



**Planning and Zoning Commission  
December 6, 2023 - Regular Meeting**

To: Dillon Planning and Zoning Commission  
From: Ned West, AICP, Sr. Town Planner  
Subject: Continued Discussion – Comprehensive Plan  
Agenda Item: 7

**Discussion Item:**

Comprehensive Plan – Continued Discussion

**Background / Time Frame:**

- February 2, 2017: Planning Commission review and recommendation for approval of the Town of Dillon Comprehensive Plan
- February 7, 2017: Town Council review and approval of the 2017 Town of Dillon Comprehensive Plan
- July 7, 2021: Planning Commission discussion / review of the Comprehensive Plan
- August 4, 2021: Planning Commission discussion / review of the Comprehensive Plan
- September 1, 2021: Planning Commission discussion / review of the Comprehensive Plan
- October 6, 2021: Planning Commission discussion / review of the Comprehensive Plan and finalize the Community Draft Public Engagement Survey
- October 22, 2021: Community Draft Public Engagement Survey Launch Event
- November 3, 2021: Planning Commission continued discussion on the Comprehensive Plan
- April 6, 2022: Planning Commission continued discussion on the Comprehensive Plan
- June 1, 2022: Planning Commission continued discussion on the Comprehensive Plan
- August 3, 2022: Planning Commission continued discussion on the Comprehensive Plan
- November 2, 2022: Planning Commission continued discussion on the Comprehensive Plan
- January 18, 2023: Planning Commission continued discussion on the Comprehensive Plan
- March 1, 2023: Planning Commission continued discussion on the Comprehensive Plan
- April 5, 2023: Planning Commission continued discussion on the Comprehensive Plan
- May 3, 2023: Planning Commission continued discussion on the Comprehensive Plan
- June 7, 2023: Planning Commission continued discussion on the Comprehensive Plan
- August 2, 2023: Planning Commission continued discussion on the Comprehensive Plan
- October 4, 2023: Planning Commission continued discussion on the Comprehensive Plan

## SUMMARY:

The Comprehensive Plan is a long-range, evolving document that guides the Town in achieving the vision and goals of the community by establishing a framework for developing regulatory tools and advising decision making for the future of the Town of Dillon. Under the stewardship of the Planning and Zoning Commission (“**Planning Commission**”), this dynamic document strives to promote the community’s values, goals, and vision for the Town. The Comprehensive Plan is not a regulatory document but provides the background for advised decision making for establishing policies, for the delivery of services, for providing orderly growth and development criteria, embodies both current and long-range needs, and provides for a balance between the natural and built environment.

As a guiding document, the Comprehensive Plan is not binding on the Town. However, the Zoning Code is intended to carry out the purposes of the Comprehensive Plan.

Town staff has worked with the Planning Commission to study the Comprehensive Plan to determine if there are portions of the Plan that might warrant focus for potential amendments.

During the previous Planning Commission study sessions related to the Comprehensive Plan, several areas of interest have been discussed:

- Workforce Housing
  - How can it be incorporated in the Core Area Zone District?
    - Parking challenges – Code currently states, “The full amount of parking spaces as required for residential uses must be provided on-site” (§16-6-50).
      - One of the most significant issues related to this subject is associated with snow removal.
    - Redevelopment – Through the redevelopment of existing structures in the Core Area, the Town could partner with a developer to negotiate the disposal of Town property through a public private partnership (P3) and utilizing the authority of the Dillon Urban Renewal Authority (DURA).
  - Ballot Measure 2C on the November 8, 2022 election voters provided the Town with the capability to bond up to \$20 million of 5A Workforce Housing Funds for planning, financing, acquiring, constructing, reconstructing, and repairing workforce housing projects.
  - The Town continues to negotiate with the County for the potential County Road 51 Workforce Housing project, now dubbed the Summit Village, currently in its predevelopment phase. Pertinent to this project is a traffic solution on US Highway 6 at Lake Dillon Drive / Evergreen Road and County Road 51.
    - Staff was working with Denver Water to negotiate a potential easement for right-of-way improvements necessary to serve the potential housing

- development and came to a preliminary understanding of how to move forward with acquiring the parcel as opposed to an easement. The County subsequently has taken over the negotiations with Denver Water and no progress has been made.
- Short Term Rental Properties and Impacts on the Community and Housing
  - Zone district considerations
    - Consider permitting duplexes in the Residential Low (RL) zone district
    - Accessory Dwelling Unit (ADU) incentives:
      - Tap fee rebate program for property owners who long term rent to qualifying tenants and enter into a workforce housing ADU deed restriction.
      - Code adoption to allow freestanding ADUs – cottage style dwellings has been adopted.
      - Increase marketing of the ADU incentives with an aim of getting additional workforce housing.
  - Summit County Housing Crisis
    - Can we build our way out of it or are more innovative efforts required?
  - Walkability, Connectivity, and Creating a Sense of Place in the Core Area
    - Walkability – the Town has hired a consultant, Clark & Enersen, to perform a Town Center walkability study and design for improvements in the Core Area to create a more walkable Town and enhance connections from Town Park, through the Town Center, and connecting to the Marina, Marina Park, and Amphitheater
      - Held public engagement at the Full Moon Festival on Saturday, March 4, 2023.
      - Launched a survey and received nearly 300 responses.
      - Town staff regularly meets with the consultant as they develop their concept plans.
      - The Council has directed the consultant to focus on the Village Place Alleyway as the first area to design a project.
      - The Town contracted with a surveyor to perform a detailed topographic survey and utility location survey in the area.
      - The consultant has moved forward with preparing construction documents at the direction of the Town Council after the Phase 1 presentation on November 7, 2023.
    - Wayfinding – the Town has entered into a memorandum of understanding with the University of Colorado – Denver Technical Assistance Program (UTAP) to develop a ‘toolbox’ of wayfinding and informational signage for implementation Town wide to unify the messaging and help to convey a sense of place and arrival. This work will tie in with the ongoing work for unified messaging and sign zone design guidelines.
      - Identify key ‘nodes’

- Branding
  - UTAP finalized the project and presented to the Town Council on October 3, 2023.
- Tourism & Recreation – The Town has created a Recreation Department and hired a recreation manager within the Events Department. The department continues to hire staff and is implementing new activities all the time.
  - Staff is working on developing a new section in the Comprehensive Plan dedicated to Tourism and Recreation in accordance with State Statutes
  - Balance visitors and community residents
  - Draft goals and policies related to **Recreation and Tourism** have been developed.
- Transportation
  - Discussed mass transit and “micro transit”
    - Staff has met with a representative with Via (<https://ridewithvia.com/resources/articles/what-is-microtransit/>) and is in discussions with other community partners to consider the micro transit option on a more community-wide scale
    - Staff continue to meet with Summit County community partners in discussing bringing in point to point shared micro transit.
    - Summit Stage issued an RFP for a micro transit feasibility study.
    - The Town is in a conceptual planning phase for a new location for the Summit Stage stop in the Dillon Ridge Marketplace to improve safety, transit routes, and potentially to create a transfer station.
  - Path and trail system expansion
    - The Town has selected Zehren & Associates to prepare the Trails Master Plan. The Town anticipates the final version of the Trails Master Plan before the end of the year.
    - The Town is reviewing the Parks and Recreation Master Plan (last adopted in 2007) and considering potential updates to that document.
    - The Town Council is considering expanding trails through Town to include dirt trails along the lake, and the Trails Master Plan is critical to that concept.
    - The UTAP team is working on wayfinding concepts.
    - Town staff continues planning for the implementation of unified wayfinding throughout the Town.
  - Highway 6 improvements
    - Sidewalk connections. The Town is currently designing a sidewalk connection along the northern side of US Highway 6 to connect Evergreen Road / Lake Dillon Drive to Dillon Ridge Road via an easement through the Dillon Medical Center site. The construction is planned for 2024.

- Roundabouts – currently two are conceived on U.S. Highway 6 as a necessary improvement for the potential ‘Summit Village’ workforce housing development. The Town continues to discuss the subject with the County.
- Community gathering spaces and creating a sense of place.
- **Land Use Guidelines and High Priorities** (see table on 6-2 of the Comprehensive Plan)
  - Update to reflect what has been accomplished or is in process.
  - Draft new high priorities considering Town Council, Planning Commission, EDAC, and PRACC input on the subject.
  - Staff has worked on developing proposed amendments to this section and has reviewed them with the Commission.
- Utilities:
  - Updates are in process with some expansion into water conservation elements being considered for the Comprehensive Plan to align with the State of Colorado Water Plan <https://cwcb.colorado.gov/colorado-water-plan>
    - Consider limiting sod areas in new developments.
    - Consider establishing watering days / limiting the number of water days per week.
    - Smart irrigation systems
      - Moisture / weather sensing and adapted irrigation controllers
      - Forecast controlled irrigation systems.
    - Limit wasteful irrigation and limit parking lot island irrigation based on the size of the island to avoid uncontrolled runoff.
    - Voluntary water conservation program support
      - Incentivize water conservation and ‘Colorado-scapes’ / native species.
      - Voluntary water restrictions.
      - Town is considering adopting unified watering schedules.
    - QWEL (Qualified Water Efficient Landscaper): the Town has two (2) QWEL trained staff and will encourage QWEL certified landscapers.
    - The Town is planning a native species display and educational garden to encourage a transition to native species landscapes.
    - Draft proposed **Water** related goals and policies have been developed.
  - Include the Dillon Source Water Basin in the Plan, highlight source water protection and basin preservation.
    - Wildfire fuels mitigation in Dillon’s Source Water Basin
      - Town Council has contributed \$20,000 for wildfire fuels mitigation (hazard tree removal) work in the vicinity of the raw water diversion structure on Straight Creek. The project also received grant funding from the National Forest Foundation (NFF). The

project contractor failed to perform the project in 2023, so the NFF will reissue the project in 2024.

- Continue to plan for future wildfire fuels mitigation work in the basin.
  - The Town has engaged the law firm Sullivan Green Seavy LLC and has engaged the County to work together on watershed protection ordinance.
  - Encourage Xcel to improve overhead power infrastructure.
  - The Town is reviewing other measures that might be taken to ensure source water protection.
- Sustainable land and water use goals
  - Sustainable City Codes: [sustainablecitycode.org](https://sustainablecitycode.org)
  - Refer to the Colorado Water Plan in the Comprehensive Plan
  - Thoughts on incorporating **Sustainability** into the Comprehensive Plan have been developed and discussed with the Commission.
- Addressing Equity in the Plan
- Expand on the value of green spaces to the health and welfare of the community.

Based on a series of study sessions with the Planning Commission, there are a few areas where the Comprehensive Plan warrants the greatest attention. These are incorporating more about water into the Comprehensive Plan, expanding on Tourism and Recreation, and Housing. Around these topics, goals and policies need to be developed to include in the Plan. The present goal is to continue to work with the Commission to develop draft language for the Plan and work towards adoption of the amended Comprehensive Plan in 2023.

Staff has worked with the Commission to develop amendments to the section for “**Existing Land Use Patterns.**”

**Exhibit ‘A’** provides another section of the Comprehensive Plan- “Aesthetics” which Town staff requests study and proposed amendments.

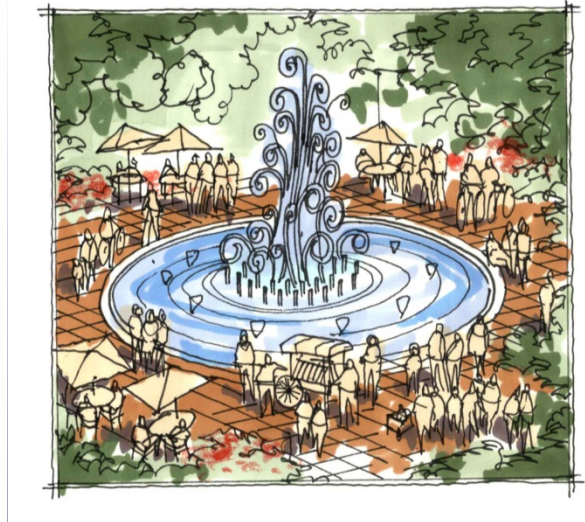
The currently adopted Comprehensive Plan is attached as **Exhibit ‘B’**.

*Exhibit 'A'*  
**Section 4: Natural & Manmade Environment  
Aesthetics**

## Aesthetics:

There are a number of values within the Comprehensive Plan Boundary that relate to the visual and aesthetic quality of the community, including pollution from lighting to the quality of the built environment. A critical aspect of the community is the built environment. The Town should set goals to develop key new amenities, including:

- New structured and underground parking
- Redesign of Lake Dillon Drive including a substantial pedestrian parkway with landscaping, art and design features to the lake front
- New town square to accent the Town Center public venue and arrival
- New community gathering centers
  - Public, year-round, indoor recreation opportunities
  - Meeting rooms
  - All ages gathering
  - Event venue
  - Other public uses
- New Town Hall / Government Center
- New Performing Arts/Event Center
- Comprehensive pathway system
- Lake front enhancements
- Landscape enhancements
- Town Park redesign
- Right of way design:
  - Way finding
  - Street improvements
  - Lighting
- Event design
- Town identity/landmark program
- Public art



The Dillon community values the Town's identity and history. The Town border is directly adjacent to Silverthorne and it is important for people to notice and recognize the separation. Dillon should have its own character or identity; and it should be consistent throughout the Town.

The Town Center needs consistency in architectural design that strives for unity and interest. The Town needs to continue to work on creating architectural design guidelines that reflect the brand position of the Town, and new projects, or façade improvements to existing buildings, should utilize those guidelines during their design. Community gathering spaces in the Town Center and a link to the Marina should be planned. The Town should research and enact a program for incentives for redesign of older, outdated buildings. The Town should also encourage people to live and work in the Town Center. Since a large portion of Dillon's residences are second homes, the Town should implement policies that encourage year-round, owner-occupied housing. Small and diverse support retail should be encouraged.



***Exhibit 'B'***  
***2017 Comprehensive Plan***

# Town of Dillon 2017 Comprehensive Plan

## **ACKNOWLEDGEMENTS**

### ***Town Council***

Kevin Burns, Mayor  
Mark Nickel, Mayor Pro-Tem  
Brad Bailey  
Jen Barchers  
Kyle Hendricks  
Carolyn Skowyra  
Tim Westerberg

### ***Planning and Zoning Commission***

Nathan Nosari, Chair  
Amy Gaddis, Vice-Chair  
Teresa England  
Charlotte Jacobsen  
Dr. Jerry Peterson

### ***Contributing Staff:***

Dan Burroughs, Community Development Coordinator  
Ned West, Town Planner  
Theresa Worsham, Former Town Planner  
Melissa Wyatt, Former Town Planner

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## Section 1: Introduction and Administration

### I. Introduction

The 2017 Comprehensive Plan amendments include:

1. Updates to the Town Council and Planning and Zoning Commission members; and,
2. Section 6 Land Use amendments to reflect the desire of the community for greater residential densities in some zoning districts, to increase a mix of housing available for Summit County’s workforce, to provide for a mechanism for residential developments in some areas of the Mixed-use zoning district that are underutilized and do not occupy key commercial frontages; and,
3. A new Land Use Map accompanies the amendments in Section 6 to more accurately depict the land use of various parcels in Town and to correct errors depicted on the previous Land Use Map.

The Dillon Comprehensive Plan is intended to be general, which means the policies and proposals adopted within the Plan are broad in nature and do not necessarily indicate specific locations of activity or use, or specific actions. As used in this document, Comprehensive Plan means a generalized, coordinated land use map and policy plan for the Town of Dillon, Colorado. The Plan is also comprehensive in nature, meaning all-inclusive, both in terms of the geographical areas, and the activities, systems, and issues addressed by the Plan.

In general, the Comprehensive Plan:

- Is an expression of public policy in the form of policy statements, generalized maps, standards and guidelines.
- Will be used as the basis for future Town decisions dealing with capital improvements, Town projects, open space acquisitions, urban design projects, and the evaluation of annexations and development proposals.
- Will be used as the basis for more specific rules, regulations, and ordinances that implement the policies expressed through the Comprehensive Plan.
- Has been prepared to help assure that public actions are consistent and coordinated with the policies expressed through the Comprehensive Plan.

The Town has adopted a “Mission Statement” that relates directly to the comprehensive plan and the future of the Town. The mission statement, in concert with the Town Council’s existing “Public Policy Goals” and the Town’s brand platform, guides the goals and policies contained within the remainder of this plan.

#### **Town of Dillon Mission Statement**

***Dillon is a vibrant community with a proud history and an exciting future that enhances its unique recreational, economic, educational, and environmental characteristics. The Town is dedicated to providing high quality services to its residents, businesses, and guests through responsive government and through enhancement of cultural and recreational activities in a pedestrian friendly environment.***

#### **Town of Dillon Town Council Public Policy Goals**

- *The Town of Dillon values proactive engagement of our residents, businesses, visitors and local/ regional partners to promote a positive sense of community.*
- *The Town of Dillon promotes community revitalization and supports sustainable development of a thriving and vital community.*
- *The Town of Dillon supports cultural, recreational and educational amenities and opportunities that enhance the Town’s unique qualities.*
- *The Town of Dillon provides conscientious stewardship of Dillon’s resources, amenities and environment, now and into our future.*
- *The Town of Dillon values promotion of Dillon as a welcoming and responsive place to live, work and have fun.*

#### **Town of Dillon Brand Platform**

***The Town of Dillon’s ‘Mountain Lakestyle’ embodies 360 degree awe-inspiring mountain and lake views enriching a truly unique and special way of life pursued with passion and desire for simple, joyful, and authentic experiences through every countless opportunity.***

## **II. Purpose**

The primary purpose of the Dillon Comprehensive Plan is to provide a framework for decision making which encourages public and private decisions be made in a manner that enhances the livability of the community, by adopting goals and policies that encourage local development decisions that are in the best interest of the community.

## **III. Plan Development**

The 2017 Town of Dillon Comprehensive Plan is a minor update to the previously adopted plan which involved extensive and concentrated community outreach and effort.

