



# COMPREHENSIVE PLAN

CITY OF BLACK HAWK, COLORADO



Adopted November 10, 2004

---

# **COMPREHENSIVE PLAN**

CITY OF BLACK HAWK, COLORADO



**Prepared for the City of Black Hawk, Colorado**

**By**

**EDAW**

**As adopted by the City Council on  
November 10, 2004**

STATE OF COLORADO  
COUNTY OF GILPIN  
CITY OF BLACK HAWK

Resolution No. 18-2004

**TITLE: A RESOLUTION ADOPTING THE COMPREHENSIVE PLAN OF THE CITY OF BLACK HAWK, DATED OCTOBER 2004**

WHEREAS, pursuant to C.R.S. § 31-23-206, it is the duty of the Planning Commission to make and adopt a comprehensive plan for the City of Black Hawk;

WHEREAS, the Board of Aldermen has, pursuant to C.R.S. § 31-23-203, determined to perform the functions of the Planning Commission in the City;

WHEREAS, the Comprehensive Plan of the City of Black Hawk, dated October 2004, was prepared at the direction of the Board of Aldermen;

WHEREAS, a public hearing on the Comprehensive Plan of the City of Black Hawk, dated October 2004, was held on October 27, 2004, after fifteen (15) days published notice in the official newspaper of Gilpin County pursuant to C.R.S. § 31-23-208, as well as a newspaper of general circulation in the City pursuant to Section 16-369 of the Black Hawk Municipal Code; and

WHEREAS, the adoption of the Comprehensive Plan of the City of Black Hawk, dated October 2004, must pass by a two-thirds (2/3) majority vote of the Board of Aldermen, sitting as the Planning Commission.

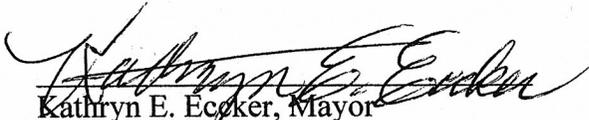
NOW, THEREFORE, BE IT RESOLVED BY THE BOARD OF ALDERMEN OF THE CITY OF BLACK HAWK, COLORADO, THAT:

Section 1. The Comprehensive Plan of the City of Black Hawk, dated October 2004, a copy of which is attached hereto as **Exhibit A** and incorporated herein by this reference, including all of the maps and other descriptive matters contained therein, is hereby adopted.

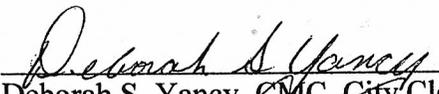
Section 2. The Comprehensive Plan of the City of Black Hawk, dated October 2004, as adopted herein, specifically includes and incorporates the 2000 Transportation Plan, as amended herein, and the 2003 Public Open Space and Heritage Master Plan, as incorporated herein.

Section 3. A copy of the Comprehensive Plan of the City of Black Hawk, dated October 2004, shall be certified to each governmental body of the affected territory and shall be filed with the Gilpin County Clerk and Recorder.

RESOLVED AND PASSED this 27<sup>th</sup> day of October, 2004.

  
Kathryn E. Ecker, Mayor

ATTEST:

  
Deborah S. Yancy, CMC, City Clerk





---

## ACKNOWLEDGEMENTS

### Council

Mayor Kathryn E. Eccker  
Alderman Paul Bennett  
Alderman Dick Cottrell  
Alderman Kathleen Doles  
Alderman Tom Kerr  
Alderman Al Price  
Alderman David Spellman

### City Staff

Richard Lessner, City Manager  
Sean McCartney, City Planner  
Philo Shelton, Public Works Director  
Corey Hoffman, City Attorney  
Cindy Linker

### Consultants

Cales Givens, Principal  
Deana Swetlik, Project Manager  
Amanda Hindman, Project Planner

**EDAW**

1809 Blake St.  
Suite 200  
Denver, CO 80202  
303.595.4522



# TABLE OF CONTENTS

## Chapter I: Introduction

- A. Purpose of Study..... I-1
- B. Statutory Review ..... I-1
- C. Overview of Study Area ..... I-2
- D. Process and Participants ..... I-3

## Chapter II: Existing Conditions

- A. Regional Context..... II-1
- B. History ..... II-1
- C. Socio-Economic Analysis..... II-2
- D. Land Use ..... II-4
- E. Zoning ..... II-7
- F. Property Ownership..... II-11
- G. Transport Infrastructure..... II-13
- H. Utility Infrastructure..... II-17
- I. Services ..... II-19
- J. Natural Resources/Open Space..... II-20
- K. Character of Built Environment..... II-30
- L. Related Plans and Projects ..... II-31
- M. On the Board Projects ..... II-33
- N. Opportunities and Constraints ..... II-35

## Chapter III: Alternative Framework Plans

- A. Alternative Framework Plan A..... III-1
- B. Alternative Framework Plan B ..... III-6
- C. Major Similarities Between Alternatives..... III-9
- D. Major Differences Between Alternatives ..... III-10

## Chapter IV: Preferred Framework Plan

- A. Overview/Characteristics..... IV-1
- B. Economic Sustainability and Tourism..... IV-1
- C. Land Use ..... IV-2
- D. Transport Infrastructure..... IV-8



E. Utility Infrastructure..... IV-9  
F. Services ..... IV-10  
G. Natural Resources/Parks/Open Space..... IV-11  
H. Character of the Built Environment..... IV-11

**Chapter V: Principles, Policies, and Implementation**

A. Economic Sustainability and Tourism..... V-1  
B. Land Use ..... V-6  
C. Transport Infrastructure..... V-11  
D. Utility Infrastructure..... V-15  
E. Services ..... V-16  
F. Natural Resources/Parks/Open Space..... V-16  
G. Community Character..... V-20



## MAPS & TABLES

Map I.1: Study Area Boundaries ..... I-2

Map II.1: Regional Context..... II-3

Map II.2: Land Use ..... II-6

Map II.3: Zoning ..... II-10

Map II.4: Property Ownership ..... II-12

Map II.5: Natural Resources ..... II-21

Map II.6: Growth Area Slope Analysis ..... II-22

Map II.7: City of Black Hawk Slope Analysis ..... II-23

Map II.8: Growth Area Aspect Ratio ..... II-24

Map II.9: City of Black Hawk Aspect Ratio ..... II-25

Map II.10: Wildlife Habitat ..... II-27

Map II.11: Vegetation ..... II-28

Map II.12: Intergovernmental Agreement Boundaries ..... II-31

Map II.13: Growth Area Opportunities and Constraints ..... II-38

Map II.14: City of Black Hawk Opportunities and Constraints ..... II-39

Map III.1: Alternative A: Places to Live & Play ..... III-3

Map III.2: Alternative B: Places to Play & Stay ..... III-8

Table IV.1: Land Use ..... IV-3

Map IV.1: Preferred Framework Plan ..... IV-5

Map IV.2: City of Black Hawk Preferred Land Use Plan ..... IV-6

## APPENDICES

- Appendix A: List of Related Reports and Studies
- Appendix B: Stakeholder Summaries
- Appendix C: others TBD



## **I. INTRODUCTION**

### **A. PURPOSE OF STUDY**

The purpose of the Black Hawk Comprehensive Plan is to assist local officials, residents, property and business owners, and developers in making decisions that support the framework land use identified herein.

This Comprehensive Plan will replace its predecessor, completed in 1993. A new, full comprehensive plan is needed, given the major changes in the community since 1993, namely the impacts from legalization of gambling in the State of Colorado.

The purpose of this study is to create a successful Comprehensive Plan for Black Hawk that will:

- Create a cohesive land use layout
- Integrate the recently completed Public Open Space and Heritage Master Plan
- Integrate the 2000 Transportation Plan
- Focus on three aspects of the Comprehensive Plan:
  - 1) Existing built environment
  - 2) Undeveloped areas
  - 3) Growth areas
- Provide a Framework for future implementation

The planning horizon of this Comprehensive Plan is through 2020. The Plan identifies appropriate land uses and related policy changes to ensure well-planned growth for the City of Black Hawk that will not compromise the City's commitment to a high level of both services and quality of life.

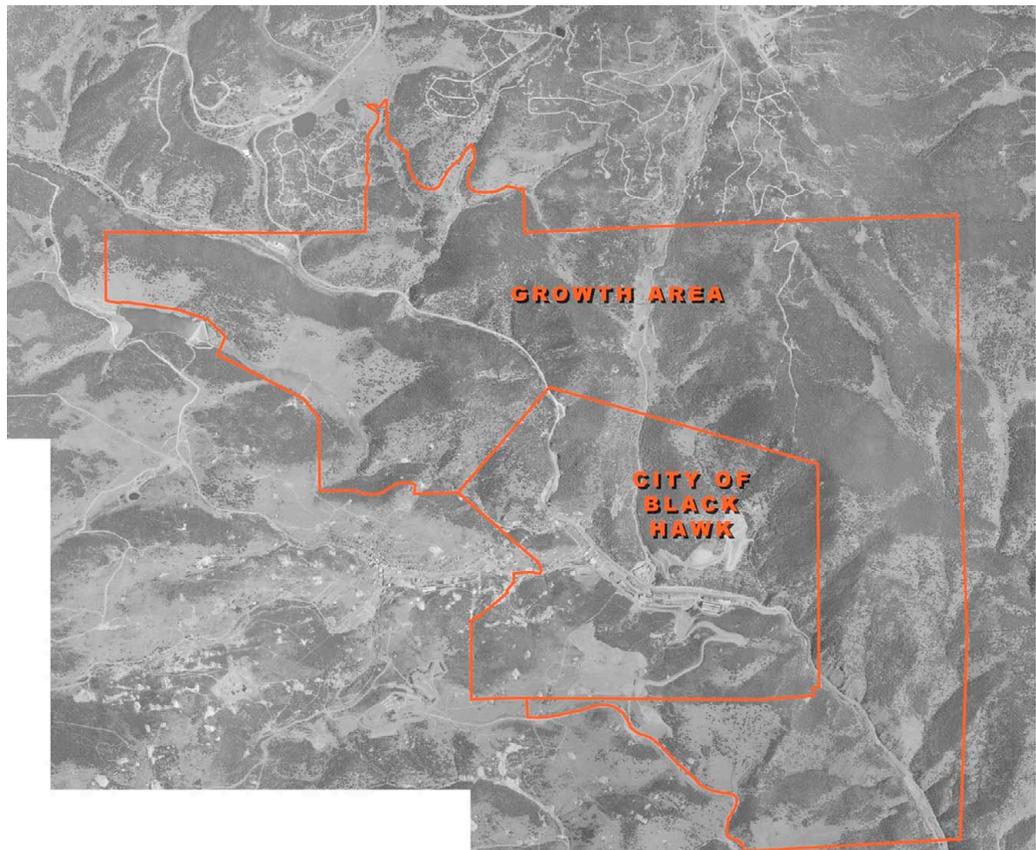
### **B. STATUTORY REVIEW**

A Comprehensive Plan also referred to as a Master Plan, refers to the plan of a local government adopted pursuant to Section 31-23-206, Colorado Revised Statutes, or an amendment to such plan. Alone, a master plan is merely advisory and does not affect legally protected interests of property owners. In order to have a direct effect on property rights, the master plan must be further implemented through necessary changes to zoning that support the plan. The master plan embodies policy determination and guiding land use and development principles for the community.



## C. OVERVIEW OF STUDY AREA

This study examines all lands within the City of Black Hawk corporate boundaries as well as lands identified within the established Growth Area.



**Map I.1: Study Area Boundaries**

Black Hawk is located in Gilpin County, Colorado, in the Rocky Mountains. It is approximately 20 miles from Golden, 16 miles from Idaho Springs and 35 miles from Boulder.

The City of Black Hawk has 118 residents (2000 Census), approximately 3,000 employees and average daily visitor traffic of 15,000/weekday and 30,000/weekend day. The City of Black Hawk is identified as one of three communities within Colorado that can have limited legalized gambling based on Colorado Revised Statute 47.1, approved in 1990.

Approximately 70 acres of the City's 1,250 acres within the City boundaries are developed.



Black Hawk has experienced unprecedented development since the passing of the Colorado Limited Gaming Act. Gaming venues that have developed in Black Hawk since the adoption of gaming legislation have significantly changed the scale and density of development in the community.

## **D. PROCESS AND PARTICIPANTS**

### **Project Team**

Four resources were used to support the City of Black Hawk Comprehensive Plan process.

#### **City Staff Resources**

City Staff representing Planning, Public Works, and the City Attorney's office, as well as the entire City Council provided technical data, coordination between agencies and other relative consultants, as well as ideas that helped facilitate the planning process and ultimate plan. A total of six Council work sessions occurred throughout the planning process.

#### **Stakeholder Meetings**

The planning team met with approximately 15 individuals during the analysis and information gathering stage of the planning process to listen one-on-one to individual stakeholders within the community.

#### **Public Meetings**

Two public meetings/open houses were held to communicate critical consensus components and to garner additional input to the planning process.

#### **EDAW Consulting Team**

EDAW's Denver office was retained by the City of Black Hawk to lead the comprehensive planning effort.



*The public meetings were held at Mountain City and attracted many community members.*

### **Project Schedule**

In January 2004, the planning team met in Black Hawk, for the kick-off workshop with the staff group and the Council. These meetings focused on a tour of the project area and an identification of the strengths, opportunities and constraints of the area.



The team then compiled a series of existing-conditions maps and analyses to use as a basis for further planning. This information was presented during March 8 and March 29 staff meetings and March 11 and March 30 council work sessions.

The March 30 council work session also included a ‘what-if’ discussion. Council members were asked to consider ‘big ideas’ or ‘blue-sky thinking’ so as not to be constrained at the visionary point of the planning process.

In May 2004, alternative framework plans were presented and discussed. Comments from the Council on the Alternative Framework Plans were recorded and the components of each alternative that were preferred, as well as modifications to those components, were then compiled into a draft Preferred Plan.

The draft Preferred Plan was presented to Council on July 15, 2004. Additional comments led to fine-tuning of the Preferred Plan. This Plan was then presented at two public meetings, where comments were gathered from residents, business owners, and property owners, in both the City and the Growth Area. A final Council work session included a discussion of the comments from the Public Meetings as well as a focused discussion on the policies and actions that would help guide implementation of the plan over the next 20 years.

The City of Black Hawk Comprehensive Plan was adopted by City Council on November 10, 2004.



## II. EXISTING CONDITIONS

### A. REGIONAL CONTEXT

The City of Black Hawk located in Gilpin County, Colorado, is approximately 10 miles east of the Continental Divide. Gilpin County is located in Central / North Central Colorado, just west of the Denver Metropolitan Area. The City and the Growth Area is surrounded by Federal and State open lands to the east and west.

Black Hawk is located within of a very unique geographic environment; that being the very narrow North Clear Creek Canyon. Gregory Street, or Black Hawk's 'main street,' is located at the confluence of Gregory Gulch, Chase Gulch and North Clear Creek Canyon, at elevation 8,000; whereas areas outside of the city's core reach elevations of over 10,000 feet.

### B. HISTORY\*

In May 1859, John Gregory struck gold at the west edge of what is now called Black Hawk, having worked his way up Clear Creek Canyon a year earlier. The gold boom was on and other placer miners quickly followed to pan the nearby gulches. In July of the same year, Gregory opened a toll road through Fourmile Gulch to provide a route for hauling out ore that was



*A view of Black Hawk during its original mining and milling days.*

less tortuous than the more southern Clear Creek Canyon. The first Rocky Mountain settlement, Mountain City, was located in what is now Black Hawk as a result of the mining possibilities made possible by John Gregory's find.

As the easy gold in the stream bottoms played out, placer mining evolved into hard rock lode mining in the hills above, the number of miners increased, and with that the demand for goods and services. Hence, towns like Black Hawk, Central City, Nevadaville, and Russell Gulch began to develop. Black Hawk, lower in elevation than the mines and other towns, evolved into a community of gold mines, while the other towns were more heavily oriented to providing housing and community services.

By 1920 mining had basically ended, and the community shrunk from a once high 2,000+ population to the 118 people that live there today. Many mining remnants remain in the community, sitting in the background to the newfound 'gold' that occurred via the 1990 Colorado Limited Gaming Act. Many physical and economic changes have been seen in Black Hawk since this time, particularly between 1997 and 2002.

*\*Partially excerpted from the City of Black Hawk Public Open Space and Heritage Master Plan.*



## **C. SOCIO-ECONOMIC ANALYSIS\***

### **City of Black Hawk**

Black Hawk has experienced tremendous development growth in the last 14 years, since gaming inception, and a significant decrease in the local population. Between 1990 and 2004, Black Hawk has witnessed an average population decrease of 48%, from 227 to 118 residents respectively. The state average, between 1990 and 2000, saw an increase of 31%. Black Hawk's population density is 80.9 (population per square mile), above the Gilpin County average of 31.7.

The average household size of renter-occupied units is 2.36 people per household which is slightly higher than the nearby town of Central City's average of 1.92. The average household size of owner-occupied housing units is 2.03 household members. In 2000, of the 77 housing units (down from 106 housing units in 1990) in Black Hawk, 43% were renter-occupied. The median year all housing structures in the City were built is 1939. Black Hawk's median home value is \$158,000 and median rent is \$817 per month.

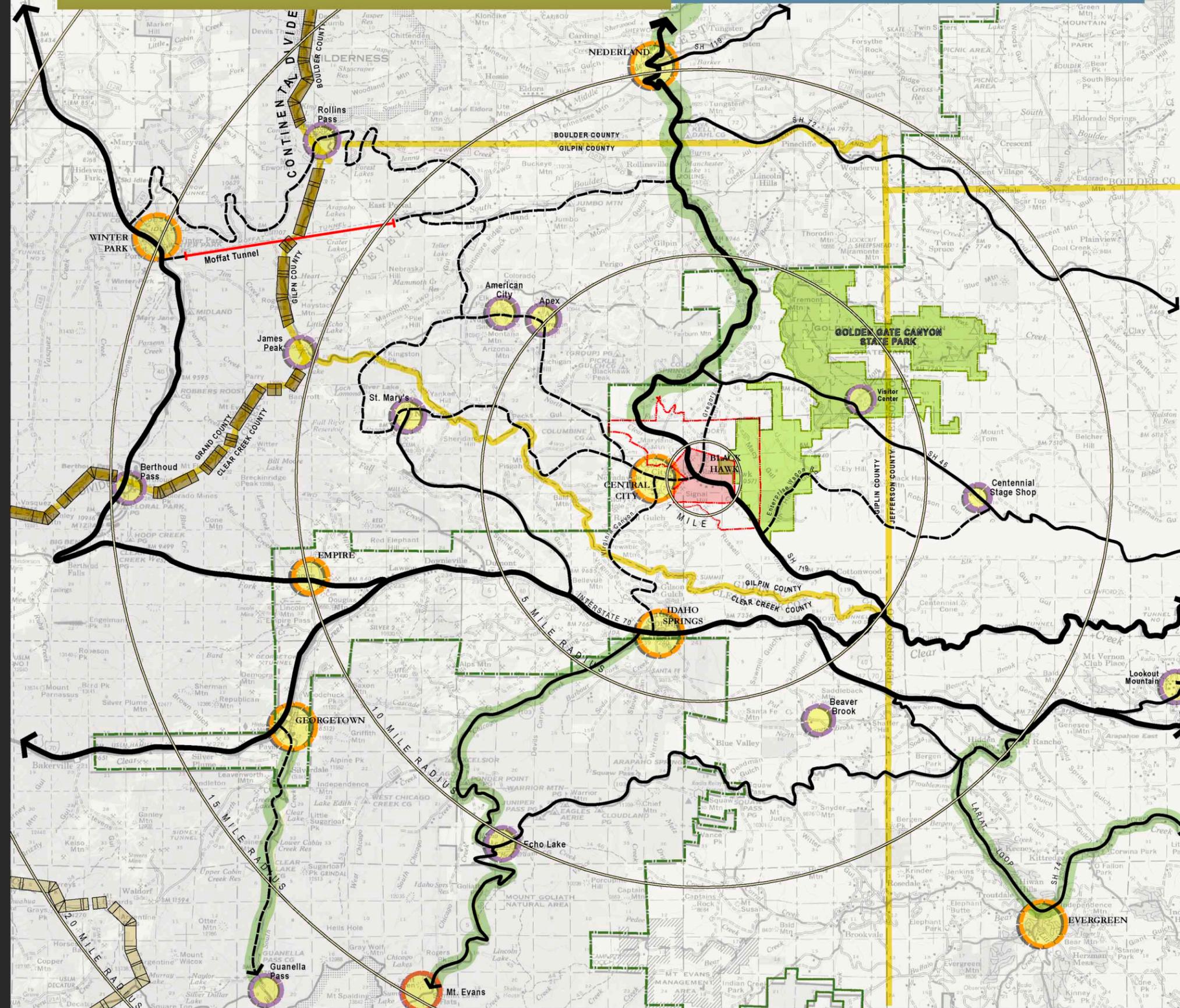
In 1999, the per capita income in Black Hawk was \$25,985, slightly above the state per capita at \$24,049. Average household income is slightly below state average (\$44,583 vs. \$47,203).

Black Hawk has a predominantly Caucasian population, making up 84% of the City's total residents. The remaining 16% is made up of 10.2% Hispanic, 4% African Americans, 1% Asian American and other ethnicities, as well as 0.8% American Indians. The average age of the population is 39, compared to the county average of 36. More people in Black Hawk tend to be between the ages of 45-64 than in the county as a whole (34% vs. 30%) while fewer are between the ages of 16-24 than in the county as a whole (9% vs. 10%).

### **Gilpin County**

Gilpin County has experienced a significant increase in the local population. Between 1990 and 2000, the County has witnessed an average population increase of 55%, from 3,070 to 4,757 residents respectively (compared to the state average increase of 31%). Of the 4,757 County residents, Black Hawk makes up 2.3% of the population, Central City 10.8%, and the unincorporated residents make up the remaining 86.9%. The County's population density is 31.7 persons per square mile, below the state average of 41.5 persons per square mile.

The average household size of the housing units in the County is 2.32 people per household which is slightly higher than the state average of 2.26. In 2000, of the 2,929 housing units in the County, 78% were owner-occupied. Black Hawk makes up 2.6 % of the housing units in the County, Central City comprises 13.5%, and unincorporated housing units make up the



### LEGEND

- Growth Area Boundary
- City of Black Hawk
- State Park Boundary
- National Forest Boundary
- Highways
- Scenic & Historic Highways
- Minor Roadways
- Gravel & 4WD Roads
- County Lines
- Points of Interest
- CITIES

Note: Some information for the existing conditions map is provided by the Public Open Space and Heritage Master Plan completed September 2003.





remaining 83.9%. The average housing unit density in the County is 19.7 dwelling units per square mile, with a median home value of \$180,600.

In 1999, the per capita income in Gilpin County was \$26,148, slightly above the state average at \$24,049. At this time, the average household income was slightly above state average (\$51,942 vs. \$47,203).

Similar to Black Hawk, the County has a predominantly Caucasian population, making up 94.4% of the County's total residents. The remaining 5.6% of the population includes 4.2% Hispanic American and 1.4% American Indian, Asian and other ethnicities. The average age of the population is 36, compared to the state average of 34. More people in the County tend to be between the ages of 45-64 than in the state as a whole (30% vs. 22%) while fewer are between the ages of 16-24 than in the state as a whole (10% vs. 14%).

Between 1990 and 1999 there was a private, non-farm employment increase of 2,954%. In 1999, of the 4,757 residents 12.7% were private farm employed, 6.1% were self employed, and 26.5% were local government employed.

*\*Based on 1990 and 2000 US Census Data.*

## **D. LAND USE**

### **City of Black Hawk**

The City of Black Hawk is 1,250 acres in size, with approximately 70 acres developed. Existing generalized Land Use categories based on the 1993 Comprehensive Plan include:

#### **Environmental Character Preservation**

This land use district is located on the steep mountainsides and hillsides within the City. Primarily low-density single family residential and recreation uses are identified in this land use category.

#### **Rural Residential**

Rural residential districts are generally located in the Upper Chase Gulch, Silver Gulch and Dory Hill areas. Primary attributes of this land use category include single family homes and open space.



### **Historic Residential**

Historic Residential lands primarily are located in established historic neighborhoods in the valley. Primary attributes include single family homes, bed and breakfasts, and home occupations.



*An example of historic residential development along Merchant and Hillside Streets.*

### **Developing Lands**

The Developing Lands use category occurs along the access road to Miner's Mesa, adjacent to and below Miner's Mesa, and within a small area between Silver Gulch and Richmond Hill. Independent, stand-alone uses are envisioned here; uses that minimize road cuts and the related negative impacts on views of hillsides. These uses may include lodging, employee housing, recreational uses, and service uses.

### **Low Intensity Mixed-Use**

Low Intensity Mixed-Use lands are primarily identified in the Miner's Mesa area. Uses are envisioned to include: employee housing and visitor lodging, larger scale mixed-use development projects, passive and active recreation uses, and professional and destination businesses.

### **Moderate Density Mixed-Use**

Moderate Density Mixed-Use lands are contiguous to the core gaming area. Uses include medium-density residential uses such as duplexes, townhomes, condominiums, bed and breakfasts, and other lodging. Non-residential uses permitted included retail, restaurant, office, and open space uses. New development in this area is desired to have an historic flavor compatible with historic structures in the community.

### **Gaming/Entertainment**

The Gaming/Entertainment area is located in the downtown core, primarily along US 119, pursuant to C.R.S. 47.1. Uses encouraged in the gaming/entertainment district include a complimentary mix of gaming, retail and service uses, as well as restaurants and lodging accommodations. The gaming and entertainment land use category is defined by the gaming district boundary, established in Amendment 4 of the Constitution of the State of Colorado.

### **Highway / Commercial Business Services**

This land use category is identified for areas along US 119 that are not within the Gaming / Entertainment Land Use District. Uses here are envisioned to include convenience shops, banks, grocery stores and related commercial uses.





### **Growth Area**

The 5.5 square mile growth area is predominately to the north, east and south of the existing city boundary. A growth area zone also exists to the west of Black Hawk, north of the Central City municipal boundary. The Growth Area is primarily comprised of undeveloped Gilpin County Lands. Other uses include BLM land, State park land, and Federal land.

Some individual homesteads exist, and two primary ‘subdivision’ or populated areas exist north of the City of Black Hawk. The Missouri Falls and Missouri Lakes subdivisions were developed beginning in the 1980s and are primarily accessed from US 119. The populated area in the north central growth area is accessed from Dory Hill Road from the south, connecting into Black Hawk proper, or from US 46 to the north.

