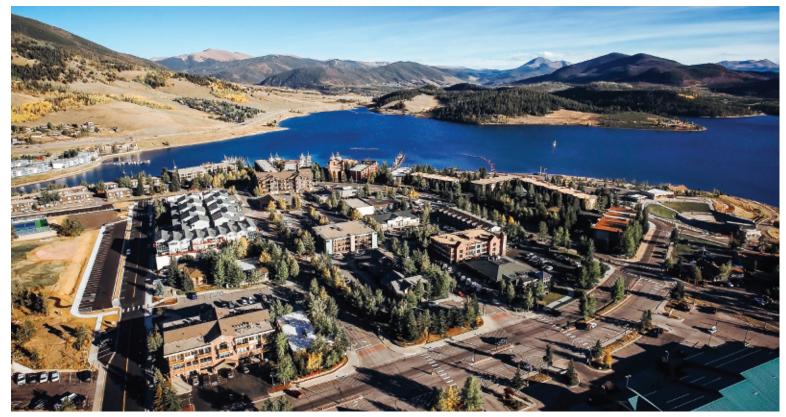
TOWN CORE MASTER PLAN





March 2020

Prepared By





Prepared for the Town of Dillon



Town of Dillon Council

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Executive Summary



In 2009 Dan Burden created a document outlining studies and visions for the Town of Dillon. The report, Visioning and Recommendations Presented to Date begins with planning efforts in 1983, 37 years ago.

Burden states:

It is certainly understandable when the Town Council states that "we are tired of visioning and talking about redevelopment of the Core area." And "we're tired of hiring more consultants and conducting new studies. We want action!"....The root of the problem lies in the original design of the core (Block A) and the lack of a clear identity, or a well-defined "sense of place."

The Town still struggles in 2020 with clear identity and sense of place. In order to take action, this report and plan addresses the public realm of the Town Core. Starting with public held land to create pedestrian friendly walks and plazas that will eventually support future growth of business in the Town Core. The report addresses the potential modifications that create a cohesive, pedestrian friendly center to Dillon without removing existing business to build a foundation for the future.

Many of the previous plans and recommendations are based in economic improvement of the Town Core. The economic approach to planning forces development to occur from the outside in, relying on successful businesses to support the creation of public spaces. Flip that approach to developing the public improvements first to incentivize business growth.

The recent 2017 Town of Dillon Comprehensive Plan begins the notion of improving the public realm. The Plan's 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.

Within the Comprehensive Plan there is focus on the Town Core and direction for revitalization. The Dillon Core Area Vision Statement:

The purpose of Dillon Town Core Revitalization is to create a vibrant, mixed-use destination that reflects our Mountain Lake-style identity; is the preferred location for new and existing businesses, residents, and guests, and enhances the quality of life for all who venture here.

In order to diversify our existing business base, drive density, and solidify Dillon as a year-round destination with a lively, pedestrian atmosphere and a preferred location

for community experiences; we encourage the addition of year-round residential units, commercial amusement uses such as indoor play and entertainment, taverns, restaurants, retail, education and community centers.



A testament to our commitment to revitalization, the Dillon Urban Renewal Authority was created in order to streamline and support development efforts and as a mechanism to implement Private/Public Partnerships and development incentives for projects that provide a public benefit.

In order to create a successful Core vision, the Comprehensive Plan contains the following Goals of Revitalization:

- 1. Increase density and foot traffic by providing a diverse mix of residential opportunities, businesses, event programming, and community amenities
- 2. Improve the overall appearance of the core area and instill a sense of pride in the Dillon community
- 3. Diversify and expand Dillon's tax base in order to reinvest in public amenities including parks, amphitheater, Marina and community programs and events

Using these guidelines and goal, this Town Core Master Plan give a vision and process consideration for an obtainable plan of action to create a pedestrian friendly community.









1.1 Town Core Overview



The Town Core was built during a relatively short period in Dillon's history. Built during the late 1060's to early 1970's, the small square was parking for business that surrounded making it easy to go from car to uses especially during inclement weather. Over the years, the vehicular dominant Town Core continues to serve as parking for business with limited focus on pedestrian friendly spaces and gathering nodes. Roads connecting to the parking lots break the Town Core into small "blocks" inconsistent with a typical city or town block system. Fewer buildings fill these small blocks and more roads and parking creates a maze effect of the Town Core with limit pedestrian connection throughout. The Town Core is completely car centric.

