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**PLANNING COMMISSION WORKSHOP AGENDA
CITY HALL AUDITORIUM
CITY HALL, 250 N 5TH STREET
THURSDAY, OCTOBER 17, 2024 - 12:00 PM
Attend virtually: bit.ly/GJ-PCW-2024**

Call to Order - 12:00 PM

Other Business

1. Discussion Regarding Pedestrian Connection Requirements in the Zoning and Development Code.
2. Discussion Regarding Zone District Setbacks in the Zoning and Development Code

Adjournment



Grand Junction Planning Commission

Workshop Session

Item #1.

Meeting Date: October 17, 2024
Presented By: Timothy Lehrbach, Senior Planner
Department: Community Development
Submitted By: Tim Lehrbach, Senior Planner

Information

SUBJECT:

Discussion Regarding Pedestrian Connection Requirements in the Zoning and Development Code.

RECOMMENDATION:

EXECUTIVE SUMMARY:

Discussion Regarding Pedestrian Connection Requirements in the Zoning and Development Code.

BACKGROUND OR DETAILED INFORMATION:

Background

In preparing the Zoning and Development Code update for adoption, as well as in training with staff and meetings with applicants on implementation of the new code, staff identified some items that were amended which may conflict with standard practice or could use additional clarification. Staff is committed to ensuring that these items are handled diligently to minimize disruption to the development workflow as the new code is implemented. This agenda item is intended to review a topic regarding pedestrian connections to new development, which has received attention from both staff and the development community.

The Zoning and Development Code's Site and Structure Development Standards provide, under Multi-Modal Transportation System, that "each development with one or more buildings (except detached dwellings) shall provide paved pedestrian sidewalk connections to nearby public streets. An adequate physical separation between pedestrian connections and parking and driveway areas shall be provided" (Grand Junction Municipal Code 21.05.020(e)(1)(iii)).

This language was proposed in response to a substantial number of provisions having been flagged by the code committee for further discussion as the code adoption process progressed. Staff reviewed each item with the code committee and shared the language which ultimately was adopted. No objections or suggested revisions to the final draft language were raised by the code committee.

The provision is one of several form-based provisions in the Zoning and Development Code intended to implement priorities identified by the community and its elected leadership through the One Grand Junction Comprehensive Plan (Comprehensive Plan) and the City’s Strategic Framework.

Comprehensive Plan

The Comprehensive Plan, adopted in 2020 following a robust public engagement and hearings process, includes several aspirational statements and implementing principles, goals, and strategies related to improving walkability, multimodal transportation, sustainability, public health, a sense of community and belonging, mixed-use development, and economic flourishing.

Strategic Framework

The City’s Strategic Framework, reviewed and updated annually by the City Council, includes elements pertaining to “people-centric spaces with inclusive infrastructure,” “multi-use environments,” “innovative and visionary policies,” “intentional growth,” “a sense of belonging,” “access to the amenities and services [people] need to thrive,” “balancing fiscal responsibility and environmental health,” “urban innovation,” and “enhancing outdoor lifestyle.”

Community Satisfaction Survey

The City of Grand Junction, through a collaboration between the Communications and Engagement department and RRC Associates, recently completed its biannual Community Survey. The results reinforce residents’ prioritization of walkability and pedestrian/bicycle-friendly amenities. Among neighborhood concerns, residents’ second- and fourth-highest concerns were “Most of the places I regularly go are farther than a 15-minute walk” and “Hard or unpleasant to walk/bike to nearby destinations.” Trails were the highest priority Parks and Recreation improvement for residents.

Alternatives

A draft text amendment is enclosed. Each of the subsections (A) through (D), including the exceptions and standards within (C) and (D), may be considered independently of one another or in combination, each constituting an alternative course of action. The alternatives are intended to respond to the issues identified by staff and the development community and discussed at the September 5, 2024, Planning Commission workshop, while preserving the intent and effectiveness of the provision. Additional alternatives include leaving the provision unchanged, considering additional exceptions or design standards, or repealing it in its entirety.

SUGGESTED MOTION:

This item is for discussion purposes only.

Attachments

1. 2024 Draft Code Edits_10.17 - PC Workshop
2. ZDC Development Code Update Committee Position 10162024
3. High Country Beverage Planning Commission
4. Pedestrian Connections - PC Workshop Presentation - FINAL
5. Urgent Solutions Needed to Protect Commercial Investment
6. Planning Commission Alex Vat Lucky Me Convenience Store Letter
7. McDonald's Orchard Mesa_Memo

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21.05.020 REQUIRED IMPROVEMENTS

...

(e) Multi-Modal Transportation System

(1) Design Standards

...

- (iii) Each development with one or more buildings (except detached dwellings) shall provide paved, direct pedestrian sidewalk connections to nearby public streets. ~~An adequate physical separation between pedestrian connections and parking and driveway areas shall be provided.~~
 - (A) Development adjacent to more than one public street shall provide a minimum of one connection, provided such connection is to a public sidewalk allowing continuous travel to all adjacent streets.
 - (B) A minimum of one connection shall be separated from motor vehicle areas by a curb or other physical barrier approved by the Director.
 - (C) A required connection may be allowed a maximum of one crossing of a motor vehicle area for development with one or more of the following characteristics:
 - a. Agriculture.
 - b. Natural resource extraction.
 - c. Solid waste.
 - d. Utilities and telecommunications.
 - e. Vehicle repair, minor or vehicle wash.
 - f. Wholesale, warehouse, or mini-warehouse.
 - (D) If a required connection crosses a motor vehicle area, as allowed under (C) above, the following standards shall be met for any such crossing:
 - a. The crossing shall be at a perpendicular angle to the vehicular path of travel.
 - b. The design speed of the vehicular approach shall not exceed 25 MPH.
 - c. The distance of the crossing shall be the minimum necessary. A crossing greater than 12 feet, or one vehicle lane, shall provide a pedestrian refuge island between vehicle lanes.
 - d. Curb extensions shall be used as needed to minimize crossing distance and maximize visibility.
 - e. The crossing shall maintain a continuous height consistent with the sidewalk.
 - f. Vehicle turning movements shall be spaced as far as possible from the crossing.
 - g. Lighting shall be provided in accordance with Table 21.11-1.

- h. Advance warning signage and striping shall be provided. Refer to Transportation Engineering Design Standards (TEDS) 29.48.060 for example treatments.
- i. The crossing shall be constructed of concrete which contrasts in color and/or texture with the pavement of the motor vehicle area.

ZDC Update Committee
250 N. 5th Street
Grand Junction, CO 81501

10/16/2024

Planning Commission
City of Grand Junction

Re: ZDC Update Committee- Position Regarding - ZDC 21.05.020 (e) (1) (iii) Multi-Modal Design and ZDC 21.05.060 (e) (1) Site Design - Circulation

Dear Planning Commission:

At the behest of community members, property owners and project applicants experiencing stalled and terminated development applications, the Zoning and Development Code Update Committee (the "Committee") has conducted a review of certain ZDC provisions that have been interpreted and implemented in a manner that requires separated and exclusive pedestrian access from perimeter sidewalks to commercial buildings that is not allowed to cross any internal circulation/drive aisle, parking lot, or driveway.

The two code sections that the Committee reviewed are below and the referenced Site Plan Application disputes have specifically related to the highlighted language.

First Code Section

ZDC 21.05.020 (e) Multi-Modal Transportation System

(1) Design Standards

(iii) Each development with one or more buildings (except detached dwellings) shall provide paved pedestrian sidewalk connections to nearby public streets. **An adequate physical separation between pedestrian connections and parking and driveway areas shall be provided.**

Second Code Section

ZDC 21.05.060 (e) (1) Site Design – Circulation

(1) Circulation

(i) A six-foot-wide sidewalk shall be provided from the street to the front of all principal building main entrances.

(ii) Pedestrian paths shall be established between neighboring buildings, between buildings and outlying parking areas, and between buildings and transit facilities.

(A) Pedestrian paths shall be clearly visible, have adequate lighting, and be designed to be reasonably direct.

(B) Where pedestrian paths cross vehicular routes, a change in paving materials, textures, or colors shall be provided to emphasize the potential conflict point, improve visibility, enhance safety, and enhance aesthetics.

(iii) On-site signage and traffic markings shall be provided as necessary to facilitate circulation and improve public safety and awareness.

Although the language highlighted in blue seems to provide methods to create a balance between on-site vehicular circulation and pedestrians at points of crossing, the language highlighted in yellow is being interpreted to mean a pedestrian path cannot cross an onsite vehicular path and the inability of vehicle paths to cross and parking areas to intersect has led to dysfunctional vehicular circulation for most commercial site plans.

