



MASTER PLAN

Central City Revitalization Plan

Central City, Colorado
Spring 2014



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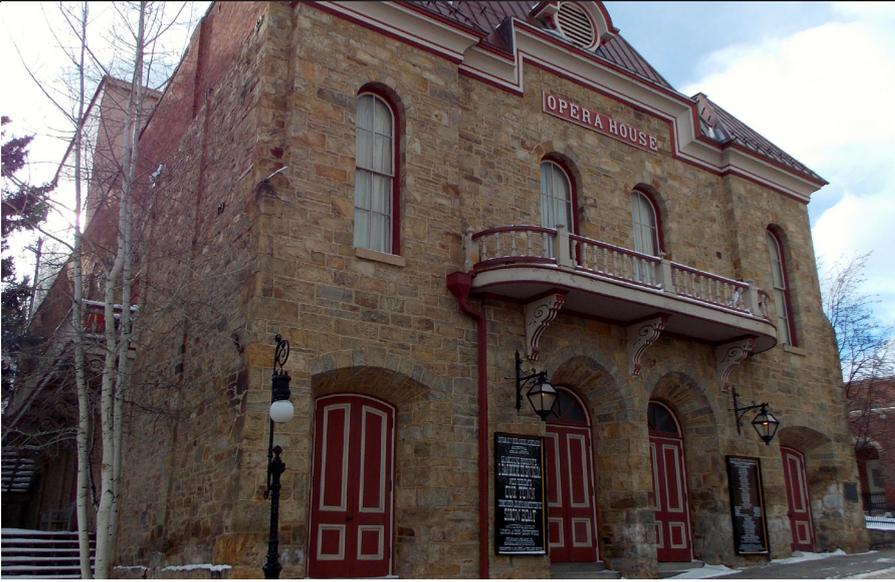
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About the Colorado Center for Community Development (CCCD)

The Colorado Center for Community Development (CCCD) is a clinical teaching practice of the University of Colorado Denver, College of Architecture and Planning. Our mission is to provide students with real world experiences in design and planning as they provide communities and neighborhoods with services in these areas.

CCCD strives to enhance the quality of community life – through collaboration, applied research and innovative design – for the betterment of all community residents. In the process, students’ educational experience is enhanced by taking what is learned in the classroom and academic studio and employing it

in projects of public and civic interest. Communities benefit through design work that is continuously being improved through research and innovation. Moreover, together we become partners in the design thinking process, thus expanding our mutual and individual capacities to further envision and implement projects of significant public impact.

Started in 1967, CCCD has worked in partnership with communities and neighborhoods to complete over 2000 projects around Colorado. Projects range in size and scope, but have the common element of improving the community as a place to live, work and play.



About University Technical Assistance (UTA)

The UTA program provides rural and small communities with assistance on projects that enhance places and spaces. A decades-long partnership between the Colorado Department of Local Affairs (DOLA) and CCCD, the UTA program puts the cost of preliminary design work within financial reach of small communities. Students complete preliminary plans and designs that can be used to inform and engage community members in the project. These plans are used to apply for grants from DOLA and other funders. This saves the community money in preliminary design and community engagement and provides students with valuable experience.



INTRODUCTION TO CENTRAL CITY

Central City, Colorado is located in Gilpin County within the Rocky Mountains about 35 miles west of Denver. The old mining town was incorporated in 1859 when John Gregory discovered “The Gregory Lode” in a gulch that was located near Central City. Prospecting miners pitched their tents on the open ground which then developed into the town of Central City. This mining Center of Colorado came to be known as “The Richest Square Mile on Earth.” These camps and mines also were shared with Central City’s sister city of Black Hawk.

Central City boasts in its charm and heritage to maintain the demeanor of a historic mining town. By redeveloping it from an overshadowed casino run town to one that promotes the arts, music, local businesses, and events, Central City can rebrand it to the town that it desires to be. The revitalization efforts described in this report encourage economic and social growth in a more prosperous downtown.

Like most Colorado mining towns, Central City endured multiple boom and bust phases. When gold mining was declared nonessential to the war, mining in Central City and Black Hawk diminished along with the population. Even with a lack of population in the 1950s and 1960s, the Central City and Black Hawk district became a designated National Historic Landmark on July 4, 1961 by The National Trust for Historic Places. Then, in the 1990s when casino gambling was introduced, Central City and Black Hawk experienced growth and activity in their downtowns. However, due to the location and the ease of access, Black Hawk proceeded to become the main successor of gambling between the two towns. Central City since has struggled to bring in the revenue that Black Hawk has accomplished. Even with the construction of a four lane parkway from Interstate-70 in 2004, Central City still seems to struggle with maintaining an active, engaged downtown.



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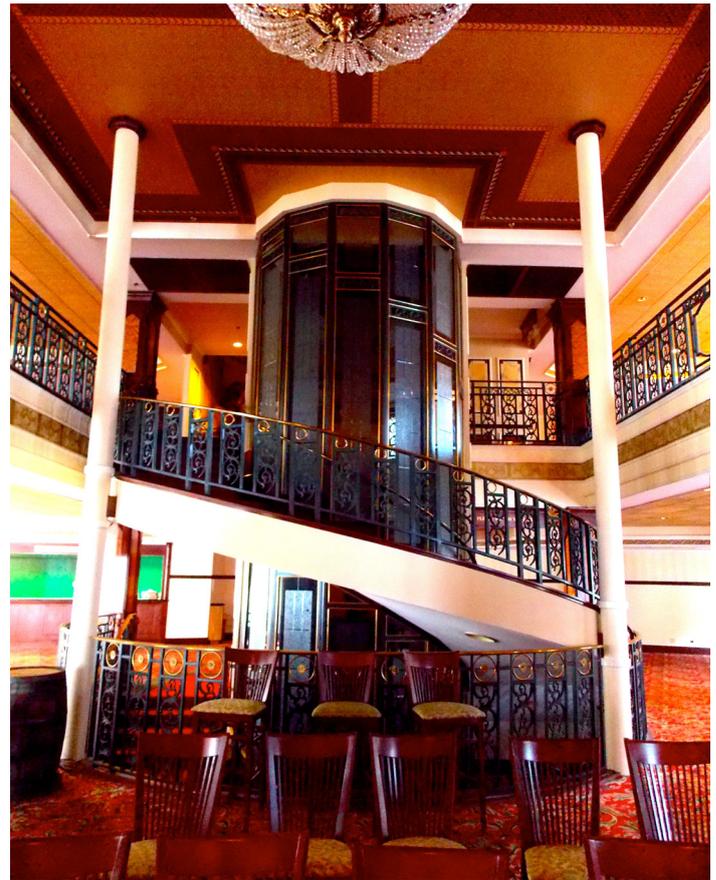


Adaptive Reuse is the reuse, readaptation, and reappropriation of existing or building structures. More often than not, adaptive reuse preserves historic buildings and neighborhoods to extend the life cycle of the structures. Adaptive reuse has sustainable attributes as it minimizes sprawl, preserves virgin materials, conserves energy as well as reuses existing buildings that give a neighborhood character. It is also an effective way to reinstate a vacant space.

Scarlet's Casino is a prime building for adaptive reuse in Central City. It is located at the intersection of Main Street, Nevada Street, and Spring Street. It was built between 1991-1993 and prominently used as a casino. Nowadays, the 30,800 square foot, four story building sits vacant. Unlike many of the other buildings in Central City that are vacant, Scarlet's is a newer building that is up to code and with updated utilities which allows it to be easily retrofitted.

Innovative proposals developed in this report provide suggestions to utilize the space that can also benefit the historic Central City Main Street. These proposals include:

- Pop Up Shops
- Production and Performance Space
- Marketplace



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POP UP SHOPS

Pop Up Shops are short term, temporary sale's spaces that are creative, engaging, and flexible. These shops are a new way to express retail spaces that create a sense of urgency and curiosity amongst customers. Pop Up Shops allow for business owners to experiment with the possibility of owning a more permanent space.