## **E. ZONING**

### **City of Black Hawk**

The City of Black Hawk has three residential zoning districts, five non-residential zoning districts, and three overlay districts within its current zoning code. The Black Hawk Zoning Ordinance is Chapter 16 of the Black Hawk Municipal Code and was last updated and adopted on April 13, 1994 to implement the 1993 Comprehensive Plan. Previously, the Zoning Code dated to May 7, 1991.

The following are characteristics of zoning districts within the City of Black Hawk.

#### **Residential Districts**

- *Historic Residential (HR)*

The purpose of this zoning district is to provide and protect historic residential areas as quiet, clean and safe residential areas. This district also allows for limited home-based businesses.

- *Rural Residential (RR)*

This district allows for low-density single family residences on the periphery of the city that retain the natural beauty of the rural mountain areas.

- *Environmental Character Preservation (ECP)*

This district is intended to preserve environmentally and culturally sensitive areas that are prominent features of the community. Uses permitted here include single-family residences, agriculture, horticulture, silviculture, and grazing activities; as well as public uses.



## Non-Residential Districts

- *Commercial / Business Services (C/BS)*

The purpose of this zoning district is to encourage a broad range of commercial services for visitors and residents which are conveniently accessible by automobile.

- *Gaming and Entertainment (CG, MG, TG)*

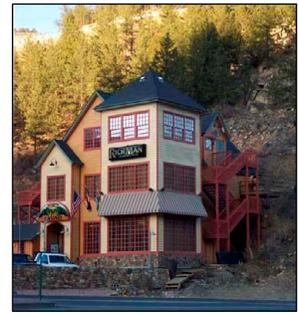
The Core Gaming District is sub-divided into three categories: Core Gaming, Millsite Gaming and Transitional Gaming. Gaming is only allowed in areas defined by Amendment 4 to the Colorado Constitution, which was adopted in November of 1990.



Storefronts along Gregory St. in the Core Gaming district.



The Riviera Casino in Planned Unit Development district.



The Richman Casino in the Transitional Gaming district.

Core Gaming: Core Gaming is established in the historic commercial core of the city along Gregory Street and a small portion of Main Street extending southeast from the intersection of Gregory and Main Street. Historical development is characterized by 2-3 story flat-face, flat-roofed commercial structures.

Millsite Gaming: Millsite Gaming is established along US 119 and adjacent to North Clear Creek. This area was historically composed of mill sites and mill buildings which were prominent features in the City's mining history. The Millsite Gaming district allows relatively high density commercial, gaming, and entertainment uses.

Transitional Gaming: The Transitional Gaming district is established in those other areas in which gaming is legal pursuant to the Colorado constitutional amendment.

- *Hillside Development Mixed-Use (MHD)*

MHD zoning districts are intended for and may be established in those moderately to steeply sloped hillside areas that are contiguous to an existing gaming and entertainment zoning district.



- *Low-Intensity Mixed Use (LM)*

LM zoning districts are intended for and may be established in those areas which are relatively flat or moderately sloped, and are accessible by arterial or collector streets. This district allows for various scales of development in areas where a mix of residential, commercial, and/or institutional uses may be appropriate, providing needed services and amenities for both residents and visitors on larger tracts of land.

- *Limited Industrial (LI)*

Limited Industrial districts may be established in those areas that are appropriate for industrial locations, having access to major streets and a low likelihood of conflict with other uses.

### **Overlay Districts**

- *Historic and Architectural Review Overlay District (HAO)*

The HAO District exists to enhance and preserve the unique historic and architectural features in the City.

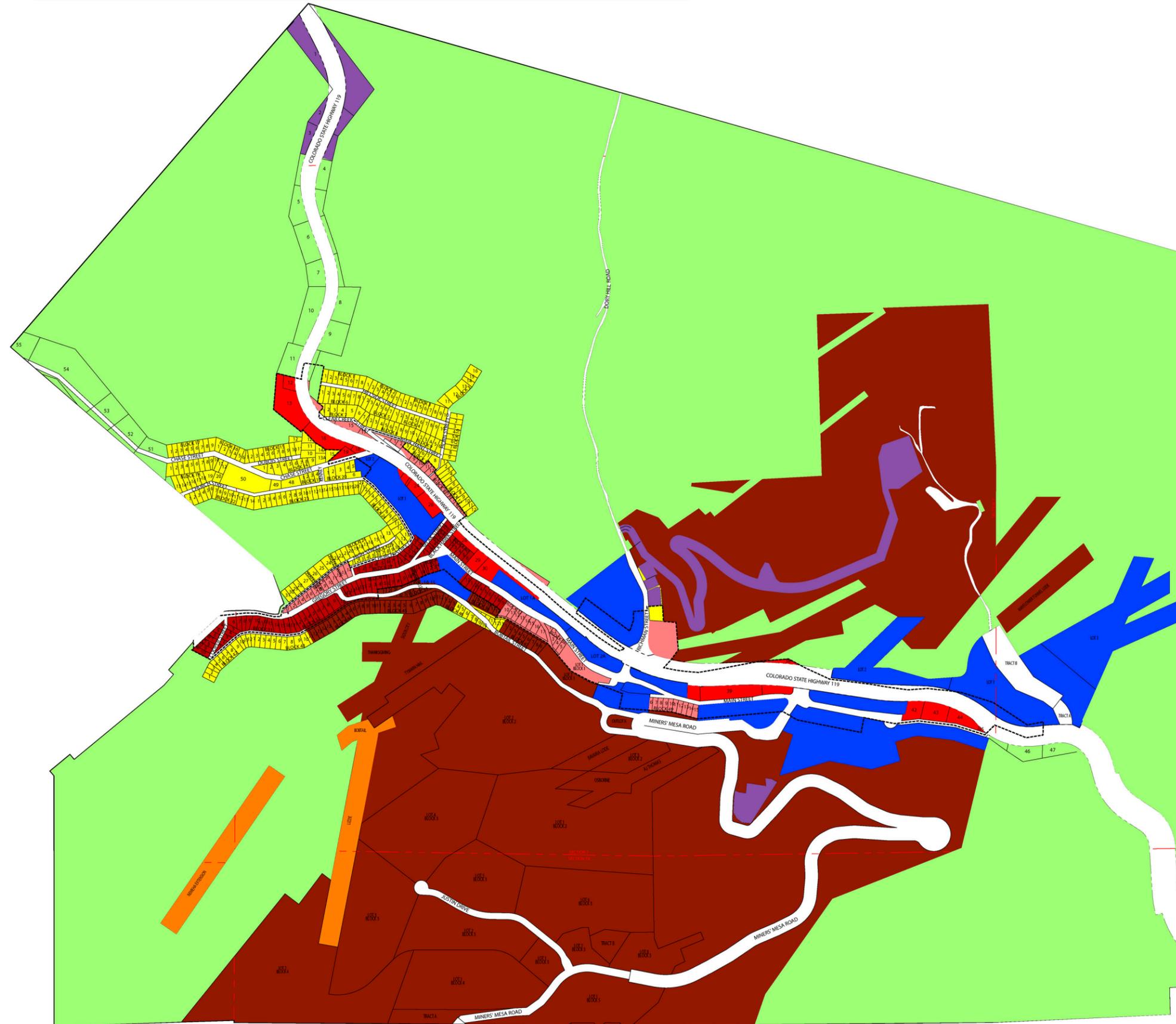
- *Floodplain Overlay District (FPO)*

The FPO District exists to protect the general health, safety, and welfare of area residents and property owners.

- *Planned Unit Development (PUD)*

The PUD Overlay Zone exists to facilitate the achievement of the comprehensive plan when an applicant can demonstrate that flexibility from the provisions of the existing zoning will result in higher quality development and when one or more of the following purposes can be achieved:

- The provision of necessary commercial, recreational, and educational facilities conveniently located in relation to housing
- The provision of well located, clean, safe, and pleasant limited industrial sites involving a minimum of strain on transportation facilities
- The encouragement of innovations in development to accommodate growing demands of the population
- The encouragement of a more efficient use of land and public services
- Lessening of the burden of traffic
- Conservation of the value of the land
- Preservation of the site's natural characteristics.



### LEGEND

- Historic Residential (HR)
- Environmental Character (ECP)
- Commercial/Business Services (CBS)
- Core Gaming (CG)
- Millsite Gaming (MG)
- Transitional Gaming (TG)
- Hillside Development (HD)
- Low Intensity-Mixed Use (LM)
- Limited Industrial (LI)
- Planned Unit Development (PUD)
- Gaming District Boundary

### ORDINANCE # TITLE

|       |                                |
|-------|--------------------------------|
| 96-04 | MILLSITE 27                    |
| 96-37 | ANCHOR GAMING                  |
| 98-26 | WHEELER MILLSITE               |
| 00-05 | FITZGERALDS, CASINO BLACK HAWK |
| 00-10 | JACKPOT SPRINGS                |
| 00-26 | ISLE OF CAPRI                  |
| 02-11 | ST. MORITZ RESORT AND CASINO   |
| 02-12 | BLACK HAWK / JACOBS            |
| 02-13 | KMM PARKING GARAGE             |
| 02-14 | GOLDEN GATES                   |
| 02-15 | 300 MAIN ST.                   |
| 02-16 | RIVIERA HOTEL AND CASINO       |



November 10, 2004





### **Growth Area**

Gilpin County lost all digital Geographic Information System (GIS) data and is in the process of compiling all the digital components. If this information is recovered before the scheduled Comprehensive Plan adoption date, the County data will be incorporated into the Plan.

## **F. PROPERTY OWNERSHIP**

### **City of Black Hawk**

The City of Black Hawk, within the municipal boundaries, owns land under three ownership classifications: City, Ownership and Encumbrance Report (O& E); City, per Original Draft; and GAP per original draft. The O & E Report identifies City ownership based on the Ownership and Encumbrance Report as prepared by Gilpin Title, LLC. City ownership, per Original Draft, designates the fenced area at the City water plant as Black Hawk owned land. GAP areas have been created by mineral surveys and are assumed to be owned by the City. However, the line work for the mineral surveys was scanned from the Black Hawk Claim Map, and the areas may not exist on the ground if an actual survey is performed.

The City has annexed a few smaller pieces of land outside the city limits, but inside the Growth Area boundaries. In addition, negotiations are underway for Black Hawk to purchase and take ownership of all of the BLM land within the Growth Area boundaries.

### **Bureau of Land Management (BLM)**

The Bureau of Land Management owns approximately 50 acres within the Black Hawk municipal boundaries and 480 acres in the City's Growth Area. The majority of the BLM holdings are outside the city limits, concentrated around Quartz Valley, and north of US 119.

An agreement is in progress to swap ownership from federal to City ownership of all the BLM land in the Growth Boundaries. The City will purchase all the BLM land in sections 1, 2, 36, and 7 and most of the land in sections 12, 2, and 31. City ownership is scheduled to occur in May 2005. The BLM land to be purchased by the City is on steep terrain and is intended to be preserved as open space.

### **State Owned Land**

Golden Gate Canyon State Park borders the northeastern edge of Black Hawk city boundaries. The park is approximately 12,600 acres and is an amenity the City intends to capitalize on by creating direct open space links from the Silver Gulch area to the Park. Colorado State Parks

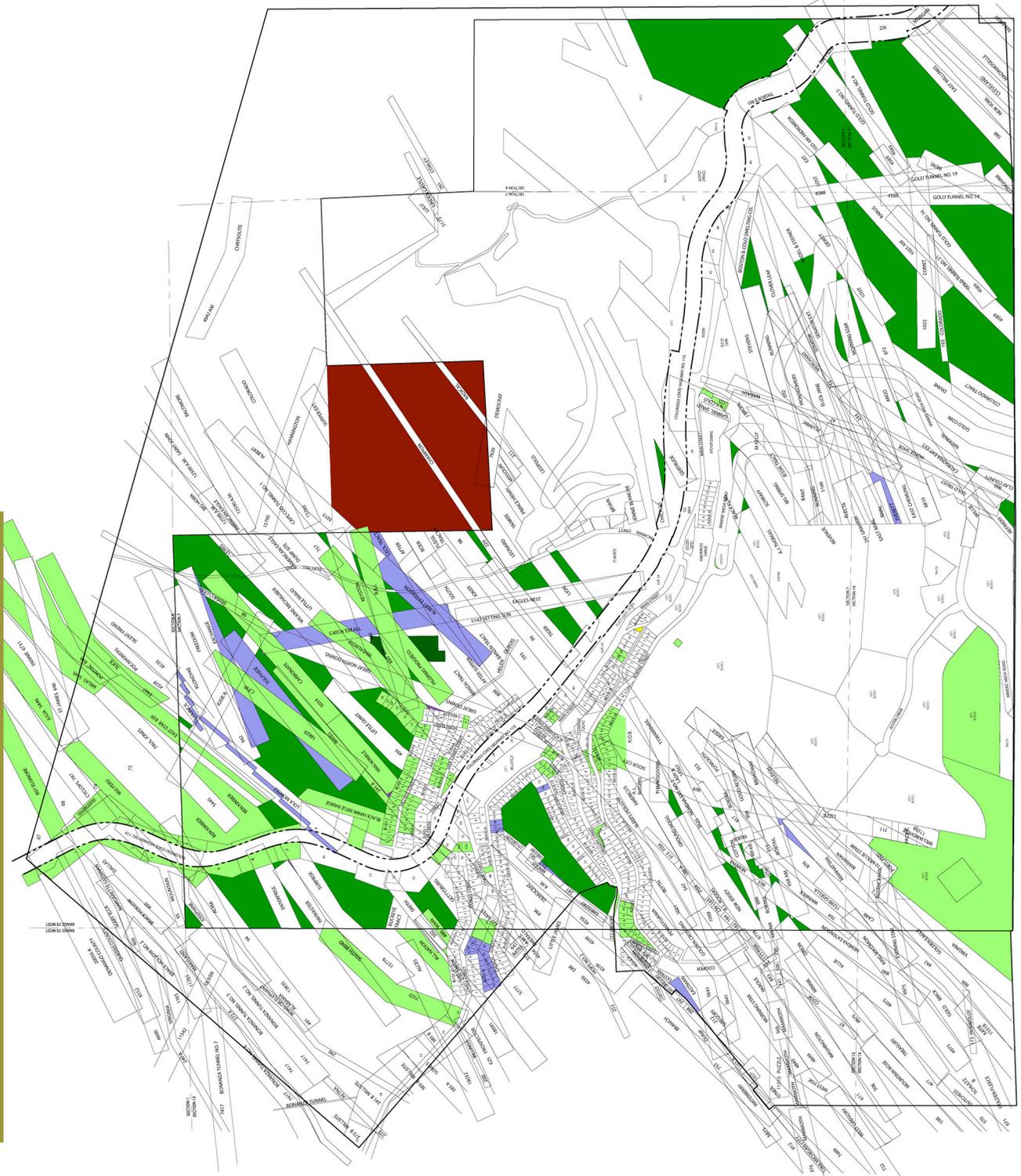
# COMPREHENSIVE PLAN

BLACK HAWK, COLORADO

## MAP II.4 PROPERTY OWNERSHIP

### LEGEND

- CITY/O & E Report
- CITY/Per Original DRAFT
- GAP/Per Original DRAFT
- COUNTY/O & E Report
- Bureau of Land Management
- Private Ownership



Note: This is a graphic representation of Black Hawk property ownership and is not to be relied upon for survey accuracy.



November 10, 2004

ED&AW

0 300 600 900 1200 1500 1800 2100 2400 2700 3000 3300 3600 3900 4200 4500 4800 5100 5400 5700 6000 6300 6600 6900 7200 7500 7800 8100 8400 8700 9000 9300 9600



was consulted during the Public Open Space and Heritage Plan and they support Black Hawk's goals of preserving the area between Silver Gulch and the state park as open space. In addition, Golden Gate Canyon State Park is purchasing the BLM land just outside of Black Hawk's municipal boundary, northeast of SH 119 to expand the park down to the SH right-of-way.

### **Gilpin County**

Gilpin County owns approximately 17 properties along Chase, Church, and High Streets within the City of Black Hawk limits. The County also holds the rights to a few mining claims that are concentrated north of US 119 and east of Dory Hill Road. The County-owned mining claims are intertwined with City-owned mining claims.

## **G. TRANSPORT INFRASTRUCTURE\***

### **Highways and Roadways**

Most information for this section of the Plan has been provided by the 2000 Black Hawk Transportation Plan.

Black Hawk's mountainous terrain and historic development patterns have shaped the few core roadways that make up the existing transportation network. **State Highway 119** bisects the City and connects Golden to Nederland and Boulder. Based on the Black Hawk Transportation Plan, in 2000 the daily peak traffic hours were recorded to be between 2-7:00 pm when patrons arrive and between 1-2:30 am when patrons leave casinos.

The average daily traffic volumes along SH 119 were 22,000 vehicles per day (vpd) with a 2,000-6,000 vpd increase on the weekends. Daily traffic patterns traveling from the south on SH 119 was 82% and from the north 18%. Passenger cars along SH 119 make up 97.5% of traffic while buses constitute 2%. The Transportation Plan suggests that the added parking supply since gaming inception has reduced traffic volumes and intersection congestion, with the exception of Mill Street and SH 119. Operational analyses in 2000 proved this intersection operated with "excessive delay during peak hours," being at capacity at that time; and that any expansion of gaming devices will require highway improvements.

The Colorado Department of Transportation (CDOT) has widened a portion of SH 119 between Gregory and Mill Street, to accommodate two lanes in each direction and a center median. In addition, the implementation strategy in the Transportation Plan proposes the widening of SH 119, complete from Gregory to the south city limits, to accommodate future growth (20 % growth in traffic) in Black Hawk. The widening of SH 119 between lower Main Street and Mill Street would allow for an 8% growth in traffic volumes (which corresponds to additional casino space) and would



improve operations at the key intersections. At the time of adoption of this Comprehensive Plan, the City is searching for additional funding sources to implement and construct the necessary highway improvements.

**Gregory Street**, or SH 279, is the historic roadway that parallels Gregory Gulch. The traditional main street of Black Hawk is lined with commercial and mixed-use buildings and has historically been the only existing gateway into Central City. The historic roadway is a narrow, two-lane street from SH 119 to Black Hawk's western border. Between Main Street and the City's edge, Gregory Street lacks streetscape improvements such as landscape amenities, hand railings, consistent signage, lighting features, fence standards, etc. The implementation strategy of the Transportation Plan identifies Gregory Street as needing pedestrian improvements (i.e. sidewalk, curb, and gutter) between Selak Street and the west city limits.

**Chase Street** historically was a residential haven and is one of a handful of existing streets where residential development is concentrated in Black Hawk. The narrow street follows the mountain side with very narrow-depth lots on either side of the street that contain historic homes. The street lacks pedestrian improvements, but the proposed Chase Street Streetscape Plan identifies the construction of curbs, gutters, and sidewalks within the right-of-way where feasible. Similar residential streets in the City include:

- High Street accessed from Gregory Street,
- Dubois Street accessed from Chase Street; and
- Horn, Hillside, and Clear Creek Streets that intersect with Merchant Street.

The newest street in Black Hawk is **Miner's Mesa Road**. This street connects the Main Street corridor to the southern parcels within the City and in 2000 contained average daily traffic volumes of 3,800 cars per day. The road is configured with a few switchbacks to wind its way between the Mesa and the valley. The road is currently primarily used for casino valet parking and transit services. At the intersection of Miner's Mesa and Main, Miner's Mesa Road becomes Mill Street. According to the Transportation Plan, the intersection of Mill Street and Main Street functions with considerable congestion at peak hours and was noted as operating close to its built capacity. The southern point of Miner's Mesa Road has the potential to connect to the currently under construction 'South Access Road' from I-70 into Central City, ultimately having the potential to provide an alternative access point into the city from the south.

**Main Street** is located at the heart of the City's gaming and entertainment uses. The two-lane roadway currently extends from Gregory Street to Mill Street and addresses the street with active ground floor uses and a consistent streetwall. The street lacks on street parking but provides adequate streetscape improvements to accommodate the pedestrian activity including sidewalks, curb ramps, and striping. The planned Main Street extension, intersecting with SH 119 approximately 4 miles (~2,030 ft.) south of the Mill Street intersection, will allow for a 5% traffic growth and will provide relief to the Main / Mill streets intersection. The Isle of Capri Casino is funding the up front



development costs but has plans to allocate the costs over time to businesses that benefit from the infrastructure improvements.

**Richman Street** stems off SH 119 to the north and is a paved street for approximately 1,000 ft. until it turns into Dory Hill Road. Dory Hill Road, built in July 1859, parallels Fourmile Gulch and acted as the primary access road into Black Hawk from Golden and Denver during the early days of the gold boom. Today the road leads into Gilpin County, provides access to the Silver Gulch area, and connects to SH 46 to the north. The Transportation Plan classifies the intersection of Richman and Main Street as operating at nearly the worst level of service (a quantitative analysis of traffic flow) possible. SH 119 improvements will help alleviate some of the traffic congestion at this point.

**Church Street** is a single loaded street (due to grade changes) that provides access to the historic Black Hawk Schoolhouse and Presbyterian Church, now used as the location for the City Police Department and Planning Department, respectively. The approximate 24-foot right-of-way does not have sidewalks or a curb, although the eastern edge is a retaining wall and rail to safeguard from the lower elevation. Church Street has no outlet on the eastern end; requiring vehicles to turn around in the existing parking lot to egress from the street.

**Bobtail Street** connects Gregory Street with Miner's Mesa Road. Bobtail runs parallel to Main Street and is at a higher elevation, behind, or to the south of, the Core Gaming District boundary. The road is currently a two-lane, paved road with an approximate 33 foot right-of-way and no sidewalks, curbs, or gutters. Ultimately, the road is intended to be improved to become a public street providing an alternate route between Gregory and SH 119. According to the Transportation Plan, this future traffic pattern will put more pressure on the Mill Street/Miner's Mesa Road/Main Street intersection; further justifying the noted improvements there.

### **Railroads**

In 1872, the Colorado Central Railroad reached Black Hawk via Clear Creek Canyon. The Colorado and Southern Railroad, south of Gregory Gulch, and the Gilpin Tramway, in the north side of the district, quickly followed. The Tram eventually extended to a point south of Russell Gulch.\*

Two abandoned rail beds exist in Black Hawk, the Gilpin County Tramway and the Colorado and Southern Railroad. Historically these two railroads made it possible for coal to be shipped to the mills and smelters, ore to be hauled, and supplies to be delivered to Black Hawk.



*24 inch rail bed of the Gilpin County Tramway*



The 24-inch bed of the Gilpin County Tramway, active 1887-1917, runs along the north side of Quartz Hill and traverses through the County. The Gilpin County Tramway beds were studied in the Open Space and Heritage Plan to be an integral component of the regional open space trail system.

One of the abandoned rail lines of the Colorado and Southern (C & S) Railroad lies just southwest of Main Street and spurs west through Central City, ultimately connecting Black Hawk to Denver between 1877-1941. Similarly, the C & S rail bed was studied in the Open Space Plan to be used as a tract for a tourist, excursion train between Black Hawk and Central City or alternately, used as a contributing segment to the trail system.

*\*Partially excerpted from the City of Black Hawk Public Open Space and Heritage Master Plan.*

### **Transit**

Thirteen commuter/charter bus companies bring visitors from the Denver metro area to Black Hawk on a daily basis, excluding service from the Regional Transportation District. According to the Transportation Plan, approximately 60% of casinos provide bus service to and from the City. Approximately 40% of the commuter/charter bus trips originate from North Denver. The regional transportation network does not provide direct shuttle service from Denver International Airport and lacks official transit centers at key sites (i.e. US 6 and SH 93 in Golden). There are currently bus depots/stops at 8 locations including stops at: Stroehle Square, Isle of Capri, Riviera, and Colorado Central Station. Of the bus riders, 19% are patrons and 36% are employees.

For in-town visitors there is currently a trolley bus, the Black Hawk Shuttle, which travels the length of Main Street taking patrons between the various casinos. The existing local Black Hawk bus has 12 stops that serve the downtown gaming district and Miner's Mesa.

The City has planned a bus loop that will physically connect Central City to Black Hawk with transit service, expected to be active in spring of 2005. The trolley buses are designed to have historic character, to attract ridership and to become a unique amenity of the Black Hawk and Central City. The planned trolley bus loop will travel from Main Street, up Gregory through Central City, will come down Miner's Mesa Road and back up Main Street.

### **Bikeways**

A number of informal, interpretive mountain bike trails exist throughout the City, the growth area, and the County. The City's natural trail system is generally in good condition and traverses publicly owned lands. Some of the existing bike trails in the area run: adjacent to Fourmile Gulch north, along sections of the C & S rail bed and Gilpin Tramway bed, along Gregory Gulch north, and around Maryland Mountain and Castle Rock, etc. The Open Space and Heritage Plan explored



opportunities to create more defined paths on old mining trails and rail beds in the City as well as defined routes for new trails to be created.

More formal paths were constructed adjacent to North Clear Creek and SH 119, routed from Mill to Chase Street. The approximate  $\frac{3}{4}$  mile Creek trail has expanded the City trail network and provides the opportunity to connect to proposed local and regional routes. The Creek path includes at-grade crossings at the intersections of Richman and Gregory Streets.

## **H. UTILITY INFRASTRUCTURE**

### **Water System**

The City has one physical water source, the North Clear Creek, and water rights to other sources if needed in the future. Black Hawk has water rights to the Missouri Creek, Pickle Gulch, and the Chase Gulch. A feasibility study that examines the construction of a reservoir at any of one of those three locations is in progress. The new reservoir would accommodate projected future growth and alleviate pressures put on the existing sources. A final location will be determined once the City's projected population growth is more defined and a water usage study is completed.

There are two water pump locations in the City: the tank at Miner's Mesa that holds 1 million gallons of water and the utilities plant facility (east of Dory Hill Road) that accommodates 350,000 gallons of finished water storage.

### **Sanitary Sewer System**

The sanitary sewer treatment facility is in the process of relocating 5 miles south of Black Hawk and Central City, along SH 119. The plant will contain 60,145 square feet of building space and will be a two million gallon per day facility. The new treatment facility will expand its services to include Central City and Black Hawk in addition to the Gilpin County Justice and Community Center. The population the system currently supports utilizes 400,000 gallons per day; however, the new 40 acre site provides the opportunity to add additional treatment processes as well as to double the size of the constructed facility as needed. In addition, the new facility will utilize the existing 24-inch main line within the SH 119 right-of-way. The system is also supported by an 18-inch sewer line under Main Street and eight-inch lines within the rights-of-way of most of the areas streets including: Gregory St., Chase Street, and High Street, etc. The new facility will be fully operational in March of 2005 and will open up the 2.0 acres of land the existing treatment plant consumes, land within the gaming district.