In light of the aforementioned issue committee members were asked to respond in agreement or disagreement to the following two statements:

- **Statement #1:** There should be direct and exclusive pedestrian paths from sidewalks to a building that are not allowed to cross or share on-site low speed vehicular lanes or parking areas at any time.
- **Statement #2:** Pedestrian crossings of on-site low speed vehicle lanes and parking areas should be allowed, although minimized, when designed in accordance with the design requirements that have already been provided by the code in Section ZDC 21.05.060 (e) (1) (B) (See above in blue).
- **Statement #3:** *(insert alternative statement, comments, or ideas here)*

Of the ten committee members that responded to the survey none agreed with Statement 1 and all agreed with Statement 2.

In addition to voicing their agreement certain Committee members provided the following comments:

Committee Member Kevin Bray:

“From my standpoint, regardless of whether we are talking about drive-thru, storage unit, retail, or industrial, it is the comprehensive plan and zoning that not only allow for the specific use but encourage it in order to meet the goals of the city. Either the code as written, or the interpretation of, is giving primary consideration to the pedestrian use which is super-ceding the consideration of the use itself. The code should be serving the use as allowed in the zoning, and the zoning should be serving the goals in the comprehensive plan. The current situation seems to be in reverse.

On an even less informed note, this pedestrian access does not seem to be a problem that is otherwise needing to be solved although statement # 2 would be in improvement. Every person that steps out of a car is a pedestrian and it does seem like an acceptable way to enter grocery stores, restaurants, and large box retail. Why is it now unacceptable for pedestrians entering the site by other means to be treated differently at the expense of efficient and functional design?”

Committee Member Sandra Zoldowski Director Horizon Drive District:

“I disagree with Statement #1. I agree with Statement #2 and urge common sense in developing criteria for the safety of the public as well as expediting new business development.”

Committee Member Mike Foster:

“I agree with Statement #2 and given the fact that Statement #1 renders all allowed vehicle related uses in the non-residential zoning districts non-implementable, I disagree with Statement #1.”

Committee Member Jane Quimby:

“I also agree with Statement 2. Flexibility is key. As a residential developer, I did not get deep into the weeds regarding this issue as it affects commercial projects, but it seems pretty clear that the intention to provide safe ingress/egress for pedestrians/bikes is a desirable outcome for any business. I think interpreting this to mean there can be no pedestrian/bike crossing of an on-site vehicle path is unrealistic. The specific commercial use is certainly a consideration (self-storage vs fast food for example) - but my recollection of this issue during code committee discussions was that if strictly interpreted, this code provision was going to be highly problematic. Based on Mike’s specific project information - it looks to be coming true. I may not have a particular dog in the fight (right now) - but I definitely support flexibility and wide latitude in interpretation - or an outright modification to the current code provision(s).”

Committee Member Candace Carnahan:

"I fully support Statement #2, as it aligns closely with the flexibility we intended to provide in the Zoning and Development Code. Allowing pedestrian crossings over on-site low-speed vehicle lanes, when properly designed, maintains both safety and functionality.

As we worked through the various updates as a committee, we emphasized the need for adaptability, including the possibility of appeals or exceptions. I share your concern that the current interpretation now enforces a rigid, one-size-fits-all approach. The original intent of this provision was to balance pedestrian and vehicular circulation in a way that would enhance safety while still accommodating diverse project needs. It's troubling to see that this has evolved into an interpretation that leaves no room for flexibility based on zoned use. I believe our input here is crucial to uphold the intended spirit of the code as a living document that serves our community effectively.

I look forward to the meeting on the 17th and hope that staff will work to address this issues with expedited speed as millions of dollars in commercial investment in our community is currently waiting to see the outcome."

Committee Member Ron Abeloe:

"I agree with statement #2, I do not believe that it was ever our intent to require what is currently being required by the planning department. People safely navigate parking lots to access commercial buildings thousands of times every day. I certainly agree with making those crossing points very visible through either marking, signage or differentiated paving materials but that should be more than adequate."

Committee Member Mark Austin:

"I agree with Statement #2. I do not recall any discussions about pedestrian walks not being able to cross vehicle travel lanes, parking lots, or drive thru lanes, or any discussion about "PHYSICAL SEPARATION". What I recall is we discussed as a group, the North Avenue and 29 Road Taco Bell site and agreed this site layout was acceptable. From what I recall, this site was also primarily discussed for Drive Thru Facilities along street frontages, but the site also had a landscape buffer between the street sidewalk and the drive thru lane, and there were two pedestrian walks which crossed drive thru lanes."

Committee Member Ivan Geer:

"I agree with statement #2. I also do not recall a provision that would require a pedestrian walk without vehicle crossings. On most sites this would be impossible to implement."

Committee Member Bill Wade:

“I don’t understand how the area highlighted in yellow can be interpreted as requiring an absolute separation. I’m in favor of a measured approach like the number two option allowing for careful design and materials options that can provide access across low-speed traffic lanes.”

Given the extensive commentary and unanimous acknowledgement of Statement 2 above the Committee respondents would recommend that **ZDC 21.05.020 (e) (1) (iii)** above be rewritten as follows:

“Each development with one or more buildings (except detached dwellings) shall provide paved pedestrian sidewalk connections (pedestrian paths) to nearby public streets. Adequate physical separation between pedestrian connections and parking and driveway areas shall be provided with the following circulation design; pedestrian paths that are clearly visible, have adequate lighting, and are designed to be reasonably direct and where aforementioned pedestrian paths cross vehicular routes, a change in paving materials, textures, or colors shall be provided to emphasize the potential conflict point, improve visibility, enhance safety, and enhance aesthetics.”

If the Grand Junction Planning Commission has further questions regarding the code comments and suggested code revisions herein the members of the Committee are available to discuss.

Dear Members of the Grand Junction Planning Commission,

On behalf of High Country Beverage, I would like to express our sincere appreciation for the ongoing efforts by the City Planning Department to support the development and growth of our community. Your commitment to enhancing the quality and functionality of our city's infrastructure is evident in the thoroughness with which you approach each project.

High Country Beverage is proud to invest in Grand Junction. We have chosen this community for our expansion because we believe in its potential and share in its goals for economic vitality. However, as we move forward with this project, we are facing significant challenges related to Zoning and Development Code Section 21.05.020 (e), which pertains to the Multi-Modal Transportation System and, specifically, the design standards requiring pedestrian sidewalk connections to nearby public streets.

While we support the intent behind this code, the current requirement restricts our ability to provide full 360-degree driving access around our building—something that is absolutely critical for the movement of product during our daily operations. In fact, no other community across Colorado imposes such restrictions, and this could severely impact our operational efficiency and potentially limit our ability to effectively serve our customers.

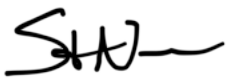
After 16 months of dedicated pre-development work, we are deeply invested in making this project a reality. However, the current code, as written, poses a significant barrier that may jeopardize our ability to proceed. Moreover, we are concerned about the safety implications of the restricted access, which could hinder first responders' ability to quickly and safely reach all areas of the building in case of an emergency.

For these reasons, we respectfully request the Commission to consider an adjustment to the development code, allowing for exemptions or modifications when circumstances such as these arise. This flexibility would not only facilitate our project but would also enable future developments to align with both regulatory standards and practical business needs.

High Country Beverage remains dedicated to advancing projects that align with the city's vision while enhancing the vibrancy and functionality of our community. We believe that with some flexibility, we can achieve a solution that upholds the intent of the code while allowing this project to proceed without unnecessary compromise.

Thank you for your time and attention to this matter. We look forward to continuing our collaboration with the Planning Commission and are hopeful for a resolution that serves the best interests of both the city and its business community.

