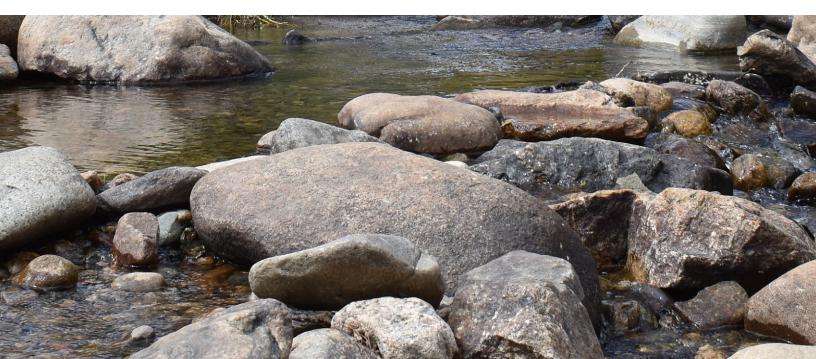


Gilpin County Comprehensive Plan 2020





Acknowledgement

Many individuals volunteered their time and energy in the preparation of Gilpin County's first comprehensive plan officially referred to as the 2020 Comprehensive Plan. This planning effort would not have been possible without the leadership and guidance provided by Gilpin County citizens, elected and appointed officials, and county staff. In addition, the Colorado Department of Local Affairs (DOLA) is recognized as providing fifty percent of the funding for this comprehensive planning effort.

Board of County Commissioners

District #1 - Commissioner Ron Engels District #2 - Commissioner Linda Isenhart District #3 - Commissioner Gail Watson - Chair

Interagency Task Force Representation

DOLA Colorado Department of Transportation Colorado Division of Mining Colorado Division of Water Resources Colorado Parks and Wildlife NoCo Places 2050 Black Hawk Central City Sanitation District Clear Creek County **Boulder County** Jefferson County **Grand County** City of Central City City of Black Hawk Town of Nederland Gilpin Ambulance Authority Gilpin County Senior Leadership Team CSU Extension Office DRCOG Timberline Fire District Trout Unlimited Eldora Mountain Resort Monarch Casino

Prime Consultant

DTJ Design

Chris Moore - Principle-in-Charge Francois de Kock - Project Manager Brennan Maher - Landscape Architect

Planning Commission

Laura Jeney - Chair Jim Wailes - Chair Pro-Tem **Bob Haxel** Dorothy Sweet Roxanne Goss Shannon Arrington Andrea Wrobel Joe Marr David Sietsema Art Fuqua

County Staff

Abel Montoya - County Manager Stephen Strohminger - Senior Planner Tami Archer - Planner Brad Benning - County Attorney Anne Schafer - Assessor Jaime Tirado - Business Analyst Jennifer Cook - CSU Extension Director

Subconsultants

Miles Graham - GBSM Michael Verdone - BBC Research Beth Vogelsang - OV Consulting Bill Mangle - ERO Resources Kevin Vecchiarelli - JVA Engineers Jayashree Narayana - LPC

Opposite Page: View from Gilpin County Courthouse



Table of Contents

Executive Summary	E5-′
Report Overview	RO-
Chapter 1: Introduction	19
1.1 What Is A Comprehensive Plan?	20
1.2 Purpose	
1.3 Planning Process	2 ⁻
Chapter 2: Existing Conditions	22
2.1 Character	
2.2 Natural Resources	
2.3 Demographics	
2.4 Land Use	
2.5 Housing	
2.6 Transportation & Mobility	
2.7 Economy	
2.8 Taxation	
2.9 Development Impact	
2.10 Market + Economic Constraints + Opportunities	Z
Chapter 3: Community Engagement	28
3.1 Engagement Strategy	
3.2 Public Engagement Timeline	
3.3 Roles & Expectations	
3.4 Community Input Summary	3!
Chapter 4: Visioning	38
4.1 Community Values & Priorities	
4.2 Vision Statement	
4.3 Goals & Strategies	
4.4 Public Engagement & Visioning Conclusion	44
Chapter 5: Economics	40
5.1 Summary Of Findings	48
5.2 Future Land Use Scenarios	50
5.3 Fiscal Evaluation	
5.4 County Revenue & Expenditure Assumptions	
5.5 Scenarios Fiscal Impact Analysis	
5.6 Sensitivity Analysis	
5.7 Discussion	6 ²

Chapter 6: Land Use	6
6.1 Future Growth	
6.2 Growth Management Framework	6
6.3 County Villages	6
6.4 Existing & Future Land Use	7
Chapter 7: Transportation	8
7.1 Transportation Overview	8
7.2 Transportation Policies & Strategies	
7.3 County Village Transportation Toolbox	9
Chapter 8: Capital Improvement Plan	11
8.1 CIP Context	11
8.2 CIP Strategies	11
8.3 Mechanisms For Funding Cip	11
Chapter 9: County Regulations	11
9.1 Zoning Code & Land Use Regulations	
9.2 Engineering Regulations	
Chapter 10: Implementation Plan	12

Appendices

(available as a separate document)

Appendix A: Summary of Existing Documents & Plans Appendix B: Community Engagement Appendix C: Natural Resources References



List of Exhibits

E3-1
RO-1
19
22
28
38
46
62
81
82
83
84
85
86
109
110
111
112
118
124

Opposite Page: South Boulder Creek







Executive Summary

Gilpin County's Draw

Known to be one of the smallest counties in Colorado, Gilpin County has a unique character defined by large areas of publicly accessible state and federal land (more than 50% of the County) and the Peak to Peak Scenic Byway along CO 119 with beautiful views to the surrounding mountains. Following the Gold Rush that began in 1859, major settlement occurred giving rise to Black Hawk and Central City. In order to keep the two cities alive after decades of economic decline, mining was replaced by the gaming industry in 1990. Regardless of mining and gaming, a main draw for people moving to Gilpin County has always been its relative isolation with little, if any, tourism.

Purpose of the Comprehensive Plan

Growth for the last 20+ years has been slow for Gilpin County. However, being located less than an hour from Denver, a major employment center, and the ease with which people can work remotely, the question is not whether development will occur, but rather when. For that reason, it is necessary to be ready for development, which is one of the main reasons for this Comprehensive Plan. Funded by the County with a 50% DOLA grant, the focus of Gilpin County's first Comprehensive Plan is to create a land use plan that is informed by economic realities and supported by transportation strategies. A key objective is a revision of the county development regulations. This Comprehensive Plan replaces the 2017 Gilpin County Master Plan.

Natural Resources

A study of existing conditions revealed that several areas within Gilpin County possess high ecological value due to their ecological diversity, sensitivity, or importance as wildlife migration corridors. These areas are critical to the long-term stewardship of natural resources in the County and should be considered for policies and initiatives that promote long-term conservation and stewardship.

Economics

Economically the gaming industry at Black Hawk and Central City generates significant sources of income, employment, and tax revenue for the County, but the industry's growth has not stimulated economic diversification. The County's rural character with a small and dispersed population hinders its ability to support important local service, such as healthcare facilities; let alone attract new, desired services, such as broadband internet, a grocery, or a bank. The lack of these services, in turn, limits the County's ability to attract new residents or house the gaming industry's work force. Limited water and wastewater resources, and a lack of developable private land, cause the development of new housing stock to be difficult and expensive.

Visioning

Public engagement is foundational to the planning process. Educating the community about the role of a comprehensive plan was followed by a schedule of regular meetings and surveys to learn about the preferences of the people living and doing business in Gilpin County. The outcome was the formulation of a Vision Statement that reads:

Vision Statement:

"High-quality mountain living that balances environmental sustainability & rural community values with economic diversification & resiliency."

Six Goals:

The Vision Statement led to six goals:

- 1. **Protect and Sustain** Gilpin County's rural mountain community and natural environment by focusing resources and density in less-intrusive development nodes.
- **Prevent Overuse** by managing recreational tourism with focused infrastructure improvements.
- 3. **Economic Diversification** calls for development to be concentrated in nodes, while promoting a diversity of commercial/retail ventures.
- 4. **Interagency Coordination** to focus resources and efforts.
- 5. Maintain Gilpin County's Unique Character with County control over development.
- 6. Manage Growth to Protect Community Values responsibly and with care.

Strategies:

The vision and goals combined inspired strategies for resilient and sustainable growth within the County i.e.:

- 1. **Mixed Used Development** including a mix of Residential & Commercial (retail, entertainment, hospitality, etc.) and Industrial (limited to cottage industry) will lead to much needed economic diversification.
- 2. Concentrated Development in small, focused areas called villages will result in economic resiliency and the protection of vulnerable and sensitive natural and cultural areas.
- 3. Managed Growth including the predetermination of where growth should take place, the quality of such growth, and regulating development that allows for predictability AND flexibility, is necessary to achieve the vision for the County.

Growth Management Framework

Development within the County is imminent. The growth management framework directs toward the establishment of villages that are predetermined by the County as appropriate and feasible for future development. However, prospective businesses, developers and homebuilders should not only be directed toward these villages, but also be required to meet the highest standards of precaution and quality to support environmental sustainability and the rural community values.



County Villages

Mixed use villages versus dispersed development hold multiple benefits that include cost effective infrastructure, affordable housing, limited disturbance footprint, sense of community and walkability, while promoting community values and protecting the natural environment. Villages are characterized by compactness, minimized development impact, multi-modal connectivity and vibrant places that are welcoming to residents, business owners, commuters, and tourists. The basic configuration of a village includes a mixed use village core and transition zone, surrounded by a residential

The implementation of the villages requires the creation of a vision plan for each village. This Village Vision Plan is to serve as the blueprint for its development over time whether it takes 20, 50 or 100 years for a village's build-out. The premise is that no matter how long it takes to reach a village's full capacity, it is about a roadmap that guides development over time based on developer interest, market forces and the community's capacity and tolerance for development.

In summary, villages will serve as the catalyst for economic diversification, the protection of areas of natural and cultural importance, and the primary means to achieve the vision and goals for the County.

However, for the successful implementation of the villages, it is necessary that the County AND landowners are patient in order for county villages that mature from small yet intentional to prosperous and diverse.

Development Regulations

One of the primary tools to implement the vision for the County is found in development regulations. However, to be effective, zoning regulations need to abide to three key rules:

Rules for Regulations

Dynamic:

Dynamic zoning regulations make it easy to do the right thing in the right place while responding to changing market and other contexts. They should be predictable and consistent while being easy to use and update.

Well Defined:

Well defined rules help inform potential developers that the County has a vision. Clear expectations allow developers to work within clearly defined rules providing a sense of protection for any potential investment.

Flexible:

Regulations should be flexible enough to accommodate unknown opportunities, yet specific enough to help staff make day-to-day decisions.

Conclusion

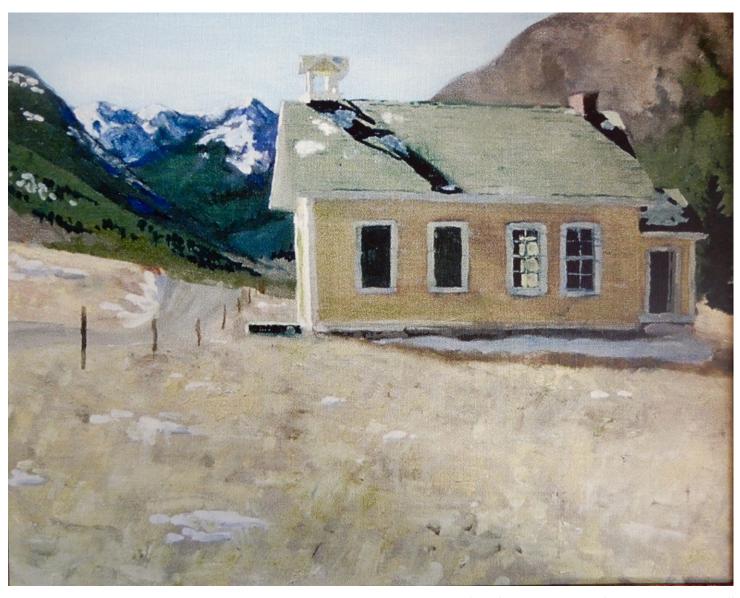
The multifaceted challenges facing Gilpin County require multifaceted solutions. By concentrating development and infrastructure requirements in pre-determined locations and managing outdoor recreation, the County gains greater control over the character of the County, while simultaneously encouraging appropriate development and economic diversification.

Opposite Page: Cycling on the Peak-to-Peak Highway Road Biking Route, photo courtesy of Zac Heiliger and 10Adventures.com



Report Overview

The Gilpin County Comprehensive Plan is the culmination of a planning process in which the consultant team reviewed existing documents, worked collaboratively with various agencies and governing bodies, engaged at numerous points with county residents, and brought industry-specific knowledge to assist the County in establishing a vision and formalizing actions and goals focused on achieving the County's vision. The following describes an overview of each chapter of the Comprehensive Plan report.



Artwork: Gilpin County resident Brian O'Donnell

Chapter 1: Purpose & Process

Chapter 1 describes a comprehensive plan as a cohesive document that accounts for various countywide elements (economics, land use, transportation, and recreation) in a comprehensive and integrated

The process to establish a Comprehensive Plan provides predictability and fairness for citizens, appointed and elected officials, county staff and the development community by providing clear recommendations for the desired type, location, and scale of new development and redevelopment within the County.

The planning process evaluates: 1) where are we now; 2) where do we want to be; 3) what are our options; and 4) how do we get there?

Chapter 2: Existing Conditions

Chapter 2 references the Existing Conditions report, which is the result of the consultant team reviewing existing county documents, discussions with the staff of Gilpin County as well as other agencies, publicly available information such as from the U. S. Census Bureau, the Colorado State Demographer, and numerous other sources.

The Existing Conditions report exists as a standalone document which provides context for the Comprehensive Plan. Topics addressed in the Existing Conditions report include: County character, demographics, land use, housing, transportation & mobility, economy, taxation, development impact, and market & economic constraints & opportunities.

Chapter 3: Community Engagement

The public engagement strategy for the Gilpin County Comprehensive Plan emphasized community input and public education simultaneously. Therefore, this effort necessarily included a wide-range of community touchpoints and input opportunities, such as a series of Board of County Commissioner (BOCC) meetings, Planning Commission (PC) meetings, Inter-agency Task Force meetings, Community Workshops, three communitywide surveys and the Comprehensive Plan website.

The Public Engagement process had a number of phases that provided themes for the team to focus on when establishing the vision and strategies to achieve the County's goals (see Figure RO-1: Public **Engagement Phases & Themes**).

1. Phase 1 **Discovery & Establishing a Vision**

- o Community Pride & Identity
- o Think Big About Staying Small
- Collaboration & Inclusivity
- Economic Diversification
- o Environmental Awareness

2. Phase 2

Developing Plan Elements

- o Right Uses, Right Places
- o Economic Diversification
- o Financial Sustainability
- o Transportation Needs

3. Phase 3 **Finalizing the Plan**

- o Protect & Sustain, Prevent Overuse
- o County Villages & Development Guidelines
- o Natural Hazards of Concern
- Need for County Regulations

Figure RO-1: Public Engagement Phases & **Themes**

Chapter 4: Visioning

Chapter 4 reflects the culmination of public engagement expressed as community values and priorities, a vision statement, and six goals and strategies to implement the vision, all of which were collaboratively developed throughout a nearly yearlong planning process.

The level of community investment in this effort is mentioned as unprecedented in the history of Gilpin County.

The chapter concludes that the community's ultimate commitment to undertaking this comprehensive planning process in the face of adversity of historic proportion, provides a Comprehensive Plan that will endure and deliver the County's vision to provide:

High-quality mountain living that balances environmental sustainability & rural community values with economic diversification & resiliency

Chapter 5: Economics

This chapter provides an overview of Gilpin County's governmental funds and how their respective revenue sources and cost structures react to growth under varying development patterns.

It includes a fiscal evaluation of three future land use scenarios (consisting of residential and commercial land uses) based on forecasted data from the Colorado State Demographer's Office and scenarios developed with County and community input as part of the Comprehensive Plan process.

This chapter highlights the relationship between land use and government finances specific to Gilpin County and serves as one of many inputs to the comprehensive planning process.

Chapter 6: Land Use

Chapter 6 describes existing development that is mainly focused in the cities and along CO-119, while 50% of the County is public land that will never be developed.

The proposed growth management framework recognizes the existing fiscal responsibilities for the County and the inevitability of residential growth and development pressure due to the expansion of the Denver metro area. This growth management framework is based on three main tenets: 1) Diversify the economy to include uses other than residential, 2) Concentrate future growth in development nodes called "villages", and 3) Predetermine growth that is predictable vet flexible.

The village concept is described in terms of their benefits, the criteria for choosing their location, the characteristics and configuration of a typical village, and the proposed footprint for each of the various proposed villages.

The implementation of the village concept describes the creation of Village Vision Plans to evaluate feasibility, development parameters that meet the County's needs, and to serve as the blueprint for development over time. This is followed by a description of the regulations that need to be in place for each village.

Chapter 7: Transportation

Chapter 7 describes a strategy for the Gilpin County transportation system that prepares the County for future land use changes and the population, employment, and recreational growth those changes may produce.

Countywide policies include greater collaboration with adjacent counties and CDOT, increasing multimodal infrastructure to enhance safety, investing in safety and emergency preparedness, and strengthening shared-use transportation services.

County Village toolbox items focus on the types of street regulations and tools that would be most effective in enhancing the village character and ensuring safe and efficient travel in and around the villages.

Chapter 8: Capital Improvement Plan

This chapter describes the context of Gilpin County whereby capital projects are geared towards two broad goals: financial sustainability and long-range planning. Capital planning is described as being useful for tracking and prioritizing impending projects from various departments to incorporate into land use planning and economic development. CIP strategies include:

- Equitable growth by addressing socioeconomic needs where most needed.
- Maintaining quality of life with infrastructure that keeps pace with population growth and the ability to support the growing numbers of recreational visitors.
- Growth management by directing investment to priority areas for future residential and commercial development in a manner that is consistent with stated community goals.
- Focus on social and financial rates of return with the careful examination of costs, available funding, and feasible timelines.
- Differentiate capital and maintenance expenditures.

Alternative and innovative sources of funding are described as:

- Taxes and fees in terms of user fees, impact fees, and sales and lodging taxes.
- State and federal grants offer funding mechanism for local governments to invest in capital projects.
- Borrowing to fund capital projects contingent on careful assessment of its debt capacity and the usefulness of the capital project against the costs of intergenerational equity, i.e., disseminating the costs of capital projects over their useful
- Public-private partnership (P-3) allows for private entities to share costs, risks, and revenues with a public agency.
- Philanthropic funding by individuals and foundations have become increasingly targeted at economic and social development outcomes.

Chapter 9: County Regulations

This chapter incudes a suggested set of rules to prepare effective zoning regulations, land use and engineering regulations for the County, and is followed by 1) describing the approached applied to amending the zoning and land use regulations, and 2) an introduction to the County's new engineering regulations called the "Gilpin County Standards and Specifications for Design and Construction."

Chapter 10: Implementation Plan

The implementation plan is a necessary part of the Comprehensive Plan creating a list of action items, prioritized, and described to help the County realize the vision set out in the Comprehensive Plan. The Implementation plan for Gilpin County includes two categories of action items: Catalyst items and General items.

- Catalyst actions are primary actions that lead to other actions to be initiated that otherwise may have cost more, taken longer, or in some cases would never have taken effect.
- General actions are actions taken to achieve desired goals ("secondary actions") but not necessarily causing the precipitation of other actions.

All actions are categorized in terms of economic actions, land use actions, transportation actions, recreation actions, and other actions.

Appendices

Appendix A includes the summaries of existing County documents and plans, i.e. Quality of Life Survey Highlights, Strategic Plan Summary, and Gilpin County Master Plan Summary.

Appendix B serves as a supplement to Chapter 3: Community Engagement and includes an overview of the public meetings, the SCORE analysis, results of the three Community Surveys, summaries of the Interagency Task Force meetings, summaries of the Community Workshops, and a list of Interagency Task Force Members invited to the various Task Force meetings.

Appendix C is a compilation of references related to natural resources as discussed in Chapter 2 of the Existing Conditions Report.



South Boulder Creek





Chapter 1: Introduction

1.1 What is a Comprehensive Plan?

As the name indicates, a comprehensive plan considers various county and city plan elements e.g. economic, land use, transportation and recreation in a comprehensive manner. That means not only the comprehensive exploration and studying of a particular element county wide, but also a focus on the interaction and interrelationship between the various plan elements. The objective is for the elements to holistically inform and influence each other, all while serving as tools to achieve the vision for the study area, which in this case is Gilpin County ("County"). The vision itself is based on the community's values and formulated as a result of public engagement.

1.2 Purpose

A comprehensive plan is essential to all communities. It provides predictability and fairness for citizens, appointed and elected officials, county staff, and the development community by providing clear recommendations for the desired type, location, and scale of new development and redevelopment within the county. It is the means to coordinate all county functions including infrastructure investment needed to accommodate the desired type and level of growth. To that end, a comprehensive plan guides the County's Capital Improvements Program (CIP) with respect to spending on public infrastructure.

This Comprehensive Plan is the foundation of defining and implementing a long-range policy including zoning for the orderly growth and development of Gilpin County. In addition, the purpose of this Plan is to identify and articulate the vision for the future and outline a set of goals and objectives to achieve the desired vision. Key to this is the Future Land Use Plan that guides the future development of the community.

In essence, the Comprehensive Plan is a blueprint for collaborative decision making on the County's growth; it provides the Board of County Commissioners, Planning Commission, County Staff, and the community at large with a road map to implement a vision reflective of the desires and dreams of the County's citizens. By its nature, the Comprehensive Plan is a living document which is subject to periodic review and revision as necessary to reflect life and values within the County.

Previous Page: Snowy Landscape, photo courtesy of Gilpin County resident Jason Kallen

1.3 Planning Process

In general, a comprehensive plan evaluates four questions:

- 1. Where are we now? this means an analysis of existing conditions in the County
- 2. Where do we want to be? answered by means of a visioning process
- 3. What are our options? considered by exploring alternative scenarios
- 4. How do we get there? defined by the plan elements and implementation actions

The comprehensive planning process in context with other County initiated studies and/or actions, is illustrated in **Figure 1-1: Planning Process.**The center column represents the steps taken during the development of this planning process. It includes an analysis of existing conditions to determine the baseline data; community visioning to articulate the County's future; consider alternative futures or development scenarios, plan elements recommendation and the prioritization of implementation actions to realize the vision. Public

engagement and participation occur throughout the process by means of the Planning Commission, Interagency Task Force, Focus Groups, Community Workshops, and a series of Community Surveys.

The two directional arrows to the left are indicative of detail studies and plans that are either prepared prior to, simultaneously, or as a result of the comprehensive planning process. In the case of Gilpin County, the Economic Analysis and Transportation Plan are conducted simultaneously during the comprehensive planning process, whereas the Open Space, Parks & Trails Plan will be done with input from the Comprehensive Plan as and when funding becomes available. Other studies and plans also dependent on funding, include a Historic Preservation Plan and a Hazard Mitigation Plan.

The column to the right represents new and/or revisions of ordinances, standards and regulations that serve as tools to implement the Comprehensive Plan.

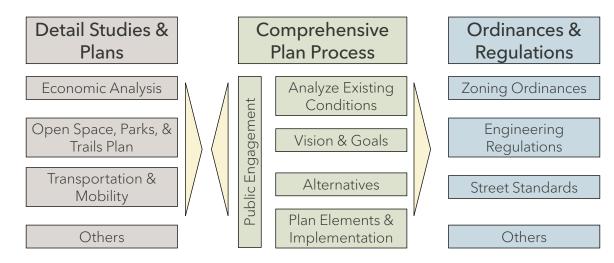


Figure 1-1: Planning Process





Chapter 2: Existing Conditions

The Existing Conditions report is the result of the consultant team reviewing existing county documents, discussions with the staff of Gilpin County as well as other agencies, publicly available information such as from the U.S. Census Bureau, the Colorado State Demographer, and numerous other sources.

