



CITY OF LEADVILLE, COLORADO COMPREHENSIVE PLAN

MAY 26, 2015

City of
Leadville
Elevation 10,152 ft.

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CHAPTER 1

COMPREHENSIVE PLAN SUMMARY



PREFACE

Grit and perseverance have proudly identified Leadville's residents throughout the centuries. Leadville's past weaves an almost unbelievable tale, of tenacious ambition and the pioneer spirit, which drove the American West. From humble beginnings during the Colorado gold rush, to the hub of incredible wealth that hosted Horace Tabor, the Unsinkable Molly Brown, and Oscar Wilde, to the access of the Climax molybdenum mine, this same philosophy and opportunity resonates today.

Leadville has transformed greatly from the 1880's. What was once a small placer mining settlement, became the second largest city in Colorado, and is now a quiet mountain town which possesses unparalleled recreational opportunities. Leadville's geographic setting is the asset that continues to attract people to the City in search of the quality of life that mountain living brings. The nature of this small community allows people the privacy to keep to themselves or allows for great opportunity to be involved. Community member, and the executive director of a local non-profit, Alice Pugh has said, "The soil up at 10,000 feet is very hard scabble, very rough and rocky. It's hard to get your roots in. But once those roots are here, the most incredible wild flowers bloom."

In recent years, community members continue to increase their involvement and are taking hold of the future they see for themselves in Leadville. Community capacity continues to increase greatly, facing challenges fearlessly and initiating and implementing great/impressive growth and improvement. The perseverant community attitudes continue to make Leadville a true embodiment of the rugged American West.

This Plan Summary is a narrative overview of the Comprehensive Plan. The summary does not contain all of the details and policies in the Comprehensive Plan and is meant as a starting point to direct the reader to the chapters in the plan containing the vision, goals, strategies and Future Land Use Plan. In order to gain the full understanding of the policy direction contained in this plan, it is necessary to read the main body of the plan and to refer to the Appendices for further detail and background.

PURPOSE OF THE COMPREHENSIVE PLAN

The Comprehensive Plan is a policy document that provides a vision for the future and sets out specific goals, policies, and land use planning that specify how to achieve this vision. The plan provides direction for decisions about economic development, land use and development, and core infrastructure such as water, wastewater, transportation, recreation, public facilities and services, and it aligns partnerships with other organizations to implement this plan.

The citizens of Leadville and Lake County provided the policy direction articulated in the Comprehensive Plan through an extensive and broad-based public process and regular meetings with the volunteer Planning Commission, city staff, and the Lake County staff and leadership. This is the community's document and it can be used to protect the unique qualities that continue to attract new residents and talent to Leadville while articulating strategies that will make it an even better place to live, work and visit. The Comprehensive Plan will also serve as a guide to property owners and developers to help them understand the vision of the community, set the general guidance for desired development patterns in all areas of private land in the city and make informed land-use decisions.

The Comprehensive Plan is not regulatory and does not change existing regulations, nor does it create new regulations. It is an advisory document that charts direction for strategic economic and infrastructure planning and provides guidance for changes to the Land Use and Development Code as a component of this strategic planning. The Comprehensive Plan is written to provide general policy direction while also providing enough detail to set priorities and guide decision-making.

Five factors make the Comprehensive Plan “comprehensive”:

- The plan covers the entire city and the unincorporated neighborhoods in and around Leadville.
- The plan integrates community participation spanning a wide range of perspectives and interests.
- The time horizon considered in the plan is long-range, extending two decades into the future, well beyond the pressing concerns of today.
- The plan integrates strategies for economic growth, infrastructure and land use and development patterns.
- The plan is a framework for a sustainable future at the local level with strategies that aim to align community, environment, and economy.

ALIGNING ECONOMY, INFRASTRUCTURE AND LAND USE

Achieving a sustainable future requires simultaneous and ongoing planning with implementation that aligns economic growth strategies with infrastructure/asset planning and with future land use.

The main body of the Comprehensive Plan charts goals and strategies and gives guidance for future land use that aligns these key planning elements. The main body of the plan includes:

- Chapter 2 Economic Growth Element
- Chapter 3 City Assets and Core Infrastructure
- Chapter 4 Future Land Use Plan

Diversifying and expanding the base of businesses and organizations that generate wealth and local employment is critically important for Leadville and Lake County's future sustainability. There are several economic challenges described below that result from the current economic base. The solution to these challenges is largely the same: grow and diversify the local economy. This will require leadership and the capacity generated by forming partnerships and working together.

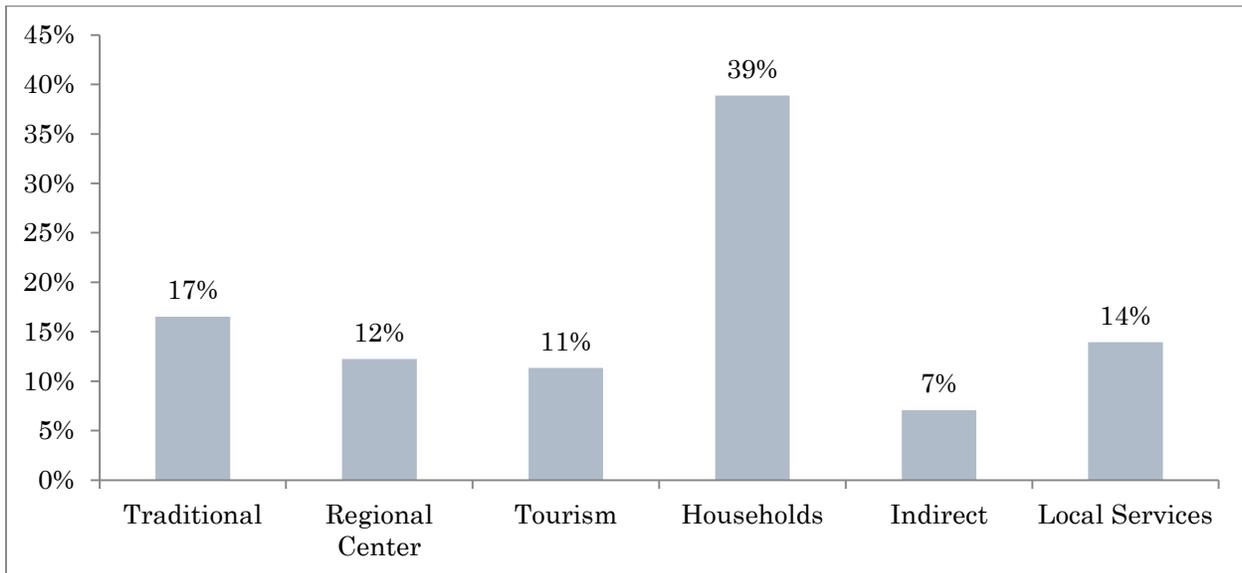
One of the largest economic challenges is that Leadville and Lake County's economy is heavily reliant on income earned by residents who commute out of the county for work. According to the Colorado Department of Local Affairs, 39% of the Lake County economy is driven by "households". Households can act as an economic

driver by living in Leadville and Lake County while bringing in income from outside of the local economy. The large population of commuters helps explain why households represent well over one-third of the economic base. Commuters bring home paychecks and fuel businesses serving local residents such as groceries, restaurants and other retail, and they fill rentals, pay taxes, buy homes and add to the overall vitality, character and diversity of the community.

The large number of residents of Leadville and Lake County that commute out of the county for work poses many challenges for the economy and for local governments and other public-service providers. The commuter households themselves face many challenges and these challenges need to be better understood and addressed in the future. Regional transit to Eagle and Summit Counties is in place and needs to be expanded as demand increases.

The goals in the Comprehensive Plan seek to build more local employment and even recruit businesses from the I-70 resort corridor to locate their base of operations in Leadville and Lake County.

FIGURE 1. COLORADO DEPARTMENT OF LOCAL AFFAIRS EMPLOYMENT BASE ANALYSIS

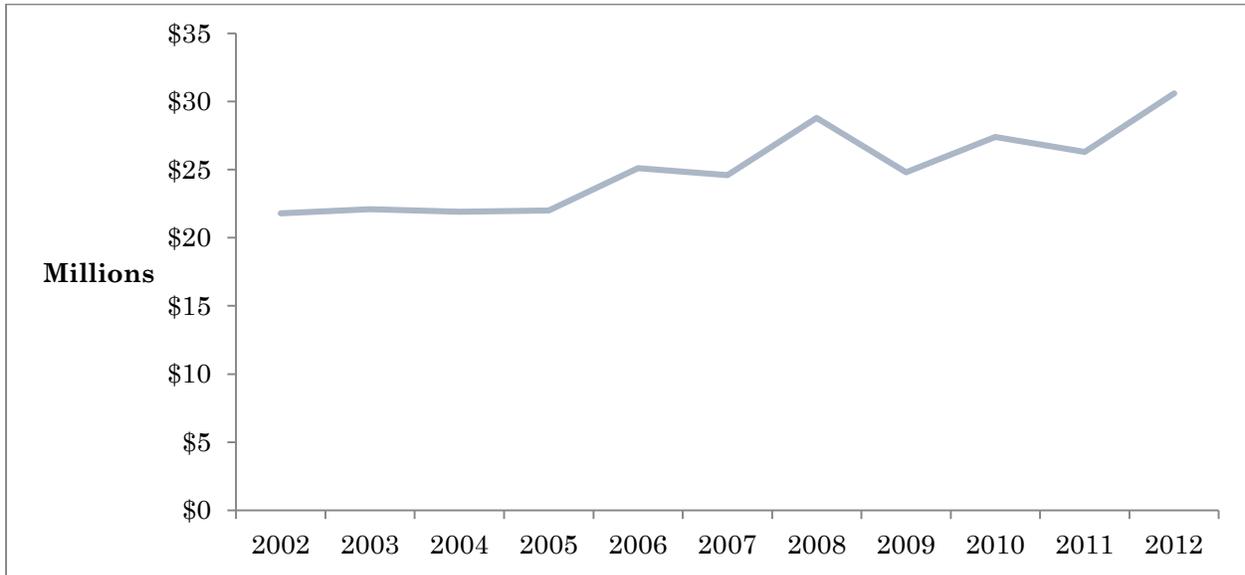


Source: Colorado Department of Local Affairs Demography Section

Tourism is a critically important industry and visitor dollars spent in Lake County have been on the rise over the past several years (note – the spike in 2008 could be related to construction and re-tooling at Climax Mine). The main challenge for the tourism industry is to increase visitor volume, especially during the winter and shoulder seasons, and to increase visitor volume year-round. The summer season sees most of the visitation and there is a much smaller winter tourism season driven by skiing at Ski Cooper and other winter sports. Successful efforts are

already underway among recreation groups to expand winter recreation offerings, including an expansion of the already impressive network of groomed winter trails for skiing, snow biking and other motorized and non-motorized winter sports.

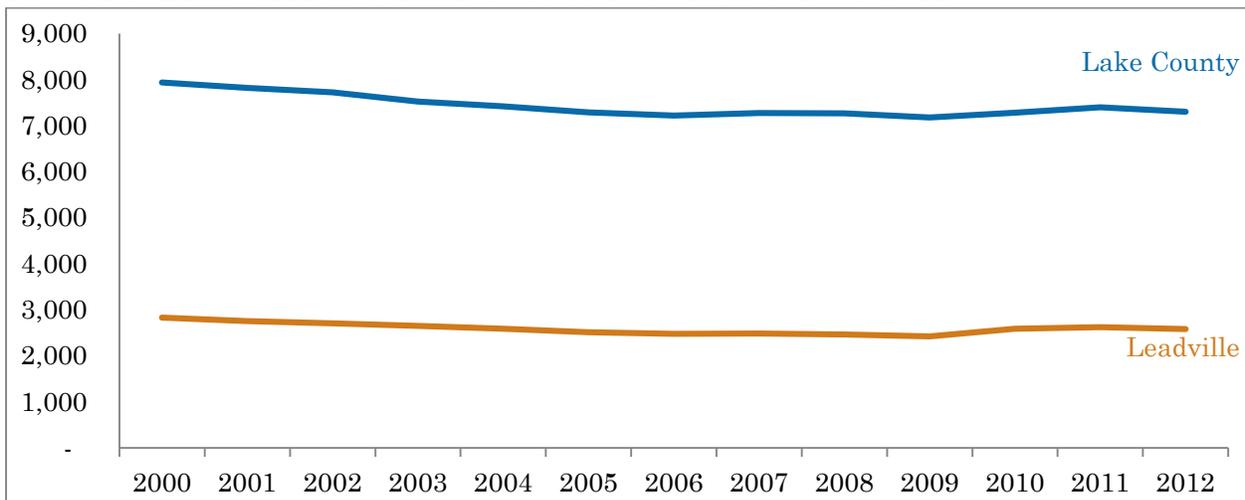
FIGURE 2. DIRECT TRAVEL SPENDING IN LAKE COUNTY 2002-2012



Source: Colorado Tourism Office

Despite the growth in tourism dollars, growth in the overall economy has been slow. The result is that population has been flat over the past decade and has declined drastically over the preceding several decades. The local resident market is not growing and as a result, the businesses and public-service providers that serve local residents have limited potential to expand.

FIGURE 3. LEADVILLE AND LAKE COUNTY POPULATION 2003-2012

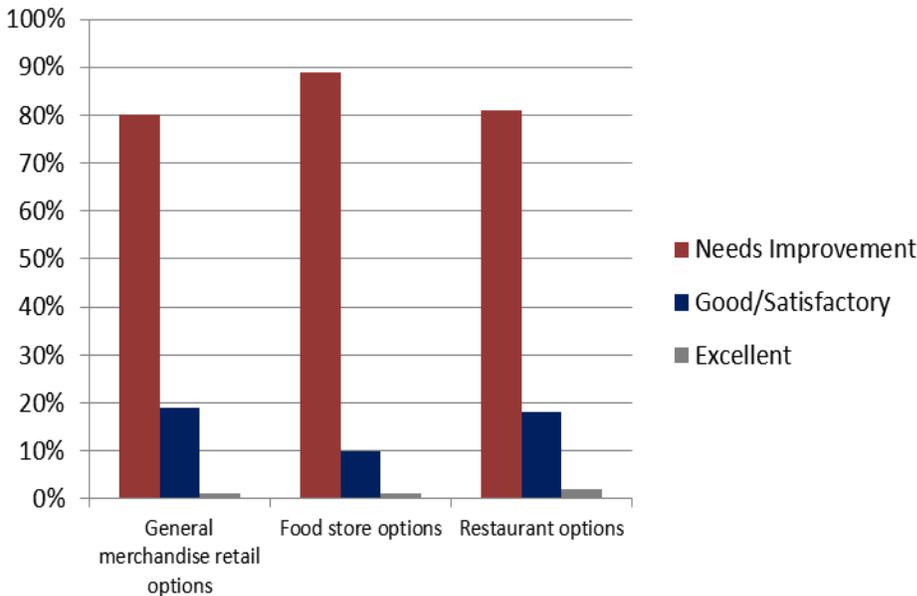


Source: Colorado Department of Local Affairs Demography Section

According to the community survey (see Community Survey Results in Appendix 3), over 80% of respondents are not satisfied with the quality and variety of goods, foods and other day-to-day necessities offered by local serving businesses. This dissatisfaction likely means that many residents are driving out of the county to shop, especially those who are commuting to Summit or Eagle County, where retail options are more diverse. These factors call for a coordinated strategy for expanding and diversifying the economic base and creating jobs locally that will attract new residents and retain the people who live here today.

The City of Leadville serves a critical role in the economy, with the historic downtown as the heart of the city and the center of historic and community identity. In addition to containing the southern Highway 24 commercial corridor entrance to Leadville, the city also functions as the regional center for schools, government and public services. There are historic mixed-use neighborhoods in Leadville that with careful long-range planning and rehabilitation could be great assets for small businesses. Because retail sales are such a critical component of city revenues, retail, restaurants/bars and lodging deserve special consideration. Retail options should fit with the small-town character of Leadville and be feasible and sustainable from an economic and market perspective.

FIGURE 4. SATISFACTION RATING FOR LOCAL SERVING BUSINESSES



Source: 2014 Lake County and Leadville Community Survey

According to the Climax Molybdenum Company, the mine employed 325 people as of April 2014, and 48% live in Lake County. The mine also generates significant severance-tax and property-tax revenues for local government. Mining is an

important industry today, making up 13% of the economic base, according to the Colorado Department of Local Affairs. Mining construction, improvements, maintenance and operations provide a direct flow of new dollars into the community. However, as with any mineral industry, mining has shown a long track record of market fluctuations. While mining is an important component of the economic base now and in the future, diversifying the economic base will fortify the overall economy so that future market fluctuations in mining are not felt as sharply.

ECONOMIC GROWTH STRATEGY

With these economic realities acknowledged, Chapter 2 of the Comprehensive Plan articulates a set of economic growth focus areas, each with general goals and specific strategies that aim to diversify the economy and expand livelihoods in Leadville and Lake County.

- ***Business Support*** – Building from what is already in Leadville and Lake County is a core strategy for expanding livelihoods. Local business development and support for existing businesses are critical components of economic development. This includes programs to retain existing businesses, start-up support, business-expansion assistance, employee training programs and research and outreach to better understand the business base and identify the resources businesses need to thrive.
- ***Downtown Support and Revitalization*** – Leadville’s historic downtown is one of the community’s greatest assets. The historical significance provides a backdrop that creates pride for its residents, respects the rich historical context of the city’s physical form and is a draw for visitors. The Comprehensive Plan builds on and incorporates the 2014 Downtown Assessment by Downtown Colorado Inc. The Downtown Assessment provides a foundation for improving and capitalizing on the charm and unique character of the historic town core, developing strategies that harness and enhance existing assets, and encouraging appropriate and sensitive redevelopment and infill. A key component of downtown revitalization is to improve walkability, atmosphere and wayfinding in order to get people out of their cars and onto the sidewalks downtown. The Leadville Historic Preservation Commission also serves a

critical role in ensuring that future development relates to and respects the historic context of downtown.

- ***Local Government Role in Physical Asset Development*** –Economic development rests on investments in and maintenance of the community's physical assets. Downtown Leadville, the streets, drainage and sidewalks system, maintenance facilities and equipment, the historic City Hall, and other public assets all contribute to day-to-day life and visitor experience in the Leadville area. Bike and pedestrian facilities including sidewalks, street crossings and the city's grid-pattern streets are of critical importance. Leadville is in need of an objective analysis and prioritization schedule for systematic maintenance of city streets and associated drainage and sidewalk improvements. Parkville Water District and Leadville Sanitation District, Lake County and CDOT are all important partners. Lake County is a direct partner for transportation improvements because West Park and other unincorporated neighborhoods connect directly into the city streets system. It is critical to coordinate transportation improvements to create continuous connections to major destinations in the city. Similar strategic coordination for future development and street upgrades will need to be carefully coordinated with the water and sewer districts.
- ***Tourism Marketing*** – The Leadville and Lake County community has established its own recreation and heritage tourist industry and many residents' livelihoods are tied to it. Tourism is an important industry by itself, but it also attracts people to the area, some of whom eventually become permanent residents and business owners. Tourism helps the economy by bringing outside money into Leadville and Lake County. Tourism marketing needs to be strategic, aimed at increasing awareness of the Leadville destination, capitalizing on mining heritage and museums and recreation opportunities , increasing shoulder-season visitation, and increasing overnight visitation and length of stay. The Lake County Tourism Panel oversees tourism marketing and must continue to improve and centralize tourism marketing efforts with a unified marketing website, smart-phone and tablet apps, and deliberate marketing that targets specific interests, such as heritage, winter recreation, cycling, off-highway-vehicle touring, fishing, hunting and peak-bagging. Marketing requires periodic monitoring to test whether a marketing strategy is effective in attracting visitors, especially during the winter and shoulder seasons.

- ***Attract New Businesses That Build the Economic Base*** – There is a need for a business-recruitment strategy that fits Leadville's and Lake County's culture, economic realities and physical geography. Active and deliberate recruitment to identify and target industries will require promotional materials that characterize the competitive advantages of the local lifestyle and the inventory of commercial and industrial real estate. Business recruitment could capitalize on the mountain geography and altitude by reaching by promoting high-altitude research, aviation and athletic training.

CITY ASSETS AND CORE INFRASTRUCTURE

Leadville provides streets and drainage, police, and maintenance facilities and City Hall. Public-services and infrastructure partners such as Lake County, Parkville Water District, Leadville Sanitation District, Lake County School District, Colorado Mountain College and public lands agencies all contribute to the public assets and services that support the community. The Comprehensive Plan integrates strategies for improving city assets and core infrastructure organized by type of asset.

WATER

Parkville Water District currently serves the City of Leadville and unincorporated lands in the Leadville Periphery and is the most important entity in the county for current and future domestic water supply. Currently, the district serves 5,400 residents and the Evans Gulch Water Treatment Plant delivers less than half of what it is capable of producing on an annual basis. The Parkville Water District is capable of meeting increased demand for many years into the future and has the water rights, the treatment capacity and the distribution network to accommodate future growth within a feasible distance of its distribution lines. Improvements to the treatment plant, storage and distribution system are ongoing, but the district is prepared to partner with developers to provide high-quality treated domestic water.

The lack of water rights in the unincorporated county coupled with the capacity and readiness of Parkville Water District to provide treated water makes the areas in and near Leadville and within reach of the Parkville Water District's distribution system the most feasible area for future growth. The partnership between the City

of Leadville, Lake County, Leadville Sanitation District and Parkville Water District is paramount for encouraging and supporting future economic growth.

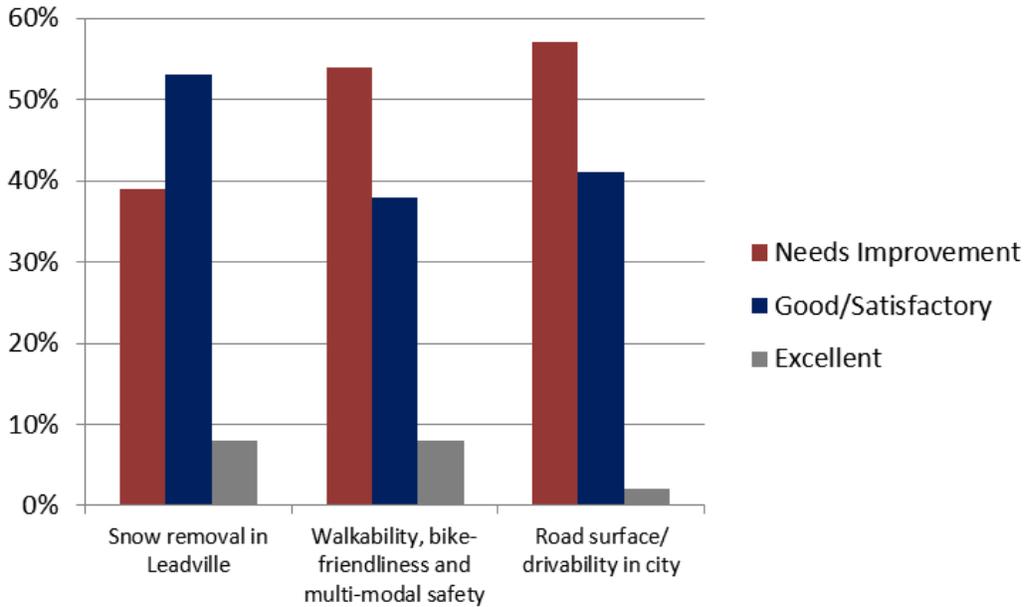
SANITARY SEWER

While the Leadville Sanitation District boundary covers the City of Leadville and the adjacent unincorporated lands around it, the collection system is much larger and serves roughly the same areas as the Parkville Water District. Improvements have been made to the collection system in recent years that will accommodate future growth, but ongoing improvements to the aging collection system are needed. The Leadville Sanitation District operates a wastewater-treatment plant (WWTP) serving approximately 3,014 Equivalent Single Family Residences (EQR), which is 70% the permitted capacity of 4,300 (EQR). This means the wastewater-treatment plant meets current demand, but a future growth period could trigger the need for a significant upgrade to the existing plant or the need for a new treatment plant. Ideally, a new plant would be sited further downhill and allow for expansion of the service area.

TRANSPORTATION

Leadville is in need of an objective analysis and prioritization schedule for systematic maintenance of city streets and associated drainage and sidewalk improvements. A survey of the streets right-of-way is an important early step. The assessment would include a streets conditions rating and assign a prioritized program for surface, drainage and sidewalk improvements. 57% of respondents to the community survey said that street driving surface and drivability needs improvement.

FIGURE 5. SATISFACTION LEVELS WITH CITY STREETS FROM COMMUNITY SURVEY RESULTS

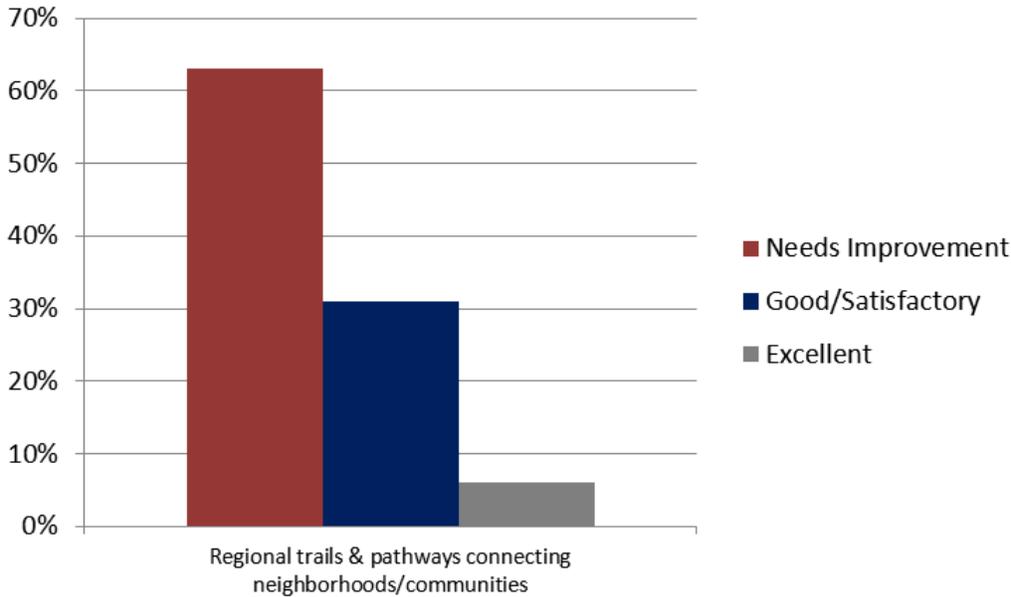


Bike and pedestrian facilities including sidewalks, street crossings and the grid-pattern streets are of critical importance. Safe crossings downtown and continuous sidewalks connecting neighborhoods in and around the City of Leadville to destinations in the city such as schools, parks, trails and downtown are all needed. Connecting Colorado Mountain College into the city and to the Lake County High School and Middle School campus is a top priority. In the long term, adding a sidewalk along the southern Highway 24 corridor is also a key improvement. Each of the streets in the city is unique and will require a unique solution, but connecting and completing sidewalks along key routes to develop a linked system will be among the most pragmatic solutions. Over half of the respondents to the community survey cited the need to improve walkability, bike friendliness and safety.

