

**PLANNING AND ZONING COMMISSION STUDY ITEM
STAFF SUMMARY
OCTOBER 6, 2021
PLANNING AND ZONING COMMISSION MEETING**

DATE: October 1, 2021

AGENDA ITEM NUMBER: 7

TOPIC:

Study of the Town of Dillon Comprehensive Plan to determine focus areas and public engagement strategies for amendments and updates to the Plan.

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

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, 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.

Please note that the Comprehensive Plan is a guidance document, meaning it's not binding on the Town. However, the Zoning Code is intended to carry out the purposes of the Comprehensive Plan. Please note that the Zone District Map contained therein is in need of updates.

Each zone district detailed in the Dillon Municipal Code has Zone District Purpose Statements which are also intended to carry out the purposes of the Comprehensive Plan. The Planning Commission may recommend amendments to the Purpose Statements, as well, particularly if Commissioners find that they do not align with the Comprehensive Plan. Town staff has worked with a planning consultant in reviewing the zoning code and the development of potential

amendments to update the Dillon Municipal Code. Draft purpose statements are provided.

As part of this discussion item, the Town staff is particularly interested in whether the Commissioners agree with the permitted and conditional uses proposed for each zone district, and whether the Commissioners believe the permitted and conditional uses align with the Comprehensive Plan and the Zone District Purpose Statements.

Town staff would like the Planning Commission to study the Comprehensive Plan and determine if there are portions of the Plan that might warrant focus for potential amendments. The Commission is also asked to consider how they would like to engage the community in developing potential amendments of the Plan.

During the previous Planning Commission study session on the Comprehensive Plan, a few particular areas of interest were discussed:

- Workforce Housing
 - How can it be incorporated in the Core Area Zone District?
 - Parking challenges
 - CR 51 Workforce Housing
- Walkability, Connectivity, and Creating a Sense of Place in the Core Area
- Recreation
- Transportation
 - Discussed mass transit and “micro transit”
 - Highway 6 improvements
- Community gathering spaces
- Land Use Guidelines and High Priorities (see table on 6-2)
- Utilities: updates are in process with some expansion into water conservation elements being considered for the Plan to align with the State of Colorado Water Plan
- Sustainable land and water use goals
- Summit County Housing Crisis

Tasks:

- Community Engagement:
 - Community survey – develop focus areas and questions and complete survey
 - Community event for engagement October 22nd at 5:30 at the Dillon Amphitheater – “The Community Draft” – launch survey and draft community feedback
 - Other means of outreach – suggestions from the Commission?
 - Other engagement events
 -
- Comprehensive Plan Amendments
 - Determine sections to focus on
 - Work on draft amendment language

COMMUNITY SURVEY IDEAS:

A few survey ideas have come together and the Commission is tasked with helping to finalize the survey to launch at the Community Draft event. Here are some example survey questions that are developing:

1. What do you think makes Dillon unique?
 - a. It's downtown
 - b. It's views
 - c. It's outdoors access
 - d. It's waterfront
 - e. It's community
 - f. Other: _____
2. Dillon could improve by focusing on:
 - a. It's downtown
 - b. It's transportation options
 - c. It's outdoors access
 - d. It's waterfront
 - e. It's housing availability
 - f. It's tourist attractions
 - g. It's special events in the winter
 - h. It's special events in the summer
 - i. Other: _____
3. What do you feel is the best means of public engagement when discussing the long-range vision for the Town of Dillon?
 - a. Public Meetings
 - b. Online Surveys
 - c. Mail-in Surveys
 - d. Focus Group Work Sessions
 - e. "Interviews on the Street"
 - f. Other: _____
4. What updates to the Town's Comprehensive Plan seem most warranted to promote broad community values?
 - a. Expand on Walkability & Connectivity
 - b. Expand on Workforce Housing
 - c. Expand on Recreation, Events, & Tourism
 - d. Expand on Climate Action & the Environment
 - e. Expand on Water Conservation
 - f. Expand on Design Elements & Landscaping in the Built Environment
 - g. Other: _____

5. What elements might the Town consider to assist with making the Town Center feel more vibrant and inviting to residents and visitors of the Town?
 - a. Gathering spaces
 - b. Street Activation
 - c. Public Art
 - d. Walkability / Connectivity
 - e. Way finding signage
 - f. Illumination
 - g. Other: _____
6. When considering walkability and connectivity:
 - a. What comes to mind when considering Dillon? _____
 - b. What connections are missing? _____
 - c. What connections do you utilize most? _____
7. Dillon has enough transportation between:
 - a. The downtown and Dillon Ridge
 - b. The downtown and Silverthorne
 - c. The downtown and Frisco
 - d. The downtown and Trailheads
 - e. The downtown and Keystone
 - f. The downtown and area ski resorts
8. Dillon has enough of these transportation options:
 - a. Sidewalks
 - b. Bicycle Lanes / Paths
 - c. Buses
 - d. Ride Share Services
 - e. Parking for people to take their own vehicles
9. If micro-transit or a private shuttle service was introduced into the community:
 - a. Would you consider using it for transportation from town to town? Yes / No
 - b. From town to trailhead? Yes / No
 - c. From town to ski area? Yes / No
 - d. What would you be willing to pay for such ride service? _____
10. What are the greatest issues, challenges, and opportunities facing Dillon?
 - a. Issues: _____
 - b. Challenges: _____
 - c. Opportunities: _____

11. Dillon has enough:
 - a. Retail Shopping
 - b. Restaurants
 - c. Low Income Housing
 - d. Low Density Residential (Houses)
 - e. High Density Residential (Apartments / Condo)
 - f. Hotels
 - g. Town Services
 - h. Outdoor access
 - i. Waterfront activities
 - j. Summer Activities
 - k. Winter Activities
 - l. Open Space / Parks
12. What sort of additional development do you support in Dillon?
 - a. Retail Shopping
 - b. Restaurants
 - c. Low Density Residential (Houses)
 - d. High Density Residential (Apartments / Condo)
 - e. Town Services
 - f. Outdoors Access
13. Considering the Town of Dillon as it relates to the community's vision:
 - a. Where are we today? _____
 - b. Where are we going? _____
 - c. Where do we want to be? _____
 - d. How do we get there? _____
14. Along the same lines as the above questions (maybe they are combined):
 - a. What matters most? _____
 - b. If we do nothing, where will we be in 10 years? _____
 - c. Where do we want to be in 10 years? _____
 - d. What actions should we take to get there? _____

IDEAS?

ATTACHMENTS:

1. 2017 Comprehensive Plan
2. Draft Zone District Purpose Statements
3. Draft Zoning District Use Schedule
4. APA PAS Report 578: Sustaining Places: Best Practices for Comprehensive Plans

DEPARTMENT HEAD RESPONSIBLE: Scott O'Brien, Public Works Director

Town of Dillon 2017 Comprehensive Plan

ACKNOWLEDGEMENTS

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Section 1: Introduction and Administration

I. Introduction

The 2017 Comprehensive Plan amendments include:

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

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

In general, the Comprehensive Plan:

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

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

Town of Dillon Mission Statement

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

Town of Dillon Town Council Public Policy Goals

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

Town of Dillon Brand Platform

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

II. Purpose

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

III. Plan Development

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

IV. Plan Revisions and Updates

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

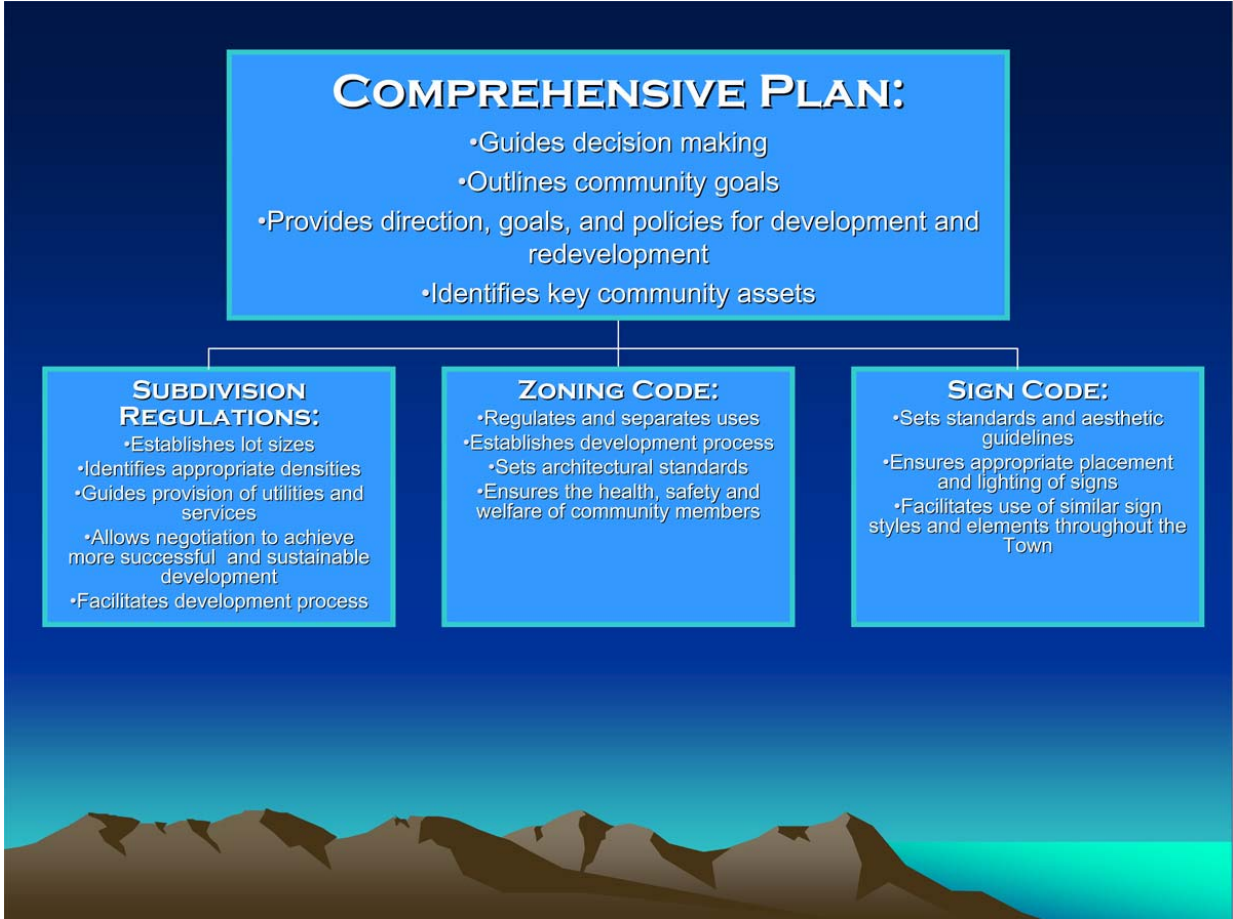
Minor changes to the plan which have little effect on the Town should be made as needed to maintain the plan as an up to date guideline for community decision-making.

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

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

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

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



V. Goals and Policies

Administration

Goal: *To achieve public interest, understanding, and support of the planning process and to provide adequate opportunities for the community to participate on a continuous basis in the preparation and review of the Town's Comprehensive Plan.*

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

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

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

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

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

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

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

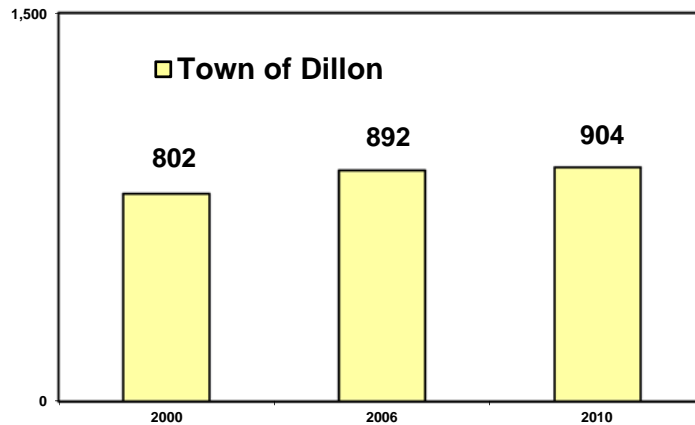
Section 2: Background and Setting

I. Background

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

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

Town of Dillon Population Trends



II. Geographical Setting and Planning Influences

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

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

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

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

III. Existing Land Use Patterns

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

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

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

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

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

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

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

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

Denver Water parcels



■	Parcel A - 70 ac total - unknown acres developable
■	Parcel B - 41 ac total - 25 acres developable
■	Parcel C - 29 ac total - 26 acres developable
■	Parcel D - 85 ac total - 48 acres developable
■	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.

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

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

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

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

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

adjacent to the Town boundaries.

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

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

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

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

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



Dillon Amphitheatre

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

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

Section 3. Economic Overview

I. Introduction

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

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

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

II. Statistics

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

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

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



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

III. Goals and Policies

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Section 4: Natural & Manmade Environment

I. Introduction

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

II. Values

Air Quality:

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

Water Quality:

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

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

Wetlands:

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



Wildlife Protection:

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

Noise Pollution:

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

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

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

Aesthetics:

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

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



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

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

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

Light pollution:

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

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

Landscaping:

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



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

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



Wildfire:

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

III. Goals and Policies

Natural Environment

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Air Quality:

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

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

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

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

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

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

Water Quality:

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

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

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

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

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

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

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

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

Wildlife:

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

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

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

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

Noise Pollution:

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

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

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

Pursue sound barriers and other sound mitigating measures with CDOT.

Goal: *Increase enforcement of noise pollution violations.*

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

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

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

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

Aesthetics:

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

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

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

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

Budget for phased implementation of key priority Marina projects.

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

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

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

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

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

Light Pollution:

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

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

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

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

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

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

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

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

Wildfire:

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

Policies: Continue participation in the County Wildfire Council.

Assist homeowners in creating defensible space around homes.

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

Section 5: Urbanization

I. Introduction

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

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

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

II. Comprehensive Plan Boundary:

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

In general, the Comprehensive Plan Boundary contains areas which:

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

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

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

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

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

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

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

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

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

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

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

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

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

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

III. Three Mile Plan

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

IV. Annexations

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

V. Goals and Policies

Urbanization:

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

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

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

Comprehensive Plan Boundary:

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

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

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

Annexations:

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

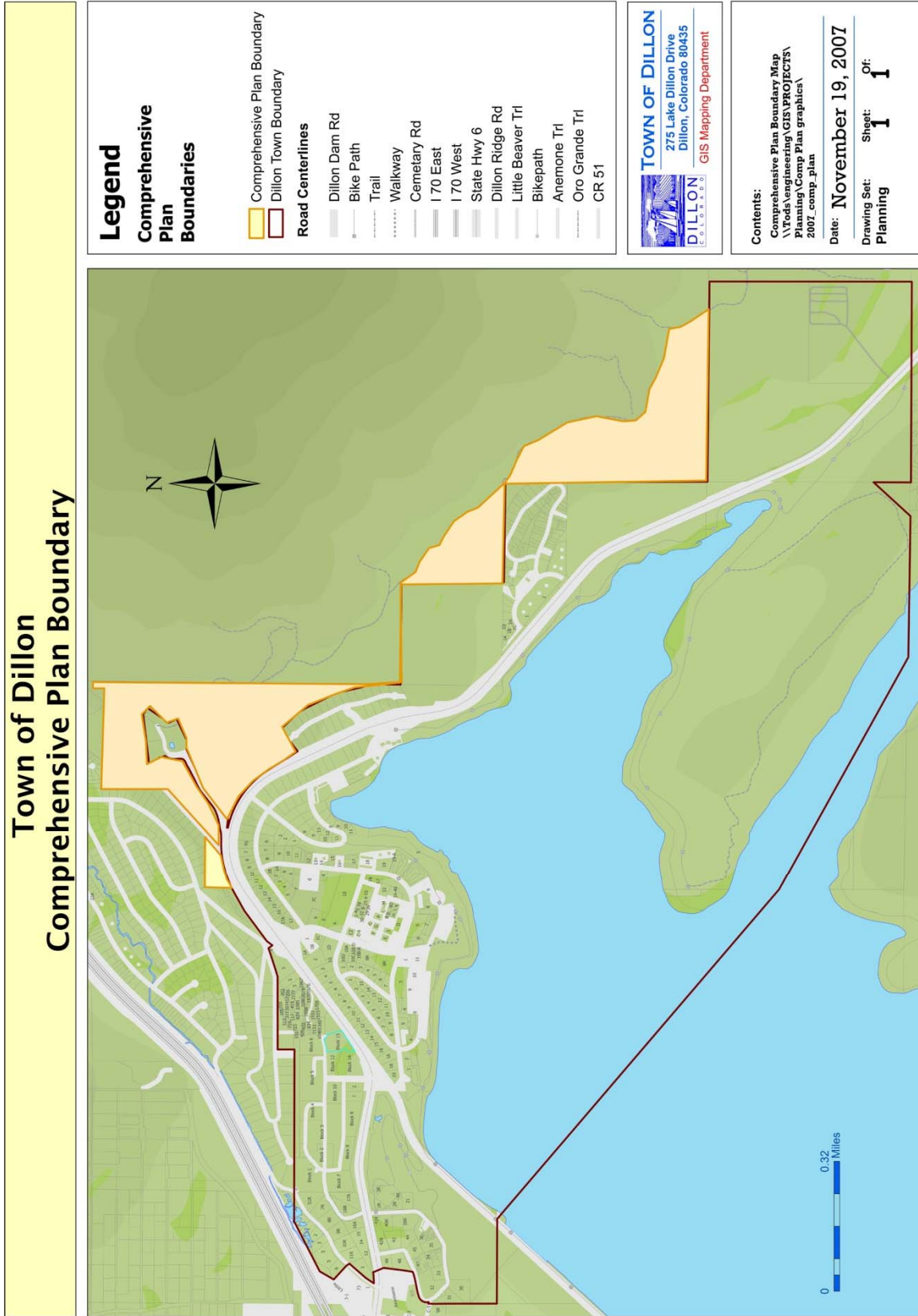
Policies: Annex land only on the basis of findings that support the need for additional developable land in order to maintain an orderly growth pattern within the Town's service capabilities.

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

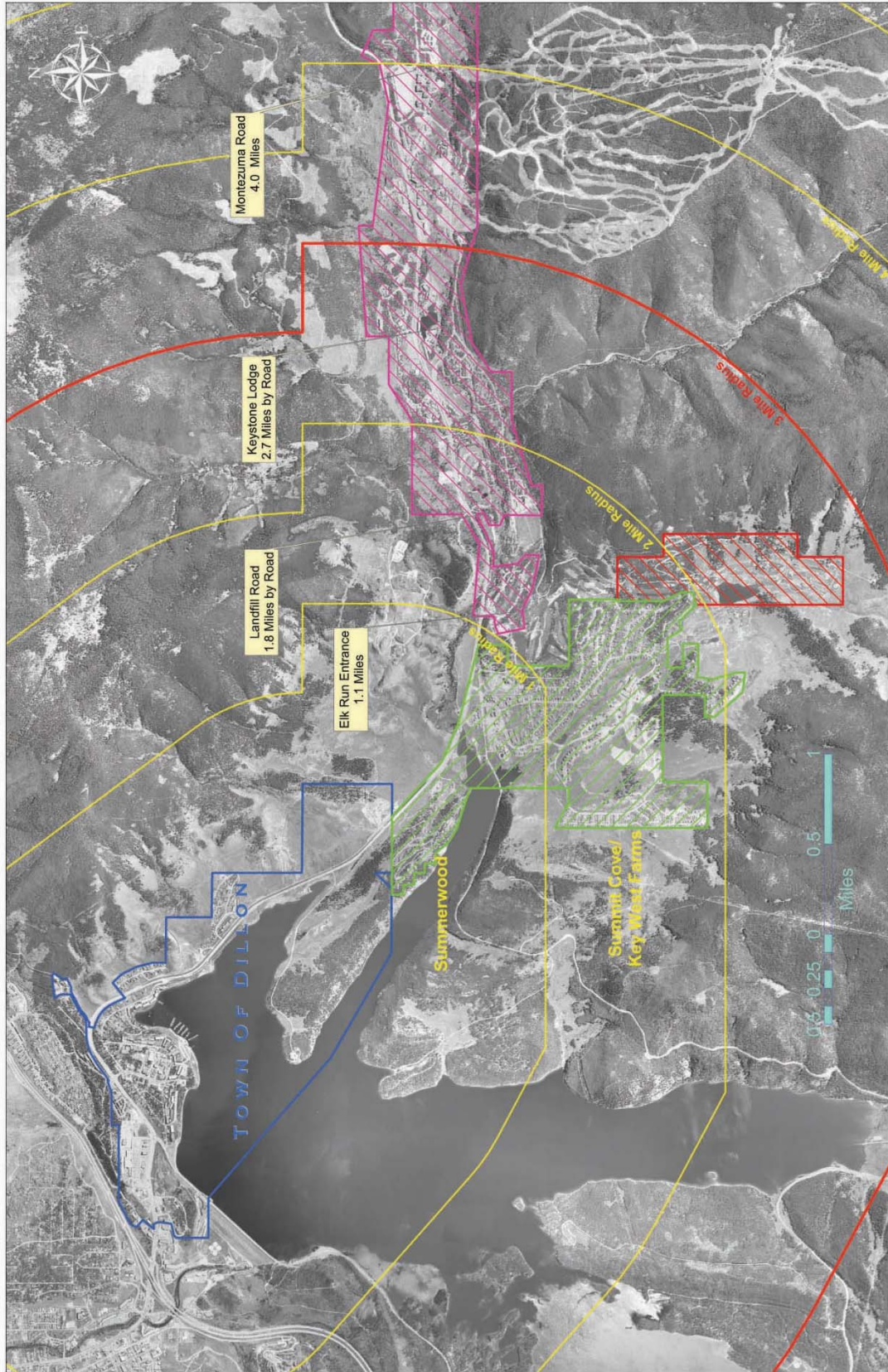
Do not annex those areas unwilling to provide needed facilities or services, or unwilling to upgrade existing substandard facilities prior to or upon annexation.