## **IV. Plan Revisions and Updates**

As per the Dillon Town Charter, it is the responsibility of the Town Council to maintain a Comprehensive Master Plan for the physical development of the Town. It is the responsibility of the Planning and Zoning Commission to review the plan at least once every three years and to recommend plan changes and revisions to the Town Council to ensure the plan continues to represent the goals of the community.

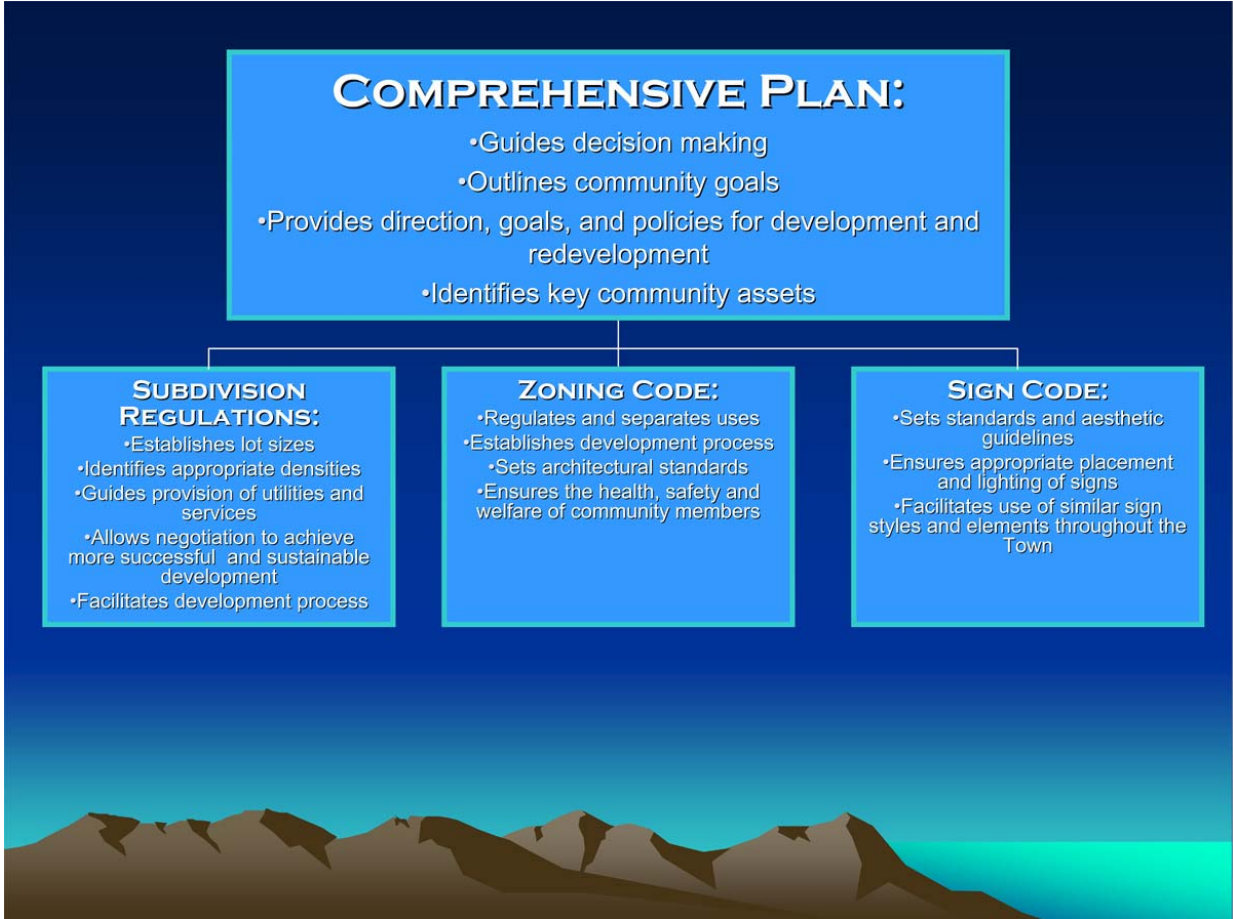
Minor changes to the plan which have little effect on the Town should be made as needed to maintain the plan as an up to date guideline for community decision-making.

In addition to review of the Comprehensive Master Plan on a three-year time frame, the Town shall evaluate the Three Mile Plan for Annexation and revise it, or reaffirm the policies contained within the Three Mile Plan on a yearly basis, as required by Colorado State Statute, C.R.S. 31-12-105 et. seq.

Private Citizens and entities may also initiate a request to revise the Plan upon the payment of a plan amendment fee. Plan amendments requested by private citizens and/or entities will be considered only once a year with requests to be submitted in November for consideration by the Planning and Zoning Commission in February. A public hearing will be held by the Planning and Zoning Commission and the request evaluated according to the following criteria:

- Conformance with community goals and policies.
- Compatibility with existing and planned land uses.
- Conformance with community desires and interests.
- The request should not result in detrimental impacts to public facilities and services.
- The request should not result in negative impacts to the transportation system.
- The request should demonstrate a land usage need, consistent with environmental and economic goals, which are not being provided for in Dillon.
- The request should not have a negative impact on the Town's image and character.

The Planning and Zoning Commission, after conducting a public hearing, shall forward their recommendation to the Town Council, who will review the request at a public hearing and make a final decision based on the criteria listed above.



## V. Goals and Policies

### Administration

**Goal:** *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.*

**Policies:** Maintain the Dillon Comprehensive Plan as an ongoing decision making guide for planning and development actions within the Town of Dillon. The Plan must respond to changes in economic conditions, public values, human needs, social interests, technology changes, legislative actions, and other various influences.

Undertake a general review of the Plan once a year to determine if any changes have taken place within the community that warrants a full review of the Plan. This general review should occur in conjunction with the re-adoption of the Three Mile Annexation Plan.

Review the Plan every three years as required by the Town Charter to ensure the Plan continues to represent the goals of the community.

Ensure all Town ordinances are in compliance with the adopted maps and policies of the Plan. Ordinance amendments, deemed in the public interest, that are contrary to the intent of the adopted Comprehensive Plan should be reviewed and amended as Comprehensive Plan changes prior to any action on the ordinance.

Maintain a Capital Improvement Program which contains a schedule of public improvements, costs, and revenue sources consistent with the Comprehensive Plan.

Encourage elected and appointed officials and staff to solicit citizens' involvement and opinions related to land use issues.

Continue to update all development ordinances to improve the process by which subdivisions and development proposals are reviewed.



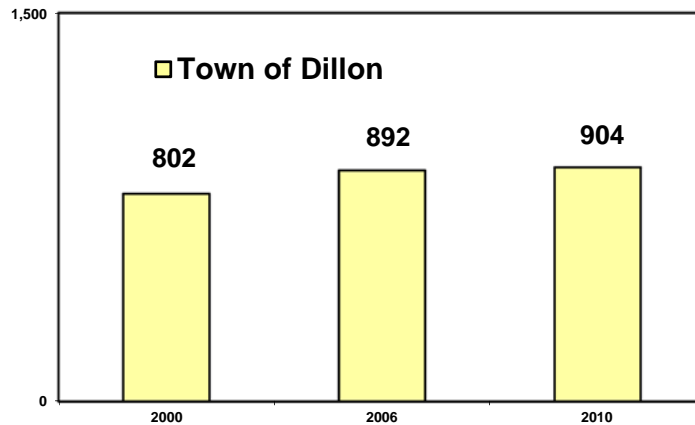
## Section 2: Background and Setting

### I. Background

The Town of Dillon is located approximately 70 miles west of Denver, just south of I-70 in Summit County, Colorado. The original town was established in 1883. The Town was moved three times before the last move in 1961 in response to the construction of Dillon dam and reservoir. Prior to moving, Dillon was the most populated Town in Summit County with approximately 814 residents and 39% of the County's population. The 1970 census indicates Dillon had a population of 182 people shortly after its relocation, and ranked fourth in population in Summit County behind Breckenridge, Silverthorne, and Frisco.

In 2006, Dillon had a population of 892 and continues to rank as the fourth most populated Town in the County. The 2010 U.S. Census data shows that the population of Summit County reached 27,994 in 2010. The 2010 permanent population of the Town of Dillon was recorded at 904. Dillon represents approximately 3.2 percent of the County's total population, compared to 7 percent in 1970. Although limited in permanent population, the peak population can range between 900 and 5000 people due to the nature of the seasonal tourism and second home ownership in Dillon.

**Town of Dillon Population Trends**



### II. Geographical Setting and Planning Influences

Within the Snake River basin, the Town of Dillon is located at the northern edge of Dillon Reservoir and runs from a joint boundary with Silverthorne on the west to the east end of the Dillon Cemetery property on the east end of Town. The Snake River basin can best be described by incorporated urban areas at the west end, with open space and residential uses at its midpoint, and Keystone, a destination resort, at the east end. While most of Dillon is located in areas that are relatively flat, portions of Dillon on the north side of Highway 6 including the Corinthian Hill subdivision have been developed on hillsides. Most of Dillon is located in areas that have little potential for future natural disasters relating to avalanches or earth slides, but as Dillon continues to grow and looks at developing areas that contain steeper hillsides, the potential for development to conflict with areas with natural hazards increases.

A number of natural and manmade features have had an influence on the development of Dillon since it was moved to its present site in 1961. These include Dillon Reservoir, Highway 6, Dillon Valley to the north, development in neighboring Silverthorne, the completion of Interstate 70, and other similar actions and facilities.

The Town is surrounded by a mixture of land uses. The Town of Silverthorne and the unincorporated subdivision of Dillon Valley are located immediately to the west, north and northwest, and immediately east are a number of residential subdivisions including Summerwood and Summit Cove. The Dillon Reservoir to the south of the Town has a major influence on the Town, providing summer recreation opportunities, but also creating a physical barrier to future development in that direction. Forest service property dominates the area northeast of Town on the north side of Highway 6 and provides an open space buffer and backdrop for the community.

Dillon's location close to the intersection of Highways 9 and 6 and Interstate 70 has a major influence on the Town. It provides primary access to the Town from across the nation and provides a direct link to the Denver metropolitan area 70 miles to the east.

### **III. Existing Land Use Patterns**

The existing pattern of development within Dillon has been influenced by a number of factors including existing land use regulation, natural features and constraints, ownership patterns, transportation systems, other manmade facilities, and numerous private development decisions.

The relocation of Dillon to its present site during the construction of the Robert's Tunnel and Dillon Dam in 1964 established the primary framework for Dillon, and this decision continues to have an impact on the community today.

**Residential.** Land designated for residential uses accounts for the majority of land within the Dillon Comprehensive Plan area. Residential land use is primarily of four (4) types: single family residential, medium-density multi-family residential, high-density multi-family residential, and mixed-use residential.

Residential land uses have developed in a pattern that surrounds the Dillon Town Center, while the Town Center has residential use in mixed-use buildings. Low-density single-family uses were developed both east and west of the Town Center. These developments can be found adjacent to Buffalo, Three Rivers, and West La Bonte Streets to the west, and primarily adjacent to Tenderfoot and Gold Run Circle to the north and east of the Town Center. Multi-family uses were primarily developed adjacent to Lake Dillon. This overall pattern has changed slightly over time as the Tenderfoot Addition and Corinthian Hill subdivisions were developed east of the Town Center adjacent to Highway 6, expanding Dillon linearly along Highway 6. Lookout Ridge Townhouses developed near the Dillon Ridge Market Place.

The development of low density and multi-family residential units within Dillon has been dependent upon market conditions and has not shown any steady pattern of development over the past twenty years. The Town does not expect this erratic timing to change significantly in the near future, and anticipates future residential growth will occur in response to a number of national and local factors. These include the ability for many professionals to work from home using improvements in communication systems and transportation, and the need to provide various types of housing opportunities for local permanent residents and short-term residents employed in the resort industry. The first factor should have the effect of increasing the need for larger, high quality single-family homes, while the second factor, the need to house residents, will increase the need for attainable housing and multi-family units such as townhouses and duplexes. Workforce housing has been identified as a priority in several of the master plans as well as in Summit County comprehensive planning goals. The Town may also see changes in the occupancy patterns in existing housing units as more second home owners retire permanently to the area.

**Commercial.** There are two primary commercial areas within Dillon. The first and most important at the present time, based on sales generated, is the commercial center Dillon Ridge Market Place and the area surrounding it. Dillon Ridge Market Place is comprised of a major grocery store, sporting goods store, home furnishings stores, restaurants and real estate offices, and other supporting commercial uses within Dillon Ridge as well as along Anemone Trail. The Dillon Ridge Marketplace center is located north of the intersection of Highway 6 and the Dillon Dam Road, and was developed in the mid to late 1990's. A Walgreens store, three quick serve restaurants and three smaller retailers have been completed as part of the Ridge at Dillon PUD located between Little Beaver Trail and Dillon Ridge Road.

The size of Dillon Ridge and its location have made it the primary commercial center in the community. Previously the Dillon Town Center, or downtown, was the primary commercial center. As the Dillon Ridge Market Place has increased in importance as Dillon's primary commercial center, the Town Center has become more of an office location than a commercial center. The Town Center has become the focus of an economic revitalization planning process guided by the Dillon Town Council and the Dillon Urban Renewal Authority. Goals of these recent studies include increasing the year-round residential population in the Town Center, redevelopment of viable businesses, and to promote the connections between the Marina and the Town Center as a way to experience the many valuable assets of the Town.

**Denver Water Board Vacant Land.** The Denver Water Board owns four larger parcels of land within the Town limits, and one outside of the Town limits. The parcels consist of the parcel near the Town maintenance facility and water plant and between County Road 51 and the Tenderfoot Addition Subdivision - Oro Grande (Parcel A) which is not in the Town limits; the Denver Water caretaker's parcel to the west of Corinthian Hill, zoned Urban Reserve (Parcel B); the parcel east of Corinthian Hill, zoned Urban Reserve (Parcel C); and the parcel adjacent to the Dillon Nature Preserve, zoned for 14 units of residential density (Parcel E). Parcel E is also owned by Denver Water, but it resides within the Dillon Nature Preserve parcel deeded to the Town of Dillon from the Denver Water Board. A fifth parcel, Parcel D, is potentially partially developable, but has a large portion of it designated as the wetland fen that is to be preserved, and it is anticipated that the entire parcel would remain undeveloped. If any of these parcels are considered for development, the appropriate residential zoning will have to be considered with a focus on providing a broad range of housing types meeting the specific needs of the community, while closely considering the workforce housing demands. Denver Water stated their intentions in 2007 as follows:

Denver Water parcels



<span style="color: red;">■</span>	<b>Parcel A - 70 ac total - unknown acres developable</b>
<span style="color: blue;">■</span>	<b>Parcel B - 41 ac total - 25 acres developable</b>
<span style="color: green;">■</span>	<b>Parcel C - 29 ac total - 26 acres developable</b>
<span style="color: yellow;">■</span>	<b>Parcel D - 85 ac total - 48 acres developable</b>
<span style="color: purple;">■</span>	<b>Parcel E - 49 ac total - 14 units allowed</b>

- Parcel A – This parcel will be retained by Denver Water for the possibility of a future water diversion structure from Straight Creek. Denver Water has discussed subdividing this parcel to sell a small portion of it to the Town for an expanded Town maintenance facility or possible water storage.

- Parcel B – The “caretaker’s parcel”. Denver Water would continue to use this parcel for the use of their maintenance shop and workers’ residences.

- Parcel C – Corinthian Hill East. . Development could occur in conformance with this Comprehensive Plan. Denver Water has no plans for disposal of this property at this time.

- Parcel D – The wetland parcel. Limited development could occur in conformance with this Comprehensive Plan. Denver Water has no plans for disposal of this property at this time.

- Parcel E – Adjacent to the Nature Preserve. Currently, Denver Water is allowed 14 units of residential density per the Nature Preserve IGA. Denver Water has no plans for disposal of this property at this time.

The Town continues to maintain an open dialogue with Denver Water concerning their holdings both within and

adjacent to the Town boundaries.

**Open Space and Public Land.** Dillon is located in a recreationally oriented county dominated by winter sports and water oriented recreational activities, thus the provision of recreational facilities and services is an important component of community life in Dillon. A Parks and Recreation Master Plan was developed through a community planning process in 2006. Recommendations from this plan were adopted by the Town Council in 2007. This document will be used to inform parks and recreation planning decisions into the future, and has been instrumental in the Marina Park improvements and the planning and design process for proposed Town Park improvements.

Recreational facilities within the community include the existing Dillon Town Park just north of the Town Center, the Dillon Marina Park and amphitheater adjacent to Dillon Reservoir, and the Dillon Nature Preserve, located on the Robert’s Tunnel Peninsula. This 173-acre Nature Preserve parcel was acquired from the Denver Water Board as a component of an annexation, and provides the community with a large permanent open space parcel. In addition, the Town maintains the bicycle and pedestrian systems that now tie the community into the countywide system. In 2003, the Town worked cooperatively with the Town of Silverthorne to tie the bike path through Lot 31 on East Anemone Trail. The Parks and

Recreation Master Plan noted the need to complete connections within Dillon to the countywide recreation trail. This has been accomplished by the construction of recreation paths on lower Gold Run Circle and Tenderfoot Street, as well as the path along Lodgepole Street that connects to the existing path system by running through Marina Park. In 2015, the Town completed improvements on a disc golf course through a cooperative effort with Denver Water and Summit County on their land near the Dillon Cemetery.

Forest Service lands around the edge of Town and the Summit County open space parcel (formerly known as the Fishhook Property) just east of the Town of Dillon's boundary, form an important backdrop to the community. The Forest Service continues to evaluate the importance of their holdings throughout Summit County.

Land utilized for public uses within the Comprehensive Plan area, other than for recreational and open space uses, include the Dillon Town Hall, the Post Office, the Fire Station, the Town Maintenance facilities, the Town Water Treatment Plant, the Dillon Marina, Colorado Mountain College, the Old Town Hall, and the Summit Historical Museum.



Dillon Amphitheatre

**Private Recreational Facilities.** Private recreational facilities are somewhat limited within Dillon, and consist primarily of the bowling alley located in the La Riva del Lago building in the heart of Town, and the movie theater at Dillon Ridge Market Place.

A private gym and a Pilates/yoga studio are also located in the Town Center, and other such facilities are located in other commercial areas of Town. Several of the condominium complexes have private clubhouses.

