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**PLANNING COMMISSION AGENDA
CANCELLED
TUESDAY, AUGUST 26, 2025 - 5:30 PM**

Call to Order - 5:30 PM

Consent Agenda

1. Minutes of Previous Meeting(s)

Regular Agenda

1. Consider an Ordinance Amending Sections of the Zoning and Development Code (Title 21 of the Grand Junction Municipal Code) Regarding Permitted Uses in Residential Zone Districts.
THIS ITEM TO BE RESCHEDULED TO A DATE UNSPECIFIED.
2. Consider a request to amend/extend a Conditional Use Permit (CUP) to Allow Sand and Gravel Extraction on a Total of 27.8 acres in a Public, Civic, and Institutional Campus (P-2) Zone District Located at 2855 C 1/2 Road. **THIS ITEM TO BE RESCHEDULED TO THE SEPTEMBER 9TH PLANNING COMMISSION HEARING.**

Other Business

Adjournment



Grand Junction Planning Commission

Regular Session

Item #1.

<u>Meeting Date:</u>	August 26, 2025
<u>Presented By:</u>	Daniella Acosta, Principal Planner
<u>Department:</u>	Community Development
<u>Submitted By:</u>	Daniella Acosta Stine, Principal Planner

Information

SUBJECT:

Consider an Ordinance Amending Sections of the Zoning and Development Code (Title 21 of the Grand Junction Municipal Code) Regarding Permitted Uses in Residential Zone Districts.

THIS ITEM TO BE RESCHEDULED TO A DATE UNSPECIFIED.

RECOMMENDATION:

Staff recommends approval of this request.

EXECUTIVE SUMMARY:

The City is proposing a text amendment to the Zoning and Development Code to expand the range of housing types permitted in the RM-12 (Residential Medium 12), RH-16 (Residential High 16), and RH-24 (Residential High 24) zoning districts, and to introduce new design standards for certain housing forms in these districts. The amendment would:

- Allow single-unit detached dwellings in RM-12, RH-16, and RH-24.
- Allow duplex dwellings in RH-16 and RH-24.
- Allow accessory dwelling units (ADUs) in RH-16 and RH-24, in compliance with HB 24-1152.

- Establish maximum lot sizes and widths and minimum heights for single-unit detached and duplex dwellings in these districts, and recess minimums for garage placement.

These changes are intended to support housing diversity, enable more efficient use of land and infrastructure, and ensure that lower-intensity housing types in higher-density districts are designed to complement their surroundings. The amendment also positions the City to align with state housing mandates, meet Proposition 123 housing production goals, and continue implementing the Comprehensive Plan's Vision for appropriately scaled, connected and livable neighborhoods.

BACKGROUND OR DETAILED INFORMATION:

The Comprehensive plan emphasizes housing diversity, infill development, efficient use of existing infrastructure, and neighborhood livability. While medium-and high-density residential districts (RM-12, RH-16, RH-24) are primarily intended for townhome and multi-unit housing, the Comprehensive Plan recognizes that a mix of housing types can contribute to successful neighborhoods – provided these types are designed to meet the intended form and scale of the district.

The proposed amendment responds to multiple factors:

- **Housing Supply and Flexibility** – By permitting single-unit detached dwellings in RM-12, RH-16, and RH-24, and duplex dwellings in RH-16 and RH-24, the City will allow a broader range of housing choices in higher-density settings. This is particularly valuable for infill sites where market conditions or financing realities favor smaller-scale building types.
- **State Housing Legislation** – HB 24-1152 requires jurisdictions to allow ADUs as a use-by-right in all residential zones. The amendment adds ADUs to the permitted use table in RH-16 and RH-24 to ensure compliance and access to potential state funding and technical assistance.
- **Urban Form and Design Quality** – The amendment introduces a standard requiring garages for single-unit and duplex dwellings to be recessed behind the principal structure. Applied to both new construction and infill development, this approach reinforces an urban form where homes—not garages—frame the street. By prioritizing front-facing entries, the standard supports the visually engaging residential environment and contribute to well-defined, human-scaled neighborhoods that enhance quality of life and neighborhood character.
- **Alignment with Proposition 123** – By removing zoning barriers and facilitating additional housing production in infill locations, the amendment supports the City's commitment under Proposition 123 to accelerate housing delivery.

