



**ENVISIONING
REDEVELOPMENT
IN
DILLON**

**TOWN OF DILLON, CO
MEGHAN BOYDSTON
UNIVERSITY OF
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Executive Summary

The objective of this Capstone Project is to provide the Town of Dillon a framework to guide its community engagement and redevelopment. This project is timely because the Town of Dillon has an opportunity to integrate the community's feedback into the Comprehensive Plan and the redevelopment of the 1.59 acres of the Core Area. A robust community engagement process is recommended based on the scale of redevelopment that is being considered and the amount of time that has passed since the public's feedback has been integrated into the Comprehensive Plan. Dillon's guiding documents reflect many goals for the town's future as it undergoes redevelopment, such as actively pursue tourism and welcome guests, enhancing views from public spaces, diversifying land uses, increasing density and walkability, improving the appearance of the town, and diversifying and expanding the tax base.

Dillon is among the Colorado towns that transformed from resource-extraction based economy to a tourism-based economy as I-70 provided greater access to

the once hard to reach locale. Along with tourists, second homeowners moved to Dillon based on an attraction to its natural features, and may have interests and aspirations that are different than the full-time residents. As Dillon changes and redevelops, it must be intentional to maintain authentic experiences and a unique identity to maintain its tourist base. Dillon's downtown or Core Area may be the most beneficial place to focus resources and planning efforts as it could serve many stakeholders and user groups. Following the disastrous consequences of top-down land use decisions in the urban renewal period, community-centered land use decision making has become the norm and has proved to result in higher quality and more beneficial land use outcomes. Community engagement may be challenging in a town with such diverse stakeholders, but Dillon can look to academic literature and best practices to create a unique community engagement plan informed by the town's existing conditions and goals.

The methodology for this project focused on collecting data to create visuals and models to illustrate the concepts in the

Town of Dillon Comprehensive Plan and zoning code, and to guide the discourse throughout the community engagement process. The demographic analysis was completed with data collected from the U.S. Census Bureau and showed that Dillon's racial composition is mostly white, with 21% identifying as Hispanic and Latino. The town is very educated, with 53% having attained a Bachelor's degree and the majority are middle-class and tend to be in older age ranges.

A walk audit was completed to understand the town from the pedestrian's perspective and to inform pedestrian-scale recommendations. The walk audit results revealed many inadequate facilities with safety and comfort issues for pedestrians. Lake Dillon Drive was studied through measurements, resulting in a determination that the street does not currently have adequate protections for bicyclists and pedestrians. An analysis was completed to provide a model for an improved and redesigned street that would better accommodate pedestrians and bicyclists.

A viewshed analysis was completed from

valued observation points in public spaces and a model was created for four scenarios: no development, existing conditions, zoning buildout, and development with no constraints. The results showed that most valued observation points were on the perimeter of the Core Area. The current zoning buildout did not differ much from existing conditions, and it didn't drastically affect viewsheds or change the character of the town. Dillon could accommodate additional density but should be cautious about PUDs that allow additional height above zoning.

A community engagement plan was created for the Town of Dillon, informed by research into past efforts in Dillon, academic literature and best practices from case studies. This included an analysis of the pros and cons of six tactics for community engagement, which weighed their potential to elicit feedback from each of the town's thirteen stakeholder groups. A roadmap for Dillon's community engagement was created with four steps in addition to high level questions that should be answered through these processes. The recommended techniques are: participa-



tory mapping, surveys, viewshed analysis public process, mobile planning unit, online participatory tools. The road map's four steps are as follows:

1. Discover the community pulse.
2. Determine viewsheds from public spaces that should be enhanced.
3. Find out how Dillon should increase mobility and multimodal options.
4. Gather Community Priorities for investment.

In conclusion, The Town of Dillon has a unique opportunity to engage with the community to gather high quality public feedback that gives town officials the opportunity to plan a future for Dillon that will incorporate the vision of the majority of stakeholders. Redevelopment may also give Dillon the opportunity to pursue goals set forth in the Comprehensive Plan, and community engagement will help provide clarity to the priorities for these projects. With a commitment to including the community in the redevelopment process and in planning efforts, the Town of Dillon will be able to create an outcome that benefits all.

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INTRODUCTION

INTRO DILLON

The objective of this Capstone Project is to provide the Town of Dillon a framework to guide its community engagement and redevelopment. This project will assist the town in producing a Comprehensive Plan that reflects the community's values and goals and with initiating community informed redevelopment. This Capstone Project will include a viewshed analysis, community engagement plan and illustrations of the concepts outlined in the Town of Dillon Comprehensive Plan and zoning code, with the aim of enabling higher level of understanding of the town's goals for the future. The viewshed analysis includes models and maps to provide a basis of understanding of the effect that future development could have on viewsheds. Additional illustrations of the concepts in the Comprehensive Plan can be used by the town to facilitate the community engagement process and to guide discussions with developers. Finally, the plan for community engagement will combine theory, methods and best practices to create a road map for the town's future community engagement.

This Capstone Project is timely because the Town of Dillon has an opportunity to integrate the community's feedback into the Comprehensive Plan and the redevelopment of the town. A robust community engagement process is recommended based on the scale of redevelopment that is being considered and the amount of time that has passed since public feedback has been integrated into the Comprehensive Plan. The Town of Dillon plans to redevelop its entire Core Area, a total of 1.594 acres,

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a scale that triggers a higher level of community engagement so that this redevelopment is aligned with community's goals and vision. Redevelopment of this scale will reshape the built environment in Dillon and affect not only the economy but the health, livelihood, and quality of life for its residents. Furthermore, a comprehensive plan that is built on a thorough community engagement process, with participation from all stakeholders, will be the most effective tool for enacting the community's vision through this redevelopment process and for years to come.

To be an effective document, the Town of Dillon municipal government and its citizens must be committed to the Comprehensive Plan. When the plan is reflective of the interests of the community, the citizens will choose to support the plan as the guiding document of the community. Community engagement is an ongoing process, as the demographics shift and priorities many change. Dillon has a unique community comprised of multiple stakeholder groups with differing interests. Engaging with the community and soliciting public input will improve the town's decision making, build trust among the community and assure that the plan continues to reflect the community's concerns.

The town's guiding documents emphasize the importance of tourism and maintaining views of the natural elements surrounding the Town of Dillon. To that end, enhancing views from public spaces is crucial and the urban design of the redevelopment should reflect this goal. Dillon's economy relies heavily on tourism. As Dillon continues to actively pursue tourism and welcome guests, it must be intentional to maintain authentic experiences and a unique identity through the redevelopment.

BACKGROUND

The town has begun to reflect on its goals for future growth and development through a 2009 Urban Renewal Plan, 2013 Revitalization Study, 2013 Parking Study, 2017 Zoning and Subdivision Regulations, 2017 Design Guidelines and 2017 Comprehensive Plan. These documents outline many goals and strategies, including:

- The new development should create a sense of place.
- Dillon should consider leveraging town owned land for a redevelopment or infill project, in partnership with land owners and developers.
- The built environment should provide continuity between the Core Area and other parts of the town along Highway 6.
- Land uses should incorporate civic, commercial, cultural, entertainment and recreational activities.

Recognizing the need to revitalize the Core Area of the town, Dillon formed an urban renewal authority (URA) in 2008.¹ The Core Area includes parcels encompassed by Buffalo Street, La Bonte Street and Lake Dillon Drive, and parcels to the west of Lake Dillon Drive between Highway 6 and Buffalo Street. The URA aims to diversify land uses, increase density and walkability, improve the appearance of the town, and diversify and expand the tax base.² Dillon envisions a unique, dense, and pedestrian Core Area with a mix of retail, commercial and entertainment land uses. The goal of the redevelopment is to establish the Core Area as the community's focal point and to attract visitors and year-round residents to this part of Dillon. The URA intends to provide financial incentives to developers to redevelop the Core Area and help town to realize this vision.³

BACKGROUND



FIGURE 1
CORE AREA IN DILLON
SOURCE: TOWN OF DILLON, M. BOYDSTON



HISTORY AND CONTEXT

It is important to understand the history of towns in Colorado which transformed from a resource-extraction based economy to a tourism-based economy.

These factors shaped the built environment but also the demographics of tourist-based towns. The tourism industry brought second homeowners, whom often have interests and aspirations that are different than the full-time residents. Full-time residents are often proponents of job creation and affordable housing. The second-homeowners may be less focused on affordable housing and job creation and be interested in preservation. These towns must respond to the interests of tourists, on whom their economies rely, while serving the interests of their full-time residents. As towns develop and evolve, they must

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CITIZENS IN DILLON IN 1887
SOURCE: 9NEWS.COM

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maintain authenticity in some form to assure that their town remains a desirable tourist destination. Case studies and academic research provide examples of how the Town of Dillon can strike the delicate balance of growing and evolving to respond to the full-time community's interests while remaining an authentic and desirable tourist destination.

History of Tourism in Dillon and the American West

Dillon was incorporated in 1883 and served as a transportation hub, agricultural supply town and a place for ranchers to let loose and imbibe.⁴ Dillon has moved from its first location three times since it became a town, once to be closer to the railroad, the second time to be closer to rivers, and the final move to where it is today.⁵ The original location of the Town of Dillon is where Lake Dillon Reservoir is now located.⁶ Denver Water built a dam in 1955 to provide a source of drinking water to Denver.⁷ Many in Dillon were in support of the project, as it would

bring jobs and business opportunities.⁸ Property owners had the opportunity to trade their existing property for property in the new town location, but some chose to settle in surrounding towns.⁹ Dillon today bears little resemblance to the original town.

Towns in Summit County, like Dillon, fought for highway funding to build I-70 because they were desperate for

DILLON HAS MOVED FROM ITS ORIGINAL LOCATION THREE TIMES SINCE IT BECAME A TOWN

an economic boost and saw the new highway as a way to attract tourism revenue.¹⁰ It was the technological advances in transportation, including rail lines, highways, interstates and air travel that gave the public physical access to once hard to access destinations and helped give rise to the

tourist industry.¹¹ When I-70 was built from the Front Range through the high country in the 1960s and 1970s, it provided easy access to formerly difficult to reach destinations.¹² The design of I-70 was intended to integrate new technology with nature, and despite having disturbed many natural features it appeared to fit in with the natural environment.¹³ However, William Philpott concludes that the highway perpetuated an auto-centric perception of tourism in Colorado.¹⁴ This focus on autotourism provided a consumer base that would give rise to the businesses in Dillon along Highway 6, off exit 240.

Colorado promoted tourism using marketing techniques used widely for familiar products, and designed tourist destinations to be familiar to visitors with suburban design.¹⁵ The suburban design of the tourism-oriented towns was intended to provide a comfortable outdoor experience with little risk or inconvenience.¹⁶ Many of the towns surrounding ski resorts, such as Dillon, promoted their towns as a

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gateway rather than a destination.¹⁷ In many gateway towns, tourist-serving establishments flourished.¹⁸ The trend of designing a familiar built environment for suburbanites could explain why Dillon's existing urban design prioritizes strip malls and surface parking.

Colorado has many small, tourism-based communities like Vail, which differs from Dillon many ways, most notably in that its draw is skiing rather than lake activities like Dillon. However, Vail's status as a mountain community in Colorado has some similarities with Dillon and other Summit County destinations. In addition to promoting tourism, towns like Vail promoted a lifestyle of tourism through providing year-round housing for full time residents.¹⁹ Many of these permanent tourists are second homeowners. A second home is a property that one occupies in addition to a primary residence for part of the year.²⁰ A second home could be considered a vacation home or a property frequently visited in a city where one conducts busi-

ness.²¹ Second homeownership can be considered a type of tourism that is characterized by reoccurrence.²² The Town of Dillon reports that 70% of residents are second homeowners. Many real estate websites advertise Dillon as an ideal location to buy a second home, "Located between Silverthorne and Keystone, Dillon Colorado is an ideal place to purchase a second home and enjoy the countless activities that Lake Dillon and Summit County have to offer".²³

Second homeowners in Dillon, Colorado could also be classified as amenity migrants. The American West experienced a growth in population due to amenity migration.²⁴ Western locations, like Dillon, became more valuable for their aesthetics and recreational opportunities compared to their natural resources.²⁵ Amenity migration is a term to describe movement of people based on an attraction to places with natural features or cultural activities.²⁶ This type of migration to rural communities can transform the composition and socioeconomics and

affect the receiving town's social interaction, civic and political engagement, spending and investment, land ownership and land use.²⁷ Amenity migration has been seen as a negative, causing "culture clash", and a positive in towns where locals report a higher level of satisfaction after amenity migration occurs.²⁸

In Vail, Colorado, some view second homeowners as a benefit to the local community. Peter Runyon, an Eagle County Commissioner, pointed out that second homeowners spend an average of 64 days per year in their homes but pay property taxes for the whole year.²⁹ When the second homeowners visit, they spend money, contributing to sales tax, but don't require many local government services such as schools.³⁰

This phenomenon is not new; nobility and wealthy individuals throughout history have owned country homes or estates.³¹ Reiner Jaakson from University of Toronto studied second homeownership by interviewing 300 people

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over the course of 20 years to understand the motives of second homeowners.³² One of the major themes that arose was characterized as “aspiration”.³³ The study uncovered a separation or antagonism between second homeowners and year round residents, as the second homeowners often have aspirations that conflict with locals.³⁴ The locals are often concerned with job creation, which wouldn't be a priority for second homeowners.³⁵ Second homeowners often want to keep the area from changing.³⁶ The aspiration theme is particularly relevant to Dillon as it could affect the planning process. While second homeowners may desire leisure or recreation-based land uses, the local, year-round population may prefer land uses that would spur job development. In addition, second homeowners may oppose some redevelopment as their interest may lie in keeping Dillon from changing.

Across the country, second homeowners have varying levels of rights to participate in the local government where their second home is located.

In Dillon, Colorado, second homeowners do not have the opportunity to vote in local elections. The 24th Amendment to the United States Constitution abolished the payment of a tax for a US Citizen to vote and established residence as the main factor in determining the right to vote.³⁷ However, this Amendment did not prescribe how states should run their local elections.³⁸ Several states allow non-residents to vote in municipal elections.³⁹ Taking advantage of Colorado's home rule provision, the Town of Mountain Village passed a charter allowing non-residents to vote if they held 50 percent ownership stake in a local property.⁴⁰ The local residents of Mountain Village took this case to court, and it was decided in *May v. Town of Mountain Village* ruled in favor of the second homeowners and stated that there was a “rational basis” for allowing non-residents to vote.⁴¹

While Dillon's second home owners don't have a right to vote, they were encouraged to participate in the 2006 Leland Survey administered by the

Town of Dillon. The results of this survey were considered in developing the Comprehensive Plan. Therefore, second homeowners can influence ownership, use and governance of lands.⁴²

Many people who chose to settle in Colorado as “permanent tourists” revolted against the marketing of Colorado as a vacation destination.⁴³ This phenomenon has been studied and is sometimes termed “last settler syndrome” or “gang plank” in rural communities where migrants want to protect the rural ideals that brought them to the locale.⁴⁴ This attitude can conflict with community development and result in an anti-growth sentiment.⁴⁵ As the Town of Dillon works to increase density and builds affordable housing, it should be aware of this tendency as it communicates with community members.

Authenticity in Tourism and Place-making

William Philpot argues that the built environment of the high country has

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been planned to accommodate tourists and that it was difficult to see this area as anything but a tourist-centric vacationland.⁴⁶ In the end, consumerism won over the authenticity of the places colonized by tourists.⁴⁷ Rothman attributes the modern tourist industry to entrepreneurs who took intangible elements of a place and used their capital to turn them into an entities.⁴⁸ Entrepreneurs in the western states “invented” the past and future of the places they turned into tourist destinations.⁴⁹

Tourists travel to places that are authentic and have meaning. A place can have meaning through its attitudes, values, and beliefs.⁵⁰ When tourists experience the cultural values of a place, they report higher vacation satisfaction.⁵¹ In one instance in a town called Solvang in California, the local residents blocked the construction of a Ferris wheel because there was a strong aversion to the town being seen as a kitschy.⁵² The town was self-aware that it was a “themed space” that attracted tourists, and didn't want



CITIZENS IN DILLON IN 1906
SOURCE: 9NEWS.COM

the image of their city to be compromised by a Ferris wheel.⁵³ The image that the Ferris wheel represented was important because the town depended heavily on tourism.⁵⁴ If the Ferris wheel were built, Solvang would no longer be seen as an authentic place but as a carnival that was built to attract tourists.

