

## PLANNING COMMISSION AGENDA CITY HALL AUDITORIUM, 250 NORTH 5TH STREET

## TUESDAY, JUNE 25, 2013, 6:00 PM

Call to Order

Welcome. Items listed on this agenda will be given consideration by the City of Grand Junction Planning Commission. Please turn off all cell phones during the meeting.

Copies of the agenda and staff reports are located at the back of the auditorium.

Announcements, Presentations and/or Prescheduled Visitors

## Consent Agenda

Items on the consent agenda are items perceived to be non-controversial in nature and meet all requirements of the Codes and regulations and/or the applicant has acknowledged complete agreement with the recommended conditions.

The consent agenda will be acted upon in one motion, unless the applicant, a member of the public, a Planning Commissioner or staff requests that the item be removed from the consent agenda. Items removed from the consent agenda will be reviewed as a part of the regular agenda. Consent agenda items must be removed from the consent agenda for a full hearing to be eligible for appeal or rehearing.

1. <u>Minutes of Previous Meetings</u> <u>Attach 1</u> Approve the minutes from the May 14, 2013 regular meeting.

## \* \* \* END OF CONSENT CALENDAR \* \* \*

## \*\*\* ITEMS NEEDING INDIVIDUAL CONSIDERATION \*\*\*

## Public Hearing Items

On the following item(s) the Grand Junction Planning Commission will make the final decision or a recommendation to City Council. If you have an interest in one of these items or wish to appeal an action taken by the Planning Commission, please call the Planning Division (244-1430) after this hearing to inquire about City Council scheduling.

## 2. <u>Community Solar Project CUP - Conditional Use Permit</u>

Consideration of a request for a Conditional Use Permit for a solar power generation facility (basic utility) on 14.34 acres in an R-8 (Residential 8 du/ac) and CSR (Community Services and Recreation) zone district.

FILE #:CUP-2013-202APPLICANT:Ecoplexus

LOCATION:2930 and 2940 D 1/4 RoadSTAFF:Brian Rusche

## 3. Form Districts Code Amendment - Zoning Code Amendment

Forward a recommendation to City Council to amend the Grand Junction MunicipalCode, Section 21.03.090, Form Districts.FILE #:ZCA-2013-229APPLICANT:City of Grand JunctionLOCATION:CitywideSTAFF:Greg Moberg

## **General Discussion/Other Business**

## Nonscheduled Citizens and/or Visitors

**Adjournment** 

Attach 2

Attach 3

## Attach 1 Minutes of Previous Meetings

## GRAND JUNCTION PLANNING COMMISSION MAY 14, 2013 MINUTES 6:00 p.m. to 6:13 p.m.

The regularly scheduled Planning Commission hearing was called to order at 6:00 p.m. by Chairman Wall. The public hearing was held in the City Hall Auditorium.

In attendance, representing the City Planning Commission, were Reginald Wall (Chairman), Ebe Eslami (Vice-Chairman), Keith Leonard, Christian Reece, Loren Couch, William Wade and Steve Tolle (Alternate). Commissioner Jon Buschhorn was absent.

In attendance, representing the City's Public Works and Planning Department – Planning Division, were Lisa Cox (Planning Manager) and Lori Bowers (Senior Planner).

Also present was Jamie Beard (Assistant City Attorney).

Lynn Singer was present to record the minutes.

There were two interested citizens present during the course of the hearing.

## ANNOUNCEMENTS, PRESENTATIONS AND/OR VISITORS

Lisa Cox, Planning Manager, announced that the Planning Commission and Zoning Board of Appeals annual training which had been scheduled for June 12<sup>th</sup> would be rescheduled to a later date.

Ms. Cox also announced that on May 6<sup>th</sup> Commissioner Greg Williams submitted a letter of resignation from the Planning Commission which was effective immediately. Ms. Cox stated that First Alternate Steve Tolle would move up to serve as a regular member of the Planning Commission in accordance with the bylaws.

Ms. Cox also advised that three sets of minutes were scheduled to be considered for approval this evening; however, the minutes for the April 23, 2013 meeting were not complete and would therefore not be considered. The minutes for both the February 26<sup>th</sup> and March 26<sup>th</sup> Planning Commission meetings would remain on the agenda for consideration and approval.

Chairman Wall congratulated Steve Tolle on his soon-to-be promotion and thanked Greg Williams for his years of service.

## Consent Agenda

#### 1. <u>Minutes of Previous Meetings</u> Approve the minutes of the Eebruary 26 and March 26, 2013 regular me

Approve the minutes of the February 26 and March 26, 2013 regular meetings.

## 2. Karis House Annexation - Zone of Annexation

Forward a recommendation to City Council to zone 0.207 +/- acres from County RMF-8 (Residential Multi-Family 8 du/ac) to a City R-8 (Residential 8 du/ac) zone district.

ANX-2013-141
John Mok-Lamme – Karis, Inc.
536 29 Road
Lori Bowers

3. Logos Industrial Park Subdivision – Preliminary Subdivision Plan – Extension Request

Request approval of a two year extension of the approved Preliminary Subdivision Plan to develop 17.28 acres into 10 Industrial lots in an I-2 (General Industrial) zone district.

FILE #:PFP-2008-320PETITIONER:Vernon Pace – Logos LLCLOCATION:743 23 RoadSTAFF:Senta Costello

Chairman Wall briefly explained the Consent Agenda and invited the public, Planning Commissioners, and staff to speak if they wanted any item pulled for additional discussion. Commissioner Leonard asked for clarification on Item #2 where the agenda stated that the project contained .207+/- acres, whereas the staff report stated that it was .494 acres. Senior Planner Lori Bowers responded that the .494 acres included right-of-way that would be annexed; however, the actual property to be zoned was .207 acres.

After discussion, there were no objections or revisions received from the audience or Planning Commissioners on the Consent Agenda.

## MOTION:(Commissioner Wade) "Mr. Chairman, I move that we approve the Consent Agenda, without the minutes from the April 23, 2013 meeting, as read."

Commissioner Reece seconded the motion. A vote was called and the motion passed unanimously by a vote of 7 - 0.

Public Hearing Items None.

## **General Discussion/Other Business**

### **Election of Officers:**

Chairman Wall explained that the election of officers would be conducted for the election of a Chairman and a Vice-Chairman and opened the floor for nominations for Chairman. Commissioner Wade asked if the Commission should be concerned that there were members that could be elected that evening that had terms that ended in October. He stated that he assumed they would automatically be reappointed to the Commission.

Lisa Cox, Planning Manager, stated that there were three Commissioners whose terms ended in October: Commissioner Wall, Eslami and Reece. Commissioner Wall was term limited but Commissioners Eslami and Reece would have the opportunity to reapply and could be re-appointed; however, there are no guarantees regarding who is appointed or reappointed. Even if a Commissioner's term ended in October, they could still serve for the period between the election and October.

## MOTION: (Commissioner Couch) "Mr. Chairman, I'd like to nominate Commissioner Reece to fill the position of Chair of the Commission."

Commissioner Couch asked if Commissioner Reece was filling the balance of someone else's term. Lisa Cox confirmed that Commissioner Reece was appointed to fill the term of Commissioner Lyn Benoit and that her term would end in October of this year. Commissioner Couch asked if someone is appointed to fill the remaining term of Commissioner who had already served a term, would the new Commissioner filling the remaining term be precluded from serving a full term. Ms. Cox stated that after filling the remaining term that they would be eligible to serve two full terms and that each term is for a period of four years.

Commissioner Leonard seconded the nomination of Commissioner Reece as Chair. A vote was called and the motion passed unanimously by a vote of 7 - 0.

Commissioner Wall then opened the floor to nominations for the Vice-Chair.

## MOTION:(Commissioner Tolle) "Mr. Chairman, I would like to re-nominate Mr. Eslami as the Vice-Chairman this evening."

Commissioner Wade seconded the nomination. A vote was called and the motion passed unanimously by a vote of 7 - 0.

There was a brief discussion regarding the active threat training. The Commissioners were advised that staff would put together an overview of the training in the next one or two months for the benefit of those who were not able to attend the training.

#### Nonscheduled Citizens and/or Visitors None.

## <u>Adjournment</u>

With no objection and no further business, the Planning Commission meeting was adjourned at 6:13 p.m.

## CITY OF GRAND JUNCTION PLANNING COMMISSION

## MEETING DATE: June 25, 2013 PRESENTER: Brian Rusche

## **AGENDA TOPIC:** Community Solar Farm – CUP-2013-202

**ACTION REQUESTED:** Consideration of a request for a Conditional Use Permit (CUP)

BACKGROUND INFORMATION						
Location:		2930 D ¼ Road and 2940 D ¼ Road				
Applicants:		Ecoplexus (applicant and developer) Mesa County Valley School District #51 (owner) City of Grand Junction (owner)				
Existing Land Use:		Undeveloped				
Proposed Land Use:		Solar Power Generation Facility				
Surrounding Land Use:	North	Residential				
	South	Agricultural / Residential				
	East	Residential / Undeveloped				
	West	Undeveloped				
Existing Zoning:		R-8 (Residential 8 du/ac) CSR (Community Services and Recreation)				
Proposed Zoning:		Same				
Surrounding Zoning:	North	R-8 (Residential 8 du/ac) County RSF-E (Residential Single-family Estate)				
	South	County RSF-R (Residential Single-family Rural) R-8 (Residential 8 du/ac)				
	East	R-8 (Residential 8 du/ac)				
	West	County RSF-R (Residential Single-family Rural)				
Future Land Use Designation:		Residential Medium (4-8 du/ac)				
Zoning within density range?		Х	Yes		No	

**PROJECT DESCRIPTION**: Request approval of a Conditional Use Permit for a solar power generation facility (basic utility) on 14.34 acres in an R-8 (Residential 8 du/ac) and CSR (Community Services and Recreation) zone district.

**STAFF RECOMMENDATION:** Approval of the Conditional Use Permit with conditions.

## ANALYSIS:

## 1.Background

## Project:

Ecoplexus, a solar energy development firm, endeavors to build a utility scale ground-mounted solar energy collection and generation system which will be operated under Xcel Energy Colorado's Solar Rewards Community incentive program ("the Project"). The requirement of the project is that it be sized between 1.8 mW-dc and 1.99 mW-dc. The CUP application requests approval for a Project of 1.99 mW in size due to financial non-viability for a project which is smaller. The Project was awarded on August 15, 2012 through Xcel's competitive bid process and is anticipated to achieve commercial operation by December 30, 2013.

A solar generation facility is classified as a Basic Utility under Grand Junction Municipal Code (GJMC) Section 21.04.020(I) and requires a Conditional Use Permit (CUP) in the R-8 (Residential 8 du/ac) zone district pursuant to the Use Table found in Section 21.04.010. A Basic Utility is an allowed use in the CSR (Community Services and Recreation) zone district.

## Property:

The property consists of 14.34 acres of vacant land located at 2930 and 2940 D 1/4 Road in the City of Grand Junction. The site consists of two parcels referred to as Lot 1 and Lot 2 of the Girardi Subdivision Plat. Lot 1 is 10.56 acres and is owned by Mesa County Valley School District 51. Lot 2 is 3.78 acres and is owned by the City of Grand Junction. The south property line abuts unimproved D <sup>1</sup>/<sub>4</sub> Road, the west property line abuts unimproved 29 <sup>1</sup>/<sub>4</sub> Road and the northeastern perimeter abuts the Mesa County Ditch (canal) right-of-way owned by the Grand Valley Irrigation Company.

