized and the family orientation of the City retained. Re-establishment of tourism and the addition of recreational facilities and other activities are all means of accommodating children.
7. Central City is uniquely suited to having a diverse, year-round, tourism-based economy. It has a rich history, beautiful architecture, international recognition as home of the Central City Opera, a spectacular natural setting and proximity to the metro area's two million residents. The addition of legalized gaming provides an unparalleled entertainment and recreation experience to both daytime and destination tourists.
8. The development of southern access would support diversification of the City's economy. Convenient year-round access is critical to the economy of the City and

should be considered at all cost during extensive planning. It is also essential to establish a stable residential base.

#### **E. Public Buildings**

1. When gaming began, City administrative personnel were housed within Washington Hall. The police department leased space at the Golden Rose Hotel and the public works department was housed at its upper Eureka Street shop. Today the police lease a building from a private owner. They have future plans to own their facility and house 12-18 person department. City offices are housed in a building on Nevada Street. Public works remains at the shop site with future plans to move to the Boodle Mill. City meetings are held in City Hall at 141 Nevada Street. Convenient off-street parking is nonexistent.
2. The Central City Fire Department similarly has limited facilities to accommodate the equipment needed to protect its higher valued commercial area and increased number of ambulance calls. There has been recent discussion of constructing a new, centrally located fire station to house the department. The Central City Fire Departments vehicles are in serious jeopardy of outgrowing completely the current facility. Additional Fire Department facilities may also be located in the Future Growth Area, in order to more effectively serve the anticipated commercial and high-density development in those regions, as well as convenient access to the anticipated residential development.
3. Gilpin County RE- 1 school district administers public education for the south portion of the County, including Central City. Although the district faces budget shortages common to other Colorado school districts, the present school facilities located north of the City on Colorado 119 can accommodate additional students without expansion. Present enrollment in the preschool through 12th grade program is 373 students. The current school mill levy is 10.71. Previous studies by potential developers have indicated a probable deficit of approximately 5 mills on residential development. Major future development will have to include self taxing through special districts or other impact fees to address this deficit. As regional development plans are solidified, the school district will be better able to judge its future needs. At the present time it is anticipated that any necessary expansion would occur at, or near, the present, centrally located site. Central City should continue to coordinate with the school district so the district is aware of the City's needs and growth projections. As development plans for the Future Growth Area are solidified, the City will work with the School District, which will in turn need to work together with the Clear Creek School District to meet future needs.

#### **F. Parks and Open Space**

1. The City maintains the William C. Russell, Jr. Park and a reservoir. The new Chase Gulch Reservoir filled the Spring of 1997, provides a unique opportunity for sport fishing and other recreation. The community has open space resources of great potential, including an extensive informal trail network, City owned open space along Eureka Street, many small City owned parcels between mining claims (interstices) and dispersed parcels in the Arapaho National Forest. Perhaps the resource of greatest potential is the Gilpin Tramway. With limited improvement, the Tram bed would provide 11 continuous miles of hiking trail through beautiful private and public forested lands and mined areas. It is the policy of the Planning

Department to require dedication tot the city of any portion of the tram bed which is part of any development request.

2. The abundance of open space, view areas and historic mining sites in the Future Growth Area provides the opportunity for developing a unique trail and open space system that incorporates historic preservation, transportation, recreation and wildlife habitat. Another opportunity is a trail along Route 119, from Black Hawk to Route 6, eventually to Scott Lancaster trail on 1-70. Links should be established with trails US Forest Service land in Gilpin County, as well as with Clear Creek and Jefferson Counties. The experience of other mountain communities in Colorado is that a trail system attracts recreation-based tourism, significantly adding to the local economy, as well as providing a useful amenity for residents.

### III. UTILITIES

#### A. Water

1. Central City completed major water system improvements during 1991 and 1992. The old water treatment plant, which was subject to closure by the State or substantial renovation, was abandoned and a new state of the art 500,000 gallon per day capacity (capable of being expanded to one million gpd) was opened in November of 1991. In conjunction with the plant, 750,000 gallon treated water storage tank was constructed. The City's raw water supply, much of which was being lost because of a deteriorated collection system, has been replaced. Significant additional water rights have been purchased and an augmentation plan filed. Major leaks in distribution system have also been repaired, reducing the daily loss of treated water.
2. The City raw water storage consists of 600 acre feet in the Chase Gulch Reservoir. This reservoir can be expanded to 1100 acre feet by raising the dam. Additional sources of raw water would have to be developed in conjunction with raising the dam. A pipeline from the Fall River has been identified as one possible source. The City should look for markets to sell the excess water in the short term until growth catches up with the present abundance. The City needs to continue to protect and manage its water rights and continue with an ambitious water conservation and leak detection program.

#### B. Sewer

The City of Central is part of the Black Hawk - Central City Sanitation District. The District operates a treatment plant situated south of Black Hawk along North Clear Creek. The District completed an upgrade of its treatment plant situated south of Black Hawk along North Clear Creek after the increased demand of gaming, and has completed a Phase 2 Facility Plan in August of 1997. Central City needs to continue to support new upgrades and planning for the district. The City supports the relocation of the plant to the farthest downstream potential site to accommodate as much of the south area as possible

#### C. Gas and Electric

Gas and electric service is provided by Public Service Company and United Power. The City renewed its franchise agreement with PSCO in 1991. PSCO representatives state that they have adequate existing capacity to serve limited growth and that they will be expanded as necessary to meet the needs of the City.

#### D. Telephone

Telephone service is provided by US West. All requests for service have been accommodated; however, additional capacity in the system is limited and in need of expansion.

#### E. Cable TV

Cable service, is provided by Pagosa Vision, Incorporated can be expanded as necessary. The City is currently providing televised public meetings, a service included in the City's franchise agreement with the cable company.