Annex undeveloped land based on the following general criteria:

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



• Exhibit 1: Comprehensive Plan Boundary



• Exhibit 2: Three Mile Plan Map

Section 6: Land Use Element

I. Introduction

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

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

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

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

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

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

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

II. Land Use Guidelines

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

High Priority Uses:

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

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

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

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

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

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

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

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

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

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

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

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

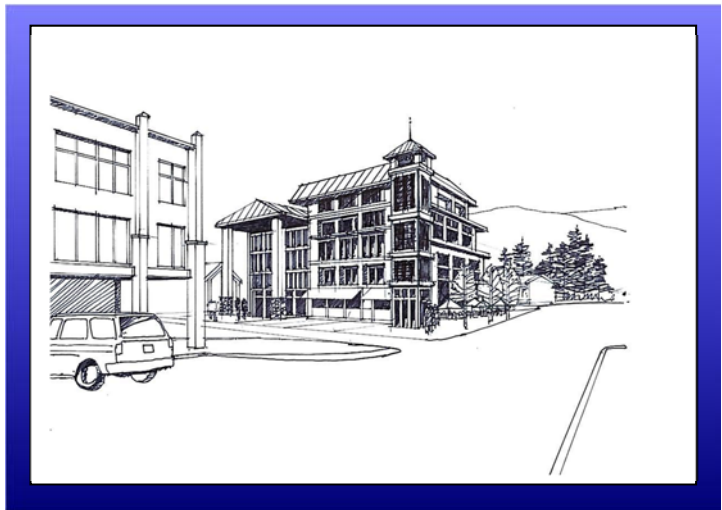
1. Residential uses should be limited to above the first floor in areas of key retail and commercial activity, such as frontage along Lake Dillon Drive. Stand-alone residential projects should be considered in the Mixed-use zoning district where the parcels do not occupy key retail frontage areas, or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

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

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

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

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



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

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

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

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

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

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

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

III. Residential / Mixed Use Zoning Classifications

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

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

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

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

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

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

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

IV. Dillon Marina

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



V. Goals and Policies

Land Use:

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Policies: Base the plan on the following concepts:

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

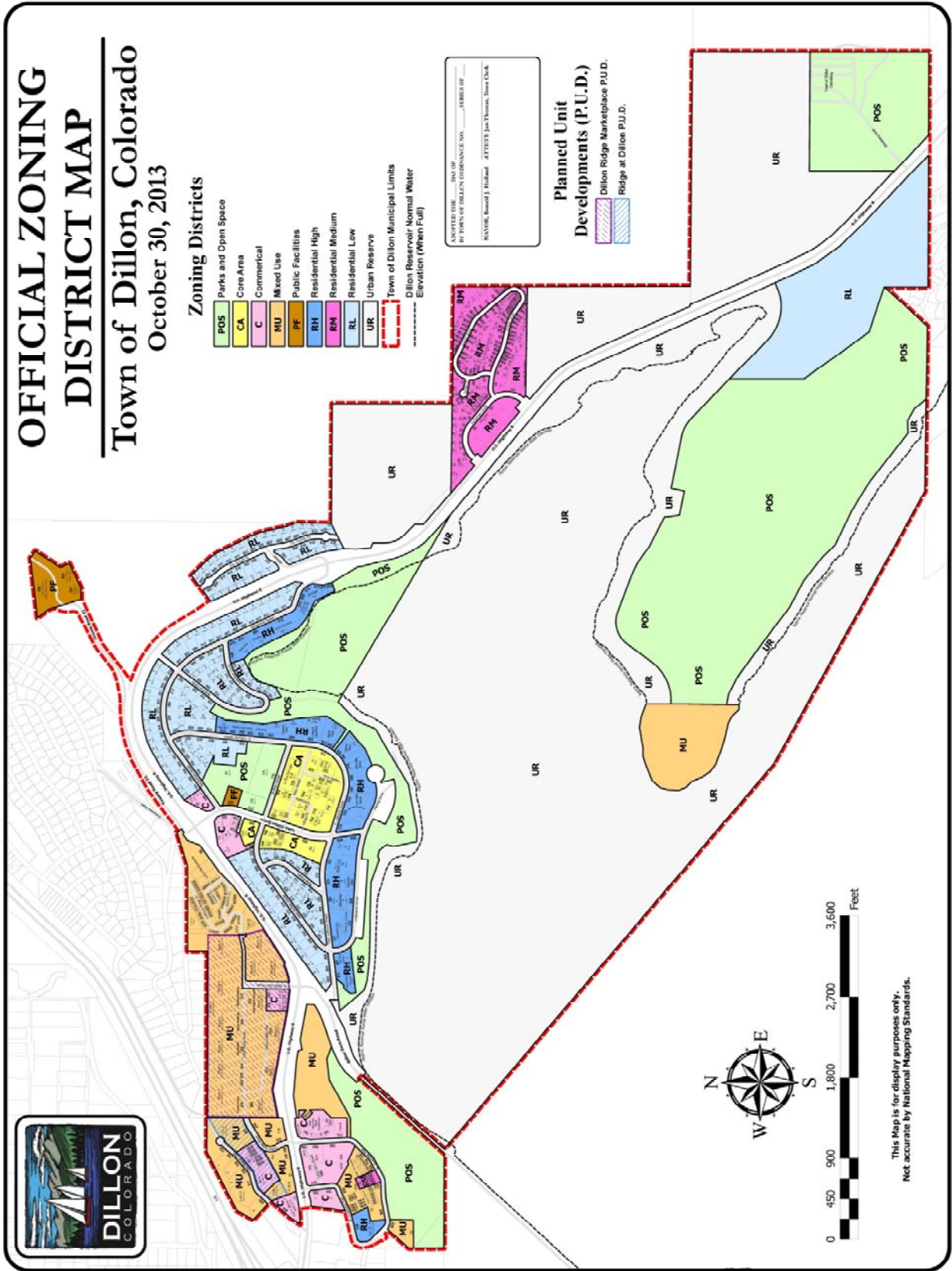
Goal: *Develop and implement a Marina Master Plan Policy and Asset Management Plan.*

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

Prioritize and budget marina improvements in a phased timeline.

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

Exhibit 3: Town Zoning Map



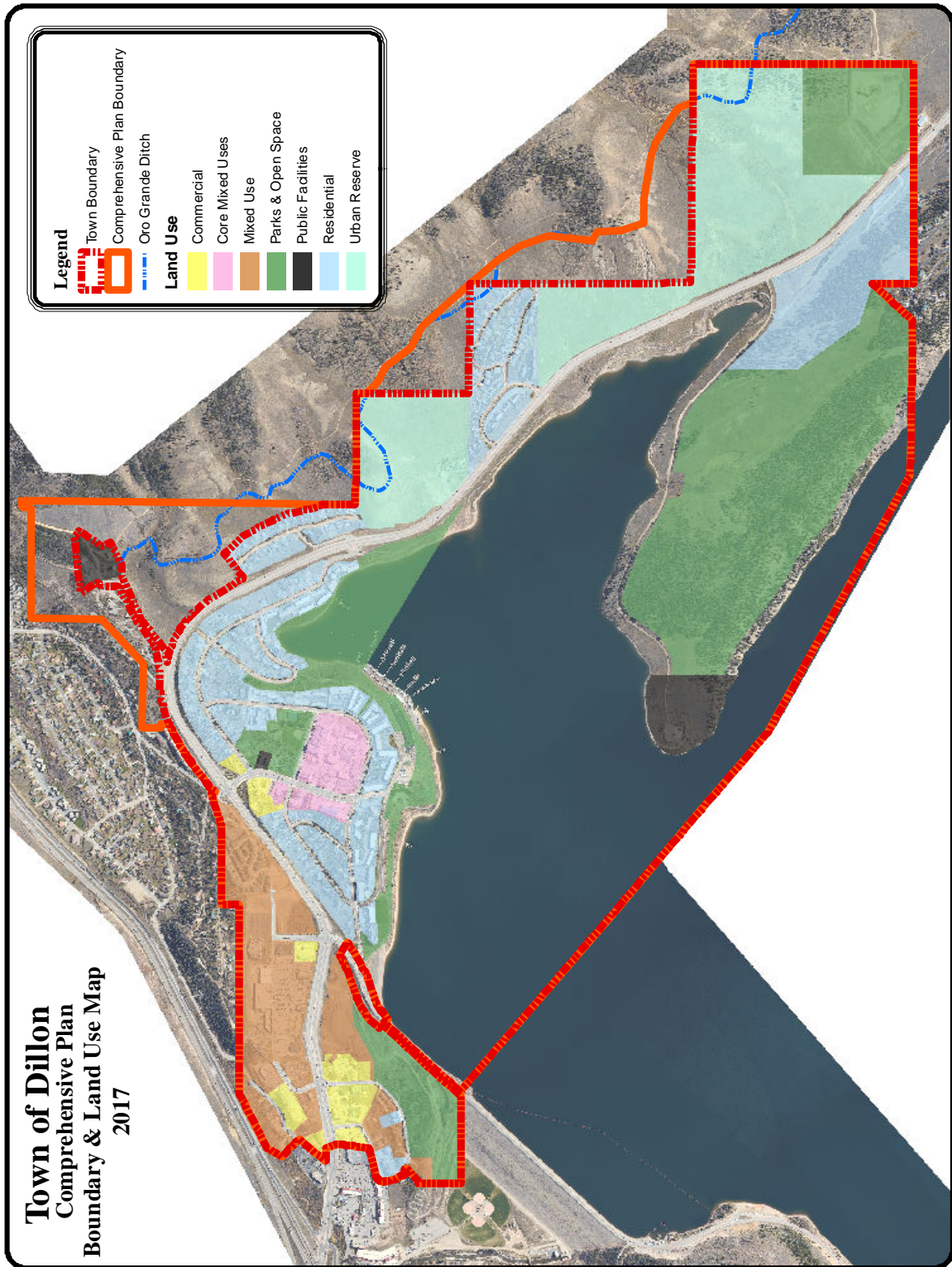


Exhibit 4: Land Use Map

Section 7: Circulation

I. Introduction

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

II. Street System.

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

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

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

III. Street Classifications.

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

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

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

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

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

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

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

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

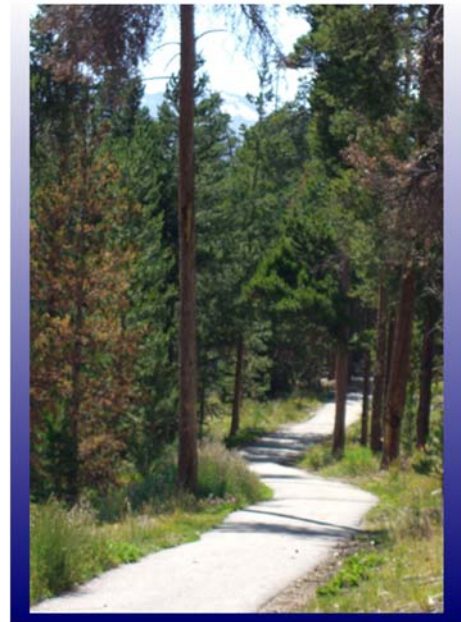
IV. Bicycle & Pedestrian System.

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

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

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

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



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

Specific improvements that should be considered include the following:

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

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

V. **Parking.**

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

VI. **Mass Transit.**



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

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

IX. **Other Circulation System Elements.**

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

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

VII. Goals and Policies

Streets:

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

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

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

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

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

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

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

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

Bicycle and Pedestrian Ways:

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

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

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

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

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

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

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

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

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

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

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

Specific projects to facilitate better circulation include:

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

Mass Transit:

Goal:

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

Policies:

Cooperate with public and private agencies to encourage public transportation.

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

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

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

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

Land Use:

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

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

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

Parking:

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

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

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

Section 8: Community Facilities and Utilities

I. Introduction

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

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

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

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

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

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

II. Town of Dillon Facilities.

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

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

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

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

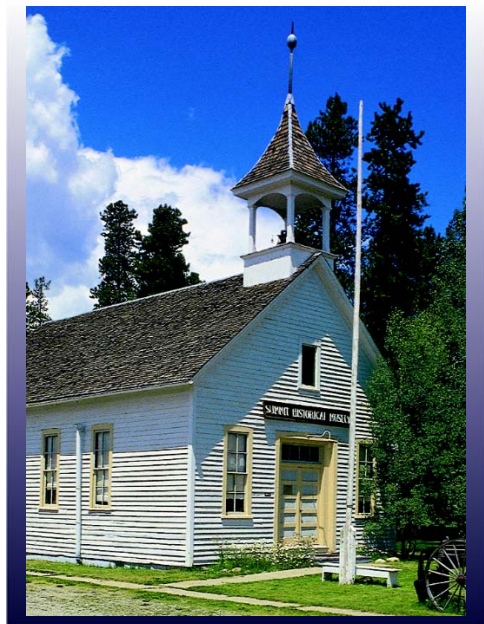
Marina Park, while an asset to the community, was identified as needing additional improvements to ensure that it would serve the needs of the Town for years to come. The GreenPlay Parks and Recreation Master Plan noted that Marina Park is being “loved to death”. The new Marina Park playground was completed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

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

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

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

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



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



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

III. Parks and Open Space

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

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

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



IV. Education

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

V. Public Safety

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

VI. Fire Protection.

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

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

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

VII. Utilities.

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

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

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

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

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

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

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

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

VIII. Build Out Projections

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

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

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

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

IX. Goals and Policies

Community Facilities and Utilities:

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

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

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

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

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

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

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

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

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

Historic Preservation:

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

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

Fire Protection:

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

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

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

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

Sewer Facilities:

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

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

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

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

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

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

Water System:

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

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

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

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

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

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

Cemetery:

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

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

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

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

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

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

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

Continue to work with and support the Dillon Cemetery Committee.

Goal: *To expand the cemetery.*

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

Parks and Open Space:

Goal: *To facilitate pedestrian linkages in Town.*

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

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

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

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

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

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

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

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

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

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

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

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

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

Other Systems:

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

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

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

Section 9: Implementation

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

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

Special Study Area

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

Town Center Revitalization

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

Marina Master Plan

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

Historic Preservation Plan

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

Parks and Recreation

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

I. Summary

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

Zone District Purpose Statements

Section 16-3-210. - Residential Low Density (RL) Zone.

In the RL zone, the following regulations shall apply:

- (a) *Purpose.* The purpose of this zone district is to provide areas suitable and desirable primarily for single-family uses with provisions for associated public service uses. This zone is intended to preserve or create quiet residential neighborhoods that are harmonious with existing development. New development and alterations of existing development should conform to the character of the existing uses and architecture within this district. This district is intended for residential uses; however, uses compatible with residential uses may be allowed if they conform to the intent of this district. Generally, commercial uses would not be consistent with the character of this district.
-

Section 16-3-220. - Residential Medium Density (RM) Zone.

In the RM zone, the following regulations shall apply:

- (a) *Purpose.* The purpose of this zone district is to provide areas suitable and desirable for a mixture of housing types for residents and visitors. While single-family and duplex dwellings are desired in this district, multi-family dwellings and other support services and uses may be allowed following a conditional use permit if they are compatible with the neighborhood. Limited accessory uses that serve the residential uses are allowed.
-

Section 16-3-230. - Residential High Density (RH) Zone.

In the RH zone, the following regulations shall apply:

- (a) *Purpose.* The purpose of this zone district is to provide areas suitable and desirable for multi-family dwellings with provisions for associated public service uses, in close proximity to the core area or lake. Residential developments between fifteen (15) and sixty-five (65) dwelling units per acre gross density are encouraged in this district. This district includes existing hotel and condominiums areas and other areas suitable for intensive residential uses. Related uses serving residents and visitors such as retail and restaurants are also allowed subject to conditional review. This district is intended to encourage high quality intensive residential uses for both visitors and permanent residents. Developments should be designed to complement the surrounding areas and blend into the architectural character of the community.
-

Section 16-3-240. - Core Area (CA) Zone.

In the CA zone, the following regulations shall apply:

- (a) *Purpose.* The purpose of this zone district is to preserve and enhance areas within the commercial core of the community for concentrated retail sales and businesses that will serve the pedestrian shopper. This district is the retail, commercial, and entertainment core of the community for both visitors and residents, with mixed-use buildings consisting of first floor commercial and upper floor residential uses permitted. The intent is for this area to be a dominant retail and entertainment

center, and thus more intensive development of the area is encouraged than elsewhere in the community. Core Area uses should be buffered from surrounding areas to minimize adverse impacts. The intent is to create a pedestrian-friendly environment with automobile access encouraged in the peripheral areas through parking lots or structures. Design, landscaping and signage should complement the intimate character of this area as a retail and entertainment center.

Section 16-3-250. - Commercial (C) Zone.

In the C zone, the following regulations shall apply:

- (a) *Purpose.* The purpose of this zone district is to provide areas suitable and desirable for a wide range of auto-oriented commercial and business uses in compact clusters adjacent to major thoroughfares. This district is intended as a commercial area containing retail, offices, and personal service establishments. This area should serve automobile travelers but should also be designed to allow pedestrian and bicycle access. Development in this district should not be strip commercial in nature but should have internal circulation drawing traffic off the street. Individual access for individual uses is discouraged. Development is encouraged to promote high quality design, attractive landscaping, and compatible signage. Uses in this district should typically be those serving the traveling public or those that require a larger area than can be provided in the core area. Uses in this district should not necessarily compete with core area businesses, but they should provide other services to the public.
-

Section 16-3-260. - Mixed Use (MU) Zone.

In the MU zone, the following regulations shall apply:

- (a) *Purpose.* The purpose of the MU zone district is to recognize areas that possess potential for a combination of different land uses (residential, office, commercial) on a single lot and/or within a single building. This district is intended as an area comprised of retail/office development with residential uses integrated as a secondary use. It is desired that a carefully planned clustering of these uses will result in harmonious development. Mixed-use buildings or developments are desired, but single-use buildings may be allowed, subject to the requirements of this Section.
-

Section 16-3-270. - Parks and Open Space (POS) Zone.

In the POS zone, the following regulations shall apply:

- (a) *Purpose.* The purpose of this zone district is to provide locations for public parks, open spaces, and other amenities open to the public and for public use. This zone district includes existing parks and open space, and land with major geologic constraints. It also includes facilities such as the marina, amphitheater, and the Town administrative offices. Additions to the other facilities located in this district are compatible with this category, but no major new uses or additions would be compatible if they adversely impacted parks and recreational uses. The intent is to protect open areas while allowing the expansion of special uses that are consistent with open space areas.
-

ATTACHMENT #2

Section 16-3-280. - Public Facilities (PF) Zone.

In a PF zone, the following regulations shall apply:

- (a) *Purpose.* The purpose of this zone district is to provide areas suitable and desirable for governmental entities and service provider uses and facilities necessary to meet the service needs and demands of the public.
-

Section 16-3-295. – Zoning District Use Schedule.

Uses not identified in the use schedule below shall be prohibited. The Town Manager or their designee shall make the determination on all proposed uses based on the use schedule and the definitions established in this Chapter.

Key:

“P” is a use permitted in the zone district following applicable reviews and issuance of any required Development Permit, if applicable, in accordance with the Zoning Application Review Procedures set forth in Article II, and other applicable provisions of this Chapter.

“C” is a use which may be allowed following a Conditional Use and issuance of any required Development Permit, if applicable, in accordance with the Zoning Application Review Procedures set forth Article II, if it is determined that the proposed development conforms to the conditional use criteria set forth in Article IV, Division 2.

Any use not indicated as a “P” Permitted or “C” Conditional Use in the Schedule of Uses is not allowed in that particular zoning district.

Use	Zone District									
	RE	RL	RM	RH	CA	C	MU	POS	PF	UR
Adult Business (See Section 16-4-210)						C				
Agricultural production						C				
Art Gallery					P	P	P			
Assisted Living Facility				P		P	P			
Athletic Facility					C	C	C	P		
Automobile truck, marine or RV sales						C				
Automobile services						P	C			
Bar					P	P	P			
Bed and Breakfast				C	C					
Brewery						P				
Brewpub					P	P	P			
Caretaker Unit	C	C							P	
Cemetery								C		C

ATTACHMENT #1

Use	Zone District										
	RE	RL	RM	RH	CA	C	MU	POS	PF	UR	
Child Care Center			C	C	P ¹	C	P				
Colleges			C	C	C						
Commercial Greenhouse					P	P	C				
Community Center			P	P		P	C	P	P		
Distillery					P	P	P				
Distribution Center						P	C				
Doggie Day Care						C	C				
Drive-Thru Facility						C	C				
Dwelling Unit, Duplex			P	P							
Dwelling Unit, Multi-Family			C	C	P ²	P					
Dwelling Unit, Single-Family	P	P								C ³	
Entertainment Facility					C	P	P				
Family Child Care Home	P	P	C	C			C				
Group Homes			C	C			C				
Hotel/Motel or Hotel/Motel Suite			C	P	P	P ⁴	P	C			
Hospital				C	C	P	P				
Kennel											
Lumberyard						C					
Manufacture, Fabrication or Processing of materials											
With outdoor storage, noise, or dust						C					
Without outdoor storage, noise, or dust					P	P	C				
Manufactured Home (See Section 16-4-250)											
Large	P	P	P	P							
Small		C									
Marina								P			
Medical Clinic					P	P	P				

¹ Child Care Centers shall not be allowed within three hundred (300) feet of the Lake Dillon Drive right-of-way. [In order not to clutter the table, we may consider a general provision in Article I to address how distances are determined (e.g., from edge of ROW to closest edge of the building, etc.)]

² Multi-Family dwellings on the ground floor shall require a Conditional Use approval.

³ Only permitted on lots equal to or greater in size than five (5) acres.

⁴ The use shall provide a density of fifteen (15) to sixty-five (65) guest rooms per acre.

ATTACHMENT #1

Use	Zone District										
	RE	RL	RM	RH	CA	C	MU	POS	PF	UR	
Medical marijuana business ⁵					P	P	P				
Membership Clubs and Lodges					C	C	C				
Mobile Home											
Multi-family dwelling units located above a permitted commercial use					P		P ⁶				
Museum											
Office					P	P	P				
Outdoor amusement facility					C	C	C				
Outdoor storage						C					
Parking Lots					P						
Parks	P	P	P	P	P	P	P	P	P		
Pawnshop ⁷						C					
Personal services establishments				C	P	P	P				
Pet Grooming	C				C	C	C				
Place of Assembly or Worship ⁸	C	C	C	C	C	C	C		C		
Public Service Facility	C	C	C	C	C	C	C		P		

⁵ Medical Marijuana business shall be licensed and regulated pursuant to Article VII, Chapter 6 of this Code.

⁶ When in compliance with supplemental standards 16-3-170(f)(2).

⁷ When in compliance with regulations set forth in Chapter 6, Article IX of this Code.

⁸ Places of assembly shall not be allowed within three hundred (300) feet of the Lake Dillon Drive right-of-way.

ATTACHMENT #1

Use	Zone District										
	RE	RL	RM	RH	CA	C	MU	POS	PF	UR	
Public Utility / Public Utility Facility	C	C	C	C	C	C	C	C	C		
Recycling Facility						C					
Restaurant											
Without drive-through facility				C	P	P	P				
With drive-through facility						P	C				
Retail stores				C	P	P	P				
Retail Marijuana establishment ⁹					P	P	P				
Salvage Yard							C				
Sawmill							C				
School		C	C	C	C	C					
Self-Storage Facility						C					
Senior Housing			P	P	C		C				
Short-Term Rentals ¹⁰	P	P	P	P	P		P				

⁹ Retail Marijuana establishments shall be licensed and regulated pursuant to Article VIII, Chapter 6 of this Code.

¹⁰ All Short-Term Rental License rules and regulations set forth in Article XI of Chapter 6 of this Code shall be met.

ATTACHMENT #1

Use	Zone District										
	RE	RL	RM	RH	CA	C	MU	POS	PF	UR	
Small Cell Facility	P	P	P	P	P	P	P	P	P		
Solar energy facility						C		C	C		
Telecommunication Facilities	C	C	C	C	C	C	C	C	C		
Tiny Home	C	C	C								
Veterinary clinic					C	P	P				
Wholesale trade Class 1				C	C ¹¹	C	C				
Wholesale trade class 2						C					
Winery	C					C					
Accessory Uses											
Accessory Apartment (See Section 16-4-200)	C	C	C	C	C	C	C				
Accessory Uses and Structures	P	P	P	P	P	P	P	P	P	P	
Parking or storage uses accessory to a primary single-family use and located on an adjoining lot.	C	C	C	C							
Home Occupation (See Section 16-4-235)	P	P	P	P	P						
Outdoor storage (Screened or unscreened)						P	P				
Seasonal Outdoor Sales ¹²	C				P	P	P	P			
Special Events ¹³	P	P	P	P	P	P	P	P	P		

¹¹ Wholesale trade principal uses shall not be allowed directly on Lake Dillon Drive right-of-way.

¹² A Special Event Permit shall be obtained from the Town prior to commencing the seasonal sale unless such permit is not required by the Town.

¹³ A Special Event Permit shall be issued by the town prior to commencing any Special Event [or reference the established criteria].



American Planning Association

Making Great Communities Happen

PAS REPORT 578

SUSTAINING PLACES: BEST PRACTICES FOR COMPREHENSIVE PLANS

David R. Godschalk, FAICP, and David C. Rouse, AICP

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ON THE COVER

Aerial view of Seattle skyline in Washington State.
(iStockphoto.com/KingWu)

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EXECUTIVE SUMMARY

OVERVIEW: BACKGROUND OF THE SUSTAINING PLACES INITIATIVE

Sustaining Places: Best Practices for Comprehensive Plans is the result of a four-year effort by the American Planning Association (APA) to define the role of comprehensive plans in addressing the sustainability of human settlements. The comprehensive plan, also called the general plan or community master plan, is the official statement of a local government establishing policies for its future long-range development. APA announced the Sustaining Places Initiative at the World Urban Forum in Rio de Janeiro in 2010, after which a 11-member Sustaining Places Task Force was appointed to explore the role of the comprehensive plan as the leading policy document and tool to help communities of all sizes achieve sustainable outcomes. The task force's work culminated in the 2012 APA report *Sustaining Places: The Role of the Comprehensive Plan* (PAS Report 567). Focusing on both the comprehensive planning process and its outcomes, the task force termed the process "planning for sustaining places" and the goal of that process, the desired outcomes, "sustainable communities":

Planning for sustaining places is a dynamic, democratic process through which communities plan to meet the needs of current and future generations without compromising the ecosystems upon which they depend by balancing social, economic, and environmental resources, incorporating resilience, and linking local actions to regional and global concerns. (Godschalk and Anderson 2012, 4)

As documented in the PAS Report, the task force identified eight principles that make up the foundation of planning for sustaining places. In addition, the task force reviewed leading comprehensive plans to evaluate the extent to which they incorporated these principles.

Following publication of the report, APA established a working group to develop these principles into a resource for communities to use to integrate sustainability into comprehensive plans. The working group developed a set of best practice standards derived from the principles, drafted a scoring system and procedure to recognize and potentially designate plans for achievement in "sustaining places," and held a workshop to test the draft standards and scoring system at APA's 2013 National Planning Conference in Chicago. Following the conference, work continued on the project to refine the standards and address issues identified by the working group and workshop participants. As part of this work, APA enlisted the assistance of 10 "pilot communities" that were developing comprehensive plans. These communities applied the standards to their plans and planning processes. Four communities with completed comprehensive plans (including one of the pilot communities) agreed to pilot-test the draft standards and scoring procedure with their plans. The communities re-

ported on their findings at a second workshop held at the 2014 National Planning Conference in Atlanta.

