SOUTHFORK CHARACTER DISTRICT MASTER PLAN

Prepared By:
The City of Durango Community Development Staff
Crader Properties LLC, and
GRVP LLC

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Mayor Pro Tem Dick White
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# SOUTHFORK CHARACTER DISTRICT MASTER PLAN

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SECTION 1 - INTRODUCTION

Purpose
The City of Durango has targeted the old Southfork ranch property to serve as a regional commercial area for Durango. The purpose of the Southfork Character District Master Plan is to establish the vision, and define land use, circulation and utility standards for the future development of the Southfork Plan Area.

The Southfork planning process began in 2011 when City staff supported a Comprehensive Plan Amendment to change the land use designations of the Southfork properties to uses related to regional commercial. Later in 2011, City staff supported the annexation of four of the properties into the City of Durango and the subdivision to create a fifth property (Lot 3). At the time of the annexation, Lot 3’s Conceptual Development Plan was also approved. These planning efforts received Planning Commission and City Council approvals.

It is the intent of this Plan to provide a framework for regional development, which, over time, will ensure that the built environment of the Plan Area will be cohesive with the overall vision of the Plan and ultimately the City of Durango. This Plan will be used as a tool in the review and approval process of development proposals for the Plan Area. Responsibility for interpretation of the vision, development standards and guidelines lies with the City of Durango and the Community Development Department.

The main stakeholders of the Southfork Plan Area include Crader Properties LLC (the Crader family), GRVP LLC (the owner of Lot 3), and the City of Durango. The City of Durango has played a large role in the design, financing and oversight of the construction of Wilson Gulch Drive, which connects the Three Springs development and Mercy Regional Medical Center with the new Highway 550/160 Interchange.

What is a Character District
In 2014 and 2015, the City Council adopted updated Goals, Objectives and Action Steps for 2014, 2015 and 2016 to help guide their policy-making decisions. One of the Objectives, Objective 4.1, is to "Create districts in the community that embrace the unique character of the area". Action Steps under this Objective include the creation of ten Character Districts within the City of Durango, with the Southfork Plan Area listed as one of the Character Districts. Since Southfork is one of the first Character Districts that City Staff will analyze, Staff has spent some time determining what defines a Character District, what type of documentation is needed to analyze a Character District, what process should be used, and what constitutes the desired outcomes from creating Character Districts.

The City's intent with this process was to provide design guidance and comprehensive planning knowledge, in collaboration with the property owners, to determine an overall cohesive vision for the Southfork Plan Area. This process included:

1. Analyzing infrastructure;
2. Assessing connectivity;  
3. Reviewing land uses;  
4. Planning for public amenities; and  
5. Determining a unified design palette for all future development within the Southfork area.

The greatest advantage of a City-coordinated planning effort is that the Crader properties and the GRVP property are planned in unison to create a cohesive development for the City of Durango’s future regional commercial area. This process will also be beneficial to the property owners providing them, or future developers, with a clear set of criteria for how the area should be developed so that the City’s Planned Development (PD) review process for Southfork will be predictable and efficient. A Planned Development is a zone district negotiated between the city and property owners with the intent to provide custom land use and design solutions to the specific site – in this case, the Southfork area.

The final products for this Character District process include:
- A Conceptual Development Plan of the Southfork area ready to be processed through the City’s Planned Development process; and
- The Southfork Character District Master Plan document, which includes the vision and standards to create a cohesive design for the entire Plan Area that is specific to regional commercial and mixed uses.

Both of these products provide assurance for future developers on what is allowed in the Plan Area and thereby contribute value to the project.

**Plan Area**

**Location**

The City of Durango is located in La Plata County, which is in southwest Colorado at the junction of Highways 550 and 160. Southfork is an old ranch property located southeast of downtown Durango and the older neighborhoods; directly west of the Three Springs development and Mercy Regional Medical Center; and north of Highway 160. Southfork originally included five separate parcels of land totaling approximately 227 acres that were owned by Crader Properties, LLC. Four of the parcels, approximately 160 acres, were annexed into the City of Durango in 2011 and zoned Planned Development (PD) and Rural (R). One of the annexed parcels was further subdivided creating a separate 37-acre parcel of land (Lot 3) that was sold to GRVP LLC. Of the five annexed parcels of land, four parcels (Lots 1, 2, 4 and 5) are still owned by Crader Properties LLC, and one parcel (Lot 3) is owned by GRVP LLC (refer to Figure 1 – Plan Area Map). Parcel A was acquired by the City of Durango as open space, drainage and a portion of the Smart 160 trail corridor; and Right of Way was dedicated to the City for Wilson Gulch Drive.
Figure 1 - Plan Area Map
Vision for Plan Area
As part of the character district planning process, the stakeholders came up with the following vision statements for the Southfork Plan Area:

Southfork Character District Vision:
- To ensure development is compatible with, and does not detract from, Durango’s character
- To promote a comfortable and safe pedestrian atmosphere with opportunities for public spaces
- To encourage a mixture of uses and sizes of structures
- To break up the apparent mass and scale of large retail structures
- To enhance the visual impacts of large parking lots
- To encourage the preservation of views and vistas to natural features including open spaces and mountains
- To promote an integrated multimodal transportation system meeting the needs of all modes linking Southfork to adjoining uses

Site Conditions

Existing Land Uses
The Southfork Plan Area is mostly vacant pastureland that has been used for grazing for many years. The only existing development in the Plan Area is comprised of oil/gas wells and Lot 4, which is currently being used for self-storage units.

Existing Circulation
Wilson Gulch Drive is the primary road in the Plan Area and was constructed in 2015-2016. Wilson Gulch Drive connects the new Highway 550/160 interchange with Three Springs Boulevard to the east. It bisects the Southfork Plan Area, providing access to the future Plan Area properties, Mercy Regional Medical Center, and the Three Springs development.

The only other existing circulation route in the Plan Area is High Llama Lane. Currently, High Llama Lane takes access off of Highway 160 and is located within an easement running approximately ¾ of a mile to the north of Highway 160. High Llama Lane currently serves the Plan Area properties and approximately 10 additional properties located within unincorporated La Plata County. At the completion of Wilson Gulch Drive, High Llama Lane will terminate at Wilson Gulch Drive and no longer connect to Highway 160.