## F. Transportation

1. Transportation may present the greatest challenge to the ability of Central City to accommodate gaming and the increased tourism it anticipates. The present system requires visitors to negotiate narrow, winding mountain highways, US 6 and Colorado 119, and pass through the restricted section of Colorado 279 in Black Hawk to get to Central City. Visitors must then locate either a limited amount of close in parking or pass through the City to remote lots. Once parked, they must transfer to a shuttle system that has not yet been perfected. Clearly the transportation system does not present a user-friendly tourist environment.
2. Central City has significantly enhanced conditions facing tourists once they reach the City, including improved directional signage, street paving and stripping. The City's shuttle service and parking lots have been only partially successful and the City continues to rely in large part upon private carriers and parking facilities.
3. The City paved the portion of Virginia Canyon Road from Roworth to Lake Gulch Road, creating a safer, more desirable access to the lake Gulch parking facilities. While this improvement significantly improves the situation, the fact remains that tourists must still pass through both Black Hawk and Central City, then be conveyed back to the gaming district. Not only does this increase rather than decrease traffic in the community, but forces visitors to take considerable extra time to go beyond their destination to park, switch vehicles and return. These parking lots are currently seldom used.
4. Other transportation related conditions which need to be addressed include the lack of surfaced streets in residential areas, lack of designated shuttle stops, lack of coordinated shuttle between the two cities, and lack of informational signage on I-70 and Colorado 119.
5. Primary access to the Future Growth Area is presently via Lake Gulch Road from Central City, or Virginia Canyon Road from Idaho Springs. Development of the area will require a south access, preferably a four-lane road linking Central Cit. with either Route 119, I-70, or both, and construction of a Quartz Hill/ Nevada Hill Connector to Eureka Street west of the existing historic residential area.

#### IV. DEVELOPMENT PLAN MAP - 1998

The development plan map, shown on the following page, graphically represents the interpretation and application of the goals and policies described herein. Although the emphasis of the plan map is on land use and transportation, it actually illustrates much more.

##### A. General

1. The future growth planning area is bounded by North Clear Creek on the North, the Arapaho National Forest on the west, Route 119 on the east, and the Clear Creek County line on the south, including the south access highway corridor south of the Clear Creek County line through portions of Section 28, 29, 32, and 33 of T.3 S. R.72 W. to Interstate Highway 70 at the Hidden Valley Interchange.
2. This planning area is more accurately defined as the primary planning area, that area in which Central City will, upon request of property owners, annex territory approved for development pursuant to the City's annexation review process and will serve with water obtained from the City's historic water basin.

##### B. Urbanization

1. Based on consideration of all the proceeding, but primarily on the projected water service ability of the City including Chase Gulch Reservoir constructed to an optimum size of approximately 600 acre-feet, this plan anticipates that at full development of the primary planning area, Central City will grow to 3,500 permanent residents and ancillary non-gaming uses, 12,000 gaming devices, 300 hotel rooms and all public uses identified, including a golf course. These projections are subject to an increase or redistribution based on:
  - a. At greater cost impact, the capacity of the Chase Gulch Reservoir can be expanded to approximately 1,100 acre-feet.
  - b. The water to be allocated to various uses can be redistributed.
  - c. The golf course, which has an extremely high consumption use of water, is not developed or is designed to require substantially less irrigation than typical Colorado mountain golf courses.
2. The water projections are based on recent water usage monitoring and on the assumption that the conservation program will be sufficiently successful to enable Central City to achieve the standard per capita domestic water usage experienced in other communities.
3. It should be emphasized that these projections are for ultimate build out. They are unrelated to any specific time frame, which realistically will be determined by many factors including the long term success of gaming and its related employment, the ability of the private sector to meet the demand for housing, the willingness of the financial community to make mortgages, the ability of the city to fund necessary public programs and improvements and the growth management program to be adopted by the City.

##### C. Residential

1. The plan provides for residential development to occur within present city limits and outside present city limits within the Future Growth Area.
2. Although the intensity of residential development in these areas will be determined through the application of the policies presented herein during the zoning process, the plan generally anticipates that future residential development will encompass a

much wider range of density and value than found in the present community. The Community's reliance on medium density single family housing will change to an emphasis on higher-density multi-family housing to meet much of the employee housing demand. Also, as the City's range of goods and services expands to meet the needs of a growing community, the demand for low density large lot residential neighborhoods will also increase.

3. The planned unit development approach to mixed density and mixed use will enable the City to respond to the demand for housing in the innovative flexible manner necessary while permitting the City to preserve and protect its historic residential neighborhoods and the historic character of the neighborhoods.
4. The density of residential development in any specific area will be determined through planning and zoning process. In the general sense, the plan anticipates that residential density will range from densities currently established in the existing residential neighborhoods to relatively low, rural density as development moves outward from the core community. A traditional mountain development pattern of low overall density is anticipated due to the rugged topography and the life styles normally associated with mountain communities.
5. The low overall residential density should not preclude the development of higher density residential projects through clustering in planned unit developments.

#### **D. Commercial**

1. Non-gaming commercial development will occur in newly established commercial areas and in close proximity to the gaming district. Already pressure is being exerted to allow non-gaming commercial uses to encroach into existing residential neighborhoods, in part due to deterioration of the residential quality of life by gaming related noise, activity, traffic and parking and the perception that commercial property values are greater than residential.
2. It is anticipated that with construction of the South Access Highway, more intense non-gaming commercial uses such as automobile service stations and major parking facilities will generally locate along the South Access corridor. Due its location outside of the Historic District viewshed, the area south of Lake Gulch Road is also intended to accommodate those commercial uses that typically require more screening from other public and private uses, such as construction yards and impound lots. Nevada Street is already experiencing commercial development interest, and is planned for low-impact commercial development compatible with tourist and employee housing.
3. To date the City has determined that it will attempt to preserve the integrity of its residential neighborhoods by working with commercial operators to minimize their adverse impacts on residences through restricting the time and location of deliveries, trash pickup and maintenance work, better controlling restaurant exhaust fumes, restricting public access to buildings from residential streets and enforcing the residential parking program. The City will attempt to address uses adversely affecting residential neighborhoods and design its traffic circulation to ensure traffic impacts are minimized. Examples of such efforts are illustrated on the development plan map by the Quartz Hill/Nevada Hill collector street connecting the northwest portion of the Future Growth Area to the south access, allowing traffic to access new development without passing through existing neighborhoods.
3. If those attempts to preserve and protect the historic residences and neighborhoods

do not succeed, the City should again study the concept of creating buffer zones between commercial uses and residences by permitting low intensity, residential compatible commercial uses such as offices and service shops along the perimeter of the gaming district and major thoroughfares.

#### **E. Gaming District**

1. As identified in the Historic Preservation Design Guidelines the gaming district is historically three neighborhoods: the Commercial Core; Gregory Street Mixed; and Commercial Transitional. The common feature shared by these neighborhoods is Gregory Gulch, which is flamed in the commercial core neighborhood and open from west of D Street to the eastern city limit. Correct fluming and development of the Gulch is of the greatest importance, not only from the local desire to preserve a significant element of Central City's history, but from the desire to retain the City's National Historic Landmark status.
2. The development of the Commercial Core neighborhoods, the historic "downtown", has historically been and continues to be similar to other downtown or central business districts, with buildings extending to the sidewalk in front and lot line to lot line, or wall to wall, on the sides. The gaming industry has intensely developed this area, renovating the historic structures and constructing new structures to accommodate gaming. The Gregory Mixed and Commercial Transitional neighborhoods, on the other hand, are mostly devoid of development. In fact, there are fewer buildings standing today than in 1900, according to insurance maps. Passing through the center of the neighborhood is the Gulch, the historic drainage that over the years has eroded, decreasing the amount of development of land between Lawrence and Gregory Streets. A Gregory Gulch Design Mater Plan was adopted in 1996 to supplement the Design Guidelines and guide the fluming and development of projects in the Gulch.

