CENTRAL CITY

DOWNTOWN CONNECTIVITY AND CIRCULATION CAPITAL IMPROVEMENT PLAN

DECEMBER 2015

alta PLANNING + DESIGN

NEW MOBILITY WEST

CENTRAL CITY

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DECEMBER 2015

ABOUT NEW MOBILITY WEST

New Mobility West (NMW) provides communities across the Rocky Mountain West with the tools and resources necessary to become stronger, more prosperous places through building smarter transportation systems. NMW offers technical assistance to communities in this region looking to generate real, on-the-ground progress with targeted issues and opportunities at the nexus of transportation planning and community development. Beyond their local impact, these assistance projects create models that inform and inspire smart transportation and land use throughout the region.

This report is the product of a collaborative effort between NMW team members and the partner community that was selected for technical assistance through the program. It provides an overview of the project's goals, process, outcomes and recommended next steps.

NMW is an initiative administered by Community Builders, a non-profit organization dedicated to helping local leaders across the Intermountain West build strong, prosperous communities.

Information about the New Mobility West technical assistance program can be found at www.newmobilitywest.org/community-assistance.

ABOUT ALTA

Alta Planning + Design provides a unique balance of multi-modal transportation infrastructure planning and design services to public agencies. We develop plans and programs to support active communities and sustainable transportation systems, integrating all modes of travel (including walking and bicycling) into people's daily lives and creating healthy, safe, and sustainable communities.

Alta's transportation planners, designers, and engineers offer assistance on bicycle and pedestrian master plans, multimodal studies, corridor design (streetscape, traffic calming), Safe Routes to School plans, bike sharing systems, mobility plans, ADA plans, crossing studies, wayfinding, Complete Streets, transit station access, safety plans, and parking assessments. The result is a true multimodal approach to developing livable streets and communities.

PROJECT PARTNERS

CENTRAL CITY 1859 COLORADO

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COMMUNITY BUILDERS

LOR FOUNDATION

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DOWNTOWN CONNECTIVITY AND CIRCULATION CAPITAL IMPROVEMENT PLAN EXECUTIVE SUMMARY

Defined by a compact grid of narrow streets, Central City's historic downtown is characteristic of development from the 1800's. Designed for travel by foot and horse, Central City's streets now accommodate significant volumes of local traffic accessing the downtown and through traffic accessing heavily traveled Highway 119 and Central City Parkway. The intersections and pedestrian facilities within the downtown provide critical links into the residential neighborhoods, commercial areas, and recreational amenities. Central City desires to enhance mobility within the downtown to improve safety, increase walking and bicycling, encourage redevelopment, and enhance the quality of life for both the residents and visitors of this historic place.

This Downtown Connectivity and Circulation Capital Improvement Plan is meant to further Central City's goal of providing mobility options and enhancing the downtown for the benefit of the entire community, and will complement the Comprehensive Plan update that is currently underway. This study is funded through the technical assistance program of non-profit New Mobility West (NMW), which is an initiative of Community Builders. NMW partnered with Alta Planning & Design, an active transportation planning and design firm, to facilitate a two-day site visit and develop the Capital Improvement Plan for the downtown. An intensive stakeholder design charrette process, held in October 2015, identified priorities for a revitalized downtown that incorporates multimodal facilities and amenities. The process focused on identifying the best locations within the downtown for physical multimodal improvements, and produced conceptual designs that present options for Main Street and surrounding roadway circulation.

The priorities identified from the stakeholder design charrette and projects to address them are described in this document. Chapter 3 “Capital Improvement Plan Recommendations” includes a capital improvements project list, identifies high priority projects, and describes “low hanging fruit” near-term projects. High priority projects outlined within the document include:

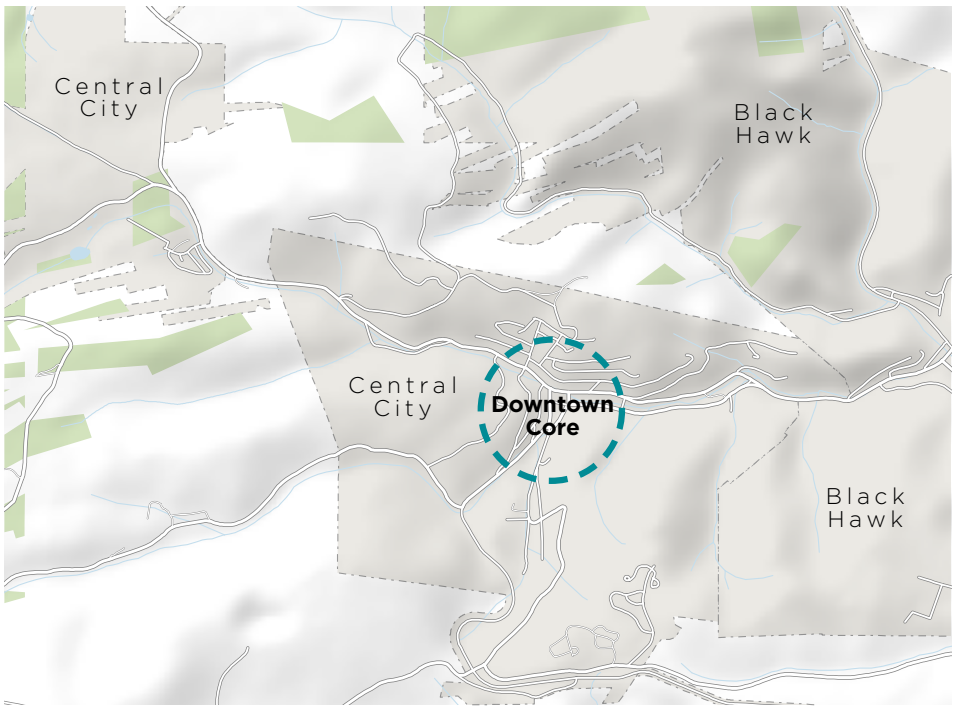
- Decide on a preferred design that addresses the “T Lot,” “Bubble” Intersection, and Main Street Circulation
- Make pedestrian crossing improvements at the site of “Johnny Z’s” to the public parking garage
- Develop a unified wayfinding plan to improve the visitor experience and provide direction to key amenities

Next steps will include prioritizing all of the identified projects, formally adopting the plan, and identifying appropriate funding sources to complete the plan projects. Options for how to conduct the prioritization process and potential funding sources can be found in Chapter 4 of this document.

CHAPTER 1
INTRODUCTION


STRAIGHT
FIVE
CIGARS
STOP

1 INTRODUCTION



1.1 PROJECT OVERVIEW

Funded by the New Mobility West Initiative, The City of Central (Central City) and the project team conducted a study of the downtown core to identify connectivity and circulation issues and recommendations. This study was developed alongside key stakeholders, including the local Main Street coalition, Central City Business Improvement District and other area representatives.

The outcome of this study is a Capital Improvement List to be used by City staff to prioritize public works efforts and expenditures.

The project team's vision for this resulting capital improvement list is to identify projects that allow for a list of projects that allows for safe and clear movement of all modes of travel and encourages visitors to stop and spend time in Central City.

The identified projects address emergency access, parking, motor vehicle, pedestrian, transit, goods and services, bicycle, wayfinding, events, and off highway vehicle (OHV) use.

1.2 PROJECT BACKGROUND

A number of related studies and ongoing initiatives have influenced the development of this study and will continue to influence the recommended projects as proposals are implemented. The following summary highlights the implications that each plan presents to Central City's connectivity and circulation.

City of Central Colorado 2003 Comprehensive Development Plan Update

Agency: City of Central

Date: 2003

Implications: The 2003 update addresses the impacts of limited stakes gaming, actions to maintain the City's traditional neighborhood character and development pressures. Key recommendations related to this project include:

- Encourage a pedestrian and bicycle pathway network and provide the ability to walk, work, and shop while minimizing pedestrian/auto conflicts.
- Coordinate with Black Hawk, Gilpin County, and Regional Planning Commission, DRCOG and CDOT on transportation planning and implementation.
- Meet emergency access requirements in all transportation planning and implementation programs.
- Provide business district parking and intra-city shuttle service to City residents.
- 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.
- Restrict non-residential traffic from residential neighborhoods.

The Downtown Vision Concepts report included development of entry concepts to enhance the entrance to town and provide direction.

Downtown Vision Concepts

Agency: City of Central, prepared by Colorado Center for Community Development and CU University Technical Assistance

Date: 2014

Implications: The plan explores concepts to enhance the downtown's visual and pedestrian character. Specific recommendations include: Arrival signage and landscaping at the I-70 Gateway, Nevada streetscape improvements, Spring Street Alley improvements, replace existing parking with enhanced lots (Big 'T' Lot or garage, just south of Main Street or McShane Building east of Main Street), and a Main Street pedestrian plaza.

Central City Revitalization's concepts for adaptive reuse.

Central City Revitalization Plan

Agency: City of Central, prepared by Colorado Center for Community Development and CU University Technical Assistance

Date: 2014

Implications: The plan highlights the potential for adaptive reuse of Scarlet's Casino as space for pop up shops, production and performance space or a marketplace and provides guidance regarding funding, design standards and case studies.

City of Central Standards and Specifications for Design and Construction

Agency: City of Central

Date: 2013

Implications: The document outlines standards that are the minimum design and technical criteria applicable to all proposed construction submitted to the City.

Central City Circulation Assessment

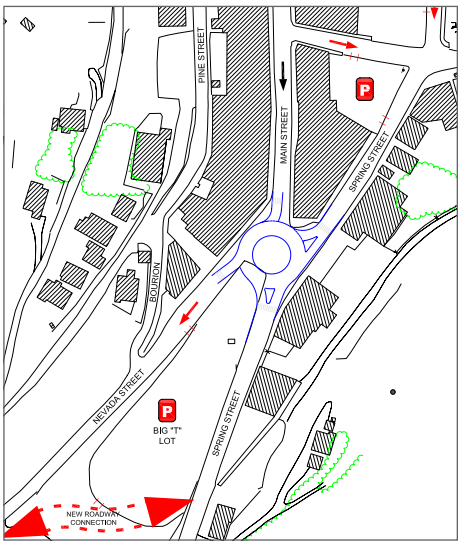
Agency SEH for Central City

Date 2004

Implications Assesses traffic circulation for Lawrence, Gregory, Spring, Main, and Nevada and Colorado. Also Nevada/Spring/Main intersection and Gregory/Spring intersection. Assumes 20,000 vpd capacity for whole study area. Peak hour is Saturday 5:30 - 6:30 PM and secondary a few hours later. Issues brought up:

1) Steep grades on NB Nevada approaching Spring/Main intersection
2) Sight distance issues at Spring/Main intersection
3) Constrained ROW at Gregory/Spring intersection
4) New emphasis on Spring Street
5) Parking

The assessment includes alternatives for each intersection.