Ning Wang describes two types of authenticity in tourism. The first is tourist experiences that are perceived as authentic experiences.⁵⁵ The second is toured objects that are authentic; even if the tourists perceive their experience as authentic, it can be inauthentic if the toured objects are false or contrived.⁵⁶ This type of tourism of false objects is called “staged authenticity”.⁵⁷ There are three lenses in which to view authenticity in tourism. In the constructivist view, there is no absolute or static original.⁵⁸ Because even origins and traditions are constructed, authenticity is more of a social process. Authenticity is a projection of the tourist's beliefs, expectations, and stereotypes.⁵⁹ In the Post-Modern

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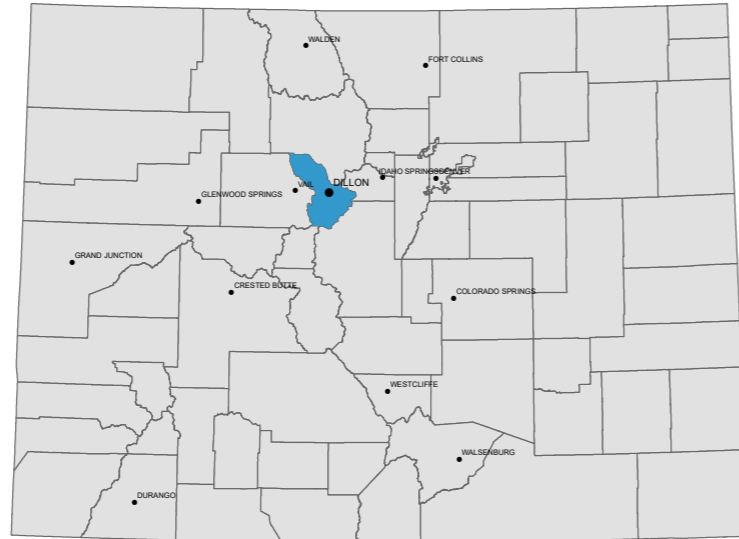


FIGURE 2
CONTEXT MAP

SOURCE: DATA.COLORADO.GOV, M. BOYDSTON

view, the authenticity of the original is gone so there is no point in holding on to the concept of authenticity.⁶⁰ The existential authenticity lens sees travel as a means for people to confront alternative possibilities and understand oneself and how one fits into the larger global community.⁶¹ As Dillon attempts to create an authentic place and experience, it can consider which view on authenticity it should embrace. Perhaps existential authenticity would be most appropriate, as many of the original objects have disappeared when the town was relocated.

Places that are considered tourist destinations have a mix of locals and tourists and can be seen on a spectrum of consumer demand dominated by tourists to local residents as primary users.⁶² The mix of tourists and locals can affect the economic base and the sense of place.⁶³ Tourist destinations can be defined by their focus on the consumption of goods, services and experiences.⁶⁴ Spengler, et. al. did a study to explore the normative meanings across a spectrum of places by interviewing community members in Bozeman, MT.⁶⁵ The interviewees classified Yellowstone as

a “high tourism” place, Downtown as a “modest tourism” place and the big box stores as primarily for locales.⁶⁶ The interviewees reported that downtown was a setting where locals and tourists frequent for leisure and serves both user groups.⁶⁷ The downtown was considered a moderately to highly social place.⁶⁸ This research could have implications for Dillon, Colorado as it attempts to strengthen its tourist economy while attracting year-round residents. The downtown or Core Area could be the most beneficial place to focus planning efforts as it could serve both user groups.

Community Engagement Theory

Following the urban renewal period when entire communities were demolished without the public's consent, there was a push for planners and government officials to engage with the community regarding land use decisions. Public participation is now required in many land use decisions, but community engagement and collaborative problem solving is

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now employed because it is known to create higher-quality land use decisions.⁶⁹ Now, community-centered land use decision making is the norm and governments strive to empower the community to be involved in processes that were once only controlled by developers and public officials.⁷⁰

The land use decisions made during the urban renewal period are evidence of what can occur when the public is not encouraged to participate in these processes. In the 1950s, several acres of buildings were demolished and thousands of residents were displaced in Boston's West End under the goal of urban renewal.⁷¹ Besides these devastating effects, lack of public engagement can result in insufficient information required for good decision making, ballot box initiatives, lawsuits, extensive and unacceptable time delays, and lack of resolution on important issues.⁷² Furthermore, public engagement is necessary to protect vulnerable citizens, as redevelopment often impacts low-income individuals through

loss of affordable housing, gentrification and transfer of public funds to wealthier groups.⁷³ However, with robust public engagement, land use decisions can achieve socioeconomic sustainability. Land use decisions can minimize displacement and other negative impacts on low income individuals, combat poverty by harnessing economic opportunity, and form more resilient communities that are less prone to blight or disinvestment.⁷⁴

Community engagement can be challenging. Even if a municipality values public engagement, frequently



FIGURE 3
WEST END OF BOSTON BEING RENEWED
SOURCE: BOSTON.CURBED.COM

government officials don't have a good understanding of how to design a public engagement process to produce desirable outcomes.⁷⁵ Public officials sometimes find a lack of interest among the public in participating in the process.⁷⁶ In some municipalities, the decision makers do not trust the public to provide valuable input.⁷⁷ A public engagement process can be costly, due to resource requirements.⁷⁸ Finally, the longer the process, the greater the delay on the community and private developers who are waiting on land use decisions.⁷⁹

There are several considerations and guidelines that municipalities should consider when deciding to engage the community in a land use decision. In the case that a smaller number of people will be impacted and the decision will have a lesser impact on the community's economy or sustainability, it is appropriate to allocate less resources towards public engagement.⁸⁰ Conversely, when a larger number of people will be impacted,

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and larger land use changes will result, the municipality should consider larger expenditures and a more thorough process.⁸¹ In Minnesota, there is a guideline stating that the higher the risk, and level of community outrage, the greater level of public process should be triggered.⁸²

Municipalities can also require developers engage with the public regarding their proposal for a land use change or new development. One way municipalities can compel developers to engage with the community is through a "Community Impact Report" or Assessment.⁸³ This can be a guide to engaging with the public prior to any large-scale change in land use or development that could impact the community.⁸⁴ The applicants could be required to cover topics associated with their project such as employment, affordable housing, smart growth, environmental quality, community businesses and accessibility.⁸⁵

Community engagement is not one size fits all, and the specific charac-

teristics of a municipality, including demographics, culture, and history should be considered when designing a public engagement process. While there is much to be learned from case studies, the public engagement process should be tailored to the place it will be employed. Regardless, there are principles that any community can embrace such as the style of process. Slotterback, et. al., asserts that public engagement should be an active design process.⁸⁶ The design process is an iterative process, which includes testing out multiple ideas and prototypes before settling on a final design.⁸⁷ This Capstone project's community engagement plan will glean best practices from case studies that have been successful across the country, identify Dillon's goals for community engagement, and outline strategies for a community engagement plan unique to Dillon.

The International Association of Public Participation designed a spectrum of participation, with the premise that the level of public engagement should

be directly tied to the level of influence the public will have on the decision making process and outcome.⁸⁸ This tool can help municipalities develop clear expectations when engaging with the public.⁸⁹ When designing a public engagement process, a government entity can rarely predict the exact level of influence the public will have over the decision, so the tool is merely designed for government entities to consider the potential influence the public will have.⁹⁰ The five levels of public engagement range from no influence (Inform) to total influence (Empower).⁹¹

Many municipalities fail to consider the purpose or goal of the public engagement process, with unfortunate results.⁹² Multiple purposes may be served by the public engagement process and the goals may change as the public participation process unfolds.⁹³ Moynihan's table (Appendix A-1) provides potential purposes of public engagement along with associated considerations. This table can be used to guide discussions among Dil-

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lon planning staff, to identify what the purpose of the forthcoming, as well as future, community engagement. The International Association for Public Participation outlines core values for public participation for governments to use when designing and implementing public engagement processes. The Town of Dillon has expressed its belief in the first core value, that the public has a right be involved in the redevelopment of the Core Area of Dillon, as this decision will affect them. As Dillon embarks on its public engagement process, it must consider how the public's feedback will influence the decision as is stated in the second core value. The best tactic is to tell the public up front that their input will be used - often weighed against data and the opinions of the Town Council. Dillon can consider and embrace these core values throughout the community engagement process.

Community Engagement Case Studies

The following case studies were chosen as examples and best practices which could provide inspiration for Dillon to use in creating its unique community engagement plan informed by the town's existing conditions and goals. Plan Snowmass Village was chosen as a case study because it is a comprehensive planning process currently underway in a similar small, tourism-based community in Colorado with many second homeowners. This case study was also chosen because the town facilitated a charrette design process in conjunction with the comprehensive planning process. Golden Vision 2030 was chosen as an example of a community engagement process which took place in Colorado and had a unique methodology of focusing on community-based events as a means of solicit feedback rather than at typical planning meetings. Fort Ord Reuse Authority is profiled here because its community engagement was focused around redevelopment, similar to Dillon, and because the planning process won the 2017 National Planning Achievement Award from the

American Planning Association. Finally, Olympia Washington Viewshed Modeling was included because it incorporated community engagement in its viewshed analysis process.



PLAN SNOWMASS LOGO

SOURCE: PLANSNOWMASS.COM

Plan Snowmass Village

In 2015, Snowmass Village, Colorado decided that updating its comprehensive plan would be a formal council goal and in 2017 the town kicked off its community engagement to update the comprehensive plan, branded Plan Snowmass.⁹⁴ The town hired Town Planning and Urban Design Collaborative LLC for \$200,000.⁹⁵ Plan Snowmass will address future growth, development, land-use policies, and

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funding.⁹⁶ In conjunction with the community engagement process, Snowmass Village Town Council appointed a think tank which included elected officials, business owners, citizens and representatives of boards and commissions.⁹⁷ The Think Tank's role is to participate in community outreach, provide initial feedback to the planning consultant, review draft materials, and facilitate the plan's implementation.⁹⁸ The Think Tank will meet 5-10 times throughout the process.⁹⁹ In January 2017, Plan Snowmass held 2 interactive workshops for the public. These workshops were attended by 140 people and residents were asked to articulate their vision of the town and provide their hopes and dreams for the town's future.¹⁰⁰ In February 2017, Plan Snowmass held a six day planning and design charrette, branded Planapalooza.¹⁰¹ This process was designed to identify high level ideas and generate a vision for the town that would drive the policy decisions.¹⁰² Throughout the process, there was a "pop-up" Plan Snowmass office set up where people could stop by and pro-

vide feedback.¹⁰³ The schedule for the Planapalooza was as follows:

Day 1 – Plan Snowmass held a presentation introducing the town to the comprehensive plan and the public engagement process. They facilitated a "Speed Planning" event, where public drew and brainstormed ideas for improving three areas of the town. The community drew their ideas over base maps to identify areas where infill, redevelopment, or other interventions should be focused.

Day 2-3 – Plan Snowmass facilitated technical meetings concerning economic development, infrastructure, transportation, development, environmental concerns, and more. The planning team continually gathered input from the community on plan alternatives.

Day 3 evening- Plan Snowmass held an event called, "Après-Ski", which was a public "pin-up" open house at the studio. The planning team presented alternative plan scenarios designed based on the ideas gathered from the public.

Days 4-6 – The public was invited to see the Planapalooza results, add their ideas, talk to planning team, and fill out questionnaires. Plan Snowmass provided an example of what development and redevelopment would look like based on the community's feedback. These plan scenarios depicted the location of redevelopment infill, building configurations, locations of parks and plazas and public facilities, and street connections.

Day 6 – Plan Snowmass held a final presentation of the work produced throughout the week.

Sandrine Thibault, Project Manager, Town Planning and Urban Design Collaborative (TPUDC) and Julie Ann Woods, Community Development Director at Town of Snowmass Village provided additional insight into the Plan Snowmass process.

Ms. Thibault explained in an interview on April 16, 2018 that her firm had a goal to make the charrette a fun process, and named it Planapalooza to help convey that vision. TPUDC set up six to seven different stations at the

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charrette, including mapping, surveys and visual preference surveys and they were all very tactile and easy to self-facilitate. The charrette process had good attendance and Ms. Thibault received feedback that participants enjoyed it.

Ms. Thibault explained that TPUDC employed different strategies to reach out to different stakeholder groups. They had a large website presence and it was easy to participate online so second homeowners could participate. They also identified visitors to Snowmass Village as stakeholders and set up a booth for visitors to give feedback on their way to ski and had the hotels hand out information about the planning process. This was important because visitors often travel to many places, so they could ask what the visitors like about the place and what might be missing.

Ms. Thibault writes comprehensive plans with a long view, from twenty to thirty years in the future. She thinks it is most important to keep the commu-

nity abreast of what the town is doing to implement the plan. The community should not only be involved in planning, but in implementation as well. In some communities, the planning staff will go through the comprehensive plan's list of strategies and recommendations yearly, and report back to planning commission and town council about the progress of each strategy and recommendation. This is a good way to keep it fresh in people's minds.

During an interview on April 18, 2018, Julie Ann Woods explained that Snowmass Village hired an outside firm in this case because the planning staff didn't have time to update the comprehensive plan. They are a small planning staff with three planners and most of their energy was focused on another project at that time. Ms. Woods thinks that if a town takes too long on a comprehensive plan it will be outdated before it is approved, and that the planning process should last no longer than a year or two years.

Snowmass Village employed different measures to make sure stakeholders were able to participate in the planning process. They held the charrette in the winter when they knew most of the second homeowners were in town. They also hired Spanish interpreters and sign-language interpreters at their charrette.

Ms. Woods saw that there was a benefit of hosting a charrette during the comprehensive planning process. They had a charrette team come in and listen to public, and then put it to paper and create visuals and sketches from what they thought they heard from the community. At the grand unveiling of the charrette team's sketches, some were awestruck and thought it was cool. Others said there should be not be that much development in Snowmass Village. The charrette started a community dialogue and got planning commission involved in the debate.

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GOLDEN VISION 2030 LOGO
SOURCE: CITYOFGOLDEN.NET

Golden Vision 2030 – The Heart and Soul of Golden

Golden, Colorado participated in the Orton Family Foundation Community Heart and Soul program which focuses on small town community engagement. The foundation was founded in Vermont in 1995 and works with towns across the United States to create community engagement plans that empower all residents to have a voice in the future of their community.¹⁰⁴ Golden's two-year community engagement process with the Heart and Soul program led to the development of the Comprehensive Plan, Golden

Vision 2030.

The planning team identified three themes for Golden's future based off their engagement with community members: accessible and walkable; active outdoors/environment; safe, clean, quiet neighborhoods. These themes guided the Comprehensive Plan updates, neighborhood plans, land use decisions, code changes, and community investment decisions.¹⁰⁵

Rick Muriby the planning director of Golden, provided additional information about the planning process during an interview on April 13, 2018. Mr. Muriby stated that Golden was able to engage with people that don't usually show up to meetings, open houses or presentations held by the city. He attributes this to the fact that the planning staff "went to" the community and held their community engagement process at alternative venues and events, which was more effective. The informality of the atmosphere helped people to feel more comfortable talking about their views and how the city should stay the same

or change. People in the community would see the planning event with food and bouncy castles, for example, and come to check it out because they were excited that something came to their neighborhood. Golden's planning staff also found that their events attracted kids, who would drag their parents to see what was going on. Then, the planning staff would have the opportunity to ask both the kids and adults for input.

To receive feedback from the community, the planning staff would ask for the community members' opinions and express that they care about each individual. They found different ways to capture this feedback, from having people draw on posters to having kids paint picture of what symbolizes Golden to them. In addition, some adults were interviewed on camera. The staff asked questions like, "What brought you to Golden?" and "What do you want to change about Golden and what do you want to stay the same?" Mr. Muriby found that the variety of feedback activities lead to a

HISTORY AND CONTEXT

richer understanding because there were different people participating and they went into more depth than they would in a typical city survey. The Golden planning staff didn't know how the feedback was going to be used in the beginning of the process, but did tell community members that it would be taken in consideration.

Mr. Muriby stated both the benefit and challenges to this type of community engagement process. It is expensive and very time consuming for a city staff, " you cant do it all the time, but if you can swing it every once in a while and put out that effort, you're rewarded for it." It leads to a better set of policy documents and the city council and planning commission and others that represent the city, including staff, feel more comfortable having the feedback to draw upon when making decisions. This community engagement process took place during the Great Recession when there were not many development applications. It would be challenging to dedicate the staff time towards a process like

this now, when they are very busy with current planning.

Fort Ord Reuse Authority (FORA) Regional Urban Design Guidelines – Monterey Bay, CA

The Fort Ord Reuse Authority (FORA) facilitated a community engagement process to create plans for reuse of 28,000-acre military installation over the course of two years. This process integrated public involvement into the urban design guidelines.¹⁰⁶ The project won the 2017 National Planning Achievement Award from the American Planning Association.¹⁰⁷ The community engagement efforts included the following:

Charrettes - The planning team held 5 separate charrettes in which 1,200 people participated over the course of nine days. Participants included residents and stakeholders, such as elected officials, neighbors, merchants, developers, and community leaders.

Keypad Polling- Coined "Love It or

Hate It", the planning team showed participants an image and asked their opinion.

Visual word compilations - The planning team facilitated a hands-on session to collect participants' descriptions of how they envision the site currently and in the future.

Participatory mapping - Community members participated in hands-on mapping exercises.

