



Town of Dillon

Conditions Survey

Town of Dillon, Colorado

*Surveyed in September / October 2008
Report Submitted October 2008*

Prepared for:

Dillon, Colorado Town Council

Prepared by:

Leland Consulting Group



Town of Dillon

Conditions Survey

Town of Dillon, Colorado

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Town of Dillon

Conditions Survey

Town of Dillon, Colorado

1.0 Introduction

The following report, the *Town of Dillon Conditions Survey* (the or this “Survey”), was prepared for the **Dillon Urban Renewal Authority** in September and October of 2008. The purpose of this work was to analyze conditions within a defined Study Area (also referred to here as “the Survey Area”) located within the Town of Dillon and Summit County, Colorado, in order to determine whether factors contributing to blight are present and whether it is, therefore, eligible as an urban renewal area under the provisions of Colorado State Statute.

The boundaries of the Study Area, as defined by the Town in September 2008, are considered to be the Dillon town boundaries. *A map depicting the exact boundaries is presented as an illustration in an Appendix to this report.*

Establishment of an urban renewal area would allow the Town of Dillon, through its urban renewal entity, to use designated powers to assist in the redevelopment of properties and improvements within its urban renewal area boundaries.

1.1 Definition of Blight

This Survey represents an important step towards achieving goals set out in the Town’s master planning documents specifically related to redevelopment and reinvestment. In addition, it is the first step in the



process to determine if the Study Area qualifies as a “blighted area” eligible for urban renewal. A determination of blight is a cumulative conclusion based on the presence of several physical, environmental, and social factors defined by state law. Indeed, blight is attributable to a multiplicity of conditions, which, in combination, tend to contribute to the phenomenon of deterioration of an area. For purposes of this Survey, the definition of a blighted area is premised upon the definition articulated in the Colorado Urban Renewal Law, as follows:

“Blighted area” means an area that, in its present condition and use and, by reason of the presence of at least four of the following factors, substantially impairs or arrests the sound growth of the municipality, retards the provision of housing accommodations, or constitutes an economic or social liability, and is a menace to the public health, safety, morals, or welfare:

- (a) *Slum, deteriorated, or deteriorating structures;*
- (b) *Predominance of defective or inadequate street layout;*
- (c) *Faulty lot layout in relation to size, adequacy, accessibility, or usefulness;*
- (d) *Unsanitary or unsafe conditions;*
- (e) *Deterioration of site or other improvements;*
- (f) *Unusual topography or inadequate public improvements or utilities;*
- (g) *Defective or unusual conditions of title rendering the title non-marketable;*
- (h) *The existence of conditions that endanger life or property by fire or other causes;*
- (i) *Buildings that are unsafe or unhealthy for persons to live or work in because of building code violations, dilapidations, deterioration, defective design, physical construction, or faulty or inadequate facilities;*
- (j) *Environmental contamination of buildings or property;*
- (k.5) *The existence of health, safety, or welfare factors requiring high levels of municipal services or substantial physical underutilization or vacancy of sites, buildings, or other improvements;*
- (l) *If there is no objection of such property owner or owners and the tenant or tenants of such owner or owners, if an, to the inclusion of such property in an urban renewal area, “blighted area” also means an area that, in its present condition and use and, by reason of the presence of any one of the factors specified in paragraphs (a) to (k.5) of this subsection (2), substantially impairs or arrests*



the sound growth of the municipality, retards the provision of housing accommodations, or constitutes an economic or social liability, and is a menace to the public health, safety, morals or welfare. For purposes of this paragraph (1), the fact that an owner of an interest in such property does not object to the inclusion of such property in the urban renewal area does not mean that the owner has waived any rights of such owner in connection with laws governing condemnation.

Source: Colorado Revised Statute 31-25-103(2).

According to state law, it is not necessary for every condition of blight to be present in a Study Area in order for it to be eligible for urban renewal status. Rather, an area qualifies as blighted when four or more conditions are present (or five conditions, in cases where the use of eminent domain is used). In addition, conditions need not be present on each parcel, but must be found somewhere in the Study Area as a whole. With this understanding, the *Town of Dillon Conditions Survey* presents an overview of conditions within the Study Area sufficient to make a determination of blight. The "Summary of Findings" presented in the last section provides conclusions regarding the analysis and presence of qualifying conditions in key areas; however, the Dillon Town Council will make a final determination of blight based on the extent to which those conditions constitute a liability for the Study Area.

1.2 Study Methodology

Leland Consulting Group (LCG) personnel conducted multiple field investigations in September / October 2007 for the purpose of documenting conditions within the categories of blight set out in the state statute. Pertinent Geographic Information Systems (GIS) data were obtained from Summit County and from the Town of Dillon and subsequently analyzed by Leland Consulting Group. Additional



information was obtained through interviews with local officials and representatives from the Dillon Fire and Police, as well as from the Public Works Department.

In order to organize the conditions data and prepare supporting graphic illustrations of the findings, the Study Area's 665 landed legal parcels (over 1,400 total parcels including condominium units) were aggregated into 65 "survey blocks¹." These blocks were assigned a unique identification number, which is reflected in the maps and field ledger located in the Appendix.

1.3 Report Format

The *Town of Dillon Conditions Survey* is presented in four sections and an Appendix. Section 1.0 presents an overview of the project, a definition of "blight," and the study methodology. Section 2.0 presents a description of the Study Area and an overview of existing conditions. Section 3.0 defines the primary categories of blight and documents conditions which are present within each category. Section 4.0 summarizes the findings from the research.

2.0 Area Overview and Description

2.1 Study Area Description

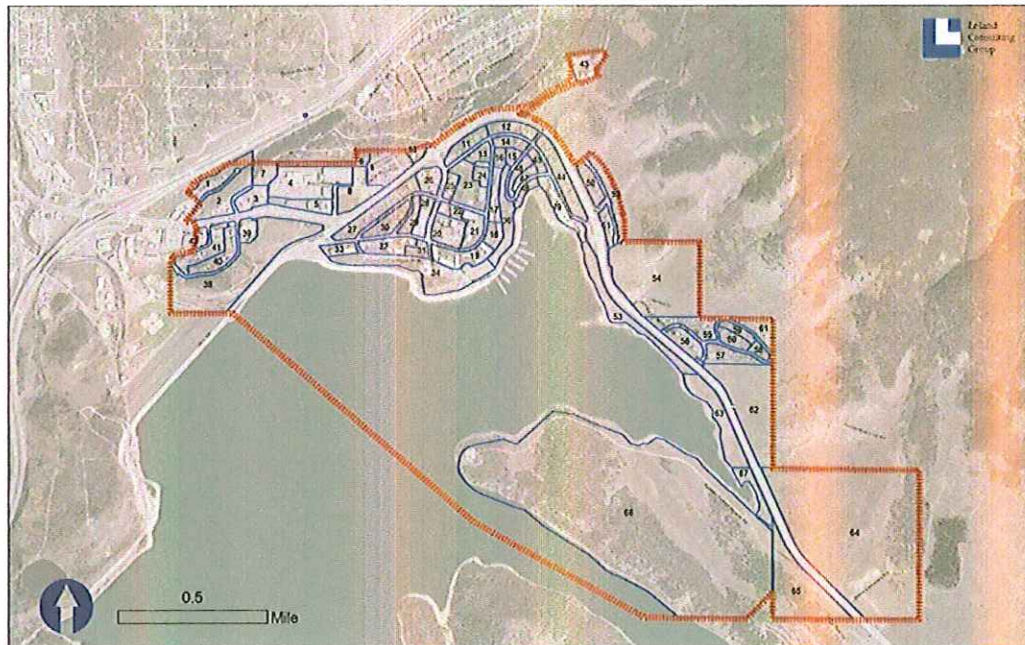
As described above, this report presents a summary of conditions in an area generally defined as the entire Town of Dillon

¹ The process of aggregating parcels into blocks for this analysis was done arbitrarily in GIS based on geographic proximity, in advance of any field observations. In some cases, these blocks correspond to county assessor's lot and block designations, but this is coincidental.