Through these changes, the City seeks to balance flexibility in housing production with

design expectations that maintain compatibility, encourage active and connected neighborhoods, and make efficient use of existing public investment in infrastructure.

GJMC 21.04.020(e) Principal Use Table, Single-Unit Detached and Duplex (Update)

The City is proposing a text amendment to the Zoning and Development Code to allow single-unit detached as a use by right in the RM-12 (Residential Medium 12), RH-16 (Residential High 16), and RH-24 (Residential High 24) zoning districts, and duplexes as a use by right in the RH-16 and RH-24 zone districts. This amendment is intended to provide greater flexibility in housing types while maintaining the density and form standards that define these medium- and high-density residential zones. By permitting single-unit detached homes subject to minimum density requirements and applicable lot, bulk, and design standards, the City aims to support infill development, broaden housing choice, and promote a compact urban form that aligns with the goals of the Comprehensive Plan.

GJMC 21.04.040(d) Accessory Use Table, Accessory Dwelling Unit (Update)

In May 2024, the Colorado General Assembly enacted House Bill 24-1152, which requires local governments located within metropolitan planning organizations to allow accessory dwelling units (ADUs) as a use-by-right in all residential zone districts. This legislation was signed by the Governor on May 13, 2024, and takes effect June 30, 2025.

The bill prohibits blanket bans on ADUs and limits the ability of local governments to impose restrictive design, setback, parking, or owner-occupancy requirements that would effectively inhibit their development. It establishes a statewide baseline for ADU eligibility, ensuring that jurisdictions accommodate ADUs where there is sufficient physical space on the lot. Additionally, the law preempts conflicting local zoning ordinances and includes provisions for financial support and technical assistance through state-managed grant and loan programs.

To ensure compliance with HB 24-1152, the City must amend its land use table to designate ADUs as a permitted use in all applicable residential zone districts. This amendment will align local regulations with state law, promote housing flexibility, and position the City to access potential state funding and technical resources tied to implementation.

§ 21.03.050(k)-(m), RM-12, RH-16 and RH-24 Bulk Standards (Update)

The City is proposing a text amendment to the Zoning and Development Code to revise the bulk standards applicable to single-unit detached and duplex dwellings within the RM-12, RH-16, and RH-24 zoning districts. The update includes the addition of maximum lot sizes and lot widths for these housing types in order to reinforce the intended urban form of medium- and high-density residential neighborhoods. These standards are intended to discourage low-density development patterns, promote compact and efficient blocks, and ensure a consistent streetscape character. By establishing upper limits on lot dimensions—alongside minimum frontage, setback, and

building design standards, garage recess minimums—the amendment supports infill development and housing diversity while aligning with the density goals and form-based principles outlined in the Comprehensive Plan.

NOTIFICATION REQUIREMENTS

Notice was completed as required by Section 21.02.030(g). Notice of the public hearing was published on August 16, 2025, in the Grand Junction Daily Sentinel.

ANALYSIS

The criteria for review are set forth in Section 21.02.050(d) of the Zoning and Development Code, which provides that the City may approve an amendment to the text of the Code if the applicant can demonstrate evidence proving each of the following criteria:

(A) Consistency with Comprehensive Plan

The proposed text amendment would allow single-unit detached dwellings as a use by right in the RM-12 (Residential Medium 12), RH-16 (Residential High 16), and RH-24 (Residential High 24) zoning districts; duplex dwellings as a use by right in the RH-16 and RH-24 zone districts; and accessory dwelling units (ADUs) as a use by right in the RH-16 and RH-24 zone districts. These changes are consistent with the Grand Junction Comprehensive Plan's goals related to infill development, housing diversity, efficient infrastructure use, and neighborhood livability.

This proposal responds directly to the Comprehensive Plan's identification of a limited supply of land with existing urban infrastructure, especially in Tier 1 and Tier 2 areas. While significant vacant land remains in the city's Urban Development Boundary, much of it in Tier 3 fringe areas lacks the infrastructure needed to support near-term growth. By allowing single-unit detached homes in medium- and high-density zones more commonly located in the urban core and established neighborhoods, this amendment enables private development to deliver desirable housing types without relying on costly greenfield expansion. This relieves pressure to rezone and extend utilities into Tier 3 areas, supporting the Plan's emphasis on urban intensification and infrastructure efficiency.