Leadville needs to work closely with Lake County to coordinate efforts to improve collector streets from the unincorporated neighborhoods around the city to major destinations in the city. Planning for a transportation system that accommodates automobiles, cyclists and pedestrians is a critical component of transportation planning in the Leadville area. Better connections into Leadville from the outlying neighborhoods will make Leadville more accessible and will help to extend the sense of community into these neighborhoods. 63% of respondents to the community survey rated regional trails and pathways connecting neighborhoods/communities as needing improvement. The community survey results speak to the need for continuous and adequate sidewalks along major pedestrian corridors and ways for

people of all ages living in the Leadville area to travel into and around the city safely on a bike or on foot.

FIGURE 6. SATISFACTION LEVELS WITH TRAILS AND PATHWAYS FROM COMMUNITY SURVEY RESULTS



Expanding bus and/or shuttle service is also an important component of planning for the future of transportation options in the county. Existing service include the Summit Stage/Lake County Link which provides commuter busses to Summit County and ECO Transit which provides commuter busses to Eagle County. Expanding these services to keep pace with future demand will be critical and there is not a local shuttle service that provides transit to destinations in Lake County. People who cannot afford an automobile, the elderly and children have no transit options to get around inside of Lake County and Leadville today.

PARKS AND RECREATION

While the city owns a handful of pocket parks, the county owns and manages nearly all the parks, recreation and trail resources in and near the City of Leadville. These are community assets and city residents pay for maintenance and enhancements of these assets, as do all county residents and visitors. The primary role of the City of Leadville in enhancing parks and recreation is to connect neighborhoods, the historic downtown, schools, public lands and visitors to these assets with bike/pedestrian infrastructure and signage/wayfinding for visitors. Ideally, the trip to a park, swimming pool or another recreation destination adds to the quality of the recreation experience. The city can also coordinate with Lake County to promote

some of the county parks, such as Ice Palace Park, as special-events venues. The city's pocket parks are underdeveloped and underutilized. These pocket parks could be great assets, breaking up the built environment and creating landscaped areas, informal play areas and places to sit and relax along Harrison Avenue and in other neighborhoods.

HEALTH EQUITY & HEALTHY FOOD ACCESS

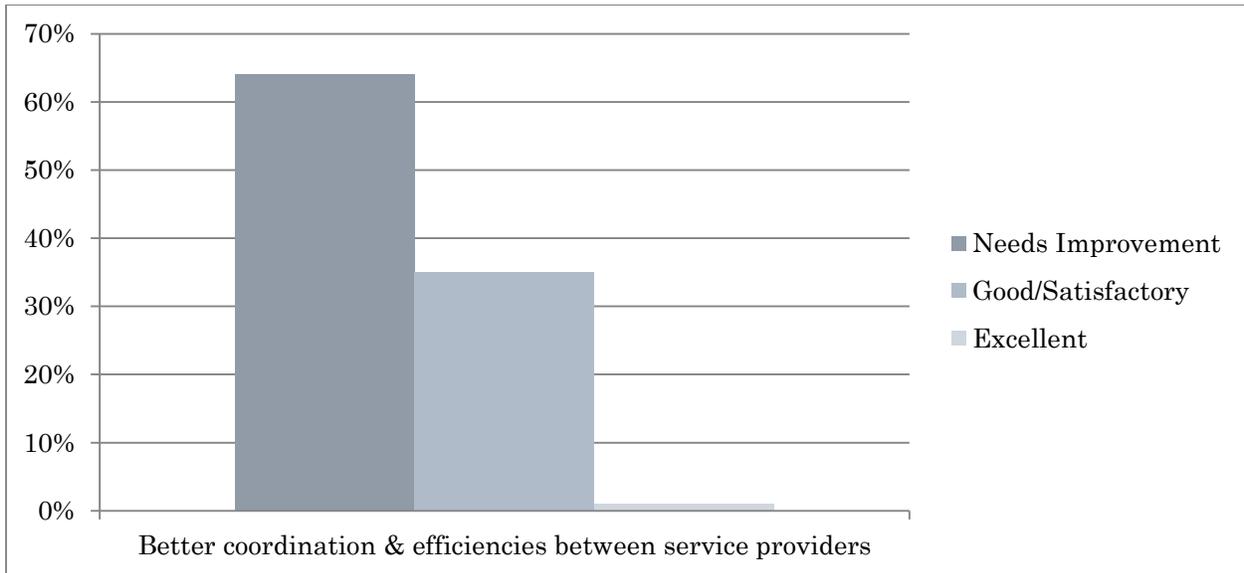
The City of Leadville recognizes and supports the work and effort of Lake County Build a Generation and partner agencies to make Leadville a healthier place. In 2013, the City of Leadville adopted the non-profit LiveWell Resolution, identifying the need to develop policy and support health equity and healthy food access. LiveWell Leadville's vision is that Leadville's residents work to reimagine Leadville and Lake County as a community with unique opportunities to live a healthy lifestyle.

INTERGOVERNMENTAL COORDINATION

As future growth occurs in Leadville and unincorporated Lake County, the extension and ongoing maintenance of critical infrastructure will be paramount. In order to plan for and finance the construction and maintenance of such capital-improvement projects, the governmental and quasi-governmental entities providing public infrastructure and services may want to create and further define intergovernmental relations. The community survey shows that over 60% of respondents feel that intergovernmental cooperation needs improvement. Informal coordination among the county, the city and the Parkville Water District and Leadville Sanitation District has occurred for many decades. The Comprehensive Plan offers a graduated approach to formalizing intergovernmental coordination, beginning with services.

Intergovernmental coordination has improved considerably during recent years and there needs to be a continuing commitment among city staff and officials to continue to achieve increasing levels of coordination in the future.

FIGURE 7. SATISFACTION LEVELS WITH INTERGOVERNMENTAL COORDINATION FROM COMMUNITY SURVEY



Quality local public schools and higher education institutions are a key component of the economic strength of the community and the appeal for prospective residents and businesses. School performance is tied to family economic circumstances and is strongly related to the level of participation in education by parents both at home and in the schools. Building a strong base of support around families and youth is a key component of the future sustainability and appeal of the community and the performance of students in school. Leadville will continue to support the efforts of the nonprofits and community organizations that support youth and education.

FUTURE LAND USE PLAN

The Future Land Use Plan is a geographic and thematic representation of the direction for physical planning. This critical component of the Comprehensive Plan is a tool to help the community arrive at a future of its own making. The Future Land Use Plan is advisory in nature, laying the foundation for making changes to zoning in the future, but it is neither zoning nor a zoning map. The Future Land Use Plan does not restrict existing or vested uses.

Future Land Use Plan designations set the general direction for the development of land in the future. Together, the Future Land Use Plan designations and map provide an additional layer of detail and clarity to guide implementation of the goals and strategies contained in Chapters 2 and 3. The following approach guided the development of the Future Land Use Plan:

- Enhancing downtown Leadville as the historic and pedestrian-oriented heart of the community and the economic engine for the city and creating an environment where people can live downtown and add to its vitality.
- Balancing housing and commercial development so that people can live and work in Leadville.
- Re-establishing the vitality of the historic commercial and mixed-use block east and west of Harrison Avenue.
- Encouraging infill and redevelopment in the residential neighborhoods in the historic town site and creating diversity in housing types.
- Building on the neighborhood character, efficiency, convenience and pedestrian/bike friendliness offered by the historic streets and alleys grid.
- Improving the vitality, visual appearance and bike/pedestrian facilities along the southern Highway 24 corridor.
- Promoting Leadville’s historically mixed-use neighborhoods along Chestnut and Elm Streets as economic assets for small businesses.
- Promoting retail and restaurants that serve both local residents and visitors and augmenting the inventory of in-town businesses that serve day-to-day needs of residents.

Chapter 4 – Future Land Use Plan combines these elements into a map with property-specific designations that synthesize all of these elements.

APPENDICES

APPENDIX 1 ECONOMIC AND DEMOGRAPHIC PROFILE

The Economic and Demographic Profile contains baseline data used to inform the dialogue throughout the planning process. This summary includes economic and demographic characteristics and other information that is useful for planning for future growth.

APPENDIX 2 COMMUNITY SURVEY RESULTS

The community survey was conducted during the Comprehensive Plan process to gain a broad spectrum of opinions, satisfaction levels, preferences and aspirations for the future. The survey results were processed in combination with extensive one-on-one communications, meetings and community events to develop a rounded view of what changes the community would like to see in the future and what things people value today and do not want to change.

APPENDIX 3 LAND USE AND DEVELOPMENT CODE ASSESSMENT

The code assessment provides the city with a road map of code amendments that are necessary to implement the growth and land use policy and guidance contained in the Comprehensive Plan. The code assessment includes a detailed account of amendments that would implement the Future Land Use Plan and a series of amendments that are needed to better organize the code and make it more user-friendly.

CHAPTER 2

VISION

Increasing economic self-sufficiency is the most important component of the vision for a diverse and sustainable economy. A healthy balance between businesses and residents will make Leadville and Lake County more self-sufficient because people can meet daily needs and live and work in Leadville and Lake County. The most effective way to spur positive economic change is by empowering individuals to create new or broader livelihoods in a business-friendly atmosphere with quality core infrastructure, services, schools and higher-education institutions. Continuing to create alignment between economic development organizations, citizens, special districts, educational institutions and government will establish momentum for innovation and prosperity. Efforts are underway and the community is building intergovernmental coordination. The Leadville Lake County Economic Development Corporation (LLCEDC) is the most prepared organization to lead the charge on economic development, and other organizations, or a successor organization, may serve this role in the future. As one of the entities contributing resources to the LLCEDC, the City of Leadville will need to continually evaluate the programs and measurable economic outcomes achieved by the LLCEDC. The LLCEDC mission is to be the leading catalyst for business success by helping to retain and expand the economic base in Leadville and Lake County. LLCEDC works with the county and city and other organizations and special districts to develop strategies to diversify the local economy while continuing to support existing businesses.

One of the fundamental roles for the city in furthering economic growth is to maintain and plan for improvements to the city's core infrastructure. Fiscal constraints have limited the city's ability to fund improvements and the city will need to continue working with partners to identify feasible strategies to pay for infrastructure improvements and maintenance.

The rivers, valleys, mountains and the heritage still visible on the landscape are the community's most fundamental assets. Stewarding and enhancing these core assets and promoting Leadville and Lake County as a year-round destination for integrated heritage and recreation visitors is an essential strategy for achieving a sustainable economy. These same assets that make Leadville and Lake County a great place to visit also make it a great place to live and work that can attract new residents and businesses. Marketing these assets as part of a mountain lifestyle will

attract new businesses and diversify the economic base. The high elevation and mountain geography are economic assets by themselves for select industries.

ECONOMIC GROWTH ELEMENT

GOALS AND STRATEGIES

INTRODUCTION

The purpose of the Economic Growth Element component of the Comprehensive Plan is to increase the effectiveness and efficiency of economic development efforts in Leadville and Lake County by articulating a set of unified and focused strategies. With the available resources among the public and private sectors, the plan can be used to focus investments of time, energy, infrastructure and other physical assets. This plan element is intended to provide a path towards sustainable economic growth and relies on coordination among all the groups, private and public, that will be working on economic development now and in the future.

This plan element centers on a set of focus areas, each with general goals and specific strategies:

- ***Business Support*** – Building from what is already in Leadville and Lake County is a core strategy for expanding livelihoods. Local business development and support for existing businesses are critical components of economic development. This strategy includes programs to retain existing businesses, start-up support, business expansion assistance, employee training programs and research and outreach to better understand the business base and identify the resources businesses need to thrive.
- ***Downtown Support and Revitalization*** – Leadville’s historic downtown is one of the community’s greatest assets. The historical backdrop creates pride for residents and is a draw for visitors. The Comprehensive Plan builds on and incorporates the 2014 Downtown Assessment by Downtown Colorado Inc., which provides a foundation for improving and capitalizing on the charm and unique character of the historic town core, developing strategies that harness and enhance existing assets, and encouraging appropriate and sensitive redevelopment and infill. The Leadville Historic Preservation Commission serves a

critical role in preserving and restoring historic structures and landmarks and in ensuring that future development relates to and respects the historic context of downtown.

- ***Local Government Role in Physical Asset Development*** – Economic development rests on investments in and maintenance of the community's physical assets. Downtown Leadville, the trail/pathway system, core infrastructure (sewer, water, streets), and other public assets all relate to the activities and planning of the city and county governments and define their roles in economic development.
- ***Tourism Marketing*** – The Leadville and Lake County community has established its own recreation and heritage tourism industry and many residents' livelihoods are tied to it. Tourism is an important industry by itself, but it also attracts people to the area, some of whom eventually become permanent residents and business owners. Tourism helps the economy by bringing outside money into Leadville and Lake County and by showing visitors local assets. Tourism marketing needs to be strategic, aimed at increasing awareness of the Leadville destination, capitalizing on mining heritage and museums and recreation opportunities, increasing shoulder-season visitation, and increasing overnight visitation and length of stay. The Lake County Tourism Panel oversees tourism marketing and must continue to improve and centralize tourism marketing efforts, with a unified marketing website, smart-phone and tablet apps, and deliberate marketing that targets specific interests, such as heritage, winter recreation, cycling, off-highway-vehicle touring, fishing, hunting and peak-bagging. Marketing requires periodic monitoring to test whether a marketing strategy is effective in attracting visitors, especially during the winter and shoulder seasons.
- ***Attract New Businesses That Build the Economic Base*** – There is a need for a business-recruitment strategy that builds on Leadville's and Lake County's strength and physical geography. Active recruitment will require identifying those sectors that could benefit from Leadville's setting and assets and then development of promotional materials that characterize the competitive advantages of Leadville and Lake County for target industries.

A central purpose of the economic development plan element is to synthesize and offer a comprehensive view of the economic development efforts that are already underway in Lake County and Leadville. Economic development happens when

resources and market conditions align for businesses to expand their livelihoods. Achieving this requires wise leadership and the day-to-day persistence of professional staff. The concepts, goals and strategies contained in this plan element are a synthesis of ideas garnered from written materials and communications with the economic development core team in Lake County and Leadville (see below). Additionally, Lake County and the City of Leadville hosted the Economic Development Summit, well-attended by economic development representatives, local government staff and leadership, and business leaders. During this event the consulting team clarified the roles of each economic development organization and the roles of the city and county. The economic development core team includes:

- ***Lake County Tourism Panel*** – Sources contributed include 2013 Vision Report and Marketing Plan
- ***Leadville Lake County Economic Development Corporation (LLCEDC)*** – Sources contributed include meeting notes, slideshows, strategic-plan outline, organization bylaws and mission statement.
- ***Leadville Lake County Chamber of Commerce*** – Sources include a statement of organizational goals, responsibilities and current and future projects.

Local governments, service districts and other entities also play major roles in economic development, but because these three organizations are the entities specifically oriented towards expanding local livelihoods and establishing a sustainable economy, they represent the core team.

BUSINESS SUPPORT

INTRODUCTION

Local business development and support for existing businesses across the spectrum of sectors are critical components of economic development. Support for local start-ups and existing businesses that want to expand, make a transition, or connect to the public, or that need financial and technical resources is a critical component of the overall economic development strategy. The Leadville Lake County Economic Development Corporation (LLCEDC) is the current clearinghouse of business resources and assistance designed to meet the needs of all businesses in Lake



TRAIN STATION

County, from the first-time entrepreneur to the established business owner. Within the planning horizon of this plan, other organizations may fill this role. Currently, the LLCEDC provides training and workshop opportunities for both entrepreneurs and small businesses on numerous topics, all designed to help these businesses remain productive and successful. In addition, the LLCEDC offers one-on-one assistance to entrepreneurs and business owners to discuss issues related to start-up and expansion, including business planning, financing options, and management strategies. It is critically important that the LLCEDC's funding partners remain active and engaged and continually evaluate the effectiveness and outcomes of the LLCEDC to ensure that economic development resources result in tangible economic growth outcomes.

GOALS AND STRATEGIES

GOAL 2.1 – RETAIN EXISTING BUSINESSES ACROSS ALL SECTORS AND HELP THEM ADAPT AND EXPAND.

Strategy A – Establish a local business retention program to identify issues and to help local businesses succeed and grow.

Strategy B – Provide business expansion assistance.

Strategy C – Support balanced and responsible natural resource development and mining reclamation that is consistent with community goals, benefits the local community in the long term, and generates revenues for public service providers to help pay for public infrastructure improvements needed to achieve more economic diversity.

GOAL 2.2 – BETTER UNDERSTAND THE BUSINESS BASE AND IDENTIFY THE RESOURCES NEEDED TO PROVIDE ASSISTANCE FOR SUCCESSFUL RETENTION, EXPANSION, CREATION AND ATTRACTION OF JOBS AND TO PROMOTE ECONOMIC DEVELOPMENT RESOURCES TO BUSINESSES.

Strategy A – Survey businesses to discover financial and technical needs.

Strategy B – Promote business support services to the business and entrepreneur community.

Strategy C – Provide information on microloan funding for small businesses.

Strategy D – Partner with Colorado Mountain College and the Colorado Workforce Center to develop workforce and entrepreneurial training programs that target the specific workforce needs in Lake County and promote these programs to businesses, entrepreneurs and public services such as public schools.

HISTORIC DOWNTOWN

INTRODUCTION

The Historic Downtown Core of Leadville is one of the city’s greatest assets. The city possesses some of the most representative and best-preserved architectural examples of mining heritage in the state. These buildings and the compact development pattern tell a story of where Leadville and its people came from, and the preservation of this precious resource is an important economic development goal.

Capitalizing on these resources by improving and maintaining assets



HARRISON AVENUE

within the historic core will pay dividends in the form of increased heritage tourism and momentum for a long-term strategy for enhancing the downtown.

Downtown enhancement has the capacity to create jobs, incubate small businesses, maintain property values, and increase the community’s options for goods, services and entertainment. Most important, a healthy downtown will become a symbol of pride for the community, establishing identity and exhibiting its history. Downtown enhancement requires both public and private investment, and a long-term commitment by the community.

GOALS AND STRATEGIES

GOAL 2.3 – PROVIDE SUPPORT AND RESOURCES TO ENSURE THE PRESERVATION AND MAINTENANCE OF HISTORIC STRUCTURES AND LANDMARKS IN THE DOWNTOWN CORE.

Strategy A – Work with the Historic Preservation Commission to develop a long-term strategy and funding sources (local, state and federal) to provide for financial assistance for property owners to pursue historic preservation efforts.

GOAL 2.4 – WORK WITH THE HISTORIC PRESERVATION COMMISSION TO ENSURE THAT THE REDEVELOPMENT AND INFILL IN THE HISTORIC DISTRICT ARE CONSISTENT AND DO NOT COMPROMISE THE INTEGRITY OF EXISTING HISTORIC VALUES.

Strategy A – Condense elements from the Historic Development Guidelines that pertain to redevelopment into concise standards listing specific parameters about scale, height, materials, colors, uses, architectural style, parking and other physical planning guidance to guide consistent and sensitive redevelopment in the Historic District.

GOAL 2.5 – CONTINUE TO PURSUE EFFORTS FOR STREETSCAPE BEAUTIFICATION AND IMPROVEMENTS TO TRANSPORTATION INFRASTRUCTURE ENHANCING CONNECTIVITY AND PEDESTRIAN CIRCULATION IN THE DOWNTOWN CORE.

Strategy A – Initiate a downtown revitalization plan to provide physical planning guidance for the public realm detailing implementation steps for the following sub-strategies:

- Develop and maintain streetscape elements such as planters, benches, and signage
- Reuse existing vacant downtown parcels for passive enjoyment, entertainment, seating areas and public gathering areas.
- Gather partners to implement a public art program promoting art by placing sculptures, murals and art downtown, featuring local artists.
- Improve gateway signage at the north and south entrance to the City and develop tourist-oriented directional signage and wayfinding to locations of historic sites, parks and recreation facilities, open space, trail connections and cultural resources.
- Identify specific origins and destinations that lack adequate pedestrian connectivity infrastructure and prioritize and implement the needed improvements.
- Work with Colorado Department of Transportation to design traffic-calming features that are appropriate for Leadville to slow traffic on Harrison Avenue downtown and provide a safe and inviting environment for bikes and pedestrians.
- Become a Colorado Main Street Community under the Downtown Colorado Inc. Main Street Program.

LOCAL GOVERNMENT ROLE IN PHYSICAL ASSET DEVELOPMENT

INTRODUCTION

Local government plays a major role in the quality of life in Leadville and Lake County and will continue to serve as an important component of the economic development strategy. The city and county together are responsible for many of the necessary conditions for economic development: core infrastructure, ownership and management of amenities/attractions, core services such as law enforcement and fire safety, and regulation and management of land use and physical development (also see Chapter 3 - City Assets and Core Infrastructure).

GOALS AND STRATEGIES

GOAL 2.6 – PROVIDE CORE INFRASTRUCTURE TO SERVE EXISTING RESIDENTS AND BUSINESSES AND TO FACILITATE GROWTH AND EXPANSION: TRANSPORTATION, WATER, SANITATION AND COMMUNICATIONS (ALSO SEE CHAPTER 3 - CITY ASSETS AND CORE INFRASTRUCTURE)

Strategy A – Ensure future capacity for water, wastewater, and transportation infrastructure in the Leadville area.

Strategy B – Establish development review standards in the Land Use and Development Code that require applicants for communications towers to provide for co-location by offering tower space for lease to other communications companies.

Strategy C – Encourage competition among broadband and cellular communications companies by pursuing both local and larger scale providers.

GOAL 2.7 – ENHANCE AND DEVELOP LIFESTYLE, TOURISM, AND RECREATION ASSETS. (ALSO SEE CHAPTER 3 - CITY ASSETS AND CORE INFRASTRUCTURE)

Strategy A – Build and improve trails and pathways designed to connect communities to each other and to the region and attract year-round recreation visitation.

Strategy B – Improve safety, connectivity and convenience for cyclists and pedestrians in Leadville and in the city periphery.

Strategy C – Prioritize pedestrian corridors and crossings along Harrison Avenue and the commercial corridors along Highway 24.

Strategy D – Preserve and enhance historic and cultural assets.

Strategy E – Maintain and enhance the visitor infrastructure: restrooms, wayfinding/signage, parking, public parks, and public gathering places.

GOAL 2.8 – DEVELOP FAIR, CLEAR, AND CONSISTENT DEVELOPMENT REGULATIONS AND TIMELY PROCESSES FOR LAND USE AND BUSINESS PERMITTING.

Strategy A – Revise the City of Leadville development codes to implement the Comprehensive Plan and create user-friendly, easily navigated standards, procedures and definitions.

Strategy B – Review business and special events permitting standards and procedures and revise to establish more clarity and consistency and to shorten the length of time and/or number of steps required for the review/approval process. Consider developing a multi-year permit option for established special events.

TOURISM MARKETING AND VISITOR SERVICES

INTRODUCTION

Leadville and Lake County have established their own heritage and recreation tourism industry and many residents' livelihoods are tied to it. With Vail and Summit County a short drive over either pass, Leadville/Lake County has had to define its own niche as an historic and equally beautiful place that is more easy-going, less crowded and more affordable.

Tourism is not only an important industry by itself, but it brings people to the area, some of whom eventually become permanent residents and business owners. Tourism helps the economy by bringing outside money into Leadville and Lake County and by showcasing Leadville and Lake County to other areas. Tourism marketing needs to be strategic, targeting user groups that are most likely to visit or return.

The Lake County Tourism Panel volunteers to facilitate the development of tourism marketing materials and programs and is funded by county lodging tax revenues. Its mission is to "attract visitors for overnight stays in Leadville and Lake County".

The Leadville/Lake County Chamber of Commerce operates the Visitors Center. Its role in tourism development is to connect visitors to the recreation, heritage and visitor services that are available. The Chamber of Commerce also serves as a business advocate and resource for Leadville and Lake County businesses, represents business interests in the community, and compiles and distributes



LUNCH IN THE SHADE AT THE COURTHOUSE

information pertinent to local businesses. The chamber also facilitates business-to-business contacts and networking, as well as organizing and promoting events and community assets to locals and visitors.

GOALS AND STRATEGIES

GOAL 2.9 – INCREASE OVERNIGHT VISITATION AND INCREASE AWARENESS OF THE LEADVILLE DESTINATION.

Strategy A – Establish and implement an annual tourism marketing plan.

Strategy B – Maintain and grow visitation to one consolidated and frequently updated portal website.

Strategy C – Maintain a one-stop shop for visitor phone calls and email inquiries about trip planning.

Strategy D – Target the regional drive market.

Strategy E – Steward the tourism-promotion funds from lodging tax revenues and leverage other funding and partnerships to maximize local resources for tourism marketing and to develop and advertise a Leadville and Lake County brand.

Strategy F – Pool resources with tourism partners to fund a staff person charged with implementing the recommendations of the Lake County Tourism Panel.

GOAL 2.10 – CAPITALIZE ON THE HERITAGE ASSETS TO ATTRACT VISITORS AND ENRICH THE VISITOR EXPERIENCE.

Strategy A – Support historic preservation efforts to sustain heritage assets.

Strategy B – Increase visitor counts, sales opportunities, and marketing potential at museums and local attractions by enhancing and expanding the Museum Passport program.

Strategy C – Support and work together with museums to extend the season they are open to the public.

GOAL 2.11 – INCREASE SHOULDER-SEASON VISITATION, WORKING INCREMENTALLY OUTWARD FROM THE PEAKS.

Strategy A – Encourage and promote special events during the off-season.

Strategy B – Support development of wintertime and off-season recreation assets.

Strategy C – Work in partnership with trails groups to develop a central web portal and accompanying smart-phone apps that map, describe and promote trails for all seasons while emphasizing the inventory of groomed winter trails.

GOAL 2.12 – EXTEND THE LENGTH OF STAY AND ENCOURAGE REPEAT VISITATION BY PROVIDING SERVICES THAT GUIDE VISITORS TO RECREATION, HERITAGE SITES, AND HOSPITALITY BUSINESSES.

Strategy A – Develop and distribute maps and promotional materials to guide tourists to attractions and businesses.

Strategy B – Grow visitation to the Visitor Center and increase awareness and visibility of it by improving the facility itself and expanding the services it offers and promoting these services to visitors.

Strategy C – Encourage variety and creativity in special events that appeal to tourists and locals alike, such as outdoor music, heritage events and outdoor sports competitions while avoiding event saturation during the busiest times of year.

Strategy D – Work with the Mining Hall of Fame Museum to better manage, maintain, utilize and promote the convention center.

Strategy E – Conduct an event impact study that evaluates the tradeoffs between economic benefits and costs to city government and impacts on quality of life for local residents.

ATTRACT NEW BUSINESSES THAT BUILD THE ECONOMIC BASE

INTRODUCTION

Leadville needs to maintain partnerships with Lake County and with state, federal and non-profit economic development entities and develop a realistic business recruitment strategy centered on promoting the small-town and mountain lifestyle to businesses that fit the geography and culture. From an economics standpoint, the goal is to accumulate more businesses that serve markets outside of the county and that add to the overall wealth in the community by bringing money in from the

outside. Targets include businesses that are inherently mobile, such as telecommuting businesses, light manufacturing, professional services, research and design firms, and businesses that can provide clients in nearby resort communities with on-site services.

