



City of Durango Comprehensive Plan

Appendix E – Plan Alternatives

March 6, 2007

Selecting a
Preferred
Alternative

City of Durango, Colorado

Alternative Growth Scenarios Analysis Report

Including
Supplemental
Preferred Scenario Summary



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March 6, 2007

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COMPREHENSIVE PLAN UPDATE**OVERVIEW**

This report summarizes the CommunityViz-based comparison of three growth scenarios that were defined as part of the public participation process to update the City of Durango's comprehensive plan. It has been supplemented with an analysis of the preferred scenario that was selected based on citizens' review of the initial comparison. The initial analysis was intended to assist the City's Steering Committee in its understanding of the impacts of different growth patterns, thus facilitating refinements to the currently adopted future land use map.

The analysis compares the scenarios in the year 2030 and at full build-out. Population and employment projections for the year 2030 match the total projections for the planning area used in *Trip 2030, La Plata County and City of Durango Regional Transportation Study*. At community workshops, citizens allocated this projected 2030 growth in the form of various land uses throughout the planning area. Using these recommendations and various concepts proposed by workshop participants, three growth scenarios were defined, which include:

- **Scenario A – 1997 Plan and Subsequently Adopted Area Plans (1997 Plan Plus)**
- **Scenario B – Growth Centers**
- **Scenario C – Compact Growth**

Each of the scenarios:

- Accommodates projected population and employment growth within the planning area;
- Assumes significant retention of green space;
- Focuses on Downtown as the community's civic center;
- Plans for a significant mix of jobs and housing on Ewing Mesa and Grandview; and
- Plans for little or no development on Kroeger Ranch/Riverside.

Scenario A – 1997 Plan Plus

Scenario A largely reflects currently adopted future land use plans, taking into account several developments that are in the conceptual and planning stages that are very likely to happen within the planning horizon. The most important aspects of this Scenario are the management of anticipated growth to make efficient use of land and retain open spaces. Mixed uses and minimum densities are encouraged as a way to increase mobility options and make the most efficient use of developable land. This scenario discourages premature development at the periphery of the planning area. Increasing the "internal capture" of trips within new development is a goal to reduce congestion in the main transportation corridors. Rural densities are limited to Horse Gulch, Kroeger Ranch, portions of Koshak Mesa and portions of Grandview in this scenario. Density is encouraged close to the existing City core to minimize urban sprawl. Creating and supporting transportation options is very important. Expanding recreational uses and open space preservation are considered equal priorities. The key distinction between this scenario and the currently adopted future land use plan is the reduction of density planned for Kroeger Ranch to reflect the recently County-approved density and the inclusion of La Posta Road

Scenario B – Growth Centers

Scenario B focuses on expanding commercial uses to the edges of the City's planning area to increase the capture of regional sales tax revenues. This Scenario is similar to Scenario A in that mixed uses and densities are encouraged in most developable areas,

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but differs in the amount of commercial development and residential densities near to the edges of the planning area. This Scenario maintains the existing commercial corridors and downtown, but also defines more intense commercial nodes on La Posta Road and at Elmore’s Corner. Conservation subdivisions and cluster developments are techniques that will be used in the rural and low density areas to preserve open space. Overall, there are more mixed, medium and high density development than in the 1997 Plan Plus, which has slightly more rural and low density housing. This Scenario places a higher priority than the other Scenarios on establishing a publicly accessible trail and open space system throughout the planning area.

Scenario C: Compact Growth

This Scenario places the highest priority on the efficient use of land and the retention of future development potential within the Planning Area. Medium to high density residential and mixed use development are the primary building blocks for new neighborhoods. Limited low density residential development is allowed, with most of the outer reaches of the planning area being retained for future development after infill areas are nearly fully developed. Compatible infill is encouraged in existing neighborhoods, including accessory dwelling units and some attached housing types. Open space is retained within moderate to high intensity developments creating more vibrant and active parks and trails. This scenario will rely on the City’s ability to effectively phase development in extra-territorial development areas.

Each of the scenarios is based upon growth that already exists in the planning area. The planning area is shown in **Figure 1**. In 2004, which is considered the base year for the analysis, there were 18,960 people, 8,434 households and 21,063 jobs in the planning area. The projections from the **2030 Trip** study are shown in **Table 1**.

Table 1: Growth Projections for Durango Planning Area

	Population	Households	Employment
2004	18,960	8,705	21,063
Increase 2004-2030	13,837	6,190	13,289
Total 2030	32,797	14,895	34,352

This report describes the impacts of each growth scenario on the City and County in both quantitative and qualitative terms. Since the available land in the planning area can accommodate growth beyond what is projected for 2030, this report focuses on both the impacts of the growth scenarios in 2030 as well as the potential build-out of each scenario, which is expected to occur sometime beyond 2030.

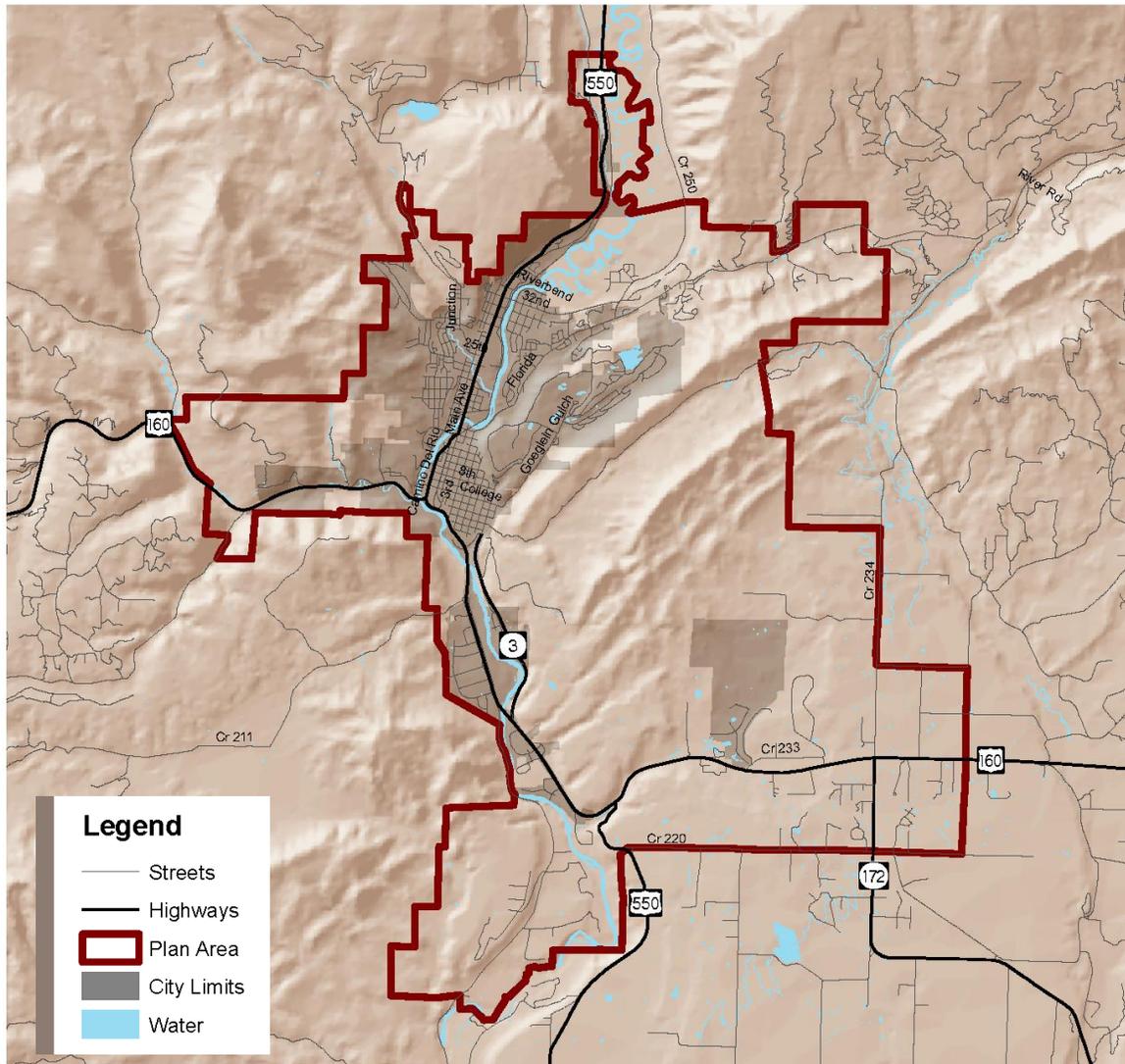
Because build-out potential exceeds the amount of development projected in 2030, the 2030 population and employment have been distributed based upon development suitability. Development suitability for each piece of land or parcel is determined by weighting criteria such as proximity to major roads, utilities and existing development. Overlap with development constraints such as floodplain and steep slopes and proximity to oil and gas wells subtract from the overall weight for each parcel. The Three Springs sub-area and Ewing Mesa were designated as hot spots, due to current development activity and development interest. A random weighting factor was also included in the model. The areas that accrue the greatest total weight are deemed most suitable for development and therefore most likely to develop first. The amount of projected growth was summarized by Traffic Analysis Zones (TAZs) that were created in the Trip

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2030 plan. The projected numbers and types of employees and households in each TAZ are the basis for transportation and other modeling analyses.

There is approximately 25,550 acres within the planning area. The total buildable acreage of the planning area is determined by factoring out open publicly-owned lands¹, as well as areas that are unsuitable for development due to steep slopes (greater than 30%) or location in the floodplain. The total buildable acreage in the planning area that currently is vacant is approximately 8,200 acres. Maps included in **Appendix A** illustrate the land uses planned in each scenario.

Figure 1: Durango Planning Area



¹ With the exception of the state school land on Florida Mesa, open public lands are anticipated to remain substantially undeveloped during the planning period.

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Scenario Impacts

The selection of a preferred growth scenario will be used to refine the City's Future Land Use Map and will guide the selection of growth management tools that are appropriate for use in Durango. **Table 2** describes the future land use categories. **Table 3** and **Figure 2** compare the land use mix in each scenario. The mix and distribution of future land uses is the basis for the analysis in this report.

Table 2: Future Land Use Categories

Land Use	Density/Size Restrictions***	Description
Rural	35 acres minimum	Private land that will remain in parcels of 35 or more acres. Most of these parcels will receive no urban level services.
Rural Estates	10 acres minimum	Private land that will remain in parcels of 10 acres or more unless developed as part of a clustered development. Most of these parcels will receive no urban services.
Rural Residential	3 acres minimum	Private land that will consist of lots typically served by wells and/or septic systems.
Residential – Large Lot	1 to 3 acres	Single family residential lots which typically are served by a public water and/or wastewater system.
Residential – Low Density	1 to 4.99 DUs per acre	Single-family residential lots 6,000 sq. ft. to 1 acre that receive full urban services.
Residential – Medium Density	5 to 11.99 DUs per acre	Single-family residential lots smaller than 6,000 sq. ft. Other dwelling types, including duplexes, triplexes, patio homes, mobile home parks, apartments and townhomes permitted.
Residential – High Density	12 or more DUs per acre	Includes multi-family dwellings and group dwellings.
Commercial*	--	Permits a wide range of commercial development (<i>e.g.</i> , office, retail, service), with all operations and storage being contained within the primary buildings (<i>e.g.</i> , grocery stores, the mall, factory outlet stores, hotels, restaurants).
Industrial	--	Permits mining, batch plants and manufacturing uses with outdoor operations.
Mixed Use	6 DUs per acre (average)	Permits a mix of residential (typically multi-family units) and commercial development.
Mixed Commercial/Light Industrial**	--	Permits light industrial uses.
Office/Business Park**	--	Permits offices for personal and professional services.
Institutional/Public	--	Public and quasi-public uses, such as schools, government facilities, cemeteries, hospitals and churches.
Parks & Recreation	--	Public and private land designated for passive or active recreational uses.
Conservation/Open Space	--	Public or private land which will remain undeveloped as natural open space. Minor improvements such as trails and parking areas may exist to provide access.

*The Local Commercial category from the 1997 Plan has been removed as a future land use category.

**The Office category is new categories not included in the 1997 Plan.

***Transportation constraints reduce residential densities for portions of the Grandview Area Plan.

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Table 3 illustrates the current existing land use in the City, and **Table 4** compares the scenarios by the total amounts of land use at build-out as allocated in the future land use map.

To facilitate future land use analysis, the following bullets and tables summarize broad classes of land uses:

- Compact Growth and Growth Centers have the greatest percentages of open lands.

Percentage of Study Area in Rural, Parks and Open Space	Scenario		
	1997 Plan Plus	Growth Centers	Compact Growth
	40	45	46

- 1997 Plan Plus devotes the greatest acreage to large lot development, followed by Compact Growth. Growth Centers devotes the least acreage to these uses.

Percentage of Study Area in Rural Estates, Rural Residential and Large Lots	Scenario		
	1997 Plan Plus	Growth Centers	Compact Growth
	35	21	27

- Growth Centers and 1997 Plan have the greatest proportions of mixed use development.

Percentage of Study Area in Mixed Use	Scenario		
	1997 Plan Plus	Growth Centers	Compact Growth
	4	5	1

- Growth Centers has the greatest acreage devoted to commercial, office, mixed use and industrial development.

Percentage of Study Area in Commercial & Industrial Development	Scenario		
	1997 Plan Plus	Growth Centers	Compact Growth
	11	16	6

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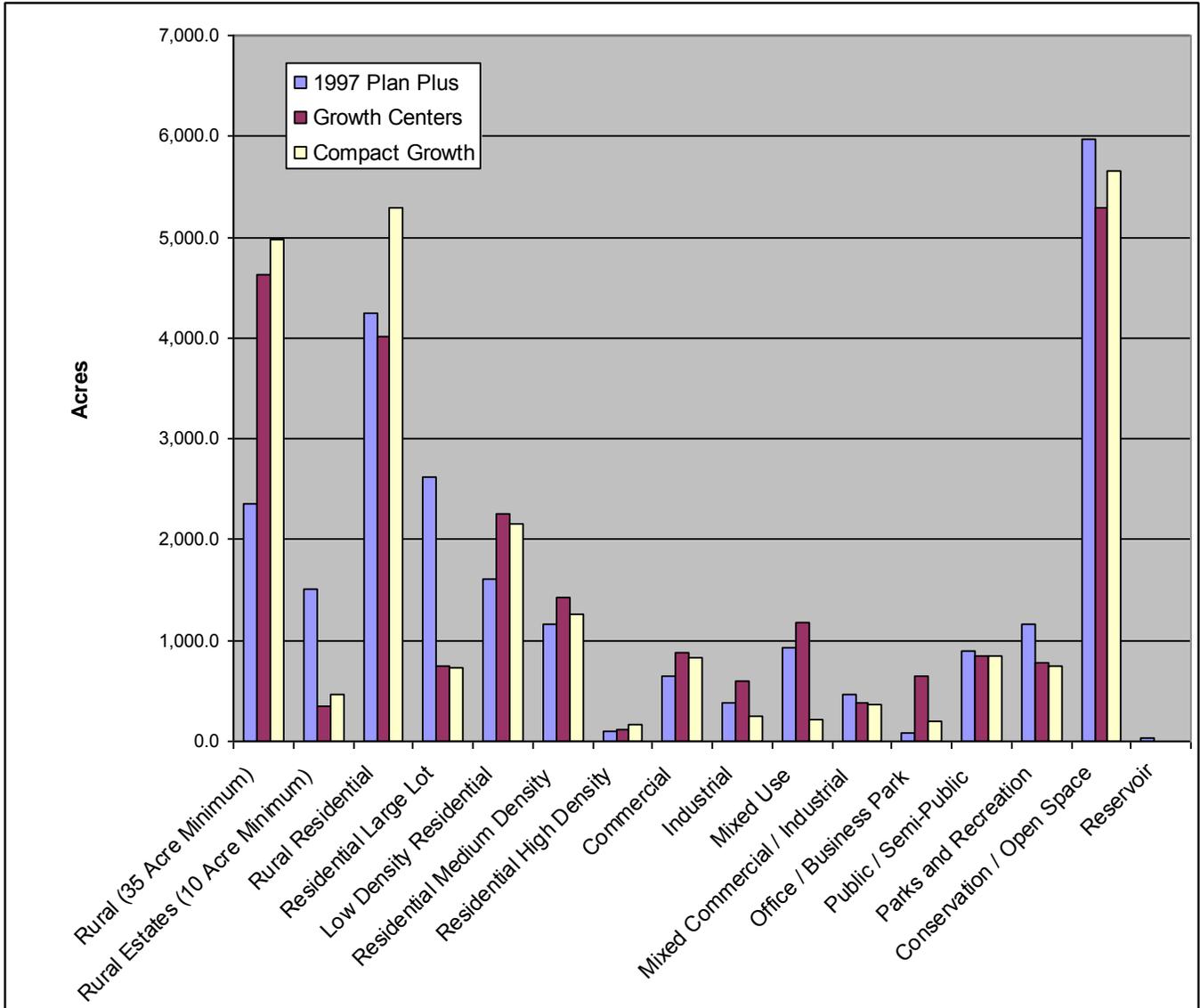
Table 3: Existing Land Use Mix (2006)

Use	Acres	Percent
Open Space	4,640	19%
Agricultural	4,653	19%
Residential	4,667	19%
Service	156	1%
Commercial	688	3%
Utilities	152	1%
Industrial	764	3%
Public	589	2%
Vacant	7,695	32%
Total	24,004	100%

Table 4: Scenario Land Use Comparison

Use / Average Density	1997 Plan		Growth Centers		Compact Growth	
	Acres	Percent	Acres	Percent	Acres	Percent
Rural (35 Acre Minimum)	2,346	10%	4,636	19%	4,972	21%
Rural Estates (10 Acres Minimum)	1,514	6%	349	1%	462	2%
Rural Residential (1 DU/3 Acres)	4,244	18%	4,015	17%	5,294	22%
Residential - Large Lot (1 DU/Acre)	2,615	11%	742	3%	729	3%
Residential - Low Density (3 DU/Acre)	1,613	7%	2,261	9%	2,161	9%
Residential – Medium Density (8 DU/Acre)	1,164	5%	1,429	6%	1,263	5%
Residential - High Density (16 DU/Acre)	98	0%	115	0%	158	1%
Commercial	649	3%	879	4%	822	3%
Industrial	381	2%	596	2%	242	1%
Mixed Use (9 DU/Acre)	925	4%	1,183	5%	208	1%
Mixed Commercial / Industrial	466	2%	378	2%	369	2%
Office/Business Park	84	0%	653	3%	203	1%
Institutional / Public	891	4%	853	4%	853	4%
Parks & Recreation	1,158	5%	771	3%	750	3%
Conservation / Open Space	5,972	25%	5,289	22%	5,665	23%
Reservoir	28	0%	N/A	-	N/A	-
Total	24,150	100%	24,150	100%	24,150	100%

Figure 2: Scenario Land Use Comparison



Dwelling Units

Since one of the objectives of the three alternative scenarios is to accommodate the projected growth for 2030 through alternative land use choices, all three scenarios contain roughly the same amount of population and employment growth between 2004 and 2030. The projected increase in dwelling units between 2004 and 2030 is 6,601 units.

As is shown in **Table 5** and **Figure 3**, the 2030 increase in dwelling units is inclusive of both infill and redevelopment projects as well as new construction, which will occur on vacant, greenfield sites. In each scenario, the number of existing units plus the number of total new projected units is equal to the total number of dwelling units in the planning area in 2030.

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Infill will accommodate a minimal amount of growth over the next 25 years, at most, infill only accounts for 6% of the total new projected units in the scenarios (Growth Centers). Infill is considered a preferred method for accommodating growth, as it protects open space and takes advantage of existing infrastructure. However, while people theoretically support infill, they tend to protest increased densities in their own neighborhoods. While the occasional “granny flat” is acceptable to many, proposals for dense multi-family projects in existing single-family neighborhoods often are protested as threats to neighborhood character and generators of increased noise and traffic.

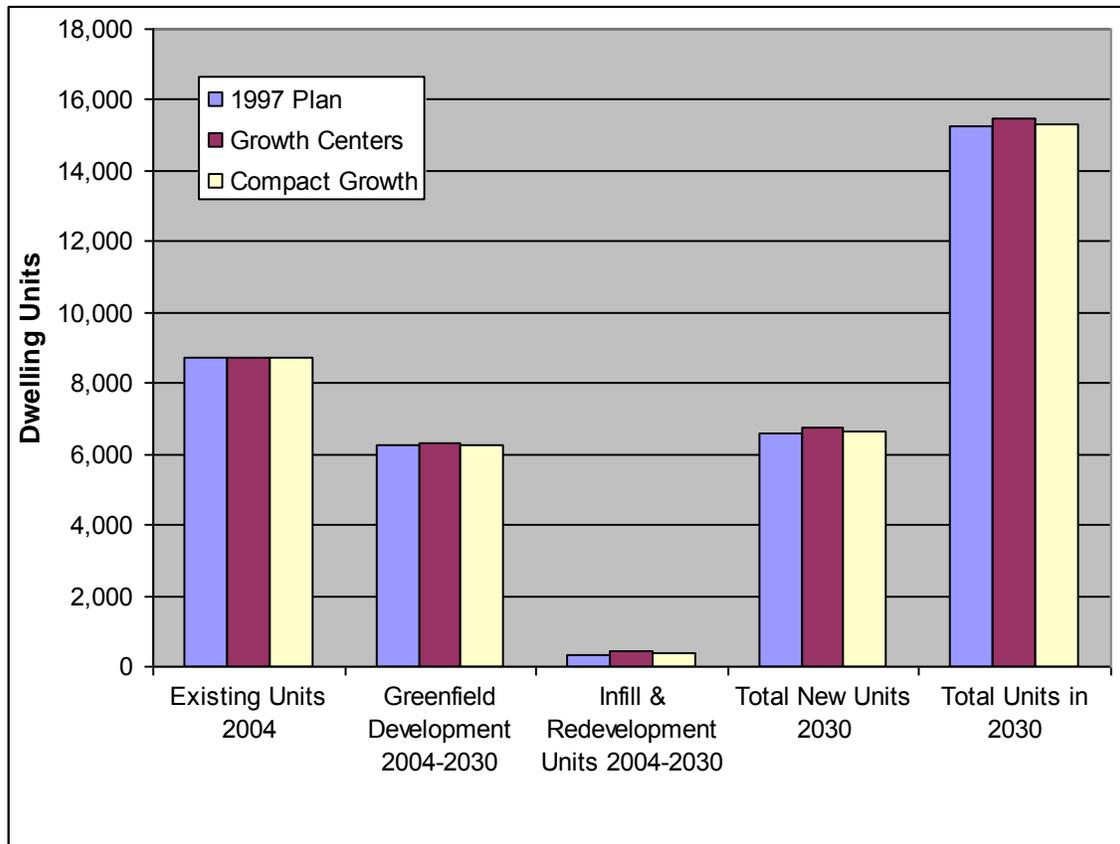
It often is more difficult and expensive to locate and develop small infill projects, due to older infrastructure, potential environmental contamination on brownfield sites, awkward sites and difficulties identifying willing sellers during land assembly. While not precluding some redevelopment, it is unreasonable to expect infill and redevelopment to accommodate a significant portion of future growth in Durango. The majority of new residential development will continue to occur in greenfield locations.

The myriad difficulties of infill and redevelopment highlight the importance of planning and developing neighborhoods and places that are appropriate for their locations from the beginning. It is unreasonable to expect that land uses and structures will easily and automatically redevelop as the location becomes more urban, or less appropriate for such a use or structure. Many uses and development styles preclude the provision of urban facilities and services, or make the provision of such prohibitively expensive. For instance, when large-lot developments are approved in planned urban areas, infrastructure must be extended through those areas to reach other development that occurs farther from the City at higher densities. It is important for the City to influence and guide development that occurs on its fringes, to protect its future ability to provide services efficiently.

Table 5: Dwelling Units by Scenario (2030)

	1997 Plan	Growth Centers	Compact Growth
Existing Units 2004	8,705	8,705	8,705
Greenfield Development 2004-2030	6,257	6,335	6,248
Infill & Redevelopment Units 2004-2030	317	428	373
Total New Units 2030	6,574	6,763	6,621
Total Units in 2030	15,279	15,468	15,326

Figure 3: Dwelling Units by Scenario (2030)



While the model was designed to meet a certain goal for dwelling units based on a projection for 2030, the build-out potential of each scenario is determined solely through a multiplication of the number of buildable acres of each land use, as defined in the scenario maps, by the densities of each land use as defined in the Future Land Use categories (**Table 2**), taking into account existing development and potential infill and redevelopment.