The Central City Circulation Assessment included a concept for a new roadway connection through the Big “T” Parking Lot.

Interim Community Economic Development Strategy

Agency City of Central

Date 2015

Implications While the City works toward an update of the Comprehensive Plan, this interim plan enables the City to participate in immediate community development opportunities. The plan focuses on work in key areas that are likely to have the greatest and most immediate financial yield. Central City Parkway access was identified as a hybrid focus project that can be implemented most immediately and would benefit the entire economy.

Preliminary Circulation Assessment Memo

Agency City of Central

Date 2003

Implications The memo provided a preliminary analysis of future traffic circulation in downtown Central city, focusing on Lawrence Street, Gregory Street, Spring Street, Main Street, Nevada Street and Colorado Street.

Snow Removal Policy

Agency City of Central

Date 2012

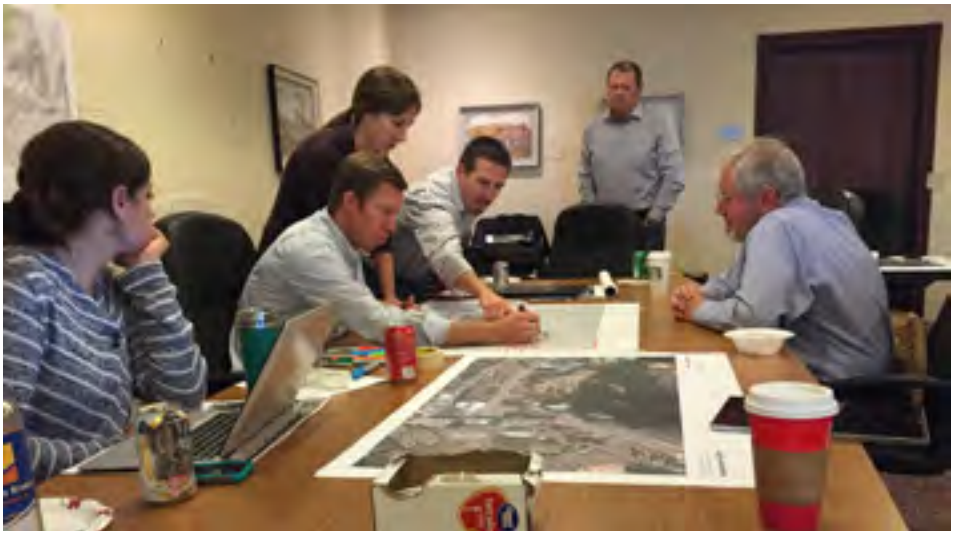
Implications Two Priority categories (selected on traffic volumes, steepness, public transit, access to businesses). Priority One routes plowed and deiced by 7:30. All other priority routes within 3 business days. Others (residential) only plowed if four inches of snow or more. Parking on streets may be temporarily restricted if they interfere with through traffic, plowing, sanding. Residents and business owners are required to keep their sidewalks clear of snow.

Crash Data

Agency City of Central

Date 2015

Implications Most accidents on Central City Parkway (13) all single-vehicle. Lawrence Street was next (9 to date in 2015) and most two- to three-vehicle. Gregory Street next with single vehicle (6). Eureka St (4), some two-vehicle, some single-vehicle.



From left:

During the site visit, the project team met with stakeholders to identify issues and recommendations.

Walking tours with key City staff enabled the project team to identify challenges to circulation and connectivity.

1.3 PROJECT PROCESS

The Circulation and Connectivity Study has been prepared with input from stakeholders, Central City staff, City Council and technical advisors. The study included the following three phases:

- **Pre-Site Visit** – In this phase of work, background information and existing and on-going initiatives related to circulation were collected and evaluated to understand Central City's existing circulation network.
- **Site Visit** – In this phase, a two-day on-site visit was conducted to immerse the project team in the transportation and safety challenges of Central City. The visit included walking and driving tours, four stakeholder meetings, several meetings with key City staff and a City Council work session attended by residents and business owners to identify issues and develop preliminary project recommendations.
- **Study Refinement** – In this phase, the list of preliminary projects was refined and a study documenting existing conditions, opportunities and the proposed capital improvement projects list was prepared.

CHAPTER 2
ANALYSIS AND EVALUATION


RETURN TO
CASINOS
SHOPS

2 ANALYSIS AND EVALUATION

2.1 EXISTING CONDITIONS ASSESSMENT

An assessment of Central City's downtown was completed using field evaluation, GIS datasets, and input from project stakeholders and City staff. The audit included interviews and walking and driving tours with City staff, stakeholders and the technical assistance team and provided an assessment of pedestrian, bicycle and vehicular existing conditions.

The following descriptions and illustrations document existing conditions and serve as a basis for the capital improvement project recommendations outlined in Chapter 3.

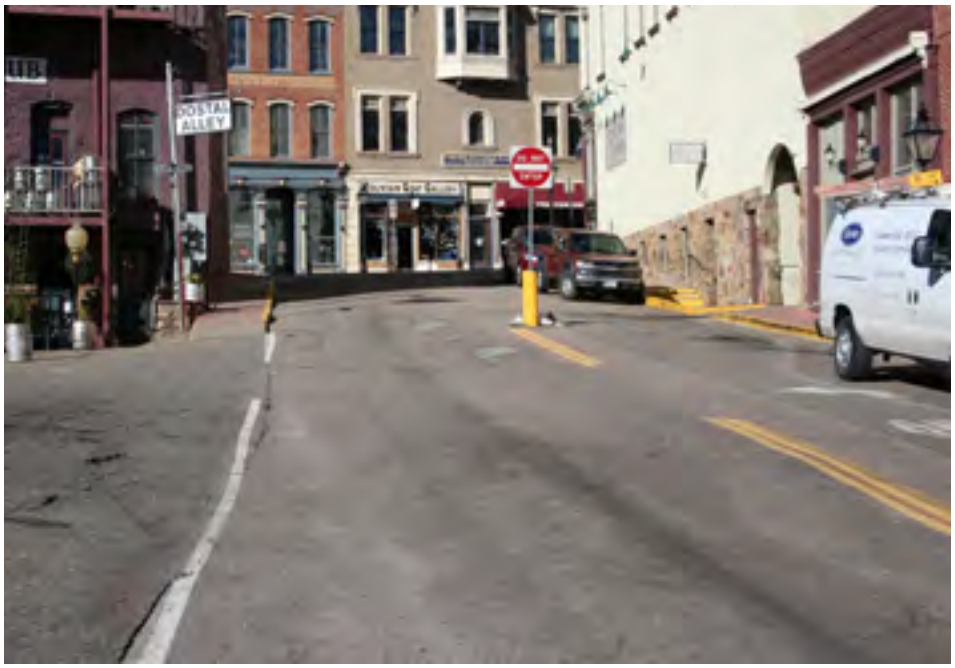
2.1.1 Pedestrian Facilities

Sidewalks

Sidewalks exist in much of the downtown core but are absent in several areas and, with the exception of Pine Street, are not present on surrounding residential streets. Narrow roadway corridors, steep topography and stone walls limit the potential for establishing sidewalks along most residential streets. Although residential areas lack dedicated pedestrian facilities, they have low traffic volumes and most community members feel comfortable walking within the roadway.

The potential for sidewalks along residential streets is limited by steep topography, walls and narrow road corridors.

While sidewalks exist in much of the downtown core, they are often narrow, in need of maintenance, have a steep cross slope or have utility and sign poles narrowing the effective walkway and obstructing a clear pathway. The gaps identified on the existing conditions map include these sidewalks along with areas where no sidewalk is present. Few existing sidewalks meet ADA requirements.



From top, clockwise:

In several areas with high pedestrian use, sidewalk end abruptly.

Recent sidewalk improvements have included stamped concrete reminiscent of wooden walkways.

Many sidewalks and ADA ramps throughout the city are in need of repair.

Utility poles obstruct clear pathways along sidewalks.

Figure 2.1

Existing Conditions

Existing Pedestrian Facilities
- Sidewalk
- Sidewalk Gap (in Downtown Core)
- Stairway Connection
- Challenging Pedestrian Crossing

Existing Vehicular Facilities
- Dead End Street
- Underutilized Parking
- Challenging Intersection

Existing Bike Facilities
- Informal Bicycle Connection

Existing Transit
- Bus Route
- Bus Stop

0 150 300 600 Feet

Data Source: Gilpin County GIS
Map Created: December 2015
Map Produced By: Alta Planning + Design

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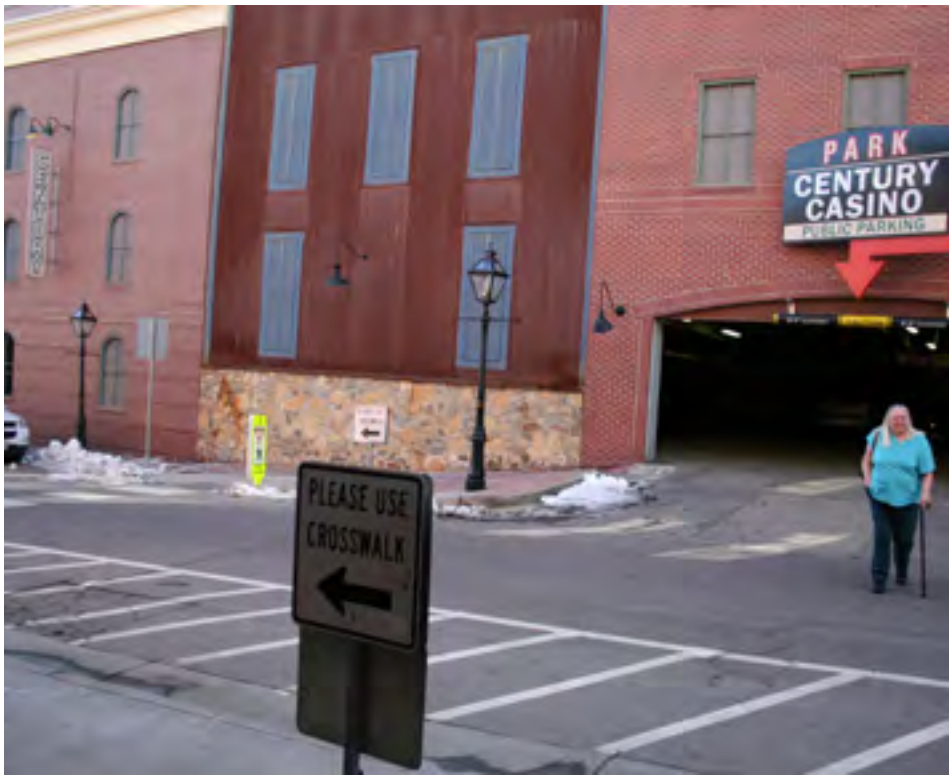
From top, clockwise:

Main Street crossing is challenging for both pedestrians and vehicles.