All new developments are responsible for adequate infrastructure to support the planned uses and densities. For example, new development on the mesas/high points in Black Hawk must construct the appropriate sewer line to meet up with the main line network in the City.

### **Storm Sewer System**

The Storm Water Master Plan completed in 2001 generally describes many of the Gulches and streets in Black Hawk as being ill suited to accommodate flood waters in the case of a 10, 50, or 100-year flood. Many of the gulches contain inadequate flumes, detention storage, and/or drop structures to slow flood speeds, and swales.

The North Clear Creek channel currently can only withstand the 10-year event without overflowing. Similarly Gregory Gulch is not suited to withstand the 10-year flood, while 70% of flooding is discharged onto Main Street causing massive property damage. The primary concern for the Chase Gulch is associated with debris transport and erosion; although, flooding is still an issue as it is ill suited in the case of a flood.

The Storm Water Master Plan identifies numerous streets that with improvements would reduce the existing hazardous conditions in the event of a flood. The plan addresses Miner's Mesa Road, Gregory Street, Horn Street, and Bobtail Street.

Miner's Mesa Road and lands surrounding it have experienced debris slides, ditch erosion, asphalt failure, etc. since its construction. Studies' show that stormwater peaks estimated at the time of construction are far less than the real discharges of a 100-year flood and the street can withstand no more than the 10-year flood. Miner's Mesa suffers from inadequate roadside swales.

Gregory Street is burdened by too few and insufficient inlets that discharge into the Gregory Street flume. Residences along Horn Street are subject to flooding unless the following measures are considered: inlets capable of capturing at least the 10-year storm need to be constructed and improvements to the street to accommodate the 100-year flood should be examined.

In addition, the roadside swales on steep streets are generally inadequate and acquire sediment generated from unstable slopes cuts. This negatively impacts the roadside swales: when the swales' capacity to transport stormwater is compromised due to deposits, water is forced onto the street surface.

### **Electrical Power System**

There is Xcel electrical and gas line infrastructure within the Main Street right-of-way and overhead along Gregory Street. The existing infrastructure is at a 55% capacity. At the current rate of economic growth in the area, the existing infrastructure is expected to be at capacity in 2007 or 2008, at which time new infrastructure will have to be installed or will have to come from another source.



The construction of the Southern Access Road might require the dormant load to come back on line because of the economic development the new road construction will spur.

New electrical infrastructure is constructed on a by-need by-use basis for areas outside the developed downtown. New development is expected to provide the necessary electrical infrastructure to meet the needs of the planned development. The developer pays the infrastructure costs while Xcel Energy constructs the required lines; however, the developer receives a construction allowance/refund depending on the land use and energy consumption over time.

### **Telephone System**

Qwest provides basic telephone service to Black Hawk and AT&T and Verizon provide cellular services. Qwest also provides T-1 cable connections to the City while some wireless connections are available in the County. The City currently operates on a one-feed system but should ultimately have a two-loop system. The one-feed system leaves the City in a vulnerable situation in the case of damage to the one phone line that serves the City. There are telecommunication lines within the Main Street right-of-way and some residential streets.

## **I. SERVICES**

### **Fire**

The fire station is located on a 0.3 acre site on SH 119 just north of Chase Street, where a new facility was constructed in 1995. There have been discussions regarding expanding Black Hawk fire service to include Central City in the short term. The team needs at least 30-40% more space than currently available at the existing 10,000 square foot facility. The fire station will relocate to the planned municipal complex when the new city facility is constructed.

The fire department has 30 employees, including EMTs, fire fighters, and civilian staff. Black Hawk contracts ambulance service and paramedic support with the County, which provides two trucks and nine paramedics.

### **Police**

The rehabilitated, historic Black Hawk Schoolhouse is home to the City Police Department. The department will be relocated and consolidated in the Public Works facility once the new facility is planned and constructed. There are 38 police employees that serve the Black Hawk residents, made up of 25 officers and 13 civilian staff. The number of sworn officers has increased 30% since 1996. The approximate 6,000 square foot Schoolhouse does not meet the spatial needs of the expanding work force. A plan to have one central police force for Central City and Black Hawk is being considered, similar to the areas' consolidated fire service. The peak hours for police protection



correlate with the casino and Black Hawk night activity, with six to eight cars patrolling between 9pm to 3am. Daytime police patrol requires two to three cars per day.

### **Schools**

The Gilpin County School is located three miles outside the City of Black Hawk. The school operates on a 4-day week. The school, originally built in 1978, is the only institution in the County and serves all the areas students, kindergarten through twelfth grade. The facility is made up of two schools, kindergarten through sixth grade (elementary school) and a combined junior high and high school, each with a principal and faculty. The total student population is 437 students and school capacity is 600. Enrollment is 222 PreK-5, 100 in the Middle School, and 115 in the High School. Class sizes average 15-20 students. The building is a total of 108,000 square feet, including the addition completed in 1998. The school sets on a 91 acre site, complete with a football field and playground.

## **J. NATURAL RESOURCES / OPEN SPACE**

### **Topography**

Black Hawk is nestled within a valley of the Rocky Mountains, with elevations ranging from 7,970 feet at the intersection of Mill Street and SH 119, to 8,644 feet at Miner's Mesa, and 9,040 feet at the highest point in the City limits. Generally, 90-95% of the land in the City and the Black Hawk Growth Area has slopes greater than 15%. Most of the land with slopes less than 15% is along the SH 119 right-of-way. The plan assumes the mountainous lands with 15% or less grade are the most viable, developable lands. The definition of these slopes will provide the framework for which the land use boundaries are defined, as shown on the Opportunities and Constraints maps.

The extreme topography allows only 35% of the City to receive southwest, south, or southeast exposure. In the growth area, approximately 30% of the land gets the longest sun exposure in a day.

# COMPREHENSIVE PLAN

BLACK HAWK, COLORADO

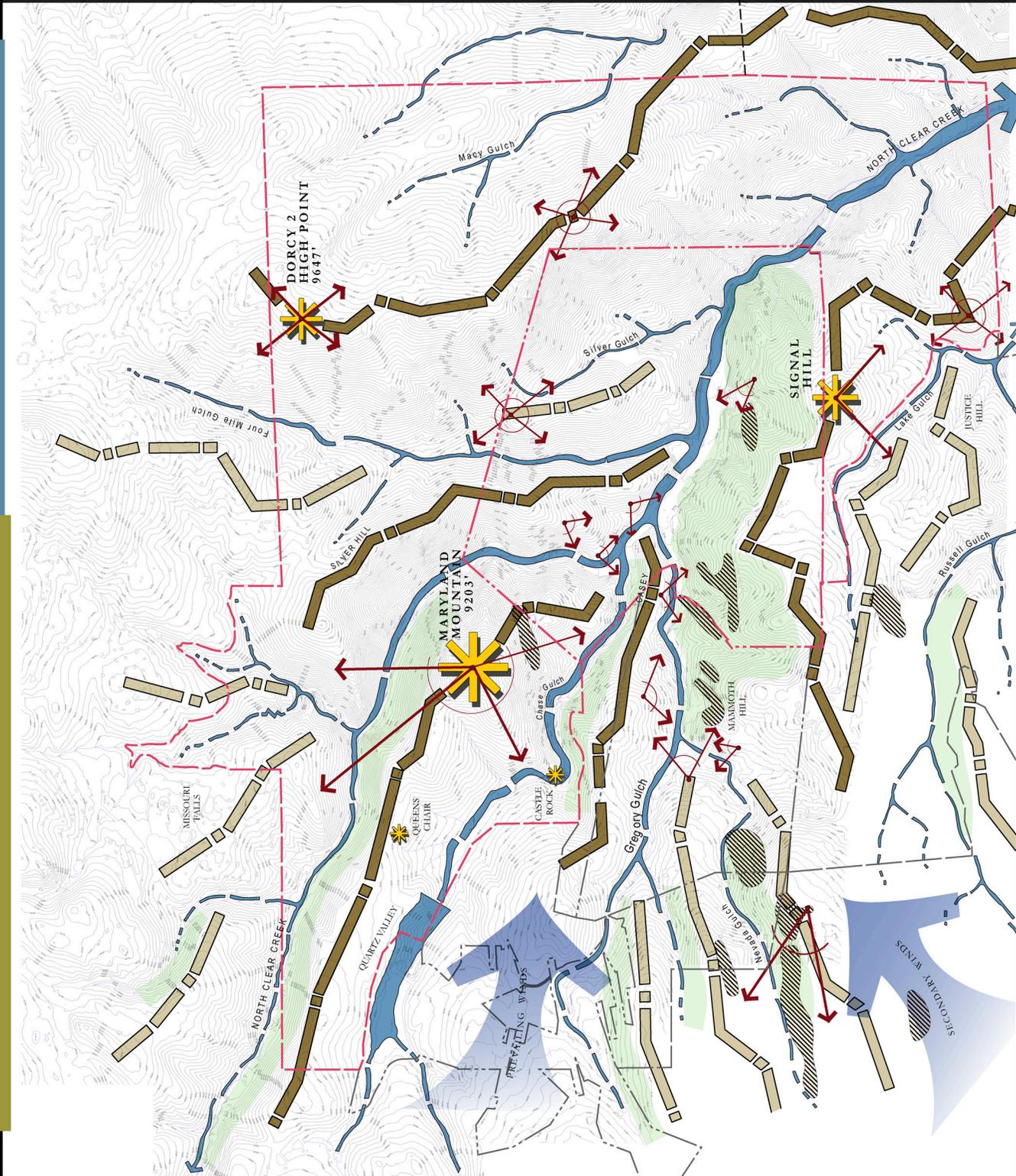
## MAP II.5 NATURAL RESOURCES

### LEGEND

- Black Hawk Municipal Boundary
- Black Hawk Growth Area
- Central City Municipal Boundary
- Central City Growth Area
- Major Ridges
- Minor Ridges
- View Points
- Prevailing Winds
- Steep North Slopes/Dark Timber
- Hazardous Zones

- Geologic Features / Rocks

Terrain that poses a high risk, due to the presence of 12 located, human-caused or natural, geologic hazards. Human use of these areas should be confined to well-defined interpretive trails or boardwalks in these areas should be accompanied by geologic interpretation. The trails or boardwalks in these areas should be accompanied by geologic interpretation. The trails or boardwalks in these areas should be accompanied by geologic interpretation.



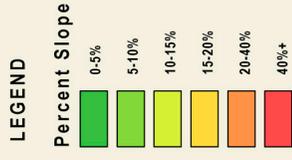
Note: Some information for the existing conditions map is provided by the Public Open Space and Heritage Master Plan, completed September 2004.



# COMPREHENSIVE PLAN

BLACK HAWK, COLORADO

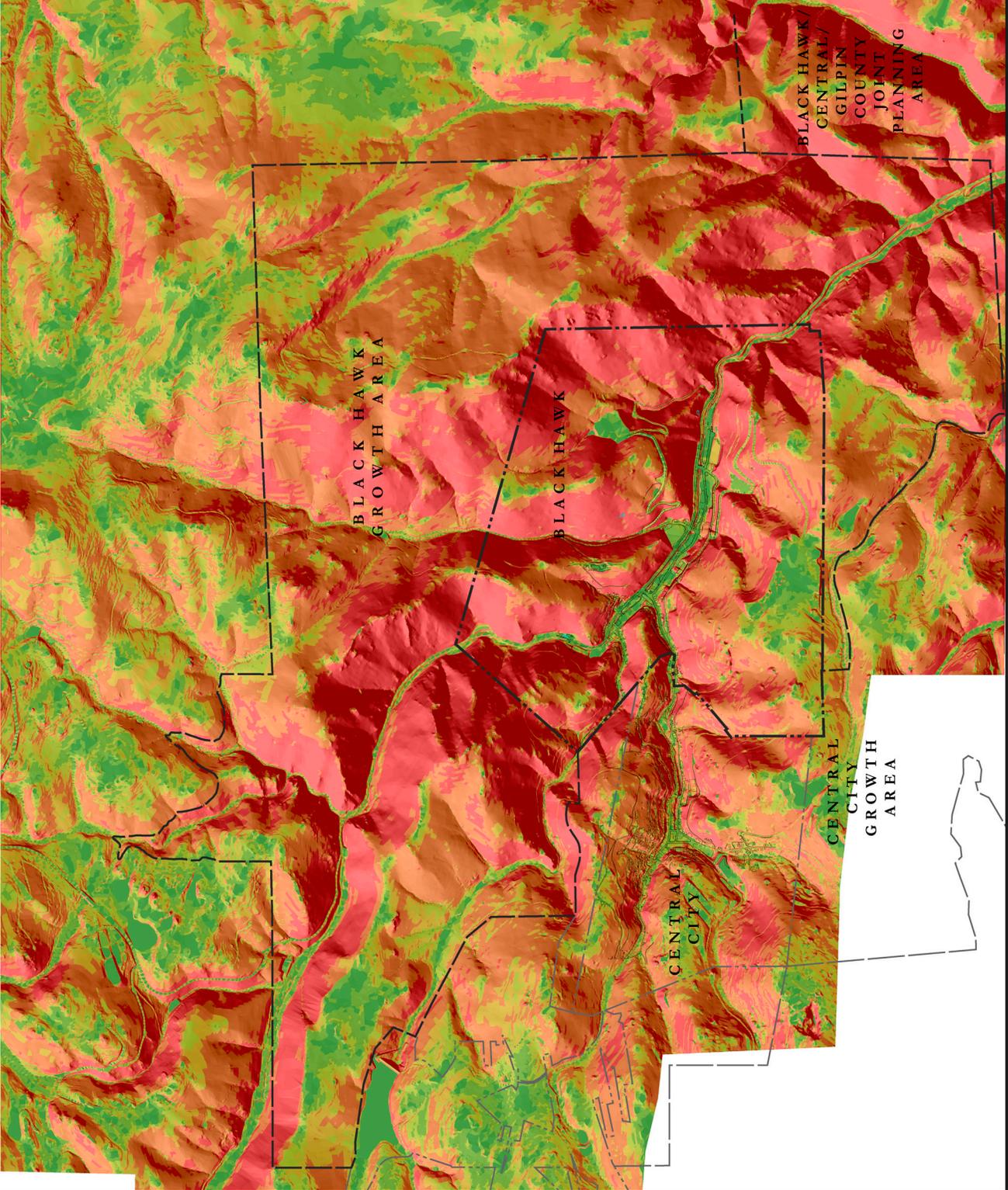
## MAP II.6 GROWTH AREA SLOPE ANALYSIS

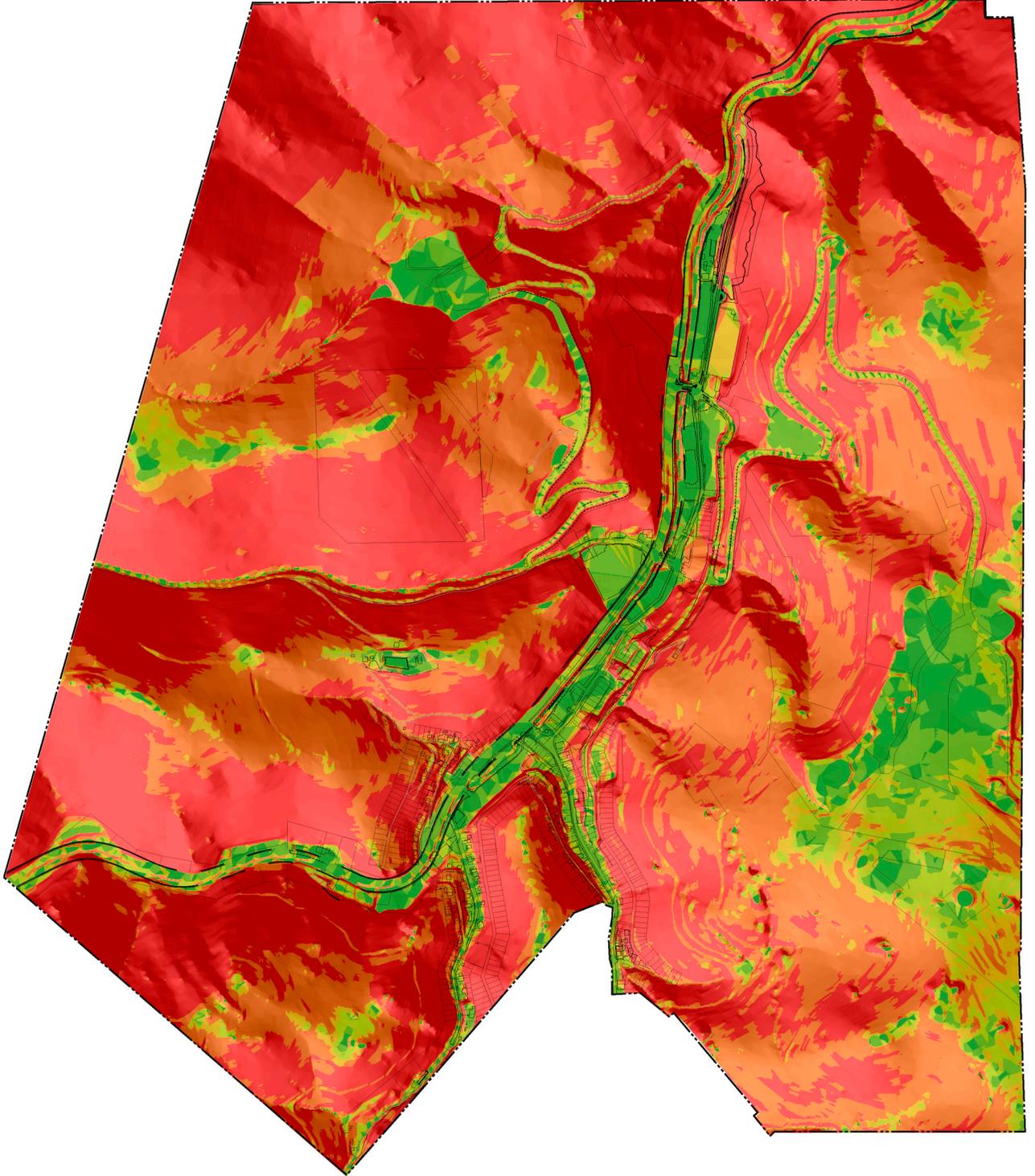
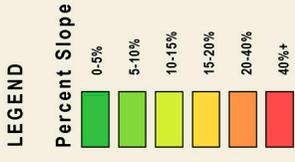


Note: The elevation data for the map was downloaded from the USGS. The map will be updated upon receipt of the current topographic data (estimated completion is April 2004).



November 10, 2004





Note: This map is based on 1998 topographic data. The map will be updated upon receipt of more current topographic information (estimated completion is April 2004).

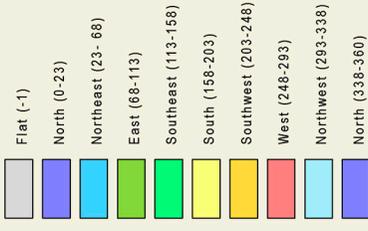


# COMPREHENSIVE PLAN

BLACK HAWK, COLORADO

## MAP II.8 GROWTH AREA ASPECT RATIO

### LEGEND

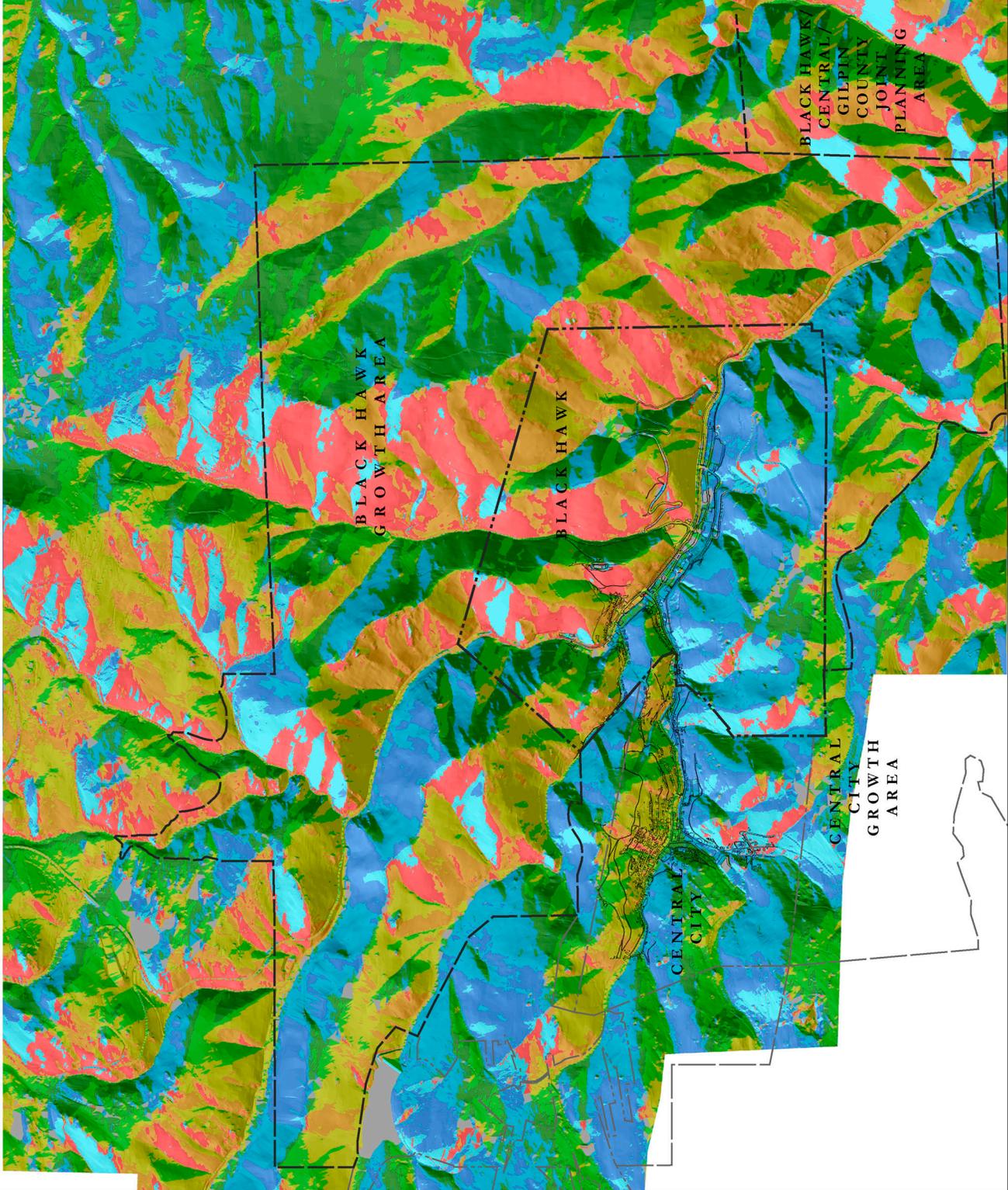


Note: The elevation data for this map was downloaded from the USGS National Elevation Data Set and is based on 10 meter contours. The map will be updated upon receipt of the current topographic data (estimated completion in April 2004).



November 10, 2004

EDAW



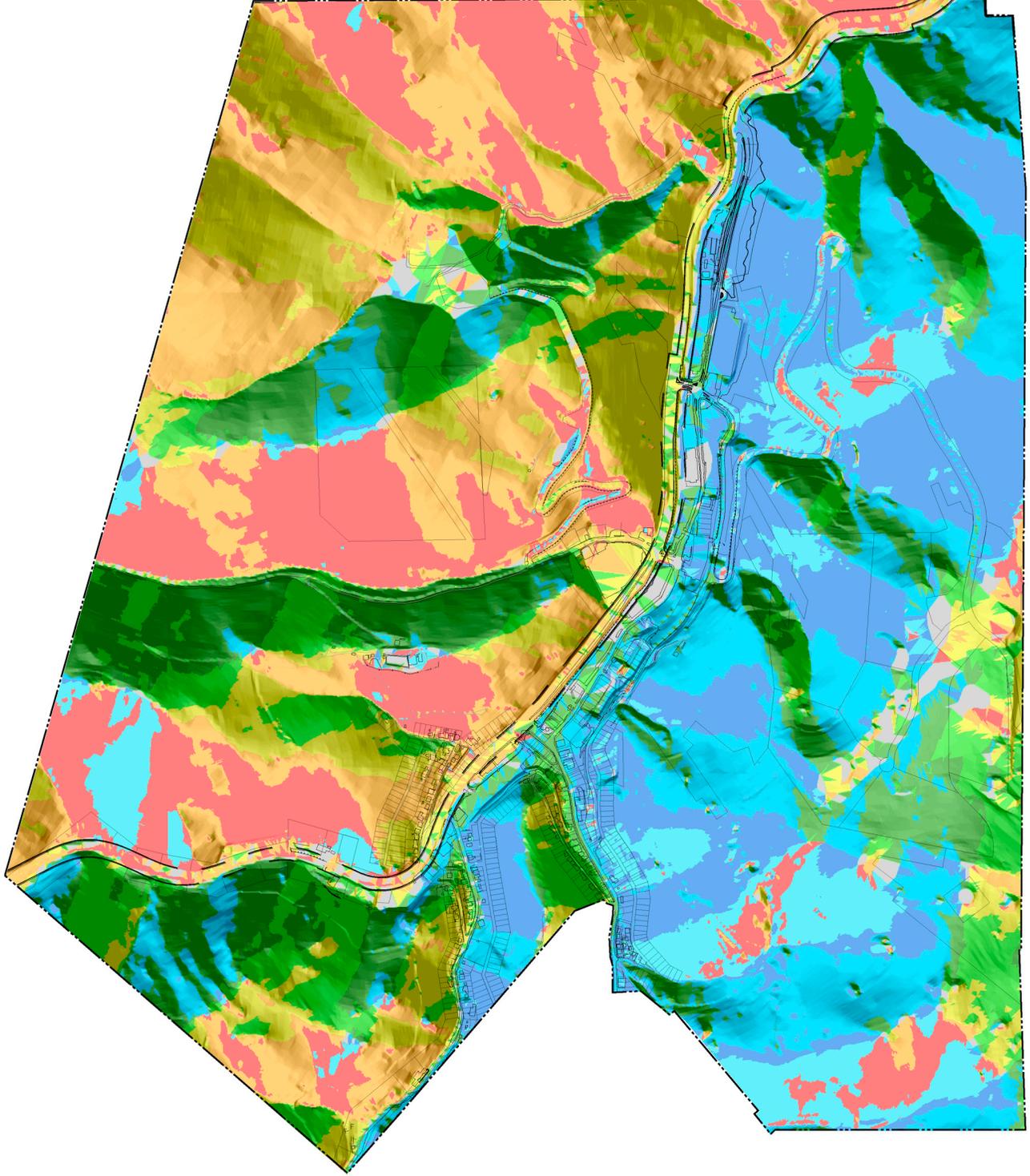
# COMPREHENSIVE PLAN

BLACK HAWK, COLORADO

## MAP II.9 CITY OF BLACK HAWK ASPECT RATIO

### LEGEND

- Flat (-1)
- North (0-23)
- Northeast (23-68)
- East (68-113)
- Southeast (113-158)
- South (158-203)
- Southwest (203-248)
- West (248-293)
- Northwest (293-338)
- North (338-360)



NOTE:  
This diagram is based on 1998 topographic data. The map will be updated upon receipt of more current topographic information (estimated completion is April 2004).