There are substantial differences in the build-out potential of each scenario, as is illustrated in **Table 6** and **Figure 4**. While the Compact Growth scenario allows for a build-out of 17,570 units, the 1997 Plan Plus allows for a build-out of 20,127 and the Growth Centers scenario provides for 22,098 units. The difference between the highest and lowest scenarios is 4,528 households, which, at 2.23 people per household (the average in Durango according to the 2000 U.S. Census), would be a difference of 10,097 people. The 1997 Plan Plus potentially accommodates 44,883 people, Growth Centers accommodates 49,279, and Compact Growth accommodates 39,181.

As growth occurs in the County and region even after the City of Durango achieves full build-out, the population of Durango will continue to decrease as a proportion of the County and region, which had occurred during the past decade as La Plata County has grown at a faster rate than the City. In the absence of large annexations, Durango's tax base will eventually stagnate, while demands for services will not diminish, especially if Durango maintains its role as a regional

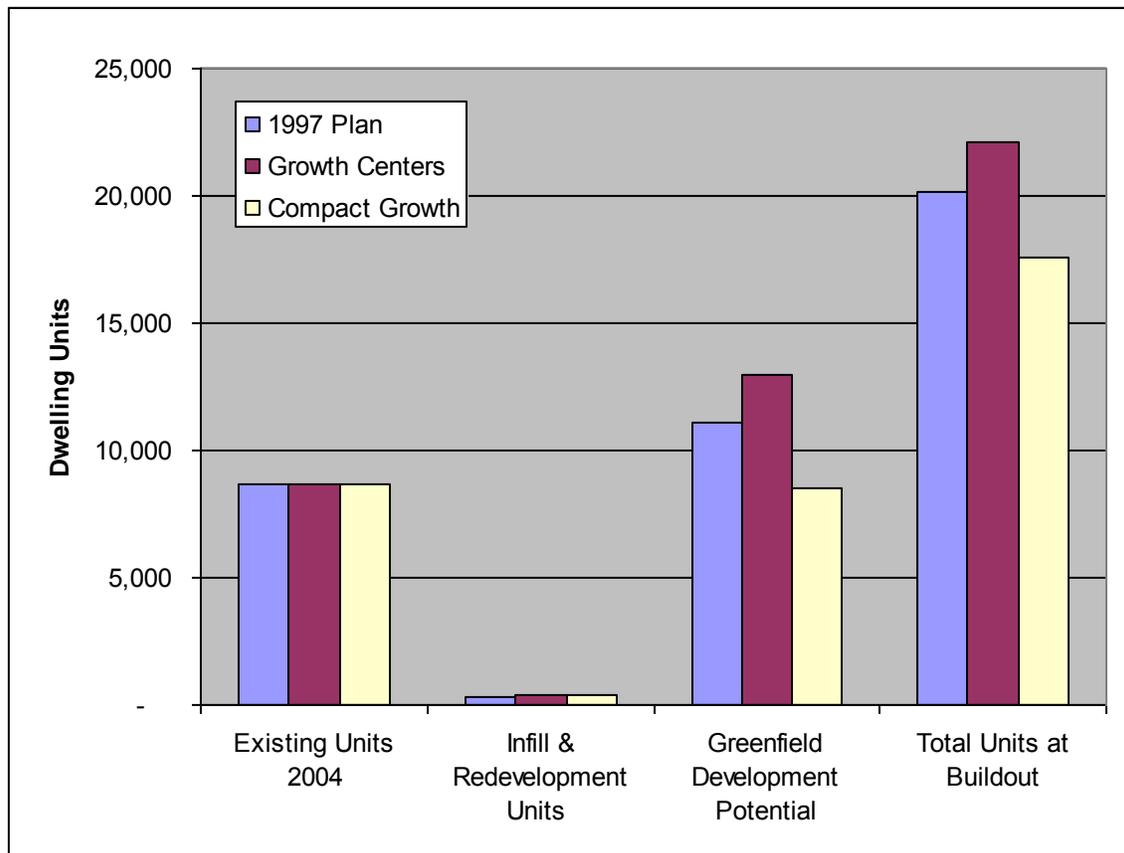
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service provider. Maximizing the City’s tax base and postponing build-out by achieving higher densities within the buildable planning area is one argument in favor of the selection of a higher growth scenario.

Table 6: Scenario Build-out Potential

	1997 Plan	Growth Centers	Compact Growth
Existing Units 2004	8,705	8,705	8,705
Infill & Redevelopment Units	317	428	373
Greenfield Development Potential at Build-out	11,105	12,965	8,492
Total Units at Build-out	20,127	22,098	17,570
Population	44,883	49,279	39,181

Figure 4: Scenario Build-out Potential



The Growth Centers Scenario has the greatest residential development potential.

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For purposes of this analysis, the residential density of development is used as a proxy for the potential affordability of housing. **While higher densities do not guarantee the provision of affordable housing, they do make it more feasible by reducing per unit land and infrastructure costs.**² Clearly, recent market trends reflect increased housing costs regardless of density, which suggests that the actual percentage of affordable units will depend on local efforts to increase the affordable housing supply. For purposes of analyzing affordability potential, a different proportion of low, middle and high income households is projected for each density. Low income includes households with an annual income of less than \$25,000, middle income includes households with annual income between \$25,000 and \$75,000, and high income includes households with more than \$75,000 in annual income. It is important to note that the actual proportion of affordable housing that will be available is dependent upon City policies.

Table 7 shows the percentage of housing in each residential land use category that is projected to be for low, middle or high income households. The high proportion of low income housing in medium density, mixed use and high density residential products will not be attainable without significant changes in public policy.

Table 7: Household Income Assumptions*

	Low Income	Middle Income	High Income
Rural	0	0	100%
Rural Estates	0	5%	95%
Rural Residential	0	10%	90%
Rural Large Lot	0	20%	80%
Low Density Residential	5%	55%	40%
Medium Density Residential	30%	50%	20%
Mixed Use	50%	40%	10%
High Density Residential	50%	40%	10%

*Household income assumptions are derived from *Trip 2030, La Plata County and City of Durango Regional Transportation Study*, by Donley Associates and Planning Works. The proportion of low income housing is highly dependent upon the City’s affordable housing policies.

Table 8 and **Figures 5** and **6** compare the housing mix of each scenario and the existing housing mix in 2004. The number of units and percentage mix are shown for each scenario. While the Growth Centers scenario allows for the greatest percentage of housing for low income households (31%), none of the scenarios exceed the percentage of low income housing available under the existing mix (33%). Each of the three scenarios provides for a greater percentage of high income units on a percentage basis than the current mix. While the Compact Growth scenario provides the highest percentage of middle income units (43%), the actual number of middle income units (7,558) is less than the other two scenarios, due to the fact that the Compact Growth Scenario provides a lower overall number of units.

² Higher density housing types are assumed to allow for more affordable housing because they require less land, therefore lower land costs are built into the cost of the housing. Additionally, higher densities allow for reduced infrastructure costs, since utilities do not have to be extended to detached dwelling units over large areas. Additionally, lower densities reduce the overall capacity for housing in the planning area, which can drive up prices due to a shortage of available units.

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Due to Fort Lewis College, student households make up an estimated 29% of the existing households requiring affordable housing. For the 2005-2006 school year, Fort Lewis had an enrollment of 3,946 students, 2,644 of which lived off-campus. Of those, 123 were freshmen, who are generally required to live with their families, leaving 2,521 students that required other off-campus housing. Assuming an average of three students per off-campus, non-family household, there were 881 student households in the planning area in the 2005-2006 school year. The college has a goal of achieving growth up to an enrollment of 5,000 students by 2011, a 25% increase over current enrollment, and then maintaining a constant enrollment at this level. Assuming that the proportion of students living on and off-campus remains constant, this would result in 1,064 student households seeking affordable housing by 2011, an increase of 183 student households. As the college currently has no plans to expand beyond 5,000 students, student households will make up a declining proportion of all households seeking affordable housing through 2030.

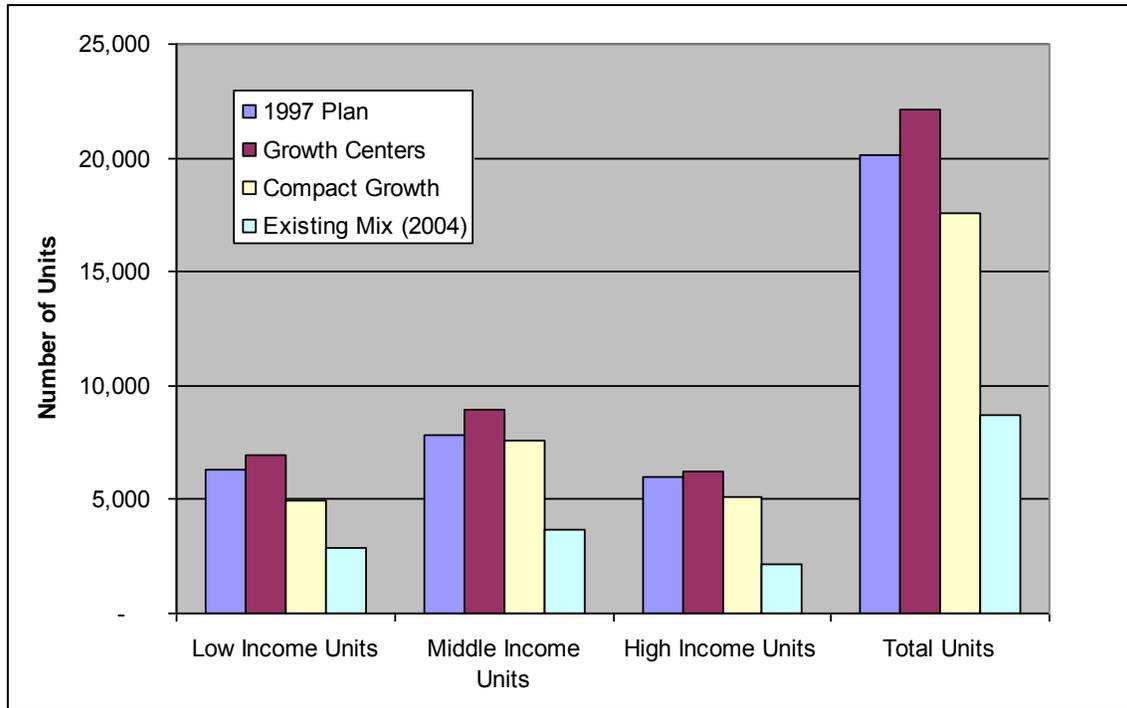
Table 8: Potential Mix of Dwelling Types by Income at Build-out

	1997 Plan		Growth Centers		Compact Growth		Existing Mix (2004)	
	Units	Percent	Units	Percent	Units	Percent	Units	Percent
Low Income Units	6,300	31%	6,926	31%	4,936	28%	2,894	33%
Middle Income Units	7,802	39%	8,927	40%	7,558	43%	3,685	42%
High Income Units	6,024	30%	6,247	28%	5,077	29%	2,126	24%
Total Units	20,127	100%	22,098	100%	17,570	100%	8,705	100%

*Student households due to Fort Lewis College make up an estimated 29% of existing affordable households, a percentage that is expected to remain relatively constant over time in comparison to the overall population of Durango. The actual proportion of low, middle and high income units is dependent upon public policy.

Public housing policy is likely to have a greater impact on affordable housing adequacy than the selected scenario.

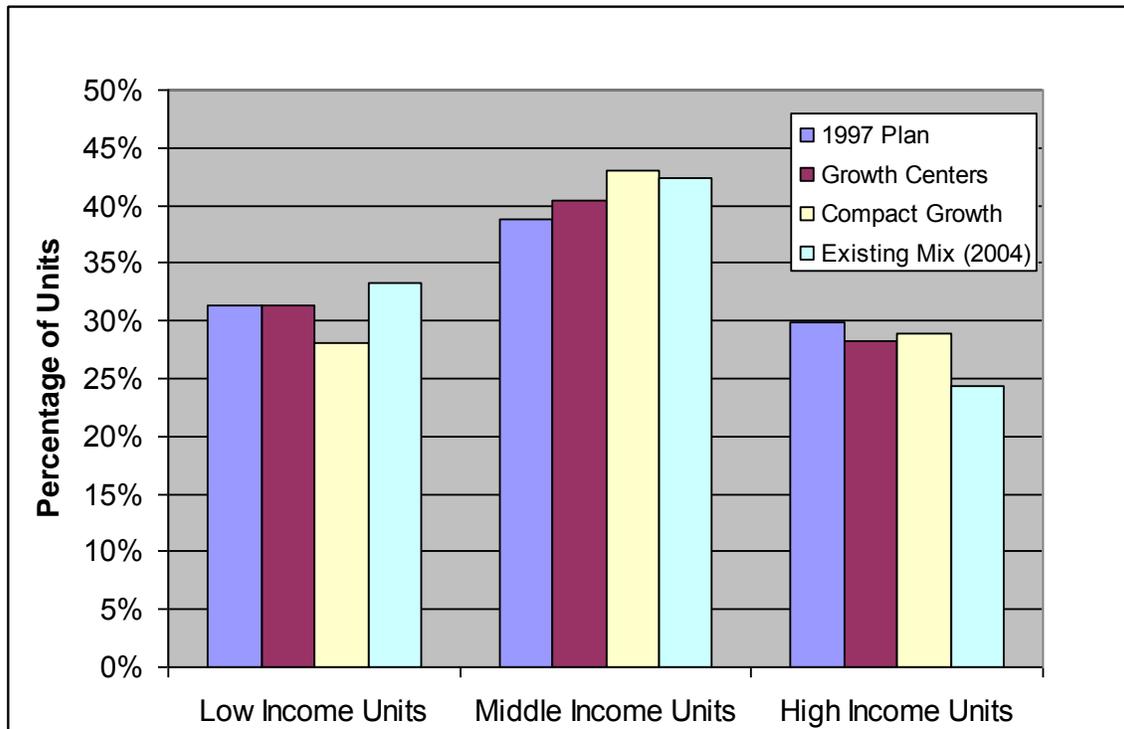
Figure 5: Comparison of the Potential Mix of Dwelling Types by Income at Build-out by Number of Units*



*Note: The actual mix of incomes served for each scenario is heavily dependent upon housing policy. The potential mix is based on the assumption that higher densities increase the potential to provide affordable units due to reduced land and infrastructure costs.

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Figure 6: Comparison of Existing and Potential Mix of Dwelling Types by Income at Build-out



The majority of housing diversity in the region is found within the City of Durango. According to the *City of Durango/La Plata County Housing Needs Assessment* completed in 2003, the majority of housing units within the City and County are single-family detached units, with attached multi-family units being only 14% of all units in the County. Of those attached units, approximately two-thirds are within the City of Durango, meaning that the City currently fills an important role in providing housing choices within the region. While current numbers are not available, a significant portion of the regional low to moderate income housing demand is being met in Bayfield, Ignacio and northern New Mexico.

Although the *Housing Needs Assessment* indicates that the vast majority of residents in the City and County prefer single-family detached dwellings, it is very important to have housing choices for those that cannot or prefer not to live in a detached dwelling. Housing diversity allows people to live in the City as their housing needs and preferences change. For instance, some households cannot afford to purchase or rent a detached home and rely on apartment housing. Students, young householders and retirees often prefer or require housing that is less expensive and requires less maintenance, such as rental or owner-occupied apartments or townhomes.

Retired people often have smaller household sizes, reduced incomes, and can suffer impaired abilities and mobility as they age. Without housing choices, long-time residents may be forced to leave the community they have always lived in to find appropriate housing as they age. According to an *Elderly Housing Needs Analysis* prepared in 2002, 18% of the population of the City of Durango was over 62 years in 2000. In 2000, the median income for elderly households was 20% below that of the median for all households in Durango. The *Elderly Housing Needs Analysis* states that there are few housing choices for elderly people seeking affordable rental housing, and at the time of the report all income-restricted housing developments were 100%

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occupied with waiting lists. Although the overall *Housing Needs Assessment* does not indicate a pressing need for more senior housing choices immediately, it is expected that this will be a growing concern as baby boomers age and more people choose Durango as their retirement location.

Individual housing policies and trends should not be considered in isolation. Density, affordability, availability, diversity and choice, are interrelated issues that need comprehensive treatment. Durango's housing policy should be considered in light of its role as a regional provider of medical care, government services, education, culture and commerce. As such, the residents of Durango have a variety of housing needs, which each scenario would address in varying ways.

Topping the list of concerns at public workshops and in the *Housing Needs Assessment* is affordability, with the 2001 median home sales price of \$183,000 cited as a barrier to entry into the home market, which according to HUD standards would require an annual household income of \$55,000. With the cost of housing in Durango far outpacing gains in income between 1990 and 2000, housing affordability will continue to be a significant issue. There is a wide range of techniques used to address affordable housing, ranging from the least aggressive, such as a development allocation system, to the most, such as a mandatory inclusionary zoning ordinance. (A development allocation system limits the number of development permits issued and allocates permits based on a point system that awards the inclusion of affordable housing. A mandatory inclusionary zoning ordinance requires developers to set aside a specific portion of each housing development above a certain size for sale or lease to low- and moderate-income households.)

None of the scenarios are projected to accommodate as much affordable housing as currently exists in Durango, indicating that more aggressive tactics will be necessary to meet the future need for such housing. Households that need affordable housing often also rely on mobility options and nearby goods, services and employment opportunities, and locating in the County isn't always an option for those households.

Employment

As with dwelling units, the projected increase in employment between 2004 and 2030 is the same among the scenarios, while the build-out potential beyond 2030 varies. The projected increase of 13,289 employees within the planning area was based upon totals determined in the previously referenced Regional Transportation Study.

As is shown in **Table 9 and Figure 7**, the 2030 increase in employment is inclusive of jobs that are created due to development of infill and redevelopment projects as well as new construction that occurs on vacant greenfield sites. In each scenario, the number of existing jobs plus the number of total new projected jobs is equal to the total number of dwelling units in the planning area in 2030. The Growth Centers scenario relies on the greatest amount of infill and redevelopment to create jobs to meet the projected demand for employment in 2030, while the 1997 Plan Plus scenario relies minimally on infill to accommodate projected demand. The Compact Growth scenario actually loses jobs to redevelopment and infill, as some existing commercial land is redeveloped for residential uses in this scenario. As with the housing analysis, infill is a relatively insignificant issue for the provision of employment generating land uses, and greenfield development will provide nearly all future employment growth. The Growth Centers scenario is the only scenario that reaches the targeted employment projection for 2030.

Table 9: Employment by Scenario (2030)

	1997 Plan	Growth Centers	Compact Growth
Existing Employment 2004	21,063	21,063	21,063
Greenfield Development Employment 2004-2030	13,166	13,112	12,155
Infill & Redevelopment Employment 2004-2030	38	178	-236
Total New Employment 2030	13,204	13,290	11,919
Total Employment in 2030	34,267	34,409	32,982

Figure 7: Employment by Scenario (2030)

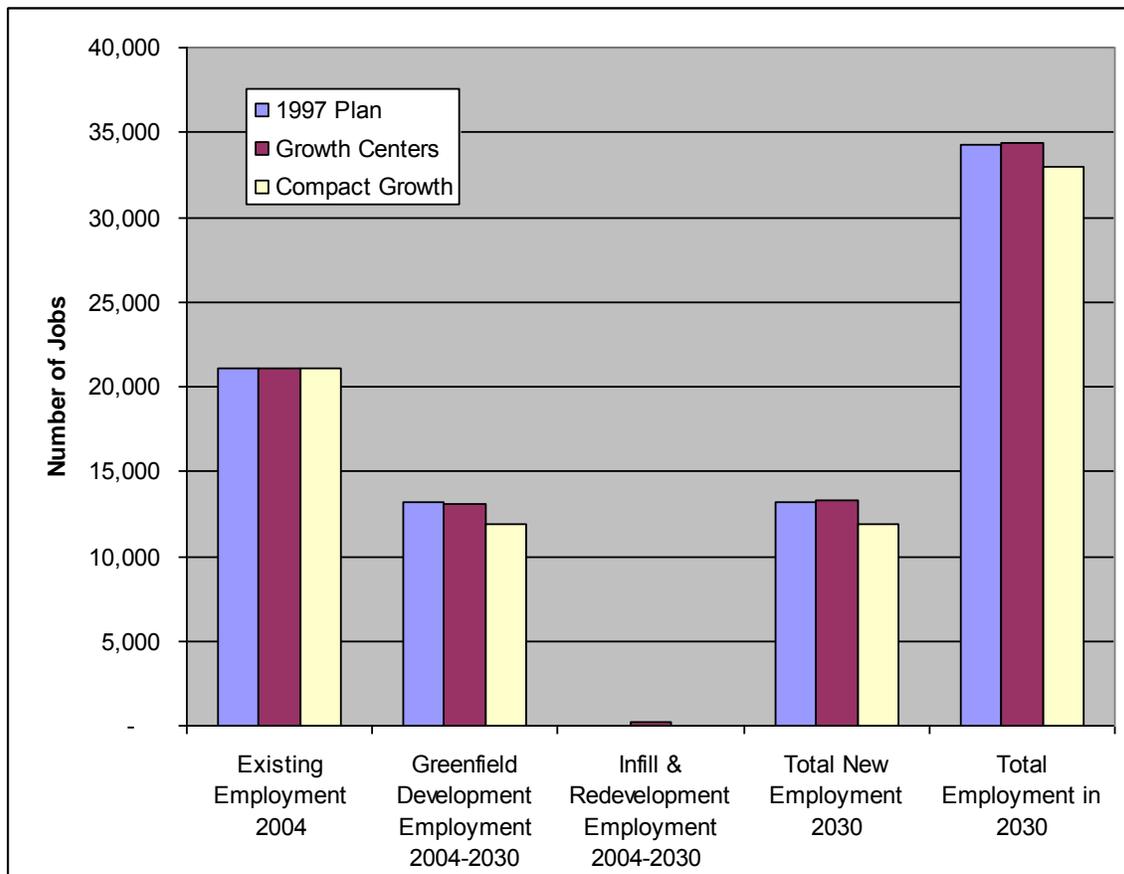


Table 10 and **Figure 8** show the total employment potential of the three scenarios at build-out. The Growth Centers scenario has the highest potential for increased employment, while the

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Compact Growth scenario has the least, with 30% fewer jobs, which will approach non-residential build-out in 2030. **Table 11** compares the amount of projected household growth with the amount of future employment growth. In all of the scenarios, there will be fewer jobs in comparison to households than currently exists. As some participants at public workshops have indicated that they would prefer to increase the amount of employment to housing in Durango, increasing the amount of land dedicated to commercial uses might be appropriate, particularly for the Compact Growth scenario. The availability of appropriate sites, while necessary, isn't likely to induce economic growth on its own. However, the lack of appropriate sites is likely to limit economic growth.

Table 10: Employment by Scenario at Build-out

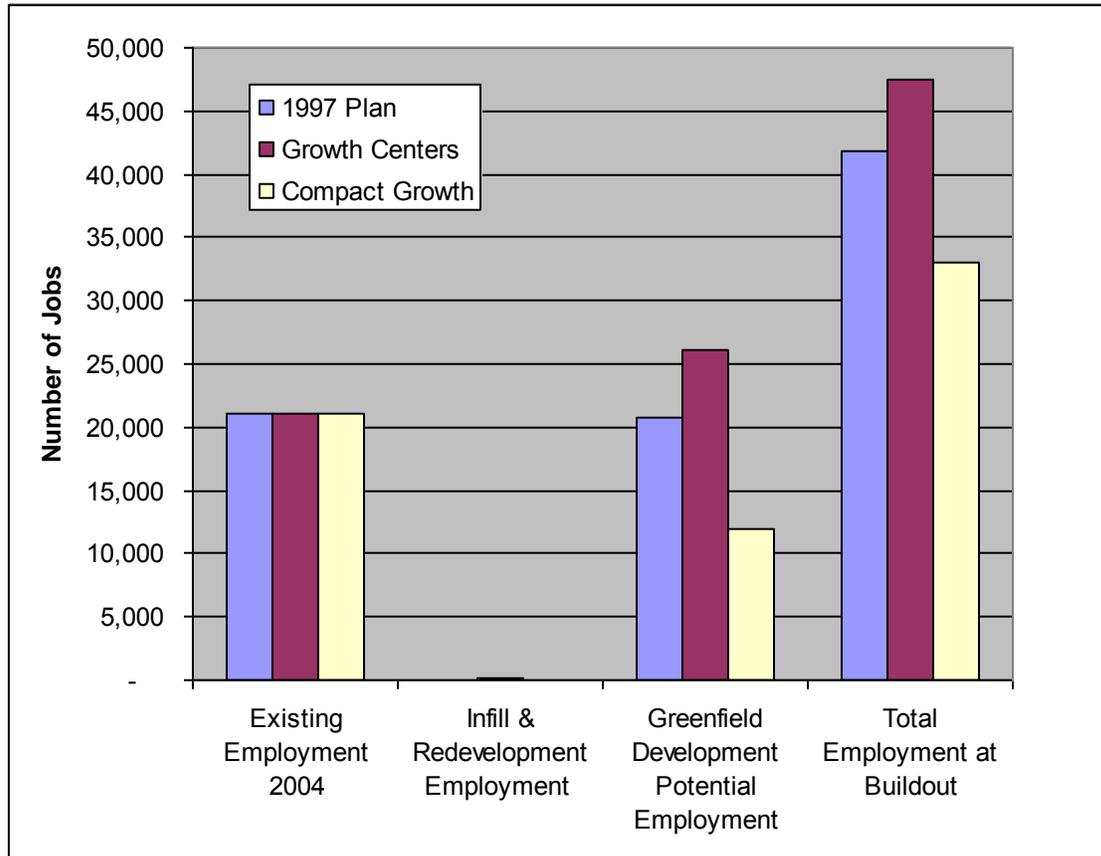
	1997 Plan Plus	Growth Centers	Compact Growth
Existing Employment 2004	21,063	21,063	21,063
Infill & Redevelopment Employment	38	178	-236
Greenfield Development Potential Employment	20,712	26,177	12,155
Total Employment at Build-out	41,813	47,418	32,982

Table 11: Jobs/Housing Ratio

	Households at Build-out	Employment at Build-out	Jobs/Housing Ratio
Current (2004)	8,705	21,063	2.42
1997 Plan Plus	20,127	41,813	2.08
Growth Centers	22,098	47,418	2.15
Compact Growth	17,570	32,982	1.88

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Figure 8: Employment by Scenario at Build-out



The Compact Growth Scenario will approach build-out for employment opportunities by the year 2030.