This report presents the completed set of standards and the scoring system that incorporates the work of the pilot communities and the results of the Atlanta workshop. While these standards may evolve further as they are refined and applied more widely, they are offered here as a resource and toolkit for communities seeking to integrate sustainability principles and practices into their comprehensive plans. In addition to describing the standards, the report outlines a voluntary procedure for APA recognition of comprehensive plans that achieve defined levels of quality for inclusion of sustainability best practices.

COMPREHENSIVE PLAN STANDARDS FOR SUSTAINING PLACES

The comprehensive plan standards are organized into a framework of related components: (1) six principles, (2) two processes, and (3) two attributes. Each of these components is implemented through a set of best practices. Collectively, these principles, processes, attributes, and supporting best practices define what the comprehensive plan for sustaining places *should do*.

Principles are normative *statements of intent* that underlie a plan's overall strategy, including its goals, objective, policies, maps, and other content. The six principles are:

- 1. Livable Built Environment:** Ensure that all elements of the built environment—including land use, transportation, housing, energy, and infrastructure—work together to provide sustainable, green places for living, working, and recreating, with a high quality of life.

2. **Harmony with Nature:** Ensure that the contributions of natural resources to human well-being are explicitly recognized and valued and that maintaining their health is a primary objective.
3. **Resilient Economy:** Ensure that the community is prepared to deal with both positive and negative changes in its economic health and to initiate sustainable urban development and redevelopment strategies that foster green business growth and build reliance on local assets.
4. **Interwoven Equity:** Ensure fairness and equity in providing for the housing, services, health, safety, and livelihood needs of all citizens and groups.
5. **Healthy Community:** Ensure that public health needs are recognized and addressed through provisions for healthy foods, physical activity, access to recreation, health care, environmental justice, and safe neighborhoods.
6. **Responsible Regionalism:** Ensure that all local proposals account for, connect with, and support the plans of adjacent jurisdictions and the surrounding region.

Processes are *planning activities* that take place during the preparation of a comprehensive plan and define how it will be implemented. The two processes are:

7. **Authentic Participation:** Ensure that the planning process actively involves all segments of the community in analyzing issues, generating visions, developing plans, and monitoring outcomes.
8. **Accountable Implementation:** Ensure that responsibilities for carrying out the plan are clearly stated, along with metrics for evaluating progress in achieving desired outcomes.

Attributes are *plan-making design standards* that shape the content and characteristics of comprehensive plans. The two attributes are:

9. **Consistent Content:** Ensure that the plan contains a consistent set of visions, goals, policies, objectives, and actions that are based on evidence about community conditions, major issues, and impacts.
10. **Coordinated Characteristics:** Ensure that the plan includes creative and innovative strategies and recommendations and coordinates them internally with each other, vertically with federal and state requirements, and horizontally with plans of adjacent jurisdictions.

Best practices are the *planning action tools* that communities employ to activate the principles, processes, and

PILOT COMMUNITIES

Community	Population
Savona, New York	822
Foxborough, Massachusetts	16,865
Wheeling, West Virginia	28,213
Goshen, Indiana	31,719
Rock Island, Illinois	39,018
Auburn, Washington	70,180
New Hanover County, North Carolina	202,677
Oklahoma City, Oklahoma	599,199
Seattle, Washington	634,535
Memphis/Shelby County, Tennessee	927,644
	1,178,211*

*in regional planning area

COMPLETED PLANS USED TO TEST THE STANDARDS AND SCORING PROCEDURE

1. *Imagine Austin*, Austin, Texas (adopted 2012)
2. *plaNorfolk2030*, Norfolk, Virginia (adopted 2013)
3. *The 2030 Comprehensive Plan for the City of Raleigh*, Raleigh, North Carolina (adopted 2009)
4. *City of Rock Island Comprehensive Plan*, Rock Island, Illinois (pilot community plan adopted 2014)

attributes in their comprehensive plans. For example, the best practices for the Livable Built Environment principle include, among others, planning for multimodal transportation and transit-oriented development, conserving and reusing historic resources, and discouraging development in hazard zones. Chapter 2 of the report identifies a series of best practices for each principle, process, and attribute. Appendix B provides definitions for each best practice.

The comprehensive plan standards framework includes a plan-scoring procedure for use by communities that want to systematically compare their plans against a national standard. This procedure yields a numeric score based on a review of how the plan addresses the best practices for each principle, process, and attribute. The procedure is available now for communities that want to evaluate their plans by conducting internal reviews; Appendix C contains a scoring matrix that can be used for this purpose. The procedure may become available later for formal external evaluation, should APA establish a comprehensive plan review and designation program. Appendix D describes how such an external designation program would work and Appendix E includes a plan designation application form for communities that elect to participate.

APPLYING THE STANDARDS

Communities desiring to apply the comprehensive plan standards framework to local plans and planning processes will find it useful to follow a basic four-step process:

1. Discuss the standards framework with the community to determine if it will be helpful in the comprehensive planning process.
2. Review the needs of the plan and planning process in order to highlight areas where use of the standards will improve the plan quality and relevance.
3. Incorporate the standards into the plan, using them to fill gaps or upgrade existing plan policies and practices.
4. Score the plan, in order to determine its comparative ranking against a fully realized comprehensive plan for sustaining places.

The experience of the pilot communities provides examples of how the standards framework can be applied at different stages of plan development—from evaluation of an existing comprehensive plan to community engagement during the planning process to providing a best practices “checklist” against which a draft plan can be measured. The pilot communities were selected to represent a vari-

ety of community types and sizes, from Savona, New York (a village with a population of less than one thousand) to Memphis/Shelby County, Tennessee (with a population of over one million in the planning area for the *Mid-South Regional Greenprint & Sustainability Plan*). All pilot community representatives reported that they found the plan standards framework to be a practical tool and resource that improved their comprehensive planning processes. The following are examples of how different pilot communities used the framework.

Planners in **Goshen, Indiana**, used the standards to evaluate their existing 2004 comprehensive plan and discovered that it contained a number of low-achievement practices. They presented these practices to the public in community workshops during the plan update process and received strong support for addressing them in the new comprehensive plan.

Oklahoma City was in the process of creating a new comprehensive plan when selected as a pilot community. Planners used the standards as a checklist to ensure that plan policies being developed through the public engagement process were complete, comprehensive, and conformed to best practices.

Rock Island, Illinois, was nearing completion of its first-ever comprehensive plan when selected as a pilot community. Planners used the standards in combination with public input to ensure that they met the sustainability goals of the grant from the State of Illinois to prepare the plan. Rock Island also volunteered its completed plan to test the scoring procedure.

New Hanover County, North Carolina, established six “theme” committees, each focused on one of the principles, as it was developing policies and recommendations for its new comprehensive plan. Among other benefits of the framework, planners found the Responsible Regionalism principle useful in integrating data and policies from other regional and local plans into the comprehensive plan.

THE FUTURE OF COMPREHENSIVE PLANNING PRACTICE

Planning for sustainability is the defining challenge of the twenty-first century (Godschalk and Anderson 2012). As the leading policy document guiding the long-range development of local jurisdictions across the country, the comprehensive plan has a critical role to play in meeting challenges such as resource depletion, climate instability, and economic and social disparities. In the twentieth century,

the typical comprehensive plan was a general policy document focused on land use and physical development. The plan was divided into separate elements, and it was prepared through a “top-down” process. This model began to change towards the close of the century in response to societal change and trends in planning practice, such as increased demand for citizen participation and a greater focus on implementation.

The following are some key trends that likely will significantly affect comprehensive planning practice in the twenty-first century:

Resilience: The increasing frequency and impacts of natural disasters, as well as severe economic downturns, have highlighted the need for communities to become more resilient—in other words, they need the ability to recover from disturbance and change.

Systems thinking: The traditional model of separate topical elements is being replaced by an approach that views these topics as complex systems whose interactions determine the form and function of an even more complex system—the community as a whole.

Community engagement: Rapid advances in digital technology are transforming the ways citizens can be involved in the comprehensive planning process. At the same time, a critical need exists to reach groups that are traditionally underrepresented in the process.

Equity: Increasing inequality—not just in economic status but also in basic quality-of-life issues such as health outcomes and vulnerability to disasters—is a major national and global concern.

Implementation: In a time of fiscal constraints and questioning of the role of government, successful implementation is vital to establish the value of planning. For the comprehensive plan, this means establishing priorities, responsibilities, and timeframes; effectively allocating resources; developing new implementation models; using targets and metrics to monitor progress; and communicating stories of success.

Adaptation: Conditions that used to be considered stable, such as the climate, resource availability and costs, and the local employment base, are increasingly subject to forces beyond the control of local governments. Such uncertainties call for an adaptive approach that uses monitoring and feedback mechanisms (a form of systems thinking) to adjust implementation programs on an ongoing basis.

There are no easy paths to addressing these and other complexities affecting comprehensive planning practice in the twenty-first century. The plan standards framework described in this report is not a prescription or recipe. Rather it is a resource and benchmark for communities to use as they develop solutions that work for their particular circumstances. The ultimate aim is to help planners and the communities they serve realize the powerful potential of the comprehensive plan to sustain twenty-first-century places.

CHAPTER 1

**BACKGROUND OF
THE SUSTAINING
PLACES INITIATIVE**

“The general plan is the official statement of a municipal legislative body which sets forth its major policies concerning desirable future physical development. The published general plan document must include a single, unified physical design for the community, and it must attempt to clarify the relationships between physical-development policies and social and economic goals.”

—T.J. Kent Jr. (1990, 18)

The comprehensive plan (also referred to as the general plan or community master plan) has traditionally focused on the physical development of a local governmental jurisdiction, typically in the form of a series of discrete elements, including future land use, transportation, and community facilities (Kaiser and Godschalk 1995). Fifty years after T.J. Kent Jr.’s (1990) classic work on the topic, *The Urban General Plan* (first published in 1964), contemporary comprehensive plans differ in form and substance from their traditional predecessors. Spurred by serious concerns about long-range global sustainability, as well as advances in modern communications technology, community planning is breaking out of yesterday’s mold of standard elements within a generic format (Berke, Godschalk, and Kaiser 2006; Quay 2010). With recent advances in planning and technology, the new comprehensive plans open up a creative range of possibilities in coverage, design, and plan-making processes. While this is an innovative time, it is also a challenging one as communities seek to foster sustainability through new and sometimes unfamiliar strategies and practices.

The overall rationale for adapting comprehensive plans to address the sustainability challenge was established by APA’s Sustaining Places Initiative, which began in 2010 during the term of President Bruce Knight, FAICP. Announced at the World Urban Forum in Rio de Janeiro, this initiative is a multiyear, multifaceted program to define the role of comprehensive planning in addressing the sustainability of human settlement. This report is the second volume on comprehensive planning published by APA’s Planning Advisory Service for the Sustaining Places Initiative. The first volume, *Sustaining Places: The Role of the Comprehensive Plan* (Godschalk

and Anderson 2012) discussed the issues posed by increasing concerns over long-term global sustainability, identified the need for incorporating sustainability goals and policies in local plans, and defined a set of principles to guide plans aimed at sustaining places.

This second volume in the series, *Sustaining Places: Best Practices for Comprehensive Plans*, translates the general principles into recommended planning practices to guide the preparation of local comprehensive plans. It provides a set of tools and resources for communities to draw on as they grapple with the challenges of planning to sustain their physical, social, economic, and environmental infrastructures in an era of global instability and change.

As stated in the report of the 2010 APA Task Force initially charged with carrying out the Sustaining Places Initiative, the local comprehensive plan is an ideal vehicle to implement the initiative’s objectives:

Planning for sustainability is the defining challenge of the 21st century. Overcoming deeply ingrained economic and cultural patterns that result in resource depletion, climate instability, and economic and social stress requires holistic problem solving that blends the best scientific understanding of existing conditions and available technologies with the public resolve to act. Planning processes allow communities to look past immediate concerns, evaluate options for how best to proceed, and to move towards a better future. The Comprehensive Plan has the legal authority to act as the vehicle for guiding community development, the scope to cover the necessary functions and facilities, and the history of practice to inspire

public acceptance of its policies. Planning can provide the necessary analysis, the requisite communitywide reflection and education, and the momentum required to respond to these monumental challenges. (Godschalk and Anderson 2012, 7)

The Brundtland Commission of the United Nations (1987) published the report *Our Common Future* and defined sustainable development as development that meets the needs of the present without compromising the ability of future generations to meet their own needs. Since then, the definition of sustainability has expanded to include balance and coordination among the “Three E’s” of environment, economy, and equity (sometimes stated as the “Three P’s” or “Triple Bottom Line” of planet, prosperity, and people), as well as development that minimizes the negative impact on the environment and other systems. This definition has shaped a body of planning research analyzing the application in local plans of the concept of sustainability (see Berke and Conroy 2000, Godschalk 2004, Herman 2010, Jacobson and Hinds 2008, and Schilling 2010). In recognition of this broader definition, the APA Sustaining Places Initiative focuses on process characteristics (named “planning for sustaining places” by the 2010 task force) as well as outcome measures (which the task force defined as achieving the goal of “sustainable communities”):

Planning for sustaining places is a dynamic, democratic process through which communities plan to meet the needs of current and future generations without compromising the ecosystems upon which they depend by balancing social, economic, and environmental resources, incorporating resilience, and linking local actions to regional and global concerns. (Godschalk and Anderson 2012, 4)

The primary purpose of this report is to provide guidance for communities seeking to integrate sustainability principles and practices into their comprehensive plans. It describes a set of best practice standards for comprehensive plans that have been developed by an APA task force and an APA working group over a four-year period. The standards were piloted by volunteer communities who applied them to their plans and planning processes. While these standards may evolve further as they are refined and applied in a wider set of communities, they are offered here as a resource and toolkit for planners who are involved today in the continuing search for comprehensive plans aimed at long-term community sustainability.

A secondary purpose of this report is to recommend a voluntary procedure for APA recognition of comprehensive plans that incorporates defined levels of quality through inclusion of best practices for sustainability. By recognizing such high-quality plans, APA can set national standards for sustainable planning, promulgate knowledge and information about the state-of-the-art in plan making, and demonstrate institutional leadership in the overall field of sustainability.

SUSTAINING PLACES TASK FORCE AND PLAN STANDARDS WORKING GROUP

As part of the Sustaining Places Initiative, APA appointed a Sustaining Places Task Force (see sidebar “Sustaining Places Task Force Members”) in 2010, assisted by a 42-member corresponding committee that reviewed its report. The members were selected to represent professional and academic communities that had prepared plans or conducted research on sustainable development issues. The task force was charged with: (1) exploring the role of the comprehensive plan as the leading policy document and tool to help communities of all sizes achieve sustainable outcomes; (2) examining related changes in the practice of planning, including best practices as recognized in the professional literature and in leading comprehensive plans and planning processes oriented toward sustainable outcomes; and (3) reviewing how comprehensive plans effect change and are evaluated and held accountable by citizens, interest groups, and professional organizations.

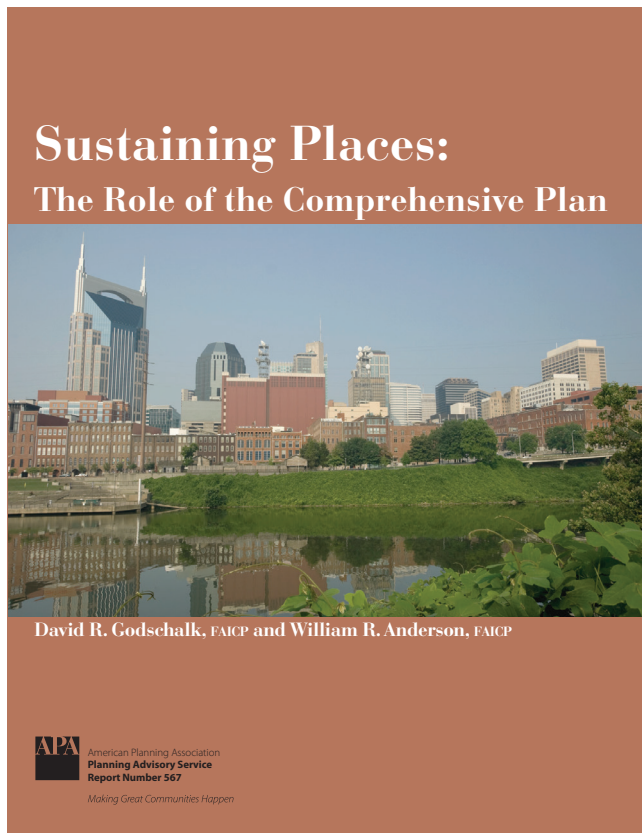
The task force looked at a broad selection of materials related to sustainability and analyzed ten leading comprehensive plans, chosen on the basis of recent awards and literature citations, in order to derive the basic planning principles that are the foundation of sustaining places. Each plan was scored by two task force members and the resulting scorecards were included in the task force report. With the help of the corresponding committee, which reviewed, commented on, and made suggested changes to the report draft, the task force prepared a report to the APA Board that documented its findings and called on the planning profession to take the lead in furthering the public interest through plans aimed at sustaining places. Its report was published in 2012 by APA as *Sustaining Places: The Role of the Comprehensive Plan* (PAS Report 567) (Godschalk and Anderson 2012).

A follow-up effort commenced in 2012 during the term of APA President Mitchell Silver, FAICP, with the appointment of a seven-member Plan Standards Working Group, assisted by APA staff. Members were chosen based on their current

work in preparing contemporary comprehensive plans and analyzing planning issues related to sustainable development. Over the course of a year, this group developed a set of best practice standards for integrating sustainability into comprehensive plans (derived from the principles established by the task force), drafted a procedure and scoring system to recognize and potentially designate high-quality plans based on those standards, and held a plan standards workshop to test the draft standards and scoring system at APA's 2013 National Planning Conference in Chicago.

In developing the draft standards and designation procedure, the working group wrestled with a number of issues that also later came up during the 2013 workshop. These ranged from concerns about the fairness and universal applicability of a national plan designation procedure carried out under the auspices of APA to questions about the content, framing, and impact of the standards themselves:

- **One size does not fit all:** How to devise a single set of plan standards that could be applied to the plans of large and



SUSTAINING PLACES TASK FORCE MEMBERS

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Benjamin Herman, FAICP
Daniel Lerch
Ann McAfee, FAICP
David C. Rouse, AICP
Eric D. Shaw

PLAN DESIGNATION PROCEDURE

Plan designation would be a voluntary program through which communities apply for recognition of comprehensive plans that meet best practice standards for sustaining places. The procedure would include an application form and numeric scoring system that independent reviewers trained by APA would use to rate the extent to which the plan addresses the standards. See Appendix D for a description of how the plan designation procedure would work.

small, growing and declining, urban and rural communities with different development concerns and needs.

- **Scoring:** How to devise a plan-scoring procedure that could be uniformly and fairly applied to identify plan elements of higher and lower degrees of quality.
- **Innovation:** How to overcome the possibility that encouraging plans to conform to a single set of standards could diminish creativity.
- **Outside evaluation:** How to deal with the perception that if an external plan-review process were to be created, then the outside reviewers would not understand the distinctive local community qualities that helped to determine the planning possibilities.
- **Implementation:** How to assess plan outcomes rather than simply the plan document itself because this would require review of not just the plan document, but also progress in implementing the plan, presumably over a period of years.
- **Self-rating or formal designation:** How to decide if a national designation program is necessary and desirable or if simply publishing the standards as a resource to be used by communities in updating or preparing their plans would be sufficient to achieve the desired planning improvements.

While the working group viewed these as serious issues, it believed that they could be resolved with further analysis and effort. (See Chapter 4 for more discussion about how these issues were subsequently addressed.) The working group addressed the issue of “one-size-fits-all” standards, when the localities preparing the plans vary widely from urban to rural, large to small, city to county, and progressive to conservative, by recommending that APA should enlist several pilot communities of varying characteristics to apply the standards to their comprehensive planning efforts. This would provide a trial of the scoring system’s logic and practicality, and reveal whether using standards would dampen creativity and innovation. It also noted that an external plan-recognition program should include a robust procedure for including important local background information and a way of assessing plan implementation.

PILOT COMMUNITIES

During the term of APA President William Anderson, FAICP, in 2013 and 2014, work continued on the plan standards project. As recommended by the working group, the

draft standards and designation procedure were piloted with the assistance of 10 communities in the process of developing their comprehensive plans (Table 1.1). Similar to the beta testing of software products, the standards were provided to a selected group of users who were asked to report on their usefulness and feasibility and ways they might be improved. The process included three stages: (1) application of the standards by the pilot communities to their own plan-making efforts, (2) reviews of additional adopted plans by pilot community representatives, and (3) reports on pilot community experience and participant reviews of the adopted plans at a national planning workshop. Each stage included opportunities for critiques of the standards.

The pilot communities were selected from a group of volunteers to provide a representative cross section of different types of places in different regions of the country at different stages in the planning processes. They ranged in size from the Village of Savona, New York, with less than 1,000 residents, to the metropolitan region of Memphis and Shelby County, Tennessee, with approximately 1.2 million residents. They were located throughout the country, representing New England, the Southeast, the Midwest, and the Northwest. At the time of selection, their plans fell along a continuum from pre-planning to midway through the planning process to almost complete.

Pilot Community Planning Applications

Over the course of several months leading up to and including the 2014 National Planning Conference (NPC) in Atlanta, the pilot communities applied the plan standards framework to their planning processes. Communicating via conference calls, e-mails, and a Basecamp web site, they shared their experiences and pilot tested the standards and designation procedure under their communities’ particular circumstances, including growth and development characteristics, community strengths and weaknesses, and political and institutional constraints.

Some of the communities were preparing or starting the process to create new or updated plans. Others had recently drafted or completed, but not yet adopted, their plans. In order to determine if the standards were useful in adding value to their own planning efforts, each community scored its plan against the standards to see if they had considered or included the complete slate of best practices. In many cases, the communities found that they had omitted some important practices which they believed needed to be incorporated either into the draft plan or into subsequent updates.

Reviews of Adopted Plans

In addition to applying the standards to their own plans, the pilot community representatives agreed to act as outside reviewers of plans that had already been completed and adopted by other communities, as another way of assessing the usefulness of the standards and review process. Thus, three additional communities—Austin, Texas, Norfolk, Virginia, and Raleigh, North Carolina (see sidebar “Adopted Plans Used to Test the Draft Designation Procedure”)—volunteered to have their completed comprehensive plans reviewed with the draft designation procedure and scoring system. Rock Island, one of the pilot communities, also volunteered to have its comprehensive plan,

which was completed in draft form early in 2014, reviewed by the pilot group.

The pilot community representatives worked in groups to assess the four adopted comprehensive plans using the standards and designation procedure. Assuming the role of outside plan reviewers, they read and scored the adopted plans. Their findings were used to refine the procedure in advance of the 2014 NPC in Atlanta, where they reported on their review outcomes.

In the course of this work, the standards and scoring system emerged as an extremely useful set of plan making and evaluation resources. The remainder of this PAS Report describes the outcome of the four-year effort to develop and

TABLE 1.1. PILOT COMMUNITIES

Community	Population	Notes
Savona, New York	822	Located in Steuben County in western New York State, about a 15-minute drive from Corning, N.Y.; small community with a traditional downtown and relatively stable neighborhoods
Foxborough, Massachusetts	16,865	Suburban town located midway between Boston and Providence; home to the New England Patriots; grappling with growth and change
Wheeling, West Virginia	28,213	Historic river town located in the northern panhandle of West Virginia; surrounded by steep topography; has been a center for the coal-mining industry; impacted by increase in natural gas extraction
Goshen, Indiana	31,719	Small, growing city with an industrial and agricultural heritage; located about a two-hour drive east of Chicago
Rock Island, Illinois	39,018	Located on the Mississippi River in the Quad Cities metropolitan area; a historic “rust-belt” city that has experienced economic decline over the past several decades
Auburn, Washington	70,180	Historic farming community that has experienced rapid population growth; challenged to create a new community identity in response to changing demographics and economic base
New Hanover County, North Carolina	202,677	Located in coastal (southeastern) area of North Carolina; diverse county ranging from agricultural to urban; heavily reliant on tourism
Oklahoma City, Oklahoma	599,199	Capital of Oklahoma; the state’s largest city in terms of population, employment, and land area; the energy sector is a major contributor to a strong economy
Seattle, Washington	634,535	Largest city in King County and the Seattle-Tacoma-Bellevue metropolitan area; home to major corporations; <i>Towards a Sustainable Seattle</i> (1994) was an early example of integrating sustainability into a comprehensive plan
Memphis/Shelby County, Tennessee	927,644 (1,178,211 in regional planning area)	Received a U.S. Housing and Urban Development Regional Planning Grant to develop the <i>Mid-South Regional Greenprint & Sustainability Plan</i> (2014); planning area includes Fayette County, Tennessee, Crittenden County, Arkansas, and DeSoto County, Mississippi

ADOPTED PLANS USED TO TEST THE DRAFT DESIGNATION PROCEDURE

- *Imagine Austin*, Austin, Texas (adopted 2012)
- *plaNorfolk2030*, Norfolk, Virginia (adopted 2013)
- *The 2030 Comprehensive Plan for the City of Raleigh*, Raleigh, North Carolina (adopted 2009)
- *City of Rock Island Comprehensive Plan*, Rock Island, Illinois (pilot community plan adopted 2014)

pilot test best practice standards and an evaluation system for comprehensive plans aimed at sustaining places. It provides resources for communities concerned with sustainability planning to use in evaluating, preparing, and updating their comprehensive plans, including comparison against national levels of best practice. It also presents a proposed designation system that would formally recognize those communities whose plans meet high levels of best practices.