Sincerely,



Steve Nichols
President
High Country Beverage



Pedestrian Connections

Planning Commission Workshop
October 17, 2024

Overview

- Background
- Issues
- Alternatives
- Discussion

Zoning and Development Code 21.05.020(e)(1)(iii)

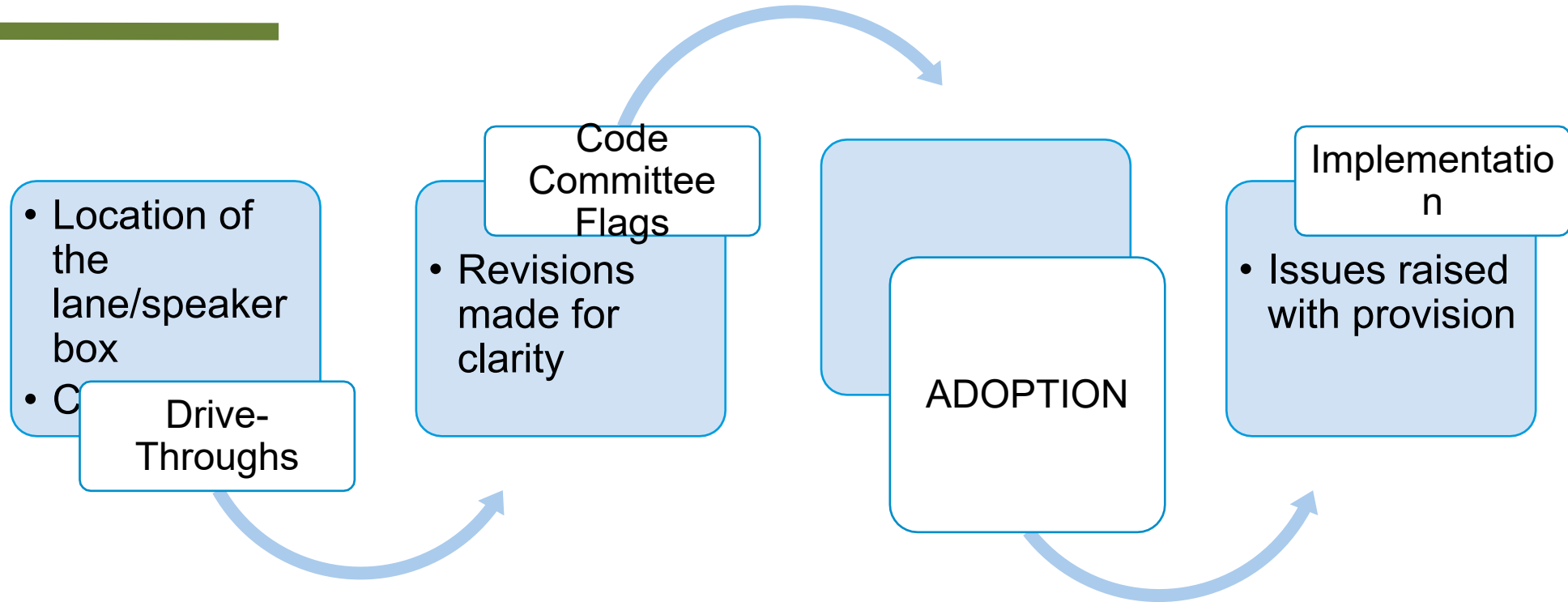
“Each development with one or more buildings (except detached dwellings) shall provide paved pedestrian sidewalk connections to nearby public streets. An adequate physical separation between pedestrian connections and parking



Background

- Zoning and Development Code adoption
- *One Grand Junction Comprehensive Plan*
- Strategic Framework

Zoning & Development Code Adoption



Goal 3. *Promote business growth for a diverse and stable economic base.*

f. BARRIERS. Continue to identify and pursue ways to **reduce barriers to entry for new businesses.**

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

g. PARKING. Allow for **sufficient parking that does not unduly burden businesses** with the cost of building or maintaining surface lots.



Plan Principle 2: Resilient & Diverse Economy

Goal 6. *Support the development of neighborhood-centered commercial uses and mixed-use development.*

b. MIX OF USES. Support the creation of a **mix of uses in neighborhood centers and along prominent corridors that reflect the needs of adjoining residents and the characteristics of individual neighborhoods**, including, but not limited to retail, office, entertainment, schools, libraries, parks, recreation amenities, transit facilities, and other amenities.

c. WALKABLE CENTERS. Support the development of **walkable community/neighborhood commercial centers that provide a variety of services and amenities to the immediate area**, expand housing options, and/or provide live-work opportunities. Centers will vary in size and type but should be located consistent with the Commercial and Industrial Areas Framework Map.

e. CONTEXT-SENSITIVE DEVELOPMENT. Ensure that all development contributes to the positive character of the surrounding area. **Tailor building materials, architectural details, color range, building massing, and relationships to streets and sidewalks to the surrounding area.**

Goal 7. *Continue efforts to create a community that provides a sense of arrival, attractive design, and well-maintained*

b. DESIGN STANDARDS. Develop basic design standards for key corridors to **improve the overall visual cohesiveness and appeal of an area** as well as improve upon the overall physical appearance of the city.

Plan Principle 3: Responsible and Managed Growth

Plan Principle 5: Strong Neighborhoods and Housing Choices

Where We Are Today

Residents currently express a **preference for homes in neighborhoods that are walkable** and are located near amenities such as shopping and dining or that have access to parks and trails.

Where We Are Going – High Quality Development

The City's neighborhoods have focused on **connecting residences to surrounding commercial areas** and amenities providing a **high level of walkability** and bikeability. **Working closely with the development community and property owners**, the City has ensured that **residential areas are supported by walkable and bikeable connections** between neighborhoods, commercial areas, and parks and open space.

Goal 1. *Promote more opportunities for housing choices that meet the needs of people*

e. AGE IN PLACE. Encourage housing options and **infrastructure designed to accommodate multigenerational needs** to increase the ability of residents to remain in their homes as they enjoy old age.

Goal 3. *Support continued investment in and ongoing maintenance of infrastructure and amenities in*

d. Promote land use patterns that **provide neighborhoods with local services and gathering places**, including parks, grocers, and cafes.

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

c. INNOVATIVE DESIGN. **Encourage creativity, flexibility, and innovation in the design and construction of new developments** and neighborhoods to adapt to unique site conditions and that **promote an engaged community and facilitate active and healthy lifestyles** (e.g., co-housing, community gardens, and recreational amenities).

Plan Principle 5: Strong Neighborhoods & Housing Choices

Goal 4. Promote the integration of transportation mode choice into existing and new neighborhoods.

a. NEIGHBORHOOD CONNECTIONS. Connect new and existing neighborhoods with features such as sidewalks, trails, parks, schools, community gardens, and other gathering spaces to provide opportunities for interaction and strengthen a sense of community.

b. CONNECTIVITY AND ACCESS. Promote housing density located near existing or future transit routes and in areas where pedestrian and bicycle facilities can provide a safe and direct connection to neighborhood and employment centers.

c. MISSING LINKS. Prioritize walking and bicycling infrastructure improvements needed to complete gaps or “missing links” between existing neighborhoods and other community destinations such as schools, transit stops, neighborhood centers, parks, public open space, and trailheads.

d. INFRASTRUCTURE IMPROVEMENTS. Prioritize infrastructure improvements, such as traffic calming enhancements, sidewalk repairs, bikeways, street tree plantings, and undergrounding of overhead utilities to improve safety and quality of life for neighborhood residents based on documented deficiencies.

**Plan
Principle 5:
Strong
Neighborhoods
& Housing
Choices**

Plan Principle 6: Efficient and Connected Transportation

Where We Are Going – Efficient and Varied Mobility

By the year 2040, Grand Junction has become a model for transportation access, mobility, and promoting the use of alternative fuels and electric vehicles. **Transportation access and mobility have been achieved through connected and accessible neighborhoods and commercial areas. Commute times remain low and regional access by car is efficient. This is due, in part, to the City encouraging higher-intensity, walkable development in key areas and along major corridors, getting people out of their cars except for essential trips.** During roadway capacity projects, the City's implementation of its Complete Streets Policy has enabled the integration of new sidewalks and the development of new bikeways. As a result, **Grand Junction's roadway network remains efficient for automobile traffic while supporting convenient and safe connections for bicyclists and pedestrians citywide.**

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

~~Goals.~~
Encourage the use of transit, bicycling, walking, and other forms of transportation.

a. **BALANCED MODES.** Consider and strive to balance the safety and needs of all transportation modes—driving, bicycling, walking, and taking transit—in day-to-day planning, development review, and decision-making by the city.

b. **TRANSIT CORRIDORS.** Improve and enhance transit corridors and **equally prioritize transit with other modes of travel** along corridors such as Patterson Road, North Avenue, and 12th Street.

d. **FIRST AND LAST MILE CONNECTIONS.** Prioritize pedestrian and bicycle improvements in areas where transit service exists to provide safe and continuous routes between transit stops and adjacent uses and to increase the accessibility of transit service.

f. **TRANSIT SUPPORTIVE DEVELOPMENT.** Encourage development with intensity and density in regional and employment centers, along urban corridors, and in other locations that are currently served by transit. Pursue corridor-specific plans to further encourage transit-oriented/supportive development.