Table 12 and Figures 9 and 10 compare the employment mix by sector both among the scenarios, and to the mix of employment that existed in the planning area in 2004. The number of jobs and percentage mix are shown for each scenario. While the percentage mix among the scenarios is comparable to the existing mix, the total employment potential varies significantly, with the Growth Centers scenario showing the greatest potential for total number of jobs, followed by the 1997 Plan Plus.

On a percentage basis, the service sector provides just above half of all jobs across the scenarios. The service sector includes professional and personal services, which covers a wide range of income levels and working conditions. The remaining half of employment is almost evenly split between basic and retail sector jobs. Retail jobs generally offer low wages and minimal benefits. In Durango, both service and retail jobs currently serve regional needs, while basic sector jobs, such as production and mining, include exports that bring money into the local economy from a broader area. Although a generally declining portion of the national economy, basic sector jobs are important to local economies as they contribute net gains and provide

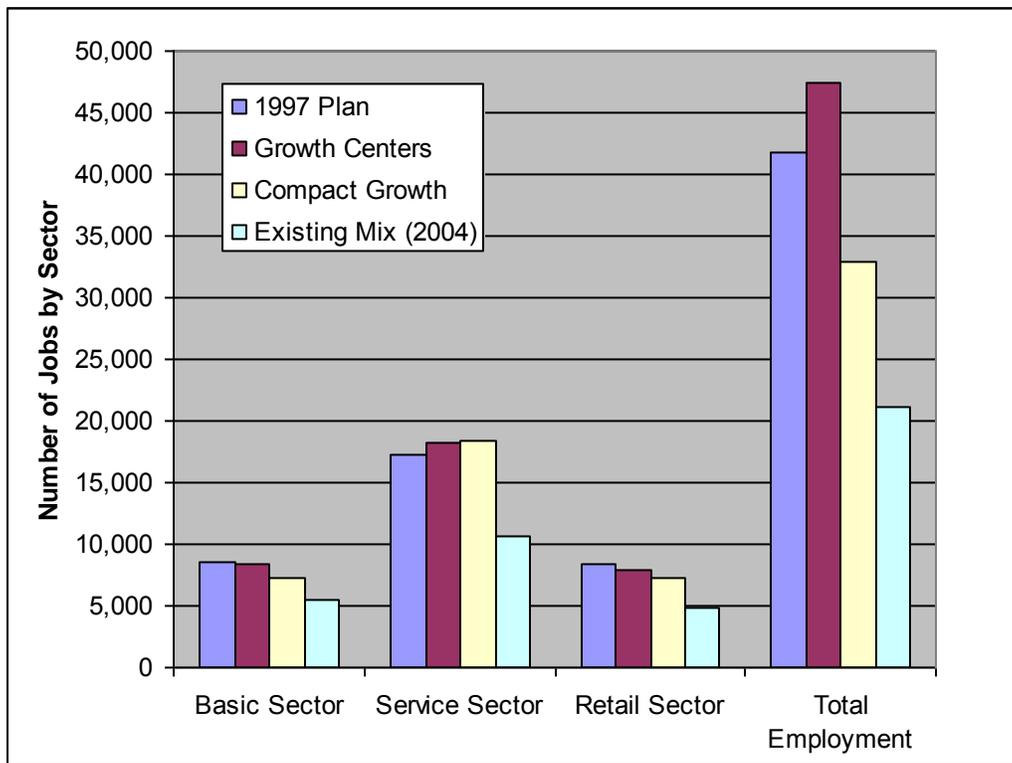
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higher quality jobs. Durango relies on tourism, related retail and other service sectors, such as education, government and health care, for the bulk of local employment. At public workshops, while there was a clear preference against expanded industrial uses that generate pollution or have other detrimental impacts, there was also some support for “clean” industrial uses that provide good jobs while not harming the environment.

Table 12: Comparison of Employment by Sector at Build-out

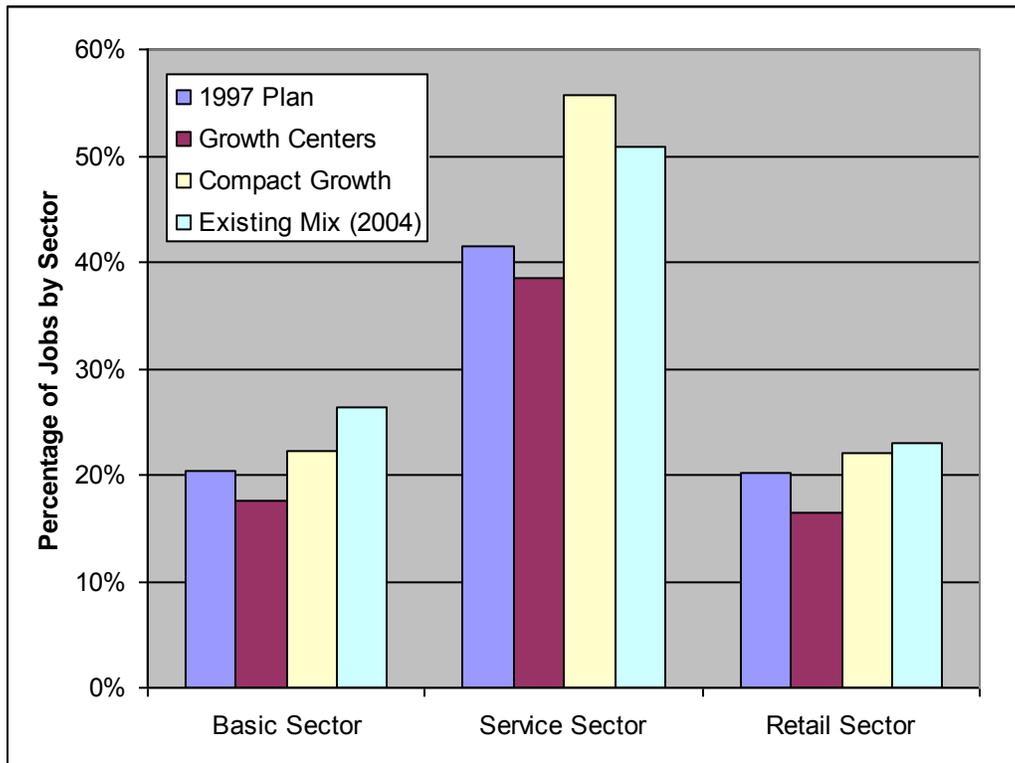
	1997 Plan Plus		Growth Centers		Compact Growth		Existing Mix (2004)	
	Jobs	Percent	Jobs	Percent	Jobs	Percent	Jobs	Percent
Basic Sector	9,710	23%	10,896	23%	7,259	22%	5,532	26%
Service Sector	22,274	53%	25,295	53%	18,392	56%	10,697	51%
Retail Sector	9,829	24%	11,171	24%	7,274	22%	4,834	23%
Total Employment	41,813	100%	47,266	100%	32,925	100%	21,063	100%

Figure 9: Comparison of Employment by Sector at Build-out by Number of Employment



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Figure 10: Comparison of Employment by Sector at Build-out by Percentage of Employment



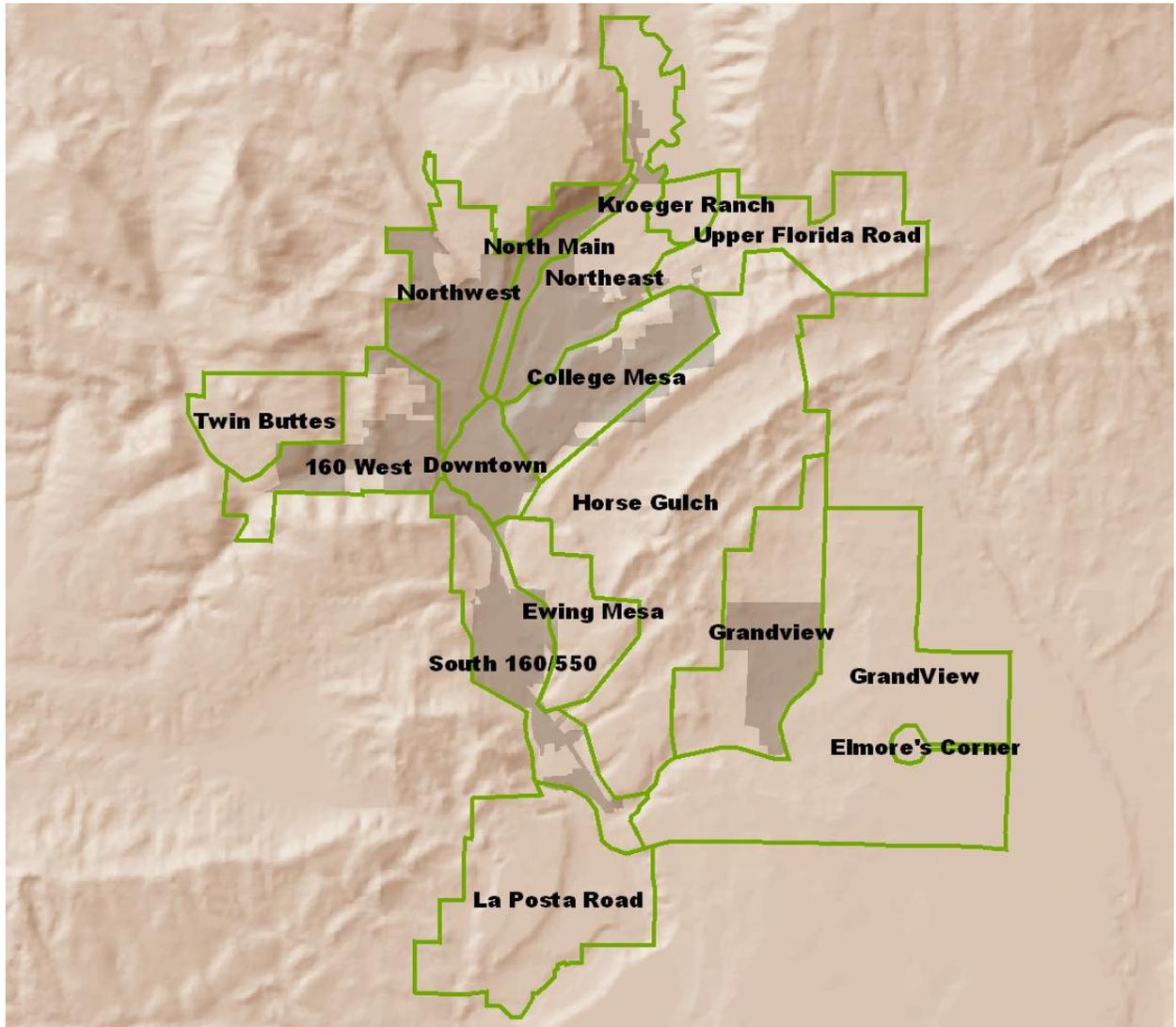
The Growth Centers Scenario has the greatest potential for employment opportunities across all sectors.

Land Use by Sub-Area

For the purposes of this analysis, the 14 sub-areas illustrated in **Figure 11** were designated to compare the areas where the most significant variations between scenarios were designated. The sub-areas include: 160 West, College Mesa, Downtown, Elmore's Corner, Ewing Mesa, Grandview, Horse Gulch, Kroeger Ranch, La Posta Road, North Main, South 160/550, Three Springs, Twin Buttes and Upper Florida Road.

Figures 13 – 21 compare the land use mix within each sub-area by scenario. There is no discussion for sub-areas that are not significantly different among the scenarios, such as the Northwest sub-area. The Future Land Use categories are shown in the legend in **Figure 12**.

Figure 11: Sub-Areas



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Figure 12: Future Land Use Category Legend

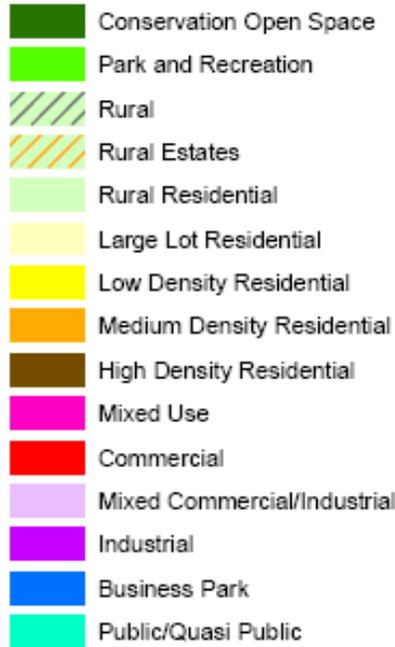
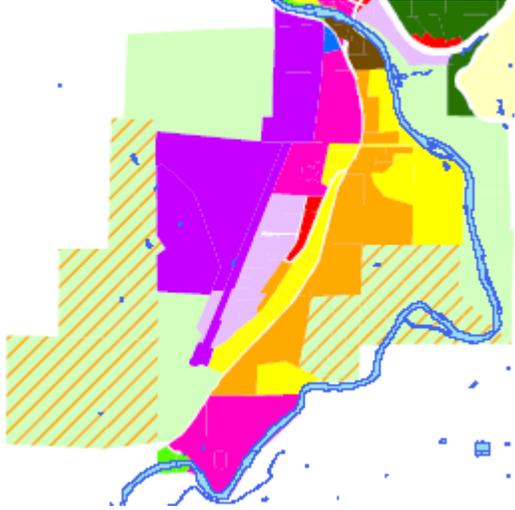
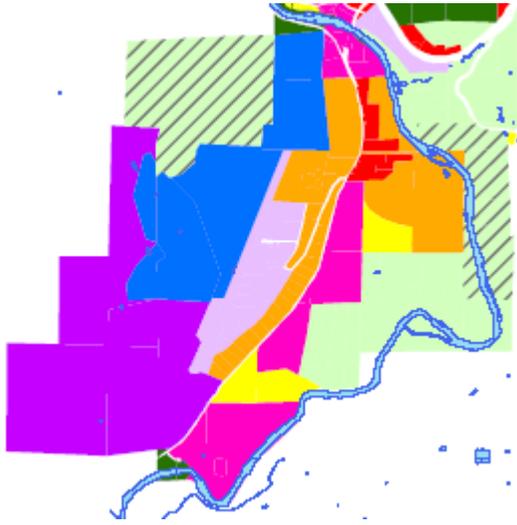
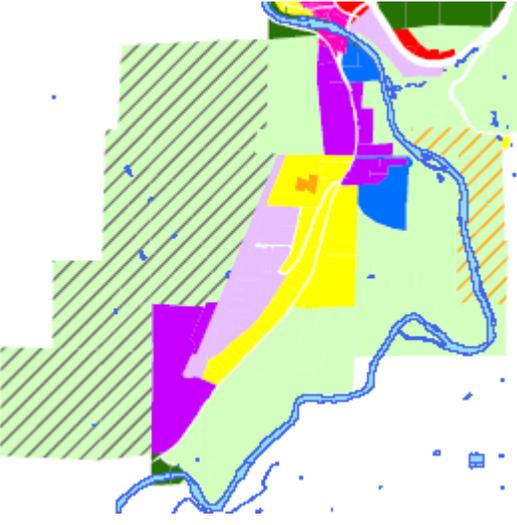


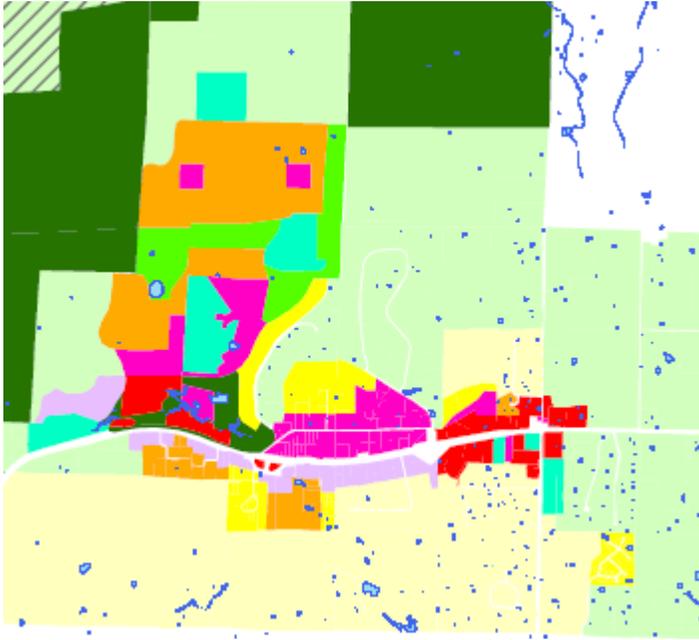
Figure 13: La Posta Road Scenario Comparison

<p>1997 Plan Plus</p>		<ul style="list-style-type: none"> ▪ Additional light industrial development will be planned on the south end of Animas Air Park. ▪ The northern end of La Posta Road will include a small office park and limited retail development to meet the needs of area residents. ▪ The central portion of the La Posta Road corridor will include a mix of medium and low density residential development ▪ The southern portion of the La Posta Road Corridor will include a mixed density residential project. ▪ The balance of the area will be planned for low density and rural residential development.
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<p>Growth Centers</p>		<ul style="list-style-type: none"> ▪ Additional light industrial development will be planned on the south end of Animas Air Park. ▪ The northern end of La Posta Road will include a community-scale retail and office park development ▪ The central portion of the La Posta Road corridor will include 2 mixed-use centers surrounded by medium and low density residential development connected by a system of greenbelts ▪ The southern portion of the La Posta Road Corridor will include a mixed density residential project. ▪ The balance of the area will include clustered low density residential development with greenways and a community park.
<p>Compact Growth</p>		<ul style="list-style-type: none"> ▪ Additional light industrial development will be planned on the south end of Animas Air Park. ▪ The northern end of La Posta Road will include a mixed retail/residential commercial center. ▪ The balance of the area will be developed as low-density neighborhoods as other areas build out.

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Figure 14: Three Springs / Grandview / Elmore’s Corner Scenario Comparison

<p>1997 Plan Plus</p>		<ul style="list-style-type: none"> ▪ The Three Springs Development is expected to proceed as planned in the Grandview area, including a mix of uses and residential densities, as well as a community park. Larger commercial sites and an office park are appropriate uses for this area. ▪ The bulk of the development will be located north of I-160 and west of Hwy 172. ▪ Densities decrease towards the east of this area, with large lots and rural residential along the eastern boundary. ▪ Mixed-use development lines the north side of 160, with mixed-commercial uses to the south. ▪ A small commercial node is established at Elmore’s Corner. ▪ The northeastern portion of this area will include a new high school site. ▪ The balance of the Grandview area will be reserved for low and rural density development.
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<p>Growth Centers</p>		<ul style="list-style-type: none"> ▪ The Three Springs Development is expected to proceed as planned in the Grandview area, including a mix of uses and residential densities, as well as a community park. ▪ Larger commercial sites and an office park are appropriate uses in the Three Springs vicinity and at Elmore’s Corner. ▪ Elmore’s Corner will be developed as an intensive commercial center to capture incoming trips from Bayfield and, with the exception of the cemetery, mixed use development will be appropriate on all sides of the 160/Hwy172 intersection. ▪ The balance of the Grandview area will be reserved for low and rural density development, with lots clustered around an interconnected system of open spaces.
<p>Compact Growth</p>		<ul style="list-style-type: none"> ▪ The Three Springs Development is expected to proceed as planned in the Grandview area, including a mix of uses and residential densities, as well as a community park. Development should be concentrated in the Three Springs area. ▪ Larger commercial sites and an office park are appropriate west of from the Three Springs development. ▪ Development at Elmore’s corner will be limited until Three Springs area approaches build-out. ▪ In the remainder of the Grandview area, new development will be discouraged to retain land for future urban development.

Figure 15: South 160/550 Scenario Comparison

<p>1997 Plan Plus</p>		<ul style="list-style-type: none"> ▪ This scenario includes mixed use development along the river with mixed commercial (light industrial) development on the western edge of the sub-area.
<p>Growth Centers</p>		<ul style="list-style-type: none"> ▪ This scenario includes mixed use development along the river with mixed commercial (light industrial) development on the western edge of the sub-area.
<p>Compact Growth</p>		<ul style="list-style-type: none"> ▪ This scenario includes more medium density residential along the river in lieu of mixed use.

Figure 16: Horse Gulch Scenario Comparison

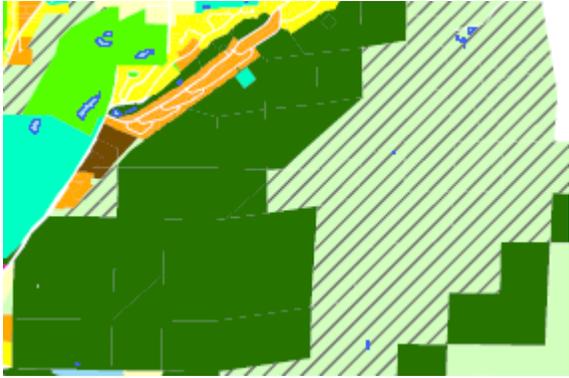
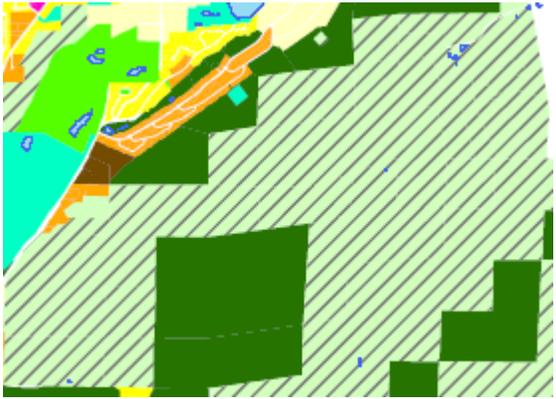
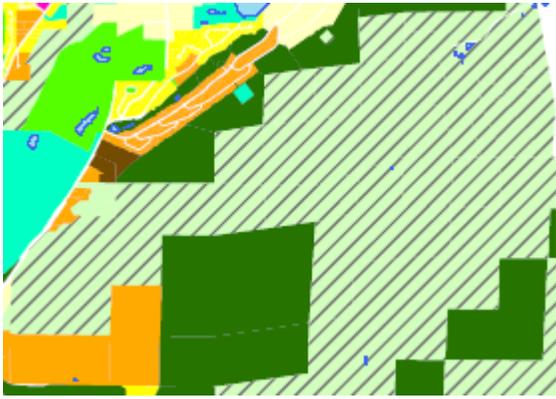
<p>1997 Plan Plus</p>		<ul style="list-style-type: none"> ▪ Public land will be retained and the reservoir site will be protected. ▪ Maintain a band of open space through Horse Gulch to retain access to trails and views in the area. ▪ This scenario assumes the limitation of intensities in the Gulch to 1 dwelling per 35 acres on privately-owned property, with incentives provided to retain the existing trail network.
<p>Growth Centers</p>		<ul style="list-style-type: none"> ▪ Public land will be retained and the reservoir site will be protected. ▪ This scenario envisions the retention/purchase of undeveloped areas of Horse Gulch as open space land, with access limited to trails and the existing County Road.
<p>Compact Growth</p>		<ul style="list-style-type: none"> ▪ Public land will be retained and the reservoir site will be protected. ▪ This scenario will limit development in Horse Gulch to rural cluster development at densities of 1 dwelling per 35 acres.