Plan Standards Workshop

The pilot community phase of the plan standards project culminated in a day-long workshop at the 2014 APA National Planning Conference attended by representatives of nine of the ten pilot communities, as well as representatives of the communities with adopted plans. Workshop attendees were provided with digital copies of the adopted plans in advance and asked to become familiar with them prior to the conference. During the morning of this workshop, the pilot representatives shared the lessons learned and insights gained from applying the standards during their comprehensive plan making.

During the afternoon of the workshop, the pilot community representatives acted as facilitators, working with workshop attendees in small groups to apply the standards and designation procedure to the four additional adopted plans that had been provided to them in advance of the conference. Each workshop group also included a representative from the adopted plan community who was familiar with the plan structure and content. Participants compared their evaluations of the adopted plans and identified opportunities to improve them through the plan standards framework. Through this interactive process, the standards and evaluation system proposed by the working group was evaluated and refined. A number of small revisions were suggested, along with some amendments of concept definitions, but the group unanimously supported the basic structure of the standards and scoring system.

In the course of this work, the standards and scoring system emerged as an extremely useful set of plan making and evaluation resources. The remainder of this PAS Report describes the outcome of the four-year effort to develop and pilot test best practice standards and an evaluation system for comprehensive plans aimed at sustaining places. It provides resources for communities concerned with sustainability planning to use in evaluating, preparing, and updating their comprehensive plans, including comparison against national levels of best practice. It also presents a proposed designation system that would formally recognize those communities whose plans meet high levels of best practices.

REPORT FRAMEWORK

This report is organized into four chapters and five appendices. Chapter 1 has outlined the background of the four-year APA effort to define the role of the comprehensive plan in addressing the sustainability of human settlement (referred to as “sustaining places”). It described the rationale and process by which the principles developed in the previous PAS Report, *Sustaining Places: The Role of the Comprehensive Plan*, have been carried forward and refined into a working toolkit of best practices and plan-scoring procedures.

Chapter 2 describes the product of that four-year process—a plan standards framework for developing comprehensive plans aimed at sustaining places. It defines the framework components, including principles, processes, and attributes; identifies contemporary best practices to achieve these principles, processes, and attributes; and describes the refined plan-scoring procedure that was developed with the pilot communities. The result is a practical toolkit of standards based on best practices and a procedure for evaluating plans.

Chapter 3 discusses how communities can apply the standards and evaluation procedure to their comprehensive plans. It covers the use of the standards and scoring system by communities developing and updating their comprehensive plans. Examples of applications from the pilot communities illustrate how the standards framework can be used in various sizes and types of pilot communities.

Chapter 4 addresses the future of comprehensive plans for sustaining places. It begins by relating lessons learned by working with the pilot communities. It then explores twenty-first-century challenges—such as the need to increase resilience, address inequality, and adapt to climate change—that the comprehensive plan standards for sustaining places can help position communities to address.

Appendix A includes a list of links to plan documents from pilot communities and existing sustainability certification programs. Appendix B provides definitions of individual best practices for the plan principles, processes, and attributes. Appendix C shows the plan scoring matrix. Appendix D outlines how a formal plan designation program would work. Appendix E includes a sample application form for use in the designation program.

CHAPTER 2

**COMPREHENSIVE
PLAN STANDARDS
FOR SUSTAINING
PLACES**

One of the main roles of the Sustaining Places Working Group was to develop a set of standards that would capture the various aspects of sustainability that communities should incorporate into their plans. The standards presented in this chapter constitute a complete, concise guide to state-of-the-art comprehensive planning for sustainability. They address not only the substance of the comprehensive plan, but also the accompanying processes and attributes that support and define successful plan development and implementation.

The plan standards are organized into a framework of related components: six principles, two processes, and two attributes (numbered 1 to 10), each of which is implemented with a set of best practices. Collectively, these principles, processes, attributes, and supporting best practices define what the comprehensive plan for sustaining places should do. The framework's principles and processes are adapted from those derived from leading plans by APA's Sustaining Places Task Force (Godschalk and Anderson 2012). Its plan attributes are synthesized from the literature on comprehensive plan-making (see Baer 1997; Berke and Godschalk 2009; Berke, Godschalk, and Kaiser 2006; Kaiser and Davies 1999; Ryan 2011). Its best practices are pulled together from contemporary plans and professional reports. These components of the framework are defined below and their relationships are illustrated in Figure 2.1 (p. 16).

- **Principles** are *normative statements of intent* that underlie a plan's overall strategy, including its goals, objectives, policies, maps, and other content. In the framework, each principle is activated by a number of specific best practices for sustainability. For example, the Interwoven Equity Principle states that the plan goals and policies should ensure fairness and equity in providing for the housing, services, health, safety, and livelihood needs of all citizens and groups. An example of a best practice for meeting the Interwoven Equity Principle is to provide affordable and workforce housing.
- **Processes** are *planning activities* that take place during the preparation of a comprehensive plan and define how it will be carried out—public participation and plan im-

plementation. For example, the Authentic Participation Process states that planning should actively involve all segments of the community in analyzing issues, generating visions, developing plans, and monitoring outcomes. An example of a best practice for meeting the Authentic Participation Process is to seek diverse participation in plan making.

- **Attributes** are *plan-making design standards* that shape the content and characteristics of comprehensive plans. For example, the Consistent Content Attribute states that the plan should contain a consistent set of visions, goals, policies, objectives, and actions that are based upon evidence about community conditions as well as major issues and impacts. An example of a best practice for meeting the Consistent Content Attribute is to identify major strengths, weaknesses, opportunities, and threats in the community.
- **Best Practices** are the *planning action tools* employed by communities to activate the desired principles, processes, and attributes of their comprehensive plans. They are analogous to the body's muscles and tendons, linking and moving the components of the planning structure. Based on state-of-the-art practices found in leading plans and planning literature, they represent the best thinking of the planning profession on how to carry out the visions and goals of their plans. Complete definitions of these best practices are provided in Appendix B.

While the principles, processes, and attributes are described separately below, it is important to keep in mind that they are closely related and work together to achieve plan

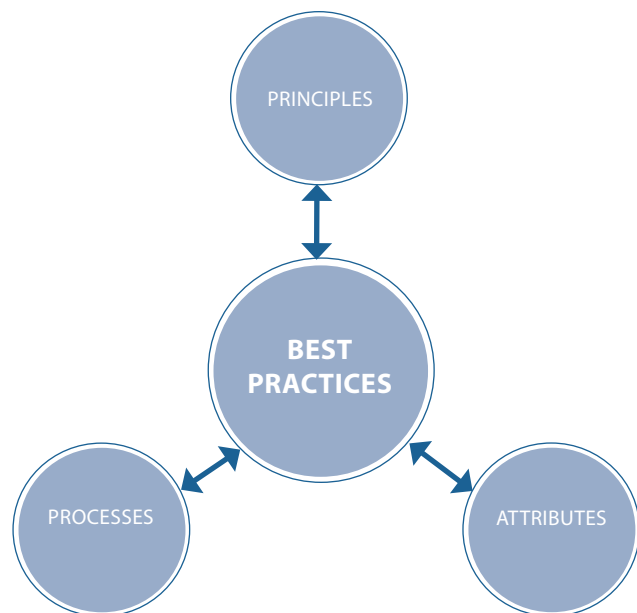


Figure 2.1. Plan standards framework (David Godschalk and David Rouse)

goals and objectives. Addressing the interrelationships between different plan components is a key characteristic that distinguishes comprehensive plans for sustaining places from traditional comprehensive plans.

REQUIRED PRINCIPLES

The six principles that must be recognized in the plan were derived from a review of leading comprehensive plans by the APA Sustaining Places Task Force. As outlined in *Sustaining Places: The Role of the Comprehensive Plan* (Godschalk and Anderson 2012), the principles are the following:

1. **Livable Built Environment**
2. **Harmony with Nature**
3. **Resilient Economy**
4. **Interwoven Equity**
5. **Healthy Community**
6. **Responsible Regionalism**

Best practices in support of these principles range across a wide spectrum of plan statements, policies, and actions. Collectively they provide the substantive direction of the comprehensive plan.

1. Livable Built Environment

Ensure that all elements of the built environment, including land use, transportation, housing, energy, and infrastructure, work together to provide sustainable, green places for living, working, and recreation, with a high quality of life.

The built environment encompasses physical features (such as buildings, streets, and utilities) and the systems and processes associated with them (such as movement of people, flow of water). As such, it defines the multifaceted community that people experience through their daily lives—the places where they live, work, and recreate. Because the built environment shapes quality of life for the entire population, sustaining its livability and ensuring that it functions at the highest possible level are primary tasks for comprehensive planning. Traditional comprehensive plans typically treat the different components of the built environment as separate elements, such as land use and transportation. However, the built environment is a complex system made up of many interacting and dynamic elements, and planners face ongoing challenges in sustaining and coordinating the overall system as well as its component parts. By virtue of its scope and mandate, the comprehensive plan is the logical tool for an integrated systems approach to ensuring a livable built environment.

Best practices in support of the Livable Built Environment principle include the following (see Appendix B for definitions):

- 1.1 Plan for multimodal transportation.
- 1.2 Plan for transit-oriented development.
- 1.3 Coordinate regional transportation investments with job clusters.
- 1.4 Provide complete streets serving multiple functions.
- 1.5 Plan for mixed land-use patterns that are walkable and bikeable.
- 1.6 Plan for infill development.
- 1.7 Encourage design standards appropriate to the community context.
- 1.8 Provide accessible public facilities and spaces.
- 1.9 Conserve and reuse historic resources.
- 1.10 Implement green building design and energy conservation.
- 1.11 Discourage development in hazard zones.

2. Harmony with Nature

Ensure that the contributions of natural resources to human well-being are explicitly recognized and valued and that maintaining their health is a primary objective.

The natural environment comprises the earth's interrelated systems of air, water, soil, and vegetation and their ongoing processes. Human well-being depends upon a healthy natural environment to provide the services of nourishing food, breathable air, drinkable water, hazard protection, energy, and spiritual sustenance. Because urban development and human activities can disturb nature's balance and damage the resources it provides, comprehensive plans and implementation programs must monitor the health of and mitigate negative impacts to the natural environment. A healthy environment is a common resource that belongs to everyone but is owned by no one. Therefore, the community through its plan must advocate for, and present the value of, the contributions of natural systems and services to the triple bottom line (environment, economy, and equity). While some natural resources are protected through separate functional plans, such as those for air and water quality, the comprehensive plan is the proper tool for the overall coordination and maintenance of natural systems within the full community and regional context. This includes integrating natural features and processes into the built environment (the Livable Built Environment principle).

Best practices in support of the Harmony with Nature principle include the following (see Appendix B for definitions):

- 2.1 Restore, connect, and protect natural habitats and sensitive lands.
- 2.2 Plan for the provision and protection of green infrastructure.
- 2.3 Encourage development that respects natural topography.
- 2.4 Enact policies to reduce carbon footprints.
- 2.5 Comply with state and local air quality standards.
- 2.6 Encourage climate change adaptation.
- 2.7 Provide for renewable energy use.
- 2.8 Provide for solid waste reduction.
- 2.9 Encourage water conservation and plan for a lasting water supply.
- 2.10 Protect and manage streams, watersheds, and floodplains.

3. Resilient Economy

Ensure that the community is prepared to deal with both positive and negative changes in its economic health and to initiate sustainable urban development and redevelopment strategies that foster green business growth and build reliance on local assets.

The community's economy is made up of the businesses, trades, productive facilities, and related activities that provide the livelihoods of the population. Economic health is critical in providing jobs and incomes to support the community; as it rises or falls, so do the livelihoods of people. Because local economies depend upon outside (regional, national, and even global) inputs and trends, their employment base is affected not only by local business formation and activity but also by the decisions of distant firms or governments. Therefore, more reliance on local assets increases the economic resilience of the community, as well as contributing to place-based revitalization. Because some productive activities generate negative impacts, green businesses (such as solar-powered energy systems) may be preferable to those with greater impacts and can reduce reliance on outside resources (imported fossil fuels, for example). Although some communities develop and implement separate economic development strategies, the comprehensive plan provides the instrument for placing those strategies within the context of the broader community development agenda.

Best practices in support of the Resilient Economy principle include the following (see Appendix B for definitions):

- 3.1 Provide the physical capacity for economic growth.
- 3.2 Plan for a balanced land-use mix for fiscal sustainability.
- 3.3 Plan for transportation access to employment centers.
- 3.4 Promote green businesses and jobs.
- 3.5 Encourage community-based economic development and revitalization.
- 3.6 Provide and maintain infrastructure capacity in line with growth or decline demands.
- 3.7 Plan for post-disaster economic recovery.

4. Interwoven Equity

Ensure fairness and equity in providing for the housing, services, health, safety, and livelihood needs of all citizens and groups.

Equity in the provision of community decisions and services involves the fair distribution of benefits and costs. It results from applying basic fairness tests that ask whether the needs of the full range of the population served—rich and poor, young and old, native and immigrant—are served. Because disadvantaged, young, or immigrant populations often do not participate in debates over community policies and programs, their needs

may fail to be recognized. Poor, underserved, and minority populations are often disproportionately affected by polluting land uses and natural disasters. Because such populations may not have the skills or community connections necessary for access to jobs, economic resources, and health care, the community may have to provide special programs to assist them. Decent, affordable housing is another critical need that falls under this principle. By weaving equity questions into the comprehensive plan, the community and its government can ensure the consideration of “who benefits” as it develops its policies, priorities, and expenditures.

Best practices in support of the Interwoven Equity principle include the following (see Appendix B for definitions):

- 4.1 Provide a range of housing types.
- 4.2 Plan for a jobs/housing balance.
- 4.3 Plan for the physical, environmental, and economic improvement of at-risk, distressed, and disadvantaged neighborhoods.
- 4.4 Plan for improved health and safety for at-risk populations.
- 4.5 Provide accessible, quality public services, facilities, and health care to minority and low-income populations.
- 4.6 Upgrade infrastructure and facilities in older and substandard areas.
- 4.7 Plan for workforce diversity and development.
- 4.8 Protect vulnerable populations from natural hazards.
- 4.9 Promote environmental justice.

5. Healthy Community

Ensure that public health needs are recognized and addressed through provisions for healthy foods, physical activity, access to recreation, health care, environmental justice, and safe neighborhoods.

The World Health Organization defines health as a state of complete physical, mental, and social well-being and not merely the absence of disease or infirmity. The Healthy Community principle and the previous four principles work together to support the mission of public health: to fulfill society’s interest in assuring conditions in which people can be healthy (Institute of Medicine 1988). In a healthy community, residents are assured that the air and water are safe, open space and recreation are convenient to use, local food outlets are located near neighborhoods, public schools and

access to health care are provided equitably, and active public safety programs are in place. Because the normal operations of the private economic market may not ensure that these common public benefits are uniformly available, it may be necessary for the government to fill the gaps. For example, disadvantaged neighborhoods are often located in unsafe or unhealthy areas of the community, such as brownfields or floodplains, and public programs may be needed to address these locational hazards. The comprehensive plan is the appropriate tool for identifying and mitigating public health hazards, and for promoting effective healthy community goals.

Best practices in support of the Healthy Community principle include the following (see Appendix B for definitions):

- 5.1 Reduce exposure to toxins and pollutants in the natural and built environments.
- 5.2 Plan for increased public safety through reduction of crime and injuries.
- 5.3 Plan for the mitigation and redevelopment of brownfields for productive uses.
- 5.4 Plan for physical activity and healthy lifestyles.
- 5.5 Provide accessible parks, recreation facilities, greenways, and open space near all neighborhoods.
- 5.6 Plan for access to healthy, locally grown foods for all neighborhoods.
- 5.7 Plan for equitable access to health care providers, schools, public safety facilities, and arts and cultural facilities.

6. Responsible Regionalism

Ensure that all local proposals account for, connect with, and support the plans of adjacent jurisdictions and the surrounding region.

Regional planning agencies, although typically without regulatory authority, provide perspectives broad enough to encompass the scope of various regional systems, such as transportation and water supply, which extend beyond local jurisdictional boundaries. As authorized by federal surface transportation legislation, transportation planning is the core responsibility of designated metropolitan planning agencies (MPOs). Increasingly, progressive MPOs and other regional planning agencies are addressing other issues with regional implications, such as open space and environmental protection, housing, economic development, utility infrastructure, and hazard mitigation. Because regional agencies

coordinate the activities of groups of local governments, they provide an institutional setting for joint decision making that transcends local politics. From the local governmental perspective, the plans and policies of adjacent jurisdictions have reciprocal impacts, in terms of factors such as the location of new development, commuting patterns, and stormwater flows. Therefore, connecting these plans and policies through the comprehensive plan is a way to understand and manage these and other overlapping functions, such as regional greenway systems, and to responsibly integrate a community's plan with those of its neighbors.

Best practices in support of the Responsible Regionalism principle include the following (see Appendix B for definitions):

- 6.1 Coordinate local land-use plans with regional transportation investments.
- 6.2 Coordinate local and regional housing plan goals.
- 6.3 Coordinate local open space plans with regional green infrastructure plans.
- 6.4 Delineate designated growth areas that are served by transit.
- 6.5 Promote regional cooperation and sharing of resources.
- 6.6 Enhance connections between local activity centers and regional destinations.
- 6.7 Coordinate local and regional population and economic projections.
- 6.8 Include regional development visions and plans in local planning scenarios.
- 6.9 Encourage consistency between local capital improvement programs and regional infrastructure priorities.

REQUIRED PROCESSES

The following two processes for involving the public and for carrying out plan objectives and proposals are key requirements for developing and implementing comprehensive plans for sustaining places:

- 7. Authentic Participation**
- 8. Accountable Implementation**

Best practices in support of these processes include a variety of activities, procedures, and commitments. While some of these will be evident in the comprehensive plan itself,

it may be necessary to evaluate others using knowledge about the specific local planning process and how it was carried out.

7. Authentic Participation

Ensure that the planning process actively involves all segments of the community in analyzing issues, generating visions, developing plans, and monitoring outcomes.

Public participation in planning is a mainstay of democratic governance and decision making. By actively involving the whole community in making and implementing plans, the government fulfills its responsibilities to keep all citizens informed and to offer them the opportunity to influence those actions that affect them. In the past, public participation processes did not necessarily reach all segments of the community and may have been viewed by public agencies more as a requirement to meet (for example, by conducting public hearings) than as an opportunity to garner meaningful input. This means that authentic participation processes may have to overcome the perception that what participants say will not be respected. Authentic participation programs go beyond the minimum legal requirements to connect with citizens through innovative communication and outreach channels, such as creative use of the Internet and interactive workshops in locations where people work and live. The comprehensive planning process is an ideal vehicle for opening all stages of plan making to the public, from early issue analysis to finalizing and implementing the plan.

Best practices in support of the Authentic Participation process include the following (see Appendix B for definitions):

- 7.1 Engage stakeholders at all stages of the planning process.
- 7.2 Seek diverse participation in the planning process.
- 7.3 Promote leadership development in disadvantaged communities through the planning process.
- 7.4 Develop alternative scenarios of the future.
- 7.5 Provide ongoing and understandable information for all participants.
- 7.6 Use a variety of communications channels to inform and involve the community.
- 7.7 Continue to engage the public after the comprehensive plan is adopted.

8. Accountable Implementation

Ensure that responsibilities for carrying out the plan are clearly stated, along with metrics for evaluating progress in achieving desired outcomes.

Implementation is the set of actions that carry out the proposals of the comprehensive plan over time. Accountable implementation ties these actions to defined timetables, activities, budgets, and agencies; reports their effectiveness to the public; and revises the plan based on the reported findings. Traditional comprehensive plans have been subject to criticism because they do not connect goals and policies to actual implementation, with the possible exception of revising zoning and development regulations. By contrast, accountable implementation weaves the plan into the daily activities of the local jurisdiction and its various departments, including budgeting and capital program funding. The most effective programs reach outside the local government to engage partners in the public, private, and nonprofit sectors in implementation. Because the public is often unaware of the effectiveness of actions taken to carry out the plan, an accountable implementation program establishes and regularly publishes metrics that report on progress; the relevant adage is “what gets measured, gets done.” While some metrics and progress reports are made at the program or operational level, the comprehensive plan is the right place to establish the connection between adopted goals and actual outcomes through local governmental activities.

Best practices in support of the Accountable Implementation process include the following (see Appendix B for definitions):

- 8.1 Indicate specific actions for implementation.
- 8.2 Connect plan implementation to the capital planning process.
- 8.3 Connect plan implementation to the annual budgeting process.
- 8.4 Establish interagency and organizational cooperation.
- 8.5 Identify funding sources for plan implementation.
- 8.6 Establish implementation indicators, benchmarks, and targets.
- 8.7 Regularly evaluate and report on implementation progress.
- 8.8 Adjust the plan as necessary based on the evaluation.

REQUIRED ATTRIBUTES

To be effective, plans must be coherent and well presented, while articulating persuasive visions and clearly communicating goals and ideas. The following two attributes embody these traits:

9. Consistent Content

10. Coordinated Characteristics

While these attributes apply to all comprehensive plans, not just those designed for sustaining places, they are especially important for advancing plan proposals which may be innovative or unique. In most cases, best practices in support of these attributes will be evident in the language and content of the plan. In other cases, they must be deduced or derived from other sources, such as the community context and other background information not necessarily included in the comprehensive plan document, in order to establish consistency or coordination.

9. Consistent Content

Ensure that the plan contains a consistent set of visions, goals, policies, objectives, and actions that are based on evidence about community conditions, major issues, and impacts.

Plan content includes the basic features of the plan, their purposes, how they are devised, and how they are blended into a coordinated, compelling, and consistent comprehensive plan document. Every plan should be based on a careful assessment of community needs and conditions, a candid evaluation of strengths and weaknesses, a future vision, and goals, policies, and actions to achieve the vision. Because plans tend to include many policies and goals, some of which may be in conflict, it is important to assess the consistency of the proposed policy set to ensure there are no irreconcilable differences. Plans deal with major community issues and impacts—some of which may be controversial—and so are subject to close scrutiny. Therefore, their proposals must be supported with solid evidence. The comprehensive plan is the appropriate platform to integrate and adopt the visions, goals, actions, and evidence into a consistent and logical statement of community intent for future development.

Best practices in support of the Consistent Content attribute include the following (see Appendix B for definitions):

- 9.1 Assess strengths, weaknesses, opportunities, and threats.
- 9.2 Establish a fact base.
- 9.3 Develop a vision of the future.
- 9.4 Set goals in support of the vision.
- 9.5 Set objectives in support of the goals.
- 9.6 Set policies to guide decision making.
- 9.7 Define actions to carry out the plan.
- 9.8 Use clear and compelling features to present the plan.

10. Coordinated Characteristics

Ensure that the plan includes creative and innovative strategies and recommendations and coordinates them internally with each other, vertically with federal and state requirements, and horizontally with plans of adjacent jurisdictions.

Plan characteristics are the identifying features of the plan—its unique blend of strategies and coordinated recommendations, as well as its linkages to intergovernmental plans and requirements. Innovative plans are characterized by creative approaches and problem-solving strategies that seek new solutions to contemporary challenges, as well as new formats that better communicate proposals to the public. The plan must include broader connections because communities must recognize and conform with many federal and state requirements and because communities have crosscutting relationships with neighboring communities. Traditional comprehensive plans often are not widely read because they are too long and contain too much planning jargon. Therefore, it is important to translate plans into concise, easily readable, and understandable content—including not only text and tables, but also maps, graphics, and digital images. Advances in technology and communications techniques make it possible to create comprehensive plans that are more interesting, attractive, and accessible.