The Town itself includes approximately 1,488 acres (as estimated in ArcGIS geographic information system software). When portions of the Town falling within Dillon Reservoir and various rights of way are excluded, the final survey blocks used for this analysis total approximately 820 acres.

2.2 Study Area Context



The Town of Dillon itself is irregular in shape, extending from I-70 in the northwest. U.S. Highway 6, known as Dillon Dam Road within the Town limits, merges with Highway 9/Blue River Parkway to form the primary arterial spine for the community. Developed land within Dillon lies north and east of the shores of Dillon Reservoir. The community's "Town Center" is surrounded by Lake Dillon Drive, La Bonte Street and Buffalo Street. South and east of Town Center are several condominium developments located along the shore of Lake Dillon. North and west of



Town Center (south of Dam Road) are several single family residential homes, many in established neighborhoods. More condominiums and other multi-family residential buildings can be found northeast of Town Center along Gold Run Circle and Tenderfoot Street. Beyond Dillon Dam Road to the north is the newer Dillon Ridge retail development, anchored by a City Market grocery and Bed Bath & Beyond store. Another concentration of retail facilities is located further west along Anemone Trail. A residential enclave along Corinthian Circle and Ensign Drive is located further southeast along Highway 6. Finally, several large parcels of Denver Water Works property is being held either as open space or "urban preserve," also near the far southeast boundary of Town.

A wide range of land uses are found in the Study Area, including:

- Both residential and commercial condominium units within low- and mid-rise buildings;
- Detached housing including primary and secondary residences;
- Rental apartment units;
- Offices, lodging, retail, restaurant, and other commercial uses;
- Full complement of small-town public and quasi-public land uses including Town Hall, fire department, churches, daycare, library, post office, etc.;
- Recreational and open space lands including active parks, trails, marina, lakefront (the lake itself) and currently undevelopable Denver Water land; and



- Surface parking and limited amounts of developable vacant land.

Because uses in the Town of Dillon have historically been influenced by the community's proximity to several nationally-acclaimed ski resorts, many cater to visitors and second home owners. As such, there are a disproportionate number of condominiums, lodging, dining, and retail establishments relative to comparably-sized municipalities.

3.0 Determination of Area Conditions

Significant findings of the *Town of Dillon Conditions Survey* are presented in the discussion which follows. These findings are based on a review of documents and reports, interviews, field surveys, and analyses conducted during September and October of 2008. Properties, along with public improvements located within and adjacent to the Study Area, were evaluated and deficiencies noted. As previously explained, the purpose of this effort was to determine whether conditions of blight, as defined by the Colorado State Statute, exist such that they constitute a liability. The principal categories of blight considered, as outlined in the Statute, include: building conditions; site conditions; unusual topography or inadequate public improvements; environmental contamination; endangerment from fire or other conditions; unhealthy or unsafe building conditions; and, high service demands or underutilization of sites. A summary is provided in the last section of this Survey.

3.1 Building Conditions

The condition of *Slum, Deteriorated or Deteriorating Structures* (Condition a) is primarily identified through field survey work, examination of aerial photography, and observation of exterior physical conditions among properties within the Study Area. Building deterioration rating criteria



considered included the physical integrity of the following: primary structure (roof, walls, foundation); secondary structure (fascia/soffits, gutters/ downspouts/flashing, exterior finishes, windows and doors, stairways/fire escapes); and, exterior structure (mechanical equipment, loading areas, fences/walls/gates, other structures).

The condition of structures in the Study Area is generally good, but a number of buildings exhibit signs of deterioration, particularly in roof materials, exterior surfaces and fascia/trim/flashing. A few properties had dilapidated fencing (including one town park/open space facility).

A more detailed inventory of deteriorating structures by survey block can be found in the Field Survey ledger in the Appendix. A corresponding map in the Appendix illustrates their location.

3.2 Site Conditions

The evaluation of site conditions is divided into four categories according to the definition of blight: Condition (b) defective or inadequate street layout; Condition (c) faulty lot layout; Condition (d) unsanitary or unsafe conditions; and Condition (e) deterioration of site or other improvements. Representative conditions among each category of site deterioration are described as follows:

Condition (b): Defective or Inadequate Street Layout - Conditions typically associated with defective street layout include poor vehicular access and/or internal circulation; substandard driveway definition and parking layout (e.g. lack of curb cuts, awkward entrance and exit points); offset or irregular intersections; and, substandard or non-existent pedestrian circulation.



Condition (c): Faulty Lot Layout - Conditions typically associated with faulty lot layout include faulty lot shape and/or layout and inadequate lot size. Poor access is also considered to be an indicator of faulty lot layout.

Condition (d): Unsanitary or Unsafe Conditions – Conditions typically considered unsanitary or unsafe include: poorly lit or unlit areas; cracked or uneven sidewalks; poor drainage; environmental contamination; buildings located within a floodplain; uneven grading or steep slopes; the existence of trash, debris, weeds, abandoned vehicles; and, a high incidence of reported crime, graffiti or other forms of vandalism or vagrant activity.

Condition (e): Deterioration of Site or Other Improvements – Site conditions typically considered to be substandard or undesirable include: the presence of billboards, neglected properties, and unscreened trash or mechanical storage areas; deterioration of parking surfaces; lack of landscaping; and, other general site maintenance problems.

Each of these conditions of blight, as they apply to the Study Area, is discussed separately in the following paragraphs.

3.2.1 Defective or Inadequate Street Layout

Because the Study Area includes a major highway right-of-way (U.S. Highway 6), is bounded by major physical impediments of Interstate 70 and the Dillon Reservoir, and is influenced by mountain topography, its street system involves a number of instances of awkward physical layout and poor vehicular access.



The “L” intersection of Schroeder Avenue and Village Place, in the heart of Town Center, exacerbates the already poor vehicular flow pattern in that area. Another example of inadequate vehicular access and poor street layout is evidenced by the extensive curb damage found within the Lookout Ridge development – suggesting that a lack of flow options requires frequent U-turns for residents and visitors. Businesses behind the Conoco station and historic Lake Dillon Theater are not easily accessible by public roads. By standards of other, similarly-sized retail developments, vehicular access to the entire Dillon Ridge area is indirect and inconvenient for shoppers.

A more detailed inventory of types and instances of Condition b by survey block can be found in the Field Survey ledger in the Appendix. A corresponding map in the Appendix illustrates their location.

3.2.2 Faulty Lot Layout

The layout of lots within the Study Area is impacted by the same physical features (both natural and man-made) listed in the discussion under *Defective Street Layout* (Condition b) above. In fact, all parcels found to have faulty street layout due to inadequate vehicular access, also have a faulty lot layout, since adequate access is a necessary condition of adequate lot layout. Parcel shape and layout are also adversely affected by the mountain topography and other physical impediments in the area, resulting in lots too small to be considered for redevelopment in today’s market.



A detailed inventory of types and instances of Condition c by survey block can be found in the Field Survey ledger in the Appendix. A corresponding map in the Appendix illustrates their location.