Surrounding the Town Center and essentially blocking the mountain views to the south are a series of condominium structures. To the north, Town of Dillon Park is visually isolated from the Town Center due to the Riva building at the Town Core's northern edge. The western edge is Lake Dillon Drive, in a sense the main street into the community, which acts as a broad vehicular boundary to the Town Core. Town Core's vistas look inward instead of outward towards the mountains and lake that are the defining landscape of Dillon.

Many of the buildings in the Town Core are from the original relocation of the community. Several new building, some under construction that are raising the vitality of the community. The older structures have some occurrence of deferred maintenance due to low profitability. There is limited space for startup business in the Town Core and affordability is a question for many owners. Stakeholders associated with the Town Core want to break the cycle and have enthusiasm for making changes that will create a sense of place in Dillon.

1.2 Prior Studies

Since the 1983 Visioning Report, many additional studies follow to identify possible solutions. These supplemental reports include:

- 1989 Town Center Improvement Recommendations
- 1992 Dillon Urban Design Action Program
- 2004 Town of Dillon an Economic Sustainability Plan
- 2006 Town Center Revitalization Plan
- 2007 Town Center Redevelopment Plan
- 2007 Parks Plan
- 2008 Dillon Marina Master Planning Report
- 2009 Town of Dillon Urban Renewal Plan
- 2009 Town Center Redevelopment Plan
- 2013 EDAC Parking Recommendations
- 2015 Three Mile Plan
- 2017 Comprehensive Plan
- 2017 Adaptive Use Initiative

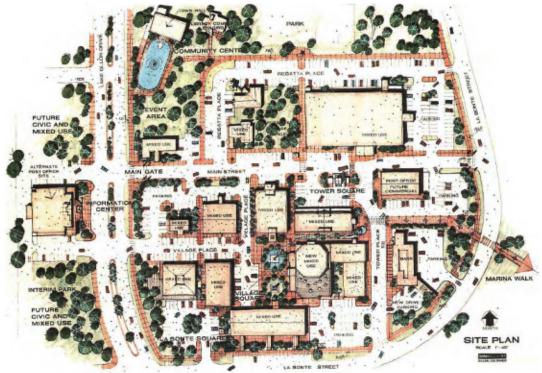








- 2017 Town of Dillon Design Guidelines
- 2019 Dillon Town Center Parking Study & Design Concepts



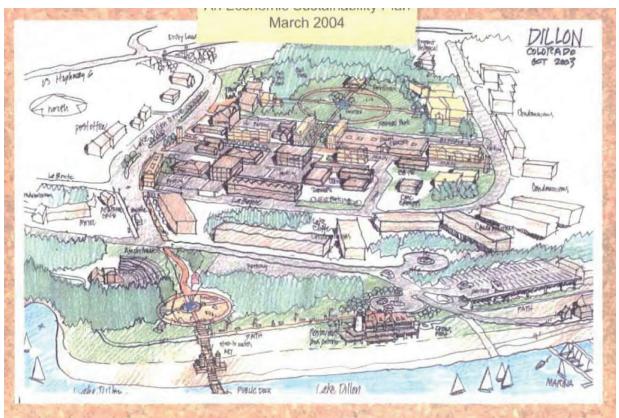
1989 Dillon Economic Development Committee Recommended Site Plan



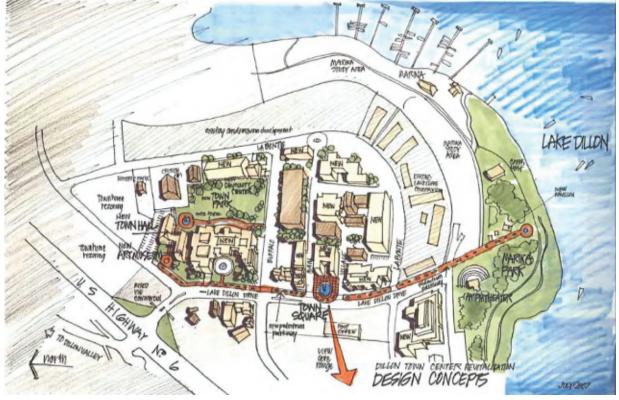








2004 Town of Dillon Economic Sustainablility Plan



2007 Economic Development Advisory Committee Vision



1.3 Current Ideas



The Town Council has long held to the belief that the Town Core should have a more prominent role in Summit County. Additionally, town leaders want Dillon to have its own uniqueness to stand-alone and not emulate other Summit County communities. The 2017 Town of Dillon Design Guidelines is the beginning of establishing a tone for the desired unique Dillon. These design guidelines are appearing in new constructions like the Sail Loft and Uptown 240 projects.