Best practices in support of the Coordinated Content attribute include the following (see Appendix B for definitions):

- 10.1 Be comprehensive in the plan's coverage.
- 10.2 Integrate the plan with other local plans and programs.
- 10.3 Be innovative in the plan's approach.
- 10.4 Be persuasive in the plan's communications.
- 10.5 Be consistent across plan components.
- 10.6 Coordinate with the plans of other jurisdictions and levels of government.
- 10.7 Comply with applicable laws and mandates.
- 10.8 Be transparent in the plan's substance.
- 10.9 Use plan formats that go beyond paper.

PLAN SCORING PROCEDURE

The Plan Standards Working Group developed a plan-scoring procedure for use by communities that want to systematically compare their plans against a national stan-

dard based on the above principles, processes, attributes, and best practices. It yields an overall numeric score based on a review of how the plan addresses the best practices for each principle, process, and attribute. The procedure is available now for communities that want to evaluate their plans by conducting internal reviews. It may become available later for formal external evaluation, depending on whether APA establishes a comprehensive plan review and designation program.

The internal scoring process is simple and may be carried out by local planning staff and shared with community boards and officials. To guide the process, a scoring matrix lists the practices and provides spaces for assessing and scoring them (see the scoring matrix in Appendix C). Using this matrix, the internal review team can review the community's plan against the best-practice standards and assign a score for each practice. The scoring system is based on three levels of achievement: Low, Medium, and High. It also includes categories of Not Applicable and Not Present.

While determination of scores will require a measure of professional judgment, some general scoring criteria are definable. These are illustrated below for principles, processes, and attributes, each of which has a slightly different application.

Scoring Criteria: Best Practices for Principles (Livable Built Environment, Harmony with Nature, Resilient Economy, Interwoven Equity, Healthy Community, Responsible Regionalism)

- **Not Applicable:** assigned only if it can be demonstrated that community conditions or legal constraints prevent the use of the practice. Since they are subtracted from the overall potential plan score total, Not Applicable scores do not penalize the plan rating.
- **Not Present (0 points):** assigned if the practice is applicable but not referenced or included in the plan. Not Present scores do reduce the plan rating.
- **Low (1 point):** assigned if the practice is mentioned in the plan at a basic level, but is not carried further.
Example: A plan that mentions a green infrastructure network (practice 2.2) as a goal but does not address it in the plan policies, strategies, or implementation.
- **Medium (2 points):** assigned if the practice is discussed in the narrative, goals, and policies of the plan, but is not carried forward to implementation steps.
Example: A plan that has a goal and policy related to a green infrastructure network (practice 2.2) but does

not define the components of the network and how it is to be implemented.

- **High** (3 points): assigned if the practice is defined and addressed through data, analysis, and support, and included in goals, policies, and implementation actions of the plan. *Example:* A plan that has a goal and policy related to a green infrastructure network (practice 2.2), describes the components of the network via data and mapping, and defines how the network will be implemented.

Scoring Criteria: Best Practices for Processes (Authentic Participation and Accountable Implementation)

- **Not Applicable:** unlikely to be assigned for process evaluation since all plans must address participation and implementation.
- **Not Present** (0 points): assigned if the process practice is not addressed in the plan.
- **Low** (1 point): assigned if the process practice is mentioned in the plan, with no supporting data, analysis, or other documentation provided. *Examples:* A plan that mentions including stakeholders in the planning process (practice 7.1) but provides no documentation of having done so, or a plan that mentions strategies for implementing plan goals and objectives (practice 8.1) but provides no direction on how this is to be done.
- **Medium** (2 points): assigned if the process practice is discussed to some degree in the plan, with minimal supporting data, analysis, or other documentation provided. *Examples:* A plan that generally describes how stakeholder participation was used in the planning process (practice 7.1) but does not document how this participation informed the plan implementation program, or a plan that ties implementation strategies (practice 8.1) to plan goals and objectives but does not provide detail on how these strategies are to be implemented (e.g., responsible parties and timeframes).
- **High** (3 points): assigned if the process practice is fully addressed and completely defined in the plan, with supporting data, analysis, or other documentation provided. *Examples:* A plan that documents how stakeholders were involved in the planning process (practice 7.1) and how their involvement is reflected in the implementation program (e.g., assignment of responsibilities for action) or a plan that clearly demonstrates the connection from plan goals and objectives to implementation

strategies (practice 8.1), including detail on how these strategies are to be implemented (responsible parties, timeframes, etc.).

Scoring Criteria: Best Practices for Attributes (Consistent Content and Coordinated Characteristics)

- **Not Applicable:** unlikely to be assigned for attribute evaluation since all plans must address the basic content and characteristic practices.
- **Not Present** (0 points): assigned if the attribute practice is not addressed in the plan.
- **Low** (1 point): assigned if the attribute practice is minimally addressed in the plan based on data, analysis, written and graphic communication, or other demonstrable form of support. *Examples:* A plan that mentions major issues facing the community (practice 9.1) without providing supporting analysis (such as forecast trends and planning implications), or a plan that contains standard or required comprehensive plan elements (practice 10.1) but does not indicate how these elements comprehensively address the characteristics and issues of the community.
- **Medium** (2 points): assigned if the attribute practice is moderately addressed in the plan based on data, analysis, written and graphic communication, or other demonstrable form of support. *Examples:* A plan that identifies major issues facing the community (practice 9.1) and provides some degree of supporting analysis (e.g., general trends and planning implications), or a plan that covers multiple topics beyond standard or required comprehensive plan elements (practice 10.1), with some indication as to how these topics comprehensively address the characteristics and issues of the community.
- **High** (3 points): assigned if the attribute practice is fully addressed in the plan based on data, analysis, written and graphic communication, or other demonstrable form of support. *Examples:* A plan that articulates major issues facing the community (practice 9.1) with robust supporting analysis (e.g., forecast trends and planning implications), or a plan that covers multiple topics beyond standard or required comprehensive plan elements (practice 10.1), addresses how these topics interrelate, and demonstrates how they comprehensively address the characteristics and issues of the community.

The framework of required components described here is aimed at setting standards for preparing and revising comprehensive plans that seek to sustain places. It can also be used to evaluate existing plans and to serve as an outline for dialogue with citizens, planning boards, and elected officials about community sustainability. Chapter 3 suggests an approach for local governments interested in applying this framework.

CHAPTER 3

**APPLYING THE
STANDARDS**

The plan standards framework described in Chapter 2 has been designed for use by local governments that wish to evaluate existing comprehensive plans or are beginning the process of updating or preparing new plans. As with all resource toolkits, use of the framework is a matter of individual community choice. However, once use of the framework is initiated, community expectations will likely arise that it will be followed through to completion. The commitment should not be taken lightly.

PLAN EVALUATION PROCESS

Communities desiring to apply the standards to local plans and planning processes will find it useful to follow a basic four-step process such as the one outlined in Figure 3.1. The process steps include the following:

1. Discuss the standards framework with the community to determine if it will be helpful in the comprehensive planning process.
2. Review the needs of the plan and planning process in order to highlight areas where use of the standards will improve the plan quality and relevance.
3. Incorporate the standards into the plan, using them to fill gaps or upgrade existing plan policies and practices.
4. Score the plan in order to determine its comparative ranking against a fully realized comprehensive plan for sustaining places.

To be most effective this process should be carried out jointly with community representatives, planning boards, stakeholders, and government staff. This collaboration will help to develop a shared understanding of the framework's contribution to increasing community sustainability, along with support for meeting the framework requirements. Thus, the first step is to involve the community in a discussion of the standards and their implications.

Step One: Discuss the Standards Framework

The first step is to develop a community understanding of the plan standards framework and its components. By reading and discussing the materials in this report, a community can

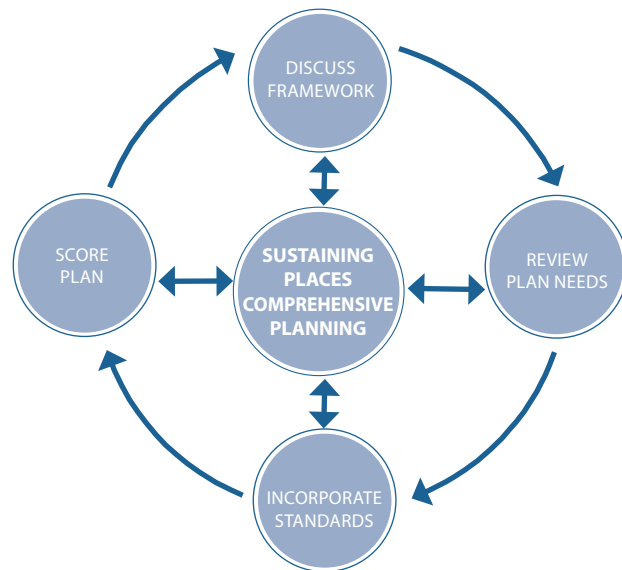


Figure 3.1. Applying the plan standards framework (David Godschalk and David Rouse)

decide if the framework can be helpful in preparing or revising its comprehensive plan.

Planning staff can take the lead by circulating the standards framework to planning boards, government officials, and interested stakeholder groups. In doing so, they can arrange forums, discussion sessions, and other opportunities for facilitating conversations about community sustainability and the potential for using the framework to strengthen the comprehensive plan. Staff can facilitate this discussion

by preparing slides, web presentations, and other types of educational materials. These can be illustrated with examples from communities that have adopted plans aimed at improving sustainability, such as the plans analyzed in *Sustaining Places: The Role of the Comprehensive Plan* (Godschalk and Anderson 2012) and those prepared by the pilot communities involved in this Plan Standards project (see Appendix A for a listing of plan websites).

To simplify the task of reviewing the comprehensive framework content and to enhance understanding of the value of the framework, planners could lead small group discussions on individual principles or groups of principles. These could have the benefit of illustrating more concretely how the standards might apply to problems or needs specific to the community. This would lead naturally to step two, which is to think about changes or improvements to the local plan and planning process.

Step Two: Review Planning Needs

The second step is to review an existing plan or proposed planning process in light of the principles, processes, attributes, and best practices contained in the framework. Communities should use the standards framework as a set of prompts, laying out questions to consider. How could the standards be applied during compilation and analysis of a planning database, the public participation process, plan preparation or updating, and plan monitoring and implementation? Planners should think about which standards are applicable and how they might employ them. They can think of the planning needs review as a plan sustainability audit, looking for needed additions or improvements that will raise the quality of the plan. Reviewers should ask hard questions, for example:

Where are the gaps in the plan? Reviewers should look for important areas that have been overlooked in past planning efforts. This is especially important to ensure that contemporary issues—such as climate change and community resilience—have been addressed, and that contemporary objectives—such as community health, safety, and social equity—have been incorporated into the plan.

Is the planning database credible? The standards assume that comprehensive plan strategies are built on solid and up-to-date factual evidence. Compilation and analysis of planning databases should provide an accurate picture of existing and projected community conditions. In current times of evolving and dynamic data on trends such as climate change, economic instability, and environmental degradation, the maintenance and regular updating of the plan's fact base are especially important.

Does the participation process operate on a continuing community-wide basis? The standards assume that all stakeholders will be involved, not just the dedicated group that shows up for every meeting. They assume that the planning staff will make full use of all channels of communication, including social media, in generating two-way participation. To maintain trust in the local government and its planning, transparency is vital. Applying process practices will illuminate issues and point out needed fixes in the involvement program.

Does the plan itself incorporate the basic intent of each principle, process, and attribute? The standards assume that plans meeting the definition of sustaining places will be truly comprehensive. They assume that the plans will demonstrate a genuine desire to meet the basic intent of each standard component through the adoption of a full range of applicable best practices. This means that there should be a proactive attempt to address issues and fill gaps in existing plans.

Does the plan contain solid provisions for monitoring outcomes and evaluating implementation? The standards assume a conscious and continuing effort to see that plan recommendations are carried out. This is important not only on the basis of efficiency and effectiveness in deploying community resources, but also on the basis of informing the public about the degree to which plan objectives have been realized. It is also important in terms of keeping plans current and focused on critical priorities.

Once these questions have been answered, it will be possible to proceed to the next step, which is to begin to incorporate the applicable standards into the new or existing plan to respond to the objectives of the standards framework.

Step Three: Incorporate Applicable Standards

The third step is to incorporate the applicable standards into the plan and planning process. Depending on the local situation, this may be a relatively simple process of adding some best practices or it may be a more complex process of rethinking the plan. Because each community will have a different local context, it is not possible to outline a singular planning process that is relevant to all communities. However, the experience of the pilot communities can offer some guidance. As described later in this chapter, they used the standards in different ways, depending upon the local context and stage of preparation of their comprehensive plans.

Once the plan has been prepared or updated, the final step is to conduct an overall evaluation using the plan standards framework. This evaluation presently can only

INCORPORATING THE COMPREHENSIVE PLAN STANDARDS INTO GOSHEN'S COMPREHENSIVE PLAN UPDATE

Abby Wiles, Assistant Planning and Zoning Administrator, Department of Planning & Zoning, City of Goshen, Indiana

Goshen, Indiana, is a small, growing city in north-central Indiana approximately a half hour southeast of South Bend, Indiana, and two hours east of Chicago. Goshen has about 32,000 residents and is demographically diverse, with 28.2 percent of the population Hispanic or Latino.

The city has a strong agricultural and industrial heritage. According to national occupational employment data for May 2012, the Elkhart-Goshen metropolitan statistical area (MSA) is the metropolitan area in the United States with the highest concentration of production occupations (U.S. Bureau of Labor Statistics 2014). The MSA is best known as a hub for recreational vehicle manufacturing. Despite the community's high concentration of manufacturing, Goshen continues to attract members of the creative class and young entrepreneurs. The community also touts one of the most vibrant downtowns in Indiana.

Goshen's existing comprehensive plan, Comprehensive Plan & Community Vision: 2004–2013, is focused on sustainability. The plan was developed by a local non-profit, Community Sustainability Project, Inc. It highlights the importance of sustainable, well-managed growth, promotion of sustainable living and business practices, and strong protection of environmentally sensitive areas. The plan's transportation chapter emphasizes the development of nonmotorized transportation and the importance of a highly connected network of sidewalks, trails, and bike paths. Staff and citizens wanted to continue this focus in the plan update.

Because the existing comprehensive plan had a sustainability focus, Goshen's

participation in the Sustaining Places initiative seemed natural. One of the first tasks we undertook after selection as a pilot community was to review our existing plan against the draft comprehensive plan standards. We were surprised to find a number of standards that were only loosely discussed or missing altogether in the plan. Of the 53 total best practices, 17 scored "Low." These practices included access to locally grown foods for all neighborhoods and planning for the provision of green infrastructure.

Staff decided that the standards scored as "Medium" or "High" were sufficiently represented in the plan and would be carried forward into the plan update. We addressed the low-achieving standards in the public engagement process and asked the community if these best practices should be included in the plan. Community members were invited to help develop specific actions and strategies for these best practices.

Public support for the plan standards was very strong. Several citizens requested a copy of the APA scoring matrix. By participating as a pilot community and considering the plan standards during our plan update, we were able to identify sustainability standards that were missing or weak in our plan. We also were able to work with and integrate the public into our plan update process in a meaningful way.

take the form of an internal scoring process; if the external review and designation program described in Appendix D is instituted, then communities could apply for such outside designation.

Step Four: Score the Plan

The fourth step is to score the plan against the standards. The benefit of this scoring is to provide an indication of the degree to which the plan takes a comprehensive approach to sustaining places. By assessing the level of achievement for the practices in the standards, reviewers will be able to judge the overall quality of the plan. As mentioned earlier, this assessment may be done internally within the community to generate a comparative benchmark of the plan's achievement versus the full slate of possible best practices. In the future, it may also be offered through an external review and designation process (see Appendix D). This report focuses on internal scoring.

As noted in Chapter 2, the scoring approach involves assigning a rating of Not Applicable, Not Present, Low, Medium, or High to a plan's incorporation of each practice in the standards framework. To assist planners in scoring, a matrix has been prepared with brief descriptions of the practices associated with each principle, process, and attribute. A copy of this matrix is located in Appendix C.

To ensure that the scoring is accurate as possible, a team of at least two planners knowledgeable about the plan's structure and content should carry out the scoring separately. Once each team member has read and scored the plan, they can meet to identify and discuss differences in scoring, including any judgment calls made about the level at which a particular practice should be scored. This should be continued until the team is able to come to consensus on the scoring.

What will the final scores tell communities? The scores will identify any areas where the plan departs from the level of plan quality set forth in the standards framework. They will highlight areas of strength and areas where further improvement may be warranted. If a plan has a high overall score, then a community can be assured that they are staking their future sustainability on a strong planning foundation. If it has a low overall score, then this can help a community understand the need to invest further resources in its planning program. As noted in the pilot community examples provided below, scoring a plan is a useful diagnostic procedure, which may turn up previously undiscovered gaps. It can also be used as a prescriptive process, which will suggest remedies for filling the gaps.

PILOT COMMUNITY EXAMPLES

The experience of the pilot communities provides examples of how various types and sizes of jurisdictions applied the standards at different stages in the planning process.¹ For example, planners in **Goshen, Indiana**, used the standards to evaluate their existing 2004 plan and were surprised to find that it contained a number of low-achievement practices. With strong community support, planners were able to add new practices to improve weak areas, such as access to local foods. (See sidebar "Incorporating the Standards in Goshen's Comprehensive Plan Update," p. 27)

Planners in **Austin, Texas**, whose comprehensive plan was evaluated by the pilot communities and by the participants in the workshop at the 2014 National Planning Conference, used the standards to review the *Imagine Austin* comprehensive plan (adopted by the city council in 2012). Even though this plan has received numerous awards—including the inaugural Sustainable Plan Award from APA's Sustainable Communities Division in 2014—the planning staff discovered that it lacked some important practices. (See sidebar "Staff Review of the 2012 *Imagine Austin* Comprehensive Plan.")

Seattle, Washington, used the plan standards to conduct an assessment of its existing 1994 plan in preparation for an update. According to senior planner Patrice Carroll, some of the insights that staff derived from the assessment were the needs to reassess the city's view of what constitutes authentic participation, address a gap in its procedures for accountable implementation, and implement a stronger focus on equity. Equity has become increasingly important for fast-growing Seattle to ensure the broad sharing of the benefits of



Public meetings, part of the Seattle 2035 comprehensive plan update (City of Seattle Department of Planning and Development)

STAFF REVIEW OF THE 2012 *IMAGINE AUSTIN* COMPREHENSIVE PLAN

Paul DiGiuseppe, Principal Planner, City of Austin Planning and Development Review Department

The City of Austin, Texas, began the three-year process of updating its comprehensive plan in 2009. The 2012 Imagine Austin plan has a planning horizon to 2039 and replaces the 1980 plan called Austin Tomorrow. Both the city council and community residents support making the city more sustainable and expect the comprehensive plan to address sustainability.

When Austin was asked to pilot-test the plan-scoring procedure with its existing plan, the planning process was complete and the plan had been adopted for over a year. Although the plan standards were not available when we were undergoing our planning process, they proved useful in evaluating how successful we had been at incorporating elements that would make our city more sustainable.

We were confident that our plan would fare well when measured against the standards, and we were happy to have our expectations confirmed. Imagine Austin focuses on the following major themes that encompass sustainability: grow as a compact and connected city; integrate nature into the city; provide paths to prosperity for all; develop as an affordable and healthy community; sustainably manage water, energy and our environmental resources; and think creatively and work together as a community. These themes align well with the principles included in the plan standards framework.

Checking our existing plan against the plan standards revealed a few gaps in the plan, such as promoting leadership in disadvantaged communities through the planning process. Considering Austin's history of racial segregation and income disbursement, this is something we will

consider as we continue implementing the plan. The plan also does not reference post-disaster economic recovery. We will follow up to see if this practice should be added to Imagine Austin. Finally, the review confirmed that we must focus on articulating our implementation framework.

While the evaluation process was time intensive, it proved useful to us after the adoption of the plan. We were able to identify the strengths of our plan as well as gaps that could lead to plan amendments in the future and that could be focal points for implementation.

The results of the evaluation will be shared with the public and city departments so that we can gain more support for the implementation of Imagine Austin initiatives. We feel it is extremely important for communities currently developing or updating their comprehensive plans to consider these standards. They can provide important points of engagement with the public, help staff identify public priorities, and ensure a complete assessment of community issues.



Austin residents share their visions for Austin's future as part of Imagine Austin (City of Austin)

a strong economy. The review also confirmed the need for a more accessible, persuasive, and consistent plan with more graphics. Carroll noted that these insights would be valuable in preparing Seattle 2035, the updated comprehensive plan, due for adoption in 2015.

New Hanover County, North Carolina, reviewed the standards during preparation of its first comprehensive plan after having only a state-mandated land-use plan for a number of years. Because the county has a population of about 200,000 and faces projected growth of up to 337,000, local planners saw the need for a comprehensive planning approach. To develop plan policies and recommendations, long-range planner Jennifer Rigby, AICP, reported at the 2014 National Planning Conference that the county set up six themed committees, each focused on one of the plan principles. They found that the standards provided a clear framework to address politically sensitive issues, such as climate change and sea-level rise, which might otherwise have been difficult to discuss. They also found the emphasis on regionalism very germane to their efforts to integrate data and policies from the regional plan, the regional transportation plan, county economic development and infrastructure plans, and the Greater Wilmington city plan.

Memphis/Shelby County, Tennessee, was a special case in that the standards were applied not to a comprehensive planning process but to the *Mid-South Regional Greenprint & Sustainability Plan* funded by a Sustainable Communities Regional Planning Grant through the U.S. Department of Housing and Urban Development. The plan seeks to create a unified vision for a network of green spaces connecting a four-county, tri-state region. The plan would not only protect open space and environmental resources, but it also addresses ways in which this network can influence housing, transportation, and health. According to program manager John Zeannah, AICP, Memphis and Shelby County benefited from using the standards as a guide for the regional plan. Specifically, the standards were a valuable tool for project planners to evaluate how effectively the regional vision addresses sustainability best practices.

Wheeling, West Virginia, used the standards in preparing the 2014 *Envision Wheeling* comprehensive plan update. Wendy Moeller, AICP, consultant for the updated plan, noted that the community embraced many of the standards, including increased density, adaptive reuse, improved transit, walkable neighborhoods, and housing choice. Others were more challenging due to Wheeling's circumstances. For example, the "discouraging development in hazard-prone areas" best practice came up against the city's desire to encourage rede-

velopment and reinvestment and the reality that more than 25 percent of lots are located in designated floodplains.

Oklahoma City, Oklahoma, was in the process of creating a new comprehensive plan (planokc) during the time that the standards were being developed and pilot tested by communities. According to planning director Aubrey Ham-montree, AICP, this timing could not have been better for informing the development of plan policies through the various stages of the public engagement process. The community, specialized stakeholders, and city staff generated hundreds of policies that city planners then filtered using the standards as a framework. The standards provided a good "check" to ensure the plan's policies were complete and comprehensive, and that they conformed to best practices.

Rock Island, Illinois, was nearing completion of its first ever city-wide comprehensive plan when it was selected as a pilot community. In 2012 Rock Island received a grant from the State of Illinois to prepare a forward-thinking comprehensive plan meeting certain sustainability principles; however, the guidance provided by the granting agency was somewhat limited in terms of how standards should be met. Urban planner Brandy Howe, AICP, reported that the scoring matrix, together with public feedback, was a valuable tool used during the planning process to ensure that the plan content met all the sustainability requirements of the granting agency. Howe noted that the majority of APA's standards were seamlessly integrated into the city's 2014 comprehensive plan, but certain standards—such as climate change adaptation—may require "soft stepping" in certain communities.

A number of pilot community representatives commented that, as an objective set of best practices developed by a well-known national organization, the standards provided a credible framework for discussing issues and approaches with elected officials and the public, ones that otherwise might have been difficult to address.

PLAN EVALUATION: NEXT STEPS

The experience of the pilot communities confirms that the plan standards framework and scoring procedure are a resource that can be used by jurisdictions with widely varying characteristics to evaluate their comprehensive plans at different stages in the planning process. The plan evaluation process described in this chapter provides a systematic approach to applying the framework, including use of the scoring procedure to compare a local comprehensive plan against a national standard. Such "self-scoring" differs from

the possibility of an external review, scoring, and designation system for comprehensive plans that meet the definition of sustaining places, which depends upon future action by APA and could include additional features such as bonus points for plans with particularly innovative approaches.