A summary of the main findings from this review are discussed below; however, the full text can be found in the Existing Conditions report that serves as a support to the Gilpin County Comprehensive Plan.



Tolland Road railroad crossing on the way to Moffat Tunnel East Portal

2.1 Character

Gilpin County is the second smallest county in Colorado by land area and more than 50% of the County is owned by the Federal or State governments.

Due to fragmented land management and dispersed public and private ownership, the County will likely be managing and regulating unincorporated county land in perpetuity.

The county is entirely mountainous which limits development potential but results in impressive views that are valued and cherished by the County's residents.

2.2 Natural Resources

Several areas within Gilpin County possess high ecological values due to their ecological diversity, sensitivity, or importance as wildlife migration corridors. These areas are critical to the long-term stewardship of natural resources in the County and should be considered for policies and initiatives that promote long-term conservation and stewardship.

Uncontrolled development and unmanaged recreation in similar rural areas result in human intrusion, disturbance, or removal of wildlife habitat. Additional impacts of increased development are typically hydrology changes i.e. hard surfaces that cause less ground infiltration of stormwater runoff resulting in an increase of runoff, and the introduction or spread of invasive non-native species, resulting in reduced abundance, distribution and range of native species.

2.3 Demographics

The County's demographics are unique compared to other communities along the Front Range. The County's population growth has been relatively modest over the last decade and current projections suggest that the County may add no more than 100 additional residents over the next 30 years if current trends persist.

The County's population is also aging as a result of out-migration by younger residents, in-migration by older residents, and the desire of older residents to age-in-place. The median age of Gilpin County residents is older than in Metro area counties such as Jefferson County and Denver, and older than average across Colorado.

2.4 Land Use

The total planimetric area of Gilpin County is 150 square miles of which 82.5 square miles (55%) are public land. The amount of acreage under County control comes to 68 square miles or 43,560 acres.

From a land use point of view, the patchwork of County and public land causes the presence of isolated County land. Coupled with lack of easy access such isolated land may be limited in terms of potential land use.

Residential land use covers the largest area (46%) of County-controlled land at 19,740 acres or 30.8 square miles. This is followed by agricultural at 13,430 acres or 21 square miles that equals 31% of Countycontrolled land.



2.5 Housing

Gilpin County's housing stock is widely distributed across rural subdivisions found throughout the County.

Since 2010, housing development in the County has been slow, with less than 150 units being constructed. The slow rate of new home development reflects both the County's relatively slow population growth during this time and the physical and legal challenges related to water and wastewater requirements for new residential development.

The County's rugged mountain landscape and large proportion of publicly owned land limits the geographic area available for new housing development, but availability of domestic water supplies is perhaps the primary constraint to developing housing in the County's unincorporated areas. Facing similar challenges, neighboring Clear Creek County has established a water bank to help facilitate new development. A water bank is a voluntary, market-based tool that leases water from willing sellers and 'banks' that water for others to use in exchange for a fee.

2.6 Transportation & Mobility

While Gilpin County roads aren't heavily congested, the County does experience seasonal congestion at points along CO-119 associated with traveler behavior during summer and fall viewing seasons. Similarly, CO-72 and CO-46 are scenic winding roads that serve as the primary east/west connections and carry local residents and recreational visitors to adjacent county destinations such as Golden Gate State park.

Many residences rely on local or forest service roads for access, and often these roads are less regularly maintained and may be challenging or slow to navigate in poor weather conditions, making emergency travel more challenging.

CO-119 is a designated scenic byway as well as a regional bicycle corridor from Boulder County to Black Hawk. However, it may be perceived as unsafe for bicycling due to inconsistencies in the presence and width of roadway shoulders north of Black Hawk, and the lack of opportunity for shoulders through the narrow, steep section of highway south of Black Hawk to US 6. CO-46 is another popular roadway for bicycle travel as it offers direct access to Golden Gate State Park and recreational opportunities in Jefferson County. Similar to CO-119, safety is a primary concern for bicyclists along CO-46 due to existing roadway conditions.

2.7 Economy

The economy of Gilpin County is largely centered around the Cities of Black Hawk and Central City and their gaming economies.

The gaming industry generates significant sources of income, employment, and tax revenue for the County, but the industry's growth has not stimulated much economic diversification.

The County's small and dispersed population makes it difficult to attract or support businesses like healthcare providers, grocers, and banks. The lack of these services, in turn, limits the County's ability to attract new residents or house the gaming industry's work force.

2.8 Taxation

Gilpin County's Government is financed through a combination of property taxes, specific ownership taxes, gaming taxes, grants and other unrestricted funds, investment earnings and other sources. There is no County sales tax in Gilpin County.

Gaming taxes are the largest - and therefore most important - source of the County's annual tax revenues and often account for 50 percent or more of annual tax receipts.

Property taxes account for the next largest share of annual County tax receipts, but the County's relatively low mill levy rate limits the amount of tax revenue the County receives from this source.

2.9 Development Impact

The 2008 downturn and the recent COVID-19 pandemic demonstrate the challenges associated with the County's fiscal dependence on gaming.

Adjusted for inflation, County gaming revenues have been flat for 15 years. Revenues per resident have declined.

Additional dispersed, large lot residential development (similar to existing development in the County's unincorporated areas) would require service expenditures that exceed the revenues generated by those new residents.

2.10 Market + Economic Constraints + Opportunities

The County's rural character (small and dispersed population) hinders its ability to support important local service (such as healthcare facilities) let alone attract new, desired services (such as broadband internet, a grocery, or a bank).

Population growth is limited by available housing supply and ability to develop additional housing. Limited water and wastewater resources, along with a lack of developable private land, mean developing new housing stock is difficult and expensive.

A relatively low cost of living and a potential increase in telecommuting position Gilpin County to be an appealing growth area if managed properly.

The County may be able to capitalize on visitors and tourists by promoting recreational and historic tourism, potentially bolstering and diversifying the economy.





Chapter 3: Community Engagement

The community engagement process for Gilpin County's first Comprehensive Plan is unprecedented in the County's more than 150-year history. Gathering meaningful, collaborative, and inclusive community input throughout the planning process was a primary driver in developing the Comprehensive Plan.

This community-driven approach resulted in substantial and actionable feedback at key planning milestones that directly shaped the Plan's goals and strategies.

3.1 Engagement Strategy

The Public Engagement Strategy for the Gilpin County Comprehensive Plan emphasized community input and public education simultaneously. Therefore, this effort necessarily included a wide-range of community touchpoints and input opportunities, such as a series of Board of County Commissioner (BOCC) meetings, Planning Commission (PC) meetings, Inter-agency Task Force meetings, Community Workshops, three community-wide surveys and the Comprehensive Plan website. Additionally, a significant education component was incorporated throughout the effort to raise community awareness about the process, need and benefits of long-range planning.

Public Meetings

Due to COVID-19, all meetings were conducted virtually and included creative engagement strategies, such as polling, breakout groups and live chat Q&A, to interactively engage participants. These gatherings provided a meaningful platform for dialogue and offered residents a variety of opportunities to share their thoughts with the County leadership and the consultant team. (see **Appendix B.1** for a public meeting overview and **Appendices B.6** and **B.7** for summaries of the Inter-agency Task Force and Community Workshop meetings respectively)

Community Surveys

Over the nearly 10-month community-driven dialogue, more than 862 survey responses were gathered from community members who participated in the three community-wide surveys and workshops (see **Appendices B.3 to B.5** for full results of all three community surveys).

Each community survey received the following number of total participants; however, it should be noted that repeat participants completed each survey. This repeat participation was intended and desirable because each survey was designed to provide unique feedback to complement prior touchpoints.

Community Survey Touchpoints:

- Community Survey #1: 358 total responses
- Community Survey #2: 305 total responses
- Community Survey #3: 199 total responses

Comment: the recorded number of responses do not equate to unique respondents but are the number of touchpoints (minimum 1 and maximum 3) with any of the survey respondents.

Website

To make it easier for residents to navigate information related to the Comprehensive Plan, Gilpin County built and maintained a website dedicated to the Comprehensive Plan: CompPlan.GilpinCounty.org. This website provided key information about the project and served as the virtual base for outreach to the community. The website was updated at key milestones to reflect the most accurate information and promote engagement activities.

Outreach

The community workshops and surveys were promoted virtually on the Gilpin County website, the Comprehensive Plan website, social media accounts and sent out in email blasts. In addition to virtual promotion, workshops were promoted by local newspapers and the County sent a postcard to residents encouraging them to participate in the process. These outreach efforts were complemented by the more than 50 members of the Interagency Task Force and Gilpin County Planning Commission sharing upcoming meeting dates and survey deadlines with their networks.



Railroad bypassing Rollinsville



3.2 Public Engagement Timeline

The engagement timeline for the Comprehensive Plan span over a period of eleven months. A description and graphic representation of this timeline are provided below.

Phase 1: Project Kickoff & Discovery

Phase 1 consisted of researching existing conditions and current data, preparing for community outreach by testing questions and proposed engagement processes with community members and coordinating the Interagency Task Force, as well as focus group meetings with leadership and elected officials from the County, Central City and the City of Black Hawk.

The results of Phase 1 included the integration of

the data from the Quality of Life survey recently completed by the County and the development of the Interagency Task Force. The Task Force included more than 50 invited members from local municipalities, adjacent counties, and regional and statewide agency partners. In the first Task Force meeting, a SCORE (Strengths, Challenges, Opportunities, Results, Environment) analysis was conducted (see **Appendix B.2** for full results of the SCORE Analysis).

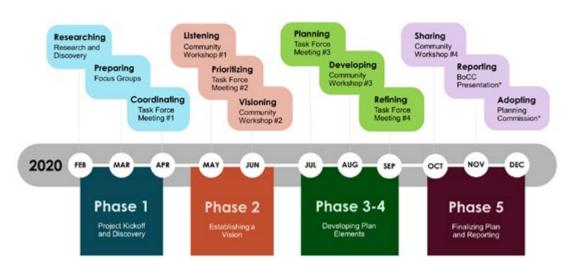


Figure 3-1: Public Engagement Timeline

Phase 2: Establishing a Vision

In Phase 2, the emphasis was on beginning the broader community conversation about the Comprehensive Planning process and listening to the community feedback provided. This phase included two community workshops, the second Interagency Task Force meeting and the completion of the first community-wide survey.

These community engagement opportunities provided clear community input themes, identified below in the Community Input Summary which drove the development of the Community Vision Statement and identified aspirational goals for the County's future (see **Appendix B.6**, Task Force Meeting #2 for results of the exercise to identify and define Issues, Needs, Opportunities and BHAGs (Big Hairy Audacious Goals) for various factors including: County Character, Natural Resources, Market & Economics, County Fiscal Position, Vehicular Network, Bicycle Network, Transit Services, Land Use, Subdivisions & Neighborhoods, Public Land + Parks + Trails.

Phases 3 + 4: Developing Plan Elements

Phases 3 and 4 consisted of continued community engagement in order to dive further into the details of the community issues, needs and opportunities as it related to future land use, transportation and economics. These details were discussed in third and fourth Interagency Task Force meetings, the third Community Workshop and the completion of the second community-wide survey.

The results of Phase 3 and 4 included the exploration of development scenarios and the refinement of community input themes as they specifically related to land use, transportation, and economics.

Phase 5: Finalizing Plan & Reporting

Phase 5 finalized and confirmed the community input received and closed out the community engagement process with the third and final community survey and fourth community workshop. Recommendations related to land use, transportation, economics based on the community feedback received thus far in the community engagement process were presented to the community during these final outreach opportunities.

Phase 5 will be completed as the results of the Comprehensive Planning process are shared broadly with the community, Board of County Commissioners and County Planning Commission.



3.3 Roles & Expectations

To clearly manage expectations from the outset of the planning process, roles and responsibilities were established across the full spectrum of engaged stakeholders. This project management structure identified the integrated levels of participation and the ultimate decision-making process to effectively incorporate a wide-range of multi-disciplinary input into the Gilpin County Comprehensive Plan.

Consultant Team	Staff	Inter-agency Task Force	Public	Planning Commission	County Commissioners
 Provides expert advice Recommends process and structure Brings a fresh perspective informed by industry standards & best practices 	 Provides professional recommen- dations & feedback Conduit between all groups 	 Serve as Advisors Serve as ambassadors Provides regional context Point of contact for collaboration 	 Community input Helps establish priorities Participates in meetings Completes survey Engages through social media Creative engagement via art competition 	 Listens to the community's needs + desires Participates in establishing the vision Provides guidance + recommend Reviews + comments on draft + final report Recommends plans/policies for adoption Represents the interests of the community 	 Ratify the final comprehensive plan Regulatory approval & budgetary allocation Represent the community at large
	Releva	nt & Applicable	role for all: Strateç	gic Visioning	

Figure 3-2: Comprehensive Plan Roles & Expectations

3.4 Community Input Summary

The distillation and summarization of the substantial feedback received from the community can best be described as Community Input Themes. These themes were cultivated and established during three distinct time periods marked by each of the three community surveys and the associated public meetings and workshops.

Community Input Themes: March to June 2020

The following themes were present throughout the diverse community feedback that collected multiple viewpoints during the initial phases (Phases 1 and 2) of the Comprehensive Planning process:

1. Community Pride & Identity

Gilpin County residents know and love their community and the high quality of life it affords. At every turn of the of the community engagement process, an appreciation of and commitment to the County's rural mountain character was emphasized.

2. Think Big About Staying Small

While there is a consistent desire for economic diversification and opportunities to improve access to amenities within the County, strong emphasis was placed on the desire to carefully balance any potential additional growth very intentionally with preservation of the County's mountain character and rural values.

3. Collaboration & Inclusivity

There is an eager willingness to share information, studies, and best practices among other cooperating public agencies and the County. Equally, community members and organizations maintained a strong focus on ensuring that feedback continues to be proactively sought from residents, visitors, and the business community.

4. Economic Diversification

There was widespread consensus that the County must think creatively about how to diversify its economy and increase revenue in order to maintain and enhance current services, as well as prevent financial instability.

5. Environmental Awareness

Gilpin County residents and organizations share a strong commitment to stewardship of natural resources when considering options for the future. There is shared interest in creative solutions regarding outdoor recreation, wildlife, and natural resource management, while acknowledging challenges such as land ownership, mining claims, emergency management, and access to utilities.



Community Input Themes: June to September 2020

The following themes were present throughout the community feedback collected through Phase 3 and 4 of the Comprehensive Planning Process:

1. Right uses, Right Places

While some residents expressed a desire for no development at all, most were open to some residential and/or commercial development if located in areas that allow for the County's rural mountain character to be maintained. This feedback informed Survey #3 and will allow for the further exploration of recommended nodes for future development.

2. Economic Diversification

To achieve economic diversification, Gilpin County residents expressed support for enhancing remote working conditions (e.g., high speed internet, home-based businesses) and attracting businesses to provide local goods and services.

3. Financial Sustainability

Building on the right uses, right places theme, residents expressed that the best strategies toward financial sustainability for the County included encouraging residential and commercial growth in areas that are cost-effective for the County and limiting residential growth to reduce the need for County services. The least favored strategy was raising property taxes.

4. Transportation

Gilpin County residents identified roadway maintenance/repairs/snow removal, emergency evacuation routes and vehicle travel as the three most important transportation elements.



South Boulder Creek

Community Input Themes: September to November 2020

The following themes were identified by the community's response to the third and final community survey and supplemental feedback collected through Phase 5 of the Comprehensive Planning Process:

1. Protect & Sustain, Prevent Overuse

Building on the feedback received in Survey #2, residents affirmed their interest in the following planning goals:

- Protect & Sustain: Protect the rural mountain character and natural environment, while allowing for fiscally sustainable growth and services.
- Prevent Overuse: Protect the natural environment from damaging overuse.

Specific interest was expressed for planning strategies that focus resources and density in less-intrusive locations by creating development nodes/villages; provide criteria that hold all potential development to a consistent and predictable standard; enforce and manage high impact activities such as shooting, dispersed camping, off highway vehicles, etc.

2. County Village(s) & Development Guidelines

Outside of Central City and Black Hawk, residents voiced a preference for only one or two county village(s) and for that village to be located in or near Rollinsville. Interest in living and/or retiring in or a near a County was split, with 47% of respondents saying "yes" and 53% saying "no."

Residents broadly expressed an interest in developing tools and mechanisms that provide the County control over how and where development may occur.

When considering what development guidelines are most important, specifically for the County Village(s), residents highlighted preservation of views and vistas as the most important while also flagging the need for an acceptable level of density and regulated building heights.

3. Natural Hazards

In an assessment of concern regarding natural hazards in Gilpin County, residents shared that drought, severe wind and wildfire were of their greatest concern. Some residents chose to share a natural hazard not listed in the survey. Of those, abandoned mines, highway mines and air/water quality were shared as concerns.

When respondents were asked which hazard they felt Gilpin County was least prepared to address and why, the two primary responses were wildfires and snowstorms. Many indicated that these hazards and the County's ability to respond were impacted by budget cuts and an overall lack of financial resources.

4. County Regulations

In an overview of County Regulations, Gilpin County residents expressed that updates to regulations managing noise and trash were extremely important. Respondents also highlighted that updates to County Regulations surrounding maintenance of homes and buildings, junk cars and camping were important to them.

When given the opportunity to list any County Regulations that need to be updated that were not included in the survey, several respondents listed County Regulations pertaining to light pollution (dark skies) and shooting, referenced by respondents as "shooting that disturbs neighborhoods, target shooting especially for the residents along South Beaver Creek Road and Highway 72, and a ban on shooting."





Chapter 4: Visioning

The multifaceted community engagement strategy applied throughout the planning process, created a wide-range of public engagement and input opportunities. This integrated approach allowed residents to provide milestone-based feedback that started with community visioning and continued through detailed input on fundamental planning components.

The outreach process included community prioritization potential opportunities and challenges, identification of specific locations within the County that residents hoped to improve, ranking planning goals based on desired community outcomes, and weighing in on which types of potential development was preferred for certain locations within the County.

4.1 Community Values & Priorities

The planning process began with a values-based community dialogue to collaboratively define a vision for the future as described by residents of the County. The values identified and refined by the community served as the foundation for the planning process.

The residents of Gilpin County were highly engaged in this effort. Throughout every planning phase, hundreds of community members, including more than 850 total survey responses, invested significant time and energy into providing countless hours of public input. The combined results of public meeting participation, social media engagement, email communications, and community surveys led to an understanding of community values and priorities, culminating in a vision statement, which were ultimately translated into specific planning goals and strategies. Community values and planning strategies are illustrated in **Figure 4-1.**

4.2 Vision Statement

Driven by comprehensive feedback the following vision statement for Gilpin County was developed and refined throughout the public engagement process:

High-quality mountain living that balances environmental sustainability & rural community values with economic diversification & resiliency

This vision statement is a reflection of an extensive community conversation to thoroughly understand the values and priorities of Gilpin County's approximately 6,000 residents.

Over the course of the planning process, these values solidified to directly inform the goals and strategies incorporated into the Gilpin County Comprehensive Plan.

Community Values	Application Strategies
Community Pride + Identity: Preserving rural mountain character and high-quality of life	Create a land use plan + codes/regulations to protect the community values
Think Big About Staying Small: Protecting our values requires strategic thinking + being prepared	Develop a roadmap that includes protective measures for all levels of growth
Collaboration + Inclusivity: Community outreach and input are essential for the success of this plan	50+ interagency partners for existing & future collaboration ; Community-driven plan directly informed by 3 workshops; 3 surveys; and over 800 survey responses to date
Economic Diversification: Advancing policies for responsible economic + commercial development	Encourage low impact home occupations; improve telecommuting infrastructure and services; attract healthcare and food services
Environmental Awareness: At the forefront of environmental sustainability policies and trends	Sustainability best practices and principles at the foundation of policies + future growth

Figure 4-1: Community Values and Application Strategies

4.3 Goals & Strategies

Gilpin County's Comprehensive Plan is a community plan. The level of community engagement in this effort was unprecedented with hundreds of residents providing countless hours of public input at each planning milestone, including more than 850 total survey responses, as well as public meeting participation, email communication, and social media engagement at milestone-driven community touchpoints.

This community investment in the planning process produced distinct community priorities, preferences and themes that were directly applied to the development of specific planning goals and strategies which reflect community values and vision for the future. See **Figure 4-2: Goals and Strategies** for a distillation of six goals based on community input, and strategies to achieve the goal statements.



	Goal	Community Input	Goal Statement	Planning Strategy
1	Protect and Sustain	Think big about staying small	 Protect the rural mountain community character and natural environment, while allowing for fiscally sustainable growth and services 	 Focus resources & density in less-intrusive locations by creating development nodes Provide criteria for development for these nodes as well as the county at large, so that all potential development is held to a standard that satisfies or exceeds County Goals
2	Prevent Overuse	 A major concern is: "loving [the natural environment] to death" due to overuse 	 Protect the natural environment from damages caused by overuse 	 Manage recreational tourism with focused infrastructure improvements Educate the public about public/private lands and access
3	Economic Diversification	 Economy is too dependent on Gaming Low taxes are a great draw to living in Gilpin County (which is in part made possible by the gaming industry) Need for a high-quality healthcare provider and grocer to support basic services demanded by residents 	Diversify the economy to be more resilient while keeping individual taxes low	 Encourage healthy blend of large- and small-scale sustainable entrepreneurship Allow for more flexibility on private lands for commercial/retail ventures Bring high-speed internet to more remote parts of the county as a way to foster remote/work-from-home opportunities Concentrate development in mixed-use nodes
4	Interagency Coordination	 Coordination with other agencies is essential to leveraging and making efficient use of county resources 	 Coordinate with other agencies to focus resources and efforts 	 Communicate with neighboring counties and vested organizations, including Central City and Black Hawk to identify common interests Set groundwork for County to pursue action plans and other long-term interagency strategies Pursue opportunities for state and federal grants and other funding sources Apply best management practices for stormwater drainage and erosion control in accordance with Regional (Mile High Flood District), State (Colorado Dept. of Public Health and Environment and Federal (Environmental Protection Agency) guidance
5	Maintain Unique Character	 Gilpin County is a unique place with a strong sense of community & identity that is unlike its neighboring counties Some wants to avoid becoming a bedroom community for Denver/ Boulder metro area, while others want to promote it 	Preserve Gilpin County's unique character independent of Denver/Boulder metro area	 Develop tools and mechanisms that provide the County control over how and where development may occur within the county Allow for diversity and flexibility of land use Seek opportunities for balanced live, work and play
6	Manage Growth to Protect Community Values	The community feels very sensitive about future growth	 Protect community values under any market force and economic condition by managing growth responsibly and with care 	 Whether development takes place within 5, 20 or 100 years, or never, create a plan that is environmentally and economically sustainable Allow incremental growth to take place, as market forces demand, according to a predetermined roadmap Develop a toolkit for where and how growth takes place over time

Figure 4-2: Goals and Strategies



4.4 Public Engagement& Visioning Conclusion

The Gilpin County Comprehensive Plan is a community plan. The values, vision, goals, and strategies it includes were collaboratively developed throughout a nearly year-long planning process. The level of community investment in this effort is unprecedented in the history of Gilpin County.