Opportunities and Challenges
The opportunities and challenges analysis included a variety of methods to collect and analyze data, including: a visual survey; a land use survey; document research; and stakeholder input. The following came out of the opportunities and challenges analysis for the site:
### Opportunities:
- Greenfield development
- Relatively flat property
- Zoned for regional commercial uses with some residential and public uses
- Adjacent to Three Springs with an approved 2,283 housing units
- Adjacent to Mercy Regional Medical Center
- Adjacent to open space and drainage areas for potential public amenities
- Near new Highway 550/160 interchange
- Wilson Gulch Drive provides access
- Future connection to Ewing Mesa
- Adjacent to the future Smart 160 Trail
- Adjacent to Grandview Ridge/Telegraph trail systems
- Future pedestrian connectivity to Three Springs and Mercy Regional Medical Center
- High visibility from Highway 160 and future Highway 550 South

### Challenges:
- Adjacent to rural residential uses
- Lack of vehicular connectivity to Three Springs and Mercy Regional Medical Center
- Phasing/extensions/cost of Infrastructure
- High visibility therefore high expectations for design
- Future connection to Ewing Mesa
- Connectivity and cohesiveness between properties
- Creating flexible mechanisms to adjust the use mix with market demand through time
- Oil and gas development

### Relationship to Other City Documents
While the Southfork Character District Master Plan Document is meant to guide development in the Southfork Plan Area, it is not an exclusive document. There are other City documents that provide oversight of the Plan Area and will need to be referred to during development review. Such documents include the City’s Land Use and Development Code (LUDC), Comprehensive Plan, Commercial Use Design Guidelines, and the Crader Addition Annexation Agreement. While writing this document, Staff also referred to the Three Springs Codes & Standards, and Design Guideline documents.

### Land Use and Development Code (LUDC)
The LUDC is the City’s zoning and land use control document. The City adopted a new LUDC in 2014. As part of the new LUDC, Design Standards were adopted for all commercial and mixed-use developments within the City of Durango.
Other new LUDC standards that apply to the Southfork Plan Area include, but are not limited to, fence standards, landscape standards, lighting standards and sign standards. The standards of the LUDC, in association with the City’s adopted Commercial Use Design Guidelines, and the standards of the Southfork Character District Master Plan document, will apply to all the properties within Southfork Plan Area.

**Zoning**

In 2011, four of the five Southfork properties were annexed into the City of Durango with one lot being subdivided to create five properties. Lots 1, 3, 4 & 5 were zoned Planned Development (PD) and Lot 2 was zoned Rural (R), which is now Rural Agriculture (RA) in the new LUDC. As part of this Character District Master Plan, the PD for Southfork will need to be amended in order to make the City’s zoning map consistent with the proposed Southfork Conceptual Development Plan (see Figure 2 - Proposed Zoning Map below).
Figure 2 – New Zoning Map
**Comprehensive Plan**

In 2011 the Southfork properties went through a Comprehensive Plan Amendment process to change the Future Land Use Map designations, this occurred prior to the properties being annexed into the City of Durango and therefore was based on the 227 acres. As part of this Character District process, another Comp Plan Amendment to the Future Land Use Map was approved. This new Comp Plan Amendment only included the 160 acres that have been annexed into the City.

Before 2007, the Future Land Use Map designations were as follows (based on 227 acres):
- Rural: 29 ac.
- Public: 14 ac.
- Commercial: 55 ac.
- Mixed Use (up to 24 du/ac): 19 ac.
- Conservation/Open Space: 13 ac.
- Mixed Commercial/Industrial: 8 ac.
- Park and Recreation: 50 ac.

In 2011, the Future Land Use Map designations were amended as follows (based on 227 acres):
- Rural: 102 ac.
- Public: 10 ac.
- Medium Density Residential (5-11 du/ac): 5 ac.
- Commercial: 105 ac.
- Conservation/Open Space: 5 ac.

In 2016, the Future Land Use Map designations were amended as follows (based on 160 acres) (refer to Figure 3 – Future Land Use Map):
- Rural: 27 ac.
- Public: 10 ac.
- Multiple Use: 24 ac.
- Commercial: 94 ac.
- Conservation/Open Space: 5 ac.

Below is an explanation of the Future Land Use Map designations as outlined in the 2007 Comprehensive Plan document:
- **Rural**: Max 1 DU/35 acres. Private land that will remain in parcels of 35 or more acres. Most of these parcels will receive no urban level services.
- **Public**: Public and quasi-public uses, such as schools, government facilities, cemeteries, hospitals and churches.
- **Multiple Use**: <24 DUs per acre. Allows a mix of residential and commercial development or single use development. Non-residential uses should be limited to retail, office, service and quasi-public uses with no outdoor storage, display or operations.
**Commercial**: Permits a wide range of commercial development (e.g., office, retail, service), with all operations and storage being contained within the primary buildings (e.g., grocery stores, the mall, factory outlet stores, hotels, restaurants).

**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 Southfork Character District Master Plan is adopted as an element of the Comprehensive Plan, similar to an Area Plan. The Comprehensive Plan contains a series of goals, policies and objectives, and the Southfork Character District Master Plan is supported by a considerable number of these goals, policies and objectives. Not every applicable goal from the Comprehensive Plan is included here, but some of the most important are as follows:

### Community Development Goals, Objectives and Policies:

- **Objective 5.2**: To use the Future Land Use Map in conjunction with plan policies and the Land Use Development Code to achieve neighborhood stability, comprehensive plan goals and objectives and economic opportunity.

- **North Grandview Property**: Development in Grandview will be guided by the general policies of the Plan and the specific policies of the Grandview Area Plan.
  - The City will allow greater flexibility for the retention or expansion of nonconforming situations, while attempting to mitigate incompatibilities created by historic development patterns in this area.
  - Coordinate with property owners and applicable service providers to develop a phasing and financing plan for extension of adequate water, sewer and transportation facilities throughout the urbanizing areas.
  - Coordinate with property owners, applicable service providers and the County to establish standards for the expansion of the urbanizing area boundary and appropriate modifications of future land uses.

- **Objective 5.5**: To promote more attractive development/redevelopment along the City's transportation and recreational corridors.