#### **F. Mixed Use Development**

Although residential and commercial land use is shown, the plan incorporates the mixed use development concept to be permitted through the planned unit development. The plan anticipates that multi-family housing will be developed in conjunction with some commercial uses. On a larger scale, if commercial uses can be properly integrated within residential uses, such projects should be permitted in areas shown as residential on the plan map.

#### **G. Water Service Zones**

In addition to land use and transportation, the Development Plan Map depicts two water service zones. Areas capable of being served water by gravity flow from Central City's present water treatment plant, those areas blow 8800 feet elevation are shown with a clear background. Those areas requiring additional treated water storage and pumping, those areas between 8800 feet elevation and 9120 feet elevation, are shown with a dotted background. The additional cost of serving development in these higher areas will be significant in public and private evaluation of development feasibility.

#### **H. Public Land Ownership**

Except for the Arapaho National Forest, existing public land ownership is not shown on the Development Plan Map. Significant portions of the planning area are in federal ownership, controlled by the Bureau of Land Management.

## **I. Public Uses**

1. Areas and facilities of significant public use potential are noted by a symbol on the Plan Map. Those areas noted as parks contain unique physical features and views that should be preserved for public access and enjoyment and should be protected and preserved through the development review process. The Gilpin County Tramway bed, with minor reconstruction, presents the unique opportunity for the City and the County to establish a continuous 11 mile hiking and biking trail through beautiful mountain terrain. The plan also depicts the Chase Gulch Reservoir and Recreation Area. The reservoir and surrounding lands will, in addition to providing essential water storage, present an excellent opportunity to develop a multi-use recreational area to include fishing, non-motorized boating, picnic and related activities.
2. Not illustrated on the Plan Map is the existing network of trails throughout the City that historically connect various facilities. Subsequent planning efforts should identify those trails so they may be preserved and incorporated into future development.
3. It is believed that Central City's desire for mountain oriented recreation activities will continue in the future, limiting the demand for formal play fields for organized sports such as baseball and football; however, there is wide support, including the school district, for the construction of a recreation center to house indoor recreation activities including racquetball, basketball, ice skating, swimming and other fitness activities. The recreation center could also serve tourists, thereby enhancing tourism, particularly in the winter. Since this type of facility lends itself to regional use and funding, its development on a regional or district basis should be considered.

## **J. Transportation**

1. The street and access of the City's transportation plan are illustrated on the Development Plan Map. The comprehensive approach to transportation desired by Central City mandates that the concepts and facilities demonstrated on the Plan Map must be combined with other facets of the overall transportation program including regional and sub-regional mass transit system coordination, inter-city and intra-city shuttle system.
2. Of paramount importance to the realization of the Development Plan is the construction of the south access highway. This facility will enable the City to relieve traffic congestion experienced on busy days in both Black Hawk and Central City, thereby reducing air and noise pollution and enabling the residential neighborhoods of the communities to function as they did prior to gaming. The new route will facilitate increased tourism with less adverse environmental impact by creating convenient, attractive access to parking and mass transit facilities.

## **K. Hidden Valley**

1. The preferred route for the South Access would connect the 1-70 Hidden Valley interchange to Lake Gulch Road or the Virginia Canyon Road. Positive attributes of this alignment include the potential increase in tourism resulting from direct 1-70 access. This alignment will pass through land owned by individuals known to be interested in development of their property, and could provide access to both Central City and Black Hawk. Aside from the obvious regional and environmental benefit of serving both cities from one new road, this combination of factors offers the

- potential for public and private cooperation in planning and financing the roadway.
2. Once the south access is in place, Colorado 279 will be reduced to a collector level street, and may potentially be deleted from the state highway system.
  3. Reduction of traffic on Colorado 279 will reduce traffic congestion in both communities; however, to maximize the benefit of the south access in reducing in-city traffic, the Quartz Hill/Nevada Hill bypass must be constructed to achieve a convenient connection of proposed new development in the northwest quadrant of the planning area while minimizing impact to existing residential neighborhoods.
  4. Regardless of the south access route selected, a major parking facility and transportation hub will need to be constructed. As illustrated by the graphic arrow on the Plan Map, vehicles will be intercepted at this location and tourists will be conveyed by mass transit to the gaming district. The form of conveyance has yet to be identified. In the short term, the City will rely on shuttle buses; however the long term goal is to create a truly convenient, user friendly, highly desirable conveyance such as a gondola that would become a tourist attraction in its own right while minimizing all negative impacts associated with mass transit.
  5. Other collector street are to be improvements of existing roadways to be accomplished on an as-need basis. Temporary surfacing of upper Eureka and lower Nevada streets has already been accomplished. Virginia Canyon has been surfaced from Roworth to Lake Gulch Road. All collector streets, as a lower priority all local streets, should ultimately be surfaced.

## V. FUTURE GROWTH PLANNING AREA GUIDING PRINCIPLES

These Future Growth Planning Area guidelines were developed to be an addition to the 1998 Comprehensive Development Plan Update. These will work to compliment the current Historic Preservation Design Guidelines for areas outside the original townsite and National Historic Landmark District.