Olympia Washington Viewshed Modeling

Olympia, Washington planning department recently shifted their priority from preserving views to enhancing views in public gathering spaces. Olympia facilitated a public process to identify viewsheds. Viewsheds are a line of sight between an observation point and a particular view. The team identified 10 community valued viewsheds and took action to protect them, by avoiding height bonuses and incentives that interfere with the views and setting maximum building heights to protect the valued viewsheds.

METHODOLOGY

The methodology for this project focused on collecting data to create visuals and models to illustrate the concepts in the Town of Dillon Comprehensive Plan and zoning code. These illustrations can be used as tools in the community engagement process, as they provide a visual framework for a community conversation about Dillon's future.

To create a community engagement plan, it is important to understand the demographics and preferences of the people who live in the town. A analysis of U.S. Census Data at

the block group level provided an overview of the town's demographics, including race, ethnicity, income, educational attainment and more. The census data was collected using the American Community Survey 2012-2016 five year estimates. The closest geographic boundaries available to disaggregate census data was Summit County Census Tract 2, Block Group 3. The demographic analysis also included a review of a survey administered by the town in 2006, which includes information about second homeownership and

LAKE DILLON DRIVE
SOURCE: M. BOYDSTON

METHODOLOGY

priorities for Dillon's future. Together, this data helped shape the determination of the stakeholder groups in Dillon and how future land uses might affect different populations.

A walking audit in the Town of Dillon provided data that lead to ratings of the built environment and pedestrian infrastructure on a set of

criteria. This pedestrian analysis also included measurements of the dimensions of Lake Dillon Drive. This information was the basis of comparison of the street's design to the standards for a more pedestrian friendly street. This assessment provided context to understand the existing conditions for pedestrians and bicyclists.

GIS data was used to complete a geospatial analysis of town, including existing building height, zoning heights, and parcel coverage. To supplement the data found through the State of Colorado and Summit County's open data catalogs and the data provided by the Town of Dillon, GIS data was created using 2017 high quality aerial imagery that a contractor produced for the town. This image was used to create feature classes that was used for maps designed for this Capstone project, including building footprints.

The viewshed analysis included the following components:

1. Existing Building Heights
2. Existing Buildings Built to Zoning Height
3. Constraints Removed Analysis of Buildings Higher than Zoning Height

The analysis of existing building heights was completed with Lidar data provided by the Town of Dillon.

A survey was conducted to solicit feedback from public officials to provide context for the community engagement plan and to gather information on the most valued observation points from public spaces. Members of planning and zoning commission, town council, and cemetery commission, economic development commission participated in an electronic survey sent by Director of Marketing & Communications, Kerstin Anderson, and were told that it was a survey to gather feedback for the Capstone project. The survey questions can be found in Appendix A-2.



BUS STOP ON HIGHWAY 6
SOURCE: M. BOYDSTON

Analysis and Findings

The analysis and findings includes an analysis of demographics, the pedestrian environment and the viewshed.

To properly identify stakeholders and appropriately inform and invite each stakeholder group to participate in the community engagement process, a demographic analysis must be completed. The town has identified second homeowners as constituting a large proportion of the population and visitors as an important stakeholder but this information is not found in demographic data. In addition, The Town of Dillon has a large middle-aged adult population, at 27% aged 35 -49. There are a significant number of older adults, with 17% aged 65 and older. There are more men at 56%, than women liv-



NEW HOMES BEING BUILT IN DILLON
SOURCE: M. BOYDSTON

ANALYSIS AND FINDINGS

ing in Dillon. Dillon's population is mostly white, at 89% and a slightly more diverse ethnic makeup with 21% identifying as Hispanic or Latino. There is a wide range of incomes and levels of educational attainment in Dillon. The largest income bracket in Dillon could be considered middle class, at 31% of the population with an income of \$30,000 to \$59,999, followed by 21% of the population with an income of \$100,000 to \$199,999. Dillon is a very well-educated town, with 53% holding a Bachelor's degree or advanced degree. However, 16% of those 25 years and older have received a high school diploma as the highest educational attainment. The Town of Dillon's citizens mostly drive to work, at 77%, followed by those who work at home at 14% and those who walk to work at 4%. Most people in Dillon live with their families, but 44% live in non-family households.

The closest geographic boundaries to use to disaggregate U.S. Census data was Summit County Census

Tract 2, Block Group 3, shown in Figure 4 with a green outline. The border of the Town of Dillon is shown in orange. As a result, the census data

may be slightly different than the actual demographics of the population living within the town's boundaries.

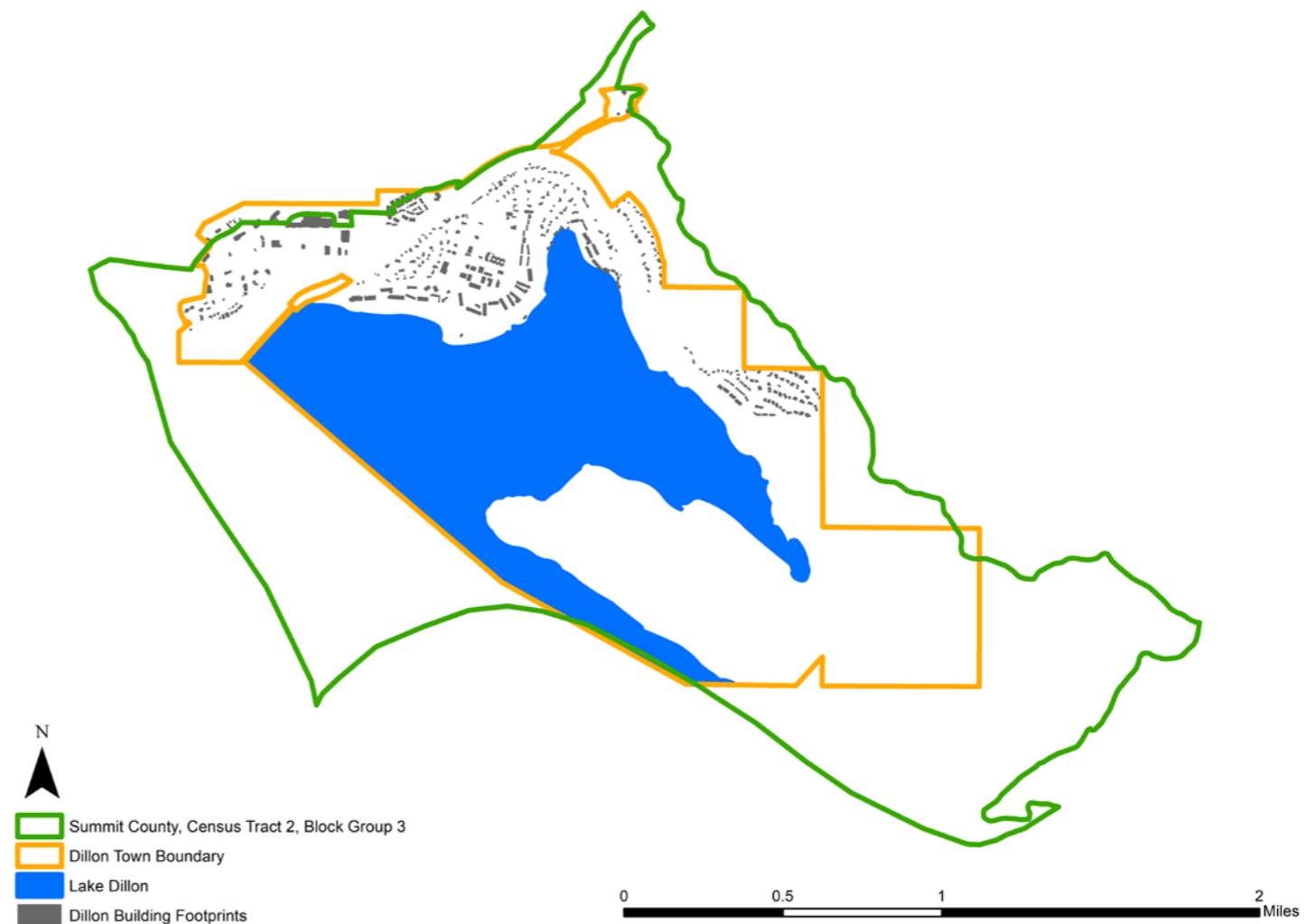


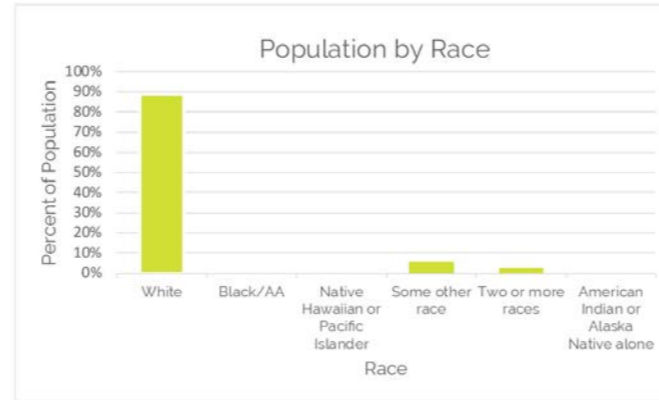
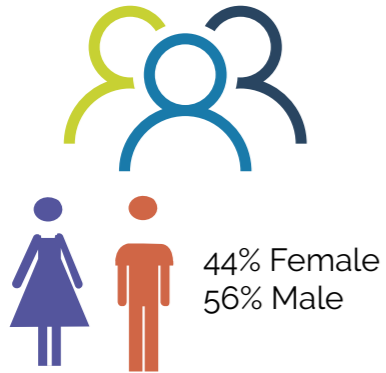
FIGURE 4
SUMMIT COUNTY CENSUS TRACT 2, BLOCK GROUP 3
SOURCE: CENSUS.GOV, SUMMIT COUNTY OPEN DATA, M. BOYDSTON

ANALYSIS AND FINDINGS

DILLON DEMOGRAPHICS

American Community Survey, 2012-2016 5-Year Estimates

Total Population:
1,062



10% Foreign Born

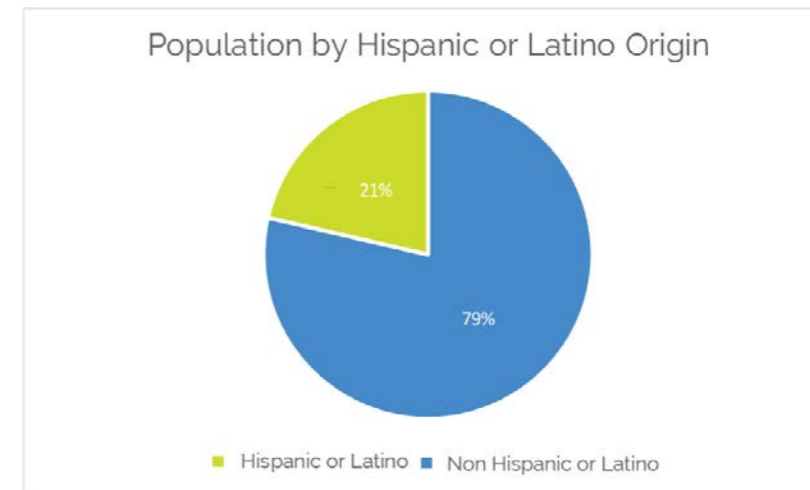
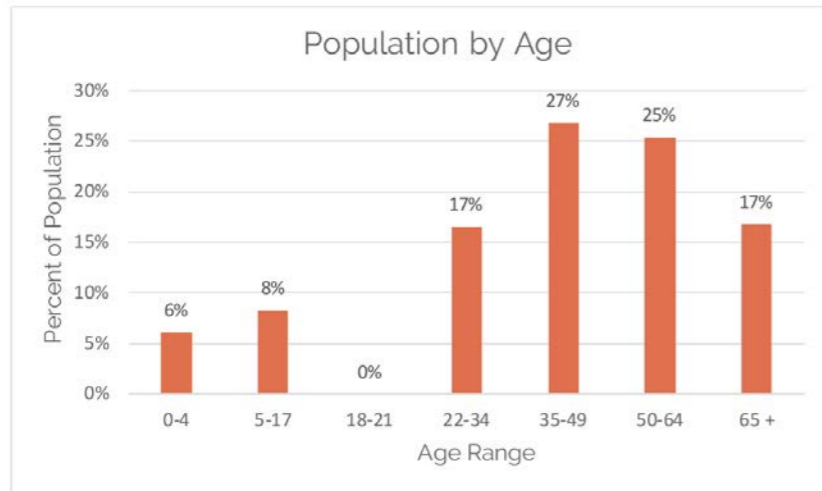


FIGURE 5
DILLON DEMOGRAPHIC INFORMATION
SOURCE: CENSUS.GOV, M. BOYDSTON

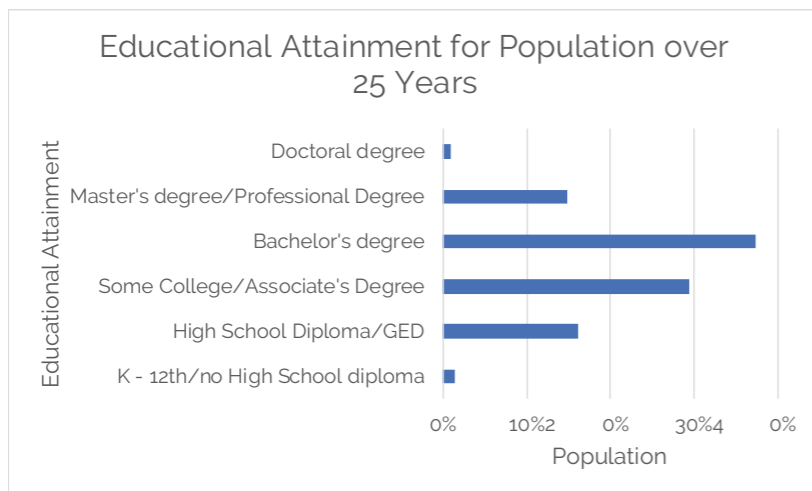
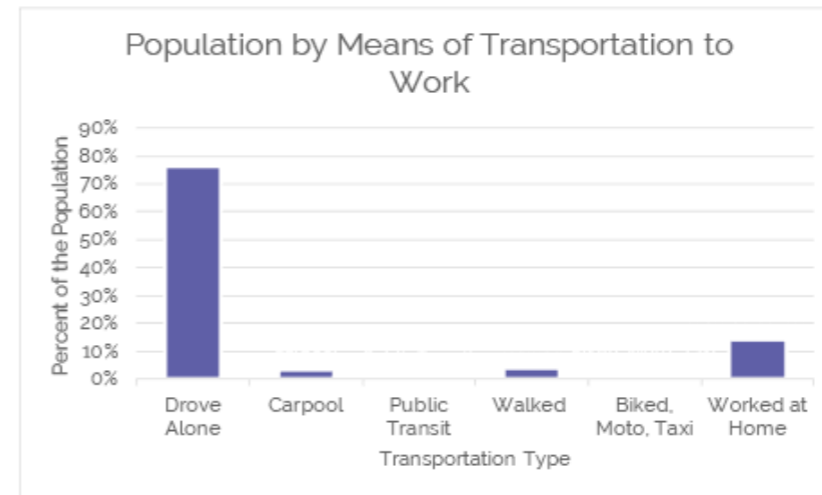
ANALYSIS AND FINDINGS

DILLON DEMOGRAPHICS

American Community Survey, 2012-2016 5-Year Estimates



53% of the population attained a bachelor's degree or higher



77% of the population reported driving alone to work

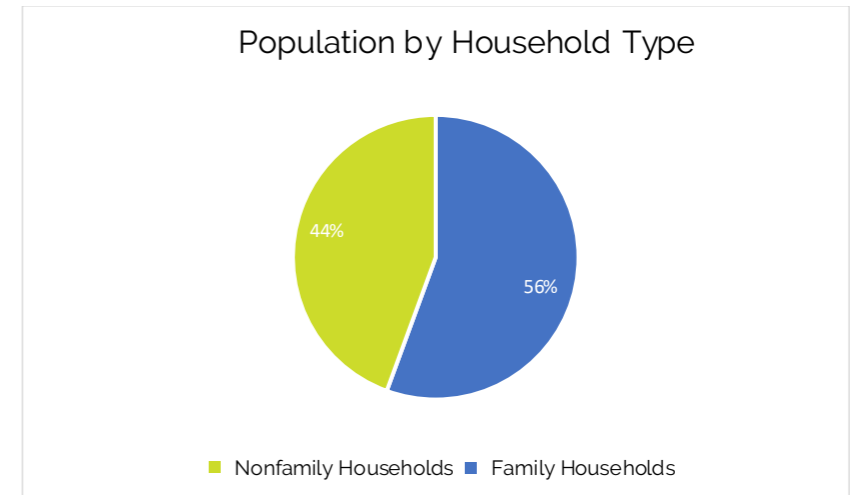


FIGURE 5
DILLON DEMOGRAPHIC INFORMATION
SOURCE: M. BOYDSTON

ANALYSIS AND FINDINGS

Walk Audit Analysis

A walk audit is a technique used by urban planners to understand the city from a pedestrian's perspective. It allows the planner to provide pedestrian focused recommendations, and to identify concerns for pedestrian safety, comfort, convenience, and access. This tool also emphasizes the importance of planning for people over cars. The walk audit is an unbiased analysis of the walking environment and can familiarize a planner with a town and its conditions before beginning an analysis. ¹⁰⁸

Dillon's Comprehensive Plan emphasizes a need for greater accessibility and pedestrian and bicycle connections, therefore this walk audit is intended to gain an understanding of the barriers to walking as redevelopment may provide an opportunity to improve certain connections. The results of the walk audit can be found in Appendix A-3. The walk audit was completed on nine sections of paths in Dillon covering the routes



FIGURE 6
PEDESTRIAN CROSSING ON TENDERFOOT STREET
SOURCE: M. BOYDSTON



FIGURE 7
CORINTHIAN CIRCLE AND HIGHWAY 6
SOURCE: M. BOYDSTON

to many destinations where pedestrians may want to travel. For example, the first section covered the path from Shell Gas on Little Beaver Trail to Christy's Sports on Anenome Trail. Each section was rated on a scale from 1 (least favorable pedestrian environment) to 5 (most favorable pedestrian environment), based on the criteria defined in the Capstone Project and adapted from U.S Department of Health and Human Services Centers for Disease Control and Prevention. All of the sections assessed were ranked in the range of 1-3 for reasons such as lack of sidewalk, no crosswalk, poor wayfind-

ing, high conflict potential with fast moving vehicles, poor snow maintenance, and no buffer from roadway. During the walk audit, pedestrians were counted during the analysis of each section and ranged between 0 to 15 people. The walk audit revealed that while many people were walking in Dillon, the pedestrian environment ranged from average to poor. While this walk audit provided a cursory glance of the pedestrian environment, it is one opinion. A more in depth walk audit is recommended with additional participants and an expert such as WalkDenver pedestrian advocacy organization.