Target businesses may also be specifically attracted to Leadville's high-elevation geography. For example, businesses related to outdoor equipment research and design, medical research, aviation and mountain science/engineering should be prime targets. Businesses that provide goods and services to customers outside of the county funnel new dollars into the local economy and act as economic drivers.

Once here, those businesses need to be nurtured so that they can grow and hire local talent (see Business Development). Lifestyle, affordability, and availability of commercial and industrial real estate are all assets that can be promoted regionally and nationally.

Leadville has historic mixed-use neighborhoods on the side streets near Harrison Avenue and along Chestnut and Elm Streets and the southern Highway 24 commercial corridor that offer a unique and easily accessible setting for new or expanding businesses. An inventory of turn-key properties and those needing restoration would be a good way to communicate the potential for starting or expanding a business in Leadville.



LOCAL BUSINESSS ON HARRISON AVENUE

GOALS AND STRATEGIES

GOAL 2.13 – TARGET AND RECRUIT BUSINESSES AND ORGANIZATIONS THAT CAN LOCATE IN LEADVILLE AND LAKE COUNTY BASED ON LIFESTYLE OR THAT CAN CAPITALIZE ON THE HIGH-ELEVATION GEOGRAPHY AND PUBLIC LANDS.

Strategy A – Characterize the competitive advantages of the local lifestyle compared to other communities that offer similar assets and lifestyles and document the advantages in promotional materials.

Strategy B – Inventory the available commercial and industrial real estate, utilize the Office of Economic Development and International Trade "In-Site" tool to market these sites.

Strategy C – Identify target industries and businesses that fit with the local lifestyle and mountain geography and market the local lifestyle, environment and economic assets to these businesses and industries. Examples:

- E-commerce and telecommuting
- Recreation equipment research and design and manufacturing
- Mountain science and engineering
- High-altitude training
- Aviation
- Outdoor education
- Telecommuters/lone eagles

Strategy D – Implement low-cost marketing to promote Leadville and Lake County’s physical assets and lifestyle advantages to target industries.

- Inventory physical assets and core infrastructure (water, sanitary sewer, transportation, communication, energy utilities, recreation, community facilities, events venues and other assets) and promote these assets to existing and prospective businesses.
- Interview mobile entrepreneurs who have located in Leadville and Lake County to inquire about their motivations for moving or starting a business here.
- Create a booklet showing how economic development partners can assist business start-ups.

Strategy E – Develop a long-term economic development plan that incorporates recruitment and promotion strategies and identifies funding and partnerships for implementation.

Strategy F – Explore options for financial incentives for prospective, new or expanding businesses that meet defined thresholds for job creation, capital investments and public infrastructure. These could include sales-tax increment financing or tax rebates tied to long-term commitments from the business to ensure that the incentives accomplish their goal and do not cost the city in the long run.

Strategy G – Evaluate the inventory of city-owned land and identify land that could be developed for economic development purposes, prioritize the best sites and master-plan these sites, and potentially develop infrastructure, building shells and other assets that would attract business and investment.

DIVERSITY IN HOUSING TYPES

GOAL 2.14 – PROMOTE THE DEVELOPMENT OF DIVERSITY OF HOUSING TYPES PROVIDING FOR RESIDENTS WITH DIFFERENT ECONOMIC AND HOUSING NEEDS AND GIVING LEADVILLE AND LAKE COUNTY EMPLOYEES THE OPPORTUNITY TO LIVE AFFORDABLY CLOSE TO WHERE THEY WORK.

Strategy A – Review the city zoning districts to ensure that current and future zoning districts are available that allow a variety of housing types and densities and that result in lower per-unit land and development costs and make new housing more affordable.

Strategy B – Encourage mixed-use development with direct connections from housing to commercial and employment areas.

Strategy C – Encourage housing in the upper stories downtown.

Strategy D – Work with regional, state and federal housing entities and developers to prepare for an aging population with a housing supply serving age cohorts ranging from recent retirees to the elderly.

Strategy E – Work with regional, state and federal housing entities and developers to expand the inventory of affordable rental housing in and near Leadville.

Strategy F – Work with local, regional, state and federal housing organizations to establish a supply of housing for special-needs populations: veterans, disabled individuals, single mothers, and the elderly.

Strategy G – Evaluate affordable housing needs based on the HUD affordability standard: housing expenses including rents, mortgage and utilities should not cost more than 30% of household income.

CHAPTER 3



VISION

Investments in infrastructure that improve quality of life and support commerce will have a significant economic impact by making it possible for existing businesses to expand and by increasing the overall appeal of Leadville and Lake County to employers. The city, county and special districts will work in partnership with state and federal agencies to provide financially sustainable infrastructure and core services that serve the needs of the community.

Basic infrastructure components such as water, sanitation, roads, trails, sidewalks, law enforcement, fire protection, ambulance services and recreational amenities are fundamental components of day-to-day health and quality of life. Enhancements to bike and pedestrian facilities will increase transportation and recreation options, entice tourists to get out of their cars and explore, cut emissions and reduce the demand for paved parking areas. Maintaining the fiscal soundness of the city and county governments and their public service partners through current and future economic cycles is of utmost importance for achieving community goals and maintaining health and quality of life.

TRANSPORTATION NETWORK

GOAL 3.1 – ESTABLISH A LONG-TERM MASTER PLAN FOR SYSTEMATIC MAINTENANCE AND REPLACEMENT OF THE TOWN STREETS AND TO BETTER MANAGE THE STREETS RIGHTS-OF-WAY.

Strategy A – Complete a streets and drainage master plan that is carefully coordinated with Leadville Sanitation District and Parkville Water District that will provide objective information and priorities.

- Complete survey, location and mapping of the city streets rights-of-way
- Traffic counts and street classification (local streets, collector streets, and arterials)
- Streets condition ratings
- Specified surface treatments

- Requisite storm drainage infrastructure, curbs and sidewalks and concurrent improvements to water and sewer lines
- Prioritization and phasing

Strategy B – Work closely with Lake County to coordinate efforts to improve collector streets from the unincorporated neighborhoods around the city to major destinations in the city.

Strategy C – In the areas of vacant land adjacent to the City of Leadville Historic Town Streets Grid and along the northeast corner of the city near the Poverty Flats area, extend the streets grid so that future development extends and builds on the small-town form.

GOAL 3.2 – SUPPORT THE CONNECTION OF THE NEIGHBORHOODS IN AND AROUND THE CITY TO MAJOR DESTINATIONS SUCH AS SCHOOLS, THE DOWNTOWN CORE, PARKS AND COMMUNITY FACILITIES.

Strategy A – Coordinate with the county as it makes plans to rebuild and install sidewalk along Mt. Massive and to improve the sidewalks along James Street and connections to the Mineral Belt Trail.

Strategy B – Utilize the very wide street right-of-way on Harrison Avenue for a parallel pathway or pedestrian/bike lane connecting the unincorporated neighborhoods to the north to Downtown.

Strategy C – Maintain, improve and complete the gaps in the sidewalks on 6th Street from the school campuses to Harrison Avenue and along McWethy Drive.

Strategy D – Complete the gaps in the sidewalks along 4th and 5th Streets from Leiter Field to Harrison with a safe pedestrian crossing at Harrison Avenue.

Strategy E – Connect Colorado Mountain College to the Historic Town Streets Grid with a detached pathway or bike/pedestrian lane and a safe highway crossings.

Strategy F – Formalize the access and develop a formal trail or stairs up the hill to 6th Street near Leiter Field where the current dirt path is located and incorporate a safe pedestrian crossing.

Strategy G – Adopt a major streets plan pursuant to C.R.S 31-23-213 to guide streets development in future annexation areas.

GOAL 3.3 – SUPPORT LAKE COUNTY’S EFFORTS TO CONNECT THE CITY TO NEIGHBORHOODS AND DESTINATIONS IN THE UNINCORPORATED COUNTY AND TO THE REGION WITH BIKE AND PEDESTRIAN PATHWAYS, BIKE/PEDESTRIAN LANES, SIDEWALKS AND OTHER SUCH FACILITIES.

Strategy A – Establish pathways and/or bike/pedestrian routes to connect the mobile-home parks to the City of Leadville.

Strategy B – Investigate the feasibility of adding a bike/pedestrian lane along Mountain View Drive during the design phase of upgrades to the roadway.

Strategy C – Complete and upgrade the pathway along County Road 4, connect safely to the town streets and sidewalks, and extend it further west.

Strategy D – Connect the Mineral Belt Trail, Leadville and its surrounding neighborhoods to the planned regional pathway and trails system.



MINERAL BELT TRAIL

GOAL 3.4 BALANCE AUTO ACCESS WITH OBVIOUS AND CONVENIENT ACCESS FOR PEDESTRIANS AND BIKES ALONG THE HIGHWAY 24 COMMERCIAL CORRIDORS ALONG THE NORTH AND SOUTH ENTRANCES TO LEADVILLE.

Strategy A – As the Highway 24 commercial corridors along the north and south entrances to Leadville continue to develop, amend the land use code and seek funding from state and federal transportation agencies to establish sidewalk(s) or a parallel pathway along these corridors.

Strategy B – Consolidate driveways onto state highways, especially along the highway commercial areas on the north and south edges of Leadville to allow more continuous sidewalk.

Strategy C – Work with CDOT to improve, maintain and enforce safe highway crossings for neighborhoods, schools and throughout downtown.

GOAL 3.5 – PLAN FOR AND SECURE PARKING FOR PEAK SEASON IN THE DOWNTOWN AREA.

Strategy A – Work with businesses to develop options for consolidated parking in shared parking lots.

Strategy B – Pursue opportunities to purchase vacant lots downtown for public parking.

Strategy C – Better utilize the streets rights-of-way to accommodate more parking downtown and consider diagonal parking where the right-of-way is wide enough to accommodate it and where curb and gutter are available.

FIGURE 3.1 –PEDESTRIAN AND BIKE CORRIDORS

WATER AND SANITARY SEWER

WATER SERVICE:

PARKVILLE WATER DISTRICT SERVICE AREA

The City of Leadville and various areas within the city periphery receive domestic-water service from Parkville Water District. The district operates and maintains the Evans Gulch Water Treatment Plant and approximately 32 miles of distribution infrastructure. The district utilizes raw water supplies from three Evans Gulch reservoirs, the Canterbury Tunnel well, and wells located within the East Fork of the Arkansas River basin. Currently, the district is unable to utilize water rights located within Iowa Gulch and Empire Gulch without significant infrastructure investments.



LAKE COUNTY SWIMMING POOL – A WATER USER

Historically, the district has experienced line freezing, but has been able to minimize line freezing and increase supply by constructing the Canterbury Tunnel well, which is capable of producing 950,000 gallons/day of water at a temperature around 50 degrees. Recently, the district has begun identifying areas of leakage and has taken steps to mitigate system loss. As future growth occurs both in the existing district service area and in nearby serviceable areas, the district will likely need to address system dependability issues by looping supply mains, expanding treatment capacity and storage, stabilizing service line pressures, developing a source of backup power supply for the Evans Gulch Water Treatment Plant, and securing additional senior water rights in order to offset supply shortages that may occur during critically dry years.

EXISTING CAPACITY ASSESSMENT:

- Serving 5,400 residents via 2,500 taps
- Meets current demand of 1,312 ac. ft.
- Can meet projected 2040 demand of 3,163 ac. ft.

- Evans Gulch Water Treatment Plant is designed to treat 2 million gallons per day (2 MGD); current demand is approximately 1.15 MGD
- Evans Gulch Tank and Carbonate Hill Tank combine for 1.5 million gallons of treated water storage
- No material water quality violations in 30 years
- Lack of infrastructure to deliver unused water rights in Iowa Gulch (11.737 cfs)

GOALS AND STRATEGIES

GOAL 3.6 – MAINTAIN AND ENHANCE THE CAPACITY AND RELIABILITY OF THE TREATED WATER SUPPLY:

Strategy A – Develop a backup power supply for the Evans Gulch Water Treatment Plant.

Strategy B – Expand the Evans Gulch Water Treatment Plant to treat 3 MGD.

Strategy C – Develop water rights and raw water delivery infrastructure in Iowa and Empire Gulch and construct a water treatment plant and storage in Iowa Gulch.

Strategy D – Upgrade the Arkansas well field.

GOAL 3.7 – MAINTAIN THE TREATED WATER DISTRIBUTION SYSTEM AND PLAN FOR IMPROVEMENTS TO EXPAND THE CAPACITY TO SERVE INFILL DEVELOPMENT AND FUTURE DEVELOPMENT AREAS.

Strategy A – Replace and upsize water mains and service lines to increase distribution-system capacity and increase storage capacity to improve pressure and supply for fire flow.

Strategy B – Continue to make distribution-system repairs to stop system leakage and supply loss.

Strategy C – Relocate lines along West 2nd Street, Chestnut Street and Elm Street to street rights-of-way that are now located in alleys and private yards.

Strategy D – Develop a water conservation plan to minimize overuse of treated water supplies.

WASTEWATER SERVICE: LEADVILLE SANITATION DISTRICT SERVICE AREA

Leadville Sanitation District provides wastewater service to the City of Leadville and various areas within the city periphery. The district operates a wastewater treatment plant (WWTP) serving approximately 3,014 Equivalent Single Family Residences (EQR), which is below the permitted capacity of 4,300 (EQR). In addition, the Leadville Sanitation District Wastewater Master Plan (2000) states that the plant could be expanded to treat approximately 6000 EQR. Most of the district's older interceptor sewer lines serving the older urban core area require extensive maintenance and lack sufficient additional capacity to facilitate future growth. However, the most recently constructed lines have allowed the district to extend service into the core and city periphery and increase capacities in planned growth areas.

EXISTING CAPACITY

- The wastewater treatment plant has a permitted capacity of 4,300 EQR.
- Three of the four older interceptors have little or no available capacity for additional loads (FA, FB, and FBA lines).
- The "A" line (west end of service area) serving Matchless Estates has capacity to serve approximately 500 additional EQR.
- The new line along the old railroad right-of-way serves to relieve the three older lines and has additional capacity to serve growth at or near Poverty Flats.
- If the service area builds out at the densities projected in the 2000 plan, service loads would be approximately 7,600 EQR and would exceed the WWTP expansion capacity of 6,000 EQR.
- Expansion of the collection system to lands in the northern portion of the service area will require one or more lift stations.

GOALS AND STRATEGIES

GOAL 3.8 – ENSURE THAT WASTEWATER TREATMENT CAPACITY IS ADEQUATE TO SERVICE EXISTING COMMITMENTS AND FUTURE GROWTH IN THE LEADVILLE AREA.

Strategy A – Ensure adequate treatment and collection capacity to serve all in-district and out-of-district commitments, which total approximately 4,500 EQR.

Strategy B – Plan for and construct a minor expansion of the existing treatment plant to increase the service capacity to approximately 6,000 EQR.

Strategy C – Plan in the long term for a new higher capacity wastewater treatment plant to serve existing commitments and future developments that would be sited to allow expansion of the service area.

GOAL 3.9 – IMPROVE, MAINTAIN, AND PLAN FOR EXPANSION OF THE EXISTING COLLECTION SYSTEM.

Strategy A – Reduce ongoing maintenance by replacing older interceptors, especially the FB trunk along Mt. Massive Drive.

PARKS AND RECREATION

The county owns and manages the majority of parks, recreation and trail resources in and near the City of Leadville and the city owns and manages two parks: State Street Park and Zaitz Park. These are community assets and city residents pay for maintenance and enhancements of these assets, as do all county residents and visitors. The primary role of the City of Leadville in enhancing parks and recreation is to connect neighborhoods, the historic downtown, schools and visitors to these assets with



HUCK FINN SKATE PARK

bike, pedestrian infrastructure and signage/wayfinding for visitors. Ideally, a trip to a park, swimming pool or other recreation destination adds to the quality of the recreation experience.

GOAL 3.10 – CONNECT SCHOOLS AND NEIGHBORHOODS TO PARKS, RECREATION AMENITIES AND TRAILS WITH BIKE AND PEDESTRIAN IMPROVEMENTS.

Strategy A – Connect the Lake County Schools campus with Huck Finn Park and the ball fields. Continue those safe connections to sidewalks that link to the town grid heading east towards Harrison Avenue, along 5th and/or 6th Streets.

Strategy B – Complete the sidewalks along James Avenue and connect them with the Mineral Belt Trail and the sidewalk improvements on Mt. Massive Drive called for in the Lake County Comprehensive Plan.

Strategy C – Identify and develop priority crossings along Harrison Avenue, 9th Street and Poplar Avenue as part of a Downtown Master Plan and reference the guidance in the 2014 Leadville Downtown Assessment by Downtown Colorado Inc.

Strategy D – Continue to facilitate connectivity to the Mineral Belt Trail as a way to connect neighborhoods to each other and to recreational assets.

Strategy E – Work with the county and parks, recreation and open-space funding partners to improve parks and recreation properties and assets that are already in place.

GOAL 3.11 – PROMOTE IN-TOWN PARKS AND RECREATION ASSETS.

Strategy A – Improve gateway signage at the north and south entrances to the city and develop tourist-oriented directional signage and wayfinding to locations of historic sites, parks and recreation facilities, open space, trail connections and cultural resources.

Strategy B – Work with Lake County to support special events and family/community gatherings in the parks nearest downtown, such as Ice Palace Park, Huck Finn Skate Park, and the ice rink.

Strategy C – Better utilize the city’s pocket parks by installing irrigation and landscaping and creating informal, naturalized play areas and seating areas.

Strategy D – Work with landowners to utilize vacant parcels downtown as temporary green spaces/pocket parks until the owners mobilize to develop those parcels.

SAFETY

Since Highway 24 is also Leadville’s Harrison Avenue, it will require ongoing coordination with Colorado Department of Transportation to ensure that pedestrians are safe and comfortable to walk around Downtown Leadville. Firefighting, emergency management services and a Disaster Recovery and Preparedness Plan are in place. There is still work to do and there will always be more that can be done to make Leadville and Lake County a safe place to live and recreate.

GOAL 3.12 – PREPARE STAFF, VOLUNTEERS AND THE CITY’S PUBLIC SERVICE PARTNERS TO HANDLE THE RANGE OF EMERGENCIES AND DISASTERS THAT CAN OCCUR IN THE MOUNTAINS.

Strategy A – Coordinate with Lake County to implement the Disaster Recovery and Preparedness Plan.

Strategy B – Support recruitment and training programs for maintaining a well-trained and adequately sized force of fire and EMS staff and volunteers.

Strategy C – Continue to invest in bicycle and pedestrian facilities that allow people to get around safely without a vehicle.

Strategy D – Continue to develop and implement safety standards for special events permitting.

INTERGOVERNMENTAL COORDINATION

As growth occurs in Leadville and unincorporated Lake County, the extension and ongoing maintenance of critical infrastructure will be paramount. In order to plan for and finance the construction and maintenance of such capital improvement projects, the governmental and quasi-governmental entities providing public infrastructure and services may want to create and further define

intergovernmental relations. There are a variety of methods by which to establish intergovernmental intentions and commitments.

GOAL 3.13 – DEVELOP INTERGOVERNMENTAL STRATEGIES AND RELATIONSHIPS TO ADDRESS INFRASTRUCTURE MAINTENANCE.

Strategy A – Work with Lake County to develop service contracts and/or intergovernmental agreements to streamline infrastructure maintenance and that establish the county as the single entity providing road, sidewalk, and bridge maintenance in Lake County, including snow removal and construction of necessary improvements.

Strategy B – Contingent upon or in addition to Strategy A above, work with Parkville Water District and Leadville Sanitation District to develop a memorandum of understanding and/or intergovernmental agreements to outline strategies and/or establish baseline standards and responsibilities for roadway reconstruction and repairs resulting from water or wastewater pipeline maintenance and repairs.

Strategy C – Conduct a study that explores the legal feasibility and cost benefits and multiple alternatives for consolidating public services and infrastructure to improve efficiencies and cost effectiveness.

GOAL 3.14 – ESTABLISH INTERGOVERNMENTAL LAND USE AND INFRASTRUCTURE PLANNING EXPECTATIONS FOR FUTURE GROWTH WITHIN THE CITY OF LEADVILLE PERIPHERY AREA.

Strategy A – Establish and maintain regular meetings and communications between the county, the city, Leadville and Lake county Economic Development Corporation, Parkville Water District, Leadville Sanitation District and CDOT about long range and project specific planning for economic development and core services and infrastructure.

Strategy B – Work with Lake County to develop a memorandum of understanding to outline strategies and general land use policies, consistent with the Future Land Use Designations of this Comprehensive Plan, for areas within the city periphery.

Strategy C – Partner with Parkville Water District, Leadville Sanitation District, and Lake County to develop intergovernmental agreements that establishes growth and density caps within the service areas of each district. The agreements should be amended periodically to account for increased service capacities.

Strategy D – In the areas of vacant land adjacent to the City of Leadville Historic Town Streets Grid along the northeast corner of the city near the Poverty Flats area, extend the streets grid so that future development extends and builds on the small-town form.

GOAL 3.15 – SUPPORT EFFORTS TO IMPROVE SCHOOL PERFORMANCE.

Strategy A – Support the efforts of local non-profits to improve family economics and balance the cost of living and to provide support for families to stay in Leadville and to encourage new families to move here.

Strategy B – Support community efforts to improve public schools and expand opportunities for youth by groups and organizations such as Lake County School District, Colorado Mountain College, the Pre-Collegiate program, Lake County Build a Generation, Full Circle, Expeditionary Learning, Family Leadership Training Institute, after school programs and other organizations and community efforts.

HEALTH EQUITY & HEALTHY FOOD ACCESS

The City of Leadville supports the LiveWell Leadville (LWL) community-based initiative to increase healthy eating and active living in Leadville and surrounding Lake County. The initiative seeks to build and sustain a movement toward a healthy and active community by focusing on policy, built environment, and lifestyle changes.

GOAL 3.16- IMPROVE ACCESS TO HEALTHY FOOD.

Strategy A – Attract retailers that offer fresh fruits and vegetables at reasonable prices.

Strategy B – Allow new and support existing farmer’s markets.

Strategy D – Allow new and support existing community gardens.

Strategy E – Use the LiveWell Leadville Community Food Access Assessment and future assessments as a baseline for needed improvements.

Strategy F– Work with local food retailers to encourage healthier food choices and or encourage food nutrition to public (calories, fat content, etc.).

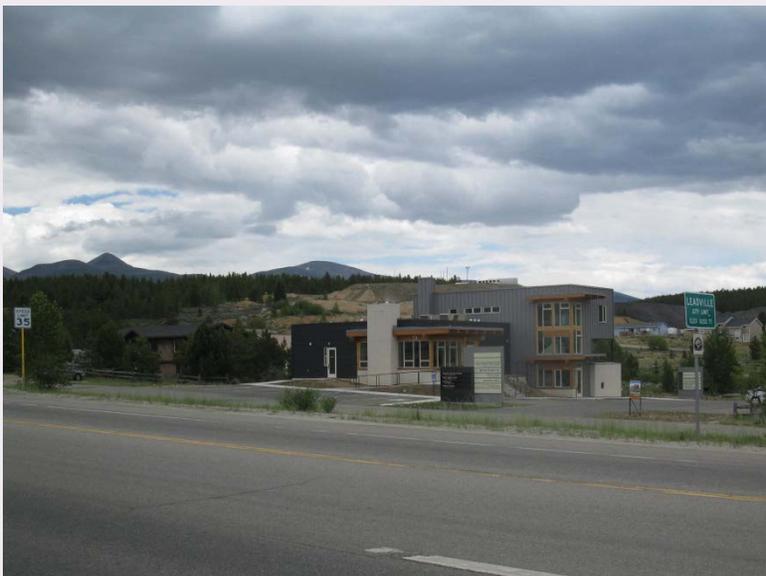
Strategy G– Support public initiatives to encourage individual food production and sustainable practices.

Strategy H– Review and update relevant zoning code and other regulations to increase opportunities for access to healthy foods, for example continued opportunities to backyard chickens, revisiting the livestock regulations, reviewing the regulations pertaining to food related cottage industry, community gardens, farmers markets, product stands, and other formats for healthy food retail.

GOAL 3.17- IMPROVE ACCESS TO HEALTHY FOOD.

Strategy A – Support local agencies and community organizations in their efforts to address and improve health and social equality.

CHAPTER 4



INTRODUCTION

The Future Land Use Plan is a geographic and thematic representation of the direction for physical planning. This critical component of the Comprehensive Plan is a physical planning tool to help the community arrive at a future of its own making. It is advisory in nature, laying the foundation for making changes to zoning in the future, but it is neither zoning nor a zoning map. The Future Land Use Plan does not restrict existing or vested uses.

VISION

There is no doubt that Leadville has the quality called ‘sense of place’ that has proven to be elusive in many communities. Sense of place is cultural identity, a personal connection to the environment we experience in everyday life. The community’s identity is tied inextricably to Leadville’s town grid pattern and compact size, the historic buildings and streets, and the views of the easily accessible mountains and mining structures around the city. The public lands and historic mining district above the city delineate a distinct geographic identity for the town. The well-loved downtown will remain the heart of the community – a thriving, historic, identifiable center of commerce, culture, civic life, and celebrations. The vision for the future is to maintain this balance between growing and evolving economically and retaining the mountain town character that attracts visitors, residents and employers and keeps businesses in town.

Leadville’s sense of place is equally defined by the diversity, authenticity, and character of the people who live here. Leadville is a place where people pride themselves on self-sufficiency, but also have a long history of helping each other,



VIEW OF LEADVILLE

both in the short term when needs arise and over the long term with a network of non-profits, volunteer groups, organizations and businesses that consistently provide help and support to people and businesses.

Pragmatic considerations about infrastructure capacity and availability direct future growth into and near Leadville. Water resources in Lake County are limited, calling for a compact development pattern with most future development occurring in and near Leadville, where water and sewer infrastructure and road networks are already in place or feasibly available. Geographic features such as the river, wetlands, railroad rights-of-way, reservoirs, viewsheds and mountains in all directions mean that future development that is somehow able to secure water rights will need to be sited and designed to work within the natural systems and infrastructure constraints. A further factor is that a more compact development pattern is more fiscally sustainable for the city, the county and their public service partners than far-flung development patterns that further strain already limited resources for roads and public services. Better utilization of the land and available infrastructure in and near the City of Leadville to accommodate future demand makes sense from a fiscal and budgetary perspective and will direct the residential development patterns and commercial uses into areas that are less environmentally sensitive and constrained by geography. Because Leadville is the heart of the county and the center of commerce and culture, future land use patterns should capitalize upon this resource, and result in new economic opportunities and revenues for the city and its public service partners.

Maintaining and enhancing pedestrian and bike mobility are among the top priorities for the community. Future improvements to the bike and pedestrian infrastructure will complete gaps, make new connections and include safe highway crossings to make Leadville an even friendlier town for pedestrians and cyclists. As the unincorporated areas in the Leadville periphery continue to develop, it will be critical to install bike lanes, pathways and other safe options for getting back and forth from existing and future neighborhoods near Leadville.

CITY FUTURE

LAND USE PLAN DESIGNATIONS

Future land use plan designations set the general direction for the development of land in the future. Together, the future land use designations and map provide an additional layer of detail and clarity to guide implementation of the goals and strategies contained in Chapters 2 and 3.

DEVELOPED RESIDENTIAL

This designation includes partially or completely built-out platted subdivisions that are unlikely to change significantly in coming decades. This designation encourages the maintenance and replacement of existing residential uses, but does not point towards a desired future that is in any way different from what is in place today.