Term: Typical one day to three months

Who: Local businesses, small companies, artists, crafters, designers, restaurants, specialist stores

What: Retail, restaurants, specialized shops, art gallery, events, grocers, bars

Location: Store within a store, gallery/event space, farmers market, arts and craft fairs, mass gatherings, shopping centers, vacant street level retail spaces

Use: Sell and launch new products, promote events, generate awareness, move inventory, test ideas and location

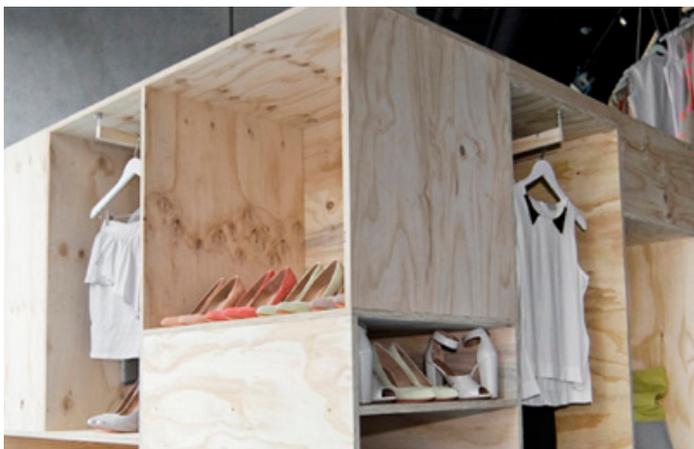
Pop Up Shops could help bring in the retail and commercial spaces that Central City needs without the pressure of long leases and commitment. Not only could these shops be utilized in Scarlet's but they could also be utilized in other buildings around the downtown. With a significant amount of buildings sitting vacant and hesitation to fill the spaces from stakeholders, Pop Up Shops could bring in that revenue, foot traffic, and excitement that could then advocate more permanent tenants throughout the rest of the downtown.

Owners must provide a business or vendor licensing to operate. This can be either permanent or temporary.

A temporary occupancy permit also is required. Flexible insurance policies can help cover businesses for a short period.

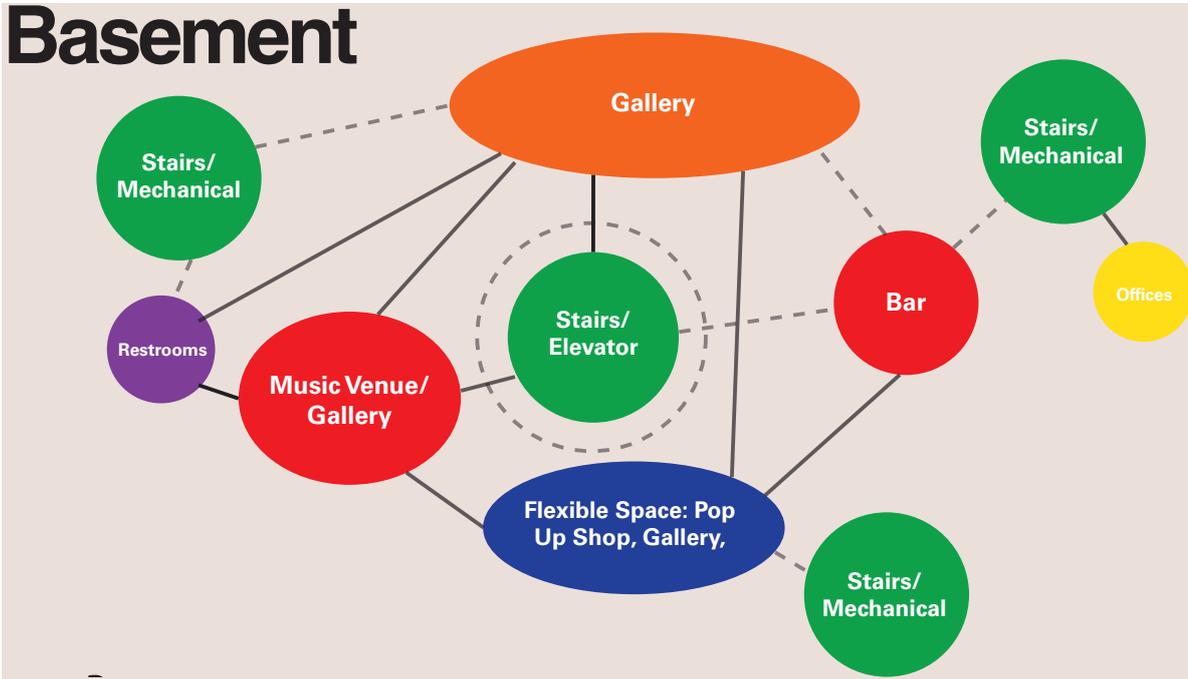
Taxes could be handled and given to

a city manager at the end of the business stay, or if it is a Pop Up Market that extends only a few days, then all vendors are responsible for collecting and reporting their own income and taxes and do not require a special vendor permit.

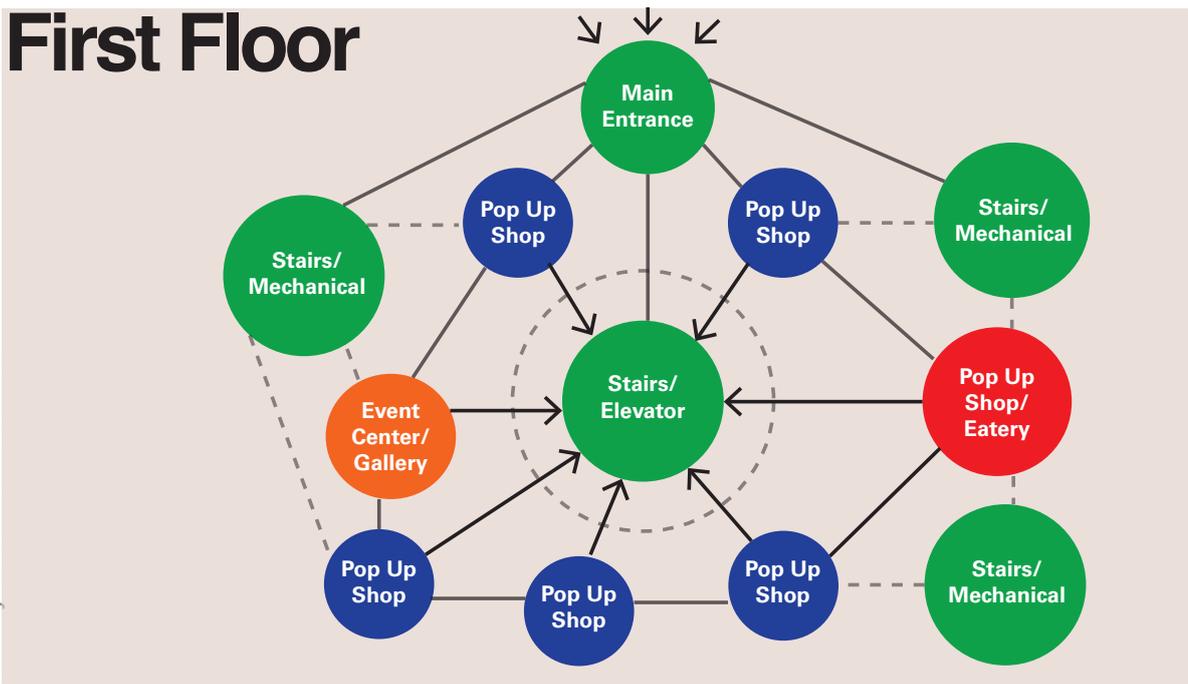


Relationship Diagrams illustrate each level of Scarlet's Casino and what uses could occupy it. The basement and first floor have an open floor plan that allows for an event center or gallery as well as multiple Pop Up Shops. The first floor serves as Scarlet's retail space that can contain three to six Pop Up Shops depending on the size of each one. The basement can occupy a gallery, event space, and Pop Up Shop that could provide evening entertainment.