ANALYSIS AND FINDINGS

Lake Dillon Drive Redesign

The redevelopment of Dillon's Core Area could bring an opportunity to redesign Lake Dillon Drive between Highway 6 and Lodgepole Street which is the main thoroughfare through Dillon from Highway 6 to Lake Dillon. The street is presently designed to prioritize cars rather than pedestrians and cyclists. The right of way is approximately 100 feet wide, including sidewalks. While there are curb extensions at some intersections, there are intersections that require a pedestrian to walk approximately 82 feet to cross the street. Lengthy crossings are a barrier to walking and might encourage a resident or visitor to Dillon to drive rather than walk to reach the commercial destinations on Lake Dillon Drive.¹⁰⁹ Lake Dillon Drive could be redesigned utilizing the National Association of City Transportation Officials (NACTO) guidelines for a street with a two-way cycle track, which provides greater safety and comfort to bicyclists.¹¹⁰ This encourages "interested but concerned" bicyclists, often women, to bike. The desired minimum width for a two-way cycle track is twelve feet with a three feet buffer. Parallel parking is then permitted between the buffer and the travel lane to create

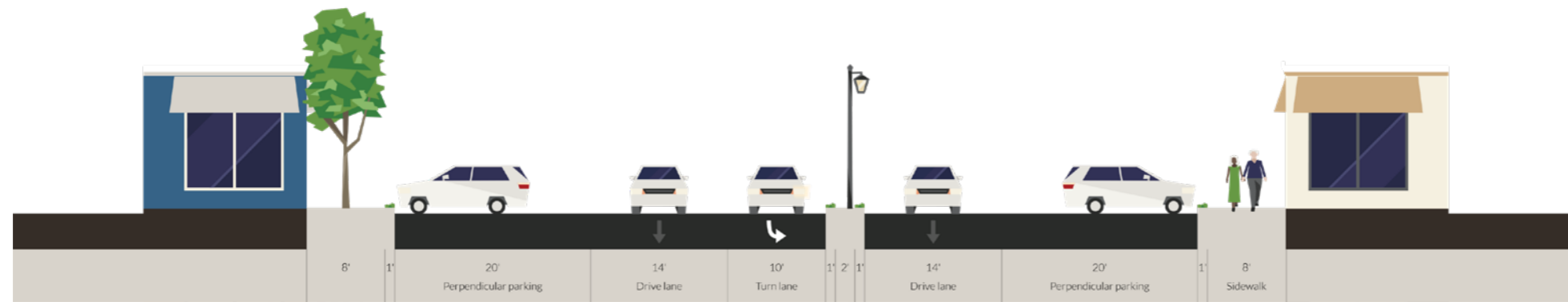
**THE BENEFITS TO
NARROWING THE
STREET INCLUDE
REDUCING THE
LIKELIHOOD OF A
CRASH BY 19 TO 47
PERCENT**

an even greater separation between the cyclists and traffic. This will also provide some parking to compensate for the ample diagonal parking lost during the redesign. The parking lane is eight feet wide per NACTO's recommendations.¹¹¹ The travel lanes have been narrowed to create a road diet affect, which calms traffic. The benefits to narrowing the street include reducing the likelihood of a crash by 19 to 47 percent.¹¹² NACTO states that lane widths of 10 feet are appropriate in urban areas and will improve safety without impacting travel on the road.¹¹³ The improved design for Lake Dillon Drive also includes a pedestrian refuge with lighting and trees. Pedestrian refuge areas have been shown to reduce the number of crashes thereby preventing injury and fatalities. Pedestrian refuge areas or raised medians result in a 46 percent reduction in pedestrian crashes.¹¹⁴ Another component to increasing walkability is creating a visibly appealing pedestrian atmosphere, with greenery, places to sit and public space for socializing. A parklet was included in the Lake Dillon Drive design to increase foot traffic along Lake Dillon Drive. Stockton Street in San Francisco studied the impact of installing parklets on the street, and found that foot traffic increased by 44%.¹¹⁵

ANALYSIS AND FINDINGS

The following exhibits display the current configuration of Lake Dillon Drive and a redesign to incorporate the vision of the Comprehensive Plan.

Lake Dillon Drive



Future Lake Dillon Drive

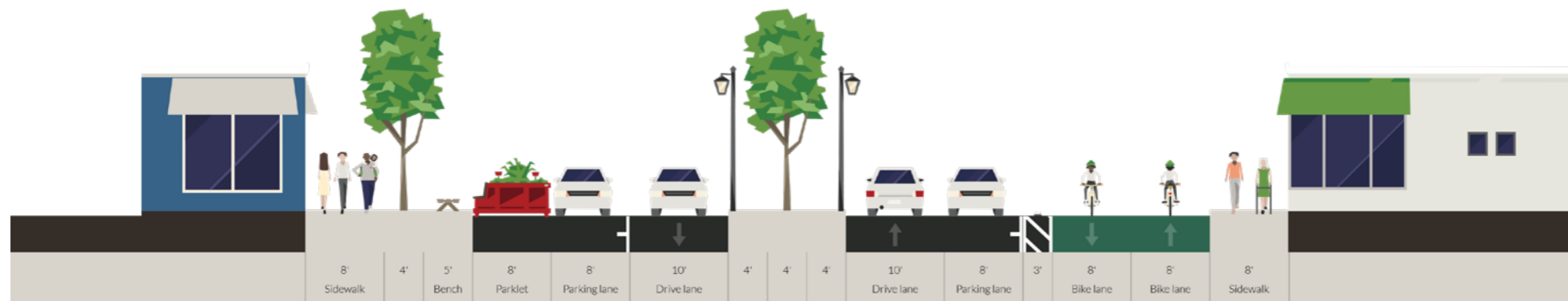


FIGURE 8
LAKE DILLON DRIVE MODELS
SOURCE: M. BOYDSTON

ANALYSIS AND FINDINGS

Viewshed Analysis

Using the valued observation points identified by the Town of Dillon government officials in the survey completed for this Capstone project, a viewshed analysis was completed. The survey results conveyed that the majority of valued observation points identified are from the exterior of the Core Area, rather than from within the Core Area. For each observation point, a model of the view with no buildings, existing conditions, a buildout model to zoning height and buildout model with constraints removed was completed. Each image is captured from a human scale observation point, from 5-6.5 feet from the ground.

A geospatial analysis completed with ArcPro was used to create the existing conditions models. A height analysis using Lidar data calculated elevation points at the ground level and at the top of buildings to find their elevation and placed on top of a basemap displaying ground elevation. This calculation was done by subtracting points from the elevation from the top of the building from the elevation of the bottom of the building. The locations of the buildings were determined with the building footprint map. The software Arc-



FIGURE 9

OBSERVATION POINTS MAP

SOURCE: M. BOYDSTON, TOWN OF DILLON **33**

Pro was used to extrude each building footprint with the calculated elevation to show the 3-D model.

The zoning height models were created using the same building footprints as currently exist, but extruded to the height allowed in the Town of Dillon zoning code. The constraints removed was created by adding large building footprints or multiple building footprints on every developable parcel. Each new building footprint was extruded to a height above the height allowed in the Town of Dillon zoning code.

The results of the viewshed analysis varied depending on the observation point. The current zoning buildout did not differ much from existing conditions, and it didn't drastically affect viewsheds or change the character of the town. Dillon could accommodate additional density but should be cautious about PUDs that allow additional height above zoning. Dillon may use this viewshed analysis to start a conversation about viewsheds and determine where additional height above zoning should be permitted. The complete viewshed analysis can be found in Appendix A-4

