

RESOLUTION NO. 91-96

ADOPTING THE GROWTH PLAN
CITY OF GRAND JUNCTION, COLORADO

RECITALS:

The City of Grand Junction and Mesa County Planning Commissions and planning staffs have diligently worked jointly and cooperatively in a planning process to prepare a growth plan for the urban area of the Grand Valley. After twenty months of extensive public involvement and deliberation, the City/County Growth Plan Steering Committee unanimously recommended adoption of a plan for future growth in the area between 19 and 33 Roads. This area includes Grand Junction, as well as the Redlands, Clifton, southern Appleton, Fruitvale, and Orchard Mesa areas. The action followed a series of four well-attended public workshops held throughout the community.

The plan does the following:

1. protects valued community assets (such as neighborhoods, parks, open space, the river);
2. establishes an urban growth boundary;
3. recommends more efficient growth patterns within the growth boundary;
4. reserves land for future urban development;
5. respects individual property rights; and
6. builds a foundation for City/County cooperation on growth issues.

The plan is a guide to public and private growth decisions through the year 2010. It is a statement of the community's vision for its own future and a road map providing direction to achieve that vision. The view of the future expressed in the Growth Plan is shaped by community values, ideals and aspirations about the best management of the community's resources.

In addition to defining the community's view of its future, the Growth Plan describes the actions the community can take to achieve the desired future. The Plan uses text and diagrams to establish policies and programs the City may use to address the many physical, economic and social issues facing the community. The Plan is thus a tool for managing community change to achieve the desired quality of life.

The City Planning Commission is charged with the duty to prepare and adopt master plans for the City of Grand Junction and adopted the proposed Growth Plan, jointly with the Mesa County Planning Commission, on August 8, 1996.

The City Council finds that the proposed Growth Plan is an important tool for implementing the community's vision for future growth.

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF GRAND JUNCTION:

That the Growth Plan, City of Grand Junction, Colorado, as adopted jointly by the City of Grand Junction Planning Commission and the Mesa County Planning Commission on August 8, 1996, is hereby adopted.

PASSED and ADOPTED this 2nd day of October, 1996.

/s/ Linda Afman
President of the City Council

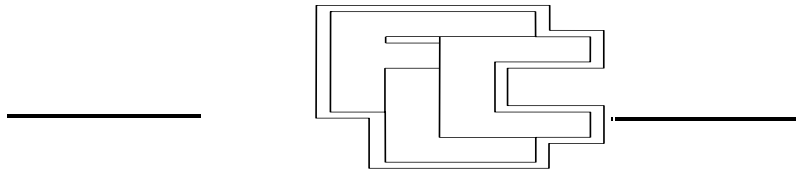
ATTEST:

/s/ Stephanie Nye
City Clerk

GROWTH PLAN

CITY OF GRAND JUNCTION, COLORADO

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ADOPTED
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EXECUTIVE SUMMARY

EXECUTIVE SUMMARY

The process of planning gives residents, business owners and community leaders a means to create a shared image of the community they hope to enjoy in the future. It defines policies to guide decision makers toward this future. The planning process is not complete until it sets forth action to carry out the Plan, so all interested persons and groups can work together to achieve the community's desired future.

The City of Grand Junction understands the importance and responsibility of planning for the future. The City devoted much of the last year to developing a future land use plan that will help the community grow to the year 2010. This process resulted in the *The Grand Junction Growth Plan*. Grand Junction's planning process involved four key phases: an initial assessment, an analysis of different growth management alternatives, plan development and plan implementation. Community involvement was incorporated into each of these phases, and will continue to be a key element of all the City's planning as the Plan is implemented.

Initial Assessment

The process for preparing this Plan began with an assessment of existing conditions, trends and issues. The assessment noted several key features. One of the community's most valuable assets is its natural environment. The area is endowed with abundant open spaces, beautiful vistas, and winding canals, working to meet the needs of residents without sacrificing these resources will be a challenge. It also was noted that the area is experiencing a time of sustained rapid growth due to decreased reliance on a resource based economy. Another major factor affecting development is the area's abundance of service providers willing to extend services throughout the community before streets and schools are able to be provided.

Public Participation

Public participation has been one key focus throughout the planning process. Another feature that makes this Plan unique is the high level of coordination with Mesa County's planning process. Grand Junction and Mesa County maintained an open planning process, seeking public input at each key step of the process. Both City- and County-appointed broad-based Steering Committees represented a wide variety of interests. These Committees have met jointly throughout the year to debate key policy issues and construct a land use plan. Together, with periodic guidance from the public, the Grand Junction City Council and the Board of County

EXECUTIVE SUMMARY

Commissioners, the City and County Steering Committees have constructively addressed many of the issues facing the community.

Growth Management Alternatives

Three diverse growth alternatives were proposed to answer questions about the future. The **Trends** alternative examined the impact of continuing historical policies and practices. The **Concentrated Growth** alternative promoted compatible infill and higher density development in areas of the community that already have adequate public facilities. The **Urban Core and Growth Centers** alternative supported creation or expansion of neighborhood commercial centers throughout the planning area.

After reviewing the impacts of each of these alternatives on population, commercial land supply, transportation system impacts, community character and a variety of other factors, input from area residents was sought. The City and County Steering Committees jointly selected a preferred alternative, which was a combination of the **Concentrated Growth** and **Urban Core and Growth Centers** alternatives. The preferred alternative included some new commercial centers, emphasized and promoted infill, established urban growth boundaries and increased protection of river and stream corridors.

Plan Development

The sprawling development pattern created in the area has resulted in fiscal burdens and is consuming large tracts of agricultural and open space land. The Plan developed goals and policies to reduce any further effects of sprawl and gain a fiscally responsible growth pattern. These goals and policies are intended to be adopted and jointly implemented by the City of Grand Junction and Mesa County. Some of those goals include:

- ☞ Ensuring land use compatibility and a balance between urban development and open space,
- ☞ Maintaining more compact development patterns,
- ☞ Ensuring that there are adequate public facilities for residents and businesses,
- ☞ Maintaining equitable funding strategies for public facilities and services,
- ☞ Improving coordination between service providers,
- ☞ Enhancing the visual appeal of major road corridors in the community, and
- ☞ Focusing on unique needs in each of the community's neighborhoods.

Implementation

EXECUTIVE SUMMARY

Successful plan implementation is the product of many individual actions by City, County and private decision makers over the course of many years. The City and County will need to accomplish many tasks and initiate various programs to accomplish the goals set forth in this Plan. Some of the ways the Plan proposes to achieve the stated goals is by:

- ☞ Developing an inter-governmental agreement between Grand Junction and Mesa County to implement the Plan.
- ☞ Adopting common standards for review of urban development proposals.
- ☞ Encouraging new development to locate in areas that have access to adequate public facilities (*e.g.*, roads, water, sanitary sewers).
- ☞ Preserving a greenbelt along the Gunnison and Colorado Rivers, as well as other drainage ways.
- ☞ Limiting development on steep hillsides and ridge lines.
- ☞ Planning for an interconnected parks, trails and open space system to serve the entire urban area.
- ☞ Developing infrastructure funding strategies that encourage infill and generally require new development to pay its fair share of capital costs.
- ☞ Jointly adopting a Major Street Plan to provide for future transportation needs of the entire planning area.

The Growth Plan addresses all of the concepts summarized above in greater detail. The residents of the City and the County have joined together to strive for the highest quality future for the community.

CHAPTER ONE

GROWTH PLAN INTRODUCTION

A. Overview	I.1
B. Why Plan?	I.1
C. What is in the Growth Plan?	I.2
D. What do These Terms Mean?	I.3
E. How Should the Plan be Used?	I.7
F. City / County Coordination	I.7

GROWTH PLAN INTRODUCTION

I. GROWTH PLAN INTRODUCTION

A. Overview

This document is a guide to public and private growth decisions through the year 2010. It is a statement of the community's vision for its own future and a road map providing direction to achieve that vision. The view of the future expressed in the Growth Plan is shaped by community values, ideals and aspirations about the best management of the community's resources.

In addition to defining the community's view of its future, the Growth Plan describes the actions the community can take to achieve the desired future. The Plan uses text and diagrams to establish policies and programs the City may use to address the many physical, economic and social issues facing the community. The Plan is thus a tool for managing community change to achieve the desired quality of life.

B. Why Plan?

Successful communities don't just happen; they must be continually shaped and guided. A community must actively manage its growth and respond to changing circumstances if it is to meet the needs of its residents and retain the quality of life that initially attracted those residents to the community.

Residents of the City of Grand Junction value the high quality of the natural environment, public services, cultural resources and recreational opportunities, as well as a strong sense of community. Concern about the impact of poorly managed growth has increased as residents have experienced increased traffic congestion, development of open areas, school crowding and commercial encroachment on community neighborhoods.

Effective growth management can help the community address these concerns. The City recognizes the importance of coordinating growth management efforts with Mesa County. Over half of the population and most recent development is located within unincorporated portions of the planning area. Therefore, the City and County have developed a joint strategy for growth management.

C. What is in the Growth Plan?

GROWTH PLAN INTRODUCTION

This Growth Plan focuses on land use and development issues facing the City of Grand Junction. Following this introductory section, the Plan:

- ☞ describes the planning process;
- ☞ summarizes existing conditions, trends and issues that provide a context for the planning process;
- ☞ reviews the analysis of Plan alternatives;
- ☞ establishes goals, policies and strategies for the urban area around Grand Junction; and
- ☞ outlines the process of monitoring, updating and amending the Growth Plan to ensure that it continues to serve the community.

Chapter Two describes the three phase planning process that included an initial assessment, an analysis of Plan alternatives and the Plan development. The two most significant aspects of Grand Junction's planning process are the high level of citizen involvement and the extraordinary coordination with Mesa County's planning process. The City's outreach program included focus group meetings, interviews, numerous public workshops, press releases and regular newsletters. The merger of the City and County Citizen Steering Committees early in the process has ensured that the City's Plan is well coordinated with the Mesa County's Plan. In fact, Chapter Five: Future Land Use Plan, Joint Urban Planning Area is intended to be jointly adopted and implemented by the City and County.

Chapter Three establishes a context for planning in the urban area -- exploring the natural and built environments, demographic characteristics and trends, regulatory considerations, public services and community values. The geographic conditions that make the community such a desirable place to live also impose some constraints. Historical development decisions, many of which were made during population boom and bust cycles, serve as a foundation for the community's future. Community values set priorities for community action.

Chapter Four summarizes the process and results of a rigorous review of Plan alternatives. The City and County explored the community impacts of three different growth scenarios. This analysis examined each alternative's impacts on facilities and services. It also reviewed impacts on the environment, housing, economic opportunity and community character. The culmination of this process

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was the selection of a preferred alternative that combined the best aspects of each of the other alternatives. The preferred alternative served the basis for the Growth Plan.

Chapter Five is the heart of this Growth Plan -- defining goals, establishing policies and recommending specific strategies to achieve Plan goals. This chapter, which addresses the entire urban area around Grand Junction, is intended to be adopted and jointly implemented by the City of Grand Junction and Mesa County.

Chapter Six describes the process of maintaining an up-to-date, dynamic Growth Plan. It describes the processes for monitoring and amending the Plan to ensure that it continues to address vital community issues. Plan monitoring is an on-going process of measuring the City's effectiveness in achieving Plan goals and carrying out Plan strategies. There are two types of amendments that Chapter Six recommends -- map amendments and policy updates. Map amendments are periodic adjustments to the future land use map to reflect changing conditions. Policy updates should occur every three to five years, based on the rate of growth and changes in the local or regional economy. Policy updates should be made in conjunction with a review of all the related goals and policies.

Together with the reference information included in the appendices, these six chapters comprise the City of Grand Junction's Growth Plan -- a guide to the future growth of the City and the surrounding urbanizing area.

D. What do These Terms Mean?

The following terms are used throughout the Plan to convey key concepts. These and other terms are defined in Appendix A.

Development - the physical construction of buildings and/or the preparation of land for non-agricultural uses. Development activities include: subdivision of land; construction or alternation of structures, roads, utilities, and other facilities; installation of septic systems; grading; deposit of refuse, debris, or fill materials; and clearing of natural vegetative cover (with the exception of

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agricultural activities). Agricultural activities and routine repair and maintenance activities are excluded from this definition.

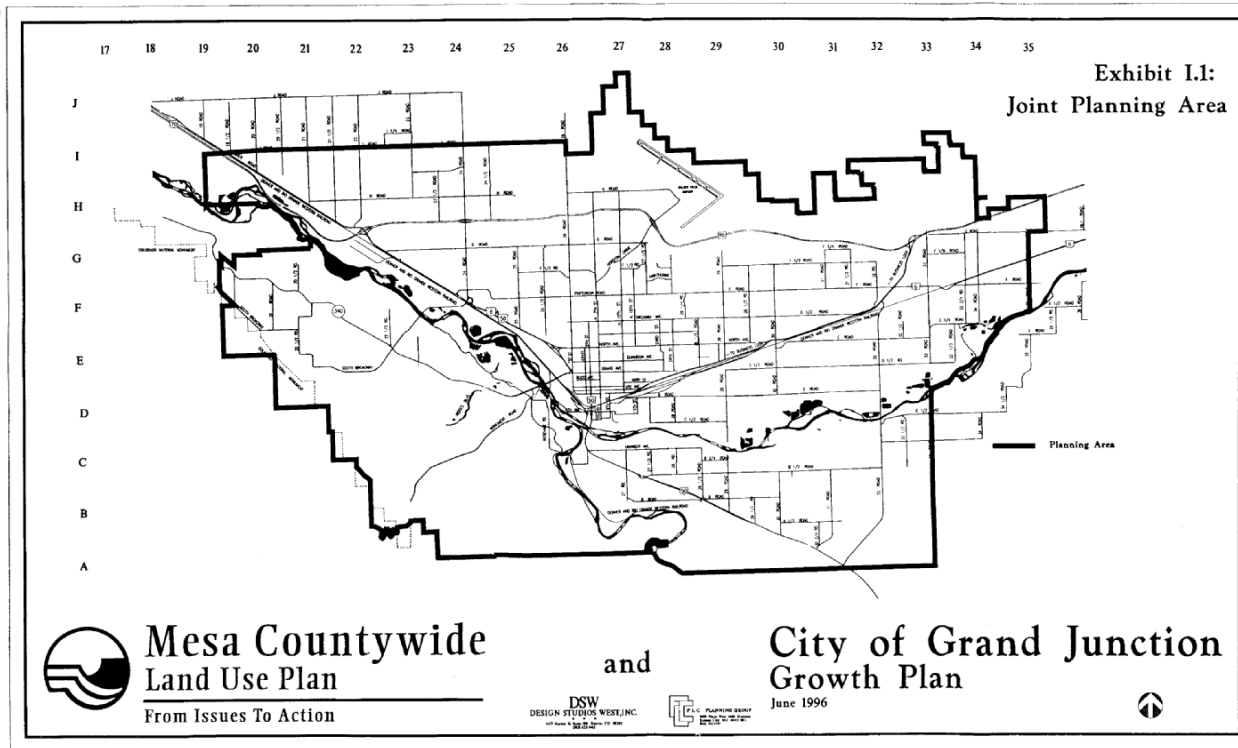
Goal - description of a desired state of affairs for the community in the future. Goals are the broad public purposes toward which policies and programs are directed. Generally, more than one set of actions (policies) could be taken to achieve each goal. In this Plan, goals are phrased to express the desired results of the Plan; they complete the sentence "Our goal is ...".

Joint Planning Area - the area mapped in Exhibit I.1, as it may be amended from time to time, that is subject to joint planning efforts of the City of Grand Junction and Mesa County. This area includes urban, urbanizing, urban reserve and rural development areas.

Policy - statements of government intent against which individual actions and decisions are evaluated. Policies are phrased as sentences, with the agency responsible for implementing the policy clearly identified.

GROWTH PLAN INTRODUCTION

Exhibit I.1: Joint Planning Area



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E. How Should the Plan be Used?

The Growth Plan is a guide to action. It is not, itself, an implementation tool. By ensuring that individual actions are consistent with the policies of the Growth Plan, the City and County can effectively achieve its goals. For example, the Planning Commission and the City Council will use the Plan's policies and Development Diagram to decide whether to approve proposed rezoning. Zoning, subdivision, building and construction codes and standards will regulate development. Some amendments to these regulations will be necessary, however, to more effectively carry out the Plan. The Growth Plan defines policies and recommends measures governing the application, modification and interpretation of these development regulations. The Plan should guide the preparation of detailed facility master plans for the County's water, wastewater, flood control and transportation systems. The policies of the Plan also should guide the preparation and update of capital improvement programs and the annual budget (as well as development codes interpretation). The Plan should be a dynamic document, subject to periodic amendment when conditions within the City change significantly. Periodic updates of the Plan will be needed to ensure that it continues to meet the needs of City businesses and residents.

F. City / County Coordination

Many problems faced by local governments are regional in nature. Issues such as population growth, environmental preservation, land use forms and growth patterns, and the quality and quantity of public facilities and services often transcend local, neighborhood or city boundaries. Moreover, the decisions made by a jurisdiction on these issues often have extraterritorial effects. Grand Junction and Mesa County are partners in the management of urban growth in the Central Grand Valley -- they share the same goals for the future of this area. Early in the planning process, the Committee recommended the City and County jointly develop a preferred alternative for the entire urban area. The initial City/County Steering Committee Meetings were so successful that, at the Committee's request, the City Council and Board of County Commissioners authorized the two Committees to jointly develop goals, policies and strategies for the joint planning area. Developed through the joint planning process, this provides a springboard for seamless growth coordination between the City and the County. The policies and implementation items in the Plan are applicable to the City, the County or

GROWTH PLAN INTRODUCTION

both entities, as referenced herein and clarified through a Grand Junction/Mesa County intergovernmental agreement.

CHAPTER TWO

THE PLANNING PROCESS

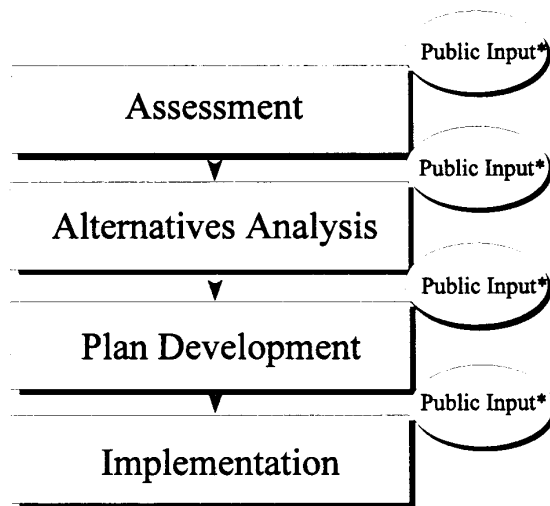
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II. THE PLANNING PROCESS

A. Overview

As shown in Exhibit II.1, Grand Junction's planning process involved four key phases -- an initial assessment, an analysis of different growth management alternatives, plan development and implementation. Community involvement was incorporated into each of these phases, and will continue to be a key element of all the City's planning efforts as the Plan is implemented.

Exhibit II.1: The Planning Process



B. Steering Committee Role

Grand Junction's planning process was guided by a steering committee comprised of residents of Grand Junction and surrounding unincorporated areas. The City Council invited area residents to join the Committee at the beginning of the planning process. The Council asked fourteen organizations to each designate one representative. The Council then selected 10 out of 72 applicants to fill the

THE PLANNING PROCESS

remaining seats on the 24-member Steering Committee. Exhibit II.2 lists the interests represented by members of the Steering Committee.

Exhibit II.2: Steering Committee Representation

Neighborhood Residents from: Downtown Redlands (inside City) Redlands (outside City) North (inside City) East (inside City) East (outside City) Orchard Mesa	City Planning Commission
	Chamber of Commerce
	Downtown Development Authority
	Board of Realtors
	Homebuilders Association
School District 51	Mesa County Economic Development Council
Mesa County Special District Association	Sierra Club
Mesa State College	Grand Valley Air Quality Planning Committee
Mesa County	Agricultural/Ranching Interests
City at Large	Mesa County Civic Forum
Arts/Cultural Organizations	St. Mary's Hospital

Throughout the process, the Steering Committee met at least once every month to review and discuss planning issues, forging consensus whenever possible. The Committee's roles included:

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- ☞ communicating the concerns of all interested community groups regarding the long-range development of the City;
- ☞ providing a forum for discussion of differing views;
- ☞ developing statements of the community's vision and goals in the context of staff's technical analysis;
- ☞ helping to communicate with the general community; and
- ☞ recommending goals, policies and strategies to the City's Planning Commission.

Early in the process, the Committee recommended that the City and County jointly develop a preferred alternative for the entire urban area. The initial City/County Steering Committee meetings were so successful that, at the Committee's request, the City Council and Board of County Commissioners authorized the two Committees to jointly develop the goals, policies and strategies for the joint planning area. Chapter Five is the product of this cooperative planning process.

C. Citizen Participation Plan

Grand Junction's citizen-based planning process promoted broad community involvement many ways, including:

- ☞ Ongoing direction from a broad-based **Steering Committee** as described above;
- ☞ **Interviews** with key City and County leaders at the outset of the process to identify information sources, community opinions and suggestions for making the planning process and plan more valuable to the community;
- ☞ **Focus group sessions** were conducted in the first phase of the process to identify the concerns of the business community, minority interests, the real estate and development community, downtown interests, service providers, government agencies and community organizations;
- ☞ **Community-wide and area specific workshops and open houses** were conducted at the beginning of the project to identify key community issues, opportunities to address those issues, and a sense of community values. Workshops and open houses were conducted at each decision-making point in the process to gather input on the initial alternatives, the preferred alternative, the goals and policies and the final plan draft;

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- ☞ City and County **newsletters** were mailed to all residents to provide notice of opportunities to participate in the planning process and to provide information about the directions the process was taking; and
- ☞ **Media outreach** through press releases, newspaper articles, service groups, radio and television was provided at key decision-making points in the process to promote public participation and awareness.

This combination of techniques was intended to provide all community residents with a variety of ways to express their concerns, values and ideas to the long range planning process. These techniques offered residents and non-residents a chance to have a "seat at the table" while maintaining a balance among interested groups.

D. Initial Assessment

The first phase of the planning process is summarized in the *Needs, Issues and Opportunities Report*. The initial assessment was conducted to establish a clear understanding of existing conditions, trends, community needs, key community issues and opportunities for future actions. In addition to a comprehensive review of available reports, plans, studies and data, the initial assessment included public outreach to assess the values of the community that should be reflected in the Growth Plan. A list of references to the *Needs, Issues and Opportunities Report* and this Plan are listed in Appendix B.

The *Needs, Issues and Opportunities Report*, the findings of which are summarized in Chapter Three, explored physical conditions, recent growth trends, the regulatory environment, related planning and development efforts, and community values. It also included the following initial recommendations for priorities in the City's planning process and Plan contents:

Planning Process Recommendations

1. Ensure that the process is inclusionary.
2. Coordinate the City and County planning processes.
3. Capitalize on the strengths of existing organizations.
4. Include other service providers in the planning process.

Plan Content Recommendations

THE PLANNING PROCESS

1. Establish clear priorities for City action to implement the Growth Plan, including future planning needs.
2. Plan for anticipated residential and non-residential growth.
3. Plan for growth through a balanced combination of infill and annexation. The Growth Plan should provide a framework for a City/County agreement regarding future land use patterns in and around the City.
4. Provide incentives for compatible infill and disincentives for development in areas which can't be served in a cost-effective manner.
5. Develop appropriate strategies to ensure that the City has an adequate supply of affordable housing.
6. Identify appropriate locations for a variety of residential choices.
7. Provide guidance for determining the appropriate location and design of commercial and industrial development.
8. Describe the City's role in promoting sound environmental decisions by service providers, residents and businesses in Grand Junction.
9. Promote growth patterns and investment decisions that reduce residents' long-term dependence on automobiles and provide residents with realistic travel choices.
10. Define minimum and target service levels for City services and amenities.
11. Establish design guidelines for key gateways and corridors to enhance the visual appeal of the City.
12. Establish detailed area plans for development of the I-70 interchange areas at Highways 6 and 50, 29 Road and 24 Road.
13. Establish detailed corridor plans for Patterson Road, Highways 6 and 50 west of downtown, 29 Road, North Avenue, and Highway 50 in Orchard Mesa.
14. Clearly state the City's role in building and maintaining a healthy, diverse economy.
15. Describe how the City will assist School District 51, Mesa State College and other educational institutions serve the growing needs of the community.
16. Identify a future parks, trails and open space system that will enhance residents' recreational opportunities, neighborhoods and the natural environment for use by humans and wildlife.
17. Establish an action plan with clear priorities to guide decision-makers in implementing the Plan, including specific recommendations for zoning and

THE PLANNING PROCESS

- development code modifications. The implementation strategy also should describe the process for updating capital improvements plans and programs.
18. Establish a process to regularly seek citizen input in refining the Plan to meet the changing needs of the community.

Through coordination with Mesa County and the diligent efforts of the Steering Committee, the Growth Plan was able to address each of these recommendations.

E. Plan Alternatives

In the second phase of the planning process, which is described in more detail in Chapter Four, Grand Junction and Mesa County compared the impacts of three land use alternatives on the joint planning area. Through quantitative and qualitative review, the City and County compared the advantages and disadvantages of each of the following growth alternatives.

Alternative 1 - Current Practices: This alternative assumed that historical growth trends and policies would remain in effect. New residential subdivisions would be developed at the same density as recent subdivisions in the vicinity. Non-residential development will continue to develop along urban arterial streets in accordance with existing zoning. The Current Practices scenario assumed that there would be no substantial changes in existing growth policies or development regulations on the part of the City or County.

Alternative 2 - Concentrated Growth: This alternative assumed that zoning and development policies would strongly discourage sprawl development. New residential growth would occur primarily within areas that currently have urban services. New non-residential growth would be located within existing commercial strips and nodes in the Grand Junction or Clifton. City and County policies would encourage reinvestment in existing non-residential areas and discourage development of agricultural lands that do not have access to urban services. An urban growth boundary¹ identified the area in which urban development would be allowed. Development within the urban growth

¹ The urban growth boundary does not necessarily correspond with city limits. It is more closely associated with urban service areas.

THE PLANNING PROCESS

boundary would be limited until all urban services are available at adopted levels of service.

Alternative 3 - Urban Core and Outlying Growth Centers: This alternative assumed that neighborhood and community centers would be located throughout the joint planning area. Each of the neighborhood centers would provide retail and service opportunities for residents. Public investment in parks, schools and libraries would be focused near these centers. Zoning would permit some higher density development to occur at each of the neighborhood centers. In addition to neighborhood centers, several community centers (*e.g.*, Downtown Grand Junction, Mesa Mall, the airport, Mesa State College, St. Mary's Hospital) would serve distinct community functions (*e.g.*, entertainment, office, retail, education, medical).

After review and comment by the public, the City and County Steering Committees selected desired elements of alternatives 2 and 3 to create a preferred alternative. The preferred alternative, which is described in detail in Chapter Five, supports the use of an urban growth boundary and an urban reserve area to limit urban sprawl. It incorporates policies that provide strong support for the growth of existing non-residential centers in Clifton, Downtown Grand Junction, the Airport Environs and Mesa Mall. It also provides for commercial services and neighborhood retail opportunities in the Redlands and Orchard Mesa areas. Finally, the preferred alternative strongly supports the conservation of natural resource areas by limiting development potential in floodplains and on steeply sloping areas.

F. Plan Development

Definition of the preferred alternative was the initial step in developing the future land use plan contained in Chapter Five. The Steering Committees refined the preferred alternative through the development of goals, policies and strategies that will guide public and private development decisions for the next fifteen years. Through the autumn and winter of 1995-96, the City and County Steering Committees met at least once per month to develop a balanced set of goals, policies and strategies. The Committee debated the merits of policies and strategies, building consensus for the joint City/County Plan. After completing

THE PLANNING PROCESS

their review in February, 1996, the Steering Committee conducted a series of four open house meetings. These meetings, conducted in the Downtown, Clifton, Redlands and Orchard Mesa areas of the community reflected broad support for the Plan's policies. Early implementation of the Plan was a primary interest expressed by meeting participants. In addition, citizens recommended several land use changes that were incorporated into the Future Land Use Plan by the Steering Committee.

G. Plan Implementation

After adopting this Plan, the City and County will pursue its implementation. The initial strategies to accomplish the Plan's goals will be the development of an intergovernmental agreement between the City and County, and updates of the City and County development codes. These and other tasks are described in the last section of Chapter Five. For the Plan to continue to serve the community, the City and County will need to monitor and update the Plan. Chapter Six describes an ongoing monitoring process, as well as the processes for land use and policy amendments.

CHAPTER THREE

CONTEXT FOR PLANNING

A.	Overview	III.1
B.	Physical Assessment	III.1
C.	Growth Assessment	III.3
D.	Regulatory Assessment	III.19
E.	Planning Assessment	III.21
F.	Community Values	III.22

III. CONTEXT FOR PLANNING

A. Overview

This chapter summarizes the findings of the *Needs, Issues and Opportunities Report*, prepared in the summer of 1995. It addresses aspects of the physical environment, growth trends, development regulations, facility and service planning, and community values that most directly impact the Growth Plan.

As shown in Exhibit III.1, Grand Junction and Mesa County are located on the western edge of Colorado along Interstate 70. The Joint Planning Area (shown in Exhibit I.1) encompasses 105 square miles of land in the Central Grand Valley. The valley is defined by the Book Cliffs to the north, the Grand Mesa to the East and the Colorado National Monument to the southwest. The confluence of the Colorado and Gunnison Rivers is located near the center of the joint planning area -- an area that roughly extends from A Road to I Road on the south and north, and from 19 Road to 35 Road on the west and east.

B. Physical Assessment

The natural environment is one of the community's most valuable resources. The Colorado and Gunnison Rivers, the abundance of Federally owned open space, the temperate climate and relatively clean air have made Grand Junction a desirable place to live and work. The community's topography, soils, water supply and climate provide both opportunities and constraints. Decisions affecting growth and development have long-term impacts on the condition of these resources for future generations. The community's challenge is to provide for the needs of residents and businesses without sacrificing these natural assets. Key natural resource concerns addressed in the growth plan are:

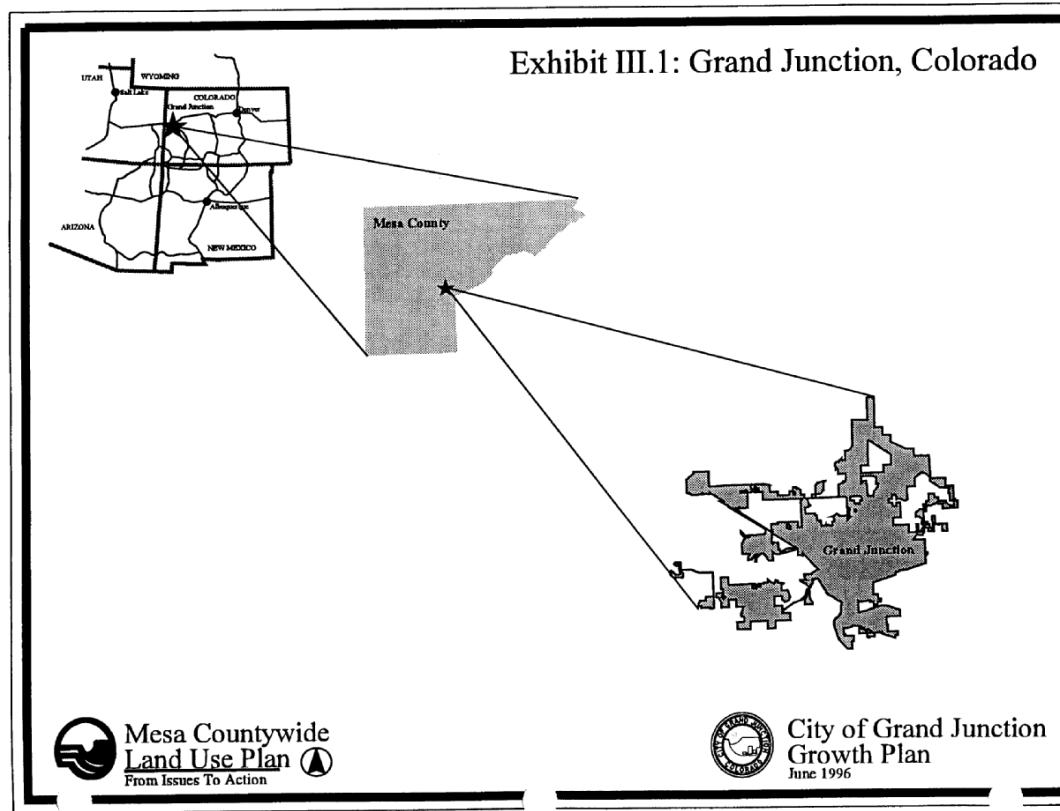
Protection of the riverine environment. The Colorado and Gunnison River floodplains serve a variety of purposes, such as conducting snowmelt and stormwater through the community, providing habitat for a variety of plants and animals, and providing a recreational amenity for community residents and visitors. The City, County, State and private interests have

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devoted a lot of resources to cleaning up and protecting the river in recent years. This Plan

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Exhibit III.1: Grand Junction, Colorado



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supports efforts to conserve and enhance the environmental and recreational value of riverfront areas.

