



**Planning and Zoning Commission  
June 7, 2023 - Regular Meeting**

To: Dillon Planning and Zoning Commission  
From: Ned West, AICP, Sr. Town Planner  
Subject: Continued Discussion – Comprehensive Plan  
Agenda Item: 8

**Discussion Item:**

Comprehensive Plan – Continued Discussion

**Background / Time Frame:**

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

## SUMMARY:

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

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

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

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

- Workforce Housing
  - How can it be incorporated in the Core Area Zone District?
    - Parking challenges – Code currently states, “The full amount of parking spaces as required for residential uses must be provided on-site” (§16-6-50).
    - Redevelopment – Through the redevelopment of existing structures in the Core Area, the Town could partner with a developer to negotiate the disposal of Town property.
  - Ballot Measure 2C on the November 8, 2022 election voters provided the Town with the capability to bond up to \$20 million of 5A Workforce Housing Funds for planning, financing, acquiring, constructing, reconstructing, and repairing workforce housing projects.
  - The Town continues to negotiate with the County for the potential County Road 51 Workforce Housing project, now dubbed the Summit Village, currently in its predevelopment phase. Pertinent to this project is a traffic solution on US Highway 6 at Lake Dillon Drive / Evergreen Road and County Road 51
    - Staff is working with Denver Water to negotiate a potential easement for right-of-way improvements necessary to serve the potential housing development
  - Short Term Rental Properties and Impacts on the Community and Housing
  - Zone district considerations
    - Consider permitting duplexes in the Residential Low (RL) zone district

- Accessory Dwelling Unit (ADU) incentives:
        - Tap fee rebate program for property owners who long term rent to qualifying tenants and enter into a workforce housing ADU deed restriction.
        - Code adoption to allow freestanding ADUs – cottage style dwellings has been adopted.
        - Increase marketing of the ADU incentives with an aim of getting additional workforce housing.
      - Summit County Housing Crisis
- Walkability, Connectivity, and Creating a Sense of Place in the Core Area
  - Walkability – the Town has hired a consultant, Clark & Enersen, to perform a Town Center walkability study and design for improvements in the Core Area to create a more walkable Town and enhance connections from Town Park, through the Town Center, and connecting to the Marina, Marina Park, and Amphitheater
    - Held public engagement at the Full Moon Festival on Saturday, March 4, 2023.
    - Launched a survey and received nearly 300 responses.
    - Town staff regularly meets with the consultant as they develop their concept plans.
    - The Council has directed the consultant to focus on the Village Place Alleyway as the first area to design a project.
    - The Town contracted with a surveyor to perform a detailed topographic survey and utility location survey in the area.
  - Wayfinding – the Town has entered into a memorandum of understanding with the University of Colorado – Denver Technical Assistance Program (UTAP) to develop a ‘toolbox’ of wayfinding and informational signage for implementation Town wide to unify the messaging and help to convey a sense of place and arrival. This work will tie in with the ongoing work for unified messaging and sign zone design guidelines.
    - Identify key ‘nodes’
    - Branding
    - Staff continues to meet with the UTAP team with an in-person meeting scheduled for June 9.
- Tourism & Recreation – The Town has created a Recreation Department and hired a recreation manager within the Events Department. The department continues to hire staff and is implementing new activities all the time.
  - Staff is working on developing a new section in the Comprehensive Plan dedicated to Tourism and Recreation in accordance with State Statutes
  - Balance visitors and community residents
  - See **Exhibit ‘A’** for draft goals and policies related to recreation and tourism which were discussed during the meeting last month.

- Transportation
  - Discussed mass transit and “micro transit”
    - Staff has met with a representative with Via (<https://ridewithvia.com/resources/articles/what-is-microtransit/>) and is in discussions with other community partners to consider the micro transit option on a more community-wide scale
    - Staff continue to meet with Summit County community partners in discussing bringing in point to point shared micro transit.
    - Summit Stage issued an RFP for a micro transit feasibility study.
    - The Town is in a conceptual planning phase for a new location for the Summit Stage stop in the Dillon Ridge Marketplace to improve safety, transit routes, and potentially to create a transfer station.
  - Path and trail system expansion
    - The Town has selected Zehren & Associates to prepare the Trails Master Plan. The Town anticipates the final version of the Trails Master Plan before the end of the year.
    - The Town is reviewing the Parks and Recreation Master Plan (last adopted in 2007) and considering potential updates to that document.
    - The Town Council is considering expanding trails through Town to include dirt trails along the lake, and the Trails Master Plan is critical to that concept.
    - The UTAP team is working on wayfinding concepts which will ultimately be utilized for the path and trail system as well as other wayfinding throughout Town.
  - Highway 6 improvements
    - Sidewalk connections. The Town is currently designing a sidewalk connection along the northern side of US Highway 6 to connect Evergreen Road / Lake Dillon Drive to Dillon Ridge Road via an easement through the Dillon Medical Center site. Although anticipated for construction in 2023, the construction might be forced to 2024.
    - Roundabouts – currently two are conceived on U.S. Highway 6 as a necessary improvement for the potential ‘Summit Village’ workforce housing development.
- Community gathering spaces and creating a sense of place.
- Land Use Guidelines and High Priorities (see table on 6-2 of the Comprehensive Plan)
  - Update to reflect what has been accomplished or is in process.
  - Draft new high priorities considering Town Council, Planning Commission, EDAC, and PRACC input on the subject.
- Utilities:
  - Updates are in process with some expansion into water conservation elements being considered for the Comprehensive Plan to align with the State of Colorado Water Plan <https://cwcb.colorado.gov/colorado-water-plan>