Pedestrians often chose the most direct path to Johnny Z's rather than the crosswalk.

During the busy summer season, the Opera House crossing is heavily utilized.

D Street lacks a marked crossing from Lawrence Street.



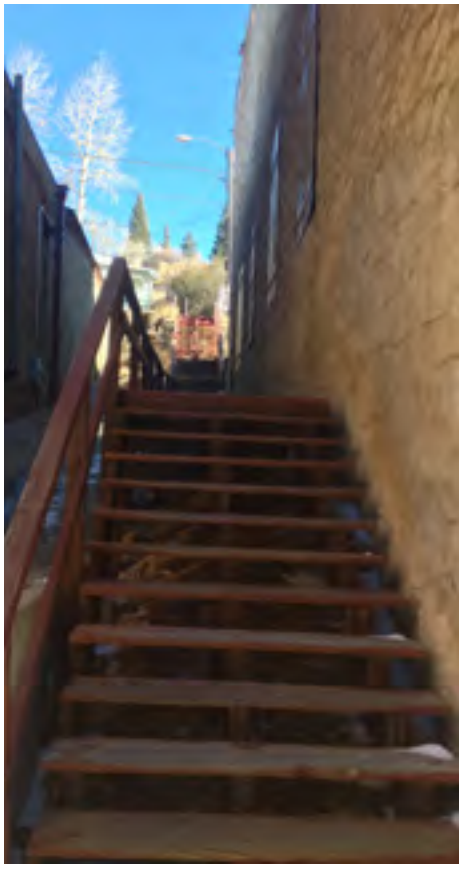
Pedestrian Crossings

The most challenging pedestrian crossings identified include:

- Main Street Crossing - Visitors parking in the Big T Lot cross a 50' striped crosswalk through an intersection that is confusing for pedestrians and also challenging for vehicular traffic (described in Section 2.2.2).
- Johnny Z's - A striped crosswalk and signage alerting pedestrians and vehicular traffic to the crossing exist but are often ignored by pedestrians in favor of the direct route from Johnny Z's front door to the parking garage entrance. The on-street parking space east of the crossing limits the sight lines of both pedestrians checking for vehicles before crossing and vehicles heading west.
- Opera House Crossing - Because of heavy use by visitors during the summer Opera House season, this crossing's current treatment (striping only) is not adequate to provide a comfortable crossing that's highly visible to vehicles.
- D Street Crossing - Crosswalks are not provided for pedestrians traveling from D Street, Casey Street (The Casey) or the AGE lot across Lawrence Street.

Hillside Residential Stairway Connections

Stairways located throughout Central City provide residents direct connections to the downtown core. The stairways provide off-street pedestrian routes through the City's steep residential neighborhoods.

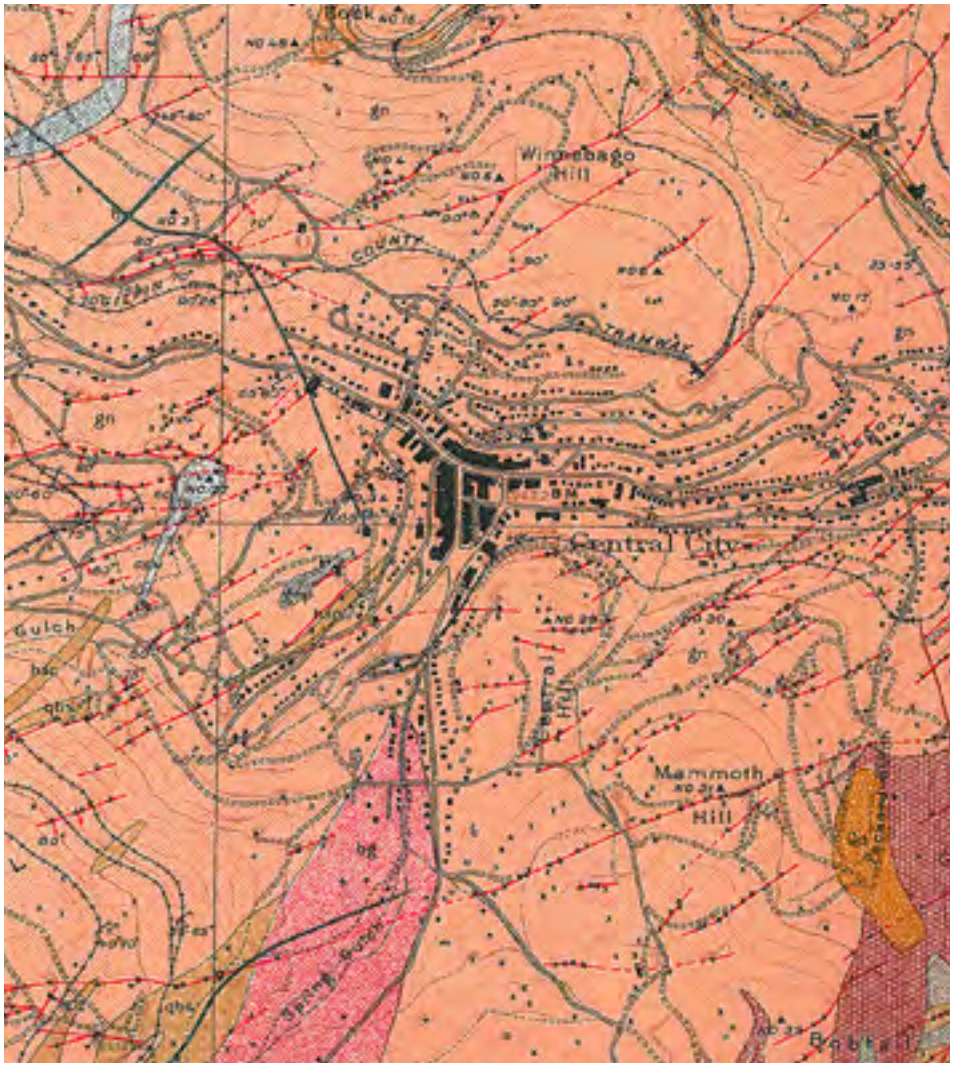


Stairways provide pedestrian connections between the downtown core and steep residential neighborhoods.

Tramways

Abandoned tramways surrounding Central City create an unofficial network of recreational trails. These tramways connect residential areas, recreational lands and surrounding communities (Black Hawk, Nevadaville, etc.).

Abandoned tramways (illustrated in red) provide recreational opportunities.



A marked bicycle exit on the Central City Parkway directs bicyclists to Central City via Virginia Canyon Road. Bicycles are not allowed on Central City Parkway between this point and the downtown core.

2.1.2 Bicycle Facilities

While bicycling is permitted along the Casino Parkway and a designated access point off the parkway exists, Central City's steep topography discourages bicycling for most. Within Central City, no formalized bicycle facilities (parking, signage, designated bike routes, etc.) exist.

The intersection of Spring, Main and Nevada Streets ("The Bubble") creates challenges for both vehicular and pedestrian traffic.

2.1.3 Vehicular Facilities

Intersections

Central City's topography and historic roadway network result in intersections that are particularly challenging from an operations and roadway configuration standpoint. Anecdotal evidence suggests that the majority of traffic traveling through Central City travels along Spring Street, Nevada Street, and Lawrence/Gregory Streets. This pattern raises concerns relating to both the circulation and safety of pedestrians and motorists and the economic impact of incidental visitors not being exposed to Central City's Main Street core.

- Main Street Intersection - The Spring/Main/Nevada Street intersection is confusing to motorists and pedestrians and can be a safety concern in winter conditions. The angles the roadways approach the intersection constrain sight distance and create tight turns for larger vehicles (recreational vehicles with trailers and delivery trucks).
- "Y" Intersection - The intersection of Miner Street, Gregory Street and Lawrence Street currently operates acceptably, but can be confusing for visitors who are trying to return to Central City.

Dead End Streets

Residential areas within Central City have the unique characteristics of being very narrow (12 feet for two way traffic in some instances) with little or no width or facility for turnaround at their dead ends. This creates challenges for emergency vehicles, snow removal, and visitors and guests exploring the area.

Parking

A count of on-street parking found that approximately 60 designated spaces exist in the downtown core. This count does not include on-street parking along residential streets, parking designated for City vehicles or residential designated spaces along Lawrence Street. The majority of visitor parking is available at the Big T Lot (Central City is currently acquiring ownership) and private lots owned by casinos and utilized by either casino patrons or the general public.

Wayfinding

During walking tours and stakeholders meetings, participants identified wayfinding for both vehicles and pedestrians as a key component to improving the visitor experience and providing direction to landmarks and businesses. Existing wayfinding primarily directs vehicles through Central City and to parking lots and structures. Direction signs are often placed in locations with limited visibility.

From Top Left, clockwise:

Dead end streets create challenges for vehicles maneuvering narrow street corridors.

Residential parking is clearly defined in areas adjacent to downtown core.

Signs directing vehicles to the Central City Parkway and I-70 are often blocked by large vehicles and not highly visibly when placed with other signage.

CHAPTER 3
CAPITAL IMPROVEMENT PLAN RECOMMENDATIONS


COUNTY ROAD 57

3 CAPITAL IMPROVEMENT PLAN RECOMMENDATIONS

3.1 OVERVIEW

Capital improvement plan recommendations were identified based on a review of previous studies and reports, information provided by City staff and council, stakeholder input and an assessment of existing conditions. Recommendations focus on improving connectivity to enhance livability for Central City residents and the visitor experience.

The recommendations reflect City staff and stakeholders' desire to create a intuitive circulation network that will translate to safe and efficient movement for all modes of travel. Enhanced circulation was also identified as a means for encouraging travelers who may normally travel through the City to stop and visit local businesses, with an emphasis on Main Street.

Table 3.1 presents a list of capital improvement plan projects to achieve the vision for a circulation network. For planning purposes, high level relative, order of magnitude cost information is provided on a scale of $ (≤$5K) to $$$$ (≥$1M). Capital improvement plan projects with site-specific locations are numbered and keyed to the recommendations map on page 33. Projects not appearing on the map are city-wide or larger regional projects outside the downtown core.