## **Section 3. Economic Overview**

### ***I. Introduction***

Dillon's economy is tied closely to the rest of Summit County, and is influenced to a great extent by the tourist industry. Summit County's economy has grown from a mining and agricultural base in the 1950s and 60s to one that today is dominated by the ski / winter sports industry. Annual winter sports enthusiast visits have increased in Summit County from 60,515 during the 1960-1961 season to over 3.8 million for the 2010-2011 season. Summit County's four ski areas- Breckenridge, Copper Mountain, Keystone and Arapahoe Basin- annually account for over 30 percent of all skier visits within Colorado, and host more skiers per year than any other county in the United States.

Dillon has enjoyed a moderate rate of growth since its move in 1961. The Town has become a residential resort community and depends primarily on tourist trade for revenue. Dillon's location next to the reservoir is a major attraction for tourists. The Town has two revenue producing areas: the Town Center which includes specialty stores, restaurants, and offices, and the Highway 6 area, which is a highway oriented commercial area containing several restaurants, small retail stores, and Dillon Ridge Market Place shopping center.

Dillon's strategic location along Highway 6 near I-70 should allow Dillon to capture a consistent share of retail sales associated with the ski and winter sports industry each year. Until the development of the Dillon Ridge Market Place, retail facilities and short-term lodging were limited. The Town Center originally hosted a variety of retail and restaurant establishments, but is somewhat remote from the main thoroughfare provided along US Highway 6. Over time businesses left the Town Center as traffic bypassed the area. The development of Dillon Ridge Marketplace has proven successful and provided the Town with much needed sales tax revenue. This is reflected in the annual retail sales shown below. While retail sales have increased along the busy US Highway 6 corridor, the Town Center has not seen a similar growth. Dillon undertook improvements to the Town Center in the early 1990's. These efforts helped improve the image of the downtown, but the Town Center continues to have high vacancy rates and lower rental values. In 2006 the Town conducted an economic revitalization study, often referred to as the Leland Study. The Dillon Economic Revitalization Advisory Committee (DERAC) was formed in 2007 to evaluate the recommendations from the Leland Study, which looked at economic revitalization strategies for the Town Center. The DERAC report and recommendations were adopted by the Town Council in September 2007. These recommendations will inform development and planning decisions for the whole Town, with a specific focus on the Town Center.

### ***II. Statistics***

Sales tax in Dillon has increased with the development of Dillon Ridge Market Place and other associated developments. Dillon captured approximately 8.0% of countywide retail sales in 2006. This is a trend that should continue as Dillon Ridge Market Place and surrounding area is fully developed. Dillon remains a small generator of overall County sales tax in comparison to the other towns. Losing market share in the larger County economy continues to be a concern.

The continued success of the Dillon Ridge Marketplace development, additions of retail and restaurant uses along Highway 6, and the construction of a Walgreens store and other complementary retail at the Ridge at Dillon should continue to improve the Town's retail sales standing in the County. Redevelopment of the Town Center is a remaining untapped source for future retail improvements which is anticipated to be addressed through the formation of the Dillon Urban Renewal Authority (DURA).

The Town of Dillon faces some unique challenges to improve its economic viability. There is a perception that much of the Town Center has high vacancy rates. While vacancies do exist in the La Riva and Dillon Plaza buildings, available spaces are limited in the majority of the other buildings in the Town Center. The majority of the businesses in the Town Center are service based offices; as such, the number of retail stores is somewhat limited. As an office park the Town Center is successful, but the Town Center lacks a vibrant downtown with many shops, bars, and restaurants. Dillon Ridge and the surrounding commercial areas have remained stable. The Town is limited in its ability to develop additional commercial opportunities due to the scarcity of vacant land and the limitations to annexation, with Silverthorne directly to the west and the surrounding unincorporated neighborhoods and open space to the north and east. Thoughtful and purposeful implementation of Town Center revitalization will help bolster and stabilize the economy of the Town.



Graph of Annual Sales Tax Collections by the Town of Dillon between 2011 and Projected to the end of 2017.

### III. Goals and Policies

**Goal:** *To broaden and enhance Dillon’s long-term vitality while at the same time establishing the Town Center with a unique and lasting sense of place.*

**Policies:** Strive to provide an economic environment that helps promote, expand, and strengthen existing commercial activities.

Encourage a diversified economic base for the community that emphasizes niche markets and supports retail, while strengthening the viability of businesses and is compatible with the environmental resources of the community.

Continue to zone adequate land for commercial uses and establish land use patterns that promote a strong economic climate.

Promote economic development in a responsible manner with due consideration to public cost, energy availability, land use compatibility, and transportation access.

Promote year-round tourism by creating opportunities for entertainment, recreation, and the enjoyment of the natural environment.

Promote a synergistic relationship between all town businesses through the creation of a merchant’s association.

Increase the number of year round residents in the Town Center to promote a pedestrian and lively atmosphere, encouraging both day and evening activities.

**Goal:** *To revitalize the Town Center utilizing opportunities for economic expansion, tenant stabilization and diversification aimed at strengthening Dillon’s year-round economy.*

**Policies:** Continue to pursue and implement recommendations from the DERAC report, the Leland Study, the Parks and Recreation Master Plan, and the Marina Master Plan.

Utilize the Dillon Urban Renewal District to support redevelopment activities within the Town Core.

Create a portfolio to provide to prospective new businesses that outlines the results of the market survey, demographic data, and incentives to attract new businesses.

Research alternative incentives to attract new businesses. These could include incentives for taxes, creation of public gathering spaces, zoning, financing, parking, and increased density facilitated through an Urban Renewal Authority (URA).

Enhance the social vitality of the Town by creating a sense of place through streetscapes, events, and building design elements.

Encourage the preservation and enhancement of commercial development and redevelopment in the Town Center as a method to better serve residents and visitors.

Intensify land uses in the Town Center to promote more activity. Retail, restaurants, and entertainment uses should be encouraged over the use of the town center for office or other uses that do not generate sales revenues.

Encourage the development of additional hotels and/or owner-occupied housing in or near the Town Center to promote human activity.

Continue to evaluate the Town Center and identify additional improvements that can boost the economic climate of the community.

Strengthen connections between the Marina and lakefront and the Town Center through physical design changes, signage, and activities which encourage experiences not just at the lake but also in the Town Center.

## Section 4: Natural & Manmade Environment

### *I. Introduction*

The purpose of this section is to develop goals and strategies that will ensure that the environment within and adjacent to the community is preserved and enhanced. These resources are necessary to ensure the health and well-being of the community, and include such diverse components as wildlife protection, wetlands protection, air and water quality, erosion control, steep slope protection, and issues related to noise pollution and various visual aspects of the community.

### *II. Values*

#### **Air Quality:**

Preservation of air quality within the community is of utmost importance, as air pollution from various sources could have a detrimental effect on the quality of life for residents and visitors to Dillon and presents various health concerns. Air pollution is presently created by automobile and truck traffic that travels through Dillon on Highway 6 and on adjacent Interstate 70 in addition to pollution created by wood-burning appliances within the community. U.S. Highway 6 is a main artery in Summit County, but is also a heavily used route for trucking companies driving through Colorado, and vehicle emissions can impact the Town's air quality. Highway 6 is the only allowed route for hazardous materials traveling east or west over the continental divide, except when Loveland Pass is closed. Another significant potential source of particulate air pollution is the potential for a significant forest fire in the area.

#### **Water Quality:**

Preservation of water quality within and adjacent to the community is of extremely important as well, as poor water quality can affect the health of the citizens of the community and the community's economic viability. The health of Straight Creek and Dillon Reservoir, from which the community derives much of its summer tourism and activity, is critical to continued economic and recreational activities within the Town. An unhealthy lake, including impacts from phosphorous loading, would have a negative impact on the community. Erosion and runoff into the lake and into the Blue River below Dillon should be controlled in a manner that maintains or reduces pollution into these critical water bodies. Another source of pollution into these water bodies is sanding and snow-storage during the winter months. The Town and other governmental agencies need to create snow storage and sanding programs that keep pollution from entering the various water systems in and adjacent to the community. In March 2002 the Town enacted water quality and erosion control regulations.

Perhaps the highest concern for water quality is within Straight Creek since the Town derives up to 2.26 million gallons per day (mgd) from this water source. Several years ago the Town joined with CDOT and adjacent entities and obtained a grant for clean-up efforts. The grant paid for work to rid the floodplain of Straight Creek of traction sand from I-70 and to improve flows. The potential for both non-hazardous and hazardous spills into Straight Creek from I-70 is a concern since such would directly affect the Town's use of this primary water source. CDOT continues to maintain this project to ensure its ongoing success.

#### **Wetlands:**

The protection of wetlands is critical to the health of the community. Wetlands provide wildlife habitat, help reduce pollution downstream, act as a water filtration system, and provide natural islands within the community. There are at least two varieties of wetlands found within the community. The most important is The Fen located along Highway 6, just to the west of the Dillon Cemetery. This Fen is of nationwide importance as it is a rare sedge wetland created from glacial waters (for more information, see the 1997 Summit County Conservation Inventory report on file at Town Hall). The Fen creates a natural break between land available for development and land that should be preserved. The Land Use Focus Groups during the 1999 and 2004 plans believed that The Fen was of such importance that it should be the eastern edge of any development that is allowed within the Town. The Fen and the land east of The Fen should be preserved for open space uses, and/or community recreational purposes. Several other wetland areas exist in Town along Straight Creek. In March 2002, the Town adopted new wetland regulations (under Section 17: Subdivision Regulations, Dillon Municipal Code) which limit development activity in and around wetland areas.





### Wildlife Protection:

There are a number of species of wildlife that either live within the Dillon environs or travel through Dillon to get to winter range as a part of their normal migration patterns, as outlined in the Department of Wildlife's WRIS (Wildlife Resource Information System) maps. Much of the critical wildlife activity and habitat within Dillon is located along Highway 6, east of the community near the cemetery, and above these areas in the National Forest Service lands found to the north. Although wildlife habitats exist elsewhere in the community, the variety and quantity of wildlife species along Highway 6 is the greatest.

### Noise Pollution:

Noise pollution within Dillon is created by various activities related primarily to traffic and commercial uses found along Highway 6. Homes built near Highway 6 are impacted by the success of the county in terms of increased traffic on the highway, as well as vehicles entering and exiting the commercial areas adjacent to it.

Noise pollution is of critical importance to Dillon's residents. Both highway noise and tavern noise are concerns of the residents, and the Town has instituted a noise ordinance addressing a maximum decibel level for nighttime uses. As Keystone Resort continues to expand and draw tourists and the Summit Cove area continues to grow, the Town is impacted by increases in traffic to these areas via Highway 6. Expansion of travel lanes on Highway 6 combined with existing residential housing along the highway impacts residents with noise pollution on a daily basis. The Town should buffer existing (if feasible) and future residential development along the highway and increase enforcement of noise impacts.

In 1999, the Town enacted a Jake brake ordinance that declared the use of engine brakes a nuisance. Since that time, the Town now defers to the state regulations governing the use of brake mufflers and has collaborated with CDOT to erect signs communicating the requirement to truckers. The Dillon Police Department also received a grant in 2007 for training from the Colorado Division of Criminal Justice. This grant support will be used for ongoing training and development of an equipment inspection program to monitor the high volume of semi-truck traffic through the Town.

### Aesthetics:

There are a number of values within the Comprehensive Plan Boundary that relate to the visual and aesthetic quality of the community, including pollution from lighting to the quality of the built environment. A critical aspect of the community is the built environment. The Town should set goals to develop key new amenities, including:

- New structured and underground parking
- Redesign of Lake Dillon Drive including a substantial pedestrian parkway with landscaping, art and design features to the lake front
- New town square to accent the Town Center public venue and arrival
- New community gathering centers
  - Public, year-round, indoor recreation opportunities
  - Meeting rooms
  - All ages gathering
  - Event venue
  - Other public uses
- New Town Hall / Government Center
- New Performing Arts/Event Center



- Comprehensive pathway system
- Lake front enhancements
- Landscape enhancements
- Town Park redesign
- Right of way design:
  - Way finding
  - Street improvements
  - Lighting
- Event design
- Town identity/landmark program
- Public art

The Dillon community values the Town's identity and history. The Town border is directly adjacent to Silverthorne and it is important for people to notice and recognize the separation. Dillon should have its own character or identity; and it should be consistent throughout the Town.

The Town Center needs consistency in architectural design that strives for unity and interest. The Town needs to continue to work on creating architectural design guidelines that reflect the brand position of the Town, and new projects, or façade improvements to existing buildings, should utilize those guidelines during their design. Community gathering spaces in the Town Center and a link to the Marina should be planned. The Town should research and enact a program for incentives for redesign of older, outdated buildings. The Town should also encourage people to live and work in the Town Center. Since a large portion of Dillon's residences are second homes, the Town should implement policies that encourage year-round, owner-occupied housing. Small and diverse support retail should be encouraged.

### Light pollution:

Lighting along Highway 6 is a prime concern for many residents as the lights from vehicles adversely impacts their ability to sleep as well as inhibiting clear views of the mountain night sky. Some residents are also impacted by lighting within the commercial developments in and adjacent to the Dillon Ridge Market Place. These light sources (both moving and fixed) create glare for residents located near the source, and adversely affect the night time sky.

Mountainous areas naturally create lighting conflicts in urbanized areas, as downcast lighting from one area might cause light pollution for a property at a lower elevation. The Town continues to have problems with commercial lighting impacting residential areas. Dillon could be dark sky compliant, where appropriate, with the implementation of codes for full cut-off lighting. The Town should consider different lighting regulations for the Town Center; refer to the Light Pollution Goals and Policies in Part three of this section. The Town should also encourage the use of energy efficient light fixtures. The Town has recently started replacing all Town owned street light fixtures with new LED street lights with a singular design style (pictured left). The redevelopment of the Town Core should incorporate lighting regulations specific to that district to include up-lighting of trees and building facades, and to create lighting for pedestrian safety to make the core an enticing, pedestrian friendly environment at night.

### Landscaping:

Recognizing that trees and landscaping grow at a slower rate at this altitude than in areas such as the Front Range, it is important that plantings in Dillon are of a high quality and are successful beyond the first year. The Town should provide education to development applicants and homeowners regarding the native species most likely to survive in this climate and altitude. ▢



Mountain pine beetles have become a serious threat to the tree health of Summit County and Dillon. Although it may be difficult to battle a statewide infestation and given the maturity of trees within Dillon's forests, Dillon should continue to encourage diversity of tree species, maintenance of tree health, and retention of healthy trees. Thinning of trees on private property is reasonable, even if it is for views. However, the Town should protect healthy and viable old-growth trees. The Town also should aggressively implement the Forest Management and Reforestation Plan adopted in 2009. Annual budgets should continue to support reforestation and silviculture on Town lands

The Town maintains a weed management program aligned with the County weed management program. The Town should continue these joint efforts and maintain a current inventory of invasive species. The Town should also continue to assist residents in identifying and eliminating weed infestations on private land.



**Wildfire:**

The Town has been actively participating with the Summit County Wildfire Council in the establishment of a Wildland Urban Interface (WUI) map. These efforts allow the County to apply for federal assistance in establishing defensible space around buildings under threat from wildfire. The incidence of wildfire has increased exponentially in the West over the past twenty years, and the climate trends indicate the threat could increase in the future. Summit County has not experienced extensive wildfires in recent years, and with the abundance of deadwood from the pine beetle kill, the entire County is at risk. The Town should implement policies to assist homeowners in responsible landscaping choices, and educate the public about the importance of defensible space. Current adopted fire codes require defensible space inspections for new structures or additions.

**III. Goals and Policies**

**Natural Environment**

**Goal:** *To protect the environment and improve it whenever and wherever possible.*

**Policies:** Discourage development within or adjacent to areas identified as potential hazardous areas (steep slopes, unstable soils, flood plains, etc.), and developments proposed for any areas considered to pose a hazard should submit engineering investigations of the site and mitigate any potential negative impacts.

Limit development on slopes of greater than 20% and require engineering investigations of sites over 20% during project review. Development on slopes in excess of 20%, if allowed, should maintain the maximum vegetative cover possible to protect soils, prevent land slippage, and retain wildlife habitat, view corridors and open space resources.

Require that the implications of any potential geological and geo-technical constraints be appropriately addressed by persons experienced and legally qualified to do so. Such evaluative and mitigation procedures should incorporate analytical and design methods representing current generally accepted professional practices.

Require proposals for all new developments to recognize the value of existing on-site natural vegetation and inventory, and preserve these resources to the maximum extent feasible, including the preservation of large trees. Every effort should be made to use native plants and to emulate the surrounding mountain landscape. Diversity in tree selection is a priority following the recent mountain pine beetle infestation.

Encourage new and existing developments to provide adequate measures to control any adverse effects to the water quality and groundwater resources of the region.

**Goal:** *To preserve and foster the unique natural, physical, and man-made characteristics and cultural aspects of Dillon.*

**Policies:** Establish criteria within the Chapter 16 Zoning to encourage new projects to be designed so they do not block views to prominent features such as Dillon Reservoir, the Robert's Peninsula, and other natural and man-made features.

Inspect and enforce landscape warranties to ensure that vegetation in new developments establishes itself.

Work with the Division of Wildlife to ensure that new developments minimize adverse impacts on fish and other wildlife habitat, breeding areas, and migration routes in and adjacent to Dillon.

Preserve shorelines and wildlife habitats from intensive development. If development occurs, developers should be encouraged to develop on land with minor constraints, and utilize clustering of development to minimize development impacts on sensitive areas.

**Goal:** *To maintain, protect and improve the health of trees in Dillon.*

**Policies:** Endorse landscaping policies which reflect a native plant list to educate property owners on the species most likely to survive at this altitude and climate.

Require disease and pest resistant evergreens as well as deciduous options, such as Colorado Blue Spruce, Engelmann Spruce, Douglas Fir, and other species as recommended by the Town of Dillon Municipal Code, Section 7-5-140.

Create a tree education program, through the Town's Tree City USA program, via a pamphlet, or in the Dillon Website.

**Air Quality:**

**Goal:** *To preserve and improve air quality within the community.*

**Policies:** Work with relevant governmental agencies to create programs to lessen impacts of wintertime road sanding and applications of magnesium chloride.