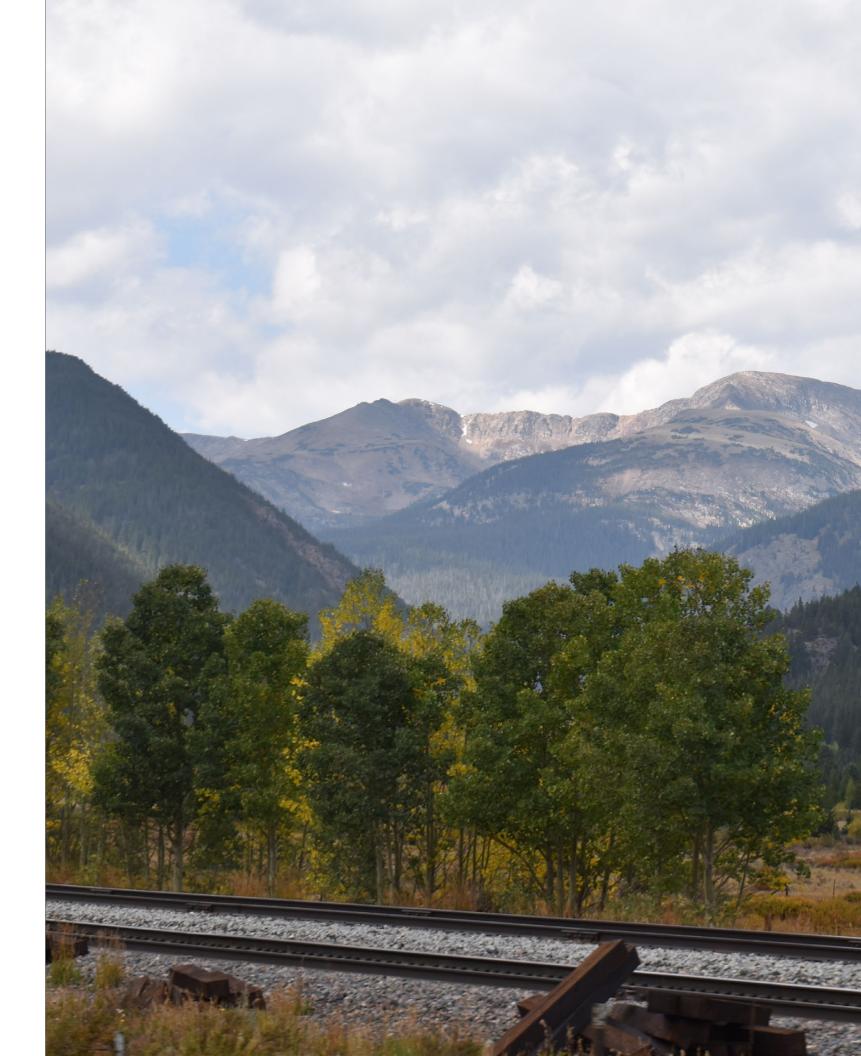
The residents of Gilpin County care deeply about their community. While there are (and always will be) a multitude of diverse opinions within the County and any community - the residents of Gilpin County collectively share a strong set of mutual values. These shared community values established the common ground and goodwill needed to address the most complex issues facing the County's future and the tradeoffs associated with them - from growth and economic sustainability to natural resource management and hazard mitigation.

In addition to the long-range strategies included in the Comprehensive Plan itself, the planning process established communications mechanisms and an awareness of the County's planning approach that will continue to serve and benefit County residents well into the future. As the Plan is implemented, this understanding and the outreach tools utilized during this effort will provide a strong foundation for community engagement on the many complementary initiatives sure to follow. Furthermore, the inter-agency collaboration and dialogue established during the process among entities inside and outside of the County will continue to pay dividends.

Ultimately, the community's commitment to undertaking this comprehensive planning process in the face of historic adversity - a global pandemic and unparalleled disruption of the local economy - provided a Comprehensive Plan that will endure and deliver the County's vision to provide:

High-quality mountain living that balances environmental sustainability & rural community values with economic diversification & resiliency

Opposite Page: View of the Great Divide from Tolland Road





Chapter 5: Economics

This chapter provides an overview of Gilpin County's governmental funds and how their respective revenue sources and cost structures react to growth under varying development patterns. It also includes a fiscal evaluation of three future land use scenarios based on forecasted data from the Colorado State Demographer's Office and scenarios developed with County and community input as part of the Comprehensive Plan process. The future land use scenarios consist of residential and commercial land uses.

This analysis is prepared to support and inform part of the comprehensive plan update process. A comprehensive plan provides the framework and policy direction for future land use decisions. In Colorado, different land uses have different revenue generation characteristics and county service demand requirements. This chapter highlights the relationship between land use and government finances specific to Gilpin County and serves as one of many inputs to the comprehensive planning process.

5.1 Summary of Findings

- Gilpin County will see growth and development in the future, but the exact extent is uncertain:
- Low mill levy and lack of sales tax mean there are minimal fiscal benefits to development, but growth can be managed to create other benefits and minimize fiscal impacts;
- Gaming revenues make up a large part of the difference between tax revenues from development and the costs of County services;
- If the rate of residential and commercial growth substantially exceeds the rate of growth in gaming revenues, the County will run a fiscal deficit; and
- To be financially sustainable, the County must grow in harmony with gaming revenues.



Previous Page: Fiery Sunset, photo courtesy of Gilpin County resident Jason Kallen

5.2 Future Land Use **Scenarios**

Projecting the future path of population growth is an uncertain exercise as the future is uncertain. Scenario analysis is a way of planning for uncertain futures by examining impacts of likely outcomes. During discussions with County staff and residents, three future scenarios of population growth and development emerged that merit further analysis and consideration in this comprehensive plan. These scenarios are listed below and conceptually illustrated in terms of future County population levels in Figure 5-1:

- **Status Quo.** The status quo could mean very little growth, with the State Demography Office projecting only a few hundred additional residents over the next three decades. Growth would be dispersed on previously platted parcels in rural areas of unincorporated parts of the County.
- **Middle Path.** A middle path scenario could fall in the middle between status quo and substantial growth. The County could manage and benefit from this growth by zoning for denser residential and mixed-use development in villages or nodes accessible on the County's main transportation arteries. This type of development could bring some of the services residents would like to see, but less so than under the substantial growth scenario.
- **Substantial Growth.** A substantial growth scenario would be driven by development pressure in the growing Denver Metro area and finding creative solutions to alleviate current housing supply constraints leading to a doubling of the current County population over the next three decades. Denser zoning for residential and mixed-use commercial space in villages or nodes accessible on the County's main transportation arteries and sufficient population levels would attract more of the services residents would like to see.

Figure 5-1: Population Growth Under Future Growth Scenarios shows the projected population growth under all three scenarios. Currently, the County has a population of approximately 6,110 residents. Under the Status Quo scenario the population would remain largely unchanged between now and 2050, with less than 100 residents added to the County's population during that time. The Middle Path scenario reflects a more likely future where population growth follows existing trends, resulting in a population of 9,340 people in 2050, an increase of 3,230 residents compared to the current population. Under the Substantial Growth scenario, the County's population would more than double from its current level, reaching 13,025 residents by 2050.

The future land use scenarios consist of residential and commercial land uses. The fiscal analysis presents the County revenues and costs associated with each future land use, in addition to evaluating the cumulative impact. The analysis highlights a general relationship between future land uses and government finances specific to Gilpin County and serves as one of many inputs to the comprehensive planning process. There are other important issues that the community must weigh when selecting an appropriate mix of future land uses including transportation impacts, contiguous land use compatibility, job creation potential, desired community characteristics and other considerations.

The residential unit and commercial square footage values are developed using future growth projection shown in Figure 5-2 Growth Scenario Projection **Summaries** and developed in collaboration with County staff as part of the comprehensive planning process. For reference purposes, the average yearly number of single-family dwelling permits issued by Gilpin County from 1990 through 2020 was forty (40) permits.

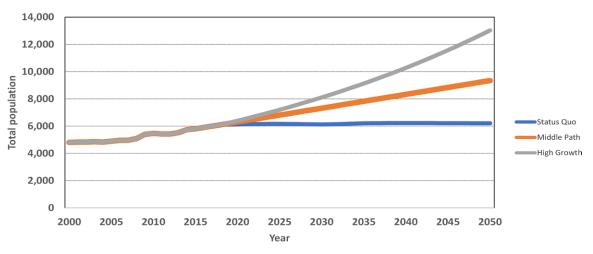


Figure 5-1: Population Growth Under Future Growth Scenarios

		Housing Units	;	Co	ommercial Sq.	Ft.
Year	Status Quo	Middle Path	High Growth	Status Quo	Middle Path	High Growth
2020	2,785	2,785	2,785	4,850,550	5,007,300	5,007,300
2030	2,794	3,248	3,531	-	5,027,300	5,047,300
2040	2,842	3,711	4,476	-	5,047,300	5,087,300
2050	2,835	4,174	5,674	-	5,067,300	5,127,300

Figure 5-2: Growth Scenario Projection Summaries

Note: Housing demand is based on the average occupancy rate of 2.19 people per

dwelling unit for Gilpin County

Source: Colorado State Demographer's Data and Census Data; BBC Research & Consulting

As **Figure 5-2** shows, residential growth rates and commercial growth rates vary between the three scenarios. The Status Quo scenario assumes that the County will develop a total of 2,835 housing units by 2050, up from the existing number of 2,785 housing units. Under the Middle Path and High Growth scenarios, the County is projected to develop a total of 4,174 and 5,674 housing units, respectively. The Status Quo scenario does not project any new commercial development, but the Middle Path and High Growth scenarios do, as shown in **Figure 5-2** above.

Figure 5-3: Growth Scenario Annual Averages and Cumulative Totals displays the average annual growth rate of residential and commercial development depicted in **Figure 5-2**. It depicts the separation of future residential growth into single family homes and medium and high-density mixed-use development, in addition to displaying the cumulative change in residential and commercial development depicted in each scenario over the next 30 years. In the Status Quo scenario, only 50 new residential housing units are projected to be built between 2020 and 2050. In contrast, the Middle Path and High Growth scenarios project that 1,389 and 2,889 additional housing units will be developed in the County over the next 30 years. While there are approximately 10,500 vacant and potentially

	Ave	erage Growth pe	er Year	Ne'	w Growth 2020	- 2050
Future Land Use	Status Quo	Middle Path	High Growth	Status Quo	Middle Path	High Growth
Residential Units	2	46	96	50	1,389	2,889
Single Family (Low Density)	2	32	58	50	972	1,733
Multi Family (Medium Density)	-	14	19	-	417	578
Multi Family (High Density)	-	-	19	-	-	578
Commercial Sq Ft	-	2,000	4,000	-	60,000	120,000

Figure 5-3: Growth Scenario Annual Averages and Cumulative Totals

Source: Colorado State Demographer's Data and Census Data; BBC Research & Consulting.

buildable parcels in Gilpin County, to be buildable, these parcels must be able to meet all applicable setbacks and separations, to provide a source of water, and to accommodate an onsite wastewater treatment system.

Under the Middle Path and High Growth scenarios, it is assumed that additional multi-family zoning in the County's villages will reduce the share of single-family housing stock to 70 and 60 percent of the County's housing stock, respectively (Figure 5-3). Given the uncertainty around specific future development, an even split between medium density multifamily and high density multifamily residential units is assumed. In terms of commercial development, the Status Quo assumes that there will be no new commercial development, while the Middle Path and High Growth scenarios assume there will be an addition 60,000 and 120,000 square feet of commercial development, in villages outside of the cities of Blackhawk and Central City, respectively. That is, the commercial development projected in the Middle Path and High Growth scenarios is assumed to be non-gaming related. Any growth in commercial space related to gaming would be additional to the projections shown in Figure 5-2.

The Middle Path and High Growth land use scenarios outlined above assume relatively steady growth spread out over the next 30 years. However, areas of Gilpin County may experience different growth rates, which will require a fluid approach to land use decision-making. Additionally, large-scale developments may alter future land uses due to decreased land availability or the need for complimentary and support industries/businesses. For example, if the County were able to develop one of its villages into a recreation hub (e.g. Rollinsville), the development would likely lead to new spinoff businesses (lodging, dining, entertainment, etc.), which would lead to higher than average commercial growth over a given timespan.

In subsequent years, commercial growth may trend lower to achieve and maintain equilibrium. In the end, the County should monitor and evaluate development trends by land use, and if the development blend starts becoming unbalanced, evaluate the implications of that continued future land use path and take action accordingly.



5.3 Fiscal Evaluation

The above scenarios are evaluated by estimating impacts on key municipal revenue sources, service expenditures, capital expenditures, and gaming revenues obtained from Gilpin County's staff.

Additional information on departmental expenditure and land use was obtained through discussions with County staff and data collected from the County Assessor's office. The fiscal evaluation presented in this memorandum focuses on operational costs and revenues under the County's governmental funds, which includes capital costs paid by the County. The following describes the methodology used to perform the fiscal evaluation of Gilpin County's future land use scenarios.

Methodology

The primary objective of this analysis is to inform County officials, as well as the general public, about the financial consequences of future land development. As such, a Gilpin County-specific fiscal model was developed to analyze the fiscal impacts of the three future land use scenarios, as well as sensitivity analysis that illustrates the model's sensitivity to changes in future land use parameters. Assumptions made in the model include:

- Fixed and variable service delivery costs;
- Fixed and variable County revenues; and
- The differing service requirements of residential and non-residential land uses.

The model is calibrated to replicate revenue patterns and expenditure requirements documented in the County's 2019 Audited Financial Statement and adjusted to align with the County's current financial projections. In order to calculate marginal costs (i.e. those costs that rise with growth as opposed to fixed costs, which are largely unaffected by changes in community size) a two-step research approach was followed.

Budget analysis

An in-depth analysis of the County's 2019 budget to identify costs and revenues that would change as the County grows. Expenditure data in each department's budget was reviewed and estimates of the likely marginal costs and revenues developed.

Departmental interviews

To augment the budget analysis, the consulting team conducted interviews with the County's finance department to identify revenues and expenses thought to be most impacted by County growth. These interviews explored which departmental costs and revenues would change with new development and how different types of development would influence departmental costs and revenues.

After completion of these two steps, a fiscal impact model was created that reflects the County's budgetary characteristics, which is then utilized to evaluate the three future land use scenarios. The calculations in this fiscal model are based on assumptions about the growth and type of projected development (see Figure 5-3: Growth Scenario **Annual Averages and Cumulative Totals**) and assumptions about the service delivery patterns associated with each type of development. Review of past County budget documents also revealed that gaming revenues make a significant contribution to the County finances. This contribution was accounted for by projecting gaming revenues over the next 30 years, accounting for the current downturn due to the COVID-19 pandemic.

5.4 County Revenue& ExpenditureAssumptions

Fiscal impacts of proposed development are calculated by developing per unit and per square foot expenditure values and applying these estimates to the future land use scenarios. It is important to note that default estimated expenditure values are based upon the current cost of services and cost of capital, and do not account for any current "deficits" or the need to "catch up" in certain areas.

Four steps are involved in calculating governmental revenue and expenditure values (expanded proportionately with new growth) in Gilpin County.

Step 1: Estimating Fixed & Variable Revenues & Expenditures

For every revenue and expenditure category, financial projections of the County's future revenues and expenditures were defined as fixed or variable based on interviews with department staff and past consultant experience. These future revenues and expenditures were projected into the future assuming an average annual growth rate of 3.6 percent and 4.6 percent respectively, after adjusting for a 2 percent rate of inflation. These growth rates reflect the County's current expectations regarding the growth in revenues and expenses.

Step 2: Estimating Residential/ Non-Residential Revenues & Expenditures

A second step involves splitting the total variable revenues and expenditures between residential growth and non-residential growth. As with Step 1, these estimates are obtained through interviews with department staff, an analysis of the budget and consultant experience.

Step 3: Per Unit/Square Foot Allocation

After allocating variable residential and non-residential revenues and expenditures, these values are divided by the number of current residential units and non-residential square feet in the County. These calculations generate intermediate marginal revenues and costs for each land use type, which are further refined in Step 4.



Step 4: Future Land Use Cost Multipliers

Lastly, calculated per residential unit and per commercial/industrial square foot values are interacted with a future land use cost multiplier. The fiscal model is constructed in such a way that medium and high-density residential cost multipliers are relative to the single-family (low density) cost multiplier of 1.00 (baseline). No cost savings are anticipated from new commercial development as compared to existing commercial development, so new commercial development uses a cost multiplier of 1.00. The resulting calculations generate specific current marginal revenues and costs for each land use type in each scenario.

Steps 1 through 4 are illustrated in **Figure 5-4**, **Figure 5-5**, and **Figure 5-6** on the following pages for the governmental finances. To complete the fiscal analysis, these per unit and per square foot costs are multiplied by the previously described future land use scenarios (**Figure 5-3: Growth Scenario Annual Averages and Cumulative Totals**) to generate the annual and cumulative service costs of projected development. The projected costs are then evaluated against projected revenue to calculate a net fiscal impact for each scenario. Capital costs related to new development are not explicitly accounted for since those costs can be recovered by the County with impact fees.

Gilpin County Expenses	Governmental Funds Budget	Variable Residential Share	Variable Non- residential Share	Residential Variable Cost	Non-residential Variable Cost
Expenditures					
General Government	\$6,814,929	65%	20%	\$4,429,704	\$1,362,986
Public Safety	\$7,222,268	5%	50%	\$361,113	\$3,611,134
Highways and Streets	\$2,612,665	80%	10%	\$2,090,132	\$261,267
Health and Welfare	\$1,983,983	95%	0%	\$1,884,784	\$0
Culture and Recreation	\$1,926,017	95%	0%	\$1,829,716	\$0
Community Development	\$363,383	100%	0%	\$363,383	\$0
Capital Outlay	\$0	20%	50%	\$0	\$0
Interest on Long-term Debt	\$650,962	0%	0%	\$0	\$0
Total General Fund Expenditures	\$21,574,207	49%	26%	\$10,958,832	\$5,235,386
Total Residential Variable Costs	\$10,958,832				
Total Non-Residential Variable Costs	\$5,235,386				
Total Fixed Costs	\$5,379,988				
Total Residential Units	2,785	Units			
Total Non-Residential Square Feet	5,007,300	sq. ft.			
Residential Per Unit Variable Expense	\$3,935				
Non-Residential Per Suqare Foot Variable Expense	\$1.05				

Figure 5-4: Gilpin County Governmental Funds Expenditure Allocations (2020 dollars)

Note: Non-residential variable expenses are approximately \$1.05 per square foot. Assuming the average residential unit in Gilpin County is approximately 1,800 square feet, the average variable expenses of serving each home is

approximately \$2.19 per square foot.

Source: Gilpin County; BBC Research & Consulting

Gilpin County Revenues	Governmental Funds Budget	Variable Residential Share	Variable Non- residential Share	Residential Variable Revenue	Non-residential Variable Revenue
Revenues					
Taxes	\$4,737,305	18%	82%	\$852,715	\$3,884,590
Gaming Taxes	\$8,700,000	1%	1%	\$87,000	\$87,000
Licenses and Permits	\$181,239	100%	0%	\$181,239	\$0
Intergovernmental	\$6,364,783	34%	60%	\$2,164,026	\$3,818,870
Charges for Service	\$1,067,322	40%	40%	\$426,929	\$426,929
Investment Earnings	\$134,015	100%	0%	\$134,015	\$0
Miscellaneous	\$86,456	45%	10%	\$38,905	\$8,646
Budget Adjustment	-\$906,002				
Total General Fund Revenues	\$20,365,118	18%	31%	\$3,884,829	\$8,226,034
Total Residential Variable Revenues	\$3,884,829				
Total Non-Residential Variable Revenues	\$8,226,034				
Total Fixed Revenues	\$8,254,255				
Total Residential Units	2,785	Units			
Total Non-Residential Square Feet	5,007,300	sq. ft.			
Residential Per Unit Variable Revenues	\$1,395				
Non-Residential Per Suqare Foot Variable Revenues	\$1.64				

Figure 5-5: Gilpin County Governmental Funds Revenue Allocations (2020 dollars)

Note: Non-residential variable revenues are approximately \$1.64 per square foot. Assuming the average residential unit in Gilpin County is approximately 1,800 square feet, the average variable revenue from each home is approximately \$0.77 per square foot.

Source: Gilpin County; BBC Research & Consulting

Future Land Use	Cost Multiplier
Residential	
Single-Family (Low Density)	1.00
Multi-family (Medium Density)	0.85
Multi-family (High Density)	0.75
Commercial	1.00

Figure 5-6: Future Land Use Service-Cost Multipliers

Source: BBC Research & Consulting, informed by previous experience projecting fiscal costs of residential and commercial development



5.5 Scenarios Fiscal **Impact Analysis**

The following describes the fiscal impacts of the three future land use scenarios.

Status Quo Fiscal Impact

Figure 5-7: Governmental Funds Net Fiscal **Impact: Status Quo Scenario** presentsthe revenues and expenditures of the Status Quo scenario per ten-year periods from 2020 until 2050, as well as the cumulative change for the entire future land use scenario. Under the Status Quo, population increases by an average of 3 to 4 people per year. Between 2020 and 2030, the County would add about 110 new residents. This would result in approximately 50 new single-family homes being constructed during the next 30 years.

The pace of new residential development would increase County revenues by approximately \$2.8 million over the next thirty years, while increasing County expenses by approximately \$9.8 million during the same time. On net, the new single-family home residential development would cost the County approximately \$7.0 million to serve over the next thirty years.

		Development Period						
	2020 t	o 2030	2030 to 2040		2040 to 2050		Change	
New Revenues								
Single-Family (Low Density)	\$	0.09	\$	0.89	\$	1.83	\$	2.81
Multi-family (Medium Density)		-		-		-		-
Multi-family (High Density)		-		-		-		-
Commercial		-		-		-		-
Total	\$	0.09	\$	0.89	\$	1.83	\$	2.81
lew Expenditures								
Single-Family (Low Density)	\$	0.27	\$	2.96	\$	6.61	\$	9.84
Multi-family (Medium Density)		-		-		-		
Multi-family (High Density)		-		-		-		
Commercial		-		-		-		
Total	\$	0.27	\$	2.96	\$	6.61	\$	9.84
let Surplus (Deficit)		-		-		-		-
Single-Family (Low Density)	\$	(0.18)	\$	(2.07)	\$	(4.78)	\$	(7.03
Multi-family (Medium Density)		-		-		-		
Multi-family (High Density)		-		-		-		
Commercial		-		-		-		
Total	\$	(0.18)	\$	(2.07)	\$	(4.78)	\$	(7.03

Figure 5-7: Governmental Funds Net Fiscal Impact: Status Quo Scenario (\$ millions 2020 dollars)

Notes: Values for 2035 exclude construction use tax revenues to demonstrate the fiscal impact of those revenues.

Source: BBC Research & Consulting.

Middle Path Fiscal Impact

Figure 5-8: Governmental Funds Net Fiscal **Impact: Middle Path Scenario** presents the revenues and expenditures of the Middle Path scenario per ten-year period from 2020 until 2050, as well as the cumulative change for the entire future land use scenario. Under the Middle Path scenario, population increases by an average of 100 people per year. Between 2020 and 2050, the County would add about 3,000 new residents to the County's population. This would result in approximately 1,390 new dwelling units being constructed during the next 30 years, including 972 single-family homes and 417 multi-family units. In addition, approximately 2,000 square feet of commercial space would be built each year, for a total of 60,000 additional square feet of commercial space by 2050.

The pace of new residential and commercial development would increase County revenues by approximately \$66.8 million over the next thirty years, while County expenses related to new residential and commercial development would increase by approximately \$212.8 million during the same time. On net, the new residential and commercial development would cost the County approximately \$146.0 million to serve over the next thirty years. While new residential development would create net costs for the County, new commercial development would increase County revenues by approximately \$3.2 million over the next thirty years.

		Development Period						
	2020	to 2030	2030	to 2040	2040	2040 to 2050		Change
New Revenues								
Single-Family (Low Density)	\$	3.20	\$	12.42	\$	28.88	\$	44.50
Multi-family (Medium Density)	\$	1.37	\$	5.32	\$	12.38	\$	19.07
Multi-family (High Density)		-		-		-		-
Commercial	\$	0.23	\$	0.90	\$	2.10	\$	3.23
Total	\$	4.80	\$	18.64	\$	43.36	\$	66.80
New Expenditures								
Single-Family (Low Density)	\$	9.67	\$	40.98	\$	104.73	\$	155.38
Multi-family (Medium Density)	\$	3.52	\$	14.93	\$	38.15	\$	56.60
Multi-family (High Density)		-		-		-		-
Commercial	\$	0.16	\$	0.23	\$	0.38	\$	0.77
Total	\$	13.35	\$	56.14	\$	143.27	\$	212.75
Net Surplus (Deficit)								
Single-Family (Low Density)	\$	(6.47)	\$	(28.56)	\$	(75.85)	\$	(110.88)
Multi-family (Medium Density)	\$	(2.15)	\$	(9.61)	\$	(25.77)	\$	(37.53)
Multi-family (High Density)		-		-		-		-
Commercial	\$	0.07	\$	0.67	\$	1.72	\$	2.46
Total	\$	(8.55)	\$	(37.50)	\$	(99.91)	\$	(145.95)

Figure 5-8: Governmental Funds Net Fiscal Impact: Middle Path Scenario

Source: BBC Research & Consulting.