PEDESTRIANS

HIGHWAY COMMERCIAL

This designation emphasizes convenient automobile access and parking and allows well-screened broken-up parking lots in the front as seen from the highway. Auto access is balanced with obvious and convenient access for pedestrians and bikes. Avoid monotonous block-like structures by incorporating interesting and varied façades and encourage a mountain/rustic architectural style that fits the mountain-town setting and reflects the mining heritage. This designation allows for a flexible mix of retail, restaurants, service commercial, offices and other uses aimed at attracting and accommodating customers on-site.

TOWN SITE MIXED USE

This designation covers the southern edge of the historic town site, backing the highway commercial corridor along Highway 24 south along Chestnut and Elm Streets. Today, the area is mostly single-family residential with mixed multi-family residential, commercial, office, and light industrial/warehousing. The development pattern is characterized by multi-family development, with most non-residential buildings located on the block corners and single-family residential in the interior of the blocks. The existing development pattern reflects the pragmatism that is central to Leadville's character. Multi-family and non-residential uses are more traffic-intensive and require ready access and more parking. Block corners have more street frontage and alleys that can better accommodate traffic and internal circulation. By deliberately directing traffic intensive uses to the block corners and providing adequate on-site parking and landscape buffering, residential and non-residential uses can continue to coexist in this neighborhood as it evolves.



COMMERCIAL BUILDINGS ON THE CORNERS

DOWNTOWN

Downtown is the historic center of commerce, celebrations, competitions and civic life. The most important priority for the future of downtown is to maintain and enhance the characteristics that have proven successful in the past. The intent is to stay true to the character of the historic downtown and yet encourage future development and redevelopment that will strengthen and expand the core of the community. A primary component of this will be to preserve and build



HARRISON AVENUE ON A SUMMER DAY

support and resources to ensure the preservation and maintenance of historic structures and landmarks in the downtown core and to respect and relate to this historic character.

Maintaining and improving the pedestrian-friendliness of downtown is a top priority. One of the characteristics that makes Leadville’s historic district so distinctive is the direct connection between the buildings and the sidewalk, and the obvious orientation towards pedestrians. Future development should site buildings at the edge of the sidewalks and existing gaps in the block faces should be filled in, except for plazas, pocket parks and other gathering places. This designation encourages the revitalization of the historic commercial buildings along the blocks east and west of Harrison Avenue and a balanced long-term transition of this historic mixed-use neighborhood to increase the depth of downtown.

Land uses have evolved to make the best use of the land, with the predominant pattern of customer-oriented commercial on the street level and offices, lodging and residential on the second and third stories. Consolidating parking in multi-use collector lots and making the best use of alley parking would help meet peak-season and day-to-day on-site parking needs.

TOWN SITE RESIDENTIAL

This designation encompasses residential neighborhoods built on the original town grid pattern. Accessory dwelling units and some duplexes currently exist, but the majority of lots do not contain them. The neighborhoods included in this designation represent an opportunity for incremental residential infill and redevelopment and accessory dwelling units. Duplexes and multi-family buildings should be similar in scale/size to the neighborhood. Accessory dwellings should be visually secondary to the primary dwelling. Infill opportunities will be determined by the size of available lots. Some of the lots are large enough to accommodate infill/redevelopment projects, but it is more likely that most infill and redevelopment will require aggregation of smaller lots. Better utilization of the alleys will expand access and parking in this designation. The unique geography and development patterns in the “Chicken Hill” neighborhood and along the eastern city boundary may require customized development standards.

PUBLIC LAND

This designation includes land owned by federal and state agencies, the county, special districts, and other public entities.

FIGURE 4.1 – FUTURE LAND USE PLAN FOR CITY OF LEADVILLE

FIGURE 4.2 – OPPORTUNITIES ANALYSIS FOR CITY OF LEADVILLE

THE CITY PERIPHERY/3-MILE PLAN

Water resources in Lake County are limited, calling for a compact development pattern with most future development occurring near Leadville where water and sewer infrastructure and road networks are already in place or feasibly available. The most realistic and best prepared supplier of future culinary water is the Parkville Water District, which covers the most populated area of the county east of and around the City of Leadville. The Leadville Sanitation District service area roughly aligns with the Parkville Water District boundaries. This is also the most feasible area to serve future growth with vehicle, bike and pedestrian transportation infrastructure. Dozens of developable vacant subdivision lots exist in this area, but vacant lands in between developed subdivisions call for a deliberate approach, connecting this developable land with access to culinary water and sanitary sewer and tying it into the City of Leadville and the regional transportation network.

The City Periphery Future Land Use Map provides direction concerning land use and infrastructure and provides guidance for annexation into the Town of Leadville. The City Periphery Land Use Map and designations functions as the 3-Mile for the City of Leadville as directed by C.R.S. 31-12-105 (1) (e) (I).

The Land Use Designations below are carried over from the Lake County Comprehensive Plan and are followed by a map showing the County Future Land Use Designations in the City Periphery and 3-Mile Area.

DEVELOPED RESIDENTIAL

This designation includes partially or completely built-out subdivisions that are unlikely to change significantly in coming decades. This designation also includes rural parcels that are not part of a formal subdivision, but where the development pattern and level of build-out suggest that change to underlying land uses and development patterns is unlikely. Continue to work with partners to establish more bike and pedestrian trails and pathways for connectivity and recreation in the Developed Residential designation.

RESIDENTIAL INFILL

These are areas that are inside or near the Parkville Water District and Leadville Sanitation District service areas that are not part of a subdivision or developed

residential neighborhood. Looping and other essential improvements to water lines will be needed to supply this entire area with culinary water and extension and improvements to the sanitary sewer collection system are feasible but will require investment. The mining claim patchwork along the northern corner of the city will likely require infrastructure investments to provide adequate water pressure. The predominant development pattern today in the Residential Infill designation is medium- to large-lot residential neighborhoods. Future residential densities will depend on the physical constraints and real estate market trends, but this designation encourages higher-density housing close to Leadville and within biking and walking distance to destinations in the city. Work with partners to establish more bike and pedestrian trails and pathways for connectivity in future developments in the Residential Infill designation. In the Residential Infill areas adjacent to the City of Leadville Historic Town Streets Grid along the northeast corner of the city near the Poverty Flats area, extend the town streets grid so that future development extends and builds on the small-town form.

HIGHWAY COMMERCIAL

This designation emphasizes convenient automobile access and parking and allows well-screened broken-up parking lots in the front as seen from the highway. Auto access is balanced with obvious and convenient access for pedestrians and bikes. Avoid monotonous block-like structures by incorporating interesting and varied façades and encourage a mountain/rustic architectural style that fits the mountain town setting and reflects the mining heritage. This designation allows for a flexible mix of retail, restaurants, service commercial, offices and other uses aimed at attracting and accommodating customers on-site.



LEADVILLE CITY LIMITS ON HIGHWAY 24

MIXED USE

The Mixed-Use designation allows for more than one use, for example, residential and commercial uses, in the same building (vertical mixed-use) or different uses

adjacent to one another in the same development (horizontal mixed-use). Both vertical and horizontal mixed-use are encouraged in this designation. Explore possibilities for live-work buildings and allow home occupations to encourage citizens to live and work in Lake County. Street rights-of-way should be scaled sufficiently to accommodate automobiles, bicycles, pedestrians and trees, depending on the intended use of the street.

GENERAL COMMERCIAL

This provides for a variety of workplaces including manufacturing, offices, industry support services, storage buildings/yards, transportation and aviation services, utilities and other primary employment facilities. This designation also encourages secondary uses such as retail sales, coffee shops, restaurants, and daycare facilities that support the primary uses.

RECLAMATION INFILL

This designation covers lands located along main highway corridors that have been impacted by industrial and mining activities in the past or are the location of businesses operating today. This designation encourages existing businesses to keep operating, but in the future, the highway corridors are valuable assets for commercial use and can provide relatively easy access to land for development purposes. This designation encourages ongoing cleanup and redevelopment. Continue to work with partners to identify resources to remedy environmental issues on these properties so they can transition into land that is available for future development.

RECREATION AND MINING RESOURCE

Ownership of this patchwork of mining claims on the east side of Leadville is a complicated web of individuals, companies and joint ventures. This once highly productive mining area has not seen mining activity in decades. While the rights of landowners to utilize their claims for mining remain, the reality is that this area functions today as the front door to mountain recreation because of the network of roads and trails such as the Mineral Belt Trail that are accessed directly from Leadville. The area is further constrained by the mitigation work in the California Gulch EPA project area. One of the key attributes of this area is road and trail access, which is sometimes threatened by landowners challenging the right of the public to traverse roads running through their property. The priority in the Recreation and Mining Resource area is to gather land conservation and recreation

partners to secure the land or easements along the travel corridors and around historic attractions and recreation areas.

CONSERVATION DEVELOPMENT

The Conservation Development designation calls for a complementary balance of land conservation with carefully planned development that is located strategically to avoid hazards, such as floodplains, slopes and high water tables, and to reduce impacts on the land and viewsheds. The designation covers areas in the valley floor that are highly sensitive to development, such as critical wildlife habitat, riparian areas, major drainage ways, and floodplains/wetlands, and includes agricultural land located in these same areas. There are also access issues in this area because the railroad right-of-way and the Arkansas River run down the valley together, making getting across the valley a challenge. The area is further constrained by the lack of central water, and the low supply of water for purchase often means that 35+-acre parcels are the only feasible option because they qualify for an "exempt well" and do not need to purchase water rights. Because the views across the valleys of Lake County are expansive and important for the attractiveness and economy of the area, protecting the viewsheds in the valley floor is paramount. Future development patterns may include land conservation techniques such as clustering development in a smaller area and leaving larger intact areas of undeveloped land.

RURAL AND REMOTE

There are several hundred mining claims and private parcels located in the backcountry well beyond the paved road network. For the most part, the development pattern laid out by historic platted parcels and mining claims is in place and is unlikely to change. Providing increased levels of county road maintenance and snowplowing in these remote portions of the county would put further strain on the already tight county budgets. From an EMS and fire-protection standpoint, this unplanned patchwork of private parcels and mining claims is at higher risk and more difficult to access. This designation encourages property owners to develop their existing properties with homes at low densities and to conduct careful site planning to avoid natural hazards and impacts on environmentally sensitive areas. Because Rural and Remote is more expensive to serve with basic county services and is more difficult to access in the event of an emergency, it is not an area where further subdivision or traffic intensive development is encouraged.

RURAL CENTER

These can be existing rural centers, or new centers, which typically have public gathering places or community facilities with a mix of land uses associated with them, such as highway commercial, small businesses, local commercial, tourism, on-site renewable energy and residential neighborhoods with a diversity of housing types. They tend to be where commercial uses have been located in the past or are located today and include or are near residential neighborhoods.

PUBLIC LAND

This designation includes land owned by federal and state agencies, the county, water districts/boards, and other public entities. Mapping and ownership data for publicly owned parcels is sparsely available, so the ownership of public land is not differentiated by entity.

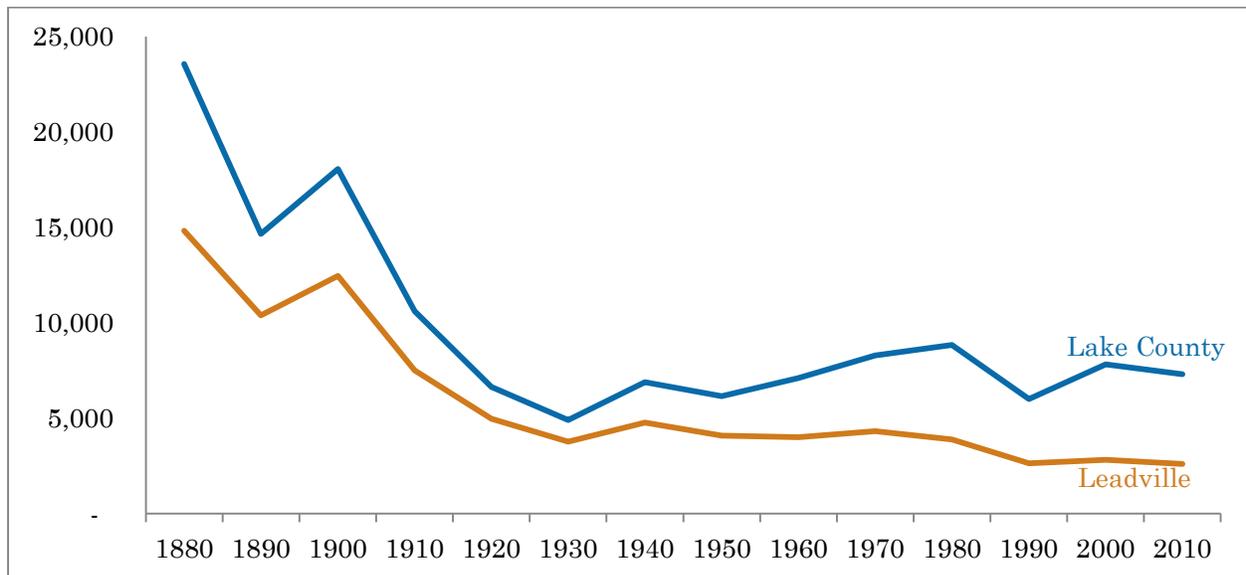
FIGURE 4.3 – CITY PERIPHERY PLAN AND 3-MILE PLANNING AREA

APPENDIX 1

POPULATION

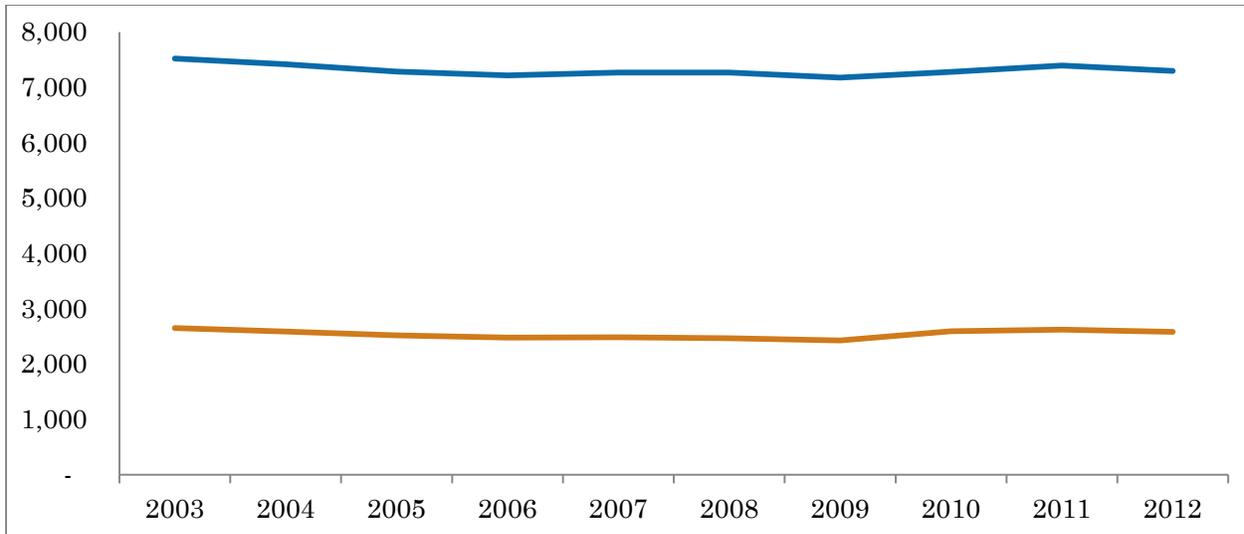
The population in Leadville and Lake County has declined significantly since the mining boom in the mid to late 1800's. In 1880 the population of the county totaled 23,563, with 14,820 residents in Leadville. Population continued to decline through 1930, when the city had 3,771 residents and 4,899 people lived in the county. By 1940 Leadville's population had increased to 4,774 but since then it has steadily declined to 2,602 in 2010. Since 1930 the county's population increased at an average rate of 8% per decade.

FIGURE 1 – LEADVILLE AND LAKE COUNTY POPULATION 1890-2010



Over the past decade (2003-2012), Leadville's population decreased at an average rate of 0.43% per year, while the county's population decreased at a slightly higher rate of 0.56%. Between 2003 and 2012 the city lost 68 residents and 221 residents left the county.

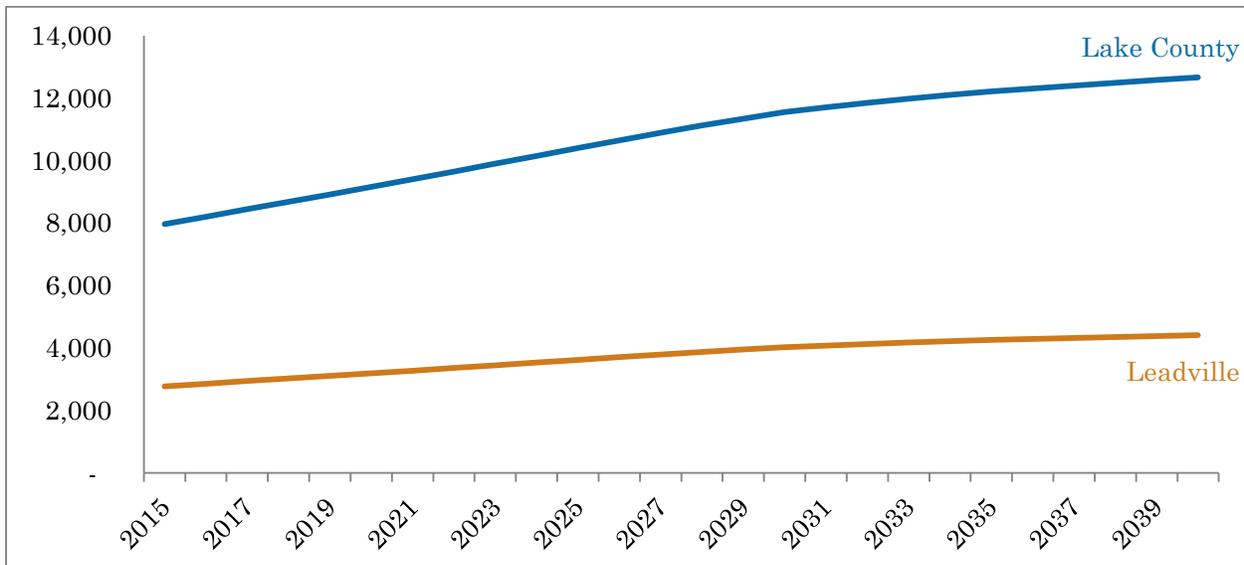
FIGURE 2 – LEADVILLE AND LAKE COUNTY POPULATION 2003-2012



Source: Colorado Department of Local Affairs Demography Section

Despite recent population trends, the Colorado Department of Local Affairs (DOLA) Demography Section projects population increases for the county through 2040. By 2040 DOLA estimates that Lake County’s population will total 12,668, translating to a 1.9% average annual growth rate. Over the past decade, 35% of the county’s population lived in Leadville; if this pattern continues, the city’s population will total 4,398 by 2040.

FIGURE 3 – LEADVILLE AND LAKE COUNTY PROJECTED POPULATION THROUGH 2040

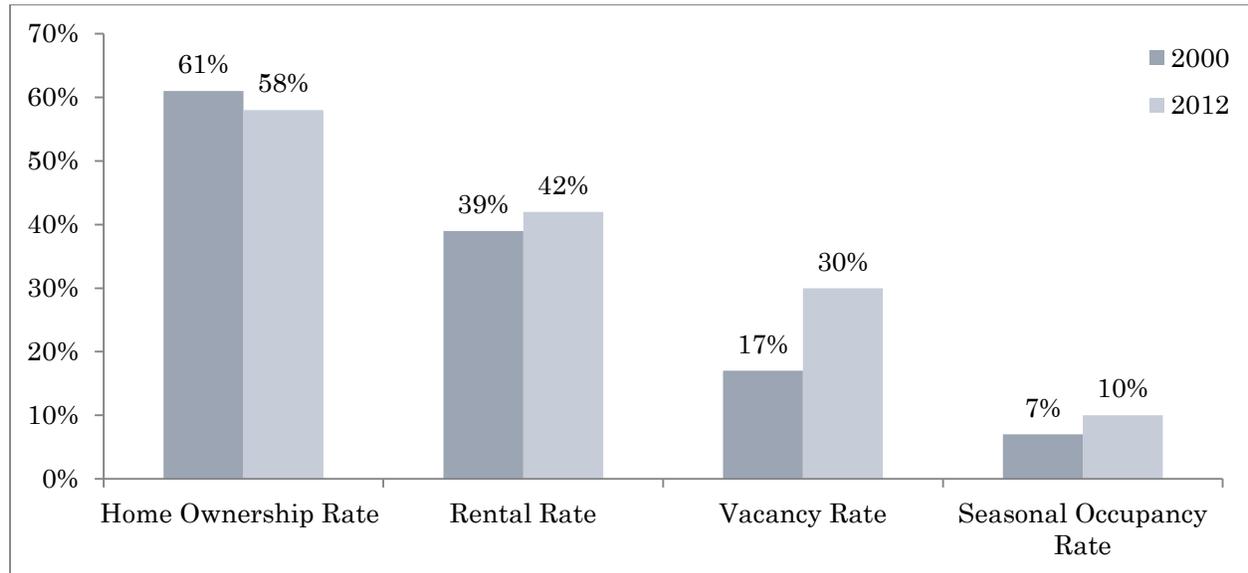


Source: Colorado Department of Local Affairs Demography Section

HOUSING

Between 2000 and 2012, the home-ownership rate in Leadville decreased by 3%, while the rental rate increased by 3%. The overall vacancy rate, which includes seasonally occupied homes, increased by 13% and the seasonal occupancy rate increased by 3%. A higher overall vacancy rate corresponds with the city’s decreasing population and increasing seasonal occupant population.

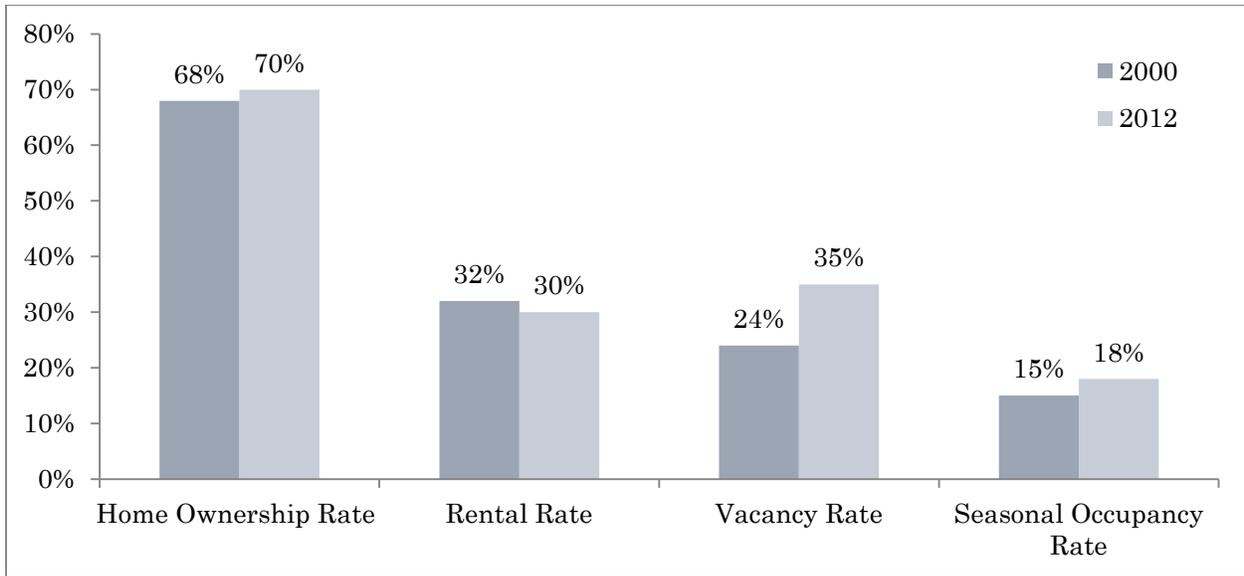
FIGURE 4 – LEADVILLE HOME OWNERSHIP, RENTAL, VACANCY AND SEASONAL OCCUPANCY RATES 2000-2012



Source: US Census Bureau

In the county as a whole, home ownership increased by 2% and the rental rate decreased by a corresponding 2%. The county, which has a larger population of seasonal residents, experienced a 3% growth in the seasonal vacancy rate and an 11% increase in the total vacancy rate.

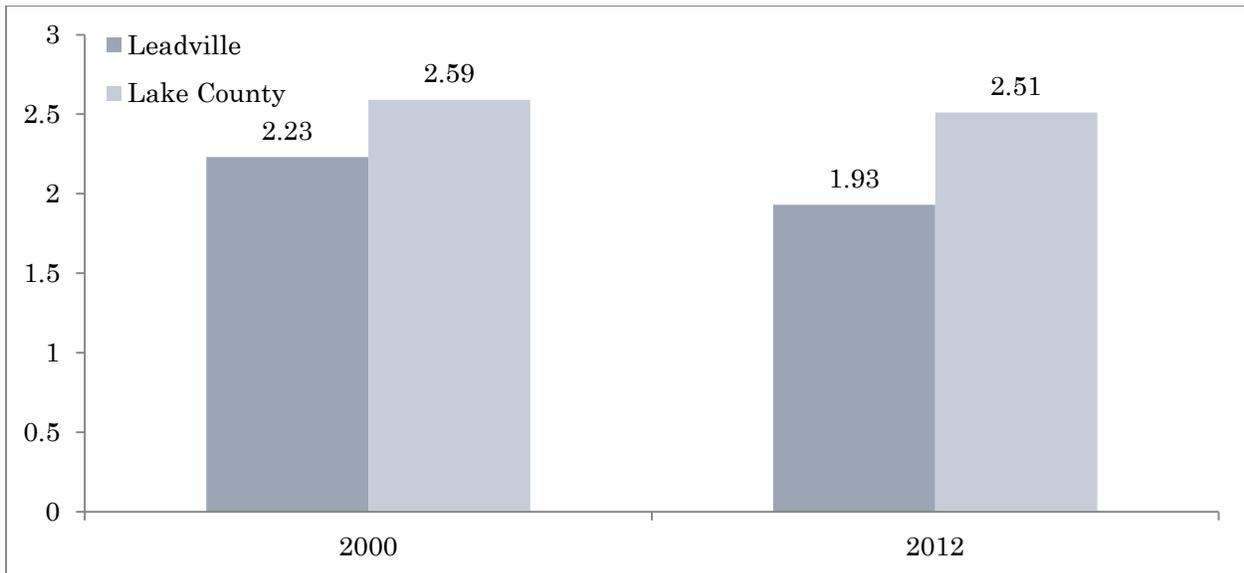
FIGURE 5 – LAKE COUNTY HOUSING OCCUPANCY 2000-2012



Source: US Census Bureau

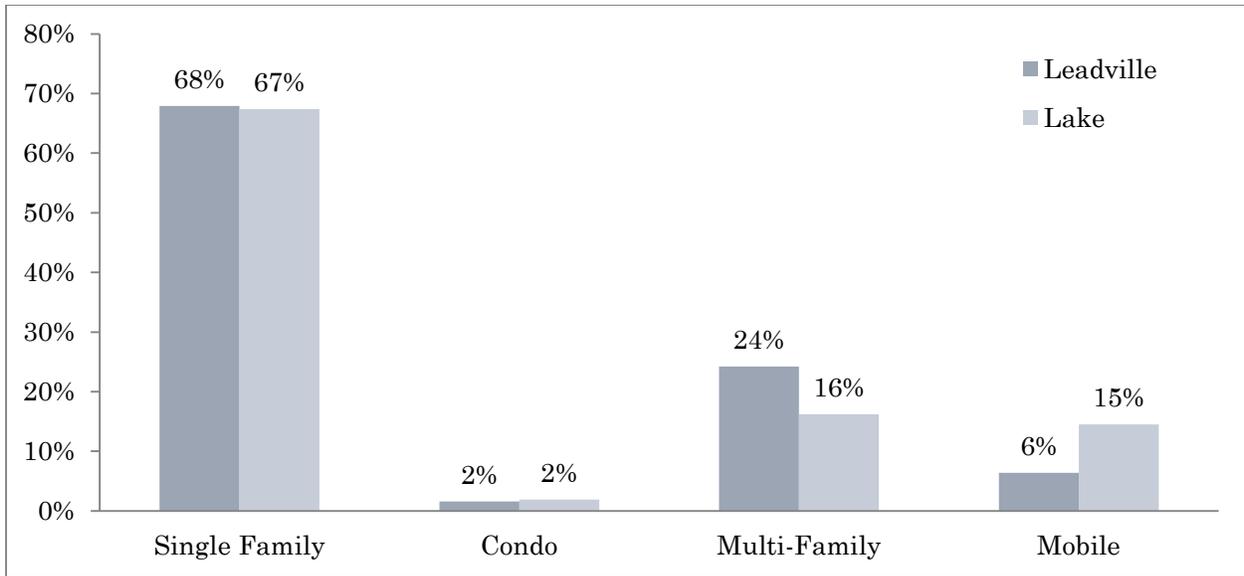
Between 2000 and 2012, the average household size decreased in Leadville and the county as a whole. In 2000, Leadville had an average household size of 2.23 people, which decreased by 13% to 1.93 by 2012. Average household size in the county decreased by 3% from 2.59 in 2000 to 2.51 in 2012.