Work with relevant agencies to reduce the impacts of automobile and truck traffic within the Dillon community.

Encourage the utilization of mass transit as a method to reduce automobile trips within the community as a method to reduce air pollution.

Develop additional sidewalks and bicycle ways, and develop programs that encourage additional pedestrian and bicycle travel as a method to reduce air pollution.

Consider developing a community wide program that encourages the conversion of wood burning appliances to gas.

**Water Quality:**

**Goal:** *To preserve community water sources, and the water quality of the community to enhance the livability of the Town.*

**Policies:** Improve the Town's landscaping regulations including the adoption of regulations that would reduce the amount of water utilized for the maintenance of landscaping.

Continue to enact watering restrictions in times of drought and encourage voluntary water reduction at all times.

Provide guidance to the community in selection of drought resistant xeriscape plant species.

Amend wetland regulations to relate the wetland definition to the Army Corps of Engineer standards and updates.

Work with Denver Water Board to preserve the areas near the lake to reduce erosion.

Work to reduce point source pollution that may enter the lake, or other water bodies, including Straight Creek.

Monitor areas of high mortality due to pine beetle infestation, and take steps to mitigate erosion following tree removal.

**Wildlife:**

**Goal:** *The Town should evaluate potential impacts on wildlife, and work to provide adequate wildlife protection.*

**Policies:** Require new developments to take into consideration the existing species found within the immediate area, and take actions to mitigate any potential negative impacts to wildlife.

Investigate the creation of best management practices that would help preserve the existing wildlife species found within the community.

Preserve large wildlife corridors in the east Dillon area in order to protect the species found in this area.

**Noise Pollution:**

**Goal:** *Work to reduce the impacts of noise on the Town's existing and future residents.*

**Policies:** Allow individual property owners to develop noise mitigation improvements such as berms and landscaping. The Town should consult with CDOT to best determine what measures are appropriate.

Work with future developers to maintain an adequate horizontal buffer between any proposed residential uses and Highway 6. This should include a combination of berms and landscaping to help mitigation any potential impacts.

Pursue sound barriers and other sound mitigating measures with CDOT.

**Goal:** *Increase enforcement of noise pollution violations.*

**Policies:** Increase awareness by the trucking industry of the Jake-brake muffler requirements and Dillon's noise ordinance by communicating with local waste management and local trucking companies.

**Goal:** *Preserve the quality of life for residents along the Tenderfoot Trail (Oro Grande and Corinthian Hill).*

**Policies:** Closely monitor and work with the US Forest should changes occur to allowed uses along the Oro Grande Trail.

Educate users about the allowed and prohibited areas for motorized uses through increased signage, speed limits, trailer requirements and right-of-way restrictions.

**Aesthetics:**

**Goal:** *Additional gateways into Dillon should be developed to provide a sense of arrival, and to give Dillon a distinct identity. Gateways should include more than just signs; they should include landscaping, art, and decorative median designs as well.*

**Policies:** Develop a plan for public and private improvements that will act as a gateway statement for the community. This plan should include entry signage, a median design that is distinct to Dillon, a significant amount of landscaping, and coordinated transit facilities. These guidelines should be echoed throughout the Town, from the Town Center, to Dillon Ridge and to the Marina to present a unified aesthetic stating “This is Dillon”. Continue using the Dillon Landmark Guidelines from May of 2004 to design key features in Town rights of way and at prominent gathering spaces such as the Dillon Amphitheater and Marina.

**Goal:** *The Marina should be a high quality public facility for both boaters and non-boaters that sets an example for public facilities for the rest of the community. The marina is a critical focal point within the community, and should be improved to put the community’s best foot forward.*

**Policies:** Evaluate the recommendations of the Marina Master Plan, and develop a priority implementation plan.

Budget for phased implementation of key priority Marina projects.

**Goal:** *Develop a “Community Gathering Space” as a primary focal point of the community in close proximity to shops, cafés, park amenities, etc.*

**Policies:** Identify potential community gathering spaces and determine if one or more are appropriate for future development. These should include spaces of various sizes. Some of these spaces may be fairly small scale, provide resting areas (benches), areas for children, public art, historic and natural interpretations and limited community activities. Other spaces should be able to host large events such as the Farmer’s market, art festival and other events with potentially large attendance.

**Goal:** *Develop design guidelines addressing the opportunities to improve the aesthetics of the Town Center area.*

**Policies:** Design guidelines should address building facades, storefronts, facilitation of first floor pedestrian movement, encouragement of outdoor uses, art, balance and unity, and taking advantage of the Town’s history and incorporating modern elements.

Develop design guidelines for street amenities, including benches, street lights, materials, and design character.

## **Light Pollution:**

**Goal:** *The Town should work to reduce the impacts of light pollution on the community.*

**Policies:** Continue to limit the installation of lights that have negative impacts on the community.

Develop strict regulations that will help reduce the impacts of future development and associated lighting on the community.

Work with property owners and CDOT to create a plan to reduce the impacts of light coming from activities along Highway 6. This may include the installation of berms, fencing, or landscaping, and where necessary modifications to existing light fixtures.

Develop Town public lighting standards that will light streets and sidewalks adequately, but will have little or no additional negative impacts on residents.

**Goal:** *To preserve the quality of life at night for Dillon residents and adjacent communities.*

**Policies:** Research a program using “Dark Sky” lighting design criteria where appropriate, including full cut-off fixtures, a light metering program for enforcement, a homeowner education program about choosing lighting fixtures for their home, and stricter standards for fixture shielding.

Strengthen the Town’s standards for outdoor lighting requirements. Adopt standards for light intensity, direction and resolve issues surrounding lighting that exceeds the Town standards after it is installed.

**Wildfire:**

**Goal:** *The Town should continue to cooperate in wildfire preparation with other jurisdictions.*

**Policies:** Continue participation in the County Wildfire Council.

Assist homeowners in creating defensible space around homes.

Continue to remove and replace beetle kill trees throughout the Town.

## Section 5: Urbanization

### *I. Introduction*

Efficient land use in and adjacent to Dillon is a basic goal of the Comprehensive Plan. This means that land should be put to its best use; not only economically, but socially, physically, and aesthetically as well.

Efficient land use usually implies having clearly defined and stable areas for various land uses within the community. Dillon presently has clear and distinct patterns of land use and this Plan generally reinforces this structure through policy guidelines for future growth.

The purpose of this Section is to evaluate what parcels of land should be included within the Town's Comprehensive Plan boundary and to give a general overview of the policies related to the annexation of additional land into the Town.

### *II. Comprehensive Plan Boundary:*

The Town Comprehensive Plan Boundary was created by evaluating various areas within a three-mile distance from the existing Dillon Town boundaries. This evaluation was used to determine which areas were suitable for annexation and possible future development or preservation under the control of the Town of Dillon, and which parcels should not be considered for annexation in the future.

In general, the Comprehensive Plan Boundary contains areas which:

- Have been determined to be necessary and suitable for future urban uses;
- Can be served today or in the future with adequate urban services and facilities;
- Are necessary in order to provide for the recreational and open space needs of the community;
- Are needed for the expansion of the urban area.

Land necessary for urban uses are those required for the proper build-out of the community, and those desired for adequate natural backdrops. Lands outside the Comprehensive Plan Boundary should be reserved for forestry, open space, and non-urban (rural) levels of development such as very large acreage home-sites where few urban services are required. The Town recognizes that there are many existing subdivisions and areas with urban levels of density and zoning that exist in the County outside of the Comprehensive Plan Boundary that are exceptions to this rule.

In determining the Town's Comprehensive Plan Boundary, consideration was given to the future needs of each major land use category including residential and commercial uses in sufficient quantities to satisfy future needs and to allow for choice between properties.

A major consideration in determining the Comprehensive Plan Boundary was also given to the community's ability to economically provide orderly public facilities and services including schools, parks, water and sewage facilities, storm drainage, fire and police protection, and other utilities and public services.

Steep slopes and the location of public lands including Forest Service land were also a major factor in the location of the boundary, as landscape characteristics create a logical boundary separating urban areas from rural.

The basic principles and factors used to determine the Comprehensive Plan Boundary were:

- Include all land located within the existing Town limits
- Include land served by Town water and sewer systems
- Include Town and other publicly owned developed parcels
- Include land that provides for future growth and has been determined to be necessary and suitable for urban uses
- Include land that can be accessed from existing and future Town streets and developed in a manner that generally meets Town standards
- Include those areas which allow for a mixture of housing types and expansion of the permanent population
- Include enough developable land so all desired uses can be accommodated without creating a limited market
- Include those areas which help strengthen the economy of the community
- Establish the boundary in a logical manner, utilizing property lines where possible, and natural features where the natural features dominate



- Do not include US Forest Service land that should be preserved and maintained for recreation, wildlife habitat, watershed protection, and as a natural backdrop to the community.

Utilizing the goals, objectives, and principles outlined above, the Town identified general areas adjacent to Dillon that should be included within the Town's Comprehensive Plan Boundary. Inclusion within the Town's Comprehensive Plan Boundary does not guarantee these areas will ever be annexed, nor does it mean other areas not now included within the Plan will not be included in the Plan in the future. Including these areas within the Plan represents the Town's belief that additional land is needed for future development and recreational needs, and should be included within the Town's municipal boundaries. The areas included with the Comprehensive Plan Boundary that are not now part of the Town include:

- Area 1: Denver Water Board property between Tenderfoot Addition and County Road 51.
- Area 2: Forest Service parcels adjacent to Corinthian Hill Subdivision, below the Oro Grande Trail.
- Area 3: Miscellaneous parcels near the Dillon water treatment plant.

While these areas have been included in the Town's Comprehensive Plan Boundary, others were left out for various reasons. The reason a parcel was left out of the Boundary may have included:

- distance from Town
- the inability of the Town to provide adequate public facilities and services
- natural constraints
- desire to preserve the area in a natural or rural state, or

Areas near Dillon that were left out of the Boundary include Dillon Valley and Piney Acres to the north, Summerwood, Summit County Open Space and Summit Cove to the east, most Forest Service parcels, and lands that are adjacent to the Town of Silverthorne and more logically incorporated into Silverthorne rather than into Dillon.

Because the areas included in the Town's Comprehensive Plan Boundary have different characteristics, one land use designation or one general policy addressing annexations and future development is not adequate. The following section provides evaluation of these areas, recommendations for development and proper zoning for each upon annexation, and establishes specific annexation policies to guide future Town decisions.

### **III. Three Mile Plan**

While not included in the Comprehensive Plan, the Town has adopted a Three Mile Plan which establishes goals and policies for future urban development and annexation. The Three Mile Plan also establishes the criteria to be used for the creation of the Town's Comprehensive Plan Boundary, and is adopted as a part of the Comprehensive Plan through this reference. Exhibits 1 and 2 indicate the Comprehensive Plan Boundary and those areas that could be considered appropriate for annexation. Exhibit 1 indicates the properties immediate to the Town boundaries, while Exhibit 2 indicates the three-mile boundary and potential properties for annexation within the Three Mile Plan.

### **IV. Annexations**

The adopted 2015 Three Mile Plan should be referred to for detailed information regarding annexations to the Town.

### **V. Goals and Policies**

#### **Urbanization:**

**Goals:** *To provide for an orderly and efficient transition from rural to urban land use.*

**Policies:** Provide for the growth and development of the community at a rate that will not overtax the community's ability to provide facilities and services, now or in the future.

Do not provide urban services outside of the corporate limits of the Town in those instances where it may lead to urban sprawl, and where it will not support new urban level development within the Comprehensive Plan boundary prior to annexation.

### **Comprehensive Plan Boundary:**

**Goal:** *To maintain a Comprehensive Plan Boundary that represents the land within the Dillon area which should be developed for urban uses in the future and become part of the Town.*

**Policies:** Adopt or reaffirm the Comprehensive Plan Boundary at least once a year. The Comprehensive Plan Boundary shall correspond to the Three Mile Plan boundary required by state statutes, and identify potential urban lands from rural lands.

Base all amendments to the Comprehensive Plan Boundary on the same or similar criteria and standards utilized to establish the existing Boundary. Any annexation requests outside the Boundary shall be preceded by a Comprehensive Plan Boundary amendment.

### **Annexations:**

**Goal:** *Annexation should be utilized as a growth control tool, as well as a tool to sustain the economy and needs of the Town. Annexations should show a need for additional land in a specific land use category, and adequate services and facilities can be provided by the petitioner, or when annexation is needed in order to protect various community assets.*

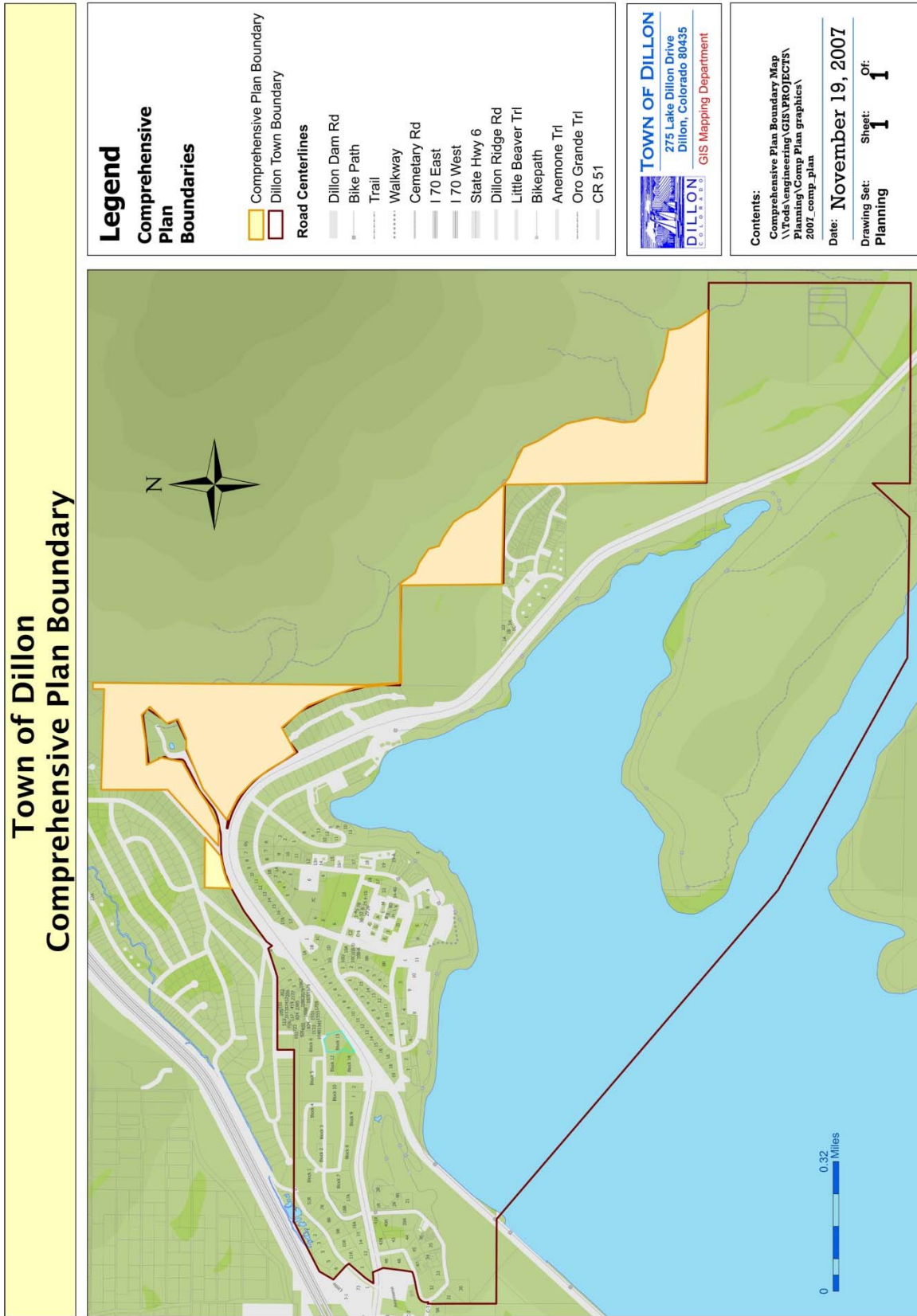
**Policies:** Annex land only on the basis of findings that support the need for additional developable land in order to maintain an orderly growth pattern within the Town's service capabilities.

Require preliminary development proposals to accompany annexation requests to ensure compatibility with the Town's Comprehensive Plan goals and policies, and to ensure that projects can be completed within a reasonable time period unless otherwise specified by the Town.