High Growth Fiscal Impact

Figure 5-9: Governmental Funds Net Fiscal **Impact: High Growth Scenario** presents the revenues and expenditures of the High Growth scenario per ten-year period from 2020 until 2050, as well as the cumulative change for the entire future land use scenario. Under the High Growth scenario, population increase by an average of 210 people per year. Between 2020 and 2050, the County would add about 6,300 new residents to the County's population. This would result in approximately 2,889 new dwelling units being constructed during the next 30 years, including 1,733 single-family homes and 1,156 multi-family units. In addition, approximately 4,000 square feet of commercial space would be built each year, for a total of 120,000 additional square feet of commercial space by 2050.

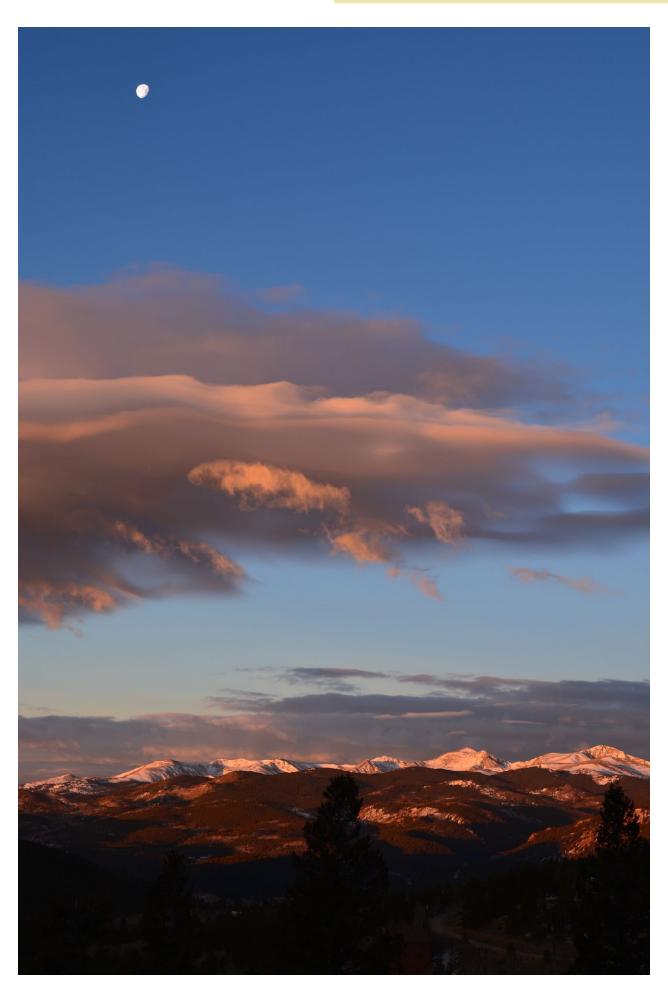
The pace of new residential and commercial development would increase County revenues by approximately \$106.2 million over the next thirty years, while County expenses related to new residential and commercial development would increase by approximately \$326.9 million during the same time. On net, the new residential and commercial development would cost the County approximately \$220.7 million to serve over the next thirty years. Unlike new residential development, which creates net expenses for the County, new commercial development would increase County revenues by approximately \$4.9 million over the next thirty years.

		Cumulative						
	2020 to 2030		2030 to 2040		2040 to 2050		Change	
New Revenues								
Single-Family (Low Density)	\$	3.53	\$	16.84	\$	45.33	\$	65.69
Multi-family (Medium Density)	\$	1.18	\$	5.61	\$	15.11	\$	21.90
Multi-family (High Density)	\$	0.90	\$	3.50	\$	7.71	\$	12.10
Commercial	\$	0.46	\$	1.80	\$	4.20	\$	6.47
Total	\$	6.06	\$	27.76	\$	72.34	\$	106.16
lew Expenditures								
Single-Family (Low Density)	\$	10.59	\$	55.12	\$	162.97	\$	228.68
Multi-family (Medium Density)	\$	3.00	\$	15.62	\$	46.17	\$	64.79
Multi-family (High Density)	\$	2.05	\$	8.74	\$	21.06	\$	31.85
Commercial	\$	0.32	\$	0.46	\$	0.76	\$	1.54
Total	\$	15.96	\$	79.94	\$	230.96	\$	326.86
Net Surplus (Deficit)								
Single-Family (Low Density)	\$	(7.06)	\$	(38.28)	\$	(117.64)	\$	(162.99
Multi-family (Medium Density)	\$	(1.82)	\$	(10.00)	\$	(31.07)	\$	(42.89
Multi-family (High Density)	\$	(1.15)	\$	(5.24)	\$	(13.35)	\$	(19.75
Commercial	\$	0.15	\$	1.34	\$	3.43	\$	4.93
Total	\$	(9.89)	\$	(52.18)	\$	(158.62)	\$	(220.70

Figure 5-9: Governmental Funds Net Fiscal Impact: High Growth Scenario (\$ millions 2020 dollars)

Source: BBC Research & Consulting.

Opposite Page: Moonset Sunrise, photo courtesy of Gilpin County resident Jason Kallen





5.6 Sensitivity Analysis

The follow describes a sensitivity analysis that illustrates the model's sensitivity to changes in future land use parameters.

Figure 5-10: Sensitivity Analysis of Model

Assumptions presents four sensitivity analyses to illustrate the model response to different assumptions. The sensitivity analysis' adjust assumptions (residential development location and type, property taxes, and municipal service costs) and future land use development projections. Each analysis' fiscal outcome is evaluated as the change compared against the net fiscal position of the respective scenario baseline. For example, the Status Quo generated a net fiscal deficit of \$7.0 million under the baseline assumptions. Under the assumptions of sensitivity analysis 2, below, the Status Quo would produce a net fiscal deficit of \$6.84 million, a net change of \$0.16 million.

The sensitivity analyses are listed below:

- Analysis 1: All new residential growth is singlefamily homes;
- Analysis 2: Property taxes increase by 25 percent;
- Analysis 3: Municipal service costs nodes decrease by 25 percent due to more efficient service delivery; and
- Analysis 4: The projections for commercial growth were overly optimistic and only 50 percent of zoned land is developed.

The sensitivity analysis results provide insight into Gilpin County's fiscal sensitivity to the location of residential development, property taxes, municipal service costs, and future land use development.

Locating all new residential development in rural neighborhoods is shown to have a large negative impact on the County's fiscal situation, as this change results in about a \$10.0 million decrease in net fiscal performance under the Middle Path scenario and a \$55.8 million decrease under the High Growth Scenario (see **Figure 5-10**).

Increasing property taxes by 25 percent is shown to have a modest fiscal impact due to the County's low mill levy, with a net increase of about \$0.16 million under the Status Quo scenario, and \$3.5 million under the Middle Path scenario and \$5.5 million under the High Growth scenario (see **Figure 5-10**).

Reducing municipal service costs by 25 percent would have the largest fiscal impact on County finances amongst the four analyses under consideration as part of the sensitivity analysis. Reducing service costs by 25 percent would improve County's net fiscal position by \$16.7 million under the Middle Path scenario, and \$29.7 million under the High Growth Scenario (see **Figure 5-10**).

Reducing commercial development by 50 percent would result in about \$1.2 million less revenue to the County under the Middle Path scenario and \$2.5 million less revenue under the High Growth scenario (see **Figure 5-10**).

Sensitivity Analyses		Net Change in Surplus (Defice Status Quo Middle Path High				
Analysis 1: New residential growth is all single-family homes	\$	-	\$	(9.99)	\$	(55.81)
Analysis 2: Property taxes increase by 25 percent	\$	0.16	\$	3.49	\$	5.49
Analysis 3: Municipal service costs in villages decrease by 25 percent	\$	-	\$	16.65	\$	29.67
Analysis 4: Commercial development lower than projections by 50 percent	\$	-	\$	(1.23)	\$	(2.46)

Figure 5-10: Sensitivity Analysis of Model Assumptions (2020 dollars)

Notes: The net surplus (deficit) value corresponds to the fiscal impact model output in year 2050 as compared to the net surplus (deficits) of the respective scenarios as reported in Figure 5-7, Figure 5-8, and Figure 5-9.

Source: BBC Research & Consulting.

5.7 Discussion

It should be noted that the results shown above only reflect the additional revenues and expenses that the County could expect under different future development scenarios. The results do not offer a comprehensive picture of the County's finances now or in the future, but they do offer insight into the predominant financial constraints facing new development in Gilpin County.

The results show that the low property tax rate and lack of sales tax in Gilpin County create limited pathways for development to pay for itself. That is why the net contribution of additional development is negative under all three scenarios. The County has completed a study to determine how much revenue a sales tax could generate, but similar to most development in Gilpin County, gaming revenues will continue to be needed to offset the County's costs to serve new development. In order to maintain fiscal balance, the pace of new development will need to seek balance with the pace of growth in gaming revenues.

This will be particularly challenging following the COVID-19 pandemic, which has caused a large reduction in gaming revenues in the County and resulted in layoffs of County staff, cutbacks to capital investment, and reductions in departmental budgets. Moreover, the County has an unfunded Capital Improvement Plan with more than \$42 million of identified expenditures that are necessary for the health, safety, and wellbeing of residents.

Gaming revenues will recover with time and as they grow, so can the County. Even though this analysis may make the Status Quo seem desirable from a fiscal perspective, it is important to remember that new development is not just a fiscal consideration. New development can bring important services, like a grocer, bank, and healthcare provider to the County, in addition to capturing more spending from the County's many visitors and creating jobs for County residents. The services mentioned are important to the County's residents and their quality life which need to be balanced with the fiscal impact of new development.





Chapter 6: Land Use

6.1 Future Growth

In order to make a projection of the future growth of Gilpin County, the current growth pattern is a good indication of how that growth might occur (see Figure 6-1: Existing Land Use Map).

While it is anticipated that 55% of the County's land surface will stay public in perpetuity with little to no development, it is discernible that privately owned land, which comes to 45% (about 44,000 acres) of land within the County boundary will continue to undergo change. Of the 44,000 acres, a total of about 3,200 acres are under the jurisdiction of

the two cities, while an additional 5,800 acres are within the cities' individual and combined growth boundaries. Together at 9,000 acres this constitute about 20% of privately owned land in the County, which leaves about 35,000 acres or 80% privately owned land under the control of the County. Residential land use is the predominant land use within the County-controlled boundary, followed by agriculture and mining claims, while commercial land use is negligible. Residential development is thus a reliable indicator of the future growth pattern within the County.

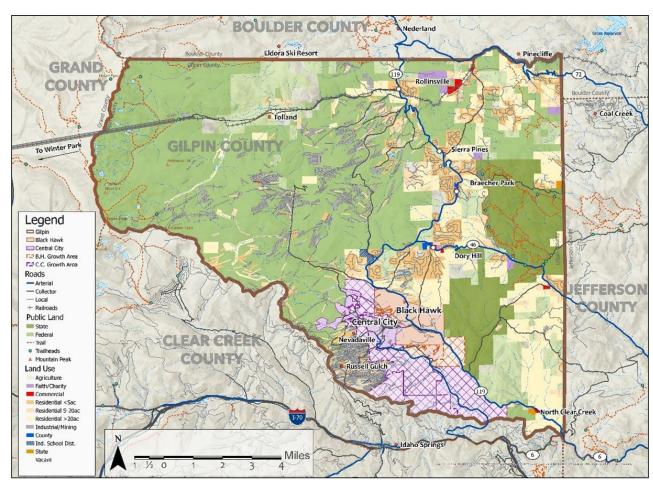


Figure 6-1: Existing Land Use Map

Noticeable about residential land use is that current County zoning regulations allow for three options i.e. lots larger than 20 acres (Resource Residential shown as light yellow), lots subdivided in lots sizes between 5 and 20 acres (shown in light yellow/orange), and PUDs (planned unit developments) that include lots 5 acres and smaller (showed in dark yellow/orange). This reveals a pattern of development that ranges between higher and lower concentration. Added to this are the very light green areas identified as Agriculture which has the same development rights as Resource Residential, but with no residences constructed on agriculture designated properties. The occurrence of residential density is further illustrated by a Population Heat Map of the County (see Figure 6-2: Population Density) defined with a spectrum of colors between blue (less populated) and pink (more populated).

From this map it is clear that the densest populations in the County (other than Central City and Black Hawk) are associated with CO 119, CO 46 and somewhat along CO 72. While this pattern is partly the result of the limiting factors of physical access

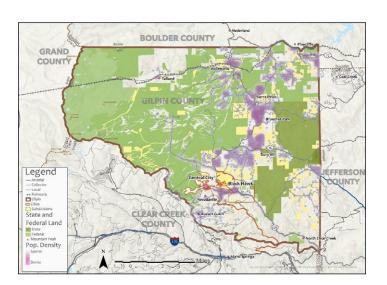


Figure 6-2: Population Density

(often due to topography), access to domestic water, and the capability of sewage disposal, it can be expected that future development will continue to occur in the same pattern of density pockets spread out over the landscape. In fact, new technology, money and large land holdings under single ownership will make it possible (if not yet feasible) to develop the currently mostly undeveloped areas associated with the area north of Tolland and the southwest corner of the County. See **Figure 6-3: Large Land Holdings under Single Ownership**.

While most people agree with the need for the County to be economically diverse, sustainable, and resilient, which necessitating new development, a strong sentiment is to keep the status quo with little if any development. However, it is pivotal that future growth within the County be managed according to a plan that is thoughtful and proactively lead to the right kind of growth—growth that is orderly, feasible and realizes the community's vision, values and goals. This Comprehensive Plan, which is the first for Gilpin County, is not only such a plan, but a road map for growth over time from today for the next 20 to 50 years and beyond.

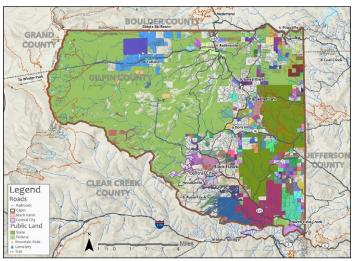


Figure 6-3: Large Land Holdings under Single Ownership

Note: Individual colors not shown in the legend on Figure 6-3 represent unique owners of parcels greater than five acres



6.2 Growth Management Framework

The existing fiscal responsibilities of the County, coupled with the inevitability of residential growth due to the expansion of the Denver metro area creates an untenable condition in which the County must take action now in order to stay ahead of impending pressure for development. Primary amongst those actions is the balancing of growth against feasible infrastructure improvements to support the growth.

Gilpin County's sparsely concentrated population in difficult terrain, results in unproportionally high County expense in terms of infrastructure and services, exacerbated by not being offset by residential taxes. Conversely, the tax revenue generated by land uses, such as commercial and industrial, tend to pay for itself and outweigh the burden on County provided infrastructure and services.

The Vision Statement and goals, established during the planning process, provide clear direction for growth within the County. The Vision Statement for the County points to:

High-quality mountain living that balances environmental sustainability & rural community values with economic diversification & resiliency

This is further defined by six goals of which five have direct bearing on growth within the County.

- Economic Diversification aims for an economy that is more resilient, calls for development concentrated in nodes, and promotes a diversity of commercial/retail ventures.
- 2. **Protect and Sustain** calls for the protection of Gilpin County's rural mountain community and natural environment by focusing resources and density in less-intrusive development nodes.
- 3. **Prevent Overuse** suggests the management of recreational tourism with focused infrastructure improvements.
- Maintain Gilpin County's Unique Character suggests tools be crafted to provide County control over development.
- 5. **Manage Growth to Protect Community Values** calls for growth to be managed responsibly and with care.

The growth managment framework recommended for Gilpin County is based on three main tenets:

- 1. Diversify the economy to include uses other than residential
- 2. Concentrate future growth in development nodes called "villages"
- 3. Predetermine growth that is predictable yet flexible

For commercial/retail ventures to be successful, it requires a population of a certain size and concentration that cannot be achieved with the current growth pattern in the County. What is needed is a self-sustained and self-supported, critical mass and mixture of businesses and residents. This can be achieved with strategically located mixed-use developments, recommended to be configured in nodes of development called villages. The purpose is for these villages to serve as economic drivers within the County while minimizing County expenditure for infrastructure and services.

Growth concentrated in villages has the added benefit of preventing development in the path of views, wildlife corridors and sensitive habitats, therefore allowing for better protection of the environment.

The importance of making an educated and informed determination about future development cannot be overstated, as it establishes a level of predictability for both developers and landowners. Even so, plans need to be flexible in order to accommodate changing needs and market realities over time.

Development within the County is imminent.
Prospective businesses, developers and
homebuilders should not only be directed toward
villages that the County has predetermined as
appropriate and feasible, but also be required to
meet the highest standards of precaution and quality
to support environmental sustainability and the rural
community values.

Strategies for Sustainable Growth

Strategy 1 - Mixed Used Development

Encourage a mix of use - Residential & Commercial, including retail, entertainment, hospitality, etc.

Strategy 2 - Concentrated Development

Concentrate development in small focused areas or nodes - called villages with limited footprints

Strategy 3 - Managed Growth

Predetermine and manage growth - that allows for predictability AND flexibility

Figure 6-4: Strategies for Sustainable Growth



6.3 County Villages

The Growth Management Framework for Gilpin County unambiguously directs toward the establishment of villages as places of future development within the County. This calls for a thorough exploration of what such villages may look and feel like. Villages are destinations for people and for various reasons: to gather and socialize, opportunities for commerce, and for people to engage in the rhythms of life and new ideas.

In response to the Growth Management Framework, the benefits of concentrated Mixed Use villages versus dispersed development, include the following:

Financial

- Reducing the fiscal impact of dispersed growth
- Creating a more diverse and resilient property tax base
- Making infrastructure feasible & cost effective
- Allowing for housing that is affordable

Community

- Bringing needed services to the community
- Bringing people together in venues like parks and event spaces
- Creating a sense of place with monumentation, streetscape and placemaking

Cultural

- Promote community values
- Protecting viewsheds
- Creating memories

Environment

- Protecting the natural environment
- Limiting the disturbance footprint of development

Multi-Modal Transportation

- Creating and encouraging walkability
- Minimizing the need for expanded and thus expensive transportation infrastructure

Figure 6-5: Benefits of Mixed Use Villages

Benefits of Villages

While it is necessary to understand how to plan for villages, it is also fitting to have a comprehensive grasp of the multiple benefits of mixed use villages versus development that occurs in a dispersed manner in the landscape (for a listing of village benefits, see **Figure 6-5: Benefits of Mixed Use Villages**).

1. Access

- a. Access from and to major roads
- b. Access to utilities & infrastructure or the ability to provide it

2. Existing development

- a. The occurrence of existing development means:
 - i. Already established infrastructure
 - ii. Indicative of a location that was found suitable in the past
 - iii. Some level of available domestic water and sewage disposal capabilities

3. Topography

- a. Moderate terrain that is buildable
- b. Terrain that is walkable

4. Conditions to avoid

- a. Viewsheds and vistas to the magnificent landscape that abounds within and outside the boundaries of Gilpin County
- b. Known wildlife corridors
- c. Creek and floodplain corridors as they serve multiple functions:
 - i. Conveying floodwaters efficiently when left intact
 - ii. Wildlife habitat and migrating routes
 - iii. Presence of biodiversity

5. Positive environmental outcomes

- a. Mitigate & enhance wildlife habitats by keeping development at bay
- b. Opportunity to clean-up disturbed and polluted areas

Figure 6-6: Village Location Criteria

Village Locations

The criteria for the location of villages is described in **Figure 6-6: Village Location Criteria**.

Keeping the village location criteria in mind, four villages are recommended for Gilpin County (see **Figure 6-7: Land Use & Future Villages** also presented as **Exhibit 1**). While consideration was given to a fifth location at North Clear Creek, due to lack of buildable land along CO 119, this location is instead recommended to be a retail destination.

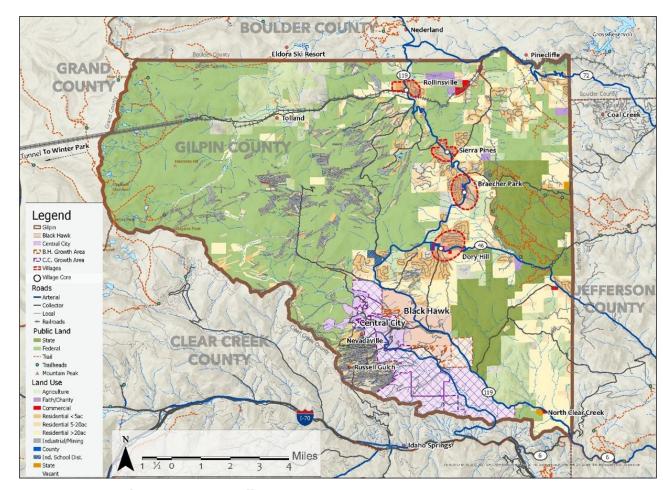


Figure 6-7: Land Use & Future Villages

Considering the criteria for locating these villages, the anticipated interface between the villages and a series of factors are demonstrated in **Exhibits 2, 3 & 4** as follows:

Exhibit 2: Villages Interface I, including the four villages interfacing with:

- Wetlands + Floodplains
- Natural Heritage
- Wildlife Corridors
- Wildfire Risk

Exhibit 3: Villages Interface II, including the four villages interfacing with:

- Elk Range
- Black Bear Range
- Moose Range
- Mule Deer Range

Exhibit 4: Villages Interface III, including the four villages interfacing with:

- Views + Vistas
- Slopes
- Single Ownership Large Land Holdings

Village Characteristics

Closely associated with the benefits of villages are the common characteristics that should be aimed for, particularly associated with the village core, when creating these development nodes. See **Figure 6-8: Village Characteristics** that describes features and conditions that should be found in close proximity of the core of the village.