### **Gulches / Watersheds / Floodplains**

The area is rich with gulches, separated by ridge lines that define the area's landscape. The town was shaped around the convergence of the Gregory and Chase Gulches with North Clear Creek. The gulches in the area historically helped define road alignments, settlement locations, property boundaries, and reservoir locations. Other prevalent gulches that help define the area include: Silver Gulch (connects to Clear Creek just northwest of Black Hawk city limits); Fourmile Gulch (runs parallel to Dory Hill Road); Lake Gulch (the southwestern boundary of the growth area); Eureka Gulch (connects to the Dorothy Lee Reservoir); and Chase Gulch (connects to the Chase Gulch Reservoir).

Historically, flooding patterns have devastated Black Hawk. Today, the 100-year and 500-year floodplain still encompasses much the City, although the City has funded many improvements along Clear Creek to prevent future disasters. The 100 and 500-year floodplain boundaries of both the Gregory and Chase Gulches are almost exactly aligned. The two boundaries, the 100 and 500-year boundaries, of the Gregory Gulch floodplain zones diverge at the intersection of Gregory and Main Street, at which the 500-year floodplain extends further north, consuming more of the land. All of the properties on the south side of Chase Street are within the floodplain. All the properties along Gregory Street will be impacted in some way in the case of a 500 or 100-year flood, as the flood zone encompasses the street and properties on both sides of the streets.

The entire right-of-way of SH 119 from approximately 1/3 mile north of Chase Street, south to the existing end of Main Street is within the 500-year floodplain. The 500-year Creek flood zone also consumes all of Main Street and the properties on the northeastern side of the street. The City has proactively made improvements to the storm water drainage system to reduce the impacts of a 100-year flood along the North Clear Creek; therefore, the Gregory Gulch/North Clear Creek intersection is the only area along the Creek that will overflow in the event of a flood. The 100-year floodplain at that point is approximately 245 feet in diameter and extends 325 feet north and south of Selak Street.

### **Winds**

Prevailing winds are primarily from the west, resulting in sometimes howling conditions on exposed ridge tops. Gilpin County experiences an average wind speed of 10.6 mph annually, with the windiest time between February and April. Miner's Mesa, a high elevation and low vegetation area in the City, is known for its gusty wind conditions at its elevation of 8,648 ft.

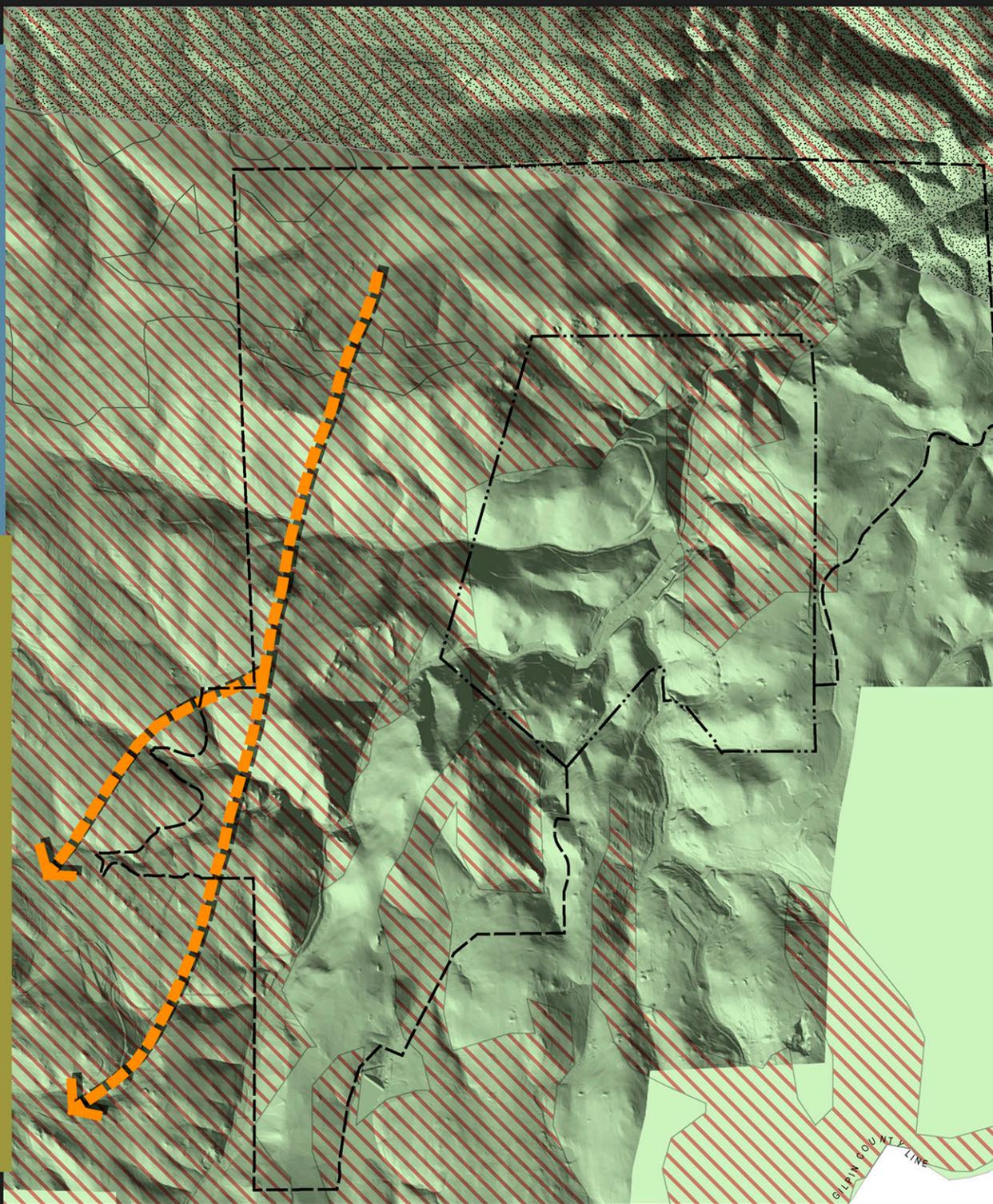
### **Wildlife Habitat**

Mule Deer, Mountain Lion, Black Bear, and Elk habitats span Gilpin County including the City of Black Hawk. The elk migration pattern closely follows the SH 119 alignment, traveling from

# COMPREHENSIVE PLAN

BLACK HAWK, COLORADO

## MAP II.10 WILDLIFE HABITAT



### LEGEND

- Mule Deer
- Mountain Lion
- Black Bear
- Elk
- Lynx Potential
- Turkey
- Elk Migration Pattern

Note: The shapefile data for this map was downloaded from CDOW Wildlife Resource Information System (WRIS) and mapped for the Public Open Space and Heritage Master Plan.

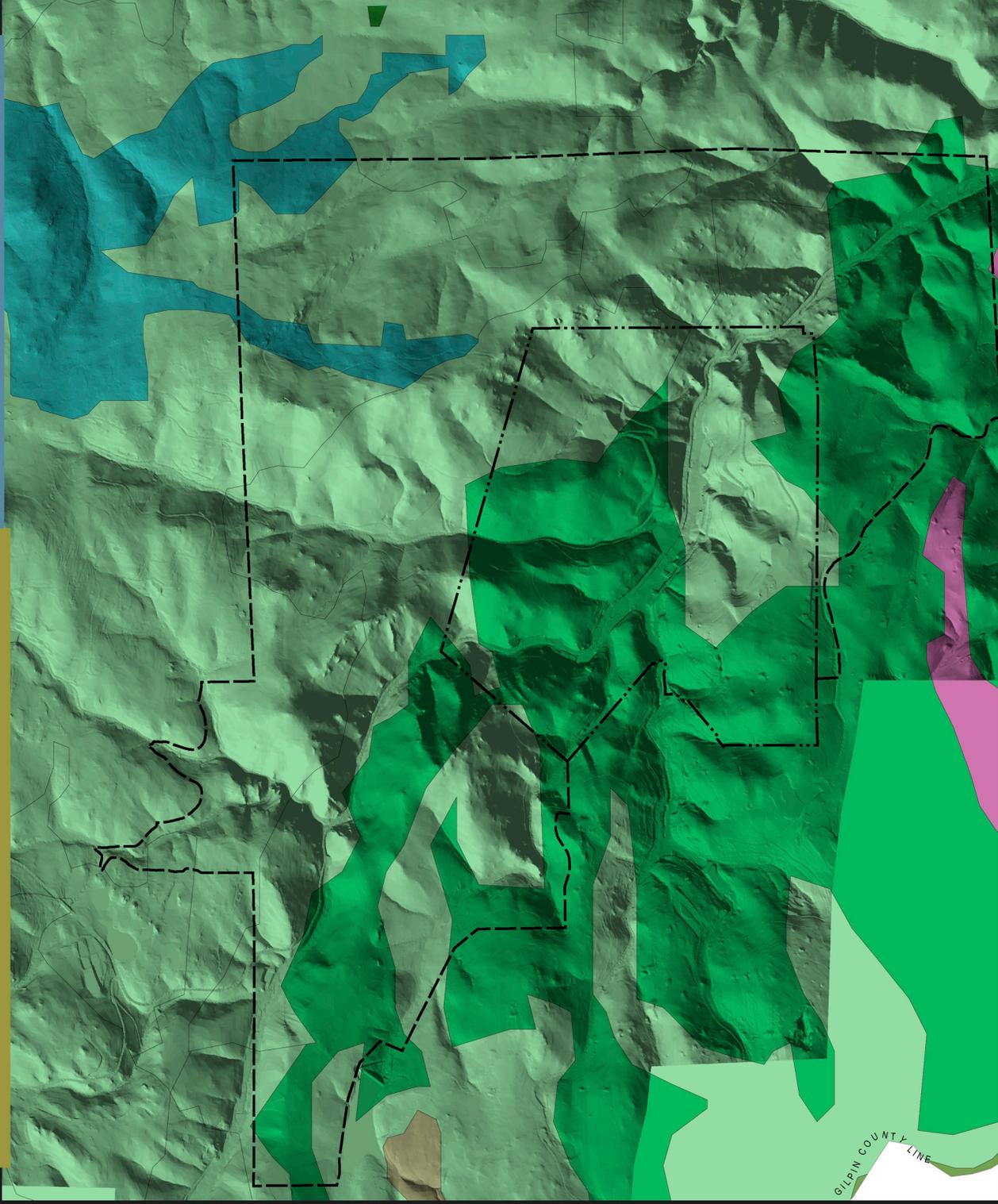


EDAW November 10, 2004

# COMPREHENSIVE PLAN

BLACK HAWK, COLORADO

## MAP II.11 VEGETATION



### LEGEND

- Lodgepole Pine
- Urban/Built-up
- Foothills/Mountain Grassland
- Ponderosa Pine
- Aspen

Note: The shapefile data for this map was downloaded from CDOW Wildlife Resource Information System (WRIS) and mapped for the Public Open Space and Heritage Master Plan.



EDAW  
November 10, 2004





the east to the northwest towards Apex and American City. The potential lynx habitat zone expands across the eastern half of the growth area as well as framing the western and southern edges of the City limits. Wild turkey habitat runs along the eastern edge of the growth area, overlapping the lynx and other wildlife habitats.

### **Vegetation and Soils**

The most prevalent vegetation that appears in the City of Black Hawk is foothills/mountain grassland and lodge pole pine. The north facing slopes hold snow longer which creates prime, moist conditions for the dense forests of lodge pole pine, spruce, and Douglas fir. The County vegetation also includes ponderosa pine and small areas filled with aspen trees. Most of the land south and west of SH 119 was heavily logged as a result of the mining activity in the area, as opposed to the areas north and east of the highway where more of the aspen concentrations still remain.

Defined by the Storm Water Master Plan, the majority of the soils in the City and the Growth Area are classified as Hydrologic Soil Group D: very gravely, rocky loams with slopes ranging between 5 and 80%. There are also small amounts of Hydrologic Soil Groups A, B, and C that consist of gravelly grounds also with slopes ranging between 5 and 80%.

### **Scenic Views / Vistas**

Panoramic views can be seen from many points within Black Hawk and the County. Particularly notable vista points are at the ridge tops including Maryland Mountain at 9,203 feet and Signal Hill at 8,800 feet (from which the Continental Divide to west and Mount Evans to the east can be seen).



*View north of Black Hawk from Miner's Mesa Rd.*

### **Hazardous Zones**

Areas with terrain that pose a high risk due to the presence of randomly located, poorly covered, mine shafts or areas that have potential for catastrophic subsidence due to abandoned mine tunnels are identified throughout Black Hawk and its Growth Area. Human use of these areas should be confined to well-defined interpretive trails or boardwalks which have been located and constructed in consultation with the Colorado Division of Minerals and Geology and experienced local miners. The trails or boardwalks in these areas should be accompanied by interpretive signs and brochures that describe not only the mining history of the area, but also the risk of venturing off developed routes. The areas defined on the two Opportunities and Constraints maps are not yet officially surveyed, rather were defined here by a walking analysis completed by the City Planning staff and the Department of Minerals and Geology.



## **K. CHARACTER OF THE BUILT ENVIRONMENT**

### **The Valley**

Black Hawk's rich history is reflected today via the core of downtown, primarily along Gregory Street and somewhat along Main Street towards Gregory Street, with the strong 2-3 story Italianate commercial architecture. In addition, many of the homes in the community are original homesteads dating from the gold rush of the mid to late 1800's. These primarily cottage architecture homes were often embellished with Victorian detailing. The homes are generally on small, narrow lots, located between a rural, local street and a hillside. Sometimes streets are single loaded, meaning that structures are located only on one side of the street. This is predominant in Black Hawk given the topography and limitations on providing transport routes and homes within limited development areas.

Several remnant mills, mine shaft huts or other mining-related historic structures remain within the core of the community as well as in the hills surrounding the developed areas.

New construction in the community has primarily occurred in the past 10 years and is based on the legalization of gaming in Colorado. This new construction has created a scale and massing of buildings that had not existed before in the community. Given the restrictions on where legalized gaming can occur within the community, smaller parcels sizes have been maximized through cutting into the natural mountainsides. The severe cuts, in combination with the overall massing and heights of casino construction have significantly changed the look of Black Hawk along SH 119. Some of the gaming properties have obliged to design guidelines that have established a reminiscent 'mill' look to new construction along SH 119, to reflect the significant mills that historically were located in this area of Black Hawk. Similarly, different gaming sub-districts have guidelines to try and retain a contextual look to new construction. Some buildings have been more successful than others in their attempt to preserve the City's historic mill character.

The Core Gaming, Millsite Gaming, and Transitional Gaming districts are intended to have different character, defined by location and scale of buildings. The Core Gaming district represents the mining era as well as the 19<sup>th</sup> century history of the area and spans the historic commercial core of the City along Gregory Street and a small northern portion of Main Street. Development. This zone is characterized by two-to-three story structures, flat-faced commercial structures built close together and close to the street. The Millsite Gaming district frames the North Clear Creek and SH 119. Development within this district is intended to reflect the character of the mill sites and mill buildings that historically existed in this area. The relatively high-density buildings in this zone oriented towards SH 119 and the public roadways, have larger setbacks from the public right-of-way, and a larger separation between buildings. The Transitional Gaming district encompasses the areas that were historically comprised of residential structures, located along Main Street south of the commercial Core Gaming district. Buildings were characterized by entrances to the street, raised one-story porches, and simple rectangular structures with gabled roofs and other ornamentation.



Today the overall scale and character of buildings in the Transitional Gaming district is very dissimilar to historic patterns and buildings. The apparent mass and scale of future development is intended to reflect that of the original structures seen in the area.

Clearly, any future development in the valley of Black Hawk will have to be carefully reviewed in terms of the importance of the historic vernacular to the community and to what extent this will be adhered to in future development. Black Hawk is at a critical time in terms of retaining or losing the historic vernacular as a significant component to its character and sense of place.

### **The Mesas**

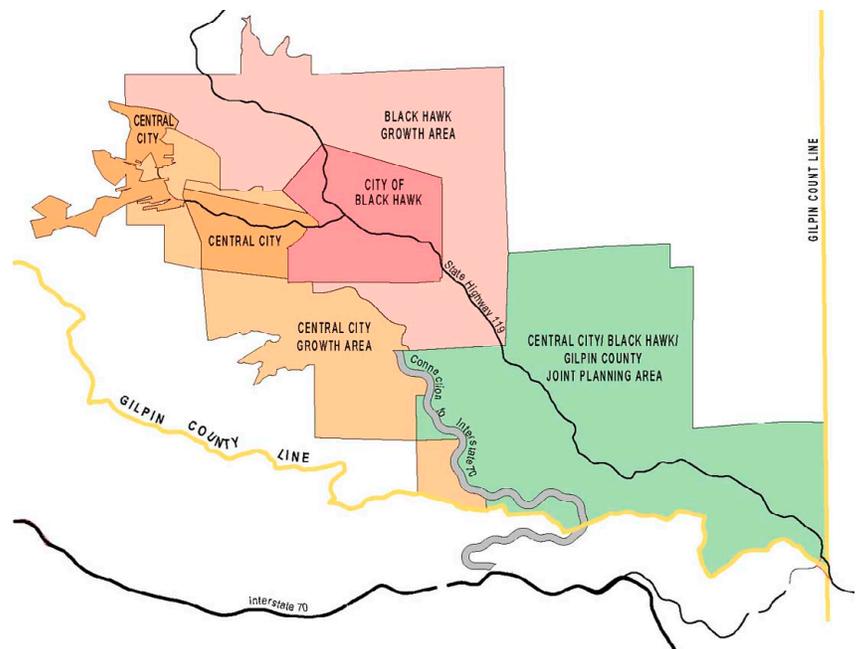
Development on the mesas, or high elevation areas in general within the City, include a dappling of homes, but most visible are old mine shaft entrances. Most of all development within the higher elevations consists of residential properties. Many of these homes are somewhat secluded and not readily visible given topography and vegetation; resulting in an illusion of pure open space surrounding the core valley of community that is Black Hawk.

It is primarily outside of the Black Hawk Growth Area, within Gilpin County, where more concentrations of mountain subdivisions are located.

## **L. RELATED PLANS AND PROJECTS**

### **Intergovernmental Agreement**

The City of Black Hawk operates under an existing Intergovernmental Agreement (IGA) with Central City and Gilpin County. This IGA identifies a growth area of 5.5 square miles in size for Black Hawk, giving the City the first right of refusal for any potential annexations within the growth area boundaries. The growth area boundaries give the respective cities control



**Map II.12: IGA Boundaries**



of planned roads, phased developments, and developed services and facilities. The County supports annexations and growth areas as long as the two cities agree on densities, joint planning, open space, and school impact requirements.

A joint planning area between Black Hawk, Central City, and Gilpin County was established in the IGA, and includes the land north of the proposed tunnel access to Interstate 70 and southeast of the Black Hawk growth area. This agreement allows Black Hawk to annex land for the sole purpose of acquiring right-of-way as long as such access does not connect to the proposed Southern Access Road to Central City. All other land in this zone is to be preserved as open space.

### **National Historic Landmark District Boundary Designation**

In 1991, Black Hawk and Nevadaville were included in a National Historic Landmark district expansion that originally only covered Central City and was established in 1961. Much of Black Hawk is encompassed in the National Historic Landmark District, one of 17 historic districts listed in the state of Colorado. Refer to the two Opportunities and Constraints Maps for a graphic representation of the historic 1961 boundary that applies to the area today. Following are some of the many different types of historic designations, listed in order of most restrictive to least: National Historic Landmark (NHL); National Register of Historic Places; and the Local Historic District classification. National Historic Landmarks are recognized as the most significant of all historic buildings and owners of these properties are forced to abide by the most stringent guidelines.

Because National Historic Landmarks receive the highest level of historic recognition, a very high level of authenticity or "integrity" is required. Since the introduction of gaming in Black Hawk through legislature in 1990, many changes have occurred within the boundaries of the established National Historic Landmark (NHL) historic district. Thus, the City, in coordination with the National Park Service (NPS) and the Colorado State Historic Preservation Office (SHPO) began a study in early 2004 to review the boundary. Recommendations for changes to the boundary and to the level of historic designation may result.

For example, if there is an area on the edge of the district where several buildings have been demolished, it is likely that the recommendations will be to "shrink" the boundary to remove these properties. If a majority of the properties have undergone some changes which reduce the district's authenticity, then it is possible a lower level of historic designation may be recommended.

The city, the state, or the National Park Service will be making the final decision on any changes to the boundary and may or may not decide to act upon the recommendations of the study.

The proposed boundary will be presented to the City by the end of 2004, followed by the State Historic Preservation Office and the National Park Service. The final acceptance or dismissal of the proposal could take up to one year once the new boundary recommendation is reviewed.



### **Historic Residential Grant Program**

The Historic Residential Grant Program, over the last 14 years, has allowed the residents to have an active role in historic preservation. The State Historical Fund (SHF) was established by the constitutional amendment that legalized gambling in three National Historic Landmark communities in Colorado, in 1990. The amendment requires 28% of the gaming tax revenues be distributed to the SHF. Of that revenue, 20% is returned back to the three towns for their own preservation activities, and the remaining 80% is allocated through a statewide competitive grants program to restore and rehabilitate projects throughout the state.

The state-issued grant funds returned to Black Hawk provide the money for individual home improvements as a way to protect the aesthetics of the built environment and to preserve the historical character of the old mining community. Senate Bill 232 gives individuals the opportunity to refurbish their home to “increase or add historic value.”

## **M. PROPOSED AND CURRENT PROJECTS**

### **Gaming/Hotel Expansion**

#### **Palm Terrace (Isle of Capri expansion)**

The 2.0 acre Palm Terrace hotel and casino site is located behind Colorado Central Station on Main Street and is accessed via Mill Street from SH 119 or Miner’s Mesa Road from the south. The casino will add 160 rooms to the existing 240 rooms provided at the Isle of Capri and will add an additional 230 new structured parking spaces in a new structure to the existing 970 spaces. The casino plans include two pedestrian overcrossings that will connect the Palm Terrace with the Isle of Capri and Colorado Central Station.

#### **Mountain High Hotel expansion**

The Mountain High Casino located at the intersection of SH 119 with Richmond Street / Dory Hill Road is proposing to add 248,820 square feet of space with 236 hotel rooms.

#### **Jack Pot Springs (JPS) Casino and Hotel**

The JPS 5.2 acre site is located along the northern side of SH 119, at the base of Silver Gulch. This potential hotel and casino development will add 68,743 square feet of development to accommodate an additional 1,350 gaming devices.

#### **Richman Casino**

The small casino located on the northeastern corner of Richman Street and SH 119 plans to expand by approximately 5,000 square feet, of which 2,893 square feet is for gaming and the remaining space for office uses. This expansion will require 40 additional parking spaces.



### **Bullwhackers Expansion**

The preliminary plans for a potential Bullwhackers expansion include almost 49,000 square feet of space, and a six-story parking structure to support the additional hotel and casino uses. This proposed development spans the properties north of Selak Street and west of SH 119, including the property that houses the first casino in Black Hawk, the Silver Hawk.



*Parking lot and Silver Hawk Casino north of Selak St.*

### **Municipal/Public Facilities**

#### **Municipal Center**

The proposed Municipal Center that will consolidate all city offices, services, and employees is planned to be located along SH 119, on the current post office site. The plans for the 28,500 square foot facility include the following City departments: Planning, Fire Station, Human Resources, Information Technology, the City Clerk, and Finance. The 2.6 acre site will also incorporate a prominent gateway feature, welcoming visitors from the north.

#### **Public Works & Facilities Management Facility**

The new Public Works facility will be located along SH 119 near the northern-most city boundary, on the existing Post Office lot. The 1.9 acre site will encompass a facility with 19,800 square feet of space for a maintenance building/shop and 15,000 square feet for the new police department. The site will also accommodate 83 parking spaces.

#### **Sewage Treatment Plan**

The new Sewage Treatment Plant is located 3 miles downstream from the Black Hawk City boundaries on SH 119 and will serve both Black Hawk and Central City. The 40-acre site allowed the services to expand by 50%. Further, the existing 1.3 acre site, located within the gaming district, will become available for gaming development. There is currently not a timeframe for the redevelopment of the site. The earliest it could be decommissioned is spring of 2005 and there are currently no plans for the reclamation of the site. Once the site clean up process begins, it is estimated to take between 12 and 18 months to complete.

The new plant contains a 2 million gallon storage tank facility and a 60,145 square foot building. The new treatment facility will be operational in March 2005.



### Clear Creek Project

The Clear Creek Project, which includes the relocated Post Office, will be located along the northeast side of SH 119 just south of Clear Creek Street. The site will include the 0.3 acre Bear Park, 3,800 square feet of retail/commercial space, and a 37,000 square foot Post Office.

## N. OPPORTUNITIES & CONSTRAINTS

### Stakeholder Summary

Stakeholder meetings were held early in the planning process to gather individual comments. A questionnaire was designed to obtain perspectives, feelings, and opinions on Black Hawk today as well as the hopes for the City's future in the 5-year short-term and 20-year long term vision of a comprehensive plan. Below is a summary of the strengths, opportunities, and constraints identified by the local residents, business owners, and employees.