Figure 17: College Mesa Scenario Comparison

<p>1997 Plan Plus</p>		<ul style="list-style-type: none"> ▪ The most significant difference in this scenario is increased low-density residential in the northeastern portion of the sub-area.
<p>Growth Centers</p>		<ul style="list-style-type: none"> ▪ This scenario includes large lot residential as opposed to low-density in the northeastern portion of the sub-area.
<p>Compact Growth</p>		<ul style="list-style-type: none"> ▪ This scenario includes large lot residential as opposed to low-density in the northeastern portion of the sub-area.

Figure 18: Downtown / North Main Scenario Comparison

<p>1997 Plan Plus</p>		<ul style="list-style-type: none"> ▪ Downtown will remain the center of civic and governmental activities, and actions will reinforce downtown as the institutional core of the region. Parking lots on Second Street will be redeveloped as structural parking is developed. ▪ Some infill and redevelopment along Camino del Rio will occur in accordance with the recently adopted Downtown Vision and Strategic Plan.
<p>Growth Centers</p>		<ul style="list-style-type: none"> ▪ Downtown will remain the center of civic and governmental activities, and actions will reinforce downtown as the institutional core of the region. Parking lots on Second Street will be redeveloped as structural parking is developed. ▪ Structured parking should be provided to support infill development and redevelopment within existing commercial areas. ▪ This Scenario seeks to establish a green corridor along the river.

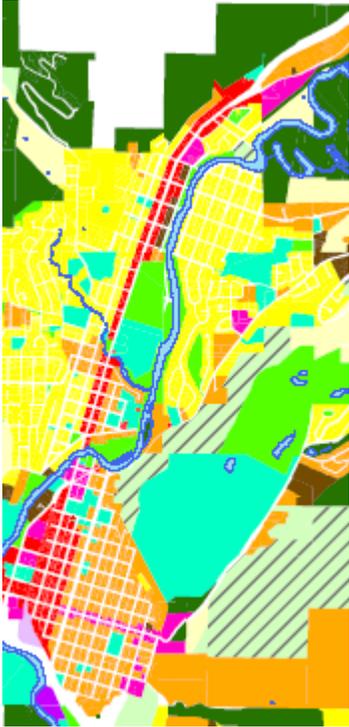
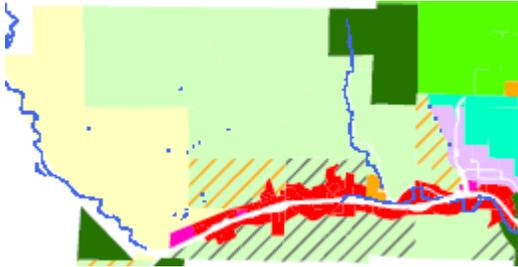
<p>Compact Growth</p>		<ul style="list-style-type: none"> ▪ Downtown will remain the center of civic and governmental activities, and actions will reinforce downtown as the institutional core of the region. Parking lots on Second Street will be redeveloped as structural parking is developed. ▪ Medium to high density residential development will be encouraged along the river.
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Figure 19: Hwy 160 West / Twin Buttes Scenario Comparison

<p>1997 Plan Plus</p>		<ul style="list-style-type: none"> ▪ The area west of Downtown on Hwy. 160 will continue the current mix of uses and residential densities. ▪ Mixed commercial uses will continue to develop alongside the residential development in the area. ▪ Uses will transition from high to low intensity on a continuum moving westward, with rural housing located on the western edge of the planning area. ▪ Twin Buttes will be limited to low density residential uses, with higher densities on lower benches and low to rural densities on top.
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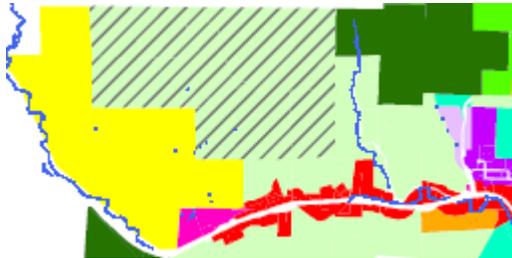
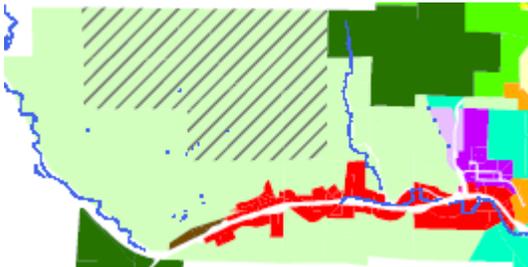
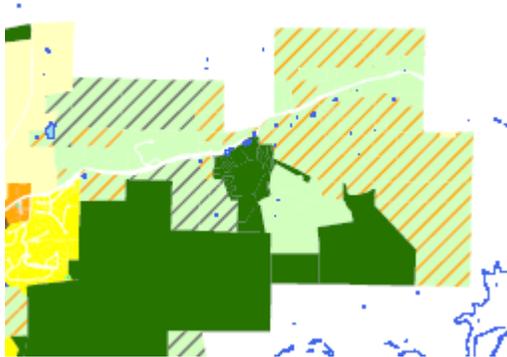
<p>Growth Centers</p>		<ul style="list-style-type: none"> ▪ Continue development of a mix of residential densities and commercial uses, including both medium and high density development. ▪ Generally, development will be more intense than in Scenario A, particularly in the western portions of this corridor. ▪ Lower stretches of the Twin Buttes property should be developed at relatively high densities, with most of the upper reaches retained for open space or 35 acre parcels.
<p>Compact Growth</p>		<ul style="list-style-type: none"> ▪ This scenario is consistent with the Growth Centers scenario with the exception that development of upper areas of the Twin Buttes that are visible from Downtown will be clustered.

Figure 20: Upper Florida Road Scenario Comparison

<p>1997 Plan Plus</p>		<p>East of Timberline to Edgemont Ranch, this area will be limited to rural or rural residential density uses.</p>
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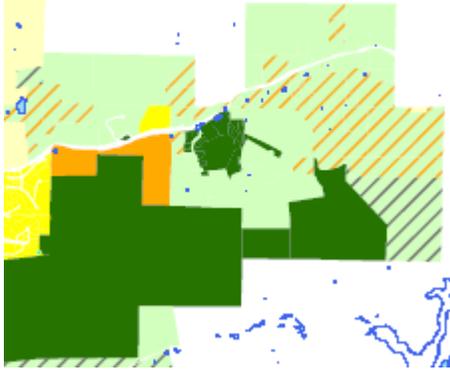
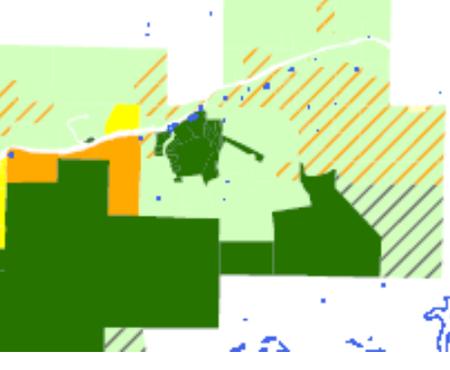
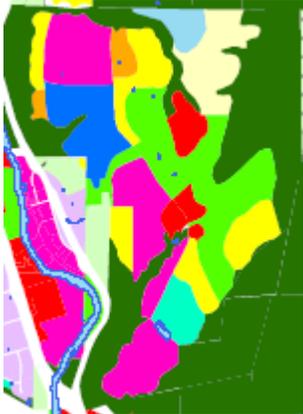
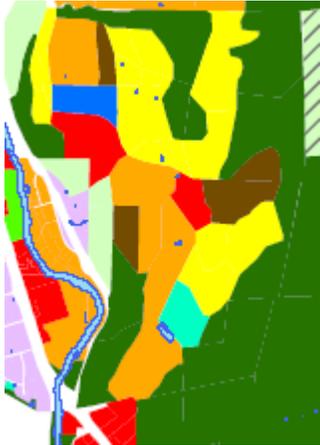
<p>Growth Centers</p>		<p>This area includes more low and medium density development.</p>
<p>Compact Growth</p>		<p>East of Timberline to Edgemont Ranch, this area will be limited to rural or low density uses, with more low and medium density development.</p>

Figure 21: Ewing Mesa / Oak Ridge Scenario Comparison

<p>1997 Plan Plus</p>		<ul style="list-style-type: none"> ▪ A large proportion of projected residential and commercial growth should be accommodated on Ewing Mesa. ▪ A mix of residential densities and non-residential uses should be accommodated to create a semi-autonomous collection of neighborhoods with a high rate of internal trip capture. ▪ Some of the employment, retail and service needs will be served by development in 160/550 corridor and Downtown areas.
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<p>Growth Centers</p>		<ul style="list-style-type: none"> ▪ A large proportion of projected residential and commercial growth should be accommodated on Ewing Mesa. ▪ This scenario envisions the creation of medium to high density neighborhoods surrounding mixed use centers on Ewing Mesa. ▪ Development will be clustered around an interconnected system of greenways that define neighborhood edges. ▪ Development will not be allowed to sprawl out from the edges of Ewing Mesa, but will be clearly contained within the neighborhood boundaries.
<p>Compact Growth</p>		<ul style="list-style-type: none"> ▪ A large proportion of projected residential and commercial growth should be accommodated on Ewing Mesa. ▪ The primary distinction between this scenario and Scenario A is an increased emphasis on higher density development served by commercial centers. This will increase the amount of open space retained within the development. ▪ This scenario accommodates greater amounts of non-neighborhood based commercial space and office park development.

Water/Wastewater Assessment

While the utility plans and improvements should be based on the build-out populations of the scenarios, the 2030 population projections should be used for the scheduling and prioritization of utility improvements and extensions. The City will provide water and sewer utilities to the areas proposed for development. The following observations have been offered by the City’s Public Works Director in regard to provision of water and wastewater services in Durango under the three scenarios:

- The difference in population among the scenarios in “Old Durango,” north of the High Bridge, is only 4,000 people. Therefore, the populations served by the Durango WWTP can be handled at the present site with minor additions.
- The population served by the South Durango Sanitation District (SDSD) varies from 7,000 to 17,000 among the scenarios. This is a major difference for sewer and wastewater treatment planning. The limits on SDSD expansion are only financial limits, not physical limits of the treatment plant site. Planned expansion by the SDSD allows for growth to serve up to 12,000 people. Expansion to serve 16,000 to 17,000, as called for in the Growth Centers and 1997

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Plan Plus Plan should occur after the City and SDSD have mutually agreed on financing a capital program or takeover by the City.

- The water supply for Durango is currently secured for a population of 40,000 people. This exceeds the expected service area population of 34,000 forecast for all three scenarios in the year 2030.
- At Build-Out
 - The water distribution system planning based on the 1997 Plan Plus is adequate to serve any of the three scenarios, since all of the difference is in an area south and east. Similar to the traffic analysis, minor adjustments on line size and order of construction may occur with minimal fiscal impact. If any scenarios were to favor expansion to the West, North or Northeast, the distribution system planning would change considerably.
 - Water supplies to serve the Compact Growth build-out scenario of 39,000 are secure and committed.
 - The City would have to rely on its water rights senior to the ALP water rights in order to serve Growth Centers estimated build-out population of 49,000. Serving an additional 9,000 people will require a new pumping plant on the Animas River and a new raw water supply system or a revised contract for all water. However, these improvements can be added after 2020 when populations are closer to 30,000. The Growth Centers scenario, although it has the greatest potential population, may have reduced per capita water needs as a result of the planned higher densities. A specific needs assessment should be conducted if this scenario is chosen.
 - The water treatment plants to serve growth located below Ridges Basin plant capacity can be expanded if the Growth Centers option is selected. Construction of plant in 2014 is planned and incremental expansion is a reasonable approach so long as the growth is occurring on the South and East as shown in all three scenarios.
- The costs for water and sewer expansions should be assessed to those that create the need. Water system capital costs through the next 15 years are estimated at \$41,000,000. Of that, \$31,000,000 is due to growth. For the build out population of 49,000 people, the total capital needs in addition to the \$31,000,000 total capital needs amount to:

Water Supply	\$ 8,600,000
Water Treatment	\$ 8,000,000
Water Distribution	<u>\$42,000,000</u>
	\$58,000,000

However, much of the \$42,000,000 in distribution costs is directly paid by development.

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Conclusion: The City's water and sewer systems are adequate or can be made adequate to serve projected development under each of the scenarios without significant impact on utility rates. The heavy reliance of the Growth Centers and 1997 Plan Plus scenarios on the South Durango Sanitation District and the District's relatively high impact fees could affect market pressures and the timing of development within that district's service area.

Transportation

The street system is projected to become increasingly congested under each of the growth scenarios through 2030. Most of the 160/550 corridor will operate at level of service (LOS) E or F under each of the growth scenarios. Despite this bleak prognosis for Durango's key arterials under any growth scenario, **Table 13** and the Maps included in **Appendix B** show a few distinctions between the scenarios' traffic impacts. Each of the scenarios was tested on a county-wide road network that includes improvements planned through the year 2030 in accordance with *Trip 2030, La Plata County and City of Durango Regional Transportation Study*. **Appendix B** also shows the relative lack of traffic congestion shown for the modeled street system in 2004.

There are dramatic differences between 2030 traffic under each of the scenarios and the existing condition. While the total numbers of trips doubles the amount of congestion related delay will increase ten-fold. Differences in the key indicators illustrated in **Table 13** for the year 2030 are largely insignificant, with the exception of Growth Centers' higher average vehicle hours of congestion delay. This is largely attributable to the extensive development located along La Posta Road, and the associated failure of that roadway to accommodate traffic demand. This deficiency is illustrated in **Appendix B**.

Table 13 shows more significant differences between the scenarios at build-out. Because Compact Growth shifts significant non-residential growth outside the planning area, three of the travel factors show significant differences – total vehicle hours of travel and vehicle hours of congestion both increase, and the percent of trips that are made within a TAZ decreases. A higher percentage of intrazonal trips (e.g., trips taken within a TAZ) indicates shorter trips and a greater potential for walking or biking. Growth Centers retains a higher number of hours of congestion related delay than the 1997 Plan Plus scenario, but most of this difference is attributable to the inadequacy of La Posta Road to carry projected traffic.

Model limitations do not account for potential changes in the future mode split, which is the proportion of trips taken by car, van pool, bus, bike or foot. Given the high levels of congestion, and the likelihood of escalating energy costs, there will be an increased incentive to use modes other than single occupancy vehicles. The extensive mixed use component of the Growth Centers scenario offers the greatest support for different mode choices, provided that a balanced mix of uses is established within centers, and the centers are designed to support bike, pedestrian and transit trips. Given historical mode choice data, even a dramatic increase in the use of alternative modes is not likely to have a significant impact on traffic congestion.

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Table 13: County-Wide Transportation Performance Factors

Travel Factor	2004	1997 Plan Plus	2030 Growth Centers	Compact Growth	1997 Plan Plus	Build-Out Growth Centers	Compact Growth
Total Auto Trips	157,807	392,284	394,619	394,516	533,493	536,181	537,075
Total Vehicle Miles Traveled	184,340	3.56M	3.58M	3.60M	4.95M	4.98M	5.05M
Vehicle Hours Traveled	41,743	82,679	83,785	83,374	123,542	125,521	129,101
Vehicle Hours of Congestion Delay	302	3,129	3,538	2,853	12,307	13,515	15,042
% Within TAZ	13.87%	18.91%	19.06%	19.12%	31.18%	31.50%	15.30%

The maps show some interesting distinctions between the scenarios. Both the 1997 Plan Plus and the Growth Centers scenarios result in traffic loads that exceed the capacity of the northern reaches of La Posta Road. Growth Centers and Compact Growth result in the failure of some stretches of Florida Road and Goeglein Gulch Road. Compact Growth also overloads the western end of 32nd Street. While little can be done to eliminate congestion along Hwy 160/550, alternative road improvements could reduce excessive congestion along other roadways.

Observations:

- Traffic congestion will be much worse in 2030 than it is today.
- All scenarios result in significant new congestion along the 160/550 and North Main corridors by the year 2030.
- Traffic modeling does not show a significant difference between scenarios for most travel factors.
- The Growth Centers scenario results in more hours of congested travel and more vehicle hours of congestion delay, which can be attributed to the overloading of La Posta Road in this scenario.
- The Compact Growth and Growth Centers scenarios result in some additional congestion along Florida Road due to proposed medium density residential development just east of the existing city limits.
- At build-out, Compact Growth shifts traffic outside the City, which increases congestion, congestion delays and average trip lengths
- Growth Centers has the potential to provide greater travel mode choices to future residents, but this will provide an alternative to driving through congestion rather than relieving congestion.

Fire Response

The Durango Fire Authority has identified potential station locations that will likely be necessary to provide an acceptable emergency response time as development occurs in the planning area. These locations and estimated timing are listed in **Table 14** and illustrated in **Figure 22**. A volunteer station is one with no permanent staff, a resident station has one firefighter living at

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the station and a career station is one with permanent, professional staff. The BODO Station is slated to become a volunteer station in 2009. However, since it is located adjacent to the Fire Authority headquarters, it will have a much faster response than other volunteer stations.

According to the Durango Fire Authority, new fire stations cost an estimated \$2.41 million to construct and furnish with necessary equipment. This estimate is based on a new station cost of \$1 million, estimated at \$225 per square foot in construction costs and \$45,000 for land. Equipment for each station costs an additional \$1.41 million. This figure does not include the high costs of operating the station.

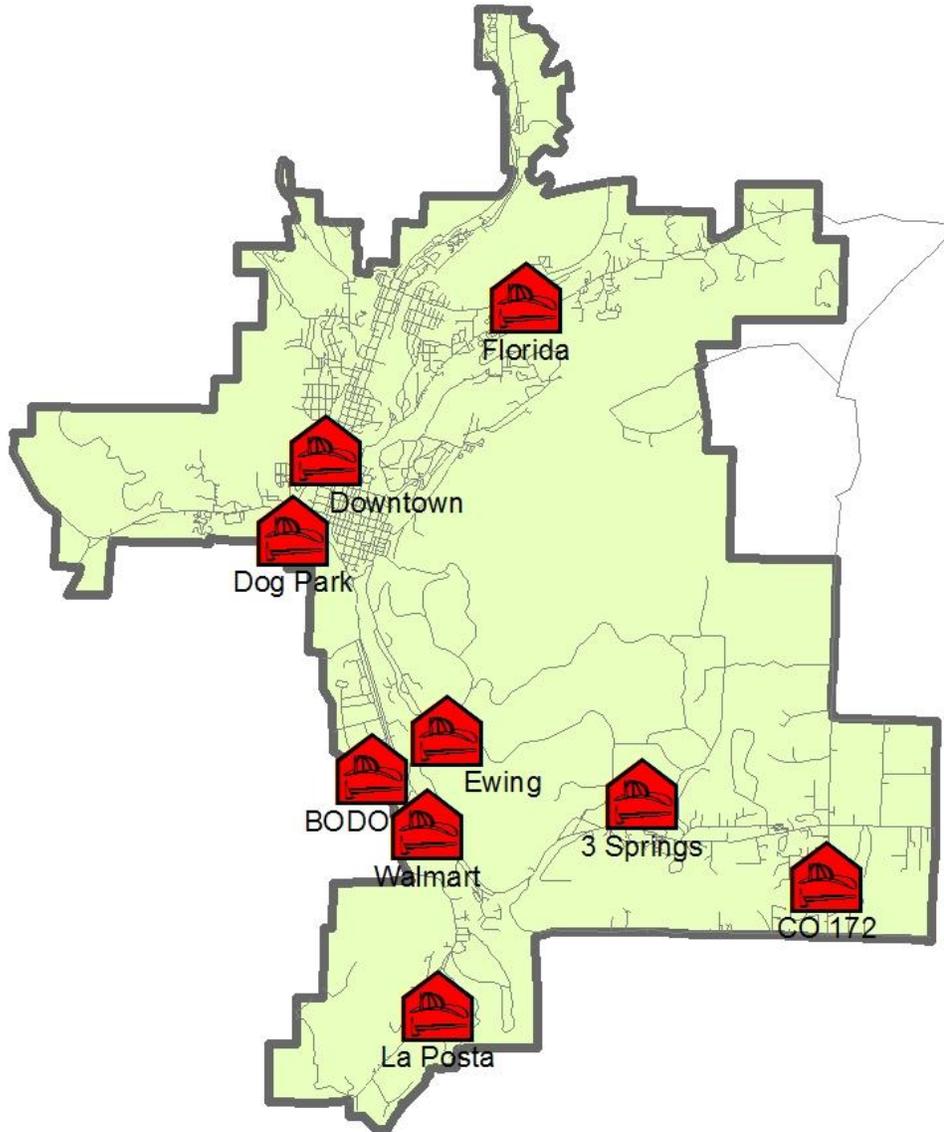
Table 14: Potential Fire Station Locations

Location	Type / Timing
CO 172	Volunteer
Florida Road	Resident, Career in 2008
Downtown	Career, Close in 2012
Dog Park	Career, Open in 2012
BODO	Career, Volunteer in 2009
Ewing Mesa**	Career, Open before 2030
Wal-Mart*	Career, Open before 2030
La Posta Road**	Career, Open before 2030
Three Springs	Career, Open in 2009

*Alternative 1

**Alternative 2

Figure 22: Potential Fire Station Locations (2030)



Two alternatives were modeled using a Routed Street Network and an edited street map. This means that fire response is based on equipment driving down existing roads at speeds that are adjusted to reflect existing street conditions. Street speeds are adjusted downward to account for traffic and stops. For 50 mile per hour (mph) streets, average travel speed was estimated at 32 mph, for 35 mph streets 25 mph was used and for 20 mph streets 10 mph was used. Given the high levels of congestion projected for the future, average speeds are likely to be lower during peak travel hours. These delays will shrink the service response area boundaries shown in Figures 23 and 26, meaning that the stations will be able to respond to a smaller area with an acceptable response time because of traffic delays.

Response times also were adjusted to account for the different station types; volunteer stations have slower response times than career stations. The turn-out time, from the time a call is received to when the truck leaves the station, was added to the road routing time. The turn-out

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time for a resident station is calculated as 4:17 minutes, for a volunteer station is 5:23 minutes and for a career station is one minute. It is estimated that 82% of calls are for EMS, with 52% of calls resulting in a trip to the hospital. It is important to note that the "out-of-service" time will increase dramatically as the new hospital is occupied.

A street connection was added to the model between Three Springs and Ewing Mesa to account for future conditions. Currently undeveloped areas have poor response times due to a lack of existing road network. This will change with new development, but it depends upon the design of the street network, and the amount of connections, through streets and access to highways. Development with a grid street pattern will have the greatest effect on reducing response times. Since the model does not include smaller local streets that might be built in the future, it is possible that some areas could have a better response time than indicated below. This is especially likely in the northeast portion of Ewing Mesa, south of Hwy 160 and west of La Posta Road. As is evident on the maps, the model includes a buffer from roads to reflect the length of hoses.

Only new, greenfield development projected to occur through 2030 was included for analysis in the tables and charts. The first alternative included the addition of stations at: Florida Road, the Dog Park, BODO, Three Springs, CO 172 and Wal-Mart. Alternative 1³ is illustrated in **Table 14** and **Figures 23, 24 and 25**. The areas in green signify an average four minutes response time, the areas in yellow have an average eight minutes response time and the areas in red have an average response time beyond eight minutes.

The second alternative includes stations at Ewing Mesa and La Posta Road, and does not include the station at Wal-Mart. Alternative 2 is illustrated in **Table 15** and **Figures 26, 27 and 28**.

Across all three scenarios, Alternative 2 provides a quicker response time for the most homes due to better coverage of the growth areas at La Posta Road and Ewing Mesa. Under both fire station alternatives, homes in the 1997 Plan Plus receive the quickest response time. There are both a greater number of units and a greater percentage of all units served in less than four minutes in the 1997 Plan Plus. In the second fire station alternative, 66% of all units are served in less than 4 minutes in 1997 Plan Plus, and 63% of all units are served in under 4 minutes in the Growth Centers scenario. The Compact Growth scenario has the highest percentage and number of units outside of an eight minute response time under both fire station alternatives. The Preferred Scenario falls between Growth Centers and Compact Growth in terms of numbers of homes within an 8 minute response time and overall response performance.

³ This alternative is no longer feasible as the site is no longer available. The Preferred Scenario was not evaluated for alternative 1.