3.2.3 Unsanitary or Unsafe Conditions

The presence of *Unsanitary or Unsafe Conditions* (Condition d), generally speaking, suggests the presence of Deteriorating Structures – already discussed above. As with Condition a, this blight factor is relatively uncommon in Dillon --- restricted to instances of poorly lit areas, unscreened trash and mechanical equipment, and unsafe steep slopes. The movie theater complex on Dillon Ridge is one example of a steep, potentially dangerous slope, as is the retaining wall located behind the Super 8 Motel, which has a dilapidated wooden fence on the upper level. While most businesses have enclosures for their dumpsters, many do not. A more detailed inventory of types and instances of Condition e by survey block can be found in the Field Survey ledger in the Appendix. A corresponding map in the Appendix illustrates their location.

3.2.4 Deterioration of Site and Other Improvements

While *Deterioration of Site and Other Improvements* (Condition e) is a condition that often follows the geographical distribution of *Deteriorated Structures* (Condition a), some survey blocks without structures may also have conditions of site deterioration if there is dumping, excessive litter or weeds, or other general site neglect. Many properties in the Study Area suffer from deteriorating



parking surfaces. Photographs presented in the Appendix illustrate some of the more pronounced instances of blighting factors as per the Act.

A more detailed inventory of types and instances of Condition e by survey block can be found in the Field Survey ledger in the Appendix. A corresponding map in the Appendix illustrates their location.

3.3 Unusual Topography or Inadequate Public Improvements

Topography is considered to be a factor when steep slopes or other physical land features inhibit or constrain development. Public improvements are considered inadequate when any of the following are absent or poorly maintained: street pavement, curbs and gutters, street lighting, sidewalks, water and sewer service, storm sewers and drainage. Public improvements are also considered inadequate (obsolete) where electric and phone utilities are run overhead as opposed to underground.

As a mountain community, Dillon has numerous examples of unusual topography due to steep slopes. Inadequate public improvements can be found throughout Dillon particularly in areas with overhead utilities (which, contrary to many typical small towns, has underground utilities in the Town Center, but not in certain residential areas). Street and curb damage, though uncommon, is another type of inadequate public improvement found in the Study Area. Water infrastructure in the Town Center area is considered inadequate due to insufficient peak water flow for fighting a major fire. The Town Center area also has limited excess electrical capacity for public uses such as additional lighting and power for special events.



A more detailed inventory of types and instances of Condition f by survey block can be found in the Field Survey ledger in the Appendix. A corresponding map in the Appendix illustrates their location.

3.4 Endangerment From Fire or Other Conditions

Inadequate fire prevention/control measures are present when there is a lack of sprinklers in commercial properties and / or apartments and / or where properties have a history of excessive fire code violations or actual fires.

Discussions with fire department officials indicate that few commercial buildings in the Study Area have fire sprinklers and no major condominium developments have them. Furthermore, parcels within Town Center suffer from heightened levels of fire danger due to a lack of both flow and storage capacity for water used to fight major fires. Finally, condominiums along the lakefront pose an additional firefighting challenge due to limited truck access (especially during winter months when areas between buildings are used for snow storage).

Specific block-by-block findings related to Condition h are summarized in the Appendix in both map and spreadsheet form.

3.5 Unsafe or Unhealthy Building Conditions

Unhealthy or Unsafe Buildings Conditions (Condition i) relate specifically to factors of design and construction of buildings that impact their safety. Although the above mentioned conditions affect the relative fire safety of certain parcels within Dillon, there are no known instances of buildings that are unsafe or unhealthy for living or working.



Specific block-by-block findings related to Condition i are summarized in the Appendix in both map and spreadsheet form (although no such conditions were found).

3.6 Environmental Contamination

This condition is generally considered present when there is documented evidence of the existence of hazardous contaminants in the soils, water or structures in an area. There are no known instances of environmental contamination in Dillon. For the purposes of this report, none of the survey blocks are shown as having Condition j.

3.7 High Service Demands or Underutilized Sites

High Service Demands or Underutilized Sites (Condition k5) considers two different conditions that can impact the “welfare” of an Area. The first is sites exhibiting “health, safety, or welfare factors requiring high levels of municipal services” including areas of high crime or repeated fire code violations. While portions of the Study Area may require more frequent attention from fire, police and code enforcement services, there is no strong evidence to indicate that properties within the Study Area currently place a disproportionate burden on local services.

The second condition that can impact the Area’s “welfare” is “substantial physical underutilization or vacancy of sites, buildings, or other improvements” including vacant lots, parcels with vacant structures, or parcels for which the value of its improvement is disproportionately small relative to the land value. The Study Area has a number of parcels of vacant land which qualify as underutilized, as well as several buildings which are either partially (at least 20 percent) or completely vacant.



Vacant land can be found adjacent to the Lookout Ridge development, while vacant commercial space can be found throughout Town Center, particularly along Little Beaver Trail, and in the eastern portions of the Dillon Ridge development.

Specific block-by-block findings related to Condition k5 are summarized in the Appendix in both map and spreadsheet form.

4.0 Summary of Findings

The presence of blight that “...*substantially impairs or arrests the sound growth of the municipality, retards the provision of housing accommodations, or constitutes an economic or social liability, and is a menace to the public health, safety, morals, or welfare...*” [Colorado Revised Statute 31-25-103(2)]

It is the conclusion of this Survey that, within the Study Area described in this report, there is the presence of adverse physical conditions sufficient to meet criteria established in the Statute. Although many portions of the Study Area are in adequate or sound physical condition, significant factors related to structural and site deterioration, lot and street layout, safety, inadequate public improvements and site underutilization are present throughout the Study Area. The cumulative impact of these conditions and an overall pattern of deterioration in the Area could lead the legislative body to a finding that the Study Area is blighted. The conclusion of this Survey is based on the following summary of qualifying conditions. Eight (8) of the 11 possible qualifying blight conditions specified by the Statute were found in the Study Area. Table 1 summarizes those conditions which are present.



LCG did not perform a title search on any properties within the Study Area; therefore Condition g (*Defective or Unusual Title Rendering Property Unmarketable*) was not identified.

Table 1
Town of Dillon Conditions Survey - Summary of Findings

	Blight Qualifying Conditions										
	(a)	(b)	(c)	(d)	(e)	(f)	(g)	(h)	(i)	(j)	(k.5)
Area	yes	yes	yes	yes	yes	yes	n.a.	yes	no	no	yes

Source: Leland Consulting Group.

- (a) *Slum, deteriorated, or deteriorating structures;*
- (b) *Predominance of defective or inadequate street layout;*
- (c) *Faulty lot layout in relation to size, adequacy, accessibility, or usefulness;*
- (d) *Unsanitary or unsafe conditions;*
- (e) *Deterioration of site or other improvements;*
- (f) *Unusual topography or inadequate public improvements or utilities;*
- (h) *The existence of conditions that endanger life or property by fire or other causes;*
- (k.5) *The existence of health, safety, or welfare factors requiring high levels of municipal services or substantial physical underutilization or vacancy of sites, buildings, or other improvements*



Town of Dillon

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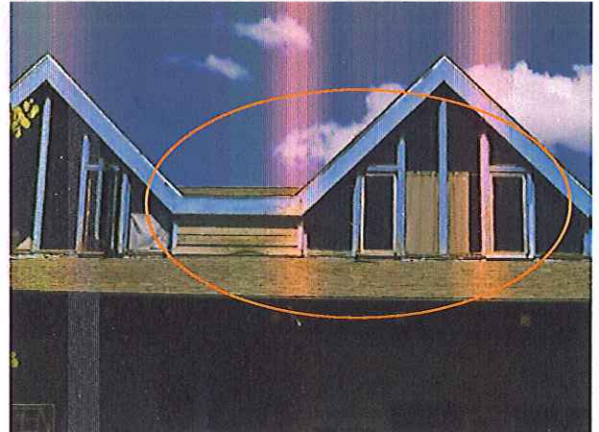
Town of Dillon, Colorado