Managing hillside and ridgeline development. Development of steep hillsides and ridgelines along the rivers and in the southern half of the planning area is a concern for safety and aesthetic reasons. Several of these steep slopes have a demonstrated history of instability. In the most dramatic example, several houses on Orchard Mesa had to be relocated to avoid being dropped into the river. From an aesthetic perspective, views of natural hillsides are a key element of the community character. Development of hillsides and ridgelines should be sensitive to both safety and aesthetic concerns.

Preservation of key open space areas and corridors. While the rivers are the most significant wildlife corridors running through the City, there are several waterways and drainage basins that retain enough open space to provide for the movement of watchable wildlife. Preservation of these drainageways and other open areas enhances the community character and can help to filter urban stormwater runoff before it enters the rivers.

Maintaining clean air. Thermal inversions trap air pollutants in the valley to some degree approximately 300 days per year. Wood smoke and road dust make this problem particularly acute during winter months when inversions are most severe. To maintain the health of the community and the views of the surrounding landscape, residents, businesses and local government must cooperate to minimize the air pollutant loading.

C. Growth Assessment

Since 1990, the planing area has experienced sustained rapid growth. Historically, the community has experienced a series of population boom and bust cycles, Exhibit III.2 lists the population and rate of growth for the City, County and State since 1940. However, decreased reliance on a resource based economy and increased geographic flexibility for workers through improving telecommunications are likely to moderate future down cycles.

CONTEXT FOR PLANNING

As shown in Exhibit III.3, the population of the planning area is anticipated to increase throughout the planning period (from 1995 to 2010) at an annual rate

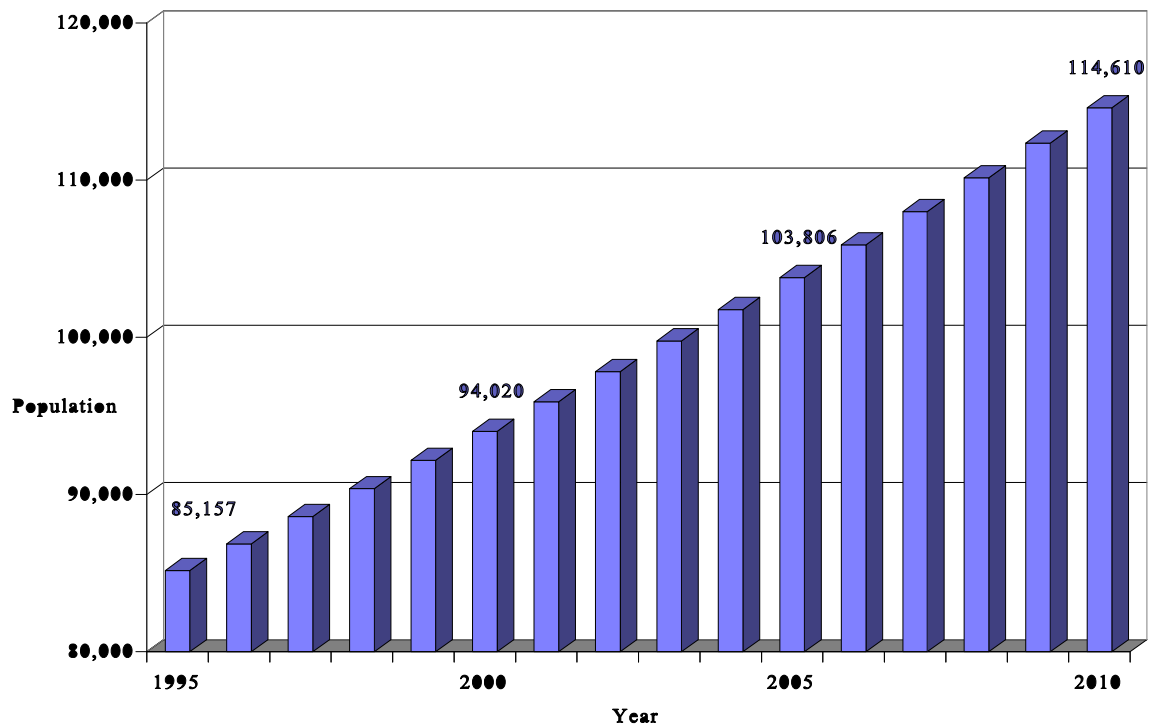
Exhibit 111.2: Population Change

Year	Grand Junction		Mesa County		Colorado	
	Population	% Change	Population	% Change	Population	% Change
1940	12,479		33,791		1,123,296	
1950	14,504	16.2%	38,974	15.3%	1,324,089	18.0%
1960	18,694	28.9%	50,715	30.1%	1,753,947	32.4%
1970	20,170	7.9%	54,374	7.2%	2,209,596	26.0%
1980	28,144	39.5%	81,530	49.9%	2,889,964	30.8%
1990	29,034	3.2%	93,145	14.2%	3,294,394	12.2%
1994*	34,000	17%				

of two percent. Just as significant as the population increase is the character of the community's population -- where will they live? and what services will they demand.

CONTEXT FOR PLANNING

Exhibit III.3: Projected Planning Area Population Growth 1995-2010

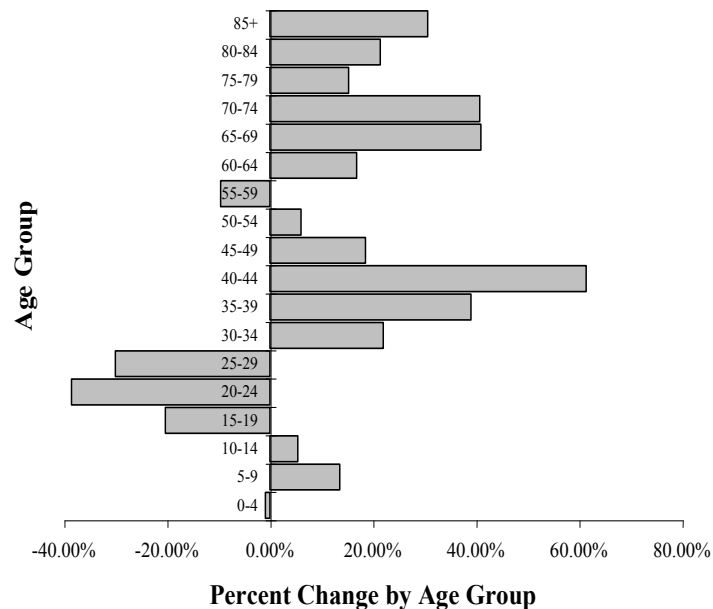


Extra-territorial growth. During the 1980s, the City's population increased by only 3.2 percent, compared with a 27 percent growth rate within the urbanized areas of the County. Rapid urbanization of unincorporated areas surrounding the City has created service dilemmas. The County has faced increased demands to provide urban police and street maintenance services. Multiple special districts have been formed to provide water, wastewater and fire protection services within unincorporated urban areas

CONTEXT FOR PLANNING

and the City has found that it provides a parks and recreation system for a population that is more than twice its resident base. While annexation will resolve some service dilemmas, coordination between the City, County and other service providers will be required to equitably fund and adequately provide urban services.

Increasing numbers of senior citizens. The age of the City's population provides a good basis for evaluating current and future service needs. While the total population of Grand Junction increased modestly during the 1980s, age characteristics of the city changed dramatically as the City "grayed." There was a 30 percent increase in people over 65. Exhibit III.4 displays the population change in Grand Junction from 1980 to 1990.



Source: 1980, 1990 Bureau of the Census

Much of the out-migration of young adult residents can be attributed to economics, including the collapse of the shale oil industry. The increase in seniors can be attributed to the warm, dry climate, health care facilities, and overall quality of life in the community. These factors will continue to attract retirees into the 1990s.

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This trend is significant for the planning area because senior citizens create different service demands than young families with children. While the number of people in a given age bracket will determine the demand for services, it also may affect the community's priorities for public services. This shifting may affect community consensus on recreational and educational facilities and services, transit, discount pricing for the needy and other social services.

Increasing school age population. Analysis of age distribution by census tract, within the city and the urbanized area, shows exactly where each age group is concentrated. In general, most residents under age 17 live within the urban fringe areas that are growing most rapidly, including the northeast and southwest sections of town. Recent growth has pushed school enrollment to capacity limits. As the number of children increases, school capacity is likely to be the primary constraint to growth.

Education services. Education is an important resource in every community. Not only are schools charged with educating the community's youth, they also are major employers. In Grand Junction, Mesa County Valley School District #51 provides public education to a student population of approximately 12,500. On average, these students had a student/teacher ratio of about 25 to 1 for most of the schools.

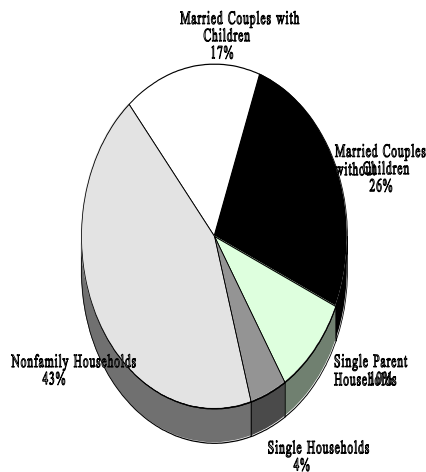
There are five post-secondary schools in Grand Junction: Mesa State College; Unified Technical Education Center; University of Colorado - Continuing Education; Technical Trade Institute and Intermountain Bible College and Colorado Christian University.

CONTEXT FOR PLANNING

Households Composition. The number of households in Grand Junction increased by 8 percent, to 12,831, between 1980 and 1990. Average household size remained roughly the same, with only a slight drop from 2.3 persons per household in 1980, to 2.2 in 1990. Exhibit III.5 shows the increase in the percentage of single people, which is one factor

	1980	1990
Never Married	26.3	22.9
Married	53.6	51.7
Widowed	9.8	10.3
Divorced	10.1	14.9

contributing to this decrease. Exhibit III.6 illustrates the types of households in which the population resides. More than half of these households (66 percent) were family households. There was an increase of 12 percent in the number of single parent households, 82 percent of which were led by women. The increase in single parent families, combined with the increase in the number of families with two working parents follows national trends, which challenges accepted notions of worklife, schedules, education, childcare, recreation and other socio-economic factors.

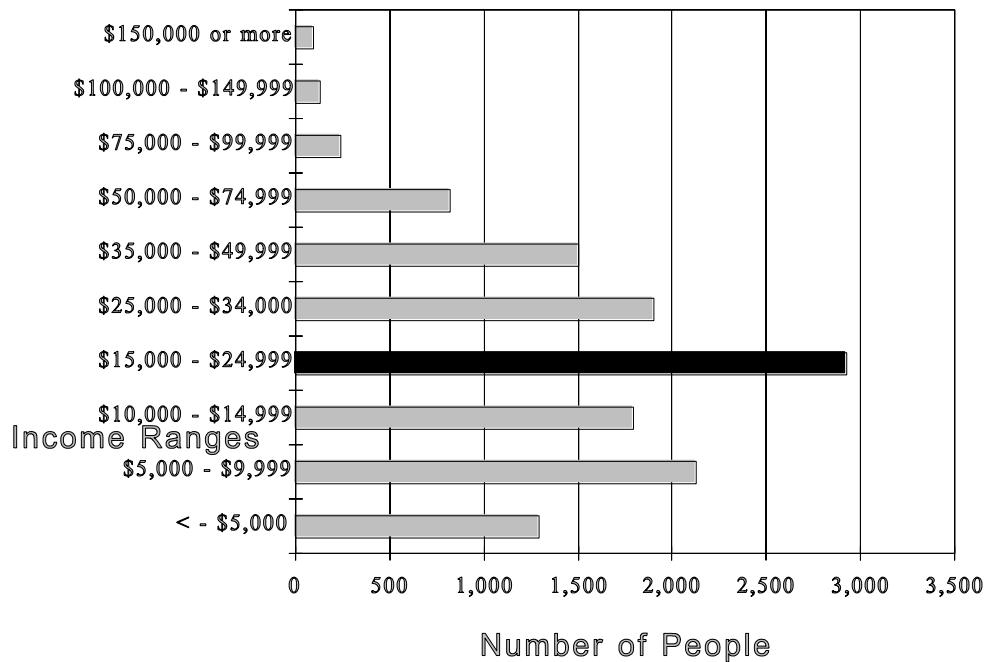


Source: 1990 Bureau of the Census

CONTEXT FOR PLANNING

People not living in family households generally live alone, though there is a small percentage (8 percent) living in group quarters. In Grand Junction, most of the people living in group quarters are either living in nursing homes (35 percent) or are in college dormitories (45.5 percent).

Income and Poverty. Analysis of the 1990 household income distribution for Grand Junction shows that there is a significant low to middle income population, while there is a very small upper income population. Exhibit III.7 shows the income distribution for the City. The median household income was \$19,042 in 1990. While the median household income increased 69.3 percent (from \$13,203 to \$19,042 between 1980 and 1990), the real change after adjusting for inflation was 15.1 percent. If the City follows the County trend, income will continue to increase. Household income in the County was estimated to have increased by 35 percent to \$32,043 in 1993.



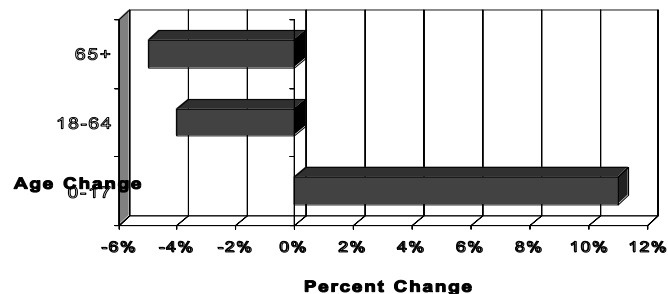
Source: 1990 Bureau of the Census

Median Household Income = \$19,042

CONTEXT FOR PLANNING

The median household income for the urbanized area in 1990 was \$23,536. Since there were more elderly, retired individuals living in the central city, income was lower there than in the suburbs, which have a larger number of people in the work force. The median household income in the outlying urbanized areas is consistently higher than median household income in the entire area.

Poverty. The City experienced a significant (7 percent) increase in the number of people living on incomes below the poverty level in the last decade. Poverty guidelines are set by the Federal Department of Health and Human Services. Total population living in poverty was estimated to be 5,980, or 22 percent of the City's population. Exhibit III.8 shows the number of children living in poverty is increasing while relatively fewer adults are living in poverty. The number of youths living below poverty increased 11 percent between 1980 and 1990, while the number of working age and elderly people living below poverty decreased. The percentage of families living below the poverty level increased from 9 percent to 14 percent between 1980 and 1990. The increased poverty creates additional challenges for the community, including the provision of better jobs, more affordable housing and transportation assistance.



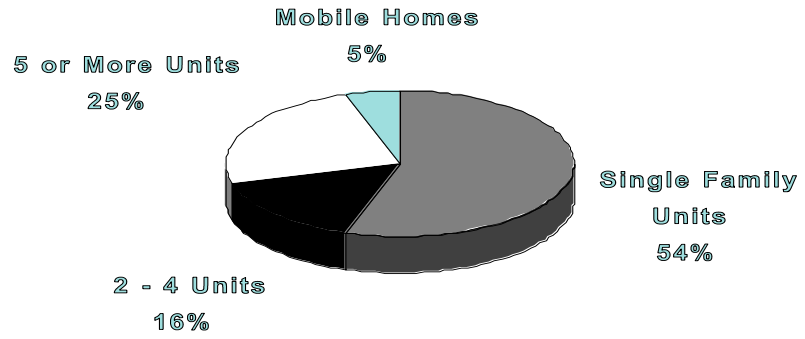
CONTEXT FOR PLANNING

Housing. The total number of housing units in the City increased by 7 percent, to 13,698 units between 1980 and 1990 (see Exhibit III.9). An additional 650 units were “permitted” in the City between 1991 to 1994. Most houses are occupied (94 percent), with one-half of these units being owner-occupied houses and the other half renter-occupied. The supply of housing has not kept up with demand -- the number of occupied housing units climbed by 8 percent while vacant housing in the area decreased by over 4 percent. The increase in occupied housing was mostly seen in the rental market. Despite the 19.6 percent increase in rental units in the 1980s, the number of vacant units available for rent decreased from 467 in 1980 to 366 in 1990.

	1980	1990	Percent Change
Total Units	12,706	13,698	7.2%
Occupied	11,766	12,810	8.1%
Owner	6,661	6,453	-3.2%
Renter	5,105	6,357	19.6%
Vacant	926	888	-4.2%

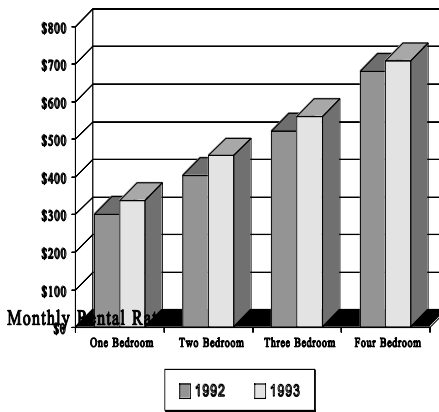
While, approximately one-half (49 percent) of the housing is renter occupied, only about 36 percent of rental units are multi-family. There are some mobile and manufactured homes in Grand Junction, but the majority of rental units are detached single-family units. Exhibit III.10 shows the distribution of housing stock by type.

CONTEXT FOR PLANNING



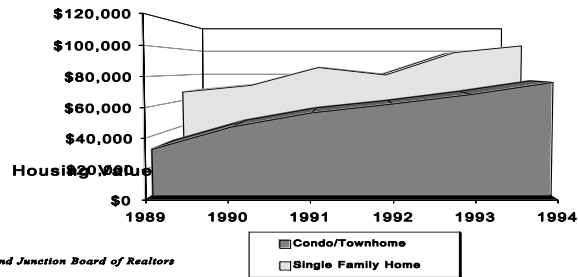
CONTEXT FOR PLANNING

The increased demand for rental housing in the area contributed to the 30 percent increase in housing cost, from \$217 a month in 1980 to \$313 in 1990. Since 1990, there has been a continual increase in monthly rental rates. Exhibit III.11 illustrates this trend. As the price of rental units increases, the proportion of people who cannot afford housing also rises. In 1990, 42 percent of the people living in rental units could not afford them.² The cost of owner-occupied housing units rose slightly in the 1980's. The median value of these housing units increased about 7 percent, from \$49,700 to \$53,600 between 1980 and 1990. The Grand Junction Board of Realtors reports that since 1989, the median price of a single-family home has increased by \$40,000, (see Exhibit III.12). According to the 1990 Census, 17 percent of owner-occupied households were beyond the means of the household residents.



² Affordable housing is defined as housing that cost less than 30 percent of the household's gross monthly income. This measure applies to renters and owners.

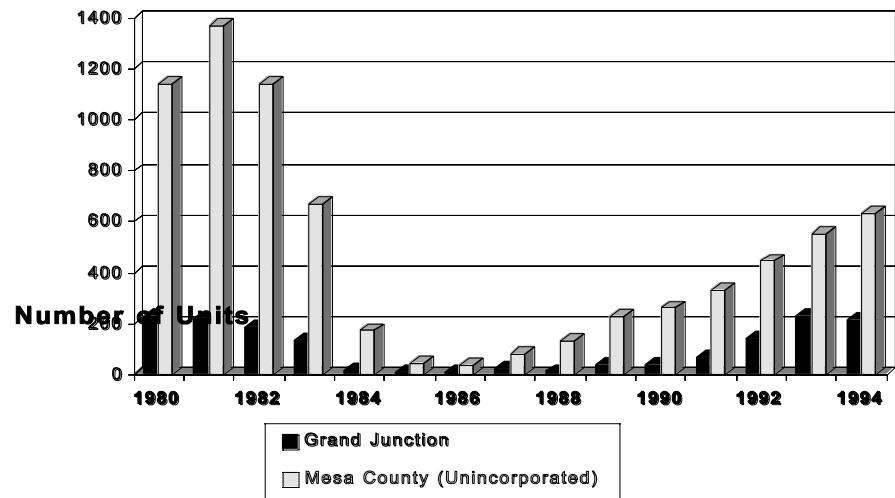
CONTEXT FOR PLANNING



Source: Grand Junction Board of Realtors

CONTEXT FOR PLANNING

Most of the housing structures in the City were built before 1980, with the median year of construction being 1962. Between 1980 and 1990, approximately 859 housing units were built in the City, with most of these being built prior to 1984. New home construction has been on the rise since 1990. Exhibit III.13 shows the number of housing units built in Grand Junction and unincorporated Mesa County by year since 1980. The graph illustrates the impact of the 1980s bust on the housing industry and the industry's recent resurgence.



Employment. Exhibit III.14 illustrates the trend in County employment between 1983 and 1993.³ The table clearly illustrates the decrease in employment experienced in the mid-1980s, and the steady resurgence since 1986. Total County employment has grown at an annual rate of

³ City-specific data are only available for the years 1980 and 1990. These two years do not adequately reflect the real trends in employment.

CONTEXT FOR PLANNING

more than 4 percent since 1986. During the 1980s, the City of Grand Junction's employment dropped from 13,150 to 12,100. Since 1990, employment and the labor force have rebounded. By the end of 1993, the City's labor force included over 14,500 people. Exhibit III.14 shows the number of employed persons also has increased since 1990. Unemployment has fluctuated between 7 and 9 percent. The top ten employers in the Grand Valley by numbers of employees are either public employers or health care, industries which are very important to the area. *City Market* is the only employer on the major employers list that does not fit into one of these categories. Each of the employers on the list provides a relatively stable source of employment for community residents.

Exhibit III.14: Mesa County Employment Changes

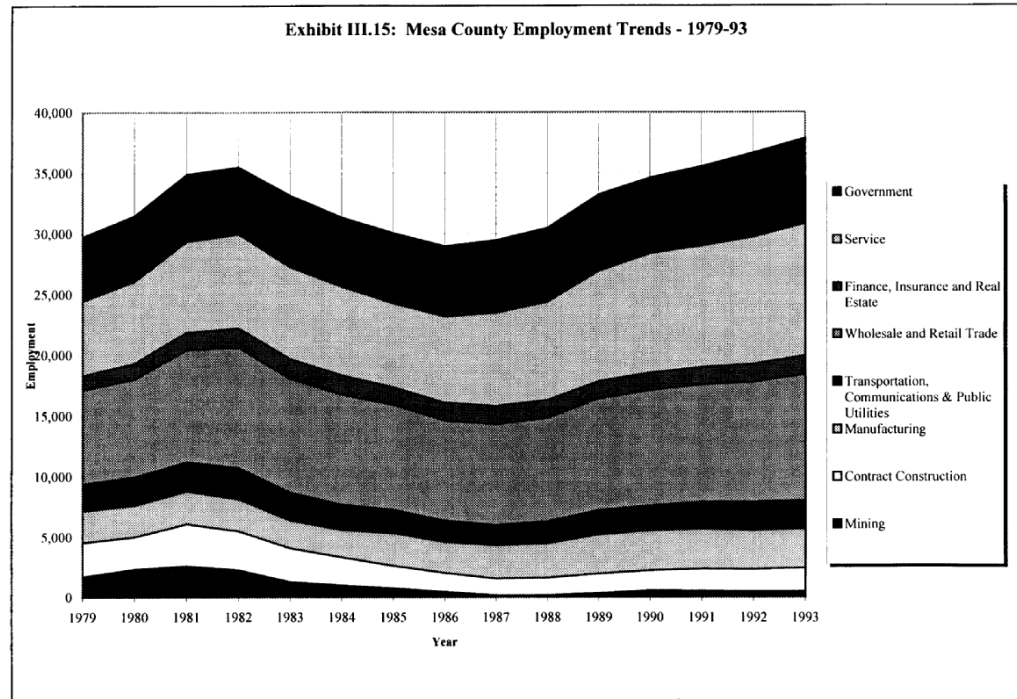
Year	Labor Force	Employed	Unemployed	Unemployment Rate
1983	47,313	41,641	5,672	12
1984	44,242	39,242	5,000	11.3
1985	41,297	36,919	4,378	10.6
1986	39,193	34,527	4,666	11.9
1987	39,879	35,556	4,323	10.8
1988	40,239	36,921	3,318	8.2
1989	41,714	38,846	2,868	6.9
1990	44,865	42,229	2,636	5.9
1991	46,161	43,250	2,911	6.3
1992	47,334	43,765	3,569	7.5
1993	48,927	45,671	3,256	6.7
1994	50,830	47,996	2,834	5.6
1995	53,504	50,525	2,979	5.6
Note: 1994 and 1995 figures reflect Grand Junction MSA incorporating Mesa County				

CONTEXT FOR PLANNING

Exhibits III.15, III.16 and III.17 show Mesa County employment trends by industry. Exhibit III.15 shows the rise and fall of mining employment relative to the shale oil boom in the early 1980s. Mining employment plummeted from 7.5 percent of the jobs to 0.6 percent before rebounding to 1.4 percent in 1993. Similarly, construction shifted from 10 percent of total employment in 1980 to 5.1 percent in 1993. Manufacturing, finance, insurance and real estate, transportation, communications, public facilities, government and wholesale/retail trade have all maintained a fairly consistent percentage of total employment. Service sector employment decreased slightly during the mid-1980s, but steadily gained in share of total employment -- increasing from 20.6 percent in 1979 to 28.8 percent in 1993. This growth in the service sector reflects a national trend. The recent increase in the number of manufacturing jobs does not reflect national or state trends, but reflects local successes in retaining and attracting new manufacturing jobs.

CONTEXT FOR PLANNING

Exhibit III.15: Mesa County Employment Trends - 1979-93



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CONTEXT FOR PLANNING

Exhibit III.16: Mesa County Employment by Sector (Total Employment)

Exhibit III.16:

Industry	Year														
	1979	1980	1981	1982	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993
Mining	1,720	2,340	2,630	2,290	1,290	1,000	760	460	180	200	360	590	560	510	530
Contract Construction	2,840	2,690	3,490	3,240	2,830	2,360	1,870	1,570	1,380	1,440	1,630	1,650	1,810	1,830	1,930
Manufacturing	2,620	2,620	2,690	2,640	2,290	2,270	2,720	2,580	2,780	2,870	3,250	3,330	3,320	3,250	3,280
Durable Goods	1,980	1,910	1,870	1,770	1,340	1,300	1,580	1,520	1,710	1,860	2,040	2,190	2,150	1,950	1,880
Nondurable Goods	640	710	820	870	950	970	1,140	1,060	1,070	1,010	1,210	1,140	1,170	1,300	1,400
Transportation, Communications & Public Utilities	2,240	2,340	2,420	2,580	2,310	2,090	1,930	1,780	1,690	1,820	2,020	2,050	2,250	2,360	2,330
Wholesale and Retail Trade	7,750	8,050	9,200	9,870	9,350	9,070	8,650	8,250	8,320	8,530	9,200	9,510	9,640	9,850	10,340
Wholesale	1,500	1,510	1,670	1,920	1,700	1,600	1,520	1,330	1,420	1,470	1,540	1,590	1,670	1,660	1,660
Retail	6,250	6,540	7,530	7,950	7,650	7,470	7,130	6,920	6,900	7,060	7,660	7,920	7,970	8,190	8,680
Finance, Insurance and Real Estate	1,160	1,290	1,440	1,610	1,620	1,560	1,450	1,460	1,480	1,460	1,400	1,410	1,400	1,450	1,520
Service	6,130	6,760	7,490	7,750	7,580	7,300	6,900	7,070	7,650	8,070	9,090	9,830	10,020	10,480	10,910
Government	5,300	5,390	5,550	5,530	5,900	5,700	5,790	5,820	6,000	6,100	6,290	6,250	6,560	6,940	7,030
Federal	970	1,010	1,070	1,080	1,130	1,120	1,130	1,090	1,150	1,130	1,170	1,230	1,190	1,230	1,220
State & Local	4,330	4,380	4,480	4,450	4,770	4,580	4,660	4,730	4,850	4,970	5,120	5,020	5,370	5,710	5,810
Total	29,760	31,480	34,910	35,510	33,170	31,350	30,070	28,990	29,480	30,490	33,240	34,620	35,560	36,670	37,870

CONTEXT FOR PLANNING

Exhibit III.17: Mesa County Employment by Sector (Percent of Total Employment)

Exhibit III.17:

Industry	Year															
	1979	1980	1981	1982	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993	
Mining	5.78%	7.43%	7.53%	6.45%	3.89%	3.19%	2.53%	1.59%	0.61%	0.66%	1.08%	1.70%	1.57%	1.39%	1.40%	
Contract Construction	9.54%	8.55%	10.00%	9.12%	8.53%	7.53%	6.22%	5.42%	4.68%	4.72%	4.90%	4.77%	5.09%	4.99%	5.10%	
Manufacturing	8.80%	8.32%	7.71%	7.43%	6.90%	7.24%	9.05%	8.90%	9.43%	9.41%	9.78%	9.62%	9.34%	8.86%	8.66%	
Durable Goods	6.65%	6.07%	5.36%	4.98%	4.04%	4.15%	5.25%	5.24%	5.80%	6.10%	6.14%	6.33%	6.05%	5.32%	4.96%	
Nondurable Goods	2.15%	2.26%	2.35%	2.45%	2.86%	3.09%	3.79%	3.66%	3.63%	3.31%	3.64%	3.29%	3.29%	3.55%	3.70%	
Transportation, Communications & Public Utilities	7.53%	7.43%	6.93%	7.27%	6.96%	6.67%	6.42%	6.14%	5.73%	5.97%	6.08%	5.92%	6.33%	6.44%	6.15%	
Wholesale and Retail Trade	26.04%	25.57%	26.35%	27.79%	28.19%	28.93%	28.77%	28.46%	28.22%	27.98%	27.68%	27.47%	27.11%	26.86%	27.30%	
Wholesale	5.04%	4.80%	4.78%	5.41%	5.13%	5.10%	5.05%	4.59%	4.82%	4.82%	4.63%	4.59%	4.70%	4.53%	4.38%	
Retail	21.00%	20.78%	21.57%	22.39%	23.06%	23.83%	23.71%	23.87%	23.41%	23.16%	23.04%	22.88%	22.41%	22.33%	22.92%	
Finance, Insurance and Real Estate	3.90%	4.10%	4.12%	4.53%	4.88%	4.98%	4.82%	5.04%	5.02%	4.79%	4.21%	4.07%	3.94%	3.95%	4.01%	
Service	20.60%	21.47%	21.46%	21.82%	22.85%	23.29%	22.95%	24.39%	25.95%	26.47%	27.35%	28.39%	28.18%	28.58%	28.81%	
Government	17.81%	17.12%	15.90%	15.57%	17.79%	18.18%	19.26%	20.08%	20.35%	20.01%	18.92%	18.05%	18.45%	18.93%	18.56%	
Federal	3.26%	3.21%	3.07%	3.04%	3.41%	3.57%	3.76%	3.76%	3.90%	3.71%	3.52%	3.55%	3.35%	3.35%	3.22%	
State & Local	14.55%	13.91%	12.83%	12.53%	14.38%	14.61%	15.50%	16.32%	16.45%	16.30%	15.40%	14.50%	15.10%	15.57%	15.34%	
Total	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	

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D. Regulatory Assessment

The City of Grand Junction and Mesa County have made great strides to improve the compatibility of their development regulations. Common road and other improvement standards have improved the quality of urban infrastructure in the planning area. To implement the Plan, the City and County will need to address the following outstanding regulatory issues:

Developing common concurrency standards. The level of public services in the community is a significant factor in the residents' quality of life. As the urban area grows, increases in demands on the street, school and parks systems are perceived as eroding the quality of life. By ensuring that there are adequate public facilities in place at the time that growth creates new demands, the community can maintain established levels of service. However, in developing standards for streets, parks and schools, the City will need to coordinate with the County and School District.

