

**PLANNING AND ZONING COMMISSION ACTION ITEM  
STAFF SUMMARY  
AUGUST 3, 2022 PLANNING AND ZONING COMMISSION MEETING**

**DATE:** July 29, 2022

**AGENDA ITEM NUMBER:** 7

**DISCUSSION ITEM:** Multi-family Residential & Lodging Parking Regulations

**BACKGROUND / TIME FRAME:**

- February 2019: The Town issued a Request for Proposals (RFP) for a parking study to determine existing parking capacity, determine future funding needs, determine location and feasibility for additional parking, and to determine potential costs and funding alternatives.
- July 16, 2019: Town Council Work Session to review the parking study provided by Walker Consultants
- March 3, 2021: Planning and Zoning Commission discussion and study of potential multi-family residential development parking requirement Code amendments
- July 6, 2021: Town Council Work Session discussion of potential Code amendments related to multi-family development parking requirements
- November 3, 2021: Planning Commission Public Hearing for consideration of a resolution recommending a Code amendment related to multi-family residential development parking requirements
- March 1, 2022: Town Council Work Session Discussion on Multi-family Residential Parking
- April 6, 2022: Planning Commission Study and Discussion
- June 1, 2022: Planning Commission Study and Discussion

**SUMMARY:**

The Planning Commission reviewed a resolution recommending the Town Council approve a Code amendment related to the multi-family and hotel parking regulations during their November 3, 2021 regular meeting. The Planning Commission voted to deny the resolution and thus not make recommendation to the Town Council to adopt. A singular public comment relating to potential impacts the proposed regulations would have on development projects in the Core Area (CA) zone district influenced the Commission's decision to not approve the resolution. During their deliberation, the Commission desired the Town Council again weigh-in on the subject. The Town Council then discussed the subject during the Work Session on March 1<sup>st</sup>, 2022, and they deflected the subject back to the Planning Commission for further study. The Planning Commission again discussed the subject on April 6<sup>th</sup>, 2022. Lacking all members in attendance, the Commissioners determined to bring the subject back to a future meeting for further discussion. The subject was

again discussed during the June 1, 2022 Planning Commission meeting.

Background:

The Town of Dillon currently faces significant parking issues associated with multi-family residential developments, especially those surrounding the Core Area. Some multi-family residential developments, such as many of the condominium buildings along La Bonte Street, are so deficient in parking that residents are forced to park in the Town owned Core Area rotating parking lots. These lots rotate every day, so vehicles cannot remain parked more than one night. This parking issue is exacerbated by the high percentage of these units being utilized for short-term rentals whose occupants often bring more than one vehicle. Compliance with parking requirements in the Core Area, especially with overflow parking by short-term rental guests, is increasingly becoming an enforcement issue.

In 2019 the Town engaged Walker Consultants to perform a Parking Study (“Study”) to evaluate strategies for improving the Town’s parking situation, to advise on potential remedies and potential funding sources, and to suggest potential Code amendments that may be warranted to address the issue. The study is attached hereto as ‘*Exhibit A*’. Although the Study, in part, was to evaluate future Town parking facilities, such as parking structures, the Town Council has determined such projects are currently cost prohibitive with projected costs of as much as \$42,000 (2019 cost estimate) per parking space. Such parking structures are thus currently viewed as a long-range goal.

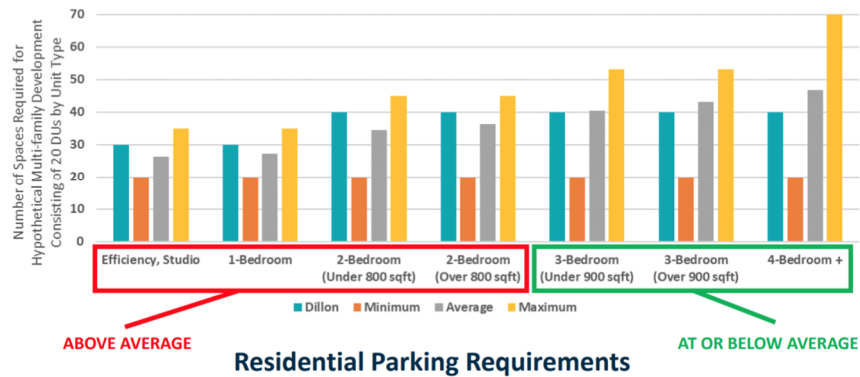
The Dillon Municipal Code currently provides the following required parking schedule for multi-family residential and commercial lodging developments as shown in *Table 1*.

<b>Multi-family Residential and Hotels</b>	<b>Required Spaces</b>
Efficiency, studio, 1-bedroom	1.5 spaces/unit
2-bedroom or greater	2 spaces/unit
Lodging, hotel, motel, bed & breakfast	1 space/bedroom

***Table 1. Current Multi-family and Transient Residential Parking Requirements***

The Walker Consultants Parking study compared Dillon with six (6) peer cities to evaluate how the Town’s multi-family parking compares, shown in *Figure 1*.

## PARKING POLICIES AND PRACTICES HOW PEER CITIES COMPARE



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**Figure 1. Walker Consultants Peer City Comparison for Multi-family Parking**

The Study found that, in many cases, Dillon’s parking requirements are less than some peer city requirements. The cities evaluated in the comparison were: Aspen, Basalt, Carbondale, Crested Butte, Estes Park and Vail. The results for the multi-family parking requirement shown in **Figure 1** indicate that the Town does not follow some municipalities who require more than two (2) parking spaces for three and four-bedroom dwellings.

Although the current rotating parking lots in the Town’s Core Area zone provide overflow parking for those existing developments in near proximity which are parking deficient, it is not sustainable. This configuration is a financial burden to the Town due to maintenance and management costs, remedies to which the Town Council is currently exploring based on the Study recommendations. Based on the belief that the Town cannot continually subsidize developments with deficient parking, proposed multi-family parking requirements for *new* developments were developed through work session discussions with the Town Council and the Planning & Zoning Commission.

The proposed parking schedule was developed in part based on the Study findings suggesting the Town consider requiring 1 space per unit for studios, 1.5 spaces per unit for 1-bedroom units, 2 spaces per unit for 2-bedroom units, and 2.5 spaces per unit for three or more bedroom units based on the Urban Land Institute (ULI) recommendations. In consideration of the Study recommendations as well as reviewing the parking issues the Town experiences in conjunction with discussions with the Planning Commission and the Town Council, staff developed parking requirements of one (1) parking space per bedroom along with additional required overflow / guest parking, in an effort to address the over-crowding related to the short-term rentals and other residential use habit changes. It was this parking schedule that the Planning Commission declined to approve during their November 3<sup>rd</sup>, 2021 hearing, shown in **Table 2**.

The Town Council was previously in favor of the one parking space per bedroom concept, with the exception that there remained the desire to retain the one and a half (1-1/2) parking spaces for efficiency, studio, and one-bedroom units as is currently in the Code. In work sessions, it was agreed that the additional overflow parking requirement of an additional ten percent (10%) of the total parking should be required. The Commission, during their April 6<sup>th</sup>, 2022 discussion of the

subject, expressed an interest in potentially considering a sliding scale for the overflow parking. Noteworthy is that all of the Commissioners present at that meeting were not fully in favor of even requiring any overflow parking based on a concern this would unduly burden a potential developer.

Multi-family Residential and Hotels	Required Spaces
Efficiency, studio, 1-bedroom*	1.5 space/unit
2-bedroom*	2 spaces/unit
3-bedroom*	3 spaces/unit
4-bedroom*	4 spaces/unit
Lodging, hotel, motel, bed & breakfast*	1 space/bedroom
*Provision for Guest Parking	+10% of Total

**Table 2. Previously Proposed Multi-family Parking Requirements**

Some of the thinking and discussions that led to the development of the **Table 2** parking schedule included:

- One-bedroom units, having a high potential to be workforce housing dwellings, could easily have two workforce personnel and thus two vehicles.
- Workforce resident occupants often share dwelling units and are anticipated to have at least one vehicle per bedroom.
- Those who live in Summit County, play in Summit County, and in many circumstances, door to recreation locations involves loading gear and driving to a destination. As such, people have vehicles and need to park them at their residences.
- Short-term rental clients are typically using rental properties at a one vehicle per bedroom rate and in many cases are overflowing, or causing overflowing, parking in the Core Area.
- Core Area impacts are expected to be equivalent to other areas of the Town and thus separate parking criteria for the Core Area zone are not justifiable.
- Mass transit is not widespread, not always reliable, and does not reach many desired destinations.
- Cleaning companies, deliveries, and guests all increase the demand for additional parking.

Proposed Multi-family Residential Parking:

After the June 1, 2022 Planning Commission study and discussion on the subject, Town staff presents a new potential parking schedule shown in **Table 3**. The Commission discussed a multiplier or sliding scale for additional overflow parking, but ultimately determined they did not recommend requiring additional overflow parking. The now suggested parking requirements closely

reflect the Urban Land Institute (ULI) recommendations with a modified studio and one-bedroom unit calculator of 1.5 spaces per unit as one insisted upon by the Town Council during prior discussions with them. This parking requirement schedule would apply to *new* multi-family developments that do not petition for reduced parking requirements through the Planned Unit Development (PUD) process.

Multi-family Residential	Required Spaces
Efficiency, studio, 1-bedroom	1.5 space/unit
2-bedroom	2 spaces/unit
3-bedroom, or more	2.5 spaces/unit

**Table 3. Proposed Multi-family Parking Requirements**

Examples of applying the potential parking requirements:

-Dillon Ridge Apartments:

3 Buildings with twelve 2-bedroom units each

As approved under the existing Code: 36 Units, 2-bedrooms each = 36 x 2 = 72 parking spaces

Under the proposed parking requirements = 72 parking spaces

-Sail Lofts:

	Current Code			Proposed Code	
	Units	Parking / Unit	Parking Spaces	Parking / Unit	Parking Spaces
1 Bed / 1 Bath	3	1.5	4.5	1.5	4.5
2 Bed / 2 Bath	17	2	34	2	34
3 Bed / 2 Bath	4	2	8	2.5	10
		Total 1 Building	46.5		48.5
		Total 2 Buildings	93		97

**Table 4. Sail Lofts Parking as Approved Compared with Potential Code Amendments**

Lodging Parking:

The existing adopted multi-family residential parking table presented in Table 1 includes parking for lodging (hotels) of one parking space per hotel room. This is the parking ratio that was applied to the Homewood Suites Hotel. The parking for Homewood Suites met the parking required for the hotel, restaurant, and conference room as detailed in the current Code. That being said, the Town and Dillon Police Department have been dealing with constant issues with hotel guests parking overnight on streets and parking lots without regard to the rotation requirements.

Town staff suggests the Planning Commission study the issue and expand the potential Code amendment for parking regulations to consider lodging as well. The Walker Consultants Parking Study did not analyze lodging as part of their 2019 Parking Study, so Town staff has reviewed the peer cities cited in that study, as well as other nearby communities, compiling their lodging / hotel parking requirements as shown in **Table 5**.

<b>Loding Parking</b>	<b>Dillon</b>	<b>Aspen</b>	<b>Basalt</b>	<b>Carbondale</b>	<b>Crested Butte</b>	<b>Estes Park</b>	<b>Vail</b>	<b>Silverthorne</b>	<b>Frisco</b>	<b>Breckenridge</b>
Parking per Hotel Room Unless Noted Otherwise	1	0.5-0.7	1	1	1 <sup>a</sup>	1-2 <sup>b</sup>	0.7 <sup>c</sup>	1.2	1	1.1 <sup>d</sup>
	a. 1 additional parking space is required for units that contain more than two (2) beds									
	b. 1 space per guest room < 750 SF, or 2 per guest room >750 SF + 1 space per 3 employees + 75% of accessory uses (Restauarants, offices, meeting spaces)									
	c. Outside Core Area - 0.4 spaces per unit + 0.1 space per each 100 SF gross residential floorar area with a max. of 1.0 space per unit									
	d. 1.1 per 1,000 SF of Gross Floor Area									

**Table 5. Comparison of Lodging Parking Requirements**

Questions for the Commission:

1. Does the Commission agree with and wish to move forward with a Code amendment reflecting the required multi-family parking schedule presented in **Table 3**?
2. Does the Commission wish to consider recommending a different lodging parking requirement?

**BUDGET IMPACT: TBD**

**DEPARTMENT HEAD RESPONSIBLE: Ned West, AICP, Sr. Town Planner**

***'Exhibit A'***  
***2019 Parking Study***  
***Prepared by Walker Consultants***



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May 29, 2019

Scott O'Brien  
Public Works Director  
Town of Dillon  
275 Lake Dillon Drive  
P.O. Box 8  
Dillon, CO 80435

Re: Town Center Parking Study

Dear Mr. O'Brien,

Walker Consultants is pleased to submit our parking study analysis, findings, recommendations and parking facility expansion concepts. The results of this study outline the parking required to support the Town Center as well as the surrounding condominiums. The parking concepts presented in this report identify the potential structured parking that could be provided on the Town Center sites as well as the Marina Lot. On-street parking expansion concepts are also identified for Lodgepole Street.