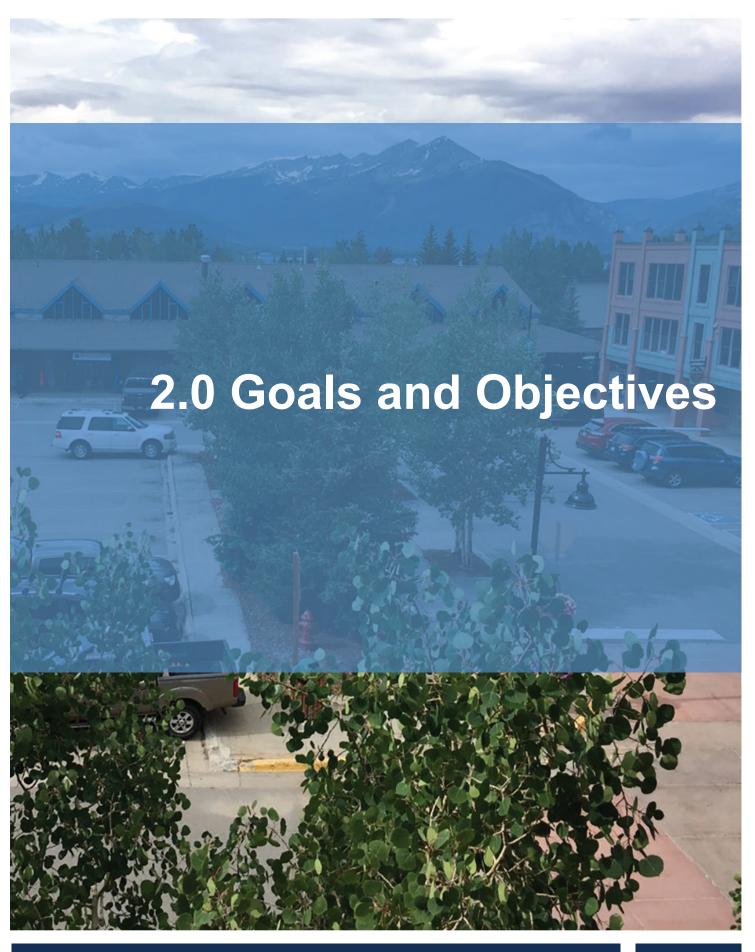
The Town Core as a year-round destination is the foundation and central to the desires of all the plans, studies, workshops retreats and other discussion over the past four decades. The current layout and parceling of the Town Core has made achieving these desires hard to obtain. Increasing walkability and changing the types of businesses within the Town Core can benefit the community by creating the year-round, pedestrian friendly center.

1.4 Walkability and Connectivity

Transforming the Town Core into a destination will require transformation of the businesses and structures. To begin this transformation, improving the walkability and connectivity within the Core is a relatively low cost start. Refocusing the Town Core as a place to be instead of a park lot will begin the improvement process. One of the goals established by the Town is to connect the Town Park to the Dillon Waterfront. There are some walks making a circuitous connection through Town. There are also pedestrian only areas that do not connect well but are the foundation for the development of a walk system.

The Town Core has an unusual ownership model where private property ownership ends at the eaves of the buildings and the remaining site is Town of Dillon. This model makes building modification more difficult than in a traditional lot ownership arrangement. The Town of Dillon is currently modifying ownership boundaries by creating parcels of the parking lots and sites surrounding the buildings within a block. The goal is to create larger parcels or super blocks that are more traditional. As buildings and block look to redevelop or rebuild, there becomes more opportunity to connect around and through sites for pedestrians.







2.1 Town Core Goals



The intent of this report to develop constructible solutions that increase the quality experience within the Town Core and to improve the pedestrian connections to Town Park and the Waterfront. Initial stakeholder input includes the desire to implement some items initially in 2020. After many reports and reviews, the Town Council is poised to put plans into action.