- Consider limiting sod areas in new developments.
- Consider establishing watering days / limiting the number of water days per week.
- Smart irrigation systems
  - Moisture / weather sensing and adapted irrigation controllers
  - Forecast controlled irrigation systems.
- Limit wasteful irrigation and limit parking lot island irrigation based on the size of the island to avoid uncontrolled runoff.
- Voluntary water conservation program support
  - Incentivize water conservation and ‘Colorado-scapes’ / native species.
  - Voluntary water restrictions
  - Town is considering adopting unified watering schedules
- QWEL (Qualified Water Efficient Landscaper): the Town has two (2) QWEL trained staff and will encourage QWEL certified landscapers.
- The Town is planning a native species display and educational garden to encourage a transition to native species landscapes.
- See **Exhibit ‘B’** for some draft proposed water related goals and policies reviewed during last month’s meeting. Some edits have been provided based on that discussion.
- Include the Dillon Source Water Basin in the Plan, highlight source water protection and basin preservation.
  - Wildfire fuels mitigation in Dillon’s Source Water Basin
    - Town Council has contributed \$20,000 for the 2023 wildfire fuels mitigation (hazard tree removal) work in the vicinity of the raw water diversion structure on Straight Creek. The project also received grant funding from the National Forest Foundation.
    - Continue to plan for future wildfire fuels mitigation work in the basin.
  - Encourage Xcel to improve overhead power infrastructure.
  - The Town is reviewing other measures that might be taken to ensure source water protection.
- Sustainable land and water use goals
  - Sustainable City Codes: <https://sustainablecitycode.org/>
  - [Refer to the Colorado Water Plan in the Comprehensive Plan.](#)
- Addressing Equity in the Plan
- Expand on the value of green spaces to the health and welfare of the community.

Based on a series of study sessions with the Planning Commission, there are a few areas where the Comprehensive Plan warrants the greatest attention. These are incorporating more about water into the Comprehensive Plan, expanding on Tourism and Recreation, and Housing.

Around these topics, goals and policies need to be developed to include in the Plan. The present goal is to continue to work with the Commission to develop draft language for the Plan and work towards adoption of the amended Comprehensive Plan in 2023. Refer for **Exhibit 'C'** for suggested edits and discussion of the general section for “Existing Land Use Patterns.

Exhibits A through C have been discussed in previous study sessions. **Exhibit D** contains the High Priority Uses table which is in need of updates. It is this table that staff would like to focus on during this study session.

***Exhibit 'A'***  
***Tourism & Recreation***  
***Draft Goals and Policies***

***Tourism and Recreation  
Draft Goals & Policies***

**Goal:** Foster community in Dillon by providing free and low-cost recreational, educational, entertainment and cultural programs to bring residents together

**Policies:** Provide both free and affordable recreational programming such as fitness classes, adult programming, recreational leagues, and youth programming

Invest in free community events with a variety of entertainment, educational and recreational aspects

Offer varied pricing options to encourage local participation

Create opportunities for both beginners and experts to participate in programming and feel a sense of camaraderie with fellow community members

**Goal:** Offer a variety of recreational programs to support both local community and visitors

**Policies:** Activate all amenities and recreation areas in Dillon to provide varied programming and access; including parks, lakefront, amphitheater, winter amenities, nature preserve and disc golf course

Provide variety of programming types, including series and drop-ins to allow participation from both local community and visitors

**Goal:** Provide sustainable and accessible recreational, educational and cultural programs to both visitors and community members

**Policies:** Intentionally plan recreational program to complement existing Town events and operations, being mindful of traffic flow, parking, attendee distribution, and impact on other Town resources

Offer programs that encourage visitors and community members to spend further time within Dillon