Additional study is recommended and includes:

- Parking occupancy counts throughout the Town be conducted during peak concert and special event times, for both paid and free concerts.
- Condo parking occupancy counts during peak times of the summer and winter season be conducted in to better understand what code changes are the most desirable and if supply requirements even lower than ULI's recommended rates would be appropriate.

As you review this report, please let us know if you have questions. We look forward to discussion the results with you.

Sincerely,

WALKER CONSULTANTS

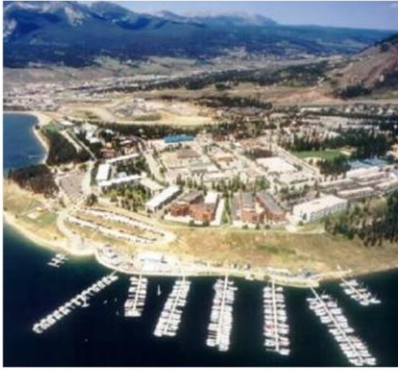
A handwritten signature in blue ink that reads "Andrew J. Vidor".

Andrew J. Vidor  
Director of Planning

A handwritten signature in blue ink that reads "Drew Willsey".

Drew Willsey  
Analyst





## Town Center Parking Study

Dillon, CO

May 29, 2019

Prepared for:  
Town of Dillon



**WALKER**  
CONSULTANTS

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## EXECUTIVE SUMMARY

Dillon's multi-family residential requirements for all unit types of two or fewer bedrooms exceed the average for peer municipalities studied and ULI recommended rates and are less than the average for three bedroom or more unit types. Dillon's non-residential requirements are generally less than or equal to the average rates observed for peer municipalities studied as well as ULI recommended base rates, with elementary schools and churches being the two exceptions. Dillon did not have the highest parking rate for any land use researched.

In order to streamline the parking code, Walker recommends that Dillon consider revising down its current residential minimum parking requirements while expanding the number of unit types represented in the code. For colleges, it is recommended that Dillon redefine and simplify how it calculates parking requirements, perhaps with input from the Colorado Mountain College. Overall, it is recommended that Dillon's code contain provisions for shared parking and allow developers to apply for shared parking reductions on a case-by-case basis.

There are about 662 available public parking spaces within a 7-minute walk of the Dillon Amphitheater, not including any condo parking or CMC parking supply, whereas the current seating capacity of the amphitheater, taking into context adjustment factors specific to Dillon, calls for a need of 849 parking spaces for the highest-attendance concerts of the season, a 187-space deficit.

On review of Dillon's minimum requirements for number of off-street spaces per code, Walker calculated that 1,191 parking spaces are currently required for all the condos along La Bonte Street. Walker observed that there were 816 parking spaces existing, representing a 375-space discrepancy between code requirements and actual number of spaces. Walker further determined that, absent any sort of provisions for shared parking reductions, Dillon's code currently requires 714 parking spaces for the Town Center, including CMC, Dillon Land and Cattle Co., and Adriano's Bistro. The number of existing spaces in the Town Center was not determined. We would be able to determine the extent to which overnight spillover parking into the Town Center occurs from adjacent condo complexes by conducting occupancy counts of both the condo parking lots and the overnight Town Center lots during peak times of the season.

In order to improve the overnight parking system in place, Walker recommends that Dillon make approximately the same number of spaces available for overnight parking on both blue and green days. Walker calculated that only 77 parking spaces are available for overnight parking on "blue" days while 146 spaces are available on "green" days.

For the construction of new parking structure, a net parking supply gain of approximately between 150 to 200 spaces should accommodate peak concert demand throughout the summer, though it is possible that fewer spaces are actually needed. Occupancy counts during both a large, paid concert event and a free concert are advised.

In order to fund construction and operation of any new parking structures in the Town Center or at the Marina, Walker recommends that Dillon explore one, or a combination of, financing option(s) that include tax increment financing, conventional debt financing, general obligation bonds, revenue bonds, creation of a business improvement district or parking tax district, fees in lieu, and parking fees.



# 01 Introduction

## SECTION 1 – INTRODUCTION

### PROJECT PURPOSE AND GOALS

The Town of Dillon is currently in the process of exploring design alternatives for upgrading and revamping Lodgepole Street between La Bonte Street and the existing Marina surface parking lot. The project includes streetscape upgrades, landscaping, as well as reconfiguration of traffic and parking along the street. Also, the Town is investigating the potential construction of a new structured parking facility or facilities to replace the existing Marina Lot and/or public surface lots located within the Town Center.

In order for the Town to improve its understanding of parking infrastructure and operations in Dillon, and to identify preferred design alternatives, Walker has been commissioned to conduct a study and analysis of parking in Dillon.

Questions that the Town is interested in answering include the following:

- Structured parking
  - Does the town need a new parking facility or facilities?
    - If so, where should new facility/facilities be located?
    - How many parking spaces should the facility/facilities accommodate?
    - What is the most appropriate design(s) for the facility/facilities?
- Amphitheater parking
  - How do concert events impact parking in the town?
  - How will proposed reconfiguration and improvements for Lodgepole Street impact concert traffic circulation and parking?
  - How will future amphitheater growth, or growth that has taken place in the last five years, impact current and future parking supplies in the Town?
- Condominium/residential parking
  - Does existing supply of condo parking adequately accommodate condo parking demand?
    - If not, how much of a problem is spillover parking into the Town Center?
  - How do second-home and short-term-rental uses affect condo parking demand?
- Dillon municipal parking code
  - How do Dillon's parking requirements compare with those of peer municipalities?
  - What improvements or changes, if any, should be made to the town's parking requirements in order to better align required supply with actual parking demand for residential and non-residential land uses?
  - Can shared parking be implemented in the Town code?
    - If so, how should it be implemented?



## STUDY AREA

The study area can be described as encompassing all multi-family residential condominium developments along La Bonte Street between Dillon Dam Road to the southwest and Tenderfoot Street to the northeast, as well as all non-residential uses within the Town Center, roughly bounded by Lake Dillon Drive, Buffalo Street, and La Bonte Street, including three office facilities on the west side of Lake Dillon Drive and a restaurant use on the northwest corner of Lake Dillon and Buffalo Street.

In all, there were 13 single-use condo complexes, five mixed-use condo complexes inside the Town Center, 32 single-use non-residential sites, and five mixed-use non-residential sites studied. Field data collection was conducted on the Town Center non-residential sites in the form of determining actual vacant units and on the single-use condominiums along La Bonte in the form of in-the-field parking supply counts. All other sites were included in the study area only for parking requirement calculations performed in Section 2 of this report.



Parking in Town Center

The following figures show the study area, separated into residential sites and non-residential sites.



Figure 1: Study Area (Residential Uses)



Source: Walker Consultants



Figure 2: Study Area (Non-Residential Uses)



Source: Walker Consultants



## 02 Parking Policies & Practices

## SECTION 2 – PARKING POLICIES & PRACTICES

### PARKING REQUIREMENTS BY DILLON MUNICIPAL CODE

Article VI, Section 16-6-40 of the Dillon Municipal Code defines all off-street parking requirements by land use. Dillon’s table of parking requirements for all land uses are shown below. Land uses that exist within the study area for this report are highlighted in blue.

It should be noted that these code requirements do not consider vacancies associated with a particular land use or development and only consider total square feet, number of seats, number of dwelling units, or whatever the unit of measurement may be for a particular use. The code requirement for parking is therefore the same for a retail mall at 100% occupancy versus 50% occupancy, despite the fact that a half-occupied mall would be generating approximately half the overall parking demand that it would with no vacancy.

**Table 1: Minimum Off-street Parking Requirements by Dillon Municipal Code**

Land Use Type	Number of Required Spaces
<b>Residential</b>	
Single-family	2 spaces
Duplex	2 spaces/unit
<b>Multi-Family Residential and Hotels</b>	
Efficiency, studio, 1-bedroom	1.5 spaces/unit
2-bedroom or greater	2 spaces/unit
Lodging, hotel, motel, bed & breakfast	1 space/bedroom
<b>Schools</b>	
Child care center	1 space/employee + 1 space/10 children
Elementary, middle school	2 spaces/classroom
High school, college	.25 spaces/student capacity + 1 per faculty member
<b>Commercial/Miscellaneous</b>	
Retail sales, commercial, general office, medical office, dental office	1 space/400 gross sq. ft.
Church	1 space/400 gross sq. ft.
Auto service establishment	1 space/employee + 1 space/service bay
Restaurant, sit-down	1 space/120 gross sq. ft.
Restaurant, drive-in	1 space/100 gross sq. ft.
Restaurant, outdoor seating	Outdoor seating that does not exceed 20% of the size of the restaurant, based on gross square footage, shall be exempt. Outdoor seating in excess of 20% shall provide parking for those portions of the seating area in excess of 20% at the same rate as the restaurant itself
Conference center or public meeting room	1 space/every 250 square feet
<b>Entertainment</b>	
Auditorium, theater	1 space/4 seats
Bowling alleys	4 spaces/alley + 1 space/employee

- All parking requirements that are not whole numbers shall be rounded upward to the next highest whole number.
- The number of parking spaces required for uses not listed within this Section shall be determined by the Planning and Zoning Commission, after review and recommendation by the Town Manager, based on the impacts anticipated by the proposed use, and shall relate to the anticipated demand created by each proposed use.

Source: Town of Dillon

## PARKING REQUIREMENTS BY CODES OF PEER MUNICIPALITIES

Walker staff performed research into the minimum parking requirements as required by code for six peer municipalities identified by Town staff within the State of Colorado in order to gain an understanding of how Dillon’s requirements compare. The towns/cities chosen for comparison were economically and geographically comparable to Dillon – other mountain towns of similar size. These municipalities are the following:

- Aspen (most areas)
- Basalt
- Carbondale
- Crested Butte
- Estes Park
- Vail (town core)

In addition, to provide an additional frame of reference, Walker also looked at the Urban Land Institute’s recommended parking ratios for all the land uses or equivalent land uses contained within the study area.

The following tables show Dillon’s minimum parking requirements by code, sorted by selected land use, compared to the requirements by code of the peer municipalities described above. For every Dillon land use, the equivalent use or uses is/are shown.

Note that, in addition to having different ratios, cities utilize a myriad of different units of measurement in their codes. Also, there is variation in how cities label their land uses and organize their requirements within their respective codes. For every single land use and corresponding requirement by Dillon, there could be multiple equivalent uses and corresponding requirements that fall under the Dillon use in other cities, and vice versa.

In some cases, peer municipalities had no equivalent use and requirement, indicated by cells colored **red**. Or, the complexity of the code for a particular peer land use is such that direct comparison with Dillon and that other municipality is difficult, indicated by cells colored **yellow**. Also, in a few instances, cities had a primary and secondary requirement, i.e. – x spaces per first unit of measurement plus x spaces per second unit of measurement. For purposes of readability and space limitations in this document, only the primary requirements are shown.



Condo parking at Lake Cliffe Condos



Table 2: Comparison of Multi-family Residential Parking Requirements by Code/ULI Recommended Rate

Multi-Family Dwelling Unit Type	Number of Required Spaces per Dwelling Unit								
	Dillon	Aspen (Single Use)	Aspen (Mixed Use)	Basalt	Carbon-dale	Crested Butte	Estes Park	Vail	ULI
Efficiency, Studio	1.5	1	1	1.5	1.25	1.5	1.75		1
1-Bedroom	1.5	1	1	1.5	1.5	1.5	1.75		1.15
2-Bedroom (Under 800 sqft)	2	2	1	2	1.5	1.5	2.25	1.5	1.8
2-Bedroom (Over 800 sqft)	2	2	1	2	1.75	1.5	2.25	2	1.8
3-Bedroom (Under 900 sqft)	2	2	1	2.5	1.75	2.5	2.25	1.5	2.65
3-Bedroom (Over 900 sqft)	2	2	1	2.5	2.5	2.5	2.25	2	2.65
4-Bedroom +	2	2	1	3		3.5	2.25		2.65

Source: Walker Consultants

Table 3: Comparison of Elementary School Parking Requirements by Code/ULI Recommended Rate

Land Use Type - Dillon Municipal Code	Equivalent/Corresponding Use or Uses	Number of Required Spaces									Unit of Measurement		
		Dillon	Aspen	Basalt	Carbon-dale	Crested Butte	Estes Park	Vail	ULI				
Elementary School	(Dillon)	2									Spaces per	1	Classroom
	All Other Uses		Special Review										
	Preschool Nurseries or Childcare Centers, Kindergarten and Elementary Schools and Middle Schools			1							Space per	1	Classroom
	Elementary/Middle				1.5						Spaces per	1	Classroom
	Other Uses					1					Space per	500	Usable Sq. Ft.
	Schools (Elementary and Junior High/Middle)						2				Spaces per	1	Classroom
	(No Equivalent Use)												
	Elementary School									0.2	Space per	1	Student

Source: Walker Consultants



Table 4: Comparison of College Parking Requirements by Code/ULI Recommended Rate

Land Use Type - Dillon Municipal Code	Equivalent/Corresponding Use or Uses	Number of Required Spaces											
		Dillon	Aspen	Basalt	Carbon-dale	Crested Butte	Estes Park	Vail	ULI	Unit of Measurement			
College	(Dillon)	0.25									Space per	513	Student Capacity
	All Other Uses		Special Review										
	(No Equivalent Use)												
	College or University					1					Space per	200	GSF
	Other Uses						1				Space per	500	Usable Sq. Ft.
	(No Equivalent Use)												
	(No Equivalent Use)												
	Junior/Community College									0.25	Spaces per	513	Student Capacity