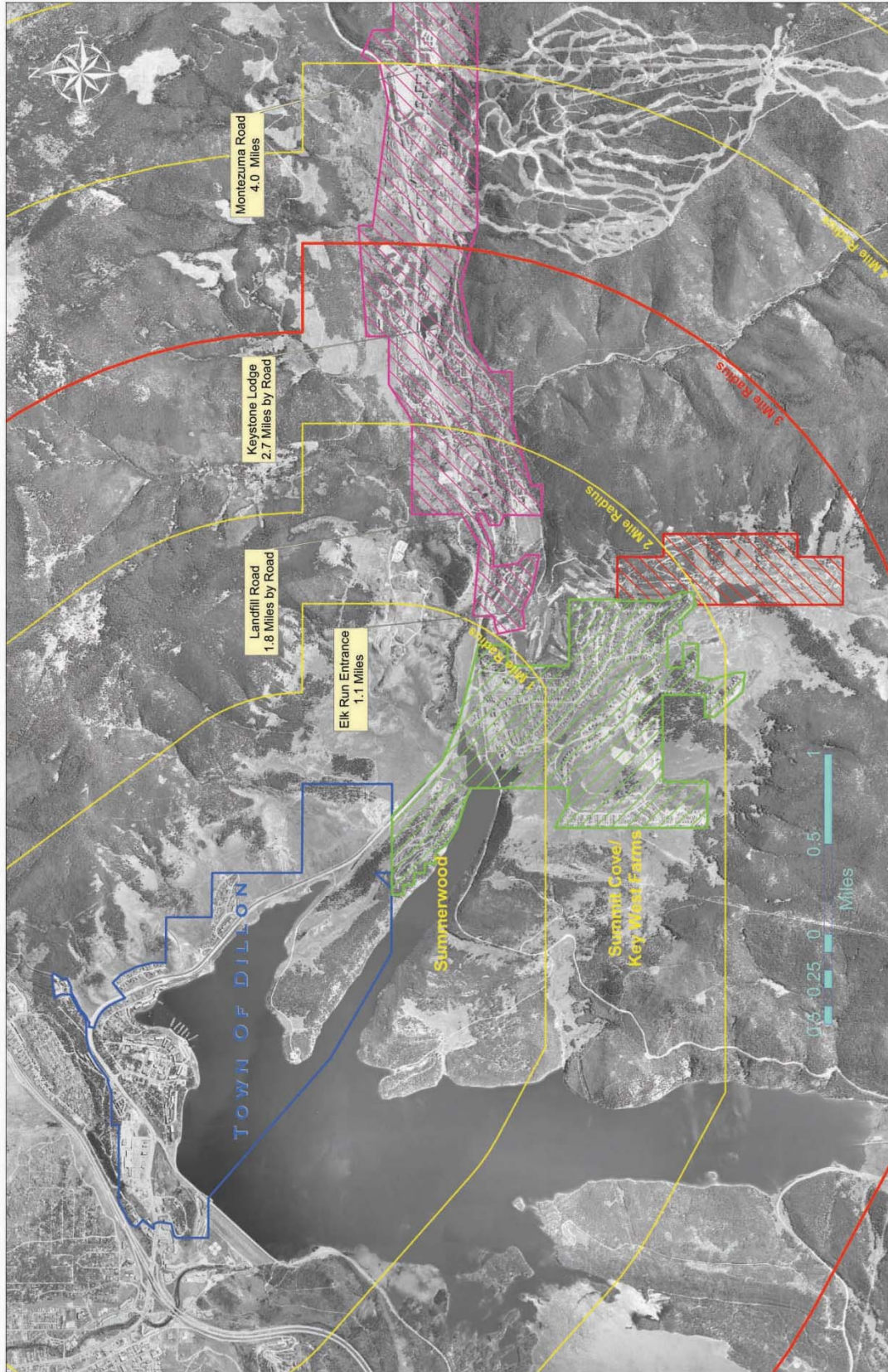
Do not annex those areas unwilling to provide needed facilities or services, or unwilling to upgrade existing substandard facilities prior to or upon annexation.

Annex undeveloped land based on the following general criteria:

- There is a need for additional developable land within the Town.
- The Town and other service entities have the physical and economic capabilities and capacity to provide urban level services to the development within a reasonable period of time.
- The developer of the site proposed to be annexed has the ability to develop the site within a reasonable period of time.
- There will be positive economic and/or social benefits to the community.



• Exhibit 1: Comprehensive Plan Boundary



• Exhibit 2: Three Mile Plan Map

## Section 6: Land Use Element

### *I. Introduction*

The primary purpose of this section is to develop appropriate land use patterns and densities throughout the Comprehensive Plan Boundary through the designation of land use zoning districts intended to implement the Town's basic goals.

In determining the proper utilization of land within the Comprehensive Plan Boundary, the Town conducted an analysis of the land's suitability for development. Identifying land suitable for development and establishing densities for zoning districts was based on various factors including existing land use patterns, availability of services, distance from downtown, slope, natural features, and various goals of the community. Recommendations from the Leland Study, the Parks and Recreation Master Plan, and community input during the October 2016 community housing work session were also used to identify appropriate land uses.

Several types of land use were identified and excluded from the plan. These areas are considered important to preserve at rural intensities, those representing community assets, and those having severe limitation for development as follows:

- Areas with steep slopes, defined as those above 20%;
- The Dillon Nature Preserve.
- Wetlands

Once these areas were identified, the Town was able to establish land use recommendations and densities based on the goals and objectives of the community. The uses and densities established in the Comprehensive Plan are based upon the criteria established below and address various natural, manmade and social issues.

The general criteria which guided the selection of lands for future urban uses, their locations, and densities were:

- Encourage the strengthening of the Dillon Town Center as a community focal point.
- Continuing to develop the commercial area adjacent to Highway 6 from the Town of Silverthorne to Dillon Dam Road into a viable commercial center.
- Densities and intensities of development should occur in a logical pattern with higher density occurring near the Town Center and/or adjacent to Highway 6 and existing services and facilities. Lower intensity development should radiate out towards the edges of the Comprehensive Plan Boundary, with the exception that innovative residential land use approaches should be considered throughout the Plan area in order to increase housing availability and full time residents in the Town as well as reduce the cost of providing urban facilities and services while preserving the critical natural characteristics of the community.
- Locate retail, service commercial and higher density residential projects near existing and proposed transportation systems.
- Plan for an adequate supply of land for all types of future land uses identified in the Plan and as detailed in the Three-Mile Plan. The supply of land should provide for a mix of land use types and strive to provide a balance between land uses.
- Where applicable, consideration was given to existing zoning designations within developed subdivisions.
- Protect the Town's natural features and take into consideration environmental constraints such as topography, geology, poor soils, water resources, designated wetlands and The Fen, critical natural vegetation, fish and wildlife resources, and the protection of other environmental assets.
- Protect critical open spaces and their views to mountain ranges and other natural features.
- Locate land uses in relationship to the availability of existing and proposed community facilities, utilities and services.

### *II. Land Use Guidelines*

The Town strives to integrate its multiple master plans into a unified vision. Through this process several medium and high priority goals were identified. The Town should continue to develop implementation plans and budget to achieve these goals over the next three to five years. The priority projects are identified in the following chart:

**High Priority Uses:**

Suggested Facility/Service	Suggested Location(s)	Notes
Update the Amphitheatre Facilities	Marina Park	Improve Restrooms, ADA Access, Concessions, and Stage Building.
Implement the Town Park Master Plan	Town Park	New play structures, bathrooms, pavilion, multi-use sports field, improved racquet sport courts, create new Town Market space, and improve parking and pedestrian circulation.
Expanded Marina Facilities as directed by the Marina Master Plan possibly including the following: <ul style="list-style-type: none"> <li>• Restaurant</li> <li>• Improved facilities</li> <li>• Parking improvements</li> <li>• Landscaping</li> </ul>	Dillon Marina	Expand opportunities for year round enjoyment of the Marina. The Town has started implementing these plans.
Community Entry Statements	East entrance Dillon Dam Road	Not limited to signage, but landscaping and other design features as well. Improvements create a unique strong Dillon character statement.
Affordable Housing <ul style="list-style-type: none"> <li>• smaller single-family</li> <li>• similar to the Breckenridge Wellington Neighborhood</li> <li>• high density workforce &amp; attainable housing in multi-family context</li> <li>• high density workforce &amp; attainable housing in conjunction with mixed-use developments</li> <li>• use funds from the affordable housing impact fee to develop workforce/attainable housing with a focus on Town employee housing</li> </ul>	County Wide Water Treatment Plant Area Denver Water parcels Town owned and privately owned land near Lookout Ridge Town Center Mixed-use zone Core Area zone	Balanced to meet the needs of the entire community, while promoting year-round occupancy (recommended by the Leland Study)
Core Area Redevelopment / Infill <ul style="list-style-type: none"> <li>• Residential and Commercial with a focus on a full time residential populace along with service oriented and retail commercial with new development creating a sense of place.</li> </ul>	Core Area	-Determine Town owned land that might be incorporated into a redevelopment or infill project. Partner with land owners and developers. -Develop Core Area Design Guidelines to unify the vision of the Town through more improved and consistent architectural themes.

Four general land use types exist within Dillon that the Town will continue to promote. They are as follows:

**Residential.** The Town, through its comprehensive planning process, aims to achieve diversity in housing types and densities to provide additional housing opportunities to attract more Dillon year-round residents while still encouraging second homebuyers. Through the Comprehensive Plan, the municipal zoning ordinance, and capital improvement program, it is hoped that a diversity of housing types can be achieved, with a focus on increasing the populace of full time residents.

Currently, the number of parcels available for future high-density residential development within Dillon's Comprehensive Plan Boundary are limited. Underutilized and appropriately located Mixed-use zoned parcels and

portions of the Core Area should also encourage high-density housing as a component of these neighborhoods and future developments. Outward from the core area and mixed-use areas of the community, gross residential densities should generally decrease in intensity.

A. Development in the vicinity of Corinthian Hill Subdivision: Development of the area north of Highway 6 just east of Town should be accomplished in a manner that encourages future development to be clustered. There are a number of critical community goals that can only be achieved if the allowed density in this area is clustered onto lands close to the existing Corinthian Hill Subdivision rather than spread out over the entire district. The goals that can better be achieved with clustering include:

1. Protection of The Fen (a critical wetland) that exists between the Corinthian Hill Subdivision and the Dillon Cemetery. This critical natural feature should be preserved and protected through the use of adequate buffering from any future development. Specific setback requirements should be developed by the Town based on the natural characteristics of the site, but generally the buffer between The Fen and any disturbance should be 150 feet in width at a minimum.
2. Protecting wildlife habitat and movement corridors. Clustering development and leaving larger connected open space provides wildlife with a greater chance for survival than does spreading the development density over the entire site and fragmenting open space.
3. Providing larger uninterrupted open spaces to help protect wildlife and provide a clear break between communities.
4. Maintaining a rural character adjacent to Highway 6. This can be accomplished through the use of a buffer adjacent to Highway 6, rather than allowing housing to be placed too close to the highway right of way. A buffer of between 100 and 200 feet should be considered depending upon the specific characteristics of the site, such as topography, vegetation, and the relationship of the site in elevation to the existing highway. Property which sits above the elevation of the highway should have greater setbacks to development than those that sit below the elevation of the highway.

Because the potential exists for development to occur within critical visual corridors and/or on important natural resources, development within the Highway 6 area on the eastern side of Town should be carefully evaluated, and only allowed when in general compliance with strict standards.

The Leland Study, the Dillon Economic Revitalization Advisory Committee, the Dillon Town Center Vision and Recommendations Document, and the recent community housing forum endorsed planning for residential uses at densities similar to the surrounding Oro Grande and Corinthian Hill developments on Parcels C & D. The northeast sections of both these parcels feature steep slopes which are not suitable for development. Also, the better portion of Parcel D contains The Fen wetlands, and is not suitable for development, and 150 foot setbacks should be required to buffer development from The Fen.

There were a number of goals that should be achieved if the property were to be developed including:

- Development should provide a green belt along Highway 6 in a manner that provides a noise buffer for the residents and maintains a continuation of the existing rural character along the highway. Retention of a 100-200 foot undeveloped buffer width should be the goal depending upon the natural characteristics of the site.
- Development should work with the existing contours of the land and not be developed in a manner that would require extensive cut or fill slopes.
- Development should be concentrated on those portions of the site that are under 20 percent in slope, and most importantly clustered to maintain the critical natural features of the site.
- Development should not be placed in a manner that would significantly impact the existing residential uses in the adjacent subdivisions.
- Access should be developed in a location that creates the least adverse impact for the existing roadway system. If possible a grade separated ingress and egress should be utilized to allow for free flow onto Highway 6, and to allow for pedestrian and bicycle access to the existing Summit County recreation path adjacent to the lake.
- Development should not encroach on The Fen in a manner that would have negative impacts on The Fen.
- Development should not be allowed east of The Fen (near the Dillon Cemetery), unless the proposed use is for public purposes and maintains a feeling of open space.

B. Infill and Redevelopment in the Mixed-use and Core Area Zoning Districts: Infill and redevelopment projects should provide for an increase in the full time residential population while maintaining key commercial locations for retail, restaurants, entertainment venues, and service oriented businesses.

1. Residential uses should be limited to above the first floor in areas of key retail and commercial activity, such as frontage along Lake Dillon Drive. Stand-alone residential projects should be considered in the Mixed-use zoning district where the parcels do not occupy key retail frontage areas, or are located on the outer portion of a larger development of combined lots such as a PUD and are adjacent to other such residential use. Residential uses in the Core Area should be developed through the PUD process, and first floor residential uses should go through Conditional Use Permit review.
2. New projects should satisfy the general criteria of the Architectural Guidelines of the Town.
3. Renovations of existing buildings in the Core Area should strive to incorporate some of the criteria developed for the Architectural Guideline of the town.

C. Denver Water Land near the Dillon Nature Preserve: The land held by the Denver Water Board on the southern side of Highway 6, between the Dillon Nature Preserve and the Summerwood Subdivision, has been zoned Residential Low. In addition, this site has been allocated a density of 14 units through an annexation agreement with the Town. This parcel and its future are significant as it is immediately adjacent to the Preserve. Recent discussions with Denver Water indicate there is no intent to develop this parcel at this time. It is in the Town's best interest that this parcel remains undeveloped given its close proximity to the Dillon Nature Preserve.

D. Denver Water Parcels A & B: At the current time, Denver Water does not appear interested in dispensing of any land, especially these parcels. The Caretakers facility on Parcel B remains in Denver Water's long term visioning for the parcel. Parcel A is being reserved for future potential water projects. Should Denver Water desire to sell off portions of these parcels, then they should be developed in densities similar to the Corinthian Hill and Tenderfoot Addition Subdivisions, with consideration of clustering at higher densities to provide for sensitive site

**Commercial.** Future commercial uses should strive to continue to enhance the economic viability of the Dillon Town Center and that of the developed commercial center along Highway 6 between the Town of Silverthorne and the vicinity of Dillon Dam Road. Where commercial uses abut existing or future residential uses or other incompatible uses, the commercial project should be designed in a manner to mitigate any adverse impacts, including those related to aesthetics, lighting, transportation, and noise.

**Town Center / Core Area (CA) zone.** *This area of Town is defined as the lots adjacent to Lake Dillon Drive and the lots located within Block A of the New Town of Dillon Subdivision.* The Dillon Town Center was improved by the community in the early to mid-1990's through extensive streetscape and street improvements. The Town continues to build on these improvements and encourage private investment in the Town Center that will strengthen the economic climate in downtown Dillon. The Leland Study and the Dillon Town Center Vision and Direction report both recommended the formation of an Urban Renewal Authority. The Dillon Urban Renewal Authority formed in 2009. The formation of an Urban Renewal Area encompassing the Town Center provides funding mechanisms for incentives to promote redevelopment of outdated and underused commercial spaces, as well as provide an opportunity to develop high-density housing for year round residents as a component of a mixed-use building or as a stand-alone use when the project is not located on the major retail street Right-of-Ways. The key to revitalization will be to bring more people for longer periods of time to the Town Center to dine, shop, and enjoy public spaces and spectacular views. Future development or redevelopment should focus on creating a sense of place to attract more year-round residents.



The West Entry Monument was developed near the Town line between Dillon and Silverthorne. This entry monument complements the entry monument at Lake Dillon Drive. Further efforts should continue to use design elements from



these projects to enhance the character of Dillon to provide continuity between the Town Center and the Highway 6 commercial corridor.

**Recreation, Open Space, and Public Land.** Recreational uses should be provided throughout the Comprehensive Plan area in locations that are compatible with existing and proposed uses. The Town strives to provide a selection of year-round recreational opportunities for citizens and visitors alike. Due to the resort nature of the Town and its reliance on visitors and recreational activities for its economic vitality, it is critical for the community to provide and maintain exceptional year-round recreational facilities and services.

Open space provides for a variety of benefits including protecting ecologically sensitive areas, maintaining a mountain, lake side Town feeling, acting as a buffer between various incompatible land uses, providing a backdrop to urban development, creating a physical separation between urban and rural land uses, and a separation between communities.

Forest Service parcels east of the Oro Grande Ditch that help form the backdrop to the community should be preserved in their existing state and should not be sold for development. The Town of Dillon Three Mile Plan contemplates some Forest Service land having residential development potential. Such development should be considered so long as a focus on maintaining ample open space, natural buffers, and protection of the natural environment. The Town should also encourage the retention of land with over twenty (20) percent slopes for open space, and any development allowed on steep slopes should be accomplished in a manner where open space and significant natural features are not destroyed.

The Town acquired approximately 173 acres on the peninsula near Robert's Tunnel through a negotiation with Denver Water. This area is protected as the Dillon Nature Preserve, and limited to passive recreational uses only, such as hiking, picnicking and the enjoyment of nature. The Town continues to support pedestrian and passive recreational uses in the Dillon Nature Preserve, and should continue with trail maintenance, parking area improvements, and improved navigation & mapping support.

Across the highway near the Dillon Cemetery open spaces exist on the undeveloped Denver Water Board Property. Within this property are a number of natural characteristics that should be preserved including an extensive wetland community, steep hillsides and a critical backdrop to the community. Recent forest fuels reduction projects and the creation of the Dillon Disc Golf course in the area enhance the open space.

### **III. Residential / Mixed Use Zoning Classifications**

Land appropriate for residential use within the Comprehensive Plan has been placed in various land use designations indicated below. While it is difficult to predict all possibilities related to the future use of these parcels, the various land use designations provided here are intended to give the Town, its citizens, and future developers guidance concerning possible development. Exhibit 3 reflects the zoning classifications within the Dillon Zoning Map.

**Residential Estate (RE).** This land use classification is intended to primarily indicate areas that are suitable for large lot, estate single-family developments, or clustered single-family development, at a density that does not exceed one unit per acre of net land area. Development within any area designated RE should take place in a manner that is compatible with the natural characteristics of the site. Where the presence of critical natural resources do not allow development of the entire site, such as mature tree stands, steep slopes, wetlands, or drainage ways, the property should be developed in a manner where the units are clustered into the most appropriate areas of the site. This will allow the full development of the allowed density, while preserving critical natural resources. To distinguish which parcel is appropriate for which type of development (cluster vs. large lot), this land use classification should be separated into RE and RE-C, with the "C" delineating clustered development.

**Residential Low (RL).** This classification is intended to include residential development of a density up to six (6) dwelling units per acre. It does not mean every parcel will be allowed six units per acre, but rather that the density within a defined area will not exceed six units per acre (net). In addition to residential uses, accessory units, and limited public and quasi-public uses would be permitted within this zone. Secondary units are allowed in this category subject to the conditions established in the Dillon Municipal Code, provided the overall density does not exceed six units per acre. Limited other uses such as churches, child care centers and group homes may be considered under conditional uses.