Appendix I:

Photo Inventory

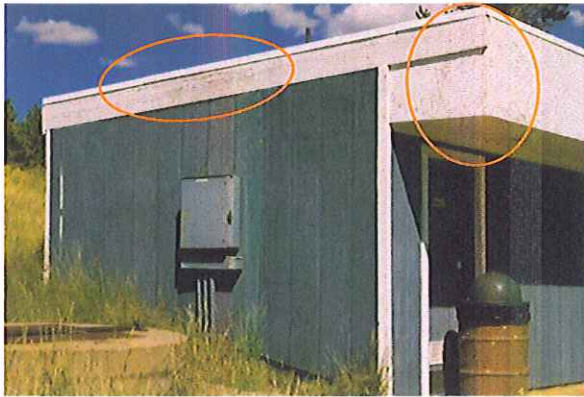


Examples of Condition (a) Slum, Deteriorated and Deteriorating Structures:



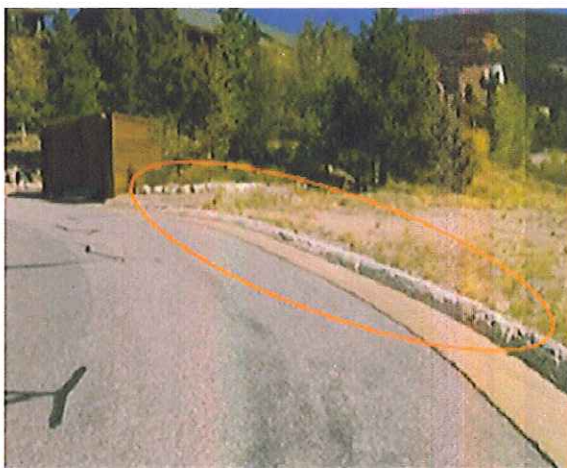


Examples of Condition (a) Slum, Deteriorated and Deteriorating Structures: (cont'd)



Examples of Condition (b) Defective or Inadequate Street Layout:

Dual cul-de-sac formed by Schroeder Avenue and Village Place exacerbates the awkward circulation in the Town Center.



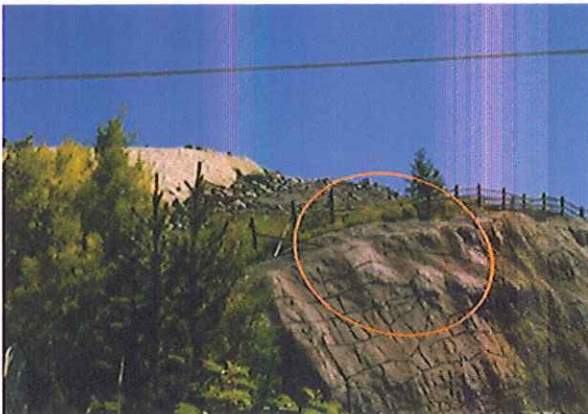
Curb damage throughout Lookout Ridge indicative of frequent u-turns due to inadequate through streets.



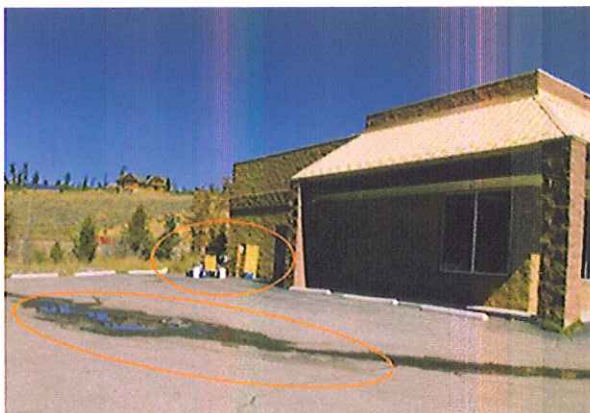
Examples of Condition (d): Unsanitary or Unsafe Conditions:



Dangerous slope for a business operating after dark



Steep slopes and dilapidated fencing



Unlit; exposed paint / chemicals; drainage issues



Examples of Condition (d) Deterioration of Site and Other Improvements



Rubble, weeds, open dumpster



Trash, weeds, neglect





Examples of Condition (f) Unusual Topography or Inadequate Public Improvements





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Appendix II:

Field Survey Ledger

Dillon, CO Study Area
FIELD INVENTORY
September 2008

	a. Sum, Deteriorated or Deteriorating Structures	b. Faulty Street Layout	c. Faulty Lots	d. Unsanitary or Unsafe Conditions	e. Deteriorating Site/Other Improvements	f. Unusual Topography or Inadequate Public Improvements	h. Danger to Life, Property From Fire, etc.			i. Unstable - Unhealthy for Live - Work	j. Enviro. Contamination	k.s. High Service Requirements or Site Underutilization
							Root	Foundation	Walls, Fascia, Soffits			
38	Open spaces, trails	1										
39	Shopping/Office center; professional office, salon, radio station, Red Mountain Grill	1										
40	Rosky Point Townhomes; Christy Sports; furniture store; snowboard shop	1				1						
41	Dorm Brewery; Dillon Inn	1				1						
42	John Henry's clothing; Vitamin Cottage	1	1									1
43	Dillon Water Treatment Facility	1	1									
44	Detached residences											
45	Detached residences											
46	Detached residences											
47	Detached residences											
48	Detached residences											
48	Anchorage; Anchorage West; East Bay; Yacht Club Condominiums	1				1						