Source: Walker Consultants



Tandem covered parking spaces at Marina Place Condos



Table 5: Comparison Commercial and Office Requirements by Code/ULI Recommended Rates

Land Use Type - Dillon Municipal Code	Equivalent/Corresponding Use or Uses	Number of Required Spaces									Unit of Measurement		
		Dillon	Aspen	Basalt	Carbon-dale	Crested Butte	Estes Park	Vail	ULI				
Retail Sales, Commercial, General Office, Medical Office, Dental Office	(Dillon)	1									Space per	400	GSF
	Commercial		3								Spaces per	1000	NLA
	Medical, Dental Offices, and Clinics			1							Space per	200	GSF
	Retail Businesses, Except Furniture and Appliance Stores			1							Space per	300	GSF
	Business and Professional Offices			1							Space per	250	GSF
	Retail Sales, 1,500 - 10,000 sqft				1						Space per	200	
	Retail Sales, Over 10,000 sqft				1						Space per	300	
	General Office				1						Space per	300	GSF
	Bank, Financial Institution				4						Spaces per	1000	GSF
	Medical, Dental Office				5						Spaces per	1000	GSF
	Medical, Dental Clinic				7						Spaces per	1000	GSF
	Other Uses					1					Space per	500	Usable Sq. Ft.
	Office (Business and Professional, Medical/Dental)						1				Space per	200	Sq. Ft.
	Retail Establishments (All Other Retail)						1				Space per	500	Sq. Ft.
	Bank or Financial Institution (All Other)						1				Space per	200	Sq. Ft.
	Retail Stores, Personal Services, and Repair Shops								2.3		Spaces per	1000	NFA
	Bank and Financial Institutions								3.7		Spaces per	1000	NFA
	Medical and Dental Office, Other Professional and Business Offices								2.7		Spaces per	1000	NFA
	Community Shopping Center (< 400 KSF)									4	Spaces per	1000	GLA
	Office (< 25,000 SqFt)									3.8	Spaces per	1000	GLA
Medical/Dental Office									4.5	Spaces per	1000	GLA	
Bank (Drive In Branch)									4.6	Spaces per	1000	GLA	

Source: Walker Consultants





Table 6: Comparison of Church Parking Requirements by Code/ULI Recommended Rate

Land Use Type - Dillon Municipal Code	Equivalent/Corresponding Use or Uses	Number of Required Spaces											
		Dillon	Aspen	Basalt	Carbon-dale	Crested Butte	Estes Park	Vail	ULI	Unit of Measurement			
Church	(Dillon)	1									Space per	400	GSF
	All Other Uses		Special Review										
	Places of Public Assembly, Such as Churches, Auditoriums, and Meeting Rooms			1							Space per	4	Seats
	Churches				1						Space per	6	Seats
	Churches					1					Space per	8	Sanctuary Seats
	Religious Assembly						1				Space per	50	Sq. Ft. of Seating Area
	(No Equivalent Use)												
	Church									16.7	Spaces per	1000	GFA

Source: Walker Consultants

Table 7: Comparison of Sit-down Restaurant Parking Requirements by Code/ULI Recommended Rate

Land Use Type - Dillon Municipal Code	Equivalent/Corresponding Use or Uses	Number of Required Spaces											
		Dillon	Aspen	Basalt	Carbon-dale	Crested Butte	Estes Park	Vail	ULI	Unit of Measurement			
Restaurant, Sit-Down	(Dillon)	1									Space per	120	GSF
	(No Equivalent Use)												
	Restaurants and Bars			1							Space per	300	GSF
	Restaurant				1						Space per	150	GSF
	Restaurants, Clubs, Retail Bakeries, Tasting/Sales Room Micro-Distilleries												
	Eating/Drinking Establishments (Dine-in)						1				Space per	100	Sq. Ft. of Cust. Ser.
	Eating and Drinking Establishments								1		Space per	250	Sq. Ft. of Seating Area
	Fine/Casual Dining									17.75	Spaces per	1000	GLA
	Family Restaurant									17.1	Spaces per	1000	GLA

Source: Walker Consultants

Table 8: Comparison of Drive-in Restaurant Parking Requirements by Code/ULI Recommended Rate

Land Use Type - Dillon Municipal Code	Equivalent/Corresponding Use or Uses	Number of Required Spaces									Unit of Measurement	
		Dillon	Aspen	Basalt	Carbon-dale	Crested Butte	Estes Park	Vail	ULI			
Restaurant, Drive-In	(Dillon)	1									Space per	100 GSF
	(No Equivalent Use)											
	Drive-in Restaurant			1							Space per	100 GSF
	Restaurant, with Drive-Thru				1						Space per	150 GSF
	Fast Food Restaurant				1						Space per	4 Seats
	Restricted Food Service Establishments											
	Eating/Drinking Establishments (Drive-Through)							1			Space per	50 Sq Ft of Cust. Ser. Area
	Eating and Drinking Establishments								1		Space per	250 Sq. Ft. of Seating Area
	Fast Casual/Fast Food									15	Spaces per	1000 GLA

Source: Walker Consultants



Town Center parking

Table 9: Comparison of Bowling Alley Parking Requirements by Code/ULI Recommended Rate

Land Use Type - Dillon Municipal Code	Equivalent/Corresponding Use or Uses	Number of Required Spaces									Unit of Measurement	
		Dillon	Aspen	Basalt	Carbon-dale	Crested Butte	Estes Park	Vail	ULI			
Bowling Alley	(Dillon)	4									Spaces per	1 Alley
	All Other Uses		Special Review									
	(No Equivalent Use)											
	Health and Athletic Clubs, Aerobics, Recreational				1						Space per	200 GSF
	Indoor Recreational Facility				1						Space per	200 GSF
	Amusement and Entertainment Facilities, Theaters, and Public Assembly				1						Space per	300 GSF
	Other Uses					1					Space per	500 Usable Sq. Ft.
	Commercial Recreation or Entertainment Establishments, Indoor (Bowling Alleys)						4				Spaces per	1 Lane
	Recreational Facilities, Public or Private								Special Review			
	Bowling Alley									5.13	Spaces per	1 Lane
	Family Active Entertainment									2.31	Spaces per	1000 GFA

Source: Walker Consultants



Parking in front of Lake Dillon Preschool

## COMPARISON OF DILLON'S REQUIREMENTS WITH THOSE OF PEER MUNICIPALITIES

### RESIDENTIAL REQUIREMENTS

The following table shows how many parking spaces are required for a representative dwelling unit sorted by number of bedrooms, along with minimum, average, and maximum values observed across all peer municipalities as well as ULI recommendations. For purposes of comparison, an arbitrary number of units (20) was chosen to represent a typical, small-scale multi-family condo complex.

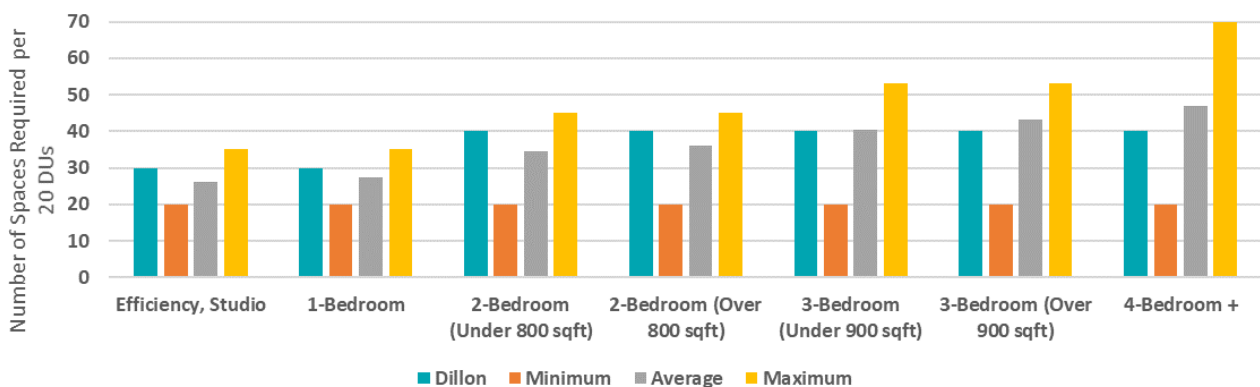
Table 10: Direct Comparison of Residential Parking Requirements Across Municipalities and ULI Guidelines

Multi-Family Dwelling Unit Type	Number of Required Spaces per 20 Dwelling Units									Minimum	Average	Maximum
	Dillon	Aspen (Single Use)	Aspen (Mixed Use)	Basalt	Carbon-dale	Crested Butte	Estes Park	Vail	ULI			
Efficiency, Studio	30	20	20	30	25	30	35		20	20	26	35
1-Bedroom	30	20	20	30	30	30	35		23	20	27	35
2-Bedroom (Under 800 sqft)	40	40	20	40	30	30	45	30	36	20	35	45
2-Bedroom (Over 800 sqft)	40	40	20	40	35	30	45	40	36	20	36	45
3-Bedroom (Under 900 sqft)	40	40	20	50	35	50	45	30	53	20	40	53
3-Bedroom (Over 900 sqft)	40	40	20	50	50	50	45	40	53	20	43	53
4-Bedroom +	40	40	20	60		70	45		53	20	47	70

Source: Walker Consultants

The following figure makes it possible to visually compare Dillon's requirement versus the minimum, average, and maximum observed per dwelling unit by number of bedrooms.

Figure 3: Dillon Residential Requirement Compared to Minimum, Average, and Maximum



Source: Walker Consultants

It can be seen in the figure above that Dillon's residential parking requirements for all unit types of two bedrooms or fewer exceed the average, while requirements for units of three or more bedrooms are less than

the average. This is consistent with the fact that Dillon only differentiates between units of fewer than two bedrooms or more than two bedrooms, whereas all other municipalities observed have a more graduated scale.

Walker’s recommendations on what changes should be considered to its residential parking code requirements can be found in Section 5 of this report, starting on page 42.

### NON-RESIDENTIAL REQUIREMENTS

The following table shows how many parking spaces are required for a given, hypothetical, representative facility size sorted by land use, along with minimum, average, and maximum values observed across all peer municipalities per land use as well as ULI recommendations.

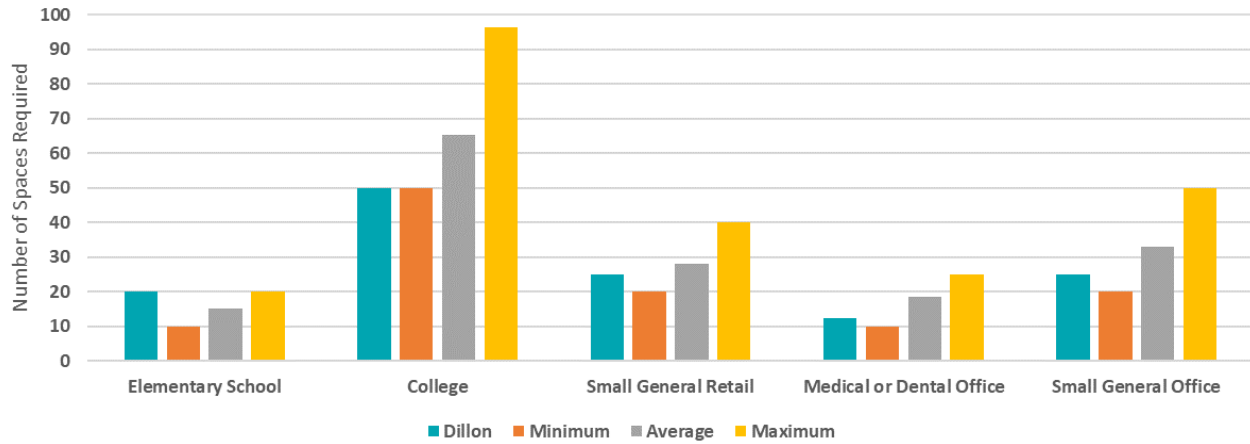
**Table 11: Direct Comparison of Non-Residential Parking Requirements Across Municipalities and ULI Guidelines**

Land Use Type	Representative Facility Size	Unit of Measurement	Number of Required Spaces								Minimum	Average	Maximum
			Dillon	Aspen	Basalt	Carbon-dale	Crested Butte	Estes Park	Vail	ULI			
Elementary School	10	Classrooms	20		10	15	10	20			10	15	20
	50	Students								10	10	10	10
College	19,254	GSF, GLA, NLA, NFA				96					50	65	96
	200	Student Capacity	50							50	50	65	96
Small General Retail	10,000	GSF, GLA, NLA, NFA	25	30	33	33	20	20	23	40	20	28	40
Medical or Dental Office	5,000	GSF, GLA, NLA, NFA	13	15	25	25	10	25	14	23	10	19	25
Small General Office	10,000	GSF, GLA, NLA, NFA	25	30	40	33	20	50	27	38	20	33	50
Bank	5,000	GSF, GLA, NLA, NFA	13	15	17	20	10	25	19	23	10	18	25
Church	10,000	GSF, GLA, NLA, NFA	25								25	25	25
	100	Seats			25	17	13				13	18	25
Restaurant, Sit-Down	5,000	GSF, GLA, NLA, NFA	42		17	33				86	17	44	86
Restaurant, Drive-Through	5,000	GSF, GLA, NLA, NFA	50		50	33				75	33	52	75
Bowling Alley	18	Lanes	72					72		92	72	79	92