**Residential Medium (RM).** This classification includes residential developments of single-family or two-family dwellings at a rate of six (6) to fourteen (14) dwelling units per acre. Accessory structures and uses associated with the residential uses are also permitted, so long as they are in keeping with the residential character of the zone. Density would be allowed in these areas in a manner that recognizes the physical characteristics of the site and the fact that different

types and sizes of units have different impacts on the community. Multi-family units of up to eight units are allowed in this zone, only upon approval of a Conditional Use Permit. Other uses permitted only by a Conditional Use Permit include: boarding houses, child care facilities, hotels, churches, schools, utility substations, governmental structures and uses, planned unit developments, and parking and storage uses accessory to the residential use on an adjoining lot.

*Residential High (RH).* In this classification two-family and multi-family residential developments of fifteen (15) to sixty-five (65) dwelling units per acre would be allowed. Accessory structures and uses associated with the residential uses are also permitted, so long as they are in keeping with the residential character of the zone. Other uses permitted only by a Conditional Use Permit include: churches, schools, hotels, restaurants, group homes, governmental structures and uses, child care facilities, planned unit developments, and parking and storage uses accessory to the residential use on an adjoining lot.

*Mixed Use (MU) / Core Area (CA).* This category is intended to allow the development of offices, retail, hotels, restaurants and entertainment facilities as stand-alone uses or in combination with each other. Additionally, limited residential housing developed with the densities in the medium or high density residential zones may be appropriate when the current housing needs of the community are being addressed. The Town Council and community may determine that stand-alone residential use may not be appropriate on all lots if they occupy key street frontage, to preserve sales tax generation to offset the impacts of growth.

#### **IV. Dillon Marina**

Previous Comprehensive Plans indicated a need to master plan the marina. The Town has completed a Marina Masterplan, which may be amended from time to time, and continues to implement proposed components of the Marina Master Plan as funding is available. Development at the Marina should be consistent with other master plans for the Town of Dillon and be strongly tied to the Mountain Lakestyle brand and architectural guidelines of the Town.



## V. Goals and Policies

### Land Use:

**Goal:** *To establish a pattern of future land uses which will promote the highest degree of health, safety, efficiency and well-being for all segments of the community, and make the most efficient use of land, community facilities, services and natural resources.*

**Policies:** Require densities and intensities of development to occur in a logical pattern with high density occurring near the Core Area zoning district and existing services and facilities, and lower density radiating toward the edges of the Comprehensive Plan area. A major exception to this policy is that the Town encourages the use of innovative approaches to land use and development which promote basic Town goals, such as cluster development near Corinthian Hill rather than allowing it to be spread out over the entire site and creating urban sprawl.

Concentrate multi-family residential development near transportation networks, and adjacent to the existing Town Center to take advantage of existing community facilities and services, and to concentrate the majority of the residents near areas where community activities are likely to occur.

Allow residential uses in commercial districts in conjunction with commercial uses to encourage a mixture of uses and the continued viability of the downtown area. This is especially appropriate in the Town Center, and to a lesser extent in other commercial areas of the community, where commercial uses should dominate. Residential uses should be secondary in nature. Residential uses are allowed in a commercial project if they are not the primary use and do not occupy the prime location or facades.

Limit commercial activity along Highway 6 to an area running from the Summit Place Shopping Center to Lake Dillon Drive, with a clear distinction of where this commercial area begins should be created through the use of community gateways and signs.

Encourage recreational uses throughout the Comprehensive Plan area in conjunction with residential developments based on an evaluation of the proposed residential use in relationship to the anticipated needs created by the development.

Provide open space throughout the community in order to protect features that are unique to Dillon. Open space should be provided along Dillon Reservoir and the hillsides that frame the existing community. Forest Service parcels that help form the backdrop of the community should be preserved at this time in their existing state.

Encourage open space along the north side of Highway 6, east of Town, and should be the primary use from the large fen east of Corinthian Hill east to the Comprehensive Plan Boundary. Development east of The Fen should be limited to public and recreational uses that maintain a rural or open space feeling.

Strive to provide a system of public and private open space that ties all community parks and areas of community activity together.

**Goal:** *To improve the Dillon Town Center, and create a focal point for the community that contains civic, commercial, cultural, entertainment, and recreational activities that can be utilized throughout the year.*

**Policies:** Encourage future commercial development to improve the Dillon Town Center capable of providing services and amenities for the community, including possible wholesale trade uses.

Analyze potential uses for the Dillon Town Center and strive to keep it as a community focal point.

Create an incentive program to encourage the redevelopment of existing buildings that no longer meet Town design standards, nor provide for uses that encourage additional

commercial activity within the Town Center. This new incentive program should be matched with regulations (such as vertical zoning) to create the desired hardscapes and tenant mix for the Town Center.

Projects should improve the overall appearance and create a sense of pride in the community, including community gathering spaces, community amenities, and align with Dillon's Mountain Lifestyle identity. Projects should create a sense of place welcoming residents and visitors alike.

**Goal:** *To review the land use plan for the east Dillon area in keeping with the recommendations of the Dillon Comprehensive Plan.*

**Policies:** Base the plan on the following concepts:

- Evaluate the acquisition of the area for Town use.
- Create new residential standards for the area east of the natural ridgeline on Highway 6. Should development occur, densities should complement the density of the existing neighborhoods in the area.
- Protect The Fen.
- Provide for wildlife protection.
- Provide adequate open space buffer adjacent to Highway 6.
- Keep private development (if it occurs) west of the wetlands, and/or the ridge west of the wetlands, and concentrate development near existing development rather than allowing it to be spread over the entire site.
- Allow public uses east of The Fen, next to the cemetery.
- Do not encourage additional multi-family housing in the area.
- Do not allow any commercial or office developments within the area.

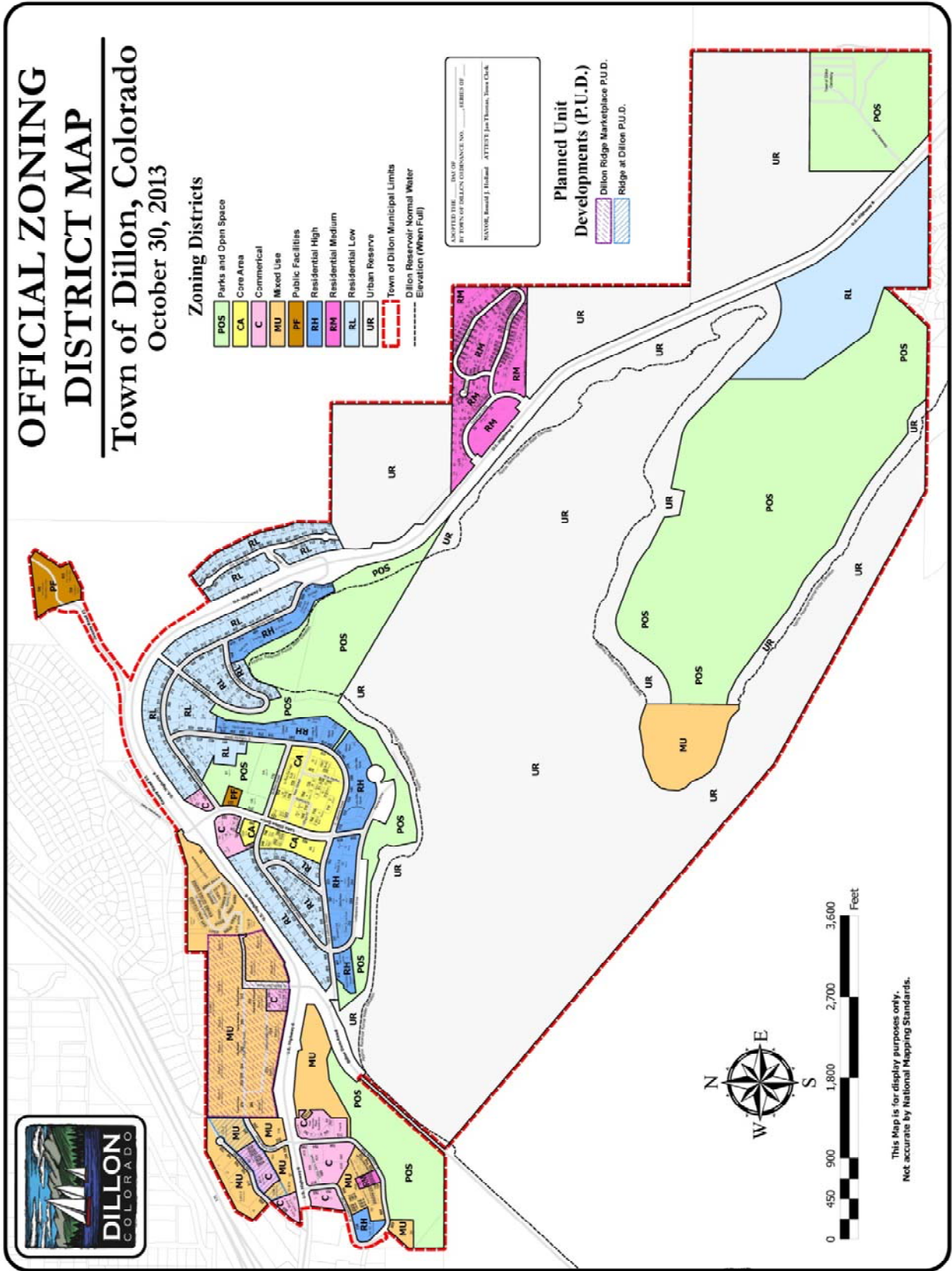
**Goal:** *Develop and implement a Marina Master Plan Policy and Asset Management Plan.*

**Policies:** Review and adopt recommendations from the Marina Master Plan.

Prioritize and budget marina improvements in a phased timeline.

Promote marina improvements which strengthen the connection between the Town Center and the Marina to encourage an exchange of visitors.

Exhibit 3: Town Zoning Map



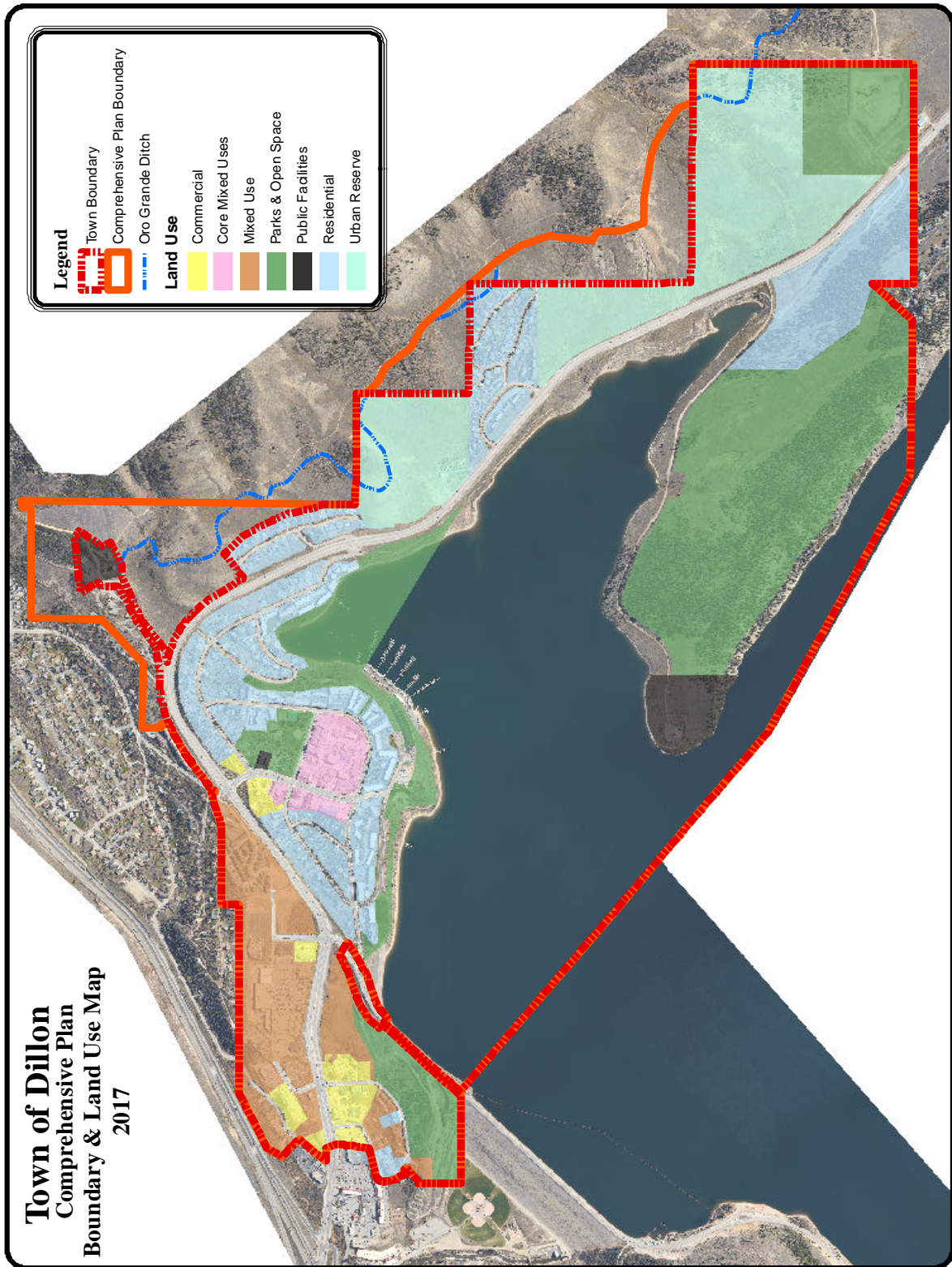


Exhibit 4: Land Use Map

## Section 7: Circulation

### I. Introduction

The recent master plans and evaluations of the Town all identified a need to strengthen the connections within the Town Center. This includes transportation modes of all kinds, including vehicular, pedestrian, bicycle and mass transit. The Town must also ensure universal accessibility to amenities. The primary backbone of circulation in the Town is US Highway 6. The Town should look to improvements to facilitate better and safer access at primary intersections such as Lake Dillon Drive and Highway 6, La Bonte and Lake Dillon Drive, and West La Bonte and Dillon Dam Road. Specific areas that might benefit from improvement projects are discussed in this section..

### II. Street System.

The street system in Dillon is dominated by Highway 6, which runs generally in an east-west direction through Town. All other streets within Dillon, with a few exceptions, lead back to Highway 6 and utilize the highway as the primary means for vehicular movement in and through the community. While Highway 6 establishes the major transportation feature within the community, other important streets exist that provide linkages to the residential and commercial neighborhoods; these include the Dillon Dam Road, Lake Dillon Drive, Evergreen Street, Anemone Trail, Tenderfoot Street, Little Beaver Trail, and Corinthian Circle, all of which intersect with Highway 6 at some point.

Improvement potentials that have been identified in the Comprehensive planning process related to the Town's street system include:

- The Evergreen Road intersection and road system within one block of Highway 6 is very confusing.
- Tenderfoot Street presents a safety concern, from the steep hill down to Gold Run Circle and on to the end at Highway 6, both for pedestrians and bikers. The recreation path system improvements greatly improved the safety for pedestrian and cyclists at the end of Tenderfoot Street near Highway 6, but are only effective if properly utilized by the users.
- Highway 6, where speeds create safety problems and add to noise pollution for the residences along the highway.
- Pedestrian paths between the Dillon Ridge Marketplace and the Town Center.

### III. Street Classifications.

Streets throughout the community have been placed in four street classifications; major arterial, minor arterial, collector and local streets.

*Major Arterials.* A major arterial is a roadway intended to provide access through a community with high levels of volume. The emphasis is to preserve the ability of the road to carry high volumes of traffic efficiently. Major arterials for this type of street include Highway 6, and the Dillon Dam Road.

*Minor Arterials.* Minor arterials take vehicular traffic to and from major arterials to lesser streets and activity areas. Access onto minor arterials should be limited to provide a smooth traffic flow, however, some access to individual properties may be allowed. Internal access should be encouraged and be served by common access drives. Minor arterials include Lake Dillon Drive and Little Beaver Trail. These are two-lane paved roads.

*Collectors.* A collector functions by transferring traffic to and from local streets to arterials. Collectors also serve adjacent properties, however, where possible access drives should be combined. La Bonte, Tenderfoot, and a portion of Buffalo Street are classified as collectors.

*Local Streets.* The remaining streets within the community are classified as local streets, and serve the adjacent properties by providing access from individual parcels to the rest of the roadway system.

*Improvements.* The Town needs to continue to refine its street standards and requirements, and improve the future street system in order to accommodate future growth and correct any existing problems. These improvements should include:

- Work with the State Highway Department to determine safe speeds for Highway 6, that will allow safer access onto and off of the highway, and other improvements (fencing, landscaping, earthen berms) that can help reduce noise pollution from vehicles traveling on the road.

- Work to improve the Evergreen street system north of Highway 6.
- Investigate methods to reduce speeds along Tenderfoot, near Gold Run Circle, and methods to reduce the number of times vehicles fail to stop at the intersection.

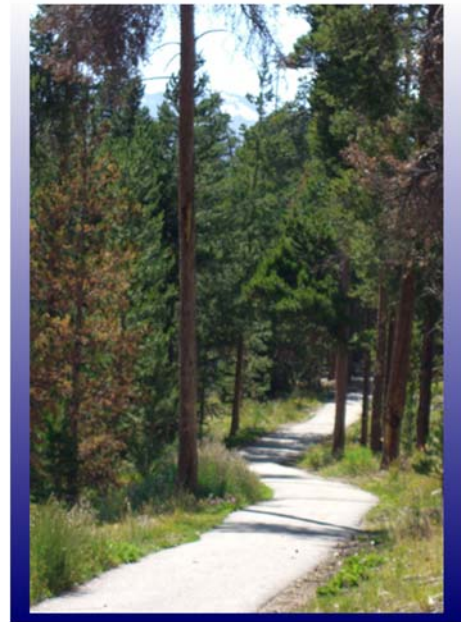
#### **IV. Bicycle & Pedestrian System.**

The Town's hard surface trail system includes sections of the Summit County Pedestrian and Bike path that ties all areas of the County together. This system accesses Dillon from Silverthorne on a path that runs along Highway 6, from Frisco on a path that runs along the Dam Road, and from Keystone on a path that runs along the lake. A path along the lakefront between Point Dillon and the Dillon Amphitheatre is designated a pedestrian path only, while a multi-use pedestrian and bike path guides users from the western to eastern ends of Town on the trail through Marina Park, down to the trail along Gold Run Circle, and then down the trail along Tenderfoot Street to the lakeside trail heading to Keystone.