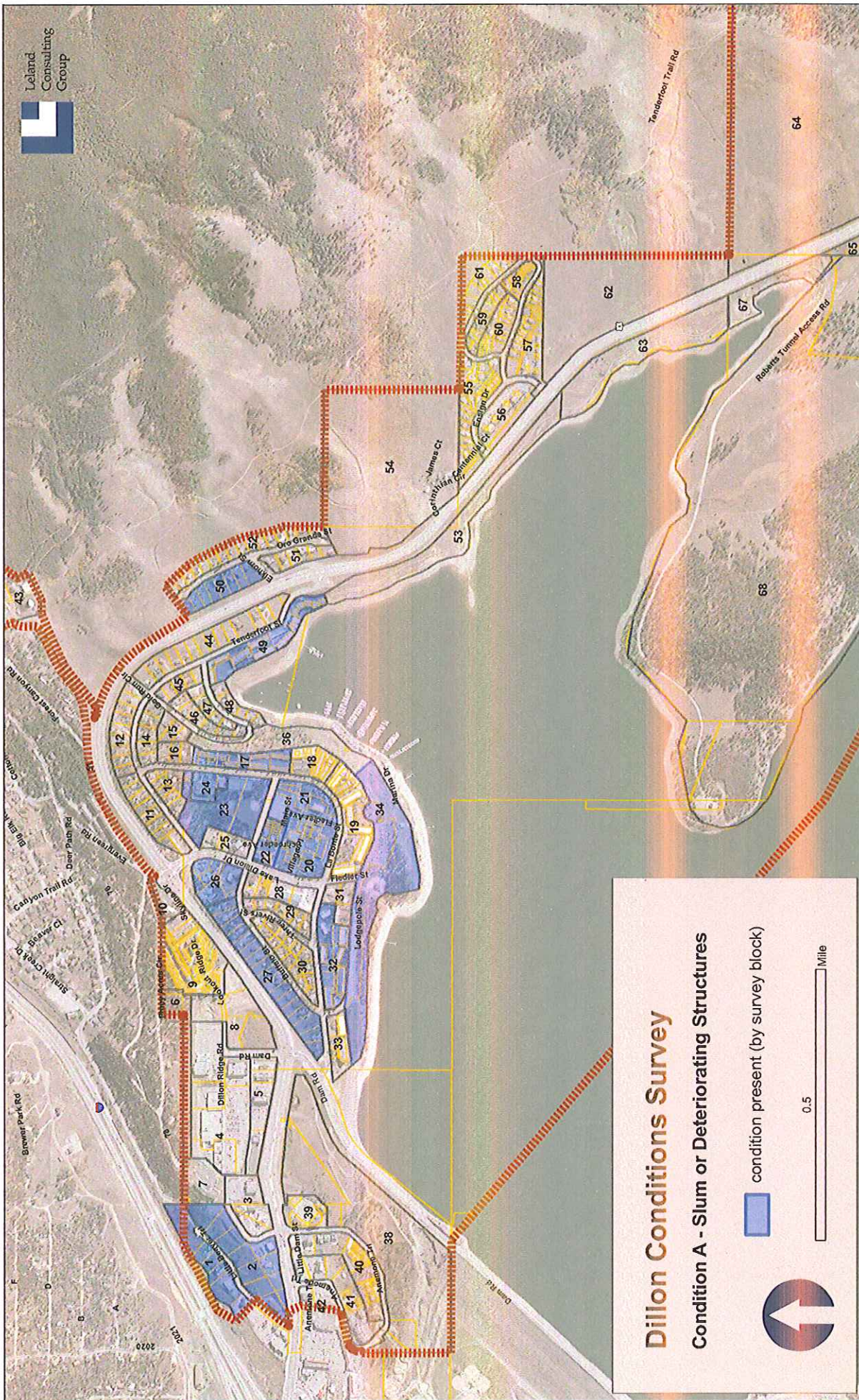
Town of Dillon

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Appendix III:

Supporting Maps and Illustrations

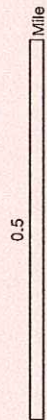




Dillon Conditions Survey

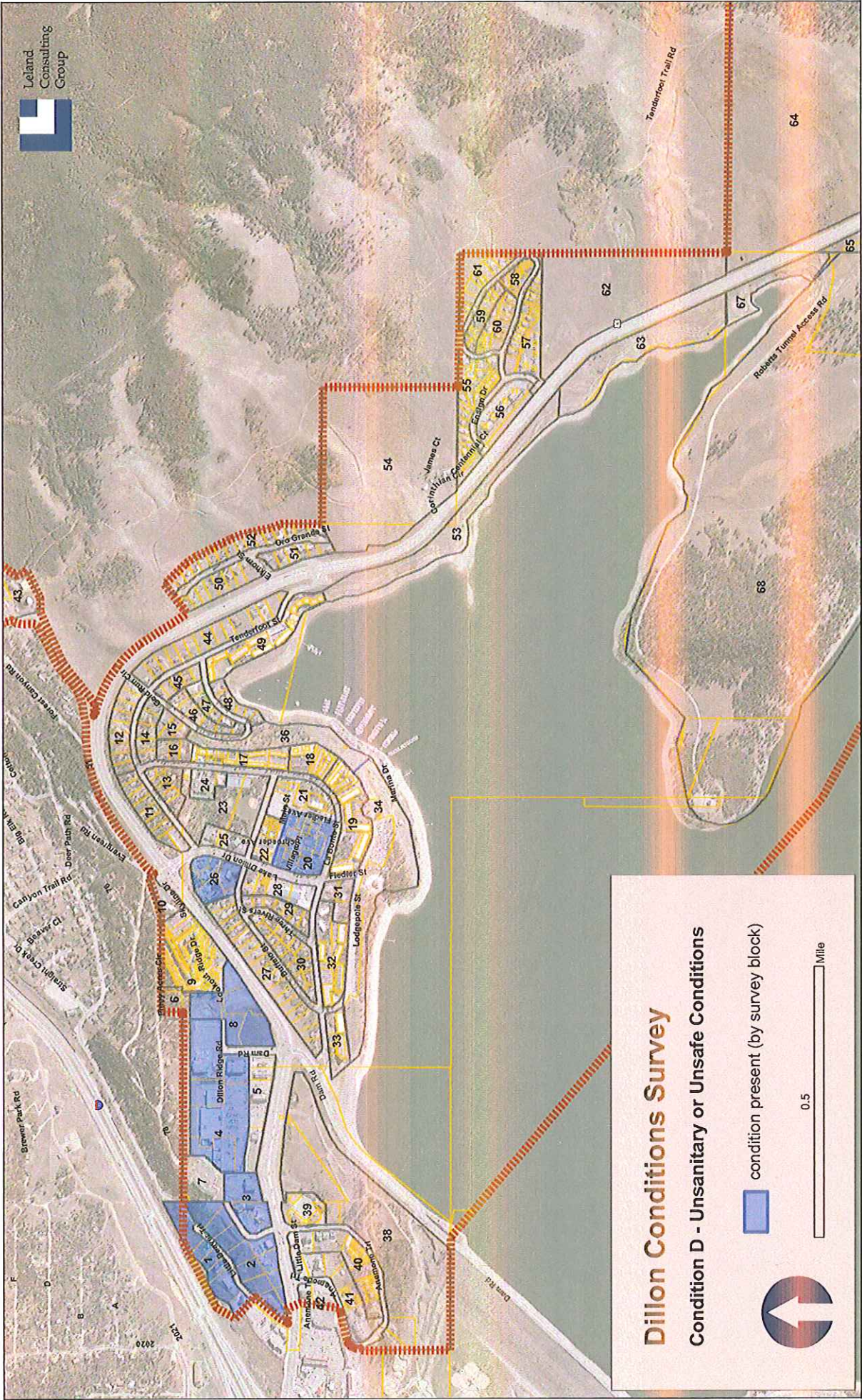
Condition B - Faulty Street Layout

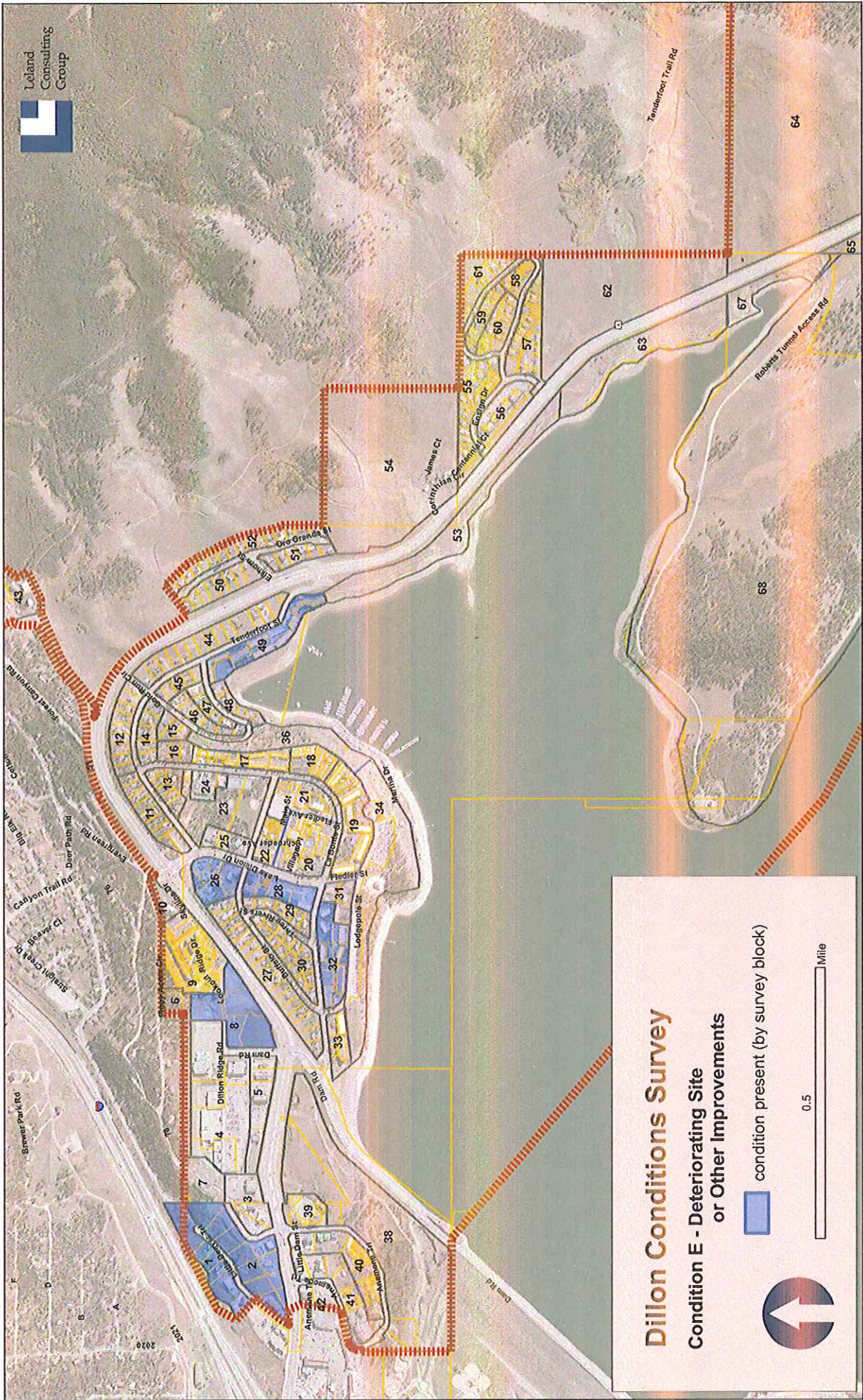
 condition present (by survey block)