ANALYSIS AND FINDINGS

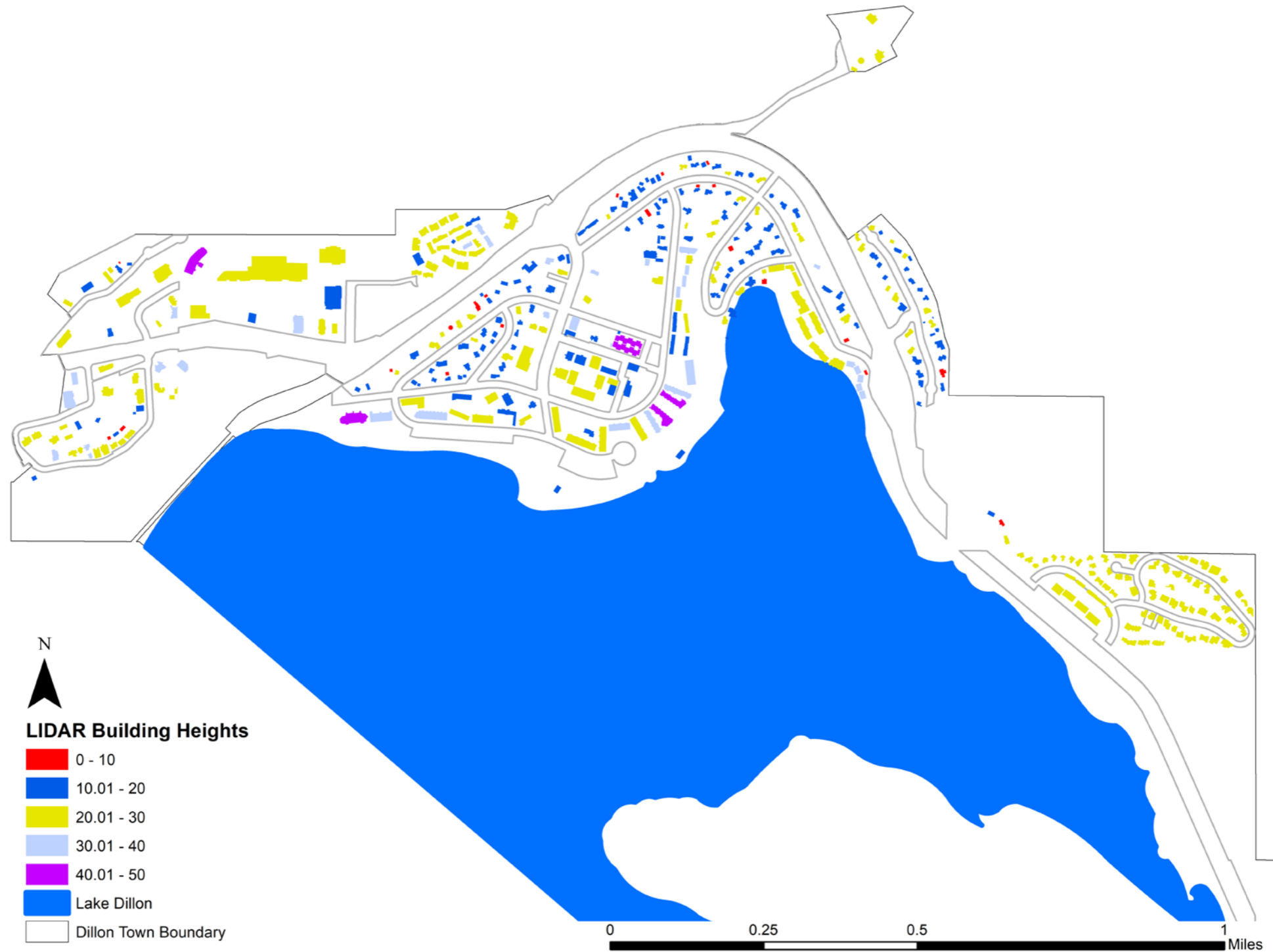


FIGURE 10

EXISTING BUILDING HEIGHT MAP

SOURCE: M. BOYDSTON, SUMMIT COUNTY OPEN DATA, TOWN OF DILLON

ANALYSIS AND FINDINGS



FIGURE 11
ZONING HEIGHT MAP
SOURCE: M. BOYDSTON, SUMMIT COUNTY OPEN DATA, TOWN OF DILLON
ANALYSIS AND FINDINGS

ANALYSIS AND FINDINGS

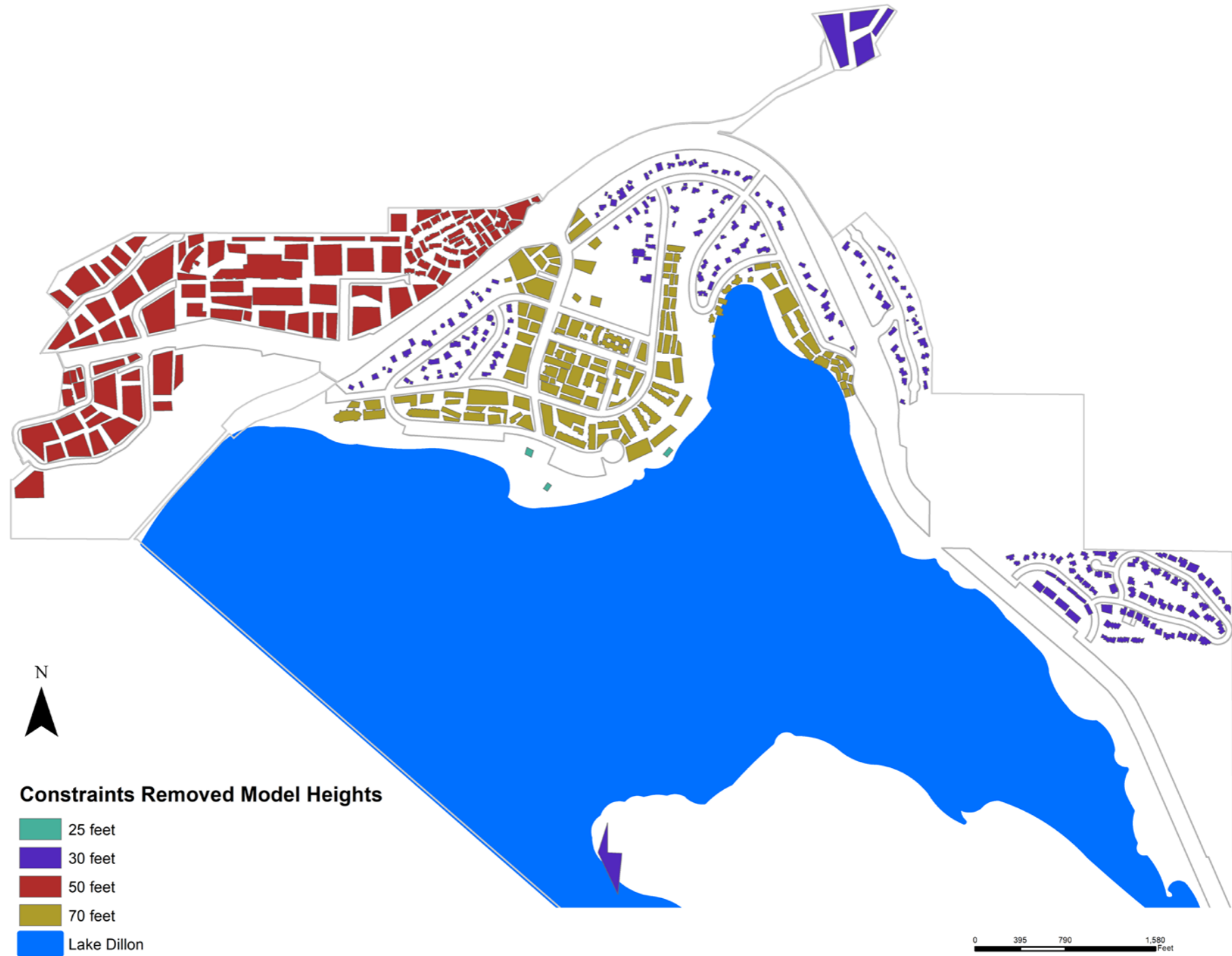


FIGURE 12

CONSTRAINTS REMOVED MAP

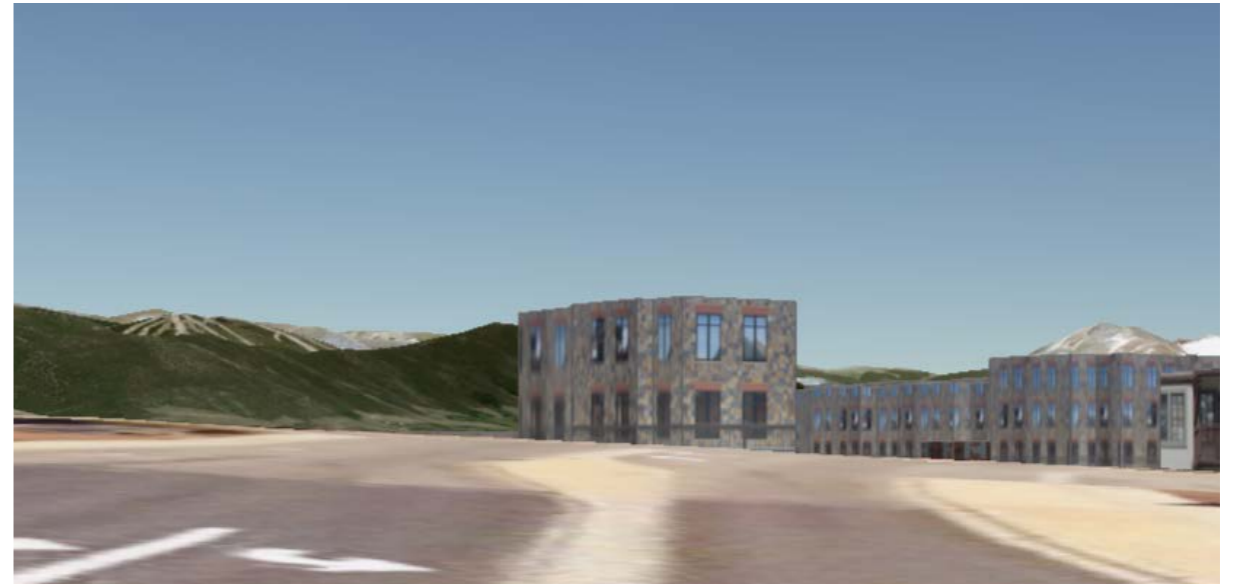
SOURCE: M. BOYDSTON, SUMMIT COUNTY OPEN DATA, TOWN OF DILLON

ANALYSIS AND FINDINGS

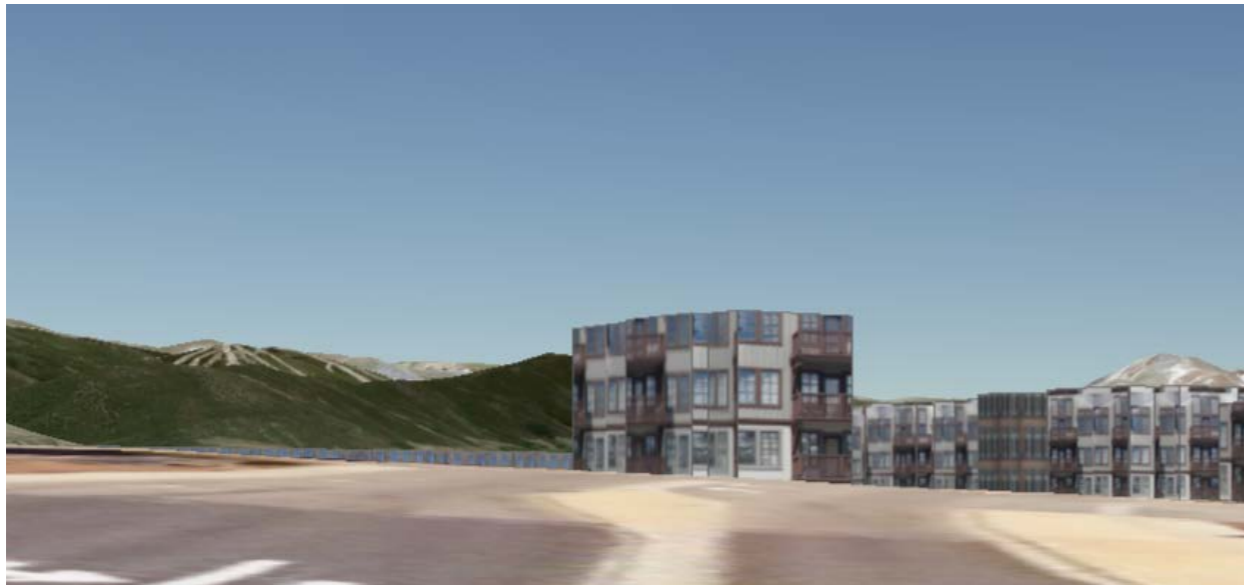
LAKE DILLON DRIVE AND HIGHWAY 6 LOOKING SOUTH EAST



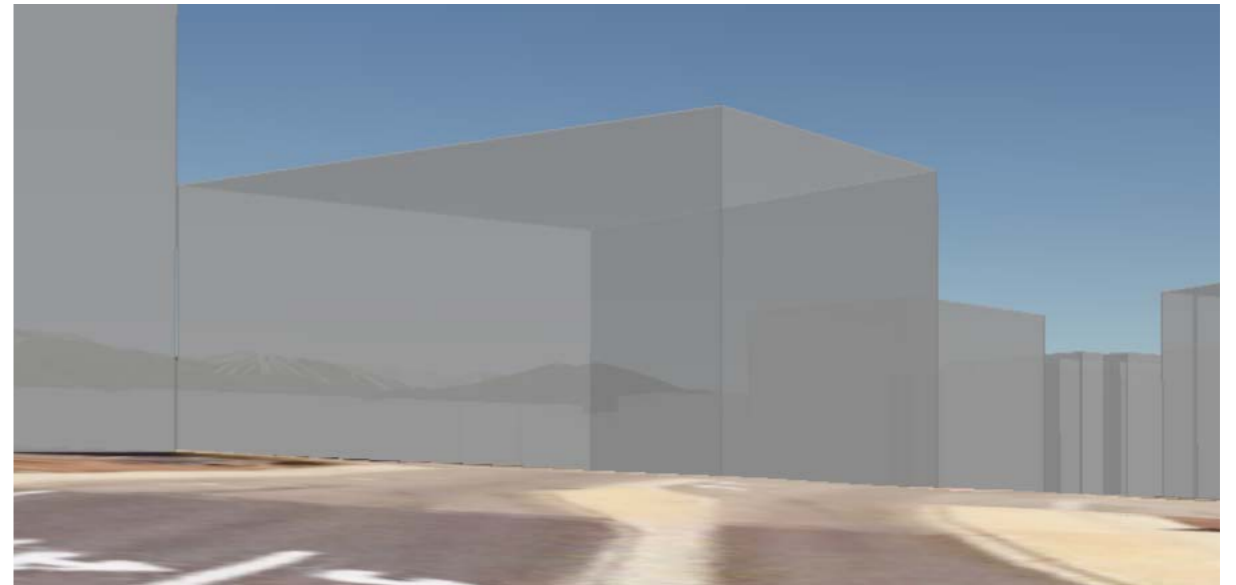
LOCATION MAP



EXISTING CONDITIONS



ZONING BUILDOUT



CONSTRAINTS REMOVED

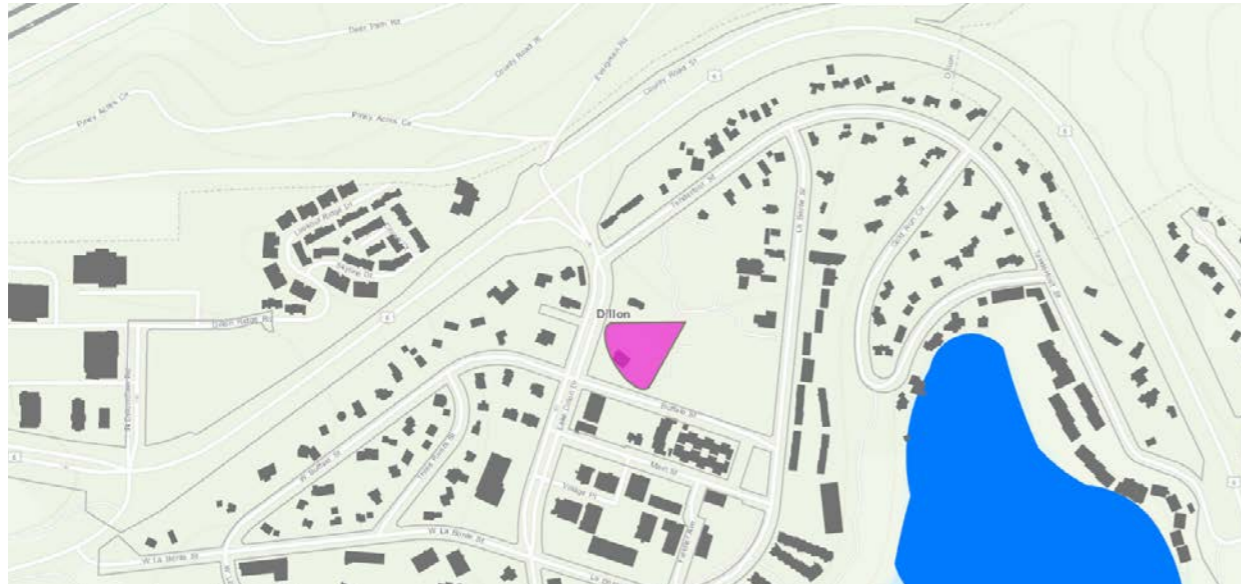
FIGURE 13

LAKE DILLON DRIVE AND HIGHWAY 6 LOOKING SOUTHEAST MODEL

SOURCE: M. BOYDSTON, TOWN OF DILLON

ANALYSIS AND FINDINGS

TOWN PARK LOOKING SOUTH WEST



LOCATION MAP



EXISTING CONDITIONS



ZONING BUILDOUT



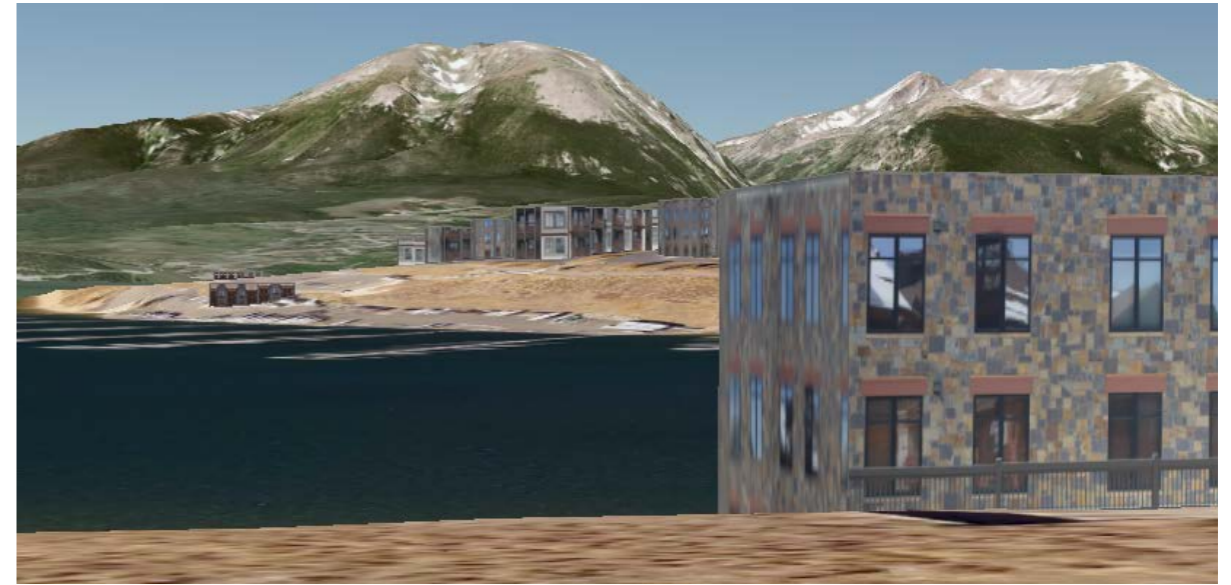
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ANALYSIS AND FINDINGS