Ecoplexus is proposing to utilize Lot 1 for the solar generation structures and Lot 2 for access and landscaping improvements. Ecoplexus may expand with additional solar generation structures onto Lot 2 in the future, which expansion would necessitate an amendment to the Conditional Use Permit, pursuant to Section 21.02.110(h).

## Zoning:

The Future Land Use Map designation of both properties is Residential Medium. This designation was adopted as part of the Comprehensive Plan in 2010 and replaced the previous Public designation, which was a result of an amendment to the Growth Plan in 2005. This amendment was in conjunction with the annexation, subdivision, and acquisition of the property by the School District and the City for a future school and park site.

Lot 1 was recently rezoned from CSR (Community Services and Recreation) to R-8 (Residential 8 du/ac) by Ordinance 4496 as part of a citywide, City-sponsored effort to

eliminate inconsistencies between the zoning and the Comprehensive Plan. Lot 2 was not included in the rezone.

As noted earlier, a solar generation facility is classified as a Basic Utility and requires a Conditional Use Permit (CUP) in the R-8 (Residential 8 du/ac) zone district, but is an allowed use in the CSR (Community Services and Recreation) zone district. Basic utilities, as described in Section 21.04.020(I), are infrastructure services that need to be located in or near the area where the service is provided. They do not regularly have employees on site, which is true for this project. These services may be publicly or privately owned. The School District and the City, in an effort to utilize the property until the school and park are funded, have agreed to allow Ecoplexus to use the land for the proposed facility, making this a public/private partnership. The facility will generate power that can be purchased by the District and the City, as well as by low income residents, at a cost savings, without the capital investment from the public entities. This fits with the characterization of the project as a "community" solar farm. See applicant's general project report for additional detail.

Existing land uses in the area are a mix of single-family residences and acreages, along with agricultural production and undeveloped property. Country Place Estates subdivision is across D  $\frac{1}{4}$  Road to the south, with the nearest residences at least 300 feet as the crow flies from the edge of the generation facility. The majority of the south side of the D  $\frac{1}{4}$  Road frontage is known as the Lurvey property, which is in agricultural production.





Siena View subdivision is to the north, separated by the Mesa County Ditch (Grand Valley Irrigation Company canal), with single-family residences accessible only from D  $\frac{1}{2}$  Road. There are also large-lot residential properties along D  $\frac{1}{2}$  Road, with the nearest residence at least 200 feet from the edge of the generation facility as the crow flies. The unfinished and unoccupied subdivision of Wexford Estates is to the east along 29  $\frac{1}{2}$  Road. To the west is undeveloped property separated by the Odelberg Drain.

## Site Plan:

The system will consist of up to 6,666 photovoltaic modules, inverters and a ground-mount racking system. The modules will be approximately 8'6" in height and have a fixed tilt. A schematic of the proposed panels is attached. Between each row of panels is a 20' access road, with a 30' access road around the perimeter of the site. The solar generation system will be fenced with opaque chain-link fencing six (6) feet in height with three strands of barbed wire attached to the top. The fencing is proposed along the property line(s) to allow for interior circulation and maximization of available land. A ranch style fence is proposed at the Southeast corner of the site abutting 29  $\frac{1}{2}$  Road and D  $\frac{1}{4}$  Road.

A fence may vary from the standards of fences generally if approved as part of a development plan on a site with a conditional use permit, according to Section 21.04.040(i)(1)(iv)(B). The applicant has provided the following description of the proposed fencing:

Fences serve three purposes in this development:

- a) To keep the community safe
- b) Visual buffer that is aesthetically pleasing between the community and the development
- c) To secure the asset contained within the development.

The fence is a steel chain link fence with added privacy inserts. We will utilize this style of fence around all four sides of the development on the School District property. In addition to the chain link fence, we will add a ranch style fence to improve the aesthetics of the Southeast corner of the site where the City of Grand Junction property abuts 29  $\frac{1}{2}$  Road and D  $\frac{1}{4}$  Road. Chain link fence is aesthetically adequate, extremely durable and impervious to security risks from outside the development. The chain link fence will have a three-strand barbed wire feature on top which will provide further security for the development. The ranch fence will serve to improve the corner of 29  $\frac{1}{2}$  Road and D  $\frac{1}{4}$  Road for the surrounding community.

There will be double access gates on the Southeast corner of the development that will be at the end of the access drive which will allow vehicles to "cue up" in front of the access gate off of City streets. Access to the site is via 29 ½ Road to D ¼ Road to the access drive which is located opposite Chert Drive across D ¼ Road. The gates will be constructed of steel frames and chain link with privacy inserts. The steel gates will provide a lasting quality. Chert will only be utilized in the event of an emergency. During construction and during periodic maintenance operations, Ecoplexus and our contractors and personnel will access the site via 29 ½ road and D ¼ Road.

A 13.2kV interconnection will occur onsite directly into the Xcel distribution grid via 3-phase utility extension from D Road. An underground utility easement will be provided by W. M. Lurvey from D Road to MCSM PLS 18469 and by the City of Grand Junction to cross the D <sup>1</sup>/<sub>4</sub> Road R.O.W., from MCSM PLS 18469 to southwest corner of the site.

For several reasons, the applicant is proposing that no landscaping be required near or around the solar array. They note the following:

a) We are unable to utilize landscaping that will shade solar arrays.

b) The fence which separates the development from the Lurvey property to the South is located on the Lurvey property line.

c) The Western edge of the development is not in view of residents and abuts vacant land.

d) The Northern edge of the development abuts the Grand Valley Irrigation Canal right of way.

The requirements for landscaping within an R-8 zoning district are dependent upon the use. Pursuant to Section 21.06.040(h)(2) the total quantity of landscaping is based on the gross area of the proposed development. The total acreage of both parcels is 14.34 acres. Within an R-8 zone, the prescribed quantity is one (1) tree per 2500 square feet of improved area and one (1) shrub per 300 square feet of improved area. This landscaping "pool" is to be dispersed among parking lots, street frontage(s), open spaces between buildings, and perimeter or buffer areas on the edges of the property. The calculation of the "pool" under this scenario is approximately 250 trees and 2082 shrubs.

Certain facilities, such as vineyards and gravel pits, also require landscaping, but at a ratio of one (1) tree per 5000 square feet of improved area and one (1) shrub per 600 square feet of improved area. This category could also include a solar generation facility due to its unique characteristics, and would cut the landscaping in half.

The predominant development within the vicinity of this site is single-family residential. A single family residential subdivision requires a 14-foot wide landscaping strip along the right-of-way for collectors as part of a perimeter enclosure (Section 21.06.040.g.5) with trees every 40 linear feet. Based on a total linear footage along 29 ¼ Road and D ¼ Road, approximately 2120 feet, would result in approximately 53 trees, along with plant material covering 75% of the total strip.

Since 29 <sup>1</sup>/<sub>4</sub> Road and D <sup>1</sup>/<sub>4</sub> Road are not yet improved streets and will not be improved with this development there is no benefit to requiring trees/shrubs along the undeveloped right of way.

There is no buffer landscaping required per Section 21.06.040(k) along the north side of the property line, since it is adjacent to the same R-8 zone on the other side of the canal.

The applicant has proposed to provide landscaping in a manner similar to a residential subdivision enclosure along a portion of D ¼ across from the County Place Estates subdivision. As stated by the applicant:

Our plan dedicates a significant set of improvements to the areas which will best serve the community. Plant, ground cover as well as fencing improvements will help beautify the area and will provide the visual barrier desirable to ensure an aesthetically pleasing development to the community. We believe that our landscape plan takes into consideration the spirit of the requirements in a rational and pragmatic approach.

It is my professional opinion that the proposed landscaping plan meets the intent of the standards for the zone district. The part of the site that is bordering an existing single-family subdivision includes sufficient landscaping to provide an appropriate buffer. There is no need to landscape the remaining portion of the site due to the unique characteristics of a solar generation facility and the lack of any public benefit from such landscaping.

## Neighborhood Meeting:

A Neighborhood Meeting was held on Wednesday, April 10, 2013 at 6:00 PM at the Pear Park Elementary School located at 432 30 ¼ Road. Pursuant to the City of Grand Junction Zoning and Development Code, written notification with an invitation to attend was sent to 65 neighbors with 500 feet of the site two weeks prior to the meeting. Nobody from the neighborhood attended the meeting. Those present included (1) Applicant: Bill Brick, Director of Project Development and Gary Eberhart, Project Manager; (2) City of Grand Junction: Kathy Portner, Neighborhood Services Manager and Brian Rusche, Senior City Planner; and (3) Mesa County Valley School District 51: Eric Anderson, Energy Manager and Cal Clark, Facilities Operations Manager. The notification letter is attached.

Only one call has been received by the Planner from a citizen on San Juan Street, who expressed support for the project.

## 2. Consistency with the Comprehensive Plan

The site is currently zoned R-8 (Residential 8 du/ac) and CSR (Community Services and Recreation) with the Comprehensive Plan Future Land Use Map identifying this area as Residential Medium.

This project is consistent with the following Goals and Policies of the Comprehensive Plan:

# Goal 11: Public facilities and services for our citizens will be a priority in planning for growth.

The School District and the City, in an effort to utilize the property until a school and park are funded, have agreed to allow Ecoplexus to use the land for the proposed facility, making this a public/private partnership. The facility will generate power that can be purchased by the District and the City, as well as low income residents, at a cost savings, without the capital investment from the public entities. This fits with the characterization of the project as a "community" solar farm.

In addition, the applicant has outlined the following list of public benefits:

## •Positive Fiscal Impact

- -The Project will generate an estimated \$4 million in electricity cost savings for public jurisdiction subscribers and low-income residents
- -Jurisdictional subscribers may invest the incremental savings in their core public missions to the benefit of the community
- -The Project will help stabilize subscriber's energy cost while providing a reliable hedge against utility volatility and inflation
- -No capital outlay is required by participating entities to subscribe

•Improved Public Health and Environmental Quality

-Solar energy does not produce air, noise or odor pollution or chemical waste -Solar energy does not require water to operate and therefore will not deplete or pollute water resources

-Solar energy mitigates the harmful impacts of anthropogenic emissions by replacing extractive, carbon-intensive energy sources

•Positive social impact

-Opportunity for low-income residents to benefit financially from renewable energy

-Local power generation promotes energy independence and security

-Distributed, diversified energy sources increase the reliability and resilience of the grid by reducing the risk of large-scale failure due to disruptive events

•Wise use of public land

- -A parcel with limited alternative use are being repurposed to create community value
- -Converts a public liability into a productive asset that benefits the community

•Demonstration of bold leadership by local public agencies

- -City of Grand Junction and District 51 are demonstrating strong and disciplined fiduciary and fiscal responsibility to their respective stakeholders
- -Grand Junction is helping the State of Colorado achieve its mandated renewable energy goals

•Potential for community ownership

-The community will have the opportunity to own the system at the conclusion of the Project.