Plan Principle 6: Efficient & Connected Transportation

Chapter 3: Land Use and Growth

Housing Supply and Needs

[...] 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.

Chapter 4: Area-Specific Policies

Commercial Areas: Regional Centers

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

Circulation and Access

Transit routes and bus stops should be provided at locations that allow for direct links and easy accessibility. **Internal walks should provide easy and direct connections through parking areas, from the street to store entries.**

Strategic Framework 2024

Placemaking

Grand Junction catalyzes projects and investments that **emphasize people-centric spaces with inclusive infrastructure that promotes vibrant, multi-use environments** to ensure people can comfortably live, recreate, and move throughout our community.

Thriving & Vibrant

Grand Junction is recognized for its economic vitality, innovative and visionary policies, intentional growth, talented workforce, and for **fostering a thriving environment for all.**

Strategic Framework 2024

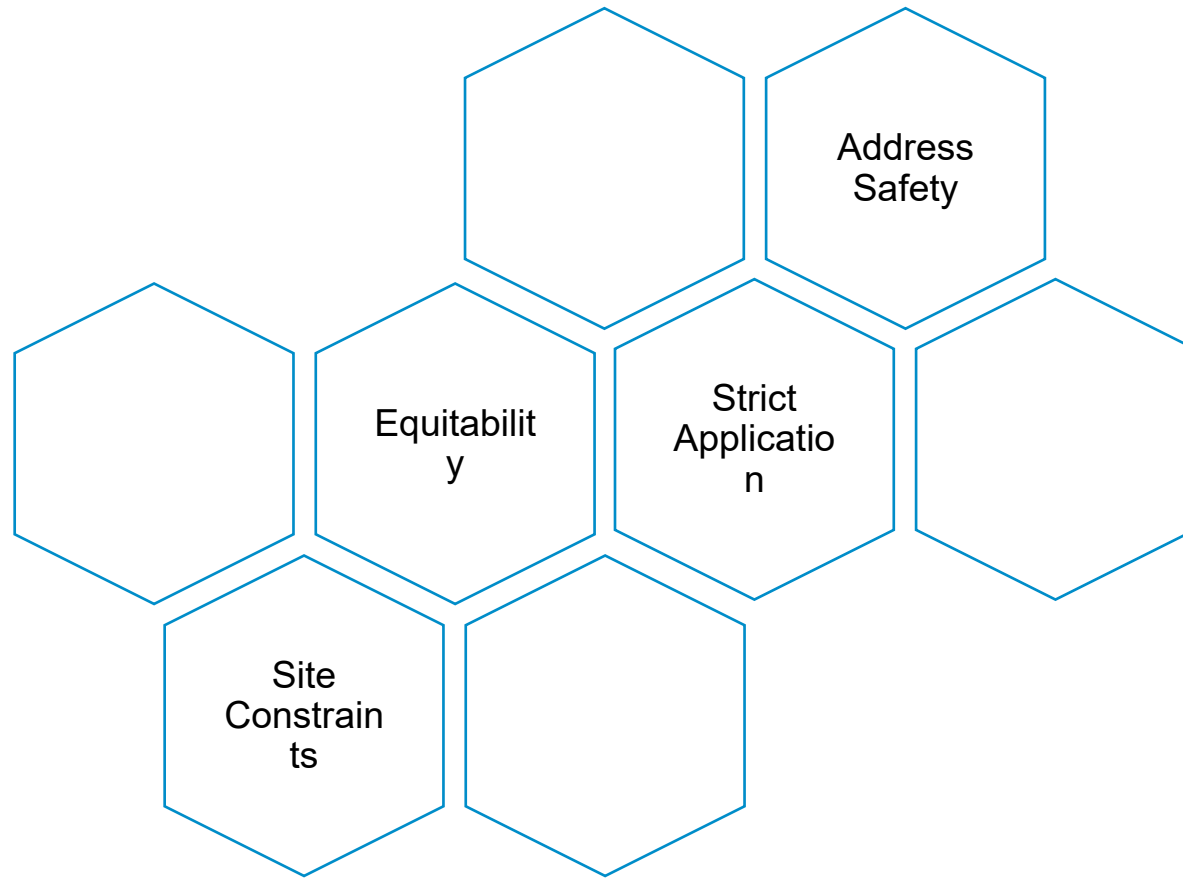
Welcome, Livable, and Engaging

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.

Resource Stewardship

Grand Junction is committed to **balancing fiscal responsibility and environmental health** and fosters a unique blend of natural beauty and **urban innovation** by maintaining an accessible well-kept environment, enhancing outdoor lifestyle, and preserving community character.

Issues



Issue 1. Site Constraints

- Concerns that the provision cannot be met on many sites or is too constraining or too costly.
- All development regulations constrain site design.
- What goals are the regulations adopted and implemented to achieve?
- What outcomes are desirable? Acceptable?

Issue 2. Equitability

- Is safety for pedestrians entering the site from the street being favored or protected to a higher standard than drivers walking from vehicles to the building, pedestrians walking between buildings, and pedestrians walking along the street?
- Parking lots, drive-throughs, etc. are safe for some to cross, but not others?
- 15-25% of reported vehicle-pedestrian crashes occur in parking lots and driveways.
- Effects of provision extend beyond safety.

Issue 3. Strict Application

- Is “adequate physical separation” unnecessary for some uses or in certain circumstances?
- Are limited crossings acceptable in some circumstances?
- What circumstances merit an exception?
 - Use?
 - Location?
 - Other?

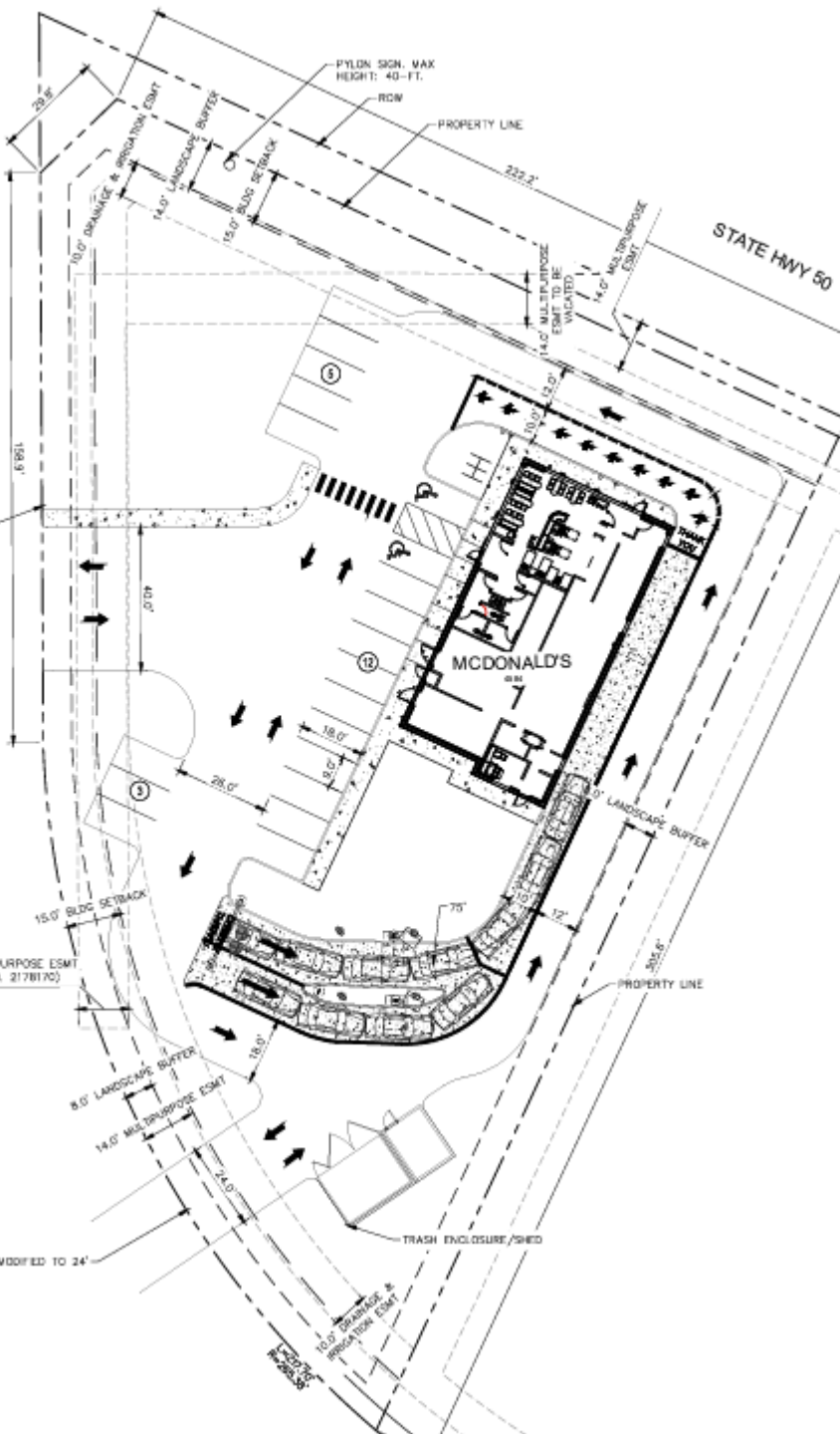
Issue 4. Address Safety

- Is complete separation of pedestrians from vehicle areas is necessary to ensure safety?
- Are specified design standards sufficient to protect pedestrians at crossings?
- What standards?
 - Existing or amended language at 21.02.060(e)(1).
 - Sample language in staff draft.
 - Code committee recommendation.
 - Allow crossings that satisfy design standards in some cases or all cases?