3.2 CAPITAL IMPROVEMENT PROJECT LIST

Table 3.1 Central City Capital Improvement Plan Projects

	Project	$-$$$$	Description
Pedestrian Projects			
	Maintenance (citywide)	$-$$$	Repair or replace sidewalks where significant damage/cracking, vertical step or separation, sidewalk width less than 5', or excessive cross slope exists. Development of an annual maintenance program with dedicated funding for sidewalk repair and replacement is recommended. Reconstruct curb ramps per ADA standards as possible. Wherever possible, upgrades should be coordinated with development as an effective way to improve sidewalks and stretch other sources of funding further.
1	Gap closures	$$	Install sidewalk in areas shown as gaps per ADA requirements. Sidewalk continuity in a downtown area is critical for safe and comfortable pedestrian movement.
2	Johnny Z's crosswalk improvement	$$	Install pedestrian crossing improvements, including removal of one parking space, installation of bumpout, and crosswalk and pedestrian curb ramp realignment to the west (as close to the pedestrian desire line as possible). These improvements may be implemented in phases in the order listed above. Installation of a channelization device such as a guide fence outside of Johnny Z's may be studied if additional measures are desired.
3	Opera House crosswalk improvement	$$	Install enhanced pedestrian crossing measures such as high visibility crosswalk markings, pedestrian crossing signs, in-street pedestrian crossing signs, and small bumpouts.
4	Bubble crosswalk improvement	$	Install enhanced pedestrian measures such as high visibility crosswalk markings and pedestrian crossing signs as possible, reducing the crossing distance depending on improvement option selected for improvements to "the Bubble" intersection.
5	D Street Crosswalk Improvement	$$	Install dedicated pedestrian facilities (sidewalk and curb ramps) for crossing of Lawrence and Gregory Streets at D Street. Lawrence crossing should be on the west side of D Street for increased visibility and designed per engineering standards. Pedestrian crossing enhancements such as enhanced pedestrian measures such as high visibility crosswalk markings and pedestrian crossing signs should be considered in design.

Table 3.1 Central City Capital Improvement Plan Projects

	Project	$-$$$$	Description
Pedestrian Projects			
	Pedestrian clearance and general appearance recommendations (citywide)	$-$$$	Install streetscape elements (pedestrian-scale lights, benches, trash receptacles, planters, sidewalk material, banners, etc) that compliment each other throughout the downtown core in a hierarchy, with highest activity (or those the City desires to be highest activity) areas enhanced most significantly and lowest activity areas with minor enhancements. Install, move or remove streetscape elements to allow for adequate clear distance between element and building face. Minimum dimensions should be per ADA requirements. High pedestrian use areas should have adequate clearance to allow two people walking side-by-side to be passed by oncoming pedestrians.
Bicycle Projects			
6	Eureka connection	$$	Install shared lane markings and signs between the downtown core and the recreational areas to the west. May only be necessary or desired after until shared use path to recreation area is established.
7	Bike parking and racks on buses	$	Install bicycle parking in the downtown core at key destinations (transit stops, casinos, Main Street). Consider installation of bicycle racks on employee and visitor buses. As bicycle use increases, install "fix it station" in downtown core at high-visibility location.
	Parkway connection	$$	Enhance existing bicycle connection to Central City Parkway by paving existing "bicycle offramp" connection, installing a southeast bound connection, and providing bicycle wayfinding to and from the downtown core. Existing signage should be upgraded to be MUTCD compliant (D11-1 signage with M-series directional arrow).
	Connection to Clear Creek Trail	$$	Install connection to the Clear Creek Trail at the south end of Central City Parkway.

Table 3.1 Central City Capital Improvement Plan Projects

	Project	$-$$$$	Description
Multi-Use Projects			
8	Trailheads	$$	Install trailheads with 2 - 4 parking spaces in locations where turnarounds are being installed near a trail connection.
9	Galena St High access shared use path	$$$	Install access shared use path/road with development of recreational trail or redevelopment of Spring Street front.
10	Recreational area hard-surface shared-use path connection	$$$	Install shared use path from the downtown core to the recreational areas to the west (Columbine Campground Road, Russel Park, reservoir area). Planning to be completed in upcoming parks plan.
11	Black Hawk hard-surface shared-use path	$$$	Install a hard-surface shared-use path connection for non-motorized use from the downtown core to the east to Black Hawk. Planning to be completed in upcoming parks plan.
12	Neighborhood/ intracity trail	$$	Install and enhance trail and sidewalk connections within Central City, from the downtown core to neighborhoods, making connections to regional trails. Install sidewalks in areas directly adjacent to downtown (County Road St, for example).
13	Tram/regional network	$$$$	Utilize historic tramway and other regional corridors to develop a paved and/or unpaved regional trail network for pedestrians and bicyclists. Planning to be completed in upcoming parks plan.
Parking Projects			
14	Structure AGE Lot	$$$$	Design and install structured parking per previous studies in the AGE Lot location to the east of the Century Casino parking structure.
15	Structure T Lot	$$$$	Design and install structured parking per previous studies in the "T" Lot location to the south of Main Street between Nevada and Spring Streets. This project should be combined with a "Crossover" option for reconfiguration of the Bubble intersection if this option is selected.
16	Teller Lot	$	Pursue use of the Teller House Lot for off-season bus parking in the short term. Layout of bus parking within the lot should be analyzed to determine number of buses that can be accommodated.
17	Prosser Lot	$	Pursue the use of the Prosser Lot for Off Highway Vehicle (OHV), Recreational Vehicle (RV), and vehicles pulling trailers.

Table 3.1 Central City Capital Improvement Plan Projects

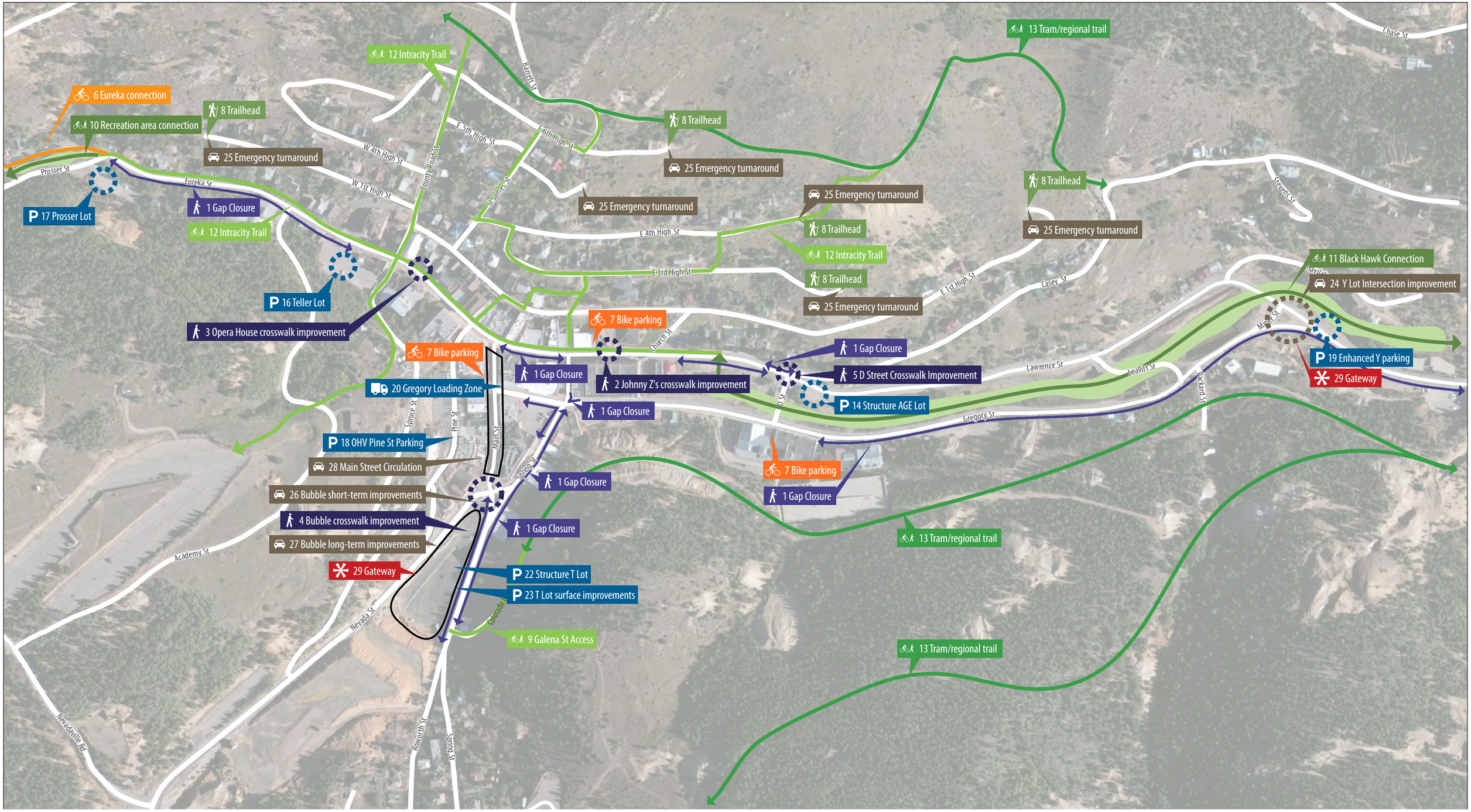
	Project	$-$$$$	Description
Parking Projects			
18	OHV Pine Street parking	$	Change signage and regulation of on-street parking spaces on Pine Street to allow OHV parking. Modify regulation of OHV use on city roadways (Eureka, Spruce, and Pine Streets) if necessary to ensure a roadway loop that includes the Prosser lot.
19	Enhanced Y parking	$$$	Pursue acquisition of property for formal use as a summer/peak season bus parking area. Improvements should accommodate bus maneuvers and include hard surface parking areas and drive isles in an attractive manner, as the lot is near the functional eastern gateway.
20	Gregory loading zone	$	Remove signage for the two on-street spaces on the north side of Gregory Street near Main Street and install loading zone signage in this location.
21	Regulated parking	$	Modify desired high-turnover parking locations (Main Street, Eureka near Main Street) to be regulated to a limited duration such as 2, 3 or 4 hour parking.
22	T Lot parking structure	$$$$	Pursue options for parking structure to replace the surface "T lot." Coordinate structure configuration and function with "bubble" intersection configuration, southern gateway, and Main Street circulation.
23	T Lot surface lot improvements	$$-$$$	In short term, improve structural issues along western edge of "T lot," improve sight distance for right turn lane, and re-establish parking lot entrance off of Nevada Street. Remove parking restrictions limiting T Lot parking to Casino patrons.
Vehicular Projects			
	Central City Parkway connection	$$$	(Currently in process) Install vehicular connection from Central City Parkway to Virginia Canyon Road area.
24	Y Lot intersection improvements	$$	Install additional and consolidate/clarify signage at the intersection and before for traffic returning to Central City. Remove excess pavement as possible and improve intersection clarity. Consider potential for gateway roundabout.

