

CITY OF GRAND JUNCTION, COLORADO

ORDINANCE NO. 4986

**AN ORDINANCE AMENDING ORDINANCE NO. 4971 AND ADOPTING THE 2020  
ONE GRAND JUNCTION COMPREHENSIVE PLAN WITH THE MESA COUNTY  
PLANNING COMMISSION AMENDED LAND USE PLAN MAP (PAGE 59)**

Recitals

On December 16, 2020 the Grand Junction City Council adopted Ordinance No. 4971. The Ordinance approved the 2020 *One Grand Junction Comprehensive Plan* ("Plan") as recommended by the Grand Junction Planning Commission except for an area of land of approximately 60 acres generally located north of H Road and east of 24 3/8 Road some of which land is presently in the City and some of which is not. The City Council supported a Residential Low designation; the Planning Commission recommended the Residential Rural designation.

Because the City and Mesa County have heretofore agreed, most recently with the joint adoption of the 2010 Grand Junction Comprehensive Plan, to establish common planning principles in certain areas the Plan and adoption thereof was not complete with the City approval of Ordinance No. 4971. In order to complete the process, the Plan and the land use maps were scheduled for review by the Mesa County Planning Commission (MCPC). That review occurred on February 18, 2021.

On February 18, 2021 the MCPC approved the Plan's future land use maps except for the designation of the 60 acres as Residential Low; the MCPC approved the Plan map with Residential Rural for that area.

The MCPC considered the elements of the Plan, including but not limited to the planning area (Grand Junction, Redlands, Fruitvale, Pear Park, Orchard Mesa and Appleton) the eleven *Plan Principles*, the goals and implementation strategies for each of the *Plan Principles*, the recommendations for efficient growth patterns within the urban area, the reservation of land for future urban development, the policies for future growth and development, establishing a safe, healthy and inclusive community, protecting the environment, and having a transparent government, as well as the Plan's recognition of and respect for property rights, and that the Plan will serve as the City's three-mile plan as required in C.R.S. 31-12-101 *et. seq.* all as approved by Ordinance No. 4971. Upon completion of its review the Mesa County Planning Commission adopted Resolution #2021-4. A copy of that Resolution is attached and incorporated by reference.

In order for the Plan maps in general and the land use designation for the 60-acre area specifically to be common between the City and the County, the designation for the 60-acre area requires reconciliation. With this Ordinance and the amendment of Ordinance No. 4971 that reconciliation will occur.

The 2020 *One Grand Junction Comprehensive Plan* is intended to serve as a guide to public and private growth decisions through the year 2040. Besides a statement of the community's vision for its own future and a guide for providing direction to achieve that vision, the Plan is shaped by the community's values, ideals and aspirations about the management of the community's resources. In addition to defining the community's view of its future, the Plan describes *Plan Principles*, states goals and maps show intended uses, boundaries and opportunities in order to help the community implement and achieve the desired future.

Hence, the City Planning Commission, the Comprehensive Plan Advisory Committee and the City staff recommend the City Council amend Ordinance No. 4971 to adopt as final the February 18, 2021 version of the 2020 *One Grand Junction Comprehensive Plan* as unanimously adopted and approved by MCPC Resolution #2021-4.

**NOW, THEREFORE, BE IT ORDAINED BY THE CITY COUNCIL OF THE CITY OF GRAND JUNCTION THAT:**

That the 2020 *One Grand Junction Comprehensive Plan* of the City of Grand Junction, Colorado and Mesa County for the joint planning area defined and described in the future land use maps as a part thereof all in the form of the document attached hereto, is hereby adopted.

Furthermore, be it ordained that the 2010 Grand Junction Comprehensive Plan is hereby repealed and that Ordinance No. 4971 is amended in accordance herewith.


The full text of this Ordinance, including the amended map (page 59) of the 2020 *One Grand Junction Comprehensive Plan* as hereby adopted in accordance with paragraph 51 of the Charter of the City of Grand Junction, shall be published in pamphlet form with notice published in accordance with the Charter.

**INTRODUCED** on first reading the 3<sup>rd</sup> day of March 2021 and ordered published in pamphlet form.

**ADOPTED** on second reading the 17<sup>th</sup> day of March 2021 and ordered published in pamphlet form.

ATTEST:

  
Wanda Winkelmann  
City Clerk

  
Kraig Andrews  
President Pro Tem of the City Council



RESOLUTION 2021-4  
Mesa County Planning File No. PRO2020-0179

**ADOPT THE LAND USE PLAN MAP CONTAINED WITHIN THE 2020 ONE GRAND JUNCTION COMPREHENSIVE PLAN AND RESCIND CHAPTER 5 (2010 GRAND JUNCTION COMPREHENSIVE PLAN) OF THE MESA COUNTY MASTER PLAN**

**WHEREAS**, the Mesa County Planning Commission is charged with the duty to prepare and adopt amendments to master plans for the County; and

**WHEREAS**, the Master Plan Amendment Approval Criteria is found in section 4.11 of the 2020 Mesa County Land Development Code (as amended); and

**WHEREAS**, Mesa County Planning staff recommended, in a project review dated February 3, 2021 the Mesa County Planning Commission approve the proposed 2020 One Grand Junction Comprehensive Plan with condition; and

**WHEREAS**, after proper notice, on February 18, 2021, the Mesa County Planning Commission held a public hearing on the proposed 2020 One Grand Junction Comprehensive Plan and the Mesa County Planning Commission approved the 2020 One Grand Junction Comprehensive Plan; and

**WHEREAS**, on December 16, 2020, the Grand Junction City Council conducted a public hearing on the proposed 2020 One Grand Junction Comprehensive Plan and adopted the 2020 One Grand Junction Comprehensive.

**NOW THEREFORE, THE MESA COUNTY PLANNING COMMISSION FINDS:**

**THAT** the proposed 2020 One Grand Junction Comprehensive Plan is consistent with the overall purpose and intent of the Mesa County Master Plan; and

**THAT** the proposed 2020 One Grand Junction Comprehensive Plan is consistent with the 1998 Persigo Agreement and the Cooperative Planning Area Agreements; and

**THAT** the approval criteria of Section 4.11 C. of the 2020 *Mesa County Land Development Code* (as amended) are met.

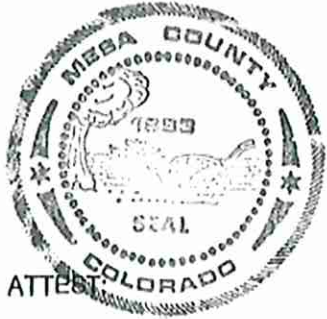
**NOW THEREFORE, BE IT RESOLVED BY THE MESA COUNTY PLANNING COMMISSION, that:**

1. **That** Chapter 5 (2010 Grand Junction Comprehensive Plan) of the Mesa County Master Plan is rescinded; and

2. **That** the Land Use Plan Map included in the 2020 One Grand Junction Comprehensive Plan is adopted replacing the Future Land Use Map designations contained within the Mesa County Future Land Use Map with the condition that the change the Grand Junction City Council made to the Future Land Use Map designation for 60 acres east

of 24 3/8 Road north of H Road from Residential Rural to Residential Low shall be Residential Rural as approved by the Grand Junction Planning Commission.

PASSED AND ADOPTED this 18th day of February 2021.



*Chip Page*  
\_\_\_\_\_  
Chip Page, Chair  
Mesa County Planning Commission

*Tina Peters*  
\_\_\_\_\_  
Tina Peters  
Mesa County Clerk and Recorder

I HEREBY CERTIFY THAT the foregoing Ordinance, being Ordinance No. 4986 was introduced by the City Council of the City of Grand Junction, Colorado at a regular meeting of said body held on the 3<sup>rd</sup> day of March 2021 and the same was published in The Daily Sentinel, a newspaper published and in general circulation in said City, in pamphlet form, at least ten days before its final passage.

I FURTHER CERTIFY THAT a Public Hearing was held on the 17<sup>th</sup> day of March 2021, at which Ordinance No. 4986 was read, considered, adopted and ordered published in pamphlet form by the Grand Junction City Council.

IN WITNESS WHEREOF, I have hereunto set my hand and affixed the official seal of said City this 19<sup>th</sup> day of March 2021.

  
Deputy City Clerk

Published: March 05, 2021  
Published: March 19, 2021  
Effective: April 18, 2021





# ONE GRAND JUNCTION

COMPREHENSIVE PLAN

Adopted December 16, 2020 and March 17, 2021

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## Acknowledgments

A special thank you to the residents of the City of Grand Junction and the greater Grand Junction Community who participated in the planning process for the One Grand Junction Comprehensive Plan. This Plan reflects the contributions and insights of the residents, businesspersons, property owners, representatives from various groups and organizations, and other community stakeholders. The Comprehensive Plan Advisory Committee was instrumental in guiding the planning process.

### City Council

Duke Wortmann, Mayor  
Kraig Andrews, Mayor Pro Tem  
Rick Taggart  
Chuck McDaniel  
Phyllis Norris  
Phillip Pe'a  
Anna Stout

### Planning Commission

Andrew Teske, Chair  
Christian Reece, Vice Chair  
William "Bill" Wade  
Keith Ehlers  
Sam Susuras  
Ken Scissors  
George Gatseos  
Kim Kerk  
Andrea Haitz, 1st Alternate  
Sandra Weckerly, 2nd Alternate

### Comprehensive Plan Advisory Committee

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Karen Bland  
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Ted Ciavonne  
Vara Kusal  
Keith Ehlers  
Robert Erbisch

Prepared by



with assistance from



# LETTER FROM THE CITY MANAGER

*Grand Junction is a community that is unique unto itself. With a history defined by a cyclical economy, Grand Junction is poised to enter a new era and an exciting future. A diversifying economy, a recent boom in tourism centered around its many cultural and recreational assets, and world-class natural beauty, Grand Junction attracts community members who are committed to its success while continuing the tradition of being a welcoming and friendly community.*

*It is my pleasure to present the One Grand Junction Comprehensive Plan. How our city looks and feels is shaped by our Comprehensive Plan. This Plan represents the next chapter in long-range community planning in Grand Junction. It is an update to the previous plan, which was adopted in 2010. Updating of the One Grand Junction Comprehensive Plan is a multi-year project - one which includes multiple phases of public and stakeholder engagement as well as the utilization of a variety of engagement tools used to actively engage with the community in a meaningful way.*

*One Grand Junction reflects the input of thousands of individuals as well as numerous organizations and agencies that contributed to the plan process. With this Plan, we celebrate our past accomplishments while also recognizing future challenges and opportunities. With our long-range vision and plan principles, One Grand Junction Comprehensive Plan will shape decision-making and funding priorities to implement the future the community desires.*

*-Greg Caton  
City Manager*







## CHAPTER 1 INTRODUCTION

*This document is an update to the City of Grand Junction's previous Comprehensive Plan, which was adopted in 2010 and supersedes and replaces it. The updated Plan addresses changes that have occurred in the last decade and sets a course to guide decision-making for the next 10 to 20 years.*

*Grand Junction is authorized to prepare a comprehensive plan as a long-range guiding document to achieve its vision and goals under Colorado Revised Statutes §30-28-106 and §31-23-206. The One Grand Junction Comprehensive Plan addresses issues within the municipal boundary of the City as well as in its planning area including topics such as public safety, transportation, parks and recreation, education, community identity, inclusivity, resiliency, economic development, and resource stewardship, all that collectively work to achieve the community's vision. The One Grand Junction Comprehensive Plan also provides the policy framework for regulatory tools like zoning, and annexations and establishes a framework for fiscally responsible and well-managed growth.*

*The Comprehensive Plan is not just a policy document for the City organization; it is a guide for the entire community that envisions the kind of place we desire in the future, sets the overall direction for the changes we want, and outlines the steps we will need to take to get there. It is not a definitive course of action or a legally binding obligation of what must be done. Rather, it is a guidance document that describes what the community would like to become and what steps and actions, partnerships, and policies will move the City forward to achieving its vision.*

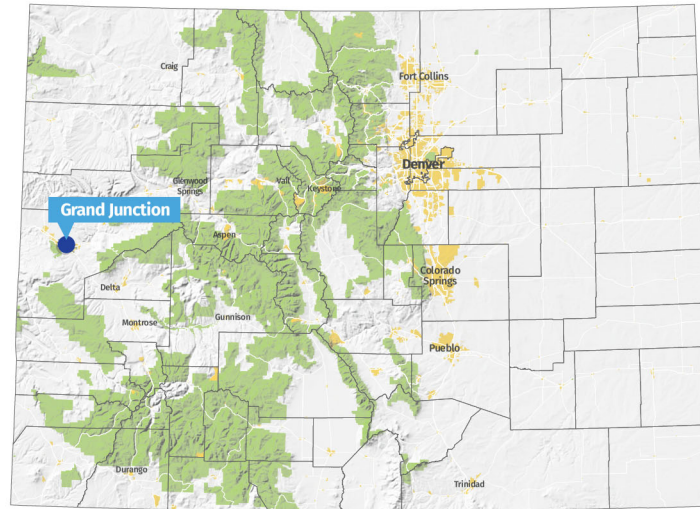
## Planning Area

### Geographical Considerations

The City of Grand Junction is the county seat and largest municipality in Mesa County, located about 20 miles from Colorado's western border with Utah. The city encompasses roughly 40 square miles in the center of Mesa County between the City of Fruita and the Town of Palisade. It is the largest city on the Western Slope and a central hub between the cities of Denver and Salt Lake City along Interstate 70. The city is flanked in all directions, except to the northwest, by natural topography and public lands including Bureau of Land Management (BLM) lands (North, East, South, and West) as well as by lands maintained by the National Parks Service (NPS) designated as the Colorado National Monument.

## Urban Development Boundary (UDB)

The Urban Development Boundary (UDB) was adopted jointly by the City and Mesa County as part of the 2010 Comprehensive Plan and continues with limited modifications to be the boundary within which the City actively plans for growth through the One Grand Junction Comprehensive Plan. Analysis conducted in 2010 that was revisited as part of the 2020 planning efforts to update found the UDB should continue to serve as the boundary for urban level development and that, based on demographic and market studies, logical and orderly growth could be accommodated within the UDB in terms of both current and long-term needs.



## Parts of the Plan

One Grand Junction is organized into six distinct sections:

### Chapter 1: Introduction

Presents the purpose of the Comprehensive Plan, how it should be used and updated and key factors in its development.

### Chapter 2: Plan Principles

Establishes the community vision that guides the Comprehensive Plan and establishes goals and strategies for implementation.

### Chapter 3: Growth and Land Use

Illustrates and describes the type and location of future land uses within Grand Junction. This section also addresses target service levels for specific City services.

### Chapter 4: Area-Specific Policies

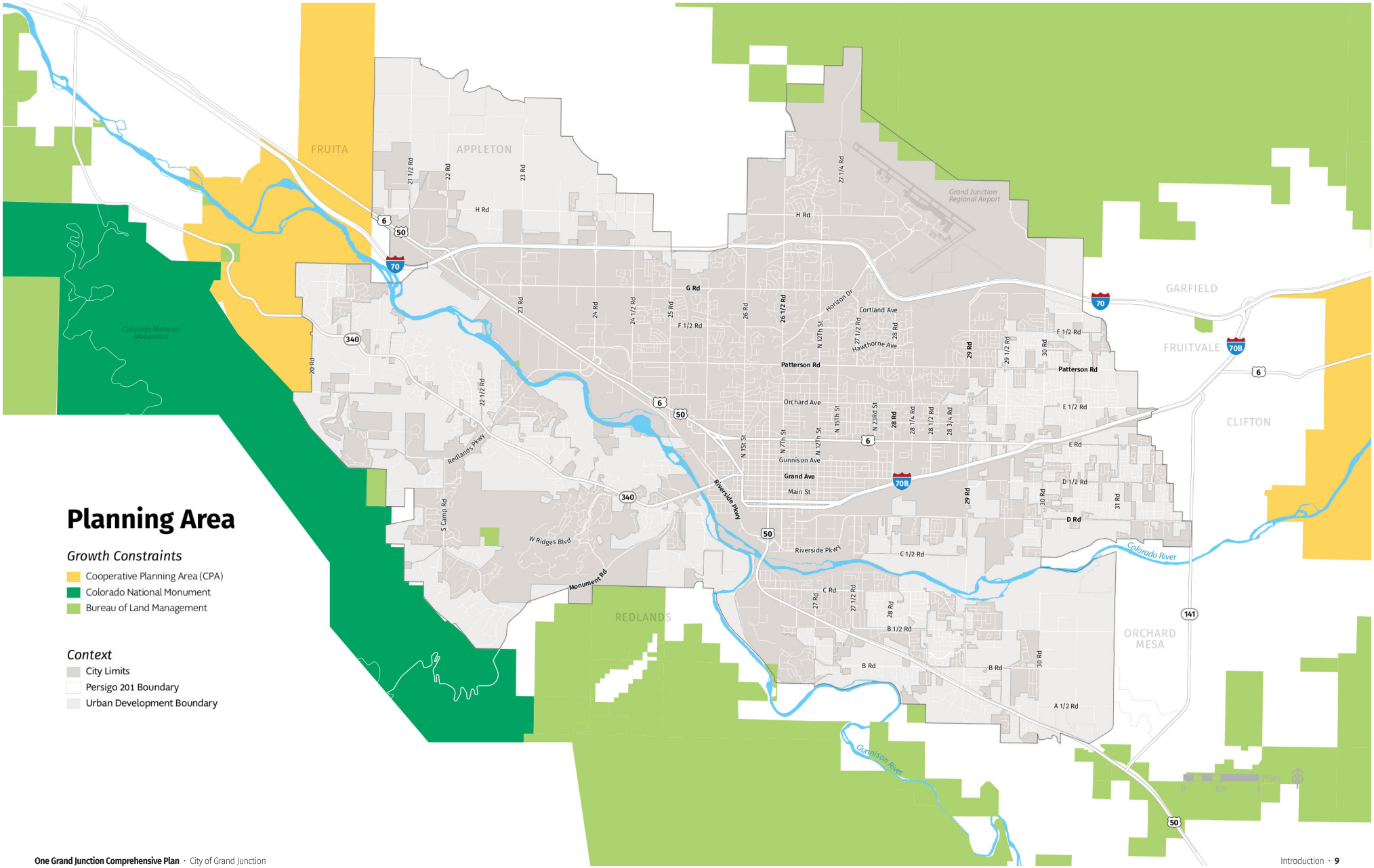
Outlines a vision and site-specific recommendations for two subareas: "Lower Downtown" and the "24 Road Corridor." Includes commercial, industrial, and mixed use area-specific policies.

### Chapter 5: Implementation and Monitoring

Presents specific actions that the City should pursue as it seeks to implement recommendations of the One Grand Junction Comprehensive Plan.

### Appendices

Presents maps, graphics, and information from the planning process, including the Issues and Opportunities Report.



# Planning Area

## Growth Constraints

- Cooperative Planning Area (CPA)
- Colorado National Monument
- Bureau of Land Management

## Context

- City Limits
- Persigo 201 Boundary
- Urban Development Boundary



## Comprehensive Plan in Context

### Relationship between the Comprehensive Plan and Zoning

The Zoning and Development Code ("Code"), Title 21 of the Grand Junction Municipal Code, regulates and directs the development of property. The Code provides that zoning and development actions shall be consistent with the Comprehensive Plan. The requirement for consistency between the Comprehensive Plan and the City's Code should be maintained. In doing so, the Code, including the Official Zone District Map, should be reviewed to ensure that it effectively implements the vision of the Comprehensive plan—or be amended to do so. Absent action by the property owner or the City, existing zoning remains in place.

### Relationship between the Comprehensive Plan and the Municipal Code

Further, the City's Municipal Code should be reviewed to ensure consistency with the vision and recommendations of the Comprehensive Plan.

### Relationship to Other Plans

Previously adopted plans, studies, and reports completed by or for the City of Grand Junction are important to the current comprehensive planning process. The 2010 Comprehensive Plan is first among these as it contains many guiding principles and information that have remained relevant to the City's vision a decade later. In addition, many of the 2010 Comprehensive Plan policies and recommendations remain consistent with the One Grand Junction Plan. Where this consistency occurs, policies and recommendations from the previous plan have been incorporated into the One Grand Junction Plan.

Other plans such as neighborhood or "subarea plans," downtown plans, and other community plans also remain important for City long-term planning and provide for a more granular assessment and recommendations for specific areas (e.g. Redlands Area Plan, Pear Park Neighborhood Plan) or specific services (e.g. Parks and Recreation Master Plan, Circulation Plan, and Wireless Master Plan). These plans remain guiding documents to the City and should be reviewed for consistency with One Grand Junction Comprehensive Plan and updated periodically.

### Relationship to Three-Mile Plan

Colorado law (C.R.S. §31-12-101, et. seq) provides, among other things, that no municipal annexation may occur that would have the effect of extending a municipal boundary more than three miles in any direction from the limits of the current municipal boundary in any one year. The law also requires that, before completion of any annexation within the three-mile area, the annexing municipality must have a plan that generally describes the proposed location, character, and extent of public infrastructure and proposed land uses, all as more particularly described in the statute. According to law, such a plan shall be updated at least once annually.

The law does not expressly establish whether the entire three-mile boundary area or just the area of the annexation is to be planned by the three-mile plan. However, and as is the case in Grand Junction, because the City's master planning includes consideration of annexation policies, the elements of a three-mile plan are incorporated in the City's Comprehensive Plan. As such and pursuant to C.R.S. §31.12.101, et seq, the City recognizes this Comprehensive Plan and its Urban Development Boundary as the City's Three-Mile Plan.



## Timeframe/ Planning Horizon

The One Grand Junction Comprehensive Plan is a blueprint for the future that will guide the City in its decision making for the next 10 to 20 years. Plan monitoring, amendments, and updates will ensure timely adjustments to the timeframe as strategies are achieved and unforeseen changes occur.

## Process Overview

One Grand Junction is a product of a community-driven planning process that incorporated engagement with residents, business owners, local officials, City staff, service providers, a Comprehensive Plan Advisory Committee (CPAC), and other community stakeholders. The planning process centered around four phases:

### Phase 1: Issues and Opportunities Identification

This phase included extensive public outreach through community meetings, focus groups, online engagement, and interviews. The outreach was supplemented with field reconnaissance; inventories; and reading and analysis of past plans, studies, and policy initiatives. It also included analysis of demographic trends and market factors including industrial, office, housing, and retail market sectors that assist in informing the trajectory of Grand Junction. The phase culminated in the production of an Issues and Opportunities Report (IOR) that summarized existing conditions in Grand Junction at the outset of the planning process. The document was made available to the public on October 15, 2019.

### Phase 2: Community Values and Vision

This phase developed and confirmed ideas regarding Grand Junction's collective values and community vision. Visioning statements were based on community input, a public workshop, and feedback from the Comprehensive Plan Advisory Committee (CPAC). Subsequently, goals and strategies were developed to implement these vision statements.

### Phase 3: Subareas

Detailed subarea plans provide more specific recommendations for two key areas of Grand Junction. The subareas were selected through discussion and input with the planning team and the CPAC. A subareas workshop with the public, as well as online tools, were utilized to solicit input. The community explored site-level improvements in the identified subareas and provided direct feedback into the development of the subarea plans.

### Phase 4: Plan Development

Drawn from the community engagement and input, the last phase of the Plan development included the overall organization of plan principles and their corresponding goals and strategies. This phase included the finalization of specific actions, partnerships, and policies necessary to implement the One Grand Junction Comprehensive Plan. This phase included meetings with the CPAC and a public open house to seek feedback on the draft. It also included workshops with the City's Planning Commission and City Council to review the draft plan before adoption.

## Public Engagement and Outreach

A long-range comprehensive plan needs to be built on a foundation of community engagement. From the beginning, the planning process focused on creating opportunities for residents and stakeholders to have conversations about the challenges the City faces, the opportunities in front of the City and the assets available within the community. Engagement for each phase of the process emphasized a range of tools including small/focused group discussions, interactive online engagement and surveys, workshops, and presentations to groups across the City. The City also strived to provide avenues for engagement to segments of the community that historically do not readily engage in planning processes and to seek input that better aligns with demographics.

Targeted outreach was designed for students and youth, those that are or identify as Latino or Hispanic ethnicity and Spanish-speaking residents.

Additionally, the City appointed a group of 16 citizens called the Comprehensive Plan Advisory Committee (CPAC) that met multiple times during the planning process to provide critical feedback, guidance, and direction on the formation of the plan.

A full summary of public outreach can be found in the Appendices.

## CHAPTER 2

# PLAN PRINCIPLES

*One Grand Junction's Eleven Plan Principles examine "Where We Are Today". Each Plan Principle includes a "Where We Are Going" section describing Grand Junction in the year 2040 and provides a retrospective of the accomplishments and successes that will have occurred since the Plan's adoption. The Plan Principles were derived directly from ideas and themes generated during the community outreach process and provide a foundation for One Grand Junction's recommendations and policies. These eleven plan principles listed below and presented in this chapter establish goals and strategies to help to community achieve its vision.*

- *Plan Principle 1: Collective Identity*
- *Plan Principle 2: Resilient and Diverse Economy*
- *Plan Principle 3: Responsible and Managed Growth*
- *Plan Principle 4: Downtown and University Districts*
- *Plan Principle 5: Strong Neighborhoods and Housing Choices*
- *Plan Principle 6: Efficient and Connected Transportation*
- *Plan Principle 7: Great Places and Recreation*
- *Plan Principle 8: Resource Stewardship*
- *Plan Principle 9: Quality Education and Facilities*
- *Plan Principle 10: Safe, Healthy, and Inclusive Community*
- *Plan Principle 11: Effective and Transparent Government*



# Plan Principle 1: Collective Identity



## Where We Are Today

### Sense of Place

Belonging, identity, and a sense of community shape daily life for residents in Grand Junction. Rooted in shared experiences and the history of the place, the contemporary sense of collective identity in Grand Junction reflects a unique and dynamic mixture. This identity has evolved and continues to evolve in response to changing conditions. Much of the city's identity is captured in the landscape of the Downtown District, which has numerous historical structures and extensive art bisected by railroad and highway, bounded by the Colorado River. The city's three defining geological features—the Grand Mesa, the Colorado National Monument, and the Bookcliffs are all visible from Main Street.

### Agricultural Roots

Among the oldest features of this collective identity is the community's agricultural origin, which continues to drive the city's self-image in many ways. Cherished cultural events, businesses, and symbols revolve around agriculture, including the Market on Main, the wine industry, and the celebrated Palisade peach. This living history of agriculture is intimately linked to the city's small-town feel and is ingrained in the landscape. Complex and difficult histories define Grand Junction's sense of the past.

## Evolving Economy

These chapters include the removal of the Ute tribes in 1881, the mid-century uranium boom and its radioactive legacy, and major economic busts such as the one that began with the infamous Black Sunday of 1982. Today, the City faces the COVID-19 pandemic that may affect the local economy in ways unlike historic cycles. In navigating these challenges, Grand Junction's identity celebrates independence and has taken on elements of resiliency, grit, and industriousness.

## Cultural Influences

Grand Junction's local culture draws on many influences, including the contributions of the many cultural groups that have contributed to Grand Junction's growth over the past century and a half. The annual Cesar Chavez Celebration as well as the naming of both Las Colonias and Dos Rios parks highlight the role of Hispanic and Latino cultures in shaping the community. Country Jam celebrates the unique culture of the American West and one of its great cultural symbols, country and western music. The Downtown Art Festival and ever-present Art on the Corner installations celebrate the creative spirit that has made Grand Junction a hub for artists on the Western Slope.

## Growing and Changing

Like in all communities, Grand Junction's identity is continually evolving. Beyond attending the Junior College World Series (JUCO) each spring, there is a surge in outdoor recreation; today Grand Junction's recreation culture is blooming. Both long-time and new residents as well as people outside the community increasingly identify Grand Junction as an outdoor mecca with mountain biking and rafting with similar accolades for the areas access to hiking, hunting, fishing, wildlife viewing, four-wheeling, horseback riding, and snow skiing. City residents also share a sense of the impending future, in which long-standing industries will adapt to new economies, small and mid-size Western communities will grow by leaps and bounds, and an increasingly diverse and metropolitan environment will bring new cultural influences. Residents would like to see the best of their identity preserved through coming transitions and seek to strengthen, grow, and share the community's identity through periods of change.

## Where We Are Going

### Retaining Character

By the year 2040, Grand Junction residents are known to be deeply attached to their community, and they find ways to demonstrate their pride in calling it home. The community has grown, diversified, and encountered new cultural influences. In response, its residents have creatively adapted their sense of identity, retaining the things that have made the city special and incorporating new ideas to propel the community forward. It is exactly this strong sense of character that continues to drive the city's growth and success, attracting new people, ideas, and businesses with a unique character, plentiful assets, a business-friendly reputation, and high quality of life. Grand Junction still has its small-town feel, but its urban amenities include world-class medical services, a successful university, an activated riverfront, and an increasingly lively Downtown. All it takes is a walk around Downtown to glimpse the long-standing layers of the city's history, now interspersed with the signs of innovation.

### Old and New

So it is that, in 2040, Grand Junction continues to be the cultural and economic center of the region. Overall, the City has worked diligently to protect the assets that make Grand Junction unique. Agriculture, industry, and recreation all continue to play major roles in the economy and identity of the place. New sectors and interests have emerged alongside these standbys, and new influences have continued to fuel the local art scene.

## Key Features

Events, institutions, and places that defined the city in past generations continue forward, offering a chance for new residents to meaningfully connect to the community's past. Key fixtures of the local culture—including the Colorado River, the Colorado National Monument, and the Grand Mesa—provide points of reference for the progress that has been made. These key features, combined with the sensible approach to growth and preservation of the community's most important places and spaces, have greatly contributed to local pride. Meanwhile, new events and ideas have bestowed new meanings on places, and the city's repertoire of cultural symbols has evolved.

## Striking a Balance

The continual integration of cultural influences has helped the city to foster a positive and accepting approach to difference. This evolution has accelerated as the city has grown and become more metropolitan, but the city's history has not been displaced. Instead, a successful balance between tradition and change has resulted in a place that feels comfortable, desirable, and meaningful to all residents and visitors, no matter their race, gender, ability, income, age, or sexual orientation. A widespread and deep-rooted sense of belonging can be felt throughout the community. Broad participation in public life is evidence of this achievement.

## How We Will Get There

### 1. Preserve, promote, and celebrate Grand Junction's identity, diversity, and history.

#### a. DIVERSITY AND ACCEPTANCE.

Cultivate a social and economic environment that values differences and celebrates a variety of identities and backgrounds.

#### b. CULTURAL EVENTS.

Support efforts throughout the community to provide cultural events reflective of the community's diversity.

#### c. WESTERN IDENTITY.

Promote a sense of pride enhancing local culture, agricultural background, and Grand Junction's unique Western identity.

#### d. HISTORIC PROPERTIES.

Identify, recognize, and increase historic resources by encouraging and incentivizing the addition of properties to the local, state, and national historic registers.

#### e. HERITAGE PRESERVATION.

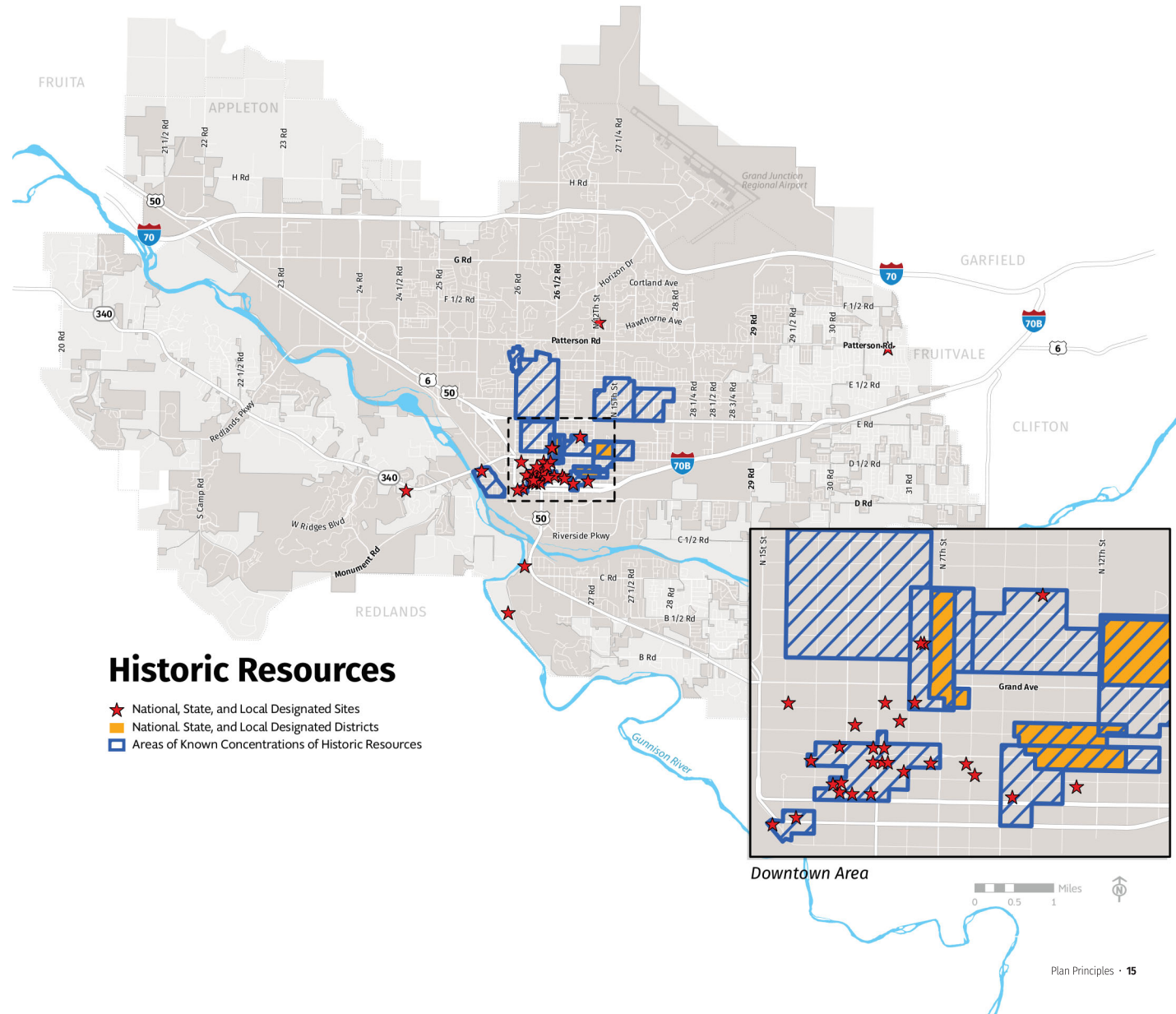
Emphasize the economic benefits of historic preservation and its role in economic development, sustainability, and heritage tourism.

#### f. HISTORIC PRESERVATION EDUCATION.

Support efforts to provide educational resources on the city and region, while maintaining the city's direct efforts in historic preservation, the City's register of historic places and historic districts.

#### g. AGRICULTURAL AND INDUSTRIAL ROOTS.

Support the retention and evolution of agriculture, industry, and other sectors with deep roots in the local economy as the community undergoes economic and land use change.



## Historic Resources

- ★ National, State, and Local Designated Sites
- ▨ National, State, and Local Designated Districts
- ▨ Areas of Known Concentrations of Historic Resources



# Plan Principle 2: Resilient and Diverse Economy



## Where We Are Today

### Resilience

Following significant job losses from the energy and construction industries as a result of the Great Recession, Grand Junction has focused on diversifying industry to provide for a more sustainable and balanced economy. In early 2017, the first signs of the area experiencing a period of sustained job growth were seen. Unemployment was down and the economy was showing signs of significant industry diversification including growth in manufacturing, technology, and tourism industries. While wages have lagged behind state averages, low unemployment and a more diversified economy have caused wages to grow in recent years.

### Mix of Industries

While the school district is the largest public employer, large private sector employers include healthcare and manufacturing industries represented by companies such as CoorsTek, Leitner-Poma, St. Mary's Medical Center, Rocky Mountain Health Care, and Capco. Both healthcare and manufacturing continue to grow and add new jobs year over year. Small business makes up the majority of the region's employers and employees. As businesses look to expand or relocate to Grand Junction, some have faced challenges in finding a qualified workforce with relevant skills and experiences.

### Growth in New Sectors

While educational institutions such as Mesa County Valley School District 51, Colorado Mesa University, and Western Colorado Community College continue to expand existing and add new programming to train students in technology, healthcare, and other careers, businesses still report experiencing a shortage of skilled, qualified workers in Grand Junction.

### Partnership and Leadership

The City of Grand Junction works closely with the Grand Junction Economic Partnership (GJEP), the Business Incubator, and the Grand Junction Chamber of Commerce supporting economic development activities in the region. While there has been success in these partnerships, work is on-going and key issues are focused on a trained and skilled workforce, wage growth, public education, infrastructure (such as transportation and broadband), and availability of attainable housing.

### Sites of Commerce

Grand Junction has several well-established commercial areas that serve as regional attractions including its commercial corridors, Downtown, Horizon Drive, and Mesa Mall. However, the future of retail is unknown due to a national decline in sales from brick and mortar stores and increasing online sales.

The City is concerned with the viability of traditional retail areas such as shopping malls and recognizes the importance of reprogramming key areas into mixed use areas and the needed evolution to include more residential and experiential uses. Manufacturing and industrial uses have long been important to the city's economy and the preservation of established industrial areas, especially those with rail access should be preserved. The Grand Junction Regional Airport continues to grow as indicated by an increase of enplanements and an average decrease in ticket prices. A new direct flight to Chicago commenced in 2019. The on-going effort to become a Foreign Trade Zone with the presence of a US Customs office to help enable Grand Junction to become a manufacturing hub continues.

### Regional Center

Grand Junction is the largest city between Denver, Colorado, and Salt Lake City, Utah, and is located on the main corridor between the two capital cities on Interstate 70. Grand Junction offers many natural resources and recreational opportunities that attract people from around the country to experience its arts, culture, and the outdoors. Grand Junction is a high desert, which provides for mild climate all year, yet there are still four beautiful and unique seasons. The terrain is also unique—there is no other place in Colorado where you can experience the intersection of so many prized ecosystems: mountains, rivers, canyons, lakes, and high desert.

Tourism is recognized as a key industry for the city and is seen as an opportunity for economic growth. Visit Grand Junction, the city's destination marketing organization, champions a responsible approach to destination marketing initiatives by keeping resident quality of life as a top priority, while also educating visitors and locals on Leave No Trace principles.

## Where We Are Going

### Capitalizing on Success

By the year 2040, Grand Junction has maintained its status as a strong regional employment center, with a range of businesses that comprise a resilient local economy. The community has established a customs office at the airport and a Foreign Trade Zone to help further establish Grand Junction as a U.S. manufacturing hub. The establishment of office and industrial parks has enticed investment, offering attractive sites for modern industry and attracting major employers. Grand Junction businesses offer well-paying jobs for people in all stages of their careers. Grand Junction has secured a reputation as a place that fosters entrepreneurship and offers a home for emerging startups. Technology, tourism, and other growing industries have formed a healthy cluster of skilled employees and jobs in the city.

### 21st Century Economy

These are supported by robust internet and broadband networks providing digital connectivity. This base of skilled workers is continually expanded by the success of local education and the recognition of the quality of life that Grand Junction offers.

### Tourism

Tourism continues to benefit the local economy and has been promoted responsibly so that the city's amenities and natural resources are not unduly impacted. People visit Grand Junction to experience a variety of cultural and recreational activities, including events. One of the community's flagship events is the Junior College Baseball World Series (JUCO), which draws visitors and drives economic activity. The tourism sector has grown, while education, community health energy, and other major sectors of the City's economy continue to make important contributions to employment and the tax base.

### Economic Diversification

Though the national and state economies face occasional disruptions and recessions, Grand Junction no longer sees disproportionately large impacts on its economy. Diversification of the economy, and the establishment of innovative businesses in growing sectors, has brought Grand Junction into a period of remarkable stability and productivity, even during economic downturns.

## How We Get There

### 1. Foster a vibrant, diverse, and resilient economy.

- a. **ECONOMIC DIVERSITY.** Support the further diversification of the economy that is prepared to anticipate, innovate, and proactively respond to cyclical economic fluctuations and evolution.
- b. **EMPLOYMENT BASE.** Continue to collaborate with local and regional partners to expand the community's economic base and primary job creation by focusing on retention, expansion, incubation, and recruitment efforts that create jobs and import income or dollars to the community, particularly businesses in targeted industries.
- c. **CULTURE OF INNOVATION.** Ensure the city fosters an innovative business climate that is open to new technologies, emerging businesses, start-ups, and new ideas.
- d. **ACCESS TO FUNDING.** Work with economic partners and the private sector to identify ways to increase funds available to support the growth of local businesses and the creation and growth of new businesses.

- e. **INDUSTRY CLUSTERS.** Identify opportunities to support the formation of industry clusters, especially those focused on technology, manufacturing, and tourism.
- f. **MONITOR WAGE GROWTH.** Monitor growth in wages for City and regional employees.
- g. **SALES AND USE TAX REVENUE.** Partner in supporting programs that encourage residents to spend retail dollars locally before looking elsewhere for goods and services. Emphasize the retention and recruitment of retailers or development projects that have a positive impact on sales tax generation, specifically focused on increasing retail sales inflow and reducing retail sales leakage.
- h. **STRATEGIC ECONOMIC INVESTMENTS.** Make strategic investments that provide growth of primary jobs, economic diversity, and/or promote retail sales tax revenue.

### 2. Support the development of a diverse, educated, healthy, and adaptable workforce.

- a. **QUALITY OF LIFE.** Continue to invest in the attributes of Grand Junction such as attainable housing, access to open space, arts and culture, and new recreational amenities that will enhance a high quality of life to provide an attractive location for potential new workers.
- b. **CHILDCARE.** Support Mesa County Public Health along with employers to address childcare shortages, prioritizing those that assist working families.
- c. **URBAN REINVESTMENT.** Continue efforts to revitalize Downtown and other mixed use areas to create vibrant urban areas attractive to young professionals and other workers.
- d. **ALIGNMENT OF EFFORTS.** Work with area educational institutions and regional economic development partners to provide educational programs that train students to work in the region's existing and target industries.
- e. **EDUCATION.** Identify ways to support District 51 on workforce readiness programs that further advance their missions.

- f. **WORKFORCE TRAINING.** Support ongoing coordination with institutions of higher education, the Workforce Center and other facilities and agencies to develop skills training and education programs to match workforce needs of the city's targeted growth industries. Emphasize training programs that support middle skill jobs paying higher wages and that allow students to remain in the community after graduation.
- g. **HEALTHCARE.** Participate with community partners, healthcare providers, and the state legislature to address healthcare costs and access.
- h. **TALENT GAPS.** Identify talent gaps for the area's targeted industries and develop strategies for increasing access to funding, education, and partnerships to address gaps.

### 3. Promote Business Growth for a Diverse and Stable Economic Base.

- a. **MODERN MANUFACTURING AND TECHNOLOGY HUB.** Support the continued growth of the city's manufacturing and technology industries and leverage the region's assets to broaden the economic base through the attraction of manufacturing and technology employers.
  - b. **PROACTIVE INVESTMENT.** Proactively invest in infrastructure and amenity projects, using the capital improvement plan, water and wastewater enterprise funds, and other public funding and financing tools to enhance the attractiveness of high priority growth and employment areas in coordination with public and private partners, when possible.
- c. **AGRICULTURAL PRODUCTS.** Taking advantage of excellent growing conditions and established agricultural businesses in the Grand Junction area, capitalize on agriculture-related industries including food products, hemp, fibers, high-value crops, and tourism.
  - d. **ENCROACHMENT.** Protect key industrial areas from encroachment by potentially incompatible land uses or conversion to alternative uses. Protect key industrial infrastructure such as railroad spurs.
  - e. **BUSINESS RETENTION AND ATTRACTION.** Support economic development partners to encourage the retention and expansion of existing businesses and industries and the establishment of new businesses in industries that support City initiatives, especially those that offer a livable wage.
  - f. **BARRIERS.** Continue to identify and pursue ways to reduce barriers to entry for new businesses.
  - g. **MINERAL EXTRACTION.** Continue to allow responsible mineral and resource extraction and processing as well as businesses that support these industries.

### 4. Support the expansion of a responsible and sustainable tourism industry utilizing Grand Junction's Destination Marketing Organization called Visit Grand Junction and its strategic partners.

- a. **ARTS AND CULTURE.** Leverage the arts and cultural assets in Grand Junction, the Creative District, and the surrounding region to attract artists and other creative entrepreneurs.
- b. **OUTDOOR RECREATION TOURISM.** Leverage Grand Junction's location, diverse landscapes, temperate climate, proximity to the Colorado National Monument and the Grand Mesa, Colorado and Gunnison Rivers, and other existing tourism assets to make Grand Junction stand out from its competitors in the outdoor recreation marketplace.
- c. **AGRITOURISM.** Work with regional jurisdictions to preserve agricultural lands and support opportunities for agritourism in and around Grand Junction.
- d. **WATER.** Integrate the concept, access, and experience of water into a part of the Grand Junction brand.

**5. Champion Leave No Trace principles to educate both locals and visitors.**

a. **PUBLIC LANDS.** Work with the State, County, and Federal partners to ensure public lands are maintained and properly managed for public enjoyment and leverage their assets as key employers in the region.

**6. Invest in key infrastructure that supports businesses.**

- a. **ATTAINABLE HOUSING.** Encourage the development of attainable housing for early and mid-career employees consistent with the City's housing goals.
- b. **WIRELESS PLAN.** Collaborate with partners to ensure high-speed internet access is broadly available.
- c. **EMERGING TECHNOLOGIES.** Explore and embrace emerging technologies, such as 5G wireless, that can have an impact on Grand Junction's economy.
- d. **REGIONAL AMENITIES.** Continue to invest in parks, recreation, and its connected trail system that serve as attractions for tourism and amenities for locals.

- e. **CORE INFRASTRUCTURE.** Continue to strategically invest in transportation and utility infrastructure to serve business and implement the Grand Junction Circulation Plan's Function Classification and Active Transportation Maps.
- f. **AIRPORT.** Support the Grand Junction Regional Airport as a regional transportation, aircraft maintenance, and air freight hub to provide the economic development benefits associated with having an airport nearby.
- g. **PARKING.** Allow for sufficient parking that does not unduly burden businesses with the cost of building or maintaining surface lots.

### Wireless Master Plan (2016)

The Wireless Master Plan adopted in 2016 provides goals and objectives for locating cell tower sites and combines land-use planning strategies with radio frequency engineering models to create a planning tool. The plan is intended to help manage the development of future sites. The plan takes a comprehensive approach to wireless development in Mesa County. It aims to align the needs of wireless broadband service providers with government and community objectives, allow for infrastructure planning and development that will accommodate multiple providers, improve public safety, and attract and retain residents and businesses.

The plan estimates that the largest number of new sites constructed over the ten to fifteen years after adoption will be built in and around the City's Growth Boundary, and that approximately 11-18 new towers or base stations will be needed to fill in the anticipated coverage gaps.



# Plan Principle 3: Responsible and Managed Growth



## Where We Are Today

### Quality Places

The City of Grand Junction is distinguished by its historic downtown, quality residential neighborhoods, and easy access to open spaces, among other features, all of which contribute to its character and status as a destination for regional employment, shopping, and activities on Colorado's Western Slope.

### Growing Population

Grand Junction's population is growing and is expected to continue to grow in the future. After being particularly hard hit during the Great Recession and for nearly a decade thereafter, Grand Junction has seen an increase in new development in recent years. Median home values have risen significantly, and the pace of construction has substantially increased. It is with relief to many that the construction market has returned and home prices are rising, but that does not come without concern about other growth-related impacts.

### Housing and Services

Concerns related to new development include increased demand for housing and a waning supply of attainable housing. The City is also aware of increased pressure on infrastructure including transportation and parks, as well as the challenges of providing adequate services—including emergency response, police, recreation, and schools—to a growing population.

### Limited Supply of Land

The timing and location of development in Grand Junction today are influenced by several interconnected factors, including available land, infrastructure, and services as well as the Persigo Agreement and market demand. While there is no lack of vacant land to accommodate new growth within the City's Urban Development Boundary, there is a lack of land with the existing urban infrastructure required by the City. Balancing the need for investments in new infrastructure to support greenfield development with the need for improvements to existing infrastructure in established areas of the city to support infill and redevelopment is an ongoing challenge.

### Demand and Infill

Market demand has been a strong driver of Grand Junction's pattern of growth over the past 20 years. Residents have historically preferred to live in single-family, detached homes. Although many residents still express a preference for single-family homes, they also express a preference for a variety of new home types and homes located in neighborhoods that are located close to local shopping, dining, and other amenities and that are walkable. While the City has identified priorities for infill in the City's central core since 2004 and began incentivizing infill and redevelopment in these areas in 2013, limited development has occurred that supports the community's desire to see additional urban intensification within the City's core. Residents have suggested a much stronger focus on infill and redevelopment or 'urban intensification' is needed.

### Maintaining Quality

Unincorporated areas bleed into City jurisdiction, resulting in a lack of distinct gateways to the City. The City has had a history of unsightly junkyards, and outdoor storage. Though major efforts by both private property owners and the City have resulted in vast clean-up of several areas, residents have expressed a desire to see continued improvements to the built environment, particularly related to property maintenance and weed management.

## Where We Are Going

### Guided Growth

By the year 2040, Grand Junction has managed growth by placing a priority on infill and redevelopment within City limits allowing the City to reap the benefits of growth. Carefully planned expansion of the city's residential areas has allowed for a growing population to call Grand Junction home. Grand Junction's infrastructure policy has fostered growth, limited leap-frog development, and brought investment into the City's core. Infrastructure policy is supported by cooperative relationships with service providers, such as the water and wastewater districts, and the City has continued to ensure that residents and businesses are provided with essential services. Thanks to the City's policies, redevelopment and infill occur, especially along major corridors such as North Avenue, Patterson Road, State Highway 50 in Orchard Mesa, and along Horizon Drive. New development patterns, including mixed-use development, have reshaped the land uses of these areas, making them signature gateways.

## How We Will Get There

### 1. Support fiscally responsible growth and annexation policies that promote a compact pattern of growth, maintain or improve levels of service, and encourage the efficient use of land.

- a. **URBAN DEVELOPMENT BOUNDARY (UDB).** Maintain and continue to utilize the UDB surrounding Grand Junction, in cooperation with Mesa County, as a tool to guide and manage growth outside of the City limits and delineate the extent of the City's urban development.
- b. **INTENSIFICATION AND TIERED GROWTH.** Support the efficient use of existing public facilities and services by directing development to locations where it can meet and maintain the level of service targets as described in Chapter 3, Servicing Growth. Prioritize development in the following locations (in order of priority). Periodically consider necessary updates to the Tiers.
  - i. Tier 1: Urban Infill.
  - ii. Tier 2: Suburban Infill.
  - iii. Tier 3: Rural Areas and County Development.

- c. **PERSIGO 201 SERVICE BOUNDARY.** Align the Persigo 201 Boundary with/to the UDB.
- d. **PERSIGO AGREEMENT AND ANNEXATION.** Study the impacts of the Persigo Agreement on the City's level of service targets and related fiscal impacts. Engage in negotiations with the County regarding appropriate revisions to the Persigo Agreement reflective of the study's findings.
- e. **ZONING AND DEVELOPMENT CODE.** Ensure zoning and development regulations are consistent with the Comprehensive Plan.

### 2. Encourage infill and redevelopment to leverage existing infrastructure.

- a. **UNDERUTILIZED PROPERTIES.** Support the use of creative strategies to revitalize vacant, blighted, or otherwise underutilized structures and buildings including, but not limited to:
  - i. adaptive reuse of existing buildings (particularly those that have historic significance);
  - ii. infill of existing surface parking lots;
  - iii. consolidation and assembly of properties to improve and coordinate the redevelopment of blocks or segments of corridors where a property-by-property approach would limit development potential; and/or
  - iv. public/private partnerships.
- b. **INCENTIVES.** Align existing incentives, such as reduced impact fees, with urban intensification priorities.

### 3. Collaborate with regional entities and service providers on growth and infrastructure issues.

- a. **INTERGOVERNMENTAL COOPERATION.** Work with Mesa County to implement land use policies that are consistent with the Comprehensive Plan.
- b. **BUFFER AREAS.** Maintain Intergovernmental Agreements that provide 'Community Buffers' for distinct community separation between the City of Fruita, City of Grand Junction, and Town of Palisade.
- c. **STATE AND COUNTY ROADWAYS.** Ensure impacts to state and County roadways associated with proposed development are analyzed. Understand the cumulative impacts of land use decisions upon these roadways to maintain desired levels of service.
- d. **DISTRICT 51.** Collaborate with District 51 in planning for the design and location of new public schools in areas that advance the City's growth priorities and ensure infrastructure such as sidewalks and bike lanes are provided to support mobility choices to and from schools.
- e. **ELECTRICAL SERVICE.** Evaluate current policy for undergrounding overhead utility lines and in lieu of payments. Continue to require new and existing electrical lines to be buried.
- f. **INSTITUTIONAL USES.** Collaborate with major institutions and businesses in the city, such as CMU and St. Mary's Hospital, to produce and update master plans for expansion of civic and institutional facilities to ensure alignment with the goals and policies of this Plan.

### 4. Maintain and build infrastructure that supports urban development.

- a. **WATER SUPPLY.** Support the efficient and reliable management of water resources by:
  - i. maintaining cooperative service agreements with Clifton Water District;
  - ii. maintaining absolute water rights and filing, as needed, documentation to perfect conditional rights on the Colorado and Gunnison Rivers;
  - iii. maintaining and replacing aging water infrastructure; and
  - iv. coordinating with Ute Water Conservancy District and Clifton Water District to ensure sufficient water resources supply and infrastructure for the City's projected growth.
- b. **WASTEWATER CAPACITY.** Update the Wastewater Basin Study as well as plan for future expansion of the Persigo Wastewater Treatment Plant to serve growth within the Persigo 201 service boundary.
- c. **WASTEWATER TREATMENT.** Ensure new development connects to the Persigo wastewater treatment facility.
- d. **SEPTIC ELIMINATION.** Continue to support the elimination of Individual Sewage Disposal Systems (ISDS or 'septic systems').
- e. **OUTDOOR LIGHTING.** Use development regulations to promote best practices in lighting that protect night skies.
- f. **PARKING.** Evaluate current parking requirements to ensure that the resulting land usage and intensity align with City goals. Further, continue to implement the recommendations of the 2016 Downtown Parking Study regarding parking demand, location, timing, pricing, and supply.
- g. **PUBLIC SAFETY SERVICES.** Ensure the City's capacity to provide public safety and emergency services expand in line with the level of service targets outlined in Chapter 3, Servicing Growth. To the extent possible, give preference to development patterns and intensities that allow for efficient and cost-effective expansion of services.