## 3. Section 21.02.110 of the Grand Junction Municipal Code

To obtain a Conditional Use Permit, the Applicant must demonstrate compliance with the following criteria:

(1) All applicable site plan review criteria in Section 21.02.070(g) of the Grand Junction Municipal Code (GJMC) and conformance with the SSID, TEDS and SWMM Manuals.

The applicant has submitted a site plan that has been reviewed and found to have met applicable review standards by the appropriate review agencies.

There are no identified Flood Plains that impact this site.

Future urban trails are proposed along the canal and 29 ¼ Road right-of-way. No trails will provided as part of this project, since no improvements to the

canal or 29 <sup>1</sup>/<sub>4</sub> Road are necessary to serve the proposed facility and no additional pedestrian traffic will be generated by the project.

This criterion has been met.

(2) District Standards. The underlying zoning districts standards established in Chapter 21.03 GJMC, except density when the application is pursuant to GJMC 21.08.020(c) [nonconformities];

The only structure on the site houses equipment for the conversion of the power generated into the grid. This structure is located in the center of the site.

The system will consist of up to 6,666 photovoltaic modules, inverters and a ground-mount racking system. The modules will be approximately 8'6" in height and have a fixed tilt. A schematic of the proposed panels is attached. Between each row of panels is a 20' access road, with a 30' access road around the perimeter of the site.

Based on the proposed facility design, all required dimensional criteria have been met for the R-8 (Residential 8 du/ac) zone district.

This criterion has been met.

(3) Specific Standards. The use-specific standards established in Chapter 21.04 GJMC;

There are no use-specific standards for a utility in Section 21.04.030.

A fence or wall may vary from the standards of fences generally if approved as part of a development plan on a site with a conditional use permit, according to Section 21.04.040(i)(1)(iv)(B).

The solar generation system will be fenced with opaque chain-link fencing six (6) feet in height with three strands of barbed wire attached to the top. The fencing is proposed along the property line(s) to allow for interior circulation and maximization of available land. A ranch style fence is proposed at the Southeast corner of the site abutting 29  $\frac{1}{2}$  Road and D  $\frac{1}{4}$  Road, in conjunction with the proposed landscaping. A residential subdivision perimeter enclosure, as defined in Section 21.06.040(g) is required to be set back at least 14 feet when adjacent to a right-of-way.

The purpose of a setback for fences is to provide adequate space for maintaining required street frontage landscaping that can be enjoyed by the public passing by on the street (rather than behind a fence). As discussed elsewhere in this report, 29 <sup>1</sup>/<sub>4</sub> Road and D <sup>1</sup>/<sub>4</sub> Road are designated as future

streets, but do not actually function as a street. The surrounding land uses include agriculture, which also necessitates fencing, an undeveloped property to the west, and a canal along the north.

Therefore as the City's project manager I assert that the proposed fencing is more compatible with the surrounding land uses than one meeting the standard setback requirements would be.

This criterion has been met.

(4) Availability of Complementary Uses. Other uses complementary to, and supportive of, the proposed project shall be available including, but not limited to: schools, parks, hospitals, business and commercial facilities, and transportation facilities.

Platted right-of-way (ROW) for D <sup>1</sup>/<sub>4</sub> Road and 29 <sup>1</sup>/<sub>4</sub> Road exists on the south and west sides of the property, respectively. These rights-of-way are designated as future collector roads within the Pear Park Neighborhood Plan. Construction of improvements within these rights-of-way are not warranted by the proposed use, which will be served through a single access point, as shown on the site plan, at the intersection of D <sup>1</sup>/<sub>4</sub> Road and Chert Drive. The applicant has indicated that, on most days, there will be no traffic in or out of the development. The only traffic onto or off of the site will be during times of maintenance and cleaning. Maintenance and cleaning typically only occurs two to four times a year.

There two fire hydrants in the development to the South of the Project, which are directly across D  $\frac{1}{4}$  Road as well as one which is located South of the Project on 29  $\frac{1}{2}$  Road. Fire hydrants in the area as well as the requirements of the Project have been reviewed by the fire department. Existing hydrants have been deemed to be adequate for the Project.

A 13.2kV interconnection will occur onsite directly into the Xcel distribution grid via 3-phase utility extension from D Road. An underground utility easement will be provided by W. M. Lurvey from D Road to MCSM PLS 18469 and by the City of Grand Junction to cross the D <sup>1</sup>/<sub>4</sub> Road R.O.W., from MCSM PLS 18469 to southwest corner of the site.

There is no need for additional utilities such as domestic water or sewer.

The applicant has noted that one of the benefits to the proposed solar farm development is that, unlike almost all other developments, there is little or no negative impact to public facilities, including schools, parks, and hospitals, since the development does not add any additional population to the area.

This criterion has been met.

(5) Compatibility with Adjoining Properties. Compatibility with and protection of neighboring properties through measures such as:

(i) Protection of Privacy. The proposed plan shall provide reasonable visual and auditory privacy for all dwelling units located within and adjacent to the site. Fences, walls, barriers and/or vegetation shall be arranged to protect and enhance the property and to enhance the privacy of on-site and neighboring occupants;

The nearest residences are approximately 200 to 300 feet away, as the crow flies, from the boundary of the proposed generation facility.

The applicant has proposed a six (6) foot high, chain-link fence with privacy slats and three strands of barbed wire to secure the perimeter of the generation facility along the property line. The location of this fence along the property line provides the most security to the facility. The adjoining properties are separated by undeveloped road right-of-way and the canal. The applicant has indicated that these security measures should mitigate most, if not all, intrusion by unauthorized persons into the development. Given some of the dumping that they have witnessed on the site, the proposal to develop the site will likely reduce mischievous activity from occurring on site, in their opinion.

This criterion has been met.

(ii) Protection of Use and Enjoyment. All elements of the proposed plan shall be designed and arranged to have a minimal negative impact on the use and enjoyment of adjoining property;

The modules will be approximately 8'6" in height and have a fixed tilt. The site will be surrounded by a fence, as described earlier.

The applicant has noted that solar energy does not produce air, noise or odor pollution or chemical waste; does not require water to operate and therefore will not deplete or pollute water resources; and mitigates the harmful impacts of anthropogenic emissions by replacing extractive, carbon-intensive energy sources.

The hours of operation for the solar farm will be 24 hours a day 365 days a year; although unproductive between sunset and sunrise. According to the applicant, operations will go unnoticed by those outside the perimeter fence. Aside from the normal day to day unmanned operations, there will be periodic cleaning and maintenance of the solar components which will take place two to four times during a typical year and will consist of a few personnel, typically no more than six, entering the access gate to clean and maintain the system. This criterion has been met.

(iii) Compatible Design and Integration. All elements of a plan shall coexist in a harmonious manner with nearby existing and anticipated development. Elements to consider include; buildings, outdoor storage areas and equipment, utility structures, building and paving coverage, landscaping, lighting, glare, dust, signage, views, noise, and odors. The plan must ensure that noxious emissions and conditions not typical of land uses in the same zoning district will be effectively confined so as not to be injurious or detrimental to nearby properties.

The nearest residences are approximately 200 to 300 feet away, as the crow flies, from the boundary of the proposed generation facility.

The applicant has proposed a six (6) foot high, chain-link fence with privacy slats and three strands of barbed wire to secure the perimeter of the generation facility along the property line. The location of this fence along the property line provides the most security to the facility. The adjoining properties are separated by undeveloped road right-of-way and the canal. As the City's project manager I assert that the proposed fencing is more compatible with the surrounding land uses than one meeting the standard setback requirements would be.

The applicant has noted that solar energy does not produce air, noise or odor pollution or chemical waste; does not require water to operate and therefore will not deplete or pollute water resources; and mitigates the harmful impacts of anthropogenic emissions by replacing extractive, carbon-intensive energy sources.

It is my professional opinion that the proposed landscaping plan meets the intent of the standards for the zone district. The part of the site that is bordering an existing single-family subdivision includes sufficient landscaping to provide an appropriate buffer. There is no need to landscape the remaining portion of the site due to the unique characteristics of a solar generation facility and the lack of any public benefit from such landscaping.

This criterion has been met.

(6)Signage. No sign shall be allowed on properties on a conditional use site unless the sign has been approved as part of the site development plan.

Sections 21.06.070(g)(1) governs signs in residential zones, which are not to exceed 32 square feet. The proposed signage will consist of warning signage affixed to the fence and gate warning that unauthorized entry will place those who enter at risk. These types of signs, which are necessary for safety, are considered exempt under 21.06.070(c)(10), but may not exceed one and one-half square feet per sign.

## FINDINGS OF FACT/CONCLUSIONS AND CONDITIONS:

After reviewing the Community Solar Farm application, CUP-2013-202, for a Conditional Use Permit, I make the following findings of fact, conclusions and conditions:

- 1. The requested Conditional Use Permit is consistent with the Comprehensive Plan.
- 2. The review criteria in Section 21.02.110 of the Grand Junction Municipal have all been met.
- 3. As part of the Conditional Use Permit application, staff also recommends that the Planning Commission approve the submitted signage as presented which meets with all the sign requirements as specified in Section 21.02.110(d) of the Grand Junction Municipal Code.
- 4. Approval of the project being conditioned upon:
  - •Easements for electrical distribution outside of the facility shall be secured and recorded.
  - •Lot 1 and 2 shall continue to function together as one site for the duration of the use, unless an amendment to the CUP is approved.
  - •Installation of landscaping as shown on the landscape plan within two years of approval of the CUP and maintenance of that landscaping for the duration of the use.

## STAFF RECOMMENDATION:

I recommend that the Planning Commission approve the requested Conditional Use Permit, CUP-2013-202 with the findings, conclusions and conditions of approval listed above.

## **RECOMMENDED PLANNING COMMISSION MOTION:**

Madam Chairman, on the request for a Conditional Use Permit for the Community Solar Farm application, CUP-2013-202, to be located at 2930 and 2940 D <sup>1</sup>/<sub>4</sub> Road, I move that the Planning Commission approve the Conditional Use Permit with the findings, conclusions and conditions listed in the staff report.

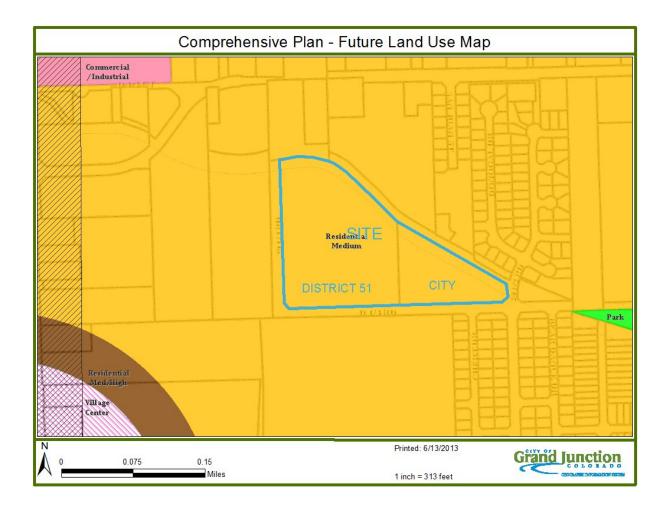
Attachments:

Site Location Map

Aerial Photo Comprehensive Plan Future Land Use Map Zoning Map Neighborhood Meeting Notice General Project Report Site Plan Landscape Plan Solar Array Elevation Sign Plan











650 Townsend Street, Suite 310 San Francisco, CA 94103 T 415 626 1802 F 415 449 3466 57 W. 57<sup>th</sup> Street, 4<sup>th</sup> Floor New York, NY 10019 T 646 416 7989 F 646 416 8001

ecoplexus.com

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#### NOTICE OF NEIGHBORHOOD MEETING

Ecoplexus, a solar energy development firm, intends to submit a formal application to the City of Grand Junction seeking a Conditional Use Permit to construct and operate a community-based solar photovoltaic project on the 14 acre vacant parcels located at 2927 D ½ Road.