Basement



First Floor



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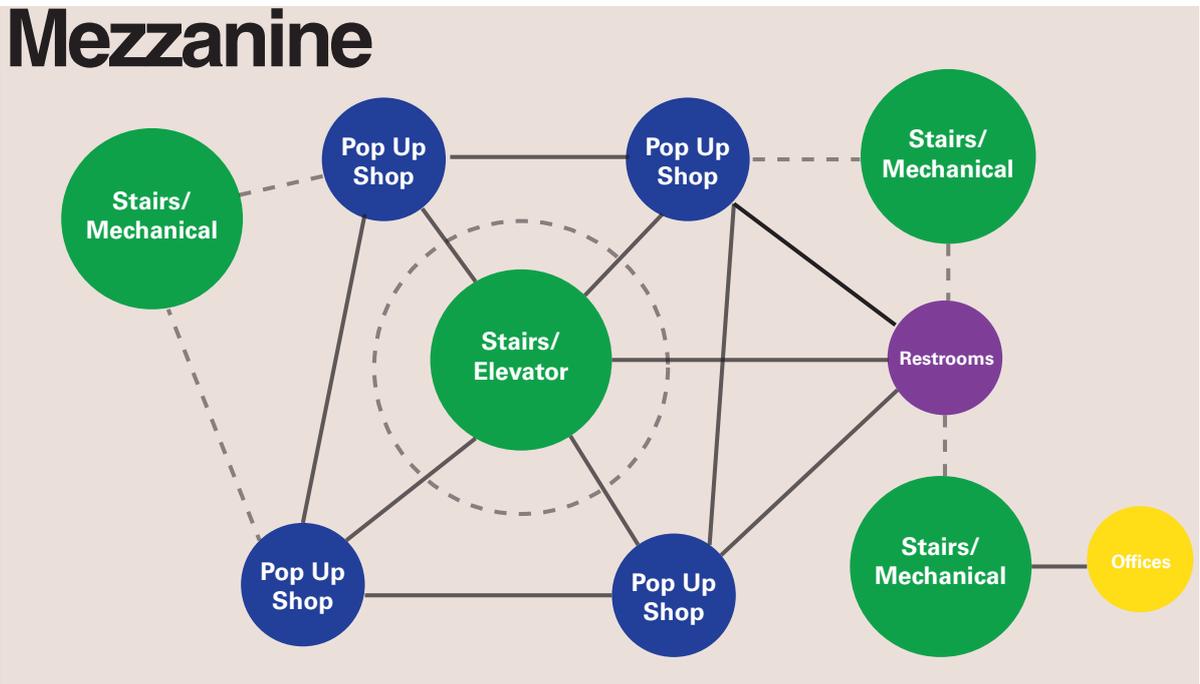
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POP UP SHOPS: RELATIONSHIP DIAGRAM

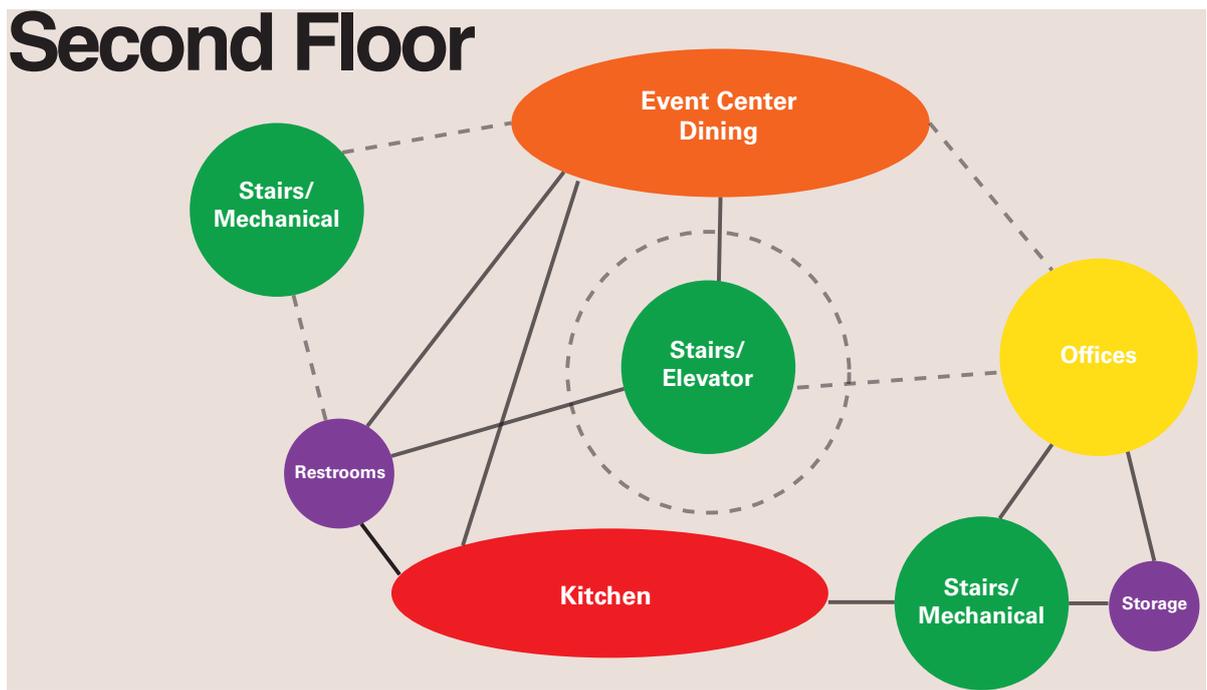
The Mezzanine level compliments the first floor as a prominent Pop Up Shop area since it is open to the first level. With the flexibility that Pop Up Shops offer, the first floor and the mezzanine can also perform as an event space. The second floor has a commercial kitchen that be utilized for events as well as for the

Bars or Pop Up Shop Eateries that are in the space. Offices and an employee area could also be on this floor since some of the layout is set up for offices.

Mezzanine



Second Floor



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A 3D Model was created to illustrate the mixed use potential that can occur in Scarlets. The open floor plan displays how pop up shops, a performance stage, a gallery and a cafe can work together. This model shows the first floor of Scarlets how adaptive reuse could be implemented.



Views of Scarlets from the exterior

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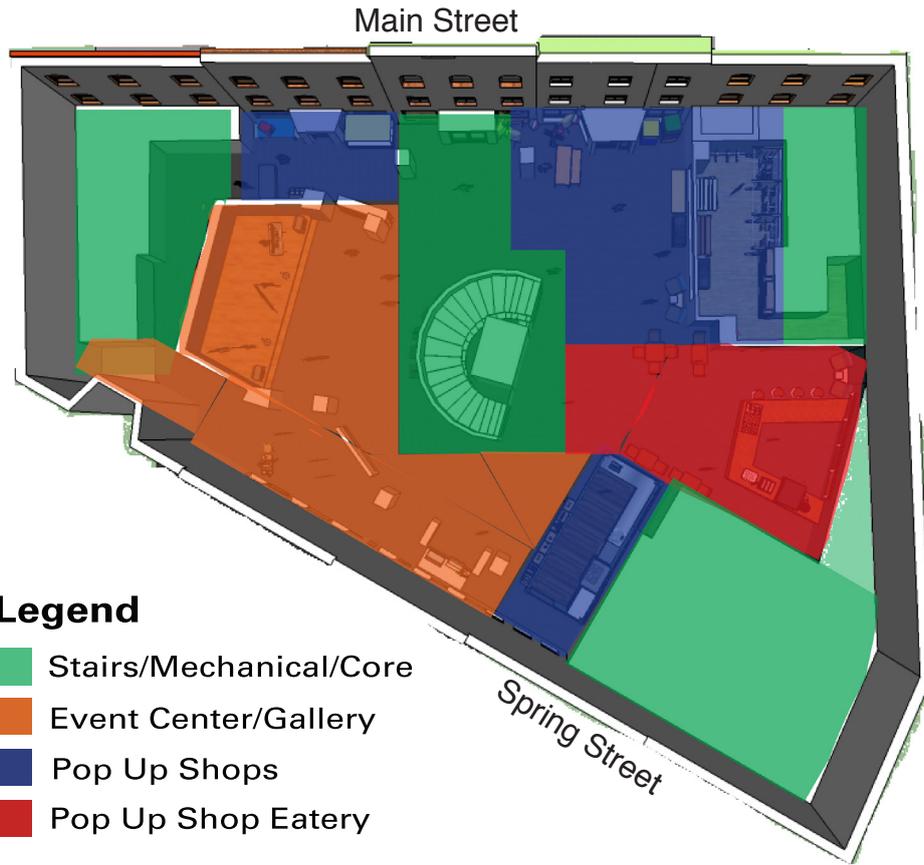
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POP UP SHOPS: 3D MODEL

This birds eye view of the first level floor plan of Scarlets is color coded based on the relationship diagrams that are illustrated on the previous pages. It displays where the Pop Up Shops and the Event Center/ Gallery would be in the existing structure.



Legend

- Stairs/Mechanical/Core
- Event Center/Gallery
- Pop Up Shops
- Pop Up Shop Eatery



View of Scarlets first floor

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These three images show perspectives of how Pop Up Shops and an Event Center/ Gallery could work in Scarlet's. Within Scarlet's, a stage is already in existence in the area that is shown in the second and third image. In each of these images, the proposed changes that include the Pop Up Shops and the Gallery/Event Space are temporary components to fit the needs for a flexible space. Pop Up Shops should be prominent at the front of Scarlet's and in the storefront to entice shoppers inside to see the rest of the space.