- **Policy 5.5.3**: Actively participate in the planning and design of State arterial roadway improvement projects and support the development of appropriate landscaping, transit stops and shelters, pedestrian and bicycle facilities and other operational and design enhancements.
Growth Management Goals, Objectives and Policies

- Goal 8: To establish land use patterns that are coordinated with and make the most efficient use of community facilities, while allowing for equitable funding strategies.

- Objective 8.1: Coordinate the timing, location and intensity of growth with the concurrent provision of adequate public facilities.

Transportation Goals, Objectives and Policies:

- Goal 13: To maintain a transportation system that safely and efficiently meets the needs of residents, businesses and visitors.

- Objective 13.1: Develop and maintain a comprehensive transportation system that efficiently carries a variety of modes of traffic within and through the community.

- Policy 13.1.1: Increase mobility options for all Durango residents through support of pedestrians, bicyclists, transit users and motorists.

- Goal 14: To provide employees, residents and visitors with realistic opportunities to use various modes of transportation.

- Objective 14.2: Develop a multi-modal trail system that is safe, convenient and pleasant for commuting, shopping and recreational purposes.

- Objective 14.3: To develop an interconnected bike lane network on existing streets, roads and highways that is safe, pleasant, efficient and convenient.

- Policy 14.2.1: Connect activity centers such as schools, parks, employment centers and shopping areas, with safe trails, bike lanes and bike route. Incorporate educational trail kiosks to address travel safety, environmental and energy conservation.

Utilities Element Goals, Objectives and Policies

- Goal 15: To balance the demand for expanding urban development with the efficient provision of facilities and services.
Figure 3 – Future Land Use Map
Commercial Use Design Guidelines
The City of Durango Commercial Use Design Guidelines were adopted in 2004. The design guidelines are applicable to all commercial construction and commercial renovation in Durango, and to any County property seeking to tie into City water and sewer services. The guidelines lay out standards and guidelines for all aspects of commercial construction and renovations, including building layout, site design, building colors and materials, and signage. While the guidelines are typically administered by the Community Development Department staff, significant projects and appeals of staff denials for certain projects may be referred to the City’s Design Review Board (DRB).

All development within the Southfork Plan Area shall meet the requirements of the City’s LUDC and adopted Commercial Use Design Guidelines and shall go through the City’s Design Review process as outlined in the LUDC.

Three Springs Codes, Standards & Design Guidelines
The Three Springs Codes, Standards, and Design Guideline documents are a part of the Three Springs Planned Development (PD) project located east of the Southfork Plan Area. Since the Southfork Plan Area is adjacent to the Three Springs PD, the stakeholders would like to see some consistency in design and character between the two projects.

Community Involvement

Stakeholder Meetings
Three stakeholder meetings were held for the Southfork Character District Plan. The stakeholders of the Plan Area include the Crader Family, GRVP and the City of Durango staff.

Stakeholder Meeting #1
The first stakeholder meeting took place on Thursday, July 16, 2015 at River City Hall. Attendees included:
- City of Durango Staff: Nicol Killian, Greg Hoch, Ron LeBlanc, Mark Williams, Vicki Vandegrift, Kevin Hall, Craig Roser and Gregg Boysen
- GRVP Stakeholders: Gary Whalen, Kurt Prinslow and Tim Zink
- Crader Stakeholders: Kim Crader, Nancy Lauro and Tom Caver
- La Plata Economic Development Alliance: Roger Zalneraitis

This first meeting concentrated on the opportunities and challenges for the site including:
1. Roadways
2. Land uses
3. Natural features
4. Adjacent neighbors
5. Connectivity for pedestrians and vehicles
At this first stakeholder meeting the concept of the vision was discussed – “What do we all envision for the Southfork regional commercial area?” As part of this vision exercise, the stakeholders:
1. Discussed what it means to create a sense of place/identity
2. Viewed a slide show of character element examples
3. Drew conceptual plan bubble diagrams

**Stakeholder Meeting #2**
The second stakeholder meeting took place on Thursday, July 30, 2015 at River City Hall. Attendees included:
- City of Durango Staff: Nicol Killian, Greg Hoch, Ron LeBlanc, Mark Williams, Vicki Vandegrift, Kevin Hall and Craig Roser
- GRVP Stakeholders: Pat Vaughn, Kurt Prinslow and Pat Morrissey
- Crader Stakeholders: Rowan Crader, Kim Crader, Nancy Lauro and Tom Caver
- La Plata Economic Development Alliance: Roger Zalneraitis

At this meeting the stakeholders:
1. Reviewed neighborhood meeting results
2. Reviewed City Council Study Session comments
3. Determined a preferred conceptual plan
4. Reviewed proposed regional commercial standards and design guidelines

**Public Meetings**

**Neighborhood and Board/Commissions Meeting**
Staff held a joint Neighborhood and Board/Commissions meeting on Thursday, September 3, 2015. All property owners within 300-feet of the Plan Area boundaries, all property owners along High Llama Lane and members of the City’s Planning Commission, Design Review Board, Multi-Modal Board, and Parks & Recreation Board were invited to this meeting. Twelve attendees signed in at the meeting.
City Staff ran this meeting and presented the following to the attendees:

1. Character district process
2. Opportunities and challenges
3. Preferred character elements, standards and guidelines
4. Two Conceptual Plan options
5. Questions/comments
6. Conceptual Plan voting

The majority of the attendees voted for Conceptual Plan B, and from what City Staff heard, they preferred Plan B because of the location of the church, acting as a buffer between the Plan Area and existing residences along High Llama Lane.

**City Council Study Session**

City Staff presented the Southfork Character District plan to the City Council at their Tuesday, September 8, 2015 Study Session. Counselor Marbury, Counselor White and Counselor Brant were present for the discussion. Mayor Pro Tem Rinderle recused herself because she is representing a client interested in property in the Southfork Plan Area. During the Study Session Staff presented the following to City Council:

1. Character District process
2. Neighborhood meeting results
3. Opportunities and constraints
4. Preferred character elements, standards and guidelines
5. The two Conceptual Plan options
6. Questions/comments

City Council was supportive of the Southfork Character District process. The following comments were expressed by City Council:

- All the facades of a building should be architecturally designed;
- Parking lots should be broken up with landscaping and include pedestrian walkways; and
- They had concerns with potential vacancies of the large-scale retail spaces in the future and want to see flexibility for the reuse potential of buildings.
SECTION 2 - LAND USE

The primary purpose of the Southfork Character District Master Plan is to facilitate the creation of an attractive, well-functioning regional commercial center for Durango and the surrounding areas. This Character District Master Plan focuses on the design and site layout of Southfork, and is intended to foster the creation of a place that is pedestrian and bicycle friendly with well-designed and human scale buildings and spaces, and where elements of natural landscapes and views are integrated into site planning and building.