### A. General

1. Relationship to Transit and Circulation  
New development should be designed to accommodate and maximize the use of the transit system.
2. Mix of Uses  
Mixed-used neighborhoods developed as Planned Unit Developments should contain a minimum amount of the public support, commercial and residential uses. Vertical mixed-use buildings are encouraged.
3. Mixed Residential  
A mix of housing densities, ownership patterns, price, and building types is desirable in a neighborhood.
4. The Street System  
The local street system should be compatible with the topography and recognize existing street patterns, and inter-connect transit stops, commercial areas, schools and parks. Streets must be pedestrian friendly; sidewalks; street trees; building entries; and parallel parking must shelter and enhance the walking community.
5. General Design Criteria  
Buildings should address the street and sidewalk with entries, balconies, porches, architectural features, and activities which help to create safe, pleasant walking environments. Building intensities, orientation, and massing should support commercial areas, support transit, and reinforce public spaces. Variation and human-scale detail in architecture is encouraged. Residential parking should be placed underneath and/or to the rear of buildings.
6. Distribution of Neighborhoods  
Neighborhoods should be located to maximize access to the Core Commercial Areas from surrounding areas without relying solely on arterials. Mixed Neighborhoods with retail centers should be spaced a minimum of one-half mile apart and should be distributed to serve different neighborhoods. When located on transit routes, neighborhoods should be located to allow effective spacing of transit stops.
7. Natural Resources  
Boundaries should be established that provide adequate area for growth while preserving and enhancing major natural resources such as streams, wetlands, ridgelines, and sensitive habitat.
8. Site Improvements  
Man-made features should not be the dominant features in the landscape, but should blend with the surrounding environment. Cultural modifications should be integrated into the landscape to minimize visual scars and erosion and to create an impression that the new use "belongs" on the site.

a. **Site Planning - General:**

The terrain is richly varied, with flat sites being the exception rather than the rule. Each structure must be placed with critical reference to natural topography. On sloping sites all foundations and retaining walls will intersect natural grade with no obvious fill line. No cuts and fills will be left exposed to view. Extensive use of retaining walls will be used to integrate structure and site. Cantilevered construction can be utilized to advantage on sloping sites. Areas below cantilevers must be fully finished and suitably landscaped with shade-preferred plant materials. Retaining walls will generally be of the same materials used in adjacent structures except when using natural systems, such as boulder groupings.

b. **Buffering Development:**

Soften or interrupt views from off site to developed areas on site, e.g., buildings, parking areas, roads by the use of landforms, rocks, or vegetation.

c. **Transition Between Uses:**

- 1) Between two adjacent areas of different uses, provide a buffer, such as increased setbacks, vegetation, etc.
- 2) Where two projects of the same use abut, use similar density or intensity at the common edges or other mitigating techniques.

9. **Infrastructure Improvements**

Infrastructure improvements should not detract from the careful planning efforts taken elsewhere on the site for the primary uses. Service lines for telephone, electricity, cable television, etc., should be buried. Overhead lines should not be permitted in areas of public view.

**B. Ecology and Habitat**

1. **Open Space Resource Protection**

Major creeks, riparian habitat, slopes, and other sensitive environmental features should be conserved as open space amenities and incorporated into the design of new neighborhoods. Fencing and piping of creeks should be avoided and channelization should be minimized.

2. **Drainage And Wetlands**

Existing drainageways and wetlands should be maintained or enhanced in a natural state; however wetlands may be exchanged if mitigated and the exchange proves to have a value equal to or greater than the wetlands. In lower-density areas, drainage systems should recharge on-site groundwater by using swales and surface systems, rather than storm drains. Run-off should be treated by natural retention and filtration whenever possible.

3. **Grading And Erosion Control**

- a. Design site development to minimize disturbances (cut, fill, tree clearing) caused by the introduction of roads, buildings, and other structures.
- b. Revegetate and stabilize all earth disturbances regardless of magnitude (e.g., road cuts, building cuts, grading areas) where possible with natural stabilization and/or plant with native or naturalized materials within one growing season.
- c. Roll regraded slopes back into surrounding topography to a grade that, when

revegetated, will be stable and look natural.

4. Indigenous And Drought Tolerant Landscaping

- a. Landscaping species used on public and private lands should be indigenous or proven adaptable to the local climate, Drought tolerant species should be used in a majority of sites. Prominent stands of trees should be preserved.
- b. Landscaping/Open Space
  - 1) Landscape projects sufficiently to enhance the aesthetics and functional qualities of the site and projects.
  - 2) Maximize the use of existing vegetation and natural landforms wherever possible.
  - 3) Introduced landscaping should consist primarily of native or naturalized materials, placed in groups that emulate the natural environment. Select and group plants to minimize consumption of irrigation water.

5. Energy Conservation

Energy conservation should be a goal of the site, as well as building design. Strategies such as passive solar, natural vegetation, daylighting, and simple shading should be employed when cost-effective. Micro-climate effects can be enhanced or mitigated through intelligent building configuration and landscape treatments.

**C. Mountain Site Design Criteria**

1. Objective:

The purpose of these criteria is to assist and encourage landowners and their designers in creating high quality development which respects the environment and to encourage creative and flexible approaches to site design. By using the criteria listed below, it is anticipated that more sensitive development will occur.

2. Key Elements:

a. Views:

- 1) Maximize views of significant features on and off site as amenities of site design
- 2) Sensitive placement of structures should be an important element of

b. Treeless Areas:

- 1) Naturally occurring wet meadows are scarce and should not be disturbed, except as noted.
- 2) Encroachment into open areas or clearings at the edges may occur if additional features are provided, i.e., vegetation which enhances the existing buffering.

c. Ridgelines:

Buildings or other structures should not dominate the silhouette on top of the ridge, rather the ridgeline silhouette should be composed predominantly of trees and landforms. The buildings should nestle into the natural topography and tree line of the ridge.

d. Site Features:

Maintain site features in their natural state, and maintain and/or enhance other significant features, e.g., ponds, major rock outcroppings and unique vegetation, streams or wetlands.

2. Wildlife Accommodation
  - a. Maintain wildlife movement corridors in a size, location, and character that will encourage their continued use.
  - b. Preserve or enhance ecosystems adjacent to or within streams, wetlands, bodies of water, or other riparian habitats.
  - c. Prohibit free roaming dogs. Calving and/or nesting areas must be avoided.

#### D. Commercial Areas

1. Office And Retail Intensities
 

Intensive office and retail development is strongly encouraged to best utilize the land surrounding the neighborhood. Where feasible, structured parking is encouraged.
2. Commercial Building Setbacks
 

Building setbacks from public street should be minimized. Setbacks should reflect the desired character of the area and bring buildings close to the sidewalk.
3. Commercial Building Facades
 

Building facades should be varied and articulated to provide visual interest to pedestrians. Street level windows and numerous building entries are required in the core commercial areas. Arcades, porches, bays, and balconies are encouraged. In no case shall the streets side facade of a building consist of an unarticulated blank wall or an unbroken series of garage doors.
4. Proximity Of Competing Retail
 

New neighborhood and convenience retail centers should be incorporated into neighborhoods, as much as possible.
5. Non-Residential
  - a. Non-Residential Style
 

Development within view from public places and more heavily populated residential areas should have a high level of compliance.