- h. **PARKS AND RECREATIONAL FACILITIES.** Provide residents with access to parks and recreational opportunities, recognizing that projected needs, types of opportunities, and facilities will vary based on location. Strive to provide park facilities within the defined level of service consistent with Chapter 3 and the Parks and Recreation Master Plan for all homes within the city.
  - i. **STORMWATER.** Participate with local, state, and federal partners in identifying and implementing innovative regional solutions to stormwater management challenges and stormwater infrastructure needs.
  - j. **TRAILS.** Evaluate current policy for responsibility related to construction of City's Active Transportation Network.
5. **Plan for and ensure fiscally responsible delivery of City services and infrastructure.**
- a. **CAPITAL IMPROVEMENT PROGRAM.** Maintain a capital improvement plan by:
    - i. preparing and annually updating a balanced five-year capital improvement program which supports the implementation of the Comprehensive Plan;
    - ii. prioritizing capital projects that are designed to serve existing needs and to prevent the deterioration of existing levels of service;
    - iii. prioritizing projects that support citywide growth priorities;
    - iv. prioritizing investment in infrastructure that supports economic activity; and
    - v. identifying funding for operating and maintenance costs for approved capital projects at the time projects are approved.
  - b. **COST OF GROWTH.** Periodically update impact fee study. Maintain an efficient and fair system of fees and development requirements that assesses the costs and benefits of financing public facilities and services, the need for which is generated by new development and redevelopment, assessing for:
    - i. a proportional share, consistent with adopted City policy, of the cost of public improvements outside the development boundaries that is directly attributable to that development; and
    - ii. the full cost of all public improvements required by the development within the boundaries of that development.
  - c. **OVERSIZING.** Utilize a reimbursement or credit mechanism to compensate developers, or the City, for oversizing public facilities such as transportation infrastructure.
  - d. **FINANCING MECHANISMS.** Utilize a range of financing mechanisms and tools as appropriate to finance capital improvements and infrastructure in priority growth areas.
  - e. **SPECIAL ASSESSMENT DISTRICTS.** Consider the use of special assessment districts, such as alley improvement and sewer improvement districts, as a means of funding/financing the construction of publicly owned infrastructure improvements and, when proposed, improvement districts:
    - i. provide a tangible benefit to the community; and
    - ii. align with the goals and policies and priorities of this Plan.
6. **Support the development of neighborhood-centered commercial uses and mixed-use development.**
- a. **EMPLOYMENT AREAS.** Create and maintain plans for employment areas to support investment, development, and redevelopment in these areas to create new places for employment to grow. Encourage and support higher-intensity employment uses through land use policies and investment in infrastructure that support these employment areas.
  - b. **MIX OF USES.** Support the creation of a mix of uses as in neighborhood centers and along prominent corridors that reflect the needs of adjoining residents and the characteristics of individual neighborhoods, including, but not limited to retail, office, entertainment, schools, libraries, parks, recreation amenities, transit facilities, and other amenities.
  - c. **WALKABLE CENTERS.** Support the development of walkable community/neighborhood commercial centers that provide a variety of services and amenities to the immediate area, expand housing options, and/or provide live-work opportunities. Centers will vary in size and type but should be located consistent with the Commercial and Industrial Areas Framework Map.
  - d. **DENSITY/INTENSITY.** Encourage the transition of low-intensity or otherwise obsolete single-use centers to higher intensity, mixed use centers over time. Emphasize strategies that will expand housing options and available services within the immediate neighborhood.
  - e. **CONTEXT-SENSITIVE DEVELOPMENT.** Ensure that all development contributes to the positive character of the surrounding area. Tailor building materials, architectural details, color range, building massing, and relationships to streets and sidewalks to the surrounding area.
7. **Continue efforts to create a community that provides a sense of arrival, attractive design, and well-maintained properties.**
- a. **GATEWAYS.** Enhance and accentuate the community's gateways, including Interstate 70 interchanges, Interstate 70 Business Loop, and State Highway 50 to provide a coordinated and attractive community entrance. Gateway design elements may include streetscape design, supportive land uses, building architecture, landscaping, signage, lighting, and public art.
  - b. **DESIGN STANDARDS.** Develop basic design standards for key corridors to improve the overall visual cohesiveness and appeal of an area as well as improve upon the overall physical appearance of the city.
  - c. **STREETSCAPE.** Continue to implement cost-effective improvements to the streetscape, including functional improvements to hardscape and green infrastructure as well as artistic and design elements.
  - d. **CODE ENFORCEMENT.** Work with private property owners to achieve ongoing compliance with required landscaping, weeds, junk, or other City nuisance codes and ordinances.

# Plan Principle 4: Downtown and University Districts



## Where We Are Today

### Downtown Core

Grand Junction's Downtown complements the outdoor amenities for which the region is known. The city offers tourists and regional residents an urban setting with local businesses, a variety of restaurants, hotels at various price points, and convenient access to the city's many amenities and recreational opportunities. However, the compact and highly walkable Downtown area is limited in geography to predominantly eight blocks along Main Street and Colorado Avenue. Residents desire for Downtown to be a more urban environment with modern amenities, unique experiences, and a greater variety of local businesses. Through study, it has been identified that expanding housing options in Downtown areas would assist in creating a more vibrant Downtown and that infill and redevelopment of key properties would further activate areas.

### A Growing University

Similarly, the areas around Colorado Mesa University (CMU) have been identified as opportunities for infill and redevelopment to provide commercial services and housing to students and area residents. The community has expressed the need for reinvestment and maintenance of residential properties that have long been used as rental units—predominately for university students—that have fallen into disrepair. CMU generates a widespread impact on the culture and economics of the city by attracting talented students and staff who are involved in many aspects

of community life. CMU seeks to engage and retain talent through the combination of rising academic prominence on the part of the University and the lifestyle amenities of the Grand Junction area. However, many students currently leave the city within a few years of graduation, diminishing the potential impact of talent for local employers.

### Downtown's Mobility

Adequate and convenient parking is essential for Grand Junction's Downtown and commercial areas. However, the community has expressed that parking should not be overemphasized at the expense of walkability or density, particularly in Downtown's pedestrian environment. Downtown is also the primary hub for transit options in the City, though the transit usage remains low.

### Investment in the Riverfront

The areas along the Colorado Riverfront are seeing increased interest and development has begun as Las Colonias Park. The first two tenants are constructing businesses in the business park. The Riverfront at Dos Rios has moved from its planning stages to construction of infrastructure. The historic Riverside Neighborhood borders the future development of the Riverfront at Dos Rios. Residents are both excited and anxious about how their neighborhood may be impacted by future development in the area.

## Where We Are Going

### Downtown Flourishes

By the year 2040, Downtown continues to flourish and Main Street is Grand Junction's center of activity. Downtown is known as the place to bring friends and family for great dining, entertainment, and local shopping. The hotels around the Grand Junction Convention Center are conveniently located, supporting a lively atmosphere that guides visitors to stroll down Main Street and explore the side streets in the greater Downtown area. Throughout Downtown, roadways are marked by attractive streetscape, wayfinding signage and local art installations, adding to the city's character.

### Activated Spaces

Downtown is active during the day and evening throughout the week where people live, work, and enjoy a variety of amenities in the area. Evenings and weekends are no longer sleepy as additional experiences have drawn more people Downtown and have ignited further economic impact. Sitting at the pivotal intersection of 7th Street and Main Street, the city's historic Avalon Theatre continues to anchor the east end of Downtown, providing entertainment in its performing arts hall, presenting films, live music, and offering a venue for special events.

## Mobility Options

The City has worked to manage its parking and balance the needs of business owners and residents with best practices in the Downtown. Large parking lots and vacant lots have been transformed into commercial and residential uses, helping activate streets and create great public spaces. The residential core of Downtown—including the Original Square Mile of Grand Junction—retains its historic character. New residential development in the historic residential areas has gradually increased the number of residences through limited, context-sensitive infill and retrofitting, as well as through the development of accessory dwelling units on some single-family lots.

## River and Rail

The Downtown area has seen investment and tremendous growth due to its access to Main Street, Las Colonias Park, the Riverfront at Dos Rios, and the Colorado River. The Lower Downtown area, also known as the Rail District, has seen light industrial, manufacturing, and commercial businesses remain active on the east side of the district. These uses are well-buffered from river-facing residential developments to minimize impacts. The River and Rail districts have benefitted from the activation of the 7th Street corridor, which has resulted in an increasingly dynamic district that functions as an extension of Main Street and provides convenient access to Las Colonias Park and the River. In addition, South 2nd Street has become an important bike and pedestrian connection from Main Street to the Riverfront at Dos Rios.

## A Maturing University

The University District has grown to encompass more than the defined campus of Colorado Mesa University. As the student population has grown, the District has expanded outward with student housing and services supporting student lifestyles. The University District contributes significantly to the City's expanding knowledge economy with strong relationships between CMU and the local business community. These connections are reinforced spatially, with the 10th Street and 7th Street corridors providing a link from the University to Downtown and the Colorado River. The University District attracts both locals and researchers from outside the community thanks to its innovative design and the vigor of students, and it has matured to parallel the most successful University Districts on the Front Range.

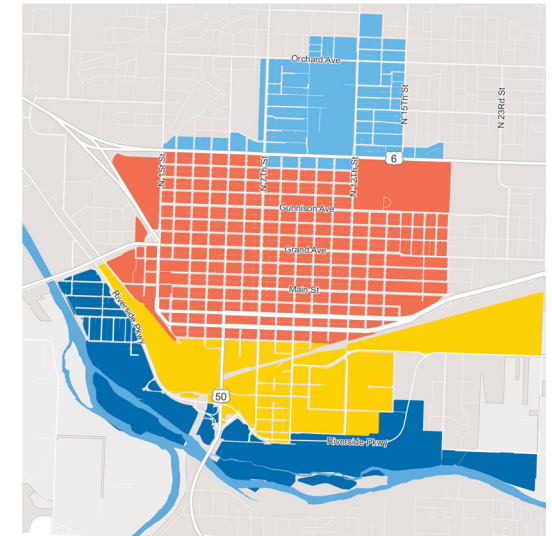
## Infrastructure and Public Places

Pedestrian improvements and new infrastructure have increased connectivity between the River District, the Rail District, Downtown District, and the University District, promoting the active, bike- and walk-friendly environment that defines these areas. Plazas and walkable streets provide spaces for festivals and community events, supporting opportunities for the community to convene and connect.

## How We Will Get There

### 1. Cultivate energetic and livable greater Downtown and university districts that balance the needs of residents, students, and visitors.

- a. MIX OF USES.** Support a diverse mix of land uses that is tailored to support the vision and unique focus for the University District and for each of the three subdistricts that comprise Downtown District: Downtown; the Rail District; and the River District. Land use in these three areas should develop consistent with the Greater Downtown Plan, as may be amended, and all four following district areas consistent with the policies of this Comprehensive Plan. Key considerations for each of these areas include:
- i. Downtown District: Main Street.** Vibrancy and walkability are priorities for Main Street and nearby streets, including Colorado Avenue and 2nd Street. Zoning standards for Downtown are designed to bring buildings to the sidewalk and allow for taller, tightly arranged structures. Successful small businesses and a mix of uses connect directly to achieving these goals.
  - ii. Downtown District: Historic Residential Core.** Protecting the long-standing residential areas from nonresidential intrusion. Infill in these areas should be pursued when design and intensity are compatible with the existing residential fabric, such as accessory dwelling units.
  - iii. Rail District.** Freight infrastructure and existing stock of industrial buildings make the Rail District a critical hub for industry and employment. The area provides an essential linkage from Downtown to the river and should provide a mix of uses, including residential uses. All uses should be planned in ways that will protect existing and future nonresidential development, especially those uses with access and need of rail spurs.
  - iv. River District.** Much of this area is slated for mixed use development with an abundance of open space amenities and direct access to the Colorado River. Additional destination-oriented amenities should be developed along the riverfront with a focus on how the natural riverine environment interacts with the built environment. The Riverside neighborhood located on the north end of the district should be planned to retain its historic character, which includes a mix of uses such as home businesses, grocery, retail, and institutional uses. Tailor the River District to a more urban neighborhood context that contributes to the enjoyment and quality of life of residents and visitors.
  - v. University District.** This area should provide abundant housing options for students and employees of the University and should be encouraged to grow to meet the commercial and services needs of both residents and students. Colorado Mesa University anchors this district.
  - b. VIBRANT TOGETHER.** Support Downtown Grand Junction in efforts to implement their Plan of Development "Vibrant Together." This plan emphasizes the need for infill development, placemaking, and connectivity as key elements of a successful Downtown.
  - c. HOUSING OPTIONS.** Encourage a variety of housing options at a range of price points to support a more diversified workforce and composition of residents in Downtown and University areas including professionals, service workers, entrepreneurs, students, and retirees, among others.
  - d. NEIGHBORHOOD SERVICES.** Encourage neighborhood-serving retail such as grocers, pharmacies, childcare facilities, and other basic services as a key component of the overall mix of uses in Downtown and University districts.
  - e. RECREATION.** Support the continued enhancement and expansion of recreational amenities that celebrate the River District's riverfront setting and centralized location within the region.
  - f. ARTS AND CULTURE.** Strengthen Downtown's role as the region's center for culture and arts by enhancing and promoting arts, music, culture, heritage, and historic preservation.
  - g. RAILROAD QUIET ZONES.** Study and consider establishing a Quiet Zone at public streets in areas where residential or businesses experience significant disruption or quality of life is diminished by frequent train horn use.



**Downtown and University Districts**  
 University District      Rail District  
 Downtown District      River District



## 2. Strengthen multimodal connections in and between the districts.

- a. **PEDESTRIAN AND BICYCLE NETWORK.** Continue to enhance bicycle and pedestrian connections and infrastructure to and throughout Downtown, the Colorado River Corridor, and the University District with an emphasis on:
- improving safety and ease of use;
  - adding bicycle lane miles;
  - connections to areas beyond the city's original square mile;
  - exploring a bike-sharing and/or scooter-sharing program;
  - increasing convenient bicycle parking;
  - accessing transportation hubs such as the Amtrak station, Bustang, and Greyhound facilities; and
  - improving access to the Riverfront and Riverfront Trail.

## b. TRANSPORTATION OPTIONS.

Continue to partner in providing transit service between districts and support educational campaigns designed to increase awareness and usage of different modes of transportation—such as transit, biking, and walking—when traveling to or from Downtown. Capitalize on elements of active lifestyles that align with multi-modal transportation choices.

## c. PARKING.

Continue to manage and improve upon the utilization of existing public parking facilities in Downtown.

## d. WAYFINDING.

Incorporate wayfinding signage and other branded elements to create a sense of place and facilitate ease of access to public amenities, parking, and transportation alternatives.

## 3. Promote the continued reinvestment into Downtown, Riverfront, Rail, and University District's economy and built environment.

### a. DIVERSIFICATION OF DOWNTOWN ECONOMIC BASE.

Continue to support the diversification of Downtown economic base through:

- creation of a "Tech and Rec" hub Downtown and in the River District;
- on-going partnership with Downtown Grand Junction to support Downtown investment;
- support local investment incentives, workforce training, and other strategies to support new business development Downtown;
- continued capitalization on rail resources for industry Downtown; and
- integration of the Downtown economy with other elements of the Grand Valley's economy including manufacturing, agriculture, recreation, energy, and tourism.

## b. TOURISM, ARTS, AND ENTERTAINMENT.

Seek to broaden the range of tourism, arts, entertainment, and experiential uses that appeal to a more diverse demographic. Make Downtown a location of choice within the region for annual events, cultural celebrations, and other community gatherings.

## c. UNIVERSITY LINKAGES.

Proactively seek opportunities to collaborate with CMU and other partners on efforts to strengthen both physical and symbolic linkages between the CMU campus and Downtown, Rail, and Riverfront Districts.

## d. DESIGN FOR KNOWLEDGE.

Promote urban design approaches in the University District that foster creativity, respond to global trends, and establish strong local character. Engage economic development and land development opportunities that contribute to making the University District the premier academic hub in Western Colorado.

## e. UNDERUTILIZED PROPERTIES.

Work with property owners and partners such as Downtown Grand Junction to redevelop underutilized properties (including surface parking lots) through regulation, incentives, and use of other redevelopment tools.

## f. ADAPTIVE REUSE.

Encourage the adaptive reuse and rehabilitation of historic structures and residences as a component of an overall reinvestment and revitalization strategy for Downtown.

## g. STREETScape.

Expand streetscape improvements to other areas of Downtown and University Districts, building on the success of Main Street. Ensure that new and rehabilitated structures contribute to the character of the street and create a sense of vibrancy.

## Vibrant Together: A Downtown Initiative (2019)

**Vibrant Together: A Downtown Initiative** was developed by the Downtown Development Authority (DDA) and adopted by the City in 2019. The plan references the 2013 Greater Downtown Plan and provides five updated goals for the area, including:

**Goal 1: Vibrancy** - Downtown is the "the heart of it all," a center of activity 18 hours a day/7 days a week for all ages and income levels.

**Goal 2: Downtown Living** - Downtown offers a diversity of quality housing choices for all price points to bring more people to live, work, and play.

**Goal 3: Identity** - Downtown is recognized as the hub of regional culture for the western slope.

**Goal 4: Connectivity** - Downtown is connected to local destinations and outdoor amenities through safe pathways for bikes and pedestrians.

**Goal 5: Safety and Comfort** - Downtown is a safe and comfortable environment that is welcoming to all.

Vibrant Together recognizes that Grand Junction's Downtown is a hub for the region, and a central place for culture, commerce, and activity. Specific strategies include improving the pedestrian environment of Downtown's north-south oriented streets, activating alleyways, reducing the negative impacts of large parking lots, prioritizing adaptive reuse of historical structures, and leveraging a variety of financial tools for reinvestment in Downtown. The plan's goals are consistent with the One Grand Junction Comprehensive Plan, and the two documents should be used in coordination.

# Plan Principle 5: Strong Neighborhoods and Housing Choices



## Where We Are Today

### Housing Stock

Much of the vacant residential land that is available in Grand Junction is designated for single-family housing development. This housing type has long been the predominant option available in the city, with residents continuing to express a preference for single-family homes and builders continuing to develop mostly single-family homes. However, other options are increasingly being explored to meet the changing needs of the community and to diversify the city's housing stock. Alternative housing types provide options for residents such as low maintenance, community open spaces, shared facilities, and affordability, and they can be less expensive to serve than conventional single-family housing.

### Amenities and Access

Residents currently express a preference for homes in neighborhoods that are walkable and are located near amenities such as shopping and dining or that have access to parks and trails. Today, though, many neighborhoods within the city do not provide easy access to commercial services or outdoor recreational amenities.

### Housing Costs

Since 2011, the community has experienced an increase of over 70 percent in the cost of for-sale housing with most recent years showing upwards of nine percent year-over-year increases in sale price. At the same time, the city continues to see a rising number of households that are cost-burdened by rent or mortgage payments (paying more than 30 percent of their income on housing costs) with more than 50 percent of renters being cost-burdened. This number tracks with Colorado trends per National Low Income Housing Coalition, 22 percent of Colorado renter households are extremely low income, and 74 percent of those are severely cost-burdened. Cost-burdened households are challenged with their ability to pay for other basic needs such as food, healthcare, childcare, and transportation. Combined, these issues have created a new sense of urgency for the community to participate in the formulation of a housing strategy that ensures affordable and attainable housing options are available in the city.

### Rising Homelessness

Simultaneously, concern has risen about the increase in the population of those that do not have a home and the need for continued partnerships within the community to address both the causes and impacts of homelessness. The City has cooperated with housing providers to produce an assessment of housing needs in the past and has found a significant gap between need and provision of housing and homeless services.

## Where We Are Going

### Expanded Housing Options

By the year 2040, residential development in Grand Junction has kept pace with demand and the variety of housing options meets the needs of residents and families of all ages and income levels. The city's diverse range of housing types includes large and small single-family homes as well as apartments and condominiums. This balance has expanded the city's reputation for livability and affordability. Grand Junction has been active in protecting, maintaining, and creating attainable housing opportunities to attract new residents to the community, accommodate long-time residents, and encourage Colorado Mesa University students to remain in Grand Junction after graduation.

### High Quality Development

Many residents prefer living in neighborhoods that are located close to local shopping and dining with access to outdoor activities and other amenities. The range of available housing types is integrated into the character of each neighborhood with many residents living in mixed-use areas. The city's neighborhoods have focused on connecting residences to surrounding commercial areas and amenities providing a high level of walkability and bikeability. Working closely with the development community and property owners, the City has ensured that residential areas are supported by walkable and bikeable connections between neighborhoods, commercial areas, and parks and open space. The North 7th Street Historic Residential District and the other established historic areas represent the community's commitment to preserving its historic homes, and providing another housing choice. New development remains sensitive to preservation in these key areas of the city.

### Resolving Homelessness

Additionally, the City has continued to work with its community partners to provide permanent supportive housing for its homeless population. The rate of homelessness and the amount of time spent in homelessness have fallen significantly. People of all income levels can meet their needs and have access to amenities that provide for a meaningful, high-quality life.

### Strong Neighborhoods

Neighbors tend to know each other because they share places and institutions regularly and have diverse, interwoven social ties. The presence of local gathering places like cafes, parks, trails, and restaurants, as well as the sharing of local institutions like schools, fosters a comfortable environment and a high level of community trust. Neighborhoods also reflect unique and distinguishing design characteristics in their architecture, streetscapes, and landscapes. Visitors to Grand Junction can feel the difference between neighborhoods and districts and this is an attractive feature to residents and tourists alike. Diverse and interspersed housing options have created an environment where people of all ages, incomes, and backgrounds interact frequently, contributing to local culture, safety, and a feeling of community.

# Neighborhood Connections

Bridging the gap between neighborhoods created by natural and manmade barriers.

## Neighborhoods

- Appleton
- City Center
- Clifton
- Fruitvale
- Garfield
- Horizon
- North West Grand Junction
- Orchard Mesa
- Pear Park
- Redlands

## Multimodal Grade Separated Crossings

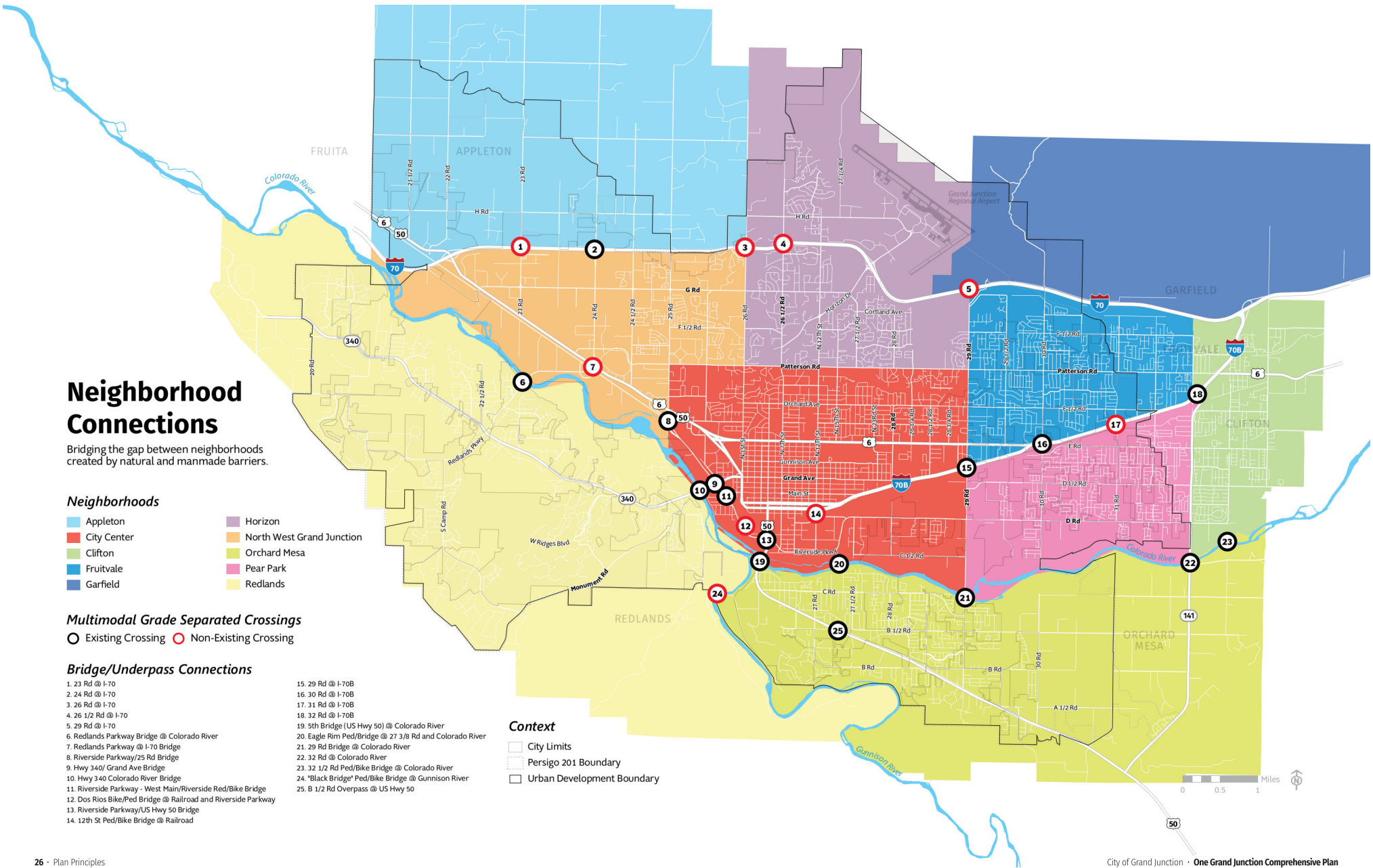
- Existing Crossing
- Non-Existing Crossing

## Bridge/Underpass Connections



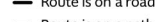
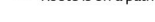
1. 23 Rd @ I-70
2. 24 Rd @ I-70
3. 26 Rd @ I-70
4. 26 1/2 Rd @ I-70
5. 29 Rd @ I-70
6. Redlands Parkway Bridge @ Colorado River
7. Redlands Parkway @ I-70 Bridge
8. Riverside Parkway/25 Rd Bridge
9. Hwy 340/ Grand Ave Bridge
10. Hwy 340 Colorado River Bridge
11. Riverside Parkway - West Main/Riverside Red/Bike Bridge
12. Dos Rios Bike/Ped Bridge @ Railroad and Riverside Parkway
13. Riverside Parkway/US Hwy 50 Bridge
14. 12th St Ped/Bike Bridge @ Railroad
15. 29 Rd @ I-70B
16. 30 Rd @ I-70B
17. 31 Rd @ I-70B
18. 32 Rd @ I-70B
19. 5th Bridge (US Hwy 50) @ Colorado River
20. Eagle Rim Ped/Bridge @ 27 3/8 Rd and Colorado River
21. 29 Rd Bridge @ Colorado River
22. 32 Rd @ Colorado River
23. 32 1/2 Rd Ped/Bike Bridge @ Colorado River
24. "Black Bridge" Ped/Bike Bridge @ Gunnison River
25. B 1/2 Rd Overpass @ US Hwy 50

## Context





- City Limits
- Persigo 201 Boundary
- Urban Development Boundary

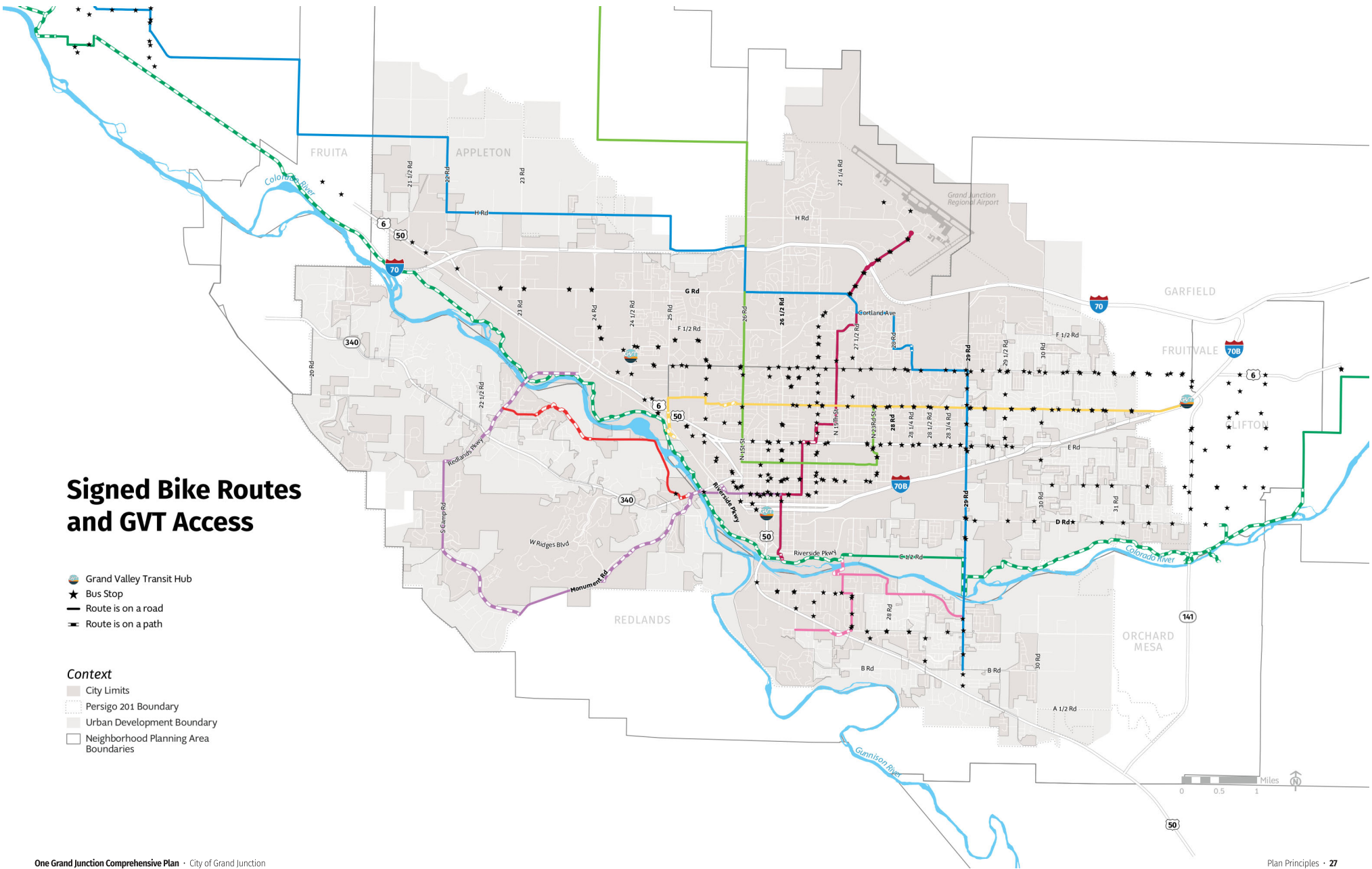


# Signed Bike Routes and GVT Access

-  Grand Valley Transit Hub
-  Bus Stop
-  Route is on a road
-  Route is on a path

## Context

-  City Limits
-  Persigo 201 Boundary
-  Urban Development Boundary
-  Neighborhood Planning Area Boundaries



## How We Will Get There

### 1. Promote more opportunities for housing choices that meet the needs of people of all ages, abilities, and incomes.

- a. **SUPPLY OF LAND.** Monitor and periodically update the Land Use Plan to ensure the City has an adequate supply of land designated for a wide variety of housing types based on demand.
- b. **GEOGRAPHIC DIVERSITY.** Ensure that the Land Use Plan accommodates a mixture of housing types and sizes in all areas of the city, including single-family and multi-family home types at varying densities, sizes, and price points.

- c. **HOUSING TYPES.** Promote a variety of housing types that can provide housing options while increasing density in both new and existing neighborhoods, such as duplexes, triplexes, multiplexes, apartments, townhomes, and accessory dwelling units, while maintaining neighborhood character.
- d. **SPECIALIZED HOUSING NEEDS.** Plan for populations that have specialized housing needs. Integrate residential-care and treatment facilities, shelters, permanent supportive housing, group homes, and senior housing throughout the city in areas that are well served by amenities and public transportation.
- e. **AGE IN PLACE.** Encourage housing options and infrastructure designed to accommodate multigenerational needs to increase the ability of residents to remain in their homes as they enjoy old age.

- f. **STUDENT HOUSING.** Plan for and encourage new housing for students on and near campuses and in areas well-served by bike and pedestrian infrastructure, and transit. Avoid encroachment into established neighborhoods unless the design is contextually appropriate.
- g. **PARKING.** Evaluate parking standards to ensure both sufficient parking for the context and area of which a project is planned to occur. Parking should be evaluated based on specific areas and should be consistent with the City's Urban Intensification goals.

### 2. Partner in developing housing strategies for the community.

- a. **HOUSING STRATEGY.** Develop a targeted housing strategy to facilitate and incentivize the creation of affordable housing units for low-income residents and attainable housing for the city's workforce. Update the strategy periodically to address changing needs.
- b. **HOUSING INCENTIVES.** Explore options for providing incentives for projects that incorporate units affordable to income levels identified in the housing strategy.

- c. **REGIONAL HOUSING INITIATIVES.** Work cooperatively with Mesa County, the Grand Junction Housing Authority, Catholic outreach, Homeward Bound of the Grand Valley, Karis Inc., and other partners to pursue regional efficiency in all matters related to affordable housing:
  - i. pursuing funding regionally at all levels;
  - ii. retaining and maintaining existing affordable housing stock;
  - iii. publicizing and marketing affordable housing opportunities throughout the region, including rehabilitation and funding;
  - iv. working to preserve viable affordable housing stock and ensure long-term affordability for new units built with financial assistance; and
  - v. providing supportive housing for at-risk and homeless populations.

### 3. Support continued investment in and ongoing maintenance of infrastructure and amenities in established neighborhoods.

- a. **RETENTION OF EXISTING HOUSING STOCK.** Encourage ongoing maintenance and promote reinvestment and improvements in established neighborhoods. Support property owners, residents, neighborhood associations, and non-profit organizations in bringing substandard housing and unmaintained properties into compliance with City codes and to improve overall conditions.
- B. **CODE ENFORCEMENT.** Enforce municipal code standards related to noise, weeds, and occupancy in residential areas.

- c. **PRESERVING HISTORIC HOMES AND CHARACTER.** Encourage the preservation of the city's historic homes and neighborhoods.
- d. **NEIGHBORHOOD AMENITIES.** Promote land use patterns that provide neighborhoods with local services and gathering places, including parks, grocers, and cafes.
- e. **UPDATE NEIGHBORHOOD AND SUBAREA PLANS.** Review and update the adopted neighborhood and subarea plans.

**4. Promote the integration of transportation mode choices into existing and new neighborhoods.**

- a. NEIGHBORHOOD CONNECTIONS.** Connect new and existing neighborhoods with features such as sidewalks, trails, parks, schools, community gardens, and other gathering spaces to provide opportunities for interaction and strengthen a sense of community.
- b. CONNECTIVITY AND ACCESS.** Promote housing density located near existing or future transit routes and in areas where pedestrian and bicycle facilities can provide a safe and direct connection to neighborhood and employment centers.

- c. MISSING LINKS.** Prioritize walking and bicycling infrastructure improvements needed to complete gaps or “missing links” between existing neighborhoods and other community destinations such as schools, transit stops, neighborhood centers, parks, public open space, and trailheads.
- d. INFRASTRUCTURE IMPROVEMENTS.** Prioritize infrastructure improvements, such as traffic calming enhancements, sidewalk repairs, bikeways, street tree plantings, and undergrounding of overhead utilities to improve safety and quality of life for neighborhood residents based on documented deficiencies.

**5. Foster the development of neighborhoods where people of all ages, incomes, and backgrounds live together and share a feeling of community.**

- a. NEIGHBORHOOD PARTNERSHIPS.** Foster partnerships with Neighborhood Associations to identify specific needs, develop and implement programs/projects, identify infrastructure deficiencies, and otherwise assist in building capacity in individual neighborhoods.
- b. CONNECTEDNESS.** Continue to implement programs and events that convene neighborhoods, help build relationships, and foster a feeling of connectedness among neighbors, especially those that are underserved or identify as minorities.
- c. INNOVATIVE DESIGN.** Encourage creativity, flexibility, and innovation in the design and construction of new developments and neighborhoods to adapt to unique site conditions and that promote an engaged community and facilitate active and healthy lifestyles (e.g., co-housing, community gardens, and recreational amenities).

## Neighborhood and Subarea Plans

The **Greater Downtown Plan (2013)** includes three subdistricts: Downtown, Rail, and River, and provides goals and policies for each district. Each was analyzed separately due to its unique characteristics, and each includes specific recommendations and implementation actions. The plan incorporates an overlay district as part of the recommendations and guides zoning and streetscape design for primary corridors in the Downtown area. Recommendations and implementation strategies are provided, including proposed zoning, future land use recommendations, policies around traffic analysis, and identification of major street corridors.

The **Orchard Mesa Neighborhood Plan (2014)** focuses on managing growth in the Orchard Mesa neighborhood with specific emphasis on community image, rural resources, housing trends, economic development, public services, stormwater, future land use and zoning, and open space and trails. The plan implements a blended residential land use map to provide additional housing opportunities within the Orchard Mesa Plan area.

The **Pear Park Neighborhood Plan (2004)** focuses on managing and directing growth and development as this largely unincorporated area on the southeast side of the City becomes annexed into Grand Junction. Establishing a transportation, circulation, and access plan; providing adequate schools and other community facilities and services; and establishing higher density residential and neighborhood commercial uses are goals of this Plan.

The **Redlands Neighborhood Plan (2002)** the Redlands Neighborhood Plan creates a growth management plan to remove inconsistencies in the future land use map. Created for the Redlands Planning Area on the west side of the City, the plan examines geological hazards, mineral resources, potential impacts to wildlife, and open space and trailhead access. The goals for the plan include character preservation, maintaining the Fruita-Grand Junction buffer zone, and natural area conservation.

The **North Avenue Corridor Plan (2007; 2011)** promotes the revitalization of the North Avenue thoroughfare from the Interstate 70 Business Loop to 29 Road. Components include a Student and Entertainment District, a mixed use Neighborhood Center, higher-density residential neighborhoods, civic gathering spaces throughout, and a regional retail anchor on the east end of the corridor. In 2011 a corresponding zoning overlay district was established.

The **H Road/Northwest Area Plan (2006)** addresses the development of a 250-acre area around the 21 ½ Road and H Road intersection. It includes the reclassification of rural land uses to commercial and industrial. The plan’s policies and performance standards mitigate impacts on residential neighborhoods and establish a street network to accommodate potential growth.

The **Horizon Drive District (2020)** incorporated consistent standards for the Horizon Drive Business Improvement District area. These standards include achieving high quality development and distinctive character for the area.

# Plan Principle 6: Efficient and Connected Transportation



## Where We Are Today

### Rising Traffic Levels

Grand Junction's residents value the ease with which they can travel around the city and the fact that most destinations in the city can be reached in 15 minutes or less. However, as the city's roadways reach and exceed their designed-for capacities, traffic congestion, safety, and surface condition are becoming larger concerns. Growth has exacerbated these concerns. In response, the City has prioritized the maintenance of its streets' infrastructure and residents have approved funding for the expansion of key sections of the roadway network. The City has invested in new bike lanes and sidewalk improvements. A new partnership in transit has also formed (the Dash) to increase safety and connectivity between destinations within the city and to promote greater use of non-motorized modes of transportation, though increasing transit ridership remains a challenge locally.

### Mobility Choices

While most residents still choose to drive for most daily trips, demand for infrastructure that supports non-motorized modes of travel—such as walking, bicycling, and taking transit—is growing. Mobility is also an issue for older residents—a growing percentage of the population—some of whom are no longer able to drive cars but still need to access services and move around the city. Mobility choices have also become integral for quality of life, equity and sustainability concerns, and economic competitiveness for businesses.

### Funding Infrastructure

Balancing the need to maintain and enhance the safety of existing transportation facilities with the need to invest in new facilities is an ongoing challenge at the local, state, and federal levels due to limited funding for transportation projects. Available funding will not be enough to address all of the city's or region's needs and will require careful consideration of priorities and potential trade-offs associated with future investment in transportation facilities.

### Alternative Vehicles

Electric and Compressed Natural Gas (CNG) vehicles are increasingly common in the community with both private and commercial charging stations for electric vehicles and a City-owned CNG fuel station available for private vehicles. Recent innovations in technology have made the prospect of driverless cars and other autonomous vehicles a possibility within the 20-year planning horizon of the Comprehensive Plan. The timing and magnitude of the impacts of such technological advancements on transportation systems remain uncertain but present a potential opportunity for Grand Junction to consider now how these innovations will impact future transportation needs.

### Regional Airport

The Grand Junction Regional Airport plays a crucial role in Grand Junction being a regional center of goods and services. It provides transportation needs that support the high-tech industry, government, and Colorado Mesa University, and it attracts a population that wants to visit Grand Junction or live here.

## Where We Are Going

### Efficient and Varied Mobility

By the year 2020, Grand Junction has become a model for transportation access, mobility, and promoting the use of alternative fuels and electric vehicles. Transportation access and mobility have been achieved through connected and accessible neighborhoods and commercial areas. Commute times remain low and regional access by car is efficient. This is due, in part, to the City encouraging higher-intensity, walkable development in key areas and along major corridors, getting people out of their cars except for essential trips. During roadway capacity projects, the City's implementation of its Complete Streets Policy has enabled the integration of new sidewalks and the development of new bikeways. As a result, Grand Junction's roadway network remains efficient for automobile traffic while supporting convenient and safe connections for bicyclists and pedestrians citywide.

### Active Transportation

The coordination of the active transportation network with the recreational trail system on public lands ensures that biking and walking contribute to the Grand Junction experience for residents and visitors alike. The Colorado River Trail is the spine of Grand Junction's trail system and a key route for transportation and recreation on the south side of the city. Supported by connections to the city's other active transportation corridors along drainage and utilities, the Colorado River Trail provides access to riverfront recreational opportunities, a transportation connection for bike commuters, and nonmotorized access to many destinations in the Grand Valley. Thanks to ongoing collaboration with Grand Valley Transit, the city's connected, efficient, and easy-to-use transit system attracts a variety of riders. People use it to commute, to run errands, and access to leisure activities.

### Connected by Air

The Grand Junction Regional Airport provides direct connections to major cities, and frequent, affordable connection to Denver. This supports the regional economy, tourism, and connects Grand Junction to the world.

# Active Transportation Corridors

**Note:**  
Active Transportation Corridors are depicted for planning purposes only, to guide development of future infrastructure/ROW/easement needs.

Corridors depicted on the map do not mean they are currently open to public use. Facilities do not exist long all corridors shown.

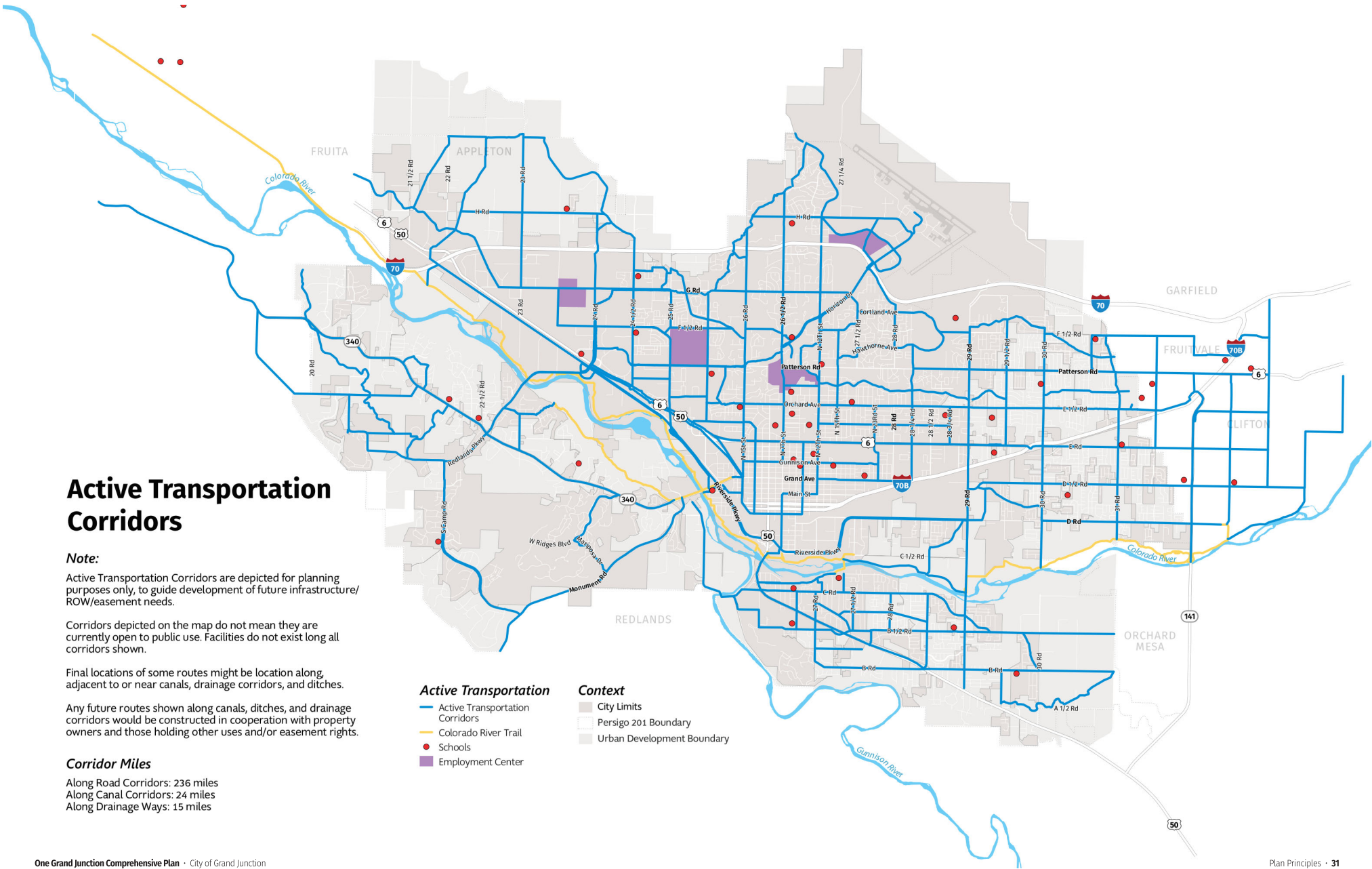
Final locations of some routes might be location along adjacent to or near canals, drainage corridors, and ditches.

Any future routes shown along canals, ditches, and drainage corridors would be constructed in cooperation with property owners and those holding other uses and/or easement rights.

### Corridor Miles

Along Road Corridors: 236 miles  
Along Canal Corridors: 24 miles  
Along Drainage Ways: 15 miles

<b>Active Transportation</b>	<b>Context</b>
Active Transportation Corridors	City Limits
Colorado River Trail	Persigo 201 Boundary
Schools	Urban Development Boundary
Employment Center	





## Grand Valley 2045 Regional Transportation Plan (2020)

To qualify for federal funding, Grand Valley Metropolitan Planning Organization (GVMPO, the federally designated transportation planning organization for the Grand Junction urbanized area and Mesa County) must update its regional plan every five years. The Grand Valley 2045 Regional Transportation Plan (RTP) was adopted to maintain the region's transportation system, ensure the efficient movement of people and goods, and support future growth and development. The RTP vision statement is as follows: *"Travel in the Grand Valley will be on well-maintained roadways that are safe and accessible for people walking, biking, driving, and taking transit, and will leverage partnerships and reliable funding sources for enhancing multimodal travel for users of all ages and abilities."*

The RTP is framed around goal statements for Active Transportation, Transit, Regional Roadways, Safety, Freight, Funding, and Maintenance. As the largest community in Mesa County and the center of the urbanized area, One Grand Junction's policies and recommendations must align with those of the 2045 RTP.

## How We Will Get There

### 1. Continue to develop a safe, balanced, and well-connected transportation system that enhances mobility for all modes.

- a. **BALANCED MODES.** Consider and strive to balance the safety and needs of all transportation modes—driving, bicycling, walking, and taking transit—in day-to-day planning, development review, and decision-making by the city.
- b. **REGIONAL TRANSPORTATION PLAN.** Actively participate in periodic updates to the Regional Transportation Plan and Transportation Improvement Program to ensure the plans are responsive to city needs and this Plan. Collaborate with RTPO and Mesa County on the implementation of these plans, as amended.
- c. **CIRCULATION PLAN.** Maintain and regularly update the City's Circulation Plan. All new development is required to construct vehicular, transit, bicycle, and/or pedestrian improvements consistent with the adopted Circulation Plan.
- d. **BICYCLE AND PEDESTRIAN PLAN.** Collaborate with RTPO and Mesa County to develop and implement a Bicycle and Pedestrian Plan. Continue to prioritize projects designed to address "missing links" in the system and improve the accessibility of under-served neighborhoods. Ensure the plan has a reporting mechanism so the community can follow progress on bicycle and pedestrian infrastructure improvements.
- e. **PUBLIC TRANSPORTATION.** Support a robust public transportation system that includes local transit, paratransit, and other fixed-route elements that collectively provide timely, efficient service throughout the City and valley while connecting Grand Junction to the Front Range and other Western Slope communities. Support development of centralized transit hub facilities for services such as Bustang, Amtrak, GVT, and Greyhound.
- f. **COMPLETE STREETS.** Incrementally implement the adopted Complete Streets Policy on all public streets. Priority should be considered specifically for:
  - i. routes to schools;
  - ii. employment corridors such as North Avenue, State Highway 6 and 50 and Patterson Road;
  - iii. streets within a mile walk of a transit stop;
  - iv. streets that connect neighborhoods to service and employment areas; and
  - v. projects identified and prioritized by the Urban Trails Committee (UTC).And for specific improvements including:
  - i. sidewalks connectivity and maintenance along adopted Active Transportation Corridors;
  - ii. striped dedicated lanes and/or buffered bike lanes along adopted Active Transportation Corridors;
  - iii. bike boxes, intersection crossing markings, green paint, two-stage turn queue boxes, median refuges, bike detection, bike signals, and protected intersections;
  - iv. lane markings and signage to clarify bicyclist movement and positioning among other transportation movements;
  - v. pedestrian and bicycle bridges or underpasses that connect key areas and significantly enhance safety when other improvements are not available and/or desirable;
  - vi. center medians, shared accesses and turn lanes to enhance roadway capacity and safety;
  - vii. bus shelters, street furniture, bus pullouts, and other bus stop improvements; and
  - viii. traffic calming measures such as roundabouts and bulb-outs to reduce speeds, maintain the integrity and character of residential and commercial areas.

**2. Actively manage transportation systems and infrastructure to improve reliability, efficiency, and safety.**

**a. TRAFFIC OPERATIONS.**

Continue to work with the RTP, Mesa County, and CDOT to implement a multi-jurisdictional traffic management system, participating in efforts to conduct annual traffic counting programs, signal re-timing, and regional cooperation on traffic operations including incidents, construction, signals, message signs, and video observation.

**b. SYSTEM MAINTENANCE.**

Continue to prioritize maintenance and repair needs as well as correction of existing deficiencies over the expansion of the transportation system (i.e. roadways, sidewalks, bikeways) to maintain quality and enhance the safety of the City's transportation system.

**c. SYSTEM CAPACITY.** Design and manage the city's transportation system to ensure the needs and safety of all transportation modes—walking, biking, driving, freight, and taking transit—are considered as part of roadway capacity and congestion management. Travel lanes should be as narrow as possible to improve safety and accessibility for all modes and reduce maintenance costs to the city. Streets should not be widened before experiencing a significant level of service degradation.

**d. ROADWAY DESIGN AND CLASSIFICATION.** Consider the following when designing and classifying new roadways and/or making improvements to existing roadways:

- i. established pedestrian patterns;
- ii. access to schools and parks;
- iii. needs and desires of residents;
- iv. connectivity to an adjacent or future development
- v. opportunities to integrate multi-modal facilities;
- vi. opportunities to enhance the safety and efficiency of roadways and intersections;

vii. reprogram one-directional roads to two-way roads to provide additional connectivity, lower speeds, and better access to adjacent business and neighborhoods; and

viii. widen arterials incrementally by constructing one travel lane in each direction separated by a median or two-way left-turn lane.

**e. COORDINATED IMPROVEMENTS.** Continue to seek opportunities to complete utility infrastructure upgrades (e.g. sewer and stormwater pipes) and street improvements concurrently to minimize construction impacts on adjacent residents and businesses and to promote the efficient use of available resources.

**f. ACCESS MANAGEMENT.** Plan, implement, and support the development of Access Control Plans (e.g. Patterson Road and North Avenue) in partnership with CDOT and Mesa County to improve safety and circulation for all modes while minimizing impacts on adjoining roads, existing residential neighborhoods, and businesses. Implement incremental access improvements as opportunities arise.

**g. PARKING.** Plan for and implement parking options for both motorized and non-motorized travel modes as part of public infrastructure projects and with private infrastructure within developments.

**h. INTERSTATE 70.** Continue to study—and seek funding for—an I-70 Interchange at 29 Road. Continue to coordinate safety improvements along the Interstate.

**i. VISION ZERO.** Work towards a comprehensive road safety plan such as Vision Zero to eliminate all traffic fatalities and severe injuries by providing safe, healthy, and equitable mobility for all users and modes. Regularly review accident data to determine and implement needed safety improvements.

**j. ENFORCEMENT.** Conduct routine enforcement of traffic laws and targeted speed enforcement including at locations with high pedestrian and bicyclist volumes or a history of safety problems.

**3. Facilitate the movement of people, goods, and services throughout the region via truck, air, and rail.**

**a. AIRPORT.** Support policies that protect the safe and efficient operation of the Grand Junction Regional Airport. Participate in ongoing efforts to secure additional flights to major U.S. airport hubs.

**b. AIRPORT ENCROACHMENT.** Avoid development in airport critical flight path areas that would pose immediate or long-term risks to flight safety or building occupants, such as tall buildings, excessive reflectivity or lighting, landscaping that attracts wildlife, and residential or high-occupancy uses.

**c. AIRPORT NOISE.** Ensure that noise impact from airport activities on developments is mitigated. Guide noise-sensitive development away from critical approach zones, utilize construction methods to attenuate noise based on current noise contours, and support the continuation of the Airport Authority's program of noise abatement measures.

**d. RAIL LINES AND SPURS.**

Continue to pursue opportunities to enhance the City's role in the national freight system and leverage its position as a goods distribution center for the nation. Preserve existing rail spurs for current and future businesses.

**e. TRUCK TRAFFIC.** Continue to enforce primary and secondary truck route designations and regulations as described in the Grand Junction Municipal Code. Explore alternative routing for truck traffic utilizing the I-70 Business Loop through south Downtown.

**F. FOREIGN TRADE ZONE.** Support and continue to collaborate on efforts to secure a Foreign Trade Zone.

## Circulation Plan (2018)

Updated in 2018, the Circulation Plan provides a network of transportation systems that will provide access to all parts of the community when fully implemented. The plan establishes a **Street Functional Classification Map** that defines the hierarchy of roads both current and future that will be needed to serve the community's vehicle transportation needs.

The plan established the **Active Transportation Corridor Map**, designed to guide the creation of a network of continuous, safe, and convenient connections for non-motorized active transportation. While the corridors may be used for recreation or to connect to the Colorado River and other trails, they should provide a complete network of non-motorized traffic routes for everyday transportation. This includes using existing streets and future trails along waterways, including canals, ditches, and drainages to connect neighborhoods, schools, parks, and other open space areas, as well as to commercial and business districts.

The **Active Transportation Corridors Map** supports more detailed planning and implementation, including the construction of sidewalks, bike lanes, and trail infrastructure. Active Transportation Corridors can be improved during new development projects, through capital improvement projects, and through the development of drainageways.

## Complete Streets Policy (2018)

The City adopted a **Complete Streets Policy** in 2018 to develop a safe, efficient, and reliable travel network of streets, sidewalks, and urban trails throughout the community to equitably serve all users and modes of transportation. The policy establishes complete streets principles to encourage street design that enables safe use and mobility for people of all ages and abilities, whether they are traveling as pedestrians, bicyclists, transit riders, or drivers. It also sets context-sensitive design standards and approaches for all construction and reconstruction of the city's transportation system.