In the past few years, the Town of Dillon Council met to brainstorm ideas for improving walkability and connections for the Core. The ollowing goals were identified in the meeting:

- Wayfinding
- Color
- Materials
- Lighting
- Benches
- Pocket parks
- Interpretive signage
- Thread destinations together
- Master map (business directory)
- Visual corridors
- Pup up spaces
- Art/sculpture
- Interactive pieces
- Architectural guidelines
- Landscaping
- More meaningful pathways
- Greenspace on existing paved areas
- Big wide meandering path
- Center square (by existing square)
- 1st priority Town Park Town Center Marina Amphitheater
- 2nd priority Hwy 6 and Lake Dillon Drive/Evergreen Intersection
- Improvements/connections to Dillon Ridge and other parts of Town

In 2019, the Town of Dillon Council held another meeting to discuss steps to take to create a walkable Core adding to the success of businesses. The following are the outcome of the meeting:

- Improve existing buildings
- Change Code no 1st floor parking
- Incorporate something such as Ice Skating or Splash Pad etc..
- Something to draw people to Dillon, i.e. curling
- Walking path incorporate art/activity nodes/interactive spaces
- Keep people in Dillon
- Make it useable year-round





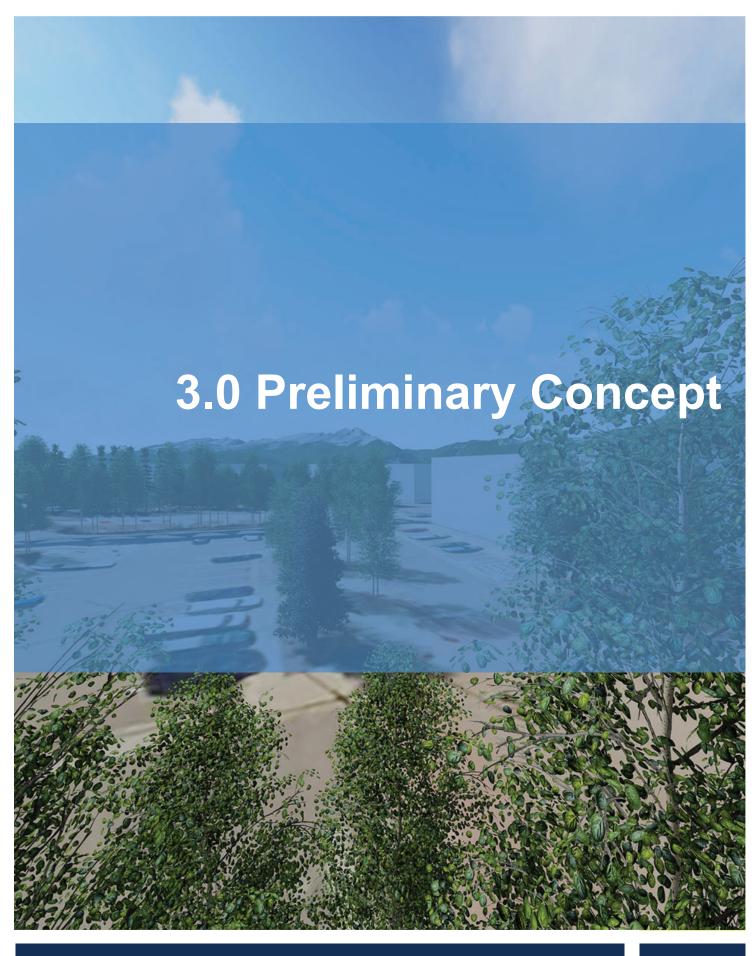
- Cross thru to/from Lake Dillon Drive Main Street/Town Center La Bonte Street
- Should extend out connect Town Park Amphitheater/Marina Park
- Central plaza
- Gathering place
- Allow limited vehicle access along with bike/pedestrian access for delivery/pickup
- Add use that doesn't compete within Town or surrounding communities
- Unique activity

These ideas are the foundation of the desires of the Town to move forward with the Dillon Town Core Master Plan. The overarching themes for the Town Core is to create a walkability, friendly, inviting and sustainable business district. Moreover, to celebrate the Rocky Mountain and Lake Dillon scenery found at the Town Dillon Core. This Master Plan report documents the steps to implementing achievable and affordable improvements within the public lands of the Town. The ultimate outcome is creating a walkable Town Core.