The final chapter of this report considers the future of comprehensive planning practice in the context of the sustainability challenges of the twenty-first century. It addresses how the plan standards for sustaining places can play an important role in helping planners to meet these challenges, including lessons learned from the pilot communities. APA leadership had not decided whether or not to move forward with a formal designation program for plans that meet these standards at the time of this report's publication. Such a system, however, could make a valuable contribution to comprehensive planning practice. Appendix D provides additional information on how such an APA-managed program might work.

1. The sources of the information provided in this section include presentations made by pilot community representatives at the workshop held at the 2014 National Planning Conference in Atlanta, blogs written by several of the representatives of APA's Sustaining Places website, and personal communications with representatives.

CHAPTER 4

**THE FUTURE OF
COMPREHENSIVE
PLANNING
PRACTICE**

Planning for sustainability is the defining challenge of the twenty-first century. Overcoming deeply ingrained economic and cultural patterns that result in resource depletion, climate instability, and economic and social stress requires holistic problem-solving that blends the best scientific understanding of existing conditions and available technologies with the public resolve to act. Planning processes allow communities to look past immediate concerns, evaluate options for how best to proceed, and move toward a better future (Godschalk and Anderson 2012).

As the leading policy document guiding the long-range development of local jurisdictions in the United States, the comprehensive plan plays a critical role in planning for sustainability. The standards described in this report are designed to provide a concise resource and planning tool for communities across the country to use in evaluating existing comprehensive plans and developing new ones that advance the “triple bottom line” of sustainability: environmental, economic, and social goals. They also provide the opportunity to establish a national standard and designation system to promote excellence in comprehensive planning.

This chapter begins by summarizing lessons learned from working with the pilot communities to finalize the plan standards framework and evaluation system, including resolution of issues identified during the multiyear initiative. The chapter then presents observations on how the traditional comprehensive planning model continues to evolve to meet the challenges faced by planners and their communities in the twenty-first century—a trend that is epitomized by the comprehensive plan standards for sustaining places.

LESSONS LEARNED FROM THE PILOT COMMUNITIES

The two major lessons learned from piloting the standards with a diverse group of communities and participants in the workshop at the 2014 National Planning Conference (NPC) in Atlanta are the following:

1. The standards framework and plan evaluation process work when applied to real comprehensive plans that are under development.
2. The standards framework has a significant contribution to make to the practice of comprehensive planning.

Each pilot community representative reported that using the standards was a positive experience that improved the comprehensive planning process. They all found the best practices to be a practical tool and resource for guiding plan making in their communities. While the standards depart from the typical comprehensive plan table of contents of the past century, they capture the leading edge of contemporary planning for sustaining places. Based on the pilot community experience, the issues that arose during development of the standards are manageable and are outweighed by the potential value of incorporating the best practices into the “DNA” of the next generation of comprehensive plans.

As noted in Chapter 1, APA’s Plan Standards Working Group and participants in the workshop at the 2013 NPC in Chicago identified six specific issues related to the draft standards and proposed scoring procedure in particular. Working with the pilot communities provided clear evidence to resolve four of the six issues, as follows:

- **One size fits all:** This issue related to the question as to whether one set of standards could apply to a variety of different types and sizes of jurisdictions, each with its own distinctive characteristics. However, it did not prove to be a problem, even with the wide range of community types in the pilot group. The standards were flexible enough to

accommodate large and small communities in different areas of the country. With respect to scoring, the “Not Applicable” category was added to allow for elimination of practices that are not applicable due to local conditions (e.g., transit-oriented development in a rural community lacking transit service).

- **Scoring:** The Plan Standards Working Group found it challenging to develop objective, quantitative scoring criteria to evaluate plan quality, and recommended that further work be done to address this issue. The scoring criteria for different categories of achievement described in Chapter 2 were developed with the input of the pilot communities to provide direction for plan reviewers. While reviewers still need to apply a level of professional judgment, these criteria proved helpful for the pilot community representatives and participants in the 2014 NPC in Atlanta in clarifying the differences between the categories.
- **Outsider evaluation:** This issue would pertain to a formal plan designation process with outside reviewers (see Appendix D). The concern was that such reviewers might not understand the distinctive characteristics of the local community applying for designation. To resolve this issue, the pilot communities working group developed a draft application form for Sustaining Places comprehensive plan designation. This form was filled out by the communities that volunteered their completed comprehensive plans to test the plan scoring procedure (see the application template in Appendix E). In addition to background information and context for the comprehensive plan, the form asks the applicant to provide a self-rating of the plan. This will ensure that the outside reviewers are aware of the community’s own assessments of plan strengths and weaknesses, as a comparative check for their ratings. Information is also requested on the locations within the plan of the referenced best practices. This will tell reviewers where to find specific practices, which could be difficult if the plan is structured in an uncommon format. The pilot community representatives and participants in the 2014 NPC workshop in Atlanta found this information to be extremely useful for their independent review of the plans.
- **Self-rating versus formal designation:** This issue was raised by participants in the 2013 NPC workshop in Chicago who generally endorsed the plan standards as providing a valuable resource for communities on comprehensive planning but questioned whether a formal designation program is necessary or desirable. Many of their concerns, such as the “one-size-fits-all” and the “scoring” issues, were resolved

with the input of the pilot communities as described above. Moreover, the pilot community representatives agreed that a designation program would bring a level of credibility and rigor that would not be possible if the plan standards were made available only as an informal resource.

The other two issues, innovation and implementation, were not fully resolved during the pilot community process and will require further study if a formal plan designation program is to be established. They do not significantly affect the applicability of the plan standards and scoring system, which communities can use now to evaluate their comprehensive plans.

- **Innovation:** This issue is concerned with whether the plan standards could be used by communities as a checklist leading to “cookie-cutter” plans. To help address this issue, the draft scoring system developed with the input of the pilot communities allowed for up to 15 points to be awarded to the total plan score at the discretion of the reviewer for plans with particularly innovative approaches. However, none of the pilot community representatives or NPC workshop participants opted to apply these bonus points in their reviews of the test comprehensive plans. So it remains to be seen if such a provision is desirable or necessary to inspire innovative plans and, if it is to be included, whether the number of potential points is appropriate or should be adjusted. As a general comment, the standards were designed to provide a framework within which communities have the flexibility to pursue creative approaches in the content, processes, and outcomes of the comprehensive plan, without being penalized if their unique approach does not include all of the required practices.
- **Implementation:** This issue relates not just to how well the plan itself addresses implementation but also to how well communities achieve plan goals and objectives over time, including both the performance of assigned responsibilities and the outcomes of those actions. This issue would need to be a topic of further study in establishing a formal designation program. From a practical standpoint, taking into account implementation progress would add a level of complexity (and a timescale) beyond the more straightforward assessment of the comprehensive plan described in this report. One possibility is the establishment of a maintenance provision as part of the designation system whereby a community would need to demonstrate implementation progress after a certain period of years to retain Sustaining Places designation.

THE TWENTY-FIRST-CENTURY COMPREHENSIVE PLAN

I believe that the preparation and maintenance of the general plan is the primary, continuing responsibility of the city-planning profession. It will continue to be our most significant contribution to the art of local government. (Kent 1990, 2)

Originally published in 1964, T.J. Kent Jr.'s book *The Urban General Plan* highlighted the key role of the general (or comprehensive) plan. It traced the roots of the plan back to the work of Frederick Law Olmsted Jr., Edward Bassett, and Alfred Bettman in the second and third decades of the twentieth century, thus representing the culmination of about 50 years of comprehensive planning practice to that point. According to Kent, the general plan should be long-range, comprehensive, a top-down general statement of policy (as opposed to a specific implementation program), and focused on physical development. Kent called for the plan to be divided into a series of elements addressing different subject matters. He identified the city council (or similar governing body) as the “principal client” of the plan and called for making the completed plan available to citizens—rather than engaging them in its preparation.

In the last decades of the past century, spurred by societal trends and their impacts on planning practice, the traditional comprehensive planning model that Kent described began to change. Key influences included, among others, a new emphasis on community engagement in the planning process; a broadening of planners' concerns to encompass the social and environmental in addition to the physical realms; and increasing attention to implementation (to counter the proverbial “plan that sits on the shelf”). In 1987 the World Commission on Environment and Development published *Our Common Future* (also known as the Brundtland Report), which defined sustainable development as “development which meets the needs of the present without compromising the ability of future generations to meet their own needs (United Nations 1987)” The idea of sustainability is commonly framed as the “three Es”—environment, economy, and equity—or the “triple bottom line” of people, prosperity, and planet.

A session at the 1999 National Planning Conference in Seattle and accompanying article in the conference proceedings explored the significant changes to the practice of comprehensive planning that occurred during the latter part of the twentieth century and what these changes might mean

for the twenty-first century comprehensive plan. The authors described the emerging comprehensive plan model as values driven, collaborative, thematic based, linking process and outcome, regional in focus, and beyond paper (Rouse, Chandler, and Arason 1999):

- **Values driven:** The plan addresses the issues and manifests the values expressed by the community.
- **Collaborative:** The planning process meaningfully engages citizens, organizations, businesses, and other community stakeholders.
- **Thematic based:** The plan is organized into cross-cutting themes rather than discrete elements.
- **Linking process and outcome:** The plan connects community values to a clearly defined action agenda.
- **Regional in focus:** The plan addresses issues that are regional in scope.
- **Beyond paper:** The plan uses digital technology, visualizations, and other techniques that transcend the traditional limitations of written documents.

The above characteristics address process, structure, and scope more than the substance of the comprehensive plan. In the plan standards framework described in this report, they are mostly reflected in the best practices under Processes and Attributes. Fifteen years following the Seattle conference—with issues such as climate change, inequality, and environmental deterioration becoming ever more prominent—it is appropriate to add “sustainable” as a seventh characteristic of the twenty-first century comprehensive plan. In the plan standards framework, the best practices under Principles address substantive sustainability issues.

Looking toward the future, the following are some key trends that likely will significantly affect comprehensive planning practice.

Resilience

Hurricane Katrina, Superstorm Sandy, and other extreme weather events have highlighted the need for communities to become more resilient. Resilience (the ability to recover from disturbance and change) applies not just to anticipating natural disasters and planning for post-disaster recovery but to other shocks such as severe economic downturns. Some have referred to resilience as the “new sustainability”; however, it is important to distinguish between the two. Resilience allows a community to respond to and recover from specific disruptive events, while (per the Brundtland Report definition) sustainability seeks to preserve for future generations the re-

sources and opportunities that exist for current generations. The two concepts need to work hand in hand (Schwab 2014).

Systems Thinking

The traditional comprehensive plan is organized into discrete plan elements such as land use, transportation, housing, and community facilities, a structure reinforced by many state planning statutes that mandate plan content. In reality, these subject areas operate as complex systems whose interactions determine the form and function of an even more complex system: the community as a whole. To apply systems thinking to comprehensive planning, planners should consider how elements that are typically prepared separately (such as land use and transportation) interconnect, as well as how an understanding of basic system characteristics might inform plan development. For example, the City of Albany, New York, organized the Albany, NY 2030 Comprehensive Plan around eight interrelated systems and used system principles (such as leverage points, feedback loops, and levels of the system hierarchy) to help determine implementation priorities (cited in Godschalk and Anderson 2012). (For a good overview of systems thinking, including 12 places to intervene in complex systems, see Meadows 2008.)

Community Engagement

Rapid advances in digital technology—from social media to web-based GIS platforms to robust sources of “open data”—are transforming the ways citizens can be involved in comprehensive planning processes. Digital tools allowing for real-time assessment of the impacts of alternative future scenarios in public meetings is an example, as are online tools for citizen outreach, generation of ideas, and voting on priorities. In using such tools, planners need to be cognizant of the so-called “digital divide” in order to ensure that traditionally underrepresented groups are not further marginalized in the planning process, and planners need to consider other means of reaching these groups. This may involve, for example, connecting with trusted leaders and engaging in settings comfortable and accessible to these citizens.

Equity

Increasing inequality—as reflected in the income gap between the richest and poorest members of society—has emerged as a major national concern, particularly in the years following the Great Recession of 2007 to 2009. This trend relates not only to economic status but also to basic quality-of-life issues such as resilience (minority and low-income populations are especially vulnerable to the impacts of natural disasters; see

Schwab 2014) and public health (minority and low-income populations have higher incidences of chronic conditions such as obesity and lower life expectancies than more affluent populations; see Flegal et. al. 2010; Haley et al. 2012). Equity, one of the three “Es” of sustainability, is arguably the most difficult for planners to address. Along these lines, planners should consider the implications for their work of the AICP Code of Ethics, which as an aspirational principle calls on planners to “seek social justice by working to expand choice and opportunity for all persons, recognizing a special responsibility to plan for the needs of the disadvantaged and promote racial and economic integration” (American Planning Association 2009).

Implementation

In a time of fiscal constraints and questioning of the role of government, effective implementation is vital to establish the value of planning. Applied to the comprehensive plan, this means not just revising development regulations but also tying the capital improvements program to plan goals, objectives, and actions, and—very importantly—demonstrating returns on investment. It means building new implementation models, such as diverse partnerships and coalitions across sectors. It means setting priorities and measures of accountability, including feasible targets and metrics to determine progress. And it means communicating with the community in ways that help planners connect with citizens, such as telling stories about tangible successes.

Adaptation

Planning can no longer follow a simple linear process in which public policies and investments are based on trend-line projections of local population and economic growth. Conditions that used to be considered stable—such as the climate, resource availability and costs, and the local employment base—are increasingly unstable and outside the control of local governments. Present-day planning must proceed as a learning and adaptation process, in which ongoing plan updates factor evidence of regional, national, and global change into local decisions. This means that today’s plans need to account for, and adjust to, a wider range of information about outside impacts. For example, coastal communities have to track up-to-date estimates of sea level rise resulting from climate change in order to ensure that their comprehensive plans adequately protect future public safety. This approach has been termed “adaptive governance” (Brunner and Lynch 2010) or “anticipatory governance” (Quay 2010). As a form of systems thinking, an adaptive approach would use monitor-

ing and feedback mechanisms to adjust implementation programs on an ongoing basis.

The Comprehensive Plan Moving Forward

There are no easy paths to addressing these and other complexities affecting comprehensive planning practice in the twenty-first century. The plan standards framework described in this report is not a prescription or a recipe. Rather, it is a resource and benchmark for communities to use as they develop solutions that work in their particular circumstances. For example, best practices under Principles provide direction for addressing issues related to resilience; the Authentic Participation best practices provide direction for community engagement; the Accountable Implementation best practices provide direction for implementation; and best practices under Attributes provide direction for communication.

Systems thinking is embedded in the six principles and associated best practices, which cut across traditional plan elements, and can be utilized in applying all components of the plan framework. Adaptability is reflected in best practices for Attributes and includes creative strategies for dealing with community change, uncertainty, and development needs, as well as Accountable Implementation best practices that call for monitoring and measuring implementation progress. Interwoven equity is one of the principles and is integrated into best practices throughout the framework. The ultimate aim is to help planners and the communities realize the powerful potential of the comprehensive plan to sustain twenty-first century places.

APPENDIX A: LINKS TO PLAN DOCUMENTS AND UPDATES AND SUSTAINABILITY CERTIFICATION PROGRAMS

PLAN DOCUMENTS AND UPDATES

Auburn, Washington

City of Auburn Comprehensive Plan (2011). Available at www.auburnwa.gov/doing_business/community_development/planning/comprehensive_plan.htm.

Austin, Texas

Imagine Austin (2012). Available at www.austintexas.gov/department/our-plan-future.

Goshen, Indiana

Comprehensive Plan & Community Vision 2025 (draft) (2014). Available at www.goshenindiana.org/sites/default/files/files_and_documents/Goshen%20Comprehensive%20Plan%20Draft_10-7-14_redsz.pdf.

Memphis/Shelby County, Tennessee

Mid-South Regional Greenprint & Sustainability Plan (draft) (2014). Available at www.midsouthgreenprint.org/plan/.

New Hanover County, New Hampshire

Plan NHC (plan development in progress) (2014). Available at <http://planningdevelopment.nhcgov.com/plan-nhc/>.

Norfolk, Virginia

plaNorfolk2030 (2013). Available at www.norfolk.gov/index.aspx?NID=1376.

Oklahoma City, Oklahoma

planokc (plan development in progress) (2014). Available at www.planokc.org.

Raleigh, North Carolina

The 2030 Comprehensive Plan for the City of Raleigh (2009). Available at www.raleighnc.gov/business/content/PlanDev/Articles/LongRange/2030ComprehensivePlan.html.

Rock Island, Illinois

City of Rock Island Comprehensive Plan (2014). Available at rigov.org/documentcenter/view/6991.

Savona, New York

Village of Savona Final Draft Comprehensive Plan (draft) (2014). Available at www.villageofsavona.com/usr/Savona%20Final%20Draft%20Plan%20140611.pdf.

Seattle, Washington

Seattle 2035 (plan update in progress) (2014). Available at <http://2035.seattle.gov/about/>.

Town of Foxborough, Massachusetts

Master plan documents, including *Downtown Strategy* (2013). Available at www.foxboroughma.gov/Pages/FoxboroughMA_Planning/masterplan/.

Wheeling, West Virginia

Envision Wheeling (2014). Available at www.wheelingwv.gov/pdf/WheelingPlanPublicReviewOct2014.pdf.

SUSTAINABILITY CERTIFICATION PROGRAMS*

Audubon International, Sustainable Communities Program

www.auduboninternational.org/sustainable-communities-program

STAR Communities, STAR Community Rating System

www.starcommunities.org/certification/SustainableJersey
www.sustainablejersey.com/

Sustainable Sites Initiative (SITES™)

www.sustainablesites.org/

U.S. Green Building Council, Leadership in Energy & Environmental Design (LEED)

www.usgbc.org/leed

U.S. Green Building Council, LEED for Neighborhood Development (LEED-ND)

www.usgbc.org/resources/leed-neighborhood-development

*See Appendix D for descriptions of these programs (p. 57).

APPENDIX B: BEST PRACTICE DEFINITIONS

This appendix provides definitions of the best practices for the principles, processes, and attributes that comprise the comprehensive plan standards framework for sustaining places (see Chapter 2). These definitions are intended as a resource for communities seeking to understand the framework and how its individual components apply to their circumstances. They are organized into three sections: (1) Best Practices for Plan Principles, (2) Best Practices for Plan Processes, and (3) Best Practices for Plan Attributes.

Comprehensive plans for sustaining places should endeavor to incorporate the full slate of best practices while allowing for each community's unique context, environment, and issues. By addressing and implementing all possible best practices, a community can set a path towards a high level of sustainability.

BEST PRACTICES FOR PLAN PRINCIPLES

1. Livable Built Environment. *Ensure that all elements of the built environment, including land use, transportation, housing, energy, and infrastructure, work together to provide sustainable, green places for living, working, and recreation, with a high quality of life.*

There are 11 recommended best practices for the first plan principle, Livable Built Environment:

- 1.1 Plan for multimodal transportation.** A multimodal transportation system allows people to use a variety of transportation modes, including walking, biking, and other mobility devices (e.g., wheelchairs), as well as transit where possible. Such a system reduces dependence on automobiles and encourages more active forms of personal transportation, improving health outcomes and increasing the mobility of those who are unable or unwilling to drive (e.g., youth, persons with disabilities, the elderly). Fewer cars on the road also translates to reduced air pollution and greenhouse gas emissions with associated health and environmental benefits.
- 1.2 Plan for transit-oriented development.** Transit-oriented development (TOD) is characterized by a concentration of higher-density mixed use development around transit stations and along transit lines, such that the location and the design of the development

encourage transit use and pedestrian activity. TOD allows communities to focus new residential and commercial development in areas that are well connected to public transit. This enables residents to more easily use transit service, which can reduce vehicle-miles traveled and fossil fuels consumed and associated pollution and greenhouse gas emissions. It can also reduce the need for personal automobile ownership, resulting in a decreased need for parking spaces and other automobile-oriented infrastructure.

- 1.3 Coordinate regional transportation investments with job clusters.** Coordinating regional transportation systems and areas of high employment densities can foster both transportation efficiency and economic development. This is important for creating and improving access to employment opportunities, particularly for disadvantaged populations without easy access to personal automobiles.
- 1.4 Provide complete streets serving multiple functions.** Complete streets are streets that are designed and operated with all users in mind—including motorists, pedestrians, bicyclists, and public transit riders (where applicable) of all ages and abilities—to support a multimodal transportation system. A complete street network is one that safely and conveniently accommodates all users and desired functions, though this does not mean that all modes or functions will be equally prioritized on any given street segment.

Streets that serve multiple functions can accommodate travel, social interaction, and commerce to provide for more vibrant neighborhoods and more livable communities.

- 1.5 Plan for mixed land-use patterns that are walkable and bikeable.** Mixed land-use patterns are characterized by residential and nonresidential land uses located in close proximity to one another. Mixing land uses and providing housing in close proximity to everyday destinations (e.g., shops, schools, civic places, workplaces) can increase walking and biking and reduce the need to make trips by automobile. Mixed land-use patterns should incorporate safe, convenient, accessible, and attractive design features (e.g., sidewalks, bike street furniture, bicycle facilities, street trees) to promote walking and biking.
- 1.6 Plan for infill development.** Infill development is characterized by development or redevelopment of undeveloped or underutilized parcels of land in otherwise built-up areas, which are usually served by or have ready access to existing infrastructure and services. Focusing development and redevelopment on infill sites takes advantage of this existing infrastructure while helping to steer development away from greenfield sites on the urban fringe, which are more expensive to serve with infrastructure and services.
- 1.7 Encourage design standards appropriate to the community context.** Design standards are specific criteria and requirements for the form and appearance of development within a neighborhood, corridor, special district, or jurisdiction as a whole. These standards serve to improve or protect both the function and aesthetic appeal of a community. Design standards typically address building placement, building massing and materials, and the location and appearance of elements (such as landscaping, signage, and street furniture). They can encourage development that is compatible with the community context and that enhances sense of place. While the design standards will not be specified in the comprehensive plan itself, the plan can establish the direction and objectives that detailed standards should achieve.
- 1.8 Provide accessible public facilities and spaces.** Public facilities play an important role in communities and they should be able to accommodate persons of all ages and abilities. Public facilities and spaces should be equitably distributed throughout the community.

They should be located and designed to be safe, served by different transportation modes, and accessible to visitors with mobility impairments.

- 1.9 Conserve and reuse historic resources.** Historic resources are buildings, sites, landmarks, or districts with exceptional value or quality for illustrating or interpreting the cultural heritage of a community. They can include resources eligible for listing on the National Register of Historic Places, a state inventory of historic resources in association with a program approved by the secretary of the interior, or a local inventory of historic resources in association with a program approved by a state program or directly by the secretary of the interior (in states without approved programs). It is important to address the conservation and reuse of historic resources due to their cultural and historic significance to a community and the role they play in enhancing a community's sense of place, economy (through tourism and other economic activity), and environment (by reducing the need to construct new buildings that consume land and resources).
- 1.10 Implement green building design and energy conservation.** Green building designs that meet the standards of the U.S. Green Building Council's Leadership in Energy and Environmental Design (LEED) or similar rating system are energy and resource efficient, reduce waste and pollution, and improve occupant health and productivity. Energy conservation refers to measures that reduce energy consumption through energy efficiency or behavioral change. Together these approaches reduce energy costs and improve environmental quality and community health. They can be implemented through strategies such as code requirements, regulatory incentives, and investment programs (e.g., grants to homeowners for weatherization of their homes).
- 1.11 Discourage development in hazard zones.** A hazard zone is an area with a high potential for natural events, such as floods, high winds, landslides, earthquakes, and wildfires. Plans should discourage development in hazard zones, including any construction or site disturbance within an area of high risk relative to other areas within a jurisdiction. Hazards that occur within these zones are known to cause human casualties and damage to the built environment. Discouraging development in hazard zones protects the natural environment, people, and property.

2. Harmony with Nature. *Ensure that the contributions of natural resources to human well-being are explicitly recognized and valued and that maintaining their health is a primary objective.*

There are 10 recommended best practices for the second plan principle, Harmony with Nature:

2.1 Restore, connect, and protect natural habitats and sensitive lands. Natural habitats are areas or landscapes—such as wetlands, riparian corridors, and woodlands—inhabited by a species or community of species, and can include those designated as rare and endangered. Sensitive lands, including steep slopes and geographically unstable areas, contain natural features that are environmentally significant and easily disturbed by human activity. These resources provide important environmental benefits. Restoring degraded habitat can reestablish natural diversity and associated ecosystem services.

2.2 Plan for the provision and protection of green infrastructure. Green infrastructure is a strategically planned and managed network of green open spaces, including parks, greenways, and protected lands. Green infrastructure may also be defined as features that use natural means such as vegetation to capture, store, and infiltrate stormwater runoff, often in urban settings. This includes features such as bioswales, rain gardens, and green roofs. Green infrastructure provides a range of critical functions and ecosystem services to communities, such as wildlife habitat, stormwater management, and recreational opportunities.