### 4. Encourage the use of transit, bicycling, walking, and other forms of transportation.

- a. **TRANSIT COVERAGE.** Support efforts by GVT to periodically enhance, redistribute and/or expand service hours, coverage, and frequency to better serve and connect centers and other destinations in Grand Junction and surrounding area.
- b. **TRANSIT CORRIDORS.** Improve and enhance transit corridors and equally prioritize transit with other modes of travel along corridors such as Patterson Road, North Avenue, and 12th Street.
- c. **BUS RAPID TRANSIT.** Explore options for future Bus Rapid Transit corridors, especially Patterson Road and I-70B that function as east-west corridors to and from significant residential and employment areas.

- d. **FIRST AND LAST MILE CONNECTIONS.** Prioritize pedestrian and bicycle improvements in areas where transit service exists to provide safe and continuous routes between transit stops and adjacent uses and to increase the accessibility of transit service.
- e. **BICYCLE FACILITIES.** Continue to require the integration of bicycle parking as well as other facilities such as lockers and shower facilities as part of new development/redevelopment to encourage the use of bicycles for commuting.
- f. **TRANSIT-SUPPORTIVE DEVELOPMENT.** Encourage development with intensity and density in regional and employment centers, along urban corridors, and in other locations that are currently served by transit. Pursue corridor-specific plans to further encourage transit-oriented/supportive development.

- g. **URBAN TRAILS SYSTEM.** Improve the urban trail system on and connecting to Active Transportation Corridors focusing on utilizing existing corridors such as drainage ways, canals, ditches, rivers, and roadways.
- h. **WAYFINDING.** Implement wayfinding to help people navigate when biking or walking.
- i. **MOBILITY AWARENESS.** Cooperate with the Regional Transportation Planning Office to ensure that information related to public transit services, bicycling, and walking are widely available. Cooperate with other community partners, including Mesa County Public Health, to ensure access to information about safe transportation practices.

### 5. Anticipate and plan for the implications and opportunities associated with connected vehicles, autonomous vehicles (AVs), drones, mobility-as-a-service, and electric vehicles (EVs).

- a. **PREPARE FOR AN AUTOMATED FUTURE.** Continue to monitor research and best practices related to the short- and long-term impacts of self-driving cars and other technological advances including delivery services, such as autonomous logistics, on the City's road network and parking facilities as new information becomes available. Explore strategies for collecting, storing, analyzing, sharing, and monitoring transportation technology data could help inform and support the implementation of technological advances.
- b. **TRANSPORTATION INFRASTRUCTURE.** Explore opportunities to implement best practices in parking and infrastructure regulation and design that consider physical impacts and transportation network impacts of connected vehicles, AVs, EVs, and transportation network companies (TNCs).

# Street Classification

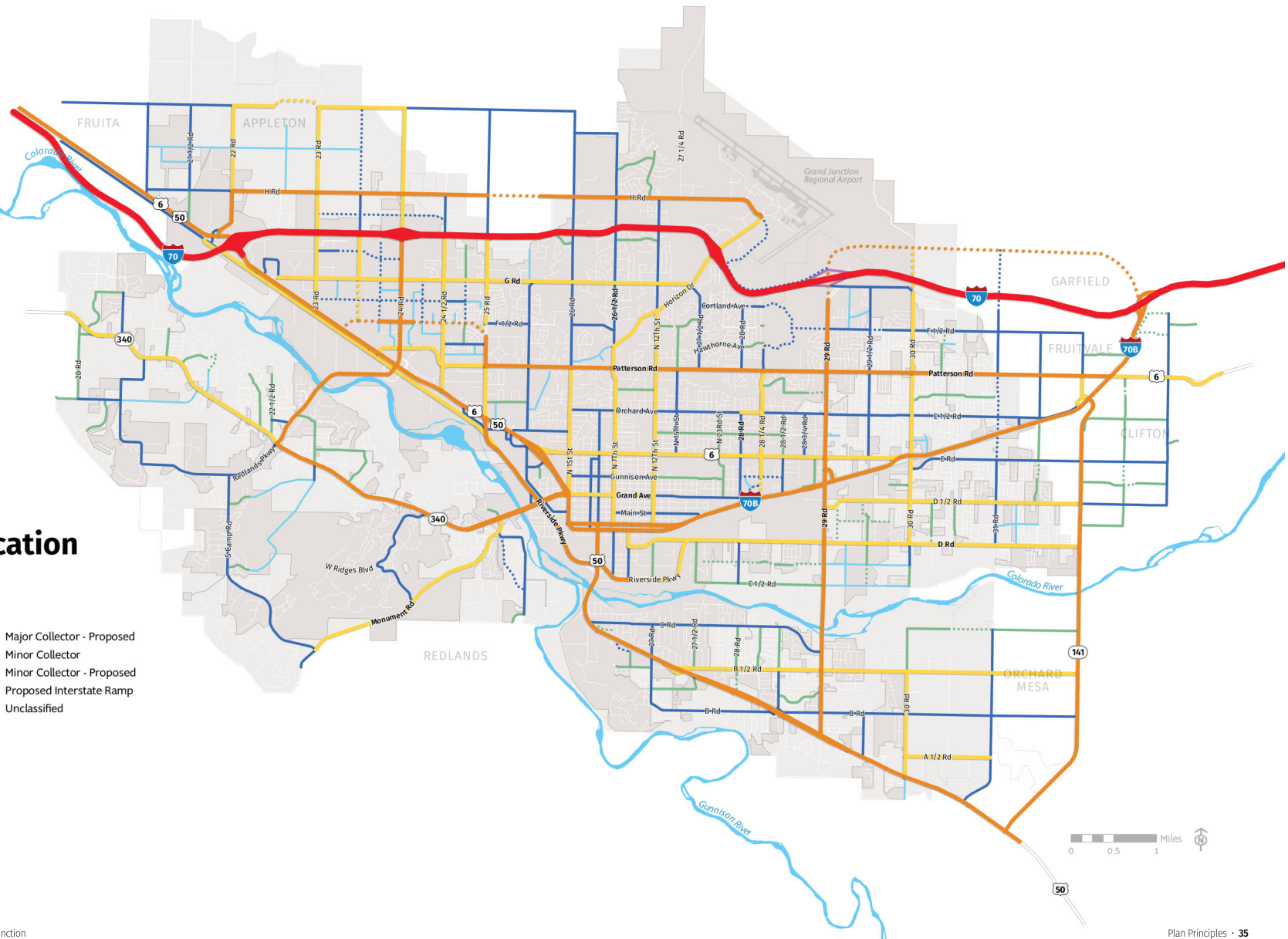
Grand Junction Circulation Plan  
(Adopted 2018)

## Classification Hierarchy

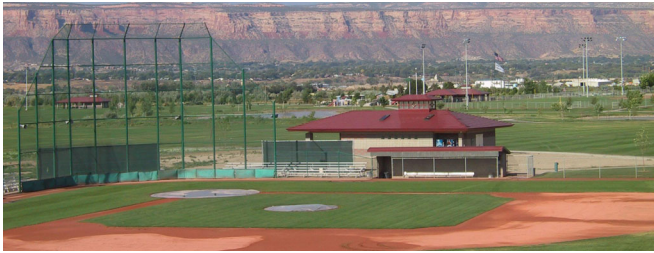
- Interstate
- Principal Arterial
- Minor Arterial
- Minor Arterial - Proposed
- Principal Arterial - Proposed
- Major Collector
- Major Collector - Proposed
- Minor Collector
- Minor Collector - Proposed
- Proposed Interstate Ramp
- Unclassified

## Context

- City Limits
- Persigo 201 Boundary
- Urban Development Boundary



# Plan Principle 7: Great Places and Recreation



## Where We Are Today

### Building Community

There is perhaps no greater way to build a community than by bringing people together for shared experiences. The City as well as numerous other organizations help provide places, facilities, services, and events for people to gather and to recreate.

### Public Facilities

The City Parks and Recreation Department offers a variety of recreation programs and activities for Grand Junction residents and visitors. These occur at numerous facilities throughout the Grand Junction area, some indoor and some outdoor. The Department maintains 36 developed parks of varying sizes and amenities, as well seven that are undeveloped or partially developed. The scope involves a total of approximately 354 acres of developed parks, 285 acres of banked future parklands, 930 acres of open space, right-of-way, and medians, and six District 51 school properties. The Department also maintains 20 miles of soft- and hard-surface trails. Open spaces on the periphery of the city and in its surrounding areas provide additional opportunities for outdoor recreation. These connect to and complement the abundant public lands surrounding Grand Junction and throughout Mesa County managed by various entities such as Colorado Parks and Wildlife, the Bureau of Land Management, the National Park Service, and the US Forest Service.

### Access to Parks

Municipal parks maintained by the City Parks Department largely represent an area of strength for the city, as Grand Junction is well-served in terms of acreage of parkland per resident and community population per park. However, less than half of homes are within a 10-minute walk to a park, indicating that a large portion of the community lacks reasonable access to parkland, particularly in the Redlands, Pear Park, Fruitvale, and Central Orchard Mesa. Additional parks and recreational opportunities need to be addressed.

### Regional Destinations

Several crown jewels exist that are tied to the Parks and Recreation system and are a source of considerable community pride. These include the concept that the Downtown area is considered a public park, which receives a high level of service for maintenance and investment in green infrastructure and which serves as an epicenter for events and community gathering. Canyon View Park is a regional hub that sees over six thousand visitors each weekend in the spring and fall. The Lincoln Park Sports Complex is another source of community pride, an expansive facility with Stoker Stadium and Suplizio Field that hosts continual events throughout the year including a broad array of sporting events with Colorado Mesa University, District 51 teams, and over 60 years of the Junior College World Series (JUCO). Las Colonias, including the amphitheater and water feature, serve as a unique gathering place attracting many segments of the community.

### Access to Public Lands

Mesa County is comprised of 75 percent publicly owned and maintained land, affording Grand Junction and the surrounding communities an abundance of outdoor recreation opportunities. However, developed Active Transportation Corridors providing access to both parks and public lands are limited. Trails are a component of the city's transportation network, but also recreational amenities. Grand Junction's off-street trail system in recreational areas is not well-developed but the trail system is incrementally increasing. New segments and linkages are desired, and natural corridors such as drainage ways, ditches, and canals have long been discussed in the community as opportunities for developing the urban trail system.

### Arts and Culture

Grand Junction has a vibrant arts and cultural community that is growing and continues to expand offerings for events, programs, and public spaces. Local and regional partners look for ways to communicate the extent and variety of arts available in the community such as the Creative District, Arts Center, local museums, and the Grand Junction Symphony among many others. The City's Arts and Culture Commission updates annually a Strategic Cultural Plan and the Creative District has developed a strategic plan.

## Where We Are Going

### Quality of Life

By the year 2040, Grand Junction has proactively connected recreation and open space to health and quality-of-life improvements, working with partners and building community places that bring people together for shared experiences. Careful management of growth areas has helped the City retain its unique urban environment surrounded by rural areas and regional natural open spaces maintained in perpetuity. The City is known for environmental stewardship paired with opportunities for cycling, hiking, and rafting. Abundant public land, beautiful vistas, the trail system, the Colorado National Monument, and the Colorado and Gunnison Rivers continue to be defining hallmarks of Grand Junction.

### System of Parks

Across the city, residents have access to an extensive parks system that provides a range of recreational opportunities. Safe and enjoyable parks are within easy walking distance of all residential neighborhoods through an extensive network of trails and sidewalks. These parks provide spaces for people to relax, play, connect, and get outdoors.

### Excellent Amenities

The community center is a hub of activity for residents and visitors of all ages, supporting both the physical and mental health and wellness of the community. The riverfront, once used as a dumping ground, has become a distinct linear parks system and treasured waterfront, connected by the Riverfront Trail and accessible from all areas of the city via Active Transportation Corridors that intersect it. The riverfront parks connect to key destinations, including the Riverfront at Las Colonias, the Riverfront at Dos Rios, new event spaces, and the Western Colorado Botanical Gardens. Grand Junction's Arts and Culture Commission, through their work and involving the Grand Junction Creative District, provides an abundance of festivals, theater, and music; places for arts organizations; and a strengthened awareness and involvement of citizens in the community.

# Parks and Recreation

## Parks

### Mini Parks

- 6. Roundup Drive Park
- 18. Cottonwood Meadows Park
- 21. Williams Park
- 22. Hillcrest Park
- 36. Desert Vista Park
- 43. Autumn Ridge Park
- 44. Ridges Tot Lot

### Small Neighborhood Parks

- 11. Honeycomb Park
- 12. Spring Valley Park I
- 13. Spring Valley Park II
- 15. Darla Jean Park
- 29. Hawthorne Park
- 31. Washington Park
- 35. Chiswick Way Park
- 37. Emerson Park
- 38. Whitman Park
- 41. Riverside Park
- 43. Duck Pond Park (Ridges)
- 51. Duck Pond Park (Orchard Mesa)
- 55. Teardrop Park (Mesa County)
- 56. Village Nine Park (Mesa County)
- 63. Chatfield Elementary Park

### Large Neighborhood Parks

- 7. Monument Village Open Space
- 20. Rocket Park
- 23. Westlake Park (Partially Developed)
- 33. Strawberry Acres Park
- 34. Ralph Haskell Memorial Park
- 45. Wingate Park
- 46. Pineridge Park
- 48. Shadow Lake Park
- 49. Hidden Valley Ridge Parks
- 53. Eagle Rim Park
- 54. Lynwood Park

### Undeveloped Park

- 1. Paradise Hills Park
- 3. Horizon Park
- 14. Matchett Park
- 16. Burkey Park North (Authorized for Sale)
- 58. Burkey Park South
- 62. Flint Ridge Park

### Community Park

- 19. Columbine Park
- 27. Sherwood Park

### Special Purpose Park

- 5. Walter Walker State Wildlife Area
- 9. Redlands Boat Launch
- 10. Junior Service League Park
- 17. Grand Mesa Little League
- 24. Monument Little League Baseball Fields (private)
- 25. Blue Heron Riverfront Trailhead
- 26. Westlake Park
- 28. Lilac Park
- 40. Riverfront Trailhead
- 52. Dixon Park (leased)

### Regional Parks

- 2. Canyon View Park and Dog Park
- 14. Matchett Park (Undeveloped)
- 32. Lincoln Park, Ralph Stocker Stadium, and Supizio Field, and Grand Junction Parks and Recreation
- 50. Las Colonias Park
- 60. Longs Memorial Park (Mesa County)

## Recreation Facility

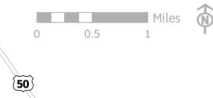
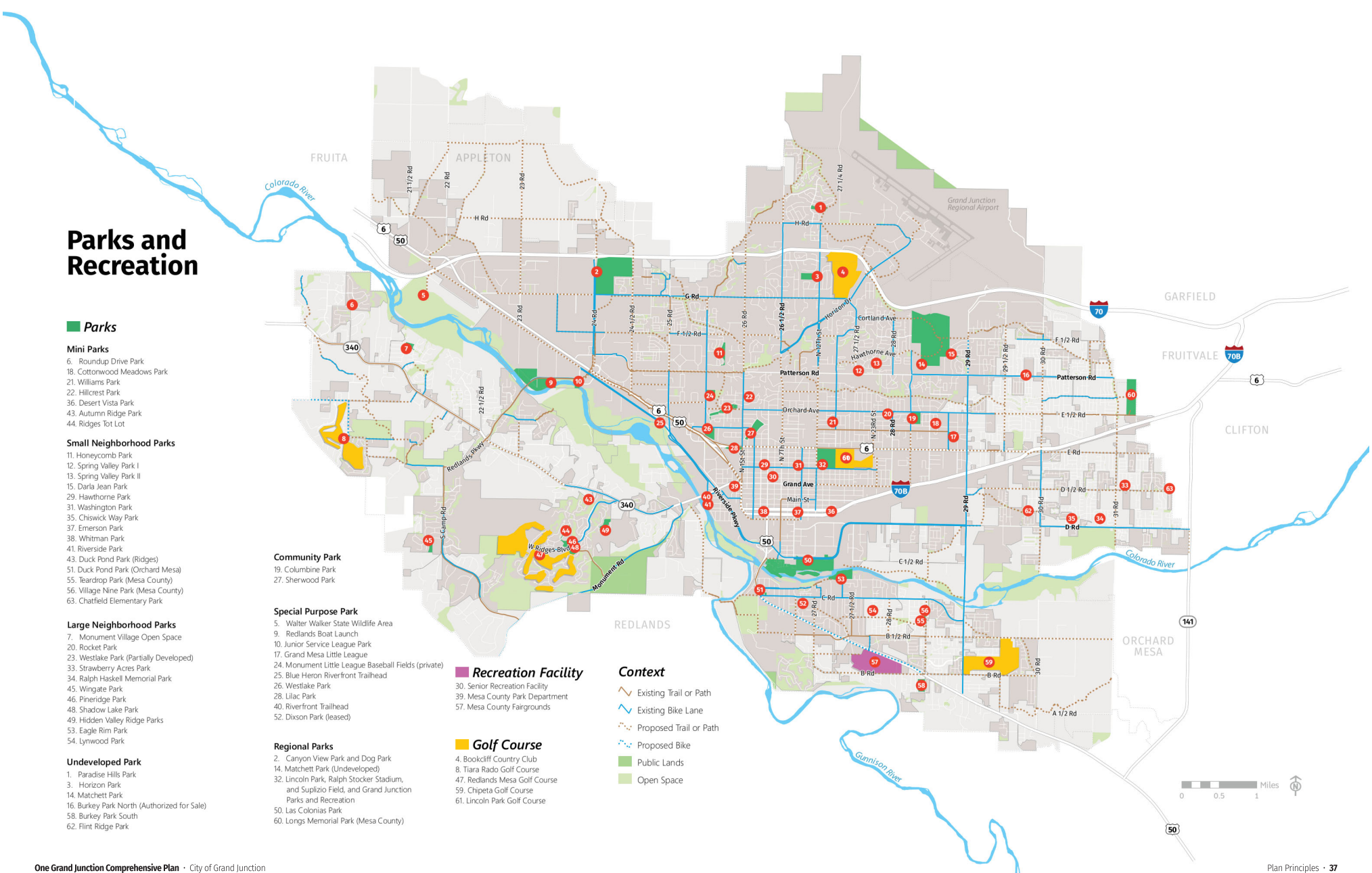
- 30. Senior Recreation Facility
- 39. Mesa County Park Department
- 57. Mesa County Fairgrounds

## Golf Course

- 4. Bookcliff Country Club
- 8. Tiara Rado Golf Course
- 47. Redlands Mesa Golf Course
- 59. Chipeta Golf Course
- 61. Lincoln Park Golf Course

## Context

- Existing Trail or Path
- Existing Bike Lane
- Proposed Trail or Path
- Proposed Bike
- Public Lands
- Open Space



## How We Will Get There

### 1. Provide a safe and accessible network of parks, recreational amenities, open space, and trails.

- a. **NEW PARKS.** Work with both public partners and private developers to ensure new parks are dedicated and constructed to meet community service needs, prioritizing:
  - i. areas with low service levels that serve vulnerable populations;
  - ii. areas with low service levels; and
  - iii. high growth areas.

b. **REASONABLE INVESTMENT.** Ensure that new development reasonably invests in maintaining capital improvements in parks and open space (impact fees).

c. **OPEN SPACE, GREENWAYS AND TRAILS NETWORK.** Actively pursue opportunities to acquire and retain open space, trails, and drainages that support the implementation of an interconnected network within the urbanizing area of the city, consistent with adopted City plans.

d. **COLORADO RIVER PLAN.** Support efforts to plan for the Colorado River Corridor that develops an approach that conserves the corridor as a multifaceted resource.

e. **COLORADO RIVER TRAIL.** Partner in acquiring and developing the remaining sections of the Colorado Riverfront Trail.

f. **MAINTENANCE.** Maintain all parks and publicly-owned spaces at a level that ensures that these spaces are used safely for their intended purposes and in ways that contribute to the quality of their surrounding contexts.

g. **REHABILITATION.** Rehabilitate and reinvest in existing parks and other public spaces that are deteriorated and obsolete in order to meet safety and accessibility standards, reduce energy and water usage, and enhance maintenance efficiency.

### 2. Ensure parks, recreational and open space facilitates meet community needs and equity of location.

a. **PARKS, RECREATION AND OPEN SPACE PLAN.** Update the City's Parks, Recreation and Open Space (PROS) Master Plan to develop goals and priorities for the City.

b. **RECREATIONAL OPPORTUNITIES.** Strive to provide access to active and passive recreation opportunities within walking distance of most homes or neighborhoods, based on the service level targets defined in the PROS plan. Recognize that needs vary based on location and not all neighborhoods will have the same level of access. Recreational opportunities should be tailored to suit the unique needs of different neighborhoods.

c. **CONNECTIONS.** Continue work with partners to incrementally implement an interconnected network of shared-use trails including those along drainages, ditches and canals, bike lanes, local neighborhood paths, and other facilities while prioritizing those identified by the City's Urban Trails Committee (UTC) and those necessary for active transportation.

d. **PROGRAMS AND OFFERINGS.** Provide a variety of year-round community and recreational programs, offerings, and other amenities that support healthy and active lifestyles among residents of all ages, abilities, and backgrounds. Periodically review current programs and offerings to ensure they continue to meet the needs of residents as the population changes over time. Collaborate with others, such as the school district, health, and wellness organizations, and the medical community to expand and increase awareness of programs and offerings.

e. **LAND CONSERVATION.** Support land conservation and acquisition efforts that meet multiple natural resource protection and recreation goals in adopted plans.

f. **BOTANICAL GARDENS.** Support the improvement and expansion of the experience and offerings at the Western Colorado Botanical Gardens.

### 3. Foster opportunities to bring people together by developing great public spaces.

- a. **RIVERFRONT INVESTMENT.** Continue to redevelop and revitalize the city's riverfront utilizing both private and public investment.
- b. **EXTRAORDINARY PUBLIC SPACES.** Create and build extraordinary public spaces by prioritizing investments that:
  - i. provide multi-generational and multi-cultural appeal;
  - ii. bring people together to share an experience(s);
  - iii. provide a unique environment or experience;
  - iv. are safe and universally accessible; and
  - v. support city's health, equity, and inclusivity goals.
- c. **PROMOTE SAFETY.** Identify tools to promote safety in public spaces by working with community partners to address vagrancy and vandalism.

#### 4. Support a lively arts and culture community.

- a. **ROLE OF ART.** Recognize that art creates a more vibrant environment of distinction, enjoyment, and pride for all citizens. Acknowledge art and creativity play a key role in enhancing Grand Junction's "creative economy."
- b. **ART IN PUBLIC PLACES.** Collaborate with partners including Downtown Grand Junction for the inclusion of public art within the community to stimulate the vitality and economy of the city and to enhance public buildings and public spaces with works of art.

- c. **ART IN PRIVATE DEVELOPMENT.** Encourage the inclusion of art within private development where appropriate and consistent with the design principles for place types to enhance character and identity in various areas of the city.
- d. **INFILL AND REDEVELOPMENT SUPPORT.** Encourage development that supports creative activities such as live-work opportunities or 'Makerspaces' in the City's priority locations for urban intensification, prioritizing those in or near the Downtown and University Districts.
- e. **CREATIVE DISTRICT.** Support the Grand Junction Creative District in its effort to enhance the cultural and economic vitality of Grand Junction.

- f. **CULTURAL PLANNING EFFORTS.** Support the implementation of and periodic updates to the City's Strategic Cultural Plan and other City's Arts and Culture Commission planning efforts.
- g. **ECONOMIC IMPACT.** Continue to monitor and promote awareness of the economic impact of the arts within the city in partnership with arts and culture organizations.
- h. **MUSIC AND PERFORMING ARTS.** Continue to provide venues for music and performing arts. Enhance and update venues, as feasible, to ensure venues meet modern needs.

#### 5. Maintain access to public lands at the urban/rural interface.

- a. **URBAN/PERIPHERY CONNECTIVITY.** Establish linkages between open spaces and state/federal land at the perimeter of the city and urbanized areas through an interconnected system of greenways, trails, and bikeways.
- b. **ACCESS POINTS.** Require new development adjacent to open space or public lands to maintain a buffer between the open space and development, as well as provide public access points to existing and planned trails.
- c. **FLEXIBLE DESIGN.** Encourage cluster development, flexible lot sizes, and other design innovations where such approaches would provide open space, protect sensitive environmental resources, scenic vistas, and cultural resources. To the extent possible, resulting open space should provide continuous and usable corridors that create links to existing and/or proposed open spaces, parks, and trails.
- d. **PARTNERS IN RECREATION.** Develop strong partnerships between the City and other agencies, non-profits, and jurisdictions that support and maintain recreation opportunities in the Grand Junction area.

### Strategic Cultural Plan (2017)

The Strategic Cultural Plan identifies the necessity of "planning for culture" to envision and realize Grand Junction's character and spirit. The plan notes that while places evolve organically, focused effort can help to create a vibrant environment. To that end, the plan's goals, strategies, and actions include the areas of:

- Arts Education
- Creative Districts and Creative Industries
- Economic Impact
- History, Science and Culture
- Public Art
- Urban Planning and Cultural Facilities

The plan's goal to successfully establish a Colorado Creative Industries Creative District was realized in formation of the Grand Junction Downtown Creative District in 2019. The District is known for its public art, artists, and galleries which help make Downtown a lively and appealing destination.



# Plan Principle 8: Resource Stewardship



## Where We Are Today

### Assets and Challenges

Grand Junction's rich natural resources make local lifestyles, industries, and character possible. Residents value the Valley's fertile agricultural soils, the adventure and sustenance of rivers, and unrivaled, panoramic geology. However, many of these assets are sensitive to disruption from development and overuse. Fortunately, over the past half-century, the City has taken steps to steward its resources. Residents and government teamed up to remove uranium mill tailings from the riverbanks, remediate former junkyards, protect vistas from development and restore wildlife. How these resources are managed will shape recreation, growth, economics, and more into the future.

### Waste Reduction

Ongoing programs aim to reduce the impacts of energy use and waste. The City subscribes to community solar projects and emphasizes efficiency in building design and maintenance, including on-site solar. The City also invests in alternative fuels, with public electric vehicle chargers and one of the most advanced wastewater-derived biofuel facilities in the country. This project produces compressed natural gas (CNG) from the Persigo Wastewater Treatment Plant and uses it to fuel much of the City's vehicle fleet. Since 1995, the City has contracted with Curbside Recycling Indefinitely (CRI) to provide curbside collection of recyclables.

However, this program reaches 4,300 customers; less than a quarter of the City's solid waste customers, resulting in the vast majority of waste produced within the city not being recycled. Recycling, reuse, and waste reduction remain strongly-held goals City-wide.

### Water Conservation

Water, especially the Colorado River bisecting the city, is a vital local asset in need of protection. Conveyors of domestic water—the City, Ute Water, and Clifton Water—have worked proactively to conserve water, joining forces on the 2012 Regional Water Conservation Plan (WCP) and its implementation. These water providers are updating the 2012 Water Efficiency Plan and continuing education campaigns like their Drought Response Information Project (DRIP). The City also cooperates with no fewer than six irrigation districts to allocate adequate water resources to new development and existing needs. Grand Junction also began a project in 1979 to research and manage four endangered fish species in the upper Colorado River Basin.

### Stormwater Management

The City manages the risks of water, too. During high water events, the Colorado River may flood adjacent land areas, posing risks to parts of Downtown, Pear Park, and the Redlands. Other drainages throughout the City pose flash flood risks. To minimize risk, the City conserves large portions of the floodplain as open space and maintains maps of flood risk, requiring all floodplain construction to follow best

practices and Federal Emergency Management Agency (FEMA) standards. The City also cooperates to manage stormwater more broadly, with the Grand Valley Drainage District (GVDD) serving as the backbone of local drainage infrastructure with over 258 miles of open and piped ditches. Valley-wide cooperation on stormwater quality is now centralized under a joint contract with Mesa County, which absorbed the duties of the 5-2-1 Drainage Authority in 2020.

### Landscape and Habitat

This water has allowed Grand Junction to become an oasis in the high desert of the Colorado Plateau. Agriculture and urban growth transformed this once sparsely-vegetated landscape. Today, Grand Junction's urban forest of street trees and other plantings creates milder neighborhood microclimates. Grand Junction has been an official Tree City USA for more than 30 years, with more than one percent of the City's budget dedicated to trees. The habitats at the city's fringe also have value. The City strives to protect and provide habitat for wildlife and native flora in critical locations and to retain the integrity of agricultural areas and public wildlands. As recreation expands as an economic and cultural driver in the Grand Valley, protecting the ecology and geology that make local recreation attractive is only becoming more important.

## Where We Are Going

### Natural Areas and Agriculture

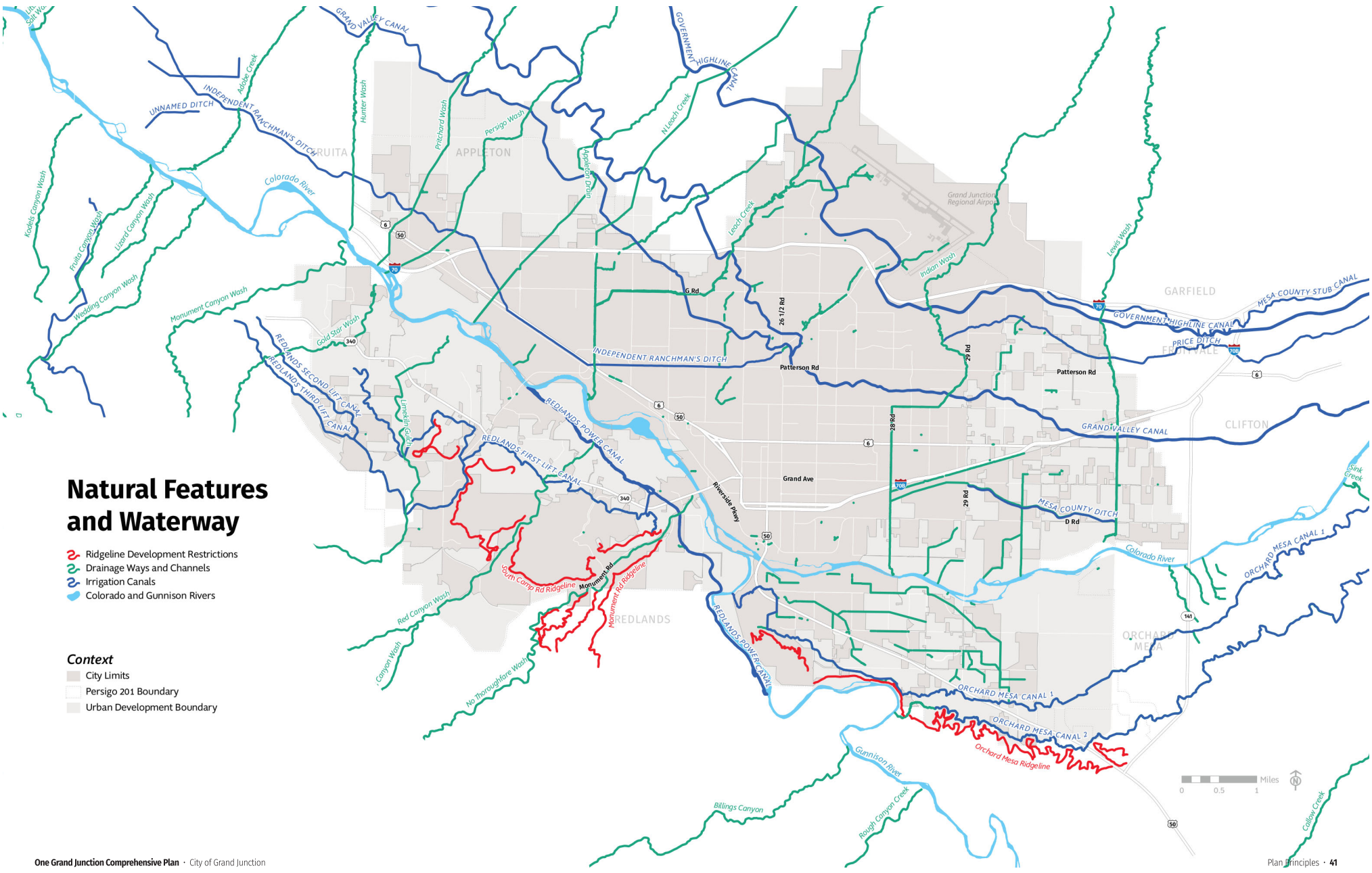
By the year 2040, as the city has grown, the community has maintained and managed open space. The high quality and accessibility of nature have not been diminished, and rural and natural areas continue to be defining features of life in the Grand Valley. The City and the public have embraced the stewardship of natural resources as both an opportunity and a responsibility. The community's open spaces remain plentiful and risks associated with living near natural areas, such as wildfires, have been effectively managed. Agriculture continues in the Grand Valley and offers open space, habitat, and health benefits associated with responsible land management and local food supplies.

### Minimizing Impact

As industry has continued to flourish in Grand Junction, industrial operations have grown increasingly responsible and new sectors with low or positive environmental impacts have emerged. Meanwhile, soils and water resources that were degraded or contaminated by past practices have been remediated and repurposed. Riverfront remediation and redevelopment have enabled residents and visitors to derive greater enjoyment from the Colorado and Gunnison Rivers, spurring the community to become increasingly active in managing its relationship with the river system and water resources overall.

### Choosing Stewardship

By cooperating with utilities and other service providers, the City has made it easy for residents to make choices that reduce their environmental impact. Residents and businesses find it easy to properly dispose of or recycle waste, to transition their energy needs to renewable resources, and to make transportation choices that reduce emissions and the use of resources. The city's landscape includes a thriving urban forest and water-sensitive landscaping that complement the community's character and contribute to human and environmental well-being. Residents of Grand Junction take pride in living in a community where they benefit directly from choosing to be stewards of limited resources and natural assets.



# Natural Features and Waterway

- Ridgeline Development Restrictions
- Drainage Ways and Channels
- Irrigation Canals
- Colorado and Gunnison Rivers

## Context

- City Limits
- Persigo 201 Boundary
- Urban Development Boundary



## How We Will Get There

### 1. Promote water conservation and protect water quality.

- a. **CONSUMPTION.** Partner with other water providers to actively and collectively educate residents about drought and water conservation.
- b. **DROUGHT TOLERANT LANDSCAPING.** Evaluate landscaping standards to promote the use of native and/or drought-tolerant plant materials, efficient irrigation, and appropriate soil amendments to support plant health and resiliency, and other water-conserving practices.
- c. **PERVIOUS SURFACES.** Promote efforts to improve the water quality of runoff, including designing with pervious surfaces that allow on-site infiltration of stormwater and features designed to remove pollutants.
- d. **GROUND WATER QUALITY.** Protect groundwater quality by working to mitigate the adverse effects of development and non-point source pollution, particularly the impacts of septic systems.
- e. **WATER CONSERVATION PLAN.** Continue to update periodically the Water Conservation Plan conducted by the City of Grand Junction, Clifton Water, and Ute Water Conservancy District.
- f. **GRAND VALLEY WATERSHED MANAGEMENT PLAN.** Participate with Mesa County and other federal, state and local stakeholders in the development of a Watershed Plan to address the Colorado Department of Health and Environment (CDPHE) Water Quality Control Division (WQCD) proposed Total Maximum Daily Loads (TMDLs) for various tributaries to the Colorado River.

### 2. Promote the use of sustainable development and waste reduction practices.

- a. **MAXIMIZE EXISTING INFRASTRUCTURE.** Concentrate urban development in areas that maximize existing infrastructure investment, reduce the loss of agricultural land, reduce impervious surfaces, and meet other resource stewardship goals.
- b. **GREENER BUILDING.** Promote programs and explore incentivizing development projects that maximize energy and water efficiency in the construction of new buildings and the adaptive reuse of existing buildings.

c. **RECYCLING AND COMPOSTING.** Continue to support recycling efforts and programs while evaluating options for City residents for single-stream curbside recycling, green waste, and composting.

d. **EDUCATION OPPORTUNITIES.** Expand efforts within the community to educate about the impact of waste reduction, reuse, repurposing, and recycling.

### 3. Refocus conservation and sustainability efforts to achieve improved public and environmental health.

- a. **SUSTAINABILITY PLAN.** Develop and implement a comprehensive sustainability plan that addresses, among other topics, climate change.
- b. **RENEWABLE ENERGY.** Promote and invest in the continued development of renewable and distributed energy systems consistent with the State's "Roadmap" including solar, wind, and geothermal energy resources, especially those that promote clean energy jobs.
- c. **INTEGRATE LAND USE WITH TRANSPORTATION.** Continue to promote new development and redevelopment in centers and corridors to reduce vehicle miles traveled and greenhouse gas emissions as well as encourages walkability and active lifestyles.

d. **EDUCATE.** Ensure that educators, researchers, policymakers, and other partners cooperate to educate the public about personal and community-wide actions that can be taken to limit environmental impacts and biodiversity loss.

e. **AIR QUALITY.** Implement policies and support efforts to reduce air pollution from point sources as well as non-point sources, especially those related to transportation.

f. **COMPRESSED NATURAL GAS (CNG).** Support the continued development and expansion of biogas use, including bioCNG capture and CNG fleet fueling by Persigo Wastewater Treatment Plant.

g. **EV CHARGING.** Identify needs and expand electric vehicle charging stations as part of the City's infrastructure and as part of the regional electric vehicle charging network.

### 4. Preserve unique assets, such as scenic, riparian, recreation areas, and wildlife habitat.

a. **ENVIRONMENTALLY-SENSITIVE AREAS.** Review policies to ensure they adequately address protection and conservation of significant wildlife habitats, slopes, drainageway environments, prominent ridgelines, mature stands of trees, and other natural and scenic resources for purposes of safety, wildlife survival, recreation, and aesthetics.

b. **COLLABORATE WITH PARTNERS.** Collaborate with federal, state, and local partners including area non-profits on issue of resource preservation, hazard mitigation, habitat, education, recreation, and access.

c. **DRAINAGEWAYS.** Consider the acquisition of major drainageways. All major drainageways should be retained, protected, restored, and managed to:

- i. provide for drainage of stormwater that will reduce the need for the expenditure of public funds to address flood hazards, erosion, and channel degradation resulting from structural modifications or other alterations;
- ii. protect and improve surface and source water quality;

iii. maintain or improve habitat for flora and fauna; and

iv. maintain or enhance non-motorized connectivity within and between neighborhoods and provide public access and recreational facilities where appropriate.

d. **BALANCED APPROACH.** Balance conservation of ecological assets with the expansion of recreational opportunities.

### 5. Manage the City's Urban Forest and Water Wise Landscaping within the City.

a. **URBAN FORESTRY MANAGEMENT.** Develop an Urban Forestry Master Plan and support the implementation of goals, objectives, and action items defined in this Plan upon adoption.

b. **WATER-WISE SPECIES.** Continue to promote the planting of species that have reduced watering needs once established and that have an increased likelihood of surviving and thriving amidst the periods of drought and temperature changes typical in Grand Junction's climate.

- c. **TREE INSTALLATION, REPLACEMENT AND PROTECTION.** Support the City's green infrastructure through the retention and protection of healthy, established trees and incorporation of new trees in both public and private spaces as part of public improvement projects, new development, infill/redevelopment and major renovations. Establish criteria for the identification of significant trees and preservation thereof and establish mechanisms for the replacement of established trees in instances where retention is not feasible due to location, site constraints, or other factors.
- d. **COMMUNITY PARTNERSHIPS.** Promote community partnerships and expand educational opportunities to emphasize the benefits of the urban forest.
- e. **EDUCATION.** Provide educational information to the public about the value of green infrastructure and xeric landscaping instead of zero-landscaping.

# Plan Principle 9: Quality Education and Facilities



## Where We Are Today

### Building Blocks

Education is linked to all facets of life in Grand Junction, including livability, quality of life, and economic development, as well as to a range of specific municipal functions that rely on community awareness to be effective. The community recognizes the importance of K-12 education, technical job training, higher education, and community learning, as well as the need to broadly support efforts to enhance high-quality educational opportunities in the Grand Valley.

### Childhood Education

Primary and secondary education in the City of Grand Junction is largely conducted by Mesa County Valley School District 51. District 51 operates 46 schools and programs, serves over 22,000 students, and employs almost 3,000 staff. Maintaining and upgrading educational services in District 51 schools hinges heavily on the availability of funding. Strong concern was expressed about the quality of the educational experiences available within the community as well as the physical condition and aging infrastructure of some of District 51's facilities. A recent ballot question to increase funding for school structures failed to gain support by the voters. The current high-school graduation rate for District 51 is below the state average and 49 percent of students are on free or reduced lunches, both indicators that cause concern for residents.

### Higher Education

Higher education institutions also operate within the city and bring a range of opportunities and challenges for the community. The presence of Colorado Mesa University, its subsidiary Western Colorado Community College, and IntelliTec are seen by the community as significant assets. Students at higher education institutions contribute to the vibrancy of surrounding districts and the city's overall economy. However, these assets also create unique land-use and infrastructure challenges, including pressure on long-standing single-family residential areas for student housing and pressures on transportation facilities. Linking higher learning to career opportunities for graduates is also a long-standing priority of the City and local institutions.

### Community-Based Learning

Community-based learning institutions and programs also support the ongoing educational uplift of residents at all stages of life. Community-based learning supports a range of other goals identified by the public including the need to improve accessibility and capacity of the Mesa County Library District's facilities and programs to adequately serve the needs of the community. Public education and arts institutions, such as The Art Center, the Museum of the West, the Western Colorado Botanical Garden, and the EUREKA! McConnell Science Museum, serve the broader public for cultural education opportunities. The City and other governmental partners also strive to ensure that the community has access to information about facilities and developments occurring in the city, which is vital to the success of public transit, recreation, environmental programs, and housing assistance.

## Where We Are Going

### Education and Economy

By the year 2040, the City has continued to support local education institutions at all levels. Over the past 20 years, Colorado Mesa University, and other higher education institutions, as well as Mesa County Valley School District 51, have further solidified their importance to the community. Colorado Mesa University continues to be one of the fastest growing universities in the state. An influx of students from outside Mesa County and key programs such as the University's engineering, business, and physician assistant programs have provided necessary skills for students to enter the local workforce. Higher education has not only expanded but has also increased in quality and repute, with an ever-growing reputation for excellence that is recognized nation-wide. Many graduates of higher education in Grand Junction remain in the community to live and work, channeling their talent into the betterment of the city and region.

### Academic Achievement

Mesa County Valley School District 51 has secured funding resources and implemented successful programs for necessary facility maintenance and construction as well as for academic achievement. The District adds to the city's ability to attract businesses, bolstering Grand Junction's livability and desirability. The District continues to institute a system that provides high-quality education for students from kindergarten through high school,

maintaining the confidence of the city's families. Graduation rates have increased to above the state average. Educators of all kinds are supported by their institutions and enjoy a high quality of life. The student experience in the valley is one of opportunity and vigor, defined by positive relationships and free of discrimination.

### Skilled and Cultured Workforce

The City supports opportunities for retraining to ensure that all residents have a place in the diversified and evolving economy. This includes support for workers departing declining industries, as well as workers who require support in mastering the English language. Information about City services and proposed changes in the community are widely and easily accessible, and key resources are available in both English and Spanish. This has created a high level of community awareness of transportation options and environmental issues. Cultural and arts institutions, which contribute to a culture of learning for all age groups, are well-funded and have expanded and multiplied, particularly in the Downtown and University Districts. Mesa County Public Libraries continues to offer a range of desirable resources to all City residents and has maintained and expanded its facilities and programs.

## How We Will Get There

### 1. Support a high-quality and accessible education system for the community.

- a. **QUALITY EDUCATION.** Identify ways to support education programs of District 51, CMU, WCCC, and other educational institutions and to further advance their missions.
- b. **SKILLED WORKFORCE.** Encourage the ongoing development of a skilled and adaptable workforce stemming from local education and workforce development opportunities.

- c. **ACADEMIC CONTRIBUTIONS.** Facilitate strong relationships between the educational institutions and all sectors of the local economy. Foster exchanges between academia, industry, and policy to ensure that ideas and expertise have a positive impact on the community, and to attract talent both to institutions and from institutions into the wider community.
- d. **LIFELONG LEARNING.** Encourage the growth of educational institutions that provide opportunities for learning throughout all stages of life, including but not limited to, early childhood education, primary and secondary institutions, vocational programs, enrichment classes, and online opportunities.
- e. **SAFE ROUTES.** Work with CMU, District 51, Mesa County Libraries, and other learning institutions to identify and construct safe walking and biking routes to their facilities.

### 2. Support District 51 in ensuring adequate facilities and infrastructure for the community.

- a. **IMPACTS OF NEW DEVELOPMENT.** Coordinate with District 51 to evaluate the impact on school enrollments and capacity when reviewing project and development proposals that could increase school enrollments. Ensure that developers dedicate land or pay a proportionate share in the cost of new school land.
- b. **SCHOOL FUNDING.** Support current and future efforts by District 51 to expand sources of revenue for the construction, operations, and maintenance of school facilities, or other purposes central to the District 51's mission.

- c. **FACILITY NEEDS.** Support District 51 in the development of facilities needs assessment to identify and prioritize the restoration and replacement of degrading facilities and infrastructure.
- d. **JOINT FACILITIES.** Work with Mesa County Valley School District 51 to access existing school buildings and open newly constructed school buildings for community and recreational use (e.g. gymnasiums, community meeting rooms, etc.) to the benefit of both the District and the city.

### 3. Support community-based education, especially Mesa County Libraries, in ensuring adequate facilities and infrastructure for City residents, as well as knowledge of available services.

- a. **LIBRARY SYSTEM.** Engage with Mesa County Libraries in the planning for facility expansions, improvements, and new facility locations within the city, including the Central Library.
- b. **ADEQUATE ACCESS.** Support efforts between Mesa County Libraries and GVT to ensure that all residents have adequate access to library facilities.
- c. **ARTS AND PUBLIC HISTORY.** Support local institutions in providing facilities and programs to City residents and visitors to learn about arts, culture, and local history.

# Plan Principle 10: Safe, Healthy, and Inclusive Community



## Where We Are Today

### Public Safety

Grand Junction is geographically isolated from other population centers which creates unique public safety needs, particularly for a community of its size. The City is a standalone regional hub with urban challenges not found in other communities on the Western Slope. The City and community understand that it is critical to ensure public safety efforts meet current needs as well as anticipate and adapt to future public safety challenges. With the passage of a First Responder Sales Tax (Measure 2B) in April 2019, a tax to fund the expansion of our police, 9-1-1, and fire emergency services, the City is today positioned to ensure that policies and funding mechanisms align with public safety needs and service delivery standards, including redeployment of a traffic unit. The City will need to move with purpose to fill positions at a pace that maintains a high level of professionalism in its public safety departments. The City's public safety departments maintain a positive relationship with the city residents, an indicator of proactive policing policies and fire and EMS services. Both departments are committed to establishing new and maintaining existing close ties with the community, responding to resident's needs, and interacting with residents to identify and solve community-wide problems.

### Disaster Response

With the prevalence of natural and man-made disasters, including COVID-19 and cyber-attacks, the City must continue to invest time in planning for events and threats of all origins. The City maintains plans for various hazards and threats but will need to renew efforts to update plans and train staff in mitigation efforts, response, continuity of operations, and recovery.

### Healthy Lifestyles

Facilities in the City are often focused on response versus prevention. The health of city residents also depends upon the availability of active lifestyle choices, including the network of parks and trails, feeling connected as well as community inclusivity and mutual respect.

### Public Health

Grand Junction has many advantages in terms of public health and access to care for both physical and mental health given its location on the Western Slope. However, given the increasing need for both mental and physical health care services in this region, the City works proactively to form partnerships such as the Police Co-Responder team and the Fire Cares program to focus on efficient and effective methods of response. Efforts from various sectors of the community to homelessness are both dynamic and on-going. More will need to be done in the future to address impacts of the homeless as well as underlying issues related to those experiencing homelessness.

## Where We Are Going

### Meeting Community Needs

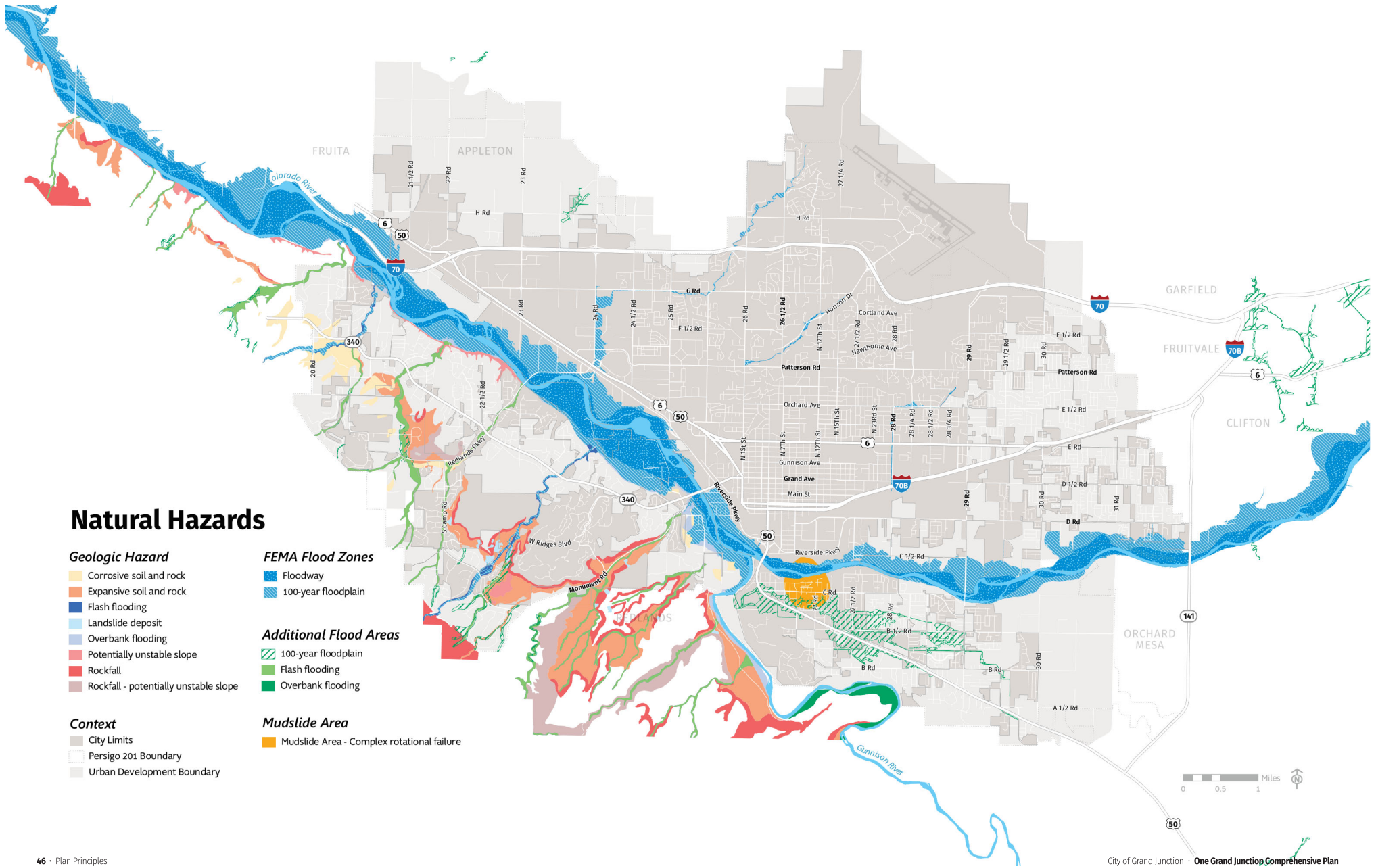
By the year 2040, Grand Junction continues to respond to unique public safety and community healthcare needs that arise from its geographic isolation from other population centers. City leadership has ensured that community health partners come together to reduce healthcare costs and increase public access to services including support for at-risk populations and those experiencing homelessness. The high priority of public safety has resulted in an environment that supports all residents. Public safety measures align with community needs and are responsive to community input, fostering a positive relationship between safety professionals and City residents.

### Long-Term Wellbeing

Spurred by investment in facilities and diversification of health, wellness, and medical services, access to quality and affordable health care is available. Healthy lifestyles are the norm, with equitable access to amenities and programs. Stewardship of natural resources, especially clean air and clean water, in addition to a continually robust local agricultural sector, has preserved the opportunity for well-being for future generations.

### Plans in Place

The need for reactive public safety measures continues to be reduced as the City explores proactive approaches aimed at eliminating the causes of unsafe situations and incidents. Job and wage growth have reduced poverty and significantly expanded access to resources for all residents to ensure mental health and physical well-being. Major hazards to public safety, such as floods, fires, disease, and economic recession, are addressed on an ongoing basis to reduce risk and ensure preparedness. Trust in public institutions enables coordinated responses in all areas of the community. When emergencies occur, the plans and relationships needed to address emergencies are already in place and are executed effectively to minimize harm for all residents. Successful responses to emergencies and other real gains in public safety instill a sense of pride and belonging among residents.



## How We Will Get There

### 1. Provide excellence in public safety and emergency response.

- a. **FIRE AND EMERGENCY MEDICAL SERVICE RESPONSE.** Utilize fire station distribution, mutual aid agreements, building fire protection systems, and partnerships with water providers to ensure all residents and properties are provided with suitable fire protection.
- b. **POLICE AND 9-1-1 COMMUNICATIONS SERVICES.** Provide high-quality, cost-effective Police and 9-1-1 Communications with a focus on community policing efforts as the heart of the City's service delivery.
- c. **TRAINING.** Support on-going training of all public safety staff, including training on diversity, racial equality, and biases.
- d. **REGIONAL SERVICE.** Continue to work with other public safety providers to evaluate mutual aid agreements and consolidation of service opportunities.

- e. **ADOPTION OF NEW TECHNOLOGIES.** Evaluate and adopt, as appropriate, new techniques and technologies that allow safety and emergency providers to improve the efficiency of delivery or quality of safety or emergency services, communicate with residents and businesses and further the goals and objectives of providers.
- f. **RISK REDUCTION THROUGH PREVENTION.** Continue to identify opportunities for increased community risk reduction efforts through partnerships, prevention, enforcement, and education.
- g. **COMMUNITY ENGAGEMENT.** Encourage proactive involvement of the community in safety and emergency preparedness matters, including cooperation with public safety personnel, neighborhood watches, Crimestoppers, and other grassroots efforts. Foster partnerships with the District 51, Colorado Mesa University, community groups, and other safety providers to establish coordinated approaches to enhancing community safety.
- h. **FIRST RESPONDER TAX.** As provided by the First Responder Tax, fund critical infrastructure, equipment, and staffing to align with the community's service and response needs.

### 2. Promote health and wellness through access to services.

- a. **COORDINATED APPROACH.** Collaborate with local human services providers to:
  - i. understand how the City can best support the efforts of other organizations working in the region;
  - ii. support the implementation of strategies within the Mesa County Community Health Needs Assessment;
  - iii. provide a forum for sharing information and enhancing working relationships;
  - iv. discourage duplication of services and programs within the region; and
  - v. identify and fill gaps in health and human services.
- b. **ACCESS.** Facilitate access to health and human services by:
  - i. encouraging the co-location of higher-density housing, senior housing, and assisted living facilities near existing health and human service facilities, transit service, parks, and public spaces and other services;

- ii. working with GVT and the RTPO to ensure affordable and accessible transportation options are available to seniors, people with disabilities and other residents with specialized transportation needs with a particular focus on those that live within a reasonable distance to services and facilities;
  - iii. actively participate with community partners in identifying solutions to the region's licensed childcare shortage;
  - iv. collaborating with partners in the community and region to evaluate and address barriers to affordable healthcare access; and
  - v. participating in opportunities to assist in addressing issues such as homelessness, suicide rate, mental health, and the opioid crisis.
- c. **MONITORING.** Support Mesa County in its efforts to measure, monitor, report changes in needs, outcomes, or efficacy of programs and services over time to use the information to raise the standard of living community-wide.
  - d. **HOMELESSNESS.** Continue to collaborate with partner organizations on the implementation of efforts to make homelessness rare, short-lived, and nonrecurring.