 0.5 Mile







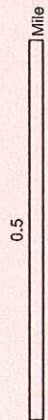


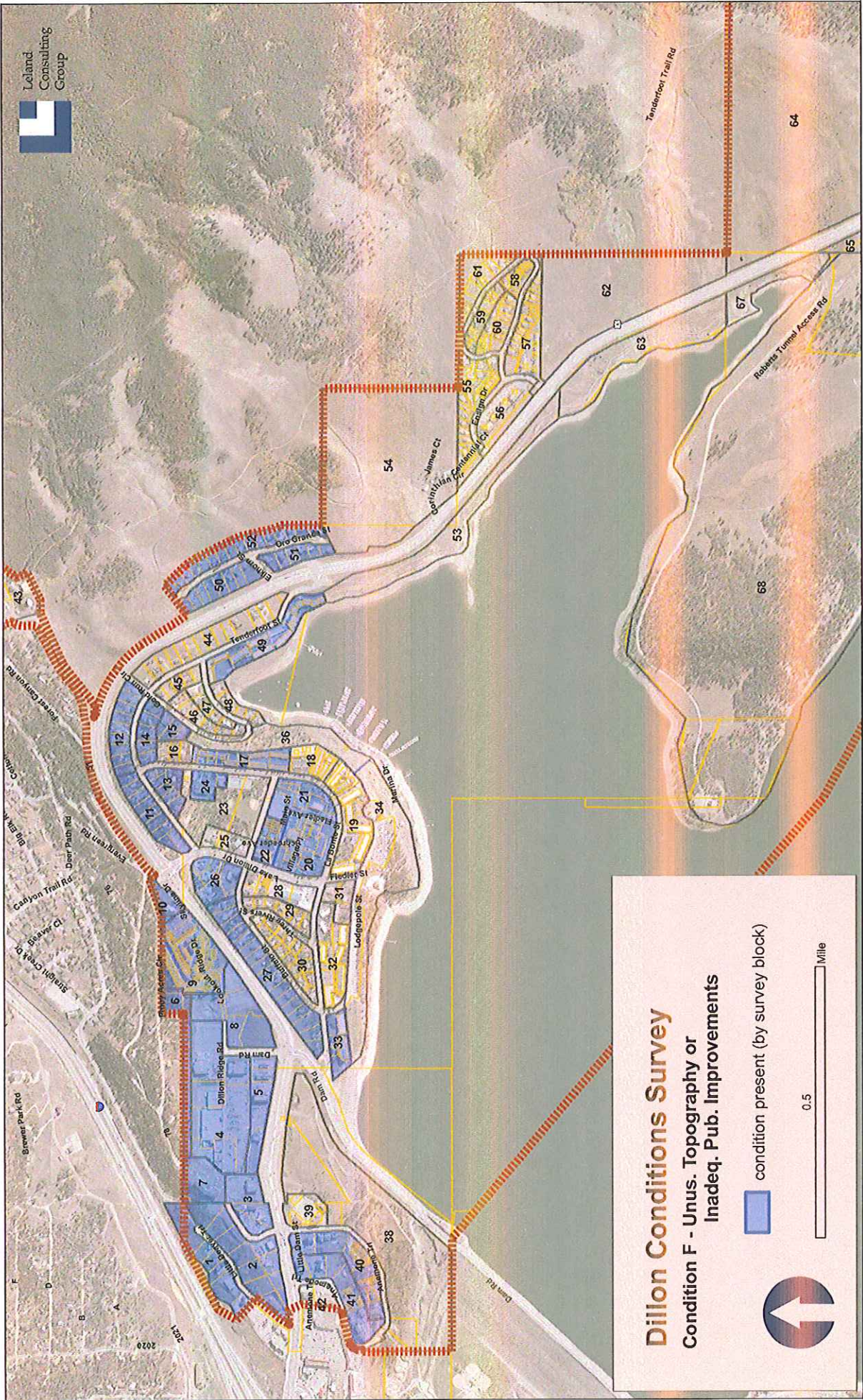
Dillon Conditions Survey

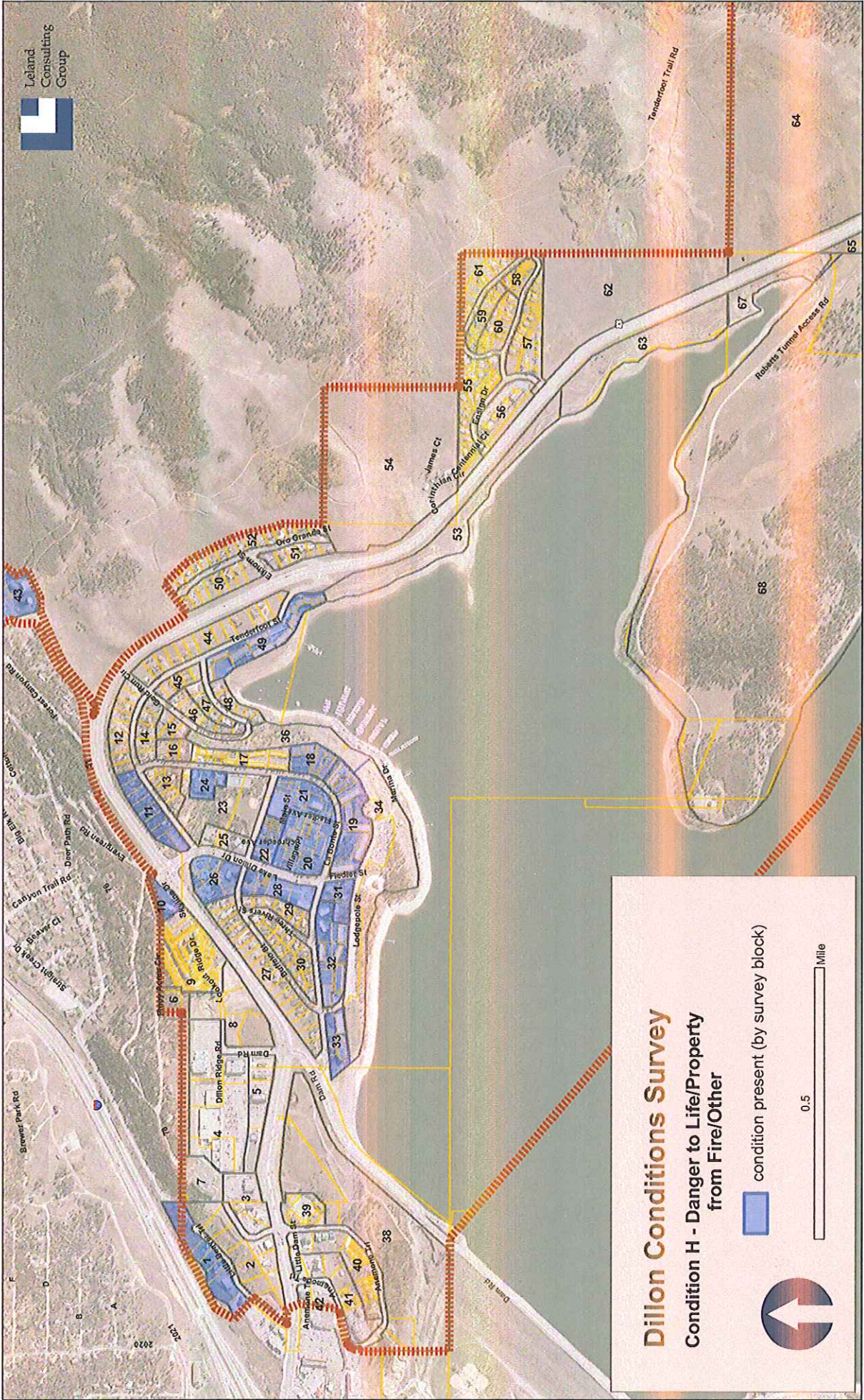
Condition E - Deteriorating Site
or Other Improvements



condition present (by survey block)



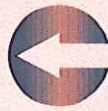





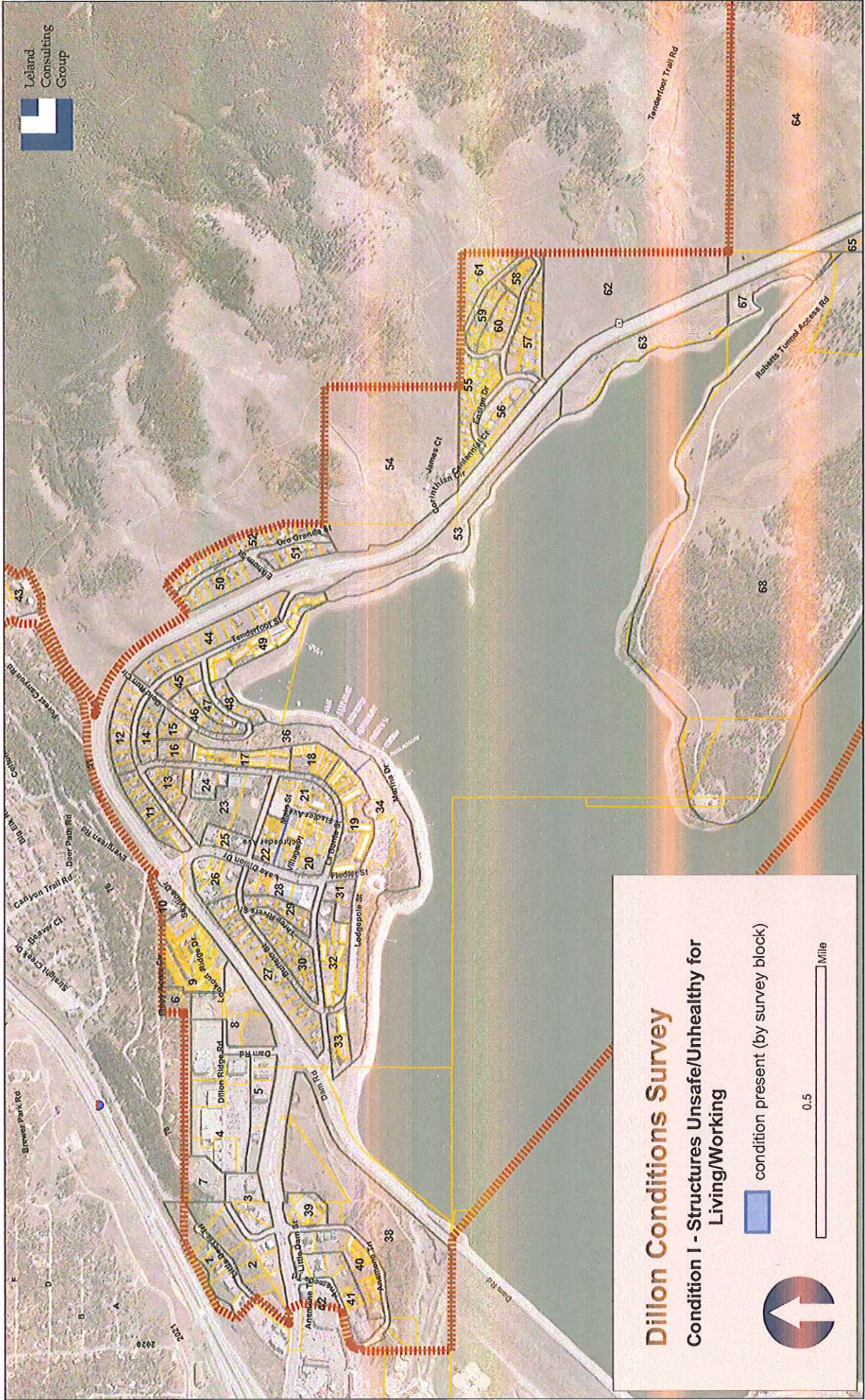
Dillon Conditions Survey

Condition H - Danger to Life/Property from Fire/Other

 condition present (by survey block)



 0.5 Mile

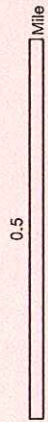


Dillon Conditions Survey

Condition 1 - Structures Unsafe/Unhealthy for Living/Working



condition present (by survey block)