Source: Walker Consultants

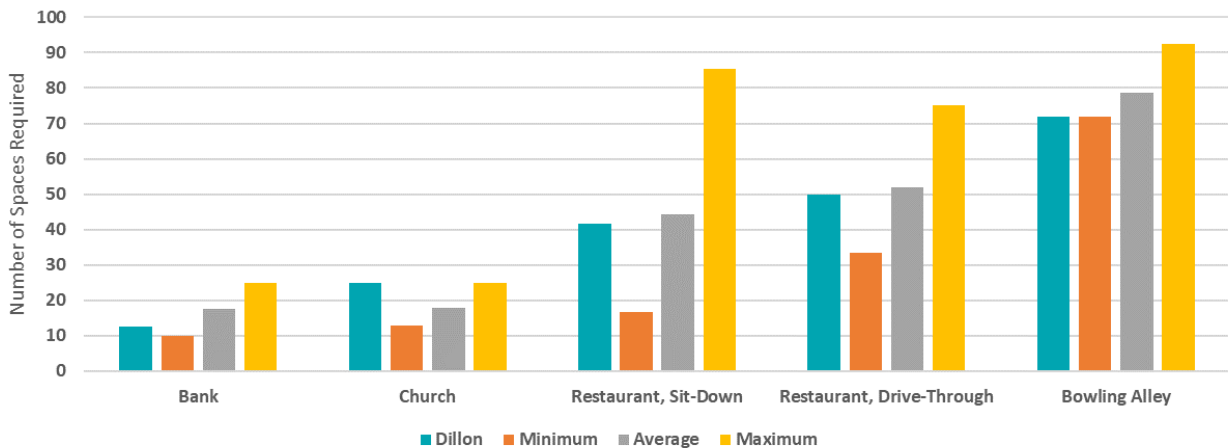
The following two figures make it possible to visually compare Dillon’s requirement versus the minimum, average, and maximum observed per land use. Two figures are shown instead of one for purposes of readability.

Figure 4: Dillon Non-Residential Requirement Compared to Minimum, Average, and Maximum (1)



Source: Walker Consultants

Figure 5: Dillon Non-Residential Requirement Compared to Minimum, Average, and Maximum (2)



Source: Walker Consultants

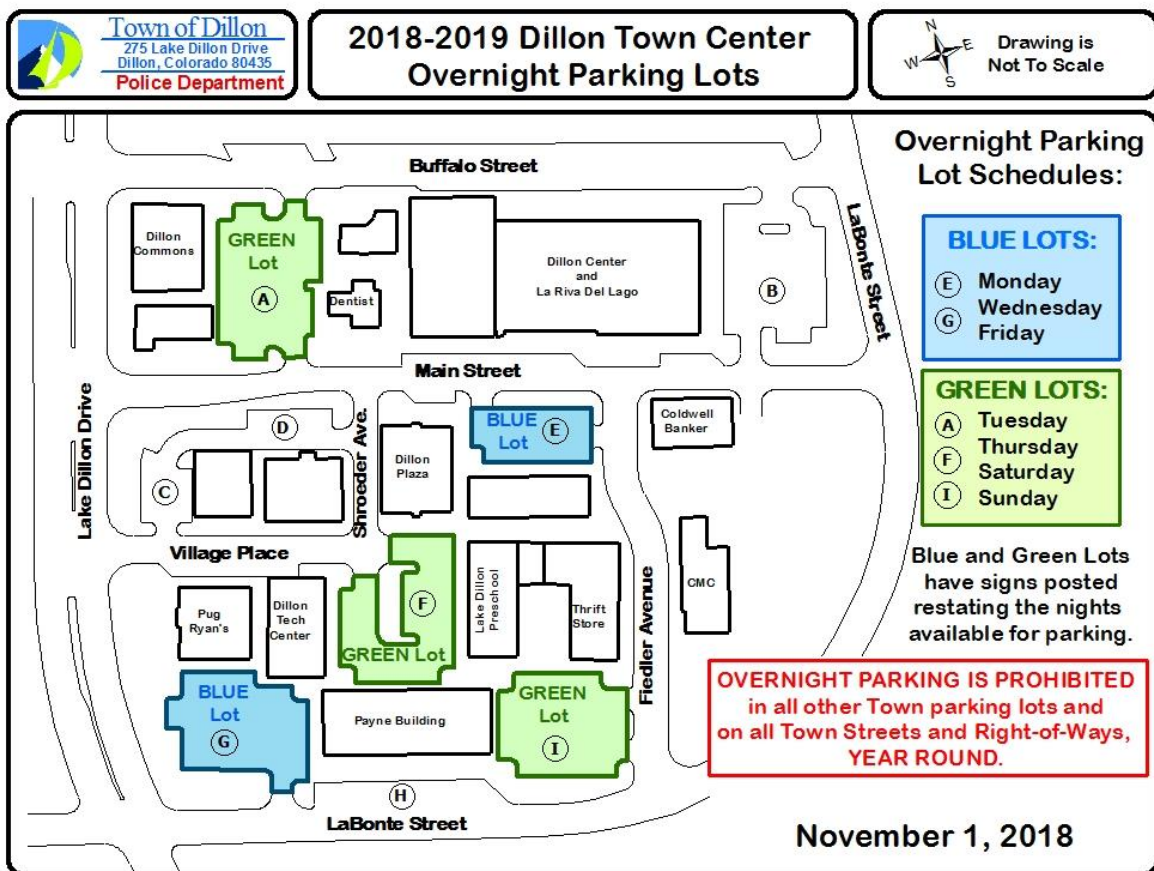
From the above figures, it can be observed that Dillon’s non-residential parking requirements by code are generally less than or approximately equal to the average rate observed across six other peer towns as well as ULI’s recommended rates, with the exceptions being elementary schools and churches. Notably, Dillon’s code did not contain the maximum requirement observed for any of the given land uses.

Walker’s recommendations on what changes should be considered to its non-residential parking code requirements can be found in Section 5 of this report, starting on page 42.

**OVERNIGHT WINTER PARKING POLICY**

The Town recently implemented a new overnight parking policy that is in effect from November 1<sup>st</sup> through April 30<sup>th</sup> for the Town Center’s five public, general-use parking lots. This policy, which defines the rotation of which lots can be parked in overnight during the winter was developed to facilitate easy and effective snow removal. Overnight parking is required to support Town Center residents as well as private fleet vehicles of in-town Dillon businesses. The rotation of overnight parking is shown in the graphic below.

Figure 6: Dillon Town Center Overnight Parking Lots



Source: Town of Dillon

Overall, the new overnight program is thought to be working well as reported by Town staff. However, there are several items that still cause some concern for both Town staff as well as residents. Because public overnight parking is limited in the rest of Summit County, the overnight parking lots in Dillon are allegedly used by non-Dillon residents to store vehicles overnight in the winter. While Walker did not evaluate the magnitude of this concern, the use of this parking by non-Dillon residents would reduce the amount of parking that can be



provided to Town Center residents as well as for overflow from demand emanating from the condominium properties to the south and east of the Town Center, particularly for residents who arrive home very late at night.

Walker has calculated that, according to the overnight parking program illustrated above, approximately 77 spaces are available for overnight parking on “blue” days while 146 spaces are available for overnight parking on “green” days.

Walker’s recommendations on what changes should be considered to its overnight parking program can be found in Section 5 of this report, on page 43.

### CONCERT AND EVENT PARKING

In 2012, the Dillon Amphitheater Market Analysis and Feasibility Study was completed by AECOM, in conjunction with Sink Combs Dethlefs Sports Architects, and furnished to the Town of Dillon. The study’s section on parking availability concluded that there was a total of 1,650 parking spaces within a 7-minute-walk radius of the amphitheater. It concluded, after applying adjustment factors where it was assumed that 25% of spaces allocated to hotel, restaurant, and residential land uses would be available for concert parking for an average concert event and that 75% of spaces allocated to commercial, office, and retail would be available for concert parking, that a total of approximately 964 spaces within a 7-minute walk would be reasonably available. In order to determine whether 964 parking spaces was adequate for concert events, the study calculated how many concert patrons a “reasonably available” parking supply of 964 spaces could accommodate. It did this by multiplying that supply by 3.33, where it was assumed that there was an average of 3.33 persons per vehicle after considering lower-than-typical captive and drive ratios based on the fact that many concert goers would be living or staying at a hotel within the seven-minute walking distance radius. The resulting number of concert patrons who could be accommodated, 3,210, was only 50 fewer than the amphitheater’s capacity at the time of study of 3,260 persons. The study thus concluded that the town had largely sufficient parking for the amphitheater assuming a capacity of 3,260 persons.

Walker has evaluated the conclusions on parking provided by the 2012 study and reassessed parking needs and requirements from a code-based perspective. Major renovations were completed to the amphitheater in the last few years since the last study, and the overall seating capacity has increased, according to Town staff, from 3,260 to 3,656 persons. The Town has expressed that, ever since renovation was completed and the seating capacity increased, parking has been an ever-worsening challenge, particularly during large, paid concert events such as Phish and String Cheese Incident. Also resulting from the renovations was a reconfiguration of the Amphitheater parking lot, which decreased the parking supply there from 218 spaces (123 paved and 95 unpaved) to 96 paved spaces, a difference of 122 spaces.

The Urban Land Institute recommends a base rate requirement of 0.4 parking spaces per seat for outdoor amphitheaters. Because recommended rates are based upon a large sample size of observed parking demand, the average number of persons per vehicle is already “baked in.” At this requirement, approximately 1,462 parking spaces would be recommended for an amphitheater the size of Dillon’s as it exists today, which is 484 spaces more than the 978 that would be required operating under the 2012 study’s assumptions. However, the



ULI base rate does not account for mode share and captivity, both of which are likely to differ from a typical, large, suburban outdoor concert venue located considerably outside of walking distance of other land uses.

In order to attempt to estimate what adjustment factors should be applied to account for differences in mode share and captivity that may exist for the Dillon Amphitheater compared to the typical, suburban-context amphitheater, Walker reviewed a survey of visitors to the amphitheater that was conducted in 2016 by another private consultant that was provided to Walker by the Town. In all, 271 concertgoers participated in the survey.

According to the survey, 63% of respondents who were non-local were in town during a concert night specifically for the concert, whereas 37% of concertgoers were in town for other reasons in addition to the concert, such as shopping or recreating. Also, the survey found that 52% of concertgoers were locals from in and around Summit County, while the remainder came from outside the county. Out of that remaining 48%, 50% were staying in paid lodging while the other 50% were either up just for the day in Dillon, staying in their second home in Summit County, or staying with friends and family or camping. Out of the 50% staying in paid lodging, 52% were staying in Dillon. This means that about 13% of those from outside the county were staying in paid lodging located within Dillon.

Based on the above survey results, Walker estimated a captivity factor of .63 and a drive ratio of .78. The captivity adjustment comes directly from the 63% figure described in the previous paragraph and assumes that 37% of concert goers were already parked in town for other reasons. The drive ratio adjustment assumes that all people who were staying in paid lodging within the Town of Dillon walked or took transit to the concert (about 13% of the total) as well as assumes that 10% of the remaining concert goers took transit (shuttles, private concert busses, et cetera) to the concert (about 9% of the total).

After making these adjustments, Walker has calculated an adjusted need of approximately 849 parking spaces in order to accommodate 3,656 concert goers.