Figure 23: Fire Alternative 1 – Includes Wal-Mart Station

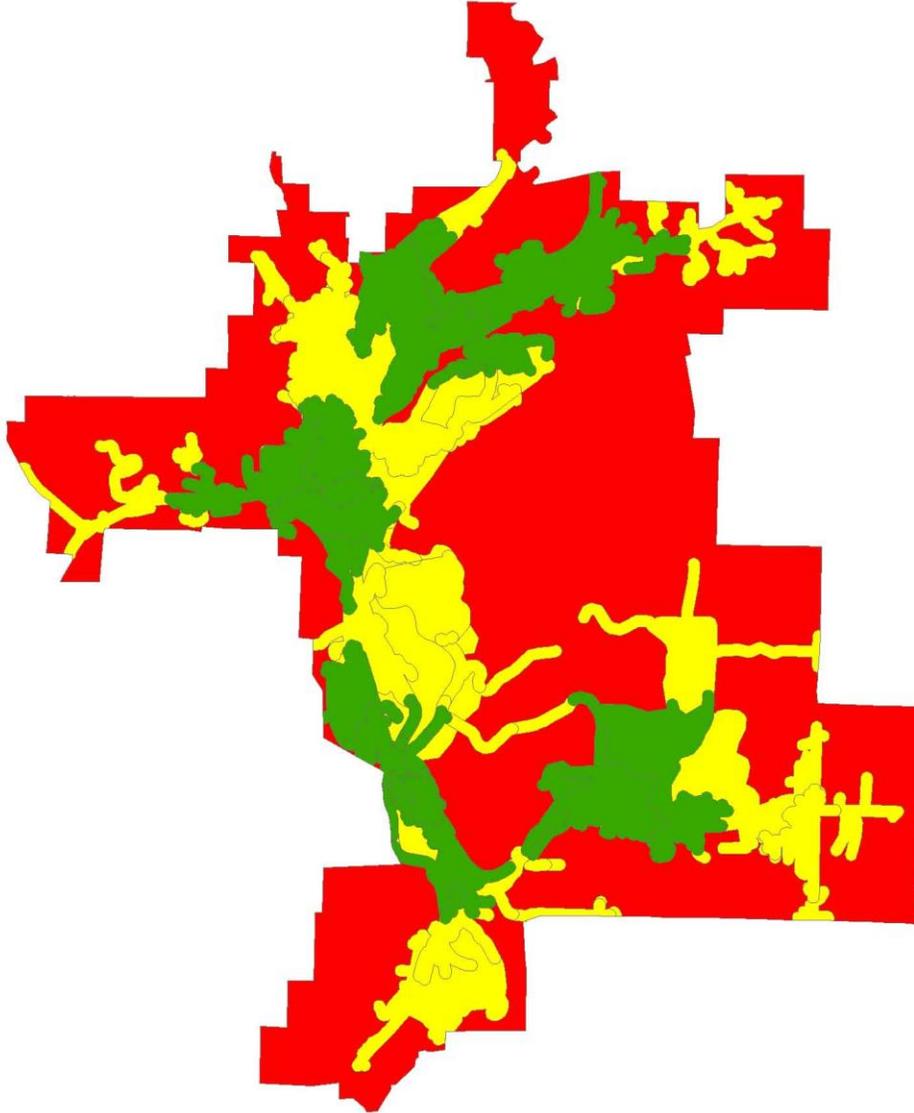
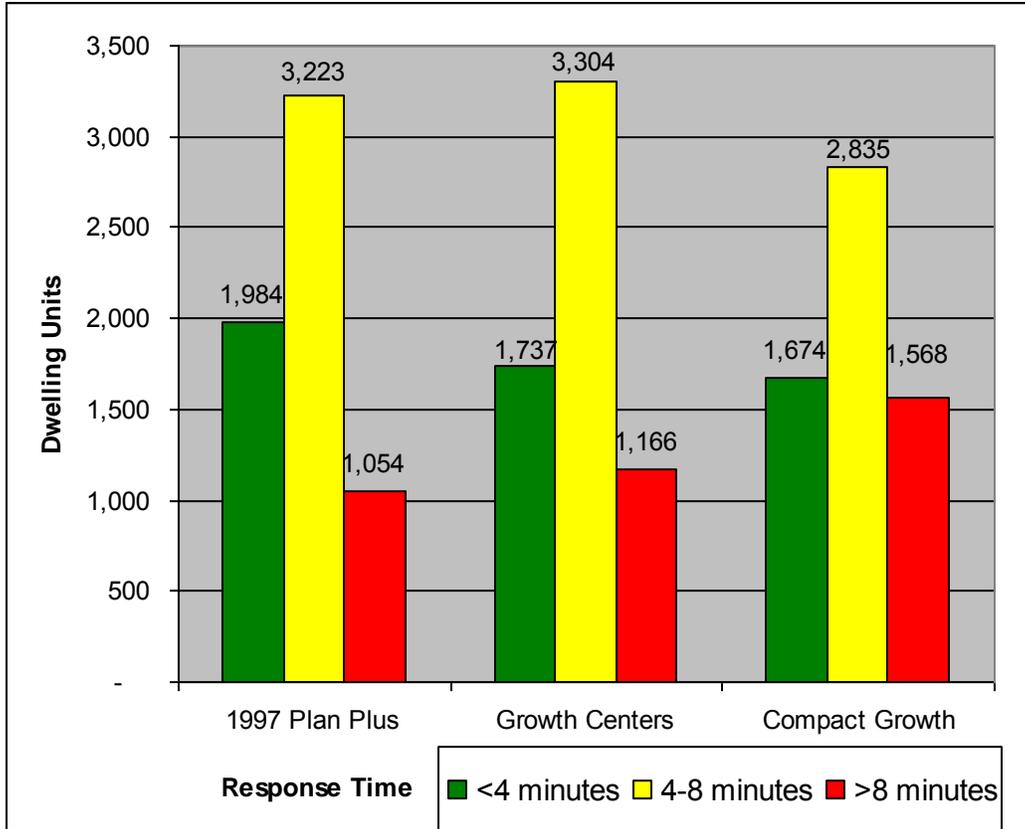


Table 15: Alternative 1

	1997 Plan Plus		Growth Centers		Compact Growth	
	Dwelling Units	Percent	Dwelling Units	Percent	Dwelling Units	Percent
<4 minutes	1,984	32%	1,737	28%	1,674	28%
4-8 minutes	3,223	51%	3,304	53%	2,835	47%
>8 minutes	1,054	17%	1,166	19%	1,568	26%
Total	6,261	100%	6,207	100%	6,077	100%

Figure 24: Alternative 1 - Dwelling Units by Response Time



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Figure 25: Alternative 1 – Percentage of Dwelling Units by Response Time

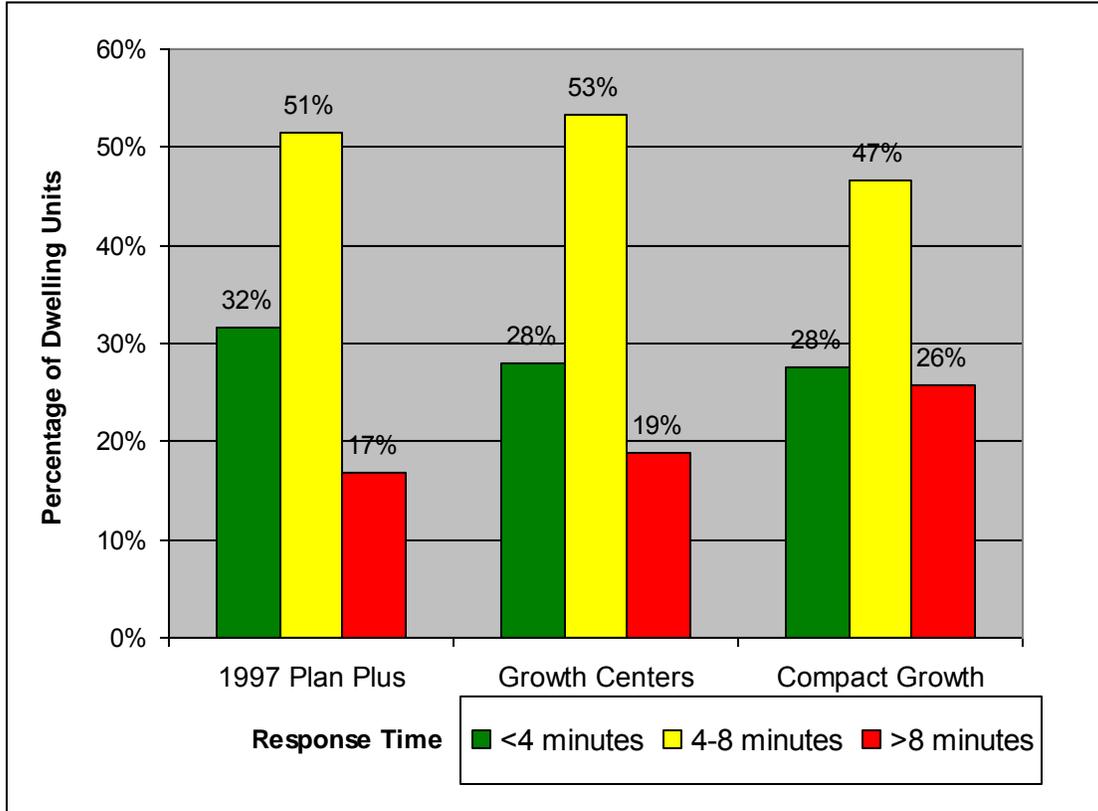


Figure 26: Fire Alternative 2 – Includes Ewing Mesa & La Posta Road Stations

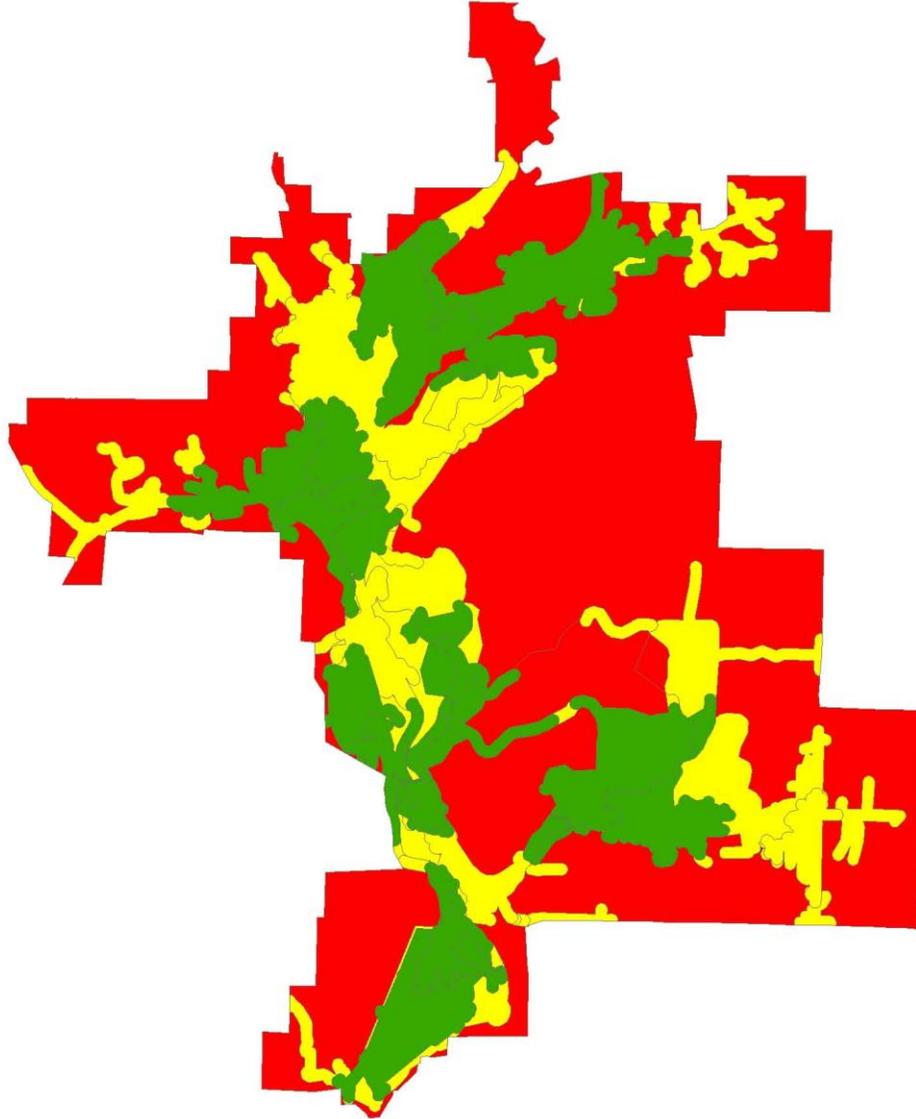
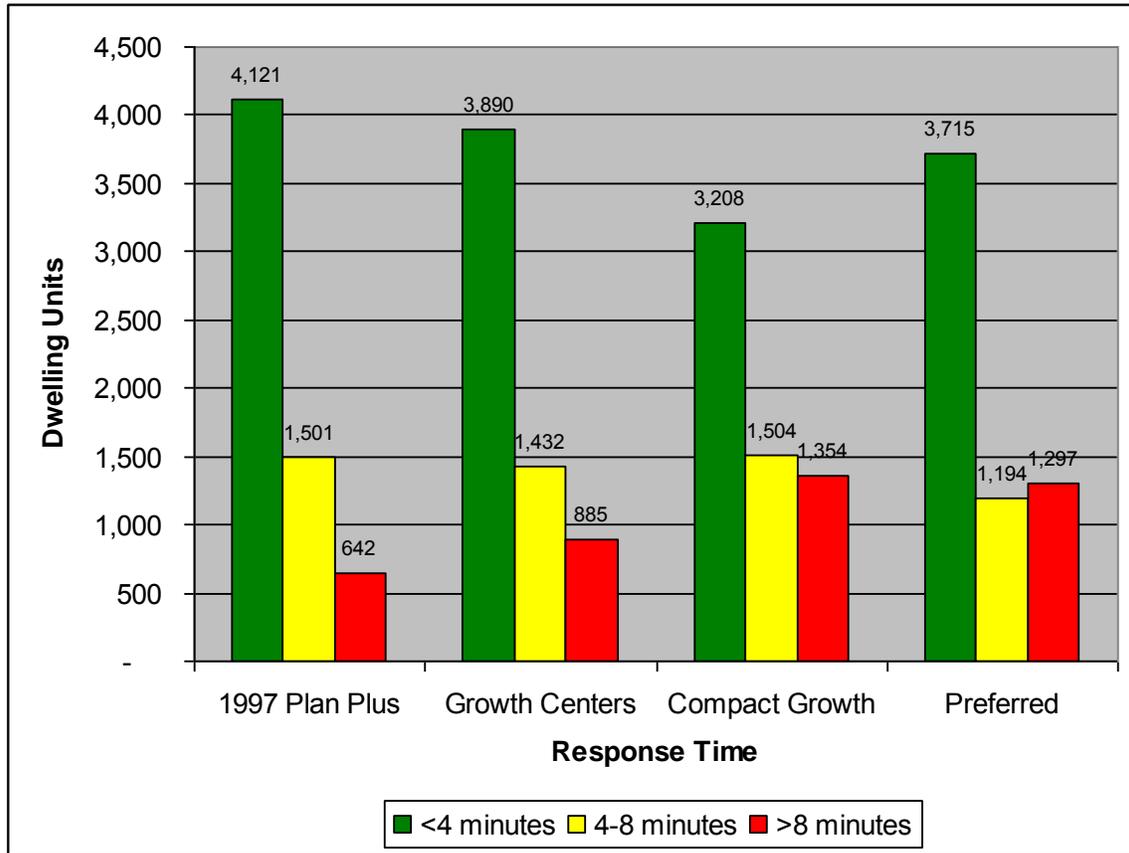


Table 16: Alternative 2

	1997 Plan Plus Dwelling		Growth Centers Dwelling		Compact Growth Dwelling		Preferred Dwelling	
	Units	Percent	Units	Percent	Units	Percent	Units	Percent
<4 minutes	4,121	66%	3,890	63%	3,208	53%	3,715	60%
4-8 minutes	1,501	24%	1,432	23%	1,504	25%	1,194	19%
>8 minutes	642	10%	885	14%	1,354	22%	1,297	21%
Total	6,264	100%	6,207	100%	6,066	100%	6,206	100%

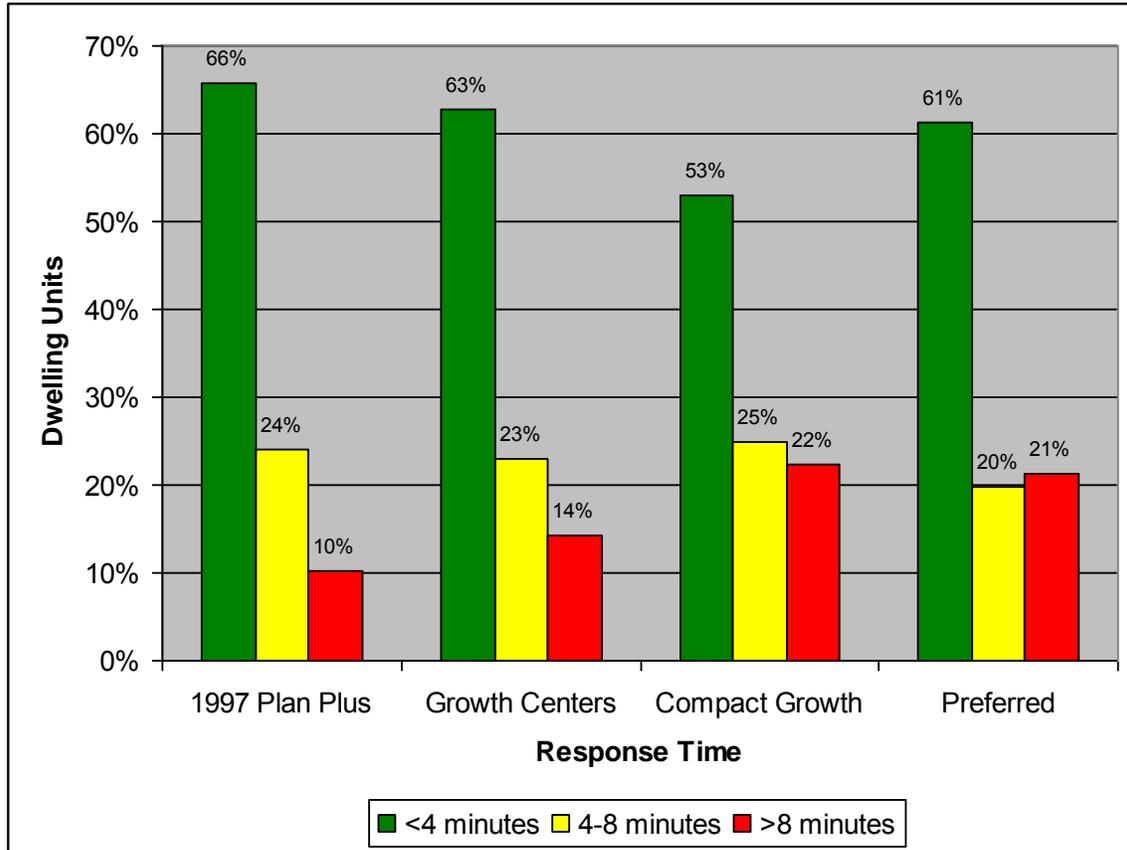
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Figure 27: Alternative 2 - Dwelling Units by Response Time



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Figure 28: Alternative 2 – Percentage of Dwelling Units by Response Time



The 1997 Plan Plus Scenario has the greatest potential to serve the most homes within a four minute response time under either fire station alternative. Compact Growth results in the greatest number of dwellings located beyond 8-minute response time under either fire station alternative.

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SCENARIO CONSISTENCY WITH DURANGO 1997 PLAN GOALS

The following paragraphs evaluate the relative consistency of the scenarios with the City of Durango’s adopted comprehensive plan goals. Due to the general nature of goals, the discussion sometimes focuses on the mitigation required to ensure consistency with the plan’s goals. Note that several potential goals have been added for consideration based on input from Citizens Review Committee members and participants in the community workshops. For each goal, the most consistent scenarios are highlighted in the table following the goal

Natural Environment Goals

Goal 1: To maintain or improve the quality of Durango's natural resources.

Resource	1997 Plan Plus	Growth Centers	Compact Growth
Air Quality	See transportation analysis for more details		
Water Quality	Stormwater quality mitigation could be used to similar effect for each scenario. Each scenario is subject to		
	Less intensive riverfront development slightly reduces non-point pollution loading		Proximity of higher density development to riverbank increases non-point contamination risks over other scenarios
Open Space/Habitat Encroachment	Results in the most extensive	Mandatory conservation subdivision offers the greatest long-term potential for habitat conservation	This scenario offers the greatest short-term potential for habitat conservation if the rural lands are protected from premature development, but encroaches into Horse Gulch
Energy Conservation	Energy consumption from buildings will depend on City sustainability policies.		
		Offers greatest long-term opportunity for energy efficient travel mode choices.	

Goal 2: To maintain Durango's views of natural hillsides and mountains.

1997 Plan Plus	Growth Centers	Compact Growth
Hillside and ridgeline protection strategies could be employed with any of the scenarios		
Has the most intensive development of the top of the Twin Buttes area, which is clearly visible from much of the City	Conservation subdivisions offer opportunities for retention of most meaningful open space	Has least encroachment into the La Posta Road and Twin Buttes hillsides and ridges

Goal 3: To protect sensitive floodplains, hillsides, wetlands and wildlife habitat from inappropriate development.

1997 Plan Plus	Growth Centers	Compact Growth
See comments for goals 1&2		
Conservation subdivisions in Growth Centers offer better opportunity protection of natural features. This tool can be applied in any of the scenarios.		

Community Development Goals

Goal 4: To maintain and enhance the diverse, small town character of Durango.

1997 Plan Plus	Growth Centers	Compact Growth
Each scenario focuses significant attention to the retention of a vital downtown.		
	Combination of mixed use centers and conservation subdivisions will result in most vibrant neighborhood centers, but will develop the largest urban area.	Will urbanize the least area, but will not necessarily result in the most active civic spaces. Downtown residential development along the river and limited urban growth area will provide the greatest support for commercial vitality downtown and along North Main

Goal 5: To retain or enhance the aesthetic value of Durango's natural and built environments.⁴

1997 Plan Plus	Growth Centers	Compact Growth
Aesthetic outcomes are primarily dependent upon design standards that may be applied to each scenario. Conservation subdivisions are likely to be most successful in retaining open feel to rural development areas		

Goal 6: To encourage public awareness and participation in community activities.

1997 Plan Plus	Growth Centers	Compact Growth
No difference between scenarios, though participation may be facilitated through increased contact resulting from mixed use centers.		

⁴ See the Parks and Open Space Element for additional information.

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Growth Management Goals

Goal 7: To establish land use patterns that are coordinated with and make the most efficient use of community facilities, while allowing for equitable funding strategies.

Factor	1997 Plan Plus	Growth Centers	Compact Growth
Funding Equity	Funding equity is not dependent upon the future land use pattern		
Utility Efficiency	Less efficient than Compact Growth, but more limited service area than growth centers	Most extensive water and sewer service area mandates effective management of the timing of utility extensions	Most efficient use of existing infrastructure and least new infrastructure required
Fire Protection Efficiency	See fire service analysis		
Other Service Efficiency (e.g., police, recreation, transit, and various administrative services)	Require similar distribution of public service provision		Least extensive service requirements due to exclusion of large portions of Grandview and La Posta Road from urban services

Potential Goal: To coordinate extra-territorial development with La Plata County to facilitate long-term growth, provide equity for property owners and protect existing property owners from bearing the costs of growth.

Factor	1997 Plan Plus	Growth Centers	Compact Growth
Intergovernmental Coordination	Benefits of intergovernmental coordination similar under each scenario		
		Extension of water service provides the greatest incentive for supporting coordinated growth management program	Limited water extension creates the greatest pressure on County to act independently of long term city growth plans in Grandview and La Posta Road areas
Long-term Growth Options	Build-out potential falls between other scenarios for population and employment	Has the greatest build-out potential for population and employment	Has the lowest build-out potential for population and employment
Private Property Equity	Most balanced alternative between growth demand and service area	Will require the greatest funding commitment to provide necessary services, which is likely to be partially shifted to existing tax/rate-payers	Will require most aggressive growth management to prevent premature development of non-urban areas

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Potential Goal: To foster compatible redevelopment, revitalization and/or changes of use in designated infill areas.

1997 Plan Plus	Growth Centers	Compact Growth
Rising energy prices are likely to increase the desirability of infill development		
Likely to promote more infill than Growth Centers, but less than Compact Growth	Ample greenfields planned for urban development are more likely to compete with infill development	Limited growth area is more likely to increase pressures for infill and redevelopment

Housing Goals & Objectives

Goal 8: To encourage the development of a variety of housing types for community residents.

Resource	1997 Plan Plus	Growth Centers	Compact Growth
Housing Diversity	Has the most balanced mix of housing		Has greatest mix of moderately priced housing types, but limited supply

Goal 9: To promote the provision of adequate affordable housing opportunities for community residents.