The amendment also recognizes that single-unit detached and duplex homes remain preferred and proven housing products—widely supported by lenders, familiar to builders, and preferred by many residents seeking homeownership. Both housing types are commonly financed through conventional residential loan products, and in the case of duplexes, the potential for rental income can further enhance financing feasibility for owner-occupants. By expanding the contexts in which these housing types can be built—subject to minimum density and urban design standards—the City supports a housing model that is market-ready, financeable, and capable of adapting to evolving family needs.

Importantly, allowing smaller-lot single-family homes and duplexes in higher-density districts—particularly in infill contexts within the urban core—offers a strategy to

soften urban transitions and retain elements of Grand Junction's neighborhood character. Many of the city's older, established areas—especially in and around the North Avenue corridor and central core—feature a mix of single-family homes on compact lots. Supporting the continuation of this pattern preserves a sense of place and cultural continuity, contributing to the Plan's goals to promote Grand Junction's unique Western identity rooted in local pride, agricultural heritage, and livable, human-scaled neighborhoods.

In summary, the proposed amendment supports the Comprehensive Plan by:

- Promoting infill development in Tier 1 and Tier 2 by reducing the need for private development to expand into Tier 3 fringe areas;
- Facilitating delivery of a highly viable and financeable housing type that supports attainable homeownership;
- Encouraging development patterns that preserve and enhance neighborhood character; and
- Advancing the community's vision for distinctive neighborhoods with a strong sense of place that reflect Grand Junction's Western identity and livability values.

Staff finds this criterion has been met.

(B) Consistency with Zoning and Development Code Standards

The proposed Code Text Amendment is consistent with and does not conflict with or contradict other provisions of this Code.

The proposed amendments to the Zoning & Development Code are consistent with the rest of the provisions in the Code and do not create any conflicts with other provisions in the Code. Staff finds this criterion has been met.

(C) Specific Reasons

The proposed Code Text Amendment shall meet at least one of the following specific reasons:

The proposed amendments to the Zoning and Development Code (ZDC) all meet specific reasons identified in this criterion for review. Each amendment is identified with its appropriate reason below.

a. To address trends in development or regulatory practices;

b. To expand, modify, or add requirements for development in general or to address specific development issues;

The amendments add new design requirements for single-unit detached and duplex dwellings in the RM-12, RH-16, and RH-24 districts, including building orientation, façade height minimums, garage placement standards and block

length and connectivity requirements. These changes address practical design concerns such as garages dominating the street frontage, limited pedestrian connections within larger sites, and building scale that is inconsistent with the surrounding district. By permitting single-unit and duplex housing in these higher-density districts, the amendments provide flexibility for property owners while ensuring these housing types are designed to integrate well with nearby development consistent with the district's intended scale and character and making efficient use of available land. These standards incorporate several characteristics common to Grand Junction's traditional neighborhoods – such as buildings oriented to the street, efficient block lengths, and recessed garages – which have supported neighborhood connectivity and vibrancy, fostered daily activity and interaction along sidewalks and public spaces, allowed for incremental reinvestment, and accommodated a variety of housing types over time.

c. To add, modify or expand zone districts; or

Principal Use Table: The amendment expands the range of permitted residential uses by allowing single-unit detached dwellings in the RM-12, RH-16, and RH-24 zone districts, and by allowing duplex dwellings in the RH-16 and RH-24 zone districts.

Accessory Use Table: The amendment expands the range of permitted accessory uses by allowing ADUs in the RH-16 and RH-24 zone districts.

d. To clarify or modify procedures for processing development applications.

Staff finds this criterion has been met.

RECOMMENDATION AND FINDING OF FACT

After reviewing the proposed amendments, the following findings of facts have been made:

In accordance with Section 21.02.050(d) of the Grand Junction Zoning and Development Code, the proposed text amendments to Title 21 are consistent with the Comprehensive Plan and the Zoning & Development Code Standards and meet at least one of the specific reasons outlined.

SUGGESTED MOTION:

Attachments

None