    - 1) Non-residential developments should emphasize clusters of smaller buildings or be designed to have that appearance.
    - 2) Avoid developments that are strictly road-oriented, strip style design.
    - 3) Provide pedestrian amenities such as plazas and street furniture.
    - 4) Provide a buffer to adjacent residential development of sufficient design to ensure sensory impacts do not exceed residential levels. The size and density of the buffer can vary depending on the quality of the site design, based on the design's ability to migrate sensory impacts.
    - 5) Utilize pitched roofs, or utilize a design solution that prevents the appearance of large areas of flat roofs. Mechanical equipment should be screened from view.
  - b. Accessory Uses
 

Accessory uses should not detract from the valuable visual attributes of the area.

    - 1) Lighting/Glare
      - a) Light sites only to provide for safety and security, and to highlight architectural and modest landscaping. Eliminate unnecessary lighting and the spread of light and/or glare off site. Mechanical equipment should be screened from view.
    - 2) Signs
      - a) Design signs to be of a scale and character that is compatible with the development and surrounding environment,

emphasizing natural materials.

- b) All signs must conform to the Central City Sign Code.
- c. Exterior Storage
  - 1) Screen exterior storage, loading and service areas from public view.
- d. Accessory Facilities
  - 1) Screen satellite dishes from view.
  - 2) Screen trash containers from adjacent off-site view.
- e. Structures Design And Placement
  - 1) The relationship between structures and the surrounding landscape is extremely important. The relationship can be defined in terms of scale, form, massing, orientation, materials, and topography.
  - 2) The perceived mass of structures and their overall form should convey an image that provides visual variety and a welcome to the passers-by and-reflects Central City's historic built environment. Large developments should appear to be a collection of smaller structures that are to scale with those seen historically. Design new buildings to reflect the diversity in height and scale that once existed in Central City.
  - 3) Building materials should reflect the character and image of the community as well, emphasizing natural looking materials. Historic sites and structures should be protected and preserved.
  - 4) Service and accessory uses are often an afterthought in a project. Because these elements are especially important to pedestrian views, they need similar architectural treatment to the primary structure.
- f. Building Orientation
  - 1) Orient buildings for maximum solar exposure and to capitalize on primary views taking into account topography and facade orientation to street. Central City has traditionally developed with structures fronting the street.
- g. Architectural/Scale/Massing
  - 1) Design and site buildings to:
    - a) Be in proportion to the size of the lot, to the surrounding landform and vegetation, to existing buildings and to the intended user, rather than appearing monumental in scale.
    - b) Be placed sensitively within a site, rather than to dominate or overpower a site. Integrate buildings into the site through the use of landscaping, earthwork, or natural materials.
    - c) Utilize an architectural design emphasizing natural materials, light, shadow, depth, and texture in all exterior building surfaces. Vary facades and roofs to minimize large expansions of flat planes.
    - d) Minimize exposed building foundations. Screen all mechanical equipment including rooftop, with materials similar to or compatible with the building facade.
    - e) Within a project, incorporate a scheme for building design, style, and complimentary materials.

h. Historical Recognition

- 1) New development should complement the historical and unique character of the area. Design new development to harmonize with and complement the character of the area in mass, scale, design and materials.

E. Residential Areas

1. Ancillary Units

Ancillary "granny" units are encouraged to increase affordability and diversity. These units should be located in the single family portion of residential areas.

2. Residential Building Setback

Residential Building setbacks from public streets should be minimized, while maintaining privacy. Minimum and maximum front setbacks should be established that reflect the desired character of an area and ensure that residences address streets and sidewalks.

3. Residential Building Facades

Building facade's should be varied and articulated to provide visual interest to pedestrians. Frequent building entries and windows should face the street. Front porches, bays, and balconies are encouraged. In no case shall a facade of a building consist of an unarticulated blank wall or an unbroken series of garage doors.

4. Residential Building Entries

Primary ground floor residential entries to multi-family buildings should orient to streets, not to interior blocks or parking lots. Secondary and upper-floor entries from the interior of a block are acceptable. The front door to single-family homes, duplexes, and townhomes must be visible from the street.

5. Residential Garages

Residential garages should be positioned to reduce their visual impact on the street. This will allow the active, visually interesting features of the house to dominate the streetscape. At a minimum, the garage should be set behind the facade of the residential building. In single-family areas, garage may be sited in several ways: in the rear accessed from an alley, in the rear accessed by a side drive, or to the side recessed behind the front facade by at least 5 feet.

6. Residential Quantities And Densities In Secondary Areas

The proportion of single-family to multi-family housing within a growth area should approximate demand based on local income and demographic trends.

7. Streets And Bikeways In Secondary Areas

The primary roadway system should provide strong, direct connections to the neighborhood commercial area and transit stop. Neighborhood streets should provide nonsegregated bikeways while central "connector" streets should provide marked bike lanes.

a. Fences And Walls

- 1) Avoid perimeter fences except as needed for livestock.
- 2) Use privacy (opaque) fences only to provide small private areas immediately adjacent to buildings.
- 3) Use fences and walls constructed with natural materials e.g., wood or stone.

b. Accessory Facilities

- 1) Screen satellite dishes from off-site view, or select design

and color that will blend with surrounding environment.

- 2) Screen trash containers from adjacent off-site views.

c. Structure Design And Placement

- 1) The relationship between structures and the surrounding landscape is extremely important. The relationship can be defined in terms of scale, form, massing, orientation, and materials.
- 2) The perceived mass of structures and their overall form should convey a small town/village image that provides visual variety and a welcome to the passers-by.
- 3) Building materials should reflect the character and image of the community as well, emphasizing natural looking materials. The placement of structures should not be dictated by roads and parking, which can create a "strip" development pattern, but by landforms and vegetation, views, and implementation of the village concept.
- 4) Historic sites structures should be protected and preserved. Development around such sites should adhere to the character of the historic element.
- 5) Roofs and other architectural components should blend with the landscape.
- 6) Service and accessory uses are often afterthoughts in a project. Because these elements are especially important to pedestrian views, they need similar architectural treatment to the primary structure.

d. Building Orientation

- 1) Orient buildings for maximum solar exposure and to capitalize on primary views.
- 2) Group and design buildings to ensure privacy among units.

e. Architectural/Scale/Massing

- 1) Design and site buildings to
  - a) Be in proportion to the size of the lot, to the surrounding landform and vegetation, to existing buildings and to the intended user, rather than appearing monumental in scale.
  - b) Be placed sensitively within a site, rather than to dominate or overpower a site. Integrate buildings into the site through the use of landscaping, earthwork, or natural materials.
  - c) Utilize an architectural design emphasizing natural materials, light, shadow, depth, and texture in all exterior building surfaces. Vary facades and roofs to minimize large expanses of flat planes.
  - d) Minimize exposed building foundations. Screen all mechanical equipment including rooftops, with materials similar to or compatible with the building

facade.

e) Within a project, incorporate a unified scheme for all buildings, design, style, and complimentary materials.

f) Work with the topography, vegetation and views.

f. Historical Recognition

New development should complement the historical and unique character of the area. Design new development to harmonize with and complement the character of the areas in mass, scale, design and materials.