1997 Plan Plus	Growth Centers	Compact Growth
Housing affordability is contingent on public/private efforts – with local success being more dependent upon public policy than land use mix		
Good mix of unit types, but supply is more constrained than for Growth Centers	Provides the greatest opportunity for higher density housing, which will facilitate provision of affordable housing.	Limited supplies are likely to result in higher housing prices

Economy/Tourism Goals & Objectives

Goal 10: To promote a healthy, sustainable, balanced economy that capitalizes on the community's natural, recreational, cultural and human resources.

1997 Plan Plus	Growth Centers	Compact Growth
Provides ample opportunity for future job growth in all sectors	Provides the greatest employment opportunities and the largest potential region from which to generate sales tax revenues	Limited employment potential is likely to reach built-out by the end of the planning period. Small retail area will lead to greater sales tax leakage than for other scenarios

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Cultural/Historic Resources Goals & Objectives

Goal 11: To preserve and enhance historic and cultural resources that symbolize the community's identity and uniqueness.

1997 Plan Plus	Growth Centers	Compact Growth
Historic and cultural resource retention is more dependent upon policies than upon the future land use patterns. Compact Growth patterns will increase pressure for reinvestment in historic properties, but also may increase pressure for replacement of historic structures. Growth Centers may divert capital away from historic structures in favor of less expensive greenfield development.		

Transportation Goals

Goal 12: To maintain a transportation system that safely and efficiently meets the needs of residents, businesses and visitors.

1997 Plan Plus	Growth Centers	Compact Growth
There are no significant differences among the scenarios, with the exception of vehicle hours of congestion delay. See transportation analysis for more details.		
	Growth Centers has approximately 28% more vehicle hours of congestion delay than that other scenarios due to the failure of La Posta Road associated with increased development in that area.	

Goal 13: To provide employees, residents and visitors with realistic opportunities to use alternative modes of transportation.

1997 Plan Plus	Growth Centers	Compact Growth
See transportation analysis for more details		
Least supportive scenario for alternative modes of transportation	Mixed use centers support transit, bike and pedestrian use within and transit between centers	Smaller urban area supports alternative modes of transportation and results in smallest transit service area, but large rural population will be more auto-dependent than for other scenarios

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Utility Goal

Goal 14: To balance the demand for expanding urban development with the efficient provision of facilities and services.

1997 Plan Plus	Growth Centers	Compact Growth
	Highest cost utility to for city utilities, but least likelihood of the development of competing systems	Lowest cost utility to for city utilities, but greatest likelihood of the development of competing systems

Parks, Recreation and Open Space⁵ Goals

Goal 15: To maintain a system of open space throughout the planning area that serves as a visual and recreational amenity, and provides sufficient habitat to sustain healthy wildlife populations.

Goal 16: To develop and maintain an interconnected system of parks, trails and other recreational facilities.

Goal 17: To develop and maintain a trail system throughout the planning area that serves as a recreational amenity.

1997 Plan Plus	Growth Centers	Compact Growth
Open space preservation, recreation facility development and trail system expansion will be dependent upon ongoing funding to secure and manage lands currently under private ownership		
Protects Horse Gulch, but allows significant development on Twin Buttes	Retains lowest intensity on targeted open space areas and secures connections through conservation subdivisions in rural areas	Some high density development encroaches upon Horse Gulch

Public Services Goal

Goal 18: To foster cost-effective services and facilities that enhance the lives of community residents.

1997 Plan Plus	Growth Centers	Compact Growth
Require similar distribution of public service provision		Least extensive service requirements due to exclusion of large portions of Grandview and La Posta Road from urban services

⁵ While trails provide important recreational opportunities, they also serve a vital transportation function. For this reason, Chapter 8 includes most of the City’s trails policies.

COMPREHENSIVE PLAN UPDATE**INITIAL DIRECTION ON SCENARIOS**

The attached slideshow illustrates the results of the keypad survey conducted at workshops conducted on April 10 and 11. These initial opinions were provided without the benefit of detailed evaluation of the scenario impacts. The following bullet points summarize the opinions of participants at two community workshops, a La Posta Road citizens workshop, and a joint workshop of the Citizens Review Committee, Planning Commission and City Council:

- The City should manage projected growth whether or not it is successful in reaching a coordinated growth management strategy with La Plata County. Note that some participants felt that the City should try to capture a higher percentage of projected growth if the City and the County do not coordinate their growth management strategies
- The city should retain existing densities in stable neighborhoods, but also should consider encouraging accessory units and redevelopment at the edges of commercial areas.
- Participants preferred a scenario that increased densities somewhat on **Kroeger Ranch** if development is clustered near the East Animas Drive.
- Some additional medium density residential development should be allowed near the western end of **Upper Florida Road** (just east of the existing city limits).
- In the **Three Springs** sub-area, all scenarios generally supported the existing area plan. Polling results and individual comments suggested a preference for a scenario that would be consistent with the adopted plan.
- On the balance of **Grandview**, citizens were divided on whether to extend urban growth to the area east to Elmore's Corner or to support a more compact growth pattern that would attempt to contain urban development, with two-fifths of participants supporting the former and one-third supporting the latter.
- On **Ewing Mesa**, participants expressed a preference for some higher density development, supported green spaces without a golf course, and containing the development on the mesa (outside of Horse Gulch).
- Along the eastern side of **La Posta Road**, participants expressed the preference for the compact scenario that confined urban development to the northern end of the area. The Growth Centers scenario received support from nearly one-third of the workshop participants.
- For **Animas Air Park**, participants overwhelmingly supported the Growth Centers scenario that maximized the area of industrial and business park development west of the air strip.
- For the **Twin Buttes** sub-area, participants were evenly divided in their support for scenarios B and C, both of which limited development in the upper reaches of the property. The primary distinction between these scenarios was the increased residential densities allowed on the western side of this sub-area under alternative B.
- Along **North Main**, two-fifths of the participants supported the existing plan, which provides for mixed uses along the northern end of the corridor. Nearly one-third of participants expressed a preference for a scenario that would allow significant amounts of high density development along Animas View Drive.
- Overall, participants preferred the Growth Centers (40.0%) to the Compact Scenario (34.3%)
- Factors affecting participants' choices included residential densities, employment opportunities, open space preservation and the proportion of mixed use development. When responses were correlated to determine how these factors affected the selection of a preferred scenario participants cited the following positive and negative factors:

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- Scenario A:
 - Positive: amount and location of open space should be increased
 - Negative: employment opportunities (unclear intent)
- Scenario B:
 - Positive: amounts of mixed use and employment opportunities
 - Negative: amount of employment uses and open space should be increased, as should residential densities
- Scenario C:
 - Positive: residential densities and amount of open space retained,
 - Negative: lack of mixed use, commercial, industrial and open space lands.

COMPREHENSIVE PLAN UPDATE**ALTERNATIVE FUTURES**

While we rely on past trends and reasonable expectations to project growth and change within the City, predicting the future is an inexact science at best. In the absence of a crystal ball, it is foolish not to consider alternate futures for the City. While only a few possible alternatives are discussed here, they remind us that a Plan must be flexible enough to accommodate changing needs and opportunities, while firm enough to maintain the standards and vision of the City. The following alternatives are referred to as "wild cards," as the realization of any of these situations could drastically change the way that the City grows and develops, and would create a new paradigm for planning.

Wild Card #1 – Rising Energy Costs

Rising energy costs have led the headlines in recent years, and the impacts on personal, corporate and public budgeting and wealth cannot be discounted in planning. Although transportation and heating costs are often the first two problems associated with rising fuel costs, the effects are eventually felt throughout the economy, with higher costs and inflation impacting all aspects of production and shipping of goods and services. Rising construction costs and inflation can depress growth and change consumer preferences. Rising fuel costs could dramatically undercut tourism, one of the pillars of the local economy. What if gasoline were to rise to \$5 or \$10 per gallon? While there are not many short-term solutions to the problems this will cause, there are many ways that the City can respond in the long-run that will ease this burden on the community.

- One of the first ways that rising costs will impact the Durango community is in transportation and shipping costs. As most goods are shipped into Durango via truck, rising trucking costs will be passed onto consumers as part of a rising cost of goods, impacting local retailers and reducing discretionary spending.
- As operating private automobiles becomes cost prohibitive, it is likely that people will want to live closer to their jobs, and to have more mobility options, including transit, car/van pooling, park and ride, walking and biking.
- It is important to avoid development typologies that would preclude transit options as they become more necessary in the future. Transit is neither cost effective nor convenient to use in low-density neighborhoods. Generally, residential areas must be at a density of 8 or more units per acre to make transit a viable option.
- An additional way to encourage transportation options is to mix uses, so that people have the opportunity to live, work and shop in the same neighborhood, removing the need to travel long distance for employment options and daily necessities.
- As costs to heat and cool homes increase, consumers might prefer smaller, more efficient homes that take advantage of passive solar other alternative heating/cooling systems.
- Tourism is very important to the City of Durango and the surrounding areas. If discretionary spending were to decrease drastically across the nation due to high energy costs, the tourism and hospitality industries would experience a great contraction, leading to layoffs and job loss in the service and retail sectors.

COMPREHENSIVE PLAN UPDATE**Wild Card #2 – “Aspen-ization” of Durango**

Aspen, Colorado is well recognized as a place that is unaffordable, by any definition, for the “regular” people who live and work there. As a high-priced resort town with an overwhelming number of wealthy, second-home owners, people who actually work in Aspen are priced out of the in-town real estate market. Those workers often live in the surrounding communities, and must commute to work at the hotels, shops, restaurants and resorts.

As Durango shares many of the characteristics that make Aspen such a desirable locale, such as a scenic location, a ski resort, a healthy downtown and high quality dining and cultural activities, many Durango residents have voiced the concern throughout the planning process that Durango could become “Aspen-ized.” This is interpreted as the fear that housing will become even more unaffordable for middle income residents, that second-homeowners will increase as a proportion of homeowners in the community, that downtown will become host to exclusive national chains as opposed to local shops, and that the overall character and values of the community will change in a negative way. The strong recent growth and growth projections presented as part of this planning process have helped to fuel this fear, as many long-term residents see Durango moving away from its small town roots and more towards a role as a regional employment and service center.

It is important to note that there are varying views in the community on how Durango’s growth will impact the “Aspen-ization” of the City. In public workshops, some participants decried the growth in the area and want to slow growth in an effort to remain a small town, while others want to allow growth to relieve the pressure driving home prices up. It is possible in either a low growth or high growth setting to see Durango become more like Aspen in terms of character. If this were to occur, there would be several ways the City could respond.

- The City would need to become more aggressive in affordable housing policies to allow service workers to live near their jobs in the City, to maintain the employee base in the area and protect existing residents.
- Even with affordable housing policies, a great amount of the population would likely be pushed further from the center of Durango to the growth fringes, necessitating expansion of urban facilities and services into the County. Taxes and rates would likely increase to pay for increased and expanded services in formerly rural areas.
- Surrounding towns, such as Bayfield and Ignacio would likely grow as fewer workers could afford to live in Durango. This would increase traffic along highway corridors throughout the region, possibly necessitating increased transit options among the region’s communities.
- An influx of wealthy second homeowners would change demands for services within the City. Additionally, the different consumer preferences of wealthy residents and visitors will change the existing mix of businesses, especially in the downtown area. Second homeowners, who reside only part of the year in Durango, could bring an influx of money into the area that could help expand services for year-round residents. Conversely, seasonal occupancy would amplify seasonal peaks and lulls in traffic, utility demands and retail/service business. More importantly, seasonal occupancy would change neighborhood and community dynamics.
- Additional resorts will locate near Durango, bringing increased service employment opportunities. Resorts and other tourist-based industries might assert political influence to keep other industries out of Durango, such as base sector jobs, in order to maintain the scenic nature of the City and its desirability as a tourist location.

COMPREHENSIVE PLAN UPDATE**Wild Card #3 – Rural Development of Ewing Mesa**

In all three of the defined scenarios, Ewing Mesa is expected to develop with a mix of uses at urban densities, accommodating much of the projected growth over the next 25 years. If market conditions, the high costs of infrastructure, or some other factor were to preclude development of the Mesa at urban densities, a great deal of the projected growth would have to locate elsewhere, leap-frogging to outlying areas where infrastructure and services would have to be expanded in a less efficient and more costly way.

- If Ewing Mesa is not developed at urban densities, the City would need to define alternate locations that are appropriate for growth, to prevent even more fragmentation of activity centers and urban development in the community. Greater intensities would be needed along La Posta Road or in Grandview to accommodate projected growth. These and other areas would be removed further from the City and the existing employment and service centers, thus increasing the need for new development to contain a mix of uses and have a high internal capture rate of trips to avoid excessive traffic generation.
- To prevent leap-frog development, which would occur if Ewing Mesa develops at 35-acre parcels, which are not subject to development regulations, the City could a) coordinate with the property owner to address infrastructure challenges that impede urban development, or b) purchase the Mesa to facilitate urban development. Either of these approaches would require a funding source, public-private development agreements and other fiscal, regulatory and development expertise.

Table 17: Summary Scenario Comparison

Land Use / Average Density	1997 Plan Plus		Growth Centers		Compact Growth		Existing*	
	Acres	Percent	Acres	Percent	Acres	Percent	Acres	Percent
Rural (35 Acre Minimum)	2,346	10%	4,636	19%	4,972	21%		
Rural Estates (10 Acres Minimum)	1,514	6%	349	1%	462	2%		
Rural Residential (1 DU/3 Acres)	4,244	18%	4,015	17%	5,294	22%		
Residential - Large Lot (1 DU/Acre)	2,615	11%	742	3%	729	3%		
Residential - Low Density (3 DU/Acre)	1,613	7%	2,261	9%	2,161	9%		
Residential – Medium Density (8 DU/Acre)	1,164	5%	1,429	6%	1,263	5%		
Residential - High Density (16 DU/Acre)	98	0%	115	0%	158	1%		
Commercial	649	3%	879	4%	822	3%		
Industrial	381	2%	596	2%	242	1%		
Mixed Use (9 DU/Acre)	925	4%	1,183	5%	208	1%		
Mixed Commercial / Industrial	466	2%	378	2%	369	2%		
Office/Business Park	84	0%	653	3%	203	1%		
Institutional / Public	891	4%	853	4%	853	4%		
Parks & Recreation	1,158	5%	771	3%	750	3%		
Conservation / Open Space	5,972	25%	5,289	22%	5,665	23%		
Reservoir	28	0%	N/A	-	N/A	-		
Total	24,150	100%	24,150	100%	24,150	100%		
Housing & Population	Units	Percent	Units	Percent	Units	Percent	Units	Percent
Low Income Units	6,300	241%	6,926	933%	4,936	677%	2,894	33%
Middle Income Units	7,802	298%	8,927	1203%	7,558	1037%	3,685	42%
High Income Units	6,024	230%	6,247	842%	5,077	696%	2,126	24%
Total Units	20,127	770%	22,098	2978%	17,570	2410%	8,705	100%
Total Population (2.23 persons/household)	44,883		48,991		39,605		18,960	

*Existing Land Use is detailed in Table 3.

COMPREHENSIVE PLAN UPDATE

Employment	Jobs	Percent	Jobs	Percent	Jobs	Percent	Jobs	Percent
Basic Sector	8,481	20%	8,310	18%	7,316	22%	5,532	26%
Service Sector	17,331	41%	18,256	38%	18,392	56%	10,697	51%
Retail Sector	8,455	20%	7,844	17%	7,274	22%	4,834	23%
Total Employment	41,813	82%	47,418	73%	32,982	100%	21,063	100%
Jobs/Housing Ratio	2.08		2.16		1.9		2.42	
Transportation Impacts								
	2030			Build-Out				
	1997 Plan Plus	Growth Centers	Compact Growth	1997 Plan Plus	Growth Centers	Compact Growth		
Vehicle Miles Traveled (VMT)	3,047,090	3,051,681	3,090,194	4,177,090	4,200,845	4,308,348		
Vehicle Hours Traveled (VHT)	58,671	58,537	59,159	87,879	89,628	94,210		
Vehicle Hours of Congestion Delay	3,071	2,673	2,785	12,047	13,265	14,592		
Congested VMT	383,297	434,074	409,629	1,294,309	1,244,781	1,127,131		
Percent VMT Congested	12.60%	14.20%	13.30%	31.00%	29.60%	26.20%		
Percent Lane Miles Congested	3.00%	3.60%	3.10%	10.10%	9.30%	9.50%		
Total Trips	280,333	280,949	281,862	381,884	383,811	384,369		

COMPREHENSIVE PLAN UPDATE**IMPLEMENTATION IMPLICATIONS AND CONCLUSIONS**

The three scenarios offer distinct approaches to development of key greenfield (undeveloped) properties in the Planning Area. As previously discussed, these scenarios have distinct implications for development capacity, and, in the case of the La Posta Road area, traffic congestion. Each scenario also has distinct implementation implications – strategies that will need to be pursued to ensure that the scenario is consistent with the City's goals.

South Durango Sanitation District. For each scenario, the South Durango Sanitation District's policies and capacities generate considerable uncertainty. The District's ability and willingness to expand, combined with the historically high costs for connectivity, could reduce development pressures within the District, increase development pressures outside the District, and create pressure for development of alternative wastewater systems outside the City and the District. Each of these events would reduce the viability of the City's future land use plan, particularly under the Growth Centers and 1997 Plan Plus scenarios. To minimize this risk, the City could pursue some combination of the following strategies:

- Seek to take over the South Durango Sanitation District – note that purchase of the district would likely force the City to increase rates and fees throughout its service area, or to establish a two tier rate and fee structure.
- Coordinate with the South Durango Sanitation District to help fund needed improvements – this arrangement may be less costly than purchase of the District, but would likely increase City liabilities.
- Coordinate with La Plata County to ensure that no new sewer service is provided that would compete with the City or South Durango Sanitation District; that densities are limited outside planned service areas to preclude the need for additional sewer service; and that densities within planned sewer service are sufficiently high to ensure sewer service feasibility.

Coordinated Growth Management. As mentioned in the previous paragraph, the City's extra-territorial growth management strategy is contingent on coordination with La Plata County. The City and the County have a long history of coordinating on developments that abut the City. However, the further the property is located from the City and its utility services, the more political capital it requires for the County to manage growth. The Compact Growth scenario, by virtue of its limited boundaries could promote sprawl at its edges, unless the County enacted stringent growth management measures. This sprawl could preclude or severely limit future growth of the City and result in the loss of future tax base. Under the other two scenarios, City plans to extend facilities would reduce pressure for premature development at the fringes of the Planning Area. However, as discussed in the next section, some City/County coordination would be required to ensure that development decisions are consistent with the availability of adequate public facilities.

Adequate Public Facilities (APF) Requirements. Each of the scenarios relies to some degree on the provision of new water, sewer, transportation and other infrastructure to support demands from new development. The City's existing goals and policies require growth to pay its proportionate share of capital costs and to ensure that facilities are available at adopted levels of service at the time new demands are generated. Implementation of APF requirements has been relatively easy when the City is the sole provider of the facility. However, when the City must rely upon the State, South Durango Sanitation District or other providers to ensure adequacy, coordination with public and private entities is essential. For instance, if the Growth Centers scenario is selected for the La Posta Road area, the City is likely to need to:

COMPREHENSIVE PLAN UPDATE

- Coordinate with the County to ensure that premature development is not approved;
- Coordinate with South Durango Sanitation District to ensure that service can and will be provided;
- Coordinate with the County and CDOT to ensure that development does not generate more traffic than the road system (existing and improved) can accommodate; and
- Coordinate multiple property owners to help address the funding challenges associated with the provision of adequate water, sewer and street capacity.

Highways 160 and 550 create the most significant challenges to the implementation of APF standards for streets. The combination of internal and external traffic on these highways will generate high levels of congestion under any of the scenarios. Reduction of the development potential in portions of the City and its planning area or the programming of additional improvements could reduce spot congestion in most areas of the City, but will have limited impact on 160/550. Absent dramatic and potentially undesirable investment in improvements (e.g., bypasses, double-deck roads or freeway construction through the City), Highways 160 and 550 are likely to become increasingly constrained.

Housing Policy. The affordable housing potential is not significantly different between the three scenarios in the year 2030, though the Growth Centers has a greater long-term potential to provide affordable and attainable housing. While this report quantifies the relative potential for affordable housing, the current market is unlikely to provide significant low or moderate income housing unless the public sector encourages or requires its provision.

Quality of Life. Each resident has an independent system for evaluating the quality of life in Durango, but there are several common themes, which are summarized in the City's goals listed earlier in this report. As with housing, these quality of life factors could be maintained to similar degrees under each of the scenarios. There is no doubt that continued growth has and will continue to bring change to the City, resulting in the development of currently undeveloped property, more traffic congestion and more unfamiliar faces. However, under each scenario, the City has similar abilities to define and protect natural and built assets through clear policies, regulations and investments.

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PREFERRED SCENARIO

The preferred scenario primarily combines aspects of each of the other scenarios. **Table 18** shows the land uses for the Preferred Scenario. **Table 17**, above, compares land use by alternative for reference. The Preferred Scenario includes additional land use designations that were developed during the planning process as well as designations intended to accommodate those used in specific area plans. The Preferred Scenario is expressed through the Future Land Use Map, included in **Appendix A**. Note that the update to the fire protection analysis is provided on page 36 of this report.

Land Use Comparison

The Preferred Scenario has a greater amount of both Rural land use (24.0%) and Rural Estates (6.6%) than any of the three Alternatives. However, there is much less Rural Residential (6.8%). Large Lot, Low, Medium and High Density Residential uses are within the average range of the Alternatives. While there is a higher percentage of total Mixed Uses (2.0%) in the Preferred Scenario than the Compact Growth Scenario (1%), there is less than in the 1997 Plan (4%) or Growth Centers (5%). These reductions occurred in the Grandview, La Posta Road, and Animas View Drive areas and in other areas where Mixed Use was converted to Multiple Use – a designation in which mixed uses are optional. While the amounts of independent Commercial (2.6%) and Industrial (1%) are on the low end of the ranges defined in the Alternatives, the amount of Mixed Commercial/Industrial is higher, with 3.6% for the Preferred Scenario compared to 2% for the three Alternatives. Much of this increase occurred in the Grandview and La Posta Road areas to reflect existing conditions. The amount of Office/Business Park (.6%) in the Preferred Scenario is closest to that of the Compact Growth Scenario. There is slightly more Institutional/Public Land (4.9%) than in any of the three Alternatives, and the amounts of Parks/Recreation (3.4%) and Conservation/Open Space (22.1%) are within the average ranges of the three Alternatives.

Table 18: Preferred Scenario Land Use

Use / Average Density	Preferred Scenario	
	Acres	Percent
Rural (35 Acre Minimum)	5,800	24.0%
Rural Estates (10 Acres Minimum)	2,589	10.7%
Rural Residential (1 DU/3 Acres)	1,645	6.8%
Residential - Large Lot (1 DU/Acre)	1,337	5.5%
Residential - Low Density (3 DU/Acre)	1,908	7.9%
Residential – Medium Density (Grandview)	255	1.1%
Residential – Medium Density (8 DU/Acre)	715	3.0%
Residential - High Density (16 DU/Acre)	146	0.6%
Commercial	638	2.6%
Industrial	252	1.0%
Central Business Mixed Use	79	0.3%
Mixed Use (9 DU/Acre)	409	1.7%
Mixed Use (Grandview)	78	0.3%
Mixed Commercial / Industrial	875	3.6%
Multiple Use	153	0.6%
Multiple Use (Grandview)	1	0.0%
Office/Business Park	150	0.6%
Institutional / Public	963	4.0%

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Use / Average Density	Preferred Scenario	
	Acres	Percent
Parks & Recreation	819	3.4%
Conservation / Open Space	5,328	22.1%
Total	24,140	100%

Land Use by Sub-Area

This section describes the land uses that are designated in the future land use map for some of the major sub-areas in the Planning Area, which were compared above for each Alternative Scenario. **Figure 29** shows the future land use legend. The complete Future Land Use Map is found in **Appendix A**.