Adjusting the character of zoning districts. Grand Junction's zoning districts do not match the character of the community. Commercial zoning districts allow industrial uses, the downtown commercial district does not recognize the character of the downtown businesses and residences, multi-family districts allow high rise apartment towers, and neighborhood business districts lack sufficient compatibility standards. By clarifying the purpose of each district and the standards within the districts, the City can tailor most of the zoning districts to meet the needs of the community.

Providing adequate open space in residential areas. The development regulations do not adequately address residential open space requirements. This is particularly important for mixed use and higher density residential projects. The planned development provisions of the City's code also lack adequate guidance for determining the appropriate amount and types of open space and other necessary amenities. Requiring dedication of adequate open space and other amenities can help ensure the long-term integrity of individual neighborhoods.

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Adjusting zoning for consistency with the Plan. Zoning is one of the most powerful tools for implementing the goals and policies of the Growth Plan. Key changes need to be made in Grand Junction's existing zoning ordinance to be consistent the Plan's goals and policies. The RM 32 and RM 64 zones need to be eliminated as districts. These districts are too intensive and do not match the character of the community. Some sites will require rezoning such as the heavy industrial areas along Highways 6 and 50 and in the South Downtown area; these areas will be rezoned to less intensive classifications.

Overlay districts. The addition of overlay districts will help Grand Junction and Mesa County to have greater control of areas which have special needs. Overlay districts encompass one or more underlying zones and impose additional requirements above what are already required by the underlying zone. Several overlay districts are proposed such as; a Downtown Overlay District, a Floodplain and Slope Overlay District, and a Corridors and Gateways Overlay District. These areas have special needs which can not be addressed by conventional districts and creating overlay zones will allow for more appropriate standards to be placed on these areas.

Coordinate city/county review and approval. The joining of the City and the County into one Plan will simplify the review process for future developments. A rational review and approval process is needed to ensure consistency with the Plan.

Planned development. Additional parameters are needed for this negotiated process to ensure that planned development will be a long-term asset for residents and the community as a whole. A planned development is defined as a development on a tract of land under single ownership, designed as a cohesive unit, and consisting of a combination of residential and nonresidential uses.

Improving community aesthetics. Existing zoning and development regulations require minimal landscaping improvements and limited

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buffering between dissimilar uses. Just as the City has incorporated landscaping as an integral part of public improvement projects, it should update its requirements for landscaping of private projects, particularly those located along the community's most visible corridors.

E. Planning Assessment

One of the most difficult growth management challenges facing the community is the abundance of independent service providers. Water districts (many of which aggressively extended water service areas in the 1980s) and sanitation districts provide services throughout most of the planning area. While there is a relative abundance of utility capacity, the community's streets and school systems pose serious constraints to future growth. The lack of a City or County land use plan and the availability of utilities has fostered haphazard development patterns and raised the following concerns:

Improving the predictability of land use decisions. Residents, developers, public boards and staff lack adequate guidance to predict what uses should be developed in much of the community. Improving the predictability of land use decisions through the implementation of this Plan will benefit each of these groups.

Targeting urban infrastructure investments. The City and County need the guidance of a future land use plan to help target public investments which best achieve community goals. By proactively planning capital improvements instead of reacting to development requests, the City and County can plan and provide services more efficiently.

Maintaining adequate levels of services. While water and wastewater service are not in short supply, the community is experiencing overcrowding within both school and street systems. The City and County must plan cooperatively with each other and the School District to ensure that new growth does not overwhelm the community's ability to maintain adequate levels of service.

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Funding / Impact Fees. New development and growth generates a need for more public services before the city or county is able to fund them. The use of impact fees to pay for new development is increasing nationwide. Impact fees are premised on the policy that new development should bear the cost of new public facilities and services whose demand is created by such development.

F. Community Values

There is remarkable consensus among community residents about the issues facing the community. In surveys, workshops, focus group meetings, steering committee meetings and interviews, the community presented a consistent message. The following **community perceptions and observations** formed the basis of the Growth Plan's vision statement, policies and recommendations. While not all of these issues are fully resolved in the Growth Plan, most are addressed.

1. Managing and Planning Future Growth

- a. The Plan should retain current community assets and build on them as we plan for our future.
- b. The community is not "no growth," but is very concerned that new growth be appropriate to the community.
- c. The City is part of a larger urban community. Growth decisions need to address the needs of both the City and the larger community of Grand Junction.
- d. The future size of the City is a concern. There are advantages (in terms of federal funding and national perception) to a population over 50,000. On the other hand, the feeling of a small community (which is enjoyed today) is also an asset.
- e. By managing growth, the community would like to minimize the effects of boom/bust cycles.
- f. Future growth should be planned so it is within the limitations of our natural and community resources. How much growth can our community accommodate? How much growth can our natural, economic and cultural resources allow?

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- g. Planning for growth should also focus on preserving environmental quality. It should not result in declining air quality or degradation of other environmental resources.
- h. Future growth should be planned and located so it can be provided with adequate infrastructure.
- i. The form development takes is an issue for planning and managing growth.
- j. The amount, type and location of extra-territorial growth is an important concern, in addition to management of growth inside the City limits.
- k. The concept of "infill" -- development within defined boundaries where services and facilities already exist -- is appealing. How does Grand Junction define infill? Which areas are infill areas? How can this form of development be encouraged?
- l. There may be potential for a "village" development form, where businesses and community services are located together in a core surrounded by residential development.
- m. The vistas of the Monument, Grand Mesa and the Book Cliffs are important to this community's character. They should not be obscured by air pollution. Development in the foothills, even at low densities, may reduce the ability to enjoy these views. How can hillside development be managed to avoid this?
- n. There is a strong need for community agreement on the direction for Grand Junction's future.

2. Maintaining Community Character

- a. There is a need for community agreement about the character we want Grand Junction to have, about the key features that contribute to the desired character and about the appropriate steps to take to maintain or achieve that character.
- b. People here have a sense of community pride. This is one part of the community character we hope to retain in the future.
- c. Local business leaders support the community and are involved in community issues/action. This is a strength we hope to retain.

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- d. Neighborhood quality of life is important to the character of Grand Junction; it is one of the features that attract residents to this community. Some factors that shape neighborhood quality of life are:
 - (1) neighborhood stability;
 - (2) compatibility of land uses;
 - (3) availability of parks and open spaces;
 - (4) a sense of tranquility and safety;
 - (5) friendliness and neighborhood pride; and
 - (6) the people in the neighborhoods.
- e. The community needs to take actions to minimize crime.
- f. Grand Junction has many arts and cultural facilities that make this community unique. As we plan the future development of the community, we can build on these assets.
- g. Historic preservation should be part of planning for the community's future.
- h. The views of the mountains are an important part of this community's character.
- i. The impact of residential wood burning on air quality should be reviewed.
- j. There are special needs and opportunities related to downtown and the surrounding areas.
 - (1) Development opportunities (such as residential above ground floor office/retail) are available downtown that don't exist elsewhere.
 - (2) We need a plan for the future land use and zoning of downtown and its surroundings.
 - (3) The existing single-family neighborhoods around downtown are zoned for much higher density development. Zoning changes should be made to reflect (and retain) the existing uses.
 - (4) The area south of Main (from 7th to 1st) has potential for mixed use development -- residential, commercial and recreational. Development in this area must address compatibility issues with nearby industrial development.
 - (5) Government offices should remain downtown.
- k. Stronger code enforcement is needed to address visual clutter in key areas.

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- l. *Gateways* to Grand Junction are important because they provide visitors with first impressions of the city. There is some need for improved design at gateways. The City should consider some form of design guidelines or review for gateways, but should keep this flexible and avoid over-regulation. However, things people use (like infrastructure) should receive attention before things people see (like gateways).
- m. The design & appearance of major transportation corridors through and around the City (*e.g.*, I-70, Hwys. 6 & 50, Bus. 70, North Avenue, Horizon Drive, etc.) are also concerns; issues are similar to those for gateways.

3. Supporting Job Growth and Economic Development

- a. Grand Junction needs a stable and diverse economic base.
- b. We should encourage economic development that creates jobs at all pay levels, requiring a variety of skills.
- c. Economic development should include jobs for young people, so those who grow up here or attend Mesa College can stay in the community.
- d. The community should support existing businesses, helping keep them here and encouraging them to grow here. The future of one existing employer, the Department of Energy, causes special concern because of its size and the high skill, high wage jobs it provides. Its plans should be reviewed.
- e. Firms in the 20 to 200 employee range should be encouraged to locate here.
- f. The community needs a plan to set priorities for economic development. The Growth Plan should become an economic development tool.
- g. Many suggestions were made regarding which industries and business types that should be the focus of economic development efforts. Some suggestions are:
 - (1) Telecommunications and other information technology firms;
 - (2) Tourism;
 - (3) Environmentally-sensitive businesses;
 - (4) Environmental clean-up technologies (for world-wide markets);

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- (5) Clean light industry;
 - (6) Businesses that strengthen the viability of agriculture;
 - (7) Businesses that use the skills of existing residents or provide training to residents; and
 - (8) Businesses that continue Grand Junction's role as a regional center for finance, commercial activities and health care.
- h. The Mesa County Economic Development Council should continue its role in Grand Junction's economic development.
 - i. Appropriate locations for new economic development should be identified and planned. The Bureau of Land Management land near the airport is one possibility.

4. Preserving Open Spaces

- a. Open spaces are important to the community; they should be included in the Growth Plan.
- b. Possible "open spaces" range from agricultural areas and the riverfront to neighborhood parks and connecting greenbelts. The planning process should consider:
 - (1) The definition of open spaces to be preserved (whether these include publicly-owned lands, developed parks, natural areas, canals and/or agricultural areas); and
 - (2) The amount and location of future open space areas.
- c. Open spaces and natural areas are important as part of the community's image. They make the first impression on visitors.
- d. Agricultural areas have value as open (non-urban) spaces, yet they are privately owned and used for private businesses. How can Grand Junction and its urban residents help support continuing, viable agriculture? If agricultural uses do not continue, should the land be preserved for other open space uses? What tools can be used that will be effective and are reasonable for the agricultural land owners and the community?
- e. Open spaces should be connected with a valley-wide trails system. Analysis and policy debate are needed to:
 - (1) Define the desired connections;
 - (2) Clarify whether they are community developed;
 - (3) Clarify whether they are publicly owned;

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- (4) Clarify whether they must be available to the public; and
- (5) Address the appropriate uses of these areas and their visual impact on the community.
- f. The role of canals in the open space system is a critical issue. Policy, legal, institutional and operational issues must be explored to define their role.
- g. Neighborhood parks are important to open space, too. New development in areas which are not now urban must include parks to replace some of the open space benefits of the undeveloped land.
- h. How can open space and parks be funded, operated & maintained? Who should be responsible?
- i. What are the most appropriate and reasonable tools to use in acquiring or retaining open space areas?

5. Providing for Affordable Housing

- a. The City should plan, or provide, for housing that is affordable to residents at all income levels. Additional efforts may be needed to address low income housing needs.
- b. There should be a full range of housing options available in the community -- single-family detached homes on small lots, homes on larger semi-rural lots, duplexes, apartments, manufactured/mobile homes and others.
- c. Locations must be identified for development of new multi-family and manufactured housing. Once these locations are identified, planning and zoning should support these development options. City decision-makers must be willing to then allow development consistent with the plans and zoning.
- d. New development should be compatible with the existing neighborhoods surrounding it.
- e. The appropriate role for the City in planning or providing appropriate housing types and affordable housing must be discussed.

6. Providing Adequate Transportation

- a. Planning for the transportation system must consider all transportation modes. Its impact on air quality must be evaluated.

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- b. An adequate roadway system must be planned and constructed to keep pace with growth. Particular concerns relate to traffic flow at key Downtown intersections and the need for additional arterial streets.
- c. Trails and pathways should be part of the transportation system. They should be designed for pedestrians, bicyclists, and equestrians. They should expand the Riverfront trail system.
- d. During the planning period, Grand Junction may need some form of public transit. Will this be needed? What form of transit would be most appropriate?
- e. Grand Junction needs better aviation service.

7. Addressing Public Education

- a. Quality education is important at all levels, from elementary schools to Mesa College.
- b. The school district is facing significant needs without adequate resources.
- c. The community supports the growth of Mesa College, but is concerned about where and how that growth occurs. Negotiation and institutional land use controls should be used to ensure compatibility with surrounding uses. Parking and student housing are important needs in terms of long-range planning and land use patterns.
- d. The City and County should be a partner with the school district in the selection of school sites and the coordination of growth with school facility capacity.

8. Ensuring Efficient Service Provision

- a. The community should set priorities to address current community needs first.
- b. Facilities and services should be planned and built so they keep up with growth as it occurs.
- c. The community's changing demographics affect service needs. The Plan must consider this in evaluating future service needs and appropriate service delivery standards.
- d. What is the long-term role of irrigation districts and systems in areas that are becoming urban? What services are necessary and

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- appropriate? What provisions are needed during development to protect existing irrigation systems?
- e. It may be appropriate to set different service levels in urban, suburban and rural areas. These service levels can reflect the different character of these areas; they should be cost-effective in light of the future development patterns and densities.
 - f. There should be a "backbone" system of major lines and facilities for services such as water, sewer, irrigation and roadways. The facilities in the backbone system could be designed consistently, regardless of the entity constructing them. Other, localized facilities could then be designed as each entity chose.
 - g. Which entities should serve urban areas? Should these areas be annexed into the City or should urban-level service be provided by the County and/or other entities?
 - h. Who should pay for facility expansions, replacements, and extensions? What are the policy options?
 - i. What is the appropriate basis for setting fees related to capital facilities? Should they cover facility replacement costs or new facilities? What is the current practice for the City and other service providers?
 - j. The costs to serve infill development are different from those for development in urban expansion areas. Fees and charges should reflect this cost differential.

9. Cooperation between the City, Mesa County and Other Service Providers

- a. Local governmental entities should work harder at working together. The City's attitude in dealing with other entities and unincorporated area residents is perceived as a problem by some.
- b. There are more successes in cooperation than the general public understands. Some of this concern is related to the perception that there is not enough cooperation. The City and County need to "tell the success stories".
- c. Better coordination among service providers is a concern to many participants. Coordination includes the sharing of plans and projections, use of consistent design standards and inclusion of service

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- providers in development review processes. There have been successes in this area, but more is needed.
- d. Annexation issues need to be addressed. These issues cause confusion and create suspicion about the City's motives in annexing areas. Some of the issues for which consistent policy is needed are listed below. Clear communication of these policies to the public is also an important part of addressing annexation concerns.
 - (1) Why does the City consider annexation?
 - (2) When is annexation appropriate? What factors support annexation to the City?
 - (3) What are the costs and benefits of annexation to area residents, property owners and businesses?
 - (4) Should the City annex strips and other configurations that exclude some areas within a neighborhood or community? If so, when are these types of annexation appropriate?
 - e. There are opportunities for additional coordination with the school district.
 - f. The potential for consolidation of service districts should be explored.

10. Implementing the Plan

- a. What regulations are appropriate to accomplish the community's goals?
- b. In reviewing existing or potential regulations, it's important to retain flexibility in responding to individual situations and needs.
- c. Much of the City's development process works well. There are some opportunities for improvement. Most suggestions relate to the PUD process:
 - (1) When it should be used (type, size &/or location of projects);
 - (2) What criteria should apply consistently to PUD's;
 - (3) What issues should be handled with "case-by-case" negotiations;
 - (4) How to ensure that negotiated provisions are compatible with the needs of other service providers; and
 - (5) How provisions are monitored and enforced.
- d. By implementing the Growth Plan in conjunction with the County's Comprehensive Plan, we expect that Grand Junction will be a desirable

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- community for residents and new businesses. The attractions of a desirable community should create economic development advantages.
- e. What role should specific incentives play in economic development efforts? How should these be targeted? How can their costs be evaluated and their benefits measured?

CHAPTER FOUR

PLAN ALTERNATIVES

A.	Overview	IV.1
B.	Definition of Alternatives	IV.2
C.	Analysis of Alternatives	IV.11
D.	Selection of a Preferred Alternative	IV.19

IV. PLAN ALTERNATIVES

A. Overview

The City and County jointly embarked on rigorous alternatives analysis process to:

- ☞ Compare the consequences of different growth management strategies; and
- ☞ Select a future growth alternative that is consistent with community values and resources.

As the community prepared the Growth Plan, it faced many choices about the character, intensity and location of new growth. By exploring the implications of different growth management strategies, the City and County were able to choose policies and strategies that will best achieve the community's goals. The Steering Committee, with input from the staff, consultants and the general public, determined the composition of each alternative.

The alternatives analysis focused on future land use patterns and their service/cost implications. The three alternatives identified the location of different types of growth within the community. Each alternative shared some common characteristics because they used existing land use patterns as a foundation. The differences between these alternatives were most obvious in the locations where new growth will be directed. The alternatives analysis explored the advantages and disadvantages of each alternative by focusing on distinctions among land uses, demands for services, public facility and service costs and implementation strategies.

After the Steering Committee reviewed the impacts of each alternative and public comments, it recommended a preferred alternative upon which the City's Growth Plan is based.

B. Definition of Alternatives

The Growth Plan alternatives were designed with four objectives in mind:

- ☞ The alternatives should reflect a clear understanding of the existing conditions in the community;

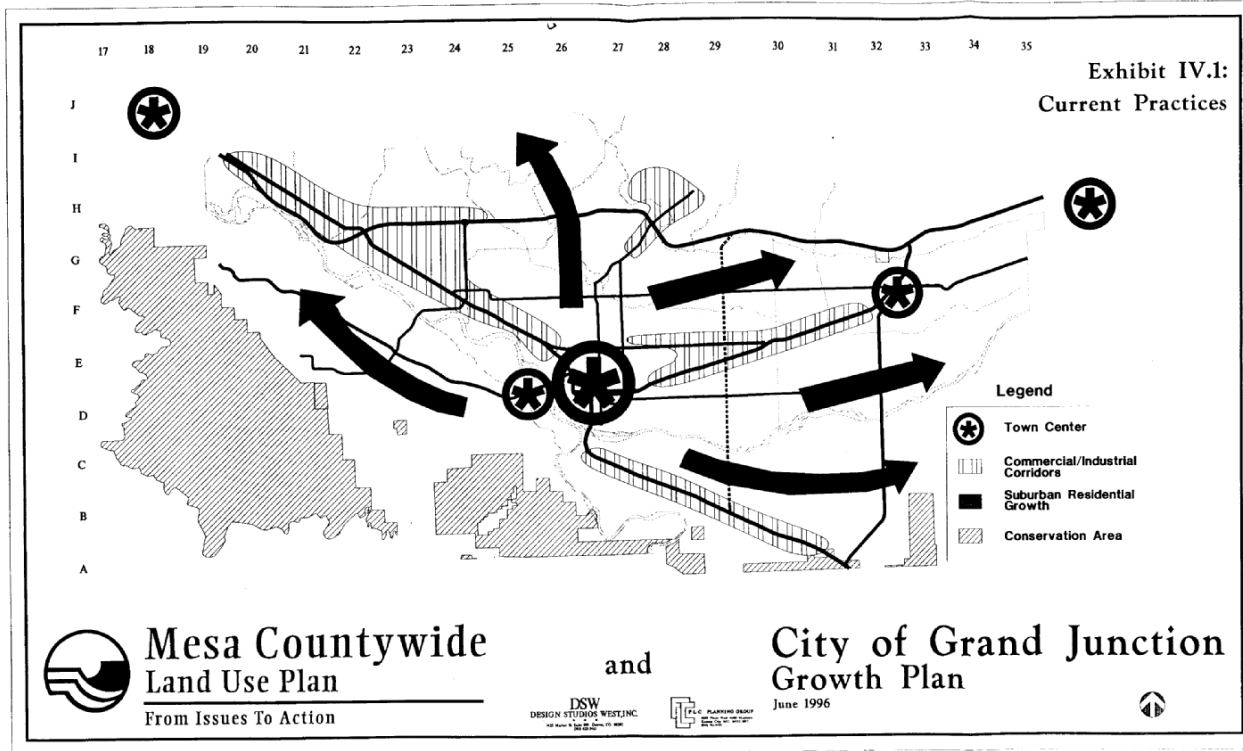
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- ☞ The alternatives should propose growth trends and development patterns that reflect realistic possibilities for the City and community as a whole;
- ☞ The alternatives should describe future land uses with enough detail to permit quantitative analysis; and
- ☞ The alternatives should pose distinct land use and policy options, which reflect the goals and objectives of distinct constituencies within the community.

Exhibits IV.1, IV.2 and IV.3 illustrate the general concepts of each of the three alternatives selected for analysis. Exhibit IV.4 describes each alternative in greater detail.

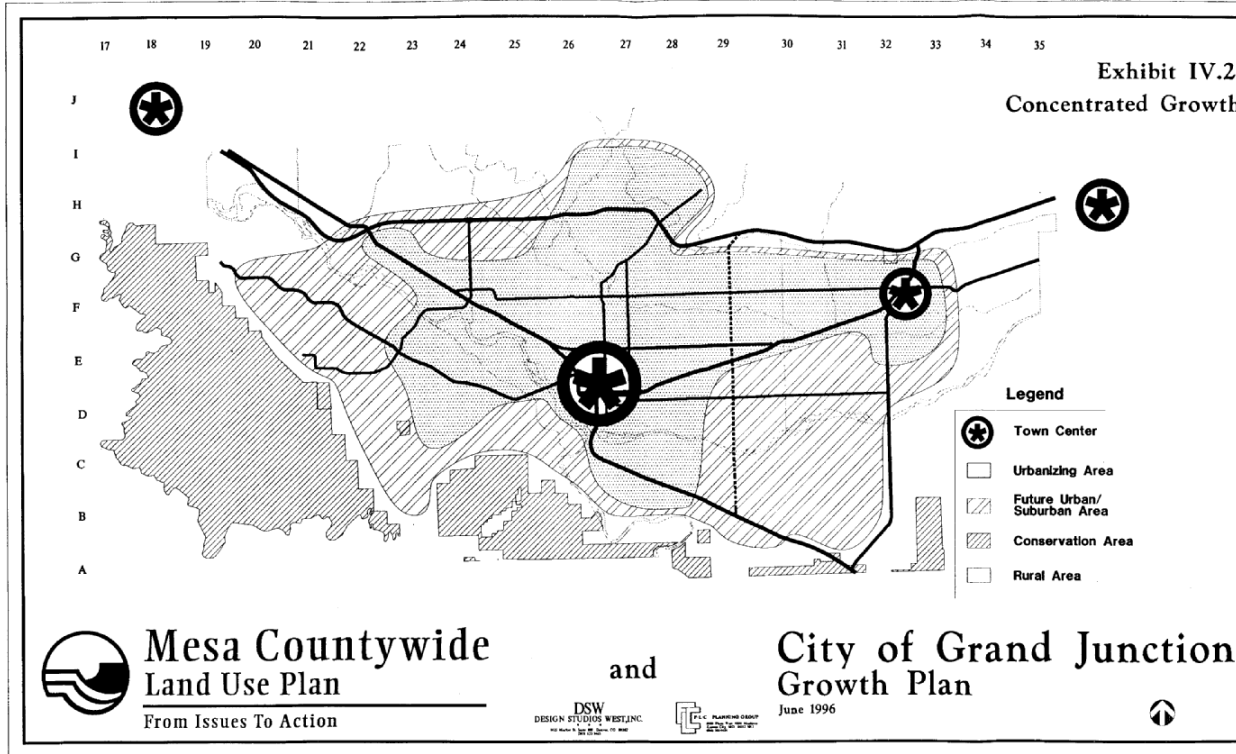
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Exhibit IV.1: Current Practices



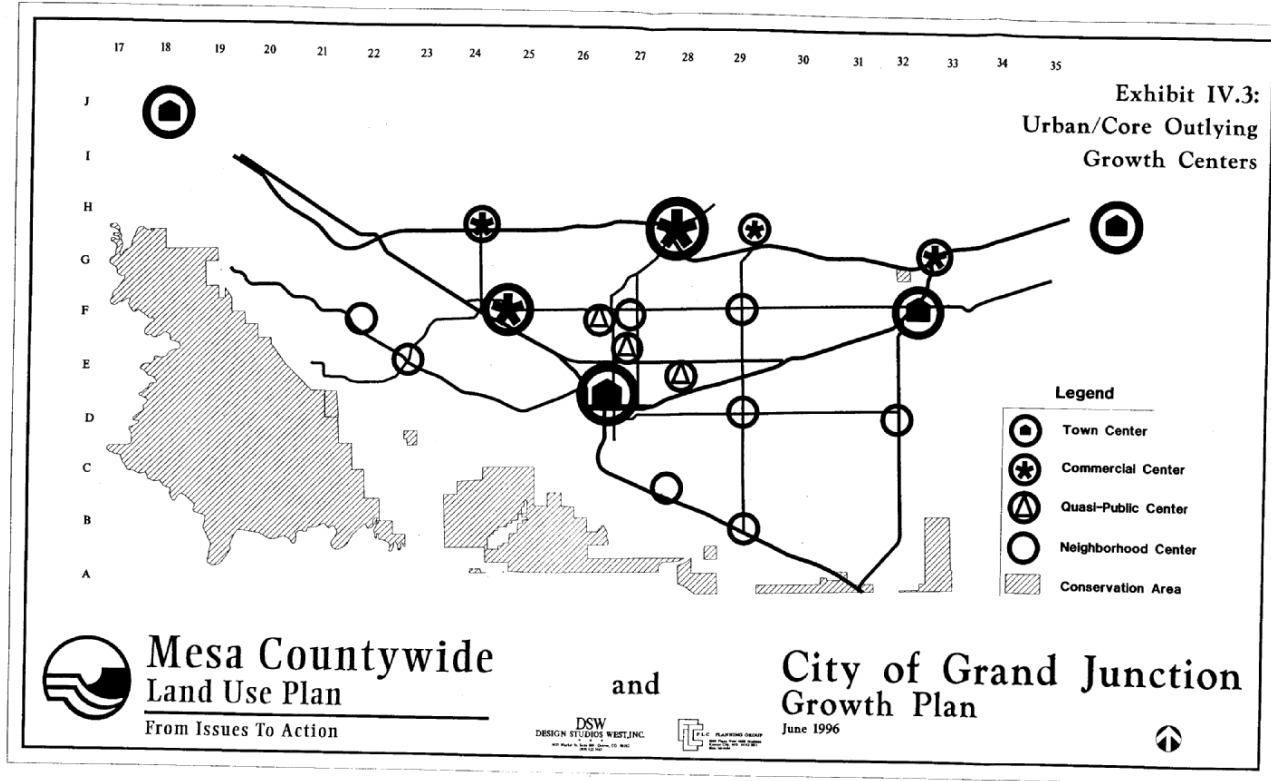
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Exhibit IV.2: Concentrated Growth



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Exhibit IV.3: Urban Core/Outlying Growth Centers



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Exhibit IV.4: Growth Plan Alternatives

	Growth Alternative 1: Existing Policies and Practices (The Trend Alternative)	Growth Alternative 2: Concentrated Urban Growth (The Compatible Infill Alternative)	Growth Alternative 3: Urban Core and Adjacent Growth Centers (The Growth Centers Alternative)
Theme	The City and County will maintain existing growth management practices. Large lot, single-family subdivisions will surround the community while multi-family and non-residential uses will locate where permitted by current zoning districts. This alternative is characterized by outward growth.	Infrastructure guides the timing and location of growth. This alternative is characterized by infill development, redevelopment, moderated outward growth and support for a vital downtown core.	Focus on development of several growth centers serving a variety of purposes. Major growth centers designated for general retail, travel oriented services, entertainment, specialty retail, office/industrial and other purposes. Minor centers located in residential areas would include parks, schools and neighborhood convenience services.
General	<ul style="list-style-type: none"> ☞ No substantial change occurs in existing development approval practices. ☞ Grand Valley experiences continued outward growth. ☞ City, County and School District act independently without seeking or seriously considering guidance from other jurisdictions affected by key decisions. ☞ Existing multi-family, commercial and industrial zoning remains in effect. 	<ul style="list-style-type: none"> ☞ New urban growth (lots smaller than 2 acres) is limited to areas in 201 boundary where water, wastewater and street improvements are in place. Non-urban (residential lots of 2 or more acres) parts of the community will receive rural service levels (e.g., no sidewalks, minimal fire protection, no sewer service). ☞ City reinvests in Two Rivers Convention Center and Convention Center area. ☞ Private reinvestment in existing non-residential areas encouraged, particularly in downtown and blighted areas. Some incentives provided by City. ☞ Development of agricultural and other open space lands that do not have access to urban services is discouraged. Utility extension and clustering policies are used by City and County to retain agricultural land and minimize urban sprawl. ☞ Higher density infill is located where it can be made compatible with 	<ul style="list-style-type: none"> ☞ Emphasize major non-residential development at existing centers (Downtown, Airport, Mall, Clifton). Major centers are mutually supportive, not competitive. ☞ Neighborhood convenience service centers located at major intersections throughout the planning area (service radius = 1-2 miles) ☞ Higher density residential clusters and public facilities (parks, schools, etc.) located near growth centers