Villages established and designed with foresight, should include a core area and beyond that is characterized by the following features and conditions:

Compactness

- Walkability with places in close proximity
- Park once and walk everywhere
- Infrastructure optimized
- Regular and tight block structure

Minimized Development Impact

- Limited development footprint
- Stormwater managed with sustainable water storage, infiltration and conveyance tools

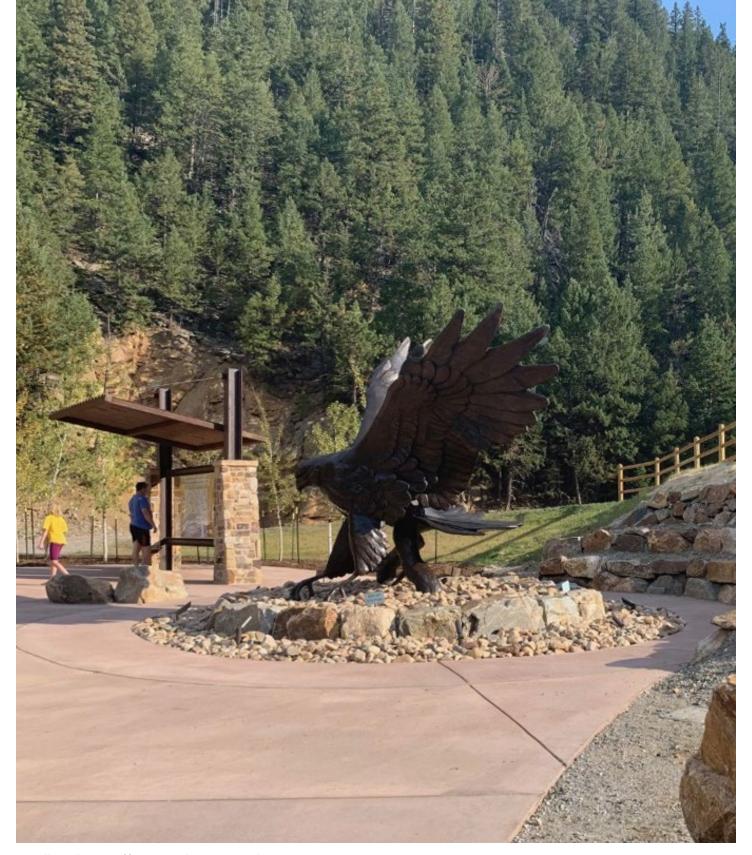
People Places that are Welcoming

- Placemaking focused on vibrancy, comfort and enjoyable moments
- Wide sidewalks that allows for strolling and on-street dining
- Parks and plazas that are save and multipurposed
- Focused to serve:
 - o Residents
 - **o** Business owners
 - **o** Commuters
 - o Tourists

Multi-modal Connectivity

- Usable for pedestrians, bicyclists, vehicles and transit
- Safe for all, including children and seniors
- Utilization of CO 119 and CO 46 as "main street"
- Compact street design with street calming features
- Shared use parking for different times of the days and week

Figure 6-8: Village Characteristics



Trailhead to Moffat Tunnel East Portal



Village Configuration

The configuration of the villages within the context of the County, can best be described with a transect (see **Figure 6-9: Gilpin County Village Transect**) that defines zones from the core of the village to its edge and beyond. The Village Core and Residential Zone constitutes the bulk of the village. In between is a Transition Zone.

Integrated with, but not part of the village, is the Rural Zone, beyond which the Natural & Public Lands Zone is found. While the configuration between the Village Core and the Residential Zone is fairly consistent, there will be situations where the Residential Zone abuts the Natural & Public Lands Zone. See a description of zones specific to the village in **Figure** 6-11: Village Zones Description.

A second node, called a Hamlet, is also illustrated in **Figure 6-9: Gilpin County Village Transect**. While a village is typically associated with a transportation thoroughfare, a hamlet is the assemblage of homes in the countryside that are not along a major thoroughfare. Only a few commercial/retail buildings are typically found in a hamlet. Many of the PUDs in Gilpin County resemble a hamlet; the difference being the general absence of commercial/retail structures.

By way of comparison, a transect for Central City and Black Hawk is illustrated in **Figure 6-10: Gilpin County & City Transect**. For the cities themselves, three zones are defined: Urban Center, General Urban, and Sub-urban. Beyond the cities, the Rural and Natural & Public Lands Zones are found, similarly to the land beyond the County villages.



Rollinsville



Figure 6-9: Gilpin County Village Transect

 $Original\ image: The\ Transect\ and\ Community\ Units;\ Sandy\ Sorlien\ /\ Smartcode\ Local$

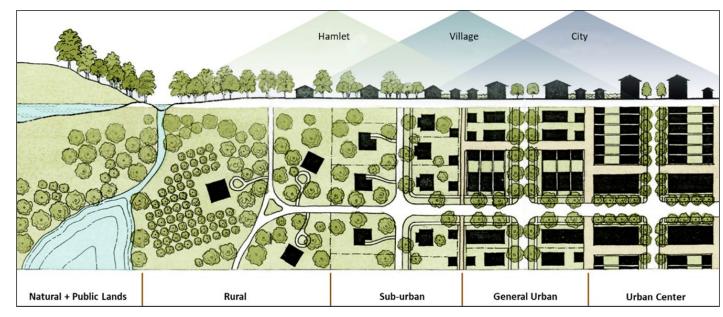


Figure 6-10: Gilpin County & City Transect

Original image: The Transect and Community Units; Sandy Sorlien / Smartcode Local



Village Zones	Land Use	Street Layout	Density: Units/Acres	Building Height	Unique Characteristic	Visual Examples
Village Core	 Vertical & horizontal Mixed Use consisting of a mix of Residential + Commercial + Cottage Industry Single Family Residential including rowhouses + loft apartments Multi-family Residential including apartments + condominiums Commercial including retail, hospitality, entertainment, office & services Industrial: Cottage Industry 	 Pattern: Grid / Modified grid Block size: width & depth vary between 200' and 300' Street edge: Preferably curb and gutter Combination of on-street parking & distributed surface lots 	12 to 25 units	2 & 3 stories	 Focuses on major thoroughfares: CO 119 & CO 46 Wide sidewalks to include on-street dining Sidewalk overhangs & awnings Ample pedestrian amenities Includes plazas No front-loaded garages 	
Transition Zone	 Mixed Use with horizontal mix of uses more prevalent than vertical mix of uses Consisting of a mix of Residential + Commercial + Cottage Industry Single Family Residential including single family detached, townhouses & rowhouses Multi-family Residential including duplexes, apartments & condominiums Commercial including retail, hospitality, entertainment, office & services (with less entertainment & office than in the Village Core) Industrial: Cottage Industry 	 Pattern: Modified grid Block width no longer than 500' Block depth +/- 300' near Village Core up to 450' as it nears the Residential Zone Street edge: Curb & gutter optional On-street & on-site parking 	8 to 14 units	Mostly 1 & 2 stories; 3 stories closer to the Village Core	 Closely associated with the Village Core Focused on walkability Includes common open space commons & plaza No front-loaded garages 	
Residential Zone	 Residential only Single Family Residential including single homes Multi-family Residential including duplexes 	 Pattern: determined by topography Street edge: Curb & gutter optional 	2 to 10 units	1 & 2 stories	 Housing clustered to preserve open space & provide alternative to rural residential Includes neighborhood parks 	9

Figure 6-11: Character Table

Visual Examples Credit: images #1, #3, #5, #6, & #9: courtesy of © Sandy Sorlien for transect-collection.org; #2 Creede, Colorado, Copyright: This photo by Steve Huntley is licensed under a Creative Commons Attribution 4.0 International License; #4.A pedestrian bypass parklet in Canmore, Alberta, Canada Copyright 2019 Elizabeth Esposito, from the American Planning Association's Image Library;

#7 Springdale, Utah_2 Copyright: This photo by Ken Lund is licensed under a Creative Commons Attribution 4.0 Internation License; Images #8, #10, & #11: © DTJ Design 2021



Village Footprint

The footprint for each village is illustrated in **Exhibit 5: County Villages Footprints**. These footprints were determined by a cursory review of key factors of each site, including topography, creeks, floodplains, and walkability.

Topography

Steep, unbuildable terrain is typically excluded from the villages. Where it does occur, it would typically define the boundary of a particular village.

Creeks & Floodplains

Creeks and floodplains are considered important features from an environmental and aesthetic point of view. Based on a principle of no reclamation or encroachment of the 100-year floodplain, where it does occur it is either left untouched within the village or serve as a boundary to the village.

Walkability

Walkability is a factor of both distance and quality of the walk. A quarter mile distance is typically considered a comfortable 5-minute walk. However, it has also been proven that longer distances may also be considered walkable, depending on the quality of the environment, of which the inverse is also true.

"The Village Vision Plan is to serve as a blueprint for its development over time"

Village Implementation

Vision Plan to Build-Out

A comprehensive plan level assessment does not do justice to the level of investigation and exploration that is required to create a vision for any of the identified villages. A specific study, called a "small area plan" needs to be conducted for each village. For County control purposes, such a plan should ideally be initiated by the County but could also be done as a P-3 (Public-Private Partnership) effort, which allows sharing of the cost to prepare such a plan.

Essential tasks of the planning exercise should include an assessment of key conditions, including geology (specifically to determine the location and potential impact of old mines activity and potential contamination, and underground water), water sources and process to acquire it, and sewer treatment issues. Other key items to be evaluated include land ownership, view sheds, wildlife corridors, sensitive habitats, and topography.

The next step would be to conduct a Design Charrette which is either a single or multi-day event to provide stakeholders the opportunity to provide their input on the development of a plan or concept. The idea with a design charrette is to explore 2 to 3 options, review those, determine the best of each and develop a draft concept for final review before creating the final vision plan. In short: The Village Plan is to serve as the blueprint for its development over time.

The premise with any of the villages is that no matter how long it takes to reach a village's full capacity, it is about a roadmap that guides development over time based on developer interest, market forces and the community's capacity and tolerance for development. Similar to the establishment and growth of towns historically, it may be 20, 50 and even 100 years before the full potential of a particular village is realized. For the best outcome any of the villages should grow organically and incrementally over time.

Village Regulations

It is essential that Gilpin takes measures to ensure that the right business, the right developers, and the right homebuilders be engaged to achieve the right results for the community. That means companies that support and buy into the vision and goals of the County, as well as the idea that the County controls and directs the location and quality of development.

For that to occur it is necessary to have zoning regulations and land use codes prepared that is predictable, yet flexible. Predictability not only gives a developer the assurance that he/she will not be confronted by unexpected roadblocks, but it also protects the interests of the existing residents and landowners.

The premise is that the incremental growth of a villages will take on a character that is appropriate for the surrounding areas and market demands. Some villages may be primarily higher density residential, while others may have very little residential but may have commercial or industrial uses as the primary

economic driver. In short, community and leadership foresight to encourage organic growth is necessary to allow for and welcome change over time reflected by changing priorities, lifestyles and outside forces including environmental factors.

Ideally and from a community perspective, the villages will cater to the surrounding community with places and venues for residents to gather, interact and celebrate events, while adding to the character and vibrancy of the County, not only during the early stages of the village, but to fully mature to a place that is self-contained and self-sustained.

Finally, for the successful implementation of the villages, it is necessary that the County AND landowners are patient. To use a wine analogy, this approach will result in the County villages that mature from green and fresh to rich and full bodied OR from an investment point of view, will result in a village that matures from small yet intentional to prosperous and diverse.



Figure 6-12: Iconic View of Rollinsville

This view of Rollinsville is quintessential Gilpin County. It illuminates the association between village on the hill and the valley below. Perceived as an important environmental and cultural asset, it is considered "sacred" and not to be disturbed by any form of reclamation for development or otherwise; together with the railroad, it serves as a natural edge or buffer to the village.



6.4 Existing & Future Land Use

Existing Land Use Guiding the Future

Existing land use serves as the guide for future growth and development within the County. This is partly based on the vision and goals that were established during the course of the planning process for the County's first Comprehensive Plan. The two goals most fitting for this argument is:

1. **Economic Diversification** aims for an economy that is more resilient, calls for development concentrated in nodes, and promotes a diversity of commercial/retail ventures.

The most efficient way to ensure diversity of commercial activities and services is to concentrate them all together. In fact, it is a well recorded fact that two or three of the same businesses that offer the same product do better when in close, walking distance proximity rather than each being isolated from each. This is due to human nature that prefers more than one option to choose from.

Rather than having business spread out in the County, concentrating them in villages will have a better outcome for the community. Having the focus directed to these villages cause no reason to change the current land use of parcels outside the villages, other than perhaps to be placed into conservation due to Transfer of Development Rights, or another compelling reason why the existing land use needs to change.

2. **Protect and Sustain** calls for the protection of Gilpin County's rural mountain community and natural environment by focusing resources and density in less-intrusive development nodes.

This goal alone is already good reason for encouraging growth to take place in area where it will have the least impact on the landscape, hence concentrated in the villages. This is another reason for land use not to change from the current designation, other than in the footprints of the various villages.

Another reason for no change to the existing land use outside of the village boundaries is the sentiment expressed by many in the community, which was to keep the status quo, interpreted in this case to mean no or little growth (at least in the areas not earmarked as villages).

& Future Villages serves as the guide for future development within Gilpin County.

Existing Land Use Categories

The following is a brief description of the thought process behind the various land use categories as presented on the Comprehensive Plan maps and exhibits, specifically **Exhibit 1: Land Use & Future Villages**.

The data made available by the County was applied to reflect the assessor's tax related codes for existing land use. While assessor's codes are not directly related to zoning districts' permitted uses contained in the Zoning Regulations, complete zoning data was not available. Assessor's codes were therefor used as a proxy for land use as this data was the most complete regarding current land uses within Gilpin County. Additionally, there are a number of tax-exempt properties that are coded to reflect specific exempt designations. The assessor's codes are generally as follows:

- 0-1000: Vacant Land
- 1000-1999: Residential Land
- 2000-2999: Commercial
- 4000-4999: Agriculture
- 5000-5999: Natural Resources (including mining claims)
- 8000-8999: State Assessed Property
- 9000+: Exempt

Note: There are no 3000, 6000, or 7000 series codes.

The land use categories follow the assessor's codes with a couple of minor clarifications.

"Agriculture" is referenced in the assessors codes; however, in the zoning code, agricultural uses are only allowable within the Resource Residential land use category.

"Faith/Charity" includes religiously affiliated uses and certain social/civic clubs (i.e. Elks Club) which do not have a direct religious or charitable affiliation but also do not constitute a commercial enterprise.

"Commercial" - the assessor does not specify the type of commercial on each parcel; however, in the zoning code, Commercial may include everything from C-3 (Light Commercial) to C-5 (Industrial). However, for the land use category shown as "Commercial" on the maps, it is not known if industrial uses currently exist within the parcels designated as Commercial by the assessor.

"Residential" - for residential properties, it became apparent, based on the County's zoning regulations, that the size of residential parcel had greater bearing on allowed uses than a general "residential" category could capture. Of note is that these separate designations for Residential help to clarify the types of residential found throughout the County and where populations and development are concentrated.

"Residential >20 acres" - residential parcels 20 acres and greater can be zoned as "Resource Residential" which is the most flexible zoning category allowing the greatest variety of uses of any zoning designation.

"Residential >5 to <20 acres" - residential parcels less than 20 acres but 5 acres and greater qualify as "Residential Subdivision" which is similar to "Resource Residential" but more restricted on the kinds of uses allowed and the scale at which they are allowed.

"Residential < 5 acres" - all residential parcels under 5 acres are non-conforming and are likely the result of a "Planned Unit Development" (PUD).

"Mining Claims" is specific to the 5000 series assessor codes ("natural resources").

A mining claim is a parcel of land for which the claimant has asserted a right of possession and the right to develop and extract a discovered, valuable, mineral deposit. In many cases in Gilpin County, the mining claims were never actually mined. Most mining claims are zoned Resource Residential and are subject to the regulations for Resource Residential zoning found in the Gilpin County Zoning Regulations. For clarification purposes, the differences between patent and leased mining claims are as follows:

- Patented mining claims can be bought and sold and allow for house construction.
- Leased mining claims cannot be bought and sold and the only allowable structure is what is needed for the extraction of minerals

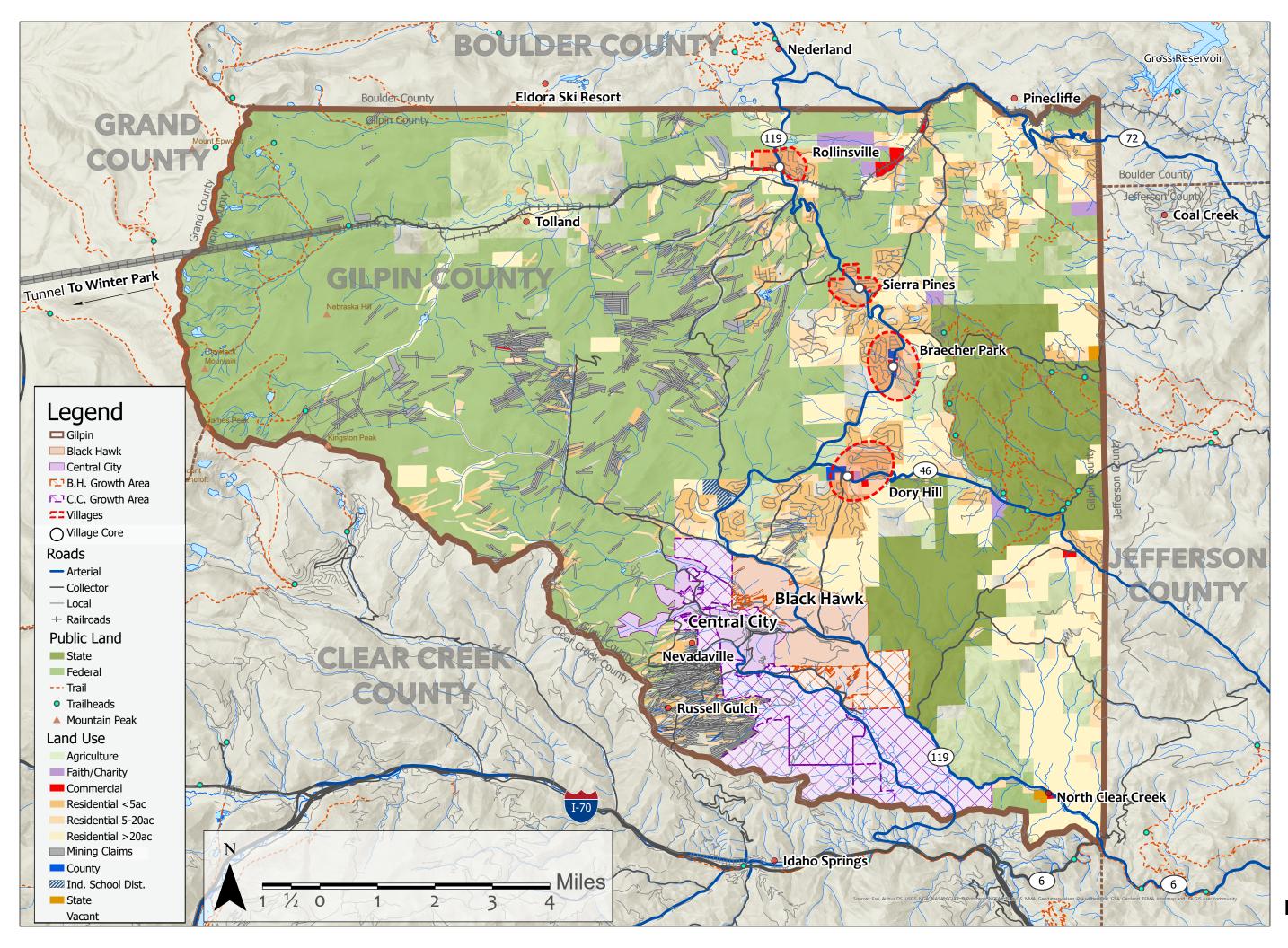
"County" - exempt lands typically include an underlying land use. Therefore, if the exempt code references a county use, the parcel is designated "County."

"Ind. School Dist." (ISD) references property owned by the Gilpin County Independent School District.

"State" references property that was designated by the assessor as state owned. This designation excludes state parks and other public open spaces owned by the state. However, for purposes of specificity, within the map legend, the "State" under land use refers to state property outside the state parks.

"Vacant" - in addition to parcels designated as Vacant by the assessor, all parcels without a designation were assumed vacant.