3.1 Stakeholder Discussions



The Dillon Town Core Plan began with the scoping meeting in April 2019. As a starting point, the previous studies and concepts were reviewed and some of the ideas were identified to be incorporated in future concepts. Stakeholders were selected by the former Town Manager and senior Town staff. These volunteers were selected based on their direct connection with the town core and their familiarity with issues in the town core.

Initial stakeholders included:

Eddie O'Brien
Bobby Craig
Mark Richmond
Jeff Auth
Larry Uhrich
Judy Jordan
Louis Skowyra
Cindy Trimble
Bill Dowd
Steve Milroy
John Frew
Danilo Ottoborgo
Dave Askeland

In late July, 2019 the first stakeholder meetings were held in Dillon. These meetings were held the same week as the marina master planning meetings and some stakeholders were included in both groups. The initial scope of the study was bound by the traditional town core streets from previous studies: La Bonte Street, Buffalo Street and Lake Dillon Drive. One of the first changes was to include connections to Dillon Town Park and the Marina as anchors to the whole study.

The group liked the idea of keeping the study relatively simple and straightforward. Inputs included bringing the local business entrances to face the town square, increasing a pedestrian based network, and moving parking from the town center to a slightly more remote parking lot.

3.2 Preliminary Concept Presentation

During the October 2019 presentation of the Town Core the notion of a Woonerf as the basis for the Town Core began to shape the creation of a pedestrian friendly space with connectivity to Town Park and the waterfront. Beginning with small project within the public realm allows connections to occur economically, minimizing disruption while providing opportunities for outdoor seating, art installations, and other walkway enhancements. Replacing the central parking lot off Village Place provides a park site as a civic amenity.

The preliminary concept begins to restrict the amount of parking and traffic within the Town







Core by developing a shared of pedestrian and vehicular routes. In Europe, the combination of walkways and roads is commonly termed a Woonerf. Originally conceived in the Netherlands, Woonerf is a living street that shares space, is traffic calming and requires low speeds all of which are obtainable in the Town Core's small framework of streets.

The preliminary concept shows incremental steps to developing the Town Core in an area bounded by Lake Dillon Drive, La Bonte Street and Buffalo Street. The area is approximately 13 to 15 acres of mixed use from residential to business, educational, and retail.

Included in the concepts is the removal of one of the buildings within the Town Center and its replacement with an underground parking structure and new commercial spaces relocated in what currently are two small surface parking lots. The October 2019 presentation begins with modest improvements of an existing alley to removal of one building to open views of the surrounding mountain scape to the Town Core. Additional square footage of building space replaces the building in question while adding to the total leasable space within the Town Core.

The initial pedestrian improvement is the alley north of the Lake Dillon Preschool building. Removal of concrete steps on the west end will allow for fully accessible connection through the alley from Village Place to Fiedler Avenue. The addition of outdoor seating, tables, planters or plant beds and festive lighting can affordably animate the space. Special paving sets the tone for the development of the Town Core.

The next step, the conversion of Village Place and Schroeder Avenue into a Woonerf, establishes a large-scale transformation of vehicular centric zones to pedestrian dominant areas. The alley extends from Fiedler Avenue to Lake Dillon Drive in a two-block district that is the backbone to a successful entertainment area. At Lake Dillon Drive, the street/walk enhancements pull the eye toward the Town Core and entices visitors to move in that direction. A gateway feature over Village Place identifies the district even further.

Once traffic is limited on Village Place, the parking lot in the center of Town transitions to a park to define the Core as a pedestrian space. The park replaces the loss of ½ acres of parking and creates a more vibrant open space that attracts more users and in turn is an economic benefit. Rapid City, South Dakota sets precedence for a similar park space in the town center. Main Street Square is similar in size at ½ acres and has many features such as outdoor seating, tables, event space (art fair, farmers market, food events etc.), ice skating, stage, splash pad, play area and other amenities as outlined by the Town of Dillon Council in the 2018 and 19 work sessions.

Then extending the alley toward La Bonte on the east to connect with the path to the marina connects Lake Dillon Drive to the waterfront with walkways. The removal of a one-story addition at the Colorado Mountain College building will improve the connection by adding a clear view through the Core that is more inviting to the user. Widening the walkway at the Sail Lofts establishes a full east/west connection through the Town Core.