1. What are the **strengths** of Black Hawk that are most appreciated today by the community?
  - General: revenues gaming generates for the local economy
  - Specific: good investment back into the City from gaming (i.e. infrastructure, public improvements, resident benefits)
  - Small town feel - everyone knows everyone
  - Increased property values since gaming legalized
  
2. What **opportunities** do you see for Black Hawk within its municipal boundary related to the following issues? What opportunities within its Growth Area Boundary?
  - More hotel rooms
  - Convention Center
  - Visitor's Center
  - Museums; tourist attractions (i.e. Bobtail Mine, Schoolhouse, Church)
  - Local serving retail (i.e. grocery store, bank, hardware store, gas station)
  - Novelty gift shops in casinos
  - Nightlife uses: live shows, bars, etc.
  - Cooperative effort with Central City (i.e. bus loop, sanitary system, fire/police services, etc.) is critical
  - 24-hour gaming would alleviate traffic problems on SH 119
  - More regional transportation is needed (i.e. from DIA, Denver, etc) – perhaps paid for by all casinos and free to the patron; work with Casino Association to organize



- Better employee parking facilities needed in the area
  - Open space is needed
  - Opportunities for trails throughout the area for hiking, horseback riding, etc. – but not through private property
  - Need more intergovernmental Strategic Planning/Cooperation
  - Happy with IGA agreement/partnership with Gilpin County and Central City; continue to build relationship
  - Employee housing needed- good quality housing
  - Silver Gulch is a good site for single family homes or townhomes
  - Improve the base/possibly relocate the Black Hawk statue near the Riviera
  - Have consistent signage/way finding throughout the City
  - Add statues – a component of heritage program- all around
  - Expand the creek walk; improve creekscape – (i.e. install miniature Laughlin Hawk Statues, lighting, etc)
3. What are the five biggest **constraints/concerns** that exist that could inhibit the Growth Consideration opportunities listed in question 2 from occurring?
- Indian gaming: no control; no taxes; gaming in other parts of the state; Amendment 33
  - Winds at Miner’s Mesa are strong but variable; it is not the best site for housing
  - Limitations to water and sewer and costs associated with expanding the services prevents development from occurring on certain sites
  - Roadway into town is insufficient to accommodate traffic volumes
  - Lack of hotel rooms
  - Cost of excavation is VERY high; ultimately it deters or bankrupts developers
  - Lack of developable land
  - Chicken and Egg issue with getting housing/retail services



## **Opportunities and Constraints Summary**

As a summary to the analysis portion of the Comprehensive Plan process, Opportunities and Constraints were mapped, both at the Growth Area Level and within the City of Black Hawk municipal boundaries. The following text is a summary of those graphic Opportunity and Constraints mapped.

### **Opportunities**

- *Gaming:* Opportunities exist to expand gaming in the community. Many of these opportunities are underway, and some additional properties are available to maximize the gaming potential allowed by state law in the community.
- *Heritage Tourism:* The possibility of heritage tourism in the community has been discussed previously and documented in related plans. Diversifying the economy through the expansion of a heritage tourism market in the community is a critical component to diversified growth and healthy economy for Black Hawk.
- *Recreational Opportunities:* Black Hawk is rich with open space and a beautiful natural landscape, an amenity the City can capitalize on. The recreational opportunities were outlined in the Open Space and Heritage Plan. A few of the opportunities identified include: formal trail definition on existing and proposed routes; links to Golden Gate Canyon State Park; and heritage tours on abandoned rail beds.
- *Intergovernmental Cooperation:* The unique economic and geographic conditions found in Black Hawk warrant close intergovernmental cooperation between surrounding jurisdictions to create and maintain a strong economy and sense of place into the future.

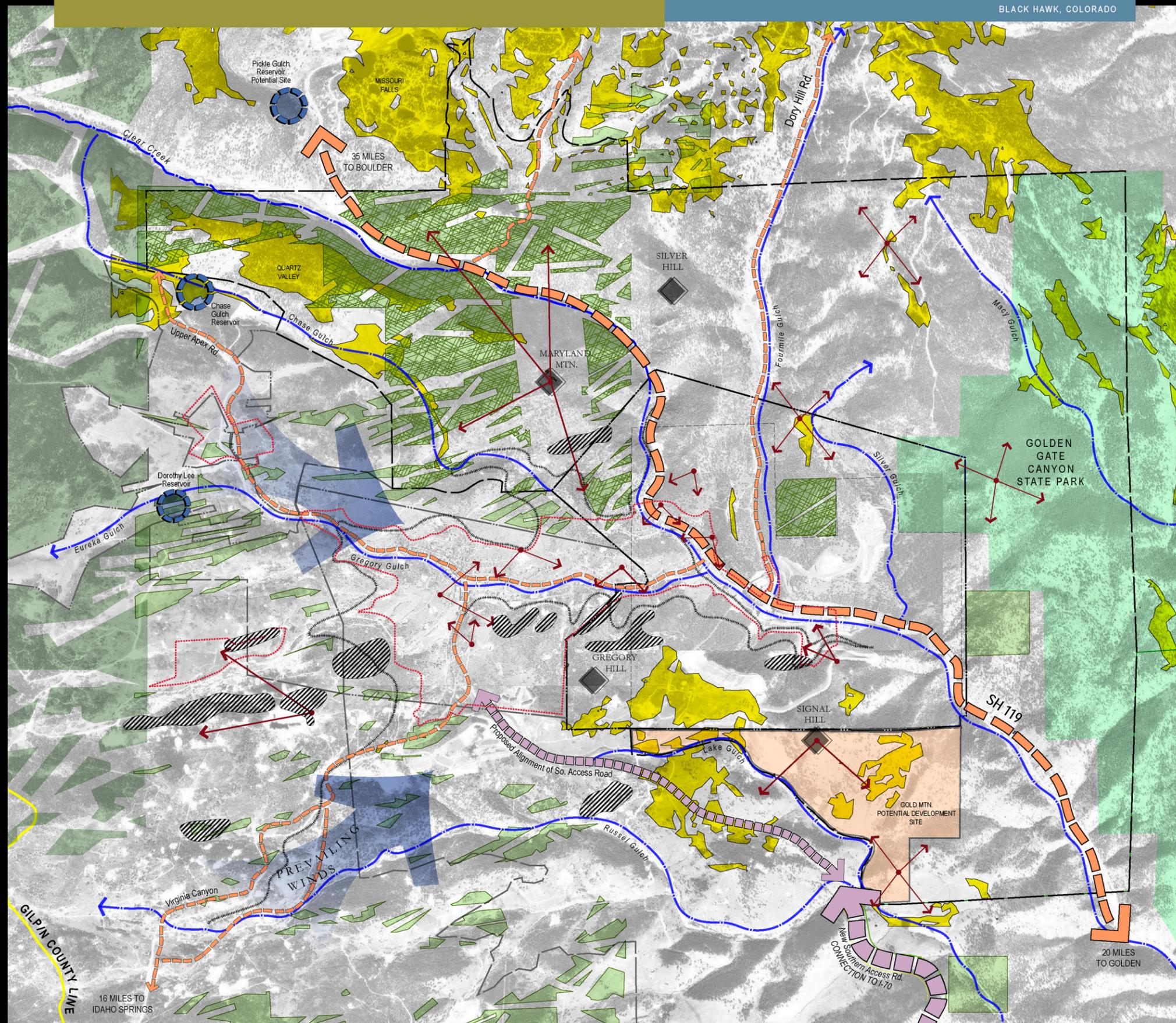
### **Constraints**

- *Geography:* The rough terrain surrounding the small Clear Creek Valley that is home to Black Hawk constrains development, or significant growth of the community, primarily due to the lack of efficiency in being able to provide urban services and infrastructure.
- *Critical Population:* In traditional communities, the small local population such as that in Black Hawk is below a sustainable number for providing basic community services. Even when adding in Central City and Gilpin County residents, the ‘capture area’ for the services market is still currently slightly below the tipping point for making these services viable. This ultimately provides a chicken-and-egg issue in providing adequate services and adequate housing that maintain each other.
- *Sole Market:* Gaming is the sole market in Black Hawk. Any changes in gaming rules, including the positioning of an Indian Gaming venue within market capture, will significantly affect the economic viability of the community. Black Hawk’s original boom and bust was in gold, the current boom is solely based on gaming. If gaming rules change, Black Hawk again could find itself a bust community striving for that next economic engine.

# COMPREHENSIVE PLAN

BLACK HAWK, COLORADO

## MAP II.13 GROWTH AREA OPPORTUNITIES & CONSTRAINTS



### LEGEND

- Black Hawk Municipal Boundary
  - Black Hawk Growth Area
  - Central City Municipal Boundary
  - Central City Growth Area
  - USFS
  - State Owned Land (Golden Gate Canyon Park)
  - BLM
  - National Historic Landmark District
  - Reservoir
  - Geologic Feature
  - Existing Primary Roadways
  - Sites < 15% Grade (> 1AC, outside current built environment)
  - Opportunity Sites
  - Proposed Roadways
  - Rail Beds
  - Future City Owned Land
  - Panoramic Views
  - Hazardous Zones
- Terrain that poses a high risk due to the presence of unusually located, poorly covered, mine shaft and stopped or has potential for catastrophe subsidence due to abandoned mine tunnels. Human use of these areas should be confined to well-defined interpretive trails or boardwalks which have been located and constructed in consultation with the Colorado Division of Minerals and Geology and experienced local miners. The trails or boardwalks in these areas should be accompanied by interpretive signs and brochures that describe not only the mining history of the area, but also the risk of venturing off developed routes.

Note:  
Boundaries for Golden Gate Canyon State Park, BLM and USFS lands, City boundaries are approximate and intended for planning purposes only. This map is not to be relied upon for survey standard accuracy.



November 10, 2004

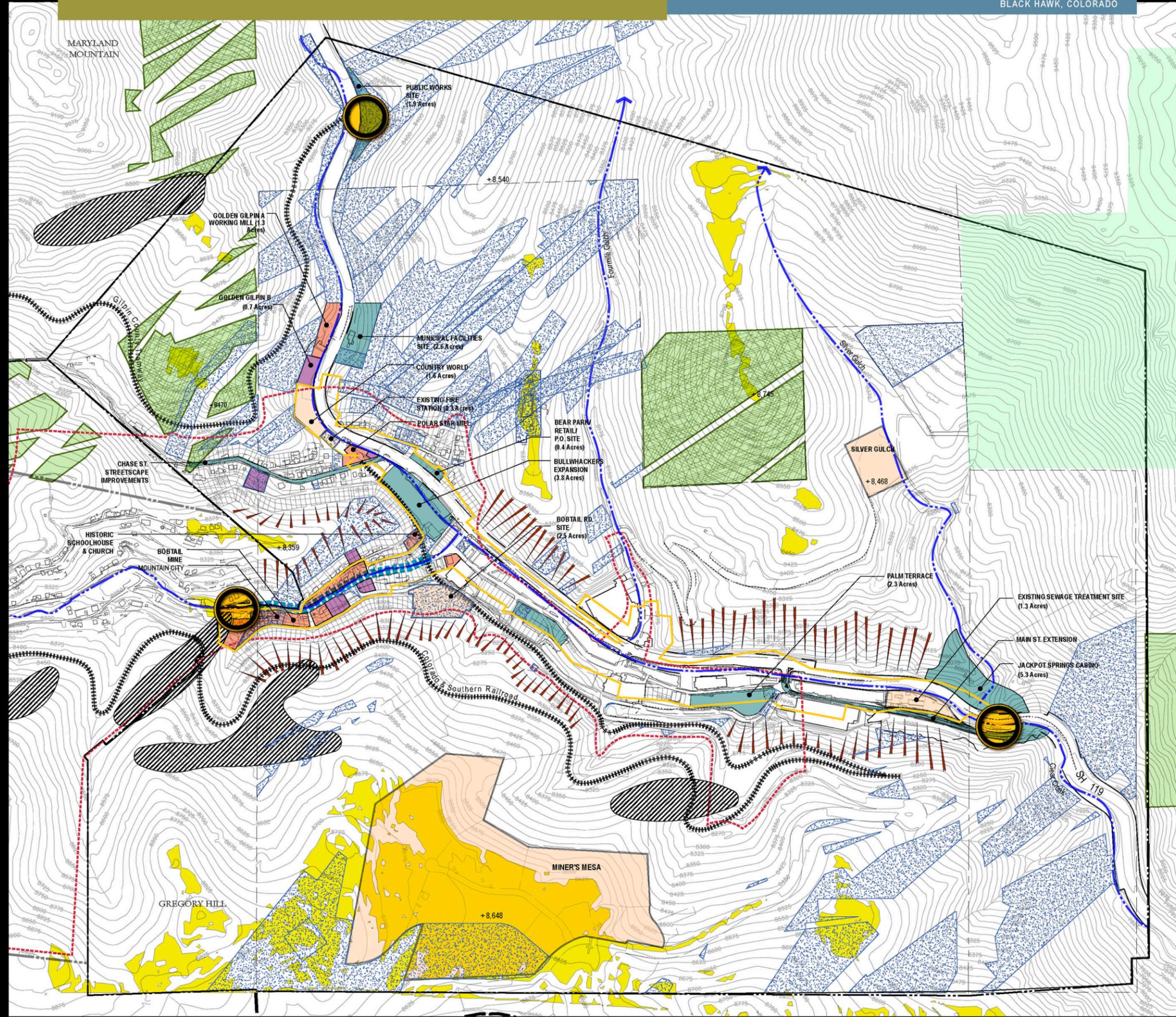


EDAW

# COMPREHENSIVE PLAN

BLACK HAWK, COLORADO

## MAP II.14 CITY OF BLACK HAWK OPPORTUNITIES & CONSTRAINTS



- ### LEGEND
- Black Hawk Municipal Boundary
  - Central City Municipal Boundary
  - BLM Land
  - Golden Gate Canyon State Park
  - City Owned Land
  - Geologic Features
  - Gaming District
  - National Historic Landmark District

- Gateway Opportunity
- Sites ≤ 15% (≥ 1 AC, outside current built environment)
- Vacant Parcels (no vertical improvements)
- Underutilized Parcels (building on site)
- On the Board Projects
- Opportunity Sites (≥ 1 AC)
- Parking Problem
- Future City Owned Land
- Steep Slopes Conditions forming Valley
- Rail Beds
- Hazardous Zones

Terrain that poses a high risk due to the presence of unusually located, poorly covered, mine shaft and stopped or has potential for catastrophe subsidence due to abandoned mine tunnels. Human use of these areas should be confined to well-defined interpretive trails or boardwalks which have been located and constructed in consultation with the Colorado Division of Minerals and Geology and experienced local miners. The trails or boardwalks in these areas should be accompanied by interpretive signs and brochures that describe not only the mining history of the area, but also the risk of venturing off developed routes.

Note:  
Boundaries for Golden Gate Canyon State Park, BLM land, and the City of Black Hawk are approximate and intended for planning purposes only. This map is not to be relied upon for survey standard accuracy.



November 10, 2004

EDAW





### III. ALTERNATIVE FRAMEWORK PLANS

The two framework plans set forth the types of land uses, as well as their locations and intensities to be accommodated in the City of Black Hawk and the City's Growth Area over the course of the 20-year Comprehensive Plan. The range of land uses proposed in each of the alternative framework plans respond to comments from the stakeholder interviews, City staff, and the City Council as well as information gleaned from the land analysis. Each alternative framework plan is based on the assumption that gaming will be sustained for the 20-year horizon of this Comprehensive Plan.

The approximate land use boundaries, for land uses other than Residential Villages, were generally defined by lands with a grade of 15% or less. The plan assumes the mountainous Black Hawk lands with 15% or less slope are the most viable, developable lands. Residential Villages were defined by a 20% or less grade, with the understanding that the net developable acreage and densities are lower than that of other land uses.

The Black Hawk area is currently characterized by its mountainous terrain and hillside development; however, the City's employment base and handful of vacant parcels, some large, provide the unique opportunity to accommodate future development within the municipal and growth area boundaries. The City's planned gaming and hotel development, combined with the need to provide neighborhood-commercial services to existing and future residential development in the area, formulates the basis for each of the alternatives.

A description of those critical elements of each alternative is included here.

#### A. ALTERNATIVE A

The focus of Alternative A is to create a series of mountain villages around the existing core of the Black Hawk gaming districts. The existing historic neighborhoods in the Black Hawk area today are predominately located north of Gregory Street and SH 119 adjacent to the gaming districts. These neighborhoods, along with four other existing residential villages in Gilpin County located north of SH 119 and near Missouri Falls, form the basis of a growing population in the Black Hawk, Central City and Gilpin County area.

By actively promoting new mountain villages, where feasible, with a mix of residential, retail, and office uses, Black Hawk and its neighbors will over time attract enough new residents to support the type of community amenities such as grocery, banks, shops, and stores that the existing residents of Black Hawk desire.



Following this vision, Black Hawk in the future maintains and promotes itself as a great place to live, work and play. New residential and retail developments are built on the tradition of strong neighborhoods and a sense of community that exists in and around Black Hawk today. The architectural character of the new development follows strict design guidelines that respect the character of the mining and mill town heritage, as well as the historic residential vernacular found in Black Hawk.

### **Land Use**

The important plan components and actions required for this alternative to be realized include the following:

#### **Municipal Center**

In Alternative A, the new municipal center is located along Gregory Street and promotes this core street as the civic heart of Black Hawk. The municipal center in this scenario assumes the reuse of Mountain City (cluster of historic buildings that have been relocated and concentrated at the northwest edge of town), the surface parking lot to the north, as well as the existing site of the clinic across the street. The clinic site is necessary as the existing Mountain City is not large enough and not topographically adequate to accommodate all municipal center uses. Specifically, police and fire would be located on the clinic site. The clinic location provides a central location for these particular shared resources between Black Hawk and Central City. Structured parking would be provided on a portion of the existing parking lot, as well as constructed into the mountain to the south of some of the existing Mountain City buildings. This site would be necessary to provide a vacant lot to provide adequate parking for the municipal complex, ADA accessibility, and to provide a connection to a new entrance to the proposed Bobtail Mine cultural experience.

In Alternative A, the municipal center at Mountain City is proposed to house the City's visitor's center. The plan recognizes the City's lack of available tourist information which limits visitors' activities when visiting Black Hawk. The permanent visitor's center facility at Mountain City will serve both Central City and Black Hawk and will promote the historic and cultural amenities in the area in addition to the successful gaming venues. The center will be clearly signed from SH 119 and throughout the City and will encourage Black Hawk visitors to travel the historic Gregory Street.

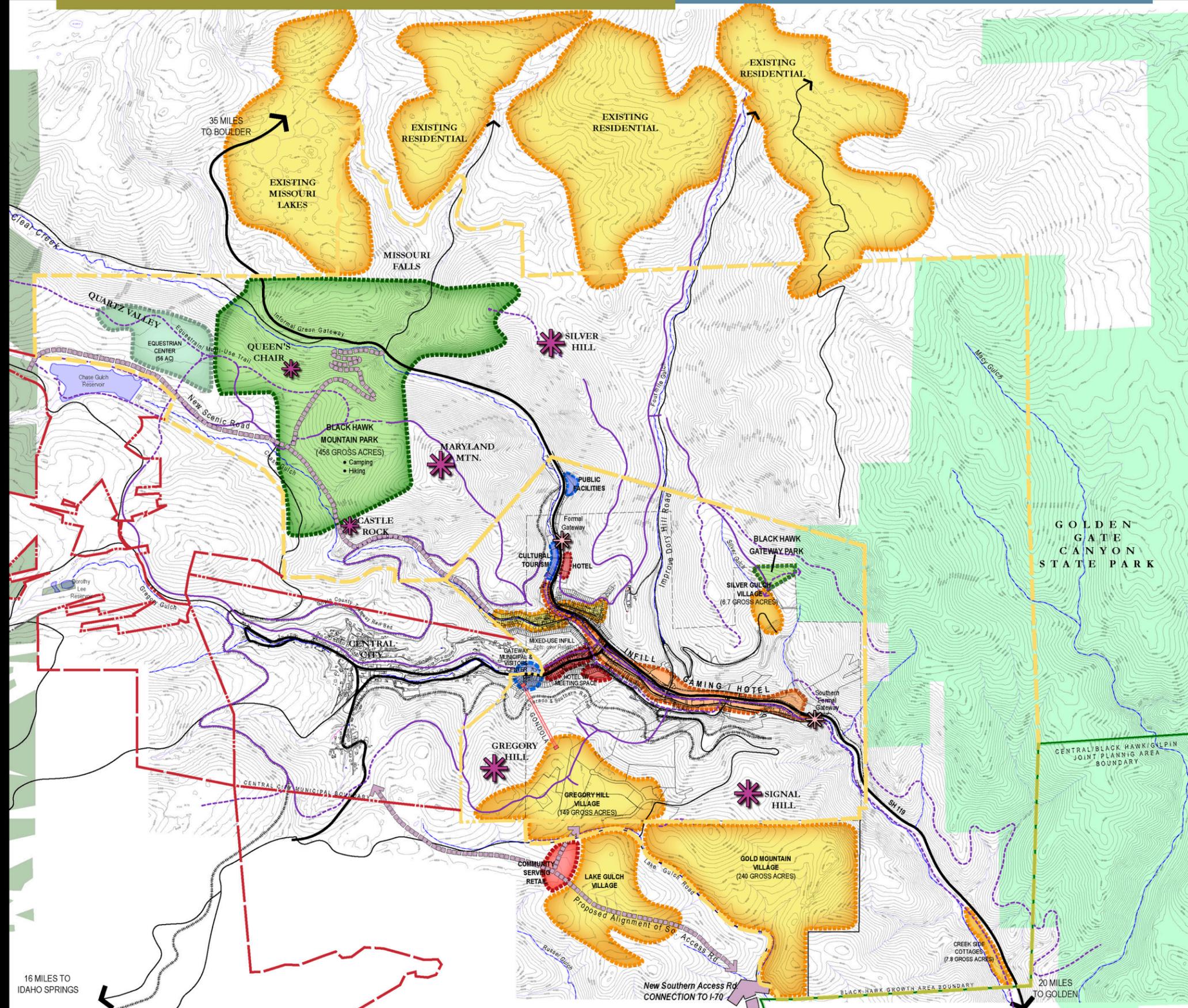
#### **Gregory Street Neighborhood**

Along Gregory Street and in areas surrounding the new municipal center, mixed-use infill development is proposed. With this infill development, retail shops on the ground floor are planned with apartments as workforce housing located on the second floors. The retail shops are geared to the variety of needs of the additional residents as well as visitors to the

# COMPREHENSIVE PLAN

BLACK HAWK, COLORADO

MAP III.1: ALTERNATIVE A  
PLACES TO LIVE & PLAY



## LEGEND

- Black Hawk Municipal Boundary
- Black Hawk Growth Area
- Central City Municipal Boundary
- Central City Growth Area
- USFS
- State Owned Land (Golden Gate Canyon Park)
- BLM
- Existing Primary Roadways
- Existing Secondary Roadways
- Existing Rail beds
- Proposed:**
- Commercial Core
- Residential Villages
- Gaming/Mixed-Use
- Civic/Cultural Use
- Private Open Space
- Public Open Space
- Points of Interest
- Trails on Old Mining Trails & Rail Beds
- Trail Connections on New Routes
- Roads

Note:  
Boundaries for Golden Gate Canyon State Park, BLM and USFS lands, City boundaries are approximate and intended for planning purposes only. This map is not to be relied upon for survey standard accuracy. Trails identified per City of Black Hawk Public Open Space and Heritage Master Plan, Sept. 2003

November 10, 2004



area. Other proposed projects include the infill development of a hotel/meeting space at the Bobtail Road site, above and across the street from Fitzgerald's, a cultural museum at the existing City Hall and the school and church reused as a bed and breakfast and/or additional cultural uses.

### **Miner's Mesa Area**

Alternative A anticipates the development of Miner's Mesa along with the adjacent developable areas immediately to the south and west that are currently located in the Black Hawk growth area. This scenario anticipates the development of three village projects planned as Gregory Hill Village, Lake Gulch Village, and Gold Mountain Village. Included in the main Lake Gulch Village would be community-serving retail conveniently located to serve both new and existing Black Hawk, Central City, and Gilpin County residents. The existing IGA with Gilpin County and Central City (or amended language as appropriate) is used to promote these areas as master planned villages with access from the existing communities as well as the new Southern Access Road to I-70.

### **Silver Gulch Village**

This small development opportunity, approximately 6.7 acres, accommodates a limited number of homes adjacent to Silver Gulch, located north of SH 119 and at the top of Haul Road. If the site was developed at a density range of two to four dwelling units per acre, the site could accommodate roughly 38 to 76 housing units.

### **Cultural Tourism**

Alternative A proposes to expand upon the cultural heritage and history of the City through reusing some of the landmark buildings as tourist attractions and/or museums. The Polar Star Mill site along SH 119 is planned as a tourist destination featuring traditional stamp milling activities, replicating the methods used during the 19<sup>th</sup> century. The Bobtail Mine is recognized as an additional historic, cultural resource to capitalize on to expand the City's tourism industry. The family-owned mine is proposed to provide educational tours and real mining opportunities.

### **Creoside Cottages & Gateway Development**

Small-scale residential development is planned along Clear Creek south of the gaming district along SH 119 to provide a very small and unique village as a component to the overall village concept of Alternative A. The former sanitary sewer site is promoted as a quality gateway development in the gaming district at the entrance to Black Hawk.

### **Circulation**

In Alternative A, three new roads and an improved Dory Hill Road are proposed for Black Hawk and its Growth Area.



Two of the proposed roads provide access to the proposed Black Hawk Mountain Park. First, the plan proposes a continuation of the existing Chase Street, with the same alignment of the dirt road that exists today. This new route will be a scenic road that will gracefully follow the topography and curvature of the mountainside. The second road that is envisioned to supply access to the Black Hawk Mountain Park also provides access to SH 119. This road will have steep grades and will require a detailed analysis of the topography.

Alternative A also proposes a road that will provide a physical connection to the South Access Road. The plan assumes Gilpin County and Central City would permit Black Hawk to construct such an access road, as it is outside the Black Hawk Growth Area boundaries and prohibited in the current IGA.

The alignment of each of the proposed roads is a general, schematic configuration and additional engineering and planning analysis would be required for construction. In addition, each of the proposed roads will require negotiations with private land owners to acquire the necessary land for the road rights-of-way.

### **Open Space**

The open space components of the Comprehensive Plan are primarily extracted from the 2003 Public Open Space and Heritage Master Plan. In general, this document supported providing a network of trails in the community. The extent and type of trail systems proposed may vary slightly between each alternative. Alternative A expands upon the existing trail network that exists in Black Hawk today. The system is an internal, localized network that accommodates the residents of the area. The open space plan and its trail system is the continuity that connects the existing and new neighborhoods together.