Partner with local businesses and organizations to help advertise, provide support, and drive customers to local businesses



***Exhibit 'B'***  
***Water***  
***Draft Goals & Policies***

**Water**  
**Draft Goals & policies**

**Goal:** Protect Dillon's source water basin

**Policy:** Partner with the U.S. Forest Service, the National Forest Foundation, and the Summit County Wildfire Council to implement wildfire fuels mitigation and forest management in the Straight /Creek drainage basin

Continue to champion keeping HazMat vehicles off of I-70 in the Straight Creek Basin

Continue to support the maintenance of sediment catch basins for traction sand coming off of I-70

Educate the community on the importance of protecting water resources

Develop a source water protection plan and an ordinance protecting the source water basin

**Goal:** Increase community awareness of the critical state of the Colorado River Basin and increase water conservation

**Policy:** Launch water conservation initiatives

Expand voluntary watering restrictions

Require smart irrigation controllers and irrigation system designs with conservation in mind. Require separate water meters for irrigation systems related to new developments

Promote native landscapes and consider incentive programs for the installation of native species landscapes

Promote sensible and appropriate trees and shrubs for Dillon's alpine environment

Prepare ~~draught~~ drought response action plan

Promote community awareness

Promote and incentivize noxious weed removal

*Exhibit 'C'*  
*Existing Land Use Patterns*  
*Suggested Edits*

### III. Existing Land Use Patterns

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

The relocation of Dillon ~~and how the roadway network was arranged in the present New Town of Dillon due to~~ the construction of the Robert's Tunnel and Dillon Dam in 1964 established the primary framework for Dillon. ~~The configuration of the Town and subsequent land use decisions~~ continue to have an impact on the community today.

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

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

The development of low density and multi-family residential units within Dillon has been dependent upon market conditions ~~and has not shown any steady pattern of development over the past twenty years.~~ The Town does not expect this ~~erratic timing to change significantly in the near future, and~~ anticipates future residential growth will occur in response to a number of national and local factors. These include the ability for many professionals to work from home using improvements in communication systems and transportation ~~as is now quite apparent since the Covid-19 pandemic,~~ and the need to provide various types of housing opportunities for local permanent residents and ~~seasonal~~ residents employed in the resort industry. The first factor should have the effect of increasing the need for larger, high quality single-family homes, while the second factor, the need to house residents, will increase the need for attainable housing and multi-family units such as townhouses, ~~duplexes, condominiums, and apartments.~~ Workforce housing has been identified as a priority in several of the master plans as well as in Summit County comprehensive planning goals ~~and as reinforced by the Summit County Housing Needs Assessment (year) indicating a shortfall of over 2,000 dwelling units throughout the community.~~ The Town may also see changes in the occupancy patterns in existing housing units as more second homeowners retire permanently to the area, ~~not to mention the short-term rental market substantially impacting the residential character of many properties.~~

**Commercial.** There are two primary commercial areas within Dillon. The first and most important at the present time, based on sales generated, is the commercial center Dillon Ridge Market Place and the area surrounding it ~~and along the U.S. Highway 6 coordinator west of it.~~ Dillon Ridge Market Place is comprised of a major grocery store, sporting goods store, ~~home furnishings stores,~~ restaurants and real estate offices, ~~a movie theater,~~ and other supporting commercial uses within Dillon Ridge as well as

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along Anemone Trail. The Dillon Ridge Marketplace center is located north of the intersection of [U.S. Highway 6](#) and the Dillon Dam Road, and was developed in the mid to late 1990's. [The Dillon Medical Center developed in a vacant area on the eastern side of the center and opening in 2020.](#) A Walgreens store, three quick serve restaurants and three smaller retailers have been completed as part of [The Ridge](#) at Dillon PUD located between Little Beaver Trail and Dillon Ridge Road, [with another restaurant opening there in 2023.](#)