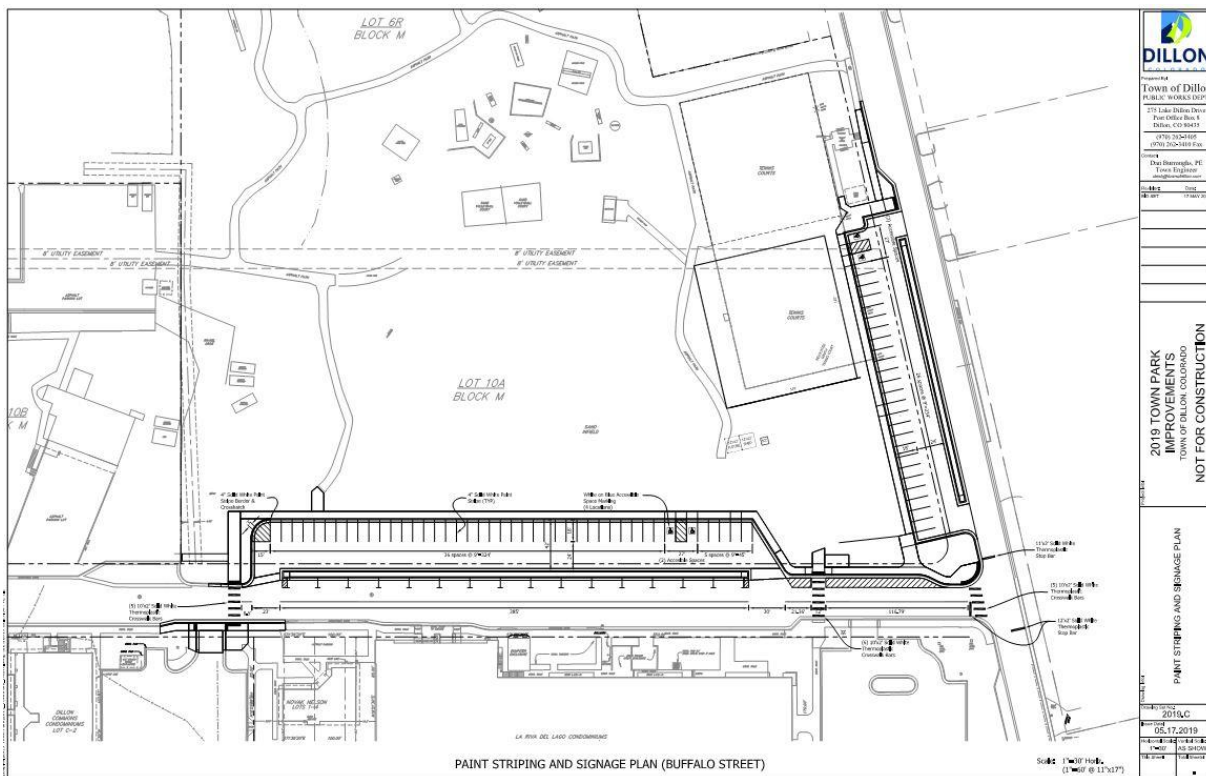
849 spaces are 129 spaces fewer than the 978 number from the previous study, which was based on a smaller seating capacity. However, it is our opinion that virtually all of the residential parking described by the previous study as being potentially available should not, in fact, be considered when determining the actual available supply of parking. The spaces in question mostly belong to single-use, private condominium complexes, complexes that are and would likely continue to be unwilling to share their parking supply with non-resident concertgoers. In addition, the previous study assumes the availability of Colorado Mountain College's 50 private parking spaces for concert goers to use freely, which is also unlikely for similar reasons as the condo complexes. Finally, there are 122 fewer spaces at the Amphitheater available now than during the 2012 study. After subtracting out the private, single-use condo, CMC parking, and the loss of Amphitheater spaces from the unadjusted 7-minute-walk supply given in the previous study, Walker has determined that only about 662 spaces would be actually, potentially available to concert goers, assuming that all on-street parking, all public off-street parking, and all other private commercial parking is included and made available for concerts. In effect, however, at least some of that supply would be utilized by non-concert-goers during concert event times, and so the actual number of spaces freely available to concert patrons currently is likely to be somewhat smaller than 662.

Under these assumptions, it is Walker's opinion that the town has a shortage of approximately 187 parking spaces for the largest concert events of the year at the amphitheater. It should be noted though that, in reality,

significant non-permitted parking activity likely happens for every large concert in some of the residential condo lots as well as at the college and in such places as the post office. Unless these spaces in question were actively managed or closed off in order to completely prevent concert parking activity, the reality is that there are likely more than 662 spaces in effect within the 7-minute walking radius available for large, paid concerts, which would have the effect of decreasing de facto our estimated parking shortage for such events. When all the variables are considered, it is likely the case that the shortage ranges between 150 and 200 spaces.

These calculations do not account for the planned addition of two small surface lots along Buffalo Street and La Bonte Street to the south and east of the existing ball field and tennis courts. Walker determined that there are approximately 71 on-street spaces available currently, including the unstriped tennis court parking. According to plans furnished to Walker by the Town, about 86 spaces, across two lots and 15 on-street parking spaces along Buffalo, would replace the existing on-street spaces, resulting in net gain of 15 spaces, which is captured within our estimated shortage range discussed in the previous paragraph.

Figure 7: New Public Parking Lots along Buffalo and La Bonte Streets



Source: Town of Dillon

In any event, due to the fact that the amphitheater itself does not have significant dedicated, single-use parking, making concert goers aware of transportation and parking options, and aware of where available parking is located throughout the 7-minute walking radius and beyond and whether it is free or paid, is critical. This topic, as well as recommendations on adding parking for concerts, is further opined on in Section 5 of this report.

## SHARED PARKING

As part of this report, Walker was asked to opine on opportunities for shared parking within Dillon and how provisions for shared parking could be structured and incorporated into the existing minimum off-street requirements in order to streamline and maximize parking efficiencies.

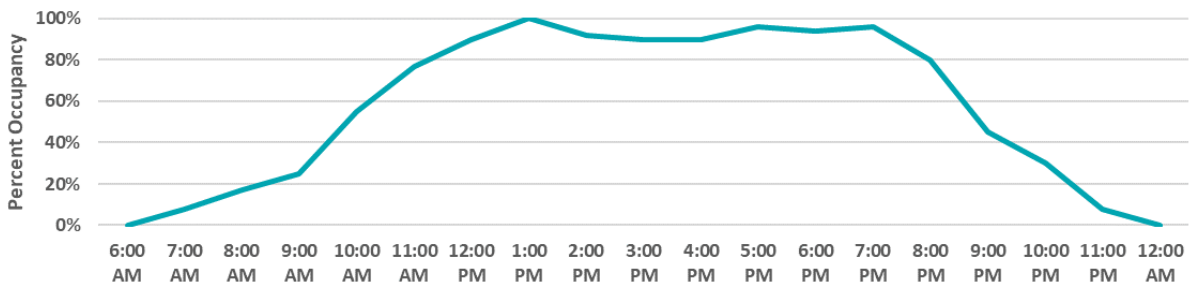
The Unified Parking Code contains provisions for the use of a shared parking analysis. Shared parking is defined as parking spaces that can be used to serve two or more individual land uses without conflict or encroachment. The resurgence of many central cities resulting from the addition of vibrant office, residential, retail, and entertainment developments continues to rely heavily on shared parking for economic viability. In addition, mixed-use projects in many different settings have benefited from shared parking. Numerous benefits of shared parking exist to a community at large, not the least of which is the environmental benefit of significantly reducing the square feet of parking provided to serve commercial development.

The ability to share parking spaces is the result of two conditions:

- Variations in the accumulation of vehicles by hour, by day, or by season at the individual land uses.
- Relationships among the land uses that result in visiting multiple land uses on the same auto trip.

For example, office buildings require parking spaces during daytime hours on weekdays, while restaurants and entertainment venues have peak parking needs during the evening and weekends. The interplay of land uses in a mixed-use environment also produces a reduction in overall parking demand. For example, a large percentage of patrons at one business (restaurant) may be employees of another downtown business (office). This phenomenon is referred to as the “effects of the captive market.” Because these patrons are already parking, they contribute only once to the number of peak hour parkers. In other words, the parking demand ratio for individual land uses should be factored downward in proportion to the captive market support received from neighboring land uses.

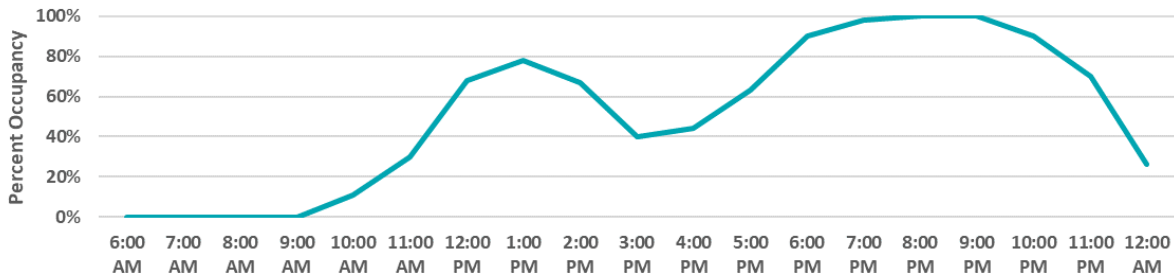
Figure 8: Typical Weekday Retail Parking Characteristics



Source: Parking Generation, Third Edition. Washington DC: Institute of Transportation Engineers, 2004 and Walker Parking Consultants Research

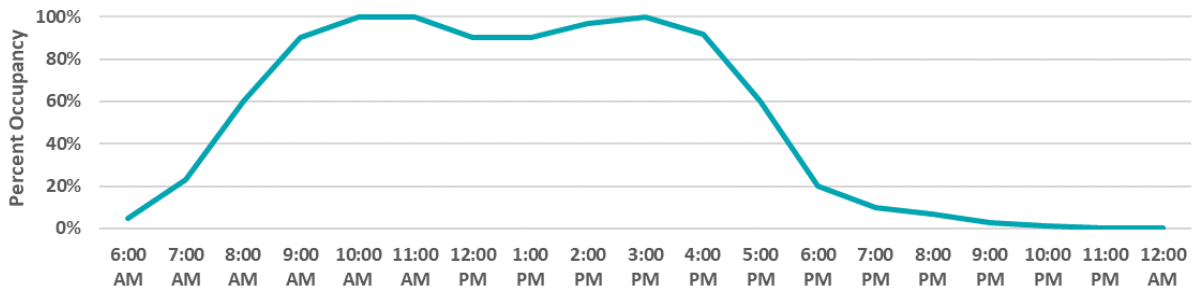


Figure 9: Typical Weekday Fine Dining Parking Characteristics



Source: Parking Generation, Third Edition. Washington DC: Institute of Transportation Engineers, 2004 and Walker Parking Consultants Research

Figure 10: Typical Weekday Office Parking Characteristics



Source: Parking Generation, Third Edition. Washington DC: Institute of Transportation Engineers, 2004 and Walker Parking Consultants Research

Although the interplay of land uses can reduce the overall demand, it should be noted that there are limits imposed by proximity of land uses to each other and to parking facilities. While "shared parking" by definition is capitalizing on the different demand period for a combination of land uses, it is not logical to assume that a hotel (with peak demand in the evening) can share with an office building (with peak demand during the day) if the two land uses are too far apart. Human behavior restricts shared parking opportunities by limiting the distance users are willing to walk from a parking facility to their final destinations.

The type of land use dictates parking behaviors and patterns. When land uses have different peak periods or when they can share patrons, such as a restaurant located in an office building, parking assets can be effectively shared. Walker has been involved in several research projects of specific land uses to estimate demand ratios and parking behaviors. Other sources for estimating parking demand come from the Institute of Transportation Engineers (ITE) and the Urban Land Institute (ULI). Gaining an understanding of the parking characteristics of each land use is the first step to identifying potential sharing opportunities.

The table below lists complimentary land uses based on variations in peak parking for a weekday. Land uses that peak during the daytime share well land uses that peak in the evening. As potential developments are

considered, interaction between uses should be considered, even between different developments, as long as they are located within a reasonable walking distance and parking spaces can be reasonably shared.

Table 1: Peak Parking by Land Use for a Weekday

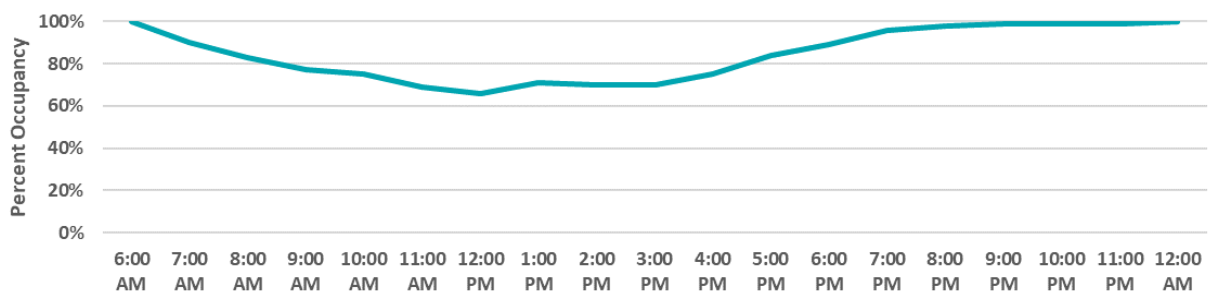
Compatible Land Uses	
Daytime	Nighttime
Office	Nightclubs
Banks	Restaurants
Government	Hotels
Schools	Arenas
Medical Office	Cinema

Source: Walker Parking Consultants

Residential land use generally offers limited sharing opportunities with other land uses. This is because residential developments tend to be occupied during weekdays and weekends, with only a modest decrease in occupancy during the middle of the weekday. Oftentimes, residential developers require a percentage of the parking to be reserved for tenants in order to market the units, and reserved spaces cannot be shared.

Assuming no reserved residential parking, the figure below illustrates residential weekday parking trends from 6:00 AM to midnight.

Figure 11: Typical Weekday Residential Parking Characteristics



Source: Parking Generation, Third Edition. Washington DC: Institute of Transportation Engineers, 2004 and Walker Parking Consultants Research

The figure shows that some residential parking will typically be available for sharing with another land use whose parking demand peaks between 8 AM and 5 PM, though it should be noted that sharing of residential parking at any time is discouraged when the scale of the development is small.

### FEASIBILITY OF SHARED PARKING IN DILLON

Parking in the Dillon Town Center is currently provided primarily through a combination of public parking lots, and angled public on-street parking. Most of the Town Center, with the exception of the garaged parking for the

Riva del Lago condos, already operates under what effectively is a shared parking model, as most of the commercial facilities in the Town Center do not have dedicated lots that are also spatially separated from all other uses and developments in the center.

