

To access the Agenda and Backup Materials electronically, go to [the City of Grand Junction Website](#). To participate or watch the meeting virtually register for the [GoToWebinar](#).



**GRAND JUNCTION CITY COUNCIL
MONDAY, JUNE 17, 2024
WORKSHOP, 5:30 PM
FIRE DEPARTMENT TRAINING ROOM
625 UTE AVENUE**

1. Discussion Topics

- a. The Grand Valley River Corridor Initiative (RCI) Multi-Jurisdictional Letter of Support
- b. Alley Improvement Districts
- c. Housing Strategy Update
- d. Neighborhood, Subarea, and Corridor Plans and Overlays
- e. Undergrounding Existing Overhead Utility Lines - Draft Code Changes

2. City Council Communication

An unstructured time for Councilmembers to discuss current matters, share ideas for possible future consideration by Council, and provide information from board & commission participation.

What is the purpose of a Workshop?

The purpose of the Workshop is to facilitate City Council discussion through analyzing information, studying issues, and clarifying problems. The less formal setting of the Workshop promotes conversation regarding items and topics that may be considered at a future City Council meeting.

How can I provide my input about a topic on tonight's Workshop agenda?

Individuals wishing to provide input about Workshop topics can:

1. Send input by emailing a City Council member ([Council email addresses](#)) or call one or more members of City Council (970-244-1504)

2. Provide information to the City Manager (citymanager@gjcity.org) for dissemination to the City Council. If your information is submitted prior to 3 p.m. on the date of the Workshop, copies will be provided to Council that evening. Information provided after 3 p.m. will be disseminated the next business day.

3. Attend a Regular Council Meeting (generally held the 1st and 3rd Wednesdays of each month at 5:30 p.m. at City Hall) and provide comments during “Public Comments.”



Grand Junction City Council

Workshop Session

Item #1.a.

Meeting Date: June 17, 2024
Presented By: David Thornton, Principal Planner
Department: Community Development
Submitted By: David Thornton, Principal Planner

Information

SUBJECT:

The Grand Valley River Corridor Initiative (RCI) Multi-Jurisdictional Letter of Support

EXECUTIVE SUMMARY:

The Grand Valley River Corridor Initiative (RCI) is a community-driven initiative focused on supporting and maintaining a healthy river corridor and the associated needs, uses, and values for generations to come. The RCI was formed in 2020 to address the acute need for enhanced coordination, planning, and collaboration on river corridor-related activities. A Core Team leads it with representatives from RiversEdge West, Colorado Mesa University, and American Rivers. OV Consulting was contracted to provide necessary river system support and move the process forward by coordinating with local municipalities and stakeholders.

The RCI Core Team hosted three multi-jurisdictional planning workshops in Grand Junction on November 7, 2023, February 6, 2024, and May 8, 2024, to convene planners and professionals from Mesa County, Fruita, Grand Junction, and Palisade to discuss the future of the Grand Valley River Corridor, craft a shared vision for the River Corridor, and discuss planning strategies to support the development of an inter-jurisdictional River Corridor planning framework.

Representatives from all four jurisdictions agreed that a joint resolution should serve as an agreement to plan collaboratively along the Grand Valley River Corridor and to move forward with a multi-jurisdictional River Master Plan.

The Grand Valley River Corridor Vision

“The communities of the Grand Valley are committed to a data-driven approach to stewarding a resilient, vibrant, and healthy river corridor that supports the values of agriculture, habitat and wildlife, recreation, economic growth, and sustainable development benefiting today's and future generations.”

OV Consulting will brief Council on the River Corridor Planning Framework and the importance of City participation in the joint jurisdictional resolution.

BACKGROUND OR DETAILED INFORMATION:

The Grand Valley’s River Corridor extends from De Beque, Colorado to the Utah state line and encompasses the Gunnison River from Bridgeport to the confluence with the Colorado River. The river corridor is the lifeblood of the community and is a vital economic, cultural, and ecological resource that supports the Grand Valley’s well-being and prosperity. Given the diverse values supported by the river, the Grand Valley River Corridor Initiative (RCI) was formed in 2020 to address the acute need for enhanced coordination, planning, and collaboration on river corridor-related activities.

The RCI Vision includes the following:

- Engage river corridor stakeholder groups to identify common values and challenges.
- Provide a platform and resource for river corridor stakeholders, fostering coordinated collaboration on future river-centric endeavors, and leading to informed decision-making.
- Develop strategies to address shared goals, objectives, and challenges.
- Foster community education and connection with the river.

To address the Vision, the RCI sought funding through the Colorado Water Conversation Board and Colorado River District to support four distinct work efforts extending from 2023-2025.

- Facilitation and Outreach: Create a public-facing presence for RCI and the River Corridor (Contracted with Strategic by Nature, October 2023-2025)
- Riparian and Floodplain Health Assessment: Study the riparian health and floodplain of the river corridor (Contracted April 2024-2025)
- Flow Conditions and Preference Analysis: Understand community values and preferences for river flows (Conducted in Partnership with the River Network, October 2024-2025)
- Framework for Planning Coordination: Develop a framework or agreement among jurisdictions for future river corridor planning (Contracted with OV Consulting, September 2023-May 2024)

These efforts are coordinated through the RCI Advisory Council which meets quarterly and is comprised of a diverse set of 27 stakeholders including local governments and organizations in the Grand Valley.

PLANNING FRAMEWORK

Purpose:

The Planning Framework was conducted over the last eight months by OV Consulting in coordination with the Core Team members Joel Sholtes, Shannon Wadas, and Rusty Lloyd representing RCI, and the Jurisdictions of Mesa County, Fruita, Grand Junction and Palisade. The purpose of the Framework effort was to address the following:

- Develop a coordinated approach to creating a shared Vision for the River Corridor
- Explore planning and management strategies for the corridor that align with the vision
- Inform the engagement process with the community
- Develop an agreed-upon planning framework and next steps

Representatives from each jurisdiction have contributed significant time and associated in-kind match. Since 2023, more than \$6,000 of in-kind support has been contributed through the various workshops and RCI Advisory Council meetings, demonstrating a concerted commitment to the process outcome.

OV Consulting established a coordinated and cohesive jurisdictional Workshop Series for Mesa County, Fruita, Grand Junction, and Palisade focused on river corridor conditions, jurisdictional needs and values associated with the river, a Vision for the Grand Valley River corridor, and identifying the right next steps in securing that Vision. Workshop discussions were supported by local area research, mapping, and river planning best practices that informed the groups' progress and decision-making around the next steps.

WORKSHOP #1 – REVIEW, REFINE AND SET DIRECTION | NOVEMBER 7, 2023

At this first workshop, jurisdictions identified the challenges they face along the river, studied the value of recently completed Fluvial Hazard Buffer (FHB) mapping, and uncovered the corridor's current values and assets. They asked themselves, "Where do we want to be in 20-30 years?" The group discussed the nexus of land use policy, population growth, and river systems and the balance needed to ensure smart growth and a future healthy river in the Grand Valley.

WORKSHOP #2 – SET THE VISION, EXPLORE PEER CITIES AND DETERMINE THE TOOLS FOR SUCCESS | FEBRUARY 6, 2024

In the second workshop, jurisdictions built upon the values identified in Workshop 1 and drafted a River Corridor Vision to be shared with the RCI Advisory Council. They explored river planning strategies in Peer Cities and built consensus around the right next steps for the Grand Valley River Corridor.

The three main components of Workshop #2 included:

- Draft Grand Valley River Corridor Vision
- Peer City River Corridor Planning and Management Strategies
- Agreement on appropriate planning approach for Grand Valley jurisdictions

It was decided that a multi-jurisdictional joint resolution would provide the agreement needed among the jurisdictions to move forward with a Grand Valley River Corridor Master Plan that would address the newly developed vision and provide consistent direction to river recreation, river health, mobility, and edge development at a policy level.

WORKSHOP #3 – CONFIRM DIRECTION AND NEXT STEPS | MAY 8, 2024

At the third and final workshop, jurisdictions confirmed the Final Grand Valley River corridor vision, reviewed supporting documentation, and confirmed the strategy for executing the Joint Resolution. Jurisdictions also discussed funding opportunities and the timing and estimated cost of advancing the Master Planning process.

VISIONING

The key challenges and jurisdictional values identified in Workshop #1 served as the foundation for the Visioning exercise held in Workshop #2. Workshop attendees formed three groups to confirm shared values and craft language in support of a river corridor vision. Input ranged from full vision statements to the identification of supporting vision elements. Draft language and key input on the Vision included the following:

- Commit to supporting a vibrant and healthy river corridor that benefits a diverse community of stakeholders for future generations
- Activate areas with parks, open spaces, and trails
- Keep commercial uses out of the flood zone
- Cluster land uses and create sub-areas for diverse uses, from urbanized to passive natural areas
- Consider buffer zones within the sub-areas and avoid development within the Fluvial Hazard Zone.
- Plan for “100 Years” or “The Next Century” or “Forever” along our river

THE GRAND VALLEY RIVER CORRIDOR VISION

“The communities of the Grand Valley are committed to a data-driven approach to steward a resilient, vibrant, and healthy river corridor that supports the values of agriculture, habitat and wildlife, recreation, economic growth, and sustainable development benefiting today's and future generations.”

At the Council Workshop, the consultant, Beth Vogelsang of OV Consulting will present a 10-minute overview of the following items with time for a Q&A:

- RCI and work thus far
- Planning framework process and outcomes
- Agreement of next steps
- What is Master Plan? (city examples: Boise and Colorado Springs)
- High level cost estimate / funding ops / cost share answers

FISCAL IMPACT:

For discussion purposes only.

SUGGESTED ACTION:

For discussion purposes only.

Attachments

1. LTR-Grand Valley RCI support - draft - 6-11-2024
2. The Grand Valley River Corridor Initiative - Planning Framework Report W-Appendix 4.19.24

TO: Grand Valley River Corridor Initiative

FROM: Grand Junction City Council

SUBJECT: River Corridor Master Planning Letter of Support

DATE: July XX, 2024

Background

The Grand Valley River Corridor Initiative (RCI) is a community-driven initiative focused on supporting and maintaining the health of the Colorado and Gunnison River corridors in Mesa County, together with the associated needs, uses, and values for today and future generations. The RCI was formed as a coalition of interested parties in 2020 to address the acute need for enhanced coordination, planning, and collaboration on river corridor-related activities. A core team leads the RCI with representatives from RiversEdge West, Colorado Mesa University, One Riverfront, and American Rivers.

The RCI core team hosted three multi-jurisdictional planning workshops in Grand Junction on November 7, 2023, February 6, 2024, and May 8, 2024, to convene planners and professionals from Mesa County, Fruita, Grand Junction, and Palisade to discuss the future of the Grand Valley Rivers and the River Corridors, craft a shared vision for the River Corridors, and discuss strategies to support the development of an inter-jurisdictional river corridor planning framework. Representatives from all four jurisdictions agreed to bring the question of pursuing a collaborative planning process for the river corridor to each of their elected bodies in anticipation of securing the support of all to move forward with a multi-jurisdictional River Corridor Master Plan.

The RCI vision statement, which was drafted by representatives of the four jurisdictions reflects the shared values of the Grand Valley. RCI's vision statement is:

"The communities of the Grand Valley are committed to a data-driven approach to steward a resilient, vibrant, and healthy river corridor that supports the values of agriculture, habitat and wildlife, recreation, economic growth, and sustainable development benefiting today's and future generations."

Support for Grand Valley River Corridor Planning

With this letter of support, the City of Grand Junction recognizes and acknowledges that:

- The Grand River Valley Corridor holds significant ecological, recreational, and economic value for the communities of Mesa County, Grand Junction, Palisade, and Fruita; and,
- The state of the Rivers have been changing in recent years with more recreation and development along the Rivers; and,
- Coordinated planning and management of the Grand River Valley Corridor is essential to preserving the natural beauty, enhancing recreational opportunities, and fostering sustainable development.

In consideration of the work of the RCI and in support of continuing effort, the ____ Grand Junction City Council agrees to collaborate with RCI and its core team to move forward with a planning process and pledge our support for the development, public consideration, and as jointly adopted by the Grand Valley river jurisdictions, the implementation of a thorough Grand Valley River Corridor Master Plan. Furthermore, we agree to support RCI and its core team in facilitating and identifying necessary funding and cost-share models to hire a contractor to assist with the creation of a collaborative River Corridor Master Plan.

Signed this ____ day of _____, 2024.

Abram Herman, Mayor

DRAFT

The Grand Valley River Corridor Initiative (RCI)

Multi-Jurisdictional Planning Framework



Town of Palisade, Colorado



Background

The Grand Valley River Corridor Initiative (RCI)

The Grand Valley's River Corridor extends from De Beque, Colorado to the Utah state line and encompasses the Gunnison River from Bridgeport to the confluence with the Colorado River. The river corridor is the lifeblood of the community and is a vital economic, cultural, and ecological resource that supports the Grand Valley's well-being and prosperity. Given the diverse values supported by the river, the Grand Valley River Corridor Initiative (RCI) was formed in 2020 to address the acute need for enhanced coordination, planning, and collaboration on river corridor-related activities.

The RCI Vision includes the following:

1. Engage river corridor stakeholder groups to identify common values and challenges.
2. Provide a platform and resource for river corridor stakeholders, fostering coordinated collaboration on future river-centric endeavors, and leading to informed decision-making.
3. Develop strategies to address shared goals, objectives, and challenges.
4. Foster community education and connection with the river.

To address the Vision, the RCI sought funding through the Colorado Water Conversation Board and Colorado River District to support four distinct work efforts extending from 2023-2025.

1. **Facilitation and Outreach:** Create a public-facing presence for RCI and the River Corridor (Contracted with Strategic by Nature, October 2023-2025)
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These efforts are coordinated through the RCI Advisory Council which meets quarterly and is comprised of a diverse set of 27 stakeholders including local governments and organizations in the Grand Valley.

Planning Framework

Purpose

The Planning Framework was conducted over the last eight months by OV Consulting in coordination with the Core Team members Joel Sholtes, Shannon Wadas, and Rusty Lloyd representing RCI, and the Jurisdictions of Mesa County, Fruita, Grand Junction and Palisade. The purpose of the Framework effort was to address the following:

1. Develop a coordinated approach to creating a shared Vision for the River Corridor
2. Explore planning and management strategies for the corridor that align with the vision
3. Inform the engagement process with the community and
4. Develop an agreed-upon planning framework and next steps.

Representatives from each jurisdiction have contributed a significant amount of time and associated in-kind match. Since the beginning of 2023, there has been over \$6,000 of in kind support contributed through the various workshops and Advisory Council meetings, this demonstrating a concerted commitment to the process outcome. Jurisdictional participants included:

- | | | |
|-------------------------------|-------------------------------------|-----------------------------------|
| 1. Carrie Gudorf, Mesa County | 7. Kimberly Bullen, Fruita | 13. Tamara Allen, Grand Junction |
| 2. Faye Hall, Mesa County | 8. Mark Mancuso, Fruita | 14. Tim Lehrbach, Grand Junction |
| 3. Erik Borschel, Mesa County | 9. Sam Atkins, Fruita | 15. Trenton Prall, Grand Junction |
| 4. Laura Page, Mesa County | 10. David Thornton, Grand Junction | 16. David Gray, Town of Palisade |
| 5. Sean Norris, Mesa County | 11. Jennifer Nitzky, Grand Junction | 17. Troy Ward, Town of Palisade |
| 6. Dan Caris, Fruita | 12. Ken Sherbenou, Grand Junction | |



Workshop Process

OV Consulting established a coordinated and cohesive jurisdictional Workshop Series for Mesa County, Fruita, Grand Junction, and Palisade focused on river corridor conditions, jurisdictional needs and values associated with the river, a Vision for the Grand Valley River corridor, and identifying the right next steps in securing that Vision. Workshop discussions were supported by local area research, mapping, and river planning best practices that informed the groups' progress and decision-making around the next steps.



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At this first workshop, jurisdictions identified the challenges that they face along the river, studied the value of recently completed Fluvial Hazard Buffer (FHB) mapping, and uncovered the values and assets of the corridor today. They asked themselves, “Where do we want to be in 20-30 years?” The group discussed the nexus of land use policy, population growth, and river systems and the balance needed to ensure smart growth and a future healthy river in the Grand Valley.

WORKSHOP #2 – SET THE VISION, EXPLORE PEER CITIES & DETERMINE THE TOOLS FOR SUCCESS | FEBRUARY 6, 2024

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1. Draft Grand Valley River Corridor Vision
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3. Agreement on appropriate planning approach for Grand Valley jurisdictions

It was decided that a Multi-jurisdictional Joint Resolution would provide the agreement needed among the jurisdictions to move forward with a Grand Valley River Corridor Master Plan that would address the newly developed Vision and provide consistent direction to river recreation, river health, mobility, and edge development at a policy level.

WORKSHOP #3 – CONFIRM DIRECTION AND NEXT STEPS | MAY 8, 2024

At the third and final workshop, jurisdictions confirmed the Final Grand Valley River corridor Vision, reviewed supporting documentation, and confirmed the strategy for execution of the Joint Resolution. Jurisdictions also conversed about funding opportunities and the timing of advancing the Master Planning process.

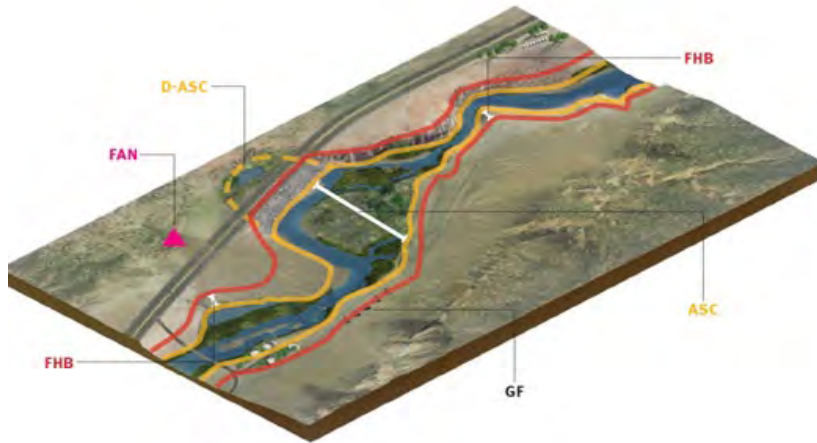
The following pages describe the work that supported the workshop discussions and informed the decision process.

Conditions Assessment

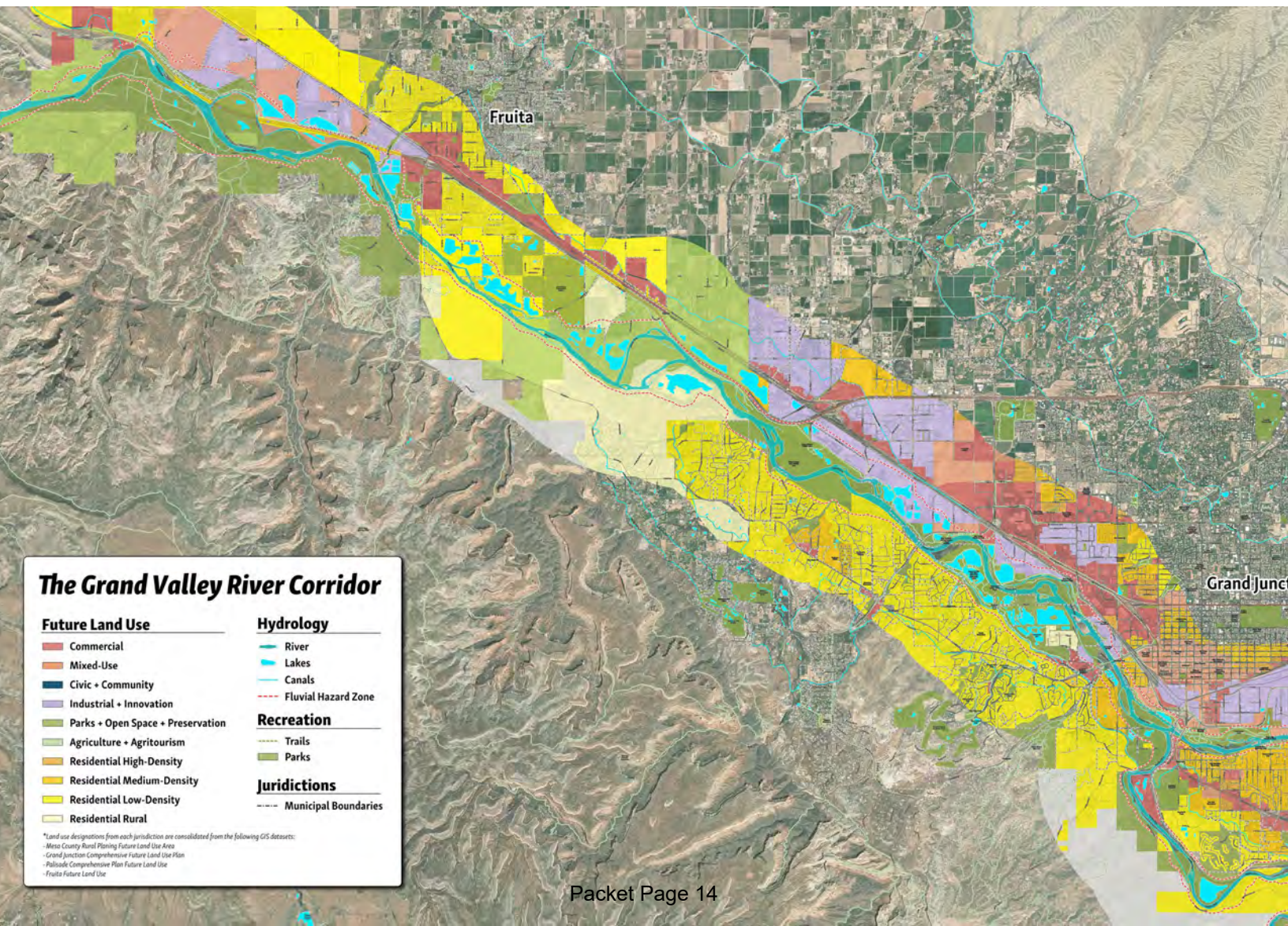
Key challenges identified during the jurisdictional process along the river corridor today include coordination among the three municipalities and one county, siloed decision-making, the number of groups, organizations, and agencies participating in the existing and future use of the river, shrinking summer and fall flows, environmentally threatened species, and growing riverfront development pressure. Jurisdictions shared

current development locations and challenges along the river and expressed interest in the balance between growth and preservation of the natural environment along the river corridor.

The recently completed [Fluvial Hazard Zone](#) delineation of the Grand Valley identifies, among other things, the Active Stream Corridor (ASC) and the Fluvial Hazard Buffer (FHB), also referred to as the Fluvial Hazard Zone (FHZ). Although many rivers in our cities are channelized today, a healthy river corridor typically



- Active Stream Corridor (ASC)**
- Fluvial Hazard Buffer (FHB)**
- Avulsion Hazard Zone (AHZ)—Not Shown**
- Fan (F)**
- Geotechnical Flag (GF)**



The Grand Valley River Corridor

- | | |
|-----------------------------------|----------------------|
| Future Land Use | Hydrology |
| Commercial | River |
| Mixed-Use | Lakes |
| Civic + Community | Canals |
| Industrial + Innovation | Fluvial Hazard Zone |
| Parks + Open Space + Preservation | |
| Agriculture + Agritourism | Recreation |
| Residential High-Density | Trails |
| Residential Medium-Density | Parks |
| Residential Low-Density | Jurisdictions |
| Residential Rural | Municipal Boundaries |

*Land use designations from each jurisdiction are consolidated from the following GIS datasets:
 - Mesa County Rural Planning Future Land Use Area
 - Grand Junction Comprehensive Future Land Use Plan
 - Palisade Comprehensive Plan Future Land Use
 - Fruita Future Land Use

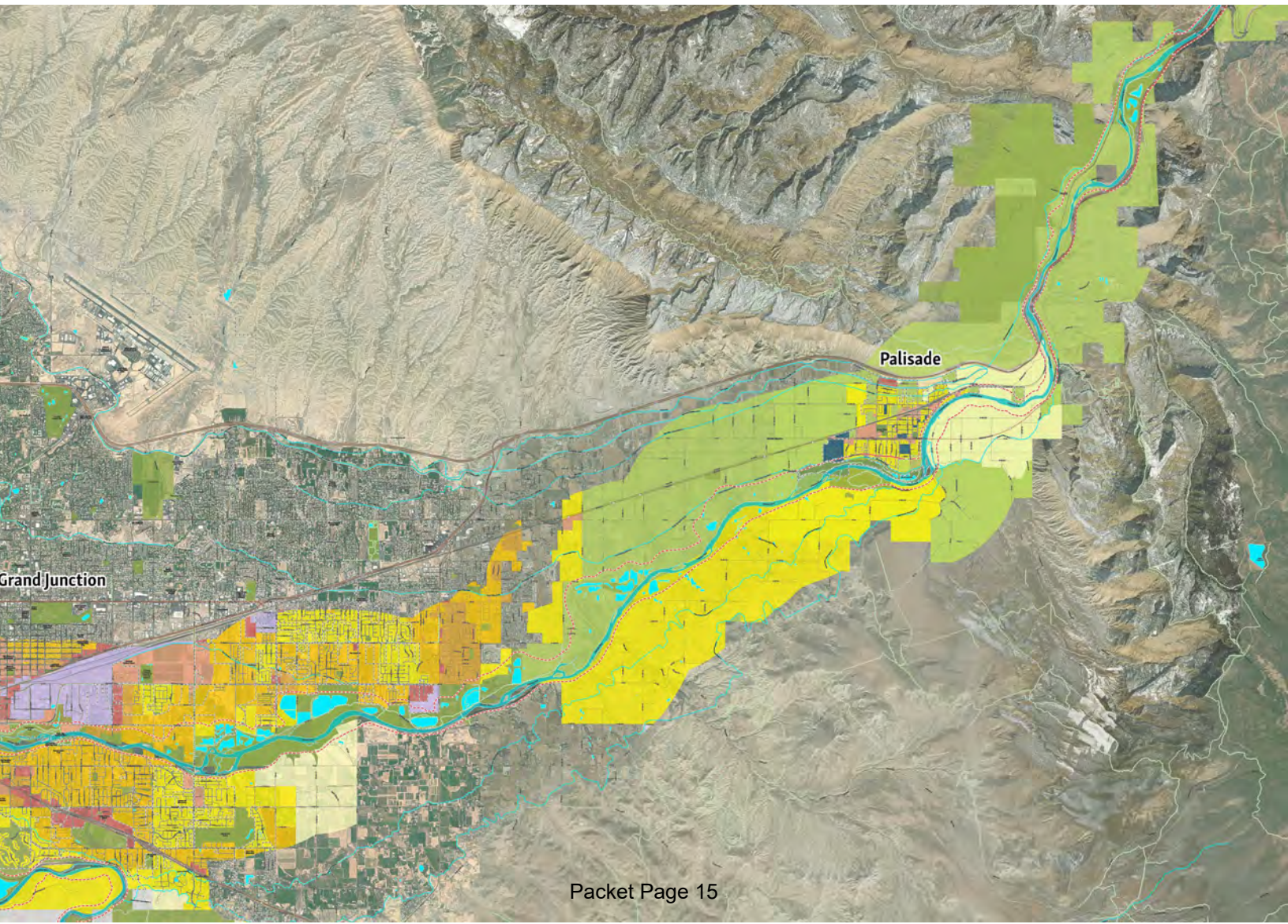
migrates and retains the room in which to migrate through the urbanized area (or within segments therein).

The ASC is the corridor within which the river channel would migrate if left alone and is typically much wider than the visible river footprint. Beyond the ASC lies the margins, often valley slopes, that may not flood but could be influenced by the river channel known as the FHZ.

Since 1937 the river through Grand Valley has migrated significantly and minimizing impact to development while allowing that migration is critical. The mapping of both the ASC and FHZ is an important step in understanding potential risks for existing and future land use and in defining a future pathway for the river. Future channel migration potential and the FHZ should influence infrastructure investment locations, land use patterns, and future development in proximity to the river. Additionally, this information can reveal

opportunities for increased parks or open spaces that support the health of the river, giving it space to migrate.

To visualize this, OV Consulting overlaid the FHZ with planned jurisdictional land use along the river corridor for consideration in evaluating the future of the river corridor. The figure illustrates locations where the FHZ impacts land use development or aligns with open spaces today and reveals the locations where smart, safe and compatible development patterns make sense. This overlay can enable jurisdictions to stay in front of potential river migration, reconnect to the floodplain and restore river health. FHZ mapping should guide jurisdictional decision-making around land use and infrastructure decisions, inform parks and recreational opportunities, and be central to a public education and communication program.



Visioning

The key challenges and jurisdictional values identified in Workshop #1 served as the foundation for the Visioning exercise held in Workshop #2. Workshop attendees formed three groups to confirm shared values and craft language in support of a river corridor vision. Input ranged from full vision statements to the identification of supporting vision elements. Draft language and key input on the Vision included the following:

1. Commit to supporting a vibrant and healthy river corridor that benefits a diverse community of stakeholders for future generations.
2. Activate areas with parks, open spaces, and trails.
3. Keep commercial uses out of the flood zone.
4. Cluster land uses and create sub-areas for diverse uses, from urbanized to passive natural areas.
5. Consider buffer zones within the sub-areas and avoid development with the Fluvial Hazard Zone.
6. Plan for “100 Years” or “The Next Century” or “Forever” along our river.



The Grand Valley River Corridor Vision

The communities of the Grand Valley are committed to a science-driven approach to steward a resilient, vibrant, and healthy river corridor that supports the values of agriculture, habitat and wildlife, recreation, economic growth, and sustainable development benefiting today's and future generations.

The Grand Valley River Vision was reviewed and finalized by the RCI Advisory Council.

Supporting Vision Elements to Guide Future Planning: (DRAFT)

1. “Ecology & Wildlife Resilience” / “A Dynamic River”

- Prioritize the restoration and preservation of riparian habitats, aquatic ecosystems, and wildlife corridors.
- Give the river room to move.
- Implement proactive measures to mitigate invasive species, re-mediate landslides, and enhance water quality.
- Build resilience to natural hazards, climate change impacts, and socio-economic challenges through adaptive planning and management strategies.
- Prioritize measures to enhance floodplain management, wildfire resilience, and public safety within the river corridor.

2. “A Recreational Asset” / “A Recreational River”

- Celebrate recreational opportunities along the river corridor while safeguarding its natural beauty and ecological integrity.
- Provide inclusive and equitable public access to activities, such as hiking, biking, paddling, and wildlife observation.
- Promotes the corridor as both a community and tourist destination

3. “A Connected Corridor”

- Promote seamless connectivity with an extensive network of trails, parks, and green spaces along the river corridor.
- Ensure equitable access to the riverfront for all community members, including measures to address barriers and enhance safety.

4. “Grand Valley Vitality”

- Encourage responsible economic development that harmonizes with agricultural needs and environmental systems.
- Support innovative projects that enhance the riverfront's economic vitality, create job opportunities, and attract visitors.

5. “Balanced Land Use”

- Integrate land use planning efforts to balance development interests with ecological preservation goals.
- Consider regulations and policies that promote resilient and adaptive development patterns.

6. “Corridor Communities” / “Community First”

- Cultivate a sense of stewardship, community ownership, and acknowledgment of the river through robust public engagement and educational outreach programs.
- Empower residents, stakeholders, and future generations to participate in decision-making processes and advocate for the river's well-being.

7. “Collaborative Governance” / “A United River Corridor”

- Foster collaborative partnerships among government agencies, non-profit organizations, and private stakeholders to manage the river corridor.
- Establish a coordinated governance framework to facilitate joint planning, resource-sharing, and collective action.

Planning Tools and Strategies

Cities and Counties across the United States are working to reclaim their rivers and improve the health of often industrialized river corridors. Numerous tools are available and it is the job of each jurisdiction to determine the right path forward for their river corridor. Following the development of the Grand Valley River Vision, jurisdictions explored a range of planning tools and strategies that could be used to achieve the Vision.

The diagram shown below organizes a range of tools into three tiers, ranging in scale and regulatory strength. Tools can be adopted by jurisdictions individually, or tools could be adopted on a multi-jurisdictional level and applied along the entirety of the Grand Valley River Corridor. Often this sort of broader application occurs through the delineation of space along the river referred to as an “influence zone” or “special planning area”, or “river district”.

Tier 1: Broad Tools

1. Multi-jurisdictional Plans
2. Mapping / Inventory
3. Planning Guidance
4. Resolutions
5. IGAs

Tier 2: Intermediate Tools

1. Regulations / Ordinances
2. Conservancy / Management Districts
3. Design Guidelines
4. Special Purpose Plans

Tier 3: Site-Specific Tools

1. Sub-Area Plans
2. Zoning Amendments
3. Site-Specific Improvements

City Spotlights



Boise, Idaho

Boise, ID built upon a series of planning efforts to address 10 miles of the Boise River.

1. Original Boise River Plan (1985)
2. Boise River System Ordinance (1997)
3. Boise River Resource Management and Master Plan (1999)
4. Master Plan Update (2014)

Key Outcomes: The Greenbelt Setback – All activities & development within the setback require River System application.

River recommendations address safety, lighting, security, recreation, signage and wayfinding, ecology, and riparian habitat.

Los Angeles River, California

LA River Master Plan is a multi-jurisdictional river corridor plan covering 51 miles of river through multiple jurisdictions. Goals associated with the Master Plan include:

1. Reduce flood risk and improve resiliency.
2. Provide equitable, inclusive, and safe parks, open space, and trails.
3. Support healthy connected ecosystems.
4. Enhance opportunities for equitable access to the river corridor.
5. Embrace and enhance opportunities for arts and culture.
6. Address potential adverse impacts to housing affordability and people experiencing homelessness.
7. Foster opportunities for continued community engagement, development, and education.
8. Improve local water supply reliability.
9. Promote healthy, safe, and clean water.



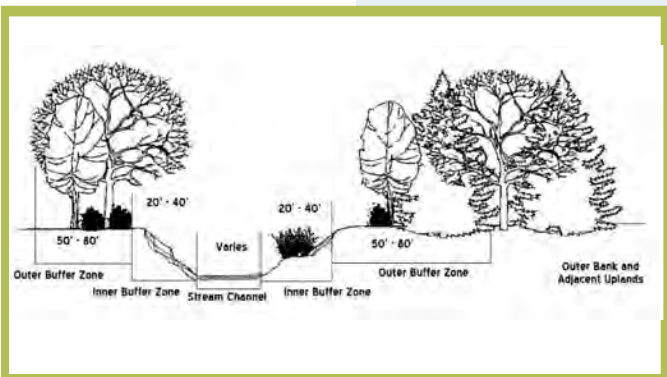
Key Outcomes: River Improvement Overlay District (RIO). A Special Use district and implemented ordinance that requires projects within the district to address watershed, urban design and mobility guidelines. Extends ½ mile to either side of the river for 32 miles in length.

City of Colorado Springs, Colorado

Through a series of regulatory tools and design guidelines, the City of Colorado Springs has planned for the future of their river.

Beginning in 2002, the City adopted the Streamside Ordinance establishing oversight of the area along the river. Subsequently, the Streamside Overlay Zone identified 3 stream types and varying buffer widths for protection of each type. The Streamside Design Guidelines evaluate development within the Streamside Overlay Zone against 11 review criteria including site design, trails and recreation, floodplain, natural features, stream bank stabilization and riparian buffers, among others.

The Ordinance and Overlay Zone were updated in 2007.



Streamside Overlay Zone

Agreement for Future Planning

Following discussion of the range of planning tools and strategies in place in other cities, the jurisdictions debated the appropriate next steps for the Grand Valley. While land use decisions are unique to each jurisdiction, the importance of a consistent approach and overarching guidance to recreation, mobility, land use development and preservation of the river corridor was vital to its future. It was decided that a multi-jurisdictional River Corridor Master Plan would provide the guidance desired and still allow zoning and development decisions at the local level.

A multi-jurisdictional Joint Resolution would serve as the agreement among Palisade, Grand Junction, Fruita, and Mesa County to plan collaboratively along the River Corridor, enter into a Master Planning process, and follow the policy direction provided through that document in the future. Decisions around the delineation of space along the river, and the formation of future river districts, special zones, or governance strategies would be discussed in coordination with the Master Planning process.

This Planning Framework documents the identification of core values, visioning process, and agreement by Grand Valley jurisdictions to consider the future of their river corridor and take the agreed upon planning steps to enhance and preserve that future.

Acknowledgment

The efforts of the jurisdiction to work through the Visioning process and to identify the future steps to preserve the Grand Valley River Corridor is a critical step. Acknowledgment is credited to the jurisdictions, River's Edge West, and the supporting consultants for a successful process and agreed upon Master Planning outcome.

Thank You

- Carrie Gudorf, Mesa County
- Faye Hall, Mesa County
- Erik Borschel, Mesa County
- Laura Page, Mesa County
- Sean Norris, Mesa County
- Dan Caris, Fruita
- Kimberly Bullen, Fruita
- Mark Mancuso, Fruita
- Sam Atkins, Fruita
- David Thornton, Grand Junction
- Jennifer Nitzky, Grand Junction
- Ken Sherbenou, Grand Junction
- Tamara Allen, Grand Junction
- Tim Lehrbach, Grand Junction
- Trenton Prall, Grand Junction
- Shannon Wadas, Rivers Edge West
- Rusty Lloyd, Rivers Edge West
- Joel Sholtes, Rivers Edge West & Colorado Mesa University
- Brian Murphy, River Network
- Hannah Holm, American Rivers
- Mary Cornforth, Strategic by Nature
- Stacy Beough, Strategic by Nature
- Beth Vogelsang, OV Consulting
- Reese Shaw, OV Consulting
- Mark Johnson, Civitas
- Troy Thompson, ERC

Attachments

Attachment A: Multi-Jurisdictional Joint Resolution DRAFT April 2024

Attachment B: RCI Workshop #1 Summary

Attachment C: RCI Workshop #2 Summary

Attachment D: River Corridor Future Land Use & Hydrology - Full Map

The Grand Valley River Corridor Initiative

Multi-Jurisdictional Joint Resolution

Subject: The Grand River Valley Corridor Initiative	
Resolution Number: #XX	Effective Date: MM/DD/2024

Background

The Grand Valley River Corridor Initiative (RCI) is a community-driven initiative focused on supporting and maintaining a healthy river corridor and the associated needs, uses, and values for generations to come. The RCI was formed in 2020 to address the acute need for enhanced coordination, planning, and collaboration on river corridor-related activities. A Core Team leads it with representatives from RiversEdge West, Colorado Mesa University, and American Rivers. OV Consulting was contracted to provide necessary river system support and move the process forward by coordinating with local municipalities and stakeholders.