This Plan is intended to encourage pedestrian and bicycle circulation for the development in order to reduce vehicular trips within the Plan Area and from surrounding uses such as Three Springs and Mercy Regional Medical Center. Land uses and development patterns within the Plan Area shall provide multiple through routes, centralized public space features, tree lined streets and connectivity to surrounding uses.

As depicted in Figure 4, Conceptual Development Plan, the six land use types proposed for the Plan Area are:

- Commercial-Regional
- Mixed Use
- Self-Storage/Limited Commercial
- Rural
- Public
- Open Space

<table>
<thead>
<tr>
<th>Use Type</th>
<th>Approximate Acreage</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Commercial-Regional</td>
<td>73.6</td>
<td>46%</td>
</tr>
<tr>
<td>Mixed Use</td>
<td>24</td>
<td>15%</td>
</tr>
<tr>
<td>Self Storage/Limited Commercial</td>
<td>6.6</td>
<td>4%</td>
</tr>
<tr>
<td>Rural</td>
<td>30</td>
<td>19%</td>
</tr>
<tr>
<td>Public</td>
<td>10</td>
<td>6%</td>
</tr>
<tr>
<td>Open Space</td>
<td>7.6</td>
<td>5%</td>
</tr>
<tr>
<td>Wilson Gulch Road</td>
<td>8.2</td>
<td>5%</td>
</tr>
<tr>
<td>TOTAL</td>
<td>160</td>
<td>100%</td>
</tr>
</tbody>
</table>

The plan allows more specific uses within each of the seven general land use categories that are consistent with the City of Durango’s LUDC Use-Zone Matrix found in LUDC Section 2-1-3. The City’s Community Development Director can allow uses not listed in the matrix if the proposed use is functionally comparable to an already listed use, and if the proposed use has no greater impact than a comparable use. Land uses may be allowed through one of four approval standards, as listed in the matrix:

1. (A) – Allowed Uses are subject to administrative review for compliance with the general requirements of the LUDC.

2. (S) – Special Uses are subject to administrative review for compliance with specific standards that pertain to the use, and for compliance with the general requirements of the LUDC. Special uses require a Special Use Permit (SUP).

3. (L) – Limited Uses are subject to administrative review for compliance with specific standards that pertain to the use, and for compliance with the general requirements of the LUDC. Limited uses require
additional notice and public comment requirements and are not “as of right” uses. They also require a Limited Use Permit (LUP).

4. (C)- Conditional Uses are subject to public hearing review for compliance with specific standards that pertain to the use, and for compliance with the general requirements of the LUDC. Conditional uses are not “as of right” uses. They also require a Conditional Use Permit (CUP).
Figure 4 – Conceptual Development Plan
**Commercial-Regional**

The Plan Area is predominantly commercial, with a focus on regional commercial uses. The primary Commercial-Regional area will be an area of approximately 73.6 acres, with 47.6 acres south of Wilson Gulch Drive and 26 acres to the north. Commercial-Regional uses will occupy the heart of the Plan Area, at the intersection of Wilson Gulch Drive and Ewing Mesa Road. An appropriate buffer yard shall be provided between commercial-regional uses and rural residential uses along High Llama Lane, consistent with LUDC Section 4-6-3.

Commercial-Regional properties shall be consistent with the dimensional standards (setbacks, height, etc.) for Commercial Regional (CR) in the LUDC, however they do not need to meet minimum lot size, width and frontage requirements. Commercial-Regional uses may include all sizes of retail, commonly defined as big, medium and small box stores, as well as other commercial uses as depicted in the table below:

<table>
<thead>
<tr>
<th>Allowed Commercial-Regional uses include:</th>
<th>All Restaurant Uses (A)</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Transient Uses:</td>
<td></td>
</tr>
<tr>
<td>o Hotel (A)</td>
<td></td>
</tr>
<tr>
<td>o Motel (A)</td>
<td></td>
</tr>
<tr>
<td>o Hotel/Motel with associated convention (A)</td>
<td></td>
</tr>
<tr>
<td>• Health Care Uses:</td>
<td>Motor Vehicle Uses:</td>
</tr>
<tr>
<td>o Office, Medical (A)</td>
<td></td>
</tr>
<tr>
<td>• Commercial Retail and Service Uses:</td>
<td></td>
</tr>
<tr>
<td>o Large-scale retail stores are at least 50,000 square feet in size, but usually larger. Examples of large-scale retail stores include Walmart, Home Depot and Target. (A)</td>
<td></td>
</tr>
<tr>
<td>o Medium-scale retail stores, which are often grocery stores, drug stores or hardware stores, are in the 10,000 to 50,000 square foot range. (A)</td>
<td></td>
</tr>
<tr>
<td>o Small-scale retail stores under 10,000 square feet. (A)</td>
<td></td>
</tr>
<tr>
<td>o Alcoholic Beverage Sales (A)</td>
<td></td>
</tr>
<tr>
<td>o Brewery/ Distillery/ Winery with On-Site Consumption (L)</td>
<td></td>
</tr>
<tr>
<td>o Commercial Retail (A)</td>
<td></td>
</tr>
<tr>
<td>o Commercial Retail Drive-Through (A)</td>
<td></td>
</tr>
<tr>
<td>o Commercial Retail Late Night (A)</td>
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</tr>
<tr>
<td>o Outdoor Retail Light (A)</td>
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</tr>
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<td>o Office, General (A)</td>
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<td>o Clinics/ Medical Labs/ Urgent Care (A)</td>
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<td>o Services, Personal (A)</td>
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<td>o Vet, Small Animal (A)</td>
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<td>o Feed &amp; Seed Store (A)</td>
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<tr>
<td>o Mixed Use (S)</td>
<td></td>
</tr>
<tr>
<td>o Fueling or Charging Stations (A)</td>
<td></td>
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<tr>
<td>o Motor Vehicle Repair and Service Heavy (A)</td>
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<tr>
<td>o Motor Vehicle Repair and Service Light (A)</td>
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</tr>
<tr>
<td>o Motor Vehicle Sales or Rental, Commercial/ Construction (S)</td>
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</tr>
<tr>
<td>o Motor Vehicle Sales or Rental, Motorcycles, Scooters, Snowmobiles and ATV’s (A)</td>
<td></td>
</tr>
<tr>
<td>o Motor Vehicle Rental, Passenger Vehicle (A)</td>
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</tbody>
</table>
**SOUTHFORK CHARACTER DISTRICT MASTER PLAN**