### **Black Hawk Mountain Park**

This area north of town is planned as a major park for the City of Black Hawk. The park is approximately 458 gross acres and includes the BLM lands currently being transferred to Black Hawk ownership. It serves as a green gateway to Black Hawk from the north and it is also a key element in the development of the planned open space system which includes hiking trails, camping, and other recreation and cultural resources.

### **Black Hawk Gateway Park**

The approximate 6.5 acre park, located north of the urbanized downtown and adjacent to the proposed Silver Gulch village will provide a physical connection from the City to Golden Gate Canyon State Park. The State Parks Department supports Black Hawk's effort to maintain the area between Silver Gulch and the State Park and is open to collaborating with the City to create direct trail links.



## **B. ALTERNATIVE B**

The focus of Alternative B is to continue to promote Black Hawk as a destination place, but more of a ‘destination resort’ community by adding additional venues in order to promote a more diversified tourism program. Building its base in gaming, new venues focus on cultural and heritage tourism. By planning a variety of other uses that compliment the gaming districts, Black Hawk over time will attract enough new visitors that it can support the type of amenities such as crafts shops, artists’ studios, heritage tourism and recreational attractions, and specialty retail shops, amenities that will make Black Hawk an extended-stay resort place in the Rocky Mountains.

Following this vision, Black Hawk in the future maintains and promotes itself as a great place to visit and stay. New hotels, bed and breakfast establishments and retail shops are designed to blend with the traditional neighborhoods and the sense of community that exists in Black Hawk today. The architectural character of the new development follows design guidelines created to respect the character of the mining and mill town heritage and residential vernacular found in Black Hawk.

### **Land Use**

The important plan components and related actions for this alternative to be realized include the following:

#### **Municipal Center**

In Alternative B, the new Municipal Center is located along the eastern edge of SH 119, across from the Golden Gilpin mill site which is envisioned to become a cultural tourist venue. This visible, notable land use will then become the key northern gateway into the community. Visitors to Black Hawk learn about the heritage of the mining and also identify this area as the civic heart of the city.

#### **Gregory Street Hospitality District**

The uses along Gregory Street in Alternative B are proposed as complimentary use to the specific gaming uses found in the primary gaming district along Main Street and SH 119. The street is envisioned as a specialty retail shopping area with boutique hotels and extended stay hotel rooms located on the second and third floors of the retail establishments.

#### **Resort Development at Miner’s Mesa**

Alternative B envisions the development of Miner’s Mesa along with the significant developable areas immediately to the south and west, areas that are currently located in the Black Hawk and Central City growth areas. This scenario anticipates the development of this area to focus on a new resort. Five key, programmatic elements proposed in Alternative B include: a retreat hotel



and spa, a championship golf course, a tram/gondola connecting to Main Street in the primary gaming district as well as mixed use resort villages that include second home development, a small area of multi-family homes, and a community retail area.

### **Silver Gulch Village**

Similar to Alternative A, a small, approximate 6.7 acre development site provides the opportunity for a limited residential development next to Silver Gulch. If the site was developed at a density range of two to four dwelling units per acre, the site could accommodate roughly 38 to 76 housing units.

### **Tourist Retail & Visitor Center Gateway Development**

In this Alternative, the small amount of land identified for development in the Growth Area along SH 119 is envisioned as tourism retail. This approximate 7.8 acre developable site adjacent to Clear Creek could accommodate a limited amount of community-serving and tourism retail the residents of Black Hawk desire.

The former sanitary sewer site is promoted as a quality gateway development in the gaming district at the entrance to Black Hawk. The extension of Main Street will connect to SH 119 south of the existing site and will make the casino development a prominent landmark development as one enters the City. Alternative B incorporates a permanent visitor center facility into the development on the approximate 5.3 acre site, to provide an identity element at the entrance from the south.

### **Circulation**

Alternative B slightly varies from the proposed circulation improvements recommended in the first scenario. Road infrastructure recommendations for the second alternative include: two roads that provide access to the Black Mountain Park, an improved Lake Gulch Road, and an improved Dory Hill Road north of the City.

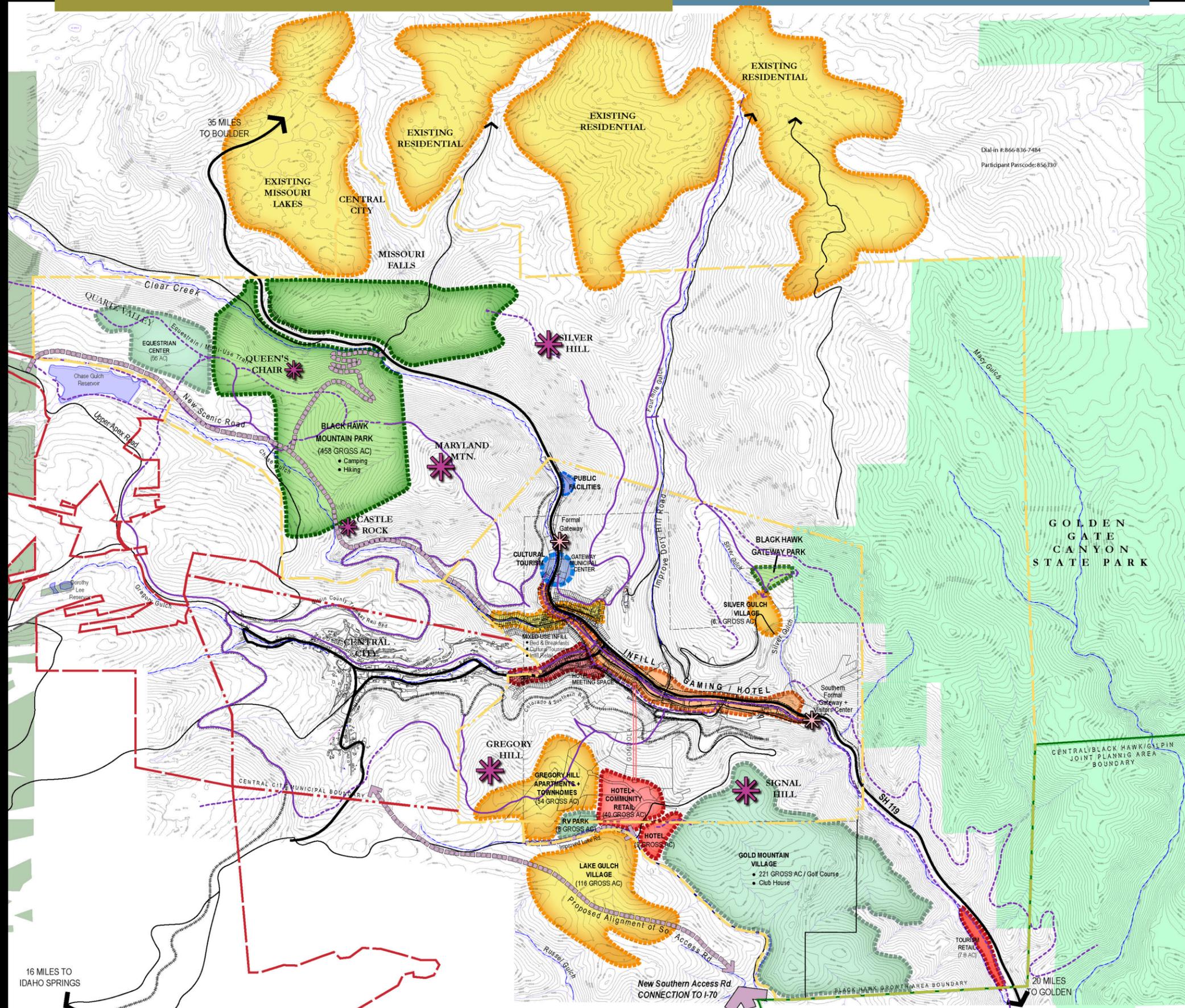
Similar to the first scenario, a direct continuation of the existing Chase Street, with the same alignment that exists today, will give access to the proposed Black Hawk Mountain Park. This new route is intended to be a scenic road that will gracefully follow the topography and curvature of the mountainside. A second new road that will provide access to the Black Hawk Mountain Park connects to SH 119. This road will have a switch back condition and will require a detailed analysis of the topography.

Alternative B proposes to improve the existing Lake Gulch Road, within the City limits and the Black Hawk Growth Area, to provide better access to Russell Gulch and SH 119 south of the City boundaries.

# COMPREHENSIVE PLAN

BLACK HAWK, COLORADO

## MAP III.2: ALTERNATIVE B PLACES TO PLAY & STAY



### LEGEND

- Black Hawk Municipal Boundary
- Black Hawk Growth Area
- Central City Municipal Boundary
- Central City Growth Area
- USFS
- State Owned Land (Golden Gate Canyon Park)
- BLM
- Existing Primary Roadways
- Existing Secondary Roadways
- Existing Rail beds
- Proposed:
  - Commercial Core
  - Residential Villages
  - Gaming/Mixed-Use
  - Civic/Cultural Use
  - Private Open Space
  - Public Open Space
  - Points of Interest
  - Trails on Old Mining Trails & Rail Beds
  - Trails Connections on New Routes
  - Roads

Note: Boundaries for Golden Gate Canyon State Park, BLM and USFS lands, City boundaries are approximate and intended for planning purposes only. This map is not to be relied upon for survey standard accuracy. Trails identified per City of Black Hawk Public Open Space and Heritage Master Plan, Sept. 2013.



The alignment of each of the proposed roads is a general, schematic configuration and additional engineering and planning analysis would be required for construction. In addition, each of the proposed roads will require negotiations with private land owners to acquire the necessary land for the road rights-of-way.

### **Open Space**

The open space components of the Comprehensive Plan are primarily extracted from the 2003 Public Open Space and Heritage Master Plan. In general, this document supported providing a network of trails in the community. The extent and type of trail systems proposed may vary slightly between each alternative. Alternative B trails cover more of the region, with connections between Central City, Black Hawk and the respective growth areas. The extensive trail system incorporates a blend of recreational and heritage tourism trails that will cater to various types of tourists, both active and passive. The open space plan and its trail system is the continuity that connects the existing and new neighborhoods together.

#### **Black Hawk Mountain Park**

This area north of town is planned as a major park for the City of Black Hawk. The park is approximately 458 gross acres and includes the BLM lands currently being transferred to Black Hawk ownership. It serves as a green gateway to Black Hawk from the north and it is also a key element in the development of the planned open space system which includes hiking trails, camping, and other recreation and cultural resources.

#### **Black Hawk Gateway Park**

The approximate 6.5 acre park, located north of the urbanized downtown and adjacent to the proposed Silver Gulch village will provide a physical connection from the City to Golden Gate Canyon State Park. The State Parks Department supports Black Hawk's effort to maintain the area between Silver Gulch and the State Park and is open to collaborating with the City to create direct trail links.

## **C. MAJOR SIMILARITIES BETWEEN ALTERNATIVES**

Major similarities between the 2 alternatives include:

- Concept of creating a public Mountain Park
- Proposed trails and bike path alignments
- Approach to residential growth in the growth area
- Location and alignment of new streets
- Identification of vacant/underutilized sites
- Sites for cultural tourism attractions



- Location of two gateways
- Proposed gondola alignment
- Approach to natural open space preservation

#### **D. MAJOR DIFFERENCES BETWEEN ALTERNATIVES**

Major differences between the 2 alternatives include:

- Philosophical approach to future growth
- Location of Municipal Center
- Proposed land use types and locations
- Location of community retail center near the south city limits



## **IV. PREFERRED MASTER PLAN**

Combining concepts from Alternatives A and B with feedback from City Council and staff, a Preferred Master Plan was developed. The Preferred Plan identifies the overall land use categories and their general boundaries; per the Colorado's Revised Statutes, Section 31-23-206, the Comprehensive/Master Plan represents policy determination and guiding land use and development principles for the community. The plan also identifies specific, underutilized and/or vacant development sites in urbanized areas, where applicable.

### **A. OVERVIEW**

The Preferred Master Plan puts an emphasis on Black Hawk becoming a distinct destination place by expanding and diversifying its economic base and tourist program. While maintaining the existing gaming bustle, Black Hawk can expand its cultural and recreation tourism attractions.

### **B. ECONOMIC SUSTAINABILITY & TOURISM**

The City should maintain and continue to promote itself as a great place to visit and stay, but expand upon the recreational and non-gaming activities that may attract weekend and regional visitors. The history of Black Hawk going through the boom and then bust of the mining industry was discussed in the context of 'what if gaming goes away?' The community is solely reliant on the current gaming industry to support its economy, and this is the baseline from which discussions about diversifying the economy occurred.

The goal of becoming more of a destination resort can be accomplished by capitalizing on the cultural heritage amenities that exist in the City and planning for uses that compliment the existing gaming activity. This concept supports the idea of developing more bed and breakfast accommodations, hotels, and locally owned specialty retail shops that would attract the regional patrons and encourage overnight visits. The idea of becoming a destination resort also encourages the expansion of the City's planned comprehensive open space and trail system.

Considering the projected population growth over the next 20 years in Black Hawk, Central City, the respective growth areas, as well as Gilpin and Clear Creek Counties, the area could support and sustain the neighborhood-serving retail the residents desire. If the total resident population of the area were to reach 8,000 to 10,000, it could sustain a local community retailer that would provide primarily non-durable goods and limited durable goods.



## C. LAND USE

Six distinct land use zones or districts are identified: residential villages; residential mixed-use villages; gaming mixed-use; Gregory Street gaming/mixed-use; commercial mixed-use; and civic/cultural use. The mountainous terrain constrains the amount of new development that can occur within the City and the Black Hawk growth area. A total of approximately 985 gross acres were identified for potential new development within the City and the growth area, assuming only a portion of that is developable.

The approximate land use boundaries, for land uses other than Residential Villages, were generally defined by lands with a 15% or less grade. The plan assumes the mountainous Black Hawk lands with 15% or less slope are the most viable, developable lands. Residential Villages were defined by a 20% or less grade, with the understanding that the net developable acreage and densities are lower than that of other land uses. Final land use boundaries were determined during work sessions with City Council.

Based on the preferred land uses, the City's remaining developable lands, and projects that are currently in the planning and development stages, future land use estimations were approximated. The table estimates the total number of new residential units and new building square footage for the various land uses. The residential-mixed use villages were not estimated due to the mix of land uses that could develop in those areas. The Plan assumes an average gaming density of 3.0 floor area ratio (FAR), average new commercial-retail density of 0.4 FAR, and residential density ranging from 2 to 15 dwelling units per acre, with exceptions. If densities vary from the average density applied to a specific land use it is recorded in the notes column of the table. The assumed densities reflect the densities of the development in that particular land use category. For example, development along Gregory Street is assumed to develop at a lower density than development along Main Street.

### **Residential Villages**

These areas are made up of the historic residential neighborhoods that frame Chase, High, Marchant, Hillside, Clear Creek, and Horn Streets as well as the larger villages in the north Black Hawk growth area. These areas should primarily only allow single family development. New residential development in the growth area is encouraged to follow the development pattern of the Missouri Falls community. Given the mountainous terrain and topography of these proposed residential villages, the single family lots will be larger than parcels that could be developed in other parts of the City. There are currently a few vacant parcels on Chase and High Streets that could accommodate a handful of single family homes in addition to the approximate 370 gross acres available for new mountainside residential village development in the growth area. Another, conditional use that is



Table IV.1 Land Use

|  | SITE ACREAGE |      | BUILDING SF |          | ZONING           | NOTES   |
|--|--------------|------|-------------|----------|------------------|---|
|  | QUANTITY     | UNIT | QUANTITY    | UNIT     |                  |   |
|  | AC           |      | SF          | EXISTING |                  |   |
| <b>RESIDENTIAL VILLAGES</b>                  |              |      |             |          |                  |   |
| Chase Street Lots                            | 0.6          |      | 2           |          | HR               | 2 SF Units- based on existing, adjacent home sizes          |
| High Street Vacant Lots                      | 0.2          |      | 1           |          | HR               | 1 SF Unit- based on existing, adjacent home sizes           |
| Residential Village 1                        | 110.9        |      | 44          |          | EC               | Residential Density of 4 units/acre because of steep grades |
| Residential Village 2                        | 262.5        |      | 105         |          | EC               | Residential Density of 4 units/acre because of steep grades |
| Subtotal Residential Villages                | 374.2        | AC   | 152         | Units    |                  |   |
| <b>RESIDENTIAL MIXED-USE VILLAGES</b>        |              |      |             |          |                  |   |
| Gregory Hill Village                         | 134.1        |      |             |          | HD / Growth Area | 64 SF / 80 TH / 150 Apts.<br>40 Developable Acres           |
| Minor's Mesa - Private ownership             | 104.4        |      |             |          |                  |   |
| Minor's Mesa - Public ownership              | 10.0         |      |             |          |                  |   |
| Growth Area Piece                            | 19.7         |      |             |          |                  |   |
| Silver Gulch Village                         | 19.0         |      |             |          | CBS +HD          | 6.7 ac / 4 buildable ac; 8 SF                               |
| Gold Mountain Village                        | 368.1        |      |             |          | HD / Growth Area |   |
| City boundary                                | 42.3         |      |             |          |                  |   |
| Growth Area Piece                            | 325.8        |      |             |          |                  |   |
| Subtotal Residential Mixed-Use               | 521.2        | AC   | 0           | SF       |                  |   |
| <b>GAMING MIXED-USE DISTRICT</b>             |              |      |             |          |                  |   |
| <b>On-the-Board Projects</b>                 |              |      |             |          |                  |   |
| Jackpot Springs Casino (JPS)                 | 0.4          |      | 68,743      |          | PUD              | 68,743 sq.ft. Gaming; 48,526 sq.ft. Ancillary, 474,316 pkg  |
| Palm Terrace                                 | 2.3          |      |             |          | PUD              | Two pedestrian overcrossings provided                       |
| Isle of Capri Expansion                      | 9.4          |      | 380,000     |          | TG               | 50,000 sq.ft. Gaming; 30,000 sq.ft. Hotel, 300,000 pkg      |
| Richman Casino Expansion                     | 1.4          |      | 5,032       |          | TG               | 2,893 sq.ft. Gaming; 2,107sq.ft. Office                     |
| Mountain High Casino Expansion               | 5.4          |      | 248,820     |          | PUD              |   |
| Fitzgerald's Casino Expansion                | 1.3          |      | 65,000      |          | PUD              | 51,000 sq.ft. Gaming; 14,000 sq.ft. Ancillary               |
| Existing Fitzgerald's Site                   | 1.10         |      |             |          |                  |   |
| Masonic Building                             | 0.19         |      |             |          |                  |   |
| Colorado Central Station                     | 1.0          |      | 90,000      |          | MG               | 45,000 sq.ft. Gaming; 35,000 sq.ft. ancillary               |
| KMM Hotel Expansion                          | 1.5          |      | 21,000      |          | PUD              | 4,400 sq.ft. Ancillary; 21,000 sq.ft. Hotel                 |
| Dakota Works                                 | 2.3          |      | 80,000      |          | TG / HD          | 50,000sq.ft. Gaming; 30,000 sq.ft. Hotel                    |
| Subtotal On-the-Board Gaming Projects        | 24.9         | AC   | 958,595     | SF       |                  |   |
| <b>Vacant / Underutilized Parcels</b>        |              |      |             |          |                  |   |
| <i>SH 119</i>                                |              |      |             |          |                  |   |
| Existing Sewage Treatment Plant              | 1.3          |      | 169,884     |          | MG               |   |
| Country World                                | 1.9          |      | 248,292     |          | MG               |   |
| Fire Station Site                            | 0.3          |      |             |          |                  |   |
| Country World                                | 1.6          |      |             |          |                  |   |
| Bullwhackers Expansion                       | 3.8          |      | 45,934      |          | CG + PUD         | 6,400 sq.ft. Office   |
| Polar Star Site                              | 1.1          |      | 6,614       |          | MG + HR          | Existing Building Square footage                            |
| <i>Main Street</i>                           |              |      |             |          |                  |   |
| Canyon Casino Parcel (near Lace House)       | 0.4          |      | 56,192      |          | TG               |   |
| Subtotal Vacant / Underutilized Gaming Sites | 8.5          | AC   | 526,916     | SF       |                  |   |
| <b>GREGORY ST. GAMING/MIXED-USE</b>          |              |      |             |          |                  |   |
| Bottail Mine                                 | 0.8          |      | 983         |          | CG               | Existing Building Square footage                            |
| Mountain City                                | 1.6          |      | 7,685       |          | CG               | Total Existing Building Square footage                      |
| Mountain City Building Parcels               | 1.0          |      |             |          |                  |   |
| Mountain City Pkg Lot                        | 0.7          |      |             |          |                  |   |
| Pkg Lot 1                                    | 0.2          |      | 3,276       |          | CG               | Ground floor Retail, 2nd floor B & B Accommodations         |
| Pkg Lot 2                                    | 0.3          |      | 29,621      |          | CG               | 2-Story Parking Structure                                   |
| Old Jewelry Shop                             | 0.4          |      | 2,166       |          | CG               | Existing Building Square footage                            |
| Collection of 14 Gregory Parcels             | 1.1          |      | 18,295      |          | TG               | Ground floor Retail, 2nd floor B & B Accommodations         |
| Subtotal Gregory St. Gaming/Mixed-Use        | 4.4          | AC   | 62,026      | SF       |                  |   |
| <b>COMMERCIAL MIXED-USE</b>                  |              |      |             |          |                  |   |
| Golden Gilpin A                              | 1.3          |      | 22,651      |          | EC               |   |
| Golden Gilpin B                              | 0.7          |      | 12,197      |          | EC               |   |
| So. 119 Tourism Retail                       | 7.8          |      | 101,930     |          | Growth Area      | 0.3 FAR   |
| Bottail Road Site                            | 2.5          |      | 326,700     |          | HD               | 163,500 Sq. Ft. Hotel; 163,200 Sq. Ft. Pkg. Garage          |
| Jackpot Springs Casino (JPS)                 | 4.6          |      | 522,842     |          | PUD              | 68,743 sq.ft. Gaming; 48,526 sq.ft. Ancillary, 474,316 pkg  |
| Canyon Casino Parcel (near Lace House)       | 0.6          |      | 78,408      |          | TG               | 3.0 FAR   |
|  | 26.1         |      |             |          |                  |   |
| Subtotal Commercial/Mixed-Use                | 43.6         | AC   | 986,320     | SF       |                  |   |
| <b>CIVIC/CULTURAL USE</b>                    |              |      |             |          |                  |   |
| No. 119 Site (Municipal Facilities Site)     | 2.6          |      | 40,000      |          | EC               | Hotel   |
| Public Works                                 | 1.9          |      | 34,800      |          | CBS              | 19,800 sq.ft. Maintenance Facility; 15,000 sq.ft. Police    |
| Clear Creek Project (P.O./Retail)            | 0.4          |      | 40,800      |          | TG               | 37,00 sq. ft. P.O.; 3,800 sq.ft. Retail                     |
| Subtotal Civic/Cultural Use                  | 4.9          | AC   | 115,600     | SF       |                  |   |
| <b>TOTAL</b>                                 |              |      |             |          |                  |   |
|  | 981.8        | AC   | 2,649,610   | SF       |                  |   |

**\*Assumptions:**  
 New Commercial/Retail Density of .40 FAR  
 New Gaming Density of 3.0 FAR  
 New Residential Density of gross 2-15 du/acre

**Zoning Classifications:**  
 HD Hillside Development  
 CBS Commercial/Business Services  
 CG Core Gaming  
 MG Millsite Gaming  
 TG Transitional Gaming  
 PUD Planned Unit Development  
 EC Environmental Character

**Notes:**  
 Red indicates EDAW calculated space and/or residential units  
 Black indicates information was provided to EDAW



appropriate within the Residential Villages land use designation is Bed and Breakfast accommodations.

### **Residential Mixed-Use Villages**

Residential mixed-use villages accommodate low and medium density residential development as well as commercial uses. These areas include Gregory Hill Village (a.k.a. Miner's Mesa), Gold Mountain, and Silver Gulch. The residential mixed-use villages identified are the largest, undeveloped areas within the City and the Black Hawk growth area that could accommodate community-serving retail and/or other supportive commercial uses, totaling approximately 521 gross acres. These areas should primarily contain residential uses in combination with limited, compatible commercial land uses such as bed and breakfasts or hotels.

The residential mixed-use villages should have a moderate residential density ranging between 2 and 15 dwelling units per acre and commercial densities are envisioned to be at or below a 0.5 FAR. The existing IGA with Gilpin County and Central City is used to promote these areas as master planned villages with access from the existing communities.

### **Gaming Mixed-Use**

The gaming mixed-use district is designated as the primary gaming district, allowing more intense gaming and commercial development than the secondary, Gregory Street Gaming district. This area is to be maintained as gaming and new development should strive to reflect the old mill town's character. The Plan has identified 12.5 acres of underutilized and/or vacant land within the primary gaming mixed-use district including: the Polar Star Site, the former sanitary sewage site, the Country World site, the Canyon Casino lot, and the parking lot to the north of Bullwhackers.

### **Gregory Street Gaming/Mixed-Use**

The Gregory Street gaming/mixed-use district is the secondary gaming district, allowing smaller, more intimate casino opportunities and complimentary commercial uses. This street should accommodate specialty retail shops, boutique hotels, and other supportive heritage tourism attractions, in balance with the secondary or smaller gaming venues. Approximately 4.5 acres were identified for infill or reuse development including: the Bobtail Mine, Mountain City, and a collection of vacant and/or underutilized parcels on the north and south sides of Gregory Street. Development within this district should keep with the character of the historic properties found in this historic and future heart of Black Hawk.