The RCI Core Team hosted three multi-jurisdictional planning workshops in Grand Junction on November 7th, 2023, February 6th, 2024, and May 8th, 2024, to convene planners and professionals from Mesa County, Fruita, Grand Junction, and Palisade to discuss the future of the Grand Valley River Corridor, craft a shared vision for the River Corridor, and discuss planning strategies to support the development of an inter-jurisdictional River Corridor planning framework. Representatives from all four jurisdictions agreed that this joint resolution should serve as an agreement to plan collaboratively along the Grand Valley River Corridor and to move forward with a multi-jurisdictional River Master Plan.

WHEREAS, the Grand River Valley Corridor holds significant ecological, recreational, and economic value for the communities of Mesa County, Grand Junction, Palisade, and Fruita; and

WHEREAS, the state of the river has been changing in recent years with more recreation and development along the river.

WHEREAS, it is recognized that the coordinated planning and management of the Grand River Valley Corridor is essential to preserving its natural beauty, enhancing recreational opportunities, and fostering sustainable development; and

NOW, THEREFORE, BE IT RESOLVED by Mesa County, and the municipalities of Grand Junction, Palisade, and Fruita, that:

RESOLVED, Mesa County, Grand Junction, Palisade, and Fruita agree to collaborate in the creation of a comprehensive River Corridor Master Plan.

RESOLVED, That the following vision statement shall be adopted by all parties to reflect the shared values of communities throughout the Grand Valley: *“The communities of the Grand Valley are committed to a science-driven approach to steward a resilient, vibrant, and healthy river corridor that supports the values of agriculture, habitat and wildlife, recreation, economic growth, and sustainable development benefiting today’s and future generations.”*; and

RESOLVED, it is deemed necessary for the RCI to facilitate and identify necessary funding and cost-share models in order to hire a contractor to facilitate the creation of a River Corridor Master Plan;

Party Agreement

We, the undersigned representatives of Mesa County, Grand Junction, Palisade, and Fruita, hereby agree to the terms outlined in this Joint Resolution and pledge our full cooperation and support towards the successful development and implementation of the Grand River Valley Corridor Master Plan.

Signed this ____ day of _____, 2024.

Commissioner, Mesa County

Mayor/Council Representative, Grand Junction

Mayor/Council Representative, Palisade

Mayor/Council Representative, Fruita



MEETING NOTES

MEETING: Grand Valley River Corridor Initiative:
Multi-Jurisdictional Planning Workshop #1
Mesa County Central Library, Grand Junction

DATE: November 7, 2023

Attendees

Jurisdictions:

Mark Mancuso – Fruita Parks & Recreation
Kimberly Bullen – Fruita Public Works
Sam Atkins – Fruita Engineering

Dave Gray – Palisade Public Works
Troy Ward – Palisade Parks & Facilities

Erik Borschel – Mesa County Public Works
Faye Hall – Mesa County Planning Department
Sean Norris – Mesa County Planning

Tamra Ailen – Grand Junction Community Development
Jenny Nitzley – Grand Junction Community Development
Trent Prall – Grand Junction Public Works
Dave Thornton - Grand Junction Planning
Tim Lehrbach – Grand Junction Planning

Core Team:

Rusty Lloyd - RCI
Joel Sholtes – RCI
Shannon Wadas – RiversEdge West
Mary Cornforth – Strategic by Nature
Beth Vogelsang – OV Consulting
Kat Hill – OV Consulting

Meeting Purpose and Schedule

This meeting was the first in a series of three jurisdictional workshops to discuss the Grand Valley River Corridor and to achieve the following:

- Develop a coordinated approach to creating a shared vision for the river corridor
- Explore planning and management strategies for the corridor that align with the vision



- Inform the engagement process with the community
- Develop an agreed-upon planning framework and next steps

The agenda included a recap of the River Corridor Initiative, an introduction to the Planning Framework process, an update on recent Fluvial Hazard Mapping and a group exercise to share jurisdictional updates, identify key challenges or concerns and begin to identify core values or goals along the river corridor. (See Workshop #1 pdf for full presentation)

The following process schedule was shared with the group:



Group Exercise: Jurisdictional Updates, Challenges or Concerns

Each jurisdiction provided an update or identified key concerns they are currently facing along the river corridor. All input was captured through sticky notes and conversation.

Palisade

Updates

- Undergoing riverbank restoration @ Riverbend Park - Tamarisk and Russian Olive invasive species removal.
- Boat Launch improvement @ Harkey's
- Palisade Pipes and Laterals now managed by town (provides non-treated water for irrigation)
- Watershed / Water Quality improvements @ Rapid Creek
- Decommissioning Wastewater Treatment Plant at Sewer Lagoon to use Clifton Sewer - will consider re-development or restoration of the site and riparian habitat

Concerns/Challenges

- Palisade owns one square mile – we have a small footprint with limited influence
- Most property along the river is privately owned
- Residents are supportive and understanding about what is happening, after initial shock at sight of chainsaws removing invasive species
- Interested in partnerships to help with projects, particularly Palisade High School



- Current projects have limited crew size - RiversEdge West & Conservation Corp have been critical to getting this work completed.

Mesa County

Updates

- [One Riverfront Trail Planning Project](#) alternative analysis working with One Riverfront from Clifton to Palisade
- Hillslope Failure
- Remediation of 29 Road landslide on the south side of the river

Concerns/Challenges

- High prevalence of gravel quarries that are economic driver for unincorporated area
- Homeless population occupying the river
- Floodplain Management / Wildfire mitigation and emergency services
- Land Use Planning in residential and agricultural areas
- Development applications often trying to be close to the river and running into geologic and floodplain hazards. Several want to run camping or Airbnb businesses in floodplain.
- Interested in being involved / cooperating but depends on specific issue. In some cases elected officials don't need to be involved.
- View RCI as an opportunity to create a working partnership between governments, nonprofits, and private groups that have a vested interest in project. Need to identify who leads, who has resources and support for various projects as well as holistic feel of bigger picture and how the projects feed into that picture.
- How to be sustainable on your own and be supportive of each other?

Fruita

Updates

- Reactivate some of the river corridor, especially River Beach Property.
 - Currently site planning with developer for old Fruita Wastewater Treatment Plant
- Water Conservation and Land Use effort through Growing Water Smart Conference

Concerns/Challenges

- Linking project needs with funding sources
- Corridor connectivity – everything ends in Fruita
- Reservoirs
- Invasive species removal
- Wildfire mitigation
- Preserving city water rights
- Riverfront access currently limited - working to improve access, particularly a boat launch.
- Pedestrian connectivity around and near the river
- TMDLs and Irrigation Water Quality – E Coli (Adobe and Leach), Iron & Selenium (14 Drainages)



- Adobe, + Ridge, Creek, Tributaries, Not Colorado
- Water Conservation/Land Use
- [Mountain Water Properties](#)
- Hadn't yet heard of [Fluvial Hazard Zone Mapping](#)

Grand Junction

Updates

- New Development: Las Colonias, Dos Rios, The Eddy (private) demonstrates desire to be near river's edge
- New riverfront trail connections are being developed between Las Colonias and 29 Road.
- Land use plan was updated in 2020. The new plan identifies opportunities for underdeveloped properties and proximity to the river
- Sustainability Adaptation Plan is currently underway, including sections for water, natural resources, tree canopy, and habitat
- River trail upgrades are being completed in coordination with Colorado Parks and Wildlife on C ½ Road as well as other trails
- Study underway of Redlands Parkway from State Highway 340 to Riverside Parkway
- [Desert Rivers Collaborative](#) Memorandum of Understanding currently under consideration for re-signing

Concerns/Challenges

- Maintenance of Watson Island
- Private land use development and interaction with future planning efforts (Las Colonias, the Eddy, Dos Rios, mineral extraction, campgrounds, Air B& B's, etc. along the river)
 - Interested in densification in the Broadway to Redlands Parkway zone and further west
- Desire for access to the river and better utilization of River Trail Lakes State Park
- Unhoused individuals living along river present challenges to access, flow, development & safety
- Wildfire mitigation, habitat protection and endangered species must be balanced with human needs
- Water Volume and Flows (high and low water)
- Low-lying communities in the floodplain, such as Riverside Neighborhood (low-income)
- Redlands trail race, river (kayak park) and development at Connected Lakes State Park
- Interface with Army Corps & US Fish & Wildlife

Key Takeaways

The jurisdictions collectively discussed their core values around land use and the river corridor. All input was captured through sticky notes and conversation. The core themes and shared values identified through this conversation included:



- Ecological health, riparian habitat, and aquatic species are the top priority
- The river is a recreational asset and public amenity; recreational use in and along the river corridor, and recreational use “because” of the river
- The river is a spine; trail connectivity along the river and increased access to the river is critical
- Activation, economic development, and housing supply along the river are important aspects of the river’s edge
- Open space, viewsheds, and natural environment along the river should be integrated with river’s edge and influence development decisions (not a commercialized strip)
- Increased education, engagement, and awareness of all aspects of river health and use is important

Additional items for consideration and discussion included:

- Through this process, jurisdictions would like to establish baseline practices and goals for the river corridor that make municipal boundaries along the river nearly indistinguishable
- Public access to the river and land development must be balanced with environmental goals, such as protection of ecological habitat and endangered species
- With population growth, how can the river corridor be protected from the impacts of expansion of necessary public infrastructure and facilities (i.e. wastewater, intakes and treatment plants)?

Action Items

In an effort to further understand each jurisdiction’s objectives and concerns, the consultant team will meet with staff from each jurisdiction to review and verify the above notes. From there, the consultant team will develop a menu of planning framework tools to explore through the second jurisdictional workshop in January 2024. These tools will be aimed at alleviating concerns and challenges expressed during Workshop #1, while fostering the values expressed by the jurisdictions.



MEETING: Grand Valley River Corridor Initiative:
Multi-Jurisdictional Planning Workshop #2
Mesa County Central Library, Grand Junction

DATE: February 6, 2024

Attendees

Fruita:

Kimberly Bullen – Fruita Public Works
Henry Hemphill – Fruita Planning & Development Department

Palisade:

Troy Ward – Palisade Parks & Facilities

Grand Junction

Dave Thornton - Grand Junction Planning

Mesa County

Erik Borschel – Mesa County Public Works
Faye Hall – Mesa County Planning Department
Carrie Gudorf – Mesa County Stormwater Management

RCI Core Team:

Rusty Lloyd - RCI
Joel Sholtes – RCI
Shannon Wadas – RiversEdge West
Mary Cornforth – Strategic by Nature
Beth Vogelsang – OV Consulting
Reese Shaw – OV Consulting

Meeting Purpose

The agenda for Workshop #2 consisted of:

1. Revising the Draft Vision Statement for the Grand Valley River Corridor
2. Exploring management tools & planning framework examples from peer cities
3. Discussion of a Joint Resolution and next steps



Project Schedule

The following process schedule was shared with the group:



Foundation for the Vision: Issues & Values

The project team captured key concerns from each jurisdiction during Workshop #1 and throughout subsequent follow-up meetings with each jurisdiction. The key issues listed below served as guidance for a visioning refinement exercise at the beginning of Workshop #2:

Key Issues:

- Watershed & Water Quality
- Removal of invasive species
- Restoration of river’s edge
- Remediation of landslide, hillslope failure
- Floodplain management and wildfire mitigation concerns
- Water conservation and increasing land use
- Number of gravel ponds
- Changing land use along the river
- Lack of connectivity along river; limited access to riverfront or trails
- Lack of public access to river
- Growing recreational demand and use
- Increase in overnight stays along the river; B&B and camping
- Homeless population living along the river
- Safety
- Need for working partnerships to support projects of all kinds



Using the key issues as a foundation, the project team developed a list of potential values that might align with each jurisdiction’s needs and conditions

Aligning Values:

- Ecological health, riparian habitat, and aquatic species are top priority
- The river is a recreational asset and public amenity; recreational use in and along, and recreational use “because” of the river;
- The river is a spine; trail connectivity along the river and increased access to the river is critical
- Activation, economic development, and housing supply along the river are important aspects of the river’s edge.
- Open space, viewsheds, and natural environment along the river should be integrated with river’s edge and influence development decisions (not a commercialized strip)
- Increased education, engagement, and awareness of all aspects of river health and use is important

Vision Statement Exercise

A visioning exercise was held to further refine the draft Vision Statement for the corridor. Attendees formed three groups to discuss shared values related to the river corridor and the wording for a Vision Statement. Some groups created Vision Statements that were detailed, outlining specific vision elements, while other groups approached the Vision Statement as something that should be broad, high-level, and long-term.

The following draft Vision Statement was provided during the exercise as an example for group discussion

Example Vision Statement:

“The people of the Grand Valley enjoy and live in harmony with the river, appreciating and stewarding the diverse benefits it brings to our economy, environment, and quality of life and maintaining and enhancing those benefits for future generations through actions that:

- ***Support the health of the river and its aquatic species;***
- ***Preserve and protect wildlife and riparian habitat;***
- ***Enable accessible active and passive recreation opportunities;***
- ***Ensure public access through connected trails and parks;***
- ***Integrate land use and economic opportunity sustainably and in context to the river.”***



Group A developed their own vision statement by revising the example statement, while Groups B and C developed new lists of vision elements. The following are the verbatim revised Vision Statements and Vision Elements resulting from the exercise:

Group A:

Revised Vision Statement: *“The Grand Valley will commit to supporting a vibrant and healthy river corridor that benefits a diverse community of stakeholders for future generations”*

Vision Elements:

- *Water quality*
- *Floodplain*
- *Recreation*
- *Transportation*
- *Connection & infrastructure*
- *Maintain access*
- *Tourism*
- *Land use & development*
- *Give the river room (to move)*
- *Accessible & benefitting everyone*

Group B:

Vision Elements:

- *Activate areas with parks, open space and trails*
 - *Long-term vision*
- *Keep commercial out of the flood zone*
- *Cluster appropriate uses*
- *Initial considerations as projects come up*

Group C:

Vision Elements & Comments:

- *Add “terrestrial” to first point or change to “all wildlife systems” [in reference to the provided example vision statement]*
- *Explore creating sub areas for diverse uses, e.g. more urbanized vs passive natural*
 - *Sub areas would have a spectrum of high-intensity → low-intensity uses*
 - *Need for buffer zones, in perpetuity, among areas or sub areas of development*
- *Long-term vision and planning for a River Corridor*
- *Planning for “100 Years” or “The Next Century” or “Forever” along our rivers*
- *Safe (Access, Public Safety, Not Hazardous, Avoiding Development in the Fluvial Hazard Zone)*



Planning Framework Toolkit

Planning framework tools were presented in tiers, ranging in scale and regulatory strength, but ultimately decisions are up to jurisdictions on an individual level and were discussed with the group through the peer city examples shown below.

Tier 1: Broad Tools

- Multi-jurisdictional plan
- Mapping & Inventory
- Planning Guidance
- Resolution
- IGA

Tier 2: Intermediate Tools

- Regulations/Ordinances
- Conservancy/ Management Districts
- Design Guidelines
- Special Purpose Plans

Tier 3: Site-Specific Tools

- Sub-Area Plans
- Zoning
- Site-Specific Improvement

Peer City Examples:

- Boise, Idaho Master Plan** - Moderately flexible plan that pairs together an ordinance, master plan, and management district.
- San Diego River Park** - supplement to 14 community plans (multi-jurisdictional)
- LA River Master Plan** - 51 miles through multiple jurisdictions
 - Created RIO - River Improvement Overlay District
 - Land use zoning overlay improved
 - Identified primary goals then broke into sections (guidance coupled with delineation).
 - 3-part governance structure: Foundation to write grants and receive monies, private for-profit development corporation to beneficial projects from land use side for economic benefit, governance authority - coordinated management.
- Chicago River Design Guidelines** - More authority than LA, zone district for entire river corridor. Less discretion.
- Georgia Multi-Jurisdictional Trail Framework** - Flexible, more like guidance, focus on trail recreational framework and economic vitality of tourism .
- CO Springs - Ordinance + Design Guidelines** (single jurisdiction example) - Identifies 3 tiers of stream typologies, each having unique design guidelines.



- G. **Ft, Collins** - Similar framework to CO Springs but greater focus on ecology. Master Plan was not part of their picture
- H. **Denver/South Platte** - No encompassing Master Plan, but The Healthy River Corridor Study created 200 ft. influence zone, adopted through Dept of Transportation and Infrastructure Rules and Regulations
- I. **Miami, Ohio** - Miami Conservancy District used as governing body to increase flood resiliency
- J. **San Antonio Riverwalk Master Plan** – Specific planning area that fits into part of a larger stormwater management system

Outcomes & Next Steps

Representatives from each jurisdiction discussed their preferences towards next steps in the planning process. All four jurisdictions were receptive towards using a Joint Resolution to serve as an agreement to plan collaboratively along the Grand Valley River Corridor. There was also significant interest in using the Joint Resolution as a foundation for future master planning efforts along the river corridor.

The identification of a Working Group within the Joint Resolution was briefly discussed, although specific details were not elaborated on. It should also be noted that there was an interest in establishing programs to increase awareness and education around the Grand Valley River Corridor through any future efforts.

Action Items:

1. OV to develop a revised Vision using input from Workshop #2
 - a. Send revised Vision to RCI Core Team for review prior to RCI Advisory Council Meeting (February 29th) & add new Vision to RCI website after input from the Advisory Council.
2. OV to draft a memorandum for jurisdictions summarizing RCI's mission, the direction of the planning framework, and the details of a Resolution/MOU to support jurisdictional briefings.
3. Craft draft language for a Joint Resolution, MOU, etc.

Joint Resolution Discussion Notes:

- Resolution needs to be about cooperative planning and the intention to enter into a cooperative planning agreement.
- This is a starting point to think collectively, to get out ahead and preserve a currently healthy river.
- A joint resolution is possible, have been successful with other efforts - intent to plan collaboratively.
- Identify River Influence Zone - a good community awareness tool, task of Master Plan is to articulate actual zone.

Master Plan Discussion Notes:

- A master plan would identify goals and categories that impact the river.
- A master plan would supplement or be an amendment to jurisdictional plans.
- Over time, zoning is adjusted to reflect priorities identified in the Master Plan.
- Master Plan distinguishes between the health of the river and the health of the community - they are very different things and stay with each community.

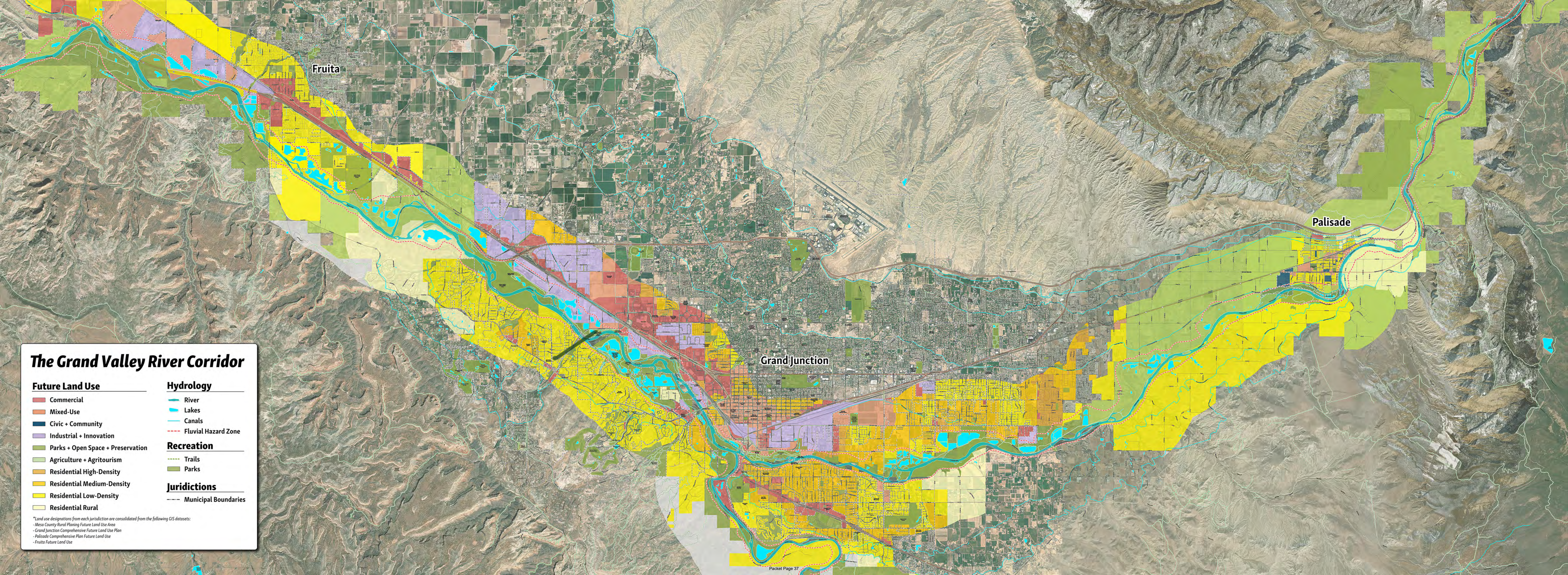


- Process and components can be delineated in the Master Plan. Identify the trigger for concern or actions. Trigger varies by community.
- How do you deal with things already in place in the identified zone?
 - Changes occur over time as opportunity arises

The Grand Valley River Corridor

- | | |
|-----------------------------------|----------------------|
| Future Land Use | Hydrology |
| Commercial | River |
| Mixed-Use | Lakes |
| Civic + Community | Canals |
| Industrial + Innovation | Fluvial Hazard Zone |
| Parks + Open Space + Preservation | Recreation |
| Agriculture + Agritourism | Trails |
| Residential High-Density | Parks |
| Residential Medium-Density | Jurisdictions |
| Residential Low-Density | Municipal Boundaries |
| Residential Rural | |

*Land use designations from each jurisdiction are consolidated from the following GIS datasets:
 - Meso County Rural Planning Future Land Use Area
 - Grand Junction Comprehensive Future Land Use Plan
 - Palisade Comprehensive Plan Future Land Use
 - Fruita Future Land Use





Grand Junction City Council

Workshop Session

Item #1.b.

Meeting Date: June 17, 2024

Presented By: Trenton Prall, Engineering & Transportation Director

Department: Engineering & Transportation

Submitted By: Trent Prall, Engineering and Transportation Director

Information

SUBJECT:

Alley Improvement Districts

EXECUTIVE SUMMARY:

This is a follow-up discussion to the April 1, 2024 Council Workshop. Alley Improvement Districts are a partnership between a block of neighbors and the City to pave alleys throughout the City. The process of bringing a district to fruition is very cumbersome, with ordinances to form the district, award construction contracts, assess the costs to adjacent property owners, and then collect assessments over the next 10 years. A staff-prepared review of the program will be provided for the Council to consider whether to:

1. Maintain status quo with existing cost shares;
2. Increase/decrease cost shares;
3. Eliminate the partnership and instead, just budget funds within the 0.75 cent sales tax capital improvement fund; or
4. Eliminate the partnership for residential, but keep the partnership for non-residential uses.

BACKGROUND OR DETAILED INFORMATION:

People’s Ordinance No. 33 authorizes the City Council to create improvement districts and levy assessments when requested by a majority of the owners of the property to be assessed. Council may also establish assessment rates by resolution.

Alley Improvement Districts are a partnership between a block of neighbors and the City to pave alleys throughout the City. The Alley Improvement Districts are formed when 51 percent of the property owners representing 51 percent of the frontage along an alley petition the City to form an improvement district. The Council forms a district that legally ties all the benefiting properties. The City constructs the alley and then

assesses a portion of the costs for the properties based on abutting footage. Before 2008, there was a flat rate abutting property owners paid based on whether the property was single-family, multifamily, or non-residential. In 2008, the assessable amount was set to a percentage of construction and remains the same today: Single-family residential properties were responsible for approximately 15 percent of the project cost, multifamily residential properties paid 25 percent, while non-residential (commercial/industrial/non-profit) properties paid 50 percent.

Before 2010, the City had funded an Alley Improvement District program, which improved about half of the alleys in the City from 1988-2010, as shown on the attached map (130 out of 280). The City would historically fund four alleys per year. Over that period of time, the City invested \$4.9 million and received \$1.36 million in assessments (City share 72 percent). The alley improvement districts benefited 2,021 properties and improved a total of 66,722 LF (12.6 miles).

Since the re-implementation of the program in 2017, the City has completed an additional six alleys, with the most recent alleys improved being adjacent to Grand Junction High School and another in the Riverside Neighborhood. There remain about 145 alleys totaling 81,500 LF (15.5 miles). Current costs to improve a standard east-west alley in the City of Grand Junction is between \$180,000 and \$200,000, based on a 450-foot alley at \$400 and \$450 per linear foot. Based on that, there remains between \$32.5 million and \$36.5 million to pave the balance of the alleys in the City.

The process of bringing a district to fruition is very cumbersome with petitions to request the improvement, ordinances to form the district, award of construction contracts, assessment of the costs to adjacent property owners, and then the collection of assessments over the next ten years. Staff would like the Council to consider whether to:

1. Maintain status quo with existing cost shares;
2. Increase/decrease cost shares;
3. Eliminate the partnership (no longer form districts) and instead just budget funds with the 0.75 cent sales tax capital improvement fund and tackle them over time as city funds allow;
4. Eliminate the partnership for residential, but, keep the partnership for nonresidential uses;
 - 4a. Eliminate the partnership for residential if within low to moderate-income areas; all other areas would continue with existing cost shares.

If the decision is made to eliminate the program, staff would look to the Council on how to prioritize which alleys would be improved first. Also, for Council consideration is whether the alleys could be self-performed. The material for an alley would equate to approximately 160 cubic yards of concrete and 300 tons of road base at an expense of \$40,000 per alley.

FISCAL IMPACT:

For discussion purposes.

SUGGESTED ACTION:

For discussion purposes.

Attachments

None



Grand Junction City Council

Workshop Session

Item #1.c.

Meeting Date: June 17, 2024
Presented By: Ashley Chambers, Housing Manager
Department: Community Development
Submitted By: Ashley Chambers, Housing Manager

Information

SUBJECT:

Housing Strategy Update

EXECUTIVE SUMMARY:

Staff will provide a brief review of the work completed to date on the various adopted Housing Strategies, and Root Policy Research will facilitate a focused discussion of current strategies and exploration of new strategies.

BACKGROUND OR DETAILED INFORMATION:

In 2019, Root Policy Research completed the Grand Valley Housing Needs Assessment. In 2021, they drafted Grand Junction's first Housing Strategy in collaboration with City of Grand Junction staff and local stakeholders. That plan included 12 original strategies, with a 13th strategy added in 2023. Ten of those strategies were prioritized for action within two years. Given the City's progress on housing strategies, along with new state-level and federal resources and shifting market conditions, the City has hired Root Policy for a refresh of housing data and a comprehensive update to the housing strategy. Staff will provide a brief review of the work completed to date on the various adopted Housing Strategies, and Root Policy Research will facilitate a focused discussion. This discussion will cover:

- A general update on market changes and local housing data.
- Council evaluation of progress on strategies to assess accomplishments, outcomes, alignment with housing needs, and opportunities to refine current strategies.
- Exploration of new strategies and/or funding resources to address existing needs and/or gaps.

FISCAL IMPACT:

This item is for discussion only.

SUGGESTED ACTION:

Staff recommends City Council review the information, discuss, and provide overall direction to staff and consultants.

Attachments

- 1. 2021 Grand Junction Housing Strategy (PDF)
- 2. Housing - 2023 Annual Report



Root Policy Research
6740 E. Colfax Avenue, Denver, CO 80220
www.rootpolicy.com
970.880.1415

Grand Junction Housing Strategy

FINAL REPORT
September 21, 2021

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PURPOSE

This Housing Strategy builds upon the Grand Valley Housing Needs Assessment (HNA) by outlining strategies tailored to address needs identified in the HNA.

The recommendations presented in this report are intended to offer a balanced approach for promoting housing affordability and attainability within Grand Junction. This intent is supported by residents’ expressed value of inclusiveness, which was evident in survey results and focus group findings, discussed in detail in Section V of the HNA, as well as Comprehensive Plan Principle 5, discussed in more detail below.

COMPREHENSIVE PLAN ALIGNMENT

Comprehensive Plan Principle 5: Strong Neighborhoods and Housing Choices. The City’s Comprehensive Plan outlines the following objectives to achieve strong neighborhoods and housing choices:

1. Promote more opportunities for housing choices that meet the needs of people of all ages, abilities, and incomes.
2. Partner in developing housing strategies for the community.
 - 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.
 - Explore options for providing incentives for projects that incorporate units affordable to income levels identified in the housing strategy.
 - 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:
 - pursuing funding regionally at all levels;
 - retaining and maintaining existing affordable housing stock;

GRAND JUNCTION HOUSING STRATEGY

- publicizing and marketing affordable housing opportunities throughout the region, including rehabilitation and funding;
 - working to preserve viable affordable housing stock and ensure long-term affordability for new units built with financial assistance; and
 - providing supportive housing for at-risk and homeless populations.
3. Support continued investment in and ongoing maintenance of infrastructure and amenities in established neighborhoods.
 4. Promote the integration of transportation mode choices into existing and new neighborhoods.
 5. Foster the development of neighborhoods where people of all ages, incomes, and backgrounds live together and share a feeling of community.

The strategies outlined in this report support the vision of the Comprehensive Plan and align with plan principles and objectives. This Housing Strategy specifically satisfies the Comprehensive Plan directive to **“develop a targeted housing strategy to facilitate and incentives the creation of affordable housing units for low-income residents and attainable housing for the city’s workforce.”**

DEFINING AFFORDABILITY

The most common definition of affordability is linked to the idea that households should not be cost burdened by housing. A cost burdened household is one in which housing costs—the

rent or mortgage payment, plus taxes and utilities—consumes more than 30% of monthly gross income. The 30% proportion is derived from historically typical mortgage lending requirements. Thirty percent allows flexibility for households to manage other expenses (e.g., childcare, health care, transportation, food costs, etc.).

However, the term “Affordable housing” is often used to specifically describe housing that has some type of income restriction or public support or subsidy, such as public housing, HUD housing, Low Income Housing Tax Credits, etc. “Attainable” or “Workforce” housing are also common terms used to describe affordable options for moderate income households.

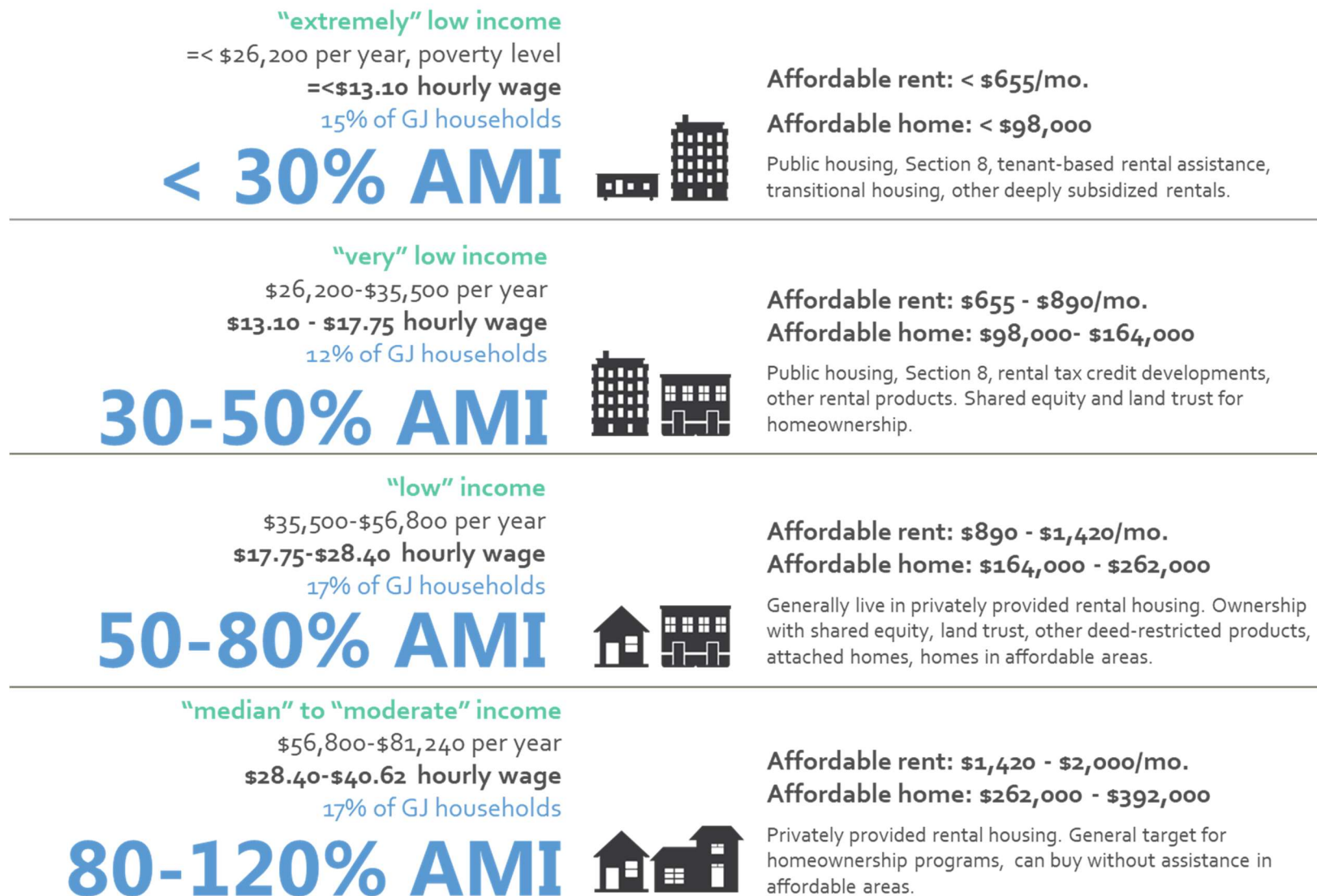
Figure 1 shows the income thresholds typically used to evaluate income qualifications for various housing programs, based on the Grand Junction MSA 2020 area median income (AMI). AMI is defined annually by HUD market studies. The figure provides AMI ranges and the housing types that typically serve the households in the AMI range.

REPORT ORGANIZATION

The Housing Strategy begins with a brief review of the top housing needs identified in the Grand Valley HNA, followed by an overview of existing programs and resources to address housing needs alongside a discussion of potential barriers to housing creation. Policy recommendations to address the identified issues follow.

GRAND JUNCTION HOUSING STRATEGY

Figure 1. Income Thresholds and Target Housing



Note: AMI = HUD Area Median Family Income, 4-person household. The 2020 AMI estimate for the Grand Junction MSA is \$67,700.

Source: Root Policy Research and HUD 2020 income limits.

TOP HOUSING NEEDS

TOP HOUSING NEEDS IN GRAND JUNCTION

Housing needs across the Grand Junction Area are discussed in detail in the Grand Valley HNA and summarized herein. Housing pressures are unlikely to improve if the region continues to be a destination for economic development and population growth. Housing price increases have significantly outpaced incomes over the past decade resulting in rapidly declining affordability within both the rental and ownership markets. Due to the severe drop in the for-sale inventory, widening affordability gaps are particularly acute in the for-sale market, pushing ownership further out of reach for many households.

Top needs are summarized below to provide context for the subsequent recommendations.

Additional affordable rentals (or rental assistance), specifically for residents earning less than \$25,000 per year. Rental affordability declined in both the county overall and in Grand Junction over the past decade, as rent prices rose faster than incomes. Grand Junction currently has a shortage of 2,168 units priced below \$625 per month (30% AMI).

Starter homes and family homes priced near or below \$250,000. Over the past decade, for-sale affordability and ownership rates have fallen in Grand Junction (and the county overall even with favorable interest rates). A large drop in inventory and low construction levels since the recession

exacerbated price trends and contributed to even higher increases in recent years. Cash offers for affordably priced homes crowd out other buyers, while rising rents and home prices raise barriers to ownership (and financing).

Additional housing resources to address unique needs among special needs populations including residents with accessibility/mobility needs, older adults, people experiencing homelessness, and low-income households.

Diverse housing options to accommodate evolving needs of residents and a wider array of market preferences and special needs. Increasing the variety of product types (e.g., smaller homes, single family attached products, mobile/manufactured and prefab homes, as well as more multifamily housing) can help address affordability needs for middle income households and create opportunities for a more efficient market response to demand.

Another way to frame the top needs outlined above is to consider the key challenges to address including:

- Shortage of affordable housing;
- Barriers to homeownership;
- Unique needs of special needs populations;
- Housing instability and displacement; and
- Housing condition.

EXISTING PROGRAMS & RESOURCES

EXISTING PROGRAMS & RESOURCES

Financial resources to address housing needs in Grand Junction are limited. The City receives about \$450,000 annually from the US Department of Housing and Urban Development (HUD) in the form of Community Development Block Grants (CDBG) which are allocated to infrastructure improvements in low- and moderate-income neighborhoods as well as housing and public service needs of low- and moderate-income persons and households. Over the past 5 years the City has expended approximately 23 percent of its CDBG allocation for affordable housing and housing-related services. The CDBG 2021-2025 Five-Year Plan anticipates at least this commitment of funds in the future. Expenditure has included: predevelopment costs, acquisition of vacant land, acquisition of existing units, rehabilitation of existing units, and purchase of major appliances for new residential units.

A crucial asset to the City in addressing ongoing housing needs is its strong network of service providers and housing-related non-profits, including the Grand Junction Housing Authority. Figure 1 highlights some of the key providers and their primary housing programs.

This network of housing and service providers not only serves the needs of their individual clients but also work collaboratively to strategize their collective approach, discuss gaps and targeted needs, and share best practices. There is an active Homeless Coalition and an ad hoc Housing Coalition that meets periodically and contributed to the development of this Housing

Strategy. Even so, the reach and impact of their services is constrained by the limited financial resources available.

Figure 1.
Grand Junction Housing Program Providers

Organization	Housing Programs/Services
Grand Junction Housing Authority	Affordable rental housing construction/property management, Housing Choice Voucher (and other voucher programs) administration, transitional housing program for homeless families with school-children, homeownership education and counseling, housing advocate and family stability program, family self-sufficiency program.
Housing Resources of Western Colorado	Affordable rental housing, housing counseling, homebuyer education, housing rehabilitation loan program, weatherization assistance program, and Self-Help Build Housing program (supports affordable home ownership construction).
Grand Valley Catholic Outreach	Permanent supportive housing, transitional supportive housing, rapid rehousing, utility assistance (one-time financial aid for qualifying households), day center for people experiencing homelessness, and affordable housing search assistance.
Homeward Bound of the Grand Valley	Year-round homeless shelter and services for people experiencing homelessness.
Karis, Inc.	Shelter, housing, and services for individuals experiencing homelessness, primarily youth.
Hilltop Community Resources	Provides a wide range of human services. Housing specific programs include shelter for victims of domestic violence and transitional housing and case management to youth transitioning from the foster care system.
Habitat for Humanity of Mesa County	Affordable homeownership construction and non-profit home improvement stores and donation centers.

Source: Root Policy Research.