FIGURE 6 – LEADVILLE AND LAKE COUNTY AVERAGE HOUSEHOLD SIZE 2000-2012



Lake County and Leadville’s housing-stock composition is relatively similar. 68% of city homes are single-family dwellings, 2% are condos, 24% are multi-family units and 6% are mobile homes. In the county as a whole, 67% are single-family homes, 2% are condos, 16% are multi-family and 15% are mobile.

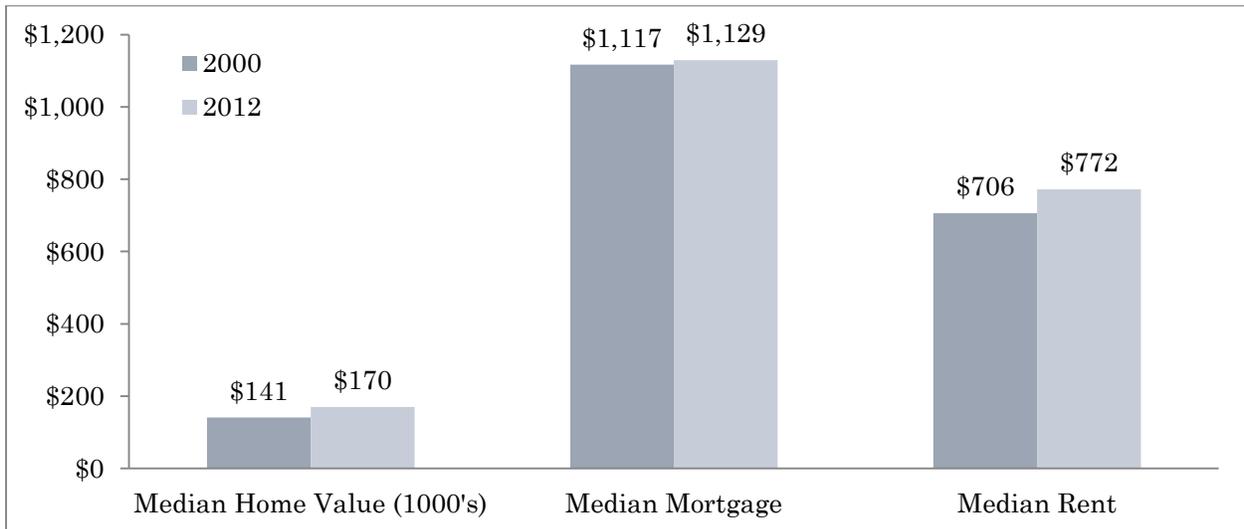
FIGURE 7 – LEADVILLE AND LAKE COUNTY HOUSING-STOCK COMPOSITION



Source: US Census Bureau

Adjusting for inflation, between 2000 and 2012 the median home price in Leadville increased by 21% from \$141,000 to \$170,000. Median rents increased from \$706 to \$772, a 12% increase, while the median mortgage increased from \$1,117 to \$1,129, only a 1% increase.

FIGURE 8 - LEADVILLE MEDIAN HOME VALUE, MEDIAN MORTGAGE AND MEDIAN RENT 2000-2012



Source: US Census Bureau

In the county, the median home value increased from \$115,000 to \$164,000, a 7% increase, accounting for inflation. The median mortgage decreased by 8% from \$1,226 to \$1,133 and median rents increased by 8%, from \$743 to \$804.

FIGURE 9 – LAKE COUNTY MEDIAN HOME VALUE, MEDIAN MORTGAGE AND MEDIAN RENT 2000-2012



Source: US Census Bureau

HUD defines a household as being “cost-burdened” if rent or mortgage payments combined with utility payments exceed 30% of the household income. In Lake County as a whole, 52% of the renter households are cost-burdened by housing payments and almost 1 in 5 owner-occupied households are cost burdened. In Leadville, the percentage of cost-burdened renter households is slightly higher, at 54% of households, and the percentage of cost-burdened owner households is much lower than for the county as a whole, at 6%.

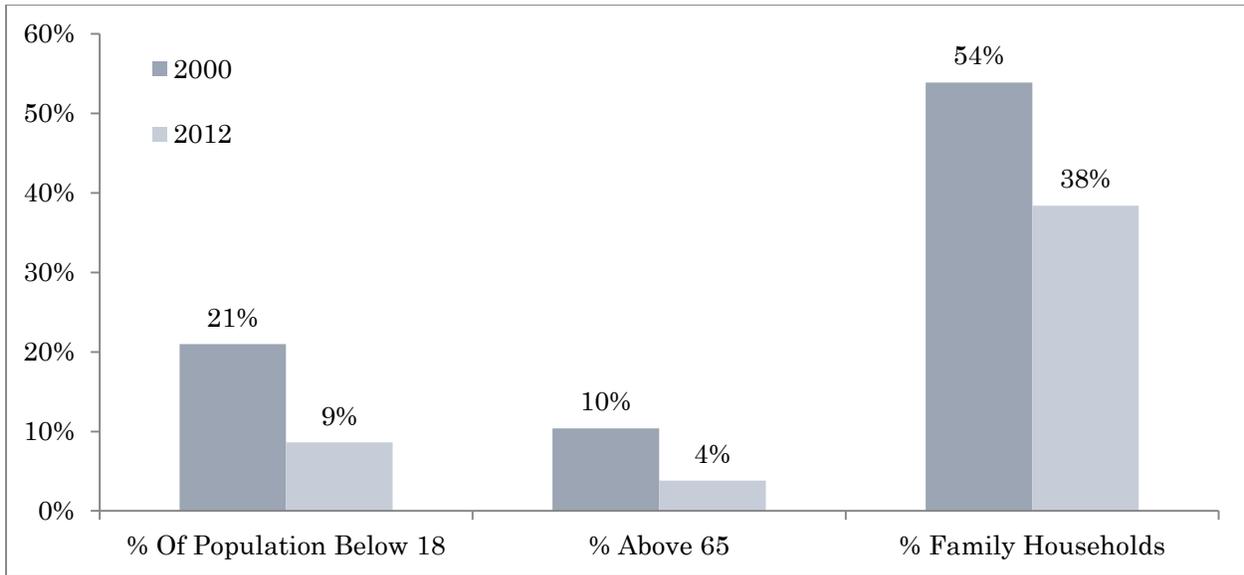
FIGURE 9.1 – PERCENTAGE OF HOUSEHOLDS COST-BURDENED BY HOUSING AND UTILITY PAYMENTS

Lake County			
	Total Units	Paying 30% or More	% Paying 30% or More
Total Units	2966	879	30%
Renters	954	497	52%
Owners	2012	382	19%
Leadville			
	Total Units	Paying 30% or More	% Paying 30% or More
Total Units	1368	475	35%
Renters	651	353	54%
Owners	2012	122	6%

DEMOGRAPHICS

The number of individuals under 18 and over 65 decreased in Leadville between 2000 and 2012. In 2000, 21% of the city’s population was under the age of 18 and 10% was over the age of 65; by 2012 only 9% of the population was under the age of 18 and 4% were older than 65. The percentage of family households in the city declined from 54% to 38%.

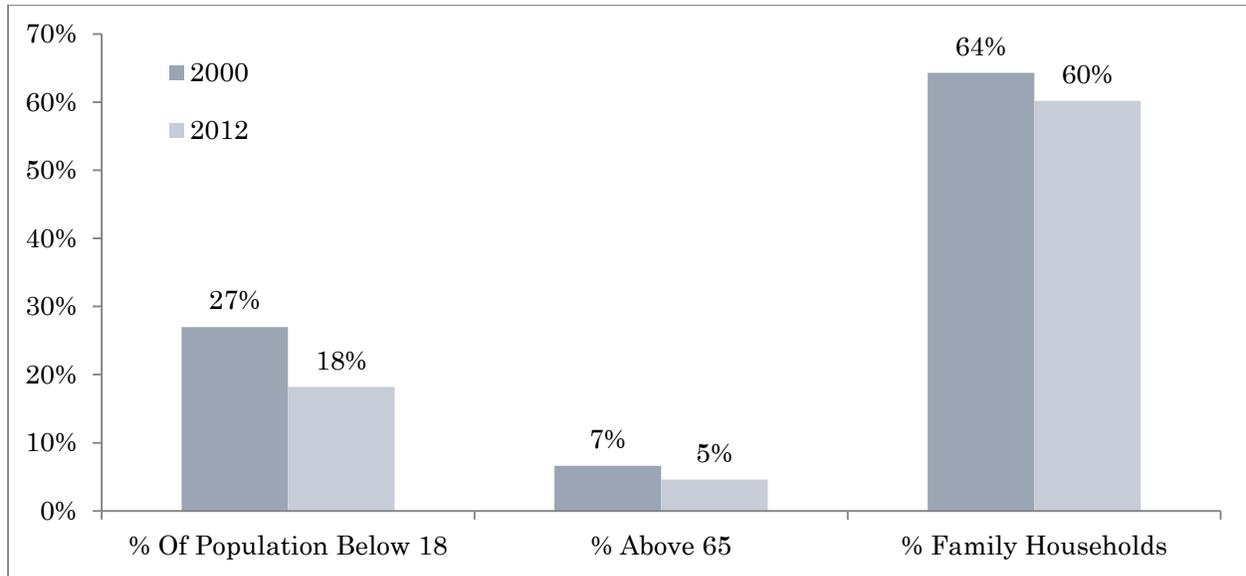
FIGURE 10 – LEADVILLE AGE GROUPS AND FAMILY HOUSEHOLDS 2000-2012



Source: US Census Bureau

Similar to the city, the county experienced decreases in the proportion of the population under 18, over 65 and the proportion of individuals living in family households; however, the declines were not as drastic in the county. The percentage of people under 18 decreased from 27% to 18%, while the over-65 population decreased from 7% to 5%.

FIGURE 11 – LAKE COUNTY AGE GROUPS AND FAMILY HOUSEHOLDS 2000-2012



ECONOMY

DOLA prepares an employment base analysis for each county in Colorado, which examines the importance and impact of five economic sectors. The following is a summarization of the DOLA base analysis from DOLA:

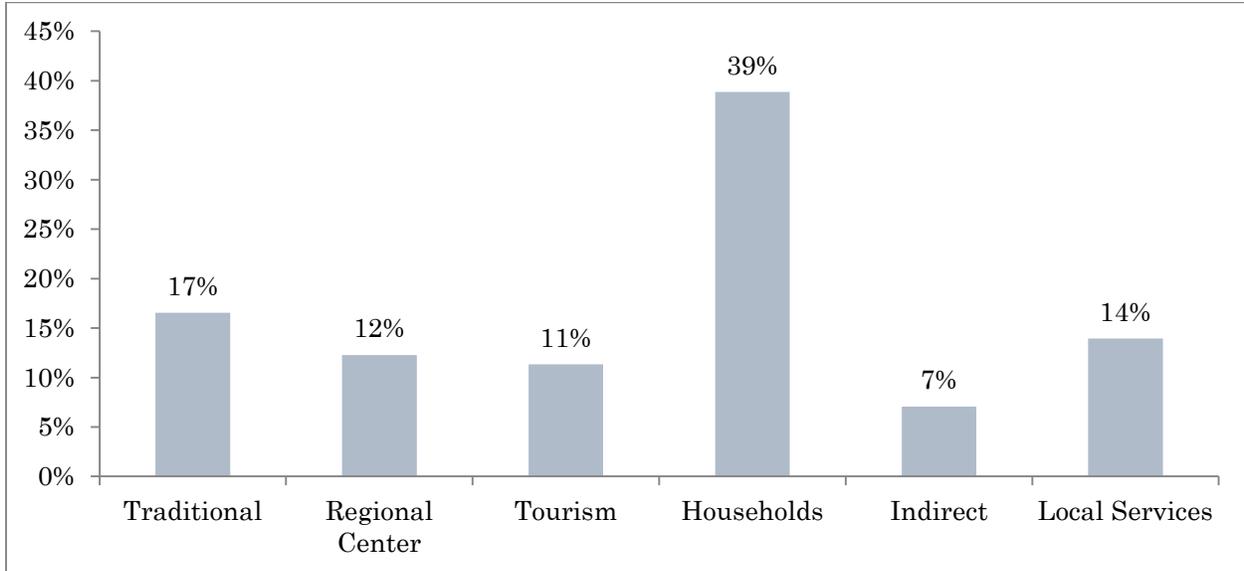
“economic base analysis which distinguishes those economic activities or incomes which are: a) "direct basic" (DB), i.e., produce exports or derive their sales or income from other outside sources including tourists or the Federal government, b) "indirect basic" (IB), i.e., provide supplies or business services to basic industries, and c) non-basic worker-related local resident services.”

Households in Lake County are responsible for 39% of the county’s employment. The activity is a result of activity related to commuters, retirees and other non-labor activity including public assistance, dividends/interest and rental payments. This means individuals commuting and earning money outside of Lake County are responsible for almost one-fifth of the total economy. This is a strong indicator of Lake County’s position as a bedroom community for other larger economies in Summit and Eagle Counties.

The traditional sector accounts for 17% of employment and is composed of the agriculture, mining, manufacturing and government sectors. According to DOLA there are 318 mining jobs in Lake County, which accounts for the majority of activity in the traditional sector. Tourism activity is responsible for 11%, while

regional services account for 12% of employment. The remaining 14% of jobs are generated by demand for goods and services from local residents.

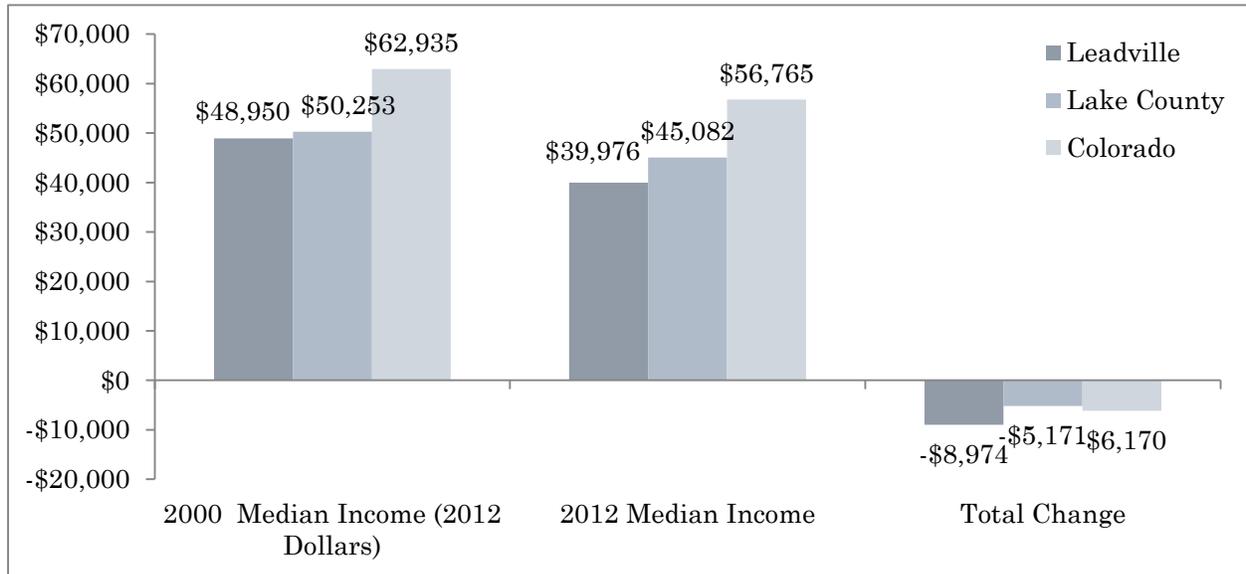
FIGURE 12 – DOLA EMPLOYMENT BASE ANALYSIS



Source: Colorado Department of Local Affairs Demography Section

When corrected for inflation, median income for Lake County and Leadville decreased between 2000 and 2012. In 2000 the median household income in Lake County was \$50,253 (2012 dollars); in 2012 the median household income was \$45,082, a \$5,171 decrease. Real incomes decreased in Leadville as well. In 2000 median household income was \$48,950 (2012 dollars); by 2012 residents had \$8,974 less purchasing power and a median income of \$39,976. This decrease in real household income is consistent with income patterns of the state as a whole.

FIGURE 13 – LEADVILLE, LAKE COUNTY AND COLORADO MEDIAN HOUSEHOLD INCOME 2000 AND 2012



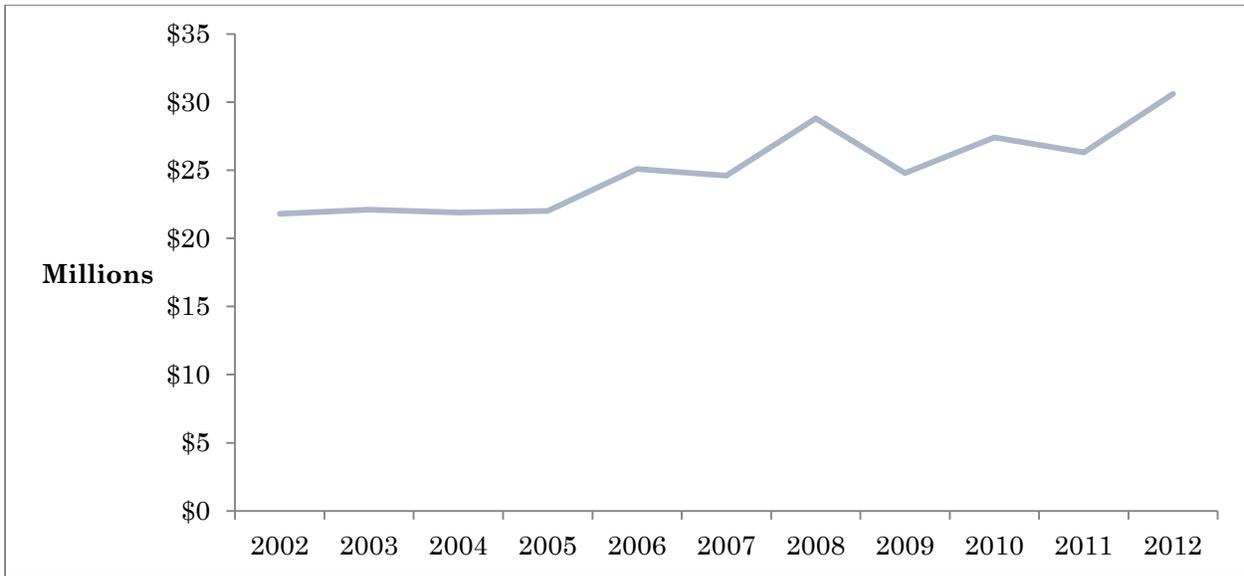
Source: US Census Bureau

SPECIAL EXAMINATION TOURISM

Because of the city and county’s proximity to well-developed tourist markets in Eagle, Summit, Chaffee, and Pitkin Counties, and the area’s existing recreation assets, tourism and visitation is an important economic driver for both the city and the county. The DOLA base analysis shows that the tourism industry is responsible for 11% of employment in Lake County, and data from the Colorado Tourism Office indicates that tourism will become an increasingly important part of the economy in the future.

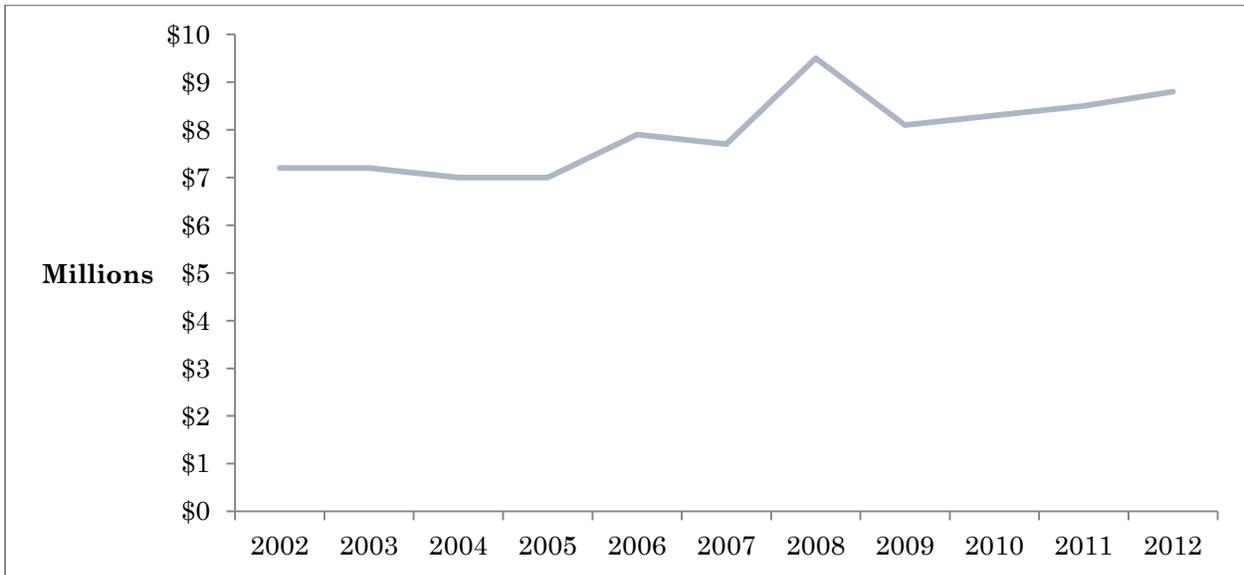
Direct travel spending in the county grew at an average annual rate of 4% between 2002 and 2012, while earnings increased by 2% annually. Despite increasing levels of tourist spending in the county, jobs in the tourist sector decreased between 2002 and 2012, following general employment trends in the county. Figures 14-16 summarize tourism indicators between 2002 and 2012.

FIGURE 14 – DIRECT TRAVEL SPENDING IN LAKE COUNTY 2002-2012



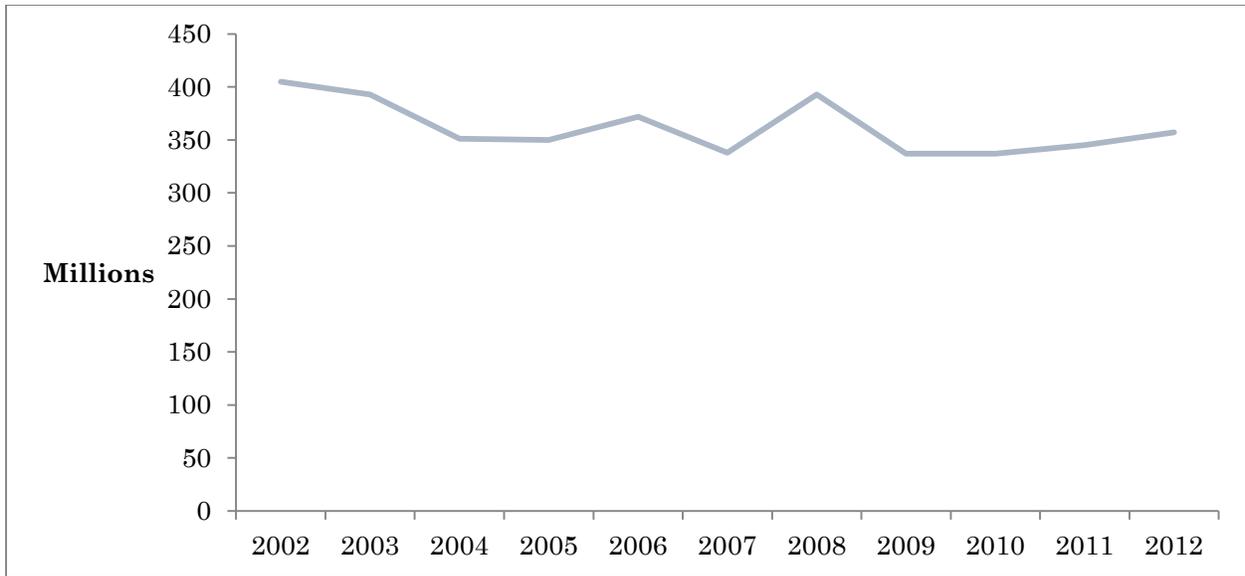
Source: Colorado Tourism Office

FIGURE 15 – DIRECT TRAVEL EARNINGS IN LAKE COUNTY 2002-2012



Source: Colorado Tourism Office

FIGURE 16 – DIRECT TRAVEL EMPLOYMENT IN LAKE COUNTY 2002-2012

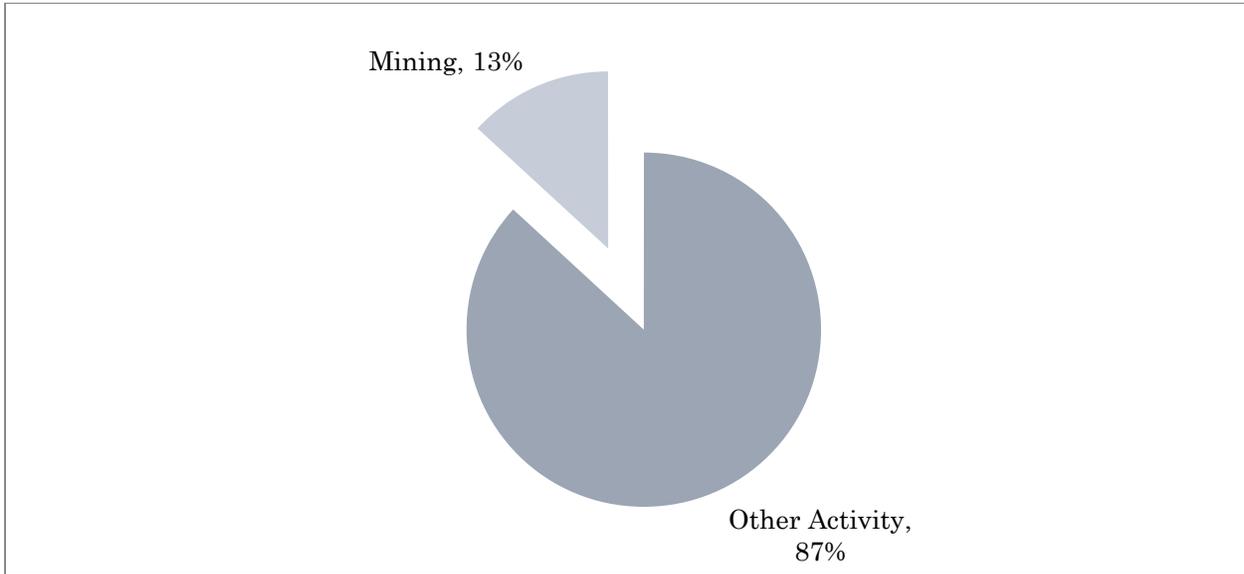


Source: Colorado Tourism Office

SPECIAL EXAMINATION MINING

Historically, mining has played an important role in the economy of both the city and the county. Despite the decrease in mining activity over the past century, mining continues to be an important source of employment. DOLA estimates that mining is responsible for 13% of employment and that there are 318 mining jobs in the county.