## F. Parks, Plazas, and Civic Buildings

### 1. Locations Of Parks And Plazas

Parks and plazas should provide a public focus for each neighborhood. They should be located next to public streets, residential areas, and retail uses. Parks should not be formed from residual areas, used as buffers to surrounding developments, or used to separate buildings from streets.

### 2. Size And Frequency Of Parks

Parks should be developed throughout neighborhoods and surrounding areas to meet population needs. Neighborhood parks should be placed within two blocks of any residence. Larger community parks with large playing fields should be located at the edge of the neighborhood or adjacent to schools. Regional parks should be connected by bicycle and pedestrian pathways. Total park acreage should be based on the quantity of residential development and/or equivalent to roughly 12 to 20% of the site area.

### 3. Village Greens Or Transit Plazas

Village greens and transit plazas may be used to create a prominent civic component to commercial areas. Village greens should be up to 1 acre in size; transit plazas may be smaller. They should be placed at the junction between the commercial area and surrounding residential or office uses.

### 4. Park And Plaza Design

Public parks and plazas should be designed for both active and passive uses. They should reflect and reinforce the character of the surrounding areas and accommodate the anticipated intensity of use. Their form should be coherent and memorable, rather than residual. Their design should respect vistas. Plant types should reflect the local climate elevation and history.

### 5. Community Buildings

Civic services, such as community buildings, governmental offices, recreation centers, police and fire, post offices, libraries, and daycare, should be placed in central locations as highly visible focal points. Where feasible, they should be close to the transit stop.

### 6. Schools And Community Parks

If needed, school sites and larger community parks should be located at the edges of neighborhoods. Strong pedestrian, bike and transit links should connect these sites with the commercial core.

### 7. Daycare

Sites for daycare facilities should be provided in all neighborhoods. They should be located en route to transit or within the core commercial area.

## G. Street and Circulation System

### 1. Street Dimensions And Design Speeds

Street widths, design speed, and number of travel lanes should be minimized without compromising auto safety, on-street parking, or bike access. Residential streets should be designed for travel speeds of 15 miles per hour. Travel lanes should be 8 to 10 feet wide.

### 2. Street Vistas

Where possible, streets should frame vistas of the core area, public buildings, parks, and natural features.

### 3. Street Trees

Shade trees and evergreens are encouraged along all streets. Street trees be spaced no further than 30 feet on center in planter strips or tree walls located between the curb and sidewalk. Tree species and planting techniques should be selected to create a unified image for the street, provide an effective canopy, avoid sidewalk damage, and minimize water consumption.

### 4. Sidewalks

Sidewalks or pedestrian pathways are required along all streets accessing all residential areas to transit or commercial areas. Larger sidewalk dimensions are desirable in core commercial areas where pedestrian activity will be the greatest and where outdoor seating is encouraged.

### 5. Intersection Design

Intersections should be designed to facilitate both pedestrians and vehicular movement. Intersection dimensions should be minimized while providing adequate levels of service. Landscaping must not obscure views; low level landscaping is encouraged.

### 6. Arterial Streets And Thoroughfares

Arterial streets and thoroughfares should allow efficient conveyance of through traffic and must not pass through neighborhoods that cause a barrier to pedestrians.

### 7. Commercial Streets

Commercial streets located in the center of commercial areas should be designed to accommodate pedestrians, slow traffic, and create pleasant shopping environments.

### 8. Local Streets

Local streets should have travel lanes sufficiently narrow to slow traffic, while providing for adequate access for automobiles and service vehicles.

### 9. Circulation Systems

Construction and location of roads in a manner that will blend with the topography and minimize visual disruption of the landscape. Coordinate circulation to allow access among projects, and to limit the number of access points to collector and higher volume roads. Design circulation systems to minimize non-residential vehicular trips in residential areas.

## H. Pedestrian and Bicycle System

### 1. Pedestrian Routes

Pedestrian routes provide clear, comfortable, and direct access to commercial area and transit stops. Primary pedestrian routes and bikeways should be bordered by a combination of natural areas at residential fronts, public parks, plazas, or commercial uses. Where street connections are not feasible, short pedestrian paths can provide connections between residential and retail areas. Routes through parking lots should be avoided. Pedestrian routes should be maintained and open year round.

### 2. Arterial Crossings And Pedestrian Bridges

Crosswalks should be provided at all signalized arterial intersections. Lighted under-crossings or bridges designed for pedestrian and bicyclists are encouraged.

### 3. Bikeways

A coordinated system of bikeways should be provided in conjunction with neighborhoods or a series of neighborhoods. Important destinations, such as core commercial areas, transit stops, employment centers, parks, open spaces, schools, and other community facilities, should be linked by these bike routes.

### 4. Bike Parking

Bicycle parking facilities should be provided throughout core commercial areas, in office developments, and at transit stops, schools, and parks.

### 5. Trails

Providing pedestrian trails or pathways to connect residential areas to adjacent commercial and open space uses or pathways. Provide connections within and between commercial and residential projects.

## I. Transit System

### 1. Transit Line Location

Transit lines must help define the density, location, and quantity of growth in a region. They should logically be located to allow maximum service area for new neighborhoods, to access prime development or infill sites, and to serve existing or new residential and employment centers.

### 2. Transit Stop Location

Transit stops should, whenever possible, be centrally located and adjacent to commercial or residential areas. Commercial uses should be directly visible and accessible from the transit stop. Feeder transit stops may be located along connector streets and adjacent to residential parks and public facilities.

### 3. Transit Stop Facilities

Comfortable waiting areas, appropriate for year-round weather conditions, must be provided at all transit stops. Passenger drop-off zones should be located close to the stop, but should not interfere with pedestrian access. Design criteria for transit stop shelters shall be developed for compatibility within the Historic District. Lighting and landscaping is a criteria; emergency communication system shall also be incorporated.

### 4. Access To Transit Stops

Streets must be designed to facilitate safe and comfortable pedestrian crossings to transit stop and must be pedestrian friendly.