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	Growth Alternative 1: Existing Policies and Practices (The Trend Alternative)	Growth Alternative 2: Concentrated Urban Growth (The Compatible Infill Alternative)	Growth Alternative 3: Urban Core and Adjacent Growth Centers (The Growth Centers Alternative)
		existing development and natural resources. In stable single-family neighborhoods near core, multi-family land is down-zoned.	
Land Use Patterns: Single-Family	<ul style="list-style-type: none"> ☞ Single family homes continue to be the dominant form of new development. ☞ Downtown single family neighborhoods experience commercial and multi-family encroachment. ☞ Each area of the community experiences subdivision at a variety of densities -- primarily low density residential. 	<ul style="list-style-type: none"> ☞ Minimum and maximum lot sizes discourage large lot subdivisions in future urban areas. ☞ Agricultural and conservation categories limit loss of agricultural and other open space lands through utility extension and clustering policies. ☞ Mixed residential and commercial projects are encouraged 	<ul style="list-style-type: none"> ☞ Residential development occurs at varied densities with highest densities near centers ☞ Outlying residential development (Appleton, east Orchard Mesa, Redlands, Fruitvale and east of Clifton) occurs at low average density
Land Use Patterns: Multi-Family	<ul style="list-style-type: none"> ☞ Multi-family development occurs in infill projects, senior housing projects and widely scattered planned developments. ☞ Some large older homes near downtown are converted to multi-family units. ☞ Some new multi-family development occurs in neighborhoods adjacent to downtown area. ☞ Some additional multi-family units are developed between 30 Road and 33 Road, south of Bus. 70. 	<ul style="list-style-type: none"> ☞ Most new multi-family units are scattered in areas of transition between commercial and single-family development. ☞ Additional multi-family development east of 32 Road and some multi-family development on the east side of 24 Road. ☞ Mixed developments of single-family and multi-family units are encouraged. 	<ul style="list-style-type: none"> ☞ New multi-family development encouraged near major and minor centers ☞ Multi-family infill encouraged within the downtown commercial core area and Clifton town centers
Land Use Patterns: Commercial	<ul style="list-style-type: none"> ☞ Non-residential development in undeveloped areas along arterial streets (Patterson, 12th St, 24 Road, Hwy. 50), except in the Redlands where commercial nodes are maintained ☞ Hotel/convention center/theater complex built near airport. Remainder of airport area developed for light industrial and office space ☞ Heavy commercial/industrial development pattern continued in South 	<ul style="list-style-type: none"> ☞ New non-residential growth is located within existing commercial strips and nodes in the City and Clifton. Clifton area adds new "big box" retail, but otherwise maintains existing level of commercial services. ☞ Outlying commercial uses do not compete with downtown (downtown commercial core area is developed as a mixed use/specialty retail/ entertainment/government center, with additional 	<ul style="list-style-type: none"> ☞ Major town center is encouraged near intersection of 32 Road and Bus-70, with improved pedestrian access. Expansion of this commercial area occurs. ☞ Commercial development in smaller centers primarily serves neighborhood convenience needs (convenience stores, branch banks,

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	<p style="text-align: center;">Growth Alternative 1: Existing Policies and Practices (The Trend Alternative)</p>	<p style="text-align: center;">Growth Alternative 2: Concentrated Urban Growth (The Compatible Infill Alternative)</p>	<p style="text-align: center;">Growth Alternative 3: Urban Core and Adjacent Growth Centers (The Growth Centers Alternative)</p>
	<p>Downtown (area between the river and railroad tracks); the Jarvis property remains vacant</p> <ul style="list-style-type: none"> ☞ Mixed commercial extends along the length of Bus. 70 ☞ Local businesses are established at minor arterial intersections throughout valley ☞ Core residential neighborhoods continue to experience commercial encroachment, particularly along the near north and east sides of the CBD ☞ Ute/Pitkin corridor residences gradually replaced by heavy commercial/light industrial uses ☞ 24 Road becomes heavy commercial strip separating light industry to west and single family residential development to east ☞ Heavy commercial and light industrial areas develop along the north side of I-70 near 24 Road ☞ Commercial growth occurs along north side of I-70 between 29 Road and Horizon Drive 	<p>housing encouraged)</p> <ul style="list-style-type: none"> ☞ New commercial development limited to neighborhood convenience services at existing commercial sites, except at airport ☞ Jarvis property develops for commercial uses ☞ City stimulates redevelopment of lighter commercial services along Ute/Pitkin corridor and uses design overlay ☞ Mixed commercial/multi-family residential development encouraged in the general downtown area ☞ South Downtown rezoned to commercial with some commercial along riverfront park frontage ☞ Intersections near 24 Road and I-70 not developed until full urban services available. No significant development of the 29 Road/I-70 interchange area. 	<p>personal services)</p> <ul style="list-style-type: none"> ☞ Monument Village expanded somewhat with office space, multi-family development and park land ☞ Mall area is expanded as general retail center ☞ Downtown commercial core area is developed as a mixed use/specialty retail/entertainment/government center, with additional multi-family housing encouraged ☞ South downtown transitions from industrial to heavy commercial uses, with recreation-oriented businesses along riverfront park ☞ Additional highway oriented centers at 24 & 29 Roads along I-70 ☞ Jarvis property develops as a park ☞ Ute/Pitkin redeveloped or encouraged for redevelopment as mixed use corridor
<p>Land Use Patterns: Industrial</p>	<ul style="list-style-type: none"> ☞ Neither City nor County apply aesthetic guidelines along arterial corridors ☞ Existing industrial zoning encourages mixed industrial development along Hwys. 6 & 50 between downtown and the I-70 interchange ☞ Heavy industry dominates in southeast downtown ☞ Some light industrial development extends east from South Downtown along rail line towards 32 Road ☞ Light industrial development located north of I-70 west of 25 Road 	<ul style="list-style-type: none"> ☞ Airport development focused on light industrial and office space. Residential development limited in areas of airport influence. ☞ City and County require investment in landscape screening along major heavy commercial and industrial corridors. 	<ul style="list-style-type: none"> ☞ Airport is a major light industry/office center ☞ Southeast downtown remains a heavy industry center ☞ Industry and [heavy] commercial along arterial corridors and near community entryways is screened with fencing

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	Growth Alternative 1: Existing Policies and Practices (The Trend Alternative)	Growth Alternative 2: Concentrated Urban Growth (The Compatible Infill Alternative)	Growth Alternative 3: Urban Core and Adjacent Growth Centers (The Growth Centers Alternative)
Institutional & Utility Policies	<ul style="list-style-type: none"> ☞ Independent utility companies continue to encourage growth throughout the valley ☞ Little coordination between development approvals and school facility needs ☞ No change in facility funding or adequacy standards 	<ul style="list-style-type: none"> ☞ Coordination and consolidation of utility providers used to ensure that extension policies and standards consistent with City/County plans. City and County limit development where adequate facilities are not available. Non-contiguous development must bear full cost of extensions to new development areas. ☞ City and County work with School District to link development approvals with school capacity. 	<ul style="list-style-type: none"> ☞ City, County and utility providers adopt common level of service standards. Each jurisdiction independently establishes extension policies so some areas may develop before others ☞ City and County jointly adopt land use plan and policies regarding land uses in major and minor centers ☞ City and County coordinate with school district on neighborhood park and school site acquisition and development
Area Impacts			
Airport	<ul style="list-style-type: none"> ☞ New conference center, hotel and theater complex built as described in Airport plan. ☞ Office space expanded. ☞ Light industrial development limited to immediate airport area. ☞ Residential development limits non-residential expansion to the west. 	<ul style="list-style-type: none"> ☞ Area developed as commercial/light industrial center with some office buildings and some light manufacturing/warehousing operations. ☞ No major increase in hotel or meeting space. 	<ul style="list-style-type: none"> ☞ Area developed as commercial/light industrial center with some office buildings and some light manufacturing/warehousing operations. ☞ No major increase in hotel or meeting space.
Appleton	<ul style="list-style-type: none"> ☞ Scattered residential subdivisions approved at various densities ranging from 2 to 10 acre lots ☞ Higher intensity subdivisions located near the airport and near the north side of I-70 ☞ Heavy commercial/light industrial development continues along I-70. 	<ul style="list-style-type: none"> ☞ Most land remains as rural or low intensity residential development. ☞ Residential areas near airport expand to the west somewhat. ☞ Highway commercial node (truck stop/heavy traffic oriented) develops at 24 Road interchange when facilities are adequate. 	<ul style="list-style-type: none"> ☞ Most land remains as rural or low intensity residential development. ☞ Residential areas near airport expand to the west. ☞ Highway commercial strip center (truck stop/heavy traffic oriented, hotel/motel,

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	Growth Alternative 1: Existing Policies and Practices (The Trend Alternative)	Growth Alternative 2: Concentrated Urban Growth (The Compatible Infill Alternative)	Growth Alternative 3: Urban Core and Adjacent Growth Centers (The Growth Centers Alternative)
			restaurants, recreation) develops at 24 Road interchange.
Clifton	<ul style="list-style-type: none"> ☞ Residential development of various densities occurs throughout the area, with multi-family development located primarily southeast of 32 Road and Bus.70. ☞ Residential subdivision extends eastward into agricultural areas. ☞ Heavy commercial/light industrial development continues along Bus. 70. ☞ Industrial development occurs along railroad tracks. 	<ul style="list-style-type: none"> ☞ Residential development of various densities occurs throughout the area, with some new multi-family development occurring along both sides of 32 Road south of Bus. 70 ☞ Area east of 33 Road maintained as rural and agricultural area ☞ Commercial development near 30 and 32 Roads along Bus. 70 focuses on Clifton community goods and services. 	<ul style="list-style-type: none"> ☞ Residential growth follows similar pattern to "concentrated growth" alternative, but some low intensity subdivisions occur east of 33 Road. ☞ Non-residential development occurs at same locations as "concentrated growth" alternative, but community invests in improvements to develop a more pedestrian oriented town center serving community needs.
Downtown Commercial Core and General Downtown Area	<ul style="list-style-type: none"> ☞ Two Rivers Convention Center maintained but not improved. ☞ Commercial development extends into adjacent neighborhoods. ☞ Some multi-family infill occurs in adjacent neighborhoods ☞ Continued heavy commercial and light industrial development along Ute/pitkin corridor and southward. ☞ Lack of redevelopment activity. ☞ Area south of Main Street remains unattractive and underutilized. ☞ Lack of multi-family development in downtown core commercial area. 	<ul style="list-style-type: none"> ☞ Two Rivers Convention Center revitalized, City works with DDA to attract downtown hotel with airport area shuttle service. ☞ Downtown center focuses on entertainment, tourism, specialty retail, government and financial offices. Multi-family development in downtown core commercial area. ☞ Incentives provided for compatible downtown development. ☞ Commercial area limited to existing zoned areas. ☞ Adjacent neighborhoods down-zoned in most areas to stabilize single family investments. ☞ Focus on redevelopment. ☞ Downzone heavy commercial and industrial areas to allow/encourage other types of uses and redevelopment compatible with the "vision" for downtown. 	<ul style="list-style-type: none"> ☞ Two Rivers Convention Center revitalized, DDA continues to nurture appropriate downtown development with existing levels of support. ☞ Commercial area limited to existing zoned areas. ☞ Adjacent neighborhoods down-zoned in most areas to stabilize single family investments. Multi-family development in downtown core commercial area. ☞ Focus on redevelopment. ☞ Downzone heavy commercial and industrial areas to allow/encourage other types of uses

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	Growth Alternative 1: Existing Policies and Practices (The Trend Alternative)	Growth Alternative 2: Concentrated Urban Growth (The Compatible Infill Alternative)	Growth Alternative 3: Urban Core and Adjacent Growth Centers (The Growth Centers Alternative)
			and redevelopment compatible with the "vision" for downtown.
Fifth Street (South Downtown)	<ul style="list-style-type: none"> ☞ Existing heavy commercial/industrial development remains. ☞ Jarvis property remains undeveloped. ☞ No improvements made to pedestrian circulation or area aesthetics. 	<ul style="list-style-type: none"> ☞ Jarvis property and other parcels developed for commercial purposes using design and access standards to improve appearance of area. City provides some incentives for redevelopment. ☞ Some public street front improvements improve pedestrian circulation. 	<ul style="list-style-type: none"> ☞ Jarvis property developed as park land, continuing riverfront trail system. ☞ No new development along 5th Street corridor due to high [potential] soil contamination.
Fruitvale/Pear Park	<ul style="list-style-type: none"> ☞ Mix of residential development occurs in area north of Bus. 70. ☞ Commercial and industrial development occurs from south of railroad tracks to North Avenue ☞ Area south of railroad developed primarily as medium density residential housing with industrial development to the north and west. 	<ul style="list-style-type: none"> ☞ Mix of residential development occurs in area north of Bus. 70. ☞ Commercial development limited to area between North Avenue and Bus. 70. ☞ Low density residential development south of the railroad tracks is bounded by higher density residential development to the west. 	<ul style="list-style-type: none"> ☞ Mix of residential development occurs in area north of Bus. 70. ☞ Mix of residential development occurs south of railroad tracks with higher intensities near commercial node at D and 29 Roads.
Orchard Mesa	<ul style="list-style-type: none"> ☞ Orchard Mesa Plan followed ☞ Land east of 29 Road developed without timing/phasing limits at average of 1 units per 2 acres. ☞ Commercial node along Hwy. 50 at intersection with north/south corridor. 	<ul style="list-style-type: none"> ☞ Orchard Mesa Plan followed ☞ Land east of 29 Road developed without timing/phasing limits at average of 1 units per 5 acres. ☞ Commercial node along Hwy. 50 at intersection with 29 Road corridor. 	<ul style="list-style-type: none"> ☞ Orchard Mesa Plan followed ☞ Land east of 29 Road developed without timing/phasing limits at average of 1 units per 3.5 acres. ☞ Commercial node along Hwy. 50 at intersection with north/south corridor.
Redlands	<ul style="list-style-type: none"> ☞ Mix of residential densities with little open space preserved ☞ Existing commercial nodes expand slightly 	<ul style="list-style-type: none"> ☞ Mix of residential densities with some low intensity projects and conservation areas established throughout the Redlands. ☞ Commercial areas near Broadway and Monument Village expand, but other commercial areas remain constant. 	<ul style="list-style-type: none"> ☞ Mix of residential densities interspersed with conservation areas. ☞ Commercial nodes remain constant except Monument Village, which adds some office and retail/service space.

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	Growth Alternative 1: Existing Policies and Practices (The Trend Alternative)	Growth Alternative 2: Concentrated Urban Growth (The Compatible Infill Alternative)	Growth Alternative 3: Urban Core and Adjacent Growth Centers (The Growth Centers Alternative)
24 Road Corridor/Interchange	<ul style="list-style-type: none"> ☞ Corridor developed as heavy commercial/retail/highway commercial area. Type of highway commercial development by interchange is left to market forces. 	<ul style="list-style-type: none"> ☞ West side of the corridor is developed for commercial purposes. Higher density residential uses locate along east side of corridor to buffer commercial uses from lower density neighborhoods. ☞ Interchange developed for heavy highway business (e.g. truck stop, RV park, hotel/motel, restuarants, recreation) 	<ul style="list-style-type: none"> ☞ West side of corridor developed for commercial purposes. Higher density residential uses locate along east side of corridor to buffer commercial uses from lower density neighborhoods. ☞ Interchange developed for hotel/motel, restuarants, recreation, truck stop and other highway oriented commercial uses, but no campground.
29 Road Interchange	<ul style="list-style-type: none"> ☞ Interchange developed for commercial purposes. 	<ul style="list-style-type: none"> ☞ Interchange not developed immediately. Ultimately developed as minor highway traffic services center (gas/food). 	<ul style="list-style-type: none"> ☞ Interchange developed as minor highway traffic services center (gas/food).
Ute/Pitkin Corridor	<ul style="list-style-type: none"> ☞ Heavy commercial uses gradually displace residential uses with limited public intervention. ☞ Heavy commercial development continues to inhibit more appropriate types of redevelopment and has negative effect on downtown image. 	<ul style="list-style-type: none"> ☞ City assists with the commercial redevelopment of the corridor through incentives and, under limited circumstances, condemnation. 	<ul style="list-style-type: none"> ☞ City encourages commercial redevelopment of corridor through incentives. Emphasis is on light commercial services.

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C. Analysis of Alternatives

Each of the alternatives was analyzed for its impacts on the following factors:

Future Land Use	Population	Employment
Traffic	Parks and Recreation	Water Systems
Wastewater System	Fire Protection	Public Safety
Schools	Air Quality	Water Quality
Floodplains	Open Space	Downtown Viability

The following paragraphs summarize some of the most significant differences between the alternatives. See the alternatives analysis report for more detail.

The **future land use** analysis revealed that the concentrated growth alternative resulted in the preservation of more than twice as much agricultural land as the other alternatives (2,661 acres versus 758 acres for current practices and 1,240 acres for urban core/outlying centers). The **Urban Core/Outlying Centers** resulted in the greatest preservation of open space, primarily along the rivers and along drainageways through the Redlands.

As shown in the following table, each of the alternatives provided for far more **population and employment** capacity than is anticipated during the planning period.

Alternative	Population	Employment
Projections for 2010	115,300	44,850
Current Practices (build-out)	454,600	151,380
Concentrated Growth (build-out)	383,500	135,450
Urban Core/Outlying Centers (build-out)	397,000	147,380

Based on detailed traffic modeling that distributed population and employment into 100 separate traffic zones, each of the alternatives generated enough **traffic** to overtax the existing road system. In each case, the addition of a bridge crossing in the 29 Road corridor

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and a Riverside bypass from Broadway to South 5th Street helped relieve the worst traffic problems. Because each alternative largely respected existing zoning, which provides for extensive employment in the west half of the planning area and residences in the east, each alternative resulted in peak hour traffic congestion on the east-west arterial streets.

There was little difference in the impacts on **water systems** because of the extensive infrastructure that already is in place. However, new capital improvements required for the **wastewater system** differed significantly. The **Concentrated Growth** alternative resulted in the lowest total projected wastewater improvement cost at build-out (\$1.1 million). This alternative requires some sewer line expansions in Orchard Mesa and north and south Grand Junction. **Current Practices** generated the highest total wastewater improvement cost (\$4.4 million), due to the cost of a significant amount of large diameter pipe (60") needed for the south-southwest Clifton area. This alternative also requires improvements in Orchard Mesa and south Grand Junction. The **Core/Centers** alternative generated a demand for \$2.4 million in improvements at build-out.

There were minor differences in the overall capital improvements required to provide **fire, police, parks and school** services. These costs were significant on a per capita basis, but varied only slightly between alternatives. The most significant cost is the projected need for \$84 million in new school facilities.

The **Concentrated Growth** alternative provided the greatest opportunity for affordable **housing**, authorizing up to 24,000 higher density units, versus 14,000 and 15,000 units for the **Current Practices** and **Core/Centers** alternatives, respectively.

The alternatives had distinct impacts on **downtown viability**. While the **Concentrated Growth** alternative provided for more population and employment potential than the other alternatives, the **Core/Centers** alternative included public improvements that would make the downtown a more pleasant place to live and work. Consequently, the **Core/Centers** alternative was determined to have the greatest benefit for the downtown area. The **Current Practices** alternative, by assuming the construction of a new convention center near the airport, would have the least beneficial impact on the downtown.

A final area of analysis identified the distinctions between the policies required to carry out each alternative. Exhibit IV.5 lists these policy distinctions.

Exhibit IV.5: Alternatives Policy Distinctions

	Current Practices	Compact Growth	Urban Core/Outlying Centers
Land Use Policies	<p>City and County continue to act on development proposals with little intergovernmental consultation or collaboration</p> <p>No formal joint review/approval/appeals process established for areas of mutual concern other than the existing IGA.</p> <p>Agricultural land developed as market conditions dictate.</p> <p>Area plans updated as needed w/o guidance of overall plan or policy.</p>	<p>City and County jointly adopt Joint Land Use Plan (JLUP).</p> <p>City and County sign intergovernmental agreement establishing procedures for review and approval of development proposals within the JLUP.</p> <p>Urban growth boundary limits extent of urban development. Growth w/in boundary phased to avoid "leap-frog" development</p> <p>City and County update development codes to implement the JLUP.</p> <p>Outlying agricultural land kept at non-urban densities to minimize pressure for development.</p>	<p>Same comments as Compact Growth, except that compatibility and adequacy standards are more important for outlying centers where multi-family, commercial, public and single-family uses are in close proximity.</p>
Utility Policies	<p>Utility coordinating committee continues to review development proposals. Little new joint planning.</p>	<p>Urban services not provided outside urban growth boundary.</p> <p>City and County adopt same concurrency and phasing standards for water and wastewater. (option to adopt standards for other services).</p> <p>Water suppliers evaluate options for improved efficiency by sharing of</p>	<p>Same as Compact Growth</p>

	Current Practices	Compact Growth	Urban Core/Outlying Centers
		<p>facilities and resources. Suppliers participate in joint planning for facility expansions.</p> <p>Sanitary sewer service limited to urban growth boundary.</p>	
Hillsides/Ridgelines	<p>No change in treatment of steep slopes/ridgelines. City and County permit development along hillsides and ridgelines in Orchard Mesa and Redlands.</p> <p>Protection of Views of the Colorado National Monument (CNM) and Grand Mesa not addressed.</p>	<p>Urban development is limited in most areas where steep slopes and ridgelines exist.</p> <p>Non-urban (<i>e.g.</i>, rural & estate) development is not limited on slopes near the CNM and Grand Mesa.</p>	<p>City and County use Plan density limits and open space policies to minimize development along hillsides in view corridors.</p>
Floodplains/Wetlands	<p>City and County continue to follow FEMA guidelines for elevating/floodproofing floodplain development.</p> <p>County continues to require 100 ft. setback from floodway of Colorado River.</p> <p>Wetlands regulation limited to Federal agency involvement.</p>	<p>Floodplains maintained for lower intensity development.</p>	<p>City and County support efforts to preserve open space within the floodplain through low intensity land use designations and open space acquisition strategies.</p>
Open Space	<p>No comprehensive plan for preserving open space. Agricultural land preservation and open space policies are blurred.</p>	<p>City and County limit densities outside of urban growth area.</p> <p>City and County continue to support efforts to extend trail system along</p>	<p>City and County actively seek to retain extensive conservation areas along steep slopes, wetlands, drainageways and other desirable open space areas for habitat</p>

	Current Practices	Compact Growth	Urban Core/Outlying Centers
	<p>County continues to use AFT zones to minimize development potential of agricultural areas. These areas frequently are rezoned for urban uses when development pressure is high.</p> <p>City and County continue to support efforts to extend trail system along the riverfront and to obtain riverfront open space.</p>	<p>the riverfront and to obtain riverfront open space.</p> <p>Urban growth boundary supports retention of non-urban open spaces.</p>	<p>protection and recreation.</p> <p>City and County continue to support efforts to extend trail system along the riverfront and to obtain riverfront open space.</p>
Housing	<p>No attempts made to alter current single-family construction trends.</p> <p>Area plans provide guidance on appropriate densities.</p>	<p>Incentives encourage residential uses in Downtown commercial core area.</p> <p>Higher density land use designations outside the core provide opportunities for a wider variety of housing choices.⁴</p>	<p>Incentives encourage residential uses in Downtown commercial core area.</p> <p>Higher density land use designations in outlying centers provide opportunities for a wider variety of housing choices.</p>
Downtown Viability	<p>Plan supports construction of Airport convention center/hotel.</p> <p>Little effort to direct the types of commercial activities on commercial sites throughout the community which leads to internal competition.</p>	<p>Downtown convention center/hotel and revitalization encouraged.</p> <p>Commercial development in other parts of the community limited to existing commercial sites.</p>	<p>Downtown convention center/hotel and revitalization encouraged.</p> <p>Commercial development outside the Downtown area is focused to reduce competition between Downtown and other centers.</p> <p>Neighborhood centers limited in size and uses.</p>

⁴ Note that Ute Water Conservancy District's high tap fees will continue to be an obstacle to more affordable units in their service area.

	Current Practices	Compact Growth	Urban Core/Outlying Centers
Community Character	<p>Zoning continues to address the land uses allowed on a parcel, but no new compatibility standards are established.</p> <p>Community entries, edges and activity centers will continue to lack clear identity and emphasis</p>	<p>Standards adopted to ensure compatibility between more compact land uses.</p> <p>Rural areas protected from suburban sprawl/leap-frog development.</p> <p>More agricultural lands preserved at edge of community.</p> <p>Focus on Downtown investment increases vitality of community center.</p> <p>Community buffers provide clear distinction between Fruita, Palisade and greater Grand Junction.</p>	<p>Neighborhood centers become focal point for neighborhood activities.</p> <p>Open space corridors within the community retain watchable wildlife and provide visual buffers.</p> <p>Clustering and buffering used to maintain green space in outlying areas.</p> <p>Community buffers provide clear distinction between Fruita, Palisade and greater Grand Junction.</p>

D. Selection of a Preferred Alternative

The City and County Steering Committees carefully weighed the impacts of each of the Plan alternatives and community input before "selecting" a preferred alternative on which to base the Plan. Based on the alternatives' impacts and written comments from most of the 150 people who attended an open house on the alternatives, the Steering Committees jointly selected the **Concentrated Growth** alternative with the following refinements:

- ☞ Incorporate the lower densities, commercial centers and open space concepts from the core centers alternative for the Redlands area;
- ☞ Carefully evaluate the viability of a downtown convention center/hotel complex before allocating public resources to this effort;
- ☞ Pursue the South 5th Street green gateway concept as shown in the core/centers alternative;
- ☞ Provide for more commercial and employment expansion in the Clifton area to balance the flow of commuter traffic;
- ☞ Provide for greater floodplain protection along the river corridor;
- ☞ Enact hillside and ridgeline standards to address aesthetic and safety concerns;
- ☞ Include additional park and open space area on the Matchet property; and
- ☞ Plan for limited westward expansion of Mesa State College.

While Chapter V describes the preferred alternative in detail, the following paragraphs provide a concise overview.

Theme. The Concentrated Growth alternative is characterized by infill development, redevelopment, moderated outward growth and support for a vital downtown core. Infrastructure guides the timing and location of growth.

General. New urban growth (lots smaller than 2 acres) is limited to areas within the urban growth boundary where water, wastewater and street improvements are in place. Non-urban (residential lots of 2 or more acres) parts of the community will receive rural service levels (*e.g.*, no sidewalks, minimal fire protection, no sewer service). The development of agricultural and other open space lands that do not have access to urban services is discouraged. The City and County will use utility extension and clustering policies to retain agricultural land and minimize urban

sprawl. Higher density infill is located where it can be made compatible with existing development and natural resources. In stable single-family neighborhoods near the core, multi-family land is down-zoned. The City will continue to support downtown vitality through infrastructure investments and the creation of more appropriate downtown development regulations.

Land Use Patterns - Single-Family. The preferred alternative will use minimum and maximum lot sizes to discourage large lot subdivisions in future urban areas. Agricultural and other open space lands will be protected by limiting utility extension and exercising clustering policies. The City and County will encourage mixed residential and commercial projects.

Land Use Patterns - Multi-Family. New multi-family units are scattered in areas of transition between commercial and single-family development, with additional multi-family developments east of 32 Road and on the east side of 24 Road. Mixed developments of single-family and multi-family units are encouraged.

Land Use Patterns - Commercial. The downtown area is a high priority. The City will stimulate redevelopment of lighter commercial services along Ute/Pitkin corridor. South Downtown is rezoned to commercial with some commercial along riverfront park frontage. Mixed commercial/multi-family residential development is encouraged in this area. The downtown commercial core area is developed as a mixed use/specialty retail/ entertainment/government center, with additional housing encouraged.

New large-scale commercial development is limited to neighborhood convenience services at existing commercial sites, except at existing commercial centers, such as the downtown, Clifton, Mesa Mall and Airport areas. The Jarvis property is partially developed for commercial uses, with the riverfront area reserved for trails and open space.

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Land Use Patterns - Industrial. The development of the airport area is mostly light industrial and office space. Residential development is limited in areas of airport influence. The City and County also will require investment in landscape screening along major heavy commercial and industrial corridors.

Institutional & Utility Policies. To maintain consistency with City/County plans, there is extra effort to coordinate between utility providers. Development will be limited to locations where adequate facilities are available. Non-contiguous development must bear the full cost of extensions to new development areas. The City and County will work with the School District to link development approvals with school capacity.

Airport. This area is developed as commercial/light industrial center with some office buildings and some light manufacturing/warehousing operations. No major increase in hotel or meeting space is anticipated.

Appleton. Most of the land remains as rural or low intensity residential development.

Clifton. Residential development of various densities occurs throughout the area, with some new multi-family development occurring along both sides of 32 Road south of Business 70. The area east of 33 Road is maintained as a rural and agricultural area. Commercial development near 30 and 32 Roads along Bus. 70 intensifies to provide residents with better access to employment and shopping opportunities.

Downtown Commercial Core and General Downtown Area. The focus is on redevelopment in the downtown area. The City continues to work with the Downtown Development Authority (“DDA”) to pursue feasible alternatives to increase downtown economic growth. Area development will focus on entertainment, tourism, specialty retail, government and financial offices, with incentives provided for compatible downtown residential development. Adjacent neighborhoods are down-

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zoned in most areas to stabilize single-family development. Heavy commercial and industrial areas are downzoned to encourage other types of uses and redevelopment that is more compatible with the "vision" for downtown.

Fifth Street (South Downtown). The City will provide some incentives for redevelopment. Public street fronts are improved for better pedestrian circulation and streetscaping is used to soften the image of nearby commercial and industrial buildings.

Fruitvale/Pear Park. A mix of residential development occurs in area north of Business 70. All commercial development is limited to the area between North Avenue and Business 70. Low density residential development south of the railroad tracks will be bounded by higher density residential development to the west.

Orchard Mesa. Most importantly, the Orchard Mesa Plan is followed. Land east of 30 Road is reserved for future urban development. Interim development is clustered to help retain agricultural land and provide for future urban development where the City and County extend the urban growth boundary. A commercial node is placed along Highway 50 at intersection with 29 Road corridor.

Redlands. This area is developed at a mix of residential densities, with some low intensity projects and conservation areas established. The commercial areas near Broadway and Monument Village expand to provide increased shopping and community service opportunities.

FUTURE LAND USE PLAN
GOALS, POLICIES AND IMPLEMENTATION

CHAPTER FIVE
FUTURE LAND USE PLAN
JOINT URBAN PLANNING AREA
GOALS, POLICIES AND IMPLEMENTATION

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FUTURE LAND USE PLAN GOALS, POLICIES AND IMPLEMENTATION

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FUTURE LAND USE PLAN GOALS, POLICIES AND IMPLEMENTATION

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V. FUTURE LAND USE PLAN -- JOINT URBAN PLANNING AREA GOALS, POLICIES AND IMPLEMENTATION

A. General

Grand Junction and Mesa County are partners in the management of urban growth in the Central Grand Valley -- they share the same goals for the future of this area. This Urban Area Plan applies throughout the Mesa County/Grand Junction joint planning area illustrated in Exhibit V.1. The Urban Area Plan establishes a joint planning strategy to guide land use and development decisions through the year 2010. The policies and implementation items in the Plan are applicable to the City, the County or both entities as referenced herein and clarified through a Grand Junction/Mesa County intergovernmental agreement.

FUTURE LAND USE PLAN GOALS, POLICIES AND IMPLEMENTATION

B. Vision for the Urban Area

Community Vision Statement

The City of Grand Junction is a partner with Mesa County, other service providers, the private sector and community groups -- all working in cooperation to maintain the high quality of life that is valued by people in our community.

The community's pride in its cultural and natural resources is apparent in the clear views of the Colorado National Monument, Book Cliffs and Grand Mesa, in the character of the downtown and residential neighborhoods, in the valley-wide trail and open space system, in the distinctive community gateways and the appearance of its major street corridors.

These attributes are the basis for a comprehensive plan that supports a stable and diverse economy and a harmonious community.

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C. Key Issues

Historical boom and bust growth cycles have shaped growth attitudes and growth patterns within Grand Junction and Mesa County. During boom periods, utilities and roadways have been extended to serve much of the planning area without regard to the long-term costs. During the economic busts, relaxed development standards fostered substandard development and citizen resentment towards certain types of development.

As an increasing proportion of the County's urban residents live in unincorporated areas, the costs of inefficient development patterns has become more evident. The sprawling development pattern has created fiscal burdens and is consuming large tracts of the agricultural and open space land that attracted so many of its residents.

The goals, policies and strategies in this plan respond to the following issues facing the community.

City / County Coordination. Early in the planning process the residents of the City and County realized the importance of working together. Residents recognized that jointly, the City and the County could better address issues such as; environmental preservation, growth patterns and public facilities and services. This Growth Plan coordinates future land uses and zoning so that compatible uses are adjoining to each other. Land uses along the Cities boundaries will be continued into the County in a logical pattern. The plan will also ensure improved service provisions. Areas within the Grand Valley will be allowed to develop when there is adequate funds to provide public services and facilities such as roads and school. Finally, the plan will simplify the review process for future developments since the same standards will be adopted through out the County.