- **Motor Vehicle Sales, Passenger Vehicle (A)**
- **Recreational Vehicle and Boat Sales (A)**
- **Vehicle Wash (A)**

- **Recreation and Amusement Uses:**
  - **Amusement Park (S)**
  - **Health and Exercise Club/Instruction (A)**
  - **Indoor Commercial Amusement (A)**
  - **Indoor Stadium, Arena or Theater (A)**
  - **Night Club (A)**
  - **Outdoor Recreation (A)**

- **Other Uses**
  - **Light Industry (L)**
  - **Wholesale (L)**
  - **Recycling Collection, Unattended (A)**
  - **Broadcasting Center (A)**
  - **Wireless Telecommunications Facilities (S)**
  - **Self-Storage, Interior Access (A)**
  - **Package Delivery, Small (L)**
  - **Parking Structure (A)**
  - **Community Garden (S)**
  - **Packing, Flowers, Fruits, Nuts, Grains & Vegetables (S)**
  - **Post Office (A)**
  - **Kennels (L)**

---

**Mixed Use**

The Mixed Use land use type allows a mix of uses including: entertainment uses such as theaters, restaurants and outdoor public spaces; professional and medical office uses; and a mix of residential uses ranging from small lot single-family to medium and high-density residential uses. Approximately 24 acres of Mixed Use land is located in the area north of the Commercial-Regional area between High Llama Lane and Mercy Regional Medical Center.

For the Mixed Use area adjacent to High Llama Lane, this should be residential in nature with appropriate buffer yards adjacent to the rural residential uses along High Llama Lane consistent with LUDC Section 4-6-3. Mixed Use shall be consistent with the dimensional standards (setbacks, height, etc.) for Mixed-Use Neighborhood (MU-N) in the LUDC.

**Allowed Mixed-Use uses include:**

- **Residential Uses:**
  - **Single-Family (S)**
  - **Duplex (S)**
  - **Townhomes (L)**
  - **Multiplex (L)**
  - **Multifamily (L)**
  - **Manufactured Home Park (L)**
  - **Group Home (S)**
  - **Live Work (A)**
  - **Work Live (A)**
  - **Boarding House (S)**

- **Transient Uses:**
  - **Bed and Breakfast (A)**
  - **Hostel (A)**

- **Institutional Uses:**
  - **Day Care, Adult (A)**
  - **Day Care Child (6 or fewer) (S)**
**Southfork Character District Master Plan**

- **Day Care**
  - Child (7-12) (L)
  - Child (over 12) (L)
  - Institutional Residential (L)

- **Health Care Uses**:
  - Assisted Living / Congregate Care (L)
  - Nursing Home (L)
  - Office, Medical (A)

- **Commercial Retail and Service Uses**:
  - Alcoholic Beverage Sales (A)
  - Brewery/Distillery/Winery with On-Site Consumption (L)
  - Commercial Retail (A)
  - Mixed Use (S)
  - Office, General (A)
  - Services, Personal (A)
  - Vet, Small Animal (A)

- **Restaurant Uses**:
  - Restaurant, No Drive In or Drive Through (A)

- **Recreation and Amusement Uses**:
  - Health and Exercise Club/Instruction (L)
  - Indoor Commercial Amusement (A)

- **Agriculture Uses**:
  - Community Garden (S)

---

**Self Storage/Limited Commercial**

This Plan proposes to allow approximately 6.6 acres of self-storage uses and other low-traffic generating uses in the location of the existing Southfork Storage site (Lot 4). Any expansions of self-storage in this area is required to meet the standards in LUDC Section 2-2-3-18-J. Other commercial uses shall be limited to ensure that right turns into the development do not exceed 25 vehicles per hour during the peak hour per Section 3.8 of the CDOT Access Code.

**Allowed Self-Storage/Limited Commercial uses subject to access limits include:**

- Self-Storage, Outside Access (C)
- Self-Storage, Interior Access (A)
- Enclosed RV Storage (No open/outside storage) (A)
- Office/Warehouse (No outside storage) (A)
- Office, General (Includes single tenant & government offices) (A)
- Office, Medical (Includes a single physician-not multiple practitioners or clinics) (A)
**Rural**
The Rural land use is designated for a 30-acre portion of Southfork on the western side of the Plan Area, northwest of Wilson Gulch Drive, with steep topography and limited development potential. Rural uses shall be consistent with the dimensional standards (setbacks, height, etc.) for Rural Agriculture (RA) uses in the LUDC.

<table>
<thead>
<tr>
<th>Allowed Rural uses include:</th>
</tr>
</thead>
<tbody>
<tr>
<td>Single-Family (A)</td>
</tr>
<tr>
<td>Manufactured Home (A)</td>
</tr>
<tr>
<td>Outdoor Recreation (A)</td>
</tr>
<tr>
<td>Existing Oil and Gas Facilities (L)</td>
</tr>
</tbody>
</table>

**Public**
The Public land use is designated for a proposed 10-acre church site and associated accessory uses. The Public area is to be located on the northwest side of the Plan Area, directly east of High Llama Lane. An appropriate buffer yard shall be provided between public uses and the rural residential uses along High Llama Lane consistent with LUDC Section 4-6-3.

<table>
<thead>
<tr>
<th>Allowed Public uses include:</th>
</tr>
</thead>
<tbody>
<tr>
<td>Place of Assembly (A)</td>
</tr>
</tbody>
</table>

**Open Space**
This Plan proposes to preserve approximately 7.6 acres of drainage areas and natural features as Open Space.