Table 3.1 Central City Capital Improvement Plan Projects

	Project	$-$$$$	Description
Vehicular Projects			
25	Emergency turnarounds	$$	Install turnarounds for snowplows and emergency vehicles at ends of dead end residential streets.
26	Main/Spring ("The Bubble") short-term improvements	$$	Install short-term improvements such as curb radius reduction (allowing RVs to travel through "T lot") and pedestrian crossing improvements.
27	Main/Spring ("The Bubble") long-term improvements	$$$$	Pursue options for long-term intersection reconfiguration. Coordinate intersection reconfiguration with "T lot" parking structure configuration, southern gateway, and Main Street circulation.
28	Main Street circulation	$$-$$$$	Pursue options for modifying configuration and circulation of Main Street (southbound as existing, modify to northbound, or full closure). Consider circulation changes on other downtown core streets, particularly Spring Street, also. See streetscape enhancements project for additional placemaking recommendations. Coordinate Main Street circulation reconfiguration with "T lot" parking structure configuration, southern gateway, and "bubble" intersection reconfiguration.
	Complete sign review and improvements (Citywide)	$$	Complete a review of all regulatory and warning signs in Central City for adequacy, placement, and clarity.
Wayfinding Projects			
29	Gateways	$$	Design and install gateways approaching town from the south (Nevada Street) and the east (Lawrence Street).
	Wayfinding Plan (Citywide)	$$	Develop and implement a unified wayfinding signage plan with a defined hierarchy of destinations and signage patterns. Wayfinding plan should address motor vehicles, pedestrians, and bicycles.

Figure 3.1

Capital Improvement Plan Recommendations



Bicycle Projects
- Connections
- Bike Parking

Pedestrian Projects
- Sidewalk Gap Closure
- Crosswalk Improvement

Shared Use Path Projects
- Trailhead
- Intracity Trail
- Hard-Surface Shared-Use Path
- Tram/Regional Trail

- Parking Project
- Vehicular Project
- Wayfinding Project

Feet
0 150 300 600

Data Source: Gilpin County GIS
Map Created: December 2015
Map Produced By: Alta Planning + Design

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3.3 HIGH PRIORITY PROJECTS

The following highlights high priority projects that consistently came up in discussions with stakeholders, City staff and council members as key to improving the existing circulation network and improving the quality of Central City for both residents and visitors. High priority projects include:

- T Lot, Bubble and Main Street Circulation and Placemaking
- Jimmy Z's Pedestrian Crossing
- Wayfinding Plan

Figure 3.2 **High Priority Projects**

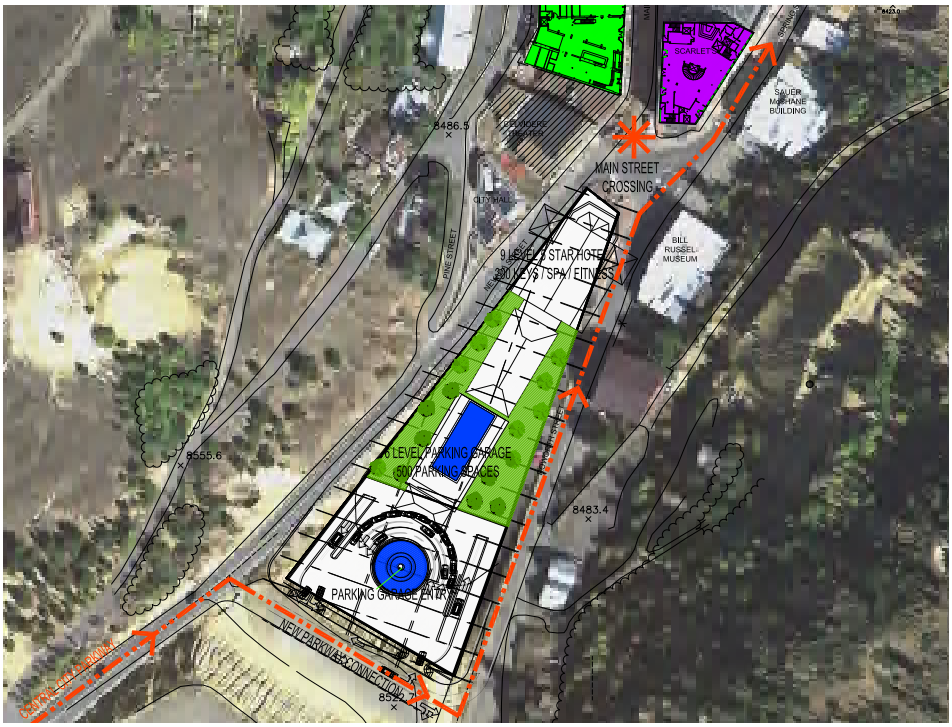
3.3.1 The "Bubble" Area Improvements

This combined project encompasses several of the projects included in table 3.1. Significant time was spent on discussing design solutions for this area of the city. The parking, pedestrian, wayfinding, vehicular circulation, and streetscape components to this project are all interrelated with economic, environmental, and political considerations. The team worked within the scope of the project to develop design options that incorporated new and previously-studied configurations for the area. Many of these options have elements that can be combined "a la carte." For example, the new roadway connection south of the T Lot could be combined with any of the options. Final direction for this complex combined project will require additional data gathering (traffic volumes, survey information, etc.) and design. Table 3.2 summarizes some of the major design considerations for each option.

While the five options developed for the Bubble do not identify specific T Lot redevelopment recommendations, each option would accommodates future redevelopment proposals.

The T Lot, Bubble and Main Street Circulation encompasses the following projects identified in Table 3.1:

- Sidewalk Maintenance and Connectivity (maintenance and gap closures)
- Bubble Pedestrian Crossing Improvements
- Structure T Lot Parking
- Wayfinding Gateway
- Parkway Access
- Streetscape Improvements
- Main Street Circulation



T Lot redevelopment proposals include recommendations for structured parking and a mix of commercial and civic uses. While each option would accommodate these improvements, each would result in a unique footprint for redevelopment.

Table 3.2 The "Bubble" Area Improvements Design Considerations

Project	Option 1	Option 2	Option 3	Option 4	Option 5
Improved vehicular circulation			●	●	●
Pedestrian conflict point reduction	●		●	●	
Mid-block pedestrian crossings				●	
Pedestrian Plaza/Event Space along Main St	●				
Pedestrian Plaza/Event Space along Nevada St			●	●	
All vehicular traffic (one direction) passes through Main Street			●	●	●
South Main Street bus traffic		●			●
Main Street visual appeal entering town from south	●	●	●		
Spring St one-way traffic allows for on-street parking and streetscape enhancements			●	●	
Bus and delivery circulation changes		●			
Option for structured T Lot parking	●	●	●	●	●
Circulation through T lot or new roadway above T lot		●	●	●	
Bourioun Street improved intersection			●	●	
Improved RV/large vehicle turning radii NB Nevada to SB Spring			●	●	●
Opposing one-way vehicular circulation on Main Street at Gregory			●		
Gregory loading zone compatible	●		●	●	●
Dostal lot corner reconfiguration		●	●		

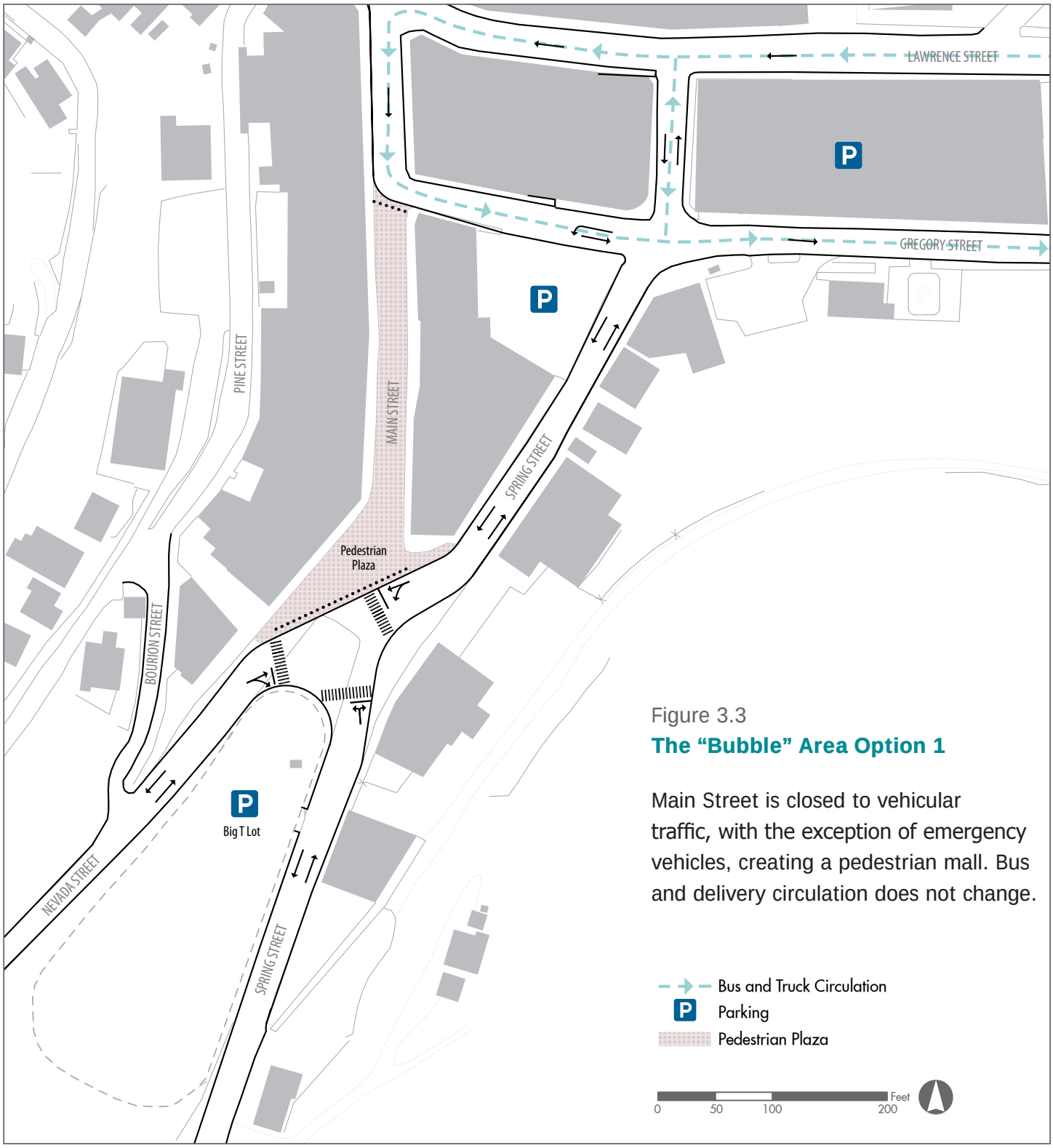


Figure 3.3

The "Bubble" Area Option 1

Main Street is closed to vehicular traffic, with the exception of emergency vehicles, creating a pedestrian mall. Bus and delivery circulation does not change.