View of Pop Up Shop at front of Scarlet's



View of stage and Pop Up Shop



View of gallery and event stage

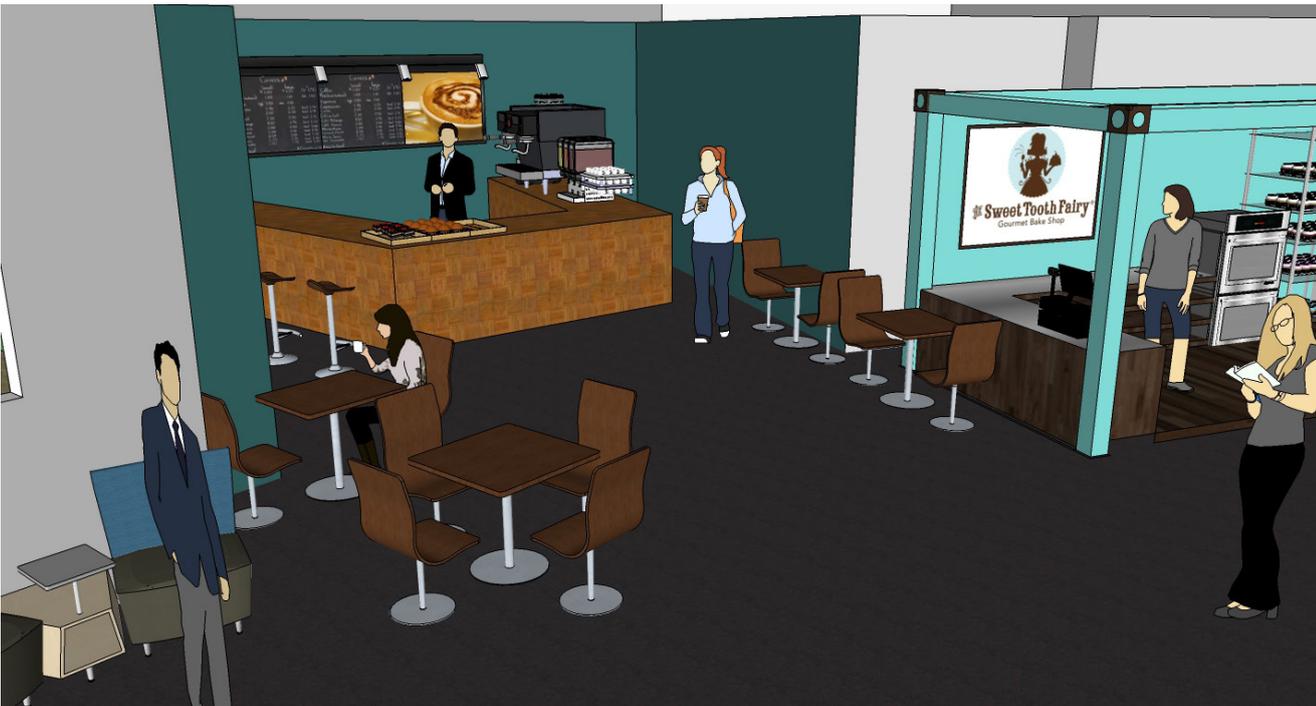


POP UP SHOPS: 3D MODEL

These next two images show more Pop Up Shops and a Pop Up Eatery. Existing already within Scarlet's on the first floor is a bar which could be used for future uses. With events in Scarlet's, a Pop Up Shop Eatery or Cafe would be a valuable asset for the space. Since the bar is a more permanent structure, this area of Scarlet's would consistently serve as a bar or cafe.



View of Pop Up Shop with Pop Up Eater/Cafe in background



View of Pop Up Eatery/Cafe and Pop Up Shop

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The attraction of Pop Up Shops has its rewards that benefit downtown revitalization and economic development. These rewards and advantages not only benefit the downtown and community, but it also helps out rising business owners and the landlords who own the space.

Rewards for Business Owners

- Affordable, cost efficient
- Short term commitment
- Allows for creativity and experimentation
- Brand extension
- Real world market testing for products, concepts or services
- Assessing a new Market/Location
- Eliminating excess stock – Liquidating excess stock can vastly improve your cash-flow, so a pop-up show may be a low cost investment resulting in a high return.
- Making the most of Seasonality

Rewards for Landlords/Developers

- Can act as a barometer for potential future success
- Fills vacant storefronts/stores
- May attract full time tenants
- Legal documentation is kept simple and concluded quickly
- Landlords typically contribute minimal funds to short-term tenants and lease agreements typically state that the property is taken ‘as-is’.

Rewards for City/Community

- Helps create immediate revenue
- Can focus on event that is taking place (holidays, festivals)
- Generates buzz and excitement
- Encourages spontaneous purchase
- Brings in more foot traffic to downtown
- Fill vacant storefronts that otherwise might project an image of a less than successful commercial area.
- Improve the appearance and image of a district by offering consumers an ever changing, dynamic retail experience
- Create more vibrant additions in the downtowns and the streetscapes
- Initiator in downtown revitalization

Although the concept of Pop Up Shops have been around for a while and they have proved to be a success for many businesses, downtowns, and owners, there are some risks involved in Pop Up Shops:

- Short terms has to assure that upfront costs can be absorbed and profitable
- Uneducated landlords sometimes don’t understand how the concept works
- Lack of commitment issues
- Occupancy costs
- The temporary nature of short-term retail may create the perception that liability is limited or that legal concerns are insignificant

Rewards outweigh the risks when it comes to determining whether or not a Pop Up Shop would be a smart move for Central City. Due to the short term commitment, if the concept does not work, there is really no loss to the landlord or to the city. To make things effective, efficient, and easier, property owners and retailers should seek guidance to ensure that the agreement encompasses the business goals and legal concerns of both parties. Three considerations must be addressed before implementing Pop Up Shops:

1. Short-term retail lease agreements must be thorough
2. Short-term retailers can’t violate the exclusive rights of long-term leaseholders
3. Short-term leases should not surprise the property owner or retailer with unexpected liability

To make Pop Up Shops successful in Central City requires one or two people to manage the businesses that go in and out of the space, advertising, policies and regulations, marketing, and design. Cultural Economic Development Association (CEDA) is a not-for-profit organization that is dedicated to providing public and private sector leadership, collaboration and engagement to grow the economy of the Central City Area. CEDA’s interaction and dedication with Central City can be utilized in managing Pop Up Shops.



Steps to a Pop Up Shop

1. Research the Market: what does Central City need, what is the target market, what businesses could benefit Central City. Use the natural concentrations of potential customers.
2. Create policies and regulations for Pop Up Shop owners
3. Develop a short-term retail lease agreement for landlords to use
4. Create social media or a website for prospective pop up shop owners to look at or join an existing “find a pop up shop” website (ie: storefront.com, popupmarketplace.com)
5. Make vacant spaces ready for renting (utilities, wifi, floor plan)
6. List vacant spaces: have spaces displayed and marketed to brands seeking short-term lettings, advertise online and in neighboring cities/towns.
7. Work with business owners helping them set up shop



A Production and Performance space could be an added benefit to incorporate in Central City's downtown. Scarlets' large floor plan allows for it to serve as an event center, production & performance, and office space. Scarlet's space could consist of:

- Gallery Space
- Wedding Venue
- Music Venue
- Event Space
- Food Festivals
- Holiday Parties
- Private Events
- Fashion Shows
- Dance Class
- Workshops
- Offices
- Pop Up Shops that correlate with event



The valuable matter of a production and performance space within Scarlet's is that it can be flexible with what events are happening around Central City. The production and performance space does not necessarily have to occupy the whole space but can use certain areas to host art and music shows and private events. The performance area would be located in the basement, on the first floor, and on the mezzanine. The second floor could consist of offices and an employee area. The offices could be used by the non-profit CEDA, Inc (Cultural Economic Development Association) and the employee area could be used for those who have Pop Up Shops located within the Space. Also, since there is a commercial kitchen and banquet room located on the second floor, that area can be rented out for private events.

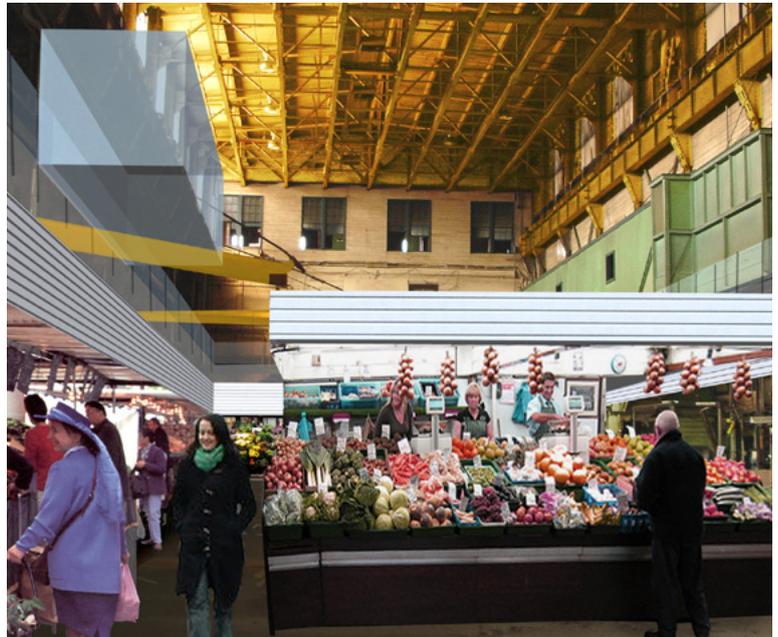


MARKETPLACE

A Marketplace is similar to a Flea Market or an open, mixed use space that is directed towards retail and sales. A marketplace could be utilized in Scarlets if Pop Up Shops became more successful and there was the need for more permanent businesses. The marketplace concept allows for a variety retailers or restaurants to rent out a space for a longer period. This creates an open, one-stop-shop all under one roof that speaks to a community oriented philosophy.