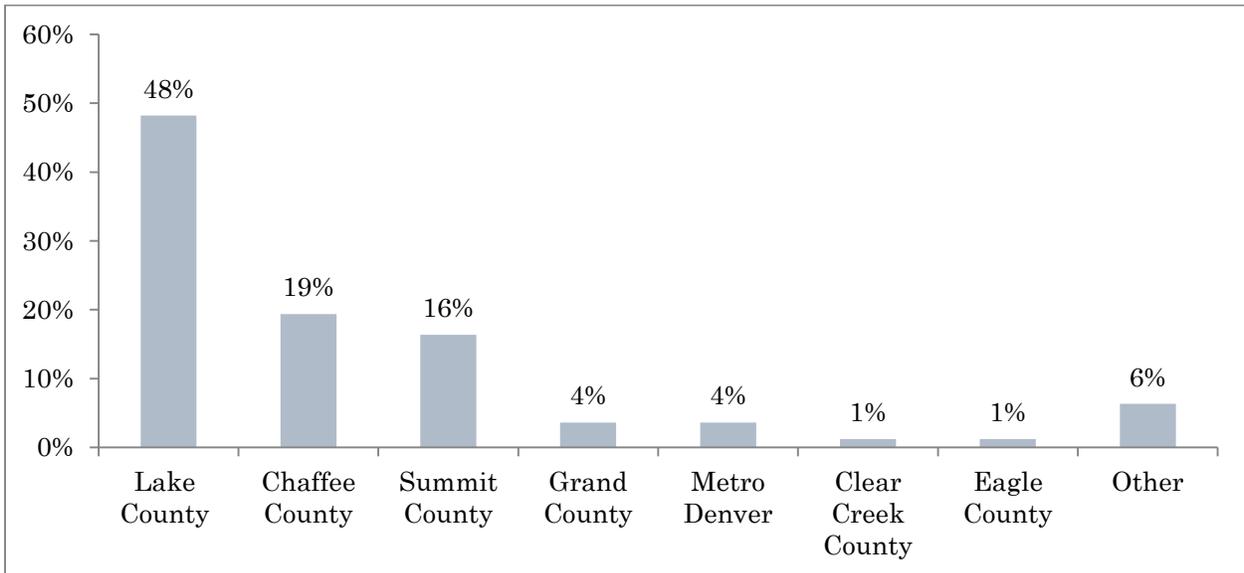
FIGURE 17 – EMPLOYMENT ACTIVITY IN MINING VS OTHER ACTIVITY IN LAKE COUNTY



Source: Colorado Department of Local Affairs Demography Section

Data obtained from the Climax Molybdenum Company shows that the mine currently employs 325 people, 48% of whom live in Lake County. The mine is also responsible for generating \$9.1 million in taxes to local taxing entities.

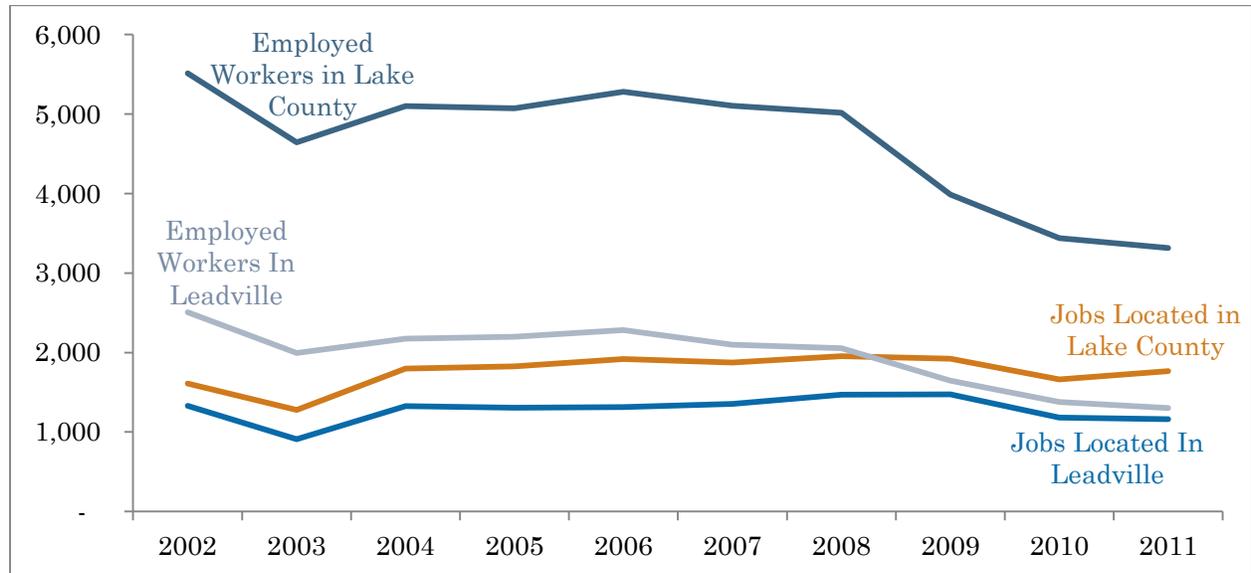
FIGURE 18 – CLIMAX MINE EMPLOYEES BY COUNTY RESIDENCE



SPECIAL EXAMINATION COMMUTING AND BEDROOM COMMUNITY

The Census Bureau’s On The Map program provides jobs modeling for local areas which differentiates between employed residents living in a locale and jobs physically located in a specified area. For both the city and the county, there are more employed residents than jobs, suggesting that a portion of the population commutes outside of their place of residence. According to the Census Bureau, between 2002 and 2011 total jobs located in Lake County increased slightly from 1,609 to 1,767, while jobs in Leadville decreased from 1,329 to 1,163. While the number of jobs physically located in the county and city increased in the county and declined in Leadville, the number of employed residents decreased in both the city and the county. Between 2002 and 2011, the county lost over 2,100 employed residents while Leadville lost over 1,200 employed residents. The overall decrease in employed individuals living in Leadville and Lake County is probably the result of a weak economy and the increasing number of seasonal residents.

FIGURE 19 – JOBS AND WORKERS IN LEADVILLE AND LAKE COUNTY 2002-2011

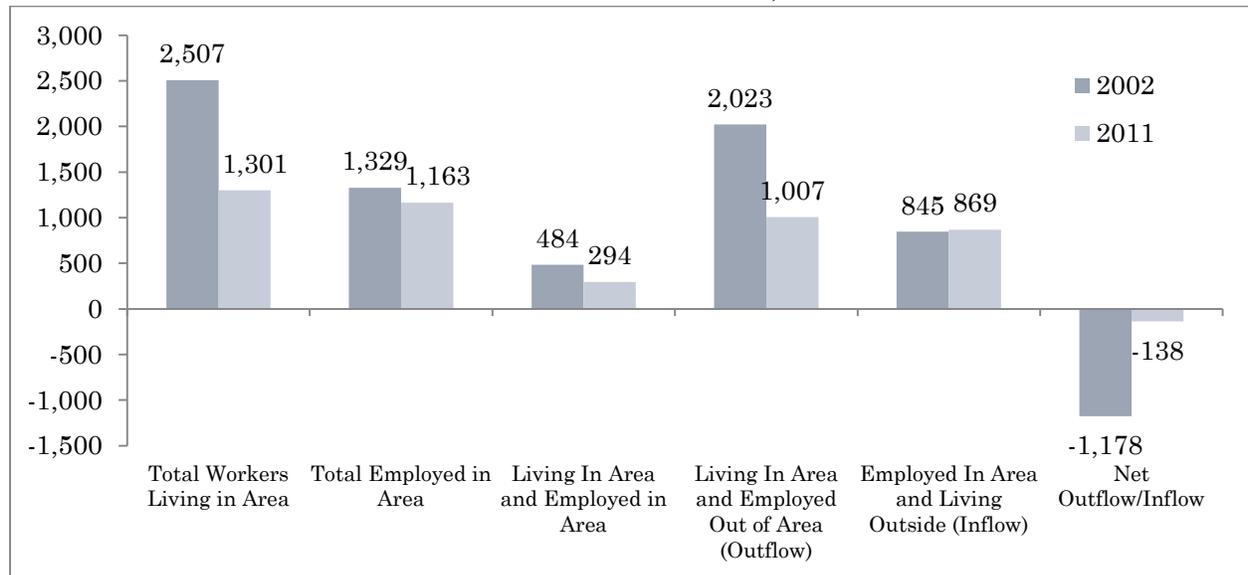


Source: US Census Bureau

Figures 20 and 21 summarize job inflow and outflow in Lake County and Leadville. For this analysis, outflow is defined as individuals living in the city or county but working outside of their place of residence. Inflow is defined as individuals who work in Leadville or Lake County but live elsewhere. Both the city and the county

have higher rates of outflow, suggesting that Leadville and Lake County act as bedroom communities to other local areas. Between 2002 and 2011 the net outflow decreased in both the city and the county. The decrease is partially related to the overall decrease in employment but also suggests that the economies in the city and county are becoming more self-sufficient, and may be attracting workers from nearby communities. Both the city and county saw an increase in the number of individuals employed in the area but living outside.

FIGURE 20 – LEADVILLE JOB INFLOW/OUTFLOW 2002, 2011



Source: US Census Bureau

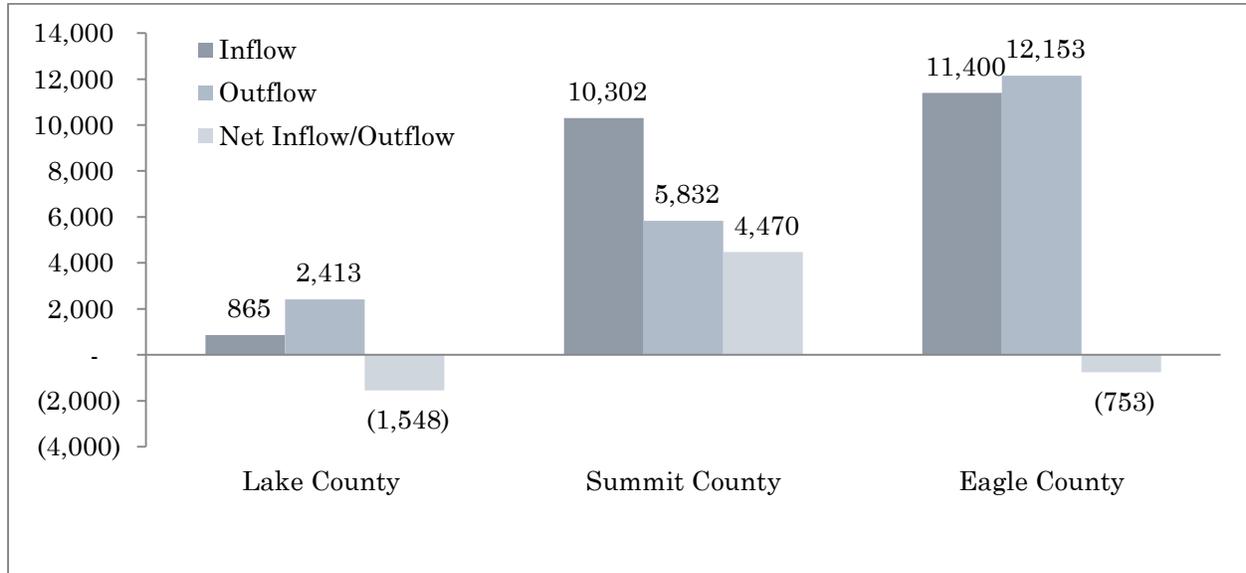
FIGURE 21 – LAKE COUNTY JOB INFLOW/OUTFLOW 2002, 2011



Source: US Census Bureau

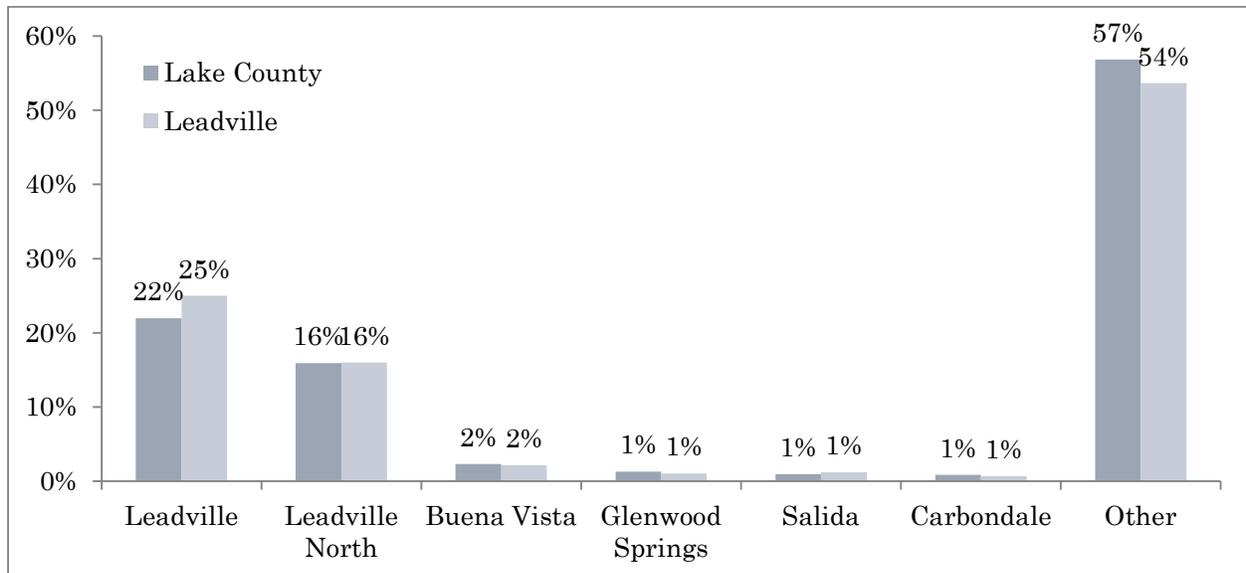
Comparing Lake County’s job inflow/outflow with Eagle and Summit Counties shows that Lake County is more of a bedroom community than its neighbors. Summit County has a relatively high level of net inflow/outflow of 4,470, while Eagle County operates at just about a break-even level, with outflow 753 jobs higher than inflow.

FIGURE 22 – LAKE COUNTY JOB INFLOW/OUTFLOW COMPARISON WITH SUMMIT AND EAGLE COUNTY



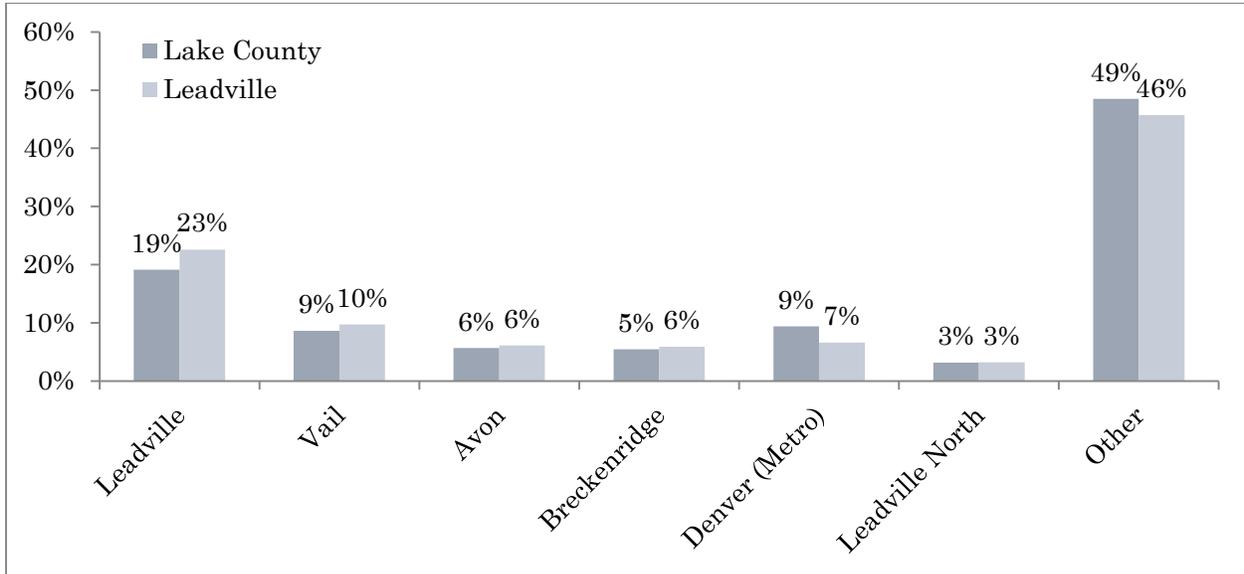
Source: US Census Bureau

FIGURE 23 – WHERE WORKERS EMPLOYED IN LEADVILLE AND LAKE COUNTY LIVE



Source: US Census Bureau

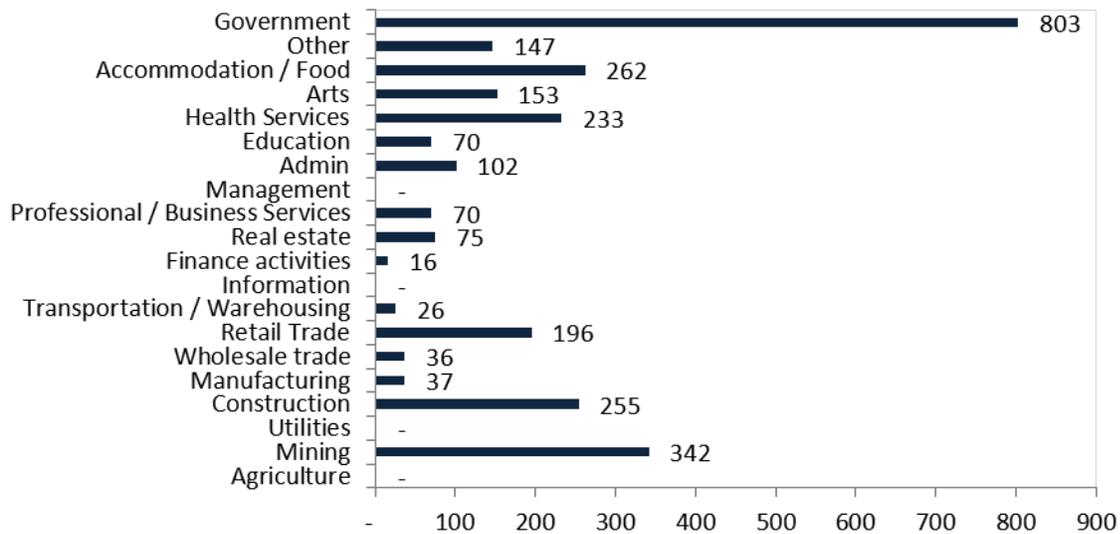
FIGURE 24 – WHERE RESIDENTS OF LEADVILLE AND LAKE COUNTY ARE EMPLOYED



Source: US Census Bureau

EMPLOYMENT BY SECTOR

FIGURE 25 – JOBS BY SECTOR LAKE COUNTY 2013



Source: DOLA

Note: Categories showing no employment are suppressed according to DOLA's confidentiality policies that do not allow reporting for sectors with less than 3 businesses in the sector or where one sector makes up 50% of the employment in a given sector. Government is comprised of the following governmental agencies: City Leadville, Lake County, St. Vincent Hospital, Lake County Public Schools, Colorado Mountain College, Parkville Water, Leadville Sanitation, and the US Forest Service.

APPENDIX 2

FIGURE 1 – IN WHAT COMMUNITY/AREA DO YOU LIVE (CHECK ONE)

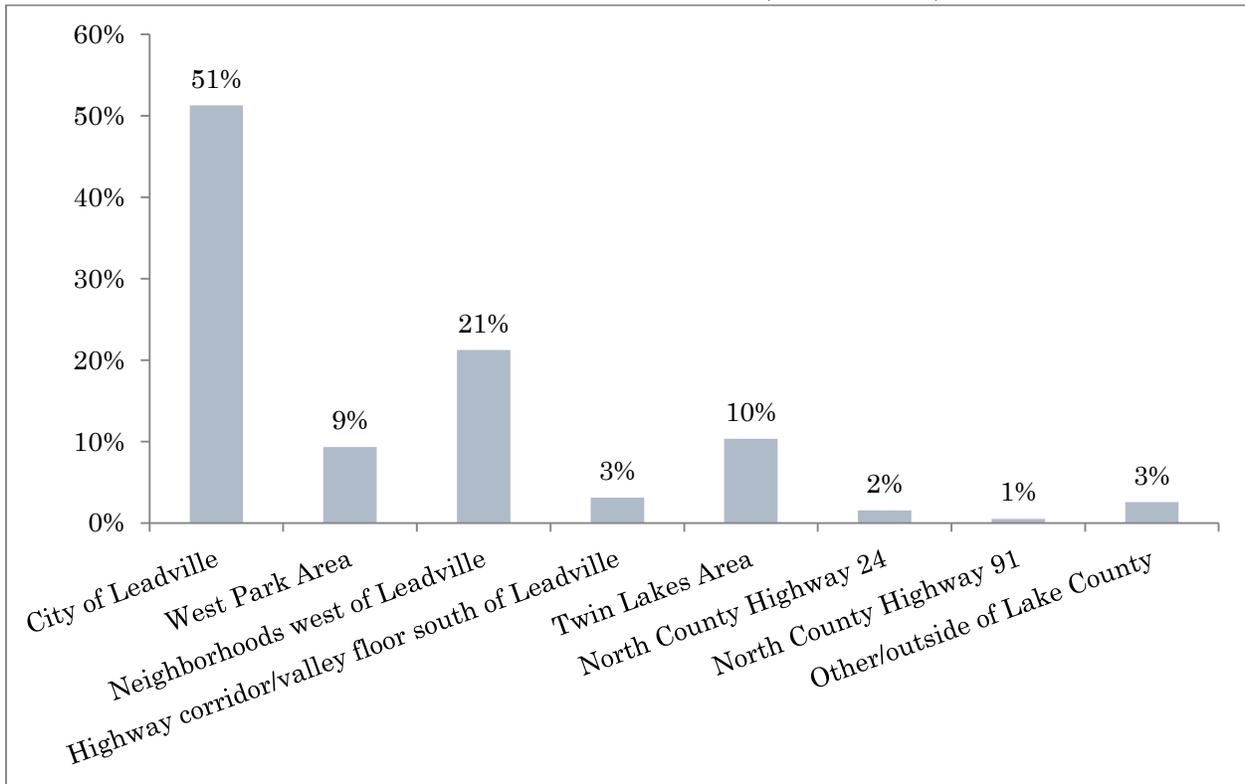


FIGURE 2- WHICH BEST DESCRIBES YOUR RESIDENT STATUS:

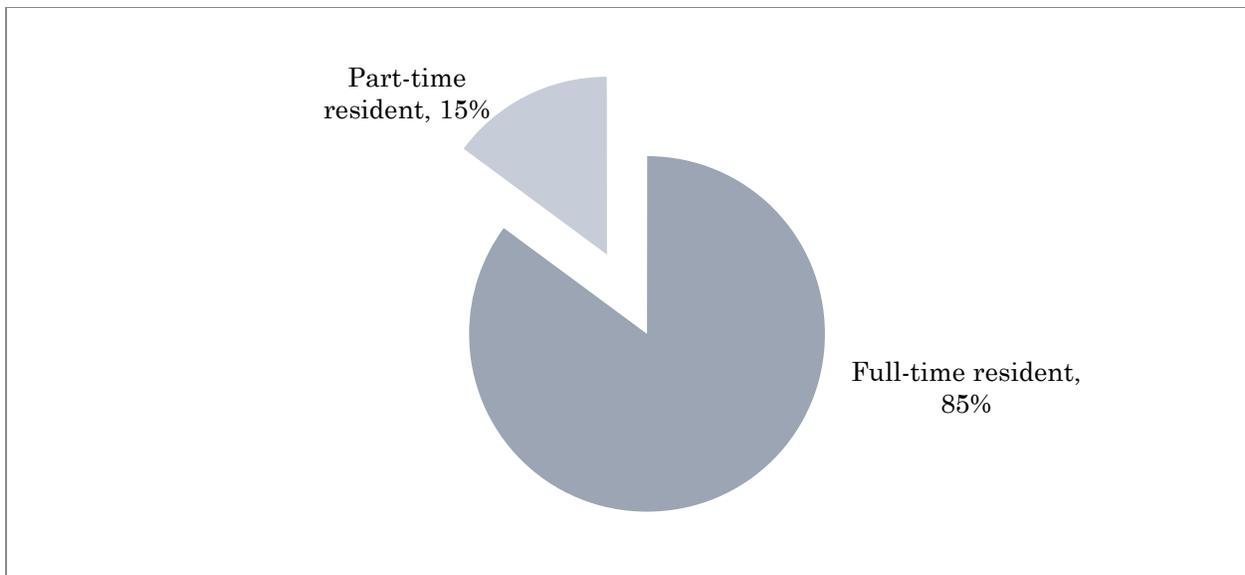


FIGURE 3 – WHAT IS YOUR CURRENT HOME OWNERSHIP STATUS

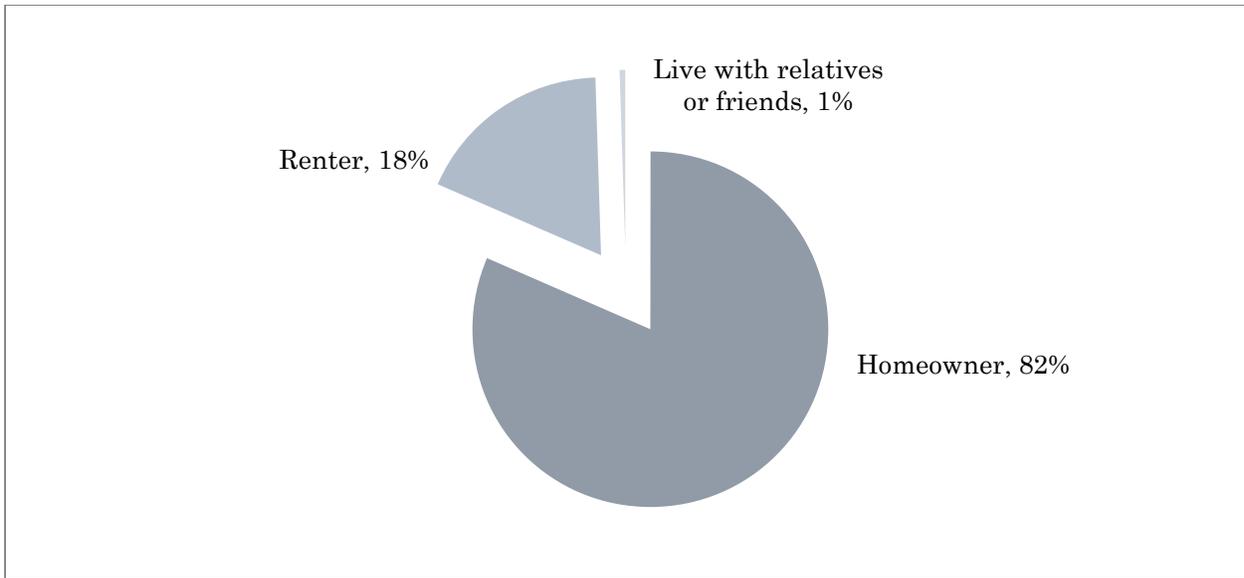


FIGURE 4 – WHAT HOME OWNERSHIP STATUS DO YOU ANTICIPATE FOR YOU OR YOUR HOUSEHOLD FIVE YEARS FROM NOW?