You are cordially invited to attend a neighborhood meeting on Wednesday, April 10 at 6:00PM. The purpose of this meeting is to fully acquaint you with the proposed project and allow you an opportunity to ask questions and express your feedback. The meeting will feature an open house format with a brief presentation and a public question and answer period.

The meeting will be held at the:

Pear Park Elementary School 432 30 ¼ Road Grand Junction, CO 81504 Wednesday, April 10, 2013 at 6:00PM

If you have questions prior to the meeting or for additional information, please contact Bill Brick, Director of Project Development at <u>wbrick@ecoplexus.com</u>

Sincerely,

Ecoplexus, Inc. 650 Townsend Street; Suite 310 San Francisco, CA 94103



#### I. Project Description

Ecoplexus endeavors to build a utility scale ground-mounted solar energy collection and generation system which will be operated under Xcel Energy Colorado's Solar\*Rewards Community incentive program ("the Project"). The requirement of the project is that it fall between 1.8 MW-dc and 1.99 MW-dc in size. Our CUP application requests approval for a Project of up to 1.99 MW in size and we further request that project size not be limited to less than 1.99 MW due to financial non-viability for a project which is smaller. The project was awarded on August 15, 2012 through Xcel's competitive bid process and is anticipated that we will achieve commercial operation by December 30, 2013.

The Project is being proposed on 10.56 acres of vacant land located at 2950 D 1/4 Road in the City of Grand Junction. The site consists of one parcel referred to as Lot 1 on the City of Grand Junction Girardi Subdivision Plat. The lot is 10.56 acres and is owned by Mesa County Valley School District 51. The south property line abuts unimproved D ¼ Road, the west property line abuts unimproved 29 ¼ Road and the northeastern perimeter abuts the Mesa County Canal right-of-way owned by the Grand Valley Irrigation Company. The East property line abuts parcel number 2973-173-34-942 which is owned by The City of Grand Junction. The system will consist of up to 6,666 photovoltaic modules, inverters and a ground-mount racking system.

A 13.2kV interconnection will occur onsite directly into the Xcel distribution grid via 3-phase utility extension from D Road. An underground utility easement will be provided by W. M. Lurvey from D Road to MCSM PLS 18469 and by the City of Grand Junction to cross the D ¼ Road R.O.W., from MCSM PLS 18469 to southwest corner of the site.

Landscaping- Our proposal for landscaping is described fully below under the heading landscaping Section IV. i. (1).

#### II. Public Benefit

The benefits to the public are numerous:

Positive Fiscal Impact

 The Project will generate an estimated \$4 million in electricity cost savings for public jurisdiction subscribers and low-income residents

 Jurisdictional subscribers may invest the incremental savings in their core public missions to the benefit of the community

 The Project will help stabilize subscriber's energy cost while providing a reliable hedge against utility volatility and inflation

No capital outlay is required by participating entities to subscribe

- Improved Public Health and Environmental Quality
  - Solar energy does not produce air, noise or odor pollution or chemical waste
  - Solar energy does not require water to operate and therefore will not deplete or pollute water resources
  - Solar energy mitigates the harmful impacts of anthropogenic emissions by replacing extractive, carbon-intensive energy sources

#### Positive social impact

- Opportunity for low-income residents to benefit financially from renewable energy
- Local power generation promotes energy independence and security
- Distributed, diversified energy sources increase the reliability and resilience of the grid by reducing the risk of large-scale failure due to disruptive events
- Wise use of public land
  - A parcel with limited alternative use is being repurposed to create community value
  - Converts a public liability into a productive asset that benefits the community
- Demonstration of bold leadership by local public agencies

   City of Grand Junction and District 51 are demonstrating strong and disciplined fiduciary and fiscal responsibility to their respective stakeholders
   Considering is believe the Context of Colored to achieve its mendated executely leaders
  - Grand Junction is helping the State of Colorado achieve its mandated renewable energy goals
- Potential for community ownership The community will have the opportunity to own the system at the conclusion of the Project.

#### III. Neighborhood Meeting

A Neighborhood Meeting was held on Wednesday, April 10, 2013 at 6:00 PM at the Pear Park Elementary School located at 432 30 ¼ Road. Pursuant to the City of Grand Junction Zoning and Development Code, written notification with an invitation to attend was sent to 65 neighbors two weeks prior to the meeting from mailing labels produced by the City Planning Department. Nobody from the neighborhood attended the meeting. Those present included (1) Applicant: Bill Brick, Director of Project Development and Gary Eberhart, Project Manager; (2) City of Grand Junction: Kathy Portner, Neighborhood Services Manager and Brian Rusche, Senior City Planner; and (3) Mesa County Valley School District 51: Eric Anderson, Energy Manager and Cal Clark, Facilities Operations Manager. The notification letter and prepared presentation are included as Attachment H.

#### IV. Project Compliance, Compatibility, and Impact

 Adopted plans and/or policies (for rezones, variances, conditional and special use, revocable permits, and vacations, discuss the circumstances that justify the request, as required by the Zoning and Development Code)

As a result of the Project, we are not requesting any changes to zoning and we are requesting no variances.

#### b. Land use in the surrounding area

#### To the West- Vacant

To the North- Mostly vacant land, some owned by the School District. There is a small group of single family homes several hundred feet to the North.

To the East- Vacant

To the South- Mostly agriculture with a development of single family homes off the Southeast corner of the development.

#### Site access and traffic patterns

There will be a single access point into the development which is depicted on our site plan. On most days, there will be no traffic in or out of the development. The only traffic onto or off of the site will be during times of maintenance and cleaning. Maintenance and cleaning typically only occurs two to four times a year.

#### d. Availability of utilities, including proximity of fire hydrants

There are several fire hydrants in the development to the South of the Project, two which are directly across D ¼ Road as well as one which is located South of the Project on 29 ½ Road. Fire hydrants in the area as well as the requirements of the Project have been reviewed by the fire department. Existing hydrants have been deemed to be adequate for providing for the Project. Fire Flow Form is included as attachment F. Electrical utilities will be accessed via the Northeast corner of the development via an underground easement on the Lurvey property, South to D road. There is no need for additional utilities such as domestic water or sewer.

e. Special or unusual demands on utilities (high water or sewage quantities, grease, or sediment contribution, pre-treatment needs, etc.)

This development will place no unusual demands on utilities, in fact of the utilities listed (high water or sewage quantities, grease, or sediment contribution, pre-treatment needs, etc.) there will be no demands placed on those utilities whatsoever.

## Effects on public facilities (fire, police, sanitation, roads, parks, schools, irrigation, etc.)

One of the true benefits to the solar farm development is that, unlike almost all other developments, there is little or no negative impact to public facilities. If anything, improving these parcels with a solar development will have a positive impact on public facilities.

#### Fire-

There will be very little impact on fire services. To the extent that there may be an impact, we have mitigated that impact by designing a site that provides good access to fire personnel and controls dry vegetation within the development.

#### Police-

We see no increased impact on police. The security measures that we are taking should mitigate most, if not all, intrusion by unauthorized persons into the development. Given some of the dumping that we have witnessed on the site currently, developing the site will likely reduce mischievous activity from occurring on site. Ultimately the result may be a positive impact on police services in the area.

#### Sanitation-

The development has no negative impact on sanitation. Our development will be an almost 100% pervious installation, so there won't be increased rainwater runoff from the development. There is no need for storm water or sewer modifications as a result of this development.

#### Roads-

Unlike almost all other developments, the solar farm will not increase daily traffic onto and around the site. There will be no need to modify roads or traffic patterns as a result of the solar development.

#### Parks-

This development has no negative impact on parks.

#### Schools-

This development does not add any population to the area and has no negative impact on schools or the district's ability to house and educate children. In fact, given that the Project will benefit the School District financially, the impact on the District and students will be positive.

#### Irrigation-

The landscape design has a very low impact on water and irrigation.

## g. Hours of operation

The hours of operation for the solar farm will be 24 hours a day 365 days a year; although unproductive between sunset and sunrise. That said, operations will go unnoticed by those outside the perimeter fence. Aside from the normal day to day unmanned operations, there will be periodic maintenance of the solar components which will take place two to four times during a typical year and will consist of a few personnel entering the access gate to clean and maintain the system. Those maintenance operations will only occur during the hours and days allowed by the City.

#### h. Number of employees

During normal day to day operations of the solar farm there will be no personnel on site. The only time there will be personnel on site will be for periodic cleaning and maintenance of the system. System cleaning and maintenance is done by a small crew, typically no more than six.

## i. Signage plan (required with Conditional Use Permits and Planned Development)

Project signage will be minimal with a focus on community safety. The sign plan will consist of warning signage affixed to the fence and gate warning that unauthorized entry will place those who enter at risk. Sign plan is included as attachment I.

- j. Site soils and geology (such as Soils Conservation Service (SCS) soils mapping) Site soils will see very little change as a result of the Project. It looks as though the site is a neutral site, meaning that there will be no import of soils to the site.
- k. Impact of project on site geology and geological hazards, if any There is very little impact on site geology. Construction of the project will utilize methodologies which endeavor to leave the majority of the property undisturbed.

#### Must address the review criteria contained in the Zoning and Development Code for the type of application being submitted.

#### 1. Landscaping-

Our goal for the landscape plan is to concentrate landscape efforts where they will have the most positive impact on the residents who are in close proximity to the development.

The following limitations dictate landscape design.

a. We are unable to utilize landscaping that will shade solar arrays.

b. The chain link fence which separates the development from the Lurvey property to the South is located on the Lurvey property line.

c. The Western edge of the development is not in view of residents and borders vacant land.

d. The Northern edge of the development is up against the Grand Valley Irrigation Canal right of way.

Our landscape plan focuses on the Eastern and Northeastern portions of the development. The Eastern and Northeastern areas of the development are areas that directly impact surrounding development and seem to make the most sense in terms of areas that would benefit from landscaping efforts. There is no place for landscape improvements along the Lurvey property. Landscape improvements along the Western edge of the development will not be visible to the community. Finally, landscape improvements along the Grand Valley Irrigation Canal are incompatible with the canal in that plant materials migrating into the canal would be a detriment to the irrigation system as a whole.

Our plan dedicates a significant set of improvements to the areas which will best serve the community. Plant, ground cover as well as fencing improvements will help beautify the area and will provide the visual barrier desirable to ensure an aesthetically pleasing development to the community. We believe that our landscape plan takes into consideration the spirit of the requirements in a rational and pragmatic approach.