PLAN

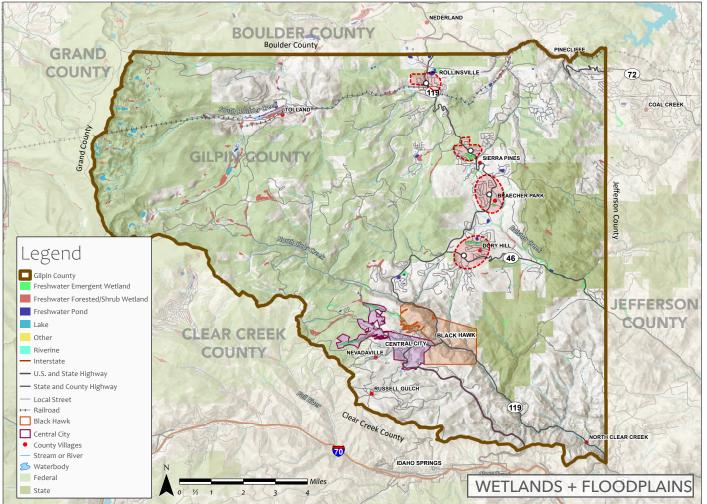
COMPREHENSIVE

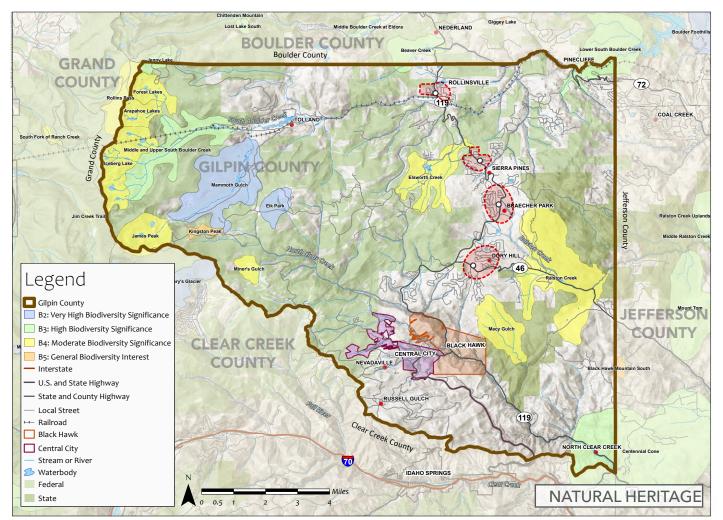
COUNTY

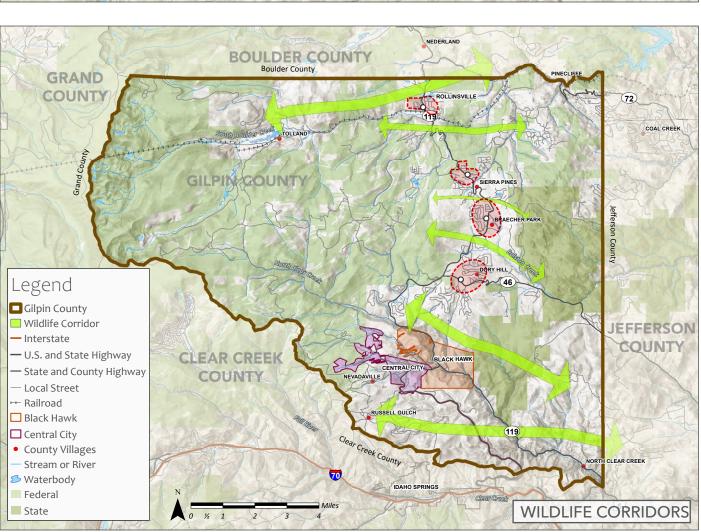
GIPLIN

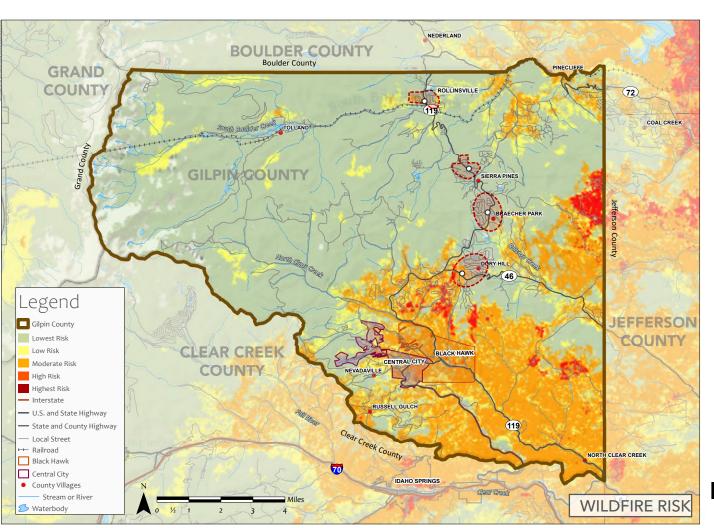
and Use + Future Villages







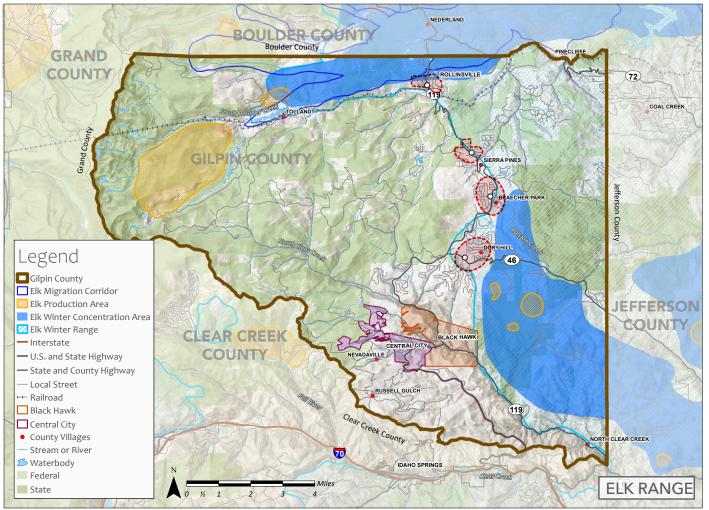


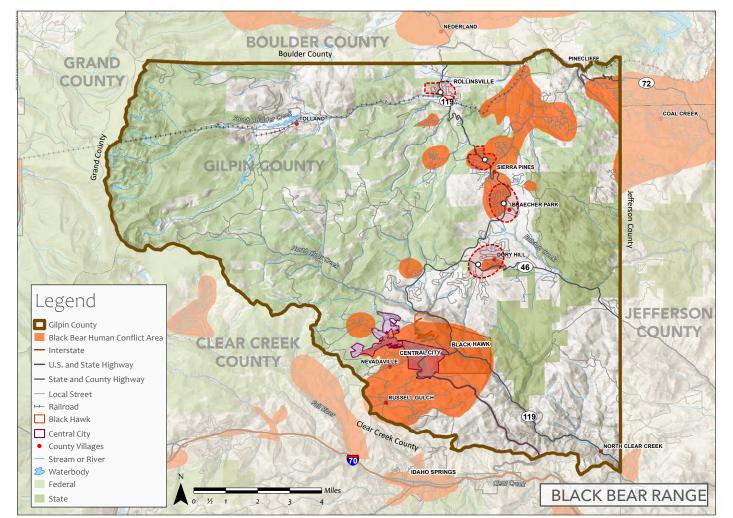


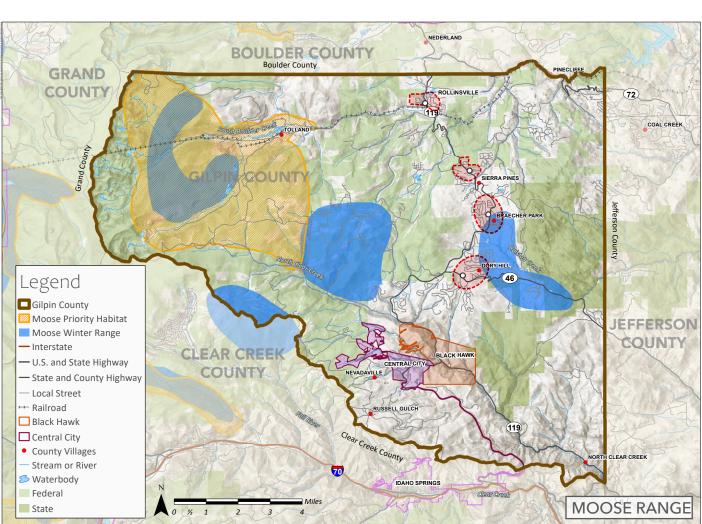


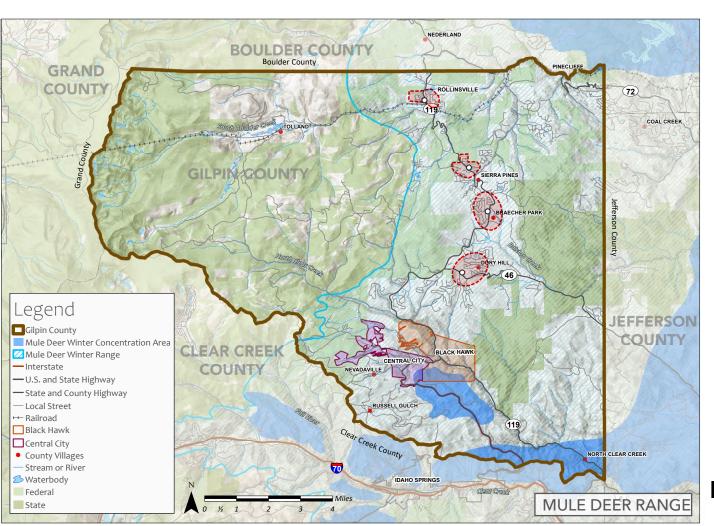
PLAN COMPREHENSIVE Villages COUNTY GIPLIN









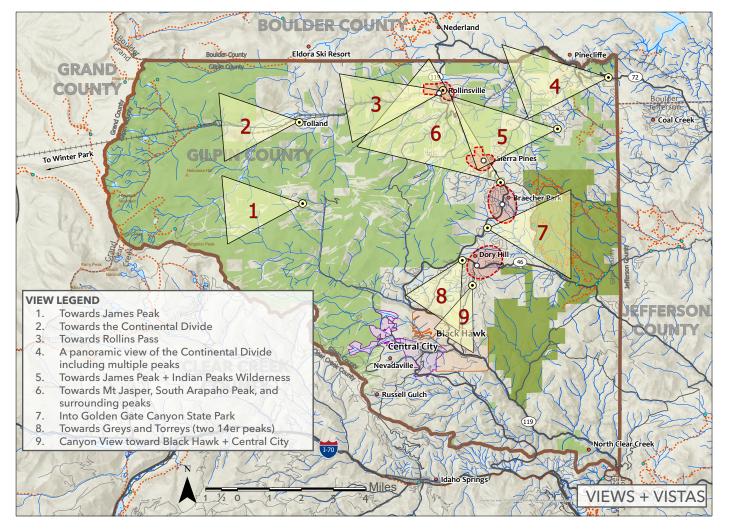


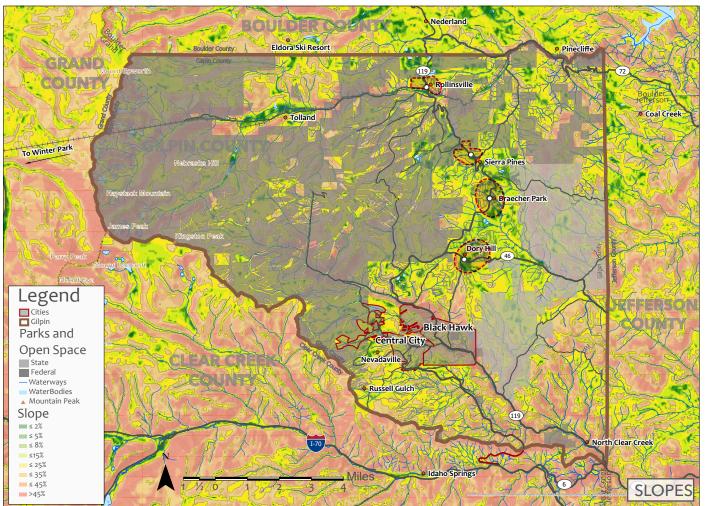


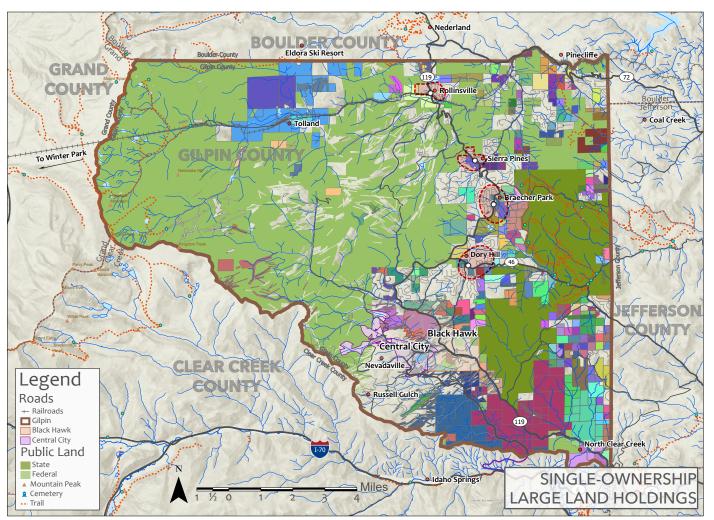
PLAN COMPREHENSIVE COUNTY GIPLIN

Village





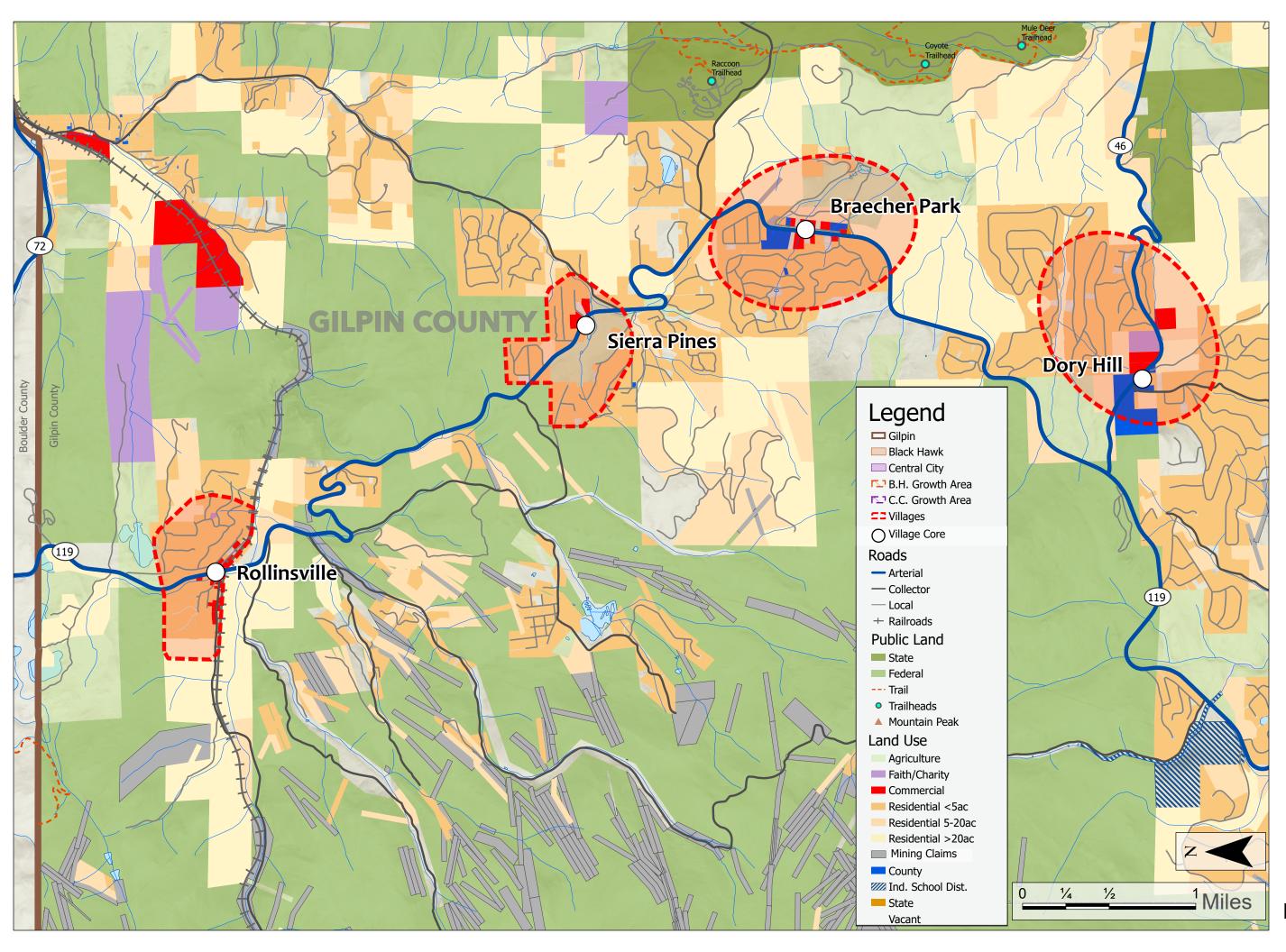






PLAN COMPREHENSIVE Interface Villages GIPLIN COUNTY

EXHIBIT 4





PLAN

COMPREHENSIVE

GIPLIN COUNTY

County Village Footprints





Chapter 7: Transportation

7.1 Transportation Overview

The strategy for the Gilpin County transportation system prepares the County for future land use changes and the population, employment, and recreational growth those changes may produce. Gilpin County remains a pristine mountain location outside of the Denver metro area where the demand for residential and commercial growth continues to rise and the need for outdoor recreational opportunities increases.

Recognizing that growth is inevitable, Gilpin County aims to proactively plan for a strong central transportation system along CO 119, coupled with sustainable transportation improvements in areas of growth that offer flexibility, balance, and management opportunities. To be poised for change, Gilpin County will need to cultivate relationships with neighboring counties and CDOT to partner on future transportation improvements and expand funding opportunities. In doing so, all transportation improvements will seek to retain the character, views and vistas of Gilpin County, while supporting a transportation system that moves people and goods safely and effectively.

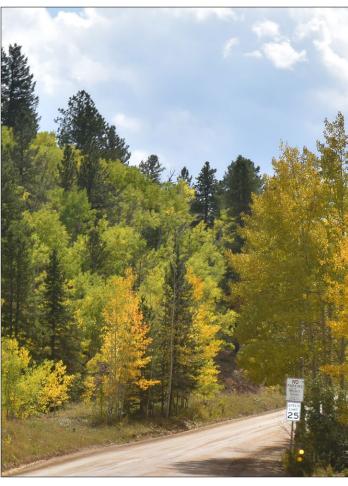
Recommendations for transportation in Gilpin County are described in terms of Countywide policies and an implementation toolbox for the County Villages.

Transportation Policies

Six transportation policies are followed with implementation strategies for each policy.

County Village Toolbox

The County Village Transportation Toolbox describes flexible transportation infrastructure and operational safety improvements (tools) in a sustainable manner and to be implemented incrementally as the villages develop over time.



Lump Gulch HWY, Gilpin County

7.2 Transportation **Policies & Strategies**

Policy 1: Facilitate Regional Collaboration & Coordination

Gilpin County recognizes the value of developing partnerships and collaborating with local cities, neighboring counties and CDOT to develop a sustainable land use and transportation system, supported by collaborative funding strategies.

NoCoPlaces 2050

Gilpin County recognizes that achieving large goals, such as transportation system improvements, often requires proactive, regional coordination.

An exemplary existing collaboration is Gilpin County's active participation in NoCoPLACES 2050 (NoCo), which is a collective of eight public land management agencies in the northern Front Range mountains.

The NoCo Vision is "to protect and conserve natural and cultural resources while providing equitable access and a quality recreation experience for current and future generations."

Strategy 1.01 Work with CDOT

Establish a strong working relationship with the Colorado Department of Transportation (CDOT) and coordinate on a regular basis to identify specific transportation improvement projects and related funding opportunities or strategies.

Strategy 1.02 Collaborate with adjacent Counties

Collaborate with adjacent counties of Boulder County, Jefferson County and Clear Creek County to leverage area investments and seek opportunities to partner on transportation funding pursuits.

Strategy 1.03 Communicate with Local Cities

Increase communication with the local cities of Central City and Black Hawk to manage future growth and leverage future recreational opportunity.

Strategy 1.04 Bi-Annual Inter-agency Meetings

Formalize regular bi-annual meetings with CDOT to monitor County transportation needs and prepare for future improvements and funding opportunities. Encouraging and promoting bi-annual task force meetings with neighboring jurisdictions and the local cities should continue based on efforts initiated in this Comprehensive Plan process.

Strategy 1.05 Collaborate with Regional **Partners**

Consider joining the I-70 Coalition for the purpose of establishing a vision for Rollinsville to serve as a part of the regional I-70 rail connection and facilitate recreation-based rail travel into Gilpin County.



Policy 2: Partner with CDOT in the future of the Highway Network serving the County

Gilpin County in coordination with the BoCC, Planning Commission, and community input, should collaborate fully with CDOT in future operations, access opportunities and maintenance strategies associated with CO 119 in order to shape and strengthen the highways serving the County.

Strategy 2.01 Road Illumination

Jointly identify locations along CO 119 and CO 46 for targeted illumination improvements where appropriate with an accompanying engineering study, in order to increase roadway safety while minimizing impact on wildlife activity and dark skies.

Strategy 2.02 Snow Removal

Identify snow removal strategies for CDOT and the County that meet the County's travel needs, even during fiscally constrained circumstances.

Strategy 2.03 Access Control Plan

Develop a CO 119 Access Control Plan to manage access decisions and practices prior to future development demands.

Strategy 2.04 Vehicle Turnouts

Manage increasing visitor travel throughout the County by establishing formal vehicle turnouts or viewing areas at locations relevant to Gilpin County views and vistas. Work with CDOT to confirm viable locations including the following:

- CO 119 and Douglas Mountain Rd (busy travel stop and intersection)
- CO 119 north of CO 46 (popular aspen viewing)
- Gap Rd at Panorama Point (busy visitor viewing area)

Strategy 2.05 Viewing Areas

Turnouts at high volume areas should be evaluated for future design as supporting Gilpin County "viewing areas" that also accommodate short-term parking, provide restroom facilities and showcase Gilpin County history and position along the Peak to Peak Highway.

Strategy 2.06 Safe & Reliable Bicycle Travel

Support safe and reliable regional bicycle travel through Gilpin County along CO 119 as part of a broader state bicycling network. Maintain and improve existing shoulder along CO 119 as needed, and develop future facilities to support bicycle travel from Black Hawk to CO 6 and the Clear Creek Greenway.

Strategy 2.07 Bicycle Signage

Install "Share the Road" and/or "Bikes May Use Full Lane" signage along CO 119 and CO 46 in coordination with CDOT practices and Jefferson County signage guidelines.

Strategy 2.08 Gap between Black Hawk and Clear Creek Greenway

As CDOT looks to widen CO 119 in the future, evaluate the design of shoulder or dedicated bicycle facilities to address the gap between Black Hawk and the Clear Creek Greenway.

CDOT Turnout Guidelines

It will not always be economically feasible to provide passing lanes or desirably wide shoulders continuously along the highway through deep rock cuts or where other conditions limit the cross-section width. In such cases, consideration should be given to use of intermittent sections of shoulder or turnouts along the highway.

Such turnouts provide an area for emergency stops, overlook areas along scenic byways, trailhead parking, and also allow slower moving vehicles to pull out of the through lane to permit following vehicles to pass.

Turnouts should be located so that approaching drivers will have a clear view of the entire turnout in order to determine whether the turnout is available for use.

Consider sight distance for vehicles re-entering the road. Refer to Table 3-32 of AASHTO's Policy on Geometric Design of Highways and Streets for recommended lengths of turnouts including taper.

Source: CDOTs Roadway Design Guide, 2018



Figure 7-1: Vehicle Turnout

A Turnout is a widened, unobstructed shoulder area that allows slow-moving vehicles to pull out of the through lane to give passing opportunities to following vehicles. Length of turnout varies by speed of facility and terrain but can be estimated at approximately 400 to 550 feet in length.



Policy 3: Safe & Efficient County-wide Transportation System

Maintain a safe and efficient County Transportation System that respects natural features, wildlife and existing community character, while recognizing anticipated growth in travel demand and needs of residents and visitors in the future.

Strategy 3.01 Multimodal Safety

Ensure the County transportation system safely accommodates vehicular travel, as well as opportunities for taking local rideshare services, walking within the communities, and regional bicycle connectivity.

Strategy 3.02 Establish County Roadway Standards

Establish County-wide roadway standards that identify the function and role of the roadway facility within the County, and establish a minimum public right-of-way of 20'-24' for County roads in keeping with emergency needs.

Strategy 3.03: Preserve Roadside Views

Preserve roadside views as future development occurs, particularly along CO 119, CO 46, and CO 72; as well as Lake Gulch Road, Virginia Canyon Road, Tolland Road, Mammoth Gulch Road and The Central City Parkway.

Strategy 3.04 Continue Public Rights-of Way Easements & Dedications

Private development approvals or agreements in Gilpin County should address minimum roadway standards and require future right-of-way dedication. In addition, identify opportunities for private development support of transportation infrastructure relevant to the development or surrounding area.

The practice of requiring easements and/or right-of-way dedications as a condition of land use approval should be continued and supported with County purchases of right-of-way where necessary to expand the County roadway system.

Strategy 3.05 Improve Primary High-use Roads

Evaluate paving and safety improvements for three primary, high use roadways within the County to ensure future safe travel for residents and visitors, as well as effective snow removal and maintenance:

- Gap Road from the Gilpin County border to CO 119
- South Beaver Creek Road from CO 119 to CR 72
- Tolland Rd. from CO 119 at Rollinsville to the Moffat Tunnel Recreation area

Strategy 3.06 Funding Resources

Seek Transportation-specific funding resources within the County. Evaluate the organization and implementation of County Transportation Districts to support ongoing road maintenance and snow removal schedules along all County roads. Align Transportation Districts with School District boundaries and establish a dedicated funding source for maintenance and roadway improvements relevant to each Transportation district.

Exhibit 6: Transportation Plan illustrates the collection of transportation and mobility recommendations proposed through the Comprehensive Plan. The exhibit locates potential boundaries for future transportation districts, improvements to regional bikeways, locations at which to apply village toolbox strategies, high use roads to consider for paving, and vehicle turnouts.

Peak to Peak Scenic Byway

CO 119 is the southern-most segment of the Peak to Peak Scenic Byway, which originates in Black Hawk and continues north along CO 72 through Nederland and CO 7 into Estes Park and Rocky Mountain National Park.

As the Peak to Peak is Colorado's oldest scenic byway, recreational improvements to CO 119 can be paired with wayfinding and signage that help highlight the rich history and natural beauty of this corridor.



Figure 7-2: Tolland Road

Increasing vehicular travel demand along Tolland Rd. due to recreational use, trailhead access and potential future access to the Eldora ski mountain resort will require a plan for increased maintenance and potential paving of this primary roadway facility.



Policy 4: Bicycle Travel & Recreational Trails

Identify opportunities to strengthen regional bicycle travel and recreational trail opportunities within the County through coordination with partner cities, counties and CDOT.

Strategy 4.01 Inter-jurisdictional Coordination

Coordinate with Central City and Black Hawk to leverage and provide access to existing bicycle and recreational investments and future identified improvements in accordance with the Central City Trail Master Plan.

Strategy 4.02 Wayfinding

Increase wayfinding signage along CO 119, CO 46, and County roads to support bicycling and recreational tourism, in line with CDOT priority bicycle corridors.

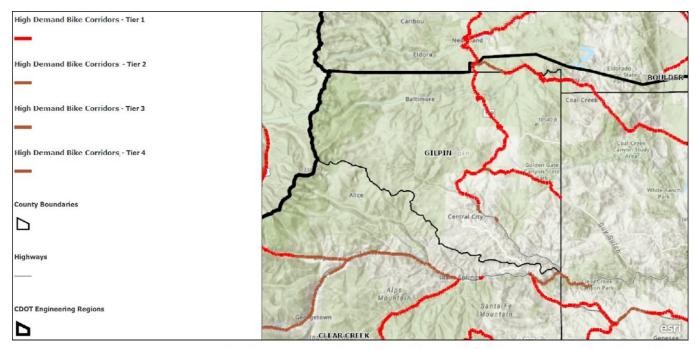
Strategy 4.03 CDOT TAP Funding for Recreational Signage

Pursue CDOT Transportation Alternative Program (TAP) funding for County-wide recreational signage and coordinate signage design with neighboring counties.