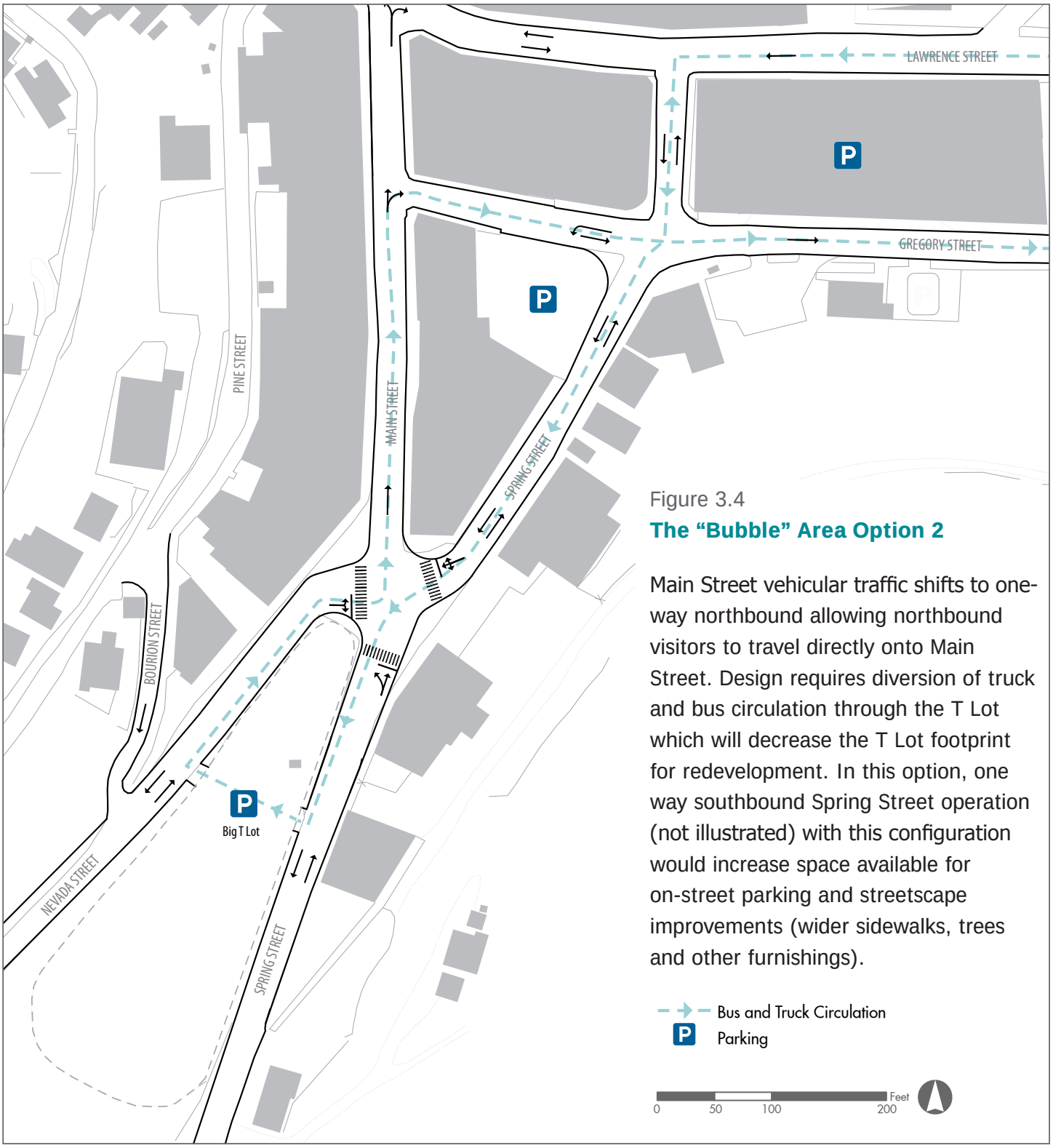


Figure 3.4

The "Bubble" Area Option 2

Main Street vehicular traffic shifts to one-way northbound allowing northbound visitors to travel directly onto Main Street. Design requires diversion of truck and bus circulation through the T Lot which will decrease the T Lot footprint for redevelopment. In this option, one way southbound Spring Street operation (not illustrated) with this configuration would increase space available for on-street parking and streetscape improvements (wider sidewalks, trees and other furnishings).

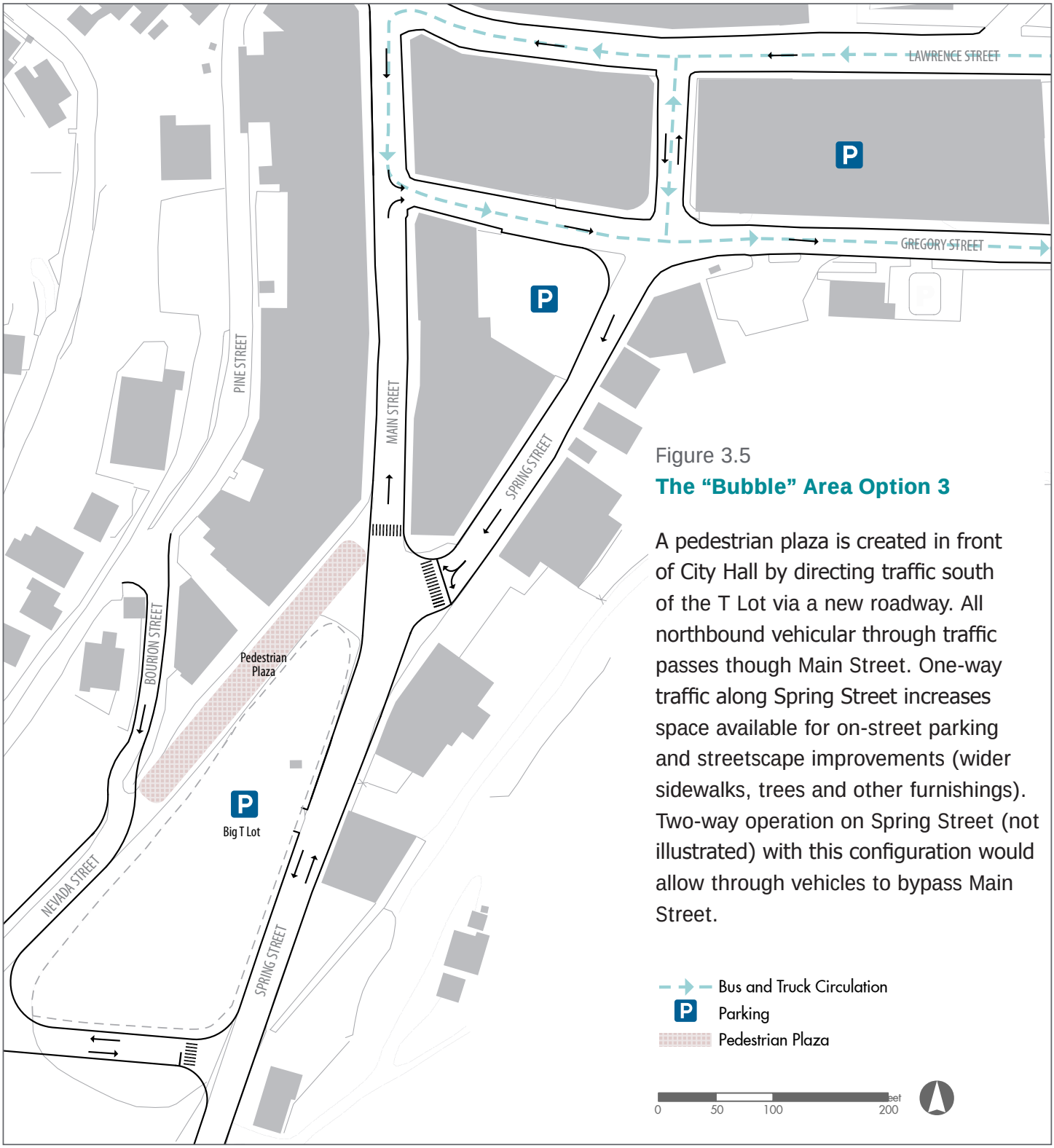


Figure 3.5

The "Bubble" Area Option 3

A pedestrian plaza is created in front of City Hall by directing traffic south of the T Lot via a new roadway. All northbound vehicular through traffic passes though Main Street. One-way traffic along Spring Street increases space available for on-street parking and streetscape improvements (wider sidewalks, trees and other furnishings). Two-way operation on Spring Street (not illustrated) with this configuration would allow through vehicles to bypass Main Street.