## 5. Park-And-Ride Lots

Park-and-ride lots are not appropriate for all transit line stops. Surface parking lots specifically devoted to park-and-ride should not be provided in neighborhoods. Rather, they should be located at the ends of lines, or in Secondary Areas adjacent to the boundaries of neighborhoods. Alternately, park-and-ride lots may be provided within structured parking lots located close to the transit stop.

## J. Parking Requirements and Configuration

### 1. Parking Standards

Reduced parking standards should be applied to developments in recognition of their proximity to high frequency transit service, their service, their walkable environment, and mix of uses.

### 2. Joint Use Parking

Joint parking allowances are recommended for adjacent uses with staggered peak periods of demand. Retail, office, and entertainment uses should share parking areas and quantities.

### 3. Parking Mitigation Measures

Where reduced parking standards are utilized, mitigation measures should be considered to guard against "spill-over" parking impacts. Short term visitor parking may be utilized for commercial areas or services

### 4. Parking Configuration

Parking lots should not dominate the frontage of pedestrian oriented streets, interrupt pedestrian routes, or negatively impact surrounding neighborhoods. Lots should be located behind building or in the interior of a block whenever possible. Structured parking is also encouraged and future intensification with structured parking should be considered when designing development plans.

### 5. Size Of Surface Parking Lots

Large surface parking lots should be visually and functionally segmented into several smaller lots.

### 6. Surface Parking Redevelopment

Land devoted to surface parking lots should be reduced through redevelopment and construction of structured parking facilities. The layout and configuration of surface parking lots should accommodate future redevelopment. Design studies showing placement of future buildings and parking structures should be provided.

### 7. Retail In Structured Parking Lots

Parking structures should not be allowed to dominate the street frontage. Retail uses should be encouraged on the first floor of street-side edges of parking structures.

### 8. Parking Lot Landscaping

All parking lots should be planted with sufficient trees so that within ten years 70% of the surface area of the lot is shaded. Additionally, parking lots should be screened from streets by non-bermed landscape treatments. Where possible, overflow parking areas should be developed with a permeable surface.

#### a. Parking Lots

- 1) Buffer parking lots with landforms, vegetation, or buildings.

- 2) Design parking lots to work with the terrain, minimizing grading, hillside excavation, and/or fill.
- 3) Limit large, uninterrupted expanses of parking areas by incorporating, landscaping, utilizing building placement, landform, or other techniques.

## VI. PLAN IMPLEMENTATION

### A. Zoning Ordinance Amendment

Subsequent to adoption of this 1998 Comprehensive Development Plan Update, the City will amend its zoning ordinances and map if necessary to reflect the land use plan and policies.

### B. Water Planning

Water monitoring and planning should continue on an ongoing basis.

### C. General Monitoring

All pertinent gaming related factors such as traffic, water use, drop, visitor data, etc. should be monitored and analyzed on a continuing basis.

### D. Access Control

The City should establish access standards to ensure safe, convenient access to collector and arterial streets and highways while protecting their traffic carrying capability.

### E. Long Range Shuttle/Parking Plan

The City should continue to revise plans and programs related to the shuttle system and major parking facilities to keep up with changing conditions.

### F. Gregory Gulch Development Plan

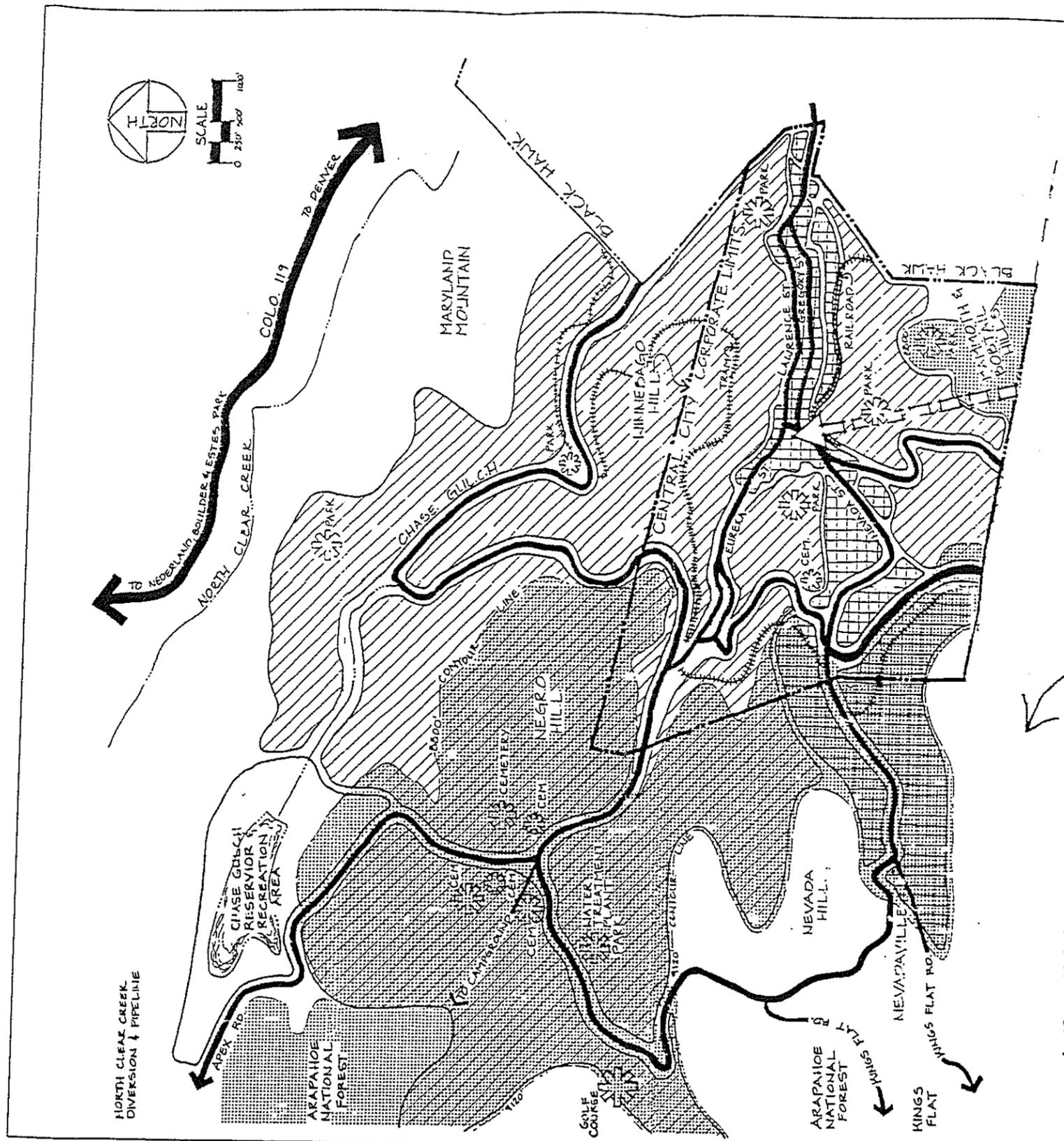
Development within the Gulch should proceed in conformance with the adopted Gregory Gulch Design Guidelines.