Moving northward the walkway along the east side of the parking lot west of the La Riva







building connects the Schroeder Avenue Woonerf to Town Park. This connection in conjunction with the upgrading of the steps at the Paine Building or developing the alley east of the building that houses Pug Ryan's Brewery creates a north/south corridor.

To round out the walkability of the Town Core, Fiedler Avenue and the parking lot east of the La Riva building transformation to Woonerf defines the area with the exception of Main Street as a pedestrian friendly district.

The replacement of the Paine Building with a parking structure and new buildings in place of existing surface lots is an added benefit to the greening of the Town Core. Removal of this one structure opens views to the Ten Mile Range. The common open space at Lake Cliff Condominiums is direct south of the Paine Building and the central park space benefits for view out over the trees. The condominium buildings are down slope, not obstructing views of the mountains from the park space in the Town Core. The parking structure adds 375 to 400 stalls to the Town Core and the new building upwards of 120,000 sf of mixed-use space. A portion of the parking structure supports the extension to the park southward toward La Bonte Street.



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Consensus Plan



The idea of using the existing small block layout of roads in the Town Core roads to create Woonerf, and pedestrian open space met with general approval during a fall 2019 presentation. Feedback from stakeholders include general support for connections, a gateway, and transformation of the square from a parking lot to a public open space. A transformation of some commercial space has support, but there is concern that purchasing buildings may fall in a long-term scenario.

The Town Core Master Plan is a walkability option to improve how people use the Town Core. Using input gleaned from previous reports and mostly from the Town of Dillon stakeholders, the Town Core Master Plan utilize existing public lands to provide connections with Town Park, new hotel and condominium developments, and the Dillon Marina/Waterfront.

4.1 Step One: Village Place Pedestrian Mall

A small, existing pedestrian mall located at the east end of Village Place is an underutilized space that with an initial investment can step the stage for connectivity in the Town Core. The mostly paved mall does contain a few small trees.

Currently, most of the businesses that abut the mall face away from it. There is an elevation change at the west end that currently has 4 steps and a short ramp. Rebuilding a mall that is ADA accessible throughout will help open up the space and allow it to become a more viable connection.

The pavement treatments can establish a dialogue for future pedestrian spaces in the Town Core. Animating the space with outdoor furniture and site lighting create an inviting space for lingering at café tables or setting on benches. Working with the owners of the adjacent buildings to redesign and reconnect the businesses to this mall will also reinvigorate this space.

Reason for priority: Create a pedestrian friendly zone for year-round use.

Actions:

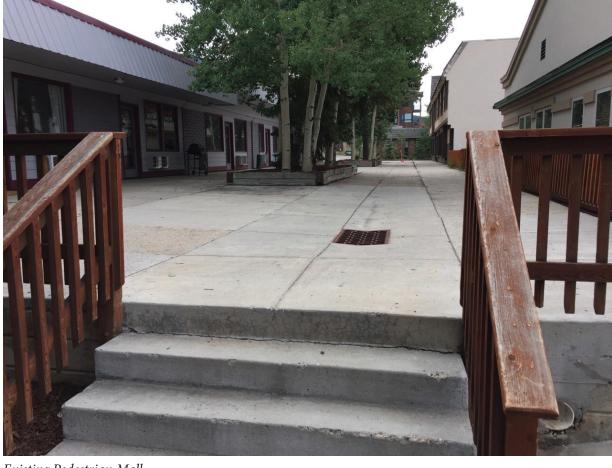
- Remove and replace pavement with decorative material
- Animate space with outdoor furniture and lighting
- Add landscaping to soften the amount of pavement and create an inviting space

Estimated Cost Range: \$250,000 to \$300,000









Existing Pedestrian Mall



Gateway to Pedestrian Alley Paducah, KY









Picnic Tables and lights in Pedestrian Alley Portland, OR



Art in Alley Austin, TX



Outdoor Cafe



Landscped Alley New Orleans, LA



Alley Gateway Duluth, GA















4.2 Step Two: Woonerf and Town Core Park



1. Village Place and Schroeder Avenue Woonerf

Developing a visible entrance to the Town Core creates a destination to invite visitors into the space. A gateway at the intersection of Lake Dillon Drive and Village Place identifies that location as the entry into a special pedestrian friendly zone.