### 3. Foster a culture of inclusivity, embracing and respecting the diversity of Grand Junction's Residents.

- a. **CULTURAL COMPETENCY.** Engage with the community to identify opportunities to create a more inclusive, equitable, and safe community that celebrates the city's diverse population.
- b. **COMMUNITY EVENTS AND ACTIVITIES.** Partner with community organizations, local businesses, and other groups to support events, programs, and other activities that recognize and celebrate the cultural diversity of residents.
- c. **CONNECTEDNESS.** Support programs that strengthen the community fabric and maintain and enhance a high quality of life for all residents.
- d. **CULTURE OF ACCEPTANCE.** Promote respect and appreciation for the diversity of ability, age, culture, economic status, gender identity, national origin, race, religion, and sexual orientation within the community.

### 4. Promote a safe and more resilient community.

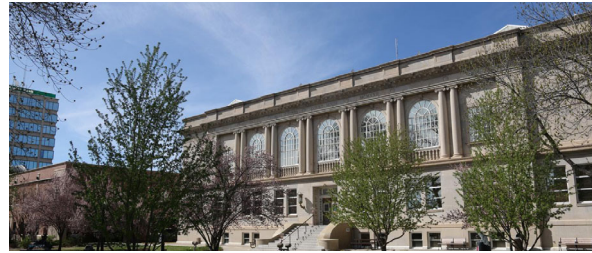
- a. **HAZARD MITIGATION PLANNING.** Participate in the implementation of and periodic updates to the Mesa County Multi-Jurisdictional Hazard Mitigation Plan and collaborate with regional partners to assess risks and vulnerabilities and identify areas with an increased burden for vulnerable populations.
- b. **FLOOD MANAGEMENT.** Encourage the use of non-structural solutions for flood control and highly discourage the use of fill for development in floodplains and drainageways. Adopt updated flood mapping in coordination with FEMA to reflect changes to the City's flood hazard boundaries over time.
- c. **GEOLOGIC HAZARDS.** Review policies to ensure they properly address and mitigate development located on geologically hazardous properties such as on unstable soils or steep(er) slopes. When such development does occur, ensure that proper studies, mitigation actions, and site design are utilized to reduce risks to life and property.
- d. **WILDFIRE HAZARDS.** Work with Mesa County's Office of Emergency Management along with other partners in a collaborative effort to

reduce wildfire risk through education, communication, and public awareness to protect the community and natural resources.

- e. **HAZARDOUS MATERIALS.** Work with local, state, and federal regulators to minimize potential risks to people or the natural environment associated with the transport of hazardous materials through the city via rail or truck.
- f. **DROUGHT.** Collaborate with regional water providers to implement and regularly update the Drought Response Plan and to provide public education.
- g. **CYBERSECURITY.** Develop strategies and implement systems to address vulnerabilities in the city's cyber system and train staff on prevention, response, and recovery.
- h. **EPIDEMICS AND PANDEMICS.** Review and update in coordination with Mesa County Public Health, epidemic or pandemic response, and recovery plans.
- i. **ECONOMIC RESILIENCY.** Carry out economic development in ways that diversify the city's economic base to ensure the durability and flexibility of local industries and employment in an evolving global and national economy.



# Plan Principle 11: Effective and Transparent Government



## Where We Are Today

### Evaluate and Improve

The City of Grand Junction is dedicated to providing high-quality service that is responsive to the needs of residents, visitors, employees, and businesses in the City. Through a process of continual improvement, the City frequently evaluates its programs, services, and actions to identify areas for improvement. In doing so, the City recognizes that partnerships with both public sector organizations and the private sector are critical to achieving success and understands that it will take collective action to succeed in advancing the City's vision. Whether evaluating opportunities for shared services, partnering for economic development, or creating a shared vision for the future of our community, the City recognizes that residents will be best served by the City working together with other organizations to find solutions.

## Fiscally Sound

The City is also committed to providing high-quality municipal services through sound financial management, transparent decision-making, good communication, and competent project management. To continue to build the trust placed in the City by its citizenry, the City must be responsible stewards of the resources entrusted to its care and must be effective in prioritizing spending. Spending should be focused on the services that citizens have identified as most important and to ensure that long-term ongoing operations and maintenance are considered in budget decisions.

## Community Involvement

The City strives to provide residents opportunities to be well-informed about matters of local government and to encourage citizen involvement in both public processes and community life. Expectations continue to change, and residents ask that the City continuously adapts to share helpful information with residents and stakeholders through channels that meet them where they are.

## Where We Are Going

### Responsible and Trusted

By the year 2040, as an organization, the City has continued to provide excellent core services to all residents. The fiscally-responsible, accessible, and responsive approach to residents and the business community alike has resulted in a culture of collaboration and accountability. City leaders regularly use the Comprehensive Plan as a tool. It informs the development of the City Council's strategic plan, which sets budget priorities and coordinates capital improvements, services, and programs. Comprehensive Plan implementation, reporting, and review have ensured that the Plan continues to reflect the values of the community. This consistency has led to a widespread sense of trust in local government.

## Engaged Public

Residents are engaged in the civic process through City boards, commissions, and other forums. All residents, regardless of language or place of origin, feel welcome to and participate in City government and processes. The community actively participates in public processes, resulting in a strong sense of trust and accountability between residents, the City government, and other service providers. Whenever it becomes apparent that participation is not representative of the community as a whole, the City actively closes gaps in participation by tailoring outreach to reach underserved groups and demographics. Responding to the culture of participation, the City has worked hard to provide timely and useful information to the whole community. This model has increased Grand Junction's reputation as a leading community on Colorado's Western Slope.

## How We Will Get There

### 1. Align day-to-day decision-making and budgeting with the implementation of the Comprehensive Plan.

- a. **USE THE PLAN.** Utilize the guiding principles, goals, policies and implementation strategies to inform the development of the City's Strategic plan budgeting (including CIP), and decision-making at all levels to promote consistency and continuity as elected official and staff change over time.
- b. **PLAN MONITORING.** Provide ongoing monitoring and periodic reporting—annually—of progress made toward the implementation of the Comprehensive Plan.
- c. **CELEBRATE SUCCESSES.** Provide regular updates and information regarding actions that successfully implement the Comprehensive Plan.

### 2. Provide opportunities for meaningful and inclusive community involvement.

- a. **TRANSPARENCY.** Ensure City budgeting, investment, planning, and decision-making processes are clear, open, and well-documented.
- b. **MEANINGFUL PARTICIPATION.** Provide a range of opportunities for the public to provide feedback to decision-makers, including focus groups, community meetings, and workshops, stakeholder interviews, surveys, and web or social media forums to meet the needs of different populations.
- c. **RANGE OF ENGAGEMENT APPROACHES.** Develop and provide a range of approaches for engaging with the community in a meaningful and authentic way. Ensure that approaches are tailored to and appropriate for residents and businesses from a variety of ages, racial backgrounds, education levels, income levels, and other demographic measures as well as those who have limited English proficiency or face other structural barriers to participation.

- d. **TRANSLATION AND INTERPRETATION.** Create and publicize a range of accurately translated and regularly updated City resources and publications for residents who have limited English proficiency. Develop and utilize City interpretation services.

### 3. Continually seek opportunities to increase the efficiency of City facilities and the effectiveness of government programs and City services.

- a. **COMMUNITY SURVEYS.** Periodically conduct statistically valid community surveys concerning City services and facilities as a means to evaluate current levels of service and identify potential gaps in services or facility needs.
- b. **FISCAL RESPONSIBILITY.** Emphasize needs identification, accountability, and effectiveness in making funding allocations. Explore opportunities to expand revenue sources for the City to provide essential services.
- c. **CONTINUOUS IMPROVEMENT IN SERVICE.** Continuously evaluate existing practices and systems in City departments for opportunities to improve outcomes and provide excellent, equitable service to the public.

- d. **CAPABILITY OF TALENT.** Hire high-quality talent and continuously provide opportunities to develop the capabilities and capacity of City employees to provide excellence in service.
- e. **EQUITABLE CONSIDERATIONS.** Include considerations for equity in decision-making processes across the City organization to ensure that the benefits and/or burdens of City actions or investments are shared fairly and do not disproportionately affect a particular group or geographic location over others.
- f. **SUSTAINABLE GOVERNMENT OPERATIONS.** Continue to implement policies and programs to reduce greenhouse gas emissions, conserve energy and water, and procure environmentally responsible products and materials in government operations.

- g. **SMART CITIES.** Continue to participate in the Colorado Smart Cities Alliance and identify opportunities for innovation in providing City services utilizing technologies. Partner with private enterprises in entrepreneurial pilot projects that advance technologies within the city. Also explore and implement opportunities to incorporate emerging technologies as a means of informing, educating, and interacting with citizens.
- h. **CITY REAL ESTATE.** Leverage underutilized City facilities and real estate assets to provide community benefits such as childcare, supportive housing, and economic development.
- i. **UNIVERSAL DESIGN.** Maintain focus on improving access to public facilities, businesses, and residences for use by individuals with physical or other disabilities through universal design.

### 4. Collaborate with local, regional, and state partners on issues of mutual significance.

- a. **REGIONAL COLLABORATION.** Actively collaborate with other jurisdictions in the Grand Valley, School District 51, and institutions of higher learning special districts, Mesa County, the Grand Valley RTPD, and other regional, state, and federal partners to develop cooperative solutions to regional issues and planning challenges.

- b. **SERVICE PROVIDERS.** Coordinate closely with—and promote coordination among—service providers in needs assessment, facility siting, and other matters to ensure continuous delivery of effective, equitable, and efficient services.
- c. **PUBLIC-PRIVATE PARTNERSHIPS.** Explore opportunities to partner with private and nonprofit organizations to leverage available resources and take collective action to achieve shared goals.
- d. **STATE LEGISLATION.** Engage with state representatives and advocate for legislation that is consistent with the City's goals.
- e. **CITY AS A CONVENER.** Champion efforts to bring together diverse groups of stakeholders on issues of mutual significance.
- f. **CITY AS A LEADER.** Recognize issues of regional importance and be a driving force as a leader in growth and development occurring on the Western Slope.

### 5. Develop and support leadership that reflects the diversity of the community.

- a. **CITY COMMITTEES, BOARDS, AND COMMISSIONS RECRUITMENT.** Strive to reflect the diversity of the community in the membership of its boards and commissions, including but not limited to people of different races, ethnicities, income levels, ages, genders, sexualities, abilities, and backgrounds.
- b. **VOLUNTEERISM AND PHILANTHROPY.** Promote a spirit of volunteerism in the community by providing a range of opportunities for residents to volunteer for, or give to, City-led programs, projects, and efforts.
- c. **COMMUNITY PARTNERSHIPS.** Pursue partnerships and opportunities to collaborate with community groups and organizations to support diversity and equality.

## CHAPTER 3

# LAND USE AND GROWTH

*Over the next 20 years, the City of Grand Junction is expected to grow by more than 23,000 residents. The City must consider and plan for the housing, employment, services, and amenities needed to support the quality of life of existing and future residents. The chapter on Land Use and Growth provides a tool for City elected and appointed officials, developers, City staff, and the community at large to use in anticipating, evaluating, planning for, and making decisions regarding the spatial development of the city. This includes the mix and distribution of different land uses and the provision of infrastructure and services necessary to support new growth over the next two decades. The chapter includes three key elements:*

***Intensification and Tiered Growth Plan.*** This section guides the intensification of development within the city including in both urban and suburban areas. The map illustrates the areas in which the City should consider incentives for infill and redevelopment and the approach and priority for tiered growth of the city.

***Land Use Plan.*** The Land Use Plan includes both a Land Use Map and a description of the different land use types shown. The map illustrates where and how Grand Junction will grow in the future while the categories describe the purpose, characteristics, densities, and types of uses appropriate within these categories. Conforming zone districts are also included to guide implementation.

***Servicing New Growth.*** This section provides for the level of service expectations for new growth to ensure that when new growth occurs it is supported by necessary public facilities and infrastructure capacity while not creating a fiscal burden on the City and existing residents. The section includes who is responsible for the provision of service and development of new capacity.

*Together these sections supplement the Plan Principles (Chapter 2) and Area-Specific Policies (Chapter 4) of the Comprehensive Plan, illustrating how the goals and policies contained therein will influence the physical growth and development of the city.*



## Influencing Factors

The City of Grand Junction's Land Use and Growth Framework takes into account a range of different factors and issues that will influence the growth of the City into the future. While many of the factors identified are addressed through policies elsewhere in the Comprehensive Plan, the policies and tools described in this chapter will aid the City as it confronts challenges and opportunities for the future growth of the City.

## Projected Population Growth

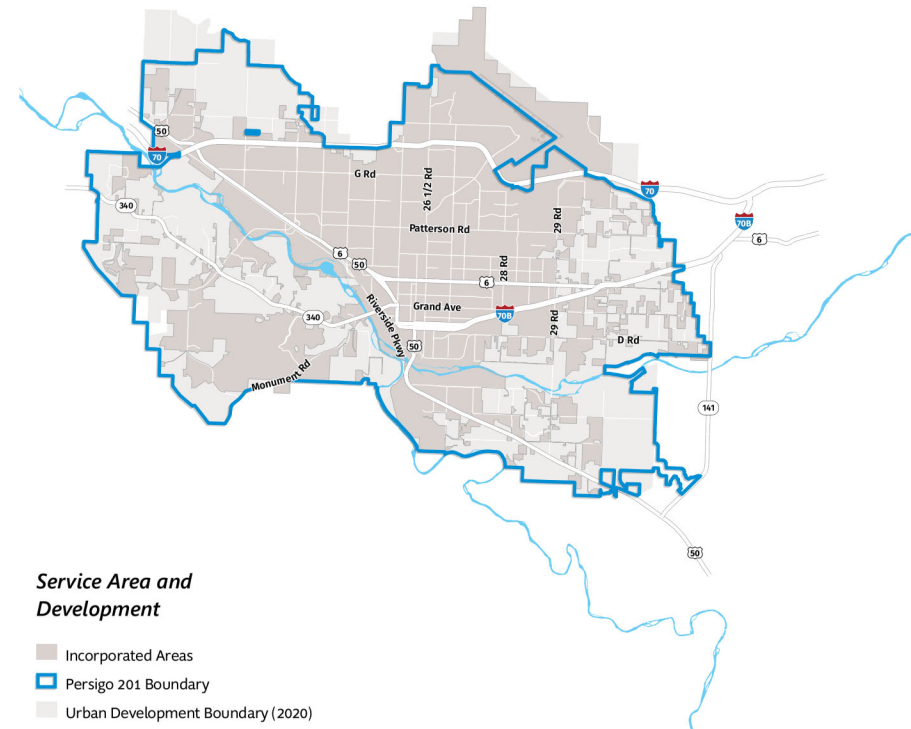
Grand Junction's current population is estimated at 65,244 and Mesa County's population is estimated at 156,262 per the State Demographer's forecasts. The City of Grand Junction is expected to grow at an annual rate of just over one percent over the next 20 years. The City's share of the county population has increased over time from 37 percent in 1970 to just over 43 percent today. As such, Grand Junction is expected to continue to represent more than 40 percent of Mesa County's population over the next 20 years. This would result in a population of approximately 91,000 people within City limits by 2040. Similarly, the State Demographer has estimated that, by 2040, the population within the Urban Development Boundary will account for an additional 34,000 people for a total of approximately 124,000 in the City's planning area.

## Persigo 201 Service Area Boundary

The City of Grand Junction maintains a unique intergovernmental agreement with Mesa County as an outcome of a 1998 lawsuit over annexation practices. The agreement outlines requirements for annexation as a condition of development for any properties within the defined Persigo 201 Service Area Boundary. This boundary represents the extent to which the Persigo Wastewater Treatment Plant provides wastewater service or plans future extensions of service. In the agreement, "Annexable Development" is defined as development projects triggering actions such as rezones, subdivisions, changes to the Land Use Map, conditional use permits, new non-residential buildings, and additions to existing non-residential buildings as defined in the agreement. The agreement requires new "urban" annexable development to occur within the City limits and be under the City's jurisdiction. In determining what "urban" is, the agreement provides that "residential lot sizes of two acres gross or smaller area." The 201 service boundary shall be made to be the same as the Urban Development Boundary. Unless authorized through a waiver process, all new development within the Persigo 201 Service Area Boundary is required to be served by sewer.

## Urban Development Boundary

The Persigo Agreement noted in 1998 that the Urban Growth Boundary should be amended within one year so that the boundaries are identical. The 2010 Comprehensive Plan, of which the Future Land Use Map and Chapter 5 were adopted by both the City and Mesa County. The Plan included the agreed-upon Urban Development Boundary (UDB) which largely aligns the UDB with the Persigo Boundary. However, efforts to align the full extent of the Persigo boundary with the Urban Development Boundary have been unsuccessful to date.



## Housing Supply and Needs

Ensuring residents have adequate and attainable housing options is important to the future of the community. Housing undersupply can occur in some price points and products when supply does not keep pace with population growth. Based on the projected population growth and the city's average household size of 2.29 people, approximately 11,400 additional housing units will be needed within City limits by 2040. Housing options that address a variety of needs such as cost, quality, age, and type are a key concern in Grand Junction.

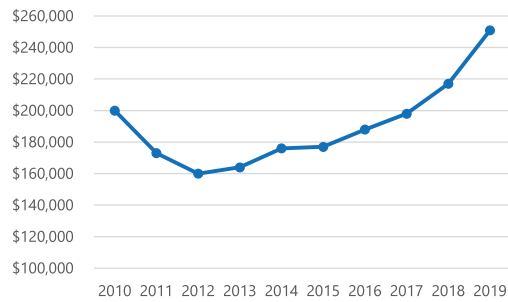
Grand Junction's housing supply will need to grow and diversify to meet the community's future needs. Today, Grand Junction has an estimated 27,990 housing units. This inventory is predominantly single-family homes: 62 percent of all housing units are detached. Of owner occupants, 85 percent live in single-family units compared to 32 percent of renters, while 55 percent of renters reside in apartment units.

Over the next five years, the number of households is anticipated to grow by about 2,900. More than a third of these new households are anticipated to be low and moderate income, earning 50 percent or less of the average median income (\$50,000) in the city.

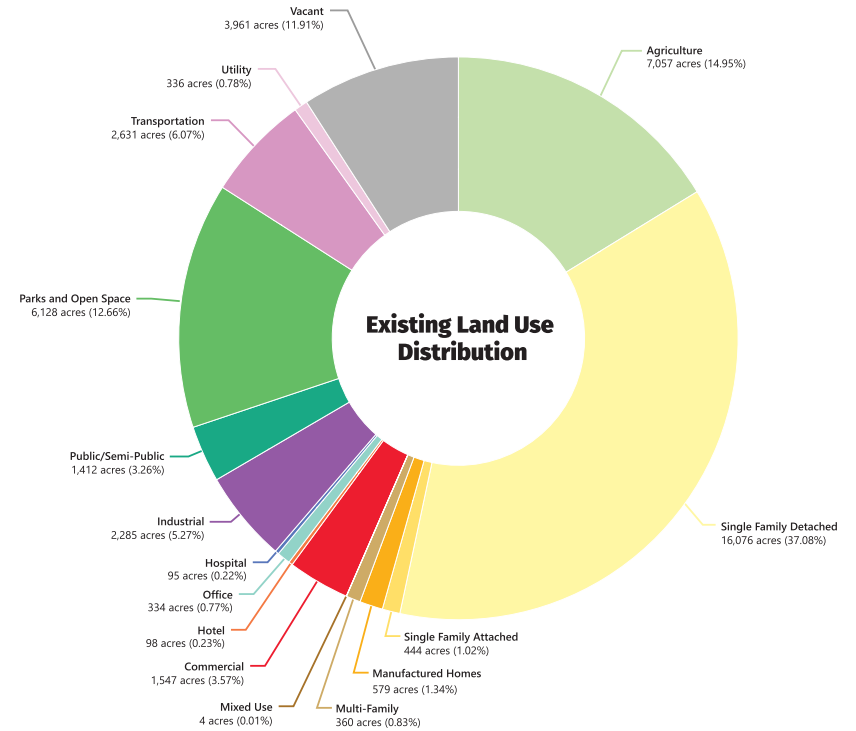
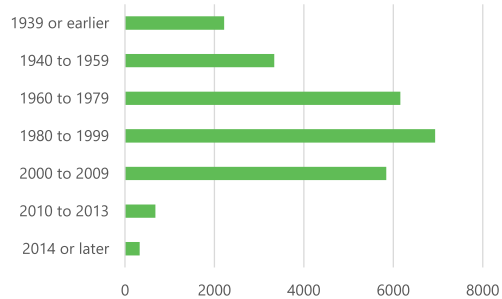
This combination of limited income and limited housing stock poses challenges related to housing conditions. The data shows that housing inventory is aging. Most housing in Grand Junction (74 percent) was built between 1960 and 2009. American Community Survey (ACS) estimates that nearly 73 percent of all housing is over 20 years old. Renters are more likely to live in housing built prior to 1980 (80 percent) compared to owners (46 percent). Fewer than one percent of housing units lack complete plumbing, and fewer than two percent lack complete kitchens.

Meanwhile, prices are rising. The year-end 2019 median sale price is \$257,000, compared to \$160,000 at the lowest point of the recession in 2012. The availability of homes to purchase for under \$400,000 is scarce. According to local realtors, there are only one to two months of inventory.

Median Sale Prices (2019)  
Grand Junction



Age of Housing Inventory (2017)  
Grand Junction, Mesa County, and Colorado





These market conditions create a challenge for families with incomes at or below the median. A household in Grand Junction needs an annual income of over \$61,000 to afford the median priced home, which is 10 percent more than the area median income (AMI) of \$55,800 for two people. The 2016 Grand Valley Housing Needs Assessment determined that, already, more than a third of all Grand Junction households were cost-burdened, paying more than 30 percent of their income for housing. When analyzing household tenure, approximately 30 percent of owner-occupied households are cost-burdened, while over 50 percent of renters are cost-burdened.

Though the City has seen recent increases in wage, this problem is not likely to be resolved by rising incomes alone. Household incomes are projected to increase 2.7 percent annually, however, housing prices are anticipated to increase more quickly (3.4 percent annually). This dynamic will increase the gap between housing prices and what local households can afford. At current production rates, the gap between available housing and new households is projected to increase, further driving prices up. Increase in demand from out of area buyers due to COVID-19 and new in-migrations may, by first indicators, create further upward pressure on housing prices and increased competition for limited supply of housing.

To support the community in meeting current and anticipated housing needs, the Comprehensive Plan policies and the Land Use Plan encourage the creation of more mixed-use, walkable neighborhoods and mixed-density neighborhoods with a wider range of housing types. Policies also encourage higher density development in areas located within urban intensification areas as well as priority growth areas such as the city's core, University District, Downtown District, and areas along transit corridors.

### Changing Population

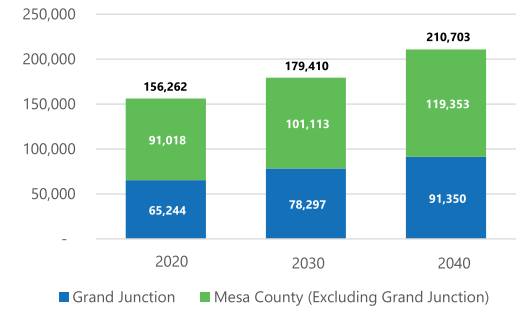
Grand Junction's population is growing, and demographics in the city are changing. The State Demographer projects the City of Grand Junction will grow at an annual rate of between one and two percent over the next 20 years. If the State Demographer's forecasts hold, Grand Junction could expect to exceed 90,000 residents by 2040.

Much of this growth is driven by younger and older age groups. Since the 2010 U.S. Census, Grand Junction has experienced population growth across all age groups, with the one exception being the 35-54 group. The median age for Grand Junction's residents in 2017 was almost 36 years, significantly younger than the median age of Mesa County at 39 years. The region continues to be an active retiree destination as shown in the increase in the age 55-64 cohort and Grand Junction residents are typically "aging in place" and remaining in the City into their later years 65+.

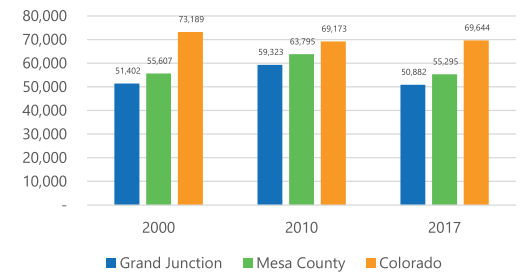
Grand Junction's median household income in 2017 (around \$50,000) was approximately 37 percent lower than the state's median household income of about \$65,000. Grand Junction has experienced a decrease in real income since 2010, consistent with the county and state. This is linked in part to the relative pay-scale of employment opportunities within the City, the job-sector as well as the educational attainment of a community's adult residents. Educational attainment impacts the quality and skills of the labor force and, by extension, the sectors of the economy that succeed in the community. According to the U.S. Census Bureau, Grand Junction has a greater number of people that have post-high school education than residents of Mesa County, but trails the state as a whole.

Grand Junction's racial and ethnic composition is also diversifying. It is currently more diverse than Mesa County and less diverse than the state. The population of the City identifying as Hispanic or Latino of any race is growing rapidly. This population comprises 17 percent of the community, a growth of four percent since 2010 (13 percent).

Population Projections (2020-2040)  
Grand Junction and Mesa County



Median Household Income  
(2000, 2010, and 2017)  
Grand Junction, Mesa County, and Colorado





## Commercial and Employment Gaps and Needs

While there will continue to be a market for retail and dining options, the future of brick-and-mortar retail is uncertain. As it relates to long-range planning, the City should focus on commercial development for key locations, particularly within Downtown. Downtown's success will be contingent on offering a unique experience and serving as a shopping, dining, and entertainment destination. Other areas of the city, such as the areas around Colorado Mesa University, 24 Road, and Mesa Mall and along major transportation corridors, also have opportunities to support additional commercial uses. Continued reassessment of changing market dynamics and the individual site requirements of retailers and businesses will ultimately dictate where and how future commercial uses develop in these areas.

The unemployment rate in Grand Junction and Mesa County trended downward over the decade leading up to the COVID-19 pandemic, consistent with the broader recovery of the national economy since the time of the Great Recession. It should be noted that Grand Junction's unemployment rate has consistently been around one to two percent higher than the state's rate since 2009. Healthcare has been one of the fastest growing employment sectors in the region and this trend is expected to continue over the next decade. This represents a shift that has been taking place since the recession as the oil and gas industry has become a smaller percentage of the area workforce. Some of that loss has been offset by gains in the manufacturing industry. Otherwise, most of the recent and projected growth is occurring in nonindustrial sectors. Along with healthcare, niche manufacturing and technology sectors are important employment opportunities in Grand Junction.

In response, the Land Use Plan contains a broad mixed-use land use category to capture the opportunity to create areas for both employment and housing within a concentrated area. The plan also provides commercial and mixed use in areas along transportation corridors and in areas whereby neighborhoods can easily access service needs. Industrial areas are also provided to allow for the continued location and expansion of industrial and manufacturing businesses in the city.

## Balanced Growth

A plan for balanced growth must take into account variables like market demand and supply, existing development patterns and entitlements, infrastructure availability and capacity, community character, environmental protection, access to services and amenities, and many other factors. As such, the Land Use Plan envisions that future growth in Grand Junction will be accommodated through both infill/redevelopment as well as greenfield development. Greenfield opportunities exist on all edges of the city; however, the city also has a significant amount of vacant and underutilized land near core areas. Priority will be given to development that works to intensify urban as well as suburban areas, allowing for—but not encouraging—greenfield development outside of priority areas as provided in the Intensification and Tiered Growth Plan.

## Intensification and Tiered Growth Plan

Intensification of the City should be achieved through infill, redevelopment of underutilized properties, and new development of vacant lots. Further, this should be achieved by offering incentives for infill/redevelopment in specific areas as well as through a Tiered Growth approach. The Growth Tiers focus on intensifying the City's urban and suburban areas, prioritizing areas that have the existing urban infrastructure, and in a manner that will both preserve the City's character and capitalize on its development opportunities while also providing opportunities for greenfield development as the City grows.

### Tiered Growth

The Growth Tiers Map are intended to guide the City's long-term planning and reflect locational priorities for which the City should accommodate and prioritize the future population. This starts with the intensification of the City's urban core, which allows the City to support the efficient use of existing public facilities and services by directing development to locations where it can be adequately served by existing public facilities and services such as water, sewer, police, transportation, schools, fire, stormwater management, and parks. Also, it allows the City to better align capital improvements and infrastructure investments with its financial resources and focus improvements in areas that already provide some level of urban service.

Growth in Grand Junction will continue to recognize the Urban Development Boundary as the area in which urban level development should occur and as such, this Comprehensive Plan focuses on urban intensification and three general tiers of development that fit within, and directly respond to, the established boundary. By adhering to the growth tiers for future development, Grand Junction will be well-positioned to prepare for steady population growth, manage its existing land uses, and achieve its vision of responsible and managed growth.

### Tier 1: Urban Infill

**Description:** Areas where urban services already exist and generally meet service levels, usually within existing City limits, where the focus is on intensifying residential and commercial areas through infill and redevelopment.

**Policy:** Development should be directed toward vacant and underutilized parcels located primarily within Grand Junction's existing municipal limits. This will encourage orderly development patterns and limit infrastructure extensions while still allowing for both residential and business growth. Development in this Tier, in general, does not require City expansion of services or extension of infrastructure, though improvements to infrastructure capacity may be necessary. Portions of the Redlands, Orchard Mesa, Pear Park, and Northwest areas offer some of the most significant opportunities for Tier 1 infill development and growth within City limits.

### Tier 2: Suburban Infill

**Description:** Areas within the existing UDB and 201 that are urbanizing or proximate to areas that are urbanizing. This Tier also includes areas that were mostly developed in unincorporated Mesa County and infrequently improved with urban infrastructure such as curb, gutter, sidewalks, and parks. Annexation is appropriate for new development and redevelopment in Tier 2 areas, though annexation for existing subdivisions and/or neighborhoods is not generally desirable.

**Policy:** In Tier 2, the City should promote the annexation of those parcels which are surrounded by, or have direct adjacency to, the City limits of Grand Junction. Annexation and development of these parcels will provide development opportunities while minimizing the impact on infrastructure and City services. Tier 2 includes western portions of Redlands on the City's west side, as well as Pear Park and Orchard Mesa.

### Tier 3: Outward Growth

**Description:** Areas predominantly characterized as rural and larger acreage properties not currently served by urban infrastructure and that are prioritized to stay rural for the duration of the 20-year planning horizon to promote more focused development activity in Tier 1 and Tier 2.

**Policy:** The priority for Tier 3 is to continue outward growth and annexation into the Urban Growth Boundary after substantial infill and growth in Tier 1 and Tier 2 areas. Tier 3 growth areas include large parcels that provide development potential, can be served by an extension of utilities and urban infrastructure, and are identified as Rural Residential the Future Land Use Map.

### Incentive Areas

**Description:** Areas consistent with past City plans and in general include the Rail, River, Downtown, and University Districts as well as the North Avenue Corridor. The State Highway 50 corridor in Orchard Mesa is also included.

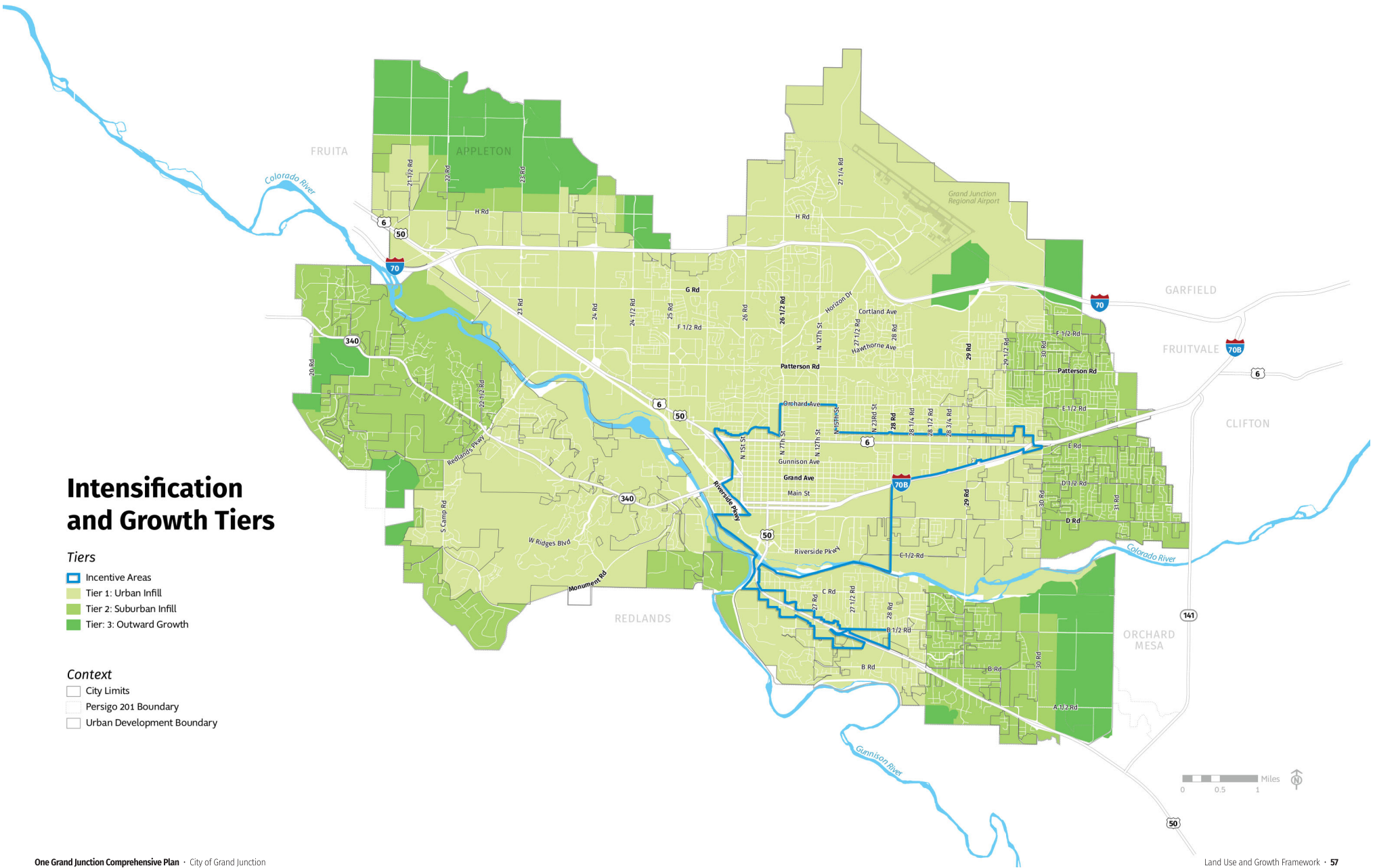
**Policy:** These areas within the City should be considered the highest priority for infill and redevelopment and the City may consider additional incentives for infill and redevelopment in these areas. Over time, other areas may be considered to be included in the incentive area as may be consistent with established City goals.



# Intensification and Growth Tiers

- Tiers**
- Incentive Areas
  - Tier 1: Urban Infill
  - Tier 2: Suburban Infill
  - Tier 3: Outward Growth

- Context**
- City Limits
  - Persigo 201 Boundary
  - Urban Development Boundary





## Land Use Plan Overview

The Land Use Plan is a tool to guide future development within the City and its Urban Development Boundary. It will be applied through day-to-day decision making as a means to help implement a shared vision for the physical growth of the City. The plan includes a map that depicts locations for different types of land uses and a description of each land use.

A land use designation does not impact the current use of a property. A designation does not impact the future use of a property either. When a property seeks a new zoning district the City is required to ensure the zoning district works to implement the land use designation as shown on the Land Use Map (59). More information about how these work together can be found in the Plan on page 58 under Relationship to Existing Zoning, and How to Use the Land Use Plan.

## Relationship to Area-Specific Policies

While the Land Use Plan sets a broad framework for zoning decisions, infrastructure planning, and development capacity, further policies are put forward in this plan to guide the development of various districts more precisely. These tailored strategies are discussed in Chapter 4: Area-Specific Policies, which provides an additional level of detail and guidance to apply the community's vision to specific locations such as Neighborhood Centers, Regional Centers, and the Riverfront.

When making zoning determinations, decision-makers should first consider the range of implementing zone districts under the Land Use Plan, then review the narrower set of zone districts and planning strategies that implement the relevant area-specific policy. In this way, the Land Use Plan and Area-Specific Policies guide decisions by fixing a set of focused strategies within a broader structure.

## Relationship to Other Comprehensive Plan Elements

The Land Use Plan is supported by other components of this Comprehensive Plan. Many of the goals and policies outlined in Chapter 2: Plan Principles provide additional guidance on how and where the City should grow in the future.

## Relationship to Existing Zoning

The Code, including the Official Zone District Map, should be reviewed to ensure that it effectively implements the vision of the Comprehensive Plan. Absent action by the property owner or the City, existing zoning remains in place. Requests to rezone properties should be considered based on the Implementing Zone Districts assigned to each Land Use Designation.

## How to use the Land Use Plan

The Land Use Plan is intended to be used by City staff, the Planning Commission, and the City Council to inform decisions regarding development within the City and its Urban Development Boundary and to ensure that decisions align with the community's vision for future growth. The Land Use Plan is also intended to be used to:

- **Track overall development capacity.** Monitoring the capacity of different types of land uses in the City and its UDB will allow the City to identify issues related to an over- or under-supply of parcels designated for particular use in relation to demand.

- **Guide Facilities and infrastructure planning.** Plans for investment in systems, such as parks, sewer, transportation, and other infrastructure and services should be aligned with anticipated population and/or jobs in a particular area of the City—and the City as a whole.
- **Guide future zoning changes.** Requests for zoning changes are required to implement the Comprehensive Plan. The City may bring forward zone changes for certain properties to align zoning with the adopted Comprehensive Plan land use, as designated on the Land Use Map and in the descriptions of the land use categories. Where necessary, zoning districts and development standards will also be created or amended to more closely conform to the vision and objectives of each of the land use categories described in the Land Use Plan.

## How to Amend the Land Use Plan

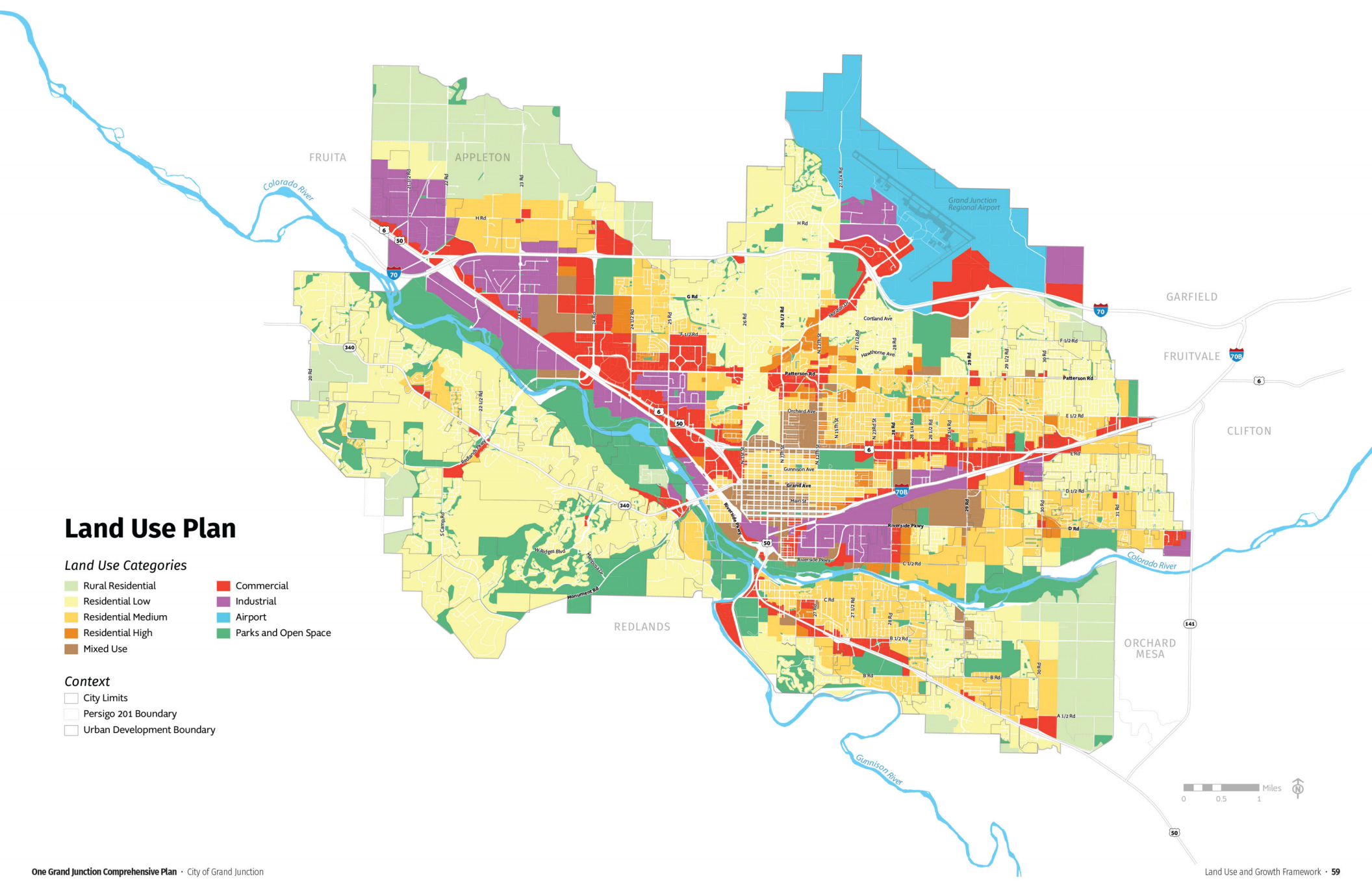
Amendments to the Land Use Plan can be initiated by the City or members of the public and will be considered on an as-needed basis. Zoning map amendments that would change a parcel's zoning to a district that is not included as a conforming zoning district in this Comprehensive Plan must first receive approval for a Land Use Plan amendment. See the City's Zoning and Development Code for additional details on Land Use Plan amendments.

## Cooperative “Buffer” Planning Areas

Areas established in 1998 between Mesa County, City of Fruita, Town of Palisade, and City of Grand Junction since have been designated to ensure orderly transitions or “buffers” in areas of joint concern between these communities. These areas also help define distinct communities within Mesa County and work to maintain a transition area between the incorporated areas, limit the proliferation of urban services, and reduce overall traffic impacts.

## Urban Development Boundary

The area in which the City plans for growth and the extension of urban services and infrastructure, as designated on the Land Use Map.



# Land Use Plan

## Land Use Categories

- Rural Residential
- Residential Low
- Residential Medium
- Residential High
- Mixed Use
- Commercial
- Industrial
- Airport
- Parks and Open Space

## Context

- City Limits
- Persigo 201 Boundary
- Urban Development Boundary



## Land Use Designations

Parcels within the UDB have been assigned one of nine land use designations. Typical density for residential uses, as well as development character, activity, and other considerations are provided to define each designation. These land use designations cover the full range of land use types within Grand Junction and should serve as the basis for determining compatible zone districts.

### Rural Residential

#### Range of Density

- Up to 1 dwelling unit per 5 acres.

#### Land Uses

- Primary: residential, agricultural operations such as farms, orchards, pastures.
- Secondary: open space, home-based businesses, accessory dwelling units.

#### Characteristics

- Comprised of residential uses with varying housing types on larger lots.
- Allows for the development of residential uses complementing existing rural, large undeveloped lots, and agricultural properties.
- May be located where public services and infrastructure are limited.
- May be located between rural and more intensive residential uses, or at the City's edge to ensure compatibility with unincorporated and rural lands.
- Central services are generally not needed unless located nearby to existing services.

#### Implementing Zone Districts

- Rural Residential (R-R)
- Community Services and Recreation (CSR)

### Residential Low

#### Range of Density

- Between 2 and 5.5 dwelling units per acre.

#### Land Uses

- Primary: residential, accessory dwelling units.
- Secondary: Open space and parks, schools, places of worship, home-based businesses, public/institutional uses, other complementary neighborhood uses.

#### Characteristics

- Comprised of residential uses with varying housing types and lot sizes.
- Secondary uses are designed in a manner to fit the character of the neighborhood.
- Provide a transition between the open, less-developed edges of Grand Junction and the denser urban areas toward the City's center.
- May be located where public services and infrastructure are limited.

#### Implementing Zone Districts

- Residential-4 (R-4 du/ac)
- Residential-5 (R-5 du/ac)
- Community Services and Recreation (CSR)

### Residential Medium

#### Range of Density

- Between 5.5 and 12 dwelling units per acre.

#### Characteristics

- Comprised of residential uses with a range of housing types and densities.
- Typically located in areas within walking distance of services and amenities and public transit.
- Provides housing near commercial and employment areas.

#### Land Uses

- Primary: residential, home-based businesses.
- Secondary: accessory dwelling units, shared common space, parks, schools, places of worship, home-based businesses, other public/institutional uses, other complementary neighborhood uses.

#### Implementing Zone Districts

- Residential-8 (R-8 du/ac)
- Residential-12 (R-12 du/ac)
- Community Services and Recreation (CSR)
- Mixed Use Residential (MXR-3)
- Mixed Use General (MXG-3)
- Mixed Use Shopfront (MXS-3)

### Residential High

#### Range of Density

- Greater than 12 dwelling units per acre.

#### Land Uses

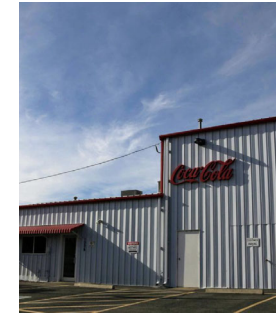
- Primary: residential, home-based businesses.
- Secondary: accessory dwelling units, shared common space, parks, schools, places of worship, home-based businesses, other public/institutional uses, neighborhood retail or services, other complementary neighborhood uses.

#### Characteristics

- Comprised of residential uses with a range of housing types and densities.
- In new neighborhoods, housing types should be mixed rather than segregated by type or density.
- Typically located in areas within walking distance of services and amenities.
- Located near public transit and active transportation routes.
- Integrates retail or service areas into overall development/neighborhood.

#### Implementing Zone Districts

- Residential-16 (R-16 du/ac)
- Residential-24 (R-24 du/ac)
- Community Services and Recreation (CSR)
- Residential Office (R-O)
- Neighborhood Business (B-1)
- Mixed Use (M-U)
- Mixed Use Residential (MXR-3, 5, 8)
- Mixed Use General (MXG-3, 5)
- Mixed Use Shopfront (MXS-3, 5)



## Mixed Use

### Range of Density

- Greater than 8 dwelling units per acre.

### Land Uses

- Primary: commercial, retail, employment, and service-oriented uses, higher density housing.
- Secondary: parks, schools, places of worship, other public/institutional uses.

### Characteristics

- Provides opportunities for higher density/intensity of development with a mix of uses along transportation corridors and within districts such as the University District to serve adjacent neighborhoods and the broader community.
- Provides residential uses with a range of higher densities and types.
- Located in areas within walking distance of services and amenities where pedestrian- and transit-oriented development is desired.

## Implementing Zone Districts

- Residential-16 (R-16 du/ac)
- Residential-24 (R-24 du/ac)
- Community Services and Recreation (CSR)
- Residential Office (R-O)
- Neighborhood Business (B-1)
- Downtown Business (B-2)
- Mixed Use (M-U)
- Business Park (B-P)
- Mixed Use Residential (MXR-3, 5, 8)
- Mixed Use General (MXG-3, 5, 8)
- Mixed Use Shopfront (MXS-3, 5, 8)
- Mixed Use Opportunity Corridors (MXOC)

## Commercial

### Range of Density

- 16 or more dwelling units per acre.

### Land Uses

- Primary: commercial, offices, retail, employment, medical campus/hospitals, and service-oriented uses.
- Secondary: higher density housing, small warehouses, light industrial uses such as manufacturing, assembly, technology and distribution, places of worship, other-public/institutional uses.

### Characteristics

- Provides for concentrated areas of retail, services, and employment that support both City residents and those in the surrounding region.
- Located at intersections or in areas along major local, state, and interstate roadways.

## Implementing Zone Districts

- Mixed Use (M-U)
- Business Park (B-P)
- Industrial/Office Park (I-O)
- Light Commercial (C-1)
- General Commercial (C-2)
- Mixed Use Residential (MXR- 8)
- Mixed Use General (MXG-3, 5, 8)
- Mixed Use Shopfront (MXS-3, 5, 8)
- Mixed Use Opportunity Corridors (MXOC)

## Industrial

### Range of Density

- Not applicable.

### Characteristics

- Provides opportunities for industrial uses that typically have greater impacts on surrounding areas.
- Generally situated away from residential areas; however, smaller commercial activities or buffering may serve to transition between industrial and residential developments.
- Provides industrial areas near the airport for businesses reliant on the airport for transportation of goods.

### Land Uses

- Primary: light and heavy industrial uses including manufacturing, processing, assembly, warehousing and distribution, outdoor storage.
- Secondary: commercial services, mining, and sand or gravel operations.

## Implementing Zone Districts

- General Commercial (C-2)
- Industrial/Office Park (I-O)
- Light Industrial (I-1)
- General Industrial (I-2)

## Airport

### Range of Density

- Not applicable.

### Land Uses

- Primary: aviation uses including infrastructure, facilities, and buildings needed to support aircraft and airport operations consistent with the Grand Junction Regional Airport Master Plan.

### Characteristics

- Provides for the facilities, operations, and infrastructure necessary to maintain and operate the Grand Junction Regional Airport.

## Implementing Zone Districts

- Planned Airport Development (PAD)

## Parks and Open Space

### Range of Density

- Not applicable.

### Primary Land Uses

- Primary: parks, open space, drainageways, natural areas, lands preserved by a conservation easement.
- Secondary: cemetery, environmentally-sensitive lands, recreational facilities.

### Characteristics

- Provides for active and passive recreational needs of the community.
- Protects the scenic and environmental quality of sensitive natural areas.
- Protects areas within the floodway and some areas within the 100-year floodplain that may be unsuitable for development.
- Generally owned by public agencies; however, many also include privately-owned spaces such as golf courses or HOA open space or conserved private lands.

## Implementing Zone Districts

- Community Services and Recreation (CSR)



## Servicing Growth

The City's growth is dependent upon but also impacts the provision of services and infrastructure. This section includes information regarding City services and the level of service necessary to provide for future development. As the City experiences growth, it will be necessary to expand infrastructure systems to meet new demand. Some of Grand Junction's services, including some areas of water and sewer, are maintained by Title 32 Special Districts. Also, many areas of the City are serviced by both City-maintained and County-maintained transportation infrastructure. Therefore, the City needs to work closely with service providers to adequately serve both existing and new growth.

### Water

The City of Grand Junction Utilities Department is responsible for delivering potable water to the City of Grand Junction's designated water service area. Currently, about 29,500 consumers are served with the City's potable water, representing just under one-half of City residents. The remainder of the City is served by the Ute Water Conservancy District and the Clifton Water District. The primary source of water for the City of Grand Junction is the Kannah Creek Watershed on the Grand Mesa. The City's water treatment plant (WTP) has a capacity of 16 million gallons per day (MGD) and currently operates at an average of 4.7 MGD and a peak of 9.7 MGD.

The Ute Water Conservancy District service boundaries encompass approximately 260 square miles within Mesa County and include areas in and around the City of Grand Junction. The District supplies domestic water to over 80,000 consumers. The present WTP capacity is 28.8 MGD with treated storage of approximately 16 million gallons of water. The WTP currently operates at an average of 8.0 MGD and a peak of 16.5 MGD.

The Clifton Water District provides water service to over 13,700 residential and commercial customers on the east side of Grand Junction east of 30 Road and serves 1284 customers within the City with an additional 162 parcels currently vacant but can be served in the future. The Clifton WTP currently has a treatment plant capacity of 12.0 MGD with treated storage capacity of 10 MGD. Its WTP currently operates at an average of 3.0 MGD and a peak of 6.3 MGD.

The City's growth depends on the ability of water service by either the City or the two special districts. Each entity plans for growth within its service boundary, retains its water rights, and maintains and manages its water treatment plant. While collectively, the City and the two special districts possess sufficient water rights to serve the projected growth, additional water storage and treatment infrastructure may be needed.

### Capacity Requirement

New development must meet the level of service target, as well as other requirements of the service provider before subdividing property or occupancy of a structure.

### Level of Service Target

Provide an adequate water supply system for domestic use plus fire protection before occupancy of each structure and construct necessary water infrastructure consistent with the requirements of their water provider. The developer is responsible for extending and building all water lines and mains needed to serve their development. Developers are required to pay a plant investment fee to recover the cost of constructing the system. Plant Investment Fees are calculated based on the expected impact of a new connection to the system and may also be required when the use of an existing connection changes.

### Wastewater

The Persigo Wastewater Treatment System includes over 600 miles of sanitary sewer lines, 30 lift stations, and a 12.5 million gallons per day capacity wastewater treatment plant. Although the Persigo Wastewater Treatment Plant does not currently serve all development within the service boundary, the City's 1998 Persigo Agreement requires new "annexable development" to both annex into City limits and extend sewer service to the development. There remain over 1,700 septic tanks within the 201 Service area. In 2019, the treatment plant reached 80 percent capacity, and the City has since begun planning for plant expansion.

In 2010, a Comprehensive Wastewater Basin Study Update was completed that determined the Persigo 201 Services Area Boundary. An update of this previous study is currently underway.

### Capacity Requirement

New development must meet the level of service target, as well as other requirements of the service provider before subdividing property or occupancy of a structure.

### Level of Service Target

Provide connections to the City's sanitary sewer system and construct wastewater infrastructure consistent with the Grand Junction Municipal Code.

Developers are responsible for extending sewer connection mains needed for their project and to build all sewer lines needed to serve individual lots or buildings. The sewer collection pipes are dedicated to the City, which is then responsible for repair and maintenance. Sewer plant investment fees are charged to developers and used to pay for investment in existing plant and infrastructure. The City can request that a developer build upsized sewer mains in anticipation of new development that will make use of the infrastructure.



## Flood Control and Storm Drainage

Drainage in the Grand Valley is handled by Grand Valley Drainage District (GVDD), Orchard Mesa Irrigation District (OMID), Grand Valley Water Users Association (GVWUA), and the City of Grand Junction. OMID and GVWUA are responsible for irrigation return flow and seep within their respective service areas, while GVDD handles irrigation return flows, seep, and stormwater for areas below the Grand Valley Canal (operated by Grand Valley Irrigation Company). These “backbone” facilities along with natural drainages collect drainage from the city’s various storm drain facilities.

Water quality remains a concern for GVDD, OMID, and GVWUA, who currently operate under an agricultural exemption from federal and state stormwater quality laws. As an area develops, or “urbanizes”, GVWUA and OMID have required the City to take over portions of their drainage systems, such as D and E drains, as those facilities primarily serve urban populations.

Requirements to monitor and permit development to ensure federal stormwater quality regulations are met was transferred in April of 2020 to Mesa County Public Works Stormwater Division. The Division absorbed the responsibilities from the disbanded 5-2-1 Drainage Authority. Mesa County, through an intergovernmental agreement, has the responsibility for managing permitting and inspection for stormwater quality across the County, which includes projects within the City of Grand Junction.