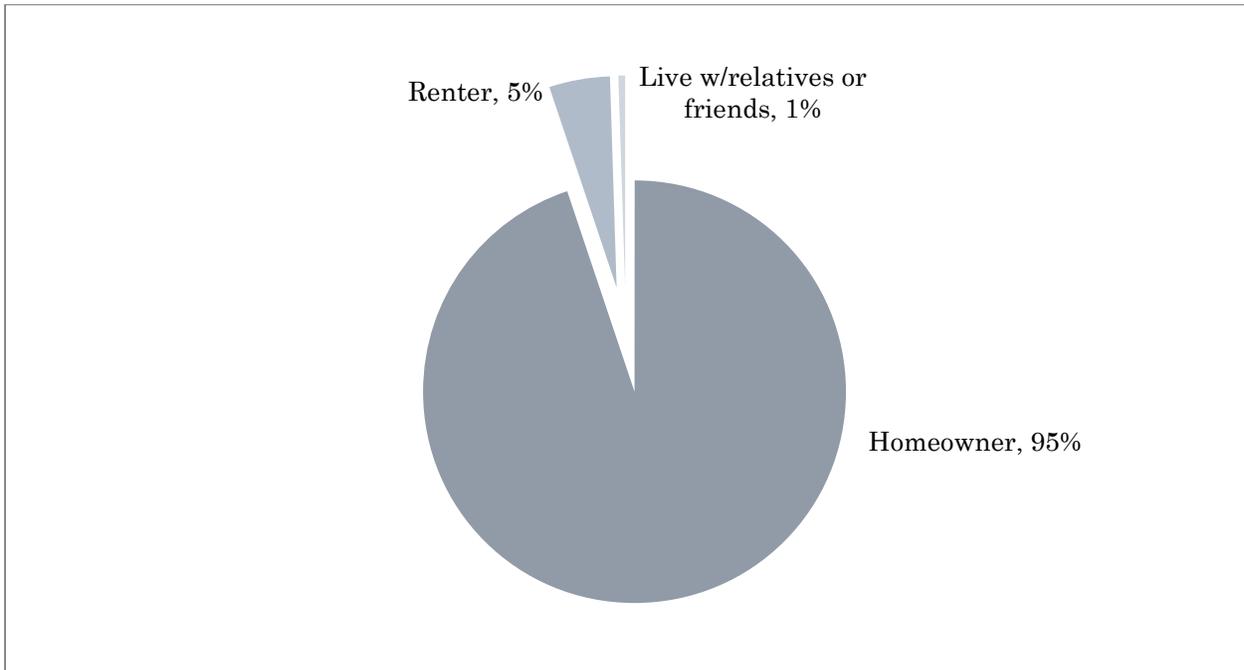


FIGURE 5 – WHAT TYPE OF HOUSING DO YOU CURRENTLY LIVE IN: (CHECK ONE)

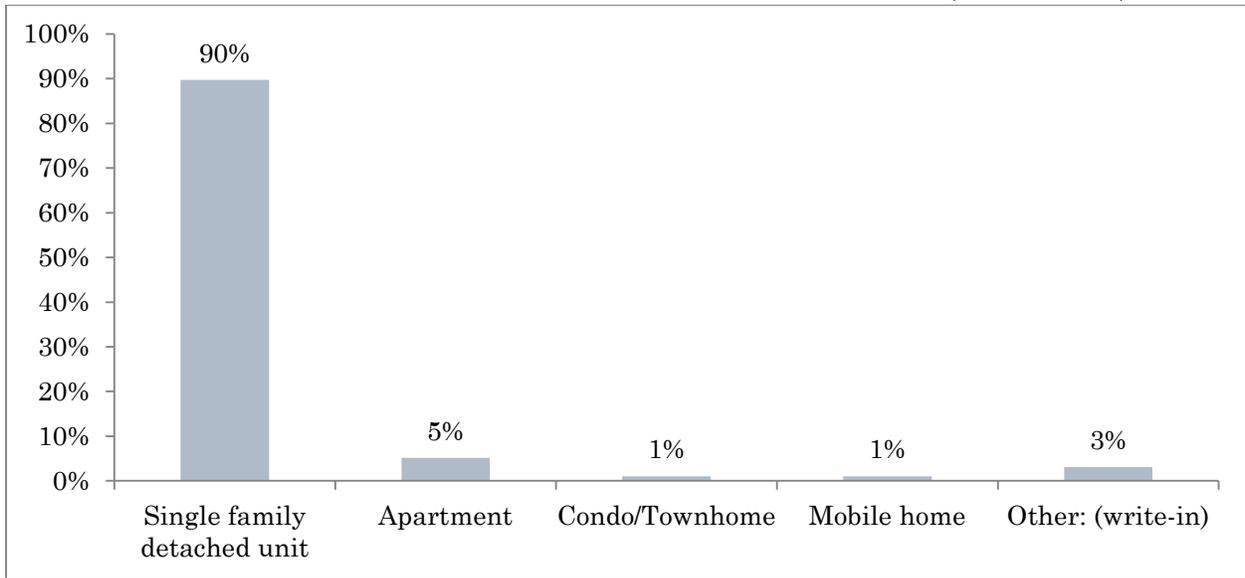


FIGURE 6 – WHAT HOUSING TYPE WOULD YOU PREFER TO LIVE IN: (CHECK ONE)

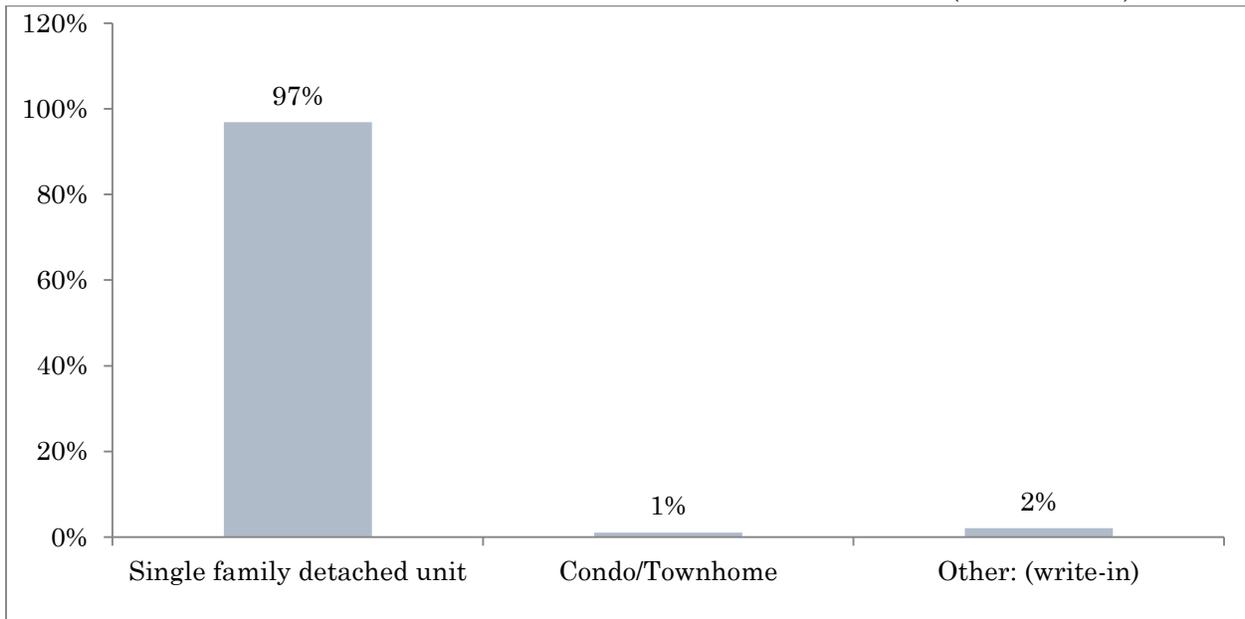


FIGURE 7 – PLEASE RATE THE HOUSING CHALLENGES YOU FACE:

	Adequate	Challenging	Very Challenging
Finding housing	64%	33%	3%
Finding housing close enough to workplace	68%	18%	14%
Need for housing independence, currently living with family or friends	85%	12%	2%
Inadequate/substandard construction	45%	37%	18%
Inadequate/substandard energy efficiency	36%	38%	26%
Crowding/adequate room for your household	68%	25%	8%
Housing affordability vs wages/salary	51%	22%	27%
Commute time/distance/cost	64%	19%	17%
Inadequate transportation to/from workplace	67%	19%	14%

FIGURE 8 – HOW SATISFIED ARE YOU WITH THE LOCATION OF YOUR HOME:

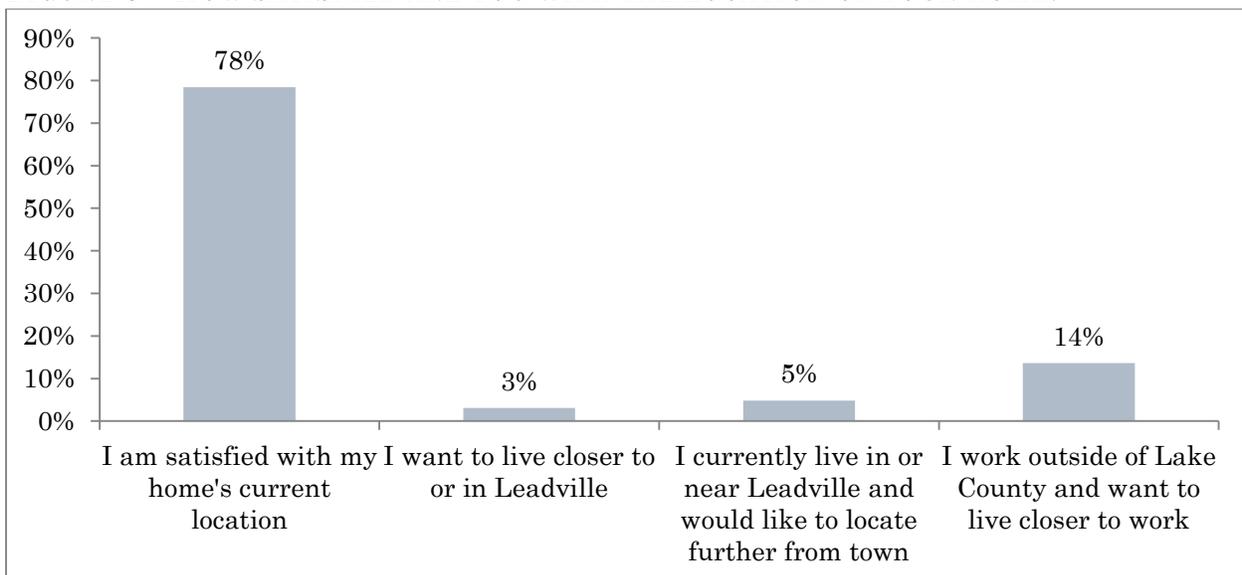


FIGURE 9- RATE THE IMPORTANCE OF THE ABILITY TO WALK OR BIKE TO WORK, STORES, FACILITIES:

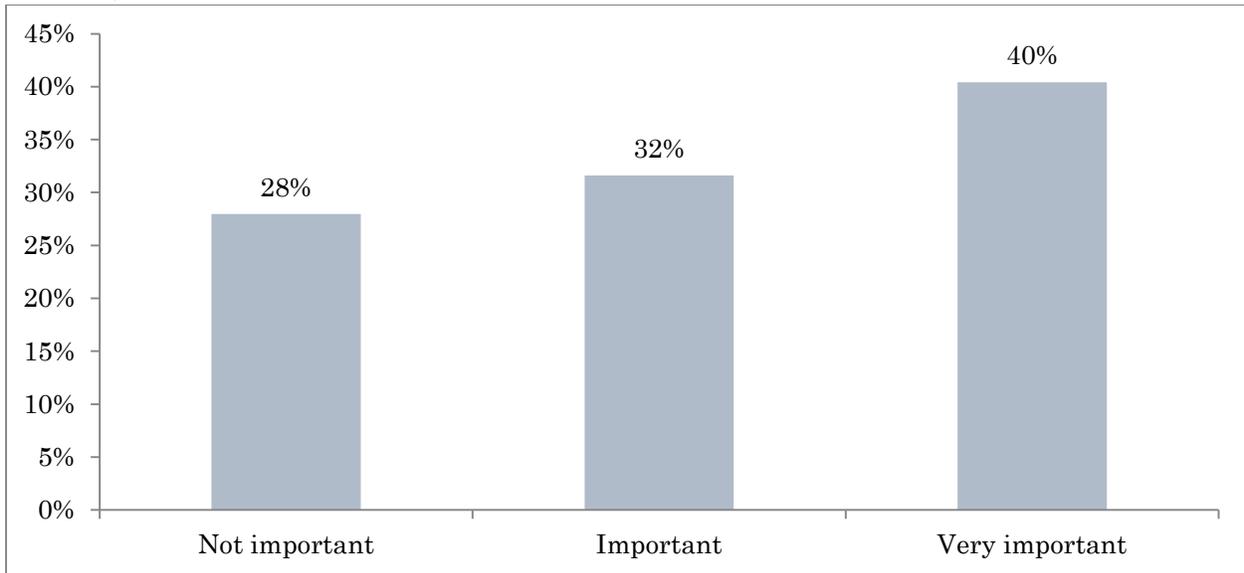


FIGURE 10 – RATE THE IMPORTANCE OF HAVING A SENSE OF PRIVACY AROUND YOUR HOME:

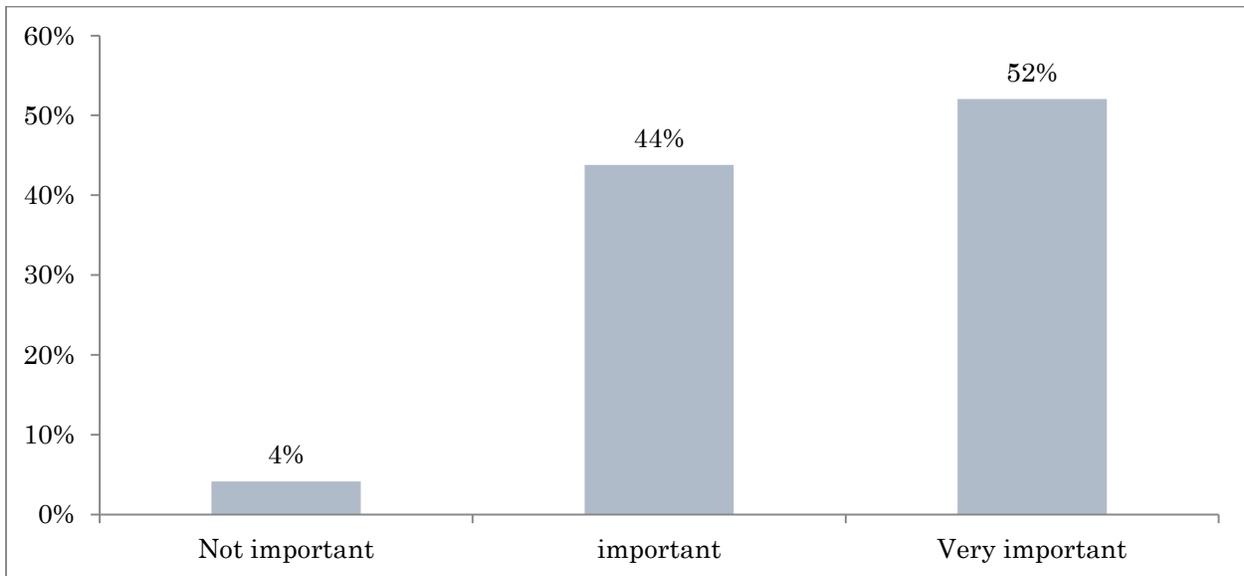


FIGURE 11 -WHAT ARE YOUR LOT SIZE/YARD PREFERENCES:

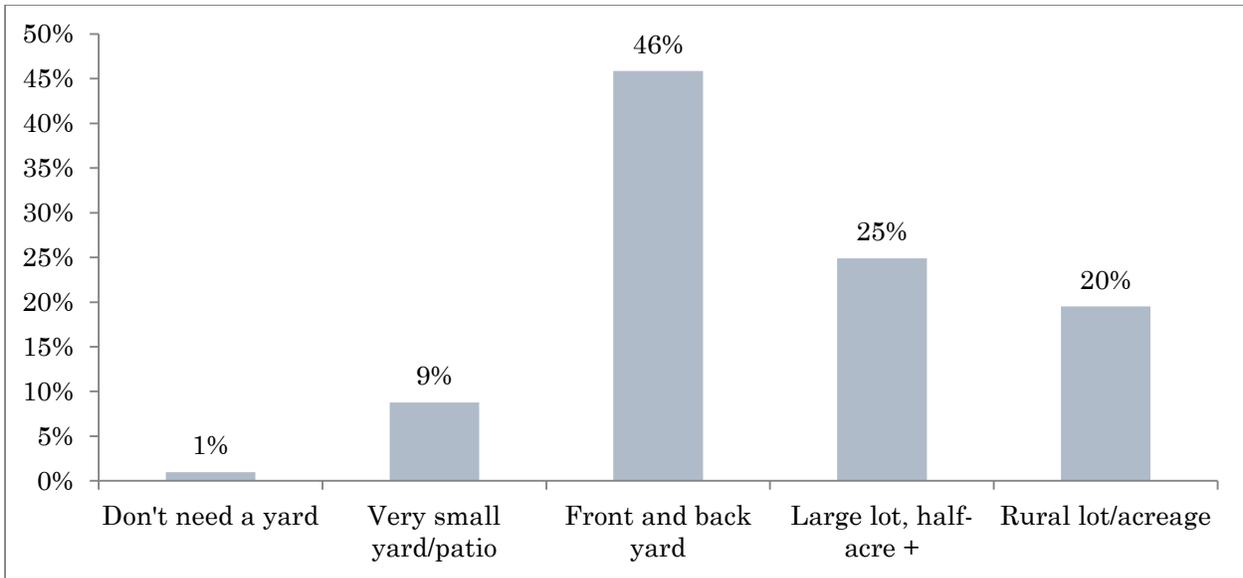


FIGURE 12- WHAT AREAS DO YOU THINK WOULD BE THE MOST APPROPRIATE LOCATION FOR FUTURE RESIDENTIAL DEVELOPMENT: (CHECK UP TO 3)

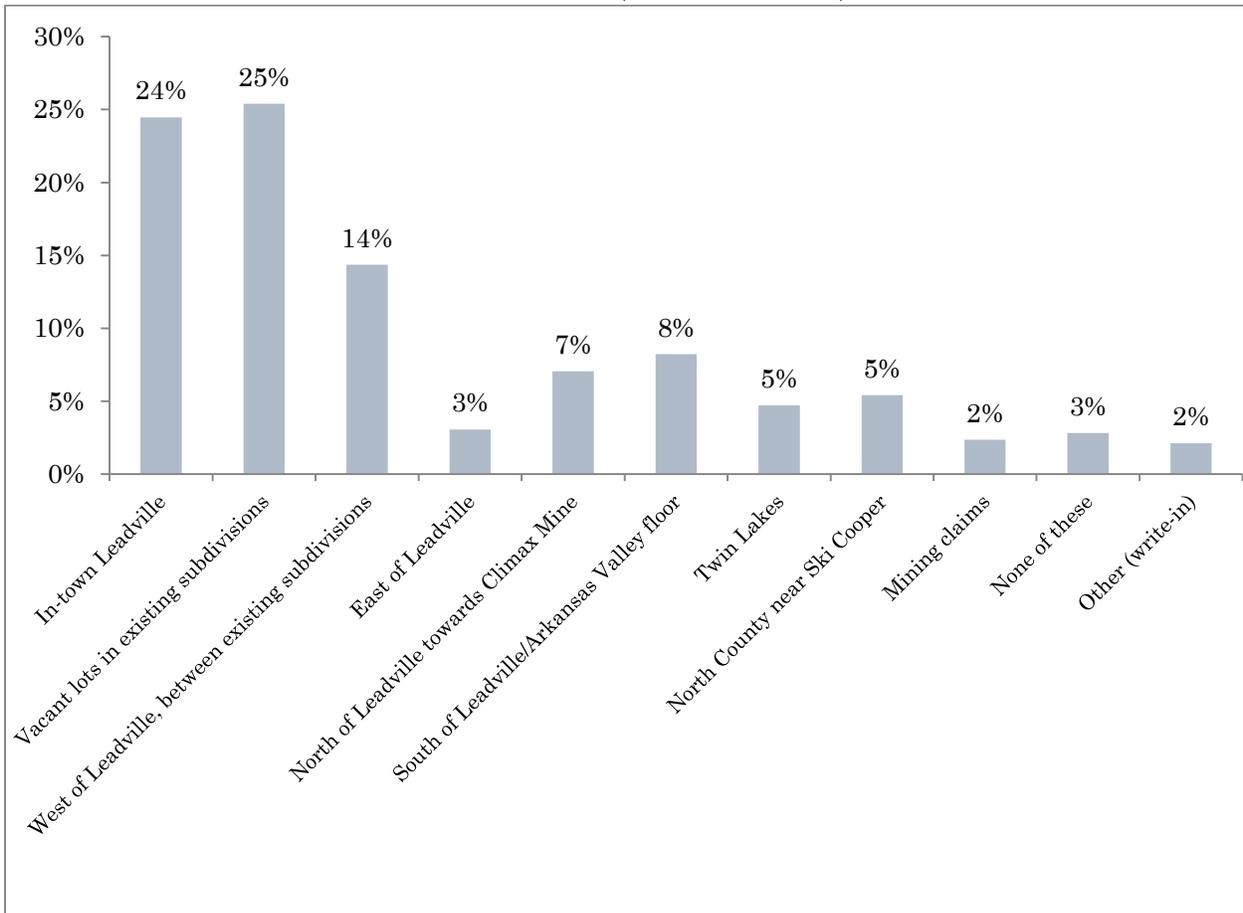


FIGURE 13- RATE YOUR LEVEL OF SATISFACTION WITH THE FOLLOWING BUSINESS ASSETS IN LEADVILLE: (RATE BETWEEN "NEEDS IMPROVEMENT" AND "EXCELLENT" BY CHECKING ONE BOX FOR EACH ROW)

	Needs Improvement	Good or Satisfactory	Excellent
General merchandise retail options (clothing, housewares, etc.)	80%	19%	1%
Food store options	89%	10%	1%
Restaurant options	81%	18%	2%
Lodging options	38%	56%	5%
Outdoor public gathering/event space downtown	60%	36%	4%
Usable and available light industrial/warehouse buildings	56%	41%	3%
Business spaces downtown for rent and ready to move in	53%	42%	5%
Downtown sidewalks, streets, pedestrian crossings	47%	44%	10%
Historic preservation and restoration	55%	40%	5%
Appearance of the highway corridor on each end of town	81%	17%	2%

FIGURE 14- RATE YOUR LEVEL OF SATISFACTION WITH THE FOLLOWING CORE INFRASTRUCTURE AND SERVICE IMPROVEMENTS IN LEADVILLE:

	Needs Improvement	Good or Satisfactory	Excellent
Coordination and efficiencies between service providers	59%	40%	2%
Water infrastructure	50%	47%	3%
Sewer infrastructure	46%	51%	2%
Snow removal in Leadville	39%	53%	8%
Walkability, bike-friendliness and multi-modal safety	54%	38%	8%
Convenient/safe automobile access to business and facilities	18%	73%	9%
Sidewalk snow removal in city	47%	45%	8%
Road surface/ drivability in city	57%	41%	2%
Intersection safety/functionality	39%	59%	2%
Downtown parking	50%	45%	5%
Improved code enforcement in city	53%	41%	6%

FIGURE 15- RATE YOUR LEVEL OF SATISFACTION WITH THE FOLLOWING CORE INFRASTRUCTURE AND SERVICE IMPROVEMENTS IN UNINCORPORATED LAKE COUNTY

	Needs Improvement	Good or Satisfactory	Excellent
Better coordination and efficiencies between service providers	64%	35%	1%
Replacement of old water and wastewater infrastructure	62%	37%	1%
Improved snow removal on county roads	29%	64%	7%
Improved road surface/ drivability on county roads	55%	42%	2%
Improved intersection safety/functionality	38%	59%	3%
Improved code enforcement in the unincorporated county	52%	42%	6%
Public water supplier so county landowners can buy water rights	53%	44%	3%

FIGURE 16- WOULD YOU SAY THAT THE FISCAL/ECONOMIC SUSTAINABILITY OF THE CITY OF LEADVILLE AND LAKE COUNTY IS:

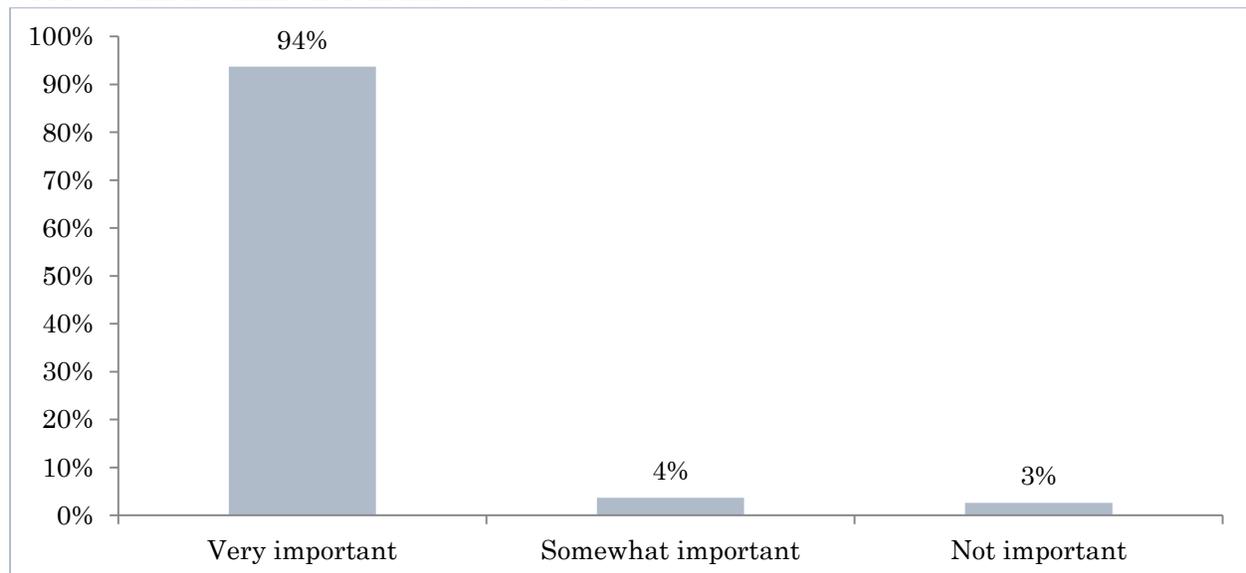


FIGURE 18- RATE YOUR LEVEL OF SATISFACTION WITH THE FOLLOWING RECREATION ASSETS IN LAKE COUNTY AND LEADVILLE

	Needs Improvement	Good or Satisfactory	Excellent
Access to public lands	16%	50%	34%
Access to the river and its tributaries	20%	56%	24%
Trails in Leadville and connecting to public lands around Leadville	26%	51%	23%
In-town parks	45%	45%	10%
Indoor recreation facilities	61%	34%	5%
Sports fields	15%	62%	23%
Winter sports facilities and groomed winter trails	21%	46%	33%
Regional trails and pathways connecting neighborhoods/communities	63%	31%	6%
Reservoir/lake-based recreation access and facilities	25%	58%	17%
Heritage attraction and destinations	29%	55%	16%
In-town trails/pathways	49%	41%	10%

APPENDIX 3 – LAND USE CODE ASSESSMENT

INTRODUCTION

PURPOSE OF ASSESSING THE CURRENT LEADVILLE LAND USE CODE

REGULATIONS

The purpose of the current land use regulations is to regulate development and land use activities within the incorporated boundaries of the City of Leadville. The regulations should also be a logical extension of the Comprehensive Plan. It is critical that the current regulations be evaluated for consistency with the Comprehensive Plan and to determine whether they are able to function as a logical extension thereof. This assessment will highlight a multitude of issues pertaining to the content and functionality of the current regulations in light of the Comprehensive Plan, as well as proposing recommendations for future amendments to the organization, format, design standards, and procedures.