### G. Community Facilities Plan

Needed community facilities including, police, fire, and public works functions should be analyzed in detail, and appropriate plans prepared to assist in site procurement and capital improvement programming. At the appropriate time, a recreation center should be designed.

### H. Parks, Trails, and Open Space Plan

Existing and proposed parks, trails and open space facilities including the City-owned properties throughout the development planning area shall be identified and incorporated into a parks, trails and open space plan. The immediate value of this plan is to ensure that land essential to these facilities is not inadvertently developed or otherwise lost. Over the longer term, the City will need to incorporate these projects into its capital improvement program.



**LEGEND**

-  RESIDENTIAL
-  COMMERCIAL/PARKING
-  PUBLIC
-  OPEN SPACE
-  UPPER WATER SERVICE ZONE
-  ARTERIAL STREET
-  COLLECTOR STREET
-  DENOTES CONVEYANCE OF TOURISTS FROM OUTLYING PARKING TO GAMING DISTRICT

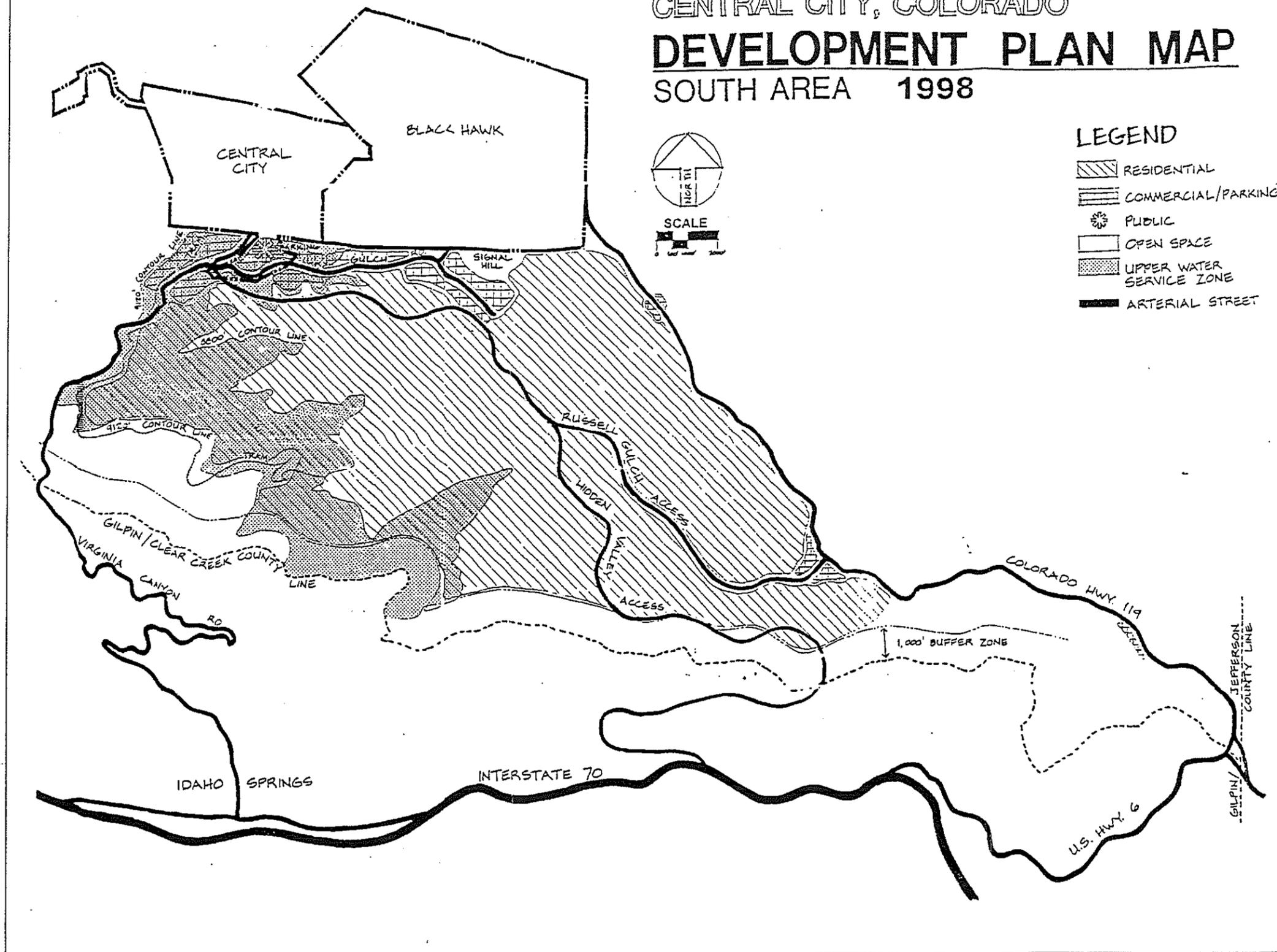
SEE SOUTH AREA MAP

# DEVELOPMENT PLAN MAP

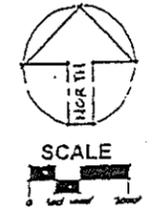
CENTRAL CITY, COLORADO

1998

# CENTRAL CITY, COLORADO DEVELOPMENT PLAN MAP SOUTH AREA 1998



- LEGEND**
-  RESIDENTIAL
  -  COMMERCIAL/PARKING
  -  PUBLIC
  -  OPEN SPACE
  -  UPPER WATER SERVICE ZONE
  -  ARTERIAL STREET



CENTRAL CITY

BLACK HAWK

SIGNAL HILL

SCALE

1100' CONTOUR LINE

900' CONTOUR LINE

415' CONTOUR LINE

RUSSELL GULCH ACCESS

HIDDEN VALLEY ACCESS

GILPIN/CLEAR CREEK COUNTY LINE

VIRGINIA CANYON RD

COLORADO HWY. 119

JEFFERSON COUNTY LINE

IDAHO SPRINGS

INTERSTATE 70

U.S. HWY. 6

1,000' BUFFER ZONE