Strategy 4.04 Bicycle Travel between Black Hawk & US 6/Clear Creek Greenway

Address the gap in regional bicycle travel along CO 119 between Black Hawk and US 6/Clear Creek Greenway. Work with CDOT to include sufficient shoulder or dedicated bike facility in the future expansion of CO 119 from Black Hawk to US 6 to allow for a direct facility connection to the Clear Creek Greenway existing and future facility.

Exhibit 7: Bicycle Travel & Recreation illustrates recommendations to improve bicycle travel and recreation opportunities in Gilpin County. The attributes highlighted on the map include existing trail, trailheads, and bicycle connections while also indicating with dashed lines corridors that may be suitable for future bicycle improvements. The identified bicycle improvements are focused on facilitating regional bicycle travel.



Colorado Dept of Transportation | Esri, NASA, NGA, USGS | County of Clear Creek, Esri, HERE, Garmin, SafeGraph, METI/NASA, USGS, EPA, NPS, USDA

Figure 7-3: CDOT Bicycle Policy

CDOT has identified segments of CO 119, CO 46, and CO 72 as Tier 1 High Demand Bicycle Corridors, which means CDOT will prioritize these corridors when allocating resources to improve bicycling throughout the state. The identification criterion for these corridors include bicycle levels of use, connectivity to the transportation network, crash rates, and bicycle level of stress.





Figure 7-4: Black Hawk Hidden Treasures Trailhead & Bridge across CO 119

Gilpin County should seek to access and leverage regional recreational investments and opportunities being developed by neighboring jurisdictions



Policy 5: Safety & Emergency Preparedness

Strategy 5.01 Wildfire Management & Emergency Operations Plans

Confirm and update the recommendations of the Gilpin County Wildfire Management Plan and Emergency Operations Plan from 2013. Revisit these existing documents to confirm recommendations, safety practices and communication protocols and review all standards with the Gilpin County multiagency Task Force.

Strategy 5.02 Emergency Preparedness

Through the County-wide safety and emergency preparedness plan and in coordination with County Sheriff and CDOT, confirm residential evacuation routes and county access profile to pinpoint location and direction of multiple points of ingress and egress on roads that support two-way traffic flow in and out of the County. Coordinate with Gilpin County Emergency Management, Black Hawk Fire Department, Central City Fire Department, and Timberline Fire Authority, to develop an emergency operations plan that provides clear and mutually acceptable protocols concerning out-of-district response areas, incident dispatching, communications, and mutual aid procedures for both in and out of County available resources.

Strategy 5.03 Emergency Access

Fund and implement paving and safety improvements along roadways essential to Countywide safety and emergency preparedness. Identify primary and secondary access and evacuation routes, corresponding roadside forest thinning and seasonal maintenance locations. Identify 4WD "backdoor" roads that provide essential access to main roads for safety improvements as needed.

Strategy 5.04 Informational Materials

As residents and visitors increase throughout the County, advance community friendly materials for increased awareness of evacuation and safety measures as an ongoing County resource.

Exhibit 8: Evacuation Routes calls attention to key corridors within the County that may enable safe and efficient travel in case of emergency, including CO 119, CO 72, CO 46, Gap Road, and S Beaver Creek. The exhibit indicates "time until fire arrival" for CO 72, CO 46, and Gap Road. One strategy identified in the comprehensive plan is to confirm residential evacuation routes and County access profile.

Policy 6: Provide Shared-Use Transportation Services

Continue to support and expand the Gilpin County on-call transit service, Gilpin Connect, to provide affordable and convenient transportation options for residents.

Strategy 6.01 Provide Safe Shared-Use Access

Provide safe access to opportunity and mobility for residents of all ages, incomes and abilities, including elderly, people with disabilities and all vulnerable users.

Strategy 6.02 Diversify Funding

Diversify funding to increase sustainability of shared transportation services provided by the County through Gilpin Connect through coordination with CDOT's rural transit funding program.

Strategy 6.03 Strengthen Transit Connections

Strengthen shared transportation service connections to regional transit options offered through RTD by providing County connections to regional transit services out of Evergreen and Nederland.



Figure 7-5: Coordination of Shared-Use Transportation Services

Coordinating with Boulder County's Mobility for All - Mountain Driver Program is a great way for Gilpin Connect to exchange best practices and increase resiliency in its transit program

Source: Boulder County's Mobility for All - Mountain Driver Program



7.3 County Village Transportation Toolbox

The Transportation Toolbox for Gilpin County is a resource to support future land use change within the village centers and provide flexible transportation infrastructure and operational safety improvements in a sustainable, as-needed manner. Tools within the toolbox tie to strategies around pedestrian safety, bicycle connectivity and vehicle movement. These tools define potential solutions once development reaches the necessary threshold or any time that the need for such tools arises.

Village Tool #1 Diversify **Transportation Funding**

For a flexible and responsive transportation strategy within the village center, the costs for improvements or construction should be funded in part through developers, CDOT as a partner in CO 119 and dedicated funds from gaming industry revenues and County transportation districts.

Village Tool #2 Flexible & **Incremental Transportation Improvements**

In support of incremental Village growth, collaborate with CDOT to provide flexible transportation improvements. Identify the transportation tools and improvements that respond to growth and ensure safety of residents and visitors along CO 119 as the highway through the villages. Future street design should address safety, function, a variety of users and contribute to placemaking, especially in the village core. Tools within the Toolbox include the following:

- Pedestrian Safety and Signalization
- Bicycle Travel
- Speed Reduction
- On-street Parking



Rollins Pass sign off CO 119 at Rollinsville

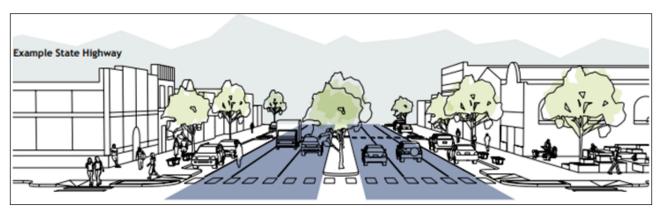


Figure 7-6: Example State Highway

An example of State highways accommodating multi-modal transportation and streetscape improvements, while interfacing with on-street dining.

Source: Colorado Downtown Streets: A Tool for Communities, Planners, and Engineers, August 2016



Figure 7-7: Travel Lanes

Traffic lanes help guide vehicles and establish order within the travelway; Leadville, CO

Source: Colorado Downtown Streets: A Tool for Communities, Planners, and Engineers, August 2016



Village Tool #3 Pedestrian Safety & Signalization

As growth within the villages occurs, pedestrian activity can be expected to increase, especially if recreational opportunities and entertainment or dining venues grow. Providing safe pedestrian crossings, pedestrian crossing signals or traffic signals may be an important improvement to ensuring a safe walking environment and crossing of CO 119.

Additionally, sidewalk improvements should include curb ramps to provide comfortable access to destinations for all modes of travel and all users. All future improvements to CO 119 within the village centers should be designed and implemented in coordination CDOT.

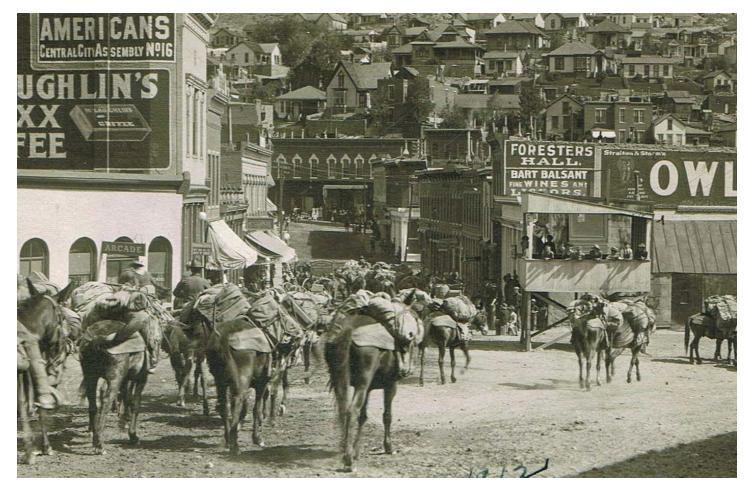
Walkway

A walkway is any type of defined space or pathway for use by a person traveling by foot or using a wheelchair. These may be pedestrian walkways, shared use paths, sidewalks, or roadway shoulders.

In some rural or suburban areas, where these types of walkways are not feasible, roadway shoulders provide an area for pedestrians to walk next to the roadway. Walkable shoulders should be considered along both sides of rural highways routinely used by pedestrians.

Paved shoulders can reduce crashes involving pedestrians walking along roadways by 71%.

Source: FHWA Proven Safety Countermeasures



Central City dated 1912; Gilpin County Historical Society

Sidewalk

Sidewalks provide dedicated space intended for use by pedestrians that is safe, comfortable, and accessible to all. Sidewalks are physically separated from the roadway by a curb and gutter or unpaved buffer space.

Sidewalks should be at least 5 ft wide, or wider in places where the pedestrian environment includes other amenities. This permits side-by-side walking and meets accessibility guidelines for turning and maneuvering.

Sidewalks can reduce crashes involving pedestrians walking along roadways by 65 - 89%.



Figure 7-8: Sidewalks Example of a sidewalk and bicycle route Source and Guidance: Alta's Rural Design Guide

Curb Ramps

Curb ramps and blended transitions provide access between the sidewalk and street for people using wheelchairs or walkers, pushing baby strollers, towing luggage, etc. A curb ramp is a short ramp cutting through a curb or built up to it. A blended transition is a depressed corner that basically turns the corner into one large ramp.

It is often difficult or impossible for a person using a wheelchair, scooter, walker, or other mobility device to cross a street if the sidewalk on either side of the street ends without a curb ramp. It is also dangerous. If curb ramps are not provided, these individuals are forced to make a difficult choice between not traveling to their chosen destination, or risking their personal safety by traveling alongside cars and other vehicles in the streets.



Figure 7-9: Curb ramps

Curb ramps provide access between sidewalk and street: Riffle, CO

Source: Colorado Downtown Streets: A Tool for Communities, Planners, and Engineers, August 2016



Pedestrian Crosswalk Visibility *Improvements*

This group of countermeasures includes improved lighting, advance or in-street warning signage, pavement markings, and geometric design elements such as curb extensions. Such features may be used in combination to indicate optimal or preferred locations for people to cross and to help reinforce the driver requirement to yield the right-of-way to pedestrians at crossing locations.

Crosswalk visibility enhancements can reduce crashes by 23 - 48%.

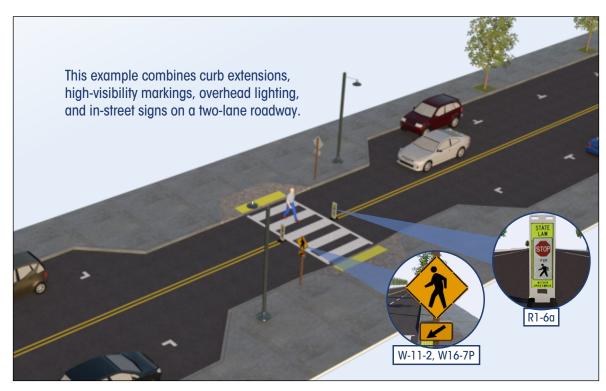


Figure 7-10: Crosswalk Visibility Enhancements

Source: FHWA Safe Transportation for Every Pedestrian Countermeasure Tech Sheet

Pedestrian Refuge Islands

The presence of a pedestrian refuge island at a midblock location or intersection allows pedestrians to focus on one direction of traffic at a time as they cross, and gives them a place to wait for an adequate gap in oncoming traffic before finishing the second phase of a crossing.

Refuge islands are highly desirable for midblock pedestrian crossings on roads with four or more travel lanes, especially where speed limits are 35 mph or greater and/or where annual average daily traffic

(AADT) is 9,000 or higher. They are also a candidate treatment option for uncontrolled pedestrian crossings on 3-lane or 2-lane roads that have high vehicle speeds or volumes. When installed at a midblock crossing, the island should be supplemented with a marked high-visibility crosswalk.

Pedestrian refuge islands can reduce crashes by 32%.

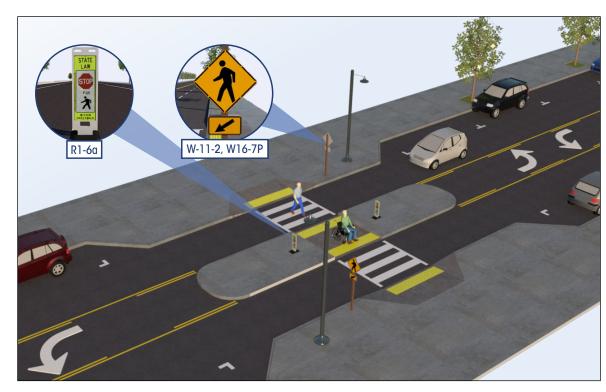


Figure 7-11: Refuge Islands

Source: FHWA Safe Transportation for Every Pedestrian Countermeasure Tech Sheet



Rectangular Rapid Flashing Beacon (RRFB):

RRFBs are pedestrian-actuated conspicuity enhancements used in combination with a pedestrian, school, or trail crossing warning sign to improve safety at uncontrolled, marked crosswalks. The device includes two rectangular shaped yellow indications, each with an LED-array-based light source, that flash with high frequency when activated.

RRFBs can reduce pedestrian crashes by 47%.

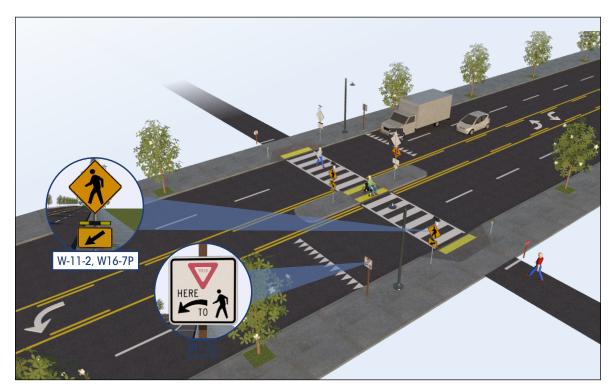


Figure 7-12: Rapid Flashing Beacons

Source: FHWA Safe Transportation for Every Pedestrian Countermeasure Tech Sheet

Traffic Signals

Traffic signals can be used to prevent the most severe type crashes (right-angle, left-turn). Consideration to signalize an unsignalized intersection should only be given after (1) less restrictive forms of traffic control have been utilized as the installation of a traffic signal often leads to an increased frequency of rear-end type crashes on major roadways and introduces congestion and (2) signal warrants have been met.

A signal may be warranted through high vehicular, pedestrian, or bicyclist volumes, or due to crash history, or proximity to a rail crossing. However, if installed in an unwarranted location, new signals can encourage disobedience or re-routing, moving the problem but not solving it.



Figure 7-13: Traffic Signals

Guidance: Manual on Uniform Traffic Control Devices

Curb Extensions

Curb extensions or "bulb-outs" visually and physically narrow the roadway by extending the curb line into the edge of traveled way, reducing the width of the street. Curb extensions are typically applied at intersections; however, they can also be applied to midblock locations.

Curb extensions provide several benefits such as:

- Safer and shorter crossings for pedestrians.
- Increased available space for street amenities such as benches, plantings, and trees.
- Increased visibility of pedestrians and motorists by aligning pedestrians with the parking lane.
- Tightened intersection curb radii that encourages slower vehicle turning speeds.
- Reduced vehicle speeds as a result of the narrowed roadway width.

If curb extensions are used where parallel parking is present, the curb line should extend 6 feet towards the roadway centerline, but should not extend into traffic or bicycle lanes.



Figure 7-14: Curb Extensions

Sources and Guidance: CDOTs Colorado Downtown Street, January 2020 and NACTOs Urban Street Design Guide



Village Tool #4 Safe Regional & **Local Bicycle Travel**

Provide for safe Regional Bicycle Travel through and within the Villages through appropriate facility design and appropriate measures in speed reduction.

Lane Striping Modification

Includes reducing the width of existing wider travel lanes down to 10-11 feet, or reconfiguring pavement markings. Lane striping is typically modified on streets with wider travel lanes and documented speeding to slow traffic while accommodating improved bicycle, pedestrian, and parking opportunities.



Figure 7-15: Lane Striping for Bicycles

Source: NACTO Urban Street Design Guide

Speed Feedback Signs

Speed feedback signs (SFS), also known as dynamic speed displays, provide drivers with feedback about their speed in relationship to the posted speed limit. When appropriately complemented with police enforcement, SFS can be an effective method for reducing speeds at a desired location.

SFS should be placed near the location of the intended speed reduction. In addition, speed reductions from SFS are maintained only through short distances and therefore should not be considered a speed enforcement solution at a corridor level.



Figure 7-16: Speed Feedback Signs

Source: Transportation Research Board Spatial Effectiveness of Speed Feedback Signs, 2012

Village Tool #5 Accommodate **Parking**

Provide for on-street parking solutions relevant to the village center land use changes, higher parking demand and increased pedestrian activity.

On-Street Parking

On-street parking is the allocation of paved space for parking and can be either parallel or angled; however, parallel parking is generally preferred for maximum speed reduction. On-street parking can effectively narrow the roadway travel lanes by adding side friction to the traffic flow. Additionally, onstreet parking provides a buffer between vehicular travel lanes and pedestrian walkways, improving pedestrian safety and comfort. On-street parking can be combined with curb extensions for protected parking.

It is noted that angled parking is prohibited on state highways according to C.R.S.42-4-1205¹. A local jurisdiction can create an ordinance allowing it, but CDOT still has to pass a resolution for approval.



Figure 7-17: On-Street Parking

Guidance: CDOTs Colorado Downtown Street, January 2020 and FHWAs Traffic Calming ePrimer

¹Universal Citation: CO Rev Stat § 42-4-1205 (2016); can be found at this link: https://law.justia.com/codes/colorado/2016/title-42/ regulation-of-vehicles-and-traffic/article-4/part-12/section-42-4-1205/



Rollinsville dated 1920's; Gilpin County Historical Society



PLAN COMPREHENSIVE **Transportation** COUNTY GIPLIN





PLAN Recreation COMPREHENSIVE COUNTY GIPLIN





PLAN COMPREHENSIVE COUNTY GIPLIN





Chapter 8: Capital Improvement Plan

8.1 CIP Context

In the specific context of Gilpin County, current outstanding capital projects are geared towards two broad goals: financial sustainability and longrange planning, including fire mitigation. In total, the County has identified approximately \$43.0 million of capital projects, of which about \$1.8 million are meant to make the County more financially sustainable and about \$41 million are designed to meet long term development needs (Figure 8-1: **Capital Improvement Plan Costs by Strategic** Area). The County prioritized projects into three priority tiers based on their expected impact and the availability of alternatives to the proposed projects. The majority of high cost projects fall under long range planning.

In Tier 1, most capital funding requests are for emergency preparedness and facilities maintenance. Specifically, \$5 million has been requested for

emergency preparedness, including a fire response water supply system for deepening reservoirs, installing cisterns, and other related activities, including fire mitigation. Overall, Tier 1 projects would require funding of approximately \$1.6 million per year if the costs were allocated over five years, or about \$0.8 million, if they spanned ten years.

Similar patterns prevail in Tier 2 projects, where the high cost projects tended to be related to long range planning, particularly as it concerns the Public Works department, road maintenance, and roof replacement for the community center. The cost of Tier 3 projects totaled \$29,289,600, which is primarily driven by the \$21 million requested by Parks and Recreation for structural renovations. In total, the CIP would require between \$8.6 and \$4.3 million of funding per year to complete currently identified projects over the next five and ten years, respectively.

Strategic Are				cus			Annua	ıl Costs		
Requesting Department	Financi	al Sustainability	Long	Range Planning	Gra	nd Total	5 year	10 year		
TIER 1										
Community Development	\$	40,000			\$	40,000				
Emergency Preparedness			\$	5,000,000	\$	5,000,000				
Facilities Maintenance	\$	250,000	\$	2,000,000	\$	2,250,000				
Finance			\$	165,000	\$	165,000				
Library			\$	500	\$	500				
Parks & Rec	\$	500	\$	150,000	\$	150,500				
Public Works			\$	250,000	\$	250,000				
Miscelleneous			\$	100,000	\$	100,000				
Tier 1 Total	\$	290,500	\$	7,665,500	\$	7,956,000	\$ 1,591,200	\$ 795,600		
TIER 2										
Facilities Maintenance			\$	500,000	\$	500,000				
Finance	\$	30,000			\$	30,000				
Library			\$	12,000	\$	12,000				
Parks & Rec	\$	4,700	\$	-	\$	4,700				
Public Works			\$	3,680,000	\$	3,680,000				
Tier 2 Total	\$	34,700	\$	4,192,000	\$	4,226,700	\$ 845,340	\$ 422,670		
TIER 3										
CSU Extension	\$	9,000	\$	72,000	\$	81,000				
Library			\$	122,600	\$	122,600				
Parks & Rec	\$	15,500	\$	21,745,000	\$	21,760,500				
Public Works	\$	1,500,000	\$	3,350,000	\$	4,850,000				
Miscellaneous			\$	4,000,000	\$	4,000,000				
Tier 3 Total	\$	1,524,500	\$	29,289,600	\$	30,814,100	\$ 6,162,820	\$ 3,081,410		
Grand Total	\$	1,849,700	\$	41,147,100	\$	42,996,800	\$ 8,599,360	\$ 4,299,680		

Previous Page: Summertime View, photo courtesy of Gilpin County resident Jason Kallen

Figure 8-1: Capital Improvement Plan Costs by Strategic Area

Source: Gilpin County.

8.2 CIP Strategies

Capital improvement Plans have proven to be an important complementary element alongside general and comprehensive development plans. Capital planning is useful for tracking and prioritizing impending projects from various departments to incorporate into land use planning and economic development.

Capital planning helps achieve long-term progress in the following ways:

Equitable growth

An important element of CIP is that it is preceded by careful evaluation of an investment project with respect to returns on investment, as well as the social and economic impact. With strategic planning, this can channel the investment towards serving residents, geographical areas and address socioeconomic needs where most needed.

Maintaining quality of life

Maintaining existing infrastructure is an important piece of serving the public at current levels of service. However, new capital projects need to be developed to ensure infrastructure keep pace with population growth and specifically in Gilpin County's case, the ability to support growing numbers of recreational visitors, which is essential to maintain important community values.

Growth management

CIP help direct investment to priority areas for future residential and commercial development in a manner that is consistent with stated community goals. For example, targeted investment in public projects can substantially help foster small business development in specific locations or mitigate the impact of a large increase in outside visitation.

Focusing on simple strategies can help make the best use of funds available for implementing capital

Focus on social & financial rates of return

Although CIP, whether for new infrastructure or maintenance, tend to require high levels of investment, the return on those investments often outweighs the costs over long periods of time. Moreover, deferring investment in the present leads to higher costs in the future as the expense to address deferred maintenance or develop new infrastructure increases over time.

To ensure social and financial returns are aligned with expectation, the CIP process requires careful examination of costs, available funding, and feasible timelines. Furthermore, even though some longterm benefits and welfare gains are intangible, it is important to estimate net benefits to justify the project alternative projects that are competing for the dollars.

Differentiate capital & maintenance expenditures

CIP often pertain to two broad categories of investment: capital and maintenance. New capital expenditures help substantially with growth in all the four domains discussed above: equitable, population, targeted and tailored growth, and therefore, are lucrative avenues for investment.

However, maintenance expenditures are often deferred to maximize the gains of their initial investments, among other considerations. This poses a significant and hidden opportunity cost because deferred maintenance can only accrue over time and reactive measures cost much more than preemptive maintenance, because repairs become replacements.

8.3 Mechanisms for Funding CIP

Gilpin County has identified a number of capital projects that will need to be funded over the coming years and decades. However, in the present, the County faces difficult fiscal circumstances due to the COVID-19 pandemic and as a result, funding for capital projects has been deferred into the future. Even during periods when fiscal circumstances are better, the County has identified approximately \$43.0 million worth of projects that would need to be funded.