At the gateway, incorporating the Woonerf idea at Village Place identifies the street as a share space focused on pedestrians first. Pavement treatment and the elimination of curb and gutters allows outdoor uses to flow from business along the corridor. As the Woonerf idea follows Village Place a linkage is made with the pedestrian malls space creating an east/west pedestrian connection. Continuing the concept, north on Schroeder Avenue opens up the Town Core to useable outdoor spaces adjacent to many existing businesses. This is the first major link in connectivity in the Town Core.

Reason for priority: Establish connectivity in the Town Core

Actions:

- Replace typical street corridors with Woonerf concept
- Identify shared spaces (vehicular/pedestrian)
- Animate space with outdoor furniture and lighting
- Add landscaping to soften the amount of pavement and create an inviting space

Estimated Cost Range: \$525,000 to \$600,000



Horizontal Gateway Entrance



Gateway Entrance









Gateway Entrance



Woonerf in Denmark



Woonerf in Toronto



Woonerf in Philedelphia



Woonerf in Tokyo



2. Town Core Park

As Village Place and Schroeder Avenue, transition into a shared streetscape the opportunity arises to create a public park in place of the parking in the center of Town. A public open space is a missing component for Dillon. The space is relatively small but offers a dynamic site for a park with many amenities.

As first discussed in the preliminary concept phase of the project, Rapid City, ND has a similarly size space in the downtown area. Main Street Square is comparable in size, climate, and location within the City. The Square contains a small green space of synthetic turf that can be flooded in the winter for skating. There is a stage area with built-in speaker system for events, patio areas with café tables. A small splash pad with up lighting that change colors for evening shows. Seat walls and artwork surround the space. Overall, each year over 200 events occur in Main Street Square.

In Dillon, the Town Core Park site offers the same possibilities for event spaces, splash pad, seating areas and other draws to the vitality that surround with restaurants, entertainment and businesses. The modification of streets to Woonerf with connections to the pedestrian mall and a half-acre park define a larger outdoor public open space in the heart of the Town.

Reason for priority: Provide a park space in the center of Town.

Actions:

- Remove parking and replace with open space
- Add amenities for multigenerational use
- Opportunity for art, Main Street Square received \$2 million donation for art

Estimated Cost Range: \$7,250,000 to \$7,750,000



Main Street Square, Rapid City, SD











Ice Skating at Main Street Square



Music at Main Street Square





Splash Pad as waterplay and light feature at Main Street Square





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4.3 Step Three: Dillon Town Park and Waterfront Connection



Two more links extend the pedestrian corridors. The first extends north from the prior Schroeder Avenue link outward to Town Park. The new path runs along the east edge of the parking lot between Buffalo and Main Streets. Reconfiguration of the parking maintains the total count, all but 2 stalls while expanding the width of the sidewalk to allow for landscape enhancements and site furnishing.

The second extension occurs at the east end of the pedestrian mall toward the Sail Lofts and on to the existing Town walk to the waterfront. Removal of a portion of the Colorado Mountain College building continues the theme of a wider pedestrian corridor. The structure is one story and appears to be an addition to the main building.

The pedestrian connection continues south of the Sail Loft terminating at the Town walk to the waterfront. Modifications to the existing parking lots of both the College and Sail Lofts allocate more space for a walk, creating a friendly environment with clear views to the Town Core and Waterfront.

Reason for priority: Provide a through connection with Dillon Town Park and Waterfront

Actions:

- Continue Woonerf streetscape where appropriate
- Replace one story building add-on at the Colorado Mountain College and replace with pedestrian walk
- Widen existing walk between Buffalo and Main Street to meet evolving standards

Estimated Cost Range: \$450,000 to \$500,000











Colorado Mountain College (one story addition circled)



Existing walk at Sail Lofts viewing the Colorado Mountain College





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4.4 Step Four: Completion of the Town Core

Developing a Woonerf system along Fiedler Avenue and in the parking lot between the new Sail Lofts building and La Riva completes a secondary corridor. The corridor provides a strong connection from Town Park to Lake View Condominiums and completes a system of walks

within the Town Core bordered by Lake Dillon Drive, Buffalo Street, and La Bonte Street

south and east. This Core area focus on walkability is capable of transitioning to sustainable businesses reachable by one time parking and foot traffic.