No Change to 21.05.020(e)(1)(iii)

Continue to implement the standard as strictly interpreted.

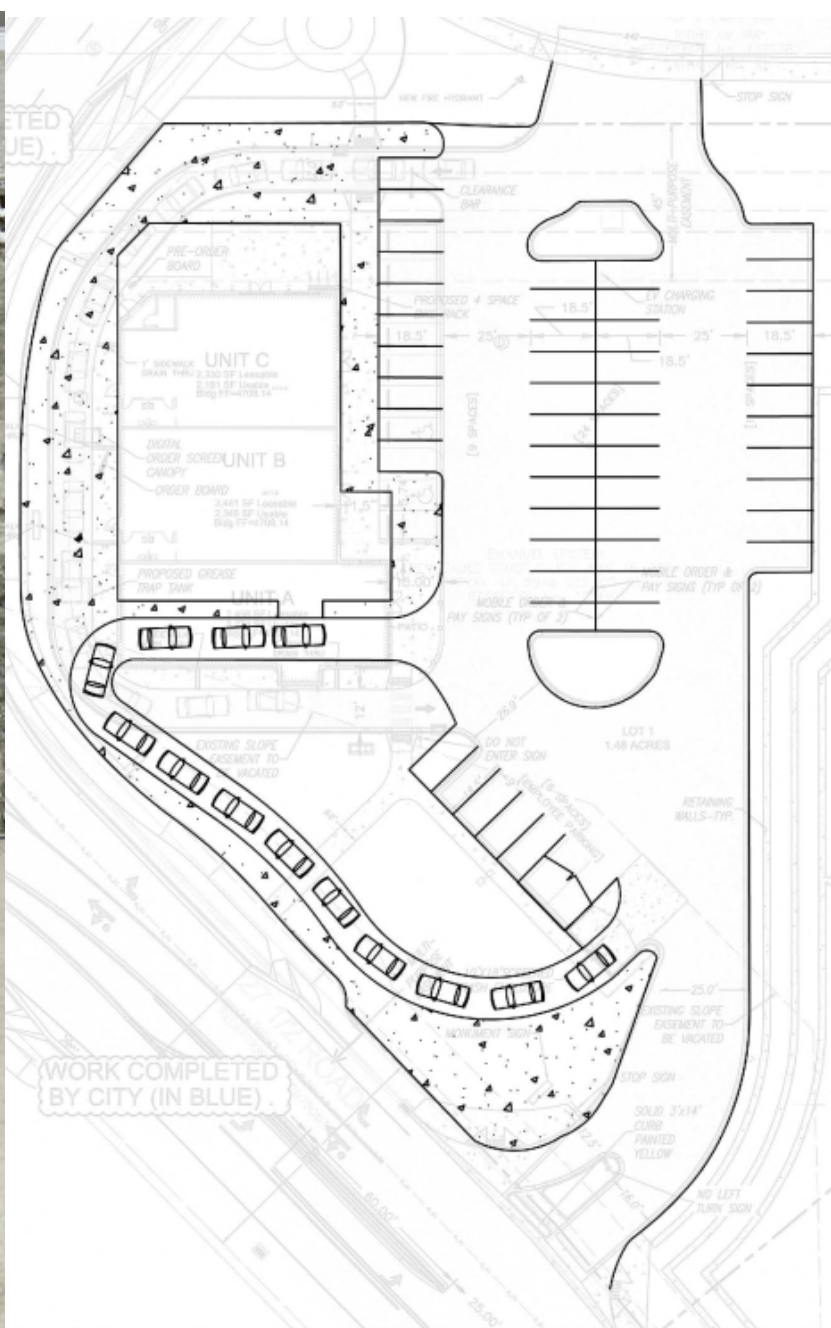
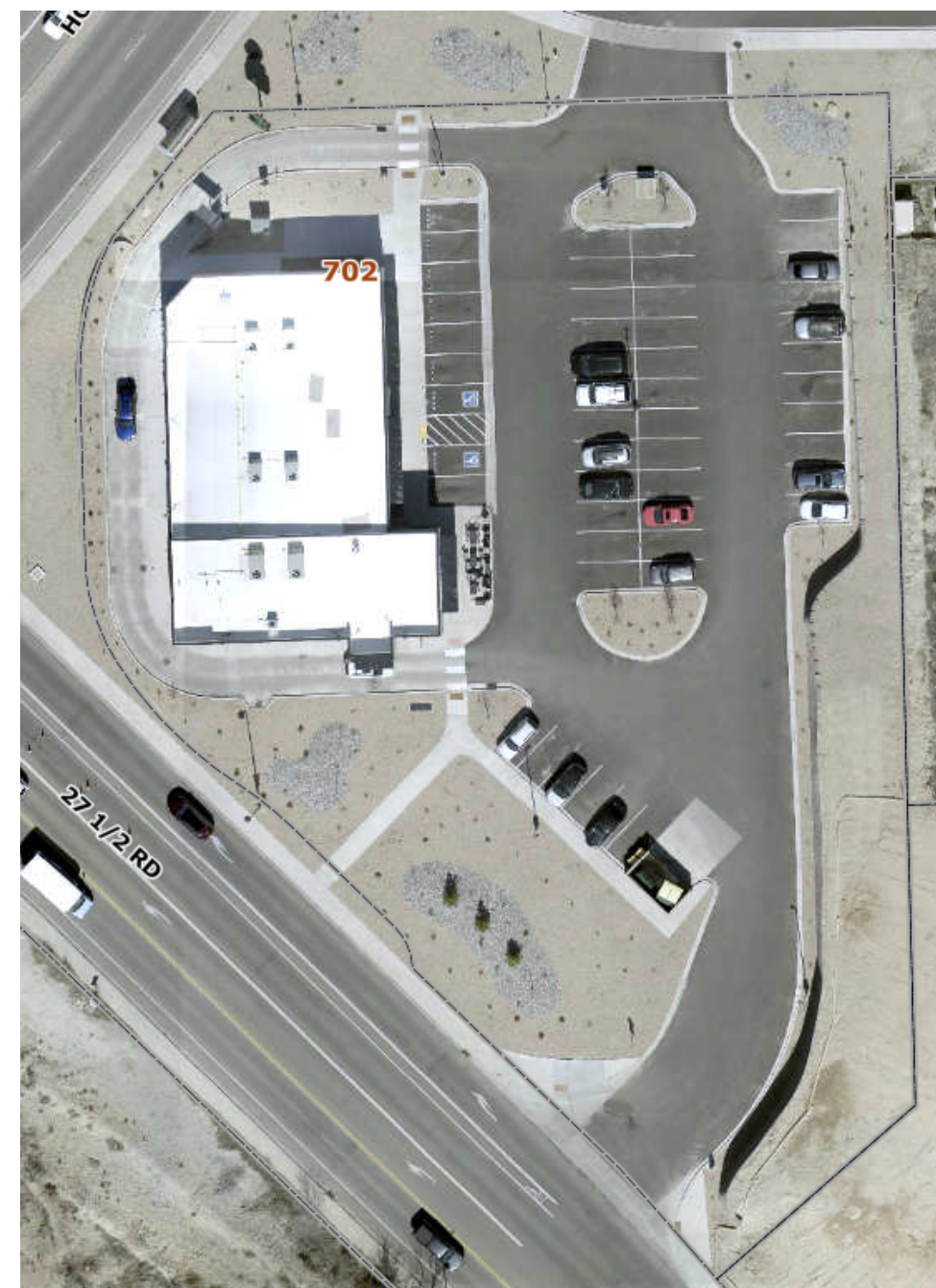
Alternative #1
– No change