Figure 29: Future Land Use Legend



COMPREHENSIVE PLAN UPDATE

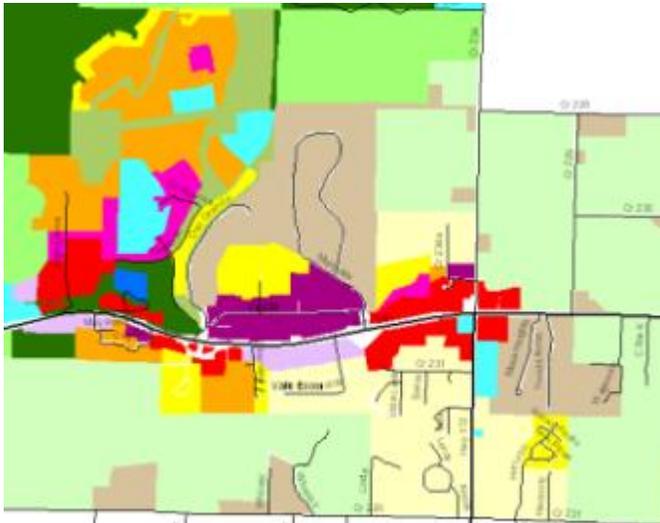
Figure 30: La Posta Road Future Land Use



- The far western reaches of the La Posta Road Area are reserved for Rural use due to steep slopes in the area.
- The Animas Air Park is designated for Industrial Use, with Mixed Commercial/Industrial uses extending to the north and east, along both sides of La Posta Road.
- Two pockets of Multiple Use are located near the northern portion of the area, with an area of Medium Density Residential Uses on the east side of La Posta Road.
- A long stretch of Low Density Residential follows the La Posta Road Corridor on the eastern side of the Road, while lower density Rural Residential stretches south along the western side.
- Additional Rural Residential uses fill in the eastern portion of the area, with small pockets of Public, Rural, Rural Estates and Conservation/Open Space in the northeastern corner of the site.

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Figure 31: Three Springs / Grandview / Elmore's Corner Future Land Use



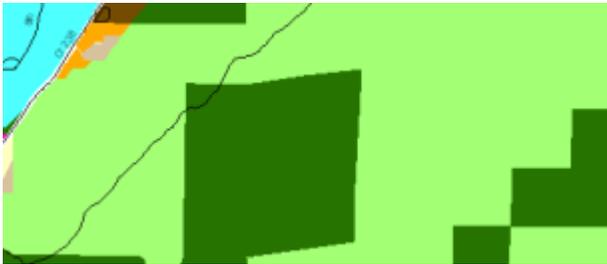
- The Three Springs Development is expected to proceed as planned in the Grandview area, including a mix of uses and Medium and High Density Residential, as well as a community park. Development is concentrated in the Three Springs area.
- The bulk of the development will be located north of I-160 and west of Hwy 172.
- Densities decrease towards the east of this area, with Large Lot and Rural Estates along the eastern boundary. The exception is an area of Low Density Residential located in the southeast corner of the area.
- Large Lot Residential is located south of Hwy 60 along Hwy 152.
- Commercial Uses are clustered around Elmore's Corner.
- Multiple Uses and Low Density Residential surround CR 233.
- Mixed Commercial/Industrial uses are designated along the southern portion of the Hwy 160 corridor, with Commercial and Low and Medium Density Residential Uses on the western end of the corridor.
- Commercial uses are also designated in the far western portion of this area.

Figure 32: South 160/550 Future Land Use



- This scenario includes Mixed Use development along the Animas River with some Commercial development on the eastern side of the River.
- The northwestern portion of the sub-area is reserved for Conservation/Open Space.
- The southwestern portion is designated for Mixed Commercial/Industrial use.
- There is a significant center with Mixed Use, Low and Medium Density Residential and Office/Business Park uses in the northeastern portion of the sub-area.
- There is also Conservation/Open Space and some small Rural areas in the eastern half of the sub-area.

Figure 33: Horse Gulch Future Land Use



- Public land will be retained and the reservoir site will be protected as Conservation/Open Space.
- Much of the site is designated for Rural Use, which allows 1 dwelling unit per 35 acres.

Figure 34: College Mesa Future Land Use



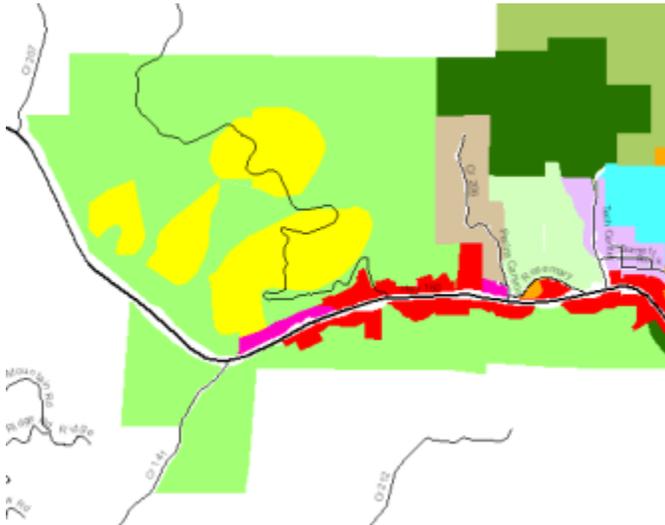
- The northeastern portion of the College Mesa area is Conservation/Open Space and Rural.
- A band of Low and Medium Density Uses stretch from southwest to northeast, with a small area of High Density Residential anchoring the southwest corner.
- Large Lot Residential is located in the north central portion of the sub-area.
- Public Uses (the College) fill a significant percentage of this sub-area.
- Low and Medium Density Residential fill in most of the remainder of the northwest area.

Figure 35: Downtown Future Land Use



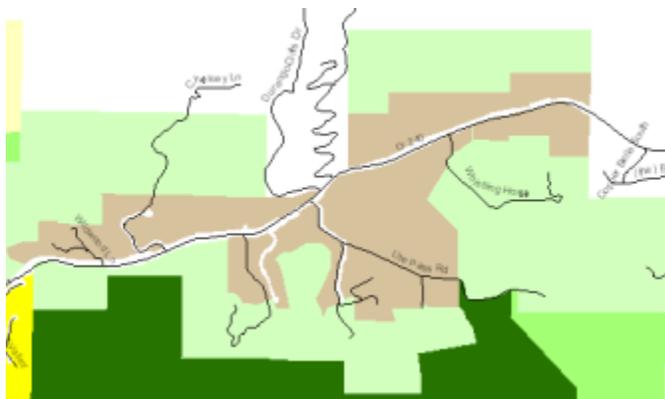
- Downtown will remain the center of civic and governmental activities, and actions will reinforce downtown as the institutional core of the region.
- Some infill and redevelopment along Camino del Rio will occur in accordance with the recently adopted Downtown Vision and Strategic Plan.
- Low and Medium Density Residential, Commercial and Mixed Uses will be the predominant land uses.

Figure 36: Hwy 160 West / Twin Buttes Future Land Use



- The area west of Downtown on the Hwy. 160 corridor is designated for Commercial and Mixed Uses.
- The entire western portion of the sub-area will be predominately Low Density and Rural.
- Twin Buttes will be reserved for Conservation/Open Space.
- A small amount of Rural Residential is designated to the west of the Buttes.
- Some Public and Mixed Commercial/Industrial are located in the eastern portion of the site.
- Parks and Recreation land use reserved in the northeast portion of the sub-area.

Figure 37: Upper Florida Road Future Land Use



- East of Timberline to Edgemont Ranch, this area will be limited to Rural Estates and Rural Residential density uses.
- The southern portion of the sub-area is Rural and Conservation/Open Space.
- There is very limited residential development in this sub-area.

Figure 38: Ewing Mesa Future Land Use



- A large proportion of projected residential and commercial growth will be accommodated on Ewing Mesa.
- Low and Medium Density Residential surround Mixed-Use centers.
- There are two areas of Office/Business Park centers, and a small Commercial Center.
- The development area is surrounded by Rural and Conservation/Open Space.

Dwelling Unit Comparison

The Preferred Scenario achieves a similar amount of infill and redevelopment units to that of the Growth Centers Alternative, however, it includes less greenfield development potential for residential use than either the 1997 Plan or Growth Centers. At a final build-out the Preferred Scenario can accommodate 18,562 dwelling units, as is shown in **Table 19**. The implications of this reduced build-out potential are an increased need to address housing affordability challenges and an increased importance of monitoring land supplies.

Table 19: Preferred Scenario Dwelling Unit Build-Out Potential

	1997 Plan	Growth Centers	Compact Growth	Preferred
Existing Units 2004	8,705	8,705	8,705	8,705
Infill & Redevelopment Units	317	428	373	426
Greenfield Development Potential at Build-out	11,105	12,965	8,492	9,431
Total Units at Build-out	20,127	22,098	17,570	18,562
Population	44,883	49,279	39,181	41,394

Employment Comparison

The Preferred Scenario accommodates more employment at build-out than either the 1997 Plan or Compact Growth Alternatives, but less than the Growth Centers Alternative, as shown in **Table 20**. At final build-out, the Preferred Scenario designates enough employment-generating land uses to result in total employment of 42,320, which exceeds projected growth through 2030, but increases the importance of monitoring non-residential land supplies.

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Table 20: Preferred Scenario Employment Build-Out Potential

	1997 Plan Plus	Growth Centers	Compact Growth	Preferred
Existing Employment 2004	21,063	21,063	21,063	21,063
Infill & Redevelopment Employment	38	178	-236	-68
Greenfield Development Potential Employment	20,712	26,177	12,155	21,325
Total Employment at Build-out	41,813	47,418	32,982	42,320

Transportation Comparison

The Preferred Scenario results in more projected auto trips than any of the Alternatives. While the trips result in essentially the same number of miles being traveled, they result in greater traffic delay than those in the 1997 Plan Plus or Growth Centers scenarios. These delays are due to increased congestion. The preferred scenario also results in a significantly lower percentage of trips being captured within traffic analysis zones (TAZ) than the 1997 Plan Plus or Growth Centers scenarios. In other words, more of the total trips involve traveling from one TAZ to another. These reductions in performance of this scenario are due to a variety of factors, including:

- Shifting of traffic to roads that are not programmed for improvement in the traffic model, but can and should be improved (e.g., La Posta Road, Ewing Mesa Road and the Grandview Connector);
- Increased traffic loads on Highway 160/550, which increases the importance of expanding capacity along this critical corridor;
- Less mixed use development in the preferred scenario than in the 1997 Plan Plus or Growth Centers scenarios;
- Changes in the future land use map to reflect already developed or approved single-use development; and
- Changes in the basic assumptions of some of the future land use categories (e.g., density reductions reflect Grandview categories, the addition of the multiple use category that assumes less mixed use, and area).

As is noted in the Transportation Section above, the street system is projected to become increasingly congested under each of the growth scenarios through 2030. As shown in the level of service maps in **Appendix B**, most of the 160/550 corridor will operate at level of service (LOS) E or F under each of the growth scenarios, including the Preferred Scenario. This congestion is already addressed in Comprehensive Plan policies. The maps do indicate the need to upgrade portions of La Posta Road, River Road, Florida Road, the Ewing Mesa spine road and the Grandview/Ewing Mesa connector. Congestion on the first three of these roads may be addressed through creation of a three lane minor arterial cross-section. The latter two will require four lanes of traffic, which should be provided through a parkway or one-way pairs to best fit the desired character and terrain.

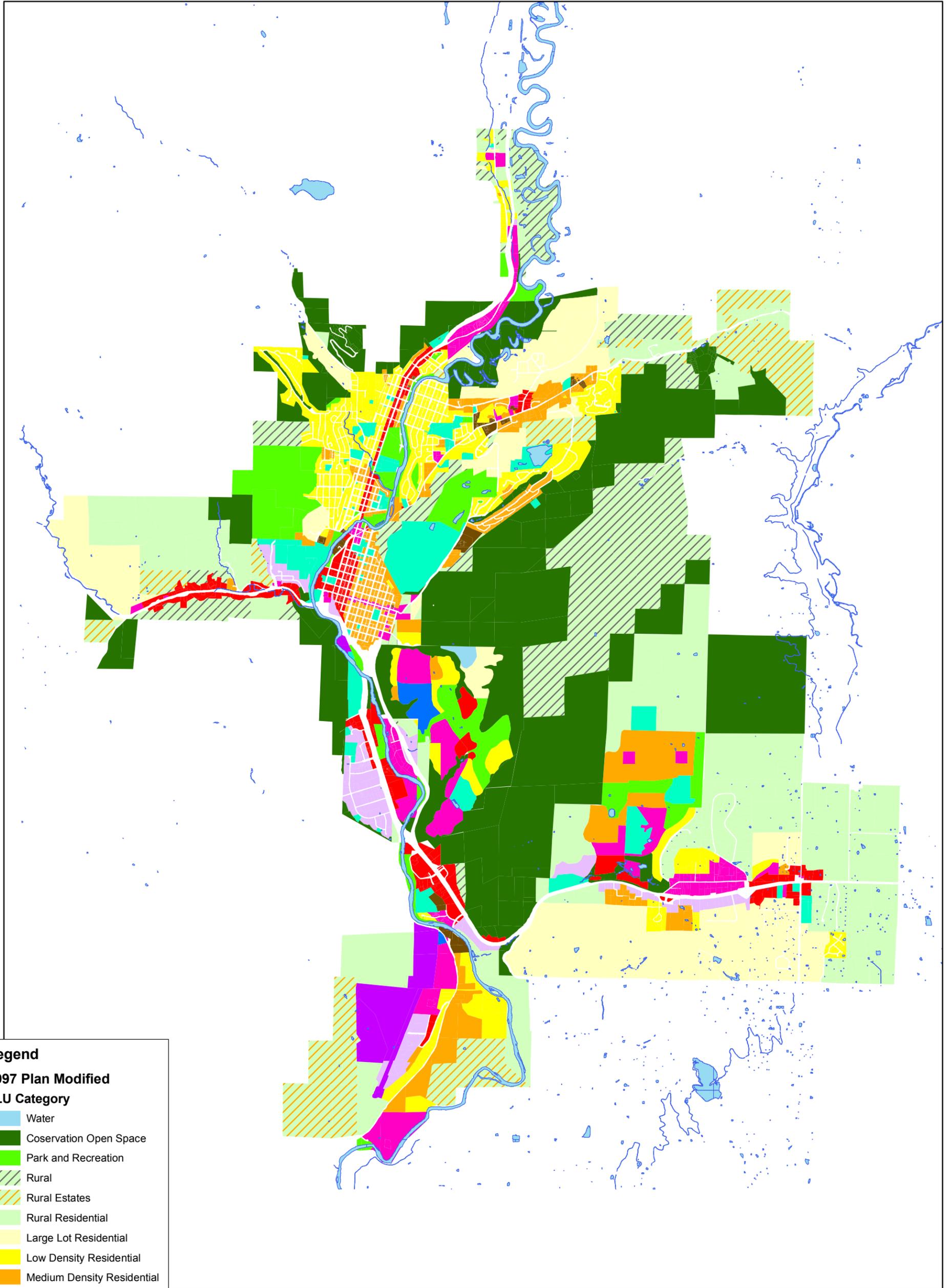
Table 21: 2030 & Build-Out Traffic Comparison

Travel Factor	2030					Build-Out			
	2004	1997 Plan Plus	Growth Centers	Compact Growth	Preferred	1997 Plan Plus	Growth Centers	Compact Growth	Preferred
Total Auto Trips	157,807	280,333	281,936	281,261	285,455	381,844	383,811	384,369	412,567
Total Vehicle Miles Traveled	184,340	3.55M	3.58M	3.60M	3.40M	4.95M	4.98M	5.05M	4.94M
Congested Vehicle Miles Traveled	41,743	79,721	83,785	83,374	81,767	123,542	125,521	129,101	130,406
Vehicle Hours of Congestion Delay	302	3,071	3,538	2,853	4,707	12,307	13,515	15,042	19,246
% Within TAZ	13.87%	18.91%	19.06%	19.12%	13.13%	31.18%	31.50%	15.30%	17.93%

APPENDIX A

Scenario Land Use Maps & Preferred Scenario (Future Land Use Map)

Scenario A - 1997 Plan Plus



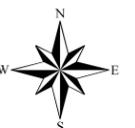
Legend

1997 Plan Modified

FLU Category

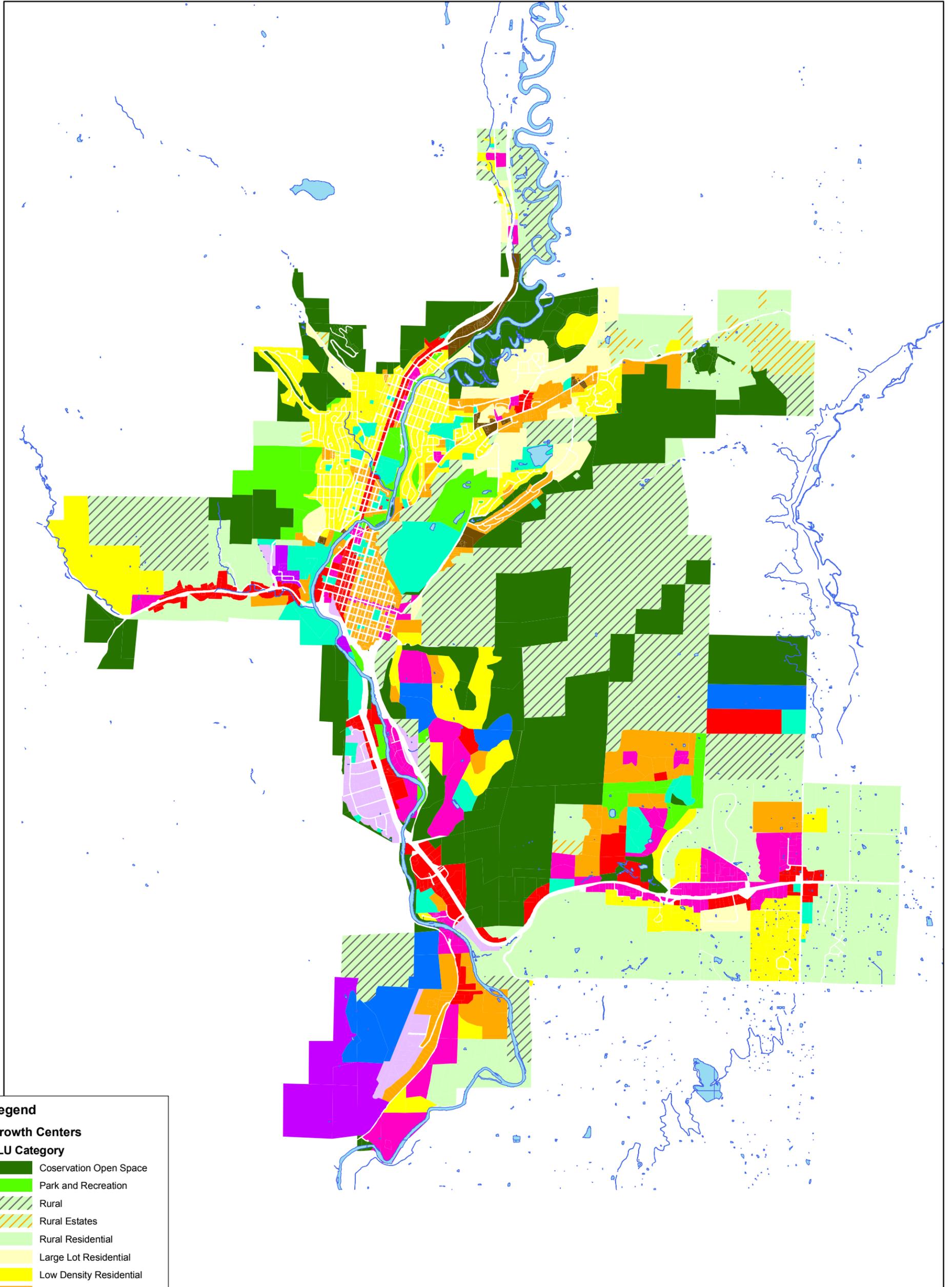
-  Water
-  Conservation Open Space
-  Park and Recreation
-  Rural
-  Rural Estates
-  Rural Residential
-  Large Lot Residential
-  Low Density Residential
-  Medium Density Residential
-  High Density Residential
-  Mixed Use
-  Commercial
-  Mixed Commercial/Industrial
-  Industrial
-  Business Park
-  Public/Quasi Public

0 0.5 1 2 Miles



Please use this map as a guide and not as definitive information. The areas depicted by this map are approximate and are provided for illustrative purposes only. While every effort has been made to ensure the accuracy, completeness, correctness, and timeliness of information presented within this map, the burden for determining appropriateness for use rests solely with the user. This map is provided "as is" with no warranties, express or implied.

Scenario B - Growth Centers Scenario

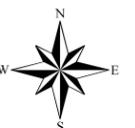
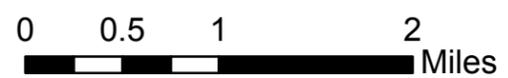


Legend

Growth Centers

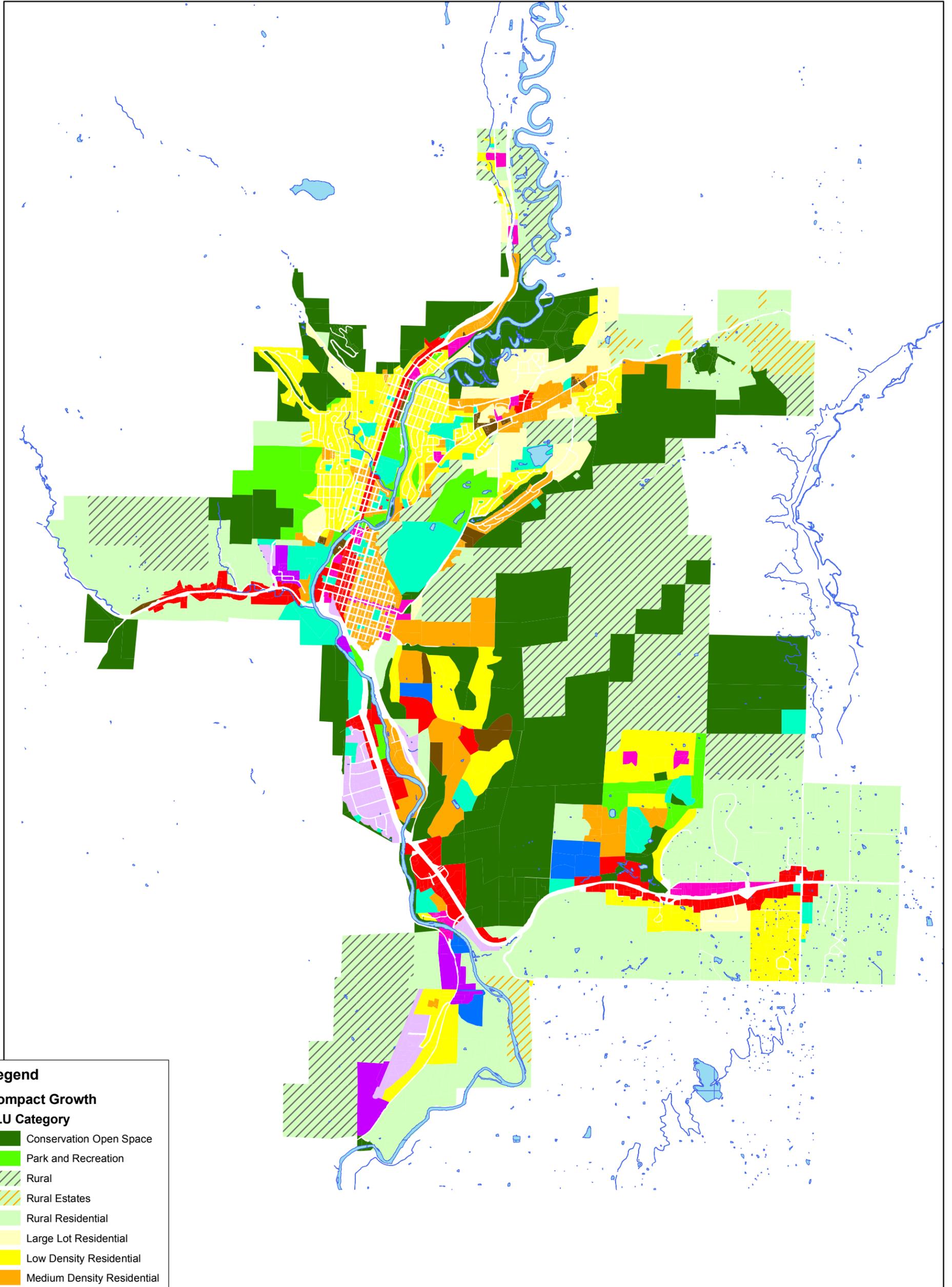
FLU Category

- Conservation Open Space
- Park and Recreation
- Rural
- Rural Estates
- Rural Residential
- Large Lot Residential
- Low Density Residential
- Medium Density Residential
- High Density Residential
- Mixed Use
- Commercial
- Mixed Commercial/Industrial
- Industrial
- Business Park
- Public/Quasi Public