<table>
<thead>
<tr>
<th>Allowed Open Space uses include:</th>
</tr>
</thead>
<tbody>
<tr>
<td>Open Space (A)</td>
</tr>
<tr>
<td>Outdoor Recreation (including Trails) (L)</td>
</tr>
<tr>
<td>Drainage (A)</td>
</tr>
<tr>
<td>Wet and Dry Utilities (A)</td>
</tr>
</tbody>
</table>
SECTION 3 - CIRCULATION
The character of the Southfork Plan Area will be highly dependent upon the circulation system. The Plan Area is designed to provide an open and interconnected circulation system for vehicles, bicycles and pedestrians. The use of landscaped planting strips, street trees and streetscape elements will be used to emphasize the desire for a safe and efficient circulation system not only for vehicles, but more importantly for pedestrians and bicycles.

The Southfork Plan Area will be comprised of a modified grid-based system of public streets as well as bicycle and pedestrian facilities that connect the Plan Area to surrounding uses. Connectivity among uses in the Plan Area and to adjacent properties is a requirement of all future development. The circulation system will consist of a major arterial roadway, a minor arterial roadway, local streets, bicycle lanes, paths and trails, sidewalks and walkways, public transit, and traffic calming devises.
Figure 5 – Conceptual Circulation Plan

- Arterial Road
- Local Non-Residential Road
- Local Residential Road
- Smart 160 Trail
- Other Potential Ped/Bike Connections
- Roundabout
- Traffic Signal
- Transit Stop

To County Property
Gravel Resources

Highway 550/160 Interchange

Highway 160

Mercy Regional Medical Center

Highway 160
Wilson Gulch Drive
Wilson Gulch Drive is a 4-lane major arterial roadway with a right-of-way width of 78 feet to 110 feet. Wilson Gulch Drive is the main east/west arterial roadway that bisects the Plan Area and provides a connection between the Highway 550/160 interchange and Three Springs Boulevard. Access points, intersections and turning movements are minimized along Wilson Gulch Drive and no on-street parking is allowed. From the Highway 550/160 Interchange to High Llama Lane there will be a separated bike/pedestrian path on the south side of Wilson Gulch Drive. From High Llama Lane to Three Springs Boulevard, there will be bike lanes on both sides of Wilson Gulch Drive. The developers on both sides of Wilson Gulch Drive will be responsible for installation of sidewalks. The main intersection of Wilson Gulch Drive will be at Ewing Mesa Road, where a traffic signal is located and all four corners of the intersection will be developed as Commercial-Regional uses.

Ewing Mesa Road
Ewing Mesa Road will be a minor arterial roadway and will serve as the main north/south running arterial roadway through the northern half of the Plan Area, as per the 2006 La Plata County and the City of Durango 2030 Transportation Integrated Plan. The right-of-way width will be 102 feet due to the possibility of Ewing Mesa Road becoming a major arterial in the future and providing a connection to downtown Durango, although full buildout of the road depends upon future growth in the Ewing Mesa and Grandview areas. Access points will be minimized along Ewing Mesa Road to intersections only. To provide for traffic calming measures along Ewing Mesa Road, the City proposes roundabouts to be located at intersections along Ewing Mesa Road rather than traffic signals or stop signs.

Figure 6 – Ewing Mesa Road Street Section
**High Llama Lane/Local Residential Road**

High Llama Lane is currently an existing easement that runs from Highway 160 north, providing access to county residents north and west of the Plan Area. As development occurs in the Plan Area and on the west side of High Llama Lane, High Llama Lane will eventually become a local residential roadway within the City of Durango. The right-of-way width for the future High Llama Lane will be 60 feet.

*Figure 7 – High Llama Lane Street Section*

**Local Non-Residential Roads**

The Southfork Plan Area proposes one to two non-residential local roads serving the northern portion of the Plan Area where access points and turning movements will be encouraged for the Commercial-Regional uses, public and mixed use properties. On-street parking is permitted along local roads. These roads shall be developed consistent with the City of Durango Local (Non-Residential) Road standards, and shall have a right-of-way width of 76 feet as per LUDC Table 4-2-2-3.

*Figure 8 – Local Road Street Section*
Internal Circulation
Due to the high traffic volumes anticipated along Wilson Gulch Drive and Ewing Mesa Road, internal circulation for vehicles, bicycles and pedestrians shall be provided to promote direct access between adjacent commercial and mixed-use developments. Internal circulation roadways shall be designed to look more like city streets rather than driveways, shall include pedestrian walkways and landscaping, and shall account for bicycles sharing the roadways.

Traffic Calming
Traffic calming is an important element in controlling traffic volumes and speeds, and creating a safe enjoyable experience for vehicles, bicycles and pedestrians. Roundabouts shall be constructed along Ewing Mesa Road where the local roads intersect in order to slow traffic and provide intersection movements without installing traffic signals or stop signs. Roundabouts are designed to control the speed of automobiles, to improve traffic flow, to reduce severity of accidents and to discourage through traffic. All roundabout design shall be approved by the City Engineer and the Durango Fire Protection District, and shall be landscaped with low growing shrubs and grasses to provide clear line of sight for pedestrians, bicyclist and motorists. Public art that does not interfere with traffic visibility is also encouraged to be located within the roundabouts.

Bicycle and Pedestrian Circulation
Bicycle and pedestrian circulation is an important key element within the Southfork Character District Master Plan. The Plan Area was designed to provide safe and efficient routes for pedestrians and cyclists between public amenities, key destination points, and between adjacent commercial and mixed-use developments. Pedestrian and bicycle routes include designated trails, public sidewalks, bicycle lanes, sharrows and private walkways.

All public roadways within the Plan Area, with the exception of Wilson Gulch Drive, will contain sidewalks on both sides of the street edge. Local roads allow for bicycles, but do not include a designated bike lane. Arterial roadways include designated bike lanes along the roadway.

A portion of the SMART 160 Trail, which will connect the City of Durango Animas River Trail to Bayfield in the future, will be constructed in the southern open space area of the Plan Area. As part of the Southfork Character District Master Plan, a trail segment will be constructed connecting Wilson Gulch Drive to the SMART 160 Trail.