EXISTING PROGRAMS & RESOURCES

Though the City does not directly administer housing programs it does play a key role in allocation of HUD and discretionary funds as well as regulating land use and development. The City recently adopted a forward-thinking Comprehensive Plan which governs the long-term vision for growth and development, services, and city priorities. Overall, the city's land use code poses relatively few regulatory barriers to residential development (see Appendix A).

Affordable housing inventory. The Low-Income Housing Tax Credit (LIHTC) program originated in 1986 under the Tax Reform Act and was part of an effort by the federal government to devolve the obligation of publicly-supported housing to states and local governments. Today, the LIHTC is the largest single producer of affordable rental housing in the country. At the most basic level, the LIHTC provides investors with a credit against their taxes in exchange for equity capital to support development of affordable rental units. States administer the program, including setting the criteria for scoring applications.

Grand Junction has 664 units developed using LIHTC, all of which are designated affordable to households earning less than 60% median family income (MFI). In addition, the city has 887 units of HUD-funded housing, including project-based Section 8, public housing, and other multifamily units. The City works to facilitate the development of affordable housing—including LIHTC—in

Grand Junction through negotiations with developers, incentives, fee structuring and land donations.

There are also about 1,300 housing choice vouchers in use in Mesa County, with which income-qualified recipients (earning 50% AMI or less) can find market-rate units that meet their needs. It should be noted that vouchers and units are not necessarily additive as vouchers can be used in subsidized units, creating overlapping subsidies.

Despite these existing units and vouchers, the need continues to outpace supply: According to data from the Grand Junction Housing Authority, as of March 2021 there are 2,266 applicants on the waitlist for affordable housing units and/or vouchers.

Future resource opportunity. State resources, administered through Colorado Division of Housing (CDOH) may offer an untapped resource for future housing efforts in the City of Grand Junction: CDOH's budget is forecasted to double in the coming years based on recent legislative changes. Though the state is still determining their strategic priorities, much of the increase is expected to go into the Housing Development Grant program.¹ Grand Junction should be prepared to apply for funding and/or support local non-profit applications and should plan for financial or in-kind contributions. (While there is no required minimum local financial match from applicants, CDOH expects some local contribution in the form of funding and/or in-kind contributions).

¹ For more information on CDOH's existing programs, visit <https://cdola.colorado.gov/housing>

EXISTING PROGRAMS & RESOURCES

In addition to expanding local funding, CDOH is also receiving substantial federal resources as part of the CARES Act and American Rescue Plan Act. Details on state allocations and guidance on use of funds is still pending, but Grand Junction should continue to monitor developments and opportunities.

Recent legislative changes may also provide opportunities for Grand Junction. HB21-1271 provides funding and technical assistance to local governments to make regulatory and land use changes that promote affordable housing; and HB21-1117 authorizes inclusionary housing policies for both rental and ownership housing.

BARRIERS ANALYSIS & REGULATORY REVIEW

BARRIERS ANALYSIS & REGULATORY REVIEW

The following section summarizes market barriers to affordable/attainable development and evaluates regulatory factors that could contribute to the city's housing challenges.

As noted in the previous section, the City recently adopted a forward-thinking Comprehensive Plan and has relatively few regulatory barriers to residential development. Even so, this section identifies areas of opportunity that may facilitate the creation of attainable housing. The findings are also included in the policy recommendations in the subsequent section.

Market Barriers

Market barriers to affordable and attainable housing development are discussed throughout the HNA and are summarized below:

High cost of building materials. Shortages in raw materials, such as lumber, and supply chain disruptions have caused sharp increases in building costs over the past year. For builders, the volatility of commodity prices makes the planning process and costs difficult to manage. Though some commodity prices may stabilize in the wake of the COVID-19 pandemic, material costs are forecasted to remain high in the coming years.

High cost of land. As the area grows and continues to diversify its economic base, combined with a hot housing market and positive net migration, demand for raw land increases, raising

land costs region-wide. In addition, given that most easy sites to develop are gone, lot development can add to cost and challenging soils, or other site-specific constraints make affordable housing development difficult to achieve.

Labor shortages. According to input gathered from stakeholders in the community, the local construction infrastructure is stretched thin—with shortages in occupations key to the housing industry such as framers, electricians, carpenters, roofers, and even engineers.

NIMBYism. As the area continues to grow, current residents' opposition to increased density is likely to increase. This is a problem in all communities, from Fruita to Clifton. There is a cultural preference for space and low-density housing in the region. This resistance to higher density creates uncertainty in the building process, given that pressure from public input can lead to a project not receiving timely or applicable entitlements that would allow for higher density housing.

Regulatory Review: Land Use & Zoning

The Zoning and Development Code for the City of Grand Junction was last updated in 2010 to align with the Comprehensive Plan adopted at that time. In conjunction with this strategy development Root Policy Research conducted a review of Grand Junction's zoning and development regulations to evaluate their impact on development activity and ultimately housing affordability. The review provides a high-level review

BARRIERS ANALYSIS & REGULATORY REVIEW

and comparison of the jurisdiction's zoning regulations against best practices and assesses if the jurisdiction's regulations could create barriers for housing affordability. The full regulatory review is included in Appendix A and includes:

- Zoning and land use best practices to remove barriers to housing affordability,
- Grand Junction's current land use and development code, including current zoning,
- The adopted Land Use Plan, and
- An evaluation of development impact fees for residential development.

Areas of opportunity identified in the land use and development review are summarized below:

- **Allow residential infill in traditionally single family districts.** The City of Grand Junction provides for a robust mix of housing types in residential and mixed use districts. To allow for residential infill development, the city should consider permitting duplexes/triplexes and rowhomes in lower density residential districts by right.
- **Consider relaxing minimum lot sizes and maximum densities.** The City of Grand Junction has relatively flexible land use development standards with minimum densities and in some instances no minimum lot sizes. However, there are development standards that are prohibitive for the development of housing products such as townhomes and duplexes—and limit the number of units in multifamily developments—through maximum densities. The City has

an opportunity to increase development capacity and affordability by relaxing the lot size and density standards.

- **Adjust parking standards to align with the type and intensity of land use.** Although the city's parking requirements are not atypical, many cities are adopting lower parking standards for more urban areas, particularly for multifamily housing. For housing in areas of mixed use and served by transit, walking and/or biking, Grand Junction might consider adjusting those standards downward to maximize development potential and reduce overall project costs.
- **Formalize existing incentives and consider additional incentives for affordable housing development.** Consider adopting additional incentives for residential developments that meet the city's affordability goals such as deed restricted affordable units and reflects the vision of the community. Ensure available incentives, and fee waivers, are formal and documented in either city policy or ordinance to reduce subjectivity in the process and project long-term benefit to the community.
- **Explore the feasibility of an inclusionary zoning requirement.** Through the comprehensive planning process and the development of the Housing Needs Assessment, the City of Grand Junction has made strides in understanding the housing needs of the community which is the first step toward increasing the supply of housing and promoting housing affordability. The City should explore the economic feasibility of an inclusionary zoning ordinance to increase the long-term supply of affordable units.

STRATEGIES TO ADDRESS HOUSING NEEDS

RECOMMENDED STRATEGIES

The following recommendations are based on Root Policy Research’s experience working with peer communities and best practices; they were developed in conjunction with Grand Junction City Council, City staff, and Grand Junction Area housing stakeholders. Figure 3 summarizes the recommendations in order of anticipated implementation timeline; detailed descriptions of each recommendation follow the figure.

Figure 3. Recommended Strategies

Strategy	Need(s) Addressed	Timeline	Related Comprehensive Plan Objective
1 Participate in regional collaboration regarding housing/homelessness needs and services.	Shortage of affordable/ attainable housing; barriers to affordable ownership; unique needs of special interest populations, housing diversity	1-2 Years	Work cooperatively with Mesa County, GJHA, Catholic outreach, Homeward Bound of the Grand Valley, Karis Inc., and other partners to pursue regional efficiency in all matters related to affordable housing.
2 Adopt a local affordable housing goal(s).	Shortage of affordable/ attainable housing.	1-2 Years	Develop a targeted housing strategy
3 Implement land use code changes that facilitate attainable housing development and housing diversity.	Barriers to affordable ownership; shortage of affordable/ attainable housing; unique needs of special interest populations.	1-2 Years	Promote more opportunities for housing choices that meet the needs of people of all ages, abilities, and incomes
4 Encourage development of accessory dwelling units (ADUs).	Shortage of affordable/ attainable housing.	1-2 Years	Promote a variety of housing types that can provide housing options while increasing density in both new and existing neighborhoods
5 Formalize existing incentives and consider additional incentives for affordable housing development.	Shortage of affordable/ attainable housing.	1-2 Years	Explore options for providing incentives for projects that incorporate units affordable to income levels identified in the housing strategy.
6 Allocate city owned land (and/or strategically acquire vacant or underutilized properties) for affordable and mixed-income housing.	Shortage of affordable/ attainable housing.	1-2 Years	Promote more opportunities for housing choices that meet the needs of people of all ages, abilities, and incomes. Develop a targeted housing strategy.

STRATEGIES TO ADDRESS HOUSING NEEDS

Figure 3 (continued). Recommended Strategies

Strategy	Need(s) Addressed	Timeline	Related Comprehensive Plan Objective
7 Create a dedicated revenue source to address housing challenges.	Shortage of affordable/ attainable housing; unique needs of special needs populations.	1-2 Years	Pursuing funding regionally at all levels.
8 Provide financial support to existing housing and homelessness services and promote resident access to services.	Housing instability and displacement; unique needs of special needs populations; barriers to homeownership.	2-4 Years	Promote more opportunities for housing choices that meet the needs of people of all ages, abilities, and incomes. Providing supportive housing for at-risk and homeless populations. Publicizing and marketing affordable housing opportunities throughout the region.
9 Support acquisition/ rehabilitation that creates or preserves affordable housing.	Shortage of affordable/ attainable housing; housing instability and displacement; housing condition.	2-4 Years	Retaining and maintaining existing affordable housing stock.
10 Consider implementation of an inclusionary housing/linkage fee ordinance.	Shortage of affordable/ attainable housing.	2-4 Years	Working to preserve viable affordable housing stock and ensure long term affordability for new units built with financial assistance.
11 Explore designation of an Urban Renewal Areas (URA) and utilization of Tax Increment Financing for affordable housing.	Shortage of affordable/ attainable housing.	4-6 Years	Pursuing funding regionally at all levels.
12 Consider adoption of a voluntary rental registry program in conjunction with landlord incentives.	Housing instability and displacement; housing condition; shortage of affordable/ attainable housing.	4-6 Years	Retaining and maintaining existing affordable housing stock.

Source: Root Policy Research.

STRATEGIES TO ADDRESS HOUSING NEEDS

STRATEGY 1. PARTICIPATE IN REGIONAL COLLABORATION REGARDING HOUSING/HOMELESSNESS NEEDS AND SERVICES.

The Grand Junction Area has a strong network of housing providers already collaborating regionally (e.g., Homeless Coalition and an ad hoc Housing Coalition). These stakeholders desire to increase regional efficiency and advocacy in pursuing funding and in implementing for effective housing strategies throughout the region. The City should participate in the efforts of the ad hoc housing coalition and other opportunities to advance regional housing/homelessness efforts and funding.

Benefits. Presents a unified approach to regional housing issues; increases efficiency in applications for funding and allocation of resources and defines common goals.

Challenges. Political challenges and differing perspectives on regional strategies.

Expected outcomes and keys to success. Works best with well-connected and collaborative stakeholders.

Recommended actions for Grand Junction:

- Continue to participate in Homeless Coalition and ad hoc housing coalition meetings and discussions;
- Participate in a policy and action group which would help spearhead policy efforts regional resource allocation throughout the Grand Junction Area;

- Monitor/investigate new and innovative potential funding sources (e.g., CDOH programs, health foundations, COVID relief funding sources and others).
- Partner with local employers and advocate for employer sponsored/subsidized housing.
- Consider regular data updates for the regional Housing Needs Assessment (every 3-5 years).

STRATEGY 2. ADOPT A LOCAL AFFORDABLE HOUSING GOAL(S).

Formally adopting local affordable housing goals helps establish a target for the city to monitor progress. Goal structure varies by community; for example goals can be:

- Output oriented (e.g., 10% of all housing units will be affordable to households earning less than 80% AMI by 2040);
- Input oriented (e.g., the City will allocate 20% of housing trust fund resources to services for people experiencing homelessness); or
- Value oriented (e.g., increase the supply of attainable ownership housing available to those making less than 100% AMI).

Goals should be related to identified needs, reflect City priorities, and provide clear direction with measurable outcomes.

Benefits. Signals to development community the City's desire for affordable development; provides a benchmark for the City

STRATEGIES TO ADDRESS HOUSING NEEDS

in navigating negotiations with developers and/or establishing incentives.

Challenges. Political challenges in defining goal; if goal specifies income category, may reduce flexibility in future; outcome-oriented goals are not always in the city's control.

Expected outcomes and keys to success. Outcomes vary depending on the goal as well as the other tools in place to help the city achieve its goal. This works best when paired with other tools and strategies designed to support the goal.

Recommended actions for Grand Junction:

- Work with housing coalition and non-profit partners to identify specific housing targets over the next five years to inform affordable housing production goal.
- Consider committing to a goal related to the housing gap or related to annual production of affordable housing units. For example "Reduce the housing gap by 500" or "Create 500 new affordable units over the next 5 years." Note actual target should be informed by anticipated production (see previous bullet).
- Include clear definitions of "affordable" and "attainable" housing in targets.
- Track annual affordable housing production (or other metrics) to measure progress toward goal.

STRATEGY 3. IMPLEMENT LAND USE CODE CHANGES THAT FACILITATE ATTAINABLE HOUSING DEVELOPMENT AND HOUSING DIVERSITY.

Land use and zoning regulations that provide flexibility, clarity, and incentives for residential development are essential for promoting the development of affordable housing. Zoning regulations that negatively impact residential development affordability include restrictions such as minimum house and/or lot sizes, limited land zoned for moderate density (missing middle) options and/or multifamily, prohibitions on accessory dwelling units, and prohibitions on manufactured housing. Specific opportunities for improvement in Grand Junction's code are identified and attached to the strategy report as Appendix A.

Benefits. This aligns with the City's comprehensive plan and provide an opportunity to increase housing diversity and affordability.

Challenges. Changes in allowed density, product type and parking are often met with public opposition.

Expected outcomes and keys to success. Increase housing diversity and naturally occurring affordable/attainable housing stock. Works best in communities with additional development capacity and where community vision (i.e., Comp Plan) is aligned with code updates.

Recommended actions for Grand Junction:

STRATEGIES TO ADDRESS HOUSING NEEDS

- Allow residential infill in traditionally single family districts.
- Consider relaxing minimum lot sizes and maximum densities.
- Adjust parking standards to align with the type and intensity of land use.
- Actively rezone property to densities of R-8 (Residential 8 units per acre) or greater aligned with the 2020 One Grand Junction Comprehensive Plan.

See Appendix A for additional details.

STRATEGY 4. ENCOURAGE DEVELOPMENT OF ACCESSORY DWELLING UNITS (ADUS).

Accessory dwelling units (ADUs) are smaller independent living spaces on the same lot as a single-family home. ADUs can be attached to the home itself or be separate structures on the owners' property. They have minimal impacts on the character of single-family neighborhoods. Strategies to encourage their development and affordability include: eliminating parking requirements, assist with site planning and provide free off-the-shelf plans, short-turnaround approval process for ADUs, provide financial assistance for homeowners to create ADUs, waiving development fees for ADUs that will be restricted to low-income occupants, provide low- and moderate-income homeowners interest-free loans for an ADU project. In addition, some communities are moving to allow secondary ADUS. This should be considered for appropriateness in Grand Junction or within specific areas of Grand Junction.

Benefits. ADUs can be a relatively inexpensive way to create low-cost housing units, free up low-income housing, and increase density in single-family areas, while reusing existing infrastructure such as water and sewer.

Challenges. Requires additional staff capacity for development review.

Expected outcomes and keys to success. Can expand the housing stock and allow low-income owners to generate income from their property. Works better with a rental license program and regulation of short-term rental units.

Recommended actions for Grand Junction:

- Conduct focus group(s) or surveys among residents who have recently constructed ADUs to evaluate the overall process of permitting/constructing ADUs as well as the impact of potential incentives (as outlined in the description above).
- Consider creating an easy-to-follow guide for homeowners looking to build ADUs (example from San Marcos: www.sanmarcostx.gov/1567/Accessory-Dwelling-Units) and proactively communicate opportunity for ADUs to residents.
- Consider allowing secondary ADUS.
- Based on focus group/survey responses consider pilot program for ADU incentives.

STRATEGIES TO ADDRESS HOUSING NEEDS

STRATEGY 5. FORMALIZE EXISTING INCENTIVES AND CONSIDER ADDITIONAL INCENTIVES FOR AFFORDABLE HOUSING DEVELOPMENT.

Development incentives to encourage developers/builders to build affordable housing can take many forms:

- Permit or process-oriented incentives (e.g., fast track development approval; city-assigned, dedicated planning advocate to help move the development through the approval process; reduction in public meeting requirements);
- Regulatory incentives such as density or height bonuses (allows for more units to be built than allowed by right by zoning);
- Fee waivers/rebates (Colorado state law allows impact fees to be waived for affordable housing); and
- Tax incentives for affordable development (or land donation to affordable development).

Development incentives are tied to a contractual commitment to produce an agreed-upon share of affordable units (can be rental or owner). Most policies mandate set asides of between 10 and 30 percent of units affordable to 50% to 80% of area median income (AMI), depending on the market, and set affordability periods that range from 15 to 99 years. The average length of time for deed restrictions is 30 years.

Benefits. Places burden on developers to create (or contribute to) city's housing goals but does so by providing benefit (typically in the form of additional profit) to developers--can be a win-win for developers and city. Can be structured to incentivize any kind of development (e.g., missing middle), not just affordable development. Signals City's development priorities to developers.

Challenges. Requires staff capacity to monitor compliance; can be challenging to structure in order to create affordable units depending on existing zoning and development process. (For example, density bonuses only work if the entitlement density is low enough to entice developers to accept the incentive).

Expected outcomes and keys to success. When well structured, incentives can be relatively high impact (generate moderate number of units) for very little cost to the city. Works best in growing markets and in communities with additional capacity for development.

Recommended actions for Grand Junction:

- Evaluate informal incentives previously extended to affordable (or other) development over the past 5 to 10 years.
- Convene local developers (affordable and market-rate) to evaluate the market demand for potential incentives.
- Codify desired incentives in City codes or affordable housing policy focusing on incentives that increase the supply of affordable housing.

STRATEGIES TO ADDRESS HOUSING NEEDS

STRATEGY 6. ALLOCATE CITY OWNED LAND (AND/OR STRATEGICALLY ACQUIRE VACANT OR UNDERUTILIZED PROPERTIES) FOR AFFORDABLE AND MIXED-INCOME HOUSING.

Property acquisition costs, especially in developed areas of the city, is a major component of the cost of developing affordable housing. The city and other public agencies, such as Mesa County and the State, own properties which could potentially reduce costs and facilitate development of affordable housing. While much of this property is either already utilized for public facilities or is inappropriate for residential development, there may be opportunities to leverage additional affordable and mixed-income housing through better utilization of publicly owned property.

It is increasingly common for local governments to donate, discount, or lease vacant land or underutilized properties (e.g., closed schools, vacant or out-of-date public sector offices) for use as residential mixed-income or mixed-use developments. Some properties are acquired after businesses have been closed for illegal use or very delinquent taxes.

These properties are held in a “land bank” by the City and eventually redeveloped by nonprofit or private developers through a Request for Proposal (RFP) process. Land banks vary in forms from single parcels to multiple, scattered site properties, to large tracts of land. The land can be donated,

discounted, or offered on a land lease to the selected developer

who agrees to a specified affordability level or community benefit. A good starting point in this process for any community is creating an inventory of existing public land that could be used for housing sites in the future.

Benefits. Conducting an initial inventory of publicly owned land is a low/no-cost step. Land banking and donation can reduce future development costs (particularly if acquired when land costs are low) and maintains flexibility in meeting future needs because the land can be held and then used for acute needs as they arise. Converting vacant land or underutilized retail can also have tax benefits to the city (performing residential, even if with a lower property tax value, is better than vacant and abandoned land from a revenue perspective).

Challenges. Acquiring land can be costly (depending on market cycle); limited supply and can require quick response to land available (staffing/authority concern); and there is a risk that future needs will not align with expected land use.

Expected outcomes and keys to success. Outcomes depend on existing land inventory and committed resources though there is potential for high impact (substantial number of units). This works best in communities where there is land available to repurpose; when the city can acquire land at reasonable costs (e.g., during a down market); and when the city has strong partnerships with non-profit developers or existing land trust programs.

STRATEGIES TO ADDRESS HOUSING NEEDS

Recommended actions for Grand Junction:

- Inventory existing public land (including land owned by the City, the County, State, the schools district, and others) and evaluate feasibility for residential development.
- Establish partnerships with local affordable developers and land trusts who may be able to develop the land into affordable rental or ownership units.
- Evaluate funding sources for land/property acquisition that could be utilized to create or preserve affordable housing.
- Actively watch for property and land to acquire to repurpose (this could include vacant land, underutilized/vacant commercial, and/or small naturally occurring affordable multifamily housing).

STRATEGY 7. CREATE A DEDICATED REVENUE SOURCE TO ADDRESS HOUSING CHALLENGES.

Local funding or a “Housing Trust Fund” can have an impact on meeting housing needs. “Trust funds” have grown immensely in popularity with reductions in federal funding for housing. Revenue sources are varied and include: General Obligation Bonds, Real Estate Transfer Taxes (RETT), commercial and/or residential linkage fees, sales tax, jurisdictional general fund set-aside or cash-in-lieu from inclusionary zoning buyouts, and other types of taxes, generally those that are directly tied to demand for housing.

Benefits. Can be used on a variety of programs to address needs across the housing spectrum; flexible funding source without federal regulations.

Challenges. Does not always have political support; efficacy is tied to level of funding; requires staff capacity to manage and allocate resources.

Expected outcomes and keys to success. Can be very effective, depending on funding amount and priorities. Works best when City has clear housing plan/goals and has staff capacity to manage.

Recommended actions for Grand Junction:

- If possible, appropriate funding in the short-term for implementation of the Housing Strategic Plan.
- Establish working group to evaluate the potential for sustainable, dedicated local funding and determine the most appropriate source of funds. Often, a General Fund allocation is the easiest way to initiate a Housing Trust Fund, but a dedicated stream is ideal for the long-term.
- Conduct analysis of the cost of other prioritized housing strategies and/or related capital items.
- Determine priorities for the fund—what programs/policies should it support? Consider the other strategies outlined in this report that require funding for efficacy.

STRATEGIES TO ADDRESS HOUSING NEEDS

STRATEGY 8. PROVIDE FINANCIAL SUPPORT TO EXISTING HOUSING AND HOMELESSNESS SERVICES AND PROMOTE RESIDENT ACCESS TO SERVICES.

Some CDBG funds are currently allocated to support nonprofits that are providing housing, housing services, and/or services to people experiencing homelessness, but additional funding would increase capacity. Top priorities among stakeholders included:

- Services and housing for people experiencing homelessness;
- Homeowner rehab program (grants or loans to assist low-income homeowners with needed repairs; can be emergency repairs or maintenance needed to preserve homes).
- Foreclosure and eviction prevention (can include housing counseling generally for mortgage debt restructuring; short-term emergency rent and utilities assistance for renters; and/or landlord-tenant mediation).
- Home ownership education outreach/workshops to lower income citizens who may qualify to own a home.
- Down payment assistance (programs that help households attain homeownership through financial support for closing costs and down payments).

In addition to financially supporting existing programs, the City could also promote participation by ensuring there is an

accessible online inventory of housing programs (local and state) and qualifications in an easy-to-access format and in multiple languages. Programs can also be affirmatively marketed to historically marginalized populations and those with historical disparities in homeownership.

Benefits. Preservation is much less costly than new development; prevents displacement of existing residents. Generally low cost and high impact; provides assistance to those who need it most and reduces public costs related to homelessness and other social services by preventing foreclosure and eviction. Creates access to homeownership and housing stability.

Challenges. Requires funding and administration as well as strong non-profit partners

Expected outcomes and keys to success. Improves existing housing stock; reduces foreclosures and evictions; increase homeownership and can help with workforce retention. Works best with a trusted non-profit partner.

Recommended actions for Grand Junction:

- Evaluate the potential for a database (and source of communication) of affordable housing options in the community and/or promote the state's affordable housing search platform (www.coloradohousingsearch.com)
- Use the City's website to help promote existing housing options and services in the community.

STRATEGIES TO ADDRESS HOUSING NEEDS

- Contingent on implementation of Strategy 7, include additional funds in annual program allocation (alongside CDBG allocations).

STRATEGY 9. SUPPORT ACQUISITION/REHABILITATION THAT CREATES OR PRESERVES AFFORDABLE HOUSING.

In this strategy nonprofits or for-profit affordable housing developers purchase privately-owned but low-priced housing options, or subsidized units with affordability periods ending (“at risk” affordable housing). Owners make needed improvements and institute long-term affordability. This strategy can also support conversion of hotels/motels into affordable or transitional housing. At-risk housing stock may include private rentals with rising rents, manufactured housing parks, or lower-cost single-family homes and real estate owned (REO) properties. Rental properties can be maintained as rental or convert to cooperative ownership. Ownership properties can be resold to lower-income families or leased as affordable rentals. A City's role is often to provide financial resources to non-profits for the acquisition and rehab projects. This program can also be structured as rehab grants to existing multifamily owners in exchange for contractual affordability.

Benefits. Generates guaranteed affordability out of existing stock (less costly than new development); can be used for rental or ownership.

Challenges. Can be difficult to identify properties, though it can be structured at the city level as a resource pool for non-

profits, which reduces the staffing and management burden on the city.

Expected outcomes and keys to success. Generates some affordable units. Works best with a trusted non-profit partner.

Recommended actions for Grand Junction:

- Establish partnerships with local affordable developers who would own/manage the units.
- Contingent on Strategy 7, dedicate local resources to an acquisition/rehab program.
- Design RFP process for entities who wish to access funds or prioritize CDBG spending for the purpose of acquisition and/or rehabilitation of housing resources.

STRATEGY 10. CONSIDER IMPLEMENTATION OF AN INCLUSIONARY HOUSING/LINKAGE FEE ORDINANCE.

Policies that require or incentivize the creation of affordable (income-restricted) housing when new residential and/or commercial development occurs, either within the same development or off-site. Some inclusionary housing ordinances allow the developer to pay fees "in lieu" of developing the affordable units. Policies can be implemented as required or voluntary and can include "off-sets" and/or incentives for the provision of affordable housing.

Benefits. No direct cost to city other than enforcement, has the ability to generate a substantial number of units.

STRATEGIES TO ADDRESS HOUSING NEEDS

Challenges. Regularly faces opposition from development community who view such ordinances as putting full burden of current housing challenges onto new development.

Expected outcomes and keys to success. Generates substantial number of units when structured well. Works best in communities with additional capacity for development and that are experiencing growth.

Recommended actions for Grand Junction:

With the recent passage of Colorado HB21-1117, Colorado communities can now implement inclusionary housing that applies to both rental and for-sale development. Given this recent change, the City should consider this as a 5+ year strategy:

- Monitor new inclusionary programs implemented throughout the state and continue to evaluate whether such a program would be effective and appropriate in Grand Junction.
- Evaluate the option of inclusionary housing every 2 years to consider whether the City desires to institute a program.
- Interview existing program administrators and an economic feasibility study of the potential affordable requirements

STRATEGY 11. EXPLORE DESIGNATION OF AN URBAN RENEWAL AREAS (URA) AND UTILIZATION OF TAX INCREMENT FINANCING FOR AFFORDABLE HOUSING.

Revenue generated by borrowing against projected growth in property tax revenues within designated redevelopment (urban renewal) areas. All or a portion of the tax increment can be set aside for affordable housing preservation and production.

Benefits. Can generate affordable units or provide monies for incentives in new units within targeted areas; leverages new and/or existing funding source.

Challenges. Can impact total TIF package as property tax revenue on affordable developments may be low. URA can be cumbersome, expensive and time-intensive to establish and manage.

Expected outcomes and keys to success. Generates modest volume of affordable units. Works well when affordable housing is paired with uses that generate higher future tax revenue (e.g., retail)

Recommended actions for Grand Junction:

Convene task force to evaluate the viability of URA designation and TIF priorities. Interview other communities where this approach is used to evaluate how it could apply in Grand Junction, such as Colorado Springs, Fort Collins, Loveland, and Denver.

STRATEGIES TO ADDRESS HOUSING NEEDS

STRATEGY 12. CONSIDER ADOPTION OF A VOLUNTARY RENTAL REGISTRY PROGRAM IN CONJUNCTION WITH LANDLORD INCENTIVES.

Having a rental registration or license program (a program in which landlords are required to obtain a license from the City) make it easier to promote best practices and resources to landlords, identify problem landlords, and implement a variety of renter protections (such as housing quality standards). Voluntary registration programs can be paired with landlord incentives; examples include:

- Access to security deposit insurance in exchange for accepting housing choice vouchers;
- Access to grants or interest free loans for rehab in exchange for keeping units affordable (income restricted); and
- Access to grants or incentives in exchange for converting short term rentals to long terms rentals.

Landlords participating on voluntary programs typically also receive access to city-provided resources such as template leases (in English and Spanish), fair housing training, landlord-tenant mediation services, etc.

Benefits. Promotes equity, relatively easy to implement, provides resources to landlords.

Challenges. Monitoring and compliance is difficult (requires staff capacity).

Expected outcomes and keys to success. Depends on structure of program. Can improve existing housing stock (quality inspections and rehab), can create additional affordable housing stock, can improve conditions for renters and better equip landlords. Works in any market

Recommended actions for Grand Junction:

Form task force to review best practice research on program design and evaluate priorities for program implementation. Consider community and landlord engagement to help refine policy proposal.

STRATEGIES TO ADDRESS HOUSING NEEDS

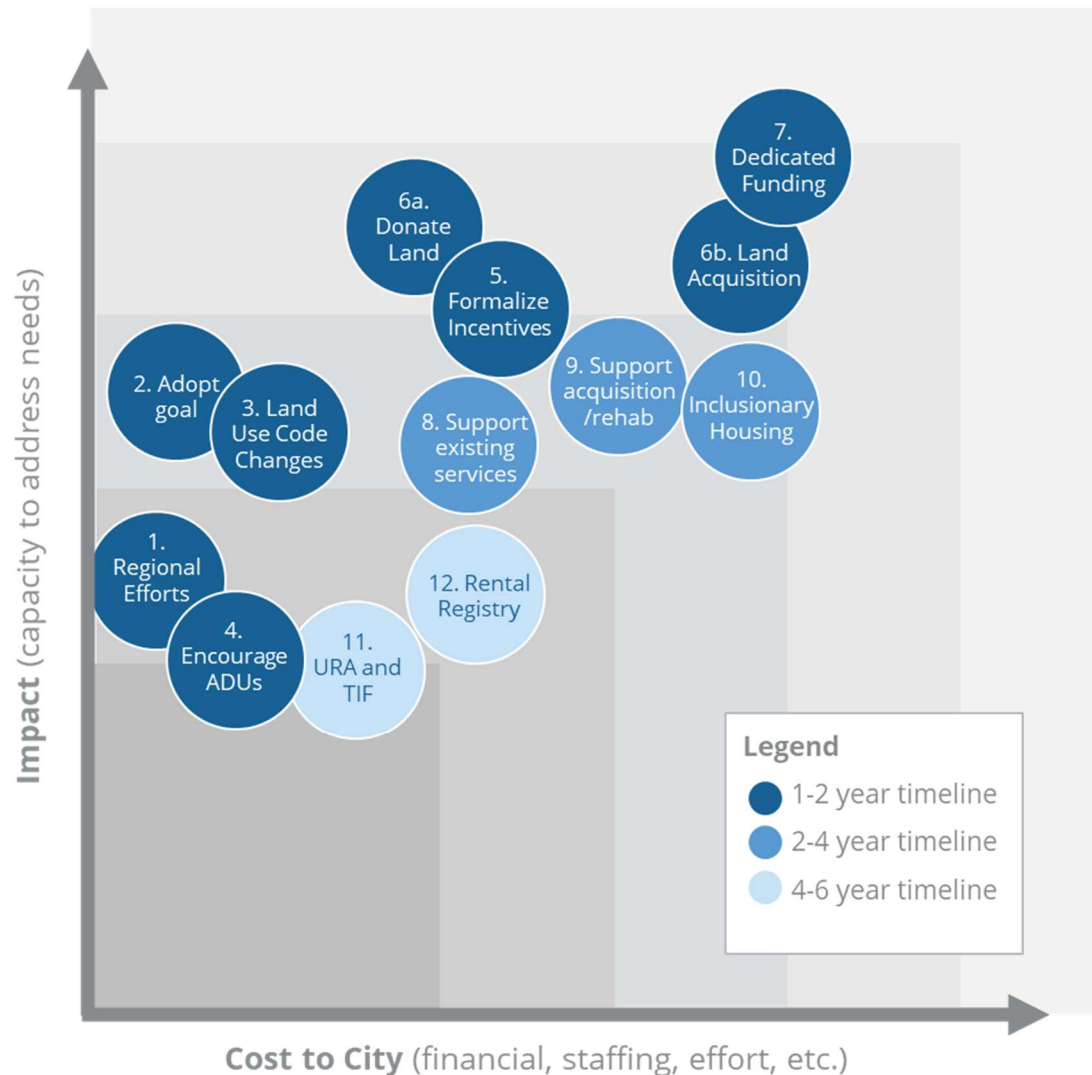
RELATIVE COST AND IMPACT OF STRATEGIES

Figure 4 plots the strategy recommendations along two axes to help gauge their relative cost and impact. It should be noted that “cost” is used broadly and can mean financial cost, staffing resources, political effort, etc. Note that cost and impact may differ from the figure depending on final policy/program design

Strategies in the lower left portion of the figure are generally low cost but also low impact. Cost increases as you move to the right (x-axis) and impact increases as you move up (y-axis). Strategies in the upper right are generally high cost but also high impact. Strategies are color-coordinated based on their implementation timeline.

This matrix should not be the only criteria for evaluating strategies but does provide some guidance in considering the most effective options given resource constraints.

Figure 4. Relative Cost and Impact of Recommended Strategies



Source: Root Policy Research.

NEXT STEPS

CONCLUSION AND NEXT STEPS

As the City of Grand Junction continues to pursue implementation of the Comprehensive Plan—including building “Strong Neighborhoods and Housing Choices”—the strategies outlined above provide a roadmap for achieving desired outcomes and addressing identified housing needs.

A balanced housing stock accommodates a full “life cycle community”—where there are housing options for each stage of life from career starters through centenarians—which in turn supports the local economy and contributes to community culture. Encouraging the market to develop sufficient supply to meet demand as well as actions that help mitigate price increases and preserve both market-rate and publicly assisted housing affordability will help provide essential housing for residents of Grand Junction.

Implementation of the strategies will require the City to address housing challenges head-on, pursue new policies, programs, and funding sources, and work collaboratively with regional stakeholders and public-private partnerships.

APPENDIX A.

Land Use and Development Review

APPENDIX A.

Land Use and Development Review

The Zoning and Development Code for the City of Grand Junction was last updated in 2010 to align with the Comprehensive Plan adopted at that time. This appendix provides a high-level review of the jurisdiction’s zoning regulations against best practices and assesses if the jurisdiction’s regulations could create barriers for housing affordability.

The review includes zoning and land use best practices to remove barriers to housing affordability—discussed in the context of Grand Junction’s current zoning ordinance and opportunities for improvement—focusing on zoning districts and permitting uses, development standards, parking standards, and incentives for affordable housing. The review also discusses the future land use plan presented in the Grand Junction Comprehensive Plan along with an evaluation of development impact fees for residential development. The section concludes with a summary of opportunities for Grand Junction; these opportunities are also discussed in the Grand Junction Housing Strategy.

Zoning Districts and Permitted Uses

In response to housing affordability challenges and lack of diversity in housing typology, jurisdictions across the country are increasingly modifying land use codes to allow missing middle housing—duplexes/triplexes, rowhomes, and Accessory Dwelling Units (ADUs)—in single family zones.¹ Missing middle housing refer to a diverse set of housing types that result in smaller, more affordable, and provide more density compared to single family homes. It is a best practice to include a broad range of mixed-use zone districts that occupy the majority of the spectrum of zone districts to permit a variety of housing types for middle income households. Additionally, permitting multifamily development across a wide variety of mixed-use districts more effectively produces communities that support neighborhood-serving retail and commercial operations and small businesses by allowing the market to supply services near households.²

Grand Junction’s current code. The city has adopted ten residential districts, a variety of mixed-use and commercial districts, and form based residential districts. The ten residential districts provide for a range of residential development, in

¹ Affordability in this context encompass both income restricted as well as naturally occurring affordable housing.

² Elliott, Donald L. *A better way to zone: ten principles to create more livable cities*. Island Press, 2012.

addition to the mixed use districts, shown in Figure A-1. Residential districts range from rural densities to districts intended to discourage large lot development and encourage concentrated urban growth in community centers. According to the city’s zoning ordinance, the purpose for the R-12, R-16, and R-24 districts are to, “allow a mix of residential unit types and densities to provide a balance of housing opportunities in a neighborhood.”

**Figure A-1.
Residential Use Table**

Note:
A=allowed; C=conditions; Blank=not permitted.

Source:
Chapter 21.04 Grand Junction Municipal Code.

	R-R	R-E	R-1	R-2	R-4	R-5	R-8	R-12	R-16	R-24	R-O	B-1	B-2	C-1	C-2	CSR	M-U	BP	I-O	I-1	I-2
Business Residence											A	A	A	A	A	A	A	A	A	A	A
Two-Family Dwelling				A	A	A	A	A			A	C									
Single-Family Detached	A	A	A	A	A	A	A				A	C	C			A					
Multifamily						A	A	A	A	A	A	A	A	A			A	A			
Accessory Dwelling Unit	A	A	A	A	A	A	A	A			A		A								
Agricultural Labor Housing	A															A					
Manufactured Housing Park						A	A	A													
All Other Household Living						A	A	A													

Areas of opportunity. The City of Grand Junction provides for a robust mix of housing types in residential and mixed-use districts. To allow for residential infill development, the city should consider permitting triplexes and rowhomes in lower density residential districts by right.

Residential Development Standards

Flexibility in development dimensional standards provides opportunities for residential product diversity (e.g., multifamily, townhomes, and duplexes) and a mix of uses to encourage more affordable residential development—compared to traditional single-family zoning. Conversely, zoning regulations that negatively impact residential development affordability include minimum house and/or lot sizes, limited land zoned for missing middle options and/or multifamily, prohibitions on ADUs, secondary ADUs, restrictions on land zoned and available for multifamily and manufactured housing.