The residential neighborhoods north of Highway 6, east of downtown Dillon (Tenderfoot Addition and Corinthian Hill) have no safe ways to cross Highway 6 in order to access the bicycle system along the lake.

The Town's system of sidewalks is also in need of various improvements. There are very few sidewalks that radiate outward from the Town Center into the adjacent residential neighborhoods, requiring people to walk in the street, usually in poorly lit situations. It is difficult to cross Highway 6 at Lake Dillon Drive, where pedestrian paths are not clearly defined on the Evergreen Road side, and in the winter it is somewhat difficult to access the signal activation system for pedestrian movements. One additional pedestrian issue is found along the Dillon Market Place, where pedestrian access into the shopping center from the west is difficult. Both the Parks and Recreation Master Plan and the Leland study noted the importance of improving connections within the Town as well as between the Town Center and the Marina.

*Improvements.* The Town has made great strides in improving its bicycle and pedestrian systems over time. Recently a new recreation path segment was completed along Tenderfoot Street and lower Gold Run Circle in 2010. In the fall of 2012 a recreation path segment between the Point Dillon Lawn Area and the existing path was constructed. Since completed, the Town has a complete path system from Silverthorne on the west to the Summerwood Subdivision on the east. An additional spur which crosses the Dillon Dam is also in place allowing path users access all the way to Frisco.



Improvements to the bicycle/pedestrian system should generally include extensions to the system into and through new commercial and residential projects. Pedestrian and multi-use paths should be improved and provided as an alternative to dependence on the use of automobiles. These paths should also provide an environment that is safe, entertaining and functional, as well as being visually pleasing. All routes within Town should be planned as a coordinated circulation system, just as streets are engineered for automobiles. Pedestrian-ways, bikeways, and sidewalks should be designed in response to the anticipated level of use and to respond to the surrounding conditions. It is critical that the bicycle and pedestrian system tie all public parks and community activity centers together with a system of open space to encourage utilization of the trails system. The system should tie neighborhoods together and meet the physical needs of all segments of the community.

Specific improvements that should be considered include the following:

- Provide clear direction, indicating how to proceed to the next section of the bicycle path on East Anemone Trail. This may include additional paving, and/or delineation of a separate bicycle/pedestrian lane, along East Anemone Trail, and the installation of clear signage at each end.
- A safe method for crossing Highway 6 should be provided for the residents that live north of Highway 6 in the Tenderfoot and Corinthian Hill Subdivisions. This may include the creation of grade separated crossing, additional signage or other acceptable methods.
- Install, where appropriate, additional sidewalks near the Town Center that radiate out into the existing residential neighborhoods. These improvements should also include the installation of adequate pedestrian scale lighting intended to create safe pedestrian movements into and out of the Town Center area.



- Investigate methods to improve pedestrian crossings at the intersections of Lake Dillon Drive and Highway 6, and the Dillon Dam Road and Highway 6.
- Investigate methods to provide better access into the Dillon Market Place from the existing commercial centers to the west.
- Provide additional bicycle service amenities (i.e. bike racks, etc.) in the Town Center.

## V. **Parking.**

The Town currently owns the parking areas in the Town Center and at the Marina. The Leland study, the DERAC recommendations, the Parks and Recreation Master Plan and the comments from JJR, the marina master plan consultant, all recommend the location of one or more parking structures. The location and the capacity of the structures have not been determined. The Town is evaluating its policies regarding parking and reassessed the costs of its fee-in-lieu program in order to accommodate the necessary parking spaces needed for a vital Town Center. The Town continues to evaluate its options following the completion of the Marina Master Plan and take steps to implement parking solutions for both the Marina and the Town Center. Parking lot improvements at Marina Park and the Marina in 2012 achieved increased parking at the Marina, and improved the drainage of the lots.

## VI. **Mass Transit.**



*Mass Transit* is provided within Dillon by Summit Stage, which operates a countywide system of buses financed through a 0.75% County sales tax. Summit Stage presently serves the Towns of Silverthorne, Dillon, Frisco, and Breckenridge, and all four ski areas within the County. In 2003, the Town collaborated with Miller Weingarten and the Summit Stage to install a new bus shelter at Dillon Ridge Marketplace, fulfilling a much-needed shelter for a heavily used stop. The Town should continue to upgrade the bus shelters in Town and even create a coordinated design that is currently lacking.

The Town should work with Summit Stage in creating new bus stops as needed with new development or the redevelopment of the Town Core.

## IX. **Other Circulation System Elements.**

*Soft Surface Trails* (mountain bike, equestrian trails) are a component of the Town's circulation system, continuing to become of greater importance to the community, especially in the summer. The Dillon Nature Preserve Trail Loop system and various Forest Service trails and roads adjacent to Dillon provide countless opportunities that need to be preserved and enhanced. The Town needs to work closely with Summit County and the Forest Service to preserve and improve existing trails, and develop new ones where appropriate. Future trails development should be accomplished in harmony with existing natural features, limitations and wildlife habitat, and where necessary, separate equestrian trails should be designated to keep incompatible uses separated.

The most important soft surface trail within the Dillon area is the Oro Grande Trail, which primarily runs in an east-west direction east of downtown. This trail is located to the north of Dillon along the hillside behind the Tenderfoot Addition and Corinthian Hill Subdivision. The trail allows for a number of uses, including mountain biking, hiking, horseback riding, and cross-country skiing and snowshoeing. Motorized vehicles are no longer allowed to be used on the trail. The Town should work with the US Forest Service and monitor any USFS actions which could impact allowed uses on this trail.

## VII. Goals and Policies

### Streets:

**Goal:** *To develop a circulation system of roadways, mass transit, pedestrian and bicycle ways that will provide for safe and convenient movement of goods and people within Dillon and the surrounding area.*

**Policies:** Design future streets to contribute to the creation of an efficient circulation network and provide for convenient movement of traffic and access to all parts of the community.

Limit access to the Highway 6 system. Major traffic generators should utilize secondary access points rather than direct highway access whenever possible.

Refine municipal street standards and requirements, and improve the street system in the future to accommodate future growth and correct any existing problems. These improvements should include:

- Work with the Colorado Department of Transportation to determine safe, convenient, and consistent speeds for Highway 6, that reduce the potential for accidents, while allowing safer access onto and off of the highway, and reducing noise pollution from vehicles traveling on the road.
- Work to improve the Evergreen street system north of Highway 6.

Construct roadways, sidewalks, and bikeways to Town standards. Developers should pay for those facilities that serve their developments and dedicate all necessary rights-of-way.

Update municipal street standards and incorporate these updates into existing ordinances that require all new streets built within the Town to be constructed as public streets.

Update existing street standards and address issues such as street section standards, radius standards, curb design, intersection design, driveway and access standards, and other related issues.

### Bicycle and Pedestrian Ways:

**Goals:** *To develop a circulation system of pathways that will provide for safe and convenient movement of pedestrians and bicycles within Dillon and the surrounding area.*

**Policies:** Provide an overall system of pedestrian paths and sidewalks, as well as multi-use paths, which are physically accessible to all segments of the community.

Provide the annual budgeting for maintenance of pedestrian paths and sidewalks and multi-use paths.

Provide separate paths for various user groups when possible, or design systems and improvements that can accommodate a mixture of users.

Encourage and/or require developments to provide adequate bicycle parking and storage areas, and to improve bicycle parking and storage facilities at bus stops and other areas of public activity.

Incorporate a bicycle/pedestrian path into any expansion or improvements to Highway 6.

Encourage non-motorized travel to major activity centers such as schools, shopping areas, parks, and the work place.

Encourage future design features of pedestrian and bicycle ways that allow for dual winter/summer usage.

Develop a bicycle and pedestrian plan and continue to provide and improve bicycle and pedestrian ways and sidewalks as part of its continuing street improvement projects.

Work closely with Summit County and the Forest Service to preserve and improve existing soft surface trails adjacent to Dillon and to develop new ones where appropriate. Future trail development should be accomplished in harmony with existing natural features, limitations, and wildlife habitats. Trail connections should be provided between existing residential neighborhoods and future adjacent neighborhoods in order to promote a reduction in the use of the automobile

Evaluate the need for sidewalks within the community and install them where the need exists. Priority should be given to sidewalks that are located in close proximity to existing and future commercial areas. Sidewalk improvements should connect the Town Center and Dillon Ridge Marketplace to existing residential neighborhoods.

Specific projects to facilitate better circulation include:

- Improve connections between the Marina and Town Center to promote pedestrian activity throughout Town.
- Work with existing residential neighborhoods north of Highway 6, east of downtown Dillon (Tenderfoot and Corinthian Hill) to provide a safe method for crossing the highway. This may include the creation of grade separated crossing, additional signage or other acceptable methods.
- Install, where appropriate additional sidewalks near the Town center that radiate out into the existing residential neighborhoods. These improvements should also include the installation of adequate lighting intended to create safe pedestrian movements into and out of the Town Center.
- Investigate methods to improve pedestrian crossing at the intersections of Lake Dillon Drive and Highway 6, and The Dillon Dam Road and Highway 6.
- Investigate methods to provide better access into the Dillon Market Place from the existing commercial centers to the west.
- Improve the East Anemone Trail Rec. Path with additional pavement and / or delineation to separate the trail uses from traffic and install clear directional signage.

## **Mass Transit:**

### **Goal:**

***To support and help formulate a mass transit system that meets the transportation needs of the community for in-Town and countywide service to help in the conservation of energy, the reduction of air pollution, and to improve the overall quality of life in Dillon.***

### **Policies:**

Cooperate with public and private agencies to encourage public transportation.

Continue to support the Summit Stage, and encourage additional routes within the community.

Evaluate opportunities to provide additional transit facilities within the community, such as commercial circulators, and provide convenient and safe access to and from all public transit systems.

Work with the Summit Stage on a new transit center in Dillon.

Plan for the future by participating in the proceedings of the I-70 Coalition, the potential development of a multi-modal I-70 corridor, and the mass transit impacts they will have on the community.

**Land Use:**

**Goal:** *To develop a safe, convenient, and economical transportation system which does not disrupt neighborhoods, various unique natural resources, or cohesive land use zones, and responds to the proposed future land use patterns established in the Plan.*

**Policies:** Encourage compact community development through the circulation network without disrupting or bisecting neighborhoods or other areas with a natural unity.

Provide a logical continuation of the existing street system through new streets. Street alignment shall be determined with consideration given to existing property lines, natural features, and maximum land utilization.

**Parking:**

**Goal:** *To provide public parking that meets the needs of the Town from the standpoint of quantity and location.*

**Policies:** Provide public parking spaces within new development and redevelopment in close proximity to the Dillon Town Center. The Town should investigate its ability to provide both on-street as well as off-street public parking.

Develop a program of clear and consistent enforcement of parking regulations in the Town Center, other commercial areas, and residential areas of the community.

## Section 8: Community Facilities and Utilities

### I. Introduction

The Community Facilities and Utilities section of the Comprehensive Plan describes the general location, character, and extent of the Town-wide systems of community facilities and utilities proposed to serve the existing community and provide for its future growth. This section builds off of the existing facilities and utility systems, and addresses the goal: "To plan and develop a timely, orderly, and efficient arrangement of future community facilities and public utilities to serve as the framework for future urban development."

Dillon's community facilities, services, and utilities must be expanded and improved if the Town is to maintain an adequate level of services for its future needs. Because community services are often costly and relatively permanent, it is important that they be planned to economically fulfill the long term needs of the community.

This section of the Plan contains a general inventory of educational, fire protection, water and sewage facilities, energy and communications systems, and other community facilities, services and utilities.

The policies and recommendations found at the back of this Plan section are aimed at providing for an urban level of community facilities and services throughout the Comprehensive Plan Boundary at build out. It is important that the extension of urban community facilities, services and utilities for developing areas be undertaken in a coordinated manner to achieve balanced community growth, while also taking into consideration the opportunities and constraints associated with the community's natural resources.

The following table illustrates the level of service that the Town provides in 2015. Levels of service are used to compare over time to determine if service has improved or declined.

<b>2015 Level of Service(based on 5000 seasonal population)</b>	
Parks- acres per person	.04 ac
Trails- linear feet per person	9.66 ft.
Streets- miles per person	.00186 miles
Water Plant Capacity (gallons per day)	1.5 million gal.
Actual Water Use (gallons per day)	300,000 gallons
Town Employees per Household	0.0160
Police Personnel per Household	0.0045
Fire Personnel per Household	0.0032
Town Limits (in acres)	1495 ac
Town Limits Excluding Reservoir (in acres)	952 ac

### II. Town of Dillon Facilities.

The Town of Dillon owns and operates a number of public facilities within the Town limits, other than utilities that are of importance to the community. These include Town Hall at 275 Lake Dillon Drive; Dillon Town Park adjacent to Town Hall, the Old Town Hall, the Dillon Amphitheater, Marina Park, the Marina Park Pavilion, the Marina, Dillon Cemetery, Town Center Parking Lots, Recycling Center at Town Hall, and various bicycle and pedestrian paths throughout Town.

Of these facilities, the marina and amphitheater are economic generators for the community as each brings visitors into the community for various events and activities.

The amphitheater was recognized by the community as an important asset and should be maintained and improved.

The Marina is noted in all recent studies as the gem of Dillon, an area that attracts locals and tourists alike to Town. The Town recognizes the importance of this facility. A consultant was retained in 2008 to develop a Marina Master Plan. The Marina Master Plan made numerous recommendations for Marina and Marina Park improvements, many of which have now been implemented. Marina facility improvements continue, but have included new bulkhead construction and slope armoring work, new dock ramps, construction of a new mast stepping and boat inspection area, and a new paved Marina parking lot. Much of the concepts presented in the Marina Master Plan have now been implemented, and the Town continues efforts to realize the vision of that plan with numerous Marina improvements planned to continue into the future.

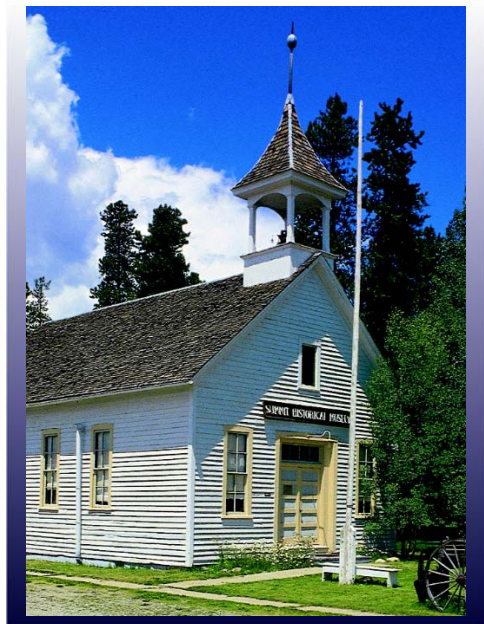
Marina Park, while an asset to the community, was identified as needing additional improvements to ensure that it would serve the needs of the Town for years to come. The GreenPlay Parks and Recreation Master Plan noted that Marina Park is being “loved to death”. The new Marina Park playground was completed in 2009. The Town completed the construction of the Marina Park Pavilion in the spring of 2010 and completed the rotation of the parking lot in the spring of 2012. A Marina Park masterplan was completed in 2011 and implementation started in 2012. The plan includes new picnic areas which are strategically located to spread out this use throughout the park. The plan also includes new planter areas complete with trees, bushes and grass areas, which were completed in 2015.

The Marina Master Plan consultant also took an interest in the planning efforts for the Town Center, and emphasized the need for any plan to strengthen the link between the Marina and Town Center. The recommendations of any master plan should be evaluated each year during the budget process and used to prioritize capital improvements in the coming years.

The Town is also in the process of developing and implementing a Town Park Master Plan. In 2013 a Town Park Master Plan was developed, and now the Town is working on design aspects to implement that plan.

The Old Dillon Town Hall was moved to its present site on Lake Dillon Drive in 1961, and has subsequently undergone numerous additions and renovations. The building is therefore not considered historical. The Town should consider possible options for both the building and the Town owned property should this occur.

The Old Town Hall, along with other buildings moved from the old Dillon Town Site represent historic assets for the community that should be considered for preservation and/or possible enhancement. These buildings include the Old Dillon Town Hall, the Rebecca Lodge behind the Old Town Hall, and the Schoolhouse, Myers House, and Honeymoon Cabin all located within the Summit County Historical Society’s Dillon Schoolhouse Museum and Historic Park along La Bonte Street.



Despite the short history on the current Town site, the Town itself has a long history and celebrated its 125<sup>th</sup> anniversary in 2008. The Town’s newest pocket park, the Historic Pocket Park near the amphitheater, commemorates some of the historical activities in the Town. The Town should consider preservation of oral, written and photographic history and support the efforts of the Summit Historical Society. The Town should also encourage use of architectural elements to echo historic features should redevelopment occur in the Town Center.



The Dillon Cemetery was established in 1885 and moved to the new town site in 1962. The Cemetery Advisory Committee was established in 2003 to advise the Dillon Town Council regarding ongoing and newly identified needs of the Dillon Cemetery so as to perpetuate the dignity and history of the site and those individuals interred there. The Mission Statement of the Cemetery Advisory Committee is “To determine and implement strategies to protect, preserve, and promote the Dillon Cemetery”. To this end, the Committee has established goals outlined in the goals subsection at the end of this section.

### **III. Parks and Open Space**

Over the past twenty years the Town has worked diligently to preserve critical open space parcels and to create additional parks within the community. While these land uses are discussed together they sometimes have very different purposes and uses that occur within each. The one thing they have in common is that they are open areas that provide benefit to the community.