Our landscape plan incorporates plant and cover materials which use low amounts of water for irrigation and which are low maintenance. Our intent is to have the lowest negative impact on environment and resources, particularly at a time of tightening water resources. The landscape plan is included as attachment G.

### 2. Fencing-

Fences serve three purposes in this development.

- a) To keep the community safe
- b) Visual buffer that is aesthetically pleasing between the community and the development.
- c. To secure the asset contained within the development.

The majority of the fence is a steel chain link fence with added privacy inserts. We will utilize this style of fence around all four sides of the development on the School District property. In addition to the chain link fence, we will add a ranch style fence to improve the aesthetics of the Southeast corner of the site where the City of Grand Junction property abuts 29 ½ Road and D ¼ Road. Chain link fence is aesthetically adequate, extremely durable and impervious to security risks from outside the development. The chain link fence will have a three-strand barbed wire feature on top which will provide further security for the development. The ranch fence will serve to improve the corner of 29 ½ Road and D ¼ Road for the surrounding community.

There will be double access gates on the Southeast corner of the development that will be at the end of the access drive which will allow vehicles to "cue up" in front of the access gate off of City streets. Access to the site is via 29 ½ Road to D ¼ Road to the access drive which is located opposite Chert Drive across D ¼ Road. The gates will be constructed of steel frames and chain link with privacy inserts. The steel gates will provide a lasting quality. Chert will only be utilized in the event of an emergency. During construction and during periodic maintenance operations, Ecoplexus and our contractors and personnel will access the site via 29 ½ road and D ¼ Road.

#### 3. Landscape and Fence Budget-

In our Project budget we have allotted \$50,000.00 for aesthetic fencing and landscaping. Given that landscaping most areas of this development would be a waste of resources and would not benefit anyone in the community, Ecoplexus proposes that we utilize the \$50,000 to complete the landscape improvements which we have designed and use all remaining dollars to make improvements to other areas which will benefit City residents. Once we determine how much money is available, we would propose consulting with City Staff to determine the best use of the remaining dollars.

#### m. Development Schedule and Phasing

Scheduling and Phasing will have a lot to do with ensuring overall project success. Our goal is to begin engineering and procurement as soon project approvals have been received. We believe that actual on site construction will commence during the second week of August. Actual on site construction should take approximately ten to twelve weeks, with most of the heaviest operations occurring in the first four weeks.

Civil work will commence during the first week, followed by two weeks of installing the posts and columns that support the solar arrays. During that first two weeks of construction there will be delivery trucks that deliver the steel and materials necessary to construct the solar array support structure along with all materials necessary to construct the perimeter fence. The balance of six to eight weeks will be spent completing the array structures, mounting the solar modules and completing the electrical systems. During construction weeks five through seven, trucks will deliver solar system and electrical system components which will be used in the last phase of construction. The final stage of the process is testing and commissioning which typically takes one week on a project of this size.

The most active parts of the process will be the first three to four weeks during civil construction and post installation. We will only work during the hours and days allowed by the City for construction and all work will be contained on the site. We will do our best to get done with the most disruptive operations as quickly as is safely possible so as to inconvenience the community the least. The only other part of the process that has the potential to disrupt the surrounding areas will be materials delivery. We will utilize trucks which will reduce the number of trips necessary to bring materials to the site.

Once the first four weeks of construction are complete, the balance of construction consists of assembly, wiring and testing. The positive to these operations is that they are quiet and low impact operations. They are not disruptive operations and will go largely unnoticed by the surrounding areas. Of all the kinds of land development that could happen on this site, solar development is one of the lowest impact.

#### V. Compatibility with Adjoining Properties.

In addressing the three areas of compatibility, there is a consistent theme; which is, that of all types of development that could be placed on this 10+ acre site, a solar farm is the least obtrusive.

#### A. Protection of Privacy

The issues of privacy that typically are of concern with new developments tend to revolve around additional people. Unlike almost every other type of development, the solar farm will not bring additional people to the development. With the exception of a few maintenance personnel two to four times per year, the development will be void of people. To that end, the issues of protecting the privacy of existing residents becomes largely a non-issue. Other concerns of privacy often arise when new developments include structures which are as tall as, or taller than, existing structures on neighboring properties. In the case of this ground mounted solar farm, the structures are much lower than typical developments and will not impede line of sight or impose on the privacy of existing residents. To the extent that there may be concerns about reduced privacy, the design of the solar farm includes fencing and landscaping attributes which will serve to mitigate privacy concerns and ensure that the solar far is viewed as a positive attribute to the community.

#### B. Protection of Use and Enjoyment

The solar farm, by design, is very low impact to surrounding communities. We have arranged the site so that it is tucked away from most residents, situated between vacant land and irrigation facilities, there will be very little opportunity for most people to even see it without looking for it. Not only will the solar farm not impede residents from continuing full enjoyment of their properties, by placing the solar farm in this location, it will serve to protect neighboring residents from future developments which could have significant negative impacts on their ability to fully enjoy their properties. Almost all other developments on this site would bring greatly increased traffic flows and negative impacts to residents. This solar farm will reside at this location for the next twenty years and maybe longer.

#### C. Compatible Design and Integration

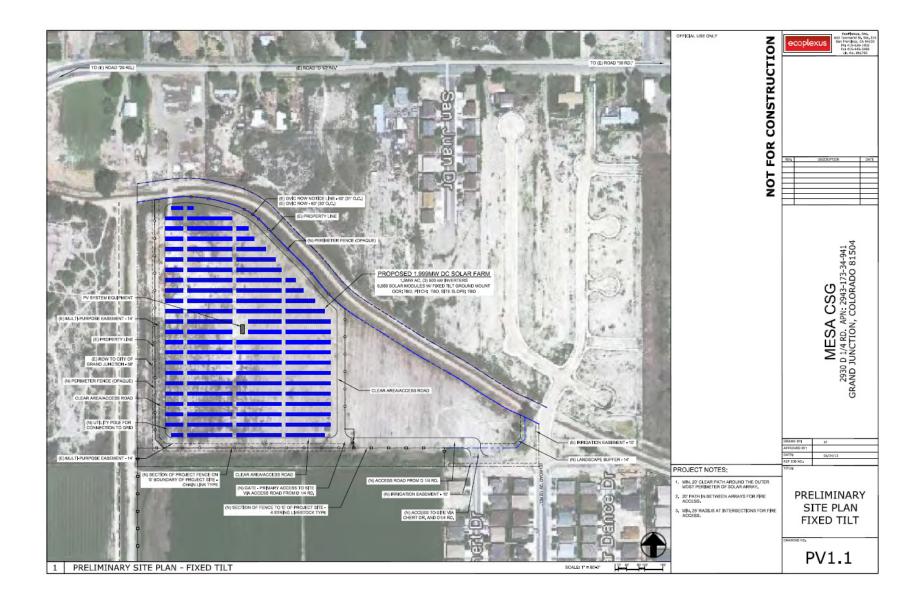
As was discussed earlier, solar farms are quiet and pose no adverse environmental threats. By placing the solar farm on the site, the environment will be improved, both locally and in the boarder sense. In every instance that we have been on site since first considering the site, we have witnessed evidence of the dumping of trash, empty bottles and cans. By developing this site as a solar farm and securing it appropriately, we will greatly reduce, if not eliminate, the illegal dumping and mischief that appears to be an ongoing issue on the site. This speaks directly to the environment of the surrounding community and reduces the strain on local law enforcement. The solar farm will also reduce dust on the site, reduce the risk of fire on the site, and ensure that the site is maintained in a way that improves the environment of the neighborhood.

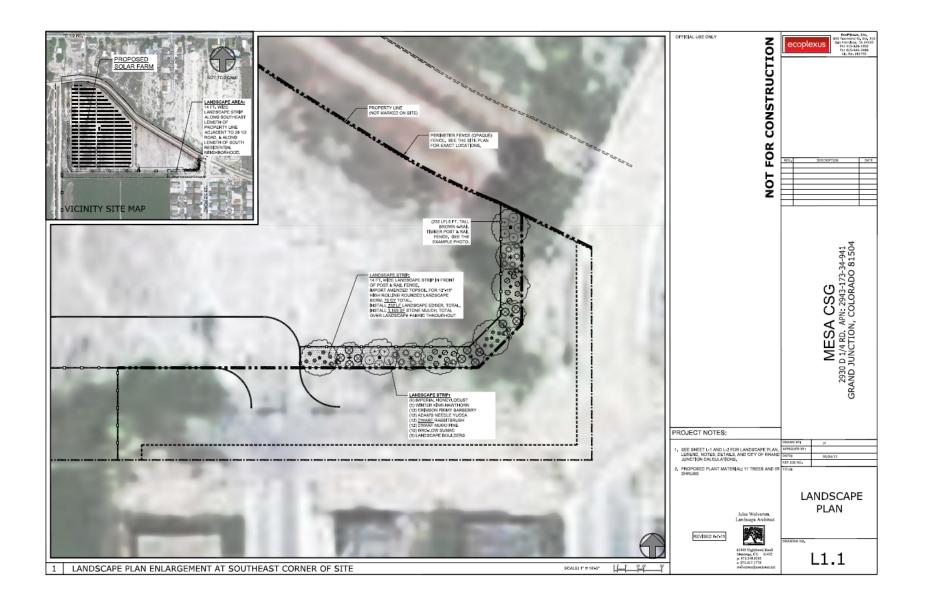
There is often times concerns about glare that could be emitted from solar arrays. The reality is that there have been great improvements in the design and construction of solar panels and at this stage, many are even being placed in and around large airport facilities. In fact, we are working on several solar projects which are located at and in the close proximity to major and small airports. The FAA would never allow large scale solar developments at airports if glare continued to be an issue.

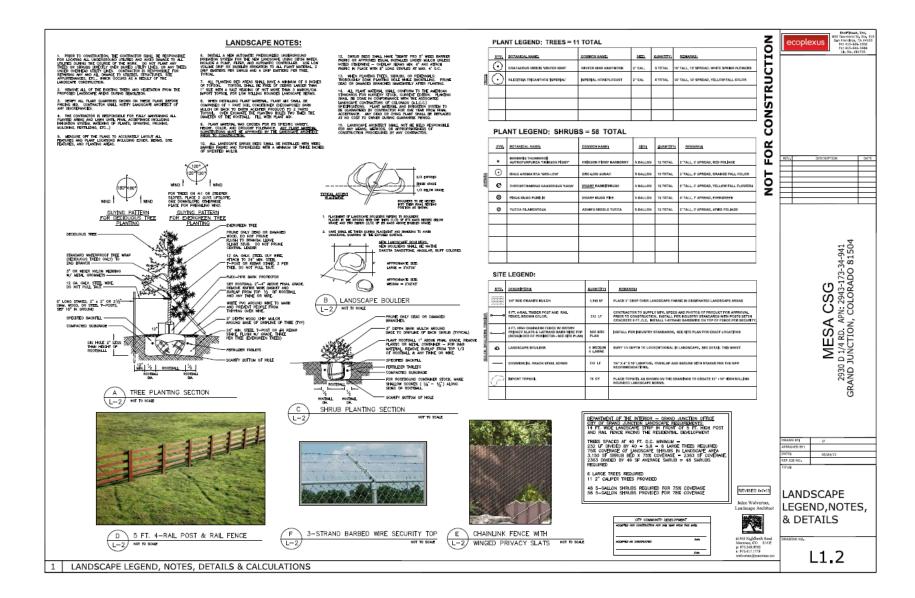
We strongly believe that of the many types of development that could be considered for this property, the solar farm will be the least obtrusive and will provide the most benefit to the nearby residents as well as the City and Region as a whole.