Parking for the condominium units along La Bonte Street is single-purpose for the respective condominium complexes, and most of the La Bonte condos are too far away from the Town Center and spatially separated from one another to provide feasible opportunities for sharing of parking with either the Town Center or other condo complexes.

In general, dynamic and effective parking codes should contain provisions allowing for shared parking based on ULI and ITE best practices and recommended policy language, which will allow for maximizing parking efficiencies wherever possible. However, the Town of Dillon features many unique qualities and constraints that limit opportunities for shared parking agreements compared to more typical municipalities of a similar size and population, either with regard to existing developments or future ones.

Firstly, a significant percentage of residential units in the town act as second homes or short-term rental properties. Meanwhile, a significant number of primary residents occupying the remainder of dwelling units in the town, single-family or multi-family, do not follow a typical “9 to 5, Monday through Friday” work schedule. These factors have the combined effect of making the percent occupancy curve for residential land uses over the course of a typical weekday or weekend much more irregular and more difficult to predict. Residential parking demand in Dillon is more a function of seasonal variation than anything else, with parking going significantly underutilized during off-peak times of the year while filling up to near capacity during peak times. When residential parking utilization is high during peak times of the season, it is unlikely to see the same kind of dip during regular working hours as is typically seen because residents typically aren’t driving their vehicles to work. Their vehicles will remain parked during the length of their stay. Also, during peak seasons, residential parking occupancy will be much higher between Friday and Sunday than it will be the rest of a typical week.

Secondly, with respect to non-residential uses such as commercial retail and restaurants, the recreational activity-based economy of Dillon also makes occupancy patterns throughout the day more unpredictable and irregular. Whereas typical occupancy patterns show a clear peak during weekday evenings and weekends, restaurants in a resort-town context follow a more constant pattern throughout the day, with demand staying high throughout most of the day, ebbing and flowing modestly. The major variance factor, as with residential uses, is seasonal in nature. Demand will be very high at most times during peak seasons, particularly on weekends, but decrease significantly during off-peak seasons.

The best opportunities for significant shared parking reductions in Dillon would come with large, self-contained new developments that contain a mix of mostly or exclusively non-residential uses that complement each other’s parking demands, as shown in the list of complimentary uses above. Also, there are shared parking opportunities potentially available for concert activity, where concert goers could use private office and retail parking not likely to be utilized during concert times as well as any excess supply that may be going unused during non-peak times at the single-use condo complexes, though the existence and availability of such parking would have to be marketed and advertised appropriately.



# 03 Town Center & Condo Parking Analysis

## SECTION 3 – TOWN CENTER & CONDO PARKING ANALYSIS

### RESIDENTIAL PARKING SUPPLY

Based on the minimum parking requirements described above in Dillon’s Municipal Code, Walker staff performed calculations of how many parking spaces are required by code for each condominium development within the study area. Information that was furnished to Walker by the Town included the size in square feet, number of units, and number of bedrooms and bathrooms per condo unit for each individual condo development included within the study area.

The table below shows the required number of parking spaces per condo complex according to the general off-street minimum parking requirements found in the town code.

**Table 12: Town Center and La Bonte St. Condo Residential Parking Requirements by Dillon Town Code**

Condo Facility ID Number	Condo Facility Name	Efficiency, Studio, or 1-Bedroom Units		2-Bedroom + Units		Total Number of Spaces Required by Code
		Number of Units	Number of Spaces Required	Number of Units	Number of Spaces Required	
<b>Single-Use Residential (La Bonte Street Condos)</b>						
1	Lake Cliffe	17	26	101	202	228
2	Marina Place	9	14	87	174	188
3	Lodge at Lake Dillon	57	86	46	92	178
4	Chateau Claire	7	11	47	94	105
5	Moorings	0	0	4	8	8
6	Summit Yacht Club	34	51	17	34	85
7	Lake View	2	3	23	46	49
8	Spinnaker at Lake Dillon	3	5	25	50	55
9	Coeur du Lac	16	24	33	66	90
10	Dillon Pines and Dam Condos	2	3	20	40	43
11	Timberline	0	0	26	52	52
12	Point Dillon	24	36	8	16	52
13	Lake Dillon	24	36	6	12	48
<b>Mixed-Use Residential (Town Center Condos)</b>						
14	La Riva del Lago Condos	4	6	33	66	72
15	Dillon Commons Condos	5	8	2	4	12
16	Meridian Institute Condos	2	3	0	0	3
17	Dr. Youngman Condos	2	3	0	0	3
18	Payne Building Condos	5	8	1	2	10
<b>Total (Single-use Only)</b>		<b>195</b>	<b>293</b>	<b>443</b>	<b>886</b>	<b>1,179</b>
<b>Total (Town Center Only)</b>		<b>18</b>	<b>27</b>	<b>36</b>	<b>72</b>	<b>99</b>
<b>Total (All)</b>		<b>213</b>	<b>320</b>	<b>479</b>	<b>958</b>	<b>1,278</b>

Source: Walker Consultants

In all, out of 18 condo sites studied, a required parking supply of 1,278 spaces was calculated. 1,179 spaces are technically required by current code for the single-use condo facilities along La Bonte and 99 spaces are required for the mixed-use condo facilities located within the Town Center. In all, there were 189 total studio or one-bedroom dwelling units and 503 total two-bedroom-or-more dwelling units.



Dillon town staff expressed to Walker a concern that, during peak times in the winter ski season, condo parking demand along La Bonte is exceeding parking supply there, and parkers are “spilling over” into Town Center public parking and other public parking in the immediate surrounding areas. Walker was asked to opine on whether in fact condo spillover is an issue, and if so, to what extent.

Without actually conducting occupancy counts during peak winter ski season times at both the Town Center and the condo complexes to determine which lots are at or above capacity, it is difficult to form a complete understanding of the severity of this issue. However, in order to provide context as well as to make a reasonable judgement based on available data, Walker staff contrasted calculated minimum requirements by code for each condo complex with the number of actual parking spaces observed respectively.

On Thursday, March 25<sup>th</sup>, 2019, Walker staff conducted a parking supply survey of all the condo complexes along La Bonte Street. Condos within the mixed-use areas in the Town Center were excluded, as they do not have dedicated, distinct parking facilities exclusively available for residential use, or had gate-controlled parking garages that Walker staff was unable to access (La Riva del Lago). Also, the Point Dillon facility on La Bonte Street had a gate-controlled garage that Walker was unable to access. Walker determined the actual parking supply there by referencing original site plans for the development furnished by the Town, which included the number of parking spaces planned for construction. Also, the new condo development immediately to the east of the Colorado Mountain College was excluded from this study and our calculations, as Town staff has informed us that this development has been parked to code.

Almost all of the Marina Place’s parking supply came in the form of tandem parking spaces; Walker counted each tandem space as two single spaces. The Chateau Claire’s parking lot contained no visible space striping, so Walker calculated its parking supply based on measurements performed within mapping software.

The table below shows the number of spaces required by code versus the number of spaces observed.

**Table 13: Dillon Parking Requirements versus Actual Number of Spaces Observed for Each La Bonte St. Condo Facility**

Condo Facility ID Number	Single-use Condo Facility Name	Number of Spaces Required by Code	Number of Spaces Observed	Difference	Comments
<b>Single-Use Residential (La Bonte Street Condos)</b>					
1	Lake Cliffe	228	128	(100)	
2	Marina Place	188	180	(8)	Mostly tandem spaces
3	Lodge at Lake Dillon	178	56	(122)	
4	Chateau Claire	105	51	(54)	No visible space striping
5	Moorings	8	4	(4)	
6	Summit Yacht Club	85	55	(30)	
7	Lake View	49	27	(22)	
8	Spinnaker at Lake Dillon	55	34	(21)	
9	Coeur du Lac	90	74	(16)	
10	Dillon Pines and Dam Condos	43	30	(13)	
11	Timberline	52	29	(23)	
12	Point Dillon	64	105	41	Could not access gated garage
13	Lake Dillon	48	43	(5)	
<b>Total</b>		<b>1,191</b>	<b>816</b>	<b>(375)</b>	

Source: Walker Consultants

In all, there was a total of 816 parking spaces observed across all 13 La Bonte condo complexes. With a total requirement based on code of 1,179 spaces (excluding the Town Center condos), there was a discrepancy between actual spaces observed versus required spaces of 375 spaces. The difference between actual and required ranged from + 41 spaces at Point Dillon to – 122 spaces at the Lodge at Lake Dillon. Only Point Dillon was observed to contain more actual spaces than what is required by code, with every other La Bonte complex having fewer. In all but two instances, the discrepancy was at least 10 spaces, with the two largest facilities having a combined supply discrepancy of 222 spaces.

It should be noted that the above calculations do not take into account any variances, exceptions, or previous versions of the Dillon municipal code that may have contained provisions for a smaller parking requirement for these condo developments compared to what the current code requires, nor do they take into account vacancy rates for the condo units, which would have the effect of decreasing actual observed peak demand relative to the supply.

Also, the discrepancy between actual number of spaces observed and code requirements decreases substantially if applying ULI’s recommended rates for multi-family residential units. Because ULI employs a more graduated scale for its recommendations, all units of two bedrooms or fewer in Dillon would require fewer spaces under ULI. Under ULI, the deficit shrinks from 375 spaces to 290 spaces.

The table below shows the required number of parking spaces per condo complex according to the recommended ULI requirements sorted by number of bedrooms per dwelling unit.

**Table 14: La Bonte Condo Residential Parking Requirements Recommended by ULI**

Condo Facility ID Number	Condo Facility Name	Studio Units		1-Bedroom Units		2-Bedroom Units		3-Bedroom Units +		Total Number of Spaces Recommended by ULI
		Number of Units	Number of Spaces Required	Number of Units	Number of Spaces Required	Number of Units	Number of Spaces Required	Number of Units	Number of Spaces Required	
<b>Single-Use Residential (La Bonte Street Condos)</b>										
1	Lake Cliffe			17	20	84	151	17	45	216
2	Marina Place			9	10	78	140	9	24	175
3	Lodge at Lake Dillon	2	2	55	63	45	81	1	3	149
4	Chateau Claire			7	8	47	85			93
5	Moorings							4	11	11
6	Summit Yacht Club			34	39	3	5	14	37	82
7	Lake View			2	2	5	9	18	48	59
8	Spinnaker at Lake Dillon	1	1	2	2	19	34	6	16	53
9	Coeur du Lac			16	18	30	54	3	8	80
10	Dillon Pines and Dam Condos			2	2	19	34	1	3	39
11	Timberline					26	47			47
12	Point Dillon					24	43	8	21	64
13	Lake Dillon			24	28	6	11			38
<b>Total (Single-use Only)</b>		<b>3</b>	<b>3</b>	<b>168</b>	<b>193</b>	<b>386</b>	<b>695</b>	<b>81</b>	<b>215</b>	<b>1,106</b>

Source: Walker Consultants

The following table shows actual observed spaces for all the single-use condo complexes studied in Dillon along La Bonte Street versus what the requirement would be if applying ULI's recommended rates.

Table 15: ULI Recommended Requirements versus Actual Number of Spaces Observed for Each La Bonte St. Condo Facility

Condo Facility ID Number	Single-use Condo Facility Name	Number of Spaces Recommended by ULI	Number of Spaces Observed	Difference	Comments
<b>Single-Use Residential (La Bonte Street Condos)</b>					
1	Lake Cliffe	216	128	(88)	
2	Marina Place	175	180	5	Mostly tandem spaces
3	Lodge at Lake Dillon	149	56	(93)	
4	Chateau Claire	93	51	(42)	No visible space striping
5	Moorings	11	4	(7)	
6	Summit Yacht Club	82	55	(27)	
7	Lake View	59	27	(32)	
8	Spinnaker at Lake Dillon	53	34	(19)	
9	Coeur du Lac	80	74	(6)	
10	Dillon Pines and Dam Condos	39	30	(9)	
11	Timberline	47	29	(18)	
12	Point Dillon	64	105	41	Could not access gated garage
13	Lake Dillon	38	43	5	
<b>Total</b>		<b>1,106</b>	<b>816</b>	<b>(290)</b>	

Source: Walker Consultants

Walker's recommendations on what changes should be considered to residential, multi-family parking requirements and code can be found in Section 5 of this report starting on page 43.



Condo parking

### NON-RESIDENTIAL PARKING SUPPLY

In order to provide further context on the problem of condo parking demand spilling over into the Town Center, Walker also calculated the number of required parking spaces per Dillon’s code for all the non-residential uses there, using a similar methodology as for the residential facilities. Note that any business vacancies that exist within the Town Center that would have the effect of decreasing peak parking demand there are irrelevant for purposes of the town code; by code, the requirement is strictly a function of square feet of space available for office and commercial retail.

Importantly, it should be noted that the below calculations are considering each individual land use that comprises the Town Center separately and independently for purposes of calculation. As the Town Center, in effect, functions to some degree as a single mixed-use entity with many different uses, the sharing of parking amongst the uses mean that actual peak parking demand would be lower than it would be if considering each use separately, and that the existence of shared parking provisions in the code would yield a smaller sum total parking requirement. Because of the way Town Center parking functions, a shared parking model approach would be the most appropriate model for calculating what the total parking space requirement for the Town Center should be.