2.3 Encourage development that respects natural topography. Sensitive natural topography includes features such as hillsides, ridges, steep slopes, or lowlands that can pose challenges to development. Taking these features into account in planning for private development and public infrastructure can reduce construction costs, minimize natural hazard risks from flooding or landslides, and mitigate the impacts of construction on natural resources, including soils, vegetation, and water systems.

2.4 Enact policies to reduce carbon footprints. The term “carbon footprint” is used to describe the amount of carbon dioxide and other greenhouse gases emitted by a given entity (such as an individual, company, or city) in a certain time frame. It provides a measure of the environmental impact of a particular lifestyle or operation, and encompasses both the direct consumption of

fossil fuels as well as indirect emissions associated with the manufacture and transport of all goods and services the entity consumes. Policies designed to reduce the carbon footprint benefit the environment and have associated benefits on air quality and health. Because these policies are often associated with energy conservation, they can also have positive economic benefits for local governments and community members.

2.5 Comply with state and local air quality standards. Air quality standards are limits on the quantity of pollutants in the air during a given period in a defined area. Under the Clean Air Act, the U.S. Environmental Protection Agency has established air quality standards for ground-level ozone, lead, particulate matter, carbon monoxide, sulfur dioxide, and nitrogen dioxide to protect public health and the environment and enforced by state and local governments. Pollutants may come from mobile sources (e.g., cars and trucks), area sources (e.g., small businesses), or point sources (e.g., power plants).

2.6 Encourage climate change adaptation. Adapting to climate change involves adjusting natural and human systems to projected impacts such as sea level rise and increased frequencies of extreme weather events as well as long-term shifts in precipitation levels, growing season length, and native vegetation and wildlife populations. Successful adaptation strategies reduce community vulnerability and minimize adverse effects on the environment, economy, and public health.

2.7 Provide for renewable energy use. Renewable energy sources, which are derived directly or indirectly from the sun or natural movements and mechanisms of the environment—including solar, wind, biomass, hydropower, ocean thermal, wave action, and tidal action—are local sources of energy that are naturally regenerated over a short timescale and do not diminish. Use of renewable energy reduces reliance on coal-fired energy plants and other sources of fossil fuels.

2.8 Provide for solid waste reduction. Solid waste is garbage or refuse resulting from human activities. It can include food scraps, yard waste, packaging materials, broken or discarded household items, and construction and demolition debris. Many common solid waste items—such as glass, aluminum and other metals, paper and cardboard, certain plastics, and food scraps and other organic materials—can be diverted from the waste stream and recycled into new products or composted.

- 2.9 Encourage water conservation and plan for a lasting water supply.** Reducing water use by buildings and landscapes through water conservation and planning for a lasting water supply are critical to a community's long-term sustainability, particularly in regions with limited precipitation or other sources of water. Access to ground or surface water sources sufficient for anticipated future water use levels and a well-maintained supply system to deliver this water to end users are important to ensure.
- 2.10 Protect and manage streams, watersheds, and floodplains.** A stream is a body of water flowing over the ground in a channel. A watershed is an area of land drained by a river, river system, or other body of water. A floodplain is an area of low-lying ground adjacent to a body of water that is susceptible to inundation. These resources have typically been extensively altered in urban environments—for example, by replacing streams with underground culverts or constructing buildings in the floodplain—negatively affecting the natural and beneficial functions they provide. Watershed management is important to protecting water supply, water quality, drainage, storm-water runoff and other functions at a watershed scale.
- 3. Resilient Economy.** *Ensure that the community is prepared to deal with both positive and negative changes in its economic health and to initiate sustainable urban development and redevelopment strategies that foster green business growth and build reliance on local assets.*
 There are seven recommended best practices for the third plan principle, Resilient Economy:
- 3.1 Provide the physical capacity for economic growth.** Economic growth is characterized by an increase in the amounts of goods and services that an economy is able to produce over time. Providing the physical capacity for economic growth means ensuring that adequate space will be available for commercial and industrial development and redevelopment for non-residential land uses. Communities need to plan for the necessary amount of land and structures appropriately built, sized, and located to support existing and future production of goods and services based on current and projected economic conditions. This could entail decline as well as growth in demand depending on market conditions and as certain economic sectors become obsolete.
- 3.2 Plan for a balanced land-use mix for fiscal sustainability.** A balanced land-use mix for fiscal sustainability is characterized by a pattern that includes both residential and nonresidential uses, such that the long-term cost of providing a desirable level of public services to residents, business owners, and visitors is closely matched to the tax or user-fee revenue generated by those uses.
- 3.3 Plan for transportation access to employment centers.** Plans should ensure that areas with high job density are accessible to employees via one or more travel modes (automobile, transit, bicycling, walking). More transportation modes serving the employment center offer employees a wider range of commuting options. This is important for improving access to employment opportunities, particularly among populations that may not have personal vehicles.
- 3.4 Promote green businesses and jobs.** A green business is any business offering environmentally friendly products and services through sustainable business models and practices. Green jobs are provided by agricultural, manufacturing, research and development, administrative, service, or other business activities that contribute substantially to preserving or restoring environmental quality. Green businesses and jobs may include, but are not limited to, those associated with industrial processes with closed-loop systems in which the wastes of one industry are the raw materials for another.
- 3.5 Encourage community-based economic development and revitalization.** Community-based economic development is development that promotes, supports, and invests in businesses that serve local needs and are compatible with the vision, character, and cultural values of the community. This approach encourages using local resources in ways that enhance economic opportunities while improving social conditions and supporting locally owned and produced goods and services. These activities foster connections and a sense of place, reduce the need for imports, and stimulate the local economy. This in turn can increase investment in and revitalization of downtowns, commercial areas, neighborhoods, and other place-based community resources.
- 3.6 Provide and maintain infrastructure capacity in line with growth or decline demands.** Keeping infrastructure capacity in line with demand involves ensuring that structures and networks are appropri-

ately sized to adequately serve existing and future development. This is important in balancing quality of service provision with costs to the local government. Infrastructure planning may include decommissioning or realigning infrastructure in neighborhoods experiencing protracted population decline—for example, to facilitate a transition from residential uses to green infrastructure, urban agriculture, or renewable energy production.

3.7 Plan for post-disaster economic recovery. Planning for post-disaster economic recovery before a disaster happens helps communities resume economic activities following damage or destruction by a natural or human-made disaster (e.g., hurricane, landslide, wildfire, earthquake, terrorist attack). Plans for post-disaster recovery are characterized by officially adopted policies and implementation tools put in place before or after an event to direct recovery after a disaster event has occurred.

4. Interwoven Equity. *Ensure fairness and equity in providing for the housing, services, health, safety, and livelihood needs of all citizens and groups.*

There are nine recommended best practices for Interwoven Equity, the fourth plan principle:

4.1 Provide a range of housing types. A range of housing types is characterized by the presence of residential units of different sizes, configurations, tenures, and price points located in buildings of different sizes, configurations, ages, and ownership structures. Providing a range of housing types accommodates varying lifestyle choices and affordability needs and makes it possible for households of different sizes and income levels to live in close proximity to one another.

4.2 Plan for a jobs-housing balance. A jobs/housing balance is characterized by a roughly equal number of jobs and housing units (households) within a commuter shed. A strong jobs-housing balance can also result in jobs that are better matched to the labor force living in the commuter shed, resulting in lower vehicle-miles traveled, improved worker productivity, and higher overall quality of life. When coordinated with multimodal transportation investments, it improves access to employment opportunities for disadvantaged populations.

4.3 Plan for the physical, environmental, and economic improvement of at-risk, distressed, and disadvantaged neighborhoods. At-risk neighborhoods are experiencing falling property values, high real estate

foreclosure rates, rapid depopulation, or physical deterioration. Distressed neighborhoods suffer from disinvestment and physical deterioration for many reasons, including (but not limited to) the existence of cheap land on the urban fringe, the financial burdens of maintaining an aging building stock, economic restructuring, land speculation, and the dissolution or relocation of anchor institutions. A disadvantaged neighborhood is a neighborhood in which residents have reduced access to resources and capital due to factors such as high levels of poverty and unemployment and low levels of educational attainment. These neighborhoods often exhibit high rates of both physical disorder (e.g., abandoned buildings, graffiti, vandalism, litter, disrepair) and social disorder (e.g., crime, violence, loitering, drinking and drug use). Such neighborhoods often need targeted interventions to prevent further decline and jump-start revitalization.

4.4 Plan for improved health and safety for at-risk populations. An at-risk population is characterized by vulnerability to health or safety impacts through factors such as race or ethnicity, socioeconomic status, geography, gender, age, behavior, or disability status. These populations may have additional needs before, during, and after a destabilizing event such as a natural or human-made disaster or period of extreme weather, or throughout an indefinite period of localized instability related to an economic downturn or a period of social turmoil. At-risk populations include children, the elderly, persons with disabilities, those living in institutionalized settings, those with limited English proficiency, and those who are transportation disadvantaged.

4.5 Provide accessible, quality public services, facilities, and health care to minority and low-income populations. A public service is a service performed for the benefit of the people who live in (and sometimes those who visit) the jurisdiction. A public facility is any building or property—such as a library, park, or community center—owned, leased, or funded by a public entity. Public services, facilities, and health care should be located so that all members of the public have safe and convenient transportation options to reach quality services and facilities that meet or exceed industry standards for service provision. Minority and low-income populations are often underserved by public services and facilities and health care providers.

4.6 Upgrade infrastructure and facilities in older and substandard areas. Infrastructure comprises the physical systems that allow societies and economies to function. These include water mains, storm and sanitary sewers, electrical grids, telecommunications facilities, and transportation facilities such as bridges, tunnels, and roadways. Upgrading is the process of improving these infrastructure and facilities through the addition or replacement of existing components with newer versions. An older area is a neighborhood, corridor, or district that has been developed and continuously occupied for multiple decades. A substandard area is a neighborhood, district, or corridor with infrastructure that fails to meet established standards. Targeting infrastructure in older and substandard areas provides a foundation for further community revitalization efforts and improves quality of life for residents in these neighborhoods.

4.7 Plan for workforce diversity and development. Workforce diversity is characterized by the employment of a wide variety of people in terms of age, cultural background, physical ability, race and ethnicity, religion, and gender identity. Workforce development is an economic development strategy that focuses on people rather than businesses; it attempts to enhance a region's economic stability and prosperity by developing jobs that match existing skills within the local workforce or training workers to meet the labor needs of local industries. Promoting workforce diversity and development is a vital piece of economic development efforts, making areas attractive to employers and enabling residents to find employment in their communities.

4.8 Protect vulnerable populations from natural hazards. A natural hazard is a natural event that threatens lives, property, and other assets. Natural hazards include floods, high wind events, landslides, earthquakes, and wildfires. Vulnerable neighborhoods face higher risks than others when disaster events occur and may require special interventions to weather those events. A population may be vulnerable for a variety of reasons, including location, socioeconomic status or access to resources, lack of leadership and organization, and lack of planning.

4.9 Promote environmental justice. Environmental justice is defined as the fair treatment and meaningful involvement of all people, regardless of race, color, national origin, or income, in the development, implementation, and enforcement of environmental laws,

regulations, and policies. Its goal is to provide all communities and persons across the nation with the same degree of protection from environmental and health hazards and equal access to decision making processes. This results in healthy environments for all in which to live, learn, and work.

5. Healthy Community. *Ensure that public health needs are recognized and addressed through provisions for healthy foods, physical activity, access to recreation, health care, environmental justice, and safe neighborhoods.*

There are seven recommended best practices for Healthy Community, the fifth plan principle:

5.1 Reduce exposure to toxins and pollutants in the natural and built environments. Toxins are poisonous substances capable of causing disease in living organisms. Pollutants are waste substances or forms of energy (noise, light, heat), often resulting from industrial processes, that can contaminate air, water, and soil and cause adverse changes in the environment. Examples include carbon monoxide and other gases as well as soot and particulate matter produced by fossil fuel combustion; toxic chemicals used or created in industrial processes; pesticides and excess nutrients from agricultural operations; and toxic gases released by paints or adhesives. Reducing exposure to toxins and pollutants improves the health of individuals and communities, with concomitant improvements in quality of life and health care cost savings.

5.2 Plan for increased public safety through the reduction of crime and injuries. Public safety involves prevention of and protection from events such as crimes or disasters that could bring danger, injury, or damage to the general public. Although addressing crime is typically considered a governmental responsibility (police, fire, and emergency services), it can also be reduced through environmental design using crime prevention through environmental design (CPTED) principles.

5.3 Plan for the mitigation and redevelopment of brownfields for productive uses. A brownfield is defined by the federal government as any abandoned, idled, or underused real property where expansion or redevelopment is complicated by the presence or potential presence of environmental contamination. Redevelopment of these sites requires an environmental assessment to determine the extent of con-

tamination and to develop remediation strategies. The feasibility of site cleanup, market forces, and other factors may help define appropriate reuse options, which range from open space to mixed use development. Reusing brownfield sites returns underutilized land to productive use and reduces pressure to develop greenfield sites.

5.4 Plan for physical activity and healthy lifestyles. A healthy lifestyle is characterized by individual practices and behavioral choices that enhance health and wellbeing. Barriers to the design of the physical environment can influence rates of physical activity and health benefits. Active transportation facilities (e.g., sidewalks and bike lanes) and accessible, equitably distributed recreational opportunities support physical activity and healthy lifestyles.

5.5 Provide accessible parks, recreation facilities, greenways, and open space near all neighborhoods. Parks are areas of land—often in a natural state or improved with facilities for rest and recreation—set aside for the public’s use and enjoyment. Greenways are strips of undeveloped land that provide corridors for environmental and recreational use and connect areas of open space. These facilities offer a range of benefits to residents, including opportunities for increased physical activity. The proximity of parks to neighborhoods supports increased physical activity among residents; however, social and environmental impediments such as crime, unsafe pedestrian conditions, and noxious land uses may decrease accessibility and subsequent use of these facilities. Plans should ensure that the type of park and its function and design are appropriate for its locational context.

5.6 Plan for access to healthy, locally grown foods for all neighborhoods. A lack of access to fresh, healthy foods contributes to obesity and negative health outcomes. In many urban areas, residents face difficulties in buying affordable or good-quality fresh food, a situation commonly referred to as a “food desert.” Healthy foods include those that are fresh or minimally processed, naturally dense in nutrients, and low in fat, sodium, and cholesterol. Locally grown goods are those produced in close proximity to consumers in terms of both geographic distance and the supply chain. Though there is no standard definition of locally grown, sources can range from backyards and community gardens to farms within the region or state.

5.7 Plan for equitable access to health care providers, schools, public safety facilities, and arts and cultural facilities. Equitable access ensures services and facilities are reachable by all persons, regardless of social or economic background. Healthcare providers are those individuals, institutions, or agencies that provide healthcare services to consumers. Schools are institutions that provide education or instruction. Public safety facilities provide safety and emergency services to a community, including police and fire protection. Arts and cultural facilities provide programs and activities related to the arts and culture, including performing arts centers, concert halls, museums, galleries, and other related facilities.

6. Responsible Regionalism. *Ensure that all local proposals account for, connect with, and support the plans of adjacent jurisdictions and the surrounding region.*

There are nine recommended best practices for Responsible Regionalism, the sixth and final plan principle:

6.1 Coordinate local land-use plans with regional transportation investments. A local land-use plan is an officially adopted long-range comprehensive or sub-area (i.e., a neighborhood, corridor, or district) plan describing or depicting desirable future uses of land within a jurisdiction. Regional transportation investments are any projects listed in a transportation improvement program intended to improve a transportation network serving a multi-jurisdictional area, often included in metropolitan planning organization plans. These projects include investments in highways and streets, public transit, and pedestrian and bicycle systems. Coordinating the two ensures that local land-use decisions take advantage of regional transportation networks where possible to improve mobility and access for residents.

6.2 Coordinate local and regional housing plan goals. A regional housing plan is any officially adopted plan assessing current housing conditions and describing or depicting desirable future housing conditions across a multijurisdictional area. If applicable, these plans include state-mandated regional “fair share” plans establishing target affordable housing unit allocations among constituent jurisdictions. Local communities should provide for affordable housing in a manner consistent with the needs and targets defined in regional housing plans.

- 6.3 Coordinate local open space plans with regional green infrastructure plans.** A local open space plan is any officially adopted functional plan or comprehensive plan element describing or depicting desirable future locations or conditions for open space within a local jurisdiction. A regional green infrastructure plan is any officially adopted functional plan or comprehensive plan element describing or depicting desirable future locations or conditions for parks, greenways, protected lands, and other types of green infrastructure within a multijurisdictional area. Coordinating local open space plans with regional green infrastructure plans can maximize both the ecological and public benefits that green infrastructure provides and can help leverage investment in parks, greenways, trails, and other green infrastructure projects.
- 6.4 Delineate designated growth areas that are served by transit.** A designated growth area is an area delineated in an officially adopted local or regional comprehensive plan where higher density development is permitted or encouraged and urban services—including public transportation (where feasible)—are (or are scheduled to be) available. The purpose of a designated growth area is to accommodate and focus projected future growth (typically over a 20-year timeframe) within a municipality, county, or region through a compact, resource-efficient pattern of development. Ensuring that new growth areas are served by transit improves residents' access and mobility and helps reduce dependence on personal automobiles for travel throughout the region.
- 6.5 Promote regional cooperation and sharing of resources.** Regional cooperation and sharing of resources covers any situation where multiple jurisdictions coordinate the provision of public services and facilities. This includes instances where separate jurisdictions share equipment or facilities, where jurisdictions consolidate service or facility provision, and where jurisdictions share a tax base. The latter is a revenue-sharing arrangement whereby local jurisdictions share tax proceeds from new development for the purposes of alleviating economic disparities among constituent jurisdictions and/or financing region-serving infrastructure and facilities. Exploring opportunities for regional cooperation may allow for improved efficiency and cost savings in local government operations.
- 6.6 Enhance connections between local activity centers and regional destinations.** A local activity center is a node containing a high concentration of employment and commerce. A regional destination is a location that is responsible for a high proportion of trip ends within a regional transportation network, such as a job cluster, a major shopping or cultural center (e.g., large performance art venues and museums) or district, or a major park or recreational facility. A connection between a local activity center and a regional destination may be one or more surface streets, grade-separated highways, off-road trails, or transit corridors. Enhancing connections makes it easier to residents to move throughout the region to access employment opportunities, services, and recreational amenities.
- 6.7 Coordinate local and regional population and economic projections.** A population projection is an estimate of the future population for a particular jurisdiction or multi-jurisdictional area. An economic projection is an estimate of future economic conditions (e.g., employment by industry or sector, personal income, public revenue) for a particular jurisdiction or multijurisdictional area. Common time horizons for population and economic projections are 20 to 30 years. Coordinating local and regional projections minimizes the risk of planning cross purposes as the result of inconsistent data.
- 6.8 Include regional development visions and plans in local planning scenarios.** A regional development vision or plan is a description or depiction of one or more potential future development patterns across a multijurisdictional area, based on a set or sets of policy, demographic, and economic assumptions. A local planning scenario is a description or depiction of a potential future development pattern for a jurisdiction, based on a set of policy, demographic, and economic assumptions. While many scenario planning efforts present preferred scenarios, the real value of such planning is to allow participants to consider alternative ways of realizing a collective vision, including different outcomes that may be likely given the difficulty of accurately predicting certain demographic and economic trends. Considering regional development visions and plans may introduce new opportunities for local development or intergovernmental collaboration.

6.9 Encourage consistency between local capital improvement programs and regional infrastructure priorities. A local capital improvement program is an officially adopted plan describing or depicting capital projects that will be funded within a local jurisdiction during a multiyear (usually five-year) time horizon. Regional infrastructure priorities and funding are the capital projects and monetary resources designated in officially adopted plans or investment policies that identify regional infrastructure facility needs throughout a multijurisdictional area. Coordinating the two helps ensure that local investments are in line with regional visions and mobility goals.

BEST PRACTICES FOR PLAN PROCESSES

7. Authentic Participation. *Ensure that the planning process actively involves all segments of the community in analyzing issues, generating visions, developing plans, and monitoring outcomes.*

There are seven recommended best practices for Authentic Participation:

7.1 Engage stakeholders at all stages of the planning process. Engaging stakeholders throughout the planning process—from creating a community vision to defining goals, principles, objectives, and action steps, as well as in implementation and evaluation—is important to ensure that the plan accurately reflects community values and addresses community priority and needs. In addition, engagement builds public understanding and ownership of the adopted plan, leading to more effective implementation.

7.2 Seek diverse participation in the planning process. A robust comprehensive planning process engages a wide range of participants across generations, ethnic groups, and income ranges. Especially important is reaching out to groups that might not always have a voice in community governance, including representatives of disadvantaged and minority communities.

7.3 Promote leadership development in disadvantaged communities through the planning process. Leaders and respected members of disadvantaged communities can act as important contacts and liaisons for planners in order to engage and empower community members throughout the planning process. Participation in the process can encourage

development of emerging leaders, especially from within communities that may not have participated in planning previously.

7.4 Develop alternative scenarios of the future. Scenario planning is a technique in which alternative visions of the future are developed based upon different policy frameworks and development patterns, allowing communities to envision the consequences of “business as usual” as compared to changed development strategies. Comparing scenarios helps to frame choices and inform community decision making during the planning process.

7.5 Provide ongoing and understandable information for all participants. Information available in multiple, easily accessible formats and languages is key to communicating with all constituents, including non-English speakers. Such communication may involve translating professional terms into more common lay vocabulary.

7.6 Use a variety of communications channels to inform and involve the community. Communications channels that can be used throughout the planning process include traditional media, social media, and Internet-based platforms. Different constituencies may prefer to engage through different channels.

7.7 Continue to engage the public after the comprehensive plan is adopted. Stakeholder engagement should not end with the adoption of the comprehensive plan. An effective planning process continues to engage stakeholders during the implementing, updating, and amending of the plan, so that the public remains involved with ongoing proposals and decisions.

8. Accountable Implementation. *Ensure that responsibilities for carrying out the plan are clearly stated, along with metrics for evaluating progress in achieving desired outcomes.* There are eight recommended best practices for Accountable Implementation:

8.1 Indicate specific actions for implementation. Accountable implementation begins with identification of recommended policy, regulatory, investment, and programmatic actions that indicate the responsible agency, recommended timeframe, and possible sources of funding. These actions are often provided in a matrix or similar format in the implementation section of the comprehensive plan.

- 8.2 Connect plan implementation to the capital planning process.** Capital improvement plans guide and prioritize investments in facilities and infrastructure. A comprehensive plan can be connected to the capital planning process by ensuring that comprehensive plan goals and recommended action strategies align with capital improvement plan priorities and programs.
- 8.3 Connect plan implementation to the annual budgeting process.** Plan objectives linked to budget categories and the timeframe of the community’s annual budgeting process facilitates decision making by elected and appointed officials concerning desired planning outcomes.
- 8.4 Establish interagency and organizational cooperation.** Coordinating the activities and schedules of internal departments and external agencies and organizations increases implementation effectiveness and can leverage resources for achieving local and regional planning goals.
- 8.5 Identify funding sources for plan implementation.** Coordinating public and private funding sources—including federal, state, and foundation grant programs—facilitates implementation of priority plan items. A comprehensive plan that has consistent, clearly presented goals, objectives, and action priorities, backed by demonstrated community support, puts the community in a strong position to secure external funding for implementation.
- 8.6 Establish implementation indicators, benchmarks, and targets.** Indicators allow quantitative measurement of achievement of social, environmental, and economic goals and objectives. Benchmarks are measurements of existing conditions against which progress towards plan goals can be measured. Targets are aspirational levels of achievement for a specific goal or objective often tied to a specific timeframe. Establishing these metrics allow for the monitoring of progress in plan implementation.
- 8.7 Regularly evaluate and report on implementation progress.** A process for evaluating and reporting plan implementation status and progress to both the public and elected officials following adoption ensures accountability and keeps the community informed about plan implementation progress. Such evaluation is typically done on an annual basis.
- 8.8 Adjust the plan as necessary based on evaluation.** A process for adjusting plan goals, strategies, and priorities over time as conditions change or targets are not

met keeps the plan current and in line with present conditions. This process should be tied to evaluation of and reporting on implementation progress.