There are three primary parks within the Town of Dillon. These include:

- The Dillon Town Park, located east of Town Hall. This park is the primary activity park within Town and contains a youth baseball field, a basketball court, two Bocce Ball Courts, playground equipment and four tennis courts. The park also has picnic shelters and bathroom facilities. The Parks and Recreation Committee recommended a master plan for Town Park, also recommended by both the Leland Study and the Parks and Recreation Master Plan. A Town Park Master Plan was completed in 2013, and work continues for design elements for its implementation.
- The Marina Park is the most utilized park within the community, and is also the most developed. It is adjacent to the Marina and its facilities. The Amphitheatre hosts various concerts and events throughout the summer months. The area also includes restroom facilities, concessions facilities, picnic tables, a playground, and the Marina Park Pavilion. The Parks and Recreation Committee recommended a master plan for this area. Both JJR (the marina consultant) and GreenPlay recommended that a master plan evaluate how best to use this beloved area. A Marina Park Master Plan was completed in 2011, with much of the work envisioned therein completed in 2015. Point Dillon Lawn provides a green, irrigated open space for multiple uses and may be rented for events. This park feature is the western most end of Marina Park.
- The Dillon Nature Preserve is the third primary park within the community. This 173-acre park was obtained in 1997 from the Denver Water Board as a component of an annexation agreement. This park is a passive park intended for the enjoyment of nature and contains a parking lot and hiking trails, but little other development.
- Other Town of Dillon Parks. In addition to the three primary parks within the community a series of pocket parks have been designated within Town, that provide places for art, and history to be enjoyed. These parks were developed in conjunction with the former Pocket Park Advisory committee, and are usually funded by private citizens. The pocket park program has not been actively used in recent years. By 2003, the Town had created five parks: Hasty, Christiansen, Eagle, Stair, and Point Dillon. In 2007 Town staff completed construction on the Historic Pocket Park, located near the base of the amphitheater.
- Open Space. Open spaces within the community are in a number of different locations, and include the parks mentioned above and various other public and private open spaces throughout the community. Public “open space” is required as a component of subdividing land, and was acquired north of the Dillon Ridge Market Place Shopping Center, and in the northwest corner of Lookout Ridge. These two parcels, in combination with an additional one acre parcel located in the same area were acquired to provide some relief between these very high density projects and the residential neighborhoods to the north, as well as to provide some visual relief along the hillsides.



#### **IV. Education**

Dillon is included within the Summit County R-1 School District and served by Summit High School located in Farmers Korner at the south end of Dillon Reservoir, The Summit Middle School in Frisco, six miles west of Dillon, and Dillon Valley Elementary School located at 108 Deerpath Road in the Dillon Valley. The elementary school provides education for children in grades kindergarten through fifth grade. The Town is also located within the Colorado Mountain College district, which has their primary Summit County facility in Breckenridge and a secondary facility in Dillon.

#### **V. Public Safety**

Police protection is provided by the Dillon Police Department. The residents of Dillon enjoy living in one of the safest communities in Summit County. Most recent concerns of residents include noise complaints, engine brake issues, and parking problems. Solutions to these concerns include the creation of a noise ordinance, purchase of a decibel meter, and new signs on Highway 6 advising truckers of the Jake brake statute. The staff of the police department share specialties in K-9 service, S.W.A.T. team expertise, evidence processing, and fingerprinting technology. The department also received a grant and initiated a truck safety compliance inspection program in 2007 focusing on US Highway 6 truck traffic. This program continued for several years until it was discontinued in 2013.

## **VI. Fire Protection.**

Fire protection is provided within the Town by the Lake Dillon Fire Rescue and is served primarily by two stations located at 401 Blue River Parkway in Silverthorne and at 325 Lake Dillon Drive in Dillon. In the event of a catastrophic event other stations could respond.

The District boundary includes the Silverthorne, Frisco and Dillon Town limits, and also includes the Keystone Area and the residential subdivisions between the Town of Dillon and Keystone. The District response zone is extensive and stretches from the Eisenhower tunnel and Dillon Town limits on the east to the Summit County line north of Silverthorne. Additional information on the district boundaries or about the LDFA can be found on their website at <http://www.ldfr.org>.

The Town has also participated with the County and other agencies to develop a Wildland Urban Interface map for the County. As the area continues to recover from pine beetle infestation, the Town should continue to participate in cross-jurisdictional fire mitigation planning and reforestation efforts.

## **VII. Utilities.**

*Water System.* Water is provided within Town boundaries by the Town of Dillon's water treatment plant located on County Road 51 east of Highway 6. The water source is primarily surface water from Straight Creek and Laskey Gulch. The current capacity of the water plant is 1.5 million gallons per day (mgd), but the Town currently averages use of approximately 300,000 gallons per day with a peak daily use of 743,000 gallons. The Town's two treated water tanks' storage capacity is 900,000 gallons. The Town is currently replacing the existing water tank near the water plant with a 1 million gallon, which will ultimately contribute to a total storage capacity of 1.5 gallons of treated water. The Town has emergency water interconnects with the Town of Silverthorne and the Dillon Valley Metropolitan District.

With regards to the Town's ability to provide water, the Town of Dillon owns 46 acre feet in Old Dillon Reservoir, 20 acre feet in Clinton Reservoir, 2.26 million gallons per day (mgd) of surface rights in Straight Creek/Laskey Gulch, and 33 acre feet of water in Dillon Reservoir. The Town completed an enlargement project of Old Dillon Reservoir in 2014 as part of a cooperative project with Summit County and the Town of Silverthorne. This increased the 46 acre-feet of storage to around 109 acre-feet. This provides an alternate source of supply in case of source problems in Straight Creek / Laskey Gulch, though the infrastructure to transmit the water remains yet to be realized.

*Sewer.* Sanitary sewage facilities are provided by the Silverthorne/Dillon Joint Sewer Authority which manages and operates the Blue River Wastewater Treatment Plant located in the northeastern portion of Silverthorne adjacent to the Blue River, and the major sewer interceptor lines which transmit flow to the plant. There are three interceptor lines operated by the authority. These are known as the east bank, west bank, and joint interceptors. The Town of Dillon operates and maintains its internal sewer collection piping system.

The Silverthorne Dillon Joint Sewer Authority and their Blue River Wastewater Treatment Plant ([www.brwtp.org](http://www.brwtp.org)) was originally created by an agreement between the Towns of Dillon and Silverthorne to build and operate a sewage transmission and treatment system. Buffalo Mountain Metro District, the Mesa Cortina Subdivision and the Dillon Valley Metropolitan District and the Union Corporation (Eagles Nest PUD) have since joined the Joint Sewer Authority.

The sewage treatment plant provides secondary and advanced treatment for sewage collected from Silverthorne, Dillon, Dillon Valley, Buffalo Mountain (Wilderness), and Mesa Cortina. The west bank interceptor line serves most of Silverthorne, with some areas being served by the east bank interceptor, which primarily collects Dillon's and Dillon Valley's sewer collection piping systems. The Blue River Sewage Treatment Plant was originally constructed in 1972 as an aerated lagoon. It has been upgraded and expanded on three occasions and has an existing overall design capacity of 4.0 million gallons of maximum daily flow.

*Other Utilities.* Electric and natural gas services are provided by Xcel Energy. Land based telephone service is available through Century Link Communications, while television cable services are provided by Comcast. No apparent capacity problems exist with the provision of any of these utilities.

An additional utility company that has a major effect on the Town is the Denver Water Board. While Denver Water does not provide utility service to Dillon or the Summit County area, it is a major landowner in the area and the operation of its facilities and development of its lands has an impact on the community. Denver Water owns and operates the Dillon Reservoir which has 254,036 acre feet of storage and the Robert's Tunnel, which provides water to customers in the Denver area. The operation of the Denver Water facilities is critical to the community as the reservoir provides immeasurable recreational value to the community and is a major economic generator for Dillon as it brings many summer visitors to the area. Dillon cooperates with Denver Water to ensure the proper operation of the reservoir and



its facilities, and zoned Denver Water’s operational facilities at the end of the Robert’s Peninsula in a manner that recognizes their existence and allows for future uses that may be necessary for the proper operation of the facility.

**VIII. Build Out Projections**

Two major factors impose limits on Town expansion: availability of developable land within the Town limits and water/sewer capacity. The Town measures sewer capacity based on the Silverthorne/Dillon Joint Sewer Authority standard EQR (single family equivalent). The 2015 assessment of Sewer EQR need is reflected in the table below.

2015 Sewer EQR Build Out	
Existing Residential (total Sewer EQRs)	
Single Family	319
Multi-family	842
Hotel/motel	101
Subtotal:	1262
Future Residential	
Vacant Properties	23
Existing Properties	117
Urban Reserve Properties	238
Un-annexed USFS Properties	13
Subtotal:	400
Commercial and Other Land Uses	
Existing	472
Future	260
Subtotal:	741
Total existing Sewer EQR demand	1743
Total Sewer EQR requirements for build out	2403
Total Current EQRs with the Silverthorne/Dillon Joint Sewer Authority	2403*

\*The Town purchase of 295 EQR’s in 2013 brought the current EQRs with the Silverthorne / Dillon Joint Sewer Authority up to 2403 EQR’s from 2108 EQR’s for total build out.

Current water capacity can support 3000 EQRs. Estimated Sewer EQR demand for the Urban Reserve Properties owned by Denver Water was developed taking the total developable acres per parcel, subtracting 20% for infrastructure, and estimating a density of 3 units per acre. New development should focus first on parcels with ready access to infrastructure (water/sewer, electrical and communications). It is suggested that xeriscaping and other best management practices should be required in the development of these properties to potentially reduce total water demand. Estimates for commercial properties reflect vacant developable parcels around Dillon Ridge Marketplace, developed at a similar density to the current commercial spaces.

**IX. Goals and Policies**

**Community Facilities and Utilities:**

**Goal:** *To provide a balanced system of community facilities, services and utilities to meet the current and future needs of the community and all of its citizens.*

**Policies:** Ensure that community facilities are provided in a manner that contributes to an efficient framework for incremental community growth and development.

Consider impacts on community facilities and services when development and annexation requests are reviewed, and deny projects that are unable or unwilling to mitigate negative impacts.

Provide public facilities and services in a manner that meets the physical needs of all segments of the community including permanent and short term residents, visitors, those with disabilities, the elderly and the young.

Require facilities and services required by new developments to be paid for by developers through fees reflecting actual review costs to the Town, construction and/or land dedication as specified in the land use regulations.

Provide and pay for those facilities and service which benefit the general community, but not those which benefit specific developments or areas.

Approve developments only if required facilities needed to serve that development exist or are programmed to exist by the time the development is built.

Require developers to pay for any needed facilities or services such as utility line extensions or roadway improvements that are necessary to serve any future development.

Encourage the full and efficient use of existing facilities prior to expanding to new facilities.

**Historic Preservation:**

**Goal:** *To preserve and enhance the existing historic assets including physical buildings, as well as oral, written and photographic histories remaining in and near Dillon.*

**Policies:** Continue to cooperate and participate in the activities of the Summit Historical Society.

**Fire Protection:**

**Goal:** *To cooperate with Lake Dillon Fire Rescue (LDFR) to provide a fire protection system that is of high quality and can meet the existing and future needs of the community, and keep fire insurance rates as low as possible in the community.*

**Policies:** Continue to work with the Joint Fire Authority to provide for the community's fire protection needs.

Continue to provide water lines and maintenance adequate to meet fire flow requirements, and the Town should not allow new developments unless adequate fire protection can be provided.

Evaluate existing development ordinances to insure they provide adequate measures for fire protection, and modify them if necessary.

**Sewer Facilities:**

**Goal:** *To provide a sewer collection and treatment system that meets the current and future needs of the community.*

**Policies:** Continue to work cooperatively with the Joint Sanitation District to provide the future needed sewage facilities required for the build-out of the Dillon Comprehensive Plan Boundary.

Require new developments to provide sewage system improvements required to meet the needs of the project. For projects adjacent to existing sewer facilities, this may be as simple

as tapping into the collection system and paying applicable plant investment fees / tap fees, while the development of projects away from any existing collection systems may need to provide a sewer line extension. Annexations and rezoning to high intensities should not be allowed unless the applicant is willing and able to provide and/or finance those improvements, including plant expansions necessary to meet the needs of the proposed project.

Seek to ensure that sewage system improvements are undertaken in a manner that will be least disruptive to the environment and the community.

Work cooperatively with the Joint Sewer Authority to update the EQR schedule and inventory all commercial and residential buildings within the Town to accurately assess the taps needed.

## **Water System:**

**Goal:** *To provide a water distribution and treatment system that meets the current and future needs of the community.*

**Policies:** Continue to look toward the future and provide adequate water rights and storage capacity to meet the future build-out of the community.

Require new developments to provide the water system improvements needed to meet the water needs of their projects. For single-family homes adjacent to existing water distribution lines, this may be as simple as tapping into the existing water lines and paying the appropriate plant investment fees / tap fees. While for annexation requests and rezoning for uses that utilize additional treated water, the applicant will be required to either provide the necessary facilities or financially guarantee their installation prior to them being needed.

Ensure that future water system improvements are undertaken in a manner that will be least disruptive to the environment and the community.

Continue to strive toward conservation of the community's water resources through policies in Town development ordinances.

Revise the current landscaping regulations and drought response program to reflect best management practices concerning water conservation and the use of drought-tolerant native plant species.

**Cemetery:**

**Goal:** *To maintain a natural setting at the cemetery.*

**Policy** Install an underground water tank and establish a tree & brush management plan.

**Goal:** *To update the cemetery regulations and make improvements.*

**Policy** Install lighting for the Flag, mark the unmarked graves, erect a columbarium, name the roads in the Cemetery, install a directory map, rewrite the current rules & regulations, and build a pavilion.

The Town surveyed and established lot markers in 2015. The lot markers should be preserved and maintained.

**Goal:** *To provide sustainable funding for the care and improvement of the cemetery.*

**Policy** Develop a cemetery foundation for donations and revisit lot fees.

Continue to work with and support the Dillon Cemetery Committee.

**Goal:** *To expand the cemetery.*

**Policy** Negotiate with the Denver Water Board to assess and acquire appropriate areas for cemetery expansion.

**Parks and Open Space:**

**Goal:** *To facilitate pedestrian linkages in Town.*

**Policies:** Provide additional paths throughout the community that link all parts of the community to each other, and to the county and surrounding areas.

Provide sidewalks from the commercial core to the residential areas to encourage greater pedestrian activity, and to reduce the need to utilize the automobile to travel short distances.

Provide vandal proof shelters along new and existing trails to provide protection from inclement weather.

Improve pedestrian links from Lake Dillon Drive across Highway 6 towards Dillon Valley.

Improve pedestrian links from the Dillon Dam Road to the Dillon Ridge Market Place.

Improve pedestrian links along Highway 6, near Dillon Ridge Market Place and into Silverthorne.

Make improvements to the bike paths within the community. Provide maintenance to cracks, provide better signage, and improve the East Anemone Trail path section.

Develop new trails, and improve existing trails between existing and proposed neighborhoods along Highway 6 and the Oro Grande trail.

**Goal:** *To provide adequate park access and availability to residents and visitors.*

**Policies:** Encourage a balance between population and park needs. Look at regional considerations.

Examine options to repurpose and reactivate Dillon Town Park as recommended in the GreenPlay Parks and Recreation Master Plan, and ultimately the 2013 Town Park Master Plan. Consider the following:

- Create gateway elements as points of entry into the park
- Develop a park pavilion / plaza along with dispersed shade structures

- Develop the park as the primary location for community festivals or the farmers market instead of Buffalo Street where a number of conflicts exist.
- Consider replacement of the ballfield with a multi-purpose open grassy area
- Develop pickle ball courts separate from the tennis courts
- Maintain new picnic shelters and restrooms, and provide a circulation system to connect the entire park with the Town Core and surrounding residential areas.
- Determine the need for additional parks and facilities within and adjacent to the community. The 2006 Community Survey assessed desire for both indoor and outdoor facilities.

### **Other Systems:**

**Goal:** *To work with public utility providers to encourage the best possible services be provided to the community.*

**Policies:** Require electric power distribution systems, telephone and cable television lines to be located underground in all future developments.

Require future utility substations to be located outside of residential and intensive commercial land use zones. When this is impossible, improvements shall be undertaken to visually integrate the facility with nearby developments through landscaping or a combination of attractive fencing and landscaping.

## **Section 9: Implementation**

The adoption of the Comprehensive Plan by the Dillon Town Council will have little effect on the community unless the Town follows through by implementing the various policies and recommendations contained within the Plan. Many of the policy recommendations will require additional citizen input, planning and design before they can be carried out, while others can be accomplished with little additional community effort.

The following tasks are suggested to begin to fully implement the 2017 Dillon Comprehensive Plan.

### ***Special Study Area***

Continue to work with the Snake River Planning Commission and Summit County Planning Department to coordinate future development.

### ***Town Center Revitalization***

Implement the recommendations of the Dillon Economic Revitalization Advisory Committee Town Center Vision and Direction Report. Utilize the Dillon Urban Renewal Authority to encourage redevelopment of the Town Center. Recommendations include the development of an incentive plan to encourage redevelopment and investment in the Town Center. Projects should improve the overall appearance of the Town and provide a sense of place.

### ***Marina Master Plan***

Evaluate the recommendations from the Marina Master Plan. The Marina Master Plan should be implemented in conjunction with priority recommendations from the Dillon Economic Revitalization Advisory Committee and the Parks and Recreation Master Plan.

### ***Historic Preservation Plan***

Continue to cooperate and participate in the activities of the Summit Historical Society.

### ***Parks and Recreation***

Work to develop an implementation plan for key recommendations from the Parks and Recreation Master Plan. This plan should be revisited and evaluated for an update no later than 2018.

## ***I. Summary***

The Comprehensive Plan serves as a framework for decisions by Town Council, the Planning and Zoning Commission, as well as Town staff. This document also serves as valuable information for possible new development and economic enterprises in the Town. Both staff and governing bodies need to be familiar with the Plan and use its goals and policies to guide policy, budgetary, capital improvement and asset management decisions. The goal is to keep Dillon a vital, beautiful and economically stable Town well into the future.