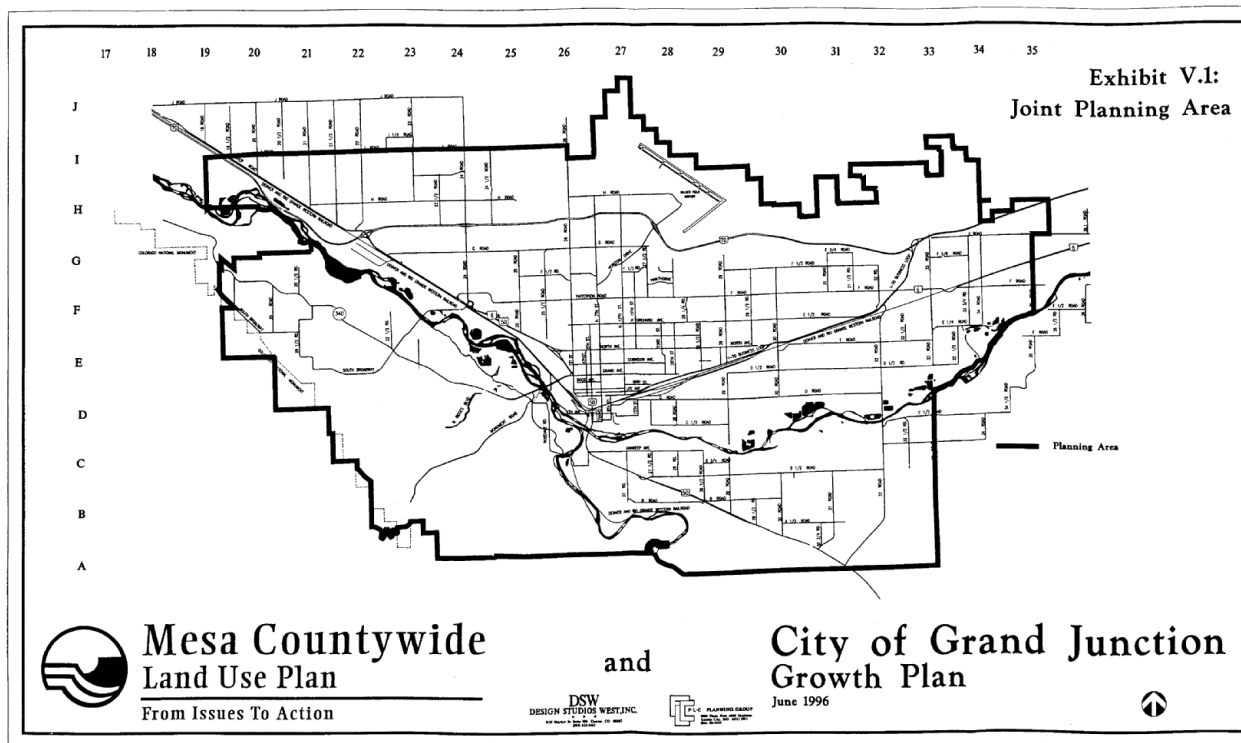
Municipal Coordination. The growth and annexation experienced in Grand Junction, Fruita, and Palisade has resulted in the cities nearly abutting each other. Currently, an undeveloped buffer exists between

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these entities. The residents want to address how these communities should

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Exhibit V.1: Joint Planning Area



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develop this area. This plan recognizes the need for the buffer to be developed as a transition area, with specific design guidelines.

Ensuring Land Use Compatibility. Residents are concerned that commercial encroachment or poorly developed multi-family projects will degrade the quality of life in their neighborhoods. Residents recognize the value of developing residential units of various types and price ranges throughout the community and the value of having quick access to businesses. However, they want to be certain that new development will not erode their property values or create excess traffic or noise. This plan supports a heterogeneous mix of land uses, but calls for the establishment of appropriate standards to ensure neighborhood compatibility.

Maintaining Compact Development Patterns. Residents want to preserve the extensive agricultural and open space land surrounding the urban area. They also want the benefits of more efficient street and utility services. More compact development patterns will support both of these objectives. Unfortunately, sprawling infrastructure, historical development approvals and market demands for larger lots has led to decreased urban densities. This plan represents one step in the community's efforts to balance the pressures for outward growth with the desire to promote infill.

Ensuring Adequate Public Facilities for Residents and Businesses. Increased traffic, utility demands, park usage and school enrollments are challenging local governments' abilities to keep up with growth. The quality of life in the community is directly related to maintaining an acceptable level of these vital services. As streets, parks or schools get crowded, residents begin to resent growth. High capital costs associated with expanding utility systems typically translate into rate increases. This plan defines minimum service levels for some facilities and recommends strategies to develop acceptable standards for other facilities. Schools and street system capacity will remain the primary constraints to growth in the urban planning area.

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Establishing Equitable Funding Strategies. Growth can help stimulate the local economy. However, growth that does not adequately fund construction of new capital facilities creates an ongoing drain on local government budgets. In addition to funding operations and maintenance costs, existing residents and business owners continually provide funds for new roads, new utility plants and lines, new fire stations new parks and new schools. If growth funds the capital costs for which it is directly responsible, then local taxes and user fees can be set at the more moderate levels required to maintain existing facilities and remedy existing deficiencies.

Improving Coordination Between Service Providers. As the community demands better and more cost-effective services, local governments and utility companies have been forced to search for more efficient ways to provide services. The City, County and School District efforts to jointly provide recreational services is one example of local government providing higher quality services more efficiently. Through better coordination of capital and operations plans, the City, County, School District and utility companies can continue to improve local service efficiencies. This plan identifies several strategies to accomplish this objective.

Focusing on the Unique Needs of the Community's Neighborhoods. The community within the planning area includes several unique neighborhoods, each with distinct needs and priorities. The downtown area has quite different needs than the rural development at the fringes of the urban area. This plan recognizes the different characteristics of the community's neighborhoods and recommends the use of area plans to identify and address unique neighborhood needs.

Enhancing Community Aesthetics. The residents take pride in their community and have shown an interest in preserving and reinforcing all aesthetically appealing aspect of the area. Therefore, they have begun a successful effort to enhance the community's appearance. In the past, entry roads, gateways and river corridors were allowed to

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develop without much consideration to aesthetics. Junk yards and open storage areas were scattered throughout. The plan continues the efforts started and recommends stronger design guidelines, especially in the highly visual areas of the community.

D. Future Land Use Classes

The Urban Planning Area is located in and around the most heavily urbanized area of the Grand Valley, including the community areas of the Redlands, Orchard Mesa, Clifton and Grand Junction. This area is jointly planned by Mesa County and the City of Grand Junction.

The Urban Planning Area has a more detailed land use classification system than the Rural Areas of the County due to the more intense urban pressures it experiences. This second tier in the County land use terminology has fourteen (14) classifications. The fourteen (14) land use classes are:

- a. **Agriculture** (orchard, crop/pasture, feeding, non-irrigated range/35 acre plus)
- b. **Rural** (5-35 acre lots)
- c. **Estate** (2-5 acre lots)
- d. **Residential/Low Density** (1.9 du/acre - 1 du/2 acres)
- e. **Residential/Medium Low Density** (2-3.9 du/acre)
- f. **Residential/Medium Density** (4-7.9 du/acre)
- g. **Residential/Medium High Density** (8-11.9 du/acre)
- h. **Residential/High Density** (12-24 du/acre)
- i. **Commercial** (Retail, Office, Service, Entertainment, etc.)
- j. **Commercial/Industrial** (Heavy commercial and light industrial)
- k. **Industrial** (Heavy commercial and industrial operations)

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- l. **Public/Institutional** (Schools, colleges, hospitals, libraries, etc.)
- m. **Parks** (Active park and recreation sites)
- n. **Conservation** (public lands, BLM, NFS, sensitive areas, hazard areas)

The following paragraphs describe each of the use categories in detail. Zoning districts will be used to establish the conditions for the use and development of land in each of the categories. The development codes will identify which district or districts are appropriate for each land use category.

Agriculture. Private lands with homes on approximately 35 acres or more. Typical uses would consist of the farms, orchards, pastures, other commercial agriculture operations or open areas. Agricultural parcels will not receive urban level services. This category does not include industrial farms or livestock feedlots.

Rural. Private land that will remain in parcels of 5 to 35 acres. The uses will vary among residential lots, low intensity agricultural operations, orchards and other small scale operations. The bulk of these parcels will receive no urban level services, though rural water supplies may be available. Clustered or attached single family units may be developed in future urban areas through the planned development process.

Estate. Typical “estate” style single family homes on large lots of 2 to 5 acres. Centralized services might be needed depending on site conditions and proximity to existing services. Zoning will regulate the intensity of agricultural operations permitted on Estate parcels.

Residential Low Density. Single family detached residences on lots ranging from ½ to 2 acres. These homes are generally served by a public water and wastewater system. Clustered homes and attached single family units may be permitted in planned developments

Residential Medium-Low Density. Detached single family residents with typically 2 to 4 units per acre that receive full urban services.

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Alternative residential development types, including single family attached, townhomes, and multi-family units may be permitted in these areas through the planned development process, where gross densities do not exceed four units per acre and compatibility with adjacent development can be assured.

Residential Medium Density. A mix of residential development types with gross densities less than 8 dwelling units per acre are anticipated in areas with this designation. Single family development will be integrated with other dwelling types, including duplexes, and low intensity attached residential development. Some low intensity multi-family development may be permitted through the planned development process where compatibility with adjacent development can be assured.

Residential Medium-High Density. A mix of residential development types with gross densities less than 12 dwelling units per acre are anticipated in areas with this designation. Duplexes, manufactured home subdivisions and low intensity attached residential development will be integrated with townhomes, and low intensity multi-family development. Larger multi-family developments and/or small (less than 5,000 square feet) neighborhood retail/service centers may be permitted through the planned development process where compatibility with adjacent development can be assured.

Residential High Density. All types of residential development may be permitted in these areas provided that gross densities are at least 12 and no more than 24 dwelling units per acre. Higher density residential and neighborhood retail/service center development may be permitted through the planned development process where compatibility with adjacent development can be assured and adequate community-wide amenities or other benefits are provided consistent with zoning standards.

Commercial. Permits a wide range of commercial development (office, retail, service, lodging, entertainment) with no outdoor storage or

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operations. Mixed commercial and residential developments will be encouraged in some areas.

Commercial Industrial. Heavy Commercial, offices and light industrial uses with outdoor storage, but no outdoor operations other than sales (*e.g.*, office/warehouse uses, auto sales, auto repair shops, lumber yards, light manufacturing). Some yard operations may be permitted through the planned development process where adequate screening and buffering can be provided to ensure compatibility with existing and planned development in the vicinity of the proposed use. Residential uses are not appropriate.

Industrial. Heavy commercial and industrial operations are predominant in industrial areas. Batch plants and manufacturing uses with outdoor operations are appropriate if developed consistently with zoning regulations. Residential uses are not appropriate in industrial areas.

Public/Institutional. Public and quasi-public uses, such as schools, government facilities, cemeteries, hospitals and churches. Prior to conversion of these areas to private, non-institutional uses, a land use amendment will be required pursuant to the process established in the development code. These uses may be permitted in other categories if developed consistently with zoning regulations and compatibly with adjacent development.

Parks. Active park and recreation sites with significant public access, whether publicly or privately owned.

Conservation. Public or private lands reserved for open space, wildlife habitat, sensitive or hazardous land protection, and other environmental conservation purposes. Mining and sand/gravel operations may be permitted as a temporary use.

E. Preferred Land Use Scenario

Urban Planning Area Preferred Land Use Scenario

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The Joint Mesa County/Grand Junction Steering Committee (City of Grand Junction Growth Plan Steering Committee and Mesa Countywide Steering Committee) considered the analysis of three land use alternatives for the Urban Planning Area part of the Grand Valley. They agreed on the following seven policy principles which define this alternative's approach:

Principles

- a. Concentrate Urban Growth
- b. Support/Enhance Existing Neighborhoods
- c. Reinforce Existing Community Centers
- d. Provide Open Spaces Throughout the Urban Area
- e. Ensure That Development Pays Its Own Way
- f. Disperse Higher Density Housing
- g. Continue Coordination to Implement Plan
- h. Retain Valued Cultural and Environmental Resources

Urban Area Features

A more detailed description of the features of the preferred land use plan is found below:

- a. **Concentrate Urban Growth**
 1. The general land use pattern should be as shown on the "Concentrated Urban Growth Alternative" with the following changes:
 - ☞ Strengthen the Downtown focus;
 - ☞ Show the existing centers and their surrounding development (Clifton, the Mall, the Airport area);
 - ☞ Include an urban open space network;

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- ☞ Show an interchange at I-70 and 29 Road;
- ☞ Route the Riverside bypass to avoid the existing neighborhood;
- ☞ Reflect the open space buffers and lower densities in the Redlands;
- ☞ Distinguish light and heavy industrial uses; and
- ☞ Plan for urban development south of the I-70 interchange with 32 Road. Planned uses should promote quality gateways into the community.

2. A key objective of this growth pattern is to use infrastructure (existing and planned) most efficiently and cost-effectively.
3. An Urban Growth Boundary (UGB) should be defined as the outer limit of urban development within the Urban Planning Area.
4. Phasing and other techniques may be used in addition to the UGB.

b. Support/Enhance Existing Neighborhoods

1. Planning should help maintain the quality of life in existing neighborhoods.
2. The recently adopted Orchard Mesa neighborhood plan should be incorporated.
3. New roadways (such as the Riverside bypass) should be designed and located so they do not intrude on existing neighborhoods.
4. Compatibility standards should be in place for more intense uses in or adjacent to neighborhoods.

c. Reinforce Existing Community Centers

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1. A vital Downtown is a major part of this plan. The viability of an updated Two Rivers convention center and support hotel rooms should be impartially evaluated prior to development of new tourism/convention facilities in other parts of the community.
 2. Other existing centers (Clifton, the Mall, the Airport area) should be recognized and allowed to grow.
 3. There may be a need for some new neighborhood-scale centers in some areas.
 4. No major new community centers will be included in the plan.
- d. **Provide Open Spaces Throughout the Urban Area**
1. Neighborhood parks should be located in all urban areas.
 2. Natural open spaces and greenbelts should be provided within the urban area.
 3. A trails network is needed, both for recreation and transportation (include pedestrian, bike, equestrian).
 4. Floodplains offer good opportunities for greenbelt and trail location.
- e. **Ensure that Development Pays Its Own Way to the Extent Allowed by Law**
- f. **Disperse Higher Density Housing**
1. Higher density housing is needed and an adequate supply should be provided.
 2. This housing should be located throughout the community rather than concentrated in a few small areas. Ideally it should be integrated into mixed density housing developments.

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3. Design and compatibility standards are needed to ensure that higher density housing is a long-term asset to the community.
4. The plan should support creation of affordable single family homes as well as the higher density housing types (affordable housing doesn't have to mean attached units).

g. Continue Coordination to Implement Plan

1. Intergovernmental agreements (IGAs) are critical implementation tools. The City and county should negotiate an IGA to provide for joint plan implementation.
2. Zoning should be compatible with and supportive of the plan. While areas may be appropriate for downzoning, private property rights must be respected.
3. Service duplications should be eliminated when cost savings can be achieved.

h. Retain Valued Cultural and Environmental Resources

1. Support for preservation of historic resources and neighborhood integrity will help the community retain sites of cultural or architectural significance.
2. Hillside and riverine policies and strategies will help retain natural vistas and open space linkages through the community. They also will provide natural areas to support wildlife in and around the community.

F. Goals and Policies

The following goals and policies are embraced by both the City and the County for the Joint Planning Area. Goals, which uniformly apply to both the City and County describe a desired state of affairs for the community in the future. They are the broad public purposes toward which policies and programs are directed. In this Plan, goals are phrased to express the desired results of the Plan; they complete the sentence "Our goal is ..." Policies are statements of government

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intent against which individual actions and decisions are evaluated. Policies are phrased as sentences, with the agency responsible for implementing the policy clearly identified. Policies with the verb "will" express a greater level of commitment than policies using "should" or "may".

Land Use

Goal 1: To achieve a balance of open space, agricultural, residential and non-residential land use opportunities that reflects the residents' respect for the natural environment, the integrity of the community's neighborhoods, the economic needs of the residents and business owners, the rights of private property owners and the needs of the urbanizing community as a whole.

Policy 1.1: The City and County will use the future land use categories listed and described in Exhibit V.2 to designate appropriate land uses within the Joint Planning Area identified in Exhibit V.1. City and County actions on land use proposals within the Joint Planning Area will be consistent with the plan.

Policy 1.2: The City and County will use Exhibit V.2 to guide decisions on the gross density of residential development.⁵

Exhibit V.2: Future Land Use Categories

Land Use ²		Intensity	Typical Uses
Rural	Agricultural	rural - 35 acre minimum lot size	farms, orchards, pasture and homesteads
	Rural	rural - 5 acre minimum lot size	orchards and other small scale ag. operations and homesteads
	Estate Residential	rural - 2 acre minimum lot size	detached single family residential (urban services

⁵ The density listed for each land use category describes whether the category is appropriate in a rural or urban development area and establishes the maximum density. Urban residential densities are expressed in dwelling units per gross acre of a project, including streets and other dedication areas within the project boundaries.

⁶ Zoning Districts will establish more discrete categories.

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	Land Use ²	Intensity	Typical Uses
			may be required if developed in urban area)
Urban	Residential/Low Density	urban - 0.5 to 1.9 dwelling units per gross acre (DU/A)	detached single family residential
	Residential/Medium-low Density	urban - 2 to 3.9 DU/A	detached single family residential
	Residential/Medium Density	urban - 4 to 7.9 DU/A	single family, duplex and low intensity attached residential development
	Residential/Medium-high Density	urban - 8 to 11.9 DU/A	attached housing, low intensity multi-family development, mixed residential and planned developments
	Residential/High Density	urban - 12 to 24 DU/A	multi-family residential projects including some support services
	Commercial	urban - intensity based on location/services	office, retail and service uses with no outdoor storage or operations. Mixed commercial and residential uses will be permitted in some commercial areas (e.g., downtown).
	Commercial/Industrial	urban - intensity based on location/services	heavy commercial and light industrial uses with outdoor storage and sales
	Industrial	urban - intensity based on location/services	heavy commercial and industrial operations. Outdoor operations based on compatibility.
Rural or Urban	Public/Institutional	variable	public and quasi-public uses including public service facilities, schools, churches and cemeteries.
	Parks	variable	active park and recreation sites and open spaces with significant public access.
	Conservation	rural	public lands used for open space, wildlife habitat and other environmental conservation purposes. ¹¹⁷ Mining of sand and gravel may be permitted in certain zones as a temporary use.

⁷ Some privately restricted lands may be designated conservation through conservation easements or other private initiatives.

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Policy 1.3: The City and County will use Exhibit V.3: Future Land Use Map in conjunction with the other policies of this plan to guide zoning and development decisions.

☞ City and County decisions about the type and intensity of land uses will be consistent with the Future Land Use Map and Plan policies.

☞ The City and County may limit site development to a lower intensity than shown on the Future Land Use Map if site specific conditions do not support planned intensities.

Policy 1.4: The City and County may allow residential dwelling types (e.g., patio homes, duplex, multi-family and other dwelling types) other than those specifically listed for each residential category⁸ through the use of planned development regulations that ensure compatibility with adjacent development. Gross density within a project should not exceed planned densities except as provided in policy 1.5. Clustering of dwellings on a portion of a site should be encouraged so that the remainder of the site is reserved for usable open space or agricultural land.

Policy 1.5: The City and County may allow maximum residential densities to exceed those specified in Exhibit V.2 by up to twenty (20) percent through the use of planned development regulations that result in specific community benefits, if adequate public facilities can be provided and the proposed development will be compatible with adjacent development. (Specific community benefits may include: compatible infill, affordable housing, community parks, trails or open space.)

⁸ Residential categories include Rural, Estate Residential, Residential/Low Density, Residential/Medium Low Density, Residential/Medium Density, Residential/Medium-High Density, and Residential/High Density.

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Policy 1.6: The City and County may permit the development of limited neighborhood service and retail uses within an area planned for residential land use categories through planned developments.

Policy 1.7: The City and County will use zoning to establish the appropriate scale, type, location and intensity for development. Development standards should ensure that proposed residential and non-residential development is compatible with the planned development of adjacent property.

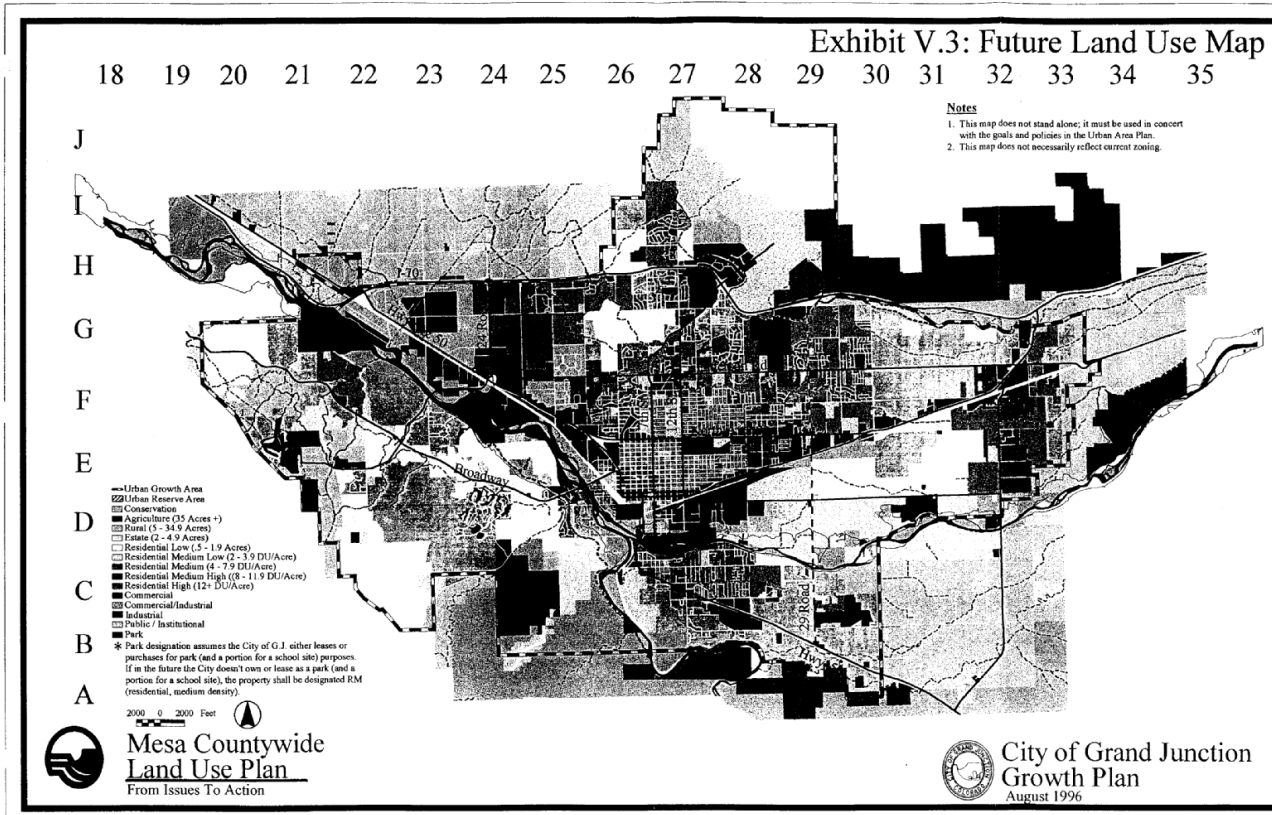
Policy 1.8: The City and County will use zoning and special area policies (adopted as part of this plan) to describe the preferred types of non-residential development in different parts of the community.

Policy 1.9: The City and County will direct the location of heavy commercial and industrial uses with outdoor storage and operations in parts of the community that are screened from view from arterial streets. Where these uses are adjacent to arterial streets, they should be designed to minimize views of outdoor storage loading and operations areas.

Policy 1.10: The City and County will encourage building and landscape designs which enhance the visual appeal of individual projects and the community as a whole. Design guidelines should provide flexibility while promoting aesthetics, traffic safety and land use compatibility.

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Exhibit V.3: Future Land Use Map



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Policy 1.11: The City and County will ensure that medium-high and high density residential projects have adequate usable public or private open space incorporated into the project or linked to the project on adjacent parcels.

Policy 1.12: The City and County will require that provisions be made for on-going maintenance of open space areas by an appropriate public or private entity.

Goal 2: To ensure orderly transitions or buffers in areas of joint concern between different communities (i.e., Grand Junction, Fruita, Palisade) that help define distinct communities within Mesa County.

Policy 2.1: Grand Junction and Mesa County will coordinate with the City of Fruita to establish and maintain a transition area between Grand Junction and Fruita that includes the proposed area of joint concern shown in Exhibit V.4. Mesa County and Grand Junction should coordinate the adoption of specific design standards for this area with Fruita to strengthen the visual transition between these communities.

Policy 2.2: Mesa County and Grand Junction will coordinate with the Town of Palisade and other affected jurisdictions to establish and maintain a transition area between the Clifton area and the Town of Palisade that includes the proposed area of joint concern shown in Exhibit V.5. Mesa County and Grand Junction should coordinate the adoption of specific design standards for this area to strengthen the visual transition.

Policy 2.3: The City and County will support public and private investment in community gateway areas that enhance the aesthetic appeal of the community.

Growth Management

Goal 3: To implement the plan through the coordinated and consistent actions of Grand Junction, Mesa County and other service providers.

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Policy 3.1: The City and County will negotiate an inter-governmental agreement (IGA) to promote consistent application and implementation of the Joint Plan.

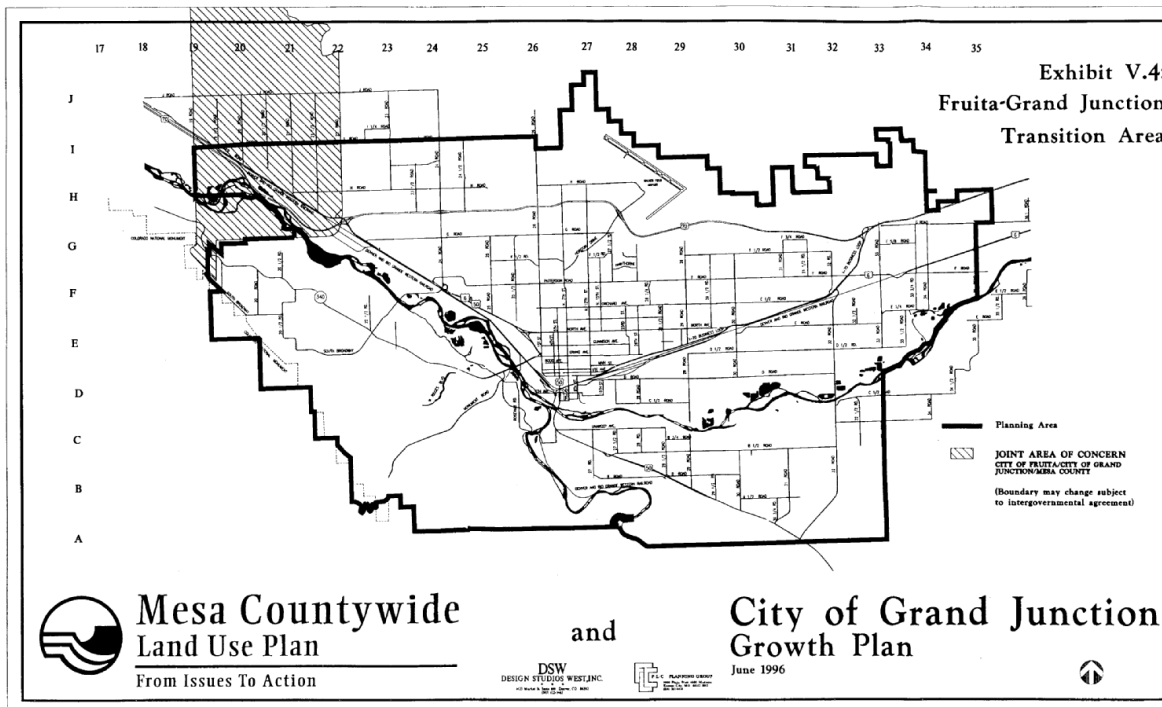
Policy 3.2: The City and County will prohibit the extension or connection of services to developments that do not comply with the Joint City/County Land Use Plan and local development regulations.

Policy 3.3: The City and County will target public investments to promote development or redevelopment that supports the goals of the plan.

Policy 3.4: The City and County will support efforts to continually improve the effectiveness of the Utility Coordinating Committee (UCC) in the coordination of improvements to serve new and existing development.

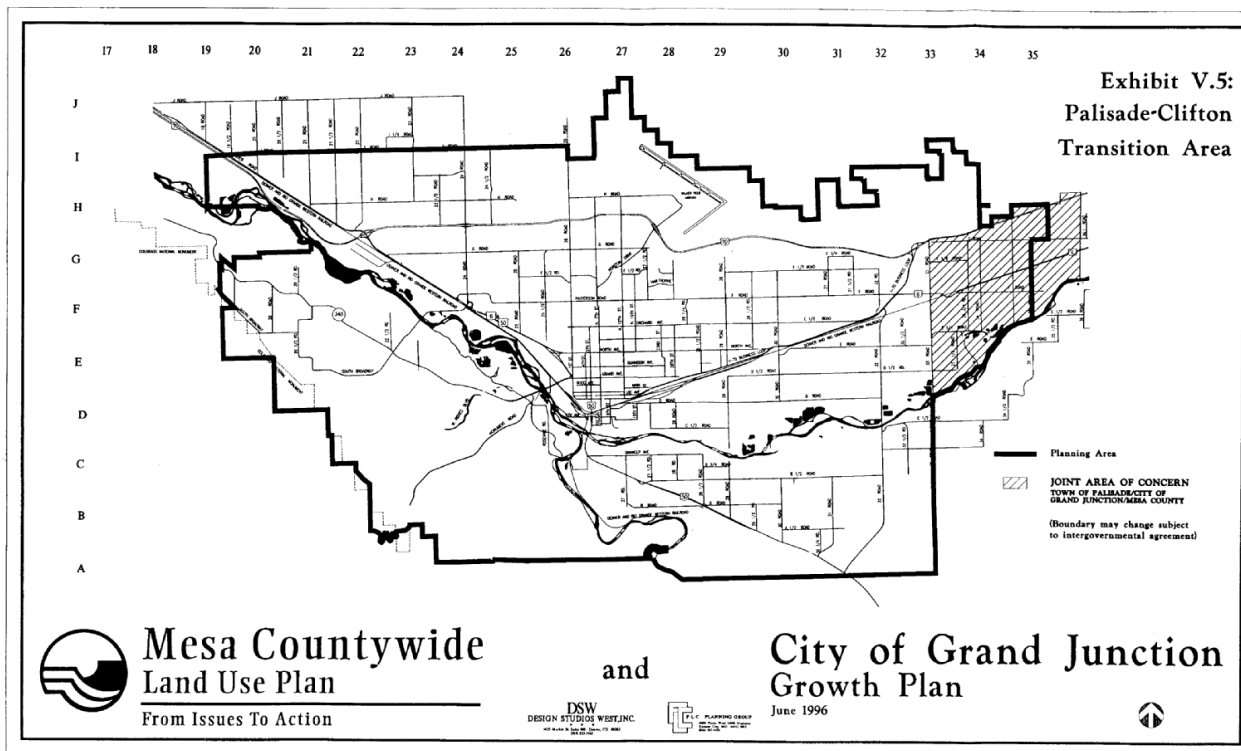
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Exhibit V.4: Fruita/Grand Junction Transition Area



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Exhibit V.5: Palisade/Clifton Transition Area



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Policy 3.5: The City and County will coordinate with public and private service providers to develop and maintain public improvements which efficiently serve existing and new development.

Policy 3.6: The City and County will maintain and annually update ten-year capital improvement plans that identify specific improvements required to serve existing and approved development.