0.5


Mile



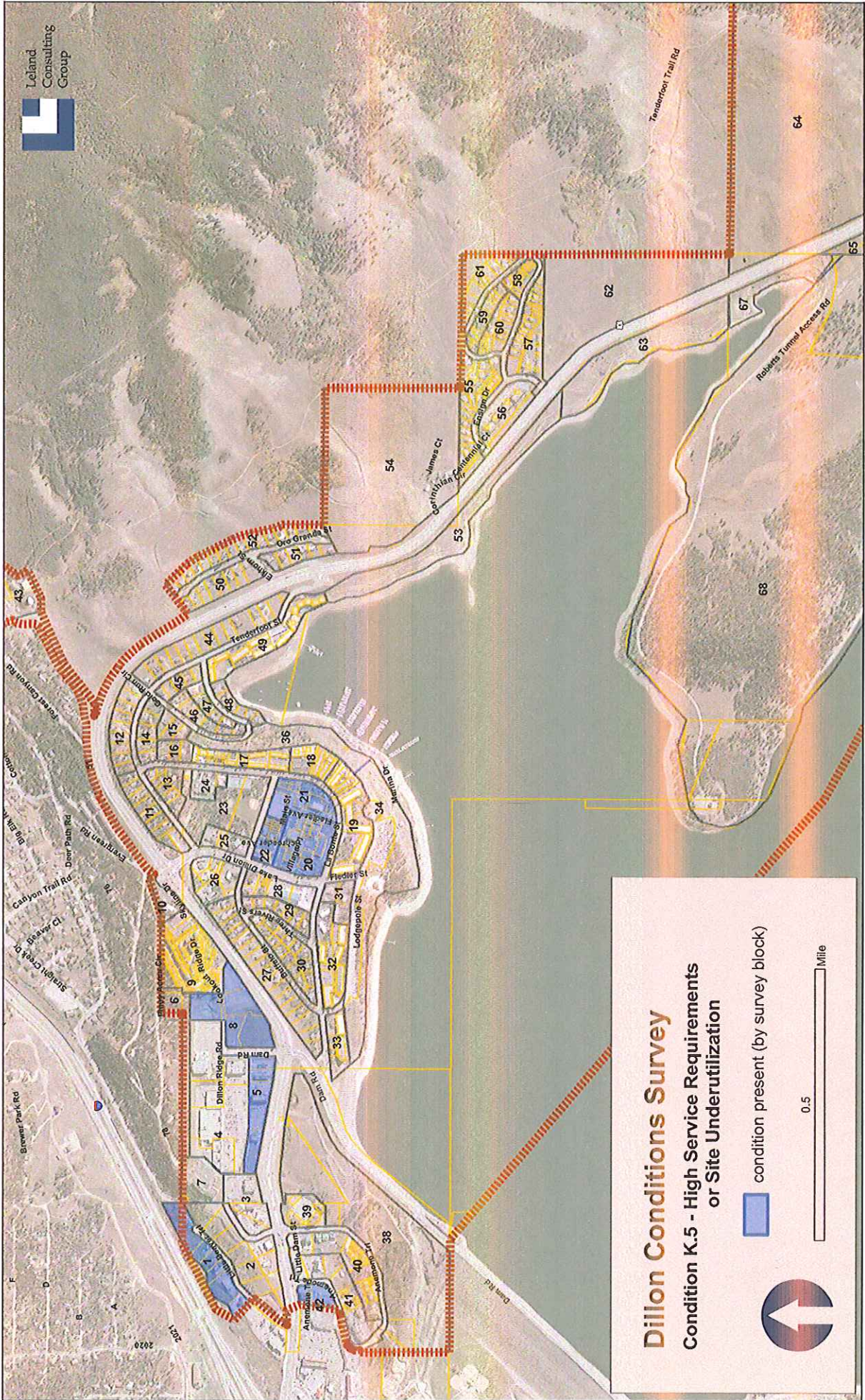
Dillon Conditions Survey

Condition J - Environmental Contamination

 condition present (by survey block)


 0.5 Mile






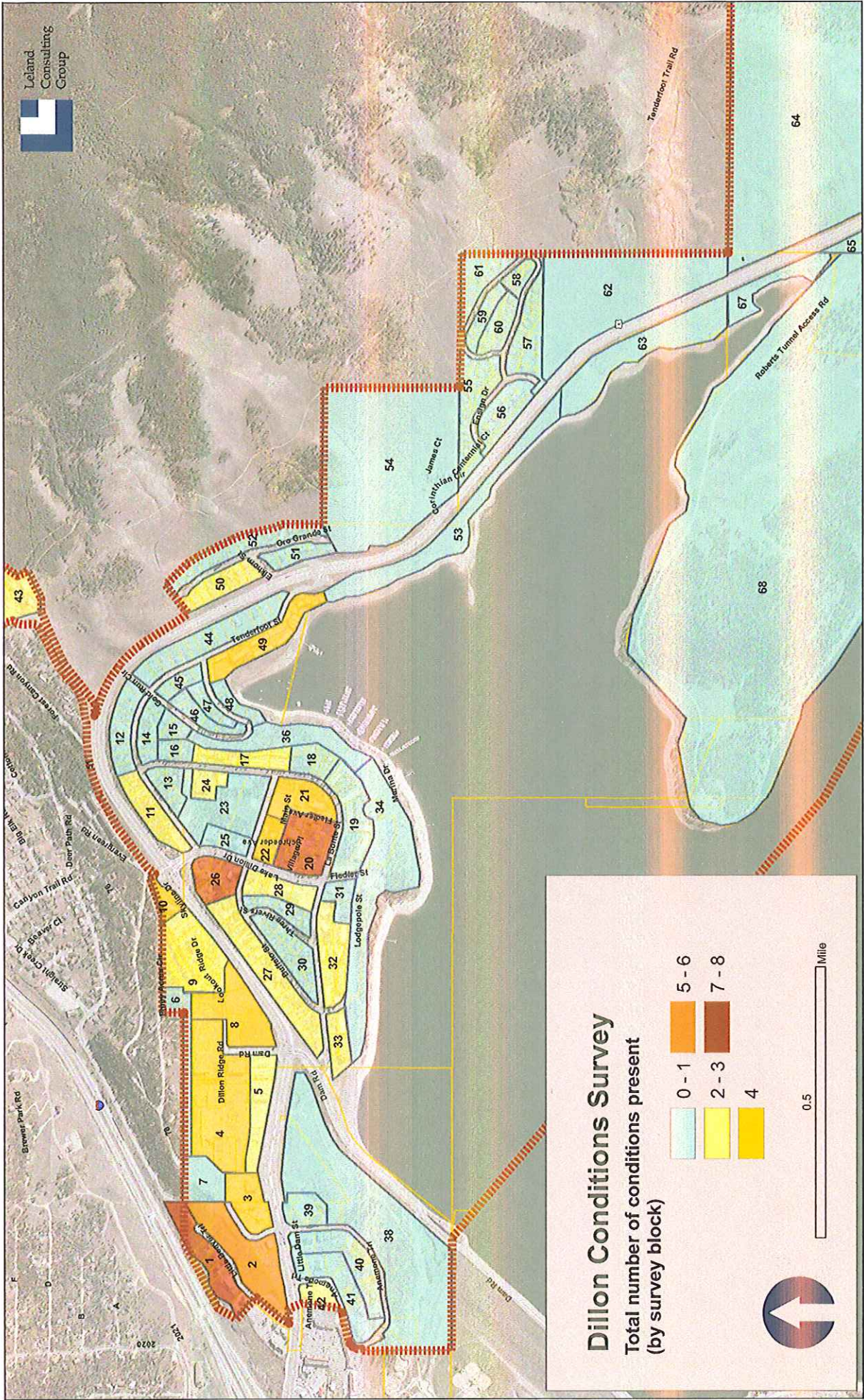
Dillon Conditions Survey

Condition K.5 - High Service Requirements
or Site Underutilization

 condition present (by survey block)

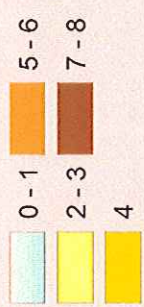
 0.5 Mile





Dillon Conditions Survey

Total number of conditions present (by survey block)



0.5 Mile