Woonerf shared streetscaping can continue, but once complete, the street fabric can and may revert to pedestrian only promenades. The street plan for the Town of Dillon is compact and the loss of Village Place, Schroeder Avenue and Fiedler Avenue do not disrupt vehicular connections. The remain use of Main and Buffalo Streets connecting to Lake Dillon Drive and La Bonte Street have separation more typically found in communities.

Reason for priority: Create a comprehensive Town Core Plan focused on walkability

Actions:

• Continue Woonerf streetscape on Fiedler Avenue and in parking lot between La Riva and Sail Lofts

Estimated Cost Range: \$575,000 to \$625,000



Fiedler Avenue at Colorado Mountain College











Woonerf between La Riva and the new Sail Lofts











4.5 Step Five: Grand Vision

Parking in and around the Town Center has been a subject of much discussion within the community for decades. Creating a more walkable and pedestrian friendly community will reduce the parking capacity within the Town Core. A recent study on parking capacity in Dillon focused on current capacity exclusive events at the amphitheater, Town Park or any improvements to the Town Core. Additional capacity will be required if the transformation of the Dillon Town Core to a destination is to succeed.

Adding parking to replace stalls lost in the pedestrian enhancement projects is essential. One solution is to take advantage of the elevation change from the Town Core Park to La Bonte Street. The topography drops enough to place a parking structure under an extension of the Park. Excavating an additional level for parking provides a structure that can park up to 400 vehicles. Placement of a concentrated parking structure below and at the edge of the Town Core provides sufficient parking for business and visitors while not disrupting the pedestrian centric experience.

The removal of the Paine Building accomplishes adding much needed parking while doubling the size of the Town Core Park. The views outward from the Town Core opens with dramatic views of the surrounding mountains of Summit County. The modification to the site also provides an opportunity to expand the amount of buildable square footage. Using existing 3 story building in the Town Core as an example, the maximum buildout can provide up to 120,000 square foot of additional mixed-use space. There are multiple approached the Town of Dillon can take to make the parking structure, additional mixed-use space and extended Core Park.

The steps to implementing the Town Core can occur independently or combining them into larger efforts. Opening the vista from the Town Core to the mountains will transform the community focusing on walkability and pedestrian oriented.

Reason for priority: Create a destination and animate the Town Core

Actions:

- Remove an existing building and add more mixed-use opportunities
- Add a significant amount of parking in a structure with the option for revenue earning
- Double the size of the Town Core Park

Estimated Cost Range: Building Purchase and Removal \$3,500,000 to \$4,000,000, Parking Structure \$12,500,000 to \$13,000,000, Park Expansion \$1,000,000 to \$1,500,000 and new buildings??









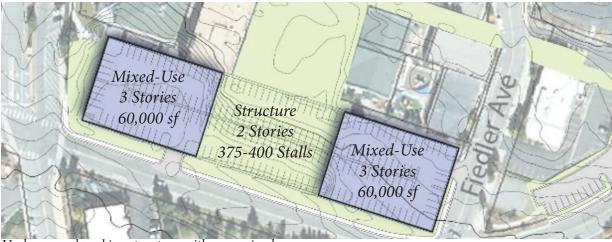




Existing center of the Town of Dillon



Town Core with Paine Building removed



Underground parking structure with new mixed















5.0 Implementation Strategy





Implementation Strategy



Development of the Woonerf, pedestrian mall, and upgraded pedestrian connections are well within the range of normal street project costs. Taking the next step will be developing initial designs for the Village Place Pedestrian Mall and Village Place Woonerf projects. These two will allow definition of the aesthetic stands for use in the rest of the project. Design could happen in 2020 and construction as soon as fall depending on the Town's ability to fund it. For the long term, funding should be put into the budget for the transformation at a pace the Town is comfortable with sustaining.

Coordinating these projects with the local businesses is essential. The transformation should encourage the businesses to face to Woonerf, pedestrian mall and enhances public square. This alone will help with the generation of a livelier Town Center.

Transforming the existing parking square into a public space will take significantly more funding and searching for grants is appropriate.

Development of the parking garage and updated commercial spaces at the south end of the Town Center will require a more creative approach. One means of achieving this goal includes issuing a developer RFP for the project and soliciting outside funding. Incentivizing the project will probably be required. Businesses displaced by the transition should be able to find other locations within the underutilized Town Center.



























