



MEMORANDUM

Date: December 11, 2010
To: Durango LUDC Code Advisory Committee
From: Todd Messenger
CC: Vicki Vandegrift; Greg Hoch
RE: Zoning Districts and Use / Zone Matrix

The purpose of this memorandum is to provide information for the Code Advisory Committee meeting with respect to the proposed zoning districts and the use / zone matrix. This memo summarizes the approach to these elements of the LUDC and provides some of the text of the LUDC to illustrate how the approach was implemented. A companion memo provides the proposed use / zone matrices to illustrate the direction of the matrices and support general discussions. Full text (including hyperlinked definitions) will be available on-line in ZoningPLUS soon for detailed review and comment. Code Advisory Committee members and other interested residents will be notified when the text is posted.

A. Zoning Districts

The proposed LUDC has 14 zones that replace all of the current 19 zones except the established neighborhood (EN) zone.¹ The purpose of the new zones is to better reflect both what is on the ground and what the City expects with regard to future development. One of the key objectives is to reduce reliance on negotiated planned development procedures by providing a set of standards that is relevant to new development and redevelopment, and protective of existing neighborhoods.

1. *The Proposed Districts*

The proposed zones are set out in Section 1.2.1 of the proposed LUDC (“zoning districts established”):

DURANGO ZONING DISTRICTS			
District Classification / Name	Abbreviation	Character	Purpose
Residential (Established Residential Neighborhoods)			
Established Neighborhood - Old Durango	EN-1	urban	Protect the character and functional integrity of the Old Durango neighborhood.
Established Neighborhood - 2 nd and 3 rd Avenues	EN-2	urban	Protect the character and functional integrity of the Second and Third Avenue neighborhoods.
Established Neighborhood - East Animas City	EN-3	suburban	Protect the character and functional integrity of the East Animas City neighborhood.

¹ This count considers all of the EN zones (e.g., EN-1, EN-2, . . .) as a single zoning district.

DURANGO ZONING DISTRICTS			
District Classification / Name	Abbreviation	Character	Purpose
Established Neighborhood - Crestview and Needham	EN-4	auto-urban	Protect the character and functional integrity of the Crestview and Needham neighborhoods.
Established Neighborhood - Riverview	EN-5	auto-urban	Protect the character and functional integrity of the Riverview neighborhood.
Established Neighborhood - ??	EN-6	??	{neighborhoods not within other EN zones}
Established Neighborhood - Multifamily	EN-MF	varies	Protect and encourage investments in existing multifamily properties, including those bounded by other EN districts.
Residential (Other)			
Residential - Low	RL	suburban	Provide for development of housing in a park-like setting, where buildings, landscaping, and paved areas are roughly equal elements of the visual landscape. This district is the least dense residential district for new development.
Residential - General	RG	auto-urban or urban	Provide for general residential development of a variety of housing types. Development in the RG district is more intense than that in the RL district.
Residential - High	RH	urban	Provide for urban residential development of a variety of housing types. This district is the most intense residential district. Buildings and formal landscaping along the street are dominant visual elements.
Mixed-Use			
Central Business District	CB	urban core	Provide a robust mixed-use center that is a source of community identity and pride.
Mixed-Use - Neighborhood	MU-N	urban	Provide for mixed-use areas or non-arterial corridors with small-scale residential and mixed-use development, and adaptive re-use of existing residential buildings for mixed-use or commercial purposes.
Mixed-Use - Arterial Corridor	MU-A	auto-urban	Provide for community and neighborhood-scale mixed-use and commercial development along arterial corridors.
Nonresidential			
Commercial - General	CG	auto-urban	Provide for community and neighborhood-scale retail, restaurant, and service uses, and for general and medical office.
Commercial - Regional	CR	auto-urban	Provide for regional scale retail uses.
Business Park / Campus	BP	suburban or auto-urban	Provide for campus-like environments for colleges, universities, business parks, hospitals, etc.
Light Industry	LI	auto-urban	Provide for light industrial, flex-park, rail, and storage uses.
Agriculture and Open Space			
Rural / Agriculture	RA	rural	Provide for the establishment or continuation of agricultural uses and services that support agricultural uses. May be used as a holding zone for property that is annexed without a zoning designation.

DURANGO ZONING DISTRICTS			
District Classification / Name	Abbreviation	Character	Purpose
Views, Vistas and Open Space	VV	natural or rural	Provide for the preservation of natural areas under conservation easements and public open space.
Public and Planned			
Public	PB	varies	Provide for public uses on publicly owned property.
Planned Development	PD	varies	Provide for the continuation of existing Planned Development approvals and the approval of new planned developments when it is demonstrated that the development is exceptional and could not otherwise be approved under a different zoning classification.