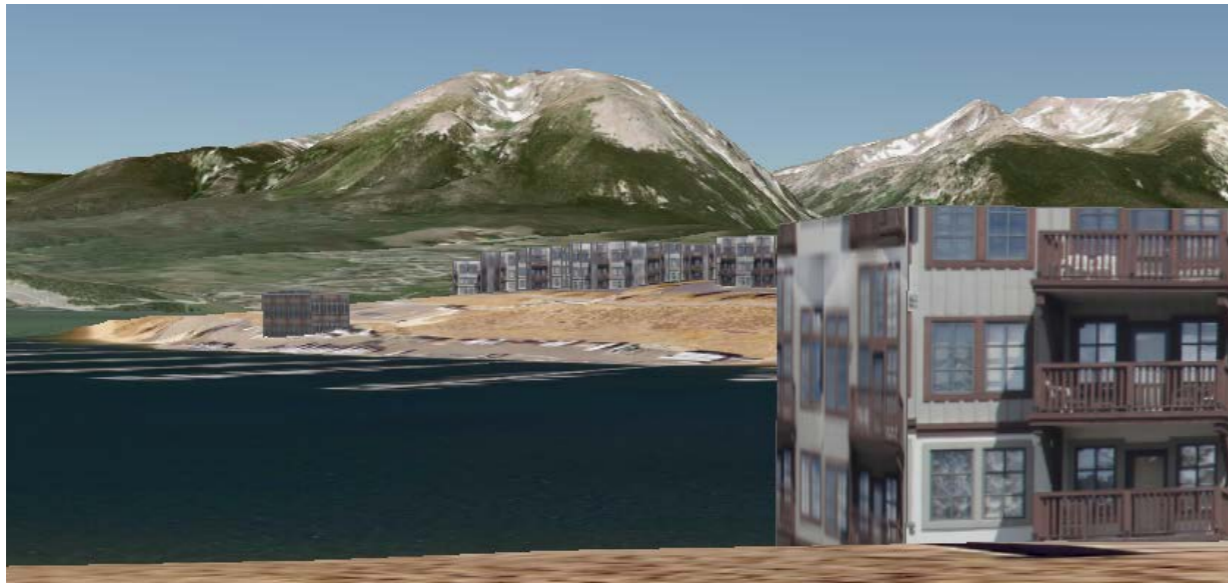
EAGLE STATUE ON TENDERFOOT LOOKING WEST



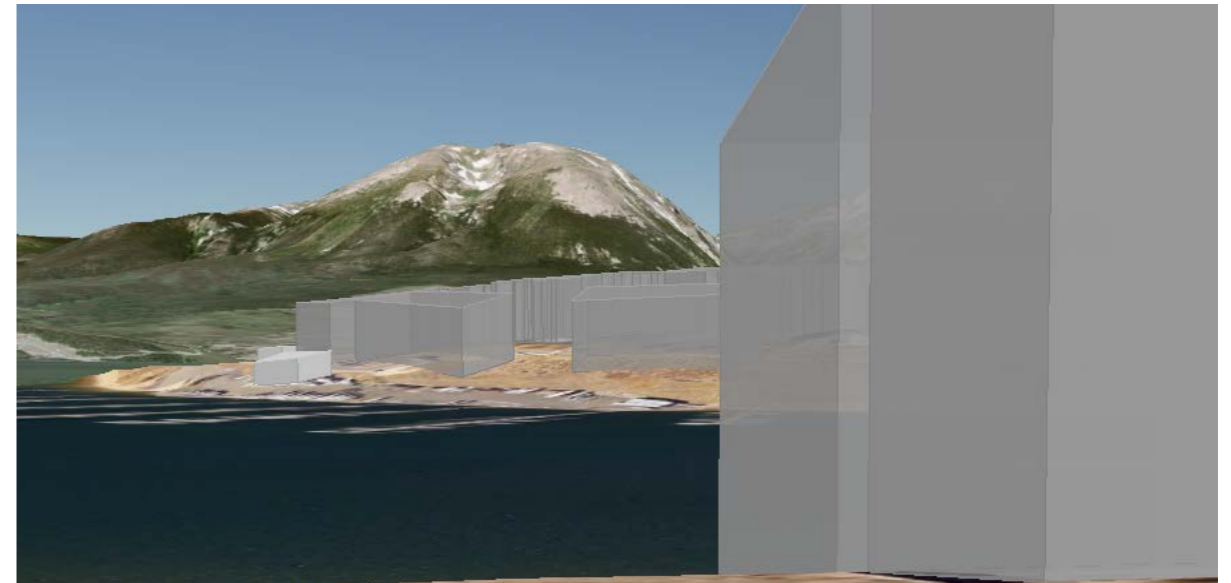
LOCATION MAP



EXISTING CONDITIONS



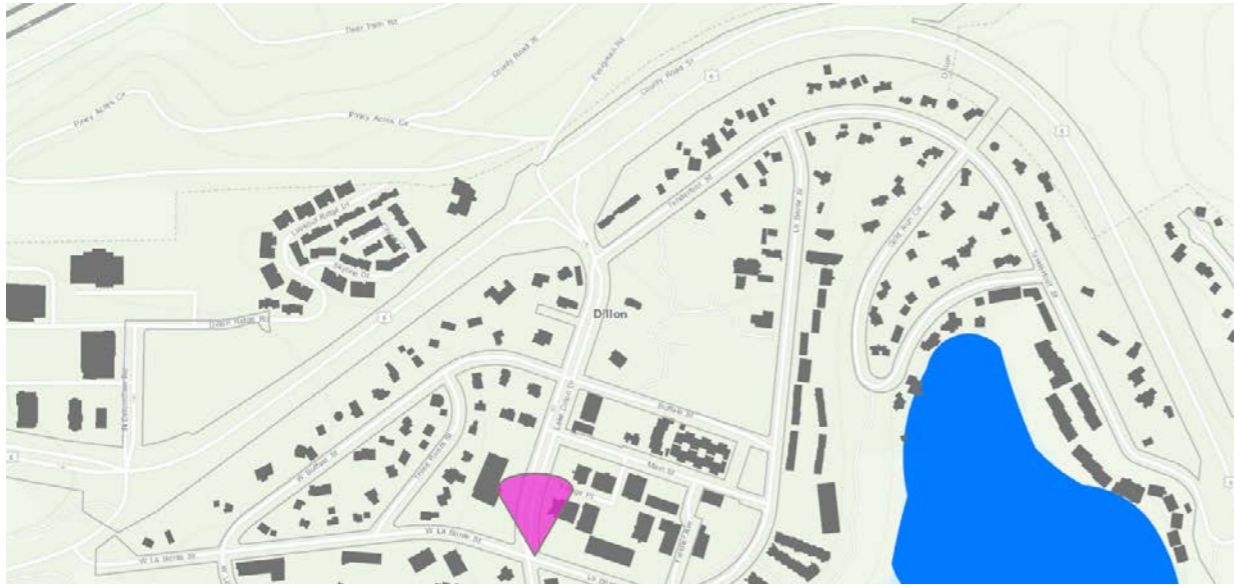
ZONING BUILDOUT



CONSTRAINTS REMOVED

ANALYSIS AND FINDINGS

LAKE DILLON DRIVE AND LA BONTE LOOKING NORTH WEST



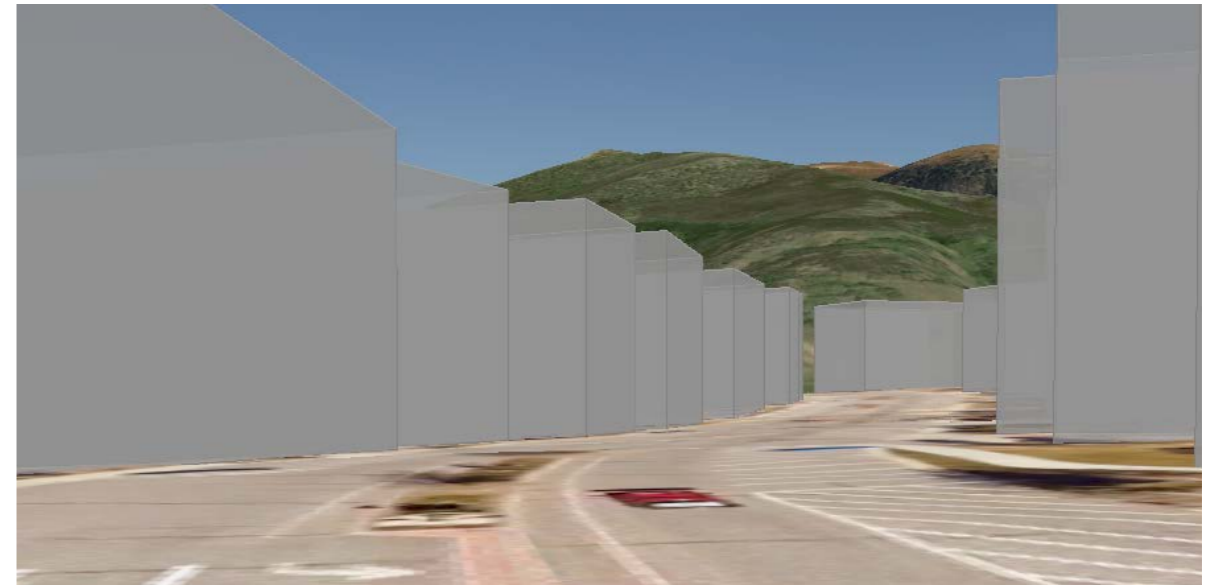
LOCATION MAP



EXISTING CONDITIONS



ZONING BUILDOUT



CONSTRAINTS REMOVED



COMMUNITY MEETING IN DILLON
SOURCE: SUMMITDAILY.COM

Community Engagement Plan

**Achieve public
interest, understanding,
and support of the
planning process**

COMMUNITY ENGAGEMENT PLAN

High Level Goals for Dillon

According to the 2017 Town of Dillon Comprehensive Plan, Dillon's goal is to achieve public interest, understanding, and support of the planning process and to provide adequate opportunities for the community to participate on a continuous basis in the preparation and review of the Town's Comprehensive Plan. The Comprehensive Plan is considered a decision-making guide for planning and development in the town. It is a "living" document, meaning it can adapt to changing economic conditions, public values, human needs, social interests, technology, and legislative actions. Therefore, The Town of Dillon can initiate ongoing engagement with the community and update the plan as needed.

The Town of Dillon is committed to reviewing the Comprehensive Plan periodically to determine if larger changes need to be made. Because of the rapid redevelopment taking place in Dillon, the town government has determined that a full review of the Comprehensive Plan is necessary. The community engagement is a mechanism to solicit citizens' involvement and opinions related to land use issues. To update the Comprehen-

sive Plan, Dillon can ask the public to consider broader questions related to the community's vision for the future. In addition, the Town of Dillon can ask community members to prioritize public projects that can be completed in conjunction with the redevelopment by the town government or through public-private partnership.

THE COMPREHENSIVE PLAN IS CONSIDERED A LIVING DOCUMENT THAT CAN ADAPT TO CHANGING CONDITIONS, PUBLIC VALUES, HUMAN NEEDS, SOCIAL INTERESTS, TECHNOLOGY, AND LEGISLATIVE ACTIONS

The Town of Dillon staff have expressed a need for engagement to uncover the community's vision and concerns regarding the redevelopment of the Core Area. There are several parcels which are either currently being developed or are in the application stages. In addition, the Dillon Urban Renewal Authority put out a Request for Proposals (RFP) for the re-

development of 9 parcels in the Core Area, a total of 1.594 acres. The Dillon Urban Renewal Authority has begun to discuss the redevelopment with a Denver based developer and would like to receive additional feedback from community members before moving forward with the redevelopment project. The types of feedback that Dillon would need to consider soliciting from the community based on this plan would be height limitation, Lake Dillon Drive redesign, land uses, public space, and connectivity. In this case, the purpose of community engagement would be to "generate support for decisions and their implementation."

The Town of Dillon provided goals for redevelopment through a survey completed for this Capstone project. As many are elected and appointed officials, their goals should closely align with the public goals. Their response to this question can be compared to the public response throughout the community engagement process, to test how in touch these officials are with the community they serve. The table to follow outlines these officials' goals for redevelopment as expressed in the survey.

COMMUNITY ENGAGEMENT PLAN

| URBAN DESIGN | AUTHENTICITY | COMMUNITY | ECONOMIC DEVELOPMENT | LAND USE |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------|
| <p>THOUGHTFUL DEVELOPMENT AND REVITALIZATION OF CORE AREA WITH A FOCUS ON VIBRANCY</p> <p>NOT TO OVER BUILD AND RETAINING OR INCREASING THE VIEWS</p> <p>GET RID OF TOWN EYESORES AND IMPROVE TOWN APPEARANCE</p> <p>WALKING PATHS AND CONNECTIONS</p> <p>BUILDING DENSITY IN THE CORE AREA</p> <p>GOOD ARCHITECTURE USING MOUNTAIN LAKESTYLE DESIGN GUIDELINES</p> | <p>MAINTAIN UNIQUENESS AND “FEEL” OF DILLON AND ITS “MOUNTAIN LAKESTYLE”, USE A DISTINGUISHED STYLE, SENSE OF PLACE OR IDENTITY THAT SETS IT APART FROM SURROUNDING COMMUNITIES</p> | <p>MORE PERMANENT RESIDENTS</p> <p>BETTER COMMUNICATION WITH RESIDENTS</p> | <p>HEALTHY BUSINESSES AND INCREASED TAX BASE AND REVENUES TO INVEST BACK INTO AMENITIES</p> <p>DOWNTOWN SHOPS APPROPRIATE FOR VISITORS AND RESIDENTS, MORE COMMERCIAL DEVELOPMENT</p> <p>VIBRANT MUSIC/FUN SCENE</p> <p>REASONABLE IMPACT ON EXISTING DEVELOPMENTS</p> | <p>NEW AND ENHANCED RECREATION OPPORTUNITIES</p> <p>BEST USES OF LIMITED SPACES IN TOWN</p> <p>ADDITIONAL WORKFORCE HOUSING</p> |

COMMUNITY ENGAGEMENT PLAN

The Town of Dillon can also utilize the community engagement process to understand and find ways to maintain its authenticity. The redevelopment goals based around maintaining uniqueness, setting Dillon apart, and developing a sense of identity were the most frequently mentioned by Town of Dillon officials. As the town relies heavily on the tourism industry, and authenticity is so important to attracting tourism, it will benefit the town to define authenticity through the public engagement process. The second homeowners who reside in Town of Dillon likely have concerns for the town's future which are intertwined with the issue of authenticity. The Town of Dillon officials responded to a survey with their opinions of what makes Dillon authentic. The top responses were: access to the lake, the amphitheater, the marina, the views, and the small-town feel. Other interesting responses included the recreation path, the quietness, and that it is "not Vail."

The Town of Dillon's goals for community engagement most closely align with the "involve" level of community engagement on the International Association for Public Participation's Public Participation Spectrum. This level is more than a consultation, it actively in-

cludes the community in the decision-making process. It provides the community multiple and ongoing opportunities to give input. The public is usually involved from the beginning, but the governmental agency is still the decision maker, and there is no expectation of consensus building. The public will not have any high-level influence over the decision. The "promise" to the public at this level is that the public has access to the decision-making process and the opportunity to provide input. The public will also receive direct feedback from the government agency on how their input helped influence the ultimate outcome. The Town of Dillon should consider what type of information they would like to collect from the community and what type of feedback would be most useful and informative. The following diagram includes questions that Dillon can use the community engagement process to answer. These are intended to be research questions that the town government can answer for themselves through a variety of means, not as questions to necessarily ask the public directly through a survey or other tactic.

RESEARCH QUESTIONS

Core Values

What do you value most about your community?

What changes would you like to see made in your community?

Transportation

What are your top destinations?

Where is bike parking needed?

Where is signage needed on the trail?

Do you use bus? What would encourage you to use the bus? Where should bus stops be located?

Where do you bike?

Where would you walk if sidewalks were improved?

Land Use

What land uses would you like to see?

What type of public space would you like to see?

Viewshed

Where do you go in Dillon for the best views (of the mountain, lake, etc.)?

Does the current zoning accommodate the views that are valued by the community?

COMMUNITY ENGAGEMENT PLAN

Learning from Past Community Engagement Strategies

Before developing a community engagement plan, it can be beneficial to learn from the past and get feedback from current and past Dillon government officials. Dr. Florine P. Raitano, who was elected for two terms as the mayor of Dillon, provided her insights about the past and future community engagement processes. Dr. Raitano currently serves as the Director of Partnership Development and Innovation for Denver Regional Council of Governments (DRCOG) and is still a resident of Dillon.

Dr. Raitano explained that there has been positive and successful community engagement in Dillon. In the 1990s the Department of Local Affairs came to Dillon and led a community engagement process. They made the town council and staff sit in the back of the room and they weren't allowed to participate. In addition, while Dr. Raitano was in office, the town government heard feedback that the community wanted a main street in the Core Area. Many design firms assessed Dillon, and said a main street simply was not possible. However, the town found a firm that was up for the challenge and redesigned the main

street, giving the community faith in the town government, as it had acted on the community's desires.

Dr. Raitano discussed the main stakeholder groups that she identified as mayor of Dillon, which include year-round residents, the business owners and the second home owners. Dr. Raitano would also consult with the "pioneer families," those who used to live in Dillon before it moved from its last location.

Dr. Raitano has advice for future community engagement. She thinks Dillon could capitalize on the upcoming year "2020" as it is a colloquial term for clear vision. She suggests that Dillon frame the community engagement process as a chance for people to weigh in on their 2020 vision for Dillon. Dr. Raitano advises to avoid holding meetings during the day and that Saturday and evening meetings are better. There must be a draw, which could be food, and not just coffee and donuts. Child-care should be provided. Dr. Raitano would invite the town business owners to have coffee with her and voice their concerns once per month, and she found that they appreciated that opportunity. Finally, Dr. Raitano advises that the Town of Dillon focus on what full time

residents would like, and second home owners will likely be happy with it too.

Dr. Raitano weighed in on development potential for Dillon. She stated that there is not much more area to develop in Dillon, and most developable parcels are near the cemetery. Dr. Raitano stated that there is a great opportunity to develop the marina and it could include some nice restaurants. When she was in office, however, there was push back from the adjacent condominium owners about blocking views to the lake. Dr. Raitano found that the business owners are very concerned about parking and the square parking lot in the middle of the core area was converted into parking when Dr. Raitano was mayor. She wouldn't consider putting another public space there.

Current Town of Dillon government officials completed a survey to provide insight into past community engagement processes. The results of the survey ranged from advice to frustrations. Government officials advised that there should be interactive and visual elements included in the process. In addition, it has been helpful to share the data that drives the land development proposals. Community chats have been successful in the past. Some

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government officials voiced their frustration that it seemed like community members only cared about the public process when it was next door to them or if it cost money, and that some people in the town who could be categorized as “NIMBY”. Some officials stated that it is hard to get the public to participate and asked for new methods to advertise the community engagement events. They advised that technology should be used for outreach.