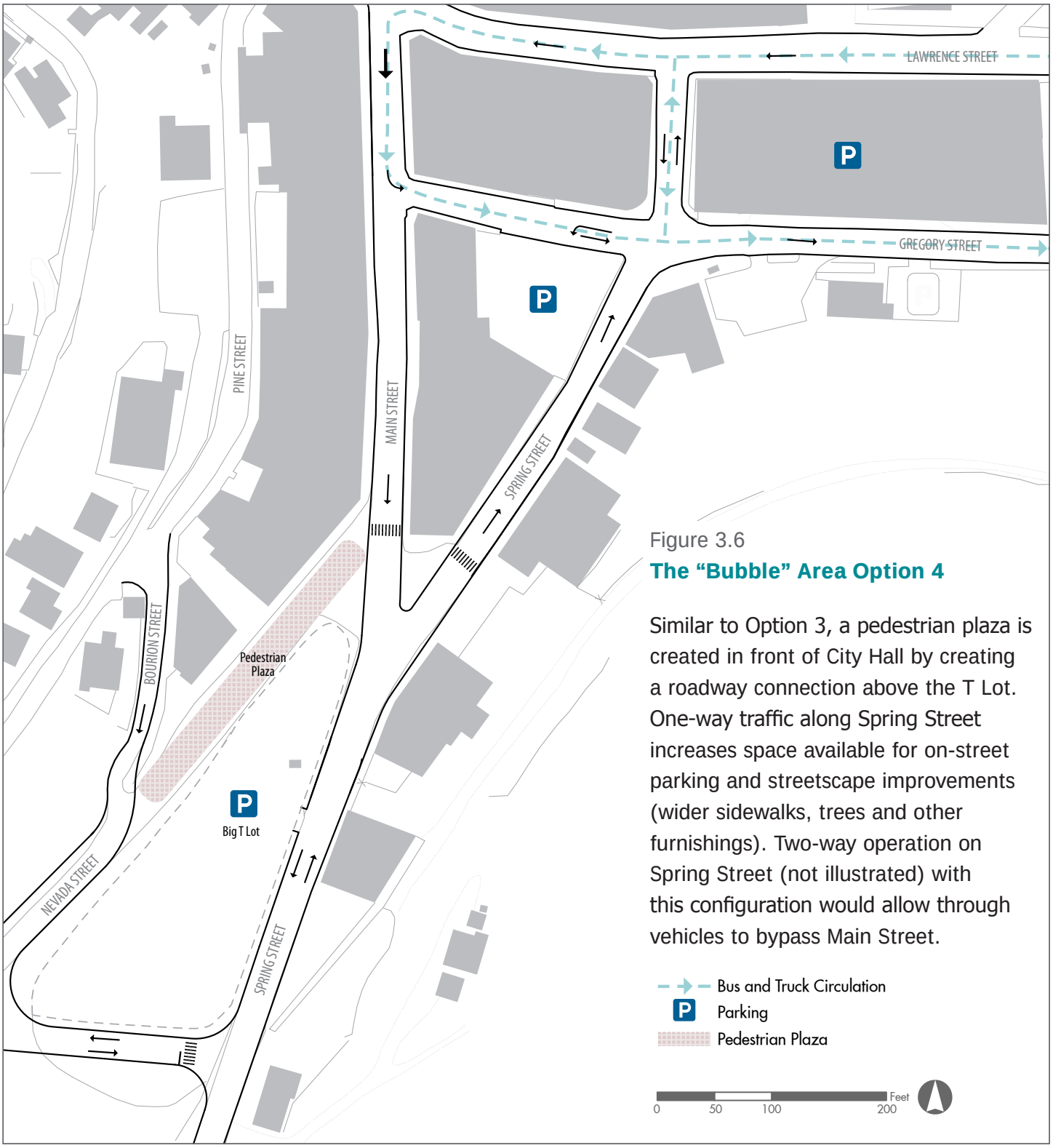


Figure 3.6

The "Bubble" Area Option 4

Similar to Option 3, a pedestrian plaza is created in front of City Hall by creating a roadway connection above the T Lot. One-way traffic along Spring Street increases space available for on-street parking and streetscape improvements (wider sidewalks, trees and other furnishings). Two-way operation on Spring Street (not illustrated) with this configuration would allow through vehicles to bypass Main Street.

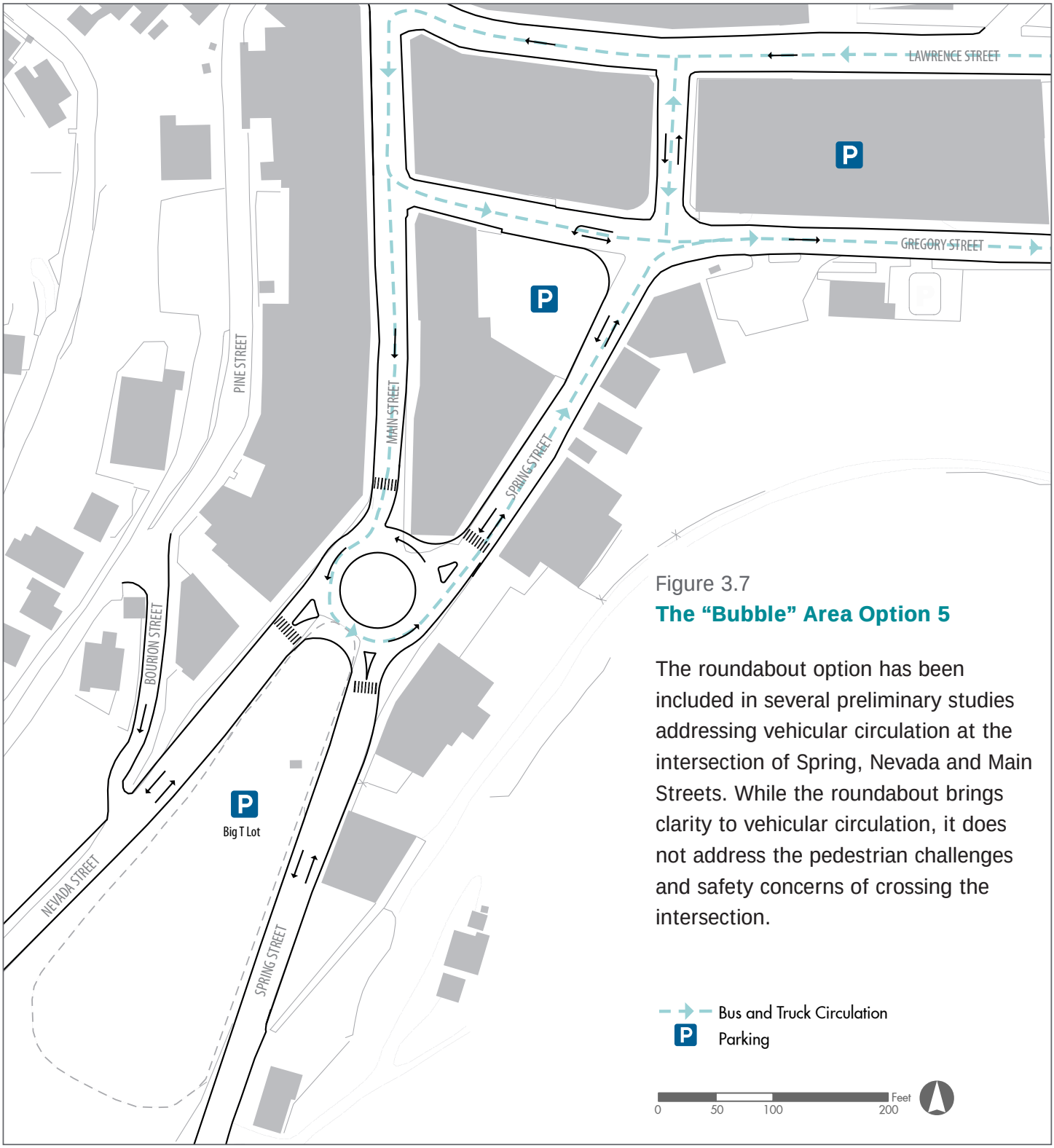


Figure 3.7

The "Bubble" Area Option 5

The roundabout option has been included in several preliminary studies addressing vehicular circulation at the intersection of Spring, Nevada and Main Streets. While the roundabout brings clarity to vehicular circulation, it does not address the pedestrian challenges and safety concerns of crossing the intersection.

3.3.2 Johnny Z's Pedestrian Crossing Improvements

Although a pedestrian crossing currently exists, many visitors take the most direct route from Johnny Z's to the parking garage entrance. Recommendations to improve and encourage pedestrians to use the crossing include:

- Removal of one parking space to increase the line of sight for both pedestrians and vehicles
- Installation of bumpout, and crosswalk and pedestrian curb ramp realignment to the west (as close to the pedestrian desire line as possible)

These improvements may be implemented in two phases, as listed above. If additional measures are desired, installation of a channelization device such as a guide fence outside of Johnny Z's may be studied.

3.3.3 Wayfinding Plan

A unified wayfinding plan represents a key opportunity to improve the visitor experience and provide direction to landmarks and businesses. An effective wayfinding system includes a consistent approach to sign placement and design, while working within local, state, and federal guidelines. The wayfinding signage plan should include a defined hierarchy of destinations and signage patterns and provide direction for vehicles, pedestrians, and bicycles.

The plan can be implement incrementally and immediately provide positive impacts to the visitor experience.

3.4 "LOW-HANGING FRUIT" PROJECTS

The following highlights "low-hanging fruit" projects which are relatively easy or inexpensive to implement. Although these projects are not listed as high priority, they should be considered for implementation as soon as funding becomes available as they present opportunities to significantly impact connectivity and circulation in the short-term. Examples of these projects include:

- Sidewalk Maintenance - Central City sidewalk conditions vary greatly. Crumbling sidewalks and ADA ramps should be repaired on an as-needed basis to ensure a hospitable pedestrian environment throughout downtown.
- Sidewalk Gap Closure - Throughout the downtown core there are gaps in what could be continuous stretches of sidewalks. Some of these gaps could be filled relatively easily with the construction of new sidewalks and ADA ramps. Other gaps may require loss of parking in private lots. In both scenarios, gaps should be closed in conjunction with other street or site improvement projects.
- Gregory Street Loading Spaces - Removing two parking spaces for a designated loading zone will ensure there is parking for visitors along Main Street and maintain views to storefronts currently blocked by loading vehicles. This project could be implemented immediately (and easily) with the addition of signage and striping.
- Bike Racks - Strategically locating bike racks throughout the city will provide both residents and visitors with the option of bicycling to downtown businesses. Bike racks could also be installed immediately at public buildings and locations supported by private businesses.

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CHAPTER 4
NEXT STEPS


ERMEL'S
EMPORIUM
THRIFT
SHOPPE
ST. JAMES
Visitor
Center
STOP

4.1 NEXT STEPS

This study provides a list of recommended projects to improve Central City's circulation and connectivity. Steps to implement this plan include:

- City Council adoption of recommendations identified in Chapter 3 as a Capital Improvement Plan
- Project prioritization (guidance is provided in 4.2)
- Identification of funding sources (guidance is provided in 4.3)
- Implementation of projects as opportunities and funding becomes available

4.2 PROJECT PRIORITIZATION

Moving forward, capital improvement projects can be consistently ranked and prioritized by developing a standardized methodology. This methodology can be used and modified as necessary as additional projects are desired or as criteria emphasis preferences change. Opportunities to develop projects through any means as they arise should not be wasted even if the project in question does not rate highly in the scoring. The following outlines a sample process and criteria.