The Colorado Department of Health and Environment (CDPHE) is considering the implementation of additional water quality standards that will establish the total maximum daily loads (TMDL) for *Escherichia coli* (also known as E. coli) and selenium on discharges from various drainages on the north side of the Colorado River. These standards will require the local government entities to not only monitor water quality but also develop and implement a plan to reduce the pollutants in those drainages within the maximum loads allowed.

The City has areas of designated floodplain and floodways in various drainages. The Colorado Water Conservation Board is currently remapping the Colorado River floodplain and floodway based on revised hydrology. New mapping is anticipated in 2022. The City works within the guidelines of the National Flood Insurance Program (NFIP), FEMA, and the Army Corp of Engineers in managing new development in areas of flood hazard.

## Capacity Requirement

Comply with requirements for flood hazards, stormwater management, and drainage facilities including all pertinent state and federal regulations concurrent with the development of a site.

## Level of Service Target

Varies by location. Floodplain management and drainage infrastructure are the responsibility of the local jurisdictions’ departments that manage development. Stormwater drainage facilities include curb and gutter, inlets and storm sewers, culverts, bridges, swales, ditches, channels, detention facilities, or other drainage infrastructure to convey storm runoff to its ultimate drainage way. The City coordinates with GVDD, Orchard Mesa Drainage District, and Grand Valley Water Users Association when downstream conveyance requires the use of those entities’ conveyance facilities.

## Transportation

Grand Junction is served by a roadway system that provides access to the surrounding region via Interstate 70, Interstate 70 Business Loop, State Highway 6, and State Highway 50. With the Completion of the Riverside Parkway in 2008, the City has recently focused its attention on the maintenance of streets and, in 2019, expanded focus to increasing capacity for vehicular, bicycle, and pedestrian use of the street network.

The City’s adopted Circulation Plan was developed to encourage City and County collaboration for multimodal transportation efforts, reduce congestion, and improve safety in addition to other best practices. In 2018, the Plan was updated to include a Complete Streets Policy as well as an Active Transportation element. Active Transportation Corridors are intended to provide a network of nonmotorized traffic routes. This includes using existing streets and future trails along waterways, such as canals, ditches, and drainages, to connect areas throughout the community.

## Capacity Requirement

New development must demonstrate compliance with local transportation system standards, dedicate necessary right of way, pay Transportation Capacity Payments, and mitigate traffic impacts. New development must also dedicate and/or construct any mapped active transportation system adjacent to or through the project. The City can request that a developer build oversized streets in anticipation of new development that will make use of the infrastructure.

## Level of Service Target

This varies based on the type of roadway. Local streets and necessary safety improvements for a specific project are provided by the developer. The extension or expansion of a local road to a regional roadways (collector or arterial streets) are paid for by the City. Streets built by developers are transferred to the City, who is responsible for the upkeep and maintenance of these roadways. All developers are required to pay a road impact fee to the City, which is based on the number of units and/or square feet of development included in the project. Agreements for credit(s) may be entered into by the City and those developers that make improvements or oversizing to privately constructed segments of the regional roadway network.



## Transit

Grand Valley Transit (GVT) operates a bus system that includes fixed-route service, dial-a-ride service, and paratransit service. GVT serves the urbanized areas of Mesa County. It is staffed through Mesa County and its services are funded by the fares collected and a local intergovernmental agreement between the City of Grand Junction, the City of Fruita, Mesa County, and the Town of Palisade as well as through several Federal Transit Administration grants.

The Dash is a shuttle system created through a partnership with Downtown Grand Junction, GVT, the City of Grand Junction, Colorado Mesa University, Horizon Drive Business Improvement District, and the Grand Junction Regional Airport. The Dash provides free rides with stops between Downtown and the airport.

### Capacity Requirement:

New development may be asked to assist in the construction of transit stops adjacent to their project.

### Level of Service Target:

GVT plans and develops new or expanded facilities to meet the demands created by new development based on its resources and needs. The City works with GVT by involving them in the review of development to ensure the implementation of mutual development goals such as siting and expansion of facilities as well as pedestrian and mobility improvements.



## Police Protection

The Grand Junction Police Department station is located on Ute Avenue in Downtown Grand Junction. Current demands for service results in approximately 10 percent of an officer's time being uncommitted time while the industry target for uncommitted time is 37 percent. Having a higher percentage of uncommitted time allows for activities such as directed enforcement and community policing.

### Capacity Requirement

The need for capital capacity derived from new development (beginning January 1, 2021) can be met through the payment of impact fees. The City's 2B funding (implemented in 2020) provides for dedicated sales tax revenue to help meet first responders' operational needs.

### Level of Service Target

The police department generally strives to achieve uncommitted offer time of 37 percent. Advances in technology and policing approaches, as well as a variety of service level indicators, will be used to determine and monitor needs. These indicators may include but are not limited to the crime rate, the prevalence of need, land use patterns, and others as determined by the police department.

## Fire Protection

The Grand Junction Fire Department serves the City with five fire stations throughout the community, with a sixth station slated for opening in October 2020. Two additional fire stations are being planned as well as a replacement of an additional station (Station Number 3). Additional stations and personnel are needed to consistently meet national response time standards throughout the service area. For the areas outside of the municipal boundaries to the north, south, and southeast, the Grand Junction Fire Department provides service through a contract with the Grand Junction Rural Fire Protection District. To the east, services are provided by the Clifton Fire Protection District; to the west, services are provided by the Lower Valley Fire Protection District. Discussion with fire districts regarding consolidation is on-going.



### Capacity Requirement

The need for capacity derived from new development (beginning January 1, 2021) may be met through the payment of impact fees. The City's 2B funding (implemented in 2020) provides for dedicated sales tax revenue to help meet first responders' operational needs.

### Level of Service Target

Fire stations should be distributed throughout the City and its UDB to provide adequate fire protection for the entire City and to provide all areas with adequate response times. Response times of four to six minutes are suitable for most types of residential or commercial services while the City maintains the goal of being on scene time within 4 minutes by 2025.

## Other Utilities

Other utilities such as electric, gas, telecommunications, and broadband are provided by various utility providers and regulated by the Public Utilities Commission and some of which have franchises with the City of Grand Junction for services offered within the City.

### Capacity Requirement

New development must meet the level of service target, as well as other requirements of the service provider before subdividing property or occupancy of a structure.

### Level of Service Target

Each utility plans and develops new or expanded facilities based on its resources and needs. The City works with each utility company in the review of development to ensure the implementation of mutual development goals, such as location and siting of new overhead or underground facilities and transmission lines.





## Public Schools

Mesa County Valley School District 51 (District 51) provides preschool through 12th-grade education in Grand Junction and throughout the majority of Mesa County. District 51 enrolls approximately 22,000 students and maintains 46 schools, with one elementary school, Rim Rock, at capacity in the City of Fruita. Enrollment has remained stable over the past five years but District 51 is currently expecting growth in enrollment. Within the next 10 years, District 51 has plans to completely remodel or, in some cases, replace certain schools, if funding can be secured.

## Capacity Requirement

The need for capacity derived from new development may be met through land dedication or the payment of fees in lieu of school land dedication, as collected by the City on behalf of District 51.

## Level of Service Target

Public primary schooling is provided by District 51 and charters of the District. District 51 plans and develops new or expanded schools to meet the demands created by new development based on its resources and needs. The City works with District 51 by involving the district in the review of development to ensure the implementation of mutual development goals such as school siting and joint-use facilities. Pedestrian and mobility standards between the two entities can be coordinated early in the development review process.

## Libraries

Mesa County Libraries operates eight library facilities throughout the Mesa County, including the Central Library and Orchard Mesa Branch within the City of Grand Junction. They also operate 970West Studio and Discovery Community Gardens near the Central Branch location. Central Library, Mesa County Libraries' main branch located in Downtown Grand Junction, needs an expansion to maintain and increase services according to the organization.

## Capacity Requirement

Need for capacity derived from new development may be met through the collection of property tax, currently set at 3 mills for the district.

## Level of Service Target

The library system in Grand Junction is provided by Mesa County Libraries District which plans and develops new or expanded library facilities and programs to meet the demands created by new development based on its resources and needs. The City will work with Mesa County Libraries by involving them in the review of development to ensure the implementation of mutual development goals such as library siting and expansion as well as pedestrian and mobility improvements.

## Parks and Open Space

The Grand Junction Parks and Recreation Department manages for the community's benefit 35 developed park sites, 6 school sites that double as community parks, over 930 acres of open space, street medians, numerous trailheads, over 20 miles of trail, and two boat ramps. These include a broad diversity of facilities including four regional facilities including Canyon View Regional Park, the Lincoln Park Sports Complex with Stocker Stadium, Suplizio Field, and Las Colonias Park. The City also maintains much of the community's riverfront areas including the Riverfront at Las Colonias and the Riverfront at Dos Rios. Community, neighborhood, and mini parks complement the larger destination parks and promote accessibility and diversity of amenities to serve every age of resident and numerous recreational interests. The City's indoor facilities are limited but currently include, among others, a pool and a small senior center.

The City is in the process of completing a Parks, Recreation, and Open Space (PROS) Master Plan. The plan includes a Level of Service analysis that evaluates the quantity as well as the quality, diversity of assets, and accessibility. The PROS plan identifies gaps and opportunities to fill those gaps within the system of parks and recreation. The PROS Plan also addresses other gaps in the parks and recreation system, with particular emphasis on indoor facilities given the fact that Grand Junction lacks a multi-purpose Community Center.

## Capacity Requirement

### Parks

Need for capacity derived from new development for new parkland may be met through the payment of impact fees or the dedication of land. At the discretion of the City, a developer may choose to build or dedicate land for a park and have the cost offset by a credit from the impact fees due under an agreement with the City. That park must be open to the public and meet City requirements for the design and amenities provided.

## Open Space

Need for capacity derived from the new development of 10 units or greater for open space may be met through a dedication of 10 percent of the property being developed or through the payment of a fee in lieu of dedication equal to the appraised value of 10 percent of the property.

## Level of Service Target

Generally, most residents within the City shall be located within one-half mile (10-minute walk) of a public park (neighborhood park or greater in size). Although the quantity and types of park and recreational facilities available in a given location will vary, the total developed acres of parks per 1,000 residents should be based on the level of service targets as described in the PROS plan.

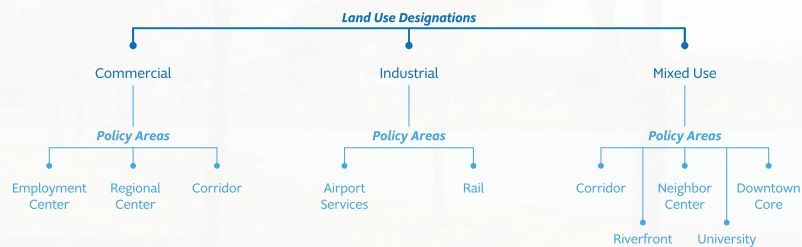
# CHAPTER 4

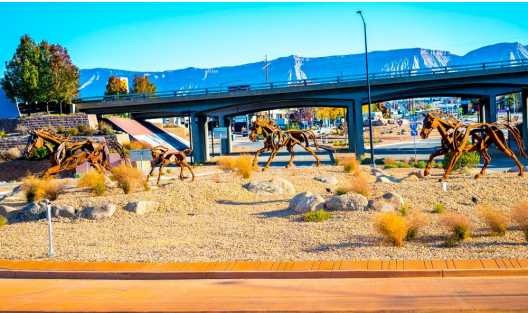
# AREA-SPECIFIC POLICIES

While the Plan Principles and policies guide decision-making affecting the City as a whole, the Area-Specific Policies guide the desired use, characteristics and form of development in specific locations within the City. The policies and recommendations apply to specific areas within the following Land Use Designations: Commercial, Mixed Use, and Industrial. Where area-specific policies overlap existing Subareas Plans these policies should be used along side of the Plans to inform development. Should conflict be found the policy of this Plan should be used to updated the Subarea Plans.

Additionally, this chapter also includes detailed frameworks for two subareas including the Lower Downtown Subarea and the 24 Road Corridor Subarea.

## Plan Principles





## Commercial Areas

### Regional Centers

Grand Junction's Regional Centers are large commercial nodes that support the needs of Grand Junction residents as well as the surrounding communities. Regional centers are well-served by the region's transportation network and serve as the hub for services.

### Mix and Relationship of Uses

Regional Centers should include a broad mix of activity-generating uses such as retail stores of various sizes, restaurants, lodging, and entertainment. Multi-family residential could be considered so long as it is compatible with the existing uses.

### Circulation and Access

Where possible, development should provide shared cross-access between parking areas to help reduce traffic and improve safety on arterials and access roads. Transit routes and bus stops should be provided at locations that allow for direct links and easy accessibility. Internal walks should provide easy and direct connections through parking areas, from the street to store entries.

### Building Form and Character

Buildings are generally set back from the street and adjacent to surface parking, however, in some areas such as along Horizon Drive, new development should conform to the adopted overlay and be placed close to the edge of the right-of-way. New buildings generally range in height from one to four stories.

### Streetscape

Private roads and access lanes through regional centers should include lighting, markings, signalization, crosswalks, and other traffic control devices to ensure the safe and efficient movement of vehicles, bicyclists, and pedestrians. Surface parking areas should have both perimeter and interior landscaping.

### Employment Centers

Employment Centers are home to some of the City's largest employers such as St. Mary's Medical Center and Community Hospital and can also be clusters of collocated businesses such as those found in the Foresight Park area or near Crossroads Boulevard.

### Mix and Relationship of Uses

Employment Centers support a wide range of employment opportunities such as technological campuses, medical facilities and offices, and office parks

### Circulation and Access

Employment centers should be served by collector or arterial streets and should be served by transit. For campus-style developments, internal pedestrian and bicycle circulation including sidewalks, paths, and lighting should be provided. New technologies such as ride services and drone delivery should be evaluated to help plan for necessary site adaptations to accommodate these technologies.

### Building Form and Character

Buildings are generally set back from the street with adjacent surface parking. While structured parking is preferred for higher intensity centers, a flexible approach should be taken to reflect the range of intensity within a center(s). Buildings should be either stand-alone buildings on individual parcels or they can be clustered within a larger development or campus.

### Streetscape

Streetscape elements should include pedestrian signage, benches, and street trees. A high priority should be placed on the undergrounding of utilities, wayfinding signage, sidewalk connectivity, and other improvements that enhance the streetscape functionality and safety.

### Relationship to Surrounding Areas

Screening and buffering should be utilized in transition areas between high intensity uses in employment areas and residential areas.

### Commercial Corridor

Commercial Corridors are those streets associated with commerce in Grand Junction. They are primarily commercial in character, providing a variety of auto- and pedestrian-oriented retail, employment, and services.

### Mix and Relationship of Uses

A broad mix of higher-intensity uses will be supported in Commercial Corridor areas, including but not limited to retail, commercial, and other employment and service-oriented uses. Higher intensity residential may also be considered.

### Transportation Modes

Corridors should accommodate all modes of transportation, with specific emphasis on incorporating techniques to increase the prevalence, safety, and usability of bicycle, pedestrian, and transit facilities. Where sufficient right-of-way exists, increase sidewalk width, or provide medians for greater separation between vehicles and pedestrians. Designate an appropriate and safe space for bicyclists to share the road.

### Access and Streetscape

Access points along high volume commercial corridors should be consolidated or eliminated when feasible to increase safety and reduce conflicts between pedestrians, bicycles, and motor vehicles. Streetscape improvement should promote street trees and plantings.

### Building Form and Character

Incorporate a variety of building heights and forms in Commercial Corridors to create visual interest. Encourage massing that is appropriate to the surrounding context and sensitive to nearby uses in terms of shadowing and views.

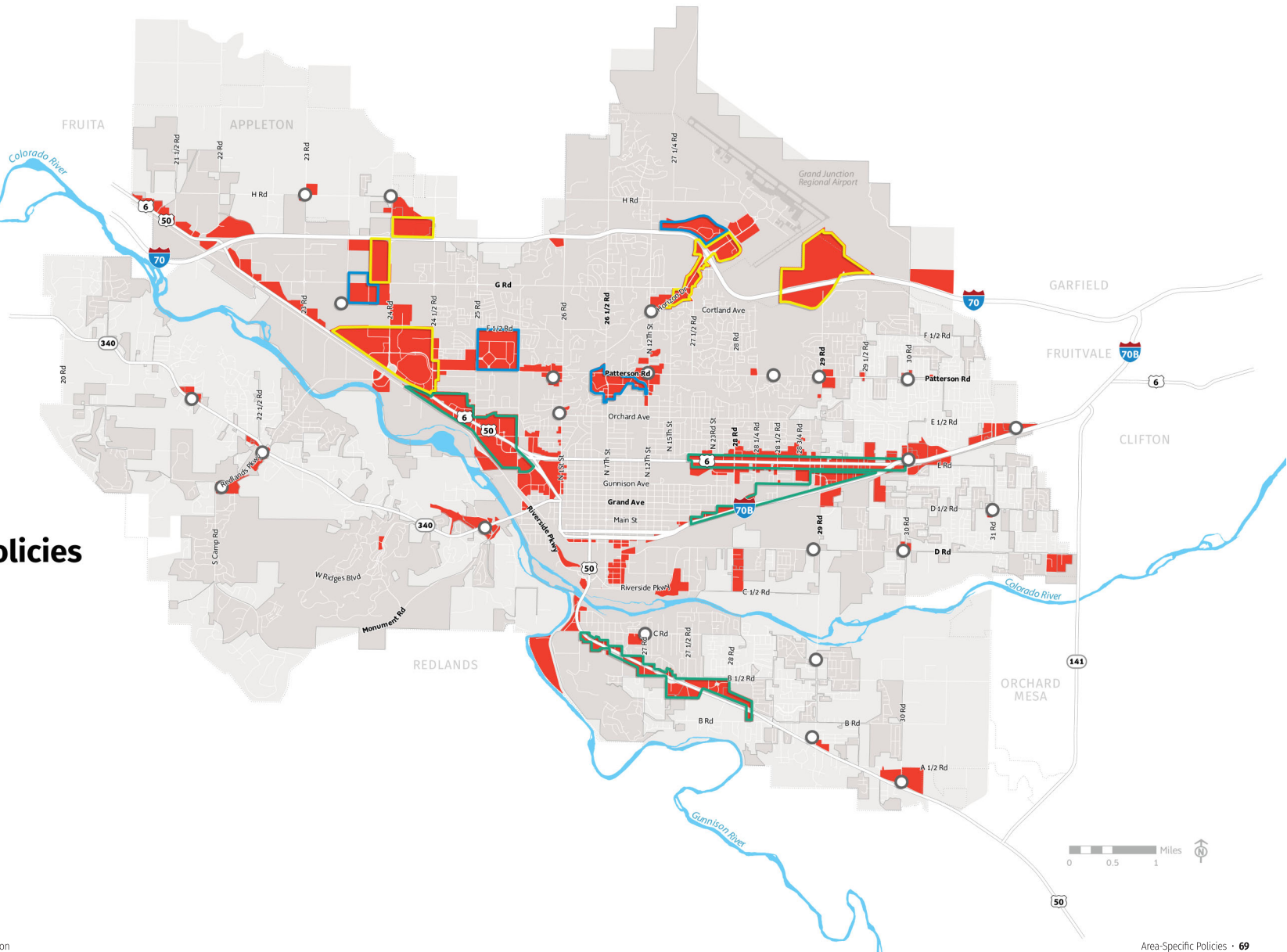
# Commercial Area-Specific Policies

## Commercial Areas

- Commercial Land Use
- Regional Center Area
- Employment Center Area
- Commercial Corridor area
- Neighborhood Center

## Context

- City Limits
- Persigo 201 Boundary
- Urban Development Boundary





## Mixed Use Areas

### Mixed Use Corridor

Mixed Use Corridors attract residents looking to live and work within walking distance of a mixture of office, shopping, and service uses.

### Mix and Relationship of Uses

These areas should develop with a mix of commercial and residential uses contributing to active corridors that offer a mix of retail, office, restaurant, personal services, entertainment, and multi-family housing. The mix of uses is generally found in an adjacent or horizontal rather than vertical mix.

### Circulation and Access

The corridors should accommodate all modes of transportation, with specific emphasis on repairing and connecting sidewalks as well as signalized, signing, and striping pedestrian crossings. Dedicated bike lanes on key streets should connect corridors to the broader bicycle transportation network. Emphasis should be provided on safety and functionality. Surface parking should be located in the rear of buildings accessible from a side street, alley, or internal driveway.

### Building Form and Character

Buildings within the corridor should be multi-story and may be as tall as eight stories. Street-level facades should provide some transparency for visual interest. Where facing side streets, buildings should be pulled forward to the edge of the right-of-way to provide for improved urban form.

### Streetscape

Streetscape improvement should promote street trees and plantings and elements such as benches and unique transit shelters. Monument signs are appropriate in corridor areas while pole signs should be phased out.

## Neighborhood Center

Most appropriate to be located at the intersection of collector or arterial streets and preferably where they may be served by transit. Neighborhood centers may take a variety of forms and sizes depending on their location.

### Mix and Relationship of Uses

Neighborhood centers should incorporate a mix of uses and should reflect the size, type, and location of the center and the adjoining neighborhood(s). Smaller neighborhood centers may include a small cluster of restaurants, retail, and personal services while larger neighborhood centers may include a grocery store and a wider variety of supporting uses. Higher density housing should be incorporated, as feasible, to provide opportunities for residents to conveniently access shopping, services, and jobs. Housing should be multi-family or attached units. A greater mix of uses such as offices and multi-family housing should be incorporated into existing centers as part of efforts to revitalize existing single-use centers.

### Circulation and Access

Centers should accommodate all modes of transportation, with specific emphasis on connecting and repairing sidewalks, signage, and pedestrian crossings. Dedicated bike lanes on key streets, trails, and paths should connect nearby residential areas to centers.

### Building Form and Character

Gradually decrease building height and mass so that the scale of new structures is compatible with adjacent neighborhoods. Design new neighborhood centers as compact 'pedestrian-friendly' nodes of development versus more traditional 'strip commercial' patterns.

### Parking and Services

Surface parking should be placed behind or to the side or rear of buildings to the extent feasible. Where surface parking is located along the street edge, incorporate screening and landscaping. Shared parking should be utilized, when feasible. Service entrances, loading docks, and storage areas should be located in the rear of buildings and screened so they are not visible from public streets.

### Streetscape

Streetscaping should provide street trees and plantings and offer pedestrian scale lighting and signage.



### **Downtown Core**

The City's Downtown area is the heart of the city. Activity is centered around Main Street, Colorado Avenue, Grand Avenue, 1st Street, and the Interstate 70 Business Loop.

### *Mix and Relationship of Uses*

The Downtown Core should develop with a compact mix of commercial and residential uses contributing to an active and vibrant core and a place for entertainment. This includes vertical mixed-use, with ground-floor commercial and multifamily or office above, as well as horizontal mixed-use with retail, restaurant and office uses adjacent to apartments and townhomes.

### *Circulation and Access*

The established grid street and alley system should be maintained and in some cases restored to provide a highly connected street network. Improvements throughout Downtown should focus on accommodating all modes of transportation, with specific emphasis on providing safe and convenient pedestrian and bicycle facilities internal to the Downtown Core as well as to connect to other areas such as the Riverfront and North Avenue. Dedicated bike lanes on key streets should connect Downtown to the broader bicycle transportation network.

### *Building Form and Character*

Buildings within the Downtown Core should be multi-story and may be as tall as eight stories. Street-level facades should provide fenestration or relief to provide for visual interest. New development should be compatible but recognizable as new with the architecture, character, and intensity of the area. Functionally obsolete or vacant buildings should be repurposed through adaptive reuse, where practical.

### *Parking and Services*

Surface parking should be avoided, but when provided, it should be located in the rear of buildings accessible from an alley. Service entrances, loading docks, and storage areas should be located in the rear of buildings and screened so they are not visible from public streets.

### *Streetscape*

Downtown streetscaping should promote activity and provide for areas to congregate and areas of visual interest by providing amenities such as benches, street trees and plantings, murals, Art on the Corner and other public art, water features, and gathering spaces. Streetscaping elements should be used to connect the Downtown Core to the adjacent neighborhoods and districts.

### *Relationship to Surrounding Areas*

While development density and intensity of uses are a major focus, Downtown uses should be compatible with the historic neighborhoods that are adjacent to the Downtown Core.

### **University District**

The city's University District is the center of activity for students, faculty, and businesses associated with Colorado Mesa University.

### *Mix and Relationship of Uses*

The University District should develop with a compact mix of residential and commercial uses contributing to an active and vibrant university area for students and faculty to live and easily access personal services, restaurants, retail, and entertainment. Concentrate active, ground floor retail and commercial uses along 12th street and North Avenue within a quarter mile of the CMU boundary. The area should include vertical mixed-use, with ground-floor commercial and multifamily or office above, as well as horizontal mixed-use with retail, restaurant and office uses adjacent to an array of different housing types.

### *Circulation and Access*

Building on the established grid, improvements throughout the University District should accommodate all modes of transportation, with specific emphasis on connecting sidewalks and signaling, signing, and pedestrian crossings. Dedicated bike lanes on key streets should connect throughout the university district as well as to connect both Downtown and the broader bicycle transportation network.

### *Building Form and Character*

Buildings within the University District should be multi-story and should be built near the edge of right-of-way to reinforce the urban, pedestrian-oriented character of the University District.

### *Parking and Services*

Parking should be in parking garages or behind buildings and surface parking should be limited. Shared parking should be utilized to decrease the amount of on-site parking needed and encourage the use of different modes of transportation. Service entrances, loading docks, and storage areas should be located in the rear of buildings and screened so they are not visible from public streets.

### *Streetscape*

Expanded sidewalks along both sides of North Avenue and 12th Street should be provided as properties redevelop. Amenities such as benches, street trees and plantings, and public art and gathering spaces should be implemented to create a unified streetscape that is cool, comfortable, and safe for pedestrians.



## Riverfront

The Riverfront area encompasses properties between the Colorado River and Riverside Parkway south of State Highway 340 east to 27 1/2 Road. The area serves as a destination for recreation and entertainment as well as provides opportunities for a mix of residential and business uses. The area highlights the importance of the Colorado and Gunnison Rivers as major resources and amenities for the community.

### Mix and Relationship of Uses

The area is generally comprised of expanses of active and passive parks that celebrate and engage the river and provide for distinct pockets of residential and commercial activity that enhance the outdoor park experience. A mix of office, employment, residential, retail, restaurant, and cultural facilities will be supported in the riverfront area. A range of housing options will be supported in the riverfront area. A range of housing options will be supported in the area, either as part of vertically mixed-use development along the Colorado River or as part of free-standing multi-family buildings such as condominiums, townhomes, and apartments.

### River Frontage

Buildings and public spaces adjacent to the Colorado River should work to activate and enhance the riverfront with places for people to gather and recreate. The Riverfront Trail should be both an active transportation route and recreational amenity. Appropriate floodplain standards should be maintained.

### Circulation and Access

Place a high priority on providing direct pedestrian and bicycle connections through the linear riverfront area and also providing direct connections to the Riverfront Trail. Pedestrian and bicycle access should be provided across Riverside Parkway to provide safe and comfortable access to adjacent areas such as the Downtown District.

### Building Form and Character

Buildings within the riverfront area should provide facades that address both the Riverfront Trail as well as the local streets. Building placement should work to reinforce a pedestrian-oriented character.

### Parking and Services

Parking in surface lots should be behind buildings and surface parking should be limited. Shared parking should be utilized to decrease the amount of on-site parking needed and encourage the use of different modes of transportation. Service entrances, loading docks, and storage areas should be in the rear of buildings and screened so they are not visible from public streets or the Riverfront Trail.

### Streetscape

Incorporate elements such as benches, street trees, and plantings, and public art and gathering spaces to create a unified streetscape that is cool, comfortable, and safe for pedestrians.

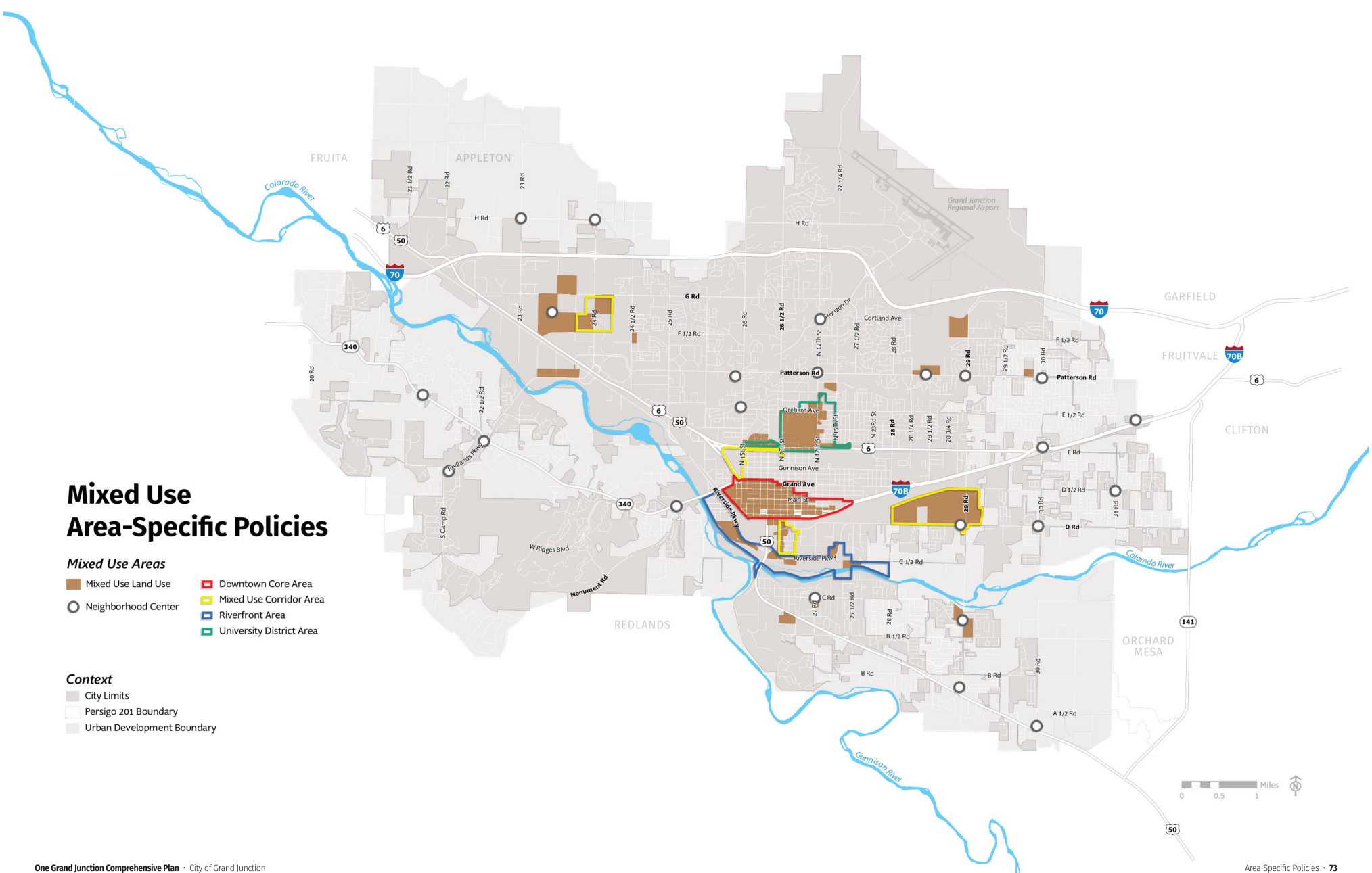
# Mixed Use Area-Specific Policies

## Mixed Use Areas

- Mixed Use Land Use
- Mixed Use Corridor Area
- Riverfront Area
- University District Area
- Neighborhood Center
- Downtown Core Area

## Context

- City Limits
- Persigo 201 Boundary
- Urban Development Boundary







## Industrial Areas

Industrial Areas are a critical component to the city's economy. Industrial Areas within Grand Junction, located generally along the railroad alignment or near the airport, account for most of Mesa County's total industrial space. The City should continue to promote opportunities for reinvestment and new development within designated Industrial Areas. Industrial areas are located to capitalize on existing transportation and shipping infrastructure.

## Airport Industrial

Airport Industrial Areas support a mix of small and large footprint warehouses/flex space, manufacturing and assembly facilities, logistics, and smaller ancillary and supporting industrial, commercial, and office uses as compatible with the Grand Junction Regional Airport Master Plan, including airport critical zones and aviation areas. The area also supports uses that are oriented toward aviation, unmanned aerial systems, aerospace industries, and logistics-related transportation and services. Uses are compatible with or not detrimental to the continued viability of airport operations.

## Mix and Relationship of Uses

Airport industrial areas support a mix of small and large footprint warehouses/flex space, manufacturing and assembly facilities, and smaller ancillary and supporting industrial, commercial, and office uses as compatible with the Grand Junction Regional Airport Master Plan.

## Circulation and Access

Circulation and access within Airport Industrial Areas should be designed to accommodate truck traffic. Truck traffic should utilize designated haul routes in the city. Transit routes and bus stops should be considered in appropriate areas for transportation to and from the Airport as well as to uses with high employment density.

## Building Form and Character

Buildings should vary in height as dictated by function and operations. Loading docks and bays of warehouse, storage, and distribution facilities should be screened, buffered, or positioned, to the maximum extent possible, to minimize or soften their appearance from public rights-of-way.

## Streetscape

Buildings should be organized to frame streets and define parking lots, walkways, and other site features. Incorporate elements such as street trees and plantings should be incorporated to the extent practical.

## Rail

The Rail Industrial area provides for industrial activities but differs from other industrial areas in that they have proximate access to, if not direct access to, rail lines and spurs.

## Mix and Relationship of Uses

Rail areas support a mix of employment uses including large-and small-scale manufacturing, processing, wholesaling, office and flex space as well as warehouse/flex space. Other uses include research facilities, incubators, logistics, and smaller ancillary and supporting industrial, commercial, and office uses especially those that may need the use of rail lines or rail spurs.

More intensive uses, whether from density or intensity, hours of operation, loading and storage, noise, or odor should not compromise uses in adjacent areas, especially those within the 7th and 9th street corridors as well as commercial uses abutting or near the Riverside Parkway.

## Circulation and Access

Circulation and access within the Rail Areas should be consistent with any adopted Sub-Area Plan and be designed to accommodate truck traffic and access to rail and rail spurs. Direct heavy truck traffic to designated truck routes. Transit routes and bus stops should be considered if a Rail area has high employment density.

## Building Form and Character

Industrial and manufacturing buildings should vary in height as dictated by function and operations. Loading docks and bays of warehouse, storage, and distribution facilities should be screened, buffered, or positioned, to the maximum extent possible, to minimize or soften their appearance from public rights-of-way.

## Streetscape

Organize buildings to frame streets and define parking lots, walkways, and other site features. Incorporate elements such as street trees and plantings to the extent practical.

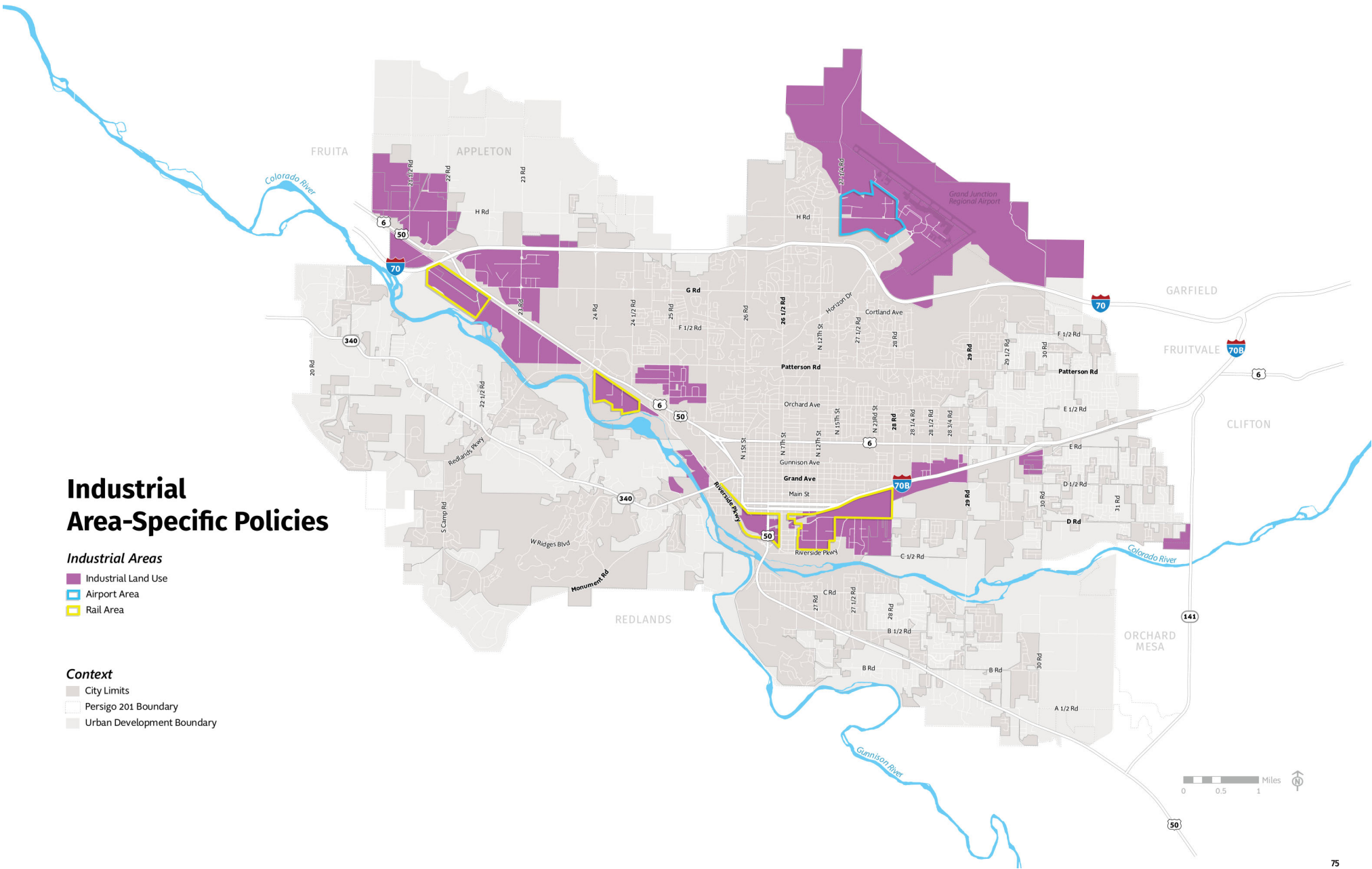
# Industrial Area-Specific Policies

## Industrial Areas

- Industrial Land Use
- Airport Area
- Rail Area

## Context

- City Limits
- Persigo 201 Boundary
- Urban Development Boundary



## Subareas

This section presents Subarea Plans for two specific areas of the City. The Subarea Plans guide site-specific opportunities for each of these two areas and are intended to support the broader vision of the Comprehensive Plan. The Subarea Plans address land use, development character, access, mobility, functional improvements, as well as a catalyst site for the type of development desirable along the corridor. The Subarea Plans should inform development decisions within these key areas of Grand Junction and guide the vision for these areas.

### 24 Road Corridor Subarea

The 24 Road Corridor Subarea is a corridor plan for an important gateway road in the Northwest area of the City. Stretching approximately 1.5 miles from Interstate 70 to State Highway 6 and 50.

### Lower Downtown Subarea

The Lower Downtown Subarea builds on existing assets, to increase the appeal of this important part of the City center while maintaining and improving connections between Main Street and the riverfront. Loosely bounded by Pitkin Avenue to the north, 5th Street to the west, and Riverside Parkway to the south and east, the area is comprised of distinct character areas defined by their form, uses, conditions, and characteristics.



# LOWER DOWNTOWN SUBAREA CHARACTER AREAS

The Lower Downtown Subarea builds on existing assets, to increase the appeal of this important part of the city center while maintaining and improving connections between Main Street and the riverfront. Loosely bounded by Pitkin Avenue to the north, 5th Street to the west, and Riverside Parkway to the south and east, the area is comprised of distinct character areas defined by their form, uses, conditions, and characteristics. The Lower Downtown Subarea identifies character areas within the subarea, functional improvements, as well as a site that could be a catalyst for the type of development desirable in this subarea.

The Subarea Plan identifies character areas, functional improvements, as well as a Catalyst Site that should provide guidance related to development in the corridor.

## Character Areas

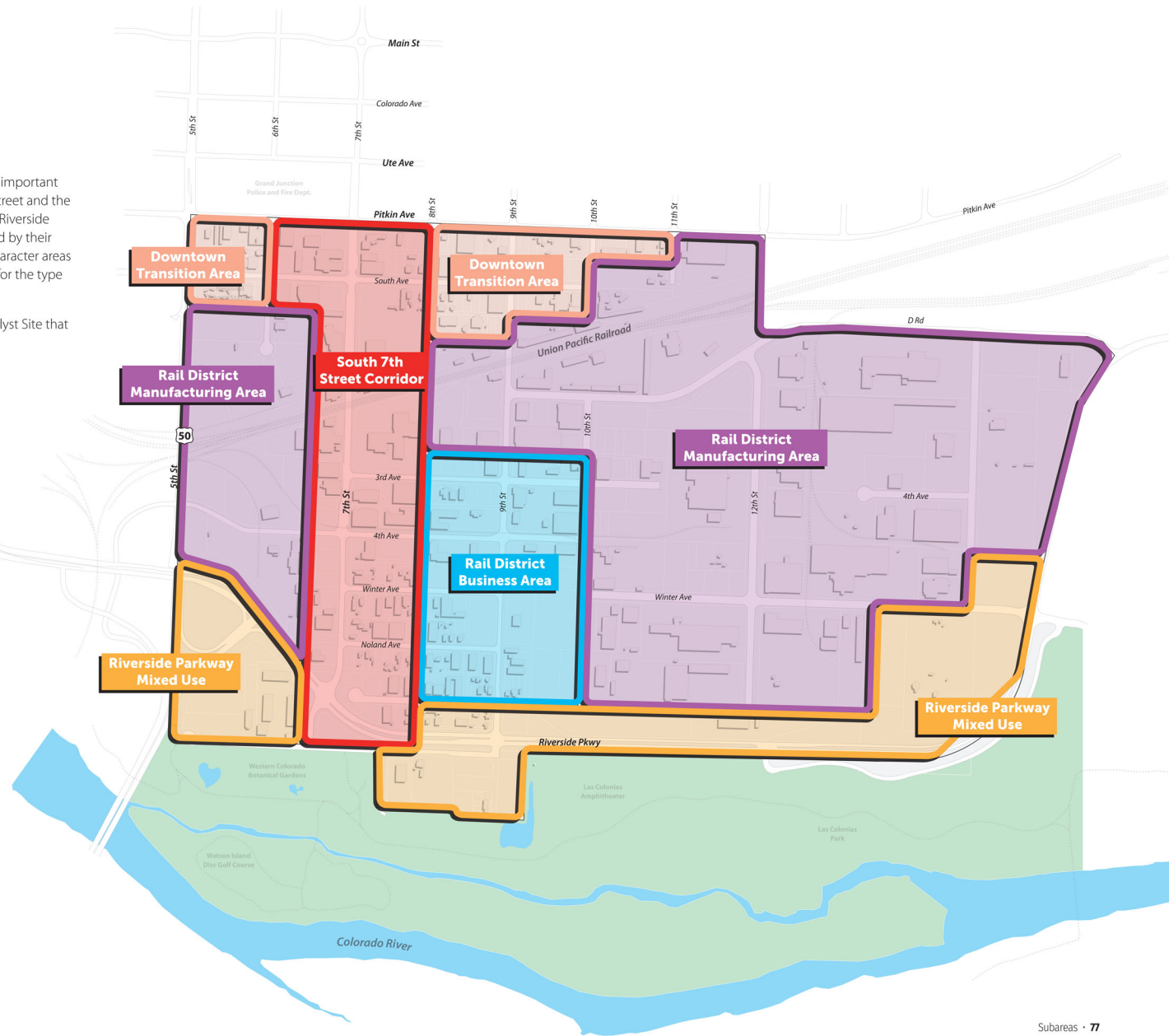
**South 7th Street Corridor**  
To connect Main Street to the Colorado River, South 7th Street should be activated as an extension of Main Street with architectural variation and a mix of street-oriented businesses. The South 7th Street Corridor character area should be defined by new buildings built to the back of the sidewalk to improve the urban form and support an environment that encourages people to walk and ride from Main Street to riverfront amenities.

**Riverside Parkway Mixed Use**  
This character area should be developed with a mix of uses oriented toward both the Riverside Parkway and the park areas along the riverfront. To take advantage of the relatively narrow site along Riverside Parkway at the south side of the subarea, a mix of uses such as hotels; entertainment; and multifamily including apartments, condominiums, and townhomes. Commercial businesses and offices should also be considered.

**Rail District Business Area**  
The business area should formalize parking areas and coordinated building layout so that buildings front street and public entrances are organized to face public streets. Outdoor storage should be screened from view from public streets. Office and light manufacturing buildings should be developed with special attention to efficient circulation and organized parking that is placed at the rear or to the sides of buildings, when feasible.

**Rail District Manufacturing Area**  
Manufacturing and higher intensity uses should occur in this area. Sites should include planned on-site truck circulation including service areas and loading operations, rail assets, parking, and orderly outdoor storage.

**Downtown Transition Area**  
The Downtown Transition area provides commercial and mixed-use transition to Downtown. Benefiting from the traditional street grid, it should develop like key blocks adjacent to Main Street, such as the block of Colorado Avenue between 5th and 6th Streets. This block consists of a variety of uses oriented toward the street. The Transition Area differs from the 7th Street Activation character area in composition, with a greater mix of businesses that may not all be pedestrian-oriented. Certain destination service businesses may be located in the transition area.



## LOWER DOWNTOWN SUBAREA

# FUNCTIONAL IMPROVEMENTS

Activity and energy in the Lower Downtown area will depend on several elements working in concert with one another such as transportation systems, streetscape, signage, and the revitalization of development sites. The Functional Improvements Framework identifies key improvements that will help ensure the area evolves in a way consistent with the community's vision.

### Improvements

**Catalyst Site**  
See page 76 for more information on the catalyst site redevelopment concept.

**Opportunity Sites**  
Sites, if underutilized, would have a significant positive effect on Lower Downtown.

**Streetscape and Activation**  
Landscaping, medians, wide sidewalks, bike lanes, and on-street parking should all be considered.

**Priority Complete Streets**  
Complete streets are right-of-ways designed for safe and comfortable travel for walking, bike, driving, and riding public transportation.

**Multiuse Trails**  
Trails designed for walking, biking and running. Multiuse trails are typically 10 ft wide to accommodate travel in both directions.

**Pedestrian Crossing**  
Pedestrian crossing improvements could include signage, striping, countdown timers, and bump-outs.

**Railroad Crossing**  
Improved railroad crossings include at grade sidewalks, guard gates, and other treatments.

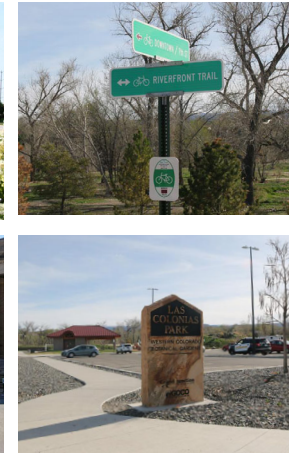
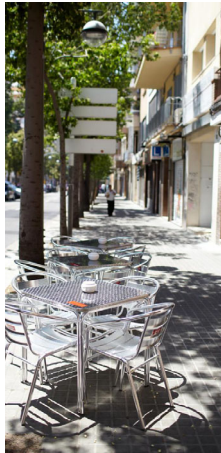
**Gateway signage**  
Signage that welcomes people into a community or district.

**Wayfinding**  
Signage that provides a travelers directions to nearby points of interest.

**Screening and Buffering**  
Landscaping or decorative fencing used to create a separation between the residential/mixed use area and the adjacent manufacturing uses, outdoor storage, and office/industrial loading areas.

**Adaptive Reuse**  
See page 75 for more information on Adaptive Reuse and site descriptions.





### Opportunity Sites

Opportunity sites are sites that, if revitalized, would have a significant positive effect on the Lower Downtown area. Sites should incorporate the following:

- Reprogram or redevelop underutilized parking especially those adjacent to South 7th street.
- Adaptively reuse or repurpose existing buildings with significant priority given to historic resources such as the Sugar Beet Building.
- Develop vacant lots with infill development.
- As opportunity arises, eliminate uses that are not compatible with the mix of uses provided in the land use designation, framework, or subarea plans.
- Program into site features such as plaza space for outdoor activity related to retail or restaurant space as well as space for public enjoyment.

### Streetscape and Activation

At the northern end of the subarea, the South 7th Street streetscaping and activation should work to calm traffic and lead pedestrians and cyclists between Main Street and the Riverfront. Street trees, landscaped medians and planting strips, wide sidewalks, bicycle lanes, benches, public art, and on-street parking should all be utilized in making this a complete street.

### Priority Complete Streets

Facilities such as bike lanes and sidewalks should be implemented over time to create complete streets on 9th Street, 4th Avenue, 12th Street, South Avenue, and D Road. These are low-traffic, low-speed roads that provide essential connectivity in the subarea. Bikeways should be carefully planned and should be sensitive to the ongoing demands of vehicles that serve the industrial needs of the area.

### Multiuse Trails

The subarea can improve on the larger Grand Junction trail network by encouraging easy and safe access to and from the lower Downtown area as well as to the Riverfront Trail. New wayfinding should cohesively integrate with the City's trail and bikeway signage and make it clear how to walk or bike from areas of the Downtown to the Riverfront trail system.

### Pedestrian Crossings

The safe and convenient crossing of roads is integral to a pedestrian-oriented environment. Common tools utilized to aid in safe crossing include signage, striping, countdown timers, and bump-outs. Pedestrian crossings should be improved at various intersections with priority placed along South 7th Street and 9th Street. Pedestrian crossing improvements along the Riverside Parkway should be coordinated in tandem with development projects in this corridor.

Pedestrian crossings will support pedestrian access to Las Colonias Park and other amenities along the Colorado River. This will be increasingly important as the subarea transitions into an area with a mix of uses.

### Railroad Crossings

With more pedestrian and bicyclist activity, safety around the railroad should be improved. Rail crossings should be pedestrian and bicycle-friendly and should provide at-grade sidewalks as well as other safety features such as quad crossing gates, flashing light signals, crossbuck signs, audible devices, and pavement markings.

### Gateway signage

Gateway signage should be provided to signal entry into the Lower Downtown area from major roadways including Interstate 70 Business Loop, State Highway 50, South 7th Street and Riverside Parkway.

### Wayfinding

Wayfinding for all modes of travel should be placed at prominent entry points into the Lower Downtown. It should direct traffic to points of interest such as the Botanical Gardens, Amphitheatre, or other cultural or entertainment venues within the Lower Downtown and to the riverfront. New bikeway wayfinding should cohesively integrate with the City's trail and bikeway signage.

### Screening and Buffering

Landscaping or decorative fencing should be used to create a separation between the residential/mixed use area and the adjacent manufacturing uses, outdoor storage, and office/industrial loading areas. As some areas transition uses, new outdoor storage and loading areas should be fully screened.

### Adaptive Reuse

Adaptive reuse should be considered for buildings that have been identified as historic structures. To create a unique sense of place and preserve Grand Junction's industrial roots buildings should be protected and repurposed if feasible:

- The silos at **715 South 7th Street (#1)** are a defining feature for the area. They are currently used as a trampoline and climbing park; the silos should be preserved.
- The historic brick building at **645 South 7th Street (#2)** exhibits the ideal character of the subarea, street interface, and architectural style for the corridor.
- The former planing mill at **418 South 7th Street (#3)** was constructed around 1921. It is the last remaining of three mills that once stood on South 7th Street.

- The buildings at **515 South 7th Street (#9)**, **832 South 7th Street (#4)**, **520 South 9th Street (#6)**, and **549 South 10th Street (#7)** are representative of the historic evolution of industry and business development in the Rail District.
- The warehouse building at **631 South 9th Street (#5)** was built in 1931. It represents the history of the subarea and the importance of the railroad.
- The structure at **1101 Kimball Avenue (#8)** has a long history as part of the original Sugar Beet Factory, which was first established in 1899. The existing building is a remnant of a larger operation, which included a three-story factory with a foundation footprint larger than a football field. It was constructed with more than one million bricks and three railcars of structural steel.

## Lower Downtown Catalyst Site

The site at the corner of Riverside Parkway and State Highway 50 and 5th Street is currently underutilized. It enjoys a prominent location and should be considered for future redevelopment including a mix of uses such as a hotel, office, retail, restaurant, multifamily residential and others uses that could complement its location next to the Riverside Parkway and the riverfront. Redevelopment at this location should be pursued in a way that serves as a gateway for the corridor and should be of a scale and significance to help signalize the entry into the Downtown area for people coming from the south and Orchard Mesa.

- 1 Multifamily residential building
- 2 Plaza space with development signage
- 3 Hotel connected to mixed use building
- 4 Paved plaza space with water features and space for outdoor dining
- 5 Landscaping buffer from S. 5th Street off-ramp
- 6 Mixed use building with ground floor commercial with multifamily or office above
- 7 Commercial building
- 8 Multifamily residential building



# 24 ROAD CORRIDOR CHARACTER AREAS

The 24 Road Corridor is comprised of large areas of developable land between two important gateway interchanges: at Interstate 70 anchored by Canyon View Park on the north; and, at State Highway 50, anchored by Mesa Mall on the south. Currently, 24 Road serves as a boundary between Grand Junction's residential areas to the east and its commercial and industrial areas to the west. The Character Areas establishes the preferred mix of uses that are both suitable and desirable along the corridor.