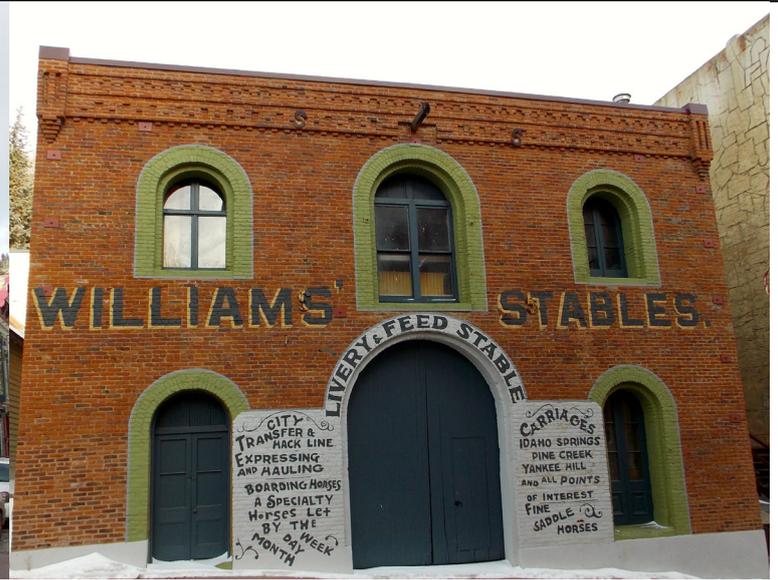
The marketplace could be utilized on the first floor and the mezzanine. It can consist of the same or similar businesses that the Pop Up Shops promote such as shopping and restaurants. It could also perform as a year round indoor farmer's market. Typical retail agreements last three to ten years but a marketplace agreement usually lasts one to three years. Rental pricing would be determined on the amount of space that the business would need and the time frame. Agreements, insurance, rent, and legal issues would have to be more concrete than the Pop Up Shop agreements as the tenants would be occupying a space for a longer period of time.

Scarlet's would have to go through renovations to accommodate the businesses. Marketplace businesses tend to be companies that are better established and have a name and brand for themselves. These businesses tend to have more equipment and resources that can take up more space. Not as many businesses would be able to fit within Scarlet's which would result in more planning of spaces to accommodate each of the businesses. The basement could still serve as an event/gallery space and the second floor could still serve as an office and event area.



Presented by:





- National Trust for Historic Preservation
- Preserve America
- Colorado Main Street Program
- Downtown Colorado, Inc.



Central City has the ability, history, passion, and community to rebrand its downtown district. However, with the desire to accomplish revitalization efforts for adaptive reuse, there has to be funding and implementation that comes from outside sources. With assistance from outside sources, Central City can receive funding that can be implemented to emphasize, assist, and activate the historic downtown. The following sources include organizations that assist historic downtowns from a local to national level.

National Trust for Historic Preservation: Main Street Program

Throughout the nation, communities are use National Trust for historic Preservation (NTHP) Main Street approach to revitalize and strengthen commercial districts, incorporate historic preservation, city management, and urban/community planning programs into existing economic development. This form of preservation-based revitalization coordinates and works with the local Main Street programs to provide action and support on all levels.

The Main Street Program uses a comprehensive strategy that addresses the variety of issues and problems that challenge historic districts. It helps bring communities together by increasing collaboration and promoting the unique local assets of it. Although the Program is a national organization, it is locally driven, funded, organized, and run.



National Main Street Center

a subsidiary of the
National Trust *for* Historic Preservation

Main Street Four Point Approach
The Main Street Four Point Approach is an economic development tool to help revitalize historic districts by leveraging local assets.

Organization: Establishing and maintaining a non-profit organization that works in partnership with the public and private sectors to plan and implement a comprehensive downtown revitalization strategy.
Economic Restructuring: Strengthening and improving a downtown's economic assets and fulfilling its broadest market potential.
Design: Enhancing and improving the physical appearance of a downtown by addressing all design elements to create an appealing environment.
Promotion: Creating and marketing a positive image of the downtown district and attracting people to socialize, shop at local businesses and restaurants, and enjoy local history and culture.

The National Trust Preservation Funds encourage preservation at a local level. It provides seed money for preservation projects. The projects focus on building sustainable communities, reimagine historic sites, promote diversity and place, and protect historic places on public land. The grants range between \$2500 and \$5000 and the review process takes around eight weeks. In order to receive these funds and grants, the community must be a Main Street Level Member. For each grant awarded, the community must be capable of matching the grant amount dollar-for-dollar. These grants are awarded to use for planning activities and education efforts. Combining federal historic rehabilitation tax credits or state historic rehabilitation tax credits with other creative financing sources, like grants and other sources of funds, can lead to the successful, sustainable reuse of a building or a cluster of buildings. By becoming a part of the NTHP Main Street Program, Central City will have the ability and access to receive funding for rehabilitation and revitalization efforts. Partnering with the NTHP gains them these options.

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Preserve America

The Preserve America program is a federal initiative that encourages and supports community efforts to preserve and use heritage assets. The grants assist local governments in implementing projects that strengthen their heritage tourism and preservation efforts. Preserve America’s goals focus on the greater shared knowledge about history and preservation, strengthening regional identities and local pride, increasing local participation, and support for the economic vitality of communities.



Preserve America recognizes communities that

- Protect and celebrate their heritage
- Use their historic assets for economic development and community revitalization
- Encourage people to experience and appreciate local historic resources through education and heritage tourism programs

This program recognizes and designates communities, including neighborhoods within large cities, which protect and celebrate their heritage, use their historic assets for economic development and community revitalization, and encourage people to experience and appreciate local historic resources through heritage tourism and education programs. Once a community is designated, it is eligible for the Preserve America matching grants. These grants range from \$20,000 - \$250,000 and must be matched dollar-for-dollar. The grants are managed by the National Park Service and must be matched equally with non-federal funds. Funding is organized through five categories: research and documentation; planning; interpretation and education; promotion; training.

Federal programs that help support with Preserve America goals can provide direct and indirect assistance. Some of these programs include:

- The U.S. Department of Agriculture
- The U.S. Department of Commerce
- The National Endowment for the Humanities
- Department of the Interior
- National Park Service
- Save America’s Treasures

Central City could benefit from being a Preserve America Community since it would give the town national recognition and help with funding for revitalization efforts and preserving its heritage.

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Colorado Main Street Program

Colorado was selected by the National Main Street Center for a state pilot Main Street project that ran from 1982-1985. The Colorado Main Street Program is a program to revitalize traditional downtown districts within the context of historic preservation. The Main Street Program works throughout Colorado to help local governments and downtown organizations create an economically diverse business environment while preserving local character and historic resources. The Colorado Department of Local Affairs (DOLA) manages the Colorado Main Street Program, which is funded by a grant from the State Historical Fund. Central City, combined with Black Hawk, is a National Historic Landmark District. Central City's downtown displays exhibits a historic mining town that needs to be emphasized upon. Taking the steps to become a participating Main Street Community, Central City could experience the revitalization that it needs to bring back the lively activity that once dominated the streets.



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Downtown Colorado, Inc.

Downtown Colorado, Inc. (DCI) is a nonprofit, membership association that is committed to building better communities by providing assistance to Colorado downtowns, commercial districts and town centers.



The organization offers different types of membership that are based on specifics to each community. DCI provides the tools and resources that are needed to help a community remain vital and active.