4.2.1 Process

The process should include input from key City staff and council members to:

- Develop ranking criteria
- Assign weights to each criteria
- Rate projects in relation to the developed criteria

4.2.2 Scoring and Ranking

Table 4.1 Sample Evaluation Criteria and Scoring

Criteria	Description	Weight Project Score
Improves safety	Assesses the extent to which the project addresses identified safety problems for any or all modes of travel in Central City's transportation system. This criteria would also assess whether a project improves the response time for emergency vehicles and provides alternate evacuation routes.	TBD
Improves connectivity	The project provides new or improved existing access to job centers, activity centers, neighborhoods, schools, or transit stops, public parks, open spaces and trails, other recreational destinations within and outside Central City.	TBD
Transportation efficiency	The project improves the ability of people and goods to travel within and through Central City (by auto, by bike or by walking)	TBD
Cost Effectiveness	The project benefits are weighed against the projects costs (including maintenance costs)	TBD
Expands multi-modal options	Assesses the extent to which a project provides transportation alternatives to vehicular travel and the extent to which a project has the ability to improve public health	TBD
Enhances Quality of Life	Assesses whether the project provides new or enhanced access to parks, open space and lifestyle amenities.	TBD
Reduces congestion	Assesses the extent to which the project helps reduce vehicular congestion on the street system in the short-term or long-term.	TBD

Table 4.1 Sample Evaluation Criteria and Scoring

Criteria	Description	Weight Project Score
Minimizes impacts to the environment	Assess whether the project minimizes environmental impact, reduces carbon based vehicle miles traveled by reducing the distance between common destinations (by car) or includes facilities for bicycling, walking or transit. The project could also provide infrastructure for alternative or smaller vehicles.	TBD
Ease of implementation	The project is "shovel ready," requires little road reconfiguration or has an existing funding source/project that it can be implemented under.	TBD
Integrates land use goals and plans	Assesses how well the project integrates local and regional land use goals and adopted City and regional planning documents.	TBD
Public Input	The project has gone through a public input process	TBD
Preserves Historic Character	The project preserves Central City's historic character	TBD

4.3 FUNDING SOURCES

4.3.1 Federal Sources

Federal Discretionary Grants

The federal government awards discretionary grants to states and other eligible recipients through competitive application processes. Unlike formula grants, there is no set allotment for a given geographic area and individual projects compete against other projects nationwide. These programs typically allow for a federal share of up to 80 percent of the project capital cost and require a local match for the remaining 20 percent.

- National Infrastructure Investments (TIGER). The Transportation Investment Generating Economic Recovery (TIGER) grant program is a discretionary grant program established under the American Recovery and Reinvestment Act. In theory, TIGER funds may be used for virtually any transportation infrastructure investment that would have a significant impact on the nation, a region, or a metropolitan area. Eligible projects include transit, highways, airports, and freight facilities.

  The U.S. Department of Transportation (DOT) administers the TIGER program and may award grants covering up to 80 percent of a project's construction costs, although successful applications in urban areas generally request no more than $20 million and less than 35 percent of project costs from this program. Funds are required to be obligated within two years of award and are typically allocated to projects that have completed the National Environmental Policy Act (NEPA) process.

  TIGER is not a statutory program, but given the overwhelming demand for the funding program to date, it is probable that future rounds of funding will be made available. To date there have been seven rounds of TIGER funding, with an eighth round of funding recently approved for 2016. $500 million of funding will be available through this competitive process. While most TIGER grant projects have been large ($10 million+) projects

with a national or interstate commerce benefit, smaller projects have received funding.

Federal Formula Grants

The Federal Transit Administration (FTA) apportions certain federal funds based on formulas stipulated in the Moving Ahead for Progress in the 21st Century Act (MAP-21). For Central City, FTA formula funds flow through CDOT.

- Surface Transportation Program Funds. Surface Transportation Program (STP) funds could be an eligible funding source for the City. These funds are referred to as "flexible" because they may be used for an array of eligible projects. Aside from its highway uses, funding may be used by States and localities for projects to preserve and improve the conditions and performance on any public road, pedestrian and bicycle infrastructure, and transit capital projects.
- Formula Grants for Other than Urbanized Areas (5311). Administered through CDOT, eligible recipients may use the funding for capital, operating, administrative expenses for public transportation projects that meet the needs of rural communities; capital projects; operating costs of equipment and facilities for use in public transportation; and the acquisition of public transportation services.

4.3.2 State Sources

- Highway Users Tax Fund (HUTF). Colorado's Highway Users Tax Fund collects revenues from motor fuel excise taxes, annual vehicle license and registration fees, and passenger-mile taxes on vehicles. Revenues from the fund are disbursed to recipients, including Central City, based on a formula prescribed by statute.
- State Highway Fund (SHF). The State Highway fund is a subset of the HUTF that is administered by CDOT for the maintenance of the state's highway system. The fund also generates revenue through interest earnings on the fund balance. The SHF can also be used for matching available federal highway construction funding.

- State General Fund. The State General Assembly has provided mechanisms that can be used to allocate General Fund revenues for transportation projects, including direct transfers. Another mechanism, passed in 2009 by the General Assembly, creates a trigger of transfers from the General Fund to the HUTF when Colorado personal income grows 5 percent or more in a calendar year.
- FASTER Safety Grants. FASTER Grants are awarded by the CDOT to support the construction, reconstruction, or maintenance of projects that the state Transportation Commission, a county, or municipality determine are needed to enhance the safety of a state highway, county road, or city street. FASTER Safety dollars have also funded planning/feasibility studies and pedestrian and bicycle facilities. The fund dollars are allocated based on a statutory formula: 60% to CDOT, 22% to counties, and 18% to municipalities.
- Department of Local Affairs (DOLA). The Local Government Financial Assistance section manages a number of grant and loan programs within the Department of Local Affairs specifically designed to address public facility and service needs. Through coordination and outreach with the department's field offices, grant and loan resources are distributed on both a formula and discretionary basis depending upon applicable state statutory provisions, federal requirements and/or program guidelines.

4.3.3 Local Sources

At the local level, Central City could fund the program through existing revenue streams or a variety of other local sources. Options include:

- City General Fund. The City could choose to earmark funds from its general fund sources to allocate towards transportation projects.
- Other Special Sales Taxes. Revenue from temporary or permanent sales taxes dedicated to transportation uses is increasingly utilized for transportation investments. Special purpose sales taxes can provide funding streams for a variety of programs, and since they are implemented at a city level, they would apply only within the City. This of course would require a public vote.
- Special Assessments. Special assessments are additional property taxes that are self- imposed on properties close to a new transportation facility or service. They can be used as a dedicated annual revenue stream for funding operations or bonded against under the right set of circumstances. The assessment is levied against parcels in an area that receive a special benefit that can be clearly identified and measured. Implementation of special tax districts can be challenging and before this mechanism can be considered an option, affected local landowners and businesses would need to buy into the premise that the tax is worth the value that the infrastructure or service improvement provides. Nationally, special tax districts are one of the most common forms of value capture for transportation projects.

- Joint Development. This refers to the development of a transportation facility and/or adjacent private real estate development, in which a private sector partner: (1) with respect to the transportation facility either provides the facility or makes a financial contribution to offset its costs; and/or (2) incorporates a profit sharing mechanism into the private portion of the project that enables the public sector to share in the private returns. Joint development is more commonly used to provide upfront capital funding, but operations funding based on a lease revenue stream could be considered.
- Transportation Demand Management Strategies. Transportation Demand Management (TDM) is the application of strategies and policies to reduce travel demand (particularly, that of the solo-occupant auto) or to redistribute this demand in space or time. There are a number of strategies in the TDM field. Hypothetical TDM strategies include the imposition of parking charges in downtown street locations and parking lots and time limits on downtown parking to ensure more frequent turnover of close-in spaces for shoppers and to encourage all-day parkers to utilize transit instead. Of course, the City would need to weigh the advantages and disadvantages of these programs in the larger context of downtown commercial activity.
- Private contributions. These include donations from private entities in exchange for a specific benefit (i.e. advertising). An example would be advertising by local merchants on the outside of a bus. Like naming rights, private sector contributions could potentially be structured to provide a predictable annual revenue stream for funding operations but the magnitude of these payments is likely to be relatively small. Local civic or cultural organizations often contribute funding for sidewalk or park improvements in situations where the organization can be recognized for its contributions with an engraving or placard.

- BIDs. Central City currently has a Business Improvement District (BID). BIDs are special assessment districts formed by property and/or business owners as a means of funding and implementing local improvement projects. Central City's BID offers low-interest financing, funded through the sale of bonds, for district-wide improvement projects. Projects funded by the BID are typically infrastructural and could include construction and maintenance of bicycle, pedestrian and vehicle facilities.
- Tax Increment Financing (TIF). A method to use future gains in taxes to subsidize current improvements, which are projected to create the conditions for said gains. The completion of a public project often results in an increase in the value of surrounding real estate, which generates additional tax revenue. Sidewalk and other streetscape improvements are typically popular uses of TIF funding.

Table 4.2 Summary of Preliminary Funding Assessment Sources

Funding Source / Title	Project Types	Eligible Recipients	Funding Approval
Federal Sources			
Rural FTA (§ 5311)	Capital and Operations	CDOT	CDOT
Bus and Bus Facilities (§ 5339)	Capital	Transit Agencies	CDOT
Surface Transportation Program Funds	Capital	CDOT	CDOT
National Infrastructure Investments (TIGER)	Capital	Infrastructure projects with National benefit	U.S. DOT
State Sources			
Highway Users Tax Fund (HUTF)	Capital and Operations	Counties, Municipalities, CDOT	Central City
State Highway Fund (SHF)	Operations	CDOT	CDOT
State General Fund	Capital	CDOT	CDOT
Local Sources			
City General Fund	City Discretion	City projects if determined eligible	Central City
Other Special Sales Taxes	City Discretion	Determined based on tax measure provisions	Central City
Local Sources			
Special Assessments	Case by Case - Dependent	Case by Case - Dependent	Central City and Assessed Property Owners
Joint Development	Case by Case - Dependent	Case by Case - Dependent	Central City and Partnering Property Owners

Table 4.2 Summary of Preliminary Funding Assessment Sources

Funding Source / Title	Project Types	Eligible Recipients	Funding Approval
Local Sources			
New Development Assessment Fees	Case by Case - Dependent	Case by Case - Dependent	Central City and Assessed Property Owners
Transportation Demand Management Strategies	Case by Case - Dependent	Case by Case - Dependent	Central City
Naming Rights	Capital and Operations	Central City	Central City
Private Contributions/Support	Capital and Operations	Central City	Central City
Service Purchase Agreements	Operations	Central City	Central City
Business Improvement District	Case by Case - Dependent	Case by Case - Dependent	Central City
Parking Revenues	Case by Case - Dependent	Case by Case - Dependent	Central City