All internal circulation systems shall account for pedestrians and bicycles. Where internal vehicular circulation is provided, pedestrian walkways and bicycle accommodations (i.e. width for bicycles on internal roadways, bicycle parking, etc.) should be provided. In areas where internal vehicular circulation is not possible (i.e. connecting the Plan Area to Mercy Regional Medical Center, and connecting the southeastern commercial uses with the commercial uses on the west side of the open space), pedestrian and bicycle circulation shall be accommodated.
Transit
It is standard practice for the City of Durango to plan for the integration of transit service into larger developments. Currently, the City provides regular bus service to Three Springs and Mercy Regional Medical Center and plans to service the Southfork Plan Area as well. One of the benefits of planning for bus service in the early planning stages of a project, as opposed to retrofitting service, is the provision of areas for bus stops. Any bus stops will be subject to the same design standards as commercial structures in Southfork (refer to Figure 5, Conceptual Circulation Plan for proposed bus stop locations).

There are two potential bus pullout locations along Wilson Gulch Road. Other bus stops may be required during the site plan review process for individual developments, dependent upon on the types of uses for that development and the spacing between existing bus stops. Typically, bus stops are located every ¼ mile. Bus stops should not be located within parking lots.

Snow Routes
Snow routes may be required for certain roadways within the Plan Area. Between the hours of 2:00 am and 5:00 am during or after a snow event, “No Parking” will be allowed along these roadways to facilitate snow removal. Snow routes will be determined during the site plan review process for each development.

Gateways
A gateway provides a statement for residents and visitors alike to identify arrival to the Southfork Plan Area. The sense of arrival and departure, as well as providing direction, should be characterized with specific elements and the strategic placement of gateways. At this time, there is one main gateway and two potential smaller gateways identified for the Southfork Plan Area; at the Highway 550/160 interchange and at the eastern edge of the Plan Area along Wilson Gulch Drive and along the Highway 160 corridor. In the future, a potential gateway should be located along the northern edge of the Plan Area along Ewing Mesa Road, if the roadway is ever extended to the north.

The gateways should be designed to incorporate specific elements that help identify the Southfork Plan Area, which may include, but are not limited to:
1. Gateway Monumentation
2. Decorative Fencing
3. Ornamental Trees
4. Native and Accent Plantings
5. Public Art
6. Lighting
7. Signage

Signage for adjacent businesses should be incorporated into the gateway locations, and shall be consistent in design, color and materials. The property owners shall work together for the installation and maintenance of the signage in these gateway locations.
The Southfork Plan Area is located within the Grandview/Highway 160 Commercial Corridor; however, due to the nature of the “regional commercial” uses allowed, all signage shall be consistent with the Highway 550/160 Commercial Corridor requirements found in LUDC Section 3-6.

The following images are some examples of gateways:
Figure 9 – Conceptual Gateway Locations
SECTION 4 - UTILITIES

The following utility plan is meant to be the backbone system to serve the Southfork Plan Area. It does not represent all of the improvements that will be required to develop the Plan Area. This section describes and illustrates, at a conceptual level, how and where utilities will be provided within the Plan Area.

Regardless of the order of development within the Plan Area, infrastructure improvements will be required to address the service needs of the Plan Area as a whole. A reimbursement policy is in place by the City of Durango to provide a means of reimbursing “first in” site specific projects that would be required to oversize utility improvements (refer to Figure 10-Conceptual Utility Plan, for the backbone infrastructure requirements).
**Stormwater**

Stormwater facilities shall be designed with each development review process and are preferred to be captured in a Regional Stormwater Facility or multiple-facilities, rather than on individual properties. They shall be constructed by the property owners. Stormwater shall be treated in accordance with the City’s Phase II Municipal Permit conditions. There are several drainages and wetlands in the Plan Area which eventually drain into Wilson Gulch, and therefore may be considered Waters of the US. If runoff enters Waters of the U.S. prior to a Stormwater facility, the water must be pre-treated according to the 20/10 rule or equivalent treatment.

To reduce the size of the Stormwater facilities, individual lots shall provide abundant vegetation or other pervious areas to decrease their impervious coverage and heat island effects. This will most likely be accomplished in the commercial parking areas. The use of landscaped islands between parking strips, slotted curb stops, pervious pavements /concrete /asphalts, or other pervious treatment features such as rain gardens that infiltrate water, is strongly encouraged. All features, including the Stormwater facilities, should be aesthetically appealing and considered an amenity to the commercial areas of the Southfork Character District.

Individual developments shall design for Stormwater quality and detention at the preliminary plan stage of the development process. The use of water quality features or underground detention is discouraged.

**Water**

Water service is provided by the City of Durango and is currently located within Wilson Gulch Drive. Because the City requires a looped water system for redundancy, a water main is also required to be installed within High Llama Lane and along the northern boundary of the Plan Area. All individual developments are also required to install looped water lines consistent with Figure 10, the Conceptual Utility Plan.

Due to the high pressures of the Wilson Gulch Lane water line, Pressure Reducing Valves (PRV’s) are also required to be installed consistent with Figure 10, the Conceptual Utility Plan.

Water mains should be sized to accommodate the needs of additional fire flow/automatic fire sprinkler systems where
required. Fire Hydrants shall be installed within the Plan Area as per the Durango Fire Protection District requirements. Three feet of clearance is required around all hydrants, this includes landscaping.

Sewer
South Durango Sanitation District (SDSD) provides sewer service to the Plan Area. Currently, there is a sewer main located along the southern edge of the Plan Area and along a portion of the eastern edge.

For the Plan Area, the sewer line shall be extended from Highway 160 north along the existing High Llama Lane easement. The sewer line on the east side of the Plan Area shall also be extended north to the northern edge of the Plan Area. Sewer lines will not necessarily follow easterly or westerly property lines, but will be located based on topography.

Durango Fire Protection District
Fire and emergency services are provided by the Durango Fire Protection District (DFPD). DFPD will be involved in all development review and building permit approvals for the Southfork Plan Area.

Electrical
Electrical service is provided by La Plata Electric Association (LPEA). All electrical lines shall be located underground.

Natural Gas
Natural gas service is provided by Atmos Energy. All natural gas lines shall be located underground.

Cable, Phone and Data
Charter Communications provides cable service, and Century Link provides phone and data service. All cable and phone lines shall be located underground.