SUMMARY OF ASSESSMENT AND RECOMMENDATIONS

This assessment was developed in connection with the Comprehensive Plan update process and is intended to provide the city with an account of amendments that may be necessary to implement the growth and land use policies and guidance contained in the Comprehensive Plan. The recommendations contained in this document represent the first steps in the amendment process. Additional steps will likely include detailed evaluations of the internal formatting and organization of the regulations. As with all amendment processes, there remains the likelihood that additional associated amendments may be necessary in order to ensure that the integrity of the regulatory content and overall functionality are not compromised.

NEXT STEPS

In an effort to further solidify the connection between the Comprehensive Plan as a guidance document and the land use regulations, the city may elect to incorporate this assessment within the Comprehensive Plan.

Once the city finalizes and adopts the Comprehensive Plan, additional action should be taken to evaluate the appropriate process for implementing the following recommended amendments. The city has the following options for addressing the amendment process: 1) review the recommendations and initiate a comprehensive amendment process in one focused project, or 2) prioritize, draft, and adopt a set of itemized amendments and proceed through the amendment process incrementally.

OVERARCHING AMENDMENTS TO THE EXISTING DEVELOPMENT REGULATIONS

GENERALLY

The City of Leadville land development regulations are in two separate titles of the Municipal Code: Title 16, which includes regulations for subdividing property located within the city, and Title 17, which includes the city's zoning ordinance. Ideally, these regulations would be redrafted into a unified development code.

The recommended overarching development regulation amendments address issues in three categories: 1) organization and format, 2) standards, and 3) procedures.

ORGANIZATION AND FORMAT

CONSOLIDATE SUBDIVISION REGULATIONS AND ZONING ORDINANCE

The city should amend the Municipal Code to consolidate all land development regulations into a comprehensive development code under a single title. The subdivision regulations and zoning regulations are separated into two titles in the current Municipal Code. Most modern codes include a single set of development regulations governing both the division and zoning of land. Consolidation will result

in a more user-friendly, intuitive and comprehensive set of rules for developers, staff, and officials. Other benefits of consolidation include: 1) a single list of development-related terms and definitions, and 2) less repetition and cross-referencing.

LACK OF USABLE TABLES OF CONTENT AND INFORMATIONAL PAGE HEADERS

The regulations should include a complete table of contents by chapter including section and page numbers. Page headers/footers including the section and subsection name and number and page numbers would also help with user navigation.

ORGANIZATION OF BY RIGHT, CONDITIONAL, AND PROHIBITED USES TABLE

Chapter 17.48 of the Zoning Ordinance includes Table 1, By Right, Conditional and Prohibited Uses by Zoning District. The uses in Table 1 appear to be listed in order from less-intense to more-intense. The table should be reorganized in one of two ways: 1) alphabetically by use, or 2) by categorical headers (e.g., residential, commercial, industrial, etc.). The table should also be expanded to indicate allowances for temporary uses within each of the zoning districts.

ADD A TABLE OF ACCESSORY USES

The development regulations should include a separate accessory uses table following the revised By Right, Conditional, Prohibited, and Temporary Uses Table. The accessory uses section of the current zoning ordinance is in paragraph form, making it difficult to identify the specific allowed uses. Reformatting the existing accessory uses section into a table would increase efficiency and user-friendliness.

FORMATTING OF ZONING DISTRICT DENSITY AND DIMENSIONAL STANDARDS

Section 17.12 of the current zoning ordinance includes the general requirements and density and dimensional standards for each of the city zoning districts. This section should be reorganized to combine all of the density and dimensional standards into a single table. The combined table would be a single source of standards for developers, landowners, staff, and officials.

CHAPTER 17.72, SUPPLEMENTARY REGULATIONS

Chapter 17.72, Supplementary Regulations, appears to function as a catch-all for regulations that were not included in the main body of the regulations. Including a catch-all section within the regulations creates confusion for the user because they are isolated and not well categorized or referenced from the main body of the regulations. The contents of this section need to be relocated into the main body of the code. A better organized code overall would eliminate the need for supplemental regulations in the future.

DEFINITIONS AND ACRONYMS

The recommended unified development code, including the subdivision regulations and the zoning ordinance, should include a separate definitions section, which would serve as a single source of definitions for all development-related terms. Currently, there are development-related terms defined in a section of the subdivision regulations as well as in a separate section of the zoning ordinance.

In addition to combining the two definitions sections into a single section in the new unified development code, all imbedded definitions in the text of the regulations need to be consolidated into the definitions section. This would also include

relocating the list of defined terms in section 17.80.100 within Chapter 17.80, Signs, as well as eliminating detailed regulatory language within the definitions of certain terms (e.g., the definitions for home occupation, cottage industry, buffer, etc., all include language that is more indicative of dimensional and/or use-specific standards). The city should also evaluate the table of by right and conditional uses (Table 1 in Chapter 17.48) to ensure that each use is defined in the definitions section and, conversely, to ensure that any use that is currently defined is included within the use table.

Finally, the city should relocate all acronyms in the definitions section and those located in text to a new acronyms section following the new definitions section.

STANDARDS

PLANNED UNIT DEVELOPMENT OVERLAY DISTRICT

The recommendations for amendments to the Planned Unit Development Overlay (PUD) District include the following:

- The city should revise the regulations to include an “Applicability” section detailing which zoning districts are eligible for the PUD zoning district overlay. This section would also need to include minimum acreage requirements and other prerequisites for a PUD application.
- Section 17.40.030, General Provisions, should be redrafted to remove and relocate the imbedded review and approval criteria. The criteria should be relocated into a separate section of the PUD regulations under a new navigational header titled “Review and Approval Criteria.”
- The “General Design Standards and Specifications” section of the PUD regulations should be amended to include discernible standards and specifications. As written, this section is vague, lacking specific standards, and includes very permissive language such as “PUDs shall be designed in such a manner that *wherever possible* they will protect and enhance the environmental assets...,” and “Visual screening and buffers of an *appropriate* height...,” and “The PUD design shall bear a *carefully thought out relationship* to the surrounding area...” (emphasis added).
- The requirement for 20 percent open space should be better defined. The existing regulations define “useable public open space” as being “open areas designed and developed for use by the occupants of the proposed development and by other persons for use including but not limited to recreation, parks, green belts and walkways.” Arguably, a detention pond could be considered a “green belt,” but it generally lacks usability by the public. Based on this example, this section should be expanded to clearly articulate the expectations of the city regarding the usability of PUD-required open space. In addition, this section does not include a standard by which the 20 percent open space requirement should be determined. Should open space represent 20 percent of the gross acreage or 20 percent of the net acreage, excluding, for example, acreage dedicated to roads and drainage facilities?

- It appears as though the allowed residential density and the allowed uses for a PUD are required to comply with those of the underlying zoning district. If this assessment is correct, then the question arises, “Why would a landowner choose to rezone their property to PUD as opposed to one of the underlying zoning districts?” The city should reevaluate these requirements in light of the traditional purpose of a PUD, which is typically to afford additional densities and/or a mixture of uses in exchange for the preservation and ongoing maintenance of open space and other sensitive areas.
- The current PUD section does not provide discernible thresholds for what constitutes a major and minor modification to an approved PUD. The city should consider amending this section to include language that clearly articulates these thresholds.
- The revocation provisions of the PUD section fail to articulate the resulting zoning of a property once the PUD zoning approval is revoked. The city should address this scenario either via a stand-alone zoning ordinance amendment or as part of the overall development-code drafting process.

DEVELOPMENT STANDARDS

During the regulation consolidation and redrafting process proposed above, the city should consider creating two sets of development standards. The first set would be titled “General Development Standards,” which would include standards that would apply to any development within the city. Standards pertaining to lighting, signage, parking, landscaping, etc., would be included in this set of standards. The second set would be titled “Use-Specific Development Standards,” which would include detailed standards for the development of specific land uses. Examples of the types of land uses that would be specifically regulated in the second set would be temporary uses, telecommunication facilities, commercial greenhouses, industrial and mining operations, sexually oriented businesses, etc.

MOBILE HOME PARKS

A new zoning district titled “Mobile Home Park (MHP) District” would better address the impacts of a proposed mobile home park project. The current conditional use process affords the city with a mechanism for addressing such impacts, but by designating “Mobile Home Parks” as a conditional use within the TR (Transitional Retail/Residential) district, the city is essentially creating the

presumption that the use is generally acceptable in the district upon mitigation of certain impacts. If instead the city required a rezoning of a particular property to the new Mobile Home Park zoning district, then the industry would have more flexibility in siting such parks and the city would have more discretion in determining the appropriate location and mitigation measures necessary to ensure use-to-use compatibility with this type of residential development.

SIGN CODE

The city should evaluate the potential for redrafting the sign regulations within the existing zoning ordinance. In particular, the recommended amendments to the sign regulations include, but are not limited to, the following:

- Redrafting the “Intent” section to be more descriptive and formal.
- Reorganizing and reformatting the regulations to include an intuitive progression of regulations, navigational section headers, and converting the paragraph-based standards into easily understood tables.
- Relocating sign-specific definitions into the comprehensive definitions section of the new unified development code.

PROCEDURES

CONSOLIDATION OF PROCEDURAL REQUIREMENTS

The information contained within section 16.28.020, Table of Subdivision Processes, is confusing as displayed. It is recommended that the information within this table be reformatted into paragraph form with additional navigation headers in order to increase usability. This section should also consolidate the submittal requirements and processes located throughout Chapter 16 and the procedural requirements in the zoning ordinance in order to create a single source of procedural requirements. This would reduce the need for cross-referencing between sections to find the procedural requirements.

IMPLEMENTING THE FUTURE LAND USE DESIGNATIONS OF THE COMPREHENSIVE PLAN

GENERALLY

The Comprehensive Plan provides future land use guidance and should function as the basis for future zoning and development code amendments. This section provides an analysis of those future land use designations as compared to the existing underlying zoning, the availability of services, and the ability of the city to adequately and efficiently implement the Comprehensive Plan under the existing development regulations.

DEVELOPED RESIDENTIAL

Background: The Developed Residential designation consists of partially built-out subdivisions that are not likely to change in the near future. Each of the Developed Residential areas are adjacent to or in close proximity to the existing city limits.

Zoning and Recommendations: The areas identified as Developed Residential are currently zoned R-1 (Conventional Residential), R-2 (Traditional Residential), and TR (Transitional Retail and Residential). Each of these three zoning districts allows single- and two-family residential dwellings by right. In addition, the R-2 and TR zoning districts also allow for 3-4 unit multiple-family residential dwellings as conditional uses, while the TR zoning district also allows 5+ unit multiple-family residential dwellings as a conditional use. Recommendations for amendments to the development regulations as a result of the Developed Residential designation include:

- Evaluate the allowed and conditional uses within each of the above underlying zoning districts to ensure ongoing compatibility with the existing and future single-family residential subdivisions.
- As noted above, the areas designated as Developed Residential are commonly located near the city periphery. The city should reevaluate utilizing or otherwise approving rezoning requests to the TR zoning district along the city periphery given that these areas are not typically considered to be

residential-to-retail use transition locations. It is recommended that the city amend Section 17.24.010, General Requirements of the Transitional Retail/Residential (TR) District, of the zoning ordinance in order to emphasize the location near the edges of the city.

HIGHWAY COMMERCIAL

Background: As the title indicates, the Highway Commercial designation is located along the highway entering and exiting the City of Leadville and is characterized by a flexible mix of retail, commercial, and office uses having convenient automobile accesses and parking as well as safe and obvious pedestrian and bicycle facilities.

Zoning and Recommendations: An evaluation of the current Zoning District Map indicates that the areas designated as Highway Commercial are zoned C (Commercial/Highway Business), TC (Transitional Commercial), and R-2 (Traditional Residential). There are a variety of existing land uses in these areas, including single-family residential, commercial, public, and light industrial. Recommendations for amendments to the development regulations as a result of the Highway Commercial designation include:

- The city should evaluate the potential for including additional buffering and screening requirements within the C and TC zoning districts, particularly when a property is immediately adjacent to a single- or two-family residential dwelling. Including the additional buffering and screening requirements will help ensure better transitions and compatibility between the Highway Commercial uses and adjacent residential uses.
- The city should consider amending the regulations for all commercial-based zoning districts to include setbacks that are measured from the zoning-district boundary rather than only having setbacks that are measured from the individual property lines. Imposing such setback requirements will help separate the more intense commercial uses from the less intense adjacent uses.
- The city should amend the existing regulations to include buffering and landscaping standards, including provisions for xeriscaping alternatives, for commercial developments. As noted above, the Highway Commercial designation is located along the highway corridor. This area includes the gateways into and out of the City of Leadville. Increasing the requirements in these areas, especially at the gateways to the city, should serve a dual purpose: 1) improving the visual aesthetics for travelers entering and exiting the city as well as throughout the rest of the C-zoned areas along the highway corridor, as well as 2) helping to preserve adequate sight distances at access points along the highway. The requirements for the amount of buffering and the extent of landscaping should be dependent upon the road types adjacent to the property (e.g., highway, collector, local, etc.). In

coordination with these amendments, it is recommended that the city consider developing and adopting a landscaping manual. The manual should provide recommendations for plant species, seasonal planting schedules, and acceptable xeriscaping alternatives that are specific to the unique elevation and climate of the City of Leadville.

- The city should consider implementing code amendments that would require new development to provide adequate sidewalk connections and connections of other parallel pathways. One method for accomplishing this would be to adopt roadway/sidewalk/landscaping cross-sections depicting the required dimensional standards for each surface type based upon the physical attributes of the roadway and terrain. In addition, the city should require developers to provide a financial guarantee to ensure construction and installation of the required pedestrian connections and roadway landscaping.
- It should be noted that the city has several options for financing the construction of missing or deficient sidewalks. The city could utilize any or all of the following mechanisms:
 1. Requiring the developer of a project to construct all on-site sidewalks.
 2. Creating a local improvement district to finance specific improvements.
 3. Requiring all new development to pay an impact fee. The impact-fee amount would be the developer's pro-rata share of the cost of new facilities required to serve the development based upon an established formula and fee schedule.
 4. Applying for grant funds to help finance specific projects.

TOWN SITE MIXED USE

Background: Town Site Mixed Use areas include a mixture of single- and multi-family residential, commercial, office, and light industrial uses. As the future land use designation description indicates, these areas exhibit a development pattern in which the residential uses occur in the interior of blocks as opposed to the non-residential uses, which have typically been located at block corners. The proximity of the residential uses to the non-residential uses should allow for better pedestrian opportunities. In addition, the historically residential alleys afford the block-corner non-residential uses with opportunities for achieving immediate access from public roadways to on-site parking.

Zoning and Recommendations: The Zoning District Map indicates that most of the properties designated as Town Site Mixed Use are currently zoned TR (Transitional Retail/Residential). In addition, there are a few smaller areas that are zoned R-2 (Traditional Residential), C (Commercial/Highway Business), and TC (Transitional Commercial). While the R-2 and C zoning districts do allow for a mixture of some transitional land uses, albeit usually by conditional use permit, the other two zoning districts, TR and TC, tend to better embody the location and

mixture of uses commonly associated with transitional zoning districts. With that said, the following amendments to the development regulations as a result of the Town Site Mixed Use designation are recommended:

- Table 1, By Right, Conditional and Prohibited Uses by Zoning District, within Chapter 17.48 indicates that there are more residential housing types allowed by right in the TC (Transitional Commercial) zoning district (single-family, two-family, and 3-4 unit multiple-family dwellings as well as residential dwellings above commercial uses) than are allowed in the TR (Transitional Retail/Residential) zoning district (single-family and two-family dwellings only). These designations are counterintuitive to the title of each district since the Transitional Retail/*Residential* zoning district includes a lesser allowance for residential uses than does the more commercially-oriented Transitional *Commercial* zoning district (emphasis added). For that reason, it is recommended that the city reevaluate the mixture of by right and conditional residential and commercial uses for each of the underlying zoning districts based upon the location and intent of each district.
- The city should evaluate the potential for adopting additional setback requirements in the transitional zones based upon the use and/or zoning of adjacent properties (e.g., requiring a greater setback for commercial uses in the TR zoning district from an adjacent single-family residential property).
- The city should evaluate the uses by right and conditional uses in the TR (Transitional Retail/Residential) zoning district. The uses by right in the TR district are limited to the following: single-family dwellings, two-family dwellings, parks/playgrounds, home occupations, some telecommunication facilities, and accessory dwelling units. If the TR district is intended to serve as a commercial transition zone, then the city should consider redesignating some of the commercial uses that currently require conditional use approval to uses by right (e.g., small-scale retail and professional/business offices, personal service establishments, etc.).

DOWNTOWN

Background: The Downtown designation is the center of commerce, civic events, and celebrations. The built environment in the downtown area includes historic structures and a mixture of uses that are conducive to and compatible with pedestrian activity. Street-level commercial with second and third story office, lodging, and residential uses are a common vertical mixed-use scenario in this area.

Zoning and Recommendations: The majority of the properties included within the downtown area are currently zoned RC (Retail Core), TC (Transitional Commercial), or TR (Transitional Retail/Residential) and are overlay zoned pursuant to the NHL (National Historic Landmark) district. In addition, there are a few properties at the northern and southern ends of the downtown area that are

currently zoned R-2 (Traditional Residential) and C (Commercial/Highway Business), respectively. The interior core of the Downtown designation includes the Harrison Avenue corridor, which is currently zoned RC (Retail Core).

The by right and conditional uses for the RC zoning district appear to be appropriate in the context of the downtown future land use area. The remaining portions of the areas designated as future downtown, which are predominantly zoned TC and TR, should function to serve and facilitate the core retail uses along Harrison Avenue. Following are the recommendations for amendments to the development regulations:

- The city should evaluate the uses (by right, conditional, etc.) and review and approval procedures for uses that inherently support the retail core, such as bed-and-breakfast establishments, parking lots, and restaurants. The current zoning ordinance allows parking lots by right in the C (Commercial/Highway Business) zoning district, which is more likely to experience pass-through traffic or convenience-oriented vehicular stops, but requires a conditional use permit in all of the transitional zoning districts that support the retail core, which are more likely to experience destination traffic and associated parking demands.
- The city should consider amending Chapter 17.80, Signs, of the current zoning ordinance. A separate sets of sign regulations for the retail core would add to the clarity of the sign code. Section 17.80.070.F, Exempted Signs, states that window signs in the retail core and commercial districts are not subject to the sign regulations. This exemption is an example of why the retail core should be regulated under a separate set of signage regulations. Although allowing limitless window signage in the general commercial districts supports those businesses from a marketing standpoint, allowing the same in the retail core could compromise the character of the area in excess of the marketing benefits. A new sign code for the retail core should balance the value of allowing adequate signage and advertising with the desire to appropriately preserve the character of the downtown area.
- The city should evaluate eliminating the Transitional Retail/Residential (TR) zoning district. The current zoning ordinance includes two transitional zoning districts: 1) the Transitional Retail/Residential (TR) district and 2) the Transitional Commercial (TC) district. The intent of both districts is basically the same, which is to allow a mixture of traditional residential uses and low-impact commercial uses. The TR district only allows residential uses as uses by right, whereas all commercial uses require conditional use approval. By comparison, the TC district allows an appropriate mix of transition-oriented residential and commercial uses, both as uses by right and conditional use. For that reason, the city should consider retaining the TC district and eliminating the TR district, which would also serve to remove a barrier to developing small-scale transitional commercial uses that would support the downtown future land use area.

TOWN SITE RESIDENTIAL

Background: The Town Site Residential designation covers neighborhoods that were built on the original town grid pattern and which will likely present an opportunity for future residential infill and redevelopment. There are small lots in this area which may need to be combined in order to adequately accommodate infill and redevelopment. The Town Site Residential designation is the most widely used future land use designation and can be found throughout most residential neighborhoods in the historic town site.

Zoning and Recommendations: When compared to the current City of Leadville Zoning District Map, the Town Site Residential Future Land Use Plan designation is predominantly zoned R-2 (Traditional Residential), but also includes isolated instances of TC (Transitional Commercial) and TR (Transitional Retail/Residential) zoning. The Town Site Residential areas provide use intensity transitions between the commercial/retail-based future land use areas (Downtown, Highway Commercial, and Town Site Mixed Use) and the residential-based Developed Residential areas. Recommendations for amendments to the development regulations in association with the Town Site Residential designation include:

- The city should evaluate the current subdivision regulations, particularly as they pertain to lot consolidation and lot line adjustments. The current standards for approval of a lot consolidation under Chapter 16.24 of the Municipal Code include the following language:

“6. The proposal does not create or result in the creation of a lot or parcel of land that would violate or fail to conform to any applicable zoning or other standard, including but not limited to, lot area, minimum frontage, building height, setback(s), public or private road or private drive standards, parking, or access; except that:

If the previously subdivided lots proposed for consolidation are lawfully recognized non-conforming lots due to a failure to conform to the application minimum lot area requirement, the lot consolidation must result in a reduction by at least fifty (50) percent of the otherwise allowable density permitted for the previously subdivided lots.”

This language is somewhat confusing as written and a firm standard of fifty (50) percent density reduction may preclude potential redevelopment of unoccupied properties within the city. It is recommended that the city explore options for creating a process for lot consolidation that does not necessarily meet the density reduction requirement above, but can still meet setback, access, and parking requirements. The process could enable the creation of a niche in the housing market that results in smaller, more affordable new housing stock. These homes would be located in close proximity to the urban core and should be compatible in form and character to the existing neighborhoods.

- The Town Site Residential areas likely include a variety of existing home occupations. As infill and redevelopment occur in these areas, the city should consider amending the home-occupation regulations of the current zoning ordinance. Potential amendments include:
 1. Removing the use-specific standards for home occupations from the definitions section and adding them to the consolidated development-standards section.
 2. Developing additional standards to address: 1) which types of home occupations are specifically allowed and not allowed in certain zoning districts, 2) the amount of area a home occupation may occupy in certain zoning districts both in terms of percentage and in terms of maximum square-footage, 3) zoning district-specific home-occupation signage and advertising standards, 4) regulations pertaining to outside storage, 5) parking requirements, and 6) hours of operation, particularly with regard to scheduled deliveries.
 3. Developing a conditional use process for applicants seeking to conduct a home occupation which would exceed or otherwise not comply with the adopted home-occupation standards. This would also require adding “Home Occupation by Conditional Use Permit” as a use in Table 1, By Right, Conditional and Prohibited Uses by Zoning District” in Chapter 17.48.
- The city should consider amendments to the blanket use-by right allowance of accessory dwelling units in the R-2 zoning district, which is the predominant zoning district in the Town Site Residential future land use area. One option could be developing specific minimum-lot-size, architectural-design, access, drainage, snow-removal, and water and sewer capacity standards that must be satisfied and/or planned for prior to approval of an accessory dwelling unit, whether it be by conditional use permit or via administrative review and approval. In addition, it is recommended that the city consider developing city-wide (applicable in all zoning districts) use-specific standards pertaining to accessory dwelling units. By adopting specific standards for accessory dwelling units, the city will be better able to ensure that ongoing development of these units will not overburden infrastructure or degrade the character of the existing neighborhoods.

PUBLIC LAND

Zoning and Background: All of the Public Land designated areas are currently zoned R-2 (Traditional Residential) and a number of those areas are located immediately adjacent to the City of Leadville’s westernmost incorporated boundary. Many of these areas already include existing public uses and are owned by either the federal, state, or county government or by another public or quasi-governmental entity.

Recommendations:

The city should consider expanding the By Right, Conditional, and Prohibited Uses list within Table 1 of Chapter 17.48 in order to more appropriately address public facilities. Under the current list, the city regulates such facilities under the broad use of “Essential public and government utility uses, facilities, services and buildings, excluding water storage and high voltage electric transmission facilities and accessory uses to these facilities.” Under the existing language, an administrative office, proposing no on-site customer activity, would be subject to the conditional use process in five of the six zoning districts. The one zoning district that does not require a conditional use permit is the C (Commercial/Highway Business) zoning district, which allows such facilities by right regardless of whether the proposed use is a government-proposed shooting range or a single administrative office. This is particularly significant given the fact that much of the existing property in the city that is zoned C (Commercial/Highway Business) is immediately adjacent to properties zoned R-2 (Traditional Residential).