BEST PRACTICES FOR PLAN ATTRIBUTES

- 9. Consistent Content.** *Ensure that the plan contains a consistent set of visions, goals, policies, objectives, and actions that are based on evidence about community conditions, major issues, and impacts.*
 There are eight recommended best practices for Consistent Content:
- 9.1 Assess strengths, weaknesses, opportunities, and threats.** A technique developed for strategic planning processes, a strengths, weaknesses, opportunities, and threats (SWOT) analysis allows for the identification of the major issues facing the community internally (strengths and weaknesses) and externally (opportunities and threats). A SWOT analysis can inform community discussions and assessment of the impacts of forecasted changes, their planning implications, and appropriate responses.
- 9.2 Establish a fact base.** Comprehensive planning should rest on a base of facts—an evidence-based description and analysis of current conditions and the best possible projection of future trends, such as land use, development, environmental factors, the economy, and population changes.
- 9.3 Develop a vision of the future.** A vision is a statement and image of the community’s desired future in terms of its physical, social, and economic conditions. Typically covering a 20-year timeframe, the vision sets the overall framework for the plan’s goals, objectives, and policies and informs stakeholders of what the plan seeks to achieve.
- 9.4 Set goals in support of the vision.** Goals are statements of community aspirations for achieving the vision. They are implemented through public programs, investments, and initiatives.
- 9.5 Set objectives in support of the goals.** Objectives are measurable targets to be met through community action in carrying out the goals.
- 9.6 Set policies to guide decision making.** Policies are the specification of principles guiding public and private actions to achieve the goals and objectives presented in the plan.

- 9.7 Define actions to carry out the plan.** The implementation section of the plan identifies commitments to carry out the plan, including actions, timeframes, responsibilities, funding sources, and provisions for plan monitoring and updating.
- 9.8 Use clear and compelling features to present the plan.** Maps, tables, graphics, and summaries should be used in addition to text to convey the information, intent, and relationships in the plan. They are important in communicating the key features of the plan and making the ideas contained therein interesting and engaging to residents.
- 10. Coordinated Characteristics.** *Ensure that the plan includes creative and innovative strategies and recommendations and coordinates them internally with each other, vertically with federal and state requirements, and horizontally with plans of adjacent jurisdictions.*
There are nine recommended best practices for Coordinated Characteristics:
- 10.1 Be comprehensive in the plan's coverage.** Comprehensive means covering a range of traditional planning topics (e.g., land use, transportation, housing, natural resources, economic development, community facilities, natural hazards), as well as topics that address contemporary planning needs (e.g., public health, climate change, social equity, local food, green infrastructure, energy). It is important to address the interrelationships among these various topics.
- 10.2 Integrate the plan with other local plans and programs.** An integrated plan includes recommendations from related functional plans and programs (e.g., hazard mitigation, climate adaptation, housing, transportation). It serves as the umbrella for coordinating recommendations from standalone plans into a systems perspective.
- 10.3 Be innovative in the plan's approach.** An innovative plan contains creative strategies for dealing with community change, uncertainty, and development needs. It is open to proposing new approaches and solutions to community problems.
- 10.4 Be persuasive in the plan's communications.** A persuasive plan communicates key principles and ideas in a readable and attractive manner in order to inspire, inform, and engage readers. It uses up-to-date visual imagery to highlight and support its recommendations.
- 10.5 Be consistent across plan components.** A consistent plan frames proposals as sets of mutually reinforcing actions in a systems approach linking the plan with public programs and regulations.
- 10.6 Coordinate with the plans of other jurisdictions and levels of government.** A coordinated plan integrates horizontally with plans and forecasts of adjacent jurisdictions and vertically with federal, state, and regional plans.
- 10.7 Comply with applicable laws and mandates.** A compliant plan meets requirements of mandates and laws concerning preparing, adopting, and implementing comprehensive plans.
- 10.8 Be transparent in the plan's substance.** A transparent plan clearly articulates the rationale for all goals, objectives, policies, actions, and key plan maps. It explains the “what, how, and why” of each recommendation.
- 10.9 Use plan formats that go beyond paper.** A plan that goes beyond paper is produced in a web-based format and/or other accessible, user-friendly formats in addition to a standard printed document. Planning websites can be used both to engage and to inform citizens and different constituencies about the plan.

APPENDIX C: PLAN SCORING MATRIX

BEST PRACTICES FOR PLAN PRINCIPLES	N/A	0	1	2	3	Source
1. LIVABLE BUILT ENVIRONMENT—Ensure that all elements of the built environment, including land use, transportation, housing, energy, and infrastructure, work together to provide sustainable, green places for living, working, and recreation, with a high quality of life.						
1.1. Plan for multimodal transportation.						
1.2. Plan for transit-oriented development.						
1.3. Coordinate regional transportation investments with job clusters.						
1.4. Provide complete streets serving multiple functions.						
1.5. Plan for mixed land-use patterns that are walkable and bikeable.						
1.6. Plan for infill development.						
1.7. Encourage design standards appropriate to the community context.						
1.8. Provide accessible public facilities and spaces.						
1.9. Conserve and reuse historic resources.						
1.10. Implement green building design and energy conservation.						
1.11. Discourage development in hazard zones.						
TOTAL SCORE: 1. LIVABLE BUILT ENVIRONMENT						
2. HARMONY WITH NATURE—Ensure that the contributions of natural resources to human well-being are explicitly recognized and valued and that maintaining their health is a primary objective.						
2.1. Restore, connect, and protect natural habitats and sensitive lands.						
2.2. Plan for the provision and protection of green infrastructure.						
2.3. Encourage development that respects natural topography.						
2.4. Enact policies to reduce carbon footprints.						
2.5. Comply with state and local air quality standards.						
2.6. Encourage climate change adaptation.						
2.7. Provide for renewable energy use.						
2.8. Provide for solid waste reduction.						
2.9. Encourage water conservation and plan for a lasting water supply.						
2.10. Protect and manage streams, watersheds, and floodplains.						
TOTAL SCORE: 2. HARMONY WITH NATURE						

N/A = Not applicable; 0 = Not present; 1 = Low achievement; 2 = Medium Achievement; 3 = High Achievement; Source (indicate where in the plan each best practice is discussed)

APPENDIX C: PLAN SCORING MATRIX

BEST PRACTICES FOR PLAN PRINCIPLES	N/A	0	1	2	3	Source
3. RESILIENT ECONOMY—Ensure that the community is prepared to deal with both positive and negative changes in its economic health and to initiate sustainable development and redevelopment strategies that foster green business growth and build reliance on local assets.						
3.1. Provide the physical capacity for economic growth.						
3.2. Plan for a balanced land-use mix for fiscal sustainability.						
3.3. Plan for transportation access to employment centers.						
3.4. Promote green businesses and jobs.						
3.5. Encourage community-based economic development and revitalization.						
3.6. Provide and maintain infrastructure capacity in line with growth or decline demands.						
3.7. Plan for post-disaster economic recovery.						
TOTAL SCORE: 3. RESILIENT ECONOMY)						
4. INTERWOVEN EQUITY—Ensure fairness and equity in providing for the housing, services, health, safety, and livelihood needs of all citizens and groups.						
4.1. Provide a range of housing types.						
4.2. Plan for a jobs-housing balance.						
4.3. Plan for the physical, environmental, and economic improvement of at-risk, distressed, and disadvantaged neighborhoods.						
4.4. Plan for improved health and safety for at-risk populations.						
4.5. Provide accessible, quality public services, facilities, and health care to minority and low-income populations.						
4.6. Upgrade infrastructure and facilities in older and substandard areas.						
4.7. Plan for workforce diversity and development.						
4.8. Protect vulnerable populations from natural hazards.						
4.9. Promote environmental justice.						
TOTAL SCORE: 4. INTERWOVEN EQUITY						

N/A = Not applicable; 0 = Not present; 1 = Low achievement; 2 = Medium Achievement; 3 = High Achievement; Source (indicate where in the plan each best practice is discussed)

APPENDIX C: PLAN SCORING MATRIX

BEST PRACTICES FOR PLAN PRINCIPLES	N/A	0	1	2	3	Source
5. HEALTHY COMMUNITY—Ensure that public health needs are recognized and addressed through provisions for healthy foods, physical activity, access to recreation, health care, environmental justice, and safe neighborhoods.						
5.1. Reduce exposure to toxins and pollutants in the natural and built environments.						
5.2. Plan for increased public safety through the reduction of crime and injuries.						
5.3. Plan for the mitigation and redevelopment of brownfields for productive uses.						
5.4. Plan for physical activity and healthy lifestyles.						
5.5. Provide accessible parks, recreation facilities, greenways, and open space near all neighborhoods.						
5.6. Plan for access to healthy, locally grown foods for all neighborhoods.						
5.7. Plan for equitable access to health care providers, schools, public safety facilities, and arts and cultural facilities.						
TOTAL SCORE: 5. HEALTHY COMMUNITY						
6. RESPONSIBLE REGIONALISM—Ensure that all local proposals account for, connect with, and support the plans of adjacent jurisdictions and the surrounding region.						
6.1. Coordinate local land-use plans with regional transportation investments.						
6.2. Coordinate local and regional housing plan goals.						
6.3. Coordinate local open space plans with with regional green infrastructure plans.						
6.4. Delineate designated growth areas that are served by transit.						
6.5. Promote regional cooperation and sharing of resources.						
6.6. Enhance connections between local activity centers and regional destinations.						
6.7. Coordinate local and regional population and economic projections.						
6.8. Include regional development visions and plans in local planning scenarios.						
6.9. Encourage consistency between local capital improvement programs and regional infrastructure priorities.						
TOTAL SCORE: 6. RESPONSIBLE REGIONALISM						

N/A = Not applicable; 0 = Not present; 1 = Low achievement; 2 = Medium Achievement; 3 = High Achievement; Source (indicate where in the plan each best practice is discussed)

APPENDIX C: PLAN SCORING MATRIX

BEST PRACTICES FOR PLAN PROCESSES	N/A	0	1	2	3	Source
7. AUTHENTIC PARTICIPATION—Ensure that the planning process actively involves all segments of the community in analyzing issues, generating visions, developing plans, and monitoring outcomes.						
7.1. Engage stakeholders at all stages of the planning process.						
7.2. Seek diverse participation in the planning process.						
7.3. Promote leadership development in disadvantaged communities through the planning process.						
7.4. Develop alternative scenarios of the future.						
7.5. Provide ongoing and understandable information for all participants.						
7.6. Use a variety of communication channels to inform and involve the community.						
7.7. Continue to engage the public after the comprehensive plan is adopted.						
TOTAL SCORE: 7. AUTHENTIC PARTICIPATION						
8. ACCOUNTABLE IMPLEMENTATION—Ensure that responsibilities for carrying out the plan are clearly stated, along with metrics for evaluating progress in achieving desired outcomes.						
8.1. Indicate specific actions for implementation.						
8.2. Connect plan implementation to the capital planning process.						
8.3. Connect plan implementation to the annual budgeting process.						
8.4. Establish interagency and organizational cooperation.						
8.5. Identify funding sources for plan implementation.						
8.6. Establish implementation benchmarks, indicators, and targets.						
8.7. Regularly evaluate and report on implementation progress.						
8.8. Adjust the plan as necessary based on evaluation.						
TOTAL SCORE: 8. ACCOUNTABLE IMPLEMENTATION						

N/A = Not applicable; 0 = Not present; 1 = Low achievement; 2 = Medium Achievement; 3 = High Achievement; Source (indicate where in the plan each best practice is discussed)

APPENDIX C: PLAN SCORING MATRIX

BEST PRACTICES FOR PLAN ATTRIBUTES	N/A	0	1	2	3	Source
9. CONSISTENT CONTENT—Ensure that the plan contains a consistent set of vision, goals, policies, objectives, and actions that are based on evidence about community conditions, major issues, and impacts.						
9.1. Assess strengths, weaknesses, opportunities, and threats.						
9.2. Establish a fact base.						
9.3. Develop a vision of the future.						
9.4. Set goals in support of the vision.						
9.5. Set objectives in support of the goals.						
9.6. Set policies to guide decision making.						
9.7. Define actions to carry out the plan.						
9.8. Use clear and compelling features to present the plan.						
TOTAL SCORE: 9. CONSISTENT CONTENT						
10. COORDINATED CHARACTERISTICS—Ensure that the plan includes creative and innovative strategies and recommendations and coordinates them internally with each other, vertically with federal and state requirements, and horizontally with plans of adjacent jurisdictions.						
10.1. Be comprehensive in the plan’s coverage.						
10.2. Integrate the plan with other local plans and programs.						
10.3. Be innovative in the plan’s approach.						
10.4. Be persuasive in the plan’s communications.						
10.5. Be consistent across plan components.						
10.6. Coordinate with the plans of other jurisdictions and levels of government.						
10.7. Comply with applicable laws and mandates.						
10.8. Be transparent in the plan’s substance.						
10.9. Use plan formats that go beyond paper.						
TOTAL SCORE: 10. COORDINATED CHARACTERISTICS						

N/A = Not applicable; 0 = Not present; 1 = Low achievement; 2 = Medium Achievement; 3 = High Achievement; Source (indicate where in the plan each best practice is discussed)

APPENDIX C: PLAN SCORING MATRIX

TOTAL SCORES		NOTES
PRINCIPLES		
1. LIVABLE BUILT ENVIRONMENT		
2. HARMONY WITH NATURE		
3. RESILIENT ECONOMY		
4. INTERWOVEN EQUITY		
5. HEALTHY COMMUNITY		
6. RESPONSIBLE REGIONALISM		
I. TOTAL PRINCIPLES SCORE (ADD 1–6)		
PROCESSES		
7. AUTHENTIC PARTICIPATION		
8. ACCOUNTABLE IMPLEMENTATION		
II. TOTAL PROCESSES SCORE (ADD 7 AND 8)		
ATTRIBUTES		
9. CONSISTENT CONTENT		
10. COORDINATED CHARACTERISTICS		
III. TOTAL ATTRIBUTES SCORE (ADD 9 AND 10)		
TOTAL PLAN SCORE (ADD I, II, AND III)		
TOTAL POINTS AVAILABLE		
<i>Count the number of applicable practices and multiply by 3. The maximum is 255 points (if all practices are applicable).</i>		
PLAN SCORE PERCENTAGE		
<i>(Total Plan Score/Total Points Available)</i>		

Level of Achievement (based on Plan Score Percentage)

Designated: 70–79%

Silver: 80–89%

Gold: 90–100%

APPENDIX D: HOW A COMPREHENSIVE PLAN DESIGNATION PROGRAM WOULD WORK

Both the Sustaining Places Task Force and the Plan Standards Working Group recommended that APA consider establishing a national program to review and designate comprehensive plans that met the standards for sustaining places established through this initiative. They believed that such an APA-managed program of recognizing high-quality plans would benefit communities, the planning profession, and the nation.

If APA were to move forward with a comprehensive plan designation program, participation would be entirely voluntary on the part of communities seeking validation that they are at the leading edge of practice in incorporating sustainability into their plans. Communities would apply to APA, using a form similar to the draft application form contained in Appendix E (likely converted to an online format), along with their plan and a self-scored matrix. The outside review would be carried out by trained, two-person teams who would recommend plan designation levels: Designated (basic achievement), Silver (medium achievement), or Gold (advanced achievement), depending on the degree to which plan standards are met.

APA would coordinate the review process: ensuring a pool of qualified reviewers, assigning plans for review, and maintaining a database of designated plan reviews. Costs of the procedure would be met by nominal application fees. A recurring community implementation report might be required to maintain designation, if this is made a part of the procedure.

The external reviewers would evaluate the plan using the scoring matrix contained in this appendix, associated materials, and their professional judgment to arrive at consensus on the level of designation. They would submit a review narrative explaining their scoring, along with an overall assessment of the plan's quality and an identification of outstanding parts of the plan.

The basic assumption of the scoring procedure is that plans would be required to meet the basic intent of every principle, process, and attribute to be designated; that is, designation is a guarantee of comprehensive planning for sustaining places. Normally, this would be demonstrated by inclusion of

best practices, but the reviewers could also assess other ways in which the plan meets the basic intent. Bonus scores of up to 15 points could be assigned to plans that, in the professional judgment of the reviewers, demonstrate a high degree of quality and innovation in principles, processes, or attributes. Such plans should represent new and creative plan making, methods, layout, implementation models, or other innovative features. The final rating would be a combination of quantitative and qualitative assessments.

Designation levels would be based on degrees of plan achievement of applicable practices associated with the principles, processes, and attributes, including any assigned bonus points. Designation scoring would be calculated by adding the total plan score assigned and dividing it by the total plan score possible (after subtracting Not Applicable practices). The levels would be:

- Designated (basic level): plan achieves 70 percent of applicable practices
- Silver (medium level): plan achieves 80 percent of applicable practices
- Gold (advanced level): plan achieves 90 percent of applicable practices

As stated, the designation program would be voluntary and would not preempt any requirements for comprehensive plans established under state or local statutes. To the contrary, best practice 10.7 under Attributes calls for the plan to comply with applicable mandates and laws concerning preparing, adopting, and implementing comprehensive plans.

RELATION TO INDEPENDENT SUSTAINABILITY CERTIFICATION PROGRAMS

Questions were raised during the development of the comprehensive plan standards as to the relationship be-

tween an APA designation program and established sustainability certification programs. There should be no duplication of other certification programs as they focus on different types of sustainability elements—ranging from buildings and neighborhoods to landscapes and communities—but do not include specific standards for comprehensive plans. Essentially, the standards fill a gap left by the other programs by providing specific guidance for comprehensive planning.

Sustainability certification programs have increased in number over the years as interest in sustainability has grown. One of the longest established and best known is the U.S. Green Building Council's Leadership in Energy & Environmental Design (LEED) green building certification program. LEED for Neighborhood Development (LEED-ND) applies the rating and certification system at the neighborhood scale by integrating principles of new urbanism, green building, and smart growth.

The Sustainable Sites Initiative (SITES™) program is a collaboration between the Lady Bird Johnson Wildflower Center at The University of Texas at Austin, the United States Botanic Garden, and the American Society of Landscape Architects. The SITES v2 Rating System evaluates landscapes at the project site scale for sustainability based on whether they “reduce water demand, filter and reduce stormwater runoff, provide wildlife habitat, reduce energy consumption, improve air quality, improve human health, and increase outdoor recreation opportunities” (Sustainable Sites Initiative 2014).

At the communitywide scale, the STAR Community Rating System from STAR Communities is a national framework and certification program for local sustainability. It awards credits for sustainability best practices in the following categories, a number of which overlap with best practices defined in the comprehensive plan standards for sustaining places:

- Built Environment
- Climate and Energy
- Economy and Jobs
- Education, Arts, and Community
- Equity and Empowerment
- Health and Safety
- Natural Systems
- Innovation and Process

Comprehensive planning is identified as a best practice under Innovation and Process, with five points available.

Audubon International's Sustainable Communities Program helps communities increase sustainability (defined as a healthy local environment, quality of life for citizens, and economic vitality) through a process of establishing priorities, developing a plan, and taking action in 15 focus areas. The definition of “community” includes planned communities, resorts, lake associations, college campuses, and others in addition to municipalities.

A number of state sustainability certification programs for municipalities have been established or are under development. One of the best known is Sustainable Jersey, described as a certification program for municipalities in New Jersey that want to go green, save money, and take steps to sustain their quality of life over the long term. Sustainable Jersey provides a “menu” of sustainable actions that municipalities choose from in order to achieve the certification. Examples of these actions include:

- Energy Efficiency
- Food
- Green Design
- Health and Wellness
- Land Use and Transportation
- Sustainability Planning

Similar to the STAR Community Rating System, many of the Sustainable Jersey actions overlap with best practices covered by the comprehensive plan standards. Comprehensive planning is not specifically referenced by Sustainable Jersey, though points can be awarded for developing a Sustainability Plan (categories include Action Plans, Indicators and Targets, and Vision Statement and Goals). (See Appendix A for a list of sustainability certification programs.)

The Sustaining Places designation would differ from the above and other sustainability certification programs in that it focuses specifically on the content and preparation of the official comprehensive plan of a local government. During development of the comprehensive plan standards, APA coordinated with representatives of STAR Communities, Sustainable Jersey, and other certification programs. They saw the comprehensive plan designation program as potentially being a valuable complement to their programs, and one that would fill an important niche in sustainability practice.

The Sustaining Places designation would be a form of branding. It would benefit communities by identifying their commitment to sustainable planning practices and demonstrating the strength of their plans within a comparative na-

tional evaluation system. It would signal to members of the development and financial industries that such communities are likely good places for investment. Finally, it would identify APA and the planning profession as leaders in sustainability and as the go-to source for comprehensive plan best practices. While formal designation might not be appropriate for all communities, a program that reached a range of communities of different types and scales in different regions of the country could have far-reaching impacts on raising the overall level of planning practice.

APPENDIX E: PLAN DESIGNATION APPLICATION FORM

Application Components (*required)			
Question	Response Type	Character Limit	Drop Down
1. Community Name*	Open-ended	100	n/a
2. Applicant Name*	Open-ended	100	n/a
3. Applicant Position and Organization*	Open-ended	100	n/a
4. Applicant Contact (address, phone, email)*	Open-ended	100	n/a
5. Describe any unique community characteristics that are not mentioned in the plan but are important for this review.	Open-ended	500	n/a
6.1 Plan budget*	Open-ended	100	n/a
6.2 Size of planning staff involved in plan preparation*	Drop-down	n/a	0–4 4–8 8–12 12+
6.3 Plan preparation timeline*	Drop-down	n/a	Less than 1 year 1–2 years 2–4 years 4+ years
6.4 Date of last comprehensive plan update*	Month/Day/Year	10	n/a
6.5 Planning horizon*	Open-ended	50	n/a
6. Plan Background	6.6 Consultant used*	Drop-down	n/a
			No Yes—minimally Yes—substantially
6.7 Top 3–5 community challenges (e.g., economic development, affordable housing)*	Open-ended	500	n/a
6.8 Top 3–5 community priorities (if distinct from challenges)	Open-ended	1,000	n/a
6.9 Describe the political and regulatory climate in your community*	Open-ended	1,000	n/a
6.10 Description of plan organization*	Open-ended	1,000	n/a
7. Strengths and weaknesses of the plan*	Open-ended	1,000	n/a
8. Are certain practices minimally defined in the plan because they conflict with other practices? (example: community x is a fully built-out mountain community. The only opportunity for new development is in steep slope areas. The community cannot “Provide the physical capacity for economic growth” without jeopardizing the practice “Encourage development that respects natural topography.”)	Drop-down	n/a	Yes No
9. If yes, explain the conflict and how it is addressed in the plan.	Open-ended	1,000	
10. Are certain practices not applicable to your comprehensive plan?*	Drop-down	n/a	Yes No

APPENDIX E: PLAN DESIGNATION APPLICATION FORM

Question	Response Type	Character Limit	Drop Down
11. If yes, list the practices and describe why they are not applicable.	Open-ended	1,000	n/a
12. Organizations and departments involved in the planning process* (e.g., manager's office, housing agency)	List	n/a	n/a
13. Explain how other organizations were involved in the planning process.	Open-ended	1,000	n/a
14. Other plans/planning efforts referenced in the comprehensive plan* (e.g., regional plan, climate plan, hazard mitigation plan)	List	n/a	n/a
15. Explain how you took into account, coordinated with, or integrated other planning efforts with the comprehensive plan.	Open-ended	1,000	n/a
16. Describe your public engagement process (or indicate where it is described in your comprehensive plan).	Open-ended	3,000	n/a
17. Self-scored matrix: Complete the review matrix. In the notes column, indicate where in the plan each principle/process/attribute is discussed.*	Online form	n/a	n/a
18. Any other information you would like the reviewers to know.	Open-ended	1,000	n/a

Source: Pilot Communities Working Group

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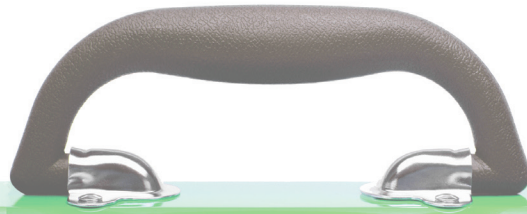
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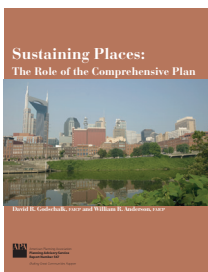
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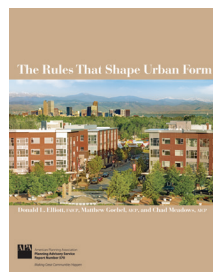


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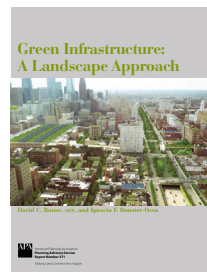


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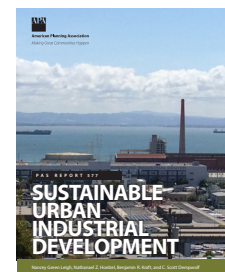


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