Grand Junction’s current code. The residential development standards summary table in Figure A-2 below provides land development requirements in each district. Overall, these residential development standards allow for a wide range of housing types in the city. Minimum density requirements for R-5 to R-24 residential zones discourage large lot single family

detached housing development and may promote the development of missing middle housing types and promote affordability. These zones provide an alternative to the traditional single-family regulations in zones R-R to R-4. However, minimum lot sizes and densities may increase the cost of residential development and discourage missing middle housing.

**Figure A-2.
Residential Use Table**

Source:
Chapter 21.03 Grand Junction Municipal Code.

	R-R	R-E	R-1	R-2	R-4	R-5	R-8	R-12	R-16	R-24
Minimum Lot Size (min.)	5 acres	1 acre	30,000 sq. ft.	15,000 sq. ft.	7,000 sq. ft.	4,000 sq. ft.	3,000 sq. ft.	n/a	n/a	n/a
Lot Coverage (max)	5%	15%	20%	30%	50%	60%	70%	75%	75%	80%
Height (max)	35	35	35	35	40	40	40	60	60	72
Density (min. units per acre)	n/a	n/a	n/a	n/a	2	3	6	8	12	16
Density (max units per acre)	1/5 acres	1	1	2	4	6	8	12	16	n/a

Figure A-3 shows the development standards for mixed use and commercial districts. For mixed use and commercial districts, maximum heights and residential development densities are likely to have the most impact on the number of units constructed and the affordability of those units. Similar to mixed use minimum densities in residential districts, minimum densities along commercial corridors increase the opportunity for more residential units and helps provide access to transit.

**Figure A-3.
Mixed Use and Commercial
Development Standards**

Source:
Chapter 21.03 Grand Junction Municipal Code.

	R-O	B-1	B-2	C-1	C-2	CSR	M-U	BP	I-O	I-1	I-2
Minimum Lot Size (min.)	5,000 sq. ft.	10,000 sq. ft.	n/a	20,000 sq. ft.	20,000 sq. ft.	1 acre	1 acre	1 acre	1 acre	1 acre	1 acre
Lot Coverage (max)	70%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%
Height (max)	40	40	80	65	65	65	65	65	65	50	50
Density (min. units per acre)	4	8	8	12	n/a	n/a	8	8	n/a	n/a	n/a
Density (max units per acre)	n/a	16	n/a	24	n/a	n/a	24	24	n/a	n/a	n/a

Areas of opportunity. The City of Grand Junction has relatively flexible land use development standards with minimum densities and in some instances no minimum lot sizes. However, there are development standards that are prohibitive for the development of certain housing products—townhomes and duplexes—and limit the number of units in multifamily developments—through maximum densities. There is an opportunity to examine the potential for reducing or eliminating these standards to increase development capacity and thereby affordability.

Parking Standards

Parking standards can vary based on use rates and existence of public parking lots in the area. The traditional standard of two parking spaces per dwelling unit is reasonable in low density residential districts, but many cities are adopting lower parking standards near transit, multifamily development, and mixed-use areas.

Some communities establish parking standards to account for lower vehicle ownership rates among certain types of households, such as seniors and low-income households. Senior apartments, assisted-care units, congregate care facilities, and studio and one-bedroom apartments are likely to have lower parking demand than developments of the same size. A zoning policy that requires an equal number of parking spaces per bedroom will result in an oversupply of parking.

Grand Junction’s current code. Grand Junction requires the typical two parking spaces for single family and duplex units with one additional unit required per accessory dwelling unit (ADU)—for example, a duplex with an ADU would require five off-street parking spaces. For multifamily development, the number of spaces required is based on the number of bedrooms per unit. For one-bedroom units 1.25 spaces are required, two-bedroom units require 1.5 spaces, and three or more-bedroom units require 2 spaces. The city does allow projects to request an alternative parking plan but this can be cumbersome and add expense to a project.

Areas of opportunity. Although these requirements are not unreasonable, many cities are adopting lower parking standards for more urban areas, particularly for multifamily housing. Grand Junction should consider adjusting parking standards downward to promote affordability and greater land utilization.

Incentives for Affordable Housing

Incentives are formalized affordability requirements in exchange for development benefits such as fee waivers, expedited permitting, tax abatements, and density bonuses. To encourage the development of affordable housing, the code should recognize the difficult economics involved and should offer incentives. Common incentives include smaller lots, increased density in multi-family areas, reduced parking requirements, or waivers or reductions of application fees or development impact fees.

While zoning and subdivision incentives alone are often not enough to make development for lower levels of AMI economically feasible, they can be part of a broader package of incentives (for example, including financial incentives or land contributions) that make those projects feasible.

Grand Junction’s current code. Grand Junction currently discounts transportation impact fees (50% reduction per additional story) in the city “redevelopment areas” to encourage development in those areas. Additionally, Grand Junction’s Zoning and Development Code currently allows for the City Council to waive impact fees imposed on affordable housing development.

Areas of opportunity. Consider additional incentives for residential developments that meet the city’s affordability goals and reflects the vision of the community.³ The recently adopted Comprehensive Plan suggests the City, “explore options for providing incentives for projects that incorporate units affordable to income levels identified in the housing strategy.” The city should ensure available incentives, including the existing fee waivers, are formal and documented in either city policy or ordinance to reduce subjectivity in the process.

A note about inclusionary zoning. In 2021, the Colorado General Assembly enacted House Bill 21-1117 which permits local governments to enact inclusionary zoning ordinances on rental units (for-sale was already allowed). Inclusionary zoning generally regulates new development or redevelopment to encourage the construction of new affordable units. Local governments must provide one or more alternative options to constructing the units such as a fee in-lieu or land dedication.

Additionally, in order to adopt an inclusionary ordinance, local governments must take one or more of a set of actions to increase the overall number and density of housing units. As specified in HB21-1117, these potential actions include:

- *Adopt changes to its zoning and land use policies that are intended to increase the overall density and availability of housing, including but not limited to:*
 - *Changing its zoning regulations to increase the number of housing units allowed on a particular site;*
 - *Promoting mixed-use zoning that permits housing units allowed on a particular site;*

³ See Housing Strategy for additional details on specific incentive recommendations.

- *Permitting more than one dwelling unit per lot in traditional single family lots;*
 - *Increasing the permitted households size in single family homes;*
 - *Promoting denser housing development near transit stations and places of employment;*
 - *Granting reduced parking requirements to residential or mixed use developments that include housing near transit stations or affordable housing developments;*
 - *Granting density bonuses to development projects that incorporate affordable housing units; or adopting policies to promote the diversity of the housing stock within the local community including a mix of both for sale and rental housing opportunities;*
- *Materially reduce or eliminate utility charges, regulatory fees, or taxes imposed by the local government applicable to affordable housing units;*
 - *Grant affordable housing developments material regulatory relief from any type of zoning or other land development regulations that would ordinarily restrict the density of new development or redevelopment;*
 - *Adopt policies to materially make surplus property owned by the local government available for the development of housing; or*
 - *Adopt any other regulatory measure that is expressly designed and intended to increase the supply of housing within the local government's jurisdictional boundaries.*

Areas of opportunity. Through the recent comprehensive planning process and the development of this housing needs assessment, the City of Grand Junction has made reasonable strides and efforts toward increasing the supply of housing and promoting housing affordability. The city should explore the economic feasibility of an inclusionary zoning ordinance to increase the supply of affordable units.

Future Development

Adopted planning documents including the Comprehensive Plan and Zoning Ordinance establish a vision for future development and a roadmap to achieve that vision through land use regulations. In addition to the most common regulatory barriers, the geographic zoning patterns and development trends influence housing choice and affordability.

The City of Grand Junction adopted the updated Comprehensive Plan in December 2020. The Comprehensive Plan provides insight into the vision for future residential development in the community. The following excerpts from the Plan provide population growth estimates, housing unit estimates, and the future land use plan to provide needed housing types.

- **Population growth estimates.** “Grand Junction is expected to continue to represent approximately 40 percent of Mesa County’s population over the next 20 years. This would result in a population of approximately 90,000 people within City limits by 2040—an increase of 23,071 people. 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.”
- **Housing unit estimates.** “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.”

- **Future land use.** “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.

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.”

Figure A-4 shows a map of the Land Use Plan for the City of Grand Junction presented in the Comprehensive Plan. Medium to high density residential development is concentrated near downtown, near shopping and employment centers and along major transportation corridors.

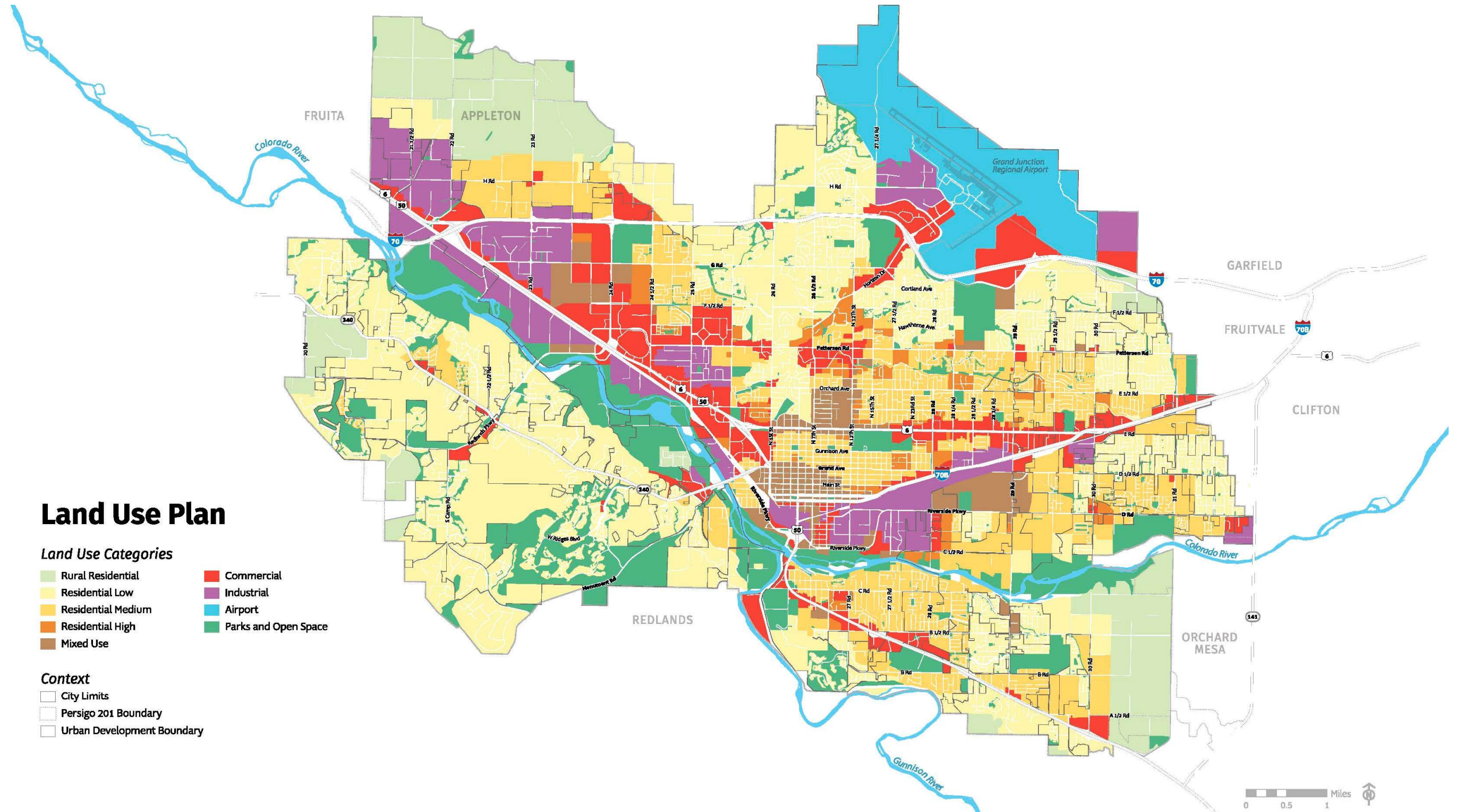
Development impact fees. Impact fees are imposed on new development to support the additional infrastructure required to service new development. Common impact fees include water, wastewater or sewer, transportation, fire, police, parks and recreation, and schools. Stakeholders indicated the City of Grand Junction’s impact fees are prohibitive for multifamily

residential development. A comparative analysis of fees with other communities in Colorado was conducted to evaluate the city's fees, and the city's impact fees have not been identified as a barrier to development.

Areas of opportunity. The recently adopted comprehensive plan provides a roadmap for land use code updates to prioritize Plan Principle 5, "Strong Neighborhoods and Housing Choices." The plan outlines the following actions to achieve this principle.

- Promote more opportunities for housing choices that meet the needs of people of all ages, abilities, and incomes.
- Partner in developing housing strategies for the community.
- Support continued investment in and ongoing maintenance of infrastructure and amenities in established neighborhoods.
- Promote the integration of transportation mode choices into existing and new neighborhoods.
- Foster the development of neighborhoods where people of all ages, incomes, and backgrounds live together and share a feeling of community.

Figure A-4. Future Land Use



Summary of Areas of Opportunity

The following opportunities were identified through this land use and development review:

- **Allow residential infill in traditionally single family districts.** The City of Grand Junction provides for a robust mix of housing types in residential and mixed-use districts. To allow for residential infill development, the city should consider permitting triplexes and rowhomes in lower density residential districts by right.
- **Consider relaxing minimum lot sizes and maximum densities.** The City of Grand Junction has relatively flexible land use development standards with minimum densities and in some instances no minimum lot sizes. However, there are development standards that are prohibitive for the development of “missing middle” housing products—townhomes and duplexes—and limit the number of units in multifamily developments—through maximum densities. The City has an opportunity to increase development capacity and affordability by relaxing the lot size and density standards.
- **Adjust parking standards to align with the type and intensity of land use.** Although the city’s parking requirements are not atypical, many cities are adopting lower parking standards for more urban areas, particularly for multifamily housing. For housing in areas of mixed use and served by transit, walking and/or biking, Grand Junction might consider adjusting those standards downward to maximize development potential and reduce overall project costs.
- **Formalize existing incentives and consider additional incentives for affordable housing development.** Consider additional incentives for residential developments that meet the city’s affordability goals and reflect the vision of the community. The recently adopted comprehensive plan suggests the city, “explore options for providing incentives for projects that incorporate units affordable to income levels identified in the housing strategy.” The city should ensure available incentives, including the existing fee waivers, are formal and documented in either city policy or ordinance to reduce subjectivity in the process.
- **Explore the feasibility of an inclusionary zoning requirement.** Through the recent comprehensive planning process and the development of this housing needs assessment, the City of Grand Junction has made strides toward increasing the supply of housing and promoting housing affordability. The city should explore the economic feasibility of an inclusionary zoning ordinance to increase the supply of affordable units.

- **Implement the comprehensive plan.** The recently adopted comprehensive plan provides a roadmap for land use code updates to prioritize Plan Principle 5, “Strong Neighborhoods and Housing Choices.” The plan outlines the following actions to achieve this principle.
 - Promote more opportunities for housing choices that meet the needs of people of all ages, abilities, and incomes.
 - Partner in developing housing strategies for the community.
 - Support continued investment in and ongoing maintenance of infrastructure and amenities in established neighborhoods.
 - Promote the integration of transportation mode choices into existing and new neighborhoods.
 - Foster the development of neighborhoods where people of all ages, incomes, and backgrounds live together and share a feeling of community.



HOUSING

ANNUAL REPORT

2023



Housing & Houselessness as a City Priority

Grand Junction's 2020 Comprehensive Plan serves as a blueprint for the city, with its foundation resting on the community's vision for the future. This vision provides guidance for the formulation of goals, strategies, and overall development in Grand Junction.

The Strategic Plan, updated every two years, integrates the priorities identified as most crucial by the City Council into the broader framework of city planning and development.



Comprehensive Plan Principle 5: Strong Neighborhoods and Housing Choice

1. Promote more opportunities for housing choices that meet the needs of people of all ages, abilities, and incomes
2. Partner in developing housing strategies for the community.
3. Support continued investment in and ongoing maintenance of infrastructure and amenities in established neighborhoods.
4. Promote the integration of transportation mode choices into existing and new neighborhoods.
5. Foster the development of neighborhoods where people of all ages, incomes and backgrounds live together and share a feeling of community.

2023-2025 City Council Strategic Priority: Welcoming, Livable, Engaging

Grand Junction fosters a sense of belonging, where people are accepted as themselves and have access to the amenities and services they need to thrive, and actively seeks participation from our community.

Grand Junction Housing Strategy

The Grand Junction Housing Strategy was formally adopted by City Council in 2021 which included twelve housing strategies for implementation to increase housing options, affordability, and increase access to services. In 2022, the City adopted a thirteenth housing strategy focused on community engagement and education.

Vision

The City of Grand Junction is committed to enacting housing policies and partnering with outside organizations that seek to increase affordable housing options, diversify housing choice, decrease the gap between need and housing inventory, and assist those without homes to access supportive and housing services.

Housing Division Overview

The Housing Division was launched in 2022 following the adoption of the City of Grand Junction Housing Strategy. The Housing Division has grown to three full time staff and has cosponsored a Colorado Mesa University intern and Bachelor of Social Work student, and a Americorp Hometown Fellow.

Funding

From 2004 to its adopted 2023 budget, the City has invested \$18.1 million in housing and houseless needs. This funding encompasses capital projects, operational support for service providers, emergency assistance during COVID, funding for housing and homeless projects, matching and securing grants for housing initiatives, and actively expanding the City's role in addressing housing and houselessness issues.

Award Recipient

The City of Grand Junction's Housing Division received the 2023 Mary J. Nelson Inspirational Award from United Way of Mesa County for their outstanding work in implementation of housing initiatives and community education efforts.

Overall, Mesa County real estate data indicates a slowdown in the overall housing market due to the impact of rising interest rates and construction costs. As of December 2023, interest rates averaged 6.89%. While home prices have remained relatively consistent between 2022 and 2023, the higher interest rates have contributed to a deceleration in the home purchasing process. Despite this slowdown, the region continues to experience historically high overall home prices.

Since 2019, home prices have surged by more than 60%, and rental costs have seen a notable increase of 44%. Meanwhile, the household median income has experienced a modest uptick of 4.7%, rising from \$60,629 in 2019 to \$63,531 in 2021. This reveals a concerning trend where the cost of housing has outpaced wage growth, leading to an average rent-to-income ratio approaching the cost-burdened threshold of 30%.

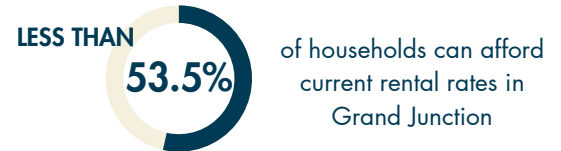
A Snapshot of Local Housing & Houseless Data

MEDIAN RENT: \$1500

44% INCREASE SINCE 2019

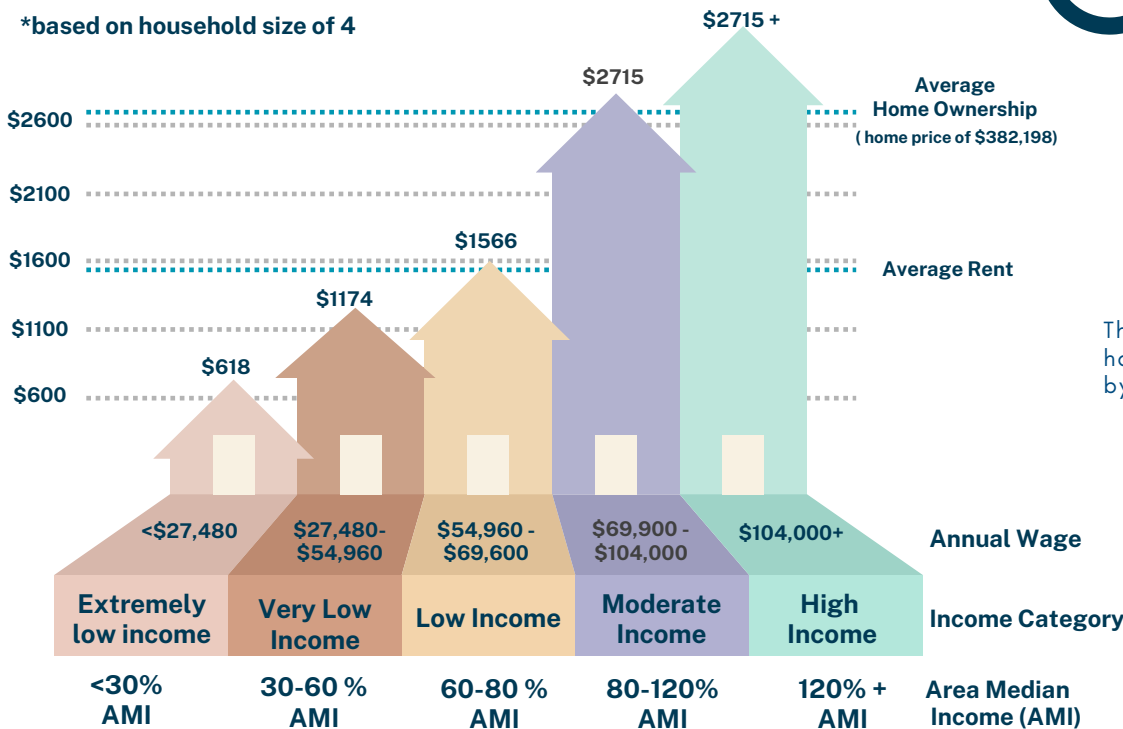
MEDIAN HOME PRICE: \$382,198

60% INCREASE SINCE 2019



Housing Affordability

*based on household size of 4



907

D51 STUDENTS FACING HOUSELESSNESS OR HOUSING INSECURITY AS OF JUNE 2023

The Unhoused population has increased by almost **43%** since 2019.

In 2023, the City of Grand Junction completed the Unhoused Needs Survey Report and engaged JG Research to conduct a comprehensive Unhoused Needs Assessment. The contributing factors to homelessness among People Experiencing Houselessness (PEH) are varied, encompassing economic, social, and health-related issues. Drawing on data from HUD Point-in-Time Count, By Name List, and D51 school district, it is estimated that approximately 2300 individuals experienced houselessness in Mesa County over the past 12 months.

Significantly, over 50% of individuals listed on the By-Name registry reported having a disability, and more than 67% experienced chronic houselessness, defined as individuals or families with a disabling condition unhoused for over one year or having faced at least four episodes of houselessness in the last three years. Approximately 60% of the community's unhoused population remains unsheltered. The Unhoused Needs Survey Report unveiled that 54% of surveyed individuals had been residents of Mesa County for more than four years, with many choosing Grand Junction for employment opportunities or establishing connections through friends or family in the area.

In 2023, 41 individuals tragically passed away while being unhoused or recently housed. Notably, none of these deaths were attributed to weather-related causes; rather, many were a result of medical concerns, natural causes, car accidents, and drug overdoses.



UNHOUSED NEEDS
SURVEY REPORT

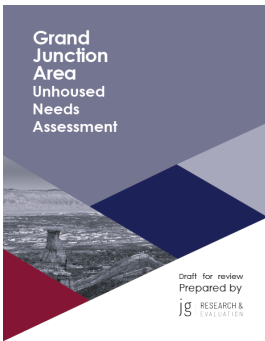
2023 | City of Grand Junction Housing Division
housing@gjcity.org | 970.254.4081



SCAN ME

Unhoused Needs Survey Report

In the Fall of 2022, the City launched a survey to directly engage individuals experiencing houselessness (PEH). The primary objective was to identify the entry points into houselessness and the barriers hindering individuals from transitioning out of this situation. Over 70 surveys were completed. The survey illuminated various intervention points within our community where solutions could be implemented. The results emphasized the need for a more comprehensive system assessment to inform effective policy solutions. The complete report is available by scanning the QR code to the left or by visiting the City's Housing Division Website: <https://www.gjcity.org/353/Housing>.



Grand Junction Area
Unhoused Needs
Assessment

Draft for review
Prepared by
jg RESEARCH & EVALUATION



SCAN ME

Unhoused Needs Assessment (UHNA) & Strategies

In June 2023, the City, in collaboration with various partners, initiated an Unhoused Needs Assessment aimed at comprehending the current and anticipated requirements of People Experiencing Homelessness (PEH) and the housing and supportive service agencies dedicated to assisting them. The assessment was conducted to evaluate and pinpoint crucial housing and service gaps, identify barriers, and gauge the present system's capacity to address both existing and future needs. Its overarching purpose was to guide community strategies, ensuring that instances of houselessness are infrequent, brief, and not recurring. The assessment was completed in November 2023. The second part of the work, creating a strategy to address the needs presented in the UHNA, is expected to be finalized in early 2024. To access the complete draft Unhoused Needs Assessment (UHNA), please scan the QR code to the left or visit <https://qrco.de/UHNAdraft>.

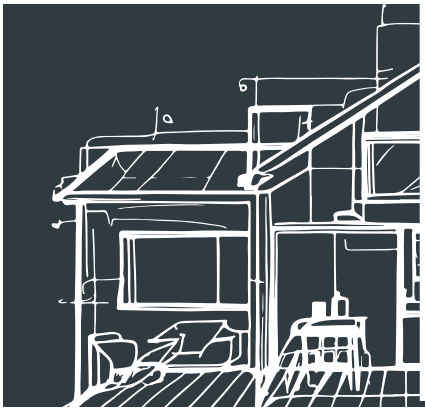
Looking Ahead...

Unhoused Strategies

The Unhoused Strategy will expand on the Unhoused Needs Assessment (UHNA) by identifying strategies to fill key gaps and address significant needs of people experiencing houselessness (PEH) in the Grand Junction area in support of reaching the community goal of functional zero. Recommended actions and timelines will be provided for each strategy as how the city, county and other partners can work to identify approaches to implementation as well as opportunities that can facilitate implementation.

In 2019, the Homeless Coalition, a collaboration of over 43 local service agencies, government entities, and community members, pledged to transition into a "Built for Zero" community—a movement focused on achieving functional zero in homelessness by implementing a systematic approach to minimize new entries into homelessness, promptly identify and address individuals' needs, and ensure swift exits, aiming to make homelessness rare and brief.

**Built
For
Zero.**



Housing Strategies & Implementation

In 2019, The City of Grand Junction and several partners began work with Root Policy Research on the Grand Valley Housing Needs Assessment. In 2021, the Housing Needs Assessment informed the creation of a City of Grand Junction Housing Strategy. On October 6, 2021, City Council adopted Resolution 82-21 which included the 12 original housing strategies. On December 21, 2022, the City adopted Resolution 96-22 which added a thirteenth housing strategy.

Strategy 1 | Participate in regional collaboration regarding housing/houselessness needs and services.

Housing & Homeless Coalitions

On a monthly basis, staff actively engage in two local coalitions established to keep all service providers informed about housing and homelessness issues, coordinate collaborative efforts, and enhance awareness of the available services.

Feedback Sessions

In 2023, the City hosted over 40 meetings with local constituents, service providers, and community groups to talk about housing, houselessness and work towards finding solutions.

Mesa County Collaborative for the Unhoused

City staff actively participate in the Collaborative on a monthly basis. Collaborate is structured to unite service providers with the aim of establishing a comprehensive system of care for the unhoused in Mesa County. Launched in 2022, this collaborative has played a crucial role in facilitating the implementation of assessment tools, referral mechanisms, and grant applications dedicated to enhancing services for the unhoused population.

Strategy 2 | Adopt a local affordable housing goal.

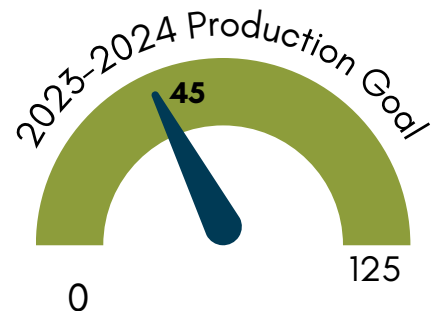
On June 1, 2022, the City Council adopted Resolution 48-22, establishing a Housing Goal of adding 45 affordable housing units annually. Subsequently, in August 2023, City Council approved Resolutions 64-23 and 65-23, empowering the City Manager to commit to Proposition 123 and adjusting the City's definition of affordable and attainable housing to align with Prop 123 definitions. The City formally committed to Prop 123 unit production goals in August 2023. For the year 2023, there were 44 new rental units, 1 new for-sale unit, and 5 potential units counted toward the Prop 123 commitment (those built after August 2023). Due to being a partial year, all 2023 units will contribute to the 2024 unit production goals.

City Goal:

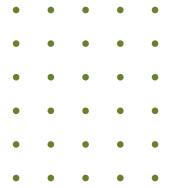
To increase affordable housing stock by 9% over 3 years (374 units) or approximately 125 units annually by December 31, 2026.

Affordable Housing is defined as:

- Housing that costs no more than 30% of a household's income
- Rental Units affordable to households earning less than 60% AMI
- For-Sale Units affordable to households earning less than 100% AMI



Strategy 3 | Implement land code changes that facilitate housing development.



The City contracted with Clarion & Associates in December 2021 to update the City's Zoning & Development Code (ZDC) with the intent to update regulations to better reflect the key principles and policies described in the 2020 One Grand Junction Comprehensive Plan, achieve a higher level of regulatory efficiency, consistency, and simplicity, and identify constraints and opportunities for affordable and attainable housing, consistent with housing strategies. City Council adopted the new ZDC on December 20, 2023 through Ordinance No. 5190.

Some key changes to increase housing opportunities included:

- Increase a range of allowed housing types
- Incorporate higher levels of bicycle and overall pedestrian connectivity
- Revising standards to increase flexibility in design, setback, and buildable area
- Decreasing parking requirements for residential uses and for affordable housing development

Strategy 4 | Encourage Accessory Dwelling Unit (ADU) Development.

In an effort to enhance neighborhood density, offer additional income and affordability for homeowners, diversify housing options, maximize existing infrastructure, meet multigenerational community needs, and expedite housing unit creation, the City implemented several measures:

- **Updated ADU Code (Ordinance 5115):** The City revised the Code for Accessory Dwelling Units (ADUs), permitting on-street parking, eliminating entry requirements, amending design standards, and increasing ADU allowances on two-family or duplex properties. Furthermore, the update permits one attached and one detached ADU per site.
- **ADU Toolkit Development:** A comprehensive ADU Toolkit was developed to streamline the planning process for homeowners, providing essential resources and guidance for those interested in incorporating ADUs on their properties.
- **Educational Workshops:** The City hosted 7 ADU educational workshops, attracting over 170 participants. These sessions aimed to educate and inform the community about the benefits and processes associated with Accessory Dwelling Units, fostering greater understanding and engagement in this housing initiative.



ADU Production Program

The City adopted Ordinance No. 5136 which established an ADU Production Program to incentivize and support the construction of ADUs within the City of Grand Junction. Eight ADUs were approved for funding in 2023.

Strategy 5 | Formalize existing incentives and consider additional incentives for affordable housing development.

Corridor Infill Incentive

In 2022, to encourage redevelopment and infill in the city center and along important commercial corridors, the City launched the Corridor Infill Incentive Program. In 2023, the Kimball Residences received \$862,368 to increase housing options and promote more housing choices.

The project includes five residential buildings, three stories, with 24 studio units, 77 - 1 bedroom units, and 63 2-bedroom units.

Affordable Housing Incentive

In 2022, the City embarked on an initiative to create an Affordable Housing Incentive, intending to offer developers a significant reduction in Impact Fees if they allocated more than 10% of units in their projects to affordable housing. Despite organizing several feedback sessions with local developers, their lack of interest led to the incentive not receiving approval. However, as part of the annual non-profit funding request process, the City consistently supports non-profit agencies, by covering Impact and Development Fees for affordable housing units.

Strategy 6 | Utilizing City owned land and/or acquire vacant or underutilized properties for Affordable and Mixed-Income Housing.



Ballot Measure 2b: *Passed November 2023*

In the November ballot, Grand Junction voters approved question 2b, amending the City of Grand Junction charter to extend the lease duration of city-owned property from 25 years to up to 99 years, specifically for Affordable or Workforce housing. This amendment aims to enhance the likelihood of securing future grants for land acquisition, land banking, and the development of vacant City-owned land.

Proposition 123: Landbanking Grant Application - Requested \$2,200,000

In November 2023, the City approved Resolution 93-23, endorsing the submission of an application for the Colorado Housing and Finance Authority (CHFA) Land Banking Program grant totaling \$2,200,000. This grant is intended for the acquisition of 21.45 acres, earmarked for future affordable housing development comprising 300-500 units. The application incorporated a \$1,000,000 grant match from the City's general fund. *The City anticipates receiving notification of grant approval or denial in early 2024.*

Strategy 7 | Create a dedicated funding source to address housing challenges.

In 2022, the City proposed two ballot measures to raise lodging tax by 1% and introduce a 6% short-term rental tax, but both measures were unsuccessful. As of now, the City lacks a dedicated funding source; nevertheless, it has designated its Private Activity Bond allocation to prioritize affordable housing projects.

Private Activity Bond (PAB) - 2023 Allocation \$4,031,651

Each year the State of Colorado allocates tax-exempt Private Activity Bond directly to local governments for the sole purpose of financing qualified projects including affordable housing. In years past, the City has utilized the fund to support entities like the Colorado Housing and Finance Authority (CHFA) or return the balance to the state. In 2023, having no affordable housing projects, the City approved Resolution 80-23 to carry forward the 2023 allocation for 3 years until a qualified affordable housing project that aligns with the City's goals has made a request.



Strategy 8 | Provide financial support to existing housing and houseless services and promote resident access to services.

Public Safety Support

Staff have collaborated with the Western Colorado Health Network (WCHN) to enhance outreach within the unhoused community, focusing on educating City Parks & Rec Dept, Union Pacific Railroad, and volunteer organizations about sharps, drugs, and associated hazards. City Staff secured a grant for a Sharps Kiosk at the WCHN building, providing a safe disposal location for sharps containers. Additionally, City Staff, alongside volunteers and organizations, engaged in educational initiatives with unhoused individuals addressing trash and refuse issues along the river, resulting in the collection of over 500 bags of debris beyond the City's routine efforts.



Neighbor-2-Neighbor Referral Team

The Neighbor-to-Neighbor Referral Team was launched in 2023 as a response to the needs observed during outreach to unhoused camps along the river. City staff in partnership with local providers provided harm reduction supplies and identified a lack of real-time referral services in those spaces. In 2023, the team expanded to include professionals from mental/behavioral health providers, case managers, medical staff, and housing navigators. Homeward Bound secured a state grant to fund additional outreach and medical services in collaboration with the Neighbor-to-Neighbor Team.

Over the last year, City staff developed rapport with the unhoused, referral agencies, and established systems for programmatic success. They have made over 47 visits to encampments, properties, parks, businesses, and areas where people experiencing houselessness (PEH) were present. Resulting in the engagement of approximately 164 PEH handed out approximately 232 emergency resource brochures and made 202 referrals, resulting in positive outcomes such as additions to the By-Name List, housing vouchers, employment, and reuniting families through Travelers Aid.

Court Referral Program

The Court Referral Program involves City Staff collaborating with the City of Grand Junction courts and Community Resource Officers (CROs) to offer housing and resource referrals as an alternative to fees related to trespassing tickets.

Community Involvement

The City is committed to participating in the ongoing efforts to end houselessness in the community and participated in several educational initiatives and committees throughout 2023. Some highlights include: serving with on the Colorado Balance of State Committee to develop a Coordinated Community Plan to End Youth Homelessness, serving with Mesa County Hunger Alliance to reduce food insecurity, providing a monthly feedback session in collaboration with local service providers to identify current and future needs of PEH and their families, and participate at the Weekend of Service and Understanding, and the Homeless Winter Immersion Experience Fundraiser to bring awareness to living outdoors.

Housing & Houseless Efforts funded through ARPA funding:

Mother Teresa Place, Grand Valley Catholic Outreach - \$1,500,000

The project will include 40 one-bedroom units of permanent supportive housing for most at-risk individuals experiencing houselessness and facing physical or behavioral health challenges. Wrap-around services will be provided by GVCO to ensure housing stability for these individuals.

Down Payment Assistance Fund, Housing Resources of Western Colorado - \$1,000,000

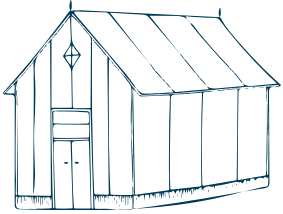
The project aims to establish a down payment assistance revolving loan fund, facilitating homeownership for around 40 low-income households. The program offers a 0% interest loan of \$25,000 to eligible households, with no monthly payment, and the amount is recaptured when the home undergoes refinancing or is sold.

Joseph Center Expansion, The Joseph Center - \$947,707

The project expanded The Joseph Center by acquiring two adjacent buildings. The expansion will provide 15 more beds for the "Golden Girls" program, dedicated to women over 55 experiencing houselessness, and add an additional 20 emergency shelter beds for women and children experiencing houselessness. The project will also add showers and laundry facilities for their day center.

American Rescue Plan Act (ARPA)

Due to the Covid-19 pandemic, the City received \$10.4 million in ARPA dollars from the federal government to facilitate economic recovery. In 2022, City Council allocated \$1.4 million to address lodging revenue loss, leaving \$9 million available for distribution. In 2023, City Council decided to allocate the remaining \$9 million to support behavioral health, housing, and houselessness initiatives.



The Resource Center, Homeward Bound of the Grand Valley & United Way of Mesa County - \$912,400

The funds will provide the acquisition of a temporary structure that will be used for the Center, a restroom and a shower trailer. The Center will serve the community as an ultra-low barrier facility that provides access to meals, services, support, housing navigation, and sanitation services.

Non-profit Funding

City Council has a longstanding tradition of supporting non-profit organizations within the community. Annually, these organizations have the opportunity to submit requests for consideration in the budget allocation process. In 2023, \$878,221 was allocated to the non-profit funding cycle.

2023 Non-profit funding totaling \$425,944 for projects related to housing and houselessness included:

- City Impact Fees, Habitat for Humanity - \$50,000
- Capital Funding for Operational Improvements, Housing Resources of Western Co - \$45,000
- First Aid Kits, Supplies and Transportation Passes for Mobile Clinics at Local Houseless Service Providers, Marillac Clinics, Inc. -\$21,444
- Operational Funding to Support Houseless Outreach Efforts, Mutual Aid Partners - \$35,000
- Capital to Support Affordable Housing Renovations, Grand Junction Housing Authority - \$83,000
- Funds to Support Domestic Violence Shelter Operations, Hilltop Family Resource Center - \$35,000
- Operational Funding for Emergency Shelter, Homeward Bound of the Grand Valley - \$100,000
- Operational Funding for Houseless Youth, Karis, Inc. - \$44,000
- Operational Support for Website Upgrades & Outreach, Solidarity Not Charity - \$12,500

Strategy 9 | Support acquisition/rehabilitation that creates or preserves affordable housing.