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Scenario C - Compact Growth

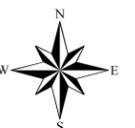


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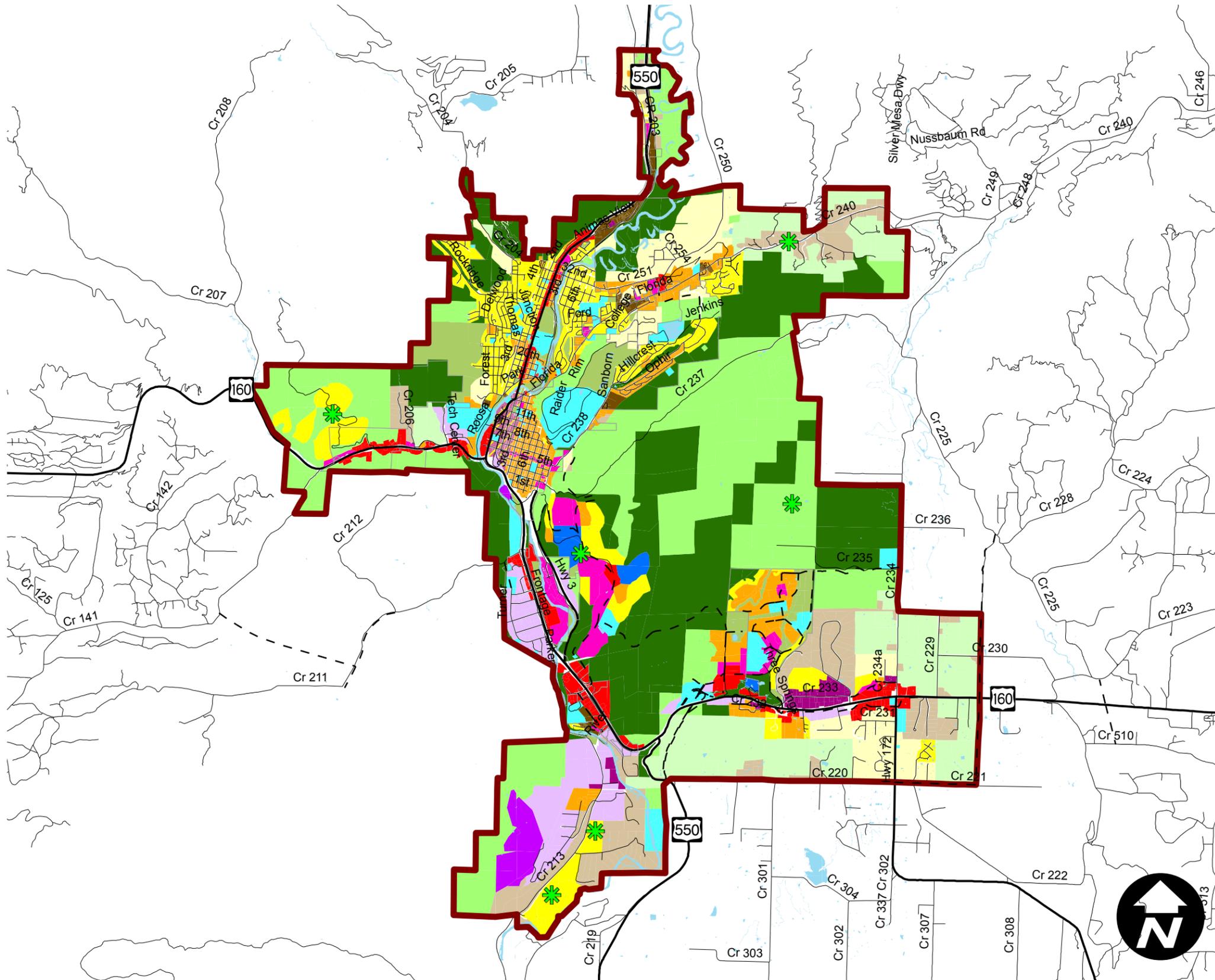
Compact Growth FLU Category

-  Conservation Open Space
-  Park and Recreation
-  Rural
-  Rural Estates
-  Rural Residential
-  Large Lot Residential
-  Low Density Residential
-  Medium Density Residential
-  High Density Residential
-  Mixed Use
-  Commercial
-  Mixed Commercial/Industrial
-  Industrial
-  Business Park
-  Public/Quasi Public

0 0.5 1 2 Miles



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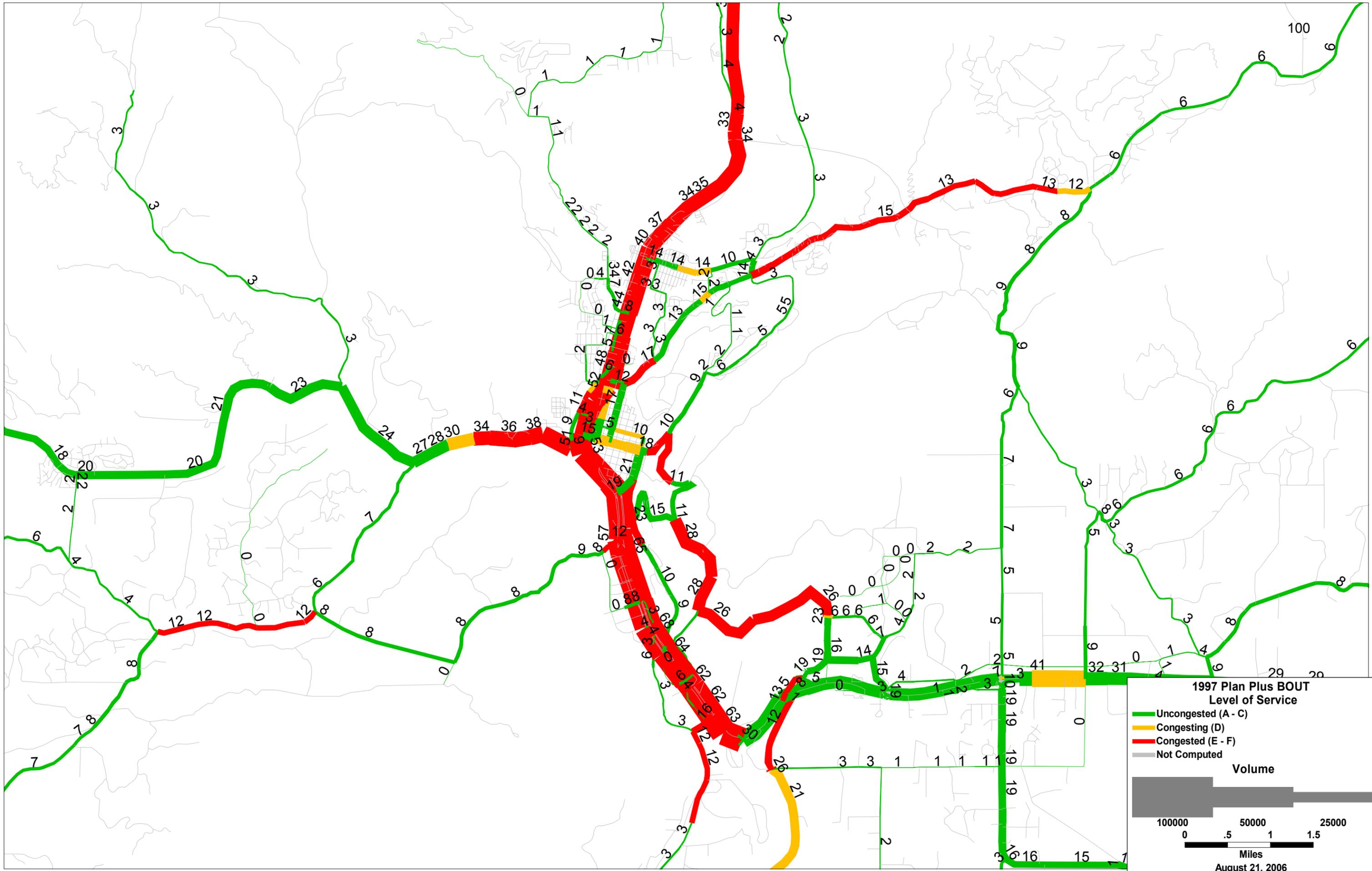
Legend

-  Specific Policy Area These areas are subject to specific policies, affecting the timing, type, density and location of authorized land uses.
-  Future Roads
-  Plan Area
-  City Limits
- Roads**
-  Highway
-  Local
-  Water
- Future Land Use**
-  Conservation Open Space
-  Park and Recreation
-  Rural (1 DU per 35 Acres, Minimum)
-  Rural Estates (1 DU per 10 Acres, Minimum)
-  Rural Residential (1 DU per 3 Acres, Minimum)
-  Large Lot Residential (1 to 3 Acres)
-  Low Density Residential (1 to 4.99 DUs / Acre)
-  Medium Density Residential (5 to 11.99 DUs / Acre)
-  High Density Residential (12 - 24 DUs / Acre)
-  Mixed Use (Up to 24 DUs / Acre)
-  Central Business Mixed Use (Up to 24 DUs / Acre)
-  Multiple Use
-  Commercial
-  Mixed Commercial/Industrial
-  Industrial
-  Business Park
-  Public/Quasi Public



APPENDIX B

Transportation Level of Service Maps



**1977 Plan Plus BOUT
Level of Service**

- █ Uncongested (A - C)
- █ Congesting (D)
- █ Congested (E - F)
- █ Not Computed

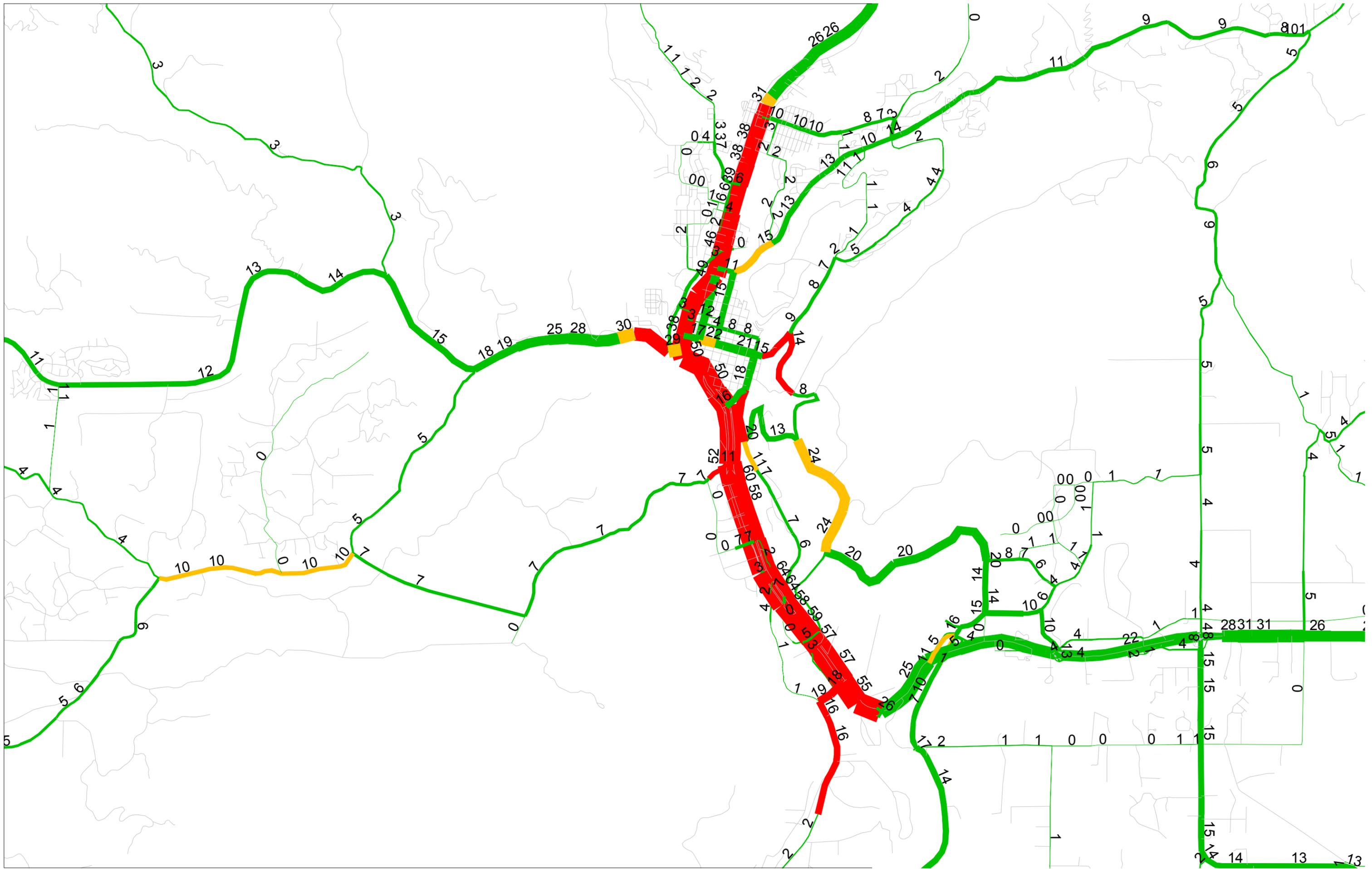
Volume

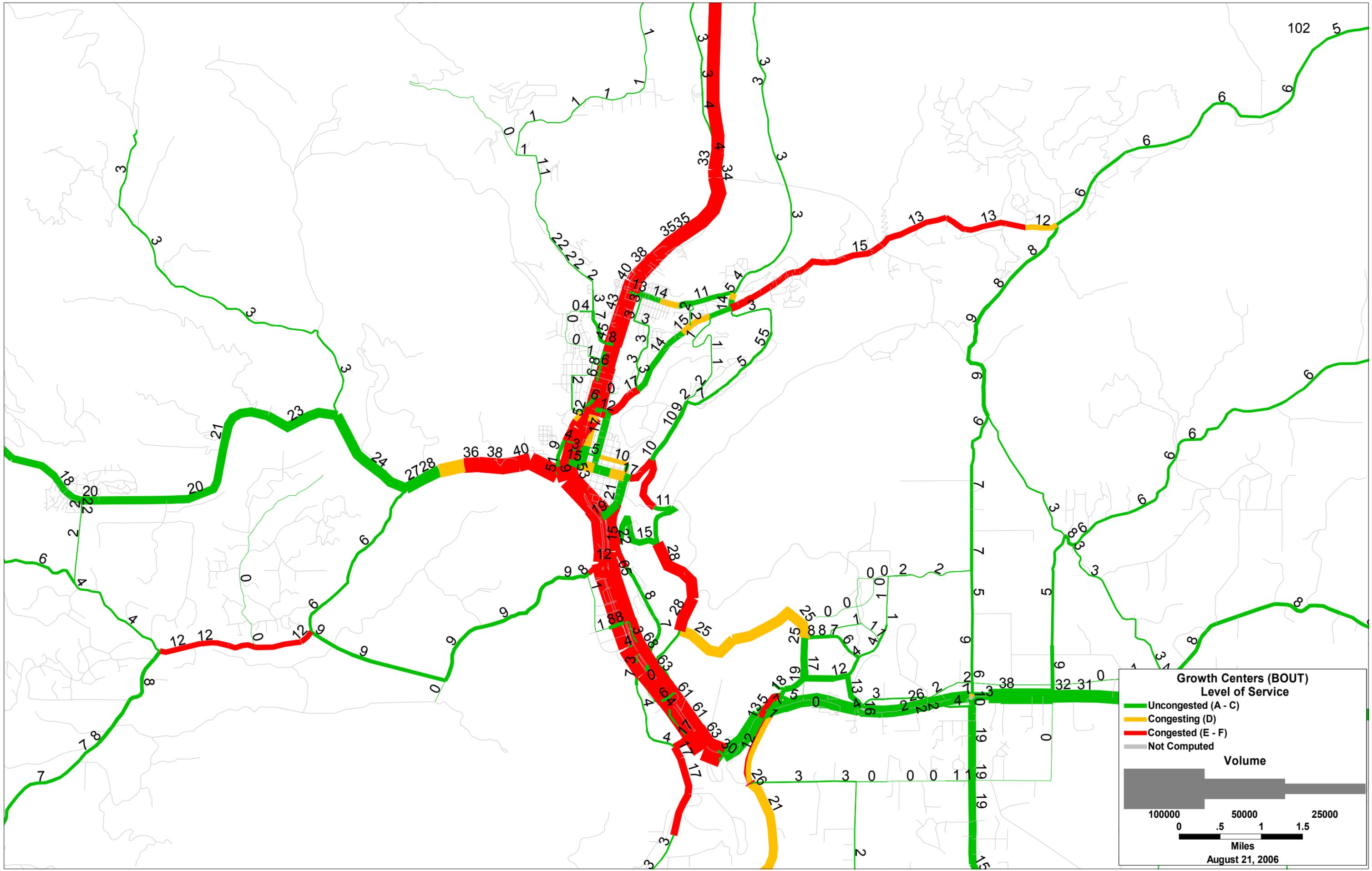
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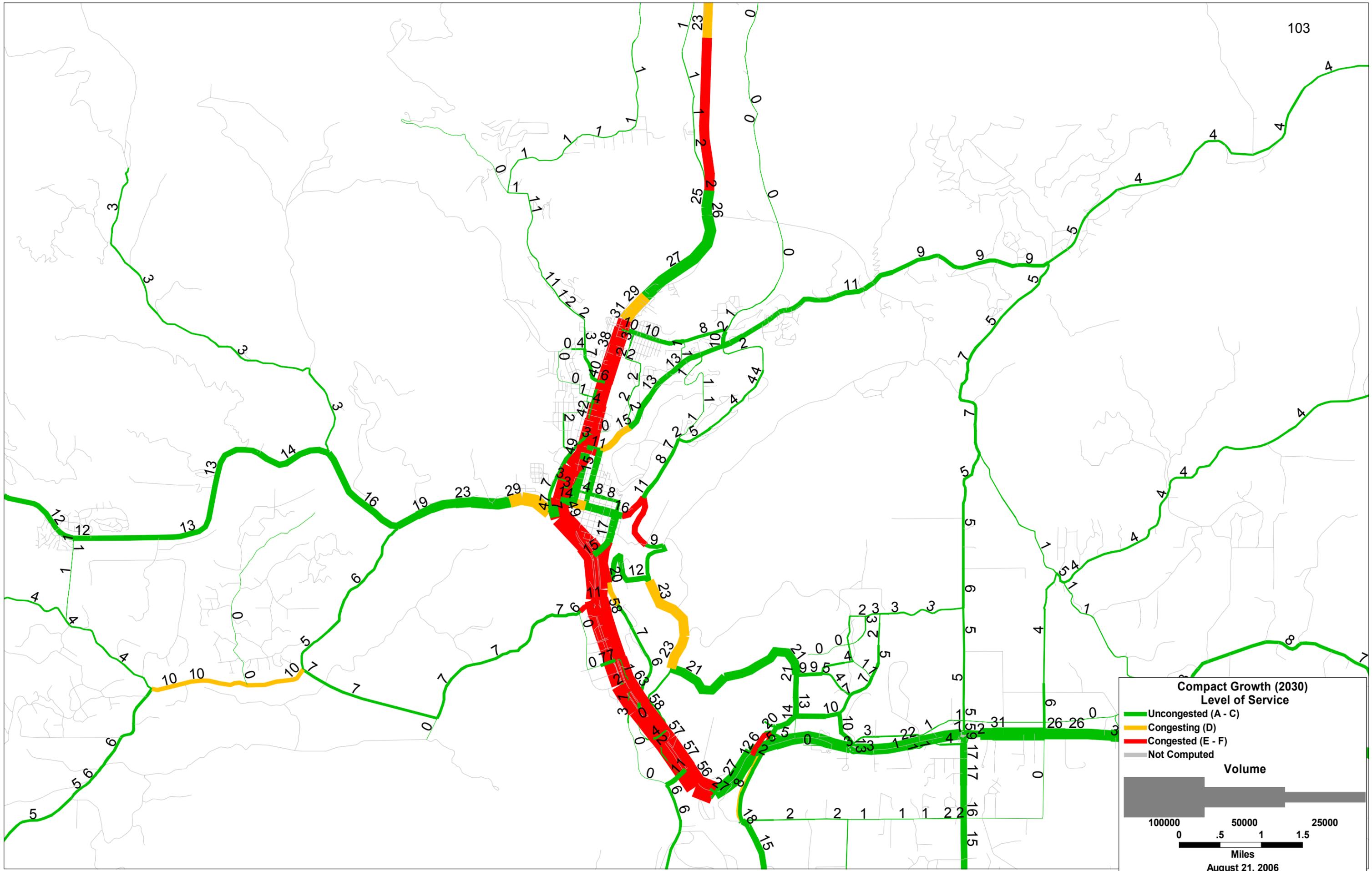
0 .5 1 1.5

Miles

August 21, 2006







**Compact Growth (2030)
Level of Service**

- Uncongested (A - C)
- Congesting (D)
- Congested (E - F)
- Not Computed

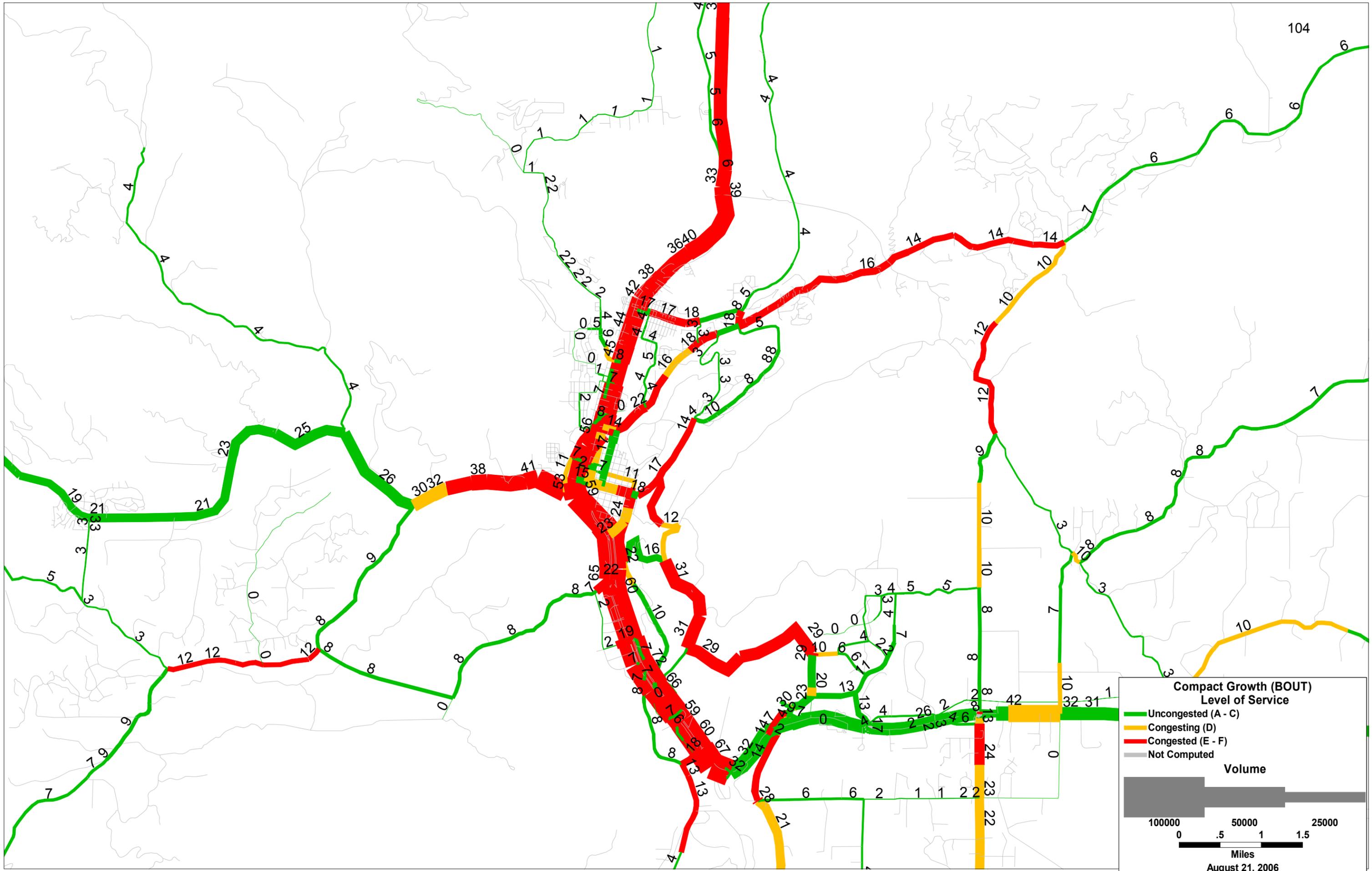
Volume

100000 50000 25000

0 .5 1 1.5

Miles

August 21, 2006



**Compact Growth (BOUT)
Level of Service**

- Uncongested (A - C)
- Congesting (D)
- Congested (E - F)
- Not Computed

Volume

100000 50000 25000

0 .5 1 1.5

Miles

August 21, 2006