## Character Areas

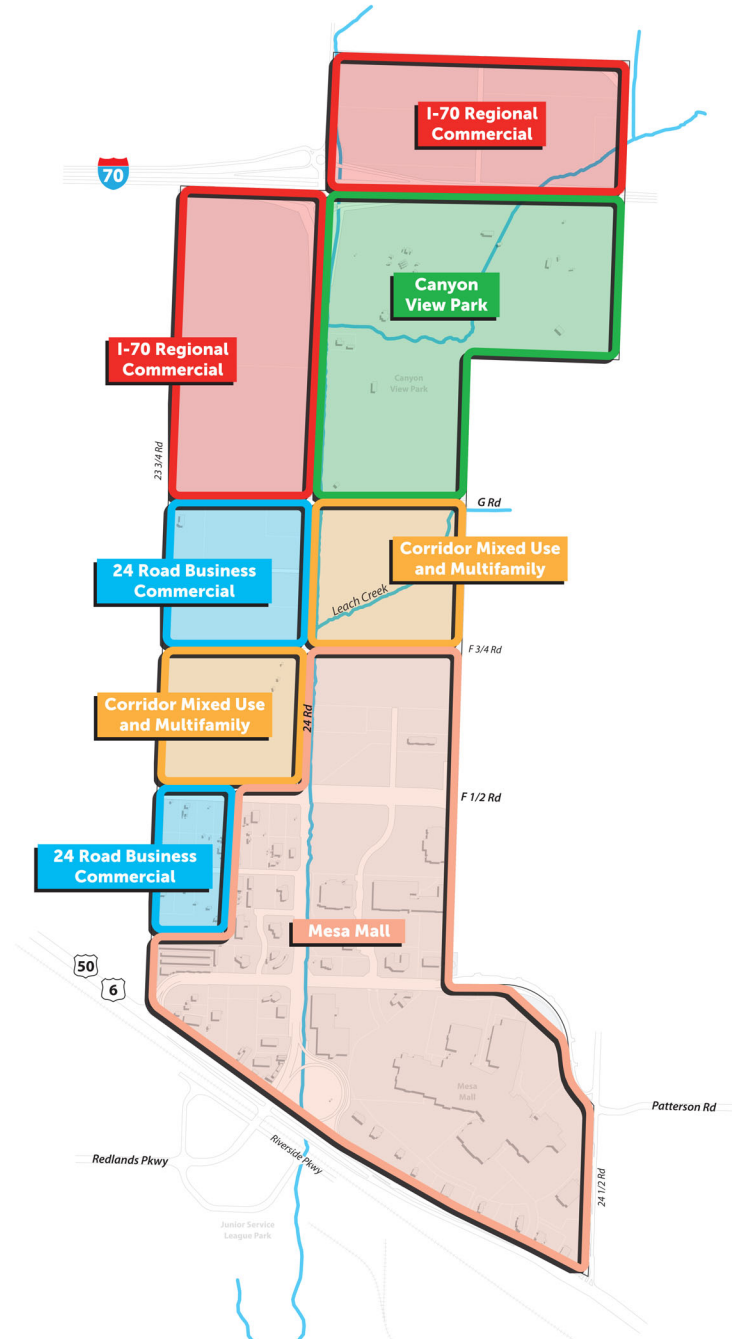
**I-70 Regional Commercial**  
This major node offers potential for the development of new regional-serving commercial areas including uses such as office, commercial, light industrial, and residential. New restaurants and entertainment are desirable, especially as complementary to the regular activity of both local and regional sporting events that regularly occur at Canyon View Park. Commercial development in this character area should be developed with buildings oriented towards 24 Road. Development should also orient an architectural facade, signage, and landscaping towards Interstate 70 and G Road. Parking for new development should be located in the rear or side when the development abuts G Road and/or 24 Road.

**Canyon View Park**  
Canyon View Park provides play fields, picnic shelters, playground equipment, ponds, open space, and trails. A variety of sports facilities make the park a destination for families and sports leagues and competitions. The park defines the north end of the subarea, acting as a catalyst for new development and drawing people to the corridor. Similar to Mesa Mall, the park should be subject to continued investment in maintenance and renovation to ensure it remains relevant.

**24 Road Business Commercial**  
Business commercial areas along the 24 Road Corridor benefit from good access from both Interstate 70 and State Highway 50. These areas should redevelop as modern business campuses to attract uses such as technology, education, research, entrepreneurship, and light manufacturing.

**Corridor Mixed Use and Multifamily**  
Areas around Leach Creek and across 24 Road to the west should be developed with a mix of uses to increase activity and provide housing options. Development in this area should take advantage of the natural amenity of the creek as well as its proximity to commercial and employment areas.

**Mesa Mall**  
As the Western Slope's largest indoor mall, Mesa Mall not only serves Grand Junction but also draws shoppers from throughout western Colorado and eastern Utah. With its regional service area, Mesa Mall has remained open but with the changing nature of retail has experienced both closure of stores as well as opening of new stores. To ensure that this key regional commercial area remains relevant into the future, support should be provided for the Mall area to become a more vibrant center that provides a broader range of shopping, entertainment, restaurant, and housing options.














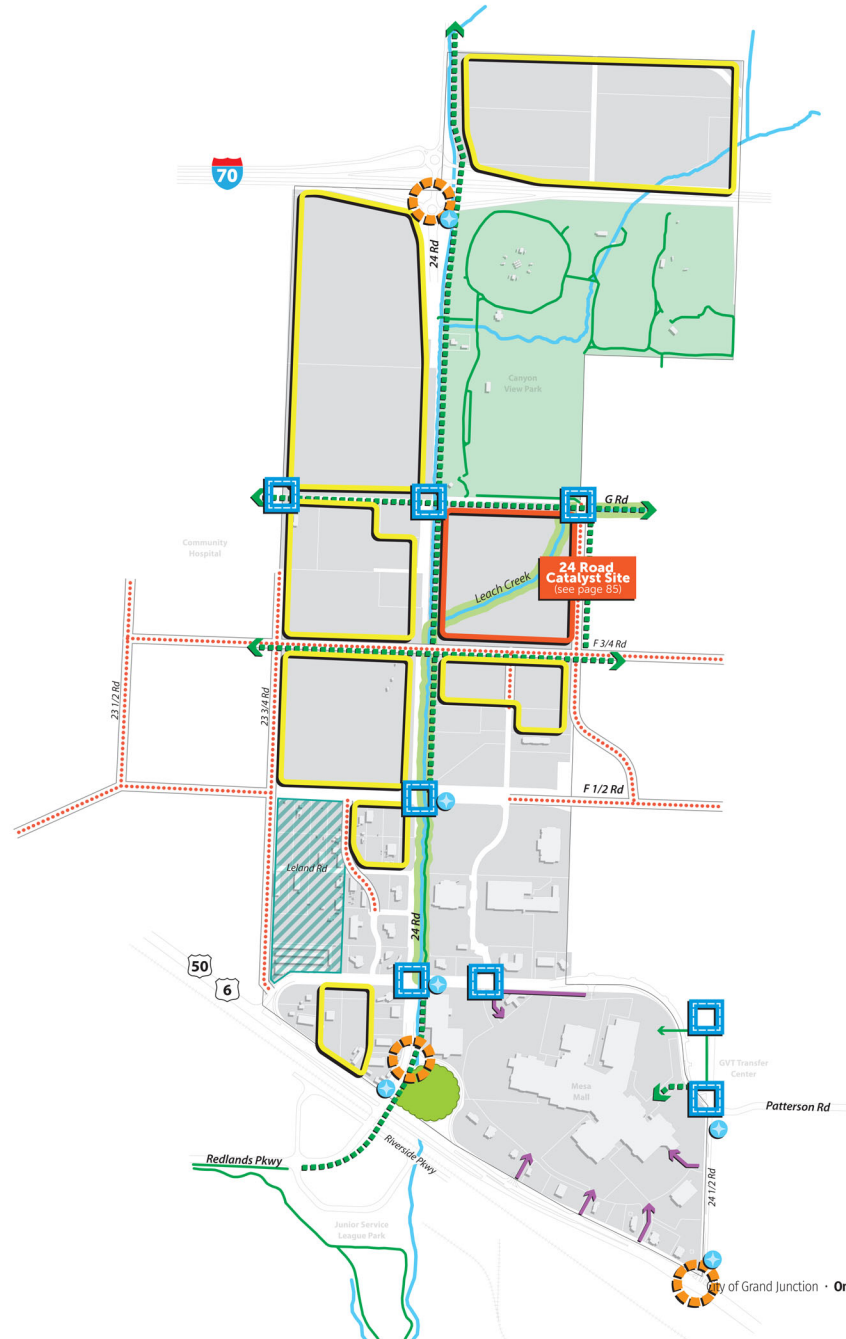


# 24 ROAD CORRIDOR FUNCTIONAL IMPROVEMENTS

Activity and energy in the 24 Road Corridor area will depend on several elements working in concert with one another such as transportation systems, development type, and mix, streetscape, signage, and the development of key opportunity sites. The Functional Improvements Framework identifies key improvements that will help ensure the area evolves in a way consistent with the community's vision.

## Improvements

-  **Catalyst Site**  
See page 81 for more information on the catalyst site development concept.
-  **Opportunity Sites**  
Sites that, if developed, would have a significant positive effect on the 24 Road Corridor.
-  **Gateway Signage**  
Signage that welcomes people into a community or district.
-  **Wayfinding**  
Signage that provides a travels directions to nearby points of interest.
-  **Multiuse Trails**  
Trails designed for walking, biking and running. Multiuse trails are typically at least 10 feet wide with 2 feet of shoulder to accommodate travel in both directions.
-  **Multiuse Trail Connections**  
Multiuse trail connections should fill in the gaps between existing multiuse trails or connect existing trails to nearby points of interest.
-  **Street Extensions**  
Extension of the roadway network to improve connectivity.
-  **Pedestrian Crossings**  
Pedestrian crossing improvements could include signage, striping, countdown timers, and bump-outs.
-  **Leach Creek Activation**  
Improvement to the Leach Creek with amenities such as trails, pedestrian bridges, benches, lighting, and parklets.
-  **Formalize Business Center**  
Improvements to formalize this area into a business center should include screening storage areas, signage, paved parking lots with painted stalls, and landscaping.
-  **Open Space Enhancements**  
Open space improvements could include landscaping, stormwater management, public art, or decorative signage.



## Functional Improvements

Activity and energy in the 24 Road Corridor area will depend on several elements working in concert with one another such as transportation systems, development type, and mix, streetscape, signage, and the development of key opportunity sites. The Functional Improvements Framework identifies key improvements that will help ensure the area evolves in a way consistent with the community's vision.

### Gateway Signage

Gateway signage at the Interstate 70 interchange, the intersection of 24 Road and State Highway 50, and at the intersection of 24 ½ Road and State Highway 6 and 50 will help brand the corridor. Signage at the Interstate 70 interchange should also be utilized to welcome people to Grand Junction.

### Wayfinding

Wayfinding signage should be installed in these locations to direct travelers to key points of interest within the subarea. The signage should incorporate branding elements from the gateways.

### Multiuse Trail Connections

Connections should be implemented to establish a bicycle and pedestrian link from Mesa Mall to Canyon View Park and the Grand Valley Transit transfer station. Easy pedestrian access from Community Hospital to Canyon View Park should also be prioritized. Throughout, connections to the larger sidewalk, trail, and bikeway system should be built as new segments of the network are developed.

### Street Extensions

Streets should be extended to improve connections throughout the subarea and to adjacent existing or new neighborhoods. When street extensions are constructed they should include sidewalks, bicycle facilities, and formalized crossings where appropriate to increase safety for all modes of transportation.

### Pedestrian Crossings

Major intersections should be improved by providing highly visible crosswalks to ensure pedestrian safety. Crosswalks with timed crossing signals should be considered. As G Road is reconstructed and F 1/2 Road is rebuilt as a parkway, alternative crossing types for the multi-use path such as an underpass should be explored.

### Leach Creek Activation

Leach Creek is a natural asset to the subarea and should be elevated as an amenity and linear park wherever possible. Sidewalk and trail segments already exist along portions of the Creek. To activate the Creek, sidewalks, trails, parklets, pedestrian scale lighting, furnishing, and signage should be incorporated all along the Creek. New development along Leach should face the Creek and should provide a public entrance facing the Creek. Uses such as storage, drive-throughs, parking and service entrances, loading, and refuse areas should not be placed adjacent to the Creek. Retail and restaurant uses should provide access to Leach Creek.

### Formalize Business Center

Currently, this part of the subarea includes an assortment of light industrial and office uses; storage facilities are also common. This area should be formalized as a business center area by screening outdoor storage, providing clear signage for businesses, designating loading areas, and screening from adjacent uses.

### Open Space Enhancements

The island at the interchange of 24 Road and State Highway 6 and 50 is a prominent piece of land for drivers entering or exiting the 24 Road Subarea via its southern end. It should be improved with plantings and other landscaping elements to beautify the area and improve stormwater management. Public art components, like those on other highway islands in the City, should be incorporated to complement the gateway signage at Riverside Parkway.

### Opportunity Sites

Opportunity sites are sites that, if developed or revitalized, would have a significant positive effect on the 24 Road Corridor area. Sites should incorporate the following:

- Create opportunities to include both a horizontal and vertical mix of uses.
- Provide for a mix of both national and local retailers and restaurateurs.
- Capitalize on the presence of Community Hospital by providing opportunities for a variety of supportive businesses such as medical offices, research facilities, or healthcare technology.
- Provide business access from secondary roads to avoid curb cuts on 24 Road and F 1/2 Road.
- Provide vehicular cross access in parking lots and shared driveways, where practicable.
- Orient buildings towards 24 Road and G Road as well as other local streets such as Market Street while placing parking at the rear or sides of buildings.
- Building design and architecture should be unique and not homogeneous.
- Provide street trees and landscaping along all street frontages.
- Program into sites features such as plaza space for outdoor activity related to retail or restaurant space as well as space for public enjoyment, especially those uses abutting Leach Creek.

## Relationship to Existing Planning Efforts

Planning for the 24 Road corridor has been in process for more than two decades. In 2000, the City adopted the 24 Road Corridor Subarea Plan, a plan that envisioned high-quality development along the 24 Road corridor with a distinct parkway character. The 24 Road Corridor Subarea Plan (2000) recommended a mix of land uses including mixed use developments, medium density residential along 24 1/2 Road, a commercial node in the northeast corner of the Interstate 70 interchange, and an expansion of commercial uses along State Highway 6 and 50. The 24 Road Corridor Subarea Plan (2000) called for the development of an open space corridor along Leach Creek.

Many of the policies, recommendations, and concepts presented in the subarea plan remain applicable and are carried forward in this updated subarea planning effort. Establishing a mix of uses for the corridor and activating open space along Leach Creek continue to be priorities articulated by the community. However, specific site concepts and the land use mix have changed. Though the 24 Road Corridor Subarea Plan (2000) represented a thorough planning effort for the area, this section of the One Grand Junction Comprehensive Plan sunsets the 2000 plan.

In 2016, Grand Junction adopted the 24 Road Corridor Design Standards (GJMC 25.02) to implement an updated vision for the corridor. Vision components identified in the 24 Road Corridor Design Standards include increased pedestrian movement and a mixture of development types integrating housing, commercial uses, neighborhood centers, shared parking, and a flexible pattern of lots and blocks.

Going forward, the 24 Road Corridor Subarea Plan (2020) remains consistent with the 24 Road Corridor Design Standards, and they will continue to be useful for implementation along the corridor. Complimentary elements found in the Design Standards include the following:

- The 24 Road Corridor Subarea Plan (2020) calls for gateway signage bookending the corridor at State Highway 6 and 50 and the Interstate 70 interchange. The 24 Road Corridor Design Standards identify similar gateway entry treatments.
- The 24 Road Corridor Subarea Plan (2020) identifies an important pedestrian crossing where the design guidelines highlight a secondary activity intersection.
- The 24 Road Corridor Subarea Plan (2020) identifies Leach Creek activation with trails, a potential parklet, and public access. The design guidelines similarly indicate a multi-use trail and open space corridor along the creek.

While the framework for the 24 Road Corridor Subarea Plan (2020) is similar to the Community Framework Plan for the Design Standards (GJMC 25.02.020), the City should consider replacing the 2016 version with selected maps and graphics from the 2020 plan.

Additionally, the 24 Road Corridor Subarea Plan (2020) offers a functional improvements framework that highlights specific opportunity sites and identifies a variety of potential uses and developments. GJMC 25.02.050 through 25.02.120 of the Design Standards deliver specific standards for site grading, drainage, setbacks, building location and orientation, parking, motorized vehicle circulation, and bicycle and pedestrian circulation, each of which remains applicable for implementation of the Subarea Plan.



## 24 Road Catalyst Site

The site at the corner of 24 Road and G Road is currently vacant. It enjoys a prominent location near the Interstate 70 interchange and is adjacent to the southern end at Canyon View Park. Future redevelopment should include a mix of uses such as a hotel, office, retail, restaurant, multi-family residential, and others uses that could complement its location along the major corridors as well as proximity to Leach Creek, a key corridor in the city's Active Transportation network. Development at this location should be pursued in a way that serves as a gateway for the corridor and should be of a scale and significance to help signalize the entry into the city for people coming from the Interstate 70 interchange.

- 1 Multifamily oriented towards Leach Creek
  - 2 Public Plaza
  - 3 Leach Creek Trail
- 4 Pedestrian Bridge
  - 5 Commercial
  - 6 Commercial/Office Mixed Use

## CHAPTER 5

# IMPLEMENTATION AND MONITORING

*This chapter contains strategies to help support the implementation of the Plan through 2040. It should be used as a tool to guide the City Council Strategic Plan; department-level strategic plans and work programs; capital improvement planning; the City's budgeting process; and the allocation of staff time and other City resources. Strategies are organized by each of the eleven Plan Principles:*

- PP1: Collective Identity
- PP2: Resilient and Diverse Economy
- PP3: Responsible and Managed Growth
- PP4: Downtown and University Districts
- PP5: Strong Neighborhoods and Housing Choices
- PP6: Efficient and Connected Transportation
- PP7: Great Places and Recreation Opportunities
- PP8: Resource Stewardship
- PP9: Education
- PP10: Safe, Healthy and Inclusive Community
- PP11: Effective and Transparent Government

*For each of the implementation strategies listed, anticipated responsibilities, timing, and required resources are defined in an Implementation Matrix. Those actions and strategies included are exclusive to the responsibility of the City as an organization and do not include other actions and strategies that may be utilized by other partners to further the overall vision of the community.*



## Roles and Responsibilities

The City of Grand Junction staff play a critical role in helping to implement One Grand Junction Comprehensive Plan strategies in the course of carrying out their regular duties. For each strategy, the City department responsible for leading the effort and any supporting departments are listed as partners. The City outsources its economic development work to several entities and therefore has also assigned these Economic Development Partners (“ED Partners”) as a lead or partnering role in implementation.

## Timing

Anticipated time frames for completion of the implementation strategies are as follows:

**Near-term:** already underway or to be initiated within six months to a year after plan adoption;

**Mid-term:** to be initiated within one to three years after plan adoption;

**Long-term:** to be initiated within three or more years after plan adoption; and

**Ongoing:** actions to be implemented by City staff as part of their routine job duties.

Actions may be implemented sooner than the time frames identified here if the opportunity to do so arises (e.g., staffing or grant funding becomes available) or as community priorities change.

## Resources Required

The types of resources needed to implement each of the strategies in this chapter are noted to inform the planning and budgeting. Types of required resources include:

**Regional Collaboration.** Some of the strategies will be implemented in partnership with others in the region, such as Mesa County, District 51, Fire Districts, the Regional Transportation Planning Organization, or others. In some cases, strategies will be initiated by the City. In other cases, strategies reflect ongoing partnerships or initiatives that the City is already engaged in.

**Outside Support/Funding.** Some strategies will require outside support or other specialized services to supplement staff time and expertise. This could be achieved either through outside grants or other sources of funding, or through the dedication of City resources.

**Staff Time.** Many strategies will require City staff time for completion or ongoing administration. Some build upon existing City initiatives and efforts currently underway, while others will require staff to allocate time in addition to their current work plans. Where existing hours are not available to be allocated toward implementation of the City’s Plan, additional staff may be needed.

**General Fund.** General Fund expenditures help to fund many of the services and programs typically associated with local government. The General Fund, for most but not all services, is also used to pay employee salaries, wages and benefits.

**Other Funds.** The City has a number of other funds, such as special revenue funds and enterprise funds, which are legally more restrictive in terms of what the money in the fund can be used for. For example, the City’s First Responder Tax is a fund that generates revenue through earmarked sales tax to be used only for public safety related purposes.

**Capital Improvement Plan (CIP).** Revenues from all of the City’s funds are used to support capital projects and the implementation of the City’s CIP.

## Updates and Amendments

Revisions to One Grand Junction Comprehensive Plan and elements thereof shall be conducted according to two distinct procedures: Comprehensive Updates and Minor Amendments.

### Comprehensive Updates

A Comprehensive Update of One Grand Junction Comprehensive Plan will generally take place every five to seven years unless otherwise directed by City Council. A prime consideration in whether a Comprehensive Update is warranted is the degree to which significant changes—in the economy, environment, housing affordability, local priorities or issues, projected growth, or other factors—have occurred since the Plan was adopted. The results of ongoing monitoring of key indicators will provide a good indication of the magnitude of these changes.

A Comprehensive Update should include a thorough re-evaluation of the community’s vision and values, as well as updates to principles, policies, and actions. The update should note the principles, policies, or actions that should be changed, those that should be removed, and whether additions are necessary to make sure that the Plan continues to be effective. A comprehensive update of the One Grand Junction Plan should include extensive opportunities for involvement by the public, Boards and Commissions, City Council, City staff, and other interested stakeholders.

## Minor Amendments

Minor Amendments to One Grand Junction Comprehensive Plan may include:

- Corrections to text or map errors;
- Revisions to one or a few sections of the Plan as a result of the adoption of subarea plans, or a specific issue, policy, or directive from City Council; and
- Changes to maps, such as the Land Use Map, Tiered Growth Map, or changes to the Commercial, Mixed Use and Industrial Area-Specific Policies Maps.

Minor Amendments will be considered by City Council after recommendations are received from the Planning Commission, City staff, and any Boards, Committees, and Commissions that may have a legitimate interest in the proposed amendment, provided that such Board, Committee or Commission is duly authorized by the Grand Junction Municipal Code to function in such an advisory capacity. The City Council will then approve, approve with conditions, or deny the amendment based on its consideration of the recommendations from the Planning Commission, City staff, Boards, Committee and Commissions, and evidence from the public hearings. Approval of the amendments will be by Ordinance.

Minor Amendment requests based on proposed development projects that involve rezonings may be processed concurrently with rezoning applications.

Minor Amendment requests that involve land use designations outside of the Persigo 201 Boundary but within the Urban Development Boundary should be first reviewed by, and receive a recommendation from, the City Planning Commission, followed by a hearing and consideration by the Mesa County Planning Commission, with a subsequent hearing and action by the City of Grand Junction City Council.

A Minor Amendment may be considered when the City Council makes specific findings that:

- The existing Comprehensive Plan and/or any related element thereof requires the proposed amendment; and
- The community or area will derive benefits from the proposed amendment; and/or
- It will be consistent with the vision, goals, principles, and policies of One Grand Junction Comprehensive Plan and the elements thereof.

If adopted by the City Council, One Grand Junction Comprehensive Plan will be revised to include the changes resulting from the amendment.

## Plan Monitoring

One Grand Junction Comprehensive Plan is intended to be a living document. Progress that is made toward achieving the community's vision should be monitored utilizing a series of performance measures related to each Plan Principle. Performance measures should be established and regularly updated to provide a regular snapshot of the community's progress in attaining key outcomes. Monitoring changes in chosen performance measures can provide a clear understanding of where progress is being made and can highlight areas where changes may need to occur to achieve desired results. This process of plan monitoring reinforces the City's steadfast commitment to accountability and continuous improvement. Additional performance measures and indicators beyond those included in a snapshot should be tracked by City staff, as applicable, at a department level.

## Implementation Matrix

An Implementation Matrix offers a list of currently known implementation actions and strategies contained within the One Grand Junction Comprehensive Plan organized by Plan Principle. The City shall prepare an Implementation Matrix that offers a brief description of each action or strategy, responsibility, timing, and resources anticipated.

# APPENDICES





## Appendix A: Issues and Opportunities Report

### Issues and Opportunities Report

The Issues and Opportunities Report (IOR) provided a snapshot of existing conditions in Grand Junction in 2019 at the outset of the planning process. It established an understanding of the current characteristics, challenges, and aspirations of the City and its residents. The IOR presented existing conditions, and when relevant, identified issues and opportunities relating to the community outreach process; zoning and development controls; existing land use and development; community facilities and infrastructure; transportation and mobility; parks, open space, and environmental features; and growth areas.

The report reviewed existing Grand Junction studies, plans, and reports to recognize the amount of time and resources invested in these plans and to discern the information that remains useful and relevant to the planning process. The IOR methodically examined existing conditions for purposes of explanation and interpretation. It laid the foundation for the vision, goals, and strategies within the One Grand Junction Comprehensive Plan by identifying issues to be addressed and opportunities that should be maximized. The IOR was an interim deliverable within the planning process, containing information and analysis conducted in the early steps of the project.

The IOR is available on the City's website at [www.gjcity.org](http://www.gjcity.org)

The IOR includes information about past planning efforts and adopted plans. A review of these adopted plans and policies was essential for understanding the community and areas of specific past planning efforts. A summary of these plans is included for ease of access and reference in this appendix.

### 2010 Comprehensive Plan

In 2010 the City of Grand Junction adopted the Comprehensive Plan to provide a basis for making decisions concerning the future growth and development in the community and surrounding planning area; to coordinate and give direction to public and private development; and to protect the public interest. The Plan is founded on six Guiding Principles that influence all goals, policies, and recommendations. They are Concentrated Centers, Sustainable Growth Patterns, Housing Variety, A Grand Green System of Connected Recreational Opportunities, Balanced Transportation, and A Regional Center. To further implement the Guiding Principles, the plan includes 15 Key Concepts focusing on land use and development growth, density concentration and transitioning, public facilities, parks and other open space amenities, water management, public transit, community character, and river access. The Comprehensive Plan also incorporated components of several subarea plans which are summarized in this section.

Many of the subareas represent more recent planning efforts which will be recognized and referenced in the One Grand Junction Comprehensive Plan. The 2010 Plan introduced the concept of future growth projected around concentrated centers. Centers of various sizes and at various locations around the region are envisioned as mixed-use, combining housing, working, and shopping. The plan identified these centers to reduce driving for shopping while accommodating projected growth. City, village, and neighborhood centers were included; the Plan also established mixed-use opportunity corridors along certain major roads. The goal of encouraging mixed-use development and reducing driving for shopping and other errands by focusing on centers and corridors will be evaluated, and if appropriate, certain elements may be updated and incorporated into the new Comprehensive Plan. Infill and enhancement of the City Center is a high priority of the 2010 Plan. Much of the future growth is focused inward, with an emphasis on infill and redevelopment of underutilized land. Growing inward utilizes existing services, reduces sprawl, and reinvests and revitalizes the City Center which includes downtown.

### Future Land Use and the Blended Map

The 2010 Comprehensive Plan utilized a dual approach to articulating future land use, incorporating both a future land use map and a unique blended land use map to plan for residential density. The Blended Map is discussed further in the Land Use and Development section.

### 24 Road Corridor Subarea Plan

The 24 Road Corridor Subarea Plan was completed in 2000 and revisited in 2018 to evaluate various land use and development alternatives along the corridor and identify a preferred pattern for future development. It is further supported with an implementation strategy for procuring developments as well as design standards and guidelines for those developments.

### Greater Downtown Plan

The Greater Downtown Plan (2013) includes three subdistricts: Downtown, Rail, and River, and provides goals and policies for each district. Each was analyzed separately due to its unique characteristics, and each includes specific recommendations and implementation actions. The Plan incorporates an overlay district as part of the recommendations, and guides zoning and streetscape design for primary corridors in the downtown area. Recommendations and implementation strategies were provided, including proposed zoning, future land use recommendations, policies around traffic analysis, and identification of major street corridors.

### Orchard Mesa Neighborhood Plan

The Orchard Mesa Neighborhood Plan was adopted in 2014 and focused on managing growth in the Orchard Mesa neighborhood with specific focus on community image, rural resources, housing trends, economic development, public services, stormwater, future land use and zoning, and open space and trails. The subarea implemented a blended residential future land use categories map to provide additional housing opportunities within the Orchard Mesa Plan area.

### Pear Park Neighborhood Plan

The 2004 Pear Park Neighborhood Plan focused on managing and directing growth and development as this largely unincorporated area on the southeast side of the city becomes annexed into Grand Junction. Establishing a transportation, circulation, and access plan, providing adequate schools and other community facilities and services, and establishing higher-density residential and neighborhood commercial uses were goals of this Plan.

### Redlands Neighborhood Plan

Completed in 2002, the Redlands Neighborhood Plan created a growth management plan to remove inconsistencies in the future land use map. Created for the Redlands Planning Area on the west side of the city, the Neighborhood Plan examined geological hazards, mineral resources, potential impacts to wildlife, and open space and trail head access. The goals for this Plan include character preservation, maintaining the Fruita-Grand Junction buffer zone, and natural area conservation.

### Horizon Drive District Plan

Horizon Drive District Plan was completed in 2020 and incorporates consistent standards for the Horizon Drive Business District Area through an overlay zone. These standards include achieving high-quality development and distinctive character within this important gateway to Grand Junction. The zoning overlay district was established with the Horizon Drive District Plan.

### North Avenue Corridor Plan

The North Avenue Corridor Plan was completed from 12th Street east in 2007 and from 12th Street west in 2011. The Plan promotes the revitalization of the main North Avenue thoroughfare from the Interstate 70 Business Loop on the west to Interstate 70 Business Loop on the east. Components include developing a Student and Entertainment District, mixed-use Neighborhood Center, higher-density residential neighborhood, civic gathering spaces throughout, and a regional retail anchor on the east end of the corridor. In 2011 a zoning overlay district was established.

### H Road/Northwest Area Plan

The H Road/Northwest Area Plan was completed in 2006 and addresses the development of a 250-acre area around the 21 ½ Road and H Road intersection. It includes reclassification of rural land uses in these areas to commercial and industrial, policies and performance standards to mitigate impacts on residential neighborhoods, and the establishment of a street network to accommodate potential future growth.

### Location Assessment Report

The Location Assessment Report was developed in 2015 by Chabin Concepts and DSG Advisors as a marketing tool for the City of Grand Junction and Mesa County to attract new business. It summarizes the communities' competitive advantages and weaknesses and provides strategies to capitalize upon. The five focus areas are:

- Product Improvement – improving the “product” that is Grand Junction and Mesa County
- Packaging – creating a marketing suite to sell the product
- Operational Effectiveness – developing a broad term strategy for success and creating a consistent brand
- Tactical Targeting – creating cohesiveness across marketing strategies
- Brand Identity – creating consistent branding

The Report also categorizes economic development assets, challenges, and opportunities, with an overall goal of finding economic prosperity at the intersection of various industries and sectors. This report has also been reviewed in relation to the demographic and market component of the existing conditions analysis.

### Downtown Grand Junction Housing Study

A study of Downtown housing potential was conducted in 2015 for the Grand Junction Downtown Development Authority (DDA). The study was conducted in response to continuing discussions and indications of the need for market rate housing in the Downtown. The report concluded that downtown stand alone residential buildings and mixed-use development would not only address an unmet demand for housing, it would also serve as a catalyst for additional development and investment. The study indicated that the primary buyers and renters of Downtown housing would be young professionals and “empty-nesters”. The report further identified specific locations where development may be best suited, but also indicated that it may be necessary to incentivize the first projects in order to catalyze future investment. The recommendations and assessment contained in the report are consistent with the initial observations and analysis conducted by this consulting team for the Comprehensive Plan update. There is an absence of mixed-use development in the City and the Downtown would be a prime location. Opportunities for Downtown multifamily housing and mixed-use development will be specifically addressed in the Comprehensive Plan.

### Grand Junction Strategic Plan

The Strategic Plan, completed in 2019, is a near-term guide for City officials and staff to prioritize resources over the course of two years. It includes two guiding principles: Partnership and Intergovernmental Responsibility and Fiscal Responsibility; along with four strategic directives: Public Safety, Planning and Infrastructure, Diversification of Our Economic Base, and Communication, Outreach and Engagement. Each directive includes its own set of initiatives to implement as well as success metrics to track progress. The Strategic Plan is consistent with initial observation and input received in focus groups and meetings. The final implementation section of the plan will address many of the same topics.

### Park Inventory and Future Needs Assessment

The Park Inventory and Future Needs Assessment was developed in 2017 as an addendum and update to the 2001 Parks Master Plan. The assessment is intended to address the current and future needs of the City and the Parks and Recreation Department. The Assessment is further examined in the Parks and Recreation Facilities section of the IOR.

### Vibrant Together: A Downtown

This 2019 plan was adopted in 2019 by the Downtown Development Authority (DDA) and the City of Grand Junction. The plan references the 2013 Greater Downtown Plan and provides five updated goals for the area, including:

- Goal 1: Vibrancy – Downtown is the “heart of it all,” a center of activity 18 hour/7 days a week for all ages and income levels.
- Goal 2: Downtown Living – Downtown offers a diversity of quality housing choices for all price points to bring more people to live, work and play downtown.
- Goal 3: Identity – Downtown is recognized as the hub of regional culture for the western slope.
- Goal 4: Connectivity – Downtown is connected to local destinations and outdoor amenities through safe pathways for bikes and pedestrians.
- Goal 5: Safety and Comfort – Downtown is a safe and comfortable environment that is welcoming to all.

This document recognizes that Grand Junction's Downtown is a hub for the region; a central place for culture, commerce, and activity. As noted in other plans that include an assessment of the Downtown, this study is consistent with initial observations of the potential for Downtown redevelopment and investment. While the Comprehensive Plan is looking at the entire planning area and other subareas, the important role that Downtown will play during the next 20 years will be an important focus.

### 2019 Grand Junction Municipal 3-Mile Plan

Under Colorado statutes, municipalities have the authority to execute annexations in the City's three-mile extraterritorial jurisdiction, or urban growth area and boundary. The updated resolution approving the 2019 3-Mile Plan is examined in the Growth Area section of the IOR.

## Appendix B: Technical Maps

The following maps and inventories were used to inform discussions during the One Grand Junction process, and ultimately to inform the goals, policies and strategies that are included in the Comprehensive Plan:

### Existing Land Use

A review of existing land uses was conducted to inform the planning process and gain a better understanding of land use and development patterns in the City of Grand Junction.

Land use reconnaissance was conducted in April and July 2019 and verified using high-definition aerial imagery. The information from the field review was used to inform the Issues and Opportunities Report (IOR) and provide the basis for land use conditions and recommendations regarding future development in Grand Junction.

The categories identified reflect observed existing land use only; they do not reflect past categorizations or future land use mapping. These categories were defined for the IOR and the One Grand Junction Comprehensive Plan.

### Zoning

The Zoning and Development Code, found in Title 21 of the City's Municipal Code, is a regulatory document establishing the standards for the review of all proposed development within Grand Junction; it dictates land use and standards for development within the city. The Code is essential for planning, acting as the regulatory resource for property owners and developers seeking to build and invest in the city. The Code contains easy-to-understand diagrams illustrating setbacks, building and structure heights, lot areas and street frontages. This map reflects current zoning districts as outlined in the Code.

### Neighborhood Planning Areas Map

The 2009 Comprehensive Plan established 11 planning areas to refine its recommendations for different parts of the city. As the defining boundaries for neighborhood level planning efforts in Grand Junction, these areas, defined generally by geography and other characteristics, continue to be important to identify.

### Water and Sewer Districts Map

Within the Persigo 201 boundary, three separate entities provide water and sewer services to Grand Junction residents. The Clifton Sewer District provides services just outside the Persigo area to the eastern portions of Fruitvale and Pear Park, as well as to unincorporated Clifton. The Ute Water Conservancy District is the largest of the three in Grand Junction, serving more than 80,000 customers across Mesa County. The Clifton Water District serves approximately 13,700 residents, some of which are outside the Persigo 201 service boundary. The City's utility department provides services to about 28,000 residents.

### Problematic Intersections Map

This inventory of problematic intersections in the city is based on an analysis of accident data from 2018 as well as interviews with City staff. Intersections with high accident rates (rates above 1) are shown on the Problematic Intersections Map. The rate is reported as a rate per million entering vehicles (RMEV). It is common to prioritize intersections according to the accident rate, which may be determined for property damage only (PDO), personal injury, fatal accidents, or the total thereof. The accident ratio is the ratio of the number of accidents per year to the average daily traffic (ADT).

### Public Transit Map

Grand Valley Transit (GVT) operates a bus system which includes fixed route service, dial-a-ride service and paratransit service. GVT serves the urbanized areas of Mesa County which includes the City of Grand Junction, the City of Fruita, the Town of Palisade and the unincorporated communities of Clifton, Redlands, and Orchard Mesa. The map highlights portions of the city within a ten-minute walk from a transit stop (referred to as the "10 min walkshed"). The Grand Valley Transit Strategic Plan, completed in 2018, provided foundational direction to help inform the future of the transit system based on a variety of potential scenarios based on funding.

### Roadway Classification Map

The City of Grand Junction's roadway network is the primary transportation infrastructure carrying travelers to and throughout the community. Several corridors, in particular, are essential to the daily function of the city. All streets within Grand Junction are classified according to a hierarchical system based on elements such as the number of travel lanes, traffic volumes, level of access, and mobility. City roadways are divided into functional classifications, including principal arterial, minor arterial, two-lane arterial, major collector, minor collector, local street, and unclassified, each

relating to street function. Lower order streets function primarily as access to individual lots, and higher-order streets function primarily for mobility and expeditious movement of people and goods. The map shows existing as well as the rough alignment of new streets that provide important connections within the community.

### Parks Service Analysis

In terms of acreage of parkland per resident and community population per park, Grand Junction is well-served and municipal parks maintained by the Parks Department represent an area of strength for the City. A walk-time analysis was conducted to gain a better understanding of park service areas in Grand Junction. Each park was assigned a ten-minute walk service area. The analysis indicates that 57 percent of residential parcels in Grand Junction are within a ten-minute walk to a park, leaving a large portion of the community without the recommended level of park accessibility. Regional parks were also assigned a ten-minute drive service area. The second map shows that 95 percent of residential parcels are within a ten-minute drive of a regional park.

### Community Facilities Map

Community facilities include the various public and private services and infrastructure for utilities, amenities, and services that ensure a high quality of life for Grand Junction residents. The City is the predominant provider of these services, but they are also supplemented by special districts and other service providers within the community. This map highlights many of those providers and where they are located throughout the city.

### Grade-Separated Multi-Modal Neighborhood Connections

Many of the boundaries between neighborhoods in the city are formed by major natural or manmade barriers, particularly rivers, highways, and railroad thoroughfares. Connectivity across these barriers requires a higher level of investment, usually in the form of a grade-separated crossing such as a bridge, underpass, or overpass. Historically, many of these grade-separated crossings were constructed primarily to facilitate automobile travel; however, they should be retrofitted or redesigned to comfortably accommodate other transportation modes. This map identifies important existing and proposed grade-separated crossings that facilitate bicycle and pedestrian

connectivity between neighborhoods and across major barriers, identifying which existing facilities require upgrades to meet bicycle and pedestrian needs.

### Geologic Hazards Map

A range of geologic hazards are present in the City, concentrated in the Redlands and the floodplains of the Colorado and Gunnison Rivers. Hazards are related primarily to steep slopes, soil conditions, and topography-driven flood risk. There is also one documented mudslide area in the Orchard Mesa neighborhood. The City enforces a variety of standards during development review and in capital improvements planning to minimize the risks that these hazards pose to property and life.

### Soils Map

The Grand Valley has a mixture of soil types and topography creating potential erosion hazards from slight to severe with a few areas identified as not rated such as along the Colorado River.

## Broadband Wireline and Fixed Wireless Maps

A large majority of the City is served by high-speed broadband coverage, with speeds between 100 mbps and 1 gbps. Portions of Northwest Grand Junction, especially agricultural areas near the UDB, and portions of the Redlands with topographical constraints have the lowest broadband coverage in the city, with many areas having less than 10 mbps maximum download speed. Expanding high-quality broadband throughout the city is important to securing equitable internet access and to fostering business development in most sectors, given increasing reliance on high-speed internet for technology, manufacturing, healthcare, government, and other industries.

## Wildfire Risk Map

As a community with an extensive urban-wildland interface and relatively low precipitation, Grand Junction faces wildfire risks concentrated in several areas. Wildfire risk is minimal in the urbanized areas of the city, and it is very low in most of the city's low-density residential and industrial areas. Risk is generally highest proximate to public lands, particularly in areas of the Redlands neighboring Colorado National Monument. Other areas of wildfire risk are concentrated along the Colorado and Gunnison Rivers where large areas are occupied by trees and brush. Areas of high wildfire risk also exist outside of the city, such as in the Colorado National Monument and Bookcliffs, where fires are relatively unlikely to threaten properties in the city but may generate other wildfire impacts including wildlife displacement and smoke.

## Grand Junction Fire Map

Included here are maps providing information from the Fire Department drive time analysis using 4-minute and 8-minute drive times. One map displays current conditions with five existing fire stations and a second map projects drive times utilizing the existing stations along with the proposed three new fire stations.

## Proposed BRT Corridors Map

Bus Rapid Transit (BRT) has not yet been deployed in Grand Junction, but implementing BRT is seen as desirable to provide access throughout the community and to accelerate the viability of public transit in the city. BRT is characterized by the use of dedicated bus lanes along major transportation corridors, as well as by short (10-30 minute) wait times, off-board fare collection, and special intersection treatments to decrease transit times. This map identifies four primary candidate corridors for BRT in Grand Junction: the north-south 12th Street corridor; and, the east-west corridors of North Avenue, I-70B, and Patterson Avenue. Further study will be required to evaluate and implement BRT on one or all of these corridors.

## Rail Lines and Spurs Map

Grand Junction is served by robust rail facilities for a city of its size, and this asset has helped the city to develop and maintain a strong economic base in industry and natural resources. The railway mainstem, operated by the Union Pacific Railroad Company, runs east to west across the city at an angle that tracks the Colorado River, with an additional line running south along the Gunnison River. A number of spurs, or branch lines, link into the mainstem and serve properties in the city's industrial core. While railroad lines and spurs may create conflicts with other transportation modes in some locations, they are vital to the continued success of industry in the city and should remain in use wherever possible.

## Bike and Pedestrian Transportation Priorities Map

The City has invested increasingly in multimodal transportation improvements in recent decades and now boasts a network of bicycle and pedestrian facilities. This network is comprised of multiuse paths, bicycle and pedestrian bridges, on-street bicycle facilities and sidewalks. The long-term success of the bicycle and pedestrian network will depend on the continued development of new multimodal corridors, smaller connections within neighborhoods, and existing facilities that require upgrades or expansion.

## Neighborhood Connections Map

Grand Junction has natural barriers such as the Colorado River and manmade barriers including Interstate 70 that crisscross the community creating gaps between neighborhoods. Bridging these gaps and barriers with multi-modal grade separated crossings utilizing both overpasses and underpasses is needed to connect neighborhoods and provide better multi-modal transportation circulation throughout the city.

## Truck and Hauling Routes Map

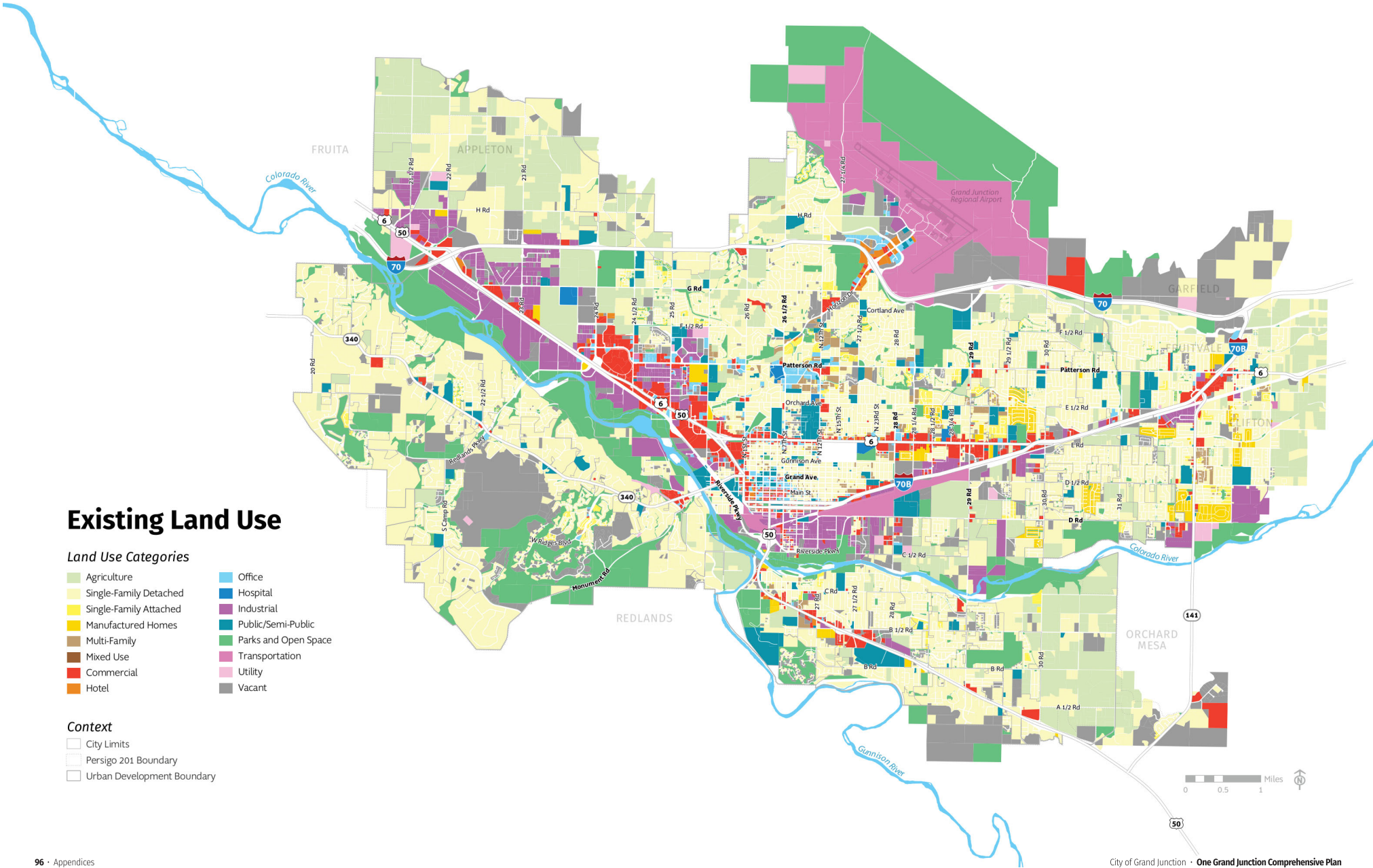
I-70 is a major freight corridor that accommodates a large daily volume of semitrucks. Many of these freight vehicles also change course in Grand Junction, accessing Highway 50 to Delta-Montrose or vice-versa. Many freight vehicles also make stops in Grand Junction for deliveries and pickups, given Grand Junction's role as a regional center and manufacturing hub. To minimize negative impacts of freight traffic on local traffic, the City designates a set of dedicated truck and hauling routes in and around the city. These primary truck routes are I-70, I-70B, Highway 50, and portions of 24 Road. Secondary routes include many of the city's arterials and other state highways within City limits.

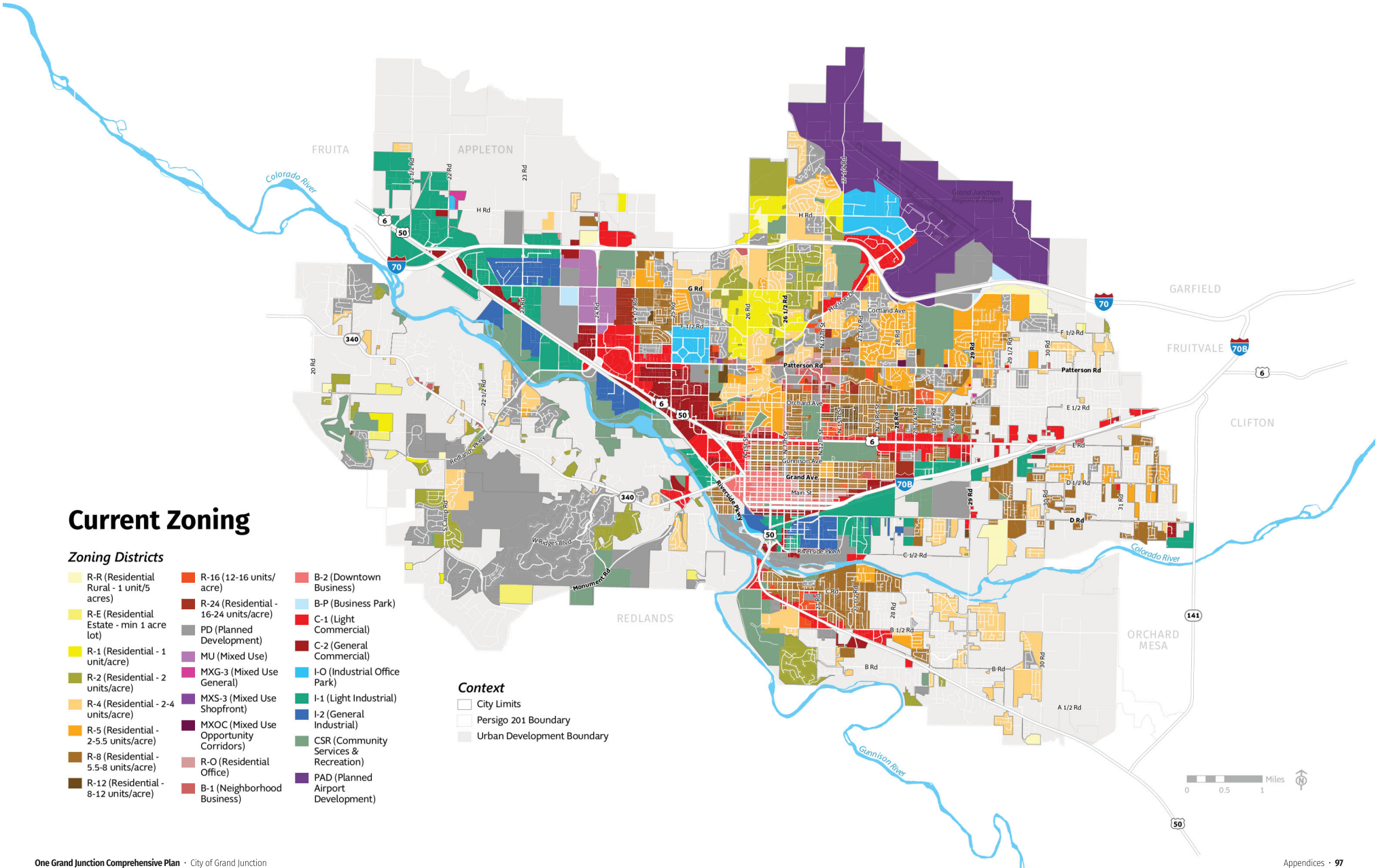
## Airport Hazard Zones Map

The Grand Junction Regional Airport is a commercial and general aviation airport serving the Grand Valley and surrounding communities. Within the 25-square-mile Airport Area of Influence, certain areas are designated as particularly hazardous due to the flight path of airplanes at takeoff and landing. Clear Zones are located nearest to the runways. Due to the relatively high risk of debris landing within Clear Zones in the event of an accident, no structures are permitted to be built or occupied within a Clear Zone. Around and beyond the Clear Zones are areas designated as Critical Zones. Very low-density residential construction may occur in Critical Zones, as can some non-residential uses subject to Conditional Use Permitting.

## Historic Resources Map

Nearly a century and a half of urbanization in Grand Junction has produced a plethora of historic structures that evoke various historical periods, architectural styles, and cultural contributions. The historic resources map identifies some of the most prominent historical resources in the city, including National, State, and Local Historic Districts and sites on the National Register of Historic Resources. Further investigations should be carried out to improve the City's understanding of its historic resources and its ability to capitalize on these cultural and economic assets.