Example #1

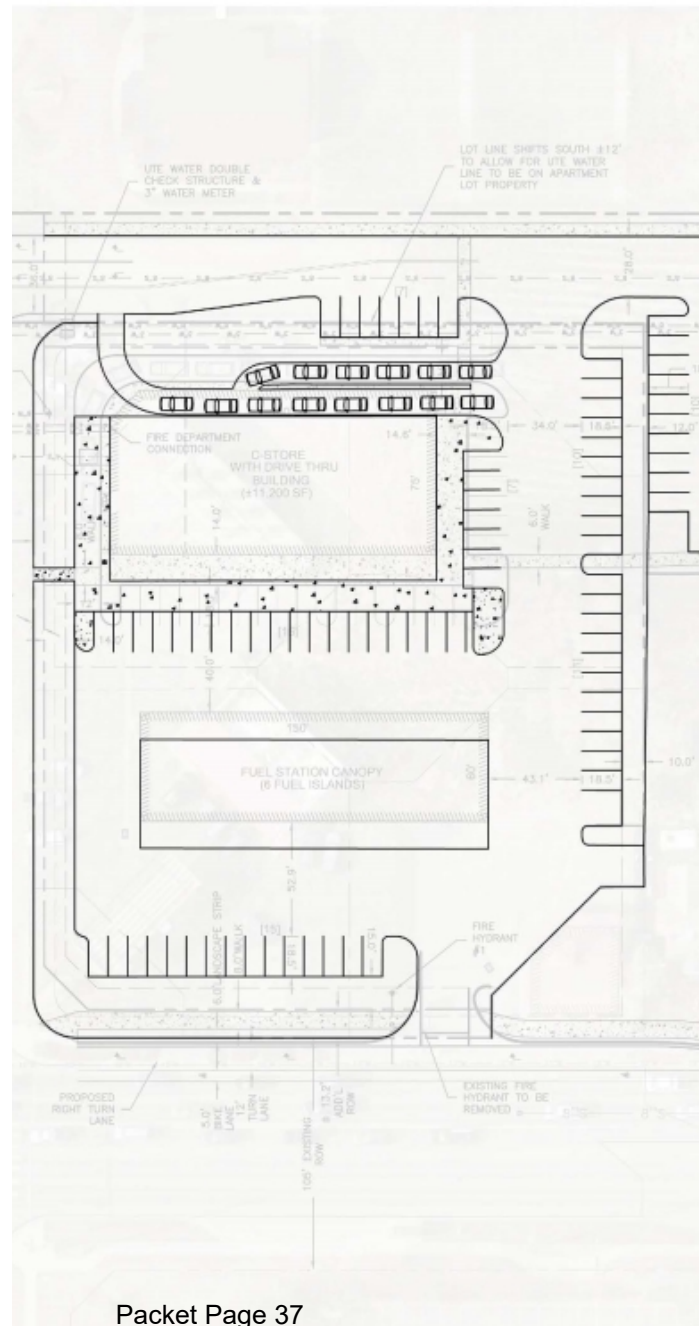
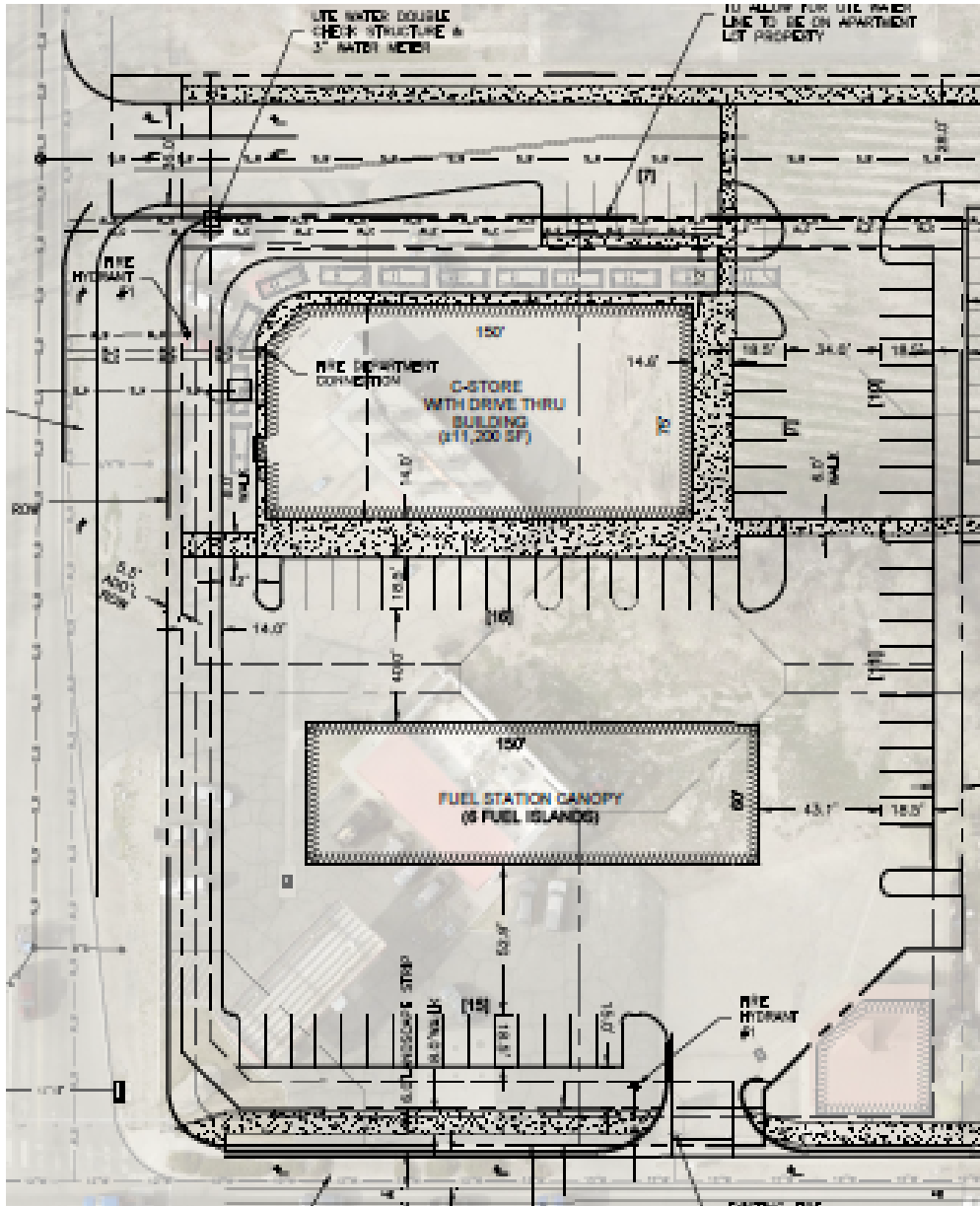
2658 Tracy Ann Rd.





Example #2

702 Horizon Dr.



Example #3

2902 Patterson Rd.

21.05.020 REQUIRED IMPROVEMENTS

...

(e) Multi-Modal Transportation System

(1) Design Standards

...

(iii) Each development with one or more buildings (except detached dwellings) shall provide paved, direct pedestrian sidewalk connections to nearby public streets. ~~An adequate physical separation between pedestrian connections and parking and driveway areas shall be provided.~~

(A) Development adjacent to more than one public street shall provide a minimum of one connection, provided such connection is to a public sidewalk allowing continuous travel to all adjacent streets.

(B) A minimum of one connection shall be separated from motor vehicle areas by a curb or other physical barrier approved by the Director.

(C) A required connection may be allowed a maximum of one crossing of a motor vehicle area for development with one or more of the following characteristics:

- a. Agriculture.
- b. Natural resource extraction.
- c. Solid waste.
- d. Utilities and telecommunications.
- e. Vehicle repair, minor or vehicle wash.
- f. Wholesale, warehouse, or mini-warehouse.