Florida Irrigation Ditch
Currently, there is a Florida Water Conservation District irrigation ditch located in the Plan Area. It is used to irrigate the Crader properties and eventually runs into Wilson Gulch. This irrigation ditch shall be re-routed by one of the following means:
1. Reroute outside of the Plan Area;
2. Possibly use the ditch as a water feature within the Plan Area; or
3. Pipe the ditch underground along Ewing Mesa Road and over to Wilson Gulch.

Oil and Gas
Two oil and gas wells are in operation in the Southfork Plan Area, including one well adjacent to Wilson Gulch Drive and one well within the Rural zoned property. Additional screening and landscaping may be appropriate for the Wilson Gulch Well, referred to as the Crader #2-3 well.
SECTION 5 - DESIGN

Durango values quality design that provides a sense of place and connection to the environment. The Master Plan was written to ensure the Southfork Plan Area achieves high quality design that meets Durango’s expectations, done in a way that will implement this document’s vision.

City Staff conducted a comprehensive review of the current LUDC and Commercial Use Design Guidelines, and researched Three Springs Codes & Standards and Design Guidelines, as well as other jurisdictions regional commercial standards and design guidelines. Through this process, it was determined that the City’s LUDC and adopted Commercial Use Design Guidelines already require the type of design envisioned for the Southfork Plan Area. Therefore, all developments within the Southfork Plan Area shall be designed to meet adopted City standards and guidelines, and shall go through the City’s Design Review process as outlined in the LUDC.

The City’s LUDC and Commercial Use Design Guidelines contain standards and guidelines for the following:

1. Streetscapes;
2. Circulation;
3. Parking;
4. Building Placement;
5. Public Spaces;
6. Utility and Service Areas;
7. Landscaping;
8. Fences and Walls;
9. Architectural Characteristics;
10. Building Entrances;
11. Building Mass and Scale;
12. Building Roof Forms;
13. Building Colors and Materials;
14. Service Canopies;
15. Lighting;
16. Signs; and
17. Others.

Signage

The City requires sign permits for all new signs within the City of Durango. The Southfork Plan Area is located within the Grandview/Highway 160 Commercial Corridor; however, due to the nature of the “regional commercial” uses allowed, all signage shall be consistent with the Highway 550/160 Commercial Corridor requirements found in LUDC Section 3-6 and the Commercial Use Design Guidelines.

In the future, the Commercial Use Design Guidelines will be amended to extend the Highway 550/160 Commercial Corridor boundaries to the new Highway 550/160 interchange adjacent to the Southfork Plan Area. At that time, the Southfork Plan Area will also be included in the new corridor boundary.
SECTION 6 - IMPLEMENTATION

Planned Development Process
In 2011, when the Southfork properties were annexed into the City of Durango, four of the five properties were zoned Planned Development (PD). The PD process is approved in three steps: conceptual development plan, preliminary development plan, and final development plan. Both the conceptual development plan and preliminary development plan require review and approval by the City’s Planning Commission and City Council. Of all the Southfork properties, only Lot 3 has received conceptual development plan approval by both the Planning Commission and City Council in 2011 during the annexation process for the properties.

Per LUDC Section 6-3-10-1-B, the purposes of PDs within the City of Durango are as follows:

1. To encourage a pattern of development that enhances the landscape in a manner which could not otherwise be accomplished using a different zone, such that placement and construction of buildings, hard surfaces, paths, roads, retaining walls, and new tree, tend to enhance the structure, natural assets, and unique landforms which are already present;

2. To encourage major innovations in residential, commercial, recreational, and industrial development so that the demands of the population may be met by greater variety in type, design, and layout of buildings and by the conservation and more efficient use of open space ancillary to the development;

3. To relate the type, design, and layout of residential, commercial, recreational, and industrial development to the particular site, preserving the site’s natural characteristics and resources in a manner which could not be accomplished using a different zone;

4. To implement changes in the technology of land development and service delivery which may not be anticipated by the LUDC, so that there are resulting public and private economic savings;

5. To provide for necessary commercial, recreational, and educational facilities conveniently located in proximity to residential uses;

6. To lessen the burden of traffic on streets and highways by internal trip capture, multimodal linkages, and transit-supportive development; and

7. To encourage integrated planning in order to achieve the above purposes.

Per LUDC Section 6-3-10-5-C, the purpose of a conceptual development plan (CDP) is not to require in-depth site analysis, but to allow for review of the substance of the proposal to determine if the public and / or private benefits derived through the use of a PD zone justify the request.
Per LUDC Section 6-3-10-5-D, a preliminary development plan ("PDP") provides a detailed site layout for the PD zone. Like a preliminary subdivision plan, the PDP approval is the basis for approval of the final development plan, which is used as the basis for construction permits. Engineering concepts are vetted during this phase of the PD process.

Per LUDC Section 6-3-10-5-E, the purpose of a final development plan is to finalize the approved PDP, and provide documentation for recording, which will control future development and use within the PD zone (or specified area within the PD zone). The site plan review process occurs during the Final PD process.

It is usually during the final development plan stage that subdivision plats will be reviewed, approved and recorded. In order to get a subdivision plat approved and recorded, the subdivider is responsible for the installation of all required public improvements necessary to serve that subdivision, which shall be constructed to meet City standards.

This Plan serves as the Conceptual Development Plan phase for the Plan Area.

**Phasing**

The Southfork Plan Area is approximately 160 acres in size. Because of the size of the property, precise development phasing is uncertain and will respond to market conditions, as well as landowner and developer interest.

This Character District Master Plan addresses the full range of backbone public facilities including open space, circulation and utilities. The need for these facilities and the cost of installation will greatly affect the extent, location and timing of new development since each phase of development must be supported by the installation of public facilities that support the development of the entire Plan Area.

The development of noncontiguous property may be permitted if the appropriate public facilities are installed per the requirements of the LUDC, the City Engineer and the City Utilities Department. Additional costs associated with the installation of out of sequence or oversized public facilities may be recovered through the City’s Reimbursement Policy.

### The next steps for the development of properties in the Southfork Plan Area are:

1. Design, submit and get approvals for the Preliminary Development Plan stage of the Planned Development (PD) process;
2. Design, submit and get approvals for the Final Development Plan stage of the PD process, this stage also includes any preliminary subdivision reviews;
3. Submit any subdivision Final Plats for review and approval;
4. Submit Building Permit applications for review and approval;
5. Bond for and install all required public improvements;
6. Construct buildings and install onsite improvements;