The table below details Walker’s calculations for parking requirements for all non-residential facilities within the study area, excluding the US Post Office.



Looking towards Dillon Commons

Table 16: Dillon Parking Requirements for Non-Residential Facilities Within Study Area

Non-Residential Facility ID Number	Non-Residential Facility	Address	Land Use Type	GSF/Student Capacity/ Alleys/ Classrooms	Number of Required Spaces
19	Dillon Commons	325 Lake Dillon Drive	Office	9,643	24
20	Novak and Nelson	104 W. Buffalo Street	Office	4,050	10
21	Summit Dental	119 Main Street	Office	5,144	13
22	La Riva del Lago	135 Main Street	Retail	18,932	47
			Restaurant	1,669	14
			Church	2,141	5
			Bowling Alley	18	74
			Batting Cage	0	0
23	Meridian Institute	105 Village Place	Office	5,600	14
24	Pug Ryans	104 Village Place	Office	5,371	13
			Restaurant	7,597	63
25	Dr. Youngman	115 Village Place	Office	4,801	12
26	Lake Dillon Preschool	113 Village Place	School	8,535	12
27	Dillon Tech Center	114 Village Place	Office	18,555	46
28	Dillon Plaza Building	103 Main Street	Office	3,176	8
			Office	17,839	45
29	Orlin Building	130 Village Place	Office	5,600	14
30	Dumler Professional	330 Fiedler Avenue	Office	6,217	16
31	Payne Building	119 E. La Bonte Street	Office	15,256	38
			Restaurant	5,168	43
32	Summit Co. Family Resource Center	340 Fiedler Avenue	Office	4,872	12
33	Colorado Mountain College	325 Fiedler Avenue	College	3,792	95
		333 Fiedler Avenue	College	15,462	
34	Summit Resort	350 Lake Dillon Drive	Office	5,292	13
35	Summit Assoc. of Realtors	352 Lake Dillon Drive	Office	5,022	13
36	Dillon Land and Cattle Co.	348 Lake Dillon Drive	Office	4,943	12
37	Adriano's Bistro	240 Lake Dillon Drive	Restaurant	6,765	56
<b>Total Office</b>					<b>303</b>
<b>Total Retail</b>					<b>47</b>
<b>Total Restaurant</b>					<b>177</b>
<b>Total Other</b>					<b>186</b>
<b>Total (All)</b>					<b>714</b>

Source: Walker Consultants

In all, Walker calculated a requirement of 714 parking spaces across the study area for non-residential uses excluding the Post Office. 303 spaces are required for all office uses, 47 spaces are required by code for La Riva del Lago retail, 177 spaces are required for all the restaurants, brewpubs, and bistros, and 186 spaces are required for all other uses, including Colorado Mountain College (discussed in detail below).

It should be noted that, according to a year's worth of data that was collected prior to this study that was furnished to Walker by the Town, Town Center demand was observed to peak at around 300 of 518 spaces,

representing a peak occupancy percentage of 58%. Note that the supply of 518 spaces from previously-collected data included some parking that we excluded and excluded some parking that we included, making direct comparison difficult; Walker did not conduct actual, observed parking supply counts in the Town Center in 2019.

Because data collection only was conducted only between 7 am and 6 pm, this observed peak is likely to accurately represent peak demand for office, commercial, and retail use in the Town Center. It does not reflect additional demand resulting from overnight, spillover parking from the condo complexes. However, even when considering shared parking time of day factors, the 58% figure still suggests that there is ample Town Center capacity available to accommodate spillover parking, and spillover parked vehicles can remain parked throughout the day as well as overnight without negatively impacting parking capacity for non-residents.

In addition to the fact that the Town Center functions as a mixed-use development, which would necessitate a lower parking requirement than if considering each component use independently and separately, it is also likely that current, actual peak demand for non-residential uses at the Town Center is significantly lower than required supply by code due to the number of vacant tenant units observed during Walker’s site visit in April 2019. In all, 12,790 vacant square feet were observed, with a corresponding requirement of 32 spaces.

The following table outlines commercial vacancies observed in the Town Center.

**Table 17: Non-Residential Vacancies Observed in the Town Center**

Non-Residential Facility	List of Vacant Units	Unit Square Feet
La Riva del Lago	2	402
	6	343
	7	379
	9	278
	12	1,133
	14	537
Orlin Building	2	800
	5	880
	6	920
Dillon Plaza	103	400
	211	400
	301	5,568
	302	
	303	
	304	
	305	
306		
Dillon Commons	204	750
<b>Total</b>		<b>12,790</b>
<b>Number of Required Spaces for Currently Vacant Units</b>		<b>32</b>

Source: Walker Consultants



### *COLORADO MOUNTAIN COLLEGE PARKING*

In the course of field visits to the Town, Walker staff met with Colorado Mountain College administrative staff in order to gain an understanding of current and future growth plans for the Dillon campus as well as current parking concerns and future parking needs. Currently, the campus consists of two buildings totaling to approximately 20,000 square feet with about 50 dedicated off-street parking spaces across two small lots. According to CMC's Annual Student Data Report, total campus enrollment varies by term, but ranges from about 200 to a little over 500, though not all students are on the campus at any given time; only about 150 – 200 students are on the campus at the same time at peak times on the busiest evenings.

CMC has long intended to construct a new Dillon campus to replace the current facility, which is obsolete, though there is currently no set timetable for doing so. CMC currently has no plans to relocate the campus from its existing site and would need to work with the Town to facilitate a construction staging plan that will allow phased replacement of the existing classroom building. A previously-existing vacant parcel immediately to the east of the campus is no longer available for CMC use as it has become the site of new condominium construction. CMC anticipates that future student enrollment will remain approximately stable and does not foresee significant growth in that respect even after the new campus is eventually constructed.

CMC staff feels that current parking availability is typically sufficient to satisfy actual parking demand on most nights, despite the fact that Dillon Town Code requires about 95 spaces for the campus as mentioned before (50 spaces for students assuming a maximum capacity of 200 students plus 45 spaces for 45 staff/faculty members). While the campus is strictly a commuter school, staff estimated that approximately 20 students a day ride transit to campus instead of driving, which would then represent an overall drive ratio of 90%.

The primary concern of CMC staff in relation to future parking needs is the likelihood that guest parking from the adjacent new condos will spill over into CMC lots, making parking for students difficult at peak times. Currently there is no enforcement mechanism in place by CMC to prevent non-university parkers from parking in those lots.



Parking near CMC



# 04 Funding Options



## SECTION 4 – FUNDING OPTIONS

The purpose of this section of the chapter is to provide an overview of commonly used strategies for financing parking facilities, not related to federal or state grants or special loan programs. The following strategies are addressed:

- Tax-increment financing
- Conventional debt financing
- General obligation bonds
- Revenue bonds
- Business improvement districts
- Parking tax districts
- Fee in lieu
- Paid public parking

### TAX INCREMENT FINANCING

Tax increment financing districts are a common financing mechanism employed by municipalities that use tax revenue growth produced by an increase in the tax base of a specified area to repay the costs of investing in the area. While many cities rely on general tax revenue to fund improvements, tax increment financing is an increasingly viable solution to funding the development of needed infrastructure, including structured parking. TIF legislation enables a local government to finance redevelopment projects through an anticipated increase in the area's property tax revenues. TIF districts do not generate tax revenues by increasing tax rates. Rather, the TIF district generates revenues by permitting the municipality to temporarily capture the tax revenues generated by the enhanced valuation of properties resulting from the various redevelopment projects.

In a TIF-funded project, the local government permits a portion of these new taxes to be used to support financing for a proposed parking project.

The premise of TIF is that real estate development generates new real estate and sales taxes above and beyond the taxes generated by land in its undeveloped state. The TIF system relies on the appreciation in value of the land and buildings in a TIF district. If a development is profitable, then the costs will be paid for in the growth of property tax revenue. If the property fails to increase in value, the improvement costs fall back on the general taxpayer. This risk makes some governments wary of employing TIF's. Such concern, while important, must be weighed against the alternative. Public authorities typically have the power to form TIF districts and to issue bonds to finance redevelopment projects.

TIF districts are implemented by a local ordinance that not only defines the boundaries of the district, but also establishes a fund for the deposits of TIF revenue and payment of project costs. The municipality must also develop and approve a project plan for the district, which includes economic feasibility studies, descriptions of cost, bond details, and certified details from the county tax assessor on property values within the district.

## CONVENTIONAL DEBT FINANCING

When an established public or private entity needs capital to fund a parking project, a bank or conventional loan may first come to mind. Conventional loans are loans that are not insured or guaranteed by a government agency. This method of obtaining funds for a capital improvement project involves a lending process that is often rigorous, and may result in higher financing costs incurred by the borrower. Banks want to lend to parties that have a clear record of profitable operations, that generate a cash flow sufficient to repay the loan, and that have enough collateral or assets to secure the loan. Conventional financing requirements include a clean credit record and no bankruptcies or foreclosures.

Conventional debt financing is typically a poor option as it represents borrowing at a relatively high interest rate, when municipalities have access to tax-exempt financing at a lower rate. Additionally, because of the limited or complete lack of an immediate parking revenue stream, a lender would likely not underwrite a loan for a new parking structure without the backing of the municipality's general taxing authority or some other significant public collateral.

## GENERAL OBLIGATION BONDS

General obligation bonds will obtain the lowest possible interest rate or cost of borrowing for any given municipality. Because the full faith and credit of the municipality is pledged to such bonds, the rate of interest will reflect the best that the community has to offer. The primary way for a municipality to improve on its own full faith and credit pledge to a bond issue is to purchase municipal bond insurance.

General obligation bonds are typically defined as bonds that are secured by a pledge of the issuer's taxing powers, limited or unlimited. More commonly, the general obligation bonds of local governments are paid from ad valorem property taxes and other general revenues. General obligation bonds are typically considered the most secure form of public debt.

Care must be taken when issuing general obligation bonds to finance parking facilities. The public purpose provisions of the tax law must be observed to preserve the tax-exemption of the bond issue. Moreover, the issuance of general obligation bonds results in at least one significant implication. Most states have laws that restrict the amount of general obligation debt that can be issued by municipalities. General obligation bonds count towards the outstanding statutory debt of the municipality. Therefore, prior to issuing general obligation bonds for a parking project, the municipality must determine whether the available bonding capacity is sufficient to fund the parking project and also to support any outstanding bonding requirements which the community may be facing. Other competing priorities may dictate that the municipality's management must seek parking project funding other than general obligation bonds.

## REVENUE BONDS

When revenue bonds are issued to finance a parking project, bond issuers pledge revenue to be generated from the parking project to bond holders. Revenue bonds are payable only from specifically identified sources of revenue, including pledged revenues derived from the operation of the financed parking facility, grants, and excise or other taxes. Parking revenue bonds secured solely by the revenues from a single, stand-alone, municipality-owned parking facility are acceptable at a reasonable tax-exempt rate only when irrefutable evidence is presented to indicate the existence of a stable demand generator that is anticipated to produce

suitable debt service coverage from net revenues. Municipalities and other public organizations often benefit from issuing parking revenue bonds since the full faith and credit of the issuer is not pledged. However, revenue bonds traditionally carry a higher interest rate than general obligation bonds. Revenue bonds also differ from general obligation bonds in that general obligation bonds are backed by a city's ability to levy taxes. In comparison, user fees back revenue bonds. Special authorities are frequently created for the purpose of issuing parking revenue bonds.

### BUSINESS IMPROVEMENT DISTRICTS & PARKING TAX DISTRICTS

Some municipalities and county governments use business improvement districts (BIDs) and parking tax districts as a means to generate income to fund parking facility capital improvements and operating expenses. Both business improvement districts and parking tax districts can be used to finance the acquisition of land; the construction, operation, and maintenance of surface parking lots and parking structures; as well as the costs of engineers, attorneys and other professionals needed to complete the project.

There are over 1,000 BIDs in the U.S. and are much more common than parking tax districts. BIDs, which are most often formed at the request of their member businesses, typically address a wide variety of issues not all related to parking. Common issues addressed include marketing, transit, beautification, signage, lighting, parking, street and public space maintenance, as well as providing unarmed security patrols, "customer service representatives," or "ambassadors" to provide information and assistance to tourists and shoppers. The collection of assessments tends to be applied uniformly on a square foot, gross receipts, or assessed value basis because benefits are universally recognized by all property owners. Typically, no exemptions or tax credits are provided to property owners who provide all or a portion of their required parking.

A parking tax district typically addresses a narrow selection of issues directly related to parking. In cases where the municipality is the sole provider of parking, the collection of parking taxes tends to be applied in a uniform manner on an assessed-value basis or as a fee per space based on zoning parking standards or requirements, and typically with a partial exemption for parking spaces provided above a threshold percentage. Typically, no commercial property is 100 percent exempt unless its owner provides 100 percent of the parking requirements mandated through the zoning ordinance within the district. Single-family residential property is usually exempt, but multi-family apartments usually are not exempt.