One of the memberships is the Creative Main Streets membership. The Creative Main Street membership package is designed for the specific needs of volunteer based downtown revitalization programs working to build stronger partnerships between the public and private sector, enhancing opportunities for retail, restaurant, and attracting, retaining, and growing value added businesses, bolstering community awareness and appreciation of heritage and authenticity, and developing and maintaining a connection to peer communities. The membership a includes a one year membership package which consists of access to the resource library, member only referrals to consultants and services, discounts to educational events, access to technical assistance, access to monthly newsletter, up to three hours of guidance consultation, discounts to a variety of services, access to monthly development and improvement district forums and webinars, and the opportunity to develop and shape an on-site training and education programs. It also includes \$1000 worth of training dollars to use towards DCI's events. Central City is striving to develop a creative district. By joining DCI's Creative Main Street Membership, the downtown could get assistance with becoming the creative district it wants to become.

Technical Assistance Program

The Technical Assistance Program serves as a platform to assist local communities in financial investment in for their downtowns. Focusing on current conditions, downtown assessment visits provide valuable insight into strengths and opportunities, DCI helps create a foundation for community engagement as well as a plan of action to realize economic potential without losing the character and charm that makes each downtown unique. The Technical Assistance Assessment includes site visits, a detailed custom report with an action plan that covers management, design, marketing and promotion, and economic development. The program also assists with fund-raising and grants.

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- Central City Existing Zoning & Codes
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Central City's Zoning for the downtown is Historic Downtown Gaming (HDG). HDG was established to accommodate limited stakes gaming establishments and related commercial uses within existing buildings and limited new construction. This district reflects the historically dense form of development of this neighborhood

Central City's historic downtown allows for a variety of uses as long as it does not interfere with the integrity of it. For uses such as Pop Up Shops or a Marketplace, there would be no need to change or create an overlay on the current zoning since they are both retail/commercial.

Uses by right

- Paw brokering
- Medical marijuana center
- Accessory uses
- City owned facilities

Special Review Use

- Single-family dwellings, multi-family dwellings, Bed and Breakfast, Boarding and Rooming house
- Enclosed Establishments for retail, eating, and drinking, office, governmental administration, financial, medical, personal service and membership clubs
- Bowling alleys, movie theaters, recreation centers, and opera houses
- Personal Services
- Gaming and adult amusement
- Hotels and motels, convention centers
- Service stations
- Commercial amusement
- Parking lot and structure
- Parks
- Vocational/technical schools, museums
- Churches, temples, synagogues
- Halfway house
- Child care centers
- Fire and rescue stations
- Transit centers
- Utility-facilities

Not allowed

- Industrial uses



Form-Based Codes

Form-Based Codes (FBC) place importance on physical form and placement while emphasizing on community, buildings, relationship. They are regulations rather than guidelines that are adopted into a city law alternative to conventional zoning. More effective than conventional zoning, FBC address the relationship between the public and private realms. It is popular amongst communities as a “hybrid code” since it looks at physical form, land-use issues, geographic areas, existing conditions, historic districts, design character and standards. FBC are more effective when they comply with the historic district regulations. Historic district design guidelines cover issues that involve alterations, additions, design, and detailing. FBC don’t tend to address those issues as much, so the historic district guidelines should still be used even when adopted FBC. FBC can ensure somewhat what compatible infill development fits in with historic districts. They also prescribe design features based on building’s location, type, and associated standards. FBC may help to protect historic resources further, by creating a community design based on historic preservation of historic resources, and with infill and new construction sensitive to the existing fabric of the community. FBC plans also tend to be heavy in graphics, images, and maps making the document easier to understand and use.

SmartCode is a type of FBC designed to produce desired outcomes puts greater emphasis on the “form” of development and less of an emphasis on the use. It is a unified code that combines zoning, landscape requirements, public improvement standards can be incorporated with existing zoning and regulations, “parallel code.” Cities adopt portions of SmartCode to apply to areas such as historic downtown districts. SmartCode encourages walkability, diversity, density, mixed use, accessibility, and street network development.

Central City’s Zoning was last updated in 1991. With revitalization efforts that promote adaptive reuse, new development, and the push to economic stability, the traditional code does not serve the future of Central City. Traditional zoning makes redevelopment and

adaptive reuse difficult. A complete switch over from traditional zoning to form-based zoning is challenging and complicated process. To relieve these challenges, adopting FBC to interact with Central City’s traditional current zoning could be the first step to revitalization efforts. Over time, FBC can then be adopted fully and replace the traditional zoning.

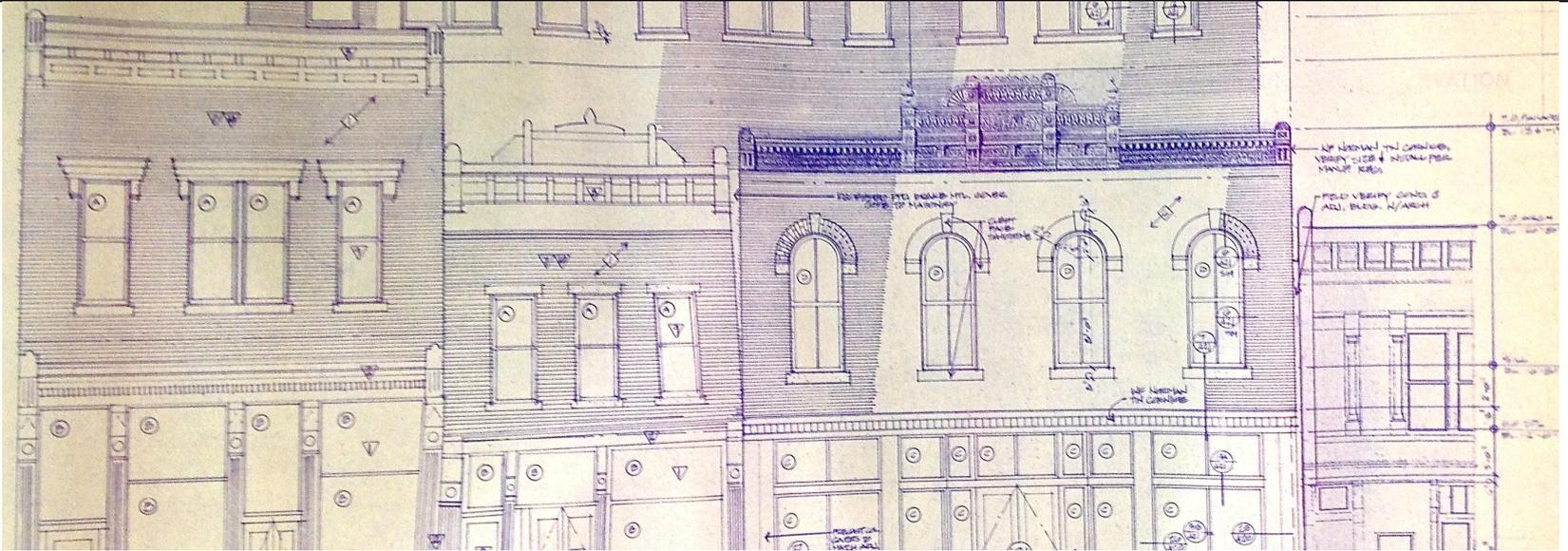
Advantages

- FBC achieve a more predictable physical result
- Encourage public participation because they allow citizens to see what will happen where
- Regulate development at the scale of an individual building or lot
- Reflect a diversity of architecture, materials, uses, and ownership
- Work well in established communities because they effectively define and codify a neighborhood’s existing conditions
- Easier to use than conventional zoning documents because they are shorter, more concise, and organized for visual access and readability
- Obviate the need for design guidelines
- Prove to be more enforceable than design guidelines

Recommendations

- Have a preservation plan and historic preservation ordinance in place
- Update survey every 5 years
- Make design standards reflect all categories of historic structures, regardless of significance
- Make public participation and meeting crucial
- Make so code documents address authority of BAR: Board of Architectural Review
- Develop a possible hybrid approach for areas of great historic significance
- Respect surviving historic resources and bring back traditional urban feel when moving city back to a lively area
- The Historic Preservation Commission and BAR should have roles in developing the Code, and offer their expert opinions on design standards created

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- Central City Design Guidelines
- Design Standards
- Transfer Development Rights
- Comprehensive Plan



Design Guidelines

Central City Design Guidelines

In 1992, Central City developed Design Guidelines to preserve its historic buildings. The city holds the following goals for the historic district, with respects to actions that may affect preservation of historic buildings that the character of new building and site design:

1. The primary goal for the historic district at large is to preserve the integrity of the National Historic District
2. The primary goal for preservation of existing historic buildings is to preserve the integrity of all surviving historic structures and sites.
3. The primary goal for new construction is to reinforce the historic character of the district.