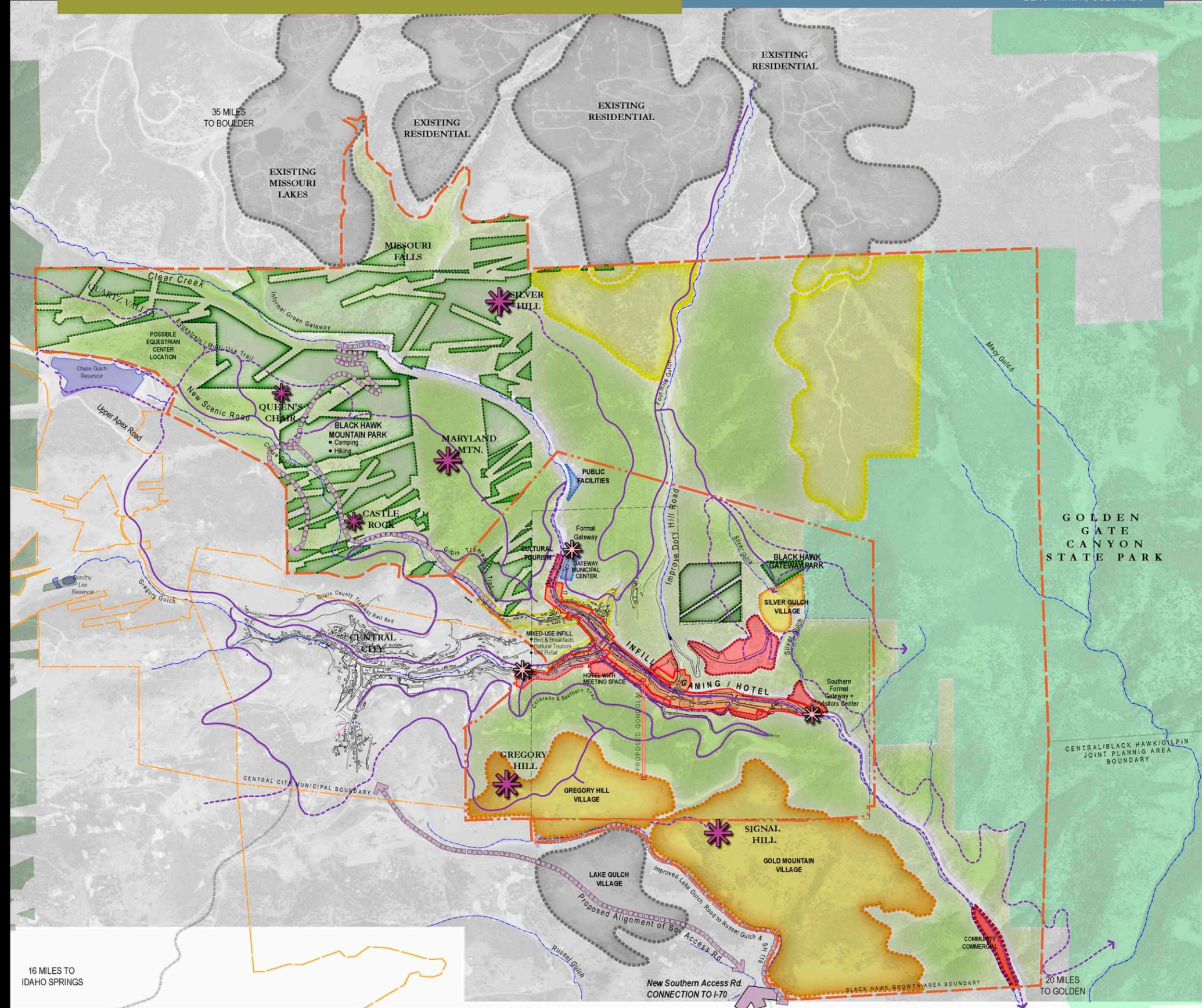
### **Commercial/Mixed-Use**

The commercial/mixed-use designation encompasses the buildable land outside the primary and secondary gaming districts as well as property along SH 119, Bobtail, and Haul Roads.

# COMPREHENSIVE PLAN

BLACK HAWK, COLORADO

## MAP IV.1: PREFERRED FRAMEWORK PLAN



### LEGEND

- Black Hawk Municipal Boundary
- Black Hawk Growth Area
- Central City Municipal Boundary
- Central City Growth Area
- USFS
- State Owned Land (Golden Gate Canyon Park)
- BLM
- Existing Primary Roadways
- Existing Secondary Roadways
- Existing Rail beds
  
- Proposed:**
- Residential Villages
- Residential Mixed-Use Villages
- Gaming/Mixed-Use
- Gregory St. Gaming/Mixed-Use
- Commercial/Mixed-Use
- Civic/Cultural Use
- Public Open Space
- Environmental Character Preservation (ECP)
- Points of Interest
- Trails on Old Mining Trails & Rail Beds
- Trail Connections on New Routes
- New and Improved Roads

Note:  
Boundaries for Golden Gate Canyon State Park, BLM and USFS lands, City boundaries are approximate and intended for planning purposes only. This map is not to be relied upon for survey standard accuracy. Trails identified per City of Black Hawk Public Open Space and Heritage Master Plan, Sept. 2003.

November 10, 2004



ED&A

16 MILES TO IDAHO SPRINGS



# COMPREHENSIVE PLAN

BLACK HAWK, COLORADO

## MAP IV.2 CITY OF BLACK HAWK PREFERRED LAND USE PLAN



### LEGEND

- Black Hawk Municipal Boundary
- Central City Municipal Boundary
- Golden Gate Canyon State Park
- Geologic Features
- Primary Gaming District
- Secondary Gaming District

### Proposed:

- Residential Villages
- Residential Mixed-Use Villages
- Gaming/Mixed-Use
- Commercial/Mixed-Use
- Gregory St. Gaming/Mixed-Use
- Civic/Cultural Use
- Vacant/Underutilized Site
- Public Open Space
- Environmental Character Preservation (ECP)
- Points of Interest/Tourist Attractions
- Trails on Old Mining Trails & Rail Beds
- Trail Connections on New Routes
- New and Improved Roads
- City Gateways
- Streetscape Improvements

Note:  
Boundaries for Golden Gate Canyon State Park, BLM land, and the City of Black Hawk are approximate and intended for planning purposes only. This map is not to be relied upon for survey standard accuracy.



November 10, 2004



EDAW



Narrow parcels south of the City limits, but within the growth area, adjacent to Clear Creek have been identified for commercial uses that would serve Black Hawk residents and visitors. Uses within this designation might include: hotels, restaurants, small inns, a gas station, and a convenience store. The Plan has identified approximately 43 acres of land within the City and the growth area to be designated as commercial/mixed-use.

### **Civic/Cultural Use**

The Civic/Cultural Use designation includes public facility sites as well as cultural heritage resources within the City. The civic uses identified total approximately 5 acres and are comprised of the relocated Post Office, the planned Public Works facility, and the consolidated municipal facilities site located north of the gaming district on SH 119. The Plan identifies specific culturally significant sites to capitalize on, attractions that, if restored, will expand Black Hawk's economic and tourism program.

A few of the unique heritage resources the Plan recognizes include: the Bobtail Mine, the historic school house and church, the Polar Star Mill, and the Gregory Mine. The Plan also proposes the location of three gateway elements/features that announce arrival into Black Hawk from the north, south, and west. Gateway features may be accomplished through landscape gestures, signage, architecture, and/or a visitor's attraction, etc. The reuse of the existing sewage treatment facility, located within the primary gaming district, is proposed to be a quality gateway development that would include a visitor's center/public use on a portion of the site.

### **Environmental Character Preservation**

The Environmental Character Preservation (ECP) designation on the Land Use map encompasses land to be reserved as natural open space. The Plan recognizes these areas as privately owned; however, it is preferred these mountain lands remain undeveloped with the exception of restricted single-family detached residential development instances (based on topography capability for development). In the instance of a private owner wishing to develop his/her property, two types of conservation methods could be employed in the ECP category including: a traditional conservation easements and trail easements. One is the more traditional easement that converts the remaining, undeveloped piece of land into conservation lands that precludes any development from occurring in the future. This approach simultaneously preserves the mountain lands and significant open space while also allowing landowners viable residential uses on their land. The second is an easement for trail access across and between private properties. In the City's effort to complete an interconnected, comprehensive trail system, an easement that allows trails to pass through and between private properties will be necessary. The ECP areas are primarily concentrated around Maryland Mountain, Dory Hill Road, and north of Gregory and Signal Hills.



## **D. TRANSPORT INFRASTRUCTURE**

### **Highways and Roadways**

The CDOT improvements to SH 119, between Gregory and Mill Streets, have alleviated some of the pressures put on key intersections in the City. The future widening of SH 119 between Mill Street and the south City limits, proposed in the 2000 Transportation Plan, would allow for an 8% growth in traffic through this area.

The Plan proposes three new/improved roads within the Black Hawk growth area. First, Lake Gulch road would be improved to provide access to Russell Gulch and SH 119. Although the IGA prohibits any Black Hawk connection to this new entrance into the area, it is strongly recommended that the City actively pursue opportunities to provide this new connection. This connection would give any new development that might occur at Gregory Hill (Miner's Mesa) and Gold Mountain Villages an alternate route to the current Miner's Mesa Road as well as increase fire access/safety to those areas.

The second new street would stem off Chase Street to the west, hug the mountainside and ultimately connect to Upper Apex Road. This new road is identified as a narrow, scenic road that would provide one access route to the Black Hawk Mountain Park and to a potential privately owned recreation facility (potentially an equestrian center) near Quartz Valley. Lastly, the third new street would provide access to Black Hawk Mountain Park from SH 119, ultimately connecting to the scenic route that stems off Chase Street. The steep slope at the proposed SH 119 intersection would require this road to switch back up the mountainside.

In addition, the Plan recognizes the importance of Dory Hill Road and the potential traffic volume it could carry if new residential development occurs north of the city in the growth area. Consequently, the Plan proposes Dory Hill be improved and paved if such development occurs.

### **Transit**

The planned Central City-Black Hawk trolley service, expected to be operational in spring of 2005, will serve all visitors to the area as well as local residents. The existing, local employee bus services will continue to shuttle the residents to and from the casinos and their homes. The thirteen commuter/charter buses that service the City will continue to bring visitors from the Denver metro area. Ridership is expected to increase over the next 10 years to soften the burden on SH 119 as traffic congestion increases. It is recommended the City explore opportunities to expand the regional transportation network to include a shuttle service to/from Denver International Airport to attract more overnight and weekend visitors.



### **Bikeways**

The mountain bike and trail system that traverses the City, the growth area, and the County reflects those explored in the Open Space Plan. The City's natural trail system, the rail beds of the C & S and Gilpin Tramway, provides the framework from which initial, conceptual trail alignments were developed. Additional, informal interpretive trails and general recreational paths are proposed to complete the trail network, to make it an entire interconnected system. The proposed trail system is the physical amenity that will tie existing and new neighborhoods together. Because certain lands within the City and the growth area have been identified as hazardous zones due to abandoned mines and possibility for catastrophic subsidence, trails in these areas should be examined carefully and constructed in coordination with the Colorado Division of Minerals and Geology.

## **E. UTILITY INFRASTRUCTURE**

Black Hawk's high elevation and steep slopes create infrastructure constraints for new development on the mesas within the City and the growth area. The natural topography causes the utility infrastructure to be extremely costly (estimated to be 3.5 times more expensive than traditional development) to the developer and in some cases may prohibit development from occurring. It is recommended the City explore opportunities to share or help finance the cost of constructing utility infrastructure for new development to attract desirable land uses.

### **Water**

The planned Chase Gulch Reservoir expansion or new reservoir project will serve Black Hawk's planned and expected growth. The feasibility study and specific reservoir project identification will be completed when Black Hawk's population projections are defined and a water usage study is completed. All new development is expected to provide the adequate water mains and laterals to serve the planned development and to connect to the City's main water system.

### **Sanitary Sewer**

The sanitary sewer facility relocation south of the city and expansion will accommodate all projected new growth for the City and the growth area. The new facility allowed the services to expand by 50% and will contain a 2 million gallon storage tank on the 40 acre site. The new treatment plant will be operational in March 2005.

### **Electrical/Gas**

The existing Xcel electrical and gas line infrastructure within the Main Street right-of-way and along Gregory Street will only accommodate new development in the downtown. The existing infrastructure is at a 55% capacity and at the current rate of growth in the area, is expected to be



at capacity in 2007 or 2008 at which time new infrastructure will have to be installed or will have to come from another source.

For new development outside the areas that currently have electrical and gas service, the developer is responsible for providing the adequate infrastructure to meet the needs of the planned growth. The developer pays the infrastructure costs while Xcel Energy constructs the necessary lines; however, the developers receive a construction allowance or a refund based on the land use and energy consumption over time.

### **Phone/Cable**

Qwest provides basic telephone service and T-1 cable internet to Black Hawk, and Verizon and AT&T provide cellular services. There are telecommunication lines within the Main Street and some residential streets' rights-of-way. The existing phone and cable infrastructure is expected to accommodate new residential, hotel space, commercial, and gaming development. The existing one-feed phone line system is expected to convert to a two-loop system based on need and future population growth in the existing urbanized areas. New development outside the urbanized areas, at Miner's Mesa for example, will require a specific evaluation of the existing phone and cable line systems.

## **F. SERVICES**

### **Fire**

The new 10,800 square foot fire station is planned to be relocated to the Municipal complex along SH 119 and will serve Black Hawk, the growth area, and potentially Central City. The relocation of the fire station will also open up the existing 0.3 acre site, adjacent to the Country World lot, for additional gaming development. The existing and the expanded facilities, when constructed, will have the ability to accommodate growth in Black Hawk and its growth area.

### **Police**

The police department will be relocated and consolidated into the new Public Works facility which will give the station an additional 9,000 square feet (a total of 15,000 square feet) of space to meet the spatial needs of its expanding work force. The future Public Works facility will be located north of the City along SH 119 on an approximate 1.9 acre site. A plan to have one central police force for Central City and Black Hawk is being considered. The existing Black Hawk police force will accommodate the limited, projected growth in the area.



### **Schools**

The Gilpin County School, located 3 miles north of Black Hawk, sufficiently serves the County's student population and is planned to continue servicing Black Hawk residents. The current student enrollment is 437 students, including: 222 PreK-5, 100 in Middle School, and 115 in High School. The school's student capacity is 600 and can manage a 27% student population growth. The limited amount of growth projected for the City and the growth area are largely commercial based and do not warrant the need for a new educational facility.

## **G. NATURAL RESOURCES/PARKS/OPEN SPACE**

The approximate 50 acres of Bureau of Land Management land within the Black Hawk municipal boundaries and the 480 acres within the City's growth area are to be transferred to Black Hawk City ownership in fall of 2004 and include much of the Public Open Space designation on the land use plan. A substantial portion of this land is being termed "Black Hawk Mountain Park" which includes much of the open lands in northwestern part of the City's growth area that frame SH 119. This planned park will serve as an informal, green gateway into the City from the north. The substantial open space component to the Plan, largely concentrated around Quartz Valley, will incorporate outdoor uses such as camping and hiking. (The trail network will connect this new Black Hawk Mountain Park with older neighborhoods and downtown Black Hawk.)

A portion of Golden Gate Canyon State Park is located in the Black Hawk growth area as well as within the City limits. The only planned change to the Park's boundary is the State's potential future purchase/swap of the BLM land just east of Black Hawk's municipal boundary and northeast of SH 119. The 12,600 acre park is an amenity the City has planned to capitalize on by providing a trail, a physical link to the state park. The City recently purchased 5.7 acres abutting this state park, just north of Silver Gulch (referred to here as "Black Hawk Gateway Park") to create this connection from the City to the existing state park. Based on discussions with the Colorado State Parks Department during the Open Space and Heritage Plan process, the Parks Department supports Black Hawk's goal of maintaining the public open space connection between Silver Gulch and the state park.

## **H. CHARACTER OF THE BUILT ENVIRONMENT**

The built environment in Black Hawk is very diverse with styles that range from small 2-3 story Italianate commercial architecture to large scale, 400,000 square foot plus casino development. The City's development includes residential, commercial, and civic uses with some buildings dating as far back as the town's inception, in 1870.



All development should reflect Black Hawk's well known character of "the City of Mills." The Development Standards for the City of Black Hawk, completed in 1994, have design criteria for each zoning classification and are referenced here throughout. The plan also recommends an update to the City's design standards due to the large-scaled gaming development and casino character along the southern portion of Main Street. To ensure the quality and type of development the City desires, all development plans and building designs are currently and will continue to be reviewed by the Historic and Architectural Review Committee, based on existing or future design standards.

### **Residential Villages**

The existing residential villages are among some of the oldest areas in Black Hawk and have remained intact, limiting out of scale and character development. These areas should only allow single family development that respects the existing residential character and follows the design standards currently set for the Historic and Rural Residential districts. Architectural styles in residential villages should continue to reflect the Cottage and Victorian architecture that exists today.

### **Residential/Mixed Use**

These areas should contain primarily residential uses of low to medium density with a compliment of commercial uses. Each new development in this land use category should follow the strict design standards set for Rural Residential, Commercial/Business Services, and/or Hillside Development Mixed-use districts, as applicable.

### **Gaming Mixed-Use**

The primary gaming district that frames SH 119 should continue to develop as it has since the gaming legislation passed in 1990. This area is to be maintained as gaming with large overall building mass and heights, but retain the historically significant mill appearance. New development in the primary gaming district should follow the design standards set for Transitional Gaming, Commercial Core Gaming, Planned Unit Developments, and the Millsite Gaming districts.

### **Gregory Street Gaming/Mixed-Use**

The area's rich history is reflected in the small 2-3 story Italianate commercial architecture straddling the length of Gregory Street. The character of this corridor should remain intact and new development, as well as the relocation and rehabilitation of historic buildings, should follow the strict design standards currently set for the Commercial Core Gaming District.

It is paramount that the City enforce design guidelines in this district to prevent the loss of its cultural heritage and 'sense of place.' As large-scale casino development envelops the gaming



district, the City should strive to protect the historic vernacular and character of this center within Black Hawk. The unique architectural style and scale of buildings found in this secondary gaming district should be maintained and not displaced by the large-scale type of buildings that have developed along Main Street in the primary gaming district during the last decade.

### **Commercial/Mixed-Use**

These areas should contain primarily commercial uses with a complimentary residential component. Development within this district should follow the design standards set for Commercial/Business Services, Low Intensity Mixed-use, Developing Lands, and Planned Unit Development Districts.

### **Civic/Cultural Use**

Black Hawk's rich history and unique vernacular should be reflected in the architecture and style of the civic/cultural buildings. New development should have prominent architectural features such as tower elements, building recesses and plazas while echoing the character of the Colorado mountain town. The new sewage treatment plant is an appropriately designed and constructed facility that fits within context, a principle every civic/quasi-public/institutional type use should follow.



## V. PRINCIPLES, POLICIES, AND IMPLEMENTATION

The principles and policies for the Comprehensive Plan translate the Plan's vision into reality. These principles will guide consensus building and decision making for the Comprehensive Plan, and will be the basis for the implementation of the vision for the future of Black Hawk. A principle is defined as a general or fundamental rule, doctrine, or assumption; a policy is defined as a definite course or method of action to guide and determine present and future decisions.

Finally, each principle and related policies are followed by specific actions, where appropriate, to be utilized by community leaders in implementing the 2025 vision for the community.

The principles, policies, and actions are divided into seven categories: economic sustainability and tourism, land use, transportation, utility infrastructure, services, natural resources/parks and open space/open lands, and community character.

### A. ECONOMIC SUSTAINABILITY & TOURISM (EST)

**PRINCIPLE EST-1: Acknowledge gaming is the economic engine that has provided a foundation for Black Hawk in the last decade.**

Policy EST-1.1: Gaming will continue to provide the financial support to institute some of the planned physical and economic improvements in the area.

Action: Continue to support gaming in the community as status-quo, while beginning to support market diversity and the implementation of additional economic amenities for the community, such as hotel rooms, entertainment venues, and the expansion of the trail system and historic tourism attractions.

**PRINCIPLE EST-2: Recognize the value of underutilized and/or vacant lands in the City.**

Policy EST-2.1: Support infill development that follows the growth strategies of Black Hawk and the surrounding areas.

Action: The City should create and maintain a current list of underutilized/vacant lands within the City of Black Hawk for infill reinvestment opportunities.

Action: Identify programs that may bolster infill development, particularly along Gregory Street.

**PRINCIPLE EST-3: Pursue opportunities for diversification of the economy.**

Policy EST-3.1: Attract businesses and economic development that is aimed at supplementing the gaming focus of the community and providing focus for Black Hawk to become a destination resort community while bolstering resident services for Black Hawk, Central City, and Gilpin County.

Action: Study the feasibility in creating a ‘commercial subsidy’ program that would offer incentives for small niche businesses to come into the community, particularly along Gregory Street and within Mountain City. This program might consider items such as: reduced sales taxes, reduced water fees, reduced rents (if city owns the property/improvements), etc.

Action: Work together with other, surrounding government entities to market basic service sectors to establish in the community.

Policy EST-3.2: Begin diversifying the economy by building upon the unique mining, milling, railroads, ranching/wildlife, and Indian heritage of the area.

Action: Work with the owners of Bobtail Mine, or purchase property as appropriate, to secure insurance and institute tours.

Action: Work with the owners of the Polar Star Mill, or purchase property as appropriate, to open this site as a tourist attraction to learn about historic milling through hands-on experience and through a milling museum established on-site.

Action: Work with the owners of the Golden Gilpin Mill to establish this as a tourist attraction and potentially to provide a connection from the north gateway and municipal center up to the future Gilpin Tramway trail

Policy EST-3.3: Protect, enhance, and use structures of historical, geographical, and architectural significance to create special destinations for visitors.

Action: Protect and use the following areas to expand upon and help sustain new heritage tourism within the community:

- Mining Heritage Area: Cooper Gulch
- Railroad Heritage Area: Cooper Gulch
- Ranching/Wildlife Heritage Area: Quartz Valley
- Indian Heritage Area: Signal Hill

Policy EST-3.4: Encourage the development of family activities and facilities, for both residents and visitors, as a means of extending people’s stay in Black Hawk.

Action: Develop seasonal festivals and entertainment for people of all ages.



Action: Identify and consider locations for festivals and special events that may become an annual attraction for the community.

Action: Provide City parks with diversified recreational activities.

Policy EST-3.5: Expand the recreational attractions through camping, bike/pedestrian/hiking/equestrian trails, and an RV park.

Action: Complete detailed planning and design of specific trail alignments.

Action: Develop a joint marketing effort with surrounding government entities.

Policy EST-3.6: Pursue a bus/shuttle service to and from Denver International Airport, Denver Convention Center and other convention related venues to attract more overnight, weekend visitors.

Action: Work with the Black Hawk Gaming Association and public and/or private shuttle/bus companies to establish shuttles to Black Hawk.

**PRINCIPLE EST-4: Recognize and balance infrastructure challenges with opportunities for limited growth and diversification of use in the City and growth area.**

Policy EST-4.1: Establish clear infrastructure plans, phasing, and agreements between the developer and any quasi-public and/or public entity, before any development begins construction.

Policy EST-4.2: Consider aiding in construction of infrastructure and utilities for projects that substantially support the City's vision for economic diversity.

Action: Review the City's funding mechanisms in conjunction with key priority development areas within the community to potentially support such development.

**PRINCIPLE EST-5: Enhance and support the historic tourism opportunities within the City, Growth Area, and surrounding communities.**

Policy EST-5.1: Establish a citywide trail system that connects to a larger regional trail system.

Policy EST-5.2: Develop an interactive/educational trail system to capitalize on the heritage of the area.

Policy EST-5.3: Coordinate tourism efforts, programs, events, and venue marketing with surrounding government entities.



Action: Encourage development of a Chamber of Commerce within Black Hawk and surrounding areas.

Policy EST-5.4: Retain and communicate the living history of the area to the greatest extent possible.

Action: Undertake verbal documentation of the history of the area by videotaping as many elders in the community as possible to retain the history, the stories, and the experiences of Black Hawk.

Action: Create a living history experience through exhibits, brochures, audio/video tapes, walking/driving tours, and/or re-enactments.

**PRINCIPLE EST-6: Historic, cultural, and tourist areas should be preserved, developed, and enhanced to serve as amenities for both residents and visitors.**

Policy EST-6.1: Retain and reuse historic structures wherever feasible

Action: When the municipal complex is built, reuse the historic Church, school, and City Hall buildings. Potential uses may include: the Church as a community use such as a museum; the historic school house potentially as a bed and breakfast; and the existing City Hall as a historic tourism site/visitor's center.

Action: Refer to Actions in EST-3.2.

Policy EST-6.2: Establish a visitor's center in the community.

Action: Establish a short term, temporary visitor's center with restroom facilities while the permanent facility is being planned and constructed. Identify and use existing City owned property for such a facility.

Action: Locate and acquire land for a permanent visitor's center at or near one of the identified gateways of the community.

Action: Begin planning and design of a visitor's center after land is identified.

Action: Refer to the list of Historical Activities in the Public Open Space and Heritage Master Plan, page 35, for an extensive list of activities to plan for and prioritize to expand the heritage tourism in the area and in general diversify the visitor experience.

**PRINCIPLE EST-7: Continue to provide a supportive environment that aids in creating a healthy, diverse and sustainable local economy for businesses and residents.**



Policy EST-7.1: Provide for adequate leadership and focus for diversification and sustainability of the future Black Hawk economy.

Action: Identify the precise job descriptions for the key leadership roles within the community that will be in charge of planning, design, and implementation of Black Hawk's future, including a potential new Director of Economic Development, a potential new Director of Open Space, and a Director of Planning.

Action: Identify whether some of the above mentioned staff positions could overlap or whether these positions warrant a full time position. Identify whether these roles could be consolidated into one or two positions in the short term.

Action: Consider a future Director of Economic Development to manage all aspects of a newly diversified economy in the community, and to work up front in spearheading the diversification.

Policy EST-7.2: Retain and expand existing businesses and create an environment where new businesses can locate.

Policy EST-7.3: Proactively support the continued health of the Gregory Street corridor, encouraging economic diversity through redevelopment and new private investment.

Policy EST-7.4: Be responsive to market opportunities as they occur, maintaining and enhancing Black Hawk's competitive position for economic development that adheres to the community's vision.

Policy EST-7.5: Make strategic public investments to most effectively encourage and assist private investment that responds to the community's vision.

Policy EST-7.6: Recognize the interrelationships of economic development and housing, transportation, parks and open space, and community character.

Policy EST-7.7: Revitalize and reposition the Gregory Street/Mixed-Use District through carefully coordinated and approved infill and redevelopment projects that support the character of this unique street in the community.

Action: Create a map of those vacant and/or underutilized lands to use as a marketing tool.

Action: Work with existing property owners to explore the possibilities of reuse and/or infill opportunities along Gregory Street.



Action: Identify a location along Gregory Street for a city owned and maintained public parking facility that will provide patron parking for businesses along Gregory Street.

Action: Develop mechanisms to ensure that new, locally owned businesses can flourish.

Action: Continue to work with property owners to investigate mechanisms to allow lower property and/or sales tax assessments for those not involved in limited stakes gaming.