### FEES IN LIEU

In cases where a developer is allowed to pay a fee in lieu of construction of parking spaces, the number of spaces that can be deferred is limited, and the amount of the fee in lieu is usually based on the actual average cost of development of structured parking spaces within a district or municipality. When developers pay a fee-in-lieu, the parking spaces paid for are counted as though they have been constructed for purposes of determining the number of parking spaces that a developer needs to provide by code. For a project to be funded from only an in-lieu fee, the cost should cover the construction of the facility as well as the ongoing operations and maintenance of that facility.

The Town must balance the cost of constructing and operating the parking system with the incentives that it provides to/for the entire development.

## PAID PUBLIC PARKING

Dillon currently does not charge for any of its off-street or on-street public parking. By implementing a paid parking solution, the town could establish a recurring source of revenue that is not necessarily dependent on bonds or financing. Paid parking gives parkers the option of extending time limits beyond what is posted if desired, and depending on the rate structure, can provide a balance between flexibility and turnover. In the particular context of Dillon, it would likely make the most sense to only charge for parking during concert events and other special events where parking demand in the Town Center and surrounding area is significantly higher than normal. For this option, lot attendants could be employed in all the surface lots to collect payment with a mobile payment processing device. Following this model, the initial, up-front capital costs would be minimal, since no permanent pay infrastructure would need to be installed.

On-street parking could remain free with no time limit on a first-come, first-serve basis for concertgoers, as ad hoc staffing for payment collection for all on-street parking would likely be infeasible. The crowding out effect from keeping on-street parking free while charging for the surface lots would be likely be very minimal, as peak demand town-wide significantly outstrips the on-street supply on concert/special event days, and so lots would fill up once most on-street parking was taken.



# 05 Conclusions & Recommendations

## SECTION 5 – CONCLUSIONS & RECOMMENDATIONS

The combined number of required spaces for all land uses within the Town Center and office and bistro properties to the west of Lake Dillon Drive, based on Walker’s calculations, is 813 spaces. That is comprised of 714 non-residential spaces and 99 residential spaces. This calculation does not take into consideration any shared parking arrangements that may exist between the Town Center condos and the associated commercial uses, nor does it consider any variances, exceptions, or previous versions of the Dillon Municipal Code that may have allowed for a smaller overall requirement for Town Center development in the past. The calculated required number of spaces is significantly higher than the number of actual Town Center parking spaces that currently exist, but this calculation, as noted before, may not reflect actual peak demand generated by all the land uses together functioning in a shared parking context.

Despite the research conducted and described in this report, we cannot accurately make a determination about the exact extent to which condo parking along La Bonte “spills over” into the Town Center without conducting occupancy counts at peak periods during peak seasons.

Also, Walker cannot accurately opine on further, reasonable adjustments down that could be made to ULI’s or Dillon’s existing base recommended/required rates for multi-family residential uses without an understanding of average vacancy rates for the condos in Dillon, for all types/uses of residences (primary home, second home, and short-term rental).

### GENERAL RECOMMENDATIONS

Based on observations, assumptions, and calculations made in Section 2 and 3 of this report, Walker recommends that the parking structure being planned for the site of the Marina Lot and/or in the Town Center have a capacity of approximately between 150 and 200 spaces. Assuming this public facility is free and made available for residents and guests, a garage of this size range would establish adequate parking to serve peak concert evening demand as well as offset most or all of the observed discrepancy between code requirements and number of observed condo parking spaces along La Bonte, which should stop most spillover parking activity from the residential condo complexes that may occur during the winter (assuming changes are made to residential code requirements, discussed further below). Also, this facility could serve overnight parkers more effectively than the current blue and green surface lots, as spaces contained under the top surface deck would be protected from snow and thus would not need to be vacated on an alternating schedule in order to be ploughed. Overnight parkers could thus be concentrated into a single location.

This garage would represent a natural de facto opportunity for shared parking in Dillon since spillover condo parking/winter overnight parking and peak concert parking occur at different times/seasons in a year.

Note that our recommendation is based on the number of additional parking spaces needed to accommodate the largest paid concerts at the Amphitheater, assuming that CMC and all condo parking are off-limits. For the majority of concerts during the summer where the amphitheater is not filled to capacity, there is likely ample existing, available parking within a 7-minute walk. It is a policy decision for town staff and elected officials whether building a parking garage that would be full only on a handful of concert days and special event days a year makes sense. Also, note that this recommendation is based strictly on adjusted calculations derived from ULI’s recommended parking supply rate for outdoor amphitheaters. The recommendation may vary based on

the collection of actual occupancy/demand data during one of the largest, paid concerts in the summer, as well as visual observations of the degree to which CMC and condo parking are used by concert goers in order to further calibrate our model and understand de facto supply and demand imbalances on those days.

In the event that parking supply in the Town Center is augmented separately and independently of the Marina lot, via construction of a pocket garage to replace one of existing Town Center surface lots, our recommendation on construction of a parking structure at the Marina Lot site may change.

Walker also recommends that parking occupancy counts throughout the Town be conducted during peak concert and special event times, for both paid and free concerts. Because of the high degree of uncertainty and potential variability related to trying to determine how much additional parking is needed for concert days given the particular context of the Dillon Amphitheater, the Town should better understand exactly what existing concert parking demand patterns are. Constructing a parking garage with 150 spaces versus 200 spaces would result in a significant saving of time and money, as the cost per space of constructing a parking facility in Dillon, given geographical constraints and other logistical constraints, is in the range of \$30,000 per space. Even if the Town wishes to provide enough parking supply to satisfy demand on peak paid concert days as a matter of policy, there would still be significant financial and political incentive to minimize as much as possible the number of spaces to be constructed.

#### CODE RECOMMENDATIONS

In Walker's opinion, Dillon's off-street parking requirements compare mostly favorably to the peer cities we selected as well as to ULI's recommendations, with no significant outlying requirements found for any use. Dillon's parking code is relatively streamlined and easy to use and understand.

However, Walker has identified a few areas in which the code could be improved or refined further.

#### *MULTI-FAMILY RESIDENTIAL REQUIREMENTS*

All other municipalities researched, as well as ULI base parking ratios, observe a more graduated scale for their multi-family residential parking requirements. Dillon has one requirement for anything fewer than two bedrooms and another for anything two bedrooms or more. This has the result of creating an artificially high requirement for one-bedroom units and an artificially low requirement for units of three bedrooms or more. Dillon's requirement of 1.5 spaces for efficiency units is as high or higher than all but one municipality researched, and is higher than ULI's recommended rate of 1 space. Also, the gaps between residential requirements versus the number of actual existing spaces observed at the condo complexes studied would indicate that Dillon's code requirements are too high.

Walker recommends that Dillon consider revising its multi-family residential code requirements so that they are more graduated and more closely conform to ULI recommended rates. 1 space per unit for studios, 1.5 spaces per unit for 1-bedroom units, 2 spaces per unit for 2-bedroom units, and 2.5 spaces per unit for three or more bedroom units.



Table 18: Existing Dillon Code Requirements for Multi-family Development versus ULI Recommended Ratios

Unit Type	Number of Required Spaces			
<b>Existing Dillon Code Requirements</b>				
Efficiency, Studio, 1-Bedroom	1.5	Spaces per	1	DU
2-Bedroom or Greater	2	Spaces per	1	DU
<b>ULI Recommended Base Ratios</b>				
Efficiency or Studio	1	Spaces per	1	DU
1-Bedroom	1.5	Spaces per	1	DU
2-Bedroom	2	Spaces per	1	DU
3-Bedroom or Greater	2.5	Spaces per	1	DU

Source: Walker Consultants

Another innovative possibility that would be appropriate in a town such as Dillon would be to differentiate amongst multi-family units intended to be used mostly as primary residences versus as second homes and/or short-term rentals, since each type of use has different peak parking demand patterns and levels. A code closer to ULI base ratios or to Dillon’s existing code might be appropriate for primary residences whereas ratios that are lower might be appropriate for second homes.

Walker also recommends that condo parking occupancy counts during peak times of the season be conducted in Dillon in order to better understand what code changes are the most desirable and if supply requirements even lower than ULI’s recommended rates would be appropriate. If the existing condo parking along La Bonte is not over 85% occupied, even during peak times for the peak month, it would suggest that residential requirements be revised considerably down even from ULI rates in order to more closely align supply requirements with actual peak demand in Dillon. Also, condo demand counts would help to inform as to the exact extent to which spillover parking into the Town Center is a problem, in conjunction with the Town Center counts recommended previously.

### COLLEGE PARKING REQUIREMENTS

Dillon’s parking requirement for colleges is inexact and subjective. “Capacity” is not clearly defined, and could refer to the literal physical building capacity for students, the maximum number of students CMC believes the Dillon campus can serve in a calendar year, or the maximum number of students the campus serves on a peak evening. The latter two counts can vary considerably from year to year and count to count. Also, it is unclear whether “Faculty” constitute merely professors and teaching assistants, or administration and staff as well.

Walker recommends that Dillon consider transitioning from a requirement based on student capacity and number of faculty to one that takes into account gross square feet alone. ULI recommends that a rate of 5.47 spaces per 1,000 GSF be used when calculating parking for colleges, which for CMC, would yield a requirement of 105 spaces, close to the requirement Walker calculated based on a maximum student capacity of 200 and 45 faculty. If CMC were to expand its size in the future, it would be a simple calculation to determine how much additional parking might be required.

**Walker also recommends that CMC parking occupancy counts during peak times during the school semester be conducted.** The Town of Dillon could adopt a new code requirement for higher education institutions that is

lower than the ULI or Walker base recommended rate if peak parking demand at CMC is observed to fall under 85%. Occupancy counts at CMC could be conducted as part of the occupancy counts recommended for the greater Town Center.

### SHARED PARKING REDUCTIONS

Most codes studied contain provisions for shared parking reductions. Though Dillon's characteristics make shared parking models challenging, private parties should nonetheless be allowed to apply for a reduction in parking for large, stand-alone, mixed-use developments through a study provided by and paid for by the project that indicates that captive trip ratios and complimentary land uses are such that significant reduction of parking supply is possible and desirable.

### OVERNIGHT WINTER PARKING RECOMMENDATIONS

One strategy to address this potential abuse is to implement a permit program for the overnight use of these lots. This would allow the Town to issue permits for residents and business who need access to overnight parking in the lots. A fee for these permits could be considered in order to pay for the expense of administering and operating the program. Administration would include the verification that the permit is required as well as issuance of the permits. Operating the program would include enforcement of the policy by verifying the permits as well as issuance of tickets and towing. We realize that the enforcement of the program will likely require additional staffing as there are currently no overnight staff to enforce such a program aside from the Police Department.

Through active enforcement, word of an overnight permit program would spread through the community, and use of the overnight parking by non-Dillon residents and businesses would likely decrease. The permit program could alleviate residents' concerns that parking may not be available if they arrive home late at night.

Also, Walker recommends that the Town even out the number of spaces available for overnight parking according to its current blue/green alternating schedule. The Town informed Walker that it plans to incorporate the future supply of the two planned surface lots along Buffalo and La Bonte Streets into the schedule for blue days. Despite the new lots only representing a net gain of 15 spaces, currently none of the on-street parking there is part of the blue/green alternating schedule. If all 71 new off-street spaces were included in the blue schedule, then 148 spaces would be available on those days, resulting in a roughly equal number of spaces being available for overnight parking on all days. Parking availability for spillover residents and residents' guests would increase while the overall overnight parking supply would become more regular and reliable.

It should be noted that Lots B, C, and D are currently not being used for overnight parking on either blue or green days. If, as an alternative to including the new lots' supply of spaces in the blue schedule, those lots' inventory of 72 spaces were added to the blue schedule instead, there would be 149 spaces available on blue days for overnight parking, adding about the same number of additional blue-day spaces as the two new lots would add.

## CONCERT AND EVENT PARKING MANAGEMENT RECOMMENDATIONS

Since a significant amount of the available amphitheater parking is not located adjacent to the facility in a dedicated lot, a great deal of walking is required to get from many of the outer-most spaces. Parking on a first-come, first-serve basis would not allocate parking effectively based on the needs and desire for convenience of concert goers. Therefore, a modest amount of premium parking should be established in the spaces closest to the venue, either in a small surface lot or in the new Marina garage, as an option for non-ADA concert goers who most value convenience and a short walking distance. Revenue from this premium, paid parking could be used to offset operating costs of enforcement and of venue events.

Parking information should be more widely available and more effectively disseminated to concert goers, above and beyond what is available now. Walker recommends the following solutions:

- Placement of an electronic, variable message sign along Lake Dillon Drive just south of the US 6 Highway to alert drivers to which public parking facilities are full and which ones still have parking available.
- Active traffic control for loading-in and loading-out during the biggest concerts of the year. This would be another measure that would complement the variable messaging described above, and would help to further minimize traffic circulation through parking facilities that are already full as well as streamline traffic inflow and outflow before and after concerts.
- Event management staff can work directly with the operators of the major online outlets through which concert tickets are sold to ensure that parking options and availability are displayed for the user to review during the purchasing process. Information should include where to park, whether parking is free or paid, and list and promote alternate methods for getting to a concert.
- The town's website should also include dedicated pages that describe the same information described in the above recommendation. Upon access and browsing of the website by Walker staff, ample information on transportation options was found to be easily available and easy to understand, but information on parking options was lacking.

END OF REPORT