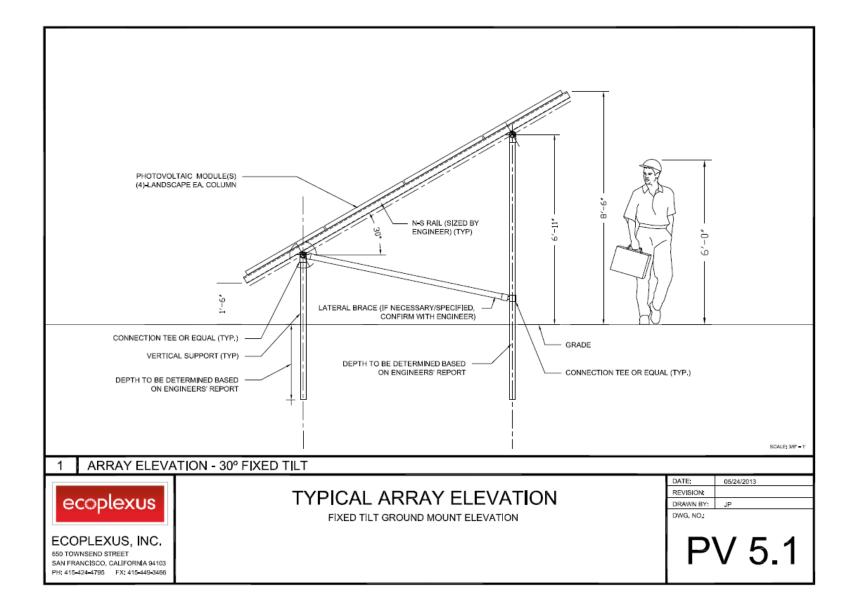
#### VI. Attachments

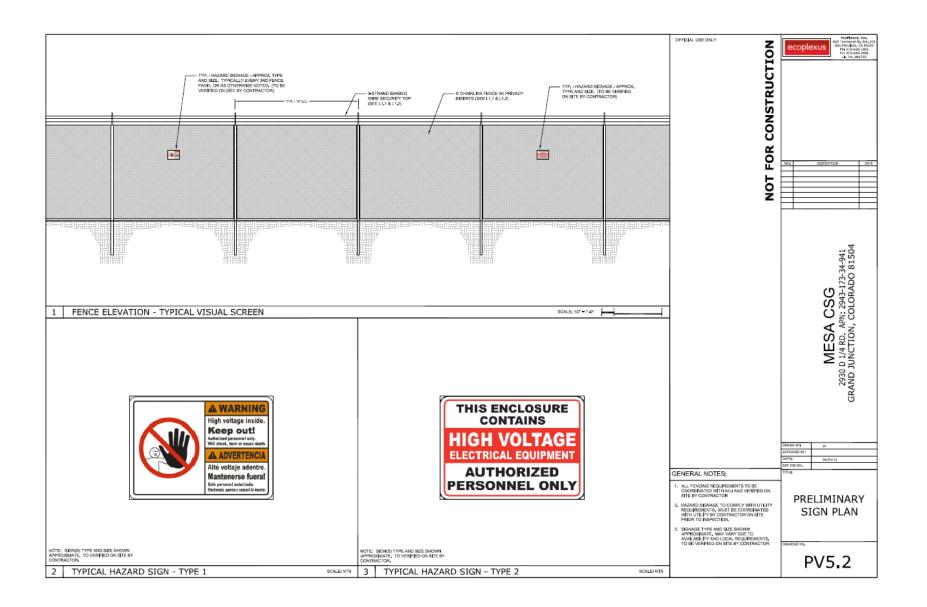
- A. Development Application and Application Fee
- B. Ownership Statement/Deed- The owner of the property is The School District, and we will submit the Ownership Statement prior to the actual CUP hearing in time for it to be included with the agenda. (Not attached)
- C. Construction Elevations
- F. Fire Flow Form
- H. Neighborhood Meeting Notes (Two files)
- I. Sign Plan/Sign Package
- J. Site Plan
- K. Storm Water Management Plan/Permit
- L. Letter from engineer addressing site runoff











#### Attach 3

Form District Code Amendment

CITY OF GRAND JUNCTION	MEETING DATE: June 25, 2013
PLANNING COMMISSION	PRESENTER: Greg Moberg

**AGENDA TOPIC:** ZCA-2013-229, Amendment to the Zoning and Development Code (Title 21, Grand Junction Municipal Code) regarding Form Districts.

**ACTION REQUESTED:** Forward a recommendation to City Council of amendments to Section 21.03.090, Form Districts, of the Zoning and Development Code (Title 21, GJMC).

**RECOMMENDATION:** Recommend the proposed amendments.

#### BACKGROUND:

The Form District section of the GJMC was adopted as part of a much larger amendment of the Zoning and Development Code on April 5, 2010. Prior to the 2010 adoption, form-based zoning was not an option in the City of Grand Junction.

The purpose of adding Form Districts to the GJMC was to create zones that implemented several new Future Land Use designations of the Comprehensive Plan. The new Future Land Use designations include: Neighborhood Center, Village Center, Downtown Mixed Use and Mixed Use Opportunity Corridors. These new designations were added when the Comprehensive Plan was adopted on February 17, 2010.

Form-based zoning differs from conventional zoning in several unique ways. Conventional zones (R-4, C-1, I-1, etc.) traditionally focus on the separation of land-uses and regulating development intensity through dimensional standards (e.g., dwellings per acre, height limits, setbacks, parking ratios, etc.). This type of zoning regulation encourages the utilization of single use applications (R-4 for single family residential, C-1 for retail sales and services and I-1 for general industrial) making conventional zones more "use" focused. Required parking standards combined with minimum building setback requirements encourage parking to be placed in the front of buildings creating developments that are more autocentric and less pedestrian friendly.

Unlike conventional zoning, form-based codes try to address the relationship between public and private spaces. Form-based codes encourage a connection between streets, buildings and public spaces. This connection is accomplished through consideration of such things as building form, scale and massing rather than strict adherence to dimensional standards. Moreover, form-based codes encourage the mixing of uses on a single site. When a site has a mix of uses (residential, retail and/or office) parking requirements can be reduced because the mix of uses have the ability to share on-site parking. The reduction of parking allows the building to be brought

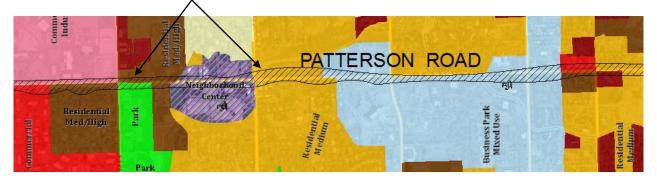
forward, closer to the public right-of-way. By bringing the building forward a more pedestrian-friendly development is achieved that can be less autocentric.

There are three mixed use form districts allowed in the City of Grand Junction; Mixed Use Residential, Mixed Use General and Mixed Use Shopfront. Within the three types of form districts five building types are allowed: Shopfront, General, Apartment, Townhouse and Civic. The Shopfront building type is allowed only in the Mixed Use Shopfront District and the General building type is allowed only in the Mixed Use General District. Apartments, Townhouse and Civic building type is allowed only in the Mixed Use General District. Apartments, Townhouse and Civic building types are allowed in both the General and Residential Mixed Use Districts.

In addition, the current standards stipulate that:

- 1.Retail sales and services are allowed in Shopfront building types.
- 2.Office uses are allowed in General building types, but not retail uses.
- 3.General building types are allowed throughout Neighborhood Centers, Village Centers, Downtown Mixed Use and Mixed Use Opportunity Corridors.
  4.Shopfront building types can only locate at the intersections of major roadways.

These standards create a problem when trying to develop a mixed use project in a Mixed Use Opportunity Corridor. If a proposed development is not located at an intersection of major roadways, allowed uses are limited to office and residential. Because the uses are limited it is difficult to encourage the use of the Form Districts along the Mixed Use Opportunity Corridors, for example along Patterson Road.



The proposed amendments (see attached Ordinance) to Section 21.03.090 are intended to remove these restrictions thereby allowing mixed use developments to occur throughout Mixed Use Opportunity Corridors. In addition, modifications have also been included that clarify landscaping requirements and allow awnings to be placed above public right-of-way.

### CONSISTENCY WITH THE COMPREHENSIVE PLAN:

The proposed amendments are consistent with the following goals and policies of the Comprehensive Plan:

Goal 3: The Comprehensive Plan will create ordered and balanced growth and spread future growth throughout the community.

Policy B. Create opportunities to reduce the amount of trips generated for shopping and commuting and decrease vehicle miles traveled thus increasing air quality.

Current standards discourage mixed use developments along Mixed Use Opportunity Corridors which limits opportunities to reduce the amount of trips generated for shopping and commuting and decrease vehicle miles traveled. The proposed amendments would remove the standards that discourage mixed use development thereby encouraging more opportunities to reduce the amount of trips generated for shopping and commuting and decrease vehicle miles traveled.

Goal 5: To provide a broader mix of housing types in the community to meet the needs of a variety of incomes, family types and life stages.

Policy B. Encourage mixed-use development and identification of locations for increased density.

Current standards discourage mixed use developments along Mixed Use Opportunity Corridors and therefore a broader mix of housing types are also discouraged. The proposed amendments would remove the standards that discourage mixed use development thereby encouraging a broader mix of housing types.

Goal 8: Create attractive public spaces and enhance the visual appeal of the community through quality development.

Policy A. Design streets and walkways as attractive public spaces.

One of the objectives of a mixed use development is the creation of attractive public spaces, streets and walkways. The proposed amendments would remove the standards that discourage mixed use development thereby encouraging mixed use developments and the creation of attractive public spaces, streets and walkways.

#### FINDINGS OF FACT/CONCLUSIONS:

After reviewing ZCA-2013-229, Amendments to Section 21.03.090 of the Zoning and Development Code (Title 21 of the Grand Junction Municipal Code) regarding Form Districts, the following findings of fact and conclusions have been determined:

- 1. The proposed amendments are consistent with the goals and policies of the Comprehensive Plan.
- 2. The proposed amendments will help implement the vision, goals and policies of the Comprehensive Plan.

#### STAFF RECOMMENDATION:

I recommend that the Planning Commission forward a recommendation of approval of the proposed amendments to the City Council with the findings and conclusions listed above.

#### **RECOMMENDED PLANNING COMMISSION MOTION:**

Madam Chairman, on file ZCA-2013-229, Amendments to the Zoning and Development Code (Title 21 of the Grand Junction Municipal Code) regarding Form Districts within the City, I move that the Planning Commission forward a recommendation of approval of the proposed amendments with the findings, facts and conclusions listed in the staff report.