The Land and Building Acquisition Program

In 2023, City Council enacted Resolution 30-23, initiating the Land and Building Acquisition Program (LAP) aimed at offering financial support to developers for property acquisition, thereby offsetting housing development costs and addressing the housing shortage in Grand Junction. City Council, via Ordinance No. 5137, dedicated \$3,373,337 to fund the program, effective until December 31, 2023.

Projects that the LAP Program funded:

Hilltop Project, Hilltop Family Resources - \$300,000

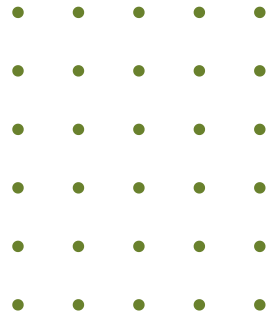
City Council adopted Resolution 66-23, to provide funding for the purchase of a 4-plex for low income/affordable housing for individuals and families facing domestic violence after their emergency safehouse stay.

PRO Housing Grant - Requested \$4,000,000, *status pending*

In November 2023, the City endorsed Resolution 94-23 to submit an application for The Pathways to Removing Obstacles to Housing (PRO Housing) grant from the U.S. Dept of Housing and Urban Development (HUD). The application sought to leverage \$2,000,000 in city funds as a grant match, with the purpose to expand funding for the LAP. *The City expects to hear approval or denial of grant in early 2024.*

Strategy 10 | **Consider implementation of an inclusionary housing/linkage fee ordinance**

A Linkage Fee Study was approved in the 2024 budget and is expected to be completed in Fall 2024.



Strategy 11 | **Explore designation of an Urban Renewal Area (URA) and utilization of Tax Increment Financing for affordable housing.**

Recommended Timeline for Implementation 4-6 years; no update at this time

Strategy 12 | **Consider adoption of a voluntary rental registry program in conjunction with landlord incentives.**

Expected Implementation in the first quarter of 2024.

Strategy 13 | **Provide community engagement and education opportunities to address housing challenges and promote community participation**

Throughout 2023, City staff participated in a number of efforts including:

- Housing Book Club - In partnership with Mesa County Libraries, City Staff launched three book clubs, attracting approximately 60 participants. Featured book titles included, "Fixer Upper" by Jenny Schuetz, "Homelessness is a Housing Problem" by Coburn and Aldern, "Evicted" by Matthew Desmond.
- New Dimensions Class - Staff co-taught "Home for All: A Conversation about Housing in the Grand Valley" with the participation of 40 individuals.
- Staff served as panel participants at events such as Community Impact Council's State of the Community Event and GJEP Economic Summit.
- By invitation, staff spoke to numerous at local clubs, service organizations, community groups, churches, and schools about housing.

United To Solve Homelessness, Poverty Immersion Experience

In 2023, United Way of Mesa County, The City of Grand Junction and several service partners collaborated together to create a community-based education workshop and immersive experience to help raise awareness, inspire solutions, and help solve the issue of homelessness. Four Poverty Immersion Experiences hosted over 268 community members



Community Development Block Grant (CDBG)

The Community Development Block Grant (CDBG) is a federal program administered by the U.S. Department of Housing and Urban Development (HUD) aimed at supporting local community development efforts. CDBG funds are allocated to eligible cities and counties to address a range of community needs, including affordable housing, infrastructure development, and economic revitalization. These grants are intended to enhance the quality of life for low and moderate-income individuals and communities, promoting sustainable development, job creation, and improved living conditions. Local governments use CDBG funds strategically to address specific challenges and foster comprehensive community development initiatives. In the 2022-2023 program year, the City of Grand Junction received an allocation of \$469,314, which included carry-over balances from previous years.

For the 2022 Program Year (Sept 2022-Aug 2023) projects included:

- Elm Avenue Safe Routes to School - \$120,000
- Grand Junction Housing Authority, Rental & Utility Assistance (CDBG-CV) - \$70,495
- Grand Valley Catholic Outreach, PreDevelopment for Mother Teresa Place - \$50,017
- Karis, Inc., The House Remodel - \$40,000
- STRive Group Home Remodel - \$63,222
- Hilltop, Bacon Campus Roof - \$39,871
- Housing Resources of Western Co, Mobile Home Repair - \$25,000
- Hilltop Family Resource Center fencing - \$19,676
- Meals on Wheels, Food Purchase - \$15,000
- STRive, Woodshop Remodel- \$13,000
- Riverside Education Center, Bookcliff Middle School After School Transportation - \$7,800
- Housing Resources of Western Co, Housing Counseling and Support - \$5717
- Counseling and Education Center, Low Income Counseling - \$10,000
- Hopewest, Extend Caregiver Support to Low & Moderate Income Families- \$6,367
- Mind Springs Health, Oasis Clubhouse Rehabilitation - \$4,667

Projects that will continue into the next program year:

- 27 Road - Safe Neighborhood routes
- Housing Resources of Western Co - Housing Stability
- Safe Routes to School Rocket Park Crosswalk
- Housing Resources of Western CO - Emergency Repairs for Mobile Homes and Critical Home Repair
- Counseling & Education Center - Low Income Counseling

2022 Consolidated Annual Performance Report (CAPER)

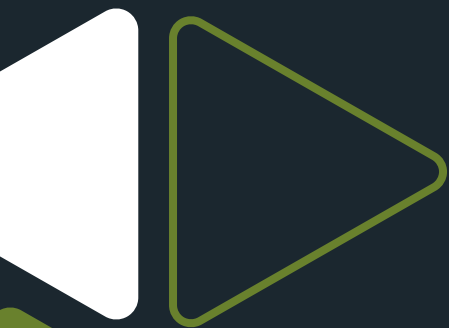
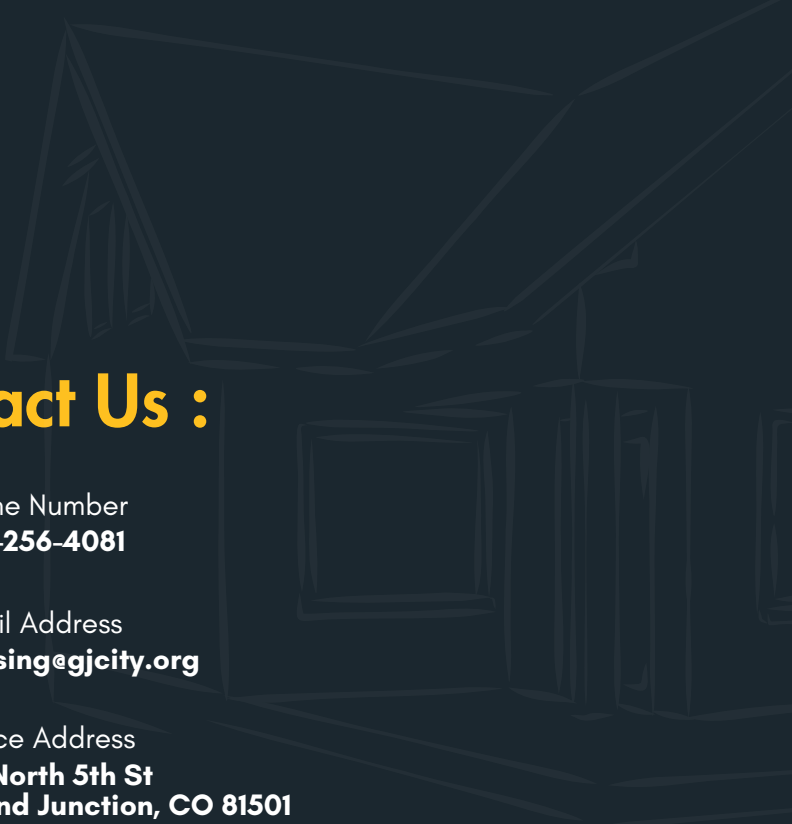
The CAPER is an end of Program Year report required by HUD and an opportunity to celebrate the accomplishments achieved with CDBG funding. To view the 2022 CAPER, scan the QR code or visit <https://www.gjcity.org/344/Community-Development-Block-Grant-CDBG>



5-Year Consolidated Plan

To be eligible for CDBG funds, every 5 years the City is required to adopt a 5-year consolidated plan that sets forth goals and priorities for expenditure of funds in the community. To view the 5 year Consolidated Plan scan the QR code or visit <https://www.gjcity.org/344/Community-Development-Block-Grant-CDBG>





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Grand Junction City Council

Workshop Session

Item #1.d.

Meeting Date: June 17, 2024

Presented By: David Thornton, Principal Planner, Timothy Lehrbach, Senior Planner

Department: Community Development

Submitted By: Tim Lehrbach, Senior Planner
Dave Thornton, Principal Planner

Information

SUBJECT:

Neighborhood, Subarea, and Corridor Plans and Overlays

EXECUTIVE SUMMARY:

Over the past several decades, the City, and some instances, in partnership with Mesa County, has completed several neighborhoods, subarea, and corridor (collectively, “subarea(s)” hereafter) planning efforts. The results of the work were to adopt either a plan for the subarea as an element of the Comprehensive Plan or a zoning overlay for the subarea, or in some cases, both a plan and a zoning overlay.

Plan Principle 5 of the Comprehensive Plan provides for “Strong Neighborhoods and Housing Choices.” Goal 3 of Plan Principle 5 states “Support continued investment in and ongoing maintenance of infrastructure and amenities in established neighborhoods.” Strategy e. of this goal gives direction to “Update Neighborhood and Subarea Plans.” Whereas the subarea plans were adopted under previous growth plans or comprehensive plans, any review of or updates to such plans must be undertaken within the context of the One Grand Junction Comprehensive Plan, which elevates to a citywide vision many of the same principles that motivated the subarea plans.

This discussion concerns the first round of efforts to implement this strategy, studying whether the policies and guidance adopted in the subarea plans have since been adequately addressed (under a broad scope to achieve citywide effect or specifically pertaining to one or more subareas) in the Comprehensive Plan. The analysis resulted in a recommendation to relocate elements of the Orchard Mesa Neighborhood Plan, Pear Park Neighborhood Plan, and Redlands Area Plan into the Comprehensive Plan,

either into the primary document or the Grand Junction Circulation Plan, and to retire the remaining components of the subarea plans.

BACKGROUND OR DETAILED INFORMATION:

BACKGROUND

Over the past several decades, the City, and in some instances, in partnership with Mesa County, has completed several neighborhood, subarea, and corridor (collectively, “subarea(s)” hereafter) planning efforts. Results of the work were to adopt either a plan for the subarea as an element of the Comprehensive Plan or a zoning overlay for the subarea, or in some cases both a plan and a zoning overlay.

In order of adoption, planning efforts were completed in the following subareas. These areas are depicted on the attached map. Those highlighted are specifically proposed to be retired at this time. The others will be addressed through future amendments.

SUBAREA	SUBAREA PLAN ADOPTED/UPDATED	ZONING OVERLAY ADOPTED/UPDATED
24 Road	2000	2000/2016
Redlands	2002	-
Pear Park	2005	-
H Road/Northwest	2007	2007
North Avenue	2007	2013
North Avenue West	2011	2013
Greater Downtown	2013	2013
Orchard Mesa	2014	-
Horizon Drive	-	2020

METHODOLOGY

The One Grand Junction Comprehensive Plan (Comprehensive Plan) adopted in 2020 was an update to, and superseded and replaced, the plan previously adopted in 2010. The Comprehensive Plan, as amended, is much more comprehensive than previous plans, addressing a wide variety of citywide issues, providing the policy framework for tools beyond zoning and land use, and establishing a framework for fiscally responsible and well-managed growth. It is a guidance document that describes what steps, actions, partnerships, and policies will move the City forward to achieving the vision articulated therein.

Plan Principle 5 of the Comprehensive Plan provides for “Strong Neighborhoods and Housing Choices.” Goal 3 of Plan Principle 5 states “Support continued investment in and ongoing maintenance of infrastructure and amenities in established

neighborhoods.” Strategy e. of this goal gives direction to “Update Neighborhood and Subarea Plans.” Whereas the subarea plans were adopted under previous growth plans or comprehensive plans, any updates to such plans must be undertaken within the context of the One Grand Junction Comprehensive Plan, which later elevates to a citywide vision many of the same principles that motivated the subarea plans.

In order to begin a process to implement this principle, goal, and strategy, staff is reviewing the subarea plans, particularly studying whether the policies and guidance adopted in the subarea plans have since been adequately addressed (under a broad scope to achieve citywide effect or specifically pertaining to one or more subareas) in the Comprehensive Plan. For any elements that are not already addressed in the text or appendices of the Comprehensive Plan document, staff is further analyzing whether such elements need to be preserved and/or updated as standalone subarea plans, or whether such elements of those documents should be relocated from subarea plans to within the main body of the Comprehensive Plan (or Circulation Plan, as the case may be).

Staff began by creating a matrix for each plan document, listing the policies within the plan. Each policy was then analyzed in the context of existing content or potential refinements that could be made to the Comprehensive Plan to address elements of the subarea policies. Where redundant content was identified in the Comprehensive Plan or another planning-related document, a citation is included in the matrix. The Orchard Mesa Neighborhood Plan, Pear Park Neighborhood Plan, and Redlands Area Plan policy-by-policy analysis matrices are attached. A summary of findings is included in the Analysis Results section below.

An important premise of this exercise is that staff is introducing no new policies for any of the subareas. Rather, this is an attempt at ensuring agreement between the subarea plans and the Comprehensive Plan, eliminating obsolescence, redundancies, or contradictions wherever they occur, and reducing the need to consult multiple policy documents (plans) to understand citywide or area-specific policies within the City. This approach does not entail that each policy element of each subarea plan must be explicitly included in the Comprehensive Plan and applied specifically to that subarea. Rather, staff finds that in most instances, the Comprehensive Plan adequately supports the same or sufficiently similar policies as were adopted with the subarea plans, such that the continued implementation of these plans’ visions is assured by the continued implementation of the Comprehensive Plan. This extends an original premise of the adoption of the Comprehensive Plan, which is to give deference to the Comprehensive Plan where redundancies or contradictions with subarea plans occur. Here, staff proposes going further to ensure that there are not similar but trivially distinct policies to navigate within multiple plans by retiring such subarea plan policies that are better established (citywide or area-specific) by the Comprehensive Plan.

Conversely, any substantial change to existing policy or introduction of new policy is a matter for City Council consideration as a Comprehensive Update, following a thorough public engagement process. Such a process is proposed to be undertaken as a “five-

year refresh” of the One Grand Junction Comprehensive Plan. Any policies requiring public review and engagement will be deferred to the refresh process.

An example of this is the 24 Road Corridor Subarea Plan and Zoning Overlay. Because this process assumes no new policy will be created, the question raised recently by the City Council concerning drive-throughs in the 24 Road Corridor Subarea has not been addressed by staff through this planning effort but will be a part of the refresh process. City Council directed that the question be taken up by reopening the 24 Road Corridor Subarea Plan to public input and City Council deliberation. Staff’s recommendation is that this and any other questions concerning new or revised policies be reserved for the anticipated Comprehensive Update (refresh) process and the public engagement that such process will entail prior to consideration for any action. Accordingly, the 24 Road Corridor Subarea Plan is being analyzed alongside the other plans, but no action concerning it is proposed with this process.

RESULTS OF NEIGHBORHOOD PLAN ANALYSES

Initial review and analysis of the three neighborhood plans presently under consideration have yielded the following general findings:

- The City has accomplished most of the policies, goals, and strategies and implemented most of the recommended actions.
- Some of the policies have been incorporated in other planning efforts, including the adoption of citywide development regulations.
- The neighborhood plans and the content within them are obsolete and/or outdated due to the age of the document(s) and having been superseded by citywide policies in the One Grand Junction Comprehensive Plan.
- Much of the content was completed in conjunction with Mesa County Planning and inclusive of areas beyond the Urban Development Boundary. The Comprehensive Plan, however, limits the scope of the Grand Junction planning area to within the Urban Development Boundary. Elements of the subarea plans which pertain to areas outside of the Urban Development Boundary may be preserved by Mesa County but are not necessary for the City to preserve.
- The neighborhood plans include descriptive information and redundant policies with information now contained in the Comprehensive Plan.
- Minor amendments to the Comprehensive Plan and Circulation Plan to incorporate existing relevant policy framework and vision from the neighborhood plans will sufficiently account for and replace any such relevant content remaining in the plans.
- Provided these amendments are adopted, the three neighborhood plans can be retired and repealed as elements of the Comprehensive Plan.

Orchard Mesa Neighborhood Plan Summary of Analysis

The analysis for the Orchard Mesa Neighborhood Plan resulted in the following findings:

Accomplishments

- B ½ Road overpass conversion to one way for vehicles and two way for pedestrians and bicycles
- Ridgeline development has been regulated by the Zoning and Development Code and support was continued
- Grand Valley Transit service to Orchard Mesa
- Comprehensive Plan and zoning supporting a mix of uses, including diverse housing choices
- City created an attractive entrance sign to Grand Junction on Highway 50

Policies to be Preserved

- Ridgeline Development Map to be included in Appendix B: Technical Maps, found in the Comprehensive Plan. Although a ridgeline map was not included in the Orchard Mesa Neighborhood Plan, support to protect ridgelines remained and adding the Orchard Mesa area to the ridgeline map will reinforce and support current Zoning Code regulations for ridgeline development in Orchard Mesa.

Pear Park Neighborhood Plan Summary of Analysis

The analysis for the Pear Park Neighborhood Plan resulted in the following findings:

Accomplishments

- Established the general location for Pear Park Elementary School
- Constructed an oversized gymnasium at Pear Park Elementary for City Parks and Recreation programs
- 29 Road Connections - constructed north to south through neighborhood connecting to Orchard Mesa and I-70 B
- Colorado Riverfront Trail extended in sections between 29 and 30 Roads
- Comprehensive Plan Land Use Plan map updated for Teller Court area and D Road south to the river between 30 and 32 Roads.
- Resolved double taxation for annexed properties in Clifton Fire District
- Fire Station No. 8 constructed

Policies to be Preserved

- Access Management Plan and Conceptual Local Street Network Plan to be incorporated into the Circulation Plan
- Mineral Resources Map to be included in Appendix B: Technical Maps, found in the Comprehensive Plan

Redlands Neighborhood Plan Summary of Analysis

The analysis for the Redlands Neighborhood Plan resulted in the following findings:

Accomplishments

- Ridgeline development regulated by the Zoning and Development Code
- Multimodal facilities and Safe Routes to School identified in the Pedestrian and Bicycle Plan and Circulation Plan
- Trail development including connecting Lunch Loops to Downtown and on S Camp Road
- City created an attractive landscaped entrance area along Broadway near the Colorado River bridge

Policies to be Preserved

- Ridgeline Development Map to be included in Appendix B: Technical Maps, found in the Comprehensive Plan
- Mineral Resources Map to be included in Appendix B: Technical Maps, found in the Comprehensive Plan

RETIREMENT OF NEIGHBORHOOD PLANS

The City began this process in 2023. During this first of two updates, staff reviewed the Orchard Mesa Neighborhood Plan, Pear Park Neighborhood Plan, and Redlands Area Plan. Staff recommends that they be retired, with the above elements retained and relocated within the One Grand Junction Comprehensive Plan or Grand Junction Circulation Plan, as applicable.

NEXT STEPS

This item has been through several Planning Commission workshops and is scheduled for June 25, 2024. Following the hearing and recommendation of the Planning Commission, the item will be presented to the City Council for consideration. A similar process will be undertaken for the remaining subarea plans.

FISCAL IMPACT:

There is no fiscal impact associated with this request.

SUGGESTED ACTION:

This item is for discussion purposes only.

Attachments

1. Subareas Location Map
2. Legend to Abbreviations in Plan Matrices

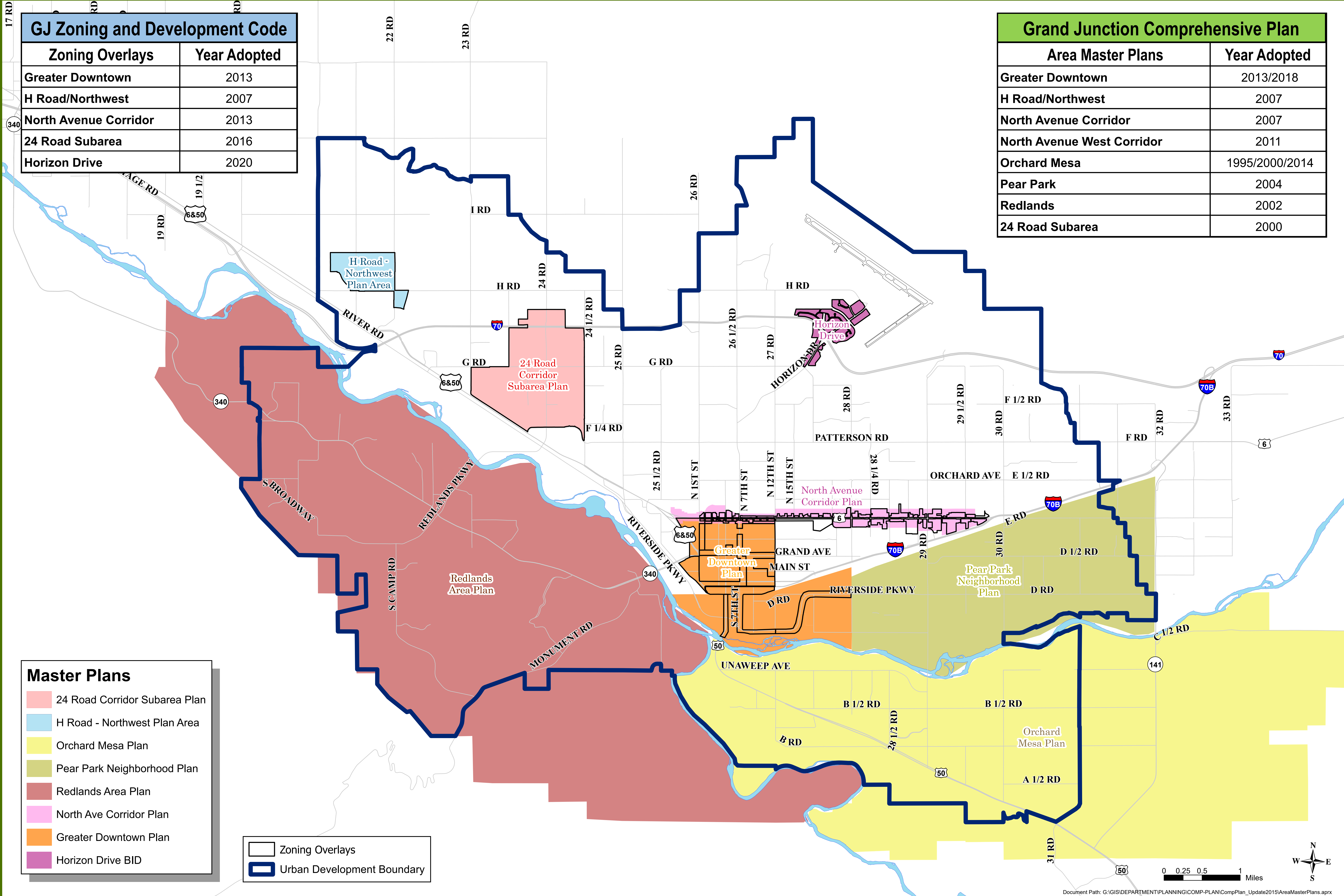
3. Orchard Mesa Neighborhood Plan - Tracking Matrix
4. Pear Park Neighborhood Plan - Tracking Matrix
5. Redlands Area Plan - Tracking Matrix

GJ Zoning and Development Code

Zoning Overlays	Year Adopted
Greater Downtown	2013
H Road/Northwest	2007
North Avenue Corridor	2013
24 Road Subarea	2016
Horizon Drive	2020

Grand Junction Comprehensive Plan

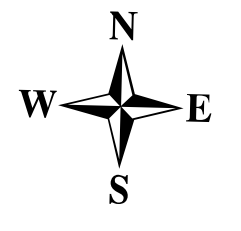
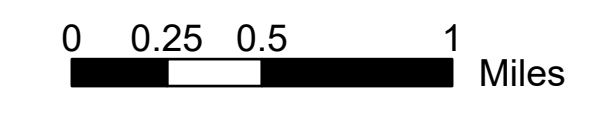
Area Master Plans	Year Adopted
Greater Downtown	2013/2018
H Road/Northwest	2007
North Avenue Corridor	2007
North Avenue West Corridor	2011
Orchard Mesa	1995/2000/2014
Pear Park	2004
Redlands	2002
24 Road Subarea	2000



Master Plans

- 24 Road Corridor Subarea Plan
- H Road - Northwest Plan Area
- Orchard Mesa Plan
- Pear Park Neighborhood Plan
- Redlands Area Plan
- North Ave Corridor Plan
- Greater Downtown Plan
- Horizon Drive BID

- Zoning Overlays
- Urban Development Boundary



Legend to Abbreviations in Plan Matrices

Comprehensive Plan

C – Chapter

PP – Plan Principle

G – Goal

S – Strategy

p. – page

Other Documents

IGA – Intergovernmental Agreement

PROS – Parks, Recreation, and Open Space Plan

TEDS – Transportation Engineering Development Standards

ZDC – Zoning and Development Code

Other Abbreviations

GIS – Geographic Information Systems

Orchard Mesa Neighborhood Plan Growth and Development of Centers			Add to Comprehensive Plan?	Current Comp Plan or Area-Specific Policy Reference and Text	Potential Next Steps/Notes
CENTER	a	Existing Neighborhood Center at B 1/2 Road and Highway 50.	No	C 4, Commercial Area-Specific Policy p. 68-69	Note: This existing Neighborhood Center was redefined as a Commercial Corridor distinction in the 2020 Comprehensive Plan.
	b	Future Village Center at 30 Road and Highway 50.	No	C 4, Mixed Use Area - Specific Policy p. 70-73 - Neighborhood Center	Note: Village Centers were combined with neighborhood centers and are now all are call neighborhood centers in the 2020 Comprehensive Plan.
		Neighborhood connectivity across Hwy 50	No	C 2, PP 6, G 1. p. 32 Continue to develop a safe, balanced, and well-connected transportation system that enhances mobility for all modes. Circulation Plan. C 2,PP 5, G 4 p. 29 Promote the integration of transportation mode choices into existing and new neighborhoods.	Completed Ped/Bike connection utilizing existing B 1/2 Road Overpass tying south side to north side near existing neighborhood center.

Orchard Mesa Neighborhood Plan Community Image		Add to Comprehensive Plan?	Current Comp Plan or Area-Specific Policy Reference and Text	Potential Next Steps/Notes	
GOALS	1	The Orchard Mesa community has safe and attractive entrances.			
	i	Identify key locations and create entry features and signage that identifies arrival to Grand Junction.	No	C 2 PP 3 p. 19 and p. 21	Complete - New Entry sign in 2024
	ii	Create wayfinding signage that guides visitors to area attractions.	No	C 2 PP 3 p. 19 and p. 21	These projects are likely the responsibility of the City and may be appropriate at all entrances and major highways that run through the city.
	iii	Create a streetscape plan for the Highway 50 corridor.			
	iv	Local governments, the Regional Transportation Planning Office and the Colorado Department of Transportation will work together to beautify the Highway 50 corridor.			
	v	Develop funding sources for public beautification and improvement projects.			
	2	The quality of life on Orchard Mesa is preserved and enhanced.			
	i	Establish and support Neighborhood Watch, Safe Routes to Schools, and other programs that will make neighborhoods safer.	No	NA	Existing City programs in place
	ii	Support neighborhood programs for existing neighborhoods.	No	ZDC 21.05.050(c) and 21.06.010(g)	Ridgeline standards already exist in ZDC. A Ridgeline Development Map is being proposed for the Comprehensive Plan Appendices section
	iii	Identify view sheds/corridors that are important to the community.			
	3	Neighborhoods are attractive, cohesive, and well-maintained.			
	i	Assist the public by providing information on existing codes and programs.	No	City Code Enforcement Division	Continue current programs and enforcement
	ii	Work through neighborhood organizations to encourage property maintenance and junk and weed control.			
	iii	Support the enforcement of codes for weeds, junk and rubbish.			
4	The rural character outside the urbanizing area of Orchard Mesa is maintained.				
i	Support the growth of agricultural operations outside the urbanizing area.	Mesa County	Mesa County	Mesa County	
ii	Maintain and support zoning that provides for agricultural uses and a rural lifestyle outside the urbanizing area.				

Orchard Mesa Neighborhood Plan Future Land Use and Zoning		Add to Comprehensive Plan?	Current Comp Plan or Area-Specific Policy Reference and Text	Potential Next Steps/Notes
GOALS	1	Development is consistent with the land uses identified on the Future Land Use Map. Infill areas are development first and then development occurs concentrically out toward rural areas, limiting sprawl.		
	i	No	C 3 Intensification and Growth Tiers p. 56-57	
	ii	No	Redevelopment Area Policy	City established a redevelopment area and policy that includes a portion of the US Hwy 50 corridor on Orchard Mesa.
	iii	No	ZDC 21.04.020(e), and C 2 PP 1 p. 14	ZDC permits Agriculture operations
	2	Outside of the Urban Development Boundary, agricultural uses are valued and protected as an important part of the Orchard Mesa economy and community character.		
	i	Help maintain viable agricultural uses.		
	ii	Mesa County	Mesa County	Mesa County
iii	Implement incentive programs such as the existing Orchard Mesa Open Lands Overlay District that preserve open space, sensitive natural areas, irrigated agricultural lands, and the rural character.			
iv	Minimize conflicts between residential and agricultural uses. Require sufficient buffering for new development adjacent to agricultural land uses.			
v	Encourage residential development on land that is unsuitable for agriculture and where services are available consistent with the Future Land Use Map.			

Orchard Mesa Neighborhood Plan Rural Resources		Add to Comprehensive Plan?	Current Comp Plan or Area-Specific Policy Reference and Text	Potential Next Steps/Notes
GOALS	1	Rural land uses east of 31 Road are maintained, consistent with the Comprehensive Plan Future Land Use Map.		
	i	No	Mesa County Regulations	Maintain the Comprehensive Plan's Future Land Use designations and support zoning that implements it.
	ii			Support and sponsor community forums to identify and implement ways to incentivize local food production.
	iii			Support voluntary land conservation techniques for agricultural properties.
	2	The 32 Road corridor (Highway 141) retains its rural character.		
	i	No	Mesa County Regulations	Allow development on nonresidentially zoned land and permitted nonresidential uses in a manner consistent with the rural character of surrounding properties.
	ii			Identify and protect important view sheds along the corridor.
	3	Agricultural businesses are viable and an important part of Orchard Mesa's economy.		
	i	No	Mesa County Regulations	Help promote the Fruit and Wine Byway.
	ii			Support the CSU Research Center to improve agricultural production and sustainability for local farmers.
	iii			Identify and permit appropriate areas for farmers' markets throughout the growing season.
	iv			Coordinate public outreach on noxious weed control, e.g. public forums with Mesa County Weed and Pest Control staff and the Mesa County Weed Board.

Orchard Mesa Neighborhood Plan Housing Trends		Add to Comprehensive Plan?	Current Comp Plan or Area-Specific Policy Reference and Text	Potential Next Steps/Notes
GOALS	1	A broad mix of housing types is available on Orchard Mesa to meet the needs of a variety of incomes, family types, and life stages.		
	i	No	C 2 PP 5 p. 25 and Housing Strategies	
		No	C 2 PP 1 and PP 5 p. 25 and Housing Strategies	City Community Development Housing Division is analyzing and inventoring vacant lands with potential for future housing opportunities for lower and moderate income. Working with housing developers to construct this needed housing will be a future step.
	ii	No	ZDC 21.04.020(e)	ZDC has options for mixed use in many zone districts, supports accessory dwelling units throughout city and HUD-approved manufactured housing on a permanent foundation is permissible where single family residential development is allowed.
	iii	No	This map was part of the 2010 Comp Plan, but is not part of the 2020 Comp Plan.	
	iv	No		Ongoing
	2	Housing on Orchard Mesa is safe and attainable for residents of all income levels.		
	i	No	C 2 PP 5 p. 25 and Housing Strategies	Ongoing
	ii			
	iii			
iv				
3	Neighborhoods on Orchard Mesa are safe and attractive.			

i	Maintain a neighborhood association database and provide sources for technical assistance to forming such associations.	No	C 2 PP 5 p. 25 and Housing Strategies	Ongoing
ii	Offer neighborhood services (block parties, etc.) to neighborhoods within and outside the City in partnership with Mesa County.			
iii	Coordinate the work of City and County code enforcement in areas where jurisdiction may abut or overlap.			
iv	Provide information to homeowners on resources available to those unable to maintain their properties.			
v	Work with landlords to address property management and maintenance concerns.			

Orchard Mesa Neighborhood Plan Economic Development		Add to Comprehensive Plan?	Current Comp Plan or Area-Specific Policy Reference and Text	Potential Next Steps/Notes
GOALS	1	Opportunities to shop, obtain personal and medical services, and dine out are convenient for Orchard Mesa residents.		
	i	Assist economic development groups/partners in analysis of market needs suited to serving the local population of Orchard Mesa.		
	ii	Support public/private partnerships and assist businesses with marketing Orchard Mesa.		
	iii	Work with local health care providers and the Mesa County Health Department and the Mesa County Health Leadership Consortium to identify grants and other funding opportunities as incentives to health professionals to locate on Orchard Mesa.		
	2	Orchard Mesa includes businesses and facilities as a destination for area residents and visitors alike.		
	i	Coordinate resources available from local economic development partners (Incubator, GJEP, Chamber of Commerce, Workforce Center, etc.) to create a commercial base that will serve the local population and visitors.		
	ii	Improve infrastructure that will help local businesses thrive.		
	iii	Support efforts to market the variety of opportunities on Orchard Mesa.		
	3	Orchard Mesa has an active and effective Orchard Mesa Business Association.		
	i	Identify a business "champion" to be lead on organizing interested businesses and provide technical assistance to the "champion" and interested businesses on models used effectively elsewhere in Mesa County such as an improvement district (BID, URA, etc.) to provide funding for support services, infrastructure improvement, marketing, pedestrian/streetscape improvements and special events, for community revitalization and development (e.g., North Avenue, Horizon Drive).		This has not been successful as hoped as small grassroot groups try to form and start up as an Orchard Mesa association. The wider Chamber of Commerce and valley wide economic partnerships are likely a better fit.
	ii	Engage economic development groups/partners in an active program to periodically visit Orchard Mesa businesses to proactively identify issues and identify solutions.		
	iii	Economic development groups/partners and area businesses will work together to evaluate and make recommendations on how to improve land use processes and regulations related to business retention, development, and maintenance.		
	4	Orchard Mesa's agricultural industry thrives as an important part of the local economy and food source.		
	i	Promote Orchard Mesa as a part of the Fruit and Wine Byway.		Mesa County Regulations
	ii	Support and encourage roadside markets and centralized events (e.g., farmers' markets) to exhibit and sell locally produced agricultural products.		
	iii	Actively support the Mesa County Right to Farm and Ranch Policy.		
	iv	Make land use decisions consistent with the Future Land Use Map for Orchard Mesa.		
	v	Align with the Colorado Cultural, Heritage and Tourism Strategic Plan (2013) in an effort to maximize the Colorado Tourism Office's promotion funding opportunities.		
	5	Sustainable businesses support the needs of regional attractions on Orchard Mesa (e.g., fairgrounds, Whitewater Hill - Public safety and recreational facilities).		

Orchard Mesa Neighborhood Plan Economic Development		Add to Comprehensive Plan?	Current Comp Plan or Area-Specific Policy Reference and Text	Potential Next Steps/Notes
	i	Support appropriate improvements and maintenance of public infrastructure necessary to sustain local businesses and regional attractions at the fairgrounds and Whitewater Hill.		
	ii	Work with area economic development groups/partners to identify businesses that would support regional attractions on Orchard Mesa (e.g., extended-stay lodging, personal services, recreation facilities, etc.).		
		No	C 2 PP 2 p. 16 and Resilient and Diverse Economy	

Orchard Mesa Neighborhood Plan Transportation		Add to Comprehensive Plan?	Current Comp Plan or Area-Specific Policy Reference and Text	Potential Next Steps/Notes
GOALS	1	Orchard Mesa's multi-modal transportation network serves all users - vehicles, transit, bicycles and pedestrians - through the planning and design of "Complete Streets."		
	i	No	C 2 PP 6 p. 30 and Grand Junction Circulation Plan and Pestrrian and Bicycle Plan	
		No	C 2 PP 6 p. 30 and Grand Junction Circulation Plan and Pestrrian and Bicycle Plan	
	ii	No	C 2 PP 6 P. 30	
	iii	No	Completed	Project completed in 2017 with a Federal grant to repurpose the eastbound lane on the B 1/2 Road off ramp to pedestrian and bicycle traffic only.
	iv			
	v			
	vi	No	CDOT Access Control Plan	
	2	Safe walking routes lead to all Orchard Mesa schools.		
	i	No	C 2 PP 6 p. 30 and Grand Junction Circulation Plan and Pestrrian and Bicycle Plan	
	ii			
	iii			
	iv			
	v			
	vi			
	3	Orchard Mesa has a comprehensive system of bicycle and pedestrian facilities as part of a Complete Street network.		
i				
ii				

Orchard Mesa Neighborhood Plan Transportation		Add to Comprehensive Plan?	Current Comp Plan or Area-Specific Policy Reference and Text	Potential Next Steps/Notes
iii	Identify and seek funding to build sidewalks and/or bike lanes and trails with school connectivity a top priority. Other key priority measures are connections to activity centers such as parks, commercial/retail areas and the Mesa County Fairgrounds.	No	C 2 PP 6 p. 30 and Grand Junction Circulation Plan and Pestrrian and Bicycle Plan	
iv	Provide connectivity to existing and planned trails on public lands. Identify locations for and improve trailheads, including parking areas and other facilities.			
v	Work with the Orchard Mesa Irrigation District, property owners and trails and bicycling organizations to identify corridors that will provide additional opportunities for nonmotorized recreational and commuting opportunities. (A) Identify drainages and other corridors where trail linkages are possible based on location to existing or future trails, topographic constraints, and ownership agreements. (B) Develop and maintain a database containing easement agreements and other access agreements that cross private property for access to public lands.			
4	Grand Valley Transit service and routes meet the needs of Orchard Mesa.	No	Mesa County Grand Valley Transit (GVT)	
i	Determine ridership demand through on-board surveys and collection and analysis of individual transit stop data and customer requests for service.			
ii	Add and/or adjust routes as justified by demand and budget allows.			
iii	Create new appropriate stops and "pull-outs" with proper signage.			
iv	Monitor land development activity to plan for future transit routes.			
v	Construct safe nonmotorized access to transit stops.			