Identifying Demographic and Stakeholder Groups

It is crucial identify stakeholders in the community before embarking on a community engagement process. This will assure that all stakeholders are invited to participate in the process and appropriate engagement tools are selected to reach these individuals. Municipalities should strive to facilitate collaboration among these stakeholder groups.¹¹⁶ The benefit of including a diverse range of stakeholders is that it creates a process which is conducive to sharing of perspectives among participants.¹¹⁷ Academic literature is unclear on how to decide which stakeholders to include or the best practices for engaging with each type of stakeholder group.¹¹⁸ In Dil-

lon, the stakeholder groups can be determined through government officials with local knowledge of the community and by analyzing the demographic information for the town. Town of Dillon stakeholder groups identified through research and interviews include:

- Business owners
- Churches
- Economic Development Commission
- Full-time residents
- Hispanic/Latino Community
- Home Owners Associations
- Key property owners
- Kids
- Marina Visitors
- Out of town visitors/tourists
- Planning and Zoning Commission
- “Pioneer” families
- Second homeowners

Once stakeholders are identified, the municipality can develop methods to engage with each group based on the context, overall task of the project, purpose, and goals of the participation process.¹¹⁹ The public engagement strategy in this Capstone report includes techniques to engage each of these stakeholder groups. After deciding which stakeholders

should be engaged, and what techniques are appropriate, the municipality must establish legitimacy among these groups.¹²⁰ Stakeholders don't always assume a public participation process is legitimate.¹²¹ This requires transparency about the purpose of the project and how the input of different stakeholders will influence the outcome.¹²² In the case of Golden, it was unknown how the public's feedback would be incorporated, so the planners were transparent about their uncertainty and assured the public their input would be used somehow. Many municipalities begin a public engagement process without thinking through this step, and should consider this from the onset.¹²³

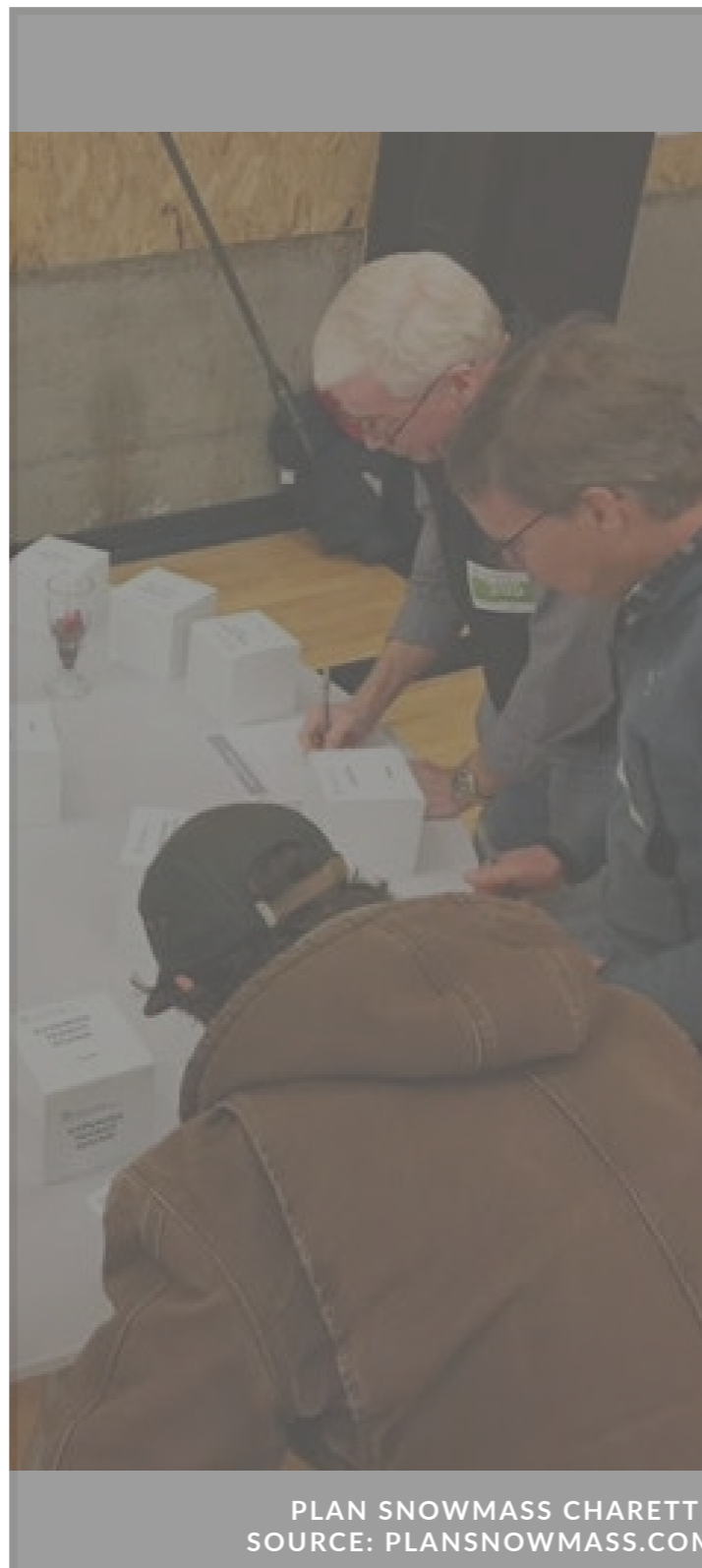
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Methods and Techniques

The Town of Dillon would like to facilitate a collaborative community engagement process. This type of community engagement differs from the legally required public hearings held regarding land use decision. The differences between these two processes can be explained in the following dichotomies:¹²⁴

| PUBLIC HEARING | COLLABORATIVE COMMUNITY ENGAGEMENT PROCESS |
|---------------------|--------------------------------------------|
| ONE WAY TALK | DIALOGUE |
| ELITE/SELF-SELECTED | DIVERSE PARTICIPANTS |
| REACTIVE | INVOLVED AT THE OUTSET |
| TOP DOWN EDUCATION | MUTUALLY SHARED KNOWLEDGE |
| ONE SHOT ACTIVITIES | CONTINUOUS ENGAGEMENT |

If the town is concerned that the land use plans will affect vulnerable communities, then it would be ideal for an outside entity to conduct the community engagement process.¹²⁵ This independent entity should be familiar with the nuances of the community.¹²⁶ The developer should not be the facilitator but could be a stakeholder in the process.¹²⁷ In some

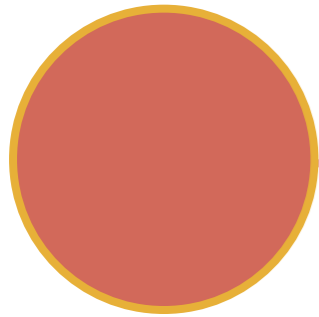


PLAN SNOWMASS CHARETTE
SOURCE: PLANSNOWMASS.COM

cases, planners would be the most appropriate facilitators, but some academic research points to the lack of training most planners have to facilitate a discussion on the socio-economic impacts of a land use decision.¹²⁸ The Town of Dillon must decide if it has the capacity to conduct the community engagement process internally, or if they will hire a consultant.

The following are descriptions of different community engagement tools and tactics and their strengths and weaknesses. This should be considered a menu of options; these tactics are not mutually exclusive. Some can be combined to be more effective and the ultimate plan will depend on the time frame, resources, and capacity of the town. In addition, the plan can be altered throughout the process to respond to differing levels of response from different stakeholder or demographic groups. One of the main things to consider when selecting a tool, is that a tool that provides more feedback than will be considered should not be selected.¹²⁹

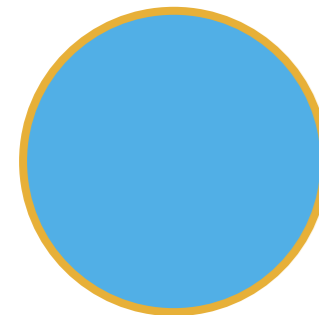
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COMMUNITY SURVEYS

When a municipality needs to solicit feedback from a large number of people in a standard format, community surveys can be a helpful tool.¹³⁰ Surveys should be short and concise.¹³¹ While surveying residents is not a new idea, municipalities can find innovative ways to administer the survey to assure a wide range of people are being asked to participate.¹³² Typically, online surveys don't reach low-income and populations with low English proficiency. To get a representative sample, survey collectors may have to visit the community to find people who meet the demographic that they are trying to reach.¹³³ In addition, municipality can set up kiosks in highly trafficked locations so that people without access to a computer or internet would have the opportunity to take the survey.

| STRENGTHS | WEAKNESSES | STAKEHOLDERS |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------|
| <ul style="list-style-type: none"> - Can gain feedback from A large number of people - Useful for obtaining quantitative data - Data easy to compare to past data or data from other municipalities - Useful for identifying needs | <ul style="list-style-type: none"> - Need to be well designed and coded for usable answer - Large questionnaires are time-consuming and labor intensity - Information may be limited - Lacks opportunity for people to exchange views - Typical response is between 10-20% | <ul style="list-style-type: none"> - All, if multiple channels are used to distribute the survey |

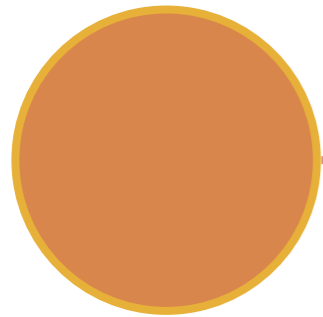


PARTICIPATORY MAPPING

A participatory mapping exercise incorporates maps and photographs to determine residents' perception of an area.¹³⁴ It can be used to understand the people, places and experiences that create a community through community members identifying them on the map.¹³⁵ This is a collective activity that will help the municipality gain a better understanding of the community and build upon its assets.¹³⁶ This tool can also be utilized to identify weaknesses in the community and determine where the government might intervene.¹³⁷ The participants can indicate through a mapping exercise what they like and dislike and what changes they would like to see made in their community. Facilitators can use a participatory mapping exercise to engage in a dialogue around issues, build consensus and identify areas of conflict.¹³⁸ This exercise is typically done with a large laminated map. This can be useful when facilitating the activity at a charette or street stall.

| STRENGTHS | WEAKNESSES | STAKEHOLDERS |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <ul style="list-style-type: none"> - Stimulates discussion - Can build sense of community ownership - Can help people see and understand their community in different ways | <ul style="list-style-type: none"> - Can generate ideas impossible to implement - It may be difficult to interpret participant's ideas - Participants need to be familiar with the local area - Difficult to turn the map into a digital source of information | <ul style="list-style-type: none"> - Out of town visitors/ tourists - Full-time residents - Kids - Churches - Hispanic/Latino Community - Marina Visitors |

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CHARRETTE

The charrette is a tool for community engagement around land use decisions that has become a very popular trend in many cities. The term “charrette”, or little cart in French, was likely derived from a process taught in design schools during the Beaux Arts period in Paris in the 1800s.¹³⁹ Design students intensively worked on their drawings for a period of time, and when the time ended, a cart would come around and collect each student’s drawings.¹⁴⁰ Today, designers and planners use the term to describe a multi-day design process which involves designers and stakeholders from the community working together to create a plan for a site or neighborhood.¹⁴¹

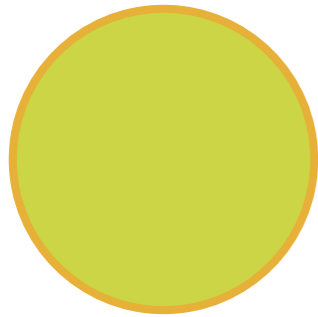
This process can facilitate dialogue and help community members understand law, design guidelines and precedent that influence development and planning decisions.¹⁴² Typically, the creative process behind creating a site plan and concept for a development is unseen by the community and only the development team is privy to discussion of why certain alternatives were selected.¹⁴³ The charrette is a unique opportunity for community members to hear the discussions that take place in the design process and play the role of a designer.¹⁴⁴

There are a few best practices that can be considered to optimize the charrette process. The location of the charrette should be near the development site.¹⁴⁵ While the design team should lead the charrette, everyone in attendance should be asked to participate.¹⁴⁶ Typically, a well-designed charrette requires nine months of preparation and outreach.¹⁴⁷ With appropriate outreach and preparation, all participants can arrive at the charrette prepared and trustful of the process. In addition, the municipality should establish the scope of the project and the budget in advance.¹⁴⁸ When conducting the event, the municipality and design team should be mindful of avoiding design and engineering jargon.¹⁴⁹ Finally, the National Charette Institute states that a four day charette is ideal to create a feedback loop between the community and the planners, although this may not be possible in all communities given budget and time constraints, among other constraints.¹⁵⁰ An example of a charette plan was described in the Snowmass Village case study.

| STRENGTHS | WEAKNESSES | STAKEHOLDERS |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <ul style="list-style-type: none"> - Builds trust and social cohesion and can help mitigate debates later in the development process - Creative and innovative ideas often arise - Designers explain decisions directly, avoiding the linear design review process, thereby saving time - Can lead to greater buy-in, better neighborhood fit, and better design | <ul style="list-style-type: none"> - Far too limiting method for community to give feedback on social, economic, health/safety aspects of the plan - Can be time consuming, labor intensive and expensive - If poorly designed, and not well advertised, it can further a stereotype that government officials play lip service to community concerns | <ul style="list-style-type: none"> - Full-time residents - Business owners - Planning and Zoning Commission - Economic Development Commission - Key property owners |

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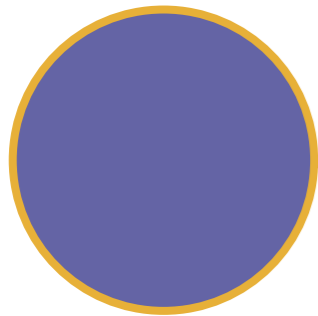
VIEWSHED ANALYSIS AND PUBLIC PROCESS



The Comprehensive Plan identifies preserving views as a top priority in Dillon. However, the community's preferred viewsheds and view corridors have not been identified. The town of Dillon can conduct a community-informed viewshed analysis. The town can start by asking the community to prioritize certain viewsheds and show the viewshed modeling from this report including existing building height views from each direction.¹⁵¹ Then, the town can ask the public to prioritize based off viewsheds in public spaces.¹⁵² Additionally, the town can encourage public to send photos of their favorite viewshed from a public space.¹⁵³ Finally, using viewshed model alternatives, the town can conduct a visual preference survey.¹⁵⁴ An example of this was described in the Olympia, Washington case study.

| STRENGTHS | WEAKNESSES | STAKEHOLDERS |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <ul style="list-style-type: none"> - Modeling allows people to have a conversation based off evidence - Emphasizing the need to enhance views in public spaces may change the focus of the public from preserving views from their property | <ul style="list-style-type: none"> - Some views may be compromised to enhance views in public spaces which can be unpopular with property owners - Antigrowth sentiment may arise | <ul style="list-style-type: none"> - Second homeowners - Full-time residents - Business owners - Home Owners Associations - Planning and Zoning Commission - Economic Development Commission - Key property owners - Marina Visitors |

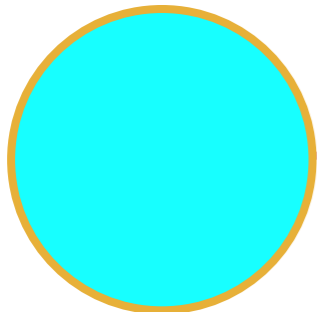
MOBILE PLANNING OFFICE



A mobile planning office is simply a way for a planning office to set up a "booth" in the community in places where people already gather. This employs the tactic to "meet people where they are." This can include outdoor displays like idea walls which can be used to capture views and comments from a range of people.¹⁵⁵ Maps and plans can be displayed to passers-by, who are asked to comment.¹⁵⁶ Typically, the materials needed are a tent, table, and any outreach activity or materials. An example of this was described in the Golden, Colorado case study.

| STRENGTHS | WEAKNESSES | STAKEHOLDERS |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <ul style="list-style-type: none"> - Can collect views of large number of people - Activities are interactive - Engages and generates interest - Can reach people that you can't normally reach | <ul style="list-style-type: none"> - Can generate a large amount of data - Requires several facilitators - Weather may affect event | <ul style="list-style-type: none"> - Full-time residents - Kids - Churches - Hispanic/Latino Community - Marina Visitors - Out of town visitors/tourists |

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ONLINE PARTICIPATORY TOOLS

Increasingly, municipalities are using online participatory tools (OPT) to engage with their citizens. When deciding if OPTs are appropriate for a public engagement process, a municipality should consider the organization's capacity to use technology and the community's interest in online tools.¹⁵⁷ This tool incorporates a tenet of the Smart City movement allowing the municipality be innovative, more democratic and transparent.¹⁵⁸

Each tool is designed to answer different planning questions or engage with the community in a different way. As with the community engagement process as a whole, it is important to identify the specific goals of using an OPT. Goals may include:

- inform/educate citizens
- follow up with citizens about certain aspects of plan
- engage citizens in a consensus building process
- resolve tensions between conflicting ideas
- build trust
- attract those who can't attend meetings or encourage excitement about a project

OPTs are usually most effective in highly educated communities because of the higher proficiency of educated people using tools.¹⁵⁹ In Dillon, 53% of people have attained a bachelor's degree or above, so an OPT may be appropriate for some segments of the population in Dillon. Additionally, this may be the most effective way to engage with second homeowners when they are not residing in Dillon. However, these tools may be more effective among younger communities, therefore the older demographic in Dillon may not be interested in engaging this way.

Many OPTs are geared towards public engagement and social media sites can be used for public engagement (Facebook, Instagram, NextDoor).¹⁶⁰ It is best to contemplate the user when choosing which tool will be most appropriate. People may be concerned about sharing their identity or personal information online, so a tool with a low barrier to entry and minimal registration is optimal.¹⁶¹ Social media sites can be a forum for a productive discussion, but conflict can arise on these sites.¹⁶² The government facilitating the discussion should act as a moderator to monitor the discussion.

| STRENGTHS | WEAKNESSES | STAKEHOLDERS |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <ul style="list-style-type: none"> - People can choose a convenient time and place to participate - Useful for those who are homebound (elderly) - Can create a debate and exchange of views - Cost effective - Can reach a large number of people | <ul style="list-style-type: none"> - Some techniques may require a moderator and can be expensive - Can exclude those without internet access - May be intimidating | <ul style="list-style-type: none"> - Second homeowners - Full-time residents - Business owners - Home Owners Associations - Planning and Zoning Commission - Economic Development Commission - Key property owners - Churches - Out of town visitors/tourists |

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Inclusivity

Dillon's residents have a wide array of education and income levels and the diversity is likely to increase with the construction of work force housing. It is especially important to make extra efforts to engage with populations that have traditionally been disenfranchised. Residents who have higher incomes and higher levels of education may have better access to information to become informed on the process, more time to participate in the public engagement process and higher abilities to participate in OPTs. Therefore, Dillon should strive to make sure that all community input opportunities are open and accessible to those who work, those who speak languages other than English, and those with disabilities.¹⁶³

With recognition of the varying levels of educational attainment, communications materials should be in plain English and free of jargon.¹⁶⁴ The marketing materials should include clear examples and case studies.¹⁶⁵ The Town of Dillon should take

advantage of existing community networks and forms of communication to publicize events.¹⁶⁶ The town should find opportunities to combine community engagement events with existing events. To reach shift workers, Dillon should consider setting meetings in the mornings, on weekends or in conjunction with another community event.