Goal 4: To coordinate the timing, location and intensity of growth with the provision of adequate public facilities.

Policy 4.1: 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 Exhibit V.6.⁹ The City and County will limit urban development¹⁰ in the Joint Planning Area to locations within the Urbanizing Area with adequate public facilities as defined in the City and County Codes. Development at non-urban intensities within the Urban Reserve Area may be permitted if it is designed to accommodate urban development when urban services are available.

Policy 4.2: The City and County will coordinate their capital improvements programs to provide public facilities in portions of the urbanizing area which can be served most efficiently.

⁹ The Urban Growth Boundary is the limit of urban development anticipated during the planning period. The Urbanizing Area is the area that is anticipated to experience urban development as adequate public facilities are provided. The Urban Reserve Area is the area that should be reserved for urban development until after the City and County agree to expand the boundaries of the Urbanizing Area to include it.

¹⁰ Urban development includes all projects of a sufficient intensity to require connection to an organized wastewater collection and treatment system or other urban services. Urban development includes residential development on lots smaller than 2 acres, and non-residential development other than agricultural, mining or approved home occupations.

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Policy 4.3: The City and County may, by mutual agreement and plan amendment, expand the boundaries of the Urbanizing Area when the urban facilities and services can be provided in a cost effective manner. The City and County may, by mutual agreement, amend the Urban Growth Boundary to adjust the community's supply of urban land to better achieve community goals.

Policy 4.4: The City and County will ensure that water and sanitary sewer systems are designed and constructed with adequate capacity to serve proposed development.

Policy 4.5: The City and County will require adequate public services and facilities to be in place or assured¹¹ so they will be in place concurrently with urban development in the joint planning area. The City and County will adopt consistent urban level of service and concurrency standards for the following services: water, wastewater, streets, fire stations, schools and stormwater management.

Policy 4.6: The City will develop and maintain a supply of water and a distribution system that will meet existing and future domestic and fire protection demands throughout the City's water service area.

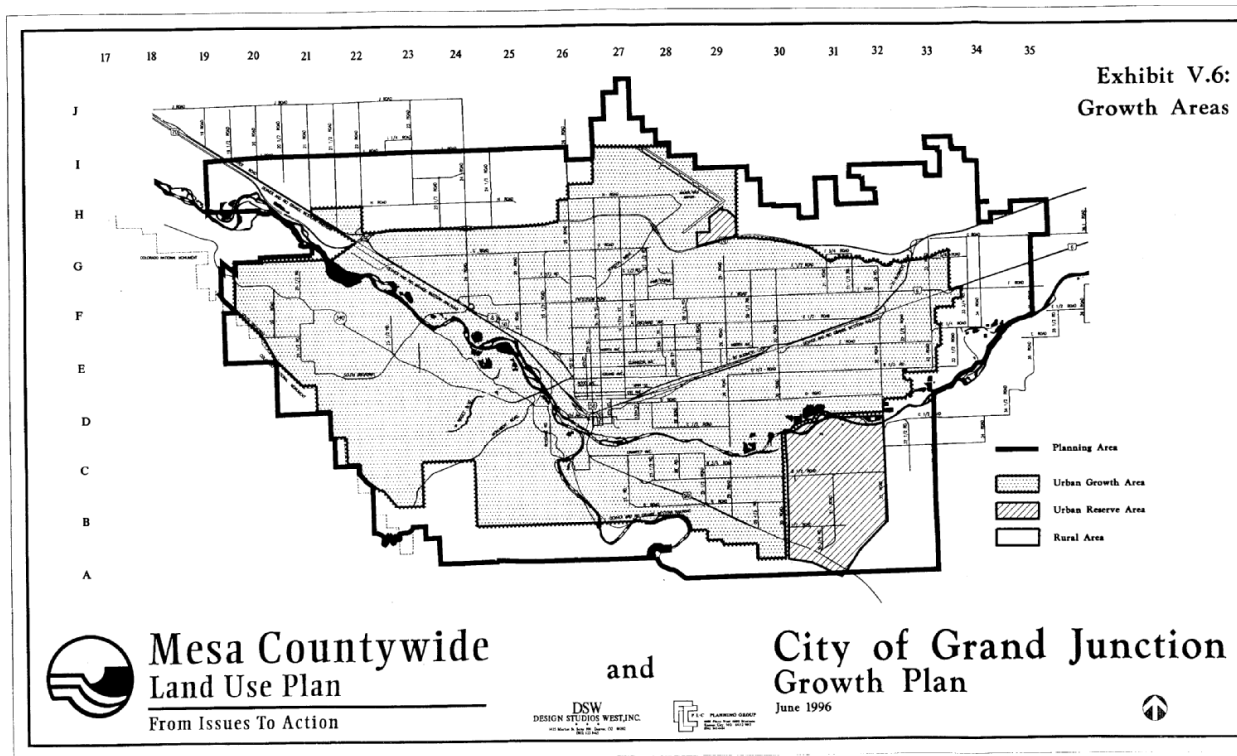
Goal 5: To ensure that urban growth and development make efficient use of investments in streets, utilities and other public facilities.

Policy 5.1: The City and County will target capital investments to serve developed areas of the community prior to investing in capital improvements to serve new development, except when there are un-met community needs that the new development will address.

¹¹ Assurances may include developer sureties such as letters of credit or bonds or public commitment through a capital improvements program.

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Exhibit V.6: Growth Areas



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Policy 5.2: The City and County will encourage development that uses existing facilities and is compatible with existing development.

Policy 5.3: The City and County may accommodate extensions of public facilities to serve development that is adjacent to existing facilities. Development in areas which have adequate public facilities in place or which provide needed connections of facilities between urban development areas will be encouraged. Development that is separate from existing urban services ("leap-frog" development) will be discouraged.

Goal 6: To promote the cost-effective provision of services for businesses and residents by all service providers.

Policy 6.1: The City and County will conduct periodic meetings with other service providers to exchange information about capital improvements projects and to coordinate the timing and capacity of improvements to efficiently provide for demands from planned development.

Policy 6.2: The City and County will 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.

Policy 6.3: The City and County will cooperate with the school district to identify appropriate locations for future school facilities. Elementary schools should be located within residential neighborhoods to minimize the need for children to cross arterial streets.

Policy 6.4: The City and County will encourage consolidations of services whenever such consolidations will result in improved

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service efficiencies while maintaining adopted level of service standards.

Policy 6.5: The City and County will encourage the use of non-potable water for irrigation, particularly for recreation areas, common areas and other public spaces.

Policy 6.6: The City and County will work with service providers to monitor demands from existing land uses and provide assistance in projecting demands based on future land uses, approved development projects, existing development and projected growth rates.

Goal 7: To equitably fund improvements required to serve community residents and businesses.

Policy 7.1: The City and County will require new development to fund its fair share of capital costs for public facilities at adopted levels of service.

Policy 7.2: The City and County will assess fees, as applicable, for acquisition and development of the following facilities required to serve new development: streets, water systems, wastewater systems, drainage improvements, neighborhood and community parks, fire station sites (land acquisition only), open space and trails, and school sites.¹²

Policy 7.3: The City and County development fees should reflect the different costs of facilities needed to serve different areas and different types of development.

Policy 7.4: The City and County may subsidize development fees in certain defined areas to promote redevelopment and infill development.

¹²

Assessment of school facility fees will not occur unless validated by the Colorado judicial system.

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Policy 7.5: The City and County will negotiate an equitable mechanism to fund parks and recreation land acquisition, development and maintenance for residents throughout the Joint Planning Area.

Community Character/Image

Goal 8: To support the long-term vitality of existing centers of community activity as shown in Exhibit V.7.

Downtown Commercial Core Area

Policy 8.1: The City will evaluate major capital improvement projects to determine their impact on Downtown vitality. The City will support improvement projects that foster growth of office, entertainment and specialty retail business areas within the Downtown area.

Policy 8.2: The City and County will maintain the majority of governmental operations Downtown to help support the area's economic stability/vitality.

Policy 8.3: The City and County will support efforts to increase the vitality of the Downtown.

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Airport Environs/Horizon Drive

Policy 8.4: The City and County will encourage the development of uses that are compatible with the airport and the image of this area as a gateway into Grand Junction, particularly: office/warehousing; and light industrial/indoor manufacturing near the airport; and highway-oriented commercial development serving tourists and visitors (e.g., lodging, recreation and restaurants) along Horizon Drive between Crossroads Blvd. and G Road.

Policy 8.5: The City and County will prohibit inappropriate development within the airport's noise and approach zones.

Mesa Mall Environs

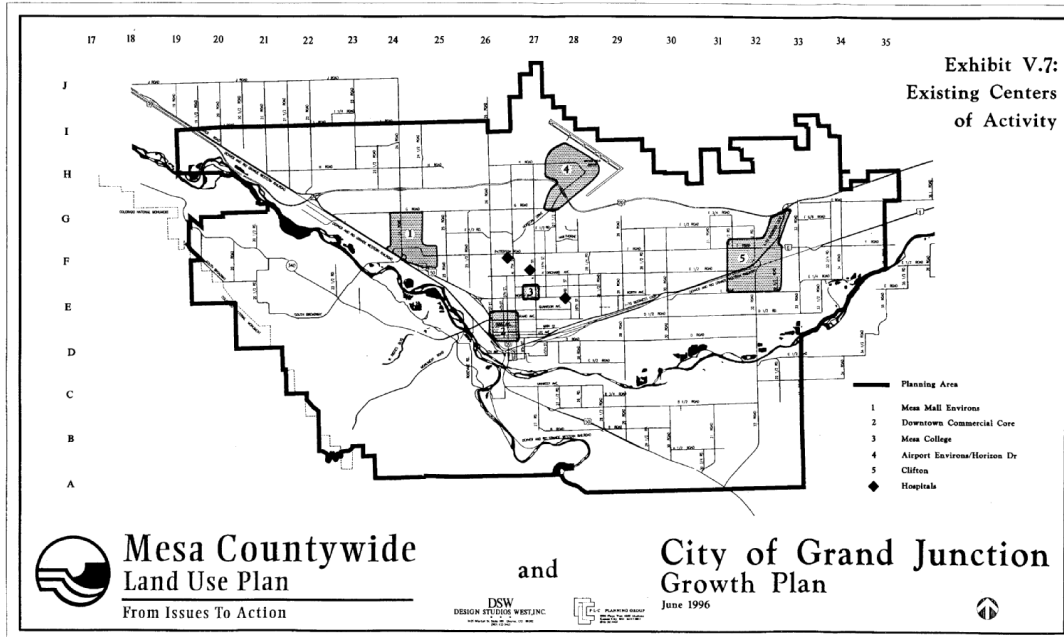
Policy 8.6: The City will encourage the conversion of heavy commercial and industrial uses along 24 Road, Patterson Road and Highway 6/50 near the Mall to a mixture of retail/service commercial and multi-family uses.

Policy 8.7: The City and County will support integrated commercial development using shared access points along 24 Road, Patterson Road and Highway 6/50 in areas designated for commercial use. *The intent of this policy is to minimize the number of driveways, encourage coordinated signage, promote shared parking and consistent, high-quality landscaping.*

Policy 8.8: The City and County will ensure that capital improvement and land use decisions are consistent with the development of 24 Road as an arterial parkway and community gateway.

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Exhibit V.7: Existing Centers of Activity



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Clifton

Policy 8.9: The City and County will apply the existing Clifton area plan when it is consistent with the Urban Area Plan until a revised area plan is adopted.

Hospital Environs

Policy 8.10: The City should encourage the growth and development of retail, office and service uses related to hospital operations. Retail businesses should be of an appropriate scale to serve the needs of clients, employees and visitors to the hospital and adjacent medical offices.

Policy 8.11: The City will prevent the encroachment of parking areas and non-residential development into stable single-family residential neighborhoods near hospitals and clinics.

Mesa College

Policy 8.12: The City and County will encourage Mesa State College to retain its main campus in the City of Grand Junction at its current location, and will support the growth of the college at its current campus or at facilities located within non-residential portions of the Urbanizing Area.

Policy 8.13: The City will encourage the College to maximize the use of its existing land through increased height allowances, but will support the planned westward growth of the College as shown on the Future Land Use Map.

Goal 9: To recognize and preserve valued distinctions between different areas within the community.

Policy 9.1: The City and County will update existing area plans listed in Exhibit V.8 and create new plans for areas where more detailed planning is needed. Until these plans are updated, the

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Urban Area Plan will prevail when area plans are inconsistent with this plan.

Policy 9.2: The City and County will encourage neighborhood designs which promote neighborhood stability and security.

Goal 10: To retain valued characteristics of different neighborhoods within the community.

Policy 10.1: The City and County should encourage public and private investments that contribute to stable residential areas and encourage redevelopment of transitional areas in accordance with the Future Land Use Map. Public facilities should be designed to support desired neighborhood character.

Exhibit V.8: Area Plans

Area	Adoption Date	Comments
Orchard Mesa		Jointly adopted plan is incorporated by reference.
Appleton/Mid-Valley		County area plan should be reviewed and updated to reflect changes since its adoption.
Redlands		County area plan should be reviewed and updated to reflect changes since its adoption.
Clifton		County area plan is largely out-of-date and should be updated to reflect changes since its adoption.
Downtown Plan		City area plan should be reviewed and updated upon completion of current DDA economic studies.

Policy 10.2: The City and County will consider the needs of the community at large and the needs of individual neighborhoods when making development decisions.

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Policy 10.3: The City and County , recognizing the value of historic features to neighborhood character and the distinctions between neighborhoods and will allow design variety that is consistent with the valued character of individual neighborhoods, while also considering the needs and values of the community as a whole.

Policy 10.4: The City and County will encourage development designs that enhance the sense of neighborhood.

Goal 11: To promote stable neighborhoods and land use compatibility throughout the community.

Policy 11.1: The City and County will promote compatibility between adjacent land uses by addressing traffic, noise, lighting, height/bulk differences, and other sources of incompatibility through the use of physical separation, buffering, screening and other techniques.

Policy 11.2: 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 specifically approved as part of a planned development.

Policy 11.3: The City and County may permit the development of multi-family units in all residential categories, provided such development is approved as part of a planned development that is consistent with gross density limits (see policy 1.5 regarding density bonuses) and achieves community goals for land use compatibility, housing affordability and open space preservation.

Goal 12: To enhance the ability of neighborhood centers to compatibly serve the neighborhoods in which they are located.

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Policy 12.1: 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.

Policy 12.2: The City and County will limit the development of large scale retail and service centers to locations with direct access to arterial roads within commercial nodes shown in the Future Land Use Map.

Policy 12.3: The City and County will protect stable residential neighborhoods from encroachment of incompatible residential and non-residential development.

Goal 13: To enhance the aesthetic appeal of the community.

Policy 13.1: The City and County will establish heightened aesthetic standards and guidelines for the gateway areas and high visibility corridors listed in Exhibit V.9 and mapped in Exhibit V.10.

Policy 13.2: The City and County will enhance the quality of development along key arterial street corridors. Existing corridor plans listed in Exhibit V.9 will remain in effect. Until these plans are updated, the Urban Area Plan will prevail when corridor plans are inconsistent with this plan.

Policy 13.3: The City and County will foster improved community aesthetics through improved development regulations addressing landscaping, screening of outdoor storage and operations, building orientation, building design signage, parking lot design and other design considerations.

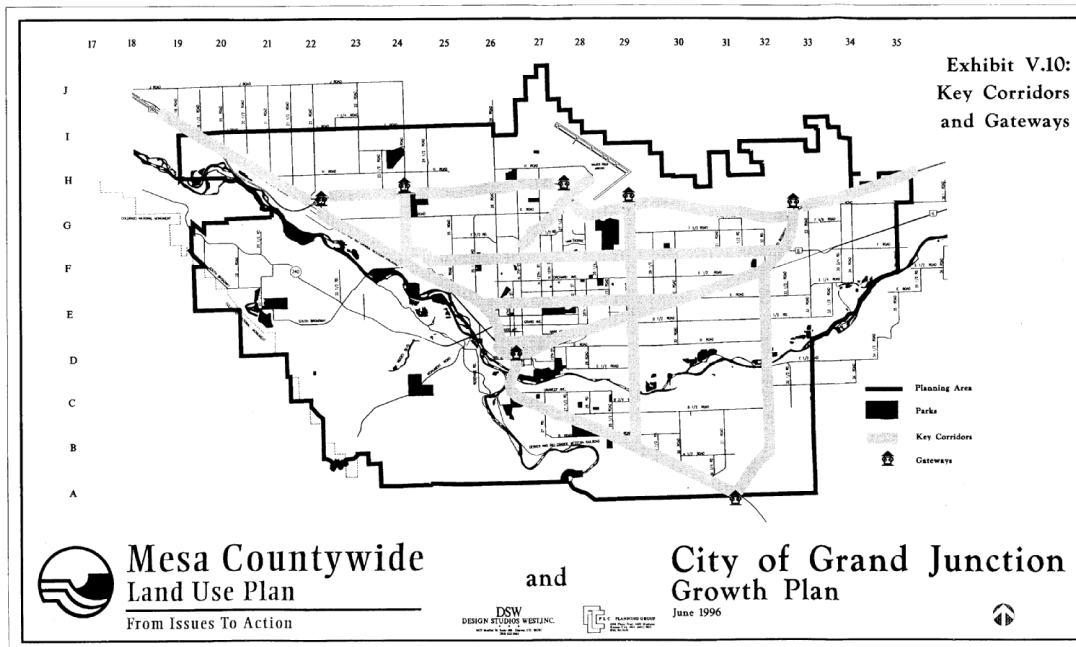
FUTURE LAND USE PLAN GOALS, POLICIES AND IMPLEMENTATION

Exhibit V.9: Corridor Guidelines

General Corridor Design Guidelines	
Guidelines for Specific Corridors	
	Grand Avenue (from First Street to 28 Road)
	Highway 50 Corridor (South Avenue to 29 Road)
	Horizon Drive Corridor (H Road to Seventh Street)
	I-70 Business Loop Corridor (U.S. Hwy. 6 & 50)
	I-70 Business Loop Corridor (12th St. to 32 Road)
	North Avenue Corridor Guidelines (First Street east to I-70 Business Loop)
	Orchard Avenue (First Street to 29 Road)
	Patterson Road (F Road) (from 24 Road to 30 Road);
	29 Road (from I-70 to I-70 Business Loop);
	G Road (from Horizon Drive to Highways 6 and 50)
Guidelines for Specific Gateways	
	I-70 Interchange with Hwy. 6 & 50
	I-70 Interchange with 24 Road
	I-70 Interchange with 29 Road

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Exhibit V.10: Key Corridors and Gateways



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Goal 14: To encourage public awareness and participation in community activities.

Policy 14.1: The City and County will maintain open planning processes, providing opportunities for all affected parties to participate in public workshops and hearings involving plan amendments, area planning and periodic plan reviews.

Policy 14.2: The City will use its newsletter, public service announcements and other media sources to notify the public of all public meetings and events.

Policy 14.3: The City and County will provide a variety of options for people to express their views on public issues, including formal and informal public meetings, mail-in comment sheets on specific proposals and other mechanisms.

Policy 14.4: The City and County will support efforts to educate and inform neighborhood groups.

Policy 14.5: The City and County should disperse information to the public on all major public improvement projects.

Housing

Goal 15: To achieve a mix of compatible housing types and densities dispersed throughout the community.

Policy 15.1: The City and County will encourage the development of residential projects that compatibly integrate a mix of housing types and densities with desired amenities.

Policy 15.2: The City and County may permit the owner of a parcel of property to shift density from one portion of a parcel to another to compatibly provide a variety of housing types within a development.

Policy 15.3: Prior to any future plan amendments, the City and County will ensure that the Future Land Use Map designates

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sufficient land in appropriate locations to accommodate anticipated demand for each residential land use category for the next ten years.

Policy 15.4: The City and County should 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.

Goal 16: To promote adequate affordable housing opportunities dispersed throughout the community.

Policy 16.1: The City and County will be a partner with the State, other agencies and the private sector in promoting the development of adequate affordable housing opportunities for community residents.

Policy 16.2: The City and County will encourage the dispersion of subsidized housing throughout the community. Subsidized housing projects should be encouraged in areas with easy access to public facilities, as well as existing and future transit routes.

Policy 16.3: The City and County will 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.

Policy 16.4: The City and County will support affordable housing initiatives which result in high quality developments that meet or exceed local standards for public facilities and amenities.

Policy 16.5: The City and County will encourage the rehabilitation of historic buildings for affordable housing.

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Economy

Goal 17: To promote a healthy, sustainable, diverse economy.

Policy 17.1: The City and County will support efforts to attract and retain moderate-sized, clean and stable industries that provide appropriate and diverse employment opportunities for community residents.

Policy 17.2: The City and County may consider incentives to attract prospective industrial employers and encourage expansions of existing industries that are consistent with the goals and policies of the Urban Area Plan.

Policy 17.3: The City and County will support public and private projects which increase the attractiveness of the community for residents and tourists.

The City and County will coordinate with appropriate entities to identify and address the public service needs of small businesses and major employers in the community.

Goal 18: To maintain the City's position as a regional provider of goods and services.

Policy 18.1: The City and County will coordinate with appropriate entities to monitor the supply of land zoned for commercial and industrial development and retain an adequate supply of land to support projected commercial and industrial employment.

Policy 18.2: The City and County will protect industrial land from residential development which limits the community's industrial development potential. Rezoning of industrial land to a residential district will not be considered unless it is consistent with the Urban Area Plan and there is a sufficient supply of industrial land in appropriate locations to meet demands for the next 10 years.

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Cultural/Historic Resources

Goal 19: To retain and preserve historic and cultural resources that symbolize the community's identity and uniqueness.

Policy 19.1: The City and County will support efforts to inventory, designate and protect valued historic structures.

Policy 19.2: The City and County will establish building code provisions that accommodate the safe and efficient use of historic structures, even though the structures may not comply with standards for new construction.

Policy 19.3: The City will consider providing aesthetic improvements (such as historic lighting, specialized pavers and other streetscape improvements) as an incentive for property owners to register and maintain historic structures.

Natural Environment

Goal 20: To achieve a high quality of air, water and land resources.

Policy 20.1: The City and County will actively participate in air quality enhancement projects and support efforts of appropriate entities to enhance the quality of the community's air.

Policy 20.2: [Moved to list of action items] The City and County will support efforts to maintain or improve the quality of green spaces along the Colorado and Gunnison Rivers. *The intent of this policy is to reduce erosion and flood damage, retain the riverine vegetation and preserve the corridors for wildlife habitat. Recreational uses along river corridors should be limited to low intensity uses such as trails and active recreation areas with limited improvements.*

Policy 20.3: The City and County will develop more restrictive grading and construction standards than FEMA guidelines for

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the Colorado and Gunnison River floodplains.¹³ *The intent of this policy is to minimize floodplain development and retain a natural riverine environment.*

- Policy 20.4: The City and County will consider water quality impacts when evaluating open space acquisitions, designing roadway improvements and when designing stormwater improvements. The City and County will support actions which enhance water quality or minimize negative impacts.
- Policy 20.5: The City and County will favor natural drainageways over built drainage systems whenever the natural drainageway can accommodate anticipated runoff. Where projected runoff cannot be accommodated by natural drainageways, the City and County will seek improvements that retain the natural characteristics of water courses and floodplain areas to the greatest extent practical.
- Policy 20.6: The City and County will promote State, Federal and private efforts to clean up contaminated sites in the community.
- Policy 20.7: The City and County will limit development on steep slopes, ridgelines and hilltops to promote public safety and preserve natural vistas of the Book Cliffs, Grand Mesa and Colorado National Monument.
- Policy 20.8: The City and County will limit development along ridgelines overlooking the banks of the Colorado and Gunnison Rivers to promote public safety and maintain the visual and natural quality of the riverine environment.
- Policy 20.9: The City and County will encourage dedications of conservation easements or land along the hillsides, habitat corridors, drainageways and waterways surrounding the City.

¹³ This policy is intended to address new development activity and not to affect existing sand and gravel operations.

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Policy 20.10: 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, the City may require landscape improvements to reduce the visual impact of such work.

Policy 20.11: The City and County will oppose efforts to use publicly owned hillside lands for public or private development or enterprises.

Policy 20.12: The City and County will support cost-effective habitat conservation strategies involving dedications, targeted acquisition of land or development rights, and clustering of development.

Goal 21: To minimize the loss of life and property by avoiding inappropriate development in natural hazard areas.

Policy 21.1: The City and County will coordinate with appropriate agencies to regulate development in areas threatened by floodwaters, unstable soils, landslides and wildfires.

Policy 21.2: The City and County will prohibit development in or near natural hazard areas, unless measures are undertaken to mitigate the risk of injury to persons and the loss of property. Development in floodplains and/or drainage areas, steep slope areas, geological fault areas, and other dangerous or undesirable building areas will be controlled through the development regulations.

Policy 21.3: The City and County will encourage the preservation of natural hazard areas for use as habitat and open space areas.

Goal 22: To preserve agricultural lands.

Policy 22.1: The City and County will encourage the location of new development on land that is least suitable for agricultural production.

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Policy 22.2: The City and County will require sufficient on-site buffering of new development adjacent to agricultural operations to mitigate potential land use conflicts and protect existing agricultural operations.

Policy 22.3: The County should adopt measures to enhance and communicate a policy of right-to-farm/ranch provisions to educate non-farm/ranch users about the characteristics of an agricultural lifestyle (noise, spraying, dust, traffic, etc.).

Policy 22.4: The City and County will coordinate with appropriate public agencies to minimize or mitigate potential conflicts between proposed development, wildlife and agricultural uses.

Policy 22.5: Mesa County and Grand Junction recognize that agriculture is an important basic industry and major natural resource and encourage the retention of large tracts of prime and unique agricultural land outside the urbanizing area. To this end, the City and County are committed to the following:

- ☞ When development is allowed adjacent to or near productive agricultural lands, the historical uses and cultural practices common to agricultural production will be honored and protected.
- ☞ Agricultural lands should be excluded from new taxing districts which may be formed for purposes not of measurable benefit to agricultural operations.
- ☞ Development will not be allowed to interfere with irrigation water used for agricultural production. Delivery of the full water right to farmland using irrigation water will be guaranteed by the developers through a proper delivery system.
- ☞ Dry land and marginal agriculture land, by its very nature, may be suitable for conversion to other land

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uses, provided the needed infrastructure is present and compatibility with adjacent land uses is ensured.

Transportation

Goal 23: To foster a well-balanced transportation system that supports the use of a variety of modes of transportation, including automobile, local transit, pedestrian and bicycle use.

Policy 23.1: Exhibit V.11 lists the functional classifications of streets in the community. The City and County will classify all streets in accordance with this exhibit.

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Exhibit V.11: Functional Street Classes

Functional Street Class	Function	Character
Local	Provide local access to individual lots; carry low volumes of traffic at low speeds.	Discontinuous; designed to discourage use by through traffic; stop signs at most intersections.
Collector	Link arterial and local roads; carry moderate volumes of traffic at low speeds; collect traffic from local neighborhood roads.	Continuous roadway through single neighborhood or commercial area, but not across town; access from individual residential lots is limited.
Minor Arterial	Link major arterial streets and/or neighborhoods; carry moderately high volumes of traffic at moderate speeds	Continuous traffic flow; limited access from parcels; traffic signals as required for safety.
Principal Arterial	Link communities and major urban centers; carry high volumes of traffic at moderate to high speeds.	Continuous traffic flow; access from parcels is tightly controlled; where required, traffic signals are timed to maximize traffic volumes at design speeds.
Expressway/ Interstate	Link communities; carry high volumes of traffic at high speeds.	Continuous traffic flow with interchanges that allow merging traffic instead of intersections; very limited access.

Policy 23.2: The City and County will develop a Major Street Plan to classify existing and future streets, to use as a basis for development review and help prioritize capital improvement programming. New development will be required to provide

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transportation improvements that are consistent with the adopted Major Street Plan.

Policy 23.3: The City and County should maintain a level of service “C” or better on all streets as defined in Exhibit V.12. However, arterial streets in the Downtown area are anticipated to operate at lower levels of service during peak traffic hours.

Exhibit V.12: Level of Service Definitions

Level of Service	Vehicle to Capacity Ratio ¹⁴	Typical Conditions
A/B	< 90%	Free flow with minimal delay.
C	91 - 100%	Stable traffic flow. Traffic clears signaled intersections 70% of time.
D	101 - 110%	Volumes approaching unstable. Traffic clears signaled intersections 30% of time.
E	111 - 120%	Unstable flow. Traffic queues are long throughout rush hour.
F	> 120%	Most vehicles must wait through more than 2 light cycles at rush hour.

Policy 23.4: The City and County will coordinate through the metropolitan planning organization to monitor traffic levels and identify improvements required to maintain adopted levels of service.

¹⁴ Ratios have been adjusted to reflect local model definitions which are 20 percent higher than commonly used definitions.

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Policy 23.5: The City and County will maintain ten-year CIPs which prioritize road improvements based on needs for improved capacity, safety enhancements, maintenance and linkages. The City and County will coordinate on improvements to urban arterials and streets which pass through the City into unincorporated areas adjacent to the City.

Policy 23.6: The City and County will require the use of side streets and shared driveways to minimize the number of driveways directly accessing arterial streets.

Policy 23.7: The City and County will encourage development patterns which minimize road construction and maintenance costs while providing adequate emergency access.

Policy 23.8: The City and County will require vehicular, bike and pedestrian connections between adjacent projects when such connections improve traffic flow and safety.

Policy 23.9: The City and County will coordinate with other community employers to implement cost effective transportation demand management strategies.

Policy 23.10: The City and County will identify and develop a coordinated trails system in cooperation with appropriate community interests.

Policy 23.11: The City and County will continue to work towards the development of a feasible mass transit system.

Goal 24: To develop and maintain a street system which effectively moves traffic throughout the community.

Policy 24.1: The City and County will coordinate the construction and funding of proposed road improvements with the State in accordance with the Major Street Plan.

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Policy 24.2: When improving existing or constructing new streets which pass through residential neighborhoods, the City will balance the desires of residents with the need to maintain a street system which safely and efficiently moves traffic throughout the community. The City and County will provide enhanced streetscaping along street projects which pass through existing neighborhoods.

Goal 25: To obtain improved ground and air access to the community.

Policy 25.1: The City and County will support efforts to enhance passenger and air freight service to Walker Field.

Policy 25.2: The City and County will support efforts to retain and expand rail freight and passenger service to Grand Junction.

Policy 25.3: The City and County will improve pedestrian access from the rail station to the Main Street pedestrian mall.

Parks and Open Space

Goal 26: To develop and maintain an interconnected system of neighborhood and community parks, trails and other recreational facilities throughout the urban area.

Policy 26.1: The City will update and use the Parks Master Plan to guide future park and recreation development in Grand Junction and surrounding areas in Mesa County.

Policy 26.2: The City will develop and maintain a network of recreation areas and facilities.

Policy 26.3: The City and County will encourage the retention of lands that are not environmentally suitable for construction (e.g. steep grades, unstable soils, floodplains, etc.) for open space areas and, where appropriate, development of recreational uses. Dedications of land required to meet

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recreational needs should not include these properties unless they are usable for active recreational purposes.

Policy 26.4: 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.

Policy 26.5: The City and County will obtain adequate park land needed to meet neighborhood and community 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.

Policy 26.6: The City and County will coordinate with the school district to achieve cost savings through joint development of school and recreational facilities.

Goal 27: To include open space¹⁵ corridors and areas throughout the planning area for recreational, transportation and environmental¹⁶ purposes.

Policy 27.1: The City and County will retain existing open space areas mapped in Exhibit V.13 for environmental and recreational purposes.

Policy 27.2: The City and County will prepare an open space plan to guide development and open space acquisition decisions.

Policy 27.3: The City and County will coordinate with appropriate agencies to mitigate the impact of recreational use of open space on its environmental value.

¹⁵ Open space consists primarily of undeveloped land. It does not include land used for agricultural purposes.