Orchard Mesa Neighborhood Plan Public Services		Add to Comprehensive Plan?	Current Comp Plan or Area-Specific Policy Reference and Text	Potential Next Steps/Notes
GOALS	1	Services and infrastructure are cost-effective and meet the needs of residents and businesses in the Orchard Mesa Plan area.		
	i	Future development levels shall be consistent with the adopted Future Land Use Map and all requirements for infrastructure service connections. Sewer service shall not be extended to rural areas, except as permitted by the Mesa County Land Development Code.		
	ii	Continue to submit development proposals to service providers for their review and comment.		
	iii	Coordinate with water and sanitation providers to help ensure that water and sewer systems are designed and constructed with adequate capacity to serve existing and proposed development, and that their capital improvement plans are coordinated with implementation of this plan.		
	iv	Explore the creation of various types of improvement districts (local improvement districts, public improvement districts) for areas within the urban development boundary where public infrastructure is needed and in areas that are already developed, for the purpose of providing sidewalks, street lighting, and stormwater management or other urban services.		
		No	C 2 PP 3 p. 19 Responsible and Managed Growth and ZDC and TEDS	

Orchard Mesa Neighborhood Plan Stormwater		<i>Add to Comprehensive Plan?</i>	<i>Current Comp Plan or Area-Specific Policy Reference and Text</i>	<i>Potential Next Steps/Notes</i>
GOALS	1	Pre-disaster mitigation is performed to limit potential property damage.		No
	i	Support regional retention and detention facilities.		
	ii	Assist in the study of regional drainage needs.		
	iii	Create partnerships between local entities responsible for stormwater.		
	2	Improve and maintain drainage facilities collectively among drainage partners.		
	i	Support the vision of the 5-2-1 Drainage Authority.		
ii	Create partnerships between local entities responsible for stormwater to establish regional drainage facilities.		C 2 PP 3 p. 19 Responsible and Managed Growth	

Orchard Mesa Neighborhood Plan Parks, Recreation, Open Space and Trails		Add to Comprehensive Plan?	Current Comp Plan or Area-Specific Policy Reference and Text	Potential Next Steps/Notes	
GOALS	1	Parks and recreational opportunities meet the needs of Orchard Mesa residents.			
	i	No	PROS Plan		
	ii				Identify locations for new mini and neighborhood parks that will positively impact and enhance the Orchard Mesa community and meet the level of service standards for parks and recreation facilities in the Grand Junction Comprehensive Plan.
	iii				Include active, passive and natural areas, to provide a variety of experiences and activities for residents.
	iv	No		This project did not make the list of future projects in the 2021 Parks, Recreation and Open Space (PROS) Master Plan	
	2	The Old Spanish Trail and Gunnison River Bluffs Trail are recreation destinations.			
	i	No	Mesa County		
	ii				Preserve natural drainages, wildlife habitat and vegetation as open space.
	iii	Develop an historic park and/or viewpoint at Confluence Point.			
	iv	Adopt the Sisters Trails Plan and in coordination with the City of Grand Junction, Mesa County, Bureau of Land Management (BLM), National Park Service (NPS), Old Spanish Trail Association (OSTA), Colorado Plateau Mountain Bike Association (COPMOBA) and other interested parties, implement the Sisters Trails Plan.			
ii	Work with OSTA, COPMOBA, BLM, NPS, City of Grand Junction, Mesa County, Museum of the West, Visitor's Bureau, Interpretive Association of Western Colorado and other groups to make people aware of the Old Spanish Trail and Gunnison River Bluffs Trail and to promote the Old Spanish Trail as one of the reasons to visit Grand Junction.				
3	A system of trails provides a network of connections throughout Orchard Mesa for pedestrians and bicyclists, with connections to the Riverfront Trail, the Redlands, and Whitewater.				
i	No	C 2 PP 6 p. 30 and Pedestrian and Bicycle Plan & Grand Junction Circulation Plan and Transportation Engineering Design Standards (TEDS)			
ii				Continue to require new development to provide trails and connections as identified in adopted plans, either as easements or dedicated rights-of-way, as links to existing trails and to the transportation system.	
iii				Work with property owners when planning routes for new trails, especially along drainages and other areas where easements from private property owners will be needed.	
iv				Work with the Regional Transportation Planning Office (RTPO) and Colorado Department of Transportation (CDOT) to plan for Highway 50 bike and pedestrian facilities.	
iv	Establish and develop Black Bridge Park with a pedestrian bridge over the Gunnison River that can also serve as an emergency access for businesses if the railroad blocks the current access, in coordination with the Riverfront Technology Corporation, the Riverfront Commission and the Department of Energy.				
4	Parks and recreation facilities serving the residents of Orchard Mesa are developed, maintained and operated through effective partnerships between the City of Grand Junction, Mesa County and Mesa County Valley School District No. 51.				
i	Continue to utilize shared use agreements and intergovernmental agreements to develop, operate and maintain parks and recreational facilities.				

Orchard Mesa Neighborhood Plan Parks, Recreation, Open Space and Trails		Add to Comprehensive Plan?	Current Comp Plan or Area-Specific Policy Reference and Text	Potential Next Steps/Notes
ii	Encourage new partnerships among government agencies, nonprofit organizations, private sector businesses and area residents to assist with provision of park and recreational facilities and programs.	No	PROS Plan	
iii	Enter into a partnership with Mesa County Valley School District No. 51 to develop a sports field complex at the high school site, redevelop the community sports facilities at the middle school site, and to locate neighborhood and community parks adjacent to school sites, to maximize resources.			
iv	Continue the partnership with the City of Grand Junction, Mesa County and School District No. 51 to operate the Orchard Mesa Community Center Pool.			

Orchard Mesa Neighborhood Plan Mesa County Fairgrounds		Add to Comprehensive Plan?	Current Comp Plan or Area-Specific Policy Reference and Text	Potential Next Steps/Notes
GOALS	1	The Mesa County Fairgrounds serves as a regional attraction and is an anchor for Orchard Mesa.		
	i	Plan for and develop land uses and services that will support implementation of the Mesa County Fairgrounds Master Plan.		
	ii	Encourage the formation of partnerships that will increase the quality and quantity of events, working with the Visitors and Convention Bureau and other local organizations.		
	iii	Encourage economic development efforts that will support and enhance usage of the fairgrounds.		
	iv	Plan capital improvements that will enhance access to and use of the fairgrounds. Include multi-modal transportation improvements.		
	2	Impacts of fairgrounds activities on surrounding neighborhoods are reduced.		
	i	Work with the fairgrounds and surrounding neighborhoods to identify possible impacts and develop solutions that will minimize impacts from noise and dust associated with activities at the fairgrounds through operations and site design.		
	ii	Support efforts of the fairgrounds to do neighborhood outreach and notification of events that may affect area residents.		
	3	The fairgrounds and Orchard Mesa Little League complex connects to the surrounding neighborhoods.		
	i	Maintain pedestrian access to the fairgrounds from B Road.		
	ii	Provide pedestrian improvements along B Road so residents can safely access the fairgrounds.		
	iii	No		When B 1/4 Road is improved in the future, work with Mesa County to provide an access into the Fairgrounds at the Lions Club Park location.
iv	No	C 2 PP 6 p. 30		

Orchard Mesa Neighborhood Plan Natural Resources		Add to Comprehensive Plan?	Current Comp Plan or Area-Specific Policy Reference and Text	Potential Next Steps/Notes	
GOALS	1	Mineral resources are used efficiently while minimizing the impacts to related natural resources and adjacent neighborhoods.			
	i	No	C2 PP 2 p. 17 Mineral Extraction		
	ii				Use the Mesa County Mineral and Energy Resources Master Plan and local and State regulations to determine location of resources and manner of extraction and reclamation.
	iii				Continue to regulate gravel operations using the Conditional Use Permit process. Collaborate with gravel mining interests to develop innovative approaches to reclamation that will provide wildlife habitat, restoration of native landscapes, recreational opportunities, limited development, and other public values.
	2	The natural environment is preserved including: wetlands, natural drainages, wildlife habitat, river floodplains, steep slopes, geological hazard areas and water quality.			
	i	No	C 2 PP 8 p. 40		
	ii				Preserve creeks, floodplains, washes, and drainages through incentives and standards in the applicable development codes.
	iii				Require sufficient setbacks of all structures from natural and constructed drainages to ensure the preservation of the integrity and purpose(s) [aquifer and water course recharge, wildlife habitat, water quality enhancement, flood control, etc.] of the drainages.
	iv				Direct landowners of significant wetlands and drainages to seek assistance from the Natural Resource Conservation Service or USDA Farmland Protection Program for the purpose of formulating management plans. Direct landowners to the U.S. Army Corps of Engineers for determining permit requirements prior to any construction activities.
	v	Yes	C 2 PP 10 p. 46 and ZDC 21.06.010	Amend the Comprehensive Plan by adding a Ridgeline Development Map and narrative to the Appendices	
	3	Visual resources and air quality are preserved.			
	i	No	C 2 PP 8 p. 40		
ii	Develop/distribute best management practices (BMPs) for mineral extraction, agricultural, and construction operations.				
iii	Encourage landowners to work with Natural Resource Conservation Service, the County Air Quality staff and Planning Committee, and the Tri-River Extension Service on best management practices for agricultural operations including: alternatives to open burning and dust minimization during high wind events, etc.				
iv	Enforce air emission permits (e.g., gravel operations, industrial uses).				
v	Work with the County Air Quality Planning Committee on ways to maintain a healthy air quality.				
vi	No	ZDC 21.11	The ZDC requires full cut-off light fixtures to minimize light pollution.		

vii	Explore revising development codes to include protection of key view sheds and corridors.			
viii	Continue to enforce ridgeline development standards.	Yes	C 2 PP 10 p. 46 and ZDC 21.06.010	Amend the Comprehensive Plan by adding a Ridgeline Development Map and narrative to the Appendices

Orchard Mesa Neighborhood Plan Historic Preservation		<i>Add to Comprehensive Plan?</i>	<i>Current Comp Plan or Area-Specific Policy Reference and Text</i>	<i>Potential Next Steps/Notes</i>
GOALS	1	Paleontological, historic and cultural resources that symbolize the area's identity and uniqueness are retained and preserved.		
	i	Efforts shall be made to preserve and protect significant historic, cultural and paleontological resources whenever possible and reasonable.		
	ii	Conduct a comprehensive inventory of historic, cultural and paleontological resources in the planning area in conjunction with the Museum of Western Colorado and other partners.		
	iii	Assist property owners in listing properties on the Grand Junction Register of Historic Sites, Structures and Districts and the Mesa County Register of Historic Landmarks. Provide guidance and technical assistance to help preserve or rehabilitate historic properties.		
	iv	Working in partnership with the Museum of Western Colorado, the Old Spanish Trail Association and other organizations, encourage and support efforts to provide interpretive materials that recognize the history and culture of Orchard Mesa.		
	v	Include the Old Spanish Trail and other historic sites on Orchard Mesa when promoting the Grand Valley as a place to visit and recreate.		
		No	C 2 PP 8 P. 40 and C 2 PP 1 p. 14	

Pear Park Neighborhood Plan Historic Landmarks/Cultural Landscapes		Add to Comprehensive Plan?	Current Comp Plan or Area-Specific Policy Reference and Text	Potential Next Steps/Notes	
GOALS	1	Protected and maintain the unique features and characteristics of Pear Park which are significant links to the past, present and future.	No	C 2, PP 1, G 1. p. 15 Preserve, promote and celebrate Grand Junction's identity, diversity and history.	
	2	Establish and promote the historical pride and heritage of Pear Park.	No	C 2, PP 1, G 1. p. 15 Preserve, promote and celebrate Grand Junction's identity, diversity and history.	
	3	Document potential historic sites and structures as a means for designating properties on local, state, and/or national registers.	No	C 2, PP 1, G 1. p. 15 Preserve, promote and celebrate Grand Junction's identity, diversity and history.	
	4	Work with property owners to pursue official designation, preservation, adaptive reuse restoration, or relocation of eligible, significant historic structures and sites.	No	C 2, PP 1, G 1. p. 15 Preserve, promote and celebrate Grand Junction's identity, diversity and history.	
IMPLEMENTATION STRATEGIES	1	In cooperation with appropriate local, state and national organizations, complete both reconnaissance and intensive level surveys of the Pear Park area to inventory historic sites, structures and districts and identify those that could potentially be designated on local, state and/or national historic registers.	No	C 2, PP 1, G 1. p. 15 Preserve, promote and celebrate Grand Junction's identity, diversity and history.	
	2	Whenever possible, new development should not remove or disrupt significant historic or traditional uses, landscapes, structures, fences or architectural features. Consultation with the Colorado Historical Society, Bureau of Land Management, National Park Service, City of Grand Junction Historic Preservation Board, Mesa County Historical Society and the Museum of Western Colorado is valuable in this effort and should be done as early as possible in the development process.	No	C 2, PP 1, G 1. p. 15 Preserve, promote and celebrate Grand Junction's identity, diversity and history.	
	3	Adopt compatibility requirements for new development to protect the historic use of existing and adjacent properties.	No	C 2, PP 1, G 1. p. 15 Preserve, promote and celebrate Grand Junction's identity, diversity and history.	
	4	Adopt a resolution to establish a local Mesa County historic register.	No	C 2, PP 1, G 1. p. 15 Preserve, promote and celebrate Grand Junction's identity, diversity and history.	Completed
	5	The City and County will encourage the placement of an historical marker at the Old Spanish Trail crossing of Colorado River on the north side of the river to match the existing historical marker at 28 ¼ Road and Unaweep Avenue on the south side of the River.	No	C 2, PP 1, G 1. p. 15 Preserve, promote and celebrate Grand Junction's identity, diversity and history.	Add to PROS Plan; Dave will initiate with Urban Trails Committee and Historic Preservation Board

Pear Park Neighborhood Plan Transportation/Access Management		Add to Comprehensive Plan?	Current Comp Plan or Area-Specific Policy Reference and Text	Potential Next Steps/Notes	
GOALS	1	Provide a well-balanced transportation and access management plan meeting the needs of all users including pedestrians, bicyclists, vehicles and transit.	No	C 2, PP 6, G 1. p. 32 Continue to develop a safe, balanced, and well-connected transportation system that enhances mobility for all modes. Circulation Plan	Need to amend Circulation Plan for Access Management; adopt Resolution prior to retiring plan; preserve language and maps
	2	Provide good access to schools, shopping, recreation and residential areas.	No	C 2, PP 6, G 1. p. 32 Continue to develop a safe, balanced, and well-connected transportation system that enhances mobility for all modes. Circulation Plan	
	3	Provide efficient circulation for emergency vehicles.	No	C 2, PP 6, G 1. p. 32 Continue to develop a safe, balanced, and well-connected transportation system that enhances mobility for all modes. Circulation Plan	
	4	Plan for future street cross-sections, sidewalks, bike lanes and trails.	No	C 2, PP 6, G 1. p. 32 Continue to develop a safe, balanced, and well-connected transportation system that enhances mobility for all modes. Circulation Plan	
	5	Recommend capital improvement projects that will help implement this plan.	No	C 2, PP 6, G 1. p. 32 Continue to develop a safe, balanced, and well-connected transportation system that enhances mobility for all modes. Circulation Plan	

Pear Park Neighborhood Plan Transportation/Access Management		Add to Comprehensive Plan?	Current Comp Plan or Area-Specific Policy Reference and Text	Potential Next Steps/Notes	
IMPLEMENTATION STRATEGIES	1	Adoption of this Pear Park Neighborhood Plan amends the Grand Valley Circulation Plan to include the Pear Park Neighborhood Transportation and Access Management Plan map, Conceptual Local Street Network Plan Map and the Pear Park 2004 Street Cross Sections Map.	Yes	C 2, PP 6, G 1. p. 32 Continue to develop a safe, balanced, and well-connected transportation system that enhances mobility for all modes. Circulation Plan	Need to amend Circulation Plan for Access Management; adopt Resolution prior to retiring plan; preserve language and maps; update p. 33 f to include Access Management Plans and overlays
	2	Adoption of this Pear Park Neighborhood Plan amends the Urban Trails Master Plan to include changes in the Pear Park area as adopted in this Plan as shown on the Pear Park 2004 Urban Trails Plan map.	No	C 2, PP 6, G 1. p. 32 Continue to develop a safe, balanced, and well-connected transportation system that enhances mobility for all modes. Circulation Plan	
	3	Amend the Urban Trails Master Plan (UTMP) as needed when school and park sites are identified and developed.	No	C 2, PP 6, G 1. p. 32 Continue to develop a safe, balanced, and well-connected transportation system that enhances mobility for all modes. Circulation Plan	
	4	Implement the priority list of CIP projects for Pear Park.	No	C 2, PP 6, G 1. p. 32 Continue to develop a safe, balanced, and well-connected transportation system that enhances mobility for all modes. Circulation Plan	

Pear Park Neighborhood Plan Schools-Parks-Trails		Add to Comprehensive Plan?	Current Comp Plan or Area-Specific Policy Reference and Text	Potential Next Steps/Notes	
GOALS	1	Provide adequate public school and park sites to serve the Pear Park residents as identified on the Pear Park Neighborhood Parks and Schools Map. meeting the needs of all users including pedestrians, bicyclists, vehicles and transit. meeting the needs of all users including pedestrians, bicyclists, vehicles and transit.	No	C 2, PP 6,7 and 9 p. 30, 36 and 43 6.1 Continue to develop a safe, balanced, and well-connected transportation system that enhances mobility for all modes. 7.1 Provide a safe and accessible network of parks, recreational amenities, open space, and trails. 9 Quality Education and Facilities, Academic Achievement and Circulation, Bike/Ped and PROS Plans.	
	2	Schools and parks sites should be co-located and parks jointly developed by the city, county and school district for the benefit of all residents. areas.	No	C 2, PP 6,7 and 9 p. 30, 36 and 43 6.1 Continue to develop a safe, balanced, and well-connected transportation system that enhances mobility for all modes. 7.1 Provide a safe and accessible network of parks, recreational amenities, open space, and trails. 9 Quality Education and Facilities, Academic Achievement and Circulation, Bike/Ped and PROS Plans.	With declining enrollment, identification of school sites is presently not needed.
	3	Provide off-street trail connections between residential areas, parks and schools.	No	C 2, PP 6,7 and 9 p. 30, 36 and 43 6.1 Continue to develop a safe, balanced, and well-connected transportation system that enhances mobility for all modes. 7.1 Provide a safe and accessible network of parks, recreational amenities, open space, and trails. 9 Quality Education and Facilities, Academic Achievement and Circulation, Bike/Ped and PROS Plans. PROS Objective 5.1 (p. 112)	

<p style="text-align: center;">Pear Park Neighborhood Plan Schools-Parks-Trails</p>		<p style="text-align: center;">Add to Comprehensive Plan?</p>	<p style="text-align: center;">Current Comp Plan or Area-Specific Policy Reference and Text</p>	<p style="text-align: center;">Potential Next Steps/Notes</p>
<p>GOALS</p>	<p>4 Complete the Colorado River State Park Parks trail system through Pear Park.</p>	<p>No</p>	<p>C 2, PP 6,7 and 9 p. 30, 36 and 43 6.1 Continue to develop a safe, balanced, and well-connected transportation system that enhances mobility for all modes. 7.1 Provide a safe and accessible network of parks, recreational amenities, open space, and trails. 9 Quality Education and Facilities, Academic Achievement and Circulation, Bike/Ped and PROS Plans. PROS Objective 5.1 (p. 112)</p>	
	<p>5 Increase recreational opportunities in the Colorado River corridor.</p>	<p>No</p>	<p>C 2, PP 6,7 and 9 p. 30, 36 and 43 6.1 Continue to develop a safe, balanced, and well-connected transportation system that enhances mobility for all modes. 7.1 Provide a safe and accessible network of parks, recreational amenities, open space, and trails. 9 Quality Education and Facilities, Academic Achievement and Circulation, Bike/Ped and PROS Plans.</p>	

Pear Park Neighborhood Plan Schools-Parks-Trails		Add to Comprehensive Plan?	Current Comp Plan or Area-Specific Policy Reference and Text	Potential Next Steps/Notes
IMPLEMENTATION STRATEGIES	<p>1 The City and County will work with School District 51 to identify and purchase land for future school sites using the Pear Park Neighborhood Parks and Schools Map in this plan and school site selection criteria. Options to purchase and/or rights of first refusal should be negotiated as soon as possible.</p>	No	<p>C 2, PP 6,7 and 9 p. 30, 36 and 43 6.1 Continue to develop a safe, balanced, and well-connected transportation system that enhances mobility for all modes. 7.1 Provide a safe and accessible network of parks, recreational amenities, open space, and trails. 9 Quality Education and Facilities, Academic Achievement and Circulation, Bike/Ped and PROS Plans.</p>	
	<p>2 The School District will establish the priority of which area (Flintridge Pear Park or Central Pear Park) should have the next elementary school constructed.</p>	No	<p>C 2, PP 6,7 and 9 p. 30, 36 and 43 6.1 Continue to develop a safe, balanced, and well-connected transportation system that enhances mobility for all modes. 7.1 Provide a safe and accessible network of parks, recreational amenities, open space, and trails. 9 Quality Education and Facilities, Academic Achievement and Circulation, Bike/Ped and PROS Plans.</p>	
	<p>3 Update the School Land Dedication fee collected by the City and County in lieu of land dedication and tie the fee to the Consumer Price Index.</p>	No	<p>C 2, PP 6,7 and 9 p. 30, 36 and 43 6.1 Continue to develop a safe, balanced, and well-connected transportation system that enhances mobility for all modes. 7.1 Provide a safe and accessible network of parks, recreational amenities, open space, and trails. 9 Quality Education and Facilities, Academic Achievement and Circulation, Bike/Ped and PROS Plans.</p>	

Pear Park Neighborhood Plan Schools-Parks-Trails		Add to Comprehensive Plan?	Current Comp Plan or Area-Specific Policy Reference and Text	Potential Next Steps/Notes
IMPLEMENTATION STRATEGIES	4	New trail linkages will be planned and built to provide access to future park and school sites to implement the Urban Trails Master Plan.	No	C 2, PP 6,7 and 9 p. 30, 36 and 43 6.1 Continue to develop a safe, balanced, and well-connected transportation system that enhances mobility for all modes. 7.1 Provide a safe and accessible network of parks, recreational amenities, open space, and trails. 9 Quality Education and Facilities, Academic Achievement and Circulation, Bike/Ped and PROS Plans.
	5	The City of Grand Junction, Mesa County and/or State Parks should construct additional recreational facilities in the Colorado River Corridor.	No	C 2, PP 6,7 and 9 p. 30, 36 and 43 6.1 Continue to develop a safe, balanced, and well-connected transportation system that enhances mobility for all modes. 7.1 Provide a safe and accessible network of parks, recreational amenities, open space, and trails. 9 Quality Education and Facilities, Academic Achievement and Circulation, Bike/Ped and PROS Plans.
	6	The Colorado River State Parks trail system will be extended from 30 Road to 27 ½ Road.	No	C 2, PP 6,7 and 9 p. 30, 36 and 43 6.1 Continue to develop a safe, balanced, and well-connected transportation system that enhances mobility for all modes. 7.1 Provide a safe and accessible network of parks, recreational amenities, open space, and trails. 9 Quality Education and Facilities, Academic Achievement and Circulation, Bike/Ped and PROS Plans.

Pear Park Neighborhood Plan Schools-Parks-Trails		Add to Comprehensive Plan?	Current Comp Plan or Area-Specific Policy Reference and Text	Potential Next Steps/Notes
IMPLEMENTATION STRATEGIES	7	No	<p>C 2, PP 6,7 and 9 p. 30, 36 and 43 6.1 Continue to develop a safe, balanced, and well-connected transportation system that enhances mobility for all modes. 7.1 Provide a safe and accessible network of parks, recreational amenities, open space, and trails. 9 Quality Education and Facilities, Academic Achievement and Circulation, Bike/Ped and PROS Plans.</p>	

Pear Park Neighborhood Plan Community Image/Character		Add to Comprehensive Plan?	Current Comp Plan or Area-Specific Policy Reference and Text	Potential Next Steps/Notes	
GOALS	1	Establish drainage facilities to be a special feature/amenity of the neighborhood and to improve the quality of storm water runoff.	No	C 2, PP 8, G 4. p.42. Preserve unique assets, such as scenic, riparian, recreation areas, and wildlife habitat.	
	2	Achieve high quality development in Pear Park in terms of public improvements, site planning and architectural design.	No		Addressed in ZDC
	3	Minimize visual clutter along corridors.	No		Addressed in ZDC
	4	Celebrate the heritage of the Pear Park area with the use of historic design elements.	No	C 2, PP 1 p. 15 Preserve, promote, and celebrate Grand Junction's identity, diversity, and history.	
	5	Create an identity for the Pear Park neighborhood through the use of gateway treatments.	No		Completed. Some gateways created with Riverside Parkway project.

Pear Park Neighborhood Plan Community Image/Character		Add to Comprehensive Plan?	Current Comp Plan or Area-Specific Policy Reference and Text	Potential Next Steps/Notes	
IMPLEMENTATION STRATEGIES	1	Adopt an overlay zone district for the business and commercial zone districts that minimizes the number and size of signs and includes architectural and site design standards that heighten the requirements for quality and compatibility.	No		Addressed in ZDC
	2	Adopt design standards for residential development that encourage mixed densities and innovative designs that minimize “garage-scape” streets.	No		Addressed in ZDC
	3	Identify key architectural and landscape elements that define the historic aspects of Pear Park and integrate those elements into the design standards and guidelines for residential, business/commercial and institutional uses.	No	C 2, PP 8, G 4. p. 42. Preserve unique assets, such as scenic, riparian, recreation areas, and wildlife habitat.	
	4	Encourage the preservation and adaptive re-use of historic structures.	No	C 2, PP 8, G 4. p. 42. Preserve unique assets, such as scenic, riparian, recreation areas, and wildlife habitat.	
	5	Prohibit billboards (off-premise signs) in the Pear Park neighborhood.	No		Addressed in ZDC
	6	Adopt street sections that provide safe access for all modes of transportation and incorporate medians and tree lawns where ever possible.	No	C 2, PP 6, G 1. p.32 Continue to develop a safe, balanced, and well-connected transportation system that enhances mobility for all modes.	
	7	Maintain and enhance ditches, canals and drainage facilities to be special features and amenities of the neighborhood and to improve the quality of storm water runoff.	No	C 2, PP 8, G 4. p. 42. Preserve unique assets, such as scenic, riparian, recreation areas, and wildlife habitat.	
	8	Design and install “gateway” features at D Road and 28 Road, 29 Road and the River, 29 Road and the proposed viaduct, 30 Road and the underpass, and 32 Road and D, D ½ and E Roads.	No		Completed. Some gateways created with Riverside Parkway project.
	9	Reduce the height of the existing cell tower, located C ½ Road east of 28 Road, in accordance with the requirements of the existing Mesa County Conditional Use Permit.	No	Wireless Master Plan	This specific tower will likely remain as is since it is not in City limits. Any new towers constructed within City limits need to meet ZDC for wireless facilities.

Pear Park Neighborhood Plan Land Use and Growth		Add to Comprehensive Plan?	Current Comp Plan or Area-Specific Policy Reference and Text	Potential Next Steps/Notes		
GOALS	1	Eliminate split land use categories on individual properties along the north side of D ½ Road.		No		Completed
	2	Provide for adequate neighborhood commercial areas that will serve the Pear Park Neighborhood.		No	C 3 Land Use and Growth, description of Land Use Plan	
	3	Establish areas of higher density to allow for a mix in housing options.		No	C 3 Land Use and Growth, description of Land Use Plan. Comp Plan density increase to Res High and MU.	
IMPLEMENTATION STRATEGIES	1	Adopt the recommended Future Land Use Map changes as shown on the Future Land Use Study Area Map.		No	Completed with Comp Plan	
	2	Adoption of this Pear Park Neighborhood Plan amends the Future Land Use Map land use designation from "Park" to "Conservation" for the Bureau of Reclamation property preserved for the Colorado River Wildlife Area and the Orchard Mesa Wildlife Area.		No	Completed with Comp Plan	
	3	Based on the adoption of the Pear Park Neighborhood Plan by the Mesa County Planning Commission and the recommendation for adoption by the City Planning Commission, future study of two areas for potential changes to the Future Land Use Map shall be conducted in the first quarter of 2005 and brought back to both Planning Commissions by April/May 2005. The areas to be furthered studied are: a. Teller Court Area – located west of 30 Road. b. D Road Area – located south of D Road to the River, between 30 Road and 32 Road.		No	Completed with Comp Plan	

Pear Park Neighborhood Plan Public Safety		Add to Comprehensive Plan?	Current Comp Plan or Area-Specific Policy Reference and Text	Potential Next Steps/Notes
GOALS	1	Provide excellent emergency services within acceptable response times.	No	C 2, PP 10, G 1. p. 47. Provide excellence in public safety and emergency response.
	2	Provide for public safety in the design of parks and trails and other public facilities.	No	C 2, PP 10, G 1. p. 47. Provide excellence in public safety and emergency response.
IMPLEMENTATION STRATEGIES	1	The City and County will improve night lighting of pedestrian trails and trail connections to subdivisions and in parks to provide a better deterrent to crime and illegal activities.	No	ZDC and TEDS
	2	The City and County will establish appropriate measures to ensure emergency services access during construction of the Riverside Parkway and the 29 Road corridors (bridge and viaduct) projects.	No	Completed
	3	The City will identify preferred site(s) for a law enforcement substation and/or fire station/training facility.	No	Current model is to operate from single HQ rather than multiple substations.
	4	Develop a plan to resolve the double taxation in annexed areas within Clifton Fire District.	No	Completed. Resolution to resolve executed.
	5	Public safety agencies, through the coordination of the Mesa County Emergency Management Department, will develop a plan for "wall to wall" coverage for fire and EMS.	No	C 2, PP 10, G 1. p. 47. Provide excellence in public safety and emergency response.

Pear Park Neighborhood Plan Environmental Resources/River Corridor		Add to Comprehensive Plan?	Current Comp Plan or Area-Specific Policy Reference and Text	Potential Next Steps/Notes
GOALS	1	Protect the river corridor from adverse impacts of development and land use activities in Pear Park.	No	C 2, PP 8, G 1. p. 42 Preserve unique assets, such as scenic, riparian, recreation areas, and wildlife habitat.
	2	Maintain a multi-use corridor in which the river and surrounding lands are carefully managed to protect and enhance a diverse set of public values while allowing appropriate private uses within the corridor.	No	C 2, PP 8, G 1. p. 42. Preserve unique assets, such as scenic, riparian, recreation areas, and wildlife habitat.
IMPLEMENTATION STRATEGIES	1	The City, County, and 5-2-1 Drainage Authority will work together to develop stormwater best management practices for the Colorado River floodplain.	No	ZDC 21.06.020 Completed. ZDC includes and enforces FEMA floodplain regulations.
	2	The City, County, Federal, State, private agencies and organizations with an interest in the Colorado River will work together to protect and enhance the Colorado River Corridor and promote environmental education opportunities.	No	C 2, PP 8, G 1. p. 42. Preserve unique assets, such as scenic, riparian, recreation areas, and wildlife habitat.
	3	Develop and adopt code language (Mesa County Land Development Code and City of Grand Junction's Zoning and Development Code) that establishes a Pear Park Colorado River Corridor overlay zone district addressing: <ul style="list-style-type: none"> • Channel stability to assure adequate setbacks are provided to account for the inherent instability of the channel and recognize that river movement across the landscape is a natural process that may be accelerated by development. • Scenic views of the river, its natural setting and features, Grand Mesa, Mt. Garfield, the Bookcliffs, and the Uncompahgre Plateau. • The CNHP report as a guiding document for the protection of sensitive species. • Recreational features located and designed to avoid or minimize impacts to unique vegetation, wildlife habitats, water quality and other environmental values. • Multiple implementation tools such as conservation easements, land acquisition, enforcement of existing floodplain regulations and other conservation techniques, to protect the Colorado River 100-year floodplain. • Best management practices for resource protection that considers both on- and off-site impacts from development. • Specific, identified high-priority resources and long-term plans for management and protection. 	No	C 2, PP 8, G 1. p. 42. Preserve unique assets, such as scenic, riparian, recreation areas, and wildlife habitat.

Pear Park Neighborhood Plan Environmental Resources/River Corridor		Add to Comprehensive Plan?	Current Comp Plan or Area-Specific Policy Reference and Text	Potential Next Steps/Notes		
IMPLEMENTATION STRATEGIES	4	Gravel extraction areas along the Colorado River floodplain shall be reclaimed for agricultural, residential, recreational or other permitted uses.		Yes	ZDC 21.04.020(e)	ZDC and CRS. CRS states no governing body shall take action that will permit the use of any area known to contain a commercial mineral deposit which would interfere with the extraction of the deposit. Add map to Comp Plan Appendices.
	5	Gravel extraction shall occur as shown on the Pear Park Neighborhood Plan Mineral Resources Map.		Yes	ZDC 21.04.020(e)	ZDC and CRS. CRS states no governing body shall take action that will permit the use of any area known to contain a commercial mineral deposit which would interfere with the extraction of the deposit. Add map to Comp Plan Appendices.
	6	Revise the "no shoot" boundary along the Colorado River. Specifically: move the existing west boundary which is just west of Indian Road east to 29 Road. Move the existing north boundary (D Road) south to C ½ Road.		No		Completed by Mesa County

Redlands Area Plan General Services Action Plan		Add to Comprehensive Plan?	Current Comp Plan or Area-Specific Policy Reference and Text	Potential Next Steps/Notes			
GOALS	1	To make available at an urban level all utility, solid waste, drainage and emergency response services to all properties located within the urban boundaries on the Redlands.	No	C 2 PP 3 p. 20	As development occurs		
	2	To provide a rural level of services to properties outside of urban areas.	No	C 3 Growth Tiers p. 57			
	3	To promote the cost-effective provision of services for businesses and residents by all service providers.	No	C 2 PP 3 G 3 and 4 p. 20			
POLICIES	1	Coordinate between public and private service providers to develop and maintain public	No	C 2 PP 3 G 3 and 4 p. 20			
	2	Provide an urban level of services, all utility, solid waste, drainage and emergency response services to all properties located within the urban boundaries on the Redlands and a rural level of services to properties outside of urban areas.	No	C 2 PP 3 G 3 and 4 p. 20	As development occurs		
	3	Design and construct water and sanitary sewer systems with adequate capacity to serve future populations.	No	C 2 PP 3 G 3 and 4 p. 20	As development occurs		
	4	Encourage service providers to participate in joint service ventures that reduce service costs while maintaining adequate levels of service.	No	C 2 PP 3 G 3 and 4 p. 20			
	5	Encourage consolidations of services whenever such consolidations will result in improved service efficiencies while maintaining adopted level of service standards.	No	C 2 PP 3 G 3 and 4 p. 20			
	6	Encourage the use of nonpotable water for irrigation.	No	C 2 PP 8 p. 40			
IMPLEMENTATION	1	The City and County shall coordinate with public and private service providers to develop and maintain public improvements which efficiently serve existing and new development.	No	C 2 PP 3 G 3. p. 20			
	2	The City and County shall maintain and annually update 10-year capital improvements plans that identify specific improvements required to serve existing and approved development.	No	Standard Operating Procedures			
	3	The City and County shall limit urban development outside of the urban growth boundary.	No	C2 PP 3 G 1. p.20			
	4	The City and County shall ensure that water and sanitary sewer systems are designed and constructed with adequate capacity to serve proposed development.	No	C2 PP3 G 4. p. 20			
	5	The City and County shall coordinate with other service providers to identify opportunities for improving operating efficiencies. The City and County will encourage service providers to participate in joint service ventures that reduce service costs while maintaining adequate levels of service.	No	C 2 PP 3 G 3. and 4. p. 20			
	6	The City and County shall encourage consolidation of services whenever such consolidation will result in improved service efficiencies while maintaining adopted level of service standards.	No	C 2 PP 3 G 3. p. 20			
	7	The City and County shall encourage the use of nonpotable water for irrigation, particularly for recreation areas, common areas and other public spaces.	No	C 2 PP 2 p. 40 and ZDC 21.07.030(h)(2)			

Redlands Area Plan Community Image/Character Action Plan			Add to Comprehensive Plan?	Current Comp Plan or Area-Specific Policy Reference and Text	Potential Next Steps/Notes	
Hills, Bluffs, and Other Visually Prominent Areas	GOALS	1	Protect the foreground, middleground, and background visual/aesthetic character of the Redlands Planning Area.	No	C 2 PP 8 G 4 S a. p. 42	
		2	Minimize the loss of life and property by avoiding inappropriate development in natural hazard areas.	No	C 2 PP 10. p. 46 Natural Hazards	
	POLICIES	1	Development on prominent ridgelines along the major corridors of Highway 340, South Broadway, South Camp Road and Monument Road shall be minimized to maintain the unobstructed view of the skyline.	Yes	C 2 PP 8 G 4 S a. p. 42 Map and ZDC 21.06.010(g)	Amend the Comprehensive Plan by adding a Ridgeline Development Map and narrative to the Appendices
		2	Development along Monument Road, as an access to the Tabeguache trailhead and gateway to the Colorado National Monument, and along Highway 340, as the west entrance into the Monument, shall be sufficiently set back from the corridors to maintain the open vistas of the Monument.	Yes	NA	Amend the Comprehensive Plan by adding a Ridgeline Development Map and narrative to the Appendices
		3	Development in or near natural hazard areas shall be prohibited unless measures are taken to mitigate the risk of injury to persons and the loss of property.	Yes	C 2 PP 10. p. 46 Natural Hazards	Add Hazards Map from Redlands Plan and narrative to Comprehensive Plan Appendices
		4	The City and County will limit cut and fill work along hillsides. In areas where cut and fill is necessary to provide safe access to development, mitigation shall be required to reduce the visual impact of the work.	No	NA	
	IMPLEMENTATION	1	Revise the City's and County's development codes to have the same standards in the urban area for development of ridgelines and other visually prominent areas. Such standards should incorporate the use of colors, textures, and architecture to blend in with surrounding landscape.	No	NA	City completed
		2	Create a Monument Road and Highway 340 corridor overlay to address setbacks and design standards for development along the Colorado National Monument access corridors.	No	ZDC 21.06.010(g)	
		3	Create an overlay zone for the Colorado River bluffs area and other geologic hazard areas to minimize development of geological sensitive areas.	No	NA	
		4	Revise the City's and County's development codes to have the same standards in the urban area for development of steep slopes, minimizing the aesthetic and stability impacts of development.	No	NA	