# Current Zoning

## Zoning Districts

- |   |  |   |
|---|--|---|
| <span style="display:inline-block; width:15px; height:15px; background-color:#f0f0f0; border:1px solid #ccc;"></span> R-R (Residential Rural - 1 unit/5 acres)  | <span style="display:inline-block; width:15px; height:15px; background-color:#e0e0e0; border:1px solid #ccc;"></span> R-16 (12-16 units/acre)                | <span style="display:inline-block; width:15px; height:15px; background-color:#d0d0d0; border:1px solid #ccc;"></span> B-2 (Downtown Business)               |
| <span style="display:inline-block; width:15px; height:15px; background-color:#c0c0c0; border:1px solid #ccc;"></span> R-E (Residential Estate - min 1 acre lot) | <span style="display:inline-block; width:15px; height:15px; background-color:#b0b0b0; border:1px solid #ccc;"></span> R-24 (Residential - 16-24 units/acre)  | <span style="display:inline-block; width:15px; height:15px; background-color:#a0a0a0; border:1px solid #ccc;"></span> B-P (Business Park)                   |
| <span style="display:inline-block; width:15px; height:15px; background-color:#a0a0a0; border:1px solid #ccc;"></span> R-1 (Residential - 1 unit/acre)           | <span style="display:inline-block; width:15px; height:15px; background-color:#909090; border:1px solid #ccc;"></span> PD (Planned Development)               | <span style="display:inline-block; width:15px; height:15px; background-color:#808080; border:1px solid #ccc;"></span> C-1 (Light Commercial)                |
| <span style="display:inline-block; width:15px; height:15px; background-color:#808080; border:1px solid #ccc;"></span> R-2 (Residential - 2 units/acre)          | <span style="display:inline-block; width:15px; height:15px; background-color:#707070; border:1px solid #ccc;"></span> MU (Mixed Use)                         | <span style="display:inline-block; width:15px; height:15px; background-color:#606060; border:1px solid #ccc;"></span> C-2 (General Commercial)              |
| <span style="display:inline-block; width:15px; height:15px; background-color:#606060; border:1px solid #ccc;"></span> R-4 (Residential - 2-4 units/acre)        | <span style="display:inline-block; width:15px; height:15px; background-color:#505050; border:1px solid #ccc;"></span> MXG-3 (Mixed Use General)              | <span style="display:inline-block; width:15px; height:15px; background-color:#404040; border:1px solid #ccc;"></span> I-O (Industrial Office Park)          |
| <span style="display:inline-block; width:15px; height:15px; background-color:#404040; border:1px solid #ccc;"></span> R-5 (Residential - 2-5.5 units/acre)      | <span style="display:inline-block; width:15px; height:15px; background-color:#303030; border:1px solid #ccc;"></span> MXS-3 (Mixed Use Shopfront)            | <span style="display:inline-block; width:15px; height:15px; background-color:#202020; border:1px solid #ccc;"></span> I-1 (Light Industrial)                |
| <span style="display:inline-block; width:15px; height:15px; background-color:#202020; border:1px solid #ccc;"></span> R-8 (Residential - 5.5-8 units/acre)      | <span style="display:inline-block; width:15px; height:15px; background-color:#101010; border:1px solid #ccc;"></span> MXOC (Mixed Use Opportunity Corridors) | <span style="display:inline-block; width:15px; height:15px; background-color:#000000; border:1px solid #ccc;"></span> I-2 (General Industrial)              |
| <span style="display:inline-block; width:15px; height:15px; background-color:#000000; border:1px solid #ccc;"></span> R-12 (Residential - 8-12 units/acre)      | <span style="display:inline-block; width:15px; height:15px; background-color:#000000; border:1px solid #ccc;"></span> R-O (Residential Office)               | <span style="display:inline-block; width:15px; height:15px; background-color:#000000; border:1px solid #ccc;"></span> CSR (Community Services & Recreation) |
|   | <span style="display:inline-block; width:15px; height:15px; background-color:#000000; border:1px solid #ccc;"></span> B-1 (Neighborhood Business)            | <span style="display:inline-block; width:15px; height:15px; background-color:#000000; border:1px solid #ccc;"></span> PAD (Planned Airport Development)     |

## Context

- City Limits
- Persigo 201 Boundary
- Urban Development Boundary

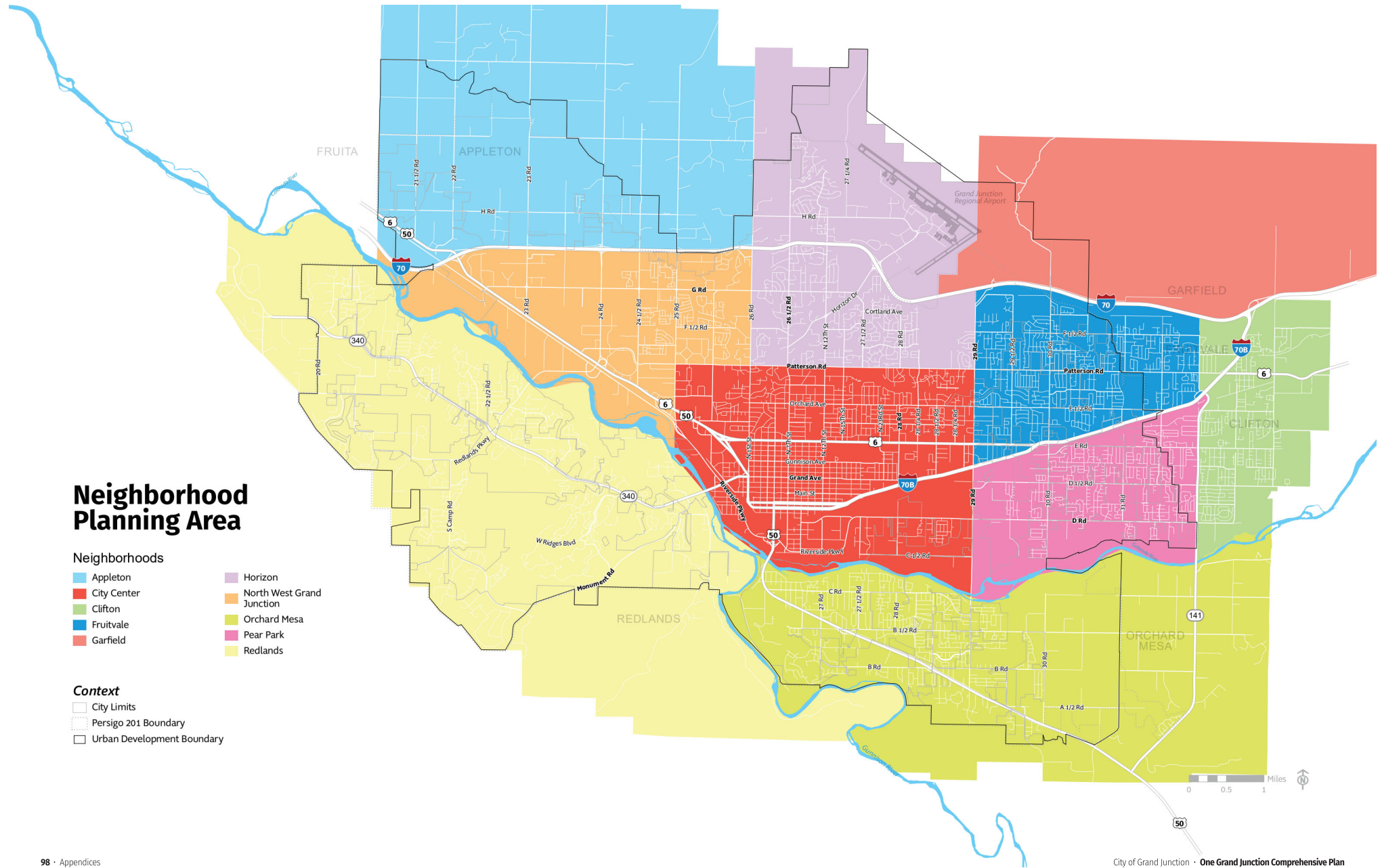
# Neighborhood Planning Area

## Neighborhoods

- Appleton
- City Center
- Clifton
- Fruitvale
- Garfield
- Horizon
- North West Grand Junction
- Orchard Mesa
- Pear Park
- Redlands





## Context

- City Limits
- Persigo 201 Boundary
- Urban Development Boundary



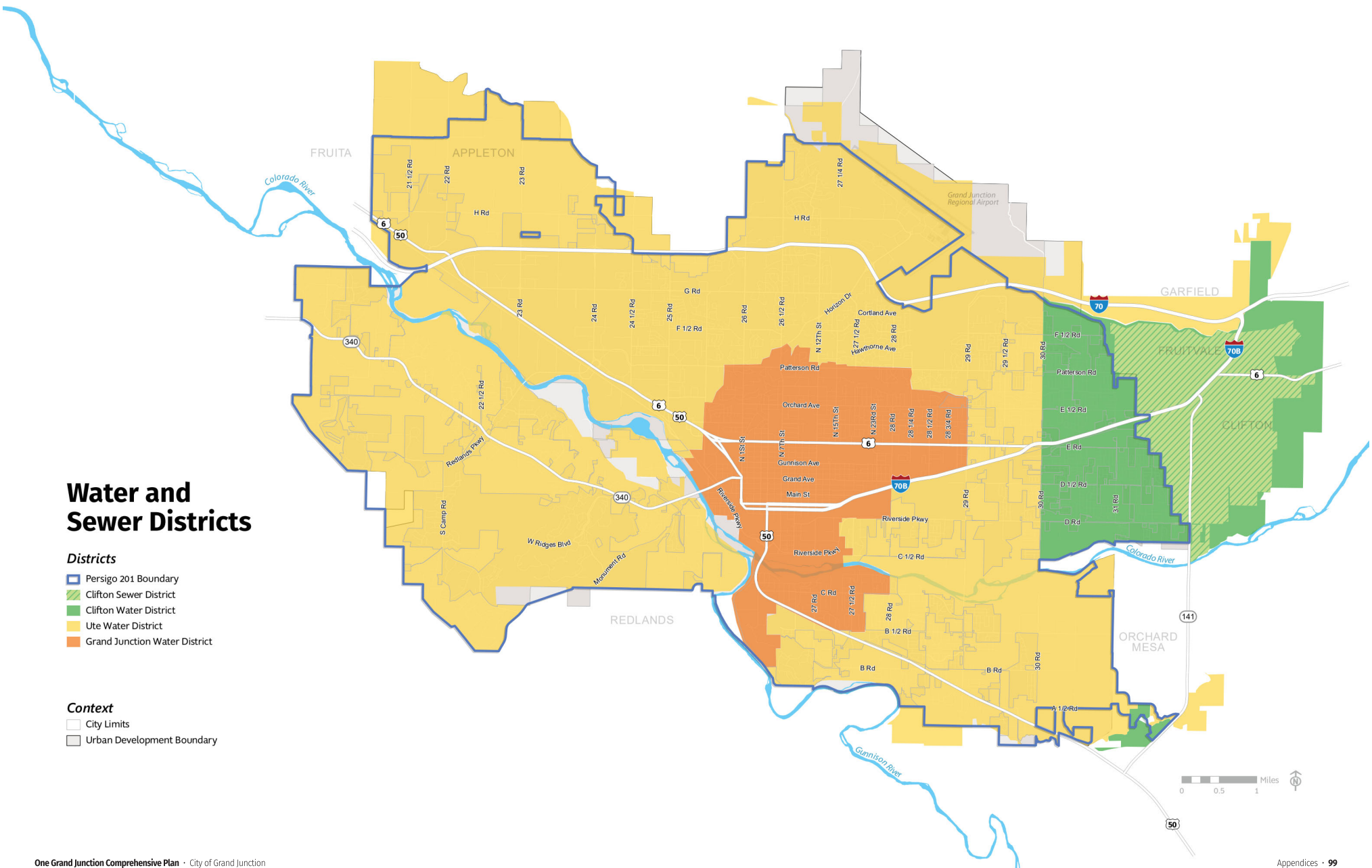
# Water and Sewer Districts

## Districts

-  Persigo 201 Boundary
-  Clifton Sewer District
-  Clifton Water District
-  Ute Water District
-  Grand Junction Water District

## Context

-  City Limits
-  Urban Development Boundary





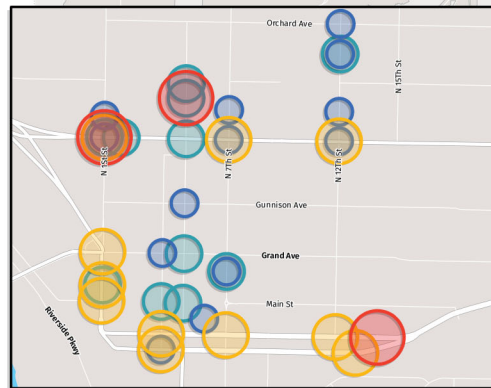
# Problematic Intersections

## Accident Type (2018)

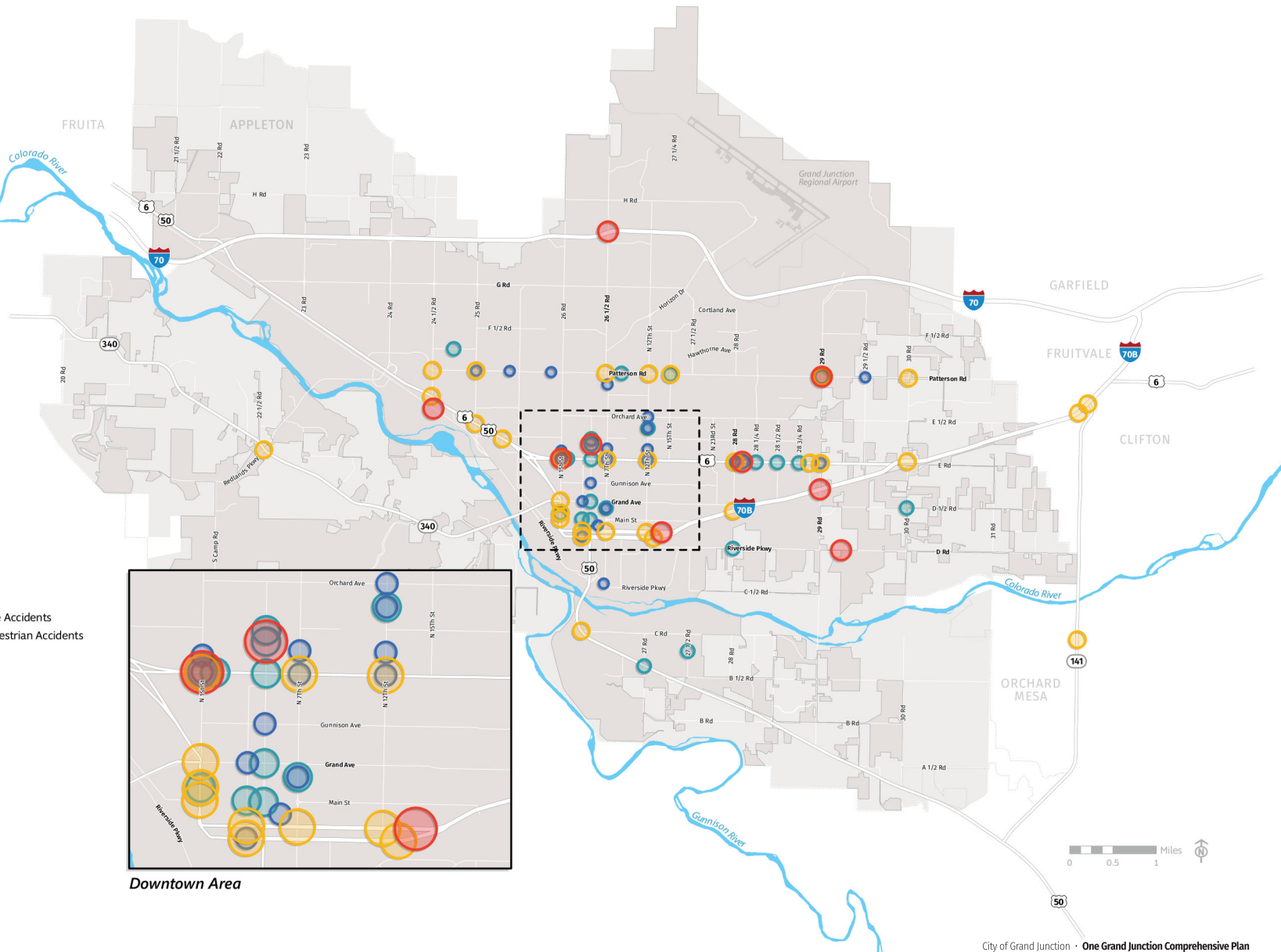
- Fatalities
- Accident Rates Above 1.0
- Bike Accidents
- Pedestrian Accidents

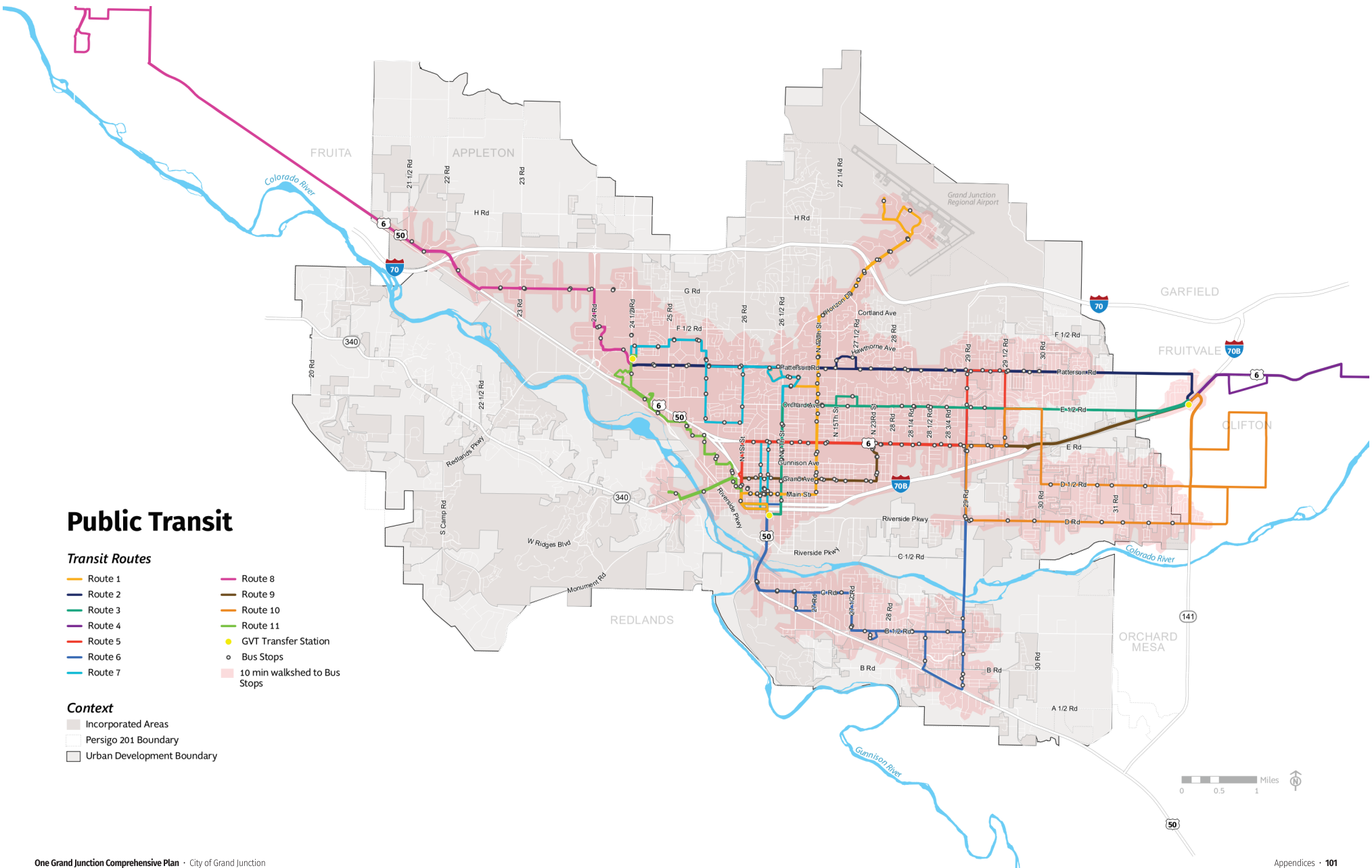
## Context

- City Limits
- Persigo 201 Boundary
- Urban Development Boundary



**Downtown Area**





# Public Transit

## Transit Routes

- Route 1
- Route 2
- Route 3
- Route 4
- Route 5
- Route 6
- Route 7
- Route 8
- Route 9
- Route 10
- Route 11
- GVT Transfer Station
- Bus Stops
- 10 min walked to Bus Stops

## Context

- Incorporated Areas
- Persigo 201 Boundary
- Urban Development Boundary



# Street Classification

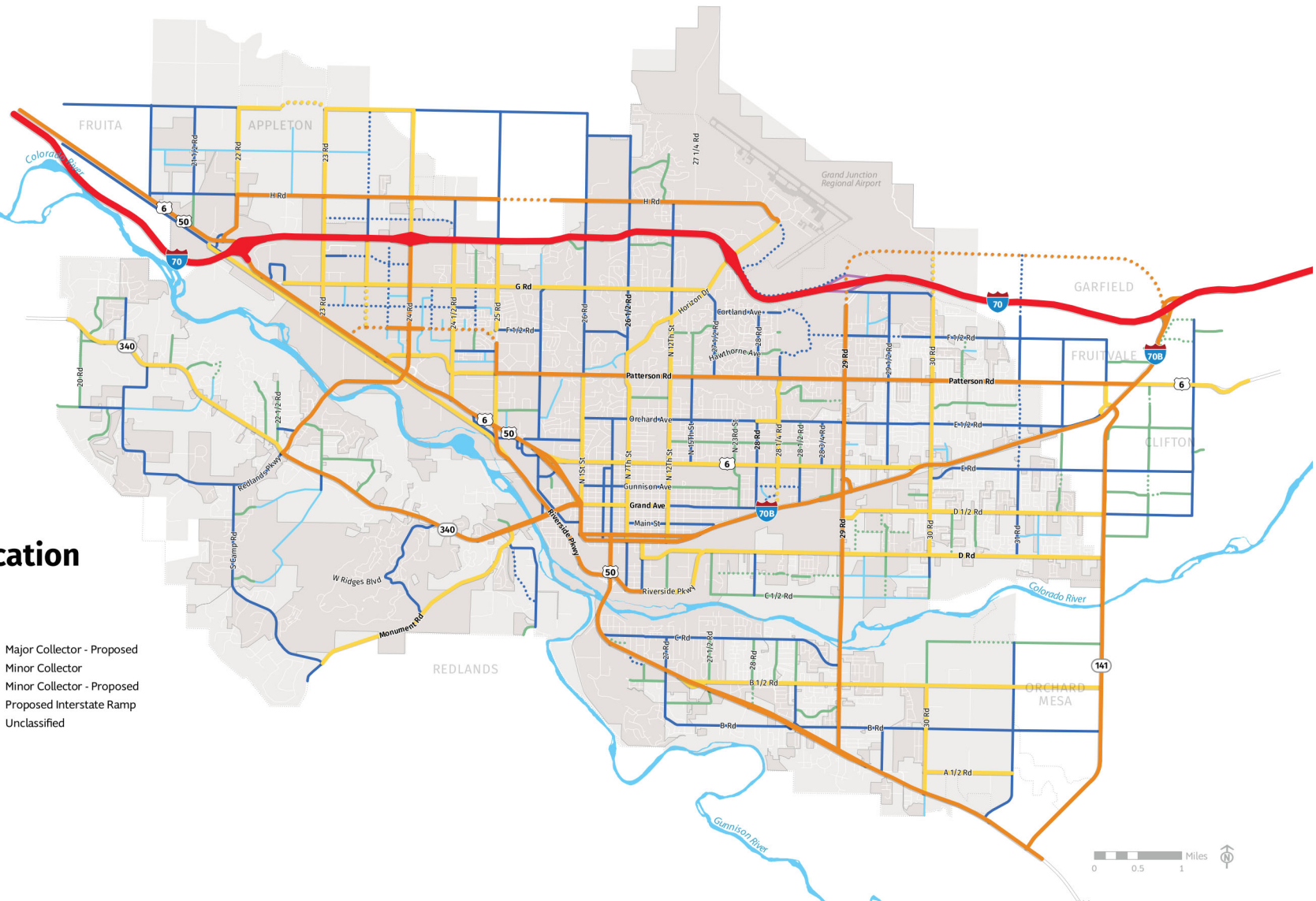
Grand Junction Circulation Plan  
(Adopted 2018)

## Classification Hierarchy

- Interstate
- Principal Arterial
- Minor Arterial
- Minor Arterial - Proposed
- Principal Arterial - Proposed
- Major Collector
- Major Collector - Proposed
- Minor Collector
- Minor Collector - Proposed
- Proposed Interstate Ramp
- Unclassified

## Context

- City Limits
- Persigo 201 Boundary
- Urban Development Boundary



# Community Facilities

## Government/Civic

- 5. Colorado Department of Transportation Facility
- 18. US Post Office
- 27. Mesa County Central Services
- 28. US Post Office
- 29. Grand Junction Chamber of Commerce
- 30. Central Library
- 31. Grand Junction City Hall and Mesa County Court House
- 32. State of Colorado Building
- 35. Colorado Department of Transportation Facility
- 50. Orchard Mesa Library
- 53. US National Forest Work Center
- 55. Grand Mesa Youth Services Center
- 56. Grand Junction Regional Center
- 57. Colorado National Guard
- 58. Veterans Affairs
- 59. Western Colorado Conservation Corps
- 64. US Fish and Wildlife Department
- 66. Bureau of Land Management
- 67. Colorado Building of Investigations
- 68. US Social Security Administration
- 70. Mesa County Workforce Center and Department of Human Services
- 79. US Post Office

## Police and Fire

- 7. Grand Junction Fire Station 5
- 20. Grand Junction Fire Station 3
- 26. Mesa County Sheriff's Office and District Court
- 33. Grand Junction Police and Fire Department
- 34. Mesa County Criminal Justice Department and Sheriff's Office
- 36. Youth Corrections Division
- 51. Grand Junction Fire Station 4
- 62. Grand Junction Fire Station 2
- 80. Clifton Fire Protection

## Hospital/Medical

- 6. Canyon View Urgent Care and Community Hospital
- 22. St. Mary's Hospital
- 43. Grand Junction VA Medical Center
- 60. Mind Springs Health and West Springs Hospital

## Utility

- 1. Grand Valley Power
- 2. Ute Water Conservancy
- 3. Persigo Waste Water Treatment Plant
- 17. Xcel Energy
- 24. Grand Junction Public Works
- 49. Grand Junction Water Treatment Facility
- 77. Clifton Sewer Treatment Facility

## School

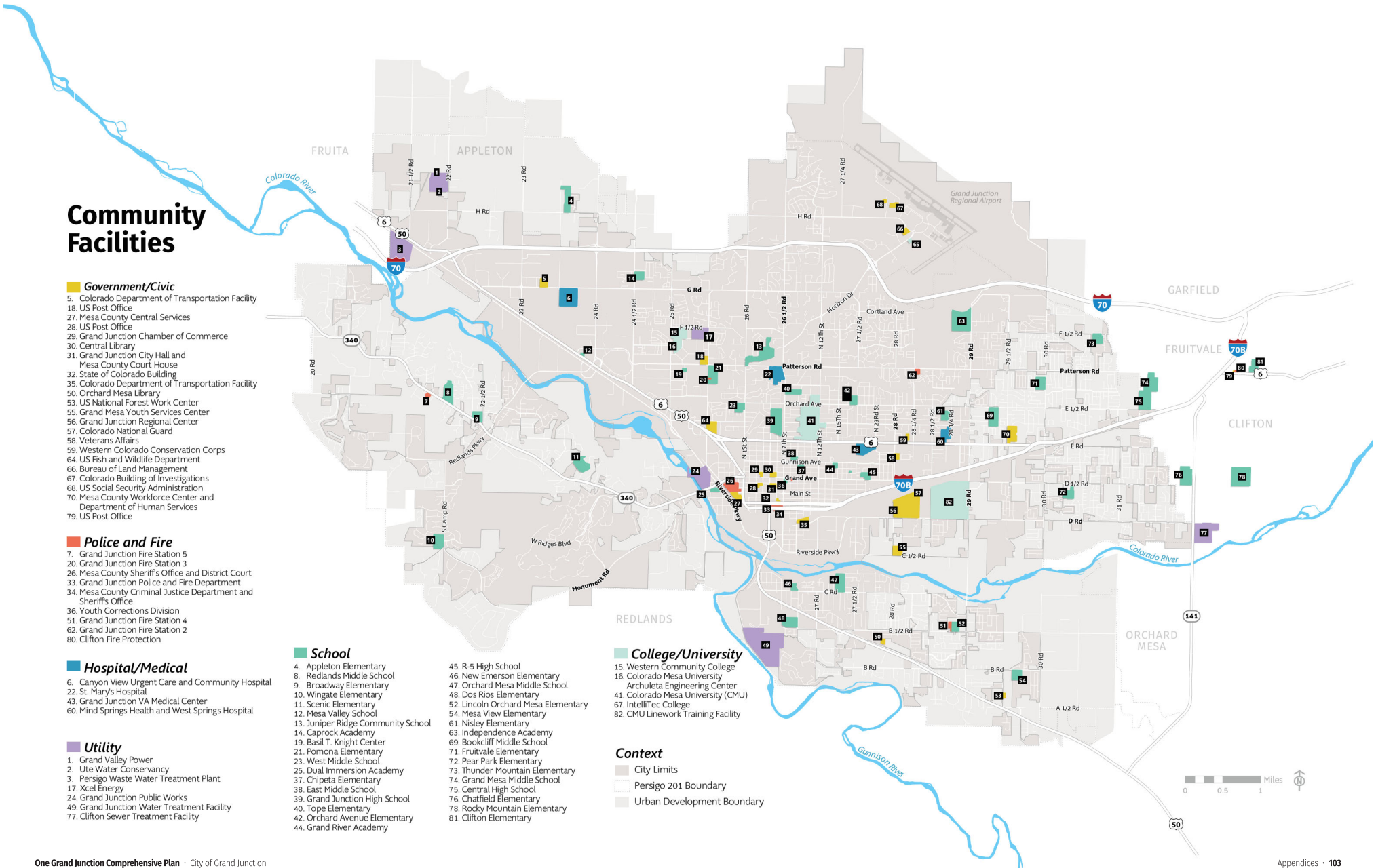
- 4. Appleton Elementary
- 8. Redlands Middle School
- 9. Broadway Elementary
- 10. Wingate Elementary
- 11. Scenic Elementary
- 12. Mesa Valley School
- 13. Juniper Ridge Community School
- 14. Caprock Academy
- 19. Basil T. Knight Center
- 21. Pomona Elementary
- 23. West Middle School
- 25. Dual Immersion Academy
- 37. Chipeta Elementary
- 38. East Middle School
- 39. Grand Junction High School
- 40. Tope Elementary
- 42. Orchard Avenue Elementary
- 44. Grand River Academy
- 45. R-5 High School
- 46. New Emerson Elementary
- 47. Orchard Mesa Middle School
- 48. Dos Rios Elementary
- 52. Lincoln Orchard Mesa Elementary
- 54. Mesa View Elementary
- 61. Nisley Elementary
- 63. Independence Academy
- 69. Bookcliff Middle School
- 71. Fruitvale Elementary
- 72. Pear Park Elementary
- 73. Thunder Mountain Elementary
- 74. Grand Mesa Middle School
- 75. Central High School
- 76. Chatfield Elementary
- 81. Clifton Elementary

## College/University

- 15. Western Community College
- 16. Colorado Mesa University Archuleta Engineering Center
- 41. Colorado Mesa University (CMU)
- 67. IntelliTec College
- 82. CMU Linework Training Facility

## Context

- City Limits
- Persigo 201 Boundary
- Urban Development Boundary



# Park Service Area

## 10-Minute Drive to Regional Park Analysis

### Parks / Open Space Type

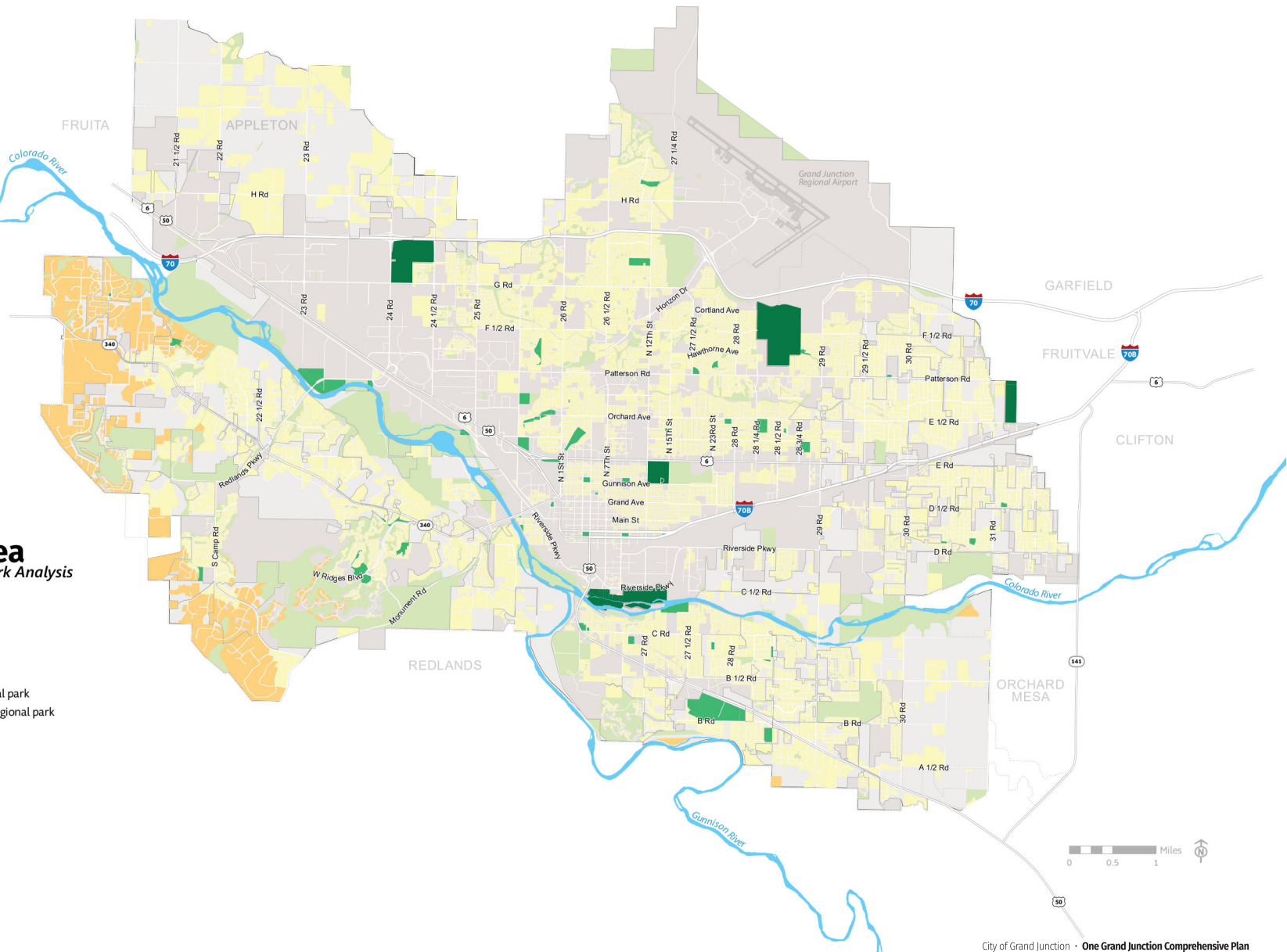
- Park
- Regional Park
- Open Space or Golf Course

### Existing Residential Uses

- Within 10-minute drive time to a regional park
- Outside the 10-minute drive time to a regional park

### Context

- City Limits
- Persigo 201 Boundary
- Urban Development Boundary



# Park Service Area

## 10-Minute Walk to Park Analysis

### Parks / Open Space Type

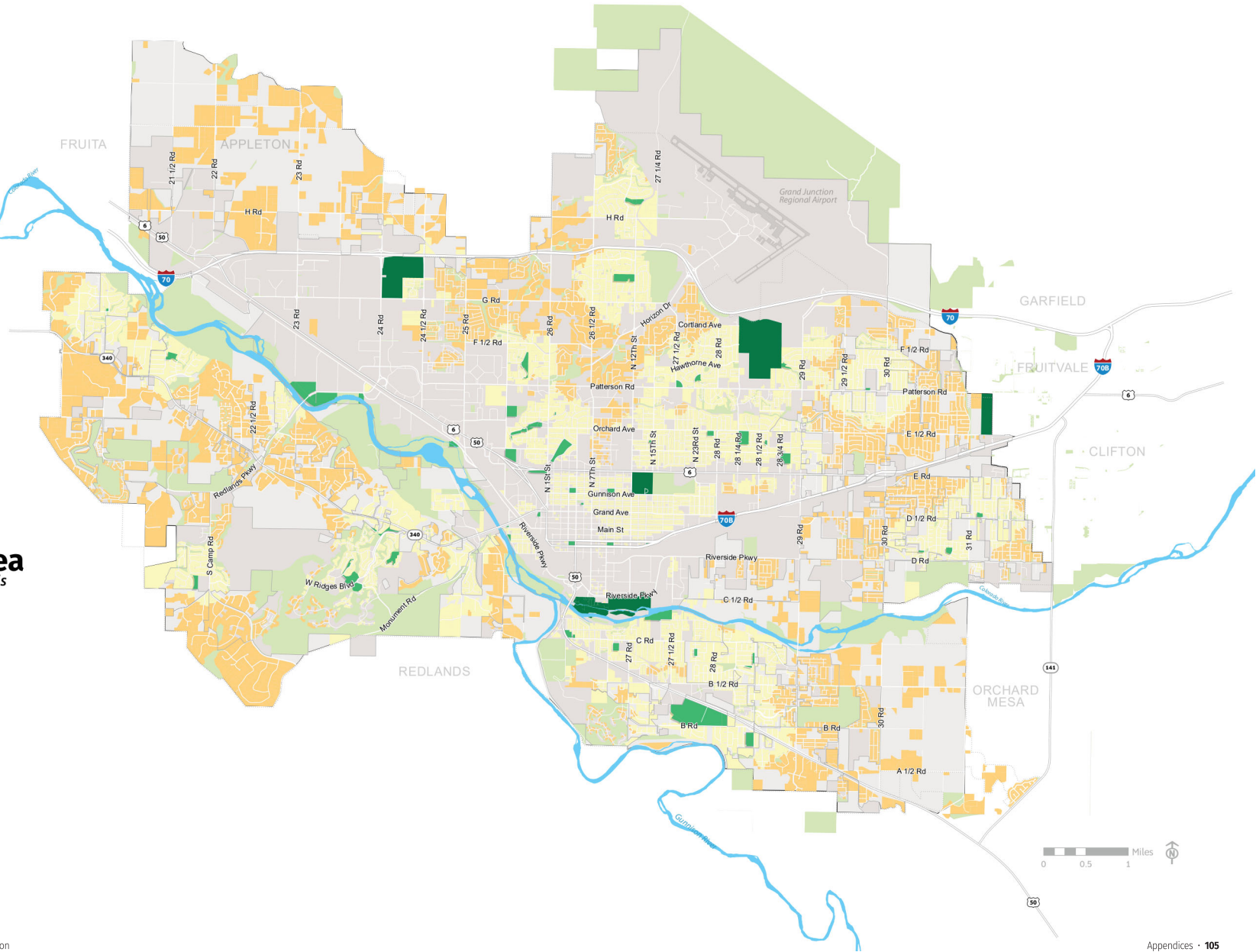
- Park
- Regional Park
- Open Space or Golf Course

### Existing Residential Uses

- Within 10-minute walk to a park
- Outside 10-minute walk to a park

### Context

- City Limits
- Persigo 201 Boundary
- Urban Development Boundary



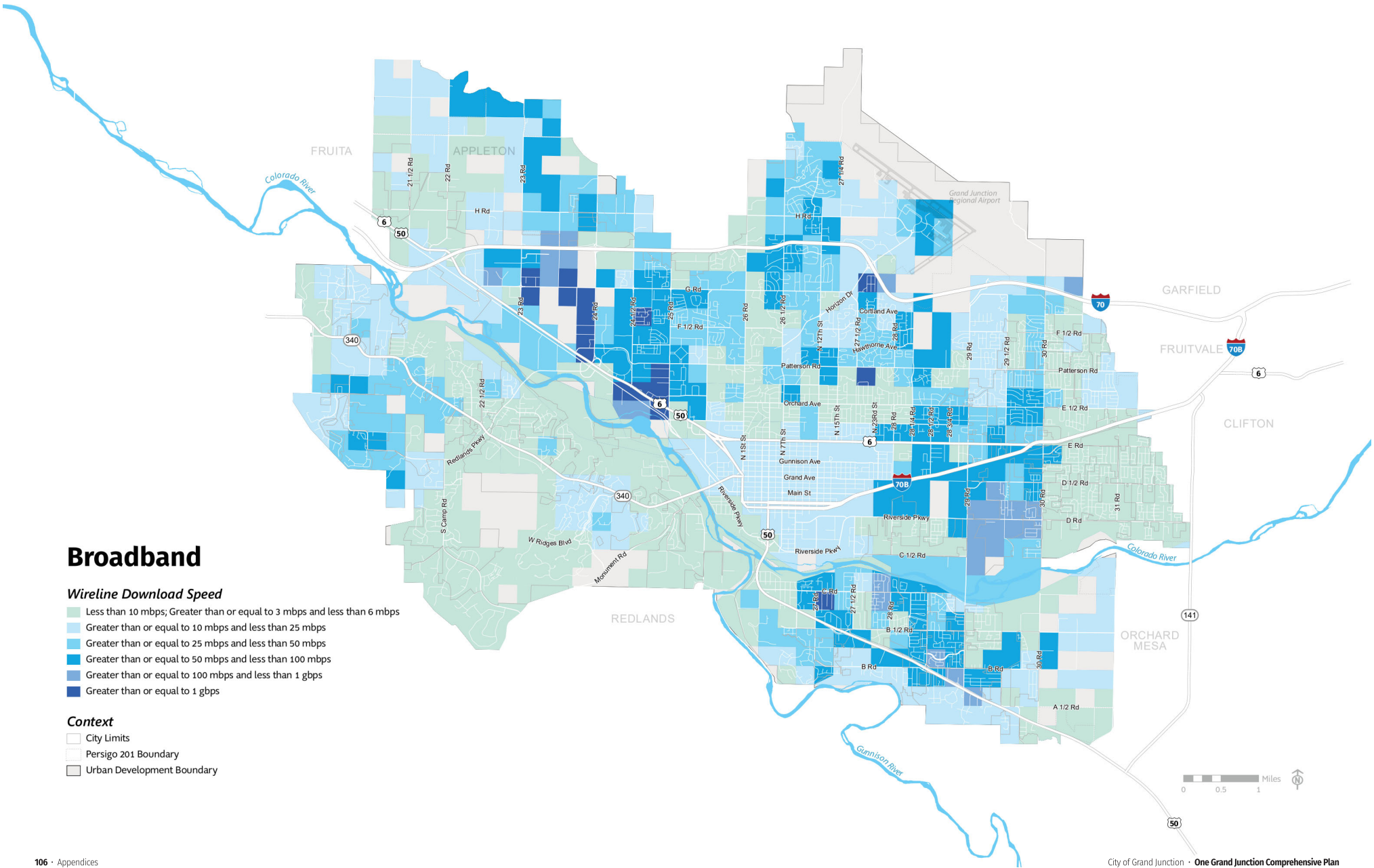
# Broadband

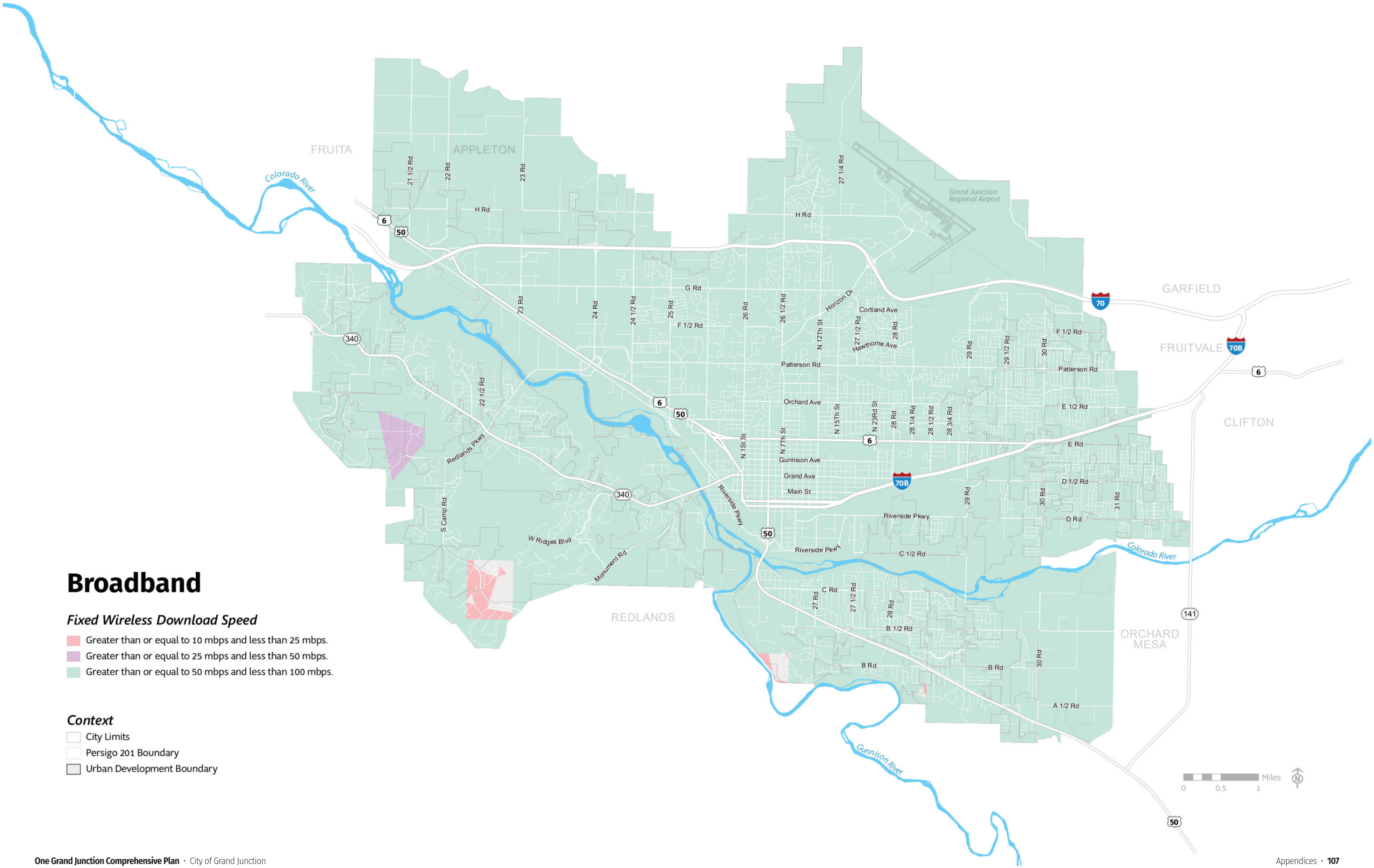
## Wireline Download Speed

- Less than 10 mbps; Greater than or equal to 3 mbps and less than 6 mbps
- Greater than or equal to 10 mbps and less than 25 mbps
- Greater than or equal to 25 mbps and less than 50 mbps
- Greater than or equal to 50 mbps and less than 100 mbps
- Greater than or equal to 100 mbps and less than 1 gbps
- Greater than or equal to 1 gbps

## Context


- City Limits
- Persigo 201 Boundary
- Urban Development Boundary





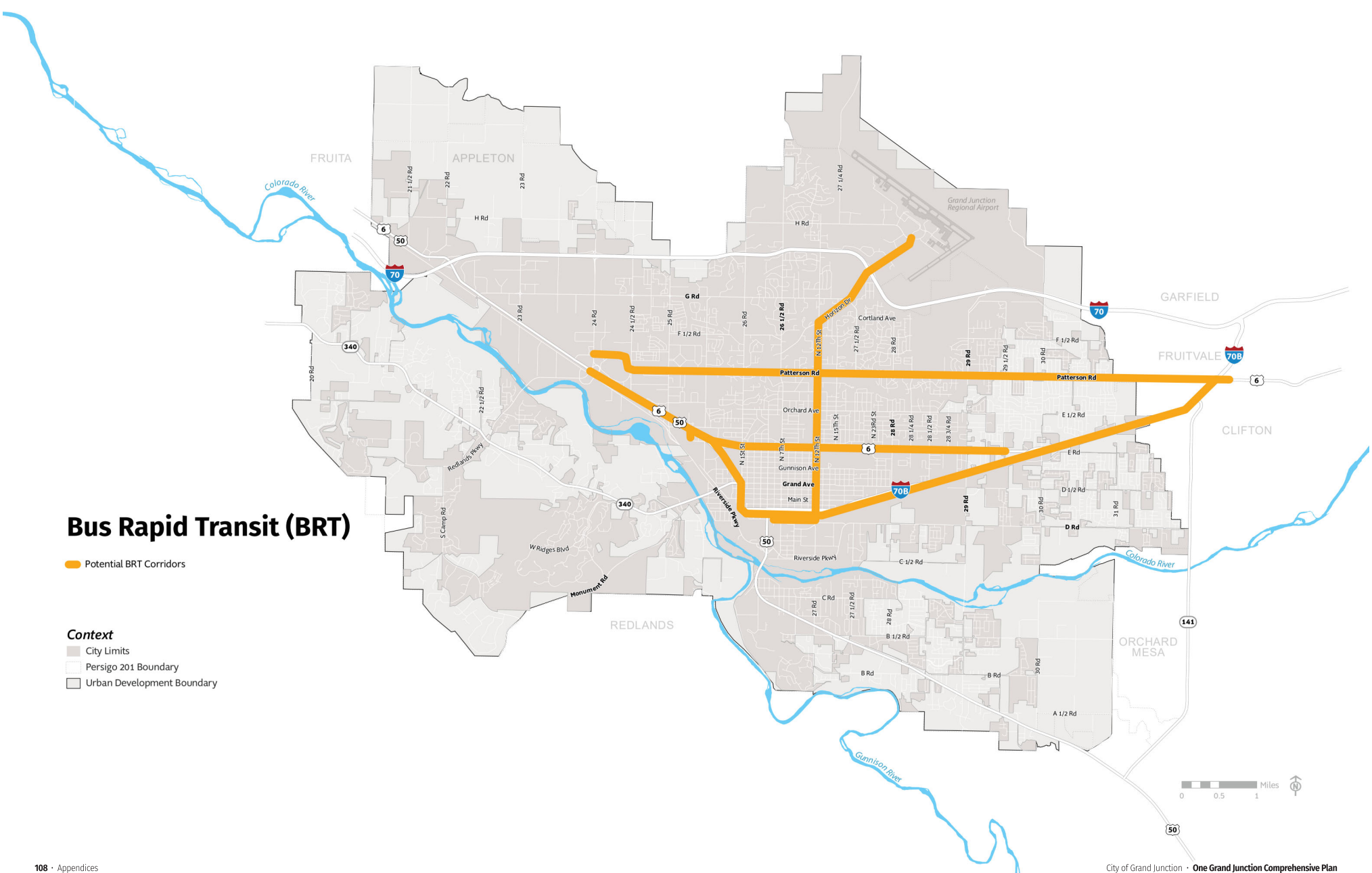


# Bus Rapid Transit (BRT)

 Potential BRT Corridors

## Context


-  City Limits
-  Persigo 201 Boundary
-  Urban Development Boundary



# Rail Lines and Spurs

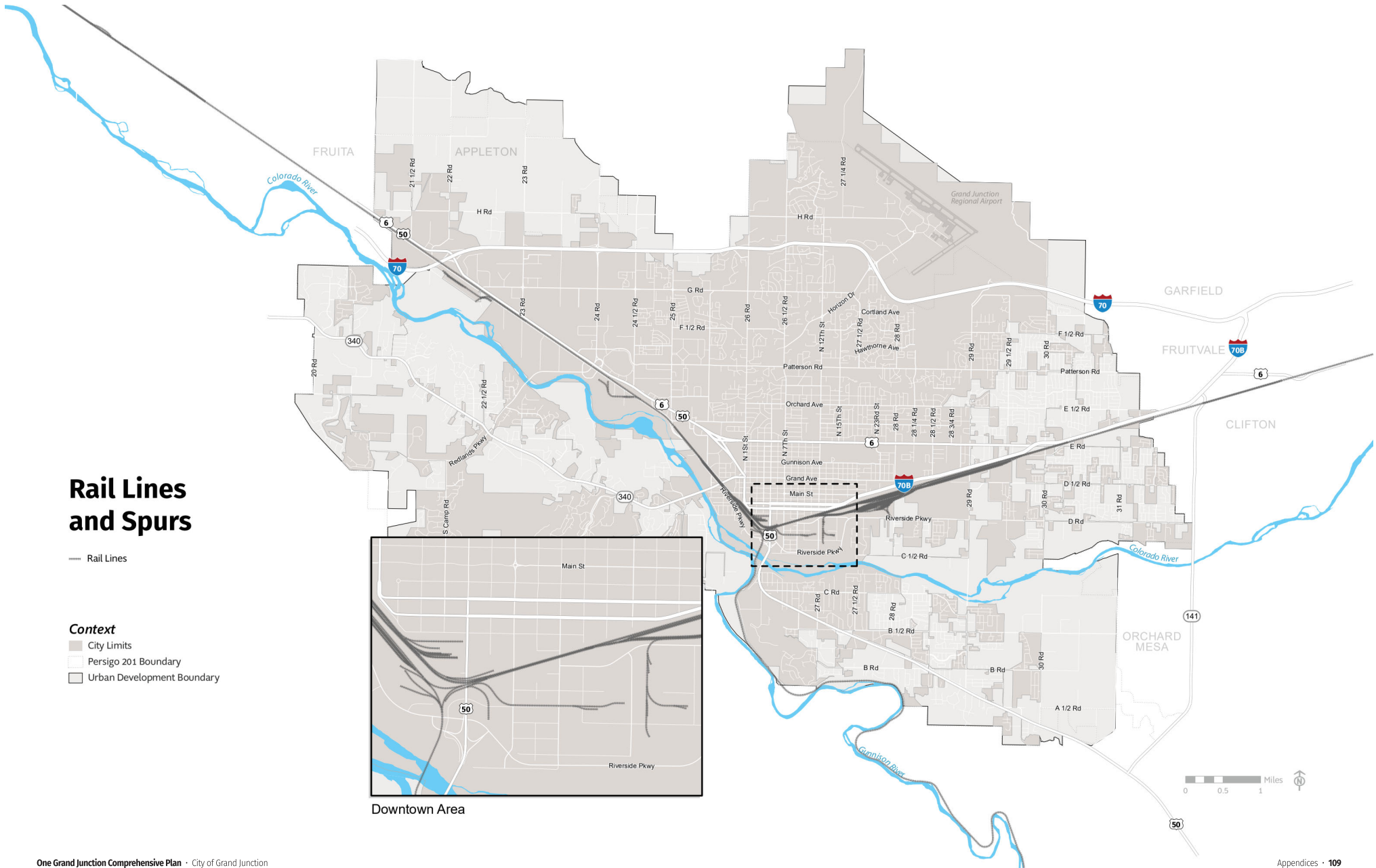
— Rail Lines

## Context

-  City Limits
-  Persigo 201 Boundary
-  Urban Development Boundary



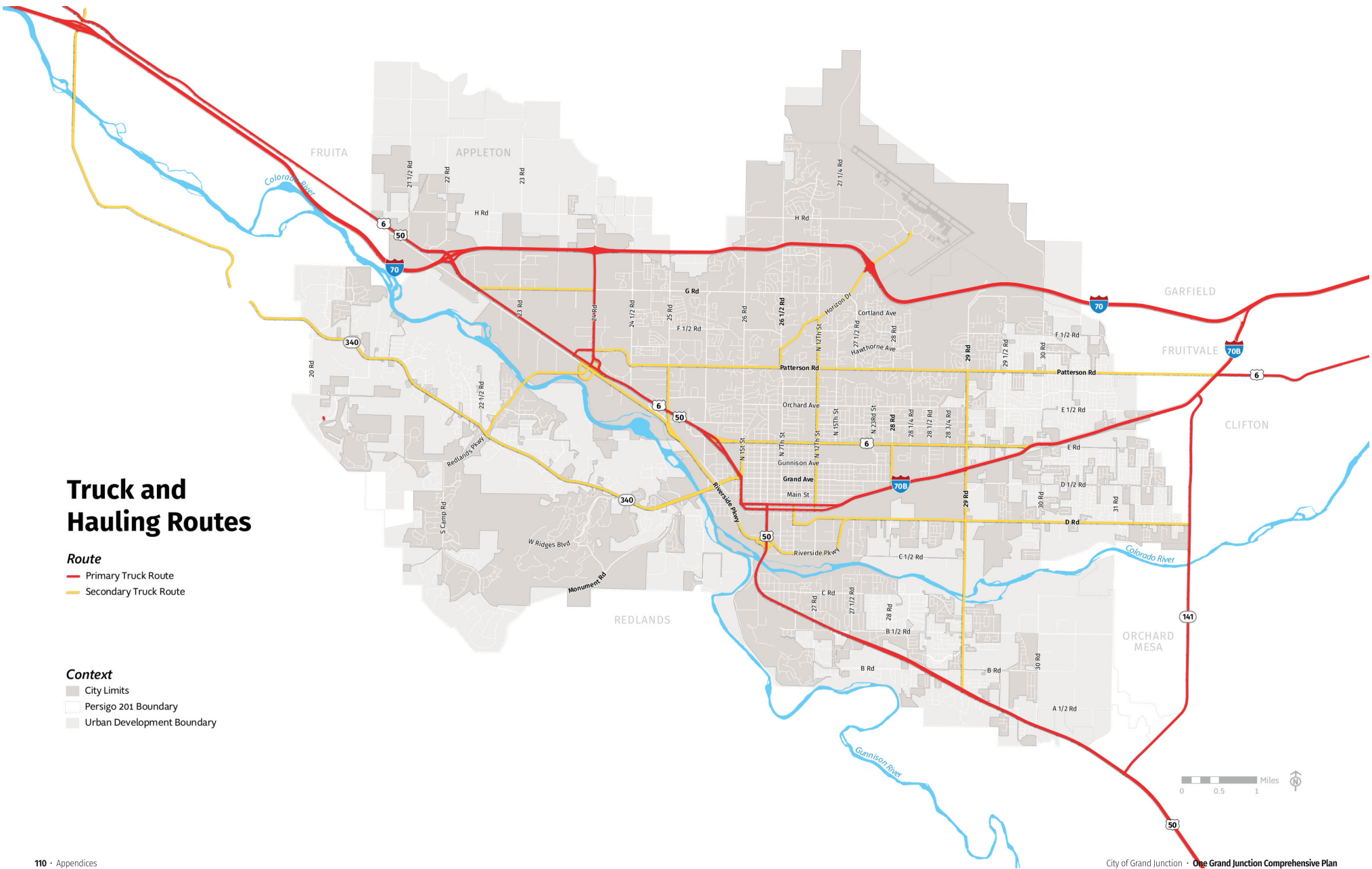
Downtown Area



# Truck and Hauling Routes

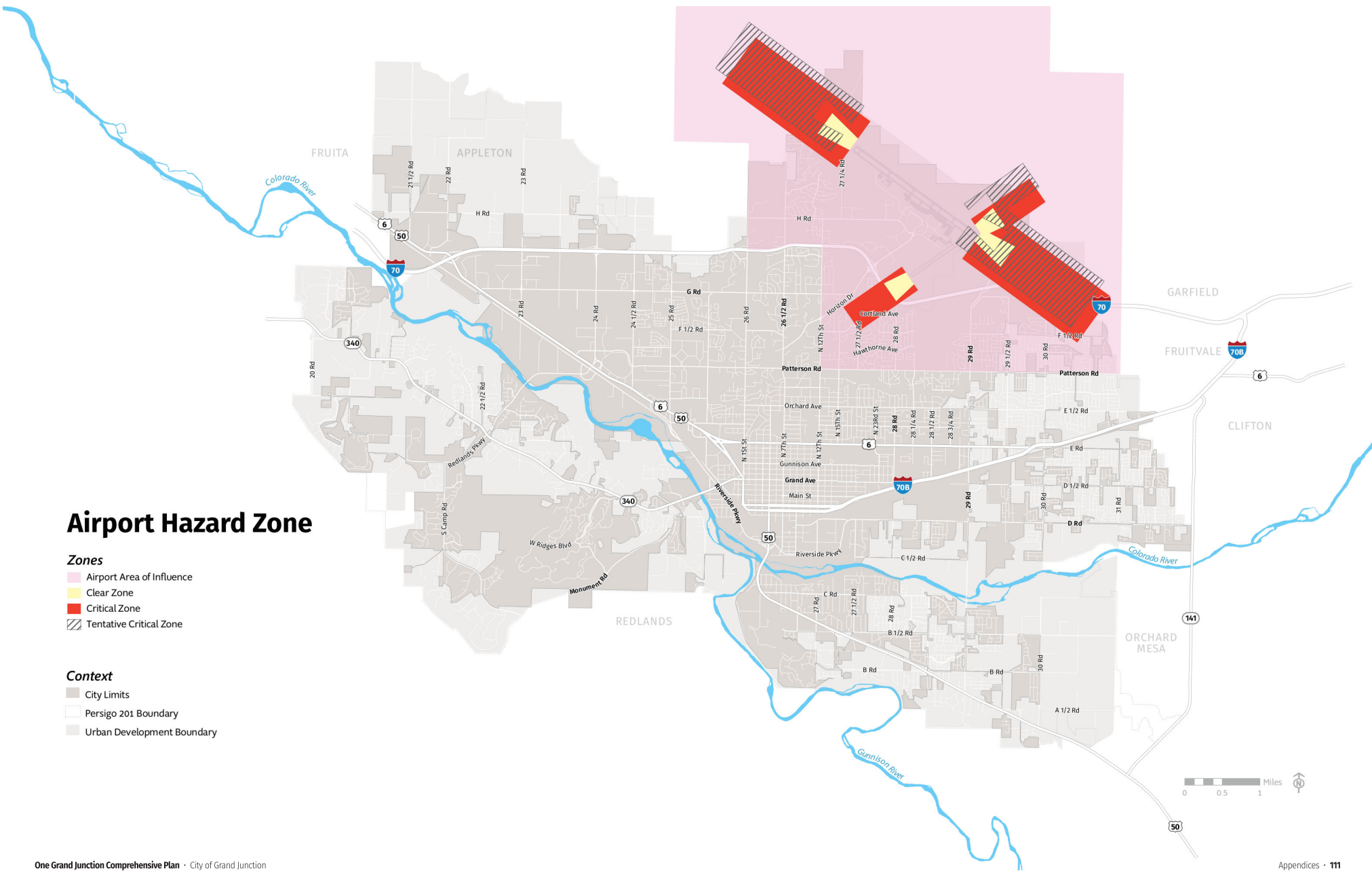
- Route**
- Primary Truck Route
  - Secondary Truck Route

- Context**
- City Limits
  - Persigo 201 Boundary
  - Urban Development Boundary



# Airport Hazard Zone

- Zones**
- Airport Area of Influence
  - Clear Zone
  - Critical Zone
  - Tentative Critical Zone
- Context**
- City Limits
  - Persigo 201 Boundary
  - Urban Development Boundary



# GJFD Drive Time Analysis (2020)

## GJFD Method/Description

Stations 1-5 are existing locations. The purpose of the map is to show area covered within four and eight minute response times.