Alternative #2
– Amend

(D) If a required connection crosses a motor vehicle area, as allowed under (C) above, the following standards shall be met for any such crossing:

- a. The crossing shall be at a perpendicular angle to the vehicular path of travel.
- b. The design speed of the vehicular approach shall not exceed 25 MPH.
- c. The distance of the crossing shall be the minimum necessary. A crossing greater than 12 feet, or one vehicle lane, shall provide a pedestrian refuge island between vehicle lanes.
- d. Curb extensions shall be used as needed to minimize crossing distance and maximize visibility.
- e. The crossing shall maintain a continuous height consistent with the sidewalk.
- f. Vehicle turning movements shall be spaced as far as possible from the crossing.
- g. Lighting shall be provided in accordance with Table 21.11-1.
- h. Advance warning signage and striping shall be provided. Refer to Transportation Engineering Design Standards (TEDS) 29.48.060 for example treatments.
- i. The crossing shall be constructed of concrete which contrasts in color and/or texture with the pavement of the motor vehicle area.

Alternative #2 – Amend

Strike 21.05.020(e)(1)(iii)

Pedestrian connection addressed in
GJMC 21.05.060(e)(1)

Provides for pedestrian connections within a development site and to the street in commercial and mixed-use zoning districts.

Alternative #3
– Repeal

Zoning and Development Code

GJMC 21.05.010 Site and Structure Development Standards

This chapter includes standards that regulate the physical layout and design of development within Grand Junction to ensure the protection of the health, welfare, safety, and quality of life. **These standards address the physical relationship between development and adjacent properties, public streets, neighborhoods, and the natural environment, in order to implement the Comprehensive Plan vision for a more attractive, efficient, and livable community.**

Zoning and Development Code

GJMC 21.05.060 Nonresidential and Mixed-Use Design Standards

(a)Purpose. The purpose of these standards is to provide a consistent level of architectural character, quality, and aesthetics for mixed-use and commercial development, as well as to **improve and enhance pedestrian access, vehicular access, parking, and circulation.**

(e)Site Design. Site design elements are **intended to minimize vehicular orientation and emphasize pedestrian activities** such as ease of access from the public way and safe access to parking areas, increase walkability of the district especially between the public way, transit facilities and other buildings. They are also intended to provide safe access to businesses from the street and sidewalks, as well as maximize multiple parcel interconnectivity.

Zoning and Development Code

GJMC 21.05.060(e)(1) Circulation

- (i) A six-foot-wide sidewalk shall be provided from the street to the front of all principal building main entrances.
- (ii) Pedestrian paths shall be established between neighboring buildings, between buildings and outlying parking areas, and between buildings and transit facilities.
 - A. Pedestrian paths shall be clearly visible, have adequate lighting, and be designed to be reasonably direct.
 - B. Where pedestrian paths cross vehicle routes, a change in paving materials, textures, or colors shall be provided to emphasize the potential conflict point, improve visibility, enhance safety, and enhance aesthetics.
- (iii) On-site signage and traffic markings shall be provided as necessary to facilitate circulation and improve public safety and awareness.

- Strike 21.05.020(e)(1)(iii)
- Amend GJMC 21.05.060(e)(1) to provide exceptions and clarify design requirements.

Alternative #4 – Repeal and Revise

Each development with one or more buildings (except detached dwellings) shall provide paved pedestrian sidewalk connections (pedestrian paths) to nearby public streets. Adequate physical separation between pedestrian connections and parking and driveway areas shall be provided with the following circulation design; pedestrian paths that are clearly visible, have adequate lighting, and are designed to be reasonably direct and where aforementioned pedestrian paths cross vehicular routes, a change in paving materials, textures, or colors shall be provided to emphasize the potential conflict point, improve visibility, enhance safety, and enhance aesthetics.

Discussion



Urgent Solutions Needed to Protect Commercial Investment

From Candace Carnahan <candace@gjchamber.org>

Date Wed 10/16/2024 4:45 PM

To Andrew Teske <andrewt@gjcity.org>; kens@gjcity.org <kens@gjcity.org>; sandraw@gjcity.org <sandraw@gjcity.org>; Shanon Secrest <shanons@gjcity.org>; Ian Moore <ianm@gjcity.org>; Keith Ehlers <keithe@gjcity.org>; Kimberly Herek <kimberlyh@gjcity.org>; Orin Zyvan <orinz@gjcity.org>; robertq@gjcity.org <robertq@gjcity.org>

Cc Niki Galehouse <nicoleg@gjcity.org>; Tamra Allen <tamraa@gjcity.org>; andreap@gjcity.org <andreap@gjcity.org>; Kelly Johnston - JFS, LLC (kelly@jfsconsultingco.com) <kelly@jfsconsultingco.com>; Evan Walton <EWalton@fciol.com>

⚠ EXTERNAL SENDER ⚠

Only open links and attachments from known senders. DO NOT provide sensitive information.

Good evening City of Grand Junction Planning Commission,

The Grand Junction Area Chamber of Commerce appreciates the ongoing efforts of the City Planning Department to support responsible growth and development in our city. By upholding high standards for new projects, you ensure that Grand Junction remains a place where businesses and community members alike can thrive.

We are writing on behalf of High Country Beverage, a dedicated member of our business community known for its commitment to Grand Junction. High Country Beverage is currently in the process of a large expansion of its existing business here in Grand Junction. With this new project, they intend to bring approximately \$25 million in capital investment to house their existing 80 FTE's with plans to add an additional 5-10 FTE's in our community, demonstrating their dedication to our local economy and their belief in our city's potential. Remarkably, they are willing to move forward without seeking financial assistance, incentives, or fee waivers, which underscores this commitment.

However, the design and economic viability of their project is currently challenged by Zoning and Development Code Section 21.05.020 (e), particularly regarding the exclusive pedestrian sidewalk connection requirements as part of the Multi-Modal Transportation System. While we support the code's goal of improved connectivity, the strict requirement for exclusive pedestrian connections to public streets poses specific challenges for High Country Beverage. The inability to ensure looped vehicular access around their building impacts daily operational efficiency and may also compromise fire and emergency safety by restricting access for first responders.

Beyond these immediate operational and safety concerns, this project will fill a significant gap in our local economy by providing additional warehousing space to separate tenants—a resource that is increasingly scarce in Grand Junction. This expanded capacity will support smaller businesses that rely on such facilities to grow and succeed.

We respectfully urge the Planning Commission to consider adjustments to the code that would allow necessary vehicular circulation to commercial projects. Such flexibility would not only benefit High Country Beverage but would also create a supportive environment for future businesses choosing to invest in Grand Junction, thereby fostering economic growth for all.

Thank you for considering this request. Together, we can support projects that contribute meaningfully to our community and reinforce Grand Junction's reputation as a business-friendly city where all businesses can thrive.

Sincerely,

Candace Carnahan

President & CEO

Grand Junction Area Chamber of Commerce

970-263-2919 direct | 360 Grand Ave, Grand Junction 81501

candace@gjchamber.org | www.gjchamber.org



Alex Vat
Lucky Me Premises, LLC
PO Box 1143
Grand Junction, CO 81502

10.16.2024

Attn: Planning Commission
City of Grand Junction

Re: Zoning Code Language Interpretation

Dear Planning Commission:

I am the owner of 2902 and 2904 Patterson Rd., as well as 603 and 606 29 Rd., plus 3 additional unaddressed parcels, 2943-053-53-005, 2943-053-53-006 and 2943-053-53-009. Reference the included aerial photo.

On Friday September 13th my team and I attended a general meeting for the properties listed above. General meeting notes were provided by city staff and included the comments below.

Comment: Pre-Application meeting is for the development of an 11,200 Sf Convenience store with a drive-through, an associated Fuel Sales/Service as well as a 48-unit Multifamily project on a total of 3.45 acres. The properties are currently zoned MU-1 and RM-8, therefore a Rezone to MU-2 is being requested. MU-2 would allow the Fuel Sales/Service use as well as the requisite density that is being requested for the Multifamily portion of the project. A simple Subdivision will also be required to consolidate the 8 current parcels into the requisite 2 parcels for development. A Major Site Plan will be required for the Fuel Sales/Convenience Store and the Multifamily Development.

Comment: Each development with one or more buildings (except detached dwellings) shall provide paved pedestrian sidewalk connections to nearby public streets. An adequate physical separation between pedestrian connections and parking and driveway areas shall be provided in compliance with Section 21.05.020(e).

It has come to my attention that the meaning of the referenced code section is currently not known by city staff and has become the subject of certain Planning Commission Workshops and has been defined as Alternative 3 therein. I have also been informed that it would be impossible to design and build a drive-through facility on my properties under the other two considered alternatives in the workshops, despite the fact that the development of such a facility is listed as an allowed use in the MU-2 Zoning Category in the Accessory Use Table 21.04-2 of the City's Zoning and Development Code.