Redlands Area Plan Community Image/Character Action Plan			Add to Comprehensive Plan?	Current Comp Plan or Area-Specific Policy Reference and Text	Potential Next Steps/Notes	
Visual Character	GOALS	1 Achieve high quality development on the Redlands in terms of public improvements, site planning and architectural design.	No	C 2 PP 1 p. 14		
	POLICIES	1 Opportunities for creating gateway features on the Redlands through public improvements shall be considered.	No	NA	Complete	
		2 New commercial development on the Redlands shall maintain and enhance the character of the area through good design standards.	No	ZDC 21.05.060		
		3 Roadway and other public improvement design shall respect and enhance the character of the Redlands.	No	NA	Complete	
	IMPLEMENTATION	1 Establish design standards and guidelines for commercial development that address the following elements: (i) Building massing, height and rooflines. (ii) Variation of materials, color and texture. (iii) Placement of windows and other openings. (iv) Types and quality of building materials. (v) Building and parking lot location. (vi) Landscaping, screening and buffering. (vii) Site circulation and pedestrian connections. (viii) Signage.	No	C 2 PP 1 p. 14		
		2 Establish roadway design standards for the major corridors that reflect the open, rural character of the Redlands.	No	C 2 PP 6 P. 30 and 34		
		3 Establish design standards for key entry nodes to the Redlands, such as the intersection of Highway 340 and Redlands Parkway and Highway 340 and Monument Road.	No	C 2 PP 6 P. 30 and 34		
	Outdoor Lighting	GOALS	1 Enhance and maintain, to the greatest extent possible, the darkness of the night sky.	No	ZDC 21.11	
		POLICIES	1 Minimize the number and intensity of street lighting and public space lighting.	No	ZDC 21.11	As development occurs
2 Encourage homeowners to minimize outdoor lighting.			No	NA		
IMPLEMENTATION		1 Establish street lighting standards for the Redlands, especially that area south of Highway 340 that minimizes the number and location of street lights and uses fixtures that reduce the upward glow of lighting.	No	ZDC 21.11		
		2 Strengthen the standards in the City's and County's codes to minimize light spillage outward and upward.	No	ZDC 21.11		
		3 Create informational materials for homeowners to minimize outdoor lighting while still maintaining needed security for their homes.	No	NA		

Redlands Area Plan Land Use/Growth Management Action Plan			Add to Comprehensive Plan?	Current Comp Plan or Area-Specific Policy Reference and Text	Potential Next Steps/Notes		
Agriculture - Some Ag Addressed on Page 15	GOALS	1	Encourage residential development patterns that preserve agricultural land, open space, sensitive natural areas, and the rural character.	No	C 3 Growth Tiers P. 56		
		2	Promote the use of land conservation tools and techniques that will protect agricultural land.	No	C 3 Growth Tiers P. 56		
		3	Encourage residential development on land that is unsuitable for agriculture and require sufficient buffering adjacent to prime agricultural land.	No	C 3 Growth Tiers P. 56		
		4	Conserve productive agricultural farmland designated prime per the Natural Resource Conservation Service.	No	C 3 Growth Tiers P. 56		
		5	Minimize conflicts between residential and agricultural uses.	No	NA		
		6	Support local agricultural operations and products.	No	NA		
		7	Protect irrigation water/infrastructure for future agricultural use.	No	NA		
	POLICIES	1	New development is encouraged to locate on land least suitable for productive agricultural use (productive land in this area may include lands with dry land grazing having a history of grazing use).	No	C 3 Growth Tiers P. 56		
		2	Appropriate buffering of new developments is required adjacent to agricultural operations.	No	NA		
		3	New development proposals which may result in conflicts with wildlife and/or agricultural uses will require consultation with the appropriate land and resource manager (e.g., Colorado Division of Wildlife – CDOW, Bureau of Land Management – BLM) and area residents to minimize and mitigate such conflicts.	No	ZDC 21.06.010(e)		
		4	Support farmers’ markets and promote the purchase of local goods.	No	NA		
		5	Support and encourage voluntary techniques to preserve agricultural lands.	No	NA		
		6	Promote multiple/compatible uses of agricultural lands.	No	NA		
		7	Approve rezone requests only if compatible with existing land use and consistent with the Future Land Use Map.	No	Comp Plan in its Entirety		
	IMPLEMENTATION	1	Provide, to new subdivisions, model homeowners’ association conditions, covenants, and restrictions that address agricultural protection efforts (control of domestic pets, setbacks, etc.).	No	NA		
		2	Utilize the Mesa County Technical Resource Advisory Committee to share agricultural preservation options for landowners.	No	NA		
		3	The County shall enforce the Mesa County Right to Farm and Ranch Policy by use of the Agricultural Advisory Panel to mediate conflicts.	No	NA		
		4	The County will continue to distribute the Code of the New West.	No	NA		

Redlands Area Plan Land Use/Growth Management Action Plan			Add to Comprehensive Plan?	Current Comp Plan or Area-Specific Policy Reference and Text	Potential Next Steps/Notes		
Persigo Wash Agreement	GOALS	1	New development will pay its fair, equitable, and proportionate share of the cost of providing necessary services, utilities, and facilities at the applicable service levels.	No	ZDC		
	POLICIES	1	The City and County will use the Future Land Use Plan Map in conjunction with other policies to guide new development decisions. (Figures 5A and 5B)	No	C 1 and 5		
		2	Urban land uses will be encouraged to occur in municipalities and not outside municipal limits.	No	C 2 PP 3 p. 19		
		3	The City and County will place different priorities on growth, depending on where proposed growth is located within the joint planning area, as shown in the Future Land Use Map (Figures 5A and 5B). The City and County will limit urban development in the joint planning area to locations within the urbanizing area with adequate public facilities as defined in the City and County codes.	No	C 2 PP 3 G 1. p. 20		
	IMPLEMENTATION	1	With voluntary bulk rezones to AF35, AFT, RSF-R, or RSF-E consistent with the plan. The County will initiate and assist property owners with voluntary bulk rezones to AF35 where consistent with the Plan.	No	C 3 Urban Development Boundary p. 58		
		2	The City shall zone annexed properties consistent with this Plan.	No	Comp Plan in its Entirety		

Redlands Area Plan Land Use/Growth Management Action Plan			Add to Comprehensive Plan?	Current Comp Plan or Area-Specific Policy Reference and Text	Potential Next Steps/Notes	
Neighborhood Shopping Centers and Neighborhood Convenience Centers	GOALS	1	Support the long-term vitality of existing neighborhood shopping centers and existing and proposed neighborhood convenience centers.	No	C 2 PP 3 G 6. p. 21	
		2	To enhance the ability of neighborhood centers to compatibly serve the neighborhoods in which they are located.	No	C 2 PP 3 G 6. p. 21	
	POLICIES	1	The City and County will limit commercial encroachment into stable residential neighborhoods. No new commercial development will be allowed in areas designated for residential development unless it has been identified as a neighborhood shopping center or neighborhood convenience center by this Plan.	No	C 2 PP 3 G 6. p. 21	
		2	The City and County will encourage the retention of small-scale neighborhood commercial centers that provide retail and service opportunities in a manner that is compatible with surrounding neighborhoods.	No	C 2 PP 3 G 6. p. 21	
		3	The City and County will protect stable residential neighborhoods from encroachment of incompatible residential and nonresidential development.	No	C 2 PP 3 G 6. p. 21	
	IMPLEMENTATION	1	Rezoning for commercial uses in areas other than those identified in this plan for neighborhood shopping centers and neighborhood convenience shall require a Plan amendment.	No	C 2 PP 3 G 6. p. 21	
		2	Design standards and guidelines shall be established for commercial development on the Redlands.	No	ZDC 21.05.060	
Buffer Area - Community Separator	GOALS	1	Preserve and protect the agricultural/rural character of the buffer area.	No	C 2 PP 1 p. 15	
		2	Promote and implement the intergovernmental agreement (IGA) between Fruita, Grand Junction, and Mesa County.	No	C 2 PP 3 G 1. p. 20	As development occurs
		3	Approve rezone requests only if compatible with existing land use and consistent with the Future Land Use Map.	No	C 3	
	POLICIES	1	Seek funds to support the purchase of development rights (PDR) program for the buffer.	No	NA	Existing Intergovernmental Agreement
		2	Development projects that are proposed in the buffer should be thoroughly evaluated for their individual and cumulative impact to the agriculture and rural character of the area.	No	NA	Existing Intergovernmental Agreement
		3	PDR and transfer of development rights (TDR) projects should be expanded to protect more agricultural land in the buffer.	No	NA	
	IMPLEMENTATION	1	The County will assist property owners to voluntarily rezone multiple properties to AFT and RSF-E where consistent with the objectives of the buffer agreement.	No	NA	
		2	Assist area residents with education and implementation of land conservation tools and techniques.	No	NA	
		3	An overlay zone shall be created for the buffer area to include land use standards as well as design guidelines and standards to preserve the rural character that is contained in the buffer area within the planning area.	No	C 3 Growth Tiers p. 57 and Urban Development Boundary	Existing Intergovernmental Agreement

Redlands Area Plan Land Use/Growth Management Action Plan				Add to Comprehensive Plan?	Current Comp Plan or Area-Specific Policy Reference and Text	Potential Next Steps/Notes
Colorado National Monument	GOALS	1	Protect the aesthetic and natural resource values of the Monument from the impacts of new development.	No	C 2 PP 8 p. 40 and p. 56	
	POLICIES	1	Minimize, avoid, and/or mitigate the impacts of development to the Monument.	No	C 2 PP 8 p. 40 and p. 56	
		2	Promote the use of native plants for landscaping new developments adjacent to the Monument and washes coming from the Monument.	No	ZDC 21.07.030(c)	
		3	Promote landowner and resident awareness about the impacts that domestic pets can have on wildlife.	No	NA	
		4	Densities along the border of the Colorado National Monument for new developments shall be limited to low density (one dwelling unit per five acres) and no structures except those within the five-acre density range will be allowed within 1,000 feet of the Monument boundary, if property lines of any parcel exceed that setback.	No	C 2 PP 8 p. 40 and C 3 p. 56	County to continue implementing; City has reduced Urban Development Boundary
	IMPLEMENTATION	1	Develop night lighting (floodlight) standards within the City's and County's development codes for the planning area, to apply to existing and new lighting.	No	NA	Completed
		2	Create and distribute a list of locally available native plant materials that can be used for revegetation and landscaping of new developments.	No	ZDC Preferred Plant List	
		3	Distribute information about the Mesa County noxious weed list.	No	NA	City Weed Program
		4	Provide information to the public and homeowners' associations (HOAs) about proper fencing techniques to protect wildlife (Division of Wildlife fencing pamphlet).	No	NA	
		5	Utilities shall be placed underground for all new development.	No	ZDC 21.05.020(e)(3)	
		6	Develop gateway aesthetic and architectural guidelines/standards for commercial and residential development for the entryways to the Monument.	No	NA	Outside Urban Development Boundary
		7	Improve signing/trespass problems/issues for both landowners and the Monument in cooperation with public land and resource managers.	No	NA	
		8	Continue to implement the Memorandum of Understanding (MCA 99-48) between the Monument and Mesa County.	No	NA	
		9	Create a Monument setback overlay district incorporating conservation design guidelines and standards.	No	NA	County may implement; City has reduced Urban Development Boundary

Redlands Area Plan Land Use/Growth Management Action Plan			Add to Comprehensive Plan?	Current Comp Plan or Area-Specific Policy Reference and Text	Potential Next Steps/Notes
Environmental Resources - Paleontological Resources	GOALS	1 Every effort shall be made to identify and protect paleontologic and prehistoric sites from destruction or harmful alteration.	No	NA	
	POLICIES	1 Protect and interpret paleontologic resources of the planning area.	No	NA	
		2 The Museum of Western Colorado shall be a review agency for all land use proposals where a possible impact to a paleontologic/prehistoric or archaeological site has been identified.	No	NA	
	IMPLEMENTATION	1 Conduct a comprehensive inventory of paleontologic resources in the planning area in conjunction with the Museum of Western Colorado.	No	NA	
		2 Identify properties containing paleontologic resources or other sensitive resources that could be threatened by development or surface mineral extraction/development.	No	NA	
		3 Encourage the Museum of Western Colorado to preserve and interpret sites to promote understanding and appreciation of paleontologic resources. The Mesa County Land Development Code and City of Grand Junction's Development Code along with applicable regulations shall be updated/amended to ensure that paleontologic, archaeological, and/or historic resources are protected (paleontological, archaeological, and historical resources shall be preserved as required/determined by the Board or Council).	No	C 2 PP 1 p. 15	
Geologic Hazards	GOALS	1 Inappropriate development in hazard areas should be reduced as much as possible or eliminated in order to minimize potential harm to life, health and property.	No	ZDC 21.06.010	As development occurs
		2 Efforts to mitigate existing areas at risk to the impacts of natural hazards and disasters should be made to minimize the potential for harm to life, health, and property.	No	ZDC 21.06	
		3 The costs (economic, environmental and social), associated with natural hazards should be reduced by avoiding potential hazard situations/areas; by mitigating activities that cannot be avoided; and by promoting prevention measures accompanied with education and incentives for mitigation.	No	ZDC 21.06	
	POLICIES	1 The City and County shall strongly discourage intensive uses in hazard areas as identified on the geologic hazards areas map.	No	ZDC 21.06.010	
		2 Educate residents of the planning area about the extensive geologic hazards in the area.	No	NA	
	IMPLEMENTATION	1 Use the geologic hazards map to identify areas of concern and require detailed geologic and engineering reports (evaluation) for each site and development prior to design and development. Such evaluations shall be conducted by either a member of the American Institute of Professional Geologists, a member of the Association of Engineering Geologists, an individual registered as a geologist by a state, or a "professional geologist" as defined in C.R.S. § 34-1-201(3). Such evaluations should incorporate analytical methods representing current, generally accepted, professional principles and practice.	No	ZDC 21.06.010(i)	As development occurs
		2 Develop setbacks from mapped geologic hazard areas.	No	ZDC 21.06.010(f)	
		3 Develop and adopt a hazardous lands overlay district for the Redlands area.	No	ZDC 21.06.010(f)	

Redlands Area Plan Land Use/Growth Management Action Plan			Add to Comprehensive Plan?	Current Comp Plan or Area-Specific Policy Reference and Text	Potential Next Steps/Notes	
Mineral Resources	GOALS	1 Utilize the mineral resources of the planning area while protecting residents of the area from the impacts of mineral/gravel extraction.	No	C 2 PP 8 p. 40		
	POLICIES	1 New development must comply with the Mesa County Mineral Extraction Policies which generally protect and preserve commercially valuable mineral resources from incompatible land uses.	No	NA	Completed	
		2 Allow sand and gravel extraction to occur in areas with minimal impact on other uses.	No	ZDC 21.04.030(e)(2)		
		3 Reclaim gravel pits for agricultural, residential, and/or other approved uses.	No	ZDC 21.04.030(e)(2)		
		4 Educate the public on mineral extraction policies and location of valuable resources.	No	NA		
	IMPLEMENTATION	1 Gravel extraction areas along the Colorado River floodplain shall be reclaimed for agricultural, public open space, wildlife areas, or other permitted uses.	No	ZDC 21.04.030(e)(2)		
		2 Mesa County shall publish and distribute a Mesa County Mineral Resource and Extraction Policy brochure/handout. (Realtor offices, Assessor's office, etc.).	No	NA		
		3 Gravel operations shall continue to be regulated on a case-by-case basis using the conditional use permit process; however, in developed areas, limited impact mining operations in terms of surface disturbances, tonnages mined, and daily vehicular traffic will be encouraged and should be given preference over higher impact operations.	No	C 2 PP 8 p. 40 and ZDC		
	Stormwater Management	GOALS	1 Conserve, protect, or restore the integrity of the values and functions that drainages/washes provide in the Redlands Planning Area.	No	C 2 PP 8 p. 40	
		POLICIES	1 Drainage from development or any alterations to historic drainage patterns shall not increase erosion either on-site or on adjacent properties.	No	C 2 PP 8 p. 40	
2 Erosion from development and other land use activities should be minimized, and disturbed or exposed areas should be promptly restored to a stable, natural, and/or vegetated condition using native plants and natural materials.			No	C 2 PP 8 p. 40		
3 The City and County shall work toward minimizing human impacts to riparian ecosystems of drainages/washes from development, roads and trails.			No	C 2 PP 8 p. 40		
4 Disturbed drainages/washes should be restored to pre-disturbed condition as much as practicable.			No	C 2 PP 8 p. 40		
IMPLEMENTATION		1 Management of riparian/wash/drainage areas shall encourage use or mimicry of natural processes, maintenance or reintroduction of native species, restoration of degraded plant communities, elimination of undesirable exotic species, and minimizing human impacts.	No	C 2 PP 8 p. 40		
		2 A citizen group shall be established to study and prepare wash/drainage buffer width setbacks and revegetation guidelines for the Redlands Planning Area.	No	NA	Could be addressed citywide	
		3 The preferred reclamation/stabilization for drainage/washes is the use of tree stumps, boulders, soil and native vegetation; channelizing or hardening off with concrete or rip-rap is discouraged. The use of rip-rap should be kept to a minimum.	No	ZDC 21.05.020(e)(4) and Title 28 Stormwater Management Manual		

Redlands Area Plan Land Use/Growth Management Action Plan			Add to Comprehensive Plan?	Current Comp Plan or Area-Specific Policy Reference and Text	Potential Next Steps/Notes	
Rivers/Floodplains	GOALS	1	To ensure that life, property, or new improvements will be safe during flood events.	No	ZDC	
		2	Conserve, protect or restore the integrity of the values and functions that rivers and floodplains provide.	No	ZDC	
	POLICIES	1	Any proposed land use or development which may involve an identified natural hazard area will require an evaluation to determine the degree to which the proposed activity will: (i) Expose any person, including occupants or users of the proposed use or development, to any undue natural hazard; (ii) Create or increase the effects of natural hazard areas on other improvements, activities or lands.	No	ZDC	
		2	Development in floodplains, drainage areas, steep slope areas, and other areas hazardous to life or property will be controlled through local land use regulatory tools.	No	C 3 p. 63 and ZDC	
		3	The City and County shall strongly discourage and control land use development from locating in designated floodplains, as identified on the FEMA maps and other unmapped floodplains.	No	C 2 PP 8 p. 40	
		4	The City and County shall ensure, to the extent possible, that land use activities do not aggravate, accelerate, or increase the level of risk from natural hazards.	No	C 2 PP 8 p. 40	
	IMPLEMENTATION	1	Map unmapped floodplains.	No	C 2 PP 8 p. 40	

Redlands Area Plan Land Use/Growth Management Action Plan			Add to Comprehensive Plan?	Current Comp Plan or Area-Specific Policy Reference and Text	Potential Next Steps/Notes
Wetlands	GOALS	1 Preserve/conservate wetlands, minimize impacts to important ecological functions, and restore or enhance suitable wetland areas.	No	C 2 PP 8 p. 40	
	POLICIES	1 Protect significant wetlands, minimize impacts to important ecological functions, and enhance or restore degraded wetlands caused by development.	No	C 2 PP 8 p. 40	
		2 Work cooperatively with adjacent property owners to prevent/minimize land use activities adjacent to wetlands.	No	C 2 PP 8 p. 40	
	IMPLEMENTATION	1 Inventory and map wetlands in the planning area.	No	National Wetland Inventory and City GIS Maps	
		2 Develop best management practices for wetland protection in the Redlands Planning Area.	No	p. 40-42	
		3 Promote and distribute best management practices information to the public and development community.	No	Completed	
		4 Encourage landowners of existing significant wetlands to seek assistance from the Natural Resource Conservation Service or USDA Farmland Protection Program for the purpose of formulating management plans to protect wetlands.	No	C 2 PP 8 p. 40-42	
		5 Require the use of best management practices to mitigate disturbed wetland areas.	No	C 2 p. 40-42 and ZDC	
		6 Amend the codes to require utility companies to coordinate with the City, County, Engineers and Fish and Wildlife Service prior to conducting any activity in identified wetlands.	No	NA	
		7 The City and County shall coordinate with the Corps of Engineers prior to conducting any activity in identified wetlands.	No	ZDC and Federal Law	
8 The City, County, and residents of the Redlands should continue to work with the Tamarisk Coalition to reduce/eliminate Russian olive and tamarisk from wetlands and riparian areas.		No	C 2 PP 8 p. 40		

Redlands Area Plan Land Use/Growth Management Action Plan			Add to Comprehensive Plan?	Current Comp Plan or Area-Specific Policy Reference and Text	Potential Next Steps/Notes
Wildlife	GOALS	1 Preserve/conserv Mesa County's natural heritage of plants, animals, and biological conservation sites.	No	NA	Colorado Parks and Wildlife issues
	POLICIES	1 Preserve or mimic the native-natural landscape in disturbed, developed areas.	No	NA	
		2 Maintain/create buffers between areas dominated by human activities and areas of wildlife habitat.	No	ZDC 21.06.010(e)	
		3 Minimize disturbance to wildlife from domestic pets.	No	NA	
		4 Protect wildlife habitat by avoiding, minimizing, or mitigating impacts to identified habitat areas.	No	ZDC 21.06.010(e)	
		5 Preserve Mesa County's natural heritage of plants, animals, and biological conservation sites identified in the Natural Heritage Inventory of Mesa County, Colorado.	No	NA	
	IMPLEMENTATION	1 Coordinate with Colorado Division of Wildlife to identify site specific wildlife habitats in the planning area.	No	ZDC 21.06.010(e)	
		2 Restrict domestic pets from roaming freely (especially dogs and cats) by including fencing, leash, etc., language in homeowners' association covenants, conditions and restrictions and through education and information.	No	NA	
		3 Provide well-marked designated areas where domestic pets can run.	No	NA	
		4 Control nonnative food sources (garbage) through model homeowners' association conditions, covenants and restrictions.	No	NA	
		5 Educate pet owners about the possibility of their pets being prey for medium and large native predators through model homeowners' association conditions, covenants and restrictions.	No	NA	
		6 Amend the codes to require consultation with Division of Wildlife for any development in "Bear/Lion/Human Conflict Area."	No	ZDC 21.06.010(e)	

Redlands Area Plan Land Use/Growth Management Action Plan			Add to Comprehensive Plan?	Current Comp Plan or Area-Specific Policy Reference and Text	Potential Next Steps/Notes	
Weed Management	GOALS	1	Prevent, reduce, or eradicate weeds and nonnative, nondesirable vegetation in Mesa County.	No	C 2 PP 8 p. 40	
		2	Educate residents about the economic, biological, and social threat weeds pose to the County.	No	NA	
	POLICIES	1	The City and County, through their weed management programs, shall discourage the introduction of exotic or nonnative, undesirable plants and shall work to eradicate existing infestations through the use of integrated weed management throughout the City and County on private and public lands.	No	NA	Completed
		2	Weed control plans should be submitted to the Mesa County Pest and Weed Inspector for any projects causing disturbance in existing or new rights-of-way.	No	NA	Completed
	IMPLEMENTATION	1	Distribute the City and County's noxious weed list to the public, development community, and nurseries.	No	NA	Completed
		2	Continue to conduct weed mapping efforts in the planning area.	No	NA	Completed
		3	Continue to work with other jurisdictions and agencies to map and implement weed reduction strategies.	No	NA	Completed
		4	Straw or hay bales used for mulch or erosion control on disturbed areas shall be certified "weed free" to help prevent weed infestations.	No	Best Management Practices and Title 28 Stormwater Management Manual	
		5	New development shall be reviewed by the appropriate City/County Pest and Weed Inspector to: (i) Identify if weed problems exist and work with homeowners' associations and landowners to develop integrated pest management strategies for common open spaces or open lands. (ii) Review revegetation/reclamation projects (including but not limited to, new construction, utility easement, and telecommunication tower projects) to assure that best management practices are used to prevent weed infestations and properly revegetate disturbed sites.	No	NA	
		6	The City, County, and residents of the Redlands should continue to work with the Tamarisk Coalition to reduce/eliminate Russian olive and tamarisk trees from upland, wetlands, and riparian areas of the planning area.	No	C 2 PP 8 p. 40	

Redlands Area Plan Land Use/Growth Management Action Plan			Add to Comprehensive Plan?	Current Comp Plan or Area-Specific Policy Reference and Text	Potential Next Steps/Notes
Wildfire	GOALS	1 Protect Mesa County residents from the loss of life or property due to wildfire.	No	C 2 PP 8 p. 40 and ZDC 21.06.010(d)	
	POLICIES	1 Continue to encourage interjurisdictional and interagency cooperation to further the goals of protection of life and property from wildfires.	No	C 2 PP 8 p. 40 and ZDC 21.06.010(d)	
		2 Recognize wildfire as a natural and/or human-caused occurrence that results in certain benefits to the ecosystem.	No	NA	Comp Plan Appendices
	IMPLEMENTATION	1 The Redlands planning area shall be surveyed and mapped to locate the extent of wildfire hazards and areas at risk.	No	NA	
		2 The County will continue to work in partnership with the local fire protection districts and departments in improving fire protection services to address the increasing concerns of wildfire and the increase in development in areas of the County with a mapped wildland fuel hazard.	No	C 2 PP 10 p. 46	
		3 The County shall encourage private and public landowners to manage their land to serve as a natural deterrent to fire outbreaks (defensible space).	No	C 2 PP 10 p. 46	
		4 The County shall implement measures to guard against the danger of fire in developments within and adjacent to forests or grasslands (defensible space).	No	C 2 PP 10 p. 46	
		5 Wildfire prevention measures shall be identified and reviewed for appropriate approvals in each new development. Groundcover and weed control as well as defensible space and general cleanup should be addressed in specific guidelines.	No	C 2 PP 10 p. 46	
		6 The County, City, Colorado State Forest Service, and fire protection districts shall continue to promote education and awareness of wildfire hazards in the planning area and Mesa County. A beneficial source of information is the website at www.firewise.org .	No	C 2 PP 10 p. 46	

Redlands Area Plan Parks, Recreation, and Open Space Action Plan		Add to Comprehensive Plan?	Current Comp Plan or Area-Specific Policy Reference and Text	Potential Next Steps/Notes		
GOALS	1	To develop and maintain an interconnected system of neighborhood and community parks, trails and other recreational facilities throughout the urban area.	No	C 2 PP 7 p. 36 and PROS		
	2	To include open space corridors and areas throughout the Redlands area for recreational, transportation and environmental purposes.	No	C 2 PP 7 p. 36 and PROS		
POLICIES	1	Preserve areas of outstanding scenic and/or natural beauty.	No	C 2 PP 7 p. 36 and PROS		
	2	Obtain adequate parkland needed to meet neighborhood park needs.	No	C 2 PP 7 p. 36 and PROS		
	3	Pursue mutually beneficial agreements with the School District to allow public access and development of school grounds to meet neighborhood park standards.	No	C 2 PP 7 p. 36 and PROS		
	4	Encourage the retention of lands that are not environmentally suitable for construction (i.e., steep grades, unstable soils, floodplains, etc.) for open space areas and, where appropriate development of recreational uses. Dedications of land required to meet recreational needs should not include these properties unless they are usable for active recreational purposes.	No	C 2 PP 7 p. 36 and PROS		
	5	Encourage citizen groups to look at innovative ways to acquire open space areas.	No	C 2 PP 7 p. 36 and PROS		
	6	Mitigate the impact of recreational use of open space on its environmental value.	No	C 2 PP 7 p. 36 and PROS		
	7	Respect or replace historic trails and access to public lands with new development.	No	C 2 PP 7 p. 36 and PROS		
IMPLEMENTATION	1	The City and County will help preserve areas of outstanding scenic and/or natural beauty and, where possible, include these areas in the permanent open space system.	No	C 2 PP 7 p. 36 and PROS		
	2	The City and County will obtain adequate parkland needed to meet neighborhood park needs, as urban development occurs, through the subdivision process and other appropriate mechanisms. Other public, quasi-public and private interests will be encouraged to secure, develop and/or maintain parks.	No	C 2 PP 7 p. 36 and PROS		
	3	The City and County will coordinate with the School District to achieve cost savings through joint development and recreational facilities. The City of Grand Junction will pursue mutually beneficial agreements with the School District to allow public access and development of school grounds to meet neighborhood park standards.	No	C 2 PP 7 p. 36 and PROS		
	4	The City and County will encourage the retention of lands that are not environmentally suitable for construction (i.e., steep grades, unstable soils, floodplains, etc.) for open space areas and, where appropriate, development of recreational uses. Dedications of land required to meet recreational needs will not include these properties unless they are usable for active recreational purposes.	No	C 2 PP 7 p. 36 and PROS		
	5	The City and County will coordinate with appropriate agencies to mitigate the impact of recreational use of open space on its environmental value.	No	C 2 PP 7 p. 36 and PROS		
	6	The City and County will seek public and private partnerships in efforts to secure open space.	No	C 2 PP 7 p. 36 and PROS		
	7	The City and County will require new development to respect or replace historic trails and access to public lands.	No	C 2 PP 7 p. 36 and PROS		
	8	Enter into a Public Purpose Act lease with the Bureau of Land Management for the BLM parcel north of South Camp Road for open space.	No	C 2 PP 7 p. 36 and PROS		
	9	Identify future trailhead locations.	No	C 2 PP 7 p. 36 and PROS		

Redlands Area Plan Housing Action Plan		Add to Comprehensive Plan?	Current Comp Plan or Area-Specific Policy Reference and Text	Potential Next Steps/Notes		
GOALS	1	Achieve a mix of compatible housing types and densities dispersed throughout the community.	No	C 2 PP 5 p. 25 and Housing Strategies		
	2	Promote adequate affordable housing opportunities dispersed throughout the community.	No	C 2 PP 5 p. 25 and Housing Strategies		
POLICIES	1	The City and County shall encourage the development of residential projects that compatibly integrate a mix of housing types and densities with desired amenities.	No	C 2 PP 5 p. 25 and Housing Strategies		
	2	The City and County may permit the owner of a parcel of property to shift density from one portion of a parcel to another portion of the parcel to compatibly provide for a variety of housing types within a development.	No	C 2 PP 5 p. 25 and Housing Strategies		
	3	The City and County shall facilitate development of a variety of housing types (e.g., clustered units, zero lot line units, and mixed density projects) without requiring the planned development process.	No	C 2 PP 5 p. 25 and Housing Strategies		
	4	The City and County shall partner with the State, other agencies, and the private sector to promote the development of adequate affordable housing opportunities for community residents.	No	C 2 PP 5 p. 25 and Housing Strategies		
	5	The City and County shall encourage the dispersion of subsidized housing throughout the community. Subsidized housing projects should be encouraged in areas with easy access to public facilities and both existing and future transit routes.	No	C 2 PP 5 p. 25 and Housing Strategies		
	6	The City and County shall monitor the status of substandard housing units and promote the rehabilitation or redevelopment of these units. Rehabilitation will be encouraged in stable single-family neighborhoods. Redevelopment will be encouraged in areas designated for medium-high density residential and high density residential uses.	No	C 2 PP 5 p. 25 and Housing Strategies		
	7	The City and County shall support affordable housing initiatives which result in high-quality developments that meet or exceed local standards for public facilities and amenities.	No	C 2 PP 5 p. 25 and Housing Strategies		
	8	The City and County shall encourage the rehabilitation of historic buildings for affordable housing.	No	C 2 PP 5 p. 25 and Housing Strategies		
IMPLEMENTATION	1	Revise development codes to provide incentives for new commercial development to include and integrate a variety of housing.	No	C 2 PP 5 p. 25 and Housing Strategies		
	2	Participate in the Grand Junction Housing Authority's Housing Needs Assessment Study and incorporate appropriate strategies into City and County development codes and other work programs such as: contributing to low-interest loans and grant funds to assist moderate-, low- and very low-income households with improvements needed to maintain structures and improve energy efficiency.	No	C 2 PP 5 p. 25 and Housing Strategies		

Redlands Area Plan Historic Preservation Action Plan		Add to Comprehensive Plan?	Current Comp Plan or Area-Specific Policy Reference and Text	Potential Next Steps/Notes		
GOALS	1	Protect and maintain the unique features and characteristics of the Redlands which are significant links to the past, present, and future.	No	C 2 PP 8 P. 40 andC 2 PP 1 p. 14	Map needs to be updated with new designations. Teller Institute should be added as area of known concentration of historic resources.	
	2	Establish and promote the historical pride and heritage of the Redlands.	No	C 2 PP 8 P. 40 andC 2 PP 1 p. 14		
	3	Complete an up-to-date inventory of historic structures and places as a means for listing properties on official historical registers (national, State and local).	No	C 2 PP 8 P. 40 andC 2 PP 1 p. 14		
	4	Pursue official designation, preservation, adaptive reuse, restoration, or relocation of eligible historic structures and places.	No	C 2 PP 8 P. 40 andC 2 PP 1 p. 14		
POLICIES	1	New development should not remove or disrupt historic, traditional, or significant uses, structures, fences, or architectural elements insofar as practicable. Consultation with the Colorado Historical Society, Bureau of Land Management, National Park Service, City of Grand Junction Historic Preservation Board, Mesa County Historical Society, and the Museum of Western Colorado is valuable in this effort.	No	C 2 PP 8 P. 40 andC 2 PP 1 p. 14		
IMPLEMENTATION	1	In cooperation with the Colorado Historical Society, Bureau of Land Management, National Park Service, City of Grand Junction Historic Preservation Board, Mesa County Historical Society, and the Museum of Western Colorado, the City of Grand Junction Community Development Department and Mesa County Planning Department shall: complete and make available an up-to-date, comprehensive inventory of historic structures and places (reconnaissance survey), then complete an intensive level survey of potentially eligible properties for designation as historic places/structures/districts.	No	C 2 PP 8 P. 40 andC 2 PP 1 p. 14		
	2	The City of Grand Junction Community Development Department and Mesa County Planning Department should provide technical assistance to parties interested in historic designation/preservation/interpretation.	No	C 2 PP 8 P. 40 andC 2 PP 1 p. 14		
	3	Adopt compatibility requirements for new development to protect the historic use of existing and adjacent properties.	No	C 2 PP 8 P. 40 andC 2 PP 1 p. 14		
	4	Adopt a resolution to establish a local Mesa County historic register system.	No	C 2 PP 8 P. 40 andC 2 PP 1 p. 14		



Grand Junction City Council

Workshop Session

Item #1.e.

Meeting Date: June 17, 2024

Presented By: Tamra Allen, Community Development Director, Trenton Prall,
Engineering & Transportation Director

Department: Community Development

Submitted By: Tamra Allen, Community Development Director
Trent Prall, Engineering and Transportation Director

Information

SUBJECT:

Undergrounding Existing Overhead Utility Lines - Draft Code Changes

EXECUTIVE SUMMARY:

The Zoning and Development Code requires that all new utility lines be undergrounded and that any existing overhead utilities be installed underground except when the development has less than 700 feet of frontage, in which case the director can accept cash payment in lieu. The burden of undergrounding an overhead utility line is borne fully by the property owner on which the power poles have been installed, and it is generally perceived by the development industry that the requirement to underground along frontages less than 700 feet puts an unfair burden on development that happens to have overhead utilities along the property frontage. For development with frontage less than 700 feet, with the option to pay the in-lieu fee, the rate was established in 2005 and is set at \$25.65 per linear foot. The actual estimated average cost for undergrounding utilities is approximately \$300 per linear foot.

In 2018, participants in the City's ad hoc Development Roundtable identified the issue of existing overhead utility undergrounding requirements as a development challenge to staff. Subsequently, in 2018, staff discussed several options for addressing the issue with the City Council and received direction to continue working with industry representatives. Over the course of the past five years, staff have worked intermittently with the roundtable to identify an approach that would address the community's needs. Discussion continued on this topic until as recently as June 2022, when the Code Committee took up this issue as a part of the Zoning and Development Code update. As expected, the Code Committee recommended the requirement be removed from the Code. This recommendation was supported during the review and recommendation process by the Planning Commission. At that time, Community Development staff also

supported the removal of the code requirement while the consultant team (Clarion Associates) recommended “maintaining the current undergrounding requirement while pursuing a policy discussion at the City Council level to determine whether City participation in the undergrounding costs for some projects would provide an overall benefit to the community.” Ultimately, the City Council’s adopted code update maintained the requirement to underground existing overhead utility lines. Staff was directed to bring the topic of utility undergrounding to a City Council workshop for additional policy discussion and direction in early 2024. A workshop was held on February 5, 2024, to discuss the topic, and the Council asked that staff reach back out to industry representatives through the Development Roundtable to seek additional input.

Staff met with the Roundtable group in March and again in April to discuss options, and the Roundtable group reiterated its lack of support for the continuation of this code requirement. City Council held a workshop on April 15 and provided direction to staff to draft revised code sections that provide an option for developers to underground or to pay an in-lieu fee as well as to increase to in-lieu fee to \$150 per lineal foot for any development that opted to pay the fee instead of underground existing overhead utilities. In addition, the draft revisions allow for a developer to request a distribution from the Undergrounding Fund of up to 50 percent of the actual cost (without markup for Overhead and Profit) to the developer of materials and labor to underground those utilities.

BACKGROUND OR DETAILED INFORMATION:

EXISTING OVERHEAD UTILITY UNDERGROUND REQUIREMENT.

The Zoning and Development Code requires that all new utility lines be undergrounded and that any existing overhead utilities be installed underground except when the development has less than 700 feet of frontage, in which case the Director can accept cash payment in lieu. The requirement to underground, as currently written, applies only to streets and does not include alleys. More specifically, the code provides,

Section 21.06.010(f) Utilities. Utilities, including, but not limited to, telephone, cable, television, electric, and natural gas, shall be provided and paid for by the developer and shall be installed underground. All existing overhead utilities along streets contiguous with the development shall be installed underground prior to street construction. When the development has less than 700 feet of frontage along a street, the Director has the discretion to accept a payment of cash-in-lieu of requiring the developer to underground the existing overhead utilities. The payment amount shall be determined as set forth in the adopted fee schedule.

UNDERGROUNDING OR PAYMENT IN LIEU FEE.

The burden of undergrounding an overhead utility line is borne fully by the property owner, who has installed the power poles in an easement or right of way adjacent to a property. It is generally perceived that the requirement to underground overhead utility lines along frontages of 700 feet or more puts a disproportionate burden on development that happens to have overhead utilities along their property frontage. For

example, if a property has a large frontage with a significant voltage line overhead, they are required to cover the full cost of the undergrounding. Meanwhile, the property across the street or down the road is not required to participate in this oftentimes significant expense of which the adjacent properties are beneficiaries due to the improved aesthetic.

Meanwhile, if a property has overhead utility lines but has a frontage of less than 700 feet, the property owner may pay a fee in lieu of the actual undergrounding. The current fee in lieu of undergrounding is set at \$25.65. This fee was established at least 20 years ago (~1997) and was intended to pay for the cost for the City to underground utility lines in conjunction with major street projects. The current fee is inadequate to cover the cost of undergrounding. Xcel Energy estimates the cost for undergrounding lines at an approximate average of \$250 to \$300 per lineal foot for Secondary lines, \$350 to \$500 per lineal foot for Primary lines and \$600 to \$800 per foot for Feeder lines. The cost can be variable, dependent upon the size of the line and the related voltage the lines carry.

Engineering revisited the 700-foot threshold with both Xcel and Grand Valley Power (GVP) in 2022. The input received from both entities advised that 700 feet, or roughly one city block, is an appropriate threshold as the intent is to avoid unsightly piecemeal segments of underground and overhead lines that increase costs for converting short segments of overhead to underground later. Termination points from the overhead to the new underground (called terminal poles) are costly and unsightly due to all the termination equipment, switching, and guy wiring. The companies noted that it can be very difficult to find suitable locations for these poles that allow enough room for guy wiring while providing accessibility for crews and do not adversely impact the property owner due to pole placement. In general, longer distances also allow for increased cost savings on a per lineal foot basis.