General Objectives

- Respect the period of historic significance (from 1859 to 1918) and. For the core area, the post-fire period of 1874 to 1903 in particular.
- Strengthen the visual continuity within each neighborhood as it is seen from the public way

Design Guidelines focus on the explanatory and interpretive of project while encouraging use and creative expression. They are a little more difficult to apply consistently and enforce as they require stricter oversight. If added to FBC, it complements them as it provides suggestive recommendations for enhancing the public realm. Design Guidelines usually include architectural guidelines, site design, historic resources, and signage.

Design Guidelines provide considerations to promote goals and are not always required for approval of alterations or changes. They help evaluate the potential and give a better understanding of architecture design principles. Acting more as an assistant program, they pair effectively with the policy program that Design Standards apply.

Design Standards

Design Standards are general policies about rehabilitation of existing structures, additions, new construction, and site work. They promote preservation, key principles in urban design, protect resources, and provide a basis for making consistent decisions about treatment while addressing the critical form that is related to conditions that shape the public realm. Standards are based off of regulations and policies to establish the foundation for the standards. These regulations and policies usually include City Plans, City Codes, and the Secretary of Interior's Standards for Rehabilitation.

Sections in the Design Standards include

- Sustainability/environmental benefits
- Where standards apply
- Treatments, strategies, phasing
- Case studies
- Architectural styles
- Preservation principles
- Components of buildings/structures (storefronts, materials, finishes, doors, roofs, windows)
- Streets, lighting, outdoor areas, signage
- New construction: design to fit within the historic character, should relate to fundamental characteristics as well as convey modern design trends

Design Standards are an efficient way to manage new construction in a historic district. For new construction in Central City, Design Standards can address building placement, orientation, architecture, building mass, scale, height, systems, form, materials, and components.



Transfer Development Rights

Transfer Development Rights (TDR) create a market for new development rights by bringing together willing sellers. It is used as a tool for preserving land and shaping growth by establishing a market for new development rights. It allows land developers to gain a higher return on investment by developing land at increased density in areas. It is initiated by local government action and usually consists of an intergovernmental agreement between sellers and cities.

The process usually starts out where the landowner sells development rights at a negotiated price between the landowner and the buyer or they sell the rights to a TDR bank. The deed restriction is recorded showing the sell and the amount of TDR sold and then the TDR is issued.

A Comprehensive Plan usually precedes a TDR program. It depicts a range of land use designations for creating sending and receiving area maps. This maps show the boundaries, land use categories, zoning districts, and other key features. From the Comprehensive Plan, a TDR manual provides the comprehensive overview, a user guide, and the code amendments which include the requirements that TDR use.

With the push to create a new brand on Central City's downtown, TDR could be used move the location of gaming to fit the needs of larger development, establish the nodes for development, and create the historic main street district that it seeks.



Comprehensive Plan

The passion that lies within the community of Central City is the first step towards successful revitalization efforts. The recommendations that were proposed in this report such as adaptive reuse, pop up shops, funding, new design standards and guidelines, and form based codes can all help with these efforts. These recommendations will help steer Central City from solely being a casino town to becoming a vibrant downtown that serves to a wide demographic.

Central City is in the process of updating its Comprehensive Plan and is to be released in August 2014. The last Comprehensive Plan was adopted in 2003 and by creating a new Comprehensive Plan that focuses on alternative solutions to help with revitalization, Central City can take those steps to becoming its own downtown. By using models of FBC and the combination of design standards and guidelines, Central City's Comprehensive Plan can preserve its heritage while pushing to grow as a community.

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- Action Plan Timeline
- Events Calendar
- Events Objectives
- Case Studies

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	Pop Up Shops	Production & Performance	Marketplace	NTHP	Preserve America
Background	Short term temporary sales space	Provides a place for events in Central City	Mixed-use open space, one-stop-shop	Nationally organized, locally driven preservation tool	Federal initiative supports community heritage efforts
Focus	Brings in more revenue in downtown	Offering prod/perf in Scarlets	More permanent, variety of retailers	Helps revitalize downtowns and historic buildings	Supports community efforts to preserve and use heritage assets
Pros	Excitement, short term, affordable, fills in vacant spaces	Correlates with events around Central City	Takes advantage of existing space, committed lease	Addresses challenges in historic districts, grants/funds	Grants, funding, revitalizes economy
Cons	Income-stream, legal and commitment issues	Not as much consistent revenue	Year round revenue generating businesses	Competitive to get certified	Competitive

	Colorado Main Street	DCI	Form Based Codes	Transfer Development Rights
Background	Managed by DOLA	Nonprofit, membership association that is committed to building better communities	Codes that address relationship between private and public realms	Initiated by local gov't
Focus	Revitalizes downtown, helps local gov'ts	Provides assistance, different types of memberships to serve communities	Regulations on physical form and placement, emphasize on community, buildings, relationship	Tool to preserve land and shape growth
Pros	Funding/grants	Grants/funds, technical assistance program, Creative Main Street	More effective than traditional, prescribe design features, encourage walkability and mixed use	Fits development growth, preserves historic resources
Cons	Competitive, long phasing	Competitive	Don't address historic guidelines as much	Complicated, not always successful, must be clear

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Time	Task	Initiator	Measures	Partners
1-3 months	Develop Pop Up Shop Strategy as part of Incubator Program	CEDA, Business association	Business Plan section review and approval	Businesses, CEDA
3 - 6 months	Develop new FBC, Comp Plan, Standards & Guidelines	Town Board, Planning Commission	Adopted Comp Plan, approved standards and guidelines	Businesses, Design Committee, Residents
6 - 12 months	Establish local, regional, state, national economic development partnerships	CEDA, Business Association, City Council, Planning Commission	Funding, grant, technical assistance program	Visioning Committee, Downtown Colorado Inc. OEDIT, NTHP, Preserve America, DOLA
1 - 2 years	Implement Pop-up program, vetting effective mix	CEDA, Business Association	No. of Pop-ups, sales revenues, lease revenues	Property owners, business owners, Econ Dev agents
2 - 4 years	Graduate Pop-ups to Brick and Mortar operations	CEDA, Business Owners	No. of new Brick and Mortar Ops, sales revenues, lease revenues	Property owners, business owners, regional, state, national Econ Dev agents
5 + years	Expand Pop-up program with Regional/national operators/marketers	CEDA, Business Association	Popular name branding, sales revenues, lease revenues	Property owners, business owners, regional, state, national Econ Dev agents

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EVENTS CALENDAR

Event	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Gilpin Arts Gallery Show	x	x	x	x	x	x	x	x	x	x	x	
Valentine Comedy Explosion		x										
Opera Gala			x									
Easter Egg Hunt				x								
5K Race					x							
Museums Open					x	x	x	x	x			
High Tea at the Stroehle House						x			x			
Opera Festival						x	x	x				
Outdoor Movies						x	x	x				
Townwide Garage Sale						x						
Still in the Hills: Colorado Distillers Tasting							x					
Central City Days							x					
4th of July Parade							x					
Pit Rally on Central City Parkway								x				
Bacon Tour								x				
Beer Fest								x				
Jazz Arts Festival								x				
Cemetery Crawl								x				
Aspen Gold/Ghost Town Tour									x	x		
Creepy Crawls										x		
Harvest Days Fair										x		
Halloween Trick-or-Treat Down Main										x		
Tommyknocker Holiday Craft Fair											x	x

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Event	Kids	Young Families	Partners	Teen	Retail	Downtown	Fundraiser	Music	Food
Gilpin Arts Gallery Show		x	x	x	x	x			
Valentine Comedy Explosion			x	x		x			
Opera Gala			x			x		x	
Easter Egg Hunt	x	x		x	x	x			x
5K Race	x	x	x	x	x	x			x
Museums Open	x	x	x	x	x	x	x		
High Tea at the Stroehle House		x	x	x	x	x			x
Opera Festival	x	x	x	x	x	x		x	x
Outdoor Movies	x	x	x	x	x	x	x	x	x
Townwide Garage Sale	x	x	x	x	x	x	x		
Still in the Hills: Colorado Distillers Tasting			x		x	x		x	x
Central City Days	x	x	x	x	x	x		x	x
4th of July Parade	x	x	x	x	x	x		x	x
Pit Rally on Central City Parkway	x	x	x	x	x	x		x	x
Bacon Tour	x	x	x	x	x	x		x	x
Beer Fest			x		x	x		x	x
Jazz Arts Festival	x	x	x	x	x	x		x	x
Cemetery Crawl	x	x	x	x	x	x			
Aspen Gold/Ghost Town Tour	x	x	x	x	x	x			
Creepy Crawls	x	x	x	x	x	x			
Harvest Days Fair	x	x	x	x	x	x		x	x
Halloween Trick-or-Treat Down Main	x	x	x	x	x	x			x
Tommyknocker Craft Fair	x	x	x	x	x	x			x

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Renovated Historic Firehouse Adaptive Reuse with Pop Up Shops

Firehouse 8 is a historic firehouse located on Russian Hill in San Francisco. What once lay vacant for more than 30 years, Firehouse 8 is now a completely renovated retail, culinary, and art gallery event space dedicated to creating dynamic revolving pop-up shops. The interior of the adaptive reuse project has been completely re-done with a minimalist and industrial design aesthetic. The 1,800 square feet of available space allows Firehouse 8 to be rented out to host a booth for a pop up shop or for an event in the entire store.