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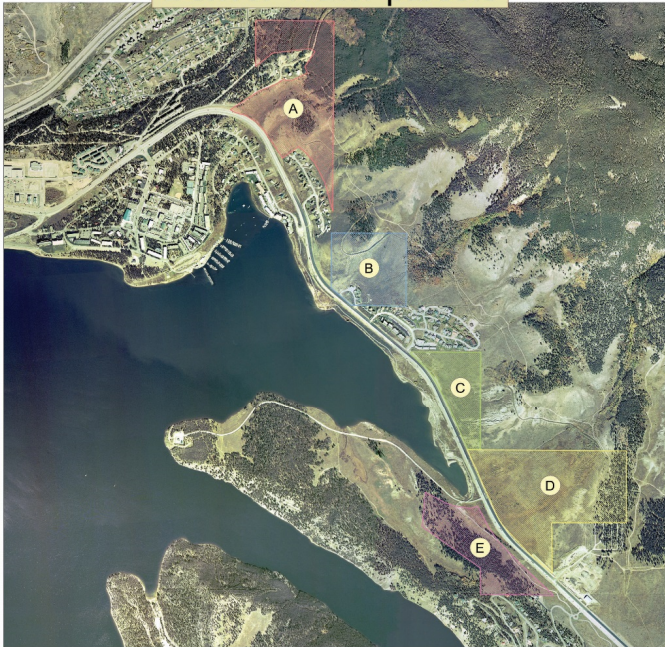
The size of Dillon Ridge and its location have made it the primary commercial center in the community. Previously the Dillon Town Center, or downtown, was the primary commercial center. As [Dillon Ridge Market Place](#) has increased in importance as Dillon's primary commercial center, the Town Center has become more of an office location than a commercial center. The Town Center has become the focus of an economic revitalization planning process guided by the Dillon Town Council and the Dillon Urban Renewal Authority [with various concepts and planning efforts employed over the years.](#) Goals of these recent studies include increasing the year-round residential population in the Town Center, redevelopment of viable businesses, and to promote the connections between the Marina and the Town Center as a way to experience the many valuable assets of the Town. [A walkability consultant hired in 2022 is developing plans for improving connections and a sense of place. The Town is also working a wayfinding design effort to improve connectivity and further improving the sense of place.](#)

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

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## Denver Water parcels



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

- Parcel A – This parcel will be retained by Denver Water for the possibility of a future water diversion structure from Straight Creek. Denver Water has discussed subdividing this parcel to sell a small portion of it to the Town for an expanded Town maintenance facility or possible water storage. Currently, Denver Water has no interest in disposing of any of this parcel.

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- Parcel B – The “caretaker’s parcel”. Denver Water would continue to use this parcel for the use of their maintenance shop and workers’ residences. Denver Water has no interest in disposing of any portion of this parcel.

- Parcel C – Corinthian Hill East. Development could occur in conformance

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with this Comprehensive Plan. Denver Water has no plans for disposal of this property at this time.

- Parcel D – The wetland parcel. Limited development could occur in conformance with this Comprehensive Plan and adopted Wetland Regulations. Denver Water has no plans for disposal of this property at this time.
- Parcel E – Adjacent to the Nature Preserve. Currently, Denver Water is allowed 14 units of residential low density per the Nature Preserve IGA. Denver Water has no plans for disposal of or development this property at this time.

The Town continues to maintain an open dialogue with Denver Water concerning their holdings both within and adjacent to the Town boundaries. The Town has been negotiating a potential land transaction

with Denver Water for a property adjacent to the Town of Dillon for potential annexation and development of workforce housing north of County Road 51 (Parcel F).

**Open Space and Public Land.** Dillon is located in a recreationally oriented county dominated by winter sports and water oriented recreational activities; thus the provision of recreational facilities and services is an important component of community life in Dillon. A Parks and Recreation Master Plan was developed through a community planning process in 2006. Recommendations from this plan were adopted by the Town Council in 2007. This document will be used to inform parks and recreation planning decisions into the future and has been instrumental in the Marina Park improvements and the planning and design process for the Town Park improvements. To further the recreational offerings of the Town, the Town Council created the recreation department in 2022 and that department continues to increase programming.

Recreational facilities within the community include the existing Dillon Town Park just north of the Town Center, the Dillon Marina Park and amphitheater adjacent to Dillon Reservoir, the Dillon Disc Golf Course, winter trails and ice on the lake provide hiking, snow biking, ice skating and ice hockey, and the Dillon Nature Preserve, located on the Robert's Tunnel Peninsula. This 173-acre Nature Preserve parcel was acquired from the Denver Water Board as a component of an annexation and provides the community with a large permanent open space parcel limited to pedestrian use only. In addition, the Town maintains the bicycle and pedestrian systems that tie the community into the countywide system which in Dillon primarily circumnavigates the Dillon reservoir. In 2003, the Town worked cooperatively with the Town of Silverthorne to tie the bike path through Lot 31 on East Anemone Trail. The Parks and Recreation Master Plan noted the need to complete connections within Dillon to the countywide recreation trail. This has been accomplished by the construction of recreation paths on lower Gold Run Circle and Tenderfoot Street, as well as the path along Lodgepole Street that connects to the existing path system by running through Marina Park. In 2015, the Town completed improvements on a disc golf course through a cooperative effort with Denver Water and Summit County on their land near the Dillon Cemetery.

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

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

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Dillon Amphitheatre

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

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

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***Exhibit 'D'***  
***High Priority Uses***

## High Priority Uses:

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