Attachments: Proposed Ordinance

#### **CITY OF GRAND JUNCTION, COLORADO**

#### ORDINANCE NO.

#### AN ORDINANCE AMENDING THE ZONING AND DEVELOPMENT CODE, GRAND JUNCTION MUNICIPAL CODE SECTION 21.03.090, FORM DISTICTS

Recitals:

On April 5, 2010 the Grand Junction City Council adopted the updated 2010 Zoning and Development Code, codified as Title 21 of the Grand Junction Municipal Code of Ordinances.

It has been found that current standards relating to Form Districts do not encourage development of mixed use projects in Mixed Use Opportunity Corridors.

In order to implement the Comprehensive Plan goals of creating opportunities to encourage the development of mixed use projects that can reduce the amount of trips generated for shopping and commuting and create a broader range of housing types, Section 21.03.090, Form Districts, of the Zoning and Development Code (Code) needs to be amended.

The proposed amendments to Section 21.03.090 are intended to remove current restrictions that discourage mixed use developments within Mixed Use Opportunity Corridors.

The amendments are consistent with the goals and policies of the Comprehensive Plan and implement the vision, goals and policies of the Comprehensive Plan.

After public notice and a public hearing as required by the Charter and Ordinances of the City, the Grand Junction Planning Commission recommended approval of the proposed amendments, finding that:

1. The proposed amendments are consistent with the goals and policies of the Comprehensive Plan.

2. The proposed amendments will help implement the vision, goals and policies of the Comprehensive Plan.

After public notice and a public hearing before the Grand Junction City Council, the City Council hereby finds and determines that the proposed amendments will implement the vision, goals and policies of the Comprehensive Plan and promote the health, safety and welfare of the community, and should be adopted.

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

# Section 21.03.090 is amended as follows (deletions shown with strikethroughs and additions are underlined): 21.03.090 Form districts.

(a) **Intent.** The form districts are intended to implement the Neighborhood Center, Village Center, Downtown Mixed Use future land use designations and Mixed Use Opportunity Corridors of the Comprehensive Plan. The form districts are intended to create pedestrian-friendly urban areas where higher density mixed uses and mixed building types promote less dependence on the automobile. The form districts are intended to be used in combination to create mixed use centers. The centers are intended to transition in scale to existing neighborhoods. The Comprehensive Plan Neighborhood Center designation is implemented with the three-story districts, the Village Center designation is implemented with the three-, five- and the Downtown Mixed Use designation is implemented with the three-, five- and eight-story districts. The Mixed Use Opportunity Corridor designation is implemented with the three- story districts.

(b) **Mixed Use Residential (MXR-3, -5, -8).** The mixed use residential (MXR) districts are:

(1) Intended to create residential neighborhoods with a mix of housing options in a pedestrian-friendly environment.

(2) Divided into three intensities: low (MXR-3), medium (MXR-5), and high (MXR-8).

(3) Intended for the perimeter areas of mixed use centers to <u>as a</u> transition from a mixed use <u>core center or corridor</u> to the surrounding neighborhoods.

(4) Comprised of the apartment, townhouse and civic building types.

## (c) Mixed Use General (MXG-3, -5, -8). The mixed use general (MXG) districts are:

(1) Intended to create a mix of compatible uses in close proximity to one another in a pedestrian-friendly environment.

(2) Divided into three intensities: low (MXG-3), medium (MXG-5), and high (MXG-8).

(3) Comprised of the general, apartment, townhouse and civic building types.

(d) **Mixed Use Shopfront (MXS-3, -5, -8).** The mixed use shopfront (MXS) districts are:

(1) Intended to create the commercial core of a mixed use pedestrian-friendly area.

(2) Divided into three intensities: low (MXS-3), medium (MXS-5), and high (MXS-8).

(3) Located at the intersection of major roadways.

(4)(3) Comprised of the shopfront building type.

#### (e) **District Standards**.

District	Building Type							
	Shopfront	General	Apartment	Townhouse	Civic			
Mixed Use Residential (MXR-)			•	•	•			
Mixed Use General (MXG-)		•	•	•	•			
Mixed Use Shopfront (MXS-)	•							

(1) Building Type by District.

#### (2) Height.

Intensity	District	Height Stories (min.)	Height Stories (max.)	Height Feet (max.)
Low	MXR-3, MXG-3, MXS-3	1	3	50
Medium	MXR-5, MXG-5, MXS-5	2	5	65
High	MXR-8, MXG-8, MXS-8	2	8	100

(3) Building Entrances. The following building entrance requirements apply to shopfront, general and apartment building types:

(i) An entrance providing both ingress and egress, operable during normal business hours, is required to meet the street-facing entrance requirements. Additional entrances off another street, pedestrian area or internal parking area are permitted.

(ii) The entrance separation requirements provided for the building type must be met for each building, but are not applicable to adjacent buildings.

(iii) An angled entrance may be provided at either corner of a building along the street to meet the street entrance requirements, provided any applicable entrance spacing requirements can still be met.

(iv) A minimum of 50 percent of a required entrance must be transparent.

(v) A required fire exit door with no transparency may front on a primary, side, or service street.

(4) Parking.

(i) On-site surface parking must be located behind the parking setback line.

(ii) Structured parking must contain active uses on the ground story along any primary street for the first 30 feet of the building measured from the street-facing facade.

(iii) The required street frontage may be interrupted to allow for a maximum 30-foot-wide vehicular entrance to a parking structure or area.

(5) Service Entrances. Business service entrances, service yards and loading areas shall be located only in the rear or side yard, behind the parking setback line.

(6)Landscaping. Landscaping is required for surface parking and for the parkstrip in the right-of-way.

(76) Open Space.

(i) Public Parks and Open Space Fee. The owner of any multifamily or mixed use project in a form district shall be subject to the required parks impact fee.

(ii) Open Space Requirement. Multifamily or mixed use developments in a form district shall be required to pay 10 percent of the value of the raw land of the property as determined in GJMC 21.06.020(b).

(8<u>7</u>) Outdoor Storage and Display. Outdoor storage and permanent displays are prohibited. Portable display of retail merchandise may be permitted as provided in GJMC 21.04.040(h).

(8) Awning Standards. Awnings and other façade enhancements are encouraged. One or more awnings extending from the building may be erected. Awnings shall be at least 8 feet above the sidewalk and shall be at least 4 feet wide, along the building frontage, and shall not overhang into the right-of-way more than 6 feet. Awnings shall otherwise meet with the requirements of the Grand Junction Municipal Code and Colorado Department of Transportation (CDOT) regulations.

(9) Landscaping and Buffering.

(i) No landscaping / screening buffer is required between adjacent properties zoned Mixed Use.

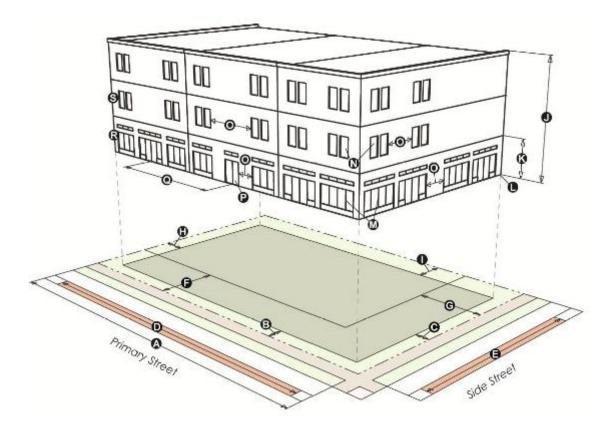
(ii) No street frontage landscaping is required when the setback for a building is ten (10) feet or less.

(iii) Street trees are required at a rate of one tree per eighty (80) feet. Street trees may be planted in the right-of-way with City approval.

(iv) All other landscaping regulations of the Grand Junction Municipal Code shall apply.

(f) **Building Types.** See the building types on the following pages.

(1) Shopfront. A building form intended for ground floor retail <u>sales and service</u> uses with upper-story residential or office uses. <u>Lodging and indoor recreation</u> <u>and entertainment uses would also be intended for the shopfront building form.</u> High transparency (in the form of windows and doors) is required on the ground floor to encourage interaction between the pedestrian and the ground story space. Primary entrances are prominent and street facing.



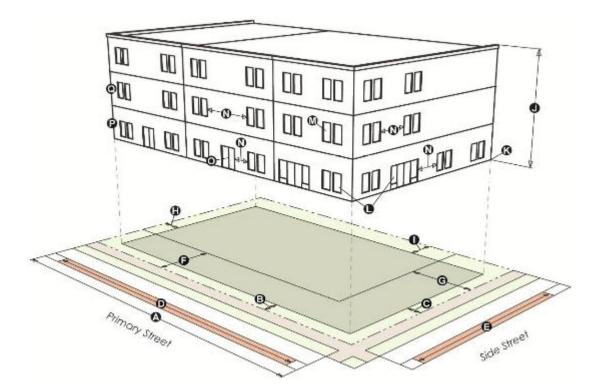
MXS-3 MXS-5 MXS-8

MXS-3 MXS-5 MXS-8

	LOT				HEIGHT			
	Area (min. ft. <sup>2</sup> )	4,000	5,000	n/a	Stories (max.)	3	5	8
A	Width (min. ft.)	40	50	n/a	Feet (max.)	50	65	100
	Lot coverage (max.)	75%	75%	n/a	Ground story height (min. ft.)	15	15	15
	FRONT SET	BACK A	AREA		Ground story elevation (min. ft.)	0	0	0
€	Primary street (min./max.				-			
	ft.)	0/10	0/10	0/10	BUILDING FAC	ADE		
Θ	Side street (min./max.				Ground story transparency			
	ft.)	0/10	0/10	0/10	(min.)	60%	60%	60%
	REQUIRED	STREET	FACAI	DE	O Upper story	20%	20%	20%

	MXS-3	MXS-5	MXS-8		MXS-3	MXS-5	MXS-8
				transparency (min.)			
Primary				Blank wall area			
street (min.)	85%	85%	85%	(max. ft.)	30	30	30
G Side street (min.)	40%	40%	40%	Street-facing entrance required	yes	yes	yes
				Street entrance			
PARKING SE	TBACI	κ		spacing	n/a	n/a	50
Primary street (min.							
ft.)	30	30	30	ALLOWED US	Ξ		
G Side street				Ground story	Comme	rcial, Inst	itutional
(min. ft.)	10	10	10		;	and Civic	;
SIDE/REAR \$	SETBA	CKS					
Side, interior (min. ft.)	5	5	5	S Upper story		rcial, Inst vic, Resi	
Rear (min. ft.)	15	10	0				

(2) General. A building form intended for commercial-ground floor office and personal services uses (but does not include sales, repair or entertainment oriented uses) that are not retail with upper-story residential or office. Often used for a single purpose such as an office building or hotel, the general building form is the most common commercial building. Transparency (in the form of windows and doors) is required on the ground floor to encourage interaction between the pedestrian and the ground story space; however, required transparency is lower than that for a shopfront building form. Primary entrances are prominent and street facing.