RELATIONSHIP TO FRANCHISE AGREEMENTS.

Franchises for service providers are voter-approved. Voters passed the current franchise agreements for both Xcel and GVP in April 2011 as People’s Ordinance 37, and they are in effect until May 31, 2031. It is possible, with an affirmative vote by the People, that the agreements could be amended in the next municipal election. The current franchise requires that all newly constructed electrical distribution lines in newly developed areas of the city underground their utilities. The agreement does not speak to existing overhead utility lines.

Article 11 of the franchise agreements (GVP and Xcel) includes a provision for an underground fund ("Fund") in which Xcel and GVP are required to budget and allocate an annual amount equal to one percent of the preceding year’s electric gross revenues for the purpose of burying overhead utility lines as requested by the City. The Fund can only be used for facilities that are located in the public right-of-way and are public projects. The franchise agreements also allow for the City to require Xcel or Grand Valley Power to underground above-ground facilities at the City’s expense. The one percent Fund has historically been used in conjunction with the City’s capital projects.

The one percent allocation is customary across Colorado.

GVP, whose service area covers about 10 percent of the City area, collects approximately \$90,000 per year, while Xcel, whose service area covers the remainder of the City, collects approximately \$560,000 per year. Both Xcel and GVP draw on these funds for eligible projects upon request from the City.

If the City is interested in completing underground for a significant project, the City, through the Franchise agreements, can draw on future revenues up to three years in advance to complete a project. Recent projects that the City has drawn on these funds include Orchard Avenue between Cannell and 12th Street, 1st Street from North Ave to Ouray, 7th Street from Center Ave to Tope Elementary, and 24 Road from Mojo south to F ½ Rd. Older projects that utilized these funds include I-70B from 24 Road to Rimrock and the Riverside Parkway.

RELATIONSHIP TO TRANSPORTATION CAPACITY PAYMENT PROGRAM.

The undergrounding policy was developed prior to the most recent revisions of the City's Development Standards, at a time when developers were responsible for the construction of all half-street improvements adjacent to the property being developed. The development standards now only require the developer to pay for the improvements necessary for access and the safe ingress and/or egress of traffic to the development and do not require the developer to construct all the adjacent half of the street improvements (including curb, gutter, and sidewalk). Staff has reached out to several communities in Colorado and found a handful of communities have a similar program that requires undergrounding of existing overhead utility lines, including Pueblo and Fort Collins. Both Pueblo and Fort Collins exempt higher voltage lines (30 kV and 40 kV, and Fort Collins exempts short runs of less than 400 feet). All communities contacted require the undergrounding of new utilities. Most cities require new development to improve/construct the street and, at the same time, underground all overhead utilities. Below are a couple of key concepts from other undergrounding programs to consider:

WHY UNDERGROUND UTILITIES?

There are many drawbacks to having overhead distribution lines. Most importantly, they are susceptible to outages from falling trees and limbs, especially during storms. The poles are a roadway safety concern as they are a non-forgiving obstacle for drivers to avoid. The aesthetics of overhead lines are also often a concern to the public.

Underground distribution lines offer some notable benefits. While underground outages do occur, they are rare. In addition, lines provide better public safety since there are no exposed lines or falling poles. Underground systems are also hidden from view, and according to an American Planning Association publication, property values tend to be higher in neighborhoods with underground lines than in comparable neighborhoods with overhead lines. There are, however, inherent issues with lines that are undergrounded, mainly because they may be less visible and more susceptible to being hit while digging/boring and, in some cases, are more difficult to maintain.

Xcel staff concur with the issues identified above.

RELATIONSHIP TO COMPREHENSIVE PLAN.

The 2020 Comprehensive Plan provides the following:

Plan Principle 3: Responsible and Managed Growth (pg. 20). Strategy 3.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.

Principle 5: Strong Neighborhoods and Housing Choice, Goal 4(d)(pg. 29) 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.

Chapter 4, Area Specific Policies, Commercial Areas/Employment Centers/Streetscape (pg. 68): 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.

POLICY OPTIONS EXPLORED.

Over the past several years, staff along with various members of the development community have explored numerous options for policy changes of which several are outlined below.

For Frontages Less than 700 Feet that are allowed to pay a “fee in lieu” of undergrounding.

Option 1: Maintain current in-lieu fee.

Option 2: In-lieu fee increase. Maintain the option for a fee in lieu of payment for frontages less than 700 feet; however, increase the in-lieu fee to cover the average estimated cost per linear foot. Review the fee annually and adjust it to be consistent with the actual cost of undergrounding the utility lines. The current fee was established in 1997 and has not been adjusted since; it is set at a rate of \$25.65 per linear foot; the approximate average range of cost is \$250 to \$300 per lineal foot for Secondary lines, \$350 to \$500 per lineal foot for Primary lines and \$600 to \$8000 per foot for Feeder lines.

For Frontages Greater than 700 Feet that are required, currently without exception, to underground existing overhead utility lines. For the following options, staff has defined a Primary Line as “Electric Utility Lines either (GVP) of Overhead D4 Line Size, or (Xcel) a three-phase mainline (“feeder”) 600-amp or greater construction

and with conductors greater than #4/0 ACSR.” Secondary lines are defined as “Electric Utility Lines that are not Primary Lines.”

Due to the estimated expenses to underground Primary "Feeder" Lines, all options consider allowing Primary Lines to remain overhead and the option provides ways to approach to the Secondary Lines. However, the same approach could be used for Primary Lines should these lines be considered necessary to continue undergrounding.

Option 1: Secondary Line Underground. Developers continue to be required to underground secondary lines at full expense.

Option 2: In-Lieu Fund Participation. Developers continue to underground secondary lines, however, the developer may request a contribution of available Utility Undergrounding in-lieu funds (if available) from the City to offset the cost of relocating the existing Secondary Lines underground. The in-lieu fund contribution would result in the developer paying less than or equal to the amount that would be otherwise required by payment of the in-lieu fee.

Option 3: Reimbursement Agreement. For Secondary Lines, execute a reimbursement agreement to help the developer recoup some of their cost from the adjacent properties that will benefit from the undergrounding. A reimbursement model would only work if adjacent properties developed within an established timeframe (e.g. 10 years).

Option 4: City and Developer Cost Share. The developer is required to underground Secondary Lines while the City pays for half of the cost.

Option 5: Eliminated Requirement. The code requirement is eliminated, and the developer is relieved of the requirement to underground Secondary Lines.

Option 6: Underground Conversion Local Improvement District. Colorado law provides a process by which the cost of undergrounding may be assessed to benefiting properties.

WORKSHOP APRIL 15

At the City Council workshop on April 15, staff provided two options for consideration, including: **Option 1:** Exempt from underground Primary and Feeder lines, developers continue to be required to underground secondary lines at full expense. Continue to allow for frontages of less than 700 feet to pay an in lieu of undergrounding fee for secondary lines that is adjusted annually by the Construction Cost Index. Increase the in-lieu fee to ____% of the cost to cover the average estimated annual cost per linear foot. The fee should be periodically reviewed to align with the actual cost of undergrounding, and **Option 2:** The code requirement is eliminated, and the developer is relieved of the requirement to underground existing overhead lines.

At this workshop, City Council discussed exploring 1) providing all development (no

matter the frontage length) the option to either underground existing overhead utilities or to pay an in lieu fee of \$150 per lineal feet 2) allow for a developer to request a distribution from the Undergrounding Fund of up to 50 percent of the actual cost (without markup for Overhead and Profit), to the developer of materials and labor to underground those utilities.

Staff continues to be supportive of changes to this policy, while representatives from the development industry continue to be supportive of removing the requirement altogether. If the requirement continues the legal department will need to offer an opinion on how to develop a legislative history that advances legitimate governmental interests and addresses the nexus requirements for legal defensibility.

FISCAL IMPACT:

The fiscal impact to developers varies significantly. For example, A 70-acre development at 23 and H Road has over 3600 feet of line frontage. Current policy would require the developer to underground the power lines at an approximate cost of \$1.17 million. An adjacent property with only 320 feet of line frontage would be allowed to pay the in-lieu rate of \$25.65 per foot for a total of \$8,200, while the actual cost to underground the line eventually would be estimated at \$96,000. In this case, the in-lieu fee would only cover approximately 8.5 percent of the actual cost.

Larger capacity power lines are even more expensive. In 2017, the undergrounding of 1,680 feet of higher-voltage lines on Orchard between Cannell and 12th Street cost more than \$559,000, or \$333 per linear foot; today, this is estimated to cost more than \$1 million, or approximately \$600 per linear foot. If adjacent properties had been allowed at the time to pay just the in-lieu fee of \$25.65 per foot, only \$43,100 (or roughly 8 percent) of the cost would have been collected.

For the period of 2019 - 2023, the City has averaged \$87,650 per year for "in-lieu" fees.

2019	2020	2021	2022	2023
\$102,820	\$93,703	\$115,790	\$104,843	\$21,132

SUGGESTED ACTION:

Discussion and Direction Only.

Attachments

1. Utility Undergrounding - Code Text Amendment 06.17.2024
2. HBA Letter Regarding Electric Undergrounding

Current Code:

All new electric utilities shall be provided and paid for by the developer and shall be installed underground. Above-ground facilities associated with new installations (e.g., pedestals, transformers, and transmission lines of 50kv capacity or greater) and temporary overhead lines may be allowed if deemed necessary by the Director. All existing overhead utilities along streets contiguous with the development shall be installed underground prior to street construction. When the development has less than 700 feet of frontage along a street, the Director has discretion to accept a payment of cash in lieu of requiring the developer to underground the existing overhead utilities. The payment amount shall be determined as set forth in the adopted fee schedule

1. Adopt by Ordinance, Amending 21.05.020(d)(3)

- (a) Utilities All new utilities shall be provided and paid for by the developer and shall be installed underground. Facilities associated with new installations (e.g., pedestals, transformers, and transmission lines of 50kv capacity or greater) may be installed above-ground.
- (b) With an advance written application, a developer may request Temporary Overhead Lines be allowed. The Director will review the application and so long as the developer represents that the lines will be installed and maintained to the same standards as those of the certificated public utility providing electricity to the site the Director may allow the installation and use of Temporary Overhead Lines. Such may be installed to serve a temporary construction trailer or other similar temporary use. Use of approved Temporary Overhead Lines shall continue only for so long as the initial reason/need for the Temporary Overhead lines continues. In the event that the lines are not installed and/or not maintained to the same standards as those of the certificated public utility providing electricity to the site the Director may summarily revoke the approval for the installation and use of Temporary Overhead Lines and the developer shall be responsible for any and all costs incurred by the City in inspecting and/or disconnecting the lines.
- (c) Notwithstanding GJMC 21.05.020(d)(3) (a) above, existing overhead utilities along every street frontage contiguous with a development may remain above ground if the developer pays a fee in lieu of undergrounding ("FILU"). The amount of the FILU shall be established by separate resolution.
- (d) The City will budget and allocate an annual amount no less than the preceding year's FILU payments ("Undergrounding Fund"), for the purpose of undergrounding existing overhead electric utility lines within the City. Any unexpended portion of the Undergrounding Fund shall be carried over to succeeding years.
- (e) No developer(s) or successor(s) in interest that pays a FILU shall have any claim, right or vested interest to the FILU and/or the Undergrounding Fund.

2. Adopt by Separate Resolution

Commencing August 1, 2024, the fee in lieu of undergrounding (FILU) shall be \$150.00 per lineal foot of existing overhead utility line for each street and alley frontage of a development. Thereafter, the fee shall be adjusted annually based on the *Construction Cost Index* as published by the *Engineering News-Record*.

3. Adopt by Separate Policy Resolution

- (a) To the extent of monies available in the Undergrounding Fund, the City may, in accordance with the procedures set forth in this section, utilize the Undergrounding Fund to reimburse a developer that has undergrounded existing overhead utility lines in its project. A developer may request a distribution from the Undergrounding Fund of up to 50% of the actual cost (without markup for Overhead and Profit), to the developer of materials and labor to underground those utilities.
- (b) Distributions from the Undergrounding Fund will be on a first-come, first-serve basis and may be 'reserved' and held for a development or city project for up to twelve months. To reserve a distribution a developer must, in a form prescribed by the City and at the time of development application, submit a written, detailed, good faith estimate of the cost to underground, and, if acceptable to the City, the City will issue a reservation of the Undergrounding Fund in the estimated amount.
- (c) After a reservation has been made, reimbursement funds will be distributed after receipt of documentation verifying costs and within no greater than 180 days after undergrounding has been completion.
- (d) The City may request reservation and distribution of monies from the FILU in the same manner as a developer.

TO: Mayor Herman and Members of City Council
FROM: City Attorney John Shaver
CC: Interim City Manager Andrea Phillips
Community Development Director Tamra Allen
Engineering and Transportation Director Trent Prall

DATE: June 14, 2024

SUBJECT: HBA Letter Regarding Electric Undergrounding

On June 6th the Housing and Building Association of Western Colorado e-mailed the attached letter (Letter) to the City Council. That e-mail was not sent to City staff; however, it was forwarded by Council to staff for review. This memo serves as acknowledgement of receipt of the Letter, as well as provides information in advance of further discussion on June 17th, and that may assist in developing possible direction.

Background.

On December 20, 2023, the City Council approved Ordinance 5190 which updated the Zoning and Development Code (ZDC or Code). As you will likely recall, the Council received significant testimony and other input regarding the Ordinance/proposed changes to the ZDC, all of which is in the hearing record. While relevant, that record is not recounted here.

That record was developed in part by the Development Code Committee (DCC) and certain recommendations that it made concerning the ZDC. One of those recommendations concerned the requirement, or not, to underground existing overhead utilities. The DCC made various recommendations concerning this topic, all of which were documented in the materials provided to City Council for the December 4 work session.

On December 4th and then again on the 20th the City Council discussed the recommendations and policy considerations regarding undergrounding but did not reach consensus on making changes to the ZDC; however, at the December 20th hearing the City Council agreed to expedite further review and consideration of amending the ZDC.

On February 5, 2024, and on April 15, 2024, the City Council discussed the current requirements for existing overhead lines and received information relative to the size and type of overhead electrical lines. At the meeting on April 15th the Council asked the Staff to further develop policy options and for a recommendation(s). At that time the City Council had a preliminary discussion on i) exempting existing Primary and Feeder lines, with development continuing to be required to underground secondary lines at full

expense with frontages of less than 700 feet paying an in-lieu fee with a cost escalator; or, ii) amendment of the Code to relieve development of the requirement to underground existing overhead lines.

The June 17th City Council work session provides the next opportunity for the City Council to discuss these matters.

While the 2023 amendment of the Code provides a current opportunity to review policy, in a broad context the discussion of undergrounding is not new; the ZDC has required primary and secondary electric lines and communication lines to be undergrounded since 1977. With the 2000 ZDC there was a continued broadly applicable utility undergrounding requirement, and in 2004 with Ordinance 3610 an exception to the undergrounding requirement for properties of less than 700' was adopted. Ordinance 3610 found that undergrounding served the public interest by encouraging consistent and quality development. In 2012 with Ordinance 4498 the 700' standard was continued with an optional fee in-lieu. The undergrounding requirements were found to be consistent with and in support of the vision, goals and policies of the Comprehensive Plan. As provided in the Letter the HBA asserts that requiring new development projects to underground existing overhead utilities is not good public policy and/or contrary to law.

Discussion.

Ms. Dackonish as HBA legal counsel, and by extension HBA Executive Officer Ms. Heiny are in general not wrong that the current undergrounding requirements of the ZDC should be carefully considered and updated, which is in part why the Staff recommendations have come to Council as they have. While the current City requirement is not unique, and the consultant assisting with the ZDC amendment identified a number of communities that impose certain requirements that development projects underground utilities, the ZDC would benefit from a thorough review and determination of the policy objectives to be attained.

Over the course of many months the DCC, the consultant and the Planning staff discussed a range of approaches to possible amendment of the ZDC. Because of that work the Council is now appropriately considering amendment of the ZDC. While there are several approaches to amending the Code, if the Council concludes that imposing a fee regarding undergrounding existing lines is an important public policy to be advanced by the City, then to be defensible there will need to be a legislative record accompanying an amendment that describes benefits to development such as improved system reliability, reduced maintenance *etc.* as well as how the regulation will advance legitimate governmental interests and otherwise satisfy all applicable legal standards. Legitimate governmental interests may include, but not necessarily be limited to, improving the aesthetics of a community by keeping unsightly poles, lines and related above ground facilities and appurtenances out of view; providing better protection [to the facilities] from damage due to accidents with vehicles or other causes that

development may bring; better protection of the safety of people and property because of less likelihood of involvement of overhead facilities in mishaps such as homeowner interaction with the facilities, and/or improvement of visibility along streets and alleys, which may be found to improve the operational safety of the streets and alleys, and, the facilitation/implementation of certain goals and policies of the Comprehensive Plan. Recently, the City has launched the study process to update impact fees so the timing for consideration of these matters is opportune.

Also, the timing is favorable given the Council's consideration of alley improvement /local improvement districts. Specifically, Colorado law (29-8-101 C.R.S *et seq.* [Underground Conversion statute]) provides that the City is authorized to create LIDs to provide for the conversion of existing overhead electric or communication facilities to underground. While the City has not heretofore created an underground utility conversion LID, there is a clear and established legal process by which it may do so.

Recommendation.

The process provided by the Underground Conversion statute would be worth further consideration as it establishes a means by which the public purposes and benefits of undergrounding existing overhead utilities may be achieved within well established, existing law. Certainly, the Council may direct staff to continue to develop background on amending the Code to provide for a development related fee or exaction; however, as noted above that approach will necessitate further study and if supported by the results of the analysis extensive legislative findings being made.



6/3/2024

RE: City Undergrounding Policy

Mayor Herman and Members of City Council,

The Housing and Building Association of Western Colorado (HBA) wishes to share our perspective regarding the existing and proposed undergrounding policy alternatives. We appreciate the City's narrow focus on this item, as this has been an ongoing issue for many years. The HBA supports the existing policy regarding the undergrounding of new electrical and communication distribution facilities within the City of Grand Junction.

We believe the policy of requiring new developments to underground EXISTING facilities 1)negatively affects housing affordability, 2)limits housing supply, 3)decreases predictability in the delivery of new housing 4)is contrary to the City's comprehensive plan, and 5) is illegal.

City staff has done a great job of compiling the many years of the history and issues of the with the existing policy in the January 23, 2024 summary which is attached for reference. In regards to this summary, we believe the section Relationship to the Comprehensive plan is missing reference to the Comprehensive Plan Principle 11.3.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."

To put in the context of housing, development should pay its own way, a standard that we agree with.

Its also important to note that while the referenced plan principles may support requiring or prioritizing the undergrounding of existing utilities, they do no specify that new housing must pay for them. We recognize there are benefits to undergrounding utilities, especially aesthetics, but this is a broader public benefit and a "public burden which, in all fairness and justice, should

be borne by the public as a whole". It is either unfair or unfeasible to square this cost on only a small minority.

Another important point that is reiterated in the staff summary is that the Zoning and Development Code Committee AND Staff recommendation was to remove the requirement to underground existing utilities.

We'd also like to share with the you attached memo dated May 28th by Shelly Dackonish of Dufford Waldeck Law("Undergrounding Memo") considering the legality of both the undergrounding requirements as well as the fee-in-lieu requirement. Its is the HBA's opinion, based on the Undergrounding Memo, that both the requirement and its fee in-lieu do is "an improper exercise of the City's land-use police power because governmental interest is not sufficiently linked to development impacts."

As the staff summary recognized, this has been an issue for our housing providers for many, many years. With no current alternative that addresses the legality, fairness, and the high-cost on housing of this policy, we are asking that you consider amending the code per City of Grand Junction Staff and Zoning and Development Code Committee recommendation to remove the undergrounding requirement.

Sincerely,

A handwritten signature in black ink, appearing to read 'Shayna Heiney', written over a horizontal line.

Shayna Heiney, Executive Officer

MEMORANDUM

TO: Hogan Peterson
Western Colorado Housing and Building Association (“HBA”)

FROM: Shelly S. Dackonish
Dufford Waldeck Law

RE: Utility Undergrounding Fees / Requirements

DATE: May 28, 2024

Partners

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ISSUE

The City of Grand Junction requires all new utilities to be installed underground within new developments and, in addition, the City requires developers to underground, at the developer’s expense, existing overhead utility lines that are “along streets contiguous with the development.” When the “development has less than 700 feet of frontage along a street,” the Director can accept a payment of “cash in lieu” of undergrounding.

HBA members are concerned about the economic impact of this requirement on home building within the City and are wondering whether the undergrounding requirement comports with applicable law.

APPLICABLE LAW AND ANALYSIS

1. Undergrounding Requirements for Development

The Grand Junction Zoning and Development Code (Code) requires as follows:

(3) Utilities

All new electric utilities shall be provided and paid for by the developer and shall be installed underground. Above-ground facilities associated with new installations (e.g., pedestals, transformers, and transmission lines of 50kv capacity or greater) and temporary overhead lines may be allowed if deemed necessary by the Director. All existing overhead utilities along streets contiguous with the development shall be installed underground prior to street construction. When the development has less than 700 feet of frontage along a street, the Director has discretion to accept a payment of cash in lieu of requiring the developer to underground the

existing overhead utilities. The payment amount shall be determined as set forth in the adopted fee schedule.

Code, Section 21.05.020(d)(3). The level of the fee is established by the City Council from time to time.

2. Development Exactions and Constitutional Protections¹

Development exactions (fees and other conditions which impact private property) must comply with the constitutional standards articulated by the courts regarding taking of private property. A development “exaction” occurs when a local government conditions the approval of a development permit on:

- the dedication of land (including fee simple interests, easements, licenses, leases, or other interests in land), or
- the payment of money (such as impact fees and fees in lieu), or
- the provision of materials or services (such as construction of public improvements whether on- or off-site).

Exactions by local governments in connection with land use regulations, whether such exactions are *ad hoc* or legislative in nature, are subject to the Fifth Amendment of the U.S. Constitution (“Takings Clause” or “Fifth Amendment”). *Sheetz v. County of El Dorado, California*, 2024 WL 1588707. The Fifth Amendment provides:

“[...] nor shall private property be taken for public use, without just compensation.”
The Fifth Amendment of the U.S. Constitution is extended to the states and local governments by virtue of the Fourteenth Amendment, which provides:

“[...] nor shall any State deprive any person of life, liberty, or property, without due process of law...”

Development exactions are also subject to the Colorado Constitution, which provides in pertinent part:

Private Property shall not be taken or damaged, for public or private use, without just compensation.

Colorado Constitution: Article II, Section 15.

¹ Both the U.S. and the Colorado Constitutions protect private property from takings by the government without just compensation. This Memo only addresses federal constitutional jurisprudence, primarily because I think it is more protective of private property rights in this context. However, if a claim is brought under the Fifth Amendment, a state constitutional law claim should be brought simultaneously; so if you would like to know more about the extent of Colorado’s constitutional protections against development exactions, let me know and I will supplement this Memo.

A local government can take private property for a public purpose as long as the property owner is compensated at fair market value for the property taken. U.S. Const. Amend. 5. A local government also exercises its general police power in the context of development by adopting and enforcing regulations in relation to the development of property within its jurisdiction. The property owner's right of just compensation and the government's power of land-use planning co-exist and are interpreted together to give effect to both. *Sheetz v. County of El Dorado* 2024 WL 1588707 (U.S. Sup. Ct. 2024).

The Takings Clause saves individual property owners from bearing "public burdens which, in all fairness and justice, should be borne by the public as a whole." *Armstrong v. United States*, 364 U.S. 40, 49.

A development exaction is authorized where it is "reasonably necessary to the effectuation of a substantial government purpose;" however, it rises to the level of a taking where it saps too much of the property's value or frustrates the owner's investment-backed expectations. *Penn Central Transportation Co. v. New York City*, 438 U.S. 104, 123, 127 (1978). In other words, the Fifth Amendment is violated when land use regulation does not substantially advance legitimate state interests or denies an owner economically viable use of his land. *Lucas v. South Carolina Coastal Council* 055 U.S. 1003, 1016 (1992)

Although I am unaware of any case exactly on point, undergrounding of overhead utility lines almost certainly furthers a legitimate governmental interest, and so meets the threshold standard which allows government to "take" property at all. To name just a couple of the public benefits of the policy, it reduces visual clutter and promotes fire safety.

However, in the specific context of development exactions, the governmental purpose must be related to the impacts of the development on which the exaction is to be imposed. "When the government withholds or conditions a building permit for reasons unrelated to its legitimate *land-use interests*, those actions amount to extortion." *Sheetz* (emphasis added).

So, in addition to a legitimate governmental purpose, a development exaction must meet two additional standards. First, it must have an "essential nexus" to the government's land-use interest, ensuring that the government is acting to further its stated purpose, not leveraging its permitting monopoly to exact private property without paying for it. *Nollan v. California Coastal Comm'n*, 483 U.S. 825, 841. Second, it must have "rough proportionality to the development's impact on the land use interest and may not require a landowner to give up (or pay) more than is necessary to mitigate harms *resulting from the new development*." *Dolan v. City of Tigard*, 512 U.S. 374, 391, 393 (emphasis added). This is known as the *Nollan-Dolan* test for the constitutionality of development exactions.

The existence of overhead utility lines **does not in any way** result from the new development. It is an existing condition that the development does not cause or impact the overhead utilities. Therefore, based on Fifth Amendment jurisprudence, the undergrounding of existing overhead

utilities is, to quote the U.S. Supreme Court, a “public burden which, in all fairness and justice, should be borne by the public as a whole.” *Armstrong v. United States*, 364 U.S. 40, 49.

In *Sheetz*, the government argued that impact fees are not subject to the *Nollan-Dolan* test because they are legislative and not ad hoc, and the U.S. Supreme Court rejected that argument, specifically holding that impact fees must pass the *Nollan-Dolan* test. The *Sheetz* decision did not, however, evaluate the validity of the impact fee in question in that case, nor did it decide whether a permit condition imposed on a class of properties must be tailored with the same degree of specificity as a permit condition that targets a particular development. (*Sheetz*, Kavanaugh dissent.) For that, we look at Colorado’s Impact Fee Statute.

3. Development Fees and Statutory Protections

In Colorado, any impact fee and “other similar development charge” by a municipality must comply with C.R.S. §29-20-104.5 (“Impact Fee Statute”).² Impact fees and other similar development charges are authorized by the Colorado legislature “to fund expenditures . . . on capital facilities needed to serve new development.” C.R.S. §29-20-104.5(1). The fee must be legislatively adopted, generally applicable to a board class of property, and intended to defray the projected impacts on capital facilities *caused by proposed development*. C.R.S. 29-20-104.5(1).

In addition, the local government must “quantify the reasonable impacts of proposed development on existing capital facilities and establish the impact fee or development charge at a level no greater than necessary to defray such impacts *directly related to proposed development*.” C.R.S. 29-20-104.5(2)(a).

Moreover:

No impact fee or other similar development charge shall be imposed to remedy any deficiency in capital facilities that exists without regard to the proposed development.

C.R.S. 29-20-104.5(2)(a).

As mentioned above, the new development has no causal relationship with the fact that existing utility lines are overhead. Moreover, the fact that existing utility lines are overhead is by definition a deficiency in existing capital facilities. The City can remedy that deficiency, but it must do so out of the general fund, and not by extorting developers.

4. Landowner Remedies.

² While the City is calling the fee a “fee in lieu” and not calling it an impact fee, I think that the Impact Fee Statute still applies to the undergrounding fee because of its broad language and failure to define “impact fee” in any limiting way.

Local governments impose conditions on development that lack a sufficient connection to a legitimate land-use interest, even though the conditions amount to “an out-and-out plan of extortion.” *Nollan* at 837. This is primarily because landowners have not had any reasonable recourse or means to enforce the constitutional limitations on development exactions. They have been “likely to accede to the government’s demand, no matter how unreasonable,” just to be able to complete their project. *Koontz v. St. Johns River Water Management Dist.*, 570 U.S. 595, 605. However, some strides toward balancing the scales have been made within the last few years, at least in terms of federal constitutional jurisprudence.

In 2018, for example, *Knick v. Township of Scott*, the U.S. Supreme Court held that someone whose property has been taken by a local government has a claim under 42 U.S.C. §1983³ for deprivation of a right secured by the Constitution (namely, the 5th Amendment) that can be brought in federal court. Prior to *Knick* (decided in 2018) a property owner had to first exhaust remedies available for inverse condemnation in state court proceedings. After *Knick*, this is no longer required. A landowner can pay a fee or perform the exaction under protest so that the development project can move forward, and maintain the federal court action without it being mooted by the pursuit or completion of the development.

Additionally, because the cause of action is pursuant to §1983, the landowner can recover its attorneys fees under 42 U.S.C. §1988 if it prevails on the taking claim. These tip the scales slightly and make it somewhat more possible for a landowner to challenge this form of governmental overreach.

5. Conclusion

I think it is more likely than not that a court would find that the undergrounding requirement and fee in lieu are an improper exercise of the City’s land-use police power because governmental interest is not sufficiently linked to development impacts.

³ 42 U.S.C. §1983 provides that:

“Every person who, under color of any statute, ordinance, regulation, custom, or usage, of any State or Territory or the District of Columbia, subjects, or causes to be subjected, any citizen of the United States or other person within the jurisdiction thereof to the deprivation of any rights, privileges, or immunities secured by the Constitution and laws, shall be liable to the party injured in an action at law”

APPENDIX 1 Case Law Summaries

Summary of the Facts of U.S. Supreme Court Cases on Development Exactions

Nollan v. California Coastal Commission, 483 U.S. 825 (1987). The Nollans owned beach-front property, and sought a permit to rebuild a home that had been damaged. The California Coastal Commission required, as a condition of the permit, a public easement over their private beach. The U.S. Supreme Court held that the condition was invalid and violated the taking clause because it lacked an “essential nexus” to the alleged harmful impact. The impact was an increase in blockage of the view of the ocean, contributing to a “wall” of residential structures that would prevent the public “psychologically” from realizing a stretch of coastline exists nearby that they had a right to visit.

Dolan v. City of Tigard, 512 U. S. 374, 392 (1994). Florence Dolan sought a permit to expand her plumbing and electrical supply store. The City required her to dedicate some of her land for flood-control and a bicycle path. The U.S. Supreme Court held that even though there was an essential nexus, there was no proportionality between the required exaction and the nature and extent of the impact of the proposed development, so the condition of approval was a taking in violation of the 5th Amendment.

Koontz v. St. Johns River Water Management District 570 U.S. 595 (2013). Florida law protecting wetlands; Koontz owned 14.7 acres and he proposed to develop 3.7 acres of it and to give the District a conservation easement over the remaining 11 acres. The District rejected his offer and instead required Koontz to either (1) give a conservation easement over a larger area of his property or (2) pay for improvements to District wetlands miles away.

Knick v. Township of Scott, 139 S.Ct. 2162 (2019). Burial plots on Knick’s property. Town passed an ordinance requiring cemeteries to be open to the public during the day, and defining a cemetery as place or area of ground on public or private property utilized as a burial place for deceased human beings. Court found that the landowner could bring a takings claim in federal court under §1983 and receive compensation for a taking of their property.

Sheetz v. County of El Dorado, California, 2024 WL 1588707. George Sheetz wanted to construct a modest modular home on property in El Dorado County. The County had a traffic impact fee that was based on a rate schedule that took into account the type of development and its location within the County. The fee was \$23,420 for Mr. Sheetz’ property. Sheetz paid the fee under protest and filed a lawsuit in state court, claiming the fee was an unlawful exaction in violation of the Takings Clause and the *Nollan-Dolan* test. The County claimed that the fee was not subject to the *Nollan-Dolan* test because it was a legislative program rather than an ad hoc exaction. The Supreme Court disagreed with the County, held that the impact fee is subject to the *Nollan-Dolan* test, and remanded.

Summary of the Facts of Regulatory Takings Cases

Lucas v. South Carolina Coastal Council, 505 U.S. 1003 (1992) - A state law prohibited the plaintiff from building residential structures on two beachfront lots. The court held that, if a regulation results in either a "physical invasion" or a "total taking (a denial of all economic use of the land)," the owner has suffered a per se taking and is entitled to just compensation regardless of the public interest advanced in support of the restraint, unless the government can

identify "background principles of nuisance and property law" that prohibit the uses the owner intends under the circumstances in which the property is presently found.

City of Monterey v. Del Monte Dunes, 526 U.S. 687 (1999) - The city denied a permit application for an oceanfront development based on environmental impacts and access issues. The developer claimed that the city's permit denial had deprived it of all economic use of its property. The Court recognized the right to a jury trial in a regulatory takings case, and it upheld a \$1.45 million jury award to the landowner based on loss of economically viable use of its property. The Court characterized the Dolan test of rough proportionality as inapplicable to a takings claim based on unconditional denial of a development permit.

Agins v. Tiburon, 447 U.S. 255 (1980) - In a challenge to a city ordinance that limited development of the Agins' five-acre lot to between one and five homes, the Court adopted a two-part test for regulatory takings challenges. The application of a general zoning law to particular property is not a taking if the regulation substantially advances legitimate state interests and does not deny an owner economically viable use of his land.

Physical occupation of property

Loretto v. Teleprompter Manhattan CATV Corp., 458 U.S. 419 (1982) - A state law required that landlords allow the installation of cable television on their property and limited the payment from the cable company to no more than an amount determined by a state commission to be reasonable. The Court ruled the statute unconstitutional, holding that a permanent physical occupation of real property is a taking to the extent of the occupation, without regard to whether the action achieves an important public benefit or has only minimal economic impact on the property owner. The Court reasoned that, to the extent that the government permanently occupies physical property, it effectively destroys the owner's rights to possess, use, and dispose of the property.

Temporary takings

First English Evangelical Lutheran Church of Glendale v. County of Los Angeles, 482 U.S. 304 (1987) - The county adopted an "interim ordinance" that barred construction or reconstruction of buildings within an interim flood protection zone. The Court determined that "temporary" regulatory takings that deny landowners all use of their property are not different in kind from permanent takings for which the Constitution clearly requires compensation. Invalidation of the regulatory ordinance without payment of fair value for the use of the property during the period of the taking is a constitutionally insufficient remedy.

**APPENDIX 2
IMPACT FEE STATUTE**

C.R.S. §29-20-104.5

(1) Pursuant to the authority granted in section 29-20-104 (1) (g) and as a condition of issuance of a development permit, a local government may impose an impact fee or other similar development charge to fund expenditures by such local government or a fire and emergency services provider that provides fire protection, rescue, and emergency services in the new development on capital facilities needed to serve new development. No impact fee or other similar development charge shall be imposed except pursuant to a schedule that is:

(a) Legislatively adopted;

(b) Generally applicable to a broad class of property; and

(c) Intended to defray the projected impacts on capital facilities caused by proposed development.

(2) (a) A local government shall quantify the reasonable impacts of proposed development on existing capital facilities and establish the impact fee or development charge at a level no greater than necessary to defray such impacts directly related to proposed development. No impact fee or other similar development charge shall be imposed to remedy any deficiency in capital facilities that exists without regard to the proposed development.

(b) A local government shall confer with any fire and emergency services provider that provides fire protection, rescue, and emergency medical services in a new development, together with the owner or developer of the development, to assess and determine whether there should be an impact fee or other similar development charge imposed to defray the impacts to the fire and emergency services provider.

(c) If a local government, in its sole discretion, elects to impose an impact fee or other similar development charge to fund the expenditures by a fire and emergency services provider for a capital facility, then the local government and fire and emergency services provider shall enter into an intergovernmental agreement defining the impact fee or other similar development charge and the details of collection and remittance.

(d) A local government that imposes an impact fee or other similar development charge to fund the expenditures by a fire and emergency services provider for a capital facility shall pay the impact fees or other similar development charges collected to the fire protection and emergency service provider.

(3) Any schedule of impact fees or other similar development charges adopted by a local government pursuant to this section shall include provisions to ensure that no individual

landowner is required to provide any site specific dedication or improvement to meet the same need for capital facilities for which the impact fee or other similar development charge is imposed. A local government shall not impose an impact fee or other similar development charge on an individual landowner to fund expenditures for a capital facility used to provide fire, rescue, and emergency services if the landowner is already required to pay an impact fee or other similar development charge for another capital facility used to provide a similar fire, rescue, and emergency service or if the landowner has voluntarily contributed money for such a capital facility.

(4) As used in this section, the term "capital facility" means any improvement or facility that:

(a) Is directly related to any service that a local government or a fire and emergency services provider is authorized to provide;

(b) Has an estimated useful life of five years or longer; and

(c) Is required by the charter or general policy of a local government or fire and emergency services provider pursuant to a resolution or ordinance.

(5) Any impact fee or other similar development charge shall be collected and accounted for in accordance with part 8 of article 1 of this title. Notwithstanding the provisions of this section, a local government may waive an impact fee or other similar development charge on the development of low- or moderate- income housing or affordable employee housing as defined by the local government.

(6) No impact fee or other similar development charge shall be imposed on any development permit for which the applicant submitted a complete application before the adoption of a schedule of impact fees or other similar development charges by the local government pursuant to this section. No impact fee or other similar development charge imposed on any development activity shall be collected before the issuance of the development permit for such development activity. Nothing in this section shall be construed to prohibit a local government from deferring collection of an impact fee or other similar development charge until the issuance of a building permit or certificate of occupancy.

(7) Any person or entity that owns or has an interest in land that is or becomes subject to a schedule of fees or charges enacted pursuant to this section shall, by filing an application for a development permit, have standing to file an action for declaratory judgment to determine whether such schedule complies with the provisions of this section. An applicant for a development permit who believes that a local government has improperly applied a schedule of fees or charges adopted pursuant to this section to the development application may pay the fee or charge imposed and proceed with development without prejudice to the applicant's right to challenge the fee or charge imposed under rule 106 of the Colorado rules of civil procedure. If the court determines that a local government has either imposed a fee or charge on a

development that is not subject to the legislatively enacted schedule or improperly calculated the fee or charge due, it may enter judgment in favor of the applicant for the amount of any fee or charge wrongly collected with interest thereon from the date collected.

(8) (a) The general assembly hereby finds and declares that the matters addressed in this section are matters of statewide concern.

(b) This section shall not prohibit any local government from imposing impact fees or other similar development charges pursuant to a schedule that was legislatively adopted before October 1, 2001, so long as the local government complies with subsections (3), (5), (6), and (7) of this section. Any amendment of such schedule adopted after October 1, 2001, shall comply with all of the requirements of this section.

(9) If any provision of this section is held invalid, such invalidity shall invalidate this section in its entirety, and to this end the provisions of this section are declared to be non-severable.

4871-8700-9730, v. 6

4871-8700-9730, v. 6