## GIS Methodology

The drive time polygons were created using ESRI's Network Analysis Extension in ArcGIS Pro. Stations 1-5 were used to create a theoretical area that can be reached within four and eight minutes along the road network. The analysis takes into account speed limits, one way streets, allows for u-turns, but does not account for stop signs or traffic lights as it is assumed the responding apparatus does not stop.




## Community Impact Stats

The number of structures was calculated by first selecting address points within the area of interest, then selecting parcels that contained those selected address points. Those parcels were then selected as either residential or commercial based on the property type field (PROPTYPE). Finally, the number of structures was obtained by summing the number of buildings field (TOTNOBLDGS). These numbers should be treated as estimates, and are only as good as the underlying parcel data which is maintained by Mesa County. The full procedure can be found here: [G:\GIS\DEPARTMENT\FIRE\\_DEPT\DRIVE\\_TIME\\_corrected streets\2019\GIS\\_Procedure.txt](G:\GIS\DEPARTMENT\FIRE_DEPT\DRIVE_TIME_corrected streets\2019\GIS_Procedure.txt)




Residential Structures Covered  
 4 Minutes: 27,669  
 8 Minutes: 43,457

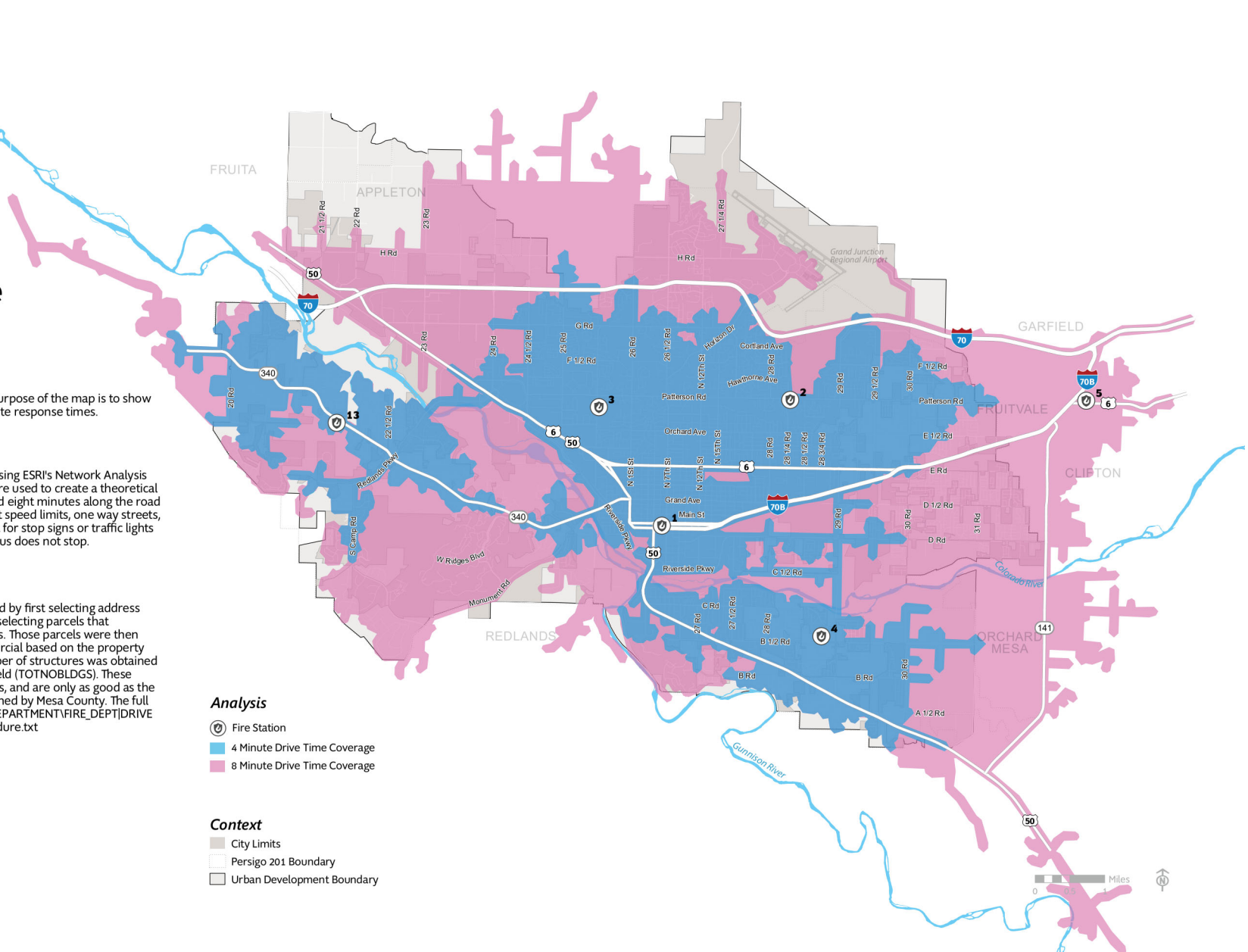
Commercial Structures Covered  
 4 Minutes: 3,065  
 8 Minutes: 4,115

## Analysis

-  Fire Station
-  4 Minute Drive Time Coverage
-  8 Minute Drive Time Coverage

## Context

-  City Limits
-  Persigo 201 Boundary
-  Urban Development Boundary



# GJFD Drive Time Analysis (Future)

## GJFD Method/Description

Stations 1-5 are existing locations, and states 6-8 are proposed locations. The purpose of the map is to show area covered within four and eight minute response times.

## GIS Methodology

The drive time polygons were created using ESRI's Network Analysis Extension in ArcGIS Pro. Stations 1-8 were used to create a theoretical area that can be reached within four and eight minutes along the road network. The analysis takes into account speed limits, one way streets, allows for u-turns, but does not account for stop signs or traffic lights as it is assumed the responding apparatus does not stop.




## Community Impact Stats

The number of structures was calculated by first selecting address points within the area of interest, then selecting parcels that contained those selected address points. Those parcels were then selected as either residential or commercial based on the property type field (PROPTYPE). Finally, the number of structures was obtained by summing the number of buildings field (TOTNOBLDGS). These numbers should be treated as estimates, and are only as good as the underlying parcel data which is maintained by Mesa County. The full procedure can be found here: G:\GIS\DEPARTMENT\FIRE\_DEPT\DRIVE\_TIME\_corrected streets\2019\GIS\_Procedure.txt

Residential Structures Covered  
 4 Minutes: 36,806  
 8 Minutes: 45,845

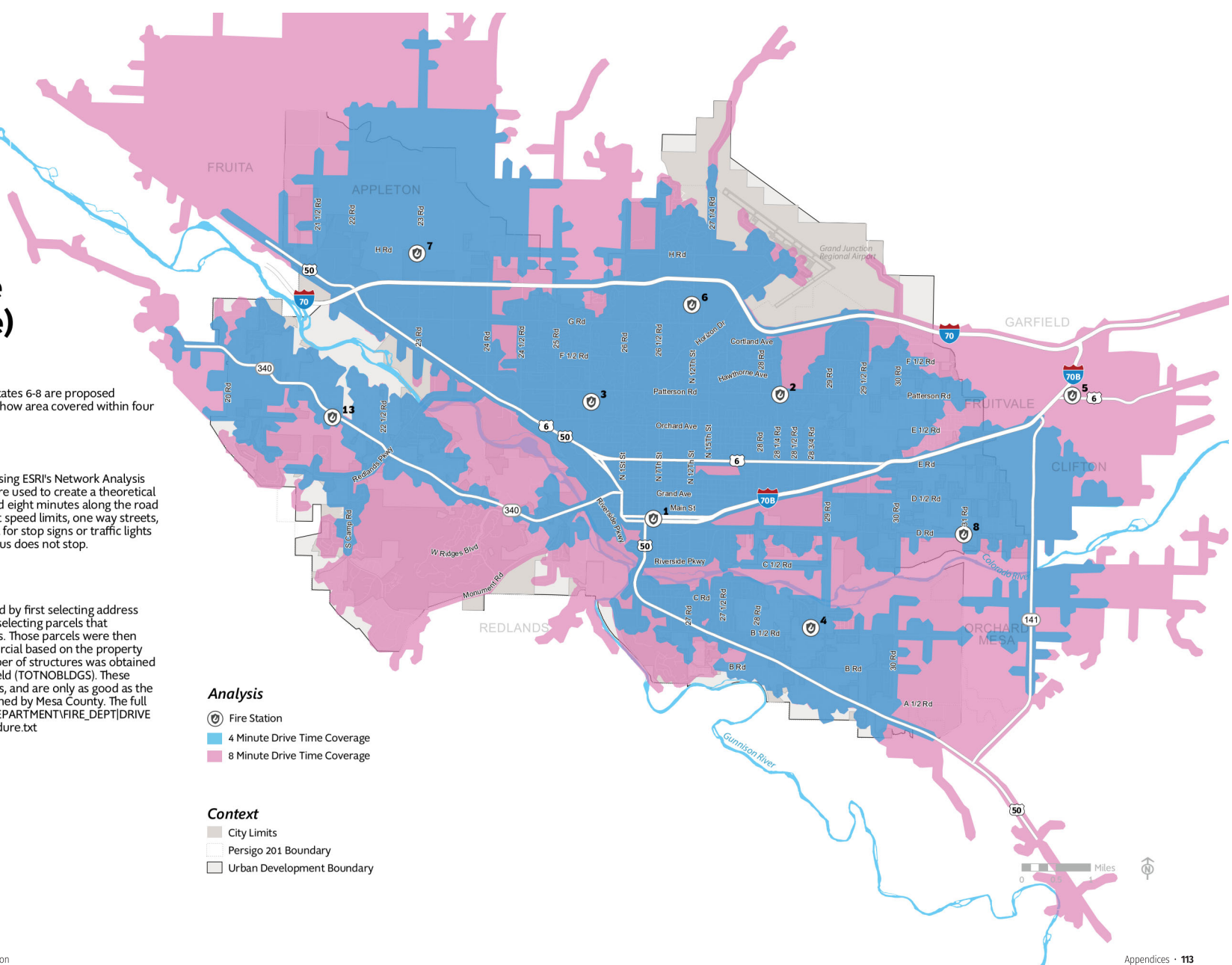
Commercial Structures Covered  
 4 Minutes: 3,817  
 8 Minutes: 4,216

## Analysis

-  Fire Station
-  4 Minute Drive Time Coverage
-  8 Minute Drive Time Coverage

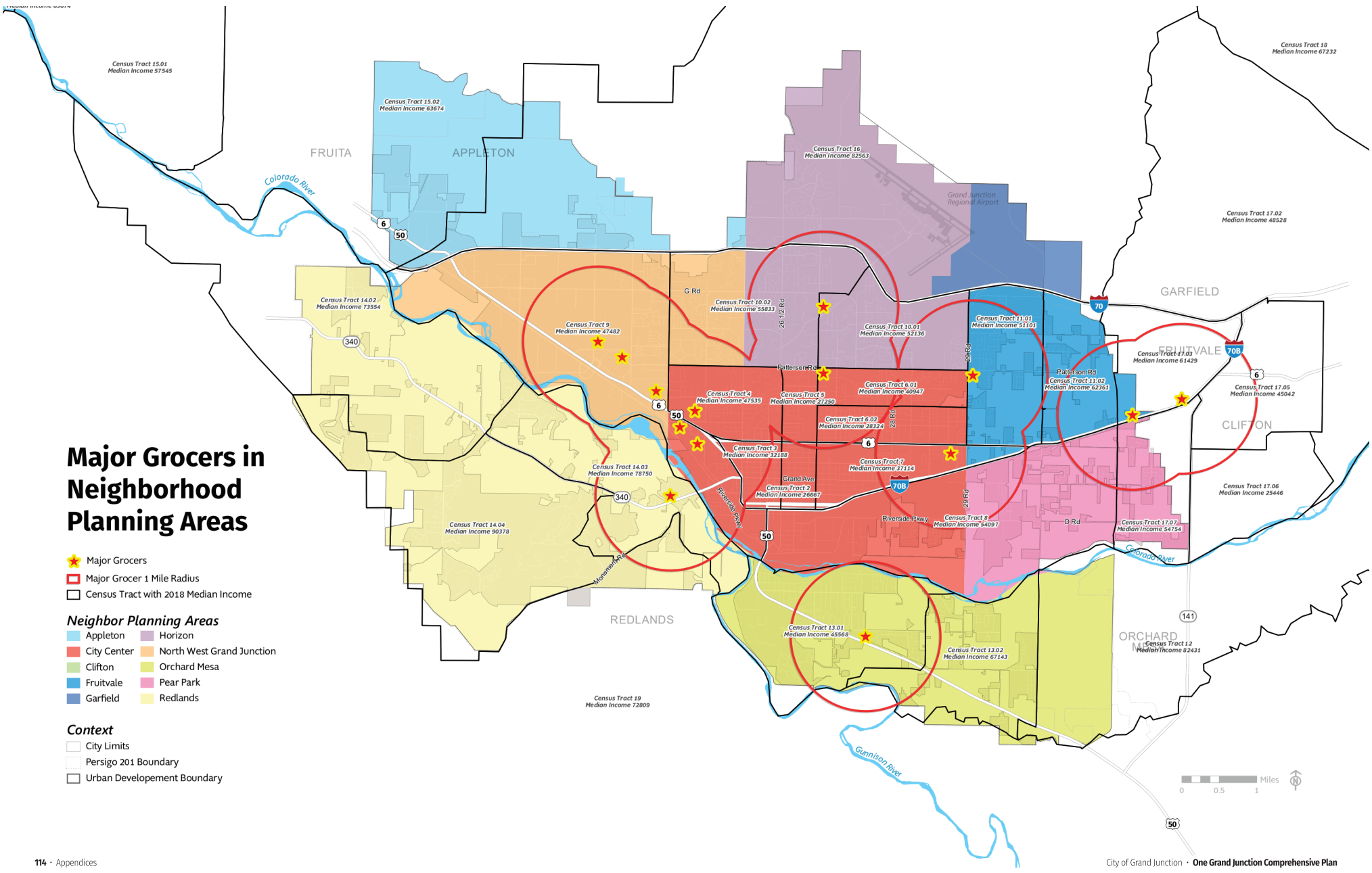
## Context

-  City Limits
-  Persigo 201 Boundary
-  Urban Development Boundary



# Major Grocers in Neighborhood Planning Areas




- ★ Major Grocers
  - Major Grocer 1 Mile Radius
  - Census Tract with 2018 Median Income
- Neighbor Planning Areas**
- |  |             |  |                           |
|--|-------------|--|---------------------------|
|  | Appleton    |  | Horizon                   |
|  | City Center |  | North West Grand Junction |
|  | Clifton     |  | Orchard Mesa              |
|  | Fruitvale   |  | Pear Park                 |
|  | Garfield    |  | Redlands                  |
- Context**
- City Limits
  - Persigo 201 Boundary
  - Urban Development Boundary

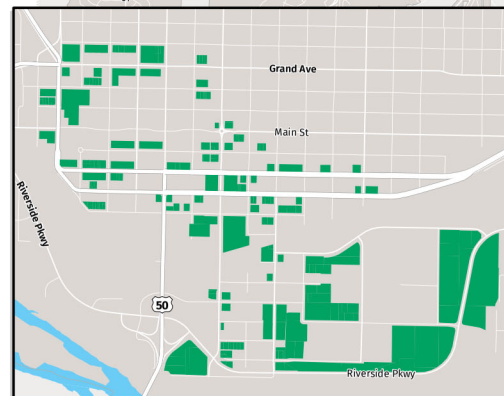


# Downtown Specific Vacant/Underutilized

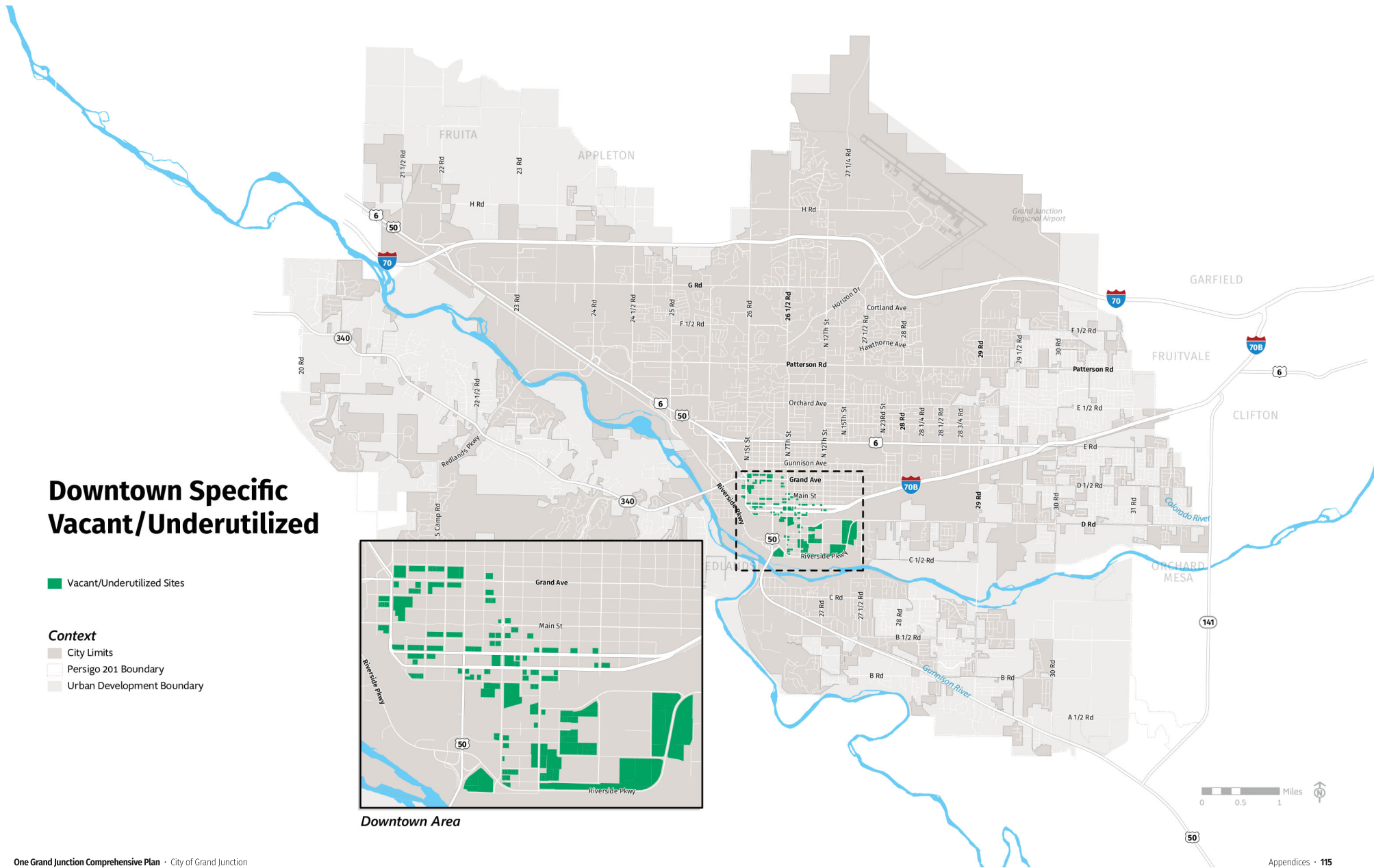
 Vacant/Underutilized Sites

## Context

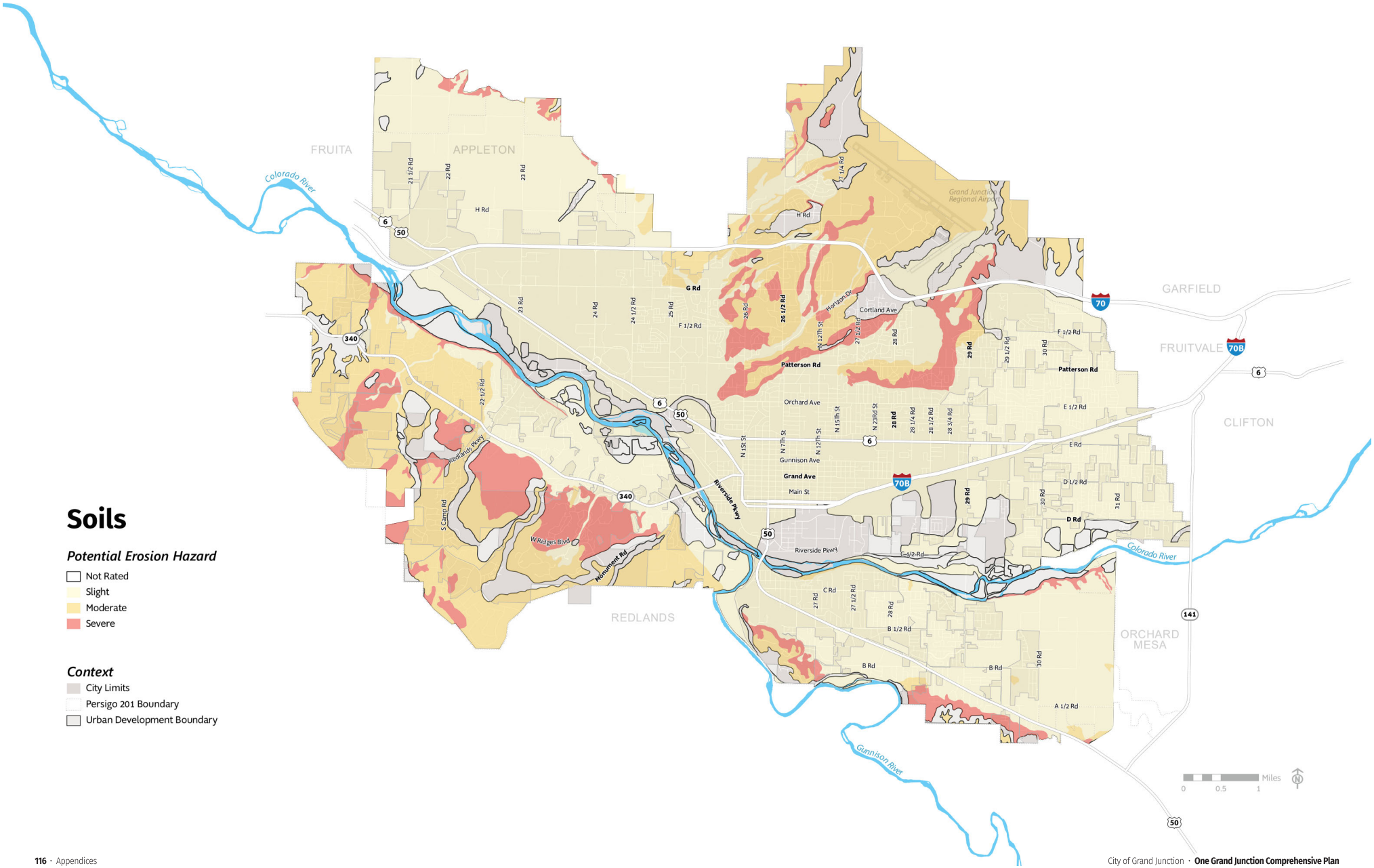
-  City Limits
-  Persigo 201 Boundary
-  Urban Development Boundary

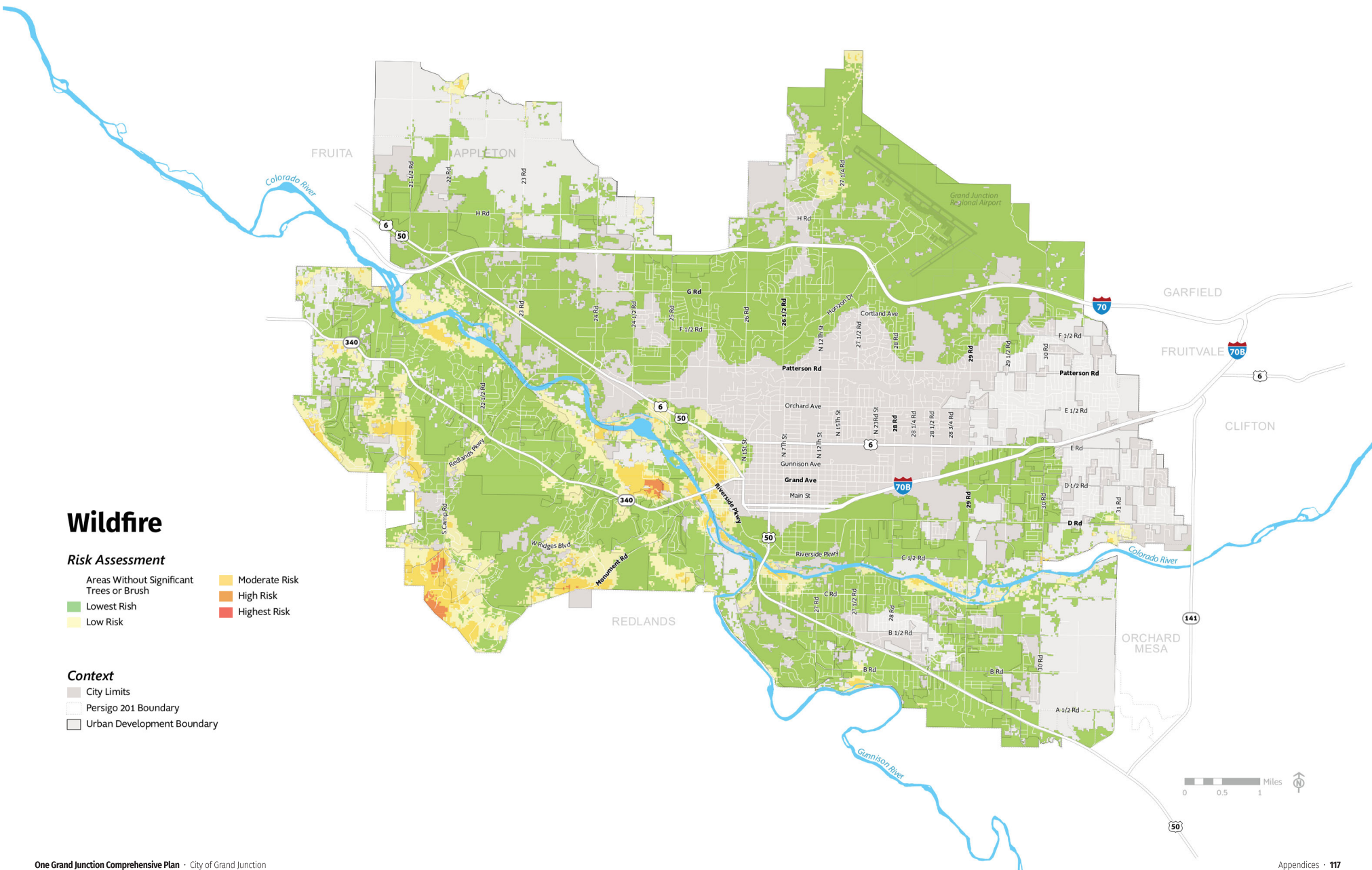


**Downtown Area**









# Wildfire

## Risk Assessment

- Areas Without Significant Trees or Brush
- Lowest Risk
- Low Risk
- Moderate Risk
- High Risk
- Highest Risk

## Context

- City Limits
- Persigo 201 Boundary
- Urban Development Boundary



## Appendix C: Summary of Process and Public Outreach

### Community Outreach

The One Grand Junction Comprehensive Plan is founded on an inclusive and engaging community outreach process designed to gather input from a wide range of community stakeholders. This included residents, business owners and operators, developers and property owners, City officials and staff, and service providers. Collecting input and facilitating discussion, outreach has helped to identify the issues, opportunities, potential projects, key strengths and assets, and overall public vision as the community moves forward. The feedback received has helped to guide recommendations of One Grand Junction, ensuring that the Plan is responsive to the community it serves.

The following summary provides an overview of outreach completed. During the planning process, outreach workshop summaries for public workshops were posted to the One Grand Junction website to provide more in-depth coverage detailing public feedback.

### Public Engagement Approach

The City hosted a total of 30 focus groups and meetings, including an Advisory Committee Workshop, a Community Workshop, a Business Workshop, and a Visioning Workshop. Additionally, the steps of the comprehensive planning process were presented at two joint City Council/Planning Commission meetings. This outreach ensured the Plan is built on a variety of stakeholder input and feedback, both in-person and on-demand via online participation. In-person focus groups and workshops, online participation, and immersive outreach created a range of ways for participants to engage in the planning process.

### Total Engagement Responses

Across all outreach formats, including in-person, online, and immersive outreach, there have been a total of 2,140 engagement responses, each representing an instance of public participation within the planning process for One Grand Junction. The term “engagement response” is used to acknowledge that an individual participant may engage with the planning process more than once. For example, a business owner may have attended the business workshop as well as the community workshop and may have additionally taken an online questionnaire.

### In-Person Outreach

A total of 827 instances of in-person outreach occurred throughout the process.

### Focus Groups and Key Stakeholder Outreach

In total, 30 focus group sessions, key stakeholder interviews, and small group meeting discussions were facilitated as part of the outreach process. They included engagement with the following groups and stakeholders:

- Advisory Committee
- Business Community
- Citizen Stakeholders
- City Council/Planning Commission Joint Workshop
- City Department Directors
- Colorado Mesa University Administration
- Colorado Mesa University Alumni
- Community Impact Council for Mesa County Health
- Community Services and Housing
- Development Interests Group
- Horizon Drive District
- Kaart
- Latino Chamber of Commerce
- Local Government Agencies
- Mesa County Public Health Professionals
- Mesa County Public Health Visioning Group
- One Riverfront
- Planning Commission
- Recreation Center Community Advocates
- Sanitation Providers
- Transportation Group
- Water Providers

Focus groups and stakeholder outreach meetings were organized around groups with shared expertise or interest in a specific field, such as business, housing, or infrastructure. The main goal of the focus group and interview formats was to learn nuanced information on a topic in finer detail from specific perspectives. The discussion structure of a focus group allows for insight that may not be gleaned in a larger workshop setting.

### Advisory Committee Workshops and Meetings

A sixteen-member Advisory Committee of Grand Junction stakeholders was assembled by the City Council to provide guidance and act as a sounding board for the planning process. The first Advisory Committee meeting followed a workshop format and was held in February 2019. The goal of the first meeting was to familiarize the committee with the planning process and to obtain input on issues and opportunities facing the city. Additional in-person Advisory Committee meetings were held in person and via conference call and screen share throughout the process. Utilizing a discussion-oriented focus group format, these meetings provided the committee with progress updates, the opportunity to ask questions, and insight into the next steps in the process.

### Community Workshop

The City hosted a Community Workshop at Two Rivers Convention Center on April 9, 2019. The workshop was well-attended with 128 individuals participating. This was an opportunity for residents and community stakeholders to offer their input and feedback regarding issues and opportunities within the community. The agenda included a review of the planning process to be undertaken as well as a group exercise designed to gather input regarding issues, opportunities, potential projects, strengths, and assets of the city.

### Business Workshop

On April 10, 2019, the City hosted a Business Workshop at the Grand Junction Chamber of Commerce. Nineteen participants, including members of Grand Junction’s business community, attended this meeting to share their input. The meeting included a business-oriented exercise to gather feedback regarding pressing issues and concerns facing the city, specific projects they would like to see undertaken, and the primary strengths and assets of the community.

### Visioning Workshop

The City hosted a Visioning Workshop on July 16, 2019, at the Avalon Theatre. This workshop marked the beginning of the visioning phase of the project, establishing a city-wide vision for the future of Grand Junction. The Visioning Workshop was attended by approximately 170 residents. Participants were assigned to 16 breakout groups and instructed to prepare their vision for the community, including mapping desired improvements and development. Each group was provided a workbook packet that contained guidelines for discussion, along with a large map of the city and the surrounding area, including the Persigo 201 service boundary. The group was instructed to consider all ideas and issues important to them in terms of their long-term vision for the city.

### Subarea Plans Workshop

The Subarea Plans Workshop took place on Wednesday, October 30, 2019, at the Lincoln Park Barn. The purpose of the workshop was to gain feedback on two subareas, the 24 Road Corridor and Lower Downtown. The workshop was attended by 41 participants made up of community residents, stakeholders, and City staff. The workshop began with a visual preference survey (VPS) for attendees to participate in with their mobile devices. The VPS was intended to get participants thinking about design, character, and built form, and to consider how certain developments or design elements may or may not be desirable in the two subareas. Participants were then assigned to groups to work together to map issues and improvements for the 24 Road Corridor and Lower Downtown subareas.

### Values and Vision Workshop

The Values and Vision Workshop took place on Tuesday, November 19, 2019. At the session, attendees provided feedback on draft goal statements derived from community input. The workshop was conducted using a live polling platform that attendees could connect to via smartphone or tablet. This allowed participants to see results in real-time while learning how other residents felt about specific issues. A discussion was facilitated around the voting and ranking exercise.

### Spanish Language Workshop

On November 19, 2019, the project team conducted the Spanish Language Workshop at the Mesa County Central Library. The workshop was attended by 17 individuals. The workshop was an opportunity for Spanish-speaking residents and community stakeholders to offer their input and feedback regarding the City and the Plan.

### Draft Plan Workshops

Two virtual and one in-person open houses were held on November 10 and 12, 2020. These community meetings provided citizens the opportunity to hear what was included in the Draft Plan that was made available for public review on November 4, 2020. The public was able to ask questions, make comments, and receive answers in these live meetings from the project team and City staff.

### Online Outreach

The following forms of online outreach were linked and promoted on the City of Grand Junction website, through the City's social media outlets, and on flyers that were distributed widely at workshops, community events, and City Hall. Online outreach totaled 998 instances of participation throughout the planning process.

### Project Website

A project website was designed to support One Grand Junction. The website offered information and updates regarding the project, including meeting notices and documents, and provided information about participation opportunities. Additionally, the website hosted online outreach opportunities, including questionnaires and map.social, an online mapping tool described below.

### Online Questionnaires

Two online questionnaires were developed, one for Grand Junction residents and one for business owners or operators in the city. A total of 775 residential questionnaires and 84 business owner questionnaires were completed online. Online questionnaires supplemented in-person events by offering an opportunity for individuals to get involved at their own pace. The questionnaires were accessible 24 hours a day to capture input from those unable or unlikely to attend a workshop.

### map.social

map.social is an online outreach tool used for the Comprehensive Plan that allowed individuals to provide feedback and comments, tying these comments spatially to a point or area on a map. This provided a way for anyone to create a map of their community, identifying their issues, opportunities, weaknesses, and community assets. The Grand Junction map.social page was configured with community-specific legend items, allowing participants to identify elements such as future development sites, agricultural areas, and natural areas. A total of 44 participants used map.social to create features showing 340 issues, opportunities, and visioning comments throughout the City.

### Immersive Outreach

Immersive outreach is a way to bring planning to the community; it provides opportunities for outreach and engagement at local events or with community organizations. Immersive outreach facilitates engagement in places where people are already and can be used by City staff and the CPAC to broaden the scope of community outreach.

For the One Grand Junction Comprehensive Plan, Do-It-Yourself (DIY) workshop kits were developed to provide local groups with the opportunity to facilitate their own community workshops. A total of 24 participants used DIY kits to engage in the planning process. Postcards were created to be distributed at any event, gathering, or location within the community. The postcards posed the question, "If you could do one thing to make Grand Junction better, what would it be?" They were designed to inform a person about the Comprehensive Planning process and allow a person with limited time to provide input into the process. Participants returned 291 postcards.

### Complementary Outreach – Community Survey

In February 2019, RRC Associates completed a survey of the Grand Junction community designed to assist the City in updating its Comprehensive Plan. A total of 5,000 surveys were mailed to a random sample of Grand Junction residents, which resulted in a final sample size of 889 people for the statistically-valid survey. These participants provided input related to services and priorities in Grand Junction. The full report is available on the City of Grand Junction website.

**998** 

Total Points of Online Outreach

**44**

map.social Maps

**50**

Community Facility Questionnaires

**340**

map.social Points

**31**

Direct Emails

**84**

Business Questionnaires

**775**

Resident Questionnaires

**315** 

Total Points of Immersive Outreach

**3**

DIY Kits

**24**

DIY Kit Participants

**291**

Postcards



Instances of Public Participation

**517** 

Total Points Workshop Outreach

**19**

Business Workshop Participants

**128**

Community Workshop Participants

**41**

Subarea Charrette

**17**

Spanish Language Workshop

**15**

Advisory Committee Meetings

**170**

Visioning Workshop Participants

**124**

Visioning Part II Workshop Participants

**310** 

Total Points of Focus Group Outreach

**22**

Focus Groups

**30**

Focus Group Meetings

## Appendix D: Funding Sources

Some policies and strategies recommended in the Comprehensive Plan may require special financing or expertise. In these cases, the City should pursue external partnerships and funding sources. A list of potential funding and incentives is provided as follows. City staff should regularly monitor these sources to account for legislative or statutory changes that may influence the applicability or availability of funding, as well as proactively seek new, available funding sources. The following list provides a general overview of potential tools and resources rather than a detailed summary of requirements and applications.

### Economic Development

#### Local Improvement Districts (LIDs)

LIDs are authorized state statutes for the funding of improvements in county districts. Funds are secured by imposing a sales tax throughout the district, or by utilizing a combination of such assessments and tax. The Mesa County Whitewater Urban Service Public Improvement District is an example of one such district.

#### Dos Rios General Improvement District (GID)

The Dos Rios GID is a property tax district formed in 2019 for the purpose of funding improvements within the district, such as utilities, communications facilities, and roads. The City received a petition signed by the owners of 100 percent of the taxable real property in the district requesting its organization. Funding for improvements along the riverfront is a focus of the GID.

#### Business Improvement Districts (BID)

Grand Junction's BIDs are private sector initiatives authorized by state statute to manage and improve the environment of a municipal business district. Services are financed by a self-imposed and self-governed assessment. Services financed by a BID are intended to enhance, not replace, existing City services. The City's two BIDs include:

- The **Horizon Drive BID** was organized with the purpose of making Horizon Drive, the "Gateway to Grand Junction," the most attractive area in the city to do business. The district promotes business activity along the Horizon corridor by improving pedestrian facilities, enhancing the flow of traffic and transportation, promoting tourism, and stimulating economic development.
- The **Downtown Grand Junction BID** promotes businesses, arts and culture, and outdoor activity in the City's Downtown.

#### Colorado Main Street Loans

This loan program offers character-based financing options for small businesses unable to secure a conventional loan or start their business. Loans range between \$5,000 to \$50,000 and for a variety of business purposes for underserved communities. Funds are available for start-up expenses, working capital, purchasing equipment, leasehold improvements, buying a business or franchise or business debt refinancing. Funding for this loan program comes from a variety of sources, including Colorado Lending Source, banks, foundations, private entities, investors, and government agencies.

#### Planning Program and Local Technical Assistance Program

The Local Technical Assistance program strengthens the capacity of local or state organizations, institutions of higher education, and other eligible recipients to create regional economic development plans to improve economic prosperity and resiliency of an area, such as through feasibility studies and impact analyses. The Program is administered by the Department of Commerce Economic Development Administration and offers up to \$300,000 with a cost-share/match requirement.

#### Colorado Historical Foundation (CHF) Revolving Loan Fund: Preservation Loans

The Colorado Historical Foundation established the CHF Revolving Loan Fund to provide financing for preservation projects and the acquisition of historically designated properties. CHF Revolving Loan Fund loans are for rehabilitation, restoration, or adaptive reuse. Projects must adhere to the Secretary of the Interior's Standards for the Treatment of Historic Buildings. The funds can also be applied to the purchase of a national or local historically designated property in Colorado.

#### New Markets Tax Credit (NMTC)

Administered by the Department of the Treasury, the NMTC increases the flow of capital to businesses and low-income areas by providing a modest tax incentive to private investors, businesses and communities across the country. The Colorado Housing and Finance Authority (CHFA), through the Colorado Growth and Revitalization (CGR) fund administers NMTCs in the State of Colorado.

#### Tax Incremental Financing/Urban Renewal Areas

Urban Renewal Areas (URA) provide the opportunity to fund eligible improvements within a specific geographic area as property tax revenue increases. The increase in tax revenue, or increment, over the base year of establishing tax increment financing (TIF) can be leveraged for infrastructure improvements, property acquisition, improvements to existing development, and related allocations. Grand Junction's current Downtown Development Authority is not a URA, which requires it to focus TIF funds solely on the Downtown area. The duration of the TIF is 30 years with the opportunity for renewal for up to 50 years at 50 percent of the TIF.

#### Manufacturing Sales and Use Tax Exemption

This tax exemption is offered through the Colorado Department of Revenue. It provides an exemption from state sales and use tax on purchases of manufacturing machinery, machine tools, and parts in excess of \$500. Industrial businesses within the City of Grand Junction may be eligible for this exemption, provided the machinery meets the set of criteria set forth. An applicant must fill out the necessary forms and supply documentation of purchase for each exempt transaction.

#### Opportunity Zones (OZ)

Enacted as part of the 2017 tax reform package (Tax Cuts and Jobs Act), Opportunity Zones are federal tax incentives to increase investment in low-income urban and rural communities. This economic development incentive allows investors to support distressed communities through private equity investments in businesses and real estate projects. The incentive is the deferral, reduction, and potential elimination of specific federal capital gains taxes. Investments are only applicable in a federally designated low-income census tract, of which Grand Junction has six: 2, 4, 5, 7, 8, and 9. These tracts are within the City Center, North West Grand Junction, and Orchard Mesa. Investments must be made into a Qualified Opportunity Fund (QOF). The QOF then must deploy 90 percent of the funds into qualified opportunity zone properties or businesses within six months.

#### Biotechnology Sales and Use Tax Refund

Qualified taxpayers may seek a refund every year for all Colorado sales and use taxes they paid on purchases of tangible personal property used directly in research and development of biotechnology. This includes property such as microscopes, chemical reagents, and software.

### Advanced Industry Investment Tax Credit

This tax credit administered through the Colorado Office of Economic Development helps Colorado advanced industry companies that are headquartered in Colorado receive more capital from Colorado investors. Colorado's seven advanced industries are Advanced Manufacturing, Aerospace, Bioscience, Electronics, Energy/Natural Resources/Cleantech, Infrastructure Engineering, and Technology and Information. The investor, the investee and the investment all must meet certain criteria (more detailed information is available on the Colorado Office of Economic Development and International Trade website).

### Rural Jump-Start Zone

This program provides tax relief for businesses that locate within designated jump-start zones, of which Mesa County is one. Jointly administered by the Colorado Office of Economic Development and International Trade (OEDIT), Colorado Economic Development Commission (CEDC), and the Colorado Department of Revenue, the program provides relief from state income and sales and use tax for new businesses. It also provides relief from county and municipal business personal property tax.

### Renewable Energy Sales and Use Tax Exemption

Applicable businesses may receive this exemption annually for all Colorado sales and use taxes they paid on purchases of tangible personal property used directly in research and development of biotechnology. If tax was paid on a purchase that qualifies for exemption, the purchaser may request a refund for the tax paid. There is no limit to the amount of the refund.

### Clean Tech and Media Tech Sales and Use Tax Refund

Through the Colorado Department of Revenue, this refund is available to businesses employing fewer than 36 full-time employees in Colorado with either its headquarters or 50 percent of all employees in the state. Covered items and activities include the sale, storage, use, or consumption of property used for research and development of clean or medical technology.

### Job Creation and Training

#### Job Growth Incentive Tax Credit

This state funding source through the Colorado Office of Economic Development is intended to provide a state income tax credit to businesses undertaking job creation projects that would not occur in Colorado without this program. Businesses need to create at least 20 new jobs in Colorado, with an average yearly wage of at least 100 percent of the county average wage rate based on where the business is located. A business located in an Enhanced Rural Enterprise Zone must create at least five new jobs in Colorado, with an average yearly wage of at least 100 percent of the county average wage. All new jobs must be maintained for at least one year after the positions are hired to qualify.

#### Strategic Fund Incentive

Offered through the Colorado Office of Economic Development and International Trade, this incentive supports and encourages new business development, business expansions, and relocations that have generated new jobs throughout the state. Local businesses must create new jobs in Colorado that are maintained for at least one year (see the fact sheet on the Strategic Fund Incentive website for full requirements).

### Work Opportunity Tax Credit (WOTC)

This tax credit encourages employers to hire nine targeted groups of job seekers: Welfare/TANF recipients, Veterans receiving Food Stamps, Disabled Veterans, Ex-Offenders, Designated Community Residents, Vocational Rehabilitation, Food Stamp recipients between the ages of 18 and 39, Supplemental Security Income recipients, and long term TANF recipients. The tax credit is administered by the Colorado Office of Economic Development and International Trade. All eligible employers can receive \$2,400 to \$9,000 per new employee.

#### Colorado FIRST Grants

Administered jointly between the Colorado Office of Economic Development and International Trade and the Colorado Community College System, Colorado FIRST Grants offer up to \$1,400 per full-time employee for companies relocating to or expanding in Colorado to assist with training funds for net new hires. The program is jointly administered by the Colorado Community College System (CCCS) and the Colorado Office of Economic Development and International Trade (OEDIT) and managed through participating colleges. Grants are contingent upon available funding.

### Existing Industry Customized Training Programs

Administered by the Colorado Office of Economic Development and International Trade and the Colorado Community College System, the program provides up to \$1,200 per full-time employee. The program focuses on established Colorado companies to assist them to remain competitive within their industry, adapt to new technology and prevent layoffs. The program is jointly administered by the Colorado Community College System (CCCS) and the Colorado Office of Economic Development and International Trade (OEDIT) and managed through participating colleges. Grants are contingent upon available funding.

### Transportation

There are various federal and state-funded programs for which the City of Grand Junction may apply. Most of the programs require a local match depending on the type of program. Below are a few of the programs available:

- Transportation Alternatives Program (TAP)
- Off-System Bridge Program (BRO)
- Highway Safety Improvement Program (HSIP)
- National Highway Performance Program (NHPP)
- Congressional Appropriation Earmarked Federal Funding with Local Match (Demonstration)
- Safe Routes to Schools Program
- Regional Priority Program (RPP)
- FASTER Safety Funds
- State Appropriations for transportation improvements (i.e. SB267)

### Transportation Improvement Program (TIP)

The Grand Valley Metropolitan Planning Organization (GVMPO) is designated by the governor, includes the Cities of Grand Junction and Fruita, the Town of Palisade, and Mesa County, and is responsible for the development of the TIP for the Grand Valley urbanized area. The TIP is a rolling four-year capital improvement program for highway, bicycle/pedestrian, and transit projects in the area to implement the recommendations of the Regional Transportation Plan (RTP). Both the RTP and TIP are adopted and amended as needed by the GVMPO. The RTP is updated on a periodic basis, approximately every four to five years, while the TIP is adopted annually. The RTP and TIP comply with Title 23 (highways) and Title 49 (transit), as amended. The GVMPO TIP becomes a part of the Statewide Transportation Improvement Program (STIP) as described in the following section. Note that the GVMPO is also known as and functions locally as the Mesa County Regional Transportation Planning Office.

## Statewide Transportation Improvement Program (STIP)

The Colorado Department of Transportation (CDOT) is responsible for carrying out the statewide transportation planning process to receive federal funding for transportation improvement projects. The STIP contains capital and non-capital transportation projects and programs needing funding under Title 23 (highways) and Title 49 (transit) of the U.S. Code. The program also contains regionally significant transportation projects requiring action by the federal highway administration (FHWA) or the Federal Transit Administration (FTA). A STIP, by law, must be financially constrained. Therefore, all funding sources must be identified for each project.

Under federal rules, CDOT develops a STIP for all areas of the state and provides timely public notice and a reasonable opportunity for comment on the proposed programs. CDOT currently updates its STIP annually, exceeding the required four-year timeframe, keeping up to date with the long-range Statewide Transportation Plan (SWP). The STIP development process includes detailed discussions with local planning partners, including five Metropolitan Planning Organizations (MPO) and ten rural Transportation Planning Regions (TPRs). Grand Junction is part of the Grand Valley MPO. The GVMPO TIP becomes a part of the STIP and includes projects with federal, state, and local funding.

## Parks, Trails, and Open Space

### Land and Water Conservation Fund

This fund provides matching grants to states and local governments for the acquisition and development of public outdoor recreation areas and facilities (as well as funding for shared federal land acquisition and conservation strategies). Funds are provided through the U.S. Forest Service, U.S. Fish and Wildlife Service, National Park Service, and Bureau of Land Management.

### Nonmotorized Trail Grants

The mission of the Colorado Parks and Wildlife Trails Program is to promote understanding and stewardship of Colorado's outdoors by providing opportunities for the public use and support of Colorado's diverse system of trails. The grant program is a partnership among Colorado Parks and Wildlife, Great Outdoors Colorado (GOCO), the Colorado Lottery, the federal Recreational Trails Program (RTP), and the Land and Water Conservation Fund (LWCF).

## Environment and Sustainability

### Colorado Brownfields Revolving Loan Fund (CBRLF)

This fund is intended to facilitate the reuse and/or redevelopment of contaminated sites by making low-cost funding available for financing environmental cleanups. It is administered by the U.S. EPA and Colorado Department of Public Health and Environment.

### Natural Resources Matching Grants Program

This program provides matching state funds towards the costs of on-the-ground conservation projects and educational conservation activities. Grant funds range between \$1,000 and \$25,000. Administered through the Colorado Department of Agriculture, the matching grant is a competitive program. A committee of government and private conservation experts score the applications based on the following criteria: focused approach with measurable outcomes; conservation impact; feasibility; district involvement; and partner involvement.

## Source Water Assessment and Protection Pilot Planning Project

The Colorado Department of Public Health and Environment provides funds for source water protection entities that develop exemplary and comprehensive source water protection plans. Funding ranges between \$25,000 and \$50,000.

### Protection Plan Development and Implementation Grants

This grant program provides funds for source water protection entities to develop and implement a source water protection plan up to \$5,000. It is administered by the Colorado Department of Public Health and Environment. Eligible entities are active public water systems and governmental entities.

### Wildlife Restoration Program

This program, administered by the U.S. Fish and Wildlife Service, provides grant funds to state and insular area fish and wildlife agencies for projects to restore, conserve, manage, and enhance wild birds and mammals and their habitat. Projects may also include providing public use and access to wildlife resources, hunter education, and development and management of shooting ranges. The Program is authorized by the Wildlife Restoration Act. States and the U.S. Insular Areas fish and wildlife agencies may be eligible to apply.

## Colorado Healthy Rivers Fund Grants

Administered by the Colorado Department of Natural Resources, this fund provides both project and planning grants. Project grants are intended for projects that promote the improvement and/or protection of the condition of the watershed. Planning grants are for the planning of successful watershed restoration or protection projects. Eligible applicants include locally based watershed protection groups who are committed to a collaborative approach to the restoration and protection of lands and natural resources within Colorado's watersheds.

### Colorado Watershed Restoration Grants

The Colorado Department of Natural Resources provides grants for watershed/stream restoration and flood mitigation projects throughout the state. Organizations interested in developing relevant studies and projects may apply. Grant funds can be used for planning and engineering studies, including implementation measures, to address technical needs for watershed restoration and flood mitigation projects.

## Arts and Culture

### Colorado Creative Industries Grants

The Colorado Creative Industries Grants provide financial support to nonprofit cultural organizations and communities so that they can produce and present arts and cultural activities, bringing jobs to their communities, and enhancing their quality of life. Applicants must meet three review criteria: artistic excellence and merit of proposed activities; community involvement in and benefit from proposed activities; and implementation capacity. The Colorado Office of Economic Development administers the grant, which provides between \$4,000 and \$10,000.

### Our City Grants

Our City Grants offers support for projects in several areas: Arts Engagement, Cultural Planning and Design Projects. These projects represent the distinct character and quality of their communities. These projects require a partnership between a nonprofit organization and a local government entity, with one of the partners being a cultural organization. Matching grants range from \$25,000 to \$200,000.

### AARP Community Challenge Grant

The American Association for Retired Persons established this grant through its Livable Communities initiative in 2017 to help communities around the country make

long-term improvements to support residents of all ages. Available funding varies from year to year and is awarded based on the size of the project and the number of applications. Communities can apply for one specific project that will improve the quality of life for all age groups. Awarded projects have included a wide variety of topics ranging from transportation and streetscape design to economic development and affordable housing.