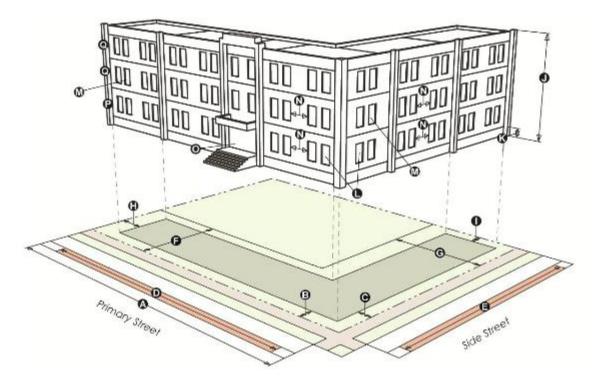
MXG-3 MXG-5 MXG-8

MXG-3 MXG-5 MXG-8

	LOT				HEIGHT			
	Area (min. ft. <sup>2</sup> )	4,000	5,000	n/a	Stories (max.)	3	5	8
A	Width (min.	40	50	,	0	50	05	400
	ft.)	40	50	n/a	Feet (max.)	50	65	100
	Lot coverage (max.)	75%	75%	n/a	Ground story elevation (min. ft.)	0	0	0
	FRONT SET	BACK A	AREA		BUILDING FAC	ADE		
6	Primary street (min./max. ft.)	0/10	0/10	0/10	Ground story transparency (min.)	40%	40%	40%
C	Side street (min./max. ft.)	0/10	0/10	0/10	(min.)	20%	20%	20%
	REQUIRED	STREET	[ FACAI	DE	Blank wall area (max. ft.)	30	30	30
0	Primary	80%	80%	80%	<ul> <li>Street-facing</li> </ul>	yes	yes	yes

	MXG-3	MXG-5	MXG-8		MXG-3 MXG-5 MXG-8
street (min.)				entrance required	
Side street					
(min.)	40%	40%	40%	ALLOWED US	E
PARKING S	ETBAC	۲		Ground story	Commercial, Institutional
Primary street (min. ft.)	30	30	30		and Civic
G Side street (min. ft.)	10	10	10	Opper story	Commercial, Institutional and Civic, Residential
SIDE/REAR	SETBA	CKS		_	
Side, interior (min. ft.)	5	5	5		
❶ Rear (min. ft.)	15	10	5		

(3) Apartment. A building form containing three or more dwelling units consolidated into a single structure. An apartment contains internal common walls. Dwelling units within a building may be situated either wholly or partially over or under other dwelling units. The building often shares a common entrance. Primary building entrance is generally through a street-facing lobby.



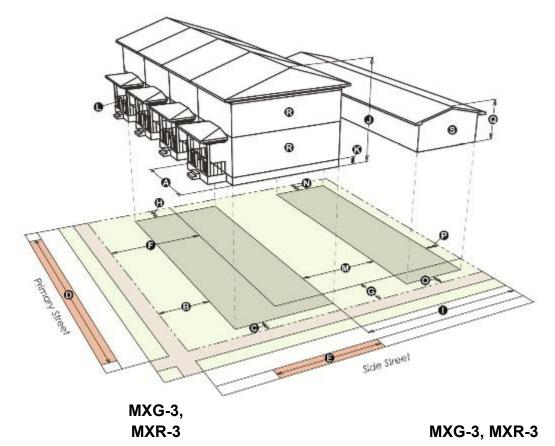
MXG-3 MXG-5 MXG-8 MXR-3 MXR-5 MXR-8

MXG-3 MXG-5 MXG-8 MXR-3 MXR-5 MXR-8

	LOT				HEIGHT			
	Area (min.				0			
	ft. <sup>2</sup> )	6,000	6,000	6,000	Stories (max.)	3	5	8
A	Width (min.				0			
	ft.)	60	60	60	Feet (max.)	50	65	100
					Ground story     Ground story			
	Lot coverage				elevation (min.			
	(max.)	75%	75%	75%	ft.)	0	0	0
	FRONT SETB		REA		BUILDING FACA	DE		
Θ					Ground story			
	Primary street				transparency			
	(min./max. ft.)	0/15	0/15	0/15	(min.)	20%	20%	20%
Θ					Opper story			
	Side street				transparency			
	(min./max. ft.)	0/15	0/15	0/15	(min.)	20%	20%	20%
					🚯 Blank wall area			
	REQUIRED S	TREET	FACAD	E	(max. ft.)	30	30	30
Đ					Street-facing			
	Primary street				entrance			
	(min.)	75%	75%	75%	required	yes	yes	yes

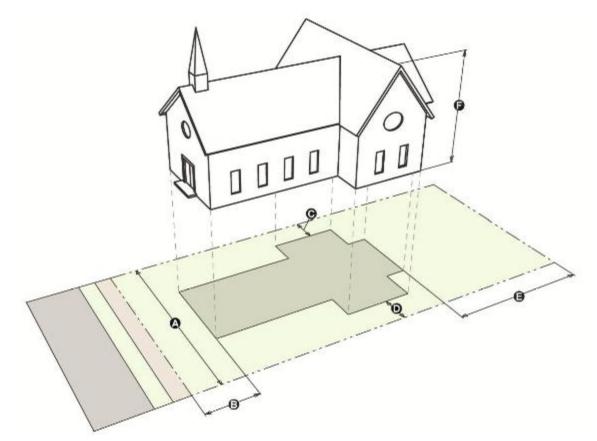
			MXG-8 MXR-8		MXG-3 MXG-5 MXG-8 MXR-3 MXR-5 MXR-8
G Side street					
(min.)	35%	35%	35%	ALLOWED USE	
PARKING SE	ТВАСК			Ground story	Residential
Primary street				e	
(min. ft.)	30	30	30	Upper story	Residential
G Side street					
(min. ft.)	10	10	10		
SIDE/REAR S	ETBAC	KS			
Side, interior					
(min. ft.)	5	5	5		
n Rear (min. ft.)	15	10	5		

(4) Townhouse. A building form with multiple dwelling units located side-by-side on a single zone lot and consolidated into a single structure that relates to the scale of surrounding houses. Each unit is separated by a common side wall. Units are not vertically mixed. Each unit has its own external entrance.



LOT	MXG-3, MXR-3	HEIGHT	MXG-3, MXR-3
Area (min. ft. <sup>2</sup> )	1,200	Stories (max.)	3
A Unit width (min. ft.)	16	Feet (max.)	50
		Ground story elevation	
Lot coverage (max.)	75%	🚯 (min. ft.)	1.5
FRONT SETBACK			
AREA		BUILDING FACADE	
Primary street		Street-facing entrance	
(min./max. ft.)	0/15	required	yes
<b>•</b> ••••••		ACCESSORY	
Side street	0/4 5	STRUCTURE	
(min./max. ft.)	0/15	SETBACKS	
REQUIRED STREET FACADE		Separation from primary structure (min. ft.)	10
			10
Primary street (min.)	75%	Side, interior (min. ft.)	5
Side street (min.)	35%	<ul> <li>O Side, street (min. ft.)</li> </ul>	10
	5570		10
SETBACK		Rear (min. ft.)	5
Primary street (min.	·	ACCESSORY	•
ft.)	30	STRUCTURE HEIGHT	
G Side street (min. ft.)	10	Stories (max.)	2
SIDE/REAR		- ( )	
SETBACKS		eet (max.)	30
Side, interior (min.			
❶ ft.)	5	ALLOWED USE	
n Rear (min. ft.)	10	All stories	Residential
		Accessory structure	Accessory uses, Accessory dwellings

(5) Civic. A building form containing civic, religious, institutional or public uses. In order to provide a visual landmark, the civic building form is permitted to be set back further than other building forms. Civic buildings are commonly placed on prominent sites.



MXG-3 MXG-5 MXG-8 MXR-3 MXR-5 MXR-8

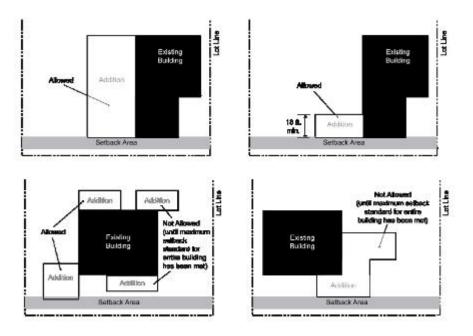
	LOT						
	Area (min. ft. <sup>2</sup> )	10,000	10,000	10,000			
А	Width (min. ft.)	100	100	100			
	Lot coverage (max.)	80%	80%	80%			
	SETBACKS						
₿	Front (min. ft.)	15	15	15			
Θ	Side, interior (min. ft.)	5	5	5			
O	Side, street (min. ft.)	10	10	10			
θ	Rear (min. ft.)	15	15	15			
	HEIGHT						
θ	Stories (max.)	3	5	8			
Ø	Feet (max.)	50	65	100			
	ALLOWED USE						
	All stories Institutional and Civ						

(g) Mixed Use Opportunity Corridors. See GJMC 21.02.140(c)(2).

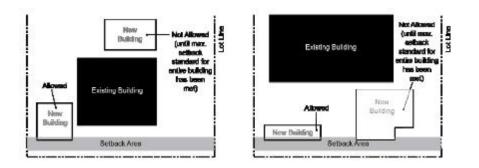
## (h) Additions and New Buildings on Nonconforming Sites.

(1) Applicability. Any development in a form district where a maximum setback applies.

(2) Permitted Additions. Where an existing building is being expanded, the setback area and required building frontage standards apply to the ground level, street-facing facade of the entire addition as set forth below.



(3) Permitted New Buildings. Where a new building is being constructed on a site with a nonconforming existing building, the setback area and required building frontage standards apply to the ground level, street-facing facade of the entire new building as set forth below.



(i) **Use Categories Allowed in Form Districts.** For the purposes of the form districts, the following use restrictions specific to the form districts are established. The references are to the use categories included in the use table in GJMC 21.04.010.

(1) Residential. Allows household living; home occupation; and group living use categories.

(2) Institutional and Civic. Includes colleges and vocational schools; community service; cultural; day care; hospital/clinic; parks and open space; religious assembly; funeral homes/mortuaries/crematories; safety services; schools; utility, basic; utility, corridors use categories, but not detention facilities use category.

(3) Commercial. Includes entertainment event, major; lodging; office; recreation and entertainment, outdoor; recreation and entertainment, indoor; retail sales and service (except adult entertainment); but not self-service storage; vehicle repair; and vehicle service, limited use categories; but not the or parking, commercial; or recreation and entertainment –indoor outdoor use categories.

(4) Industrial. Includes only the telecommunications facilities use category, but not manufacturing and production, industrial services, contractors and trade shops, oil and gas support operations, junk yard, impound lot, heavy equipment storage/pipe storage, warehouse and freight movement, waste-related use, wholesale sales, agricultural, aviation or surface passenger terminal, mining use categories.

INTRODUCED on first reading the \_\_\_\_\_day of \_\_\_\_\_, 2013 and ordered published in pamphlet form.

PASSED and ADOPTED on second reading the \_\_\_\_\_ day of \_\_\_\_\_, 2013 and ordered published in pamphlet form.

ATTEST:

President of the Council

City Clerk