¹⁶ Environmental purposes include provision of wildlife habitat, filtration of stormwater runoff, groundwater recharge and other benefits from open spaces.

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Policy 27.4: The City and County will seek public and private partnerships in efforts to secure open space.

G. Urban Area Plan Amendment/Administration


This section describes the need for regular review and periodic amendment of the Urban Area Plan. Specific procedures for plan review and amendment should be established in the City/County intergovernmental agreement.

Plan Amendment

The Urban Area Plan is intended to be a dynamic document -- one that responds to changing needs and conditions. Periodic amendments to the future land use plan may be needed. These amendments should not be made lightly. Each proposed amendment should be considered carefully to determine whether or not it is consistent with the plan's goals and policies. The cumulative effect of many minor changes may be a dramatic policy shift, even though the incremental impact may be minor. Therefore, each proposed amendment must be evaluated in terms of its significance to overall community policy.

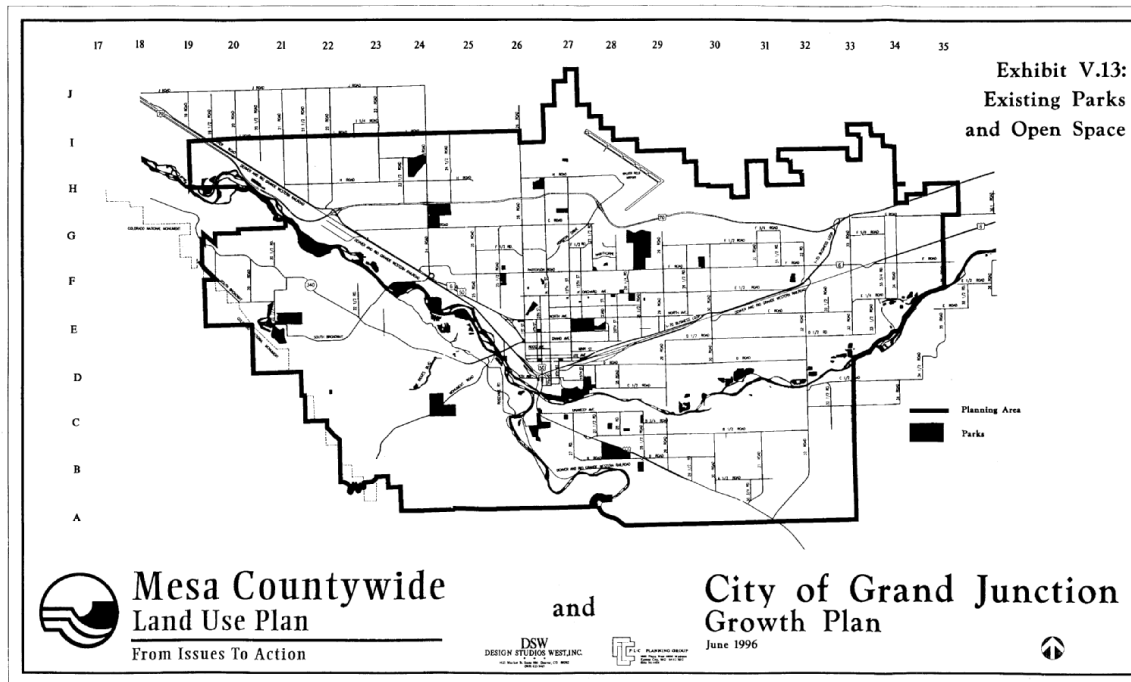
Plan Monitoring and Review

To ensure that the plan remains an effective guide for decision-makers, the City and County will conduct annual plan reviews and periodic policy evaluations. Annual plan reviews should inform the Council and Board about growth trends, the status of recommended action strategies, changes to the list of recommended actions, and actions on requests for future land use plan amendments. Every three to five years, depending on the rate of change in community conditions, the City and County should conduct a major policy review. This review should include an evaluation of City and County effectiveness in achieving plan goals and consider changes in:

 Community needs, trends or other conditions that form the basis of the plan;

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Exhibit V.13: Existing Parks and Open Space



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- ☞ Fiscal conditions that affect the City and/or County's ability to finance plan recommendations;
- ☞ Community support for the plan's goals and policies; and
- ☞ State or federal laws which affect the community's implementation tools.

The major review process should encourage input from merchants, neighborhood groups, developers and other citizens through the creation of a Citizen Review Committee. Any plan amendments that appear appropriate as a result of this review should be processed according to the plan amendment process agreed to within the City/County IGA.

H. Plan Implementation Strategies

Successful implementation of the plan is the product of many individual actions by City, County and private decision-makers over the course of many years. The goals and policies describe what the community wants to become and how decision-makers should respond in various circumstances, but they do not provide a work program for the community. The City and County will need to accomplish many tasks and initiate various programs to accomplish the goals set forth in this plan.

This section describes many ways the City and County can use key implementation tools to achieve the Urban Area Plan's goals. It also sets priorities for actions and recommends an initial work program. This section is intended to guide decision-makers in the initial steps of plan implementation. It should be updated regularly to reflect community accomplishments, new approaches to community issues, changing conditions and shifting priorities.

Exhibit V.14 lists specific actions recommended to achieve the plan's goals. This list is not intended to be exhaustive -- the City, County and other public and private entities will take numerous actions throughout the life of this plan to achieve community goals. This list is intended to identify the highest priority tasks to be pursued over the next several years. The table relates each strategy to the applicable goal and policies, and identifies the strategy's priority ranking,

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time-frame for completion, responsible entities and funding sources. Evaluation and update of this exhibit should be conducted annually prior to budget preparation.

Exhibit V.14: Urban Area Plan Implementation Strategies

Action Item #	Recommended Actions	Related Policies	Priority	Schedule Year	Action Tools	Responsible Entities	Funding Source
GOAL 1	To achieve a balance of open space, agricultural, residential and non-residential land use opportunities that reflects the residents' respect for the natural environment, the integrity of the community's neighborhoods, the economic needs of the residents and business owners, and the rights of private property owners.						
1	Correlate zoning districts with the future land use categories and establish consistent zoning requirements throughout the joint planning area.	1.1	1	96-97	Dev. Code	City/County	
2	Adopt provisions in the development code and IGA requiring decisions about the type and intensity of land uses to be consistent with the Joint Land Use Plan.	1.1-1.3	1	96-97	Dev. Code IGA	City/County	
3	Revise planned development regulations so that gross residential density within a Planned Development will not exceed planned densities. Provide for up to a 20 percent density bonus in planned developments that: a. provide specified community benefits, including public or private open space in excess of site requirements, affordable housing, trail linkages and other benefits recommended by the Planning Commission, b. demonstrate compatibility with adjacent	1.4-1.5	1	96-97	Dev. Code	City/County	

Action Item #	Recommended Actions	Related Policies	Priority	Schedule Year	Action Tools	Responsible Entities	Funding Source
	development, and c. demonstrate the adequacy of public facilities to serve proposed development.						
4	Revise zoning guidelines to promote clustering of dwellings on a portion of a site if the remainder is reserved and restricted for usable open space or agricultural land.	1.4		96-97	Dev. Code	City/County	
5	Revise planned development regulations to permit neighborhood service and retail uses in residential areas subject to appropriate compatibility standards and size and spacing limitations.	1.6		96-97	Dev. Code	City/County	
6	Revise zoning districts to include appropriate standards for the district size, building scale, development intensity, district location, authorized uses and compatibility.	1.7-1.8		96-97	Dev. Code	City/County	
7	Adopt standards and guidelines to address the screening of outdoor storage and operations for heavy commercial and industrial uses. Screening and building design standards should vary based on location within the community, with more restrictive standards applied along high visibility corridors.	1.9-1.10		96-97	Dev. Code	City/County	
8	Establish minimum standards for the creation and maintenance of usable public and private open space for	1.11-1.12		96-97	Dev. Code	City/County	

Action Item #	Recommended Actions	Related Policies	Priority	Schedule Year	Action Tools	Responsible Entities	Funding Source
	various types of residential projects.						
GOAL 2 To ensure orderly transitions or buffers between different communities (i.e., Grand Junction, Fruita, Palisade) that help define distinct communities within Mesa County.							
9	Coordinate with the City of Fruita and the Town of Palisade to identify areas of joint concern and to develop IGA's addressing desired land uses, design standards and public improvements required to establish buffers between communities.	2.1-2.2		96-97	IGA	City /County Fruita Palisade	
10	Adopt corridor/gateway design guidelines for public and private development. Establish overlay zoning districts, as identified in Exhibit 10 to designate areas in which the guidelines will be applied. Public enhancements should be coordinated with other capital projects in the area.	2.3		96-98	Dev. Code Design Guidelines	City/County	
GROWTH MANAGEMENT							
GOAL 3 To implement the plan through the coordinated and consistent actions of Grand Junction, Mesa County and other service providers.							
11	Negotiate an inter-governmental agreements (IGA) to implement the Joint Plan. Topic areas within the IGA should include: - Applicability/Consistent Procedures - Consistency with Plan Elements	3.1 & 4.5	1	96	IGA	City/County	

Action Item #	Recommended Actions	Related Policies	Priority	Schedule Year	Action Tools	Responsible Entities	Funding Source
	<ul style="list-style-type: none"> - Annexation Policy/Jurisdiction - Plan Monitoring and Amendment - Dispute Resolution 						
12	Adopt a code requiring Certification of Compliance with development regulations prior to connection of utilities.	3.2		96-97	Code Revision	City/County	
13	<p>Prioritize capital improvements in the following order:</p> <p>(1) Improvements that resolve existing deficiencies in developed urban areas;</p> <p>(2) Improvements that support new urban development in areas with otherwise adequate public facilities (e.g., adequate water, wastewater and drainage systems, but inadequate streets);</p> <p>(3) Improvements that support new urban development that is contiguous with existing urban development; and</p> <p>(4) Other Improvements.</p> <p><i>Note: The City and County may shift priorities for individual projects based on community-wide benefits.</i></p>	3.3		Ongoing	CIP	City/County	
14	Evaluate the UCC's purpose and procedures, then make changes as necessary to provide earlier input to developers and utility companies on water, wastewater,	3.4		97	IGA	City/County/ Service Providers	

Action Item #	Recommended Actions	Related Policies	Priority	Schedule Year	Action Tools	Responsible Entities	Funding Source
	irrigation and drainage system improvement needs.						
15	Maintain common urban improvement standards for urban road, water and wastewater system improvements	3.5		Ongoing	Const. Standards	City/County	
16	Modify the annual CIP update processes to include review and comment by other service providers to help achieve cost savings.	3.3 3.5-3.7		96 Ongoing	CIP	City/County MCEDE/ Service Providers	
GOAL 4 To coordinate the timing, location and intensity of growth with the provision of adequate public facilities.							
17	Adopt an IGA and modify codes as necessary to carry out Joint Plan policies regarding the Urban Growth Boundary, the Urbanizing Area, the Future Urban Area and Rural Area.	4.1-4.4	1	96-97	Dev. Code IGA	City/County Fruita Palisade	
18	Conduct meetings between City, County and School District representatives to develop mutually agreeable adequacy standards and related procedures for development review.	4.2, 4.3 4.5	1	96	IGA		
19	Adopt consistent City and County urban level of service and concurrency standards for new development for water, wastewater, stormwater management, transportation, parks and fire protection. Note that concurrency standards for transportation, parks and fire protection should be developed in conjunction with the major street plan, parks plan and fire station facilities	4.5		96-98	Dev. Code IGA	City/County	

Action Item #	Recommended Actions	Related Policies	Priority	Schedule Year	Action Tools	Responsible Entities	Funding Source
	plans, respectively.						
20	Monitor water demands, distribution and supply capabilities and fire hydrant water production capacities.	4.6		Ongoing	System Monitoring	City	
GOAL 5 To ensure that urban growth and development make efficient use of investments in streets, utilities and other public facilities.							
21	Develop a system to rank capital improvements based on consistency with the plan, location, level of deficiency and demand. Favor capital improvement projects for developed areas of the community with existing deficiencies.	5.1-5.3		96	CIP	City/County	
22	Revise utility/road extension, oversizing and reimbursement policies to encourage urban infill and contiguous development	5.3		96-97	Road/Utility Codes	City/County	
GOAL 6 To promote the cost effective provision of services for businesses and residents by all service providers.							
23	Notify all affected service providers and solicit comments on proposed plan amendments, capital improvement plan updates, rezonings, annexations and other actions affecting the planning or provision of services.	6.1-6.2		96-97 Ongoing	Dev. Code CIP	City/County	
24	Conduct periodic meetings with water, wastewater, irrigation and drainage service providers to identify means of providing more cost-effective services through coordinated capital improvements plans and joint	6.2, 6.4		97			

Action Item #	Recommended Actions	Related Policies	Priority	Schedule Year	Action Tools	Responsible Entities	Funding Source
	service delivery arrangements.						
25	Adopt an ordinance to require new development, where applicable, to use non-potable water or irrigation water for irrigation of parking lot landscaping, parks, open space, lawns, roadway parkways, golf courses and other outdoor applications.	6.1-6.2 6.5		97	Dev. Code	City/County	
26	Study water service efficiency with other providers to identify incremental ways to reduce service costs.	6.2		Ongoing	Water Study	City & other Water Suppliers	
27	Coordinate with the school district in the school site selection process and the joint development of sites for recreational uses.	6.3		Ongoing	School Site Review IGA	City/County School District	
28	Develop a joint City/County land use monitoring system in cooperation with public service providers to relate land uses to water and wastewater demands created throughout the urban area.	3.6		96 Ongoing	Land Use/ Utility Demand Monitoring	City/County Water & Wastewater Districts	
GOAL 7 To equitably fund improvements required to serve community residents and businesses.							
29	Establish an impact assessment process and appropriate impact fees for public facilities required for new development as part of the development review process.	7.1-7.4		97	Impact Fees Dev. Code	City/County	
30	Set impact fees to encourage development/redevelopment to use existing	7.1-7.4		97	Impact Fees	City/County	

Action Item #	Recommended Actions	Related Policies	Priority	Schedule Year	Action Tools	Responsible Entities	Funding Source
	services/facilities and to locate adjacent to existing development. Traffic, water, wastewater, drainage and parks fees should be lower where development does not create the need for additional public facilities. Adopt criteria for subsidizing fees applicable to redevelopment or infill sites which would not otherwise be developed.				Infill Policy		
31	Negotiate the urban parks provision strategy to establish equitable mechanisms for funding park land acquisition, park development, park maintenance, and parks & recreation programs. Negotiations should establish equitable mechanisms for funding park land acquisition, park development, park maintenance, and parks & recreation programs. Funding techniques may include the use of impact fees, the creation of a parks district with taxing authority, or other joint City/County funding arrangements.	7.5		96-97	IGA Parks District or other Dev. Code Trail Plan Parks Plan Impact Fee	City/County	
GOAL 8 To support the long-term vitality of existing centers of community activity.							
32	Update the Downtown Area Plan for the commercial core area and employ impartial studies on the viability of upgrading the Two Rivers Convention Center in conjunction with hotel development.	8.1-8.5		97	Area Plan	City/DDA	
33	Adopt flexible building code provisions to encourage development of second floor residences in the Downtown	8.3		97	Bldg. Code	City	

Action Item #	Recommended Actions	Related Policies	Priority	Schedule Year	Action Tools	Responsible Entities	Funding Source
34	Rezone areas near the Downtown which currently are zoned RM-32 and RM-64 to more appropriate densities.	8.3		96-97	Dev. Code Rezoning	City	
35	Adopt a Downtown overlay district that establishes appropriate use, setback, height, streetscape and parking standards. Update design guidelines addressing materials and facade design for use with Downtown development and redevelopment projects.	8.4-8.5		96-97	Dev. Code Zoning	City	
36	Participate in public hearings on the Airport Master Plan and ensure that Urban Area Plan and Airport Master Plan are consistent. Adjust Horizon Drive area commercial zoning to promote the development of Horizon Drive lodging and other tourist oriented services. Commercial development in the vicinity of the airport should be limited to airport related businesses and high quality business park uses designed to project an attractive entry into the community for airport passengers.	8.6		96-97	Dev. Code Zoning	City/County	
37	Use Airport Master Plan approach zone maps and noise contours as a basis for evaluating potential land use compatibility and mitigation needs.	8.6-8.7		96-97 Ongoing	Dev. Code Airport Master Plan	City/County	
38	Adopt corridor development regulations for Hwy. 6/50, 24 Road and Patterson addressing appropriate uses and	8.8-8.9		96-97	Dev. Code	City/County	

Action Item #	Recommended Actions	Related Policies	Priority	Schedule Year	Action Tools	Responsible Entities	Funding Source
	development design. Guidelines should address parcel access, building orientation, landscaping, screening, bulk, parking, signage and streetscaping.				Zoning		
39	Design and construct 24 Road as an urban parkway with a trail system located along the east bank of Leach Creek.	8.10		96-99	CIP	City/County	
40	Update the Clifton Area Plan.	8.11		97	Area Plan	City/County	
41	Create planned development districts encompassing the St Mary's, Community and VA Hospital environs. Coordinate with facility managers to update the Future Land Use Map to accommodate planned expansions that are compatible with stable single family neighborhoods near these facilities.	8.12-8.13		96-98	Rezoning	City	
42	Develop a long-term growth plan for the Mesa State College area in coordination with the college that accommodates planned expansions that are compatible with the designated single family neighborhoods near the campus.	8.14-8.15		97-98	Area Plan	City/Mesa State College	
GOAL 9 To recognize and preserve valued distinctions between different areas within the community.							
43	Review and update area plans for the Redlands, Appleton/Mid-Valley and Clifton Areas. Review and update the Orchard Mesa plan prior to expansion of the Urbanizing Area Boundary in this part of the community.	9.1		97-99	Area Plans	City/County	

Action Item #	Recommended Actions	Related Policies	Priority	Schedule Year	Action Tools	Responsible Entities	Funding Source
44	Develop neighborhood design guidelines to promote neighborhood stability and security. Guidelines should address relationships between different public and private land uses, including buildings, driveways, sidewalks, trails, streets and drainageways.	9.3		97	Design Guidelines	City/County	
GOAL 10 To retain valued characteristics of different neighborhoods within the community.							
45	Provide neighborhood groups with the opportunity to comment on the priority and design of proposed capital improvements.	10.1-10.4		Ongoing	CIP	City/County	
46	Identify key neighborhood needs and concerns through periodic meetings in neighborhoods throughout the community.	10.1-10.4		Ongoing	Meetings	City/County	
47	Involve residents and businesses in the area plan process to identify neighborhood priorities.	10.1-10.4		Ongoing	Area Plans	City/County	
48	When constructing public improvements within existing or planned neighborhoods, retain appropriate landscaping and use traffic slowing measures wherever feasible.	10.1-10.4		Ongoing	CIP	City/County	
GOAL 11 To promote stable neighborhoods and land use compatibility throughout the community.							
49	Adopt compatibility standards as part of the zoning and development code, including standards for buffering, lighting, noise, traffic, and height/bulk differences.	11.1-11.2		96-97	Dev. Code	City/County	
50	Adopt planned development standards to enable the			96-97	Dev. Code	City/County	

Action Item #	Recommended Actions	Related Policies	Priority	Schedule Year	Action Tools	Responsible Entities	Funding Source
	development of compatible multi-family dwellings in medium and lower density residential areas. These standards should promote open space retention, recreational opportunities for community residents and/or affordability.	11.3 16.2					
GOAL 12 To enhance the ability of neighborhood centers to compatibly serve the neighborhoods in which they are located.							
51	Adopt standards for the location, spacing, scale, uses, design and other compatibility factors for neighborhood centers and large retail/service centers.	12.1-12.3 1.6		96-97	Dev. Code	City/County	
52	Adopt requirement for appropriate findings prior to rezoning or plan amendment. Such findings should address consistency with the plan, compatibility and residential neighborhood stability and character.	12.1-12.3		96-97	Dev. Code	City/County	
GOAL 13 To enhance the aesthetic appeal of the community.							
53	Revise code standards for location and screening of outdoor storage, streetscaping, landscaping, signage, lighting, building orientation, building materials and parking lot design. Establish gateway and corridor overlay districts for more stringent application of these standards.	13.1-13.3		96-97	Dev. Code Zoning	City/County	
54	Use the area plan process to develop area specific strategies for corridors and neighborhoods with unique needs. Existing criteria which has general applicability should be incorporated in the zoning and development	9.2		Ongoing	Area Plans Dev. Code	City/County	

Action Item #	Recommended Actions	Related Policies	Priority	Schedule Year	Action Tools	Responsible Entities	Funding Source
	code. <i>(see detailed recommendations for corridor guidelines in Appendix)</i>						
55	Prepare a corridor design plan for Hwy. 50 and South Fifth Street, extending from the river and north to Grand Street, that provides for redevelopment of this downtown gateway.	13.1-13.3 17.3		97-98	Design Plan	City	
GOAL 14 To encourage public awareness and participation in community activities.							
56	Designate a communications liaison to promote and coordinate citizen participation in public planning and decision-making processes.	14.1-14.5	1	Ongoing	Communications Liaison	City	
57	Establish a citizens hot line to collect comments on planning and service issues	14.3	1		Hot Line	City/County	
58	Designate a staff liaison for neighborhood groups.	14.2-14.5	1		Staff liaison	City/County	
59	Review the Zoning and Development Code to ensure that appropriate and informative notice of development proposals is provided to affected property owners.	14.2	1	96-97	Dev. Code	City/County	
GOAL 15 To achieve a mix of compatible housing types and densities dispersed throughout the community.							
60	Revise planned development regulations to provide incentives for developing residential projects with a mix of housing types and densities with adequate open space. Incentives may include density or height bonuses.	15.1	3	96-97	Dev. Code	City/County	

Action Item #	Recommended Actions	Related Policies	Priority	Schedule Year	Action Tools	Responsible Entities	Funding Source
61	Adopt transfer of density provisions to allow transfers within a parcel (clustering) or between adjacent parcels under common ownership (transfer).	15.2	1	96-97	Dev. Code	City/County	
62	Bring residential zoning into consistency with future land use plan densities and establish a requirement for findings of adequate residential land supply as a condition of plan amendment.	15.3	2	96-97	Dev. Code	City/County	
63	Revise development regulations to establish administrative review standards for clustered, zero lot line and mixed density projects. Design standards should address setbacks, building orientation, street layout, compatibility and amenities. Planned development zoning should be required only where housing types or design are inconsistent with administrative standards.	15.4		96-97	Dev. Code	City/County	
GOAL 16 To promote adequate affordable housing opportunities dispersed throughout the community.							
64	Participate in the Civic Forum affordable housing initiative and incorporate appropriate strategies into work programs.	16.1	1	96 Ongoing	To be determined	City/County Civic Forum	
65	Provide density bonuses for projects which disperse compatible subsidized housing units within mixed residential development.	16.2		96-97	Dev. Code	City/County	
66	Inventory sub-standard housing units and provide incentives for the rehabilitation or demolition of units in	16.3		97	Housing conditions	City/County	

Action Item #	Recommended Actions	Related Policies	Priority	Schedule Year	Action Tools	Responsible Entities	Funding Source
	residential areas.			Ongoing	inventory		
67	Contribute to low interest loan and grant funds to assist moderate, low and very low income households with improvements needed to maintain structures and improve energy efficiency.	16.4		96 Ongoing	Housing assistance	City/County Housing Authority and Private Sources	
Economy							
GOAL 17 To promote a healthy, sustainable, diverse economy.							
68	Participate in MCEDC efforts to evaluate and recommend strategies to attract desired industries to the urban area.	17.1-17.2		96 Ongoing	Committee	City/County/ Citizens/ MCEDC	
69	Prior to offering fiscal incentives to prospective employers, conduct analyses which compare the public benefits and costs.	17.2		Ongoing	Fiscal impact analysis	City/County MCEDC	
70	Participate in business owners' roundtable discussions to identify the needs of local businesses.	17.3-17.4		Ongoing	Roundtable Meetings	City/County/ Chamber/ Business Owners	
GOAL 18 To maintain the City's position as a regional provider of goods and services.							
71	Monitor the supply and status of land in the GIS. Data on parcel size, utility capacity, service jurisdictions,	18.1-18.2			Land monitoring	City/County	

Action Item #	Recommended Actions	Related Policies	Priority	Schedule Year	Action Tools	Responsible Entities	Funding Source
	ownership, zoning, location and other relevant information shall be included. Use data to evaluate potential downzoning of industrial lands.				system	MCEDC	
Cultural/Historic Resources							
GOAL 19 To retain and preserve historic and cultural resources that symbolize the community's identity and uniqueness.							
72	Maintain and update the inventory of historic structures.	19.1		Ongoing	Historic resources inventory	City/County	
73	Adopt codes to encourage retention and rehabilitation of historic structures throughout the urban area.	19.2		96-97	Bldg. Code	City/County	
74	Expand the use of specialized pavers, landscaping, street furniture and lighting fixtures which are appropriate to the character of the historic neighborhoods.	19.3		Ongoing	CIP	City	
Natural Environment							
GOAL 20 To achieve a high quality of air, water and land resources.							
75	Coordinate with appropriate entities to monitor the relative impacts of different sources of pollution and prioritize strategies to minimize air pollutants, such as road dust and wood smoke.	20.1					
76	Adopt a riverfront overlay district along the Colorado and Gunnison Rivers to ensure that development is compatible with natural and recreational resources (e.g.,	20.2		97	Dev. Code Zoning	City/County	

Action Item #	Recommended Actions	Related Policies	Priority	Schedule Year	Action Tools	Responsible Entities	Funding Source
	trails and habitat).						
77	Support the Riverfront Commission's efforts toward a Colorado and Gunnison Riverfront Greenway	20.2		96-2010	Easements Land Purchase Land Dedications Construction	City/County	
78	Strengthen regulations to minimize development in the floodplain of the Colorado and Gunnison Rivers. Building footprints and impervious areas should be concentrated on the land outside the floodplain.	20.3		96-97	Dev. Code	City/County	
79	Review capital improvements, land acquisition and private development proposals for impacts on water quality. Retain more natural drainageways where practical.	20.4-20.5		Ongoing	CIP Dev. Review	City/County	
80	Coordinate with State and Federal agencies to complete the clean-up of contaminated sites in the community.	20.6		Ongoing	Coordination	City/County EPA, DDE, State	
81	Adopt a steep hillside overlay district to prevent inappropriate development from locating along steep slopes or ridgelines.	20.7- 20.11		96-97	Dev. Code Zoning	City/County	
82	Adopt development code incentives for dedication of conservation easements. Provide appropriate development bonuses based on the location and type of	20.12		96-97	Dev. Code	City/County	

Action Item #	Recommended Actions	Related Policies	Priority	Schedule Year	Action Tools	Responsible Entities	Funding Source
	land being dedicated. Bonuses may include credits for parks or open space fees, density increases or height increases.				Area Plan		
GOAL 21 To minimize the loss of life and property by avoiding inappropriate development in natural hazard areas.							
83	Maintain GIS coverages of the best available data regarding fire, flood and other natural hazards.	21.1-21.3		Ongoing	GIS database	City/County	
84	Create a natural hazard overlay district to mitigate the risks of flooding, soil instability, landslides and wildfires	21.1-21.3		97	Dev. Code	City/County	
GOAL 22 To preserve agricultural lands.							
85	Create a pilot program to evaluate the effectiveness of transfers of development rights from productive agricultural land to non-productive land.	22.1		97	TDR	County	
86	Establish building setbacks and buffer criteria for new development adjacent to agricultural operations to protect existing agricultural operations.	22.2		96-97	Dev. Code	City/County	
87	Adopt local right-to-farm provisions. Designate an ombudsman for agriculture related grievances.	22.3		97-98	Ordinance Ombudsman	County	
88	Adopt wildlife/agricultural impact review criteria for new development to resolve conflicts through avoidance, impact minimization or mitigation.	22.4-22.5		96-97	Dev. Code	County	
89	Formalize development proposal notification policies to ensure that applicable public agencies have adequate	22.4		96-97	Dev. Code	City/County	

Action Item #	Recommended Actions	Related Policies	Priority	Schedule Year	Action Tools	Responsible Entities	Funding Source
	opportunity to review and comment on land development applications.						
Transportation							
GOAL 23 To foster a well-balanced transportation system that supports the use of a variety of modes of transportation, including automobile, local transit, pedestrian and bicycle use.							
90	Update development code standards for design and access to streets by functional classification.	23.1-23.8		96-97	Dev. Code	City/County	
91	Establish transportation concurrency standards in the Major Street Plan. Refine the MPO traffic models to provide a basis for assessing concurrency.	23.3-23.4		97	Concurrency Standards Street Plan	City/County MPO	
92	Jointly establish a criteria-based system to prioritize road improvements.	23.5		97	CIP	City/County/ MPO	
93	Adopt code standards addressing alternative street designs, connectivity of streets and trails, and potential mass transit stops.	23.6-23.8		96-97	Dev. Code	City/County	
94	Prioritize trail segments based on recreational and transportation benefits. Coordinate development of trails with appropriate entities.	23.10		97	Street Plan CIP Trail Plan	City/County RFC	
95	Designate and post signs for on-street bicycle routes and lanes.	23.10		96-98	Street Plan CIP	City/County	

Action Item #	Recommended Actions	Related Policies	Priority	Schedule Year	Action Tools	Responsible Entities	Funding Source
					Bike Plan		
96	Expand the off-street trail network to provide recreational and commuter routes throughout the community to community facilities (e.g., library, schools, parks, museums, etc.) and other activity centers (e.g., major retail and employment centers).	23.10		Ongoing	Street Plan Trail Plan CIP	City/County	
97	Ensure that adequate facilities for bicycle storage are provided throughout the community. Adopt appropriate standards for provision of bicycle storage racks for public and private development projects.	23.10		96-97	Dev. Code	City/County	
98	Support the provision of educational sessions through the MPO on transportation demand management to the community's employers and residents. Educational sessions should identify alternatives to reduce peak hour employee traffic and the potential benefits. such as establishing off-peak work hours for as many employees as possible or establishing car-pool or van-pool programs.	23.9		Ongoing	Public Education Sessions/ Mtgs	City/County MPO	
99	Establish a ride-share hot line and formally designate and improve park-and-ride lots in the community.	23.9		97	Hot Line	City/County MPO	
GOAL 24 To develop and maintain a street system which effectively moves traffic throughout the community.							