Another consideration for engaging with Dillon residents of different cultures is that public meetings are not typical in some cultures.¹⁶⁷ Dillon has many Hispanic and Latino residents at 21%. Distrust of government is often prevalent among immigrants from countries with repressive governments. In Charlotte, NC, Hispanic populations expressed their reluctance to attend meetings in government buildings.¹⁶⁸ In addition, people in the Charlotte Hispanic community didn't feel comfortable asking about or questioning a government action and would only respond "yes" to a yes or no question to avoid seeming controversial. Finally, some populations

may feel uncomfortable participating in a public engagement process if it is in the same building as a police station. To engage with populations unlikely to attend a meeting, facilitators can visit grocery stores, laundry mat, discount stores, or other gathering places to collect feedback. In Dillon, there are second hand stores, grocery stores and lawyers catering to the Hispanic and Latino community and would be ideal places to engage with this community.

Evaluation

The community engagement process should be evaluated on an ongoing basis and at the end of the process.¹⁶⁹ This will allow Dillon to receive feedback on things like best methods for engaging with certain groups or the most appropriate time or venue. In addition, Dillon can use a demographic tracking tool to determine if the community engagement techniques are inclusive of all stakeholders.

COMMUNITY ENGAGEMENT PLAN

ACTION PLAN STEPS

1. DISCOVER THE COMMUNITY PULSE.

- Use a survey to ask the following questions:
What do you value most about your community?

What changes would you like to see made in your community?

- Use the Participatory Map exercise to learn about community members and to answer the following question:

What are your top destinations?

2. DETERMINE VIEWSHEDS FROM PUBLIC SPACES THAT SHOULD BE ENHANCED.

- Visual Preference Survey

Show a poster with 10 viewsheds with existing buildings and ask to rank top 3 most important viewsheds.

- Storymapping

Ask people to take photos of their favorite viewsheds from public spaces and submit online.

- Education

Show 10 viewsheds with build out model with zoning. Explain that Dillon's goal is preserving views to enhancing views in public gathering

spaces, and the town doesn't have an obligation to protect views from private property.

3. FIND OUT HOW DILLON SHOULD INCREASE MOBILITY AND MULTIMODAL OPTIONS.

- Participatory Map

Where is bike parking needed?

Where is signage needed on the rec path and along sidewalks?

Which intersections are the most dangerous to cross by foot or bike?

Where would you walk or bike if the road was safer for bicyclists and pedestrians?

- Visual Preference Survey

Show the graphic with Lake Dillon Drive as is, Lake Dillon Drive, improved, and ask people's preference.

4. GATHER COMMUNITY PRIORITIES FOR INVESTMENT.

- Visual Preference Survey

What are your priorities for improvements in Dillon (use projects mentioned in Comprehensive Plan and ask people to rank)?

What are your priorities for placemaking projects in Dillon? (show photos of boardwalk, pedestrian crossings on Highway 6, etc.)

What land uses would you like to see?

- Participatory Map

Where in Core Area should public space be located, what should be included in public space?

5. OTHER CONSIDERATIONS:

- Provide the opportunity for community members to request an interpreter.

- Community engagement should be focused around the summer to involve second homeowners.

- Mobile planning offices should be planned to occur at all concerts and farmers market. Attempt to find out if there are any events occurring during the summer that would attract members of the Hispanic/Latino Community.

- Flyers should be distributed at breweries, second hand stores, Latino grocery store, restaurants giving dates for community engagement opportunities, online surveys web address.

- The charette would ideally be planned with the community including an independent designer and all stakeholders, including future developers for Core Area redevelopment.

CONCLUSION

The Town of Dillon has a unique opportunity to engage with the community to gather high quality public feedback that gives town officials the opportunity to plan a future for Dillon that will incorporate the vision of the majority of stakeholders. Ideally, the redevelopment will benefit all community members, including stakeholders as diverse as the second home owners to the Hispanic and Latino community. Dillon is a town that relies heavily on tourism and aspires to create an authentic experience for those visitors and its residents alike. As Dillon redevelops, it has an opportunity to shape the built environment with a foundation for vibrancy while preserving the 360 degree views

that enhance the quality of life in Dillon. Dillon can preserve the authenticity and promote its as it Mountain Lakestyle lifestyle as it undergoes the redevelopment process. The community can provide input on the best methods to achieve these goals. Redevelopment may also give Dillon the opportunity to pursue goals set forth in the Comprehensive Plan, such as improving connections for pedestrians and bicyclists. With a commitment to including the community in the redevelopment process and in planning efforts, the Town of Dillon will be able to create an outcome that benefits all.

LAKE DILLON DRIVE
SOURCE: M. BOYDSTON,

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APPENDIX

| | |
|------------|----------------------------------|
| A-1 | SLOTTERBACK, ET.AL. TABLE |
| A-2 | SURVEY QUESTIONS |
| A-3 | WALK AUDIT RESULTS |
| A-4 | VIEWSHED ANALYSIS |

Table 2 Multiple Purposes of Public Participation, with Associated Design Considerations and Proposed Outcome Evaluation Criteria

| Purposes | Design Considerations | Proposed Outcome Evaluation Criteria |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <p>Meet legal requirements—for example, to provide public notices of upcoming actions or in preliminary scoping efforts for environmental impact assessments (Brody, Godschalk, and Burby 2003; Slotterback 2008)</p> | <ul style="list-style-type: none"> • Clarify legal requirements • Observe sunshine laws • Consider alternatives to traditional public notices and meetings—for example, use of social media and online comment boards may be effective and efficient ways to fulfill these requirements. | <ul style="list-style-type: none"> • Legal requirements for public noticing and comment met • Efficient cost of communication and outreach |
| <p>Embody the ideals of democratic participation and inclusion—for example, to achieve or represent the public interest through diverse participation, provide an opportunity for participants to enhance their own capacities to engage in democratic citizenship, or produce lasting achievements of public value (Mansbridge 1999; Young 2000; Fung and Wright 2003; Nabatchi 2010)</p> | <ul style="list-style-type: none"> • Perform stakeholder analysis and design the process to encourage active participation by those with interests at stake, making particular efforts to be inclusive • Act in response to participants’ contributions, encouraging diverse views and reflecting them in outcomes • Deliberative approaches can help participants develop capacity and commitment for ongoing contributions | <ul style="list-style-type: none"> • Inclusiveness of composition of participants • Discernible, communicated impact of participation on outcomes • Positive effects on citizenship (e.g., participants’ increased understanding of how to participate in democratic processes, greater commitment to do so, or elevated sense of efficacy in ability to affect decision making) |
| <p>Advance social justice—for example, by improving equity in distributing public services or by increasing a marginalized group’s influence over decisions (Abers 2000; Andrews, Cowell, and Downe 2010; Corburn 2003)</p> | <ul style="list-style-type: none"> • Perform stakeholder analysis and recruit diverse stakeholders • Enable diverse participation (i.e., by enabling multiple ways to participate, providing language translation or child care, and selecting accessible meeting locations and times) • Consider the distribution of benefits and harms | <ul style="list-style-type: none"> • Adequacy and diversity of stakeholder representation • Improved distribution of benefits and harms ensuing from the decisions |
| <p>Inform the public—for example, about decisions that have been made or about changes in policies, resources, or programs (Nabatchi 2012b)</p> | <ul style="list-style-type: none"> • Informing the public and maintaining transparency about decisions may be sufficient | <ul style="list-style-type: none"> • Large number of people reached or the target population reached • Diversity of modes or venues used to inform public • Increased public awareness of targeted policy issues • Public satisfied they have been informed |
| <p>Enhance understanding of public problems, and explore and generate potential solutions (Deyle and Slotterback 2009; Godschalk and Stiffler 1981; Webler et al. 1995)</p> | <ul style="list-style-type: none"> • Deliberative approaches and small-group formats can help participants understand issues and contribute to problem solving • Design processes for sharing information and engaging and exchanging views among participants to promote understanding and discovery of new options; help participants learn about each other’s perspectives, the broader context, and possibly change their views; present information in various formats and from a variety of sources (Daniels and Walker 1996; Webler et al. 1995) • Balance technical expertise and broader stakeholder representation (Innes and Booher 2010) | <ul style="list-style-type: none"> • Changes in individual or collective assumptions, frameworks, or preferences • Changes in participants’ knowledge of issues, ability to articulate interests, and appreciation of other perspective • Generation of new problem definitions and potential solutions |
| <p>Produce policies, plans, and projects of higher quality in terms of their content</p> | <ul style="list-style-type: none"> • Use deliberative, collaborative approaches to promote learning (Forester 1999; Healey 1997; Innes and Booher 2010) • Shift decision making to an appropriate scale (e.g., regional, local) to take advantage of relevant knowledge and investment in outcomes (Koontz and Thomas 2006; Mandarano 2008; Margerum 2011) • If the problem is complex and technical quality is necessary, engage in boundary work among different ways of knowing (Feldman et al. 2006), or limit participation to content experts or give special emphasis to their role (Thomas 1995) | <ul style="list-style-type: none"> • Validation of the quality of decisions by informed content experts, using context-specific criteria related to, for example, economic efficiency, safety, reliability, feasibility, equity, environmental impact, etc. |

Table 2 Continued

| Purposes | Design Considerations | Proposed Outcome Evaluation Criteria |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <p>Generate support for decisions and their implementation—for example, by producing decisions that address the public’s needs and concerns; resolving disputes; creating alliances for advocacy and implementation; and generating resources for implementation (Brody, Godschalk, and Burby 2003; Godschalk and Stiftel 1981; Laurian and Shaw 2009; Moynihan 2003; Wondolleck and Yaffee 2000)</p> | <ul style="list-style-type: none"> • Avoid making decisions so that stakeholders feel left out, for example, by making them narrowly or hastily or by delegating decision making to small, elite, or exclusive groups (Feldman and Quick 2009; Nutt 2002; Thomas 1995) • Emphasize procedural fairness to enhance acceptance of decisions even among those with a different preferred outcome (Schively 2007); encourage broad participation, especially of key stakeholders; engage in shared knowledge generation and relational work to foster joint ownership of the problem analysis and outcomes (Innes and Booher 2010; Wondolleck and Yaffee 2000) • Utilize conflict management and negotiation techniques (Fisher, Ury, and Patton 2011), including consensus-oriented approaches that aim for win-win solutions (Forester 1999; Innes and Booher 1999; Margerum 2002) | <ul style="list-style-type: none"> • Participants satisfied with the process • High level of agreement with fairness of decision process • High level of agreement with decision outcomes, possibly consensus • Minimal lawsuits, conflicts, delays, mistakes, or other obstacles to implementing decisions • Resources available for implementation |
| <p>Manage uncertainty—for example, to build trust, increase the quality of information informing decisions, stabilize relationships, and minimize risk from unanticipated changes in the external environment (Friend and Hickling 2005; Rowe and Frewer 2004; Wondolleck and Yaffee 2000)</p> | <ul style="list-style-type: none"> • Acknowledge where uncertainty exists • Maximize participation and encourage information sharing to provide clarity about the external environment and values • Build relationships to reduce uncertainty in them and provide a holding frame for negotiating over differences and resources | <ul style="list-style-type: none"> • Persistence of a structure or relationships for ongoing learning and negotiation • Limited number of problems caused by misinterpretation of or unanticipated changes in values, relationships, or information • Reduced conflict among stakeholders • Trust in decision makers or decision-making process |
| <p>Create and sustain adaptive capacity for ongoing problem solving and resilience—for example, by emphasizing social and transformative learning; relationships, social capital, and trust; and sustained engagement (Forester 1999; Goldstein 2012; Innes and Booher 1999, 2010; Jordan, Bawden, and Bergmann 2008; Webler et al. 1995)</p> | <ul style="list-style-type: none"> • Deliberative, consensus-based, or collaborative approaches frequently facilitate transformative learning; include diverse perspectives to optimize learning and involve key stakeholders; support developing shared meaning via interacting and learning about each other’s interests, preferences, values, and worldviews through “collaborative science” (Mandarano 2008) • Build social capital among participants for ongoing work by building connections, enhancing relationships, and fostering trust that can carry on beyond a single decision-making process into future collaboration and communication (Innes and Booher 1999; Quick and Feldman 2011) | <ul style="list-style-type: none"> • Creation of new structures (relationships, partnerships, and resources) to support broad participation in ongoing planning, implementation, and evaluation • Sustained, diverse participation in management that adapts to changed circumstances • Use of collaboratively agreed criteria for decision making or performance management • Sustained collective ability to address new problems and support ongoing management (e.g., of program, resources, problem) • Improved alignment of participants’ expectations and actions with collective understandings and goals |

Note: See also design guideline 2 on designing for purpose and guideline 11 on evaluating participation.

SURVEY QUESTIONS

1. How familiar are you with Dillon's Comprehensive Plan & Guiding Documents?
2. Please list your top three goals for redevelopment.
3. Please prioritize in order of importance elements that may be graphically represented in the updated Comprehensive Plan.
4. Please list important observation points and landmark views.
5. Please list three characteristics that you feel are truly unique to the Town of Dillon.
6. If you have participated in Community Engagement, please provide a brief description of tactics that have been successful and what has not worked.

A-3

WALK AUDIT RESULTS

| Section | Date | Time | Location | Pedestrian Facilities | Pedestrian Experience 1-5 (1 = poor, 5 = excellent) | Maintenance | Path Size | Pedestrian Count | Transit Facilities |
|---------|----------|---------|-----------------------------------------------------------------------------------|----------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------|----------------|------------------|--------------------------------------------------------------------------------------|
| 9 | 3/7/2018 | 2:15 PM | Corinthian Hill Subdivison to the Rec Path | Sidewalks missing in some areas | 1 - lack of sidewalks, no crosswalk, high conflict potential with vehicles traveling at high speeds, poor/no wayfinding to rec | Poor maintenance | less than 5 ft | none | Bus stop but no shelter |
| 5 | 3/7/2018 | 13:30 | Lodgepole Street from La Bonte to Lake Dillon Drive | Sidewalk missing on both sides in areas | 2 - lack of sidewalks, lack of traffic and vehicle speed, no wayfinding to Rec Path, lack of crosswalks and buffer from | Good maintenance | N/A | 1 | none |
| 3 | 2/7/2018 | 2:30 PM | Einstein's Bagels to Bed Bath and Beyond along Dillon Ridge Road | Sidewalks mostly present, missing in areas, some areas must traverse parking lot | 2 - no buffer from roadway | Sidewalks along Dillon Ridge Road covered in snow | 5+ | 15+ | none |
| 1 | 2/7/2018 | 1:30 PM | Shell to Christy Sports, Little Beaver Trail to Highway 6 to West Anenome Trail | Sidewalks present | 2 - no buffer from roadway, poor maintenance | Sidewalk on north side of highway 6 and sidewalk on east side of Anenome Trail covered in snow | 5ft + | 4 | Bus stop between Little Beaver and Anenome Trail had bike parking, bench and shelter |
| 2 | 2/7/2018 | 2:00 PM | Christy Sports to Einstein's Bagels along Little Dam Street and Dillon Ridge Road | Sidewalks present | 2 - no buffer from roadway, stairs to shopping center onn Anenome | Sidewalks on Dillon Ridge (west), Anemone Trail (east) covered in snow | 5ft + | 2 | none |
| 8 | 3/7/2018 | 2:03 PM | Tenderfoot Street and Gold Run Circle to Tenderfoot Street and Highway 6 | Sidewalks missing in some areas | 2- Hawk beacon present, good wayfinding, lack of sidewalks, potential for conflict from vehicles exiting Hwy 6, no crosswalk at Elkhorn | Fair Maintenance | 5+ | 3 | none |
| 6 | 3/7/2018 | 1:43 | Marina Drive from Lodgepole Street to Marina Drive | Sidewalk missing on north side | 2- sidewalks missing, lack of traffic and vehicle speed, good wayfinding, | Poor maintenance | less than 5 ft | none | none |
| 7 | 3/7/2018 | 1:50 PM | La Bonte and Lake Dillon Drive to La Bonte Street and Main Street | Sidewalk missing on southside | 3 - could use pedestrian wayfinding at Main Street and La Bonte, missing sidewalks, great transit facility, accessiblity fair | Good maintenance | 5+ | 3 | Transit Facility at Main Street and La Bonte |
| 4 | 3/7/2018 | 1:18 PM | La Bonte Street and Dillon Dam Road to La Bonte and Lake Dillon Drive | Sidewalks on southside, missing on north | 3- no buffer from roadway | Poor maintenance | 5ft | none | none |



Section 1.1



Section 1.2



Section 2.1



Section 2.2



Section 3.1



Section 3.2



Section 4.1



Section 4.2



Section 5.1



Section 6.1



Section 6.2



Section 6.3



Section 7.1



Section 7.2



Section 8.1



Section 8.2



Section 9.1



Section 9.2



Section 9.3



Section 9.4