2. *Comparison to Existing Districts.* A summary of the differences between existing and proposed zones is provided below:

Comparison of Existing to Proposed Zones		
Existing Zones	Proposed Zones	Differences
Established Neighborhood Zone (EN)		
EN district with 5 "subdistricts," two of which have "3 sub-subdistricts" that were based on pre-EN zoning	EN district with 7 "subdistricts" (EN-1 through 6 and EN for multifamily) and no sub-subdistricts	Added an EN-6 for established neighborhoods not previously designated EN; removed sub-subdistricts (<i>i.e.</i> , EN-5A, EN-5B, . . .) and replaced them with performance standards
Residential Zones (except EN)		
9 districts (RSR, RS4, RS5, RST8, RM10, RM16, RM24, RM32, RM42)	3 districts (Residential, Low (RL), Residential, General (RG), Residential, High (RH))	Removed 6 districts; proposed districts would allow multiple development options to promote a variety of housing types, regulated by density and open space instead of lot size
Trade Zones		
Neighborhood Business (NB)	No comparable district provided, as NB is not often used	Uses are reallocated to other zones
Central Business District (CB)	Central Business District (CB)	The CB district is retained

Comparison of Existing to Proposed Zones		
Existing Zones	Proposed Zones	Differences
Light Commercial (LC)	<ul style="list-style-type: none"> ▪ Commercial, General (CG) provides a zone for auto-oriented community-serving commercial; ▪ Commercial, Regional (CR) provides a zone for “big-box” and associated centers at regional scale; ▪ Mixed-Use, Neighborhood (MU-N) provides a mixed-use zone for low-scale mixed use nodes or corridors ▪ Mixed-Use, Arterial (MU-A) provides a mixed-use zone for major corridors 	LC is very broad, allowing regional retail (major shopping centers) and adaptive re-use of homes for business purposes. The CG / CR / MU-N / MU-A distinction allows for a more targeted approach to locating commercial and mixed-use development. Neighbors will have a clarified expectation of the development potential of nearby property.
Heavy Commercial (HC)	<ul style="list-style-type: none"> ▪ Commercial, General (CG) provides a zone for auto-oriented community-serving commercial; ▪ Commercial, Regional (CR) provides a zone for “big-box” and associated centers at a regional scale; ▪ Light Industrial (LI) provides a zone for light industry (manufacturing, repair, assembly, etc.), with heavier industries as a conditional use 	HC is principally a light industrial zone (industrial, wholesale, and warehousing) district, but also allows an array of office, entertainment, and retail uses. Reallocating uses to CG, CR, and LI will allow for more predictable outcomes for land that is zoned for industrial use, and help ensure that there is a supply of land available for contractors, repair shops, manufacturers, and comparable uses.
Industrial (IND)	Light Industrial (LI) provides a zone for industrial uses. It would reallocate many uses from HC and replace IND.	The IND district is currently only mapped over the railyard. LI provides a district for light industrial uses, with some heavy industry after public review for compatibility (the LI district would continue to allow the rail yard).
Planned Development		
PD (various types)	The proposal is to limit or eliminate <u>new</u> PDs (Three Springs and others will be retained as approved); however, which outcome will occur has not yet been decided	The objective is to create zones that allow for flexibility and creativity, and not to rely on PD zones (and their more complicated procedural and subsequent administrative requirements) to negotiate different standards
Public and Open Space		
Public (PB)	Public (PB) is provided for public facilities; Views and Vistas (VV) is provided for open spaces that are publicly owned	VV is separated to highlight publicly owned or conservation easement open spaces on the zoning map
Other		
Rural (R)	Rural / Agriculture (RA)	RA is intended to be comparable to the R zone
Parking (PK)	No comparable zone	PK zone is deleted

B. Use / Zone Matrix

Issue Papers 3 and 4 (February 2010) provided recommendations with respect to the redrafting of the use / zone matrix. The observations in the table below are from the issue papers. The actions in the table below are how the observations were treated in the draft use / zone matrices:

Observations and Actions Regarding Use / Zone Matrix	
Observations	Actions
<p>The use / zone matrix is not easy to use.</p> <ul style="list-style-type: none"> ▪ Categories are hard to distinguish ▪ Finding a use can be difficult ▪ Use definitions may overlap with each other, forcing interpretation 	<ul style="list-style-type: none"> ▪ The use / zone matrices are broken up into manageable “chunks” based on the categories that they address; the number of categories is reduced from 25 to 12. This simplifies presentation for print and online use. ▪ Uses are set out in alphabetical order in each category; every use has a hyperlinked definition in ZoningPLUS ▪ Uses are carefully defined to avoid overlap; some of the existing uses are consolidated
<p>The use list needs to be updated to reflect current uses and eliminate or consolidate obsolete uses</p>	<p>Updated the use list and related definitions</p>
<p>The use list contains distinctions without material differences</p>	<p>Updated the use list to consolidate functionally related uses and set out uses at a level of detail that is efficient for regulatory and investment purposes (so that space may be re-used by another tenant with a functionally comparable business without a rezoning)</p>
<p>The use / zone matrix is inconsistent in that in some cases it allows a use “by right” that has more impacts on its neighbors than one that is allowed only after a conditional use permit (CUP) is issued</p>	<p>The proposed use / zone matrix attempts to resolve the inconsistencies by accepting or addressing impacts of individual uses, with consideration for how they relate to other uses in the same zone, and the nature and extent of their impacts compared to other uses in the same zone</p>

The draft use / zone matrices are provided as a separate attachment for general review and discussion purposes.