With that information how can City Staff interpret the zoning code so that it would make it impossible to build a drive-through facility on developed lots in a commercial subdivision that was designed specifically for a convenience store as evidenced by the one that is currently

operating there? In addition, a drive-through request is not unique as there are dozens of similarly configured properties throughout the City with the potential for a drive through and many others which contain existing facilities.

What are the benefits to a *potential* sidewalk pedestrian customer that would outweigh the ability to develop a convenience store with a drive-through facility? Wouldn't it better serve pedestrians coming from the sidewalk and the parking lot alike in addition to customers being served by vehicles? This is already such a busy intersection at Patterson Rd. and 29 Rd., *and* with the added number of vehicles with the potential building of the I-70 Access Loop, foot traffic will likely *decrease* at this intersection. This is not a downtown type of development that sees foot traffic day in and day out.

I would argue that City staff should not decide how a non-governmental business should best serve its auto and pedestrian customers on private property. Customer service is best designed by the entity that is providing the service directly and is financially accountable for the results.

Given the many design requirements that pertain to the location, orientation and access to drive through lines, and service area for a drive through facility, it is important that the degree or level of access for a certain customer not be allowed to impede the design that is necessary to build a facility that can serve enough customers to make it viable to build and operate.

Thank you in advance for your consideration in this matter.

Sincerely,



Alex Vat
Luck Me Premises, LLC





October 15, 2024

City of Grand Junction
Community Development
Planning Commission
City Council
250 N. 5th Street
Grand Junction, CO 81501

RE: *McDonald’s Orchard Mesa – Adequate Physical Separation Memo*

Project Description

McDonald’s USA, LLC (the “Developer”) wishes to develop an approximately 1.14-acre vacant parcel of land located at the southeast corner of Tracy Ann Road and State Highway 50 in Grand Junction (the “City”), Mesa County, State of Colorado (the “Site”). The proposed development involves the construction of an approximately 4,268 square foot McDonald’s fast-food restaurant (the “Project”).

Kimley-Horn and Associates (the “Applicant”) submitted the first Site Plan submittal package for the Project on June 7th, 2024. The City of Grand Junction (the “City”) provided their first round of comments on August 12th, 2024. The City provided the comment per Grand Junction Zoning and Development Code (the “Code”) Section 21.05.020(e)(1)(iii), “Each development with one or more buildings (except detached dwellings) shall provide paved pedestrian sidewalk connections to nearby public streets. An adequate physical separation between pedestrian connections and parking and driveway areas shall be provided.” From further discussion with the City of Grand Junction Community Development department, “adequate physical separation” was defined as a pedestrian path that was not allowed to cross drive aisles or parking stalls. This presented a hardship to the Project due to the use being a drive-thru use requiring a drive-thru lane around the building.

The Developer and Applicant reviewed how the Project could meet this requirement. During review of the comment, it was determined that additional layouts would not meet Code Section 21.04.040(e)(2)(i), “Drive-through windows, menu boards, speaker boxes, and drive-through lanes shall not be located between the designated front of the building pursuant to § 21.14.010(c)(iii) and the adjacent public right-of-way.”

The question was raised of how to define “adequate physical separation.” Adequate physical separation for pedestrian routes can be met by providing clearly defined routes through parking areas from the public right-of-way to the building entrance. This can be done by providing pedestrian routes along landscaped islands within parking lots to help minimize conflicts between pedestrians and vehicles, provide color, stamped concrete, or crosswalk striping to distinguish the pedestrian route from the parking lot paving, or provide pedestrian crossing signage.

Distinguishing pedestrian paths in parking lots and drive aisles is expressly written in Code Section 21.05.060(e)(1)(ii)(B), “Where pedestrian paths cross vehicular routes, a change in paving materials, textures, or colors shall be provided to emphasize the potential conflict point, improve visibility, enhance



safety, and enhance aesthetics.”

We kindly ask for your consideration on how “adequate physical separation” is defined and how the application of this Code requirement presents hardships for developments in Grand Junction. Adequate physical separation can be accomplished through other applications in lieu of a pedestrian path not being allowed to cross a drive aisle or parking stalls.

Please contact Kimley-Horn and Associates if you have any questions or need additional information in regards to this memo.

Sincerely,

KIMLEY-HORN AND ASSOCIATES, INC.

A handwritten signature in blue ink that reads "Jessica McCallum".

Jessica McCallum, P.E.

MCDONALD'S USA, LLC

DocuSigned by:
A handwritten signature in black ink that reads "Todd Wright".
328E5B2B572B406...

Todd Wright
Area Construction Manager



Grand Junction Planning Commission

Workshop Session

Item #2.

<u>Meeting Date:</u>	October 17, 2024
<u>Presented By:</u>	Thomas Lloyd, Senior Planner
<u>Department:</u>	Community Development
<u>Submitted By:</u>	Thomas Lloyd, Senior Planner

Information

SUBJECT:

Discussion Regarding Zone District Setbacks in the Zoning and Development Code

RECOMMENDATION:

EXECUTIVE SUMMARY:

Discussion Regarding Zone District Setbacks in the Zoning and Development Code

BACKGROUND OR DETAILED INFORMATION:

With approval of the new Zoning and Development Code, the removal of the Form District Zone process removed some flexibility in terms of setbacks and the opportunity for applicants to reduce their front and street-side setbacks. Since the change, staff have heard from members of the development community who are interested in attaining more flexibility when it comes to front and street-side setbacks for new development in order to develop in ways consistent with the Comprehensive Plan. Staff is circling back to this discussion that was previously started earlier this year at the January workshop.

Options

At the previous workshop, the Planning Commission identified the need for there to be changes to street-side setbacks on corner lots. The updates to the Zoning and Development Code gave the applicant flexibility to determine the location of the front on

a corner lot, with the intent that this would be beneficial based on site context and the anticipated plans for the site. However, this new provision did not account for the historic street-side setback, which is the same as the front. While choosing the front has other benefits, this precludes any benefits for a side setback reduction.

The first revision for discussion is for the modification of the street-side setback. Staff is proposing two options.

- Removing the street-side setback altogether and just having one consistent side yard setback.
- Keep a street-side setback but reduce it to 1.5 times the side yard setback. This would still create some flexibility in the design of sites but mitigate some potential impacts of having buildings closer to the property line along a roadway at or near an intersection, which is why they were initially created.

The second provision for discussion is regarding the vehicle storage front setback language found in the notes of the bulk standards for the RM-8, RM-12, RH-16, and RH-24, as well as the front-loading garage setback requirements for attached single-family dwellings. The code already has language for off-street parking design and stall dimension, as well as considerations for on-street and off-lot parking requirements. Rather than complicating the setback provisions, staff proposes that the vehicle storage front setback note be removed and for vehicle storage to be governed by off-street parking standards.

The final discussion topic is the reduction of front setbacks in specific or all zone districts. It was discussed how the reduction of the front setback would give applicants more flexibility in how their site is laid out and help the City further realize its goals in the Comprehensive Plan related to improving walkability, increasing density in urban areas, creating a sense of community and belonging, promoting mixed-use development, and promoting economic growth. Staff is providing the following options for consideration:

- **Option 1:** Remove or greatly reduce the front setback requirement in RM-8, RM-12, RH-16, RH-24, MU-1, MU-2, MU-3, and CG Zone Districts. These are the zoning districts with more density and different housing types that could benefit from this flexibility. However, whether there is a need for a MPE for dry utilities would ultimately decide where structures could be built.

While this option appears to provide a great deal of flexibility, the site itself as well as the requirements for utility easements would create constraints that limit the 'setback' of the building. It will be important to consider how this affects predictability in the development process and that accurate communication to applicants about potential requirements is made up-front.

- **Option 2:** Do not revise setbacks and create an Administrative Setback Reduction Process in the Ordinance that requires certain criteria to be met. This process would consider the potential site constraints outlined in Option 1 and create a review process by which the appropriate agencies would sign off on the deviations or elimination of the easements. It would be similar to a TEDS exception or Tract Usage Adjustment.

This process would essentially be the reverse of Option 1 but would allow for the standards in a zone district to be established unless an administrative request can be granted. It would allow for a collaborative approach with staff to work towards providing an exception where the site conditions and proposed design are appropriate.

- **Option 3:** Reduce front setbacks in the aforementioned zoning districts from 15 ft to 10 ft. The minimum MPE per TEDS street section alternatives is 10 ft. This would eliminate concerns about whether the MPE would be affected. There could also be an Administrative Setback Reduction Process in the Ordinance if certain criteria are met.

SUGGESTED MOTION:

Attachments

None