Split into two levels, Firehouse 8 dedicates its second floor for gallery openings, private dinners, seminars, fund-raisers and retail pop up shops. The first floor is utilized as a space for pop up shops and events that can be incorporated both indoors and outdoors.



Heart of Biddeford (HOB)

HOB is a non-profit organization that is located in Biddeford, Maine. Organized in 2004, the organization's mission was to improve downtown and the quality of life within the boundaries. It partners with the City of Biddeford, the business community, property owners, and residents to support existing businesses, attract new businesses, and promote the downtown. Mainly volunteer driven, HOB has helped with the revitalization efforts of the downtown's historic district. HOB consists of four different committees that are involved in addressing the issues and needs of the community: Design, Organization, Business Enhancement, and Promotion. Biddeford has also been designated as a Main Street through the National Trust for Historic Preservation (NTHP) Main Street Program. This program helps with economic development and revitalization efforts. This program will be described further in the section Special Districts.

Biddeford has used Pop Up Shops as a source of economic revitalization to its downtown. HOB has used Pop Up Shops to fill in empty downtown retail spaces allowing business owners the chance to advertise and test their business in a unique, hands on way. HOB regulates the Pop Up Shop Businesses, negotiating lease agreements, set up, and promotion. The Pop Up Shop concept became so successful that many shops developed into permanent spaces. Promotional Efforts allowed HOB to gain community involvement and to establish successful Pop Up Shops.



Pop Up Competition

Rising Business Leaders Youth Pop Up Competition involves high school and college students to participate in a competition to run a Pop Up Shop during the Holiday Season. The winners receive funding to start up the business and 50% of the profits.



**start small.
ACCOMPLISH BIG.**

Internships & Educational Programs

HOB correlated with the University of New England's Business School for students to run a Pop Up Shop for credit and experience on how to run a business. Build-A-Biz allows kids to get involved in workshops that allow them to learn about running a business.



Main Street Challenge Competition

Starting out businesses take part of the Main Street Challenge in which winners receive a \$10,000 forgivable loan, banking assistance, legal, design, and advertising services.



Design Committee

HOB's Design Committee works with businesses designing, advertising, operation, and communication. They also promote the activities, events, and businesses in the downtown area.

Events

HOB hosts events such as a scavenger hunt, downtown holiday festival, restaurant week, music festivals, historic tours, and art walks that promote the local businesses as well as the Pop Up Shops.

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**Agora at the Riverside:
Boulder, Colorado**

Agora is a historic building built in 1914 that went through a wide variety of tenants before becoming a production and event hall. Its mission is to host a unique and multi-purpose, co-working space that includes a music and event center, food/beverage operation with a daytime café, an evening wine/tapas bar and restaurant, a demonstration kitchen, and an all-night donut shop. Rooms can be rented out for private events such as weddings, work events, parties, and other celebrations. Agora also hosts different type of dance classes multiple times a week.



The Source: Denver, Colorado

The Source is located in the River North District just north of downtown Denver. It is a mixed use space that houses a collective of artisans and retailers. The open floor plan of the existing warehouse allows constant activity. Taking advantage of existing space, The Source opened its doors to restaurants, bars, specialized foods like cheese, coffee, bread, wine, and meat, retail, a bank, and a floral shop. Certain areas in the space can also be rented out for events.



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Pop Up Shops:

<http://heartofbiddeford.org/>
<https://www.thestorefront.com/>
<http://www.buzzle.com/articles/how-to-start-a-pop-up-shop.html>
<http://www.popuprepublic.com/>
<https://www.wearepopup.com/>
<http://www.thebigidea.co.nz/news/industry-news/2010/dec/78864-letting-space-project-for-auckland-arts-festival-2011>
http://www.businessweek.com/smallbiz/content/nov2009/sb20091112_724305.htm
<http://www.thestreet.com/story/11276080/1/do-pop-up-stores-make-for-good-tenants.html>
<http://projectpopuppittsburgh.wordpress.com/about/>
<http://www.shopify.com/blog/12359341-8-ways-pop-up-stores-can-boost-revenue-and-build-buzz-for-your-brand>
<http://www.smallbusinesscan.com/strategising-with-pop-up-shops/>
<http://blog.upcounsel.com/logistical-legal-issues-of-short-term-retail/>
http://www.oregon.gov/oprd/HCD/SHPO/docs/2013OMSConf/Marketek_PopUp_Retail.pdf
<http://www.primepopups.com/>

Production/Performance:

<http://www.boulderagora.com/>

Marketplace:

<http://www.thesourcedenver.com/>

Funding & Implementation:

<http://www.preserveamerica.gov/overview.html>
<http://www.nps.gov/history/hps/hpg/PreserveAmerica/index.htm>
http://www.achp.gov/grants_effectiveness_CO.html
<http://www.preservationnation.org/main-street/>
<http://www.colorado.gov/cs/Satellite/DOLA-Main/CBON/1251594477385>
<http://www.downtowncoloradoinc.org/>

Form Based Codes:

<http://www.formbasedcodes.org/>
<http://www.smartcodecentral.org/>
https://getd.libs.uga.edu/pdfs/mullins_ashton_e_201008_mhp.pdf

Design Standards & Guidelines:

<http://www.formbasedcodes.org/files/Denver-CommonsDesignStandards.pdf>
<https://www-static.bouldercolorado.gov/docs/historic-preservation-downtown-design-guidelines-1-201311121524.pdf>
http://www.fcgov.com/historicpreservation/pdf/FTC_OldTown_design_standards.pdf
<http://www.achp.gov/RightsizingReport.pdf>
<http://bettercities.net/news-opinion/blogs/kaizer-rangwala/13778/why-design-guidelines-their-own-don%E2%80%99t-work>

Transfer Development Rights:

http://www.mass.gov/envir/smart_growth_toolkit/pages/mod-tdr.html
<https://njaes.rutgers.edu/highlands/tdr.asp>
<http://ohioline.osu.edu/cd-fact/1264.html>



Preserve America Cripple Creek, Colorado

Designated a National Historic Landmark in 1963, Cripple Creek bills itself as “the World’s Greatest Gold Camp.” In the 1990s, the town’s economy was revitalized by gaming with casinos, shops, restaurants, and the historic Butte Opera House that offers a traditional summer melodrama, music, and films. The historic structures that are located in Cripple Creek provide a cultural, heritage, and educational experience. Since becoming a Preserve America community, Cripple Creek has received grants and funds to promote its heritage, enhances its tourism, and revitalizes its economy and community.



Downtown Colorado, Inc. Georgetown, Colorado

Georgetown received Technical Assistance from DCI to rally the community around downtown revitalization efforts and to address issues related to the gateway corridor from I-70 to downtown, the significant business slowdown during the winter months, long-term housing, economic development planning and challenges related to communication, marketing and branding. The Technical Assistance Program helped Georgetown with a more cohesive vision that unified tourism, resources, marketing, and stakeholders. Business owners and residents rallied together around a shared vision of a more vibrant, more sustainable and year-round downtown business district. This increased participation of stakeholders and DCI’s recommendations push Georgetown to stronger revitalization efforts.



Savannah, Georgia

In 2005, Savannah employed a hybrid code, using FBC and traditional zoning. This combination used design standards that were tied to buildings and the separate floors based on use, not properties. These standards refer to the building envelope, its mass, and height. This approach showed that a city can retain its traditional zoning, but the use a form-based approach can be utilized for new development allowing for better flexibility and more creative solutions. Emphasizing on the form of new construction as well as the changes that happen to historic buildings, more compatible and creative design and construction is allowed to take place. Whenever there is conflict between the regulations of the zoning district and regulations of the historic district, historic district regulations apply.

This hybrid adoption approach can be a good option for Central City since it has strong preservation ordinances, but there is the need for greater design standards and control for new construction within the historic district as well as the alterations that could take place in the historic downtown.

In many of the historic buildings throughout the downtown, utilities have not been updated. By adopting FBC, emphasis on the form and maintaining the historic character of this iconic buildings will be easier implemented. These buildings need to be updated so that they can be used.



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