Action Item #	Recommended Actions	Related Policies	Priority	Schedule Year	Action Tools	Responsible Entities	Funding Source
100	Develop a City/County transportation improvement fee to help fund new road improvements throughout the urban area. The fee should be tied to a long-range CIP that is jointly adopted by the City and County.	24.1		97-98	Impact/ Improvement Fee CIP	City/County	
101	Incorporate sidewalks, landscaping and appropriate lighting and bikeway improvements into all roadway improvement projects.	24.2		Ongoing	Dev. Code Street Plan CIP	City/County	
102	Construct an additional railroad grade separation and an additional river crossing at appropriate locations to provide safer and more expedient access from Orchard Mesa to the northern part of the community.	24.1-24.2			Major Street Plan	City/County	
103	Design and construct the Riverside Bypass, in conjunction with the commercial/industrial redevelopment of the Jarvis property and south 5th Street corridor, in a way that preserves the Riverside neighborhood.	24.1-24.2			Major Street Plan	City	
104	Adopt arterial corridor guidelines and standards that promote the efficient movement of traffic and the vitality of the neighborhoods through which they pass.	24.1-24.2		96-97	Dev. Code	City/County	
GOAL 25 To obtain improved ground and air access to the community.							
105	Revise zoning and subdivision codes to limit residential development or require mitigation (e.g., sound-	25.1-25.2		96-97	Dev. Code	City/County	

Action Item #	Recommended Actions	Related Policies	Priority	Schedule Year	Action Tools	Responsible Entities	Funding Source
	buffering) in areas subject to projected airport or highway noise levels in excess of 60 dBA. Consider creation of noise overlay zones.						
106	Improve pedestrian access between the train station and the Main Street pedestrian mall.	25.4		97	CIP Downtown Area Plan	City	
Parks and Open Space							
GOAL 26 To develop and maintain an interconnected system of neighborhood and community parks, trails and other recreational facilities throughout the urban area.							
107	Update the Master Parks Plan providing an interconnected system of neighborhood and community parks throughout the urbanized area.	26.1-26.6		97-98	Parks Plan Trail Plan	City/County	
GOAL 27 To include open space corridors and areas throughout the planning area for recreational, transportation and environmental purposes.							
108	Adopt density bonus and cluster provisions to encourage the dedication of desirable open space areas and trail segments.	27.1-27.3 1.4		96-97	Dev. Code	City/County	
109	Adopt an open space fee for new development that includes provisions for in-lieu dedication of land. Adopt standards enabling the dedication of desirable open space and trail segments in lieu of park or open space fees.	27.1-27.4		96-97	Dev. Code Dev. Fees	City/County	

Action Item #	Recommended Actions	Related Policies	Priority	Schedule Year	Action Tools	Responsible Entities	Funding Source
110	Adopt an open space plan that is coordinated with the parks and trails master plan. The plan should serve as a basis for site acquisition and to help prepare open space and recreation grants for the central Grand Valley.	27.1-27.4		97	Open Space Plan Grants	City/County	
111	Establish a system to prioritize open space parcels for acquisition.	27.1-27.4		97-98	Open Space Plan	City/County	
112	Adopt a Trails Plan that prioritizes trail segments for acquisition and construction based on their transportation and recreational value.	27.2		96-97	CIP	City/County	
113	Establish a fund for open land preservation & acquisition. Fund sources should be generated by the City and County open space fees, private donations and State grants. Fund expenditures should be based on the open space and trails master plan.	27.4		96-97	Fund	City/County	
114	Designate an ombudsman to advise land owners on the benefits and costs for pursuing voluntary open space and agricultural land dedication options.	27.4		98	Open Space/Ag Ombudsman	County	
115	Establish easement standards and dedication incentives for private trail linkages to public trails or lands.	27.4		96-97	Dev. Code	City/County	
116	Require, where applicable, that open space dedications be located to provide access to or protection of adjacent public lands.	27.4		96-97	Dev. Code	City/County	

Key Action Items.

The following list summarizes the key action items that will be used to accomplish the plan's goals in the initial years of the plan. While most of the items on the list will be carried out by both the City and the County, some items may be applicable to only one entity. The previous section should be consulted to resolve any jurisdictional questions.

1. **Adopt a City/County Intergovernmental Agreement (IGA) to provide for the administration and implementation of the Urban Area Land Use Plan.** The IGA should address the following topics:

a. **Areas of Applicability.** The IGA will establish different standards¹⁷ and procedures for each of the following areas.

☞ City limits - the area within the City of Grand Junction as amended from time to time. The City will inform the County of its annexation plans and coordinate the transition of service provision as applicable.

☞ Urbanizing Area - the area where the City and County will review future urban development through a mutually agreed upon process and subject to mutually agreed upon standards. The agreement should include the City/County review processes for development requests and plan amendments.

☞ Urban Reserve Area - the area reserved for future urban development. The agreement should include the standards and process by which development may be approved in this area, as well as the process for expanding the Urbanizing Area into the Urban Reserve Area.

☞ Rural Development Area - the area outside the urban growth boundary. The agreement should define the types

¹⁷ Standards include mutually agreed upon concurrency, subdivision, zoning, building code and construction standards.

of development the County may approve and the improvement standards applicable to the area. It also should list criteria and the City/County review process for expanding the urban growth boundary to include portions of the Rural Development Area.

- b. **Consistency Statements Regarding Plan Elements.** The agreement should define which portions of the plan are advisory and with which provisions the City and County will maintain consistency.
 - c. **Annexation Policy.** The agreement should address the effects of annexation on City and County responsibilities.
 - d. **Plan Monitoring and Amendment.** The agreement should identify the process for amending goals, policies, strategies and exhibits within the Urban Area Plan. All amendments should be subject to joint review, but there may be some provisions of the plan that the City and County agree to let the other jurisdiction amend unilaterally (e.g., a policy that applies only to City land use decisions).
 - e. **Dispute Resolution.** The agreement should establish a process for binding arbitration of disputes regarding interpretation of the agreement or plan to minimize potential litigation between the City and County.
2. **Zoning and Development Code Amendments.** The City and County will adopt zoning and development code amendments needed to implement the plan policies with input from residents and other stakeholder groups. These include the following provisions:
- a. **Plan consistency** statements which require zoning and development decisions to be consistent with the plan's goals and policies. These provisions should include directives for dealing with apparent discrepancies between policies and descriptions of how density or intensity will be determined.

- b. References to **concurrency requirements** for the following services: water, wastewater and drainage. Concurrency standards for streets, parks and fire protection should be adopted after completion of the Major Street Plan, the parks plan and fire station facilities plan.
- c. Revised **landscaping** standards and other identified performance standards.
- d. Updated "**use it or lose it**" provisions to establish appropriate durations for permits and other development approvals. Review renewal process to provide for extensions of approvals that are consistent with the code and plan.
- e. Revised **sign codes** to improve sign aesthetics and affirm public intent to phase out non-conforming signs.
- f. Added **visual aids and diagrams** to simplify the code and illustrate intent of code text.
- g. Site design standards for specific uses such as vendors, flea markets, pawn brokers, junk storage, junk dealers, recycling centers, mobile home parks, hotels, motels and rooming houses.
- h. Revision to the City's current **public zoning district** to address uses and impacts rather than ownership.
- i. **Design criteria for non-residential uses** based on the location, scale and impacts of those uses. Design criteria should be more stringent along arterial roads and adjacent to residential districts, addressing building orientation, parking screening and other compatibility standards.
- j. Adjusted **lot design standards** to enable administrative review of a wider variety to development types, including flag lot standards.
- k. Increased effectiveness of **penalties** for code violations to assist in code enforcement activities.

- l. **Correlation of the zoning districts with the future land use categories.** The plan anticipates that each future land use category will accommodate one or more zoning districts; there will not be a one-to-one correlation. The district uses and locational criteria should be adjusted to ensure consistency with the uses permitted in each district. Districts should establish the minimum and maximum intensity of authorized development.
- m. **Compatibility standards** for adjacent development that include separation, landscaping and screening standards to mitigate noise, light and other negative impacts.
- n. Revised **planned zoning guidelines** to set parameters for amenity/density tradeoffs, to describe the process and criteria for density bonuses, to set criteria for neighborhood commercial uses within a residential planned development.
- o. Updated authorized use lists for **permitted, conditional and special uses.**
- p. Updated **utility/road extension provisions** to encourage infill/contiguous development and discourage "leap-frog" development.
- q. A **Downtown Overlay District** to provide more appropriate standards for the downtown area.
- r. Noise guidelines to ensure that proposed development is consistent with anticipated noise levels.
- s. Provisions for **transfers of development density** within a parcel (clustering) or between abutting parcels under common ownership.
- t. Modified **development review procedures** to provide for early review and comment by other service providers and other appropriate entities. Add the adequacy of the land supply to the list of factors used to evaluate rezoning requests.

- u. Require **access easements** at the end of cul-de-sac roads to provide for pedestrian and bicycle movement through the community.
 - v. Enhanced **grading and interim construction standards** to minimize pollution from erosion and fugitive dust.
 - w. A **riverfront overlay district** to ensure that the design, construction and maintenance of riverfront development is consistent with community goals to develop the Colorado and Gunnison Rivers as key community amenities.
 - x. A **steep hillside overlay district** to prevent inappropriate development from locating along steep slopes or ridgelines.
 - y. Requirements for an **engineer's certification** to ensure that development within an identified hazard zone is designed and constructed to minimize risks from applicable hazards (e.g., floodplain, steep slopes, unstable soils).
 - z. **Minimum criteria for development within the Urban Reserve Area.** Options may include mandatory clustering or lot reservation requirements.
 - aa. Strengthened **floodplain development regulations** for the Gunnison and Colorado River flood plains and other waterways.
3. **Review/Update Impact Fees**
- a. Review Parks, Water, Wastewater, and Transportation impact fees and adjust to reflect projected capital improvement costs and current law. Fees may be used to recoup review and revision costs.

- b. Monitor current court cases regarding the use of impact fees for school facilities. If the court affirms the validity of such fees, coordinate with the school district and other affected parties to establish an appropriate fee.
4. **Major Street Plan.** Adopt the major street plan to guide street and related development decisions. After joint preparation of the plan, the City and County should use the plan to ensure that the publicly and privately constructed streets are consistent with the long-term needs of the urban area.
5. **Parks Master Plan Update.** The City's parks plan update should be completed in conjunction with City/County negotiations on park provision strategies. While development, operation and maintenance of parks may be determined to be a municipal function, the parks plan should identify future community and neighborhood park needs for the entire urban area.
6. **Open Space and Trails Master Plan.** The completion of an open space and trails plan should be coordinated with all local stakeholders. The plan should identify and prioritize open space and trail system acquisitions. It also should recommend acquisition strategies to the City and County.
7. **Negotiate the Establishment of Community Buffers.** The City and County should enter into negotiations with Fruita and Palisade to identify appropriate uses, development standards and public improvement standards for mutually agreeable buffer zones between the communities.
8. **Area Plans.**
 - a. Participate in the review and update of area plans for the Redlands, Appleton/Mid-Valley and Clifton Areas within three years.

- b. Coordinate the development of a Mesa State College Area Plan which provides for the orderly expansion of the College on its existing campus and, as necessary, into neighborhoods to the west of the campus.
 - c. Use the area plan process to develop area specific strategies for corridors and neighborhoods with unique needs as the need arises. Standards that have general applicability should be incorporated into the zoning and development code.
 - d. Develop an updated Downtown Area Plan. Coordinate review for compliance with the plan with the Downtown Development Authority.
9. **Establish Certification of Compliance Process.** Adopt regulations prohibiting connection of water, wastewater or electric utility services to new development prior to certification of compliance with local development codes.
10. **Assist the MPO in development of the Major Street Plan.** Upon completion, adopt the plan and require consistency with the plan for all subdivisions within the City's jurisdiction.
11. **Negotiate the Urban Parks Provision Strategy with Mesa County.** Negotiations should establish equitable mechanisms for funding park land acquisition, park development, park maintenance, and parks & recreation programs. Funding techniques may include the use of impact fees, the creation of a parks district with taxing authority, or other joint City/County funding arrangements.
12. **Follow-up Irrigation Ditch Trail Feasibility Study.** If the feasibility study for development of a public trail within the designated irrigation corridor shows that the two can be developed compatibly, the City should take actions identified by the study to help develop the trail.

13. **Expand Streetscape Program.** The City and County should incorporate sidewalks, landscaping and appropriate lighting improvements into all roadway improvement projects. Along street segments where property owners have registered more than 30 percent of eligible historic structures with the City or Federal registries, and in areas included within an established historic district, the City should provide lighting fixtures which are appropriate to the character of the historic structures.

14. **Transportation System Monitoring.**

- a. Coordinate with the MPO to monitor roadway capacities, demands and levels of service.
- b. Review and suggest refinements to MPO traffic models.
- c. Review and suggest alternative roadway alignments/designs which relieve traffic congestion.

15. **Transportation Demand Management.**

- a. **Bicycle Routes.** Designate and post signs for on-street bicycle routes.
- b. **Off-Street Trails.** Expand the off-street trail network to provide recreational and commuter routes throughout the community to community facilities (e.g., library, schools, parks, museums, etc.) and other activity centers (e.g., major retail and employment centers).
- c. Ensure that **adequate facilities for bicycle storage** are provided throughout the community. Adopt appropriate standards for provision of bicycle storage racks for public and private development projects.
- d. Support the provision of educational sessions through the MPO on **transportation demand management** to the community's employers and residents. Educational sessions should identify alternatives to reduce peak hour employee traffic and the potential benefits. such as establishing off-peak work hours for as many employees as possible or establishing car-pool or van-pool programs.
- e. Formally designate and improve **park-and-ride** sites and establish a **ride-share** hot line.

16. **Continue Supporting Existing Para-Transit Operations.** Seek other public and private funding to expand Mesability's transit services for residents in the Valley with special needs.
17. **Expand and Integrate the City and County Geographic Information Systems.** Improve linkages between the two systems or combine the systems. Use the system to monitor development activity and provide up-to-date information on land uses and facility demands.

CHAPTER SIX

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VI. PLAN ADMINISTRATION

A. Overview

Grand Junction's Growth Plan is intended to be a dynamic document -- one that responds to changing needs and conditions. To assess the Plan's effectiveness in responding to changing conditions, the City will need to monitor actions affecting the Plan. As a result of these monitoring efforts or private development requests, the City will need to amend the Plan periodically. However, Plan amendments should not be made lightly. City Council and Planning Commission members should consider each proposed amendment carefully to determine whether or not it is consistent with the Plan's goals and policies. In addition, the cumulative effect of many changes may be a change in policy direction. For this reason, Growth Plan amendments must be evaluated in terms of their significance to overall City policy.

This Plan Administration chapter describes the process for annual review and monitoring of the Plan. It also describes the general processes for amendments to the Future Land Use Plan map and Plan Policies. The detailed amendment process will be subject to adopted code provisions and the intergovernmental agreement between Grand Junction and Mesa County.

B. Annual Review/Monitoring

The Department of Community Development should provide to the City Manager an annual review of Growth Plan related activities prior to the initiation of the budget process each year. The annual review is intended to:

- ☞ measure the City's success in achieving Plan goals through the recommended strategies;
- ☞ list proposed strategies that should be pursued under the coming year's budget;
- ☞ identify unlisted strategies which should be considered to achieve the Plan goals;
- ☞ document growth trends and compare those trends to Plan projections; and
- ☞ list development actions which affect the Plan's provisions; and
- ☞ explain difficulties in implementing the Plan.

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This annual review should include statements from affected departments identifying those departments' progress in achieving the goals of the Plan, the impact of the Plan on service provision, and proposed programs to help achieve the Plan's goals. The annual review should be used as a tool to help set budgetary priorities.

C. Land Use Amendments

The future land use plan map is intended to serve as a guide for public and private development and land use decisions. The intent of this Growth Plan is for the City and County to negotiate a formal amendment process that will be documented in an intergovernmental agreement and codified. Land use amendments are anticipated as growth occurs and market conditions change. Completion of the Major Street Plan and the Parks Master Plan will result in the need to "fine-tune" the future land use plan, as will land acquisition plans for schools. While land use amendments may occur more frequently than policy changes, they should not occur more than twice per year. By limiting opportunities to amend the future land use plan, the City will reduce the potential for incremental land use changes to result in unintended policy shifts.

D. Policy Review/Amendment

To ensure that the Growth Plan remains an effective guide for decision-makers, Grand Junction and Mesa County should conduct periodic major evaluations of the Plan policies and strategies. These evaluations should be conducted every three to five years, depending on the rate of change in the community, and should consider the following:

- ☞ Progress in implementing the Plan;
- ☞ Changes in community needs and other conditions that form the basis of the Plan;
- ☞ Fiscal conditions and the ability to finance public investments recommended by the Plan;
- ☞ Community support for the Plan's goals and policies; and
- ☞ Changes in State or federal laws that affect the City's tools for Plan implementation.

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The major review process should encourage input from merchants, neighborhood groups, developers and other community interests through the creation of a Citizen Review Committee. Any Plan amendments that appear appropriate as a result of this review would be processed according to the adopted Plan amendment process agreed to within the City/County IGA.

CHAPTER SEVEN

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VII. APPENDICES

A. Glossary

Affordable Housing. Housing capable of being purchased or rented by a household with very low, low, or moderate income, based on a household's ability to make monthly payments necessary to obtain housing. Housing is considered affordable when a household pays less than 30 percent of its gross monthly income (GMI) for housing costs including utilities.

Annex. To incorporate a land area into an existing district or municipality, with a resulting change in the boundaries of that district or municipality.

Average Daily Traffic (ADT). The average number of cars per day that pass over a given point.

Base Flood. The 100-year flood, a flood with a one percent likelihood of occurring in any given year.

Bulk Regulations. Standards and controls that establish the maximum size of buildings and structures on a lot and the buildable area within which the building can be located, including coverage, setbacks, height, floor area ratio, and yard requirements.

Cluster Development. A form of development design that concentrates buildings on lots grouped on a specific portion of the site to allow the remaining land area to be devoted to open space, active recreation, preservation of environmentally sensitive areas, or agriculture.

Compatible. Capable of existing together without land use conflict or negative effects.

Concurrency. Requirement for the provision of adequate public facilities and/or services at the time the demand for those facilities or services is created.

Conservation. The management of natural resources to prevent waste, destruction, or neglect.

Conservation Easement. The grant of a property right or interest in real property that is appropriate to retaining land or water areas predominantly in their natural, scenic, open or wooded condition; retaining such areas as suitable for habitat for wildlife or plants; or maintaining existing land uses, *e.g.*, agricultural uses.

Constraint. A limitation on or restriction to development that may be imposed by natural or artificial conditions, *e.g.*, steep slopes, floodplains, air quality standards, financial resources, water rights, soil type, geologic hazards, vegetation, etc.

Dedication. The transfer of private property to public or other ownership for purposes such as roads, parks, school sites, or other public uses.

Density. The number of dwelling units (DU) allowed per unit of land (acre).

Density, Residential. The number of permanent residential dwelling units per gross acre of land.

Developer. The legal or beneficial owner(s) of a lot or any land included in a proposed development, including the holder of an option or contract to purchase or other persons having proprietary interests in such land.

Development. The physical construction of buildings and/or the preparation of land for non-agricultural uses. Development activities include: subdivision of land; construction or alternation of structures, roads, utilities, and other facilities; installation of septic systems; grading; deposit of refuse, debris, or fill materials; and clearing of natural vegetative cover (with the exception of agricultural activities). Agricultural activities and routine repair and maintenance activities are excluded from this definition.

Downzone. A change in the zoning classification of land to a use or classification that is less intensive, *e.g.*, from multi-family to single-family, from commercial or industrial to residential.

Dwelling Unit. A room or group of rooms (including sleeping, eating, cooking, and sanitation facilities, but not more than one kitchen), that

constitutes an independent housekeeping unit, occupied or intended for occupancy by one household on a long-term basis.

Easement. A grant of one or more property rights by a property owner to and/or for use by the public, a corporation or another person or entity. For the purposes of this Plan, most easements grant an affirmative right to the holder to make some limited use of land owned by another, *e.g.*, a public

Erosion. The loosening and transportation of rock and soil debris by wind, rain, or running water, ice or gravity.

Flood, 100-year. The magnitude of a flood expected to occur on the average every 100 years, based on historical data. The 100-year flood has a 1/100, or one percent, chance of occurring in any given year.

Floodplain. The land area on either side of the banks of a stream subject to flooding. That part of the floodplain subject to a one percent chance of flooding in any given year is designated as an "area of special flood hazard" by the Federal Insurance Administration.

Floodway. The channel of a river or other watercourse and the adjacent land areas that must be reserved in order to discharge the "base flood" without cumulatively increasing the water surface elevation more than one foot.

Goal. Description of a desired state of affairs for the community in the future. Goals are the broad public purposes toward which policies and programs are directed. Generally, more than one set of actions (policies) could be taken to achieve each goal. In this Plan, goals are phrased to express the desired results of the Plan; they complete the sentence "Our goal is ...".

Growth Management. A wide range of techniques in combination to determine the amount, type and/or rate of growth and to direct it to designated areas. Comprehensive plans often form the backbone of the system. Techniques used to execute growth management policies may include, but are not limited to: zoning, capital improvements, public facilities plans, subdivision regulations, urban growth

boundaries, population ceilings, impact fees, phased growth boundaries, and adequate facilities ordinances.

Guidelines. General statements of policy direction around which specific details may be later established.

Habitat. The sum of environmental conditions in a specific place that is occupied by an organism, population or community.

Hazardous Material. Any substance that, because of its quantity, concentration, or physical or chemical characteristics, poses a significant present or potential hazard to human health and safety or to the environment if released into the workplace or the environment. The term includes, but is not limited to, hazardous substances and hazardous wastes.

Historic, Historical. An historic building or site is one that is noteworthy for its significance in local, state, or national history or culture, its architecture or design, or its works of art, memorabilia, or artifacts.

Household. All those persons, related or unrelated, who occupy a single housing unit.

Impact. The effect of any direct man-made actions or indirect repercussions of man-made actions on existing physical, social, or economic conditions.

Impact Fee. A fee, sometimes called a development fee, levied on the developer of a project by a local government as compensation for otherwise unmitigated impacts the project will produce.

Impervious Surface. Any material that prevents absorption of water into the ground, such as roof, road, sidewalk, and paved parking lot.

Infrastructure. Public services and facilities needed to sustain industry, residential, commercial, and all other activities. Infrastructure includes sewage-disposal systems, water-supply systems, other utility systems, and roads.

Intergovernmental Agreement (IGA). A document binding two or more governmental units or agencies to act in certain cooperative ways. The term is most often used in a planning context referring to shared or delegated responsibility to review development proposals and/or recognize adopted plans and policies of the governmental units or agencies, *e.g.*, Mesa County and the City of Grand Junction have an IGA which requires each entity to provide materials on development proposals within certain geographic areas for the other entity to review and comment upon.

Issues. Points of debate, discussion or dispute in the community that are identified in the Plan and dealt with by the Plan's goals, policies, and strategies.

Joint Planning Area. The area specifically mapped in Chapter Five of the Growth Plan, as may be amended from time to time, that is subject to joint planning efforts of the City of Grand Junction and Mesa County. This area includes urban, urbanizing, urban reserve and rural development areas.

Landscaping. Planting (including trees, shrubs, and ground covers) and/or the placement of decorative features (including sculpture, patterned walks, fountains and pools) suitably designed, selected, installed, and maintained to enhance a site or roadway permanently.

Land Use. A description of how land is occupied or utilized.

Land Use Plan. A graphic and written analysis of a desirable and feasible pattern, or alternative patterns indicating the general location, character, extent and relationship of future land uses at specified times. The plan is based on the goals and objectives of the community and upon necessary research.

Mixed-Use. Properties on which various uses, such as office, commercial, institutional, and residential, are combined in a single building or on a single site in an integrated development project with significant functional interrelationships and a coherent physical design. a "single site" may include contiguous properties.

Open Space Land. Any parcel or area of land or water that is essentially unimproved and devoted to an open space use for the purposes of (1) the preservation of natural resources, (2) outdoor recreation (active open space), or (3) public health and safety. Land used for the managed production of resources (*e.g.*, farming, ranching, mining, etc.) is not considered open space.

Parcel. A lot, tract or contiguous group of properties, in single ownership or under single control, usually considered a unit for purposes of development.

Park. A tract of land designated and used by the public for active and passive recreation.

Plan. The act of mental formulation and graphic representation of the means to reach a desired end; the act of preparing a land use plan (community input, research and analysis).

Police Power. The right of the government to regulate personal conduct and the use of land in order to protect the public health, safety and welfare as provided in the state constitution.

Policy. Statements of government intent against which individual actions and decisions are evaluated. Policies are phrased as sentences, with the agency responsible for implementing the policy clearly identified.

Pollutant. Any introduced gas, liquid, or solid that, in sufficient concentrations, will make a resource unfit for its normal or usual purpose.

Pollution. The presence of matter or energy whose nature, location, or quantity produces undesired environmental effects.

Pro Rata. In due proportion; refers to the proportionate distribution of something to something else or to some group, such as the cost of infrastructure improvements associated with new development apportioned to the users of the infrastructure on the basis of projected use.

Recycle. The process of extraction and reuse of materials from waste products.

Regional. Pertaining to activities or economies at a scale greater than that of a single jurisdiction, and affecting a broad geographic area.

Residential. Land designated for buildings consisting only of dwelling units. May be improved, vacant, or unimproved.

Rezoning. An amendment to the map and/or text of a zoning ordinance to effect a change in the nature, density, or intensity of uses allowed in a zoning district and/or on a designated parcel or land area.

Right-of-way. A strip of land occupied or intended to be occupied by certain transportation and public use facilities, such as roadways, railroads, and utility lines.

Runoff. That portion of rain or snow that does not percolate into the ground and is discharged into streams instead.

Rural Area. A sparsely developed area, with low population density, where the land is primarily undeveloped or used for agricultural purposes.

Sanitary Sewage Collection Terms.

SERVICE LINE - a sewage collection pipe that carries sanitary sewage from a residence or business to collector lines.

COLLECTOR - a sewage collection pipe that collects sewage from service lines and carries it to an interceptor line.

INTERCEPTOR - a sewer pipeline used to collect flows from collector sewers and carry them to a central point for treatment and/or discharge.

School District. A district that serves as a unit for state financing and administration of elementary and secondary public schools.

Sign. Any representation (written or pictorial) used to convey information, or to identify, announce, or otherwise direct attention to a business, profession, commodity, service, or entertainment, and placed on, suspended from, or in any way attached to, any structure, vehicle, or feature of the natural or man-made landscape.

Site. A parcel of land used or intended for one use or a group of uses.

Slope. Land gradient described as the vertical rise divided by the horizontal run, and expressed as a percentage.

Soil. The unconsolidated material on the immediate surface of the earth created by natural forces that serves as the natural medium for growing land plants.

Special District. Municipal corporation created by state statute and endowed with a definite governmental organization and revenue raising authority for the purpose of performing a single function or a few related functions (*e.g.*, sanitation collection and/or treatment, domestic water service, parks, road maintenance, fire protection, etc.).

Sphere of Influence. The probable ultimate boundaries and service area of a town or city as jointly identified by the County and the affected jurisdictions; that portion of the unincorporated County adjacent to a town or city that affects, and is affected by, development and infrastructure planning in the city.

Sprawl. Uncontrolled growth, usually of a low-density nature, in previously rural areas and some distance from existing development and infrastructure.

Storm Runoff. Surplus surface water generated by precipitation that does not seep into the earth but flows overland to flowing or stagnant bodies of water.

Street/Road/Highway. A public way for purposes of vehicular travel, including the entire area within the right-of-way. In rural areas, or in urban areas where there is comparatively little access and egress, a way between prominent termini is usually called a highway or road. a way in an urban area, with or without provisions for curbs, sidewalks, and paved gutters, is ordinarily called a street.

Subdivision. A division of a lot, tract, or parcel of land into two or more parts for the purpose of sale or building development.

Transferable Development Rights (TDR). A technique to direct growth which involves the transfer of zoning density or development rights from one building site to another. This requires a sending district (where lower densities and less development is desired) and receiving zones (where higher densities and more development is desired).

Transit, Public. A system of regularly-scheduled buses, other vehicles and/or trains available to the public on a fee-per-ride basis. Also called "Mass Transit."

Transportation Demand Management (TDM). A strategy for reducing demand on the road system by reducing the number of vehicles using the roadways and/or increasing the number of persons per vehicle. TDM attempts to reduce the number of persons who drive alone on the roadway during the commute period and to increase the number in carpools, vanpools, buses and trains, walking, and biking.

Trip. A one-way journey that proceeds from an origin to a destination via a single mode of transportation; the smallest unit of movement considered in transportation studies. Each trip has one "production end," (the origin -- often from home, but not always), and one "attraction end," (the destination).

Trip Generation. The dynamics that account for people making trips in automobiles or by means of public transportation. Trip generation is the basis for estimating the level of use for a transportation system and the impact of additional development or transportation facilities on an existing, local transportation system. Trip generations of households are correlated with destinations that attract household members for specific purposes.

Undevelopable. Specific areas where hydrologic, topographic, geologic, and/or surficial soil conditions indicate a significant danger to future occupants and a potential public liability.

Urban Area. A highly developed area that includes or is appurtenant to a city or place and contains a variety of commercial, residential, and cultural uses.

Use. The purpose for which a lot or structure is or may be leased, occupied, maintained, arranged, designed, intended, constructed, erected, moved, altered, and/or enlarged in accordance with the zoning ordinance and Plan's future land use categories.

Vacant. Lands or buildings that are not actively used for any purpose.

Watercourse. Natural or once natural flowing (perennially or intermittently) water including rivers, streams, and creeks. Includes natural waterways that have been channelized, but does not include man-made channels, ditches, and underground drainage and sewage systems.

Zoning. The delineation of districts and the establishment of regulations governing the use, placement, spacing and size of land and buildings.

B. Resource Documents

Agreements/Ordinances

Agreement between City of Grand Junction and the Central Grand Valley Sanitation District dated November 4, 1970 re: sanitary sewer system.

Agreement between City of Grand Junction and the Orchard Mesa Sanitation District dated November 19, 1975 re: sanitary sewer system.

Intergovernmental Agreement between the City of Grand Junction and Mesa County dated 3/24/83.

Memorandum of Agreement between the County of Mesa and the City of Grand Junction dated October 17, 1979 re: wastewater/treatment sewage facilities.

Ordinance No. 1873: Joint ordinance and resolution of the City of Grand Junction and the county of Mesa for regulating the use of public and private sewers and drains, private sewage disposal, installation and connection of building sewers, and the discharge of waters and wastes into the public sewerage system.

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"Carrying Capacity Study for the Grand Junction Area," Paragon Engineering, Inc., Grand Junction, Colorado, November, 1979.

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Development for Grand Junction, Colorado, Downtown Development Authority, 9/22/92. (*return to City*)

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City of Grand Junction Municipal Annexation Plan, 1994.

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Comprehensive Wastewater Basin Study, City of Grand Junction, HDR Engineering, Inc., 1992

Cultural Confluence, Strategic Cultural Plan for Grand Junction, Colorado, Grand Junction Commission on Arts and Culture, Cultural Plan Steering Committee, Community Resource Center, adopted by City Council December, 1991.

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Downtown Grand Junction Retail Retention/Recruitment Strategy, prepared by Zuchelli, Hunter & Associates, Inc., adopted October 1, 1982.

FEMA Map and Street Indexes, Panels 3, 4, 6 7 and 9, map revised 7/15/94.

Final 201 Wastewater Treatment Facilities Plan for Town of Fruita, Colorado, Nelson, Haley, Patterson & Quirk, Inc., September, 1977

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Financial Overview: Capital Improvement Projects, "1994 & 1995 Capital Improvement Projects By Fund Category," General Capital Improvements Program Sources of Revenue 1988 through 1995," General Capital Improvements Program Expenditures by Type 1988 through 1995," "1994 & 1995 General Capital Improvements Program Revenue By Source," "1994 & 1995 General Capital Improvement Program Expenditures by Type," "Capital Project - Operating Impacts."

Flood Insurance Study, City of Grand Junction Colorado, Mesa County, FEMA, July 15, 1992.

Grand Junction Urbanized Area Transportation Plan: 1985-2010, prepared by the Metropolitan Planning Organization, November 1985.

Grand Mesa Slopes Management Plan, Summary

1994 and 1995 Biennial Budget, City of Grand Junction Colorado

Joint Sewerage Service Agreement between the City of Grand Junction and the County of Mesa dated May 1, 1980.

Land Use Planning in Colorado, DLG Technical Assistance (Division of Local Government, Department of Local Affairs)

Mesa County 2015 Transportation Plan, Mesa County Public Works.

Mesa County Land Development Code, 1994

Mesa County Transportation Development Plan, 1993-1997, prepared by Leigh, Scott & Cleary, Inc.. July 21, 1992

Multi-Modal Transportation Study, a Master Bicycle/Pedestrian Plan for the Grand Valley, Mesa County Public Works (*return to City*)

Orchard Mesa Neighborhood Master Plan for the West, Central & South O.M. Neighborhoods, dated May 3, 1994.

Orchard Mesa Neighborhood Plan for the West, Central and South O.M. Neighborhoods, August 17, 1994.

Parks, Recreation and Open Space Master Plan, prepared by Design Workshop, Inc., December 10, 1992

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Report from the Task Force on Affordable Housing, April 26, 1994.

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