Policy EST-7.8: New commercial centers shall provide both visitor and residential services, diversifying the City's economic base.

Policy EST-7.9: Partner with local businesses and residents to identify and pursue opportunities to attract new businesses and develop needed community services.

## **B. LAND USE (LU)**

**PRINCIPLE LU-1: Provide a clear vision, and greater degree of predictability regarding how the City of Black Hawk will develop.**

Policy LU-1.1: The City will maintain and enhance its character and sense of place as defined by each gaming core, open space areas, and a series of mountain villages.

Policy LU-1.2: The Comprehensive Plan should provide over-arching guidance for other policy plans.

Action: Update the current zoning classifications and regulations to reflect the 2025 Comprehensive Plan.

Action: Update the current Design Standards to reflect the existing built environment in the primary Gaming District and the 2025 Comprehensive Plan.

Action: Develop the wording and administration of regulations so they are easily understood by the community and simple to administer.

Action: Provide easy access and download capabilities for the Comprehensive Plan, Zoning Ordinances, Design Standards, and other regulations and guidelines via the City's website.

Policy LU-1.3: Adopted Plans Consistent with the vision of the Comprehensive Plan should be considered when making policy and implementation decisions. These include: the Public



Open Space & Heritage Master Plan; Design Standards; Stormwater Master Plan; and the Transportation Master Plan.

**PRINCIPLE LU-2: New development should contribute to the overall health and vitality of the City.**

Policy LU-2.1: Promote development that respects the history and uniqueness of the community.

Policy LU-2.2: Vacant lands in urbanized areas should be redeveloped with a similar style, density, and overall character to the district it is in.

Action: Utilize the Design Standards for the City of Black Hawk when reviewing all infill development.

Policy LU-2.3: Redevelopment and revitalization of underutilized sites should contribute to the health and character of the City.

Policy LU-2.4: Encourage the development of a variety of commercial, employment, and housing areas.

**PRINCIPLE LU-3: Lands in proximity to commercial areas should be developed at a higher density than residential villages with a mix of residential and commercial uses.**

Policy LU-3.1: Encourage and allow for higher densities to be developed near commercial areas to promote livability.

**PRINCIPLE LU-4: Encourage the orderly annexation of the land within the Black Hawk Growth Area.**

Policy LU-4.1: Review the IGA every four years to assure its message and intent is still in line with the vision, principles, and policies of the Comprehensive Plan.

Policy LU-4.2: Begin a thorough review of the IGA and begin working with other entities four years before the IGA expires.

Action: Consider annexation of land in the Growth Area, based on a potential developer's plans to meet the vision and goals of the City and the ability to provide adequate sewer and water services.



**PRINCIPLE LU-5: Assure that zoning categories, boundaries, and specific language is updated to adhere to the Comprehensive Plan.**

Policy LU-5.1: Maintain an updated Zoning Ordinance and Map that is consistent with the Comprehensive Plan.

Action: Review all existing zoning categories and specific map boundaries to assure continuity with the land use plan. Some categories, boundaries, and/or base permitted uses need to be amended.

**Residential Villages**

**PRINCIPLE LU-6: Preserve the character and integrity of existing residential neighborhoods.**

Policy LU-6.1: The historic nature of existing residential neighborhoods should be preserved through retention and rehabilitation of the existing housing stock and construction of public improvements that support the street's integrity as a local residential street.

**PRINCIPLE LU-7: Promote the development of new residential neighborhoods that provide a range of housing, reflecting the diverse needs of the community.**

Policy LU-7.1: New master planned residential areas within the Residential Village land use category should provide for a diverse mix of housing types and commercial uses.

Policy LU-7.2: Support housing development and redevelopment strategies that provide for a variety of housing types that meet the changing economic, social, and multi-generational needs.

Action: Establish an in-lieu fee program on a project-by-project basis for market-based housing in order for the city to provide such housing for employees in the community to live in the community.

Policy LU-7.3: Encourage the development of well designed, compatible and high-quality residential areas.

**Residential/Mixed-Use Villages**

**PRINCIPLE LU-8: Allow for flexibility within identified, buildable growth areas of the community.**



Policy LU-8.1: The Residential/Mixed-Use Villages should have a high overall percentage of residential lands as a primary use in a village.

Policy LU-8.2: Increase housing choice by exploring strategies that encourage mixed-use and mixed product development.

Policy LU-8.3: Encourage sustainability of developed areas by allowing for a mix of uses as the market warrants.

Policy LU-8.4: Assure walkability within the Residential/Mixed-Use Villages via connected streets, adequate sidewalks, greenbelts, clear and short routes between residential and commercial uses.

Policy LU-8.5: Assure maximum mobility for any new development that takes place in Residential/Mixed-Use Villages in the southern portion of the City and Growth Area by providing connections to the Gregory Street special district as well as trail links that connect to the regional trail system.

### **Gaming/Mixed-Use**

**PRINCIPLE LU-9: Maintain the existing level of development with the overall uses and densities allowed in the primary gaming district as a continued economic engine for Black Hawk.**

Policy LU-9.1: Assure that all development within the Gaming/Mixed-Use development follows the strict architectural standards that are established to support the sense of place and aesthetic desired for Black Hawk.

**PRINCIPLE LU-10: Provide for adequate public or private lands with historic tourism programs to exist within the Gaming/Mixed-Use District.**

Policy LU-10.1: Provide a southern gateway to Black Hawk in or very near to the southern edge of the City limits and consider a visitor's center at that location.

Policy LU-10.2: Provide adequate signage and wayfinding devices (kiosks, maps, interpretive signs) within the Gaming/Mixed-Use District that supports businesses, the transport/shuttle system, recreational and heritage tourism related activities in the community.



**Gregory Street/Mixed-Use**

**PRINCIPLE LU-11: Promote the Gregory Street area as the epicenter, rich in history, within Black Hawk.**

Policy LU-11.1: The Gregory Street/Mixed-Use area will play a support role in the gaming industry of Black Hawk while supporting cultural, retail, employment, and recreational activities as well as residences in the community.

Policy LU-11.2: Demolition of any building along Gregory Street should not occur unless reuse of the building is not possible due to complete disrepair of the existing structure or rehabilitation or relocation is absolutely infeasible.

Policy LU-11.3: Architecture in an appropriate scale and of appropriate materials for new development should be strictly enforced through the provisions of the HARC design standards.

Policy LU-11.4: The development of national chains in this district should be restricted, so as to preserve and support the historic family-owned/niche business environment.

Policy LU-11.5: Promote Mountain City as a viable commercial cluster within the community.

**Commercial/Mixed-Use**

**PRINCIPLE LU-12: Provide areas where larger sized, potentially ‘chain’ type retailers may come into the community.**

Policy LU-12.1: The Commercial/Mixed-Use villages are intended to have a higher overall percentage of commercial lands as a primary use. Residential uses are intended to be a secondary use in this land use category. Hospitality type uses such as hotels and bed and breakfasts would be allowed.

Policy LU-12.2: Allow vertical mixed-use development to occur in Commercial/Mixed-Use Districts.



**Civic/Cultural Use**

**PRINCIPLE LU-13: Recognize the importance of civic structures in the community.**

Policy LU-13.1: Any new publicly financed public facility should be constructed so as to reflect the historic civic architecture of existing government buildings within Black Hawk.

Policy LU-13.2: The new municipal facility will help to establish a civic heart within the City.

Policy LU-13.3: Retain existing/historic public resources for adaptive reuse.

**Environmental Character Preservation**

**Principle LU-14: The Environmental Character Preservation (ECP) designation provides for private residential use of typically steep, mountainous terrain lands while reserving much of these unique areas in the community as open lands.**

Policy LU-14.1: Continue to allow for residential and other limited uses on private land in sensitive areas of the community.

**C. TRANSPORTATION (T)**

Action: Update and/or amend the 2000 Transportation Plan and adopt it as a supporting document to the Comprehensive Plan.

**PRINCIPLE T-1: Expand the regional transportation system to alleviate pressures put on SH 119 as growth and traffic congestion increases.**

Policy T-1.1: Widen SH 119 at key locations.

Action: Work with Colorado Department of Transportation (CDOT) and owner/developer of the Jackpot Springs site to widen SH 119 per the recommendation in the 2000 Transportation Plan.

Action: Widen SH 119 to a 4-5 lane section from the existing improved section south to the City limits per the 2000 Transportation Plan.

Policy T-1.2: Work with all the Casinos to promote and expand a commuting program with all employees to either take the coach busses, or carpool via other means to reduce



individual trips, ultimately lowering environmental emissions and retaining more efficiency on SH 119.

Policy T-1.3: Continue to coordinate with Denver and Boulder metro area's public and private transit operators to provide additional modes of transportation to better access these markets.

Policy T-1.4: Continue to work with the Black Hawk Casino Association to develop optimal loading points for shuttle service and for valet parking.

Policy T-1.5: Consider 24-hour gaming activity to reduce peak hour traffic congestion in the gaming core and along SH 119.

**PRINCIPLE T-2: Upgrade and add to the existing pedestrian and vehicular circulation facilities for improved pedestrian and vehicular safety and traffic flow.**

Policy T-2.1: Complete other needed City of Black Hawk street/traffic improvements.

Action: Complete the Bobtail Road street improvements by 2008.

Action: Begin planning and design of a new rural section Black Hawk Mountain Park access road from SH 119. Implement the road in conjunction with trail and camping improvements to the new Park once the land is formally transferred from the Bureau of Land Management.

Action: Continue to maintain and update the City's master controller system to be able to best modify system movements as necessary to alleviate congestion.

Action: Implement signalization/intersection improvements as identified in the 2000 Transportation Plan.

Action: Reconfigure the Chase Street/SH 119 intersection.

Action: Continue to enforce street development standards for new growth in the community.

Action: Acquire adequate rights-of-way, to the extent possible, for proposed public access roads within the City and the Growth Area.

Action: Continue to work with CDOT to maintain SH 119 north of Black Hawk as a scenic by-way.



Action: Improve Lake Gulch and Dory Hill Roads, as needed, to accommodate projected traffic growth.

Policy T-2.2: Encourage the development of pedestrian walkways, with a priority on sidewalks and creek-side walkways in the existing developed areas of the City.

Action: Build a pedestrian overpass over SH 119 that connects the four corner casinos at the Richman Street intersection.

Action: Complete the pedestrian/sidewalk improvements along SH 119 between Selak Street to the edge of the Gaming District as identified in the 2000 Transportation Plan, and continue such improvements along the north edge of SH 119 to the new Municipal Facility site.

Action: Consider the creation of a pedestrian bridge over Gregory Street that would connect from Bobtail Road over to Church Street, and include a vertical lift element to transport individuals to Gregory Street. This bridge would generally align with the historic Colorado & Southern Railroad trestle alignment and should be designed and constructed to play up on the character of the historic element.

Policy T-2.3: Upgrade and maintain the City's internal shuttle bus system to keep up with increasing demand.

Action: Extend the shuttle bus service further south along Main Street to avoid patrons from driving to the Jackpot Springs Casino and increasing in-town traffic.

Action: Extend the shuttle service route to the east of SH 119 (with stops at the P.O., the Red Dolly, and Central City) to reduce pedestrian activity, therefore, reducing the pedestrian accident potential.

Action: Develop shuttle stops for residential areas at the edge of existing and new neighborhoods.

Policy T-2.4: Explore the development of additional transit nodes and transit facilities that would cater to the regional and local transit riders.

Action: Work with the Colorado Transportation Incorporated, Peoples Choice, and Coach USA to establish routes.

Action: Encourage the establishment of a transit center somewhere near Golden that would provide for transfers, and an adequate park-n-ride facility. Perhaps shorter bus shuttles could run on a regular basis between such transit center and Black Hawk to encourage reduced trips on SH 119.



Policy T-2.5: Replace the existing pedestrian signal heads with the new technology, “countdown” pedestrian heads where needed.

Policy T-2.6: Install adequate pedestrian signage at notable intersections to caution motorists of pedestrian movement.

Policy T-2.7: Enforce setback requirements to ensure adequate visibility at intersections.

**PRINCIPLE T-3: Manage the amount of automobile traffic in the core area.**

Policy T-3.1: Continue to expand City-controlled parking, to provide a full range of parking options for the visitors and Black Hawk residents.

Action: Maintain clear stripe on-street parking on the south side of Gregory Street, generally in front of Mountain City, per the 2000 Transportation Plan.

Policy T-3.2: Maintain the fully coordinated intersection signal system to ensure a fluid traffic flow and adequate traffic operations.

Policy T-3.3: Improve the existing traffic signal system in the City as growth occurs to include new technology.

Policy T-3.4: Continue to require the adequate amount of parking for all new development.

Policy T-3.5: Consider a gondola or similar technology connection from Gregory Village to the Main Street and Gregory Street areas to alleviate some vehicular traffic movement through the area.

Policy T-3.6: To alleviate pressure on Main Street encourage use of Bobtail as a secondary north/south collector.

**PRINCIPLE T-4: Phase road construction and street improvements to minimize impacts on businesses and traffic flow.**

Policy T-4.1: Phase the widening of SH 119 to minimize disruption to traffic flow.

Policy T-4.2: Phase streetscape improvements on Gregory Street to minimize disruption along the street.



Policy T-4.3: Plan for and phase construction of a connector road from the Gregory Hill area to the south so as to provide emergency egress options for development in and around the Gregory Hill, Gold Mountain, and Lake Gulch areas.

## **D. UTILITY INFRASTRUCTURE (UI)**

**PRINCIPLE UI-1: Ensure all new development will pay its own way and will not create a financial burden for existing long-term residences.**

Policy UI-1.1: Explore contractual and/or financing mechanisms to ensure the equitable financial participation of project developers in the construction of infrastructure, as appropriate.

**PRINCIPLE UI-2: Supply the adequate amounts of utilities in a reliable, economical, and environmentally acceptable manner.**

Policy UI-2.1: Ensure there is a sufficient and healthy water supply available to meet the needs of existing residences as well as future growth in Black Hawk.

Policy UI-2.2: The City will fully develop and utilize its existing water rights, and pursue the acquisition of additional rights for projected future needs.

Policy UI-2.3: Encourage potable water conservation.

Policy UI-2.4: Encourage energy conservation practices and independent energy systems in the City.

Action: Strengthen the coordination and exchange of information between the Sanitation District and Black Hawk to ensure that adequate facilities are available to service new development.

Action: Coordinate the planning of Black Hawk's public facilities needs with those of the area and with those of local clubs and organizations to ensure the most efficient use of resources.

Action: Increase charges for services as the cost of providing them increases.

Action: Establish a basis for determining the incremental costs of providing public infrastructure and services to new development, to ensure that each new project bears its fair share of these costs.



Action: Create an area-wide, long range contingency plan for utility supply.

Policy UI-2.5: Work closely with the Sanitation District.

Action: Work closely with the Sanitation District during closure, decommissioning and disassembling of the existing sewage treatment plant site in order to prep it for sale and development, and to construct the Main Street extension.

Action: Implement a water master plan to be consistent with the Comprehensive Plan.

**PRINCIPLE UI-3: Maintain the capital improvement program to provide for orderly and economical growth of services and facilities to meet the demands of planned development.**

Policy UI-3.1: The City's capital improvement program will give priority to improvements that resolve the most immediate problems in maintaining public health, safety, and welfare.

Action: Establish a 5-year Capital Improvement Program to follow and complete projects.

Action: Update the Capital Improvement Program once a year to identify the appropriate budgets and timelines of all planned projects.

**E. SERVICES (SVC)**

**PRINCIPLE SVC-1: Ensure Black Hawk residences have access to the necessary health and emergency medical services.**

**PRINCIPLE SVC-2: Ensure that public service providers are responsive to citizens' needs.**

**PRINCIPLE SVC-3: Ensure that residents have access to necessary fire safety services.**

**F. NATURAL RESOURCES/PARKS AND OPEN SPACE/OPEN LANDS (NOP)**

Action: Update and/or amend the 2003 Public Open Space and Heritage Master Plan and adopt it as a supporting document to the Comprehensive Plan.



**PRINCIPLE NOP-1: Integrate, preserve and enhance the City's natural and scenic resources.**

Policy NOP-1.1: Open Space and Environmental Character Preservation lands shall protect the unique and significant natural features in the area; namely the steep topography and general mountain atmosphere.

Action: Protect the Quartz Valley, Cooper Gulch, Chase Gulch Reservoir, Signal Hill, and Maryland Mountain areas to protect wildlife, the ranching heritage, scenic meadows, and geological formations.

Action: Pursue grant funding.

Action: Work with other entities, including Gilpin County, Central City, State Parks, US Forest Service, and BLM to establish a comprehensive open space plan.

Action: Protect the natural viewshed immediately north of SH 119 between Silver Gulch and Dory Hill Road and west of the Jackpot Springs casino site west to the Marchant Street neighborhood area. In addition, protect the west natural hillside above the Golden Gilpin Working Mill site, and the natural hillsides on both the east and west sides of SH 119 north of the municipal center site north to the Black Hawk Growth Area boundary.

Action: Establish a viewshed conservation easements for these areas to be protected within the community.

Policy NOP-1.2: Open space will provide opportunities for appropriate recreational activities.

Policy NOP-1.3: Provide open space areas and short easy trails close to developed neighborhoods to provide nearby trailhead opportunities for residents.

Action: Plan for and implement three close-in open space areas, to include:

- Silver Hill South: southern end of the Silver Hill ridge will provide open space and trails close to the homes in the area north and east of SH 119, between the proposed Municipal Center and Public Works facility site and the trailhead near the existing water treatment plant.
- Miner's Mesa North Slope: the steep slopes of downtown and the Signal Hill area will be preserved as a visual backdrop to the City; to provide nearby open space to residents, employees and visitors to the Main Street and lower Gregory Gulch areas; and to protect the Indian heritage around Signal Hill. This area includes the abandoned Colorado and Southern Railroad grade, and this will be developed as a trail.



- Cooper Gulch: Cooper Gulch will be protected as open space to preserve the area's invaluable mining heritage. Existing structures will be restored and other buildings may be reconstructed, all of which would be used for interpretation of historic mining events and activities in the 1860-1880 era. As on Maryland Mountain, hazardous areas have been identified in Cooper Gulch due to abandoned mines and the potential for catastrophic subsidence. Trails in this area will be located and designed in consultation with the Colorado Division of Minerals and Geology and local miners. Specialized trail construction may be necessary, including use of boardwalks, fencing, and signing. Cooper Gulch will also be the focus of protecting and interpreting Black Hawk's railroad heritage, through trail development on the Colorado and Southern Railroad grade and potential development of a railroad depot and museum.

Policy NOP-1.4: Protect larger areas of open space as a wildlife refuge north of downtown.

Action: Continue the land swap between the Bureau of Land Management and City of Black Hawk that would provide additional Black Hawk Open Space within the current Elk migration pattern, including the Silver Hill area and Missouri Falls.

Policy NOP-1.5: Use a variety of tools to preserve open space/land including fee simple acquisition, conservation easements, fee in lieu of, donations, trail easements, and other methods.

Action: Create a specific open space, trails, and environmental character preservation implementation plan that specifies which mechanisms will be best suited for implementation of systems and protection of various lands.

**PRINCIPLE NOP-2: Open space will promote the unique identity of Black Hawk by preserving and promoting the history and culture of the area.**

Policy NOP-2.1: Use open space to protect and interpret four distinctive heritage components of Black Hawk: mining, railroads, ranching/wildlife, and Native Americans.

Policy NOP-2.2: Preserve passive open space areas that help to retain the mountain character of Black Hawk.

Policy NOP-2.3: Open space and other natural features will create a scenic entrance way into Black Hawk. Protect the existing natural characteristics of the Black Hawk Mountain Park lands as a gateway from the north and lands bordering SH 119 as an entrance from the south.



**PRINCIPLE NOP-3: Create a comprehensive system of open space and trails that provides for passive and active linkages.**

Policy NOP-3.1: Provide for adequate leadership and focus for establishment and maintenance of this new system in the community.

Action: Consider establishment of a Director of Open Space position within the community to spearhead all planning, design, implementation, and maintenance of the open space system. This Director should work hand in hand with the Manager of Public Works, the Planning Director, and a new Director of Economic Development.

Action: Adequately staff the Open Space department as growth of the system occurs.

Policy NOP-3.2: Improve overall community aesthetics and amenities by creating landscaped trails, parks, and walkways, and landscaping visual corridors.

Action: Create a typology guide for amenity areas that identifies the specific level of finishes, amenities, type, and look for the various components of Black Hawk's future systems of trails, parks, walkways, and prominent streetscapes.

Policy NOP-3.3: Continue planning and design of the Black Hawk trail system.

Action: Continue to pursue state and federal funding for planning, design, and implementation of the trail system.

Action: Implement sidewalk and creek-side walk improvements as identified in the transportation section.

Action: Consider developing a variety of trails, including:

- General Hill Country trail system north and west of SH 119. This trail system will have to be closely planned, and the City will have to work with private land owners in some instances to perhaps establish conservation easements across such property in order to establish a contiguous trail system.
- The North Clear Creek and Gregory Gulch Trails will be extended and improved to provide a continuous trail connection through the urbanized areas of Black Hawk and then connect to the Clear Creek Canyon trail to the south of Black Hawk and to trails within Central City to the north along Gregory Gulch.
- the Colorado and Southern Railroad grade,
- connections to Golden Gate Canyon State Park via Black Hawk Gateway Park.



- the Gilpin Tramway bed trail (later phase implementation after stabilization and other safety improvements are in place – refer to the Public Open Space and Heritage Master Plan, page 24)

Action: Identify those trail components that may need to connect across private property that would require open space easements. Begin discussions with affected property owners.

Action: Work closely with the Colorado Division of Minerals and Geology to identify appropriate trail locations and to make the abandoned mines safer to the general public.

Action: Complete a specific Park Plan for Black Hawk Mountain Park to include: equestrian trails, pedestrian/bike trails, potential camp site locations, and potential road/access alignments into and through the park.

Policy NOP-3.4: Work cooperatively with other, surrounding government entities on open space, trails, and a people-mover system to the advantage of both communities.

Policy NOP-3.5: Require a percentage of open space per development site or an in-lieu-fee for the purchase, construction, and maintenance of adequate formal and informal open space in the community.

## **G. COMMUNITY CHARACTER (CC)**

**PRINCIPLE CC-1: Design standards will promote community identity, cohesive development styles, and civic pride.**

Policy CC-1.1: Continue to enforce design standards in each district to prevent the loss of the City's cultural heritage, mill character, and sense of place.

Policy CC-1.2: Development in the area should maintain and reflect the mountain surroundings through architecture, coloring, and landscaping that blend into the mountain environment.

Policy CC-1.3: The Gregory Street area, existing historic residential areas, the gaming areas, and rural development zones should each maintain their own coordinated, cohesive look based on their architectural style, context, and/or use typology.



Policy CC-1.4: Development outside of the gaming districts should occur in such a manner that respects the mountain lifestyles of existing and future residents of Black Hawk and seamlessly integrate into its surroundings.

Policy CC-1.5: Encourage and assist the local historic society/HARC to work with other groups with similar interests to identify properties which are of particular historic significance.

Policy CC-1.6: The City will encourage and assist in the preservation of those properties of greatest significance to the historic society/HARC and to the general public.

Action: Continue to update the City's historic and architectural guidelines as needed.

Action: Identify endangered historic resources that require preservation funds, and utilize the gaming-related proceeds available to the City of Black Hawk from the Historical Preservation and Properties program, to ensure that unique properties are maintained.

**PRINCIPLE CC-2: Preserve, protect, and enhance the structures that represent historic, cultural, geographical, or architectural elements of the City's heritage.**

Policy CC-2.1: Work with the private sector to restore and reuse historically significant buildings.

Policy CC-2.2: Retain historic structures in their existing/original location whenever possible so as not to destroy the historic structures' context.

Policy CC-2.3: When historic structures absolutely must be displaced, the building should be relocated to an appropriate setting in a similar context.

**PRINCIPLE CC-3: Assure, enhance, and promote walkability in the core areas of the community.**

Policy CC-3.1: Promote alternative transit modes, primarily on foot and via shuttle, within the core areas of the City.

Policy CC-3.2: Attractive streetscapes will add to the pedestrian environment and will encourage pedestrian activity.

Policy CC-3.3: Improve the pedestrian environment on Gregory Street through streetscape improvements and signage programs.



Action: Complete a specific streetscape plan for Gregory Street that includes: street trees, a signage program, upgraded sidewalks, crosswalks, shuttle stop locations, and historic street lights.

Action: Continue and promote subsidy programs for streetscape improvements that offer property owners a no interest loan to be repaid over five years.

Policy CC-3.4: Establish street beautification programs to display the City’s cultural heritage through signs, banners, and a lighting system.

Policy CC-3.5: Provide clear wayfinding systems and shuttle stop locations to support us of alternative modes of transportation.

**PRINCIPLE CC-4: Support public art programs (such as the sculpture program) to reinforce the city’s identity.**

Policy CC-4.1: Continue the existing sculpture program.

Action: Provide additional sculptures at the newly identified City Gateways.

Policy CC-4.2: Add a requirement for public art per development or a fee-in-lieu of to assure a continued initiative of providing for art in the community.

**PRINCIPLE CC-5: Attractive gateways will define major entries and reinforce a sense of identity for Black Hawk.**

Policy CC-5.1: Acknowledge three gateways into the community: from the north along SH 119 at the future Municipal facilities site, from the south along SH 119 at the southern City boundary; and from the west gateway into the community at the Central City/Black Hawk boundary.

Action: Duplicate the Black Hawk statue, feature as a gateway to the community from the north by establishing a clear northern gateway into the community at the future Black Hawk Mountain Park; on property downstream from the existing sewage treatment plant site; and from the west along Gregory Street.

Action: Develop a gateway program that includes gateway feature design and specific locations for the three sites identified. Also utilize these gateways as trailheads.



**PRINCIPLE CC-6: The design and maintenance of our public spaces, streets, trails, and landscaped areas will enhance the unique identity and beauty of Black Hawk.**

Policy CC-6.1: Ensure a high level of design be met up front to reduce to maintenance requirements in the future.

Policy CC-6.2: Enforce regular maintenance through an identified, adequate budget and clear, standard maintenances practices.

Action: Pursue funding from government sponsored grant programs for transit (e.g. a Gondola) and pedestrian realm improvements.

**PRINCIPLE CC-7: Promote development which perpetuates historic land use patterns throughout Black Hawk, and the surrounding lands in the County.**

Policy CC-7.1: Development should respect and retain the natural topography to the greatest extent possible.