Under the County's existing fiscal structure, generating excess revenue to pay for capital expenses can be challenging. This warrants considerations of alternative and innovative sources of funding, which could be combined to fund some of the top priority projects.

Taxes & fees

Currently, the County using revenues from property taxes, gaming taxes, grants, and intergovernmental transfers to fund capital improvements. However, user fees, impact fees, and sales and lodging taxes are also common sources of revenue for funding capital improvement projects.

The County and its departments could explore how some of these fees and taxes can bring in more revenue. For example, a property tax increase could be proposed with a sunset clause to lift the increase as revenues recover to pre-COVID-19 levels in about three to five years, as experts predict.

State and federal grants/ stimulus

State and federal grants offer another funding mechanism for local governments to invest in capital projects. For example, the Community Development Block Grant (CDBG) from the U.S Department of Housing and Urban Development is a good source of funding for community development projects. There are also grants for recreation and conservation infrastructure from Great Outdoors Colorado (GOCO), that use a portion of Colorado Lottery proceeds.

Borrowing

Like private entities, the government can also borrow to fund capital projects contingent on careful assessment of its debt capacity and the usefulness of the capital project against the costs of intergenerational equity, i.e., disseminating the costs of capital projects over their useful lives. For instance, the City of Sugar Land in Texas, issues a variety of bonds through which they can borrow from the bondholders with interest, to ensure consistent funding for investments that are crucial for the wellbeing and development of the community.

These bonds are mutually beneficial for lenders because on top of interest, these bonds come with more security and obligation from the City to pay it back. Borrowing, while more costly than paying as you go, can offer more stability for financing CIPs since funding can be secured up front.

Public-Private Partnership

Another mechanism gaining popularity in the U.S. is a public-private partnership (P-3), that allows for private entities to share costs, risks, revenues and in some cases, receive availability payments which entail payments from future public budgets. Under this type of model, a private firm often pays for a portion of the costs of a capital project in exchange for the right to receive future user revenues produced by the project.

A P-3 model is the most prevalent in large-scale projects, such as transportation. An example from Colorado include the Central I-70 project that is a partnership between Colorado Department of Transportation (CDOT) and Kiewit Meridiam Partners, who managed the design and construction for future toll revenue shares. Given the nature of capital projects identified in Gilpin County's CIP, there are not many opportunities to pursue this type of funding model.

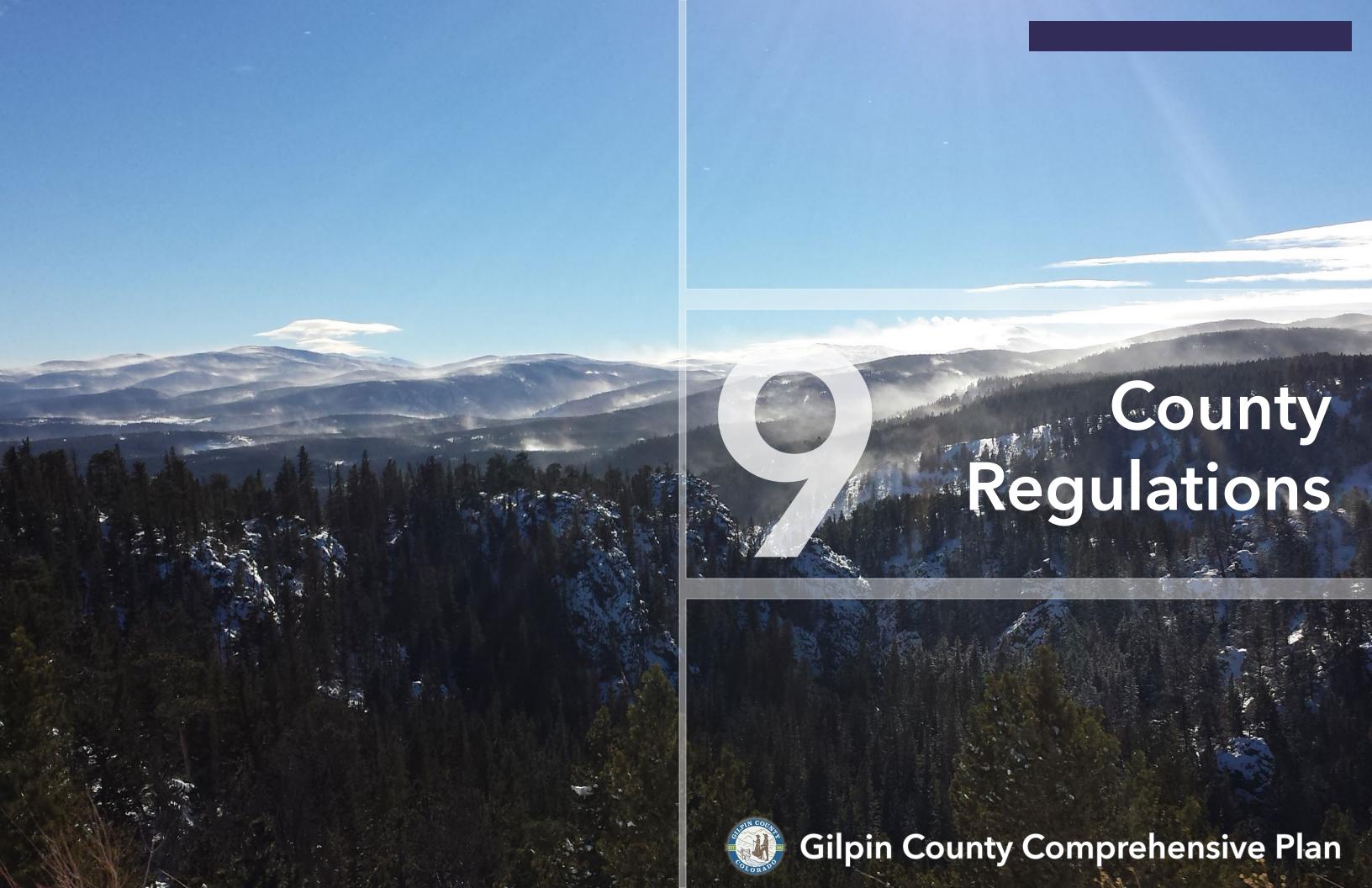
Philanthropy

Increasingly, high net-worth individuals and foundations are seeking opportunities to contribute to targeted sustainable and socioeconomic development goals or simply to make tax-exempt contributions to a good cause. Funds from philanthropic individuals and foundations have become increasingly targeted at economic and social development outcomes. For example, Social Finance USA connects philanthropic partners to governmental entities, and provides end to end management in projects pertaining to economic mobility, health, education, environment, and more.

In other cases, granting individuals or foundations may offer competitive grant funding for certain activities or projects. While philanthropy can be an attractive option due to its donation-based nature, it also puts governments at the mercy of funders, who can be hard to find and connect to and may have their own ideas for implementing actions and projects.



Historic Rocky Mountain IOOF Cemetery on the outskirts of Central City



Chapter 9: County Regulations

The planning process for Gilpin County's first Comprehensive Plan includes the review and amendment of the County's zoning, land use and engineering regulations. While a comprehensive plan is a visionary guide or roadmap for the future, regulations are the tools to implement the vision.

This chapter incudes a suggested set of rules to prepare effective zoning regulations, and land use and engineering regulations for the County, is followed by 1) describing the approached applied to amending the zoning and land use regulations, and 2) an introduction to a document that is proposed to serve as the County's new engineering regulations called the "Gilpin County Standards and Specifications for Design and Construction."

9.1 Zoning Code & Land Use Regulations

The goal for amending Gilpin County's zoning regulations is to help create a dynamic tool to implement the County's vision as formulated in 2020 Gilpin County Comprehensive Plan. The objective is to establish a tool that ties sound policy implementation to effective governance procedures.

Rules for Effective Zoning Regulations

Suggested rules for zoning regulations to be effective for the implementation of a vision, includes the following:

Dynamic Zoning Regulations

A well-crafted set of dynamic zoning regulations is essential for the successful implementation of a vision and should have the following attributes:

- An effective tool to implement the community's vision as defined in the Comprehensive Plan
- Allows AND encourages the types of new development and redevelopment in areas predetermined for that purpose, which in context of the Comprehensive Plan, refer to development nodes called villages; the purpose is to "make it easy to do the right thing in the right place."
- Easy to understand and administer through the simplification of overly complex standards and procedures
- Dynamic to respond to changing market and different contexts (existing and future)
- Allows for incremental decision making
- Flexible (without being too flexible)
- Predictable and consistent
- Easy to use and to update
- Clear approval process
- Simple language with no jargon

Economic Considerations

From an economic point of view, properly written zoning is essential to ensure a County attracts new development with the associated economic benefit of jobs, business, retail, and services. The following are some of the economic benefits of well-written zoning regulations:

- Proper zoning regulations tell a prospect that the County has a vision for what they want to be. If a company or developer is going to invest in the County, they want to know that their investment is protected and is part of an overall plan/vision that is being led by the County.
- Developers want to know the rules. The rules need to be fair and consistent. While developers typically don't mind tight rules, they need to know them before they begin their financial and construction proformas. Zoning regulations/codes/ordinances/rules that randomly change can put the developer in financial jeopardy.
- Well-written regulations that are published online tell a prospect that the County is professional and ready for business. Prospects and developers may start online and never make a personal contact with County staff. Poorly-written, confusing or nonpublished regulations drive off a prospect.
- Effective zoning regulations will ensure that the mixed use areas and residential neighborhoods within the proposed villages are fiscally sustainable and include amenities and characteristics such as quality public plazas, open space, connectivity, and trails that add value to the villages and the County at large. In addition, this approach will be critical in order for Gilpin County to attract quality commercial development within these villages.

In conclusion, private capital follows the path of least resistance. If the regulations make it difficult for the developer, he goes somewhere else; however it does not mean that the developer should be allowed to do "whatever he wants" but rather the requirements need to be understood easily and applied consistently (even if the requirements are constringent). In fact, it is known that bad zoning makes developers walk away.

Flexible and Specific

The strategy with the revised zoning regulations is to be flexible enough to accommodate unknown opportunities, yet specific enough to help staff make day-to-day decisions.

Approach to Amending the **Zoning Regulations**

After evaluating the existing zoning regulations, the planning team prepared a few key and higher-priority amendments in an effort to 1) clarify and streamline development review processes, 2) clean up the zoning regulations in terms of cross referencing, and 3) creating the framework for implementing some of the key elements of the Comprehensive Plan, all while maintaining the overall set of existing regulations that, for the most part, have served the County well.

The objective for this effort was to place priority on amendments that are most relevant to the context of the County and current development needs. It is intended to be a living document that should be modified and amended as conditions and needs in the County change in the future.

Provided as a stand-alone document, the deliverable is a strike-through and underlined version of the current Zoning Regulations that were adopted in 2018. It also indicates the sections that have been added and modified.







Chapter 10: Implementation Plan

The successful implementation of any comprehensive plan lies in the clarity with which actions are defined and prioritized. Two key factors serve to guide the prioritization of action items for Gilpin County, namely: 1) Community Vision and 2) the Catalytic Capability of an action item.

Community Vision

The vision for the future of Gilpin County is based on a comprehensive process of public engagement. Seeking to realize this vision is considered the primary priority of the Implementation Plan.

Six goals and strategies associated with the vision are defined and described in Figure 4.3: Goals and Strategies of Chapter 4: Visioning, which are summarized as follows:

- 1. **Protect and Sustain** calls for the protection of Gilpin County's rural mountain community and natural environment by focusing resources and density in less-intrusive development nodes.
- 2. **Prevent Overuse** suggests the management of recreational tourism with focused infrastructure improvements.
- 3. **Economic Diversification** aims for an economy that is more resilient, calls for development concentrated in nodes, and promotes a diversity of commercial/retail ventures.
- **Interagency Coordination** which is to coordinate with other agencies to focus resources and efforts.
- 5. Maintain Gilpin County's Unique **Character** suggests tools be crafted to provide County control over development.
- 6. Manage Growth to Protect Community Values calls for growth to be managed responsibly and with care.

Previous Page: Glowing Mt. Evans, photo courtesy of Gilpin County resident Jason Kallen

Vision Statement:

"High-quality mountain living that balances environmental sustainability & rural community values with economic diversification & resiliency."

The vision and goals combined, inspired strategies for resilient/sustainable growth within the County i.e.:

- 1. Mixed Used Development which is based on the need for economic diversification achieved with a mix of uses: Residential & Commercial (retail, entertainment, hospitality, etc.) and Industrial (limited to cottage industry).
- 2. Concentrated Development the concentration of development in small focused areas or nodes (called villages with limited footprints) contributes to economic resiliency and the protection of vulnerable and sensitive natural and cultural areas.
- 3. **Managed Growth** achieving the vision requires the County to predetermine where growth should take place, the quality of such growth, and managing/regulating development that allows for predictability AND flexibility.

In support of the Vision, the second most important priority is to establish villages that contain a mix of uses that are concentrated within a predetermined limited area.

In terms of the Implementation Plan, the question should be asked:

How does a particular action 1) contribute to achieving the community's vision for the County, 2) support the three strategies for resilient/sustainable growth, and 3) lead to the development of villages successfully and sustainably?

Catalyst Actions

A simple definition of the word "catalyst" is that it is a causal agent that produces an effect or an action responsible for a result. For purposes of the Implementation Plan, it is the primary action/s that lead to other/secondary actions to be initiated that otherwise may have cost more or taken longer time to take effect, or in some cases would never have taken effect.

Establishing villages within the County is a catalyst for economic diversification and the protection of areas of natural and cultural importance. It leads to achieving the vision and goals for the County. The relevant question to ask is:

What are the catalyst actions that will result in the successful development of villages?

General Actions

By nature of its name, a comprehensive plan covers a great number of issues within any given community. In fact, the plan itself serves as a "catalyst" to recognizing and identifying the needs of a community. That in itself leads to the formulation of actions to meet these needs.

General Actions (in addition to Catalyst Actions) are categorized in terms of: Economic Actions, Land Use Actions, Transportation Actions, Recreation Actions, and Other Actions.

Summary of Actions

Figure 10-1: Implementation Actions Summary, is a summary of relevant actions identified during the course of the comprehensive planning process.

The catalyst and general actions are furthermore categorized as described in Figure 10-2 below.

	Implementation Categories											
Priority	Implementation Tools	Funding Source										
C: Catalyst	ZR : Zoning Regulations	CEDC: Colorado Economic Development Commission										
H : High	GCO : County Operations	CIP: Capital Improvement Program										
M: Medium	GCS : County Services CDBG	CDBG: Community Development Block Grant										
L: Low	Partnerships	COT: Colorado Office of Tourism										
Cost		CDOT: Colorado Department of Transportation										
\$: <100K		DOLA : Department of Local Affairs										
\$\$: 100-500K		EIAF : Energy/Mineral Impact Assistance Fund										
\$\$\$: >500K		GOCO: Great Outdoors Colorado										
		OEDIT : Colorado Office of Economic Development & International Trade										
		REDI : Rural Economic Development Innovation Initiative										

Figure 10-2: Implementation Actions Summary Key



	Action			,	Tools		Funding Source
Priority		ZR	GCO	GCS	Partnerships	Cost	
	CATALYST ACTIONS						
С	Village Vision Plan O Create a vision plan and implementation framework for each village		Х			\$,\$\$	CIP; CDBG grant
С	Village Regulations • Following the Vision Plan, develop regulations that safeguard the vision, intent and integrity of the villages	Х				\$	CIP
С	Attract Development to Village o Implement process for attracting development within village, including incentives Establish a process that accounts for water and sewer utilities to ensure access and availability for developments					\$	County
	Catalyst Support Actions						
Н	Sustainable Infrastructure Investments O Determine a strategy for fiscally sustainable infrastructure investments (water, sewer, roads), e.g. sharing costs with developers		Х		Developers	-	CIP
Н	Services to Villages O Determine Funding needed to provide services to village nodes		Х	Х		\$, \$\$	County tax revenues
Н	Geological Assessments o Complete Geological assessments for county villages, with specific attention to location and potential impact of mines and water		Х		Developers	\$	CIP
Н	Water & Sewer Study village requirements and potential source for water use and other necessary systems/utilities Determine efficacy of sewer systems for villages and what requirements are needed to connect to these systems Determine the process to secure water through independent water districts Establish regulation requirements for sewer and/or septic relating to villages		X		Developers	\$	County





Priority	Action	ZR	GCO	GCS	Partnerships	Cost	Funding Source
	GENERAL ACTIONS						
	ECONOMIC ACTIONS						
Н	Actively Apply for grants from various grantees		X	Х	OEDIT DOLA	\$ (per grant proposal)	OEDIT grant; COT tourism grant; DOLA grant; REDI grant; CDBG grants; EIAF grants
Н	Review Taxation Structure O Review whether a sales tax would be a benefit to the county overall and if it could be instated as a funding mechanism for county services		X	Х		\$, \$\$	County tax revenues
M	Establish metrics to measure desirable/sustainable growth within the county O Develop metrics to measure success as it pertains to growth within the community for various milestones (either time or population growth)		X			\$	County tax revenues
M	Coordinate with CDPHE o Coordinate with CDPHE to acquire funds from the brownfields grant program for the cleanup of brownfields			Х	CDPHE	-	CDPHE Brownfields Cleanup Grant
M	 CIP Prioritization Prioritize CIP expenditures to help achieve sustainable growth metrics Include sustainable growth as a determining factor when evaluating CIP expenditures 		Х	Х		\$	County tax revenues
Н	Market the County for new Businesses • Establish a marketing strategy to attract new business to the county to help diversify the county's economy while balancing against sustainable growth metrics		х		OEDIT DOLA)	\$, \$\$, \$\$\$	OEDIT grant; COT tourism development grant; County tax revenues
M	Locally-owned Businesses Study opportunities to provide tax incentives for locally-owned businesses Develop regulations that are friendly to the businesses that are desired in Gilpin County	Х			CEDC	\$, \$\$	County tax revenues
M	Local Entrepreneurship o Promote Gilpin County resident entrepreneurship	X		Х		\$	County

Figure 10-1: Implementation Actions Summary



Priority	Action	ZR	GCO	GCS	Partnerships	Cost	Funding Source
	LAND USE ACTIONS						
Н	Development Feasibility O Prepare a complete list identifying what is needed to make development feasible		Х				County
M	Coordinate with Cities O Coordinate with Black Hawk and Central City to ensure land uses are compatible	X			Black Hawk, Central City		County
	RECREATION ACTIONS						
M	Recreation Focus Areas o Identify and create a vision plan and implementation framework for recreation focus areas		Х			\$	GOCO and other recreational use grants
M	Regulations for Recreation Focus Areas o Prepare regulations for recreation focus areas	Х				\$	GOCO and other recreational use grants
M	Educational Material & Information Kiosks • For the recreational use of public land within the county, coordinate with the National Forest Service, Colorado State Parks and BLM to design and implement educational and information material with a consistent message • Develop and implement information kiosks to distribute the education material • Publish, update and maintain educational material online				National Forest Service; BLM; CO State Parks	\$	GOCO and other recreational use grants

Figure 10-1: Implementation Actions Summary



Priority	Action	ZR	GCO	GCS	Partnerships	Cost	Funding Source
	TRANSPORTATION ACTIONS						
Н	Village Transportation Toolbox o Implement context-specific strategies from the Transportation Toolbox as County Villages develop in the future	Х			CDOT	\$-\$\$	CIP, CDOT
M	Roadway Illumination in Coordination with CDOT O Jointly identify locations along CO 119 and CO 46 for targeted illumination improvements		X	X	CDOT	\$-\$\$	CIP, CDOT
M	Snow Removal in Coordination with CDOT Oldentify snow removal strategies for CDOT and the County that meet the county's travel needs, even during fiscally constrained circumstances		Х	X	CDOT	\$	County Operations Budget, CDOT
M	Access Control Plan in Coordination with CDOT O Develop a CO 119 Access Control Plan to manage access decisions and practices prior to future development demands		Х		CDOT	\$	CDOT
M	Vehicle Turnouts in Coordination with CDOT O Establish or enhance existing vehicle turnouts or viewing areas at locations relevant to Gilpin County views and vistas			Х	CDOT	\$-\$\$	CIP, CDOT
M	Safe & Reliable Bicycle Travel O Maintain and improve existing shoulder along CO 119 as needed Develop future facilities to support bicycle travel from Black Hawk to CO 6 and the Clear Creek Greenway		X	X	CDOT, Black Hawk, Central City, Clear Creek County	\$\$-\$\$\$	CDOT, Black Hawk, County Gaming revenues
M	Bicycle Use Signage o Install "Share the Road" and/or "Bikes May Use Full Lane" signage along CO 119 and CO 46 in coordination with CDOT practices and Jefferson County signage guidelines		Х	Х	CDOT, Jefferson County	\$	CDOT TAP funds, GOCO and other recreational use grants
M	Wayfinding O Increase wayfinding signage along CO 119, CO 46, and county roads to support bicycling and recreational tourism, in line with CDOT priority bicycle corridors				CDOT	\$	CDOT TAP funds, GOCO and other recreational use grants
M	Establish County Roadway Standards O Establish County-wide roadway standards that identify the function and role of the roadway facility within the County O Establish a minimum public right-of-way of 20'-24' for county roads in keeping with emergency needs		Х		County Departments, Timberline Fire Authority	\$	CIP
M	Improve Primary High-use Roads • Evaluate paving and safety improvements for Gap Road, S Beaver Creek Road, and Tolland Road to ensure future safe travel for residents and visitors, as well as effective snow removal and maintenance.		Х	Х	Black Hawk, Central City, Jefferson County, Boulder County	\$\$\$	CIP, District revenues, grants

Figure 10-1: Implementation Actions Summary



Tools: ZR: Zoning Regulations **GCO:** Gilpin County Operations* **GCS:** Gilpin County Services* **Cost:** \$: <100K \$\$: 100-500K \$\$: >500K *Note: County Operations refer to services internal to the county as part of the day-to-day operations of the organization; County Services refer to external services provided by the County to the community.

Priority	Action	ZR	GCO	GCS	Partnerships	Cost	Funding Source
Н	Funding Resources O Evaluate the organization and implementation of County Transportation Districts to support ongoing road maintenance and snow removal schedules along all County roads O Establish a dedicated funding source for maintenance and roadway improvements relevant to each district		X	X	County residents and businesses	\$	County
Н	Emergency Preparedness O Coordinate with Gilpin County Emergency Management, Black Hawk Fire Department, and Timberline Fire Authority, to update wildfire management and emergency operations plans		Х	Х	Black Hawk Fire Department, Timberline Fire Authority	\$	County, CDOT, Federal Emergency Management grants
Н	 Emergency Access Fund and implement paving and safety improvements along roadways essential to County-wide safety and emergency preparedness Identify primary and secondary access and evacuation routes, corresponding roadside forest thinning and seasonal maintenance locations Identify 4WD "backdoor" roads that provide essential access to main roads for safety improvements as needed 		Х		Jefferson County, Boulder County, Black Hawk, Central City	\$\$\$	CIP, CDOT, State and Federal grants
L	Diversify Shared Transportation Funding O Diversify funding to increase sustainability of shared transportation services provided by the County through Gilpin Connect through coordination with CDOT's rural transit funding program.			Х	CDOT	\$	CDOT 5311 Administrative/Operating/Mobil ity Management Funds, 5304 Funds
	OTHER ACTIONS - Health						
M	Health		Х	×	State and Federal Health Agencies	\$\$	Fed & State
L	Health o Establish incentives for retired physicians to relocate to Gilpin County		Х			\$	County
	OTHER ACTIONS - Environment						
M	Mining Pollution Mitigation • Create and implement mitigation and reclamation plan for mining areas within the county to counteract potential pollution issues associated with mining practices and environmental impacts			Х	State and Federal Environmental Agencies	\$\$\$	Fed & State
	OTHER ACTIONS - Cultural						
L	County-Specific Character & Culture Events O Hold Gilpin County Cultural Events celebrating the character of Gilpin County and what makes it a unique place to live and visit		Х			\$	County





